Flathead County Adult Detention Center

Needs Assessment

October 26, 2023

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2.0 Contact List and Responsibilities

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3.0 Executive Summary

For more than ten years, Flathead County's Jail capacity has been repeatedly pushed to the brink and beyond. The jail was originally built in the late 1980s to house 72 inmates. In the 2000s, the bed capacity was increased to 140 by double-bunking. Despite these efforts, Flathead County's inmate population continues to grow. But due to the building configuration, poor sightlines, and inadequate support space, the county has tried to limit its population to between 90 and 100 beds. Areas of concern become apparent in the review of crucial building components such as cell size, dayroom size, allocated plumbing fixtures, access to natural light, and access to recreation and support services. With the increase of detention beds, little attention was given to staff support services and managing a population double the building's original design capacity. Existing systems have seen twice the ware over the years. With limited space, the facility no longer meets Montana Jail Standards or American Correctional Association - Standards for Local Detention Facilities.

The following statements and recommendations are the consensus of this report.

- Existing Detention Center is not compliant with current codes and life safety regulations.
- The facility needs to address the increasing mental health population.
- Staff inefficiencies, including observation, sightlines, movement, control, classification, and separation, need to be addressed.
- The existing Detention Center is unsafe. Propose a facility that supports the jail's mission statement in providing a safe/secure facility for staff, detainees, and the public.
- The existing Detention Center creates a liability for the county. Propose a safe and secure facility that meets the standard of care established by national and local jail standards.
- The forecasting study that was completed indicates that the county will need 150 – 200 detention beds by 2040 to accommodate the projected jail population increase. Exploring expansion options does not appear financially responsible due to aging building infrastructure, site limitations, and staff inefficiencies.
- We presented four capacity options to the county that looked at future development for a new county detention center. The county directed us to use the options with 184 rated beds, 220 operational beds, and 256 emergency capacity. This option also included future expansion by double.

The findings of this report illustrate that based on the Average Daily Population "ADP" of 98 inmates, the existing facility exceeds the current recommended capacity based on state

and national standards. Based on the findings of this report, it is recommended that the existing facility house no more than 74 inmates.

During our review of the existing conditions, we also looked at all of the building systems being used in the detention portion of the building. This includes Detention, Security Electronics, Civil, Architectural, Structural, Mechanical, Plumbing, Electrical, and Specialty systems. You will see in the report that many of these systems are at the end of their useful life and/or do not have the capability for expansion. As such, renovating or adding the existing facility will require far more work and cost than initially perceived.

We developed three options to meet the future forecasted population: 1) Expansion of the existing facility, 2) a New Detention Center, and 3) a New Law and Justice Center. These options were presented to the County at a December 19th work session. It was determined that the preferred option was option 3, to build a new Law and Justice Center.

We also develop a potential program for consideration based on similar facilities. We worked with the County stakeholders to hone this program by selecting the optional spaces needed for Flathead County's Detention Center to function appropriately. The final program support will be developed to support the preferred options.

From the program, we developed two different options for the layout of the facility. Option 2 was selected as the preferred option to proceed forward with the master plan.

We separated the preferred option into a stand-alone Masterplan document. That includes the final plans, staffing, system narratives, and the opinion of probable cost.

4.0 Existing Facility Conditions Review

Year Built: 1985

Building Area: 78,045 SF (Basement, First, Second, Third Floors)

This study is based on the team's findings observed during the existing facilities evaluation, current jail capacity, and projected jail bed analyses. This process considered existing and national operating principles for the planning process. While the operational and architectural program may address some or even a substantial portion of these requirements, these programs are in no way intended as an exhaustive identification of code and regulation issues. Future efforts will be required to ensure all legal design requirements are met.

Future architectural design efforts will ultimately be responsible for satisfying all applicable Washington codes, regulations, and laws, including, but not limited to, building codes, zoning requirements, life safety codes, OSHA regulations, and Montana environmental laws, as well as the following standards and regulations:

American Correctional Association's (ACA) Performance-Based Standards for Adult Local Detention Facilities

- Health Insurance Portability and Accountability Act (HIPAA)
- National Commission on Correctional Health Care (NCCHC) standards
- Prison Rape Elimination Act (PREA) standards
- U.S. Department of Justice's Americans with Disabilities Act (ADA) Standards for Accessible Design with increased beds.

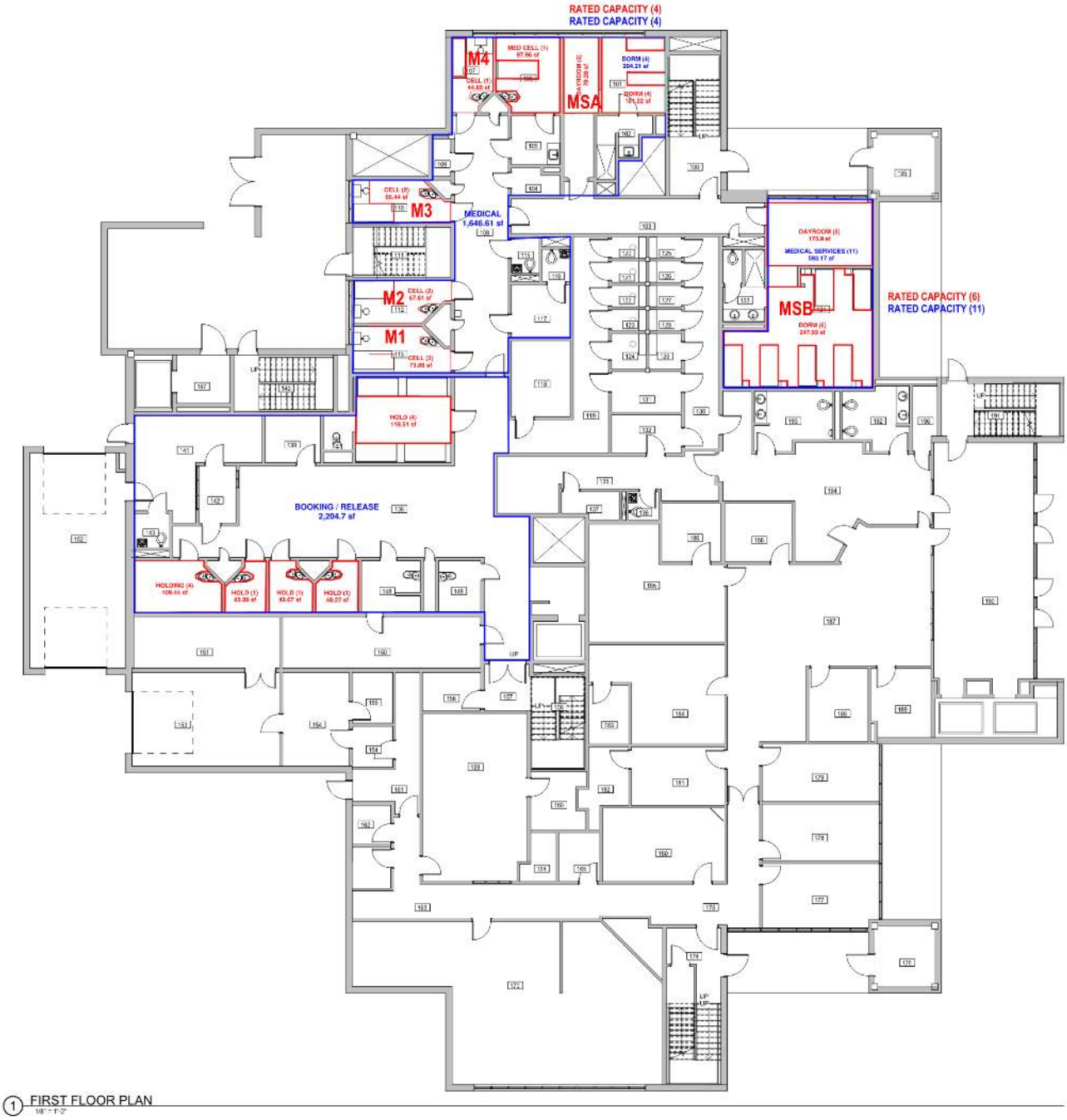
4.1 Overview

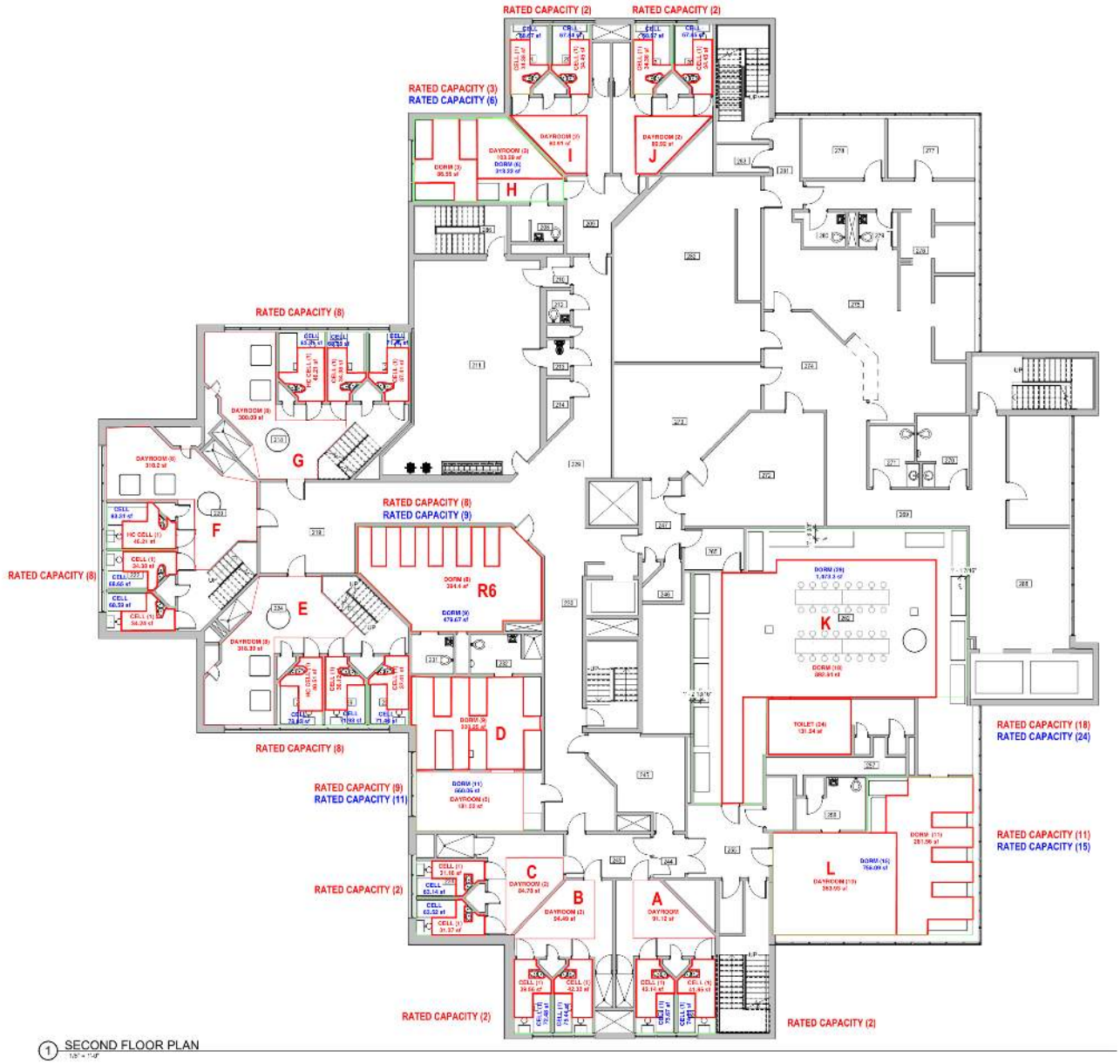
4.1.1 Existing Capacity Study

FLATHEAD COUNTY DETENTION FACILITY - CAPACITY STUDY							
STUDY TITLE	FACILITY TITLE	ACA STANDARDS CAPACITY	MONTANA STANDARDS CAPACITY	FLATHEAD CAPACITY	RECOMMENDED 100% CAPACITY		COMMENTS
FIRST FLOOR							
M1	MSA	1	1	1	4		
M2		1	1	1			
M3		1	1	1			
M4		1	1	1			
MSB	MSB	6	11	6	6		
SECOND LEVEL							
A Mod		2	2	4	2		
B Mod		2	2	4	2		
C Mod		2	2	2	2		
D mod		9	11	14	8		
R6		8	9	12	8		Non Standard Compliant
E Mod		8	8	12	8		
F Mod		8	8	12	8		Program Space Expansion
G Mod		8	8	12	8		
H Mod		3	6	8	6		
I Mod		2	2	4	2		
J Mod		2	2	4	2		
K mod		18	24	14	18		Limited size and safety concerns
L Mod		10	15	12	10		
EMERGENCY CAPACITY		92	114	124	94		Does Nor Address Staffing
PEAK/ NON-RATED		18	20	23	20		
OPERATIONAL BED CAPACITY		74	94	101	74		
CAPACITY FACTORS							
	ACCESS TO NATURAL LIGHT						
	ALOCATED SPACE						
	FIXTURE COUNTS						
FACILITY LIMITATIONS							
	KITCHEN CAPACITY						
	LIMITED PROGRAMS						
	MENTAL HEALTH CARE						
	STAFF INTENSIVE DESIGN						

4.1.2 Capacity Plans

The following are thumbnails of the current facility's Capacity Plans. Please see Appendix 'A' for the enlarged versions.




RATED CAPACITY (2)
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D
RATED CAPACITY (9)
RATED CAPACITY (11)
RATED CAPACITY (11)
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L
RATED CAPACITY (2)
RATED CAPACITY (2)
RATED CAPACITY (2)
1 SECOND FLOOR PLAN

4.1.3 Facility Administration

4.1.3.1 Existing Conditions

Jail administration space is limited. Area should be considered to support supervisory staff, report writing, training, and program administration. Some of these spaces are supported within the sheriff's office outside security.

4.1.4 Visitation

4.1.4.1 Existing Conditions

Inmate visiting is located on the main level of the facility and consists of 4 single-person non-contact visiting booths, 1 ADA non-contact visiting booth with a document pass, and 1 Contact visiting space, maybe forfour4 persons. Visitors enter from the jail lobby into a visiting corridor and are directed to the appropriate visiting booth. Contact visiting is accessed from the same visiting corridor. The use of contact visiting in its current configuration poses a security concern as there is only one door to freedom. The configuration of visiting is challenging to observe and makes it hard to limit inappropriate actions. Also, there are no separate spaces to screen visitors or inmates before or after contact visits when contraband is suspected.

The current location works well for the intake and release process and posting of bonds. The balance of the jail population requires escorted movement from the housing floors to visiting. This movement involves the use of stairs and/or elevator. No inmate waiting or screening was observed.

Visiting is undersized for the facility's current population, leading to longer hours of operation and staff inefficiencies. Inmate visiting is currently limited to weekends, with approximately 28% of inmates being able to have visits on Saturday and 45% of inmates on Sunday. Space on weekdays is primarily used for attorney and other professional visits and programs (e.g., Religious visits)

4.1.4.2 Recommendations

Both contact and non-contact visiting are undersized to support the facility's current population. The current configuration is not staff efficient, making visiting operations challenging to manage and observe. Safety and security are a concern. Video visitation could be considered to offer

visiting in the housing units, limiting inmate movement and easing scheduling difficulties. Current building configuration and limited space would make expanding visiting challenging to support the projected population.

4.1.5 Intake / Transfer / Release

4.1.5.1 Existing Conditions

Facility intake/transfer/release is one combined space and includes the following;

1. Single vehicle auto sallyport.
2. Law enforcement lobby/processing.
3. Four receiving cells,
4. One soft cell.
5. A group holding.
6. Dress out and property storage.
7. Intake processing and supervisor's office.
8. The space is located near medical services and visitation.
9. The area can be observed for central control.

Auto Sallyport is undersized and is used for overflow storage. It was reported that vehicles must queue up to access the facility, requiring patrol officers to sit and wait.

Law enforcement lobby is one open space with no means to address multiple intakes, isolate disruptive inmates, and separate space for Processing paperwork.

Based on the current level of intakes, holds, and release processing, the number of holding and soft cells limits the area's operations, creating safety concerns. There is limited opportunity to address disruptive individuals, gender separation, sight and sound separation, and suitable space for classification.

Space includes one dress-out room for property transfer, intake, and release clothing exchange. This becomes a bottleneck when multiple intakes and releases coincide.

Intake processing and release functions are combined, making managing these separate functions difficult. There is physical separation between staff and inmates. Privacy issues were noted where others could overhear personal, medical, and infraction information in the intake process. With the tight quarters, there

is no space for open waiting and orientation. Combative individuals can disrupt both intake and release processes.

4.1.5.2 Recommendations

The existing space is undersized for the facility's operations. Expansion is recommended to increase auto sallyport to accommodate up to three vehicles. Provide holding capacity for law enforcement. Increase holding capacity to support the intake process and varying classifications. This might include female holding, another soft cell, group holding, and separate release holding with its own dress-out and property transfer.

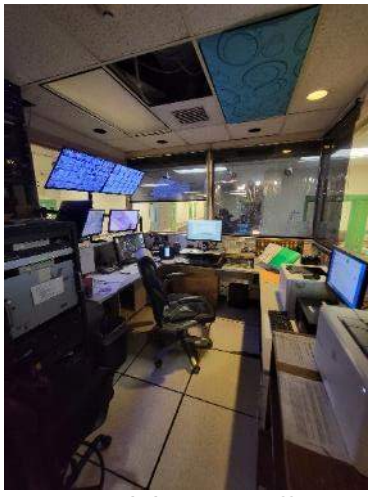
Rework and elevate the intake processing stations conducive to the linear processes. Such space may include intake, medical screening, fingerprinting, photo ID, and classification screening. All of which require some level of privacy.

4.1.6 Security Operation

4.1.6.1 Existing Conditions

Staff support and security operations are critical to supporting the county's mission to provide a safe and secure environment for inmates, staff, and the public. Staff support space is also crucial to retain staff and provide them with the tools to do their job efficiently and effectively.

Central control was designed to be staff efficient and require limited staff. With the increased inmate population, central control duties have also increased. The primary function of central control is to maintain facility security. They monitor the secure perimeter, facilitate movement, and coordinate emergency response. In a smaller facility, additional duties may include facility receptionist, checking in/screening visitors and public interaction. With increased facility capacity increased staffing may be required to address increased public interactions, allowing central control to focus on facility security.



Staff support space is limited or nonexistent. With staff posts being located throughout the building and on multiple floors, access to staff support services is difficult. Lack of facilities requires individuals to leave their post for basic amenities such as coffee, water, and microwave.

The staff breakroom appears minor, cannot support numbers at shift change, and does not offer natural light or quiet space to support staff wellness.

4.1.6.2 Recommendations

Staff support space is often overlooked with tight budgets and the need for additional bed space. Detention staff is a facility's greatest asset and are responsible for safety and security. Good working conditions are crucial to retaining staff and providing staff with the appropriate tools/space to perform their duties is paramount.

Space should be considered to support staff duties and space to destress from the day's tensions. Such space should include access to natural light, suitable break space, lockers, and hanging space to support shift change, exercise, and showers.

4.1.7 Inmate Program Services

4.1.7.1 Existing Conditions

At the time of this report, program services are limited due to a lack of space and the effects of the recent pandemic. With the increased inmate population, providing meaningful programs is difficult. There is one (indoor/outdoor) recreation to provide access to natural ventilation. With only one space available and a limited size, only small groups can use the space simultaneously. Based on the wide range of classifications and gender separation, not all individuals can access this space as outlined in state and national jail standards. The same holds true for educational programs. The designed program space has been converted into the housing to support the increase in inmate populations.

4.1.7.2 Recommendations

Limit the current facility to 74 beds and recapture renovated space back to usable program space and inmate services. Such space should include mental health counseling, dependency support groups, religious services, and reentry services. For the projected inmate population, expansion of recreation program services is recommended.

4.1.8 Medical Services

4.1.8.1 Existing Conditions

The existing space dedicated to medical services needs to be more significant to support the facility's population and medical needs. Initially designed to help medical services, the room is now being used to address the mental health population. There is currently limited space to manage sick calls, nursing staff, medical records, medical exams, and triage. Medical cells used for mental health disrupt medical services, compromising clinic operations, confidentiality, and

triage. Only one cell is available for medical isolation, and limited /nonexistent space for medical staff, storage, medical records, inmate waiting, and interviews.

4.1.8.2 Recommendations

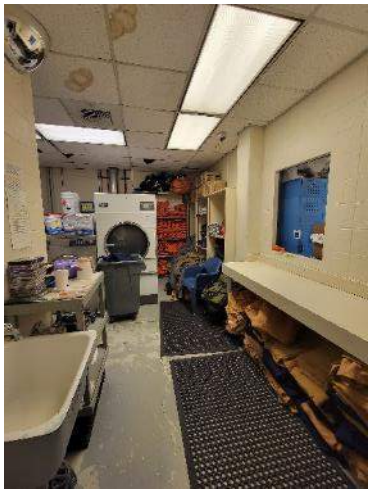
Medical is undersized to support the facility's medical needs. One recommendation would be to relocate mental health holding and support services to the housing floor. This would limit the disruption to medical services and intake processing. Available space could be repurposed for medical holds, exams, and staff support. If space were open on the housing floor, addressing sick calls and medication at the housing unit would be recommended to limit escorted movement to medical.

4.1.9 Food and Laundry Services

4.1.9.1 Existing Conditions

The current kitchen and laundry are located on the facility's lower level, with supplies arriving at the loading area and transported by elevator to the kitchen. Inmate workers support food prep and laundry. With small numbers of inmates in the area, it is not very staff-efficient to dedicate detention staff to the area. Monitoring occurs using video with many blind spots.

Although the kitchen is undersized to accommodate the current population, the space appeared well managed. Kitchen staff are always on their own in a critical area where safety and security are a concern.

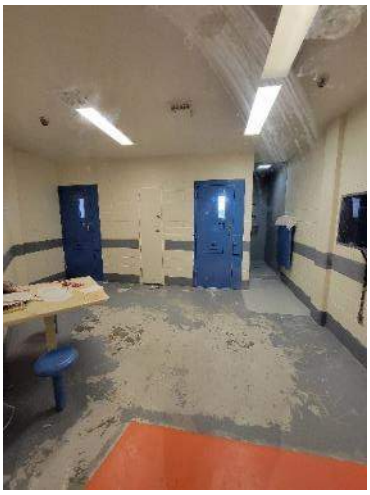


With the kitchen and laundry being undersized and located below grade, any significant renovations for expanded capacity will be challenging.

4.1.9.2 Recommendations

Limit the current facility to 74 beds with an emergency capacity of 94 beds. Continue to work with vendors and suppliers to support food supply and storage limitations. Limited kitchen expansion could occur if laundry services are relocated, but this will not address how deliveries are made, poor observation, and delivery of meals when the elevator is down.

4.1.10 Housing



4.1.10.1 Existing Conditions

Operational capacity for the current facility has been increased over time to address growing inmate populations. The current capacity exceeds the original designed capacity. Cell size, available day space, plumbing fixtures, and access to natural light determine capacity. A recent capacity study recommended that the operational capacity be limited to 74 beds with an emergency capacity of 94. These numbers consider the deletion of K Mod, which is non-compliant and extremely difficult to manage.

The current housing configuration is broken up into small housing modules connected by three separate corridors with a staff position located at the intersection and close to the movement elevator. Individual housing units cannot be directly observed from this location. To address questions, respond to events, and perform direct observation or counts, additional staff are required to respond and facilitate movement.

Housing modules are situated in a way that allows communication between living units, which poses security concerns and facilitates intimidation. Most cells have been modified to accommodate double-bunking. This restricts space that can be used for special management housing and other classifications where single cells are required for safety concerns.

With the increase in inmate population, many state and national jail standards are no longer compliant. Current areas of concern are cell size, access to natural light, dayroom size, allocated showers, and access to outdoor recreation.

4.1.10.2 Recommendations

The current inmate population exceeds facility design capacity, creating unsafe conditions for staff and inmates. Overcrowded housing staff cannot correctly manage varying classifications, multiple security levels, and behavioral management. Consideration should be given to decommissioning Dorm R6 and K Mod. These dorms are not compliant with industry standards for housing, and K Mod is extremely hard to manage due to poor sightlines and area size. The current space is a safety and security concern. Limit the existing facility to 74 beds with an emergency capacity of 94 beds.

4.2 Detention Systems

4.2.1 Detention Windows

4.2.1.1 Existing Conditions

Exterior detention windows appear to meet their original design intent. Based on current operations and building renovations over the years, some areas used for housing are without exterior windows, which are recommended by current national standards.

4.2.1.2 Recommendations

Evaluate exterior windows for weather tightness and replace glass damaged due to continued access by detainees.

4.2.2 Detention Doors

4.2.2.1 Existing Conditions

Detention doors and frames appear to be in good condition. Some openings due to operational changes and increased inmate population should be reviewed to ensure openings meet the required security level (door construction, glazing, and hardware); door configurations should be reviewed considering the field of view, cuff/Food ports, and PREA.

4.2.2.2 Recommendations

Based on increased capacity, operational changes, and increased inmate population, further physical security review should include door construction, door configuration, glazing, and hardware.

4.2.3 Detention Hardware

4.2.3.1 Existing Conditions

Detention hardware is getting close to its useful life. Current hardware has been functioning 24/7 day for more than 30 years. Door alignment, monitoring, and control are becoming more of an issue. Due to hardware vintage and manufacturing changes, replacement parts and long lead times make maintaining the security operations and detention hardware more difficult and costly.

4.2.3.2 Recommendations

Review, adjust, and replace worn hardware parts in conjunction with the security electronic controls. Establish a replacement program for locks and hardware to extend secure operations. Maintain an inventory of spare parts to ease the impact of long lead times.

4.2.4 Classifications

4.2.4.1 Existing Conditions

Detention staff have managed the jail's varying classifications well, but it appears to be more of a shell game. Staff frequently relocate groups of individuals based on security requirements, behavior, and gender. Limitations for appropriate housing make managing the increasing mental health population, females, special needs, and single-cell requirements difficult.

4.2.4.2 Recommendations

Limit the existing facility to an emergency capacity of 94 inmates, converting K Mod to programs and support space. This recommendation is based on current national and state standards.

4.2.5 Medical Services

4.2.5.1 Existing Conditions

Both medical and mental health space is limited in the building's current configuration. Available space limits the staff's ability to treat and manage the increasing populations and M/F separation and treatment support space.

4.2.5.2 Recommendations

Existing building configuration, limited space, and increasing need make addressing the facility's limitations more difficult. Limiting overall building capacity would help.

4.2.6 Program Services

4.2.6.1 Existing Conditions

Existing program space is limited. Over time, available space has been repurposed to increase housing capacity. Both staff shortages and the recent pandemic have changed the ability to offer in-person programs.

4.2.6.2 Recommendations

Identify policies to facilitate meaningful inmate programs and allocate space based on a reduced operational capacity.

4.2.7 Recreation

4.2.7.1 Existing Conditions

When the operational capacity was increased, recreational opportunities were not addressed. The increased population, staffing shortages, and limited space make it difficult to meet the recommended standard of care.

4.2.7.2 Recommendations

Identify policies to facilitate meaningful inmate recreation and allocate space based on a reduced operational capacity.

4.2.8 Facility Capacity

4.2.8.1 Existing Conditions

Operational capacity for the current facility has been increased over time to address growing inmate populations. The current capacity exceeds the original designed capacity. Cell size, available day space, plumbing fixtures, and access to natural light determine capacity. Based on the capacity study, the operational capacity was recommended to be limited to 74 beds with an emergency capacity of 94 beds. These numbers consider the deletion of K Mod, which is non-compliant and extremely difficult to manage.

4.2.8.2 Recommendations

Limit the existing facility to 74 beds with an emergency capacity of 94 beds.

4.2.9 Detention Circulation/Flow

4.2.9.1 Existing Conditions

The current facility's management and observation are hindered due to poor sightlines, staff allocation for multiple floors, increased movement, and limited staff.

4.2.9.2 Recommendations

Limit the existing facility to 74 beds with an emergency capacity of 94 beds.

4.3 Security Electronics

4.3.1 Security System

4.3.1.1 Existing Conditions

The detention hardware is original to the building, and the control has been updated within the last ten years. The integration between the original analog circuits is functional with the newer digital controls. The availability of replacement parts for the older analog circuits is questionable.

4.3.1.2 Recommendations

Future replacement of all analog circuits as needed.

4.3.2 Cameras

4.3.2.1 Existing Conditions

The Video Surveillance system has been upgraded in the last ten years with a Network Video Recorder (NVR) and IP cameras. The current system has about 70TB of storage on two partitions. There are over 100 single-vision fixed cameras on the system. The average video storage is 12 days per camera at ten frames per second, with a few cameras located in specific locations set at 60 days of storage. The storage for all cameras should be at 60 days. There are only two cameras on the exterior of the building. Throughout the facility, the video surveillance system does not cover many areas, leaving holes in the coverage. The cameras are a mix of various brands, some from manufacturers that are not recommended for use due to security breaches at other facilities. The server is housed in a tower telecommunication rack with easy staff access. The monitors for viewing the video within the tower are undersized for the number of cameras on the screen.

4.3.2.2 Recommendations

Add additional servers to spread the camera load over; also, in the loss of a server, there is still video available. Add a backup archive server in the DATA center to house video for 60-day storage requirements. Add additional monitors in the tower to reduce the number of camera views on the monitors to allow a larger format and clearer view of the cameras. Replace the single-vision cameras in corridors and select areas with multi-head cameras to obtain better coverage. Add additional cameras to the exterior of the building to provide 100% coverage of the exterior and parking areas. Add additional cameras between the facility and adjacent court building to monitor movement between the buildings. Provide UPS backup and emergency power to NVR and network switches supporting cameras to eliminate downtime in power outages and restarts of the systems.

4.3.3 Control Panels

4.3.3.1 Existing Conditions

The Programmable Logic Controller (PLC) system has been upgraded within the last ten years and is fully operational and integrated with doors and the video surveillance system.

4.3.3.2 Recommendations

No recommendations for this system.

4.4 Civil and Site

4.4.1 Overview

4.4.1.1 Total Site Area

3.044 Acres (132,600 square feet)

4.4.1.2 Utilized Area

3.044 Acres

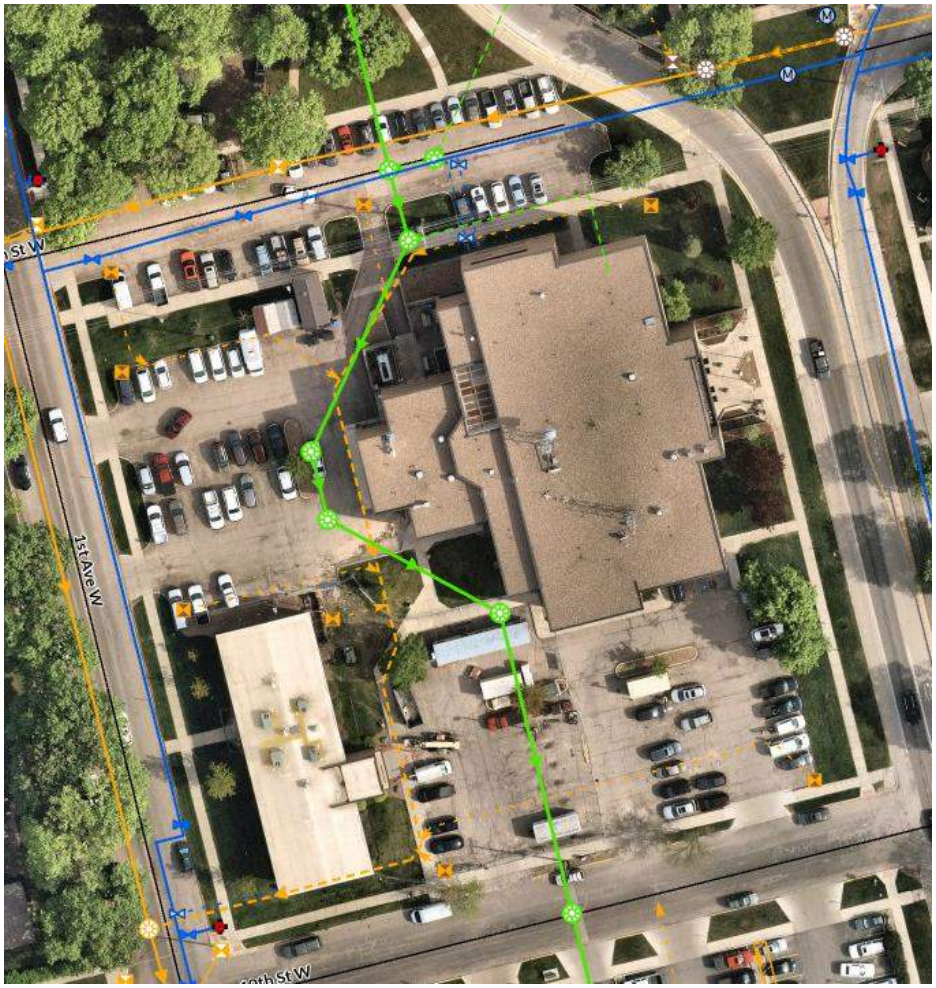
4.4.1.3 Unutilized Area

0.000 Acres

4.4.2 General Civil Analysis

4.4.2.1 Existing Conditions

Site Overview: Flathead County Justice Center is located on a 3.044-acre parcel at 800 South Main Street in Kalispell, Montana. The Justice Center houses the Flathead County Sheriff's Department, the District Court Clerk, and the facility of interest – the Flathead County Detention Center. The parcel is comprised of lots 1 through 24 of block 126. There are two County buildings located on the lot with shared parking. The Justice Center is in the northeast corner of the parcel and has an approximate building footprint of 19,700 square feet. The Family Court Services and Flathead County School Superintendent offices are housed in the second structure on the southwest corner of the parcel. It has an approximate footprint of 7,000 square feet. 32,300 square feet of the parcel is designated for parking; the remaining 73,500 square feet is greenspace and sidewalks. Note: These areas are approximate and will be confirmed by a site survey.



Parking: 30 parking stalls reserved for County employees and vehicles are located in the northwest corner of the parcel. Sixty-two parking stalls are located in the southwest corner of the parcel. There are two accessible stalls designated for the Justice Center and two accessible stalls for the other County Building. 9th Street West parallels the north property line and dead-ends at South Main Street parallel to the east property line. On-street parking along 9th Street West contributes 40 additional parking spaces, one of which is disabled. These are not explicitly designated for the Justice Center but are predominantly used by employees.

Based upon visual inspection only, pavement condition is fair to pour. Storm runoff appears to accumulate near the center of the site (the southeast corner of the north parking lot and the north portion of the southerly parking lot), where pavement conditions are the worst.

Utilities: The Justice Center receives potable water from the City of Kalispell via a 4-inch domestic service. Fire suppression capacity is provided via a 6-inch service. Both water lines tie into a 12-inch diameter water main located on 9th Street West. 12-inch gravity sewer main bisects the parcel. The sewer main jogs to the west around the rear of the building, where the pull-through garage for intakes is located. A four-inch PVC sewer service exits the building near

the northeast corner of the structure. Storm drain piping and inlets are located throughout the parcel to collect storm runoff from the site. Stormwater capacity and runoff patterns will be analyzed further once the site survey is obtained.

Site Access: The Justice Center's public entrance is located east of the structure. The sidewalk from the accessible stalls in the south parking lot to the main entrance appears to be ADA-compliant. A site survey will verify compliance with the City of Kalispell and ADA requirements. The jail intake takes place at the rear of the building. The intake entrance does not appear to meet ADA standards.

Driveway accesses and drive aisle width appear to meet City of Kalispell Standards. When the site survey is completed, fire truck turn movements will be verified for compliance. It is assumed that emergency vehicles have sufficient access.

Utility: No grinder for the building creates backups and utility sewer issues.

4.5 Architectural Systems

4.5.1 Exterior Cladding

4.5.1.1 Existing Conditions

The exterior cladding is a face brick exterior cladding system. This system is in good shape and has a lot of useful life left.

4.5.1.2 Recommendations

The expansion joint sealant should continue to be inspected on an annual basis.

4.5.2 Windows

4.5.2.1 Existing Conditions

The window systems are aluminum storefront systems. They appear to be in good working order. The seals on the windows appear to be intact. The glazing is double-pane glass and in good shape.

4.5.2.2 Recommendations

Continue to inspect the seals and gaskets of the glazing and windows.

4.5.3 Interior Doors

4.5.3.1 Existing Conditions

The non-detention doors were hollow metal and appeared in relatively good working condition. While mostly original to the building, the hardware works minus standard maintenance.

(See detention section for secure doors.)

4.5.3.2 Recommendations

Continue to maintain the door hardware.

4.5.4 Floor Finishes

4.5.4.1 Existing Conditions

The floor finishes in the detention spaces were VCT and Concrete. This floor finish is beyond its useful life and will need to be replaced

4.5.4.2 Recommendations

All concrete floors should continue to have sealant reapplied every 2 to 5 years. The VCT needs to be replaced.

4.5.5 Wall Finishes

4.5.5.1 Existing Conditions

In the detention spaces, the walls were mostly Painted CMU. The paint was in relatively good shape, minus minor scratches and damage.

4.5.5.2 Recommendations

Keep maintaining the painting as needed.

4.5.6 Accessibility

4.5.6.1 Existing Conditions

There appeared to be accessible routes to all necessary locations in the detention center. There might be an issue with enough accessible cells with appropriate plumbing fixtures for different classifications.

4.5.6.2 Recommendations

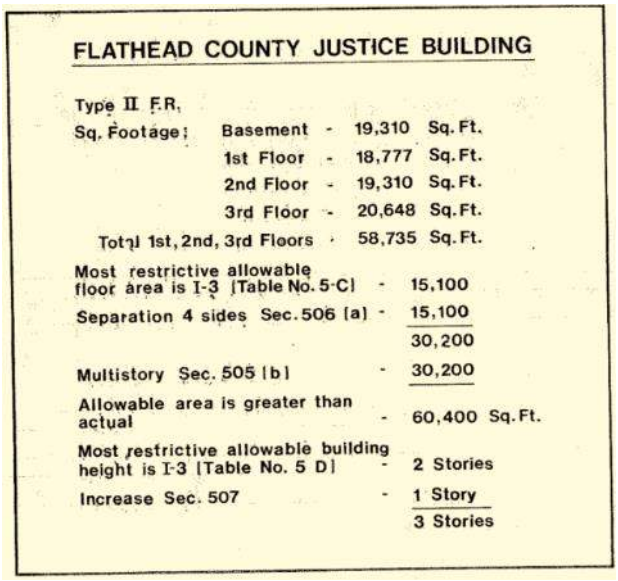
If renovations are undertaken, all classification types should have a cell converted to have accessible plumbing and sleeping fixtures.

4.5.7 Code Concerns/Life Safety

4.5.7.1 Existing Conditions

We could not conduct a full code review because the existing plans provided did not have a fully developed code analysis. It was also hard to determine where smoke compartments, fire-rated construction, or other life safety considerations were set in the design.

The image below is the code information that was outlined in the original plans A1.1



FLATHEAD COUNTY JUSTICE BUILDING

Type II F.R.

Sq. Footage:	Basement	-	19,310 Sq. Ft.
	1st Floor	-	18,777 Sq. Ft.
	2nd Floor	-	19,310 Sq. Ft.
	3rd Floor	-	20,648 Sq. Ft.
Total 1st, 2nd, 3rd Floors		-	58,735 Sq. Ft.

Most restrictive allowable floor area is I-3 [Table No. 5-C]	-	15,100
Separation 4 sides Sec. 506 [a]	-	15,100
		30,200
Multistory Sec. 505 [b]	-	30,200
Allowable area is greater than actual	-	60,400 Sq. Ft.
Most restrictive allowable building height is I-3 [Table No. 5 D]	-	2 Stories
Increase Sec. 507	-	1 Story
		3 Stories

4.5.7.2 Recommendations

Any addition would require the State Adopted IBC codes to be implemented. This would require the need of a Separated Smoke Compartment and a separate smoke exhaust system.

4.5.8 Public Circulation/Flow

4.5.8.1 Existing Conditions

Because there is already access to all the levels for the public for other court and county functions, there are no blatant issues with the public circulation and flow in the detention center side of the building.

4.5.8.2 Recommendations

No recommendations

4.5.9 Functionality

4.5.9.1 Existing Conditions

With the detention center being on multiple levels, there are definite issues with the facility's functionality. The staffing levels are much greater than on a single story. If there are plumbing clogs or backups, they will negatively impact the occupants and spaces below. The ability to expand this facility is at its capacity. We talked with the staff, and using these facilities for an expansion will not work, and there is no great place to relocate or add on.

4.5.9.2 Recommendations

A new building would allow much greater functionality to Flathead County's detention facility and allow for better use and staffing efficiencies.

4.6 Structural Systems

4.6.1 Slab/Foundation

4.6.1.1 Existing Conditions

The existing structure is a 3-story concrete and masonry framed building constructed in 1985. While existing structural drawings were unavailable, the structure appears to consist of concrete and masonry walls, beams, columns, and concrete floor slabs. The masonry walls were generally constructed using a stacked bond layup.

Cracking of some slabs and interior finishes was visible throughout different areas of the building, suggesting some foundation movement has likely occurred to the structure. Additionally, based on conversations with the staff, we understand that foundation concerns have been prevalent in past renovation or remodel discussions.

The International Existing Building Code (IEBC) will govern the upgrades in larger-scale additions or remodels. Typically, the IEBC requires that any upgrade or remodel that increases vertical loads by more than 5% or lateral (seismic loads) by more than 10% require a structural evaluation of the building that typically leads to upgrading the structural systems to carry the additional loads as well as modernization to current code standards. This is often an expensive process and can quickly become cost-prohibitive.

While concrete and masonry design techniques were well established by the 1980s, some design aspects were not considered. Snow loads were likely included in the original design; however, snow drifting was rarely considered. Earthquake loads and the resulting behavior of buildings were not well understood until the themed-1990ss and were often not considered in older buildings. Therefore, any addition or renovation that adds weight or otherwise modifies the existing structure will likely trigger a complete seismic retrofit along with possible augmentation of roof framing to protect against snow drift loading adequately.

If the County were to seek to provide additional spaces on-site through the vertical expansion of the structure, this would require a full-scale structural evaluation of the building and likely wide-spread structural retrofits. This requires substantial upgrades to the existing foundation system, the vertical force-resisting systems, and the lateral force-resisting systems. Additionally, based on conversations with existing staff, it's possible that foundation upgrades may not be feasible or economical based on the existing site soil conditions.

4.7 Mechanical Systems

4.7.1 Hydronic Systems

4.7.1.1 Existing Conditions

The heating water system is comprised of two 3,112 MBH output gas-fired atmospheric boilers, along with all associated pumps and accessories to make up a complete heating water system. The boilers do not appear to be original, and it was indicated by building personnel that they had been replaced some time ago, although the exact age is unknown. The boilers and pumps have been maintained and are in good condition for their age, and no boiler operation or maintenance issues were reported. This system serves a few of the air handling units (AHU), some cabinet and unit heaters, and the reheat coils for all the building's variable air volume (VAV) boxes.

The chilled water system comprises a single outdoor air-cooled chiller with a remote evaporator coil and associated pumps and accessories to make up a complete system. The remote evaporator and associated pumps are located in the basement adjacent to the main mechanical room. Based on the equipment model and serial number, the chiller is believed to be a 48-ton unit purchased sometime after 2000. The chilled water system serves the air handling units with chilled water coils in the basement. The system has been well maintained, although there have been complaints of being able to maintain room temperatures at certain times of the year. It was indicated that the jail was originally designed to house 63 inmates but currently houses anywhere from 90-110 people or more. This increase in occupancy would increase the overall cooling capacity required in the building, which could undersize the current chilled water system.

The main IT room has a dedicated cooling unit inside the IT room with a remote condenser outside. The system utilizes its own water/glycol loop separate from the chilled water system. It uses reverse osmosis (R.O.) water provided from the R.O. water system located in the mechanical room. The system appears to be working and has been well taken care of.

4.7.1.2 Recommendations

Based on the comfort complaints and the fact that the jail inmate population has increased 50% or more over the past 30-40 years, it is believed that the current chilled water system and chiller are undersized and should be replaced.

4.7.2 Air Systems

4.7.2.1 Existing Conditions

Two types of air handling systems accomplish heating, Ventilation, and Air Conditioning (HVAC) air distribution. Most of the building is served by a VAV system consisting of four indoor AHUs in the basement and terminal VAV boxes with reheat coils throughout most of the building. The air handlers generate and distribute 55 ^{o}F to the VAV terminal. Individual VAV terminal boxes have modulating dampers and a reheat hot water heating coil and supply either cold or hot air

to the zone as required to satisfy the zone thermostat. The AHUs and the majority of the VAV system appear to have been well taken care of, and items such as fan motors and variable frequency drives (VFDs) have been replaced as needed over the years. The equipment, however, appears to be the original equipment approaching 40 years old.

One of the AHUs in the basement of the building is a constant volume unit with heating and chilled water coils. This unit initially served the shooting range in the space, but it was indicated that it was repurposed at some point to condition a renovation in the building to provide additional jail dorm space. This unit appears to be original equipment and has exceeded its estimated service life.

It was discussed on-site that the HVAC system has been slow to condition the jail housing areas due to the equipment potentially being undersized. As previously mentioned, jail occupancy has increased by more than 50% since its inception. The increase in building occupants can increase the needed cooling capacity and airflow required to maintain zone temperatures at a comfortable level. It can also raise the total amount of code required outside air needed to ventilate each space, which in turn can increase (summertime) or decrease (wintertime) the mixed air temperature going to each AHU. A change in the mixed air temperature would require more capacity in the heating or cooling coils to account for the extra load to the system needed to maintain supply air temperatures.

The building restroom and detention area exhaust are provided by two exhaust fans located in the basement. Each of these exhaust fans is also a part of its own individual heat recovery loop and includes a water coil within the fan case. Both heat recovery loops are also connected to heat recovery coils within two of the AHUs in the mechanical room (AHU-4 and AHU-5) to help heat or cool the incoming ventilation air. Exhaust from each detention area cell and shower is routed through an exhaust grille into the cell chase, which acts as a plenum. Exhaust ductwork is routed from the fans and then stubbed into the bottom of the chase, and then terminated open-ended. Discussions with the building maintenance personnel indicate that inmates splash water through the exhaust grille, which causes water to build up in the chase and leak onto levels below.

The jail kitchen has a Type 1 Grease hood connected to a rooftop exhaust fan. Makeup air is provided by the final small AHU (AHU-5) located in the basement mechanical room. Both the hood and makeup air unit appear to be in good shape, and it was indicated that there had been no issues with these systems.

4.7.2.2 Recommendations

Replace the existing air handling system with new AHUs and a new VAV system. It is believed that the current units are undersized due to the increasing population of the building. Based on the equipment's age, the equipment has outlived their estimated service life, and it may be difficult to locate replacement parts to increase the existing unit capacities. The exhaust fans and existing heat recovery loops can be replaced with a heat recovery ventilator (HRV) and more modern and efficient equipment, helping to reduce the overall equipment footprint in the building and eliminating the extra pumps required by the existing system.

To solve the issue of inmates throwing water in the detention cell chases, it is recommended to fully duct the exhaust system to the exhaust grilles in the cells and showers to prevent water from building up in the chases and leaking to floors below. Measures can be taken to prevent water from building up in the ductwork (routing ductwork in a certain manner and/or sloping the duct down towards each grille).

4.7.3 Controls

4.7.3.1 Existing Conditions

The building is equipped with a pneumatic temperature control system, including a newer air compressor in the basement mechanical room. This system controls the majority of the building's HVAC equipment. It was indicated that a small amount of the equipment had been replaced, and the new equipment had been controlled by a newer Direct Digital Control (DDC) system. Pneumatic systems are becoming increasingly obsolete, and many facilities have difficulty finding replacement parts for them as actuators and other moving parts fail. These systems are also less accurate and typically have a slower response time than a DDC system offers, which can partially contribute to the occupant comfort issues previously mentioned.

4.7.3.2 Recommendations

It is recommended that the existing pneumatic control system be replaced with a new, fully building DDC system. A new DDC system can provide faster response times and more accurate control and offer potential savings in HVAC energy consumption of up to 15%.

4.8 Plumbing Systems

4.8.1 Service

4.8.1.1 Existing Conditions

The domestic cold water and fire systems are in the main mechanical room in the basement. Most of the cold-water distribution piping appears to be in good condition. However, it was seen that insulation was intermittently missing from the domestic piping in different areas of the building. A water softener also sits in the mechanical room and serves the domestic cold-water system entering the building. As previously indicated, the building has an R.O. water filter system that solely serves the main IT room cooling unit water loop. The facility also has a good system to serve the building's irrigation systems. This system is also connected to the main domestic water system for the building and uses an isolation valve that is normally closed to prevent the well water and domestic water from the city from mixing. It is understood that the intent is that if the city water connections were ever to go down, then the isolation valve could be opened, and the well could provide some water to the building. There did not appear to be a backflow prevent to prevent city water from flowing into the well if the isolation valve were ever to be opened.

4.8.1.2 Recommendations

Provide a backflow preventer between the city's domestic water lines and the piping connection to the well system.

Re-insulate domestic piping where it is missing in the building to prevent condensate buildup and corrosion on the outside of the pipes.

4.8.2 Fixtures

4.8.2.1 Existing Conditions

While onsite, an issue was brought up regarding the mop service basins in the janitors' closets having some cross flow between the hot and cold systems. This can be a common problem seen if faucets with built-in check valves at the water connections are not used.

It was also indicated that the Simmons mixing valves used in the building are jamming up and needing replacement every six months. Typically, a mixing valve will require some maintenance yearly. If these need to be replaced or get clogged every six months, there could be issues with incoming debris from the city water service. If dielectric fittings were not used in the original design of the domestic water system, then it's also possible that a galvanic reaction could have occurred, and rust may have started forming inside the pipe.

4.8.2.2 Recommendations

Provide check valves at the hot and cold-water connections to the mop service basin and janitor sink faucets to prevent crossflow between the hot and cold water systems.

It is advised to have a building water assessment performed to verify that there are no issues with the incoming water to the building. If an assessment indicates that sediment is being brought into the building and clogs the mixing valves, provide a water filter at the domestic water entry to the building.

Verify that dielectric fittings were used in the domestic water piping to join dissimilar metals. If they were not, replace any unions between dissimilar metals with dielectric fittings.

4.8.3 Water Heating

4.8.3.1 Existing Conditions

The existing water heating system consists of two 65-gallon gas-fired water heaters with an input of 370 MBH each. Both water heaters appear to be newer and are in good shape. Two large water storage tanks sit next to the water heaters, with one storing 150^{o}F water and the other storing 110^{o}F water. While the age of both tanks is unknown, they appear to be older than the water heaters but are still in good shape. The heaters and the tanks are all located in the basement mechanical room. The heating water piping used in the building appears to be

primarily copper and is in good shape. Building personnel onsite indicated no issues with the current water heating system.

4.8.3.2 Recommendations

There are no recommendations currently. However, suppose the existing building occupancy keeps increasing, and additional renovations are performed. In that case, the hot water system may need to be replaced and/or partially re-piped to support additional demand.

4.8.4 Sewer

4.8.4.1 Existing Conditions

It appears that cast iron piping was utilized in the original drain, waste, and vent (DWV) piping system. The visible piping looked to be in good condition. It was noticed in some areas, however, that some of the cast iron piping had been replaced with PVC piping. As the plumbing chases also appear to act as a plenum for the exhaust air systems, PVC piping would be exposed in the exhaust plenum. It is unknown if there are any instances of exposed PVC piping in a return air plenum serving the AHU return air. Having exposed PVC piping in a return air plenum is a code violation and will need to be addressed wherever this occurs.

Discussions with building personnel onsite indicate that there are issues with the inmates purposefully clogging the existing sanitary main piping inside the building, which causes flooding issues on the levels above. Due to some of the particular fittings, such as the Y-fitting connections and the sanitary main piping being sized for 4”, the pipe is getting clogged before it leaves the building and enters the grinder pump.

4.8.4.2 Recommendations

Replace all PVC piping located in return air plenums with cast iron piping.

Replace the 4” sanitary main piping with 6”-8” to help prevent clogging the piping inside the building.

4.9 Electrical

4.9.1 Service

4.9.1.1 Existing Conditions

1. The building is served by a pad-mounted utility transformer located in a fenced area at the exterior of the building. The electrical service is supplied by Flathead Electric Cooperative, with the power into the facility configured as 277/480 volt, 3-phase, 4-wire. The power extends from the utility transformer into a meter, and the CT cabinet is mounted on the exterior of the building adjacent to the utility transformer. The service feeder terminates in a service entrance fused switchboard manufactured by Siemens, I-T-E, rated at 2000 amps, 277/480V, 3-phase, 4-wire. The main board consists of four sections, with the furthest to the left when facing the board rated at 2000A, which is the entry point into the board. The next section is rated at 2000A and contains a 300A3P breaker to serve the Chiller and a 600A3P fused switch, which serves the generator-backed portion of the distribution system. The third section tapers down to a 1000A-rated bus and serves the normal power portion of the system; one 600A fused switch serves DS-N, which is the last section of this lineup of equipment, and one 600A fused switch serves a motor control center. The last section tapers down to a 600A bus and is connected to the 600A fused switch in the previous section, as mentioned. Distribution panel DS-N contains (4) 200A 3P circuit breakers, which serve 277/480V panels on each floor.

4.9.1.2 Recommendations

The distribution system is the original equipment installed in 1985 when the structure was built. The expected useful life period of electrical distribution equipment is 30-40 years, depending on environmental conditions and preventative maintenance over time. Overcurrent devices expected useful life is 15-20 years. It has been shown that by year 10, 50% of the breakers do not function correctly, and by year 20, 90% do not function properly. The maintenance staff indicated that no preventative maintenance had been in place for some time. It is recommended that the electrical service entrance be replaced in its entirety with new.

4.9.2 Power Systems

4.9.2.1 Existing Conditions

The normal power distribution system consists of a motor control center located on the basement level that serves the majority of the mechanical equipment. In addition to the basement level, each of the building's levels, basement through the third floor, has one 277/480V, 3-phase, 4-wire panelboard that serves the lighting and miscellaneous equipment. The 277/480V panelboard also feeds a step-down transformer to derive 120/208V power to two additional panelboards that serve the receptacles and miscellaneous equipment at the lower voltage.

The standby generator-backed power distribution system is close to being a duplicate of the normal power system, with the difference being distribution board DS-E is separate from the main distribution lineup described in the service section above. The distribution board DS-E also contains an integral 600A3P Automatic Transfer Switch (ATS). The second difference is that there is one 120/208V panelboard on each of the first through third floors instead of two.

4.9.2.2 Recommendations

The power system equipment is the original equipment installed in 1985 when the building was built. The expected useful life period of transformers is 25-30 years, MCC/Motor starters 20-30 years, panelboards 30 years, and cable and wire 30-40 years. Based on the age of the building and the systems, it is recommended that the power systems be replaced.

4.9.3 Lighting Fixtures

4.9.3.1 Existing Conditions

The lighting fixtures in the building utilize linear fluorescent T8 lamps and compact fluorescent lamps. The light fixtures in the non-secure areas are 2'x4' recessed, lensed troffers, 1'x4' surface-mounted lensed fixtures, downlights, and open strip fixtures. Most of the lighting fixtures in the secured areas are recessed security-type luminaires. Most lighting fixtures are in fair to poor condition. The lighting loads in the building greatly exceed what is allowed based on the current energy codes.

There is minimal emergency egress lighting in the building currently. The existing emergency egress lighting is comprised of wall packs with backup batteries. The existing fixtures that present appear to be past their useful life. There are inadequate exit signs within each space directing people to the path of egress.

Exterior lighting consists of pole lighting, assumed to be metal halide lamps, in the parking areas and step lights and soffit lighting at the main entry doors. We did not observe any emergency egress lighting at the exterior doors, which current building codes require.

4.9.3.2 Recommendations

It is recommended that all lighting be replaced with energy-efficient, LED-type lighting fixtures to meet the current energy codes.

Wall packs with battery packs or fixtures with integral batteries should be installed throughout the building to comply with current building codes of supplying an average of 1 footcandle of lighting levels along paths of egress. Exit signs should be placed so that you can show two ways to exit the building at all locations.

Exterior pole lighting should be replaced with LED-type heads, and add building-mounted lights should be added to bring some security lighting near the building.

4.9.4 Lighting Controls

4.9.4.1 Existing Conditions

No local lighting controls were observed. It was assumed from the existing documents that the lighting fixtures in the non-secured areas are controlled through lighting control panel contactors, which are controlled on/off by time clocks. The secured area light fixtures appear to be controlled through contactors operated at the security control area.

4.9.4.2 Recommendations

It is recommended that the lighting control system be entirely replaced to comply with the current energy codes. Depending on the security system, all lighting contactors and wiring should be replaced for the secured areas.

4.9.5 Backup Power

4.9.5.1 Existing Conditions

The existing generator brand is a Spokane Diesel Allison with a Detroit Diesel motor rated at 335kW/440kVA, 277/480V, 3-ph, 4-wire. It was installed in 1985 and is original to the building. It is located inside a small building separate from the building. The generator is past its expected life and is in poor condition.

The UPS in the Data room is a Liebert eXM Emerson 30kVA, 120/208V, 3-ph, 4-wire. This UPS is assumed to provide standby power for equipment located only within the Data Center. As indicated below in the Data section of this report, the DATA Center has experienced flooding, which has caused high humidity levels; see the DATA section below for additional details. The UPS is in poor condition.

4.9.5.2 Recommendations

The life expectancy of a generator is 5-20 years, depending on where it is located and how well it is maintained. With this generator being installed in 1985, it is almost double the highest life expectancy. It is recommended that the generator and existing transfer switch mentioned above be replaced.

The life expectancy of UPS systems is typically 10-15 years, which puts this one at the end of its dependability. It is recommended that the UPS be replaced.

4.9.6 Fire Alarm System

4.9.6.1 Existing Conditions

The existing Fire alarm system is Silent Knight by Honey Well. Fire Systems West Inc., located in Kalispell, MT, maintains the system. The maintenance staff did not know the age of the fire

alarm. In the walk through the building, it was noticed that there were some locations where horns/strobes did not appear to be located per codes.

4.9.6.2 Recommendations

Verify the age of the fire alarm system and the capacity available. Add the additional devices to make the system code compliant. If the Fire Alarm System is seven years or older, it is recommended to be replaced. Fire alarm systems should be replaced every ten years.

4.9.7 Expandability

4.9.7.1 Existing Conditions

The existing electrical systems are beyond their life expectancy as described above and need to be replaced.

4.9.7.2 Recommendations

A new service and distribution equipment have been recommended, as noted above. The Amperage and amount of equipment will be able to be expanded or scaled back depending on the new requirements of the building.

4.10 Special Systems

4.10.1 Low Voltage

4.10.1.1 Existing Conditions

The existing intercom system is operational in a few locations and is not used by most employees. The system is very old and no longer serviceable.

4.10.1.2 Recommendations

Replace the intercom system with a new intercom system.

4.10.2 Data

4.10.2.1 Existing Conditions

The existing structured cabling is a mix of various manufacturers of CATEGORY 5 and 5e. Most of the cabling has reached its service life and will gradually start to fail. The telecommunication racks are located in spaces as they became available with no purpose-built telecommunications room other than the DATA Center in the basement. The telecommunications racks don't have the required clearance per the NEC and are blocked by items stored in front of the racks. The telecommunication rack in the security room to house the video servers is in the tower's open and is in a non-cooled space. Pathway for new locations if the need is not available.

The existing DATA Center has experienced flooding, and a sump pump is installed with a flood sensor below the raised floor. The high humidity level due to continuous flooding issues is damaging to the electronic equipment and will cause failure over time. Due to the shifting of the building, the raised floor is separating into areas and will become unstable and dangerous if not corrected.

4.10.2.2 Recommendations

Complete replacement of the structured cabling system with new telecommunication rooms sized to current TIA standards with proper cooling and power. Provide server racks to house the video surveillance servers and other required equipment.

Relocate the DATA Center out of the current location.

4.10.3 Audio/Visual

4.10.3.1 Existing Conditions

A/V systems were limited to the conference room. The A/V system consisted of older analog input plates and an interactive monitor.

4.10.3.2 Recommendations

Upgrade to a newer A/V system with video conferencing and web hosting capabilities.

5.0 Jail Population Forecasts

See the attached appendix 'C' for the full Jail Population and Forecasts developed by L&P Associates. The following are the design options and detention center capacity needs highlights.

5.1 Overview

LPA's jail population forecasting analysis for Flathead County:

- Identifies the central factors that have helped to shape past trends and determine the current size of the detention center's average daily inmate population,
- Develops forecasts of jail inmate population through the year 2042 and
- Highlights existing and potential policies and programs that can help control the County's future need for detention center bed space without endangering public safety.

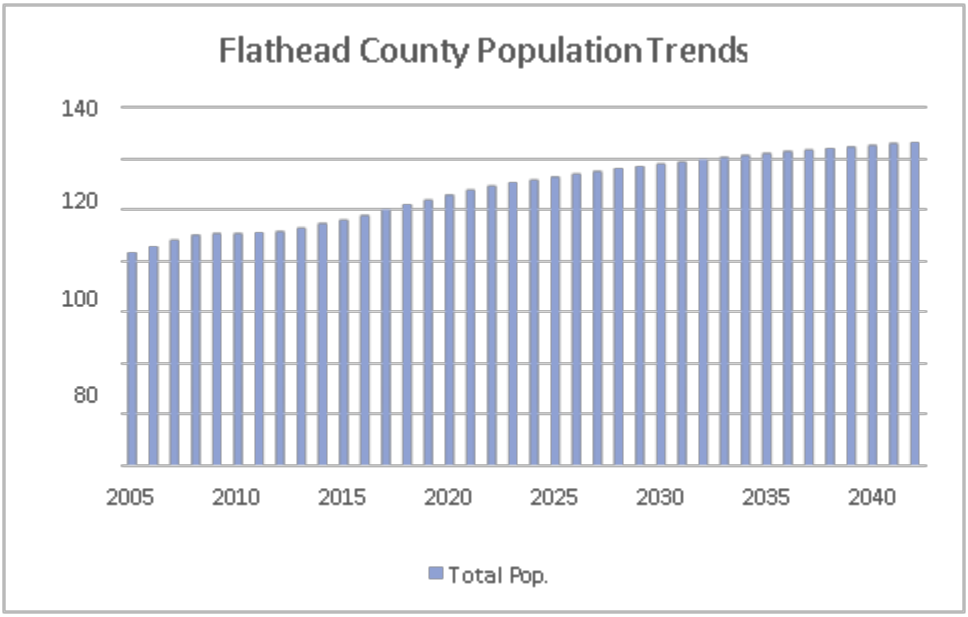
5.2 Data, Information Sources, and Analysis Methods

To accomplish these forecasting objectives, LPA has:

- Explored Flathead County's general population demographics and obtained future growth projections available from the state,
- Obtained data on bookings, the average length of stay, and the average daily population of Flathead County Jail from 2005 through 2021, including data originally compiled by the National Institute of Corrections (2005-15) and comparable data supplied to LPA by the Sheriff's Office and county IT staff (2016-21),
- Examined key indexes of historic Flathead County justice system workload trends (total crime rates 2010 -21, and District Court case filings 2012-21),
- Looked at historic trends in seizures of various categories of illicit drugs by Flathead County law enforcement (2012-21) as an indicator of trends in substance abuse over time,
- Documented the number of jail bookings with felony or misdemeanor DUI as their most serious charge (2016-21) and
- Conducted interviews with 22 Flathead County decision-makers and stakeholders and four key informants from other state and MT county agencies (all listed in Appendix B of this report).

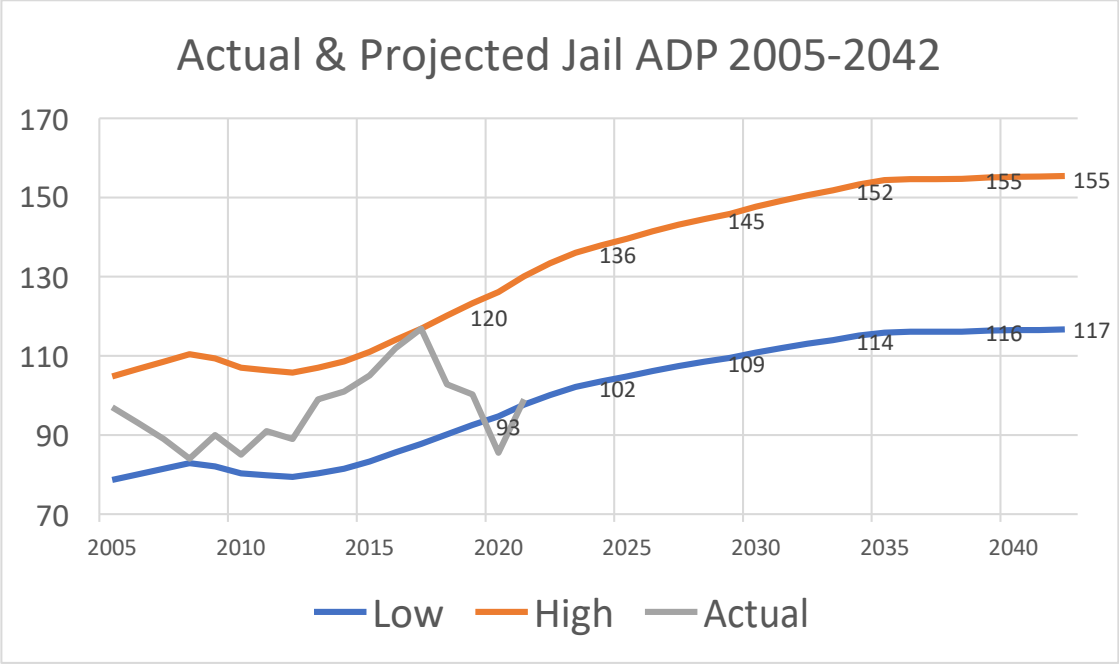
5.3 General Population Trends and Projected Future Growth

Population projections for Flathead County from the Montana Department of Commerce indicate the general population will grow from about 109 thousand residents today to more than 126 thousand in 2042, an increase of 15.6%.



5.4 Population Forecasts

The graph below shows a low and high jail ADP projection over the next 20 years (2023 to 2042). Both are calculated by multiplying incarceration rates (inmates per 100,000 males aged 18-45 in the County) times the projected Flathead County population of males 18-45. We projected the high ADP using the County's highest incarceration rate observed during the past 16 years. The low ADP projection applies the average incarceration rate for the past three years when the County restricted admissions of those whose most serious charge was a nonviolent misdemeanor.



It must be highlighted that the ADP differs from the total number of beds needed in the facility. To safely operate a facility, there needs to be 15% higher. This is where we anticipate the total beds needed of 150 – 200 beds.

6.0 Design Workshop

On December 19th, 2022, we conducted a design workshop where we presented the forecasting, outlined the current capacities of the facility, and presented three options for how the county might achieve these design requirements. The following are the three options that we presented.

Please find the full presentation in Appendix 'D.' The official meeting minutes may be obtained from the county.

6.1 Option 1 – Renovation of Existing Facility

We looked at the expansion of the existing facility. We utilized some of the previous work completed in a prior study as a starting point. Please note that some modifications would be necessary if this option is preferred.

6.1.1 Pros and Cons of the Design Options

The following are the pros and cons of this design option No. 1

6.1.1.1 Pros:

These are the Pros for the Option 1.

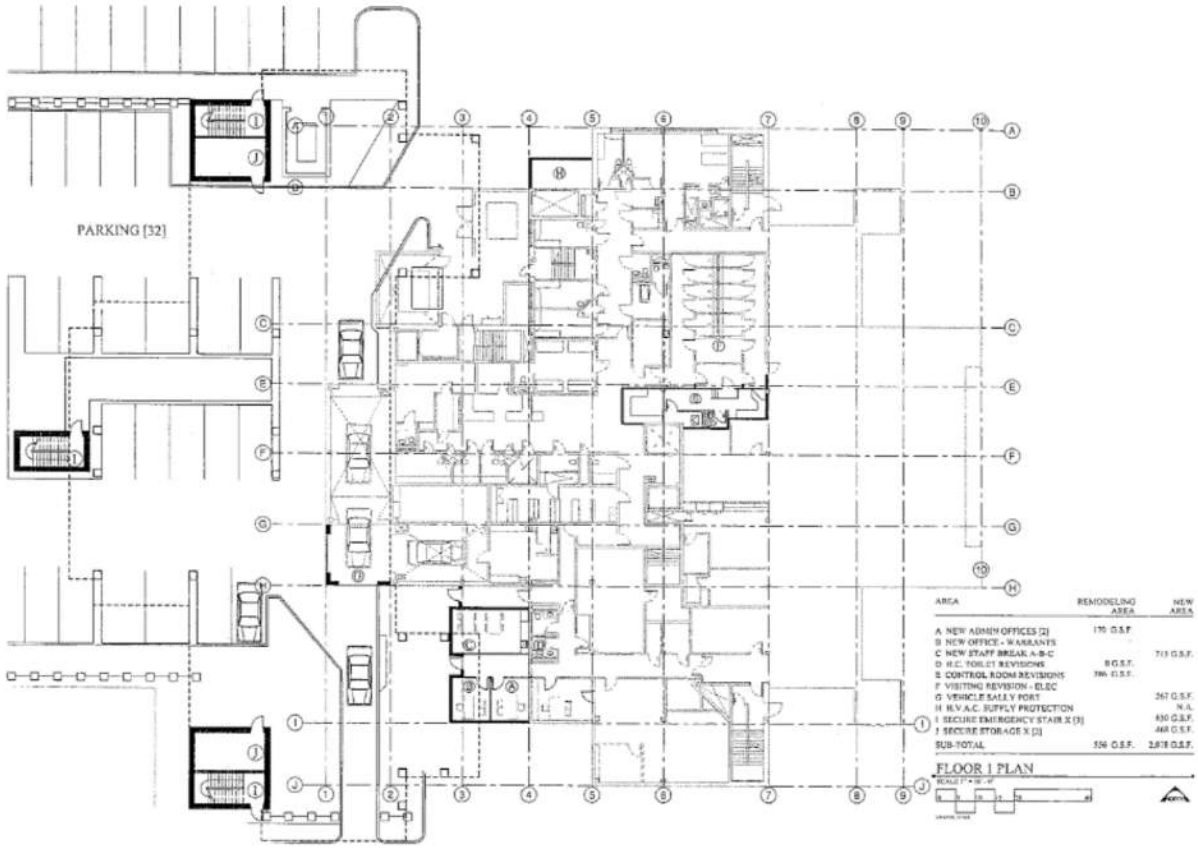
- Reuse of the existing facility.

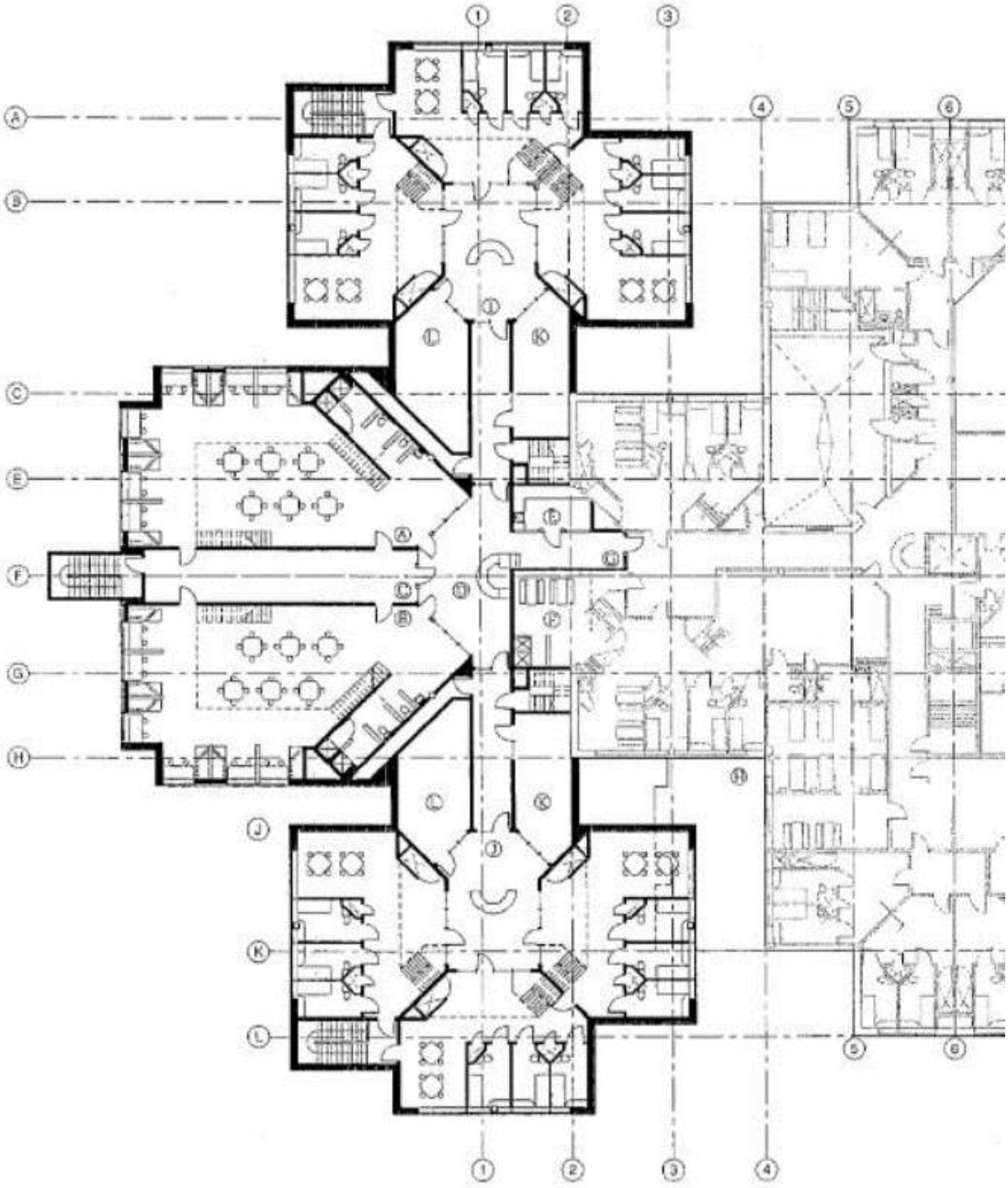
6.1.1.2 Cons:

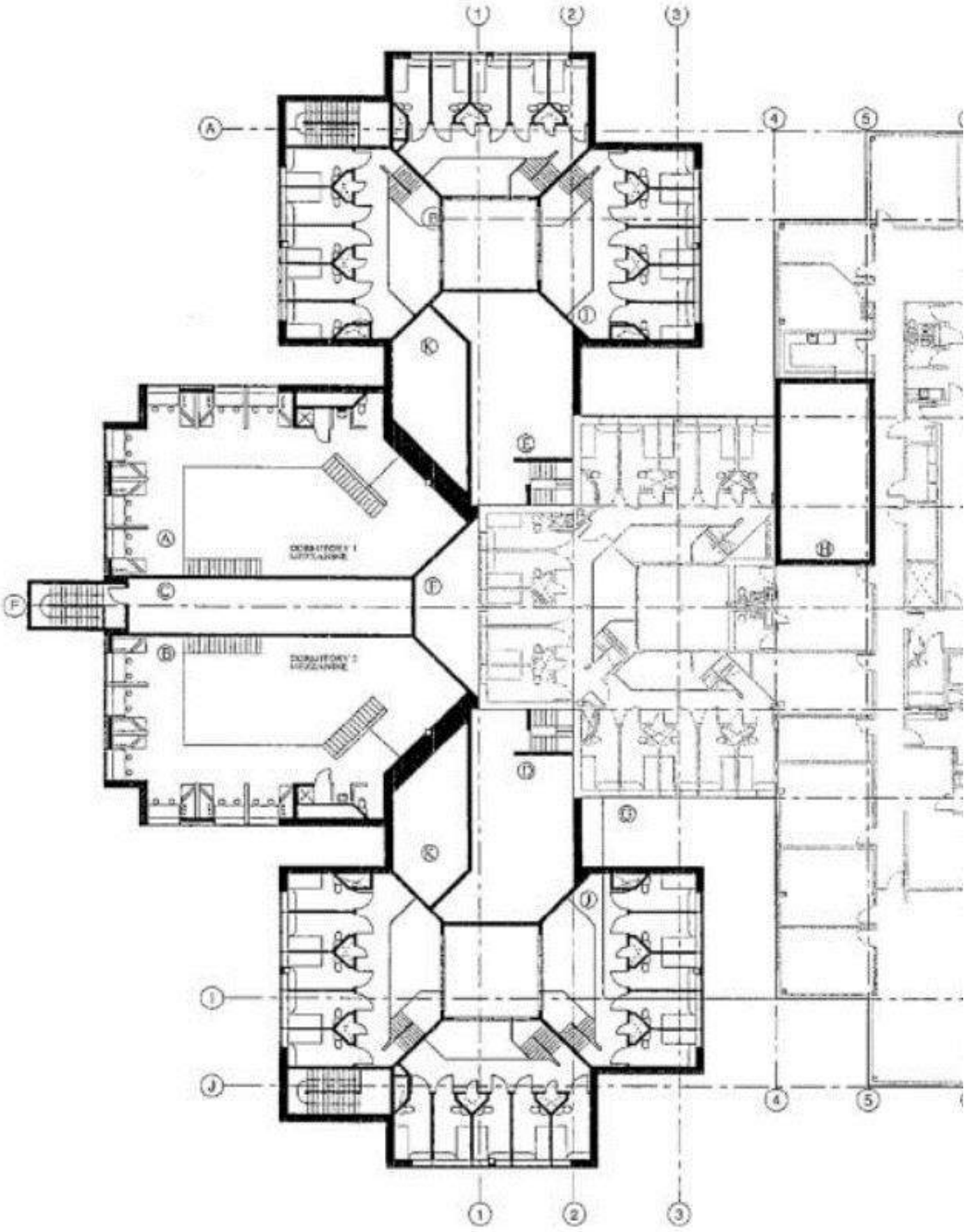
These are the Cons for the Option 1.

- The new Court building was constructed, so the south quadrant must be redesigned.
- The inefficacies of the existing detention center cannot be fixed.
- The staffing levels are still higher as this is a three-story detention center.
- The renovation of this building will be difficult as the existing detention center will need to remain operational.
- The detention and release of detainees are still being housed close to the town center.

6.1.2 Concept Design Plans







6.1.3 Option No. 1 Estimated Cost of Construction

FLATHEAD COUNTY DETENTION FACILITY - CAPACITY STUDY							
STUDY TITLE	FACILITY TITLE	ACA STANDARDS CAPACITY	MONTANA STANDARDS CAPACITY	FLATHEAD CAPACITY	RECOMMENDED 100% CAPACITY		COMMENTS
FIRST FLOOR							
1A	MSA	4	4	?	4		Confirm Function
1B	MSB	6	11	12	10		
MEDICAL	Mental Health	8	8	4	4		Used for Mental Health
SECOND LEVEL							
2A	J MOD	2	2	4	2		
2B	I MOD	2	2	4	2		
2C	H MOD	3	6	8	6		
2D	G MOD	8	8	12	8		
2E	F MOD	8	8	14	8		
2F	E MOD	8	8	12	8		
2G	R6	8	9	12	0		Program Space Expansion
2H	D MOD	9	11	14	11		
2J	C MOD	2	2	2	2		
2K	B MOD	2	2	4	2		
2L	A MOD	2	2	4	2		
2M	L MOD	11	15	12	0		Program Space Expansion
2N	K MOD	18	29	28	0		Program Space Expansion
2005 Proposed Expansion (96 Beds)							
Exp Dorm 1					24		
Exp Dorm 2					24		
Exp Hsg (3 Mods)					24		
Exp Hsg (3 Mods)					24		
EMERGENCY CAPACITY		101	127	146	165		Does Nor Address Staffing
PEAK/ NON-RATED		18	20	28	30		Less 10% Plus Non Rated Beds
OPERATIONAL BED CAPACITY		83	107	118	135		
CAPACITY FACTORS							
	ACCESS TO NATURAL LIGHT						
	ALOCATED SPACE						
	FIXTURE COUNTS						
FACILITY LIMITATIONS							
	KITCHEN CAPACITY						
	LIMITED PROGRAMS						
	MENTAL HEALTH CARE						
	STAFF INTENSIVE DESIGN						

2005 Proposed Expansion 96 Beds			
G.S.F.	25,640.00		
2023	$800.00	$20,512,000.00	
2024	12.00%	$2,461,440.00	$22,973,440.00
2025	10.00%	$2,297,344.00	$25,270,784.00
2026	7.00%	$1,768,954.88	$27,039,738.88
2027	5.00%	$1,351,986.94	$28,391,725.82
2028	5.00%	$1,419,586.29	**$29,811,312.12**

6.2 Option 2 – New Detention Center

This Design Option is looking at creating a new detention center.

6.2.1 Pros and Cons of the Design Options

The following are the pros and cons of this design option No. 2

6.2.1.1 Pros:

These are the Pros for the Option 2

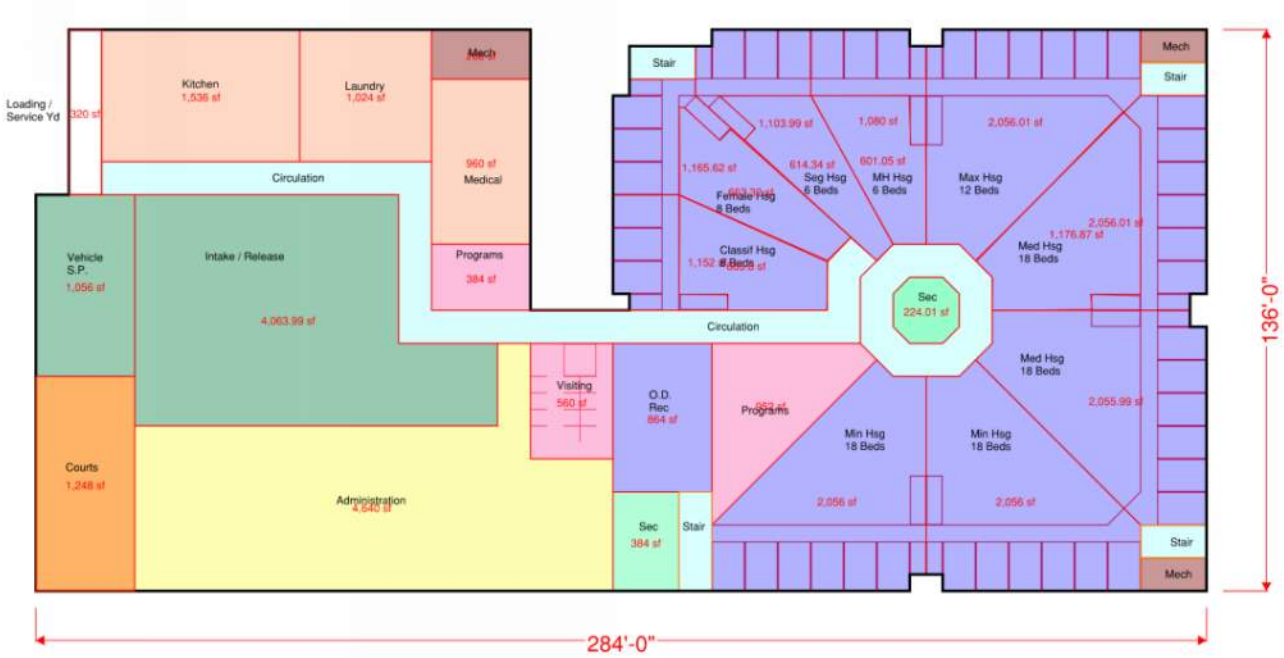
- Create a Single story (with a mezzanine) detention center.
- Could design the facility as primarily single-use cells with the sizing designed for double bunks so the cells could be double-bunked if additional capacity is needed.
- Locate the detention and release of detainees away from the town center.
- The design would reduce the need for extra staff.
- Reduce the county's some of the liability from any ACLU that the existing facility might have.

6.2.1.2 Cons:

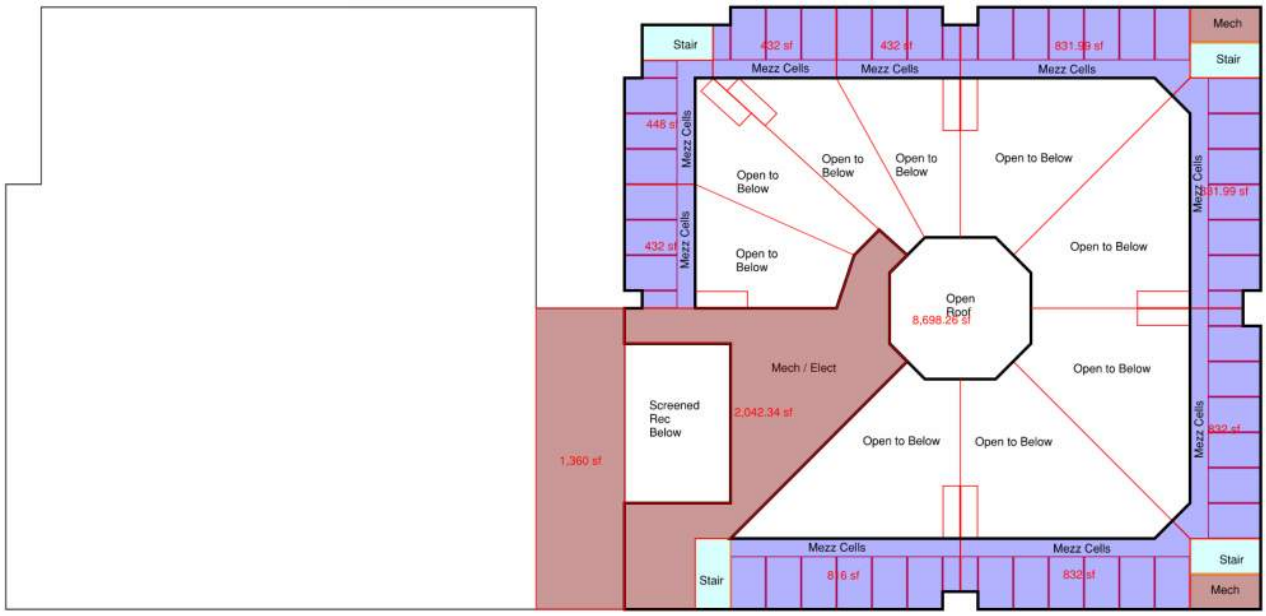
These are the Cons for the Option 2.

- This will cost some more than a renovation would.
- There would be some additional cost in staffing required for the transportation to and from the courts (when in-person appearances are required).

6.2.2 Concept Design Plans



New Construction Option 1 - Main Level
36,688 Gross Sq. Ft.



New Construction Option 1 - Mezzanine Level
24,699 Gross Sq. Ft. 61,387 Total Gross Sq. Ft.

6.2.3 Option No. 2 Estimated Cost of Construction

FLATHEAD COUNTY DETENTION FACILITY - CAPACITY STUDY							
STUDY TITLE	FACILITY TITLE	ACA STANDARDS CAPACITY	MONTANA STANDARDS CAPACITY	FLATHEAD CAPACITY	RECOMMENDED 100% CAPACITY		COMMENTS
FIRST FLOOR							
A MOD	Classification	6			6		
B MOD	Female Hsg	6			6		
C MOD	Seg Hsg	3			3		
D MOD	M.H Hsg	6			6		
E MOD	Max Hsg	6			6		
F MOD	Med Hsg	12			12		
G MOD	Med Hsg	12			12		
H MOD	Min Hsg	12			12		
J MOD	Min Hsg	12			12		
SECOND LEVEL							
A MOD	Classification	6			6		
B MOD	Female Hsg	6			6		
C MOD	Seg Hsg	3			3		
D MOD	M.H Hsg	6			6		
E MOD	Max Hsg	12			12		
F MOD	Med Hsg	12			12		
G MOD	Med Hsg	12			12		
H MOD	Min Hsg	12			12		
J MOD	Min Hsg	12			12		
EMERGENCY CAPACITY		156			156		
PEAK/ NON-RATED		20			20		No Medical Beds
OPERATIONAL BED CAPACITY		136			136		
CAPACITY FACTORS							
	MEETS ACA / MONTANA JAIL STAND						
	STAFF EFFICIENT						
FACILITY LIMITATIONS							
	LIGHT ON RECREATION						
	LIGHT ON PROGRAMS						
	LIGHT ON MEDICAL HOUSING						

New Construction 150 beds			
G.S.F.	61,387.00		
2023	$800.00	$49,109,600.00	
2024	12.00%	$5,893,152.00	$55,002,752.00
2025	10.00%	$5,500,275.20	$60,503,027.20
2026	7.00%	$4,235,211.90	$64,738,239.10
2027	5.00%	$3,236,911.96	$67,975,151.06
2028	5.00%	$3,398,757.55	$71,373,908.61

6.3 Option 3 – New Law and Justice Center

Option 3 was a Law and Justice facility where the detention and some Courts could be designed and integrated into the same facility.

6.3.1 Pros and Cons of the Design Options

The following are the pros and cons of this design option No. 3

6.3.1.1 Pros:

These are the Pros for the Option 3.

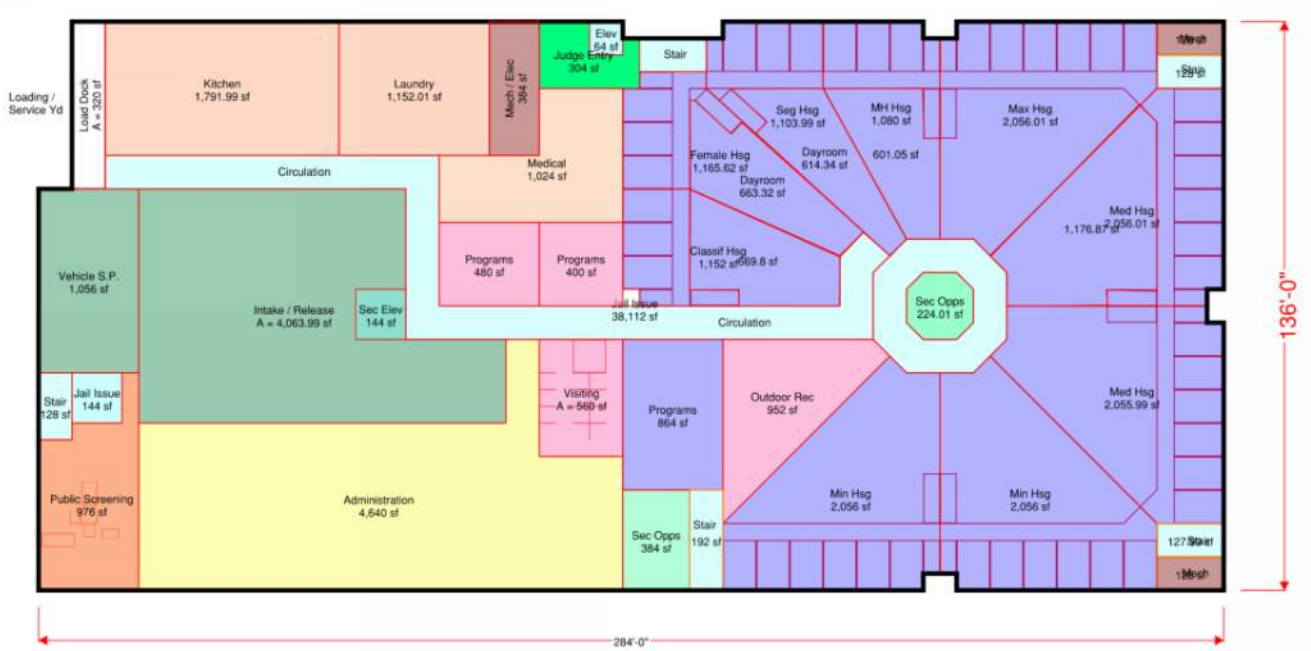
- Create a Single story (with a mezzanine) detention center.
- Could design the facility as primarily single-use cells with the sizing designed for double bunks so the cells could be double-bunked if additional capacity is needed.
- Locate the detention and release of detainees away from the town center.
- The design would reduce the need for extra staff.
- Reduce the county's some of the liability from any ACLU that the existing facility might have.
- Would house some courts on site to reduce the cost of transportation.

6.3.1.2 Cons:

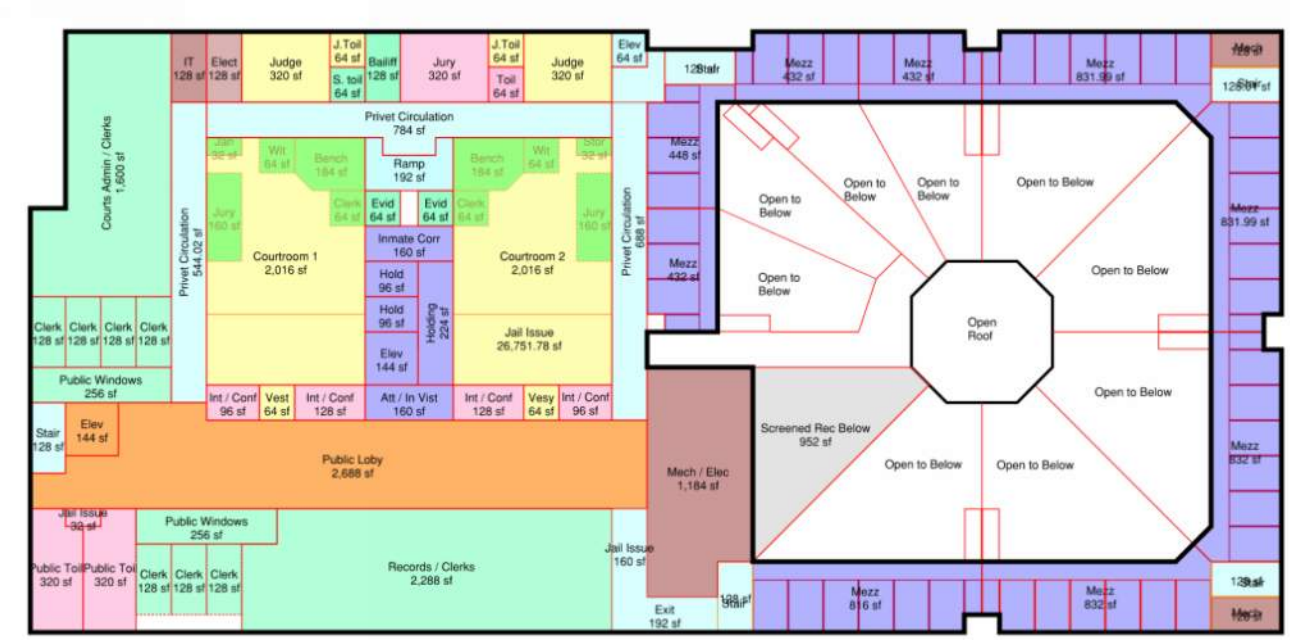
These are the Cons for the Option 3.

- This will cost some more than the first two options.

6.3.2 Concept Design Plans



New Construction Option 2
Main Level 38,112 Gross Sq. Ft.



New Construction Option 3 - Mezzanine / Courts
Second Level 26,752 Gross Sq. Ft.

6.3.3 Option No. 3 Estimated Cost of Construction

FLATHEAD COUNTY DETENTION FACILITY - CAPACITY STUDY							
STUDY TITLE	FACILITY TITLE	ACA STANDARDS CAPACITY	MONTANA STANDARDS CAPACITY	FLATHEAD CAPACITY	RECOMMENDED 100% CAPACITY		COMMENTS
FIRST FLOOR							
A MOD	Classification	6			6		
B MOD	Female Hsg	6			6		
C MOD	Seg Hsg	3			3		
D MOD	M.H Hsg	6			6		
E MOD	Max Hsg	6			6		
F MOD	Med Hsg	12			12		
G MOD	Med Hsg	12			12		
H MOD	Min Hsg	12			12		
J MOD	Min Hsg	12			12		
SECOND LEVEL							
A MOD	Classification	6			6		
B MOD	Female Hsg	6			6		
C MOD	Seg Hsg	3			3		
D MOD	M.H Hsg	6			6		
E MOD	Max Hsg	12			12		
F MOD	Med Hsg	12			12		
G MOD	Med Hsg	12			12		
H MOD	Min Hsg	12			12		
J MOD	Min Hsg	12			12		
COURTS 1							
COURTS 2							
COURTS 3							
COURTS 4							
EMERGENCY CAPACITY		156			156		
PEAK/ NON-RATED		20			20		No Medical Beds
OPERATIONAL BED CAPACITY		136			136		
CAPACITY FACTORS							
	MEETS ACA / MONTANA JAIL STAND						
	STAFF EFFICIENT						
FACILITY LIMITATIONS							
	LIGHT ON RECREATION						
	LIGHT ON PROGRAMS						
	LIGHT ON MEDICAL HOUSING						

New Construction 150 Beds / Courts			
G.S.F.	85,200.00		
2023	$800.00	$68,160,000.00	
2024	12.00%	$8,179,200.00	$76,339,200.00
2025	10.00%	$7,633,920.00	$83,973,120.00
2026	7.00%	$5,878,118.40	$89,851,238.40
2027	5.00%	$4,492,561.92	$94,343,800.32
2028	5.00%	$4,717,190.02	$99,060,990.34

6.1 Rated Bed Capacity

6.1.1 Policies

We discussed some of the policies during the Forecasting portion of this meeting. It was left to the county that some of these policies could be used to supplement the needed number of beds for the current and future facility.

As many different players and departments (i.e., courts, parole, commission, etc.) are required for policies to be effective, we were asked to develop the capacity as if no policies were being implemented.

6.1.2 Rated Bed Capacity Options

These design options were developed based on 156 total beds with a rated capacity of 136.

After a discussion with the Sheriff and the Commissioners, they decided that it was important to make sure the jail was not built too small. The Commissioners and the Sheriff asked that we develop some bed capacity options.

We then developed four (4) difference options for the county to determine the actual rated capacity of the new facility.

Options 1 and 3 included a larger facility with built-in expansion included. Options 2 & 4

6.1.3 Selected Bed Capacity

The County Selected Option No. 3 for the bed capacity. This selected option will give the County the following bed capacity.

1. Rated capacity of 184 beds based on future population projections
2. Operational capacity of 220 beds
3. Emergency capacity of 256 beds

Option 3 also includes built-in expansion, giving the facility future capacities.

4. Future-rated capacity of 226 beds based on future population projections
5. Future Operational capacity of 300 beds
6. Future Emergency capacity of 336 beds

Projected Rated Capacity 150 Beds with Built-in Expansion								OPTION 1
	# Cells	Module Size	# Modules	Design Capacity	Emergency Capacity	Future Beds Expansion	Expansion Capacity	Expansion Emergency Capacity
Rated Bed Capacity								
Minimum (4 Room Housings) (15%)	12	48	1	36	40	4	40	48
Medium - General Pop. (50%)	48	24	4	72	80	18	88	96
Max (15%)	12	24	1	16	20	4	20	24
Special Needs/Mental Health (15%) (No Mezz)	12	12	2	16	20	4	20	24
Protective Custody (5%)	12	12	1	10	12	0	12	12
Rated Bed Sub-Total	96			**150**	172	30	180	204
Non-Rated Bed Capacity								
Disciplinary Housing (5%) No Mezz	12	12	1	10	12	0	12	12
Acute Mental Housing (5%) No Mezz	12	12	1	10	12	0	12	12
Classification Housing	12	24	1	16	20	4	20	24
Medical Housing (2%) Negative Pressure								
Non-Rated Sub-Total	36			36	44	4	44	48
	132			186	216	34	224	252

RECAP

1. Rated capacity of 150 beds based on future population projections
2. Operational capacity of 186 beds
3. Emergency capacity of 216 beds
4. Planned expansion of 34 beds w/o CIP funds
5. Future rated capacity of 180 beds
6. Future Operational capacity of 224 beds

Projected Rated Capacity 180 Beds - Future Expansion by CIP (Voter approval)								OPTION 2
	# Cells	Module Size	# Modules	Design Capacity	Emergency Capacity	Future Beds Expansion	Expansion Capacity	Expansion Emergency Capacity
Rated Bed Capacity								
Minimum (4 Room Housings) (15%)	12	48	1	40	48	0	0	0
Medium - General Pop. (50%)	48	24	4	88	96	0	0	0
Max (15%)	12	24	1	20	24	0	0	0
Special Needs/Mental Health (15%) (No Mezz)	12	12	2	20	24	0	0	0
Protective Custody (5%)	12	12	1	12	12	0	0	0
Rated Bed Sub-Total	96			**180**	204	0	0	0
Non-Rated Bed Capacity							0	
Disciplinary Housing (5%) No Mezz	12	12	1	12	12	0	0	0
Acute Mental Housing (5%) No Mezz	12	12	1	12	12	0	0	0
Classification Housing	12	24	1	20	24	0	0	0
Medical Housing (2%) Negative Pressure								
Non-Rated Sub-Total	36			44	48	4	0	0
	132			224	252		0	0

RECAP

1. Rated capacity of 180 beds based on future population projections
2. Operational capacity of 224 beds
3. Emergency capacity of 252 beds
4. Planned expansion of 0 beds. Future design and CIP funds required

Projected Rated Capacity 184 Beds with Built-in Expansion								OPTION 3
	# Cells	Module Size	# Modules	Design Capacity	Emergency Capacity	Future Beds Expansion	Expansion Capacity	Expansion Emergency Capacity
Rated Bed Capacity								
Minimum (4 Room Housings)	12	24	2	36	40	8	40	48
Medium - General Pop.	60	24	5	90	100	20	110	120
Max	24	24	2	32	40	8	44	48
Special Needs/Mental Health (No Mezz)	12	24	1	16	18	6	22	24
Restrictive Custody	12	6	2	10	12	12	40	48
Rated Bed Sub-Total	120			**184**	210	54	256	288
Non-Rated Bed Capacity								
Disciplinary Housing No Mezz	12	12	1	10	12	0	12	12
Acute Mental Housing No Mezz	12	12	1	10	12	0	12	12
Classification Housing	12	24	1	16	20	4	20	24
Non-Rated Sub-Total	36			36	44	4	44	48
	156			220	254	58	300	336

RECAP

1. Rated capacity of 184 beds based on future population projections
2. Operational capacity of 220 beds
3. Emergency capacity of 254 beds
4. Planned expansion of 58 beds w/o CIP funds
5. Future rated capacity of 256 beds
6. Future Operational capacity of 300 beds

Projected Rated Capacity 226 Beds - Future Expansion by CIP (Voter approval)								OPTION 4
	# Cells	Module Size	# Modules	Design Capacity	Emergency Capacity	Future Beds Expansion	Expansion Capacity	Expansion Emergency Capacity
Rated Bed Capacity								
Minimum (4 Room Housings) (15%)	12	48	1	40	48	0	0	0
Medium - General Pop. (50%)	56	24	5	110	120	0	0	0
Max (15%)	24	24	2	44	48	0	0	0
Special Needs/Mental Health (15%) (No Mezz)	12	12	2	20	24	0	0	0
Protective Custody (5%)	12	12	1	12	12	0	0	0
Rated Bed Sub-Total	116			**226**	252	0	0	0
Non-Rated Bed Capacity							0	
Disciplinary Housing (5%) No Mezz	12	12	1	12	12	0	0	0
Acute Mental Housing (5%) No Mezz	12	12	1	12	12	0	0	0
Classification Housing	12	24	1	20	24	0	0	0
Medical Housing (2%) Negative Pressure								
Non-Rated Sub-Total	36			44	48	4	0	0
	152			270	300		0	0

RECAP

1. Rated capacity of 226 beds based on future population projections
2. Operational capacity of 270 beds
3. Emergency capacity of 300 beds
4. Planned expansion of 0 beds. Future design and CIP funds required

7.0 Program

7.1 Overview

In 2023, the consultant team commenced work on the Phase 2 Feasibility Study, which involved the development of a detailed space program and functional adjacency diagrams for Flathead County Justice Center (FHJC). Much of the information relative to the development of space programs emanated from current industry standards, the 2023 population forecast analyses, workshops conducted with subject matter experts, and documents received during the work effort. This program will be a foundation for developing concepts and future design efforts.

The future Flathead Justice Facility will be designed to provide a safe and secure environment meeting all State and professional standards as well as reflecting best practices relating to contemporary jail operations and design. Appropriate housing, treatment, and services necessary to address the needs of the inmate population will be provided; more specifically:

- General population - Male Minimum, Medium and Maximum security Housing
- Special Management - Segregation and Mental Health Housing
- Female housing
- Classification housing

To facilitate the processing of new inmates, the intake operation will maximize workload efficiencies and minimize the time an inmate is detained in this area – either pending release from custody or assignment to a housing area.

The FHJC Program reflects the operational and space standards/regulations contained within the following:

- American Correctional Association's (ACA) Performance-Based Standards for Adult Local Detention Facilities Health Insurance Portability and Accountability Act (HIPAA)
- National Commission on Correctional Health Care (NCCHC) standards
- Prison Rape Elimination Act (PREA) standards
- U.S. Department of Justice's Americans with Disabilities Act (ADA) Standards for Accessible Design

FHJC is planning for a future average daily population of 155 inmates that, with peaking and classification factors applied, will require 184 beds. Based on developing standardized configurations for housing pods based on efficiencies and constructability coupled with our programming and bed allocations discussions with the client team, it was determined that the future FHJC will have a total of 156 cell beds (120 Rated Cells), with a rated Design Capacity

of 184 general population beds. The program effort considered the future expansion of 58 additional beds without significant CIP (Capital Improvement Funds). This will lessen future public and county costs. Along with the 184 planned rated beds, 36 beds are provided to address the Special Needs population and Mental Health.

Future Considerations – The base program was based on best practices and national norms for a facility of this size. During the planning process, hard decisions were made to reduce the overall building size requirements to lessen the county's financial burden, given the difficult times and inflated construction costs. With this reduction of square feet in building size, the reader will note highlighted items in the following space lists where the county still felt the facility could be operated safely and securely. As the average length of stay is 13.5 days, there is a better opportunity to provide meaningful programs requiring dedicated space.

7.2 Summary

This is the Summary of the Program that was developed with the Sheriff's office; this report includes all of the elements of a detention center that the Sheriff's department feels are important to operate the center optimally for the future. This program contains features that fix current deficiencies and include some items that the detention staff feel are best practices and would help them operate this facility safely.

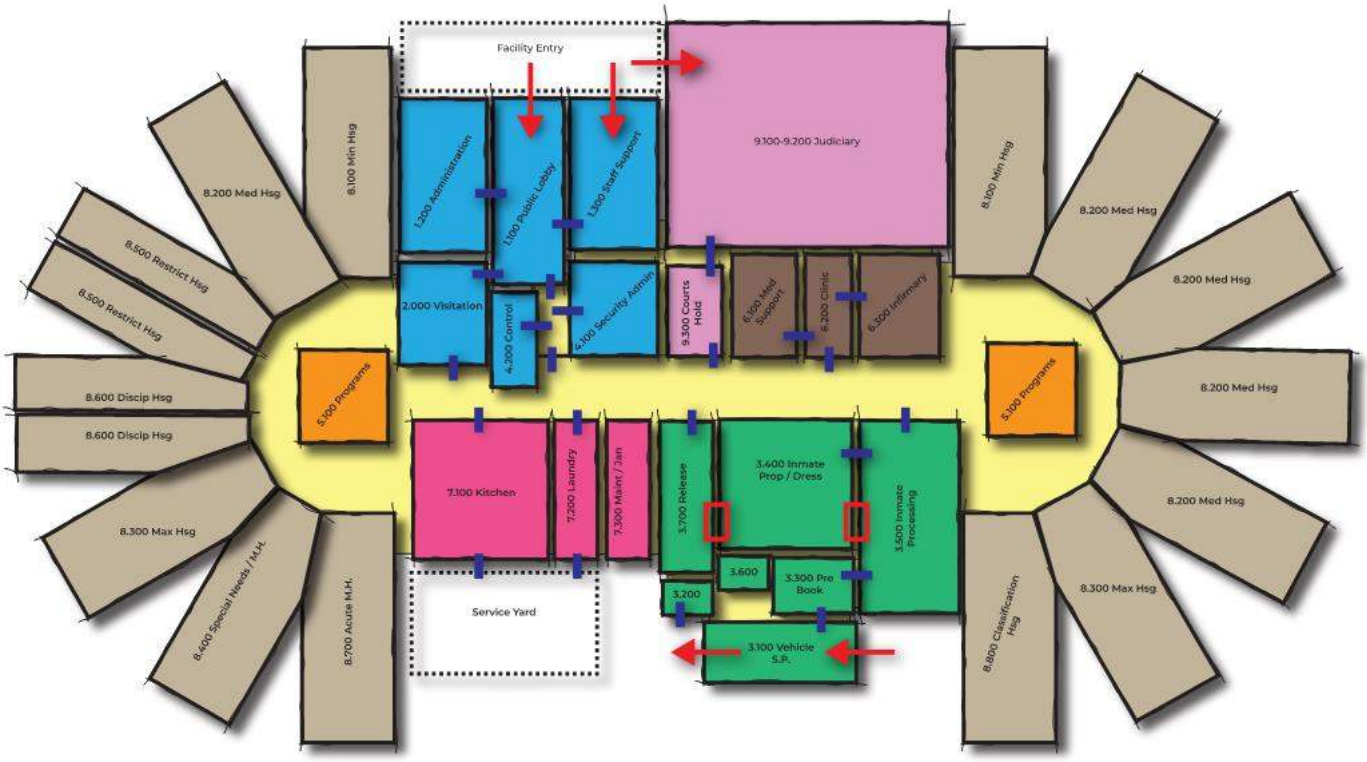
See the separate master plan document for the full breakdown of departments.

	Component	Net Useable Square Feet	Departmental Gross Square Feet
Flathead County Detention Space Program			
	Program Element Recap		
1.000	Administration	4,967	6,954
2.000	Visitation	1,138	1,593
3.000	Intake/Transfer/Release	6,840	10,602
4.000	Security Operations	2,036	2,850
5.000	Inmate Program Services	1,922	2,595
6.000	Medical Services	2,985	4,179
7.000	Food and Laundry Services	5,829	7,286
8.000	Housing	39,870	61,799
9.000	Courts	10,089	14,125
	Subtotal NSF	**75,676**	
	TOTAL DGSF		**111,982**
	Building Gross @5%	3,784	3,784
	Add for additional vertical circulation @ 4%	0	-
	GRAND TOTAL BGSF		**115,766**
	Site Influences		
	Staff Parking and Shift change allocation	15 @ 300 Sq. Ft.	**4,500**
	Public Parking Allocation	25 @ 300 Sq. Ft.	**7,500**
	Service Yard Allocation	LS 400	**400**
	TOTAL SITE ALLOCATIONS		**12,400**

8.0 Facility Space Planning

8.1 Adjacency Diagram

Another important step is to develop an adjacency diagram. This diagram is used to analyze how all the different programs fit together. Please see Appendix 'F' for the enlarged plan. This diagram is not intended to be a floor plan but more of a bubble diagram.

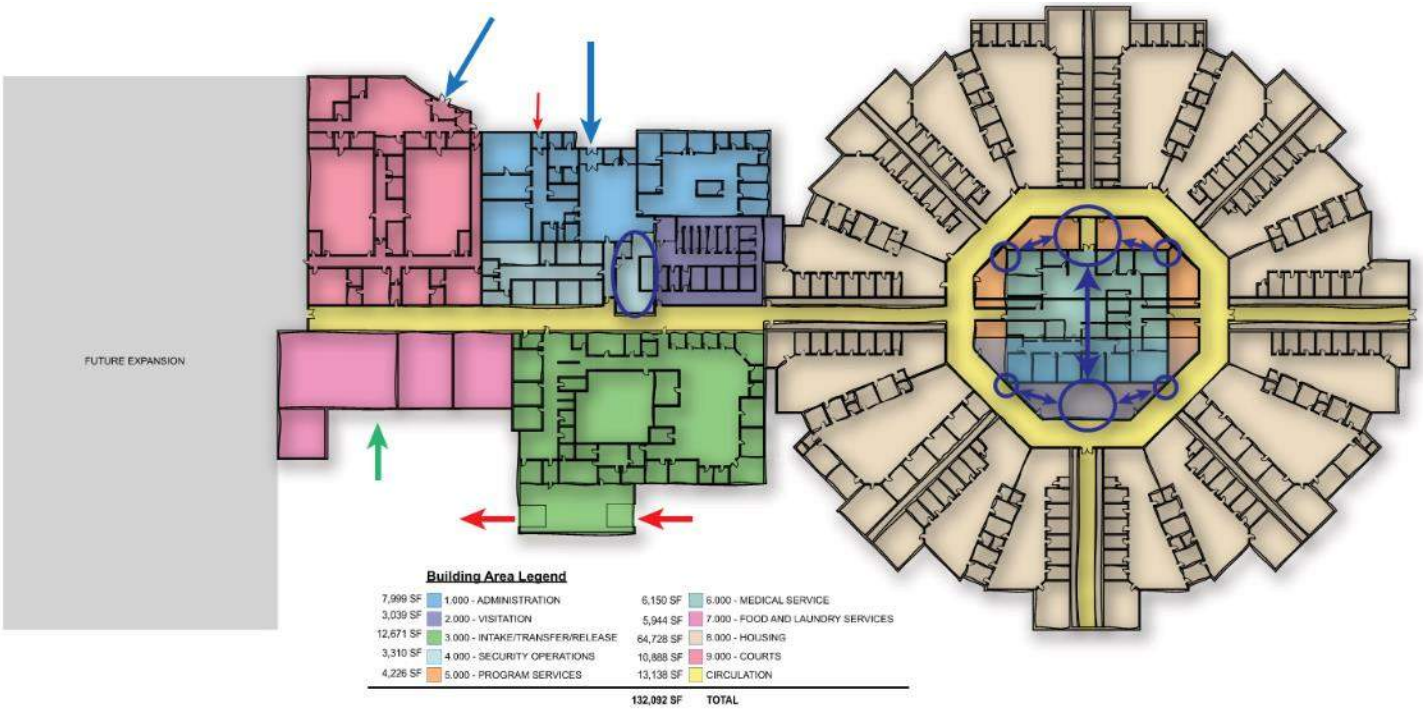


8.2 Department Diagrams

Once the adjacency diagram is completed, the next step is to see how well the program and the associated room areas will work into the plan. We originally developed three (3) options that were reduced to two (2) for final review.

8.2.1 Option 1 Diagram

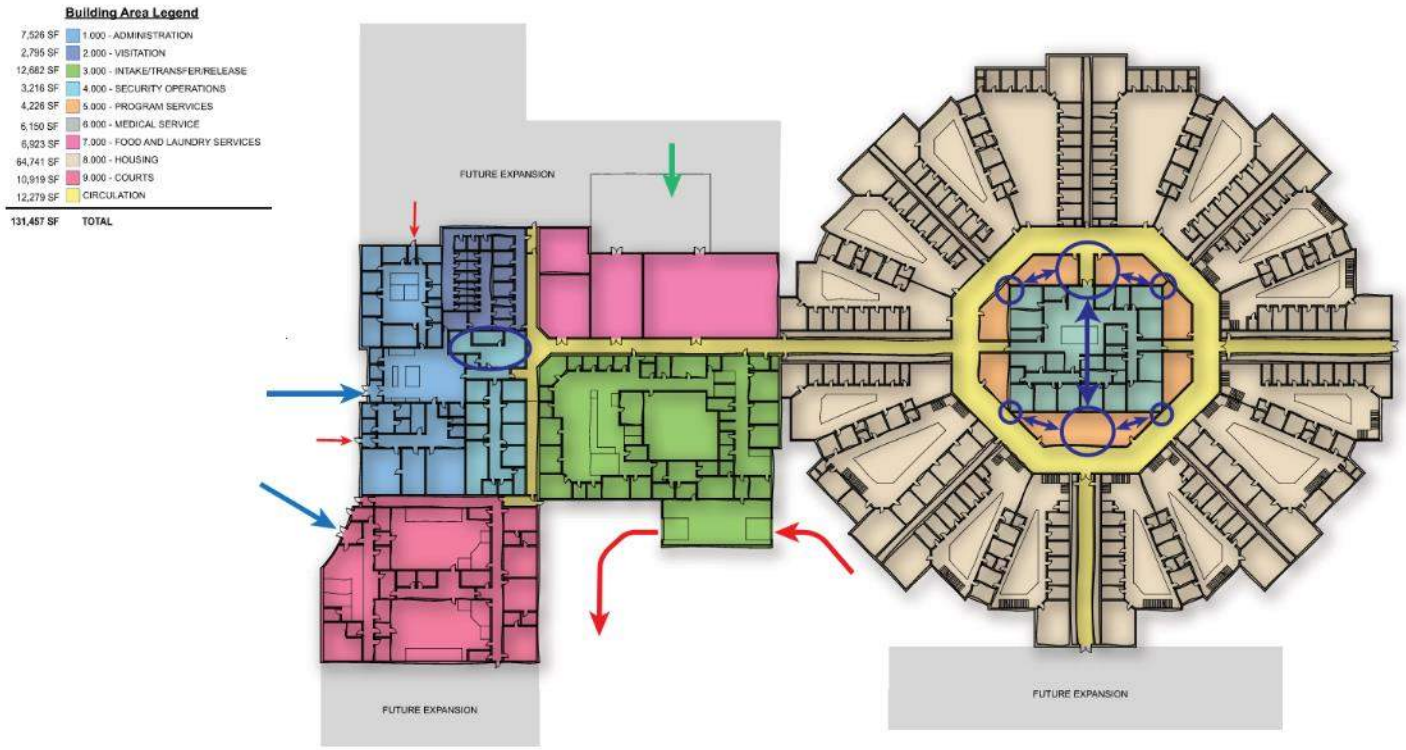
The first option most closely resembled the original adjacency diagram. Please see Appendix 'F' for the enlarged plan.



8.2.2 Option 2 Diagram

The second option was developed to allow for better future expansion of the courts, detention, and administration independently of one another. Please see Appendix 'F' for the enlarged plan.

This option is the preferred option and was utilized in developing the final masterplan.



8.3 Site Diagram

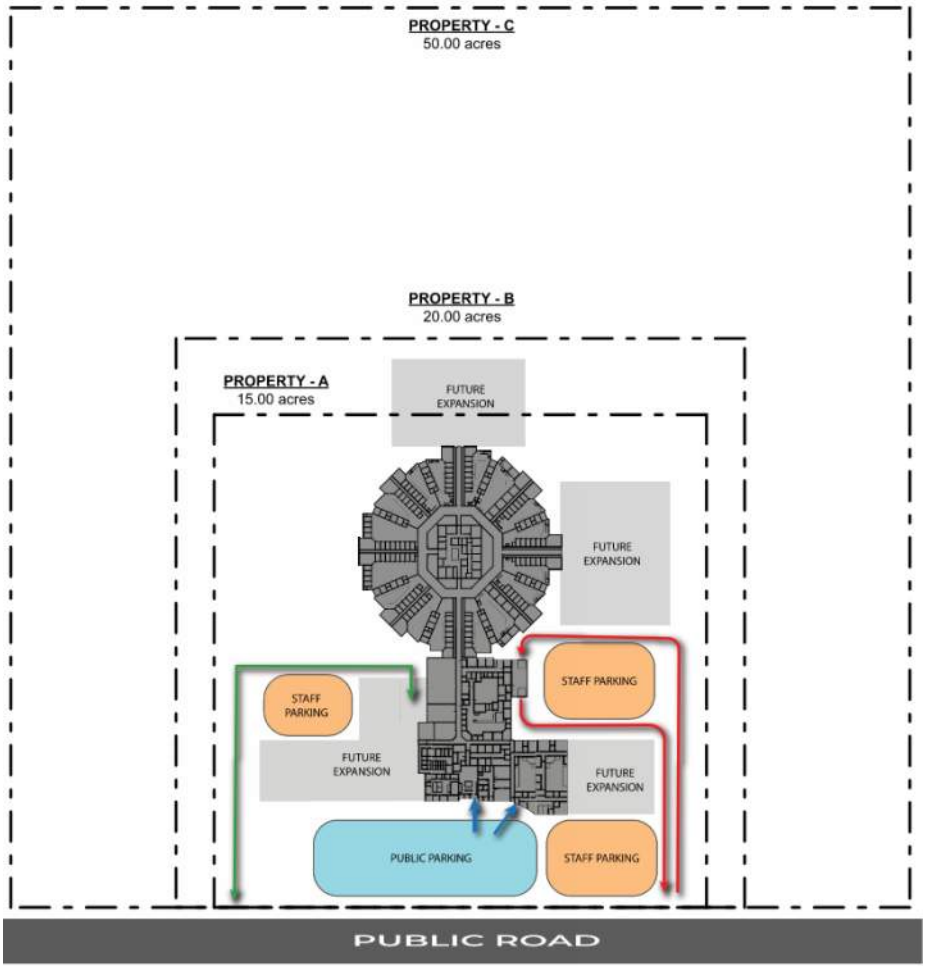
The next diagram studies the minimum requirement for potential property sizes. These sites were not based on real locations and are a generic shape. This diagram was developed to help the county begin site selection. We analyzed 15, 20, and 50 acre sites.

The 15-acre lot can fit the proposed facility but lacks the capacity for expansion or future County Buildings.

The 20-acre site would be the minimum size for the detention center and future expansion.

The 50-acre site would be ideal if the County would like to start developing a Campus for full Detention, Law, and Justice.

Please see Appendix 'F' for the enlarged plan.



9.0 Masterplan

9.1 Overview of the Preferred Option

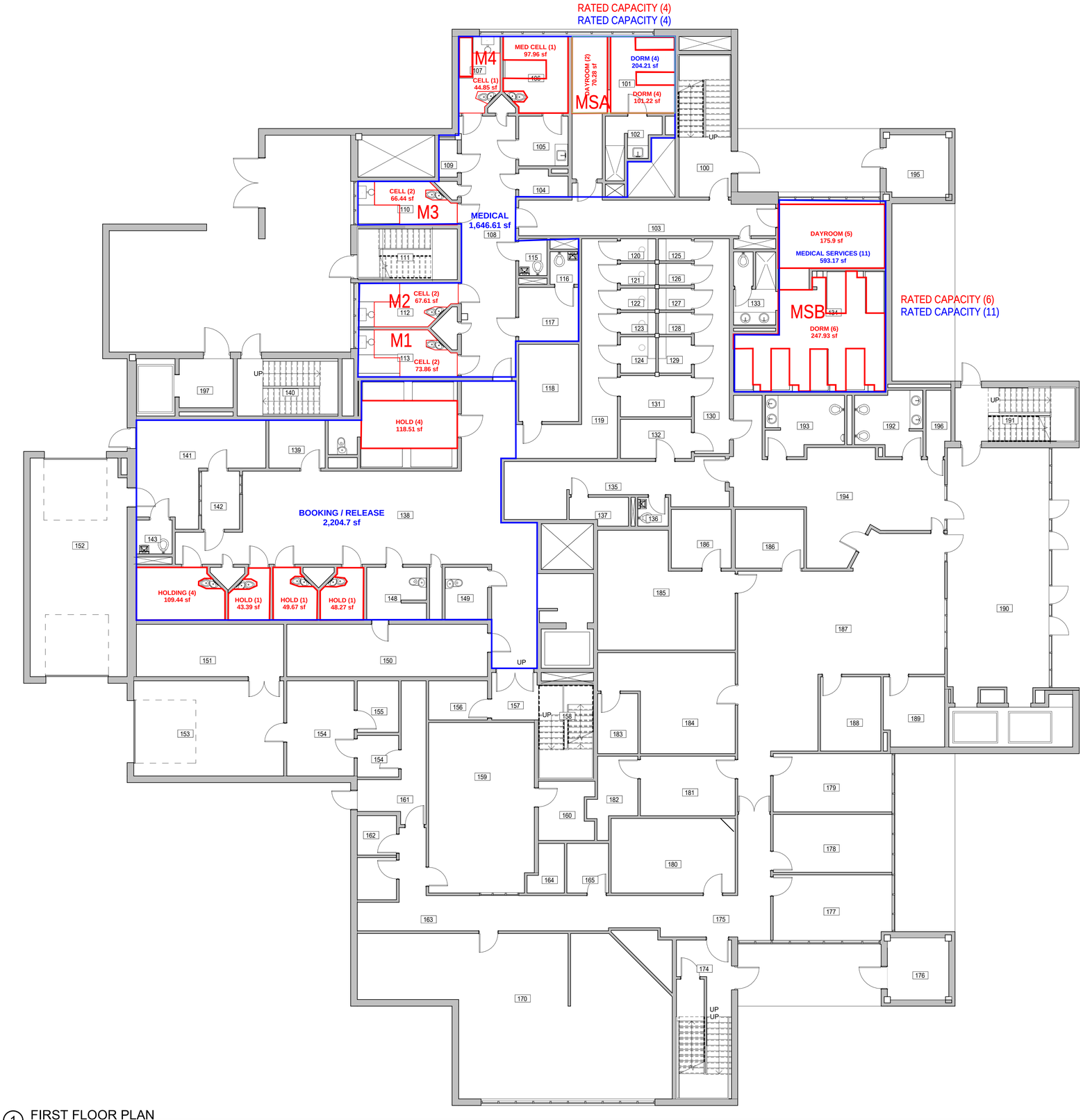
We have broken out the master plan as a stand-alone document to help the County with the ability to present the solution separately from the needs assessment if needed. The masterplan document includes;

1. Full Program of Spaces
2. Refined Plans and Space Layout.
3. Staffing Analysis
4. Narrative of proposed Building Systems.
5. Estimate of Probable Cost.

Appendices

Appendix ‘A’ – Capacity Plans

Attached are the capacity plans that indicate each current pod's rated capacities.



1 FIRST FLOOR PLAN
1/8" = 1'-0"

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slate ARCHITECTURE
1470 N. ROBERTS STREET
HELENA, MT 59601
TEL | 406.457.0360
www.slatearchitecture.com

PRELIMINARY NOT FOR CONSTRUCTION

PROJECT STATUS

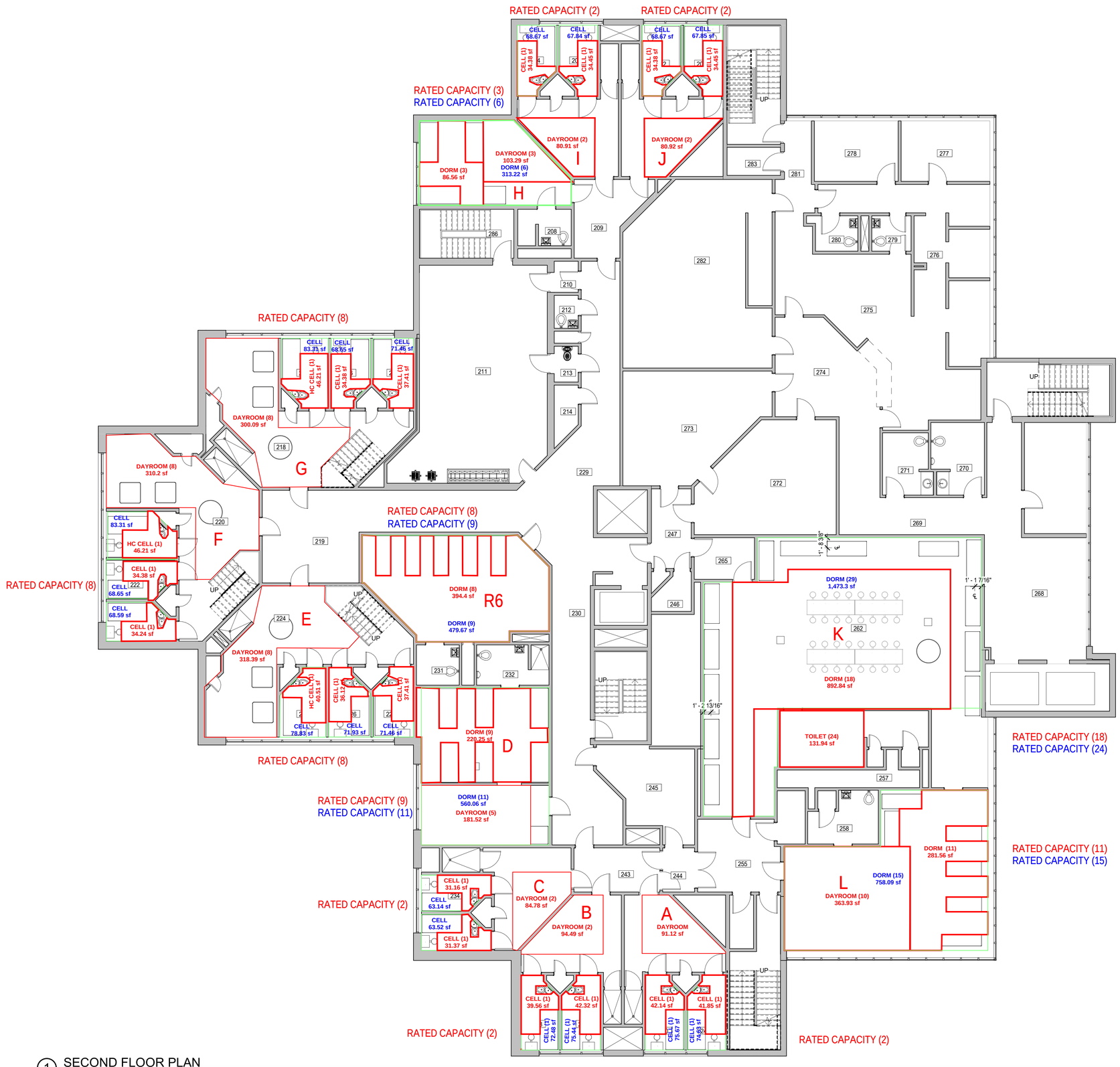
REVISIONS

DETENTION CENTER
FLATHEAD COUNTY
ADDRESS

Project No. | 2022037
Issue Date | TBD

FIRST FLOOR PLAN

Sheet No.
2



1 SECOND FLOOR PLAN
1/8" = 1'-0"

Printed On: 10/21/2022 11:27:28 AM

slate ARCHITECTURE
1470 N. ROBERTS STREET
HELENA, MT 59601
TEL | 406.457.0360
www.slatearchitecture.com

PRELIMINARY NOT FOR CONSTRUCTION

PROJECT STATUS

REVISIONS

DETENTION CENTER
FLATHEAD COUNTY
ADDRESS

Project No. | 2022037
Issue Date | TBD

SECOND FLOOR PLAN

Sheet No.
3

Appendix 'B' – Staff Comments

The County Staff commented during our interviews, onsite investigation, and project meetings. The following are their specific Comments.

Staff Comments

A. Visitation

- Visiting: I do think having a visual of who is in the visiting rooms is helpful. However, I also think that inmate males/females being able to see one another can cause problems. Having cameras does not always stop communication or inappropriate actions but still provides documentation of the actions. Other than having direct supervision with Officer present, I think visiting could have some layout discussion.

- Visiting- only 4 visiting rooms making visiting hours longer than possibly needed and on busy days, family members going without visits. Contact visiting room using the same access doors as regular visiting/pass thru.

- More visiting

- We've outgrown the capacity of our visiting area. For one thing, only approximately 1/3 of our inmate population can have a visit on Saturdays, and up to 45% can have a visit on Sunday. The demand for attorney or other professional visits, and program space (i.e. minister visits) prevents us effectively implementing visiting during the week. The location of visiting doesn't allow for direct supervision of the area, presenting numerous concerns.

B. Booking

- Booking: Having booking separate from release area would be very helpful. It is nice for Officers to be able to see in the law lobby just in case the arresting Officer needs help. I think a discussion could be useful in determining if it makes sense to have Officers spend more time in booking rather than rotate. 2 thoughts as why. 1 the more time spent the more one would gain a lot of knowledge overall. 2 with the implication of a body scan allows the Officer to learn and understand the scans.

- ASP: Larger car garage. More storage for clean organization of property and supplies.

- Intake: The transition from the Law Lobby to booking seems to work ok. Again, having Intake separate from release I believe is beneficial. Larger door/hall space to allow for multiple officers to escort a combative inmate.

- Booking- same area as releases often bottlenecking the area during the busiest times of day. Easily distracted by disorderly/mental inmates in receiving and med cells. Generally speaking, not enough room during day shift weekdays. Courts, booking, release ideally separate from each other. Not enough single cells, medical cells, or safety cells.

- ASP- strictly used for vehicles. Shouldn't be a storage unit. Be either longer or wider to accommodate multiple intakes. Cells more like a visiting room that arresting officers can secure inmates if desired while filling out paperwork.

- Intake- Have holding rooms to give officers more time to classify/observe prior to placing people in the "drunk tank", ability to secure people prior to housing when hit with multiple intakes at the same time.

- Booking- More single cells. Slide bolts on majority or all of them. Hatches in all of them. A bunk for sleeping in all of them. Layout is OK. Could be a larger area. I do like that Control officer can look out over booking and listen. Of course, a bigger property room. 2 dress-out rooms at least, and I would say 3 soft cells with toilets that actually flush.

- ASP with storage compartments on both sides, so we don't stack as much stuff up out there. Lots and Lots of storage. Wider doors coming into detention and through from the ASP….So when 2 or 3 of us are escorting or carrying a combative through the doors, we can actually fit through at the same time.

- I would like to have our booking where the officer set up higher/inmate lower during booking

- Area for holding inmates that are book and release… open area. Where if they are good they can watch TV until they are booked

- Bigger ASP, where multiple vehicles can go in w/ a shower for people who may be covered in chemical agents

- Separate prosecting area for DUI's

- Interview room for law enforcement that isn't visiting.

- At least 2 soft cells

- Intake dress out that didn't have toilets in it… just a shower

- Separate booking and releasing area

- We're limited to one intake/release at a time, which degrades efficiency. Linear style layout limits observation capabilities. Only one (1) soft cell, which limits the staff's response to our inmates that present the greatest risks/concerns.

- Only 1 vehicle can be in the garage at a time.

- No delousing/decontaminating area in the auto sallyport

- Due to lack of storage throughout the facility, adding shelves and storing necessary items in the garage has further limited its function

- Staff has limited observation capabilities to the intake "law lobby" area of the facility

- Area offers limited processing capabilities for our patrol staff, and lack of space limits our options for streamlining operations (example: there isn't space to add a workstation for patrol to enter pre-booking data on cooperative subjects)

C. Programs

- Rec yard- not big enough. Often times inmates decline rec because other than fresh air and a little more room to walk around, there is not much incentive for them to go. Many inmates claim our current rec to be depressing.

- More recreating and Program areas

D. Kitchen

- Extremely limited workspace and storage space. These facilities are already operating above capability.

- Kitchen/laundry- out of sight, out of mind. Laundry is far too small to accommodate our population. Both areas are not able to be monitored by staff except by video. Tons of blind spots.

E. Housing

- Medical: More single medical cells. Consider having a few larger to hold compatible medical patients. More for a healthy social aspect if applicable.

- 2nd floor- It feels real spread out, if we could somehow condense it so we aren't a mile away from one wing to the other. Again, it would be nice if control could somehow have a direct view of general housing mods. And the one-way window reflector on the gen pop windows. This would save officers a ton of work, worry, disciplinaries, push back, and overall less communication and rolling people out of the mods from communicating with each other.

- I would like a direct Supervision.

- More single cells for max inmates

- Inmates in minimal classification to have access to recreation most of the day

- More natural light Maybe skylights throughout the building for Officers and inmates

- Minimum security to have porcelain toilets… wood doors…

- Keyless entry throughout the building/

- Designed where inmates can move from one area to another without be escorted by officers always

- Library
- More storage/
- Housing areas are overpopulated, and not in full compliance with industry standards (**safety issue**)
- Cells, such as R6, are not adequate as housing areas, due to lack of natural light and fresh air intake (**basic human needs issue**)
- Linear-indirect design doesn't allow for effective observation of inmates housed in the area **(safety issue**)
- Inadequate number of lockdown (individual cells within a housing unit) doesn't allow for appropriate classification of offenders, or control measures for staff (**safety issue**)
- Ratio between dorm style housing units and lockdown cell modules is out of balance, and contributes to lack of appropriate classification/control measures (**inmate behavior management issue, safety issue**)
- Spreading staffing over multiple floors limits flexibility to move staff throughout the facility as needed and significantly **reduces efficiency**
- Multiple levels means water problems, such as unintentional or deliberate flooding, impacts multiple work areas/floors and increases the costs of damage repair (unnecessary expenses)
- Limited number of legitimate maximum security cells (**safety issue**)
- Limited number of adequate female housing cells/areas (**basic human needs issue, community service issue)**
- Inadequate amount of storage space **(efficiency issue**)
- Inadequate amount of program space, for activities that could decrease recidivism, increase inmate morale and improve inmate behavior management (**community service issue**)

F. Medical

- Medical- Too small/tight of a room in the event their is a response to resistance/combative inmate.
- Medical… Ehh. 10x the amount of medical cells would be good.
- More Medical Cells
- Bigger Medical area/exam office

- Although there are shift overlap periods for medical staff, there isn't adequate space for both medical personnel to be addressing/examining multiple inmates at the same time. This degrades staff response and leads to inefficiency.

F. Staff support

- Control: With the growth of the facility and for better safety it would be nice for the control Officer to have better visual of inmate housing. There should be a separate person taking public phone calls and facilitating anyone entering and exiting the facility.

- Control- only have physical sight of booking area. If we have a 2 story building, control needs stairs to be able to physically see both floors in event of power/video outages or emergency. Jail control is not separate from public side making the chance of being distracted or overwhelmed more likely.

- 2nd floor- lacking a "break area" for officers. If you get stuck up there all shift, it can be much harder to take a break compared to other posts. No access to simple things like drinking water, coffee, or a microwave. The layout has blind corners and isn't always within ear shot of desk. Not enough steppingstones of classification type housing, no real middle ground between a lockdown unit vs dorm unit. Added multiphase lockdown units allowing officers to control how much dayroom access is allowed based on behavior.

- Break room- Not big enough to accommodate full shifts at shift change, generally not much of a "break room" at all. Overall, officers have no chance to see the daylight or nature without leaving the secure area of the facility other than walking out into the rec yard.

- Control- I would like to see a control room that has more direct vision with housing units, instead of just cameras.

- A bigger break room

- Bigger breakroom

- More office space

- Locker-room/dressing for officers

- Design prevents one person from operating the control room efficiently. Condensed functional area for effective operations for staff members, due to the layout and size of the floor plan, as well as the loss of space due to the necessary security equipment installed (surveillance systems hardware)

Appendix ‘C’ – Jail Population Forecasts Report

The attached report was developed by Law and Policy Associates and is a 25-page report that outlines the Jail Population Forecasts.

1/25/2023

Jail Population Forecasts

Flathead County, Montana

Final Report

Law & Policy Associates
TERI K. MARTIN, PHD

Table of Contents

Jail Population Forecasts
Flathead County, Montana

LPA's jail population forecasting analysis for Flathead County:

- Identifies the central factors that have helped to shape past trends and determine the current size of the detention center average daily inmate population,
- Develops forecasts of jail inmate population through the year 2042, and
- Highlights existing and potential policies and programs that can help control the County's future need for detention center bedspace without endangering public safety.

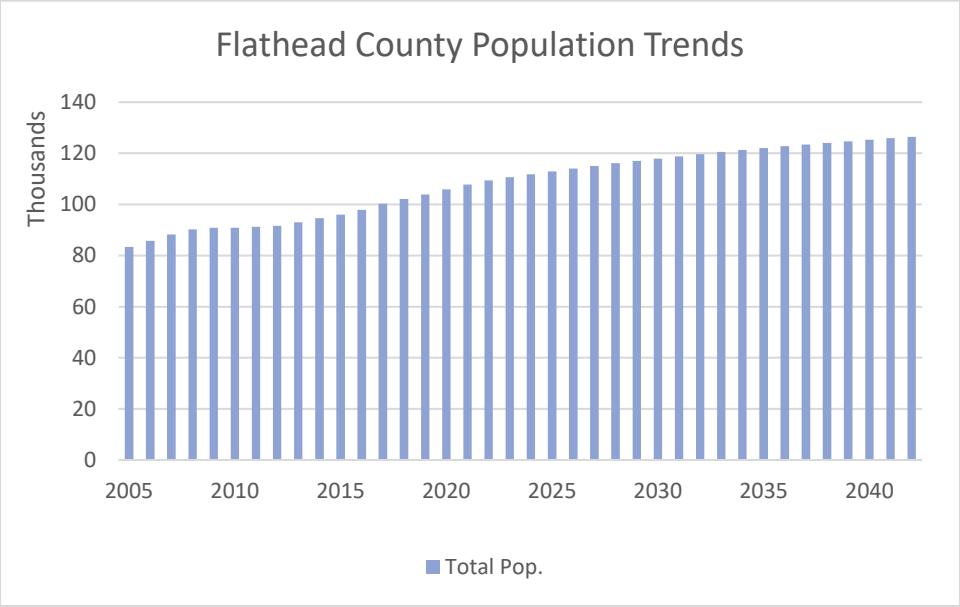
Data, Information Sources and Analysis Methods

To accomplish these forecasting objectives, LPA has:

- Explored Flathead County's general population demographics and obtained future growth projections available from the state,
- Obtained data on bookings, average length of stay and average daily population of Flathead County Jail from 2005 through 2021, including data originally compiled by the National Institute of Corrections (2005-15) and comparable data supplied to LPA by Sheriff's Office and county IT staff (2016-21),
- Examined key indexes of historic Flathead County justice system workload trends (total crime rates 2010 -21, and District Court case filings 2012-21),
- Looked at historic trends in seizures of various categories of illicit drugs by Flathead County law enforcement (2012-21) as an indicator of trends in substance abuse over time,
- Documented the number of jail bookings with felony or misdemeanor DUI as their most serious charge (2016-21), and
- Conducted interviews with 22 Flathead County decision-makers and stakeholders as well as 4 key informants from other state and MT county agencies (all listed in Appendix B of this report).

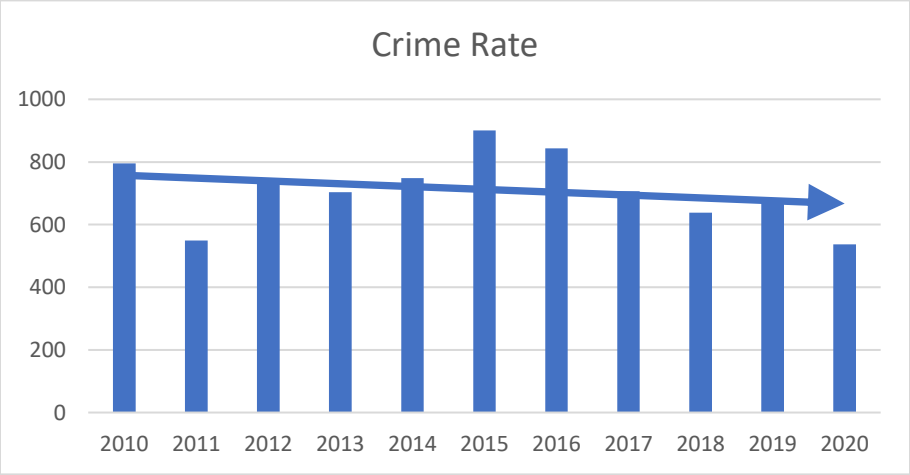
General Population Trends and Projected Future Growth

Population projections for Flathead County from the Montana Department of Commerce indicate the general population will grow from about 109 thousand residents today to more than 126 thousand in 2042, an increase of 15.6%.

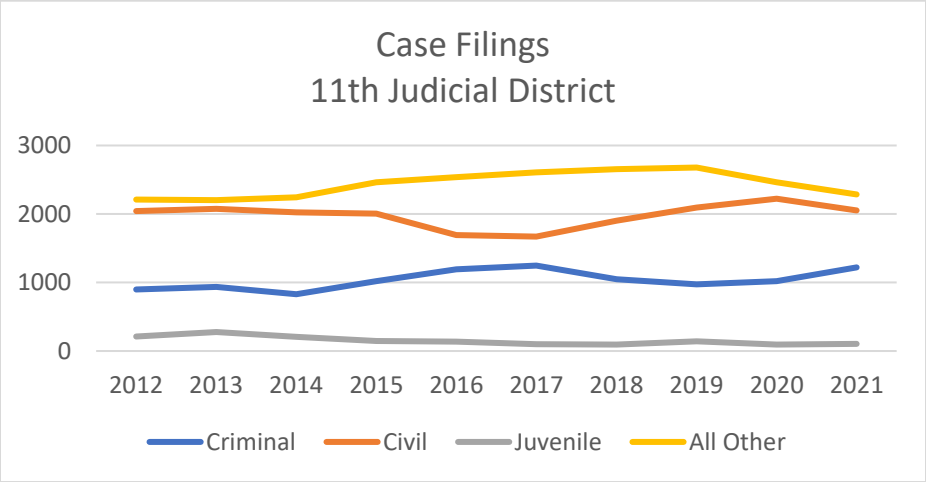


Criminal Justice System Workload Trends

Consistent with national and state trends, the County's overall crime rate has trended down over the period 2010 to 2020, and dramatically so from its high in 2015.



Over the past 10 years, most of the increase in caseload for the 11th Judicial District resulted from a 36% increase in criminal filings. Civil filings increased only 0.5% over the same period, although they have risen by nearly 23% from their low in 2017.



Montana's recent marijuana legalization enables drug enforcement to focus on meth, the primary drug of choice for 30% of Montana's adult drug court participants. As of January 2023, 50% of MT drug court participants reported alcohol to be their primary drug of choice. Statewide, seizures of fentanyl, a synthetic opioid, have risen dramatically in recent years, along with reported overdoses due to fentanyl use. https://dojmt.gov/ag-knudsen-authorities-in-montana-continue-record-breaking-pace-of-fentanyl-seizures
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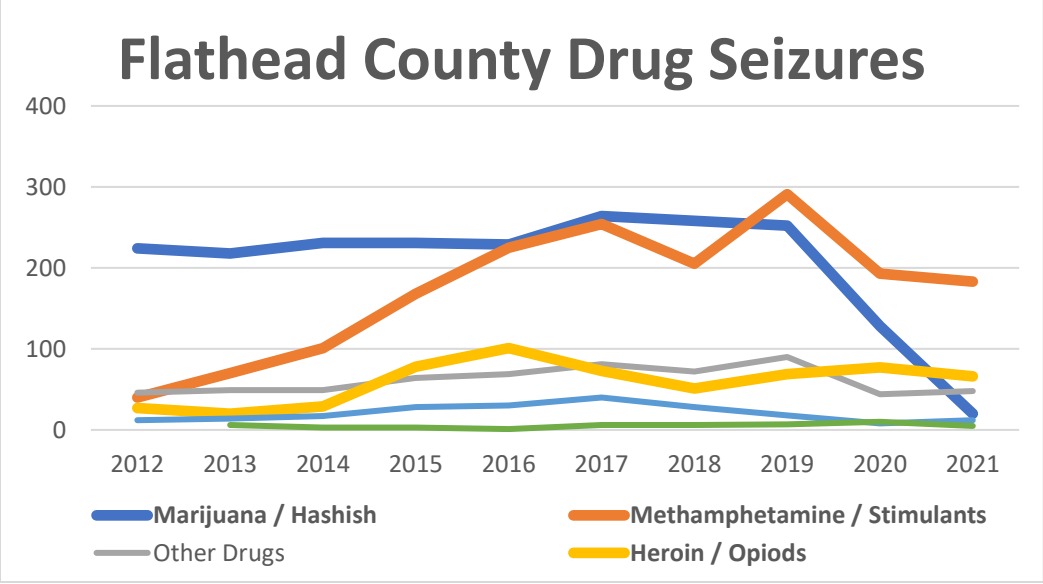
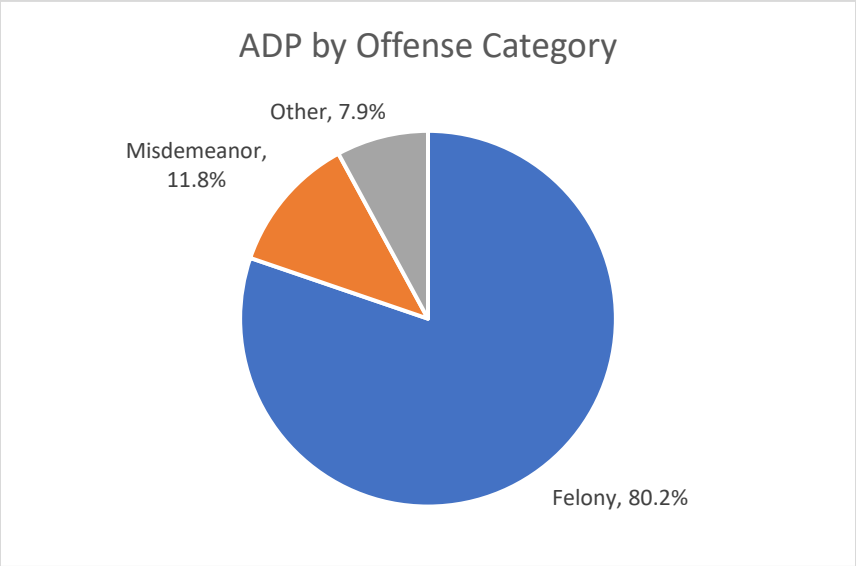
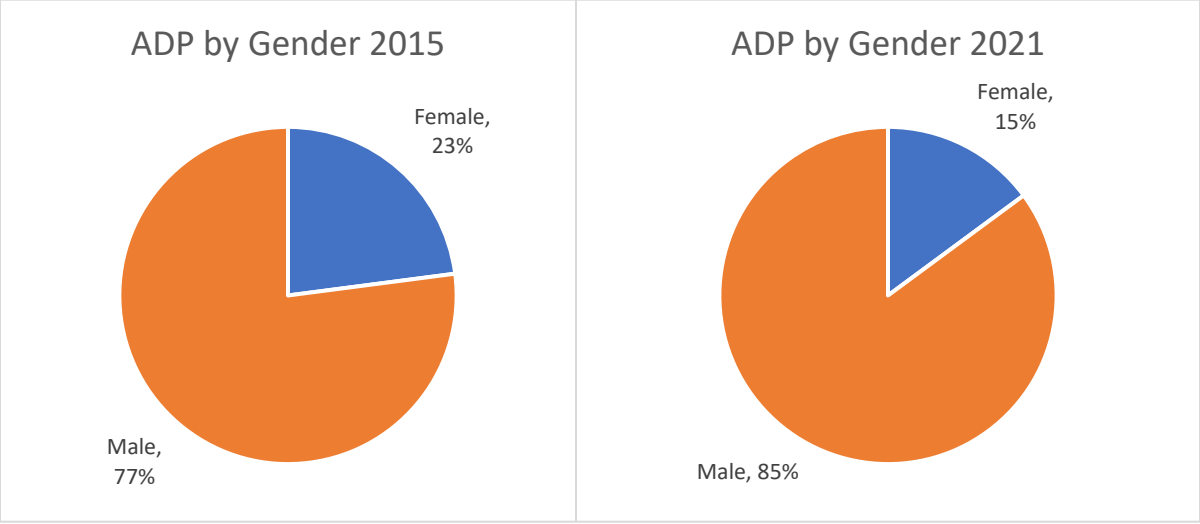


Inmate Population Characteristics

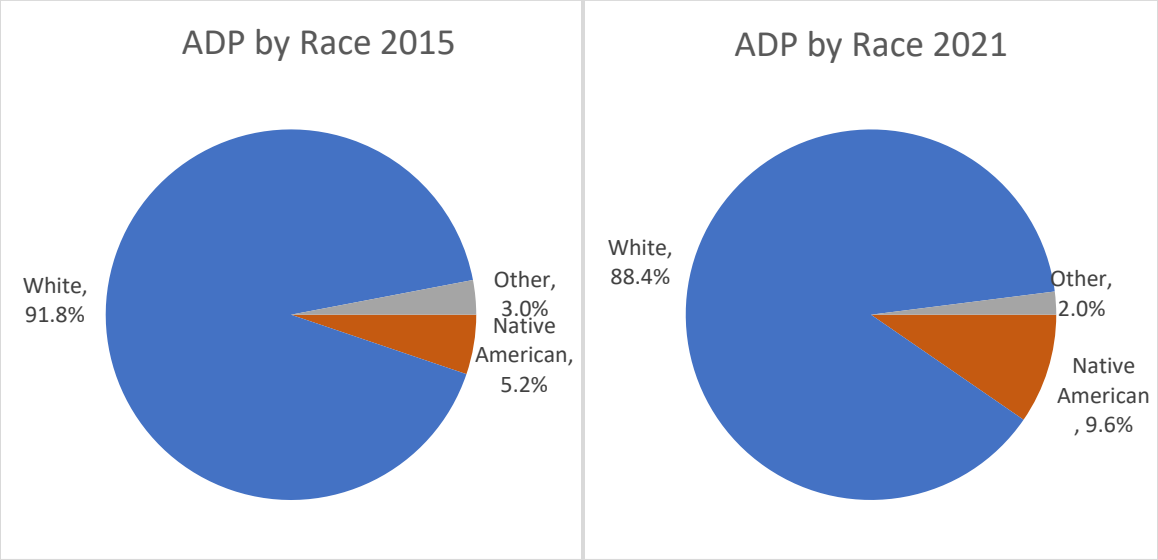
The 2021 population of the Flathead County Jail was composed mostly (80.2%) of persons charged with felony offenses.



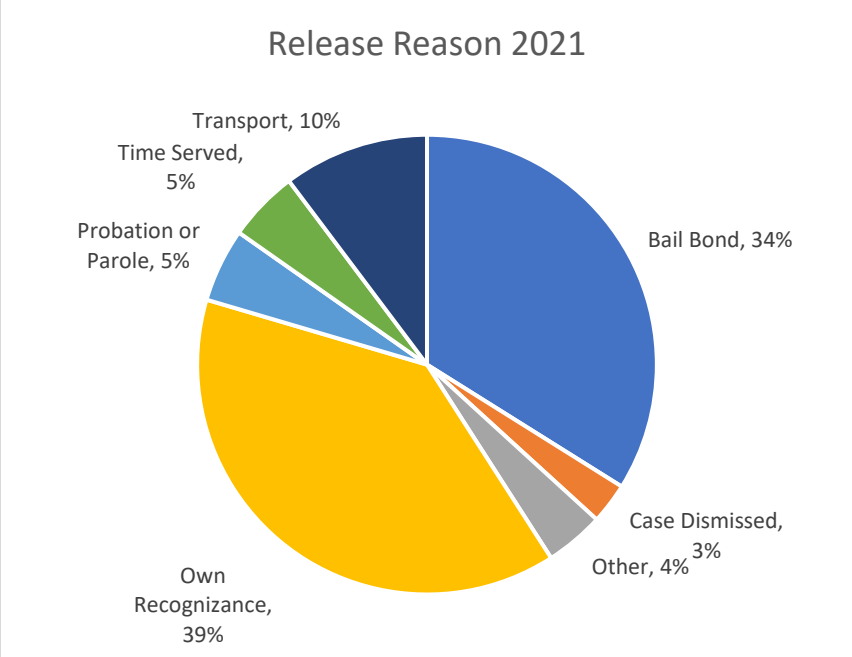
Females represent less than 15% of the jail population, a substantial decrease from their 23% of the 2015 inmate population as reported in the National Institute of Corrections' (NIC) 2016 study of Flathead County Jail.



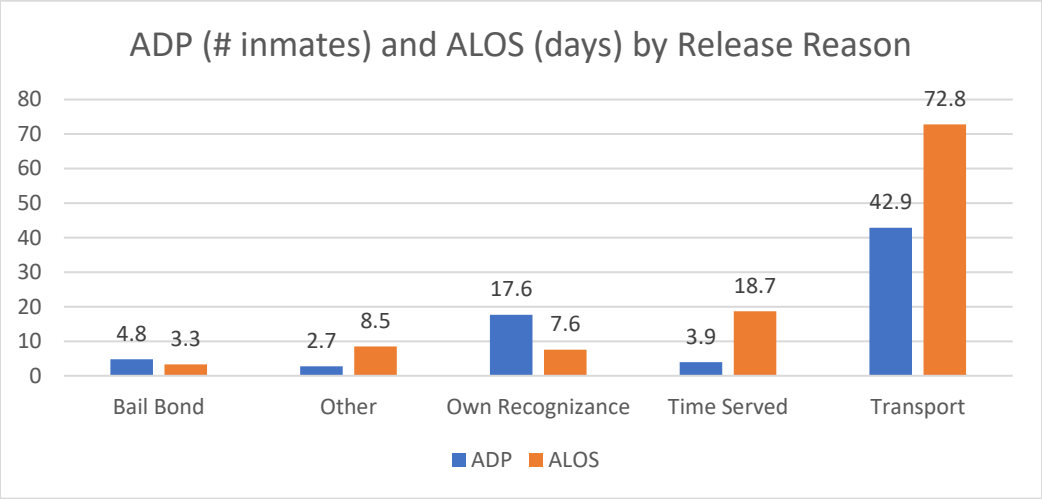
The inmate population remains predominantly White (88.4%), but the proportion of Native Americans rose from 5.2% in 2015 to 9.6% in 2021.



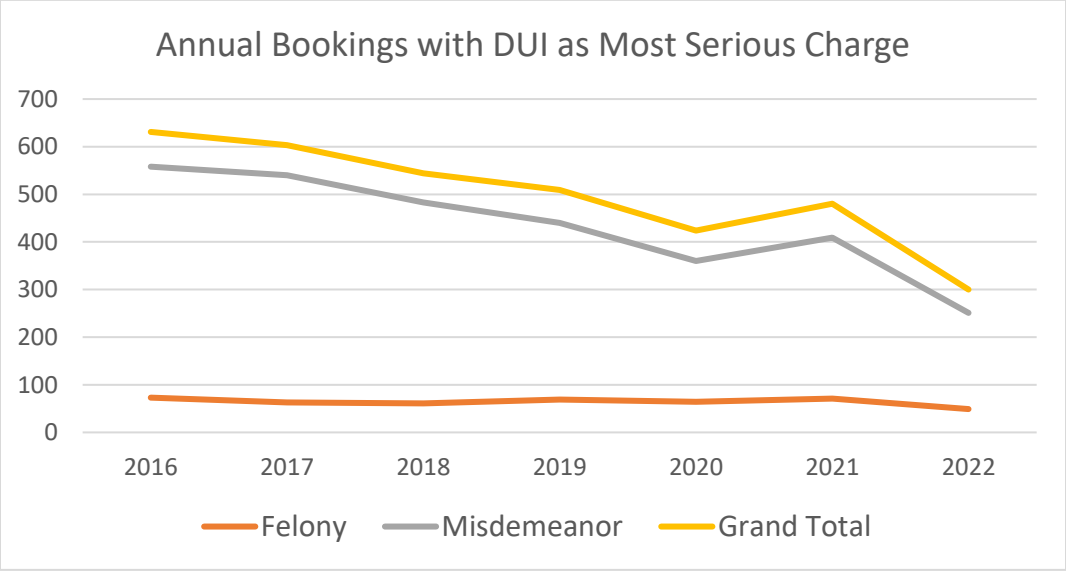
Nearly three-quarters of people booked into the Flathead County Jail are released on their own recognizance or on bail pending court resolution of their cases.



The chart below shows that inmates eventually released for transport spend much longer in jail and account for more of the jail ADP (average number of inmates over the year) than any other group. On average it takes twice as long to be released OR as to make bail, and those released OR occupy more than three times the proportion of jail beds of those released on bail.



The number of bookings whose most serious charge is a felony or misdemeanor DUI declined significantly over the past six years.



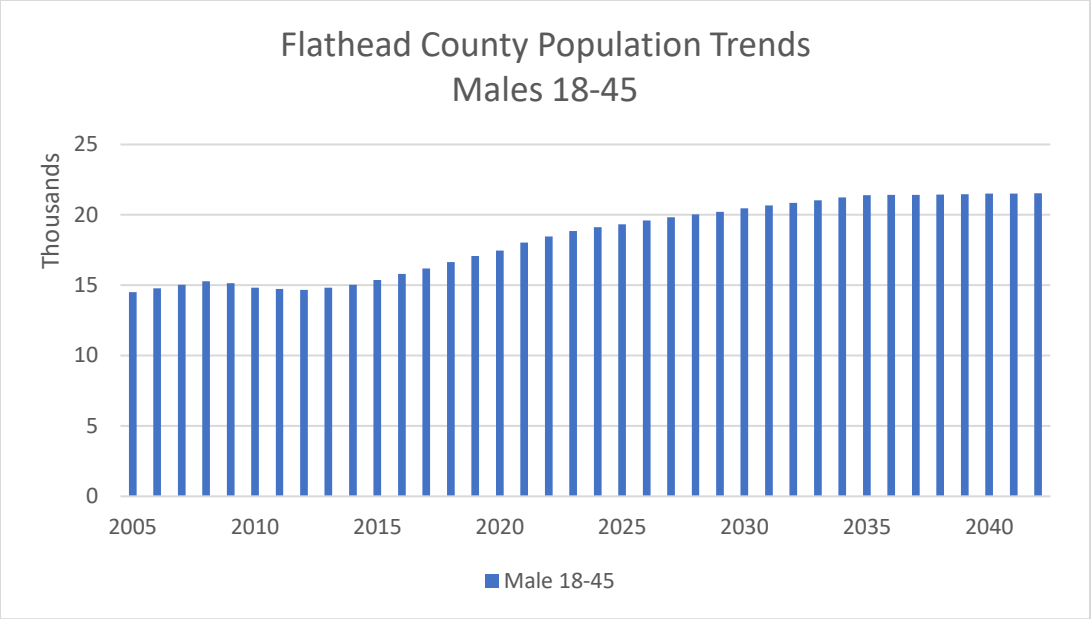
Jail Inmate Population Historic Trends and Forecasts

The table below shows jail bookings, ADP and ALOS from 2005 through 2021, and the incarceration rate per 100,000 males aged 18-45.

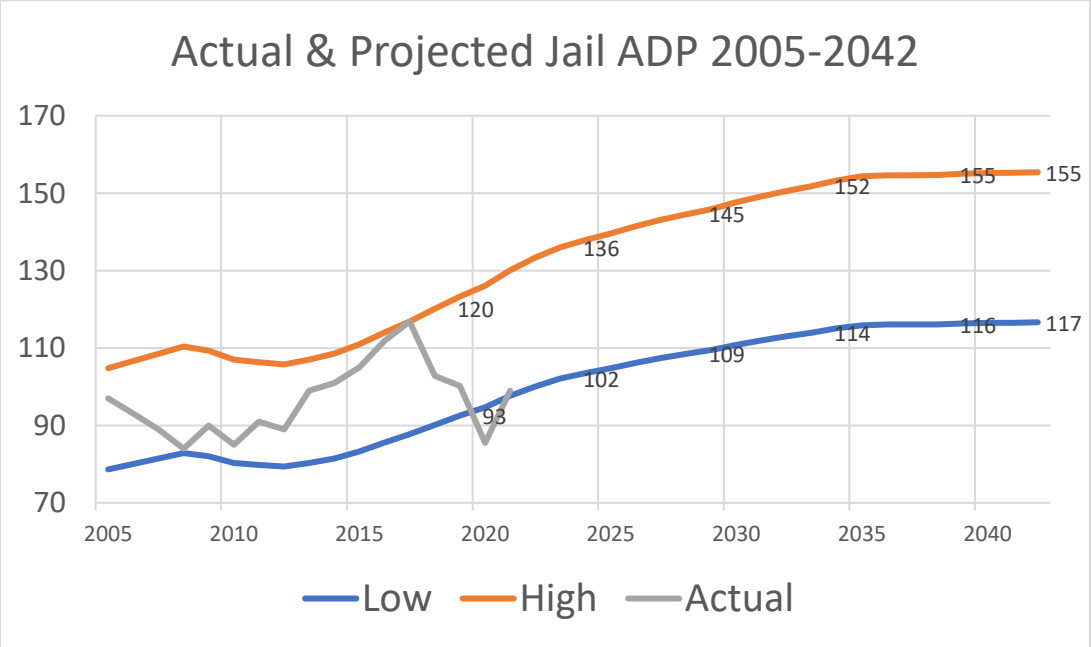
Flathead County Historical Trends					
Year	*Bookings*	*Average Length of Stay in Jail*	*Average Daily Jail Population*	*County Population Males 18-45*	Incarceration *Rate per 100,000 Males 18-45*
2005	2,024	17.5	97	14516	668
2006	2,502	13.6	93	14775	629
2007	2,722	11.9	89	15033	592
2008	3,177	9.7	84	15290	549
2009	2,939	11.2	90	15144	594
2010	2,807	11.1	85	14823	573
2011	2,648	12.5	91	14730	618
2012	2,720	11.9	89	14658	607
2013	2,261	16	99	14823	668
2014	2,149	17.2	101	15038	672
2015	2,108	18.2	105	15375	683
2016	2,265	18.0	112	15796	708
2017	2,763	15.4	117	16187	722
2018	3,141	11.9	103	16642	618
2019	3,172	11.5	100	17076	587
2020	2,602	12.0	85	17472	489
2021	2,681	13.5	99	18022	549

We based our projections on the growth in the population of males 18-45 because they account for about 80% of total bookings and 82% of jail ADP over the past 6 years. Projected growth in this population subgroup is therefore a much better predictor of jail ADP than that of the total general population.

State population projections indicate that the growth rate for males 18-45 in Flathead County will gradually decrease over this 20-year period, flattening our jail inmate population projection lines closer to the end of the projection horizon.



The graph below shows a low and high jail ADP projection over the next 20 years (2023 to 2042). Both are calculated by multiplying incarceration rates (inmates per 100,000 males aged 18-45 in the County) times the projected Flathead County population of males 18-45. We projected the high ADP using the County's highest incarceration rate observed during the past 16 years. The low ADP projection applies the average incarceration rate for the past 3 years when the County restricted admissions of those whose most serious charge was a nonviolent misdemeanor.



The projection that should be used for planning future facility bedspace needs will best be determined by clarifying the collective commitment of county stakeholders to the continuum of policy and program strategies they intend to use to manage use of jail bedspace over the next 20 years. Unless justice system decisionmakers come together to establish a shared understanding of the purposes their County Jail should serve, it is quite likely that the number of inmates it houses will be determined primarily by the facility's maximum capacity, rather than by their evidence-based and consensus-driven policy choices.

Flathead County Stakeholder Perspectives

This section summarizes observations and insights of the Flathead County stakeholders interviewed by Dr. Teri Martin. They offered their perspectives on the policy, programmatic, and demographic factors that have affected the County's jail inmate population in the past. She also invited them to envision ways that the County could more effectively manage its future need for jail bedspace while maintaining or enhancing public safety. Options they proposed include modifying justice system policies and practices and increasing or reallocating investments of local and state fiscal, human and facility resources. Many of their recommendations are incorporated in the subsequent section of this report on promising policy and programs to help control use of jail bedspace.

Most interviewees indicated that the factors described below have had significant impacts on historic jail inmate bookings and ALOS, and therefore on inmate ADP trends. Going forward, policy and funding choices made by the state of Montana, federal agencies and Flathead County decisionmakers will shape the size and character of Flathead County's future jail inmate population.

<u>Growth of Flathead County General Population</u>

County population growth, past and projected, is a central factor used by LPA to calculate past jail incarceration rates and forecast jail ADP through the year 2042.

In 2021, Kalispell was named the fastest growing "micropolitan" area in the US, increasing by 1.85% between 2020 and 2021. This rapid growth over a short time frame has resulted in housing demand outweighing supply and significant increases in housing costs. Interviewees also noted that an unexpected impact of the pandemic was an influx of people whose

employers now allow them to work from home moving to Kalispell. These relatively affluent "COVID immigrants" added to upward pressures on housing costs, increasing the overall cost of living (COLA) for Flathead County residents. Some stakeholders noted that this may well have contributed to current jail staffing shortages (see below).

Pandemic Impacts on Flathead County's Justice System

As in most local criminal justice systems across the country, Flathead County's justice decisionmakers adapted to keep people safe as they explored innovative ways to continue doing their essential work. This entailed reducing arrests and jail bookings, as well as expediting releases from jail, which resulted in a reduction in the jail inmate ADP from a high of 117 in 2017 to 85 in 2020, a 27% decrease. A number of decision-makers interviewed stated that they have come to see the benefits of using jail bedspace primarily for detaining those awaiting trial charged with felonies and violent misdemeanors, and those awaiting revocation hearings for violations of community supervision conditions. This is reflected in the next section of this report that outlines promising strategies to manage future jail bedspace use.

Current Limitations on Jail Bedspace Capacity

The capacity of Flathead County's jail is a function not only of the literal number of beds in the facility, but also availability of sufficient jail staff to appropriately supervise those beds. Currently, eight of the authorized floor officer positions are vacant, and Jail Commander Jenny Root reports that few people are applying for employment as jail staff. In the recent past, several of the most experienced staff retired or accepted positions as patrol deputies. Others changed careers altogether, perhaps due in part to their perception that career advancement opportunities within the jail are limited. Stakeholders cited challenging work conditions and relatively low pay as obstacles to recruiting and retaining jail staff. Some noted that Kalispell kitchen helpers and fast-food workers earn hourly wages roughly comparable to the starting pay for jail floor officers. Jail staffing shortages have consequences beyond limiting the jail's capacity to house inmates. Recently a $250,000 grant that would have funded in-jail behavioral health assessments was returned due to lack of staff coverage and appropriate space in the facility. Planned crisis intervention training of jail staff is on hold due to their inability to carve out time to participate.

Trends in Patterns of Substance Abuse

Alcohol remains the most frequently abused substance in Montana, and Montanans experience a much higher death rate from car crashes involving alcohol than US residents overall (6.8 per 100,000 compared to 2.3 per 100,000 in 2019). However, interviewees from both criminal justice and behavioral health professions expressed even greater concern about a resurgence in methamphetamine use and the growing prevalence of fentanyl abuse in Flathead County. The regional Drug Task Force serving Flathead County has begun to track a steadily growing number of overdose deaths due to fentanyl, a highly addictive synthetic opioid that many see as a dire threat to the quality of community life in the County. Interviewees expressed strong support for efforts aimed at restricting the supply and reducing the demand for fentanyl through focused law enforcement, addiction treatment and community education efforts. Drug seizure trends by Flathead County's law enforcement agencies from 2010 through 2021 are reported in an earlier section of this report, but the recent upsurge in fentanyl seizures may not be fully reflected in this data.

Recent Increases in Homicides and Assaults with Guns

Although the numbers remain relatively small, several interviewees reported a dramatic uptick in the number of these serious violent offenses reported during the last two years. These stakeholders also indicated their view that most of these offenses are related to or grow out of activities of drug traffickers. If this trend continues, it could increase jail inmate ALOS, since defendants charged with these types of violent offenses are likely to spend weeks or even months detained in jail awaiting trial and sentencing. Stakeholders should continue to monitor the incidence of these most serious crimes to determine likely future impacts on jail ADP.

Limited Availability of Behavioral Health Crisis Intervention, Assessment and Treatment Resources

Given that most jail inmates and 85% of the community supervision caseload in Flathead County have known substance abuse issues, it is no surprise that many stakeholders point to the lack of access to substance abuse treatment opportunities as a major obstacle to managing use of jail bedspace going forward. Many behavioral health treatment providers are still affected by the residual impacts of pandemic disruptions. Inadequate Medicare reimbursements for treatment services combined with rigid

certification requirements reduce the number of providers able to offer services to indigent defendants/offenders seeking behavioral health treatment. Governor Gianforte plans to introduce legislation in the 2023 session to raise Medicare reimbursement rates for behavioral health treatment providers, reduce barriers to licensure, and support expanded telehealth options. These initiatives will likely expand the capacity of behavioral health treatment options and may attract more providers to Montana and Flathead County.

Many interviewees expressed frustration with lack of access to mental health assessment resources at the Montana State Mental Hospital (SMH). Currently inmates experiencing severe mental illness too often have to be detained in the Flathead County Jail for months awaiting court-ordered assessments due to the lengthy waiting list for admission to SMH. In 2021 the Montana health department presented a plan to the federal Centers for Medicare and Medicaid Services (CMS) proposing Medicaid reimbursement for short-term treatments for serious mental illness and addictions at facilities with more than 16 beds, an exception to the 1965-vintage Institutions of Mental Disease (IMD) rule. CMS granted the waiver for addiction treatment, but not for treatment of serious mental illness, citing shortcomings at SMH that resulted in its loss of Medicare certification. Resolution of these issues will likely be a lengthy and complex process. However, Flathead County decisionmakers should not assume that they will have to continue housing severely mentally ill defendants awaiting assessments in the County's jail for the next 20 years.

Policy and Program Strategies to Manage Jail Bedspace Use

The tables below outline several of the most promising and effective means of reserving jail beds for those who present the highest risk to public safety. The left column describes key features of the strategies, while the right notes likely positive impacts, particularly reductions in jail bookings and/or ALOS that, in turn, can reduce or stabilize jail ADP.

There is ample objective evidence (see topical references in Appendix A) that each of these strategies can help Flathead County manage its use of jail beds, which are by far the costliest option in its continuum of justice system resources. Programs and policies that provide crisis intervention and effective treatment to offenders with behavioral health problems (substance abuse and/or mental illness) can enhance public safety by

reducing future criminal or antisocial behavior that may lead to confinement in jail. Flathead County stakeholders recognize that many of those detained in the County's jail are substance abusers and/or have a mental health condition. Most have been in the jail before. Nationally, it is estimated that two thirds of jail inmates are substance abusers, about half present symptoms of mental illness, and the vast majority have been booked into jail in the past.

Policies to limit jail bookings to those charged with felonies, violent misdemeanors, DUIs and probation/parole/conditional release violations were first implemented in many US jurisdictions in response to pandemic challenges. As we emerge from the pandemic, law enforcement and courts in many counties have agreed to continue observing policies that limit jail bookings to those charged with more serious offenses and those failing to comply with conditions of community supervision. These policies have been proven to control jail ADP and save taxpayer dollars without adversely affecting public safety.

All the policies and programs highlighted below have been successfully employed by counties in MT and other states. Strategic initiatives under way in Flathead County are noted in the tables. In addition to these, the January 2023 addition of one District Judge to the Flathead County bench could help reduce the ALOS of pretrial detainees through shortening case processing times.

As Flathead County decisionmakers consider future jail facility options, they have a parallel opportunity to invest in a cohesive continuum of behavioral health and justice system options that will minimize future need for jail beds. Local health care providers, including behavioral health service agencies at the state and local levels, will remain essential partners in this endeavor.

Diversion from arrest and jail booking for those with behavioral health issues	
Crisis intervention (in Flathead County one co-responder currently works with Kalispell PD and Sheriff's Office patrol; a second available position has not been filled)	De-escalates crisis situations. Reduces risk of harm. Frees law enforcement to focus on criminal activities. Facilitates appropriate placement of people in behavioral health crises. Reduces jail bookings.
Crisis receiving center (Missoula County's is under construction with funding from County and private health care agencies)	24-hour stabilization in non-hospital setting. Prompt assessment and referral to behavioral health outpatient or residential placement.
Limiting jail booking to those charged with more serious offenses or violations of community supervision conditions	
In recent years, jail crowding and staff shortages have limited Flathead County Jail's capacity to accept persons charged only with nonviolent misdemeanors. Criminal justice decisionmakers in many jurisdictions have chosen to formally adopt booking policies first developed to address pandemic-related challenges, having learned that these practices have not negatively affected public safety.	Focuses use of jail beds for those arrestees who present the greatest risk to public safety. Reduces jail staff intake/release workload by limiting the number of short-stay inmates. Keeps jail ADP to a minimum by reducing total bookings.

Diversion from justice system prosecution/sentencing	
Prosecutor-led diversion (e.g., Missoula County's Calibrate program managed by County Attorney's office) Suspends prosecution of selected first-time felony offenders.	Offers spectrum of education and treatment interventions as well as restitution requirements. Promotes pro-social behavior and deters recidivism.
Treatment Courts Only a Family Treatment Court for cases involving child abuse & neglect is currently available in Flathead County; in MT there are currently 6 Family Courts including Flathead's, 15 Adult Drug Courts, and 6 DUI Courts. MT Treatment Courts adapted to use of remote connectivity during pandemic, and this continues to offer opportunities for rural Montanans to benefit from drug court participation	Holds participants accountable for compliance with treatment and justice system requirements. Helps to break generational cycles of substance abuse. Reduces recidivism during program participation and after graduation. Reduces jail bookings.
Enabling timely pretrial release of lower-risk defendants	
Court date reminder system using text, email, or telephone contact, prior to court appearance dates	Reduces LOS in jail. Reduces risk of FTA. Reserves jail beds for those at highest risk of committing serious crimes if released.
Pretrial supervision to help defendants navigate justice system requirements and comply with release conditions	Reduces risk of FTA. Connects defendants with behavioral health issues to community-based supports. Reserves jail beds for those at highest risk of committing serious crimes if released.

Jail-based programs and services	
Prompt in-jail chemical dependency and mental health evaluations of inmates by behavioral health professionals. Some types of assessments can be conducted remotely using tablets or computer workstations.	Facilitates timely connection to appropriate treatment resources. Informs public defender, prosecutor and judges about eligibility and need for a range of diversion and sentencing options. Shortens LOS in jail.
Tele-health behavioral health assessments, counseling and online education opportunities via tablets or computer workstations	Stabilizes and prepares inmates for release and participation in community-based treatment and/or educational options. Shortens LOS and reduces recidivism risk.
Reintegration and stabilization of released prison inmates	
DOC Prelease Centers (Flathead County is the only metropolitan county in MT without a local PRC) PRCs offer step-down, stabilizing residence for inmates returning to their home communities and reconnecting with families and employment.	Reduces risk of recidivism by providing supervision and support when parolees are at highest risk of failure. Offers short-term stabilization for selected parolees and conditional releasees at risk of revocation. Reduces jail bookings of parole violators.
Other behavioral health and justice system options that will reduce need for jail beds	
Flathead County decisionmakers can work together to “fill in this blank” with additional strategies that contribute to wise management of justice and behavioral health systems’ resources.	Collaborative efforts by justice system and behavioral health and medical professionals, working with Flathead County citizens, will help ensure that public and private resources are cost-effectively invested.

Next Steps

The report provides inmate population forecasts based on the best available data and proven methodologies. It is also designed to serve as a catalyst for discussions among criminal justice and behavioral health stakeholders regarding strategies they can agree to implement that will minimize jail ADP while enhancing public safety into the future.

Appendix A: References by Topic

Data Sources

Population data and projections for Flathead County: https://www.arcgis.com/item.html?id=ae52356985984dbb84956421c265a088&sublayer=1#data Montana state and county population projection from 2001-2060, obtained from eREMI, a product of Regional Economic Models, Inc.; REMI data released July 2019 (v4.3.0), https://dataportal.mt.gov/t/DOC/views/CEIC_REMI_POPULATION_PROJECTION_COUNTY_AGE_RACE_SFE/Table?%3Aorigin=card_share_link&%3Aembed=y

Crime Rates 2011-2021: https://mbcc.mt.gov/Data/Montana-Reports/Crime-Dashboards

Court caseloads: Final Report for MT Judicial Officer Workload Assessment Study REV 11.1.22 - caseload-study2022.pdf

Drug seizures: https://dataportal.mt.gov/t/MBCC/views/CIM-DrugSeizures/DrugTrends_County?iframeSizedToWindow=true&%3Aembed=y&%3AshowAppBanner=false&%3Adisplay_count=n&%3AshowVizHome=n&%3Aorigin=viz_share_link

Flathead County Jail Inmate Characteristics: LPA analysis of BookingStats_2016toPresent_Jail_Study.xls provided by Flathead County Jail

Flathead County Jail Historical Inmate Populations: Flathead County Jail Operational Assessment, NIC Technical Assistance Report 2016 and LPA analysis of BookingStats_2016toPresent_Jail_Study.xls provided by Flathead County Jail

Flathead County Jail Operational Assessment, NIC Technical Assistance Report 2016 and LPA analysis of BookingStats_2016toPresent_Jail_Study.xls provided by Flathead County Jail

Policy Lessons Learned from Justice and Health Care Systems' Response to COVID 19

730 Days Later: Safety and Justice Lessons Learned from Two Years of Covid-19, Matt Davis, March 2022. https://safetyandjusticechallenge.org/blog/730-days-later-safety-and-justice-lessons-from-two-years-of-covid-19/

"County governments have served on the front lines of the nation's response to the pandemic," said Larry Johnson, President of the National Association of Counties. Larry is also a County Commissioner in DeKalb County, Georgia. He said counties have been using new resources from the American Rescue Plan to shape their response. "We are investing in building healthier, safer counties where all our residents have opportunities to thrive," he said. That means pursuing innovative practices with community partners to reduce the misuse and overuse of jails. It also means "improving outcomes for individuals involved in the justice system, especially residents with behavioral health conditions," Larry said."

"Don't Waste the COVID Crisis — As the U.S. heads back to "normal," we should never return to the old way health systems were run" Gary Tamkin, MD, December 9, 2022 https://www.medpagetoday.com/opinion/second-opinions/102163?xid=nl_secondopinion_2022-12-11&eun=g2129495d0r

Winston Churchill said "Never let a good crisis go to waste." This article summarizes lessons learned re use of tele-health options, moving patients immediately to appropriate locations, and strategies to address staff burnout and turnover.

Diverting those with Behavioral Health Issues from Arrest or Jail

"County Funding Opportunities to Support Community Members Experiencing a Behavioral Health Crisis," January 24, 2023. https://www.naco.org/resources/county-funding-opportunities-support-community-members-experiencing-behavioral-health

> "This funding chart can help county leaders identify possible funding streams to build and strengthen local behavioral health crisis response continuums. The funding sources reflect opportunities across behavioral health, criminal legal and related systems. Due to the cross-sector nature of crisis response, some sources focus on certain populations, like youth, while others target a certain supportive piece of the crisis continuum, like workforce or training."

"Behavioral Health Diversion Interventions: Moving From Individual Programs to a Systems-Wide Strategy." Justice Center of the Council of State Governments (CSG), October 2019. https://csgjusticecenter.org/publications/behavioral-health-diversion-interventions-moving-from-individual-programs-to-a-systems-wide-strategy/

> "A thoughtful systems-wide behavioral health diversion strategy that builds a continuum of behavioral health diversion interventions into the criminal justice system will maximize the number of interventions available, ensure that the interventions offered meet the needs of the community, and more effectively reroute the appropriate people from conventional case processing and incarceration into the community-based treatment and support services that better serve their needs."

The Solution to America's Mental Health Crisis Already Exists – NYT Editorial Board, October 2022 https://www.nytimes.com/2022/10/04/opinion/us-mental-health-community-centers.html?action=click&module=RelatedLinks&pgtype=Article

> "Sending case managers to jails and prisons and state hospitals to help clients transition into outpatient care. Working with police to screen the people that they encounter in their work. . . a truly robust mental health system will have to include a range of services — not only outpatient clinics but also short-term care facilities for people facing acute crises, and some congregate institutions for the small portion of people who can't live safely in the community. . .(such a system can also) significantly reduce adult psychiatric emergency room visits. . . (thus) costs (of these programs) would be partly offset by what police departments, jails and hospitals could save. . . (also, reductions in) lost earnings that result from untreated mental illnesses (will benefit communities and increase tax revenues)."

Prompt Pretrial Release of Arrestees who Present Low Risk to Public Safety

https://www.prisonpolicy.org/blog/2020/11/17/pretrial-releases "Releasing people pretrial doesn't harm public safety," November 2020.

> Research across "four states, as well as nine cities and counties, where there is existing data on public safety from before and after the adoption of pretrial reforms. All but one of these jurisdictions saw decreases or negligible increases in crime after implementing reforms. Whether the jurisdictions eliminated money bail for some or all charges, began using a validated risk assessment tool, introduced services to remind people of upcoming court dates, or implemented some combination of these policies, the results were the same: Releasing people pretrial did not negatively impact public safety." Public safety was measured by comparing reported overall crime rates &/or re-arrest rates for those on pretrial release, prior to and after reforms were implemented. Reducing detainees' average length of stay in jail through prompt pretrial release reduces jails' average daily population.

Interventions to Reduce Pretrial Releasees' Risk of Failure to Appear for Court and Rearrest

https://50statespublicsafety.us/part-1/strategy-3/action-item-2 "Adopt policies that improve pretrial release decisions and reduce burdens on jails," in 50-State Report on Public Safety by CSG Justice Center, "a web-based resource that combines data analyses with practical examples to help policymakers craft impactful strategies to address their specific public safety challenges." https://csgjusticecenter.org/publications/50-state-report-on-public-safety

> "Using the least restrictive means necessary to ensure appearance in court and promote public safety, pretrial services staff can remind people of upcoming court dates and support their compliance with any conditions the court may require when authorizing their release, such as meeting with pretrial supervision staff, forbidding contact with certain individuals, or complying with curfews, electronic monitoring, or drug testing."

"Use of Court Date Reminder Notices to Improve Court Appearance Rates," September 2017. Prepared by the National Center for State Courts' Pretrial Justice Center for Courts. See www.ncsc.org/pjcc for more information. This article describes a variety of notification systems, including operating costs.

> "Notification systems may help to improve the court appearance rates of defendants, thereby reducing the community and court costs associated with missed hearings. When defendants fail to appear in court, arrest warrants must be issued and served, defendants may serve more jail time, docket sizes increase, workloads increase for justice system professionals, and an additional burden may be placed on victims and witnesses. Interventions that decrease failure-to-appear (FTA) rates may therefore provide a multi-layered budget-saving measure for courts."

Effectiveness of Treatment Courts in Reducing Recidivism of Offenders with Substance Abuse Issues

https://courts.mt.gov/courts/treatment/About/reports (This site has links to Biennial Legislative Reports on Montana's Drug Courts for 2010, 2012, 2014, 2016, 2019, 2021 and 2023. Following excerpts are from 2023 report.

> "Drug courts in Montana are court dockets within a district court or court of limited jurisdiction (i.e., city, municipal, or justice's court) that specialize in criminal, child abuse and neglect, or juvenile cases involving people who are dependent on

alcohol and/or other drugs. Drug courts give individuals the tools to change their lives. These courts reduce recidivism and alcohol and other drug use among participants and habilitate them through substance use disorder treatment, mandatory and frequent drug testing, self-help meetings, use of appropriate sanctions, incentives, and therapeutic responses, and continuous judicial oversight. . . .Overall conviction/recidivism rates for the three-year period following admission to Montana adult drug courts remain low and somewhat lower than in the previous three-year period." (p, 2, 4)

"According to the National Drug Court Institute's "Painting the Current Picture – A National Report on Drug Courts and Other Problem-Solving Courts in the United States," research verifies that no other justice intervention can rival the results produced by drug courts. The report states that "[m]ore than 25 years of exhaustive scientific research on adult drug courts has proven that adult drug court is effective and cost-effective, identified the appropriate target population for these programs, and identified dozens of practices proven to enhance outcomes significantly." (p. 7)

The National Drug Court Institute, established in 1997, offers training (including peer-to-peer), technical assistance and a wide variety of published research reports, newsletters, guides and standards, and monographs describing evidence-based drug court practices.
https://www.ndci.org/resource/publications

for example, see "Painting the Current Picture: A National Report on Treatment Courts in the United States." National Drug Court Institute, 2022.
https://issuu.com/ndcrc/docs/pcp_2022_highlightsinsights_digitalrelease

Montana State Department of Corrections (DOC) and Department of Mental Health

Governor Steve Bullock and Director Reginald D. Michael, *Montana Department of Corrections 2019 Biennial Report.* (Helena, MT: Montana Department of Corrections, 2019), A-8, A-9.

Half of "supervision failures" after release from prison occur within first year.

Montana DOC Prerelease Centers https://cor.mt.gov/Facilities/PrereleaseCenters

Montana Justice Reinvestment Initiative enacted 2017.
https://cor.mt.gov/JusticeReinvestment/JusticeReinvestmentInitiative

"Justice Reinvestment in Montana: Overview," Council for State Governments, 2015.
https://csgjusticecenter.org/publications/justice-reinvestment-in-montana-overview/

"Montana wants to expand institutional mental health and addition treatment. What's the downside?" Mara Silvers, July 25, 2022.
https://montanafreepress.org/2022/07/25/montanas-push-for-inpatient-mental-health-and-addiction-treatment/

Missoula County

https://www.kpax.com/news/missoula-county/experts-missoulas-efforts-on-jail-diversion-behavioral-health-moving-the-dial

“Efforts to reduce crowding at the Missoula County Detention Center and divert offenders to other resources have shown progress in recent years, saving taxpayer's money while getting low-level offenders help, the county said. The Jail Diversion Master Plan was written and adopted in 2016 and included roughly 40 recommendations across a number of categories, such as pre-sentencing and behavioral health.”

Missoula County MT Safety & Justice Challenge, Macarthur Foundation. https://safetyandjusticechallenge.org/our-network/missoula-county-mt/ Last updated December 2022.

Appendix B - Decisionmakers and Stakeholders Interviewed

County Management

- Brad Abell, County Commissioner
- Randy Brodehl, County Commissioner
- Pam Holmquist, County Commissioner
- Pete Melnick, County Administrator

Sheriff's Office

- Sheriff Brian Heino
- Jail Commander Jenny Root
- Patrol Commander Nic Salois
- Drug Task Force Commander Alan Brooks

County Justice System

- Nick Aemisigger, Public Defender
- Travis Ahner, County Attorney
- Eric Hummel, Justice of the Peace
- Devin Kuntz, District Court Administrator
- Doug Overman, Kalispell Chief of Police
- Heidi Ulbricht, District Court Judge
- Dan Wilson, District Court Judge

Flathead Behavioral Health Providers

- Pam Liccardi, Oxytocin Director
- Sarah Winfrey, Co-Responder, with Greater Valley Health Center colleagues Shaunda Wenger (Behavioral Health Director) and Catherine Todd (Director of Strategy, Communications & Compliance)

Montana Department of Corrections

- Dave Castro, Montana Probation & Parole regional administrator
- Cynthia Wolken, Montana Department of Corrections Deputy Director

Other Key Informants

- Lorraine Clarno, Kalispell Chamber of Commerce
- Jeff Kushner, Montana State Drug Court Coordinator
- Jenny Daniel & Chelsea Wittman, Missoula County Safety & Justice Initiative (Missoula Community Corrections and MacArthur Foundation)

Appendix ‘D’ – Design Workshop Presentations

The attached pages are the two parts of the Design Presentations delivered to the county on the December 19th, 2022, workshop.

The first part is the L&P Forecasting and Projections presentation.

The second part was the design options presented by RS Security.

Flathead County
Adult Detention Center Needs Assessment

December 19, 2022

Forecasting and Design Workshop

Introductions

- Project Team
  - Jacob Augenstein, AIA, NCARB, LEED AP BD+C (Slate Architecture)
    - Main Point of Contact, Architect
  - Teri Martin, PhD (Law & Policy Associates)
    - Forecasting, Population Projections, Policy
  - Rich Siddons (RS Security, LLC)
    - Security Specialist

Project Scope

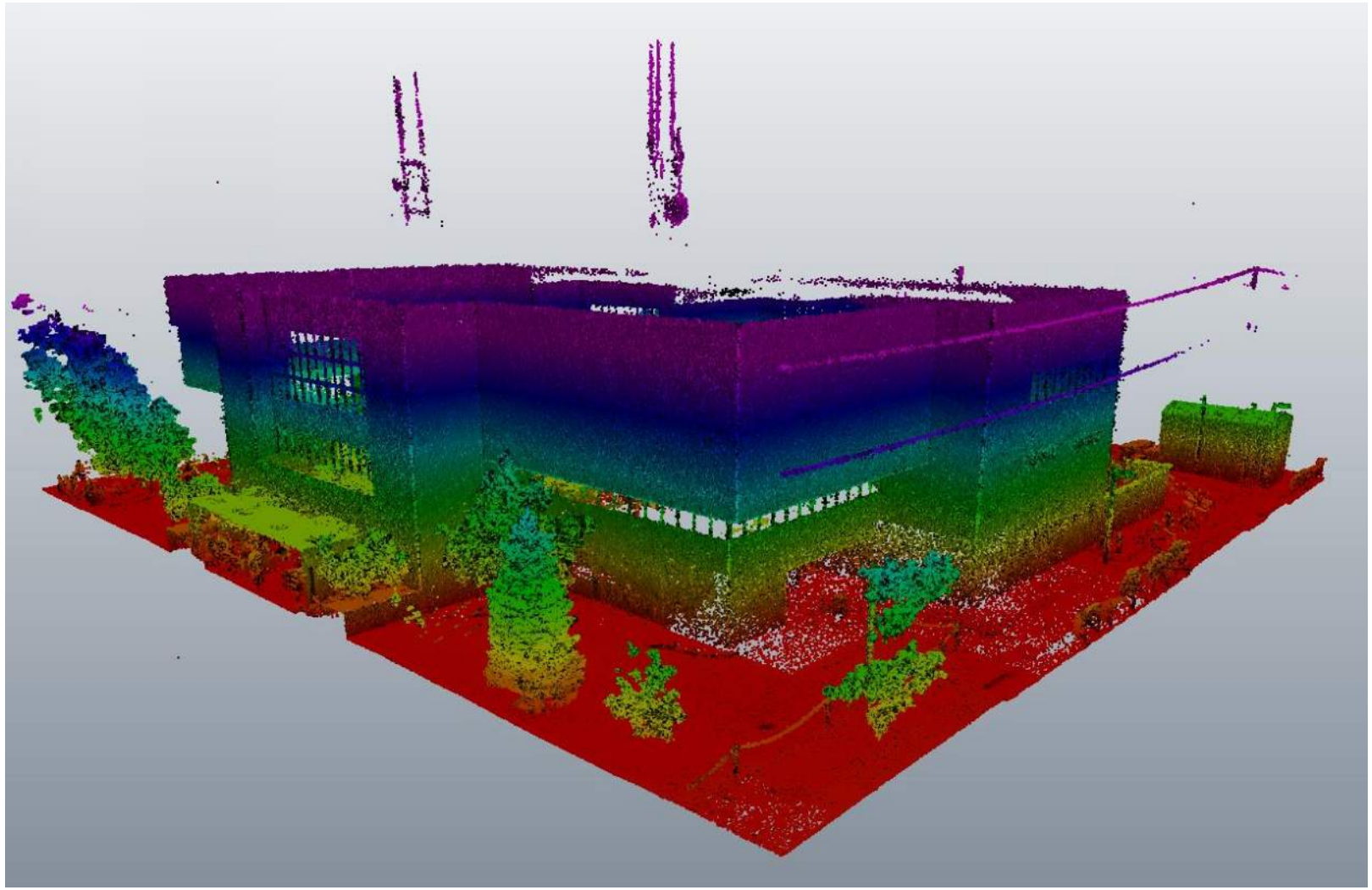
Monday Dec. 19, 2022

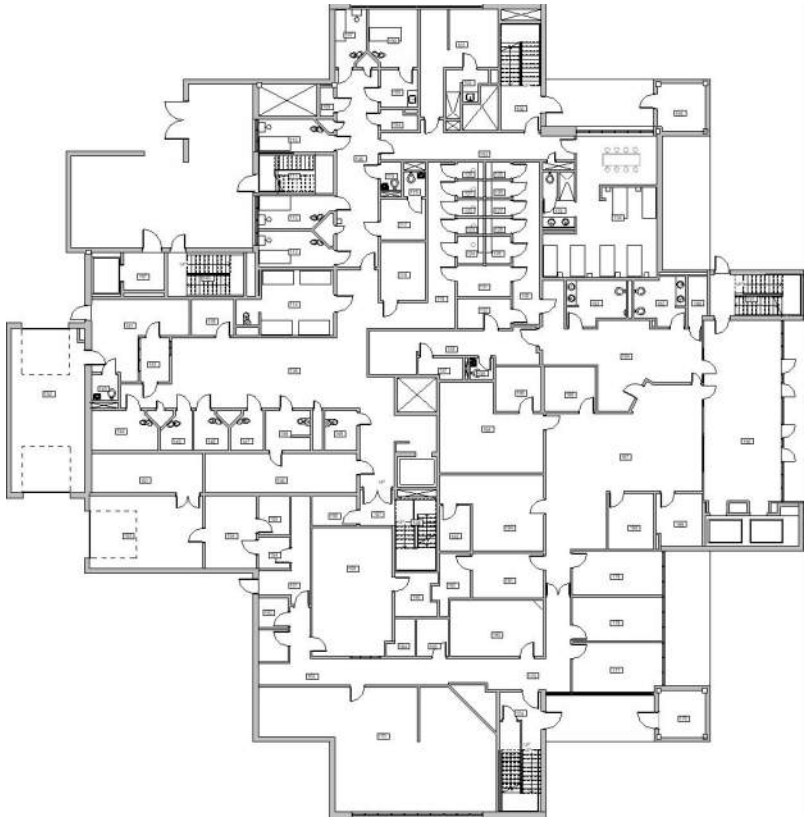
Status	Scope of work
x	**Kick off Meeting (Conference Call)**
x	1) Demographic Study, Population Projections, Trend Analysis, Detention Center ADP
x	2) A current and 20 year forecast
x	**3) Structured Interviews with Decision-Makers**
x	4) An evaluation of the existing detention center compared to current and forecasted demand;
x	**4a) County to Supply Existing Documents for Review.**
x	**4b) Existing Facility Site Visit, Existing Condition Review, and Workshop, Interviews (1 Day Site Visit)**
x	4c) Building Scanning
x	4d) Existing Facility Drawing Development
x	4e) Existing Facility System Narratives and Review
x	5) An estimated projection of when demand will exceed capacity in the existing facility;
x	6) Options for meeting bed capacity projections. High Level Cost Estimates of Each Option

Status	Scope of work
	7) Review and Discuss Design Options. Discussion on Policies and Programs. Select Preferred Option .(any additional option are apart of additional services)
	7a) Owner Coordination Workshops – 1 (Selected Preferred Option)
	7b) A staffing analysis for the preferred design;
	7c) An operating budget for the proposed option based on the facility size, staffing analysis, and input from the Flathead County Sheriff's department;
	7d) Narrative of Systems to be used in (1) Preferred Design Option
	7e) A construction budget for the proposed option.
	8) 20 Year Modified Detention adp/adm/als projections
	9) Owner Coordination Workshops - 2 (1 Site Visit) Review the Forcasting and Design and Adjust For Final Documentation
	10) Final Projections and Forecasting
	11) Preferred Design Option Graphics for Bonding or Public Use (Additional Service)
	11a) Further Develop Construction Cost Estimates (Additional Service)
	12) Compile and develop Final Presentation and Documentations
	12a) (1) Final Presentation (1 Site Visit)

Building Scan / Floor Plans

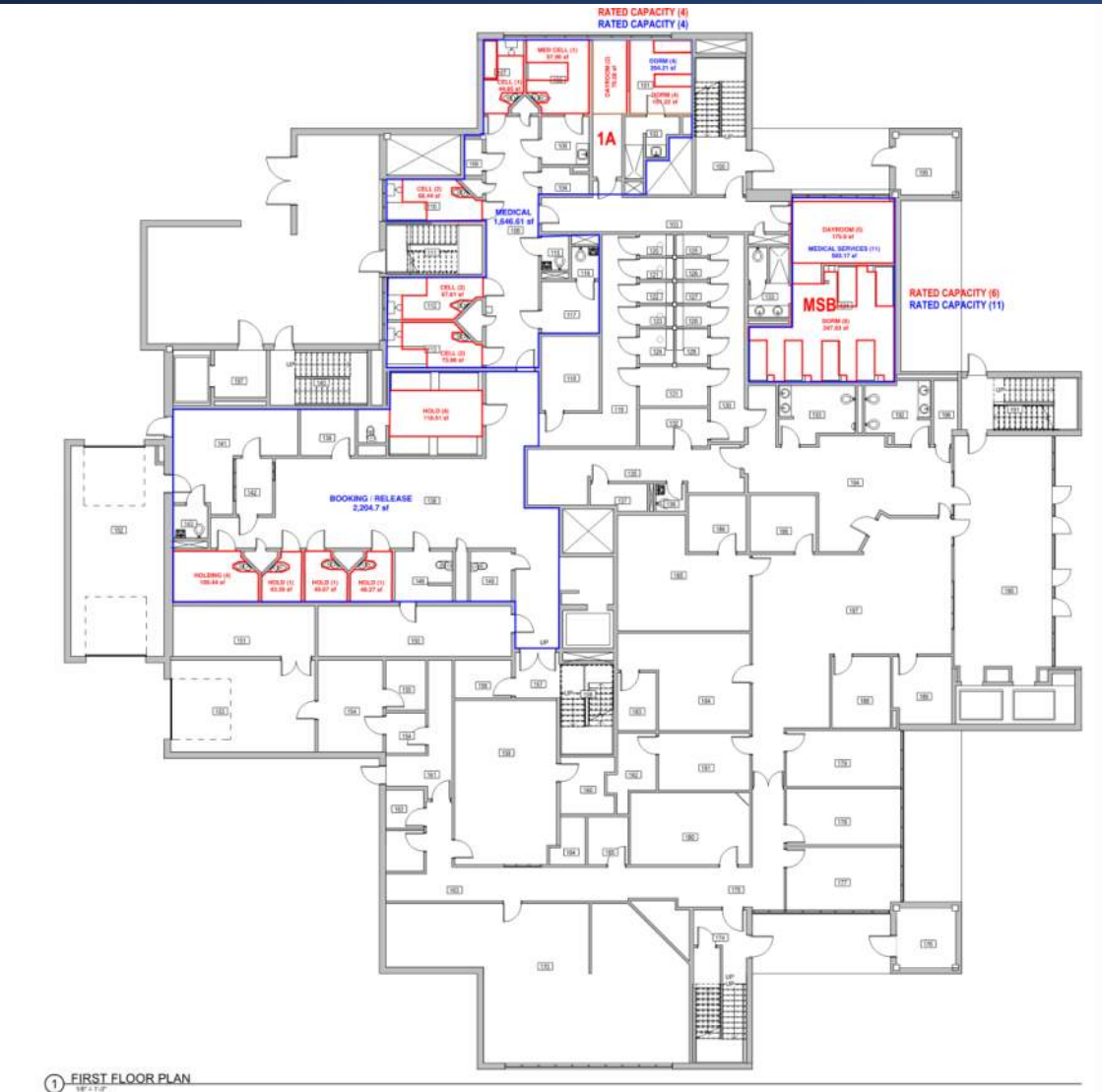
Monday Dec. 19, 2022



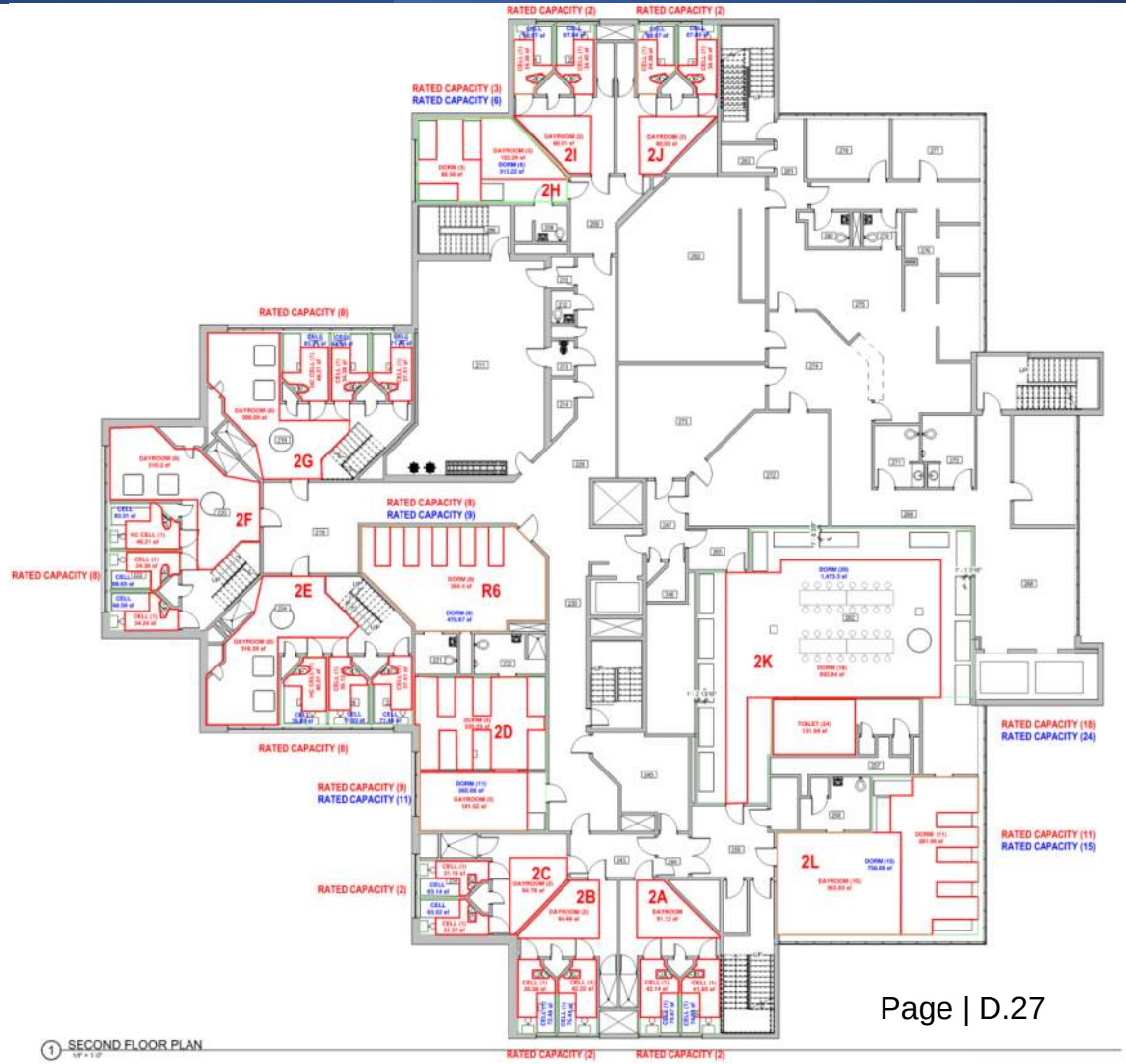


Existing Capacity Study

Monday Dec. 19, 2022



① FIRST FLOOR PLAN



① SECOND FLOOR PLAN

Existing Capacity Study

Monday Dec. 19, 2022

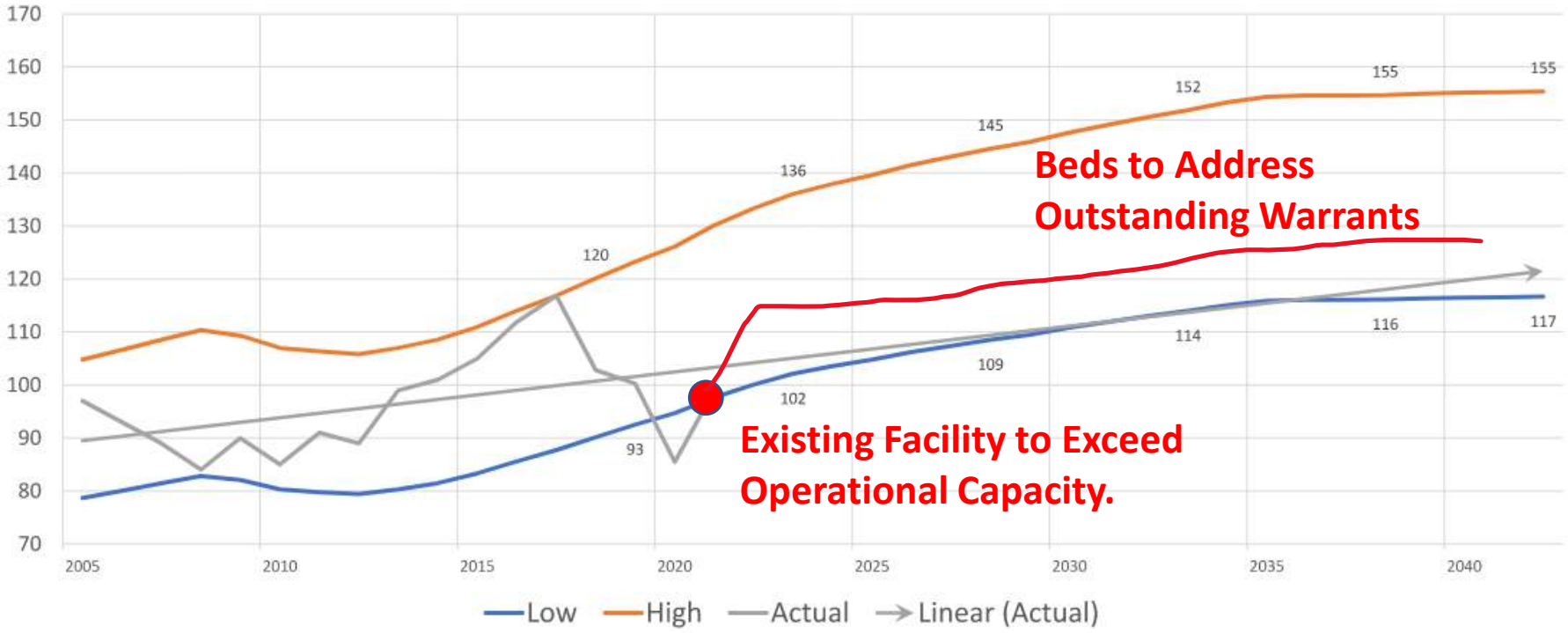
FLATHEAD COUNTY DETENTION FACILITY - CAPACITY STUDY							
STUDY TITLE	FACILITY TITLE	ACA STANDARDS CAPACITY	MONTANA STANDARDS CAPACITY	FLATHEAD CAPACITY	RECOMMENDED 100% CAPACITY		COMMENTS
FIRST FLOOR							
1A	MSA	4	4	?	4		Confirm Function
1B	MSB	6	11	12	11		
MEDICAL	Mental Health	8	8	4	4		Used for Mental Health
SECOND LEVEL							
2A	J MOD	2	2	4	2		
2B	I MOD	2	2	4	2		
2C	H MOD	3	6	8	6		
2D	G MOD	8	8	12	8		
2E	F MOD	8	8	14	8		
2F	E MOD	8	8	12	8		
2G	R6	8	9	12	9		Natural Light NON COMPLIANT
2H	D MOD	9	11	14	11		
2J	C MOD	2	2	2	2		
2K	B MOD	2	2	4	2		
2L	A MOD	2	2	4	2		
2M	L MOD	11	15	12	15		
2N	K MOD	18	29	28	24		LIMITED BASED ON FIXTURE COUNT. NATURAL LIGHT NON COMPLIANT
EMERGENCY CAPACITY		101	127	146	118		
PEAK/ NON-RATED		18	20	28	20		Less 10% Plus Non Rated Beds
OPERATIONAL BED CAPACITY		83	107	118	98		
CAPACITY FACTORS							
	ACCESS TO NATURAL LIGHT						
	ALOCATED SPACE						
	FIXTURE COUNTS						
FACILITY LIMITATIONS							
	KITCHEN CAPACITY						
	LIMITED PROGRAMS						
	MENTAL HEALTH CARE						
	STAFF INTENSIVE DESIGN						

Operational Capacity 98 Beds

Bed Projections

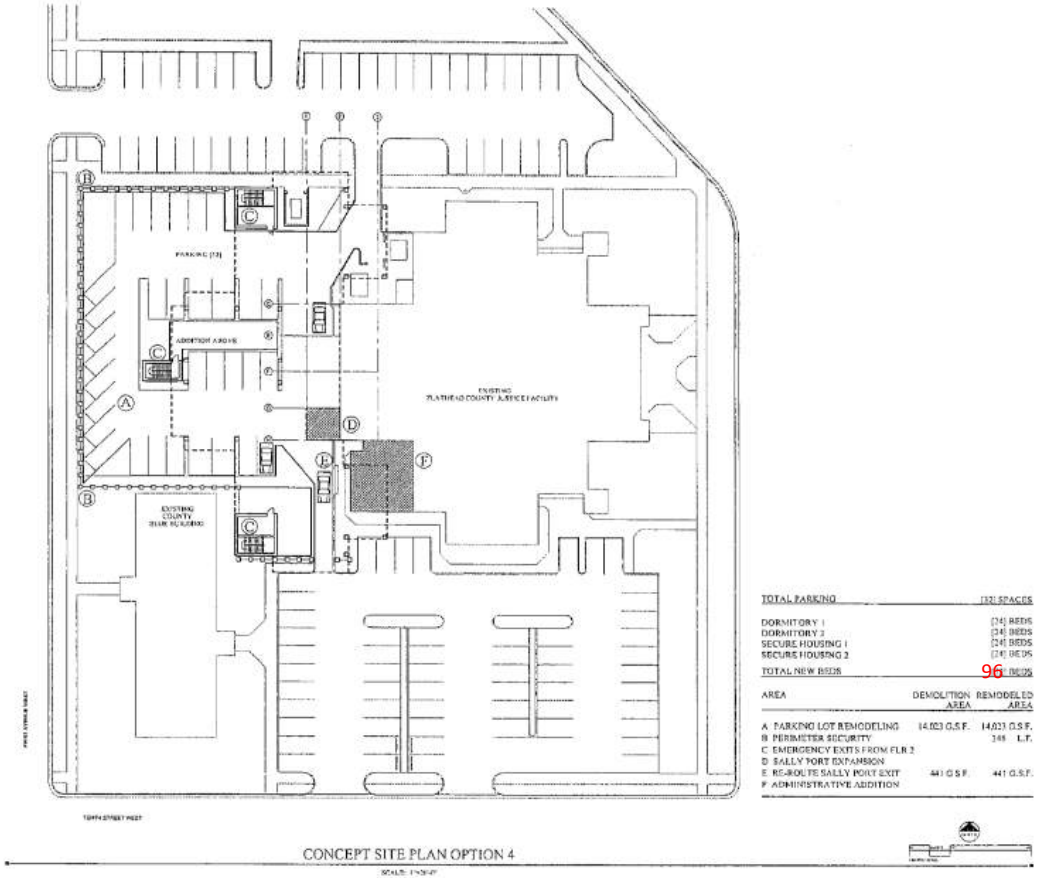
Monday Dec. 19, 2022

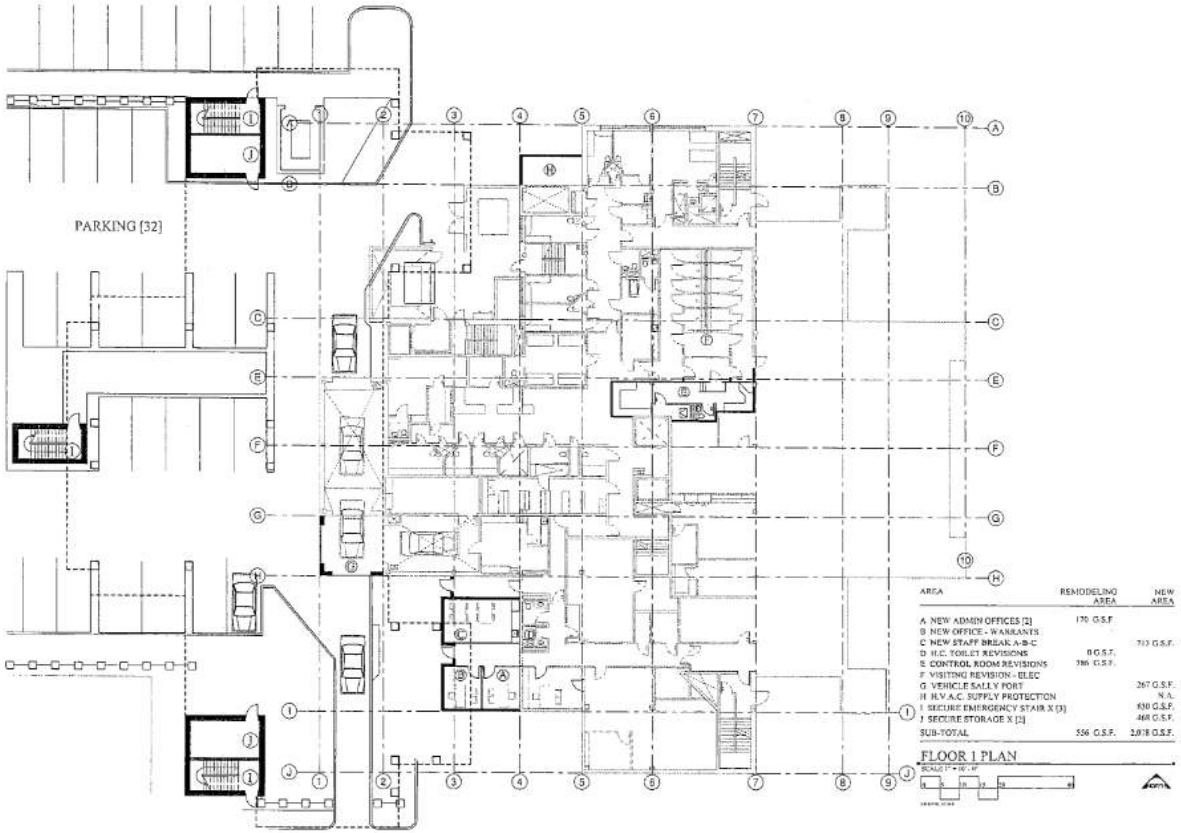
Actual & Projected ADP 2015-2042



2005 Expansion Study

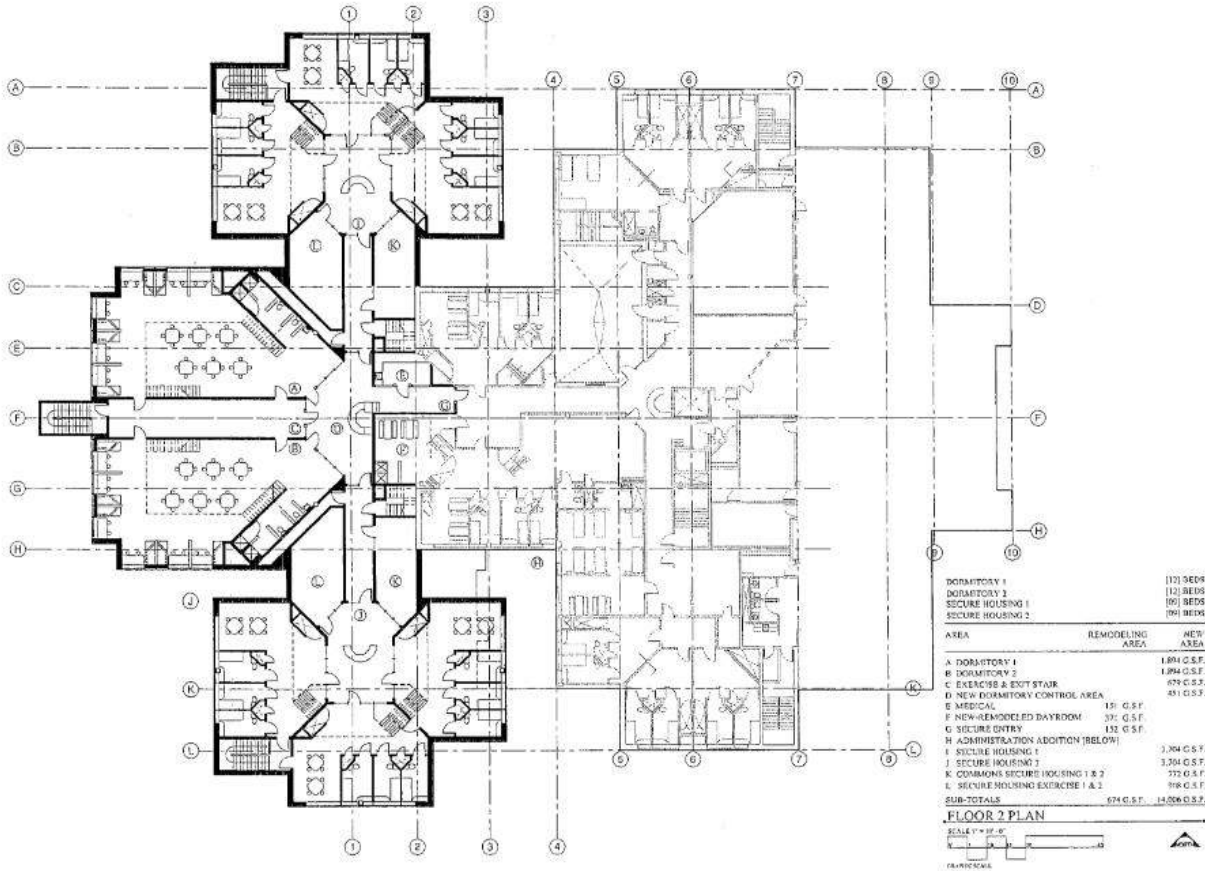
Monday Dec. 19, 2022

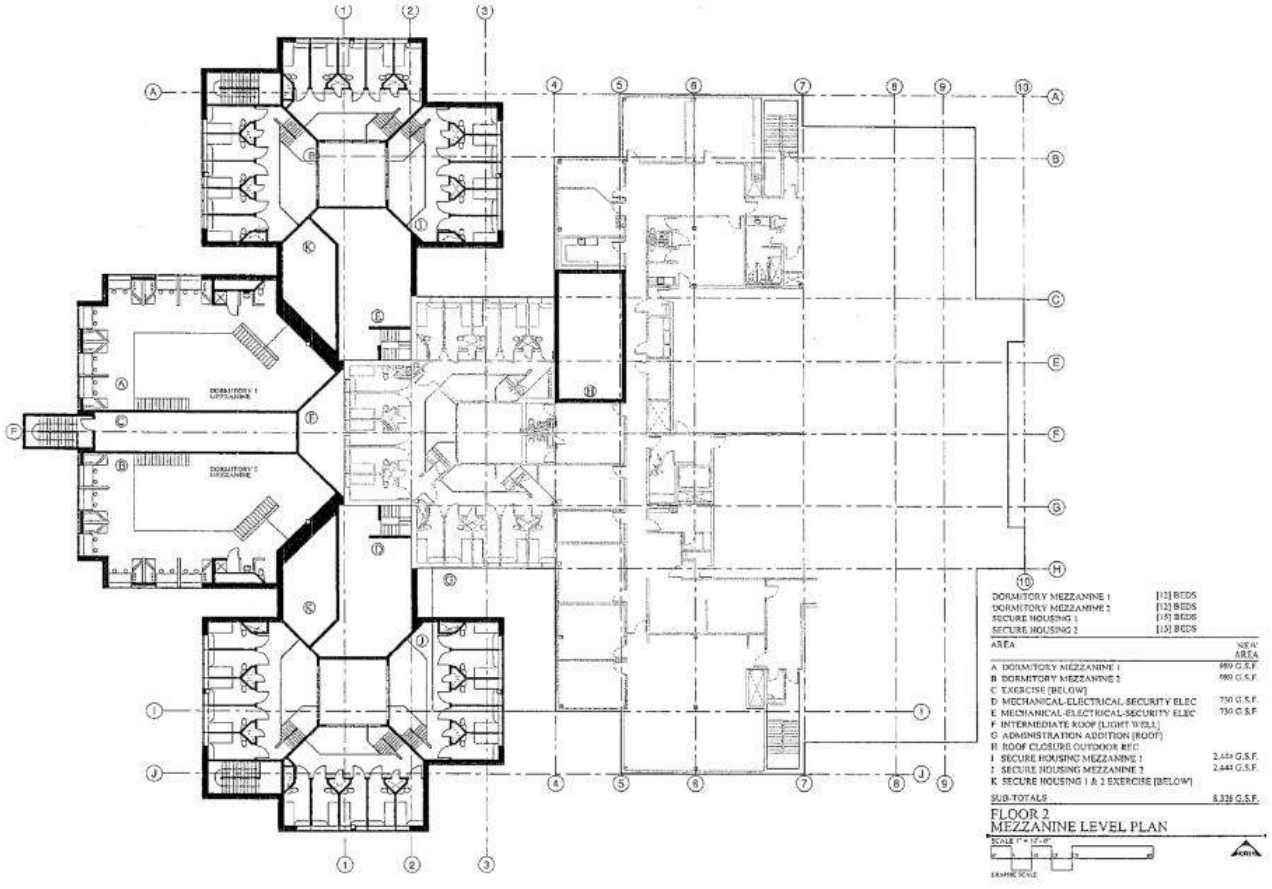




2005 Expansion Study

Monday Dec. 19, 2022





2005 Expansion Study

Monday Dec. 19, 2022

FLATHEAD COUNTY DETENTION FACILITY - CAPACITY STUDY							
STUDY TITLE	FACILITY TITLE	ACA STANDARDS CAPACITY	MONTANA STANDARDS CAPACITY	FLATHEAD CAPACITY	RECOMMENDED 100% CAPACITY		COMMENTS
FIRST FLOOR							
1A	MSA	4	4	?	4		Confirm Function
1B	MSB	6	11	12	10		
MEDICAL	Mental Health	8	8	4	4		Used for Mental Health
SECOND LEVEL							
2A	J MOD	2	2	4	2		
2B	I MOD	2	2	4	2		
2C	H MOD	3	6	8	6		
2D	G MOD	8	8	12	8		
2E	F MOD	8	8	14	8		
2F	E MOD	8	8	12	8		
2G	R6	8	9	12	0		Program Space Expansion
2H	D MOD	9	11	14	11		
2J	C MOD	2	2	2	2		
2K	B MOD	2	2	4	2		
2L	A MOD	2	2	4	2		
2M	L MOD	11	15	12	0		Program Space Expansion
2N	K MOD	18	29	28	0		Program Space Expansion
2005 Proposed Expansion (96 Beds)							
Exp Dorm 1					24		
Exp Dorm 2					24		
Exp Hsg (3 Mods)					24		
Exp Hsg (3 Mods)					24		
EMERGENCY CAPACITY		101	127	146	165		Does Nor Address Staffing
PEAK/ NON-RATED		18	20	28	30		Less 10% Plus Non Rated Beds
OPERATIONAL BED CAPACITY		83	107	118	135		
CAPACITY FACTORS							
	ACCESS TO NATURAL LIGHT						
	ALOCATED SPACE						
	FIXTURE COUNTS						
FACILITY LIMITATIONS							
	KITCHEN CAPACITY						
	LIMITED PROGRAMS						
	MENTAL HEALTH CARE						
	STAFF INTENSIVE DESIGN						

2005 Proposed Expansion 96 Beds			
G.S.F.	25,640.00		
2023	$800.00	$20,512,000.00	
2024	12.00%	$2,461,440.00	$22,973,440.00
2025	10.00%	$2,297,344.00	$25,270,784.00
2026	7.00%	$1,768,954.88	$27,039,738.88
2027	5.00%	$1,351,986.94	$28,391,725.82
2028	5.00%	$1,419,586.29	**$29,811,312.12**

Historical Reference:

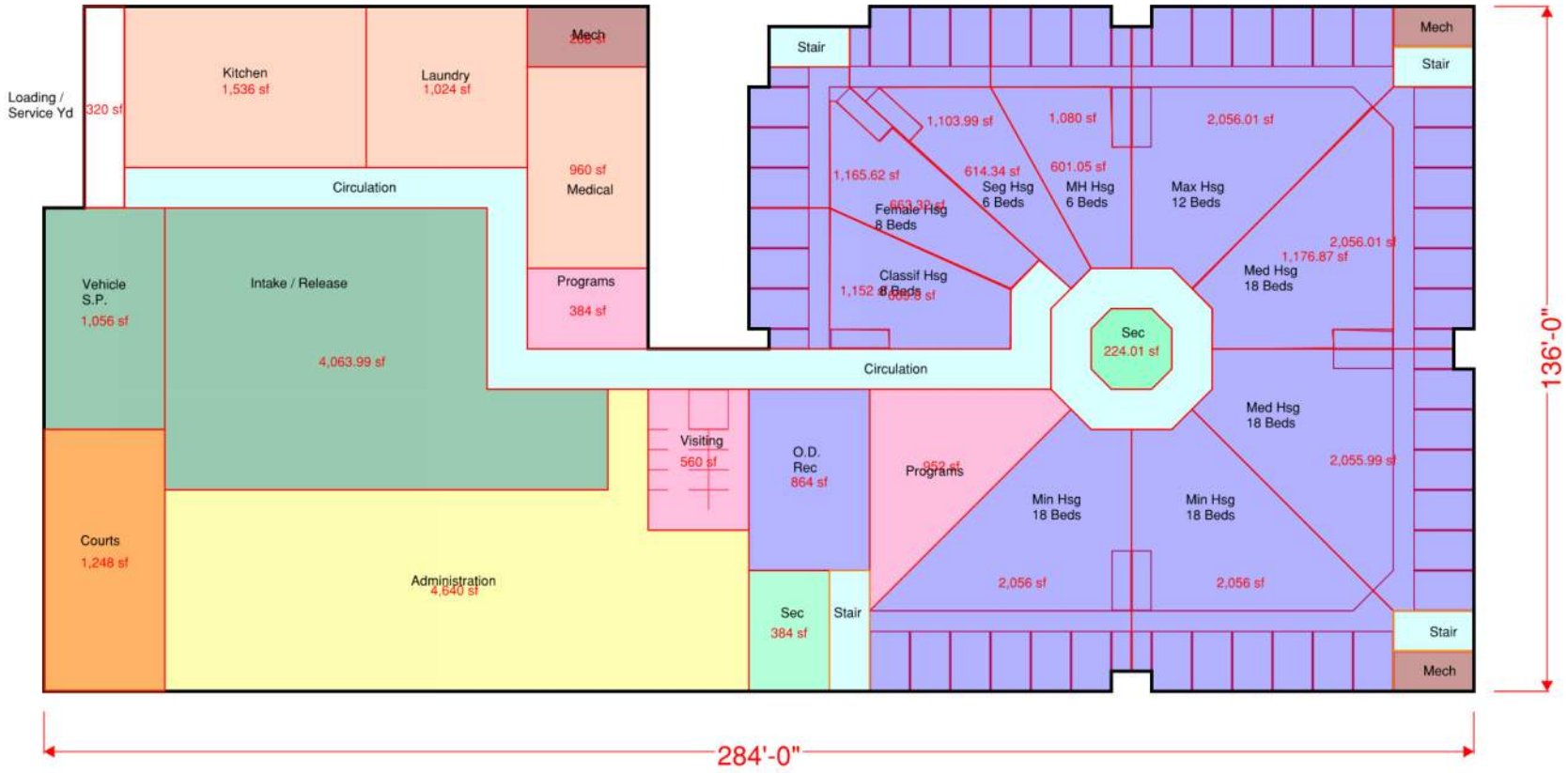
2005 Estimate $14,151,667

2015 Estimate $18,090,599

Operational Capacity 135 Beds

New Construction Option 1

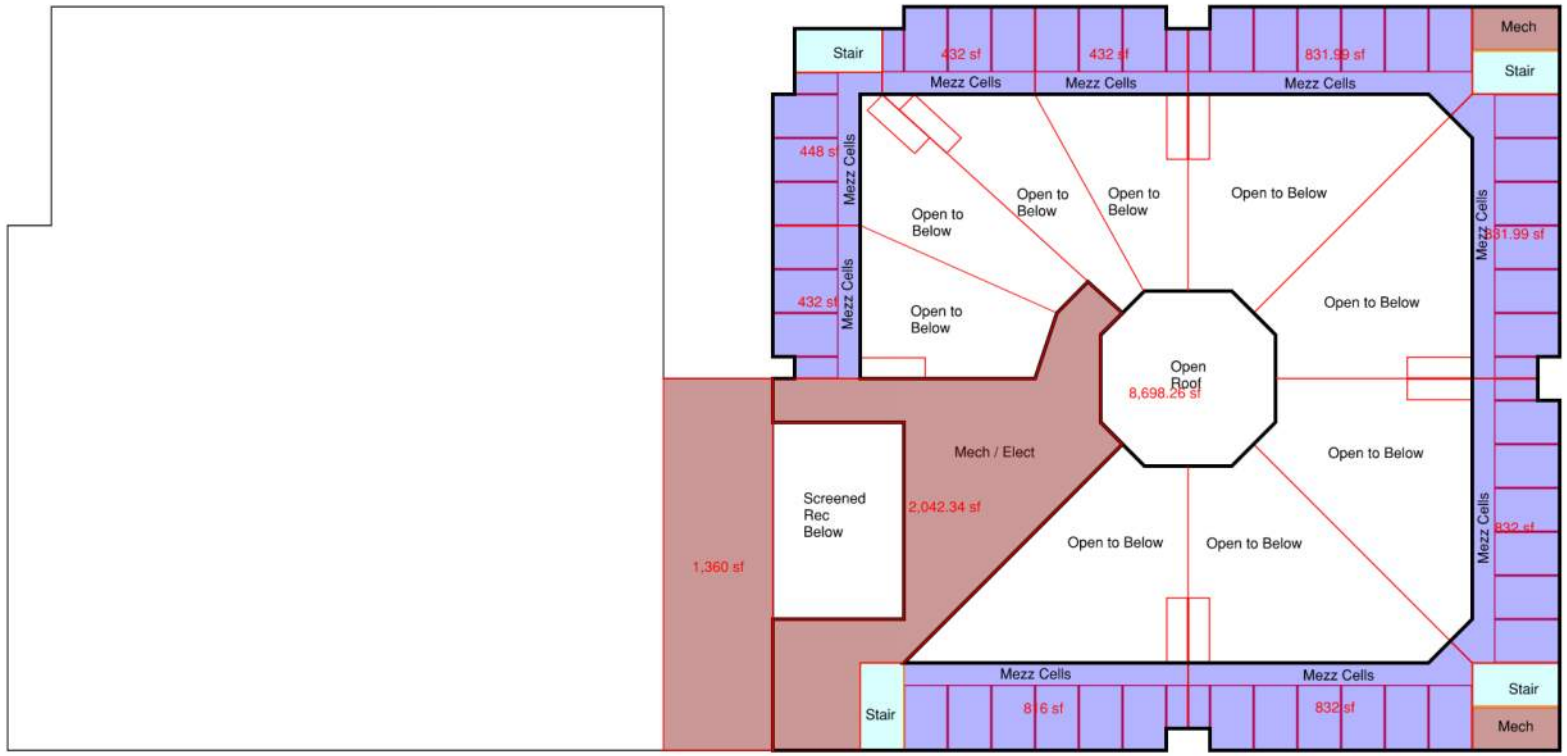
Monday Dec. 19, 2022



New Construction Option 1 - Main Level
36,688 Gross Sq. Ft.

New Construction Option 1

Monday Dec. 19, 2022



New Construction Option 1 - Mezzanine Level
24,699 Gross Sq. Ft. 61,387 Total Gross Sq. Ft.

New Construction Option 1

Monday Dec. 19, 2022

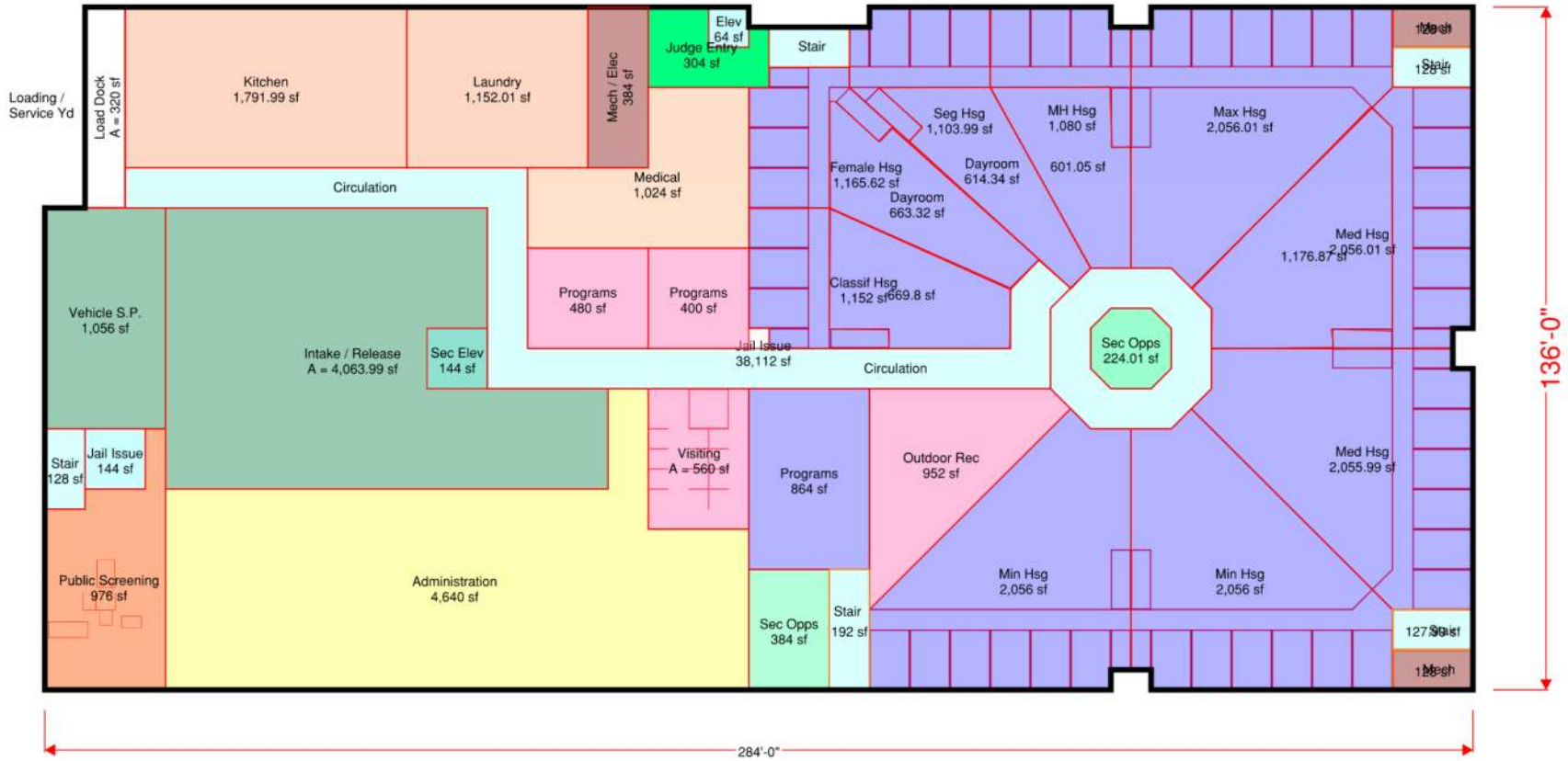
FLATHEAD COUNTY DETENTION FACILITY - CAPACITY STUDY							
STUDY TITLE	FACILITY TITLE	ACA STANDARDS CAPACITY	MONTANA STANDARDS CAPACITY	FLATHEAD CAPACITY	RECOMMENDED 100% CAPACITY		COMMENTS
FIRST FLOOR							
A MOD	Classification	6			6		
B MOD	Female Hsg	6			6		
C MOD	Seg Hsg	3			3		
D MOD	M.H Hsg	6			6		
E MOD	Max Hsg	6			6		
F MOD	Med Hsg	12			12		
G MOD	Med Hsg	12			12		
H MOD	Min Hsg	12			12		
J MOD	Min Hsg	12			12		
SECOND LEVEL							
A MOD	Classification	6			6		
B MOD	Female Hsg	6			6		
C MOD	Seg Hsg	3			3		
D MOD	M.H Hsg	6			6		
E MOD	Max Hsg	12			12		
F MOD	Med Hsg	12			12		
G MOD	Med Hsg	12			12		
H MOD	Min Hsg	12			12		
J MOD	Min Hsg	12			12		
EMERGENCY CAPACITY		156			156		
PEAK/ NON-RATED		20			20		No Medical Beds
OPERATIONAL BED CAPACITY		136			136		
CAPACITY FACTORS							
	MEETS ACA / MONTANA JAIL STAND						
	STAFF EFFICIENT						
FACILITY LIMITATIONS							
	LIGHT ON RECREATION						
	LIGHT ON PROGRAMS						
	LIGHT ON MEDICAL HOUSING						

New Construction 150 beds			
G.S.F.	61,387.00		
2023	$800.00	$49,109,600.00	
2024	12.00%	$5,893,152.00	$55,002,752.00
2025	10.00%	$5,500,275.20	$60,503,027.20
2026	7.00%	$4,235,211.90	$64,738,239.10
2027	5.00%	$3,236,911.96	$67,975,151.06
2028	5.00%	$3,398,757.55	**$71,373,908.61**

Operational Capacity 136 Beds

New Construction Option 2

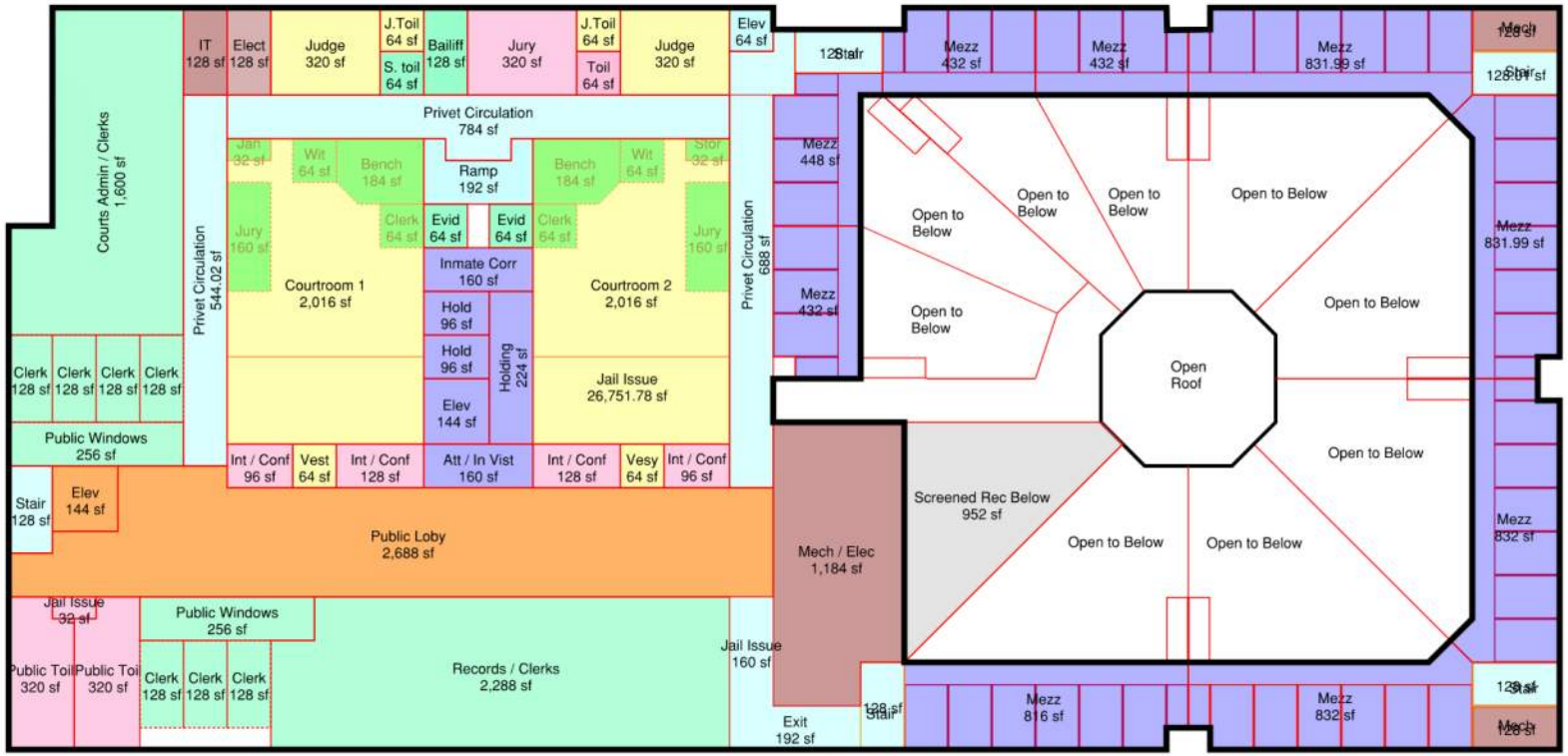
Monday Dec. 19, 2022



New Construction Option 2
Main Level 38,112 Gross Sq. Ft.

New construction Option 2

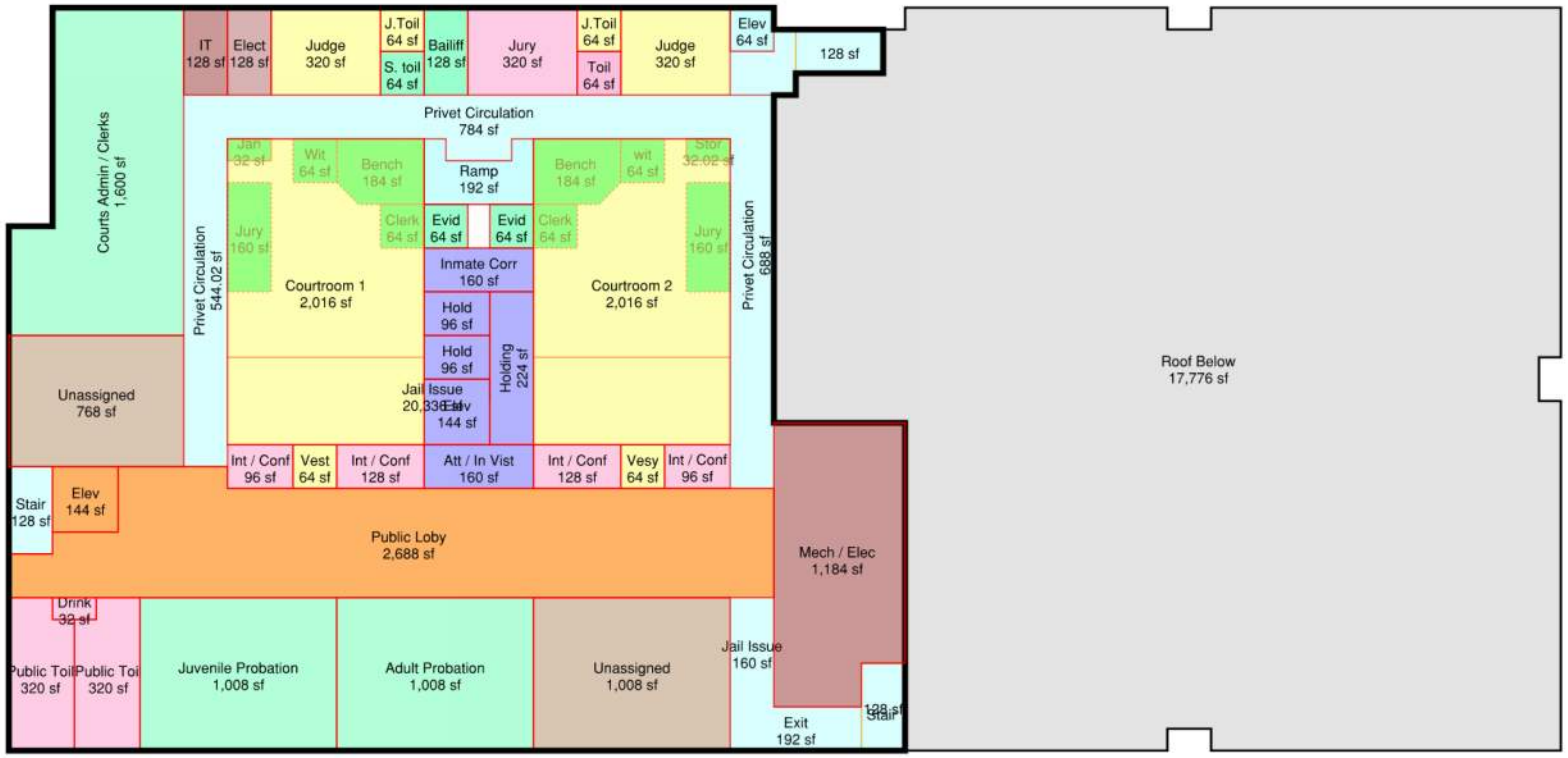
Monday Dec. 19, 2022



New Construction Option 3 - Mezzanine / Courts
Second Level 26,752 Gross Sq. Ft.

New Construction Option 2

Monday Dec. 19, 2022



New Construction Option 2 - Courts Third Level
20,335 Gross Sq. Ft. 85,200 Total Gross Sq. Ft.

New Construction Option 2

Monday Dec. 19, 2022

FLATHEAD COUNTY DETENTION FACILITY - CAPACITY STUDY							
STUDY TITLE	FACILITY TITLE	ACA STANDARDS CAPACITY	MONTANA STANDARDS CAPACITY	FLATHEAD CAPACITY	RECOMMENDED 100% CAPACITY		COMMENTS
FIRST FLOOR							
A MOD	Classification	6			6		
B MOD	Female Hsg	6			6		
C MOD	Seg Hsg	3			3		
D MOD	M.H Hsg	6			6		
E MOD	Max Hsg	6			6		
F MOD	Med Hsg	12			12		
G MOD	Med Hsg	12			12		
H MOD	Min Hsg	12			12		
J MOD	Min Hsg	12			12		
SECOND LEVEL							
A MOD	Classification	6			6		
B MOD	Female Hsg	6			6		
C MOD	Seg Hsg	3			3		
D MOD	M.H Hsg	6			6		
E MOD	Max Hsg	12			12		
F MOD	Med Hsg	12			12		
G MOD	Med Hsg	12			12		
H MOD	Min Hsg	12			12		
J MOD	Min Hsg	12			12		
COURTS 1							
COURTS 2							
COURTS 3							
COURTS 4							
EMERGENCY CAPACITY		156			156		
PEAK/ NON-RATED		20			20		No Medical Beds
OPERATIONAL BED CAPACITY		136			136		
CAPACITY FACTORS							
	MEETS ACA / MONTANA JAIL STAND						
	STAFF EFFICIENT						
FACILITY LIMITATIONS							
	LIGHT ON RECREATION						
	LIGHT ON PROGRAMS						
	LIGHT ON MEDICAL HOUSING						

New Construction 150 Beds / Courts			
G.S.F.	85,200.00		
2023	$800.00	$68,160,000.00	
2024	12.00%	$8,179,200.00	$76,339,200.00
2025	10.00%	$7,633,920.00	$83,973,120.00
2026	7.00%	$5,878,118.40	$89,851,238.40
2027	5.00%	$4,492,561.92	$94,343,800.32
2028	5.00%	$4,717,190.02	**$99,060,990.34**

Operational Capacity 136 Beds

Next Steps

Monday Dec. 19, 2022

- Policies
- Projected Number of Beds
- Expansion or New Facility
- Program Space Requirements
- Law and Justice or Detention Center

Schedule

Monday Dec. 19, 2022

Scope of work	Estimate Due Dates
7) **Review and Discuss Design Options**. Discussion on Policies and Programs. **Select Preferred Option**. (any additional option are apart of additional services)	
7a) Owner Coordination Workshops – 1 (Selected Preferred Option)	19-Dec-22
7b) A **staffing analysis** for the preferred design;	16-Jan-23
7c) An **operating budget** for the proposed option based on the facility size, staffing analysis, and input from the Flathead County Sheriff's department;	16-Jan-23
7d) **Narrative of Systems** to be used in (1) Preferred Design Option	16-Jan-23
7e) A **construction budget** for the proposed option.	30-Jan-23
8) 20 Year Modified Detention adp/adm/als projections	20-Feb-23
9) Owner Coordination Workshops - 2 (1 Site Visit) Review the Forecasting and Design and Adjust For Final Documentation	3-Feb-23
10) Final Projections and Forecasting	6-Mar-23
11) Preferred Design Option Graphics for Bonding or Public Use (Additional Service)	6-Mar-23
11a) Further Develop Construction Cost Estimates (Additional Service)	6-Mar-23
12) **Compile and develop Final Presentation** and Documentations	3-Apr-23
12a) (1) Final Presentation (1 Site Visit)	5-Apr-23

Flathead County

Adult Detention Center Needs Assessment

December 19, 2022

Forecasting and Design Workshop

Introductions

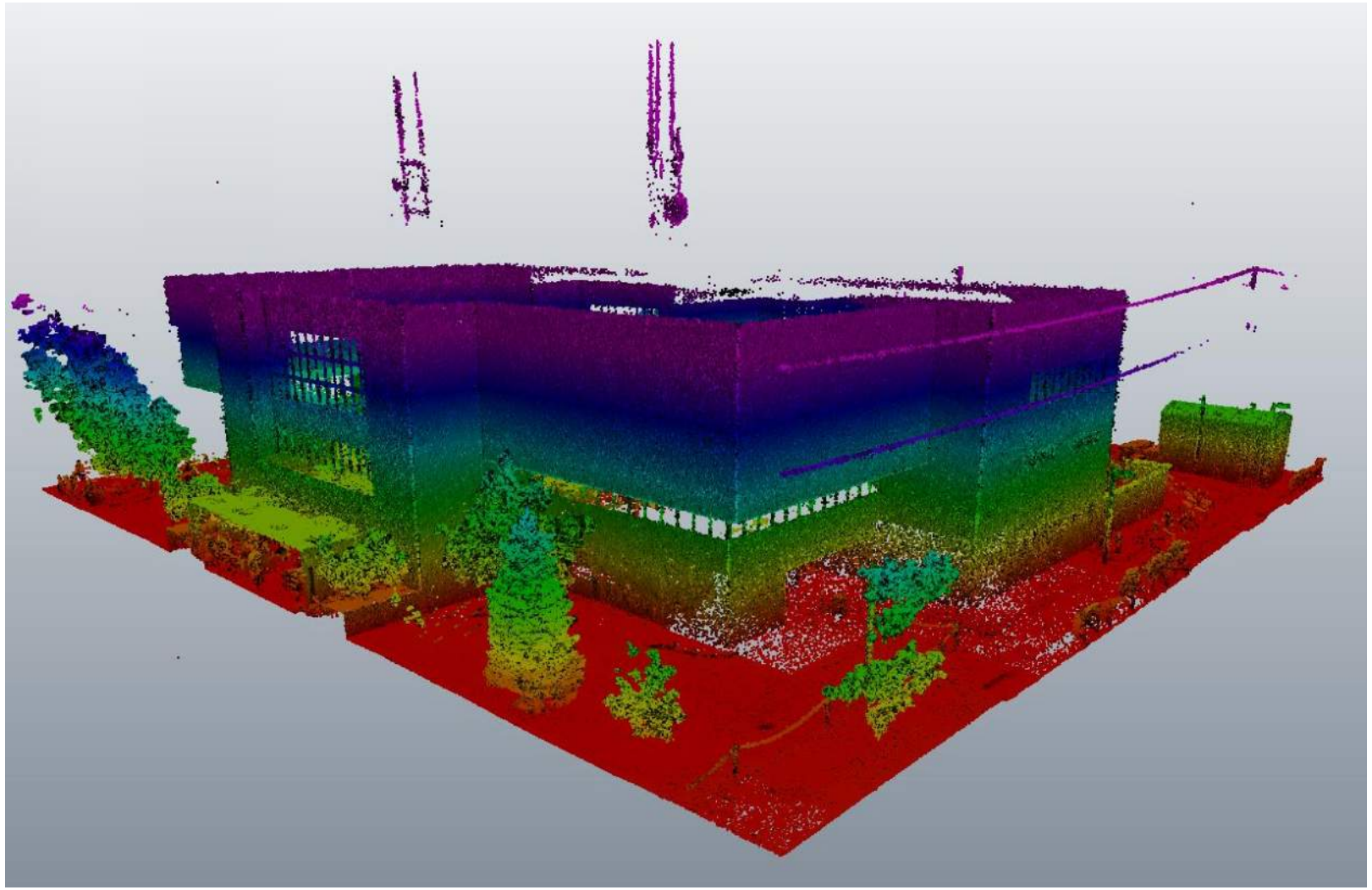
- Project Team
  - Jacob Augenstein, AIA, NCARB, LEED AP BD+C (Slate Architecture)
    - Main Point of Contact, Architect
  - Teri Martin, PhD (Law & Policy Associates)
    - Forecasting, Population Projections, Policy
  - Rich Siddons (RS Security, LLC)
    - Security Specialist

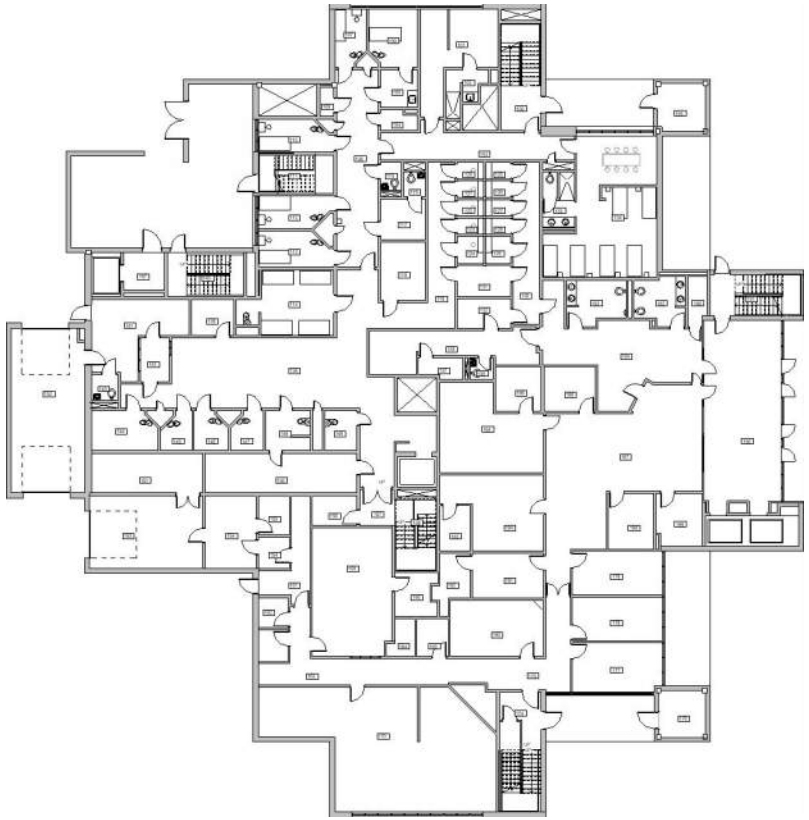
Project Scope

Status	Scope of work
x	**Kick off Meeting (Conference Call)**
x	1) Demographic Study, Population Projections, Trend Analysis, Detention Center ADP
x	2) A current and 20 year forecast
x	**3) Structured Interviews with Decision-Makers**
x	4) An evaluation of the existing detention center compared to current and forecasted demand;
x	**4a) County to Supply Existing Documents for Review.**
x	**4b) Existing Facility Site Visit, Existing Condition Review, and Workshop, Interviews (1 Day Site Visit)**
x	4c) Building Scanning
x	4d) Existing Facility Drawing Development
x	4e) Existing Facility System Narratives and Review
x	5) An estimated projection of when demand will exceed capacity in the existing facility;
x	6) Options for meeting bed capacity projections. High Level Cost Estimates of Each Option

Status	Scope of work
	7) Review and Discuss Design Options. Discussion on Policies and Programs. Select Preferred Option .(any additional option are apart of additional services)
	7a) Owner Coordination Workshops – 1 (Selected Preferred Option)
	7b) A staffing analysis for the preferred design;
	7c) An operating budget for the proposed option based on the facility size, staffing analysis, and input from the Flathead County Sheriff's department;
	7d) Narrative of Systems to be used in (1) Preferred Design Option
	7e) A construction budget for the proposed option.
	8) 20 Year Modified Detention adp/adm/als projections
	9) Owner Coordination Workshops - 2 (1 Site Visit) Review the Forcasting and Design and Adjust For Final Documentation
	10) Final Projections and Forecasting
	11) Preferred Design Option Graphics for Bonding or Public Use (Additional Service)
	11a) Further Develop Construction Cost Estimates (Additional Service)
	12) Compile and develop Final Presentation and Documentations
	12a) (1) Final Presentation (1 Site Visit)

Building Scan / Floor Plans





LPA Jail Population Forecasts

Teri K Martin, PhD Public Policy Analysis

Over 30 years consulting on jail population management, pretrial release, treatment courts, chronic minor offenders, substance abuse prevention and treatment, and other programs.

Strategic Planner

Program Evaluator

Organizational Analyst

Group Process Facilitator

Forecasting Goals

- ✓ Identify key factors shaping past jail population and ADP
- ✓ Develop forecasts of jail population through 2042
- ✓ Highlight policies and programs to manage future jail beds

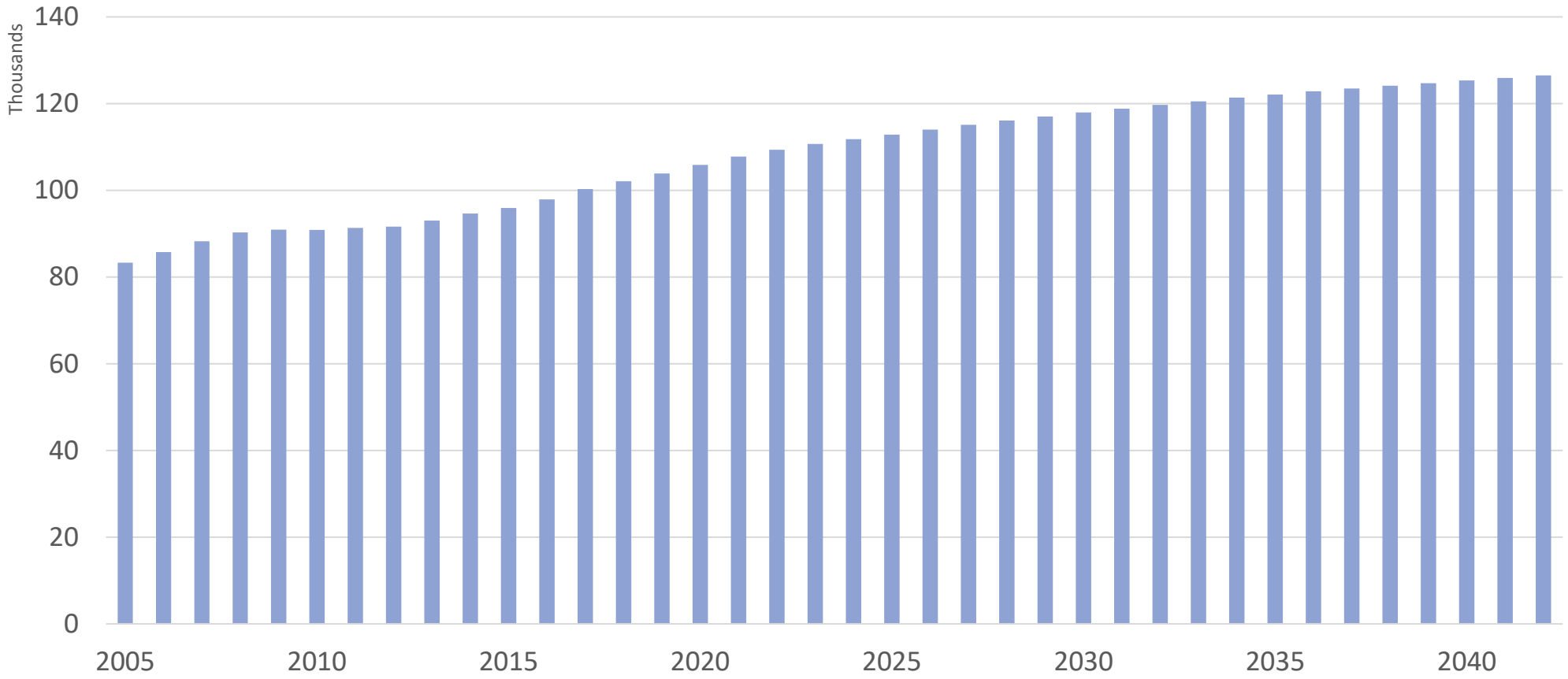
Information Gathered and Analyzed

- ✓ General county population historic trends and projections
- ✓ Jail Bookings, ALOS, and ADP 2005 – 2016
- ✓ Criminal justice system workload trends
- ✓ Profile data on all bookings 2016-2021
- ✓ 26 interviews with County decisionmakers and others

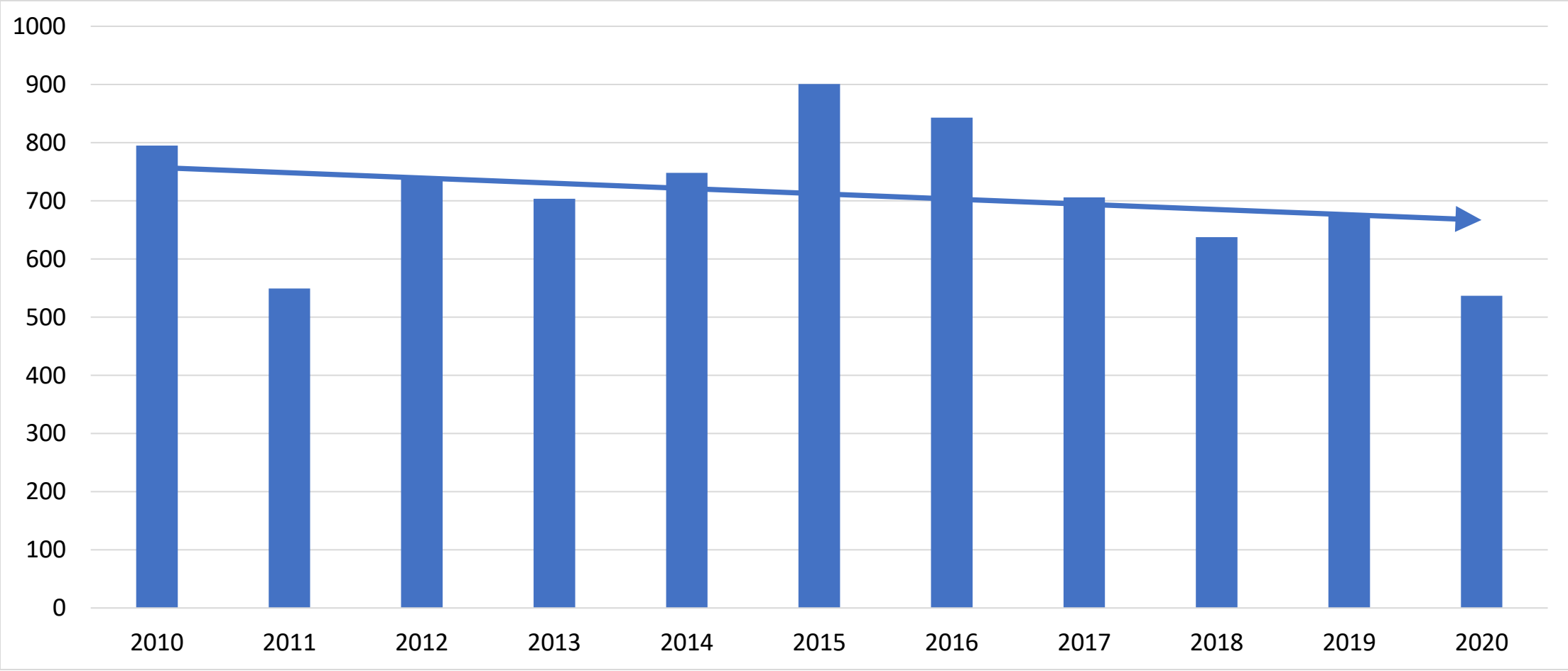
Concerns Expressed

- Recent population growth has increased cost of living.
- Covid focused jail on offenders presenting high public safety risk.
- Facility design and staff shortages limit jail capacity.
- Meth is primary drug of abuse, but fentanyl overdoses are rising.
- Homicides and assaults with guns have shot up recently.
- Access to behavioral health services is very limited.

Flathead County Population Trends

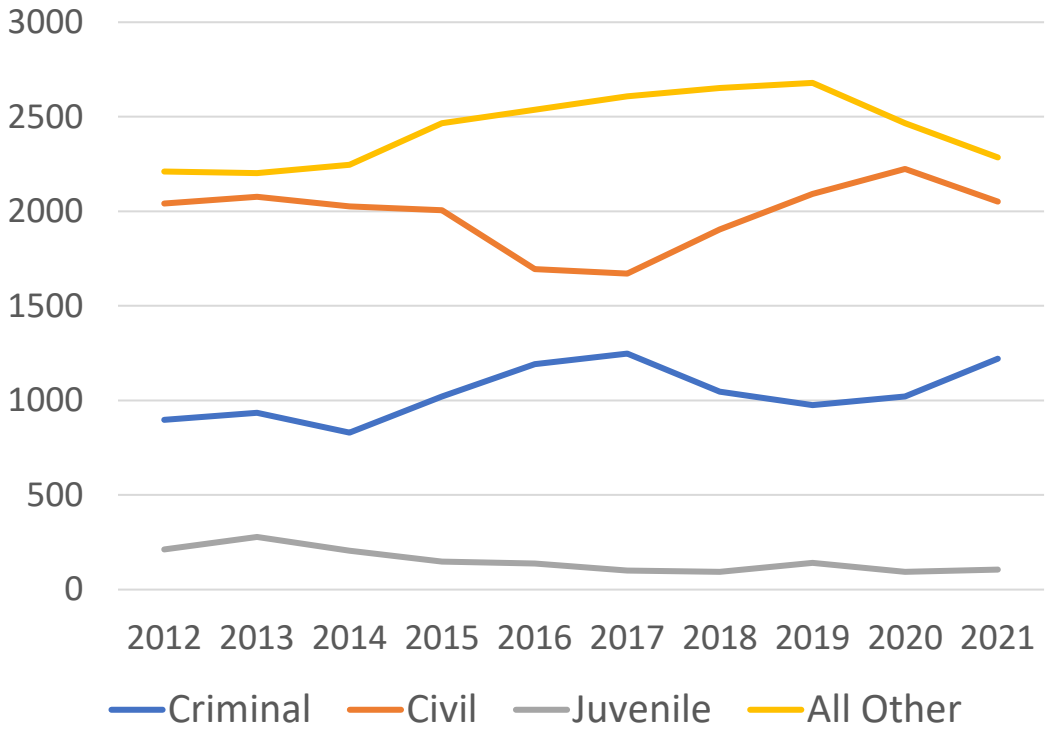


Flathead County Crime Rate 2010-2020

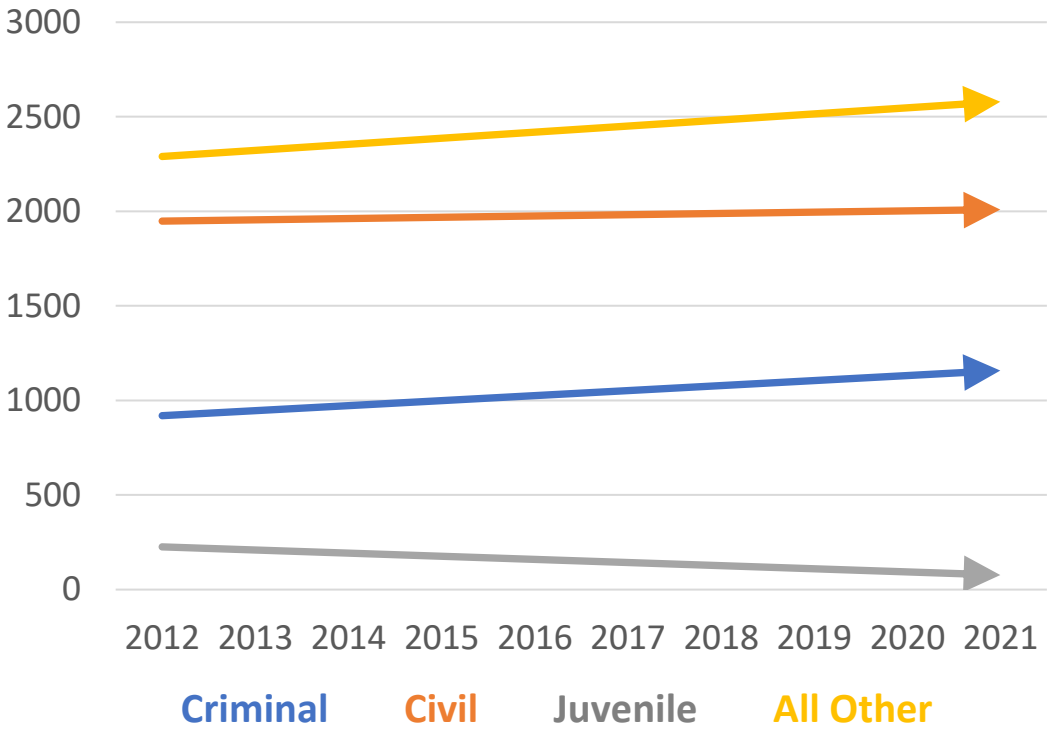


Case Filings – 11th Judicial District 2012-2021

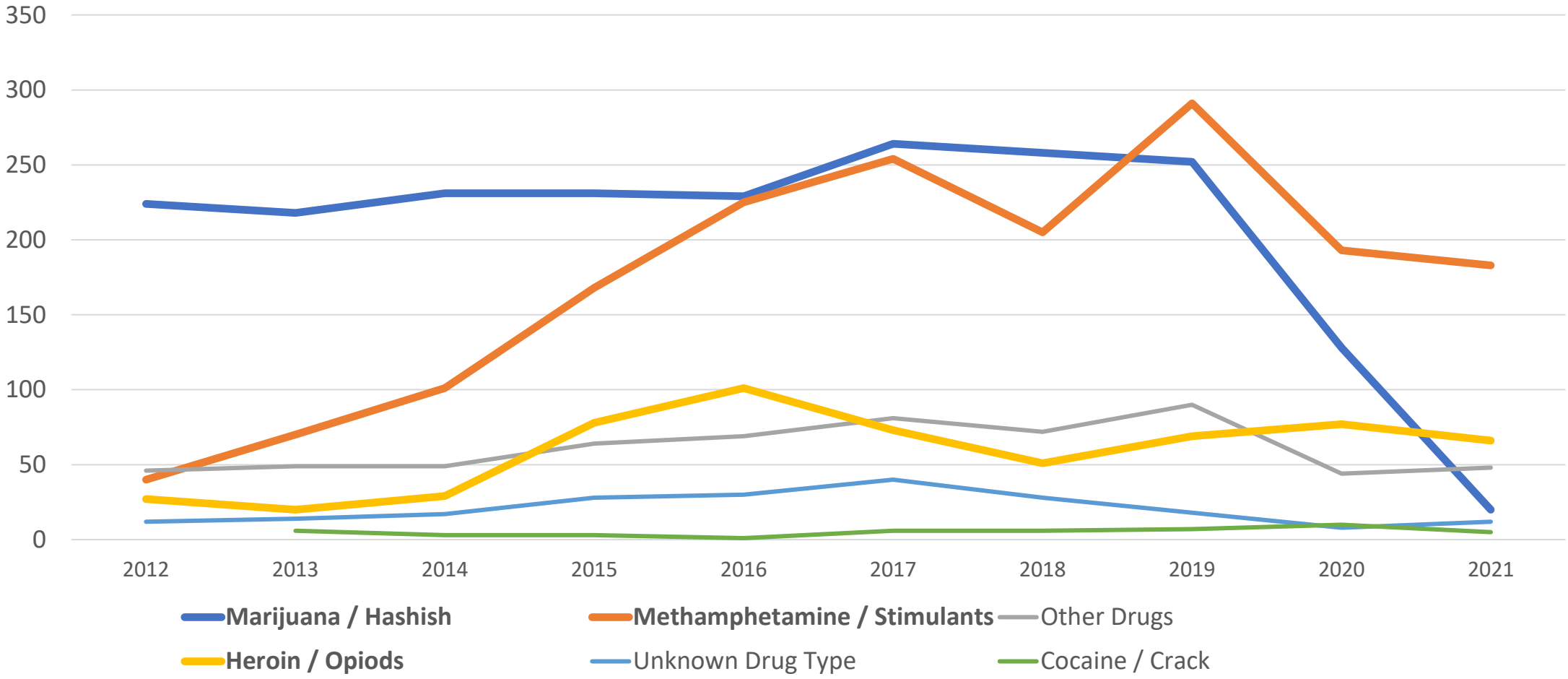
Case Filings



Case Filing Trends



Drug Seizures 2012 - 2021

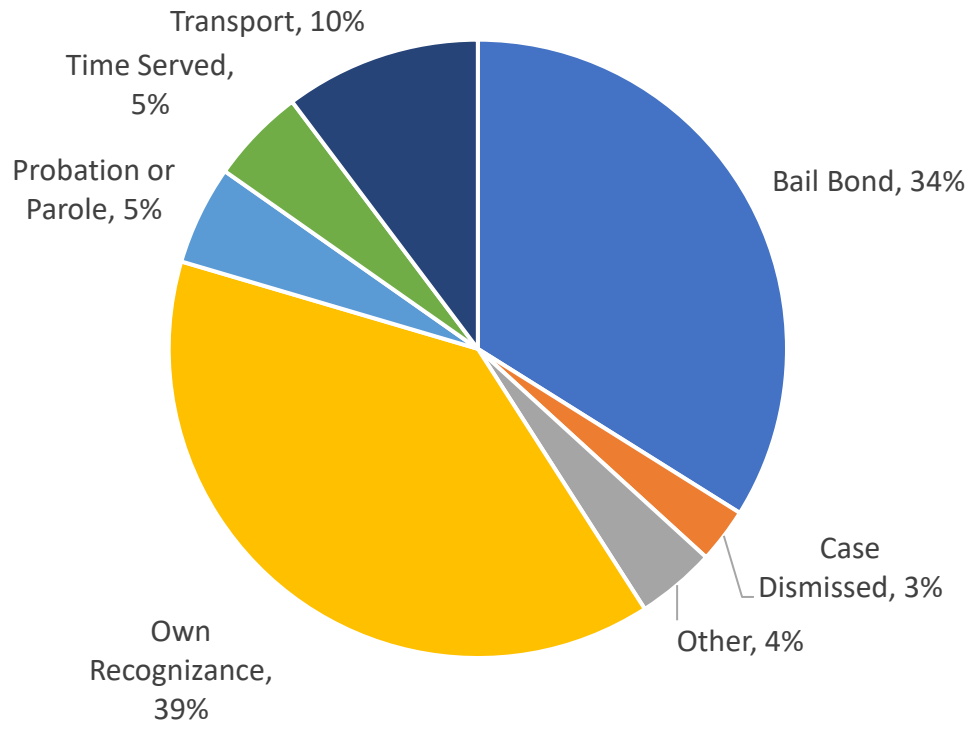


Inmate Population Demographics

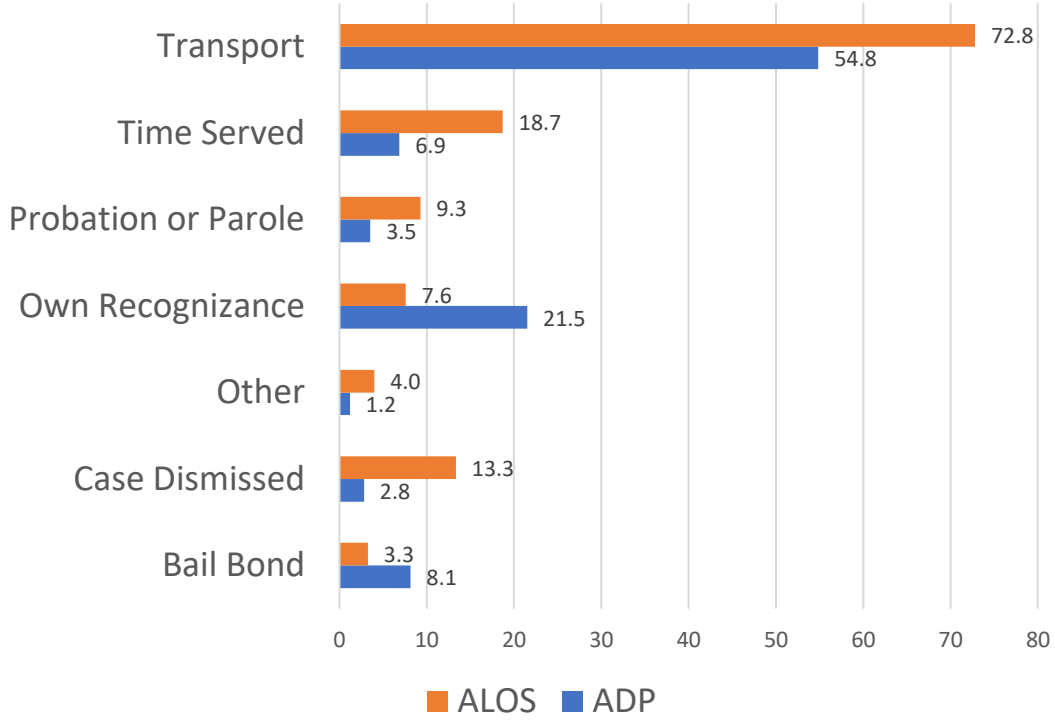
- 15% female in 2021, down from 23% in 2015
- 10% Native American in 2021, up from 5% in 2015
- Males 18-45 account for 80% of bookings and 82% of ADP over the past 6 years.

Release Reason

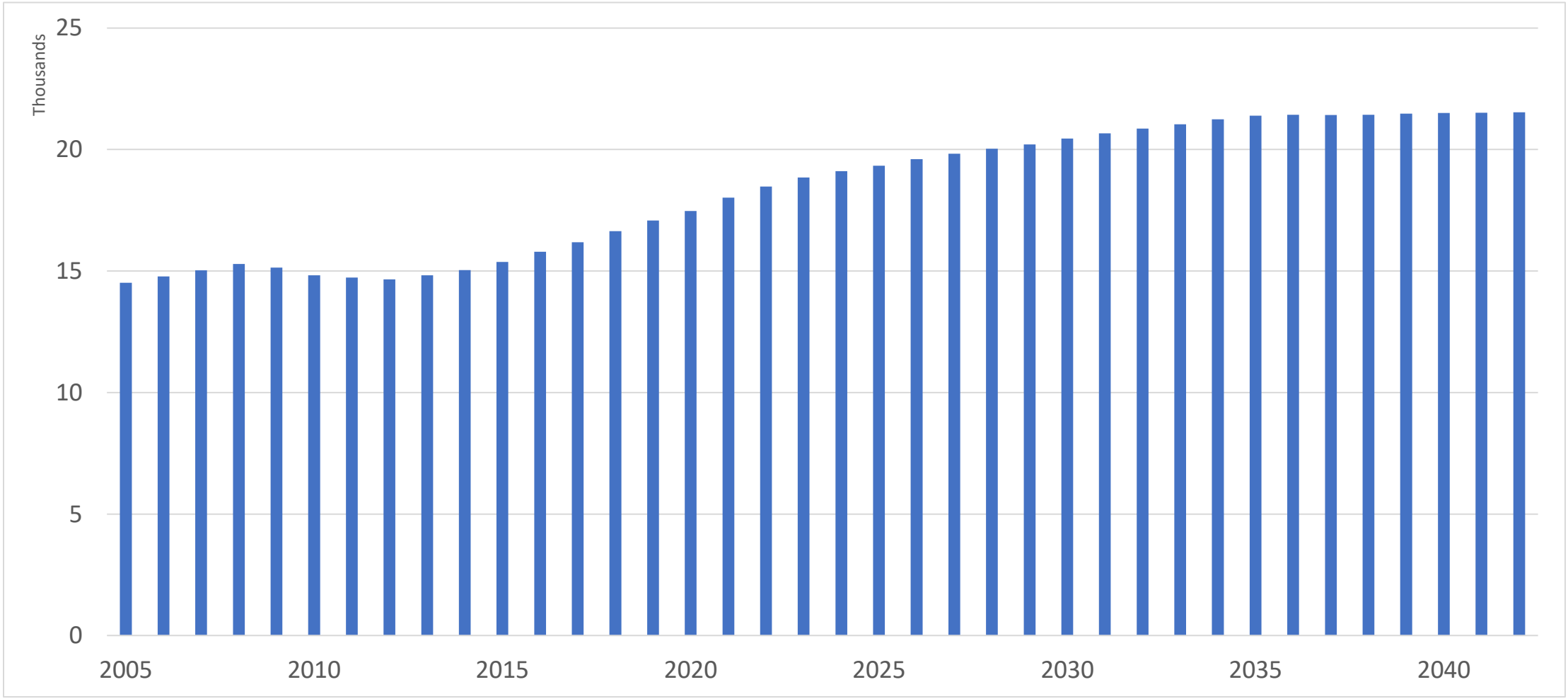
Most bookings released ROR or on Bail



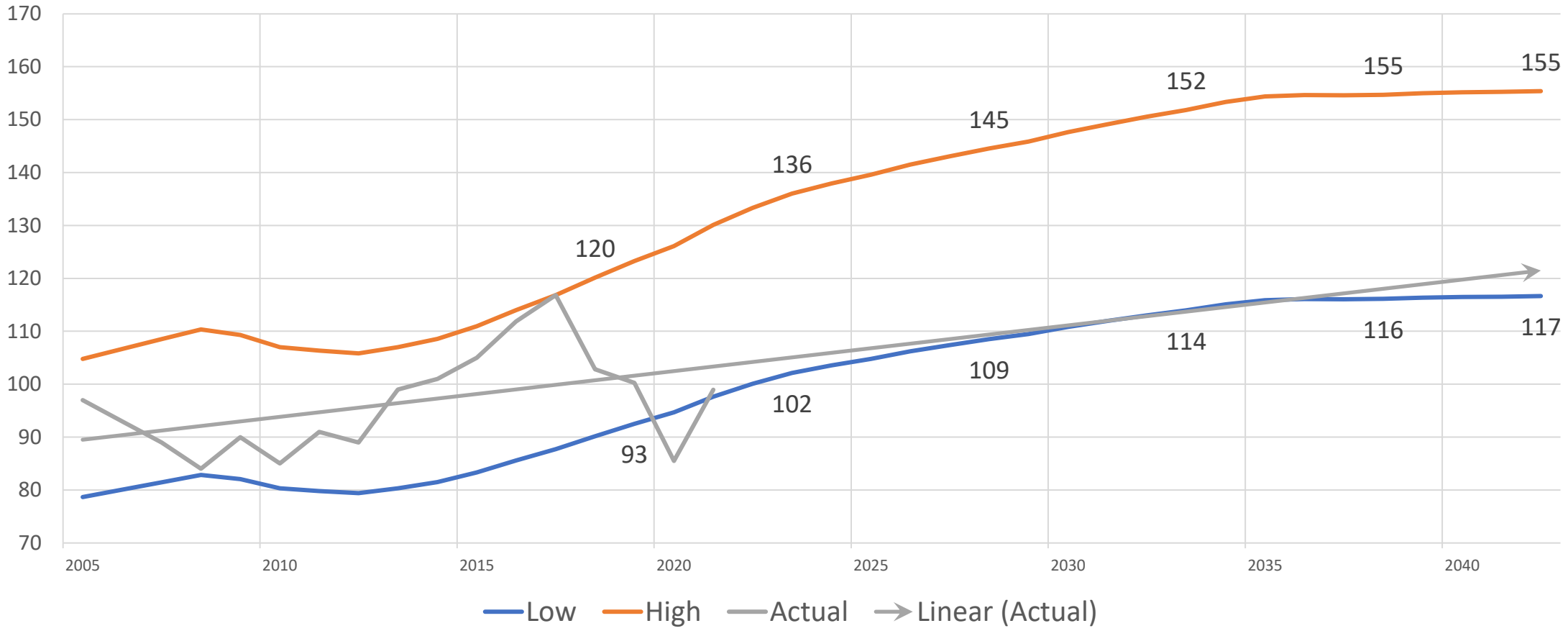
Most inmates released to Transport



Population Trends – Males 18-45



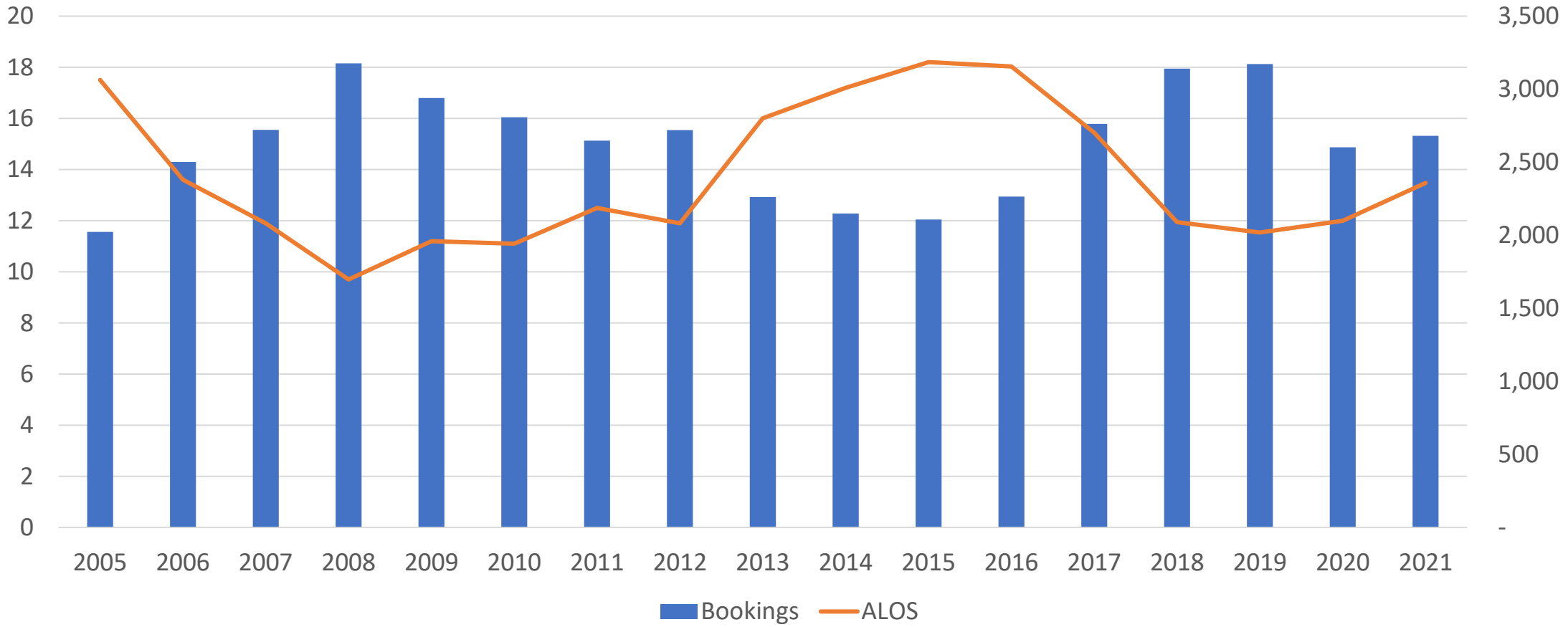
Actual & Projected ADP 2015-2042



Calculating ADP

ADP = Bookings X ALOS / 365

Bookings and ALOS 2005-2021



Strategies to reduce bookings and LOS

- Crisis intervention/diversion of mentally ill (bookings)
- Reserve jail for those presenting greatest public safety risk (bookings)
- Divert from traditional court processing (bookings, LOS)
- Provide pretrial release supervision (bookings, LOS)
- Reduce court processing time (LOS)
- Prioritize calendaring in-custody cases (LOS)
- DOC Prerelease center (bookings)
- P&P violation options (bookings, LOS)

Strategies for Jail Population Management

- Evidence-based
- Suggested by Flathead County actors
- Some need more resources
- Many address behavioral health issues
- Funding available from multiple sources
- Cost less than jail

Next Steps

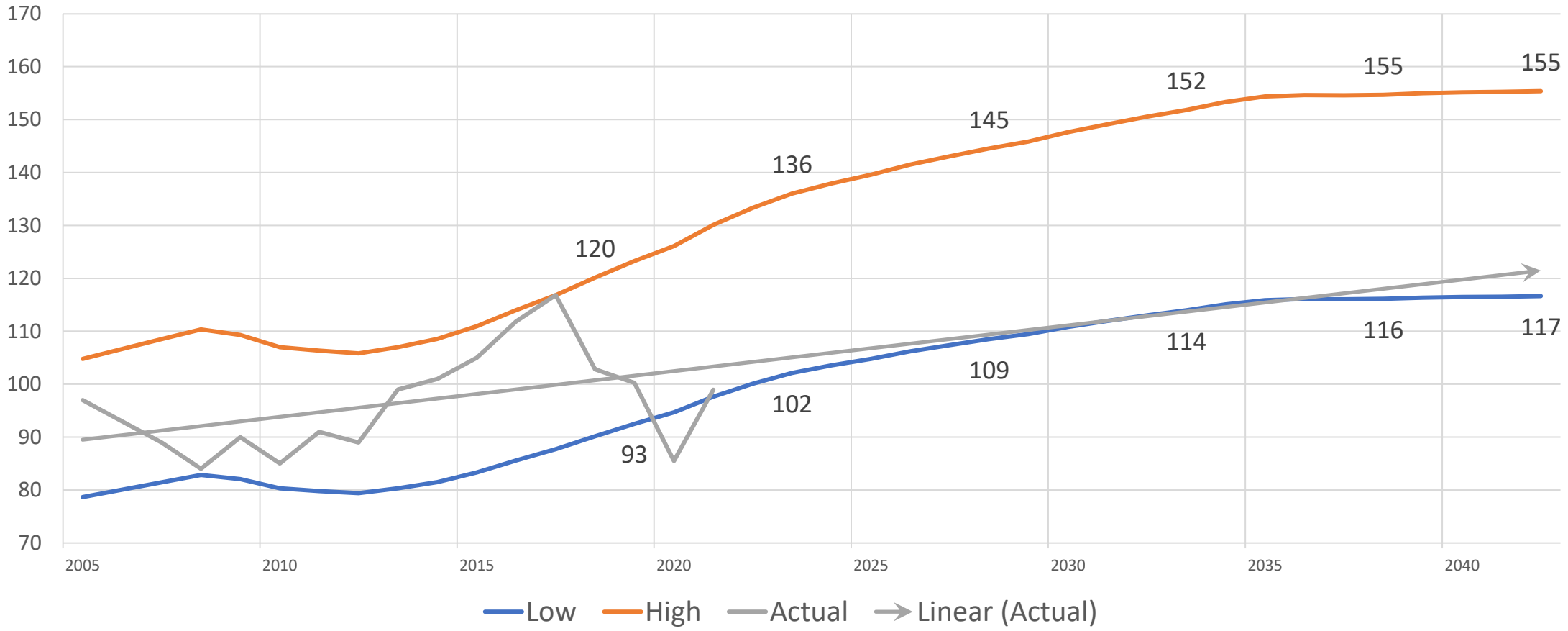
Law & Policy Associates:

- Begin discussion of forecasts and options
- Incorporate corrections and suggestions into final report

Flathead County Stakeholders

- Reach consensus on population management strategies that
  - ✓ hold offenders accountable
  - ✓ enhance public safety
  - ✓ break cycles of addiction and recidivism
  - ✓ are cost-effective

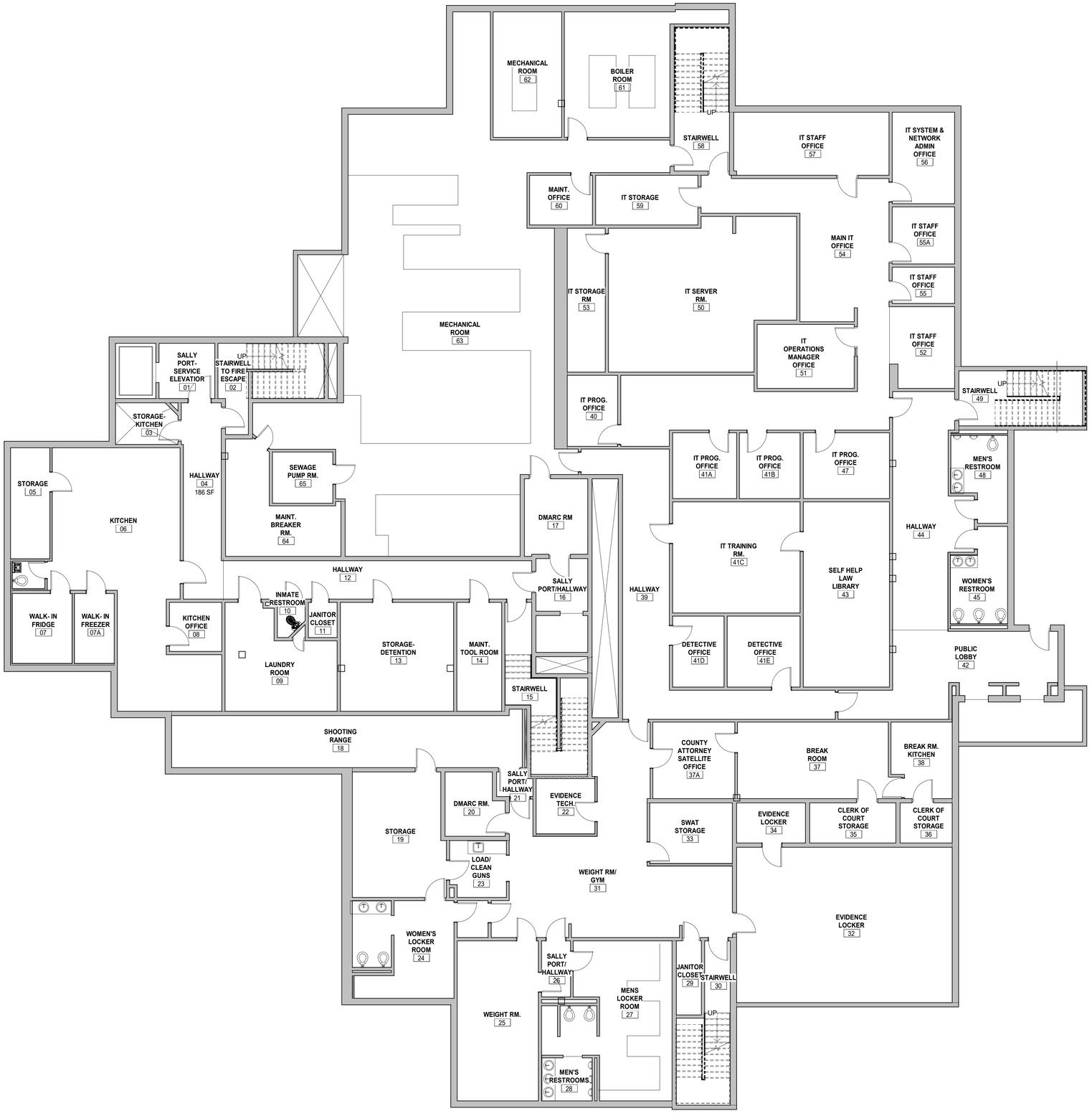
Actual & Projected ADP 2015-2042



‘

Appendix ‘E’ – As-Built- Drawings

As a part of our team’s deliverables, Slate Architecture completed a laser scan of the building and developed an as-built set of plans for the County’s records. This appendix has those final plans.



1 BASEMENT PLAN
1/8" = 1'-0"

Printed On: 1/14/2023 8:48:32 AM

slate ARCHITECTURE
1470 N. ROBERTS STREET
HELENA, MT 59601
TEL | 406.457.0360
www.slatearchitecture.com

PROJECT STATUS

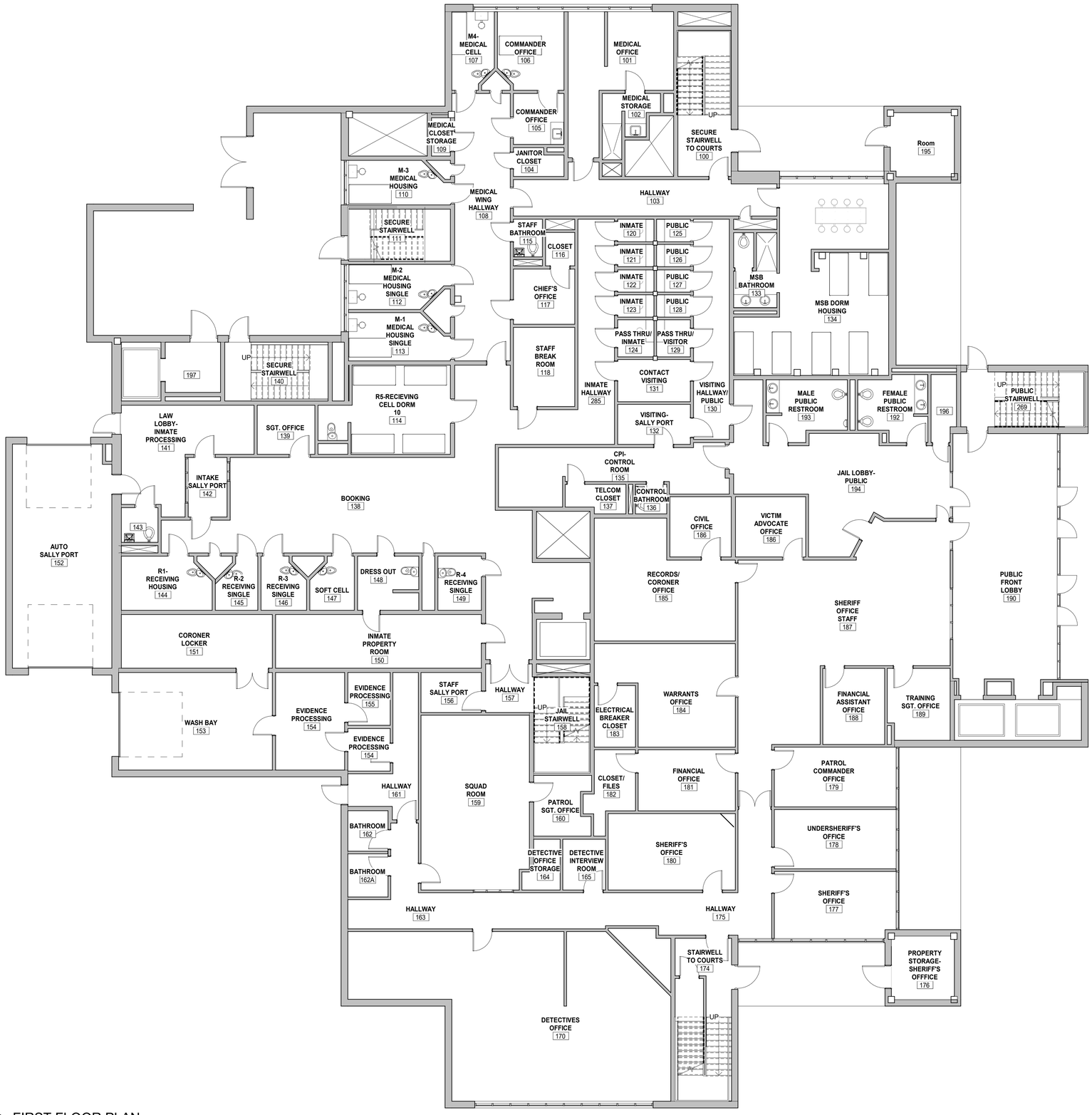
REVISIONS

JUSTICE CENTER
FLATHEAD COUNTY
920 S. MAIN STREET
KALISPELL, MT. 59901

Project No. | 2022037
Issue Date | TBD

BASEMENT FLOOR PLAN

Sheet No.
1



1 FIRST FLOOR PLAN
1/8" = 1'-0"

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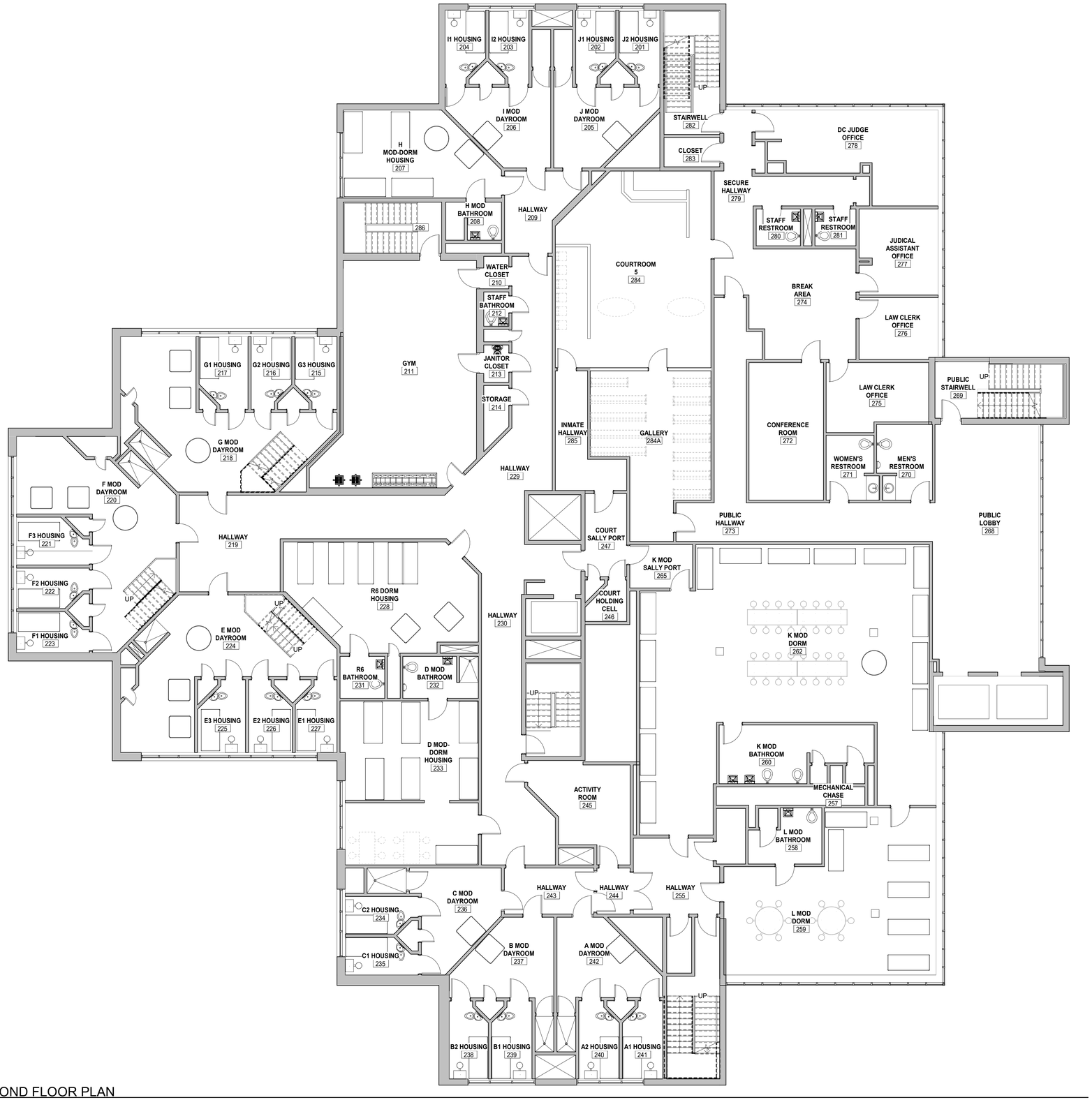
Project No. | 2022037
Issue Date | TBD

FIRST FLOOR PLAN

Sheet No.
2



1 SECOND FLOOR PLAN
1/8" = 1'-0"

Printed On: 1/14/2023 8:48:38 AM

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PROJECT STATUS

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Project No. | 2022037
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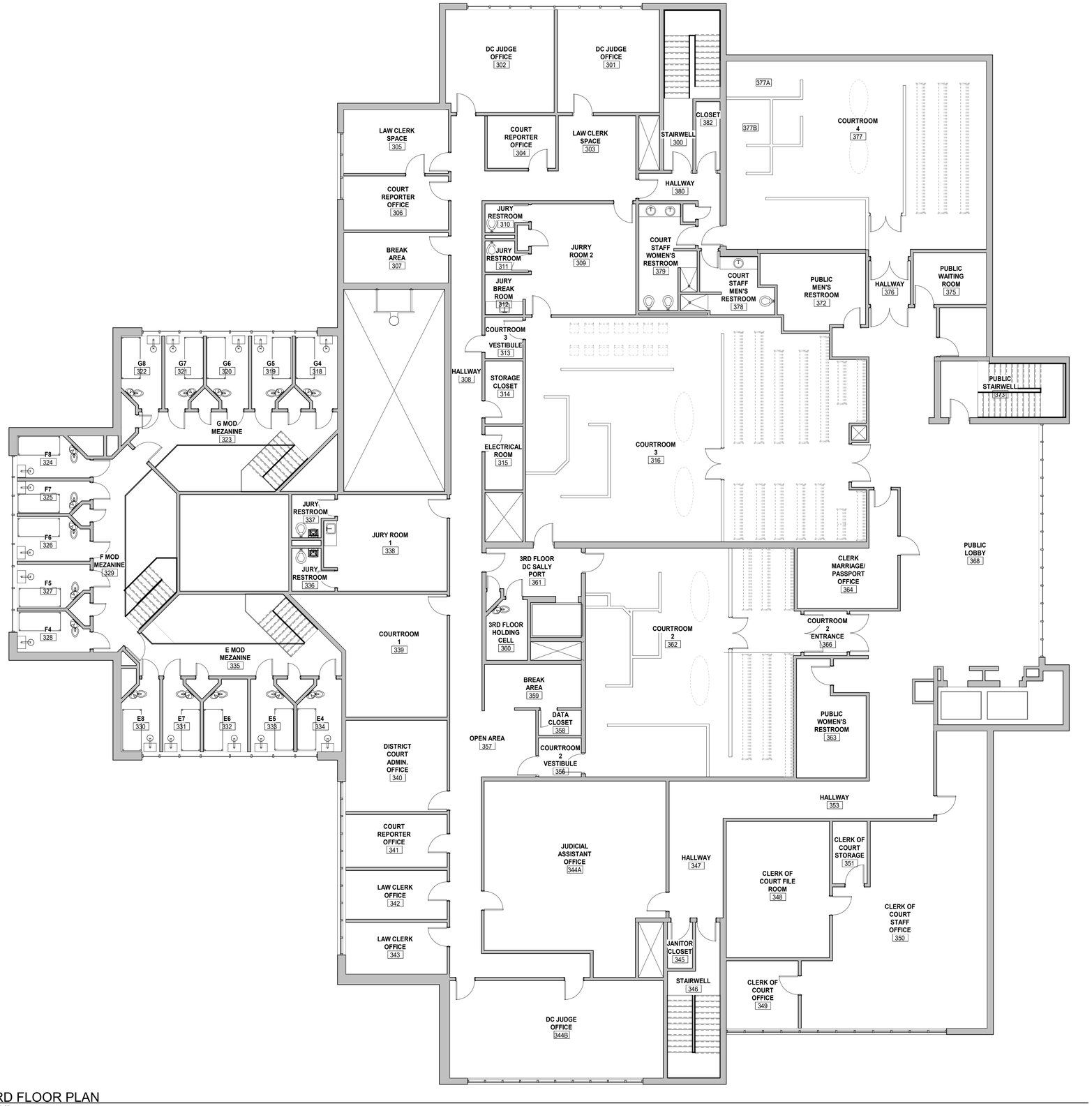
SECOND FLOOR PLAN

Sheet No.
3



1 THIRD FLOOR PLAN
1/8" = 1'-0"

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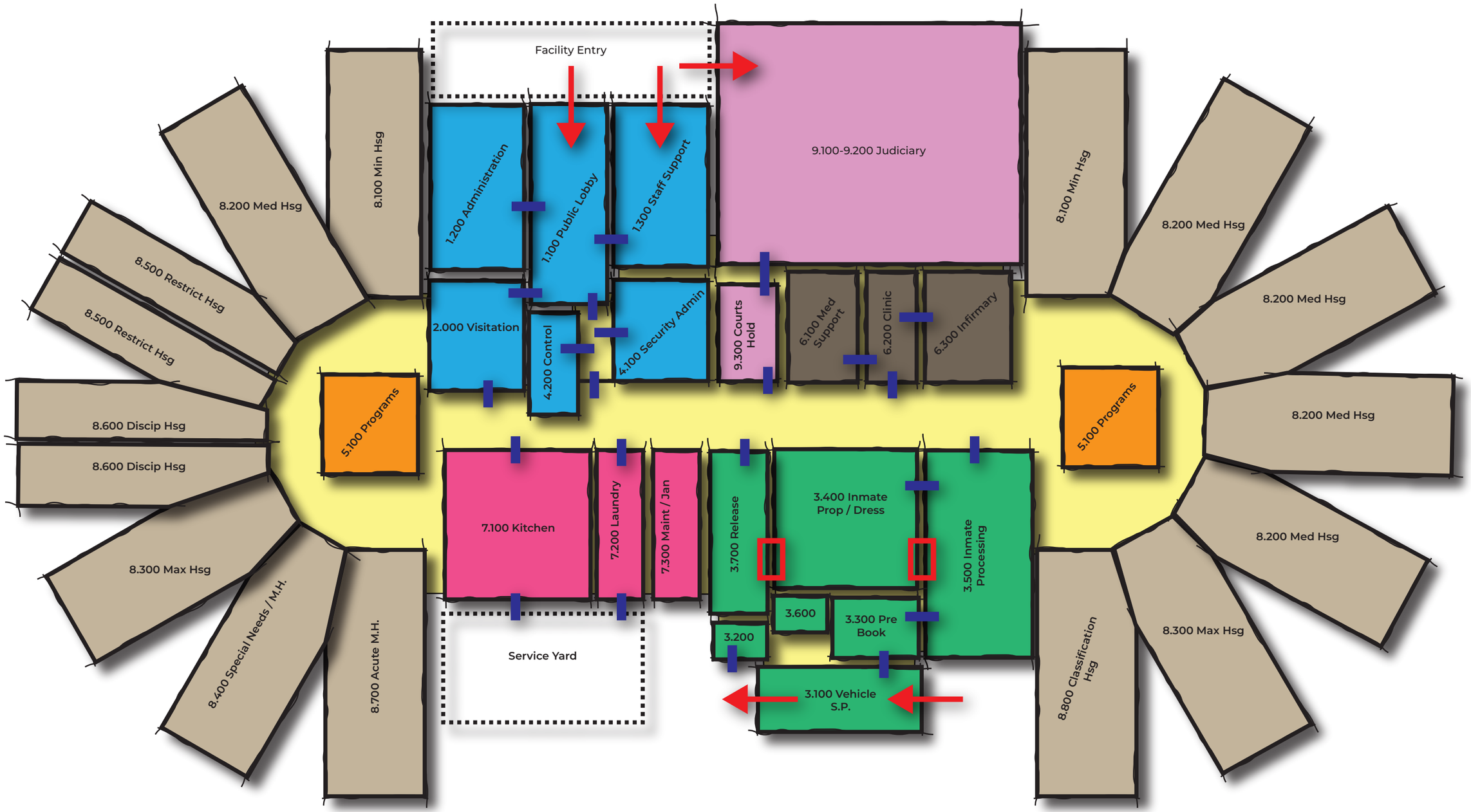
FLATHEAD COUNTY
920 S. MAIN STREET
KALISPELL, MT. 59901

Project No. | 2022037
Issue Date | TBD

THIRD FLOOR PLAN

Sheet No.
4

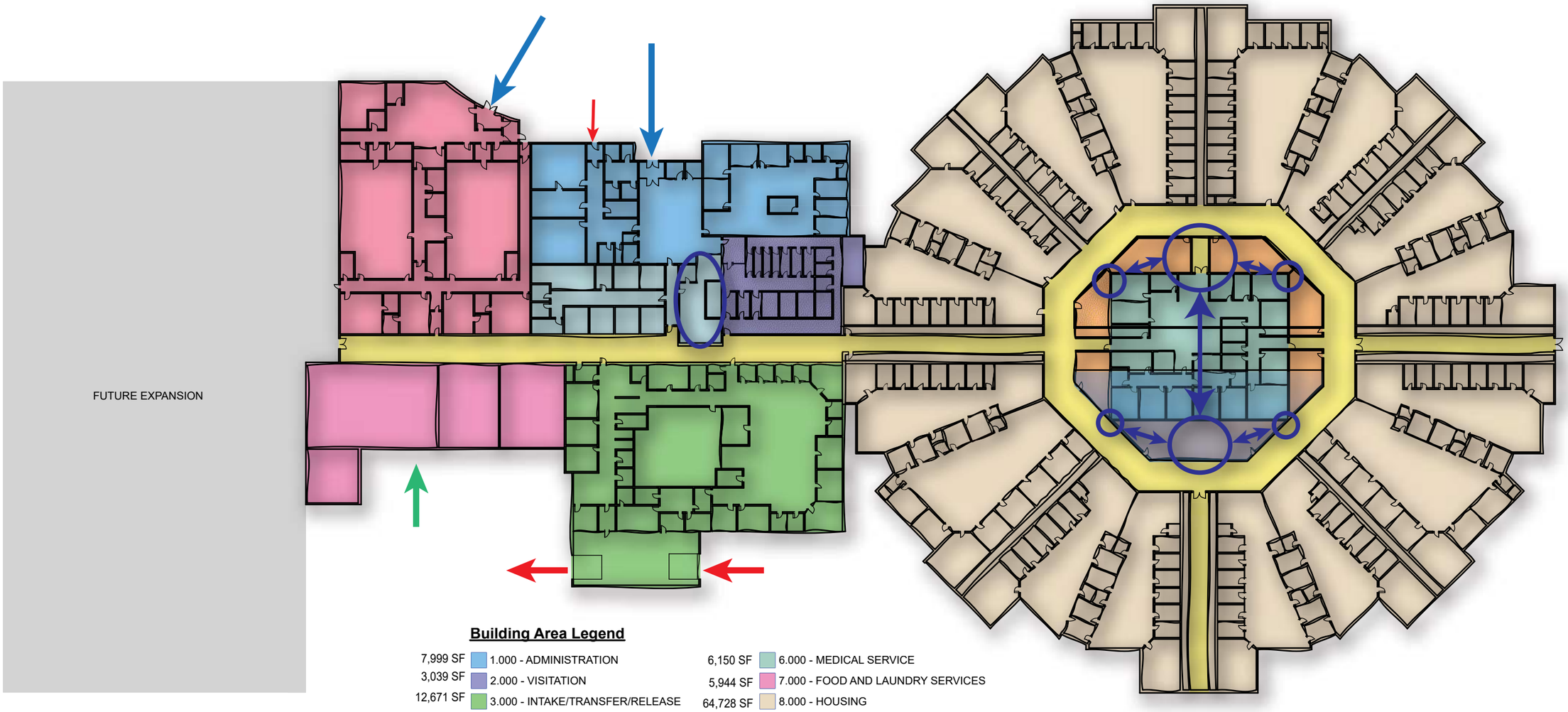
Appendix ‘F’ – Plan Options



slate ARCHITECTURE

SECURITY, LLC CONSULTING

FLATHEAD COUNTY
ADULT DETENTION CENTER NEEDS ASSESSMENT
FACILITY PROGRAM SPACE DIAGRAM



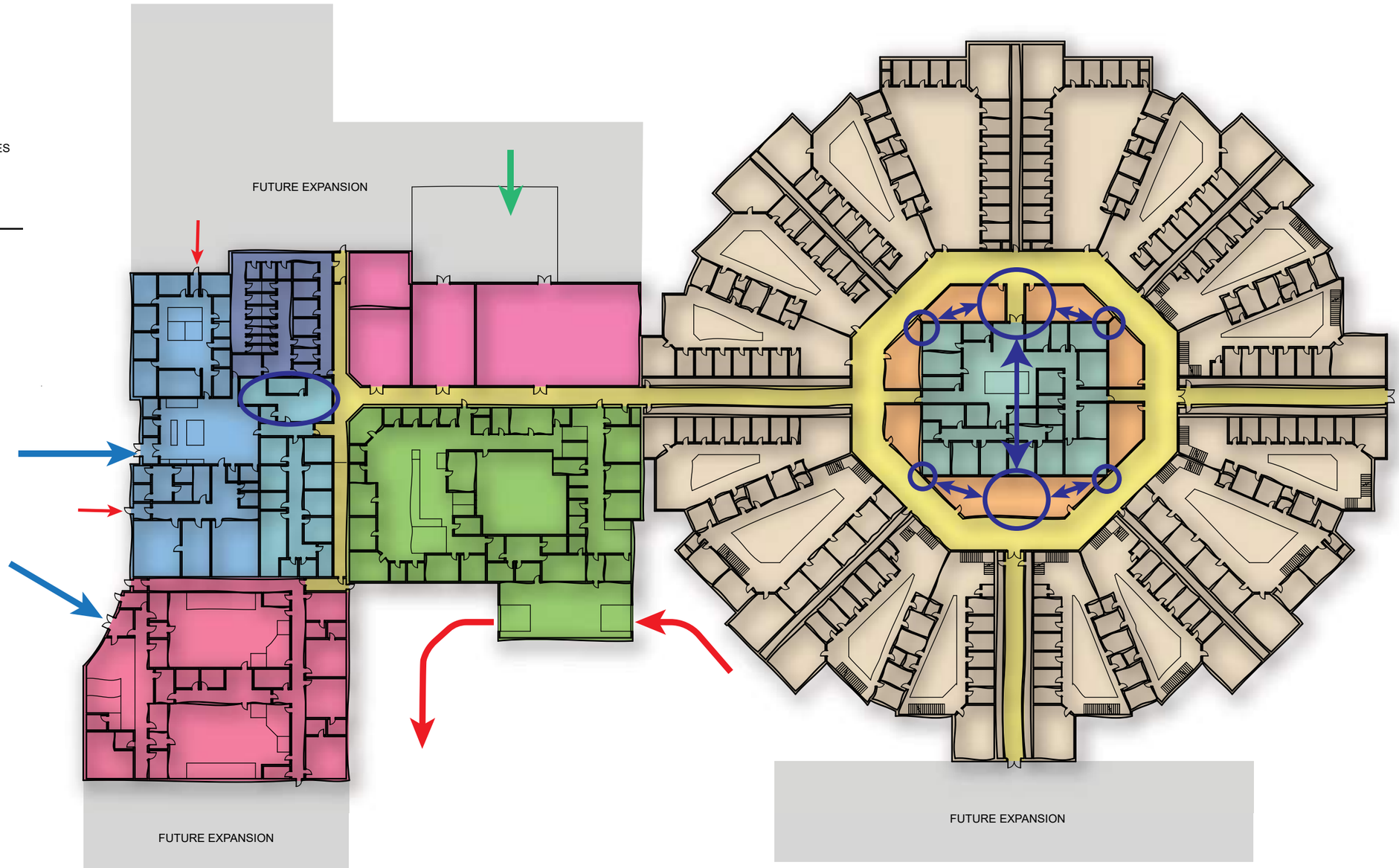
Building Area Legend

7,999 SF	1.000 - ADMINISTRATION	6,150 SF	6.000 - MEDICAL SERVICE
3,039 SF	2.000 - VISITATION	5,944 SF	7.000 - FOOD AND LAUNDRY SERVICES
12,671 SF	3.000 - INTAKE/TRANSFER/RELEASE	64,728 SF	8.000 - HOUSING
3,310 SF	4.000 - SECURITY OPERATIONS	10,888 SF	9.000 - COURTS
4,226 SF	5.000 - PROGRAM SERVICES	13,138 SF	CIRCULATION
		132,092 SF	**TOTAL**

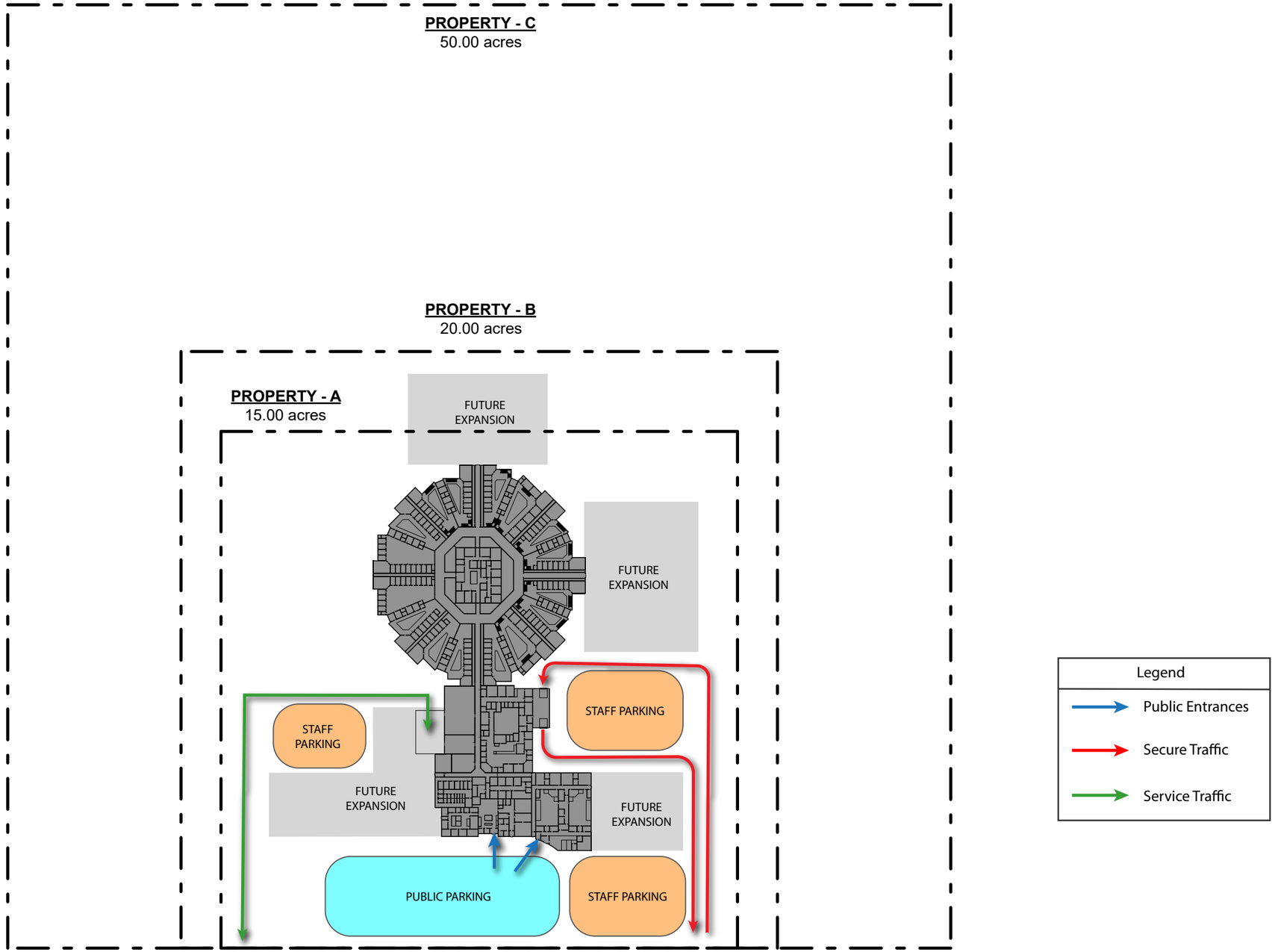
FLATHEAD COUNTY
ADULT DETENTION CENTER NEEDS ASSESSMENT
OPTION 1

Building Area Legend

7,526 SF	1.000 - ADMINISTRATION
2,795 SF	2.000 - VISITATION
12,682 SF	3.000 - INTAKE/TRANSFER/RELEASE
3,216 SF	4.000 - SECURITY OPERATIONS
4,226 SF	5.000 - PROGRAM SERVICES
6,150 SF	6.000 - MEDICAL SERVICE
6,923 SF	7.000 - FOOD AND LAUNDRY SERVICES
64,741 SF	8.000 - HOUSING
10,919 SF	9.000 - COURTS
12,279 SF	CIRCULATION
131,457 SF	**TOTAL**



FLATHEAD COUNTY
ADULT DETENTION CENTER NEEDS ASSESSMENT
OPTION 2



FLATHEAD COUNTY
ADULT DETENTION CENTER NEEDS ASSESSMENT
SITE PLAN