



Cleveland, Ohio  
October 2022

Independent Review of  
**CUYAHOGA COUNTY**  
**JAIL 1 and JAIL 2**





# We Are DLZ

- Full Service Architectural / Engineering / Planning Firm
- Family-Owned MBE Business established in 1916
- Columbus, Ohio based with over 800 people in 28 offices throughout the Midwest
- Nationally recognized experts with local knowledge and experience
- Best practices in planning, design, operations, and staffing

# OUR Experience

**#1** Correctional Design Firm in the Midwest  
by **ENR**  
*Engineering News Record*

**87** Justice Master Plans & Studies

**153** Justice Facility Designs

**27,200+** Rated Beds



# KEY TEAM Members

The strength of DLZ correctional planning and design is based on the experiences of its Key Team Members on similar Jail Projects – *together, we have done this many times.*



**Eric Ratts, AIA, NCARB**  
Principal Architect  
31 Years Experience



**Elliott Allen, PE, SE**  
Senior Structural Engineer  
23 Years Experience



**Josh Apling, PE, LEED AP**  
Senior Mechanical Engineer  
19 Years Experience



**Kyung-Hoon Bang, PE**  
Mechanical/Plumbing  
14 Years Experience



**Robert Willey, EI**  
Senior Electrical/Technology  
27 Years Experience



**Scott Carnegie, AAIA**  
Compliance Manager  
28 Years Experience

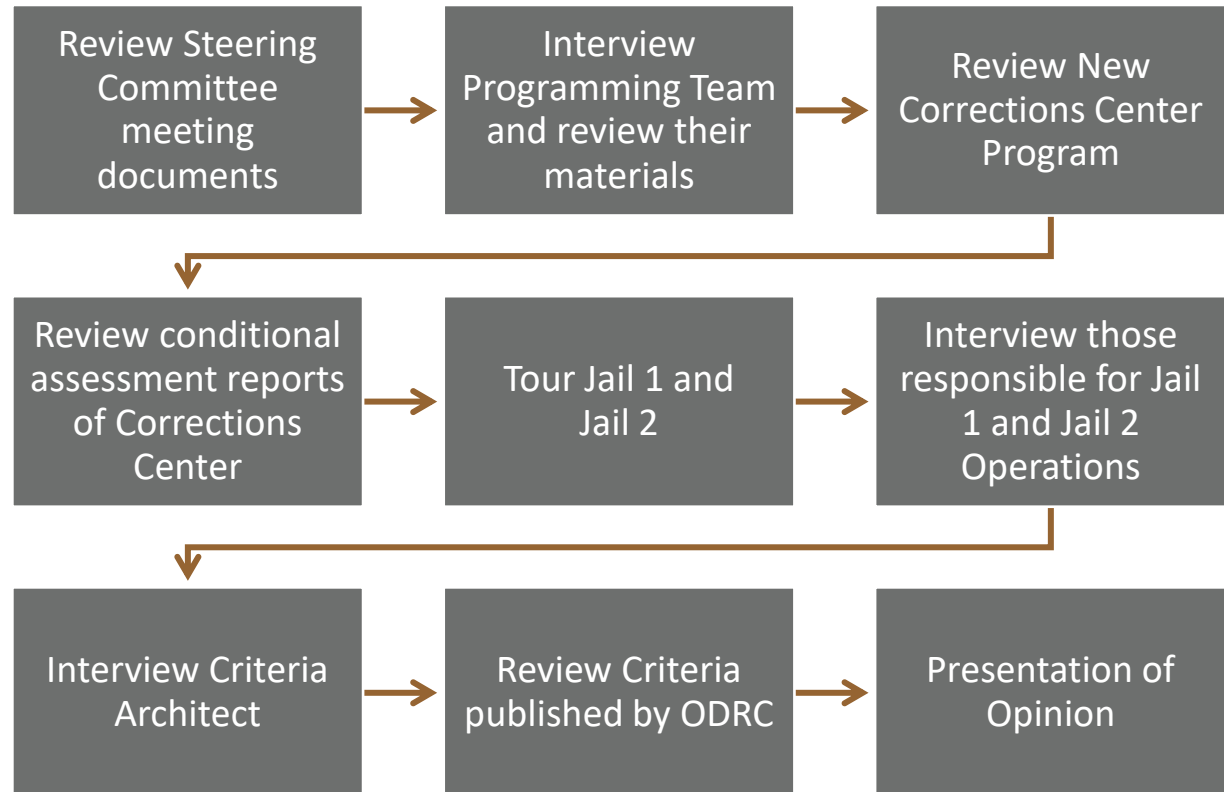
Currently over \$1.4B  
in Jail Planning,  
Design, and  
Construction





Upon completion of review, DLZ shall provide a written report indicating whether, in our opinion, the determination to replace rather than renovate the existing jails is the most reasonable solution for accommodating the goals and objectives of Cuyahoga County.

# STUDY Scope



# JAIL ASSESSMENT

# OUR PRIMARY Objectives

Visual  
assessment  
of Jail 1 and  
Jail 2

Ability to  
renovate  
Jail 1 and  
Jail 2

Building  
Code and  
Jail  
Standards  
Compliance

“2028” Jail  
Goals and  
Objectives

## Jail Independent Review

# OUR Meetings and Tours

## **Wednesday, July 27, 2022**

- In person meeting with Michael Dever, Nichole English, Matt Rymer, David Lambert, Greg Popovich, Cullen Sweeney, Ashley Stebbins
- In person meeting with Michael O'Malley, Brendan Sheehan, Greg Popovich, Cullen Sweeney, Ashley Stebbins

## **Wednesday, August 3, 2022**

- In person meeting with Jeff Appelbaum
- In person meeting with Sheriff Steve Hammett

## **Monday, August 15, 2022**

- Onsite assessment of Jail 1 and Jail 2

## **Tuesday, August 16, 2022**

- Onsite assessment of Jail 1 and Jail 2

## **Monday, August 22, 2022**

- Zoom meeting with Jeff Appelbaum
- In person meeting with MetroHealth – Laurel Domunski Diaz
- In person meeting with County Jail Administrator Ronda Gibson, Associate Warden Philip Christopher

## **Wednesday, August 24, 2022**

- Zoom meeting with Osborn Engineering – Brian Kane, Dan Kodivic, Sean Johnson, Bryan Bizjak

## **Thursday, August 25, 2022**

- Zoom meeting with K2M Design – Scott Maloney, Tom Elwood, Scott Ross

## **Friday, August 26, 2022**

- Zoom meeting with HOK – Jeff Goodale, David Titus, Jason Wandersee

## **Monday, August 29**

- In person meeting with Cuyahoga County Council President Pernel Jones, Trevor McAleer, Michael Dever
- Zoom meeting with Bob Coury (former Cuyahoga County Safety Director)
- In person meeting with Berj Shakarian (former Cuyahoga County Architect)
- Zoom meeting with Osborn Engineering - Sandy Iwaszko

## **Tuesday, August 30, 2022**

- In person meeting with Ohio Department of Rehabilitation and Corrections / Bureau of Adult Detention – John Adams, Melissa Hunt, Scott Filicky, Chris Darlington
- Zoom meeting with DLR Group – Andy Cupples, Curtis Pulitzer, Karen Chinn

## **Wednesday, September 7, 2022**

- Zoom meeting with Ken Kochevar (former Jail Administrator)

## **Thursday, September 22, 2022**

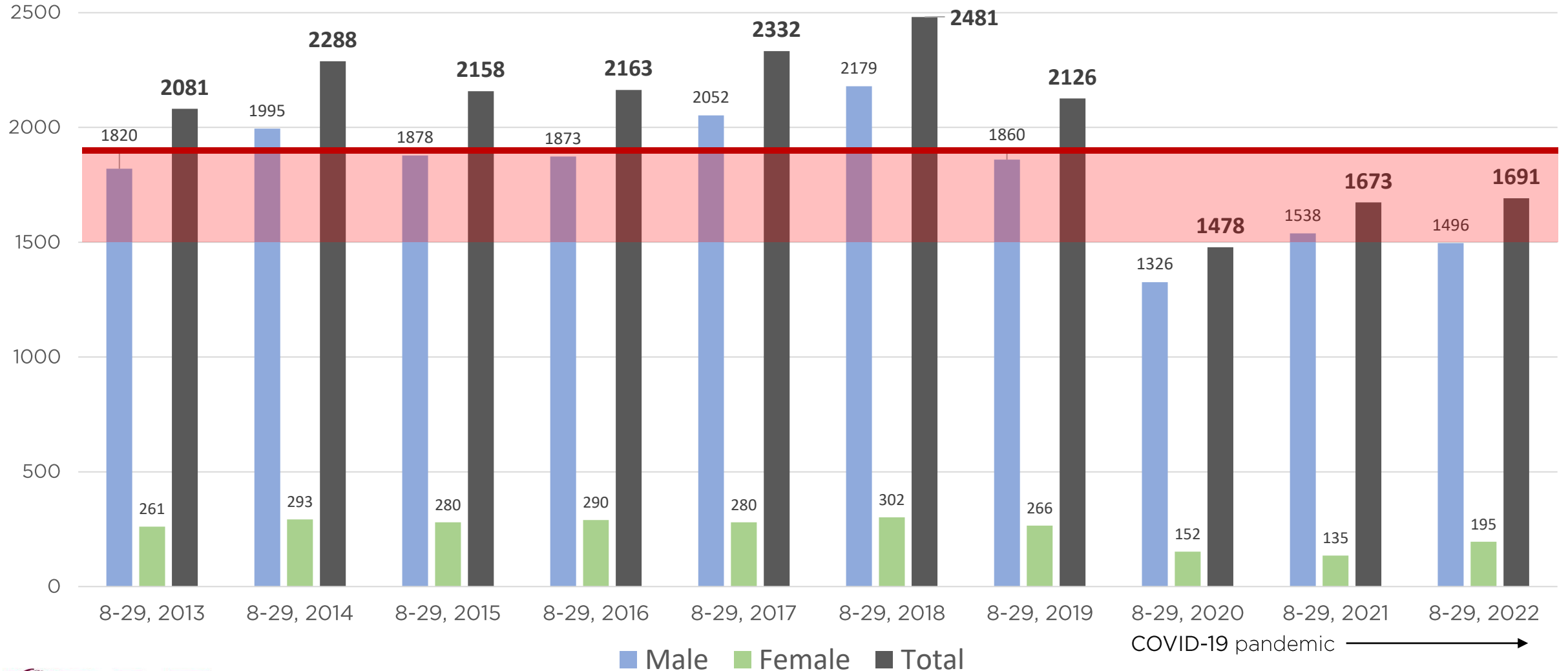
- In person meeting with Michael O'Malley, Brendan Sheehan, Greg Popovich, Ian Frank, Andrea Kinast





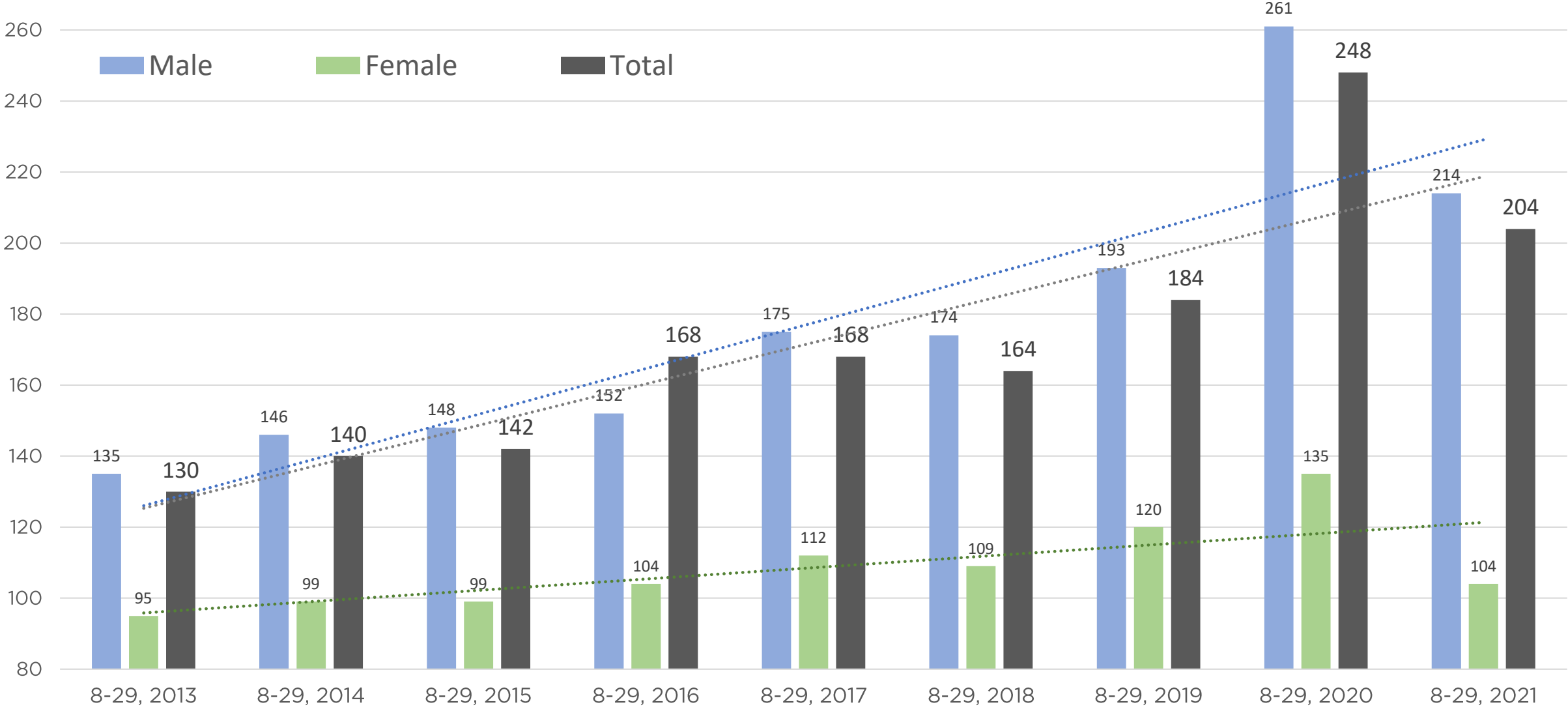
# ADP - Average Daily Population

ODRC reports 1,880 Rated Beds / 80% is 1,504



Data provided from the Cuyahoga County JMS

# ALOS - Average Length of Stay



COVID-19 pandemic →



Data provided from the Cuyahoga County JMS

# RENOVATE JAIL 1 and JAIL 2

# RENOVATION Objectives

Upgrade  
Building  
Finishes

Upgrade  
Building  
Systems

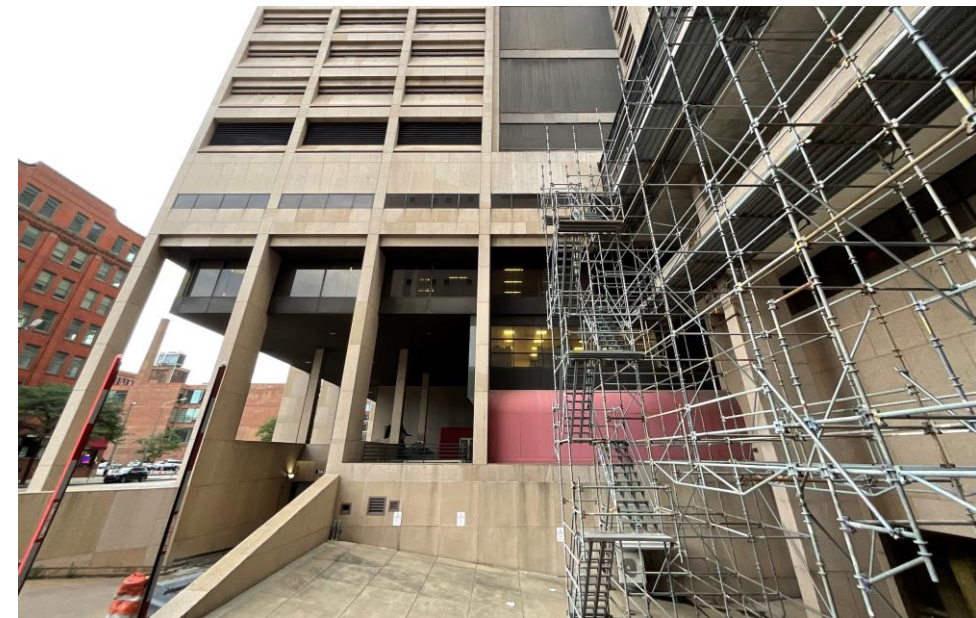
Ability to  
Add  
Current  
Design  
Trends in  
Systems

Constructability

Visual Observation and Review of Reports

# MAJOR Renovation

- Extensive interior renovation Scope required in most areas and for systems
- Structural repairs
  - P2
  - Exterior envelop
- New systems in addition to renovation
  - Water management
  - Cleanouts
  - Sprinkler
  - Intercoms
  - Security electronics





# MAJOR Renovation

- Constructability issues
  - Limited access – buildings used to be designed as small as possible without regards to access for maintenance
  - Concealed areas
  - Occupied Jail 1 and Jail 2
    - Multiple phases required
    - Expensive and difficulty in finding available beds
      - For example: 300 inmates @ \$100/day for 365 days = \$10,950,000
- Staff efficiency issues with multiple floors

# MAJOR Renovation

- Relocate Intake / Booking to ground level and increase the core areas
- Add a Central Utility Plant (CUP)
- Advantages of a CUP
  - Build CUP outside of secure perimeter for easier access and part replacement
  - Reallocate/repurpose existing space in Jail 1 and Jail 2 for inmate housing
  - Larger equipment consumes less energy to operate than several smaller pieces of equipment
  - CUPS are simpler to maintain as operations and controls are centralized



# BUILDING CODE and JAIL STANDARDS COMPLIANCE



Current State of Ohio  
Building Code + Local  
Building Codes

# Ohio Building Code 2017

Adopts with Amendments:  
**International Building Code 2015**  
(IBC 2015)



# Ohio

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Department of  
Rehabilitation  
&  
Correction

**BUREAU of ADULT DETENTION**

**Bureau Administrator**

John Adams

614.752.1834

John.Adams@odrc.state.oh.us

**Assistant Bureau Administrator - Northern**

Melissa Hunt

Melissa.Hunt@odrc.state.oh.us

**BAD Project Manager**

Chris Darlington

Christopher.Darlington@odrc.state.oh.us



## Department of Rehabilitation & Correction

The Ohio Department of Rehabilitation and Correction, through the Bureau of Adult Detention, promotes safe, secure, and humane jails by assisting local officials in their efforts to comply with the "Minimum Standards for Jails in Ohio," and providing them information regarding current trends in technology, operations, construction, and best practices in the area of community corrections.

This assistance is accomplished through research, inspections, technical assistance, compliance monitoring, and appropriate support to correct operational and physical barriers that may hinder compliance with minimum standards.

## BAD Bureau of Adult Detention

In accordance with ORC 5120.10 and OAC 5120:1-7-01, the Bureau is responsible for:

- Creating minimum standards for jails
- The investigation and supervision of county, municipal jails, and workhouses
- The inspection of jails to ensure compliance with the "Minimum Standards for Jails in Ohio"
- Approve plans for the renovation or new construction of jails, workhouses, and municipal lockups
- Assist with acquiring funds for the construction and renovation of county, multi-county/municipal jails or workhouses

# PAP Planning Approval Process

The **Planning Approval Process (PAP)** consists of five phases which must be successfully completed. Each phase is submitted to the Department of Rehabilitation & Corrections (DRC) for review for compliance with the “Minimum Standards for Jails in Ohio” and the “Construction-Renovation Criteria”. A phase must be approved by DRC before the next phase can be submitted. Conditional approvals may be granted by the DRC if the information necessary for unconditional approval is such that it may be presented with the next phase without adversely affecting the design process. The five phases of the PAP are as follows:

**PHASE 1 Operation/Functional Programming  
Architectural Programming  
Schematic Design**

**PHASE 2 Design Development**

**PHASE 3 Construction Documents**

**PHASE 4 Construction Alterations**

**PHASE 5 Transition Program/Final Walk Thru**

The review process of the PAP is designed to expedite the review and approval of all submitted documents. All initial review will be conducted at a site that is agreeable to all parties. These Plan Review Conferences (PRC) are to be attended by minimally:

- DRC Facilities Project Manager/Planning
- DRC Regional Jail Inspector
- Jail Administrator and/or Sheriff/Chief of Police
- Architect/Planner

# MAJOR Renovation

- Compliance of Building Codes (including ADA) will require extensive work and collaboration with Code Officials
- Compliance of Jail Standards with No Deviations or Variances
  - ‘Planning Approval Process’ will be critical
  - Recommend to involve BAD in monthly meetings from the start of Programming
  - Invite BAD to Owner/Architect design meetings





This website publishes administrative rules on their effective dates, as designated by the adopting state agencies, colleges, and universities.

## Chapter 5120:1-8 | Full Service Jails

Ohio Administrative Code / 5120:1

[Expand All](#) [Close All](#)

### Rule

[Rule 5120:1-8-01 | Reception and release.](#)

[Rule 5120:1-8-02 | Classification.](#)

[Rule 5120:1-8-03 | Security.](#)

[Rule 5120:1-8-04 | Housing.](#)

[Rule 5120:1-8-05 | Sanitation and environmental conditions.](#)

[Rule 5120:1-8-06 | Communication.](#)

[Rule 5120:1-8-07 | Visitation.](#)

[Rule 5120:1-8-09 | Medical/mental health.](#)

[Rule 5120:1-8-10 | Food service.](#)

[Rule 5120:1-8-11 | Recreation and programming.](#)

[Rule 5120:1-8-12 | Inmate Disciplinary Process.](#)

[Rule 5120:1-8-15 | Administrative segregation.](#)

[Rule 5120:1-8-16 | Grievance.](#)

[Rule 5120:1-8-17 | Staffing.](#)

[Rule 5120:1-8-18 | Staff training.](#)

# MAJOR Renovation

- Jail Standards Compliance
  - Likely rated bed capacity reduction
  - UL-864 Smoke Control
  - Natural light
  - Two-way communication
  - Lighting / Foot-candles
  - Staffing

# “2028” JAIL GOALS and OBJECTIVES

# TOURS of Other Facilities

- Cuyahoga County has toured multiple facilities to review modern trends in Jail Design
  - Franklin County Corrections Center (Columbus, OH)
  - Davidson County Criminal Justice Center (Nashville, TN)
  - San Mateo Correctional Center (San Mateo, CA)
  - Wake County Detention Center (Raleigh, NC)





# STEERING COMMITTEE Goals and Objectives

1. Optimizing security and safety and improving the living and work environment for all involved in the jail system
2. Maximizing efficiency of operations while maintaining a direct supervision model
3. Reducing long-term operational, maintenance and capital repair costs
4. Creating a facility that meets current code and other modern standards for both operations and the physical plant
5. Implementing the most cost-effective solution considering both construction and operational costs
6. Improving access to medical, mental health, educational and other care-based solutions – translating from a “custody and control” to a “care and custody” model
7. Maximizing flexibility to accommodate future changes in our jail population



## EVIDENCE BASED TREATMENT APPROACHES

Strategic and deliberate method of applying empirical knowledge and research-supported principles to justice system decisions made at the case, agency, and system level.



## CONTINUUM of CARE/ RE-ENTRY and RE-INTERGRATION

Rehabilitation programming designed to help inmates return to society. Concept is to reduce recidivism, improve public safety, and ultimately save money.

## STAFF AMENITIES

Staff spaces such as locker rooms, indoor and outdoor dining, fitness room, quiet room, lactation room, parking, collaboration space.



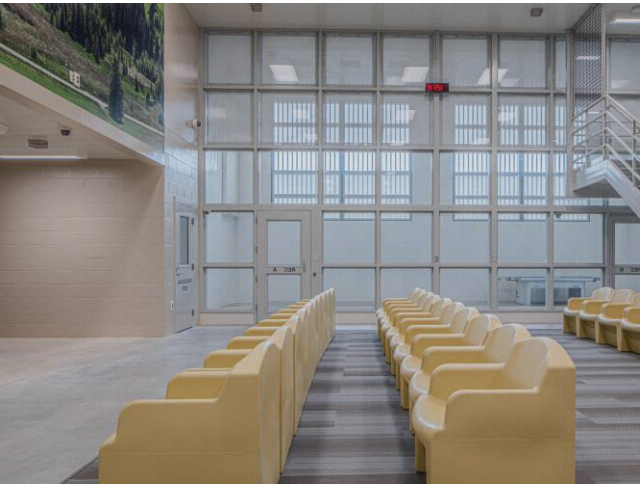
## OPERATIONAL EFFICIENCY

Right staffing, adequate housing with flexible housing, availability of appropriate types of housing, good services to inmates, sight lines, adequate living and working environment, appropriate core services, efficient spaces, well maintained, code and standard compliant



## NORMALIZATION OF SPACE / BIOPHILIC DESIGN

Reduce stress, improve cognitive performance and positively impact emotions and mood. Incorporate natural elements such as sights, sounds, and scents through use of materials, colors, and visuals.



## SUSTAINABILITY

Reduce negative impacts on the environment, improve health and comfort of building occupants, while improving building performance. Reduce consumption of non-renewable resources, minimize waste, and create healthy, productive environments. User friendly access to maintain systems.



# MAJOR Renovation

- Extensive renovation Scope required in most areas and for systems to meet Goals and Objectives
- Phased Construction over multiple years
- Repurpose Jail 1 and Jail 2 to become something very different than originally designed
  - Compromises
  - Biophilic Design
  - Bring Services to Housing
  - County Criminal Justice Reform
- Will likely require expansion onsite for additional rated bed capacity and CUP

# OUR OPINION FOR CUYAHOGA COUNTY

# RENOVATE / EXPAND or Build New

- Renovation and expansion does work in some facilities
- However, renovation and expansion of existing facilities is not always possible nor fiscally responsible
- Potential issues with renovation or expansion
  - *Ohio Jail Standards / ACA compliance issues*
  - *ADA compliance*
  - *Staffing efficiency*
  - *Systems renovation cost*
  - *Existing spaces are not adequate*
  - *Lack of program spaces*
  - *Disruption of jail operations*
  - *Medical area*
  - *Not able to meet Operational Goals*



National Institute of Corrections  
U. S. Department of Justice

Jail Design Guide:  
A Resource for Small,  
Medium and Large  
Sized Jails



Mike Jackson  
Jails Division  
Correctional Program Specialist

202.616.9565  
mpjackson@bop.gov

Based on the criteria for the Jail Independent Review, DLZ offers our opinion for Cuyahoga County Jail 1 and Jail 2

Our determination to “**replace the existing jails**” is the most reasonable solution for accommodating the goals and objectives of Cuyahoga County.



# WHY Replace with New

- Jail 1 and Jail 2 can be renovated, but likely with compromises
- Renovation will require extensive modifications to be compliant with current Building Codes and Jail Standards
  - Will likely lose bed capacity, therefore, additional beds will need to be added
  - Systems such as fire protection and intercoms must be added in Jail 1



# WHY Replace with New

- Jail 1 and Jail 2 were designed to different “Goals and Objectives”
  - Originally sized and designed for single bunk cells
  - “Custody and control” Operational philosophy
  - Jail 1 was cited as helping to develop Ohio Jail Standards in 1970’s
- Deferred maintenance now requires items to be replaced





# 5 – 8 years

Ongoing maintenance will be required

Without major renovations, how long might Jail 1 and Jail 2 remain functional?



# WHY Replace with New

Repurposing Jail 1 and Jail 2 to meet “2028” Goals and Objectives will require an extraordinary scope of renovation. It is not practical with many inefficiencies remaining, exorbitant costs, and likely compromises.





Cleveland, Ohio  
October 2022

# Independent Review of **CUYAHOGA COUNTY JAIL 1 and JAIL 2**

## Comments