

The success of this project rests in large part on the on-going collaboration and active cooperation of the major players in the SJC initiative: police, members of the judiciary and other public officials, lawyers, correctional officers, jail health care and social service providers, former residents of the jail and their family members etc.

Our approach to re-thinking the future for the ACJ and alternative housing facilities will focus on several key elements that reflect the team's experience in criminal justice system reform, facility master planning and design melded to the unique conditions and needs of Allegheny County. These include:

1. Using a Project Review Committee of key stakeholders to provide direction in a highly interactive process to develop consensus on issues and potential solutions.
2. Eliciting the goals and objectives of the ACJ redesign strategy in terms of operational intent, then folding in national best practices to reinforce that direction.
3. Identifying the right level of information and data required to document existing gaps vs. needs, then providing the client the depth of analysis needed to make informed decisions inclusive of the impacts of those decisions; and
4. Analyzing a range of options from re-purpose, additions, and alterations to the existing jail and alternative housing facilities, partial replacement in-situ or development of a new replacement facility as a basis for determining the best solution that balances treatment and rehabilitative goals for a smaller jail population with capital and operational cost realities.

### **Preliminary Work Plan**

Nationally, counties share many common problems; however, each county has its own set of issues that makes its situation unique. The aggregate correctional experience of our team provides both understanding and alternative solutions to not only common problems but, more importantly, issues which will be unique to Allegheny County. The development of a vision for the future-responsive to the needs of the County will be a direct result of careful and detailed planning which recognizes the dynamic forces and influences which shape the system – and the role of each Stakeholder and the Community.

Our project approach for other jurisdictions in the past has always been built on two-way communication, the interplay of given criteria, specific needs and even aspirations. While a fully detailed project work plan cannot be crafted without careful communication with you, based on a review of the detailed services requested by the County (RFP - Scope of Services), our understanding of your project to date, and our previous experience completing projects of similar size and scope we have developed a generalized approach which will serve as the basis for further discussions with the County and your Stakeholders. Our team is well positioned to successfully perform the services required and deliver them on time and on budget.

The proposed work plan has been organized around the major phases and services identified for this planning and design project. A summary description of the tasks needed to address the needs of this project is provided below and illustrated on the graphic work plan overleaf, as a way of demonstrating with some degree of specificity the processes and sequence of tasks associated with the requirements of this solicitation.

As described below, this study will entail a variety of tasks and activities organized around the four major phases. Some tasks can occur simultaneously, while others will require input and validation from the client before moving forward.

### **Phase 0 Project Organization (Kick-off Meeting)**

Starting a project can be as important as finishing one. Refining our understanding of the County's objectives and expectations for the project will ensure that our team's final product speaks to the Allegheny County Bureau of Corrections' needs for the ACJ and alternative housing facility sites.

Therefore, our project approach begins with an introductory session with representatives from the County, SJC key criminal justice system stakeholders, partner agencies and any other groups/committees as identified by the Owner, to align our understanding of the project with that of the County.

The meeting will serve to:

- Introduce and mobilize the project team.
- Review the scope of services and confirm the work plan tasks, activities, deliverables, and milestones.
- Review task durations and overall project schedule and finalize work plan.
- Establish the proper lines of communication between the Owner, working groups, and the project team.
- Establish project monitoring and periodic reporting procedures.
- Identify the Project Review/Steering Committee that will be responsible for working with the consultant to review information and make decisions on alternatives, actions and choices as part of rethinking the role of the jail and how it is influenced by the overall justice system for the future. Meetings will be held with the Project Review/Steering Committee on a six-week interval throughout the course of the study.

The kick-off meeting should occur within the first week of the project and will be followed by an interactive visioning session to facilitate a discussion among participants on sharing ideas and insights on issues related to:

- Current challenges presented by the existing facility design, physical plant layout and available spaces as it relates to the space users, occupants, and residents of the facility.
- Future opportunities regarding facility design and programmatic improvements, enhancements and “hoped for outcomes” from this study.
- Existing programming/service gaps (have versus need).
- Prioritized operational, programmatic and design goals.
- Identifying objective & subjective considerations which will be used to rank design concept alternatives.

### **Phase 0 Community Engagement**

Our Team will provide a format for presenting the scope and key issues and eliciting a response on goals, objectives, and expectations through an interactive process that support group discussion. Our Team is experienced in providing a mixture of virtual, and as permitted by the Owner, on-site meeting formats to achieve these goals. As stated by the County, in addition to the necessary facility design modifications, the successful completion of this jail redesign strategy requires full cooperation of justice partners and the input and buy-in of the community. A key element of Project Organization will be developing our plan for Community Outreach and Engagement. We believe that it is necessary to start this process early. We will work with Project Review/Steering Committee to identify the groups that should be included in Community Outreach.

To help the County continue to make measurable progress on criminal justice reform we are committed to establishing a community-informed process that ensures inclusiveness and participation of all key partners and maintains an engaging, transparent, and on-going cooperation at all phases of the Study to incorporate the community’s feedback on key issues and achieve consensus on priorities and solutions of your project. Our goal is the development of recommendations that are collectively agreed upon, incorporate a diversity of voices, are supported by a firm rationale and feasible to implement.

To promote this interaction, through our community-engagement consulting firm, The People Group, our team will facilitate and conduct community meetings and workshops (either in person or virtually) as needed, preparing meeting agendas, presentation material and meeting minute notes.

We believe that it is important to engage them early in terms of their concerns, aspirations and hopes for the future. These will be interactive meetings with white-boards, survey questions for discussion and group breakouts where appropriate. The intent is to make this an interactive participatory process and not one of presentations or lectures only. This will help us gain an insight into the community's preconceptions of the system and help guide both our research into the "As-Is" model, allow us to respond to concerns in future meetings and actively engage the community in finding answers that are supportable by the citizenry.

Deliverable: Report documenting the vision, goals, aspirations and expected outcomes for the Master Plan Study.

Schedule: We project a 45 to 60 day effort for Phase 0 in order to allow enough time to schedule and hold community workshops, interview key stakeholders and modify our workplan based on input received and report back to the Project Review/Steering Committee

**Phase 1 System Assessment "As-Is" Model This phase will focus on several tasks:**

Population and Program Needs Analysis – The team will take a "deep-dive" in understanding the population profile. This effort will focus on understanding who is in the facility and why, with an emphasis on identifying a pool of candidates that could benefit from alternative residential placements in the community to intercept and divert them from the criminal justice system and, for those that need to be booked at the jail, the type and quality of accommodations and program options needed to meet the goals you have set.

Falcon and NCCHC experts will contribute to these

conversations. A focus of these conversations will be a deep exploration of the frequent users of the mental health and justice systems and the population residing in the ACJ or accessing it for services. By recognizing front-end efforts to deflect or divert from the justice system altogether, and by studying who will ultimately be placed at the ACJ, our experts will disaggregate the population by needs and levels of acuity, supplementing the desegregation of the targeted bed space needs (500 to 1000 beds) based on security and classification categories.

Understanding the profile of the justice-involved and jail population and getting to know who your clients are (their housing status, gender identity, educational level, criminogenic risk and needs, mental health, substance abuse or co-occurring disorders, etc.) allows us to identify any potential gaps in the continuum of care; treatment programs and interventions; placement options and bedspace needs in residential housing/alternative programs, and number, type and support spaces needed within the secure jail facility.

Data collection can be a complex and time-consuming process often driven by the availability of existing data and by the resources that are dedicated to the project. To simplify the process as much as possible, the consultant will prepare a data request memo after discussion with staff on

the availability of existing data, focusing on the relevant information needed to accomplish the following key purposes: identifying your population; establishing their housing needs and determining the ideal physical space requirements to support your mission and goals.

Functional Survey – This task will include a functional survey of existing facilities relative to program space available, idealized unit sizes, potential for creating therapeutic communities and delivering enhanced services on housing units. Additionally, alternatives programs – Renewal and The Program will be included in the functional survey.

Operational Assessment & Planning – This task will look to model typical offender flow from arrest through release with an emphasis on identifying points for pre-admission diversion or actions that could be taken to speed up case processing and reduce the average length-of-stay. Our team will interview representatives of each major stakeholder to understand the current process and to identify potential options as part of defining the “Could Be of the future.

In order to assess the operational changes that might be needed as part of the jail redesign strategy, the consultant team will conduct individual and/or user interviews and focus group consultations with members of the County’s Bureau of Corrections team. These discussions usually start with an overview of the function to understand how the facility is currently run and what issues they think are most impactful on day-to-day operations. This is followed by a tour of the functional space to see the area in operation. Then the discussion continues (perhaps on another day) to understand what operational issues might be alleviated by a well-designed space that successfully supports the function.

The purpose of these consultations is to discuss current operations and operational constraints and develop short- and long-term operational goals for the ACJ and alternative housing facilities. The County has already started understanding what other successful systems have done, this team will bring other examples of best practices to help inform decision making. Operational changes could happen through a combination of changes on current staffing plans, functional and programmatic enhancements, changes in current practices and processes, new public health model and diverse service approaches to operational programming.

Falcon and NCCHC experts will lead conversations regarding the operations of the current healthcare system. A focus of these conversations will be a deep exploration of current screening, assessments, processes and practices to identify challenges and gaps and provide recommendations on how to best run programs and enhance services to really affect change.

In concert with the BOC team, the consultant will develop an Operational Plan, which will become the core document that forms the basis of and guides the further development and re-design of the ACJ facility.

Community Resources Inventory – Working with Community Based and Faith Based Organizations and prisoner advocates we will inventory available community resources that could aid in providing alternatives to admission into the jail or supportive services upon release. We have found in several jurisdictions that the lack of community resources leads to the jail becoming the place of first resort for placement. Several jurisdictions – Bexar County, TX, Miami, FL, Houston, TX and now Cuyahoga County, OH have created Crisis Intervention Centers for short term housing and treatment of those picked up for a minor offense who would alternatively be taken to the county jail. An investment in expanded community resources could provide an alternative where law enforcement can expeditiously place an individual that has been found to be a significant benefit both in reducing the jail population and to the individual for treatment.

Physical Assessment – Our team will review the ACJ and alternative housing facilities from two perspectives. First, what physical improvements are required based on age and conditions and second, what can be done to improve the quality of environment for people in custody and staff alike. Color, acoustics, murals of nature – all have been found to contribute positively to the well-being of all.

Deliverable: The deliverable of this phase will be a comprehensive model of the “As-Is” Allegheny Justice System as it relates to the ACJ, private providers and community resources. A key element will be an understanding of who is in jail now and why, and the potential for pre- and post- admission diversion and reducing the length of stay. A critical review of the model will focus on “gaps” in the continuum of care that could lead to reduced admissions, reduced length-of-stay, increased treatment and better outcomes upon release. The analysis will also include a preliminary shopping list of actions to be considered as part of developing the “Could Be” model for the future as part of rethinking the role of incarceration in the justice system and how the Allegheny County Jail responds to that role.

### **Phase 1 Community Engagement**

After review of the model, findings and key issues, with the Project Review/Steering Committee, our team will re-engage the community organizations defined for Phase 0. We will share our findings in a transparent manner, responding to issues raised in the initial meeting and again use an interactive approach to explore the community's response to our findings and begin to better identify alternatives for the “Could Be” system of the future.

Schedule: We project a 90 to 120 day effort for Phase 1 in order to allow enough time to collect and analyze data, engage stakeholders, prepare our summary system assessment and schedule and hold community workshops. Periodic meetings will be held with the Project Review/Steering Committee throughout this process. The overall schedule will partially overlap Phase 0 related to initial data collection. Final time frame will be dependent on the quality of data available.

## **Phase 2 Rethinking the System – the “Could-Be” for the Future**

This phase will focus on developing a wide range of alternatives related to reduced admissions, reduced length of stay, alternative placements, streamlined processing and improved facilities. While the primary focus is on facility alternatives and associated capital and operational costs for facilities, there is also a cost for alternatives – both to initiate them and for ongoing operational costs. For each alternative identified our team will provide estimates of the cost and the resulting benefits – some measurable in dollars and others measurable in social equity and impact on individuals and communities.

Key areas of focus include:

**Population Management Initiatives** – The long-term success of this effort will be reflected in the ability of the County and Stakeholders to continue to focus on the “Could Be” well into the future. As part of this effort, we will incorporate the work of SJC related to reducing the jail population, especially related to providing alternative capacity and streamlining the process to promote diversion at intake or via pretrial release. Whatever recommendations are adopted out of this study – be they diversion, alternative placement or improved facilities, it is important that there is a systemic effort to maintain the momentum of the study in the future.

**Community Placement Alternatives** – Based on the system assessment, population analysis and input of Community Based and Faith Based organizations in the community we will determine if expansion of existing or additional community placement alternatives are necessary, especially related to Crisis Intervention.

**System Re-Engineering** – Based on our analysis of the “As-Is” system model we will identify actions or resources required to enhance case processing and reduce the length-of-stay such as expanded pretrial release/monitoring, increased staff resources, expedited hearings, reduced reliance on cash bail, ability to clear prior detainers for people in custody with relatively low bail etc.

**Facility Alternatives** – The determination of the future of the ACJ – adaptive reuse or replacement is one of the key tasks of this planning effort as defined in the RFP. All of the other work outlined will determine what the ACJ needs to be now and in the future in terms of size, programs, care and treatment. These tasks will include at least two (if not more) alternatives for consideration.

### **In-Custody Component (Infirmary and Healthcare Housing)**

Although deflecting and diverting populations from those in the jail will make a substantial difference to operations, there will be people with serious mental health and medical needs who are entitled to constitutionally adequate care while housed in the jail. Our approach to facility alternatives will be founded on the notion of improved care and treatment in a secure

environment – changing the paradigm from one of custody and control, to one of care and custody.

The spaces necessary for effective and efficient provision of care for serious medical and mental health needs are directly dependent upon the operational model for the delivery of care to the population. Effective screening, assessment, triage, referral, housing, care coordination, and discharge planning require spaces that are designed with those operations in mind. The design of the in-custody component must reflect the segmentation of the population by clinical needs, in addition to security level. Housing spaces should include an Infirmary, which would house and treat those with serious medical and mental health needs that cannot be appropriately treated in the general population. In a system of this size, the Infirmary should be prepared to treat chronic medical conditions that require intensive medical treatments; select Infectious Diseases through the use of negative pressure and medical isolation; those inmate-patients who are actively suicidal; those inmate-patients who are pre- or post-surgical at an outside hospital; a select group of Moderate-to-Severe patients receiving detoxification (i.e., Withdrawal Management Services); and those inmate-patients living with Serious Mental Illness (SMI) who are unstable and requiring intensive acute interventions (i.e., restraint or continuous observation).

Additionally, consideration should be given to Transition Units, which afford a soft landing for those with behavioral health conditions who are stabilizing. This can be done through the use of units specifically designed to meet the needs of varying acuity levels. Models include spaces for inmate-patients considered Acute (i.e., SMI and unstable), Sub-Acute (i.e., SMI and stabilizing), and Non-Acute or Transitional (i.e., those stepping down from Suicide Watch, transitioning from special housing into general population, or those in general population who warrant additional assessment, observation, or treatment planning. Depending on the needs of the population, sheltered medical housing and other options may be appropriate.

For this reason, our approach begins with gaining a deep understanding of the clinical and criminogenic needs of the population accessing services across systems of public health and public safety. As previously discussed, by studying the existing jail population and trends observed in recent years, Falcon experts apply statistical disaggregation methods to identify the population that should be deflected or diverted and works with clients to develop the necessary clinical and legal processes to do so as efficiently as possible. The result is a reduced population of people with serious medical and mental health needs who are entering the jail, along with significant reduction in the inappropriate use of Emergency Departments for this population. Only those who require detention as the least restrictive means of addressing criminogenic needs or preventing imminent violence are then admitted to the County jail. Once the in-custody population is identified and segmented by level of clinical acuity and need, the numbers of spaces needed (i.e., beds) can be identified and programmed accordingly. This requires a deep understanding of clinical and custodial operations, along with an appreciation for the philosophy and mission of the Allegheny County Sheriff's Office and constituents of the County. Falcon



then works hand-in-glove with the Architect to create a space program that reflects true purpose-built design, meeting the needs of those who will work and live within the facility.

Building upon the information gathered throughout the planning process and community-engagement, and the deficiencies and needs identified in our own functional/physical plant assessment, the goal of this task is to develop concept design options to meet long-term needs of the ACJ and alternative housing facilities. As anticipated, the operational/functional recommendations that evolve from this assessment might be a mixture of service delivery methods, changes in current operations, and expansion of community-based residential options. Relative to modifications to the physical space, options could include housing plan modifications, renovation of existing areas, and expansion or/and new construction occurring over a period of time.

This task will necessitate the collection and review of existing building/program documentation such as facility drawings, previous condition assessments and surveys, environmental testing reports, etc., supplemented by an on-site tour of the facility by the design team with an eye toward a) identifying less suitable / less desirably sections of the facility that could be re-purposed or disposed of; b) identifying facility modifications/additions or in-fill opportunities to support long-term operational goals and space needs adjustments; and c) creating future flexibility and adaptability in space use, might things change.

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Preliminary Concept Design Options – the consultant team will develop up to three (3) concept design options for exploration with the larger County team, that in a comprehensive and holistic manner incorporate the findings from the operational and facility analysis. These options will be

discussed in a workshop setting in terms of pros and cons. During this workshop, open dialogue among all key stakeholders and community representatives about the implications of each concept design option will be paramount.

Preferred Concept Design Options - Based on the input received, a final “preferred” concept design option will be developed. The resulting Preferred Concept Design Option will devise a strategic and cohesive (re)design strategy that is responsive to the County’s vision and operational objectives.

Short-Term Immediate Action Plan – Recognizing that the implementation time frame for many actions may require additional planning, design and funding, the team will review all of the ideas included in the “Could-Be” alternatives to identify those that can be implemented in the short-term. Recently, for example in our work with Cuyahoga County recognizing that the new jail will not be occupied for 36 – 42 months, the County adopted a series of interim actions targeted at reducing the population and improving conditions including development of a new Crisis Intervention Center, county-wide law enforcement Crisis Intervention Training, 24 hour help line for law enforcement related to alternate placement, renovations to the existing jail to create a Central Booking Center to expedite processing and where appropriate release, enhanced pretrial services and reduced reliance on cash bond for misdemeanors and lower level felonies. As a result, the jail population has been reduced from a historic 2,500+ per day to less than 1,600.

## **Phase 2 Community Engagement**

After review of the “Could-Be” alternatives with the Project Review/Steering Committee, our team will re-engage the community organizations defined for Phase 0. We will share our findings in a transparent manner, responding to issues raised in the initial meetings and again use an interactive approach to explore the community’s response to our findings and prioritize or adjust “Could Be” alternatives as appropriate.

Schedule: We project a 120 to 150 day effort for Phase 2 in order to allow enough time to develop alternatives, engage stakeholders, prepare our summary recommendations and schedule and hold community workshops. Periodic meetings will be held with the Project Review/Steering Committee throughout this process.

## **Phase 3 Recommended Initiatives – Realizing the Vision**

Prior to the preparation of the Final Report, the consultant team will meet with key stakeholders and community representatives to present our findings. The findings will capture the analysis, data, and assumptions used to support the final concept and present preliminary costs estimates shaping the team’s recommendations. Presentations will be clear and user-friendly, and discussion will be encouraged to ensure that all opinions will be heard and considered. The goal

of this task is to reach consensus on our conclusions, the recommended concept option that is worth pursuing, and pave the way to preparing our final report.

Based on comments received from the Project Review/Steering Committee, Stakeholders and Community Groups recommended alternatives for the future will be revised as appropriate and prioritized as part of an action plan to realize the role and vision for the future for the ACJ. Actions will be ranked and ordered with a specific implementation plan and responsibilities for each initiative identified. A timeline will be developed for implementation along with estimates of both capital or start-up costs and ongoing operational costs. The action plan will be presented to the Project Review/Steering Committee for review and comment.

### **Phase 3 Community Engagement**

After review of the recommended implementation plan with the Project Review/Steering Committee, our team will re-engage the community organizations defined for Phase 0. We will share the recommendations in a transparent manner, responding to issues raised and again use an interactive approach to explore the communities' response to the recommended plan and gauge the level of support for funding and implementation.

Schedule: We project a 60 to 90 day effort for Phase 3 dependent upon the level of commentary received regarding our Phase 2 alternatives. This will allow enough time to refine the alternatives, engage stakeholders, develop an implementation plan with cost information and schedule and hold community workshops. Periodic meetings will be held with the Project Review/Steering Committee throughout this process.

**Final Report & ACJ Redesign Strategy** - In close consultation with the County team and all its project key partners, the consultant will prepare a Final Report at the conclusion of this Study. This report will include a description of the work performed under the contract to include the analysis, findings, and recommendations, compiled according to the major tasks of the study, with the recommended Concept Design Option clearly defined and described.

Deliverable: PDF version of the presentation and Final ACJ Redesign Study Report.

### **Implementation Assistance**

Our entire team stands ready to assist Allegheny County, your Stakeholders and your community in implementing the recommendations included in the final plan. Our justice planners and subject matter experts including Falcon Inc, NCCHC, Dave McRoberts and others will be available to assist in implementing programmatic changes. The architects and engineers of L.R. Kimball and DLR Group are available to assist in implementing the re-visioning of the ACJ, be it renovations or replacement by producing actual designs, architectural and engineering plans and specifications, developing cost options, preparing documents for bidding and assisting the County in bidding and construction administration.

The foundation for Rethinking the role of the Allegheny County Jail in the care and treatment of people in custody and its role in the overall Justice system will be the study. The realization of this future will be the implementation – and we stand ready to assist you in realizing your vision.

The graphic overleaf illustrates our approach to project development and is further described below. This is a generalized approach to realizing your vision for improved facilities, but both the scope of services and timeframes will vary based upon the final adopted approach to providing improved facilities – expanded community resources, renovation/adaptive use, or new construction.

A flexible work plan suited for the project complexity: The L Robert Kimball/DLR Group team will use all the work completed to date as a departure point in our quest for excellence in design, operations, and project delivery. The following pages include graphics for both our integrated design strategy which relates directly to a detailed work plan graphic for the multiple phases of design and construction. This will be a roadmap which will be adjusted to reflect the preferred facility alternative(s). The next step will be to take this work plan graphic and load all the requirements into the overall project schedule. From the overall schedule these tasks will further be broken down into items needed for specific meeting schedules and agendas for these schedules as they relate to the requirements for the project. This road map will be one of the most important tools to help drive the success of the process.