STEELE COUNTY BOARD OF COMMISSIONERS
WORK SESSION AGENDA

Administration Center - 630 Florence Avenue – Owatonna, MN 55060

Steele County's Mission:
Driven to deliver quality services in a respectful and fiscally responsible way.

TUESDAY, September 14, 2021 AT 2:00 PM
County Boardroom, Steele County Administration Center

Agenda

1. Call to Order
2. Library Appropriation Increase Request – Andrew Langholz
3. Detention Center Operations
4. Master Plan/Space Study
5. Other business
    a. Administrator Updates

Adjourn

Disclaimer: This agenda has been prepared to provide information regarding an upcoming meeting of the Steele County Board of Commissioners. This document does not claim to be complete and is subject to change.

Steele County Public Library Levy 2008 - 2021	**$191,500.00**														
Annual Increase Occurred 2000 - 2008															
Registered Steele County Citizens - 20 Years															
Owatonna & Blooming Prairie Residents	85.07%														
Rural Steele County Residents	14.93%														
2008 - 2021 Avg. Annual Inflation	1.84%														
2009 - 2021 Avg. Annual Increase	0%														
Steele Co. Public Library Levy	**2008**	**2009**	**2010**	**2011**	**2012**	**2013**	**2014**	**2015**	**2016**	**2017**	**2018**	**2019**	**2020**	**2021**	**2022**
Levy Following 1.84% Inflation	$ 191,500.00	$ 195,023.60	$ 198,612.03	$ 202,266.50	$ 205,988.20	$ 209,778.38	$ 213,638.30	$ 217,569.25	$ 221,572.52	$ 225,649.46	$ 229,801.41	$ 234,029.75	$ 238,335.90	$ 242,721.28	**$ 247,187.35**
Annual Levy Increase Following Inflation	$ -	$ 3,523.60	$ 3,588.43	$ 3,654.46	$ 3,721.70	$ 3,790.18	$ 3,859.92	$ 3,930.94	$ 4,003.27	$ 4,076.93	$ 4,151.95	$ 4,228.35	$ 4,306.15	$ 4,385.38	**$ 4,466.07**
Cumulative Levy Diff. Following Inflation	$ -	$ 3,523.60	$ 7,112.03	$ 10,766.50	$ 14,488.20	$ 18,278.38	$ 22,138.30	$ 26,069.25	$ 30,072.52	$ 34,149.46	$ 38,301.41	$ 42,529.75	$ 46,835.90	$ 51,221.28	**$ 55,687.35**
Owatonna with 1.84% Inflation = 90%	**$ 172,350.00**	**$ 175,521.24**	**$ 178,750.83**	**$ 182,039.85**	**$ 185,389.38**	**$ 188,800.54**	**$ 192,274.47**	**$ 195,812.32**	**$ 199,415.27**	**$ 203,084.51**	**$ 206,821.27**	**$ 210,626.78**	**$ 214,502.31**	**$ 218,449.15**	**$ 222,468.62**
OPL Current = 90%	$ 172,350.00	$ 172,350.00	$ 172,350.00	$ 172,350.00	$ 172,350.00	$ 172,350.00	$ 172,350.00	$ 172,350.00	$ 172,350.00	$ 172,350.00	$ 172,350.00	$ 172,350.00	$ 172,350.00	$ 172,350.00	**$ 172,350.00**
OPL Annual Shortfall	$ -	$ 3,171.24	$ 6,400.83	$ 9,689.85	$ 13,039.38	$ 16,450.54	$ 19,924.47	$ 23,462.32	$ 27,065.27	$ 30,734.51	$ 34,471.27	$ 38,276.78	$ 42,152.31	$ 46,099.15	**$ 50,118.62**
OPL Cumulative Shortfall	$ -	$ 3,171.24	$ 9,572.07	$ 19,261.92	$ 32,301.30	$ 48,751.84	$ 68,676.31	$ 92,138.64	$ 119,203.91	$ 149,938.42	$ 184,409.69	$ 222,686.47	$ 264,838.78	$ 310,937.93	**$ 361,056.55**
Bloomng Prairie with 1.84% = 10%	**$ 19,150.00**	**$ 19,502.36**	**$ 19,861.20**	**$ 20,226.65**	**$ 20,598.82**	**$ 20,977.84**	**$ 21,363.83**	**$ 21,756.92**	**$ 22,157.25**	**$ 22,564.95**	**$ 22,980.14**	**$ 23,402.98**	**$ 23,833.59**	**$ 24,272.13**	**$ 24,718.74**
BPPL Current = 10%	$ 19,150.00	$ 19,150.00	$ 19,150.00	$ 19,150.00	$ 19,150.00	$ 19,150.00	$ 19,150.00	$ 19,150.00	$ 19,150.00	$ 19,150.00	$ 19,150.00	$ 19,150.00	$ 19,150.00	$ 19,150.00	**$ 19,150.00**
BPPL Annual Shortfall	$ -	$ 352.36	$ 711.20	$ 1,076.65	$ 1,448.82	$ 1,827.84	$ 2,213.83	$ 2,606.92	$ 3,007.25	$ 3,414.95	$ 3,830.14	$ 4,252.98	$ 4,683.59	$ 5,122.13	**$ 5,568.74**
BPPL Cumulative Shortfall	$ -	$ 352.36	$ 1,063.56	$ 2,140.21	$ 3,589.03	$ 5,416.87	$ 7,630.70	$ 10,237.63	$ 13,244.88	$ 16,659.82	$ 20,489.97	$ 24,742.94	$ 29,426.53	$ 34,548.66	**$ 40,117.39**

Summary of Detention Center Operation Scenarios

Scenarios 1-4 involve scaled down detainment operations that require the following:
- Classification & separation
- Services: intake, food, medical, master control
- Maintenance & Facilities costs

Scenario 5 involves no detainment of prisoners in the Steele County facility

Operation Scenarios

Scenario 1: Current Operations (Temporary Solution)

- Approximate timeframe = 2 years
- DOC is allowing the facility to operate under non-operating procedure. Authorization is not permanent.
- No wall in pod
- 2 Pod / 3 Classifications
- 100 inmate housing capacity/90 operations capacity
- Females temporary (0-5 Count)
- 20 Correctional Officer staff plus transportation staff for females

Components and Considerations:

- Cost of transportation and housing of Steele County (SC) females elsewhere does not include medical costs

- Potential loss of females (revenue) from other counties (0-5 females), if they would have to transport their females to a different facility than their male inmates

Budget Impact

- Reduced staffing level will lower expenditures by approx. $700,000

- Impact to SC's levy:

	2021	2022
Budgeted Levy	$ 3,904,841	$ 3,819,755
Potential Loss of Revenues	-	413,600
Cost to House Females to Another Facility	-	81,000
Transportation Costs		12,000
Savings from Reduced Staffing	-	-
Levy to Taxpayers After Changes	$ 3,904,841	$ 4,326,355

Scenario 2: Current 2-Pod Operation with the Addition of a Wall in One Pod

- DOC authorization required
- 2 Pods / 4 Classifications
- 86 maximum housing capacity/73 operational capacity
- House Females
- 20 Correctional Officer staff

Components and Considerations:

- Requires the same number of correctional officers as Scenario 1
- Cost of wall in center pod is approximately $1 million
- Wall can remain in place, if it can be built taking into consideration other DOC guidelines when/if reopening to a 3 pod; this would serve to improve operational efficiency in the future

Budget Impact

- Reduced staffing level will lower expenditures by approx. $700,000
- Assuming SC maintains the same level of revenues from other counties, the cost of the wall would be recovered in approximately three years vs losing those revenues indefinitely
- Impact to SC's levy:

	2021	2022
Budgeted Levy	$ 3,904,841	$ 3,819,755
Potential Loss of Revenues	-	-
Cost to House Females to Another Facility	-	-
Savings from Reduced Staffing	-	-
Levy to Taxpayers After Changes	$ 3,904,841	$ 3,819,755
Cost of Wall		$ 1,000,000

Scenario 3: 72-hour hold and transport

- 2 Pod/3 Classification
- 20 Correctional Officer staff
- Steele County inmates only

Components and Considerations:

- More transport staff needed
- Continued maintenance and capital costs at DC
- Liability Issues
    - Mixing of classifications
    - Human Error – more of a chance to accidently combine classifications
    - Potential transport issues
- Effect on criminal justice stakeholders with an out-of-county jail (i.e. loss of cohesive system to support public safety programming)
- Reduction in revenue from other county boarding agreements
- Loss of work release

Budget Impact

- Would still need approx. same amount of staffing to run the facility to maintain classifications
- Cost to house inmates is projected at approx. $600,000
- Impact to SC's levy:

	2021	2022
Budgeted Levy	$ 3,904,841	$ 3,819,755
Loss of Revenues from Other Counties	-	413,600
Cost to house SC Inmates to Another Facility	-	600,000
Transport	includes $64,500 in 2022 budget	
Levy to Taxpayers After Changes	$ 3,904,841	$ 4,833,355

Scenario 4: 72-hour hold and transport

- 1 Pod/2 Classification
- 16 Correctional Officer staff
- Steele County inmates only

Components and Considerations:

- This would not be a safe and effective operation with the current facility design
- More transport staff needed with fewer classifications
- Finding boarding contracts for certain classifications
- Continued maintenance and capital costs at DC
- Liability Issues
  - Mixing of classifications
  - Human Error – more of a chance to accidently combine classifications
  - Potential transport issues
- Effect on criminal justice stakeholders with an out-of-county jail (i.e. loss of cohesive system to support public safety programming)
- Reduction in revenue from other county boarding agreements
- Loss of work release
- Stress on inmates and staff

Budget Impact

- Would still need 16 Correctional Officers to run the facility to maintain classifications
- Cost to house inmates is projected at approx. $600,000
- Impact to SC's levy:

	2021	2022	2023
Budgeted Levy	$ 3,904,841	$ 3,819,755	$ 4,000,000
Loss of Revenues	-	413,600	-
Unemployment (1 year)	-	165,700	-
Cost to house SC Inmates to Another Facility		700,000	700,000
Transport	includes $100,000 in 2022 budget		
Savings from Reduced Staffing	-	(320,815)	-
Levy to Taxpayers After Changes	$ 3,904,841	$ 4,778,240	$ 4,700,000

Scenario 5: Book and Transport Station (Dodge County Model)

- Booking station for arrests
- Operate within the intake area
- No housing of inmates
- Transport inmates to contracted detention facilities
- 12 employees to operate facility (not including transport staff)

Components and Considerations:

- More transport staff needed than the 72-hour hold operation
- Liability Issues
  - Transportation
- Family visitation challenges
- Continued maintenance and capital costs at DC
- Loss of work release
- More significant effect on criminal justice stakeholders (i.e. loss of cohesive system to support public safety programming)
  - Sheriff, Community Corrections, Public Defender, Police Departments, State Patrol, County Attorney
- Operational Transition issues:
  - Loss of DC employees – severance compensation to help retain employees?
  - Backup plan, if major loss of employees occurs
  - Timeframe needed for all stakeholders to prepare?

Budget Impact

- Reduction in revenue from other county boarding agreements
- Reduced expenditures in personnel costs
- Unemployment compensation cost for first year
- Severance compensation cost?
- Some unknown potential costs that are not included: additional personnel for Attorney's Office, Community Corrections, and vehicle accelerated depreciation

	2021		2022		2023	
Budgeted Levy	$	3,904,841	$	3,819,755	$	1,500,000
Loss of Revenues		-		413,600		-
Unemployment (9 mos @ 67%)		-		734,300		-
Severance Pay (3 months)				365,300		-
Transportation Costs	includes $150,000 in 2022 budget					
Housing				800,000		800,000
Other savings identified (i.e. supplies, etc)				(648,000)		-
Building Maintenance Savings				(68,000)		-
Savings from Reduced Staffing		-		(2,050,000)		-
Levy to Taxpayers After Changes	$	3,904,841	$	3,366,955	$	2,300,000

STEELE COUNTY

2021 MASTER PLAN

OPTIONS MATRIX

DRAFT: SEPTEMBER 9, 2021

OVERVIEW:

The Options Matrix was developed over the course of the last year and a half. Wold Architects and Engineers was hired to develop a master plan that considered how county services currently utilize county owned or leased space and how services and operations could be delivered more efficiently. Additionally, the master plan explored what space needs currently exist or are projected within the next 20 years based factors such as population growth, shifting demographics, or changes in the departments' service delivery.

The process that led to this Options Matrix was based on multiple meetings with the Core Planning Group starting on March 12, 2020, consisting of two County Board of Commissioners (Jim Abbe and Greg Krueger) and representatives from several county departments. Additionally, representatives from each of the following departments participated in a detailed space needs survey questionnaire and interview: Administration/HR, Auditor, Assessor, Attorney, Community Corrections, GIS, Highway, IT, Facilities/Fleet Maintenance, MN Prairie, Planning and Zoning, Public Health, Recorder, Sheriff's Department (incl. Detention Center), Treasurer, UMN Extension, Veteran Services, and 911 (Dispatch). Based on the information from the surveys, interviews and follow up meetings with each of the departments heads, the information was vetted through the Core Planning Group and a Space Needs Program was established that looked at the current space utilization, current space needs, and future space needs 20 years from now (2040). The Core Planning Group established a set of space standards for the county (office size, workstation size, and conference room size). Using the space standards, the space needs program was developed and filtered through the Core Planning Group over the course of five meetings.

The County Board of Commissioner generated feedback at four meetings/work sessions throughout the course of the master planning process. Additionally, several Core Planning Group members toured an external county facility to gain a different perspective on county operations as it relates to space use. Over the course of the last six months, a list of priorities and options that could meet at least one of the three Goals/Objectives (listed below) were developed.

GOALS AND OBJECTIVES DEVELOPED BY THE CORE PLANNING GROUP:

1. To provide customer-service friendly spaces that ensure the public has easy access to county services.
   - -Forward-facing, more consolidated service delivery
   - -Consolidated service groupings for improved efficiency
   - -Potential Administrative/Land Records model (as elected positions become appointed – Auditor, Treasurer)?
   - -Potential efficiencies in aligning justice related services (Sheriff's, Jail, Courts, County Attorney, Community Corrections)?
2. To create efficient, cohesive and comfortable work environments that support the needs of county staff.
   - -Increase flexibility to accommodate remote-working protocols
   - -Increase range of space types (open, collaborative vs. private, focused) to improve work environment for differing personality types
   - -Consolidated service groupings to promote collaboration
3. Long-term remote working protocols – What services can be moved online?

SUMMARY OF THE OPTIONS MATRIX:

The following Options Matrix documents nearly all of the potential options explored along with several parameters such as cost, pros, and cons to help judge each option individually. The information is meant to be broad and provide a brief snap shot of each of the options. If there is interest in one or more of the options, it is recommended that the county pursue a more detailed design process to hone in on cost and scope.

RECOMMENDED OPTIONS

TENTATIVE YEAR	OPTION DESCRIPTION	COST SUMMARY	LOCATION	SIZE	PROS	CONS	NOTES
2022 - 2023	Move Sheriff's Dept. to Detention Center Site and Build Addition (Not including FM + evidence storage)	**$5.5 million*** (cost could be reduced if existing LEC is sold and deferred maintenance is avoided)	Detention Center	**12,200 sf**	Ideal location next to Detention. Frees up space for Dispatch to expand.		5 year CIP for existing LEC requires $1.3 million dollars in deferred maintenance
2022	Minimally Renovate Lower Level and Main Level of Admin. Bldg. (PZ, VS, mothers rooms, etc.)	**$350,000**	Admin. Bldg.				Currently in 5 year CIP
2022 - 2023	Move UMN Extensions to Fairgrounds	**$100,000**	Fairgrounds	**11,500 sf**	Frees up space (7,000 sf) for Public Health and Facilities to grow		Assumes $50/sf for 4,000 sf. More work is required to vet this cost. There is $1,750,000 in deferred maintenance costs at Annex (leak in basement, roof, etc.).
2023 - 2024	Move Community Corrections to New Construction at Attorney Site	**$2.65 million**	Attorney's Office	**6,000 sf**	Ideal location for clientele and workflow next to Courthouse		
ANNEX OPTIONS							
	Renovate Annex for Public Health	$2.7 million renovation + $1.8 million DF = **$4.5 million***	Annex	**17,700 sf**	Frees up space for other county entity.	Requires reinvesting in Annex. Newly invested space going unused potentially.	Security upgrades required in earlier phases. There is $1,750,000 in deferred maintenance costs at Annex (leak in basement, roof, etc.).
	Renovate Admin. Bldg. to accommodate PH (11,500 sf), including deferred maintenance, move MN Prairie (14,500 sf) to Annex, renovate Annex for MN Prairie, including deferred maintenance.	$2.7 million PH renovation ($175/sf) + $1.27 million Admin Bldg DF + $3.4 million MNP renovation ($175/sf) + $1.75 million Annex Bldg DF = **$9.1 million***	Admin. Bldg. / Annex	11,500 sf (out of 50,000 sf) renovated at Admin, 14,500 sf (out of 33,300 sf) renovated at Annex.		Requires reinvesting in Annex. Costly.	
	Build a stand alone building for Public Health (Annex)	**$5.5 million***	Undetermined (Space on the property NE of Admin or on Admin property)	**11,500 sf**	Similar cost to renovating plus deferred maintenance at Annex.		
BUILDING MAINTENANCE/STORAGE OPTIONS							
2022-2023	Build Facilities Maintenance Shop and Evidence Storage at Admin. Site	$450,000 (FM) + $850,000 (Sh. Ev.) + +$150,000 (EM) $200,000 (site) = **$1,650,000**	Admin./Annex	2,500 sf (FM), 9,600 sf (Sheriff's Evidence) = **12,100 sf**	Centralized location, have space, Jake R. can still be officed out of admin. bldg. FM staff would be close to Admin.		Storage of fleet vehicles. Includes EM trailers.Assumes $140/sf for FM and $60/sf for Evidence Storage. Could fit on parcel NE of Admin. Bldg.
2022-2023	Build Facilities Maintenance Shop and Evidence Storage at Highway or Jail sites	$450,000 (FM) + $850,000 (Sh. Ev.) + +$150,000 (EM) $200,000 (site) = **$1,650,000**	Highway or Detention Center	2,500 sf (FM), 9,600 sf (Sheriff's Evidence) = **12,100 sf**		More remote location. If Jake R. moves then far from Admin. and if he stays, far from staff.	Storage of fleet vehicles. Includes EM trailors. Assumes $140/sf for FM and $60/sf for Evidence Storage.
2024	Facilities Maintenance Shop at County Fairground (contingent on school finishing new bldg. in 2024)	~$200,000	Fairgrounds				Renovation of Gymnastics building
OTHER							
2026	Renovate Highway upper level shelled space for OTHER: **EOC/EM (approx. 2,000 sf)**	**$350,000 ($175/sf)**	Highway	2,000 sf of 5,000 sf	Utilizes county space for a needed function.		Assumes extending parking lot for new entry (20 stalls), security upgrades for accessing elevator, build out of shelled space.
2035	Renovate Admin. Bldg. to accommodate long-term growth projections (including deferred maintenance)	$4.7 million renovation ($175/sf) + $1.27 million DF + $250,000 furn. allowance = **$6.24 million***	Admin. Bldg.	20,000 sf (out of 50,000 sf) renovated		MN Prairie will be spread out on different levels.	

Construction Cost Assumptions:

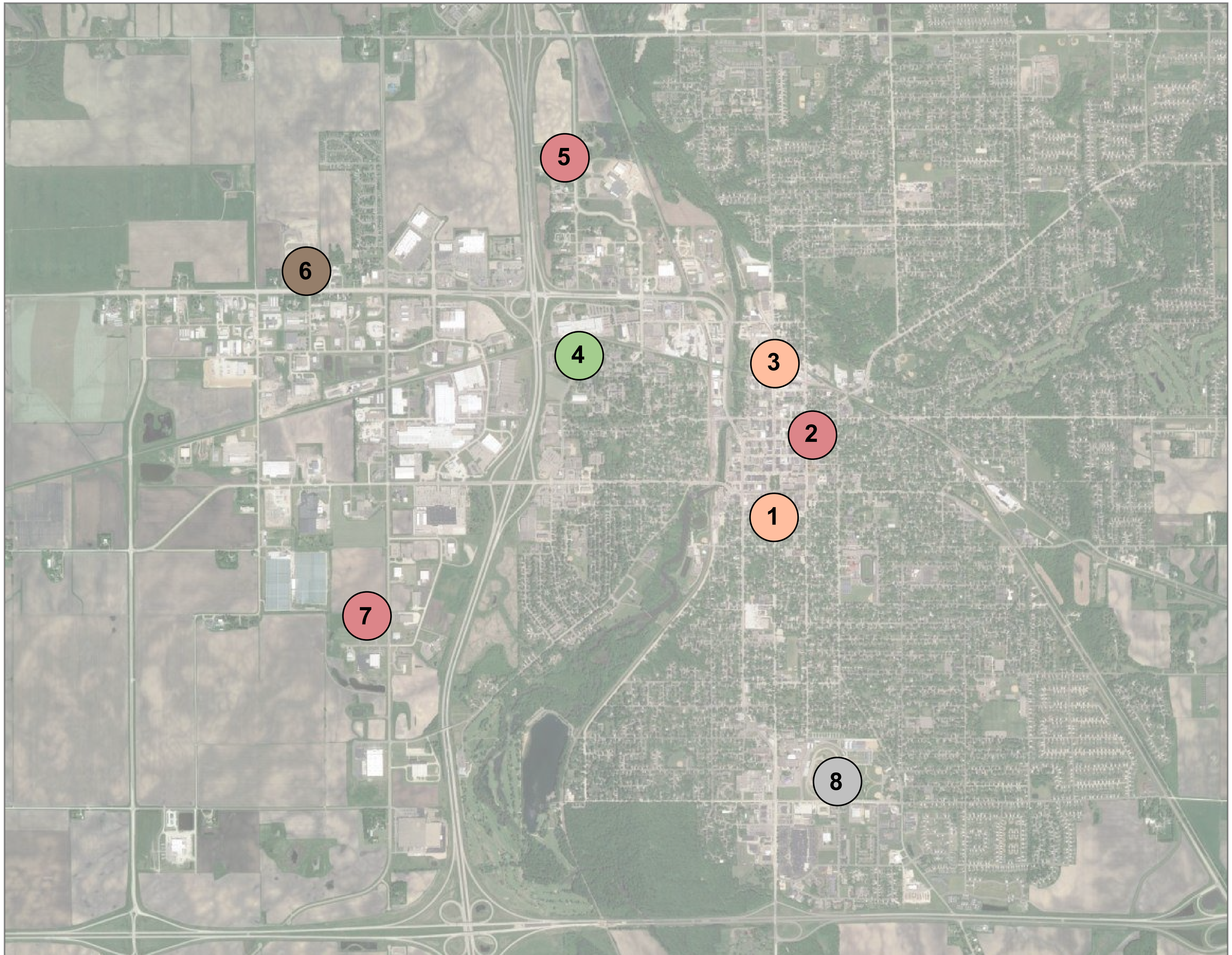
•Long-term construction cost inflation is normally about double the consumer price index (CPI).
•Average long-term nonresidential building inflation (excluding recession years) is 4.2%.
•When looking at construction costs over a 30 year period (including all recession years), average construction inflation is 3.5%.
•In times of rapid construction spending growth averages around 8%, which we saw initially after the great recession.
•Construction inflation has averaged 4.2% for the last 4 years.
•Compared to this time last year, construction costs have increased by only 2.5% in Minneapolis and was 1.7% nationally.
•We have seen some reduction in cost as contractors are looking to fill in for next year.

Sources: RS Means, Mortenson, Turner, Construction Analytics

General Notes:

All costs are Project Costs. This matrix is intended to help visualize all possible options and how they relate. Additional information is provided in the presentation/report.
All costs assume a mid point of construction in 2025 and need to be adjusted by 4.2% inflation rate if moved up or back in time.
*Costs are approximates to help provide a comparison but if there is interest in the option, additional information will be required to establish a more accurate budgetary cost.
**Asking price for Corrections Building was $1.3 million in 2011 ($1.5 assumes some inflation).

County Map - Existing Locations

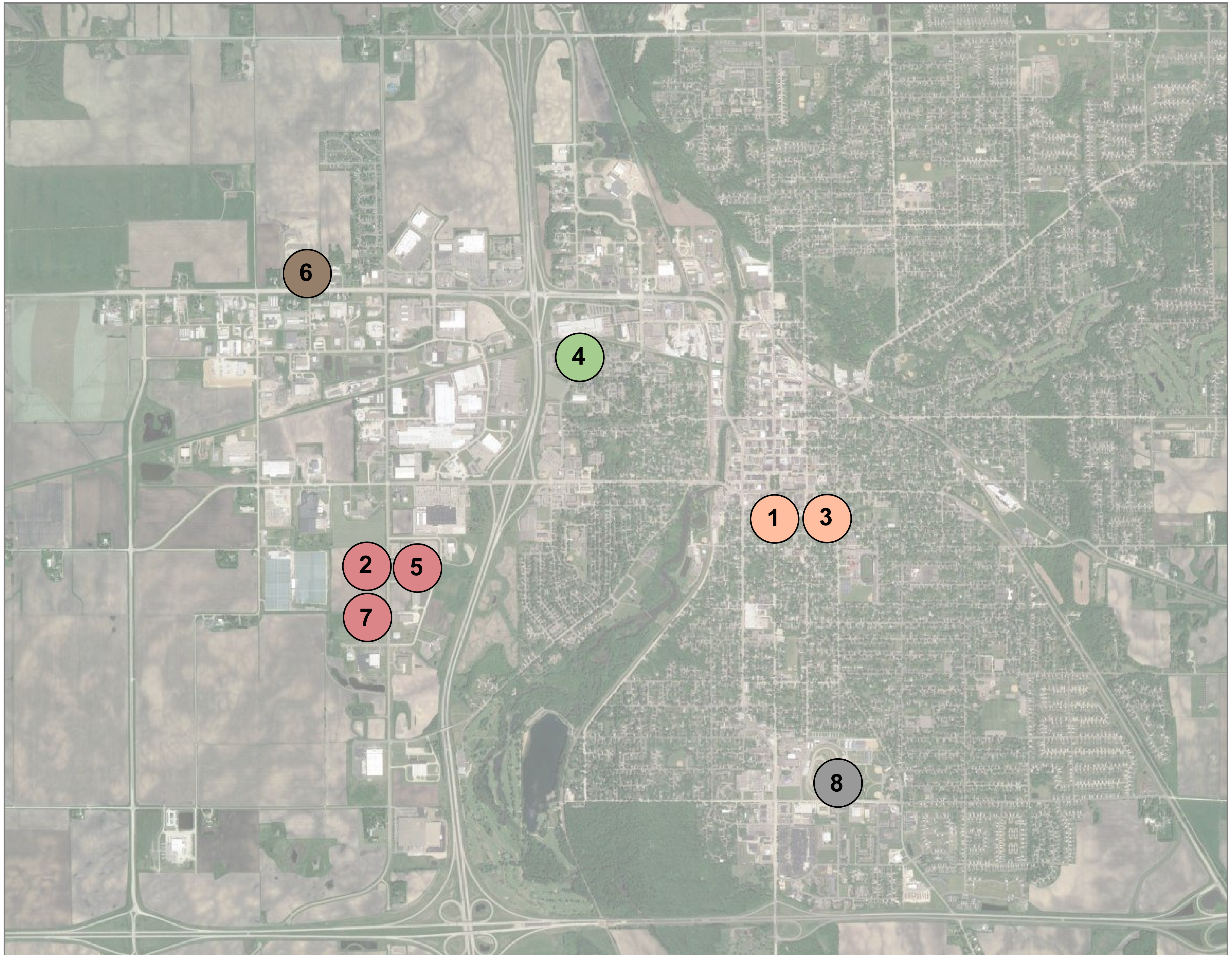


COUNTY FACILITIES AND GEOGRAPHIC LOCATION

1. **Courthouse:**
   Courts, County Attorney (across street)
2. **LEC:**
   Sheriff's Department, Dispatch
3. **Community Corrections**
   Community Corrections (leasing space)
4. **County Administration**
   Admin. Building: Administration, Assessor, Auditor, Facilities, GIS, HR, IT, MN Prairie, Planning and Zoning, Recorder, Treasurer, Veteran Services

   Annex Building: Public Health, Extensions
5. **Sheriff's Department Evidence Storage**
   Leasing Quonset Hut
6. **Highway Department**
   Available space in mezzanine
7. **Detention Center**
   Jail
8. **County Fairgrounds**

County Map – Master Plan (Consolidated)



COUNTY FACILITIES AND GEOGRAPHIC LOCATION

1 **Courthouse:**
Courts, County Attorney (across street)

2 **LEC:**
Sheriff's Department

3 **Community Corrections**
Community Corrections

4 **County Administration**
Admin. Campus: Administration, Assessor, Auditor, GIS, HR, IT, MN Prairie, Planning and Zoning, Public Health, Recorder, Treasurer, Veteran Services

5 **Sheriff's Department Evidence Storage**
Warehouse south of Jail w/ Facilities

6 **Highway Department**
Available space in mezzanine

7 **Detention Center**
Jail

8 **County Fairgrounds**
Extensions