

Fillmore County Jail Needs Study Committee
Assessment and Recommended Option Report

July 28, 2021

Fillmore County Board of Commissioners,

The Jail Needs Study Committee (committee) respectfully submits this report in the completion of the tasks assigned by the Fillmore County Board of Commissioners. The committee reviewing jail reports and needs, discussing community needs, researching and evaluating options to help the County Board make an informed decision regarding the future of the Fillmore County Jail.

Many people contributed to the process, but we want to acknowledge the leadership of Tom Weber specifically. Tom kept us on track and enabled us to finish a project normally assigned to an outside consultant at great expense. He also provided excellent advice, based on his experience in other jurisdictions. Tom did a lot of the work on forecasting the size of jail needed to meet the County's projected needs, estimating staffing, and analyzing data.

We appreciate the confidence the Board placed in us to undertake this important project. We thank all committee members for their contributions and for lending us their unique perspectives. We are especially grateful to Fillmore County Attorney, Brent Corson, Sheriff John DeGeorge and his staff, and Fillmore County Administrator, Bobbie Hillery for their work and leadership throughout the process.

Jail Need Study Committee

2021 FILLMORE COUNTY JAIL FACILITY, SPACE AND NEEDS ASSESSMENT REPORT

Prepared for the Fillmore County Board of Commissioners
By the Jail Needs Study Committee
July 28, 2021



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Section 1

Executive Summary

Executive Summary

In 2017, the Minnesota State Department of Corrections (DOC) downgraded the Fillmore County Jail to a 90-day facility. Inspections by the DOC had identified a long list of structural deficiencies in the jail which could not easily be corrected. It was clear that simply remodeling the over 50-year-old facility would not meet the needs of the County or the regulations of the DOC.

In December 2019, the Fillmore County Board created the Jail Needs Study Committee and hired Tom Weber, a justice system consultant, to facilitate the Jail Need assessment process. The committee began meeting in February 2020. The committee inspected the Fillmore County Jail and, for comparison purposes, the Houston County Jail. It then began the long process of securing data and other information. The committee saw the jail not only as a place for one to serve their sentence, but a place where many life-changing opportunities could be offered to inmates. The fact that inmates would be prepared for life in the community as taxpayers, and positive contributors and residents, was very important to the committee.

The committee looked at four options for addressing the jail situation.

Option 1: Total outsourcing. The jail would close, and at the time of arrest all arrestees would be transferred for secure detention out of Fillmore County.

Option 2: Create a 72 hour Holding, Booking, Intake, and Assessment Center.

Option 3: Construct a jail facility limited to holding inmates for up to 90 days, similar to the restraints on the current jail (Class II facility).

Option 4: Construct a jail facility able to hold inmates for up to 365 days (Class III facility).

The committee reviewed all options fully, however after researching each option, the committee does not recommend the first two options. The first two options of either transporting all arrestees to an out of county jail or keeping arrestees in a holding facility until after their first appearance before a judge and then transporting them were both considered. At initial start-up, Options 1 and 2 appear to be the least expensive. However, over 20 years, when adding the costs of staffing, transportation, and outside housing the first two options cost more than options three and four, even after adding the initial capital cost investment and finance fees. Transporting all arrestees outside Fillmore County presents the most risk to staff, prisoners, and community. The first two options also negatively impact the local economy by transferring funds and reinvesting those dollars outside of Fillmore County.

The committee then considered the third option – building a Class II 90-day facility. Option #3 was less desirable because the construction cost is almost as much as Option #4, yet it still

requires some limited number of inmates to be housed outside of the County. Reducing capital investment of a small amount up front, yet continuing to incur the operating expenses with inmate movement out of county does not seem to be the best course of action long term. The choice for the committee then became Option 4 – construct a Class III 365-day facility that can house the County’s projected number of inmates over the next ten years. This option minimizes the liability associated with transporting inmates, keeps economic activity in the County, allows community bonds and support to continue, and is the safest option for employees and inmates.

After a year studying the Fillmore County Jail and other jails, along with rules and regulations, and Best Practices, the committee never lost sight of the fact that the inmates are many of the inmates are our neighbors, friends, co-workers and relatives. It does not benefit these citizens or the community to take them to another county and lock them away to serve their sentence separated by distance from their jobs, making the possibility of keeping their employment through work release more unlikely. They will return to our local community, and they will not likely be any better for the experience. The committee believes that a modern Class III facility with space for recreation, physical and mental health services, and programming to prepare inmates for life in the community, is the best way to address the needs for a future jail.

Even with the narrowing down of the decision to a Class III facility, there are still many critical decisions that will need to be made. The committee felt strongly that the residents of Fillmore County should be treated fairly and kept locally. There is very little desire to look to create revenue streams by incarcerating inmates from other jurisdictions, such as other counties or the federal government. The realization is the Fillmore County Jail will be a very small facility, but it will allow the county to control the access to jail beds when they are needed, and will ultimately, accommodate the highest level of safety and security. Maintaining the ability to classify and house all inmates by risk and needs and providing for gender equity is also a priority. The priority in planning a new jail will be to provide enough classification units to allow housing assignments that meet the risk and needs of inmates by classification and gender. The second priority will be making it as efficient as possible, to control long term costs with staffing and other operational expenses.

With a recommendation to replace the old jail with a new local jail resource, there are several design and location options to consider. In addition to the current jail site, there are opportunities to consider in downtown Preston adding vertically to the courthouse and/or utilizing adjacent vacant areas to locate the jail and the courts together. The current jail site would allow for an expansion or new construction options on the existing property, and is across street from Fillmore County Office Building. These options and others can be created, and then weighted for value in a Comprehensive Master Plan (CMP) phase discussed below.

Any future jail design and location will require extensive development, and then critical analysis and debate. The members of this committee have agreed to continue to work on this project if asked to do so, in the future.

The recommended next step will be for the county board to authorize the development of concept designs for Option Four: a 365-day Class III Jail Facility. In this work, it should include a plan to address the other connected office space needs for agencies or functions impacted by the jail space issue, with the solutions offered addressing all space needs and space use options, for the county as the owner.

The committee is recommending the county complete a Comprehensive Master Plan (CMP) for Class III Jail Facility. The CMP will provide more accurate space and estimated costs on several options for this type of facility. Tasks, activities, costs, budgets and action plans will be established during the advancement of this CMP process and decision makers will be best prepared at the completion of that next step in the process. Only then, will the County Board feel they have enough information to move forward in what we know, will be an expensive capital improvement plan for Fillmore County. This plan will become the road map for the future in terms of both facilities and programs, and it needs to be done correctly and with the input and guidance of many local stakeholders. By engaging in this process, the county leadership will assume the responsibility of making these decisions that will impact many future generations. The “can will not be kicked down the road,” for the next group or generation of leaders to address and solve the dilemma.

Section 2

Introduction to the Jail Needs Study and Committee

Introduction and Background to the Project

In 2017, the Minnesota Department of Corrections (DOC) re-classified the Fillmore County Jail from a Class III facility to a Class II 90-day lock up. When justifying the action, the DOC cited the inability of the facility to meet current jail standards. Most of the concerns are related to a lack of space for activities that are required to maintain a Class III 365-day facility.

The change in classification required the transportation of more prisoners to other facilities when they approach the 90-day detention limit, at a significant cost to Fillmore County. At the time of the demoting classification, the DOC did not say how long the jail would be allowed to function as a Class II 90-day lock up before classification would be downgraded again. The usual course of action for DOC is to gradually reduce the certified levels of occupancy until the facility is given a “sunset date” for closure.

The DOC advised Sheriff DeGeorge and Fillmore County that the jail could not continue to operate indefinitely in its current state as a Class II facility. Sheriff DeGeorge was advised that Fillmore County should begin working towards a solution to avoid being shut-down completely with no local jail resources at its disposal.

In December of 2019, to help the Fillmore County board understand the needs of the community as they relate to the jail, the County Board approved a Jail Needs Study Committee (committee) and in January 2020, negotiated a service contract with Tom Weber to assist the committee in their work. Because of the impact of Covid 19 pandemic, the committee’s work was interrupted between March of 2020 and December of 2020.

Jail Needs Study Committee Mission, Membership, and Structure

The Jail Needs Study Committee’s mission is:

“To review alternatives to the current jail facility including doing nothing, remodeling, building a new facility or some combination thereof and provide a written needs assessment report.”

The committee created an action plan to provide for the critical information that county board commissioners, as decision makers, would need to move forward on to address the future of a jail. The committee explored several options as part of the study. The committee settled on four options to provide for future jail operations;

Option 1: Total outsourcing. The jail would close, and all inmates and arrestees would be transferred for secure detention out of the county.

Option 2: Create a 72 hour Holding, Booking, Intake, and Assessment Center.

Option 3: Construct a jail facility limited to holding inmates up to 90 days, similar to the certification level of the current jail (Class II facility).

Option 4: Construct a jail facility able to hold inmates for up to 365 days (Class III facility).

Jail Needs Study Committee Membership and Structure:

Brett Corson, Fillmore County Attorney
John DeGeorge, Fillmore County Sheriff
Bobbie Hillery, Fillmore County Administrator
James Fenske, Fillmore County Jail Administrator
Mitchel Lentz, Fillmore County Commissioner
Matthew Opat, District Court Judge
Meg Mitchell, Public Defender Administrator
Susan Ritter, Public Member
John Zanmiller, Public Member
Jon B. DeVries, Public Member
Becky Brandt, Court Administrator
Michelle Olson, DFO Corrections
Milind Shah, Public Defender

Tom Weber, a justice system policy and program consultant was contracted to facilitate the group meetings and assist in meeting the project mission to bring about the Needs Assessment Report.

During the first meeting of the committee in February 2020, subcommittees were established to assist in the achievement of various tasks and activities associated with the project. These subcommittees would meet during each month to perform tasks assigned during the larger committee monthly meetings and report to the committee on progress or setbacks experienced.

Subcommittees of the Jail Needs Study Committee:

Community Profile/Census Subcommittee

Members: Michelle Olson, Brett Corson, Bobbie Hillery, Jon B DeVries, with Tom Weber support.

Task: Analyze Fillmore County general census and demographic data and apply the learned information to the jail population projections and the need for local justice system services in the future.

Jail Target Population Subcommittee

Members: Brett Corson, Michelle Olson, Milind Shah, with Tom Weber support.

Task – Analyze the population of the Fillmore County Jail and determine which populations are over-represented in the jail population. Identify those individual offender types that are most likely to be confined in the local jail in the future.

Jail Data Subcommittee

Members: Jamie Fenske, and Tom Weber.

Task – Develop data collection and analytical processes to capture the information needs for the project. Provide a preliminary assessment of the data and report to the committee on data impressions, population demographics and forecasts.

Community Outreach and Communication Subcommittee

Members: John DeGeorge, Mitch Lentz, Bobbie Hillery, Susan Ritter, John Zanmiller, with support from Tom Weber.

Task – Develop strategies to share information about the project and secure community input on the issues facing the Fillmore County Justice System. Responsible for creating and writing the final Needs Study Report for this project. Present important information and presentations to interested groups or decision makers as needed.

Section 3

Background and Description of the Fillmore County Jail

- The current Fillmore County Jail facility was constructed in 1969. The jail was built to conform to the then existing standards, which were promulgated in 1910, and adopted in 1911. The jail is one of the oldest Class II jail facilities in the state. The design is a linear one, with a maximum of 20 inmates, is labor intensive with poor sightlines and outdated infrastructure that needs major and expensive updates and maintenance. Some jail support functions, such as the typical central control operations, are provided by the 911 Dispatch Operators located in the same building. Because of its age and deteriorating condition, along with the lack of recreational space and inability to separate inmates based on classification, the jail was downgraded from a Class III full service 365-day facility to a Class II 90-day facility beginning in 2017.
- Jailing female inmates pose an additional problem. The jail was constructed so that when a female inmate is housed, a number of adjacent cells became unavailable to male inmates in order to protect the female inmate's privacy. This takes out of service other jail cell areas. It is very difficult to provide programs to inmates at the current jail, but the problem compounds itself with female inmates because of the limited housing options and program space in the jail.
- The Fillmore County Jail was expanded and updated in 1995. A new sally port, Sheriff employee's offices and a juvenile holding cell were added to the building. This allowed the jail to hold juveniles, convicted of juvenile crimes, for up to 24 hours. The juvenile detention remained open for 2-3 years but because of its minimal use and difficulty in retaining on call staff, it was closed. It was then converted into a minimum security 4 bed holding cell, raising the authorized number of jail beds from 20 to 24.
- In 2003 an architectural firm was hired to offer two (2) design options for an addition to the jail at its current location. Fillmore County decided to take no action on the design proposals, and continued to operate with the current facility without additions.
- In February 2017, the MN Department of Corrections reclassified the Fillmore County Jail from a Class III 365-day holding facility to a Class II 90-day lockup. The DOC cited that the age and primary design as reason for the downgrade. The linear design of the jail has led to inadequate inmate housing space, limited recreation space, physical plant deficiencies and operational difficulties. The age of the jail makes it impossible to find affordable replacement upgrades. The building systems have outlived their expectancies.
- In April 2017, the National Institute of Corrections (NIC) conducted a Local Jail and Justice System Assessment (Assessment). The NIC not only studied the physical plant of the jail but also considered the policies, procedures, and outcomes of the entire criminal justice system in Fillmore County.

- The difference between having a 90-day Class II certification or a 365-day Class III certification is based on the program and recreation space the facility holds. The Fillmore County Jail also has a critical lack of support and program space. The current recreation/library/program room is insufficient for the facility population. Although, there is some outdoor recreation space available, it can only be used by minimum security inmates and is only available during favorable weather conditions.

The NIC study noted 4 areas of concern: non-compliance with codes and standards; safety and security concerns; functional limitations; and obsolete and deteriorating building systems:

- The jail facility was found to be non-compliant with the Americans with Disability Act and with many elements of the Minnesota Jail Standards. Many inmate areas did not meet basic adult jail facility space and functionality requirements and prohibited the provision of required services to inmates.
- Safety and security concerns includes lack of suitable housing for higher custody inmates and special needs inmates, lack of visibility into inmate housing due to its linear design, manual security locking systems, and no fire suppression in the old portion of the facility, and no fire suppression in the inmate housing areas.
- Functional limitations include lack of program space, lack of adequate recreation or exercise areas, no medical exam/treatment area, inadequate intake/release area, limited temporary holding space, lack of staff and inmate storage space, inadequate visiting area, limited housing separations or segregation capacity.
- Obsolete and deteriorating building systems cause maintenance staff almost impossible challenges with keeping the structure functioning and in good repair.
- After a later review, the Minnesota DOC determined that the square footage in three cell areas was not adequate for the number of beds in those areas and consequently, de-certified them for use. The end result, a produce of the original design, was a reduction in the Fillmore County Jail bed capacity from 24 beds 20 beds, the current design capacity.
- The Minnesota DOC completed its annual inspection of the facility in August of 2020. The inspection found that 99.21% of the mandatory rules were in compliance, and 99.03% of essential rules were in compliance, but in order to meet space needs for recreation and other programs, corrective action would require substantial remodeling or expansion of the current facility. The inspector also noted that this has been an ongoing issue for many years, and the inspection process hinted that upgrades to a jail are necessary if the county intended to continue to operate a jail in the future.

- In 2020 the Fillmore County Board impaneled the Jail Needs Study Committee and retained Tom Weber as a consultant to assist the committee in forming the recommendations for the future of the Fillmore County jail.
- As part of the committee's work, the members conducted a tour of the Fillmore County Jail Facility and prepare a conditions assessment. The assessment showed many areas of concern in all parts of the jail. In almost every case, these are design or space related deficiencies that cannot be remedied within the restraints of the current physical setting. The conditions assessment results are in the next section.

Section 4

Physical Assessment of the Fillmore County Jail

Introduction to the Physical Assessment process of the Fillmore County Jail

The Fillmore County Sheriff's Office and Jail are located in Preston, Minnesota next to the County Office Buildings that house Human Services, Social Services and Veterans Services, the Highway Administration Offices and Shop. None of the buildings are in close proximity to the jail so there is ample parking lot or green space between buildings to allow for an unobstructed view of the jail, and allows for good monitoring of the jail's exterior, for security reasons. The jail is located about one mile from the court house and therefore, regular transporting occurs of inmates between the courthouse and the jail.

The original jail structure was built in 1969 and opened in 1970. It is linear in design, which means sight lines into the cell blocks and cells is difficult unless staff actually go into the units. There are many other operational challenges that occur because of the design and age of the facility. An addition of a garage sallyport, juvenile holding, and multi-purpose room was added in 1995 to the facility. Subsequent to that, the jail lost the ability to hold juveniles completely and in 2017, the facility was reduced from a class III 365-day operation to a class II, 90-day operation.

The jail is a one-story brick structure with a concrete foundation, and concrete block and stainless-steel interior walls. Inmate housing areas have concrete plank ceilings with some acoustical treatment applied for sound dampening, and the floors are painted concrete. Block and concrete walls are also painted. All doors with the exception of perimeter doors, are exclusively manually-keyed and are operated by keys carried by on-duty staff. Dispatch/Central Control provides access to perimeter doors. The building is equipped with a 25-year-old emergency power generator. Half of the building was upgraded with fire suppression systems in the upgrade in 1995, but not in the inmate housing areas.

There is a big shortfall in both the number of cell blocks and cells needed for proper housing of inmates by both classification and gender. There is inadequate space available for booking and intake, storage, laundry, recreation, inmate programs and medical or mental health care.

In general, the building has met its life cycle expectancy and is worn out. It does not meet many standards for American with Disability Act, Life Safety and Health, or Minnesota Department of Corrections. Serious safety and security risks are present. Critical infrastructure like plumbing, heating, air exchange, electrical and other systems are in need of total replacement or significant upgrades to remain functioning.

Central Control/Dispatch

Central Control functions for the Fillmore County jail are handled by the same staff who handle the 911-Dispatch functions. The work load for both functions is low and combining these functions in one service area is cost effective. However, there is a high level of risk associated with the merging of these functions. Staff must prioritize duties in emergency situations and response times can be compromised. In most cases, dispatching will take precedence over jail duties, since the housing correctional officer on duty can manage things otherwise done by central control.

Central control/dispatch is an elevated, single operator station across the lobby area from entrance door into the jail. The station has large windows into the public lobby area and the jail lobby area. This station has Closed Circuit Television Monitoring (CCTV) screens, remote access control panels and an inmate identity and location board. The Dispatch/Central Control station is within the restricted area of the Sheriff's Office, but it does not meet the standard for security for a dispatch center or a central control area. The sheriff's office is accessed by walking through the Dispatch/Central Control room.

Staff are responsible for the 911 Dispatch and monitoring the jail via CCTV, controlling movement into and out of the exterior of the jail. Staff answer outside telephone calls to the jail and sheriff's office, recording jail management system information, and receive mail. The space is small, cramped and not ADA compliant.

Booking/Intake and Release

The Fillmore County Jail does not have separate booking/intake room, but uses a portion of the primary corridor near the front secure entrance, as the booking area. While it was a larger room at one time, it has been modified with makeshift storage space and added counters to bring the appearance of a hallway as opposed to a room or space. There is little room for multiple staff and an inmate in the area, so security support during difficult bookings is almost impossible to provide. The size and shape of the booking/intake area is not sufficient to reduce the chances for injury to staff or inmates if an inmate becomes resistive or combative. The same area is used for inmate release processing.

One side of this hallway area has a small booking counter where the Live Scan fingerprinting, photo equipment, alcohol intoxilyzer and other equipment are located. Inmate personal property is stored in small metal lockers across the hallway from the booking counter. Larger inmate personal property are often stored in the staff office area. The booking area includes storage area, built from combustible wood products; the plywood doors of which allow inmates some privacy when inmates are changing into jail issued uniforms. The inmate's personal clothing and jail issued articles are stored in this plywood storage area.

There is no secure holding cell in the booking area. The same area is used as a staging area when transporting inmates to court or other appointments and inmate release. There is an isolation cell located just inside the inmate housing area around the corner of the booking hallway. There is no private evaluation area for intake processes for medical or mental health assessment. There is no attorney/client conference room.

A secure vehicular sallyport was added in 1995 and includes space for two large vehicles. Neither the booking area nor the sallyport are ADA compliant.

Inmate General Housing Areas

The inmate housing area consists of multiple cells arranged in a linear style, down a secure corridor. The overall layout of housing is not conducive to staff supervision of inmate behavior. The walls are concrete block and are divided by concrete block or stainless-steel security walls or bars. Cell blocks have natural light through small secured and obscured windows. There is one housing area with cells and an adjacent dayroom. The other cells are dormitory-type cells with beds, shower, toilet, and table/seating all within the same secure space. There is a separate minimum-security cell located in another area of the jail near the garage sallyport that is used for females or minimum-security males when there are no females housed. All inmate areas have exposed conduit running along ceilings and low lighting levels. With the exception of one holding room, the inmate housing area is not ADA compliant.

The linear cell block layout and prevents easy staff supervision and can allow vulnerable inmates to be abused by either staff or other inmates in the jail. Even if it doesn't happen but is reported, the potential liability and wasted time in investigations for this type of an allegation can consume many resources.

Inmate Special Management Housing Area

Fillmore County has no special management secure beds in the facility. Special Management housing addresses security, hygiene, privacy, and unique care needs of special inmate groups such as those in disciplinary detention, administrative segregation, protective custody, or those who require mental health or serious medical intervention, and juveniles remanded as adults. Not having the ability to separate inmates because of discipline problems, reduces the effectiveness of the staff to support behavior modification and rules compliance.

Jails need to have medical and mental health beds to accommodate the risks and needs of many inmates. Modern jails will have negative air pressure cells available to help control infectious diseases, like Covid 19 or Tuberculosis. They also have suicide prevention rooms, that is padded and offers no means for the inmate to harm themselves or others. Fillmore County has none of these resources in the jail.

Health Care Service areas

The Fillmore County jail has no area designed for the medical care and treatment of inmates. Most jails will have a medical triage area near booking and intake, as well as a medical exam room, a medical records secure file area, a medical storage area, a medical biohazard storage, and a pharmacy or pharmacy cart that is secured in its own medical location to support the entire jail operation. There is typically an office area available for medical staff, where administrative duties can be completed. Fillmore County has none of these resources in the jail.

Medical and mental health services at the Fillmore County jail are provided through a contract provider and health care staff are available one day per week in the jail and are otherwise available for phone call support. Inmates are seen by medical staff in the multipurpose room near the booking area for examination or triage. Jail staff distribute medication prepared by nursing staff to the inmates. Medication distribution by jail staff is not a recommended practice. Jail staff has medical supplies and records stored in the staff area. As a result, HIPPA compliance is difficult, and inmate privacy can be compromised.

Visiting Area

Fillmore County has two non-contact visiting booths. There is no privacy between the booths since there is no wall separating the two booths. This causes problems when an attorney or other professional visits an inmate. The visiting booths are uncomfortable, small with little space for reviewing documents. Professional visits often occur in the multipurpose room preventing other inmates from accessing the library or vending machines.

The inmate and public portions of the visiting booths are not ADA compliant. The door to the inmate portion of the visiting booth cannot be fully opened when an inmate is seated at one of the visiting booths. If an inmate becomes noncooperative while in the visiting booth, extraction is difficult, because the inmate can control the access to the unit with the obstructed doorway.

Recreation Area

The Fillmore County jail has no indoor recreation area for inmates. There is an outdoor area located behind the jail that is approximately 50 feet by 50 feet with a small hard surfaced pad and basketball hoop available for use in outdoor exercise. The limited benefit of the outdoor area is that it allows an inmate to get fresh air during good weather, but it is not made available in inclement weather or cold weather. Playing cards and televisions are provided in the cells and is the primary recreation activity.

Program Area

Fillmore County has a multipurpose room that provides space for mandatory and optional services in education, counseling, training, library, and religious services. The space available is located off the booking hallway, and it serves as a conference room, a vending machine area, library, and storage area. There is room for about 6 inmates at one time in the room. It has inadequate natural lighting and furnishings and limited program support such as computers, black and white boards, etc. There is not enough room to accommodate supportive equipment and supplies. The multipurpose room is not conducive for religious services.

Inmate Commissary

The Fillmore County Jail does not have a commissary system that allows inmates to purchase items not provided by the jail, but does have the vending machines located in the multipurpose room. One reason there is not a commissary at the jail is that commissary goods take up a lot of storage area and the jail lacks storage areas. The inmates are allowed to go to the vending machines located in the multipurpose room to obtain the soda, candy, minor disposable goods or other offered products that the jail does not provide. The location requires inmates to be removed from their cells and escorted to the area to make their purchases.

Kitchen/Food Service

In the kitchen area, the Fillmore County jail has a small residential dishwasher, an 8' stainless steel counter and pot cleaning area with sink, a commercial one-door freezer, a commercial two-door refrigerator, a residential-sized stove/oven and a food delivery cart. Meals are not prepared at the jail, but brought in from a local restaurant. One of the jail staff leaves the jail to pick up the meals and returns to distribute the meals to inmates. This makes it challenging to provide quality food at appropriate temperatures. The small kitchen area is primarily used to store cold drinks and to do the dishes after meal service. There is limited storage of food supplies or eating utensils at the jail. Space for receipt of food service deliveries is inadequate.

Laundry area

Inmate uniforms, linens, towels, other clothing and miscellaneous laundry are done in residential washer and dryer machines located in a small area off the kitchen. Cleaning chemicals are not stored in a secure storage. There is inadequate ventilation. Space for required separate management of clean and soiled laundry is inadequate. There is no dedicated area to hold laundry materials that are a biohazard.

Bedding and other linens are picked up and cleaned by a commercial contractor on a regularly scheduled basis.

Administration Area

The Fillmore County jail does not have a dedicated administration area such as staff squad rooms, report areas, locker areas, training facilities, conference rooms, and operations support areas. The single staff office area is small, and used for many purposes other than a staff post, including storage for many different jail functions. The staff area location does not allow easy viewing into the secure jail and inmate housing areas. Storage space for armory equipment and office equipment and supplies is non-existent.

Public Areas

The public area of the Fillmore County is a very small lobby adjacent to the main entry of the building and to Dispatch. The sheriff administrative assistant is responsible for responding to public inquiry Monday thru Friday on days, and Dispatch staff respond other times. With the current space, it is impossible to separate visitors from each other, and impossible to separate the public from inmate traffic. There is also no safe or secure means to exchange property, inmate's goods or products, or other essential functions for inmate custody needs. This main door is also used as a primary access to the secure portion of the jail and it does not have the security enhancements of a secure vestibule present. There is a small public restroom off the lobby. None of the public areas are ADA compliant.

The public area of a jail should be able to accommodate the public access to the jail including inquiries, release processes, inmate personal and professional visits. This area is greatly lacking in Fillmore County.

Staff areas

The Fillmore County jail does not have staff areas such as locker rooms, showers, desks, break rooms, decontamination areas, training rooms and physical fitness areas. Inmates often times need to use the staff bathroom at time of booking. The main post area for staff is also used for many other functions such as storage of medication, inmate property, records and files, etc. This crowded staff office is located inside the secure area of the jail and includes phones, inmate identification and location board, general supplies, radio chargers and other security cameras, monitors and muster equipment. In general, there is a lack of staff and inmate bathrooms throughout the facility.

Exterior Security Areas

Exterior security at the Fillmore County jail is limited to CCTV monitoring. There is no perimeter fence that provides a setback from the building. Exterior doors to the building do not have adequate alarms and electronic notification systems for entry and exit. Staff enter through the main lobby or park behind the facility and enter through the sallyport. Law enforcement staff secure weapons in gun lockers located on the secure side of the public lobby and also in the vehicular sallyport. The main lobby and vehicular sallyport doors are remotely controlled by Dispatch.

All interior security doors, such as cell block doors, are operated by key. The jail staff carry keys for all interior doors. This manual system makes prompt door release in the event of emergency evacuation difficult. The jail did have sliding doors on two housing areas. These have become inoperable and have been removed since repair parts are no longer available. There are not secure vestibule door systems built into every access to the secure inmate portion of the jail.

Fire detection and suppression system

While the Fillmore County Jail is equipped with a hard-wired smoke detection system and meets basic fire codes, the building is not equipped with a complete coverage sprinkler system. The lack of early suppression equipment in the jail area increases the risk of damage and loss of life in the event of a fire in the jail or elsewhere in the building.

The facility does not have the infrastructure to create smoke zones or to purge smoke as part of an overall smoke containment system. Smoke cannot be easily exhausted or contained in a fire's area of origin. Smoke can quickly spread throughout the entire building. Toxic smoke and limited visibility caused by the spread of smoke are the leading causes of jail fire deaths. Obstructions in exit paths to emergency exits (corridors used for booking, storage, etc.) also add to the risk of death or injury if a fire occurs.

Fire detection and suppression systems provide early detection of fires and the capability to put out fires in their early stages. These systems may also include equipment or technology to facilitate prompt evacuation of occupants who are at risk when a fire erupts. Codes in many jurisdictions require jails to have hard-wired smoke and heat detection systems connected to a central enunciator panel at a fixed post (e.g., central control). Newer facilities in many jurisdictions are required to have locking systems that allow gang release of cell and housing unit doors from a remote location (e.g., central control) and automatic sprinkler systems that activate when a fire is detected. Many newer facilities are also designed with internal smoke compartments or zones intended to isolate fire and smoke to the area of their origin.

Facility Maintenance

Given the age and condition of infrastructure, the Fillmore County Jail is well maintained. However, the building infrastructure has out lived its expected life and consequently, almost every major system is in need of replacement. There is adequate upkeep for hygiene, paint, floors, garbage removal, snow removal, etc. There is no maintenance or janitorial area inside the secure part of the jail so cleaning equipment and supplies need to be moved in and out.

A lack of adequate and appropriate storage creates health and safety issues, as well as security concerns as items are currently stored in inconvenient locations such as circulation corridors designed as exit paths in the fire evaluation plan, and areas where inmates have access.

There are difficulties in maintaining moderate temperatures within the comfort zones required by DOC standards, in the cold Minnesota winter months and in hot and humid summer. Inmate and staff areas of the jail are not ADA compliant. The inmate areas have numerous issues including furnishings, fixtures and equipment that are outdated from a security, life-safety and suicide-prevention perspective. Original porcelain toilet fixtures are deteriorating and are attached to steel security partitions that are rusting. Replacement parts for outdated porcelain toilet fixtures are difficult to obtain. Old plumbing valves are deteriorated and causing repair and maintenance problems. Inmate shower units are not ADA compliant. There are exposed conduit, exposed electrical outlets, countless sharp edges and other opportunities for self-harm in the inmate areas. Lock mechanisms, doors and electrical components have aged out and are difficult to maintain and replace parts.

Section 5

Fillmore County Community Profile

A.

Introduction and history of Fillmore County and the Courthouse

Fillmore County was established March 5, 1853 and was named in honor of President Millard Fillmore who was President of the United States 1850 to 1853. At its beginning, Fillmore County included all of Houston, most of Winona and Wabasha, some of Olmsted, and a little of Dodge and Mower counties. The present boundaries were established in 1855. At the time of its statehood, Fillmore was the most populous county in Minnesota, a distinction held until 1870. Its population peak occurred in 1895 at 28,599 people. Fillmore County was an early destination for Euro-American settlers with Norwegian immigrants being particularly numerous. Agricultural activities have always been an economic driver in the county.

Fillmore County is on Minnesota's border with Iowa. Railroads played an integral role in the development of Fillmore County. There were three major railroads in Fillmore County. The last railroad left in the late 1970's. Railroads could make or break a town; many small towns became flourishing cities due to the business brought in by the railroads.

In 1854 and 1855, the first county seat was located in Chatfield. On March 2, 1855, Carimona was designated as the county seat. March 1, 1856, the voters of Fillmore County approved the change of the county seat to Preston. On February 24, 1863, the citizens of Preston decided to erect a brick courthouse 50 feet square and two stories high on a public square. Two wings were added in 1884. The present courthouse was erected in 1958 on the site of the previous courthouse.

Per Wikipedia, the county's terrain consists of rolling hills, carved by gullies and drainages, with the available area dedicated to agriculture. The terrain slopes to the east; its highest point is on the lower western border, at 1,378 feet above sea level. The county has a total area of 862 square miles, of which 861 square miles is land and 0.8 square miles (0.09%) is water. The county is part of the Driftless Area or Paleozoic plateau. This part of Minnesota was ice-free during the last ice age, thus resulting in the gentle rolling hills topography and appearance throughout the county.

B.

Fillmore County's Current Courthouse and Sheriff's Office

Over time, space in the original courthouse building became insufficient. In October of 1998, construction began on a new \$1,996,567.00 county office building. The new 26,320 square foot Fillmore County Office Building was completed on March 17, 2000. It is located across the street from Sheriff's Office at 902 Houston Street NW. Public Health and Social Services moved into the upper level of this new building and Veterans Services/Emergency Management, Minnesota Extension Services, and Information Systems offices into the lower level. This campus area and both the facilities there have been a major focal point during project discussions.

Due to heightened security awareness after the September 11, 2001 attacks and the need to upgrade the original mechanical system in the courthouse, the Fillmore County Board of Commissioners approved a project for expanding the Fillmore County Courthouse. The total construction costs for an addition, remodeling, and mechanical upgrades of \$3.4 million, which included asbestos abatement and technology upgrades, was funded through sales of bonds and existing resources. The project added 16,320 square feet to the existing 28,160 square feet building. The courthouse project was completed in February of 2005. Office space in the courthouse was expanded to include the District Court, County Attorney, Auditor/Treasurer, Assessor, Community Corrections, Victim Services, Administration, Planning and Zoning, and Recorder.

Fillmore County has 14 cities, 17 unincorporated communities and 23 townships. With the exception of the larger cities of Chatfield, Preston and Rushford, the Sheriff's Office is the primary law enforcement agency in the county. The Sheriff's Office is located about 6 blocks from the courthouse, at 910 Houston Street. The Sheriff's Office is adjacent to the county's human services building and shares some parking lot areas.

The Fillmore County Sheriff's Office maintains approximately 50 employees including 19 full-time Deputy Sheriffs. The Sheriff is in charge of the Fillmore County Jail and the emergency 911 dispatch center for all public safety throughout Fillmore County. The Sheriff's Office has several divisions and programs including:

- Fillmore County Jail, led by the Jail Administrator and staffed by Detention Deputies

- 911 Dispatch Division, led by Lead Dispatcher and staffed by 911 Dispatchers
- Patrol Division, led by Patrol Sergeants and staffed by Fillmore County Deputies
- Criminal Investigations Division, led by the Captain and staffed by Investigators
- Crime Prevention Program, led and staffed by Investigations Division
- Narcotics Investigator, assigned to the Southeast Minnesota Violent Crime Enforcement Team (VCET)
- Civil Process Division, led by the Fillmore County Lieutenant
- Training Division, led and staffed by Training Deputies
- Field Training Officers (FTO), led and staffed by Training Deputies
- D.A.R.E. Program, led and staffed by D.A.R.E. certified Deputies
- Administrative and financial account management, led by the Account Technician
- Permit to Purchase and Permit to Carry a firearm program
- Court Security Program, led and staffed by Court Security Deputies
- Fillmore County Emergency Management, led and staffed by the Emergency Management Director/Deputy Sheriff

C.

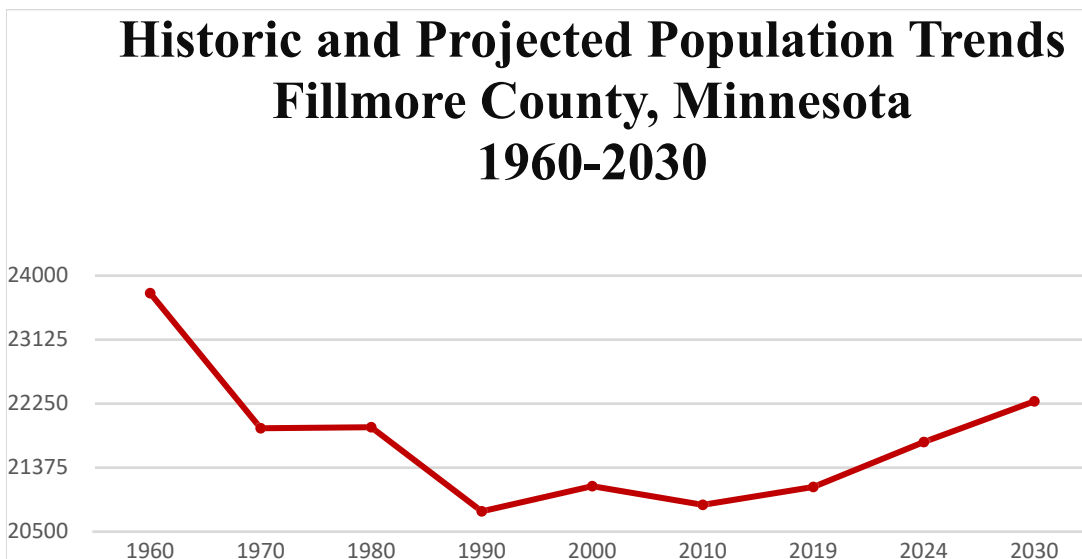
Fillmore County Demographics and Census

In its beginning, Fillmore County was a diversified business area. Because of its abundant water resources, sawmills, gristmills, feed mills, and woolen mills flourished. Agriculture was as important then, as it is now. According to a survey of 1,913 farms from the Census of Agriculture of 1978, approximately 483,555 acres of land were being used for farming. Due to improved farming methods, small farms have been combined into larger units. There are more acres being farmed now, but by fewer farmers. The chief crops raised are corn, soybeans and alfalfa; the chief livestock is dairy and beef cattle, poultry, and hogs.

Fillmore County population declined significantly from the 1960’s – 1990’s reflecting the decline in the rural population and farms. It then plateaued in the next two decades from 1990-2010 as the farm economy stabilized and as new elements of the economy took hold – tourism, public sector employment, and increased regional commuting. The area is also benefiting from retiree growth stimulated by tourism and boomers returning to their hometowns. Those newer trends are expected to continue bringing the 2030 population to the projected 22,285 persons.

When planning for jail bed space, the expected growth or reduction in demand in jail beds can follow the same rate of growth or regression in the general population. However, in recent decades the rate of growth in jail population has declined relative to population growth. According to the 2020 Census, the current county population is 21,067.

Chart 4:3:1 below shows the census data, past, present and 10-year projection.



Charts and tables that follow will provide a more detailed view of the demographics in the Fillmore County Community. All of the demographic information in this section is from “A Comprehensive Housing Needs Analysis for Fillmore County, Minnesota, July 12, 2019” prepared by Maxfield Research & Consulting.

Population and household growth will be strongest in the communities located along State Highways 52 and 63, particularly in those communities that are closest to Rochester. Led by growth in Chatfield, the northwest area of Fillmore County is projected to experience the fastest growth between 2019 and 2030, adding 312 people (7.4%) and 124 households (10.6%). The southwest area (including Spring Valley) and the south-central area (Preston) are also expected to benefit from continued growth in Rochester and Olmsted County.

Table 4:3:2 Fillmore County Population Trends

DEMOGRAPHIC ANALYSIS POPULATION GROWTH TRENDS AND PROJECTIONS																				
FILLMORE COUNTY MARKET AREA																				
1990 - 2030																				
	Census						Estimate		Forecast		Change		2000-2010		2010-2019		2019-2024		2024-2030	
	1990	2000	2010	2019	2024	2030	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.		
Fillmore County*	20,777	21,122	20,866	21,111	21,727	22,285	-256	-1.2%	245	1.2%	616	2.9%	558	2.6%						
Northwest	3,471	3,731	4,120	4,241	4,402	4,553	389	10.4%	121	2.9%	161	3.8%	151	3.4%						
Chatfield ^A	2,226	2,394	2,779	2,887	3,037	3,187	385	16.1%	108	3.9%	150	5.2%	150	4.9%						
Townships	1,245	1,337	1,341	1,354	1,365	1,366	4	0.3%	13	1.0%	11	0.8%	1	0.1%						
North Central	1,891	1,844	1,740	1,783	1,847	1,905	-104	-5.6%	43	2.5%	64	3.6%	59	3.2%						
Lanesboro	858	788	754	772	813	852	-34	-4.3%	18	2.4%	41	5.3%	39	4.8%						
Whalan	94	64	63	65	66	68	-1	-1.6%	2	3.2%	1	2.3%	1	1.7%						
Townships	939	992	923	946	968	986	-69	-7.0%	23	2.5%	22	2.3%	18	1.9%						
Northeast	3,106	3,347	3,417	3,483	3,598	3,704	70	2.1%	66	1.9%	115	3.3%	106	2.9%						
Peterson	259	269	199	197	200	204	-70	-26.0%	-2	-1.0%	3	1.7%	3	1.6%						
Rushford	1,485	1,696	1,731	1,785	1,871	1,963	35	2.1%	54	3.1%	86	4.8%	92	4.9%						
Rushford Village	705	714	807	839	882	924	93	13.0%	32	4.0%	43	5.1%	43	4.8%						
Townships	657	668	680	662	645	613	12	1.8%	-18	-2.6%	-17	-2.5%	-32	-5.0%						
Southwest	5,660	5,717	5,471	5,474	5,601	5,750	-246	-4.3%	3	0.1%	127	2.3%	148	2.6%						
Ostrander	276	212	254	250	254	258	42	19.8%	-4	-1.6%	4	1.5%	4	1.7%						
Spring Valley	2,461	2,518	2,479	2,515	2,605	2,731	-39	-1.5%	36	1.5%	90	3.6%	126	4.9%						
Wykoff	493	460	444	449	457	466	-16	-3.5%	5	1.1%	8	1.7%	9	2.0%						
Townships	2,430	2,527	2,294	2,260	2,286	2,295	-233	-9.2%	-34	-1.5%	26	1.2%	8	0.4%						
South Central	4,766	4,706	4,508	4,536	4,656	4,762	-198	-4.2%	28	0.6%	120	2.6%	106	2.3%						
Fountain	327	343	410	419	433	447	67	19.5%	9	2.2%	14	3.5%	13	3.0%						
Harmony	1,081	1,080	1,020	1,034	1,065	1,100	-60	-5.6%	14	1.4%	31	3.0%	35	3.3%						
Preston	1,530	1,426	1,325	1,338	1,376	1,410	-101	-7.1%	13	1.0%	38	2.8%	34	2.5%						
Townships	1,828	1,857	1,753	1,745	1,781	1,806	-104	-5.6%	-8	-0.5%	36	2.1%	24	1.4%						
Southeast	2,860	2,914	2,816	2,827	2,898	2,919	-98	-3.4%	11	0.4%	71	2.5%	21	0.7%						
Canton	362	343	346	351	362	367	3	0.9%	5	1.5%	11	3.1%	5	1.3%						
Mabel	745	766	780	776	792	794	14	1.8%	-4	-0.5%	16	2.0%	2	0.2%						
Townships	1,753	1,805	1,690	1,700	1,745	1,759	-115	-6.4%	10	0.6%	45	2.6%	14	0.8%						
Rochester MSA	162,722	184,740	206,877	223,270	235,659	249,361	22,137	12.0%	16,393	7.9%	12,389	5.5%	13,702	5.8%						
Minnesota	4,375,665	4,919,492	5,303,925	5,705,976	5,946,298	6,128,724	384,433	7.8%	402,051	7.6%	240,322	4.2%	182,426	3.1%						

*Fillmore County total excludes portion of Chatfield in Olmsted County
^AChatfield total includes portion of the City in Olmsted County
 Sources: US Census Bureau; MN State Demographic Center; ESRI; SEMLM; CEDA; Maxfield Research & Consulting, LLC

Natural increase (births exceeding deaths) was largest component of population increase for Fillmore County for 2010-2019 at 213 persons, but international migration was an increasingly important component at 178 persons.

Table 4:3:3 Fillmore County Population Change Factors

Components of Resident Population Change, Minnesota and Fillmore County: April 1, 2010 to July 1, 2019														
Geographic Area	Cumulative Estimates of the Components of Population Change April 1, 2010 to July 1, 2019							Annual Estimates of the Components of Population Change July 1, 2018 to July 1, 2019						
	Total Population Change ¹	Natural Increase	Vital Events		Net Migration			Total Population Change ¹	Natural Increase	Vital Events		Net Migration		
			Births	Deaths	Total	International ²	Domestic			Births	Deaths	Total	International ²	Domestic
Minnesota	335,705	250,488	637,356	386,868	88,161	114,414	-26,253	33,383	24,442	67,642	43,200	9,178	9,113	65
Fillmore County	199	213	2,370	2,157	-4	178	-182	23	19	256	237	5	16	-11

¹Total population change includes a residual. This residual represents the change in population that cannot be attributed to any specific demographic

²Net international migration for the United States includes the international migration of both native and foreign-born populations. Specifically, it includes: (a) the net international migration of the foreign born, (b) the net migration between the United States and Puerto Rico, (c) the net migration of natives to and from the United States, and (d) the net movement of the Armed Forces population between the United States and overseas. Net international migration for Puerto Rico includes the migration of native and foreign-born populations between the United States and Puerto Rico.

Note: The estimates are based on the 2010 Census and reflect changes to the April 1, 2010 population due to the Count Question Resolution program and geographic program revisions. All geographic boundaries for the 2019 population estimates are as of January 1, 2019. For population estimates methodology statements, see <http://www.census.gov/programs-surveys/popest/technical-documentation/methodology.html>.

Suggested Citation:
 Estimates of the Components of Resident Population Change for Counties in Minnesota: April 1, 2010 to July 1, 2019 (CO-EST2019-COMP-27)
 Source: U.S. Census Bureau, Population Division
 Release Date: March 2020

In line with national patterns, the county population expanded 1.2% between 2010 and 2019 to 21,111, while the number of households increased 1.3% to 8,660. There is a trend toward shrinking household sizes in the county, as the average household size decreased from 2.57 in 2000 to 2.44 in 2010. The trend indicates an aging household base but also reflects a declining proportion of married couple households with children.

Table 4:3:4 Fillmore County Household Growth Trends

DEMOGRAPHIC ANALYSIS HOUSEHOLD GROWTH TRENDS AND PROJECTIONS FILLMORE COUNTY 1990 - 2030															
	Census						Change								
	1990-2010			2010-2030			2000-2010		2010-2019		2019-2024		2024-2030		
	1990	2000	2010	2019	2024	2030	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	
Fillmore County*	7,822	8,228	8,545	8,660	8,915	9,147	317	3.9%	115	1.3%	255	2.9%	232	2.6%	
Northwest	1,273	1,426	1,588	1,640	1,704	1,764	162	11.4%	52	3.3%	64	3.9%	60	3.5%	
Chatfield [^]	846	975	1,092	1,139	1,200	1,260	117	12.0%	47	4.3%	61	5.3%	60	5.0%	
Townships	427	451	496	501	504	504	45	10.0%	5	1.0%	3	0.7%	-1	-0.1%	
North Central	745	783	773	792	820	846	-10	-1.3%	19	2.5%	28	3.5%	26	3.2%	
Lanesboro	385	380	373	383	402	421	-7	-1.8%	10	2.7%	19	4.9%	19	4.8%	
Whalan	42	31	32	33	34	34	1	3.2%	1	3.1%	1	2.3%	1	1.7%	
Townships	318	372	368	376	384	390	-4	-1.1%	8	2.2%	8	2.2%	6	1.6%	
Northeast	1,168	1,314	1,350	1,372	1,414	1,455	36	2.7%	22	1.6%	42	3.1%	40	2.9%	
Peterson	101	67	97	96	98	99	30	44.8%	-1	-1.0%	2	1.7%	2	1.6%	
Rushford	628	671	706	724	757	793	35	5.2%	18	2.5%	33	4.5%	36	4.8%	
Rushford Village	219	306	305	317	333	349	-1	-0.3%	12	3.9%	16	5.1%	16	4.8%	
Townships	220	270	242	235	227	213	-28	-10.4%	-7	-2.9%	-8	-3.5%	-13	-5.9%	
Southwest	2,176	2,264	2,319	2,331	2,390	2,456	55	2.4%	12	0.5%	59	2.5%	66	2.8%	
Ostrander	99	108	111	108	109	110	3	2.8%	-3	-2.7%	1	0.8%	1	1.3%	
Spring Valley	1,001	1,055	1,074	1,090	1,129	1,184	19	1.8%	16	1.5%	39	3.6%	55	4.9%	
Wykoff	198	203	198	201	205	209	-5	-2.5%	3	1.5%	4	1.9%	4	2.2%	
Townships	878	898	936	932	947	953	38	4.2%	-4	-0.4%	15	1.6%	6	0.6%	
South Central	1,776	1,811	1,886	1,908	1,962	2,010	75	4.1%	22	1.2%	54	2.9%	47	2.4%	
Fountain	126	138	171	177	184	190	33	23.9%	6	3.5%	7	4.0%	6	3.4%	
Harmony	461	480	479	487	502	519	-1	-0.2%	8	1.7%	15	3.1%	17	3.3%	
Preston	584	577	603	614	634	651	26	4.5%	11	1.8%	20	3.2%	17	2.7%	
Townships	605	616	633	630	643	650	17	2.8%	-3	-0.5%	13	2.0%	7	1.1%	
Southeast	1,037	1,063	1,094	1,099	1,126	1,134	31	2.9%	5	0.5%	27	2.5%	8	0.7%	
Canton	160	150	162	164	169	171	12	8.0%	2	1.2%	5	2.9%	2	1.3%	
Mabel	316	341	359	357	364	365	18	5.3%	-2	-0.6%	7	2.0%	1	0.2%	
Townships	561	572	573	578	594	599	1	0.2%	5	0.9%	16	2.7%	5	0.8%	
Rochester MSA	60,704	70,732	81,907	89,834	94,671	100,425	11,175	15.8%	7,927	9.7%	4,837	5.4%	5,754	6.1%	
Minnesota	1,647,974	1,895,133	2,087,227	2,234,112	2,324,134	2,443,951	192,094	10.1%	146,885	7.0%	90,022	4.0%	119,817	5.2%	

*Fillmore County total excludes portion of Chatfield in Olmsted County
[^]Chatfield total includes portion of the City in Olmsted County
 Sources: US Census Bureau; MN State Demographic Center; ESRI; SEMLM; CEDA; Maxfield Research & Consulting, LLC

Fillmore County is expected to experience household contraction in most age groups between 2019 and 2024, although the senior cohorts are expected to expand. The 65 to 74 age group is projected to increase over 15%, adding 219 households, while the 75 and older age group increases 12% (165 households). • The 35 to 44 age group is also projected to experience household growth in the County, climbing 8.5% (107 households).

Table 4:3:5 Fillmore County Age Distribution Trends

DEMOGRAPHIC ANALYSIS AGE DISTRIBUTION FILLMORE COUNTY MARKET AREA 2000 - 2024								
Age			Estimate 2019	Projection 2024	Change			
					2010-2019		2019-2024	
					No.	Pct.	No.	Pct.
Fillmore County	Median Age:		43.5	43.7				
Under-20	6,038	5,518	5,233	5,582	-285	-5.2	349	6.7
20 to 24	953	899	973	832	74	8.3	-142	-14.6
25 to 34	2,146	2,266	2,350	2,224	84	3.7	-126	-5.4
35 to 44	3,149	2,306	2,346	2,557	40	1.7	211	9.0
45 to 54	2,742	3,141	2,567	2,418	-574	-18.3	-149	-5.8
55 to 64	2,000	2,736	3,144	3,002	408	14.9	-141	-4.5
65 to 74	1,849	1,840	2,371	2,747	531	28.9	375	15.8
75+	2,245	2,160	2,127	2,365	-33	-1.5	238	11.2
Total	21,122	20,866	21,111	21,727	245	1.2	616	2.9

Table 4:3:6 Fillmore County Household Income by Age Analysis

DEMOGRAPHIC ANALYSIS HOUSEHOLD INCOME BY AGE OF HOUSEHOLDER FILLMORE COUNTY 2019 & 2024								
	Total	Age of Householder						
		<25	25-34	35-44	45-54	55-64	65-74	75+
2019								
Less than \$15,000	934	27	70	65	71	201	212	287
\$15,000 to \$24,999	883	32	86	63	55	154	151	343
\$25,000 to \$34,999	918	43	114	98	90	155	174	244
\$35,000 to \$49,999	1,233	64	169	142	163	216	253	226
\$50,000 to \$74,999	1,572	46	284	249	283	342	241	127
\$75,000 to \$99,999	1,159	22	179	233	259	246	141	79
\$100,000 to \$199,999	1,683	21	219	370	405	407	202	60
\$200,000 or more	278	2	34	46	66	67	54	9
Total	8,660	256	1,156	1,265	1,392	1,790	1,428	1,374
Median Income	\$56,393	\$40,280	\$61,324	\$78,879	\$80,247	\$63,344	\$46,646	\$27,590
2024								
Less than \$15,000	728	26	51	57	40	122	166	265
\$15,000 to \$24,999	711	28	59	37	29	101	128	329
\$25,000 to \$34,999	807	32	87	75	60	112	177	263
\$35,000 to \$49,999	1,128	57	138	115	121	172	262	263
\$50,000 to \$74,999	1,554	48	258	243	237	314	286	169
\$75,000 to \$99,999	1,202	25	177	243	229	240	176	111
\$100,000 to \$199,999	2,343	28	278	525	504	544	344	120
\$200,000 or more	443	3	50	76	91	97	108	19
Total	8,915	248	1,097	1,372	1,310	1,701	1,647	1,539
Median Income	\$68,094	\$44,282	\$71,352	\$92,566	\$95,198	\$81,859	\$58,864	\$31,885
Change 2019 - 2024								
Less than \$15,000	-206	-1	-20	-8	-31	-79	-46	-22
\$15,000 to \$24,999	-172	-4	-27	-25	-25	-53	-23	-15
\$25,000 to \$34,999	-112	-11	-27	-23	-30	-43	3	20
\$35,000 to \$49,999	-105	-7	-31	-26	-42	-44	9	37
\$50,000 to \$74,999	-18	2	-25	-7	-46	-28	45	42
\$75,000 to \$99,999	43	4	-2	11	-30	-7	35	32
\$100,000 to \$199,999	660	8	59	155	99	137	142	61
\$200,000 or more	165	1	16	30	25	29	54	10
Total	255	-8	-59	107	-81	-88	219	165
Median Income	\$11,701	\$4,002	\$10,028	\$13,687	\$14,951	\$18,516	\$12,218	\$4,295

Sources: ESRI; US Census Bureau; Maxfield Research & Consulting, LLC

D.

Fillmore County Community Resources

Part of the committee effort involved the assessment of the services or resources that are available in the local community. Populations appearing in the justice system are also typical consumers of other needed services such as mental health or substance abuse intervention and support. As well, at time of release, county jail inmates return to the community of their pre-confinement residency at an almost 99% rate. To impact their chances of successful return, numerous programs and resources are necessary. As well, these local resources are tools that the court uses in lieu of imposing jail time, or to reduce jail time or provide for other monitoring measures as part of offender case management.

The information provided below identifies impactful programs and resources that are either available or perhaps lacking in the local community. There is already a resource directory available outlining the variety and numerous services and programs available to all Fillmore County residents, (located at: www.co.fillmore.mn.us). The committee wanted to focus on the resources that were either available or lacking for those individuals that were engaged in the criminal justice system. The list that follows indicates the program and services that are most common to the risk and needs of the offender population in the county.

- **Resources in the Local Community for Adults Clients**

- Adult Diversion
- Veterans Services provides transportation to the VA in Minneapolis (Vets Van)
- SEMCAC provides transportation, sometimes at no cost
- Restorative Justice Programming
- Adult Mental Health Case Management
- Mental Health Services:
 - Hiawatha Valley Mental Health – Rushford Office
 - Zumbro Valley Health Center - Harmony office
 - Nystrom & Associates provides in-home and CTSS in Fillmore
 - Mobile Crisis
 - Cardinal of MN: disability services
- Transportation:

- Rolling Hills Transit
 - Blue Ride / UCare Rides (MA clients) – for mental health / medical appointments if qualify
- AA Meetings in local communities
- Workforce Development, Preston – job search assistance
- Social Services
- **Resources in the Local Community for Juvenile Clients**
 - Truancy Program
 - Juvenile Diversion
 - Restorative Justice Programming
 - Foster Care – however there are no local homes that accept those on Juvenile Probation. Foster home referrals go to 180 Degrees, Olmsted Co., Winona Co., Family and Children’s Center (FCC), Houston Co., or Nexus
 - Workforce Center – Bridge to Empowerment Programming
 - Safe Harbor Programming
 - Children’s Mental Health Case Management – Hiawatha Valley Mental Health Clinic (HVMHC)
 - Next Chapter Ministries – for kids that continued to stay connected after being in the JDC , located in Rochester, MN.
 - Mental Health Services:
 - Hiawatha Valley Mental Health Clinic– Rushford Office
 - Zumbro Valley Health Center - Harmony office
 - Amy Baysnat – in home family
 - Independent Living Skills
 - Lutheran Social Services
 - Legacies
 - SEMCIL – Educational Advocate (for disabled)
 - Mobile Crisis
 - School-linked CMH services: individual and CTSS
 - FGDM Services
 - Transportation:
 - Rolling Hills Transit

- Blue Ride / UCare Rides (MA clients) – for mental health / medical appointments if qualify
- **Current Programs/Resources in the Jail for Inmates**
 - Booking - basic mental health screening
 - Jail Nurse and Medical Services (Mend Correctional Care/includes RX)
 - Helping Hands Ministry (suspended due to COVID)
 - PREA Compliance
 - Work Release/Huber (4 days/week sentence to service)
 - Education (GED, life skills)
 - Religious (recorded church service Sunday morning, Pastor as needed)
 - Library (in-house library)
 - Recreation (exercise equipment and outdoor space)
 - Passive Recreation (walk cell hallway during inclement weather)
 - AA/NA
- **Suggested Programs/Resources to add in the future to assist inmates in the Jail**
 - RX prescribed while in custody, which includes sending inmates with 3-5-day supply at release for support in the community
 - Cognitive Behavioral Based Programming
 - Mental Health Counseling
 - Medical Assistance set up while in custody (if needed)
 - Video Visitation w/off-site visitors
 - Human Services support for children of those incarcerated
 - Robust Volunteer/Mentoring
 - CD Programming, access to Zoom
-
- **Barriers for Fillmore County Residents**
 - **Transportation**

- Reliable Transportation is often a barrier for clients to receive services as many services require transportation to other towns (ex: Winona, Rochester, Decorah)
- **Lack of Local Resources**
 - Mental Health Services
 - No local chemical dependency providers
 - Recovery is Happening said they had someone down here for the mentoring piece, but have not been able to access it.
 - No local AA/NA resources for juveniles – they go to the adult meetings as meetings are not restricted or focused to different age groups
- **Miscellaneous**
 - Several Fillmore County Departments have created resource directories
 - There are no re-entry programs starting in the Jail that help inmates prepare for release, such as: job seeking skills, parenting, budgeting, life skills.
 - Workforce Development is available in Preston
 - **What else is needed for a “full continuum of care” for members of our community in the Criminal Justice System?**
 - Mentoring Program that serves our area
 - Local individual and outpatient Substance Abuse (SA) programming
 - Volunteer Drivers program – available to all, not just MA clients
 - Sober living housing
 - Mental health homes

Section 6

Past, Present & Future Jail Usage for Fillmore County

A.

Arrests and Warrants

The committee collected and analyzed law enforcement data as part of this study. Arrests and warrants are the most common ways for individuals to enter the justice system as consumers of services. Reviewing the arrest data over a period of years, allows for some comparative analysis on what may or may not be occurring in the community in terms of crimes.

Table 5.1.1 below, is compiled data from the Uniform Crime Reports (UCR) which is standardized by federal officials. That means a complaint and report was created and filed with a law enforcement agency. It measures Part I offenses that are crimes against persons, and Part II offenses which are primarily crimes against property or drug related offenses. The data that has been provided does not show any concerning patterns that would indicate crime is on a rise in Fillmore County. While there are variations in annual numbers, the reported events are reasonably close in numbers year after year.

Table 5.1.1 Fillmore County Uniform Crime Report Data by Year

Chart 5.1.2 and 5.1.3 below, puts the data from Table 5.1.5 into chart form to aid understanding.

YEAR	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Part I Offenses*												
Reported Offenses	128	97	73	41	113	131	64	81	84	99	62	75
Crime Rate	6	17.2	3.5	2	6.4	6.2	3.1	4.7	4	4.6	3	3.6
Number Cleared	25	15	12	8	21	17	13	14	13	15	9	15
Percent Cleared	20%	28%	16%	20%	16%	13%	20%	17%	15%	15%	15%	20%
Part II Offenses												
Reported Offenses	312	162	194	89	196	167	177	250	245	243	161	205
Crime Rate	22.5	7.7	9.3	4.3	9.4	7.9	8.5	14.6	11.8	11.3	7.7	9.7
Number Cleared	162	106	110	46	105	78	102	105	126	95	82	80
Percent Cleared	52%	65%	57%	52%	54%	47%	58%	42%	51%	39%	51%	39%

The FBI's crime index for Part I offenses includes the following felonies -- murder, rape, aggravated assault, robbery, burglary, larceny-theft and motor vehicle theft - plus the crime of arson. These offenses comprise the standard or "Index" by which the "crime rate" is consistently measured across all 50 states. Part II offenses are 21 generally less serious crimes and typically crimes against property Source: Uniform Crime Reports (UCR) and MN Department of Corrections

The viewing of this type of historical data demonstrates what the booking or admissions numbers would be if more serious offenses were all cleared with arrests and charges. Chart

5.1.2 includes offenses of all types and 5.1.3 presents data on theft or property crimes specifically. Many property crimes do not result in long terms of jail confinement, but they will result in a booking and intake in the jail if the case is cleared with an arrest.

Chart 5.1.2 Fillmore County All Offenses Reported by Year

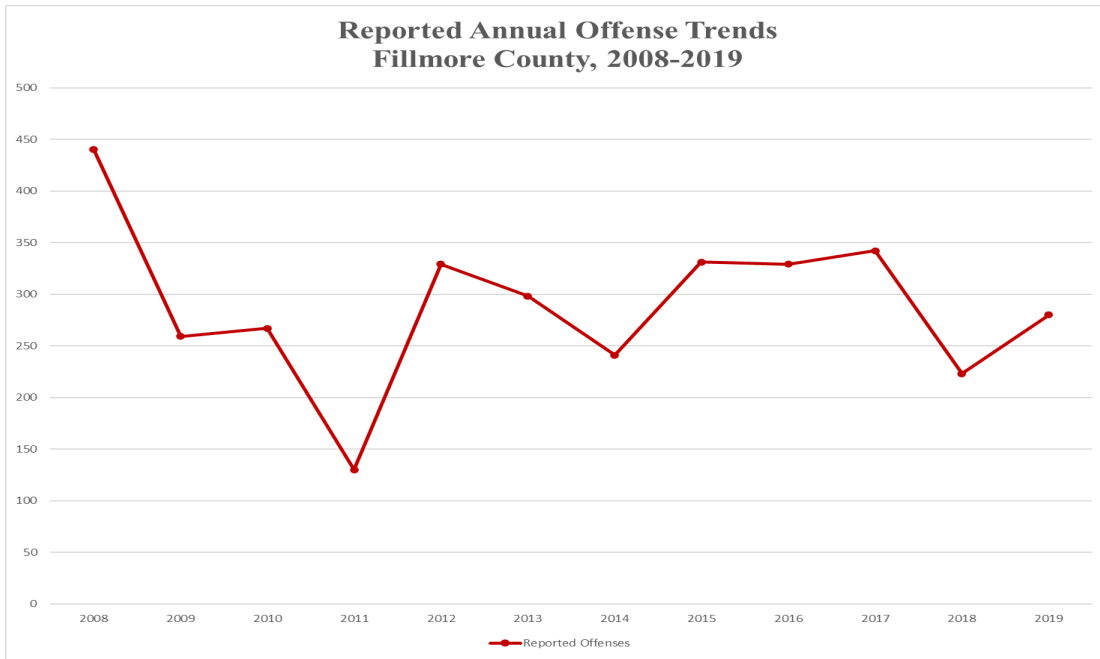
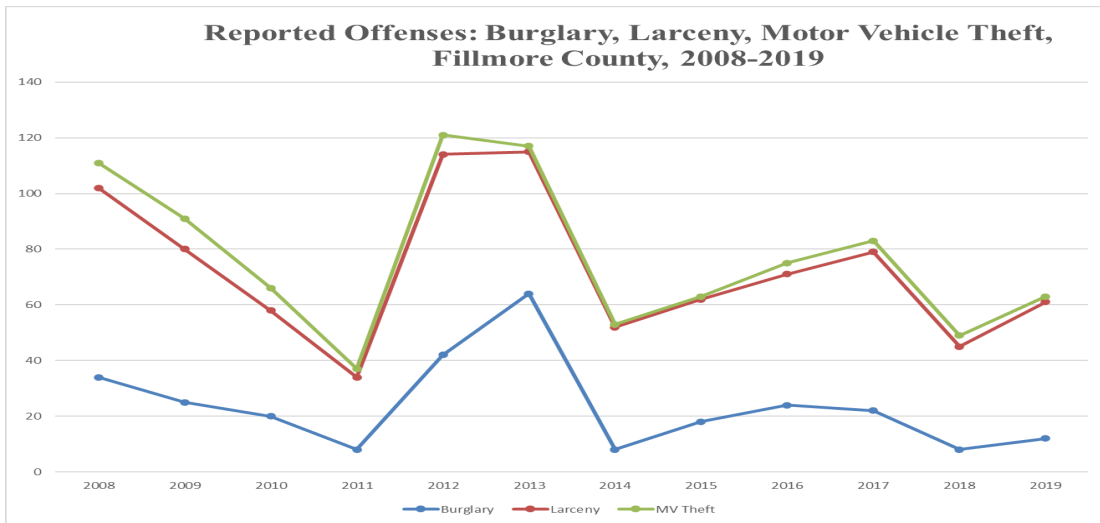


Chart 5.1.3 Fillmore County Offenses Reported by Year and Theft Type



Charts 5.1.4 and 5.1.5 that follows, presents the UCR data for serious assaults and DUI or Drug Offenses from Table 5.1.5. The viewing of this type of historical data demonstrates what the booking or admissions numbers in to a jail could be if these more serious offenses were all cleared with arrests and charges.

Chart 5.1.4 Fillmore County Assault Offenses Reported by Year

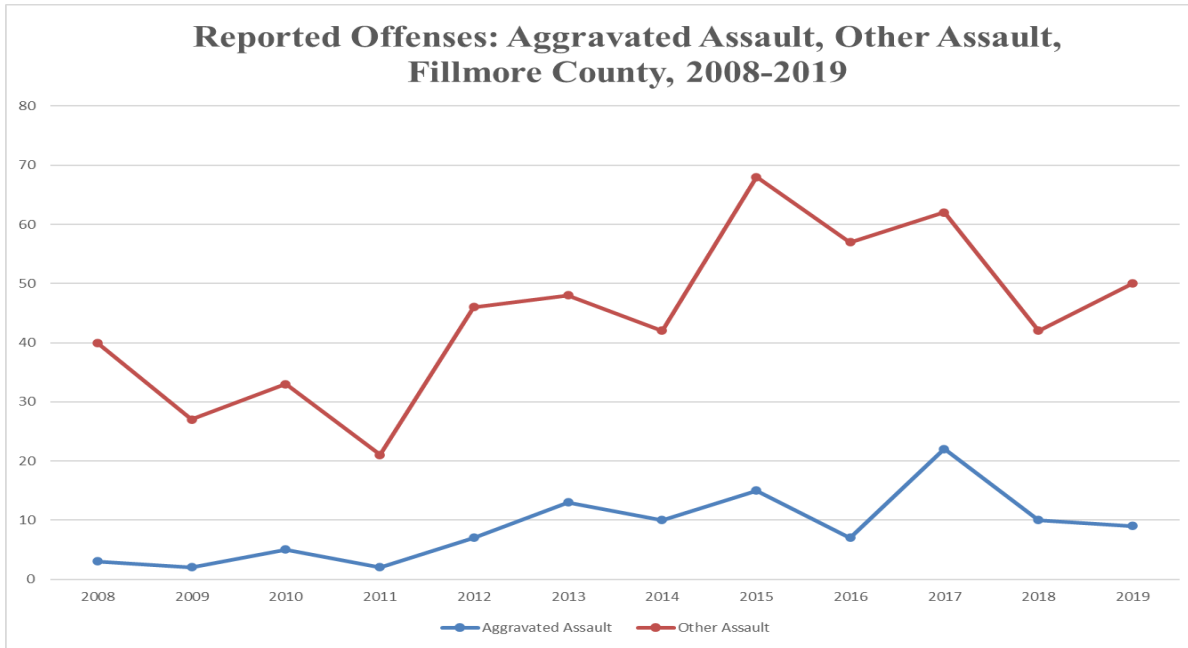


Chart 5.1.5 Fillmore County Drug and DUI Offenses Reported by Year

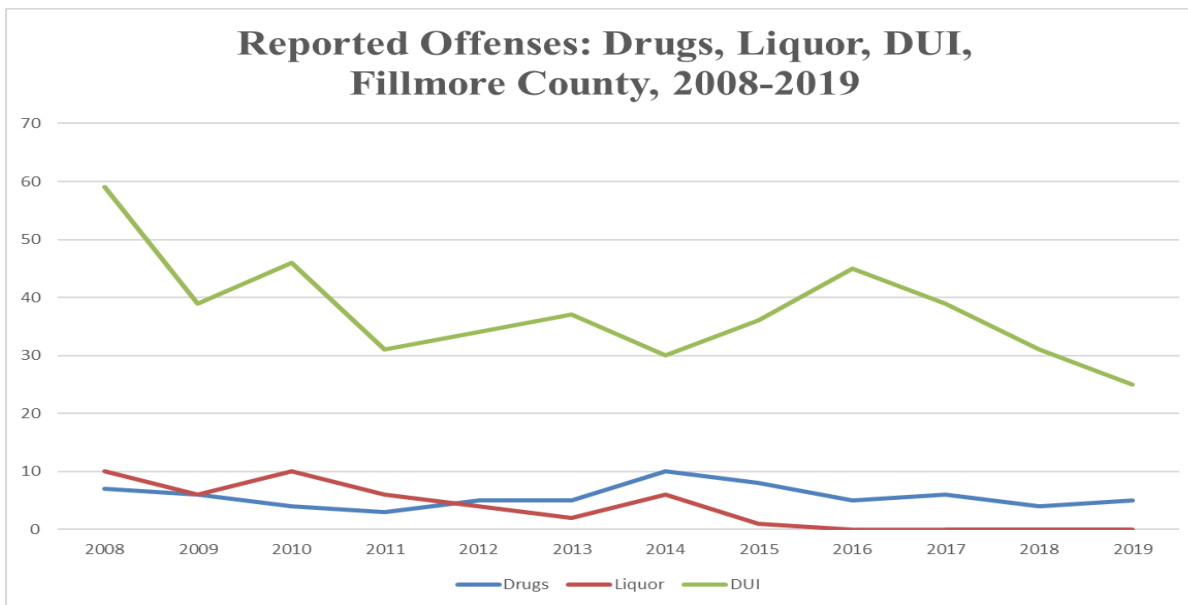


Table 5.1.6 below, presents local data collected on warrants issued through the Fillmore County courts. This is another main contributor to jail admissions. There are a fairly consistent total number of warrants issued each year in Fillmore County.

Table 5.1.6 Fillmore County Warrants Reported by Year

Year	Severity	Probation Violation	Complaint/Order for Detention	Bench Warrant/ Failure to Appear	Total
2017	Felony	26	14	13	53
	Gross Misdemeanor	8	4	10	22
	Misdemeanor	2	4	19	25
	Petty Misdemeanor	0	0	2	2
	Subtotal:	36	22	44	102
2018	Felony	35	13	12	60
	Gross Misdemeanor	12	1	3	16
	Misdemeanor	6	3	19	28
	Petty Misdemeanor	0	0	0	0
	Subtotal:	53	17	34	104
2019	Felony	45	25	23	93
	Gross Misdemeanor	8	4	10	22
	Misdemeanor	8	8	10	26
	Petty Misdemeanor	0	1	2	3
	Subtotal:	165	38	45	144
2020	Felony	13	17	30	60
	Gross Misdemeanor	9	2	15	26
	Misdemeanor	2	5	10	17
	Petty Misdemeanor	0	0	0	0
	Subtotal:	24	24	55	103

Total 2017-2020	Severity	Probation Violation	Complaint/Order for Detention	Bench Warrant/ Failure to Appear	Total by Severity 2017-2020
	Felony	119	69	78	267
	Gross Misdemeanor	37	11	38	86
	Misdemeanor	18	20	58	96
	Petty Misdemeanor	0	1	4	5

Chart 5.1.7 below, presents national data on incarceration rates for serious felony level offenders in state or federal facilities. This type of national data allows for local community incarceration rates to be compared to national levels. National incarceration rates have been declining for the past decade as have Fillmore County’s rates.

Chart 5.1.7 Nationwide Incarceration Rates for Felonies, per 100,000 People and by Year

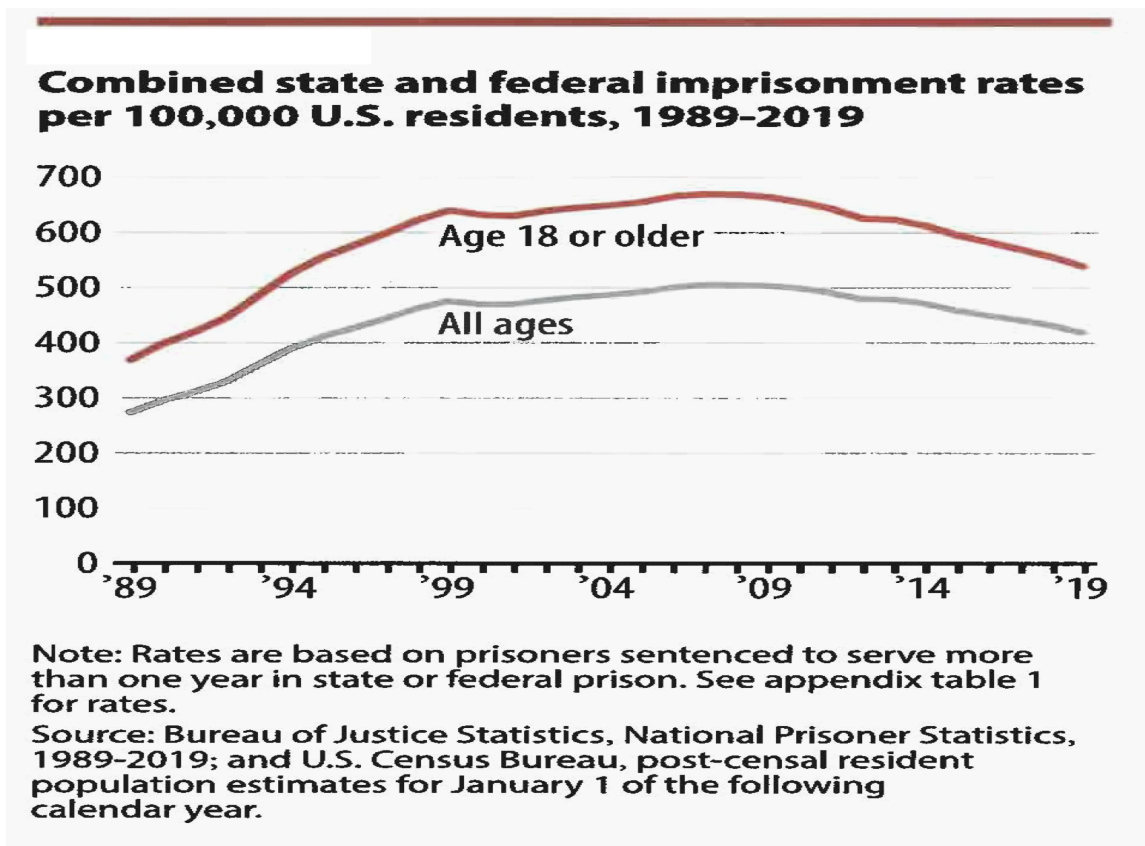


Table 5.1.8 below, presents the felony level incarceration rates noting the changes of incarceration rates on an annual basis. This type of historical data can help comparative analysis of local incarceration rates. More than any other thing, it is useful in trying to establish the degree of public safety and quality of life in the community, when looking at rates of incarceration by neighborhood or other geographic comparisons.

Table 5.1.8 Nationwide Incarceration Rates for Felonies, by Year since 2009 with Percentage of Change

Prisoners under jurisdiction of state or federal correctional authorities, by jurisdiction and sex, 2009-2019					
Year^a	Total	Federal^b	State	Male	Female
2009	1,615,487	208,118	1,407,369	1,502,002	113,485
2010	1,613,803	209,771	1,404,032	1,500,936	112,867
2011	1,598,968	216,362	1,382,606	1,487,561	111,407
2012	1,570,397	217,815	1,352,582	1,461,625	108,772
2013	1,576,950	215,866	1,361,084	1,465,592	111,358
2014	1,562,319	210,567	1,351,752	1,449,291	113,028
2015	1,526,603	196,455	1,330,148	1,415,112	111,491
2016	1,508,129	189,192	1,318,937	1,396,296	111,833
2017	1,489,189	183,058	1,306,131	1,377,815	111,374
2018	1,464,385	179,898	1,284,487	1,353,595	110,790
2019	1,430,805	175,116	1,255,689	1,322,850	107,955
Percent change					
2009-2019	-11.4%	-15.9%	-10.8%	-11.9%	-4.9%
2018-2019	-2.3	-2.7	-2.2	-2.3	-2.6

Note: Jurisdiction refers to the legal authority of state or federal correctional officials over a prisoner, regardless of where the prisoner is held. Counts are for December 31 of each year. As of December 31, 2001, sentenced felons from the District of Columbia were the responsibility of the Federal Bureau of Prisons.

^aTotal and state counts for 2018 and 2019 include imputed counts for Oregon, which did not submit 2018 or 2019 National Prisoner Statistics data. See *Methodology*. Counts for 2018 and earlier may have been revised based on more recent reporting by states, and may differ from numbers in past reports.

^bIncludes adult prisoners held in non-secure community-corrections facilities and adults and persons age 17 or younger held in privately operated facilities.

Source: Bureau of Justice Statistics, National Prisoner Statistics, 2009-2019.

B.

Historical Inmate Populations

The committee collected and analyzed jail inmate population data. The viewing of historical data allows for planning of jail beds in the future. In considering how big a jail needs to be, several critical data elements need to be collected and examined. In its simplest terms, jail populations are driven by two elements; How many are coming in (Bookings/Admissions) and how long do they stay (Average Length of Stay or ALOS) These two data elements then create the Average Daily Population (ADP). When one of the two data elements changes, the ADP will change as well.

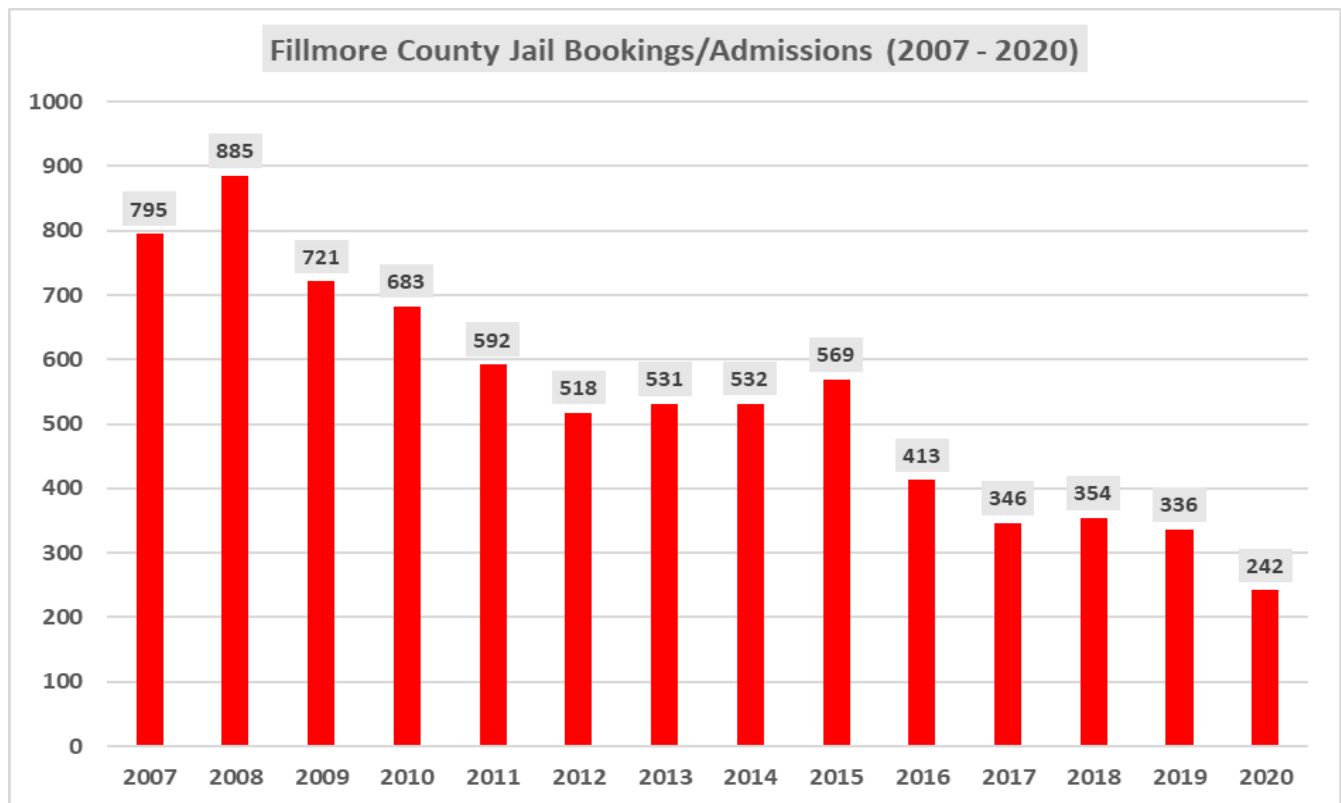
Averages are just that...an average. All jails in the country have fluctuating averages, that typically repeat themselves at the same months every year, year after year. When looking at annual averages, the data neglects to look at the months or days of the year when the population levels peaked at the highest levels. Jails need to be designed for housing of peak populations. This will impact the upfront capital investment costs. They need to be planned for averages when looking at budgeting. This will impact the annual operating costs.

Jail populations can swing significantly and therefore, peaking populations need to be considered as a driving factor in the jail size. Every inmate needs a bed or a cell when staying in the jail. Housing assignments are driven by the classification and gender of every inmate that enters. Typically, there will be gender specific housing assignments provided for minimum, medium, maximum, and special management beds. Special management beds are common for behavioral issues, discipline, suicide prevention or chemical detoxification, medical issues, protective custody, or other management needs. They should only be considered as a temporary bed assignment and not be part of the routine rotation of planned bed use. The inmates should be placed in the special management bed only while it is needed and then move back to a general inmate housing classified unit.

Knowing the number of total inmates, by gender, then by classification assists in design of the facility by determining how big the housing units (or pods) need to be in terms of number of beds to accommodate the different classifications and genders. Looking at the historical usage levels, allows for some projections and forecasting to occur to plan for the number of beds and bed types needed in the future. This data will support the design concept and documents that will be created in the future that will determine both size and cost.

The first data element considered is Bookings. This is the number of total entries into the jail. This process puts an individual into the building for some kind of a stay, be it in hours or days or months. It is rare for a county jail to hold an individual longer than 12 months but it is possible with pre-trial detention or with the stringing of consecutive sentences in the case of, multiple offense convictions. Chart 5.2.1 below, shows that since 2015, there had been a general step down of admissions pre-Covid 19. Calendar year 2020 is considered an anomaly with the onset and impact of Covid-19. The three years prior to 2020, had a fairly stable annual booking number of about 350 booking events. This is a substantial drop off from the years between 2011 and 2015 when the number was in the middle 500’s. Even earlier, the booking numbers were much higher and neared 900.

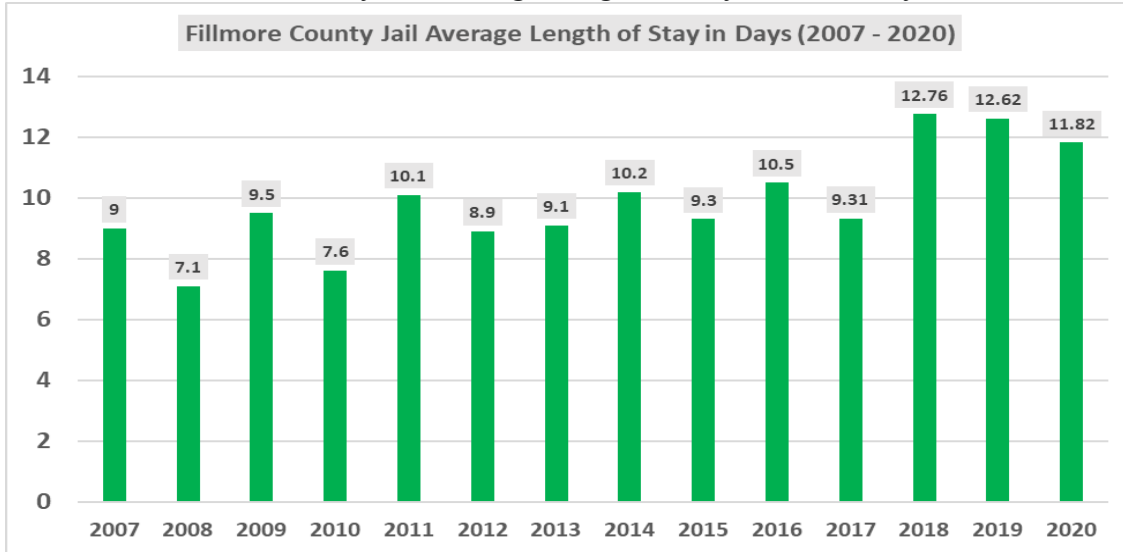
Chart 5.2.1 Fillmore County Jail number of Annual Bookings and Admissions since 2007.



The second data element considered is Average Length of Stay or ALOS. This is the number of days each person who gets admitted to the jail serves in custody, and includes the averages even if the admission was a “Book and Release.” In most jails, it is common for more than one half of all admissions to be “Book and Release.” That specific data element was not possible to easily measure in Fillmore due to data system limitations.

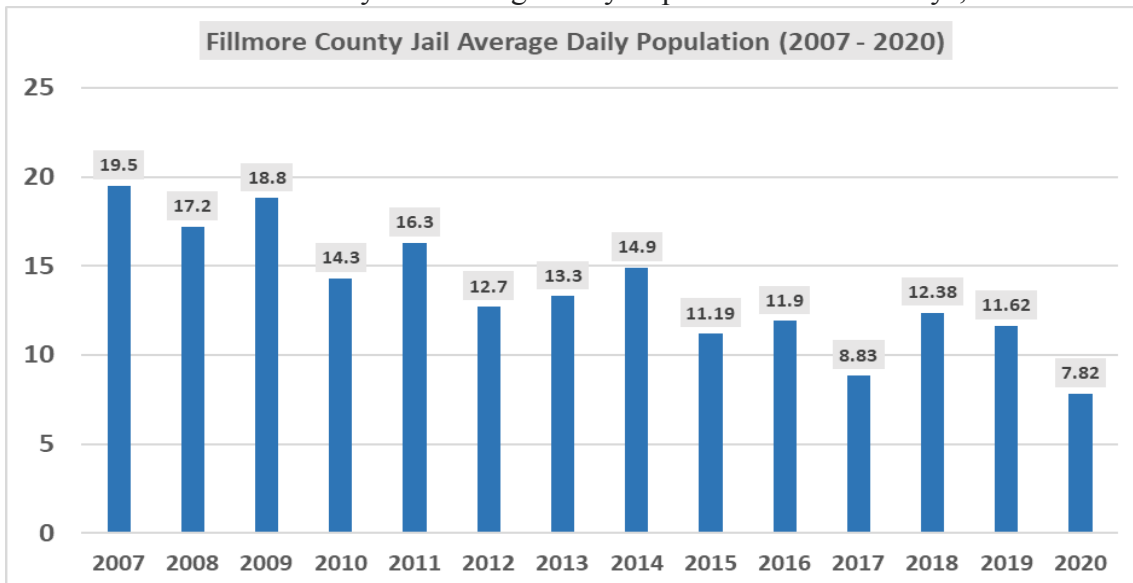
The ALOS is demonstrated in Chart 5.2.2. The Chart shows that the ALOS is getting longer. This is not unusual given the previous chart on Bookings. As the bookings decrease, it is more than likely that those being admitted to jail are the individuals with more serious crimes, which corresponds to longer terms of confinement.

Chart 5.2.2 Fillmore County Jail Average Length of Stay in Jail in Days, since 2007



Taking the first two data elements and combining them brings about the Average Daily Population, or ADP. Chart 5.2.3 shows the annual ADP. Dismissing the Covid-19 data, the ADP over the most recent other years is about 12 inmates.

Chart 5.2.3 Fillmore County Jail Average Daily Population in Jail in Days, since 2007



Accounting for the ADP helps with general budgeting responsibilities. It gives a guide for how many inmates should be expected on average, every day. However, it does not reflect what the peak population is or could be at the time. Peak populations can have great impact on the jail population. If there is an arrest of many co-defendants, or if there is a large festival or annual occurrence where crime rate increases, the jail population will be peaked. Chart 5.2.4 shows the high population in the jail each month since 2014. Chart 5.2.5 shows the peak population of female inmates each month.

Chart 5.2.4 Fillmore County Jail Total Inmate Peak Population by Month

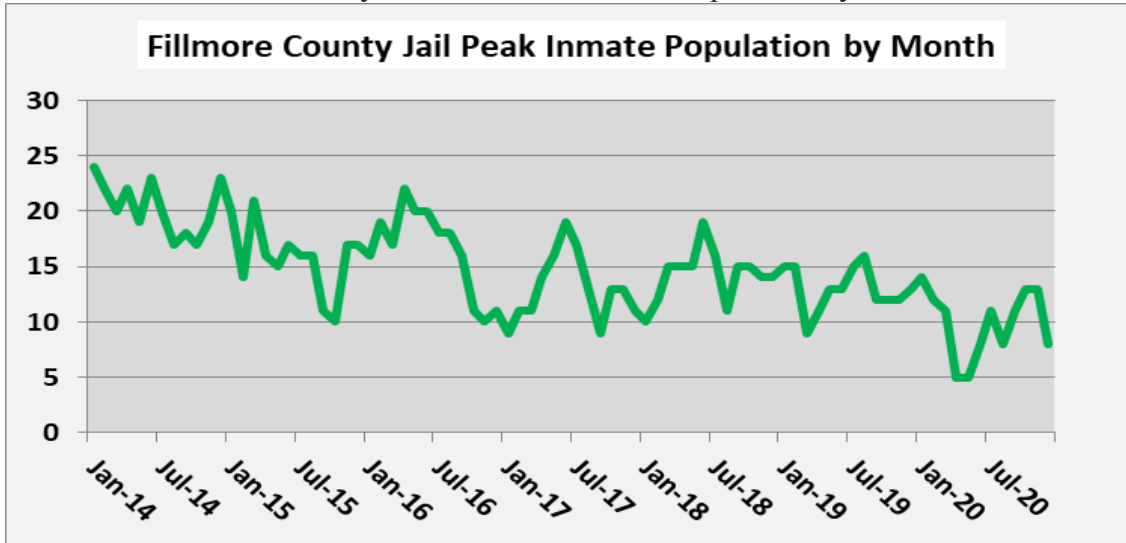
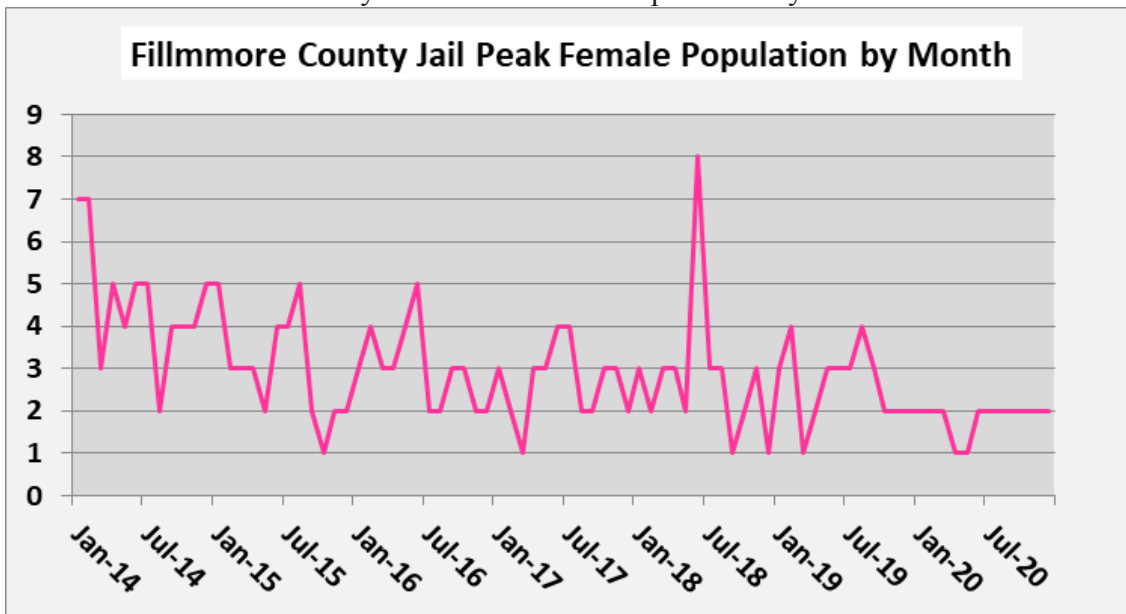


Chart 5.2.5 Fillmore County Jail Female Peak Population by Month



Female inmates are always a low number at Fillmore. While the ADP might be 2 inmates, the chart shows in the recent past it was as high as 8. Getting four times the average inmate type stresses a jail operation, because housing options are not available. Chart 5.2.6 following, present the peak data for male inmates, which routinely makes up the greater portion of inmate population in Fillmore County. Chart 5.2.7 compares the ADP to Peak, by month. In May 2016, the ADP is about 13 inmates and the peak is 21. If a jail was built for averages, the jail would have been short 8 beds on at least one day in May 2016.

Chart 5.2.6 Fillmore County Jail Male Peak Population by Month

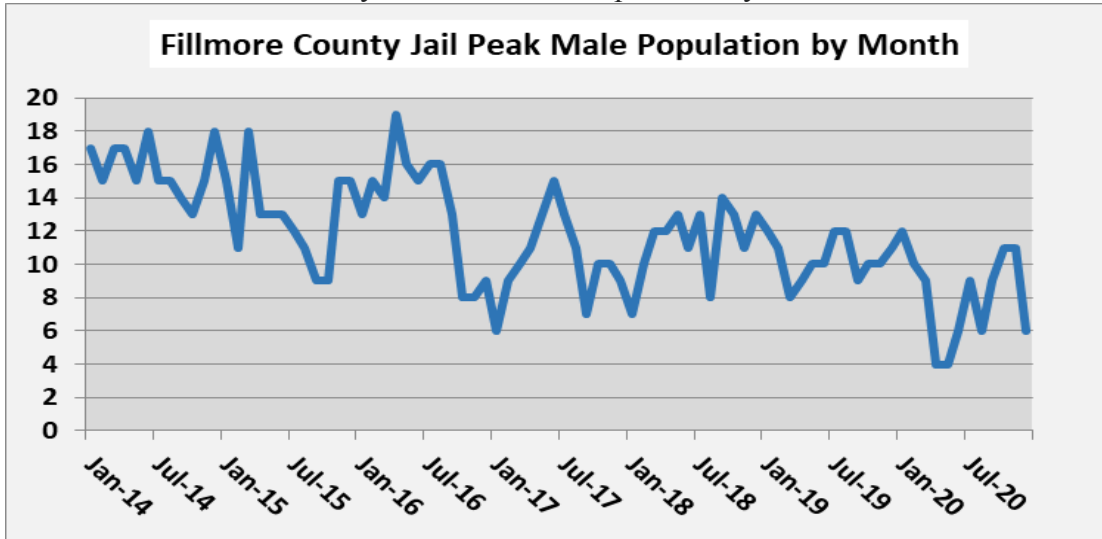
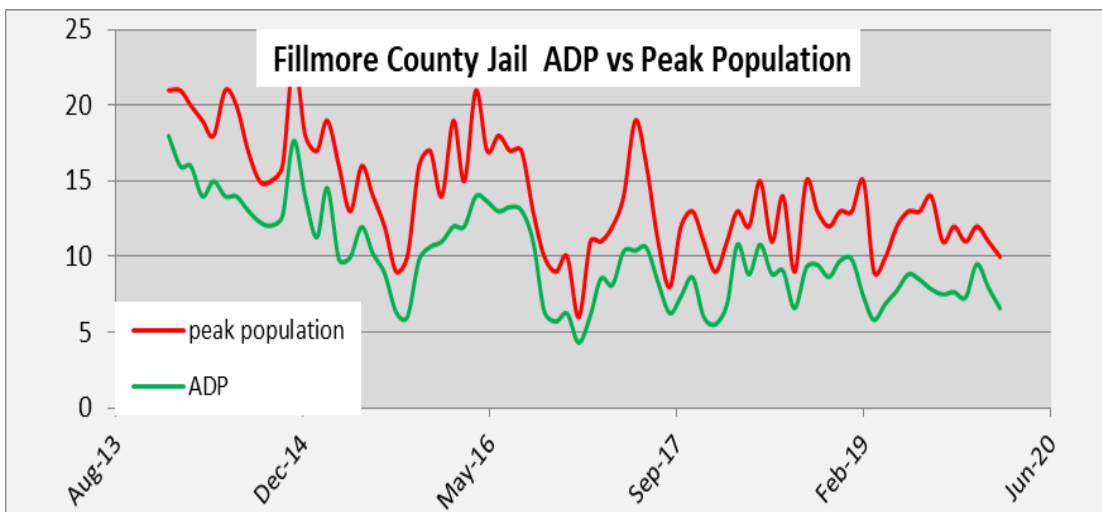


Chart 5.2.7 Fillmore County Jail Average Daily Population compared to Peak Population by Month



C.

Inmate Demographics

Analyzing inmate populations can provide insight into who is consuming the valuable jail bed space. Examining the characteristics of inmates can give information on residency, gender, economic levels, drug or alcohol use, emotional stability and medical conditions, among many others.

During this study, the committee gathered extensive sampling data of inmate demographics. Data that could aid in not only this study, but also in fashioning opinions on community-based programs focusing on meeting the risk and needs of individuals housed in the jail.

While there is significant information gained in this process, the data that was collected can be used by local justice system leaders to manage and plan for offender programming based upon the collection of some of this sample data. This information gained includes the criminogenic factors of substance abuse, poverty level, mental illness, criminal history and severity of offense. It also gained some content to the educational and vocational levels of individuals that wind up in jail.

While not presented here for this purpose, it will be a good base line of data to be used in the future as offender and victim programs are designed for Fillmore County.

D.

Future Jail Bed Needs

The analysis of the historical jail data for Fillmore County allowed for deep discussion about who has been in jail and who should be in jail in the future. There was a group of the committee that studied the “Target Population” for the future jail. What the subcommittee actually did, was outline those characteristics and demographics that would likely result in a period of local jail time being consumed.

Essentially, the end result was consensus that the jail should not be relied upon as the only resource to counter act offender behaviors. The jail needs to act as a place that supports rehabilitation and success in the community. Only those individuals shown to be violent and unable to control their behavior should be detained in the jail.

With that in mind, and with a review of all the historical data of the jail, the committee feels a new jail in Fillmore, if it were to be erected, should be as small as practical but large enough to meet the needs of housing by classification and gender. There must be gender equity, and there must be a design of beds that fits the risk and needs of individual inmates.

To accomplish that, an architect will need to work with the local planning committee to devise enough beds and space to accommodate classification and gender needs on a very small scale. To minimize the number of secure beds or cells or cell blocks, these spaces must be designed for flexible use and for the ability to flex beds in and out of use as needed. For instance, cell block size could be adjusted upward to add beds when needed in certain classifications.

Local officials often get focused on “How many jail beds will we build?” They will reason that the number of beds equates to a final price tag and cost. While it is true that the number of beds will influence cost, it does not drive cost. Design and operational plan will drive the cost. For instance, minimum classified beds, in a dormitory style arrangement, are every inexpensive to build compared to single isolation cells. The reason is; 8 minimum level work release inmates can be housed in one room, with one toilet, sink, shower and drinking source where they can sleep on bunk beds without barriers and walls or secure vestibules to their dorm. A single isolation cell, will need the same number of water fixtures, a secured vestibule door, a more secure and expensive bedding material, and it will house only one person. The number of beds doesn’t drive the cost, but the planned use for that jail bed space does drive it.

In Fillmore County, the likely number of beds needed for the next ten years will be between 30 and 40 beds. Many of these beds are expected to be reduced classification levels for medium and minimum offenders. Many minimum offenders are serving minimum mandatory jail terms and will be combined regardless of their classification level. While they may very well transition to home confinement at some point, they will initially start their confinement time in a local jail, and they will need a bed.

Designing housing units in the jail will consider gender, minimum, medium, maximum and high-risk housing areas. It must also include cell or bed areas for special management inmates, such as protective custody, segregation, discipline, mental health or medical concerns. Booking and intake will also have some short-term holding secure areas. All of these bed types need to be planned for multipurpose use, as well as for flexibility and possible expansion.

Therefore, there is no easy or clear answer to how many beds are needed in Fillmore County in the future. We know it will be as small as practical to meet classification, gender, and special management needs. The concept design will give ideas to that, and the construction design will determine that number. However, the flexible use of the beds will be a primary focus in the Comprehensive Master Plan that should follow this needs assessment, and it will get to the information desired on the cost for the beds and the overall project.

Section 7

Review of the Four Facility Options

A.

Background of the four options considered for future Fillmore County Jail

Jails will always be a part of local communities. There will be people that are threats to public safety who will need to be removed from society, for at least short periods of times. In Minnesota, there has never been an inmate that has ever started their confinement term in a state facility. The confinement term always start in a county jail while their case moves towards disposition. The key is to develop resources in the local community that minimizes the reliance on the jail to resolve all of the social problems and consequences resulting from criminal behavior. Incarceration is not the only answer and should not become the fallback solution, and it must be used wisely as a scarce resource.

Understanding this dynamic, the committee accepted the fact that some type of jail facility resource is needed to serve Fillmore County. The stakeholders in this plan are not only the inmates, but also the tax payers, the staff that works at the jail, the victims of crime, the people that live and work in the Fillmore County, businesses, individuals, civic groups, schools, and families. All have a keen interest in how the jail service is provided.

After reviewing the history of the Fillmore County Jail, touring it and the Houston County Jail, reviewing the inspection reports from the Minnesota DOC and analyzing the data on the jail population, the committee looked at several jail options for consideration to be provided to the Fillmore County Board of Commissioners for consideration. The initial thought was with a small jail population, perhaps the county would not require a local jail in Preston. All inmates could be “outsourced” to another county jail in Minnesota where they are processed into the justice system, and held during detainment term. This is Option #1, often referred to as “Total Outsourcing.”

A second option considered is a “Booking and Intake Center with 72-hour hold.” Rather than transporting an arrestee to another county’s jail for processing into the justice system, those not requiring long term detention could be held in a small Intake Center. This would include arrest and charging, court hearings, resolving issues with probation or failing to satisfy court obligations, etc. For the processing and holding for court action, a Booking and Intake Center is

a viable option. Arrestees would be held as inmates to the amount of time required for intake processing or until the court could see the arrestee within a 72 hours hold.

Option #3 is the current classification of the Fillmore County jail, a Class II 90-day facility. Any inmate or arrestee could remain in the Fillmore County Jail for a maximum period of up to 90 days. All inmates would receive the same services as offered in Option #2, but they would stay beyond the 72-hour hold, up to a length of 90 days. The 90-day limit is imposed largely because inmates in this type of a facility do not receive the benefit of in-house jail programming or recreation.

Option #4, the last option, is a Class III full service 365-day facility. Its difference with Option #3 in that it has additional inmate programming and recreation areas that permits holding individuals 365 days versus 90 days. This is referred to in the report as a "365 Day Class III Facility."

In the next four sections, the four options will be discussed in detail along with projected cost and non-monetary considerations. Jail cells are not fungible units. There are ## of inmates categories, each with different housing considerations. Maximum security beds, whether single or double occupancy are more expensive to build and maintain. Minimum beds, or work release beds, can be high density open room dorms that can be built for less money than higher security cells. Minimum inmates could be those with Huber or Work Release, Sentenced to Serve, Education Release and similar programs. These programs also have helped reduce the cost of housing inmates by helping inmates to maintain at least some relationships in the community. This also reduces the likelihood of recidivism. Inmates housed dormitory style are at lower space and staffing costs. Housing female inmates also needs consideration with the need for separation for the genders. With a small jail, analyzing the housing options in county and out of county is a critical information piece for the county elected officials and citizens.

A problem the analysis of the four options is that no architect was engaged to assist in developing and planning concept buildings based on each options. This was intentional as a means to control costs of the jail needs study. To have a concept design created by a skilled architect for the many possible concepts for each option would have been high. Instead, comparative data was applied to each of the four options. The data presented in tables in this section will apply to each of the four options.

B.

Option 1: Total Outsourcing

Option 1, Total Outsourcing has a number of assumptions:

1. The Fillmore County Jail would close as a long term detention center.
2. All inmates would be housed in another county's jail.
3. All arrestees would be transported at the time of their arrest to another county's jail, at the expense of Fillmore County for processing into the justice system and housing.
4. Fillmore County would pay the other county a per day rate for every person housed.
5. All transportation to and from court hearing, medical appointments and meetings, would be at Fillmore County's expense.

Fillmore County Jail is small and the nearby counties of Houston and Wabasha currently have beds available for housing all of the Fillmore County inmates. However, Fillmore County will still need a secure area for holding arrestees prior to transportation. The area will need a secure sally port area, law enforcement workstation, and very short-term holding cells where inmates can be held awaiting transfer to and from jails and for local court appearances. This area would need to comply with DOC standards. It must conform to standards for inmates can be housed briefly (less than 12 hours), with appropriate sight and sound separation of males and females, adults and juveniles, isolation cells for inmates who are ill (mentally or physically), intoxicated, or a danger to themselves or others. The current old jail may be able to be used as this secure area for transportation, but that is not certain given the age and current condition of the jail. Some level of remodeling would be required, but the capital improvement cost would undoubtedly be the least expensive of any of the four options.

Total Outsourcing requires the delivery of the arrestee to the other county's jail. The transporting officer must drive the newly arrested to the other county's jail, process the arrestee according to policy required by that jail, then drive back to Fillmore County. Likely this will take a minimum of 3 hours, for each arrest. If the arresting and transport officer is a member of the Sheriff's Office routine patrol, there may be no other officer on patrol or available while the officer is involved with the transport. Patrol levels could fall uncomfortably low when transportation must take place. Other Sheriff's deputies can fill the patrol gap, but only if they

are not otherwise engaged in discharging their required duties. This can compromise public safety and response times to emergency incidents, countywide.

The cost of arrestee transportation falls on the Sheriff's Office and includes vehicle operational costs, insurance premiums increases due to the additional annual mileage and the cost of replacing the vehicle more often. Once the arrestee is booked, then Fillmore County becomes responsible for room and board as well as for additional transportation to and from the court or other obligations.

Minnesota Statute state that the Sheriff must provide a jail in the county seat, if a jail is to be provided. The Chatfield, Rushford and Preston municipal police chiefs have indicated that they will only transfer arrestees to the county seat. This option has a potential for conflict with state statutes and between Fillmore County and the municipalities or citizens of Fillmore County. For this analysis, it is assumed that the Fillmore County Sheriff Office will assume the responsibility for all arrestee/inmate transportation needs.

Safety is a primary concern, for the arrestees/inmates, Sheriff Office staff and the general public.

There are several **disadvantages** to this option.

(1) The Sheriff's Office must assume the responsibility of transportation, including all costs incurred undertaking this responsibility. There may be legal questions regarding the transport authority and responsibility of newly arrested persons.

(2) Capital expenditures (low level compared to the other options) will still be necessary to create a staging area. There are disadvantages and elevate risks each time an arrestee/inmate is moved from the secure environment of the jail. Some secure staging area is required.

(3) The sheriffs in the nearby counties of Houston and Wabasha have indicated that they are willing to contract with Fillmore County for jail housing. However, it is not known whether the space in these counties will remain available and whether the needed types of housing (maximum, minimum) will remain available long term. It is likely any inmate housing contract would not prohibit the neighboring counties from refusing to accept a Fillmore County arrestee. If jails other than the Houston and Wabasha County jails are used, the cost of transportation increases due to the added mileage and the additional time needed for transportation. Increased room and board charges are likely in farther away jails.

(4) Fillmore County has no current long-term contract with any other jail to accept arrestees/inmates. To use other facilities, the County must negotiate legal contracts.

(5) Currently if transportation is needed, arrestees will be transported after they have been in the Fillmore County jail, observed by the jail staff and evaluated for their risk to security. If inmates are arrested and transported within minutes or hours after arrest, without time for jail staff to classify them regarding security and to stabilize them, then best practices would entail two licensed or certified law enforcement officers working in pairs to provide long distance transportation. The safety of the community is at stake when an inmate is driven many miles without adequate staff monitoring and supervision. The cost of transportation also will increase because two qualified staff will be necessary. The chart in this section offers estimates for the cost of transportation under this option.

(6) Calculating the amount of transportation that must take place under Total Outsourcing is difficult. On average in Fillmore County, one arrestee is booked and transported every day of the year. All arrestee will require at least one court appearance, which will require at least one maybe two additional transports. The time for arrest transports are unknown, and can occur anytime of the day or night. The court appearances are scheduled during business hours, but inmates can be required to appear in court many times. The staffing needs and expense increases with each transport required.

The community could legitimately question whether it is acceptable to have that many inmates on the public roads being transported for court appearances, medical appointments, and other reasons. Each of the 350 arrestees who were booked in 2019, if arrested under the Total Outsourcing option would have had two round trips and possibly a third trip to jail (if ordered incarcerated) within the first 24 - 72 hours after arrest. It is possible that, on any given week day, there will be 2 or 3 newly arrested inmates on the road along with the 1 or 2 who were arrested the day before transported for their first appearance plus another unknown number who then will be returned to jail.

Difficult driving conditions in the winter increase risks. If the weather is bad, transportation must still be provided as soon as it is safe. Inmates could be held in the secure area, compliant with DOC standards, but it would not over 12 hours. If there is no staging area, arrestees must be held in squad cars until it is safe to drive them. This presents risks and problems with handling arrestee's immediate physical and psychological needs, as well as officer safety and response times to calls for other police service. The option, especially when the weather is included as a factor, can jeopardize inmate and community safety, and increase Fillmore County's liability risk with each transport.

Per statute, video arraignments are an option, if the inmate, the judge, and attorneys for prosecution and defense agree to the video arraignment. The video option only applies to the

initial appearance. No other video options are available currently for subsequent court appearances. If video appearances are approved by all parties and the inmate is ordered released, Fillmore County may also be responsible for returning the arrestee to Fillmore. Fillmore County would also be in transporting Huber inmates as needed.

The capital investment for any required secure space is the lowest of the four options, the intensity of staff labor to transport causes this option to be much more expensive to operate long term. There also may be difficulty in recruiting and retaining staff qualified to provide for transport services, especially if the work was expected to be “on call” or “as needed.”

The staffing patterns are based on several assumptions:

A.) Transport services will be needed through a 24/7, 365 days a year and will be the responsibility of Fillmore County.

B.) For safety and security, it is assumed that all transport requires two qualified transportation staff for each transport. The transportation staff must be certified officers, credentialed in the same manner as a patrol officer. While Minnesota law does not specifically require a licensed or certified officer for transport, the case law, the Sheriff’s Association and experience of other agencies strongly supports using at least one armed and certified officer accompanied by another peace officer for all transports. This is especially true in situations where the demeanor and classification of the prisoner are yet have been determined.

The cost for using two certified officers for each transport is more expensive but will reduce the County’s liability exposure. This is taken into account in the staffing analysis of Total Outsourcing.

C.) Out of county housing will occur at a minimum of one other county jail and most likely more due to classification and number of beds available at different county jails. This requires multiple housing contracts and daily coordination of placement planning, which adds to the operational burden of the transport program.

(7) In the recent broad sampling of the historical inmate population, about 14% of all arrestees (40 in 2020) are booked and released; they never spend a night in jail. If there is no place in Fillmore to hold them until they are booked, they must be transported to another county jail. Fillmore County would likely be responsible for transportation back and forth.

(8) Currently Houston County charges around \$55.00 a night for housing. According to a

sample contract, the jail that houses inmates is required only to provide a secure environment, meals, and treatment for any minor mental or physical illness. If, after booking, an inmate requires care above basic needs, the inmate must be transported to another location for their needed care. This will increase the number of movements and will result in Fillmore County being responsible for moving the inmates from the hosting jail to any court ordered appointment. Fillmore County could later receive a bill for costs the hosting county required for housing or care beyond the contracted services.

(9) There are human costs to Total Outsourcing. Relationships between arrestees and Fillmore County residents can be broken or seriously disrupted, by housing arrestees/inmates outside Fillmore County. Inmates who might be considered for work release, Sentence to Service or school release would not be able exercise that option as they could when housed in the Fillmore County Jail. If an inmate is granted "Huber" privileges and has a job in Fillmore County, the county may also be responsible for transporting the inmate to Fillmore County and then back to the hosting jail at the end of the work shift. There is also case law that further complicates transportation for Huber inmates. Families will find it difficult to visit and maintain relationships with those incarcerated. Probation agents and defense counsel, including public defenders, will find it more difficult and more expensive to consult with their clients. These human costs are important in whether or not an arrestee will re-enter the justice system in the future.

(10) With Total Outsourcing, all amounts spent would leave the county and Fillmore County would be left with no tangible asset as a result of the Total Outsourcing expenditure. FillmoreCounty will not experience any local economic boost with this option.

Total Outsourcing is the option that is most difficult to predict and manage in the future. How long will out of county housing would be available. If out of county housing became unavailable, then Fillmore will have to act quickly and without the benefit of in-depth research make decisions on a secure arrestee/inmate housing. Expenses would increase and efficiencies would take a hit if something were required to happen immediately if beds suddenly became unavailable.

Table 7.2.1: Staffing analysis for Option 1

Total Outsourcing of Inmates with Local Staging/Transport Area Option #1												
Post Description	Post title	# of Days	Hours	# posts	Total Shift Hours by post	Weekly Total hours by post	25% Relief factor hours	Total Hours for 100% annual coverage	# FTE	Avg Cost of Position	2021 Annual Cost for Post	
#1	Certified Transport Officer/Patrol	Mon-Fri	6 am to 6 pm	2	60	120	30	150	3.75	\$91,000	\$341,250	
#1	Certified Transport Officer/Patrol	Sun-Thurs	6pm to 6 am	2	60	120	30	150	3.75	\$91,000	\$341,250	
#1	Certified Transport Officer/Patrol	Sat-Sun	6 am to 6 pm	2	24	24	6	30	0.75	\$91,000	\$68,250	
#1	Certified Transport Officer/Patrol	Fri-Sat	6 pm to 6 am	2	24	24	6	30	0.75	\$91,000	\$68,250	
#2	Holding Cell Guard/Patrol	M-F	6am-6pm	1	60	60	15	75	1.875	\$91,000	\$170,625	
#3	Jail Administrator	M-F	8am to 5 pm	1	40	40	0	40	1	\$118,000	\$118,000	
								Total FTE	11.875		\$1,107,625	
<p>#1. Certified Transport Officer: Responsible for inmate/new arrestee movement to contracted facility, required medical or legal appointments, court appearances. Processes all adult and juvenile inmates for secure transport. Certified Officer and may be able to provide additional patrol or law enforcement duties when not transporting. Due to duty uncertainty and need for patrol level qualifications, the cost basis is equivalent to current patrol position and cost.</p> <p>#2: Holding Cell Monitor/Guard: responsible for observation of those placed in the staging area awaiting transfer or transport, or awaiting court. No such position description currently exists but the average pay is set the same as patrol for additional law enforcement duties as needed. 12 hour coverage is offered M-F in anticipation of court staging. May assist in limited capacity with court house security.</p> <p>#3. Jail Administrator will be the director of all in custody operations including managing logistics of all transports.</p> <p>*Note: Jail Central Control will be eliminated with this option but staff will not reduce as 911 Dispatch will continue to utilize the same staff, as it does now. 2021 Central Control/Dispatch budget is \$417,106 and not included in this staffing cost analysis.</p>												

For each option after the first year of implementation and after removing the cost of capital improvements, the number of staff positions determines longer-term future costs. In Option #1, the total number of full-time equivalent positions is 11.875. This level of staffing allows for two law enforcement officers transporting new arrestees or inmates to and from housing in other county jails.

Table 7.2.2: Total Option Cost Analysis for Option 1

Option 1: Total Outsourcing with Local Transport Staging Area	
Total Square Feet Required	800 sq. ft
Estimated Construction Cost in 2021 dollars	\$400,000
Estimated Demolition and Land Development Budget	\$0
Bond Issuance Fees	\$0
Total Option Project Budget	\$400,000
Estimated Transport Cost (Vehicle and Fuel)	\$39,000
OOH Housing Cost per Year at \$55 per day (in year 2031, 10 to 15 ADP inmates)	\$200,750 to \$301,125
Jail Staffing costs (FTE)	11.875
Estimated Yearly Staff Costs in 2021 dollars	\$1,107,625
Option 1 Total Estimated Cost in 2021 dollars for Year 1 implementation	\$1,747,375 to \$1,847,750
Option 1 Total Estimated Annual Costs in 2021 dollars for years after Year 1	\$1,347,375 to \$1,447,750
2021 Current Jail Annual Budget	\$737,304
Net annual increase in operating budget over 2021 dollars for years after Year 1	\$610,071 to \$710,446

The last line in Table 7.2.2; “Net annual increase in operating budget over 2021 dollars for years after Year 1” reflects what the impact to the annual operating budget would be after the capital investment was removed from the equation. This figure is then be applied to determine the 20 year future cost analysis

The estimate of \$400,000 to provide for the space needed for a secure area is probably not accurate and is likely low. The assumption is the current jail space could be remodeled for use as a secure area for holding arrestees prior to transportation. However, Total Outsourcing would cost the least for construction, demolition and remodeling.

C.

Option 2: 72-hour Holding, Booking and Intake Center

Option 2, 72-hour Center has a number of assumptions:

1. The Fillmore County Jail would close as a long term detention center.
2. All inmates would be housed in another county's jail.
3. All arrestees would be transported at the time of their arrest to the 72-hour Center, at the expense of Fillmore County for processing into the justice system.
4. If an arrestee is remanded into custody after the first hearing, Fillmore County be responsible for transporting the arrestee to another county's jail.
5. Fillmore County would pay the other county a per day rate for every person housed.
6. All transportation to and from additional court hearing, medical appointments and meetings, would be at Fillmore County's expense.

In Option 1 Total Outsourcing all arrestees will make multiple trips between Fillmore County and a hosting jail in another county increasing the operational cost and the security risk. The historical data for Fillmore County indicates that about 20% of arrestees are booked and released. Another 15% are released after the first court hearing. If a 72-hour Center is built, arrestees would not have to be transported to the hosting jail for booking/processing and would not need transportation from a hosting jail for the first court hearing/arraignment. Therefore, almost 1/3 of all inmates could use this type of a facility and it should reduce out of county housing accordingly.

The 72-hour Center must meet DOC standards. The standards include separation of males and females and sight and sound separation for juveniles from adults, a minimum of four general short-term holding areas are required. Also, special cells are required for arrestees who are:

- physically incapacitated because of substantial alcohol or drug use and require detoxification;
- manifesting significant mental illness that would make them difficult to manage in the jail;
- best isolated for the safety of themselves or other inmates and staff;

- threats to themselves with suicide or threats to others.

Based on projections of the inmate population over the next ten years, the 72-hour Center must accommodate about 8 inmates. To do so would require significant renovation or replacement of the Fillmore County jail. These capital costs are estimated later in this section. The current jail's structural deficiencies as identified by the Minnesota DOC would need to be resolved before this option could be implemented.

The **advantages** of a 72-hour Center are:

- (1) Arrestees will not be transported to hosting jail for booking and from the hosting jail for the initial court appearances. In 2020 the availability of this option would save the cost of transporting at least 35% of the arrestees.
- (2) The jail staff will have had an opportunity to observe the inmates, and provide input into the classification and security concerns of the hosting jail for arrestees remanded into custody.

The **disadvantages** of a 72-hour Center are:

- (1) Transportation costs
- (2) Risks to the security of the arrestees, the Sheriff's Office staff and Fillmore County residents.
- (3) Increased cost and risks of Fillmore County liability due to transportation.
- (4) Human costs as discussed for Total Outsourcing.
- (5) The capital costs are higher than the cost of constructing a secure area.
- (6) The 72-hour center has the highest operating costs of the four options. While some of the transportation costs will be saved, more detention staff will be required to supervise the arrestees staying in 72-hour Center. The same staff levels are anticipated to be required for the 72-hour Center as currently needed at the Fillmore County Jail.
- (7) Weaker bargaining position if additional out of county jail beds are needed. When the Fillmore County jail is either demolished or totally renovated into a 72-hour Center, other counties know that Fillmore County has no bargaining power in negotiating prices for the housing of Fillmore inmates. If transportation costs continue to climb, or if inmate populations rise, a future Fillmore County Board will again have to address whether or not to build a jail. Under Options 1 and 2, the County will be in the role of a tenant with literally no options to increases in room and board costs or transportation costs. There is real potential for escalating housing costs causing increased costs of Option 2.
- (8) No long-term certainty of the availability of jail beds in neighboring counties.

Table 7.3.1; Total Staffing Analysis for Option 2.

72 hour Local Area Holding, Booking and Intake Center											
Post Description	Post title	# of Days	Hours	# posts	Total Shift Hours by post	Weekly Total hours by post	25% Relief factor hours	Total Hours for 100% annual coverage	# FTE	Avg Cost of Position	2021 Annual Cost for Post
#1	Certified Transport Officer/Patrol	Mon-Fri	6 am to 6 pm	2	60	120	30	150	3.75	\$91,000	\$341,250
#1	Certified Transport Officer/Patrol	Sun-Thurs	6pm to 6 am	2	60	120	30	150	3.75	\$91,000	\$341,250
#1	Certified Transport Officer/Patrol	Sat-Sun	6 am to 6 pm	2	24	24	6	30	0.75	\$91,000	\$68,250
#1	Certified Transport Officer/Patrol	Sat-Sun	6 pm to 6 am	2	24	24	6	30	0.75	\$91,000	\$68,250
#4	Booking/Correctional Officer	Mon-Fri	6 am to 6 pm	1	60	60	15	75	1.875	\$72,500	\$135,938
#4	Booking/Correctional Officer	Sun-Thurs	6 pm to 6 am	1	60	60	15	75	1.875	\$72,500	\$135,938
#4	Booking/Correctional Officer	Sat-Sun	6 am to 6 pm	1	24	24	6	30	0.75	\$72,500	\$54,375
#4	Booking/Correctional Officer	Sat-Sun	6 pm to 6 am	1	24	24	6	30	0.75	\$72,500	\$54,375
#3	Jail Administrator	M-F	8am to 5 pm	1	40	40	0	40	1	\$118,000	\$118,000
								Total FTE	15.25		\$1,317,625
<p>#1. Certified Transport Officer: Responsible for inmate/new arrestee movement to contracted facility, required medical or legal appointments, court appearances. Processes all adult and juvenile inmates for secure transport. Certified Officer and may be able to provide additional patrol or law enforcement duties when not transporting. Due to duty uncertainty and need for patrol level qualifications, the cost basis is equivalent to current patrol position and cost.</p> <p>#4. Booking/Correctional Officer: Responsible for inmate/new arrestee intake and discharge processing, and any housing monitoring in the short term facility. Most bookings and intake activities could be shared responsibility with Certified Transport Officer.</p> <p>#3. Jail Administrator will be the director of all in custody operations including managing logistics of all transports.</p> <p>*Note: Jail Central Control will resume activities with this option, and staff costs will be included with 911 Dispatch, as it does now. Staff will not increase. 2021 Central Control/Dispatch budget is \$417,106 and not included in this staffing cost analysis.</p>											

Table 7.3.2: Total Option Cost Analysis for Option 2: 72 Hour Holding, Booking and Intake Center

Option 2: 72 Hour Holding, Book and Intake Center	
Total Square Feet Required	1200 sq. ft
Estimated Construction Cost in 2021 dollars	\$600,000
Estimated Demolition and Land Development Budget	\$400,000
Bond Issuance Fees	\$50,000
Total Option Project Budget	\$1,050,000
Estimated Transport Cost (Vehicle and Fuel)	\$39,000
OOH Housing Cost per Year at \$55 per day (in year 2031, 6 to 10 ADP inmates)	\$120,450 to \$200,750
Jail Staffing costs (FTE)	15.25 FTE
Estimated Yearly Staff Costs in 2021 dollars	\$1,317,625
Option 2 Total Estimated Cost in 2021 dollars for Year 1 implementation	\$2,477,075 to \$2,557,375
Option 2 Total Estimated Annual Costs in 2021 dollars for years after Year 1	\$1,477,075 to \$1,557,375
2021 Current Jail Annual Budget	\$737,304
Net annual increase in operating budget over 2021 dollars for years after Year 1	\$739,771 to \$820,071

D.

Option 3: 90-day Class II Jail Facility

Option 3, 90-day jail has the following assumptions:

1. All inmates would be housed in in the Fillmore County jail for up to 90 days.
2. Inmates needing to be detained for more than 90 days, are transported to another county's jail.
3. All arrestees would be transported at the time of their arrest to the Fillmore County jail for processing into the justice system.
4. Fillmore County would pay the other county a per day rate for every person housed.
5. All transportation to and from the hosting jail to additional court hearing, medical appointments and meetings, would be at Fillmore County's expense.

The Fillmore County jail is currently a 90-day Class II Jail Facility since the jail does not have adequate recreation/program space and program staff.

However, the current building housing the Fillmore County Jail is deteriorating and fails to meet the Minnesota DOC. It is only a matter of time before it is unusable as a jail. So, Option 3 includes replacement of the current jail building with a new jail building that meets all local building codes, all standards imposed by the DOC, and is large enough to accommodate the anticipated growth in inmate numbers over the upcoming years. The reason a 90-day jail is limited to 90 days is because inmate program options (like recreation or others) are not available in a 90-day jail. This saves some money in the smaller requirement for program space and program staff.

The costs of the 90-day jail, Option 3 is not significantly different than Option 4 the 365-day jail. Fewer inmates will be held in the 90-day jail than the 365-day jail. Because inmates required to serve more than 90 days, would be moved to an out of county jail for any time served over the 90-day limit.

The committee expects any new jail to have an operating life of at least 30 years, with a likely 20-year bonding plan for debt retirement for the capital improvement plan. Because the length of time needed to retire a multi-million-dollar debt this report will analyze and compare the financial costs of each option against each other, in the long term.

The principal **advantage** in Option #3, compared to Option #1 or Option #2 is:

A significant reduction in the number of inmates who must be transported to be housed out of county. A 90-day facility would have enough beds to allow for housing assignments by classification level and gender, and would accommodate the majority of arrestees from Fillmore County. The DOC standards require a variety of accommodations to provide sight and sound separation between male and female inmates and juvenile and adult inmates as well as special beds for the certain special categories of inmates such as maximum security. Almost all transportation and out of county housing expenses would be greatly reduced. Also, staff in the jail have a lower average annual salary compared to the average costs of a patrol officer. Fillmore County has already employed competent jail staff.

The principal **disadvantage** of this option is that it does not totally eliminate transportation expenses, or the community safety concerns associated with transports.

But the human cost is still higher than option 4, 365-day jail since the space and staff needed for recreation/programming is not available. Studies show that recreation/program options help to reduce repeat offenders.

Table 7.4.1: Total Staffing Analysis for Option 3: 90 Day Class II Facility

90 Day Local Jail Facility											
Post Description	Post title	# of Days	Hours	# posts	Total Shift Hours by post	Weekly Total hours by post	25% Relief factor	Total Hours for 100% annual coverage	# FTE	Avg Cost of Position	2021 Annual Cost for Post
#1	Certified Transport Officer/Patrol	Mon-Fri	6 am to 6 pm	1	60	60	15	75	1.875	\$91,000	\$170,625
#4	Booking/Correctional Officer	Mon-Fri	6 am to 6 pm	2	120	120	30	150	3.75	\$72,500	\$271,875
#4	Booking/Correctional Officer	Sun-Thurs	6 pm to 6 am	2	120	120	30	150	3.75	\$72,500	\$271,875
#4	Booking/Correctional Officer	Sat-Sun	6 am to 6 pm	2	48	48	12	60	1.5	\$72,500	\$108,750
#4	Booking/Correctional Officer	Sat-Sun	6 pm to 6 am	2	48	48	12	60	1.5	\$72,500	\$108,750
#3	Jail Administrator	Mon-Fri	9 to 5	1	40	40	0	40	1	\$118,000	\$118,000
								Total FTE	13.375	\$1,049,875	
<p>#1. Certified Transport Officer: Responsible for inmate/new arrestee movement to contracted facility, required medical or legal appointments, court appearances. Processes all adult and juvenile inmates for secure transport. Certified Officer and may be able to provide additional patrol or law enforcement duties when not transporting. Due to duty uncertainty and need for patrol level qualifications, the cost basis is equivalent to current patrol position and cost.</p> <p>#4. Booking/Correctional Officer: Responsible for inmate/new arrestee intake and discharge processing, and any housing monitoring in the short term facility. Most bookings and intake activities could be shared responsibility with Certified Transport Officer.</p> <p>#3. Jail Administrator will be the director of all in custody operations including managing logistics of all transports. Also will serve as the classification manger. Assistant Jail Administrator and Program Coordinator positions are not anticipated to be required by MN DOC.</p> <p>*Note: Jail Central Control will resume activities with this option, and staff costs will be included with 911 Dispatch, as it does now. Staff will not increase. 2021 Central Control/Dispatch budget is \$417,106 and not included in this staffing cost analysis.</p>											

Table 7.4.2: Total Option Cost Analysis for Option 3: 90 Day Class II Facility

Option 3: 90 Day Class II Jail Facility	
Total Square Feet Required	12800 sq. ft
Estimated Construction Cost in 2021 dollars	\$6,400,000
Estimated Demolition and Land Development Budget	\$600,000
Bond Issuance Fees	\$115,000
Total Option Project Budget	\$7,115,000
Estimated Transport Cost (Vehicle and Fuel)	\$13,000
OOH Housing Cost per Year at \$55 per day (in year 2031, 3 to 6 ADP inmates)	\$60,225 to \$120,450
Jail Staffing costs (FTE)	13.375 FTE
Estimated Yearly Staff Costs in 2021 dollars	\$1,049,875
Option 3 Total Estimated Cost in 2021 dollars for Year 1 implementation	\$8,123,100 to \$8,183,325
Option 3 Total Estimated Annual Costs in 2021 dollars for years after Year 1	\$1,123,100 to \$1,183,325
2021 Current Jail Annual Budget	\$737,304
Net annual increase in operating budget over 2021 dollars for years after Year 1	\$385,796 to \$446,021

E.

Option 4: 365-day Class III facility

Option 4, 365-day jail, has the following assumptions:

1. The Fillmore County Jail would be rebuilt as a long term detention center.
2. All inmates would be housed in the Fillmore County jail.
3. All arrestees would be transported at the time of their arrest to the Fillmore County jail for processing into the justice system and housing.
4. Fillmore County would not need to pay another county a per day rate for arrestee/inmate housing.
5. Transportation to and from court hearing, medical appointments and meetings, would occur within Fillmore County.

Until 2017, the Fillmore County Jail could house an inmate for up to 365 days, the time limit by law county jails are permitted to house inmates. With a 365-day jail transportation and out of county housing costs would be eliminated as a routine part of the operational expenses.

The **advantages** of building a class III or 365 day jail is that, for the foreseeable future;

- (1) Transportation of inmates to another county will be almost completely eliminated (except for highly unusual special incidents). This will be at an almost invisible cost level compared to the other three options.
- (2) The ability to build the facility to meet current and projected space needs. There should be no need for modifications, etc. within the foreseeable future. The cost for code compliant spaces and equipment would be less than when remodeling or renovation. Often it is difficult to obtain code compliant equipment that fit with remodeling or renovation. New construction would be designed for the need, the space and the staff and equipment or furnishings contained in the space.
- (3) The 365-day jail will have the space and staff needed for recreation/programming. Studies show that recreation/program options help to reduce repeat offenders.
- (4) Human cost is the least of the four options.
- (5) There is little difference in up front capital investment project costs for Options #3 and 4 and most operating costs are the same between the two options. The capital costs are not significantly different with the extra program space contemplated. The operating

costs are slightly less for Option #4 because there should be no routine out of county housing costs.

(6) There is more control and stability with Option #4 compared to any other option.

(7) With the 365-day Jail, amounts spent would benefit the Fillmore County economy and Fillmore County would have a tangible asset as a result of the 365-day Jail expenditure.

The **disadvantages** to Option 4, 365-day Jail

(1) Increased upfront capital cost and bonding repayment requirements.

Table 7.5.1: Total Staffing Analysis for Option 4: 365 Day Class III Facility

365 Day Full Service Local Jail Facility												
Post Description	Post title	# of Days	Hours	# posts	Total Shift Hours by post	Weekly Total hours by post	25% Relief factor hours	Total Hours for 100% annual coverage	# FTE	Avg Cost of Each Position	2021 Annual Cost for Post	
#5	Program Coordinator	Mon-Fri	8 am to 4 pm	0	40	40	0	40	0	\$8,000	\$8,000	
#4	Booking/Correctional Officer	Mon-Fri	6 am to 6 pm	2	120	120	30	150	3.75	\$72,500	\$271,875	
#4	Booking/Correctional Officer	Sun-Thurs	6 pm to 6 am	2	120	120	30	150	3.75	\$72,500	\$271,875	
#4	Booking/Correctional Officer	Sat-Sun	6 am to 6 pm	2	48	48	12	60	1.5	\$72,500	\$108,750	
#4	Booking/Correctional Officer	Sat-Sun	6 pm to 6 am	2	48	48	12	60	1.5	\$72,500	\$108,750	
#3	Jail Administrator	Mon-Fri	9 to 5	1	40	40	0	40	1	\$118,000	\$118,000	
							Total FTE		11.5		\$887,250	
<p>#5. Program Coordinator Position. Coordinates all inmate program activities and complies with MN DOC standards. Would also likely assume classification duties. This position is included with the Booking/Correctional Officer total staff numbers, (assuming it is approved by MN DOC) , and result in only a slight increase to labor cost for different duties of one staff person, in the amount of \$8000.</p> <p>#4. Booking/Correctional Officer: Responsible for inmate/new arrestee intake and discharge processing, and any housing monitoring in the short term facility. Most bookings and intake activities could be shared responsibility with Certified Transport Officer.</p> <p>#3. Jail Administrator will be the director of all in custody operations including managing logistics of all transports. Assistant Jail Administrator position is not anticipated to be required by MN DOC.</p> <p>*Note: Jail Central Control will resume activities with this option, and staff costs will be included with 911 Dispatch, as it does now. Staff will not increase. 2021 Central Control/Dispatch budget is \$417,106 and not included in this staffing cost analysis.</p>												

Table 7.5.2: Total Cost Analysis for Option 4: 365 Day Class III Facility

Option 4: 365 Day Class III Jail Facility	
Total Square Feet Required	13400 sq. ft
Estimated Construction Cost in 2021 dollars	\$6,700,000
Estimated Demolition and Land Development Budget	\$600,000
Bond Issuance Fees	\$135,000
Total Option Project Budget	\$7,435,000
Estimated Transport Cost (Vehicle and Fuel)	\$ 0 \$
OOH Housing Cost per Year (in year 2031, NO inmates)	\$ 0 \$
Jail Staffing costs (FTE)	11.5 FTE
Estimated Yearly Staff Costs in 2021 dollars	\$887,250
Option 4 Total Estimated Cost in 2021 dollars for Year 1 implementation	\$8,187,250
Option 1 Total Estimated Annual Costs in 2021 dollars for years after Year 1	\$887,250
2021 Current Jail Annual Budget	\$737,304
Net annual increase in operating budget over 2021 dollars for years after Year 1	\$149,946

F.

Comparative Cost Analysis of all Four Options

The comparative cost analysis of all four options was prepared based on the following assumptions:

- the information is preliminary and will become better defined as a specific facility and site concept is further developed;
- a 20-year budget projection is the most useful for comparing and addressing the cost comparison question before the County Board, assuming any major capital improvement project will have a 20-year payback term on a bond;
- no significant changes will occur in the next decade to substantially increase or decrease the projection for the number of inmates who will be incarcerated in Fillmore County;
- the best estimates of increases in operating costs, e.g., increases in the price of gasoline and other vehicle maintenance factors, the cost of purchasing and ensuring vehicles, and the cost of staff compensation are presented here as a standard for comparison between the four options. If an increase impacts one option, it will impact all options in the same manner. The only inflationary factor that has been included is the debt retirement amount for the capital improvement for each option that required bonding debt retirement.
- This is general view of the cost comparison and the impact of the debt on the local property taxpayers. This analysis is based upon some assumptions being true, such as the timing of the debt agreement and the final amount bonded.

Table 7.6.1: Cost Comparison of all Four Options:

Comparison of Initial Start Up Cost to Implement the Option (Excludes long term interest payments)				
Area of Cost	Option 1: Outsourcing	Option 2: 72 Hour Holding, Book and Intake Center	Option 3: 90 Day Class II Facility	Option 4: 365 Day Class III Facility
Total Square Feet Required	800 sq. ft	1200 sq. ft	12800 sq. ft	13400 sq. ft
Estimated Construction Budget in 2021 dollars	\$400,000	\$600,000	\$6,400,000	\$6,700,000
Estimated Land Development or Demolition Budget	\$ 0 \$	\$400,000	\$600,000	\$600,000
Cost of Bond Issuance	\$ 0 \$	\$50,000	\$115,000	\$135,000
Total Option Project Construction Budget	\$400,000	\$1,000,000	\$7,000,000	\$7,300,000
Estimated Transport Cost (Vehicle lease and Fuel)	\$39,000	\$39,000	\$13,000	\$ 0 \$
Out Of County Housing Cost per Year (in 2021 dollars)	\$200,750 to \$301,125	\$120,450 to \$200,750	\$60,225 to \$120,450	\$ 0 \$
Staffing posts (FTE)	11.875 FTE	15.25 FTE	13.375 FTE	11.5 FTE
Estimated Yearly Staff Costs in 2021 dollars *	\$1,107,625	\$1,317,625	\$1,049,875	\$887,250
Total First Year Estimated Cost for the Option Listed	\$1,747,375 to \$1,808,789	\$2,527,075 to \$2,607,375	\$8,238,100 to \$8,298,325	\$8,322,250
*Note: Jail Central Control staff costs will be included with 911 Dispatch, as it does now. Central Control or Dispatch staff will not increase in any scenario. 2021 Central Control/Dispatch budget is \$417,106 and the staff posts and costs are not included in this staffing cost analysis.				

Fillmore County has limited ways to raise funds and the assumption is that the County will bond for the cost of construction. The County does not need a referendum to finance jail construction. Jail construction projects in Minnesota are exempt from the requirement of a bond referendum when issuing general obligation bonds under Minn. Stat. § 373.40.

Based on the Construction Inflation Cost Index, the construction cost inflation rate averaged between 3.5% to 8% annually. This report uses a 5% inflation rate, which allows for possible fluctuations in the economy and the construction industry, to determine the proposed project cost, if the bonded project cost is 7 million dollars.

Project cost will increase according to the existing inflation rate until construction is begun. The following chart provides a view of the possible impact of inflation on future costs as the start of the project is delayed.

Table 7.6.2: David Drown Associates Financial Services Debt Retirement Comparison of All Four Options.

**Fillmore County, Minnesota
Jail Bonds Planning**

	Option 1 Total Outsourcing w/ Local Transport Staging	Option 2 72 Hour Holding, Book & Intake Center	Option 3 90 Day Class II Jail Facility	Option 4 365 Day Class III Jail Facility
Construction Cost	\$ 400,000	\$ 600,000	\$ 6,400,000	\$ 6,700,000
Land Acq. / Development	\$ -	\$ 400,000	\$ 600,000	\$ 600,000
Estimated Issuance Costs (includes Discount)	\$ -	\$ 50,000	\$ 115,000	\$ 135,000
Less Cash Contribution	\$ (400,000)	\$ -	\$ -	\$ -
BOND AMOUNT	\$ -	\$ 1,050,000	\$ 7,115,000	\$ 7,435,000
Term	-	20	20	20
Rate	N/A	3.00%	3.00%	3.00%
Annual Payment (plus req. 5%)	N/A	\$ 74,105	\$ 502,152	\$ 524,736
Net Increase in Operating Costs	\$ 710,446	\$ 820,071	\$ 446,021	\$ 149,946
TOTAL ADDED LEVY REQUIREMENTS	\$ 710,446	\$ 894,176	\$ 948,173	\$ 674,682
% Increase in Tax Pay 2021 Levy	6.23%	7.84%	8.31%	5.92%
Pay 2021 Tax Capacity	\$ 34,462,646	\$ 34,462,646	\$ 34,462,646	\$ 34,462,646
Added Tax Rate Amount	2.06%	2.59%	2.75%	1.96%

ESTIMATED PROPERTY TAX IMPACTS				
Residential Market Value				
\$100,000	\$ 15	\$ 19	\$ 20	\$ 14
\$250,000	\$ 48	\$ 61	\$ 65	\$ 46
\$500,000	\$ 103	\$ 130	\$ 138	\$ 98
Commercial Market Value				
\$100,000	\$ 31	\$ 39	\$ 41	\$ 29
\$500,000	\$ 191	\$ 240	\$ 254	\$ 181
\$1,000,000	\$ 397	\$ 499	\$ 530	\$ 377
Apartment Market Value				
\$200,000	\$ 52	\$ 65	\$ 69	\$ 49
\$500,000	\$ 129	\$ 162	\$ 172	\$ 122
\$1,000,000	\$ 258	\$ 324	\$ 344	\$ 245
Ag Non-Homestead (# of Acres)*				
1	\$ 0.52	\$ 0.65	\$ 0.69	\$ 0.49
Ag Homestead (# of Acres)*				
1	\$ 1.03	\$ 1.30	\$ 1.38	\$ 0.98
<i>* Assumes \$5,000 value per Acre</i>				
Agricultural Homestead Notes:				
1. Value of house, garage, and one acre (HGA) is not included. Tax impact for HGA can be determined in the Residential Market Value table.				
2. For 2021, Ag Homestead class rate is 0.5% for the first \$1.9 million or market value and 1% for any amount over that. The amounts shown above assume market value is less than \$1.9 million.				

7/14/2021



Chart 7.6.3 the inflationary increase in cost of delaying a 2021 project costing 7 million dollars. At 5% annual inflation, that same project would cost about 18.57 million dollars in twenty years.

Chart 7.6.3: Construction Cost Inflation Rate Guide on 7-million-dollar project

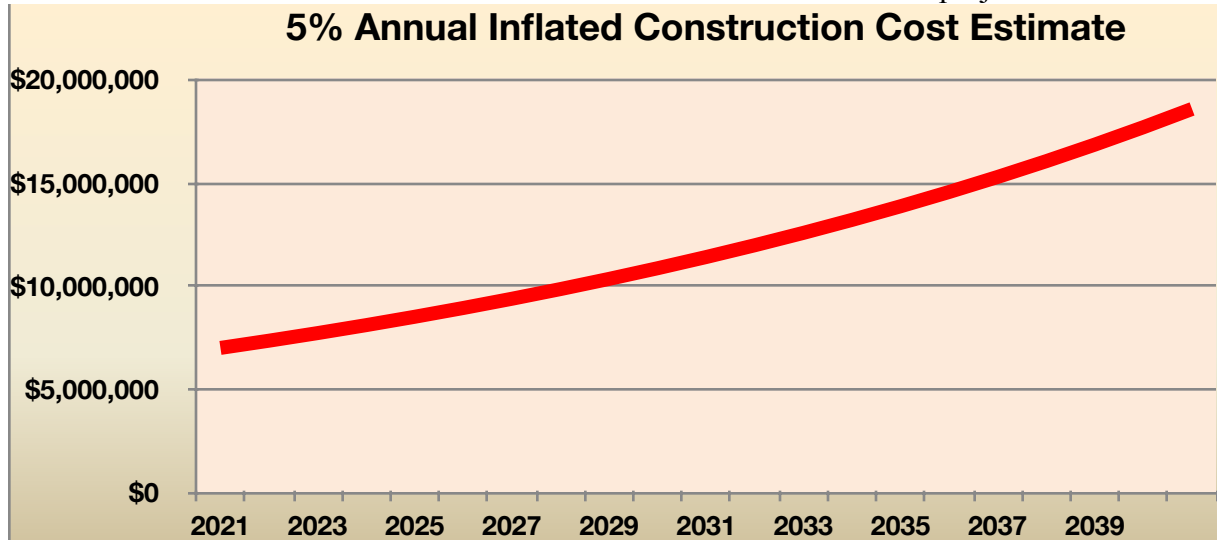


Table 7.6.4 provides a summary of the economic analysis of the four options. Regardless of the addition of staff related expense items, the total cost of 20 years of payments for debt retirement plus the estimated anticipated operational expenses is very close for all the four optionse.

Table 7.6.4: Four Option cost comparison over 20 years, using 2021 dollars as base.

Comparison of costs for 4 Options 20 years in to the future, based on 2021 dollars				
Area of Cost	Option 1: Total Outsourcing	Option 2: 72-Hour Holding	Option 3: 90-Day Facility	Option 4: 365-Day Facility
Debt Service Interest	\$0	\$432,100	\$2,928,040	\$3,059,720
Staffing	\$22,152,500	\$26,352,500	\$20,997,500	\$17,745,000
10% Staffing Overhead	\$2,215,250	\$2,635,250	\$2,099,750	\$1,774,500
Vehicle costs	\$780,000	\$780,000	\$260,000	\$0
Out of County Housing	\$4,015,000	\$2,409,000	\$1,204,500	\$0
20 year Total	\$29,162,750	\$32,608,850	\$27,489,790	\$22,579,220
Initial Construction (with factored in debt service issuance costs)	\$400,000	\$1,050,000	\$7,115,000	\$7,435,000

Another area of financial impact, although smaller than the impact the increase operating expenses in options 2 and 3, is the loss of revenue that would occur with the elimination of the jail. Table 7.6.5 below identifies revenue streams that will be impacted if inmates are not held in a Fillmore County Jail. This lost of revenue was intentionally not included in the cost analysis of each. However, in the case of Option #1, Total Outsourcing, the 20-year impact of the revenue lost is almost 2 million dollars or around \$100,000 revenue lost per year. It is possible that through negotiations, these revenues could be captured by a contracting host jail and applied to the fees for hosting the Fillmore County inmates in their jails.

Table 7.6.5: Fillmore County Jail revenue line-item totals 2019 and 2020, with 2021 estimated.

Revenue Line Item	2018 Revenue	2019 Revenue	2020 Revenue	2021 Revenue
01-251-5301 ICWC Boarding	\$69,869.43	\$84,025.01	\$62,676.00	\$19,320.00
01-251-5344 STS	\$0.00	\$6,400.00	\$0.00	\$0.00
01-251-5501 Fees and Charges	\$478.00	\$0.00	\$11,016.00	\$4,995.00
01-251-5536 Drugs & Meds	\$0.00	\$0.00	\$1,912.00	\$90.77
01-251-5537 Home Detention	\$1,245.00	\$2,037.00	\$2,703.00	\$423.00
01-251-5538 Work Release	\$625.00	\$0.00	\$10,010.00	\$8,205.00
01-251-5832 Reimbursements	\$3,208.00	\$979.00	\$1,486.00	\$1,279.00
Total Annual Revenue	\$75,425.43	\$93,441.01	\$89,803.00	\$34,312.77

G.

Economic Effect For Fillmore County Multiplier Effect Social Capital

Economic Analysis

Economic considerations beyond the actual cost of construction and staffing must be considered in any public works project. Injecting dollars into the local economy creates a multiplier effect anywhere from 5 to 16 depending on historical savings rates. For example, if \$10 million is injected into the local economy by building a new jail and the multiplier is 5, the actual economic effect can generate \$50 million for the local economy not including jobs maintained or created by the new construction. Conversely, closing the jail and taking dollars and jobs out of the local economy has a downward or reverse multiplier effect taking money out of the local community.

The Multiplier Effect

The following multiplier discussion is quoted from:

https://www.economicsonline.co.uk/Managing_the_economy/The_multiplier_effect.html

Every time there is an injection of a new economic demand into the circular flow of income there is likely to be a multiplier effect. This is because an injection of extra income leads to more spending, which creates more income, and so on. The multiplier effect refers to the increase in final income arising from any new injection of spending.

The size of the multiplier depends upon a household's marginal decisions to spend, called the marginal propensity to consume (MPC), or to save called the marginal propensity to save (MPS). It is important to remember that when income is spent, this spending becomes someone else's income, and so on.

The multiplier concept can be used in any situation where there is a new injection into an economy. Examples of such situations include when the government funds the building of a new road.

The Downward or 'Reverse' Multiplier Effect

A withdrawal of income from the circular flow will lead to a downward multiplier effect.

If a jail is built in Fillmore, we maintain and expand employment opportunities for our community, maintain families, and in turn continue to support other community entities, our schools, clinics, food services, other important public and private services, agencies and many businesses. When we are outsourcing this economic opportunity, we are triggering the downward multiplier effect on our local economy.

If we move to a system that relies heavily on housing inmates in other county jails, we risk disconnecting county residents from their families and raising safety and liability risks in the transportation of all inmates. Current criminal justice programs that have worked to reduce the recidivism rates will not be accessible and will be ineffective if inmates are housed out of the county.

Social Capital

The following is an excerpt from Britannica, December 2018

“Social capital is a concept in social science that involves the potential of individuals to secure benefits and invent solutions to problems through membership in social networks. Social capital revolves around three dimensions: interconnected networks of relationships between individuals and groups (social ties or social participation), levels of trust that characterize these ties, and resources or benefits that are both gained and transferred by social ties and social participation. A high degree of trust among network participants fosters a sense of mutual obligation and permits them to be more effective in pursuing shared objectives. Social participation may take place in political, civil, or religious arenas or even in the workplace. Additionally, scholars assign great significance to building social capital through informal social ties such as interactions with family, friends, and neighbors. Social capital is also enhanced through network closure—when individuals know each other in several capacities, for example, as neighbors, business partners, parents of same-age children, and so on.

Social capital has been shown to be of great importance for societal well-being. Studies have found that levels of social capital are related to levels of employment in communities, academic performance, individual physical health, economic growth, and immigrant and ethnic enterprise. Also, it has been demonstrated that greater levels of social capital correspond to lower crime rates in the community. Social disorganization theory is useful in helping explain the relationship between social capital and crime. In brief, structural disadvantages like economic deprivation, high residential mobility, and population heterogeneity hinder the ability of

residents to be proactive for the benefit of their community and exert effective social control. When communities are socially fragmented, they are characterized by a low degree of social participation and mutual trust. Truncated social networks are not conducive to formulating and enforcing clear definitions and ideas about the values, problems, and needs of the community, and they may, in fact, weaken supervision, guardianship, and other types of informal social control.”

Section 8

Considerations and Recommendations

A.

Considerations

The Fillmore County Jail Needs Study Committee proposed the following recommendations to help Fillmore County will better plan and manage the future needs of the Fillmore County Justice System. The understanding of the community members was that the recommendations are made by the committee, and decision is implement the recommendations will be made by the county board. The committee has worked diligently to get the best possible information throughout this study and the recommendations reflect the investment of the committee's time, energy and thoughtful analysis of the situation at hand. While much of the information in this report was quantifiable such as project capital cost, other information was more difficult to quantify but equally relevant. The committee focused on the following considerations while making its recommendations:

Considerations:

- 1) The effect on public safety or the sense of safety.
- 2.) The cost of not providing full comprehensive services supporting public safety in Fillmore County.
- 3.) The potential impact on the quality on the lives of Fillmore County residents, especially; victims, offenders, and their families, and employees of the Fillmore County Justice System.
- 4.) The impact on the economic and social capital of the Fillmore County community with capital improvement versus expenditures for outsourcing.
- 5.) Reduced risk and liability with the construction of a secure and code compliant jail facility.
- 6.) Local planning and management of victim and offender programs, with the ability to meet individualized case plans.
- 7.) The impact on recidivism rates. Possibility for enhancing the opportunities for a successful offender reintegration into the Fillmore County community.
- 8.) A long-term solution to the security and detention needs of Fillmore County citizens and others engaged in the Fillmore County Justice System. Resolving now, the political questions about when and how to spend tax payer's funds to provide for inmate care. "Refuse to kick the can down the road."

- 10.) Looking at “Insurance and Assurance” issues to managing liability and risks operating a jail and providing inmate movement, as well as assuring that jail beds will be available for the Fillmore County justice system in the long-term future.
- 11.) Utilization of existing resources when at all possible, and planning for the expanded delivery of current and future programs consistent with best practices.
- 12.) The impact of upfront capital investment cost to the local taxpayer.
- 13.) Long term facility operational costs and creating the most efficient staff to inmate ratios to help manage operational costs.
- 14.) Opportunity for accessing grant dollars or other funds that might support the capital investment or operational costs of justice system resources, specifically the jail.
- 15.) Compliance with Minnesota State Statutes and Department of Corrections (DOC) rules and regulations.
- 16.) Compliance with all other Life, Safety and Health standards, and building codes.

Recognizing the important role that the Fillmore County Board of Commissioners have, as well as the role of other Fillmore County stakeholder groups, including: victims, defendants, inmates, families of inmates, Fillmore County employers, and of course, taxpayers, the committee offers the following recommendations. The recommendations are not arranged in order of importance or priority’ all recommendations are critical points to be addressed moving forward.

B. Recommendations

Recommendation: Pursue the development of a 365-day Class III facility, Option 4. The committee agreed that this is the best choice to fulfill to the immediate and long-term needs in Fillmore County. While it may perhaps not be the least expensive option, it will ensure the long-term stability and it is best possible option for public safety and the needs of Fillmore County citizens.

Recommendation: Appoint a Jail Design Team (JDT) tasked with carrying out the recommendations in this report. The JDT should be made up of members of the County Administration, the County Board, Sheriff's Office and the county justice system and community. The JDT will direct facility planning efforts and make recommendations to the County Board for further action. Many of the current committee members would agree to serve if asked.

Recommendation: Retain a qualified architectural firm to help prepare a "Comprehensive Master Plan" (CMP) for a 365-day jail. Based upon the recommendation of the JDT and the results of the negotiations for the scope of service, select an architect with a successful history of credentialed and specialized projects of jail work to develop an architectural plan to delineate specific facility components, functions, and square footage needs. The architectural plan is needed in order for an "Operational Program" to be developed and to determine the construction and operating costs of a 365-day jail. As well, the size of the facility will be a determining factor in the site selected for any facility, so The CMP will determine the size of the jail and determine site selection. The CMP should also include the other county space needs for offices and services that will be impacted in the planning effort.

Recommendation: The CMP should include the necessary improvements to other infrastructure to support construction the jail, and to promote safety with inmate movement and transfers to and from the court room. Depending on a final design and site, this could allow for some "phasing" of components or a delay in completing all required improvements.

Recommendation: The JDT with the architectural firm services will develop "Facility Concepts" based upon the square footages determined, the site options, the adjacencies and relationships between functions and other county offices, the surrounding architecture, and the agreed-upon operational practices. There should be facility site options considered for the current courthouse square, the current jail location, or other locations.

Recommendation: Once the various facility options are developed, a more advanced concept of a preferred site and facility option will result. This should include draft floor plans, elevations, exterior configurations, capital investment, and ongoing operational cost estimates. There should also be visual displays showing what the proposed facility. The concept development effort should also consider future growth options and flexibility in the design. Also, the project time table should be refined to allow for the least disruption to current jail and court operations. Growth or expansion of facility components should be parts of this proposed scope of work. The possibility of a Work Release Center or a facility to house juveniles or a facility for inmates in need of mental health care, or a plan a future expansion that adds beds in the least expensive fashion, should be part of the proposed scope of work. This investment in the future will allow for the next generations of leaders to have more options for capital improvements without restrictions imposed by any inflexible options created today.

Recommendation: The CMP should review, confirm and justify, the use or discontinued use of the existing jail physical plant.

Recommendation: Once the preferred concept is ready for discussion and action, the JDT will recommend to the County Board the preferred elements of the scope of work. The County Board would then authorize the project to move to facility design phase, and continue with the architect to move towards construction of a facility.

Recommendation: Immediately begin immediately the discussions for financial planning for the constructions of a 365-day jail. This assumes that the CMP will produce a viable action plan for jail.

Recommendation: Fund the cost of a CMP, estimated at \$100,000. This investment will off-set much of the “architectural pre-design services” provided in the design phases advance.

Recommendation: Engage in a strong and well-developed community outreach effort to keep the citizens and taxpayers of Fillmore County informed and engaged in the process.

Section 9

Conclusions

Conclusions

The Jail Needs Study committee believes the Minnesota DOC is close to declassifying the Fillmore County jail as a 72-hour jail. If that were to occur, Fillmore County loses a time advantage in reviewing and planning how to provide jail services.

About four years ago, the DOC had reclassified the Fillmore jail to a 90-day facility. This order came as no surprise. It had been signaled in conversations and inspection reports for many years. Inspectors from the DOC have long have identified factors that make the jail unsafe and risk the safety and security of inmates and jail staff.

In December 2019, the Fillmore County Commissioners requested the committee to conduct a needs assessment for the county jail. The committee evaluated four options for the housing of arrestees and inmates.

The committee held its first meeting in February 2020 and then in March 2020 postponed meetings due to the Covid pandemic. In October, 2020, the committee has met monthly.

The committee has concluded that the Fillmore County jail has outlived its life cycle, and needs to be replaced. The Fillmore County jail is 50 years old, but was built to the regulations promulgated more than a century ago, in 1911. It is only through sound management and the dedication of jail staff to carry out policies and procedures that the county has minimized the risks to the jail operation and avoided a major problem or law suit.

Fillmore County engaged in preliminary discussions with the Sheriff's Departments in Houston and Wabasha Counties to hold Fillmore County inmates. The near-term costs are \$55 per night per inmate. During recent negotiations, the Wabasha and Houston County Sheriffs committed to accommodating up to 20 inmates in each of their facilities. This commitment may not always meet the average daily population demand for Fillmore, much less the peaks in jail populations. It is possible that Fillmore County would have to use both jails or other county jails for inmate housing in the future. The Fillmore County Sheriff's Office will likely be responsible for transporting Fillmore County inmates held elsewhere back to Fillmore County for medical visits and treatments. Eliminating the need to transport an inmate for any purpose eliminates that cost. For the JNSC, the benefits of housing inmates in a local jail that meets all standards and protects the community, the jail staff, and the inmates, are significant. The operational costs of doing so turn out to be much higher for Option# 1 than any of the other option costs, at 20 years.

The committee took note of the many programs that divert people from jail and prepare inmates for release into the community. As a group, the committee feels that "some people need to go to

jail, but it should be the right people.” The right people, are those who without a jail experience are unlikely to change their way of life and will continue to endanger victims and threaten public safety. Hence, the various intervention or diversion programs discussed in this report offer an opportunity to make sure that only the people who need jail, are in jail.

Across the country, people have realized that if jails do not provide programs to help inmates and programs to support inmate transition back into the community, former inmates will quickly return to jail. A common definition of insanity is to expect change while repeating the same doomed behaviors and failed practices. Fillmore County cannot expect a few months in jail to change a person’s beliefs, attitudes or behaviors if no program support is provided. The committee supports diversion and transitional programs and sees the current move to reduce the reliance on the jail, as a major step forward in addressing recidivism. The committee is also realistic in stating that though a new jail is needed, but it must be fitting for the size and people of the Fillmore County community.

It is important to the committee that Fillmore County offer inmates ways to improve their ability to live peaceably in the community. Neither the Wabasha County Jail nor the Houston County Jail would likely offer the level of programming needed for inmates from Fillmore County to seamless transition back into their Fillmore County communities.

The committee was very cognizant of and gave great consideration to the human and social costs of each option and feels the 365-day jail fulfills the human and social needs of Fillmore County residents best. The Committee members recognize the capital investment costs of implementing Option #4 are significant. Nonetheless, the Committee is of the opinion that, in the long run, Option #4 will cost less operationally and provide more inmates with the opportunity to change the course of their lives and reduce or eliminate the possibility of their returning to jail in the future. It also will allow for a consistent and sustainable resource for the long term demands for a jail.

The committee is of the opinion that, in the long run, Option #4 will cost less operationally and provide more inmates with the opportunity to change the course of their lives and reduce recidivism. It also will allow for a consistent and sustainable resource for the long term demands for a jail.

Thank you for the opportunity to assist Fillmore County and for your consideration of this report.

The Jail Needs Study Committee