



### **TASK 1: KICK-OFF MEETING WITH PROJECT ADVISORY COMMITTEE**

A Kick-Off Meeting with the Project Advisory Committee and the Consultant Team will be the first task of the project. The Cochise County Project Advisory Committee should be composed of representatives from County Administration, Sheriff, Jail, Courts, Finance and Capital Projects, Project Manager and others deemed appropriate by the County to review justice system and operational assessments; jail forecasts; jail options and operational costs; site criteria and assessment; cost analysis; and recommendations made by the Consultant Team during the course of the project. A Kick-Off meeting agenda will be sent in advance of the meeting, along with materials for review and discussion to set the direction of the project.

The Project Advisory Committee would meet at several additional points in the planning process to review and consider information and issues coming forth as project tasks are completed. Agendas will be sent in advance of all meetings where materials will be presented for review and discussion. Additional Project Advisory Committee meetings will be held to review:

- Criminal Justice System Assessment and Preliminary Jail Forecasts,
- Jail Operational Concepts and Staffing and Space Requirements,
- Superior Court, Justice Courts and Sheriff's Administration Space Requirements and Location Analysis
- Site Evaluation Criteria and Analysis and Conceptual Site Concepts, and
- Operational, Site, and Building Cost Estimates

In addition to the Project Advisory Committee meetings several individual interviews, small group meetings and briefings will be held with Cochise County criminal justice system officials, including the Sheriff's administration and jail staff, Courts and court related staff and other relevant persons or groups to gain information to aid the direction of the project. Also as directed by the Project Advisory Committee the Consultant Team will make presentations to the general public in five community forums to present the overall criminal justice system assessment and jail and detention related courts, Sheriff's administration and Superior Court site options and recommendations from the study.

### **TASK 2: DEVELOP COMPREHENSIVE CRIMINAL JUSTICE SYSTEM ASSESSMENT**

In order to determine the various factors contributing to the growth of the justice system and jail population in Cochise County all aspects and trends of the criminal justice system have to be analyzed. Each step in the criminal justice process can impact on the demand for jail space, from the point of initial contact with law enforcement and intake processing, to court processes and final case disposition. If diversion and alternative programs are not available or underutilized, the demand for jail capacity can increase. If case processing time is delayed, initial appearance and bail reviews are not timely, or mandatory sentencing policies are in place, jail population can increase as length of stay grows. As part of the assessment and evaluation of the detention related courts, including Early Disposition and Law and Motion courts is critical. As recent national trends and evidence-based research have shown, jail populations can be reduced by implementing successful programs and strategies to divert, process, treat, and supervise detainees, and they can also increase chances for successful return to the community. All of these factors will be included in the assessment.

In addition to analyzing criminal justice data and information, Cochise County population and demographic trends will be analyzed because they impact on the criminal justice system and the demand for jail beds and other criminal justice services. The demand for jail beds can increase if programs and services (particularly those dealing with alcohol and drug addiction; homelessness; mental illness; employment and housing assistance) are lacking in local communities. These human service needs and available options



to address the needs will be examined as part of the comprehensive criminal justice system assessment. Over representation of specific populations within the criminal justice system can also lead to increased use of jail capacity, so factors that may result in over representation in the jail population will be assessed in order to determine if future policies can result in reduced levels of incarceration.

Research to determine the factors driving the demand for jail beds will be comprised of quantitative data analysis; documentary review of materials provided by the County; interviews conducted with all key stakeholders in the criminal justice system and other professionals that may provide input into the community factors associated with crime, arrest and incarceration; national literature search and review to support evidenced based processes, programs and services; national and local comparative analysis of trends, systems and detainee profile data; and the Consultant Team's vast experience in conducting criminal justice system assessments throughout the United States.

The various means of research described above will be utilized to examine trends related to population and demographic trends; human service trends and available programs; crime and arrest trends and law enforcement practices; court caseloads and processing and diversion programs utilized by the courts; jail population trends and profile characteristics and alternatives to incarceration programs; regulations, standards and guidelines impacting facility operations, programs, services and funding; and laws or proposed changes in laws impacting on the criminal justice system and jail capacity requirements. Of particular focus due to Cochise County bordering Mexico will be the potential impact on the criminal justice system and jail population related to state and national policies and practices on immigration.

The objective of this review and analysis will be to identify the impact that changes in admissions and average length of stay have had on changes in the size of the jail population over time. Recent patterns in crime and arrest rates and judicial and system practices will be examined to determine their impact on admissions and average length of stay. Analysis related to the critical "front end/admissions" function of the criminal justice system will involve an assessment of detention related courts, intake criteria, processing procedures and classification and the resulting use of jail capacity, and anticipated impacts of proposed legislative changes such as noted above. Detainee profile and classification data will be analyzed in order to disaggregate the projected jail population into categories including: male/female, pre-trial vs. sentenced, nature of charge (felony/misdemeanor, VOP, immigration and other holds), special custody including mental health and medical, disciplinary segregation, administrative segregation, trustees, work release, etc.

Due to the large geographic area of Cochise County and distribution of its population and facilities in providing criminal justice services the impact of the jail location within the County has significant impacts on the entire criminal justice system. Aspects to be studied in regard to the facilities site location are detention related courts, transportation, public access, service provider access, emergency services response and proximity to all other government support and criminal justice services. The two jail substations in Cochise County will be analyzed for current utilization, logistics, future capacity requirements and future location/consolidation options.

The result of this Task will be an assessment and reporting of all of the factors that drive the demand for jail capacity and other criminal justice services, as well as the interrelationships of all criminal justice system components. In addition, the assessment will include the impact of programmatic, operational, and procedural changes that can impact the need for jail capacity in the future, with a particular emphasis on quantifying the impact of expanded or new alternatives to incarceration and other criminal justice system reforms.

### **TASK 3: FORECAST JAIL POPULATION AND DETERMINE CAPACITY REQUIREMENTS**

Appropriate methodologies and models including linear regression models, demographic trend and ratio models, and computerized forecasting models requiring ten years of monthly historic data will be used to develop projections of the jail population in five-year increments from 2025 through the year 2055. All of the forecast models will use the historical factors and patterns driving the jail population changes over time,



and then project those trends out to the planning horizon. Data used for the projections will include average daily population, admissions, and average length of stay. Monthly data for a minimum of ten years will be collected and utilized to develop baseline projections of future average daily population. A factor will be added to the forecast of average daily jail population to account for peaks in populations, as well as additional capacity required for appropriate classification and separation of jail populations.

The baseline projections will model a range of low-, mid-, and high-case growth scenarios based on various assumptions about changes in the rate of jail admissions and the average length of stay (ALOS) for the jail population. These assumptions will be derived from the historical analysis of the various system factors affecting admissions and length of stay.

The baseline estimates will then be converted into various projection models, based on assumptions about change in policy, practice, legislation and overall trends within the criminal justice and correctional system in the County. This conversion process involves modifying the baseline projections to account for policy and programmatic impacts on the jail component of the criminal justice system. A crucial element in the conversion process will be the modification of the baseline estimates to account for the impact that expansion and/ or implementation of new alternatives to incarceration can have on the jail population. The data analysis will include an analysis of alternatives to incarceration programs and their potential impacts on the projected jail population.

Using detainee profile and classification data, the forecast of future jail population will then be disaggregated by gender, custody level, special needs populations (mental health, medical), and other functional requirements of the jail population. This preliminary classification will be used to estimate the various types of bed spaces and housing configurations required for the projected jail population.

Other adjustments to the baseline forecasts will be made to reflect the impact of system improvements, particularly as they might affect length of stay. Potential changes in laws and legislation will be evaluated, and the impact of the changes will be incorporated into forecast scenarios. The degree of uncertainty regarding the estimates for the second half of the planning horizon (2045-2055) will be examined to achieve a balance between near-term capacity requirements and long-term expansion potential.

Throughout this process, the Consultant Team will seek detailed and ongoing input from the Project Advisory Committee, Jail Administration, Courts and key stakeholders and make presentations as needed to stakeholder groups and other criminal justice system officials in order to reach consensus of future jail capacity requirements.

#### **TASK 4: DEFINE BEDSPACE NEEDS BY CUSTODY CATEGORIES**

Based on the consensus forecast of future jail population capacity requirements developed in Task 3, projections of the number and type of bedspaces will be derived in Task 4. Using the jail population profile information developed in Task 2, a preliminary classification of the future jail population will be developed to reflect appropriate custody levels and the functional requirements of the correctional system. This preliminary classification will be used to estimate the various types of bedspaces and housing configurations required for the projected population and will serve as input to the development of the operational and architectural program. This will include the definition and capacity requirements for special needs populations including health and mental health housing needs and services.

#### **TASK 5: DEFINE APPROPRIATE CONDITIONS OF CONFINEMENT**

The American Correctional Association (ACA) Jail Standards, State of Arizona Jail Standards, the Americans with Disability Act (ADA) Standards, National Commission on Correctional Health Care (NCCH) standards and the Consultant Team's experience will be used to review various conditions of confinement standards relative to the planning for a new jail facility in Cochise County. In addition to reviewing and



defining appropriate conditions of confinement, the Consultant Team will work with the Project Advisory Committee to determine the County's desire to achieve ACA accreditation based on the requirements for accreditation.

At the conclusion of this task, consensus will be reached with all appropriate parties as to the conditions of confinement that Cochise County intends to achieve in the operation, design, and management of the new jail facility.

#### **TASK 6: DEFINE ALTERNATIVE JAIL MANAGEMENT CONCEPTS AND THE DESIGN AND CONSTRUCTION IMPLICATIONS**

The Consultant Team will review alternative jail management concepts based on national standards during a series of meetings with the Sheriff and Jail staff. Particular emphasis will be placed on the concepts of direct supervision and unit management. The Consultant Team will discuss the approach to operations, security and inmate service delivery with jail staff and service providers as well as the Project Advisory Committee.

The Consulting Team will present and review examples of various jail management concepts to determine the best operations to meet Cochise County needs. In developing the most appropriate facility concept issues to be studied include staffing efficiency and improved operations based on adjacencies and building configurations, maintenance operations and safety of staff to determine solutions.

Once a consensus has been reached on the most cost-effective management approach for a new Cochise County jail design concept, the design and construction implications will be documented in the form of graphics materials and narratives. This documentation will focus upon the types of general construction, materials, security systems, fixtures, and furnishings that are appropriate for the selected management style. To the extent possible, the cost implications of the design and construction concepts for alternative management approaches will be quantified.

#### **TASK 7: DEVELOP JAIL OPERATIONAL PROGRAM STATEMENT**

A series of working meetings with Jail Administration and staff will be held. Through these meetings, a consensus will be developed as to the preferred management and operational approach for each functional service and component of the facility. The two jail substations will be included in the operational and locational analysis. The relationship between security requirements and desired inmate services and programs will be carefully documented. The following identifies some of the major issues around which operational concepts will be developed.

- **Classification Disaggregation.** Through the discussions of the preferred management approach, the Consultant Team will determine the disaggregation of bedspaces by custody level and functional mission. Through this effort, design guidelines can be prepared that discuss the appropriate design and construction response for varying custody levels and functional components.
- **Centralized versus Decentralized Services.** The Consultant Team will define with input from Jail Administration the extent to which services and programs will be centralized within the facility or decentralized to the individual housing units. All components of inmate services and activities will be analyzed to determine the most appropriate location, given management concepts and spatial implications.
- **Daily Routine.** Working with Jail Administration and staff, the Consultant Team will define daily routines for various custody levels of inmates. This will provide information concerning the extent of inmate movement, and ultimately impact the functional groupings and define the security and operational staffing required to meet the desired daily routines. A review of current court transport



procedures and costs will be prepared, and the impacts on future court transport staffing requirements and costs will be developed during the site assessment phase of the project.

- **Housing Unit Supervision.** The Consultant Team will present a series of options for managing inmates in the housing environment. A part of this discussion will be the determination of the desired number of inmates to be grouped within a single dayroom environment. During this discussion, the capital and operational implications of double-occupying cells will be quantified. At the completion of this aspect of the operational program, a recommendation will be made as to the most appropriate housing unit size for varying custody inmates; the implications of direct or indirect supervision of inmates; and the basic security and support staff requirements per housing unit type.
- **Security Concept.** During the development of the operational and management program, a basic concept for securing the facility will be outlined. Included in the basic security concept will be an appropriate perimeter and rooftop security concept; the appropriate construction level for exterior walls by facility component; the role of technology, such as CCTV and electronic detection; the role and responsibility of control rooms; varying requirements for locking controls; and the security implications of life-safety codes. During this step of the operational programming task a conceptual program statement will be prepared regarding the security concept for the facility.
- **Staffing Plan.** Criteria for staffing the housing units and support spaces will be outlined. Particular emphasis will be given to the security, management, program, and support staff that might be decentralized to the housing unit. An overall staffing pattern including relief calculations will be prepared for the entire facility. This staffing plan will be used to develop an annual operational cost estimate.

The jail operational program statement will serve as the guideline in the development of the jail space program.

#### **TASK 8: DEVELOP JAIL AND DETENTION RELATED COURTS SPACE PROGRAM**

Upon completion of the operational program statement, the Consultant Team will develop a detailed spatial program for the new jail facility and detention related courts. Space guidelines developed by the American Corrections Association, the National Institute of Corrections, National Center for State Courts, State and County guidelines, and the Consultant's experience will be utilized to define space requirements for each functional area within the facility (i.e., Facility Administration, Detention Related Courts, Intake and Release, Security, Programs, Support Services, Housing, etc). Both departmental and building gross factors will be applied to the net square footage to determine the total square footage requirements for the facility.

- **Component Role.** Each component of the jail facility will be defined according to its mission and relationship with other facility components.
- **Functional Description.** Each function to be included within the facility will be described according to management philosophy, physical relationships to other components, mission, security concept, and general staffing guidelines.
- **Spatial Allocations.** Each individual space in the facility will be defined according to net and departmental gross factors. Tables will be prepared for all spaces disaggregated by facility component that quantify the amount of space for each area within the facility.
- **Functional Relationships.** With the development of net and gross square footage requirements, functional relationship diagrams will be prepared that illustrate the proposed relationships of the major spaces within the facility. These diagrams will provide an organizational structure for building and site concepts and will establish the required "building footprint."



**TASK 9: DEVELOP SUPERIOR COURT, JUSTICE COURTS, AND SHERIFF'S ADMINISTRATION SPACE PROGRAM**

A space program for the Superior Court, Justice Courts, and Sheriff's Administration will be developed. This will include all components of the Superior Courts including Court Administration, Clerk of Court, Judicial Offices, Courtrooms, District Attorney, Public Defender, Probation and all other related Superior Court functions that are currently in two locations in multiple buildings. The space requirements for the six Justice Courts will also be developed, along with a locational analysis based on data trends and utilization. State and national standards will be used to develop space requirements, including standards developed by the National Center for State Courts.

The Sheriff's Administration space program will include all components of the Sheriff's operation including Sheriff's Administration, Support Services, Patrol, Communications, Civil Division, Community Outreach, Special Operations and Search and Rescue and Animal Control. State and national standards will be used to develop space requirements, including space standards developed by the International Association of Chiefs of Police.

The conclusion of this Task will be a detailed space program for all components of the Superior Courts, Justice Courts and Sheriff's Administration. The space requirements will be used in the evaluation of sites for the future Cochise County Justice Center.

**TASK 10: PREPARE CONCEPTUAL DIAGRAMS**

The Consultant Team will develop conceptual plans described in the Space Programs. These conceptual plans will be presented, reviewed and modified during on-site workshops with Cochise County Jail staff, Courts, Sheriff, and the Project Advisory Committee. The schemes will be distilled and refined into the preferred concept plan(s).

The conceptual plans will be overlaid on the various sites under consideration to determine if size, shape and configuration are compatible with preferred site concepts. The conceptual diagrams developed will be at a high-level department/component blocking and stacking level. Adjustments to the concept plans may be necessary on particular sites to indicate compatibility or to identify conflict issues. This overall block plan concept will be used in the evaluation of sites defined in Task 11.

Once the final site is selected the design team will further develop the preferred blocking concept plan into more defined concept plans indicating the general location of the Jail, Court and Sheriff's Administration to be accommodated on the preferred site. Considerations will also be given for any additional future site expansion capability for other government functions that the County may want to consider for the site, with particular emphasis on future jail expansion beyond the forecast period.

**TASK 11: PREPARE SITE EVALUATION CRITERIA AND ASSESS PROPOSED SITES FOR JAIL, COURTS AND SHERIFF'S ADMINISTRATION**

The Consultant Team will prepare a comprehensive list of site evaluation criteria and review it with the Project Advisory Committee early in the study process. Criteria related to traffic access and parking; surrounding land uses; zoning and environmental regulations; topography; utilities; technology; access to emergency services; site size; future expansion capacity and other factors will be identified and assessed to determine if site conditions support the construction of a criminal justice center to include the jail facility and other criminal justice system components. Once the program and site concepts are developed the Consultant Team will use the evaluation criteria to conduct an evaluation of the sites. Site options will be developed based on total capacity requirements, current space availability, and space requirements that are established in the programming process.



A matrix will be developed to evaluate all sites based on the range of identified factors and criteria. The Consultant Team will rank the sites according to those providing Cochise County with the most cost-effective construction and future expansion capacity (pro's) as well as the limitations (con's) of the proposed sites. Evaluation of single building vs. campus design concepts will be conducted. All of the information developed during the evaluation of sites will be prepared in such a manner as to assist in the development of a graphic representation and narrative description of the site. Final options will be presented and discussed with the Project Advisory Committee.

The Consultant Team will also participate with County elected officials and staff, citizen groups, and other professionals to explain the appropriateness of the proposed site(s) to the residents of Cochise County in public forums that address the impacts of the Justice Center and its location on all components of the criminal justice system. In addition to public forums the Consultant team will assist with the development of videos, press releases, radio and television interviews, and development of web site materials and other written documents.

#### **TASK 12: DEVELOP PROJECT BUDGET**

Utilizing all of the information obtained in the previous tasks including space and site requirements and criteria, a construction cost budget will be prepared for the criminal justice center components. The Consultant Team will use national and local material and labor information to develop the estimated construction costs, using a square footage basis with contingencies and soft cost conducted as a Rough Order of Magnitude (ROM). Site development cost will be based on specific site known aspects utilizing historical similar cost indicators. For the purpose of developing the project budget, the construction delivery method is assumed to be CMAR and projected into the midpoint of assumed construction schedule.

In addition to identifying the estimated construction costs, the Consultant Team will define anticipated site development, equipment, fixtures and furnishings, communications and security, fees, and contingency cost for the Jail and Detention related courts, based upon the architectural program and industry standards. This information will be presented to the Project Advisory Committee and County Elected Officials as the proposed total project budget for inclusion in any future financing plan that will assist Cochise County in making decisions.

The Consultant Team will define in 2025 dollars the financial implications of operating the County Jail facility for the next 15 years. Cochise County will provide the consulting team with historical cost data for the last five years indicating all staffing, operations, capital improvements and maintenance costs including all contracted services. Salary and all operations costs will be presented based on existing and projected costs of operating the new facility as these costs far exceed the capital investment over the life of a new facility.

#### **TASK 13: DEVELOP DESIGN AND CONSTRUCTION PROJECT SCHEDULE**

Upon completion of the previous Tasks a comprehensive project schedule will be prepared for site development and construction of a new Jail facility. The Consultant Team will identify and provide a timeline for relevant items including the following:

- Project Information & Funding Phases
- Design Phases (SD, DD & CD)
- Bidding & Negotiation
- Project Award
- Construction Phase
- Project Closeout
- Owner Check List, Transition & Start-up
- Warranty Review



**TASK 14: PREPARE AND DELIVER COMPREHENSIVE REPORT TO COCHISE COUNTY**

At the conclusion of the project, the Consultant Team will deliver a comprehensive report to Cochise County incorporating all of the elements of the study process as outlined in this Scope of Services. In addition, the Consultant Team will make a final presentation to the Cochise County Jail District Board of Directors and other elected officials, criminal justice system officials, and the community as directed by the Project Advisory Committee. The final report will be posted on the County web site with a self-guided presentation for the public to navigate.

**EXCLUSIONS**

1. Related to site evaluations, the Consulting team will not provide any technical or engineering surveys or detailed studies of property ownership, zoning, variances, utilities, environmental conditions, soils, drainage or any other technical aspects.
2. Detailed environmental or LEED certification consideration studies will not be conducted. High level sustainability recommendations will be included in the report.
3. No conditions assessment of any existing buildings or facilities will be provided.



**PROJECT SCHEDULE**

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	August				Sept				Oct				Nov				Dec				Jan				Feb				March				April							
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4				
<b>On-Site Meeting Schedule and Task List</b>			★				★								★				★				★				★				★				●				▲	
Task 1 - Kick-Off Meeting with Project Advisory Committee																																								
Task 2 - Develop Comprehensive Criminal Justice System Assessment																																								
Task 3 - Forecast Jail Population and Determine Capacity Requirements																																								
Task 4 - Define Bedspace Needs by Custody Categories																																								
Task 5 - Define Appropriate Conditions of Confinement																																								
Task 6 - Define Alternative Jail Management Concepts and the Design Construction Implications																																								
Task 7 - Develop Jail Operational Program Statement																																								
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Task 11 - Prepare Site Evaluation Criteria and Assess Proposed Sites for Justice Center Facilities																																								
Task 12 - Develop Project Budget																																								
Task 13 - Develop Design and Construction Project Schedule																																								
Task 14 - Prepare and Deliver Comprehensive Report to Cochise County																																								

  

★	Project Committee Meetings
■	On-site Interviews and Briefings
★	Community Meetings (5 meetings scheduled by County at midpoint and end of study)
●	Draft Report
▲	Final Report and Presentation to Jail District Board of Directors