Greene County Jail and Justice System Needs Assessment and Option Study

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Table of Contents

Table of Contents ....................................................................................................................... 1

SECTION 1 - INTRODUCTION AND EXECUTIVE SUMMARY ............................................... 8

Introduction ............................................................................................................................ 8

Executive Summary ................................................................................................................. 9

The Jail System ...................................................................................................................... 9

The Jail .................................................................................................................................. 9

The Adult Detention Center ................................................................................................. 9

Lack of the Right Type of Beds ..........................................................................................10

Low Incarceration Rate ......................................................................................................10

High Percentage of Women in Jail .....................................................................................10

The Court System is Functioning Efficiently .................................................................10

A High Number of Sentenced Felons Serve Time Locally ..............................................10

Jail Population Management Tools Currently in Place ..................................................11

Other Jail Population Management Tools to Consider ................................................11

Population Characteristics of the County and Population Growth Projections .............11

Historic Average Daily Population (ADP) of the Jail System ..........................................12

Jail Bed Capacity Projections ..........................................................................................12

Aggravating and Mitigating Factors that may affect Bed Capacity Projections .............12

Facility Options Developed for Evaluation ......................................................................13

Option 1 – Build a new Replacement Jail and Maintain the ADC for Minimum Security ..13

Option 2A – Build a new Replacement Jail and Convert the ADC to a Treatment Facility ..13

Option 2B – Build a new Replacement Jail and Convert the ADC to a Treatment Facility ..14

Option 3 – Build a new 430-bed Jail (Abandon the ADC) ...............................................14

Option 4 – Build a new 560-bed Jail and Treatment Center (Abandon the ADC) ...........14

Definitions .........................................................................................................................14

SECTION 2 - COMMUNITY PROFILE ................................................................................ 18

Overview ............................................................................................................................ 18

Historic Population Growth ............................................................................................ 18

County Population Projections ....................................................................................... 19

Race and Age Demographics ......................................................................................... 19

Income and Poverty ...........................................................................................................20

Education ............................................................................................................................20

Veteran Status ....................................................................................................................20
Reported Crime History ........................................................................................................................................21

SECTION 3 - THE JAIL AND THE ADULT DETENTION CENTER ...........................................................................26
Introduction .........................................................................................................................................................26

Functional Assessment of the Detention Facilities ..............................................................................................26
Assessment Process and Purpose .......................................................................................................................26
Greene County Jail .............................................................................................................................................26
Support Services Areas .......................................................................................................................................37
Medical Services ..................................................................................................................................................37
The Adult Detention Facility ..............................................................................................................................44

Staffing Assessment of Existing Facilities ...........................................................................................................49
Assess Process and Purpose ................................................................................................................................49
Current Staffing ..................................................................................................................................................49
Net Annual Work Hours .....................................................................................................................................50
Activity Schedule ................................................................................................................................................51
Staff Coverage Plan ...........................................................................................................................................54
Implications for Planning ...................................................................................................................................55

Physical Assessment of the Detention Facilities .................................................................................................55
Greene County Jail .............................................................................................................................................56
The Adult Detention Facility ..............................................................................................................................57

SECTION 4 - MEDICAL AND MENTAL HEALTH ASSESSMENT ......................................................................60
Introduction .........................................................................................................................................................60

Objectives and Methods ......................................................................................................................................61
Assessment and Methodology ............................................................................................................................61
Data Analysis .......................................................................................................................................................63
Mental Health Data Analysis ..............................................................................................................................63
Total Mental Health Jail Population and Clinician Caseload Composition ..........................................................66
Mental Health Acuity (Mild, Moderate and Severely Mentally-Ill Inmates) ............................................................66
Review of Medical Department’s Mental Health Related Activities ....................................................................68

TCN Mental Health Staffing and Services ..........................................................................................................69
Mental Health Staffing .........................................................................................................................................69
Opportunities for Improvement ...........................................................................................................................70
Recommendations ...............................................................................................................................................73

SECTION 5 - TRENDS IN DETENTION USE .......................................................................................................85
Overview and Key Findings ..................................................................................................................................85
# Table of Contents

Greene County Jail and Justice System | Needs Assessment and Option Study

## Admissions
- Historic Admissions Data ................................................................. 85
- Month of Admission .................................................................... 85
- Day of Week Admitted .................................................................. 86
- Time Admitted ............................................................................. 86
- Average Daily Population (ADP) ..................................................... 87
- Average Length of Stay (ALOS) ....................................................... 87
- Percent of Admissions Compared to Percent of Jail Days .......... 88

## SECTION 6 - INMATE PROFILE
- Overview and Key Findings ......................................................... 93
- Residency .................................................................................... 93
- Gender Breakdown ....................................................................... 94
- Age Breakdown .......................................................................... 95
- Prior Bookings ............................................................................ 96
  - Charge Category ....................................................................... 96
  - Charge Level ........................................................................... 97
  - Charge Distribution .................................................................. 98
- Release Reason ........................................................................... 98
- Rate of Release ........................................................................... 99

## SECTION 7 - COMMUNITY-BASED ORGANIZATIONS
- Introduction ................................................................................ 103
- Mental Health Recovery Board of Clark, Greene, and Madison Counties ........................................................................... 103
- TCN Behavioral Health Services ..................................................... 103
- Greene Leaf Program ..................................................................... 103
- Christopher House ......................................................................... 104
- Freedom Hill and Liberty Hill ......................................................... 104

## SECTION 8 - SEQUENTIAL INTERCEPT MAP
- Introduction ................................................................................ 107
  - Intercept I: Law Enforcement / Emergency Services ................. 108
- Existing Positive Programs and Practices ..................................... 108
- Gaps .......................................................................................... 108
- Opportunities/Recommendations ................................................ 109
  - Intercept II: Initial Detention / Initial Court Hearing ................. 109
- Existing Positive Programs and Practices ..................................... 109
Gaps ................................................................................................................................... 109
Opportunities/Recommendations ......................................................................................... 110
  Intercept III: Jails / Courts ................................................................................................. 110
Existing Positive Programs and Practices ............................................................................ 111
Gaps ................................................................................................................................... 111
Opportunities/Recommendations ......................................................................................... 112
  Intercept IV: Reentry ........................................................................................................ 112
Existing Positive Programs and Practices ............................................................................ 112
Gaps ................................................................................................................................... 113
Opportunities/Recommendations ......................................................................................... 113
  Intercept V: Community Corrections .................................................................................. 113
Existing Positive Programs and Practices ............................................................................ 114
Gaps ................................................................................................................................... 114
Opportunities/Recommendations ......................................................................................... 114
SECTION 9 - JAIL CAPACITY PROJECTIONS ...................................................................... 117
Overview ............................................................................................................................. 117
A Systems Approach ........................................................................................................... 117
Jail Capacity Forecast Data Used........................................................................................ 117
  Admissions ...................................................................................................................... 118
  Average Length of Stay .................................................................................................... 118
  County Population Trends............................................................................................... 119
  Average Daily Population ............................................................................................... 119
  Incarceration Rate ............................................................................................................ 120
Jail Capacity Forecasts ....................................................................................................... 120
  Aggravating and Mitigating Factors that may affect Bed Capacity Projections ................. 121
SECTION 10 - FACILITY OPTIONS ....................................................................................... 125
Overview ............................................................................................................................. 125
Common Traits and Goals for Each Option ........................................................................ 125
Cost Opinions for the Options ............................................................................................ 126
Staffing Estimates ............................................................................................................... 126
Option 1 - Build a new Replacement Jail and Maintain the ADC for Minimum Security ...... 127
  Overview and Summary ................................................................................................... 127
  Staffing Assumptions ....................................................................................................... 127
OPTION 1 - Reuse of ADC for Minimum Security ................................................................. 128
Option 1 Site Test Fit ................................................................. 129
Option 2A - Build a new 384-Bed Replacement Jail and Convert the ADC to a Treatment Facility ................................................................. 130
  Overview and Summary ........................................................................ 130
  Staffing Assumptions ........................................................................ 130
  OPTION 2 - Reuse of ADC for Staff Secure Treatment ............................. 131
Option 2B - Build a new 500-Bed Replacement Jail and Convert the ADC to a Treatment Facility ................................................................. 132
  Overview and Summary ........................................................................ 132
  Staffing Assumptions ........................................................................ 132
  OPTION 2B - Reuse of ADC for Staff Secure Treatment ......................... 133
Option 2 Site Test Fit ........................................................................ 133
Option 3 - Build a new 430-bed Jail (Abandon the ADC) .......................... 134
  Staffing Assumptions ........................................................................ 134
  Option 3 - New Jail at 424 Beds ............................................................ 135
    Male Housing ................................................................................. 135
Option 3 Site Test Fit ........................................................................ 136
Option 4 - Build a new 560-bed Jail (Abandon the ADC) .......................... 137
  Staffing Assumptions ........................................................................ 137
  Option 4 - New Jail at 560 Beds ............................................................ 138
Option 4 Site Test Fit ........................................................................ 139
Summary .......................................................................................... 140

Appendices
1. Physical Plant Assessment – Jail
2. Physical Plant Assessment – Adult Detention Center
3. Sheriff’s Office Space List
INTRODUCTION AND EXECUTIVE SUMMARY
SECTION 1 - INTRODUCTION AND EXECUTIVE SUMMARY

Introduction
In late August, 2018, the Greene County, Ohio Commissioners authorized HDR to provide justice consulting and planning services for a comprehensive assessment of their correctional facilities and judicial processes. As part of the judicial system assessment, HDR was tasked to identify opportunities to implement diversion, alternatives to incarceration, and treatment programs.

From a facilities point of view, HDR was tasked with developing jail capacity recommendations with a 25-year planning horizon and then develop facility recommendations to meet those needs. In addition, space needs were developed for a new Sheriff’s law enforcement facility. Facility options were developed and information for each option was developed for review including construction and staffing costs.

The following tasks were completed as part of this study:
1. Physical plant evaluation of the downtown Jail and the Adult Detention Center (ADC)
2. Functional assessment of the Jail and ADC
3. An assessment of medical and mental health care provided to inmates
4. Development of a demographic profile of Greene County
5. Review of historical jail data
6. Review of historical criminal caseload processing data
7. Developed a profile of characteristics of the inmate population
8. Conducted surveys and interviews with criminal justice stakeholders, including:
   a. Municipal Judges from Fairborn and Xenia
   b. Common Pleas Judges
   c. Local law enforcement agencies from Fairborn, Beavercreek, Xenia, and Greene County Sheriff’s Office
   d. County Prosecutor’s Office
   e. County Public Defender’s Office
   f. County Probation and Parole
   g. Jail Administrator
9. Conducted interviews with Greene County community-based organizations (CBOs) that provide assistance to justice-involved individuals, including:
   a. Mental Health Recovery Board
   b. TCN Behavioral Health
   c. Christopher House
10. Developed recommendations for enhanced diversion, alternatives to incarceration, and leveraging CBOs to assist with behavioral (mental and substance) health treatment and re-integration back into the community using a Sequential Intercept Mapping (SIM) framework.
11. Developed jail capacity recommendations for the year 2040
12. Developed jail options for analysis
13. Developed preliminary housing classification distribution for jail options
14. Developed staffing estimates for the jail options
15. Developed construction cost estimates for the jail options
16. Developed site test fits for the options

Executive Summary
The Greene County criminal justice system is a well-functioning and efficient system. It is a system that is focused on inmate outcomes and not merely on containment. Community-based organizations are an integral part of the system. They provide behavioral health services and they are an important component to the system’s outcomes focus.

The County’s old and obsolete downtown jail is out of step with the system’s focus on re-entry and reintegration back into the community and it should be replaced. Greene County needs a jail that supports and enhances the criminal justice system’s and community’s philosophy.

The following is a summary of key findings and recommendations from the study.

The Jail System
Greene County has two jail facilities – the downtown jail (Jail) and the Adult Detention Center (ADC). The Jail houses medium and maximum custody levels, inmates in need of medical and mental health care, and all female inmates. The Jail has been under a federal consent decree since 1989 that has limited the number of inmates in the building. Often inmates are released to stay under the federal cap.

The Jail
The downtown jail (Jail) was built in 1969 and is a linear/intermittent supervision facility that, given today’s industry standards, is an obsolete design. It has aging building systems and has poorly designed booking area and intake garage among a host of functional deficiencies. The building also has limited classroom space and there are few opportunities for inmate program participation outside of the Greene Leaf program for females. The Jail has a capacity of 146 beds and a functional capacity of 124 beds. In 2017, the average daily population for the jail was 138 inmates. Since 2013, the jail has been chronically overcrowded.

Given its age, design, intermittent supervision style, and operationally functional deficiencies, the consultants recommend that the jail be abandoned.

The Adult Detention Center
The ADC was built in 2000 and houses minimum custody inmates and some medium custody inmates. The ADC also houses the Greene Leaf program for male inmates. The housing units consist of 4 large direct supervision dormitories. It has a capacity of 236 beds and a functional capacity of 200 beds. In 2017, the ADP of the ADC was 160 beds.

The building is a pre-engineered structure with indoor and outdoor recreation, an intake area, and some space available for inmate programs. It is best suited for lower classification inmates

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1 Generally 85% of rated capacity which allows the jail to function well by having bed space to properly separate and classify inmates as well as have beds available for peaks in the population.
and can continue to serve in that capacity for years to come. It does have some maintenance issues but these can be addressed.

**Lack of the Right Type of Beds**
Given that the Jail is chronically overcrowded and the ADC has adequate capacity, the major issue facing the Greene County system is a lack of the right types of beds to match the needs and classifications of those in the system.

**Low Incarceration Rate**
The incarceration rate is a tool that is used to compare the number of jail inmates in different jurisdictions and to state and national rates. It is calculated by dividing the average number of people held in a jail facility each day (the Average Daily Population, or ADP) divided by the jurisdiction’s overall population and multiplied by 100,000, to produce a per capita ratio of 1:100,000.

Using this metric, Greene County had a local incarceration rate of 181/100,000 in 2017. By comparison, the national incarceration rate for local jails in 2016 was 229/100,000. Greene County’s incarceration rate is approximately 21% less than the national rate.

**High Percentage of Women in Jail**
27-30% of the persons in jail are women. This almost double the national percentage of women in local jails at 14%. It is common to see more women in jail in areas of the country that experience high levels of opioid use which is the case in Greene County. Moreover, the Green Leaf Program is used by the Courts as a sentencing option for women with substance abuse issues.

**The Court System is Functioning Efficiently**
Most jails across the country hold mostly pre-sentenced felons. According to Bureau of Justice Statistics from 2016, 65.1% of jail inmates were pre-sentenced and 69.7% were charged with a felony. Greene County has an unusually low percentage of pre-sentenced felons. This low percentage indicates an efficient criminal justice system. Moreover, the case clearance rates are near 100% for the courts – another metric indicating an efficient system.

One area where the criminal justice system could improve would be to reduce the days before a person is released on a non-cash recognizance (ROR) bond. 9% of all people released from jail in 2017 were released on an ROR bond and they averaged 12 days in jail before their release. Enhanced pretrial screening and pretrial services could reduce the number of days before release.

**A High Number of Sentenced Felons Serve Time Locally**
Jails across the country typically have a low percentage felons serving time locally. Often sentenced felons are sent to state prison. In the Greene County jail system, 45% of the inmates are sentenced felons. A review of the Ohio prison system showed that Greene County is a low utilizer of the state prisons. The prison incarceration rate (a tool to compare prison utilization) shows Greene County has 309.5/100,000 inmates in the prison system. This is much lower than nearby counties including Warren County (471.6/100,000) and Clark County (657.8/100,000).

This indicates that most sentenced inmates serve their time locally. Inmates who serve time locally generally receive better programming (such as substance abuse treatment from the
Greene Leaf Program) and better re-entry success back into the community. This is one of the most positive findings of the study.

**Jail Population Management Tools Currently in Place**

With a low incarceration rate such as Greene County has, it can be expected that the criminal justice system would have a number of policies in place that are used to manage the jail population through diversion, alternative sentencing, treatment programs, and re-entry. Greene County has a number of these policies including:

- Crisis Intervention Training (CIT) for law enforcement officers
- Pretrial screening (Fairborn Municipal Court) for new arrestees
- A bail schedule
- Traffic case diversion
- Drug Court (Fairborn)
- Greene Leaf Program
- Coordination with community service providers
- Fast-track drug cases
- Therapy as a condition of probation

**Other Jail Population Management Tools to Consider**

Greene County has a solid foundation of policies in place to manage the jail population – more than most jurisdictions across the country. There are however opportunities to enhance what is currently in place to make the system even more robust and effective. This would include these recommendations:

- Creating an on-scene mental health crisis response team to assist law enforcement
- Develop a sobering center
- Create more emergency mental health beds to divert those in crisis from the jail
- Develop a uniform pretrial screening tool that can be used by both Municipal Courts
- Develop pre-trial services that would include a reporting center, urinalysis, service referrals, automated reminders of court dates, and mental health case management
- Expand inmate program opportunities within the jail to meet the psychosocial needs of inmates consistent with a Risk/Needs/Responsivity framework.
- Expand coordination with community providers
- Provide reentry/discharge planning
- Provide pre-release step down opportunities
- Provide more robust reentry services in the areas of employment, housing, and health care

**Population Characteristics of the County and Population Growth Projections**

Greene County is a relatively affluent County that has a highly educated population. The County also has a high percentage of military veterans. The population is stable and has grown steadily over the years. In 2017, the estimated population was 166,572. According to the Miami Valley Regional Planning Commission (MVRP), Greene County is expected to grow to 179,370 residents by 2035 (planning horizon for this study) and 189,875 residents by 2050.
Wright-Patterson Air Force Base (AFB) is the largest employer in the County. Most of the County’s housing and retail development is on its western edge near Wright-Patterson AFB, the Interstate 675 corridor, and the city of Dayton.

**Historic Average Daily Population (ADP) of the Jail System**

ADP has been trending upward over the last ten years at a rate of 4.9 ADP per year (based on linear regression) and over that time period, ADP for females has been increasing at a faster rate than the male ADP. The ADP increase over the last five years has been noticeable as the ADP has increased 18.9% from 2013 to 2017.

**Jail Bed Capacity Projections**

Two projection methodologies were used to create baseline projections for future jail bed capacity projections.

*Method 1 – ADP Projection* uses the jail system’s historic annual average daily population data (2008-2017) and linear regression to develop an ADP trend line, which is then extrapolated to the year 2035 and 2050. Historic ADP is a good predictor of future ADP because it encompasses all factors that impact a jail and justice system including admissions, length of stay, the use diversion and alternate sentences, and county population growth.

A 15% peaking/classification factor is then overlaid onto ADP projection to provide the bed capacity. This method yielded an ADP projection of 366 inmates and a bed capacity need of 420 beds for the year 2035. If the planning horizon is extended to 2050, this projection methodology yields an ADP projection of 440 inmates and a bed capacity need of 506 beds.

*Method 2 – Incarceration Rate and County Population* isolates future county population growth as a variable. If a county can maintain its current incarceration rate over time, ADP will grow with County population growth. Assuming the most recent (2017) incarceration rate of 181 inmates/100,000 and a population projection estimate of 179,370 (MVRPC), the projected ADP will be 325 inmates and the bed capacity need will be 373 beds including classification and peaking factor in the year 2035. If the planning horizon is extended to 2050, the county population estimate is 189,875 residents (MVRPC) and this would yield a projected ADP of 343 inmates (using an incarceration rate of 181/100,000) and a bed capacity need of 394. If an incarceration rate of 200 inmates /100,000 is assumed, projected ADP will be 358 inmates and bed capacity needs will be 412 beds in 2035 and in 2050, 380 inmates are projected and bed capacity needs will be 437 beds.

**Aggravating and Mitigating Factors that may affect Bed Capacity Projections**

Lack of capacity generally forces the justice system to work to manage the use of the limited jail beds they have. In Greene County, the federal consent decree (entered into in 1989) limiting the number of inmates in the Jail forced system stakeholders (Courts, Prosecutor, Public Defender, Probation, and Sheriff’s office) to actively manage the jail population.

Of concern is, if the County builds a new jail will stakeholders be less vigilant in managing the jail population. This has been seen in other counties after jails with larger capacity are built. Generally their ADP increases with more beds available. The question is, will this happen in Greene County? As the consultant team has indicated, Greene County has several effective jail population management tools in place and there are opportunities to add to that toolkit.
To help the County continue to manage the jail population, the consultant team recommends the establishment of a Criminal Justice Coordinating Committee (CJCC) made up of elected and appointed executive-level policymakers in the local jurisdiction. In Greene County that would include criminal justice stakeholders such as the Common Pleas judges, Municipal Court judges, County Prosecutor, Public Defender, Probation, and representatives from local law enforcement agencies. It is also recommended that the CJCC include representatives from community-based organizations that help and provide treatment to justice involved persons including TCN Behavior Health, the Mental Health Recovery Board, and Christopher House.

CJCCs typically have staff support from one or more criminal justice planners and often use data-guided and structured planning processes to identify, analyze, and solve or manage system issues such as jail population management, case processing inefficiencies, sub-par outcomes, and challenging client populations such as those with mental health and substance abuse issues. The National Institute of Corrections (NIC) has resources available for jurisdictions that wish to establish CJCC and system-level problem-solving management capabilities.

Facility Options Developed for Evaluation
The consultant team developed several facility options for study. Each option abandons the downtown jail and assumes a new jail will be built on County-owned property near the ADC. Each option had the following similar traits and goals for the new facility:

- Provide proper classification and housing distribution for the jail population
- Provide medical/mental health care to match the needs of the jail population
- Provide space for inmate programs focusing on behavioral health (mental health, substance abuse, and cognitive thinking)
- Direct supervision would be used for minimum custody levels. Other custody levels would be operated using an indirect surveillance mode.

Option 1 – Build a new Replacement Jail and Maintain the ADC for Minimum Security
Under this option it is assumed that the ADC would continue to house minimum custody inmates and that three pods will house male inmates (180 beds) and one pod will house female inmates (56 beds). All other classifications will be held at a new 324-bed jail. Combined with the capacity of the ADC (236 beds), the total capacity of the two facilities will be 560 beds.

Option 2A – Build a new Replacement Jail and Convert the ADC to a Treatment Facility
Under this option it is assumed that the ADC would be given over to a third party vendor to create a residential treatment center. Judges would have the option of sentencing people to the treatment center in lieu of jail. The benefit of the treatment center model is that it could allow persons placed in treatment to continue or re-establish their health care insurance or allow persons to re-enroll or qualify for Medicaid under the Affordable Care Act. This approach could shift the burden of treatment and medical care from the County to private insurance and Medicaid.

The treatment center would not be under the control of the Sheriff’s Office so it would not be a “jail” in the typical security sense where people are confined. It could be a “staff-secure” facility where doors in and out of the facility are monitored and alarmed so if someone leaves, staff and the Sheriff’s office can be notified.
Under this option, a 2035 planning horizon is assumed. This option assumes the need for a 384-bed jail.

Option 2B – Build a new Replacement Jail and Convert the ADC to a Treatment Facility
Similar to Option 2A, this option assumes a new replacement jail and the ADC given to a third party vendor. This option however assumes a planning horizon of 2050 and a jail bed capacity of 500.

Option 3 – Build a new 430-bed Jail (Abandon the ADC)
This option assumes that the ADC would be abandoned and that a new jail facility will be built for all custody levels and to meet the needs of the County to the year 2035. It is recommended that such a facility have a capacity of 424 beds with the ability to expand capacity by 50% if circumstances change.

Option 4 – Build a new 560-bed Jail and Treatment Center (Abandon the ADC)
Option 1 created a total of 560 beds with the creation of a new 324-bed jail and reuse of the ADC with its 236 beds. Option 4 assumes creating a new jail that would have the same total capacity has Option 1 – 560 beds. This option also assumes that the ADC will be abandoned.

Recommended Option
A key consideration with any planning study is the planning horizon. With jail planning, 30 years is a common planning horizon because most counties, finance their jail facilities over a 30-year term and they do not want to add to an existing jail or build a new jail before the current jail is paid off. Options that provide secure housing for a capacity of 500 beds will meet the needs of Greene County for 30 years or to the year 2050. The preferred options based on this criteria include Option 1, Option 2B, and Option 4.

Of these options, Option 2B (500-bed jail with ADC turned over to a 3rd party provider) offers both long-term jail capacity and a community asset in ADC that can provide needed residential behavioral health care and counseling and is therefore recommended for Greene County.

Definitions
Average Length of Stay (ALOS): The average time an inmate spends in a facility/jail before being released.

Average Daily Population (ADP): The average number of inmates housed daily during a specified time period.

Bureau of Adult Detention (BAD): The Bureau of Adult Detention is a bureau within the Ohio Department of Rehabilitation and Correction. BAD creates minimum standards for jails, inspects jails to ensure compliance with the Minimum Standards for Jails in Ohio.

Direct Supervision: Direct supervision is a jail supervision model whereby a correctional officer is stationed inside a housing unit with the inmates. In the housing unit the officer can manage the behavior of the inmates. This model has been successfully and safely used in facilities throughout the country since the late 1970s.
**Functional Capacity:** Generally 85% of rated capacity which allows the jail to function well by having bed space to properly separate and classify inmates as well as have beds available for peaks in the population.

**Incarceration Rate (IR):** This is the number of jail inmates in a jurisdiction per 100,000 population.

**Indirect Supervision:** In indirect supervision, the correctional officer is separated from inmates via security glass and walls and has views into their housing units. In this model, the officer is simply observing behavior and reacting to incidents when they occur rather than managing inmate behavior.

**ODRC:** Ohio Department of Correction and Rehabilitation

**Non-Violent Crimes:** Non-Violent crimes for the purposes of this report include non-support of dependents and criminal trespass.

**Presentenced Inmate:** A presentenced inmate is a person charged with a crime and is waiting in jail while the await release on bond or awaiting the adjudication of their criminal case. Presentenced inmates also include those who have been convicted and are awaiting sentencing.

**Property Crimes:** Property crimes for the purpose of this report include theft, breaking and entering, and receiving stolen property.

**Rated Capacity:** This is the official capacity of a jail per the state governing/monitoring agency.

**Sentenced Inmate:** A sentenced inmate is an inmate that has been convicted of a crime and is currently serving time in jail. It also includes inmates who are convicted of a crime and are awaiting transfer to prison.

**Violent Crimes:** Violent crimes for the purpose of this report include murder, rape, assault, burglary, robbery, and domestic violence.
SECTION 2 - COMMUNITY PROFILE

Overview

Greene County is a relatively affluent County that has a highly educated population. The County also has a high percentage of military veterans.

Greene County is a county located in the southwest Ohio. The County is part of the Dayton, Ohio Metropolitan Statistical Area. The County seat is Xenia and the largest city is Beavercreek. According to the US Census, the estimated county population was 166,572 in 2017. Greene County has a total area of 416 square miles.

The population is stable and has grown steadily over the years. Wright-Patterson Air Force Base (AFB) is the largest employer in the County with over 27,400 employees. The five largest job sectors in Greene County in 2016 are Government (28,598 jobs), Retail Trade (10,300 jobs), Professional, Scientific, and Technical Services (8,452 jobs), Accommodation and Food Services (8,022 jobs), and Health Care (7,338 jobs).

Most of the County’s housing and retail development is on its western edge near Wright-Patterson AFB, the Interstate 675 corridor, and the city of Dayton.

Historic Population Growth

As Table 1 shows, Greene County has seen steady population growth over the past 35+ years as the County grew from 129,769 residents in 1980 to 166,572 residents in 2017 (+28.4%). Recently the population has grown 3.1% since 2010. According to the Miami Valley Planning Commission, the population of Greene County is expected to grow to 194,079 by 2040 (+16.5% from 2017). Most of the growth is expected in the cities of Beavercreek (+26.4%), Fairborn (+14.1%) and Sugar Creek Township (+13.3%) on the County’s western side.

Table 1: Greene County Population - 1980 to 2017

<table>
<thead>
<tr>
<th>Year</th>
<th>Population</th>
<th>Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>1980</td>
<td>129,769</td>
<td></td>
</tr>
<tr>
<td>1990</td>
<td>136,731</td>
<td>5.4%</td>
</tr>
<tr>
<td>2000</td>
<td>147,886</td>
<td>8.2%</td>
</tr>
<tr>
<td>2010</td>
<td>161,573</td>
<td>9.3%</td>
</tr>
<tr>
<td>2017</td>
<td>166,572</td>
<td>3.1%</td>
</tr>
</tbody>
</table>

Source: US Census

2 Greene County Department of Development
3 Miami Valley Regional Planning Commission
4 Ibid
County Population Projections
According to the Miami Valley Regional Planning Commission, Greene County is expected to grow to 179,370 residents by 2035 (planning horizon for this study) and 189,875 residents by 2050.

Race and Age Demographics
Greene County is a predominately white community. Of those who identify as one race (approximately 96.7% of the Greene County population\(^5\)), whites make up approximately 89% of the county population. African-Americans are the largest minority group making up 7.1% of the county population.

Table 2: Greene County Population by Race - 2017

<table>
<thead>
<tr>
<th>Ethnicity</th>
<th>Number</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>White</td>
<td>142,066</td>
<td>89.1%</td>
</tr>
<tr>
<td>African American</td>
<td>11,355</td>
<td>7.1%</td>
</tr>
<tr>
<td>Native American</td>
<td>205</td>
<td>0.1%</td>
</tr>
<tr>
<td>Asian</td>
<td>4,932</td>
<td>3.1%</td>
</tr>
<tr>
<td>Pacific Islander</td>
<td>37</td>
<td>0.0%</td>
</tr>
<tr>
<td>Other</td>
<td>775</td>
<td>0.5%</td>
</tr>
</tbody>
</table>

Source: US Census, American Community Survey

The median age in Greene County is 38.1 years old.\(^6\) This is slightly younger than the median age in Ohio at 39.3 years old and slightly older than the median age of 37.8 years old for the United States.\(^7\)

Figure 1: Greene County Population by Age - 2017

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\(^5\) US Census, American Community Survey, 2017
\(^6\) Ibid
\(^7\) Ibid
Income and Poverty
The median household income for Greene County was $65,032 in 2017. This is 24.1% higher than the Ohio median household income of $52,407. In addition to higher household incomes, Greene County also has a poverty rate (12.3%) that is lower than the state rate (14.9%) and the national rate (14.6%).

Table 3: Income and Poverty Comparison - 2017

<table>
<thead>
<tr>
<th></th>
<th>Median Household Income</th>
<th>Persons below the Poverty Line</th>
</tr>
</thead>
<tbody>
<tr>
<td>Greene County</td>
<td>$65,032</td>
<td>12.3%</td>
</tr>
<tr>
<td>Ohio</td>
<td>$52,407</td>
<td>14.9%</td>
</tr>
<tr>
<td>United States</td>
<td>$57,652</td>
<td>14.6%</td>
</tr>
</tbody>
</table>

Source: US Census, American Community Survey

Education
The population of Greene County is highly educated compared to state and national rates. 60.0% of the population has had some college coursework and 18.4% of the population holds a graduate and/or professional degrees. The percentage of persons holding graduate and/or professional degrees is 80.4% higher than the state rate and 60.0% higher than the national rate. Greene County is home to several colleges and universities including: Central State University, Wilberforce University, Antioch College, and Cedarville University.

Table 4: Educational Attainment - 2017

<table>
<thead>
<tr>
<th>Educational Attainment - 2017</th>
<th>Greene Co.</th>
<th>Ohio</th>
<th>US</th>
</tr>
</thead>
<tbody>
<tr>
<td>No Degree</td>
<td>7.2%</td>
<td>10.1%</td>
<td>12.6%</td>
</tr>
<tr>
<td>High School Degree</td>
<td>24.8%</td>
<td>33.6%</td>
<td>27.3%</td>
</tr>
<tr>
<td>Some College</td>
<td>20.5%</td>
<td>20.5%</td>
<td>20.8%</td>
</tr>
<tr>
<td>Associate’s Degree</td>
<td>8.8%</td>
<td>8.5%</td>
<td>8.3%</td>
</tr>
<tr>
<td>Bachelor’s Degree</td>
<td>20.3%</td>
<td>17.0%</td>
<td>19.1%</td>
</tr>
<tr>
<td>Graduate or Professional Degree</td>
<td>18.4%</td>
<td>10.2%</td>
<td>11.8%</td>
</tr>
</tbody>
</table>

Source: US Census, American Community Survey

Veteran Status
In 2017, 12.3% of the population (16,124) living in Greene County have veteran status. This is 50.0% higher than the rate for Ohio of (8.4%) and 63.3% higher than the rate for the United States (7.7%). The high number of veterans is likely due to Wright-Patterson AFB. Greene

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8 US Census, American Community Survey, 2017
9 Ibid
10 US Census, American Community Survey, 2017
County’s veterans are well educated. Of the County’s veterans over the age of 25, 45.4% have a bachelor’s degree or higher.\textsuperscript{11}

**Reported Crime History**

Reported crimes are presented here for information purposes only. Generally they are not used for jail capacity projections because a reported crime does not necessarily result in an arrest or an intake in the jail. Moreover, jails are used for a wide variety of criminal justice system-related purposes including holds for probation and parole violations and failure to appear in court.

The following is a list of law enforcement agencies in Greene County who report crimes to the State of Ohio:

- Fairborn
- Jamestown
- Central State University
- Xenia
- Beavercreek
- Wilberforce University
- Yellow Springs
- Wright State University
- Kettering
- Bellbrook
- Sugarcreek Township
- Greene County Sheriff

The following reported crime data was reported by the preceding local Greene County law enforcement agencies to the Ohio Department of Public Safety, Office of Criminal Justice Services. Data shown in Table 5 is from 2009 to 2016 (last year of published data).

<table>
<thead>
<tr>
<th>YEAR</th>
<th>VIOLENT CRIME</th>
<th>PROPERTY CRIME</th>
<th>MURDER</th>
<th>FORCIBLE RAPE</th>
<th>ROBBERY</th>
<th>AGGRAVATED ASSAULT</th>
<th>BURGLARY</th>
<th>LARCENY-THEFT</th>
<th>MV THEFT</th>
<th>ARSON</th>
</tr>
</thead>
<tbody>
<tr>
<td>2009</td>
<td>185</td>
<td>4,611</td>
<td>1</td>
<td>51</td>
<td>62</td>
<td>71</td>
<td>872</td>
<td>3,612</td>
<td>127</td>
<td>16</td>
</tr>
<tr>
<td>2010</td>
<td>162</td>
<td>4,257</td>
<td>1</td>
<td>27</td>
<td>72</td>
<td>62</td>
<td>793</td>
<td>3,354</td>
<td>110</td>
<td>14</td>
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<tr>
<td>2011</td>
<td>193</td>
<td>4,580</td>
<td>3</td>
<td>44</td>
<td>91</td>
<td>55</td>
<td>891</td>
<td>3,554</td>
<td>135</td>
<td>15</td>
</tr>
<tr>
<td>2012</td>
<td>186</td>
<td>4,409</td>
<td>3</td>
<td>51</td>
<td>63</td>
<td>69</td>
<td>828</td>
<td>3,464</td>
<td>117</td>
<td>12</td>
</tr>
<tr>
<td>2013</td>
<td>172</td>
<td>4,356</td>
<td>5</td>
<td>51</td>
<td>52</td>
<td>64</td>
<td>822</td>
<td>3,426</td>
<td>108</td>
<td>16</td>
</tr>
<tr>
<td>2014</td>
<td>182</td>
<td>3,716</td>
<td>0</td>
<td>70</td>
<td>52</td>
<td>60</td>
<td>667</td>
<td>2,953</td>
<td>96</td>
<td>22</td>
</tr>
<tr>
<td>2015</td>
<td>219</td>
<td>3,623</td>
<td>1</td>
<td>72</td>
<td>74</td>
<td>72</td>
<td>617</td>
<td>2,911</td>
<td>95</td>
<td>22</td>
</tr>
<tr>
<td>2016</td>
<td>200</td>
<td>3,718</td>
<td>4</td>
<td>72</td>
<td>52</td>
<td>72</td>
<td>575</td>
<td>2,996</td>
<td>147</td>
<td>20</td>
</tr>
</tbody>
</table>

Main takeaways from the data are that reported violent crimes are trending up slightly over the last eight years. They are increasing at a rate of 4.1 per year (based on linear regression). See Figure 2.

\textsuperscript{11} Ibid
Reported property crimes are decreasing at a rate of 144 per year. See Figure 3.
In addition, reported larceny and theft crimes have been declining as well at an annual rate of 99.1. See Figure 4.

Figure 4: Reported Larceny and Theft Crimes for Greene County - 2009 to 2016
THE JAIL AND THE ADULT DETENTION CENTER
SECTION 3 - THE JAIL AND THE ADULT DETENTION CENTER

Introduction
Greene County has two jail facilities – the downtown jail (Jail) and the Adult Detention Center (ADC). The Jail houses medium and maximum custody levels, inmates in need of medical and mental health care, and all female inmates. The Jail has been under a federal consent decree since 1989 that has limited the number of inmates in the building. Often inmates are released to stay under the federal cap. The ADC houses minimum custody inmates. Only male inmates are housed at the ADC.

The following is a functional and staffing assessment of the two facilities. A summary of a physical plant assessment for the two facilities is also in this section. A full physical plant assessment for the two buildings is included in the appendix.

Functional Assessment of the Detention Facilities

Assessment Process and Purpose
Assessments of the Jail and ADC were conducted for the following purposes:

- identify potential safety, security, and liability concerns
- assess the extent to which the layout of the facilities support effective supervision and management of inmates
- assess the extent to which the facilities provide necessary support services required by the inmate population, and
- assess the overall adequacy and functionality of current available space for detention uses

The consultant team toured and assessed the Jail and ADC. The assessments of each facility that follow are based upon information derived from this tour, state inspection reports, a study of the floor plans, and interviews with facility staff.

Greene County Jail
The Green County Jail is located at 77 Market Street in Xenia, Ohio. The Sheriff's Office is located in a separate building across the street from the Jail to the east. The County Courthouse is located on the block just west of the Jail.

The Jail is a multi-story structure opened in 1969. It was renovated in 1989 to create dormitory housing and add a rooftop recreation yard. A connection to the upper level of an adjacent building to the west leads to space that was formerly a juvenile detention facility (JDC). The former JDC was renovated and repurposed in 2005 to add bed capacity, additional outdoor recreation space, intake space, program space, and a medical services area for the jail. An elevator and stairwell provide a connection from a garage sallyport on the ground level where arrestees are brought into the facility and escorted to the third floor intake area.

Public Reception
Public reception consists of a small lobby with an outside entrance located on the north side of the building. There is a window with a small counter and pass-through between the lobby and the
master control center through which staff may greet visitors with business at the jail and verify their identity prior to allowing them access into the secure area of the jail. Several doors in the lobby area provide access to the jail’s administrative area, public restrooms, inmate non-contact visitor’s area, and into the secure area of the jail. The public must be authorized to enter these areas, with the doors controlled remotely by Master Control.

Functional concerns:
- There are no accommodations for visitors other than public restrooms (i.e. seating, water fountain)
- There is no weather vestibule from the street into the lobby (a particular concern since the entrance is on the north side of the building with exposure to winter weather conditions)
- There is no off-street parking immediately available for visitors to the jail

Administration

Administrative areas typically include space for administration, fiscal and personnel management, communication/interaction with the public, security management, program management, physical plant management, and records management. These types of spaces generally include offices for administrative staff, conference and meeting areas, clerical areas, records/files, and related support areas.

There is a small administrative suite adjacent to the public lobby. It includes a work area for two administrative support staff and a small office for the Assistant Jail Administrator. The shift supervisor’s work station is in the Control Center. There are several offices within the secure area of the jail for treatment and medical staff.

Functional issues:
- Space for administrative functions is extremely small and cramped;
- No conference space for meetings/training;
- Storage for office supplies and equipment is inadequate;
- Records management space and records storage space is inadequate;
- Shift supervisor work area within the Control Center is not advised

Master Control Center

A master control center is a secure, fixed post staffed 24-hours a day that serves as the hub for monitoring and coordination of communications, life safety, and security systems. Closed circuit television monitors, intercoms, telephone lines, fire/smoke alarms, door alarms, and door controls are usually located in the control center. The master control center must have the capacity to remotely control entrances to the security perimeter to manage movement in and out of the jail area and to control cell door locks to effect prompt release in emergencies.

The Master Control Center for the jail is located adjacent to the public lobby on the first floor. It is staffed on a 24-hour basis by a jail officer. Responsibilities include monitoring the jail via closed circuit television, monitoring detection and alarm systems, answering telephone calls, greeting visitors to the jail, supervising visits, maintaining the jail log, distributing keys, and recording information on the jail management system. One of the Control Center officer’s primary responsibilities is to control access into and out of the secure area of the jail from the front lobby. Most internal security doors are either keyed manually or operated by jail officers from control panels located in security corridors adjacent to the various housing units in the
facility. Staff report that the Control Center does have override capability to operate electronically operated housing unit doors if necessary.

Workspace for the shift supervisor is also located within the master control center area.

Functional issues:
- Maintaining appropriate levels of security is made more difficult by having the supervisor’s work area located within that space. The need for the supervisor to be in and out of the control room to perform duties away from his/her workstation results in the door to the control room to be opened multiple times of the course of a shift, compromising security each time.
- The Control Center officer’s responsibility to supervise visits and interact with visitors in the public lobby may distract from his/her primary duties to monitor surveillance and alarm systems, facilitate movement into and out of the security perimeter, and facilitate internal and external communication.

Security Perimeter

The security perimeter is the outer portion of the facility that forms a sealed barrier between the secure area of the jail and the outside world. Its purpose is to prevent escape, unauthorized entry or exit, and contraband passage. The security perimeter often includes several entry/exit points that must be controlled to manage the movement of staff, inmates, visitors, and service providers in and out of the secure area of the jail. Establishing and maintaining a reliable security perimeter is a major factor in preventing security breakdowns in the jail.

The facility is constructed with a secure perimeter with several access points into and out of the security perimeter (administration, garage sallyport, service delivery, front lobby). Security perimeter exit and entry points are controlled, in part, by the Control Center and by key access. The perimeter is formed in part by the building itself.

Functional issues:
- The Control Center does not have exclusive control over movement into and out of the security perimeter. Security perimeter keys are issued to specified staff.

Intake and Release Area

The intake and release area, commonly referred to as “booking,” is where inmates are processed into and released from the facility. Reception and release areas should be located within the jail’s security perimeter, but apart from inmate housing areas. Entrance to the intake and release area should be through a secure sally port apart from the public entrance to the jail. The intake and release area should include at least the following types of spaces and equipment necessary to complete the intake and release processing activities:
- Vehicular sallyport
- Weapons lockers at security perimeter entrances
- Booking, photograph, fingerprint and prisoner identification areas
- Breathalyzer space
- Shower/strip search areas
- Storage for inmate valuables
- Storage for clothing, linens, toiletries, etc. issued to newly admitted prisoners
- Telephone facilities
• Holding cells
• Detoxification cells

The intake and release area of the Jail is located on the third floor extension (in space formerly occupied by the Juvenile Detention Center). A garage sallyport and an adjacent room with a body scanner are located on the first floor below the intake area. Detainees are brought up to the third floor intake area via elevator from the garage sallyport. They are escorted into a room that functions both as a booking area and the intake officers’ work station. Counter space that is used for completing paperwork associated with the booking process separates the staff work stations from the area where inmates are being booked. Equipment for taking photos of arrestees is located in this area. Arrestees are escorted through the staff work station to a room immediately behind the work station where they are fingerprinted. This room (formerly a dayroom in the JDC prior to it being repurposed for its current use) also serves as a break area for staff. It also serves as the access into the primary program room in the jail.

Two holding cells, an interview/client visitation room, inmate property room, supply room, search/shower/dress out room, and video court room are located along a hallway adjacent to the booking room/staff work station. A fixed bench is provided in the hallway for seating of arrestees when there are multiple booking and/or releases occurring. A medical exam room is located in the health care services area for the jail is located next to the intake area in the third floor extension.

Functional issues:
• The area is laid out poorly and lacks adequate space for the intake and release function; there is limited space for inmates pending processing, limited means to separate arrestees, and an insufficient staging area for intake activities;
• There is no separate space and flow for inmates being released or transferred to other facilities. Newly admitted arrestees may come in direct contact with inmates being discharged or transferred to other facilities, raising the potential for contraband exchange or violence;
• The number and type of holding cells are insufficient for the current level of utilization. Staff report problems with keeping co-defendants properly separated during the intake process and challenges with managing multiple bookings which regularly occur when detainees are transferred from the Fairborn Police Department holding facility to the jail for housing.
• The garage sallyport has a number of functional deficiencies: access through a tunnel with a ceiling which is too low for high profile vehicles (i.e. vans ambulances, other emergency vehicles); vehicular access into and out of the garage sallyport from the tunnel access is difficult to navigate; limited capacity to accommodate more than two vehicles at a time;
• Body scanner is inconveniently located on the first level adjacent to the garage sallyport away from the intake area (no other space in the intake area is available);
• There is no pre-booking or triage area for law enforcement and jail staff to examine newly arrested detainees to determine if they are fit for confinement and for the arresting officer to complete paperwork;
• There is no space for a Breathalyzer to assess level of intoxication of arrestees;
• Access to the medical services area, Green Leaf Therapeutic Community housing, and program spaces is in and through the intake area, creating undesired cross-traffic;
• The area is not accessible to persons with disabilities and does not meet other Americans with Disabilities Act (ADA) requirements.

Figure 5: Booking Area

Figure 6: Vehicle Sallyport Entrance

Inmate Housing
The design and construction features of the jail’s housing areas largely define the custody level of the facility and the mode of inmate supervision (direct, indirect, or intermittent). Housing areas in jails are usually broken down into units for different classifications of inmates that consist of cells or dormitories with associated dayrooms and shower/toilet areas. Staff control posts, janitor closets, program spaces, and miscellaneous storage areas are other types of spaces typically located in or in close proximity to the housing units.

Cells in inmate housing units are categorized as single occupancy, multiple occupancy, or dormitory. Single-occupancy cells accommodate one inmate. Multiple-occupancy cells usually hold two or more inmates. Both types of cells typically include beds for the maximum number of occupants, a toilet and sink, and possibly a stool and desk. An adjacent dayroom with showers and dining tables typically serves a cluster of single- or multiple-occupancy cells in a housing unit. Dormitories are multiple-occupancy living spaces that tend to be more self-contained.
Sleeping areas, toilets, showers, and dayroom areas are typically integrated into a single space in dormitories.

Inmate housing in the Jail is predominantly of linear design which dictates an intermittent mode of supervision. In other words cells are located adjacent to a security/inspection corridor where staff intermittently patrol to check on inmate welfare and behavior. Staff are not posted directly in or immediately adjacent to the housing area where they can observe and actively manage behavior of inmates on an ongoing basis. The jail consists of inmate housing on three floors, along with housing in the third floor extension.

**First Floor Housing**

The first floor housing consists of two units used for female inmates (Designated 1A and 1B). The layout is a typical linear style with cells in the two units backing up to a common pipe chase. The cells in each unit open up to dayroom spaces. A security corridor used by staff to make well-being checks surrounds both units. Dayroom and cell fronts are constructed of bars. Windows in the exterior walls with translucent glass provide limited access to natural light.

The units are identical in construction and layout, each with five cells with variable bed capacities with a total capacity of fourteen in Unit 1A and fifteen in 1B. The cells are all “wet” with stainless steel sink/stool combination units. Each dayroom has two showers and a deep sink. Fixed steel tables and seating line the outer walls of the dayrooms. The units have been retrofitted with inmate telephones in the dayrooms and small flat screen televisions mounted in the security corridor.

Access to the units are through security vestibules that are manually keyed. Barred slider doors on the cells are controlled remotely by the floor officer from panels mounted in the security corridor at the entrances to the units.

A floor staff post, an isolation cell, suicide precaution cell, medical room, shower/toilet room, and interview/client visitation room are also located on the first floor adjacent to the female housing units in an area that was formerly the intake area for the jail.

**Second Floor Housing**

Housing on the second floor of the jail consists of multiple units, all housing male inmates. A brief description of the housing units follows:

**Units 2A and 2B** are located immediately above the first floor female housing and are identical in layout. An exception is the bed capacities of these units which are eleven in Unit 2A and thirteen in Unit 2B. Unit 2A is designated as maximum security male housing while 2B is designated as medium security male housing.

**Units 2C and 2D** are also linear style housing units having a combination of cells lined up along a common pipe chase with adjacent dayrooms. The units have approximately the same dimensions, however Unit 2C contains three single occupancy cells and Unit 2D contains two double occupancy cells. The units are of similar construction with barred cell and dayroom fronts, slider doors, and similar locking mechanisms. The cells are equipped with toilet and lavatory facilities and there is a shower, toilet, and sink in each of the dayrooms.
A security corridor partially surrounds these units, providing a means to conduct intermittent well-being checks from outside the units, however views into cells in Unit 2C from the security corridor are limited due to the layout. Some limited natural light is available to Unit 2D through windows in the exterior wall on the outside of the security corridor. These units are designated as maximum security male housing.

**Unit 2E** is a dormitory housing unit with a capacity of twelve. It is currently used to house inmates who may not be suited for general population and who may require more frequent observation. Male inmates transferred from the ADC awaiting court hearings are also temporarily placed in this unit.

The unit consists of beds, fixed tables and seating, and an adjacent toilet/shower area equipped with two showers, two toilets, and two sinks. A flat screen television and inmate phones are mounted on walls in the unit. Access into the unit is through a swinging security door that is manually keyed. Glazing in the wall between the unit and the security corridor provides a view into the unit. The staff post for the floor is located nearby.

**Unit 2F** is a dormitory housing unit with a capacity of eight that is designated as male inmate worker housing. It is equipped similarly as the Unit 2E dormitory with beds, fixed tables and seating, television, phones, and a common toilet/shower area in an adjacent room.

**Cell 21A** is an isolation cell located on the second floor. It is equipped with a bed and a toilet/sink combination unit and is located near the floor staff post.

In addition to inmate housing, there is a staff post, office for mental health (TCN) staff, and a janitor’s closet. There is stair and elevator access to and from the floor. An exterior fire escape has been added to the east side of the floor with an emergency exit door on the exterior wall across from Unit 2B.

**Third Floor Housing**

Housing on the third floor consists of multiple housing units designated for female inmates, along with a number of single occupancy isolation cells designated for segregation and disciplinary detention for either males or females. A brief description of the housing units follows:

**Units 3A and 3B** are similar linear layout, both backing up to a common pipe chase and encircled, for the most part, by a security corridor. Capacity of each unit is twelve. Each has two multiple occupancy cells opening into dayroom areas. Exterior walls between the housing units and the security corridor are barred walls. Access into the unit dayrooms is by way of a security vestibule.

The larger of the two cells in each of the units are equipped with two toilet/sink combination units while the smaller cells in each unit have one. The dayroom areas are somewhat small for the capacity of the units, particularly in Unit 3B. Each unit dayroom has two showers, one toilet, and one sink. Telephones are mounted in the unit dayrooms and televisions are mounted on security corridor walls where they may be viewed by inmates through the bars. Limited natural light is available through windows (with translucent glass) in the exterior walls of the security corridor. The units are designated as minimum security housing for females with female inmate workers housed in 3B.
Unit 3C is a third housing unit designated for females on the third floor. It consists of a large “bunk” cell with an adjacent dayroom and has a capacity of fourteen. The cell is primarily a sleeping area without any toilet/lavatory fixtures. The cell opens into a dayroom which is equipped with a shower, toilet, and sink. A security corridor extends all of the way around the unit. Limited natural light is available through windows (with translucent glass) in the exterior walls of the security corridor. Access into the dayroom is by way of a security vestibule. The unit is designated as medium security housing.

Figure 7: No Modesty Screening of Toilets

Figure 8: Bunks in a Dormitory

Eight single occupancy isolation cells (Cells designated as 3-1 through 3-8) are located along the west wall of the third floor housing area. These are currently designated for housing either male or female inmates placed in administrative segregation, disciplinary detention, or protective custody. They are each equipped with a bunk and toilet/sink combination fixtures. Each has a window with translucent glazing and security grillage to limit inmate access to the windows. A room with a shower, toilet, and sink is located at the end of the corridor where the isolation cells are located for use by inmates housed in these cells.

Other spaces in the third floor housing area include an open staff post, janitor’s closet, storage for inmate library books, commissary storage, staff restroom, office for mental health (TCN) staff, additional storage areas, and a small classroom. An exterior fire escape on the west side extends up to the third floor where there is an emergency exit door in the security corridor across from Unit 3B. Access to the third floor extension (formerly the JDC) from the main jail is through a corridor from the third floor.

Third Floor Extension Housing

Inmate housing in the third floor extension consists of one unit that houses the Greene Leaf Therapeutic Community program for female inmates. The unit consists of 10 single occupancy
Greene County Jail and Justice System | Needs Assessment and Option Study
SECTION 3 - THE JAIL AND THE ADULT DETENTION CENTER

Greene County Jail Housing Breakdown

<table>
<thead>
<tr>
<th>Unit #</th>
<th>Housing Unit Designation</th>
<th>Custody Level</th>
<th>Cell Type</th>
<th>Capacity</th>
<th># Cells</th>
<th>Dayroom</th>
</tr>
</thead>
<tbody>
<tr>
<td>1A</td>
<td>Female</td>
<td>Medium</td>
<td>Single/Multiple</td>
<td>14</td>
<td>5</td>
<td>Y</td>
</tr>
<tr>
<td>1B</td>
<td>Female</td>
<td>Maximum</td>
<td>Single/Multiple</td>
<td>15</td>
<td>5</td>
<td>Y</td>
</tr>
<tr>
<td>2A</td>
<td>Male</td>
<td>Medium</td>
<td>Single/Multiple</td>
<td>11</td>
<td>5</td>
<td>Y</td>
</tr>
<tr>
<td>2B</td>
<td>Male</td>
<td>Maximum</td>
<td>Single/Multiple</td>
<td>13</td>
<td>5</td>
<td>Y</td>
</tr>
<tr>
<td>2C</td>
<td>Male</td>
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Total Jail Bedspace = 146

Functional Issues:
Given the layout of the housing, officer safety is a significant concern. There is limited ability for staff to interact with the inmates, and in most cases inmates are forewarned of an officer's pending presence when they enter the housing area.

Special needs inmates represent a growing portion of the jail population in Greene County as well as the rest of the country. Special needs inmates are those who require special housing or care because of particular conditions or their status. These inmates often require separate housing from the general population and may require higher levels of supervision and services.
The Jail lacks sufficient and appropriate housing for these types of inmates, which may include those who are:

- Suicidal
- Mentally disturbed
- Intoxicated
- Contagious
- Physically or developmentally disabled
- Vulnerable (protective custody)
- Present behavioral problems

The following concerns about the quality and functionality of the housing area were noted:

- The linear arrangement of the inmate housing limits staff ability to provide for effective inmate supervision;
- Staff efficiency and effectiveness is inhibited by the housing of inmates on multiple levels. Staff posted on each floor are somewhat isolated from other staff, possibly resulting in delays in backup and response to incidents which arise;
- There is insufficient capacity to house current and future population needs.
- The jail bed capacity (146) and population levels exceed the Ohio Bureau of Adult Detention recommended capacity of 95 based on available living space and related requirements.
- There is insufficient classification and housing separation to meet current and future needs;
- There is a lack of suitable housing for special management inmates;
- Housing areas are not ADA compliant.

**Program and Exercise Areas**

*Program and exercise areas in jails provide space for inmates to engage in activities such as physical exercise, counseling, education, industry, worship, and leisure-time recreation. Newer jails typically provide dedicated program space for indoor and outdoor exercise, a legal and a general library, classrooms, a commissary and rooms for individual and group counseling and religious services/instruction.*

An exercise yard was added to the roof of the jail in 1989. A second exercise area for inmates in the Green Leaf program is located on the roof adjacent to the third floor extension. Inmates are afforded access to outdoor exercise when weather permits. No dedicated indoor exercise areas are available. With the exception of the dayroom in the Green Leaf housing unit, dayroom space in the housing units is insufficient to provide access to any meaningful active exercise.

**Figure 9: Outdoor Exercise**
There is one room dedicated for inmate programming that is located in the third floor extension behind the Intake area. Access into the program room is through the intake area and staff workstation. Some programming takes place in this area but there are limited opportunities for access to programming for much of the inmate population due to lack of adequate space. Staff report that some religious programming is provided directly in the housing areas of some units.

Beds were unmade and many other inmates were in bed during the course of the consultants’ tour, indicating a lack of options available to keep inmates productively occupied during the day. The layout of the dayrooms in the linear style housing units are typically narrow and linear as well, so they are typically not conducive to providing meaningful activities beyond watching television. The picnic style tables along the walls in some units make it difficult for inmates to engage in small group activities such as playing cards or table games.

Functional Issues:
- There is no dedicated indoor exercise area for inmates to get meaningful physical exercise during inclement weather;
- Outdoor exercise areas are not ADA compliant;
- Space for programs is inadequate and accessibility to existing space is problematic.

With the lack of adequate program space, inmates have few opportunities to engage in productive activities, work on self-improvement, or get sufficient exercise to maintain physical well-being. Lack of access to program activities increases idleness which, in turn leads to more behavior problems in the jail.

Visiting Areas
Inmate visiting is generally divided into two types: personal visits with family and friends and professional visits with attorneys, counselors, and other official visitors. Most jails provide noncontact visiting spaces for personal visits where barriers separate the visitor and the inmate. Visitors and inmates view each other through glazed panels and speak to each other via telephone or sound port. Jails may also utilize video visiting technology which minimizes the need for inmate movement to and from visiting areas in the jail.

Contact visitation is primarily provided for professional consultations, although some jails do make provisions for personal contact visitation. Visiting space for professional visits should be fully enclosed and private.

Visiting requires space in a public lobby area for visitor check-in and waiting. Visitors should have access to seating, toilets, and drinking fountains in the lobby area while waiting for visits. Maintaining security and preventing passage of contraband are prime considerations during visitation. Metal detectors, lockers for personal belongings, designated areas for searching visitors and inmates, and signs outlining visiting rules and procedures for visitors all contribute to security in visitation. Staff should be positioned to visually monitor the visiting area and respond if there are problems.

The Jail has five non-contact visiting stations located near the front lobby on the first floor. Inmates are escorted to the secure side of the non-contact visiting area by jail staff. Visitors check in and register in the public lobby with the Control Center. Visitors are then directed to the public side of the visiting area.
An attorney/client visitation room is located within the secure area of the jail on the first floor in what was formerly the intake area of the jail. Visitors and inmates must pass by and are in the immediate vicinity of the isolation and suicide precaution cell located on the first floor. A second attorney/client visitation area is located in the third floor extension next to the intake area.

Functional issues:
- Movement of inmates between housing on other floors and the visiting area takes a significant amount of staff time and removes staff from the housing area. Some inmate movement is unescorted due to lack of available staff;
- The Control Center has responsibility for checking in visitors and monitoring visits, taking their focus away from their primary duties of monitoring security systems and equipment;
- Attorneys and other professional visitors must be brought into the secure area of the jail to access the areas designated for attorney/client visitation;
- Designated areas for searching visitors and inmates is not available;
- The inmate and public visiting stations are not ADA compliant;
- No visitor’s lockers, seating area, or water fountain are available for visitors.

Support Services Areas
The jail’s support services areas include those used to provide basic services to the inmate population such as medical care, food service, and laundry service and those that support the overall functioning of the jail, such as janitorial service, maintenance, and storage.

Medical Services
Properly equipped medical examination space is needed to conduct screening and routine assessments, examine inmates with health complaints, provide first aid, and perform minor treatment procedures. Space should also be available for the appropriate storage and management of medical records, medications, and biohazards.

The medical unit is located in the third floor extension, and consists of:
- Medical Exam Room
- Medical Records
- Medical Staff Offices
- Medical Counseling Room

A satellite medical exam room and office is located on the first floor of the jail. The satellite exam room is equipped with an exam table, counter space with sink, storage cabinets and basic medical exam equipment and supplies. The adjacent medical office did not currently appear to be in use. Wheelchairs and miscellaneous other supplies were being stored in that area.

Medical services are provided by facility-employed nursing staff in cooperation with contract health care providers. Health care staff provide health screenings, sick call, minor treatment, and, medication rounds. Inmates are transported to local health care facilities for other health care services.

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12 A complete clinical assessment of medical and mental health care in the Greene County jail facilities is in Section 4 - Medical and Mental Healthcare Assessment.
Functional issues:
- Storage and management of medications, medical records, medical equipment, and biohazards is inadequate;
- The jail does not have a negative-pressure cell for isolation of inmates with communicable air-borne disease;
- Inmates must pass through the Intake area in order to access the medical services area, creating potential security issues with cross traffic as well as privacy issues;
- Access to the medical services area from the main jail is not ADA compliant.

Food Services
*Jails that maintain a full-service kitchen where all meals are prepared in-house require appropriate space and equipment for receiving food and food storage (dry and cold), supply storage, preparation, serving, cleanup and dishwashing, waste disposal, and food service management.*

Meals for inmates at the Jail are prepared at the Adult Detention Center and transported to the jail. Inmate workers assist in the delivery and pick-up of meal trays to the housing units.

Laundry
*Adequate space and equipment should be available for collecting, sorting, washing, and drying of bedding, linen, towels, and inmate clothing on a regularly scheduled basis, and for the associated tasks of mending, storage, and distribution of laundered items.*

Laundry is done in two separate areas of the jail on the floor. Two commercial washing machines are located in the garage where deliveries are brought into the facility. Two commercial dryers are located in a laundry room located on the first floor just inside the secure area of the jail near the front entrance. In the laundry room are a long table for sorting and folding of clean laundry, storage shelving for clean bedding, towels, and uniforms, and space for laundry carts. Inmate workers are assigned laundry duties.

**Figure 10: Laundry in Jail Garage**

Functional issues:
- Space for laundry functions is inadequate. The location of the washers in the service delivery garage presents a number of safety and security concerns with inmate workers having access to this area. Trash containers, containers for biohazardous waste, and recyclable material are all stored in this garage area awaiting pickup.
Janitor’s Closets/Housekeeping

Jails should provide space that is secure from unauthorized access by inmates for storage and staging of cleaning supplies and equipment, including a “mop” sink or washtub and storage areas for mops, brooms, buckets, floor buffers, cleaning supplies, and dust cloths.

Janitor’s closets are located on each floor of the facility as well as in the third floor extension.

MAINTENANCE AREAS

Secure workspace and storage for tools used to maintain the facility should be available. Maintenance work includes both routine and preventive upkeep of equipment, systems, and the building and their repair, and encompasses functions such as plumbing, electrical work, locksmithing, heating/ventilation/air conditioning (HVAC), window repair, and painting.

There is no dedicated space for maintenance. The County maintenance staff person assigned to oversee maintenance of the Jail and Adult Detention Center maintains an office in the basement of the Jail. As may be noted in the picture, some tools are kept in the office. Other miscellaneous tools and equipment were also observed to be on various shelves and spaces in the basement.

Figure 11: Maintenance Office

STORAGE

Jails need adequate storage space for records, food service, laundry, maintenance, supplies, and inmate property. Jails should also have a general storage area for bulk goods and materials not frequently used.

There is a full basement under the jail. A substantial amount of space in the basement is used for storage of archived files, inmate clothing, bedding, mattresses, bulk supplies, miscellaneous building materials, equipment, etc. The items were not well organized and, in some cases (i.e. paint) improperly stored. There was also evidence of moisture seepage in storage areas.

There is limited storage space in the main jail area. As noted in descriptions of spaces in the jail area there is a supply room in the third floor extension, limited space for storage of cleaning supplies in the janitor’s closets on each floor, a medical records storage room, storage shelving in the laundry area, and limited storage space in other areas.

Figure 12: Pictures showing storage
Functional Issues:
- The amount and arrangement of storage items creates a potential fire and safety hazard. Some items such as paint were being stored improperly.
- Stored items may be exposed to moisture due to facility conditions in the basement.
- Space for storage of supplies and materials needed for daily operations in the main jail is inadequate.

Staff Support

Staff support spaces refer to all of the support spaces necessary for security staff to maintain a safe, secure and standards compliant facility. These typically include spaces for facility access, shift briefing, training, physical fitness, report writing, meals, and shower and locker areas.

Custody staff generally enter the jail through the pedestrian entrance on the east side of the building adjacent to the service delivery garage. There are a limited number of lockers for staff located in the hallway just inside this entrance. In another area in the basement there is a room with exercise mats, free weights, and some other exercise equipment for staff use. There is no designated space for classroom training. (Note: There is a well-equipped training room at the Adult Detention Center used by the Sheriff’s Office and Corrections Division.

Most of the staff support space is in the basement of the facility where there is a Briefing Room that also contains individual staff lockers along two walls. There is a small shower that staff may use, when necessary, to clean up or decontaminate.

Figure 13: Staff Briefing Room with Lockers

Security and Communications Equipment

Most jails use the following types of security and communications equipment:
- An emergency generator provides back-up in the event of a power outage.
- Closed-circuit television (CCTV) is used primarily to monitor activity in restricted areas, monitor movement between areas of the facility and to aid in the identification of people trying to gain access secured areas.
- Access control through remote access communication is facilitated with intercoms/camera/CCTV and secure electrical door/gate controls located at interior and exterior entry points.

There is a video surveillance system that monitors the inmate housing area and other locations within the Jail. An emergency generator provides back-up power in the event of a loss of electricity from public power sources. The Control Center has access control into and out of the security...
perimeter. Some interior security doors are manually keyed and housing unit doors are controlled locally (with remote back-up at Central Control according to staff).

**Communications Systems**

*This includes public address systems, intercom systems, telephone systems, two-way radio systems, and electronic mail systems. Audio monitoring and detection features are typically integrated into the intercom system. Telephone systems provide both external and internal communication capabilities. In addition to outside lines, jail telephone systems typically include an internal network that interfaces with the jail’s other communications systems and security system. Most jails now also provide separate inmate telephone systems with monitoring and call management capabilities.*

Telephone and radios are available for staff communication. Inmates have access to the telephone via a separate inmate phone system. There is an audio surveillance system which permits officers to monitor inmate housing areas.

**Locking Systems**

Locking systems are a fundamental component of security. Manual locking systems, common in many older facilities, require staff to operate the locks on each door individually. Mechanical or electromechanical types of systems generally operate groups of doors from a single location by officers operating mechanical levers or wheels or activating electric switches at a control panel. In many newer facilities, locking systems are controlled remotely from the control center and/or jail officer work station. Centrally controlled locking systems are effective in regulating movement within the facility and effecting prompt release in the event of an emergency requiring evacuation.

The jail has security grade locks and housing unit access doors that are manually keyed. Most cells have slider doors that are controlled from panels located in security corridors adjacent to the housing units (with override capability in the Control Center according to staff). Perimeter doors have security grade locks that are controlled remotely from the Control Center.

**Functional Issues:**

- Although the slider door systems have been maintained and appeared to be operable at the time of the tour, staff report that repair and maintenance are ongoing challenges due to the age and wear of the systems. As with older locking systems, parts are harder to obtain.

**Fire detection and suppression systems**

*Fire detection and suppression systems provide for the early detection of fires and the capability to put out fires in their early stages. These systems may also include equipment or technology to facilitate prompt evacuation of occupants who are at risk when a fire erupts. Codes in many jurisdictions require jails to have hard-wired smoke and heat detection systems connected to a central enunciator panel at a fixed post (e.g., central control). Newer facilities in many jurisdictions are required to have locking systems that allow gang release of cell and housing unit doors from a remote location (e.g., central control) and automatic sprinkler systems that activate when a fire is detected. Many newer facilities are also designed with internal smoke compartments or zones intended to isolate fire and smoke to the area of their origin.*
The jail is equipped with a hard-wired smoke detection system and a sprinkler system. According to staff the facility meets basic fire codes for existing facilities.

Functional issues:
- Smoke containment in the event of a fire is inhibited by the open barred grill design. Smoke cannot be easily contained to a fire’s area of origin. If a fire started in one area of the jail, it would quickly spread throughout the facility. Toxic smoke and limited visibility caused by the spread of smoke are the leading causes of jail fire deaths.
- Although an exterior fire escape has been added to provide a second means to evacuate inmates from upper floors, access to the escape stairs is difficult with narrow corridors and a swinging exit door that opens into the exit pathway.
- The use and condition of the basement area presents a substantial fire hazard. A significant amount of clutter, improper storage of paint and other building materials, and lack of general lack of organization of stored items provide a significant fuel load that would feed a fire quickly.

General Environmental Conditions
The quality of the jail environment affects not only the health and well-being of those who occupy and work in the facility but their behavior as well. Poor conditions often lead to low morale of inmates and staff, increased inmate health care costs, more disciplinary problems, higher levels of staff absenteeism and turnover, and an overall negative atmosphere. Attention to light and noise levels, temperature, air quality, and plumbing can improve the overall quality of the jail environment as both a residential setting and a worksite.

While the jail building design is obsolete and building systems are dated, the jail itself was generally clean during the consultants’ tour (with the exception of the basement area). Daily housekeeping and enforcement of housekeeping rules could be improved (several covered light fixtures, items hung on bars, toilet paper stuffed in shower modesty screens, inmate’s personal property not properly stored). The HVAC system appears to provide an adequate level of ventilation and maintains temperatures within comfort zones. There is limited access to direct or borrowed natural light in the inmate occupied areas of the jail through the translucent glass windows. Although artificial lighting levels were not measured, a 2018 Bureau of Adult Detention Inspection report cite the jail for insufficient lighting levels in cells.

Showers are available in each of the housing units. Inmates housed in the single cells use a shower in a nearby shower area under staff supervision. Security-type stainless steel toilet/washbasin fixtures are available in each of the cell areas. The Bureau of Adult Detention inspection report cited the jail for having an insufficient number of showers available in several housing units.
Jail Facility Assessment Summary

Detention facilities must provide a safe, secure, healthy, humane and constitutional environment for those incarcerated and awaiting trial, and/or those sentenced to serve time by the courts. Facilities must provide jail officials with the capacity to offer a variety of programs and services that prevent the debilitating effects of long-term confinement.

The Jail is obsolete by current standards and technology. The jail operates at capacity much of the time (and well above the recommended capacity set by state standards) and must implement emergency release measures with some regularity in accordance with a long-standing Federal Consent Decree. The lack of sufficient bed capacity and inability to properly house inmates who must be kept separate due to classification jeopardizes the security of the facility, the safety of the staff who work there, the safety of incarcerated inmates, and the vulnerability of local officials to further litigation. The ADC houses many of the County’s lower level offenders as it was designed to do, but is now getting more higher level offenders due to crowding at the Jail.

Specific facility deficiencies include the following:

- **Supervision and Surveillance.** The jail layout limits the staff to periodic or intermittent surveillance of the inmate population. This is the least effective and least secure method of inmate control since it restricts an officer to only intermittent periods of contact and control every 30 to 60 minutes or so. Thus, the jail officer and, by extension, the County must depend, in part, on the good intentions and behavior of the inmate for the avoidance of fights, sexual assaults, vandalism, intimidation, self-destructive behavior and escape attempts. In essence, this type of obsolete and inefficient design can allow the inmates to run the housing units with little active staff management of inmate behavior.

- **Safety.** The facility features manually controlled locks for inmate-housing areas, some cell doors, and dayroom doors as opposed to the electronically controlled locks prevalent in facilities constructed in the past 20 years. Slider cell doors in many housing
Greene County Jail and Justice System | Needs Assessment and Option Study
SECTION 3 - THE JAIL AND THE ADULT DETENTION CENTER

units are controlled locally in panels just outside the units. This is provides a major obstacle to the efficient evacuation of inmates in the event of a fire or other disaster.

- Major functional facility Issues include:
  - Lack of adequate capacity to meet current and future demand
  - Limited separation and classification capability
  - No suitable space for high risk inmates, or inmates with special needs who must be housed separate from the general population
  - Inadequate intake and release area
  - Lack of adequate program space
  - No indoor inmate exercise space
  - Inadequate support services space (laundry, housekeeping, maintenance, etc.)
  - Lack of adequate administrative space/public lobby and waiting
  - Inadequate storage space
  - General lack of accessibility under ADA requirements
  - Lack of adequate space for staff support

- The existing jail, in addition to not being able to accommodate the County's existing or future bed capacity needs, has a number of significant deficiencies that pose risks and potential liabilities for Greene County that should be of concern.

The Adult Detention Facility
The Greene County Adult Detention Center is located at 2295 Greeneway Blvd. in Xenia, OH. It is a 236 bed minimum/medium direct supervision facility housing male inmates exclusively at this time. The building is a single level pre-engineered structure with CMU interior and exterior walls and a metal roof system. It is designed and equipped as a minimum security facility.

Public Reception
Visitors to the ADC enter the facility through a weather vestibule at the front entrance into a public lobby area. They are directed by signage to sign in at a window with a small counter and paper pass that is located in the wall between the public lobby and staff administrative offices. Seating is available for visitors in the lobby area. Public restrooms are located a short distance down a hallway from the lobby. The public side of the non-contact visiting area is accessible from the front lobby.

Administration
The administrative suite consists of a work area for the reception/administrative support staff, along with two offices for the Assistant Jail Administrator and Lieutenant. Access to the administrative suite is via the front lobby.

A roll call/classroom is located within the security perimeter. Two offices are located in the back of the roll call room, one of which is designated for the shift supervisor. Other offices within the secure area of the ADC are designated for mental health and medical staff.

Master Control Center
The Control Center is located in a central location in the facility where the Central Control officer has a line of site down the housing area corridor and the front area corridor leading to/from the intake and release area and the support services area. The Central Control officer also has a view into the non-contact visiting area, video court room, and roll call/classroom area.
The Control Center officer controls access into and out of the security perimeter electronically, monitors video and audio surveillance systems, monitors detection and alarm systems, and manages key control and inventory.

**Security Perimeter**
The building, along with some exterior fencing around housing areas, forms the secure perimeter of the building. The Control Center controls access points at the front lobby, intake, and service delivery.

**Intake and Release**
The intake and release area of the facility includes the following spaces:
- Receiving/booking area
- Inmate property storage area
- Clothing and jail issue storage room
- Shower/search/dress out area
- Holding cells
- Staff toilet
- Janitor’s closet
- Covered pedestrian sallyport

Inmates are brought into (or transferred from) the facility by way of a covered pedestrian walkway that extends from the vehicle drop-off point to the entrance of the intake area. They enter through a secure vestibule into the booking/receiving area where there is a booking desk and open seating for inmates waiting to be processed into or out of the facility. A single occupancy holding cell is accessible from the booking area. A second holding cell is located in the corridor just outside the exit from the booking area into the corridor leading to the housing area. A shower area with two showers and a toilet are located in a room accessible from the booking area. This area did not appear to be used for this purpose as there were extra mattresses stacked up in one of the shower stalls.

Inmates’ personal property is stored in hang bags on a conveyor system in the property room.

**Inmate Housing**
Inmate housing consists of four direct supervision dormitory housing units. Pod’s B, C, and D are all open bay dormitories with bunk beds lining the walls of the units and fixed steel tables and seating in the central open area. Pod A is divided into three sleeping areas with a common dayroom area. Inmates in the GreenLeaf program at the ADC are housed in Pod A, along with other general population inmates. All four dormitories have a staff workstation, inmate telephones, drinking fountain, and small flat screen televisions. Each has a common shower and toilet area located along a side wall that is separated from the main living/sleeping area by a partial height modesty wall. The area includes individual shower stalls, individual toilet stalls, wall-mounted urinals, and sinks. All toilets, urinals, and sinks are vitreous china. The Pods have access to natural light from large windows on the upper portions of outer walls of the units.
A breakdown of the housing areas by type and capacity is presented in the table below:

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<th>Cell Type</th>
<th>Capacity</th>
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<td>Maximum</td>
<td>Dormitory</td>
<td>60</td>
<td>30</td>
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</table>

Total ADC Bedspace = 236

Program and Exercise Areas
The facility is designed with common areas between the pods that were intended to be used for programs. One program area is located at the core of the pod housing and is accessible from each of the pods. A second program area is located at the core of Pods B and C, the indoor exercise area and the outdoor exercise area. The Roll call/Classroom area located near the front lobby area is also space is also used for inmate programs. The classroom has shelves with library books available to the inmates.

The facility has a large indoor exercise area and a large covered outdoor exercise area available for inmate exercise and recreation. The outdoor yard is fenced on two sides with the building forming the other two sides. Both the indoor gym and outside yard have basketball hoops. The outdoor yard also has several picnic tables where inmates can sit while in the yard.

Visiting Area
A non-contact visiting area is provided for personal visits in the facility. It consists of none visiting stations, one of which is handicapped accessible. Inmates and visitors are seated on fixed stools where they can view each other through secure glazing and talk via handsets. The public side of the visiting area is accessed from the public lobby. Inmates are permitted to walk unescorted from their respective housing areas to the visiting area when they have scheduled visits.

Support Service Areas

MEDICAL
The medical suite consists of an exam room, restroom, medical office, and medical records storage area. It is located in the front section of the building just inside the secure area of the facility. An office for mental health staff is located nearby.

FOOD SERVICES
The facility has a full service kitchen that provides meals for the ADC, County Jail, Juvenile Detention Center, and Greene County Rehab. The kitchen prepares approximately 8,400 meals a week. In addition to the main food service preparation and clean up, there is also an office for food service director and restroom for food service staff available in the food services area. The County has a contract with Aramark to manage the food services operation. Inmate workers assist with the food service operation.
LAUNDRY
The laundry room is located in the back of the food services area. Soiled and clean laundry must be taken through the food services area from/to the inmate housing areas. The laundry room is equipped with two commercial washers and two commercial dryers. A laundry cart was stored in the area but there was no other space in the area for sorting, folding, mending, or temporary storage laundered items.

Functional issues:
- The laundry room in the back of the food services area is poorly located. Soiled and clean clothing must be carted through the food service area.
- The laundry room lacks sufficient space for separating soiled laundry, folding, and temporarily storing clean laundry prior to distribution. It appeared that the same cart is being used for both soiled and clean laundry (although not confirmed).

JANITOR’S CLOSETS/HOUSEKEEPING
Janitor’s closets are located in each of the inmate housing pods and in the intake and release area of the building. Cleaning supplies for restocking the janitor's closets are stored in the storage/maintenance room (see below).

MAINTENANCE/STORAGE/DELIVERIES
The facility has a large room that is used for bulk storage of supplies, inmate clothing, bedding, etc. and for storage of maintenance equipment and materials. The area also serves as the office for the facility maintenance technician assigned to the Sheriff’s Office. The technician splits his time working between the County Jail and the ADC.

There is a delivery dock on the south side of the building where vendors deliver goods for the facility. The dock leads to the food service area where there are cold and dry storage spaces. There is also access to maintenance/storage area where other bulk items for the facility may be stored.

A covered area for loading of prepared food to be transported to the other facilities served by the ADC food services is also incorporated into this service entrance. Trash and other refuse is removed from the facility through this entrance to bins located nearby.

Staff Support Services
A shared locker room and separate male and female restrooms with toilets and showers are provided for staff. The locker area is furnished with lockers for each staff person, benches, and some exercise equipment. The restrooms with showers for each gender are located adjacent to the locker room.

Vests, helmets, and other protective gear for staff use in the event of a disturbance are stored on shelves in the inmate property room in the intake area.

A large training room with a divider wall that can section off the space into two separate training areas is located adjacent to the front lobby. It is available for use by the various divisions of the Sheriff’s Office. It is well-equipped and furnished for classroom training.

Functional issues:
- No designated staff lunch or break room;
There is no separate space available for staff fitness/defensive tactics training (exercise equipment is currently in the staff locker room; No separate locker area for male and female staff.

**Security and Communications**

**COMMUNICATIONS SYSTEMS**
The facility is equipped with video and audio monitoring systems throughout. Officers communicate primarily via radio. The Control center serves as the hub for communications and monitors internal movement and activities via CCTV.

**LOCKING SYSTEMS**
There are detention grade locks on all security doors in the facility that can be remotely unlocked from Master Control in the event of an emergency evacuation.

**FIRE DETECTION AND SUPPRESSION SYSTEMS**
The facility is equipped with a hard-wired fire detection and alarm system and a sprinkler system throughout.

**General Environmental Conditions**
The facility appeared to be generally well-maintained and in good condition. Lighting throughout appeared to be sufficient and inmates had access to natural light though windows in the housing areas. Other ambient conditions including temperature, ventilation, and sound levels all appeared to be within reasonable ranges.

Although there appeared to be some wear and tear in the facility, floor and wall finishes and furnishings appears to be in reasonably good repair. Some areas, particularly around shower areas and the kitchen where there is considerable moisture could use cleaning and refinishing. Staff noted some damage to external HVAC ductwork which may have been caused by technicians during maintenance/repair work.

Inmates, for the most part, were up and engaged in activities. One group was in the indoor exercise area at the time of the tour. An improper use of an extension cord being used to power a medical device was noted in one of the housing areas.

**Other Non-Custody Related Facility Spaces**
A section of the building housing the ADC is used and managed by the law enforcement division of the Sheriff's Office. It includes garage space for storage of Sheriff's Office vehicles and equipment, garage sallyport for the off-loading of evidentiary property, evidence processing and storage, armory, and office space for the Sheriff's Office personnel in charge of evidence handling and storage. A separate fenced in area on the grounds is used for vehicle impound.

**Facility Functional Assessment Summary**
While in generally good condition, the ADC is not designed to house inmates in higher custody levels, those who present behavior problems, or those which special needs. Due to crowding in the County Jail, the ADC, according to staff, is getting more inmates with higher risk profiles who may not be appropriate for housing in the open bay dormitories that comprise the housing at the ADC.
Staffing Assessment of Existing Facilities

Assess Process and Purpose
Limited assessment of current staffing levels and needs were conducted for both the Greene County Jail and Adult Detention Center. The purpose of the assessments is to determine adequacy of current staffing levels and the extent to which there may be shortfalls in the operation of current facilities.

Staffing needs and practices respond to the facilities, technology and operations that comprise the jail setting. Staffing is often the primary response to challenges and deficiencies in facilities and technology.

Several characteristics of the Greene County Jail setting pose challenges to efficient and effective staffing. These include:

- Pervasive crowding, which often exceeds the design capacity and most certainly the functional capacity of the jail.
- Predominantly linear design, limiting staff ability to actively supervise and manage inmate behavior.
- High levels of inmate idleness due to limited availability of program space and indoor exercise areas.
- Physical plant systems that are deteriorating and in need of timely maintenance and repair.

Staffing efficiency in the Adult Detention Center is somewhat better with housing units designed for direct supervision, availability of program space, and access to both indoor and covered outdoor exercise areas. The ADC, however, was designed to house only lower custody inmates, limiting its utility for managing a growing jail population of more serious offenders.

The inmate population in Greene County is changing in ways that present new demands for jail staffing:

- More inmates with mental health needs and problems that often impact behavior and present additional risk of harm to self and others.
- More inmates with medical needs, some of which require specialized housing and enhanced supervision by medical professionals.
- Longer-term inmate population for which facilities were not designed.
- Increasing female population with more diverse needs for classification and separation.
- Higher proportion of inmates charged with serious offenses.

These characteristics of the jail population and setting pose unique and changing demands for employees needed to operate the jails, and needed corresponding skills and abilities.

Current Staffing
The Corrections Division officers operate on a 12 hour, two week rotating schedule using a Kelly Day to achieve an 80 hour pay period. Officers assigned to the County Jail work either the B Platoon (0400-1600) or the A Platoon (1600-0400). Officers assigned to the Adult Detention Center work either the B Platoon (0800-1600) or the A Platoon (2000-0800).
According to the Corrections Division 2017 Annual Report, the Division had a total of 100 authorized staff positions, including administrative, support, custody, and transport staff. Actual staffing levels at the time of the writing of the Annual Report stood at ninety-two with eight vacancies in correctional officer positions.

Food services and commissary services are contracted. Facility maintenance is provided through the County Maintenance Department. Medical services are provided through a combination of in-house and contracted staff. Authorized in-house medical staffing includes eight full-time and one part-time nurses. One full-time nurse position was vacant at the time the Annual Report was prepared.

Custody staff in both facilities are a combination of Law Enforcement certified (sworn) and Corrections certified (non-sworn) deputies. The breakdown of actual staff between the two facilities at the time of the June, 2018 state inspection is presented in the table below:

<table>
<thead>
<tr>
<th>Greene County Sheriff’s Office Corrections Division</th>
<th>County Jail</th>
<th>Adult Detention Center</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administrators</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Full-time Custody Staff</td>
<td>40</td>
<td>33</td>
</tr>
<tr>
<td>Part-time Custody Staff</td>
<td>1</td>
<td>0</td>
</tr>
<tr>
<td>Non-Security Staff</td>
<td>9</td>
<td>5</td>
</tr>
</tbody>
</table>

**Net Annual Work Hours**

“Net Annual Work Hours” is a term and technique developed by the National Institute of Corrections. It is similar to a “Shift Relief Factor” (SRF) but has proven more accurate and flexible in its application. NAWH provides accurate calculations of the actual hours per year each classification of employee is available to work in the jail.

Greene County Corrections custody staff are paid for 2,080 hours each year. This is the “gross” number of hours that each employee is paid for regular hours. According to the 2017 data provided by jail officials, corrections officers are available to work on average in the County Jail for 1,788 hours annually and for 1,810 hours annually in the Adult Detention Center. This is the “net” hours that each employee may be deployed. See the NAWH calculations based on 2017 leave usage for corrections officers in the County Jail and ADC in the following table:

---

There are several keys to calculating accurate NAWH figures each year:

- Collect data on all activities and circumstances that take employees away from jail deployment
- Calculate NAWH for each classification of employee
- Divide total annual hours away from jail by the correct number of FTE (not the number of individuals who worked in the year, but the number of calendar days they were on the payroll)

**Activity Schedule**

Frequency of functions and activities can affect staffing needs. For example, the frequency and duration of exercise periods, visits, commissary, sick call, and similar activities might require additional staff where inmate movement is required, or additional staff for program supervision. Sometimes the location and scheduling of the activity can be altered to accommodate the existing staff level, but in other cases additional staff is essential for safe and effective programming. A useful way to assess the impact of functions and activities on staffing levels and deployment is to construct a master activity schedule. The Master Activity schedule charts out all the programs, activities, support services, and security functions that take place intermittently in the jail and charting the times they occur over the course of a typical day. Initial drafts of Master Activity Schedules were developed for the Green County jail and the Adult Detention Center working with information provided by jail officials. These drafts need to be reviewed and further refined, but are a good starting point in mapping out the workload of both facilities.

### Net Annual Work Hours (NAWH):

<table>
<thead>
<tr>
<th></th>
<th>Hours</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Total hours contracted per employee per year (if a regular workweek is 40 hours, then 40 x 52.14 weeks +2086.)*</td>
<td>2,080 2,080</td>
</tr>
<tr>
<td>2 Ave. number of vacation hours used per employee per year</td>
<td>73.58 75.88</td>
</tr>
<tr>
<td>4 Ave. number of compensatory hours off per employee per year</td>
<td>43.7 38.44</td>
</tr>
<tr>
<td>5 Ave. number of sick leave hours off per employee per year</td>
<td>94.47 75.33</td>
</tr>
<tr>
<td>6 Ave. number of training hours off per employee per year</td>
<td>10 10</td>
</tr>
<tr>
<td>7 Ave. number of personal hours off per employee per year</td>
<td>7.87 8.3</td>
</tr>
<tr>
<td>8 Ave. number of military hours off per employee per year</td>
<td>6.06 9.2</td>
</tr>
<tr>
<td>9 Ave. number of hours of leave without pay</td>
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</tr>
<tr>
<td>10 Ave. hours of leave per Wellness</td>
<td>5.5 11.3</td>
</tr>
<tr>
<td>18 Average hours to fill a vacancy</td>
<td>42 42</td>
</tr>
<tr>
<td>19 Total hours off per employee per year (Add lines 2 through 18)</td>
<td>292 270.45</td>
</tr>
<tr>
<td>20 Net Annual Work Hours (Subtract Line 19 from Line 1)</td>
<td>1,788 1,810</td>
</tr>
</tbody>
</table>
A significant amount of the workload at the County Jail appears to occur between 6:00 AM to about 9:00 PM, with most occurring during the dayshift. The ADC list most of the intermittent activities occurring during blocks of time. It would be helpful to see activities broken down in more detail as to when they actually are scheduled to occur within the blocks of time. As with the County Jail, it appears that much of the workload occurs during the dayshift and early parts of the night shift prior to lockdown.
Effective staffing responds to the ebb and flow of daily activities and to the relative risks that are associated with these activities. There are some aspects of daily jail operations over which the jail does not have control, such as when arrestees are brought by local police for initial processing and detention, and when the courts order inmates to be present for proceedings. But the jail does have control over many of the intermittent events that occur each day.

So many times staff let the “schedule manage us”, not vice versa. By stepping back and looking at the current patterns of activities, it is possible to identify times where our practices are actually create staffing problems and inefficiencies, and subsequently allowing us to address these to get the most efficient use of our existing staff.
Staff Coverage Plan

A coverage plan is comprised of four components:

1. Relieved posts and positions
2. Non-relieved posts and positions
3. The shift schedule and amount of coverage required on each shift
4. The availability of staff to work (NAWH).

In the Greene County Jail, the housing correctional officers and supervisors are all relieved positions. These are posts for which the NAWH availability factor must be applied to determine the total number of FTE’s required to provide the coverage required.

The staff coverage plans presented below for the County Jail and the ADC are based on the current allocation and deployment of staff in the Corrections Division at the two facilities. The NAWH availability factor for the correctional officers in each facility was used to calculate the total number of FTE’s required to provide the coverage indicated.

Nursing staff in the coverage plan are shown as an estimate of their deployment between the two facilities. Additional detail on medical staff coverage and services is provided in a separate section of this report.

### Greene County Jail Staff Coverage Plan

<table>
<thead>
<tr>
<th>Post/Position</th>
<th>Total Hrs. on Days</th>
<th>Total Hrs. on Evenings</th>
<th>Total Hrs. on Nights</th>
<th>No. of Days per Week</th>
<th>No. of Hours of Coverage per Year</th>
<th>Is Relief Needed for This Post?</th>
<th>Net Annual Work Hours</th>
<th>Total No. of FTEs Needed</th>
<th>Rounded No. of FTEs</th>
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<tr>
<td>ADMINISTRATION</td>
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<td></td>
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<td>80</td>
<td>4171</td>
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<td>2.00</td>
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<td><strong>120</strong></td>
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<td><strong>3</strong></td>
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<tr>
<td>PROGRAM STAFF</td>
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<tr>
<td><strong>Subtotal</strong></td>
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<td><strong>0</strong></td>
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<td><strong>0.00</strong></td>
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<tr>
<td>SUPPORT STAFF</td>
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<td></td>
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<tr>
<td>Nurse Supervisor</td>
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<td>5</td>
<td>20</td>
<td>1043</td>
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<td>1</td>
<td>1</td>
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<tr>
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<td>8</td>
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<td>112</td>
<td>Yes</td>
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<tr>
<td>Nurse PT</td>
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<td>0</td>
<td>0</td>
<td>Yes</td>
<td>1789</td>
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<td>SECURITY/CUSTODY</td>
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<tr>
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<td>5</td>
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<tr>
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<td>5</td>
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<tr>
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<td>12</td>
<td>7</td>
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<td>5</td>
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<tr>
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<td>12</td>
<td>7</td>
<td>168</td>
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<td>4.90</td>
<td>5</td>
<td></td>
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<tr>
<td>2nd Floor</td>
<td>12</td>
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<td>7</td>
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<td></td>
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<tr>
<td>3rd Floor (Female)</td>
<td>12</td>
<td>12</td>
<td>7</td>
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<td>Rover 1 (Movement)</td>
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<td>168</td>
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<td>1,789</td>
<td>4.90</td>
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<td></td>
</tr>
<tr>
<td><strong>Subtotal</strong></td>
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<td><strong>1428</strong></td>
<td><strong>21899</strong></td>
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<td><strong>41.63</strong></td>
<td><strong>42</strong></td>
<td><strong>42</strong></td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL STAFF</strong></td>
<td>8</td>
<td>9</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>49</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Implications for Planning

The staffing levels in the two facilities provide a baseline for comparison with preliminary staffing estimates in a new facility serving the populations of both existing facilities, along with meeting future detention needs. More immediately, the staffing assessment may highlight shortfalls in staffing of the existing facilities based upon current post coverage requirements. Based upon numbers in the coverage plans, the number of custody staff in the County Jail is about sufficient to meet coverage requirements as they are currently established. On the other hand, the coverage plan for the Adult Detention Center shows a shortage in the number of custody officers and supervisors compared to post coverage. The coverage plan indicated a need for about 42 custody officers and supervisors to provide full coverage compared to 33 custody officers and supervisors employed as of June, 2018.14

Physical Assessment of the Detention Facilities

A physical plant assessment was conducted of the Jail and the ADC examining the existing conditions related to building components and systems, and to note suggested improvements, maintenance and repairs needed to generally meet current code requirements, maintain existing systems and to prevent possible further deterioration of components in need of repair. The assessment was based on visual observations made by professional architects and engineers

14 Current staffing levels may vary with the hiring of additional custody officers since June.
during an on-site walk-through of the building. Information was also obtained from building users and maintenance staff.

The assessment was based on observations and reviews and did not include the following:

- Detailed evaluation of existing systems
- Detailed building code compliance
- Detailed compliance with ADA Accessibility Standards for Accessible Design
- Hazardous material review
- Destructive material testing
- Environmental review
- Enhanced energy efficiencies

**Greene County Jail**

The Jail has a gross floor area of 38,500 SF and includes three floors plus a basement. Nearing 50 years old, the facility was built in 1969 and is near the end of its useful life. The facility has several physical deficiencies making it difficult to upgrade to current standards including:

- The site lacks ADA compliance with respect to clearances, paving, and obstacles.
- The existing Sallyport is undersized and unusable to vehicular traffic due to structural issues. Both of these issues cause security concerns relative to inmate processing, transportation, and service deliveries made in the non-secure alley.
- The building masonry envelope is in need of cleaning but has weathered well and is not unattractive. The existing steel windows are in need of repair and replacement to an energy efficient option. Internally, some have been augmented by aluminum options.
- A limited Asbestos Survey done in March 2018 indicates the presence of asbestos in much of the basement flooring. This survey was not a comprehensive inspection of the entire facility.
- The basement concrete ceiling structure shows signs of spalling and steel reinforcing decay due to moisture/salt infiltration over the years by Sallyport vehicles. Some of the affected area has been augmented by a steel sub-structure.
- The facility does not meet interior ADA guidelines for neither staff nor inmate compliance.
- The facility does not meet Code compliance for exiting. In addition, the exposed fire escape presents a serious security risk in the event of evacuation.
- Access to the rooftop recreation area is via stairs that are not Code compliant.
- The facility has several functional deficiencies that add to operational inefficiencies including separated washer and dryer laundry locations and no on-site food service facilities.
- If cell pod flooding occurs, water service to the entire building must be shut-off as the localized plumbing gate valves are no longer usable.
- The existing steam boilers are original and past their life expectancy. There is no smoke evacuation system for the cell pods.
- Both the fire alarm and security systems are obsolete with limited or no manufacturer support.
- The existing lighting systems are inefficient, serviced by non-secure raceways, and have some panels that are showing signs of corrosion.
The Adult Detention Facility
The Adult Detention Center has a gross floor area of approximately 91,315 SF housed on one floor. With regard to interior upkeep and maintenance, the staff has done an exceptional job. The facility was completed in 2000 and is largely a pre-engineered metal building system manufactured by Kirby Manufacturing and nearing twenty years old. The facility is beginning to show signs of deterioration including:

- The NW side of the facility has an inadequate storm drainage/grading system causing recurrent ponding beneath the corner air handler.
- The existing downspout and gutter system has several misaligned downspout boots and most of the gutter seams are leaking causing ponding and splashing along the building perimeter.
- Functionally, the loading dock is too low to receive common service and delivery vehicles.
- The metal roofing system is nearing the end of its useful life. In addition, the 6” vinyl faced insulation system is minimal, while it meets the 2012 International Energy Code for metal buildings it is not as efficient as insulation requirements for traditional building systems.
- The metal wall panel system has experienced minor damage inherent to this type of building system including damaged base trim. The system is showing signs of moisture infiltration due to inadequate or aging perimeter sealants. The 4” vinyl faced insulation system is minimal, while it meets the 2012 International Energy Code for metal buildings it is not as efficient as insulation requirements for traditional building systems.
- The few exterior metal doors and frames are rusting and in need of replacement. The exterior aluminum windows are showing signs of water infiltration due to their age.
- The existing housing restroom/shower areas are in need of upgrades of finishes, equipment, and compliance with ADA guidelines.
- The exposed structural steel above the outdoor recreation area is in need of rust prohibitive primer and new paint.
- A detailed ADA assessment should be initiated as it appears the facility is generally compliant with regards to general public visitation but not compliant for staff or inmates.
- The existing kitchen/laundry area has sufficient space. However, one of the functional deficiencies throughout the facility is lack of slope to floor drains causing ponding. The laundry drain should be inspected as water backs-up when both washers drain simultaneously.
- In the housing pods, there is no water control system to reduce flooding caused by inmates as the original solenoid valves have been removed as a fire hazard.
- The county has a plan in place to replace the current packaged HVAC units which are nearing the end of their useful lives.
- There is no smoke evacuation system in the housing pods.
- The electrical panels in the kitchen area are showing signs of corrosion and there are no GFCI protected receptacles which are a violation of the National Electric Code. The existing exterior and interior lighting fixtures are inefficient and not consistent with current technologies.
- The Stanley security system is obsolete.
SECTION 4 - MEDICAL AND MENTAL HEALTH ASSESSMENT

Introduction
This section is an analysis of the daily mental health operations, programs, housing areas, process flows, and interagency relationships with medical and security for the Greene County jail and justice system. This assessment was conducted by Falcon, Inc.

Inmates with medical, mental, or physical limitations are assigned to the downtown Jail in cell block 2E or the designated housing units in the intake center upon being approved by the medical staff. Medical isolation is separate from general population. It holds 12 beds for individuals who may have physical or mental challenges and cannot be housed in a regular housing unit. Staff consider these limitations to be withdrawal patients, head injury, and psychiatric patients that need closer observation due to their inability to function in regular housing. Inmates requiring disciplinary isolation may be housed in one of the isolation cells on the first, second, or third floor intake housing area, or locked into an individual cell. There are 3 designated suicide cells, 1 on each floor. There is 1 cell designated for constant watch on the 1st floor with security checks every 5-10 minutes. The other 2 cells are in close proximity to the correctional officer’s desk.

Inmates requiring disciplinary isolation or suicide watch are transported to the downtown Jail. The ADC does not have any isolation cells. However, there are 2 holding cells in the receiving area that may be used temporarily while the inmate is waiting for transport to the downtown Jail.

Inmate medical and mental health services are provided through an interagency collaboration between Greene County medical staff, The Community Network (TCN) Behavioral Health (mental health provider), and the Greene Leaf Program (residential rehabilitation services). TCN provides the mental health clinicians for the jail. Greene Leaf provides the residential treatment program and is under the jurisdiction of the probation department. Greene Leaf staff and TCN staff are completely separate and rarely interact with each other.

The primary mental health provider, TCN Behavioral Health, has been overseeing the mental health program at the jail for over 27 years. TCN was started as a small prevention program, but throughout the 1990’s, continually added mental health and substance abuse treatment services. In the late 90’s, TCN merged with Community Support Services which added intensive services for the Severe and Persistent Mentally Ill. Under the Community Network's umbrella, they eventually became known as TCN Behavioral Health. In response to the opiate epidemic, TCN received its first CARF accreditation (Commission on Accreditation of Rehabilitation Facilities) in 2004. In 2006, their accreditation was renewed allowing for the following programs: out-patient treatment for alcohol and drugs, case management, crisis intervention, residential treatment for alcohol and drugs, outpatient treatment for mental health, and

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15 Jail Administration
16 https://www.tcn.org
17 https://www.tcn.org
community employment. TCN provides services to over 6,500 clients annually from Greene County and surrounding communities. TCN employs sixteen psychiatrists and over 180 employees and provides services in 12 locations including the Greene County Detention Facilities.

Also operated under the division of Probation is Greene Leaf residential drug and rehabilitation program serving clients within the jail system. In 2002, as part of a jail-based program, the adult probation office established a 180-day residential drug and alcohol rehabilitation program called Greene Leaf, which services clients within the county jail system. Greene Leaf’s program staffing consists of 1 FTE coordinator and 3 FTE counselors that are specifically assigned to the Greene Leaf Program. Within the two facilities, a total of 55 beds are reserved for individuals in the Greene Leaf program (20 beds for females, 35 beds for males). Two Greene Leaf staff (FT) staff work at the ADC and then two FTE at the downtown Jail (including the supervisor).

Eligibility criteria to enter the program is as follows:

1. Substantiated substance abuse issues,
2. Non-compliant with outpatient treatment,
3. Must be referred by the probation office,
4. Sanctioned for a minimum of 90 days, and,
5. Jail sanction by either Municipal or Common Pleas Court.

Objectives and Methods

Assessment and Methodology

The initial meeting on September 24th served to discuss the focus of the team assessment and to clarify expectations and scheduling for the following 2 days of interviews. A tour of both facilities was also completed on September 24th.

Entrance introductions were held with security leadership and key officials from Greene County Corrections Division on Monday, September 24, 2018:

- Major Kirk Keller, Administrator
- Captain Eric Prindle, Assistant Administrator, County Jail
- Captain Doreen Goodman, Assistant Administrator, Adult Detention Center
- Assistant County Administrator, Lisa Hale

On Tuesday, September 25th interviews were conducted with the following medical, mental health providers, and rehabilitation staff from Greene Leaf:

- Director of Nursing, Karen Hall (Greene County)
- Medical Director, Dr. Dave Romano (Greene County)
- QMHP, Larry Stephens, LPCC, PhD (TCN)- 1.0 FTE
- QMHP, Hanna Blair, LSW, LCDC III (TCN)- .5 FTE
- QMHP, Kaitlyn Uhl, LSW (TCN)-.5 FTE
- Greene Leaf Supervisor, Melissa Walters, MS, LPCC-S, LICDC-CS

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18 https://www.tcn.org
19 https://www.tcn.org
In addition to on-site interviews, phone interviews were conducted on October 8th with TCN Mental Health Supervisor, Rachel O’Diam and on October 9th with representatives of the Mental Health Recovery Board.

During the two days of onsite interviews, discussions were held with jail administration, correctional officers, programing staff, medical staff, and mental health professionals. Interviewed staff were open, polite, and willing to share their feedback and concerns regarding the complex needs of the inmates they supervise/treat. Staff presented as knowledgeable about the operations of the departments in which they were assigned. Representatives from each discipline were interviewed on staffing levels, staff roles and responsibilities, data collection, and various processes regarding programming, caseloads, triage, assessments, documentation, and access to care. Staff were complimentary and supportive of co-workers across departments.

Greene County jail administration provided information on the physical layout of both jail facilities, organizational structure, classification structure, current programming, inmate demographics, and infrastructure challenges.

The mental health professionals spoke candidly about the criminal justice system, behavioral health, social support systems and occasional lack of community resources when preparing for release. Though they had little statistics to support this thought, mental health staff felt TCN as the community provider worked effectively with the growing demands and needs of the community. While TCN staff were cooperative throughout the assessment process, when certain topics were raised regarding procedural aspects, contradictory answers were given by TCN staff, with most staff verbalizing a lack of awareness regarding policies and procedures. TCN reported having separate policies and procedures from the jail and it does not appear that both TCN and jail policies have been integrated into one site-specific document. They report that new site-specific policies are currently in development.

**Areas of Inquiry**

Information gathering was completed through facility tours, data collection, and interviews with medical, mental health, rehabilitation staff and correctional officers. The review and assessment of medical and mental health services provided at both facilities was based on the following areas of inquiry:

- Intake and receiving
- Review of medical screening/assessment tools and other associated documentation forms
- Classification process
- Male/female housing units
- Crisis intervention
- Suicide prevention practices
- Restrictive housing
- Medical and mental health programs and processes
- Alcohol intoxication and detox process
- Re-entry/Discharge planning processes
- Programming units
• Medical and mental health administrative offices
• Review of medical and mental health staffing pattern
• Review of CQI
• Review of policy and procedures for mental health and medical (as it pertains to mental health)
• Medication administration

Jail administration, TCN and Greene Leaf provided the following contributory information:

• Medical and Health Care Policy and Procedures
• Classification Process and Procedures
• Social Service Policy and Procedure (TCN)
• Special Management Policy and Procedures
• 2017 and 2018 health statistics
• 1st and 2nd Quarter CQI meeting minutes
• 2017-2018 Jail Assessment and Support Services (JASS/TCN) statistics
• 2017-2018 Greene Leaf programming data
• Greene County Detention Medical Screening
• Greene County Detention Booking Classification Questionnaire
• Prisoner Prescreening Form (clearance form)
• Health services detoxification policy
• Medical History and Physical Examination (health appraisal) Form
• JASS behavioral health screening Form
• JASS behavioral health assessment and referral follow up
• Mental health referral and sick call process

Data Analysis

Mental Health Data Analysis
The analysis on Greene County Detention Centers’ data is for mental health services and information only. A medical analysis was done as it pertains to the mental health services for both Greene County Jail facilities. Grounded on nationwide standards and best practices in jail mental health services as established by the National Commission on Correctional Health Care (NCCHC), this report provides recommendations for treatment and management of jail mental health care and high-risk populations.
Table 6: Type of Services and Count - 2017

<table>
<thead>
<tr>
<th>Service</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>AOD Consultation</td>
<td>44</td>
</tr>
<tr>
<td>Crisis Intervention</td>
<td>6</td>
</tr>
<tr>
<td>MH Case Management</td>
<td>721</td>
</tr>
<tr>
<td>MH Consultation</td>
<td>1,980</td>
</tr>
<tr>
<td>MH Diagnostic Assessment</td>
<td>446</td>
</tr>
<tr>
<td>MH Individual Therapy</td>
<td>391</td>
</tr>
<tr>
<td>SUD Case Management</td>
<td>28</td>
</tr>
<tr>
<td>SUD Diagnostic Assessment</td>
<td>13</td>
</tr>
<tr>
<td>SUD Individual Therapy</td>
<td>21</td>
</tr>
<tr>
<td>MAT Evaluation</td>
<td>50</td>
</tr>
<tr>
<td>MAT Physical Follow-up</td>
<td>9</td>
</tr>
<tr>
<td>MH Nursing in Community</td>
<td>11</td>
</tr>
<tr>
<td>MH Psychiatric Evaluation</td>
<td>113</td>
</tr>
<tr>
<td>Pharmacological Management</td>
<td>337</td>
</tr>
<tr>
<td>Total</td>
<td>4,170</td>
</tr>
</tbody>
</table>

Source: TCN Behavioral Health

Table 7: Type of Services and County through 9/2018

<table>
<thead>
<tr>
<th>Service</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>MAT Evaluation</td>
<td>22</td>
</tr>
<tr>
<td>MAT Physical Follow-up</td>
<td>9</td>
</tr>
<tr>
<td>MH Nursing in Community</td>
<td>11</td>
</tr>
<tr>
<td>MH Psychiatric Evaluation</td>
<td>60</td>
</tr>
<tr>
<td>Pharmacological Management</td>
<td>162</td>
</tr>
<tr>
<td>AOD Consultation</td>
<td>52</td>
</tr>
<tr>
<td>Community Psych Treatment</td>
<td>290</td>
</tr>
<tr>
<td>Crisis Intervention</td>
<td>11</td>
</tr>
<tr>
<td>MH Consultation</td>
<td>1,911</td>
</tr>
<tr>
<td>MH Diagnostic Assessment</td>
<td>387</td>
</tr>
<tr>
<td>MH Individual Therapy</td>
<td>254</td>
</tr>
<tr>
<td>SUD Case Management</td>
<td>33</td>
</tr>
<tr>
<td>SUD Diagnostic Assessment</td>
<td>56</td>
</tr>
</tbody>
</table>

Source: TCN Behavioral Health

The data presented above captures the type of services provided by TCN staff and the yearly count of these services. This data was extracted from their current electronic record based on their coding system. This data helps to identify the type of services but does not capture the...
overall mental health population in the ADC and CJ, and type of mental health conditions. Furthermore, it is truly not known by TCN if this data encompasses jail services only or involves TCN community services as well\textsuperscript{21}. The following describes TCN’s service areas as included in the statistical data above:

- **MAT Evaluation and Follow-up**: A grant funded program, the Medical Assistance Treatment Evaluations are for individuals who receive a Substance Use Disorder (SUD) diagnosis and who are referred for Vivitrol screening. Individuals are first screened by a Psychiatric Nurse Practitioner (NP) at the jail and if prescribed medication, receives a follow-up appointment at 30 days.

- **MH Nursing in Community**: Data source was unable to describe or determine this category.

- **MH Psychiatric Evaluation**: These are evaluations provided by the Psychiatric NP at the ADC.

- **Pharmacological Management**: This represents the number of inmates on medications.

- **AOD Consultation**: Inmates that request an evaluation for alcohol and drug consultation.

- **Community Psychiatric Supportive Treatment**: Data source was unable to describe or determine this category.

- **Crisis Intervention**: This represents the number of crisis calls to the after-hours crisis team. Note: As reported by the TCN Supervisor, this number may be skewed due to inaccurate coding by the clinicians. This will be resolved by completing a training with clinicians on coding.

- **MH Consultation**: This represents initial evaluations for out of Greene County residents. Note: As reported by the TCN Supervisor, this number may be skewed due to inaccurate coding by the clinicians. It was reported that a coding training was completed by the Supervisor and accuracy is expected to improve.

- **MH Diagnostic Assessment**: Initial evaluation on Greene County resident. This number may also be skewed due to incorrect coding.

- **MH Individual Therapy**: Individual therapy contact by the clinician.

- **SUD Case Management**: Discharge planning by clinician into outpatient/inpatient treatment facility.

- **SUD Diagnostic Assessment**: This represents those individuals identified through AOD consultation who return to the clinician for an assessment.

While showing the number of visits for each service, Services and Count Tables do not reflect a true or accurate picture of some of the service areas. For example, regarding the distinction of consultation vs assessment, TCN receives grant money from the Mental Health Recovery Board for Greene County residents. This money funds the salaries for the QMHPS and the psychiatric nurse practitioner. Any inmate that is a Greene County resident or already open to services of TCN will receive an assessment which is billed to Greene County. Those inmates who are out-of-county receive a consultation. Consultation can be defined as either an assessment or follow up. However, if a Greene County resident returns for a follow-up visit, it is coded as a consultation. It is important to understand this because the data will not reflect a true assessment count versus a consultation count. Additionally, understanding the total population

\textsuperscript{21} TCN Administrator
of out-of-town residents compared to Greene County residents is key information missing from the data, along with types of disposition (i.e., amount of time between referral and being seen based on acuity levels, source of referrals, refusals, etc.). Inaccuracies further exist as TCN reported that the data provided for consultation, MH diagnostic assessments, and crisis intervention may be flawed due to miscoding by the QMHPs.

Table 6 also illustrates that, in 2017, MH case management was a high number of 721. For 2018, there is no MH case management category and the reasons were unable to be ascertained. No identifiable information was presented to suggest the type of case management offered (i.e., a referral to TCN case management or outside agencies).

**Total Mental Health Jail Population and Clinician Caseload Composition**

Determining the percentage of mental health inmates within the total CJ and ADC population was challenging due to the inaccuracy of the data presented. Their method of counting visits to track inmates treated and managed by them posed challenges in reliably determining the following information: 1) The number of mental health inmates the CJ and ADC facilities presently hold at any given day 2) The percentage of acute and non-acute mental health inmates within the CJ and ADC’s total inmate population.

Further, while frequency of contacts is an important variable in determining a caseload, clinician to patient ratios and whether this meets the mental health needs of the Greene County jail could not be reliably quantified. The NCCHC\(^{22}\) asserts, “while it is not possible to specify exact clinician-to-patient ratios, the amount of clinician time must be sufficient to prevent unreasonable delay in patients receiving necessary care.” They also assert that, “The number and types of qualified health care professionals required depend on the size of the facility, the types (e.g. medical, nursing, dental, mental health) and scope (e.g. outpatient, inpatient, specialty care) of health services delivered, the needs of the inmate population, and the organizational structure (e.g. hours of service, use of assistants, scheduling). Thus, acquiring a more accurate understanding of TCN’s active caseload would better inform expectations on service delivery and ways to create workload and program efficiencies.

**Mental Health Acuity (Mild, Moderate and Severely Mentally-Ill Inmates)**

No data was received to reliably determine the total mental health caseload within the CJ and ADC total average daily population (ADP). Similarly, no data was received to illustrate a breakdown of mental health acuity conditions for this mental health population. However, based on national percentage trends and according to the Bureau of Justice Statistics\(^{23}\), when substance abuse issues are considered, jails have as much as 60-80 percent of inmates with mental health conditions within the total jail population. Without consideration of substance abuse disorders however, jails could average 25-40 percent of inmates with mental health conditions within the total jail population. A conservative figure for the CJ and ADC’s total mental health population (without consideration of substance abuse disorders) would be 96 inmates (30% of both jails total ADP of 320).

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22 NCCHC’s 2014 Standards for Health Services in Jails.
Further, as shown in Table 8 and 9, the following break-down of mental health conditions is to be expected within the CJ and ADC’s total mental health population.

Table 8: Acute and Non-Acute Jail Mental Health Populations (% of MH Population)

<table>
<thead>
<tr>
<th>Mental Health Population</th>
<th>National Trend</th>
<th>In Jail and ADC (% of 96)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Seriously and Persistently and Mentally Ill (Acute)</td>
<td>16-20%</td>
<td>17%</td>
</tr>
<tr>
<td>Mild to Moderate (Non-Acute)</td>
<td>40-60%</td>
<td>48%</td>
</tr>
</tbody>
</table>

Table 9: Comparative Data: Jail Mental Health Conditions (% of MH Population)

<table>
<thead>
<tr>
<th>Mental Health Disorders</th>
<th>National Trends</th>
<th>In Jail and ADC (% of 96)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Co-Occurring Disorders</td>
<td>60-80%</td>
<td>67%</td>
</tr>
<tr>
<td>*Anxiety Disorders</td>
<td>30-50% (combined depression, bipolar, anxiety)</td>
<td>38%</td>
</tr>
<tr>
<td>*Depression and Bipolar Disorder</td>
<td>30-50% (combined depression, bipolar, anxiety)</td>
<td>38%</td>
</tr>
<tr>
<td>Schizophrenia and Other Psychotic D/O</td>
<td>15-20%</td>
<td>17%</td>
</tr>
</tbody>
</table>

As shown below in Table 10, the following break-down of mental health conditions is to be expected within the CJ and ADC’s total population:

Table 10: Comparative Data Jail Mental Health Conditions (% of Total Population)

<table>
<thead>
<tr>
<th>Mental Health Disorders</th>
<th>National Trends</th>
<th>In Jail and ADC (% of 320)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Trauma- Male (242)</td>
<td>20%</td>
<td>48%</td>
</tr>
<tr>
<td>Trauma- Female (78)</td>
<td>60%</td>
<td>47%</td>
</tr>
<tr>
<td>Behavioral-Related Disorders</td>
<td>20-30%</td>
<td>91%</td>
</tr>
</tbody>
</table>

As the previous tables suggest, the following general levels of acuity in any given jail are indicated by the Bureau of Justice Statistics, 2006:

- **Acute/ Sub-Acute (or SMI) Levels:** Psychosis 15-20% of the mental health population; Major Depression/ Severe Bipolar Issues 20-25% of the mental health population;
- **Non-Acute (Mild to Moderate) Levels:** Adjustment D/O (w/ Depression and Anxiety), Mild to Moderate Depression and Bipolar 30-50% of the mental health population;
- **Behavior Management** 20-30% of the mental health population;
- **Substance Abuse Disorders** 60-80% (or more) of total population.
Note: Although the Bureau of Justice Statistics study on prevalence of mental illness in jails and prisons is from 2006, this study remains relevant and continues to be cited by the Substance Abuse and Mental Health Services Administration (SAMSHA), a renowned industry organization established by Congress in 1992 to expand the accessibility of research, and incorporates the advice and knowledge of the public, industry experts, and interagency activities to advance behavioral health initiatives.

**Review of Medical Department’s Mental Health Related Activities**

**Medical’s Tracking of Mental Health Data**

The Greene County medical department is managed by county employed nurses. At the time of this visit, a meeting was held with the medical department leadership to discuss current processes, staffing levels and mental health related activities. It should be noted that the Greene County facilities passed their NCCHC audit in April of 2017 with only 1 deficiency in the area of Continuous Quality Initiative (CQI). Medical leadership reported that they did not have any deficiencies in their clinical or operational processes.

Heath care statistical data and policy and procedures were reviewed. The statistical report received included health care data from 2017 and 2018. In review of the medical statistics, only the following data was provided for mental health:

Table 11 below shows mental health data collected by the medical department from January to September of 2018. For the County Jail, Axis 1 Clinical Diagnoses and number of attempted suicides were tracked; for the Adult Detention Center, Axis 1 Clinical Diagnoses, # of physical injuries, emotional trauma, and # of attempted suicides were tracked.

<table>
<thead>
<tr>
<th></th>
<th>Jan</th>
<th>Feb</th>
<th>Mar</th>
<th>Apr</th>
<th>May</th>
<th>Jun</th>
<th>Jul</th>
<th>Aug</th>
<th>Sep</th>
<th>Oct</th>
<th>Nov</th>
<th>Dec</th>
<th>Totals</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>AXIS I Diagnosis</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>163</td>
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<tr>
<td>No. of Attempted Suicides</td>
<td>14</td>
<td>16</td>
<td>26</td>
<td>18</td>
<td>17</td>
<td>15</td>
<td>25</td>
<td>21</td>
<td>11</td>
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<td></td>
<td>0</td>
<td>1</td>
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<td>2</td>
<td>0</td>
<td>1</td>
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<tr>
<td><strong>ADC</strong></td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>103</td>
</tr>
<tr>
<td><strong>AXIS I Diagnosis</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>14</td>
</tr>
<tr>
<td>No. of Physical Injury/Emotional Trauma</td>
<td>1</td>
<td>3</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>1</td>
<td>1</td>
<td>0</td>
<td></td>
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<td>21</td>
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<tr>
<td>No. of Attempted Suicides</td>
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<td>0</td>
</tr>
</tbody>
</table>

Source: Greene County Jail Medical Staff

It was reported by the Nursing Director that the data displayed in Table 11 may represent duplicates, follow-ups and repeat visits. She was unable to determine or guarantee the accuracy of the data and further reports that they are unable to quantify the number of inmates on psychotropic medications. As such, the data above posed challenges in reliably determining or formulating any opinions on the level of service provided by the medical team relevant to mental health.

It is worth noting that NCCHC recommends that statistical reports include service volume (number of inmates receiving health services by category of care, medical, dental, mental health etc.).
The purpose of health statistical report is to monitor trends in the facilities health care delivery system and is jointly shared with facility administrators. The standard provides a framework to ensure that systems, policy and procedures are in place to produce the best outcomes.

**TCN Mental Health Staffing and Services**

**Mental Health Staffing**

TCN Staffing consists of 2 FTEs split between the 2 facilities. 1 FTE is assigned to the downtown facility and the other two FT equivalent QMHPs are assigned to the ADC. There is 1 part time psychiatric NP that rotates weekly between the facilities providing 4 hours each week. There is also a psychiatrist on call. The NCCHC Standards for Health Services in Jails, 2014, states that staffing ratios must provide inmates with adequate and timely evaluation along with treatment consistent with industry best practices. Determining staffing levels always poses a challenge for county jails. Based on Greene County’s facilities’ average ADP however, TCN’s staffing level appears to be consistent and appropriate for a jail population of their size.

Worth noting is that TCN mental health staff report comfortably completing all their daily duties without stress of backlogs or delays to inmates accessing care.

Reported Services:\(^24\):

- **Alcohol and other drug consultation**- Inmates may submit an Alcohol/Drug Services Request to consult with the QMHP regarding their substance use.

- **Crisis Intervention**- Includes suicide watch placement and any immediate requests from Security, Inmate Classification Services (ISC), and healthcare staff. During working hours, the QMHP will see inmates placed on suicide watch to determine ongoing risk for self-harm. TCN provides 24/7 crisis intervention service to both jail facilities. When an inmate is in crisis, the officer will notify the on-call crisis worker for a consultation. A determination will be made with TCN whether the call warrants an onsite visit or if the inmate is safe and able to see the QMHP the following day. A mental health referral will then be placed in the QMHP’s box.

- **MH Case Management**- Any individual that is open to mental health services may qualify for case management services. The QMHP is responsible for addressing any discharge needs and referrals especially for those who may reside out of Greene County. For those already open to TCN, the QMHP may refer to TCN case management services who will assist the inmate once released.

- **MH Diagnostic Assessment**- All inmate referrals are evaluated by a QMHP to determine disposition. Referrals are submitted on a mental health referral form by either security or medical staff due to a positive flag either on their intake screening or mental health appraisal.

- **Individual/Group Therapy**- There is no specific eligibility criteria, instead inmates request participation by sending a kite to the group facilitator. Topics could include mental health and AOD education, cognitive-behavioral therapy, Dialectical Behavioral Therapy, solution-focused therapies, problem solving, learning coping skills, managing...
symptoms, relapse prevention, self-exploration, self-care, grief, loss, healthy relationships, communication skills, and more.

- **SUD Case Management**- For any individuals diagnosed with a substance use disorder (SUD), a QMHP will work with community facilities to work on discharge planning prior to their release.
- **SUD Diagnostic Assessment**- After AOD consultation, a QMHP will schedule another visit to complete an assessment if they meet criteria.
- **MAT Evaluation and Follow-Up (Medication Assisted Treatment)**- Any inmate diagnosed with SUD may be referred to the TCN psychiatric NP for Vivitrol assessment. Follow-up is required and will be scheduled within 30 days for follow-up appointment.
- **MH Psychiatric Evaluation**- Psychiatric evaluations are completed by a NP, and medication management services are offered through follow-up appointments.
- **Pharmacological Management**- Monitoring of psychotropic medication side effects, medication adherence, and the research of medical records and other health care issues impacting psychiatric disorders.

*Mental Health Policies and Procedures.* Greene County has established policies and procedures for their medical and mental health care delivery in both facilities which are based on NCCHC standards. In review of the jails’ policy and procedures for mental health, the compliance indicators are present, although they only minimally address the standards, or outline procedures or processes relevant to these standards. TCN also provides a set of basic guidelines for their mental health delivery called “Social Services.” These guidelines address inmate services and programs that TCN provides, but are not policies and procedures driven towards jail-based services that include, for example: suicide intervention, segregation rounds, use of restraints, involuntary medications, etc. Further, it does not appear that these guidelines are in depth, or training is being provided to mental health staff.

*Discharge Planning and Reentry.* The Greene County jail system appears to have a strong rehabilitation process in place to address offender recidivism. The Greene Leaf program is a six-month residential treatment program operating within the Greene County jail system. Greene Leaf operates a male and a female treatment program and is made available to sentenced, substance abusing felons and misdemeanants from the Greene County Common Pleas Court, Xenia and Fairborn Municipal Courts. Treatment targets include: cognitive restructuring, anger management, relational skills, parenting education, job readiness, and medication-assisted treatment. Treatment is delivered through group and individual counseling sessions. Greene County and the Greene Leaf program demonstrates progressiveness in this area for their collaborative efforts in executing a meaningful, responsive treatment intervention.

**Opportunities for Improvement**

1. **Mental Health Intake, Classification, and Population Management.** All correctional officers at intake and processing are trained by a member of the medical team on how to complete a medical and mental health screening. Greene County uses a medical screening

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25 [https://www.co.greene.oh.us/102/Greene-Leaf](https://www.co.greene.oh.us/102/Greene-Leaf)
questionnaire comprised of both medical and mental health questions. Medical does not complete an intake screening therefore must rely on correctional officers to adequately assess the inmate for any medical or mental health concerns. The medical department reviews the intakes each morning by signing and dating all intakes the day before. There are no reviews of the intake screening by the QMHPs.

To further strengthen the intake process, intake officers could benefit from routine mental health training. QMHPs reviewing all intakes may also provide further safeguards in ensuring appropriate screening and identification of high-risk individuals.

If mental health concerns are noted on the screening, the correctional officer will make a referral to mental health by placing a referral form in the QMHP box. There is no formalized process in place that measures the timeframe and response by the QMHP. This process is critical in ensuring timely access to care, and should be immediately implemented (please see #2, Triaging and Mental Health Service Requests).

Where special population housing is concerned, any inmate that displays signs of abnormalities may be housed in an isolative setting in the absence of a designated housing unit for mentally-ill patients. An enhanced management process of mental health groupings and appropriate segmentation of inmate categories would greatly benefit the Greene County Facilities. Lack of special populations management can lead to under-identification or over-identification of mental illness, and a generally disorganized system.

An organized jail facility with smooth, reliable and sustainable operations in place at all major critical points of the jail (i.e. intake, triage referral, classification, housing, medical and mental health service areas) will have greater ability to streamline and proactively manage their mental health or special populations. Disorganized jail systems can quickly lead to rapid inmate and staff decompensation, increased incidences (i.e. assaults, self-harm), and increased grievances.

2. **Triaging and Mental Health Service Requests.** Information presented by TCN appears to lack evidence of key components of a formal triage system, including uniformed triage criteria for acuity levels, a written policy, and clearly defined procedures. Currently, mental health inmate requests are picked up daily by correctional officers (not a qualified health care professional) and placed in the QMHP box. Requests are triaged for immediacy by a QMHP during working hours Monday-Friday, however, on weekends there is no system in place for triaging other than the correctional officer reviewing for possible immediacy. There is no formal tracking system in place to determine response time once the request is given to the QMHP. As recommended by the National Commission on Correctional Healthcare26, “all requests for health care should be documented, reviewed, given dispositions noting immediacy of need and intervention required, as well as responded to by qualified mental health professionals in a timely manner and in a clinical setting.”

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26 NCCHC Jail Health Care Standards for Jails, 2014.
NCCHC\textsuperscript{27} provides a 7-point compliance criteria for appropriate response to mental health conditions or crises identified at intake or housing areas.

- Oral or written referrals and requests for mental health care are picked up daily by qualified health care professionals and triaged within 24 hours.
- When the referral or request describes clinical symptoms, a face-to-face encounter between the patient and mental health staff or a qualified mental health professional occurs within 24 hours.
- When the encounter is provided by mental health staff, they schedule patients to be followed up by a qualified mental health professional based on the protocols approved by the responsible mental health clinician.
- When mental health staff or qualified mental health professionals are not on duty within a 24-hour period, a mental health liaison, using facility protocols established by the correctional and mental health authorities, reviews and responds to inmates’ mental health requests.
- Mental health staff are trained to triage and respond to inmates with mental health requests per training approved by the responsible mental health clinician.
- The frequency and duration of appointments is sufficient to meet the mental health needs of the inmate population.

3. **Suicide Prevention System.** The facility suicide prevention procedures indicate that there are 4 levels of suicide watch precautions to follow. In discussion with the QMHP’s, they were unaware of any levels and based their assessment on their identification of the inmate as either being suicidal or not. If an inmate is considered acute with verbalized intent and suicide plan, the consulting psychiatrist is notified of the patient’s assessments with recommendation for hospitalization (called a pink slip). If the individual is non-acute (expresses suicidal ideations only), the individual is placed on a 20-minute watch. In both instances the individual is placed in a suicide cell and monitored by correctional staff at 20-minute intervals. The description of this process differs greatly from the explanation given by the QMHPs, indicating they are not aware of the jail's suicide policies and procedures.

The Greene County Jail Facilities’ Suicide Prevention Program Policies and Procedures were reviewed. A complete reexamination of this policy is strongly recommended. The jail’s current suicide prevention policies and procedures does not align with the compliance indicators recommended from NCCHC including: Training, Identification, Referral, Evaluation, Treatment, Housing and Monitoring, Communication, Intervention, Notification, and Review.

4. **Mental Health Policies and Procedures.** In review of the jails’ policy and procedures for mental health, the compliance indicators are present, although they only minimally address the standards, or minimally outline procedures or processes relevant to these standards. TCN also provides a set of basic guidelines for their mental health delivery called “Social Services.” These guidelines address inmate services and programs that TCN provides, but

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are not policies and procedures driven towards jail-based services that include, for example: suicide intervention, segregation rounds, use of restraints, involuntary medications, etc. Further, it does not appear that these guidelines are in depth, or training is being provided to mental health staff.

5. Lack of Treatment Planning. In review of TCN’s services, they appear to lack a multidisciplinary treatment planning process which is critical in effectively managing their most severely high-risk and mentally-ill populations.

Recommendations
1. Mental Health Intake and Triaging
With the ever-increasing numbers of offenders with significant mental illness and substance abuse disorders, it is essential for jail administrators to implement effective screening and assessment practices that help maintain an optimal level of safety and security for staff and inmates. The screening is a crucial part of the intake process. It is the primary means by which staff determine which inmates will require a more specialized mental health assessment or evaluation, as well as treatment. When inmates enter the facility, the first task is to separate those out who may be at risk for significant mental health problems. There should be comprehensive screenings, standardized assessment tools, and established triaging criteria which prioritize intervention, address critical needs, and reduce risk to the jail.

Correctional industry standards now dictate more stringent requirements at intake for mental health. The following summarizes these requirements:

- Mental health clearance at booking that ensures referral and immediate care for individuals who are mentally unstable, suicidal, or otherwise urgently in need of clinical attention;
- If on-site or available, mental health staff conduct mental health receiving screenings and assessments;
- When mental health professionals are not on-site or available, mental-health trained correctional or nursing staff perform the receiving screenings, which is reviewed by mental health staff on the next shift they are present;
- Mental health needs are identified and addressed. Mental health screenings must take place for all inmates as soon as possible, as timeliness of referrals mitigate negative mental health consequences.
- All mental health screening and appraisal forms are developed, reviewed and approved by a Mental Health Authority, either the Director of Mental Health or the lead Psychiatrist. They should document answers, non-verbal observations (i.e. appearance, behavior, orientation, movement, etc.), and include the following line of inquiry:
  - Existing and past mental health conditions or illnesses;

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28 https://www.nicic.org/Mental-Health-Services-Guidelines-to-Expand-and-Improve-Treatment
29 NCCHC Standards for Mental Health Services in Correctional Facilities, 2015.
https://www.ncbi.nlm.nih.gov/pmc/articles/PMC2367319/
http://www.cssrs.columbia.edu
30 Ibid
- History of hospitalizations and outpatient treatment;
- History of Psychotropic Medications;
- Suicidal Ideations (past and current);
- Details of suicidal behavior prior to incarceration;
- History of current and past substance or illegal drug use;
- Other relevant mental health problems as directed by the Mental Health Authority;
- The form must document inmate disposition such as, “referred to mental health or medical services,” “suicide precautions,” “general population,” etc.; Triage criteria for acuity needs are also established and documented;
- Forms should be signed and dated immediately by mental health or nursing staff after the interview;
- Prescribed medications are reviewed and bridged according to prescriptions prior to incarceration or alternate treatment is initiated promptly and documented by a psychiatrist;
- All aspects of the intake process are addressed by written policy and defined procedures which are regularly monitored to determine the safety and effectiveness of the process.

An example of a triage criteria grounded on 2015 NCCHC Standards for Jail Mental Health Care is the following response to acuity needs:

- Emergent/Urgent: Inmates exhibiting suicidal behavior, acute psychosis, emotional distress, or any behaviors indicative of acute mental illness are considered urgent and are seen ASAP or within 4 hours of referral.
- Priority: Inmates exhibiting unusual behavior but relatively stable, reporting a mental health history, or have requested to address specific concerns are considered a priority and are seen within 24-48 hours of referral.
- Routine: All other non-emergency referrals (including inmates with developmental disabilities who are otherwise stable) are considered routine and are seen within 48-72 hours.

It is strongly recommended that:

1. TCN, the medical department, and jail administration work to implement stronger, more reliable means of screening individuals as they enter the facility.
2. TCN, medical department, and jail administration work to clearly define identifying and classifying criteria for the mental health population and align intake practices to meet industry standards. These standards should be part of the facility policy and procedures for intake screening.
3. With clearer criteria, re-examine mental health population numbers; and ensure all mental health cases are seen in a timely manner.
4. Establish a multi-disciplinary team to work on streamlining the mental health populations (which is critical in reducing incident rates).
2. **Classification, Housing and Population Management**

Similarly, a greater focus is now placed on needs-based classification for special populations. Industry best-practices also provide guidance for triaging, streamlining, and housing mentally-ill and developmentally-disabled inmates31.

**Unstable SMI or Acute Inmates.** It is best practice that facilities establish an infirmary or stabilization area which serve to stabilize severely mentally-ill and chronic inmates (SMI). Once an inmate is transferred to this unit, immediate treatment recommendations should be initiated. The inmate is triaged and given a more thorough workup by a Psychiatrist and assigned to a Mental Health Professional for monitoring. All SMIs placed in the Acute Unit are considered urgent and seen by a Psychiatrist within 24 hours depending on the acuity level of the patient.

The goal for managing acute inmates in this unit is to provide services to reduce psychotic symptoms, eliminate suicidal and homicidal behavior and stabilize the individual on psychotropic medications. Individualized treatment planning and discharge planning for the transition to a less acute (sub-acute) treatment unit also should occur on a regular basis. Unit-counseling services are focused on increasing skills of daily living and providing a therapeutic community “milieu” to increase the individual’s ability to adjust, live and work cooperatively with others.

**Stabilized SMIs or Sub-Acute Inmates.** There should be a housing unit established for stable SMI inmates diagnosed with major mental illnesses such as Schizophrenia, Severe Bipolar, Major Depression with Psychosis, etc. Inmates who are diagnosed with a major mental health disorder (previously referred to as Axis I disorders in the DSM-IV) who do not exhibit acute psychotic symptoms, who are not an acute danger to self or others, and who require ongoing psychiatric monitoring, are placed in the subacute unit. The goal of the sub-acute unit is to prepare individuals for discharge to the Non-Acute unit (discussed below) or the general population. Counseling services are focused on increasing skills of daily living and providing a therapeutic community “milieu” to increase the individual’s ability to work and live cooperatively with others.

**Non-Acute Inmates or Inmates with General Mental Health Conditions.** Inmates on the mental health caseload who have general mental health conditions or Axis I conditions who are stable, or have an active referral with mental health, and require ongoing mental health or psychiatric monitoring (whether on medications) are appropriate for placement in the Non-Acute Mental Health Unit. This unit is open and larger in size. This type of unit promotes normalization, socialization, and the ability for open observation. The non-acute unit is also appropriate to utilize as a “Transitional” or a “Step-Down” Unit for inmates coming off of suicide watch. Once an inmate is admitted to this unit, a Mental Health Professional should complete a mental health review, history, and mental status exam on all new admissions within 24 hours. The goal of this unit is to prepare individuals for transition to the general population.

Transition or Step-Down Units for Safe Return of Suicide Watch Inmates into the General Population. Establishing a transition or step-down unit requires identifying a small to medium size housing unit for “stepping down” or “transitioning” inmates from suicide watch to regular

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31 ibid
housing. All inmates cleared from suicide watch should be directed to this unit temporarily for further observation and treatment by security and mental health staff. “Transition” inmates are continuously monitored until their complete recovery from suicide thoughts or a depressive crisis. If continued progress is made and the inmate demonstrates emotional and behavioral stability, the inmate is released from “transition” to general population housing (if appropriate).

Transition Unit features include the following:
- An open dormitory setting with the ability to house small groupings.
- The absence of stairwells if possible.
- Open and suicide resistant showers with consideration of privacy as practically possible.
- Common area for socialization and programming.
- Strategic positioning of officer station to open visibility and increase line of sight.

The success of transition dorms in preventing suicide attempts or completions are attributed to the following reasons:
- These units allow for staff to systematically observe the recovery of suicidal inmates.
- Socialization in a group setting significantly helps to elevate mood.
- Housing inmates in small groupings within an open setting helps to eliminate the risk of isolation.
- These units allow for more focused programming and monitoring by mental health staff.
- These units allow for more streamlining of high-risk populations leading to increased organization.
- These units increase manageability of high-risk inmates which lower strain and stress on staff.

The best practice guidelines above are longer-term solutions for Greene County and need to be integrated in future design considerations for the new facility. However, it is recommended in the short-term for Greene County to focus on refining their Intake and Classification processes with the goals of:
2. Streamlining and organizing the facility’s special populations, which will be critical in reducing incident rates.
3. Strengthening the intake process by implementing best practice screenings and assessments.
4. Training Intake, Classification, Medical and Mental Health staff.
5. Establishing appropriate processes for formalized triaging and determining acuity of needs, and timeliness of mental health intervention.

3. Aligning Practices with Jail Mental Health Standards.
Based on evaluation of their program, it is highly recommended that TCN’s mental health program model be restructured to align more closely with correctional standards and best practices for jails nationwide. Program realignment with industry best practices and

32 ibid
corresponding mental health policies, procedures, and job functions will result in a more robust mental health system of delivery producing:

- Increased strength and reliability in population identification, placement, triage, crisis observation and housing; enhance treatment for inmates that are the most severe and high risk (i.e. suicide risk), diagnosed with various levels of psychiatric disorders, and having special needs;
- Increased manageability, reduced suicides, safety issues, stress and strain on staff.

4. **Mental Health Policy and Procedures**

TCN should develop site-specific mental health policies and procedures which integrate with medical and security operations that include best practice policies for: Access to Care, the Responsible Mental Health Authority; Clinical Autonomy; Administrative Meetings and Reports; Policies and Procedures; Continuous Quality Improvement Program; Emergency Response Plan; Communication on Patients’ Mental Health Needs; Federal Sexual Abuse Regulations; Mental Health Staff Credentials; Training For Mental Health Staff; Mental Health Training for Correctional Officers; Medication Administration Training; Inmate Workers; Mental Health Pharmaceutical Operations; Medication Services; Inpatient Psychiatric Care; Information on Mental Health Services; Receiving Screening for Mental Health Needs; Transfer Screening; Mental Health Assessment and Evaluation; Nonemergency Mental Health Care Requests and Services; Emergency Services; Segregated Inmates; Continuity and Coordination of Mental Health Care During Incarceration; Discharge Planning; Basic Mental Health Services; Mental Health Programs and Residential Units; Treatment Plans; Suicide Prevention Program; Patients with Alcohol and Other Drug Problems; Counseling and Care of Pregnant Inmate; Clinical Record Format and Contents; Confidentiality of Clinical Records and Information; Restraint and Seclusion; and Emergency Psychotropic Medication³³.

5. **Management and Treatment of the Mentally Ill**

Treatment Plans. It is recommended that Greene County develop a communication forum through biweekly, multidisciplinary treatment team meetings with, security, healthcare, and classification staff. An individualized treatment plan should be developed for all inmates that follow best practice format and should be completed within established timeframes.

The treatment plan should include a written statement, which specifies the course of therapy and the roles of medical, mental health, non-medical personnel in carrying out the therapy. It should be individualized and based on an assessment of the person’s needs and short and long-term goals and the methods by which the goals will be pursued. It should provide a specific course of therapy, treatment, and re-evaluation of the progress of the inmate, an update of the problem list, and the effectiveness of the documented treatment plan. The treatment plan should be developed and updated regularly at medical inmate review and treatment team meeting. The inmate’s cooperation, motivation, progress, current mental status, and the inmate’s ability to socialize are all considered in the development and renewal of the treatment objectives.

³³ ibid
The treatment plan should provide the inmate with access to a range of supportive and rehabilitative services (e.g. individual or group counseling and/or self-help groups) that the team deems appropriate. The clinical portion of the plan should be under the authority and direction of the Psychiatrist. Mental Health Professional (MHP) and Psychiatric patient follow-ups should be conducted according to follow-up timeframes as set forth by the Mental Health Authority. Best practice dictates that more frequent, consistent follow-ups occur for acute or unstable patients, and more stable patients are at the discretion of the attending clinician (QMHP or Psychiatrist).

Management of Segregated Inmates. Visits should be made by mental health staff daily for high-risk or acutely psychotic inmates on close observations. Rounds should be made by mental health staff at least every 2-3 days for inmates on Administrative Segregation. Prior to transfer to close observations or segregation, inmates should be evaluated by a Mental Health Professional to determine whether existing mental health needs contraindicate placement in an isolative setting. Contacts should be documented on established forms and segregation logs. Mental health staff should work closely with security staff in managing high-risk inmates by applying effective behavioral management strategies, providing counseling and behavioral modification groups (when applicable) and ongoing trainings.

6. Suicide Prevention
Industry standards dictate that the highest level of suicide prevention programming must be employed as much as possible. NCCHC Standards, as well as, State established policies and procedures should be utilized when developing a suicide prevention program. Suicides are a major cause of inmate deaths in jail facilities. As such, suicide prevention programs are critical in operating an effective inmate mental healthcare program. While the county incorporates components of best practices set forth by NCCHC, they should ensure processes for these components are in place, executed, and enforced. For Greene County’s convenience, best practice processes are reviewed below.

During the initial intake screening, an inmate should be referred or seen immediately by a Qualified Mental Health Professional (QMHP) for intervention if any of the following are present:

- severe agitation, signs and symptoms suggestive of self-harm or potential harm to others
- symptoms of psychosis
- suicidal thoughts or behaviors
- severe mood instability

All mental health, healthcare and security staff should work collaboratively when an inmate is deemed suicidal and placed on suicide watch, making certain that all treatment needs are addressed and outside transfer to a facility is considered especially for severely unstable or severely mentally-ill inmates. Contact and monitoring procedures should be strictly followed by mental health and medical staff.

Suicide Watch Levels. The following suicide risk categories and their corresponding contact and observation levels are dictated by NCCHC standards:
• Level I (Acutely suicidal) - 24/7 supervision by security; daily contact by mental health and medical staff.
• Level II (Potentially suicidal) - Observation every 15 minutes (staggered) by security; every 24-48 hours contact by mental health staff.

NCCHC designates two levels of observation for suicide watch. Close Observation for a Level II potentially suicidal inmate and Direct Observation for a Level I acutely suicidal inmate:

Close Observation:
• Is reserved for inmates who are potentially suicidal, not actively or acutely suicidal. Potentially suicidal inmates express suicidal ideation and may have a recent prior history of suicidal behavior. They may also have passive, ruminative thoughts of suicide but do not have a plan.
• Is reserved for inmates who deny suicidal ideations or who do not threaten suicide, but demonstrate other concerning behaviors through their actions, current circumstances, or recent history, indicating potential for self-harm.
• Require supervision at staggered intervals not to exceed every 10-15 minutes.
• Require mental health staff to assess the inmate every 48 to 72 hours and provide follow-up assessments.

Constant or Direct Observation:
• Is reserved for an inmate who is actively or acutely suicidal. For example, an inmate is threatening or engaging in the act.
• Requires continuous, uninterrupted, direct supervision.
• Can be supplemented by Monitors or TVs but it can never be substituted with these items.
• Requires mental health staff to assess the inmate daily, provide follow-up assessments and treatment planning services.

The following are additional safeguards that should be followed for Suicide Precautions:
• Suicidal inmates should be placed in an observation area where they can be more readily observed by security and healthcare staff. They are placed in an individual cell where they can be separated from other inmates. Security should take all precautions to “suicide proof” all such cells.
• All garments and belongings (including eyeglasses, inhalers, etc.) are removed from the inmate and he/she is given a “suicide gown” to wear throughout the duration of the watch.

Throughout the duration of the watch, all items from the cell should be removed including sheets, blankets, mattresses or any loose items which can be utilized as a suicide weapon. Mattresses and blankets are only acceptable if “suicide blankets” and “suicide mattresses” are available.
• Pencils, pens, books, magazines, toothbrush, and other such loose objects which may be utilized as weapons are restricted for use during the duration of an inmate’s suicide
watch. Styrofoam trays and cups are acceptable for eating purposes. If hygiene is an issue, the inmate may use a toothbrush, comb, and razor only when supervised. These items are returned to the officer immediately after use.

- The inmate should be placed on watch for at least 24-48 hours and is evaluated by a mental health professional within 24 hours, and within 48 hours thereafter.
- Upon an inmate’s admission, if information is received from an outside party or agency indicating that the inmate has recently engaged in suicidal behavior or behavior which would deem the inmate “at risk”, booking staff should take precaution and place the inmate on suicide watch for at least 24-48 hours. Protocol for evaluation by mental health is then followed.
- When an individual is placed on a suicide watch, A Crisis Watch Monitoring Sheet should be positioned by the door of his cell, to document security, medical and, mental health checks. The Monitoring sheet should indicate which professional has contacted the inmate, when the contact occurred, at what level of risk the inmate poses, and the disposition determined by the professional at the time of visit.
- Inmates should be reassessed periodically with the frequency determined by the inmate’s level of risk and as dictated by standards. Every contact by a healthcare staff should be documented in the inmate chart utilizing all approved clinical documentation formats. Every contact by security should also be documented using all approved documentation formats.
- When an individual is released from suicide watch, it is best practice to release the inmate into a “step down” unit or “transitional” unit (if possible) prior to returning the inmate to the General Population, and to monitor the inmate for a period of time. Upon release from watch, the inmate should continue to be closely monitored in a step down or transitional unit. Some important highlights for Suicide Intervention Programs:
  - All security, healthcare and mental health staff should receive yearly suicide and self-injury prevention training. Training of staff should include the recognition and reporting of warning signs for those inmates exhibiting self-injurious behavior and suicidal ideations.
  - Only mental health (or in their absence, qualified medical staff) determine risk of self-injurious behavior, assign/discontinue suicide observation status, and make other decisions that significantly impact healthcare delivery, such as when to admit/discharge from a given level of care.
  - Inmate declared emergencies and emergent staff referrals should be responded to within an hour. Emergency evaluations should contain sufficient clinical justification for the final disposition.
  - Suicide Watch Rooms are certified as safe housing for inmates who are at risk for self-harm by authorized mental health personnel.

A facility’s suicide prevention program should also include provisions for intervention, notification, reporting, review, and critical incident debriefing (for inmates and staff).

All suicide prevention programs should incorporate the cooperative efforts of security, mental health, and executing the following elements of their plan: identification, training, assessment, monitoring, housing, referral, communication, intervention, notification, reporting, and a mortality
review. All security, mental health and health services staff should be oriented to the suicide prevention policy, trained and guided throughout implementation. Copies of the policy should be available to all staff.

The following are highly recommended:

1. Strengthen the intake process by having mental health clinicians (when present) administer a thorough screening and suicide risk assessment for all inmates. If they are not present, allow them to review intake screenings conducted by the officers daily.

2. Restructuring of Housing and Management Practices. Develop a committee designed to rethink the efficacy of suicide watch locations and suicide watch practices. Restructure housing and management procedures for suicidal inmates and other special populations with the goal of aligning with industry best practices as much as possible.

3. For inmates being released from watch, examine options for a transition or step-down pod or unit and integrate this process into the site-specific suicide prevention policies.

4. Assess the strength of treatment plans, ensure that all inmates discharged from suicide precautions receive a treatment plan developed by a Qualified Mental Health Professional.

5. Strengthen overall communication. Establish multidisciplinary meetings and enforce consistency and frequency of these meetings with the goals of increasing communication for high-risk, high-management inmates, and strengthening mental health staff relationship with Security/Classification.

6. Establishment of a strong mortality review process. Reinforce learning opportunities and active remedial planning from serious attempts or suicides. Utilize suicide cases as opportunities for training, staff proactivity, and preventative measures.

7. Greene County Suicide Policies and Procedures. While most components of a best practice suicide prevention program are addressed in the facility policy, updates and improvements in some components are necessary:
   a. Thoroughly define Close and Constant Observations in suicide precautions, based on best practice standards;
   b. Modify the “After-Action Review” section to be in full compliance with the Review component of NCCHC’s standard by including requirements for a psychological autopsy following completed suicides;
   c. Training. In collaboration with Greene County and TCN, provide at least 4-hours of suicide prevention training for all new security, medical and mental healthcare staff. Annual refreshers of at least 2-hour sessions are recommended for existing staff.

7. Coordination, Collaboration, and Alignment between the Jail and Community Partners. Providing a “best practice” model for linkage services is vitally important to the overall success of any jail mental health program. Discharge planning should begin at intake and facilitated through in-reach and out-reach activities during treatment plan meetings. All SMI inmates and other qualified inmates should be assigned to a Qualified Mental Health Professional. Upon initial meeting with the inmate, this QMHP should identify psychosocial, medical, behavioral health needs, and gather collateral information. The QMHP should administer a Discharge
Planning Assessment tool, as selected and implemented by the Facility’s Director of Behavioral Health or highest mental health authority. All information gathered should be utilized in creating an Individualized Discharge Plan, which should follow the inmate until the end of their custody, detailing how basic needs will be met upon an inmate’s release such as, housing, medical, mental health, substance abuse, medication management, vocational and employment, etc.

While the individual is in custody, the QMHP should be closely involved with the inmate, monitoring his or her compliance with medication, individual or group therapy. About 30-45 days prior to an inmate’s release, the QMHP should finalize a Release Planning Assessment that should serve as a hand-off tool to community agency representatives.

The Release Planning Assessment should include: identifying specific community referrals or community providers for continued off-site services, identifying a resource to continue services (if applicable), ensuring a supply of release medications and prescriptions are included with the inmate’s discharge packet, identifying resources for financial assistance, identifying resources for housing assistance, and other relevant resources. During this process, the prime focus of the QMHP should be to transfer information to Greene Leaf staff and collaborate closely with other community agencies who can be active in handling and continuing services for the inmate.

Consider the Following Short-Term Recommendations:

Establish a multidisciplinary committee to collectively develop a site-specific plan for discharge planning, aftercare, and a hand-off process from the jail to the community.

a. This plan begins with increased collaboration between TCN, Medical, Security and Greene Leaf to focus on;

b. Identifying and establishing a process by which all inmate treatment and reentry planning is initiated upon admission to the facility;

c. Identifying and establishing a process by which inmates’ cases are actively managed throughout their detainment and care is coordinated through in-medical department and out activities which are facilitated in multidisciplinary treatment team meetings;

d. Identifying and establishing a process that is reliable and effective; that leverages known resources or networks, while building or establishing new community relationships; and geared towards an inmate’s recovery and successful transition into the community.

8. Coordination, Collaboration, and Alignment between Security, TCN, Medical, and Greene Leaf. Greene County Jail administration must ensure a precedent of cooperation, collaboration, and close partnerships between all medical and mental health service providers. Establishing multidisciplinary meetings, developing processes of interactive communication, revamping processes to gear towards increased multidisciplinary interaction, establishing cross-training opportunities, engaging all groups in training, and staff networking opportunities can greatly enhance the partnerships between TCN, Greene Leaf, Medical, and Security.
Chapter 5

TRENDS IN DETENTION USE
SECTION 5 - TRENDS IN DETENTION USE

Overview and Key Findings

Overall, Greene County is a low utilizer of jail beds compared to national trends. In 2017, the County’s incarceration rate was 181 inmates/100,000 population. By comparison, the national incarceration rate for local jails in 2016 (last year data is available) was 229 inmates /100,000 population. Greene County’s incarceration rate is approximately 21% less than the national rate.

This section reviews key data and identifies trends in the use of detention by Greene County over the last ten years – 2008 through 2017. Overall growth in the key areas of admissions, length of stay, and average daily population has been modest over that time period but there has been a noticeable rise in admissions over the last five years but this has been tempered by a reduction in length of stay.

Admissions

Historic Admissions Data

Jail admissions provide an indicator of workload; over time, they help gauge changing pressures on the jail. Factors that influence the number of admissions include the population of the jurisdiction, police resources, availability of pre-booking alternatives, pretrial failure rate, and supervision failure rate.

The chart below shows historic admissions (sometimes called bookings) into the Greene County jail system. Admissions have been trending upward slightly over the last ten years. 2008 had the highest number of admissions over this time period with 4,563 and 2009 had the lowest number of admissions at 3,218. Overall admissions have been increasing at a rate +35 admissions per year (based on linear regression). Admissions have increased sharply, +27.3%, over the last five years.

Figure 16: Historic Annual Admissions (Bookings)

Source: Greene County Sheriff's Office, Xenia, Ohio
Month of Admission
A review of 2017 data revealed that August and December are the peak months for admissions. These two months accounted for almost 20% of all admissions for the year. The fewest number of admissions were recorded in February when 7.1% of admissions occurred. The spring and fall months were the busiest time for admissions.

Figure 17: Admissions by Month - 2017

Day of Week Admitted
The chart below provides a breakdown of admissions by the day of the week admitted. Fridays were the busiest days with 18.3% of the admissions for the year. The fewest admissions occurred on Sundays with 9.1% of admissions.

Figure 18: Admissions by Day of the Week - 2017
Time Admitted
Admissions broken down by time of day are shown in the table below. The 6:00 PM – to midnight time period was by far the busiest for admissions with 40.3% of the total.

Figure 19: Admissions by Time of Day - 2017

The table below charts admission and release times by the hour of the day over the course of 2017. This information is helpful in planning the staffing and capacity requirements for the intake and release components of the facility. The chart shows the peak activity times to be between the hours of 9 AM and about 6 PM, particularly for releases. Other peak times for admissions were between the hours of 11 PM and 3 AM and at 5 AM.

Figure 20: Admissions by Time of Day - 2017
Average Daily Population (ADP)
The chart below shows the historic annual average daily population (ADP) of the Jail and ADC. ADP has been trending upward over the last ten years at a rate of 4.9 ADP per year (based on linear regression) and over that time period, ADP for females has been increasing at a faster rate than the male ADP. The ADP increase over the last five years has been noticeable as the ADP has increased 18.9% from 2013 to 2017.

Figure 21: Historic Annual Average Daily Population

Average Length of Stay (ALOS)
ALOS data can be a measure of system efficiency reflecting, for example, the time needed to move from booking to pretrial release or from booking to case disposition. ALOS can indicate the seriousness of offenses that counties prosecute or reflect changes in policy.

The following chart shows the historic annual average length of stay (ALOS) for the Jail and ADC. ALOS has been trending upward over the last ten years. There was a sharp increase in ALOS from 2012 to 2014 and there was equally sharp decrease from 2014 to 2017 where the ALOS dropped from a high of 26.8 days in 2014 to 23.0 days in 2017. Overall, ALOS has increased a modest 0.12 days from 2008 to 2017 (based on linear regression).
Figure 22: Historic Annual Average Length of Stay

![Average Length of Stay](image)

Source: Greene County Sheriff's Office, Xenia, Ohio

### Percent of Admissions Compared to Percent of Jail Days

A substantial portion of those admitted to jail are released in a very short time. As shown here, almost 46% of individuals admitted to jail are released in less than three days. This subgroup accounts for less than 2% of the total jail days. An additional 10.1% of individuals admitted to jail are released in 4 to 7 days. This subgroup accounts for only 1.9% of the total jail days. This information is very helpful in planning for temporary holding in intake and short term housing for this “revolving door” portion of the inmate population.

At the other end of the spectrum, inmates held over 61 days accounted for just 11.2% of admissions, but 42.2% of the total jail days. This subgroup represents the bulk of the jail’s longer term custody population. Housing and service needs and requirements for this group are quite different than for those only housed for a short period.
Figure 23: Percentage of Admissions compared to percentage of Jail Days

Source: Greene County Sheriff's Office, Xenia, Ohio
INMATE PROFILE
SECTION 6 - INMATE PROFILE

Overview and Key Findings
A major take-away from the data is that 27% of the persons in jail are women. This is nearly double the percentage of women in local jails (14%) nationally. It is common to see more women in jail in areas of the country that experience high levels of opioid use which is the case in Greene County. Moreover, the Green Leaf Program (a 6 month residential program) is used by the Courts as a sentencing option for women with substance abuse issues which likely leads to longer lengths of stay and a higher percentages of women in jail.

Another key take away is that most sentenced inmates serve their time locally. This is demonstrated in the high percentage of sentence inmates in the Jail and ADC and the comparatively low number of Greene County inmates in the state prison system. This is one of the most positive findings of the study because inmates who serve their time locally generally receive better programming (such as substance abuse treatment from the Greene Leaf Program) and better re-entry assistance back into the community.

The following data presents a profile of inmate population characteristics developed from 2017 release data and from an inmate “snapshot” survey. The snapshot survey was conducted on August 28, 2018 and includes inmates from the Jail and the ADC. On the day of the survey, 211 inmates were in the two jail facilities.

Residency
A high percentage (44%) of persons in the Greene County jail facilities are residents of other counties. This is not unusual given that the County is adjacent to a highly populated County – Montgomery County. Moreover, a major interstate corridor, Interstate 675 is located on the west side of the County.

Figure 24: Residency of Jail Inmates

Source: Greene County Sheriff's Office
Figure 25 below shows the top four cities that Greene County inmates are from. 52% of jail inmates are from Xenia and Fairborn combined. The survey data revealed that 20% of the inmates are from City of Dayton in adjacent Montgomery County.

**Figure 25: Inmates Residency by City**

Source: Greene County Sheriff's Office

**Gender Breakdown**

On the day of the survey, 26.5% of the inmate population was female. This compares with 14% of females in jails nationally. Moreover in 2017, females represented 29.9% of all admissions in 2017.

**Figure 26: Gender**
Age Breakdown

The table below presents a distribution of the ages of the inmates of the day of the snapshot. 60.6% of inmates in jail are in the 18-34 year old age groups. These are ages considered to be at the highest risk for criminal behavior. The average age of inmates reviewed in the snapshot profile was 34.0 years old.

Figure 27: Age Distribution

Prior Bookings

According to the snapshot survey, the vast majority (82.0%) of inmates in jail have had prior contact with the jail or have a prior booking. 41% of inmates have had at least six or more prior bookings and 19% have eleven or more bookings. Four inmates had 30+ prior bookings. Inmates with eleven or more prior bookings are sometimes called “frequent flyers” and they are older (average age 37.8 years old) and male (87.5%) compared to the overall jail population and the majority (58.3%) have been charged with a M1 offense. 42.5% of the frequent flyers are unsentenced and 57.5% are sentenced.
Inmates booked into jail often have multiple charges pending against them. The table below provides a breakdown of the most serious charge listed on the booking records of inmates admitted in 2017 broken down by charge category. Over 16% of charges were for property-related offenses. Crimes against persons accounted for about 15.6% of admissions. Drug offenses accounted for 11.2% of admissions.
The table below breaks down the average length of stay and average daily population for 2017 for individuals charged with the various categories of offenses. Individuals held for Drug Violations and Weapons Violations recorded the longest average stays at 62 days and 53.6 days respectively. Of the total average daily population for the year in the two facilities, 93.1 were admitted for property related offenses and 89.9 for drug related offenses.

<table>
<thead>
<tr>
<th>Charge Category</th>
<th>Number</th>
<th>ALOS</th>
<th>ADP</th>
</tr>
</thead>
<tbody>
<tr>
<td>Against Gov't Operations</td>
<td>183</td>
<td>30.6</td>
<td>15.3</td>
</tr>
<tr>
<td>Against Person</td>
<td>737</td>
<td>33.3</td>
<td>67.3</td>
</tr>
<tr>
<td>Against Property</td>
<td>764</td>
<td>44.5</td>
<td>93.1</td>
</tr>
<tr>
<td>Against Public Order</td>
<td>84</td>
<td>9.0</td>
<td>2.1</td>
</tr>
<tr>
<td>Court Order Vio</td>
<td>694</td>
<td>11.0</td>
<td>21.0</td>
</tr>
<tr>
<td>Drug Vio</td>
<td>529</td>
<td>62.0</td>
<td>89.9</td>
</tr>
<tr>
<td>Family/Dom Rel</td>
<td>258</td>
<td>7.7</td>
<td>5.4</td>
</tr>
<tr>
<td>Fraud Offenses</td>
<td>159</td>
<td>24.5</td>
<td>10.7</td>
</tr>
<tr>
<td>Hold</td>
<td>193</td>
<td>4.1</td>
<td>2.2</td>
</tr>
<tr>
<td>Motor Vehicle Vio</td>
<td>204</td>
<td>10.6</td>
<td>5.9</td>
</tr>
<tr>
<td>Other</td>
<td>62</td>
<td>14.4</td>
<td>2.4</td>
</tr>
<tr>
<td>OVI</td>
<td>429</td>
<td>22.7</td>
<td>26.7</td>
</tr>
<tr>
<td>Parole Vio</td>
<td>53</td>
<td>9.0</td>
<td>1.3</td>
</tr>
<tr>
<td>Probation Vio</td>
<td>302</td>
<td>14.6</td>
<td>12.1</td>
</tr>
<tr>
<td>Weapons Vio</td>
<td>78</td>
<td>53.6</td>
<td>11.5</td>
</tr>
</tbody>
</table>

**Charge Level**

On the day of the survey, 51.3% of the inmate population was in jail on a felony charge and 48.7% had a misdemeanor charge. This distribution is somewhat an anomaly compared to jails across the country because nationally, jails have high percentages of persons being held on felony charges (usually with a pretrial or un-sentenced legal status. According to 2016 Bureau of Justice Statistics, of the people in jail 75% have a felony charge and 25% have a misdemeanor charge.

**Figure 29: Charge by Percentage**

![Charge by Percentage](image_url)

Source: Greene County Sheriff’s Office
Charge Distribution

In Ohio, felony crimes are sorted into five categories. A first degree felony (F1) is a very serious crime such as murder, kidnapping, and rape. Fifth degree felonies (F5) are the least serious felony class. Fifth degree felonies can include receiving stolen property and breaking and entering. Misdemeanor crimes are also sorted into five categories. A first degree misdemeanor (M1) through fourth degree misdemeanors (M4) can carry jail time. A minor misdemeanor (MM) carries no jail time.

Figure 30 shows the distribution of the charges as of those held in jail on August 28, 2018. The majority of those in jail (46%) are being held on a M1 charge. The second most common charge is an F5 (18%).

![Figure 30: Charge Distribution](image)

Release Reason

About 19.5% of inmates held in 2017 posted bond. About 19.7% of those held were released for Time Served, indicating completion of a sentence. About 17.4% were released at the order of a court.

![Release Reason](image)
The table below provides a breakdown of the average length of stay for the various release categories. Inmates who were released to ODRC custody were held an average of 81.2 days. This group typically comprises the longer term pre-trial felony offenders with cases that take longer to reach disposition. They may also be classified as higher risk inmates in the jail.

**Figure 31: Reason for Release**

<table>
<thead>
<tr>
<th>Release Reason</th>
<th>Number</th>
<th>ALOS</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bond Posted</td>
<td>922</td>
<td>4.0</td>
<td>19.5%</td>
</tr>
<tr>
<td>Case Dismissed</td>
<td>43</td>
<td>16.8</td>
<td>0.9%</td>
</tr>
<tr>
<td>EORM</td>
<td>286</td>
<td>6.9</td>
<td>6.0%</td>
</tr>
<tr>
<td>OR bond</td>
<td>420</td>
<td>12.4</td>
<td>8.9%</td>
</tr>
<tr>
<td>Other</td>
<td>39</td>
<td>2.5</td>
<td>0.8%</td>
</tr>
<tr>
<td>Placed on Probation</td>
<td>138</td>
<td>25.2</td>
<td>2.9%</td>
</tr>
<tr>
<td>Release Per Court</td>
<td>823</td>
<td>19.9</td>
<td>17.4%</td>
</tr>
<tr>
<td>Release Prob-Parole</td>
<td>273</td>
<td>28.8</td>
<td>5.8%</td>
</tr>
<tr>
<td>Release to Outside Org.</td>
<td>26</td>
<td>40.7</td>
<td>0.5%</td>
</tr>
<tr>
<td>Time Served</td>
<td>930</td>
<td>56.8</td>
<td>19.7%</td>
</tr>
<tr>
<td>TOT Other Agency</td>
<td>500</td>
<td>27.8</td>
<td>10.6%</td>
</tr>
<tr>
<td>TOT Penal Institution</td>
<td>329</td>
<td>81.2</td>
<td>7.0%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>4729</td>
<td></td>
<td>100.0%</td>
</tr>
</tbody>
</table>

Another takeaway from the table above is the long average length of stay, 12.4 days, of persons released on their own recognizance (OR bond). The length of stay for these individuals could be reduced if a good pretrial screening tool were used in both municipal courts.

**Rate of Release**

The table below shows the average length of stay for inmates in various length of stay categories. 15.9% of 2017 holds were released within 24 hours. Their average length of stay was 6.18 hours. 3.3% of inmates were held beyond 180 days. The average length of stay for that group was 242.9 days.

**Figure 32: Rate of Release**

<table>
<thead>
<tr>
<th>Days Held</th>
<th>Number</th>
<th>ALOS</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt;24 hours</td>
<td>751</td>
<td>6.18 Hours</td>
<td>15.9%</td>
</tr>
<tr>
<td>1-3 days</td>
<td>1404</td>
<td>1.7 Days</td>
<td>29.7%</td>
</tr>
<tr>
<td>4-7 days</td>
<td>478</td>
<td>5.3 Days</td>
<td>10.1%</td>
</tr>
<tr>
<td>8-14 days</td>
<td>426</td>
<td>10.6 Days</td>
<td>9.0%</td>
</tr>
<tr>
<td>15-30 days</td>
<td>613</td>
<td>22.1 Days</td>
<td>13.0%</td>
</tr>
<tr>
<td>31-60 days</td>
<td>375</td>
<td>45.5 Days</td>
<td>7.9%</td>
</tr>
<tr>
<td>61-180 days</td>
<td>528</td>
<td>107.0 Days</td>
<td>11.2%</td>
</tr>
<tr>
<td>181+ days</td>
<td>154</td>
<td>242.9 Days</td>
<td>3.3%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>4729</td>
<td></td>
<td>100.0%</td>
</tr>
</tbody>
</table>
For those held less than 24 hours, 15.8% were released in less than 1 hour. Cumulatively, almost 97% were released within 16 hours.

Figure 33: Rate of Release for those Released within 24 hours

<table>
<thead>
<tr>
<th>Hours Held</th>
<th>Number</th>
<th>Average hours held</th>
<th>Percent</th>
<th>Cum. Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt; 1 hr</td>
<td>119</td>
<td>0:38</td>
<td>15.8%</td>
<td>15.80%</td>
</tr>
<tr>
<td>1-3 hrs</td>
<td>218</td>
<td>2:10</td>
<td>29.0%</td>
<td>44.9%</td>
</tr>
<tr>
<td>4-8 hrs.</td>
<td>190</td>
<td>6:14</td>
<td>25.3%</td>
<td>70.2%</td>
</tr>
<tr>
<td>9-16 hrs.</td>
<td>200</td>
<td>12:12</td>
<td>26.6%</td>
<td>96.8%</td>
</tr>
<tr>
<td>17-24 hrs.</td>
<td>24</td>
<td>19:30</td>
<td>3.2%</td>
<td>100.0%</td>
</tr>
</tbody>
</table>
COMMUNITY-BASED ORGANIZATIONS
SECTION 7 - COMMUNITY-BASED ORGANIZATIONS

Introduction
Community-based organizations are an important component in providing a continuum of care and aftercare for justice-involved individuals. The services they provide can assist with behavioral health treatment and reintegration into the community that can lead to a reduction in recidivism. Few counties have such strong community-based organizations as Greene County and the criminal justice system has been able to leverage these organizations to help justice-involved people.

Mental Health Recovery Board of Clark, Greene, and Madison Counties
The Mental Health Recovery Board (MHRB) plans, funds and monitors services for people with serious and persistent mental illness and alcohol and other drug addictions. Services also include the availability of transportation, housing, child care, education, and employment training that help ensure accessibility to treatment and support in achieving and maintaining recovery.

Funding for the MHRB comes from local, state, and federal sources and from various grants. MHRB then provides funds to partner agencies and governmental organizations in Greene County to deliver behavioral health treatment and prevention services. A large majority of the MHRB county funding is generated through a local levy.

TCN Behavioral Health Services
MHRB works with partner agencies in Greene County to deliver services for justice-involved adults. TCN Behavioral Health Services (TCN), Inc. is one such partner. TCN provides behavioral health services to over 6,500 clients annually from Greene County and surrounding communities. TCN operates the following agencies and programs: Greene Leaf Therapeutic Community, Women’s Recovery Center, Christopher House, and Housing Solutions of Greene County.

Greene Leaf Program
The Greene Leaf Program is a residential drug and alcohol program that provides intensive substance abuse counseling, cognitive restructuring, parenting, and peer support services. It started in 2002.

Persons are sentenced to Greene Leaf through the Greene County Courts. The Municipal courts can sentence individuals for up to 90 days. The Courts of Common Pleas can sentence individuals to Greene Leaf for up to six months. The men’s program is at the ADC and the women’s program is at the downtown Jai. About 130-150 people participate annually.

A significant benefit of the program is that it allows some felons to serve their time locally and get treatment in lieu of going to state prison.
Services and programming provided to individuals include anger management, Thinking for Change, GED, parenting skills, and individual counseling. A treatment plan is developed for each person and it is updated every 30 days.

Individuals who leave the program must have some form of aftercare. TCN Behavioral Health Services provides this aftercare. TCN assists with Medicaid applications. They can also set up individuals with Vivitrol (naltrexone) for persons with opioid addictions.

Housing after release is often a problem for participants. If individuals have a felony, they do not qualify for government subsidized housing. Staff does provide certificates of completion of the program to help people secure housing.

**Christopher House**

Christopher House is a 16-bed residential facility for men with a comprehensive chemical dependency treatment program. It is managed by TCN Behavioral Services.

The program completion generally takes about sixty days. Residents work through carefully planned levels of treatment with licensed professionals.

- Coping Skills Development
- Opioid Dependence Treatment using Suboxone
- Psychiatric Assessment
- Mental Health Counseling
- Relapse Prevention Education
- Family Education Group
- Access to GED education classes
- Access to Vocational counseling
- Case Management
- Therapeutic Recreational Outings
- Basic Life Skills Training
- Parenting Classes

The services of Christopher House are available to the public. They conduct walk-in assessments and they provide some out-patient care.

**Freedom Hill and Liberty Hill**

Providing transitional housing is a primary component to help reduce recidivism. TCN operates Freedom Hill and Liberty Hill that provides a recovery safe transitional housing environment. Residents can continue their step-down treatment services while seeking employment. 54 units are available and individuals can stay for up to a year. Homeless persons receive priority.
SEQUENTIAL INTERCEPT MAP
SECTION 8 - SEQUENTIAL INTERCEPT MAP

Introduction
The Sequential Intercept Model was developed by Mark Munetz, MD and Patty Griffin, PhD in conjunction with the National GAINS Center. The Sequential Intercept Model offers points during the criminal justice process at which a person with serious mental illness could be provided community-based treatment and alternative sanctions.

The model actually provides an effective framework for more broadly examining the processing of cases involving all adult defendants through the criminal justice system. Case processing in the criminal justice system is a series of stages or decision-points that can be modified to improve outcomes. Day-to-day decisions and agency policies of key criminal justice system actors impact outcomes and use of limited resources. Modifications may include both process changes and program enhancements.

Process changes are changes in practice or policy intended to improve efficiency of the case handling process that may result in reducing delays in case processing, reduce need for costly programs, and reduce length of pretrial confinement in detention. Program enhancement may include implementation of interventions for specific offender populations intended to improve effectiveness of system in ways that may address specific social problems, improve offender competencies/skills, and/or provide less restrictive and less costly options for holding offenders accountable consistent with public safety.

The Sequential Intercept Model identifies five places at which a person with a serious mental illness could be diverted:

1. When law enforcement or emergency services come in contact with a person with a serious mental illness
2. The initial court hearing where bail is set or detention imposed
3. At the disposition of a person’s case — either by court or jail
4. At the time a person re-enters the community from jail or forensic hospitalization
5. At the point that a person is being supervised by corrections while in the community or receiving community support

The following graphic illustrates these intercept points as they relate to the general sequence of the processing of cases through the criminal justice system.

---

34 The GAINS Center provides information and skills training to help individuals and organizations at the local, state, regional, and national levels implement effective, integrated programming that will transform the criminal justice and behavioral health systems.
In the course of the needs assessment study HDR sought to develop a picture of how accused offenders (including those with mental illness and co-occurring disorders) flow through the Greene County criminal justice system along the five distinct intercept points: Law Enforcement, Initial Detention/Initial Court Hearings, Jails and Courts, Reentry, and Community Corrections. The purpose was to identify gaps, resources, and opportunities at each intercept that may serve to increase the efficiency and effectiveness of the criminal justice system and support appropriate use of county resources.

**Intercept I: Law Enforcement / Emergency Services**

Law enforcement options following a report, observation of an offense, or when responding to people with mental illness include advise, summons, arrest, transport to county jail, referral to mental health services, referral to provider agencies, involuntary civil commitment (pink slip), referral to hospital emergency services, or a combination of these options.

In Greene County, law enforcement is accomplished by the County Sheriff’s Office, Ohio State Highway Patrol, and local law enforcement agencies in various towns or cities. The Mental Health Recovery Board provides specialized CIT training for law enforcement officers in how to respond to calls and situations concerning persons with mental illness in crisis. Local law enforcement agencies have taken advantage of this training which has been offered by the MHRB since 2005.

**Existing Positive Programs and Practices**

- CIT training for Law Enforcement

**Gaps**

- Lack of crisis stabilization services
- Lack of sufficient mobile crisis response
- Lack of a sobering center and short term withdrawal management
- Lack of pre-arrest division options (law enforcement mediation/diversion programs)
Opportunities/Recommendations

- Expand/develop mental health bed capacity, including crisis stabilization and detox
- Create/expand mobile mental health crisis teams as co-responders with law enforcement
- Establish a sobering site and 24-hour crisis drop-off center
- Maximize use of citations in lieu of arrest and summons in lieu of warrants (consistent with public safety considerations)

Intercept II: Initial Detention / Initial Court Hearing

Once an individual is taken into custody, a decision regarding pretrial detention is made. This decision is typically based upon the severity of the charges, the alleged offender’s level of stability in the community, and his or her behavior at the time of arrest. The availability of resources in the community to mitigate the risk of further offending is also often a factor. The Court may delegate release authority to the jail or other criminal or juvenile justice officials for certain offenses based upon a bail schedule or other preset criteria.

If an individual is initially detained upon arrest, he or she has the right to a detention hearing before a judge. The judge may elect to release the accused from detention with or without conditions. The goal of the system at this stage is to provide the level of supervision and structure necessary to prevent further offending and to assure the availability of the accused for court. Information about the alleged crime, the individual’s background and home situation, and risk of re-offending are helpful to the judge in making the pretrial release decision.

The Greene County Municipal Courts have established a bail schedule that is used by both the Fairborn City Jail and the Greene County Jail. The Fairborn Municipal Court and Municipal Probation Department have also established a pre-trial screening process whereby Probation staff screen arrestees at the Fairborn City Jail and provide information for the Municipal Court’s use in making pretrial release decisions at initial court hearings.

Existing Positive Programs and Practices

- Pretrial screening (Fairborn)
- Bail schedule
- Traffic diversion

Gaps

- Lack of uniform pretrial screening using validated instruments
- Lack of timely information available to courts in making pretrial release decisions
- Lack of diversion options
- Lack of comprehensive pretrial services (case management, drug testing, SCRAM, EM, etc.)
- Lack of specialized supervision and case management for people with substance abuse or mental health disorders on pretrial release
Opportunities/Recommendations

- Adopt Ohio Risk Assessment System (ORAS) tools (or similar validated instrument) for pre-trial release screening.
- Develop/implement comprehensive intake screening at the County Jail (i.e. correctional mental health screen, pre-trial risk assessment, drug screen, Level of Service Inventory, custody risk and needs assessment, etc.). Establish protocol for sharing information across agencies as appropriate. Use information for informed decision-making including management of offenders in jail, pretrial release, diversion, discharge planning, and community supervision.
- Consistent with national standards, establish and utilize a range of release conditions that are related to the risks identified in each case and are least restrictive necessary to reasonably assure the defendant's appearance at court and community safety.
- Establish a pre-trial services program which provides community supervision and services. Provide supervision to released defendants that is individualized and based on a scheme of graduated contacts and level of supervision dependent on conditions imposed. This may include field supervision for higher risk individuals.
- Establish electronic reminder system of phone calls, email and/or texts for court appearances for all released defendants to reduce failure to appear rates and send a message of the importance of compliance with court orders.
- Establish information systems that provide for consistent and systematic sharing of pretrial screening and compliance with release conditions to assist Probation in the compilation of pre-sentence report information. To the extent possible, with consideration of privacy requirements, the system should provide for the efficient transfer of demographic and assessment data to minimize the need for reentering the same data multiple times as defendants move through the case process.

Intercept III: Jails / Courts

When a person is arrested, or served a summons or citation in lieu of arrest, the arresting officer must file a complaint without delay to formally begin the criminal case in court. The Municipal Court conducts arraignments shortly after arrest to confirm that the accused understands the charge and his or her rights and to set bail. The Municipal Court next conducts a preliminary hearing (unless waived) to determine if there is evidence sufficient to warrant further proceedings. If the evidence only supports a misdemeanor charge it will stay in that court. If there is probable cause that the accused committed a felony offense, the judge binds the case over to the grand jury for further action. The county attorney presents the evidence to the grand jury. If the grand jury finds there is sufficient evidence that the accused has committed a felony, it returns an indictment (or formal charge). The case then goes before the Common Pleas Court which has exclusive jurisdiction over felony cases.

The accused is then arraigned in the Common Pleas Court and the trial dates are scheduled. Prior to trial there are typically pleadings and motions that occur. Pretrial conferences are scheduled to get the parties together to address evidence issues and discuss potential pleas. This is a time in many jurisdictions that can lead to extensive delays in case processing with filing of motions, requests for continuances, etc. Often plea deals aren't made until final pre-trial conferences close to trial dates. Typically a very low percentage of cases actually go to trial so
getting to agreement on plea deals sooner than later is an important consideration is delay reduction strategies.

In minor criminal cases where a defendant is found guilty, sentencing usually takes place immediately. In serious criminal cases there is typically a pre-sentence investigation to help the judge determine the proper sentence. These may take 6-8 weeks depending upon the workload of the Probation Office and the scope of the investigation.

Case processing in the Greene County justice system appears to be very efficient based upon feedback received in interviews and review of case clearance rates. Clearance rate is the number of disposed cases as a percentage of the number of filed cases in a given time period. A clearance rate of 100% means the court has disposed of as many cases as were filed. A clearance rate under 100% means the court has disposed of fewer cases than were filed resulting in an increase in cases awaiting disposition and, consequently, longer case processing times. Clearance rates for Greene County are at or close to 100%.

The Fairborn Municipal Court operates a drug court with a specialized docket that is primarily used at sentencing. The Court also has a Traffic Intervention Program that targets offenders charged with Driving under Suspension or No Operator’s License. The Common Pleas Court operated a Veteran’s Court Program. These types of problem solving courts have been found to be effective in diverting offenders with special issues from the mainstream justice process and sentencing.

The Greene County Jail (including the Adult Detention Center) is the only full-service jail in the County. While space limitations and conditions in the County Jail limit current programming opportunities for many inmates, the Sheriff’s Office supports a rehabilitative operational philosophy. The Greene Leaf Program, a highly regarded program offered to inmates at the County Jail, serves both male and female offenders. Clients in the program consist of felons and misdemeanants sentenced from Greene County Common Pleas Court, Xenia and Fairborn Municipal Courts. Greene Leaf is a six month (180 day) residential drug and alcohol program that provides intensive substance abuse counseling, cognitive restructuring, parenting, budgeting, and peer support services.

Existing Positive Programs and Practices
- Efficient case processing
- Drug Court (Fairborn)
- Traffic Intervention Program (Fairborn)
- Veterans’ Court (Common Pleas)
- Green Leaf program
- Coordination with community providers
- Fast track drug cases

Gaps
- Limited sentencing options for courts
- Need for collection & tracking of mental health data
• Insufficient capacity and The Greene County Jail is operating at or near capacity much of the time. Managing inmate behavior becomes exceedingly more difficult with when the jail is crowded, there are few opportunities for engaging in productive activities, and few incentives for inmates to improve their situation.
• Lack of suitable space for programming for the majority of inmates at the Greene County Jail.

Opportunities/Recommendations
• Continue support for alternative courts (drug, veterans, etc.) and sentencing options for courts to help manage proper use of the existing jail and any new facilities which may be constructed.
• Expand in-jail services and program opportunities. Good behavior and program participation can be incentivized by aligning participation with pre-release and step-down opportunities. Classification reviews at regular intervals can result in a step down of classification within the jail and, with court approval, step down into community settings toward the back end of sentences.
• Intensify efforts to screen and identify inmates with needs that may be addressed through enhanced programming.
• Increase communication/coordination with community providers to provide services to offenders in the jail and community.
• Identify and initiate tracking of key metrics to track progress such as:
  - Prevalence of mental illnesses in the jail population
  - Length of stay of people with mental illnesses in jail
  - Utilization of community-based treatment and resources
  - Recidivism rates

Intercept IV: Reentry
There are basically three reentry models – all three of which involve close coordination between the jail and community service providers:
• Reach out - jail staff provide inmate referrals to community based services
• Reach in - Community service providers conduct intakes and arrange service plans in preparation for, and following, release from jail
• Transitional - Reentry planning and service delivery is a shared responsibility between the jail and community service providers

Greene County has a framework and is poised to provide excellent reentry services with the support of the Sheriff’s Office and the current involvement of Probation, TCN, and other community service providers in programming at the jail. The Green Leaf program and involvement of TCN in the provision of mental health counseling and support in the jail are good examples of current collaborative relationships that could be strengthened going forward.

Existing Positive Programs and Practices
• Green Leaf Program
• Coordination with community providers
Gaps

- Limited reentry/discharge planning
- Provide pre-release stepdown opportunities
- Limited coordination in providing reentry services
  - Employment
  - Housing
  - Health care
  - Continuity of care

Opportunities/Recommendations

- Provide early-release and step-down opportunities. Some reduction in the jail population, along with an added incentive for good behavior in jail, may be achieved by offering pre-release or step-down opportunities for sentenced inmates serving longer sentences. These allow selected offenders to spend a portion of their sentences in the community in residential facilities, at home on electronic monitoring, in day programs, or under some other form of correctional supervision. They would technically remain in the custody of the Sheriff and could be brought back to jail if they fail to abide by the conditions of their release.
- Expand community service work. This provides an opportunity for offenders to “work off” fines/costs with their labor instead sitting out the time in jail.
- Expand services available to the courts as sentencing options, alone or in combination with other sanctions, for offenders with mental health, substance abuse, and dual diagnosis treatment needs.

Intercept V: Community Corrections

After conviction, the sentences offenders receive may be modified under certain circumstances. For some, good behavior and compliance with the provisions of their sentences can lead to early release or discharge. More often, sentence modifications occur as a result of a violation of a condition of probation or parole. When a probation or parole violation is alleged, the offender is often placed into jail pending a hearing on the matter. When limited options are available to respond to such violations, revocation often results in additional jail time for offenders. Many communities discover a sizable portion of their jail population to be comprised of probation and parole violators. A number of policy and program options may be considered to manage the use of detention for this population while holding them accountable for their behavior on community supervision. Policy and practice options to consider include the following:

- Use of graduated sanctions in lieu of detention for probation/parole violations
- Time sensitive policies regarding detainers and revocations
- Use of good time
- Use of incentives including early release/discharge for good behavior

Program options include many of those listed in the previous Intercept point as sanctioning options. The goal is to think strategically in the use of these sanctions in level of intensity and in combinations that allow a “ratcheting up” in response to misbehavior and a “ratcheting down” as offenders demonstrate positive behavior and compliance with conditions of community supervision.
Community supervision in Greene County is provided by the county adult Probation Department serving the Common Pleas Court and municipal probation departments serving the Fairborn and Xenia Municipal Courts. The county Probation Department is funded by county appropriations along with grants from the Bureau of Community Sanctions and the Mental Health Recovery Board. The grant funds pay for ISP staff, field officers, and treatment programming. The Green Leaf program at the County Jail is funded and administered by the county Probation Department. The municipal Probation programs rely primarily on funds appropriated by the municipalities they serve.

Existing Positive Programs and Practices

- Therapy as a condition of probation
- Probation programs including Job Readiness, Thinking for a Change, IMPACT, Green Leaf, and support for the Veterans and Drug Courts

Gaps

- Insufficient resources for probation
- Lack of community residential treatment options

Opportunities/Recommendations

- Provide process/resources for continuity of care/treatment beyond jail and/or probation
- Standardize information systems or standardize protocol for sharing of information across the municipal and county probation systems
9

JAIL CAPACITY PROJECTIONS
SECTION 9 - JAIL CAPACITY PROJECTIONS

Overview
As noted throughout this study there are numerous factors that influence the number of people in jail as well as policies across adjudication decision points in the criminal justice system. In the end, jail population is a function of two factors – number of admissions and length of stay. The table below summarizes many of the influences on admissions and length of stay.

<table>
<thead>
<tr>
<th>Factors that Influence Jail Populations</th>
<th>Admissions</th>
<th>Length of Stay</th>
</tr>
</thead>
<tbody>
<tr>
<td>County population</td>
<td></td>
<td>Timely pretrial assessments</td>
</tr>
<tr>
<td>Number of LE officers</td>
<td></td>
<td>Early appointment of counsel</td>
</tr>
<tr>
<td>Booking and cite and release policies</td>
<td></td>
<td>Pretrial bond review procedures</td>
</tr>
<tr>
<td>Availability of pre-booking alternatives</td>
<td></td>
<td>Step-down options from jail to alternative facilities/programs</td>
</tr>
<tr>
<td>Access to pretrial services</td>
<td></td>
<td>Case processing times</td>
</tr>
<tr>
<td>Failure to appear rate</td>
<td></td>
<td>Availability of jail alternatives</td>
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<tr>
<td>Pretrial supervision</td>
<td></td>
<td>Sentencing mandates</td>
</tr>
<tr>
<td>Availability of alternative sanctions and diversion options</td>
<td></td>
<td>Prevailing philosophy regarding punishment vs. treatment</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Length of sentence</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Pretrial release options</td>
</tr>
</tbody>
</table>

A Systems Approach
Because the jail population is constantly changing, jail planning is not a one-time process. The process of developing a master plan for managing the jail population includes determining how efficiencies in the criminal justice system can be realized, what alternatives to jail should be in place, and how jail beds (existing and/or new) will be used. The consultant team’s approach to capacity planning includes the following information:

- Jail snapshot data
- Case processing analysis
- Jail and County population trends
- System assessment

The data gleaned from these sources has generated a number of system recommendations designed to make the most efficient use of existing resources and manage change.

Jail Capacity Forecast Data Used
Jail capacity forecasts are built on an analysis of five data types:

- Admissions
- Average Length of Stay (ALOS)
• County Population Trends
• Average Daily Population (ADP)
• Incarceration Rate (IR)

Jail capacity forecasts are compared against local and state incarceration rates to determine to what degree local practice align with historical and national contexts.

Admissions
As indicated previously, admissions have been trending upward slightly over the last ten years. 2008 had the highest number of admissions over this time period with 4,563 and 2009 had the lowest number of admissions at 3,218. Overall admissions have been increasing at a rate +35 admissions per year (based on linear regression). Admissions have increased sharply, +27.3%, over the last five years.

Figure 34: Historic Annual Admissions (Bookings)

![Admissions Trend Graph]

Source: Greene County Sheriff's Office, Xenia, Ohio

Average Length of Stay
As stated previously, ALOS has been trending upward over the last ten years. There was a sharp increase in ALOS from 2012 to 2014 and there was equally sharp decrease from 2014 to 2017 where the ALOS dropped from a high of 26.8 days in 2014 to 23.0 days in 2017. Overall, ALOS has increased a modest 0.12 days from 2008 to 2017 (based on linear regression).
Figure 35: Historic Annual Average Length of Stay

![Average Length of Stay Graph]

**Source:** Greene County Sheriff's Office, Xenia, Ohio

**County Population Trends**
County population is as especially important variable to study the relation to jail admissions and average daily population. Tracking population growth rates helps anticipate future demands on the jail; average daily population per 100,000 county population (i.e., the number of persons in jail per 100,000 residents of the county) provides a rate that allows for the examination of trends in ADP. As a county’s population grows, the average daily population most likely will increase.

According to the Miami Valley Regional Planning Commission, Greene County is expected to grow from 166,572 residents to 179,370 residents (+7.7%) by 2035 (planning horizon for this study) and 189,875 residents (14.0%) by 2050.

**Average Daily Population**
ADP is a general indicator of jail bed need. ADP is a direct function of admissions and length of stay and all factors and variables that contribute to admissions and length of stay.

As shown previously, the ADP for the Greene County Jail and ADC has been trending upward over the last ten years at a rate of 4.9 ADP per year (based on linear regression) and over that time period, ADP for females has been increasing at a faster rate than the male ADP. The ADP increase over the last five years has been noticeable as the ADP has increased 18.9% from 2013 to 2017.
Incarceration Rate
The incarceration rate has closely tracked the County’s Average Daily Population over the last ten years. The IR ranged between 169.6/100,000 and 141.8/100,000 from 2008 to 2015 and then in 2016, it sharply increased to 181.0/100,000. Through the first six months of 2017, the IR was 169.7/100,000.

Jail Capacity Forecasts
Two projection methodologies were used to create baseline projections for future jail bed capacity projections.

Method 1 – ADP Projection uses the jail system’s historic annual average daily population data (2008-2017) and linear regression to develop an ADP trend line, which is then extrapolated to the year 2035 and 2050. Historic ADP is a good predictor of future ADP because it
encompasses all factors that impact a jail and justice system including admissions, length of stay, the use diversion and alternate sentences, and county population growth.

A 15% peaking/classification factor is then overlaid onto ADP projection to provide the bed capacity. This method yielded an ADP projection of 366 inmates and a bed capacity need of 420 beds for the year 2035. For the year 2050, the ADP projection is 440 inmates and a bed capacity need of 506 beds.

Method 2 – Incarceration Rate and County Population isolates future county population growth as a variable. If a county can maintain its current incarceration rate over time, ADP will grow with County population growth. Assuming the most recent (2017) incarceration rate of 181 inmates/100,000 and a population projection estimate of 179,370 (MVRPC), the projected ADP will be 325 inmates and the bed capacity need will be 373 beds including classification and peaking factor in the year 2035. If the planning horizon is extended to 2050, the county population estimate is 189,875 residents (MVRPC) and this would yield a projected ADP of 343 inmates (using an incarceration rate of 181/100,000) and a bed capacity need of 394. If an incarceration rate of 200 inmates /100,000 is assumed, projected ADP will be 358 inmates and bed capacity needs will be 412 beds in 2035 and in 2050, 380 inmates are projected and bed capacity needs will be 437 beds.

Aggravating and Mitigating Factors that may affect Bed Capacity Projections
Lack of capacity generally forces the justice system to work to manage the use of the limited jail beds they have. In Greene County, the federal consent decree (entered into in 1989) limiting the number of inmates in the Jail forced system stakeholders (Courts, Prosecutor, Public Defender, Probation, and Sheriff’s office) to actively manage the jail population.

Of concern is, if the County builds a new jail will stakeholders be less vigilant in managing the jail population. This has been seen in other counties after jails with larger capacity are built. Generally their ADP increases with more beds available. The question is, will this happen in
Greene County? As the consultant team has indicated, Greene County has several effective jail population management tools in place and there are opportunities to add to that toolkit as shown in the sequential intercept map process.

To help the County continue to manage the jail population, the consultant team recommends the establishment of a Criminal Justice Coordinating Committee (CJCC) made up of elected and appointed executive-level policymakers in the local jurisdiction. In Greene County that would include criminal justice stakeholders such as the Common Pleas judges, Municipal Court judges, County Prosecutor, Public Defender, Probation, and representatives from local law enforcement agencies. It is also recommended that the CJCC include representatives from community-based organizations that help and provide treatment to justice involved persons including TCN Behavior Health, the Mental Health Recovery Board, and Christopher House.

CJCCs typically have staff support from one or more criminal justice planners and often use data-guided and structured planning processes to identify, analyze, and solve or manage system issues such as jail population management, case processing inefficiencies, sub-par outcomes, and challenging client populations such as those with mental health and substance abuse issues. The National Institute of Corrections (NIC) has resources available for jurisdictions that wish to establish CJCC and system-level problem-solving management capabilities.
10
FACILITY OPTIONS
SECTION 10 - FACILITY OPTIONS

Overview
The consultant team developed several facility options for study meet Greene County’s projected jail bed need. This section gives information regarding housing distribution, supervision approach, square feet estimates, range of magnitude cost estimates, staffing estimates, and potential site organization approach for each option.

Common Traits and Goals for Each Option
Each option assumes that the downtown jail is abandoned and assumes a new jail will be built on County-owned property near the ADC. Each option will have the following:

• Provide proper classification and housing distribution for the jail population
• Provide medical/mental health care to match the needs of the jail population
• Provide space for inmate programs focusing on behavioral health (mental health, substance abuse, and cognitive thinking)
• Direct supervision would be used for minimum custody levels. Other custody levels will be operated using an indirect surveillance mode except some inmate worker classifications that would be monitored intermittently.
• Single-occupancy cells will be used for maximum custody levels
• Multiple-occupancy cells will be used for medium custody levels
• Dormitories for will be used for minimum security
• New Food Service/Kitchen
• New Laundry
• New Intake with Vehicle Sallyport
• ADC is fully refurbished (Options 1 and 2)
• Each option assumes a new 65,000 gross square foot (gsf) Sheriff’s Office will be tied to the new jail facility

For the purposes of this study, it is assumed that direct supervision will be used for minimum custody classifications (this is the current supervision style of the ADC). With this supervision model a correctional officer is stationed inside a housing unit with the inmates. In the housing unit the officer can manage the behavior of the inmates. This model has been successfully and safely used in facilities throughout the country since the late 1970s.

Figure 38: Direct Supervision Model
In addition, it is assumed that indirect supervision will be used for all classifications above minimum custody. In the indirect supervision model, the correctional officer is separated from inmates via security glass and walls and has views into their housing units. In this model, the officer is simply observing behavior and reacting to incidents when they occur rather than actively managing inmate behavior.

**Figure 39: Indirect Supervision Model**

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**Cost Opinions for the Options**

The cost opinions presented in this section are presented as rough order of magnitude (ROM) estimates based on anticipated square footage, jail construction standards, and an escalation factor to incorporate construction inflation. The escalation factor assumes a notice to proceed in November 2020.

These estimates are presented to compare the relative differences in cost among the options. Much more needs to be defined before a budget for a selected option can be established including a final architectural program, an understanding of the impact of the site (soil quality, road access, utility access), quality of interior finishes, and quality of exterior finishes to name a few. Each estimate includes a 30% contingency to reflect these unknown variables. Square foot estimates for the options are based on industry standards given the nature of the types of housing assumed. Final square footage will be refined with the completion of an architectural program.

**Staffing Estimates**

Preliminary staffing estimates for each of the four options studied were prepared. These should be viewed as very preliminary estimates of staffing requirements for the facility options that will be refined as the actual building design develops. Accordingly, the numbers are very likely to change as the design progresses and more information about operational preferences is known. The purpose of the estimate at this stage is to provide the owner with a “first cut” look at the staffing implications of the options presented in the needs assessment.
Option 1 - Build a new Replacement Jail and Maintain the ADC for Minimum Security

Overview and Summary
Under this option it is assumed that the ADC would continue to house minimum custody inmates and that three pods will house male inmates (180 beds) and one pod will house female inmates (56 beds). All other classifications will be held at a new 324-bed jail. Combined with the capacity of the ADC (236 beds), the total capacity of the two facilities will be 560 beds. The table on the following page shows the preliminary housing distribution.

Figure 40: Option 1

- 133,000 GSF – New
- $49.1 million Construction Cost
- $7.1 million ADC Renovation Cost
- $56.2 million Total
- $12.8 million (30% contingency)
- $9.2 million Annual Staffing Cost (2018)
- Total Capacity 560 beds

Staffing Assumptions
This option assumes a new jail with continued use of the ADC as a minimum security facility under the auspices of the Greene County Sheriff. The new jail would be podular in design with three male housing pods, two female housing pods, and intermittent housing units for both male and female inmates. Each pod is subdivided into multiple housing units and assumes that staff are posted in centralized control stations located adjacent to the housing units where they have lines of sight into housing dayroom areas. The estimates further assume that housing floor officers are also assigned to each shift to conduct rounds, manage functions and activities in the housing areas, and manage inmate behavior. Other staffing assumptions include:

- A shift commander post included to provide overall shift supervision;
- No increase in intake and release staffing beyond current levels with the exception of booking clerks added to day and evening shifts;
- Escort/movement officers on each shift to facilitate inmate movement outside of housing areas (i.e. medical, visitation, programs, video court, etc.);
- Custody staff assigned to laundry, food service, warehouse, lobby areas to provide security of those areas during the day shift when those areas are active;
- Program and classification staff to support increase inmate programming and reentry services.

The staffing estimates assume the ADC would be staffed at current full authorized strength. (Note: The ADC was operating below full strength when assessed as part of the needs assessment.)
### OPTION 1 - Reuse of ADC for Minimum Security

#### Male Housing

<table>
<thead>
<tr>
<th>Supervision Type</th>
<th>Jail</th>
<th>ADC</th>
</tr>
</thead>
<tbody>
<tr>
<td>Combined Pod Indirect</td>
<td>Male - Medial/Detox</td>
<td>12</td>
</tr>
<tr>
<td>Male Housing</td>
<td></td>
<td>24</td>
</tr>
<tr>
<td>Male - Mental Health</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Male - Behavior Mgmt</td>
<td></td>
<td>6</td>
</tr>
<tr>
<td>Male - Max/Medium Flex</td>
<td></td>
<td>24</td>
</tr>
<tr>
<td>Male - Medium</td>
<td></td>
<td>24</td>
</tr>
<tr>
<td>Male - Maximum</td>
<td></td>
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<tr>
<td>Male - Medium/Min Flex</td>
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<td>24</td>
</tr>
<tr>
<td>Male - Minimum</td>
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<tr>
<td>Intermittent</td>
<td>Male - Inmate Worker</td>
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<tr>
<td>Direct Supervision</td>
<td>Male - Minimum</td>
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<td>Direct Supervision</td>
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<tr>
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<tr>
<td>Direct Supervision</td>
<td></td>
<td>60</td>
</tr>
</tbody>
</table>

**Sub-total**

- Males: 204
- ADC: 180
- Total: 384

#### Female Housing

<table>
<thead>
<tr>
<th>Supervision Type</th>
<th>Jail</th>
<th>ADC</th>
</tr>
</thead>
<tbody>
<tr>
<td>Intermittent</td>
<td>Female - Med/MH</td>
<td>16</td>
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<tr>
<td>Combined Pod Indirect</td>
<td>Female - Beh Mgmt</td>
<td>8</td>
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<tr>
<td>Female Housing</td>
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</tr>
<tr>
<td>Female - Maximum</td>
<td></td>
<td>12</td>
</tr>
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<td>Female - Medium</td>
<td></td>
<td>12</td>
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<td>Combined Pod Indirect</td>
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<tr>
<td>Female Housing</td>
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<td></td>
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<tr>
<td>Female - Medium/Min Flex</td>
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<td>24</td>
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<tr>
<td>Female - Minimum</td>
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<td>24</td>
</tr>
<tr>
<td>Direct Supervision</td>
<td>Female - Minimum</td>
<td>0</td>
</tr>
</tbody>
</table>

**Sub-total**

- Females: 120
- ADC: 56
- Total: 176

**Total**

<table>
<thead>
<tr>
<th></th>
<th>Jail</th>
<th>ADC</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Male</strong></td>
<td>324</td>
<td>236</td>
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<tr>
<td><strong>Female</strong></td>
<td>120</td>
<td>56</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>324</td>
<td>292</td>
</tr>
</tbody>
</table>

- Male = 69%
- Female = 31%
**Option 1 Site Test Fit**

This option locates the new jail to the southeast of the existing Adult Detention Center. The new building would connect to the existing building at the location of the existing dock. A new loading dock and secure vehicle sally port would be constructed on the south side of the complex, away from public parking and shielded from the highway by vegetation. A Sheriff’s Office could be accommodated in this scheme by building a 2-level building that serves as the main entry to the facility. Jail housing is situated on a single operating level. The new building would occupy a portion of the site that is relatively flat.

**PROS:**
- Minimal impact to existing ADC during construction
- Good separation of secure & staff areas from public entry
- Most visible portion of jail would be LEC/Administration Building, which can be commercial construction (good neighbor)
- ADC Housing could be demolished to allow for future jail expansion
- Jail can expand (plan) west

**CONS:**
- Staff parking split into 2 areas
- Vehicle access to Loading Dock/ Vehicle Sally Port is tight
Option 2A - Build a new 384-Bed Replacement Jail and Convert the ADC to a Treatment Facility

Overview and Summary
Under this option it is assumed that the ADC would be given or sold to a third party vendor to create a residential treatment center. Judges would have the option of sentencing people to the treatment center in lieu of jail. The benefit of the treatment center model is that it could allow persons placed in treatment to continue or re-establish their health care insurance or allow persons to re-enroll or qualify for Medicaid under the Affordable Care Act. This approach could shift the burden of treatment and medical care from the County to private insurance and Medicaid.

The treatment center would not be under the control of the Sheriff’s Office so it would not be a “jail” in the typical security sense where people are confined. It could be a “staff-secure” facility where doors in and out of the facility are monitored and alarmed so if someone leaves, staff and the Sheriff’s office can be notified.

Under this option it is assumed that more beds for a new jail would be needed because not all minimum custody inmates would qualify for a treatment center. This option assumes a planning horizon of 2035 and the need for a 384-bed jail. The table on the following page shows the preliminary housing distribution.

Figure 41: Option 2A

• 150,900 GSF – New
• $52.0 million Construction Cost
• $7.1 million ADC Renovation Cost
• $59.2 million Total
• $14.4 million (30% contingency)
• $7.3 million Annual Staffing Cost (2018)

• Total Capacity 384 Jail beds & 236 Community Residential Treatment beds

Staffing Assumptions
A newly constructed 384-bed jail in Option 2 would be similar to that of Option 1 with the addition of a 60-bed direct supervision male housing pod. Staffing estimates for the 384-bed facility are the same as for the 324-bed facility in Option 1 with the addition of the following:

• 24-hour post for the added 60-bed direct supervision male housing pod;
• An additional 24-hour escort/movement officer post;
• Additional nursing staff to provide 24-hour coverage.
### OPTION 2 - Reuse of ADC for Staff Secure Treatment

#### Male Housing

<table>
<thead>
<tr>
<th>Supervision Type</th>
<th>Male Housing Type</th>
<th>Jail</th>
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</thead>
<tbody>
<tr>
<td>Combined Pod Indirect Supervision</td>
<td>Male - Medical/Detox</td>
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<td>Male - Mental Health</td>
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Sub-total: 264

#### Female Housing

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<td>Female - Med/MH</td>
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Sub-total: 120

Total: 384

Male = 69%
Female = 31%
Option 2B - Build a new 500-Bed Replacement Jail and Convert the ADC to a Treatment Facility

Overview and Summary
Under this option it is assumed that the ADC would be given or sold to a third party vendor to create a residential treatment center. Judges would have the option of sentencing people to the treatment center in lieu of jail. The benefit of the treatment center model is that it could allow persons placed in treatment to continue or re-establish their health care insurance or allow persons to re-enroll or qualify for Medicaid under the Affordable Care Act. This approach could shift the burden of treatment and medical care from the County to private insurance and Medicaid.

The treatment center would not be under the control of the Sheriff’s Office so it would not be a “jail” in the typical security sense where people are confined. It could be a “staff-secure” facility where doors in and out of the facility are monitored and alarmed so if someone leaves, staff and the Sheriff’s office can be notified.

This option assumes the need for a 500-bed jail to meet the long-term needs to the year 2050. This option also assumes indirect supervision will be used for nearly all the housing units. The table on the following page shows the preliminary housing distribution.

Figure 42: Option 2B

- 181,000 GSF – New
- $65.4 million Construction Cost
- $7.1 million ADC Renovation Cost
- $72.5 million Total
- $17.3 million (30% contingency)
- $9.0 million Annual Staffing Cost (2018)

Total Capacity 500 Jail beds & 236 Community Residential Treatment beds

Staffing Assumptions
This option assumes indirect supervision based on the housing distribution on the following table. Other considerations include:

- Additional program staff (classification officers, program support, work crew) to support expanded treatment and programming;
- Training sergeant and training deputies to provide training for the workforce in the larger facility;
- Additional nursing staff to provide 24-hour coverage.
OPTION 2B - Reuse of ADC for Staff Secure Treatment

**Male Housing**

<table>
<thead>
<tr>
<th>Supervision</th>
<th>Jail</th>
</tr>
</thead>
<tbody>
<tr>
<td>Combined Pod Indirect Supervision</td>
<td>Male - Medical/Detox</td>
</tr>
<tr>
<td></td>
<td>24</td>
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<tr>
<td></td>
<td>Male - Mental Health</td>
</tr>
<tr>
<td></td>
<td>24</td>
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<tr>
<td>Combined Pod Indirect Supervision</td>
<td>Male - Behavior Mgmt</td>
</tr>
<tr>
<td></td>
<td>6</td>
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<tr>
<td></td>
<td>Male - Behavior Mgmt</td>
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<td>Male - Behavior Mgmt</td>
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<td>Male - Maximum</td>
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<td></td>
<td>24</td>
</tr>
<tr>
<td>Combined Pod Indirect Supervision</td>
<td>Male - Max/Medium Flex</td>
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<td></td>
<td>24</td>
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<td></td>
<td>Male - Medium</td>
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<td>Male - Medium</td>
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<td>24</td>
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<tr>
<td>Intermittent</td>
<td>Male - Inmate Worker</td>
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<tr>
<td></td>
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<tr>
<td>Indirect Supervision</td>
<td>Male - Minimum</td>
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<tr>
<td></td>
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</table>

**Female Housing**

<table>
<thead>
<tr>
<th>Supervision</th>
<th>Jail</th>
</tr>
</thead>
<tbody>
<tr>
<td>Intermittent</td>
<td>Female - Med/MH</td>
</tr>
<tr>
<td></td>
<td>16</td>
</tr>
<tr>
<td>Combined Pod Indirect Supervision</td>
<td>Female - Beh Mgmt</td>
</tr>
<tr>
<td></td>
<td>8</td>
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<tr>
<td></td>
<td>Female - Maximum</td>
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<td>12</td>
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<td></td>
<td>Female - Medium</td>
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<td></td>
<td>12</td>
</tr>
<tr>
<td>Combined Pod Indirect Supervision</td>
<td>Female - Medium</td>
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<td></td>
<td>24</td>
</tr>
<tr>
<td></td>
<td>Female - Medium/Min Flex</td>
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<tr>
<td></td>
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<tr>
<td>Indirect Supervision</td>
<td>Female - Minimum</td>
</tr>
<tr>
<td></td>
<td>56</td>
</tr>
</tbody>
</table>

**Sub-total**

348

**Sub-total**

152

**Total**

500

Male = 70%

Female = 30%

Option 2 Site Test Fit

This option is similar to Option 1.
Option 3 - Build a new 430-bed Jail (Abandon the ADC)

This option assumes that the ADC would be abandoned and that a new jail facility will be built for all custody levels and to meet the needs of the County to the year 2035. It is recommended that such a facility have a capacity of 424 beds with the ability to expand capacity by 50% if circumstances change. The table on the following page shows the preliminary housing distribution.

Figure 42: Option 3

- 165,900 GSF – New
- $60.6 million Construction Cost
- $60.6 million Total
- $15.8 million (30% contingency)
- $7.9 million Annual Staffing Cost (2018)
- Total Capacity 424 beds

Staffing Assumptions

A newly constructed 424-bed facility would be similar to Option 2 except it would provide for two 50-bed direct supervision male pod rather than one 60-bed direct supervision male pod. Staffing estimates for the 424-bed facility are the same as for the 384-bed facility in Option 2 with the addition of the following:

- 24-hour post for the additional direct supervision male housing pod;
- Additional 24-hour housing floor officer post to handle additional workload with expanded capacity.
# Option 3 - New Jail at 424 Beds

## Male Housing

<table>
<thead>
<tr>
<th>Supervision Type</th>
<th>Housing Type</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male - Medial/Detox</td>
<td>12</td>
<td></td>
</tr>
<tr>
<td>Male - Mental Health</td>
<td>24</td>
<td></td>
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<tr>
<td>Male - Behavior Mgmt</td>
<td>6</td>
<td></td>
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<td>Male - Behavior Mgmt</td>
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<td>Male - Behavior Mgmt</td>
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<td>Male - Behavior Mgmt</td>
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<td>Male - Maximum</td>
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<td>Male - Maximum</td>
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<td>Male - Max/Medium Flex</td>
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<td>Male - Medium</td>
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<tr>
<td><strong>Sub-total</strong></td>
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</table>

## Female Housing

<table>
<thead>
<tr>
<th>Supervision Type</th>
<th>Housing Type</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Female - Med/MH</td>
<td>16</td>
<td></td>
</tr>
<tr>
<td>Female - Beh Mgmt</td>
<td>8</td>
<td></td>
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<tr>
<td>Female - Maximum</td>
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<td></td>
</tr>
<tr>
<td>Female - Medium</td>
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<td></td>
</tr>
<tr>
<td>Female - Medium</td>
<td>24</td>
<td></td>
</tr>
<tr>
<td>Female - Medium/Min Flex</td>
<td>24</td>
<td></td>
</tr>
<tr>
<td>Female - Minimum</td>
<td>24</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>424</strong></td>
<td></td>
</tr>
</tbody>
</table>

Male = 72%
Female = 28%
Option 3 Site Test Fit
This option locates the jail expansion to the southeast of the existing Adult Detention Center. A new loading dock and secure vehicle sally port would be constructed on the south side of the complex, away from public parking and shielded from the highway by vegetation. The Sheriff’s Office can be accommodated after the existing ADC is demolished. The new building would occupy a portion of the site that is relatively flat.

PROS:
- Minimal impact to existing ADC during construction
- Good separation of secure & staff areas from public entry
- Large portion of site will be unoccupied
  - Plan for expansion
  - Other county entities/ services
- Consolidated Staff Parking

CONS:
- Requires demolition of existing ADC
Option 4 - Build a new 560-bed Jail (Abandon the ADC)

Option 1 created a total of 560 beds with the creation of a new 324-bed jail and reuse of the ADC with its 236 beds. Option 4 assumes creating a new jail that would have the same total capacity has Option 1 – 560 beds. This option also assumes that the ADC will be abandoned. The table on the following page shows the preliminary housing distribution.

Figure 43: Option 4

- 196,000 GSF – New
- $70.1 million Construction Cost
- $70.1 million Total
- $18.5 million (30% contingency)
- $9.2 million Annual Staffing Cost (2018)
- Total Capacity 560 beds

Staffing Assumptions

A newly constructed 560-bed facility would be similar to Option 3 except it would provide for three 60-bed male direct supervision rather than two 50-bed direct supervision units and a 56-bed direct supervision female housing pod. Staffing estimates for the 560-bed facility are the same as for the 424-bed facility in Option 3 with the addition of the following:

- 24-hour post for the third direct supervision male housing pod added in this option;
- 24-hour post for the 56-bed direct supervision female housing pod added in this option;
- Additional 12-hour housing floor officer post in the female pod for the day shift;
- Additional program staff (classification officers, program support, work crew) to support expanded treatment and programming;
- Training sergeant and training deputies to provide training for the workforce in the larger facility;
- Additional nursing staff to provide 24-hour coverage.
## Option 4 - New Jail at 560 Beds

### Male Housing

<table>
<thead>
<tr>
<th>Housing Type</th>
<th>Jail Type</th>
<th>Bed Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Combined Pod Indirect Supervision</td>
<td>Male - Medial/Detox</td>
<td>12</td>
</tr>
<tr>
<td></td>
<td>Male - Mental Health</td>
<td>24</td>
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<tr>
<td>Combined Pod Indirect Supervision</td>
<td>Male - Behavior Mgmt</td>
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<td></td>
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<td>Male - Behavior Mgmt</td>
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<td></td>
<td>Male - Behavior Mgmt</td>
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<tr>
<td></td>
<td>Male - Maximum</td>
<td>24</td>
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<tr>
<td></td>
<td>Male - Maximum</td>
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<tr>
<td>Combined Pod Indirect Supervision</td>
<td>Male - Max/Medium Flex</td>
<td>24</td>
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<tr>
<td>Intermittent</td>
<td>Male - Inmate Worker</td>
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<tr>
<td>Direct Supervision</td>
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<tr>
<td>Direct Supervision</td>
<td>Male - Minimum</td>
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</tbody>
</table>

**Sub-total** | 384

### Female Housing

<table>
<thead>
<tr>
<th>Housing Type</th>
<th>Jail Type</th>
<th>Bed Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Intermittent</td>
<td>Female - Med/MH</td>
<td>16</td>
</tr>
<tr>
<td>Combined Pod Indirect Supervision</td>
<td>Female - Beh Mgmt</td>
<td>8</td>
</tr>
<tr>
<td></td>
<td>Female - Maximum</td>
<td>12</td>
</tr>
<tr>
<td></td>
<td>Female - Medium</td>
<td>12</td>
</tr>
<tr>
<td>Combined Pod Indirect Supervision</td>
<td>Female - Medium</td>
<td>24</td>
</tr>
<tr>
<td></td>
<td>Female - Medium/Min Flex</td>
<td>24</td>
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<tr>
<td></td>
<td>Female - Medium/Min Flex</td>
<td>24</td>
</tr>
<tr>
<td>Direct Supervision</td>
<td>Female - Minimum</td>
<td>56</td>
</tr>
</tbody>
</table>

**Sub-total** | 176

**Total** | 560

**Gender Breakdown**

- Male = 69%
- Female = 31%
Option 4 Site Test Fit

This option locates the jail expansion to the southeast of the existing Adult Detention Center. A new loading dock and secure vehicle sally port would be constructed on the south side of the complex, away from public parking and shielded from the highway by vegetation. The Sheriff’s Office can be accommodated in this scheme by building a 2-level building after the existing ADC is demolished. The new building would occupy a portion of the site that is relatively flat.

PROS:
- Minimal impact to existing ADC during construction
- Good separation of secure & staff areas from public entry
- Large portion of site will be unoccupied
  - Other county entities/services
- Consolidated Staff Parking

CONS:
- Requires demolition of existing ADC
Summary
Table 12 below summarizes the number of beds, square footage, construction ROM and annual salaries for the four jail options studied.

Table 12: Option Summary

<table>
<thead>
<tr>
<th></th>
<th>New Beds</th>
<th>Existing Beds</th>
<th>Overall Capacity</th>
<th>New SF</th>
<th>Construction Cost - New</th>
<th>ADC Renovation</th>
<th>Total Construction Costs</th>
<th>Annual Salaries</th>
</tr>
</thead>
<tbody>
<tr>
<td>Option 1</td>
<td>324</td>
<td>236</td>
<td>560</td>
<td>133,375</td>
<td>$49,100,000</td>
<td>$7,100,000</td>
<td>$56,200,000</td>
<td>$9,158,942</td>
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<tr>
<td>Option 2A</td>
<td>384</td>
<td>236</td>
<td>620</td>
<td>150,865</td>
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<td>Option 2B</td>
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<td>181,000</td>
<td>$65,400,000</td>
<td>$7,100,000</td>
<td>$72,500,000</td>
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<tr>
<td>Option 3</td>
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<td>424</td>
<td>165,935</td>
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<td>Option 4</td>
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<td>Greene County Downtown Jail</td>
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<td></td>
</tr>
</tbody>
</table>
EXECUTIVE SUMMARY

The Downtown Jail has a gross floor area of 38,500 SF and includes three floors plus a basement. Nearing 50 years old, the facility was built in 1969 and is near the end of its useful life. The facility has several physical deficiencies making it difficult to upgrade to current standards including:

- The site lacks ADA compliance with respect to clearances, paving, and obstacles.
- The existing Sallyport is undersized and unusable to vehicular traffic due to structural issues. Both of these issues cause security concerns relative to inmate processing, transportation, and service deliveries made in the non-secure alley.
- The building masonry envelope is in need of cleaning but has weathered well and is not unattractive. The existing steel windows are in need of repair and replacement to an energy efficient option. Internally, some have been augmented by aluminum options.
- A limited Asbestos Survey done in March 2018 indicates the presence of asbestos in much of the basement flooring. This survey was not a comprehensive inspection of the entire facility.
- The basement concrete ceiling structure shows signs of spalling and steel reinforcing decay due to moisture/salt infiltration over the years by Sallyport vehicles. Some of the affected area has been augmented by a steel sub-structure.
- The facility does not meet interior ADA guidelines for neither staff or inmate compliance.
- The facility does not meet Code compliance for exiting. In addition, the exposed fire escape presents a serious security risk in the event of evacuation.
- Access to the rooftop recreation area is via stairs that are not Code compliant.
- The facility has several functional deficiencies that add to operational inefficiencies including separated washer and dryer laundry locations and no on-site food service facilities.
- If cell pod flooding occurs, water service to the entire building must be shut-off as the localized plumbing gate valves are no longer usable.
- The existing steam boilers are original and past their life expectancy. There is no smoke evacuation system for the cell pods.
- Both the fire alarm and security systems are obsolete with limited or no manufacturer support.
- The existing lighting systems are inefficient, serviced by non-secure raceways, and have some panels that are showing signs of corrosion.
DESCRIPTION

• This report evaluates the Greene County Downtown Jail owned by Greene County.
• The purpose of the report is to assess the existing conditions related to building components and systems, and to note suggested improvements, maintenance and repairs needed to generally meet current code requirements, maintain existing systems and to prevent possible further deterioration of components in need of repair.
• The report is based on visual observations made by professional architects and engineers during an on site walk-through of the building. Information was also obtained from building users and maintenance staff.
• Observations and reviews do NOT include:
  – Detailed evaluation of existing systems
  – Detailed building code compliance
  – Detailed compliance with ADA Accessibility Standards for Accessible Design
  – Hazardous material review
  – Destructive material testing
  – Environmental review
  – Enhanced energy efficiencies
HOW THIS REPORT IS ORGANIZED

The Greene County Jail is represented with the following information:

• General Information about the building.
• Existing Conditions: Description of the current condition of the exterior shell or envelope of the building, interior conditions, mechanical systems, electrical systems, equipment and fixed furnishings, and site work.
GREENE COUNTY DOWNTOWN JAIL
EXISTING CONDITIONS
GREENE COUNTY DOWNTOWN JAIL

77 East Market Street
GREENE COUNTY DOWNTOWN JAIL

GENERAL INFORMATION

• Completed in 1969
• Gross floor area: 38,500 SF
• Number of stories: Three plus basement
• Roof: Membrane
• Exterior walls: Brick veneer
• Windows: Steel
EXISTING CONDITIONS

SITEWORK

- The site lacks ADA compliance with respect to paving, clearances, and obstacles.
EXISTING CONDITIONS

SITEWORK

• Existing Sallyport is undersized and unusable to vehicular traffic due to structural issues.
• Prisoner intake and transport occur from the unsecured alley or parking area in the rear of the facility.
• Food service deliveries, etc. are made in unsecured alley.
EXISTING CONDITIONS
BUILDING ENVELOPE

• The existing membrane roofing has had some minor leaking over the years and was replaced in 2007.
EXISTING CONDITIONS
BUILDING ENVELOPE

• Clean brick and replace caulking and sealants for penetrations in brick facade.
EXISTING CONDITIONS

BUILDING ENVELOPE

- Existing steel windows need cleaning of rusted areas, primed, repainted, or replaced with energy efficient systems.
- Some of the windows have been augmented on the interior by aluminum window systems.
EXISTING CONDITIONS

BUILDING ENVELOPE

• Existing perimeter hollow metal doors and frames are in need of replacement.
EXISTING CONDITIONS

INTERIOR FLOORING

- March 2018 Asbestos Inspection survey indicates existing basement flooring contains asbestos.
EXISTING CONDITIONS
INTERIOR STRUCTURE

- Existing basement concrete structural systems has decay and has been augmented with steel beneath the old Sallyport.
EXISTING CONDITIONS
INTERIOR CEILINGS

• Existing ceiling systems are stained and patched in multiple areas and need to be replaced. All should be tested for possible asbestos before replacement.
EXISTING CONDITIONS
INTERIOR ADA

• The facility does not meet ADA guidelines inclusive of staff or inmate compliance requirements.
EXISTING CONDITIONS
INTERIOR EXITING

• The facility does not meet Code compliance for exit width and configuration.
EXISTING CONDITIONS

EXTERIOR RECREATION

- The facility lacks sufficient recreation space.
- Access to the rooftop area is via stairs that are not Code compliant.
EXISTING FUNCTIONS
LAUNDRY

• Existing wash machines and dryers are housed in separate areas with washing in the old sally port and drying near visitation.
EXISTING FUNCTIONS

KITCHEN

- There is no kitchen facility at this location. Food is transported from the ADC and trays returned there for washing, etc.
EXISTING CONDITIONS – FIRE PROTECTION

• The facility is fully sprinklered.
• There are hose stations with fire extinguishers on each floor near stairs.
EXISTING CONDITIONS – PLUMBING

- The domestic hot water system includes two 250-gallon gas fired PVI water heaters. These units were installed in 2001 and 2011.
- Each cell pod chase includes a thermostatic mixing valve. There is no master mixing valve for the building.
- The cell pod chases are very small and very difficult to enter and work on items. Insulation is in poor condition allowing condensation to occur.
- Each cell pod chase includes shut off gate valves to isolate the area if flooding occurs. These valves have frozen up and are no longer usable. Water must be shut off at the basement level effecting the entire building. There is no electronic water control system.
EXISTING CONDITIONS – PLUMBING

- The cell pods use stainless steel penal fixtures for lavatories, water closets and showers. There are some combination units in the dorm areas. These units appear to be in fair to poor condition. Public areas use vitreous china fixtures. These unit appear to be in fair condition.
EXISTING CONDITIONS – HVAC

- There are two Cleaver Brooks fire tube steam boilers each with an input of 2,511 MBH. These units are original (1969) and are past their expected life expectancy.
- The pneumatic temperature control system uses two air compressors.
- Two new heating hot water boilers were installed in 2017. These ATH direct vent boilers each have an input capacity of 1,000 MBH. There are two system pumps.
- There is no smoke evacuation system for the cell pods.
EXISTING CONDITIONS – HVAC

• There are two roof mounted packaged chilled water units. One unit is located above the boiler room the other is on the roof of the jail.

• There is a single chilled water pump in a janitor closet for the jail roof unit and two pumps in the boiler room for the second system.

• It is understood that the jail will be converting the steam system to a Variable Refrigerant Flow (VRF) system in 2019.
RECOMMENDATIONS - HVAC

• Continue with planned VRF system to replace steam system.
EXISTING CONDITIONS – ELECTRICAL

- Existing Fire Alarm System (Simplex 4002) is obsolete.
- Existing Security System (Bosch) is obsolete and has limited support.
- Facility has manual lighting control throughout.
- Cell block doors are all manually controlled.
- Staff indicated that as fluorescent fixtures burn out, they are replacing them with retrofit linear LED lights which require the ballast to be bypassed and the tombstones to be replaced.
- It was noted that the light fixtures in the facility are in working shape, but in need of an upgrade due to age.
EXISTING CONDITIONS – ELECTRICAL

- Non-secure type surface raceway was noted in the facility.
- Holding Area counter lacks convenience receptacles.
- Holding Area has surface mounted non-detention grade devices installed.
- Enclosed switch has capped conductors accessible.
- Some electrical panels are showing signs of corrosion.
EXISTING CONDITIONS – ELECTRICAL

• Exposed conductors/cabling visible in First Floor catwalk.
• Non-detention style devices noted in Laundry/Sallyport area.
• Enclose switch for removed/abandoned equipment not removed.
• Staff noted intercom stations have issues.
• Data distribution needs to be updated.
EXISTING CONDITIONS – ELECTRICAL

- Electrical panel in basement does not have the proper working space as required by the National Electrical Code (110.26).
- Various / loose communication cables (data/security/etc.) in Basement need to be evaluated to organize cabling, abandoned cables need to be removed.
- Building receives (2) feeds from the 61 Building. One at 208V, 3-phase, 600A and one at 208V, 1-phase, 400A. The 600A main disconnect is showing signs of corrosion.
- Existing Generac natural gas generator is in good shape.
EXISTING CONDITIONS – ELECTRICAL

• Several of the electrical panels have foreign systems located in the panels dedicated electrical space which violates the National Electrical Code (110.26E).
• Telephone equipment (punch downs, etc.) are located behind an owner provided work bench.
EXISTING CONDITIONS – ELECTRICAL (61 BUILDING)

- Building is protected by (2) different Fire Alarm Systems. A Faraday 19000A serves floors 1 and 2 while a Simplex 4001U serves the 3rd floor.
- Elevator machine room does not have a GFCI duplex receptacle as required by the National Electrical Code (620.23C and 620.85).
- Existing indoor ONAN/Cummins natural gas generator with 705.0 hours is in good shape.
EXISTING CONDITIONS – ELECTRICAL (61 BUILDING)

- Building contains a Dayton Power & Light (DP&L) medium voltage (12.47kv) switchboard and medium voltage transformer (1000kva, 12470-208/120). The medium voltage gear is in good shape.
- Building contains a low voltage (208/120V) switchboard. The low voltage gear is in good shape.
- Building provide power to 77 Market Street building via two pad mounted transformers (500kva & 100kva). Transformers are in good shape.
EXISTING CONDITIONS – ELECTRICAL (61 BUILDING)

- Utility meter located inside Main Electrical Room.
- Onan automatic transfer switch is in good shape.
- Facility has manual lighting control throughout.
- Staff indicated that as fluorescent fixtures burn out, they are replacing them with retrofit linear LED lights which require the ballast to be bypassed and the tombstones to be replaced.
- Detention covers were noted on receptacles but not on lighting control devices.
<table>
<thead>
<tr>
<th>TABLE OF CONTENTS</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Executive Summary</td>
<td>3</td>
</tr>
<tr>
<td>Description</td>
<td>4</td>
</tr>
<tr>
<td>How this Report is Organized</td>
<td>5</td>
</tr>
<tr>
<td>Greene County Adult Detention Center Existing Conditions</td>
<td>6</td>
</tr>
<tr>
<td>Life Expectancy Matrix</td>
<td>41</td>
</tr>
</tbody>
</table>
EXECUTIVE SUMMARY

- The Adult Detention Center has a gross floor area of approximately 91,315 SF housed on one floor. With regard to interior upkeep and maintenance, the staff has done an exceptional job. The facility was completed in 2000 and is largely a pre-engineered metal building system manufactured by Kirby Manufacturing and nearing twenty years old. The facility is beginning to show signs of deterioration including:
  - The NW side of the facility has an inadequate storm drainage/grading system causing recurrent ponding beneath the corner air handler.
  - The existing downspout and gutter system has several misaligned downspout boots and most of the gutter seams are leaking causing ponding and splashing along the building perimeter.
  - Functionally, the loading dock is too low to receive common service and delivery vehicles.
  - The metal roofing system is nearing the end of its useful life. In addition, the 6” vinyl faced insulation system is minimal, while it meets the 2012 International Energy Code for metal buildings it is not as efficient as insulation requirements for traditional building systems.
  - The metal wall panel system has experienced minor damage inherent to this type of building system including damaged base trim. The system is showing signs of moisture infiltration due to inadequate or aging perimeter sealants. The 4” vinyl faced insulation system is minimal, while it meets the 2012 International Energy Code for metal buildings it is not as efficient as insulation requirements for traditional building systems.
  - The few exterior metal doors and frames are rusting and in need of replacement. The exterior aluminum windows are showing signs of water infiltration due to their age.
  - The existing housing restroom/shower areas are in need of upgrades of finishes, equipment, and compliance with ADA guidelines.
  - The exposed structural steel above the outdoor recreation area is in need of rust prohibitive primer and new paint.
  - A detailed ADA assessment should be initiated as it appears the facility is generally compliant with regards to general public visitation but not compliant for staff or inmates.
  - The existing kitchen/laundry area has sufficient space. However, one of the functional deficiencies throughout the facility is lack of slope to floor drains causing ponding. The laundry drain should be inspected as water backs-up when both washers drain simultaneously.
  - In the housing pods, there is no water control system to reduce flooding caused by inmates as the original solenoid valves have been removed as a fire hazard.
  - The county has a plan in place to replace the current packaged HVAC units which are nearing the end of their useful lives.
  - There is no smoke evacuation system in the housing pods.
  - The electrical panels in the kitchen area are showing signs of corrosion and there are no GFCI protected receptacles which is a violation of the National Electric Code. The existing exterior and interior lighting fixtures are inefficient and not consistent with current technologies.
  - The Stanley security system is obsolete.
DESCRIPTION

• This report evaluates the Greene County ADC owned by Greene County.
• The purpose of the report is to assess the existing conditions related to building components and systems, and to note suggested improvements, maintenance and repairs needed to generally meet current code requirements, maintain existing systems and to prevent possible further deterioration of components in need of repair.
• The report is based on visual observations made by professional architects and engineers during an on site walk-through of the building. Information was also obtained from building users and maintenance staff.
• Observations and reviews do NOT include:
  – Detailed evaluation of existing systems
  – Detailed building code compliance
  – Detailed compliance with ADA Accessibility Standards for Accessible Design
  – Hazardous material review
  – Destructive material testing
  – Environmental review
  – Enhanced energy efficiencies
HOW THIS REPORT IS ORGANIZED

The Greene County ADC is represented with the following information:

- **General Information about the building.**
- **Existing Conditions:** Description of the current condition of the exterior shell or envelope of the building, interior conditions, mechanical systems, electrical systems, equipment and fixed furnishings, and site work.
- **Life Expectancy of Building Components:**
  - All building systems or components have a life expectancy or estimated number of years of service. When the life expectancy is reached or exceeded, but equipment remains in service, the number of repairs and the overall cost of maintaining the building increases.
- **Reference Life Expectancy Matrix on Page 40**
  - The “Green” bar represents the anticipated minimum life expectancy of the component.
  - The “Yellow” bar represents the range between anticipated minimum and maximum life expectancy of the component.
  - The “Red” bar represents when the component exceeds its anticipated maximum life expectancy.
  - The “Blue” vertical “5-Year” bars represent the current 5 year period starting in 2019.
GENERAL INFORMATION

- 2295 Greene Way Boulevard
GENERAL INFORMATION

• Completed in 2000

• Gross Floor Area: Approximately 91,315 GSF

• Number of Stories: One

• Roof: Metal

• Exterior Walls: Metal Panels with brick veneer at entry and loading dock.

• Windows: Aluminum
EXISTING CONDITIONS

SITEWORK

• Inadequate storm drainage system in this area causes ponding beneath HVAC units.
EXISTING CONDITIONS

SITEWORK

- Repair misaligned drain boots to help prevent ponding adjacent to building.
EXISTING CONDITIONS

SITEWORK

- Gutter system seams leaking causing ponding at frequent locations adjacent to building.
EXISTING CONDITIONS
SITEWORK

- Repair erosion at catch basin at south side of building. Improve the condensate discharge to prevent erosion.
EXISTING CONDITIONS

SITEWORK

- Steel railing at loading dock nearing end of useful life.
EXISTING CONDITIONS
SITEWORK

- Loading dock has functional limitations due to low clearance height.
EXISTING CONDITIONS

BUILDING ENVELOPE

- The metal roofing has had some recurring leaking over the years and is nearing the end of its useful life.
EXISTING CONDITIONS
BUILDING ENVELOPE

• Clean brick and replace caulking and sealants of brick entry features.
EXISTING CONDITIONS

BUILDING ENVELOPE

- Metal wall panel system has experienced minor damage to base trim, panels, and infiltration sealants.
EXISTING CONDITIONS
BUILDING ENVELOPE

• Existing perimeter hollow metal doors and frames are in need of repair.
EXISTING CONDITIONS
BUILDING ENVELOPE

- Existing aluminum windows are showing signs of water infiltration.
- Existing louvers should be reviewed and sealants replaced.
EXISTING CONDITIONS
BUILDING ENVELOPE

- The existing metal panel wall system is showing signs of moisture infiltration due to inadequate perimeter insulation and sealants.
EXISTING CONDITIONS
INTERIOR FLOORING

• Interior VCT flooring showing signs of wear.
EXISTING CONDITIONS
INTERIOR WALLS

• Overall wall finishes are well maintained. There are signs of differential movement at some perimeter wall locations.
EXISTING CONDITIONS
INTERIOR CEILINGS

- Exposed bag-style insulation is showing signs of water damage and physical abuse.
EXISTING CONDITIONS
INTERIOR RESTROOMS

• The existing housing restroom/shower areas are in need of finishes, ADA, and equipment upgrades.
EXISTING CONDITIONS
INTERIOR CEILINGS

• Interior ceilings are well-maintained, but have experienced localized staining due to water damage.
EXISTING CONDITIONS
INTERIOR CEILINGS

• Exposed structural steel above outdoor recreation area is in need of primer/painting.
EXISTING CONDITIONS

INTERIOR DOORS

- Existing interior doors and frames are generally in good condition with the door added to separate the Commissary being non-standard.
EXISTING CONDITIONS

INTERIOR SIGNAGE

• Existing interior life-safety and environmental signage is adequate.
EXISTING CONDITIONS
INTERIOR ADA

• Pending a detailed ADA assessment, the facility is generally compliant with regards to the general public but not in the Control Room and other service areas.
EXISTING FUNCTIONS

KITCHEN

- Overall food preparation area is sufficient.
- Meals prepared here for the Downtown Jail.
- Existing freezer/cooler area is sufficient.
- Floor lacks sufficient slope to drain properly.
- Some floor patching has occurred.
EXISTING FUNCTIONS

LAUNDRY

- Floor lacks sufficient slope to drain properly.
- Poor location of mop sink.
EXISTING CONDITIONS – FIRE PROTECTION

• The facility is fully sprinklered.
• There are two wet pipe system risers.
• There are two dry pipe sprinkler systems fed from the wet systems.
  – Outdoor Recreation
  – Evidence Storage
• The evidence Storage system is to be converted to a wet system in 2019.
EXISTING CONDITIONS – PLUMBING

• The domestic hot water system includes two 720 MBH boilers. One original and one replace in 2016. These feed two 750-gallon storage tanks.

• There is a master thermostatic mixing valve in the mechanical room with additional mixing valves for showers at the cell pods.

• There is no water control system to stop flooding caused by inmates. The original solenoid valves at the cell pods have been removed due to a fire hazard.

• Most of the plumbing fixtures are vitreous china with stainless steel penal water closets in the cell pods. Fixtures appeared in good condition.
EXISTING CONDITIONS – PLUMBING

• It was noted that when both clothes washers drain simultaneously the floor drain overflows.

• Most of the plumbing fixtures are vitreous china with stainless steel penal water closets in the cell pods. Fixtures appeared in good condition.
**EXISTING CONDITIONS – HVAC**

- There are nine (9) packaged HVAC units. Seven of the units are at grade on platforms. The central core unit, a VAV unit was replaced in 2016. There is a plan in place to replace the remaining units one unit per year.
- The Master Control room has a separate roof mounted packaged unit. The room is warm all year. The unit may not have the capacity required.
- The VAV unit serving the central core areas does not have a control system. The VAV units are operating individually from their on-board control cards. Adjustments to set points is very difficult.
- There is a smoke evacuation system for the cell pods.
RECOMMENDATIONS - HVAC

- Replace abandoned cell pod solenoid control valves and central control system.
- Update and replace Master Control rooftop HVAC unit.
- Replace temperature control system on VAV system.
- Continue with planned HVAC unit replacement of one per year.
EXISTING CONDITIONS - ELECTRICAL

• Existing Square D #QED main switchboard is in good condition. Switchboard is rated for 1600A at 480/277V, 3-phase, 4-wire. Staff noted all electrical gear was cleaned inside/out in 2017.
• Fire Alarm System (Edwards System Technology EST2) has issues. Staff noted panel is due to be replaced in 2019.
• A Fire Alarm Annunciator panel is located in main Control room and in the Main Entrance Lobby.
EXISTING CONDITIONS - ELECTRICAL

- Existing Detroit Diesel, 125KW diesel generator is in good shape. Unit is tested weekly and has 720.4 hours on it.
- Owner provided storage has been installed in panelboard dedicated equipment space which is a violation of the National Electrical Code (110.26E).
- Both Kitchen electrical panels are showing signs of corrosion.
- No GFCI protected receptacles were located in the Kitchen area which is a violation of the National Electrical Code (210.8B).
EXISTING CONDITIONS - ELECTRICAL

• Devices in Classroom do not have detention covers.
• SAS (Stanley) security system is obsolete.
• Master Control room lacks convenience receptacles.
• Holding area devices lack detention covers, power strips used to power TV.
• There is a mix of devices in the Dayrooms. Some are standard and some are detention style.
EXISTING CONDITIONS - ELECTRICAL

- Staff indicated exterior lights are controlled via photocell. Lights were observed on with sufficient daylight.
- Staff indicated as fluorescent lights burn out, they are replacing with retrofit linear LED lights with require the ballast to be bypassed and the tombstones to be replaced.
- Uninterruptible Power Supply needs cleaned.
- Duplex receptacle in Dayroom needs replaced.
LIFE EXPECTANCY MATRIX

- The “Green” bar represents the anticipated minimum life expectancy of the component.
- The “Yellow” bar represents the range between anticipated minimum and maximum life expectancy of the component.
- The “Red” bar represents when the component exceeds its anticipated maximum life expectancy.
- The “Blue” vertical “5-Year” bars represent the current 5 year period starting in 2019.
### SPACE LIST - Summary

**Greene County Sheriff's Office**

<table>
<thead>
<tr>
<th>Police Department</th>
<th>Net Square Feet</th>
<th>Department Grossing Factor</th>
<th>Department Square Feet</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Lobby</td>
<td>4,320</td>
<td>1.40</td>
<td>6,048</td>
</tr>
<tr>
<td>2 Command Staff</td>
<td>2,180</td>
<td>1.45</td>
<td>3,161</td>
</tr>
<tr>
<td>3 Records</td>
<td>628</td>
<td>1.45</td>
<td>911</td>
</tr>
<tr>
<td>4 Civil Process</td>
<td>304</td>
<td>1.45</td>
<td>441</td>
</tr>
<tr>
<td>5 Conceal and Carry Weapons (CCW)</td>
<td>224</td>
<td>1.45</td>
<td>325</td>
</tr>
<tr>
<td>6 Warrants</td>
<td>288</td>
<td>1.45</td>
<td>418</td>
</tr>
<tr>
<td>7 Quartermaster</td>
<td>364</td>
<td>1.30</td>
<td>473</td>
</tr>
<tr>
<td>8 Patrol</td>
<td>3,785</td>
<td>1.45</td>
<td>5,488</td>
</tr>
<tr>
<td>9 Criminal Investigations</td>
<td>1,920</td>
<td>1.45</td>
<td>2,784</td>
</tr>
<tr>
<td>10 Evidence</td>
<td>4,287</td>
<td>1.40</td>
<td>6,002</td>
</tr>
<tr>
<td>11 Garage</td>
<td>2,105</td>
<td>1.65</td>
<td>3,473</td>
</tr>
<tr>
<td>12 SWAT</td>
<td>1,130</td>
<td>1.40</td>
<td>1,582</td>
</tr>
<tr>
<td>13 Staff Facilities</td>
<td>4,350</td>
<td>1.35</td>
<td>5,873</td>
</tr>
<tr>
<td>14 Coroner</td>
<td>1,830</td>
<td>1.45</td>
<td>2,654</td>
</tr>
<tr>
<td>15 Technology</td>
<td>520</td>
<td>1.25</td>
<td>650</td>
</tr>
<tr>
<td>16 Facility Maintenance</td>
<td>150</td>
<td>1.25</td>
<td>188</td>
</tr>
<tr>
<td>17 Mechanical (5%)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>28,385</td>
<td></td>
<td>42,492</td>
</tr>
</tbody>
</table>

**Building Gross Factor - Circulation, Stairs, Exterior Envelope (10%)**

3,399

**TOTAL G.S.F.**

45,892

**Outdoor Features:** Secure staff parking. Concealed parking for investigator vehicles. Provide secure area for emergency generator.
## SPACE LIST
### Greene County Sheriff’s Office
#### Sheriff
##### Public Lobby

<table>
<thead>
<tr>
<th>SPACE/AREA NAME</th>
<th>Area Sq. Ft.</th>
<th>NUMBER OF SPACES</th>
<th>NET S.F.</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Weather Vestibule</td>
<td>(100)</td>
<td>1</td>
<td>100</td>
<td>Include trophy and recommendation wall case and hi-lo water fountain. Separation from Jail Lobby is preferred.</td>
</tr>
<tr>
<td>Lobby</td>
<td>(1,000)</td>
<td>1</td>
<td>1000</td>
<td>Walk-in interviews. Seating for up to 3 and a small table.</td>
</tr>
<tr>
<td>Interview Rooms</td>
<td>(100)</td>
<td>2</td>
<td>200</td>
<td>Served Community Room. 4 urinals, 3 toilets, and 4 lavatories</td>
</tr>
<tr>
<td>Male Toilet</td>
<td>(225)</td>
<td>1</td>
<td>225</td>
<td>Sized for Community Room. 7 toilets and 4 lavatories</td>
</tr>
<tr>
<td>Female Toilet</td>
<td>(270)</td>
<td>1</td>
<td>270</td>
<td>Mop sink</td>
</tr>
<tr>
<td>Janitor Closet</td>
<td>(30)</td>
<td>1</td>
<td>30</td>
<td></td>
</tr>
<tr>
<td>Community/Training Room</td>
<td>(20)</td>
<td>75</td>
<td>1500</td>
<td>Seating for 75 people (assume 20 sf per person). Audio visual equipment. Multiple lighting options. Activities will include: FBI/DEA meetings, CPR training, OVI updates, tazor training, search team training, media events, public safety information forums, and “Coffee with the Sheriff”</td>
</tr>
<tr>
<td>Storage</td>
<td>(120)</td>
<td>1</td>
<td>120</td>
<td>Table and chair storage to allow for flexible arrangements.</td>
</tr>
<tr>
<td>Kitchen Area</td>
<td>(140)</td>
<td>1</td>
<td>140</td>
<td>Full size refrigerator, coffee maker, ice machine, with filtered water, sink, dishwasher, wall cabinets, and buffet table</td>
</tr>
<tr>
<td>Training Equipment Storage</td>
<td>(100)</td>
<td>1</td>
<td>100</td>
<td></td>
</tr>
<tr>
<td>Sub-Lobby</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Waiting Area</td>
<td>(225)</td>
<td>1</td>
<td>225</td>
<td>Serves Warrants, Civil, CCW, Records, and Sheriff Reception. Staff will be crossed trained.</td>
</tr>
<tr>
<td>Public Window</td>
<td>(100)</td>
<td>1</td>
<td>100</td>
<td>Walk-in interviews. Seating for up to 3 and a small table. Can be used by detectives.</td>
</tr>
<tr>
<td>Interview Room</td>
<td>(100)</td>
<td>1</td>
<td>100</td>
<td></td>
</tr>
<tr>
<td>Fingerprint Photo Space</td>
<td>(100)</td>
<td>1</td>
<td>100</td>
<td>For background checks, concealed and carry</td>
</tr>
<tr>
<td>Credit Card Machine</td>
<td>(10)</td>
<td>1</td>
<td>10</td>
<td>For CCW</td>
</tr>
<tr>
<td>Emerg Safe/Public Assistance Room</td>
<td>(100)</td>
<td>1</td>
<td>100</td>
<td></td>
</tr>
</tbody>
</table>

**SUB - TOTALS:**

<table>
<thead>
<tr>
<th>Total NSF</th>
<th>Current Need</th>
</tr>
</thead>
<tbody>
<tr>
<td>4,320</td>
<td></td>
</tr>
</tbody>
</table>

**Departmental Gross Factor:** 1.4

<table>
<thead>
<tr>
<th>Subtotal NSF</th>
<th>Total DGSF</th>
</tr>
</thead>
<tbody>
<tr>
<td>6,048</td>
<td></td>
</tr>
</tbody>
</table>
### SPACE LIST

**Greene County Sheriff’s Office**

<table>
<thead>
<tr>
<th>SPACE/AREA NAME</th>
<th>Area Sq. Ft</th>
<th>NUMBER OF SPACES</th>
<th>NET S.F.</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Offices</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sheriff (p)</td>
<td>(280)</td>
<td>1</td>
<td>280</td>
<td>Workstation, credenza, printer, file storage, and conference area for 6 persons</td>
</tr>
<tr>
<td>- Toilet/Shower Room</td>
<td>(80)</td>
<td>1</td>
<td>80</td>
<td></td>
</tr>
<tr>
<td>Administrative Assistant (o)</td>
<td>(80)</td>
<td>1</td>
<td>80</td>
<td></td>
</tr>
<tr>
<td>Chief Deputy (p)</td>
<td>(240)</td>
<td>1</td>
<td>240</td>
<td>Workstation, credenza, printer, file storage, and conference area for 6 persons</td>
</tr>
<tr>
<td>Law Enforcement Major (p)</td>
<td>(200)</td>
<td>1</td>
<td>200</td>
<td>Workstation, credenza, printer, file storage, and seating for 4 visitors</td>
</tr>
<tr>
<td>Finance</td>
<td>(140)</td>
<td>2</td>
<td>280</td>
<td>Workstation, credenza, printer, file storage, and seating for 2 visitors</td>
</tr>
<tr>
<td>Human Resources</td>
<td>(140)</td>
<td>1</td>
<td>140</td>
<td>Workstation, credenza, printer, file storage, and seating for 2 visitors</td>
</tr>
<tr>
<td>Accreditation Officer</td>
<td>(140)</td>
<td>1</td>
<td>140</td>
<td>Workstation, credenza, printer, file storage, and seating for 2 visitors</td>
</tr>
<tr>
<td>Training Coordinator</td>
<td>(140)</td>
<td>1</td>
<td>140</td>
<td>Workstation, credenza, printer, file storage, and seating for 2 visitors</td>
</tr>
<tr>
<td>Data Office</td>
<td>(120)</td>
<td>1</td>
<td>120</td>
<td></td>
</tr>
<tr>
<td><strong>Support Spaces</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Conference Room</td>
<td>(280)</td>
<td>1</td>
<td>280</td>
<td>Seating for 12 persons, audio-visual equipment, coffee/buffet counter. Adjacent to the Sheriff’s Office.</td>
</tr>
<tr>
<td>Supply Storage</td>
<td>(80)</td>
<td>1</td>
<td>80</td>
<td>Office Supplies</td>
</tr>
<tr>
<td>Personnel Records</td>
<td>(120)</td>
<td>1</td>
<td>120</td>
<td></td>
</tr>
</tbody>
</table>

**SUB - TOTALS:**

<table>
<thead>
<tr>
<th>Sub-Total NSF (p)</th>
<th>2,180</th>
</tr>
</thead>
<tbody>
<tr>
<td>Current Need (o)</td>
<td></td>
</tr>
<tr>
<td>Departmental Gross Factor: 1.45</td>
<td></td>
</tr>
</tbody>
</table>

**Total NSF:**

| 3,161 |

(p) = Private Office  
(o) = Open office workstation  
(s) = Shared office
# SPACE LIST

**Greene County Sheriff's Office**

<table>
<thead>
<tr>
<th>SPACE/AREA NAME</th>
<th>Area Sq. Ft.</th>
<th>NUMBER OF SPACES</th>
<th>NET S.F.</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Public Window</strong></td>
<td>(40)</td>
<td>1</td>
<td>40</td>
<td>1 workstation at counter. Bullet Resistant glass. CPU and monitor. Open 8am to 5pm.</td>
</tr>
<tr>
<td><strong>Open Office</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Workstations (o)</td>
<td>(64)</td>
<td>2</td>
<td>128</td>
<td>One for reception and one for records</td>
</tr>
<tr>
<td>Copier/Printer/Scanner</td>
<td>(60)</td>
<td>1</td>
<td>60</td>
<td>Shared among Records, CCW, Warrants, and Civil Process staff.</td>
</tr>
<tr>
<td>Files</td>
<td>(120)</td>
<td>1</td>
<td>120</td>
<td>Can be open</td>
</tr>
<tr>
<td>Secured Files</td>
<td>(160)</td>
<td>1</td>
<td>160</td>
<td>6 file cabinets now. Allow expansion to 8 cabinets</td>
</tr>
<tr>
<td>Juvenile Files</td>
<td>(40)</td>
<td>1</td>
<td>40</td>
<td>Secured Room</td>
</tr>
<tr>
<td>Form/Office Storage</td>
<td>(80)</td>
<td>1</td>
<td>80</td>
<td></td>
</tr>
</tbody>
</table>

**SUB - TOTALS:**

<table>
<thead>
<tr>
<th></th>
<th>628</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Total NSF</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Current Need</strong></td>
<td></td>
</tr>
</tbody>
</table>

Departmental Gross Factor: **1.45**

**Total DGSF**

<table>
<thead>
<tr>
<th></th>
<th>911</th>
</tr>
</thead>
<tbody>
<tr>
<td>5/9/2019</td>
<td></td>
</tr>
<tr>
<td>SPACE/AREA NAME:</td>
<td>Area Sq. Ft.</td>
</tr>
<tr>
<td>-----------------</td>
<td>------------</td>
</tr>
<tr>
<td>Open Office</td>
<td></td>
</tr>
<tr>
<td>Workstation (o)</td>
<td>(64)</td>
</tr>
<tr>
<td>File Storage</td>
<td>(120)</td>
</tr>
<tr>
<td>Small Conference Room</td>
<td>(120)</td>
</tr>
</tbody>
</table>

**SUB - TOTALS:**

- **Total NSF:** 304
- **Total NSF Current Need:** 304
- **Departmental Gross Factor:** 1.45
- **Total DGSF:** 441

**Remarks**

- KEY ADJACENCIES: Adjacent to Public Sub-Lobby, Records, CCW, Warrants, Civil Process, and Reception share open office area.
# SPACE LIST
Greene County Sheriff's Office

<table>
<thead>
<tr>
<th>SPACE/AREA NAME</th>
<th>Area Sq. Ft.</th>
<th>NUMBER OF SPACES</th>
<th>NET S.F.</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public Window</td>
<td>(40)</td>
<td>1</td>
<td>40</td>
<td>1 workstation at counter. Bullet Resistant glass. CPU and monitor. Open 8am to 5pm.</td>
</tr>
<tr>
<td>Open Office</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Workstations (o)</td>
<td>(64)</td>
<td>1</td>
<td>64</td>
<td>2 computer systems and a fingerprint computer (room located in sub-lobby)</td>
</tr>
<tr>
<td>File Storage</td>
<td>(120)</td>
<td>1</td>
<td>120</td>
<td></td>
</tr>
</tbody>
</table>

**SUB - TOTALS:**

- Total NSF: 224
- Current Need: 325

Departmental Gross Factor: 1.45

5/9/2019
<table>
<thead>
<tr>
<th>SPACE/AREA NAME</th>
<th>Area Sq. Ft</th>
<th>NUMBER OF SPACES</th>
<th>NET S.F.</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public Window</td>
<td>(40)</td>
<td>1</td>
<td>40</td>
<td>1 workstation at counter. Bullet Resistant glass. CPU and monitor. Open 8am to 5pm.</td>
</tr>
<tr>
<td>Open Office</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Workstations (o)</td>
<td>(64)</td>
<td>2</td>
<td>128</td>
<td></td>
</tr>
<tr>
<td>File Storage</td>
<td>(120)</td>
<td>1</td>
<td>120</td>
<td></td>
</tr>
</tbody>
</table>

**SUB - TOTALS:**

- Total NSF: 288
- Current Need: 418

Departmental Gross Factor: 1.45

5/9/2019
### SPACE LIST
Greene County Sheriff's Office

<table>
<thead>
<tr>
<th>SPACE/AREA NAME:</th>
<th>Area</th>
<th>NUMBER OF SPACES</th>
<th>NET S.F.</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Workstation (o)</td>
<td>(64)</td>
<td>1</td>
<td>64</td>
<td>1 workstation at counter. Bullet Resistant glass. CPU and monitor. Open 8am to 5pm.</td>
</tr>
<tr>
<td>Storage</td>
<td>(300)</td>
<td>1</td>
<td>300</td>
<td>Provide racks for uniforms and shelving for issued equipment.</td>
</tr>
</tbody>
</table>

**SUB - TOTALS:**

<table>
<thead>
<tr>
<th>Total NSF</th>
<th>364</th>
</tr>
</thead>
<tbody>
<tr>
<td>Current Need</td>
<td>473</td>
</tr>
</tbody>
</table>

**Departmental Gross Factor:** 1.3

5/9/2019
## SPACE LIST
Greene County Sheriff's Office

### SPACE/AREA NAME

<table>
<thead>
<tr>
<th>Area Sq. Ft.</th>
<th>NUMBER OF SPACES</th>
<th>NET S.F.</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Patrol Work Area Suite</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Captain (p)</td>
<td>(180)</td>
<td>1</td>
<td>180</td>
</tr>
<tr>
<td>Sergeant (p)</td>
<td>(120)</td>
<td>5</td>
<td>600</td>
</tr>
<tr>
<td><strong>Report Writing/Common Area</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Printer/Copier Area</td>
<td>(40)</td>
<td>1</td>
<td>40</td>
</tr>
<tr>
<td>Form Storage</td>
<td>(10)</td>
<td>1</td>
<td>10</td>
</tr>
<tr>
<td>Case File Storage</td>
<td>(150)</td>
<td>1</td>
<td>150</td>
</tr>
<tr>
<td><strong>Roll Call Room</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(700)</td>
<td>1</td>
<td>700</td>
<td>Seating for 20 persons. Provide briefing/training tables. Provide audio/visual equipment for presentations (TBD).</td>
</tr>
<tr>
<td>Table and chair storage</td>
<td>(80)</td>
<td>1</td>
<td>80</td>
</tr>
<tr>
<td><strong>Support Spaces (Adjacent to Roll Call Room)</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Supervisor Office</td>
<td>(120)</td>
<td>1</td>
<td>120</td>
</tr>
<tr>
<td>Adjunct Armory (Temporary Storage)</td>
<td>(120)</td>
<td>1</td>
<td>120</td>
</tr>
<tr>
<td>Riot Gear Storage</td>
<td>(240)</td>
<td>1</td>
<td>240</td>
</tr>
<tr>
<td>Crime Scene Kits &amp; Equipment</td>
<td>(100)</td>
<td>1</td>
<td>100</td>
</tr>
<tr>
<td>Radio Charging Station</td>
<td>(25)</td>
<td>1</td>
<td>25</td>
</tr>
<tr>
<td>Interview Rooms</td>
<td>(120)</td>
<td>4</td>
<td>480</td>
</tr>
<tr>
<td><strong>Conference Room</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(200)</td>
<td>1</td>
<td>200</td>
<td>Conference table with seating for 8. Provide audio/visual equipment.</td>
</tr>
<tr>
<td><strong>Transport Team</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(240)</td>
<td>1</td>
<td>240</td>
<td>Office for 4 persons</td>
</tr>
</tbody>
</table>

### SUB - TOTALS:
3,785

- (p) = Private Office
- (o) = Open office workstation
- (s) = Shared office

Departmental Gross Factor: 1.45

5,488

Total DGSF

5/9/2019
## SPACE LIST

### Greene County Sheriff's Office

- **Criminal Investigations**

### Table: Space List

<table>
<thead>
<tr>
<th>SPACE/AREA NAME</th>
<th>Area Sq. Ft.</th>
<th>NUMBER OF SPACES</th>
<th>NET S.F.</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Offices</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Captain (p)</td>
<td>(180)</td>
<td>1</td>
<td>180</td>
<td>Workstation, credenza, printer, file storage, up to 3 visitors.</td>
</tr>
<tr>
<td>Detective offices (p)</td>
<td>(120)</td>
<td>8</td>
<td>960</td>
<td>4 detective offices + 2 float (drug task force) detectives + 2 offices for expansion.</td>
</tr>
<tr>
<td>Printer/Copier/Scanner Area</td>
<td>(60)</td>
<td>1</td>
<td>60</td>
<td>Office supplies can be in built-in cabinets and wall cabinets</td>
</tr>
<tr>
<td><strong>Support Spaces</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Interview Rooms</td>
<td>(120)</td>
<td>2</td>
<td>240</td>
<td>Seating for up to 5 persons and a small table. Audio and video recording capability including &quot;voice stress&quot; capability</td>
</tr>
<tr>
<td>Polygraph Room</td>
<td>(80)</td>
<td>1</td>
<td>80</td>
<td>Seating for up to 10 persons</td>
</tr>
<tr>
<td>Conference Room/War Room</td>
<td>(240)</td>
<td>1</td>
<td>240</td>
<td>Seating for up to 10 persons</td>
</tr>
<tr>
<td>Gear Storage</td>
<td>(120)</td>
<td>1</td>
<td>120</td>
<td>Includes storage for 4 pelican cases</td>
</tr>
<tr>
<td>Office Storage</td>
<td>(40)</td>
<td>1</td>
<td>40</td>
<td></td>
</tr>
<tr>
<td><strong>SUB - TOTALS:</strong></td>
<td></td>
<td></td>
<td>1,920</td>
<td></td>
</tr>
<tr>
<td>Total NSF</td>
<td></td>
<td></td>
<td>1,920</td>
<td></td>
</tr>
<tr>
<td>Current Need</td>
<td></td>
<td></td>
<td>1,920</td>
<td></td>
</tr>
<tr>
<td><strong>Departmental Gross Factor:</strong></td>
<td></td>
<td></td>
<td>1.45</td>
<td></td>
</tr>
</tbody>
</table>

**Total NSF:** 1,920  
**Current Need:** 1,920  

(p) = Private Office  
(o) = Open office workstation  
(s) = Shared office

5/9/2019
# SPACE LIST

**Greene County Sheriff's Office**

<table>
<thead>
<tr>
<th>SPACE/AREA NAME</th>
<th>Area Sq. Ft.</th>
<th>NUMBER OF SPACES</th>
<th>NET S.F.</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Patrol Evidence Processing Alcove</td>
<td>(250)</td>
<td>1</td>
<td>250</td>
<td>Located near the patrol entry. Provide a variety of pass-through lockers including refrigerated lockers. 4 workstations with CPU/Monitor. Shared printer and label maker. Provide base and wall cabinets with counter space for scales and heat sealer. Supplies will be kept in base and wall cabinets.</td>
</tr>
<tr>
<td>Evidence Lab</td>
<td>(400)</td>
<td>1</td>
<td>400</td>
<td>Stainless steel counters, sinks, refrigerator. 3 Workstations. Provide emergency eyewash. Sink</td>
</tr>
<tr>
<td>Chemical Processing Area</td>
<td>(200)</td>
<td>1</td>
<td>200</td>
<td>Latent prints fume hood</td>
</tr>
<tr>
<td>Drying Cabinets</td>
<td>(9)</td>
<td>6</td>
<td>54</td>
<td></td>
</tr>
<tr>
<td>Forensics Workbench</td>
<td>(80)</td>
<td>1</td>
<td>80</td>
<td>Electronic Forensics</td>
</tr>
<tr>
<td>Storage</td>
<td>(200)</td>
<td>1</td>
<td>200</td>
<td></td>
</tr>
<tr>
<td>Vehicle Evidence Processing</td>
<td>(540)</td>
<td>1</td>
<td>540</td>
<td>Garage located adjacent to the Evidence Lab. Includes space for workbench.</td>
</tr>
<tr>
<td>Evidence Storage</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>High Density Storage</td>
<td>(1,000)</td>
<td>1</td>
<td>1000</td>
<td></td>
</tr>
<tr>
<td>Bulk Storage</td>
<td>(400)</td>
<td>1</td>
<td>400</td>
<td></td>
</tr>
<tr>
<td>Refrigerated Storage</td>
<td>(64)</td>
<td>1</td>
<td>64</td>
<td>2 Refrigerators and 1 Freezer</td>
</tr>
<tr>
<td>Narcotics Room</td>
<td>(150)</td>
<td>1</td>
<td>150</td>
<td></td>
</tr>
<tr>
<td>Cash Safe</td>
<td>(9)</td>
<td>1</td>
<td>9</td>
<td></td>
</tr>
<tr>
<td>Supplies</td>
<td>(40)</td>
<td>1</td>
<td>40</td>
<td></td>
</tr>
<tr>
<td>Found and Confiscated Property</td>
<td>(900)</td>
<td>1</td>
<td>900</td>
<td>Can this be at the ADC</td>
</tr>
<tr>
<td>Gas Incenerator</td>
<td>(0)</td>
<td>0</td>
<td>0</td>
<td>Located outside. For the inceneration of drugs.</td>
</tr>
</tbody>
</table>

**SUB - TOTALS:**

- **Total NSF:** 4,287
- **Current Need:** 6,002

Departmental Gross Factor: **1.4**

5/9/2019
<table>
<thead>
<tr>
<th>SPACE/AREA NAME:</th>
<th>Area Sq. Ft.</th>
<th>NUMBER OF SPACES</th>
<th>NET S.F.</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Incident Command Vehicle</td>
<td>(450)</td>
<td>1</td>
<td>450</td>
<td>Stall at 15'x30' plus circulation</td>
</tr>
<tr>
<td>Future Specialty Vehicle</td>
<td>(450)</td>
<td>1</td>
<td>450</td>
<td>Assume a vehicle such as a Bearcat. Stall 15'x30' plus circulation</td>
</tr>
<tr>
<td>Maintenance Stalls</td>
<td>(375)</td>
<td>1</td>
<td>375</td>
<td>Stalls have adjacent workbenches. Each stall has a lift.</td>
</tr>
<tr>
<td>Maintenance Storage Room</td>
<td>(200)</td>
<td>1</td>
<td>200</td>
<td></td>
</tr>
<tr>
<td>Office</td>
<td>(120)</td>
<td>1</td>
<td>120</td>
<td></td>
</tr>
<tr>
<td>Washbay</td>
<td>(450)</td>
<td>1</td>
<td>450</td>
<td>Drive-thru. Separate from other areas of the garage.</td>
</tr>
<tr>
<td>Bicycle Storage</td>
<td>(6)</td>
<td>10</td>
<td>60</td>
<td>Wall mounted</td>
</tr>
</tbody>
</table>

**SUB - TOTALS:**

<table>
<thead>
<tr>
<th></th>
<th>2,105</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total NSF</td>
<td></td>
</tr>
<tr>
<td>Current Need</td>
<td></td>
</tr>
</tbody>
</table>

Departmental Gross Factor: 1.65

Total DGSF: 3,473

(p) = Private Office
(o) = Open office workstation
(s) = Shared office
<table>
<thead>
<tr>
<th>SPACE/AREA NAME:</th>
<th>Area Sq. Ft.</th>
<th>NUMBER OF SPACES</th>
<th>NET S.F.</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Supply Room</td>
<td>(300)</td>
<td>1</td>
<td>300</td>
<td>Storage for up to 30 totes. Assume 6 totes can hang in 3' wide storage unit. Include storage units for 30 each -- vests, guns, helmets, shields, charging stations for flashlights.</td>
</tr>
<tr>
<td>Armory</td>
<td>(150)</td>
<td>1</td>
<td>150</td>
<td>Locked Storage Cabinets for 30 SWAT guns, ammunition, and gas canisters. Assume wall mounted</td>
</tr>
<tr>
<td>Gun Cleaning Station</td>
<td>(25)</td>
<td>1</td>
<td>25</td>
<td>Ventilate well</td>
</tr>
<tr>
<td>Gun Clearing Station</td>
<td>(5)</td>
<td>1</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>Locker Room (direct connection to Garage)</td>
<td>(10)</td>
<td>15</td>
<td>150</td>
<td>2'x2' full-height lockers for 15 staff.</td>
</tr>
<tr>
<td>Briefing Room</td>
<td>(500)</td>
<td>1</td>
<td>500</td>
<td>Seating for 24 persons. Audio-visual equipment. Briefing tables.</td>
</tr>
</tbody>
</table>

**SUB - TOTALS:**

<table>
<thead>
<tr>
<th>Sub-Total NSF</th>
<th>1,130</th>
</tr>
</thead>
<tbody>
<tr>
<td>(p) = Private Office</td>
<td></td>
</tr>
<tr>
<td>(o) = Open office workstation</td>
<td></td>
</tr>
<tr>
<td>(s) = Shared office</td>
<td></td>
</tr>
<tr>
<td>Departmental Gross Factor: 1.4</td>
<td></td>
</tr>
<tr>
<td>Current Need</td>
<td></td>
</tr>
<tr>
<td>Total NSF</td>
<td>1,582</td>
</tr>
<tr>
<td>Total DGSF</td>
<td>1,582</td>
</tr>
</tbody>
</table>
# SPACE LIST

**Greene County Sheriff's Office**

<table>
<thead>
<tr>
<th>SPACE/AREA NAME</th>
<th>Area Sq. Ft.</th>
<th>NUMBER OF SPACES</th>
<th>NET S.F.</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unisex Locker Room</td>
<td>(18)</td>
<td>90</td>
<td>1620</td>
<td>For sworn officers. 36&quot; W x 24&quot; D locker with under seat under bin storage. Lockers will contain uniforms, hats, boots, vest, winter coats, chargers, duty bag, evidence gear. Provide electrical outlet in each locker. Provide a drinking fountain and water/bottle station.</td>
</tr>
<tr>
<td>Reserve Lockers</td>
<td>(80)</td>
<td>1</td>
<td>80</td>
<td>Residential style washer and dryer</td>
</tr>
<tr>
<td>Toilet/Shower Rooms</td>
<td>(80)</td>
<td>10</td>
<td>800</td>
<td>Each private room has a toilet, lavatory and grooming counter, shower, built-in seating.</td>
</tr>
<tr>
<td>Janitor Closet</td>
<td>(40)</td>
<td>1</td>
<td>40</td>
<td>Storage shelving and mop sink</td>
</tr>
<tr>
<td>Fitness Room</td>
<td></td>
<td></td>
<td></td>
<td>Rubber flooring. Access to natural light. Provide drinking fountain and water/bottle station. Multiple TVs, Mirrors.</td>
</tr>
<tr>
<td>Free Weights Area</td>
<td>(300)</td>
<td>1</td>
<td>300</td>
<td>Include 4 stationary benches and weight rack</td>
</tr>
<tr>
<td>Weight Machines Circuit</td>
<td>(30)</td>
<td>6</td>
<td>180</td>
<td>Machines include leg press, sit-ups, biceps, triceps, bench press, rowing</td>
</tr>
<tr>
<td>Treadmills and Ellipticals</td>
<td>(30)</td>
<td>6</td>
<td>180</td>
<td></td>
</tr>
<tr>
<td>Mat Space</td>
<td>(150)</td>
<td>1</td>
<td>150</td>
<td>Rack for exercise balls</td>
</tr>
<tr>
<td>Stationary Bikes</td>
<td>(25)</td>
<td>4</td>
<td>100</td>
<td></td>
</tr>
<tr>
<td>Breakroom</td>
<td>(500)</td>
<td>1</td>
<td>500</td>
<td>Kitchen area with sink, refrigerator, 2 microwaves, dishwasher, wall cabinets and base cabinets. Ice machine &amp; coffee counter, 2 vending machines. Café (Starbucks) type seating for 10. Provide outdoor seating if possible adjacent to Break Room.</td>
</tr>
<tr>
<td>Staff Toilets</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Male</td>
<td>(180)</td>
<td>1</td>
<td>180</td>
<td>2 toilets, 2 urinals, 2 sinks.</td>
</tr>
<tr>
<td>Female</td>
<td>(180)</td>
<td>1</td>
<td>180</td>
<td>4 toilets, 2 sinks</td>
</tr>
<tr>
<td>Janitor Closet</td>
<td>(40)</td>
<td>1</td>
<td>40</td>
<td>Storage shelving and mop sink</td>
</tr>
</tbody>
</table>

**SUB - TOTALS:**

|                      | 4,350        |
| Total NSF            |              |
| Current Need         | 5,873        |

Departmental Gross Factor: 1.35

5/9/2019
# SPACE LIST

## Greene County Sheriff's Office

<table>
<thead>
<tr>
<th>SPACE/AREA NAME</th>
<th>Area Sq. Ft.</th>
<th>NUMBER OF SPACES</th>
<th>NET S.F.</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Offices</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Coroner (p)</td>
<td>(180)</td>
<td>1</td>
<td>180</td>
<td>Workstation, credenza, printer, file storage, up to 4 visitors.</td>
</tr>
<tr>
<td>Doctor (p)</td>
<td>(140)</td>
<td>1</td>
<td>140</td>
<td>Workstation, credenza, printer, file storage, up to 2 visitors.</td>
</tr>
<tr>
<td>Investigator Offices (p)</td>
<td>(120)</td>
<td>3</td>
<td>360</td>
<td></td>
</tr>
<tr>
<td>Administrative Assistant (o)</td>
<td>(80)</td>
<td>1</td>
<td>80</td>
<td></td>
</tr>
<tr>
<td>Printer/Copier/Scanner Area</td>
<td>(60)</td>
<td>1</td>
<td>60</td>
<td>Office supplies can be in built-in cabinets and wall cabinets</td>
</tr>
<tr>
<td><strong>Support Spaces</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Soft (Family) Interview Room</td>
<td>(180)</td>
<td>1</td>
<td>180</td>
<td>Couch and 2 side chairs</td>
</tr>
<tr>
<td>Records Room</td>
<td>(120)</td>
<td>1</td>
<td>120</td>
<td></td>
</tr>
<tr>
<td>Storage Supplies</td>
<td>(120)</td>
<td>1</td>
<td>120</td>
<td></td>
</tr>
<tr>
<td>Processing Area</td>
<td>(200)</td>
<td>1</td>
<td>200</td>
<td>Counter, sink, base and wall cabinets</td>
</tr>
<tr>
<td>Property Storage</td>
<td>(120)</td>
<td>1</td>
<td>120</td>
<td>Lockers for property</td>
</tr>
<tr>
<td>Male Toilet</td>
<td>(60)</td>
<td>1</td>
<td>60</td>
<td></td>
</tr>
<tr>
<td>Female Toilet</td>
<td>(60)</td>
<td>1</td>
<td>60</td>
<td></td>
</tr>
<tr>
<td>Break Area</td>
<td>(150)</td>
<td>1</td>
<td>150</td>
<td>Counter, sink, base and wall cabinets, refrigerator, and microwave</td>
</tr>
<tr>
<td><strong>SUB - TOTALS:</strong></td>
<td>1,830</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total NSF</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Current Need</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Departmental Gross Factor:</strong></td>
<td>1.45</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total DGSF</strong></td>
<td>2,654</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

*KEY ADJACENCIES:* Accessible off the main lobby. The Coroner suite is separate from the Law Enforcement Component.

*Abbreviations:*
- (p) = Private Office
- (o) = Open office workstation
- (s) = Shared office
# SPACE LIST
Greene County Sheriff's Office

<table>
<thead>
<tr>
<th>SPACE/AREA NAME</th>
<th>Area Sq. R.</th>
<th>NUMBER OF SPACES</th>
<th>NET S.F.</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Computer Support Office (s)</td>
<td>(100)</td>
<td>1</td>
<td>100</td>
<td>1 workstations</td>
</tr>
<tr>
<td>IDF Rooms</td>
<td>(120)</td>
<td>1</td>
<td>120</td>
<td>One is needed if data runs more than 100 meters</td>
</tr>
<tr>
<td>Server Room</td>
<td>(300)</td>
<td>1</td>
<td>300</td>
<td>Racks with individual UPS for servers and radios. Provide redundant air conditioning sources.</td>
</tr>
</tbody>
</table>

**SUB - TOTALS:**

- Total NSF: 520
- Current Need: 650

Departmental Gross Factor: 1.25

(p) = Private Office
(o) = Open office workstation
(s) = Shared office
<table>
<thead>
<tr>
<th>SPACE/AREA NAME:</th>
<th>Area Sq. Ft.</th>
<th>NUMBER OF SPACES</th>
<th>NET S.F.</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Support Spaces</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Storage Area/ Housekeeping</td>
<td>(150)</td>
<td>1</td>
<td>150</td>
<td>Provide shelving</td>
</tr>
</tbody>
</table>

**SUB - TOTALS:**

<table>
<thead>
<tr>
<th></th>
<th>Current Need</th>
<th>Total NSF</th>
<th>Total DGSF</th>
</tr>
</thead>
<tbody>
<tr>
<td>Departmental Gross Factor</td>
<td>1.25</td>
<td></td>
<td>188</td>
</tr>
<tr>
<td></td>
<td>(p) = Private Office</td>
<td>(o) = Open office workstation</td>
<td>(s) = Shared office</td>
</tr>
</tbody>
</table>