



Feasibility Study Public Hearing

February 25, 2022 – 10 AM, Citizens Square Room 035



What is a Feasibility Study?

Indiana Code 36-1-8-19 says that after June 30, 2018, a county may not begin construction or reconstruction of a county jail, unless the county executive first:

- (1) prepares or causes to be prepared a feasibility study of possible alternatives to the construction or reconstruction of the county jail; and
- (2) holds a public hearing on the feasibility study.

What is included in a Feasibility Study?

Indiana Code 36-1-8-19(c) says that the feasibility study must include the following information:

- (1) The feasibility of housing inmates in the county jail of another county or in a multicounty jail established by two (2) or more counties.
- (2) A projection of the county's future jail needs and an estimate of the number and characteristics of future inmates.
- (3) An estimate of the costs, tax rates, and debt service amounts that would result from each of the alternatives addressed by the feasibility study.

Feasibility Study and Required Public Hearing

- The Board of Commissioners, who is statutorily required to provide a jail facility for the Sheriff to operate, asked Elevatus Architecture and BakerTilly to compile the required components of the Feasibility Study and present their findings at this public hearing.
- There are no decisions to be made or votes to be taken at the conclusion of the public hearing. It is purely for presentation of the feasibility study and public testimony on the contents of the study.

Feasibility Study and Required Public Hearing

- Public testimony will be taken in two rounds.
- Round One of Testimony - Anyone present will be afforded the opportunity to speak one time, with no time limit, provided testimony is...
 - directed only to the Board of Commissioners
 - civil and respectful
 - not repetitive
 - focused on the contents of the Feasibility Study
- Round Two of Testimony – At the close of Round One, the Board of Commissioners will permit an additional round of testimony. Speakers will be limited to one, three-minute opportunity, regardless of whether or not they chose to speak during Round One.



Allen County Indiana Jail Study

February 2022

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Reason for the Study

Study the feasibility of providing an expansion or replacement to the Allen County Jail due to

- Overcrowding
- Aging and out of date facilities
- Increase staffing efficiencies & safety
- Increase operational efficiencies

Executive Summary

Statutory Requirements of a Jail Study

- Requirements of IC 36-1-8-19 (known as HEA 1263, 2018)
 - Provide a Feasibility study of possible alternatives to the construction or reconstruction of the county jail:
 - Housing inmates in a regional (multi-county jail) facility
 - Housing inmates in another county's facility
 - Projection of the future jail needs
 - Number and characteristics of future inmates
 - Estimate of costs, tax rates and debt service amounts resulting in each of the alternatives addressed
 - Hold a public hearing to receive and hear testimony regarding the study

Determining the Need

Process and Information

- Jail Capacity and Limitations
- County Population has been growing and is forecasted to grow by over 42,000 in the next 20 years
- Average Daily Population of the jail has exceeded total capacity every year in the last 20 years

Projecting the Need

Methodologies and Projections

- Method A – linear projection as a percentage of county population
 - 0.4% of County Population - 2041 population of 420,000 – 1680 Beds
- Method B – fluctuating projection based on history
 - Trends and fluctuations projection shows 1321 operational beds
 - 80% of capacity = operationally full - 1651 Beds
- Method C – Little's Law using Admissions Rate & Length of Stay
 - Admissions Rate averages 4000/100k
 - Average Length of stay 24 days (low compared to other counties) - 1381 Beds

Projecting the Need

Methodologies and Projections

- Population Trends and Data (last 5 years)
 - 15-20% of the Inmate Population is Female
 - Trends show this is growing as a percentage of the jail population
 - 5-10% Mental Health Needs
 - Trends show this is underreported and may need a higher % of beds
 - 23% of Beds are occupied by IDOC/Federal Holds
 - 8% of Beds are occupied by Federal inmates
 - 15% of Beds are occupied by Level 6 Felons

Options to Address the Need

- Regional Jail
- Outsourcing Beds
- Expansion on Site
- Replacement of the Jail

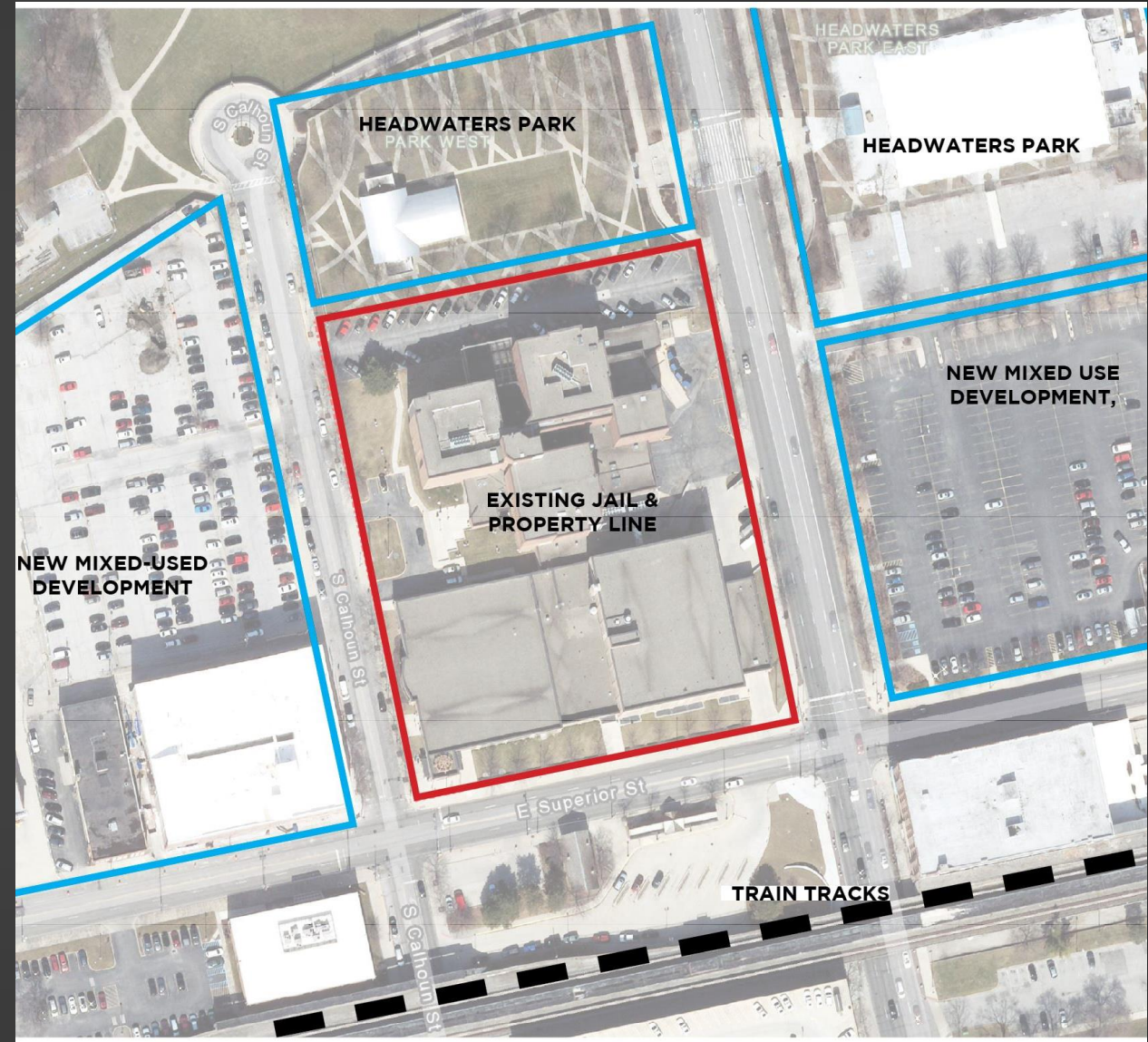
Options 1 & 2:

Regional Jail // Outsourcing Beds

- All Neighboring Counties Contacted via Certified Mail
- No positive responses regarding a regional (multi-county) Jail
- Available Beds for outsourcing
 - Noble County – up to 10 beds @ \$45/day
 - Steuben County – up to 10 beds @ \$45/day
 - LaGrange County – up to 50 beds @ \$60/day
 - *Elkhart County – 300 beds (non available to Allen County) @ \$55/day*

Option 3: *Expansion on Site*

- Landlocked on Site
- No Horizontal Expansion Available
- Vertical Expansion is only possibility
 - South tower was constructed for vertical expansion



Option 3: *Expansion on Site*

- Add two floors to south tower
 - Adds 236 Beds (total of 977)
 - Complete End of Year 2024
 - Capacity needed 2024 – 1000 Beds
 - Construction Costs – \$23-25MM



Option 4:

Jail Replacement

- Space and Program Needs
 - 1500 Bed Jail (easily expandable)
 - Support Spaces (sized for 2500-3000)
 - Intake/Inmate Property
 - Kitchen/Laundry
 - Sheriff's Office Functions
 - Mental Health Treatment
 - Clinic and Infirmary
- Benchmark 1: Current Jail
 - 741 Beds: 255,000 sf
 - Double in size – 510,000 SF
- Benchmark 2: Marion Co Jail
 - 3000 Beds: 767,000 sf
 - Half in size – 383,000 sf

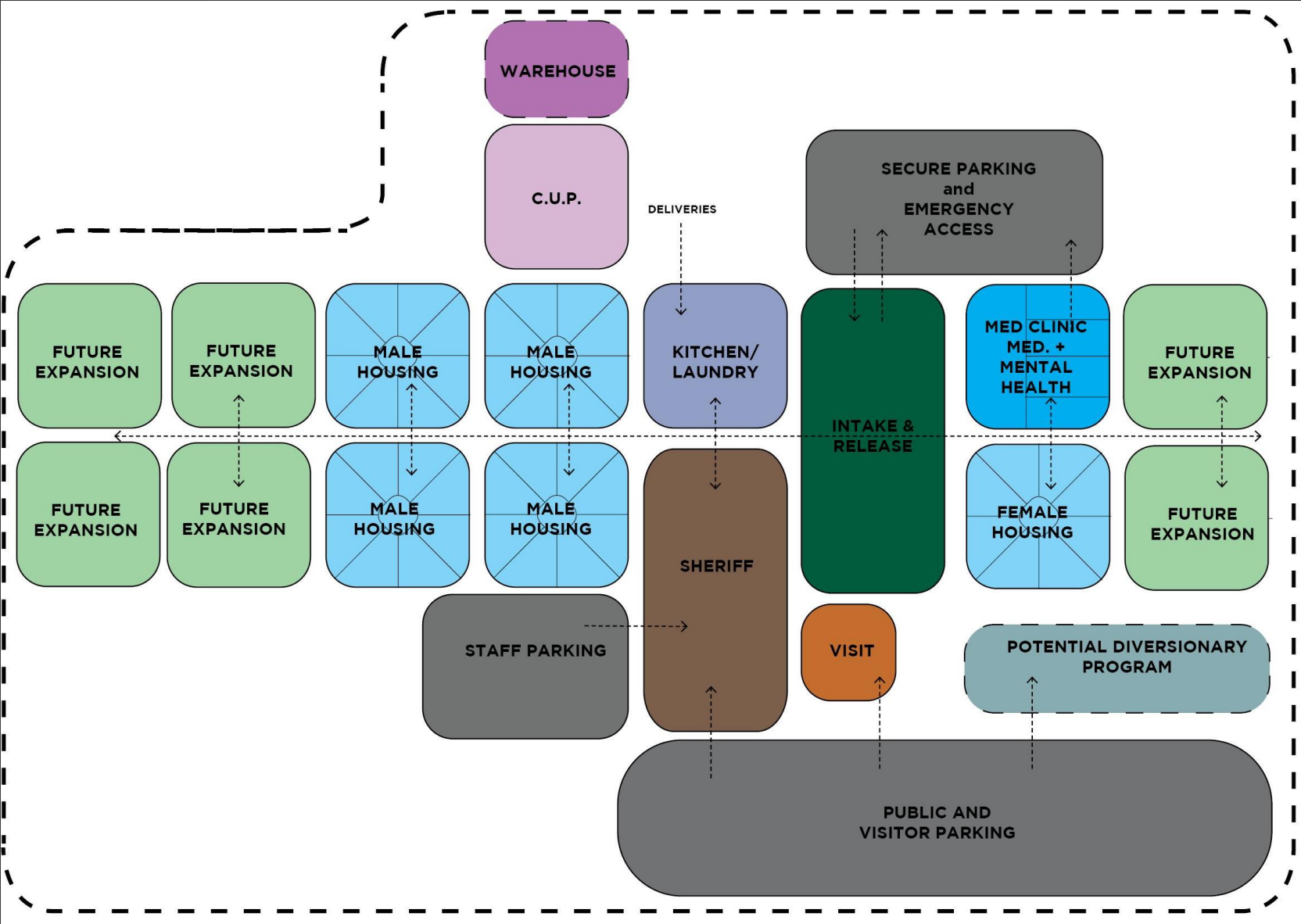
Option 4: Jail Replacement

- Programming Data from 2021 Justice System Study

1.0	SHERIFF ADMINISTRATION	2,400	10%	25%	3,240	currently in Courthouse 1st floor
2.0	CIVIL/WARRANTS (3600 sf)	0	10%	25%	0	(4800 sf) will remain in Courthouse
3.0	CRIMINAL INVESTIGATION DIVISION/ROAD PATROL	12,017	10%	25%	16,223	currently on 2nd floor Rousseau
4.0	SORN (SEX OFFENDER REGISTRY)	1,500	15%	25%	2,100	currently in Meeks
5.0	B OF I (BUREAU OF IDENTIFICATION)	2,721	15%	25%	3,809	currently in Meeks
6.0	JAIL ADMINISTRATION	5,000	10%	25%	6,750	
7.0	CENTRAL CONTROL	900	0%	0%	900	
8.0	INMATE HOUSING - (5) 300 bed units	217,508	0%	0%	217,508	pod type layout for easy expandability
9.0	INMATE PROCESSING CENTER	55,998	0%	10%	61,597 **	see breakdown below
10.0	VISITATION	5,000	0%	25%	6,250 **	based on 85 visitation stations; **growth built in
11.0	MENTAL HEALTH HOUSING UNIT (64 beds)	23,700	0%	25%	29,625 **	48 male, 16 female MH single bunk units
12.0	MENTAL HEALTH OFFICES	4,600	0%	25%	5,750 **	**growth built in
12.0	CLINIC	13,000	0%	25%	16,250 **	see breakdown below
14.0	INFIRMARY (32 beds)	7,546	0%	25%	9,433 **	see breakdown below
15.0	LAUNDRY	4,000	0%	10%	4,400 **	**sized by V&A for up to 2500 beds
16.0	FOOD SERVICE	17,500	0%	10%	19,250 **	**sized by V&A for up to 2500 beds
17.0	MAINTENANCE	1,500	0%	10%	1,650 **	**growth built in
18.0	POWER PLANT	4,500	0%	10%	4,950 **	**growth built in
19.0	INMATE SUPPORT	1,500	0%	25%	1,875	
20.0	WAREHOUSE (15,000 sf)	0	0%	10%	0 **	(16,500 sf) separate building
SUB-TOTAL ADMINISTRATION AND SUPPORT		380,889			411,560	
BUILDING CIRCULATION FACTOR				3.0%	12,347	presumes multi-building connectors
SUB-TOTAL GSF					423,906	

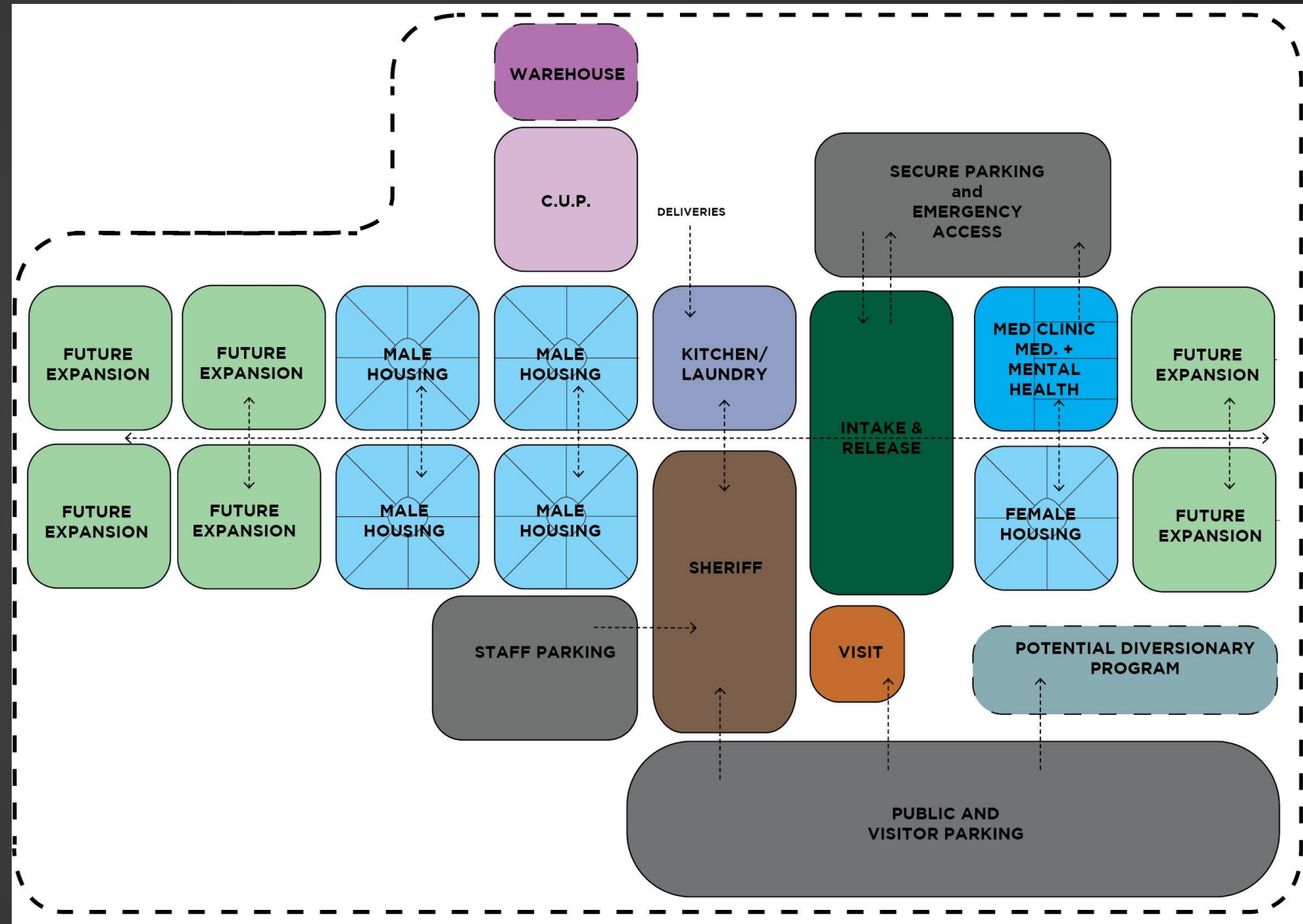
Option 4: *Jail Replacement*

- Site Needs for Jail now and into the future
- 60-75 Acres



Option 4: *Operational*

- Jail Staffing
 - 25% increased efficiency
 - Staff/inmate ratio
- Utilities Planning
 - 20-40 % increased efficiency
 - Cost/square foot basis



Option 4: *Jail Replacement*



- Construction Cost Projections

	Construction	Soft Costs	Total
• Benchmark 1: Current Jail x 2			
• 510,000 SF	280,500,000	84,000,000	364,000,000
• Benchmark 2: Marion Co Jail x 0.5			
• 383,000 sf	209,000,000	63,000,000	271,000,000
• Per Program: New Allen Co Jail			
• 425,000 sf	232,000,000	68,000,000	300,000,000

Summary

Options Explored

Option 1: Regional Jail			No interest
Option 2: Outsourced Inmate housing			Insufficient Availability
Option 3: Jail Expansion	\$25MM	project	236 Beds
Option 4: Jail Replacement	\$ 300MM	project	1500 Beds

Questions?

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Thank you.

For more information:

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Allen County

Proposed County Jail Project

February 25, 2022





Financing Options

- Cash on hand
- Bonds secured by either
 - Property taxes
 - Income taxes
 - Combination
- Combination of bonds and cash on hand

Specific Elements for Jail Project

Property Tax Considerations

- Debt Limit considerations
- Process/referendum
- How to fund operating cost changes
- Tax rate impact
- Taxpayer impact
- Circuit Breaker impact

Income Tax Considerations

- Debt Limit considerations
- Process/impact for special rate
- Capacity with existing rate structure
- How to fund operating cost changes
- Taxpayer impact
- Fluctuation in revenue stream

Current Local Income Taxes

Max Rates = >>	1.25%	2.5% (all counties except Marion*)				Statute
	Relief	Expenditure				Special Purpose
		Certified Shares	Public Safety	Economic Development	Correctional and Rehabilitation Facilities	
<i>* Marion County's maximum rate is 2.75%.</i>						
Allen County	Property Tax Relief	Expenditure				Special Purpose
Current Rates	0.3679%	0.4821%	0.10%	0.53%	0.00%	0.00%
Additional Allowed	0.8821%	1.3879%				

Correctional and Rehabilitation Facilities LIT

- A component of the Expenditure Rate
- Adopted by the County Council
- Funds must be used for costs associated with Correctional and Rehabilitation facilities
 - Maximum of 20% can be used for operating expenses
- Increments of 0.01% up to a maximum of 0.2%
- All Correctional LIT funds are distributed to the County before the remainder of the expenditure funds are distributed
- Can not be in effect for more than 22 years

Illustrative Financing Resources

- For a jail of this size, the County could consider a Correctional LIT rate ranging from 0.10% to 0.20%

Illustrative LIT Rate	Illustrative Annual Revenue
0.10%	\$10.8 million
0.20%	\$21.6 million

- For a similar-sized project, the property tax rate could range from \$0.06 - \$0.12

Illustrative Income Tax Impact

Illustrative Annual Income Tax Liability				
	Gross Income			
Illustrative LIT Rate	\$30,000	\$54,857*	\$75,000	\$125,000
0.10%	\$28.20	\$51.57	\$70.50	\$117.50
0.20%	\$56.40	\$103.13	\$141.00	\$235.00

*Represents the Median Household Income for Allen County, per the U.S. Census Bureau 2015-2019 American Community Survey 5-year Estimates.

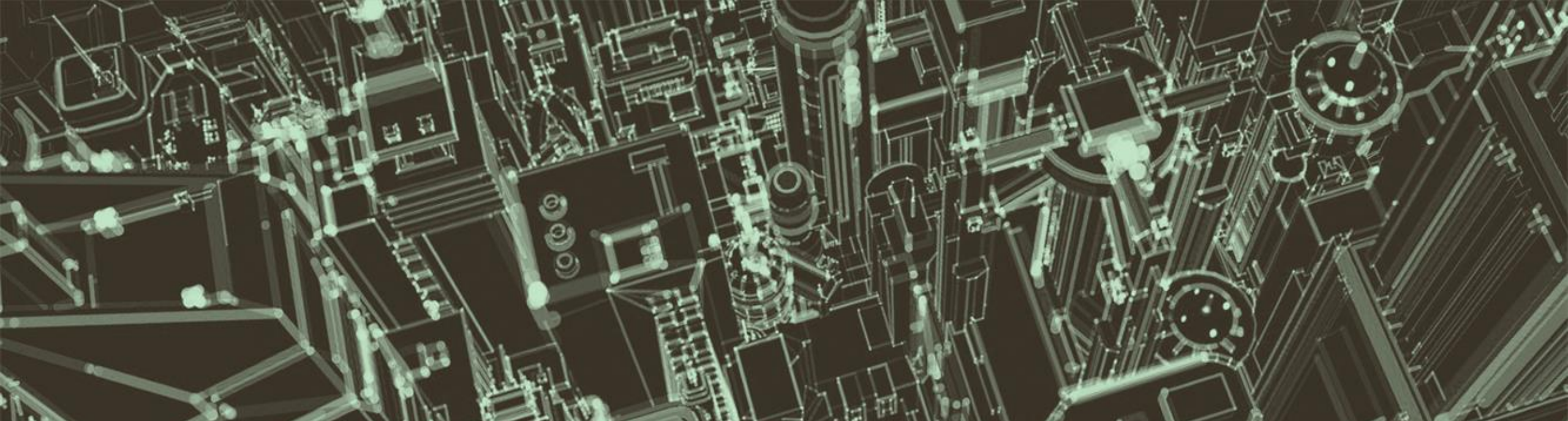
Note: The illustrative income tax rate is adjusted to account for deductions and exemptions Claimed by taxpayers, per the Indiana Department of Revenue.

Illustrative Property Tax Impact

	Illustrative Annual Property Tax Impact (1)					
	Home Value (2)				Agricultural Land (3)	Commercial/Rental
Illustrative Property Tax Rate	\$75,000	\$100,000	\$129,300*	\$175,000	100 Acres	\$100,000
\$0.06	\$9.90	\$19.65	\$31.08	\$48.90	\$77.40	\$60.00
\$0.12	\$19.80	\$39.30	\$62.15	\$97.80	\$154.80	\$120.00

- (1) Tax rate is shown per \$100 of net assessed value. The illustrative property tax impacts shown do not account for the Local Income Tax Property Tax Replacement Credit or Circuit Breaker Tax Caps.
- (2) Accounts for the standard deduction at the lesser of \$45,000 or 60% of home value, the 35% supplemental homestead deduction, and the \$3,000 mortgage deduction.
- (3) Assumes agricultural land is assessed at \$1,290 per acre based upon assessments for pay 2022. Actual impact per acre will vary based on the County's productivity factors.

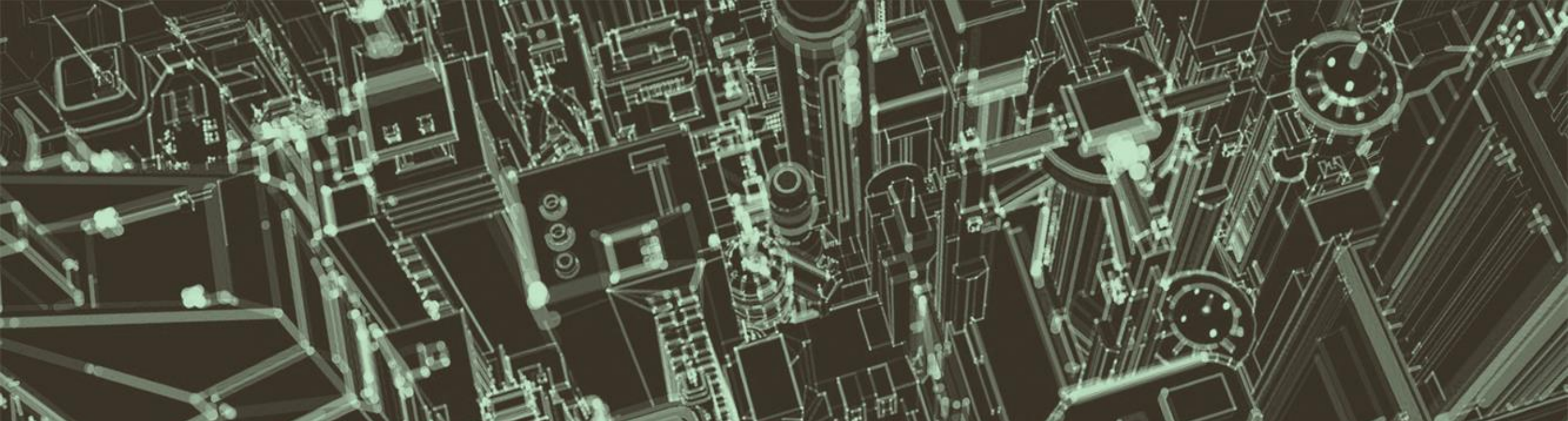
*Represents the median home value for Allen County, per the U.S. Census Bureau 2015-2019 American Community Survey 5-year Estimates.



Round One of Public Testimony

No time limit, one opportunity per person present





Round Two of Public Testimony

Three-minute time limit, one opportunity per person present



Additional Public Testimony

- Public testimony may be provided at any time by email or letter to:

Board of Commissioners

200 East Berry Street, Suite 410

Fort Wayne, IN 46802

or

commissioner@allencounty.us