

## **PROCEEDINGS OF THE ROSEAU COUNTY BOARD OF COMMISSIONERS**

November 22, 2005

The Board of Commissioners of Roseau County, Minnesota met in special session in the courthouse in the City of Roseau, Minnesota, on Tuesday, November 22, 2005, at 1:00 p.m. to discuss the Roseau County Jail and Law Enforcement project. Commissioners present were Orris Rasmussen, Alan Johnston, Russell Walker, and Mark Foldesi. Commissioner Jack Stone was excused. Also present were Social Services Director Dave Anderson, Jail Administrator Janice Anderson, Sheriff Jule Hanson, Jail Study Committee members, Scott Habstritt, Tim O'Donnell, Roseau Chief of Police Ward Anderson, Jail Finance Committee Members Elliot Larson and Sheldon Erickson, Alan Olson, Assistant County Attorney Lisa Hanson, Roseau Community Coordinator Todd Peterson, Rich McCarthy of Klein-McCarthy & Co. Architects, LTD, Tim Thompson of the Department of Corrections, Jail Consultant Dave Prachar, County Coordinator Teresa Harren, Jack Swanson of KJ102 and Marlene Schmitz of Page 1 Publishing.

The meeting was called to order at 1:00 p.m. by County Board Chairman Orris Rasmussen. Commissioner Rasmussen led the Pledge of Allegiance. A motion was made by Commissioner Foldesi, seconded by Commissioner Walker, and carried by unanimous vote to approve the agenda as written.

Roseau County Jail Finance Committee representatives Elliot Larson and Sheldon Erickson met with the Board. Mr. Erickson reviewed the Jail Finance Committee recommendations. If the Board decides to build the jail only, the Committee recommends bonding for the full cost of the project and saving the \$2 million designated in the "Future Construction Account" for project overrun and future expansion/ renovation of the Social Service Building and for Law Enforcement Center (Sheriff' Department) needs. If the Board decides to build the full project, as recommended by the Jail Study Committee, which includes building a jail, re-locating law enforcement into the existing social services building and constructing a new building for social services, at the low bid amount of \$7,340,220, the Committee recommends bonding for \$6 million and using the \$2 million designated in the "Future Construction Account" to construct the social services building and to fund project soft costs/overages. The Committee also recommends applying income generated from the sale of the Law Enforcement Center to the project cost. Elliot Larson informed the Board that the Committee strongly recommends option two as it is the most efficient use of county tax dollars. Mr. Larson explained that this is an investment in a capital project that will become an asset to Roseau County versus investing in additional operational expenses that are lost once spent. Mr. Larson pointed out that it has never been cheaper to build in the future than in the present.

Department of Corrections (DOC) Senior Detention Facility Inspector Tim Thompson met with the Board. Mr. Thompson is the interim replacement for Alan Brinkman, who resigned earlier this fall. Mr. Thompson explained that the Sunset Letter received by Roseau County was given by the Commissioner of the Department of Corrections and is not dependent upon any individual inspector. Mr. Thompson informed the Board that Diane Grinde has been named as the new Jail Inspector for Roseau County. Mr. Thompson stated that he did an inspection of the Roseau County Jail prior to coming to the meeting. He expressed a concern that Jail/Dispatch staff are preparing meals which is in direct violation of DOC regulations. He stated that he would not demand that the practice halt immediately, but would expect that this practice be eliminated in the new facility. In response to questions regarding why so many new jails are being built in Minnesota, Mr. Thompson stated that the average life expectancy of a jail is 25-30 years

depending on usage. Mr. Thompson stated that the DOC rules regarding jails were enacted in 1978 which led to numerous new jails being built throughout the state. Many of these jails are now nearing the end of their life expectancy. Additionally, there have been a number of statutory sentencing changes regarding certain types of crimes including drinking and driving, criminal sexual conduct, and the possession and sale of methamphetamines. Mr. Thompson said that Minnesota has a jail and prison population of 8,600, the second lowest in the United States.

Dave Prachar met with the Board. Mr. Prachar is a former jail administrator with over 27 years of experience in corrections. Mr. Prachar currently works as a consultant to counties who are building jails and is an expert witness for the Minnesota Counties Insurance Trust on legal matters relating to jail liability. Mr. Prachar was hired to review the proposed jail project and provide information to the Board regarding a number of operational questions. Mr. Prachar stated that he has reviewed the proposed jail construction project, met with Commissioners Rasmussen, Foldesi, Walker and Johnston, and toured the Courthouse and Law Enforcement Center. Mr. Prachar also met with Jail Administrator Janice Anderson and Sheriff Jule Hanson as well as Social Service Director Dave Anderson, County Attorney Michelle Moren, and Assistant County Attorney Lisa Hanson. Mr. Prachar also met with the Jail Study Committee. Mr. Prachar stated that while doing research he found he was able to gain access anywhere within the courthouse including courtrooms and even the judges chambers. He stated that regardless of what the Board decides to do with the jail and law enforcement center, courthouse security is a matter that needs to be addressed. Mr. Prachar provided the Board with a detailed overview of project costs that includes \$7.34 million in construction costs and an additional \$1.1 million in soft costs such as architect and engineering fees, furniture and fixtures, transition expenses and a site manager. Mr. Prachar noted that to date the Board has spent \$466,101.50. Mr. Prachar provided the Board with an operational cost overview that detailed current staffing and other operational costs and compared them to the anticipated cost in three scenarios. In the first scenario, only the jail is built, and dispatch moves with the jail. In the second scenario, only the jail is built and dispatch remains with law enforcement. In the third scenario dispatch stays with the jail, law enforcement moves into social services and social services moves out of the courthouse into a new building. Mr. Prachar noted that current operational costs as estimated in the 2006 budget are \$747,500 which includes \$579,000 for staff costs. In scenarios one and three, this operational cost would increase minimally increased as a function of the addition of food service and higher maintenance expenses. This increase is offset by the reduction in cost of purchasing beds in other facilities. In the second scenario, the operational expenses increase by nearly \$300,000 per year. If dispatch is separated from the jail, an additional jailer will have to be hired to meet DOC regulations. The increase of one post in a 24 hours a day seven days a week operation equates to five full time employees. Mr. Prachar responded to questions regarding increased need to staff in the new jail. Mr. Prachar explained that jail design determines staffing regulations. In a linear jail, such as the current Roseau County Jail, the staff ratio is 1 to 25. The new jail is designed according to an indirect supervision model which has a staff ratio of 1 to 40. In addition to the on-the-floor-staff position(s), the DOC requires a second employee to be in the control center monitoring the jail and controls. This design increases the safety of staff and inmates and therefore reduces staffing needs. Mr. Prachar stated that, in his opinion, the safest, wisest and most efficient option for Roseau County is to follow the Jail Study Committee recommendation to build a 26 cell 52 bed jail, relocate Law Enforcement into the existing Social Services Building and build a new building for Social Services. He stated that his recommendation takes into consideration a number of factors including the condition of the current law enforcement center which is over 40 years old, the imminent space needs of the social services department, the lack of security in the courthouse, and operational efficiency. If law enforcement and dispatch are bifurcated from the jail, it will cost the county approximately \$8 million in additional operational expenses by the time the 20 year

bond debt on the jail is paid. Mr. Prachar was asked if he would have recommended any other option regardless of what information he had gathered. Mr. Prachar stated emphatically that he did not agree to serve as a consultant to Roseau County with any preconceived ideas and if he could have discerned a better option, he would have done so.

Board Chair Orris Rasmussen recessed the meeting at 2:30 p.m. The Board reconvened at 3:35 p.m.

Mr. Thompson responded to questions regarding the possibility of a regional jail in Roseau County. Mr. Thompson stated that in his opinion it is highly unlikely that a regional jail would work in Roseau County. He reminded the Board that a detention facility holds three types of inmates. First, innocent citizens who have been charged with a crime but who have not been convicted. Second, individuals who have been convicted and are serving their sentence. These first two categories are typically equal in number. Third, courtesy holds for other agencies. Mr. Thompson stated that the vastness of distance between county seats in northern Minnesota makes it inefficient to centralize. Secondly, local holding facilities are still required in each county, even if the county participates in a regional jail plan. Also, inmates eligible for work release would not be able to maintain their employment if they are moved away from the county of sentencing. Additionally, inmates have the right by law to serve their sentences in their local communities. Combined, these factors make regionalization for Roseau County highly unlikely.

Mr. Thompson responded to a question regarding the potential use of the current Roseau County Jail for a juvenile detention facility. Mr. Thompson stated that given the deteriorated condition of the facility, it would likely be cost prohibitive.

After a brief discussion, the Board began a review of the schedule of alternates on the proposed project. A motion was made by Commissioner Foldesi, seconded by Commissioner Walker and carried by unanimous vote to take alternate 1, sealed concrete floors in the bid.

A motion was made by Commissioner Johnston, seconded by Commissioner Walker, and carried by unanimous vote to not include alternate 2, translucent panel skylights in the bid.

A motion was made by Commissioner Johnston, seconded by Commissioner Walker, to not include alternate 3, the west parking lot expansion in the bid. After discussion, Mr. Johnston rescinded his motion.

A motion was made by Commissioner Johnston, seconded by Commissioner Walker, to not include alternate 4, the social services building, in the bid. After discussion, Mr. Johnston rescinded his motion.

A motion was made by Commissioner Johnston, seconded by Commissioner Walker and carried by a 2-1 vote, to adopt the following resolution:

2005-11-09

**BE IT RESOLVED**, that the Board does hereby accept the low bid of Industrial Contract Services (ICS) in the amount of \$7,340,220 for the Roseau County Jail and Law Enforcement Project.

**BE IT FURTHER RESOLVED**, that the Board does hereby authorize Klein-McCarthy Architects, LTD., to send a letter of intent to award a contract with ICS on behalf of Roseau County.

Commissioner Foldesi stated that while he is uncomfortable with the cost of the project, he will support the decision of the Board.

Commissioner Rasmussen stated that he is first a Commissioner for Roseau County and second for his district. He told his fellow Commissioners that he would not stand in the way of this project moving forward.

Mr. McCarthy reviewed capital expenditures associated with separating the jail and law enforcement functions. The cost to upgrade the existing jail and law enforcement center for use by the Sheriff's Department after the jail moves is between \$255,000 and \$269,000. This includes only minimal upgrades of paint and carpet, roof replacement, and updating the HVAC equipment. The cost to build a new LEC addition to the new jail on the courthouse campus is estimated at \$2,243,552 for a 9,900 square foot building that does not include an evidence processing garage. The cost to add onto the existing social services building adding 2,200 square feet is estimated between \$687, 000 and \$825,000. The cost to renovate the social services basement with offices, which has approximately 3000 square feet of usable space, is \$381,000.

Mr. Erickson commended the Board for their thorough study of this project and for engaging the advice of experts in the decision making process.

Upon motion carried, Chairman Orris Rasmussen adjourned the meeting at 4:15 p.m. The Board will convene its next regular meeting at 8:30 a.m. on November 29, 2005 at 8:30 a.m.

Attest:  
  
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Teresa Harren  
County Coordinator

Date: \_\_\_\_\_  
  
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Orris Rasmussen  
Board Chairman