

**Ramsey County, MN  
Juvenile Justice Redesign**

**Final Report**



**Volume 4  
Facility Options Analysis**

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association with Kimme & Associates**

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## **4.1 Facility Options and Estimated Space Needs**

## 4. Facility Options and Estimated Space Needs

### 4.1 Introduction

The purpose of this chapter of the report is to examine and present the consultant's findings and recommendations for the future use of the two facilities that Ramsey County operates. Specifically, this chapter will discuss the following topics:

- Identify various proposed facility options for Ramsey County to consider
- Evaluate the advantages and disadvantages of each option
- Discuss advantages and disadvantages of a standalone Boys Totem Town and Juvenile Detention Center vs. co-location of these facilities on one site
- Discuss renovation of existing facilities vs. new construction and relocation
- Estimate the preliminary space needs (square footage requirements) of each option
- Present the capital costs of various options and the potential cost savings by implementing various options
- Assess the feasibility of implementing various facility options
- Present siting criteria for any new facilities
- Provide a recommendation that supports the New Service Model for Ramsey County Community Corrections Department based on the findings and to enable Ramsey County to make its own decisions in accordance with its values and priorities.

The contents of this section are based upon a. the recommended bed capacity for both the Juvenile Detention Center (JDC) and the Boys Totem Town (BTT), b. the way in which that capacity should be subdivided to respond to specific resident classification needs, and c. estimated space needs defined by operational and staffing criteria developed in conjunction with facility operators. It is important to reiterate here that the recommended facility options the consultants will discuss are based on two downsized facilities within Ramsey County:

- Reduction of BTT capacity of 55.3 percent (from 85 bed capacity to 38 bed capacity)
- Reduction in JDC capacity of 63.0 percent (from 86 bed capacity to 32 bed capacity)

#### 4.1.2 Facility Options for Consideration

Based on the findings of the consultant's analysis, the following are the physical plant options examined as part of this study.

1. Leave the JDC as is (reflects no physical renovations): This option results in opening up some of the closed pods in order to accommodate the 32 youth that is projected and constructing a new Boys Totem Town with a capacity of 38 youth.
2. Renovate the JDC so that it meets contemporary juvenile operational/design standards and to make it more efficient:

This option involves closing some of the pods that the consultants consider dangerous for youth and staff and that potentially places the County in an exposed position for costly future litigation. It also proposes to repair the areas that the consultants believe are not acceptable and construct a new Boys Totem Town with a capacity of 38 youth.

3. New standalone JDC and new BTT on separate sites.
4. Co-located Boys Totem Town, Juvenile Detention Center and Ancillary Support Services on the same site with shared administrative staff and shared support services. Ancillary Support Services include shared operational functions which are described. Due to unknown factors, preliminary space for Day Treatment, Juvenile Detoxification Beds and other program offices yet to be defined have not been estimated. This option was developed into four sub-elements including:
  - 4a. Co-located complex on a "new" site separate from the existing BTT and JDC site.
  - 4b. Co-located complex on the existing BTT site on available ground (leaving Kohler Hall untouched).
  - 4c. Co-located complex that demolishes Kohler Hall and uses its site.
  - 4d. Co-located complex on the existing BTT site with the reuse of a renovated Kohler Hall.
5. Renovated JDC as described in Option 2 and constructing a new BTT in partnership with Hennepin County.
6. Renovated JDC as described in Option 2 and closing BTT. This option would mean sending all of Ramsey County's youth to other facilities out of the County.

Options 1 through 6 will be discussed in the remainder of this chapter of the report. Core values and preliminary costs have been developed to evaluate each option.



## **4.2 Baseline Space Needs Estimates**

## 4.2 Baseline Space Needs Estimates

Using these six options, the consultants prepared space estimates for each option and has developed the advantages and disadvantages of each with a cost estimate for each option. These baseline estimates allow the Ramsey County Board of Commissioners to assess and choose from a full range of options for its facilities.

All space estimates use as their basis, or departure point, space estimates created for a new JDC, a new BTT, or a new co-located JDC-BTT facility. With respect to the JDC renovation options, the "new" JDC space list provides a benchmark against which the existing JDC and Kohler Hall facilities can be tested. The existing BTT facility is not tested because of its poor condition; its extreme inadequacies ruled it out as a renovation possibility (see Volume 2 which presented the Facility Assessments for both JDC and BTT).

The space estimates are presented on the basis of specific building components. For example, the estimated size in gross square feet (gsf) of each anticipated component (section) of the building, such as housing, program, intake, laundry and kitchen components, are provided. This provides a higher degree of accuracy and reality to the estimates than would be possible with just a generic estimate. Generic estimates simply multiply projected bed capacity by a generic gsf per bed to attain a rough total square footage estimate. However, to obtain the more accurate estimate, the consultant received input from Ramsey County facility administrators to identify more specific space needs such as the number of classrooms, offices, and program spaces needed.

The level of work done, while more specific than a generic estimate, is still not that of a final detailed space program from which design and more precise cost estimating can be developed. Once the department and the County select its preferred option, the next step would be to develop a detailed pre-design space program through a comprehensive, collaborative process between the programmer and facility staff.

#### 4.2.1 Juvenile Detention Center (JDC) Space Estimate

The JDC space estimate is based upon a facility with a capacity of 32 rated residential beds plus eight (8) "above-the-count" short-term special needs beds. It is important to point out that these special needs beds are filled with the same 32 youth and thus does not represent additional capacity. The special needs beds address such critical, but short-term situations such as the following:

- Mental health observation/seclusion: Youth are unstable and require close supervision or they are suicidal and require continuous supervision.
- Medical Isolation: Youth have an air-borne disease and require a negative air room with a vestibule to avoid having infected air to contaminate the air quality of the facility to the other youth and staff.
- Disciplinary Housing: Youth are unruly, behaviorally unstable, or have alleged major violations that require separation from the general population temporarily.

Specifically, the beds on which the space estimate is based are as follows:

- a. Male General Population: 3 units of 8 beds=24 beds
- b. Female General Population: 1 unit of 8 beds=8 beds
- c. Mental Health Observation/Seclusion (Male or Female): 2 beds
- d. Medical Isolation (Male or Female): 2 beds
- e. Male Disciplinary: 3 beds
- f. Female Disciplinary: 1 bed

This classification plan provides for a daily capacity of 32 detention beds. The 8 special needs beds will be available for the 32 youth.

All of the beds planned are in single occupancy rooms. All of the rooms have toilets and sinks in them, and all residential rooms are supported by adjacent dayrooms, shower facilities, staff stations, storage, and staff toilets. The residential areas, as well as the remainder of the facility, are sized to be compliant with Minnesota Rule 2960 and the American Correctional Association Standards for Juvenile Detention Facilities.

Some of the other key parameters guiding the space estimate are outlined below. Many of them address deficiencies or omissions at the existing JDC: (see Volume 2, JDC Facility Assessment Report for greater detail) including the following items:

- a. A drive-through vehicle sally port.
- b. A cohesive intake area with holding capabilities, including for group arrests.
- c. Adequate, private attorney and parental visiting space.
- d. An administrative area for up to 11 personnel.
- e. A distinct lobby area with waiting areas and visitor toilets.
- f. A cohesive medical care component with juvenile waiting areas.
- g. Program space that features staff offices, group meeting rooms, and recreation space.
- h. An indoor exercise area sized per high school basketball court dimensions.



- i. Education space featuring four classrooms, a computer lab, and education offices and work space.
- j. A full service kitchen capability.
- k. A complete laundry with multiple washers and dryers.
- l. Male and female staff locker rooms, break areas, and briefing facilities.
- m. Miscellaneous support to include housekeeping, general storage, and maintenance office and work areas.

The space need estimated for a new JDC facility based upon the preceding parameters is **40,350** gross square feet (gsf). By comparison, the existing JDC facility has about 70,400 gsf. Whereas the current JDC functions over four floors total counting the first level vehicle sally port and kitchen areas, the space estimate presented here is based on a more efficient single level floor facility option.

The total space estimate is broken down per component as found on the summary list below.

Table 4.1  
**PRELIMINARY COMPONENT SPACE LIST**  
**Ramsey Co, MN**  
**New Juvenile Detention Center Space Estimate**

11/23/12

BUILDING ELEMENT/Component:	NO. OF BEDS	TOTAL GROSS S.F.
<b>New Juvenile Detention Center</b>		
1 Vehicle Sally Port		850
2 Intake-Reception		1,840
3 Residential	32	7,700
4 Control		415
5 Visiting		600
6 Administration		3,400
7 Public Lobby		575
8 Medical		1,400
9 Program - Exercise		7,400
10 Education		4,900
11 Food Service & Dining		1,600
12 Laundry		650
13 Staff Support		2,350
14 Miscellaneous Support		1,400
	<b>32</b>	<b>35,080</b>
	<b>X General Building Gross Factor:</b>	<b>x 1.15</b>
	<b>Total GSF =</b>	<b>40,350</b>

**Outdoor Space:**

- Outdoor Exercise Courtyard
- 44 Cars for staff parking.
- 10 cars for public visitors.

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#### 4.2.2. Boys Totem Town (BTT) Facility Space Estimate

The BTT space estimate is based upon a facility that provides a capacity of 38 rated treatment beds plus eight (8) "above-the-count" short-term special needs beds. As with the JDC, these special needs beds serve the current capacity rather than additional youth. Specifically, the beds on which the space estimate is based are as follows:

- a. Male General Population: 4 units of 8 beds and 1 unit of 6 beds=38 beds
- b. Mental Health Observation/Seclusion (Male or Female) =2 beds
- c. Medical Isolation (Male or Female) = 2 beds
- d. Male Disciplinary Housing = 3 beds
- e. Female Disciplinary Housing = 1 bed

It is important to point out that the new BTT has the potential to serve females in the future to fulfill a gap in the service continuum for females.

This classification plan for BTT provides for a daily capacity of 38 treatment beds. The 8 special needs beds will be available for the 38 youth who need to occupy them on a temporary basis.

Like the JDC, all of the beds planned are assumed to be single occupancy bedrooms. None of the general population bedrooms have toilets or sinks in them to reflect the design philosophy of a treatment facility instead of a detention/correctional facility. Individual shower/toilet rooms are proposed and not gang showers which have been typical in older facilities. Nationally, gang showers have resulted in potential sexual assaults among youth on youth and among staff on youth. General population housing units are supported by adjacent dayrooms, toilet and shower facilities, staff stations, storage, and staff toilets.

These housing units, as well as all other components, are sized to be compliant with Minnesota Rule 2960 for Residential Facilities and with the American Correctional Association Standards for Juvenile Correctional Facilities. Under the New Service Model, each housing unit is sized for 8 youth to ensure the safety of the facility and to enhance the program's effectiveness.

Some of the other key parameters guiding the space estimate are outlined below. Many of them address deficiencies or omissions at the existing facility: (see Volume 2, BTT Facility Assessment Report for greater detail) including the following items:

- a. A drive-through vehicle sally port.
- b. A cohesive intake-reception area with waiting rooms and adequate property storage.
- c. A family visiting room that accommodates 10 groups at once as well as small private visiting rooms.
- d. An administrative area for up to 14 personnel.
- e. A distinct lobby area with waiting areas for 60 persons, visitor toilets, and a small child play area.
- f. A cohesive medical care component with juvenile waiting areas, space for medical records, and a urine testing room.
- g. Program space that features staff offices, individual and group therapy rooms and a multi-purpose recreation space.

- h. An indoor exercise area sized per high school basketball court dimensions.
- i. Education space featuring seven classrooms a computer lab, a teacher work room, education offices and conference space.
- j. A full-service kitchen capability.
- k. A complete laundry with multiple washers and dryers.
- l. Male and female staff locker rooms, break areas, briefing facilities, and a fitness room.
- m. Miscellaneous support to include housekeeping, general storage, and maintenance office and work areas.

The space estimated for a new BTT facility based upon the preceding parameters is **56,500** gsf. Whereas the current BTT functions are spread over multiple floors and in separate buildings, the space estimate presented herein presumes a far more efficient, consolidated single floor facility. The main BTT facility complex, which includes several out-buildings, provides about 49,400 gsf according to the KKE Facility Assessment Report of November 2008. Kohler Hall provides about 12,400 gsf for a total of 61,800 sf.

The total space estimate is broken down per component as found on the summary list below.

**Table 4.2**  
**PRELIMINARY COMPONENT SPACE LIST**  
**Ramsey Co, MN**  
**New Boys Totem Town**

11/23/12

BUILDING ELEMENT/Component:	NO. OF BEDS	TOTAL GROSS S.F.
<b>New Boys Totem Town</b>		
1 Vehicle Sally Port		850
2 Intake-Reception		950
3 Residential	38	10,800
4 Control		425
5 Visiting		3,250
6 Administration		3,750
7 Public Lobby		1,500
8 Medical		1,450
9 Program - Exercise		9,600
10 Education		8,550
11 Food Service & Dining		2,900
12 Laundry		650
13 Staff Support		2,650
14 Miscellaneous Support		1,800
	<b>38</b>	<b>49,125</b>
	<b>X General Building Gross Factor:</b>	<b>x 1.15</b>
	<b>Total GSF =</b>	<b>56,500</b>

**Outdoor Space:**

- Outdoor Recreation
- 60 Cars for staff parking.
- 20 cars for public visitors.
- Outdoor Barbecue Area

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#### 4.2.3 Co-located Option Space Estimate on Same Site (JDC, BTT, Ancillary Services and Shared Services)

This co-located option will provide a multi-purpose complex to site a new JDC, new BTT, Ancillary Non-Residential Services (e.g. Day Treatment, Pathways Program etc.) and Shared Services described below. While this option provides all facilities on one single site, none of the youth will be co-mingled in programs or activities due to their legal status consistent with the Juvenile Justice Delinquency and Prevention Act and national best practices.

This co-location concept has proven nationally to provide opportunities to reduce duplication of services, duplication of square footage and improved the efficiency of operations thus resulting in cost savings in both capital and operational costs.

The following support services are proposed to be shared by JDC and BTT:

- a. Central security control operations.
- b. Information management offices, workspaces, and servers.
- c. Staff training space (but not staff break or locker areas).
- d. Food Services (but not dining).
- e. Laundry.
- f. Receiving, recycling and trash removal.
- g. Maintenance office and workshop.
- h. Major mechanical, electrical, and other engineering system support (but not localized janitor closets, electrical closets, and I.T. hubs).
- i. Education administrative staff.
- j. Treatment director.
- k. Public lobby.

In contrast, the following operational functions are not recommended to be shared by both facilities:

- a. Housing.
- b. Medical clinic.
- c. Classroom program activities.
- d. Therapeutic programs.
- e. Exercise including gymnasiums.
- f. Vehicle sally ports.
- g. Intake-reception areas.

While it might be expected that staff savings would accrue from co-location, many positions are already shared between the BTT and JDC operations due to past cost-cutting actions. Thus, only nominal savings may be attained. Co-location will result in a new site for the JDC thus raising the prospect that additional transport staff may be needed to conduct transports between the new site and the existing Juvenile Court.

The primary staff benefit of co-location may be in improving the quality of services. All service providers and security staff will be on the same site. Therefore, the sharing of responsibilities between the two operations is made much more convenient and effective when staff responsible for both facilities is physically located close to one another. Staff cooperation and collaboration will also be enhanced, there will be ample staff to provide back-up during emergencies, and staff absences can be more easily accommodated.

The operational costs for a new co-located JDC with BTT have not been developed since a final staffing plan has not been approved by the Department. However, as was highlighted above, the consultants believe there will be cost savings in administrative staff through the co-location of these 2 facilities.

The space estimated for this co-located option is 92,275 gsf for JDC and BTT needs. In comparison, the total square footage for the two standalone facilities is a total of 96,850 (40,350 gsf for the JDC and 56,600 gsf for the BTT). This demonstrates that the co-located option results in a savings of 4,575 gsf, or 4.7% less than constructing two standalone facilities.

The preliminary component space list for the co-located option is below. No space is estimated for the ancillary functions at this time because these have not yet been fully defined.

**Table 4.3**  
**PRELIMINARY SPACE LISTS SUMMARY**  
**Ramsey Co, MN**  
**NEW JDC-BTT COMBINED FACILITY**

11/23/12

BUILDING ELEMENT/Component:	NO. OF BEDS	TOTAL GROSS S.F.
<b>New Juvenile Detention Center</b>		
1 Vehicle Sally Port		810
2 Intake-Reception		2,000
3 Residential	32	7,700
4 Visiting		600
5 Administration		2,800
6 Public Lobby		575
7 Medical		1,250
8 Program - Exercise		7,450
9 Education		3,900
10 Staff Support		1,500
	<b>32</b>	<b>28,585</b>
X General Building Gross Factor:		x 1.15
		<b>Total GSF = 32,875</b>

**Outdoor Space:**

Outdoor Exercise Courtyard  
 30 Cars for staff parking.  
 10 cars for public visitors.

BUILDING ELEMENT/Component:	NO. OF BEDS	TOTAL GROSS S.F.
<b>Shared Space</b>		
1 Control		450
2 Information Management		450
3 Staff Training		1,625
4 Education-Misc Office		1,425
5 Food Service		2,600
6 Laundry		800
7 Miscellaneous Support		2,450
		<b>9,800</b>
X General Building Gross Factor:		x 1.15
		<b>Total GSF = 11,300</b>

**Outdoor Space:**

15 Cars for staff parking.

BUILDING ELEMENT/Component:	NO. OF BEDS	TOTAL GROSS S.F.
<b>New Boys Totem Town</b>		
1 Vehicle Sally Port		800
2 Intake-Reception		950
3 Residential	38	11,000
4 Visiting		3,250
5 Administration		3,300
6 Public Lobby		1,500
7 Medical		800
8 Program - Exercise		9,762
9 Education		7,559
10 Dining		1,300
11 Staff Support		1,600
	<b>38</b>	<b>41,820</b>
X General Building Gross Factor:		x 1.15
		<b>Total GSF = 48,100</b>

**Outdoor Space:**

Outdoor Recreation  
 45 Cars for staff parking.  
 20 cars for public visitors.  
 Outdoor Barbecue Area

**SUMMARY - COMBINED JDC - BTT BUILDING:**

BUILDING ELEMENT/Component:	NO. OF BEDS	TOTAL GROSS S.F.
<b>New Juvenile Detention Center</b>	<b>32</b>	<b>32,875</b>
<b>Shared Space</b>		<b>11,300</b>
<b>New Boys Totem Town</b>	<b>38</b>	<b>48,100</b>
<b>TOTALS</b>	<b>70</b>	<b>92,275</b>

#### 4.2.4. Option Descriptions and Analysis

The six facility options are described in greater detail to allow the County to make an informed decision of the Best Option to pursue. Each of the options identifies the advantages and disadvantages and the capital costs are detailed at the end of the chapter.

Each of these options is accompanied with preliminary diagrams to allow the reader to better understand the operational concept of each option. However, it is important to note that these diagrams do not represent actual architectural designs or architectural design work. These tasks will need to be achieved in the future under the direction of an architect licensed to practice within the state of Minnesota since the facility planner working on this project, while a licensed architect in Illinois and Wisconsin and qualified as a detention-corrections design specialist to be part of a design team, is not licensed in Minnesota.

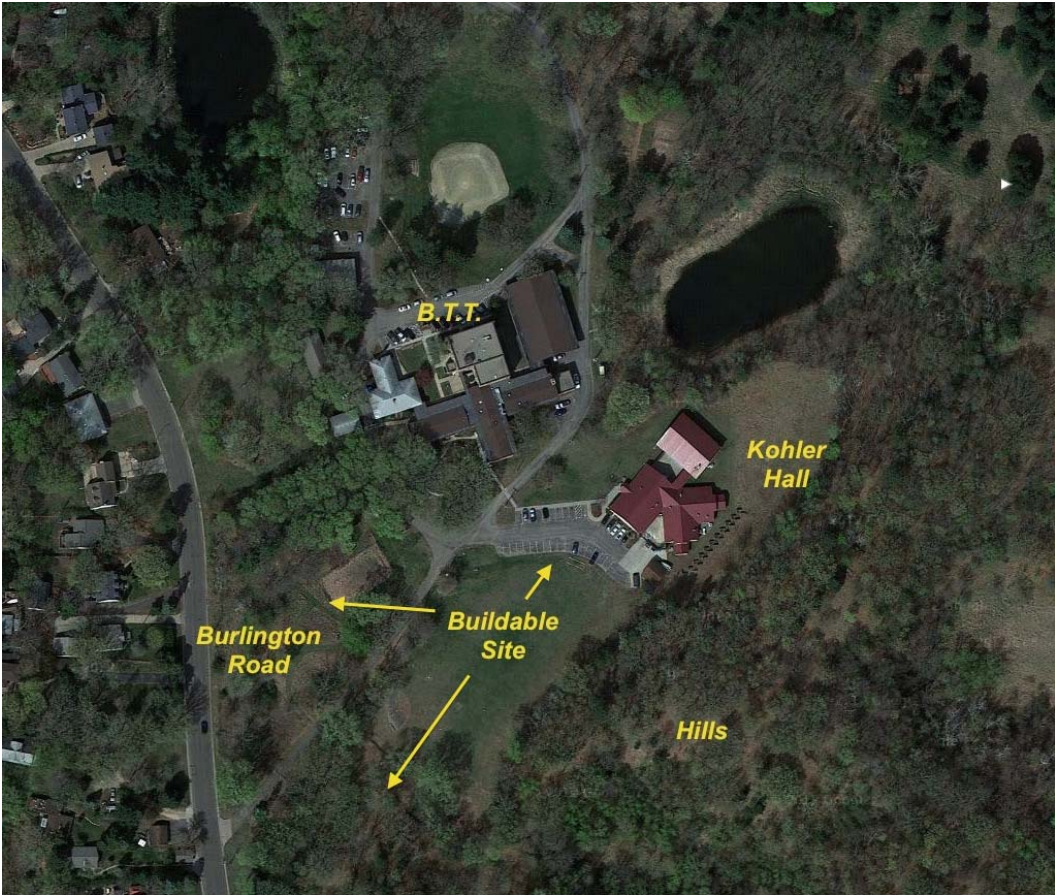
##### Option 1. No Changes to JDC and New BTT Facility at the BTT Site

This option envisions no renovations to the JDC and constructing a new BTT facility on the open ground to the southwest of Kohler Hall.

The land targeted for the new facility at the BTT site is relatively flat but is limited in that it is bordered on the southeast by steeply rising hills, on the west by Burlington Road, on the north by the existing BTT buildings, and on the east by Kohler Hall.

Land to the north on the BTT site could be considered but would begin with significant disadvantages. Its use would provide a smaller parcel, destroy many trees, reduce the visual separations between the site and adjacent structures, provide less availability to vehicle traffic, and afford less accessibility to main utility lines. Consequently, for the purposes of this analysis, the consultants only examined the site to the southwest of Kohler Hall.

Figure 4.1



The first concept tested is a single-story facility concept to avoid multiple level floors which are inefficient and staff intensive.

As can be seen on the concept drawing below, a new, single level BTT facility barely fits on the existing BTT site. It should be noted that the diagram shown is an efficient rectangle. An actual design will almost certainly present an irregular shape, particular with the design of residential areas, as can be readily seen in the example of Kohler Hall. Thus, fitting a single level facility plus parking on the existing BTT site will be even less feasible than the drawing suggests. After programming, and during preliminary design, the consultant recommends that if this option is chosen a more detailed site design test be undertaken to determine whether and how the site can accommodate programmed space and parking needs.

Figure 4.2





In contrast, a two-story facility would fit on the existing BTT site. It would require manipulating the building's layout, and re-working the roadways -- perhaps including a new access to Burlington Road. However, a two-story facility is not recommended because of the many operational problems of BTT's two story design already discussed in Volume 2. A single-level facility is recommended because it is easier to monitor and manage the movements of residents, easier to insure safety and security, and avoids the costs and pitfalls of stairways and elevators.

The Advantages to Option 1 are that it:

- a. Utilizes the existing readily acceptable BTT site.
- b. Exploits a beautiful setting more conducive to the facility's program goals.
- c. Leaves most existing utilities untouched (one electrical line may have to be relocated).
- d. Leaves Kohler Hall and BTT operational throughout construction.
- e. Suggests a single phase project.
- f. Requires no renovation costs at the JDC.
- g. Is relatively inexpensive overall.
- h. Can be completed in the shortest amount of time compared to the other built facility options.

The Disadvantages of Option 1 are that it:

- a. Does not address the inadequacies of the JDC facility.
- b. Wastes unused space within the JDC.
- c. Has limited site size for the BTT that suggest a two-story facility may be needed particularly if future expandability is desired.
- d. Encroaches more on the adjacent neighborhood by reducing the landscape buffer between BTT and its neighbors.
- e. Requires road re-routing and possibly some limited utility re-location.

## **Option 2. Renovated JDC and New BTT at the BTT Site**

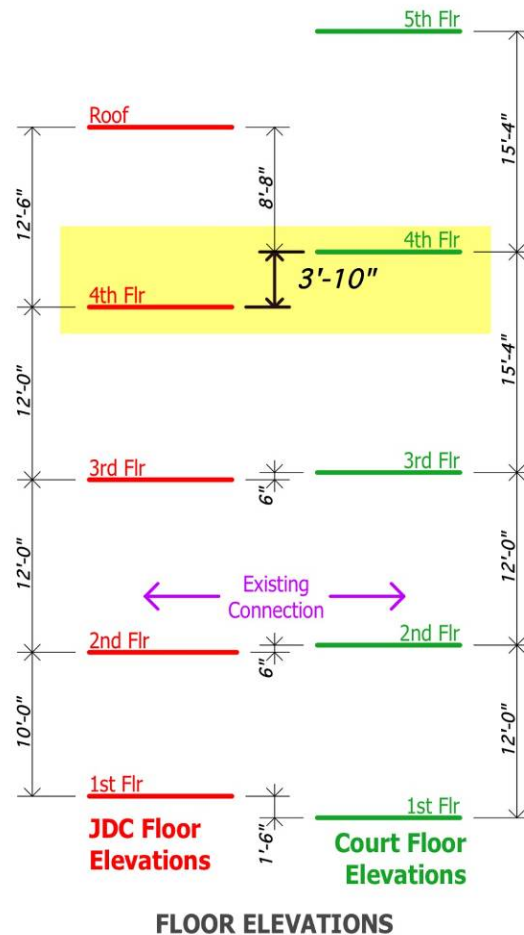
The BTT part of this option is exactly as described in Option 1 above and thus will not be repeated.

The renovated JDC option begins with the goal of minimizing space use and maximizing the degree to which other operations, specifically those of the Juvenile Court, can utilize vacated JDC space. Using these basic criteria, the consultant tested an option that proposes abandoning the entire second floor of the JDC (except for the elevator connection to the courts) and consolidating second floor functions onto the third and fourth floors. The first floor functions would remain as they are. The specific reasons for this approach, and the ideas behind it, are as follows.

- a. The existing housing areas on the 3<sup>rd</sup> and 4<sup>th</sup> floors are the most adequate to accommodate the four units that are required (32 beds).
- b. Ample gym space exists on the 4<sup>th</sup> floor.
- c. The elevator connecting the JDC to the secure vehicle sally port at the first level connects to the 3<sup>rd</sup> floor as well as to the 2<sup>nd</sup> floor.
- d. A vacated 2<sup>nd</sup> floor provides far more expansion space for the courts and other functions than does a vacated 4<sup>th</sup> floor.

- e. The 2<sup>nd</sup> floor is where the existing connection exists between the JDC and the courts. It can continue to be used in conjunction with the existing elevator at the juncture of the two buildings, since it is accessible to both the 3<sup>rd</sup> and 4<sup>th</sup> floors of the JDC.
- f. The courts cannot efficiently connect on the 4<sup>th</sup> floor, as some have hoped, because there is a 3'-10" difference between the 4<sup>th</sup> floor of the courts and the 4<sup>th</sup> floor of the JDC. Thus, the consultants do not propose this alternative for court expansion space. See the illustration of building elevations below.

Figure 4.3



The 37,950 gsf on the 3<sup>rd</sup> and 4<sup>th</sup> floors compares very favorably to overall estimated JDC space needs, particularly when one realizes that the existing vehicle sally port and kitchen are on other floors. However, as is typically the case, making existing square footage and space configurations match a different set of programmed space needs results in radical and expensive renovations that lead to a design that is less optimal than if a new design was developed. Further, the tested renovation concept attempts to resolve the JDC’s multiple inadequacies as cited in the consultant’s facility assessment (see Volume 2).





The following narrative provides a more detailed description of proposed renovations and changes that the consultant considers critical to improve the safety of this facility and to upgrade it to meet contemporary juvenile facility design standards as closely as possible. The discussion focuses solely on the JDC since the proposed changes for BTT were already described in Option 1.

### First Floor

The 1<sup>st</sup> floor vehicle sally port and kitchen is proposed to remain unchanged.

### Second Floor

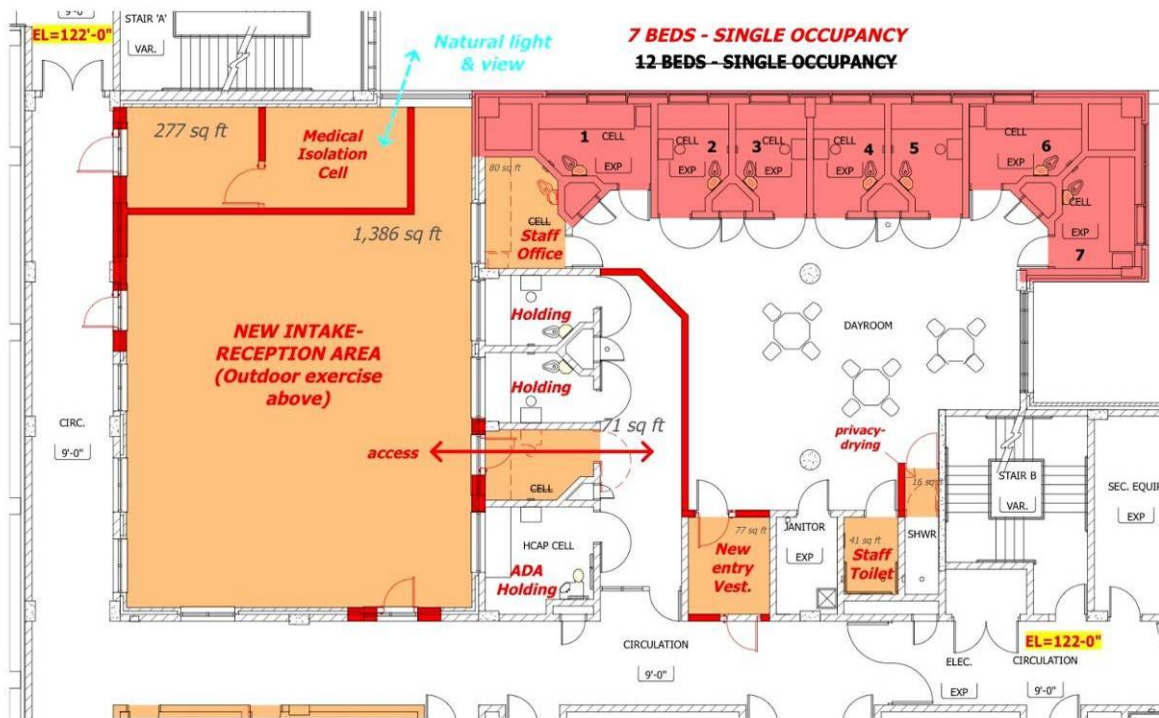
The 2<sup>nd</sup> floor is proposed to be abandoned entirely by JDC operations, and thus space would become available to other county departments for renovation.

### Third Floor

There are numerous significant changes proposed for the 3<sup>rd</sup> floor.

- a. The most significant change suggested is to fill in the existing three-story indoor exercise area that abuts the residential units. The intent on the 3<sup>rd</sup> floor is to add space for a new dedicated intake-reception center and medical isolation room, both of which are inadequate in the existing facility. The intake area would obtain some of the holding cells desired by converting the four western most cells of the adjacent housing unit to temporary holding. One of the cells would be sacrificed to provide access to the remaining three cells. These cells, however, would lack natural lighting, which are required by National Standards. See the diagram below.

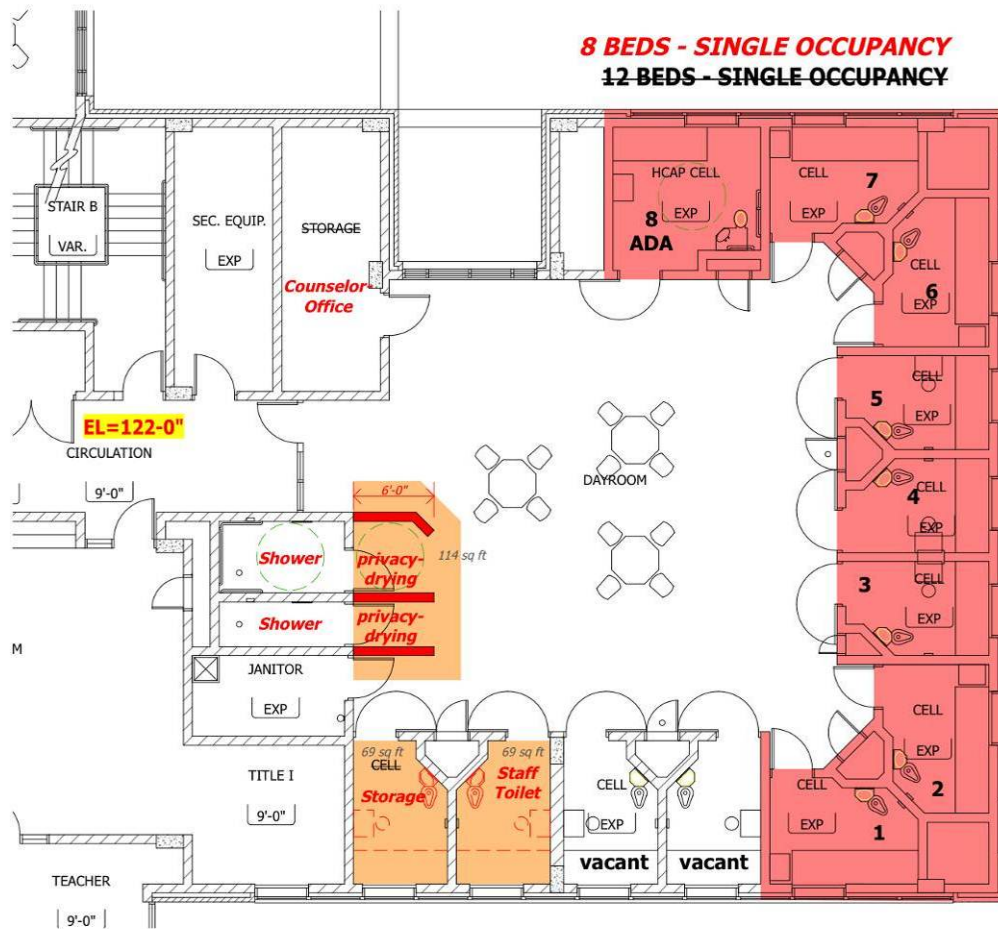
Figure 4.6



- b. The housing unit adjacent to the new intake center is proposed to be reduced from the current twelve beds to seven by taking out four cells to accommodate temporary holding and by taking out an additional cell to be converted for a staff counselor's office. The seven preserved beds are ones with excellent natural light while the fifth cell to be eliminated from residential use has virtually no natural light because of its narrow slit window and its relationship to the poorly lit exercise atrium -- an atrium which is now filled to create an intake center. Unfortunately this modification of the unit falls one short of the eight beds desired. (See the diagram above).
- c. To facilitate access to the renovated residential unit, its storage room is proposed to be converted to a new entry vestibule. Now that the capacity is reduced to seven, one of the two showers can be converted to a staff toilet. The ADA compliant shower was selected for the toilet because of its size and because ADA compliance can be met in the other residential unit on the 3<sup>rd</sup> floor. It is suggested that the remaining shower be extended to create the privacy that is currently lacking and to provide a dry dressing area. These changes are shown in the earlier diagram.
- d. The other 12-bed housing unit on the eastern side of the 3<sup>rd</sup> floor is proposed to be reduced from 12 beds to 8 beds. With these 8 beds, and the seven beds in the other unit, the program goal of 8-bed housing units is almost met, falling one cell short. Two of the cells lost

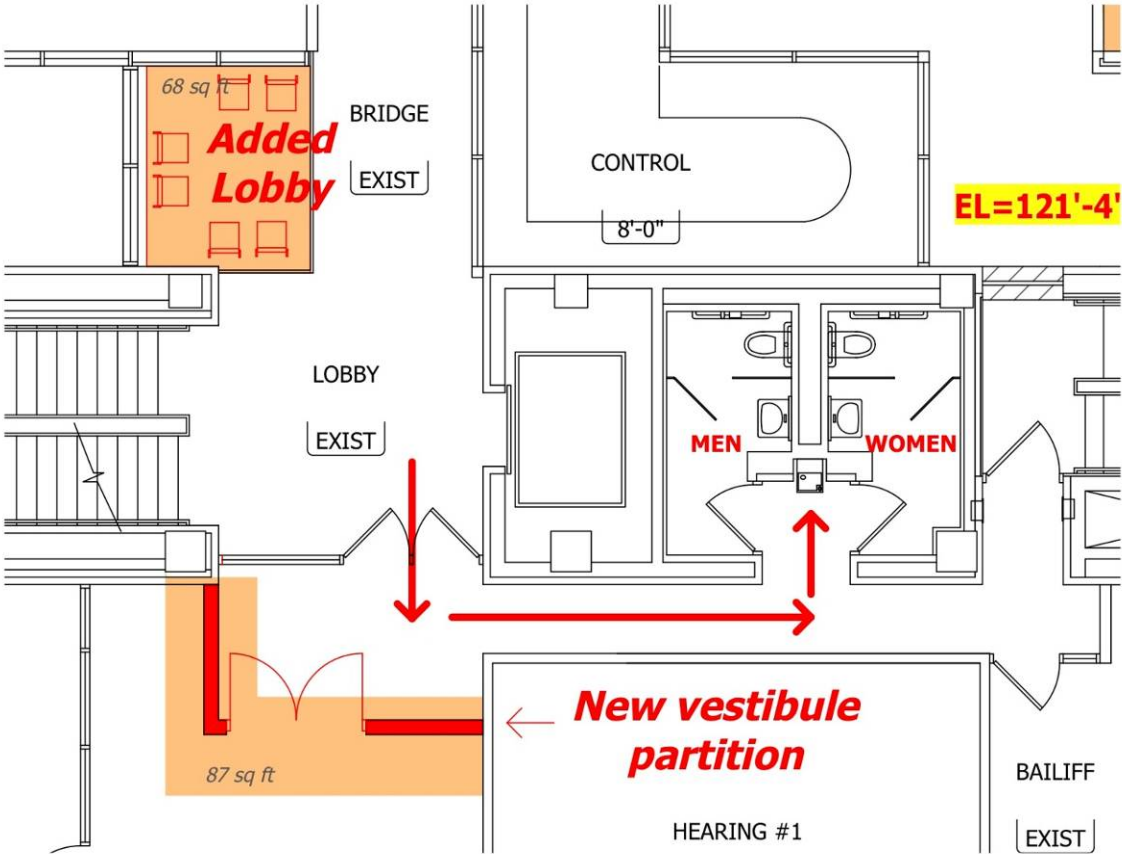
from the total of 12 would be converted to provide a staff toilet and a storage room. Thus, the existing storage space could be converted to a staff counselor office. It is also suggested that both showers be extended to provide the needed privacy and drying areas. Two cells would be left vacant to accomplish the 8 bed unit size. See below.

Figure 4.7



- e. To provide adequate and properly located and observable visitor waiting space in the 3<sup>rd</sup> level public lobby, it is suggested that the void space west of the "bridge" and Master Control be filled. The loss of this aesthetic feature is needed to provide the seating that is lacking for public visitors. Further, to avoid sending the public to the 4<sup>th</sup> floor for toilet facilities it is suggested that the entry to the court hearing area be altered to allow access to the public toilet rooms there. The existing doors and partition to the hearing area will likely have to remain for code reasons but can be kept un-locked to facilitate 24/7 toilet access, while the new doors could be locked to secure the area. See the sketch below.

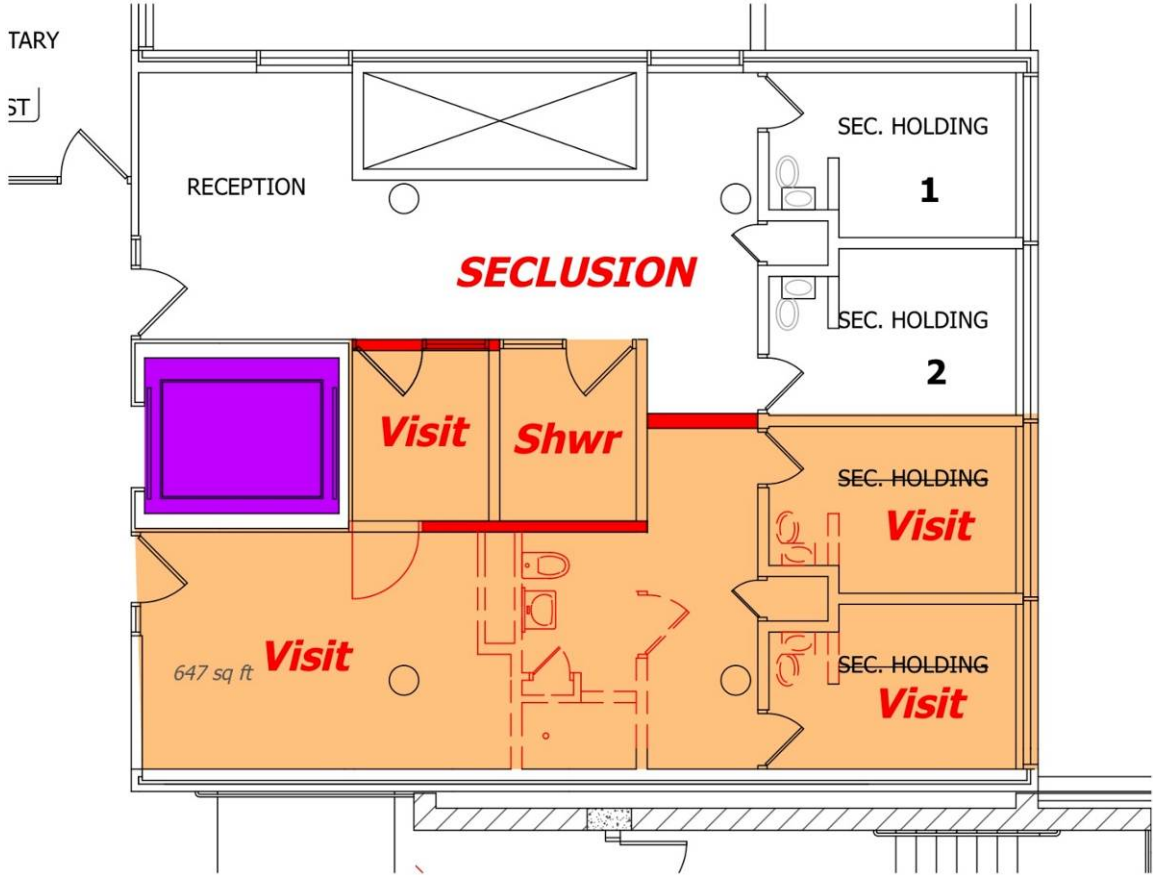
Figure 4.8



- f. To create needed visiting space, it is suggested that two seclusion cells and the space immediately south of the secure elevator coming up from the vehicle sally port be renovated for visiting. Two seclusion cells would remain to meet required needs. See the diagram below.



Figure 4.9



- g. Health care is recommended to be moved from the 2<sup>nd</sup> floor to the 3<sup>rd</sup> floor. It is suggested that the area south of the existing exercise atrium be converted for that purpose. The property storage room that is located there would move to the new Intake-Reception area. See below.

Figure 4.10

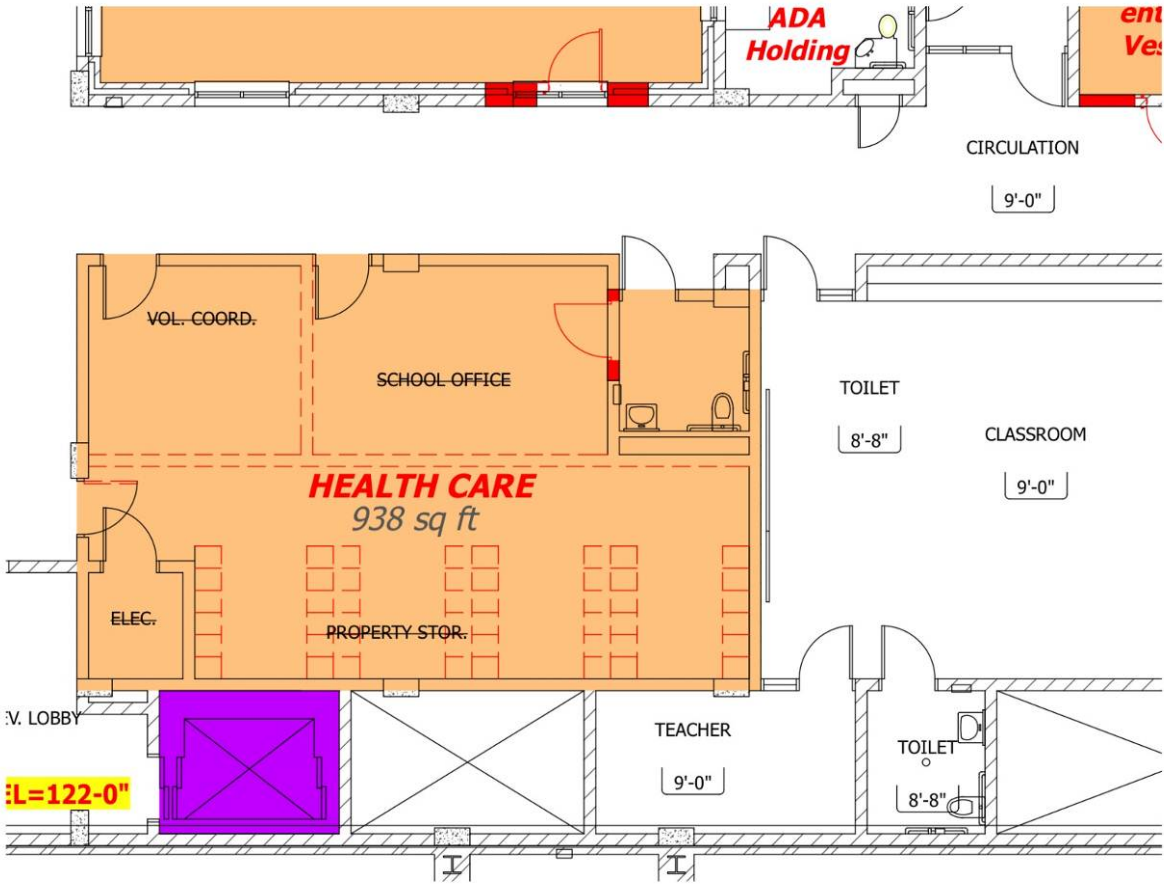
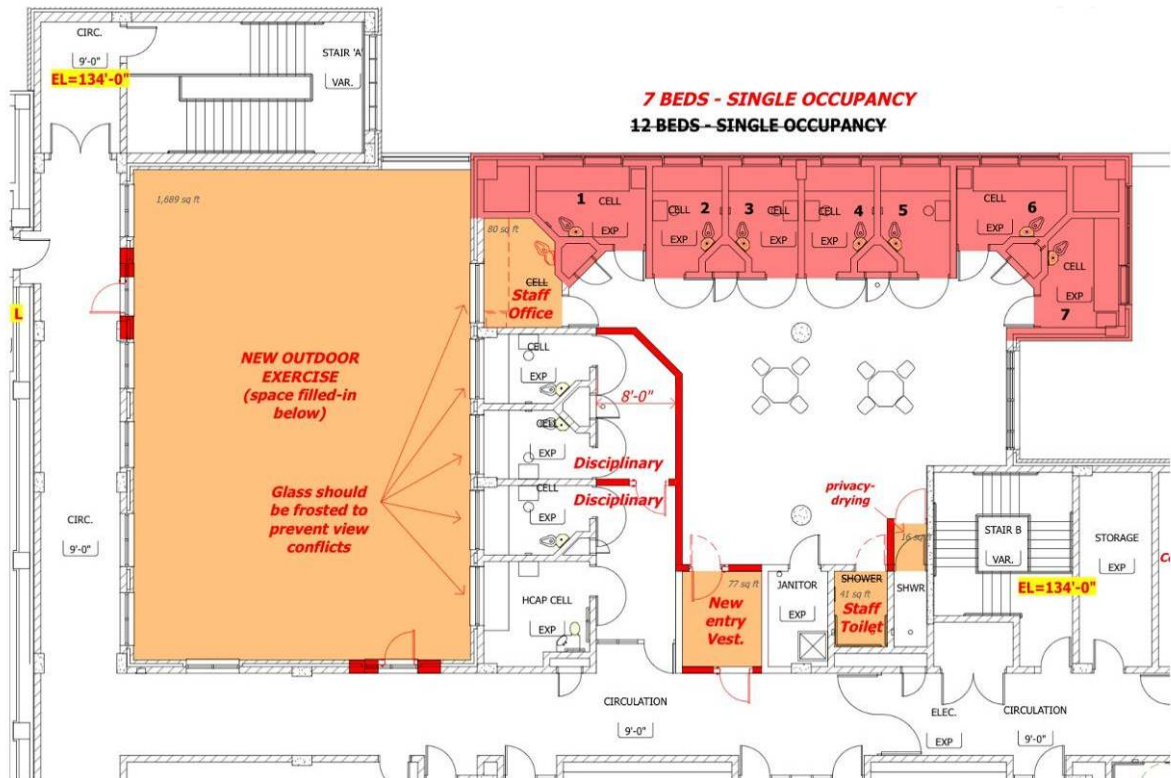


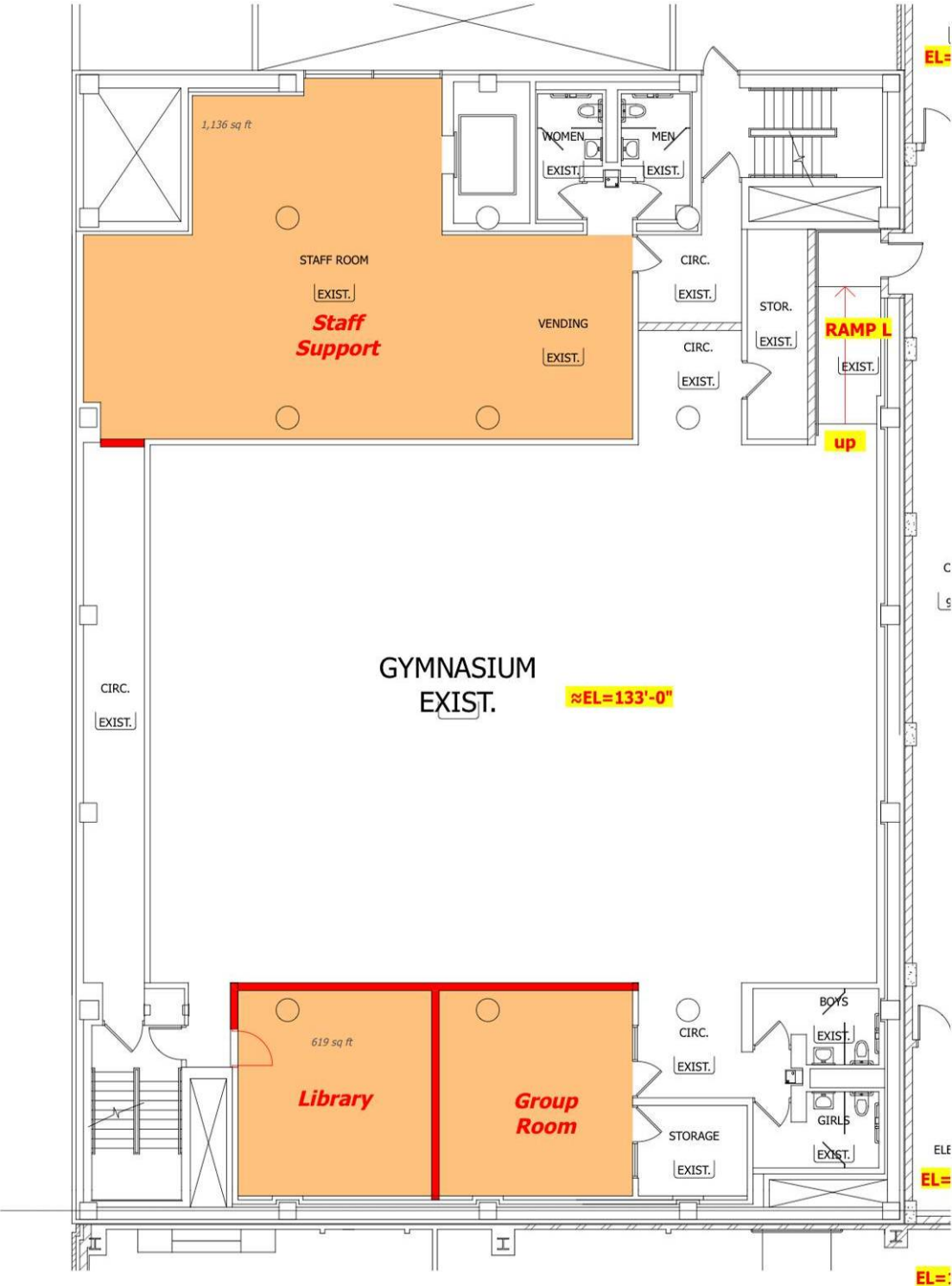


Figure 4.12



- c. Referring to the preceding drawing, one also sees that the housing unit adjacent to the new outdoor area is modified. Four of the west wall cells are converted to disciplinary detention rooms. A fifth is converted to a staff counselor office. Because all of them abut the outdoor exercise area, it is recommended that the glass in the windows be obscured so that views between the exercise area and the cells are eliminated. To meet national ACA Standards, this would mean that each cell needs to have both a window for natural light and a view to the outside. Skylight installed into these cells would meet the ACA Standard. The remaining changes to the housing unit are identical to those made to the 3<sup>rd</sup> floor unit immediately below. This in part means that only seven, rather than eight cells are obtained.
- d. The 4<sup>th</sup> floor gymnasium is retained but it is suggested that library/office space adjacent to it be subdivided into a smaller library-office and a group room. These spaces are awkward to reach since they must be accessed through the gym. They are also subject to noise transfer from the gym. See the drawing below.

Figure 4.13



- e. Referring to the drawing above, the 4<sup>th</sup> floor lobby-vending area can be converted to either staff support or additional office space. This change is made possible by the 3<sup>rd</sup> floor lobby changes made earlier.

### Advantages and Disadvantages

Advantages and disadvantages for the BTT part of this option are the same as those described in Option 1. Therefore, only the advantages and disadvantages of the JDC renovations are presented below.

The Advantages of the JDC renovations are that:

- a. The JDC operation remains adjacent to the courts, accessible via public transportation, and in its traditional, recognized place.
- b. Significant space is made available for other county uses on the 2<sup>nd</sup> floor.
- c. JDC operations are consolidated among three floors rather than four.
- d. A legitimate intake-reception area is created.
- e. Many identified shortcomings are rectified.
- f. Improves the safety and efficiency of the JDC operations.
- g. The facility is updated to better meet currently defined needs.

The Disadvantages of the JDC renovations:

- a. Radical renovations are required to meet contemporary standards.
- b. The renovation of both the abandoned and retained areas will be expensive.
- c. The facility will still be an inefficient multi-level facility that is also staff intensive.
- d. Renovations will likely have to occur in phases, which is likely to make the process extend over many months.
- e. Renovations will inevitably occur in the midst of on-going operations, particularly in the 3-story exercise atrium, thus creating security issues, sound conflicts, and cleanliness issues.
- f. Special needs cells will be developed in less than optimal conditions in terms of cell number and surveillance capabilities.
- g. Current parking and access problems will remain unresolved
- h. Once renovations are made by other County departments on the 2<sup>nd</sup> floor, the reuse of that space by the JDC for re-expansion, if needed, will be very costly and disruptive.

Overall, the renovation of the JDC will be difficult, disruptive, time consuming and costly. At the end of the effort, the JDC will be a smaller but improved facility but it will, unfortunately, not meet Ramsey County's objectives. This is so because of a. its multiple floor operation results in an inefficient and staff-intensive operation, b. general residential and special needs housing fail to meet operational objectives set for the project, and c. limitations on future expansion.

### Option 3. New Standalone JDC and BTT Facilities on Separate Sites

One option for the county is to build a new JDC and BTT on separate, yet-to-be-determined sites as they are currently on different sites. The difference is that each facility would be built to meet the space needs for each facility without the compromises of inadequate sites or existing buildings.

It is assumed that the BTT site would accommodate a new BTT facility, roadways, parking and significant land area for outdoor activities. For the purposes of this analysis the assumed activities are soccer and softball, just as is now provided at BTT.

#### Advantages and Disadvantages

The Advantages of Option 3 are that:

- a. The facilities would be new and thus be fully compliant with contemporary standards and best practices.
- b. The facilities would fully satisfy the County's program objectives and be fully compatible with the system's current philosophy.
- c. There are no limitations from existing sites or existing buildings to inhibit proper facility and site development or future expansion.
- d. Separate facilities allow the selection of sites that best serve the needs of each facility's target populations, program goals and unique constituencies.

The Disadvantages of Option 3 are that:

- a. New sites have to be identified and purchased if not already owned by the County.
- b. New sites may be opposed by the public due to NIMBY (Not in My Backyard).
- c. Overall costs will be higher than they will be for a co-located project because of duplicate site acquisition costs, duplicate site development costs, and duplicate operational and administrative functions.
- d. This option vacates the downtown JDC site thus separating the JDC from the juvenile courts and convenient downtown public transportation.
- e. It is a more remote location for police officers bringing juveniles to the JDC facility.
- f. This location might be more difficult to access at short notice for the family members of JDC detainees.
- g. The BTT site, and its significant aesthetic and psychological advantages, is abandoned.

#### **Option 4. Co-located New JDC, New BTT, Ancillary Services and Shared Services**

In this option, a new BTT and a new JDC would be built and co-located on a single site. The organizational concept of this option would be that both facilities would share support services and some administrative staff.

The consultants have examined four strategies of providing this co-located campus:

- a. As new facilities on a new site.
- b. As new facilities on the existing BTT site on available open land.
- c. As new facilities that demolishes Kohler Hall and uses its site.
- d. As new facilities that renovates Kohler Hall as detention space.

Each of these variations on this Option is evaluated below.

#### **Option 4a. New Co-located JDC-BTT Facility at a New Site**

In this variation, totally new facilities are built on a new, and at this time, unknown site. It is estimated that the new site should be between 17 and 20 acres of regularly shaped, designable land in order to accommodate the co-located buildings, roadways, parking and outdoor activity areas. For the purpose of this option, it is assumed that the outdoor activities would include a soccer field and a softball diamond just as is currently available at BTT.

Below is a concept diagram that shows how the required space, parking, and outdoor activity space might be developed on an adequately-sized and configured site.



Figure 4.14



Advantages and Disadvantages

The Advantages of Option 4a are that:

- a. It would be less expensive to co-locate these new facilities than to construct and operate 2 stand-alone facilities (Option 3).
- b. These facilities would be more efficient if co-located as they would have lower capital and utility costs.
- c. The facilities would be new and thus be fully compliant with modern standards and practices.

- d. The facilities would fully satisfy the County's program objectives and be fully compatible with the system's current philosophy.
- e. There will be no limitations caused by existing sites and existing buildings.
- f. There would be ample expansion opportunities, if needed.
- g. The main BTT and the JDC would be abandoned for other purposes or demolished to make way for other needed county facilities.

The Disadvantages of Option 4a are that:

- a. A new, large site has to be identified, and purchased if not already owned by the County.
- b. It may not be feasible to find a site that satisfies the interests of both BTT and JDC stakeholders because of their differing needs.
- c. A new site may be opposed by the public.
- d. This option vacates the downtown JDC site which separates the JDC from the Juvenile Court and convenient downtown public transportation.
- e. The BTT site, and its significant aesthetic and psychological advantages, is abandoned.

#### **Option 4b. New Co-located JDC-BTT at the BTT Site – Kohler Hall Untouched**

This Option 4 variation would target using the same existing BTT site as that described in Option 1. The primary difference is that it attempts to fit both JDC and BTT needs together in new, co-located facilities on the same limited available BTT land area in a single-story format, which is the recommended objective. The other objective is to leave Kohler Hall untouched and functional during a single phase construction effort (the simplest and most cost-efficient construction).

The building concept tested is sited on the existing soccer field to the southwest of Kohler Hall on what is relatively flat land. It is also sited to avoid utilities wherever possible and to allow for the uninterrupted operation of Kohler Hall during construction.

However, by taking this approach the available land is too limited for a single-story development and expansion of either the JDC or the BTT is blocked unless expansion is vertical. With the later removal of Kohler Hall only the JDC can be expanded horizontally with the siting approach shown. Therefore, it is the consultant's opinion that the available land area is insufficient to accommodate a new single level co-located JDC-BTT facility with the required parking and with the new programs that are being considered (Day Treatment, Juvenile Detoxification).

To better understand this conclusion, see the simple block diagram below and realize that an actual design is likely to be much more irregularly shaped and thus not fit "as well" as that shown. Further, it should be noted that the roadways and perhaps even parts of the building, that are shown would be cutting into a steeply rising hillside thus requiring the extensive construction of retaining walls. With so much of the site eaten up by building, it would be very difficult to find room for all of the staff and public parking required (it is estimated that only 60 to 80 new cars of parking could be added).

Figure 4.15



The only available approach to addressing the lack of land on this site, while still leaving Kohler Hall undisturbed, is to adopt a two-story approach to providing the needed space. Second floor functions for the BTT and JDC operations would most likely be program, education, staff support, information management, and staff training functions. However, another approach would be to design residential areas on the second floor. In a second phase, the architect should probably test both options before a design direction is selected, assuming the county is willing to abandon its single-level facility goal.

The diagram below shows how a co-located facility might fit, and be developed, on the available BTT site if it were developed as a two-story facility. It shows extensive new roadways which allow the building to be sited so that public parking is more safely located between the access road and public parking and so that intake and delivery activities and deliveries occurs out-of-view of the public at the rear of the building. As previously stated, an irregularly shaped design, as opposed to the simple large blocks shown, will put more stress on the site.

Figure 4.16



Even though the two-story concept seems to fit better, the consultant still views this option as less desirable operationally and difficult, though not necessarily impossible, to achieve in terms of attaining an effectively designed facility with adequate parking.

**Advantages and Disadvantages**

The Advantages of Option 4b are that:

- a. It would be less expensive to co-locate these new facilities than to construct and operate 2 stand-alone facilities (Option 3).
- b. These facilities would be more efficient if co-located as they would have lower capital and utility costs.
- c. The facilities would be new and thus be fully compliant with modern standards and practices.
- d. Users of the BTT facilities and program would continue to go where they have always gone for their activities.
- e. The aesthetic and psychological virtues of the BTT site would be retained and extended to JDC youth.

- f. The main BTT and the JDC facilities would be abandoned for other purposes or demolished to make way for other needed county facilities.

The Disadvantages of Option 4b are that:

- a. The site is too small for a single level facility development and needed parking.
- b. There is very little room for expansion if it is needed, with demolition of Kohler Hall required to attain it.
- c. To place the co-located facility here it will have to be a two-story development which conflicts with current County objectives, although even a two-story facility may prove problematic.
- d. The site loses the availability of a soccer field for resident activities.
- e. This option vacates the downtown JDC site which separates the JDC from the Juvenile Court and convenient downtown public transportation.

**Option 4c. New Co-located JDC-BTT at the BTT Site while demolishing Kohler Hall**

This Option 4 variation would target using the existing BTT land to the southwest of Kohler Hall plus demolishing Kohler Hall as a way of enlarging the site. This project would have to be constructed in phases to allow Kohler Hall to function until replacement facilities are completed.

In this strategy the new BTT beds needed to replace Kohler Hall would be built and opened in phase 1, Kohler Hall would be demolished in phase 2, and the new JDC would be built in phase 3. This approach would offer the best chance to achieve a single-story building, with parking, that meets all program objectives on the limited land available.

Figure 4.17



### Advantages and Disadvantages – Single Story Solution

The Advantages of Option 4c are that:

- a. It would be less expensive to co-locate these new facilities than to construct and operate 2 stand-alone facilities (Option 3).
- b. These facilities would be more efficient if co-located as they would have lower capital and utility costs.
- c. The facilities would be new and thus be fully compliant with modern standards and practices.
- d. The facilities would fully satisfy the County's program objectives and be fully compatible with the system's current philosophy.
- e. New, standards-compliant facilities would be provided in a single level configuration.
- f. The aesthetic and psychological virtues of the BTT site would be retained and extended to JDC youth.

- g. The main BTT and the JDC would be abandoned for other purposes or demolished to make way for other needed county facilities.
- h. The construction would not be disruptive to existing operations.

The Disadvantages of Option 4c are that:

- a. The new facilities are still a fairly tight fit on the available property, a fit that might become more difficult if irregular shapes are needed to adequately design the facilities.
- b. Expansion opportunities would be extremely limited and perhaps unavailable.
- c. Overall, this would be a more expensive construction option than simply building a new BTT on this site, or co-locating on a new site because of the phasing and the required demolition of Kohler Hall.
- d. Because of the phasing, this project could easily take another year to complete than a single phase facility.
- e. Many site utilities would have to be re-located.
- f. This option vacates the downtown JDC site which separates the JDC from the Juvenile Court and convenient downtown public transportation.

**Option 4d. New Co-Located JDC and BTT Facilities at the BTT Site with Kohler Hall Renovations for JDC Functions**

Like Options 4b and 4c this site option co-locates the JDC and BTT operations at the BTT site. The chief difference with this option is that to relieve site pressures, to maximize the use of existing assets, and to reduce overall project costs it re-uses and renovates Kohler Hall.

This concept takes the chief criticism of Kohler Hall and turns it into an asset. During the consultants' review of the facility, the chief criticism of Kohler Hall was that it was "detention-like", and thus not conducive to the correctional philosophy and programs of BTT. All involved in the discussions about this building, including the consultants, agreed with that assessment. However, reviewing it in the context of JDC detention operations, the facility becomes much more palatable to consider as part of future operations. Specifically, the 10 bed residential units of Kohler Hall are essentially standards-compliant. Their main drawback is that they are lacking in the aesthetics and feel recommended by standards and preferred by professionals and consultants involved in juvenile justice operations and design. The 10 bed units can easily be reduced to the 8-bed units by taking two of the cells in each of the units and converting them to storage spaces, office spaces, and/or counseling rooms that support the residential areas. As a result, the residential units, whose space in the dayroom already exceeds standards by a considerable margin, become even more generous in space allocation. An aesthetic re-do using different materials, textures and colors as well as improved lighting can certainly upgrade the therapeutic appearance of these spaces to that of a more modern juvenile detention facility. Improvements in the mechanical and engineering systems may also be needed.

Kohler Hall was planned to allow for the addition of two 10 bed units. If these units are developed identically to the existing two units, including the reduction from 10 beds to 8 beds as discussed above, the base of 4, 8-bed detention units targeted for future JDC bed needs is readily achieved. Far less land is used to attain the same result as that intended with Option 4a.

The consultants believe that Kohler Hall also has an adequately-sized gymnasium (2,382 sf, or about ½ of a high school basketball court) for short-term detainees which should be considered an asset since it too can be improved in terms of its appearance, acoustics, and lighting at far less expense than it would be to create new space.

The support core space at Kohler Hall is very small and limited and thus, in the current situation is a significant drawback. However, this becomes an asset in the sense that it represents only a small amount of the space needed and thus, in and of itself, does not become a significant deterrent to developing this option. Though renovating that space may present some difficulties, particularly if some of the walls are structural, it would seem that the small amount of space there could be utilized in some productive way.

For example, one way to use the two cells in the core area of Kohler Hall is as seclusion cells. The adjacent open space that was intended for intake could be reconfigured to serve as a dayroom. The existing control center could become the control center for the new JDC and be electronically linked to the overall master control center in the shared portion of the facility

In short, it seems that after a more detailed review of the facility and the site the deficiencies of Kohler Hall are not so great that they should stand in the way of seriously considering its reuse as an option for detention should the JDC be co-located with a new BTT at this site.

Issues related to the fitness of the building and its mechanical systems could be examined further by a full architectural and engineering team. However, again one might find that the costs of making necessary improvements is considerably less than building all new JDC operations.



The diagram below shows how Option 4d might be developed as a single-story facility on the BTT site assuming the reuse of Kohler Hall as part of the JDC solution. It appears to fit no better than Option 4c which suggests, again, that achieving a single-story facility with adequate parking will be a challenge perhaps too great to surmount, particularly if a more irregular shape than that shown is developed.

Figure 4.18



The consultant also studied a two-story solution to see how much of a difference it made in site utilization, and thus feasibility. The diagram below shows that it would make a positive impact and increase the chances that the facilities would fit on the site. (See below.)

Figure 4.19



**Advantages and Disadvantages – Single Story Solution**

The Advantages of Option 4d are that:

- a. It would be less expensive to co-locate these new facilities than to construct and operate 2 stand-alone facilities (Option 3).
- b. These facilities would be more efficient if co-located as they would have lower capital and utility costs.
- c. The facilities would be fully compliant with modern standards and practices.
- d. The facilities would satisfy the County's program objectives and be compatible with the system's current philosophy.
- e. The existing asset of Kohler Hall is used rather than abandoning and/or demolishing it.
- f. Overall project costs should be less than those of Option 3, 4a, 4b and 4c while attaining essentially the same goal.

- g. More land area will be available for a single level building with public and staff parking than Options 4b and perhaps 4c.
- h. A limited expansion of the JDC would be possible.
- i. The main BTT and the JDC facilities would be abandoned for other purposes or demolished to become available by other agencies.
- j. The aesthetic and psychological virtues of the BTT site would be retained and extended to JDC youth.

The Disadvantages of Option 4d are that:

- a. The new facilities are still a fairly tight fit on the available property, a fit that might become more difficult if irregular shapes are needed to adequately design the facilities.
- b. Expansion opportunities would be unavailable for the BTT.
- c. Because of the phasing, this project could easily take another year to complete than a single phase facility.
- d. Many site utilities would have to be re-located.
- e. The distances between the residential areas and new classroom space will likely be greater than with a totally new design.
- f. Public parking would probably be developed in such a way that the distance to the lobbies from the bulk of the parking would be greater than that with Option 3.
- g. The amount of new parking created would have to be greater because the parking next to Kohler Hall would be eliminated.
- h. In order to fit the building and the roadways on the site, especially the roadways to the rear of the buildings, some additional retaining wall work might be required.
- i. This option vacates the downtown JDC site which separates the JDC from the Juvenile Court and convenient downtown public transportation.

#### **Option 4 Summary**

These co-located facilities can be best designed to provide needed space, parking, outdoor activity areas, and expansion on a new site rather than on the existing BTT site. Working to achieve these ends on the existing BTT site presents a far greater challenge that could end with disappointing results even though a beautiful and known site is preserved and overall project costs could be less, particularly when site costs are included.

#### **Option 5. Renovated JDC as described in Option 2 and construction of a new BTT in partnership with Hennepin County.**

Option 5 is Option 2 with a partnership agreement with Hennepin County to construct a new BTT serving both Ramsey County and Hennepin County youth. This option is being discussed by both counties.

#### **Option 6. Renovated JDC as described in Option 2 and closing BTT**

Option 6 is essentially the same as the JDC portion of Option 2. This would result in the housing of 53 youth by 2022 in facilities outside the County, which the consultants believe have major programmatic drawbacks.

#### 4.2.5. Preliminary Capital Cost Estimates

Construction and project cost estimates (capital cost estimates) are presented in this section as "preliminary" estimates for each option to highlight the differential costs between the options, thus these estimates are not detailed cost projections. Cost projections can only come after a. a final detailed space program is developed for the selected facility and option, b. the site is established and all necessary research about site conditions is conducted, and c. an actual design is developed.

The consultants' projections are based on the estimation of new construction costs, renovation costs, and a project cost percentage applied above the construction costs. Project costs will vary based on site and design challenge because they cover the costs of such items as site acquisition, site development, building demolition, utilities removal and relocation, architect and engineering fees, the costs of site surveys and soil tests, and the acquisition of unattached furniture, fixtures and equipment. The costs of phasing have to be taken into account because of time delays and the costs of inflation. Again, all these detailed costs can be better calculated when more decisions are reached. For now, the consultants relied on their extensive experience with building projects to provide preliminary capital cost estimates and project costs that take into account the various issues discussed in this report.

As far as site acquisition factors are concerned, there are none with Options 1 through 4 because the County owns all of the land and/or facilities involved.

All costs are projected in current dollars because it is unknown whether or when projects will move forward. Therefore, it is impractical to speculate upon future costs until future dates are actually known. However, the costs will likely escalate over time even though in recent year's construction cost inflation has not been a great factor given the current economic downturn.

The table below summaries the preliminary construction and project cost estimates that the consultant has generated for the options described above. Operational costs are not included because the new staffing model has not yet been approved by the Department.

**Table 4.4  
PRELIMINARY CAPITAL COST ESTIMATES FOR COMPARISON PURPOSES**

	New Construction Cost a	Renovation Costs b	Project Costs c	Phases d	Phasing Factor e	TOTAL COSTS f	LOW COST ESTIMATE g	HIGH COST ESTIMATE h
OPTION 1 - JDC Status Quo; New BTT at BTT site	\$15,600,000	\$0	\$1,725,000	1	1.0	\$17,325,000	\$14,721,250	\$19,928,750
OPTION 2 - Renovated JDC; New BTT at BTT site	\$15,600,000	\$2,000,000	\$1,900,000	multiple @ JDC	1.02	\$19,886,500	\$16,903,525	\$22,869,475
OPTION 3 - New Stand-alone JDC & BTT facilities at separate new sites *	\$28,450,000	\$0	\$3,700,000	1	1.0	\$32,150,000	\$27,327,500	\$36,972,500
OPTION 4a - New Co-located JDC & BTT at a new site*	\$26,775,000	\$0	\$2,750,000	1	1.0	\$29,525,000	\$25,096,250	\$33,953,750
OPTION 4b - New Co-located JDC & BTT at BTT site (Kohler Untouched).	\$27,125,000	\$0	\$2,775,000	1	1.0	\$29,900,000	\$25,465,000	\$34,335,000
OPTION 4c - New Co-located BTT and JDC with Demolished Kohler Hall at BTT site	\$27,075,000	\$0	\$2,775,000	3	1.05	\$31,315,000	\$26,615,250	\$36,014,750
OPTION 4d - New Co-located BTT and JDC with Renovated Kohler Hall at BTT site	\$22,975,000	\$892,750	\$2,480,000	3	1.05	\$27,675,000	\$23,521,250	\$31,828,750
OPTION 5 - Renovated JDC, and new BTT in partnership with Hennepin **	\$15,600,000	\$2,000,000	\$1,900,000	multiple @ JDC	1.02	\$19,886,500	\$16,903,525	\$22,869,475
OPTION 6 - No in-county BTT; Renovated JDC	\$0	\$2,000,000	\$175,000	multiple @ JDC	1.20	\$2,606,500	\$2,215,525	\$3,127,800

\* Additional costs related to site acquisition, site demolition, utilities extension, and on-site existing building demolition are unknown.

\*\* The cost impact of Hennepin County's participation is unknown.

As this table demonstrates:

- The highest capital cost to Ramsey County is Option 3 (New Stand-alone JDC and BTT on Separate Sites).
- The lowest capital cost to Ramsey County is Option 6 (No BTT with Renovated JDC).

The consultants project that the most operationally efficient and potentially less operational costs to Ramsey County are Options 4a – 4d (New Co-located JDC and BTT on the Same Site).

**4.2.5.1 Capital Cost Avoidance by Implementing the New Service Model**

It is projected that Ramsey County will need to build a 53-bed BTT if it fails to implement the New Service Model. By implementing this New Service Model, it is projected that a 38-bed BTT would be needed along with the development of less restrictive options as was described in Volume 3.

The consultants estimate that a 38-bed BTT will result in less capital costs than building a 53-bed BTT. Additionally, the consultants estimate that operating a 38-bed BTT will result in less staff costs because it saves approximately 2 housing pods by implementing this New Service Model. This new staffing model is also estimated to reduce the potential for assaults, escapes and riots thus reducing potential costly litigation against the County.

Below is an estimate of the general capital cost avoidance for BTT achieved by adopting the New Service Model instead of continuing the Baseline Model. The Baseline Model in this table is the projected number of youth to be housed in BTT by 2022 if Ramsey County fails to implement new programs or policies. It is estimated that \$6.9 million in capital costs will be avoided by the County.

**Table 4.5**

**CAPITAL COSTS AND COST AVOIDANCE  
BASELINE MODELS vs. NEW SERVICE MODELS**

53 bed Baseline Model - New Building	\$24,400,001
38 bed New Service Model - New Building	\$17,500,000
Cost Avoidance	\$6,900,000

#### 4.2.6 Core Values to Evaluate Each Option

The Table on the following page evaluates each of the options against core values that improves program effectiveness and operational efficiency of the BTT and JDC. The number one option with the most advantages is Option 4a (New Co-located JDC & BTT at New Site). The Table that follows rates each option against each of the core values and gives each option and core value a score. This evaluation was used to arrive at the consultants' recommendation of the Best Option that meets the most core values.



**Table 4.6**  
**Option Evaluation Summary**  
 Rated on Scale of 1 (poor) to 5 (excellent)

	a	b	c	d	e	f	g	h	i	j	k	l	m	n	o	p	q	r	SCORE	OPTION
OPTION 1 - JDC Status Quo; New BTT at BTT site	3	3	2	5	5	1	1	3	5	3	3	3	3	3	3	3	5	4	58	1
OPTION 2 - Renovated JDC; New BTT at BTT site	3	3	3	5	5	1	1	3	5	4	4	3	3	4	3	3	5	4	62	2
OPTION 3 - New Stand-alone JDC & BTT facilities at separate new sites	4	3	5	4	4	1	1	3	5	4	4	1	5	5	5	5	5	5	69	3
OPTION 4a - New Co-located JDC & BTT at a new site	5	5	5	5	5	5	4	5	3	5	5	2	5	5	5	5	4	4	82	4a
OPTION 4b - New Co-located JDC & BTT at BTT site (Kohler Hall Untouched).	2	2	2	5	5	5	4	5	3	5	5	2	1	5	1	2	2	4	60	4b
OPTION 4c - New Co-located BTT and JDC with Demolished Kohler Hall at BTT site	3	3	3	5	5	5	4	5	3	5	5	1	2	5	2	3	2	4	65	4c
OPTION 4d - New Co-located BTT and JDC with Renovated Kohler Hall at BTT site	3	3	3	5	5	5	4	5	3	5	5	2	2	5	2	3	2	4	66	4d
OPTION 5 - Renovated JDC, and new BTT in partnership with Hennepin	4	4	2	5	5	1	1	4	3	4	4	3	3	3	3	3	5	4	61	5
OPTION 6 - No in-county BTT; Renovated JDC	2	1	2	1	1	1	1	2	2	3	3	5	3	2	3	1	5	2	40	6

#### 4.2.7 General Site Criteria

One possibility for the County is to seek new sites for meeting the JDC space needs, the BTT space needs, Ancillary Services or combined. Toward that end, the consultant suggests the following basic site selection criteria.

For a new BTT facility, the site criteria would include:

- a. A site of approximately 10 to 15 acres to allow for the development of a single level facility, facility expansion, adequate and separated public and staff parking, delivery accesses, sally port access, and sufficient setbacks from property lines.
- b. A site that is physically and psychologically reinforcing and that allows for maximum separation of adjudicated youth housed in the Boys Totem Town and the pre-adjudicated youth housed in the Detention Center.
- c. A site that allows for adequate outdoor exercise and play area to allow for team sports.
- d. A site that allows for the location of Ancillary Services such as Day Treatment, Electronic Monitoring, Intensive Wraparound, etc.
- e. A site that allows some visual security and privacy from the surrounding neighborhood.
- f. A site which is near public transportation that facilitates participation in critical facility programming.

For the siting of a new JDC facility, the following criteria would include:

- a. A sufficiently-sized site in the area of from 7 to 10 acres that allows for a single level facility, facility expansion, separated public and staff parking, sufficient delivery access to the facility, drive-through sally port access to the facility, and outside exercise and play facilities, and
- b. Closest possible proximity to juvenile court facilities, the primary arresting agencies, and public transportation routes that facilitate family access to the site.

##### 4.2.7.1 Evaluation of the Ramsey County Correctional Facility (RCCF) Site

The consultants were charged with examining the site where the Ramsey County Adult Correctional Facility is located for the site of any new juvenile programs and facilities. The land around the RCCF is considerable, and since the RCCF can potentially supply food, laundry, and mechanical support services, the consultants visited the site to see if it might be appropriate to locate a BTT, a JDC, or co-located facilities and programs on the site.

After reviewing the site and obtaining input from RCCF staff, the consultants recommend that this site not be considered for location of either juvenile facility or programs in the future.

The primary reasons for this recommendation are as follows:

1. There was no location on the site where one could guarantee that there would be no physical and visual contact between juveniles exercising outdoors and adult inmate workers working on the RCCF property. The Juvenile Justice and Delinquency Prevention Act mandates complete separation of juveniles from adults, even intermittent contact. This site would violate this JJDP Act and best practices.
2. The consultants believe that co-locating Ramsey County's juvenile facilities and programs next to an adult facility sends the wrong message to youth and their families. The goal of the juvenile justice system is to rehabilitate the youth thus altering their delinquency patterns. Co-location with an adult corrections facility associates children too closely with adult criminals thus adding to the contamination of children.
3. The parcel most suitable and furthest away from the RCCF and Carver Elementary School was a site that had an irregular contour on which it would be more difficult to site a facility, the outdoor play space needed by the correctional facility (softball and soccer), parking and access roadways.
4. The site would need to be accessed at the top of a rise on Lower Afton Road where the road also curves nearby. Given less than desirable views and the relatively high speeds at which cars pass the site, it struck the consultants as a potentially dangerous and difficult access point for either a public driveway or a public transportation stop that could involve small children.

For these reasons, the consultants do not recommend considering this site for future juvenile facilities or programs.

4.2.8 Images of Contemporary Juvenile Facilities

# Johnson County Youth & Family Services Center, Olathe, Kansas (National AIA Citation)







# Multipurpose Juvenile Services Center Hamilton County, IN Noblesville, IN (National AIA Award)









## North Carolina Juvenile Treatment Center Raleigh, NC



# Connecticut Girl's Treatment Facility Bridgeport, CT



# Girls Multipurpose Treatment Center Vista Maria, Inc. Dearborn, MI



## Delaware Multi-purpose Juvenile Detention Facility Milford, DE (National AIA Award)



# Sacramento, CA Juvenile Justice Center



## Sedgwick County, KS Juvenile Justice Center

