The background image shows the interior of a jail. In the foreground, there are several white, hexagonal tables with attached circular stools, arranged in rows. The floor is a light-colored, polished concrete. In the background, there are rows of jail cells with metal bars and small windows. The ceiling is high with exposed pipes and lights. A large, semi-transparent orange rectangle is overlaid on the upper half of the image, containing the title and date in white text.

Escambia County Jail Site Evaluations

October 15, 2015

Escambia County Jail – Site Evaluations

Agenda

- **Integration Of Best Practices**
- **Preliminary Program And Concepts**
- **Overview Of Candidate Sites**
 - **Palafox And Airport Blvd**
 - **Brent Lane**
 - **Mid-town Commerce**
- **Comparative Analysis and Cost Implications**
- **Recommendations**

Integration of Best Practices

Integration of Best Practices

- Direct Supervision
- Service Delivery at Housing Unit
- Open Booking/Waiting & Streamlined Intake/Transfer/Release Process
- Housing Targeted to Classifications - Sub-groupings within Unit
- Optimization of Housing Unit Types/Sizes – Single Cell, Double-Cell, Multi-Occupancy/Mini-Dorms
- Unit Management / Distributed Span-of-Control
- Passive Observation “Peripheral” Vision
- Borrowed Light – Rear Chase Access for Maintenance
- Quality of Environment – Inmates and Staff Alike
- Apparent Density
- Integrated Treatment & Security Team for Special Needs Population

Operational concepts targeted at improved effectiveness and efficiency

Integration of Best Practices

- Direct Supervision



Staff in direct control of facility with an emphasis on interpersonal skills

Principals of Direct Supervision

1. *Effective Supervision*
2. *Competent Staff*
3. *Safety of Staff and Inmates*
4. *Manageable and Cost Effective Operations*
5. *Effective Communication*
6. *Classification and Orientation*
7. *Justice and Fairness*

Escambia County Jail – Site Evaluations

Integration of Best Practices

- Service Delivery at Housing Units

- ❑ Food Service
- ❑ Laundry Exchange
- ❑ Recreation
- ❑ Medical Screening
- ❑ Visiting
- ❑ Counseling
- ❑ Programs
- ❑ Commissary
- ❑ Barber
- ❑ Information Kiosks



Inmates only leave housing units for significant medical, court appearance, and/or release.

Escambia County Jail – Site Evaluations

Integration of Best Practices

- Open Booking/Waiting & Streamlined Intake/Transfer/Release Process
 - Improved Arrestee Processing
 - Open Booking/Waiting
 - Expanded Classification Analysis
 - Improved Information System
 - Diversion Program Presence
 - Video Arraignment & Secure Courtroom Capability



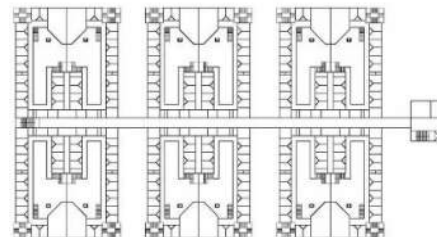
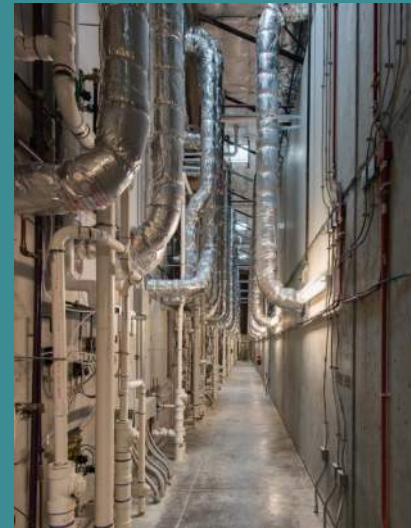
Officers back on the street in 20 minutes or less – temporary waiting/holding for those likely to be released



Escambia County Jail – Site Evaluations

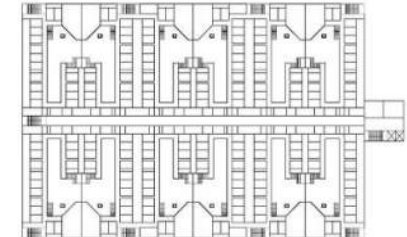
Integration of Best Practices

- Borrowed Light – Rear Chase Access for Maintenance
 - Reduced Footprint & Building Perimeter
 - Cell windows often covered by inmates to limit observation
 - Higher Ambient Light in Dayrooms, Where it is Needed
 - Allows Rear Chase Maintenance Access Outside Security
 - Eliminates Y-Chase Construction & Doors/Access Panels
 - Improves Visibility into Cells
 - Reduces Energy Consumption



Site Coverage 84,020 sf
Perimeter 2,330 lf

Site Coverage
Perimeter



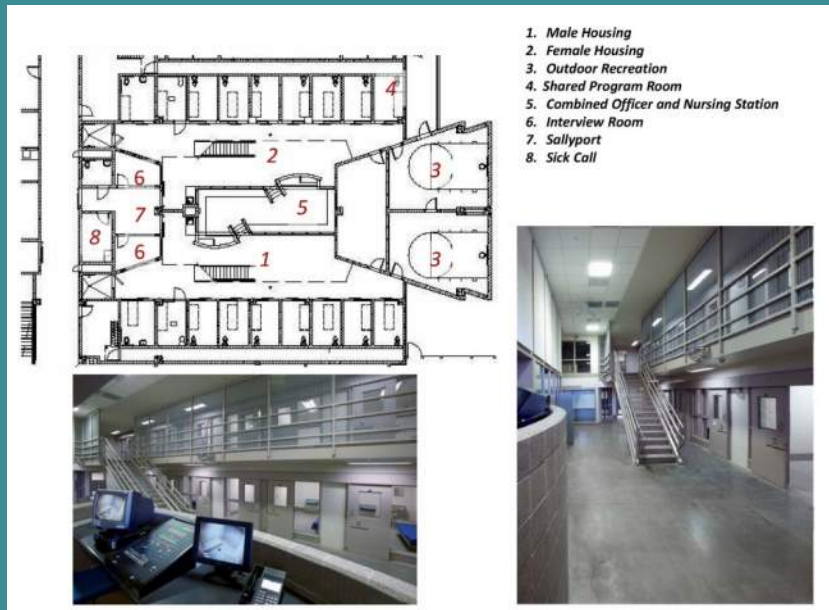
Site Coverage 63,620 sf
Perimeter 1,239 lf

24% reduction
46% reduction

Escambia County Jail – Site Evaluations

Integration of Best Practices

- Purpose Built Special Needs Areas
 - Acute Mental Health
 - Step Down Housing Units
 - Juveniles Charged as Adults
 - Medically Needy
 - Segregation



*Integrated Security, program
& treatment services*



Preliminary Program and Concepts

Preliminary Program – Conceptual Approach for Site Evaluation

- 2 Phases of 700 +/- beds each
- Site should allow for long-term future expansion if needed
- Reduce Movement – Compact Facility
- Separate Staff & Visitor Parking
- Minimize Public Exposure of Housing Units
- Separate Public, Intake and Service Access
- First Phase to include “chassis” (support) for ultimate build-out
- Support functions (food service & laundry to be centralized at new facility

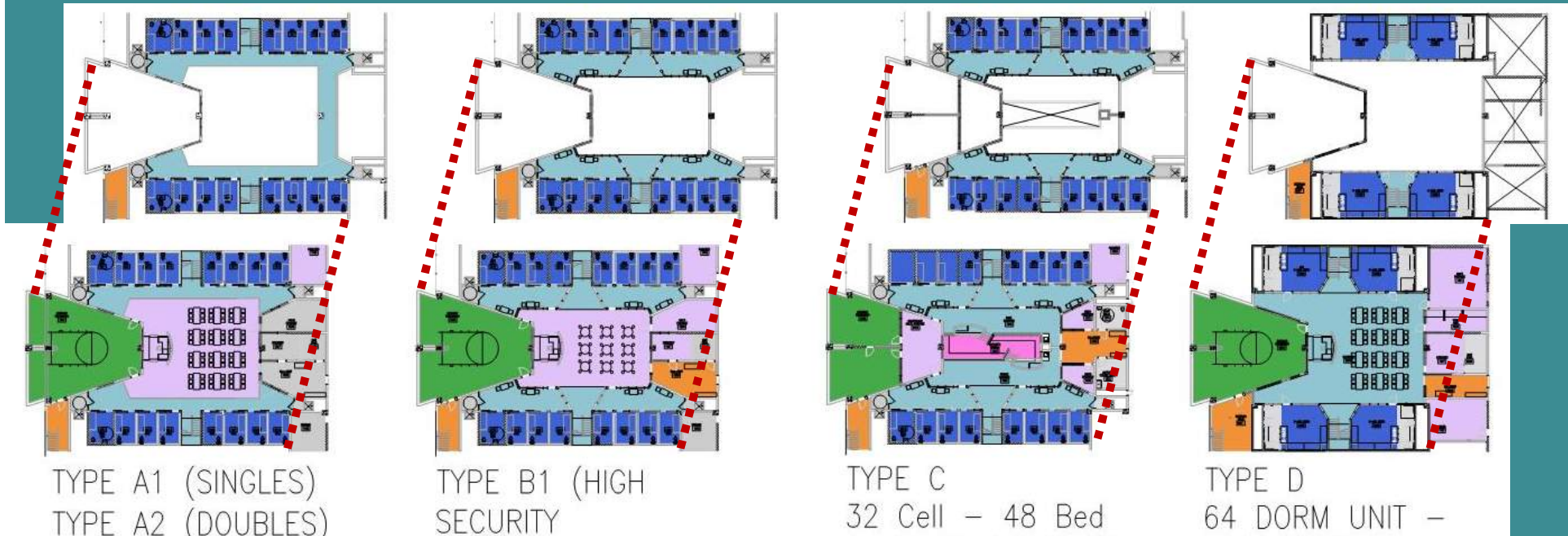
Escambia County Jail – Site Evaluations

Preliminary Program - Housing Distribution/ Future for Planning

		Cells/ Unit	Operational Capacity	Rated Capacity	Maximum Capacity
Phase I Housing Distribution/ Capacity					
Maximum Security Cell Unit	1	32	32	48	64
General Population Cell Unit	1	32	48	48	64
General Population Cell Unit	3	32	192	192	192
Acute Care MH Cell Unit	1	32	32	48	64
General Population Multi-Occupancy Cell Unit	6	8	384	384	384
Total Units	12		688	720	768
Juvenile Separation Housing Unit	1	16	32	32	32
TOTAL PHASE I CAPACITY			720	752	800
Phase II Housing Distribution/ Capacity					
General Population Cell Unit	4	32	192	192	256
General Population Cell Unit	2	32	128	128	128
General Population Multi-Occupancy Cell Unit	6	8	384	384	384
Total Units	12		704	704	768
TOTAL PHASE II CAPACITY			704	704	768
TOTAL PHASE I & PHASE II CAPACITY			1,424	1,456	1,568
Future Expansion Capability					
General Population Cell Unit	2	32	96	96	128
General Population Multi-Occupancy Cell Unit	6	8	384	384	384
Total Units	8		480	480	512
TOTAL PHASE II CAPACITY			480	480	512
TOTAL PHASE I & PHASE II CAPACITY			1,904	1,936	2,080

Escambia County Jail – Site Evaluations

Preliminary Housing Organizational Concepts



Escambia County Jail – Site Evaluations

Preliminary Space Requirements

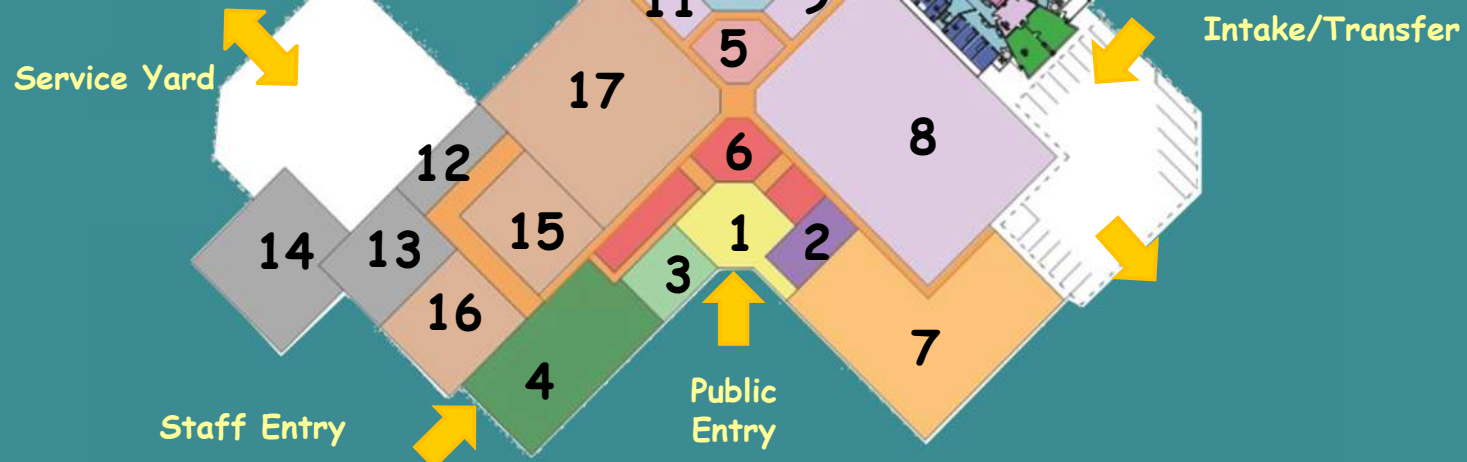
Escambia County Jail Space Requirements				
Component/ Space ID/ Name		SF		Comments
00. Site Development - 30 acres		1,306,800		Includes Public and Staff Parking - 112,700 SF
subtotal		Total Site SF - Not Building Area		
Component/ Space ID/ Name		CGSF	BGSF	Comments
Non-Housing Areas				
01 Entry Area		1,775	2,041	
02 Facility Administration		2,733	3,143	
03 Staff Services & Training		9,040	10,396	
04 ACR [Admissions/Classification/Release]		19,817	22,790	Central System Function
05 Custody Administration		1,144	1,316	Inside vs. Outside Security Envelope
06 Central Control		3,588	4,126	Includes Armory
07 Inmate Services & Programs		2,236	2,571	Central Functions, Balance in Direct Housing Support
08 Visitation		1,820	2,093	Assumes Video Visitation
09 Health Services		15,365	17,670	System wide service load
10 Mental Health Services		1,726	1,985	Adjacency to MH housing
11 Commissary		968	1,113	Assumes contracted service
12 Food Service		13,003	14,953	System wide service load
13 Laundry		3,744	4,306	System wide service load
14 Building Support		12,307	14,152	
Non-Housing Subtotal		89,265	102,655	assumes 1.15 factor for bgsf
Housing Areas				
15 Single Cell Housing Units	64	25,400	29,210	2 housing units (32 beds)
16 Double Cell Housing Units	240	49,600	57,040	3 @ 64; 1 @ 48
17 8-Person Mini-Dorm Housing Unit	384	62,400	71,760	6 64-bed units
18 Juveniles Charged As Adults Housing Unit	32	12,700	14,605	1 32-bed unit
19 Direct Housing Support		3,216	3,699	
Phase 1 Housing Subtotal		720	153,316	176,314
Total Phase 1 Building Area (Beds/CGSF/BGSF)		720	242,582	278,969
Phase 2 Housing Subtotal		704	140,016	161,019
Total Phase 2 Building Area (Beds/CGSF/BGSF)		1424	382,598	439,988

Escambia County Jail – Site Evaluations

Conceptual Organization – Phase I

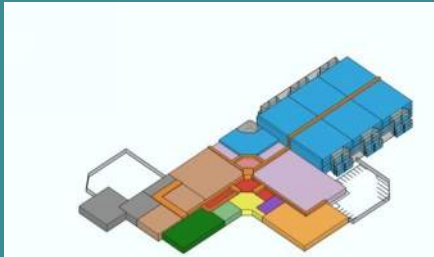
- 1 Public Lobby
- 2 Visiting/Court Access
- 3 Administration
- 4 Staff Services
- 5 Custody Administration
- 6 Control/Security
- 7 Intake/Transfer/Release
- 8 Medical/Mental Health
- 9 Inmate Programs
- 10 Juvenile Housing
- 11 Juvenile Programs
- 12 Dock
- 13 Maintenance
- 14 Central Plant
- 15 Warehouse
- 16 Food Service

Housing
12 2-Tier Units
Stacked 6 over 6

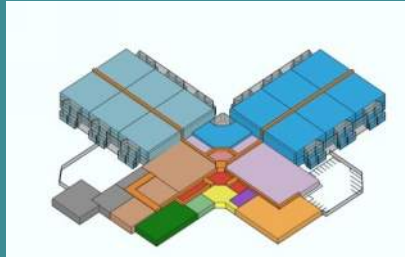


Escambia County Jail – Site Evaluations

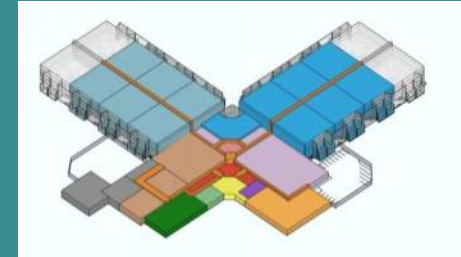
Phased Development for Site Master Planning



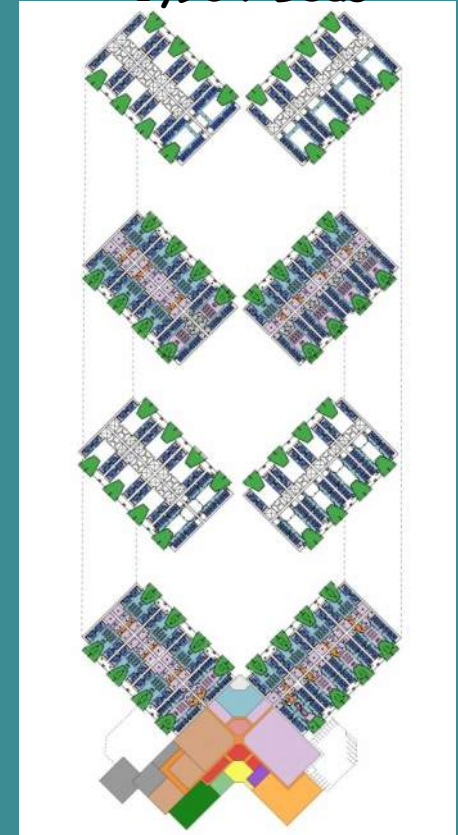
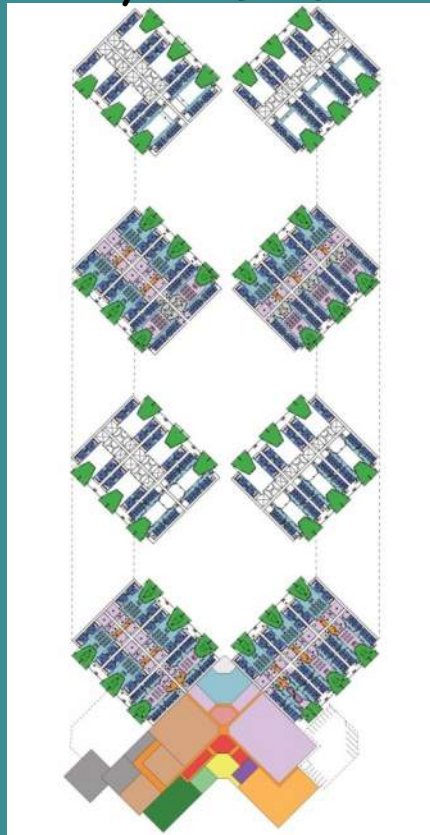
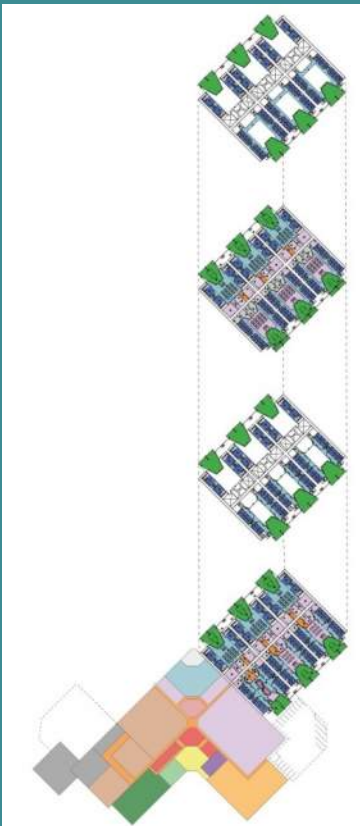
Phase I
720 Beds



Phase I & II
1,424 Beds

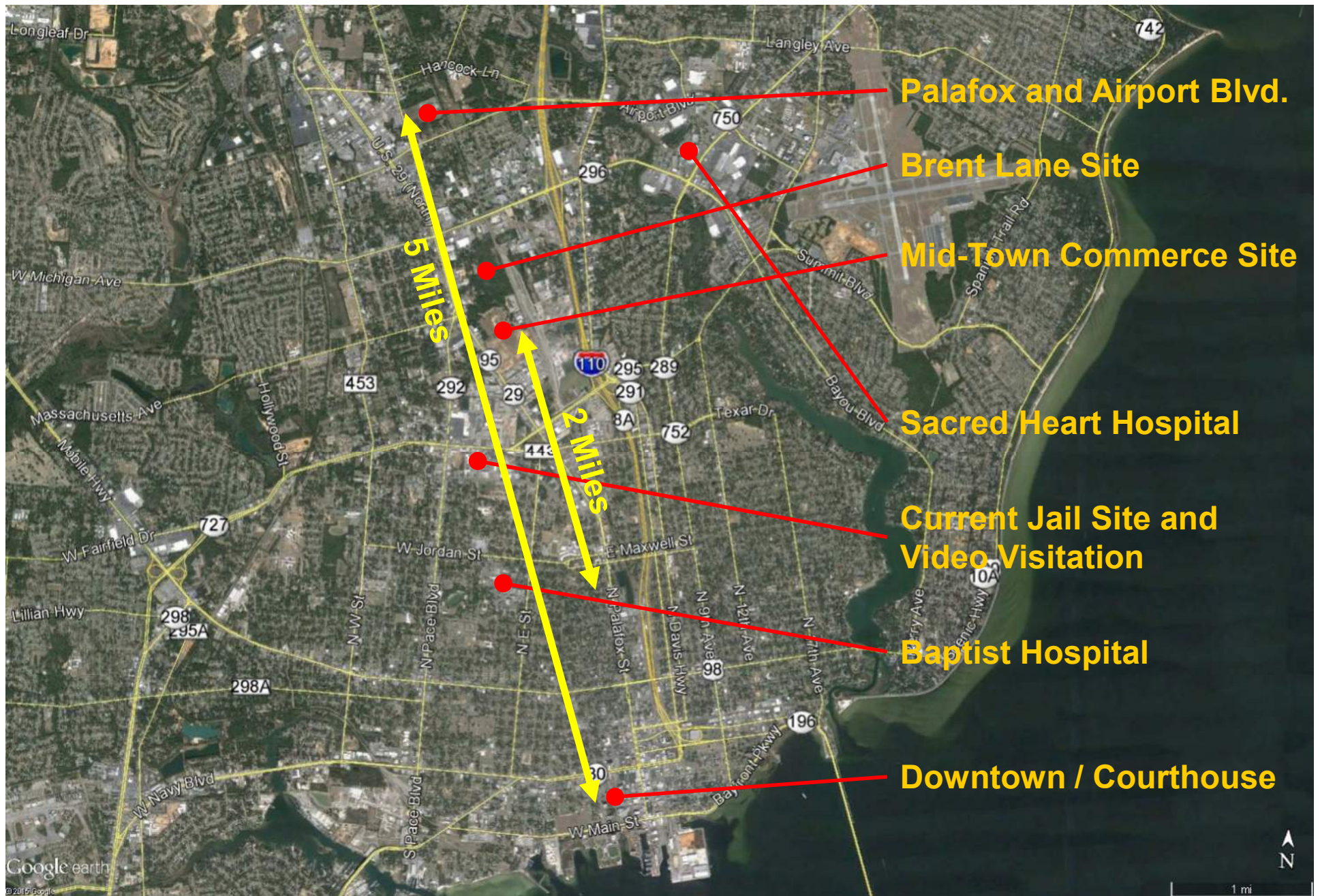


Phase I & II + Future?
1,904 Beds

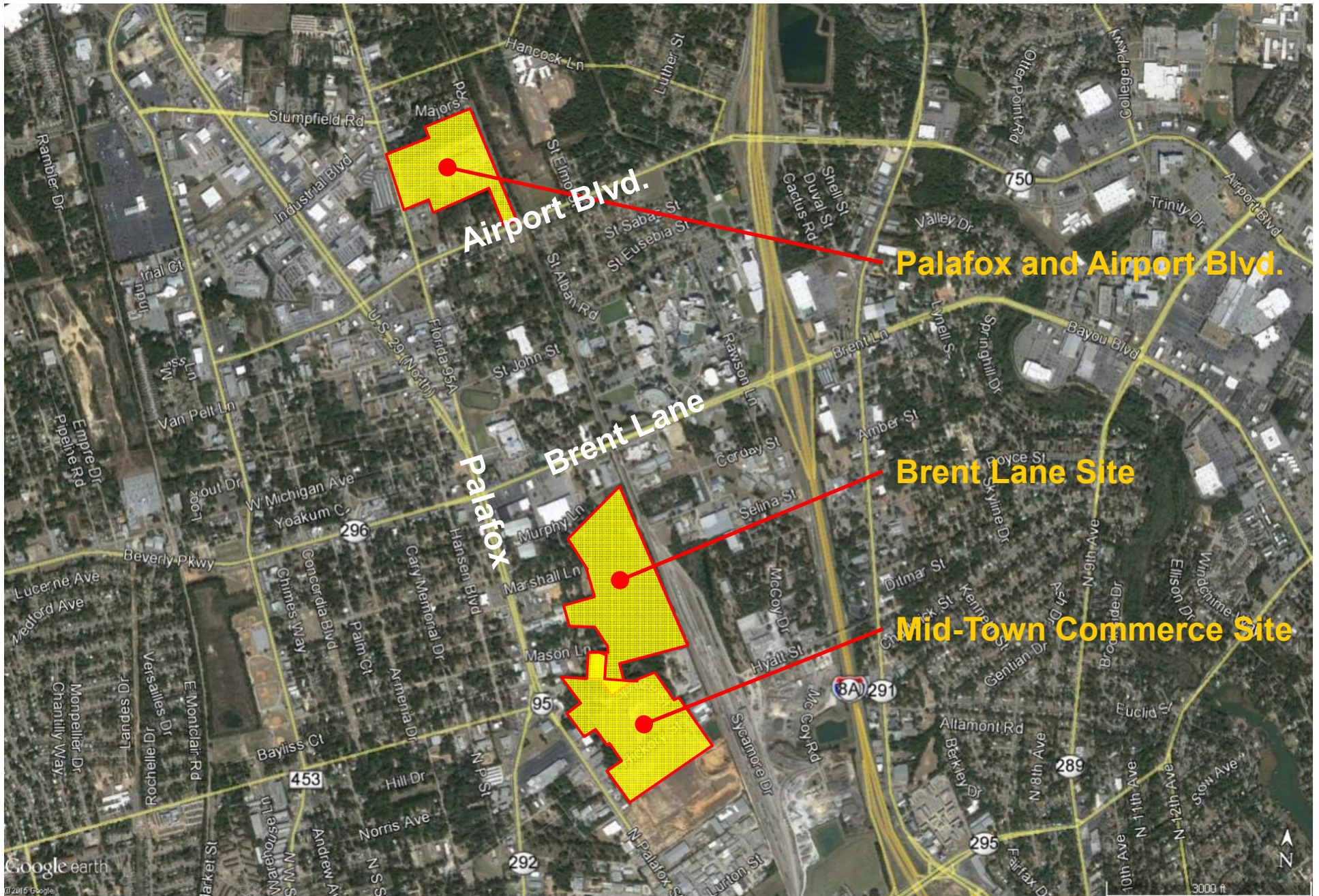


Overview of Candidate Sites

City of Pensacola – Site Location Map



The Three Sites



Escambia County Jail – Site Evaluations

Common Factors for All Sites

- Railroad line to the East that creates access boundary
- Vehicular access from Palafox
- Multiple adjacent land usages
- Access to Water, Sanitary and Electrical Utilities
- Requirement for re-zoning
- Located outside City of Pensacola limits
- Located 4-5 miles from Downtown Courthouse
- Public Transit available with Future Bus Stop
- **Visitor Traffic will be limited on all sites**



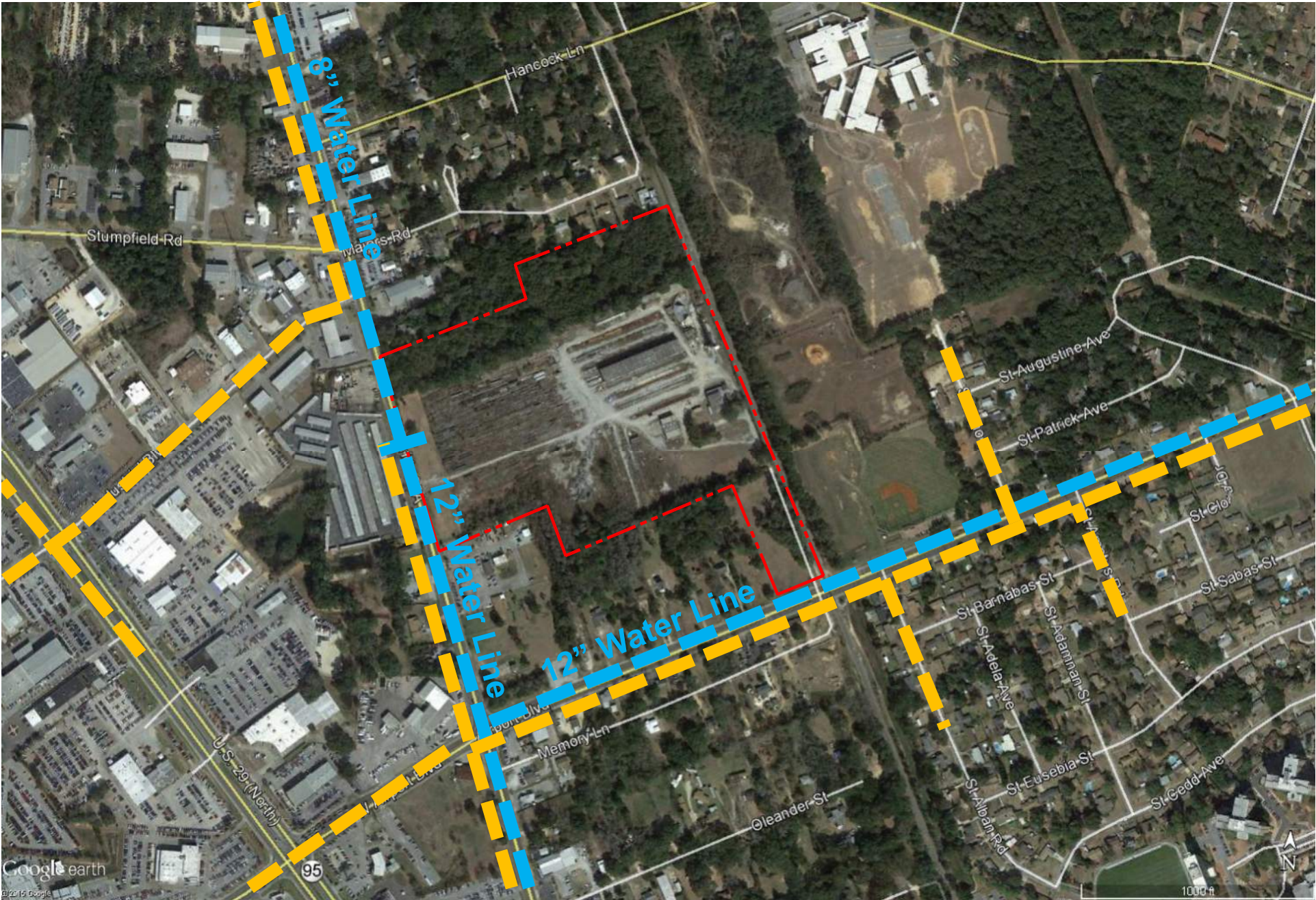
Palafox and Airport Blvd. Site



Palafox and Airport Blvd. Site



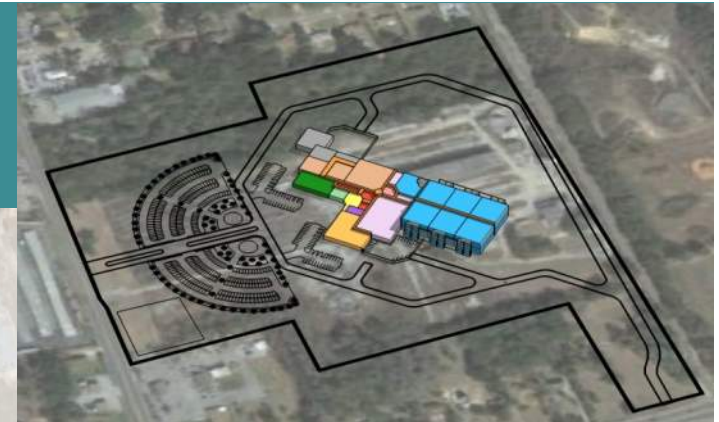
Palafox and Airport Blvd. Site



Escambia County Jail – Site Evaluations

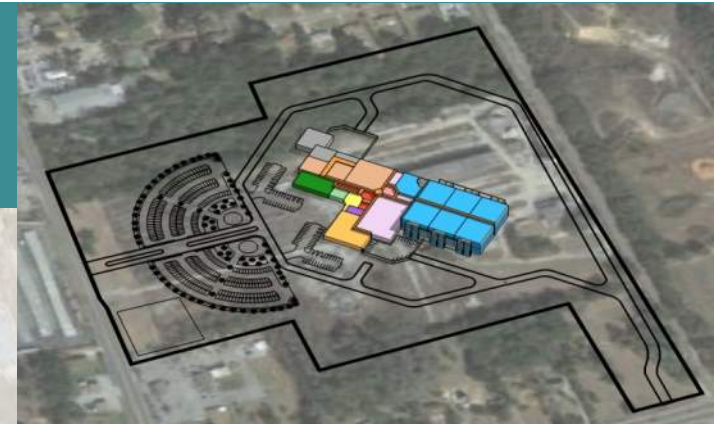
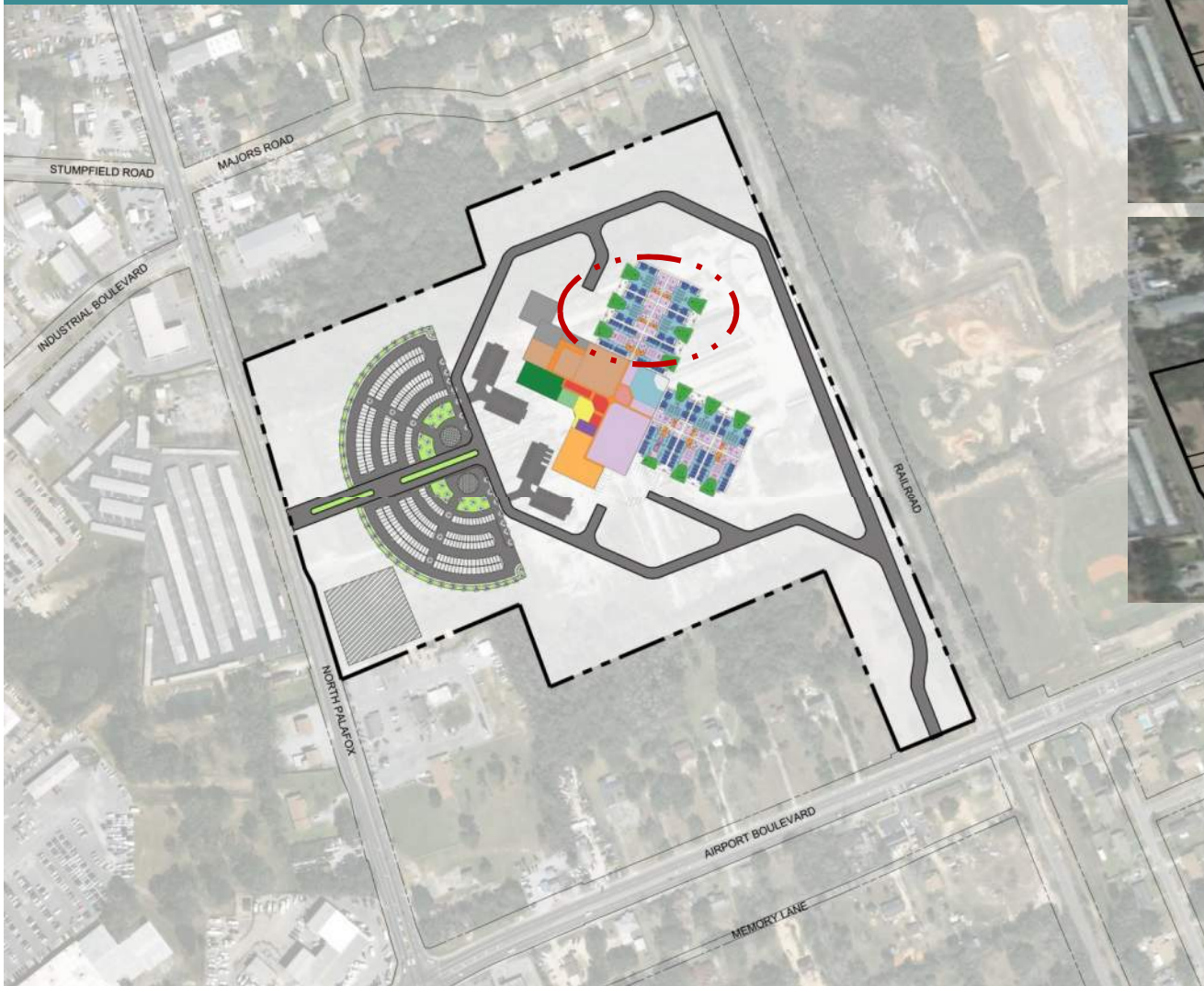
Brent Lane Site

Phase I Development – 720 Beds



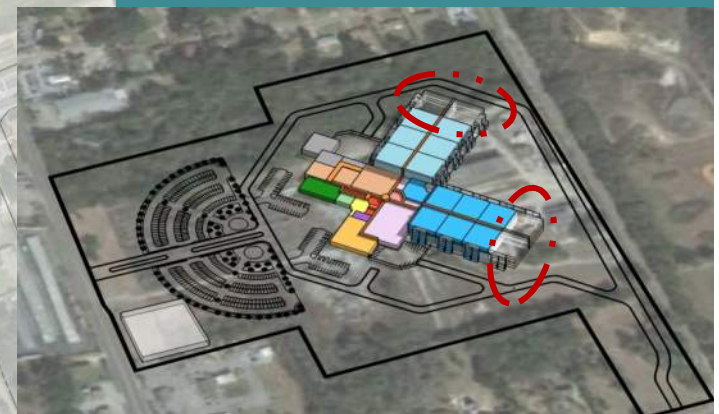
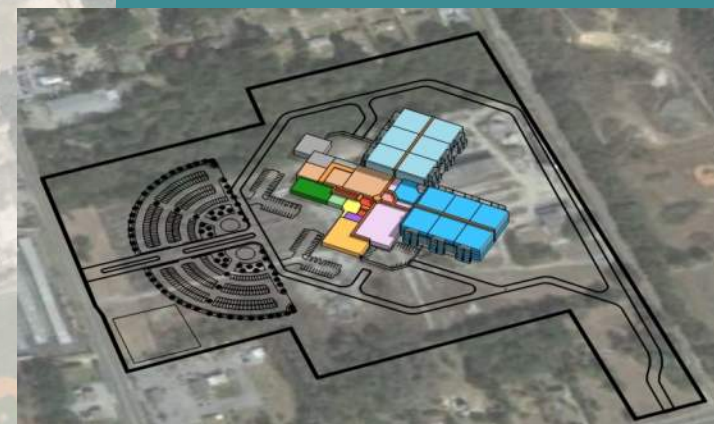
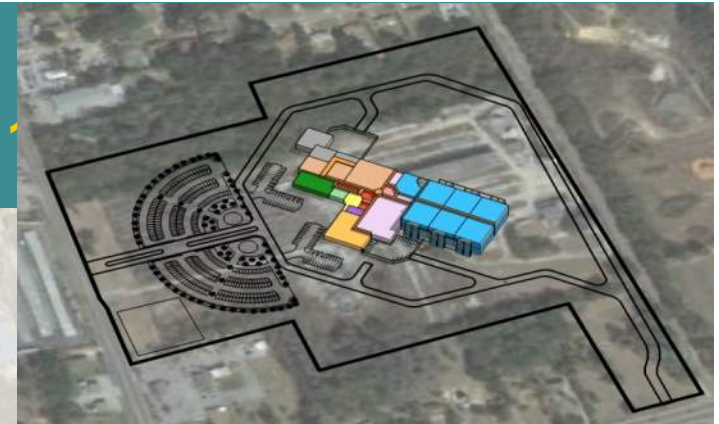
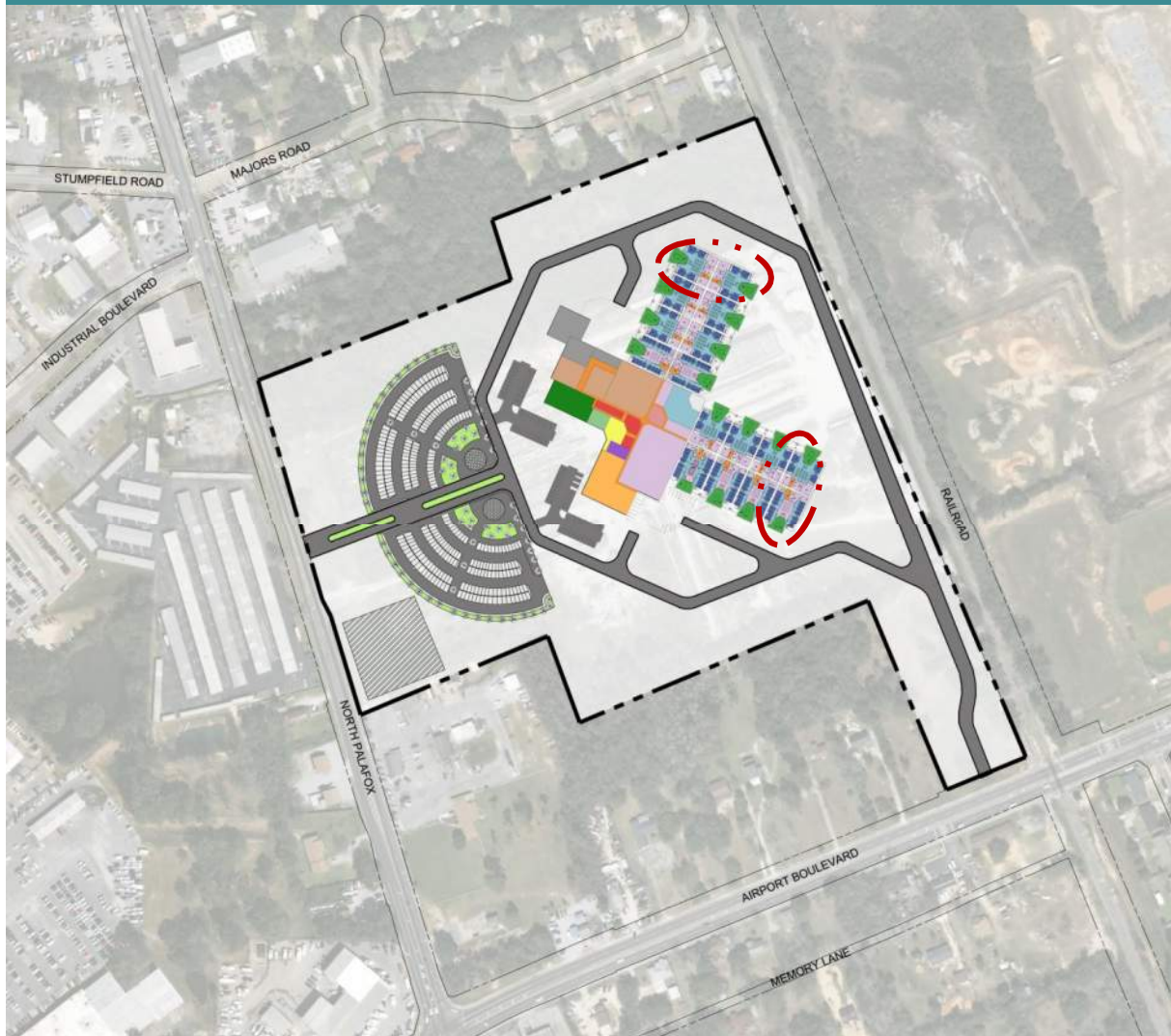
Escambia County Jail – Site Evaluations

Palafox and Airport Blvd. Site Phase I & II Development – 1,424 Beds



Escambia County Jail – Site Evaluations

Palafox and Airport Blvd. Site Phase I & II Development + Future??? Expansion



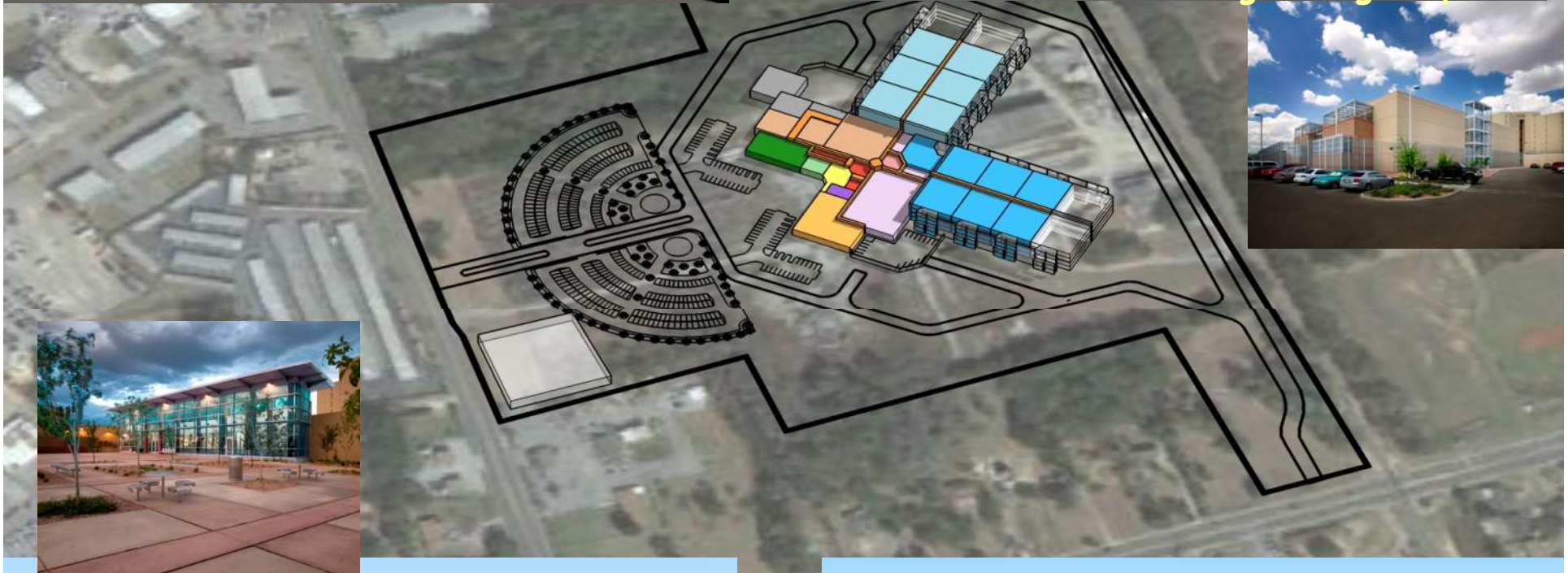
Escambia County Jail – Site Evaluations

Palafox and Airport Blvd. Site

Phase I & II Development + Future??? Expansion 1,904 Beds

View at Entry Drive From Palafox

On-Site view of Housing facing Airport



View of Entry from Plaza – Housing in Background

View from Airport Boulevard



Palafox and Airport Blvd. Site

Facts

- 35.90 acres for two parcels
- Former use – Precast concrete plant
- Acquisition costs = \$3.51 million (avg. appraised value)*

Pros

- Two separate entrance points to the site
- Limited impact to neighboring properties
- Open stormwater basin = smaller retention areas
- Northside wooded area provides visual barrier to residential neighbor

Cons

- Small Wetland area that may require mitigation
- Demolition of existing buildings & structures required
- Phase 2 Environmental Site Assessment (ESA) is recommended

Brent Lane Site



Brent Lane Site



Escambia County Jail – Site Evaluations

Brent Lane Site

Phase I Development – 720 Beds



Escambia County Jail – Site Evaluations

Brent Lane Site Phase I Development – 720 Beds



Escambia County Jail – Site Evaluations

Brent Lane Site

Phase I & II Development – 1,424 Beds



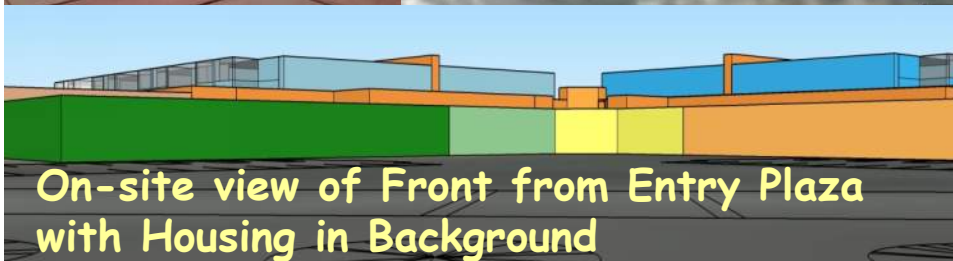
Escambia County Jail – Site Evaluations

Brent Lane Site

Phase I & II Development + Future??? Expansion 1,904 Beds

View from Palafox - Foreground
Buildings & Trees will block any View

View from Property Line @ Qinoa
Extended - Trees will block view



Brent Lane Site

Facts

- 54.13 acres from multiple parcels
- Heavily wooded and previously undeveloped
- Acquisition costs = \$2.825 million (avg. appraised value)*

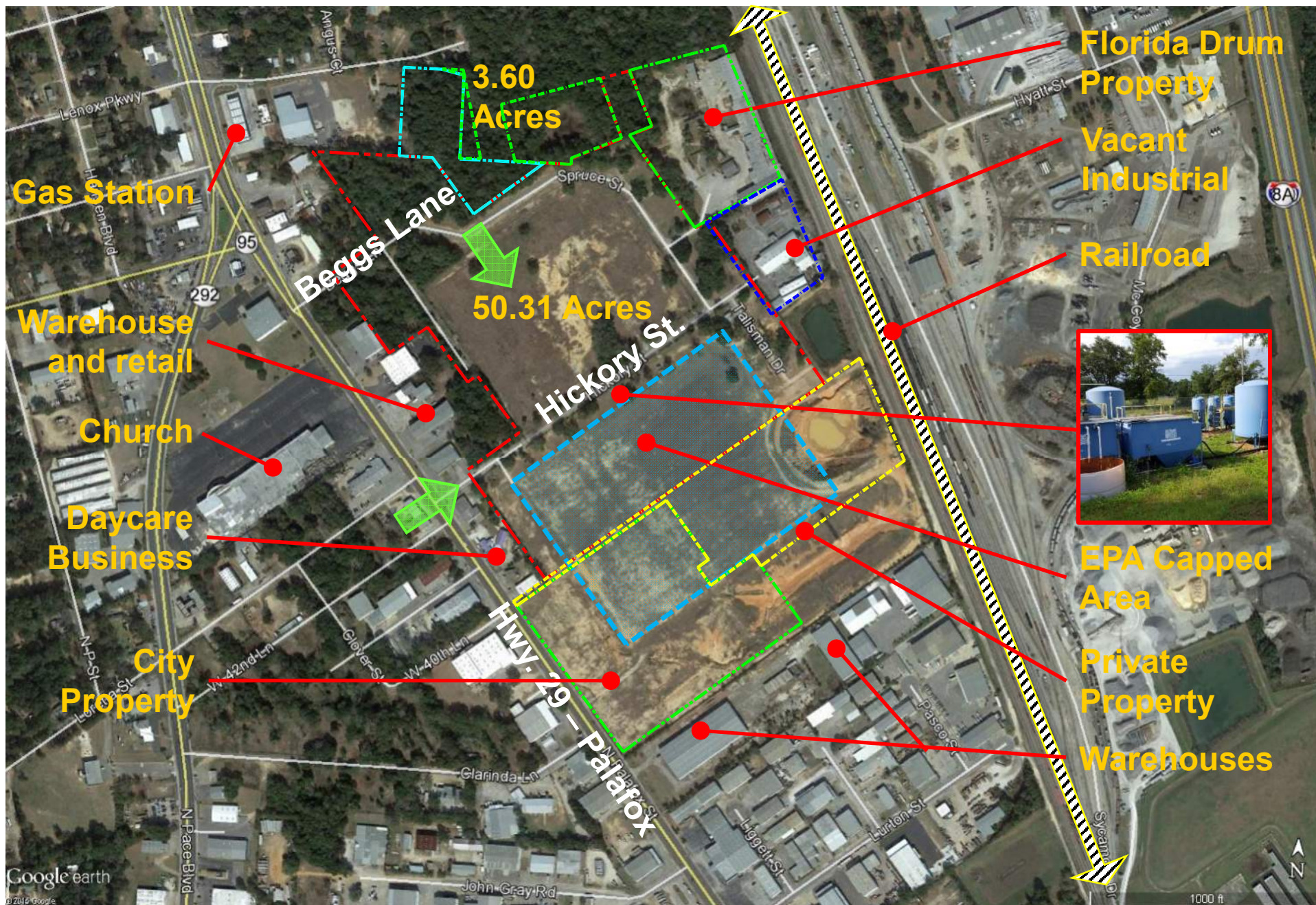
Pros

- Largest Site
- Existing trees provides a visual buffer to neighbors
- Adjacent to County Property

Cons

- Linear Development of the building required
- Sanitary Lift Station Required
- Unknown site conditions – no previous development
- Closed Stormwater basin – larger retention area required
- Site populated with large heritage oak trees
- Adjacent to multiple land uses – retail and residential
- Limited access from Marshall and Mason Lane

Mid-Town Commerce Site

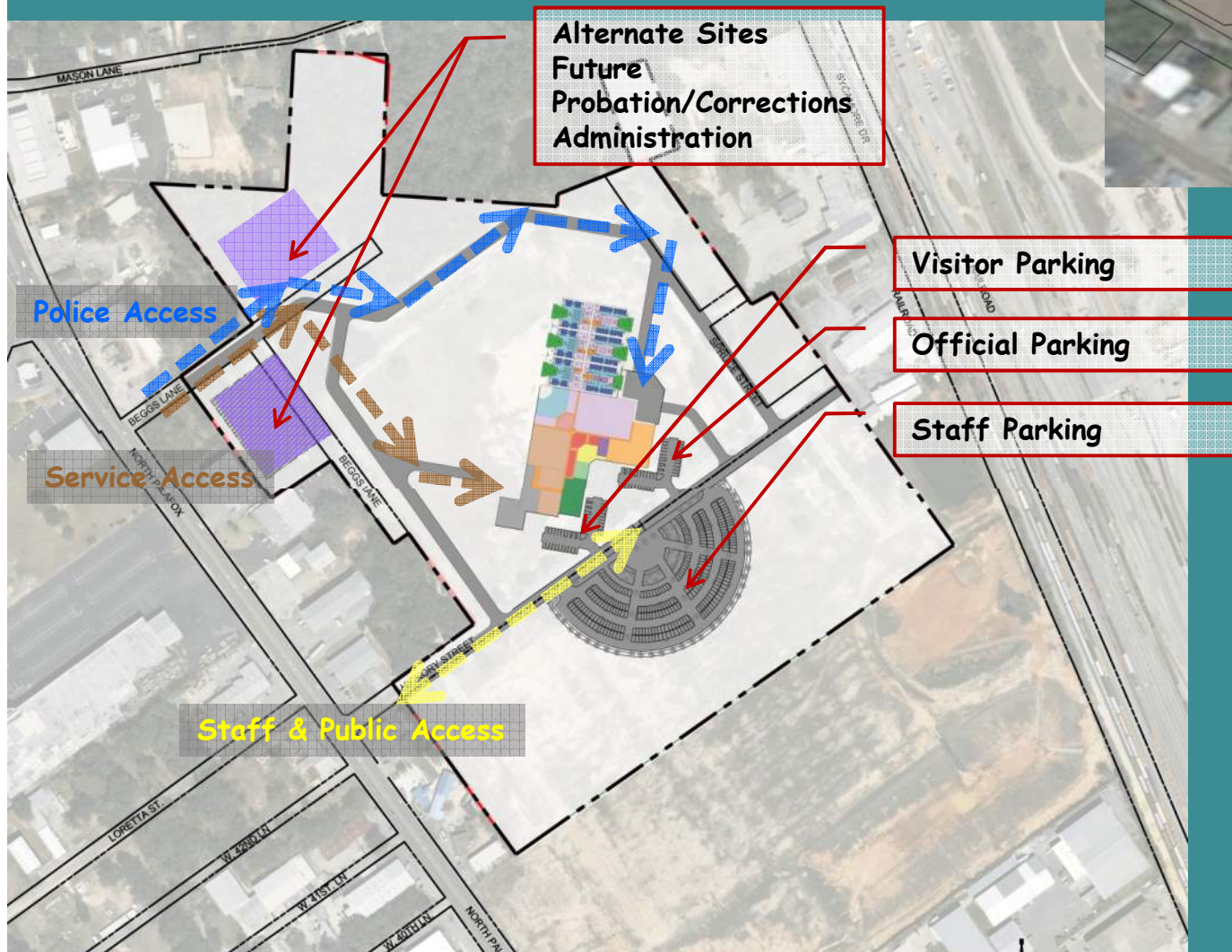


Mid-Town Commerce Site



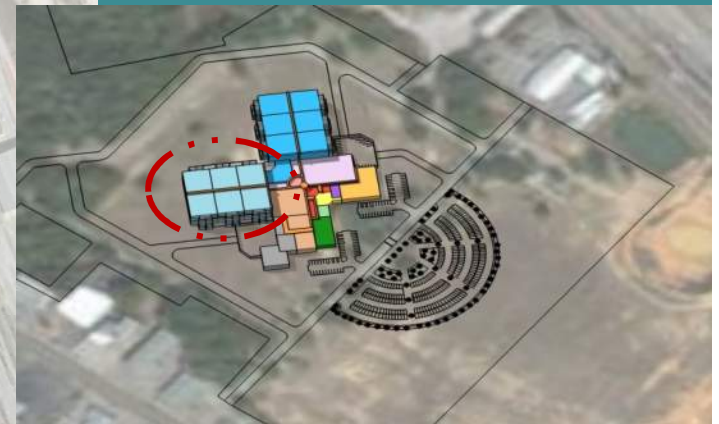
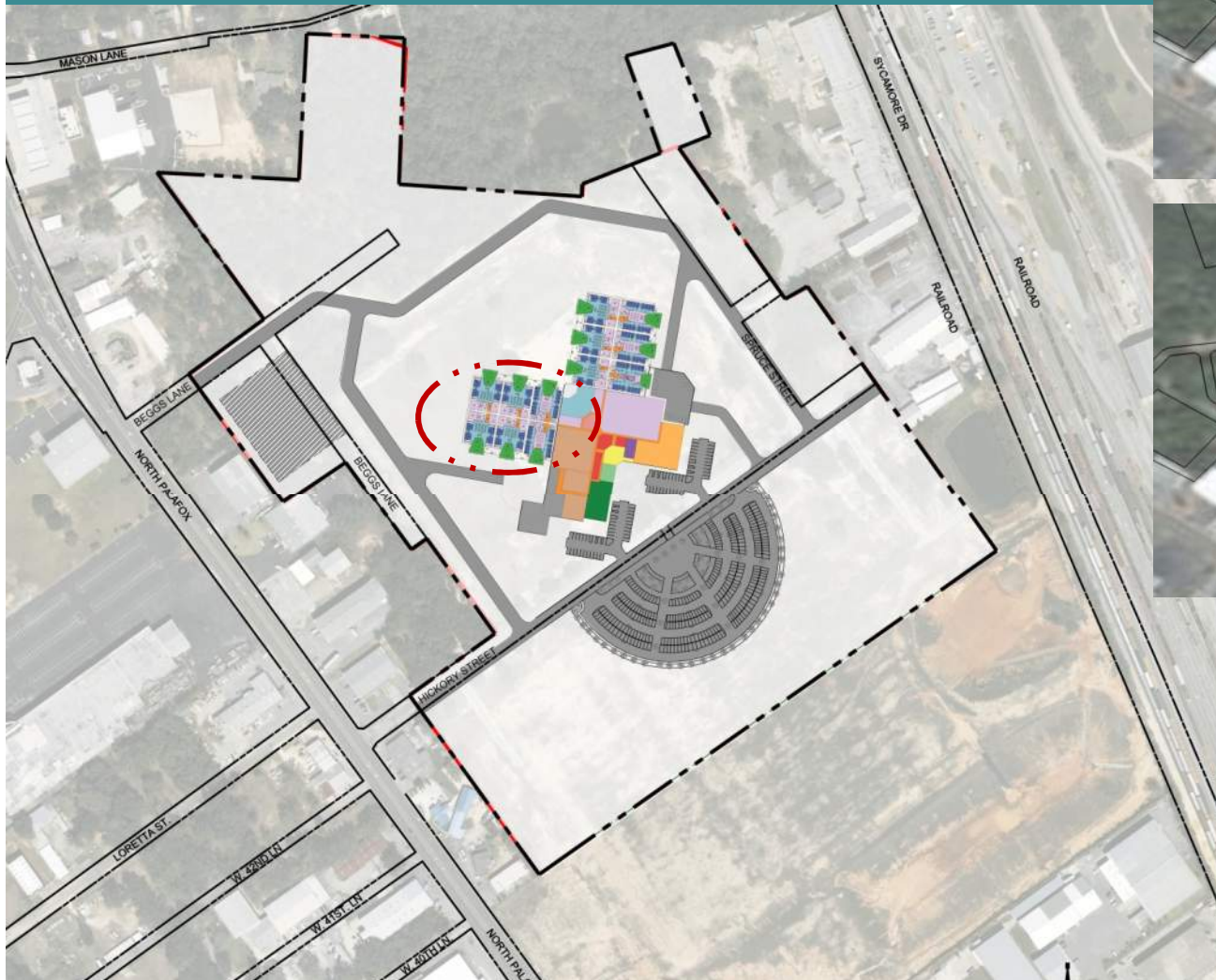
Escambia County Jail – Site Evaluations

Mid-Town Commerce Site Phase I Development – 720 Beds



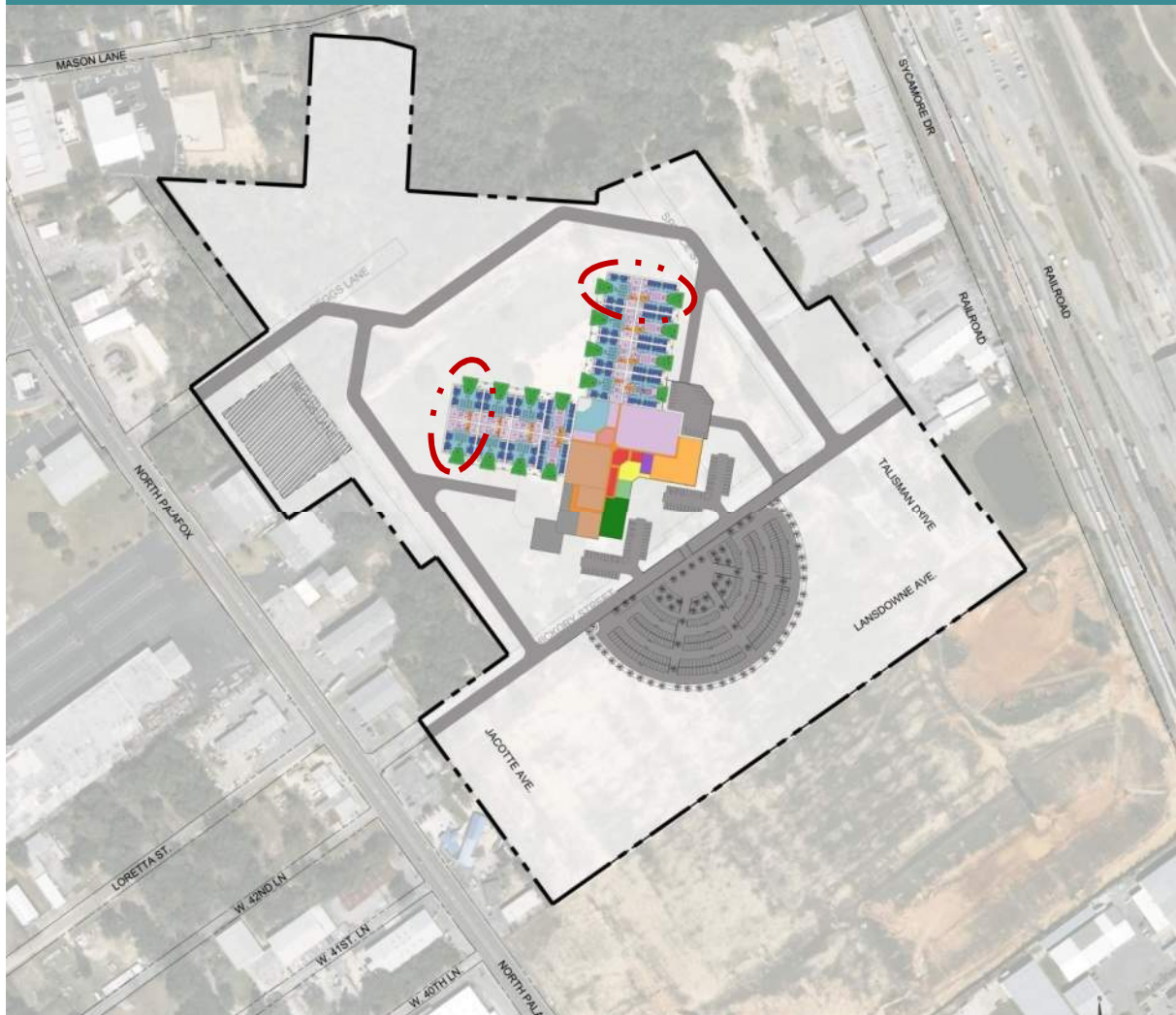
Escambia County Jail – Site Evaluations

Mid-Town Commerce Site Phase I & II Development – 1,424 Beds



Escambia County Jail – Site Evaluations

Mid-Town Commerce Site Phase I & II Development + Future??? Expansion 1,904 Beds



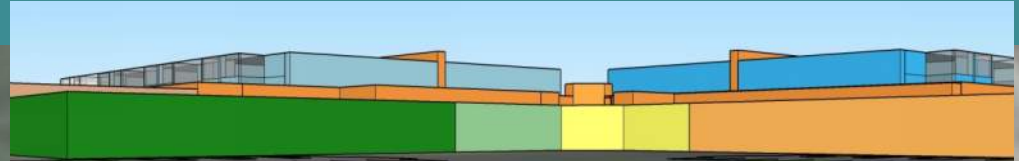
Escambia County Jail – Site Evaluations

Mid-Town Commerce Site

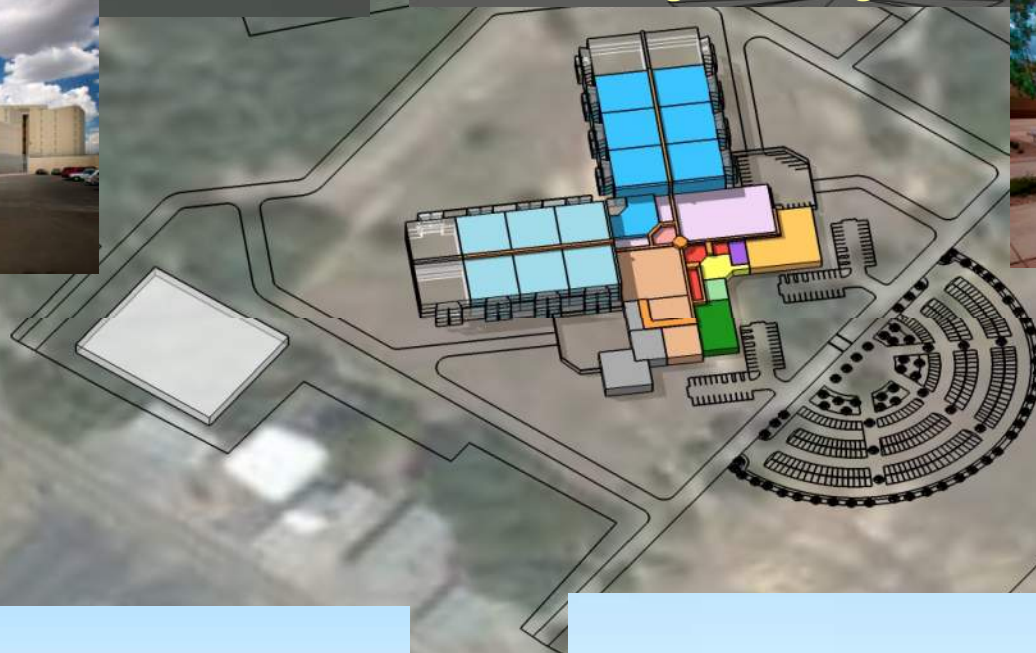
Phase I & II Development + Future??? Expansion 1,904 Beds



On-site view of Housing Wings from Rear



On-site view of Front from Entry Plaza with Housing in Background



View from Palafox -Warehouse & Retail in Foreground will Block View



View from Palafox across City Property

Mid-town Commerce Site

Facts

- 50.31 acres
- Superfund cleanup site – safe for use as jail
- Acquisition Cost = \$0 + \$1.74 million*

* \$45,000 annual monitoring for 30 years (CPI of 1.7%)

Pros

- Has multiple access points (Beggs and Hickory St.)
- Limited site acquisition costs
- Not directly adjacent to the railroad
- Site has been extensively remediated and is monitored

Cons

- Negative perception of institutional reuse
- Closed Stormwater basin – larger retention area required
- EPA capped areas have restricted use
- Beggs Lane access to adjacent property must be maintained (potential acquisition of property – appraised value = x)

Brownfield Development for Detention & Correctional Facilities

- Essex County Detention Facility, Newark, NJ (2,106 beds) – *Chemical Plants*
- Cuyahoga County Juvenile Justice Center, Cleveland, OH 180 Beds + 36 Courtroom Courthouse -*Automobile Manufacturing & Brewery*
- San Mateo County Detention Center, Redwood City, CA, 576 Beds, - *Manufacturing*
- Northampton County Jail, Sunbury, PA – *Industrial Site*
- Tarrant County Jail, Fort Worth, TX - *Brownfield*
- Wayne County Jail, Richmond IN – *Foundry Site*
- CDCR Stockton Central Medical Facility, 1,722 Beds - *Brownfield*
- Northeast Ohio Correctional Center, CCA Private Operated Facility, 1,722 Beds – *Wood & Chemical Furniture Manufacturing*

Excerpt from American institute of Architects AIA
Community News Sustainable Design Opportunities in
Detention and Correctional Facility Architecture

“If possible, consider brownfield sites such as abandoned landfills or industrial facilities that may be reclaimed for prisons in rural areas. In addition to reducing the loss of green space, using such sites may qualify the developing authority for financial or in-kind assistance from federal or state agencies.”

Escambia County Jail – Site Evaluations

Essex County Correctional Center, Newark, NJ



In recent years, Chemical Row and the surrounding area have become the home of the Essex County Correctional Facility. The \$416 million county jail is sitting on the former site of Hoechst-Celanese, a chemical plant that produced formaldehyde. Before Celanese, Texaco operated a petroleum distribution plant at this site. be reclaimed for prisons in rural



Cuyahoga County Juvenile Justice Center



"... recommended a 16-acre brownfield in the Fairfax community... With a history of manufacturing going back to the 1800s, ... the principal manufacturing plant for Peerless Motor Company, ... converted its plant into a brewery ... An EPA project in the 1990s to remove PCBs from the Quincy Avenue site ... The cleanup itself entailed scraping out an average of 19 feet of dirt—right down to the bedrock—and replacing it with clean fill across most of the site. During the process it looked like a 12-acre bath tub. Some 400,000 cubic yards of soil were removed to two specialized landfills ... Ultimately, the Ohio EPA called the Quincy Avenue property the cleanest site in the State."

Escambia County Jail – Site Evaluations



CDCR Stockton Correctional Hospital



Tarrant County Jail



San Mateo Maple Street Jail



Northeast Ohio Correctional Center



Comparative Analysis and Cost Evaluation

Escambia County Jail – Site Evaluations

Site Evaluation Matrix

Site Capability

- Supportive Site Configuration
- Restrictions or Covenants
- Degree of Design Limitations

EVALUATION CRITERIA	Potential Site 1 Palafox & Airport Blvd.	Potential Site 2 Brent Lane	Potential Site 3 Mid-Town Commerce
Total Site Area (acres)	35.9	54.1	50.3
Buildable Site Area (acres)	28.7	40.6	30.2
Site Capability	Good	Poor	Good

Escambia County Jail – Site Evaluations

Site Evaluation Matrix

Site Location

- General Accessibility
- Proximity to Courts
- Centralized for Law Enforcement access
- Proximity to Emergency Services
- Public Transportation Access

EVALUATION CRITERIA	Potential Site 1 Palafox & Airport Blvd.	Potential Site 2 Brent Lane	Potential Site 3 Mid-Town Commerce
Total Site Area (acres)	35.9	54.1	50.3
Buildable Site Area (acres)	28.7	40.6	30.2
Site Capability	Good	Poor	Good
Site Location	Fair	Fair	Good

Escambia County Jail – Site Evaluations

Site Evaluation Matrix

Community Context

- Sensitive Adjacent Uses
- Potential for Buffer Zones
- Potential Community Resistance

EVALUATION CRITERIA	Potential Site 1 Palafox & Airport Blvd.	Potential Site 2 Brent Lane	Potential Site 3 Mid-Town Commerce
Total Site Area (acres)	35.9	54.1	50.3
Buildable Site Area (acres)	28.7	40.6	30.2
Site Capability	Good	Poor	Good
Site Location	Fair	Fair	Good
Community Context	Fair	Fair	Fair

Escambia County Jail – Site Evaluations

Site Evaluation Matrix

Environmental Considerations

- Environmental Issues
- Environmental Mitigation
- Alternative Higher and Best Use
- Sustainable Design Impact

EVALUATION CRITERIA	Potential Site 1 Palafox & Airport Blvd.	Potential Site 2 Brent Lane	Potential Site 3 Mid-Town Commerce
Total Site Area (acres)	35.9	54.1	50.3
Buildable Site Area (acres)	28.7	40.6	30.2
Site Capability	Good	Poor	Good
Site Location	Fair	Fair	Good
Community Context	Fair	Fair	Fair
Environmental Considerations	Fair	Poor	Good

Escambia County Jail – Site Evaluations

Site Evaluation Matrix

Ease of Development

- Zoning Change Required
- Special Studies Required
- Potential Schedule Delay (Acquisition and/or Site Preparation)
- Site Relatively Ready for Development

EVALUATION CRITERIA	Potential Site 1 Palafox & Airport Blvd.	Potential Site 2 Brent Lane	Potential Site 3 Mid-Town Commerce
Total Site Area (acres)	35.9	54.1	50.3
Buildable Site Area (acres)	28.7	40.6	30.2
Site Capability	Good	Poor	Good
Site Location	Fair	Fair	Good
Community Context	Fair	Fair	Fair
Environmental Considerations	Fair	Poor	Good
Ease of Development	Fair	Fair	Good

Escambia County Jail – Site Evaluations

Site Evaluation Matrix

Acquisition Costs

- Based on County Provided Data
 - Average of Appraisals
 - Known Estimate of Probable Actual Acquisition Costs
 - Relative value per acre of similar property

EVALUATION CRITERIA	Potential Site 1 Palafox & Airport Blvd.	Potential Site 2 Brent Lane	Potential Site 3 Mid-Town Commerce
Total Site Area (acres)	35.9	54.1	50.3
Buildable Site Area (acres)	28.7	40.6	30.2
Site Capability	Good	Poor	Good
Site Location	Fair	Fair	Good
Community Context	Fair	Fair	Fair
Environmental Considerations	Fair	Poor	Good
Ease of Development	Fair	Fair	Good
Site Acquisition Cost (millions)	\$3.51	\$2.83	\$1.74

Escambia County Jail – Site Evaluations

Site Evaluation Matrix

Cost of Development

- Zoning Change Required
- Special Studies Required
- Potential Schedule Delay (Acquisition and/or Site Preparation)
- Site Relatively Ready for Development

EVALUATION CRITERIA	Potential Site 1 Palafox & Airport Blvd.	Potential Site 2 Brent Lane	Potential Site 3 Mid-Town Commerce
Total Site Area (acres)	35.9	54.1	50.3
Buildable Site Area (acres)	28.7	40.6	30.2
Site Capability	Good	Poor	Good
Site Location	Fair	Fair	Good
Community Context	Fair	Fair	Fair
Environmental Considerations	Fair	Poor	Good
Ease of Development	Fair	Fair	Good
Site Acquisition Cost (millions)	\$3.51	\$2.83	\$1.74
Site Differential Cost (millions)	\$1.79	\$2.50	\$1.50

EVALUATION CRITERIA	Potential Site 1 Palafox & Airport Blvd.	Potential Site 2 Brent Lane	Potential Site 3 Mid-Town Commerce
Site Preparation Cost			
General Fill for site areas	\$ 20,000	\$ 150,000	\$ 150,000
Off Site Traffic/ Access Road Improvements	\$ 150,000	\$ 300,000	\$ 250,000
Primary Utilities Capacity Upgrades/ Extension	\$ -	\$ 550,000	\$ -
Storm Water retention areas and structures	\$ 500,000	\$ 900,000	\$ 900,000
Site Clearing/ Demolition	\$ 815,000	\$ 400,000	\$ 100,000
Site misc. and Unknown conditions	\$ 300,000	\$ 200,000	\$ 100,000
Total Site Differential Cost (millions)	\$1.785	\$2.500	\$1.500

Escambia County Jail – Site Evaluations

Site Ranking

1

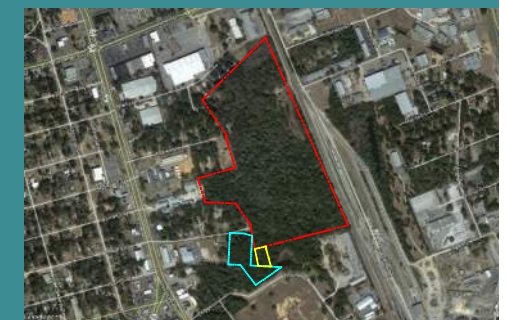
Mid-Town Commerce



Palafox and Airport Blvd.



Brent Lane



2

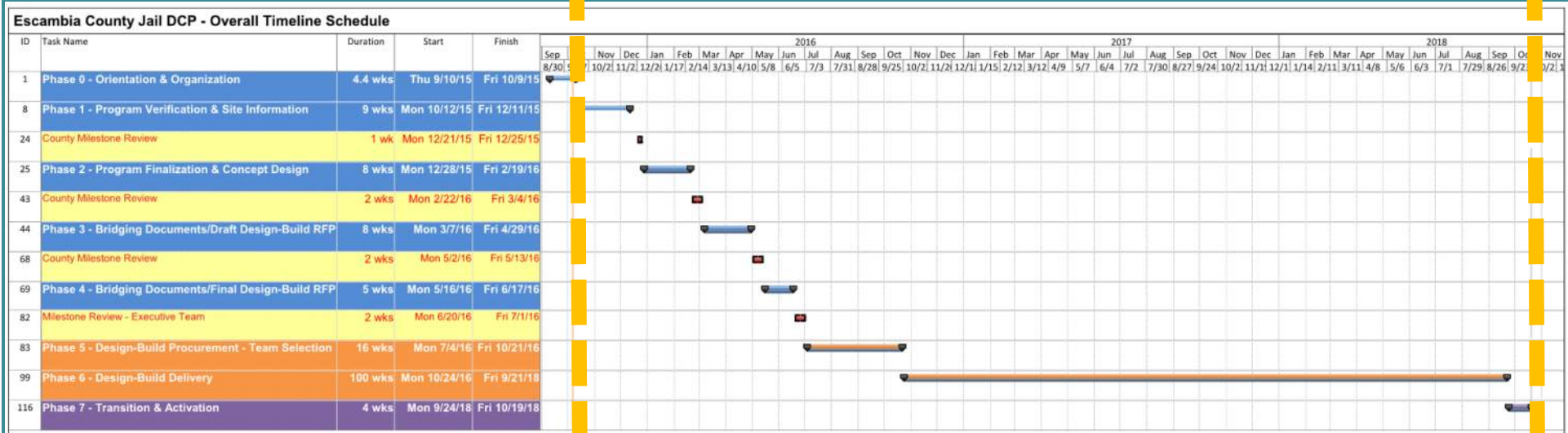
3

EVALUATION CRITERIA	Potential Site 1 Palafox & Airport Blvd.	Potential Site 2 Brent Lane	Potential Site 3 Mid-Town Commerce
Total Site Area (acres)	35.9	54.1	50.3
Buildable Site Area (acres)	28.7	40.6	30.2
Site Capability	Good	Poor	Good
Site Location	Fair	Fair	Good
Community Context	Fair	Fair	Fair
Environmental Considerations	Fair	Poor	Good
Ease of Development	Fair	Fair	Good
Site Acquisition Cost (millions)	\$3.51	\$2.83	\$1.74
Site Differential Cost (millions)	\$1.79	\$2.50	\$1.50
Total Site Cost (millions)	\$5.30	\$5.33	\$3.24

Recommendations

Escambia County Jail – Site Evaluations

Project Schedule



37 MONTHS

“Moving forward with Site Selection & Acquisition is critical to meeting the overall schedule and is exacerbated by the projected 120 day window required for rezoning and state approval of land use change”

Next Steps . . .

In order to maintain the project schedule...

1. Obtain BOCC decision for site selection
2. Negotiate and enter into purchase agreement pending outcome of zoning & special studies if needed
3. Begin re-zoning process
4. Undertake any special studies if needed
5. Obtain a full site survey of the selected property
6. Obtain geotechnical and soil information of the selected property
7. Begin re-zoning process as soon as possible



Discussion