

**A
REPORT
on the**

**Feasibility
of utilizing the former
Lancaster County Jail Facility
located at**

**LINCOLN AIR PARK
4420 NW 41ST STREET
LINCOLN, NE 68524**

**Prepared by the
NEBRASKA DEPARTMENT of CORRECTIONAL SERVICES**

**Presented to the
LEGISLATIVE APPROPRIATIONS COMMITTEE**

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TABLE of CONTENTS

| | |
|--|----|
| I. INTRODUCTION | 2 |
| II. BUILDING DESCRIPTION (Lancaster County Jail Facility-Air Park) | 3 |
| III. BUILDING’S CURRENT STATUS | 4 |
| IV. LEGISLATIVE and STATUTORY REQUIREMENTS | 4 |
| V. LOCATION | 5 |
| VI. NDCS COMPREHENSIVE PLAN COMPLIANCE | 6 |
| VII. LANCASTER COUNTY’S JAIL UTILIZATION & OPERATIONS | 7 |
| VIII. POTENTIAL NDCS BUILDING UTILIZATION and PROGRAMS | 9 |
| IX. BUILDING CODES, ACCREDITATION and OTHER GUIDELINES | 13 |
| X. PROGRAM AND BUILDING DEFICIENCIES | 15 |
| XI. PROJECT BUDGET ESTIMATE | 19 |
| XII. FUNDS REQUIRED and FUNDING SOURCES | 24 |
| XIII. PRELIMINARY TIMELINE | 24 |
| XIV. SUMMARY and CONCLUSIONS | 25 |

APPENDICES

| | |
|--|----|
| APPENDIX A – AERIAL PHOTOGRAPH and FLOOR PLANS | 27 |
| APPENDIX B – FACILITY and BUILDING PHOTOGRAPHS | 34 |

I. INTRODUCTION

This report is in response to Legislative Bill 905, One-Hundred Third Legislature, Second Session, 2014. Legislative Bill 905 states the following regarding the feasibility of utilizing the former Lancaster County Jail Facility located at Lincoln Air Park:

“It is the intent of the Legislature that the Department of Correctional Services investigate the feasibility of leasing the former Lancaster county jail facility located in Air Park and owned by the Airport Authority of the city of Lincoln, Nebraska, and whether leasing this facility could be part of the long-term plan of the department in addressing the overcrowding of current department facilities. The department shall issue a report to the Appropriations Committee of the Legislature electronically on this subject by January 1, 2015.”

This feasibility study includes a review of the existing Lincoln Air Park building and grounds as utilized and operated by the Lancaster County Corrections Division as a County Jail Facility. The building and grounds will be analyzed for potential use by the Nebraska Department of Correctional Services (NDCS). A primary consideration for NDCS is identifying the classification, security level, and population group of inmates to be considered to occupy the facility in a safe and secure manner.

The study includes the legislative and statutory requirements for capital construction, compliance with NDCS’s Strategic Capital Facilities Comprehensive Plan (Master Plan), a review of Lancaster County’s utilization and facility operations, potential NDCS facility utilization and programs, building code/accreditation issues, building and programmatic deficiencies, project budget estimates, staffing and operational cost estimates, preliminary timelines, and summary conclusions.

Pursuant to Nebraska R.R.S. 81-1108.41, a program statement is required of all projects whose estimated total project cost is \$640,000 or more. **This feasibility study should NOT be considered as an alternative to the required architectural and operational program statement.** Although this feasibility study provides preliminary information and cost estimates, the program statement will provide more detailed information to identify space needs and costs, and for funding consideration.

It is noted this site and building are owned and operated by the Lincoln Airport Authority, and are NOT state-owned properties. NDCS does not have the authority to construct new building(s) on non-state owned land. As such, the process to be used for design, renovations, and construction will require further investigation and

coordination with the Lincoln Airport Authority and the Department of Administrative Service/State Building Division.

II. BUILDING DESCRIPTION (Lancaster County Jail-Air Park)

The former Lancaster County Jail Facility is located on Lincoln's Air Park campus and resides on approximately 5 acres of flat land. The Facility is on the northeast corner of NW 41st Street and West Superior Street. The Jail facility consists of a single, one story building with a parking area to the west and outdoor exercise areas to the east. The outdoor exercise areas are surrounded by a single security fence.

This building is identified as Building Number 1230 on the Lincoln Airport Authority's building inventory system. The original plans for the building are entitled "Academic Synthetic Training Building", dated July 16, 1954. The building served as classrooms and training academy facility for the military personnel that resided at the Air Park Campus in the 1950's and 1960's. The original building was designed with classrooms off of a double loaded corridor and is very similar to a school setting. The original building contains 17,160 square feet in an "L" shaped footprint.

In 1991, Lancaster County constructed a 14,757 square foot addition to the north of the existing building. The building addition included dormitory spaces, office areas, a dining area and other ancillary spaces. The 1991 project also included several renovations to the existing building for a new control center, remodeled bathrooms, dayrooms, and a dishwashing area. The addition was designed for use as a low security / low custody level facility for community correction inmates. The original 1954 building plus the 1991 addition contains a total of 31,917 square feet. Please refer to Appendix A for building floor plans.

The building sits on a structural slab with utility spaces and crawl tunnels below the finished slab. The exterior walls and interior corridor walls provide structural support for metal bar joists and metal decking. The walls are primarily concrete masonry units (CMU).

The roofing system is a ballasted EPDM (rubber roofing) system dating back to the early 1990's. There are a number of roof leaks and a new roof would be needed within 2 to 4 years. Since the building is not owned by the State of Nebraska, any deferred repairs to the building or utilities would NOT be eligible for 309 Task Force for Building Renewal Funds.

The ceilings are primarily hardened textured ceilings in inmate areas with some lay-in ceilings in non-inmate areas. The windows are aluminum, insulated glass units, which also serve as egress windows in some of the dormitory living areas. Lancaster County

replaced the majority of the older windows over the past several years and the newer windows are in good condition.

Water and sanitary sewer is provided from the public (City of Lincoln) utility systems. An eight inch (8") water line runs parallel to the building on the west side and sanitary sewer is provided by a twelve inch (12") line, also to the west of the building.

The building does not contain fire sprinklers, and a complete new fire sprinkler system would most likely be required by the State Fire Marshal for new occupancy. A new fire alarm panel would also be required, although the existing building does have a heat detection system.

The heating/cooling system is a geothermal, ground loop system that was working well in the original building. Air conditioning and heating is provided by roof top units in the newer section of the building, which will require some maintenance and perhaps replacement. The downside of the entire HVAC system is the limited number of zones (10 total) for temperature control.

The fencing is a single, 12' fence with a top "Y" structure and 3 strands of barbed wire, but no razor ribbon. The fabric is not buried, but has a bottom rail.

III. BUILDING'S CURRENT STATUS

Lancaster County Corrections moved out of the building in late 2013. The building is currently vacant. The Lincoln Airport Authority stated there were no defined plans either short term or long term for the facility. From a short term perspective, the LAA has no immediate plans to add any significant improvements. As the case with older buildings at Air Park, the building would eventually find its way to the demolition list as the cost of maintaining the facility outweighs the overall return of renting the facility. Nonetheless, the building is not presently slated for demolition. The LAA further stated the facility is available for lease if NDCS is interested.

IV. LEGISLATIVE and STATUTORY REQUIREMENTS

The legislation authorizing this feasibility study is Legislative Bill 905, One-Hundred Third Legislature, Second Session, 2014. Legislative Bill 905 requires NDCS to investigate the feasibility of leasing the former Lancaster county jail facility located in Air Park and owned by the Airport Authority of the city of Lincoln, Nebraska, and whether leasing this facility could be part of the long-term plan of the department in addressing the overcrowding of current department facilities. In addition to LB 905 (2014), other statutory requirements include the following:

Feasibility Study – Lincoln Air Park Correctional Facility

1. Comprehensive Capital Facilities Plan: As required by Section 81-1114.01, each agency, prior to submitting a capital construction project request in excess of \$640,000, shall cause to be prepared a comprehensive capital facilities plan.
2. Program Statement: As required in Section 81-1108.41, a program statement is required of all projects whose estimated total project cost is \$640,000 or more. Copies of all program statements shall be submitted to the Department of Administrative Services/State Building Division, the DAS Budget Office, and the Legislative Fiscal Office on or before September 15th of the year previous to the initiation of an appropriation for drawings and construction. No contract for planning, design or construction of a new facility or renovations of an existing facility provided for by any state appropriation may be initiated unless an acceptable program statement has been approved by the *Department of Administrative Services* and the *Governor*.

A program statement provides the basic information for project funding. The program statement provides a narrative description and graphic summary of the project and all supporting information, and serves as the guidance for the architectural plans and specifications for the specific project. The program statement also defines operational procedures in how the facility and programs are to be used. It defines the need and justification for the project, the architectural space requirements, construction costs, and on-going staffing and operational costs. This feasibility study should NOT be considered as an alternative to the architectural and operational program statement.

3. Engineers and Architects State Licensure: Capital construction projects in excess of \$640,000 are required to be designed by a licensed architect or engineer (Section 81-1108.43). It is unlawful for any person to practice architecture or engineering in Nebraska unless the person is duly licensed under the Engineers and Architects Regulation Act. All design work shall be stamped and certified by a licensed professional in Nebraska. Other statutes related to the preparation of plans and specifications include Nebraska State Statute Sections 71-6401 through 71-6407; 72-803 and 83-916.

V. LOCATION

The subject building is located in Lancaster County (DAS County #55). The site and building are located at 4420 NW 41st Street, Lincoln Air Park, Lincoln, Nebraska 68524. This Building is identified as Building Number 1230 on the Lincoln Airport Authority's building inventory system. Building Number 1230 and all other out facilities, buildings, and sidewalks are located on the tract of land bordered on the north by W. Wilkins Street, on the west by N.W. 41st Street, on the south by West Superior Street, and on the east by N.W. 40th Street. Refer to Appendix A for the aerial site plan of the building and grounds. **The site and building are owned and operated by the Lincoln Airport Authority, and are NOT state-owned properties.**

VI. NDCS COMPREHENSIVE PLAN COMPLIANCE

The Nebraska Department of Correctional Services Strategic Capital Facilities' Master Plan (also known as the 2014 NDCS Master Plan) was completed October 27, 2014. The Master Plan was submitted to the Department of Administrative Services/State Building Division, DAS/State Budget Division, and the Legislative Fiscal Office (hard copy and electronic copy) on October 28, 2014. A full copy of the 2014 NDCS Master Plan is on file with the Engineering Division, Nebraska Department of Correctional Services.

The 2014 NDCS Master Plan's governing values and broad goals include the following:

- ❖ solutions which explore alternatives to the construction of a new, stand-alone facility;
- ❖ projects which prolong the useful life of existing facilities by improving critical infrastructure;
- ❖ initiatives which reduce both crowding and operational stress at facilities;
- ❖ opportunities to improve housing options for special population groupings; and,
- ❖ strategies which enhance the existing continuum of housing and programming options for all inmates.

The 2014 NDCS Master Plan recommendations are divided into three phases – Phase 1 – Years 0 to 5; Phase 2 – Years 6 to 10; and Phase 3 – 10+ Years. The projects identified for prioritization in the first five years, by priority level are as follows:

Project 1.1 – Community Correctional Center-Lincoln (CCC-L):

Renovation and expansion of CCC-L to a Minimum/Community Custody re-entry facility (450 new beds, estimated cost \$80 Million)

Project 1.2 – Community Correctional Center-Omaha (CCC-O)

Renovations and expansion of CCC-O to a Minimum/Community Custody re-entry facility (300 new beds, estimated cost \$52 Million)

Project 1.3 – DEC/LCC Medical, Mental Health, Intake, Food Service Facility (MIFS):

Construction of a centralized medical/mental health/intake/food service expansion on the DEC/LCC Campus. (358 new beds, estimated cost \$130 Million)

The nature of this project is in full compliance with the 2014 NDCS Master Plan. While the 2014 NDCS Master Plan outlines a prioritized range of projects, the 2014 Master Plan also recognizes NDCS should continue to research viable options to reduce the level of crowding at NDCS facilities. Specifically, the following is taken from Page 4-8 of the 2014 NDCS Master Plan:

“In addition to developing the recommended projects consisting of improvements to existing facilities and construction of new facilities, NDCS should also consider viable opportunities from outside entities.

To reduce overcrowding in the future and potentially reduce new development costs, NDCS should analyze potential solutions from non-traditional sources for their cost/benefit to the department. These sources may include leasing of county detention facilities, re-developing underutilized state owned properties or the re-purposing of available properties from other government entities or private developers.”

VII. LANCASTER COUNTY’S JAIL UTILIZATION & OPERATIONS

In June, 2013, former NDCS Director Robert Houston requested a review of the Lancaster County Facility (LCF) for consideration as a temporary NDCS facility. Mike Thurber, Lancaster County Corrections Director, provided some initial information about the building and the County’s operation of LCF. On Tuesday, June 4, 2013, a number of NDCS Engineering staff toured the facility accompanied by Lt. Ken Prey (Lancaster County Corrections) and Steve Swanson (Lancaster County Maintenance).

Lancaster County Corrections rented the building from the Lincoln Airport Authority (LAA). The LAA lease placed all of the burden and expense on the tenet for maintenance, renovations, building repairs, code compliance, utilities, and so forth. Overall, the building was in good condition and well maintained. The following describes Lancaster County’s utilization of the building as well as some of the County Jail’s programmatic operations.

1. The Lancaster County Correctional Facility typically housed 136 inmates. The facility was designed for **134 inmates** based on Nebraska Jail Standards compliance criteria (NAC Title 81-Chapter 15 Standards for jail Facilities). The Lancaster County Facility was not required to be accredited by the American Correctional Association (ACA)
2. Since the facility is not accredited by ACA, there would be a number of ACA standards to be reviewed (i.e., fixture count per inmate, lighting, square footages, etc.) in the programming of this facility. The facility would require compliance with the Federal Prison Rape Elimination Act (PREA) standards, as well as compliance with the American with Disabilities Act (ADA) of 1990.
3. The Lancaster County Facility housed males and females and was considered a community custody security facility

Feasibility Study – Lincoln Air Park Correctional Facility

4. The building contains 31,917 total gross square foot on a single floor. The original 1954 building is a 17,160 square foot “L” shaped structure. In 1993, Lancaster County constructed a 14,757 square foot addition.
5. All living spaces are in a dormitory setting with no holding cells. There is administrative space within the building, inmate dayrooms, localized restrooms and showers within each dorm, and a small medical area. A separate shower for men and women off the main corridor provides the only ADA compliant showers. The building also has space for recreation, small storage spaces, laundry (4 washers and dryers), and maintenance areas.
6. The Lancaster County Facility did not include spaces for inmate programs. While the building contained a few offices for staff who would interact and work with individual inmates or very small groups of inmates, the building primarily housed jail inmates and little, if any structured programs, were offered.
7. Lancaster County Corrections employed 25 (FTE) staff at the facility. Significant support of the Air Park operations was also provided by Lancaster County staff from the downtown facility (605 South 10th Street). Examples of staff support included food service, custody, and maintenance.
8. A major issue for the Lancaster County Facility is that it does not contain any in-house food service and preparation area. Food was prepared off site at Lancaster County’s main jail and then delivered to the Air Park facility. Food service was contracted with CBM Foods, Sioux Falls, SD. The food was brought into the facility in bulk containers, dished onto trays, and then distributed to inmates. There is a dishwashing area for soiled trays and utensils. The dining room accommodated approximately 60 inmates at one setting.
9. The building contained interior CCTV surveillance cameras and several exterior cameras. The dayrooms included cameras, but no cameras in the dormitories. The camera recording equipment was an obsolete 16 camera recorder with useable, but older cameras. A new digital recorder with additional cameras would be needed. The facility had an electronic door control system that controlled only 6 doors. The facility also had a primitive security panel which monitored 16 zones and/or door and window contacts. Several end-of-hallway exit doors include panic devices with door alarms. There is a public address (PA) system with internal and external speakers. It was anticipated that any CCTV cameras or other security equipment that was in good condition would be removed by the County and reused at other locations.

10. While there are a number of wall mounted (wall packs) on the exterior walls of the building, the exterior lighting of the campus is limited, and particularly along the perimeter fence line.
11. Many of the Lancaster County inmates who lived at the Air Park Jail Facility worked in the community. Lancaster County inmates utilized Lincoln's *StarTRAN* public bus transportation system which serves the Air Park area. *StarTRAN* makes scheduled stops at N.W. 48th and West Knight Road and at other Air Park areas. The Lancaster County Jail Facility is in reasonable proximity to StarTran's public transportation system (which continues to operate in the area).
12. The Lancaster County inmates who resided at Air Park facility were the first Lancaster County inmates relocated to the new Lancaster County Detention Facility (located on West "O" Street). The Air Park Facility was vacated by Lancaster County inmates in late 2013.

For additional graphical information please refer to the building composite floor plan and aerial maps in Appendix A, and photographs of the building in Appendix B.

VIII. POTENTIAL NDCS BUILDING UTILIZATION and PROGRAMS

The following discussion is taken from a number of findings in the 2014 NDCS Master Plan.

To provide adequate bed space for NDCS' inmate population, it is important to understand the *type* of correctional housing that is required. Since custody classification is intended to match inmates with the risk-appropriate level of housing, the current distribution of custody classifications provides insight into the type of housing that is needed. Further, because construction standards and costs differ by custody classification, it is sensible to examine the current NDCS custody classification distribution. The following represents NDCS' current custody classifications:

- 1X – Maximum
- 2X – Medium
- 3A – Minimum, Constant supervision when outside the facility
- 3B – Minimum, Intermittent supervision when outside the facility
- 4A – Work Detail
- 4B – Work Release

Community Custody Focus (Pre-Release and Re-Entry)

The 2014 NDCS Master Plan estimated long-term (15 years, through 2029) capacity needs for the 4A/4B custody levels at a total of 1,174 for male and 195 for female

Feasibility Study – Lincoln Air Park Correctional Facility

inmates, for a total of 1,369 beds. This represents a 934 bed shortfall¹. This number could be reached at any time during the 15-year forecast, but there is reason to believe that with such limited existing capacity, the demand for pre-release beds has been suppressed and demand will be reached sooner. There is currently a waiting list at both the Community Correctional Center-Lincoln (CCC-L) and Community Correctional Center-Omaha (CCC-O), which suggests an existing demand for pre-release capacity. Several factors contribute to the demand:

- ❖ Admission being restricted to inmates who qualify to be classified as 4A/4B.
- ❖ The limited capacity at CCC-L and CCC-O (290 total design beds)

With a total of only 290 design beds for 4A/4B inmates at the two CCC facilities (200 design beds at CCC-L and 90 design beds at CCC-O), and both facilities housing close to double those numbers (388 at CCC-L and 173 at CCC-O, at the time of the Master Plan), there is a potential ten-year system wide shortfall of between 588 and 859 level 4A/4B custody beds.

Additional factors impacting the effectiveness of the community custody facilities as NDCS' main re-entry portal include:

- ❖ Community custody inmates are required, by definition, to spend the bulk of their day working. Limited time is available for other pre-release programming or training.
- ❖ Inmates with community custody classifications experience relatively short lengths of stay (6-12 months, on average) prior to release. These Average Length of Stay (ALOS) durations, coupled with limited time per week for programming, does not allow for long-term job skills development or pre-release programming to be completed.

Expansion of Pre-Release to include Minimum Custody Inmates

The length of stay at the CCC facilities is typically less than one year, during which time inmates spend most of each day working, either in the facility or in the community. There is little time available for programs or education once inmates reach 4A/4B status. Many of these inmates could be moved to a pre-release facility prior to being classified as 4A/4B, allowing time for other pre-release programming to be completed. In order to provide the evidence based programming shown to be most effective in reducing recidivism, any re-entry programs must be provided at higher classification levels, such as 3A/3B when inmates will still have available time to spend in the recommended programs.

¹ The 934 bed shortfall includes female inmates, is only for community custody inmates, and reflects the shortfall through FY2029.

Feasibility Study – Lincoln Air Park Correctional Facility

The NDCS policy and re-classification process used to assign pre-release inmates to the CCC facilities consists of identifying inmates at a period of approximately 24 months before they may first be parole eligible, and conducting individual assessments to determine candidacy for the CCC programs. These inmates are then transferred to other facilities until capacity is available at the CCC facility. These inmates are often classified as minimum custody (3A or 3B) and occasionally medium custody (2X). With waiting lists for both CCC-L and CCC-O, and inmates staged at other NDCS Omaha and Lincoln facilities, there is currently a pent-up demand for pre-release capacity at these higher (3A, 2X) custody levels.

The best possible pre-release program must include inmates who are of higher custody levels than 4A/4B in order for programs to occur. The staging of pre-release inmates earlier in the system will also allow a longer duration of transition, which can offer longer time for inmates to make the necessary changes, find the community resources they will need, and establish ties in the community to which they will return.

Building Size and Bed Capacity Determination

The existing building contains 31,917 gross square feet (gsf) and Lancaster County rated the building's jail capacity at 134 beds. The building size divided by the bed capacity provides a space of approximately 238 gross square foot per inmate bed (31,917 gsf / 134 beds). It is noted the building's square footage does not include food service preparation areas (provided off-site), programming spaces, or other ancillary spaces that Lancaster County required to support a population of 134 inmates. As such, it is difficult to ascertain the actual gross square footage per inmate bed for the County Jail's full operation. While 238 gross square feet per inmate may be adequate for county jail operations, this area to bed (square feet per bed) ratio would not suffice for NDCS' needs (when considering food service and programmatic space were not present).

The rated design capacity of the building for use as a state correctional facility will need to be determined from the required operational and architectural space program (Program Statement). However, the following documents and recognized standards provide some assistance in determining the estimated occupancy level and bed capacity for the existing building.

2014 NDCS Master Plan

The 2014 NDCS Master Plan provides some guidance in determining the required *area per Inmate bed* ratios. The following table is taken from page 1-27 of the 2014 NDCS Master Plan:

Feasibility Study – Lincoln Air Park Correctional Facility

| <u>Custody Level</u> | <u>Area/Bed</u> | |
|----------------------|-----------------|-----------------|
| | <u>Housing</u> | <u>Facility</u> |
| Maximum | 200 sf | 400 sf |
| Medium | 225 sf | 450 sf |
| Minimum | 185 sf | 350 sf |
| Community | 185 sf | 250 sf |
| Youth | 250 sf | 600 sf |

Considering the use of the facility as a minimum security/community custody facility, the minimal square footage ratio that should be used to determine the occupancy level of the existing building is 350 gross square feet per inmate. The 350 gsf per inmate bed ratio includes all living spaces, administrative areas, food service spaces, program and ancillary spaces required for a minimum security facility. The 350 gsf per inmate ratio is also consistent with the CCC-L and CCC-O program statements which were also recently completed, as follows:

- CCC-Lincoln Expansion: 231,300 gsf / 650 Design Beds = 354 gsf/Design Bed
- CCC-Omaha Expansion: 157,300 gsf / 390 Design Beds = 403 gsf/Design Bed

Based on the ratio of 350 gsf per bed, the existing Air Park building would be able to accommodate only **91 beds** (31,917 gsf/350 gsf per bed) for NDCS' use. However, the caveat is that if food service facilities, programmatic areas, and storage facilities are constructed and added to the square footage totals, the existing building could accommodate a much larger number of NDCS inmates than 91 beds.

ACA Standards

The following discussion centers on determining the occupancy of the building in accordance with applicable American Correctional Association (ACA) standards. By applying ACA Standards, it is estimated NDCS could place **144 inmates** in the building. NDCS would still not be in compliance with the required ACA fixture counts for showers (one shower per 8 inmates), toilets (accessible 24 hours per day without staff assistance), and wash basins (one basin per 12 occupants), but would meet ACA's square footage requirements of 25 square feet of unencumbered space per occupant (ACA Standard 4-4132).

Nebraska Fire Code Considerations (Nebraska State Fire Marshal)

None of the above calculations take into consideration the *NFPA Life Safety Code 101* as required by the Nebraska State Fire Marshal. **The existing building does not contain a fire sprinkler system**, which most likely will be required by the State Fire Marshal prior to occupancy by NDCS. With a full sprinkler system in the building, the common path of travel can be increased from 50 feet to 100 feet (NFPA 101 Chapter 23.2.5.3), and the travel distance to an exit can be increased from 100 feet to 150 feet (NFPA 101 Chapter 23.2.6.1). It is estimated if a fire sprinkler system is installed in the building, the occupancy level could be at least **180 inmates**.

Feasibility Study – Lincoln Air Park Correctional Facility

Based on the above considerations (and if including the addition of the required food service facilities, program spaces and fire sprinklers), a preliminary estimated occupancy level for the facility is **180 beds**. The estimated occupancy range could potentially increase above 180 beds as the result of other life safety improvements, layout efficiencies, and building re-utilization strategies to be determined in the programming and design phases.

The existing dormitory living areas and dayrooms are very appropriate for minimum security and community custody inmates. The administrative areas, utility rooms, and other ancillary spaces are also well suited for this classification level. Again, the design capacity of the building requires verification in the architectural space program statement.

Recommended Utilization of the Lincoln Air Park Facility

The Lincoln Air Park Facility's recommended use for NDCS would be as a small, male, community custody (4A/4B) / minimum security (3A/3B) facility, based on the following:

- ❖ As evidenced in the 2014 NDCS Master Plan findings and the discussion above, the demand for community custody (4A/4B) beds exceeds NDCS's supply of beds at the community correctional facilities. A shortfall of 934 bed community custody beds exists.
- ❖ The best possible pre-release program must include inmates who are of higher custody levels than 4A/4B for programs to occur. In order to impact recidivism, programming shown to be most effective must be provided at higher classification levels (3A/3B) when inmates still have time to spend in the recommended programs.
- ❖ The physical nature and previous use of the Air Park Jail facility lends itself to utilization as a community custody (4A/4B) facility and/or minimum (3A/3B) facility. The cost to renovate the existing Air Park Jail facility for use as a minimum / community custody correctional facility is far less than it would be to renovate the facility for higher custody levels (1X Maximum or 2X Medium).
- ❖ The design capacity of the facility is estimated to be at least 180 beds (and perhaps higher) with the addition of food service facilities, programmatic areas, and life safety improvements.

IX. BUILDING CODES, ACCREDITATION and OTHER GUIDELINES

All major construction and renovation projects are required to be in compliance with the most recent versions of applicable building codes, American Correctional Association

Feasibility Study – Lincoln Air Park Correctional Facility

(ACA) Standards, the Prison Rape Elimination Act (PREA), energy conservation best practices, “green” technologies, and other recognized guidelines.

1. Building Codes: All state agencies shall comply with the state building code (R.R.S 71-6405). The current state building codes are as follows:
 - a. International Building Code (IBC), 2009 Edition
 - b. International Energy Conservation Code (IECC), 2009 Edition
 - c. International Mechanical Code (IMC), 2009 Edition
 - d. Uniform Plumbing Code (UPC), 2009 Edition
 - e. NFPA 101 – 2000 Edition
 - f. National Electrical Code (NEC), 2011 Edition
 - g. Americans with Disabilities Act (2010 ADA Standards)

Additional code compliances and approvals include the Life Safety Code, codes and regulations of the Nebraska State Health and Human Services System, and Nebraska State Fire Marshal regulations.

2. American Correctional Association (ACA): All NDCS facilities are in compliance with and accredited by the American Correctional Association (ACA) Standards for Adult Facilities. Accreditation of state correctional facilities by ACA benefits NDCS by enhancing safety and security as well as operational efficiencies and effectiveness for each institution. Moreover, by following nationally recognized ACA standards, NDCS is in a better position to defend against potential legal challenges concerning conditions of confinement.

NDCS is one of only a handful of correctional/detention entities across the nation to have ALL its facilities, central administrative offices, staff training academy, and industry programs fully ACA accredited. NDCS is a recipient of the Eagle Award, ACA’s highest level of accreditation for excellence. Program compliance with ACA is a requirement for the proposed Lincoln Airport Authority’s Building.

3. Prison Rape Elimination Act (PREA): Compliance with the Prison Rape Elimination Act of 2003, 42 U.S.C., and the Department of Justice, 28 CFR Part 115 (National Standards to Prevent, Detect, and Respond to Prison Rape), signed by the Attorney General on May 16, 2012, is required.
4. Energy Conservation and Sustainability: Compliance with the International Energy Conservation Code (Model Energy Code) is required. In addition, the programming and design of any renovations shall follow best practices including Leadership in Energy and Environmental Design (LEED), sustainable living, “green” technologies (ACA’s clean and green practices), and other energy conservation considerations (i.e., geothermal heating/cooling, lighting, Energy Star appliances, etc.). Building commissioning may also be considered.

5. Other State Requirements and Guidelines: Other guidelines required to be used include policies and procedures enacted by the Nebraska Department of Administration/State Building Division and other governing agencies.

X. PROGRAM and BUILDING DEFICIENCIES

The following provides a discussion of the major program and building deficiencies, most of which have been mentioned previously. The square footage and cost information used to create the following estimates was derived and/or interpolated from a number of sources including the 2014 NDCS Master Plan, the CCC-Lincoln Expansion Program Statement, the CCC-Omaha Expansion Program Statement, RS Means Construction Cost Data (2014) and historical cost information. *For planning purposes and square footage estimations, a population of 200 inmates is estimated and applied accordingly.*

Food Service Facilities

Other than a small dining space that accommodated approximately 60 inmates and a small dispensing area, the existing facility does not contain a food service preparation area or food service equipment. For Lancaster County Jail inmates, all food was prepared off site at Lancaster County's main jail facility, and then delivered to the Air Park facility. Food service was contracted with CBM Foods, Sioux Falls, SD. The food was brought into the building in bulk containers, dished onto trays, and then distributed to inmates.

In order to accommodate NDCS' inmate population and control food costs, a full food service facility would be required. The functional spaces for food service operations include, but are not limited to, receiving, dry storage, refrigerated storage, secure storage, hot and cold preparation, bakery, serving, dishwashing, office space, dining, recycling and trash. The following provides the estimated space and equipment needs and costs of a food service preparation and dining area.

Space Needs and Costs:

Dining Area: 200 beds @ 18 sf/bed = 3,600
3,600 gsf @ \$220 per square foot = \$ 800,000 (rounded)

Food Preparation/Food Storage
4,900 gsf @ \$300 per square foot = \$1,500,000 (rounded)

TOTAL Food Service Construction (8,500 gsf) = \$2,300,000

Food Service Equipment Cost

Fixed Food Service Equipment Estimate \$ 550,000

Feasibility Study – Lincoln Air Park Correctional Facility

Space and equipment costs will need to be verified in the required program statement. The dining area in the existing building should be re-purposed for use as administrative office space, program space, or for other functional uses.

Inmate Services: Program and Exercise Space Needs

The Lancaster County Facility did not include space for any inmate programs or treatment spaces. While the building contained a few offices for staff to interact and work with individual inmates, the building provided little if any program space. The best possible pre-release program must include program and treatment spaces for minimum security inmates (3A/3B), as well as for community custody inmates (4A/4B). Exposing pre-release inmates to program modalities earlier in the system will also allow a longer duration of transition, offer longer time for inmates to make the necessary changes, find the community resources they will need, and establish ties in the community to which they will return.

In order to accommodate NDCS' inmate population, program and treatment spaces are required. The functional spaces for program treatment spaces include, but are not limited to, multi-purpose classrooms, group treatment, library, law library, canteen, barber, program offices and other spaces.

Inmate programs are an essential component of the inmate's transition towards release. The goal of the programs offered are not only to provide inmates meaningful and productive treatment programs allowing the inmate to better himself and prepare for release as a productive citizen, but also to promote physical activities to enhance health and self-awareness. A high volume space is required that is large enough to include a small (1/2 court) basketball area, recreation specialist office, cardiovascular exercise, and equipment storage space. This space will allow for and encourage physical activity on a year round basis.

Program and Treatment Space Needs and Costs:

200 beds @ 16 sf/bed = 3,200 sf
3,200 gsf @ \$200 per square foot = \$ 640,000

Exercise Space Needs and Costs:

4,900 gsf @ \$190 per square foot = \$ 930,000 (rounded)

TOTAL Inmate Services:Program and Exercise (8,100 gsf) = \$1,570,000

Inmate programmatic and exercise space needs and costs to be verified in the required program statement.

Feasibility Study – Lincoln Air Park Correctional Facility

It is recommended the food service facilities and program areas are located in the same proximity or combined in a single building to reduce inmate movement and to enhance security.

Warehouse/Laundry Storage/Other Ancillary Space Needs

To accommodate NDCS's inmate population, additional warehouse space, laundry sorting, and other ancillary spaces are needed. The functional spaces for storage and warehouse areas include, but are not limited to clothing, property, building supply and commissary storage, food service cold storage (delivered), laundry sorting, inventory manager office, and loading dock area. It is anticipated inmate laundry would be transported to Cornhusker State Industries' laundry services, and only limited laundry would be available at the Air Park facility. The following provides the estimated space and costs for warehouse storage:

Space Needs and Costs:

200 beds @ 15 sf/bed = 3,000 sf

3,000 gsf @ \$150 per square foot = \$ 450,000

Warehouse space needs and costs to be verified in the required program statement.

Building Code and Life Safety Deficiencies

As presented earlier in the building description and Lancaster County's use of the facility, a number of building code deficiencies exist. In particular, a new fire sprinkler system including a new fire line service to the building would be required. Components of the building code renovations include the fire sprinkler system, new centralized and addressable fire alarm system and panel, ADA compliance, electrical compliance, emergency generator with automatic power transfer, and other life safety improvements.

Building Code and Life Safety Cost Estimate = \$ 680,000

Deferred Building Repair

The Air Park Building (17,160 square feet) was originally constructed in the mid 1950's, representing a building that is over 60 years old. In 1991, a 14,757 gsf major addition was constructed. Significant deferred repairs are required to the original building as well as the 1991 Addition. The deferred building repairs include roof replacement over the entire building (32,000 @ \$15/sf), masonry repairs at top of walls, HVAC, mechanical, plumbing, and other deferred repairs.

Deferred Building Repairs = \$ 600,000

Building Renovations for NDCS Utilization

The existing facility will require a number of renovations to accommodate NDCS's minimum security and community custody populations. These renovations include enclosing the administrative areas and corridor separations, shower and restroom renovations, constructing holding cells (3 each), office and programming repurposing, painting, flooring, locks, and other renovations.

Building Renovations = \$ 610,000

Security System Improvements

The existing facility is designed for community custody inmates who work in the community and the use of the facility included significant flexibility with minimal security features. The existing CCTV surveillance system was antiquated and required major upgrades. To accommodate NDCS' inmate population, a number of significant security upgrades are needed, including additional perimeter security fencing, CCTV security cameras and recording systems, radio tower and communication devices, and a perimeter detection system. In addition to inmate surveillance and monitoring security, there is a significant need to improve the campus lighting and the perimeter fence line. In order for CCTV monitoring to occur, exterior lighting improvements are needed.

Security System Improvements = \$1,095,000

Fixtures/Furnishing/Equipment (FFE) and Other One Time Start Up Needs

Additional fixed and movable furnishings, equipment, supplies, and other one-time startup items would be needed for staff and inmates. These items include FFE (beds, lockers, desks, chairs, and other movable furniture). Facility staff will require computers, services, phones, and other IT devices. Additional start up items and supplies include metal detectors, vehicles, copiers, KRONO's equipment, building maintenance tools and supplies (mowers, buffers, tools, etc.), security items (cuffs, masks, protective gear, security mirrors, weapons, weapon lockers, key lock boxes, etc.), bedding supplies, food service (movable-pots, pans, dishes, plastic ware, trash, etc.), cleaning and other supplies.

FFE and One Time Start Up Costs = \$1,760,000

Although the cost estimate provided in the Project Budget Estimate on Page 20 includes inspections and laboratory analysis expenses relating to asbestos, lead paint, and other hazardous material investigations, the cost estimate does not include removal and remediation expenses if these materials are found. The asbestos, lead paint, and hazardous materials investigation and analysis would be conducted as part of the program statement.

XI. PROJECT BUDGET ESTIMATE

1. Cost Estimate Criteria

Square footage and equipment cost information used to create the following estimates were derived from the 2014 NDCS Master Plan, CCC-Lincoln Expansion Program Statement, CCC-Omaha Expansion Program Statement, R.S. Means Construction Cost Data (2014), and other historical cost information.

2. Month and Year of Estimates, and Inflation Factors

The cost estimates were made in December, 2014, and annual inflation factor of 2.5% per year to the midpoint of construction/renovation was applied. **Construction inflation will need to be adjusted accordingly with the development of the Program Statement, and/or if project funding is delayed.**

Feasibility Study – Lincoln Air Park Correctional Facility

3. Project Budget Estimate

| PROJECT BUDGET ESTIMATE | | TOTAL |
|--|-------------|---------------------|
| 1. NEW CONSTRUCTION (19,600 gsf) | | \$4,320,000 |
| a. Food Service Preparation and Dining (8,500 gsf) | \$2,300,000 | |
| b. Inmate Services: Programs (3,200 gsf) and Exercise (4,900 gsf) | 1,570,000 | |
| c. Warehouse/Laundry Storage/Other Ancillary Spaces (3,000 gsf) | 450,000 | |
| 2. BUILDING CODES/LIFE SAFETY and DEFERRED REPAIR | | 1,280,000 |
| a. Building Code and Life Safety Deficiencies (Fire sprinklers, fire alarm systems, emergency generator, ADA, Other Improvements) | 680,000 | |
| b. Deferred Repair (Roof Replacement, masonry repairs, HVAC/mechanical/electrical, and other deferred repair) | 600,000 | |
| 3. BUILDING RENOVATIONS (31,917 gsf) | | 610,000 |
| a. Administration/Security Separations | 20,000 | |
| b. Shower and Restroom Renovations | 190,000 | |
| c. Holding Cell Construction (3 cells) | 120,000 | |
| d. Office & Program Area Repurposing Renovations | 200,000 | |
| e. Painting, Flooring, Locks, and Other Renovations | 80,000 | |
| 4. SECURITY SYSTEM IMPROVEMENTS | | 1,090,000 |
| a. Perimeter Security Fencing (\$250,000) & Campus Lights (\$270,000) | 520,000 | |
| b. Perimeter Security Detection System and Monitoring | 260,000 | |
| c. CCTV and Recording Equipment, and Door Control Improvements | 250,000 | |
| d. Radio Tower, Cabling, and other security communications | 60,000 | |
| SUB-TOTAL: NEW CONSTRUCTION and RENOVATIONS = \$7,300,000 | | |
| 5. FIXTURE/FURNISHING/EQUIPMENT and START-UP COST | | 1,910,000 |
| a. Fixtures, Furnishings, and Equipment (FFE) | 280,000 | |
| b. Fixed Food Service (@ \$550,000), Laundry, and Medical Equipment | 610,000 | |
| c. Information Technology (Computers, servers, hubs, cabling, etc.) | 195,000 | |
| d. One Time Start Up Costs (Metal detectors, security items, vehicles, maintenance items, bedding, food service items, cleaning & other) | 825,000 | |
| 6. PROGRAM DEVELOPMENT COSTS | | 880,000 |
| a. Program Statement (including draft lease/amortization agreement) | 75,000 | |
| b. A/E Design Fees, Contract Administration, Geotechnical, Asbestos & Lead Paint Inspection, Legal, Bidding (11% of 1,2,3, and 4) | 805,000 | |
| 7. PROJECT CONTINGENCIES (approximately 10% of 1,2,3, and 4) | | 730,000 |
| 8. INFLATION To Midpoint of Construction (2.5% / year to 9/2017) (Total Inflation of 6.875% for 1,2,3,4,and 5) | | 630,000 |
| 9. TOTAL PROJECT COST | | \$11,450,000 |
| NOTES | | |
| A. The project estimate is based on minimum security design standards, on renovations occurring in a non-occupied building, and does not include mark-ups for security conditions. | | |
| B. This project is not eligible for 309 Task Force for Building Renewal Funds since the facilities are not state owned, or on state land. | | |
| C. The cost estimate does not include asbestos/lead paint remediation. | | |

Feasibility Study – Lincoln Air Park Correctional Facility

4. Fiscal Impact and Operational Costs A. Staffing Component and Costs

Airpark Staffing

12/3/2014

| Position | Day | 1st | 2nd | 3rd | Relief | Total | hiring rate | total est. cost |
|--|-----------|-------------|-----------|-----------|------------|--------------|-------------|------------------|
| Housing - UCW | | 3 | 3 | | 5.4 | 11.4 | 35,495 | 404,643 |
| Housing - Custody | | 1 | 1 | 4 | 5.4 | 11.4 | 33,883 | 386,266 |
| Corporal: Control Corporal: Passes, Tard, Phones, UAs, etc | | 1 | 1 | 1 | 2.7 | 5.7 | 33,883 | 193,133 |
| Corporal: Video & Searches | | 2 | 2 | 1 | 4.5 | 9.5 | 33,883 | 321,889 |
| Corporal: Key & Tool | 1 | | | | 0 | 1 | 33,883 | 33,883 |
| Corporal: Ed/Libr/Rec; Property / Supply | | 1 | 1 | | 0.6 | 2.6 | 33,883 | 88,096 |
| Corporal: Visiting & Food Serv | | 1 | 1 | | 1.8 | 3.8 | 33,883 | 128,755 |
| Corporal: Transportation | | 2 | 2 | 1 | 4.5 | 2 | 33,883 | 67,766 |
| Sergeant/Shift Comm | | 1 | 1 | 1 | 2.7 | 6 | 37,658 | 225,948 |
| Lt: PHO & Emerg Prep | 1 | | | | 0 | 1 | 45,255 | 45,255 |
| Lieutenant | | 1 | 1 | 1 | 2.7 | 5.7 | 45,255 | 257,954 |
| Subtotal | 2 | 14 | 14 | 10 | | 65.8 | | 2,088,767 |
| ----- | | | | | | | | |
| Warden | 1 | | | | | 1 | 85,733 | 85,733 |
| Asst. Super/Adult | 1 | | | | 0 | 1 | 48,653 | 48,653 |
| Unit Manager | 1 | | | | 0 | 1 | 42,101 | 42,101 |
| Unit Case Mgr | | 2 | 1 | | 0 | 3 | 39,166 | 117,498 |
| Records Officer | 1 | | | | 0 | 1 | 28,872 | 28,872 |
| AA I (K): admin | 1 | | | | 0 | 1 | 32,273 | 32,273 |
| AA III (A): ACA, litigation, training | 1 | | | | | 1 | 41,047 | 41,047 |
| Bus Mgr II | 1 | | | | | 1 | 42,567 | 42,567 |
| Personnel Asst. | 1 | | | | | 1 | 29,407 | 29,407 |
| Secretary II (Admin & Mail) | 1 | | | | | 1 | 24,238 | 24,238 |
| Recreation / Religion | 1 | | | | | 1 | 39,749 | 39,749 |
| Education / Library | 1 | | | | | 1 | 50,000 | 50,000 |
| Food Service Director I | 1 | | | | | 1 | 39,437 | 39,437 |
| Food Service Manager | 1 | | | | | 1 | 34,122 | 34,122 |
| Food Service Specialist | | 2 | 2 | | 2 | 6 | 28,396 | 170,376 |
| Facility Maint Leader (& Safety/Sanitation) | 1 | | | | | 1 | 33,041 | 33,041 |
| Facility Maint Spec | 1 | | | | | 1 | 30,736 | 30,736 |
| Nurse Supervisor | 1 | | | | 0 | 1 | 46,677 | 46,677 |
| RN | | 1 | 1 | 1 | 2.7 | 5.7 | 42,145 | 240,227 |
| PA | | 0.5 | | | | 0.5 | 67,966 | 33,983 |
| Pharmacy Tech | | 1 | 1 | | 1.8 | 3.8 | 23,566 | 89,551 |
| AA I (Treatment / Programs) | 1 | | | | | 1 | 32,273 | 32,273 |
| Treatment: SA / MH (dual Lic.) | | | 2 | | | 2 | 41,047 | 82,094 |
| Subtotal | 16 | 6.5 | 7 | 1 | 6.5 | 37 | | 1,414,655 |
| ----- | | | | | | | | |
| Buyer II | 1 | | | | | 1 | 42,819 | 42,819 |
| Accountant I | 1 | | | | | 1 | 32,635 | 32,635 |
| IT Infrast. Support Analyst | 1 | | | | | 1 | 43,749 | 43,749 |
| Training Specialist | 1 | | | | | 1 | 38,188 | 38,188 |
| Subtotal | 4 | 0 | 0 | 0 | 0 | 4 | | 157,391 |
| ----- | | | | | | | | |
| TOTAL | 22 | 20.5 | 21 | 11 | 6.5 | 106.8 | | 3,660,813 |

- contract canteen serv

- will utilize CSI for laundry

Benefits 1,098,244
PSL&Benefits 4,759,057

B. Utilities, Maintenance and Other Operational Costs Per Year

Utility and Maintenance Cost - Based on an occupancy in the year 2018, utility expenses are estimated at \$6.00 per square foot per year and the cost for maintenance is estimated at \$0.50 per square foot per year (excludes staff labor costs), for a total of \$6.50 per square foot per year. This estimate is based on similar NDCS facility costs and then forecasted to 2018.

NDCS requested utility cost information from the Lincoln Airport Authority, however, as of this report date no utility cost information has been provided. As such, the \$6.50 per foot per year estimate is used for both existing and new square footages, as follows:

| | | |
|------------------------|---|------------------|
| (1) Existing Building: | 31,917 gsf @ \$6.50 per gsf per year = | \$207,460 |
| (2) New Construction: | <u>19,600 gsf @ \$6.50 per gsf per year =</u> | <u>\$127,400</u> |
| TOTAL | 51,517 gsf Utility & Maintenance. = | \$334,860 |

Other Operational Cost – Other operational costs include communications systems, IT costs through OCIO, office supplies, copy services, and so forth. Other operational costs do not include inmate per diem or medical costs as these inmates are already in the NDCS system. The estimate of \$2.00 per square foot is used and is based on costs experience at similar NDCS facilities.

| | | |
|-----------------------------|---------------------------------|------------------|
| (1) Other Operational Costs | 51,517 gsf @ \$2 per gsf/year = | \$103,034 |
|-----------------------------|---------------------------------|------------------|

C. Estimated Rental Lease Costs

NDCS requested rental / lease cost information from the Lincoln Airport Authority however, as of this report date no rental cost information has been provided. Moreover, since the proposed food service facilities, program/exercise spaces, and warehouse would need to be constructed on non-state owned land, NDCS and the State of Nebraska may be precluded from and not have the authority to, design or construct new building(s).

As background information, the Nebraska State Crime Laboratory (Nebraska State Patrol) and DAS/State Building Division (DAS/SBD) are currently working with the Lincoln Airport Authority for the design and construction of the new State Crime Lab, which will be located on the Lincoln Air Park campus. In general, the Lincoln Airport Authority is responsible for the design of the facility, with State Crime Lab and DAS/SBD participation, including review and approval of the design and construction. The Lincoln Airport Authority is contracting for the

Feasibility Study – Lincoln Air Park Correctional Facility

construction of the facilities accordingly. The LAA will amortize the capital cost of the new Crime Lab with the State of Nebraska in the annual lease agreement (with a 20 year lease agreement).

It is our understanding for this correctional project to move forward, the ability for the Lincoln Airport Authority to construct new facilities and/or renovate existing buildings would depend on the Airport Authorities financial bonding capacity. Developing a draft lease agreement for this project is not possible since total capital costs and LAA bonding capabilities will not be known until the completion of a program statement. Moreover, the “leasing agent” for all state agencies is the Department of Administrative Services/State Building Division. As such, the process to be used for the design, building renovations and new construction will require further investigation and coordination with the Lincoln Airport Authority and the DAS/BD.

For the purpose of identifying the estimated lease cost for the existing building, a review of Lancaster County’s Lease Agreement Addendum indicated a lease cost of \$6,375 per month for the period from June 1, 2011 to May 31, 2016. Lancaster County’s annual lease of **\$76,500** is provided below to illustrate the “minimal” lease cost for the existing building.

The terms of the lease agreement, including amortized capital costs, financing cost, initial down payment(s), fees and other miscellaneous expenses would be included in the program statement. Since a determination has not been made on the lease cost and/or capital construction amortization process for any new facilities, this amount remains unknown.

D. Estimated TOTAL Annual Operational Cost

| | |
|--|------------------|
| (1) Staffing Costs | \$4,759,057 |
| (2) Utilities and Maintenance | \$ 334,860 |
| (3) Other Operational Costs | \$ 103,034 |
| (4) Existing Building (#1230) (Minimum Lease Estimate) | <u>\$ 76,500</u> |
| SUB-TOTAL | \$5,273,451 |
| (5) Capital Construction Cost Amortization | <u>UNKNOWN</u> |
| TOTAL Estimated Annual Operational Cost | UNKNOWN |

XII. FUNDS REQUIRED and FUNDING SOURCES

1. Total Funds Required

A total of **\$11,450,000** is needed to complete this project, including new food service facilities and inmate services for program and treatment spaces.

2. Project Funding Sources

The proposed funding source is the **State General Funds**.

3. Fiscal Year Expenditures for Capital Construction

| FISCAL YEAR EXPENDITURES | | | | |
|-------------------------------------|------------------------------|------------------------------|------------------------------|---------------------|
| | FY16 | FY17 | FY18 | |
| <u>DESCRIPTION</u> | 7-1-15 to 6-30-16 | 7-1-16 to 6-30-17 | 7-1-17 to 6-30-18 | <u>TOTAL</u> |
| New Construction & Renovations | \$0 | \$4,800,000 | \$2,500,000 | \$7,300,000 |
| FFE and Start Up | \$0 | \$1,000,000 | \$910,000 | \$1,910,000 |
| Program Development (P.S. & Design) | \$300,000 | \$380,000 | \$200,000 | \$880,000 |
| Contingencies | \$0 | \$400,000 | \$330,000 | \$730,000 |
| Inflation | \$0 | \$200,000 | \$430,000 | \$ 630,000 |
| | | | | |
| TOTAL PROJECT COST | \$300,000 | \$6,780,000 | \$4,370,000 | \$11,450,000 |

XIII. PRELIMINARY TIMELINE

- | | |
|--|-------------------------|
| 1. Feasibility Study Submission to the Legislature | January 1, 2015 |
| 2. Funding Approval | July 1, 2015 |
| 3. Consultant Selection and Approval | September/October 2015 |
| 4. Program Statement Completion | March, 2016 |
| 5. Program Statement Approvals by Governor/Legislature | April, 2016 |
| 6. Design Completion | September/October, 2016 |
| 7. Bidding and Award | October, 2016 |
| 8. Construction Start (18 Month Construction) | November, 2016 |
| 9. Construction Midpoint | August, 2017 |
| 10. Construction Completion | May, 2018 |
| 11. Inmate Occupancy | July, 2018 |

NOTE: Timeline is dependent upon funding availability and approvals.

XIV. SUMMARY and CONCLUSION

Since the buildings and grounds will not be owned by the State of Nebraska, the proposed Air Park correctional facility should be considered as a “Short-Term” solution as the ability for it to function as a long term solution relies on the continuation of contractual and lease agreements between the State of Nebraska/Department of Correctional Services and the Lincoln Airport Authority.

The proposed Air Park renovation and expansion project would provide NDCS with potentially an additional 180 beds to be used for minimum custody (3A/3B) and community custody (4A/4B) male inmates. Table 1 shows the NDCS population projections for male inmates, by custody level, through the end of Fiscal Year 2020. These numbers are based on data reported in the NDCS 2014 Master Plan Report.

Table 1: 5-Year NDCS Population Projections

| Fiscal Year | Standard Male Average Daily Population | | | | | | Male Total | % of Male Design Capacity |
|-------------|--|------|------|-----|-----|-----|-------------|---------------------------|
| | 1X | 2X | 3A | 3B | 4A | 4B | | |
| FY 2016 | 1363 | 971 | 1248 | 162 | 351 | 513 | 4610 | 156% |
| FY 2017 | 1392 | 991 | 1274 | 166 | 358 | 524 | 4706 | 159% |
| FY 2018 | 1422 | 1012 | 1301 | 169 | 366 | 535 | 4807 | 163% |
| FY 2019 | 1454 | 1035 | 1331 | 173 | 374 | 547 | 4916 | 167% |
| FY 2020 | 1488 | 1059 | 1362 | 177 | 383 | 560 | 5032 | 170% |

Numbers based on population projections from NDCS 2014 Master Plan Report

Table 2 shows the projected population levels after being adjusted to account for the estimated additional 180 beds gained through use of the Air Park facility. These numbers assume that 60 beds are reserved for minimum custody inmates (30 for 3A and 30 for 3B) and the remaining 120 beds are dedicated to inmates classified as community custody (60 for 4A and 60 for 4B). Recall from earlier discussions, however, that the expected occupancy could exceed 180 beds after portions of the existing Air Park facility are renovated and repurposed. Therefore, the information below reflects conservative impact estimates.

Feasibility Study – Lincoln Air Park Correctional Facility

Table 2: 5-Year Projected Impact of Air Park Beds

| Fiscal Year | Standard Male Average Daily Population | | | | | | Male Total | % of Male Design Capacity |
|-------------|--|------|------|-----|-----|-----|-------------|---------------------------|
| | 1X | 2X | 3A | 3B | 4A | 4B | | |
| FY 2016 | 1363 | 971 | 1218 | 132 | 291 | 453 | 4430 | 150% |
| FY 2017 | 1392 | 991 | 1244 | 136 | 298 | 464 | 4526 | 153% |
| FY 2018 | 1422 | 1012 | 1271 | 139 | 306 | 475 | 4627 | 157% |
| FY 2019 | 1454 | 1035 | 1301 | 143 | 314 | 487 | 4736 | 160% |
| FY 2020 | 1488 | 1059 | 1332 | 147 | 323 | 500 | 4852 | 164% |

Numbers based on population projections from NDCS 2014 Master Plan Report

The Legislature should consider the benefits and limitations of using the Air Park facility as a long-term option to address crowding issues within NDCS. While the addition of these beds would provide some immediate short-term relief, data from the 2014 Master Plan Report suggests that 644 more beds will still be needed to meet the Fiscal Year 2024 population demands for minimum and community custody inmates². Again, the ability for Air Park to serve this purpose relies on contractual agreements that must be entered into between the State of Nebraska/Department of Correctional Services and the Lincoln Airport Authority. It is recommended that a formal architectural and operational program statement be completed for this project in order to more fully assess the viability of using the Air Park facility as a long-term option to address crowding issues within the Department.

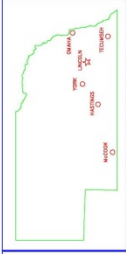
This Air Park Facility should not be considered as an alternative to, or substitute for, NDCS' 2014 Strategic Comprehensive Capital Facilities Master Plan and the capital construction program.

² The 644 bed shortfall represents the 944 bed shortfall for 3A/4A/4B inmates in FY2024 minus 120 beds added for females (excluded because Air Park will be male only) minus 180 beds added from the Air Park Facility.

APPENDIX A – AERIAL PHOTOGRAPH and FLOOR PLANS

- A – 1 Former Lancaster County Jail Facility Aerial
- A – 2 First Floor Plan (Entire Building)
- A – 3 Floor Plan (1991 North Addition)
- A – 4 Floor Plan (Center Area)
- A – 5 Floor Plan (South Area)
- A – 6 Floor Plan (East Area)

Feasibility Study – Lincoln Air Park Correctional Facility



Nebraska Department of Correctional Services

NEBRASKA DEPARTMENT OF CORRECTIONAL SERVICES
 1 LINCOLN AIR PARK
 LANCASTER, NEBRASKA 68601

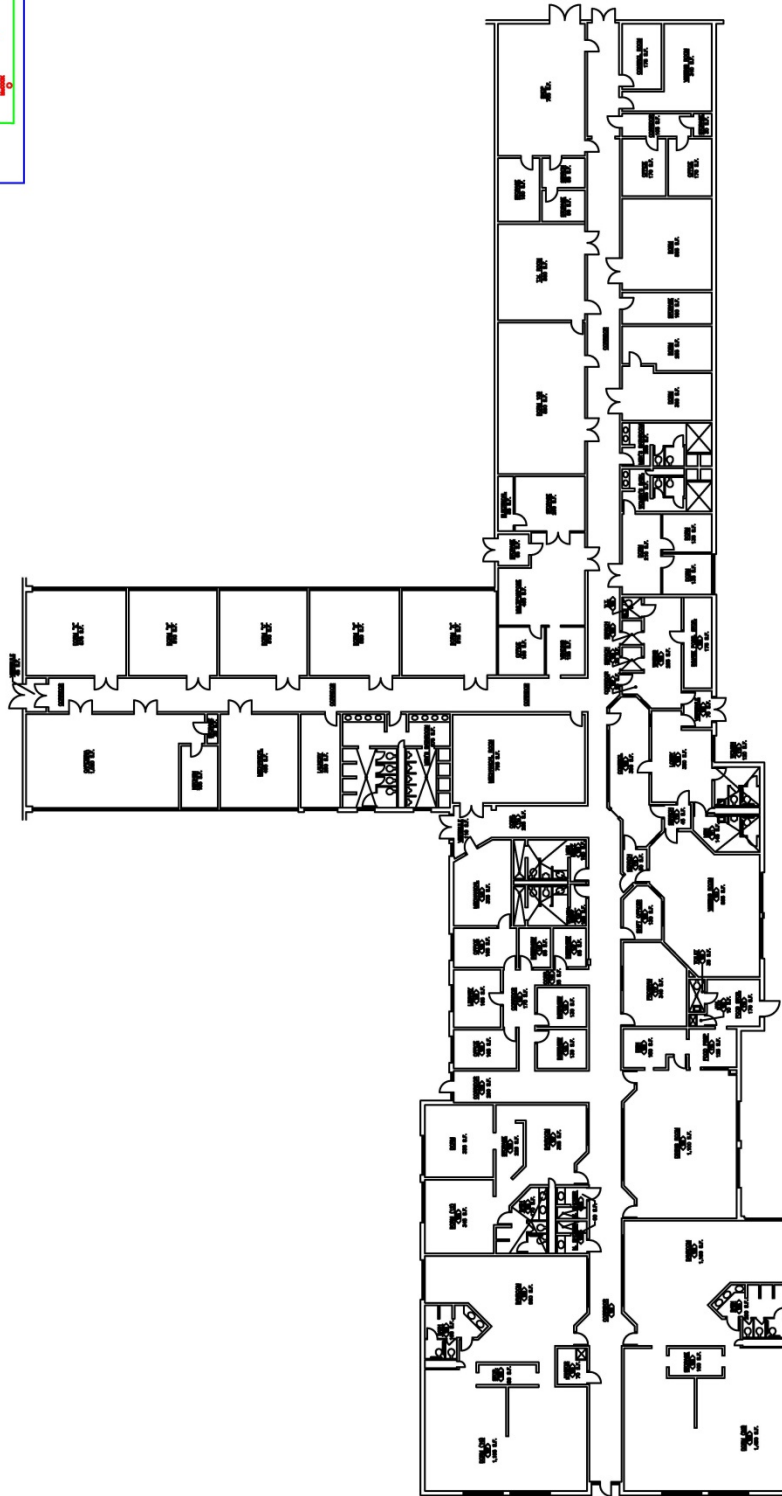
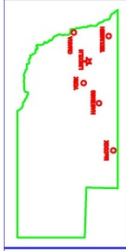
PROJECT: FORMER LANCASTER COUNTY JAIL FACILITY
 DRAWING: A-1


DATE: 10/11/2011
 DRAWN BY: [Name]
 CHECKED BY: [Name]
 APPROVED BY: [Name]

FORMER LANCASTER COUNTY JAIL FACILITY
 SCALE: Not to Scale

- LEGEND OF DRAWINGS**
- A-1 FORMER LANCASTER COUNTY (JAIL FACILITY) AERIAL
 - A-2 FIRST FLOOR PLAN (ENTIRE BUILDING)
 - A-3 FLOOR PLAN ADDITION (1991)
 - A-4 FLOOR PLAN
 - A-5 FLOOR PLAN
 - A-6 FLOOR PLAN

Feasibility Study – Lincoln Air Park Correctional Facility

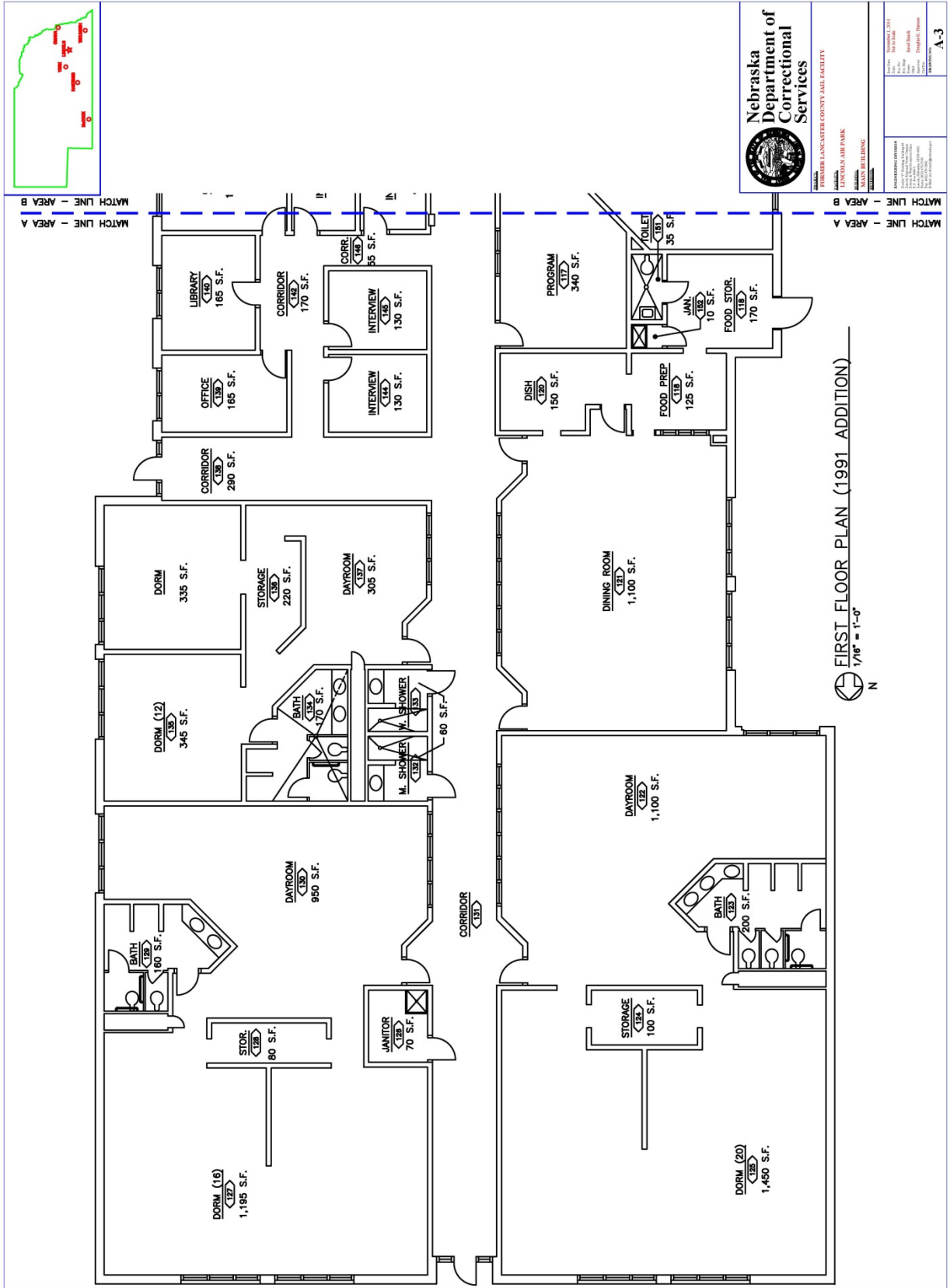



Nebraska Department of Correctional Services
 FORBES LANCHESTER COUNTY JAIL FACILITY
 LINCOLN AIR PARK
 JAIL BUILDING

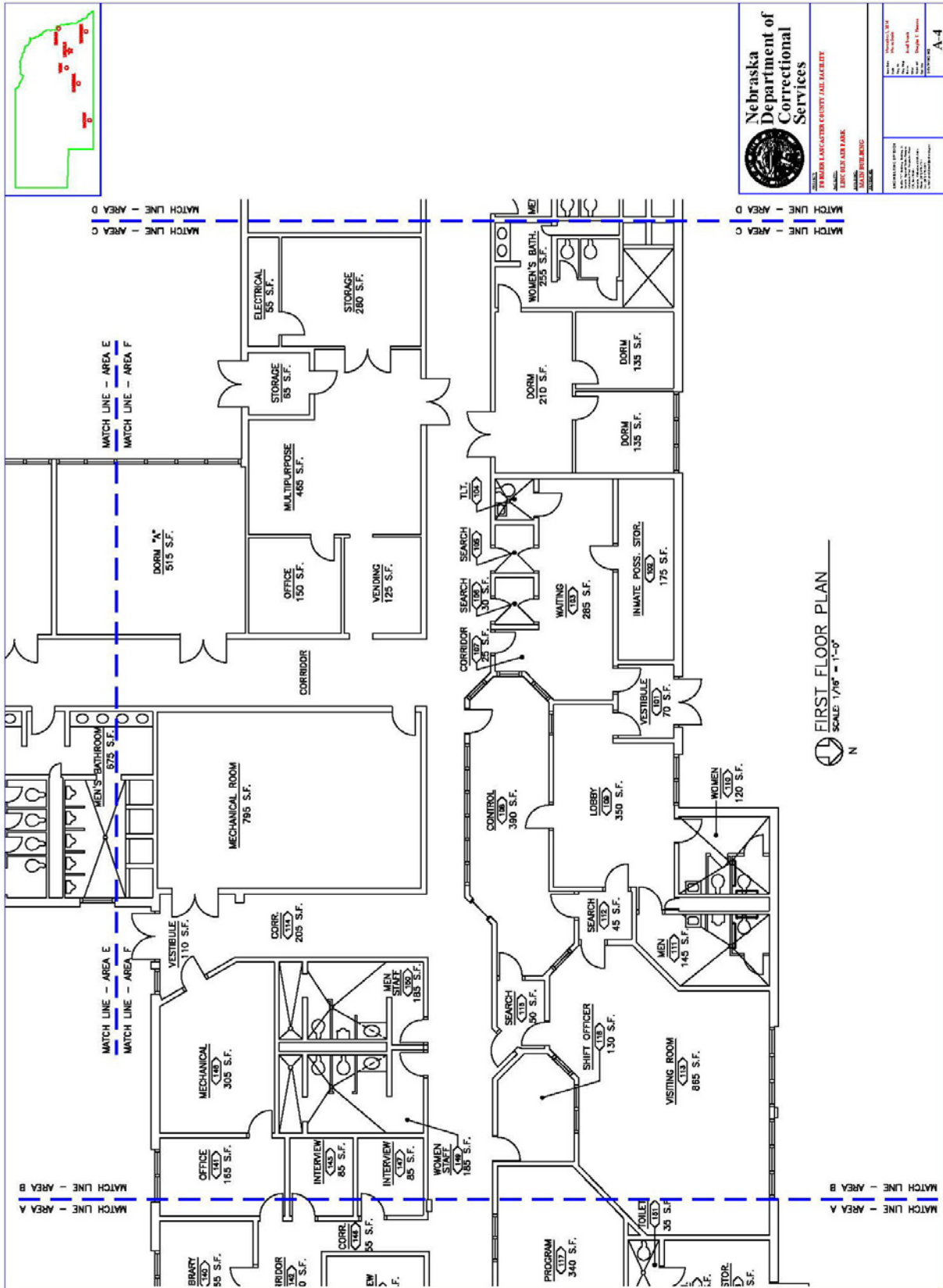
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|---|------------|

FIRST FLOOR PLAN
 SCALE: NOT TO SCALE
 N

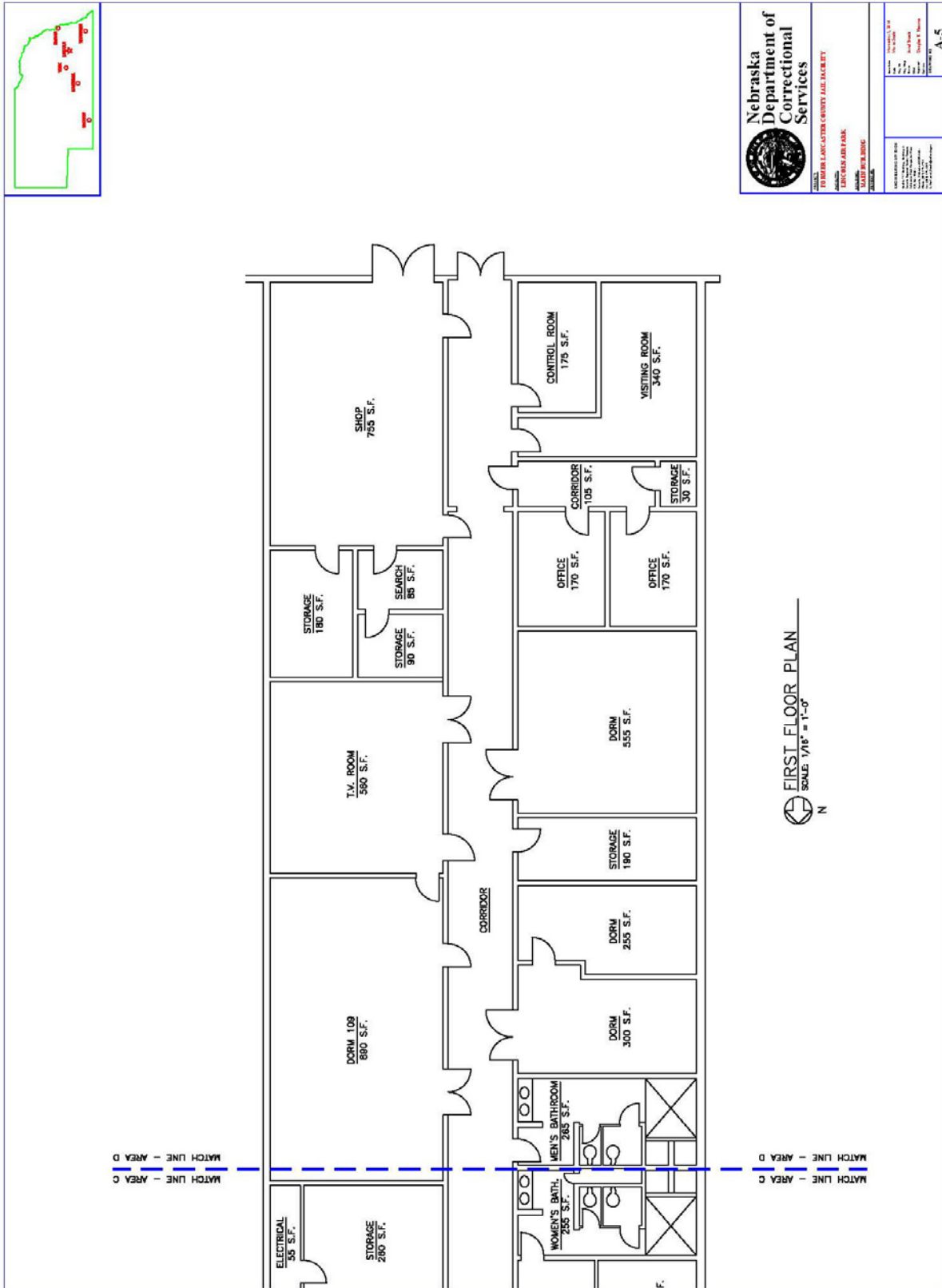
Feasibility Study – Lincoln Air Park Correctional Facility



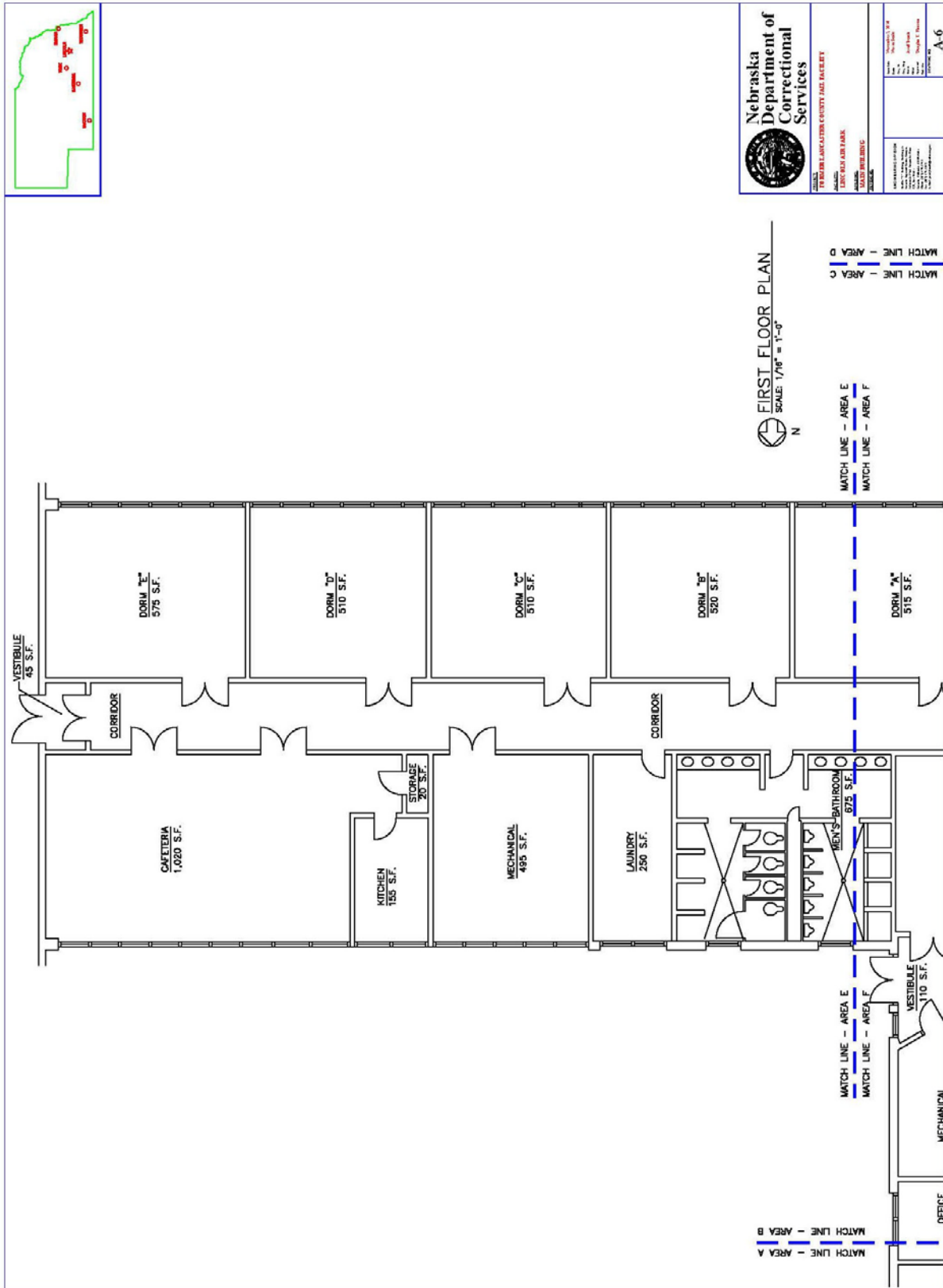
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Feasibility Study – Lincoln Air Park Correctional Facility



Feasibility Study – Lincoln Air Park Correctional Facility



APPENDIX B – FACILITY and BUILDING PHOTOGRAPHS



Front Entrance



Corridor Looking South



Typical Bunk Bed



Housing Unit A Sleeping Area



Housing Unit B Sleeping Area



Showers



Toilet Stalls



Housing Unit B Dayroom Area



Housing Unit C Sleeping Area



Dining Area



Geothermal Heating Pumps in Mechanical Area



Exterior Courtyard Looking North

Feasibility Study – Lincoln Air Park Correctional Facility



Exterior Courtyard Looking Northwest



Parking Lot Looking North

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