



JACKSON COUNTY DETENTION CENTER

COUNTY LEGISLATURE
REPORT
NOVEMBER 28, 2022

COUNTY OPTIONS FOR A JOINT JACKSON COUNTY/KCMO FACILITY

As requested by the Jackson County Legislature on November 14th, JCDC Partners offers the following opinion on the practicality of a joint regional detention facility in cooperation with the City of Kansas City (KCMO). It has been estimated the number of detainees from Kansas City would be around 300 beds. Note that other cities and jurisdictions within the County such as Independence and Lee's Summit have minimal intermittent requirements and there are no agreements for joint operations at this time. Therefore the opinion offered herein is with regard to whether there are any benefits for Jackson County to pursue a Joint Facility with KCMO (a regional facility).

The project site for the new Jackson County Detention Center at 7000 E US Highway 40 is larger than the programmatic needs of the County. As a result, the land is suitable in scale to accommodate an enlarged single facility or additional structures, as indicated in figure 1 below. KCMO also owns the property directly north of the Detention Center site that would be accessed via a Ewing Avenue extension. Early City plans have shown their jail facility on that adjacent site.

The availability of land on the project site provides the opportunity for the County to consider the following options regarding a joint facility.

Option 1 – Enlarged Facility | Constructing a Joint Facility

The County designs, builds and operates a facility to accommodate Jackson County's needs and additionally provides cells and attendant service space to accommodate KCMO's needs as well as other cities within Jackson County for a fee based upon occupancy.

Option 2 – Multiple Structures | Independent Facilities on One Site

The County provides a building area at the project site for an individual or a collective of additional KCMO buildings that would be constructed and operated separately.

Option 3 – Shared Services | Independent Facilities Sharing Services

The County provides a building area at the project site adjacent to their own for an individual or a collective of additional buildings that would be constructed and operated separately, with the exception that the KCMO facility would utilize a common food, laundry, and warehouse, operated by Jackson County for a fee.

It is our opinion that all options noted above do not provide project capital cost savings through reduced construction costs to the County. Any increase in overall bed count is accompanied by necessary growth in capacity for intake, medical, release, program space, re-entry services, and support services. With the minimal exception of food, laundry, and warehouse there are no other redundancies of program space between the County's and KCMO plans and therefore no impact on square footage and thus cost.

Following are the pros and cons of each option:

Option 1- Enlarged Facility | Constructing a Joint Facility

Has little to no potential for overall savings that is dependent on the overlap of program elements. Preliminary information obtained describes the City's need as a 180,000 square foot facility with up to 300 beds.

The combined project would add significant time to redesign and reach operating agreements between the parties; therefore, capital cost to construct the facility would also significantly increase. Note: at current escalation rates, each month of delay cost the project upwards of \$1,000,000 per month.

Option 2- Multiple Structures | Independent Facilities on One Site

The KCMO facility could be constructed on County property adjacent and with minimal disruption to the current design and construction. Certain infrastructure would need to be redesigned and construction would need close coordination. While elements of the site would be shared, the facilities would operate separately.

Jackson County could "sell" the property to KCMO (approximately 11.7 acres), and thus utilize those funds to pay down capital and financing cost.

Option 3- Shared Services | Independent Facilities Sharing Services (see figure 1)

This option is similar to Option 2; however, it is a conjoined facility abutting the Jackson County Detention Center, where KCMO would purchase food, laundry and warehouse services from Jackson County for a fee (see figure 2). This option would require redesign of the food, laundry and warehouse facilities of the current design. However, the remainder of the project as currently designed could continue and move to construction without significant delay. As in Option 2, Jackson County could "sell" the property to KCMO, and thus utilize those funds to pay down capital and financing cost.

The construction of independent structures may create savings for the County through the transfer of property, but otherwise offers limited benefit to the County. If a regional facility is to be constructed, the JCDC Partners recommendation is one that only shares food, laundry, and warehouse. Savings may occur from the amount charged per day for access to the shared services plus the associated property sale. However, it is important to note this would be *future* savings and would not provide cost savings toward to guaranteed maximum price (GMP). As a reference, JCDC Partners has provided updated Per Diem Rates at the end of this report.

Our opinion is a mix of populations in a joint facility does not provide the County any significant cost savings. Additionally, creating a joint facility would require a delay in the project to effectively program and design the project. The delay is a risk to the County due to the cost escalations occurring in the construction market. Should a joint facility be considered, our opinion is the City's facility should utilize its own intake, medical housing, release, and other programmatic components. The food, laundry, and warehouse areas would be 100% controlled by the County. Staff prepares the meals and then sells them to the City such that staff, contractors, and detainees never mix.

JCDC Partners Opinion

Summarizing our opinion, JCDC Partners believes the best option for the County would be to proceed with Option 2. Proceeding with Option 2 allows the County to act without additional cost escalation while allowing the City to proceed with their procurement process. Should the County want to proceed with a joint facility, we believe Option 3 would be the preferred option. However, we do believe Option 3 would require additional costs to the County for increasing the square footage and equipment to provide an enlarged kitchen, laundry, and warehouse. Depending on the time required to gain information from the City, there is a risk in the delay of the project due to cost escalation. In our opinion, the County should not proceed with Option 1. The City does not have the appropriate program completed to proceed with this option which would require a significant delay in the project. The delay would cost the County in potential cost escalation.

Figure 1 - Option 3 | Independent Facilities Sharing Food, Laundry, and Warehouse Services

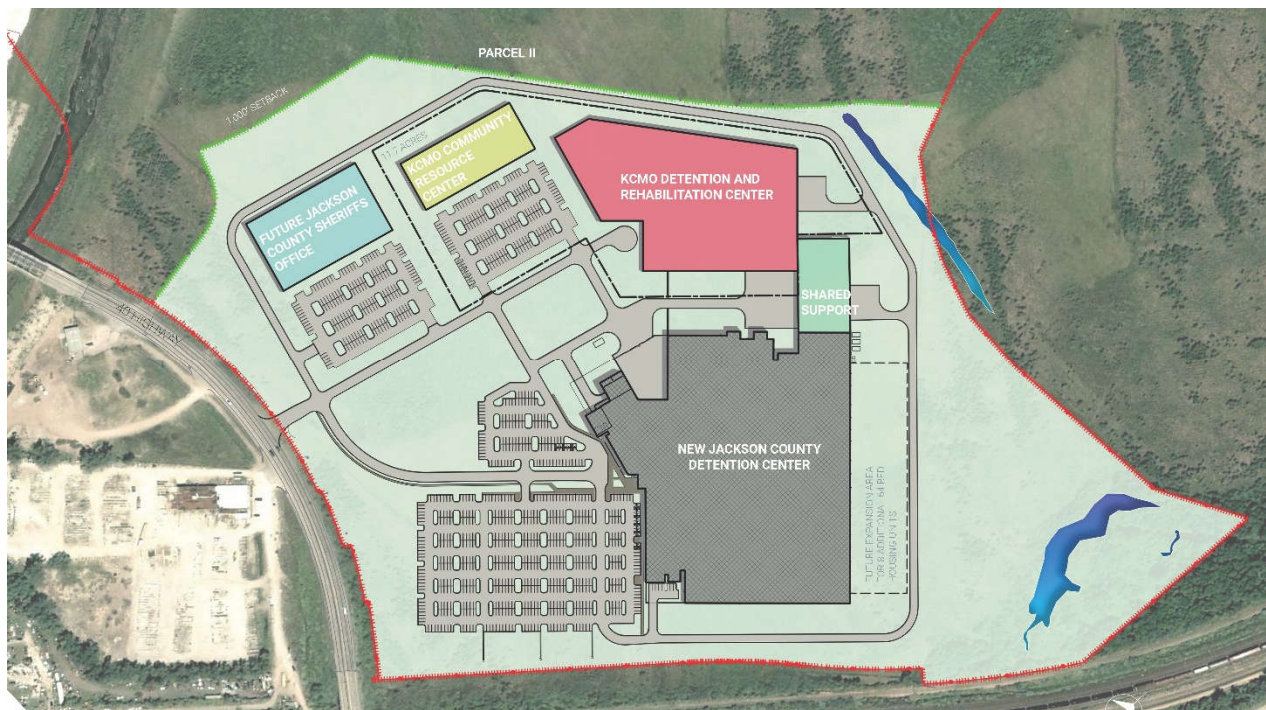


Figure 2 - Daily Per Diem for Food, Laundry, and Warehouse (2022 Dollars)

	Per Diem
Food Service	\$ 4.26
Laundry	\$ 0.52
Warehouse	\$ 1.10
Total Per Diem	\$ 5.88

The per diems are based on the actual per meal charge for food service, multiplied by 3 meals per day; and FY 2022 expenditures for staff in the laundry and warehouse, divided by the FY 022 ADP (754 inmates), divided by 365 days.

End