

**RESOLUTION APPROVING THE FILING OF A GRANT APPLICATION FOR FUNDING, CAPITAL IMPROVEMENT LOCAL JAILS PROJECTS UNDER H.B. 687 WITH THE OHIO DEPARTMENT OF REHABILITATION AND CORRECTION**

WHEREAS, the Ashtabula County Board of Commissioners in conjunction with the Ashtabula County Sheriff have prepared a grant application with the Ohio Department of Rehabilitation and Correction (Ohio DRC), as follows:

**Purpose:** Provide funds to construct a new corrections and rehabilitation facility. The project is designed to provide sufficient, secure, and functional space to divert, assess, rehabilitate and house, both for pretrial and post-trial detention, adult misdemeanor and felony offenders through the year 2047 with the ability to expand.

**Grantor:** Ohio Department of Rehabilitation and Correction, 4545 Fisher Rd., Ste. D, Columbus, OH 43228

**Amount:** Total funding requested: \$47,727,881

**Grant Period:** application due November 30, 2022

WHEREAS, the Commissioners agree filing this grant application is desirable and necessary; now

THEREFORE, BE IT RESOLVED, By the Board of Commissioners of Ashtabula County, Ohio, that the grant application be made in accordance with the terms outlined in the grant, with a copy of the application on file in this office.

BE IT FURTHER RESOLVED, that either Ashtabula County Commissioner Casey Kozlowski or Ashtabula County Jail Administrator Tammy Antoun, are designated as contacts for all communications as it relates to this grant application.

**ASHTABULA COUNTY COMMISSIONERS  
CERTIFICATION PAGE**

Resolution No. 2022-507

November 29, 2022

**RESOLUTION APPROVING THE FILING OF A GRANT APPLICATION FOR  
FUNDING, CAPITAL IMPROVEMENT LOCAL JAILS PROJECTS UNDER H.B. 687  
WITH THE OHIO DEPARTMENT OF REHABILITATION AND CORRECTION**

Upon the motion of Kathryn L. Whittington, seconded by Casey R. Kozlowski.

**VOTE:**

J.P. Ducro IV

Aye

Casey R. Kozlowski

Aye

Kathryn L. Whittington

Aye

**CERTIFICATE OF CLERK**

IT IS HEREBY CERTIFIED that the foregoing is a true and correct transcript of a resolution acted upon and duly passed by the Board of County Commissioners of Ashtabula County, Ohio, on the date noted above.



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Lisa Hawkins, Clerk of the Board  
Board of County Commissioners  
Ashtabula County, Ohio



**Application for Funding**  
**CAPITAL IMPROVEMENT**  
**Local Jails Projects**

**H.B. 687**

**Section 229.20**

**Administered by:**

**Ohio**

Department of  
Rehabilitation & Correction

Mike DeWine, Governor  
Annette Chambers-Smith, Director

## Requirements:

1. All sections of the application must be completed.
2. The application must be signed.
3. Application must be submitted to the person/address indicated below. (Digital submissions are preferred.)
4. If physical copies are provided, please do not use staples, 3-ring binders or folders. Please fasten with a removable binder clip.
5. Applicants should retain a copy of the application for their files.
6. Any incomplete and/or ineligible applications will be returned with an explanation of why it cannot be accepted.

**APPLICATION DEADLINE: November 30<sup>th</sup>, 2022**

Completed project applications must be electronically submitted prior to the submission deadline. In the case of submissions via the United States Postal Service, the submission must be postmarked on, or prior to, the submission deadline. Physical copies must be delivered to:

**Ohio Department of Rehabilitation and Correction  
Bureau of Adult Detention  
4545 Fisher Rd., Suite D  
Columbus, OH 43228**

**Attn: John F. Adams, Chief**

Electronic copies must be emailed to:

[John.Adams@odrc.state.oh.us](mailto:John.Adams@odrc.state.oh.us)

**and**

[Christopher.Darlington@odrc.state.oh.us](mailto:Christopher.Darlington@odrc.state.oh.us)

4545 Fisher Road, Suite D · Columbus, Ohio 43228

[www.drc.ohio.gov](http://www.drc.ohio.gov)

**COUNTY JAIL FUNDING APPLICATION**

**Project Number** \_\_\_\_\_ (Leave Blank)

**Agency Name** Ashtabula County, Ohio

**Project Title** The Ashtabula County Community Corrections and Rehabilitation Facility

Circle one: Single County Application      Multicounty Correctional Center Application

**Contact Information:**

(For multicounty correctional center applications list the information for the county designated to act on the behalf of the corrections commission.)

**County Commissioner Name and Contact Information**

**Name:** Casey Kozlowski  
**Address:** 25 W. Jefferson Street  
2nd Floor, Old Courthouse  
Jefferson, OH 44087  
**Phone:** 440-576-3757  
**Email:** crkozlowski@ashtabulacounty.us

**County Sheriff Name and Contact Information**

**Name:** William Niemi  
**Address:** 25 W. Jefferson St.  
Jefferson, OH, 44047  
**Phone:** 440-576-0055  
**Email:** wrniemi@ashtabulacounty.us

**County Auditor Name and Contact Information**

**Name:** David Thomas  
**Address:** 25 W. Jefferson St.  
Jefferson, OH, 44047  
**Phone:** 440-576-3783  
**Email:** djthomas@ashtabulacounty.us

**County Project Manager Name and Contact Information**

**Name:** Tammy Antoun  
**Address:** 25 W. Jefferson St.  
Jefferson, OH, 44047  
**Phone:** 440-576-3510  
**Email:** tmantoun@ashtabulacounty.us

**Applicant Tax I.D. Number** 34-6000128

**Approval Signatures:**

**County Commissioners**

Q. Owens 11-29-22  
President Date

[Signature] 11/29/22  
Commissioner Date

[Signature] 11/29/22  
Commissioner Date

**County Sheriff**

William R. Lewis, Sheriff 11-29-2022  
Signature Date

**County Project Manager**

T. Antoun 11-29-22  
Signature Date



**General Information:**

- Type of Project:**  New Construction - includes additions to existing facilities as well as new facilities.
- Alteration - Any change to or rearrangement of an existing facility and would include remodeling, renovation, rehabilitation, reconstruction, or modification.

<b>Total Project Cost</b>	\$47,727,881		
<b>Total Project Area (Square Feet)</b>	88,080 sq. ft.	<b>Cost per Sq. Ft.*</b>	\$653
<b>Total Beds</b>	200	<b>Cost per Bed**</b>	\$238,639

\* Total project cost divided by the total number of square footage of area being constructed and/or renovated.

\*\*Total project cost divided by number of beds being constructed. This calculation should include jail housing areas only.

**Please note that the cost per bed and/or cost per square foot will be considered as factors in the selection process. This is being done in the interest of ensuring the selected projects are cost efficient.**

**Project Narrative:**

Describe your project in general terms. The narrative should include information about the types of inmates to be held in the facility, service areas, programming, recreation, transportation, etc.

Please see attached.

\*\*Use additional pages as necessary- Number 5a, 5b, 5c and etc.\*\*

## Capital Budget :

**Important:** Use only *Reimbursable Capital Costs* as explained in the Guidelines for Allowable Capital Expenditures.

Cost Category	Jail Areas	Non-Jail Areas*	Total Project
Professional Services	\$2,354,378	\$482,222	\$2,836,600
Site Prep	\$2,803,557	\$574,223	\$3,377,780
New Construction	\$34,738,477	\$7,115,109	\$41,853,586
Alteration			
Equipment	\$2,093,347	\$428,758	\$2,522,105
Contingency	\$5,738,122	\$1,175,278	\$6,913,400
<b>Total Cost</b>	<b>\$47,727,881</b>	<b>\$9,775,590</b>	<b>\$57,503,471</b>
<b>Total Funding Being Requested</b>	<b>\$47,727,881</b>	<b>\$0</b>	<b>\$47,727,881</b>

\* If the project includes non-jail areas, such as a law enforcement or court areas, those costs should be shown in this column. If the facility includes shared space, such as joint, public entrances or jail offices, those costs should be split according to usage and shown in the appropriate column.

For example, if you are building a programming area / training room in the jail that is expected to be used 85% of the time by corrections division and inmates, and 15% of the time by the law enforcement division of the Sheriff's Office, you should take the total cost of the area being constructed, multiply it 85% (.85), and enter the resulting number in New Construction for Jail Areas section of the table.

**Specific Demonstration of Need:**

1. Does your county currently have a full-service jail? Please explain, if necessary:

Yes. Please see attached.

2. Is your county named to receive a specific capital funding award in H.B. 687? If yes, what was the total amount of the award?

No.

**Specific Demonstration of Need:**

3. Did your county receive a capital funding award from H.B. 529 or S.B 310? If yes, what was the total amount received?

No.

4. Is this project designed to address life-safety issues previously identified by the Bureau of Adult Detention or other enforcement/regulatory agencies? If yes, please explain:

Yes. Please see attached.

## Specific Demonstration of Need:

5. During the 2021 annual inspection, was the jail found to be non-compliant with standards related to the physical plant? If yes, please identify the specific standards and the areas of the jail in non-compliance.

Yes. Please see attached.

6. Is this project designed to address physical plant issues identified as being non-compliant during previous annual inspections? If yes, please explain:

Yes. Please see attached.

**Specific Demonstration of Need:**

7. Is this project designed to benefit a currently under-served female population?  
If yes, please explain:

Yes. Please see attached.

8. Does this project add/increase substance abuse/mental health programming space?

Yes. Please see attached.

## Specific Demonstration of Need:

9. For the past 30 days, what is the percentage by which the jail's population exceeded the Bureau Recommended Capacity for the facility? Please provide the population numbers below:

Please see attached.

10. For the past 30 days, what is the average daily number of sentenced offenders on the waiting list for jail bed space as compared to the Bureau Recommended Capacity? Please provide the numbers below:

Please see attached.

**Specific Demonstration of Need:**

11. For the past 30 days what is the average daily number of inmates currently housed in other jails compared to the Bureau Recommended Capacity for the jail? Please provide the numbers below:

Please see attached.

12. Is this project designed to benefit multiple counties? If yes, please indicate how, and specify the counties below:

Please see attached.

## Specific Demonstration of Need:

13. What is the age of your facility?

The current Ashtabula County Jail was built in 1978.

14. Is the jail under court order, consent decree, or presently negotiating a consent decree or operating under an emergency release mechanism? If yes, please indicate below:

No. Please see attached.

**Financial / Cost Criteria:**

15. Does your county have the immediate financial ability to support the renovation / construction project? If yes, please describe below:

Please see attached.

16. Will matching funds be provided by the County? If yes, please describe the source below:

Please see attached.

17. Are the matching funds immediately available?

Please see attached.

**Readiness to Proceed:**

18. Is the county ready to proceed with the project immediately?

Please see attached.

**Projected Annual  
Operating Budget:**

<b>Staff:</b>	\$3,991,234
<b>Benefits:</b>	\$1,844,204
<b>Training:</b>	\$45,000
<b>Supplies:</b>	\$165,000
<b>Equipment:</b>	\$40,000
<b>Other:(explain)</b>	\$344,893 (utilities: gas, water, sewer, electric)

**Project Status:**

19. What is your county's progress in the formal planning process?

Indicate the current project status:

- Have not yet begun a formal planning process.
- Formal Planning Started
- Completed Phase I of the Planning Approval Process.
- Completed Phase III of the Planning Approval Process.
- Started Construction or alteration

Comments:

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Provide a timetable for future project activities. Include all major project and financing milestones.

March 2023 Site Selection

April 2023 Request for proposals from owner's representatives

May 2023 Begin site preparation (if levy passes or other funding identified)

Summer 2023 Begin construction

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Other:

Please include any other pertinent information related to your request/project that you feel should be considered:

Application Checklist:

- Signatures (page 3).
- Supporting Documentation, ie., inspection reports, court documents, crime statistics and etc. **Attachment #1**
- Copy of Corrections Commission Agreement (multicounty correctional center projects only.)
- Applicable portions of the Comprehensive Community Corrections Plan. **Attachment #2**
- Documents demonstrating an ability to finance construction match and operation cost. **Attachment #3 - separate attachment**
- A copy of the latest Comprehensive Audit and Financial Review, if available. **Attachment #3 - separate attachment**
- Documentation indicating progress toward completing the Bureau of Adult Detention *Planning Approval Process*. **Attachment #4**

**ASHTABULA COUNTY, OHIO  
COMMUNITY CORRECTIONS AND REHABILITATION FACILITY**

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H.B. 687, Section 229.20**

**Describe your project in general terms. The narrative should include information about the types of inmates to be held in the facility, service areas, programming, recreation, transportation, etc.**

Our project is to construct a new corrections and rehabilitation facility, tentatively named the “The Ashtabula County Community Corrections and Rehabilitation Facility” (the “Project”). The Project is designed to provide sufficient, secure, and functional space to divert, assess, rehabilitate and house, both for pretrial and post-trial detention, adult misdemeanor and felony offenders through the year 2047 with the ability to expand. The single-floor, modular design will maximize security, while minimizing maintenance costs. The Project will also allow the county to provide critically needed behavioral health services and other rehabilitative programming, including a therapeutic management center to address mental health and substance abuse issues, functional indoor and outdoor recreation space, and educational and support group space. While the exact site has not been chosen, the sites under consideration are within one mile of the current jail and county courthouse, which will minimize transportation expenses.

**1. Does your county currently have a full-service jail? Please explain:**

The current Ashtabula County Jail was built in 1978 and is grossly inadequate in addressing the corrections and rehabilitative needs of the Ashtabula County criminal justice system, falling fall short of the Standards for Jails in Ohio. The state of Ohio rated the current jail capacity as 112 inmates; however, the average jail population in recent years has been over 150 inmates. To house these additional inmates and to prevent continuous disruptions in the proceedings of the courtroom on the floor below, the indoor recreation area has been converted to living quarters. Indoor recreation is currently confined to one small room which also serves as the space for education, religious services, substance abuse treatment, support groups, and attorney visits. Additionally, the current jail has only one cell to house individuals suffering through a behavioral health crisis or detoxification. Consequently, the current jail is also grossly inadequate in its ability to provide behavioral health treatment, recreation, education, programming and other services. The inadequate space of the current jail also prevents appropriate housing by inmate classification. The current jail fails to foster positive outcomes from incarceration and instead worsens outcomes by mingling classifications and failing to provide meaningful rehabilitative services or programming, all of which contributes to an increased recidivism rate. Moreover, facilities of the current jail are unsanitary, unsafe, and increasingly expensive to maintain. The current jail is housed in a five-

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story building. The plumbing in the building frequently leaks, but is encased in concrete, making repairs prohibitively expensive or untenable. The elevator has broken down repeatedly, causing corrections officers to have to navigate as many as five flights of stairs to attend to emergencies, including breaking up fights. The county spent \$140,000 to repair the elevator over the past two years, and even with that expense, the elevator is frequently out of service. The laundry facility was constructed for one washer and dryer, but the increased population necessitates two washers and dryers, which create an electrical and fire hazard, necessitating frequent additional monitoring and maintenance. Both the laundry and kitchen facilities are insecure, as well. Making the alterations necessary to bring the current jail up to the Standard for Jails in Ohio would cost at least \$9.3 Million (estimated in 2015), would result in a reduction of capacity from 112 inmates to fewer than 100, and would take up to two years, requiring that the county house inmates off-site during that time.

**4. Is this project designed to address life-safety issues previously identified by the Bureau of Adult Detention or other enforcement/regulatory agencies? If yes, please explain:**

The Project will specifically address several life-safety issues. First, the Project will enclose the entire portion of the facility in which inmates are confined, including all areas in which inmates have access. In particular, the new facility will include the kitchen and inmate laundry within the secure perimeter of the jail as opposed to the current facility which does not. This presents a security / life-safety issue because inmate workers are routinely taken from the secure area of the jail to their job assignments in the kitchen and laundry outside of the secure perimeter. Second, the Project will be equipped with a central control post, including two-way communication systems from housing areas to central control, which the current jail lacks. This will enable inmates to report medical emergencies immediately to officers rather than waiting for the next hourly check as they are forced to do in the current facility. Third, the Project will provide a sufficient number of acoustically and visually distinct housing units to provide adequate classification and separation of inmates, which the current jail does not provide. Fourth, the Project will provide adequate facilities to address behavioral health emergencies, both in quantity and quality. Fifth, the Project will allow guards to attend to emergencies immediately with the modular single-floor design rather than having to rely on faulty unreliable elevators or navigating multiple flights of stairs. Lastly, by providing a therapeutic management center within the complex to address mental health and substance issues, the Project will be better able to address the underlying issues of many inmates to prevent recidivism, or worse, suicide or overdose.

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**5. During the 2021 annual inspection, was the jail found to be non-compliant with standards related to the physical plant? If yes, please identify the specific standards and the areas of the jail in non-compliance.**

The current Ashtabula County Jail was non-compliant on the following standards related to the physical plant.

5120:1-8-03(A)(1): Each full-service jail shall maintain an established security perimeter. The physical plant does not provide an established jail security perimeter. Law enforcement functions, specifically dispatch and the detective bureau share portions of jail functions (kitchen, laundry, and commissary). These areas are not properly separated where the integrity of the security perimeter is compromised (weapons security, operational and physical security).

5120:1-8-03(A)(6): Each full-service jail shall maintain a two-way communications system between central control, staffed posts, and inmate occupied areas. The physical plant of the existing jail does not possess two-way communication systems in inmate housing cells.

5120:1-8-04(A)(4): Full service jails shall provide inmates with sufficient space; thirty-five square feet per number of occupants occupying the day space at one time. The jail has exceeded the Bureau of Adult Detention's recommended capacity and there is not the required amount of space for each inmate.

5120:1-8-04(B): (Important) Seating shall be provided in holding areas, holding cells, housing cells, dormitories, dayrooms, and eating areas for each inmate. The current jail exceeds the Bureau of Adult Detention's recommended capacity and fails to provide inmates seating.

5120:1-8-04(E): (Important) Sanitation facilities shall include access to an operable flush toilet and lavatory with hot and cold potable water on a twenty-four hour a day basis without staff assistance. On the day of inspection, the hot water was not within the temperatures assigned per the standard, 5120:1-8-04(G).

5120:1-8-04(F): (Important) Toilet facilities at a minimum of one operable toilet for every twelve occupants. During the tour of the tour of the jail, several toilets were found to be in

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disrepair throughout all inmate housing units, not providing the required number of toilets per the standard.

5120:1-8-04(G): Full service jails shall contain shower facilities at a minimum of one operable shower for every twelve occupants. Water temperatures shall be controlled thermostatically in a range from one hundred five to one hundred twenty degrees Fahrenheit. On the day of inspection, the water temperature was not within the range of the standard.

5120:1-8-04(H): Full service jails shall contain one operable wash basin with hot and cold potable water for every twelve occupants. The current jail exceeds the Bureau of Adult Detention's recommended capacity and fails to provide the adequate number of wash basins.

5120:1-8-04(J): Natural light shall be provided in housing units, dorms, cells, and / or day spaces. The physical plant of the existing jail facility does not provide natural light and doesn't meet the requirements of this standard.

5120:1-8-05(G)(1) and (2): The jails shall maintain documentation of at least two to four foot-candles of light, measured thirty inches above the floor in inmate sleeping areas and at least fifteen foot-candles of light, measured thirty inches above the floor in inmate accessible areas. The physical plant of the existing jail facility does not provide adequate lighting throughout the jail and all inmate accessible areas of the housing units.

5120:1-8-05(I) (Important) Each inmate shall be provided the opportunity for a hot shower not to exceed forty-eight hours. During the inspection, inmate showers evidenced cold temperatures throughout the jail.

\*This inspection was performed on 8/11/2022.

**6. Is this project designed to address physical plant issues identified as being noncompliant during previous annual inspections? If yes, please explain:**

The Project will meet or exceed the Standards for Jails in Ohio, will bring us into compliance with all of the statutory requirements, and will address the following physical plant deficiencies of the current Ashtabula County Jail:

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5120:1-8-03(A)(1): Each full-service jail shall maintain an established security perimeter. The physical plant does not provide an established jail security perimeter. Law enforcement functions, specifically dispatch and the detective bureau) share portions of jail functions (kitchen, laundry, and commissary). These areas are not properly separated where the integrity of the security perimeter is compromised (weapons security, operational and physical security).

The new Project will provide have an established security perimeter and designated areas, such as kitchen and laundry, will be properly separated.

5120:1-8-03(A)(6): Each full-service jail shall maintain a two-way communications system between central control, staffed posts, and inmate occupied areas. The physical plant of the existing jail does not possess two-way communication systems in inmate housing cells.

The new Project will contain a two-way communications system between central control, staffed posts, and inmate occupied areas.

5120:1-8-04(A)(4): Full service jails shall provide inmates with sufficient space; thirty-five square feet per number of occupants occupying the day space at one time. The jail has exceeded the Bureau of Adult Detention's recommended capacity and there is not the required amount of space for each inmate.

The Project will contain adequate space for inmates.

5120:1-8-04(B): (Important) Seating shall be provided in holding areas, holding cells, housing cells, dormitories, dayrooms, and eating areas for each inmate. The current jail exceeds the Bureau of Adult Detention's recommended capacity and fails to provide inmates seating.

The Project will contain adequate seating for inmates in all required spaces.

5120:1-8-04(E): (Important) Sanitation facilities shall include access to an operable flush toilet and lavatory with hot and cold potable water on a twenty-four hour a day basis without staff assistance. On the day of inspection, the hot water was not within the temperatures assigned per the standard, 5120:1-8-04(G).

The Project will consist of new sanitation facilities that operate at correct temperatures.

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5120:1-8-04(F): (Important) Toilet facilities at a minimum of one operable toilet for every twelve occupants. During the tour of the tour of the jail, several toilets were found to be in disrepair throughout all inmate housing units, not providing the required number of toilets per the standard.

The Project will consist of new sanitation facilities that contain an adequate number of operable toilets.

5120:1-8-04(G): Full service jails shall contain shower facilities at a minimum of one operable shower for every twelve occupants. Water temperatures shall be controlled thermostatically in a range from one hundred five to one hundred twenty degrees Fahrenheit. On the day of inspection, the water temperature was not within the range of the standard.

The Project will consist of new sanitation facilities and an adequate number of showers that operate at correct temperatures.

5120:1-8-04(H): Full service jails shall contain one operable wash basin with hot and cold potable water for every twelve occupants. The current jail exceeds the Bureau of Adult Detention's recommended capacity and fails to provide the adequate number of wash basins.

The Project will consist of new sanitation facilities and an adequate number of wash basins that operate at correct temperatures.

5120:1-8-04(J): Natural light shall be provided in housing units, dorms, cells, and / or day spaces. The physical plant of the existing jail facility does not provide natural light and doesn't meet the requirements of this standard.

The Project will consist of an adequate amount of natural light.

5120:1-8-05(G)(1) and (2): The jails shall maintain documentation of at least two to four foot-candles of light, measured thirty inches above the floor in inmate sleeping areas and at least fifteen foot-candles of light, measured thirty inches above the floor in inmate accessible areas. The physical plant of the existing jail facility does not provide adequate lighting throughout the jail and all inmate accessible areas of the housing units.

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The Project will contain new and adequate lighting in all areas of the facility.

5120:1-8-05(I) (Important) Each inmate shall be provided the opportunity for a hot shower not to exceed forty-eight hours. During the inspection, inmate showers evidenced cold temperatures throughout the jail.

The Project will consist of new sanitation facilities and an adequate number of showers that operate at correct temperatures, allowing inmates regular opportunities for hot showers.

**7. Will this project serve a currently under-served female population? If yes, please explain:**

The Project will address the extremely under-served female population by providing sufficient and functional housing, recreation, and programming space dedicated for female inmates according to need. When the current jail was built, there was little to no female inmate population and, as a result, there were no separate provisions for their rehabilitation. Female inmates still comprise the minority of the inmate population, and due to the space constraints of the current jail, the vast majority of programming in the sole programming space has been dedicated to the male inmate population. The average daily population for 2022 for female inmates is 16 and currently the jail is housing 15. The Project will allow us to provide female inmates with specialized programming space and services, increased visitation for families, and specialized interventions to address domestic violence. We are dedicating a minimum of 25% of the beds to the female population. The Project will allow female inmates to be separated from the male population by site, touch, and out of range of normal conversation and will allow the female inmate population to also be further separated according to age, prior criminal behavior, and legal status.

**8. Does this project add/increase substance abuse/mental health programming space?**

The current jail has zero dedicated substance abuse and mental health programming space. The Project dedicates over thirty percent of facility space for substance abuse and mental health programming. The current jail is grossly ill equipped to address these problems, allowing them to fester, leading to increased recidivism and other tragic outcomes. Mental illness and addiction are the root cause for many offenders' entry and re-entry into the criminal justice system. The Project

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will also house a therapeutic management center to address mental illness and addiction to all detained eligible offenders. Additionally, the Project will provide adequate facilities to address behavioral health emergencies, rather than the single inadequate cell currently available for such purposes.

**9. For the past 30 days, what is the percentage by which the jail's population exceeded the Bureau Recommended Capacity for the facility? Please provide the population numbers below:**

For the past 30 days, from 10/28/22 – 11/22/22, the jail facility has exceeded the state recommended capacity of 112 no less than fourteen times

During the COVID-19 pandemic, the population of the current jail had a very limited number of individual cells, 31% of the total bed count to be exact, which the pandemic has forced us to use as medical isolation cells for the first fourteen days of an inmate's stay. Of that 31%, an additional ten cells are used for disciplinary and administrative segregation which drops the available number of intake cells to 25% of the total bed count. As a result, we were forced to dramatically limit the inmates brought into the jail to crimes of violence only. An accurate look at the jail's population count requires going back to our pre-pandemic status in February, 2020 as well as looking at current numbers.

From February 1, 2020 through February 29, 2020, the average daily population was 155 inmates. This exceeded the Bureau Recommended Capacity of 112 by 43 inmates, or 38%. Put another way, this average daily population of 155 was 138% of the Bureau Recommended Capacity of 112 inmates.

**10. For the past 30 days, what is the average daily number of sentenced offenders on the waiting list for jail bed space as compared to the Bureau Recommended Capacity? Please provide the numbers below:**

For the past 30 days, the average number of offenders on the waiting list was 37.

**11. For the past 30 days what is the average daily number of inmates currently housed in other jails compared to the Bureau Recommended Capacity for the jail? Please provide the numbers below:**

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**Local Jail Projections  
H.B. 687, Section 229.20**

Increasingly and routinely, inmates are being refused entry and their jail time is scheduled for a later date due to lack of space. We are not arresting outstanding warrants, even if apprehended, and we are not detaining a majority of individuals charged with misdemeanors or lower-level felonies. Drug cases below bulk amounts are being released on personal bond.

**12. Is this project designed to benefit multiple counties? If yes, please indicate how, and specify the counties below:**

Ashtabula County is bordered on two sides by other counties. It is bordered to the south by Trumbull County and to the west by Lake and Geauga Counties. It is bordered to the north by Lake Erie and to the east by Pennsylvania. The Project, when complete, will have capacity to house inmates from surrounding counties while such counties renovate or construct their own jails, overflow or for some other purpose.

**14. Is the jail under court order, consent decree, or presently negotiating a consent decree or operating under an emergency release mechanism? If yes, please indicate below:**

Though the current jail facility has been a "Status Jail" under the Department of Rehabilitation and Corrections, Bureau of Adult Detention since 2014, we are not under a court order or consent decree.

**15. Does your county have the immediate financial ability to support the renovation / construction project? If yes, please describe below:**

Because the levy proposed in 2021 for this project failed, the county needs to find alternative funding sources. The Commissioners may pass the criminal and administrative justice sales tax as an emergency, or put it on the ballot again. In addition, County Commissioners have reserved 10 million of monies in savings for this purpose for matching funds.

**16. Will matching funds be provided by the county? If yes, please describe the source below:**

**ASHTABULA COUNTY, OHIO  
COMMUNITY CORRECTIONS AND REHABILITATION FACILITY**

**ATTACHMENT TO APPLICATION FOR FUNDING  
CAPITAL IMPROVEMENTS**

**Local Jail Projections  
H.B. 687, Section 229.20**

Currently, there are up to 10 million dollars of matching funds. We hope to find additional resources as well as explore new ways to acquire funding in the future.

Because of the scope and importance of the Project, the Project will be overseen by the county with the assistance of an owner's representative. The county has also engaged K2M, an architectural firm with vast experience building community corrections and rehabilitation facilities. Additionally, the county hired a full-time civil prosecutor to assist officials with legal matters related to the Project and will engage outside counsel as needed.

**17. Are the matching funds immediately available?**

Currently, there are up to 10 million dollars of matching funds for this project. We currently have funds available internally and we will also explore new ways to acquire additional funding in the future.

**18. Is the county ready to proceed with the project immediately?**

The County has spent years studying the current and future corrections needs of Ashtabula County. We have done everything we can to make the most out of the current facility and to streamline plans for a new facility to maximize functionality, while minimizing cost. Since our team has not embarked on a construction project of this scope or importance, we will be seeking the assistance of an owner's representative experienced in overseeing construction of jails and other similar public projects.



Department of Rehabilitation & Correction

Mike DeWine, GOVERNOR
Annette Chambers-Smith, DIRECTOR

Attachment #1

08/29/2022

Sheriff William Niemi
Ashtabula County Jail
25 W. Jefferson Street
Jefferson, OH 44047

RE: 2022 Annual Jail Inspection

Dear Sheriff William Niemi:

In accordance with Section 5120.10 of the Ohio Revised Code and Executive Order 92-03 of the Department of Rehabilitation and Correction, the Ashtabula County Jail, a full service jail, was inspected on 08/11/2022. The inspection was restricted to assessing compliance with a group of standards, selected from the Standards for Jails in Ohio promulgated by the Department of Rehabilitation and Correction. The group of standards being inspected focused on Reception & Release, Classification, Security, Housing, Sanitation and Environmental Conditions, Communication, Visitation, Medical and Mental Health Services, Food Service, Recreation and Programming, Inmate Discipline, Administrative Segregation, Grievance, Staffing, and Staff Training. The inspection consisted of this Inspector receiving and/or reviewing requested documentation and/or materials, touring selected areas of the jail, and having discussions with various jail staff.

The total actual general housing capacity for the Ashtabula County Jail is 112. On the date of the jail inspection, there were 101 inmates incarcerated in the Ashtabula County Jail. The Ohio Department of Rehabilitation and Correction recommended housing capacity for the jail is 112, which is based upon total available living space and other requirements. Officials should maintain prisoner counts within the Department's recommended capacity figure.

The Ashtabula County Jail (Full Service Jail) is in compliance with 160 standards, 49 "Essential", and 111 "Important".

5120:1-8-01 (A)(1); -01 (A)(2); -01 (A)(3); -01 (A)(4); -01 (A)(5); -01 (A)(6); -01 (A)(7); -01 (A)(8); -01 (A)(9); -01 (A)(10); -01 (A)(11); -01 (A)(12); -01 (A)(13); -01 (A)(14); -01 (A)(15); -02 (A); -02 (B)(1); -02 (B)(2); -02 (B)(3); -02 (B)(4); -02 (B)(5); -02 (B)(6); -02 (D); -03 (A)(4); -03 (A)(5); -03 (A)(7); -03 (B)(1); -03 (B)(2); -03 (B)(3); -03 (B)(4); -03 (B)(5); -03 (B)(6); -03 (B)(7); -03 (B)(8); -03 (B)(9); -03 (B)(10)(a); -03 (B)(10)(b); -03 (B)(10)(c); -03 (B)(10)(d); -03 (B)(11)(a); -03 (B)(11)(b); -03 (B)(11)(c); -03 (B)(12); -03 (B)(13); -03 (B)(14); -03 (B)(15); -03 (B)(16); -03 (B)(17); -04 (A)(1); -04 (A)(2)(a); -04 (A)(3); -04 (C); -04 (D); -04 (I); -04 (K); -04 (L); -05 (A); -05 (C); -05 (E); -05 (F); -05 (H)(1); -05 (H)(2); -05 (H)(3); -05 (H)(4); -05 (H)(5); -05 (H)(6); -05 (J); -05 (K); -05 (L); -05 (M); -05 (N); -05 (O); -05 (P); -05 (Q); -06 (A); -06 (B); -06 (C); -06 (D); -06 (E); -06 (F); -06 (G); -06 (H); -07 (A); -07 (B); -07 (C); -07 (D); -07 (E); -07 (F); -07 (G); -07 (H); -07 (I); -07 (J); -09 (A); -09 (B); -09 (C); -09 (D); -09 (E); -09 (F); -09 (G); -09 (H); -09 (I); -09 (J); -09 (K); -09 (L); -09 (M); -09 (N); -09 (O); -09 (P); -09 (Q); -09 (R); -09 (S); -09 (T); -09 (U); -09 (V); -09 (W); -09 (X); -09 (Y); -09 (Z); -09 (AA); -10 (A); -10 (B); -10 (C); -10 (D); -10 (E); -10 (F); -10 (G); -10 (H)(1); -10 (H)(2); -11 (B); -11 (C); -11 (D); -11 (E); -12 (A); -12 (B); -12 (C); -12 (D); -12 (E); -12 (F); -12 (G); -12 (H); -12 (I); -15 (A); -15 (B); -15 (C); -15 (D); -15 (E); -15 (F); -16 (A); -16 (B); -17 (A); -17 (B); -17 (C); -17 (D); -17 (E); -17 (F); -17 (G); -18 (A); -18 (C); -18 (D); -18 (E);

The Ashtabula County Jail did not comply with 18 standards, 4 "Essential", and 14 "Important". This letter is intended to serve as a basis for developing plans of action for bringing the facility into compliance with the deficiencies noted during the inspection.

5120:1-8-03 (A) Each full service jail shall maintain the following minimum standards in regard to security of the jail. (1) (Essential) An established security perimeter.

Comments: The physical plant of the existing jail facility does not provide an established jail security perimeter. Currently law enforcement functions share portions of jail functions (kitchen, laundry and commissary) on the third floor. These areas are not properly separated where the integrity of the security perimeter is compromised (weapons security, operational and physical security).

5120:1-8-03 (A) Each full service jail shall maintain the following minimum standards in regard to security of the jail. (3) (Essential) A secure booking and release area.

Comments: The physical plant of the existing jail facility does not provide a secure booking and release area required by the Standards for Jails in Ohio. The entry door into the jail's central control does not possess security grade functions to safeguard this location.

5120:1-8-03 (A) Each full service jail shall maintain the following minimum standards in regard to security of the jail. (6) (Essential) A two-way communications system between central control, staffed posts and inmate occupied areas.

Comments: The physical plant of the existing jail facility does not provide an effective two-way communication systems between central control and inmate occupied areas. This is due to the jail not possessing two-way communication systems in inmate housing cells.

5120:1-8-04 (A) (4) Full service jails shall provide inmates with sufficient space. The jail shall maintain documentation regarding square footage and maximum occupancy figures for all housing and holding areas, and shall comply with the following minimum requirements: Dayspace: (Important) Thirty-five square feet per number of occupants occupying the dayspace at one time. Minimum size of one hundred five square feet.

Comments: The jails physical plant does not provide adequate day space due to the number of inmates placed in housing units throughout the jail.

5120:1-8-04 (B) (Important) Seating shall be provided in holding areas, holding cells, housing cells, dormitories, dayrooms and eating areas for each inmate.

Comments: The jail does not provide adequate seating in all areas throughout the jail (holding/housing areas) per the standard.

5120:1-8-04 (E) (Important) Sanitation facilities shall include access to an operable flush toilet and lavatory with hot and cold potable water on a twenty-four hour a day basis without staff assistance.

Comments: On the day of the inspection the hot water was not within the temperatures assigned per the standard (G).

5120:1-8-04 (F) (Important) Toilet facilities at a minimum of one operable toilet for every twelve occupants.

Comments: During the tour of the jail, several toilets were found to be in disrepair throughout all inmate housing units, not providing the required amount of toilets per the standard.

5120:1-8-04 (G) (Important) Shower facilities at a minimum of one operable shower for every twelve occupants. Water temperatures shall be controlled thermostatically in a range from one hundred five to one hundred twenty degrees Fahrenheit.

Comments: On the day of the inspection the water temperature was not within the range of the standard.

5120:1-8-04 (H) (Important) One operable wash basin with hot and cold potable water for every twelve occupants.

Comments: On the day of the inspection the hot water was not within the temperatures assigned, per the standard (G).

5120:1-8-04 (J) (Important) Natural light shall be provided in housing units, dorms, cells and/or dayspaces.

Comments: The jail's physical plant does not provide natural light in the inmate classification housing unit.

5120:1-8-05 (B) (Essential) All areas of a full service jail shall be safe and sanitary, including the food service and laundry areas. Staff and inmates shall have specific housekeeping responsibilities, which shall include, but are not limited to daily cleaning of toilets, urinals, sinks, drinking facilities and showers in areas occupied by inmates and disposal of garbage. (messy)

Comments: The jail's policy, procedures, and practices were not followed as the jail was found to be unsanitary during the tour, showing that safety and sanitation practices are not practiced on a regular basis.

5120:1-8-05 (D) (Important) Regular maintenance and repairs shall occur.

Comments: During the tour of the jail, several items were found to be in disrepair throughout all inmate housing units (toilets, lavatories, showers).

5120:1-8-05 (G) The jails shall maintain documentation that the following standards are met with regard to interior lighting: (1) (Important) At least twenty foot-candles, measured thirty inches above the floor, in inmate reading areas.

Comments: The age and layout of the existing jail facility does not provide adequate lighting throughout the jail and all housing and holding cell(s); not meeting the lighting requirements for this standard.

5120:1-8-05 (G) The jails shall maintain documentation that the following standards are met with regard to interior lighting: (2) (Important) At least fifteen foot-candles, measured thirty inches above the floor, in inmate accessible areas.

Comments: The age and layout of the existing jail facility does not provide adequate lighting throughout the jail and all housing unit accessible areas (shower/toilet areas); not meeting the lighting requirements for this standard.

5120:1-8-05 (G): The jail shall maintain documentation that the following standards are met with regard to interior lighting: G3): (Important) Lighting in inmate sleeping areas shall be reducible to between two and four foot-candles, measured thirty inches above the floor.

Comments: The age and layout of the existing jail facility does not provide adequate lighting throughout all inmate housing units (sleeping areas); not meeting the lighting requirements for this standard.

5120:1-8-05 (I) (Important) Each inmate shall be provided the opportunity for a hot shower not to exceed forty-eight hours.

Comments: During the inspection, inmate showers evidenced cold temperatures throughout the jail.

5120:1-8-11 (A) (Important) Exercise and/or equipment for inmates shall be provided and the jail shall ensure that inmates are offered at least five hours per week.

Comments: On the day of the inspection it was reported that all inmates are not provided 5 hours per week of recreation time per the standard.

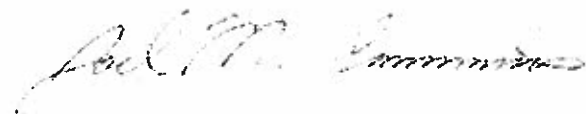
5120:1-8-18 (B) (Important) Correctional officers shall receive training as follows:

- (1) Training in jail policies and within sixty days of employment.
- (2) During the first year of assignment, training consistent with Chapter 109:2-9 of the Administrative Code.
- (3) Eight hours of-service training each subsequent year of employment addressing specific job assignments and/or jail related issues. These training hours are in addition to training mandated by other standards.

Comments: At the time of inspection, the jail's supporting documentation did not evidence compliance for sub-standard (B) (2) of this standard. Currently, jail staff do not possess the training requirement in accordance with Chapter 109:2-9 of the Ohio Administrative Code.

Plan of action forms are enclosed. Completed form(s) and/or corrective materials addressing the noted deficiencies must be completed and submitted through the Ohio Jail Management System (OHJMS) at [www.OHJMS.Intelligrants.com](http://www.OHJMS.Intelligrants.com) within 45 days of receipt of this correspondence. Please feel free to contact the Bureau if you need assistance or clarification in this effort. The Bureau remains available to discuss the aspects of this report or to provide reference materials or assistance as desired.

Sincerely,



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Joel Commins, State Jail Inspector  
Bureau of Adult Detention  
4545 Fisher Road, Suite D  
Columbus, Ohio 43228  
Phone: (614) 357-4245  
Email: [joel.commins@odrc.state.oh.us](mailto:joel.commins@odrc.state.oh.us)

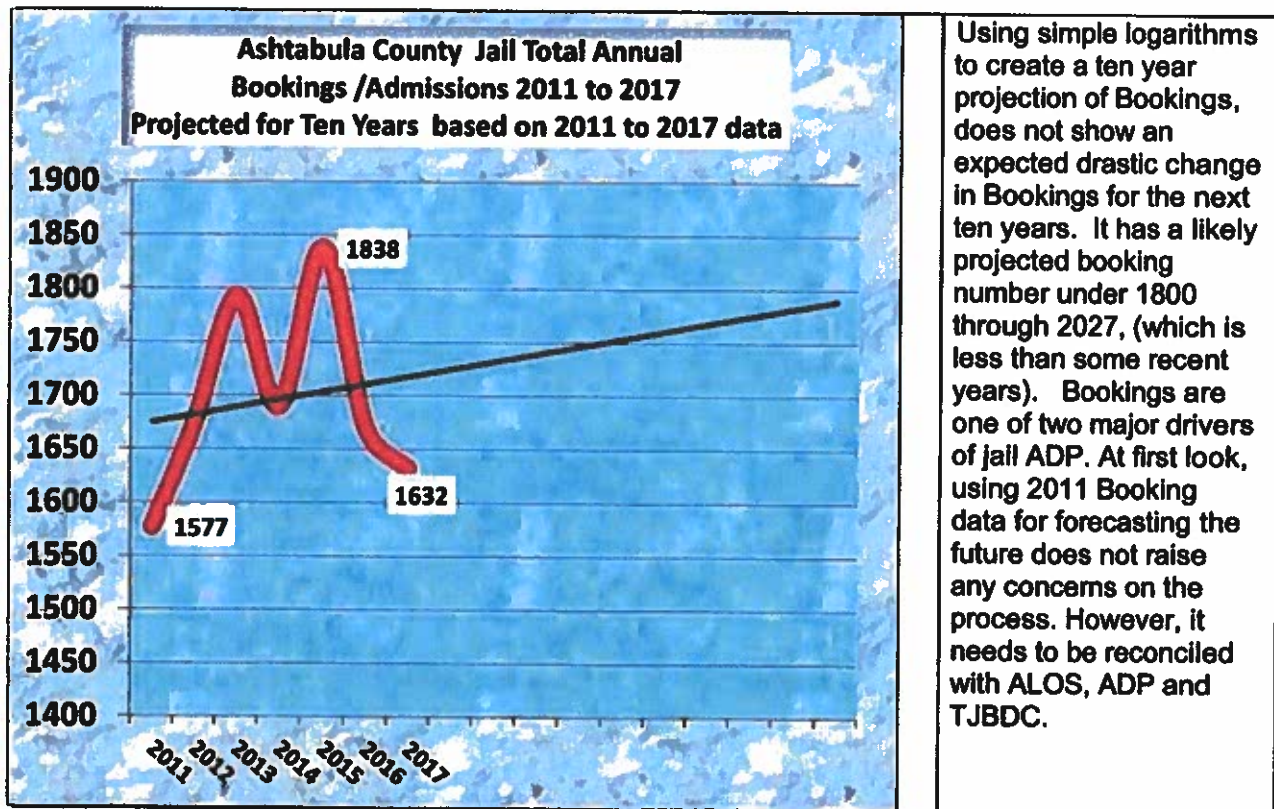
**Chapter 2. Section 6: The Ashtabula County Jail: The Analysis of the Future Inmate Population in the Ashtabula County Jail. How Many Jail Beds are Needed?**

**JAIL BED DEMAND PROJECTIONS:**

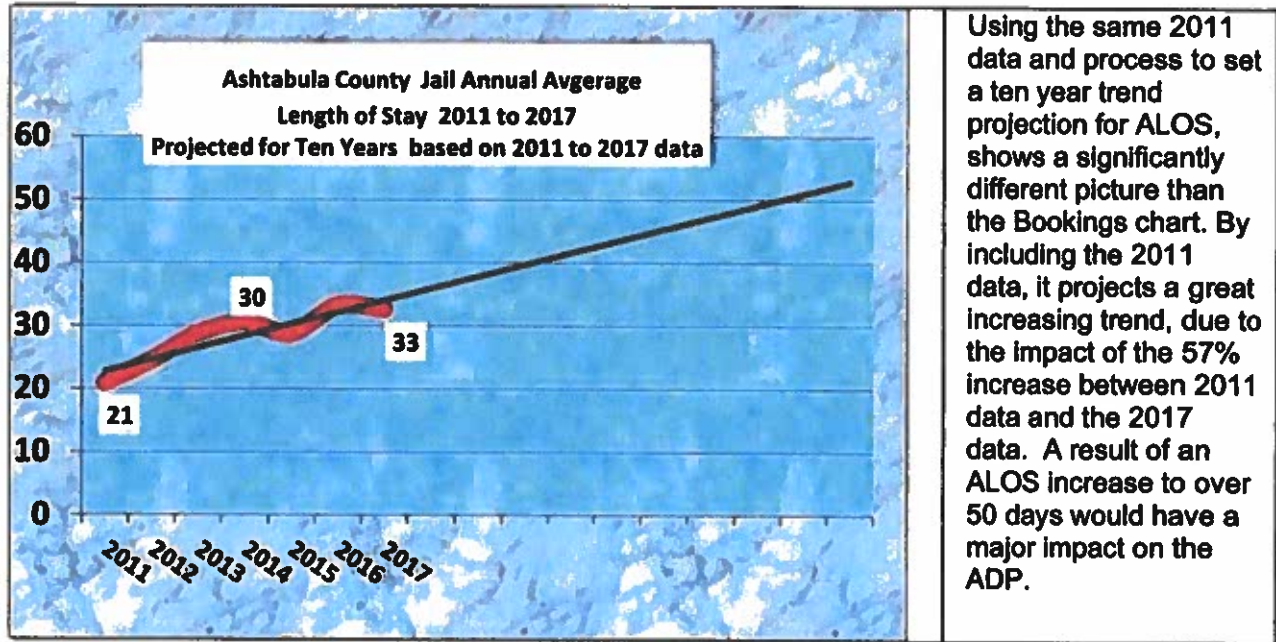
After some historical data is assembled and validated, the next step in this process is to attempt to bring a reasonable and defensible methodology to predict what the jail bed needs will be in the future. Projections are the next step in analysis that moves toward a more accurate estimation of bed needs called "forecasting." Forecasting will be addressed in the next section. The information presented here helps explain to the casual observer how the forecasts are developed and calculated.

To start the projection process, an assessment of the relevant time frames to be used in setting the past trends, and then applying it to the future projection trends, will be established. The impact of the depressed usage of jail beds in 2010 causes trends prior and through that date to be ruled out in trend setting. Looking at data since that time, there is a "ramping backup" that took place in 2011, that gradually reached its peak in 2013. If the 2011 data is applied in trend setting, it brings an expected drastic upward rise in the future predictive trends. It needs to be analyzed and ruled in or out prior to setting future bed forecasts. The initial charts here looks at the impact of using data from 2011 through 2017 compared to using data from 2012 forward or data prior to 2010. Validating the trend lines validates "the norm."

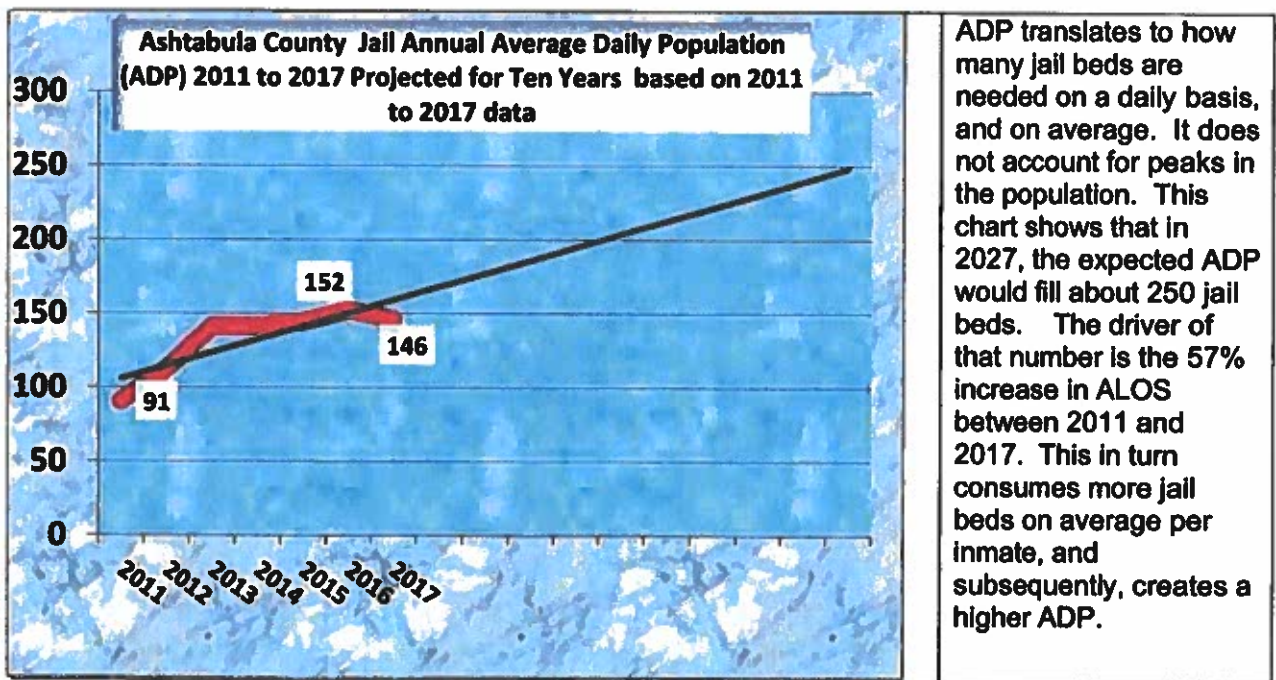
**Chart 2.6.1: Projecting Bookings using data from 2011 through 2017**



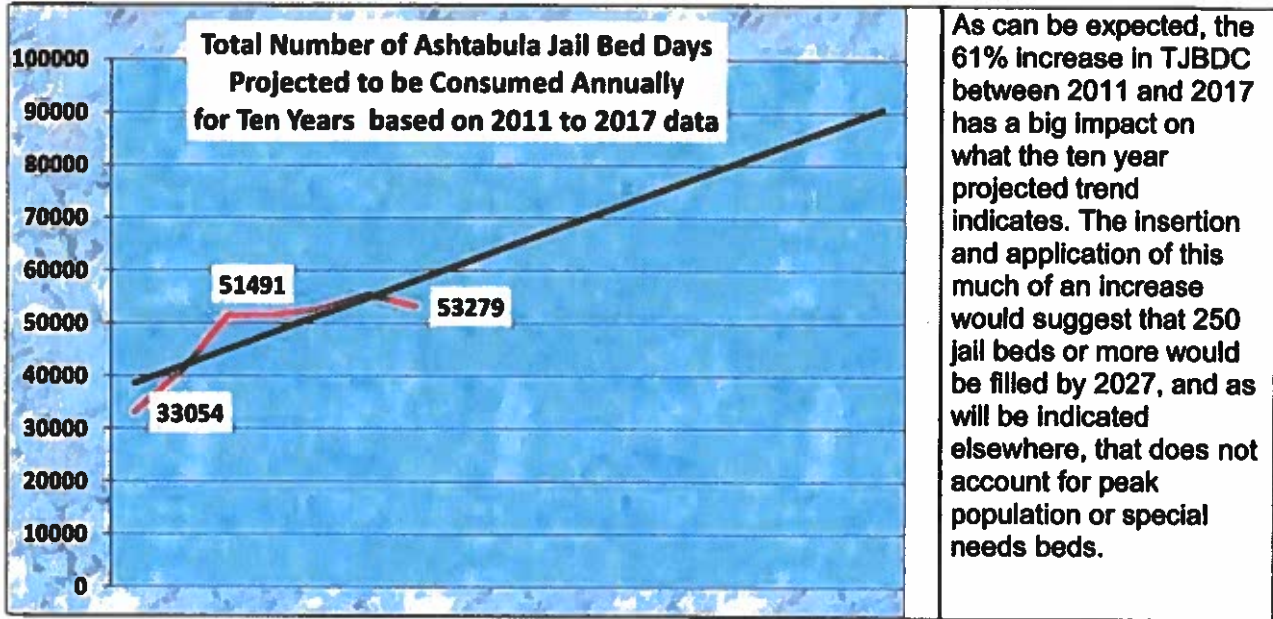
**Chart 2.6.2: Projecting ALOS using data from 2011 through 2017**



**Chart 2.6.3: Projecting Average Daily Population (ADP) using data from 2011 through 2017**



**Chart 2.6.4: Projecting TJBDC with data from 2011 through 2017**



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## Chapter 2. Section 7: The Ashtabula County Jail: The Analysis of the Future Inmate Population in the Ashtabula County Jail. Forecasting Jail Beds and Setting the Number of Jail Beds for Design Decisions.

### **JAIL BED DEMAND FORECASTS:**

Jail beds need to be planned for not only how many inmates are expected to be housed every day, but also how many beds will be required to serve the anticipated population that will be in the facility. Many beds built in a modern jail are temporary beds, specialized for a specific condition, or they are unclassified beds that are not part of the full-time classified and assigned jail bed rotation. None-the-less, these are critically needed beds. Examples of these are detoxification and suicide prevention beds. As well, longer term care for acute and sub-acute infirmary beds for medical and mental health conditions fall into this category. Protective Custody, Disciplinary Holding, Short-term Holding in Booking, and Staging for Transport or Court are additional bed or secure space needs that force planning for the population that will be detained. None of these mentioned specialized beds are “full-time assigned beds,” which means an inmate will not be assigned there for their entire stay in jail. They will move in-to or out-of the specialized jail cell or bed as appropriate. These beds are secure and certainly add to the size and the cost of the facility but they **DO NOT REDUCE** the number of classified jail beds needed, because the inmate moves in and out of these beds as demanded by behavior, physical or mental condition, or by operational policy and legal status. To determine how many of these beds are forecasted for future use, first there must be a forecast for how many every day classified beds will be needed.

Forecasting involves taking the known or suspected variables into the baseline projection process to determine a more likely scenario for bed demand numbers in the future. It then applies the factors into the projections and then adjusts the projected numbers to a defensible number of recommended beds. Unfortunately, forecasting also has short comings when the dynamics change. As an example, recently Ohio State Legislative discussions have revolved around the possibility of potentially establishing minimum mandatory consequences for felony probationers testing positive for opioid use. If it passes as discussed, felony probation violators testing positive for opioids would serve a mandatory 30 days in jail or be required to complete 30 days of residential treatment in lieu of the jail. In this proposed bill, offenders are responsible for the costs of treatment. It is not likely that many offenders will have the funds for treatment, even if they were amenable to treatment. It has been reported that in Ashtabula County, almost 50% of all drug tests on felony probationers have a positive result for opioids. Without developing more affordable community based program slots, it is likely this type of a mandate would drive up jail bed demands based upon the level and frequency of the probation department drug testing rate. In this scenario, every opioid violation adds 30 days into the jail bed days that will be consumed. This is just one example of how even the best made forecasts can go askew as new political, legislative, philosophical or community based pressures change. The farther out the projection goes in years, the less likely it is to be true.

Forecasts will provide the assumptions that are used in establishing the modifications to the projections. Each assumption that is relied upon in the listed forecasting statements will be highlighted through ***bold italics*** to make the reader aware of the assumption. Assumptions need to be logical and defensible.

Of important consideration, is the analysis of the impact that keeping the jail at maximum capacity has on setting future trends. There was no easy way to look at the impact of the jail waiting list and then inserting jail inmates from this list into the daily jail population numbers. The data was not collected and

categorized in the jail data collection systems for that level of analysis. **The first assumption** to be presented then is Bookings are not highly impacted by the number of persons coming off the list each year. It is estimated between 100 and 200 inmates come off the jail wait list each year. This will add the same number to Bookings, but overall, this is somewhere around a 5% impact (plus or minus a percentage point) on total Bookings. Using that knowledge as a guide, sets an impact range of around 5% on Bookings, with a corresponding impact to ADP in the same range. ADP should mirror closely, either Bookings or ALOS, or a combination of both.

Reconciling the wait list with ALOS, (the other jail bed driver), brings additional considerations on the impact of the jail wait list. **It is assumed**, most of the people on this wait list are post-conviction, "short term jail bed users." In other words, they have very short amount of jail time to serve, and that jail time has been postponed because there was no room at the jail when they were sentenced to a minor offense. A small sampling of this wait list showed they are typically ordered to serve less time in jail than the overall average length of stay (33 days) of all inmates. **In another assumption**, those on the jail wait list may in fact actually reduce the overall ALOS because many on this list have much less than 30 days to serve, and so they may reduce the averages associated with the length of stay. The end result is this ALOS of the wait list population, could completely wash out the impact on ADP by the approximate 5% increase in Bookings, and relieve any concerns about the impact of the wait list on ADP. As well, in 2017 a construction project necessitated the closure of entire housing units from May 8 through June 22. This lowered the inmate population by approximately 24 inmates per day for the duration and therefore affected the 2017 Bookings / Admissions, ADP, and Jail Bed Days Consumed. If there was any effect to projections, it likely reduced the projections slightly. **This will be another assumption** used in calculating future bed needs, that the wait list has little impact on projections, because of both adding and subtracting factors that balance each other out.

**A high impact assumption** is the 2011 data used in the prior projection was not an accurate depiction of current trends. It skews the data used in trend setting as the numbers all show a great percentage increase between 2011 and 2017. **It is assumed**, 2011 may have been a year where the jail operation was rebounding from greatly reduced jail populations of 2010 because of the cut backs to jail staffing and operations. **Because of that assumption**, 2011 is being removed from forecasts to bring a more current five year review of data in setting trends that takes out the skewing effect and elevating spike caused by the 2011 data.

Part of this study included the review of the Municipal Jails in the cities of Geneva, Conneaut and Ashtabula. All of these jails are 12 day holding facilities. There was some discussion on planning for the inclusion of jail beds from these municipalities into overall counts for the County Jail. After thoughtful discussion, the roles and responsibilities for the city jails will not change, although the county and the cities may engage in deeper negotiations on this before design documents for a new county jail are completed. **The assumption** then is the city jails will continue to operate and house Municipal Court jail inmates, serving less than 12 days in jail. Early analysis of the city jail populations, **assumed** a possible additional 30 to 40 beds would be needed in the County Jail to accommodate the inmates transferring over from the cities, if all city jails were to be abandoned. Those beds are not being factored into the forecasting scenario presented here. Therefore, the forecasting will only consider the data that derives from the County Jail historical database on inmates.

**It is further assumed**, the current discussion at the state level on 30 day minimum mandatory opioid probation violation sanctions to jail, will not pass the Ohio State legislative process. **Further assumptions** are there are no other high impact legislative or local policy changes that will occur to impact jail bed demands, in the next ten years.

Chart 2.7.1: Bookings from 2012 through 2017

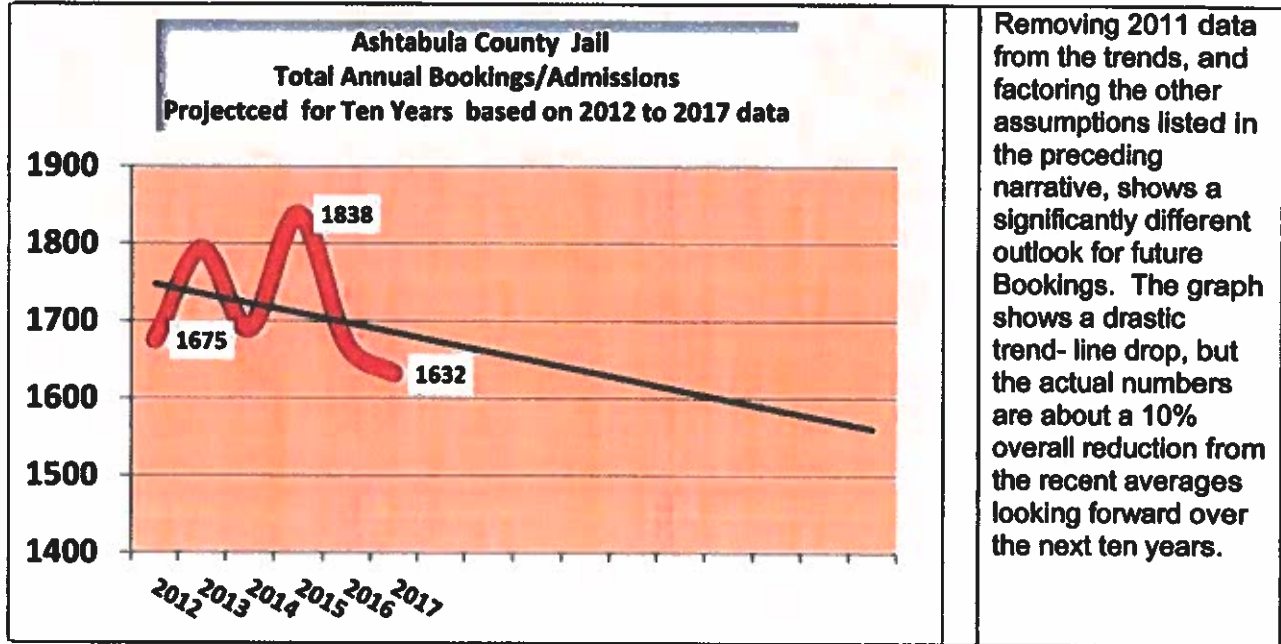
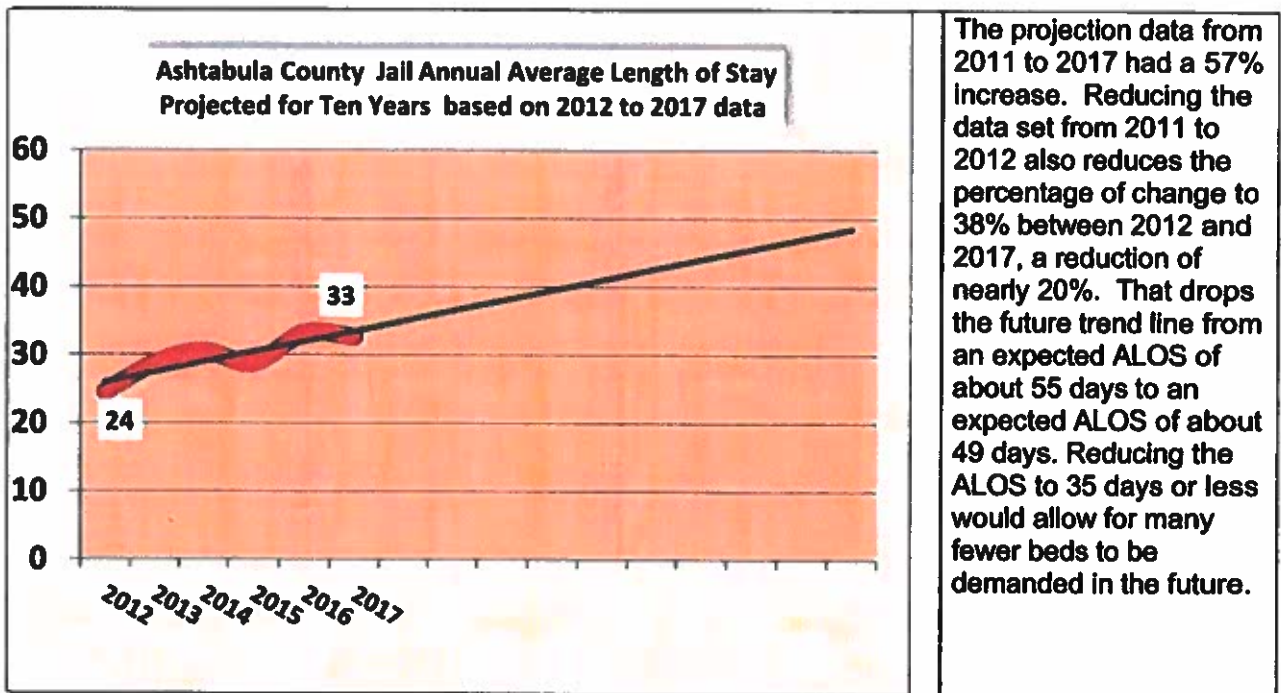
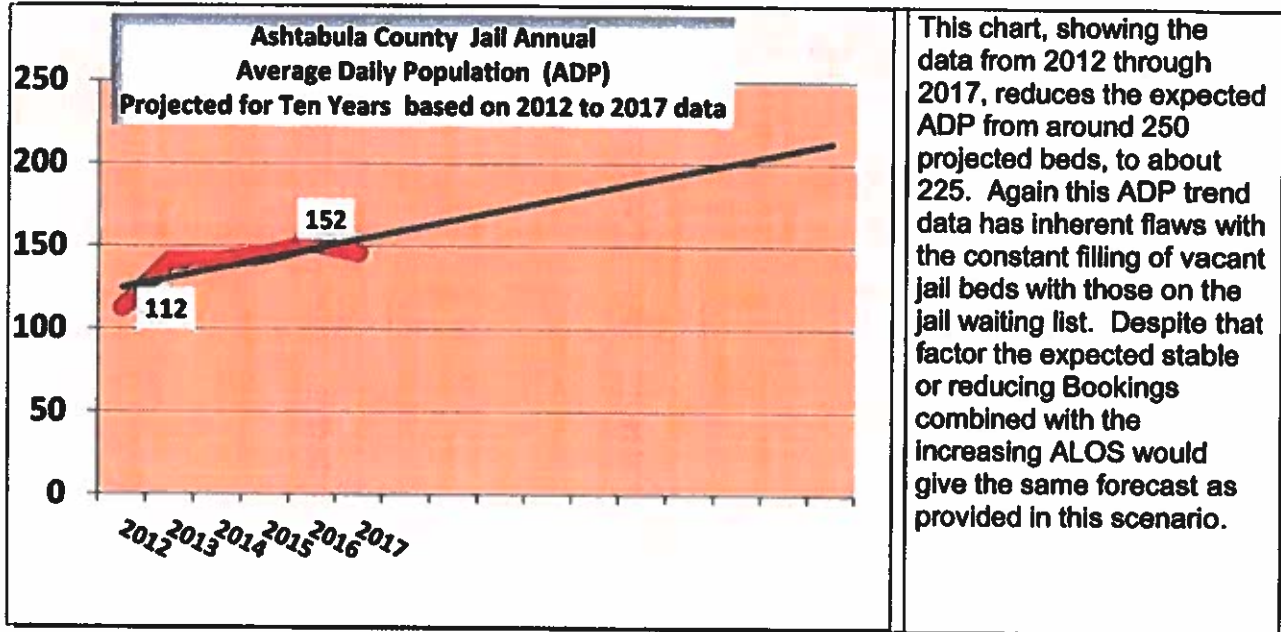


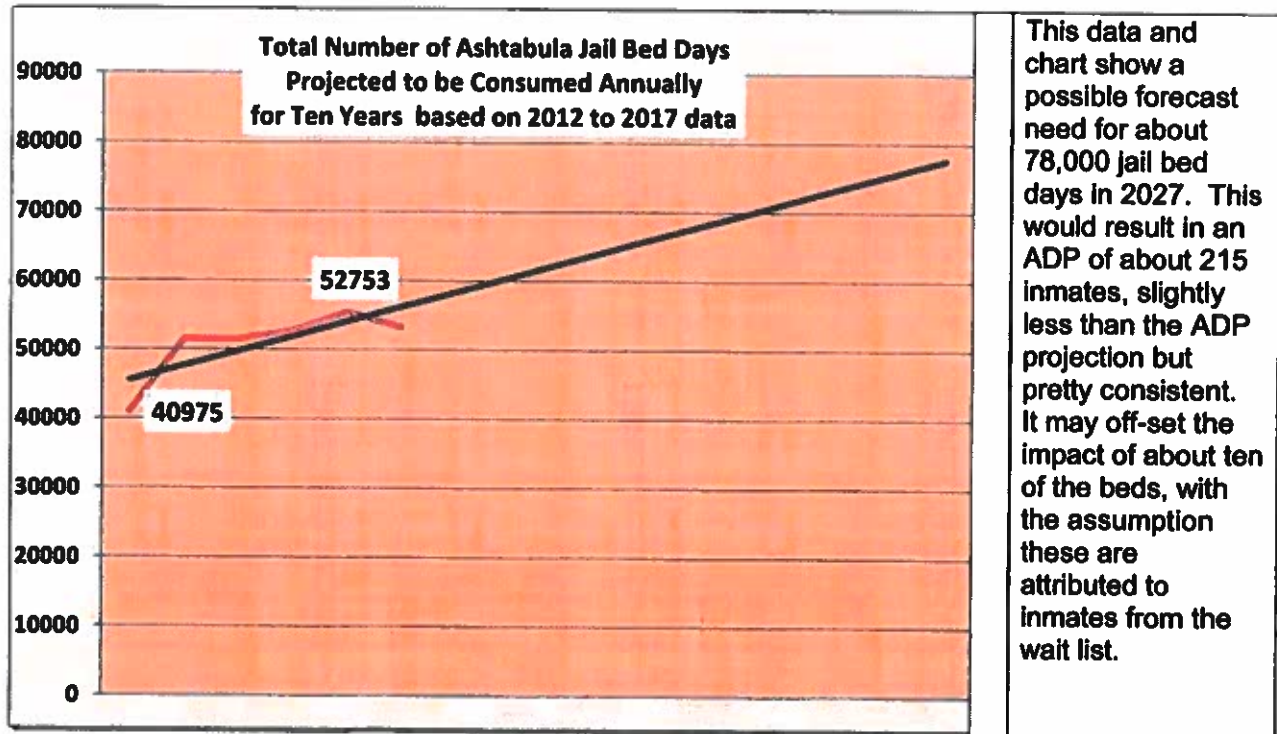
Chart 2.7.2: Average Length of Stay from 2012 through 2017



**Chart 2.7.3: Average Daily Population from 2012 through 2017**



**Chart 2.7.4: Total Jail Bed Days Projected to be Consumed in 2027, based on data from 2012 through 2017**



## **DATA TREND CONCLUSIONS**

The Jail Data collection and analysis process was difficult for a number of reasons; 1.) In 2017, a construction project necessitated the closure of entire housing units from May 8 through June 22. This lowered the inmate population by approximately 24 inmates per day for the duration and therefore affected the 2017 Bookings / Admissions, ADP, and Jail Bed Days Consumed. We do not know the exact effect this had on the projections, but it likely reduced projections slightly. 2.) There was a recent transition of Managed Information Software (MIS) in the jail and data from the old system was not carried over into the new MIS, and; 3.) The new jail MIS has not been mastered and developed to the point where it can be used for evaluation purposes, as it focuses largely on day to day jail operations data instead. To have this MIS become valued in the future, significant effort will need to be invested in developing and expanding the data elements collected and the means to query and extract reports and information from the system through both routine and special reports. The Jail MIS will be maximized when it can be used for daily operations, operations management and then evaluation. The end result was a labor intensive process and the jail staff, particularly Corporal Andy Specht, did as much as possible to get the MIS information and make it valid for the critical analysis needed in this project. The assistance is appreciated very much and because of the effort, there is a level of comfort in making recommendations for the number of jail beds that should be considered in a jail design that will meet the bed demands for the next ten years or longer.

The following data and tables are based upon logical conclusions drawn from the many steps in the process of assessing jail bed usage, and the applying that to the forecasting exercise. A challenge in the entire process was the fact that jail beds are never empty in Ashtabula, so it becomes difficult to measure impact of certain events since the jail population is always at maximum with no relief or change, except what might be occurring on the waiting list.

The next three tables are a breakdown of the 5 to 25 year projected and forecasted bed needs, with the 10 year projection focusing on criteria to include by gender and classification. These numbers were derived by applying percentages to the total of all beds needed, to define the bed needs for each classification and gender, based upon the analysis of the sampling of classification data available. For this exercise, there was not a further breakdown of classification by sentenced and unsentenced population. It is recommended that in advancing from this project to a facility design and for assessing the performance of the court system, there be an additional break down of each classification into sentenced and unsentenced, by the same gender and classification levels listed. It will aid in operational planning and drive cell locations and configurations as this moves into jail design. It would greatly assist a justice system management team in evaluating the process and outcomes of the court case flow process.

Table 1, immediately following, is a general list of jail population projections offered in two of the major data categories used in setting projections, Average Daily Population (ADP) and Total Jail Bed Days Consumed (TJBDC). This table offers projections from 5 to 25 years in 5 year incremental periods. It is used as a starting point of information to look at and examine more closely, all of the relevant data for a 10 year focused projection and forecasting exercise. That 10 year period will prove to be the most valued and accurate projection offered, assuming there are not major law changes occurring that will force a change on the forecast.

**Table 2.7.1: ADP and TJBDC 25 year projected data**

Year Projected	2022	2027	2032	2037	2042
ADP	185	225	245	270	300
TJBDC	66,000	77,000	88,750	98,000	109,000

Table 2 on the following page, assumes all inmates will be classified at the time of booking and changed out into the jail uniforms, then be moved to an assigned housing area. This is consistent with current operational practices at Ashtabula. This then requires more medium and minimum classified beds located in the housing areas and not in the short-term booking/intake holding area.

Table 3, has less medium and minimum beds in the main housing areas proposed, but assumes inmates would not be classified, changed out, and moved to inmate housing until after they made a first appearance in court or it was clear they would not be able to quickly bond out of jail. That adds jail beds likely to be located in the booking and intake area as "unclassified beds." These two tables represent a good example of how operational decisions will impact jail design. The number of beds and the location of beds will be influenced significantly by operational decisions.

**Peaking and Operational Factors**

When someone comes into the jail and stays in the jail, there needs to be a "bed" or cell for them to go. This becomes the assigned bed location, and it will correlate to a cell block, pod, housing unit or floor. If moved from the booking or intake area, this individual should be housed with the same type of inmate, based upon gender and risk and needs which prescribes a classification level. The data that has been available and analyzed is "averages." ADP addresses averages and not peaks in the population. Peaks in populations will change by the different month of the year. For instance, in Ashtabula, it is common that the lowest jail population is in November and December, and the highest during the summer months. Averaging takes out the difference, and raises the number from the low periods and reduces the number from the high peaks. The inmate ADP of these different months may look far different, but the bed planning requires planning for the higher number of beds even though it exceeds the averages. This bed need is based on the operational practice that there needs to be a bed available when someone comes in. As well, an unusually high number of bookings can contribute to the Peaking Factor. For instance, if every year on the fourth of July there is a big festival or concert that may draw lots of people into the area and result in many arrests, this will bring a spike in the Peak Population at the jail on the fourth of July, every year.

Jail populations fluctuate greatly and have "Peak Populations" and "Operational Capacity" factors to be considered in determining bed needs. Jails routinely operate at a determined Operational Capacity that is typically around 85% to 90% of design capacity. Operational Capacity will allow for the beds needed for high peaks in the population, as well as providing for "no contacts" between inmates, or peak highs in one classification that might draw other types of beds out of service. An example is if all cell blocks have 12 beds, and if there is two female blocks in use with 24 beds filled, but 4 more females get booked in, then 28 inmate beds are filled and 8 beds are empty and not able to be occupied by other inmate types. That is part of the equation for allowing for "Operational Capacity." The available beds can't be filled with males, or maybe even other females from a higher classification of inmates. This example demonstrates why there is a 10% to 15% range of impact for adding beds to account for peaks and operational capacity. That range is factored in the following tables.

**Table 2.7.2: Forecasted Bed Needs to 2027, with all inmates being classified and placed in assigned inmate housing units within 8 hours of booking.**

<b>Number of Forecasted Ashtabula County Jail Beds By Gender and Classification through 2027</b>		
<b>Classification Level</b>	<b>MALE</b>	<b>FEMALE</b>
<b>High</b>	<b>24</b>	<b>12</b>
<b>Medium</b>	<b>80</b>	<b>20</b>
<b>Low</b>	<b>54</b>	<b>20</b>
<b>Protective Custody</b>	<b>6</b>	<b>2</b>
<b>Discipline</b>	<b>8</b>	<b>4</b>
<b>Totals</b>	<b>172</b>	<b>58</b>

This estimates a total jail bed demand of about 230 beds for classified housing assignments. It does not account for the specialized beds required for mental health and medical (listed elsewhere), or for short term housing in or near booking.

The Ashtabula County jail did not regularly collect classification information on its jail inmates. In an attempt to determine to forecast the number of beds needed by both genders and multiple classifications, analysis of a data sampling of all inmate classification populations over six years was conducted. This Jail data sampling process showed a fairly consistent and predictable percentage of use by each specific classification level and gender, across the sample set. Those percentages of gender and classification were then applied to the total number of jail bed days consumed by all inmates (a data set that was available), and expected to be consumed over the next ten years. This methodology allowed for an estimated number of jail beds to be applied to the projected 10 year need based upon historical data from 2012 to 2017, and moved forward into the projected future. This table data assumes all inmates will be placed in to assigned housing at time of booking and classification, instead of perhaps being temporarily housed in the intake area in a dorm housing arrangement for up to 72 hours.

**Table 2.7.3: Forecasted Bed Needs to 2027, with all classified beds in assigned housing units and with unclassified beds located near Booking and Intake.**

<b>Number of Forecasted Ashtabula County Jail Beds By Gender and Classification with Short-term Housing Dorms in Booking Area</b>		
<b>Classification Level</b>	<b>MALE</b>	<b>FEMALE</b>
<b>High</b>	<b>24</b>	<b>12</b>
<b>Medium</b>	<b>64</b>	<b>16</b>
<b>Low</b>	<b>36</b>	<b>16</b>
<b>Protective Custody</b>	<b>6</b>	<b>2</b>
<b>Discipline</b>	<b>8</b>	<b>4</b>
<b>Short term housing beds in or near booking (unclassified)</b>	<b>32</b>	<b>16</b>
<b>Totals</b>	<b>170</b>	<b>66</b>

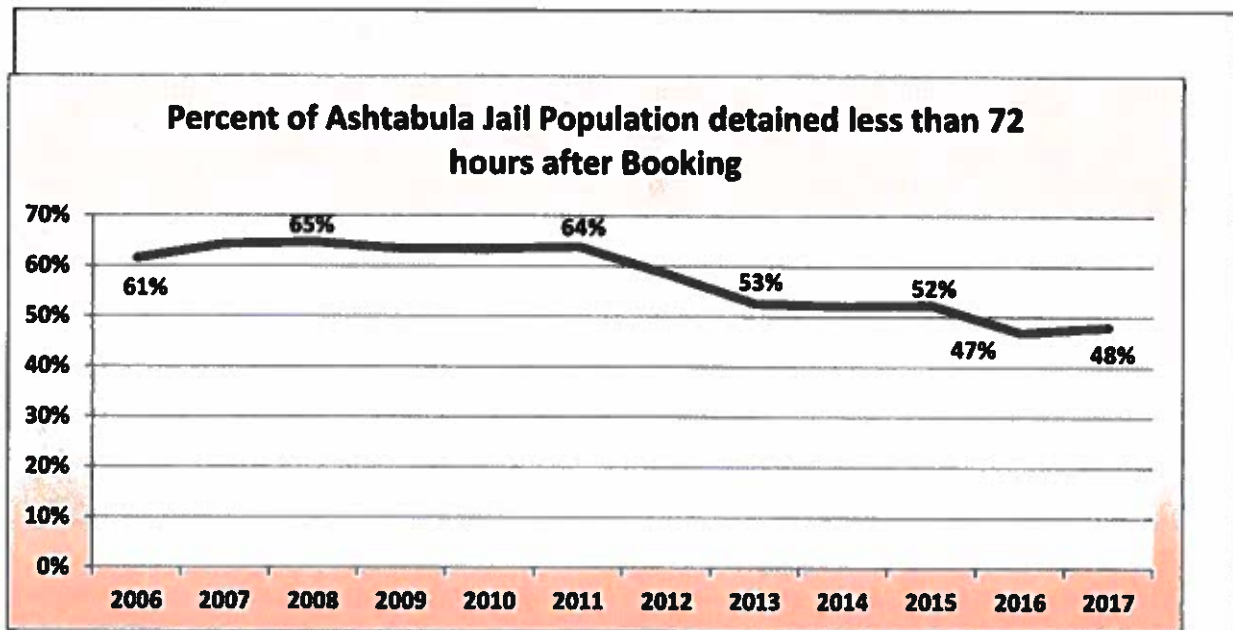
**While this configuration actually adds beds to the total count, increasing from 230 beds to 236 (without the specialized beds), and slightly shifts the gender ratio, it may actually improve some operational cost efficiencies as it accounts for short-term housing in or near booking that would hold those inmates most likely to be discharged at first court appearance, in secure dorm style beds. This impacts minimum and medium inmates only, so the cost factor is less with lower security beds. The medical and mental health bed projections offered next would not be impacted in either scenario.**

This has all the same data as the prior table, but shifts some needed jail beds into a different category of "short-term housing." This figure adds jail beds to the overall count, going from 230 to 236 beds, but may in fact reduce the need for some medium level beds which could reduce the overall capital cost of construction slightly. The short-term housing beds conceived in or near booking, would be dormitory style bunking for lower level offenders that are more than likely to be released from custody once they see the judge. In this concept, there would be two (2) units in or near booking for both males and females, (total of 4 holding units), that would be 8 to 16 beds each. This would allow for some inmates to stay in the intake area for up to 72 hours or until court, reducing the need for classification and changing out clothes, and would likely reduce the demand for some medium level beds. That may save some construction costs, although it would not likely be a significant savings overall. The real benefit would be in the amount of staff time for processing each person would be reduced as there would be no classification, changing out of clothes, and inmate movement to a housing area outside of booking. Those higher security need level inmates or those likely not to bond out even after going to first appearance could still be moved to regular classified housing at the time of booking. Final jail operational decisions during design would dictate how beds are configured.

In designing jails, the standard operating procedures for the jail need to be established so the design fits the operation. If a great deal of inmates are coming into the jail and are released within 72 hours of booking, *it can be assumed* that many are less serious offenders who bonded out after first court appearance. It is likely the same group of inmates that could be housed in a dormitory type bunk

arrangement in or near Booking and Intake. This would save time for staff by reducing the duties involved in assigning and moving to classified housing, (such as medical assessment, issuance of jail uniforms, classification, assignment of bedding, and program screening, etc). Dorm type bunks in Booking work well and can potentially save some construction costs up front, (if more secure beds are not constructed elsewhere in the facility). Operating costs for laundry, bedding, clothing, staff office time, etc. may be reduced as well.

**Chart 2.7.5: Percentage of inmates serving less than 72 Hours in Jail after Booking.**



This chart depicts the percentage of inmates booked into the Ashtabula County Jail that are released within 72 hours of the time they enter the intake process. There has been a regular and most recent trend of nearly 50% of all inmates being released within that 72 hour period. This suggests there should be strong consideration and planning to provide some sort of shorter term holding and bedding area for newly booked inmates because it is likely they are being released from custody at or near the time of their first appearance in court. If there are many inmates bonding out in less than 72 hours after intake, then it could create larger holding areas with dorm beds in or near Booking to be used as short term housing or unclassified. This operational strategy allows for economizing staff time without having to complete the entire classification process and make housing assignment or movements, and might also negate the need to change the inmates into jail uniforms. Expenses can be reduced and staff time maximized if a mix of open dorm and close cell supervision is provided in or near the booking area. It is an operational decision for Jail Administration, and needs to be determined before new facility design documents are complete.

The LCPB determined that specialized Medical and Mental Health Beds would be a priority consideration in this study. The Ashtabula Jail is addressing the acute and sub-acute needs of these inmate populations daily and the jail design is not conducive to positively supporting or caring for these higher need inmates. Again, jail data was not easily available but samplings of the entire

inmate population allowed for some conclusions to be made in regards to this housing area need. These beds do not fall under typical classification standards and an inmate can be assigned these beds from any classification. It is assumed these mental health or medical beds will have a mix of highly secure single cell design as well as less secure or possibly open dorm bed types available. The 36 beds listed for medical and mental health is a "buffer" needed for mitigating the impact of taking beds out of service because of classification (as was explained earlier in the example on female inmate bed use impacting "Operational Capacity"). Even though these specialized beds should not be used for reducing the number of classified beds needed, it is a known fact that inmates from both genders and all classifications will typically be in these beds and this will temporarily free space in some of the assigned housing areas. What needs to be assured, is the inmates will have an assigned bed to move back to once they are cleared to move out of the specialized bed. Medical and Mental Health inmates would be originating in other parts of the jail and would move to the infirmary as the need is identified. These beds are factored into overall bed needs shown below. Also considered, is the number of single or holding cells that would be needed in or near the Booking area, described as "Short-term Booking Area" beds. These are "isolation cells," intended for single inmate use. This area would also have a larger very short-term holding area for both genders that is typically identified as "Staging and Transport." This space is used for holding for transfer of inmates to court, transport out of the facility to another facility, or to outside appointments or obligations.

**Table 2.7.4: Number of Specialized Beds Forecasted to 2027.**

<b>Number of Forecasted Ashtabula County Jail Beds (or spaces) for Specialized Needs, By Gender</b>		
<b>Bed Type</b>	<b>MALE</b>	<b>FEMALE</b>
<b>Medical</b>	<b>8</b>	<b>4</b>
<b>Mental Health</b>	<b>16</b>	<b>8</b>
<b>Short-term Booking Area</b>	<b>6</b>	<b>4</b>
<b>Staging and Transport</b>	<b>12</b>	<b>4</b>
<b>Totals</b>	<b>42</b>	<b>20</b>

**Mental Health and Medical Beds are assumed to be in a specialized area of the jail, such as an infirmary area. The infirmary beds are projected to add about 36 additional beds to the facility, based upon a number of design ideas and to bring about some level of acute and sub-acute care to inmates confined in Ashtabula. Much of the need here was determined by staff experiences with the jail population.**

Early on in this project, the LCPB determined any future jail operation would provide for the mental and medical health needs of the inmate population detained there. Since this type of service had not previously been provided, there was no data to review. This forecast accounts for additional jail bed or spaces for inmates to be held, pending a movement or at time of intake. Much of this space demand will be driven by operational decisions regarding how inmates are held at time of intake. For instance, this assumes there will be no open booking design, and all inmates located in the booking and intake area will be placed in either individual or two person holding cells while the process is complete and they await either discharge or housing assignment. Court or transport staging and holding areas typically have a toilet (or two) in each area, and either benches or chairs with no beds. This is the "Staging and Transport" area needing spaces for 12 males and 4 females. In theory, creating larger dorm areas in booking, and holding newly booked persons there in the dorm if it is likely they will bond out at first court appearance, could reduce the demand for some of the jail beds that are classified as "low or medium." "High" inmates are less likely to be bonding out quickly.

## **Chapter 2. Section 8: The Ashtabula County Jail; Year 2027 Forecasted Bed Needs Summary**

### ***2027 Jail Bed Forecasted Needs Summary***

Looking at all of the preceding information shown in the charts and tables, the overall jail design should be a plan to account for up to 298 beds. Of those, 230 to 236 will be classified housing, and 62 bed will be specialized or unclassified beds. This figure was derived using the best data available and forecasting for ten years into the future, as shown on Tables 2.7.2 and 2.7.3. It accounts for both peaking factors and operational capacity needs. However, it also assumes there will be no significant changes to either increase or decrease the jail bed demands, other than those listed as *an assumption, throughout this chapter.*

Mike DeWine, Governor  
Annette Chambers-Smith, Director

February 21, 2020

Ashtabula County Commissioners  
25 W. Jefferson St. 2<sup>nd</sup> Floor, Old Courthouse  
Jefferson, Ohio 44047

RE: Ashtabula County (New FSJ- Jail Project)  
Phase-1 Submittals / **Approved**

Dear Commissioners,

The Bureau of Adult Detention has reviewed the Phase 1 submittal for the new Ashtabula County (New FSJ- Jail Project). We thank you for your efforts to follow the Planning and Approval Process used by the Bureau.

The review of the Phase-1 documents resulted in an **Approval** of the submittal.

Do not hesitate to contact me if you have any questions or concerns as you prepare for the Phase-2 submittal. The Phase-2 submittal should include the following:

- Submission Checklist
- Detailed Plans to Scale
- Preliminary Specifications
- Revised Staffing Estimate
- Jail Cost Analysis
- Revised Estimate of Operating Costs

A more detailed list can be found in the Planning and Approval Handbook. Please note I'm available for technical assistance to assist you in the submission.

Sincerely,



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Vic Williamson, K2M Design  
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