

CUMBERLAND COUNTY FACILITIES COMMITTEE
NEW COURTHOUSE, 117 DICK STREET, 5TH FLOOR, ROOM 564
MARCH 3, 2011 – 8:30 AM
MINUTES

MEMBERS PRESENT: Commissioner Jimmy Keefe, Chair
Commissioner Marshall Faircloth
Commissioner Jeannette Council (arrived at 8:40 am)

OTHER COMMISSIONERS

PRESENT: Commissioner Ed Melvin
Commissioner Billy King (arrived at 9:25 am)

OTHERS PRESENT:

James Martin, County Manager
Amy Cannon, Deputy County Manager
James Lawson, Assistant County Manager
Howard Abner, Assistant Finance Director
Sally Shutt, Communications and Strategic Initiatives
Manager
Rick Moorefield, County Attorney
Robert N. Stanger, County Engineer
Paul Hinson, Sheriff's Office Chief Deputy
Major John McRaney, Detention Center Chief Jailer
Tom J. Keith, Tom J. Keith and Associates, Inc.
David W. Duke, Tom J. Keith and Associates, Inc.
Dan Mace, Moseley Architects, Inc.
Carol Roberts, Moseley Architects, Inc.
Doug Zawiskie, Moseley Architects, Inc.
Eric Linstrom, sfL+a Architects
Candice H. White, Deputy Clerk to the Board
Press

Commissioner Keefe called the meeting to order.

1. APPROVAL OF MINUTES – FEBRUARY 3, 2011 REGULAR MEETING

MOTION: Commissioner Faircloth moved to approve the minutes.
SECOND: Commissioner Keefe
VOTE: UNANIMOUS

2. PRESENTATION OF APPRAISAL REPORT ON FORMER PUBLIC HEALTH BUILDING

James Martin, County Manager, introduced Tom J. Keith and David W. Duke of Tom J. Keith and Associates, Inc. Mr. Keith distributed a 173-page appraisal of the market value

of the Cumberland County Public Health facility located at 227 Fountainhead Lane and displayed an aerial view of the site. Mr. Keith began his presentation by stating the facility is well constructed and a top quality building, is steel framed with pre-hung panels, and has good boilers/chillers. Mr. Keith explained the appraisal takes into account the total site area for the public health center which, when including the parking lot on the northwest corner of the tract, totals about six acres. Mr. Keith further explained the four-story facility has approximately 87,000 square feet and there are approximately 122 parking spaces in the main parking lot, 12 parking spaces in the loading dock area and an additional 112 parking spaces in the lot on the northwest side of the property, which it shares with the hospital. Mr. Keith stated for an 87,000 square foot facility, all 246 parking spaces are necessary because any fewer parking spaces would cause the site to suffer in value.

Mr. Keith stated the market value for the as-is vacant building would be \$4 million because the market lease-up time in Fayetteville is so long. Mr. Keith further stated if the building were fully occupied and producing income, the market value would command a price of about \$8 million. Mr. Keith stated the cost of construction varies so much these days that costs to reproduce the building could range from \$10-\$12 million up to \$20 million. Mr. Keith explained how long absorption rates in Fayetteville hurt the value of the as-is vacant building and how it would not be attractive to an investor because of the holding costs, negative cash flow, and long term lease-up period. Mr. Keith also explained how a partially occupied building would be more attractive to an investor.

Mr. Keith spoke to square feet per year absorption rates in high demand areas in Fayetteville and in the downtown area and stated there are a lot of vacant spaces in buildings in Fayetteville. Mr. Keith further stated a 10,000 square feet per year absorption rate would be appropriate for the former public health building because of good parking and the potential of the building/site. Mr. Keith also stated it is difficult and expensive to convert a building to other uses because construction/remodeling costs are so high. Mr. Keith added current conversions costs range from 90% to 50% of the cost of new and his firm has advised other clients to tear down existing structures and either build new/modern or build at some other location. Mr. Keith and Mr. Duke responded to questions and a brief discussion followed. In response to a question posed by Commissioner Keefe about an office park, Mr. Keith stated an alternative could be to convert the building into smaller office condominiums for multiple, smaller sales.

3. PRESENTATION BY MOSELEY ARCHITECTS REGARDING DETENTION CENTER EXPANSION PLAN STUDY FINDINGS

Robert N. Stanger, County Engineer, stated programming for the proposed expansion of the Detention Center has been underway since late November 2010 and numerous meetings with the Project Committee and the architects have been held. Mr. Stanger introduced Dan Mace of Moseley Architects, Inc. who introduced Director of Criminal Justice Consulting Carol Roberts, Project Manager Doug Zawiskie, and Associate Architect Eric Linstrom with sfL+a Architects. Mr. Mace turned the presentation over to

Ms. Roberts. Ms. Roberts stated her presentation would include desirable features the Sheriff's Office would like to see incorporated into the design, deficiencies of the current facility, population forecasts for the county, the inmate profile that needs to be accommodated, future bed needs, and whether the core will withstand an expansion. Ms. Roberts further stated at the end of her presentation, Mr. Mace will review schematic drawings of the site plan and provide the cost estimates.

Ms. Roberts stated the Sheriff's Office toured some detention facilities and came up with the following features they would like included in the expansion:

- Water shut off from officer station
- Officers need keys to cells
- Privacy for toilets
- Prefer elevated Officer Stations
- Like glass fronts on cells
- Good sight lines into units
- Finishes that are easy to clean
- Supervisor Management Station
- Integration of old and new security systems
- Unstoppable drains (as close as we can get)
- Radios must work at all times
- Good view into recreation yards
- Classrooms for inmates
- Help with mental health and suicide prevention
- Need more maximum security/isolation space
- Need more/better security in administration
- Want to be sure to build large enough to accommodate future growth

Ms. Roberts listed deficiencies of the current detention facility as follows:

- Capacity of 568
- Average Daily Population (ADP) 591 for 2010
- Peak ADP of 662 in 2010

Ms. Roberts stated over the past six years from 2004-2009, the population growth within the county has been almost 3%. Ms. Roberts further stated although military personnel are not included in census figures, they do impact the jail population.

TABLE I		
CUMBERLAND COUNTY HISTORICAL POPULATION 2004 – 2009		
YEAR	POPULATION	1-YEAR PERCENT CHANGE
2004	312,316	-
2005	307,336	-1.59%
2006	313,282	1.93%
2007	313,138	-.05%

2008	316,662	1.13%
2009	321,071	1.39%
Change from 2004-2009		2.80%
* North Carolina Office of State Budget and Management, County/State Estimates		

Ms. Roberts stated according to the State's population growth estimates, the Cumberland County population will grow almost 13% between 2010 and 2030.

Ms. Roberts provided actual admission figures, actual admission rates, and projected admissions from 2010 to 2030 as indicated below:

ACTUAL ADMISSIONS	
YEAR	ADMISSIONS
2004	9,654
2005	10,339
2006	9,906
2007	10,541
2008	11,914
2009	12,164

ACTUAL ADMISSION RATES	
YEAR	ADMISSION RATES
2004	309.1
2005	336.4
2006	316.2
2007	336.6
2008	376.2
2009	378.9

PROJECTED ADMISSIONS	
YEAR	PROJECTED ADMISSIONS
2010	12,288
2015	12,959
2020	13,384
2025	13,652
2030	13,823

Ms. Roberts stated the average daily population forecasted for the Detention Center in 2030 is 674; this assumes the admission rate will stay as it has been and ALOS will not increase, neither of which can be guaranteed. Ms. Roberts further stated another factor to be considered is that even though there are 674 beds, this does not mean that all 674 beds will be used because of allowances needed for classification factors (male/female; juvenile/adult). Ms. Roberts stated 20% is usually added to handle the classification of prisoners in order to allow for a few extra cells in all units. Ms. Roberts further stated peaking or surging factors have to be considered and Cumberland County is fortunate in that its peaking factor is 1.1 or only 10% of its current population.

TABLE VI	
CUMBERLAND COUNTY AVERAGE LENGTH OF STAY (ALOS)	
YEAR	DAYS ALOS
2004	18.0
2005	18.0
2006	19.6
2007	18.3
2008	16.4
2009	16.6

Ms. Roberts stated the average daily population forecasted for the Detention Center between 2010–2030 is 634; this assumes the admission rate will stay as it has been and ALOS will not increase, neither of which can be guaranteed. Ms. Roberts further stated another factor to be considered is that even though there are 599 beds, this does not mean that all 599 beds will be used because of allowances needed for classification factors (male/female; juvenile/adult). Ms. Roberts stated 20% is usually added to handle the classification of prisoners in order to allow for a few extra cells in all units. Ms. Roberts further stated peaking or surging factors have to be considered and Cumberland County is fortunate in that its peaking factor is 1.1 or only 10% of its current population.

TABLE VIII CUMBERLAND COUNTY FORECASTED POPULATION				
YEAR	FORECASTED ADP	CLASSIFIED ADP (+20%)	PEAKED ADP*	CLASSIFIED & PEAKED*
2010	599	719	659	791
2015	632	758	695	834
2020	653	783	718	862
2025	666	799	732	879
2030	674	809	741	890
*Peaking factor of 1.1				

Ms. Roberts explained how the following were used to project the need for 890 beds in 2030:

Inmate Profiles:

- Sample of 788 bookings from January 1-7, April 1-7, July 1-7, October 1-7, 2009
- Felons versus misdemeanors
- Gender
- How long do they stay
- How many charges

Felons versus Misdemeanors:

- 254 felons 32.2%
- 534 misdemeanors 67.8%

Gender:

- 163 females 20.7%
- 625 males 79.3%

Ms. Roberts than reviewed the number of offenses per offender, the length of stay for offenders, and the subjective classification of offenders as indicated in the tables that follow. Ms. Roberts stated about 28% of the jail population walk out the door the first day and the jail population in custody for murder charges affects bed space because trials take a long time. Ms. Roberts responded to questions and provided further clarification.

TABLE XI CUMBERLAND COUNTY DETENTION CENTER NUMBER OF OFFENSES PER OFFENDER FOR SAMPLE BOOKINGS		
Number of Offenses Charged Against Offender	Number of Offenders	Percent of Offenders

1	353	44.8%
2	174	22.1%
3	94	11.9%
4+	167	21.2%
Totals	788	100%

TABLE XIII CUMBERLAND COUNTY DETENTION CENTER LENGTH OF STAY FOR OFFENDERS FOR SAMPLE BOOKINGS			
Length of Stay (Days)	Number of Offenders	Percent of Offenders	Cumulative Percent
1	218	27.7%	27.7%
2	209	26.5%	54.2%
3	50	6.3%	60.5%
4	34	4.3%	64.8%
5-9	56	7.1%	71.9%
10-19	66	8.4%	80.3%
20-29	41	5.2%	85.5%
30-39	21	2.7%	88.2%
40-49	9	1.1%	89.3%
50+	58	7.4%	96.7%
Unknown	26	3.3%	100%
Totals	788	100%	100%

Ms. Roberts stated the classification of offenders and special arrangements are important to make sure the expansion meets the need of the county.

TABLE XII CUMBERLAND COUNTY DETENTION CENTER SUBJECTIVE CLASSIFICATION OF OFFENDERS DAILY POPULATION SAMPLE OF 551 PERCENTAGE BY CLASSIFICATION		
Classification	Number	Percentage
Min	78	14%
Med	336	61%
Max	108	20%
Not Classified	29	5%
Total	551	100%

TABLE XI		
CUMBERLAND COUNTY DETENTION CENTER BED SPACE		
Classification	Male	Female
Single Cell Seg	64	8
Single Cells	192	
Classification Single Cells	48	
Double Cells	128	48
Dorm Space	80	
Total	512	56

Ms. Roberts stated a definite need has been identified for special management beds with better sight lines, particularly as the population grows. Ms. Roberts reviewed additional future bed space recommendations as follows:

- 2030 Need 890 minus current capacity of 568 = 322 additional beds
- Sheriff's Office confident 30% of inmate population is manageable in dormitory space
- Cognizant of expenses

Ms. Roberts provided a brief outline of the current facility's deficiencies and expansion needs for a new facility:

Core – Kitchen:

- The facility is currently equipped to provide meals for 600 inmates, plus staff
- The existing kitchen was designed to serve up to 900 inmates
- An addition of \$84,400 in equipment will bring capacity up to 900 inmates
- The existing footprint cannot support an inmate population of over 1,200 inmates without renovation and additional equipment

Core – Laundry:

- Assuming washers will function at capacity for 40 hours per week, existing equipment will handle a capacity of 1,500 inmates

Medical Needs:

- Supplied exam rooms in units
- Space for additional chart storage, already a need with current population
- Will need additional employees
- Office space for administrative staff, 1-3 offices

Commissioner Faircloth posed questions about medical care provided to inmates. Major McRaney stated emphasis is placed on getting the arresting agent to see that medical treatment, especially emergency treatment, is provided for individuals before they are brought to the Detention Center. Major McRaney further stated a lot of individuals come to the Detention Center with chronic/continuing medical problems. Major McRaney also stated inmates are not charged for medicine but are charged a co-pay for medical services to discourage malingering types of requests. Major McRaney noted the Health Department is looking into Medicaid billing.

Ms. Roberts continued her outline of expansion needs for a new facility:

Security Electronics and Property Storage Needs:

- Security electronics room
- Second tier of property storage is currently not in use, purchasing shorter property storage bags will double the capacity

Core – Mechanical Needs:

- New chiller and boiler will be needed to support an expansion
- Existing chilled water and hot water pumps will need to be replaced
- New hot water heaters and new fire line will be needed
- A recent water pressure flow test will be needed

Core – Electrical Needs:

- Power is currently set up to double capacity
- Emergency generators are at capacity, a new generator will need to be part of the expansion and should be large enough to accommodate any future expansions

Mr. Mace reviewed the site plan showing the location of the proposed 380 bed expansion, parking lot addition with 58 spaces and alternate retention pond layouts. Mr. Mace also reviewed the schematic design for the first and second floors showing the mix of housing unit types proposed for the initial expansion as well as for future build-out of the site which would add 384 beds for a total of 764 additional beds. Mr. Mace noted a small purchase of land would be necessary to relocate the retention pond to increase the parking lot to 100 additional parking spaces and their cost estimates did not include land acquisition. Mr. Mace also noted a waiver is being sought to allow an increase in the maximum number of dormitory beds in a unit from 40 to 64 in order to maximize the officer to inmate ratio for minimum security inmates to reduce operating costs and reduce the unit construction cost per bed.

Mr. Mace explained the cost of construction is escalating again so the cost estimates as provided will be applicable if the county moves forward and implements the design within the next twelve month period. Mr. Mace further explained their cost estimates include a 6% contingency for this year and cost estimates will likely escalate by another 6% the following year. Mr. Mace advised that unless there is a kick-back recession, time is of the essence in this market place. Mr. Mace stated the subtotal cost estimate for bricks and mortar for 380 additional beds is \$16.5 million, which when combined with

estimated project costs of \$2.3 million, brings the total estimated project budget to \$18.8 million; this estimate does not include additional staffing costs. Mr. Mace pointed out that these are schematic estimates and as the project develops, subsequent estimates will be performed that may reduce the actual cost.

Mr. Mace stated the estimated construction cost for a build out of 764 additional beds is \$29 million, which when combined with the \$3 million for project costs, brings the total estimated project budget to \$33 million. Mr. Mace further stated this estimate also includes a 6% contingency for bidding within the next twelve months.

Mr. Martin stated projections for funding the detention center expansion are available and his understanding is that there is an issue with funding a gap of \$5 to \$6 million. Mr. Martin further stated staff are effectively on hold without a nod from the Board to move forward with the next step in the process.

MOTION: Commissioner Council moved to make the presentation to the full Board.

SECOND: Commissioner Faircloth

VOTE: UNANIMOUS

4. OTHER ITEMS OF BUSINESS

There were no additional matters of business.

MEETING ADJOURNED AT 9:54 AM