



YATES COUNTY LEGISLATURE
417 Liberty Street
Penn Yan, New York 14527
Phone 315-536-5150
Fax 315-536-5166

Leslie Church
Chairwoman

Emilee D. Miller
Clerk

SPECIAL SESSION MINUTES-WEDNESDAY, APRIL 8, 2026
LESLIE CHURCH, LEGISLATIVE CHAIR

MEMBERS PRESENT: Bill Holgate, Jesse Jayne, George Lawson, Dick Harper, Leslie Church, Rick Willson, Pat Killen, Sarah Purdy, Ed Bronson, Doug Paddock, Leigh MacKerchar, Nonie Flynn, Dan Banach

MEMBERS ABSENT: Terry Button

Chairwoman church called the meeting to order at 1:00 p.m.

AD HOC PUBLIC SAFETY FACILITY PRESENTATION:

Presenters include:

- SMRT Architects & Engineers
 - Lance Lowell, Associate Principal, Technical Leader, Architect
 - Graham Vickers, Senior Principal, Principal in Charge of Marketing
- Pike Construction Services
 - Lee Curtis, Project Director
 - Mark Bollin, Project Executive
- Ad Hoc Public Safety Committee Members
 - Leslie Church, Legislative Chair
 - Doug Paddock, Committee Chair
 - Frank Ryan, Sheriff
 - Jared Bailey, Chief of Corrections

Agenda

- Ground Rules
- Ad Hoc Public Safety Facility Committee
- Overview – Public Safety
- Facility Assessment
- Programming
- Concept Facility Options (3)
- Frequently Asked Questions
- Next Steps
- Questions...

Ground Rules

- Respect other people's opinions
- Stay on topic
- Provide specific examples
- Be respectful of people's time

Ad Hoc Public Safety Committee

Office of Sheriff

- > Frank Ryan – Sheriff
- > Brandon Jensen – Undersheriff
- > Jared Bailey – Chief Corrections Officer

Jessica Mullins – County Administrator
 Joe Reed – Buildings and Grounds Superintendent
 Douglas Rapalee – Highway Superintendent

Legislators

- > Leslie Church – Chair of the Legislature
- > Patrick Killen – Chair of Government Operations Committee
- > George Lawson – Legislator
- > Doug Paddock – Legislator
- > Sarah Purdy – Chair of Public Works Committee
- > Rick Willson – Chair of Public Safety Committee

Ad Hoc Public Safety Consultants

SMRT Architects & Engineers

- > Graham Vickers – Justice Planner
- > Lance Lowell – Project Manager

Pike Construction Services – Construction Manager

- > Mark Bollin – Project Executive
- > Lee Curtis – Project Director

Committee Task

Provide a detailed evaluation of the current Public Safety Building and operations. This includes assessment of the current physical infrastructure, operations, and future considerations. Develop (3) conceptual design options and cost estimates for committee review. Two options the existing site and one for a completely new facility on a to be determined site.

Schematic Design

Next Step...

- Authorize Schematic Design Phase for SMRT and Pike for a total of \$234,697
- Schematic Design (3 months) includes the following:
 - Preliminary site and building floor plans, 3d massing model, elevations w/ assemblies and materials.
 - Updated program.
 - A virtual walkthrough w/ stakeholders of the facility, including dayrooms.
 - Submitting the project to the NYS Commission of Corrections staff for review, and meeting with the CoC to discuss and review their comments.
 - Regulatory review including SEQR.
 - Updated schedule, cost estimate and discussion of opportunities to reduce costs.

Overview - Public Safety

History – Public Safety

Timeline of Public Safety history:

- 1823: Yates County Established
- 1824: First Courthouse Constructed
- 1834: Courthouse Destroyed by fire
- 1835: New Courthouse & Separate Jail Constructed
- 1857: Jail destroyed by fire, New Jail Constructed
- 1905: New Jail & Sheriff's residence constructed
- 1934: Reduction of 6 "tramp room" beds
- 1975: Current Public Safety Building Constructed
- 1978: Old jail remodeled for offices
- 1991: Basement converted to dormitory
- 2001: Old Jail demolished
- 2020: NYS Bail Reform
- 2021: NYSOC reduced capacity by 4 bed to 60
- 2022: HALT Act
- Present Day: Current Public Safety Building 51 Years of Operation

History – Jail Capacity

Yates County Jail Capacity (Beds) by Year

Year	Capacity (Beds)
1824	2
1834	2
1835	8
1857	8
1857	12
1904	12
1905	34
1934	34
1934	28
1975	28
1975	44
1991	44
1991	64
2021	64
2021	60
2025	60

Why do we need to do anything with our Jail?

Sheriff and County's Responsibilities

- **Statutory**
 - Accept all persons lawfully presented for confinement
 - Keep them until instructed by another entity to release
 - Comply with NYSOC standards
 - If no jail (or not enough beds), find housing in other counties
- **Constitutional**
 - Safety and Security
 - Separation (Classification)
 - Protection from harm
 - Conditions of confinement
 - Medical and mental health care

County is liable no matter where the incarcerated are housed

Regulation

US Constitution

- **8th Amendment** – prohibits cruel and unusual punishments, ensures proportionality in sentencing protects against barbaric prison conditions.
- **14th Amendment** – Equal Protection Clause: Mandates that states provide equal protection to all persons within their jurisdictions

NYS Constitution, Article XIII §13

- Requirement each county shall elect a sheriff (which is then per NYS County Law and NYS Correction Law §500c assigns custody of county jails to the sheriff.)

NYS County Law

- Article 5, §217: "Each county shall continue to maintain a county jail as prescribed by law."
- Section 650 – Sheriff shall perform the duties prescribed by law as an officer of the court and conservator of the peace within the county.

Regulation

NYS Correction Law

- §500c states, in pertinent part: "The chief administrative officer shall receive and safely keep in the county jail of his county each person lawfully committed to his custody"
- Governs operations including classifications of incarcerated individuals
- **Sheriff Office** – Division of Criminal Justice Services (DCJS)
- **Jail Operations** - Regulated by New York State Commission of Corrections (NYSCOC)

Federal Lawsuit

Williamson v. Maciel

- Filed: May 12, 2020 - U.S. District Court (Northern District of New York)
- Plaintiffs: Oneida County Female Inmates at the jail
- Claim: Gender-based discrimination. Females claimed they received inferior housing, fewer programs, and less access to privileges of males, violating the Equal Protection Clause of the 14th Amendment.

Allegations

- Women were restricted to older "linear" housing units, while men were housed in modern "podular" housing units (pods).
- Linear units were typically used for disciplinary or problem inmates, yet women were placed there regardless of behavior.
- Women had less access to programming, work opportunities, and benefits than male inmates.

Court Ruling / Outcome

- In 2022, a federal judge issued a preliminary injunction ordering the jail to move female inmates back into pod housing units, giving them the same housing option as men. Class action was granted. The case later settled in 2022, requiring policy changes at the jail.

Summary

This ruling caused many jails throughout NYS to review their housing assessments.

Female inmates at the Oneida County Jail successfully challenged unequal housing conditions in federal court, arguing that women were placed in inferior housing units compared with male inmates.

I believe the case would be stronger if the county was to board one sex over another especially in a newly designed facility

B. Cuttita
-NYSCOC Regulatory Advisor

Recent Settlements

Suffolk County

- \$18 million Suffolk County agreement (2025)

Rikers Island

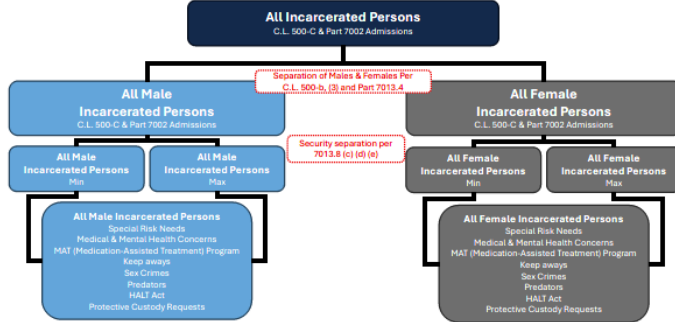
- \$53 million Rikers Island settlement (2023)

These settlements focused on addressing a variety of conditions including poor sanitation, lack of medical care, and structural safety issues.

These cases often provide cash payments to inmates and mandate facility improvements.

Classification

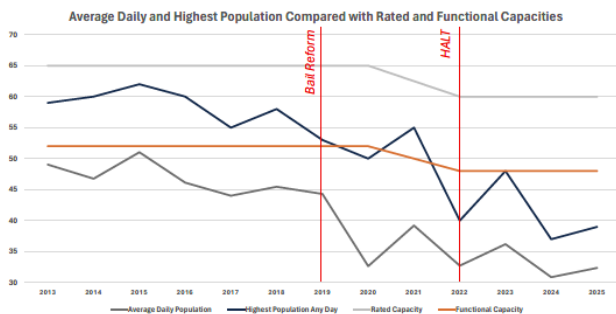
NYS County Correction Minimum Inmate Classification Requirements Flow Chart pursuant to C.L. 500-b & Minimum Standards 7013



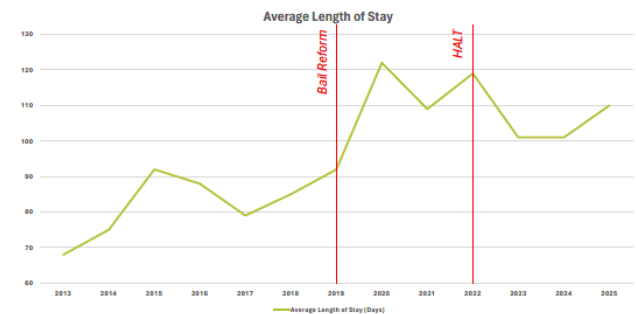
Average Daily Population (ADP)

- Average Daily Population (ADP) has decreased since 2019
 - Average number of Yates County incarcerated individuals has declined since 2019
 - Bail reform (instituted in 2020) reduced the number of offenders held for trial
 - Difficulty in hiring and retaining Corrections staff limits use of dormitory portion of jail
- Annual Jail admissions have **decreased** since 2019
- Average length of stay has **increased** since 2019
 - More individuals serving sentences rather than awaiting trial
- Appropriations from boarding have increased
 - Increased bed availability due to decrease in YC incarcerated individuals

Average Daily Population (ADP)



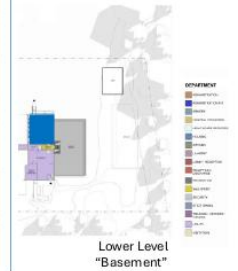
Average Length of Stay



Existing Facility Assessment

Further information within SMRT provided Facility Assessment report dated April 06, 2026

What is the current condition?



What is the current condition?

- All building engineering systems (Electrical, Mechanical, Plumbing, Roof, Security, etc.) are at or **beyond the useful life expectancy** of such equipment and systems
- Parts for most systems are no longer available from the manufacturer and must be custom fabricated or acquired from the secondary marketplace.



Site Security

- Sliding Gate secure entry is not properly configured to allow for transport and delivery trucks to securely access the site. During operation this requires physical observation and **oversight by an officer at the gate.**
- Sliding gate often breaks down and requires lots of maintenance, requiring an officer to be present during repairs this period.
- When deliveries occur to the kitchen, trucks often block the secure closing of the gate and **obstructs the public roadways.**



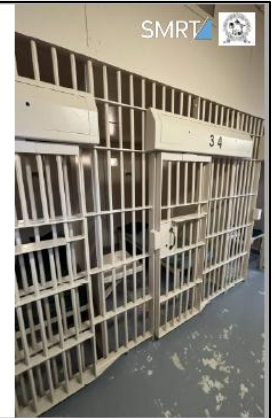
Shared Spaces

- A closet seen here is common throughout the facility. Telecommunications, Electrical, Mechanical, and building maintenance are located within a single space.
- Common throughout the facility, support spaces like this does not provide proper working clearances and separation between equipment. This is a cause of not having enough growth space within the facility the past 50 years as engineering systems have evolved and required to be integrated into operations.



Housing

- Linear Configuration is an operational inefficiency and challenge. Operations is not always able to meet housing requirements due to inadequate and non-compliant classification separations for the incarcerated individuals
- Mechanical operations of linear sliding doors often fails and requires relocation of incarcerated and custom fabrication of parts.
- Natural light recommendation which call for 3 square feet of window glazing per cell or "shared" daylight through the wall of the dayroom.
- Accessibility compliance and accommodations.



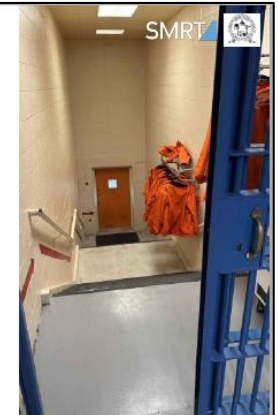
Kitchen

- Failing underground utility infrastructure which traverse the kitchen. This infrastructure is known to be failing.
- Collocation of dry goods, sharps, electrical, and mechanical equipment in kitchen storage rooms. This poses a risk from a life safety and property security of the kitchen equipment and staff.



Circulation

- Compliance with ADA across the various portions of the facility. This example is shown to access the dormitory and the exterior rec yard.
- This poses a security risk also having incarcerated traverse up the stair from the exterior rec area during wet weather. This also poses a risk of individuals at the stairs causing harm to others.
- Operationally, this causes stress on the staff having to staff a post at the various levels of the stairs during movement.



Dormitory

- Natural light requirements which call for 3 square feet of window glazing per cell or "shared" daylight through the wall of the dayroom.
- Compliance with ADA across the various portions of the facility. This example is shown to access the dormitory at the bottom of the previously shown stair.

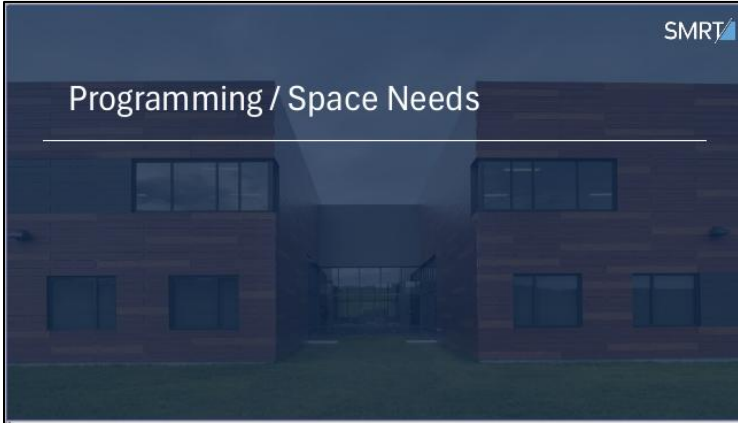


Sheriff Support Spaces

- Access and security of staff support spaces within the sheriff department. This example is of the Women's restroom access from main corridor and kitchenette and processing rooms.
- Compliance with ADA across the various portions of the facility. This example is shown that does not provide required clear openings at doors, turning spaces within the bathrooms and the toilet compartments.



Programming / Space Needs



Mission / Vision / Goals

Why are we undertaking this project?

- To provide a safe and secure public safety facility that meets current regulatory requirements by the COC and courts.

What does success look like?

- Operational efficiency and staff retention
- A public safety facility that maintains a safe and healthy work environment
- A safe and secure environment for all incarcerated individuals.



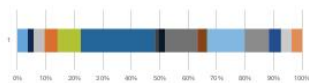
County Jail Space Needs

- Public Lobby
- Jail Administration
- Arraignment
- Visitation
- Security Operations
- Intake / Release
- Housing Units
- Programs and Services
- Healthcare Services
- Kitchen & Laundry
- Utility & Maintenance
- Exterior Recreation
- Site / Perimeter Security

Sheriff's Office Space Needs

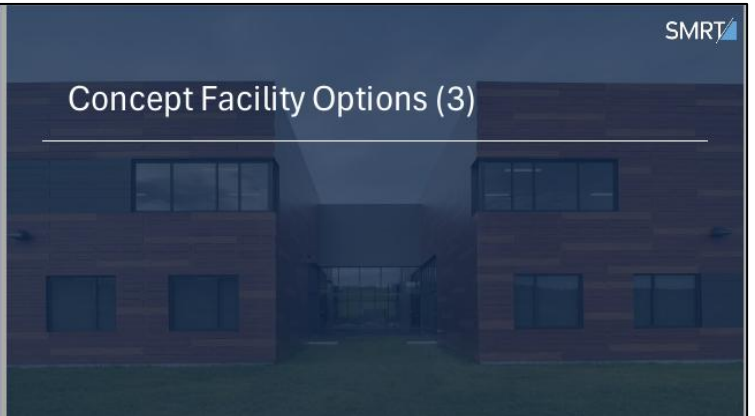
- Administration
- Civil
- Records Management
- Road Patrol
- CID
- Youth Officer
- Video/Interview room
- 911 Public Safety Answering Point (PSAP)
- 911 IT
- Training Room
- Evidence Intake
- Crime processing supplies
- Male/Female locker rooms
- Armorer
- Property Evidence
- Auto Impound
- Outbuilding evidence and storage
- Fleet parking and storage

Programming



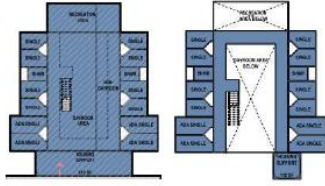
Program Area	Size (SF)
Public Lobby	2,475
Arraignment	1,256
Visitation	2,324
Security Operations	2,808
Intake / Release	5,298
Inmate Housing - 24 person housing pod	23,010
Programs and Services	832
Healthcare Services	1,363
Support Services	6,409
Out Building	1,524
Site / Perimeter Security	176
Sheriff's Office & Jail Administration	15,037
Emergency Services (PSAP)	2,119
Probation	2,122
SUBTOTAL	66,751
Facility Grossing Factor (10%)	1.10
TOTAL	73,426

Concept Facility Options (3)



Housing Unit

- 3 Pods - 24 Cells each
- Pre-cast Construction
- Mezzanine level
- Secure Recreation
- Program Space
- NYCOC Compliant
 - Direct Supervision
 - Classification separations



Housing - Dayroom



Options



OPTION 1
Existing Site
Renovation & Expansion



OPTION 2
Existing Site
New Construction & Demolition

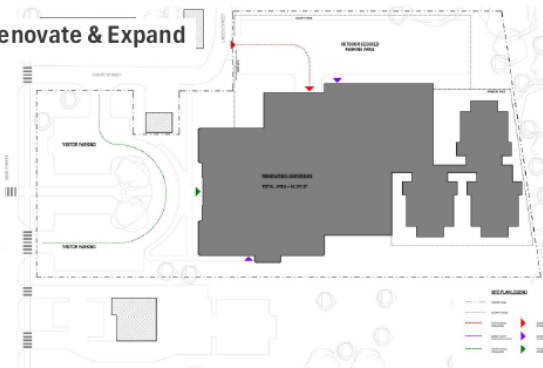


OPTION 3
New Site
New Construction



Option 1 - Renovate & Expand

- Construction 36 months
- Challenges
 - Maintain Operations
 - Secure Phasing
 - Staffing both secure and non-secure
 - Deep Foundations Required
 - No future housing unit

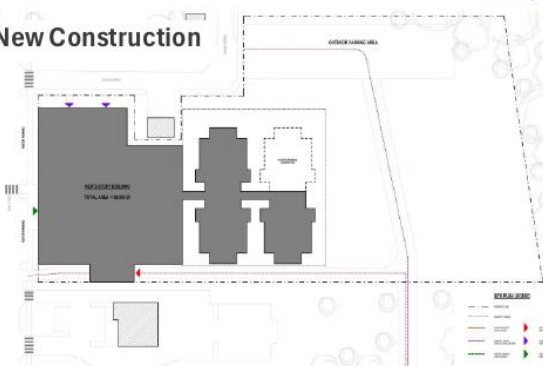


Option 1

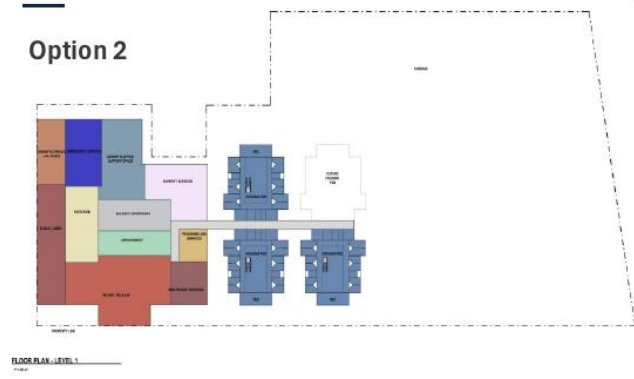


Option 2 - New Construction

- Construction 34 months
- Challenges
 - Maintain Operations
 - Multiple Phases
 - Staffing both secure and non-secure
 - Property acquisition
 - Deep Foundations Required



Option 2



Option 3 – Greenfield Site

- Construction 24 months
- Benefits
 - Uninterrupted Operations
 - Most Efficient Layout Options
- Challenges
 - Property Acquisition

Option 3

FLOOR PLAN - LEVEL 1

Options

	Option 1	Option 2	Option 3
Site Location	Existing	Existing	New
Construction Approach	Renovation & Expansion	New & Demolition	New
Phasing Required	Yes	Yes	No
Construction Schedule	36 months	34 months	24 months
Construction Cost	\$71,112,862	\$74,290,514	\$58,169,089
Potential Additional Costs	\$\$\$	\$\$	\$
Additional "All-In" (%)	12-18%	12-18%	10-15%

- ### Potential Additional Costs
- Communication Tower and fiber connection
 - Reuse of Existing Building and/or site
 - Land Purchase
 - Operational Cost Changes
 - Added posts for secure phasing and escorting
 - Boarding Out of Incarcerated
 - Transportation Costs of Incarcerated if Boarded Out
 - Additional Site-Specific Utility Costs
 - Contract extensions

Recommended Option

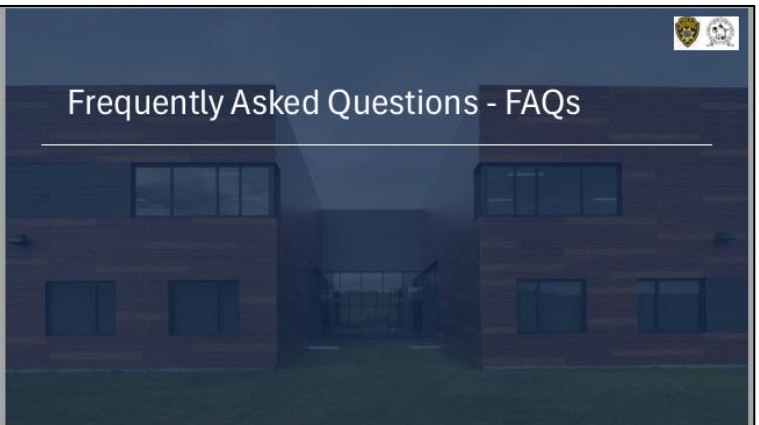
Option 3

- This option is the lowest cost option
- This option has the highest flexibility to align with the preferences of the NYCOC
- This option provides the greatest flexibility for efficient layouts and efficient construction techniques
- Ability to reduce the cost further through scope refinement options in Schematic Design

	Option 3
Site Location	New
Construction Approach	New
Phasing Required	No
Construction Schedule	24 months
Construction Cost	\$58,169,089
Potential Additional Costs	\$
Additional "All-In" (%)	10-15%

- ### Schematic Design
- #### Next Step...
- Authorize Schematic Design Phase for SMRT and Pike for a total of \$234,697 (Additional cost for site investigation as required)
 - Schematic Design (3 months) includes the following:
 - Preliminary site and building floor plans, 3d massing model, elevations w/ assemblies and materials.
 - Updated program.
 - A virtual walkthrough w/ stakeholders of the facility, including dayrooms.
 - Submitting the project to the NYS Commission of Corrections staff for review, and meeting with the CoC to discuss and review their comments.
 - Regulatory review including SEQR.
 - Updated schedule, cost estimate and discussion of opportunities to reduce costs.

- ### Scope Refinement in Schematic Design Phase
- Establish a Realistic Cost Target for scope reduction efforts – Estimated 10-15%
- #### Program Reduction
- Layout the program areas (Schematic Floorplan)
 - Review the specific program area layouts for efficiencies between program areas
 - Re-confirm area (minimum) requirements for all spaces
 - Eliminate out-building and non immediate needs from the project
 - Eliminate consideration of existing parcel from new building cost
 - Eliminate all Non-Jail program areas
- #### Evaluate alternative construction options
- Masonry or Metal Cells
 - Lower cost building systems for non-jail spaces
 - Modular, Pre-Fab, Conventional framing



FAQ's

What if YC does nothing?

- It is likely that SCOC will not view this favorably
- At least one other county was forced to close its jail and board out incarcerated individuals until a new jail was constructed. Greene County was shutdown by the NYSCOC.

Why not just replace all failing systems?

- Any replacements must meet current codes
- All systems in their entirety must be replaced including Mechanical, Electrical, Plumbing, Security Electronics, Roofing, Building Envelope, Site Security, and add Fire Protection.
- Building could not be occupied; incarcerated individuals would need to be boarded elsewhere

Can a public vote be taken on the proposed project?

- There are situations where actions taken by the County Legislature have to be confirmed via a mandatory or permissive referendum, but the initiating of building projects such as a public safety facility rest solely with the Yates County Legislature and there may be no referendum held.

FAQ's

Cost to renovate existing PSB for standalone Sheriff office or general county offices?

- Sheriff Office = \$18,000,000 *estimated*
- General County Offices = \$12,500,000 *estimated*

Why can't the existing PSB be renovated?

- Renovation would require bringing everything to current code. Existing facility is not large enough to accommodate current needs for the Office of Sheriff and Jail.

Why not just build a jail elsewhere as in other counties and leave the Office of Sheriff in the current PSB?

- County sheriffs that operate with two separate locations have found lack of communication and efficiency.
- Duplicate operation costs

Why not consolidate with another county?

- NYS laws require each county to have a jail - Article 5, §217: "Each county shall continue to maintain a county jail as prescribed by law."
- Approximately 29 NYS laws would have to be changed

FAQ's

Are there any Federal or NYS grants available?

- No grants available for infrastructure construction
- Grants are available that support emergency response and public safety communications.
 - FEMA/DHS Preparedness & Interoperability Grants
 - Federal 911 / NG 911 Funding
 - Statewide Interoperable Communications Grant (SICG) – NY DHSES
 - Public Safety Answering Point (PSAP) Operations Grant

Upcoming facility open house to be provided

Questions

Public Comment

PUBLIC COMMENT: John Prendergast, resident, expressed concern with the costs associated with the project as they seem to multiply as they did with the new Highway/OES/Public Health Facility in Benton. They started at \$11 million and finished at around \$28 million. If they start out at \$50 million and do the same thing, it's going to cost \$100 or \$150 million. As a resident, that is what he is concerned about. This will be a large burden on the tax payers, they need to be very careful.

Mr. Bronson moved to enter into executive session on the basis of:

1. Discussing matters which will imperil the public safety if disclosed and the proposed acquisition of real property, wherein publicity would substantially affect the value thereof, attendees being all members of the Ad Hoc Public Safety Facility Committee, Legislators

Agendas, Minutes, Audio, and more at <https://www.yatescountyny.gov/AgendaCenter/Yates-County-Legislature-3>

present, and representatives of SMRT Architects & Engineers and Pike Construction Services.

Seconded by Mr. Harper.

VOTE: Unanimous

The meeting was adjourned at 3:50 p.m.

Respectfully submitted,

Emilee D. Miller

Emilee Miller

Yates County Clerk of the Legislature

DRAFT