



**REPORT OF THE JAIL SITING COMMITTEE
TO THE BOARD OF COUNTY COMMISSIONERS**

Executive summary

A committee of three planning commissioners reviewed eight sites with comparative scores in six criteria. A site near the Corvallis airport (outside of the Enterprise Zone) and a site on the outskirts of Philomath had the highest scores. Additional data should be collected before selecting a site.

The Jail Siting Committee was established as a special committee to the Board of County Commissioners (BOC). The committee consisted of three Planning Commissioners assisted by County staff (see list of committee members at the end of this report). The committee met four times between late November 2013, and early January 2014, to evaluate potential sites that had been initially identified by the BOC, as well as identify and evaluate any other sites that the committee felt warranted consideration.

This report conveys the committee’s selection process and recommendations for top sites, as well as other points the committee encourages the Board of Commissioners to consider.

Background

Benton County is considering proposing a bond measure to fund construction of a new jail to replace the existing facility located adjacent to the courthouse in downtown Corvallis. The BOC established the Jail Siting Committee in November 2013 and asked the committee to consider past work on the issue, review six sites the BOC identified, and look for other potential sites as well.

In 1998, in preparation for a similar jail-funding proposal, the BOC convened a Siting and Design Committee. That committee spent close to a year researching, determining a preferred design, holding public meetings, selecting an architect, searching for and evaluating potential sites, and finalizing design and siting recommendations. The 1999 report of the Siting and Design Committee, and in particular the evaluation of potential sites, was utilized by the current committee in identifying potential sites to evaluate in 2013.

In 2013, a consulting firm (DLR Group) prepared a Jail Needs Study for the Sheriff and the BOC. That report contained a detailed facility design as well as enumerated site needs. The report evaluated four potential sites for the proposed facility. The Jail Siting Committee utilized the facility site needs from this report to inform site evaluation, and included in the evaluation three of the four sites mentioned in the DLR report.

General Discussion

The committee discussed two reports in the literature about jail site selection and evaluation:

- Jail Site Evaluation and Selection (<http://static.nicic.gov/Library/021280.pdf>)
- Issues in Siting Correctional Facilities (http://www.smcsheriff.com/sites/default/files/Siting%20Issues%20for%20Jails_0.pdf)

These reports recommend opening up the site selection and evaluation process to the public (including a public call for sites). This would have increased transparency of the jail development process, avoided criticism for non-consideration of possible properties, and likely increased the amount of buy-in from members of the public. However, the committee noted that the 1999 site evaluation process included some recruitment of sites from the public and the planning commissioners do serve as citizen representatives of the public for this fast-track report to the BOC. Given the limited scope and time-frame of the charge given to the committee by the BOC, a public call for sites was not feasible. However, if the BOC chose to consider additional sites, a public call for sites has benefits.

Several other considerations were raised regarding the development of a new jail:

- Rehabilitating a blighted site or providing some infrastructure improvement to an area could have a positive effect for a community.
- The aesthetics of the exterior design and the visibility of the facility are important factors
- A plan for ongoing neighborhood relations and empowerment should be established

Alternative sites and data

County staff presented maps, photos, and data for eight sites in the vicinity of Corvallis and Philomath. Some sites were from the original jail study, some were from a 2008 report on proposed jail design, some were from the BOC, and some were from geographic information system (GIS) data exploration involving the committee. The universe of possible sites was generally selected by county staff from four criteria:

- site of adequate size
- basic compatibility of neighboring land uses
- compatibility of, or absence of, existing development on-site
- urban services were available or could be made available

The committee discussed the advisability of a downtown location, and ruled that out based on the unavailability of sufficient land for the proposed jail configuration, the cost of land, and the high operational costs for a downtown facility.

Eight sites were identified for in-depth consideration. (See attached maps) Basic information about the eight sites is contained on the attached matrix. This information, along with GIS data, was the basis for the committee's evaluation.

Evaluation criteria

The committee considered the criteria used in the 1999 report as well as other potential criteria. Many criteria were determined unnecessary, because all 8 sites met a sizable list of assumptions.

Although there are many considerations about potential sites, only those situations that may be different between sites were selected for evaluation. For example, economic stimulus commonly occurs in communities with jail facilities but was not considered here because the stimulus may be similar at all sites. Several assumptions were made for all the sites.

All sites:

- A. Would be served by city water and sewer¹
- B. Would have access to adequate infrastructure²
- C. Are located within a reasonable distance of the courthouse
- D. Are zoned for jail³
- E. Are located outside of the 100-year floodplain
- F. Would not impact significant wetlands or other significant natural resources
- G. Have sufficient land area (10 acres total) for initial construction (6 acres) and future expansion (4 acres)
- H. Are identified as “low hazard” for seismic susceptibility to soil liquefaction

Operational costs and transportation costs were assumed to be similar among the sites. Dual access to the jail site was determined to be desirable but not required.

The following are notes on the criteria used in the quantitative evaluation:

Land Cost: Market price for land was not available. Appraised value was the only comparative datum available, and was not available for all eight sites.

Site development costs are gross estimates but deemed adequate for comparative purposes by Public Works staff (who prepared the estimates). Some sites may need substantial infrastructure improvements. Development costs for the sites with rail crossings (Herbert, Kiger West) have a high level of uncertainty: an at-grade rail crossing would be a sizable expense; however, an elevated crossing may be required, which would dramatically increase the cost. A future decision will be needed by the Oregon Department of Transportation Rail Division to clarify the necessary rail crossing improvements.

Procedural hurdles face almost all sites. One possible site would require city annexation. Five sites would need Corvallis Planning Commission approval; one site would require County Planning Commission approval. Only one site (Philomath) would allow the jail as an outright permitted use.

Neighborhood compatibility was subjectively assessed considering neighboring land uses and density of development.

¹ One site is currently outside city limits and would require annexation to utilize city sewer and water; this additional procedural requirement is reflected in the “Procedural Hurdles” score for the Kiger-East site.

² Costs and procedural hurdles may factor in to achieving this assumption for certain sites

³ Kiger-East site would need to be annexed to the City of Corvallis to meet this assumption.

Environmental issues were present with all sites to varying degrees. Wetlands exist on all the sites but the degree of avoidance or mitigation has yet to be determined. Some sites may have contaminated soils but won't be determined without a Level 1 site assessment.

The BOC may wish to consider additional criteria. The committee notes that the BOC may be better prepared to address some factors; for example, assessing public acceptance of different sites. Intergovernmental relations may be a consideration for some sites, such as the Airport site leased by the City of Corvallis, or the Philomath site involving public utilities operated by the City of Philomath. Additionally, the BOC may wish to consider the potential for further expansion or for collocation of other County operations at the site, which could necessitate a site larger than the 10 acres considered the minimum size for the committee's analysis.

Evaluation of sites

The committee scored each site on six criteria. Each of the three planning commissioners independently produced a 1 to 5 score for each site for each criteria. An average rank was produced from the three scores.

The committee discussed the merits of quantitative vs. qualitative evaluation, and, prior to numerically evaluating the potential sites, determined that they would make use of both: the committee would evaluate using numeric scoring and would consider the result, but would also consider subjective and non-quantified factors in arriving at a recommendation.

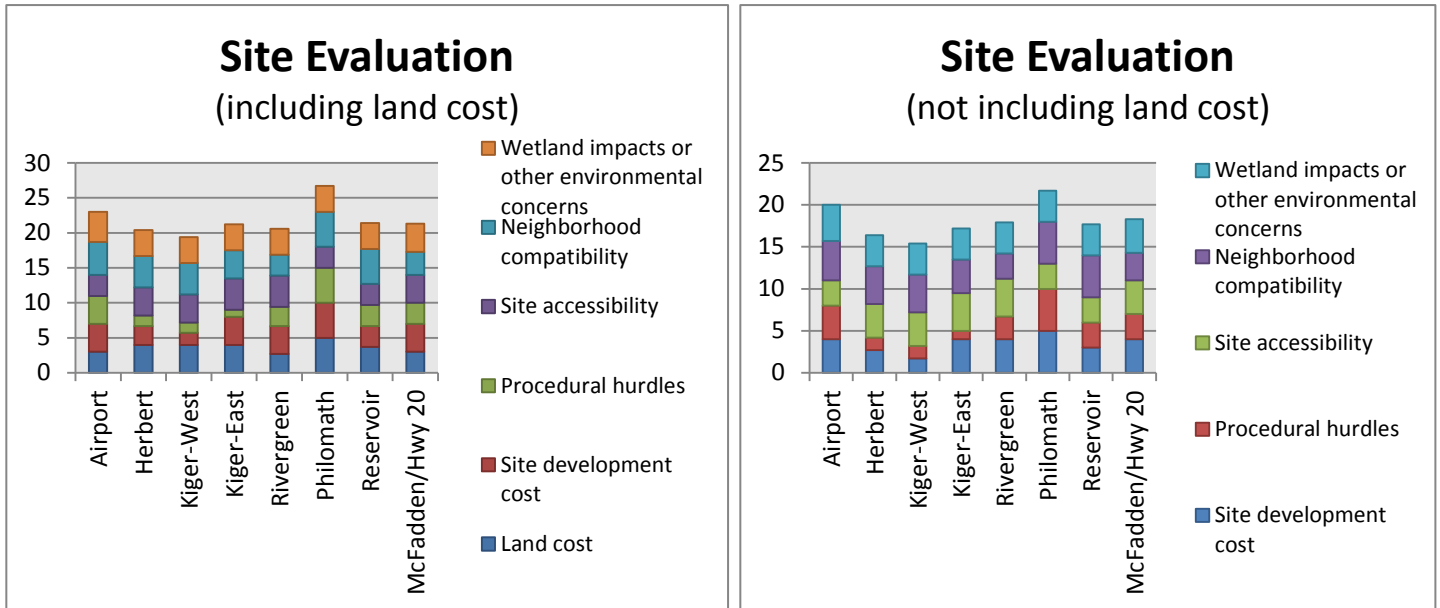
The committee also discussed whether to weight the individual criteria based on importance to the decision. The decision was to evaluate the sites without differential weighting, consider the result, and, if the result was inconsistent with subjective evaluation of the sites, reconsider establishing weights.

The committee evaluated 8 sites using the following criteria:

<u>Criteria</u>	<u>Definition</u>	<u>Scoring</u>
Land cost	Estimated by appraised land valuation, as determined by Benton County Assessment Dept staff	1 = high cost; 5 = low cost
Site development cost estimate	The estimated cost to develop the proposed facility at this site; includes off-site infrastructure costs; cost estimates are comparable from one site to another but should not be used for project planning.	1 = high cost; 5 = low cost
Procedural hurdles	Necessary approvals or authorizations that could delay or derail the project; for example, annexation.	1 = substantial process; 5 = minimal process
Site accessibility	For the public (incl. public transportation) as well as for law enforcement, EMS and fire	1 = poor accessibility; 5 = good accessibility
Neighborhood compatibility	Proximity to and extent of residential neighborhoods, schools, or other sensitive or incompatible land uses	1 = poor compatibility; 5 = good compatibility
Wetland impacts or other environmental concerns	None of the sites would impact significant wetlands or other significant natural resources; however, non-significant wetlands and other impacts should be considered. Also, risk of contamination.	1 = substantial impacts/concerns; 5 = minimal impacts/concerns

Results and Recommendations

The results of the numeric scoring are shown in the following tables.



From the numeric scoring, two sites stood out: the Philomath and Airport sites. Inclusion of land value did not change the identification of these two sites, and qualitative discussion upheld the quantitative ranking of these as the top two sites. Four other sites follow in rank order. Kiger-West has the lowest combined score. The committee recognizes that the BOC and Sheriff may decide against one or more sites, and therefore offers both a number-three choice (Reservoir Road) and a subjective discussion of the advantages and disadvantages of each site.

In subjective discussion of the sites, the committee made the following observations:

1. The **Philomath** site is the committee's top recommendation. In addition to the rating criteria discussed above, the committee notes several positive aspects.

Advantages:

- Political acceptability to the City of Philomath
- Creation of job opportunities in this area
- Re-use of a brownfield site,
- Potential for jail traffic to encourage bus service extension to this area.

Disadvantages:

- Uncertain how accessibility to this site would be viewed by Corvallis Police Department
- Possible political conflict over moving the jail out of Corvallis
- The north portion of this property is the area evaluated by the committee; this site appears to only barely meet the minimum site size requirement, which could be a

significant detraction if future expansion is desired. However, the southern portion of the property (separated by a narrow creek/wetland and floodplain) has sizable area for further development if physical proximity, as opposed to physical contiguity, is acceptable for future expansion.

2. The **Airport** site is the committee's #2 choice, and has several advantages reflected in the rating criteria. However, this site has one major detraction: the land, owned by the City of Corvallis, is not available for purchase. Therefore, details of a long term lease are critical to the consideration of this site. If this site is selected, the County should obtain a firm, long-term (e.g., 99-year) lease of sufficient acreage for current use and future expansion, as well as a cap on the percent of annual increase in the lease rate. Ability to negotiate terms will decrease significantly once the County is invested with a facility constructed on the site. In considering the Airport site, the BOC should carefully evaluate the full costs of leasing.

3. **Reservoir Road** site

Advantages:

- Re-use of a brownfield site is efficient use of land, and may be viewed more favorably by the public than developing a greenfield site
- Development could encourage the extension of bus service
- Site is somewhat shielded from residential uses in the vicinity by the road, railroad, and vegetation
- Located not on a major arterial, yet is on an adequate access road
- Closer to downtown Corvallis than some sites

Disadvantages:

- The stream location, as mapped, is a restriction. If the site is considered further, the County should determine whether re-locating the stream is legally permissible and functionally practical (the site was until recently an old logging mill pond) and whether wetland mitigation is required and feasible.

4. **Rivergreen** site

Advantages:

- Closest site to downtown Corvallis

Disadvantages:

- Closest site to residential areas

Location on a main road could be viewed as a positive or a negative.

5. The uncertainty of the railroad crossing improvements on two south Corvallis sites (**Herbert, Kiger-West**), gave those sites low scores.

6. The required annexation of one site (**Kiger-East**) reduced its score due to the procedural hurdle.

7. **McFadden**

- It is unclear whether a jail would fit with the vision for future development of this site
- If a jail were located on the rear portion of the property, it could be acceptable; however, locating a jail on the front portion near Hwy 20 would likely be viewed negatively with regard to a gateway to Corvallis.

Necessary next steps

Several steps are necessary to proceed. The Board of Commissioners will have to decide if the field of alternative sites is comprehensive enough and how many of those considered should be the focus of further investigation. Several further investigations will need to be conducted:

- Level 1 Site Assessment
- Roadway and Intersection Level of Service (LOS) projections and current adequacies
- Utility capacity and usage projections. For example, although water and sewer service is obligated, is there existing capacity or planned capacity improvements?
- Market availability and possible price of these sites should be discussed with the landowner.
- Refinement of development costs. Initial estimates are gross at best. More refined estimates will be necessary if a bond request is formulated.

The examination of these additional data and other pertinent criteria will aid the ultimate decision by the BOC.

Jail Siting Committee

Jim Damitio, Planning Commissioner

Ken Kenaston, Planning Commissioner

Van Hunsaker, Planning Commissioner

Board of Commissioners Liaison: Annabelle Jaramillo, Commissioner

Advisory Member: Scott Jackson, Sheriff

Staff: Greg Verret, Community Development Director

Chris Bielenberg, Facilities Manager

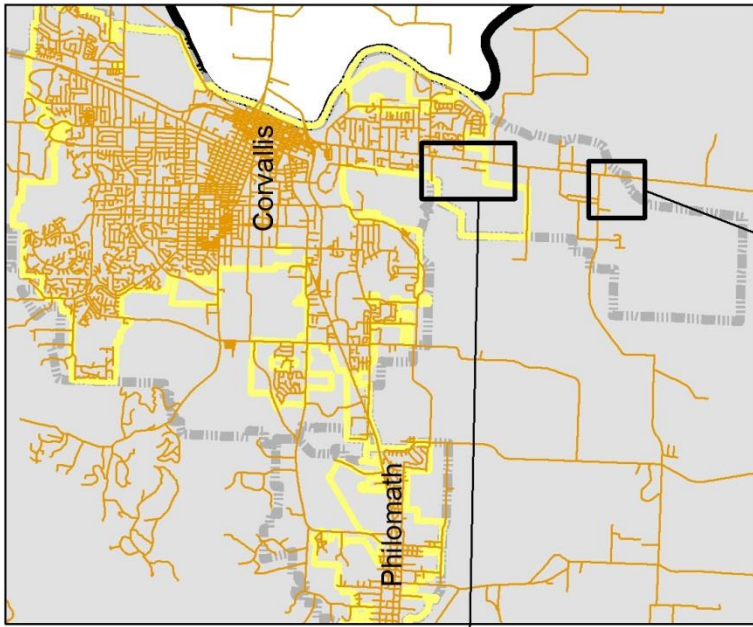
Kevin Perkins, BOC Staff

Attachments:

A. Maps of Eight Sites Evaluated

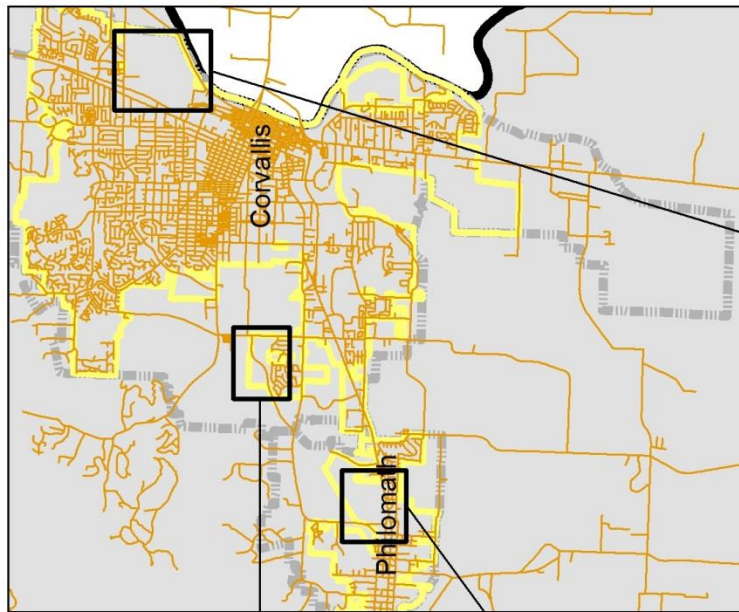
B. Matrix of General Site Information

Attachment A
Maps






Potential Jail Sites
 Evaluated by Jail Siting Committee
 January 2014
 Map 1 of 2





Legend

-  Potential Jail Sites
-  City Limits
-  Urban Growth Boundary

 NORTH
scale varies

**Potential Jail Sites
Evaluated by Jail Siting Committee
January 2014
Map 2 of 2**

Attachment B - Jail Siting Committee Report – Staff-Generated Information Matrix for Eight Sites Under Consideration – 12/11/2013

Site	Zoning	Natural Hazards	Natural Features	Neighborhood	Infrastructure	Development Cost	Land Valuation (6 acres)	Other
Airport	Urban Industrial (County); allowed as a conditional use.	none identified	Wetlands (DSL jurisdiction) indicated on entire site – pre-mitigated?	Airport, industrial, farmland. Railroad frontage.	City sewer/water on-site; 1600 ft of street needed	\$ 2,500,000	\$549,000	Present Value of 20yr lease @ \$36 k / yr \$450,000
Herbert	Planned Development - General Industrial (Corvallis): Use allowed under Major Services and Utilities; Plan Compatibility Review and Planned Development review (public hearing) required.	none identified	Wetlands (DSL jurisdiction) indicated on entire site	Farmland. Access road shared by industrial use and one residence. Railroad frontage.	City sewer/water legally and physically available. Railroad crossing required. North-south collector road planned through this property.	\$3,900,000 w/o RR Xing	\$497,000	Likely to require separated RR Xing \$4-7 M Grade Xing \$500,000
Kiger-West	Planned Development - General Industrial (note: Comp Plan designation of Mixed Use Employment should not be a factor): Use allowed under Major Services and Utilities; Plan Compatibility Review and Planned Development review (public hearing) required.	none identified	Wetlands (DSL jurisdiction) indicated through significant portion of site	Farmland.	City sewer/water legally available; 1300 ft extension necessary. Railroad crossing required. Site bisected by future collector per Corvallis Comprehensive Plan.	\$4,600,000 w/o RR Xing	\$470,000	Likely to require separated RR Xing \$4-7 M Grade Xing \$500,000
Kiger-East	Urban Industrial/Flexible Industrial (County): Jail is not an allowed use; annexation or zone change required. Upon annexation, zoning would be General Industrial, same as Kiger West and Rivergreen.	none identified	Wetlands (DSL jurisdiction) indicated on entire site	3 residences in southeast; residences and light industrial to the north; farmland to west; industrial to south. Railroad frontage.	Annexation necessary to obtain city sewer/water. Timeline for annexation vote: submit by end of March for November ballot; by end of Sept. for May ballot.	\$2,800,000	Not appraised	Annexation required for city services. County Water and wastewater system costs \$2-4 M if allowed by DEQ
Rivergreen	Planned Development - General Industrial; (note: Comp Plan designation of Limited Industrial - Office should not be a factor). Industrial Use allowed under Major Services and Utilities; Plan Compatibility Review and Planned Development review (public hearing) required.	none identified	Wetlands (DSL jurisdiction) indicated on eastern half of site	Industrial and residential.	City sewer/water legally and physically available	\$2,800,000	\$601,000	
Philomath	Heavy Industrial (northern two-thirds; Industrial Park (southern one-third). This zone allows as an outright use “government facilities, including...public safety,” which Philomath has determined includes a jail facility.	Floodplain – narrow portion along Newton Creek. Jail and access would need to be located outside floodplain or elevated 3 feet above base flood elevation.	Wetlands (DSL jurisdiction) along creek	Industrial. Main St & 19 th St frontage; Railroad frontage.	City sewer/water legally available. Distance of necessary extension depends on building site location.	North Site \$1,000,000 South site \$2,000,000	\$246,000 (adjacent property to east)	
Reservoir	Planned Development – Intensive Industrial (Corvallis): Use allowed under Major Services and Utilities; Plan Compatibility Review and Planned Development review (public hearing) required.	Small area of moderate slope	Wetlands (DSL jurisdiction) indicated on entire site; protected stream corridors limit buildable area	Developed residential to the south. Vacant land designated for residential to north.	City sewer/water available at Reservoir Rd.	\$3,600,000	Not appraised	
McFadden/Hwy20	Planned Development - General Industrial; Industrial Use allowed under Major Services and Utilities; Plan Compatibility Review and Planned Development review (public hearing) required.	Entire site is either 500-yr floodplain or 100-yr floodplain; high liquefaction hazard on wetlands	Protected wetlands on north and west of property must be avoided.	HP; Corvallis Public Works; railroad; Home Depot.	City sewer/water available	North Site \$1,800,000 South Site \$800,000	Not appraised	

1. Estimates are based on scaled measurements from map data and should be used only for comparison of sites not for project planning.
2. SDC's were not included but would be similar for all sites in the cities, \$500,000 – 700,000.