



JACKSON COUNTY DETENTION CENTER

LEGISLATIVE BRIEFING

June 2022

RETROSPECTIVE INTRODUCTION

A Vision was established for the new Jackson County Detention Center Project

The following vision for the project was adopted by the County:

- In order to ensure the safety of the citizens of Jackson County, it is necessary to detain and house those who may harm themselves or others within our community.
- Jackson County will meet the community's needs by planning and building a detention center that is safe, secure, and incorporates thoughtfully designed long-term solutions for the Jackson County Justice System.
- The new facility will institute best management practices to secure a safe environment for all detainees, visitors, and employees.
- Providing justice with dignity is the guiding principle for the new detention center. Evidence-based treatment, educational resources and social service programs will be incorporated in an effort to reduce recidivism.
- The new facility is designed to be efficient to operate. The cost to operate the facility will be consistent with current costs. This will be accomplished through operational upgrades and a better, more efficiently designed facility.

The new facility will provide an improved environment for detainees, visitors, and employees. It will include educational resources and social service programs to support positive and productive outcomes. The facility will serve as a catalyst for building a campus that includes social service agencies to serve the needs of the detention center's residents and their families, and other relevant community partners. Increased efficiencies of the new campus through thoughtful planning and design will provide more cost-efficient operations and maintenance for the community and taxpayer.

Jackson County Detention Center | Mission Statement

In order to provide for the public safety of the citizens of Jackson County, it is sometimes necessary to detain and house those who may harm themselves or others in the County Jail. Most of these individuals are awaiting trial, sentencing, or, if sentenced, incarceration at state institutions.

Jackson County will meet the community's needs by planning and building a detention center that is safe, secure, efficient to operate, and incorporates thoughtfully designed long-term solutions for the Jackson County Justice System.

One of the key elements of planning, building, and operating a detention center, is respecting the dignity of detained individuals. To accomplish this, the facility will provide evidence-based treatment and training opportunities that address the needs of the individual and the underlying causes of criminal behavior.

JUSTICE WITH DIGNITY

Validation of Need Phase

The first phase of the project focused on defining the needs of the facility. Needs were determined by evaluating previous studies and collecting information from the existing facility. The research was then condensed into a report that outlined the best data for understanding the long-term capacity requirements for the Jackson County justice system.

The data indicated that the County justice system prioritizes the use of detention center for persons charged with serious, more violent offenses. The large number of detainees with less serious charges cycle through the jail quickly and with shorter lengths of stay.

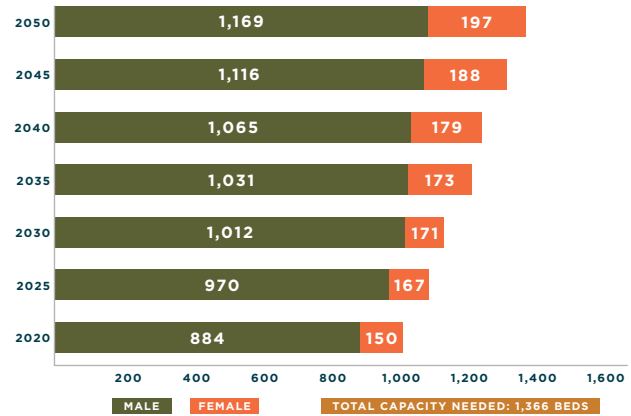
Current programs to address detainee needs and reduce recidivism are minimal in the current facility.

The limited space available for social service programs is used as needed to house detainees, primarily due to crowding in the current facility. Programs currently offered are limited to religious services, faith-based literacy, Alcoholics Anonymous, Narcotics Anonymous, and vocational certifications programs for floor care, food handler, and janitorial services. Program participation is low. Staff estimate that 20 percent of the population participate in these programs.

The project team used the following baseline assumptions in modeling future growth and capacity needs:

- Demographic growth in the greater metropolitan area in total and at-risk populations will remain consistent with past levels.
- Bookings (County only) into the jail will increase at a similar rate as County demographic growth, 0.7 percent annually each year over the forecast horizon.
- ALOS, booking profiles, and release methods will remain consistent with patterns observed during 2019.
- Jail bookings and population levels will rebound from COVID-19 levels experienced in April 2020 to pre-pandemic levels by the end of 2020.
- A combined peaking and classification factor of 18 percent will be applied to forecasted ADP forecasted ADP levels.

No municipal offenders are included in the forecast of capacity needs. The projection includes only County detainees.



In addition, the JCDC Partners project team developed two additional modifications to the simulation to address current trends and needs in the County justice system. These modifications addressed the following issues: violent crime and pretrial risk assessment.

**1,244
BEDS**

With these assumptions, JCDC Partners forecasted that the County's total detention center capacity needs will grow to 1,244 in 2035, an increase of 16.4 percent from 2020 required capacity levels. In the longer term, assuming continuation of the same trends, the required capacity for the detention center by 2050 will be 1,366 beds.

Programming Phase

The Programming Phase guided County officials in the preparation of a new jail design that would accurately meet the goals, objectives, and conditions for both the immediate and future needs of the County. JCDC Partners developed a programming strategy to review the main facility components of a new detention center and to discuss the current facility and operational state, trends and benchmarks, and desired future operational state and associated space needs. In essence, the programming document determined how the facility will be built.

In the process of developing the programming strategy, over 20 bi-weekly virtual program sessions were conducted with stakeholders between April and June 2020. Stakeholders included the Steering Committee, County representatives and the Sheriff's staff. Three case studies of detention facilities across the nation were conducted in conjunction with the programming sessions to review best practices for intake/transfer/release facilities, medical and mental health, and housing alternatives.

From the case studies, the following needs were prioritized:

Development of a campus rather than high-rise structure.

Housing features that accommodate a changing population (greater accessibility, no bunk beds) with increased operational flexibility.

Space for social and therapeutic services, education and training.

Design Criteria Phase

The Criteria Document Phase conveyed the County's design and construction requirements through a summary of work that included technical requirements, plans, project constraints, reference materials and contractual requirements. The documents allowed the County to provide a higher level of definition and project detail refinement for the new detention center.

Through many meetings with the staff of Jackson County and the Project Steering Committee, the Criteria Phase was created by defining specific details and requirements for the project, as well as identified constraints. Due to the complexity and scope of the project, the criteria documents provided a road map for the future design and construction team as they proceeded with the project.

The criteria documents allowed the winning bidder to proceed with a clear vision of the project. Specific details of the documents included the following:

- Design parameters that outline the basis for bids and procurement
- Identified technical issues, risks, and project constraints
- Defined lifecycle criteria, including operation and maintenance of the facility
- Maximized innovation opportunities
- Established quality standards
- Site Selection

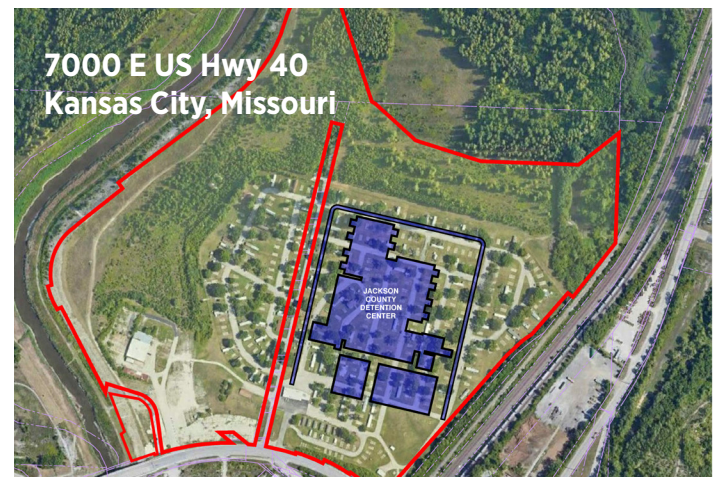
Site Selection

Based on the long-term needs of the Jackson County Justice System as informed by the Validation of Need and Programming Phases of the project, representatives for Jackson County were tasked to look for a parcel of land to serve the needs of the new Jackson County Detention Center.

Upon County Legislature approval, the County entered into a brokerage agreement with Newmark Zimmer to identify and ultimately assist in the acquisition of a site for the detention center. JCDC partners assisted in the evaluation of potential sites with civil and geotechnical engineering services to prepare an analysis of the alternative sites. Criteria had been established by the Steering Committee and shared with the County Legislature. These included:

- At least 50 acres
- Travel time of no more than 20-30 minutes between courthouses
- Ease of highway and arterial access
- Subject area deemed safe and visible with limited adjacent residential areas
- Preferably an unincorporated Jackson County property
- Site that is efficient and cost-effective for operation and maintenance

Quantitative and qualitative data was used to objectively evaluate and short list the potential sites, utilizing the criteria mentioned above. Based on availability, evaluation of developability, and appropriate economic value, the single site recommendation of 7000 East Highway 40, Kansas City, Missouri, was made to the Legislature for approval.



Design-Builder Selection

Multiple delivery methods for the project's design and construction were evaluated. A Design to Budget approach that utilizes a Design-Build team consisting of a construction manager with architects and engineers under a single contract was chosen by the County and approved by the Legislature by Resolution.

A Request for Qualifications and a Request for Proposal were developed by JCDC Partners and released through the County's Purchasing Office. The process included goals for MBE and WBE, and defined expectations for workforce participation. Design and construction fees and overhead costs for the overall project were solicited, as well as costs for the Preconstruction Phase. This phase will lead to a conceptual design and **Guaranteed Maximum Price** that will describe what will be built for the budgeted funds. The selection process resulted in the following:

- The County performed a thorough search and selection for the Design-Builder of the new detention center.
- A three-phased qualification process was conducted by the County, beginning with a request for qualifications (RFQ) on December 9, 2021; Request for Proposal (RFP) on January 26, 2022; the ordinance introduced on April 18, 2022, and final Legislative approval on May 16, 2022, with the Notice of Intent to Award.
- The joint venture team of JE Dunn and Axiom were selected to be the Design-Builder for the new detention center. The team was introduced to the Legislature on April 25, 2022, and made three presentations to the Legislature garnering support of their contract on May 16, 2022. The team met with the County Executive and staff on May 19, 2022, to finalize contract terms.
- The Legislature will provide the necessary approvals at three points along the project.
- The Design-Build contract has been signed by the County Executive.

Design-To-Budget with a Guaranteed Maximum Price (GMP) allows for transparency in pricing and sub-contracts and firmly fixes the cost of the project at the outset of the project; once the GMP is agreed upon, the Design/Build entity assumes the cost overrun risk (GMP).

\$ 256.5 M
GMP