



# Cuyahoga County Justice Center Master Plan

Executive Steering Committee  
Meeting

January 23, 2020  
8:30 AM



Westlake  
Reed  
Leskosky

In Association With:



- I. Call to Order**
- II. Roll Call**
- III. Housekeeping & Protocol**
- IV. Purpose of Meeting; Review of Agenda**
- V. Determination #1.23-1: Shortlisting of Alternatives for Detailed Development & Comparative Evaluation**
- VI. Determination #1.23-2: Inclusion of Court of Appeals, Probate Court and Old Courthouse as part of Comparative Analysis of Courthouse Alternatives**
- VII. Determination #1.23-3: Prioritization of Criteria**
- VIII. Update on Mental, Final Draft and Request for Expression of Interest**
- IX. Update on Continued Work on Interim Central Booking**
- X. Discussion of Site Tours**
- XI. Other Business**
- XII. Public Comment**
- XIII. Adjourn**

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## Meeting Purpose

*"To refine the range of Development Alternatives to be analyzed in determining the best course of action to provide state-of-the-art Court, agency & detention facilities to provide enhanced public service and achieve better outcomes for the citizens of Cuyahoga County . . . "*

*. . . "to prioritize the evaluative criteria to be considered by the Steering Committee for eventually determining the preferred Development Alternative for implementation . . ."*

*. . . "presentation of Diversion Initiative Report . . ."*

*. . . "update on Interim Central Booking. . ."*

- I. Call to Order
- II. Roll Call
- III. Housekeeping & Protocol
- IV. Purpose of Meeting; Review of Agenda
- V. **Determination #1.23-1: Shortlisting of Alternatives for Detailed Development & Comparative Evaluation**
- VI. **Determination #1.23-2: Inclusion of Court of Appeals, Probate Court and Old Courthouse as part of Comparative Analysis of Courthouse Alternatives**
- VII. **Determination #1.23-3: Prioritization of Criteria**
- VIII. **Update on Mental, Final Draft and Request for Expression of Interest**
- IX. **Update on Continued Work on Interim Central Booking**
- X. **Discussion of Site Tours**
- XI. **Other Business**
- XII. **Public Comment**
- XIII. **Adjourn**

## I. Determination #1.23-1

### Shortlisting of Alternatives for Detailed Development & Comparative Evaluation

“The Steering Committee has reviewed the preliminary comparison of nine alternatives for the future of the Cuyahoga County Justice Center and related facilities ranging from renovation and expansion on the existing site of both the detention center and the courts facility to construction of new separate or co-located facilities. To further the planning process and ultimately determine the preferred course of action for improved justice facilities to better serve the public, the Steering Committee determines that the following alternatives should be developed in greater detail for comparative evaluation and determination of a future course of action by the Steering Committee: *[Note: All nine alternatives shall be presented to and voted on by the Steering Committee. Alternatives receiving 10 or more votes shall be developed in greater detail for further evaluation.]*”

# I. Determination #1.23-1

## Preliminary Projection of Needs for Alternative Development

- **Courts**
  - 53 Courtrooms
  - 25 Hearing Rooms/Other Litigation Spaces
  - 78 Total Litigation spaces for 99 Judicial Officers
  - 725,305 DGSF (*useable*) – Delta + 134,886 DGSF
  - 877,366 Building Gross Square Feet
- **Detention**
  - Rated Capacity 1,600 Beds; Operational Capacity 1,360 Beds with core to support 2,400 Beds
  - Direct Supervision w/Service Delivery at the Housing Units
  - Provision for County-Wide Central Booking
  - Enhanced Medical & Mental Health Services
  - 696,624 DGSF (*useable*) – Delta + 243,368 DGSF
  - 801,176 Building Gross Square Feet
- **Sheriff's Administration**
  - Relatively flat growth 3 -5% allowance for workstations in the future
  - 80,334 DGSF (*useable*) – Delta + 26,136 DGSF
  - 96,400 Building Gross Square Feet

## I. Determination #1.23-1

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In broad terms three major alternatives preliminarily identified ranging from Maximum Reuse to Full Replacement

1. Expand, Renovate or Replace Consolidated Justice Center in-place
2. Relocate Jail to a new site; Renovate or Replace Courts & Related Agencies in-place
3. Develop New Court & Jail facilities on New Site(s)



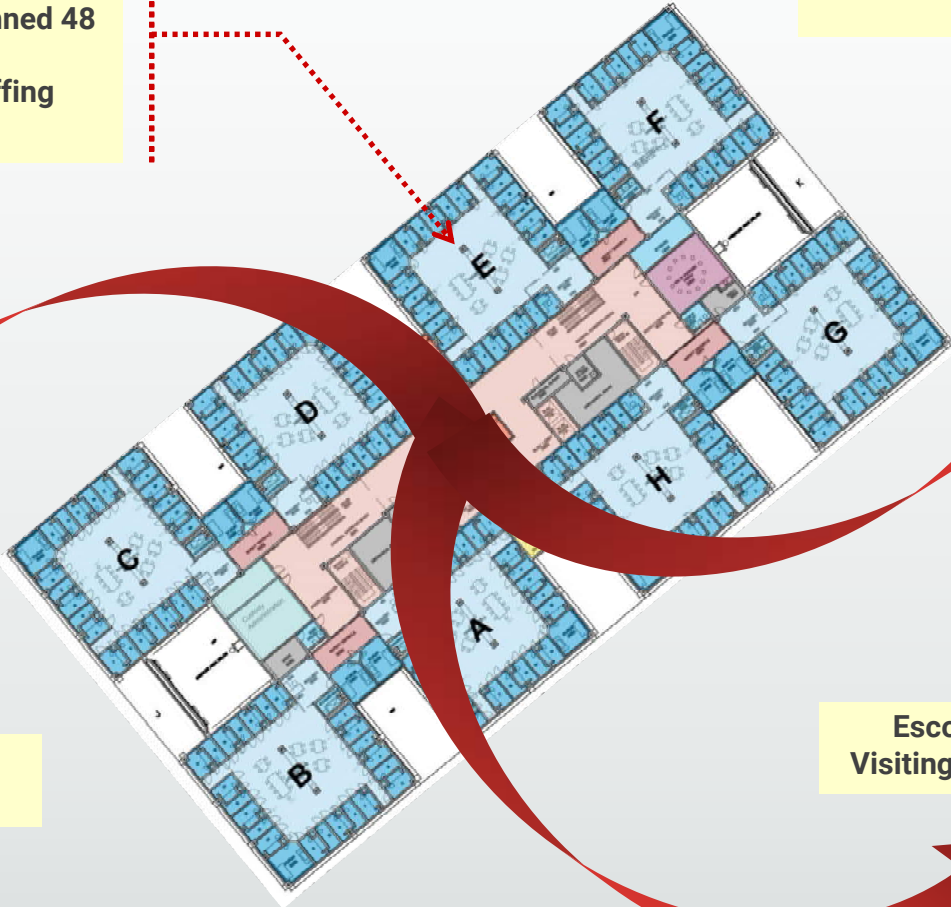
### Common Elements to all Alternatives

- Jail I must be replaced
  - Operationally inefficient – small housing units
  - Excessive inmate movement
  - Physical condition
  - Lack of program space on housing floors
  - Lack of facilities for attorney, family visiting
  - Lack of space/access for CBO programs
  - Inadequacy of support functions – Intake/Central Booking
- Jail II will require major renovations

# Why Replace the Jail?

Typical General Population Unit  
24 Cells/28 Beds vs. Planned 48  
Bed Unit  
Doubles Required Staffing  
From 5.1 to 10.2

Escorted Movement to Medical  
Floor 6

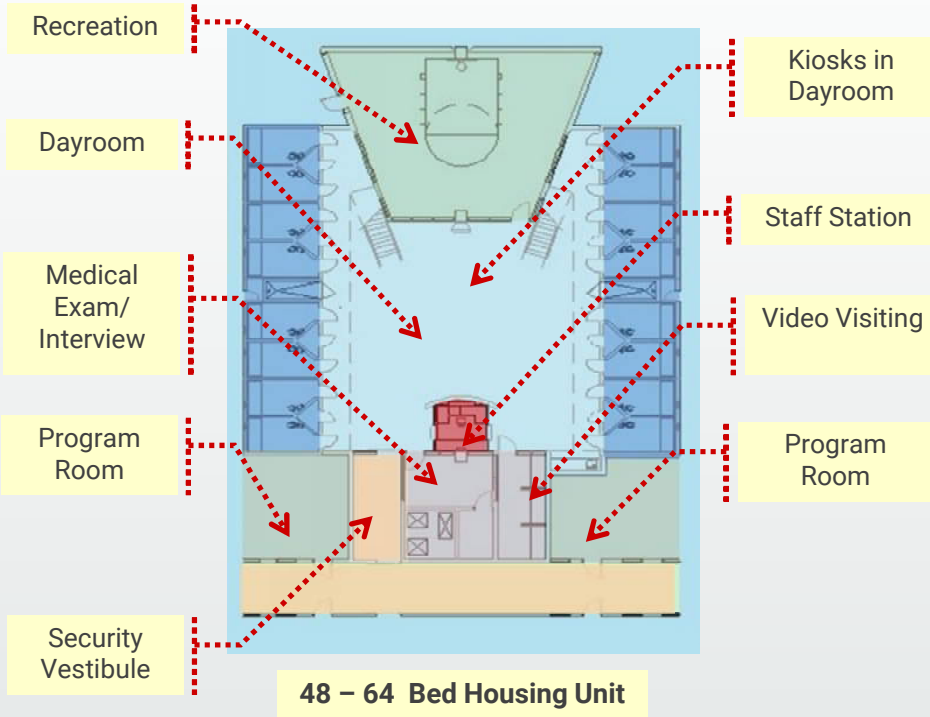


Escorted Movement to  
Recreation on Floors 7 & 9

Escorted Movement to  
Visiting/Court Floors 6, 7 & 9

# Why Replace the Jail?

- Service Delivery at the Housing Unit Results in Reduced Movement
- Commissary/ Medical Kiosks
- Decentralized Programming
- Recreation
- Medical Triage
- Dining
- Visiting



### Operational Savings - Preliminary Analysis

*Based on Rated Capacity of 1,600 Beds, Operational Capacity 1,360 Beds +/- Core Sized to Support 2,400*

- **Housing Staffing\***
  - Jail I & II currently have 66 Housing Units staffed on a 24/7 basis:
    - 5.1 staff per housing unit with relief = 336.6 Correctional FTE's
  - Proposed program provides 41 Housing units staffed on a 24/7 basis:
    - 5.1 staff per housing unit with relief = 209.1 Correctional FTE's
- **Net Savings**
  - 5.1 staff per housing unit with relief = **(127.5)** Correctional FTE's
  - @ \$75,000 per position annual savings = **(\$9,562,500)**

*\*Estimated Savings assume that current staffing plan is adequate for operations and all positions filled;*

## Why Replace the Jail?

### Operational Savings - Preliminary Analysis

*Based on Rated Capacity of 1,600 Beds, Operational Capacity 1,360 Beds +/- Core Sized to Support 2,400*

- **Control Room Staffing\***
  - Jail I has five floor control rooms staffed 24/7:
    - 5.1 staff per housing unit with relief = 25.5 Correctional FTE's
  - Jail I has one floor control rooms staffed 12/7:
    - 5.1 staff per housing unit with relief = 2.5 Correctional FTE's
  - Jail II has eight housing control rooms staffed 24/7
    - 5.1 staff per housing unit with relief = 40.8 Correctional FTE's
  - Proposed program is based on Main Control operating access at key security barriers remotely:
  - **Net Savings**
    - 5.1 staff per control room with relief = **(68.8)** Correctional FTE's
    - @ \$75,000 per position annual savings = **(\$5,160,000)**

*\*Estimated Savings assume that current staffing plan is adequate for operations and all positions filled;*

## Why Replace the Jail?

### Operational Savings - Preliminary Analysis

*Based on Rated Capacity of 1,600 Beds, Operational Capacity 1,360 Beds +/- Core Sized to Support 2,400*

- Housing Staffing Savings (\$ 9,562,500)
- Control Room Staffing Savings (\$ 5,160,000)
- Close Euclid & Bedford Jails (\$ 9,995,741)
- Out-County Placements (\$ 2,336,000)
- Initial Estimate Possible Savings\* (\$27,058,500)

### Estimated Debt Service

Tax Exempt Bonds	3.50%	4.00%
• \$700M Project Cost	\$ 39,455,000	\$ 41,955,000
• \$800M Project Cost	\$ 45,090,000	\$ 47,950,000

***Preliminary estimate of savings equates to 56% to 68% of estimated annual debt service for total project***

*\*Estimated Savings assume that current staffing plan is adequate for operations and all positions filled;*

## I. Determination #1.23-1

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In broad terms three major alternatives preliminarily identified ranging from Maximum Reuse to Full Replacement

1. Expand, Renovate or Replace Consolidated Justice Center in-place
2. Relocate Jail to a new site; Renovate or Replace Courts & Related Agencies in-place
3. Develop New Court & Jail facilities on New Site(s)

## I. Determination #1.23-1

- 1. Expand, Renovate or Replace Consolidated Justice Center in-place**
  - 1a – Maximum Reuse (*Jail II, Court Tower, PAB & Old Courthouse*) – Limited Courts Consolidation (*Domestic Relations Remains in Old Courthouse*)**
  - 1b – Maximum Reuse (*Jail II, Court Tower & PAB*) – Full Courts Consolidation**
  - 1c – Partial Reuse (*Jail II & Court Tower*)  
Rebuild on Existing Site, Full Courts Consolidation**
  - 1d – Full Replacement**

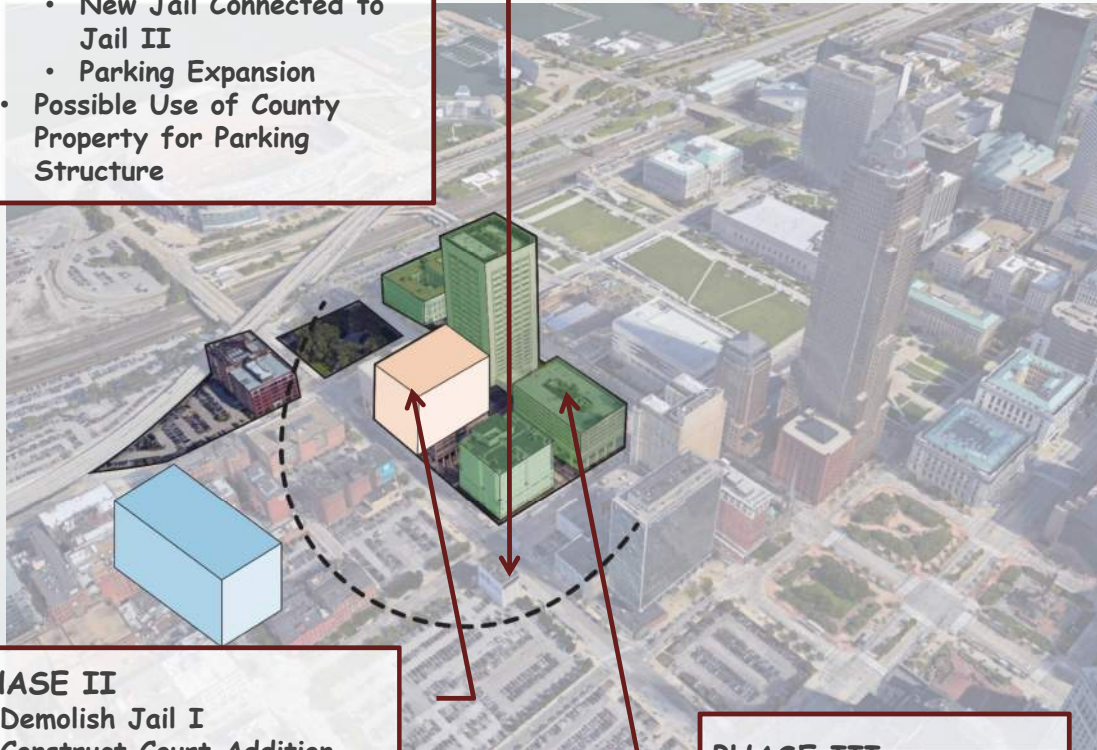


# I. Determination #1.23-1

## 1a – Maximum Reuse– Limited Courts Consolidation

### PHASE I

- Acquire contiguous site
- Construct
  - New Jail Connected to Jail II
  - Parking Expansion
- Possible Use of County Property for Parking Structure



### PHASE II

- Demolish Jail I
- Construct Court Addition (w/swing space for renovations)
- Phased Renovation of Jail II

### PHASE III

- Phased Renovation
  - Court Tower
  - PAB
  - Old Courthouse

- + Jail I replacement reflects best practices & operational efficiency
- + Maintains Consolidated Justice Center /direct connection to Jail
- + Maintains courthouse on current site
- + Transit accessible

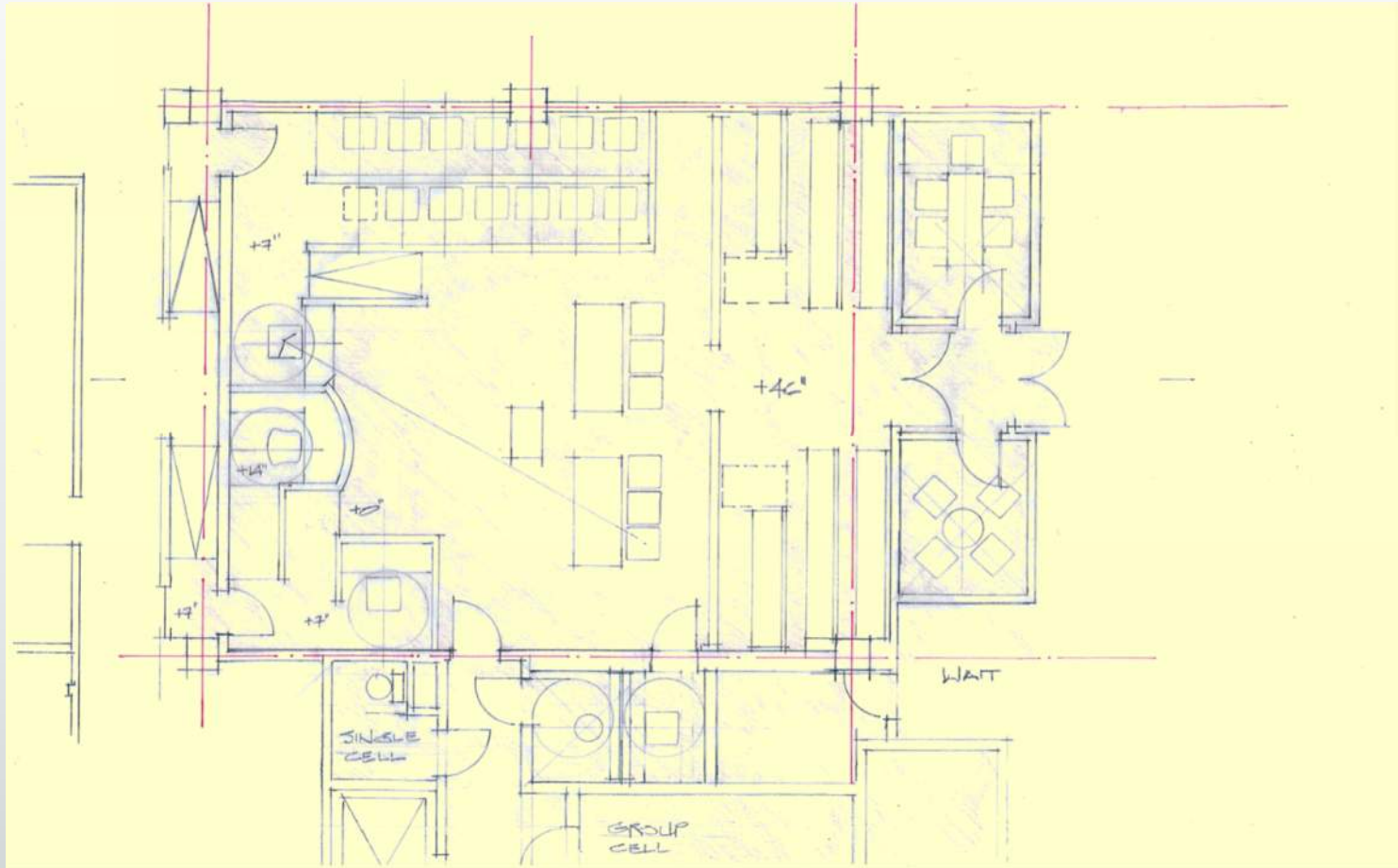
- Limited Site Options
- Site Limitations impact efficiency
- High-rise jail construction (incl. shell space)
- Disruption of Operations
- Programmatic compromises
- Domestic Relations remains in Old CH
- Courthouse cannot proceed until jail complete
- Longest Time to Occupancy

Potentially Highest Relative Cost \$\$\$\$\$

# I. Determination #1.23-1

## 1a – Maximum Reuse– Limited Courts Consolidation

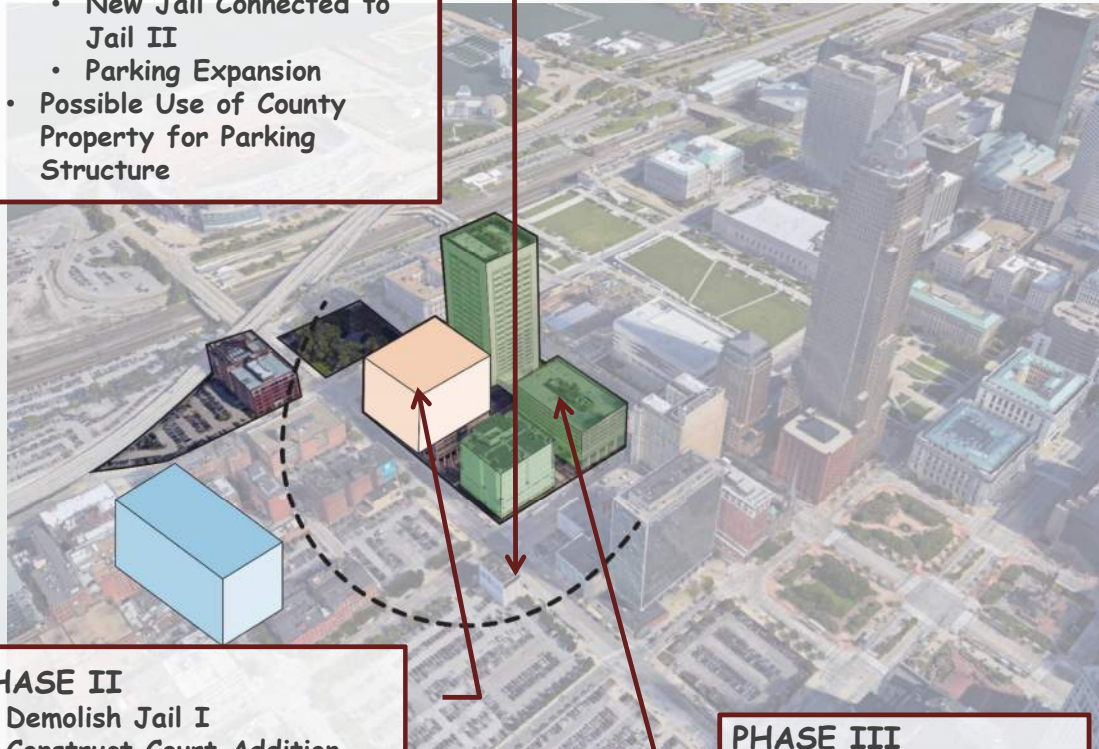
- Courtroom Study + Expanded Support



# I. Determination #1.23-1

## 1b – Maximum Reuse – Full Courts Consolidation

- PHASE I**
- Acquire contiguous site
  - Construct
    - New Jail Connected to Jail II
    - Parking Expansion
  - Possible Use of County Property for Parking Structure



- + Jail I replacement reflects best practices & operational efficiency
- + Maintains Consolidated Justice Center /direct connection to Jail
- + Domestic Relations consolidated w/Justice Center
- + Maintains courthouse on current site
- + Transit accessible

- Limited Site Options
- Site Limitations impact efficiency
- High-rise jail construction (incl. shell space)
- Disruption of Operations
- Programmatic compromises
- Courthouse cannot proceed until jail complete
- Longest Time to Occupancy

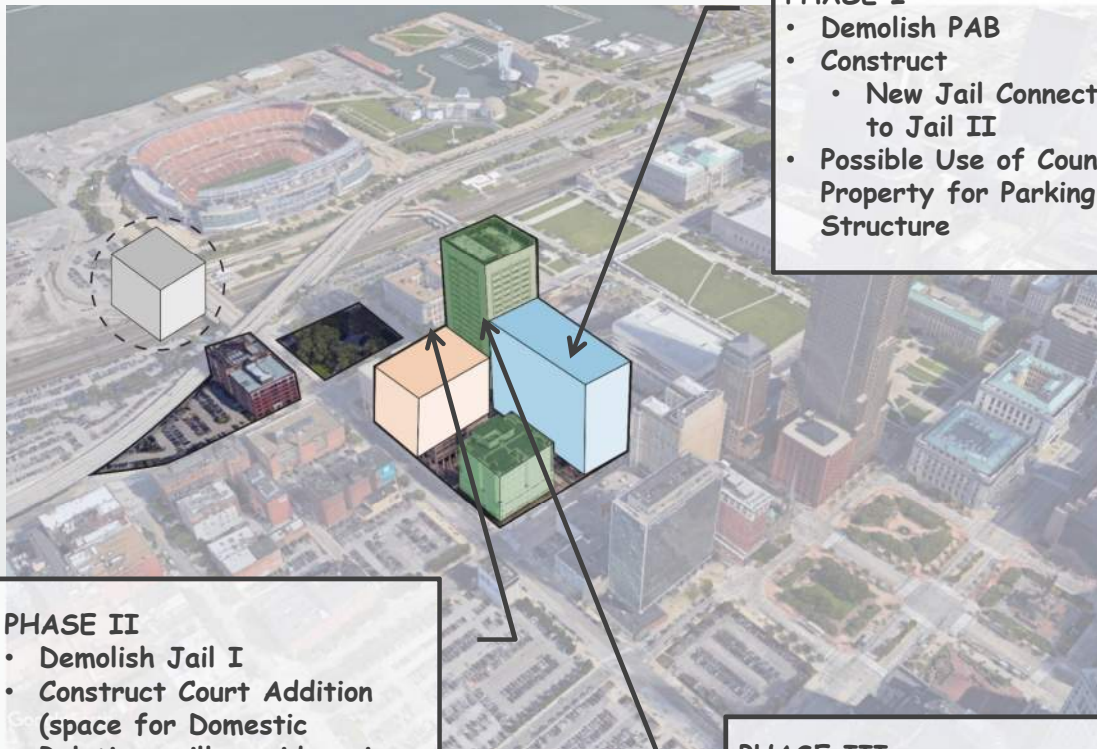
Potentially Highest Relative Cost \$\$\$\$\$

- PHASE II**
- Demolish Jail I
  - Construct Court Addition (w/swing space for renovations)
  - Phased Renovation of Jail II

- PHASE III**
- Phased Renovation
    - Court Tower
    - PAB
  - Domestic Relations vacates Old Courthouse

# I. Determination #1.23-1

## 1c – Partial Reuse - Rebuild on Existing Site, Full Courts Consolidation



- PHASE I**
- Demolish PAB
  - Construct
    - New Jail Connected to Jail II
  - Possible Use of County Property for Parking Structure

- PHASE II**
- Demolish Jail I
  - Construct Court Addition (space for Domestic Relations will provide swing space for renovations)
  - Phased Renovation of Jail II

- PHASE III**
- Phased Renovation
    - Court Tower
  - Domestic Relations vacates Old Courthouse

- + No site acquisition required
- + Jail I replacement reflects best practices & operational efficiency
- + Maintains Consolidated Justice Center /direct connection to Jail
- + Domestic Relations consolidated w/Justice Center
- + Maintains courthouse on current site
- + Transit accessible
- Site Limitations impact efficiency
- High-rise jail construction (incl. shell space)
- Jail located on prominent urban boulevard – Ontario St & St. Clair Ave
- Disruption of Operations
- Programmatic compromises
- Courthouse cannot proceed until jail complete
- Longest Time to Occupancy

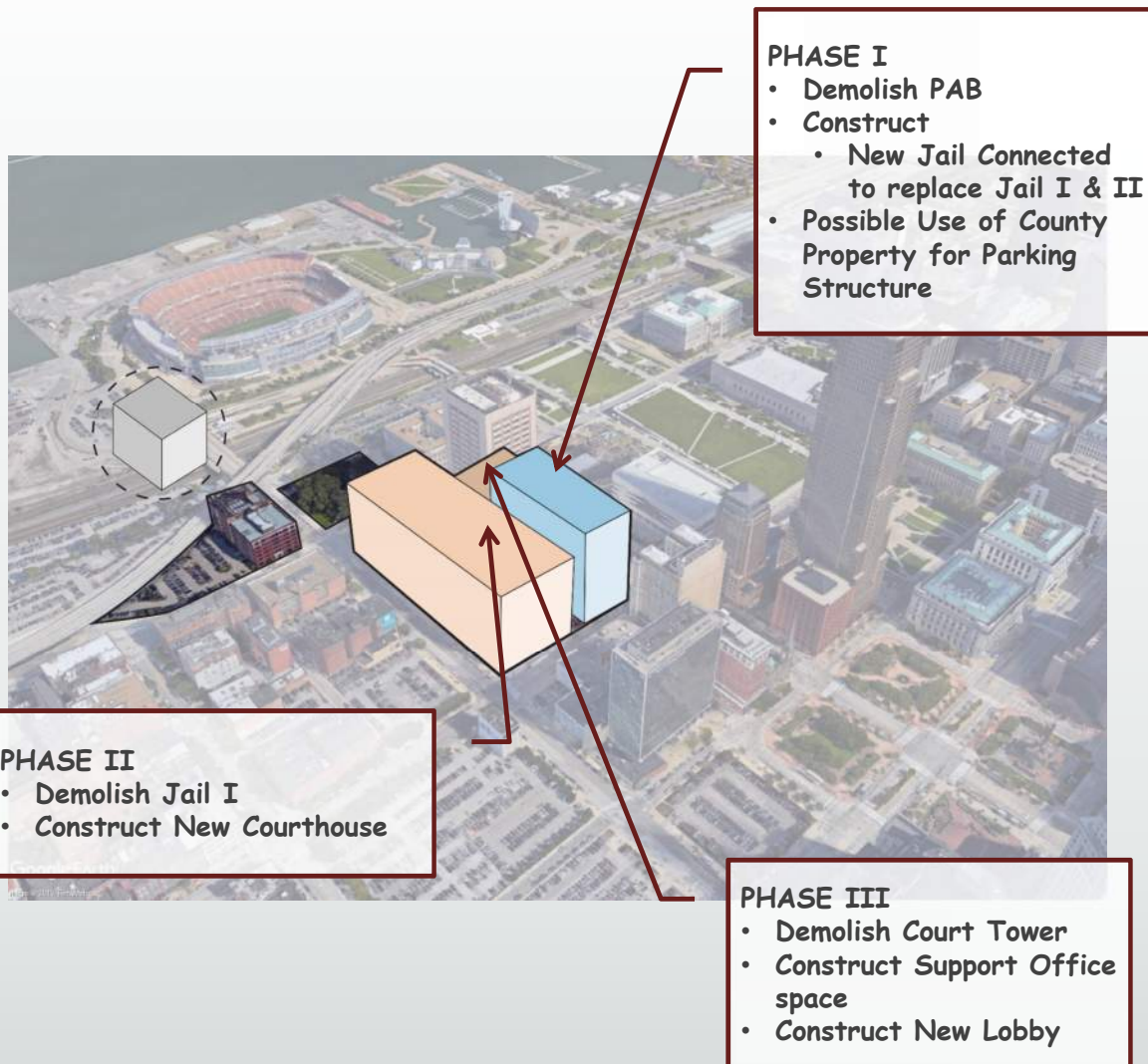
Potentially Highest Relative Cost \$\$\$\$\$

# I. Determination #1.23-1

## 1d – Full Replacement

- + No site acquisition required
- + Jail I & II replacement reflects best practices & operational efficiency
- + Maintains Consolidated Justice Center /direct connection to Jail
- + Domestic Relations consolidated w/Justice Center
- + Maintains courthouse on current site
- + Fully Program Compliant
- + Transit accessible
- Site Limitations impact efficiency
- High-rise jail construction (incl. shell space)
- Jail located on prominent urban boulevard – Ontario St & St. Clair Ave
- Disruption of Operations
- Programmatic compromises
- Courthouse cannot proceed until jail complete
- Longest Time to Occupancy

Potentially Highest Relative Cost \$\$\$\$\$



## I. Determination #1.23-1

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In broad terms three major alternatives preliminarily identified ranging from Maximum Reuse to Full Replacement

1. Expand, Renovate or Replace Consolidated Justice Center in-place
2. Relocate Jail to a new site; Renovate or Replace Courts & Related Agencies in-place
3. Develop New Court & Jail facilities on New Site(s)

## I. Determination #1.23-1

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### 2. Relocate Jail to a new site; Renovate or Replace Courts & Related Agencies in-place

2a – Relocate Jail to a new site,  
Expand/Renovate Courts in-place

2b – Relocate Jail to a new site, Replace  
Courthouse in-place

# I. Determination #1.23-1

## 2. Relocate Jail to a new site; Renovate or Replace Courts in-place

Philadelphia, PA – Juanita Kidd Justice Center & Curran-Fromhold Detention Center





# I. Determination #1.23-1

## 2. Relocate Jail to a new site; Renovate or Replace Courts in-place



Existing Site  
7 acres



Essex County Jail Newark, NJ  
23 acres

# I. Determination #1.23-1

## What is the Potential Transportation Cost?

- Current Central Holding 5<sup>th</sup> Floor “Bull-pen” Staffing core staffing for Central Court Holding - **Current equivalent 8.4 FTE’s**
- At current levels 200 offenders per day would be transferred to Courthouse arriving before 8:00 am every day – *(NB: Transportation needs should be reduced with Diversion Initiatives, Central Booking & Pretrial Screening & with increased use of technology)*
- Potential Cost Impacts:
  - Jail Staging
    - Movement to Transport staging by floor rovers
    - 3 additional staff in transport loading/unloading & processing 1.5 shifts = 5.4 staff w/relief
    - Shared responsibilities in Intake/Central Booking @ 50%
    - **Net impact = 2.7 additional staff related to transportation**
    - **Annual Staffing Cost: \$202,500**
  - Bus Transport
    - Two over the road buses 60+ each w/dividers for keep separates;
    - Total of 4 staff 1.5 shifts; **6 staff relieved at 1.2 = 7.2 staff** *(also work Court Central holding and do other transports; may be some credit there depending on bullpen)*
    - **Annual Staffing Cost: \$540,000**

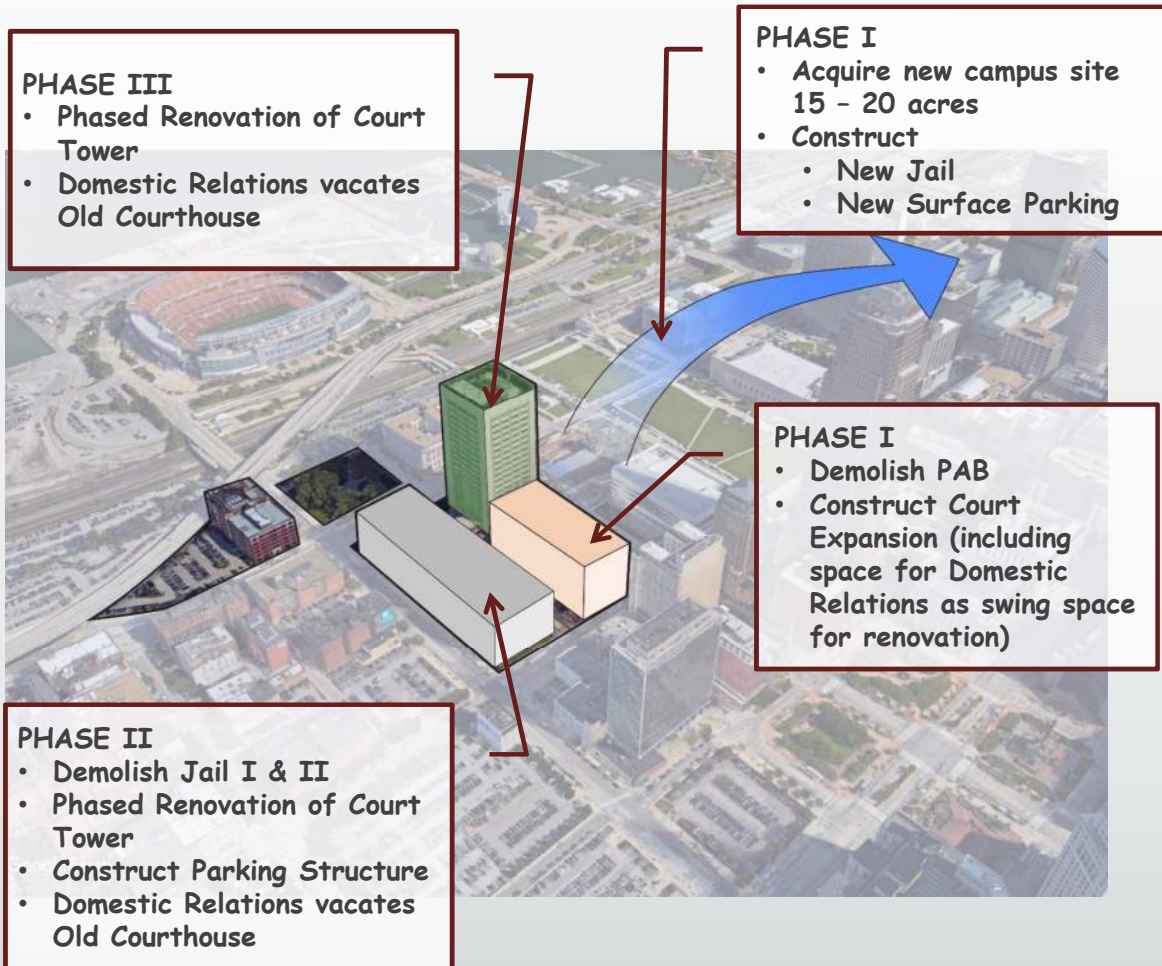
# I. Determination #1.23-1

## What is the Potential Transportation Cost?

- Potential Cost Impacts:
  - Vehicle Cost
    - Over the road bus \$600,000
    - Life say 20 year life based on age based replacement = \$30,000/year
    - 10 miles/day, 250 days/yr. @ \$2.00/mi = \$5,000
    - Annual Cost/Bus \$35,000
  - TOTAL ANNUAL COST
    - Central Holding Staff \$0
    - Intake/Transfer Staff \$ 202,500
    - Transport Staff \$ 540,000
    - Vehicle Cost \$ 70,000
    - TOTAL ANNUAL COST \$ 812,500\*

# I. Determination #1.23-1

## 2a. Relocate Jail to a new site; Expand & Renovate Courts in-place



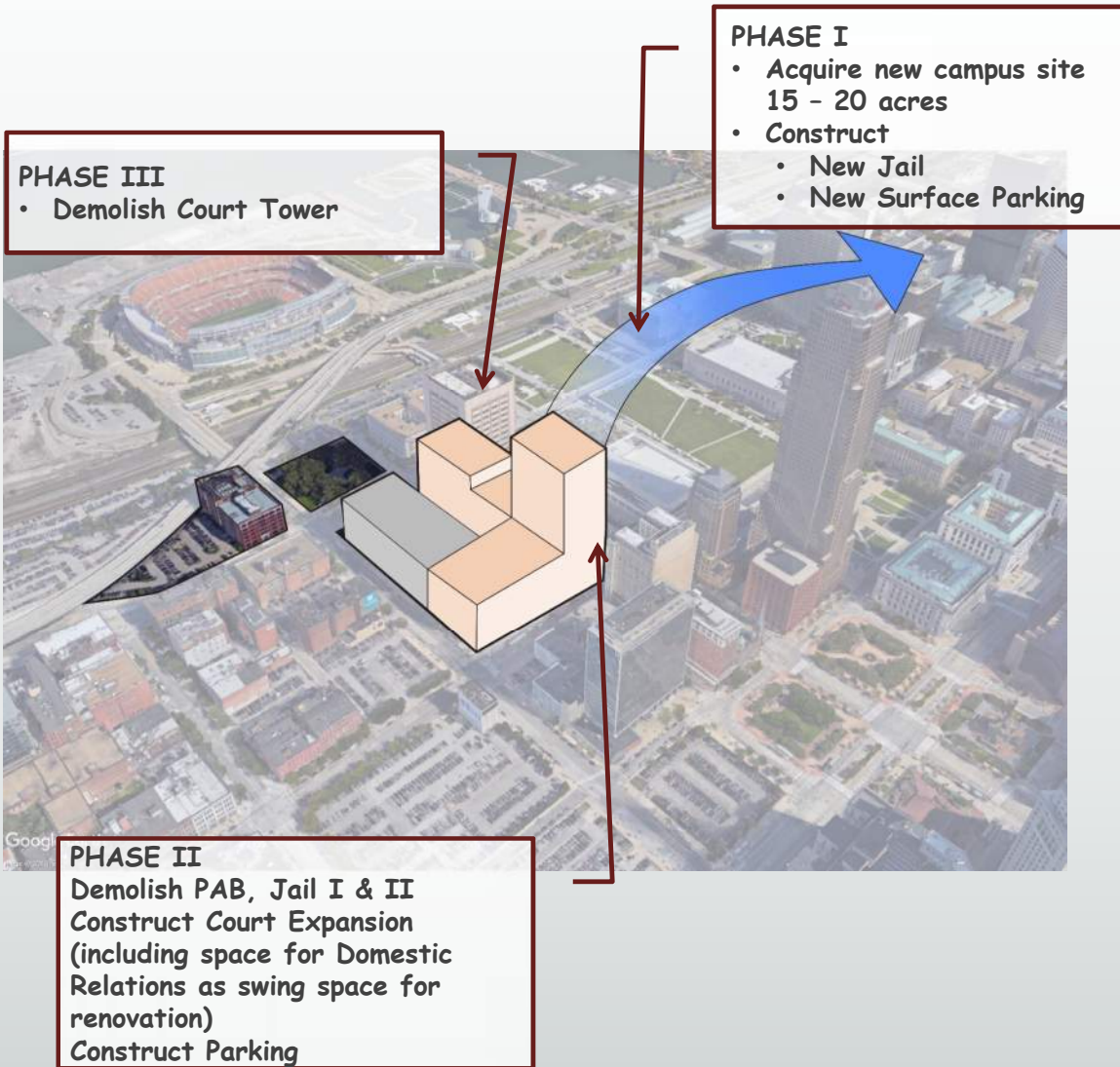
- + Jail I & II replacement reflects best practices & operational efficiency
- + Domestic Relations consolidated w/Justice Center
- + Maintains courthouse on current site
- + Allows future Jail Expansion w/o shell space
- + Courthouse can start concurrently with Jail
- + Opens site for expansion planning
- + Transit Accessibility

- Land Acquisition for new jail
- Eliminates Consolidated Justice Center
- Offender transportation costs and confidence in timely delivery
- Program compromises
- Potential disruption to operation of Courts Tower during construction
- Longer Time to Occupancy for courthouse

Potentially High Relative Cost \$\$\$\$

# I. Determination #1.23-1

## 2b. Relocate Jail to a new site; Replace Courthouse in-place



- + Jail I & II replacement reflects best practices & operational efficiency
- + Domestic Relations consolidated w/Justice Center
- + Maintains courthouse on current site
- + Allows future Jail Expansion w/o shell space
- + Courthouse can start concurrently with Jail
- + Fully Program Compliant
- + Opens site for expansion planning
- + Transit Accessibility
- Land Acquisition for new jail
- Eliminates Consolidated Justice Center
- Offender transportation costs and confidence in timely delivery
- Potential disruption to operation of Courts Tower during construction
- Longer Time to Occupancy for courthouse
- Longest Time to Occupancy

Potentially High Relative Cost \$\$\$\$

## I. Determination #1.23-1

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In broad terms three major alternatives preliminarily identified ranging from Maximum Reuse to Full Replacement

1. Expand, Renovate or Replace Consolidated Justice Center in-place
2. Relocate Jail to a new site; Renovate or Replace Courts & Related Agencies in-place
3. Develop New Court & Jail facilities on New Site(s)

## I. Determination #1.23-1

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### **3 - Develop New Court & Jail Facilities on New Site(s)**

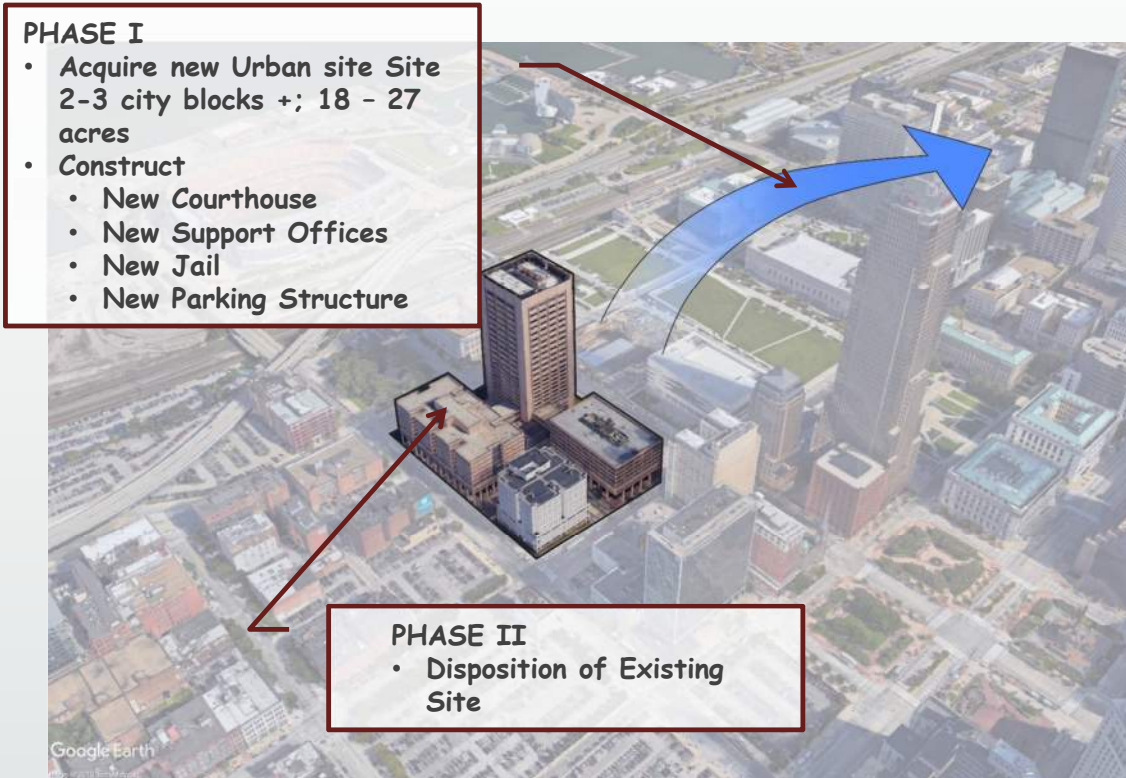
**3a – New Courthouse & Jail on New Urban Site**

**3b – New Courthouse & Jail on New Campus Site**

**3c – New Courthouse on New Urban Site; New Jail on separate Campus Site**

# I. Determination #1.23-1

## 3a – New Jail & Courthouse on Urban Site (High Rise)



- + Jail I & II replacement reflects best practices & operational efficiency
- + Domestic Relations consolidated w/Justice Center
- + Maintains Consolidated Justice Center in Downtown
- + Fully Program Compliant
- + Courthouse can start concurrently with Jail
- + Shortest time to occupancy for both courthouse and jail
- + Shortest time to Occupancy
- + Transit Accessibility

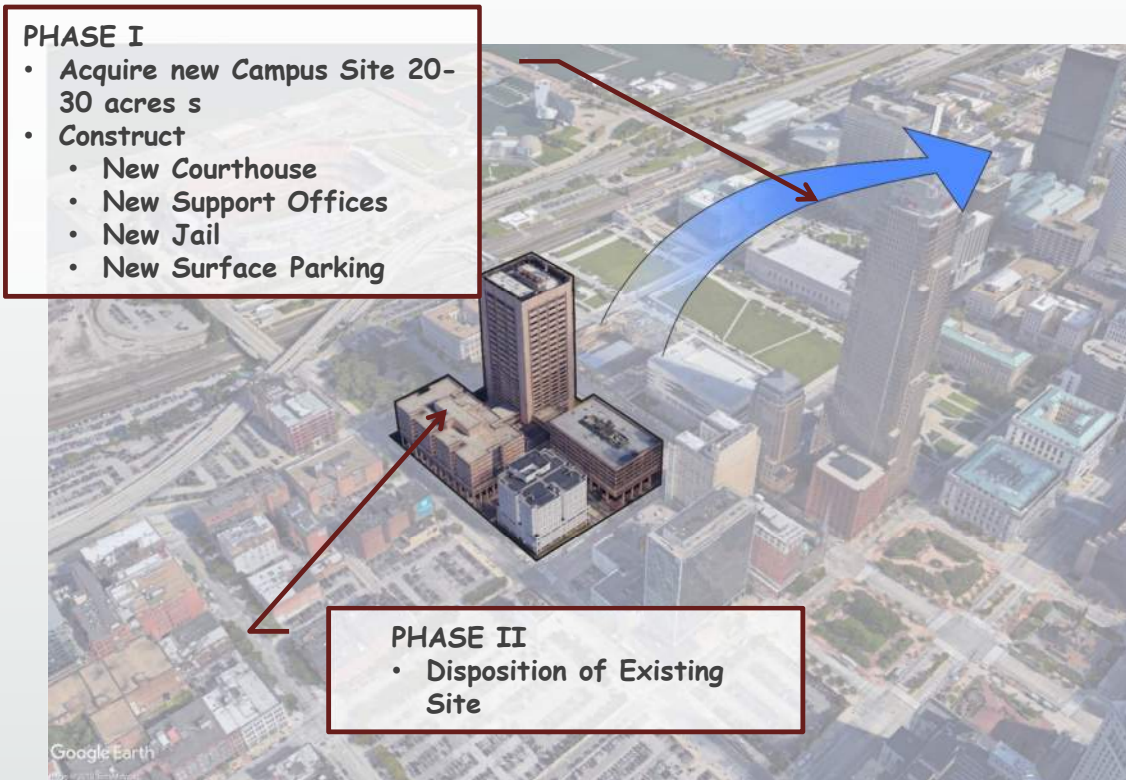
- Land Acquisition
- Relocation from existing site
- May require shell space for future expansion

Potentially Lower Range Relative Cost \$\$\$



# I. Determination #1.23-1

## 3b – New Jail & Courthouse on Campus Site (Low Rise)



- + Jail I & II replacement reflects best practices & operational efficiency
- + Domestic Relations consolidated w/Justice Center
- + Maintains Consolidated Justice Center
- + Fully Program Compliant
- + Courthouse can start concurrently with Jail
- + Shortest time to occupancy for both courthouse and jail
- + Ease of future jail expansion
- + Transit Accessibility

- Land Acquisition
- Relocation from existing site
- Increased distance from city center/current location

Potentially Lowest Range Relative Cost \$\$

# I. Determination #1.23-1

## 3c–New Courthouse on Urban Site (Mid-Rise) ; New Jail on Campus Site (Low-Rise)



Existing Site  
7 acres



Palm Beach Courthouse  
West Palm Beach, FL 10.85 acres

# I. Determination #1.23-1

## 3c–New Courthouse on Urban Site (Mid-Rise) ; New Jail on Campus Site (Low-Rise)



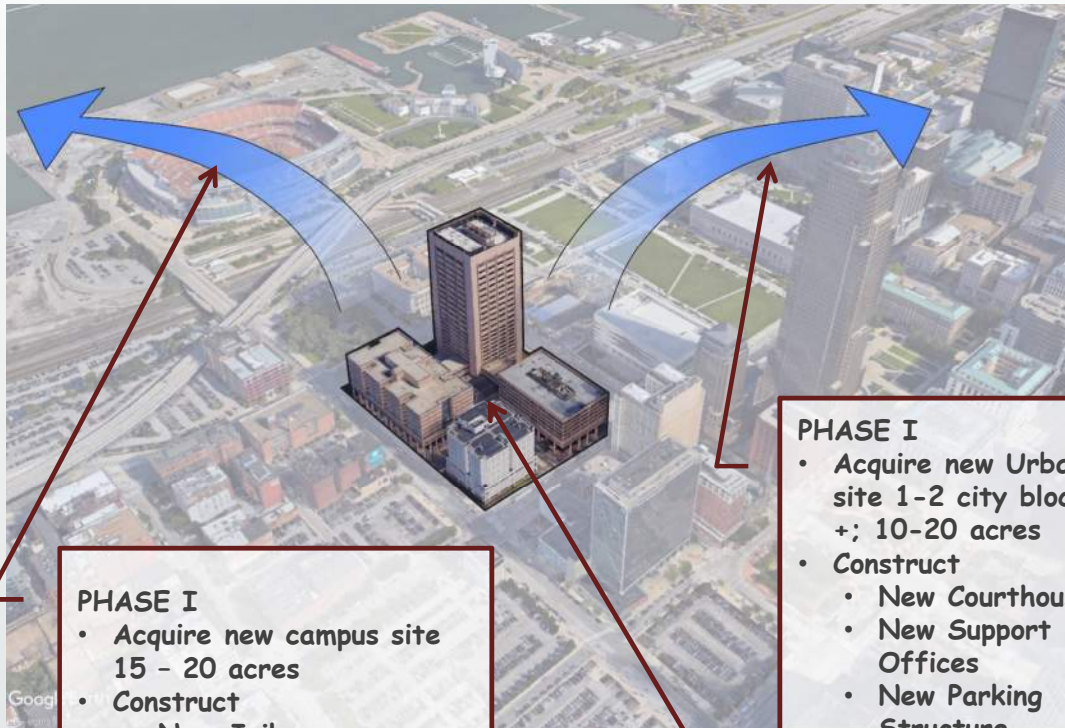
Existing Site  
7 acres



Gov. George Deukmejian Courthouse  
Long Beach, CA 10.5 acres

# I. Determination #1.23-1

## 3c–New Courthouse on Urban Site (Mid-Rise) ; New Jail on Campus Site (Low-Rise)



### PHASE I

- Acquire new campus site  
15 - 20 acres
- Construct
  - New Jail
  - New Surface Parking

### PHASE I

- Acquire new Urban site 1-2 city blocks  
+; 10-20 acres
- Construct
  - New Courthouse
  - New Support Offices
  - New Parking Structure

### PHASE II

- Disposition of Existing Site

- + Jail I & II replacement reflects best practices & operational efficiency
- + Domestic Relations consolidated w/Justice Center
- + Fully Program Compliant
- + Courthouse can start concurrently with Jail
- + Maintains Courthouse in downtown/ proximate to current location
- + Shortest time to occupancy for both courthouse and jail
- + Ease of future jail expansion
- + Transit Accessibility
- Land Acquisition
- Eliminates Consolidated Justice Center
- Relocation from existing site?
- Offender transportation costs and confidence in timely delivery

Potentially Lowest Range Relative Cost \$\$

## I. Determination #1.23-1

### Shortlisting of Alternatives for Detailed Development & Comparative Evaluation

“The Steering Committee has reviewed the preliminary comparison of nine alternatives for the future of the Cuyahoga County Justice Center and related facilities ranging from renovation and expansion on the existing site of both the detention center and the courts facility to construction of new separate or co-located facilities. To further the planning process and ultimately determine the preferred course of action for improved justice facilities to better serve the public, the Steering Committee determines that the following alternatives should be developed in greater detail for comparative evaluation and determination of a future course of action by the Steering Committee: *[Note: All nine alternatives shall be presented to and voted on by the Steering Committee. Alternatives receiving 10 or more votes shall be developed in greater detail for further evaluation.]*”

# I. Determination #1.23-1

## Shortlisting of Alternatives for Detailed Development & Comparative Evaluation

### Group 1 – Expand, Renovate or Replace Consolidated Justice Center in-place

- **Option 1a** – Maximum Reuse (Jail II, Court Tower, PAB & Old Courthouse) – Limited Courts Consolidation (Domestic Relations Remains in Old Courthouse)
- **Option 1b** – Maximum Reuse (Jail II, Court Tower & PAB) – Full Courts Consolidation
- **Option 1c** – Partial Reuse (Jail II & Court Tower) Rebuild on Existing Site, Full Courts Consolidation
- **Option 1d** – Full Replacement

# I. Determination #1.23-1

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## Shortlisting of Alternatives for Detailed Development & Comparative Evaluation

### Group 2 – Relocate Jail to a New Site; Renovate or Replace Courts & Related Agencies In-place

- **Option 2a** – Relocate Jail to a New Site, Expand/Renovate Courts in-place
- **Option 2b** – Relocate Jail to a New Site, Replace Courthouse in-place

## I. Determination #1.23-1

### Shortlisting of Alternatives for Detailed Development & Comparative Evaluation

#### Group 3 – Develop New Court & Jail Facilities on New Site(s)

- **Option 3a** – New Courthouse & Jail on New Urban Site
- **Option 3b** – New Courthouse & Jail on New Campus Site
- **Option 3c** – New Courthouse on New Urban Site; New Jail on Separate Campus Site

- a. Public Comment
- b. Discussion
- c. Motion by Steering Committee
- d. Further Discussion (if required)
- e. Vote



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- XIII. Adjourn

## I. Determination #1.23-2

### **Inclusion of Court of Appeals, Probate Court and Old Courthouse as part of Comparative Analysis of Courthouse Alternatives**

“The Steering Committee determines that the investigation should include a comparative analysis of improving the Old Courthouse to meet the needs and requirements of the Court of Common Pleas Probate Court and the Court of Appeals, should they decide to remain in the Old Courthouse, with the cost of including these courts in a consolidated Justice Center in all options; and, if they are to remain in the Old Courthouse, to include criteria for the repurposing of space vacated by the Court of Common Pleas Domestic Relations Court to assure that intended uses are compatible with the mission and work of the Courts.”

- a. Public Comment**
- b. Discussion**
- c. Motion by Steering Committee**
- d. Further Discussion (if required)**
- e. Vote**

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# I. Determination #1.23-3

## Evaluative Criteria – Objective/Quantifiable

### Objective Criteria:

- Construction cost
- Project cost – soft costs, fees, land acquisition, off-site infrastructure, escalation, financing, contingencies, etc.
- Embodied costs for future expansion (potentially wasted dollars)
- Time to “relief” jail conditions
- Time to critical milestones, including completion
- Annual operational costs
- 30-year operational costs
- 30-year cost of ownership
- \_\_\_\_\_
- \_\_\_\_\_

# I. Determination #1.23-3

## Evaluative Criteria – Subjective

### Locational

- Access to mass transit
- Family access
- Attorney access
- Emergency services
- Parking
- Compatibility with surrounding uses
- Equity & fairness
- Economic impact
- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_

### Programmatic

- Program responsiveness
- Future expansion/adaptation
- Operational efficiency
- Flexibility
- Quality of environment
- Appropriateness of image
- Respect for citizenry
- Ease of public access to justice services
- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_

### Developmental

- Site availability
- Complexity/impediments to development
- Construction impact on operations
- Potential for phased/incremental development
- Community support
- Potential for alternate delivery
- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_

# I. Determination #1.23-3

## Prioritization of Criteria

“The Steering Committee determines that the development of alternatives in all cases should include both a comparative analysis of objective, measurable criteria, as well as subjective criteria as outlined, with the final determination of subjective criteria subject to the review and decision-making of the Steering Committee. Further it is emphasized that total cost of ownership (capital + operational) over a 30-year period, time to occupancy and acceptability of location criteria are critical issues in the development and evaluation of alternatives.”

- a. Public Comment**
- b. Discussion**
- c. Motion by Steering Committee**
- d. Further Discussion (if required)**
- e. Vote**

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# Diversion Programs Study Focus/Goals

- Diversion Programs Premise
  - Many community members with serious mental illness (SMI), co-occurring (SMI/SA), and substance abuse (SA) diagnoses who are in crisis and/or in need of treatment can be placed in staff secure settings until the crisis has been resolved and treatment has been implemented
  - Stabilization
  - Connected to community resources prior to discharge
  - Continued community-based support



# Diversion Programs Study Focus/Goals

- Study Focus
  - Originally focused on persons with a serious mental illness and co-occurring disorders who are in contact with criminal justice system
  - Study has been broadened to include substance abuse and addiction
- Diversion Entry Points
  - Pre-Booking/Arrest - First Step
  - Post-arrest (includes pretrial)
  - Court ordered community based

### Diversion Programs Study Focus/Goals

- One type of diversion program will not meet all of the treatment needs of each participant
- Short Term – Immediate Action
  - Single program to become operational as soon as possible
- Long Term
  - All viable diversion opportunities will become part of Cuyahoga County's diversion treatment continuum

## Diversion Study Methodology

- Two data sources used
  - Jail data – booking & release dates; all charges
  - MetroHealth data – mental health and substance abuse diagnosis information
- Data merged and anonymized and transmitted to research team
- Only includes individuals with a MH or SA diagnosis
- Calculated bed days in jail for each person
- Rolled bed days to ADP

### Diversion Study Methodology (Cont.)

- Employed algorithm to determine charge priority with violent charges highest
- Used most serious charge to evaluate suitability for diversion in 2 steps:
  - Current jail stay
  - Criminal history
- Next slide summarizes the entire process

## Diversion Study Methodology (Cont.)

1. Process raw data containing length of stay, charge and diagnostic information for all people held between May and November 2019

2. Determine SMI/Substance Abuse ADP

3. Analyze current charges, excluding people with 'disqualifying' charge types from the SMI/substance abuse population

4. Apply analysis of criminal history information, excluding people with 'disqualifying' criminal history information from the diversion population in Step 3 above

5. Calculate number of prior bookings from criminal history

## Mental Health Step 1: Current Charges

Average Daily Population: May – November 2019				
	Charge Category Scenario	MH	Co-Occur	Total
1	Excludes all violent and sex offense charges; simple assaults are not excluded	109	113	222
2	Excludes all violent and sex offense charges	102	107	209
3	Excludes all violent, sex offense, and weapons charges	87	99	186
4	Excludes all violent, sex offense, weapons, and administration of government charges, e.g., FTA, resisting arrest	52	62	114
5	Excludes all violent, sex offense, weapons, and administration of government charges, and supervision violations	52	62	114

## Mental Health Step 2: Criminal History

Average Daily Population: May – November 2019				
	Criminal History Scenario	MH	Co-Occur	Total*
2	Excludes any history of violent and sex offense charges	53	48	101
3	Excludes any history of violent, sex offense, and weapons charges	50	46	97
4	Excludes any history of violent, sex offense, weapons, and administration of government charges, e.g., FTA, resisting arrest	50	45	95
5	Excludes any history of violent, sex offense, weapons, and administration of government charges, and supervision violations	49	45	95

*\*Totals may not add due to rounding*

# Mental Health Diversion Update

## Mental Health Step 3: Individuals with Multiple Bookings 2015-2019

Mental Health Average Daily Population: May – November 2019						
		Previous Bookings				
	Criminal History Scenario	0 - 2	3 - 5	6 - 10	11+	Total*
2	Excludes any history of violent and sex offense charges	17	14	11	12	53
3	Excludes any history of violent, sex offense, and weapons charges	16	13	10	11	50
4	Excludes any history of violent, sex offense, weapons, and administration of government charges, e.g., FTA, resisting	16	13	10	11	50
5	Excludes any history of violent, sex offense, weapons, administration of government charges, and supervision violations	16	13	10	11	49

*\*Totals may not add due to rounding*



# Mental Health Diversion Update

## MH/SA Co-occurring Disorders Diversion Opportunity (by number of Bookings)

Average Daily Population: May – November 2019						
		Bookings Prior to 2018				
Criminal History Scenario		0 to 2	3 to 5	6 to 10	11 or More	Total (Who May Be Diverted)
2	Excludes any history of violent and sex offense charges	8	10	12	18	48
3	Excludes any history of violent, sex offense, and weapons charges	8	10	11	17	46
4	Excludes any history of violent, sex offense, weapons, and administration of government charges, e.g., FTA, resisting arrest	8	10	11	17	45
5	Excludes any history of violent, sex offense, weapons, and administration of government charges, and supervision violations	8	10	11	16	45

## Substance Abuse Step 1: Current Charges

Average Daily Population: May – November 2019		
	Charge Category Scenario	Total
1	Excludes all violent and sex offense charges; simple assaults are not excluded	118
2	Excludes all violent and sex offense charges	114
3	Excludes all violent, sex offense, and weapons charges	102
4	Excludes all violent, sex offense, weapons, and administration of government charges, e.g., FTA, resisting arrest	67
5	Excludes all violent, sex offense, weapons, and administration of government charges, and supervision violations	66

## Substance Abuse Step 2: Criminal History

Average Daily Population: May – November 2019		
	Criminal History Scenario	Total*
2	Excludes any history of violent and sex offense charges	65
3	Excludes any history of violent, sex offense, and weapons charges	62
4	Excludes any history of violent, sex offense, weapons, and administration of government charges, e.g., FTA, resisting arrest	61
5	Excludes any history of violent, sex offense, weapons, and administration of government charges, and supervision violations	61

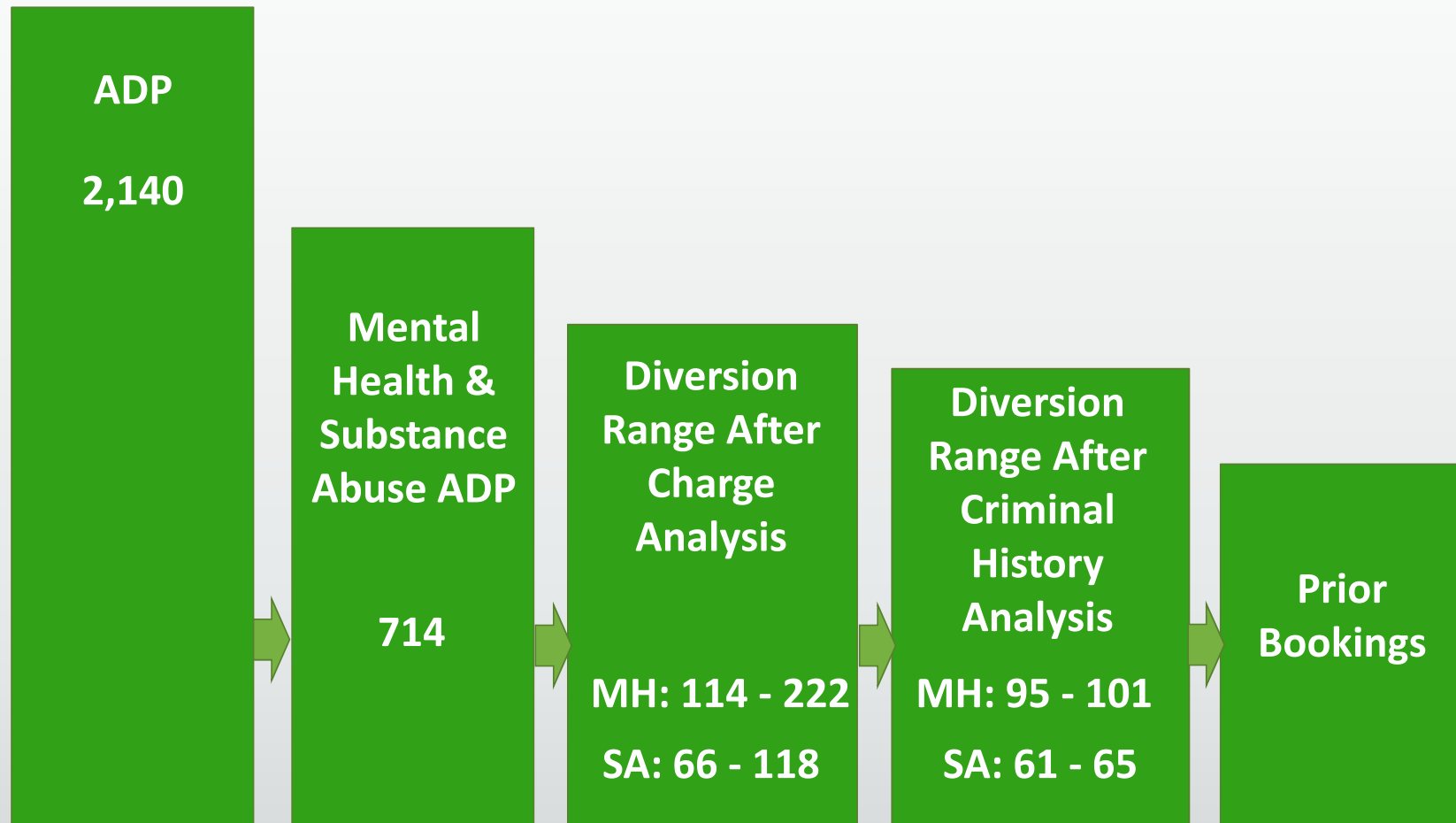
*\*Totals may not add due to rounding*

## Substance Abuse Step 3: Individuals with Multiple Bookings 2015-2019

Substance Abuse Average Daily Population: May – November 2019						
		Previous Bookings				
	Criminal History Scenario	0 - 2	3 - 5	6 - 10	11+	Total*
2	Excludes any history of violent and sex offense charges	18	14	18	15	65
3	Excludes any history of violent, sex offense, and weapons charges	17	14	17	14	62
4	Excludes any history of violent, sex offense, weapons, and administration of government charges, e.g., FTA, resisting	17	13	17	14	61
5	Excludes any history of violent, sex offense, weapons, administration of government charges, and supervision violations	17	13	17	14	61

*\*Totals may not add due to rounding*

## Diversion Study Results Summary



## Conclusions

- There are opportunities for both MH and SA diversion
- Keep in mind that numbers don't reflect inclusion of simple assaults
- Number of previous bookings could be used as criteria

## RFI Diversion Focus

- Serious Mental Illness
- Serious Mental Illness with Co-occurring Substance Abuse
- Substance Abuse/Addiction

### MH/SA Diversion – RFI Framework

- Target Population(s) to be Served
  - Serious Mental Illness – 50+/-
  - Co-occurring SMI and Substance Abuse – 48 +/-
  - Substance Abuse/Addiction – 65+
- Number of Participants
- Appropriate Staff Secure Facilities to Meet Treatment Needs
- Type of Needed Treatment Spaces
- Length of Stay
- Type of Treatment Services and Programs
- Type of Staffing Required to Meet Treatment Needs



### RFI – Additional Considerations

- Diversion Program Plan
  - Treatment description for target population(s) served
    - Eligibility criteria
    - Outcome goals and evaluation
    - Program-specific facilities
    - Collaboration among providers
- Geographic diversity
- Operating costs
- Funding sources
- Public, Private, or Public/Private Partnership

## Diversion Discharge Planning

- Community Support Services
  - Community
  - Employment assistance
  - Housing
    - Short-term/Long-term
  - Health care – Medicaid
  - SSDI
  - Food assistance
  - Public Transportation
  - Other?

## Diversion Success?

- Cuyahoga County – Noted Gaps
  - There are very few services that actively work to engage treatment resistant individuals with SMI, SMI/SA and SA treatment needs
  - CIT training not universal
  - MCU does not respond directly to law enforcement
  - Cuyahoga County does not have a FACT (Forensic Assertive Community Treatment) team that focuses on the unengaged patients who are involved in the criminal justice system

## RFI – Additional Considerations

- Diversion Program Plan
  - Treatment description for target population(s) served
    - Eligibility criteria
  - Outcome goals and evaluation
  - Program-specific facilities
  - Collaboration among providers
- Geographic diversity
- Operating costs
- Funding sources
- Public, Private, or Public/Private Partnership

## Next Steps

- Diversion Program RFI
  - Request for qualifications/proposals will be issued.  
1<sup>st</sup> Quarter 2020 (est.)

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# Interim Central Booking Center RFP Status

- RFP Issued December 23, 2019
- Preproposal January 18, 2020
- Proposals Due January 24, 2020
- **Stakeholder Input** **December/January**
- Interviews January 29-30, 2020
- Criteria Documents Mid-February, 2020
- Construction Start Spring 2020
- Occupancy Fall 2020

# Interim Central Booking Programming Process

- **County Prosecutor**
  - Provide meeting room on Level P1 to meet with arresting officer and public defender
  - Provide secure LEADS room with shredder to review individual's criminal history
  - Require office for two prosecutors on Level 3
  - Provide two interview rooms on Level 3
- **City Prosecutor**
  - Provide meeting room on Level P1 to meet with arresting officer and public defender
  - Provide secure LEADS room with shredder to review individual's criminal history
  - Require office for two prosecutors on Level 3
  - Provide two interview rooms
- **Public Defender**
  - Require 1 Public Defender with office on P1 to interact with walk-ins immediately
  - Require 1 Public Defender and 1 staff member on Level 3 in shared office
- **Public Safety**
  - Provide on P1 level, provide a central charging room for 3 officers in small workstations to complete their arrest report
  - Provide BAC room for breathalyzer analysis
  - Provide interview report room for officer to meet arrestee for follow up questioning/information
- **Municipal Court Clerk of Court**
  - Clerk doesn't feel a need for bond payment counter on Level 3 since this function is handled in their department on second floor
  - No need for Pre-Trial Assessment on Level 3 since they use the Arnold Foundation tool that is given to a judge during initial appearance.
- **Common Pleas Clerk of Court**
  - Provide a bond payment counter on Level 3 that serves both the secure and public side with capability for staffing two individuals
  - Provide space, outside the secure zone, for 3 to 4 clerks
- **Corrections**
  - Relocate control room on P1 to 4th floor
  - Provide staffing for levels P1 and Level 3
  - Prefer non-contact visitation, rely on video visitation
- **Ohio Department of Rehabilitation and Corrections (ORDC)**
  - Request more technical data on Wire Mesh for use in Booking Center
  - Minimum 12 gage doors
  - Agree to maintaining lower partitions to reduce HVAC modification, lay-in ceiling with secure clips



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# Discussion of Site Tours

- **Jail Tour**

- Day 1 - Harris County, Houston TX;
- Day 2 - Crisis Intervention Center, Bexar County San Antonio, TX
- Day 3 - Collin County Detention Center, McKinney, TX
- Day 4 - Nashville-Davidson County Jail & Diversion Center

- **Week of March 30**

- **Participants:**

- 4 Jail Administrative/Line Staff (Reimbursed by NIC)
- Steering Committee & Diversion Committee Participants
- PMC/Kitchell/DLR Group Team

# Discussion of Site Tours

- **Court Tour**
  - Day 1 – Matheson Courthouse Salt Lake City, Utah
  - Day 2 – San Diego Superior Court, San Diego, CA
- **Week of May 4**
  - Day 1 – Broward County Courthouse, Fort Lauderdale
- **Week of May 7**
  
- **Participants:**
  - Steering Committee Members
  - Other Stakeholders?
  - PMC/Kitchell/DLR Team

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## Next Steps / Next Meetings

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<b>February 20<sup>th</sup></b>	<b>Review Refined Alternatives/ Evaluative Criteria</b>
<b>March 19<sup>th</sup></b>	<b>Further Refinement of Alternatives &amp; Initial Comparative Evaluation</b>
<b>April 23<sup>rd</sup></b>	<b>Discussion &amp; Ranking of Alternatives</b>
<b>May 21<sup>st</sup></b>	<b>Status Update</b>
<b>June 18<sup>th</sup></b>	<b>Final Program &amp; Master Plan</b>

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# Cuyahoga County Justice Center Master Plan

Executive Steering Committee  
Meeting

January 23, 2020  
8:30 AM



Westlake  
Reed  
Leskosky

In Association With:

