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The Center for Public Policy and the Social Sciences

Policy Research Shop

Grafton County Correctional Facility

An Analysis of Options for the Old Grafton County Jail

Presented to the Grafton County Commission and the Grafton
County Jail Task Force

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TABLE OF CONTENTS

| | |
|---|-----------|
| EXECUTIVE SUMMARY | 1 |
| 1. INTRODUCTION | 1 |
| 2. MODELS FROM OTHER COUNTIES | 2 |
| 2.1. IN NEW HAMPSHIRE | 3 |
| 2.1.1. <i>Carroll county</i> | 3 |
| 2.1.2. <i>Cheshire county</i> | 3 |
| 2.1.3. <i>Merrimack County</i> | 4 |
| 2.2. OUT OF STATE | 4 |
| 2.2.1. <i>Maine</i> | 4 |
| 2.2.1.1. <i>Hancock County, Maine</i> | 4 |
| 2.2.1.2. <i>Kennebec County, Maine</i> | 5 |
| 2.2.1.3. <i>Knox County, Maine</i> | 5 |
| 2.2.1.4. <i>Lincoln County, Maine</i> | 6 |
| 2.2.1.5. <i>Somerset County, Maine</i> | 6 |
| 2.2.1.6. <i>York County, Maine</i> | 6 |
| 2.2.2. <i>Vermont</i> | 7 |
| 2.2.2.1. <i>Addison County, Vermont</i> | 7 |
| 2.2.2.2. <i>Chittenden County, Vermont</i> | 7 |
| 2.2.2.3. <i>Essex County, Vermont</i> | 7 |
| 2.2.2.4. <i>Windsor County, Vermont</i> | 8 |
| 3. OPTIONS FOR GRAFTON COUNTY | 8 |
| 3.1. OLD (PRE-1988) JAIL SECTION | 8 |
| 3.2. NEW (POST-1988) JAIL SECTION | 9 |
| 3.2.1. <i>Juvenile Corrections Facility/Weekenders Facility</i> | 9 |
| 3.2.2. <i>Community Outreach Center</i> | 9 |
| 3.2.3. <i>Farm to School Pilot Program</i> | 10 |
| 3.2.4. <i>Alternative Energy Research</i> | 11 |
| 3.2.5. <i>Complete Overhaul</i> | 11 |
| 3.2.6. <i>Historical Preservation</i> | 12 |
| 3.2.7. <i>Level the Entire Facility</i> | 12 |
| 4. CONCLUSION | 13 |
| APPENDIX I. NEW JAIL DESIGN | 14 |
| APPENDIX II. SUMMARY OF CONSTRUCTION COMPANY ESTIMATES | 15 |
| REFERENCES | 16 |



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EXECUTIVE SUMMARY

The Grafton County Correctional Facility is over 110 years old, overcrowded, and in poor condition. In 2005 the National Institute of Corrections funded a Physical Plant Assessment which cited numerous deficiencies caused by the physical condition of the main building of the old facility. In response to the Physical Plant Assessment, Grafton County began plans for the construction of a new facility. This report examines viable alternatives Grafton County could pursue for dealing with its currently outdated jail. It begins by examining options other rural counties, both in New Hampshire and in other states, have chosen, then analyzes various courses of action that Grafton County could take. Innovative options such as turning the jail into a Juvenile corrections facility or a facility for weekend prisoners, a community outreach center, and a completely overhauled building with a new purpose are explored, along with the option of simply leveling the facility. Benefits and drawbacks, particularly economic costs, for each alternative are considered.

1. INTRODUCTION

The Grafton County Correctional Facility is part of the Grafton County Complex located on Route 10 in North Haverhill. Other buildings in the complex include the Grafton County Courthouse, the Grafton County Nursing Home, the Grafton County Administrative Building, and the County Farm. The Grafton County Jail is the oldest correctional facility in New Hampshire.¹ The original Jail was built in 1773 in North Haverhill.² In 1794 the jail was abandoned despite numerous repairs and a new jail was built on Haverhill Corner.³ This jail was used for fifty years until 1845, when the prison area of the building was taken down and rebuilt in a more modern style.⁴ After renovations, the jail was used until 1897 when a new jail was built at the County Farm.⁵ In 1988 this jail underwent major renovations to expand the facility to house 34 more inmates, as well as medical and administrative offices.⁶ This is the jail as we know it today. No renovations have occurred since 1988.

Overcrowding is a major issue in the facility. While the facility can only house 75 inmates,⁷ the daily jail population averages over 100.⁸ With a projected increase in jail population numbers over the next two decades, the county believed that it was time to build a larger facility that could handle this growth. In December 2005, a formal planning process to build a new and improved correctional facility for Grafton County began when the National Institute of Corrections funded a Physical Plant Assessment.⁹ The assessment cited numerous deficiencies caused by the physical condition of the main building of the old facility. More specifically, the report noted that the “working conditions and conditions of confinement in the jail warranted replacement, even without the crowding caused by the growing inmate population.”¹⁰ A Core Planning Team was appointed to direct the effort towards planning a new facility.



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First, a Needs Assessment Survey and a Pre-Architectural Program were designed to assess the current conditions of and future possibilities for the jail. The Needs Assessment Survey was completed in 2007 and took into account programs designed to reduce the number of people incarcerated, such as the community-based supervision program that places inmates who pose minimal risk to society back into the community under proper supervision.¹¹ The survey found the jail to be outdated.¹² This conclusion was derived mainly from the fact that, based on current practices and past jail populations, the facility would need to house 258 inmates in the year 2027. In 2007, Superintendent Glenn Libby stated that it is important for legislative leaders in Grafton County to “recognize and address the projected inmate population growth into the future and to build a facility that will address those needs.”¹³ Doing so would ensure that Grafton County does not fall into the same frustration felt today in Carroll and Merrimack Counties, both of which opened new facilities within the last ten years and are already operating at or above capacity. The Pre-Architectural Program analyzed costs of renovating the old jail versus the costs of building a new jail. The report concluded that the current jail’s condition has created numerous operational costs for the county that could be reduced if a new facility were to be built.¹⁴

The new correctional facility will cover approximately 108,000 square feet.¹⁵ It will include numerous areas the existing facility lacks such as a medical/mental health unit, a kitchen, laundry, an inmate program space, a warehouse/maintenance area, a sally port, an inmate intake/booking area, properly sized inmate housing units, evidence and secure storage space for the sheriff’s department, and administrative space,¹⁶ including 8,359 square feet to house new offices and administrative space for the sheriff’s department,¹⁷ which currently only has a very small space in the basement of the existing courthouse. At least for the first few years, the new facility will most likely have extra beds, which translates into an opportunity to make money off the vacant beds by renting out beds to other counties. Grafton County has talked to both Sullivan and Coos County regarding such a partnership. While Sullivan County officials chose to continue with their own planning process for a new facility, Coos County indicated that they would like capitalize on such a deal, specifically regarding housing for female offenders.¹⁸

The new facility, built at a cost of approximately \$40 million, appears very promising.¹⁹ The issue at stake now is what to do with the old facility. Models from areas comparable to Grafton County are listed below.

2. MODELS FROM OTHER COUNTIES

We examined models from other counties in both New Hampshire and other states to provide detail on some uses for correctional facilities other counties have considered. Grafton County is geographically the second largest of New Hampshire’s ten counties. The population in Grafton County as of 2010 was 89,118 people.²⁰ This population ranks



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the county fifth among the ten New Hampshire counties. Thus, any analysis of correctional facility renovations must take into account the fact that Grafton County is a large rural county with a relatively low population density.

2.1 IN NEW HAMPSHIRE

2.1.1 *Carroll County*

Carroll County is geographically New Hampshire's third largest county. As of 2010, the population in Carroll County reached 47,818, ranking it the third least populated county in New Hampshire.²¹

Carroll County's old correctional facility was built in the mid 1860s and closed down in 2003.²² The new facility opened in 2003 and has the capacity to hold 220 inmates.²³ Because the old facility was in such disrepair, the county elected to tear it down at a cost of approximately \$90,000.²⁴

2.1.2 *Cheshire County*

Cheshire County is geographically New Hampshire's seventh largest county. As of 2010, the population in Cheshire County reached 77,117, ranking it the sixth most populated county in New Hampshire.²⁵

Like Grafton County, the Cheshire County Corrections Facility was part of a larger swath of county-owned land with farmland as well as other smaller facilities. The complex, called the Cheshire County Farm, includes an extension of the University of New Hampshire, the Maplewood Nursing Home, and large areas of farmland that are used to provide dairy, produce, and meats to the local area. The farmland was largely used by County Corrections to implement rehabilitation and learning efforts targeted towards getting minor offenders back on their feet and reintegrating them into the community.²⁶

In 2010, Cheshire County constructed a new corrections facility in Keene, NH, about fifteen miles away from the complex. The county has yet to make a formal decision as to what they are going to do with the old jail. The unused facility currently costs the county between \$30,000-\$40,000 a year to maintain. Earlier this year, the committee tasked with coming up with an alternative use for the land launched a commission to study their options. Because the surrounding farmland has often been used in conjunction with the jail, the committee is looking at a series of programs that continue to integrate the two facilities. One requirement the committee was given was that after the sunk costs of renovating the jail, the new use for the land would be cost-neutral to the taxpayer.²⁷

The study contained two major components: a feasibility analysis of various proposals and a citizens forum in the area to solicit public views regarding the most feasible ideas.



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The top two ideas that came out of the forums were to use the jail building as part of a farm-to-school pilot program or as an alternative energy research plant. While the committee has yet to complete their analysis for Cheshire County, descriptions of these two ideas as they have been conceived thus far will be included in the later section of the report as potential options for the Grafton County jail.²⁸

2.1.3 Merrimack County

Merrimack County is geographically New Hampshire's fifth largest county. As of 2010, the County's population reached 146,455 people,²⁹ making Merrimack County the third most populated county in New Hampshire.

Merrimack County stopped using their old jail in 2005 when it opened up a \$23 million new facility, due to overcrowding in the old jail.³⁰ The old jail was built to hold 72 people but sometimes held as many as 200 people.³¹ Since the closure of the old jail, the County has explored options for the continued use of the structure; it spends nearly \$63,000 a year to keep the facility lighted and heated enough so the pipes don't freeze.³² Inmates from the new jail have worked on both cleaning and painting the old jail to make it a suitable place for its next owner. One option considered for the old jail was turning it into a separate female facility, since females in the new facility are outgrowing their space.³³ Another option considered was turning the jail into a facility to house inmates with mental health problems.³⁴ In addition, Merrimack County has conducted studies and had consultants provide cost estimates for demolition and for restructuring the facility for an Inmate Workers and Community Corrections program. Finally, the County has considered renting out cell space to the federal government or state prison to house inmates.³⁵

2.2 OUT OF STATE

2.2.1 Maine

2.2.1.1 Hancock County, Maine

Of Maine's 16 counties, Hancock County is geographically the eighth largest county. As of 2010 the population in Hancock County was 54,418, ranking it the eighth most populated county in Maine as well.³⁶

The county jail was built beside the courthouse in 1886.³⁷ It was located in Ellsworth, the only city in Hancock county. A new \$6 million jail attached to the courthouse was built in 1979.³⁸ The old jail structure now houses the Ellsworth Historical Society.³⁹



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2.2.1.2 Kennebec County, Maine

Kennebec County is geographically the tenth largest county in Maine. In 2010, the population in Kennebec County was 122,151, which ranks it as the third largest population of all Maine's counties.⁴⁰

The old Kennebec County Jail was built in 1858.⁴¹ By the 1970s the jail no longer met the state's safety criteria.⁴² In 1978 the county planned to renovate the old jail at an estimated cost of \$300,000,⁴³ but following an inmate's lawsuit against the county protesting inadequate jail conditions,⁴⁴ county officials decided to build a new jail rather than bring the existing one to meet the state's safety standards.

Even though a new jail was planned, the county had to use the old jail as a temporary holding facility for inmates. Kennebec County spent \$325,500 to renovate the facility to make it suitable as a temporary holding area.⁴⁵ In 1989 a new jail was officially approved at a cost of approximately \$8 million.⁴⁶ The new jail was completed in 1990 with a jail capacity of 87 inmates.⁴⁷ After the new jail was built inmates were moved there from the old jail. The old jail was renovated to meet modern day safety standards and is still in use as a holding facility.

2.2.1.3 Knox County, Maine

Knox County is geographically the second smallest county in Maine. As of 2010, its population was 39,736, which ranks the county tenth overall in Maine county populations.⁴⁸

Knox County's old jail was built in 1892 and renovated in 1975.⁴⁹ Even after the renovations were completed, the jail facility had a total capacity of only fifteen prisoners. In 1986, a consultant was hired to explore the needs of the county jail facility in the upcoming years.⁵⁰ In 1988, county residents were surveyed to determine if the old jail should be renovated or if a new jail should be constructed.⁵¹ The majority desired a new jail. In 1989 the county purchased land for a new jail and construction began.⁵² The new jail was completed in 1991 at a cost of approximately \$5 million and with a prisoner capacity of 60.⁵³ However, the facility was not certified to house juvenile inmates and was required to separate female prisoners from the male population.

After a number of years of unsuccessfully attempting to find a tenant for the old jail, the structure was demolished in 1996.⁵⁴ Much of the brick, granite and items throughout the buildings were salvaged prior to the building's destruction and sold to various individuals.



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2.2.1.4 Lincoln County, Maine

Lincoln County is geographically Maine's third smallest county. As of 2010, its population was 34,457, making it Maine's third smallest county by population as well.⁵⁵

Lincoln's old county jail was built in 1811 and housed prisoners up until 1954.⁵⁶ A new jail designed to hold twenty inmates was built in 1985.⁵⁷ However, overcrowding was a major issue in this new jail, so in 2010, Lincoln County spent \$8.6 million to expand its existing jail from 48 beds to 182 beds.⁵⁸ The old jail from 1811 functions today as a museum.⁵⁹ Visitors can see the graffiti left by 19th century French or British sailors imprisoned here as well as original locks, keys, shackles and the jailer's log from 1800-1954.⁶⁰

2.2.1.5 Somerset County, Maine

Somerset is the third largest county in Maine, with the ninth largest population of all Maine counties at 52,228 as of 2010.⁶¹ The County is rural and is known as "the gateway to the mountains, lakes, rivers and forests of western Maine."⁶²

The old Correctional Facility in Somerset County was built in 1897.⁶³ It was shut down in 2008 when a new, larger jail was built in Madison, Maine. The jail in Madison was built at a cost of approximately \$30 million and was designed to hold both men and women in 210 beds. The old jail is 14,000 square feet and is situated in downtown Skowhegan which has no zoning or permit-use restrictions. Some ideas considered for the jail were a restaurant, an art gallery, a gift shop, or a bus station.⁶⁴ Although originally the price to purchase the old jail was set at \$200,000, in 2009, a woman from the town bought the jail for \$65,000.⁶⁵ She has since then renovated it and turned it into a hub for local businesses. In September 2011 the first business, called Happyknits, opened in the old correctional facility.⁶⁶ Other stores opening up in the new jail include Maine Grains, which will process locally grown grain into flour, Skowhegan Pottery, and the Pickup, where locally grown foods will be sold.⁶⁷

2.2.1.6 York County, Maine

York County, Maine is geographically the ninth largest county in Maine. As of 2010, the population of the County was 197,131, the largest population of all the counties in Maine.⁶⁸

The old York Correctional Facility was shut down in 2004.⁶⁹ At that time the county tried to sell the land and building, but no one was interested in the property. Under the guidance of the Southern Maine Regional Planning Commission, the county received an emergency grant for approximately \$600,000 to transform the old correctional facility into the new headquarters for the York County Emergency Management Agency.⁷⁰ As



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County Manager Dick Brown stated "York County is noted for having a pretty superior emergency operating agency and they have for many years. They operate out of a metal building now that we worry about falling down when there's any kind of an emergency."⁷¹ The transformation was completed in July 2011.⁷²

An even older county jail in York, Old York Gaol, currently serves as a museum that reflects the jailer's quarters as they were in 1789.⁷³ The Gaol was a colonial prison building for York County, Maine and served as a jail from 1719 to 1879.⁷⁴ The original portion of the jail was constructed using timbers from the earlier York jail built in 1656.⁷⁵ After 1879 the Gaol was used as a school, warehouse, and boarding house until 1900 when it opened as a colonial museum of relics.⁷⁶

2.2.2 Vermont

2.2.2.1 Addison County, Vermont

Of Vermont's 14 counties, Addison County is the third largest county. As of 2010, the County had a population of 36,821.⁷⁷

The first jail in Addison County was built in 1794.⁷⁸ This jail went out of use in 1812 with the construction of a new jail. The old jail was remodeled first for use as dwellings and then for office space.⁷⁹ In 1840 the second jail went out of use when a third jail was built.⁸⁰ The second jail was also converted into a residence.⁸¹

2.2.2.2 Chittenden County, Vermont

Chittenden County is Vermont's tenth largest county. As of 2010 the population in Chittenden County reached 156,545, making it Vermont's most populated county.⁸²

Women in Chittenden County used to be jailed separately from the men in the all-female St. Albans prison. In 2011, Chittenden County decided to renovate its correctional facility to accommodate both more inmates and women.⁸³ The total project will cost \$1.4 million.⁸⁴ It will cost the county \$454,000 to accommodate women from St. Albans to the County Correctional Facility.⁸⁵ The state wishes to spend \$800,000 in retrofits for the St. Albans prison, which will be leased to the US Marshals for use as a detention center.⁸⁶

2.2.2.3 Essex County, Vermont

Essex County is Vermont's fifth largest county. As of 2010, the population in Essex County reached 6,306, making it Vermont's least populated county.⁸⁷

The Essex County Jail and Jailer's House was built in 1880 on the site of an earlier facility burned by prisoners in 1878.⁸⁸ The jail was discontinued in 1969.⁸⁹ The Old Jail



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has undergone numerous renovations and now stands as a residential home.⁹⁰ Some renovations to the jail include radiant floor heat, insulation, updated baths and a modern kitchen.⁹¹

2.2.2.4 Windsor County, Vermont

Windsor County, Vermont is Vermont's largest county. As of 2010, the population in Windsor Vermont reached 56,670.⁹²

Windsor County leased its correctional facility, the Woodstock Regional Correctional Facility, to the State of Vermont up until 2002.⁹³ The building was leased since the 1970s so when the state returned the correctional facility to the county, it was responsible for returning the building to its condition in the 1970s.⁹⁴ This required extensive demolition of jail related facilities and the design of a new entry and independent office suites for the County Sheriff and the Woodstock District Probate Court.⁹⁵

3. OPTIONS FOR GRAFTON COUNTY

3.1 OLD (PRE-1988) JAIL SECTION

The oldest part of the jail, which was built in 1897 and houses the jail's maximum security facilities, is most likely far too dilapidated for any productive use. Even if it were to be turned into a museum or other facility, the costs of restoring and renovating this section of the jail would likely outweigh the benefits from such a project. Short of demolition, the only viable option for this particular section of the jail would be to turn it into a museum or historical site; the steel piping that runs vertically down the middle through multiple floors of the maximum security facility would make any major renovation attempt extremely costly. Additionally, this steel piping is rusty and worn-out, so even converting the jail into a historical site would require substantial restoration. Demolishing the old sections would cost \$78,300,⁹⁶ the costs for renovating the jail to be used as a historical site are unknown, but based on the costs from jails in other counties that have done such projects, it would likely cost several hundred thousand dollars. Once renovated, the jail could bring in revenue for the county as a historical site with an entrance fee and gift shop, but given the high costs of renovation and Grafton County's low population density, this is unlikely to be a very cost-effective option.

3.2 NEW (POST-1988) JAIL SECTION

3.2.1 Juvenile Corrections Facility/Weekenders Facility

The options for the newer section of the jail, built in 1988, are far more promising. One option would be to convert the jail into a facility that fulfills a need in the correctional system, such as a juvenile corrections facility or a station for "weekenders." The state of



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New Hampshire currently has only one juvenile corrections facility in Concord. Having a second facility in Grafton County would provide additional space for juvenile offenders who need greater supervision than a day treatment center could provide. In addition, it would make it easier for offenders' parents and relatives, many of whom are unable to travel far distances, to visit offenders who are incarcerated, providing better emotional support to these juveniles during their rehabilitation. Besides not having a juvenile facility, Grafton County currently has no separate unit for "weekenders," or prisoners who live and work in society during the week and return to incarceration on weekends. This causes several problems, including the "smuggling" of illegal substances from the outside world to inmates through the weekenders. Either of these facilities could fill an important need of the corrections department.

One key advantage to one of these options as opposed to other alternative options is that they would require relatively fewer renovations; since the jail is set up for prisoners already, little modification would be needed to convert it into another corrections facility with a slightly different purpose. Trying to convert it into any other facility, even office space, would be more difficult and costly due to the limitations of the current physical structure, such as the lack of windows. However, even converting the jail to a facility with a similar purpose would come with a cost. According to construction company estimates, the structure as it exists needs the sprinkler system, HVAC control system, fire alarm system, and a new roof just to maintain it in its present condition.⁹⁷ This alone would cost \$236,914; leveling this section of the jail, by contrast, would cost \$128,025.⁹⁸

Further complicating the matter with the juvenile corrections facility idea is the fact that juvenile corrections in New Hampshire is controlled by the state government, not the county government. Thus, control of the operation would have to be turned over to the state government. Of course, such an arrangement could also prove advantageous for the county; by selling (or leasing) the jail to the state, the county government could provide a useful service for New Hampshire juvenile prisoners without bearing any future operating costs for the facility, and could make up its renovation costs through revenue from the sale.

3.2.2 *Community Outreach Center*

Keeping with the Corrections office's spirit of providing opportunities, one potential use for the newer portion of the old jail could be to convert it into a community outreach center. Many sections in the newer portion of the jail have large open spaces, areas that can easily be renovated and turned into makeshift classrooms, group counseling sessions, or places for children to play and learn. In addition, the area is fully heated and can easily house food pantries, shelters for clothing distribution, or school supplies. Grafton County currently does not have a significant outreach center of this size; turning the jail into some kind of social services center could benefit a large portion of the county.



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There may be significant cost and logistical considerations that need to be taken into account when analyzing the viability of a community outreach center. Assuming the older portion of the jail is torn down due to its prohibitively high cost of renovating, turning the newer section of the jail into a viable outreach center should be relatively easy. Beyond the initial necessary costs of bringing the building up to code, little more would have to be done to turn the center into a viable building for community outreach. While some free-standing walls would have to be torn down, and doors and windows would have to be replaced, the marginal cost of preparing the structure itself would most likely be fairly low relative to preparing it for other uses. As has been mentioned, the cost of renovations to maintain the present condition would be \$236,914, and renovations to turn it into a community outreach center would likely cost several hundred thousand more. However, this extra cost depends on how much renovation the county would want to do; while a viable outreach center could be built for only a few hundred thousand dollars, extensive renovations could cost as much as \$2 million, the construction company's estimate for turning the building into office space.

The most significant costs to implementing this plan would be the continued costs of running the outreach program. Oversight of this program would most likely fall under the jurisdiction of the department of Health and Human Services, but with an already stretched budget of about \$7 million annually, getting the necessary staff and supplies to create substantial programs would require additional funding. The only potential solution to this problem would be to pass control of the outreach program over to a non-profit entity that would be willing to fund and staff the center. It is suggested that any attempt to bring in an outside entity should be completed before making any substantial investments in renovating the jail.⁹⁹

3.2.3 Farm-to-School Pilot Program

One of the unique benefits that Grafton County has is that large areas of open space and county-owned farmland surround the old corrections facility. Because of this, Grafton County has the opportunity to use both the building and the surrounding farmland together to create an educational program that can benefit farmers as well as local members of the community.

Cheshire County is exploring a similar option to this. In the Cheshire County model, the commission is prepared to take on renovation costs to prepare their old jail building to store produce and meats, as well as create open spaces where sustainable agriculture practices can be taught and practiced. The program would be open to all members of the community, and includes fresh produce for sale as well as various programs that will be set up for local farmers to participate in.¹⁰⁰

In the Cheshire County model, the program is designed to be cost-neutral to the taxpayer after the initial renovation costs. In order to do this, the county is planning on selling



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some of the produce grown on the attached farm in the building, as well as charge for the agriculture programs that farmers can participate in. Grafton County can follow a similar model, and charge local farmers for participation in the programs, or they can provide it at a general cost to the taxpayers.¹⁰¹

3.2.4 *Alternative Energy Research*

Another option that gained a lot of public support when the idea was mentioned in Cheshire County was to renovate the jail and turn it into a center for research on alternative energy practices.¹⁰² The use of sustainable alternative energies is a growing trend across the United States, and many state and local governments have begun shifting their resources towards finding new ways to provide power to communities.

An alternative energy research plant provides many positive benefits to the county as a whole. In addition to making good use out of the building, a research facility can bring in new technologies and high skilled jobs into the area, helping boost the local economy. Additionally, the research plant could provide a valuable educational tool for people in the area, teaching them about the benefits of clean energy and perhaps fueling more technological innovation. Finally, the discoveries made at the plant itself could produce significant long-term benefits to the area, such as less reliance on oil prices, more efficient energy practices, and future investments in the area.

One of the major concerns to the construction of a center for alternative energy research is that the costs would be largely uncertain. While the Cheshire County model is deemed to be cost neutral, the commission relies largely on receiving state or federal funds for them to perform the research. Whether or not this is a realistic assumption given the current political climate could drastically change the costs Grafton Country would incur if the jail were to be converted into a research facility. Additionally, the renovation costs of turning the building into a place suitable for research would most likely be higher than many of the other options.¹⁰³

3.2.5 *Complete Overhaul*

Another option the commission could pursue is to do a complete overhaul of the jail, renovate the entire structure and turn it into something completely new. Some ideas that have been mentioned by various people involved with the jail are to turn it into a restaurant, a gym facility, or a seasonal hotel of some kind. The main incentive behind any kind of complete overhaul of the building is that the new use for the area could generate revenues, and that after the initial high costs the endeavor would eventually be profitable for the taxpayer.

While this sounds like a mutually beneficial idea, the costs that the county would incur could be extremely high, and if the venture is unsuccessful the county will be left



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millions of dollars in the hole with land that still has no defined purpose. Other counties have implemented this strategy, such as turning the old jail building into a restaurant. While this idea may work in more densely populated areas, drawing enough customers to cover the costs of turning the building into any of these kinds of facilities would be very difficult.

Like the community outreach centers, another option could be to sell the land off to a private company and have them make a complete overhaul of the land. The commission has the option of putting the land out on the market and trying to attract buyers, possibly getting developers or some private company to come in and renovate the building or build a new structure. While this is certainly an alternative, this report cannot perform any kind of cost-benefit analysis on the option since the authors do not currently have any knowledge of what kind of companies may be interested in purchasing the jail or how long such a deal would take. In addition, if the county wishes to pursue this option, it must be prepared to pay for upkeep of the jail while waiting for the deal to go through. This is similar to what Merrimack County is currently doing at a cost of about \$63,000 per year.

3.2.6 Historical Preservation

Another option that has been considered by a number of different communities is to preserve the old jail buildings and turn them into some sort of historical monument. Especially when the building is old, or has some kind of significant tie to the community around it, there is some support to the preservation of the site as a tribute and a reminder to the history of the land. This option is usually more popular during times of positive economic growth and government surpluses, and especially during difficult economic times spending the money for upkeep and renovation seems unlikely. The positive benefit of this option is that it is relatively cheap. Since the purpose of such a plan would be to maintain the building in its current condition, no major renovations would be necessary. The expenses to maintain the building in its current condition, including roofing, an updated alarm system, a repaired sprinkler system, and a renovated HVAC system, would cost \$236,914.

3.2.7 Level the Entire Facility

Of course, one option that the committee has is to simply demolish the entire building, fill in the area with fresh soil, and turn it into more grassland. According to initial estimates, the total cost of removing the entire jail building, including the cost of reseeded the area will come to \$403,932.¹⁰⁴ By contrast, demolishing the oldest part of the jail and converting the newer portion of the jail into office buildings will cost \$2.1 million.



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Totally demolishing the building will most likely be the cheapest option.¹⁰⁵ While this option may be the cheapest, the committee must take into account the fact that all of the other options will put the land to some kind of use, and several may prove profitable due to future revenue, while this option provides no benefits to the county and provides no revenue opportunities; it is a net loss to taxpayers.

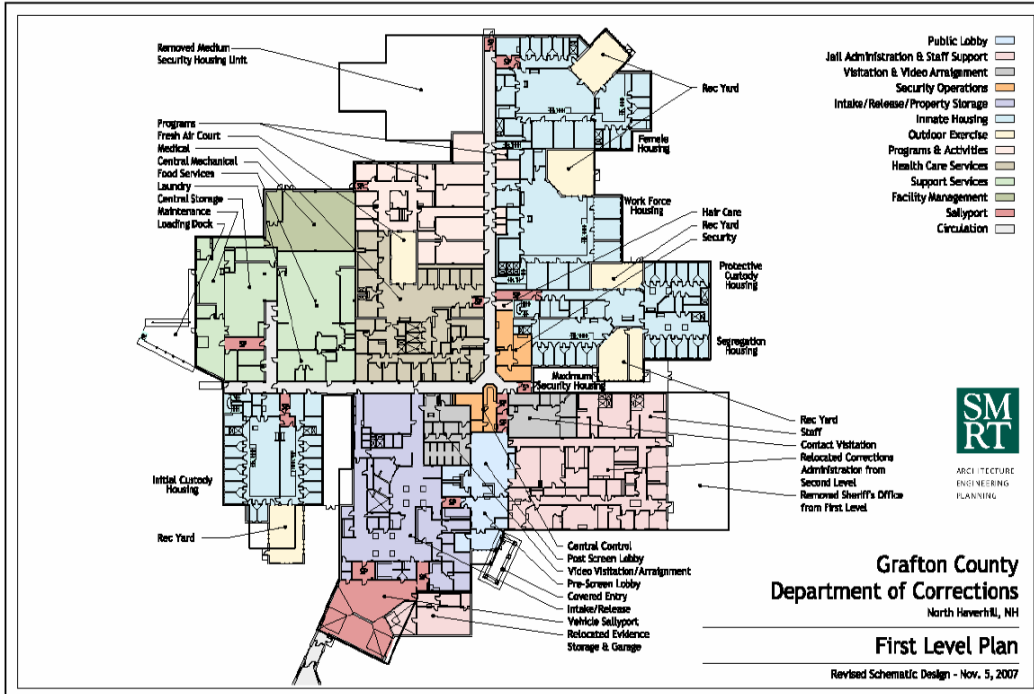
4. CONCLUSION

To determine the best alternative for the Grafton County correctional facility, it is essential that options from other correctional facility renovation projects are considered. Renovation projects taken on by other counties have included complete overhauls, facility demolition, and innovative ventures that make use of the facilities in their current form and are profitable for taxpayers. An analysis of these projects shows that there will be both benefits and drawbacks for each alternative. While demolition is perhaps the cheapest alternative, it also doesn't make use of the existing facility or surrounding area and is a net loss to taxpayers. A complete overhaul or more moderate renovation will be done at a higher cost, but if done correctly, it will make use of the facility and will be advantageous for the surrounding community. The challenge is finding an alternative that will benefit the community but is also reasonably cost-effective and makes responsible, beneficial use of the county taxpayers' dollars.



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APPENDIX I. NEW JAIL DESIGN





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APPENDIX II. SUMMARY OF CONSTRUCTION COMPANY ESTIMATES

| Option 1: To remove two oldest portions of the existing jail and do renovations to reuse space for offices or something typical | |
|--|--------------------|
| | Total Cost |
| Demolish 1886 and 1937 sections | \$78,300 |
| Demolish ramp/stair section west elevation | \$6,540 |
| Fill area from building foot print | \$19,800 |
| Regrade, Stabilize and seed and mulch | \$21,000 |
| Preserve stair and elevator from 1980s addition | \$7,5000 |
| Preserve existing sewer pump station | \$5,000 |
| New sprinkler system | \$56,606 |
| New HVAC control system | \$67,928 |
| New fire alarm | \$60,380 |
| New roof | \$52,000 |
| <i>Subtotal</i> | \$375,054 |
| Renovations for Reuse | \$1,509,500 |
| Contingencies and Fees | \$282,683 |
| Total | \$2,167,237 |

| Option 2: To remove all existing jail buildings, fill area and grade and seed and mulch | |
|--|------------------|
| | Total Cost |
| Demolish all jail buildings | \$206,325 |
| Demolish existing tunnel | \$8,800 |
| Demolish sand cap existing sewer pump system | \$7,500 |
| Regrade, stabilize and seed and mulch | \$70,000 |
| Fill area from building foot print | \$28,000 |
| Pave disturbed areas | \$3,100 |
| Cap existing utilities to boiler room | \$7,500 |
| <i>Subtotal</i> | \$351,245 |
| Contingencies and Fees | \$52,687 |
| Total | \$403,932 |



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