

# Winona County Jail Project

## Why does Winona County need a new jail?

- Minnesota State law requires each county to provide and keep in good repair, a suitable and sufficient jail. Minnesota Statutes 373.05
- The current Winona County Jail was built in 1978 using then-current Department of Corrections (DOC) jail regulations. In 1982 the DOC upgraded the jail code significantly, making the Winona County jail non-compliant.
- In 1990 the Americans with Disabilities Act (ADA) passed. The Winona County jail is not ADA compliant. Any remodeling over 50% of the building requires ADA compliance.
- In 2000 the County remodeled a portion of the Law Enforcement Center basement to create a minimum-security Annex to house the growing number of inmates. The DOC has determined that the Annex is unacceptable for future incarceration.
- The County jail currently has 38 cells. When jail capacity is exceeded, inmates are transported to Houston County jail. Transporting inmates is expensive and increases potential liability and public safety risks. The County spends over \$300,000 per year just housing prisoners outside of Winona. This does not include the cost of transportation.
- The DOC issued a "sunset" order closing the current Winona County Jail as of September 30, 2021. The jail was also downgraded to a Class II facility or 90 days lock-up which necessitates transporting and housing more inmates in the Houston County Jail and other neighboring counties' jail facilities.

## What jail diversion programs exist, and what is the status of criminal justice reform in Winona County?

Over ten years ago, Winona County had discussed the potential of building a new jail because of the deficiencies of the jail and a growing jail inmate population. As an alternative to building a new jail, based on advice from the National Institute of Corrections, the County Board, in 2007, established the Winona County Criminal Justice Coordinating Council (CJCC).

The CJCC brings together the participating agencies in the criminal justice system with representatives of local governments and the public. CJCC seeks to assure for Winona County a criminal justice system that is fair and just, that provides for the public's safety, offers real opportunities for individuals to change the direction of their lives through rehabilitation and makes the best use of the public's funds.

To accomplish its vision, CJCC works systematically and cooperatively to review the elements of the criminal justice system and take an innovative approach to develop and evaluate proposal for change. The CJCC has been a strong and active advocate for criminal justice reform measures since its beginning. As was intended by the NIC's recommendation, the CJCC was designed and is operated as inclusive of all stakeholders in the Winona County justice system, including policy-making representatives from the state, county, city, private entities, public defense, and community. The CJCC has employed a collaborative, system-focused approach in identifying and addressing justice-related issues to accomplish its vision.

True to its vision and mission over the past 13 years of its existence, the CJCC has achieved a culture of collaboration with a common purpose and shared vision at the leadership level as well as the operational level of its members. Since starting the Community Assessment and Reintegration (CARE) re-entry program in 2009, the CJCC has worked continuously to establish and support collaborative early intervention, prevention, diversion, and community re-entry and stabilization programs within Winona County's criminal justice system to benefit the community at large.

Beginning with CARE, the CJCC has established criminal justice reform initiatives and programs that have reduced recidivism and diverted persons from engaging the criminal justice system at various entry points. This has reduced the jail population pressures. Besides the CARE program, the CJCC successfully sought federal grant funding to plan for and implement a Substance Abuse Treatment Court that has been operational since 2012. The County Attorney's Office started a successful adult misdemeanor diversion program, in collaboration with the DOC, in 2011. The County Attorney's Juvenile Diversion Program and the CJCC's truancy early intervention program operate in collaboration with the DOC and its Restorative Justice Program to help youth stay in their homes and remain in school.

In 2016 the CJCC obtained federal grant funding for the Justice Mental Health Collaboration Program (JMHCP) which supported Crisis Intervention Training for law enforcement and other professionals in the criminal justice system. The grant also funded a Jail Intake Worker position that handles bail evaluations and other tasks when persons are booked into the jail. The Jail Intake Worker position is now a full time County employee position. When the state funding for the CARE program ended, the CJCC, with the JMHCP grant funds, created the Winona County Re-Entry Assistance Program (WRAP), which enhanced the coordination of case planning and support services to help individuals in the criminal justice system be diverted from jail as early as public safety allows and help those already out of custody to remain in good standing. The CJCC recently received a second JMHCP grant to plan and implement a WRAP Plus program that will add a jail social worker and a Community Connector in a partnership with a mental health provider so that there is more focus on the mental health needs of individuals involved in the criminal justice system to divert them from the system and get them the help they need to stay out of the system.

These and other programs have helped to reduce the pressures on the jail population by incarcerating only those inmates whose life history and current status indicate that they would be a threat to the community if not confined to the jail. However, the County is now at a point where the programs are insufficient to prevent a jail shutdown given the DOC letter sunsetting the jail in September 2021 due to the facility itself not meeting current DOC environmental and structural standards. This goes back to the requirement of Minnesota State law that each county provide and keep in good repair, a suitable and sufficient jail.

**A listing of some of the criminal justice reform programs that the CJCC and other justice partners established:**

- Community Assessment and Reintegration (CARE) Re-entry program (2009): CARE an early intervention, prevention, diversion, and community re-entry and stabilization program within Winona County.

- Winona County Substance Abuse (Drug) Treatment Court (2012).
- 3<sup>rd</sup> Judicial District-Wide Veterans Court (2019)
- County Attorney's Office Adult misdemeanor diversion program with DOC (2011)
- County Attorney's Office Juvenile diversion and restorative justice program with DOC (2011)
- First Justice Mental Health Collaboration Program Grant (2016).
  - Provided Crisis Intervention Training for law enforcement and other professionals in the Criminal Justice System;
  - Established Jail Intake Worker position to provide bail evaluations and perform initial mental health and community screening.
  - Winona County Re-entry Assistance Program (WRAP)
  - and WRAP+
- Second Justice Mental Health Collaboration Program Grant (2020)- Funds the WRAP Plus program (2020)
  - Continues previous WRAP services but adds:
    - A Jail Social Worker position
    - A Community Connector Position
    - Coordinates services through local mental health provider
    - Provides additional training for law enforcement in mental health response situations

**For more information about the impact and work of the CJCC: <http://winonacountycjcc.org/>**

**What research has been done to determine how to replace the existing jail?**

- In 2016 Winona County worked with the National Institute of Corrections (NIC) to learn more about the process for deciding how to replace the existing jail. Experts from the NIC came to Winona and facilitated a multi-day training program.
- In 2017 the County Board created the Jail advisory Committee (JAC) to research options and develop a recommendation for the County Board. The JAC was comprised of 24 members across all sectors of the community including public members. The JAC worked for over a year analyzing data, reviewing potential costs, discussing staffing, listening to experts, and discussing options with neighboring counties.
- The JAC recommended that the County Board build a 98-bed jail with supportive areas. This number was based on the average daily population history that included the effect of the jail diversion programs that had been in place starting as early as 2009, with some room for future growth. The concept included an undetermined number of specialty beds for temporarily holding inmates with mental health issues, in need of detox, and segregation for violent activities.
- During the first JAC meeting in January 2018, subcommittees were established to ensure the achievement of various tasks and activities. The subcommittees of the JAC were Community Profile Subcommittee, Target Population Subcommittee, Jail Data Subcommittee, Community Outreach and Communication Subcommittee.

### What is the Winona County Jail Design process?

- The County Board created the Jail Design and Construction Committee (JDCC) in February 2020. The JDCC's role is to work with the architect and construction manager to research and refine options and make a recommendation to the County Board on the preferred size of the facility and its related best site plan.
- The County Board hired the Architectural firm of Klein-McCarthy and the Construction Management firm of Market and Johnson to design and build the new jail.
- The JDCC is researching options and getting preliminary costs estimates. No specific design has been decided. Several potential site plans have been reviewed. Virtual and physical tours of other jails have been accomplished.
- The City of Winona has asked that additional space for the Winona Police department be considered during the planning process. The City of Winona has only committed to researching the potential for added space.
- The JDCC has discussed the need for a juvenile holding facility, but that was not a specific part of the current direction provided in the County Board resolution to build a new jail.
- Under almost any site plan configuration option, parking is an issue. The current lot is not large enough, and any expansion of the jail footprint into the existing parking lot will require those spaces and potentially more to be considered elsewhere.
- The cost of the jail has not been determined; however, several "ballpark" estimates have been provided based on simple square foot calculation. Right now, that estimate is \$25 million and \$5 million for the Winona Police expansion. This does not include any space for juvenile detention for longer than 24 hours.
- The current estimated cost increase to the property tax levy based on a \$25 million bond issue is as follows:

Property Type	Estimated Market Value	Estimated County Debt Tax 2023
\$150,000 Residential Homestead	150,000	18
\$300,000 Residential Homestead	300,000	42
\$150,000 Commercial-Industrial	150,000	32
\$300,000 Commercial-Industrial	300,000	75
\$500,000 Agricultural Homestead (\$200,000)*	500,000	47
Non-Hmstd Ag: 100 Acres at \$2,500 / Acre	250,000	36

These numbers may be further reduced by expansion in Winona County's tax capacity as well as the reduction in costs for transportation and housing of inmates outside Winona County.