

*National Institute of Corrections*

*Jails Division*

*Local Jail  
and  
Justice System Assessment*

*Clinton County Iowa*

*Clinton, Iowa*

*January 16 2008*

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Jails Division**

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**Jan. 12, 2008 to Jan. 17, 2008**

**Consultants Dan Russell and Tom Weber  
NIC TA 08 J1005**

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Institute of Corrections

**U.S. Department of Justice**  
National

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*Washington DC 20534*

### **Disclaimer**

#### **RE: NIC Technical Assistance # 08J1005**

This technical assistance activity was funded by the Jails Division of the National Institute of Corrections. The institute is a Federal agency established to provide assistance to strengthen state and local correctional agencies by creating more effective, humane, safe, and just correctional services.

The resource persons who provided the on-site technical assistance did so through a cooperative agreement at the request of Clinton County Iowa Sheriff's Office and through the coordination of the National Institute of Corrections. The direct on-site assistance and the subsequent report are intended to assist the agency in addressing the issues outlined in the original request and in efforts to enhance the effectiveness of the agency.

The contents of this document reflect the views of Mr. Dan Russell and Mr. Tom Weber and do not necessarily reflect official views or policies of the National Institute of Corrections.

## ***I. Introduction***

National Institute of Corrections' (NIC) contracted consultants Tom Weber and Dan Russell conducted a Local Jail and Justice System Assessment of the Clinton County justice system operation, located in Clinton Iowa, between January 12 and January 17, 2008.

The following report contains information that is both specific to Clinton County as well as other information that is intended to be educational and informative to the reader. This is with the hope the information that is not specific to Clinton County will be valuable in providing additional guidance and direction to assist Clinton County officials with managing their own system more effectively in the future. This report document should be considered a guide for future course of action planning and implementation of the action plans.

The consultants wish to thank the many individuals and offices of the Clinton County Government Community and the citizens who took time out of their busy schedules to meet and assist in gathering information before, during, and after the visit.

Special thanks to Sheriff Rick Lincoln and the entire sheriff department, who supported and guided this work and ensured the success of the onsite visit. Thanks also go to the individuals of the many offices who took time from their schedules to meet for interviews and otherwise assist in this project.

## ***II. Executive Overview***

The jail was originally built in 1969. It is evident that it was constructed with the design and style used for jails during that era of time. The original design provided a maximum capacity of 38 inmates. It now has a maximum capacity of 44, with 6 of these beds being work release. There is another ten (10) beds available for temporary housing of inmates for less than 24 hours. The Sheriff and jail staff has been able to "make do" with many limitations and have functioned without having any significant costly jail events resulting in liability or loss to the county. This is likely due to the strength of staff supervision at both the line and administrative levels.

The facility is not adequate for the current daily operational jail space demands of Clinton County. It lacks appropriate segregation and isolation areas, female and male inmate housing areas, air handling and air exchange in all areas, medical areas, multi-purpose rooms, visitation and attorney/inmate conference rooms, records storage, and most significantly, an efficient booking area.

There has been a recent and steady increase in the jail population and a corresponding increase in housing inmates out of county to surrounding county jails. Despite the steady increase, the local community has not yet realized the significance of the jail facility issues. There has not been active planning for the construction of a new jail facility to address their inmate housing needs. There were reports the local community has never supported a jail construction project and the only way the current facility was constructed in 1969 was with the aid of the federal government. There appears to be fear and reluctance on the part of local leadership to bring this issue to voters for a vote on the costs to support a jail or justice center construction project. The consensus is that a referendum to bond for the construction of a new jail would likely be soundly defeated.

The consultant's opinion, formed during the Local Jail and Justice System Assessment of Clinton County, finds Clinton County as a relatively safe place to live in terms of crime rates and public safety. Although census information shows a general decline, the population is remaining relatively stable and the local economy and financial health of the county government is stable. The stability of the region should allow for sound justice system planning providing a relatively stable general population, and consistency in state and local laws and the enforcement of those laws,

The Clinton County Sheriff's Department and Jail are essentially as originally constructed in 1969. The jail was a poor design of linear construction that results in poor supervision of inmates and operational difficulties. It is also labor intensive. The complex is spread over two floors, making it appear "layered", and inefficient in design. Despite the factors of age and design, the jail is in amazingly good appearance and in relatively good condition, being clean and well maintained. With the amount of maintenance required the costs to keep this building functioning is also high. There are additional significant operational costs to housing inmates from Clinton County. This is due to the need to primarily rent jail bed space in the neighboring county of Cedar. The problem with the jail is not that it is crowded; the problems are almost all related to the design of a facility that cannot be operated effectively under any conditions. Details in this report will outline facility deficiencies and the consultants feel the situation is so severe that planning must begin immediately to replace the jail or to move inmates to other jail or community placement facilities that will best meet the needs of the inmates and of the community.

Individuals and agencies from all local justice system offices have indicated a strong desire and willingness to work cooperatively with each other now and in the future. This is positive movement in itself. However this will require a significant amount of cooperation, coordination and leadership to guide the work to secure a common vision, goals and objectives to determine the most effective way to accomplish the agreed upon mission. Quantitatively, this will demand improved data collection, improved sharing of information, additional needs assessments, strategic planning and ongoing evaluation. Qualitatively, it will require mutual respect, understanding, coordination and compromise. This request for Technical Assistance was the first step in this process and the work all groups put into the Local System Assessment should be applauded.

For the most part, the sources of information for this project and the report were provided from the Clinton County government and state staff, and service providers in the community.

### ***III. Request for Assistance***

Sheriff Rick Lincoln requested the assistance of the National Institute of Corrections (NIC) Jails Division to help Clinton County officials and citizens examine their criminal justice system. Ms. Fran Zandi, NIC Corrections Program Specialist, responded to Clinton County's request by having the county submit a request for a Local System Assessment (LSA). This allows the community to select consultants to carry out a review of their jail and criminal justice system.

In this event, Clinton County officials chose Tom Weber and Dan Russell. Mr. Weber and Mr. Russell are private consultants working with NIC and the Department of Justice who specialize in analyzing and managing local criminal justice systems, jails, and developing management teams and information systems.

The consultants worked with the Clinton County Sheriff's Department to coordinate the local systems analysis effort, which included collecting system data, setting appointments to interview key people, and arranging for a community meeting. Specifically, the technical assistance providers worked with the Clinton County officials to:

- ★ Prepare a request for information from county officials,
- ★ Review information collected and prepared by these officials,
- ★ Collect additional data and prepare it for presentation,
- ★ Tour and assess the existing facilities,
- ★ Interview the County Board Supervisors, County Department Administrators, and key members and employees of the various systems,
- ★ Explore local criminal justice system processes, management and management information systems,
- ★ Review system-wide data collection and analysis needs,
- ★ Learn about the County's criminal justice, system-wide management processes,
- ★ Assess Clinton County's capacity to develop or modify its criminal justice components in a way that enhances the system,
- ★ Observe, assess and recommend future options for Clinton County in regards to internal development of justice system functions,
- ★ Present and discuss information about current jail use. This included such issues as new or other community correction programs options, court case processing issues, law enforcement practices, prosecution and defense case

- screening and management, non-local jurisdiction agency issues, pretrial and bond issues, sentencing policies, the impact of state laws, etc.,
- ★ Prepare a report of findings and recommendations.

Attached as an appendix to this report is a more detailed description of a Local Jail and Justice System Assessment process (LSA). The consultants strived to accomplish as many of the LSA outlined tasks as possible, however Clinton County will need to be engaged in ongoing work to accomplish local goals associated with this request for assistance and the recommendations that they desire to implement.

## ***IV. Forward***

***The goal of this effort is to enable the Clinton County officials involved, directly and indirectly, in the criminal justice system to assertively manage their local system. As part of that management process, all local justice system offices should be considered principal stakeholders in the future development of local community corrections programs, policies and practices. The process should give these officials and the community an idea of how much relevant information, knowledge and talent already exists in the local community. Such information can be used to create a more modern management system focusing on “public safety provided to the public for tax dollar spent.” All policies and actions across the system must be examined with the “net public safety” gains for the overall community” rather than focus on any one part of the system. The long term goal would be to create or reshape a justice system that applies equitably to all citizens of the county, and allows for a greater sense of effectiveness and efficiency. This would result in a balanced and fair system, along with an increase in public safety. This document also contains information from an initial survey of the Clinton County jail, courts and criminal justice system.***

While the Sheriff, as a policy maker, can influence the population in a number of ways, he has less impact than many other members of the criminal justice system such as judges, prosecutors, and criminal defense attorneys. Others, including law enforcement officers, probation officers, and court services officials also influence the jail population.

Whether or not Clinton County officials and community members decide to expand jail alternative programs, or build a completely new jail, (or both), they may repeatedly find themselves in difficult management situations if they do not create a permanent local criminal justice management process which regularly examines the entire criminal justice system and makes adjustments and improvements to system operations. As part of this management process, all aspects of the justice system impacting the jail population, (which is ultimately the output of the process), will be regularly examined and adjusted as necessary, to be successful.

The Local Jail and Justice System Assessment should be viewed as a first step in a journey. It will provide recommendations for the course for this journey. It will allow for a process to be developed that will allow Clinton County to self-determine its own

evolution of its justice system. The follow through and success will both occur and be measured in small steps.

*This report includes a large amount of data and information collected in a very short period of time by various Clinton County criminal justice system practitioners. The data has been examined and placed in charts and is reported only utilizing the data that was provided by system agencies. In the event that there are inaccuracies in the reporting of data and/or the presentation, it is recommended that the Sheriff report those concerns to the consultants in order to clarify any information that he believes is not accurately reported. This analysis is not intended to be a substantive study of the Clinton County criminal justice system but rather to present illustrative information about the local criminal justice system. Additional refinement of this data is necessary. This report is designed for the Clinton County criminal justice officials, other experts called upon in the future, and officials and citizens not familiar with criminal justice issues to utilize as they move forward with their efforts to make improvements in the system.*

## **V. General Observations**

### **The Clinton County Jail and Justice System.**

#### ***1. The County has skilled and qualified staff in leadership positions throughout the entire justice system.***

- a. Cooperation and collaboration among all agencies, especially in law enforcement, is evident and serves the county and community well.**
- b. Upper management has gone to great lengths to secure the talents of qualified staff at various positions.**
- c. Line staff are dedicated and a mainstay of the jail and the entire justice system.**
- d. Leadership in all justice agencies is professional, dedicated and universally recognized for their individual efforts.**
- e. Leaders are optimistic, proactive, concerned, and willing to make whatever changes are necessary to further the best interests of the community.**
- f. All agency heads are committed to improving the Justice System operation as a whole. Everyone is committed to making the Clinton County justice system as effective as possible in spite of difficult working circumstances.**

**g. Justice System Leaders are all sensitive to the needs and feelings of the other leaders. They recognize the need for positive working relationships.**

**Comment:**

There is a dedicated group of professionals who show a strong interest in working together to better manage the justice system. All leaders have held their positions for a length of time to bring stability and a historical perspective to their positions and the justice system.

Clinton County has staff with many of the skills and much of the talent needed to partner in the management and operation of the local justice system. Staff from all agencies is professional and willing to consider all viable recommendations that will make the system work more effectively and efficiently. .

***2. Local Government Leaders: The County is facing financial challenges with past purchases, the current budget, and future costs to operate. However, they have managed finances soundly and the financial condition is stable. Justice System Leaders and County Government face the challenges of increasing costs to operate.***

- a. All have been engaged in the jail crowding issue for many years. The County Board of Supervisors recognizes that jail crowding is a major concern and that they are the ultimate decision making group and funding source in moving a jail or justice center project forward, most likely through supported bonding measures. The county has effectively dealt with past issues through sound management and they continue to be willing to work cooperatively to find solutions to existing jail crowding and justice system issues. A new Justice Complex or Jail will be costly and is not likely a funding priority for many community members. There must be a concerted effort on the part of leaders, over a period of time, to educate the populace on the safety, security and humanitarian needs that exist in the current jail.**
- b. Many Justice System Offices operate under various real and/or perceived “State Mandates” or other “Guidelines”. This can impact financial and operational decisions. Efforts need to be made to clarify those requirements and restrictions in order for**

**the County to determine what the options are for future planning efforts.**

- c. The traditional response to mandates or guidelines has been to address the mandate by individual office rather than through a systems approach. The county continues to fund costs associated with housing inmates out of county, due to jail population levels. This situation serves as an example of where to start in planning collaboratively among the justice system agencies in an effort to curtail expenditures for the placement of offenders that might otherwise be able to function in less restrictive programs or environments.**

**Comment:**

The local economy has been impacted by the loss of many professional jobs that in the past have added much to the success of the community, In spite of the loss of many major large industrial companies, the county remains in sound financial condition largely due to the effective management of the resources that they have and the stability of new companies that will add to the tax base. Clinton County Government finances are stable and there is currently no outstanding or unpaid government debt for major capitol improvements through bonding or other funding strategies.

The jail has not been put on a planning list for replacement, primarily because there has been no consensus obtained on the needs for the jail or on correctional philosophy that will be used in planning for future jail needs. In addition there are many competing interests for the few dollars that may be available, such as the need for a new city police complex, a replacement for the county library and an additional fire station. These issues, combined with the potential high cost to replace the existing jail, represent obstacles that must be addressed in the near future.

Jail planning is a long process. Even though funding is a tremendous factor in jail construction, the entire system plan must be in place before cost estimates can be determined for a facility. The purpose and use of the facility must be understood and the needs to be met must include far more than just incarceration. Investing in additional space and staff for jail alternative programs can bring about significant changes in space needs and demands, if done correctly. Jails are part of the solution but jails can not be the only response for criminal conduct and for system planning. All of these considerations factor into the local "correctional philosophy". The residents of Clinton County have little agreement as to what this correctional philosophy should be now and in the future, and how they will pay for the costs to operate and support the needs of their local justice system. This report will hopefully stimulate that type of discussion and planning.

**3. *The Clinton County Jail is an antiquated facility that is in dire need of replacement, In spite of the fact that it is well maintained and clean, the safety and security concerns with the design cannot be overlooked.***

- a. **Staff Ability:** It was universally recognized that the staff at the jail are professional, dedicated, fair and respectful in every aspect of their duties. The Sheriff, Jail Administrators, Corrections Officers and Deputies must be recognized for the excellent job that they perform in spite of the major problems evident with an inadequate, antiquated and obsolete jail.
- b. **Facility Maintenance:** The jail is remarkably clean, and shows evidence that the staff and trustees do everything that they possibly can to provide respectable living conditions for inmates and the best work environment possible under the circumstances for staff. The County Building Maintenance Coordinator and his staff do extraordinary duty everyday trying to hold together this deteriorating building.
  - 1. Maintenance staff spends a minimum of 4 hours per day simply repairing serious deficiencies in plumbing, inadequate lighting/electrical systems, outdated and obsolete equipment and locks, inefficient HVAC units, and simply piecing together other aspects of the physical plant that must be continually addressed.
  - 2. All cells have a toilet/sink combination unit which frequently malfunctions due to plumbing problems.
  - 3. There is one shower per cell block; typically not an issue but in this case, there are such serious plumbing problems that the showers continually overflow and flood housing units, hallways and leak into the first floor offices.
- c. **General Space Shortages:** The Jail has serious space shortages.
  - 1. For inmate housing

2. Recreation and exercise
  3. Programming
  4. Office support-document management, storage
  5. Booking procedures
  6. Food handling
  7. Staff
  8. Emergency Equipment Storage
- d. **Design:** Serious safety and security issues exist with the design of the 1969 constructed jail. This was a poor design for 1969, and remains so today.
1. Newly arrested inmates are constantly moving through a narrow inmate processing center.
  2. Access points and hallways have limited CCTV monitoring, with minimal ability to track inmate movement beyond direct supervision.
  3. Inmate activity can not be effectively monitored due to the linear design issues of the jail.
  4. The facility is a 1960's, design, with long corridors, barred day rooms along narrow hallways and single and multiple bed cells within each housing "block". The jail has severe blind spots and corridors that make supervision and movement of inmates a problem of the highest magnitude. The best description of the physical layout is that it approximates a "maze" that cannot be corrected through any viable renovation to the existing structure.
  5. Given that the jail is on the second floor of the County Law Enforcement building, there are serious problems with the movement of staff, inmates and visitors through the first floor, often into the secure perimeter of the jail.
  6. One of the most serious problems that cannot be overcome results from the old, outdated and dysfunctional plumbing systems that regularly results in overflowing water and effluent into the Sheriff's offices on the first floor.
  7. There is no CCTV (video monitoring) in any of the cell blocks which further complicates the

ability of staff to effectively and safely monitor and control the behavior of troublesome inmates.

8. Staff can audio monitor cell blocks, but inmates are unable to communicate with staff except by shouting into the intercom systems.

e. **Facility Layout:** The justice system buildings and physical plants are geographically spread out across several blocks and “layers”.

1. This can contribute to a disconnect between offices, staff and administration.
2. It can cause built in inefficiencies, i.e.: transporting defendants, increases security costs, increased building maintenance costs, extraordinary staffing costs, shortages of suitable work spaces and other issues such as the inability to maintain day-to-day contact with key staff in the offices of the courts, prosecuting attorney, public defender and others.

f. **Jail Population and Capacity:**

1. On January 15, 2008, the jail population was 50 inmates. Typically the majority of the inmate population is male offenders. Female inmates generally make up approximately 10 to 15% of the Average Daily Population (ADP).
2. During 2007 the ADP had ranged between 60 and 74 inmates.
3. The placement of inmates in jail facilities outside of Clinton County has at times been in excess of 30 placements per day at costs ranging from \$55-\$60.00 per day.
4. Occasional short-term housing is provided for juveniles that have been transferred to adult court. (There is a serious concern in the justice system about the lack of capability to adequately provide for the housing of juveniles who must be detained pending court action. In addition, there are concerns about the ability to maintain “site and sound” separation of juvenile

and adult inmates, an issue that can have serious legal ramifications.).

5. A cursory examination of the available data indicates that a significant percentage of all jail inmates are being housed prior to sentencing, a factor that may be able to be addressed administratively by the Prosecutor and the Courts to assist in lowering the jail population by expediting the processing of cases.

g. **Inmate Incidents:** Due to staff effectiveness, the jail has experienced few “major problems”, given its age and inefficient design.

1. Inmate assaults on staff and other inmates are reported as minimal.
2. Inmate attempts towards self-harm are infrequent, especially given the number of mentally ill inmates in the facility, the lack of inmate programming, and adequate segregation and observation for special needs inmates

h. **Mental Health Inmates:**

1. The jail often has to inappropriately house mentally ill inmates because of a lack of more appropriate placements in a secure mental health facility.
2. Mentally ill inmates require an inordinate amount of staff time, which can leave other security duties difficult to perform.
3. The housing and care of mentally ill inmates is likely to result in increased liability risks to the county.

i. **Health Care in the jail is at minimum levels:**

1. There is no on site medical care; Inmates request to see a medical professional which can take as long as five days before being seen by the community based medical staff.
2. In the event of a medical emergency, transport is arranged by the jail staff to a local medical center.

3. Medications are delivered by staff and self administered by inmates, up to four scheduled times per day.
4. Over the counter medications are available for purchase and are limited to Aspirin and Tylenol.
5. The absence of on-site facilities for medical visits creates additional costs for transportation and taxes an already limited staff.

j. **Inmate Jail Programs:** The current space for inmate programming, such as those including separation or segregation is sorely lacking. Isolation cells, special needs areas and receiving cells are inadequate for daily demand. This results in additional security concerns and increasing risk management which is difficult to achieve in the best of conditions, let alone with the inadequacies of the current jail. Inmates have little or no access to typical self-help and professional programs and services.

1. Programs are almost non-existent due to space shortages.
2. The jail does offer separate AA and NA meetings one time each week.
3. Ministerial services are only available on request by inmates and must be approved by staff.
4. Any outside services are limited not only by the shortage of space but by the need for staff supervision that cannot be provided on a regular basis.

k. **Food Service:**

1. Offered on-site through full time Cook/Correctional Officer that works 10 am to 6 pm Mon thru Friday.
2. Weekend meals are planned during the week and prepared by Correctional Officers.
3. Storage of food items and dry goods is unorganized, inefficient and accessible to staff and trustee inmates.

4. All meals are served in the cell blocks, delivered by staff.
5. Meals are reported to be of good quality and nutritionally sufficient.

**l. Laundry Services:**

1. Limited equipment and physical capacity of wash and dry units due to space and door way configurations.
2. Done by inmate trustees.
3. Supplies are accessible and stored in an unlocked common area.

**m. Visiting areas:**

1. Two areas for non-contact public visiting, not compliant with ADA standards.
2. Limited control and visibility/observation of visitation events for staff.
3. Requires staff to prioritize duties during visitation, due to escort responsibility.
4. Two areas for professional contact between attorneys, PO's, and others with the inmate. One room of which, is the "Multi purpose Room".
5. Requires entry into the secure envelope of the jail.

**n. Records Management:** The current space provided for critical information and record storage in the jail is totally inadequate and the result of the overall crowded conditions.

**o. Information System:** The Jail Data analysis is difficult with the current design for collection and general analysis, which does not provide the efficient use of data in day to day and ongoing management analysis.

**p. Central Control and Booking:** The current space for inmate processing and booking is inefficient and dangerous to staff and inmates. "Central Control" functions are managed out of an office that also serves as the Intake/Booking processing unit. This area does not have any of the typical design features that are inherent in secure control centers that serve as the

**nerve center for facility operations. This area is staffed 24-7 by a correctional officer who must be present to process all inmates into the facility, in addition to providing supervision of inmates in the unit as a part of a 2-3 member complement of staff on each shift. The area known as “Central Control” needs replacement. Serious deficiencies in the design of the control center include:**

- 1. The absence of any secure enclosure.**
- 2. No lockable key and restraint control boxes.**
- 3. There are no sally ports, dual interlocking secure doors that restrict access to the center.**
- 4. This is the area that now also serves a variety of other functions for facility staff and transportation officers who are responsible for delivering inmates, fingerprinting, daily inmate transports, alcohol test equipment, inmate photos, video court and other duties.**
- 5. The design deficiencies in central control are such that there are no feasible operational changes that can be implemented to remotely address the problems that are inherent in this area of the jail operations.**

**Comment:**

The Clinton County Jail is not an efficient or well designed complex under any standard or expectation. The professionalism and training of the Sheriff and staff are the sole reason that the jail has been a safe environment for the inmates and staff. This does not negate the fact that the jail facility is not suitable for the future needs of the counties detention requirements.

The current jail facility has experienced a recent inmate suicide; however in general, suicide attempts have also been rare. Jail staff is to be commended for the manner in which they treat inmates with respect and dignity, factors that undoubtedly have a direct impact on the low rate of self destructive tendencies in the inmate population.

The facility design is confusing and not conducive to effective or cost efficient staff supervision. There are serious security breaches occurring daily, throughout the operation of the jail. This is primarily due to the design problems. Inmate movement throughout the facility is through risky and at times, dangerous methods and levels. Inmate movement occurs throughout the secure envelope of the jail, often times

without adequate staff supervision or staff support for back up and monitoring. Transfer to and from recreation areas includes movement through the administrative area of the department, into a small elevator without video or audio monitoring and through what should be a secure area of the jail entry sally-port area.

Inmate programming is essentially non-existent and the programs that are offered are threats to security as well, because of the amount of inmate movement required to accommodate program space needs. Visitation is included in this problem area, due to the fact that visitation is located on the second floor and may require visitors with disabilities to enter the secure envelope of the jail as well.

The Central Control area currently acts as the main administrative area for the internal operations of the jail. It covers everything from key control, staff observation points for inmates under observation, booking, intake processing, inmate release, visiting and records management. Most of these functions would typically occur in separate areas of the jail or in other administrative areas. It is especially beneficial to have booking areas and intake and release in an area specifically designed for those functions, to reduce security risks and improve safety for staff, to allow for more efficient processing, and to minimize entry into the secure envelope of the jail.

On the day of the most recent "snap shot" of the jail, January 15, 2008, it appeared the jail was predominately used for male offenders that were unsentenced inmates, held for more serious felony type offenses. About 62% of all inmates were not sentenced and 48% of all of those incarcerated were there for unsentenced felony offenses. There were 50 inmates confined with 31 inmates being there for unsentenced holding, as defined by the Clinton County Jail staff. Unsentenced inmates are those inmates that have legal holds without sentence, and should be tracked by sub-classifications such as; pre-trial awaiting trial, presentence awaiting sentence or disposition, holds for other jurisdictions, contempt, Probation/Parole violation holds, awaiting extradition, warrants, unable to post bond, etc.

#### ***4. Community supervision and monitoring are a positive aspect of the Clinton County justice system.***

- a. State supported probation, through the Department of Correctional Services (DCS), provides most services.**
- b. A variety of services offered from several agencies.**
  - 1. There are a number of programs, specific to offender populations available, in Domestic Violence, Sex Offenses, Mental Health and Substance Abuse.**
  - 2. Pre-trial programs have been available and are regularly used. However, the Pre-trial program does not have wide spread acceptance among**

**some officials as recommendations are not always followed.**

- c. DCS uses risk assessment instruments which have been validated as “Evidenced Based Practices”. Most programs include screening and assessments in an attempt to correctly target populations for evidenced based programs.**
- d. There appears to be a willingness to consider an expansion of community alternatives for appropriate offenders.**

**Comment:**

There are a number of sanctions or alternatives available within the local corrections system. Within the community setting, there does appear to be some level of support for exploring, planning and expanding the use of alternative accountability programs. Clinton County has a range of some intermediate sanctions available for the courts to utilize in the sentencing process. Jail placements are a mandatory aspect of maintaining community corrections programs, and should be used as part of a series of progressive sanctions.

An assessment of correctional program needs, to match offenders needs, has not been completed to date, but the need for mental health intervention in both the jail and the community was obvious to local officials. There has been no impact evaluation or analysis of cost and benefit for any such proposed mental health/offender programs, but it is believed that these programs could be efficient in inmate or offender management and be cost effective.

Within the county, there are some offender specific intervention programs operating, and others that could be developed. A thorough needs assessment and formal strategic planning would help to determine which other alternatives would be appropriate for Clinton County.

***5. The courts are efficient and well respected.***

- a. There is a rotating schedule of Judges that preside over the courts in the County which has brought about significant operation and scheduling challenges.**
- b. Case flow meets local and ABA standards for time to disposition and other case flow performance measurements. The Clerk of Court has an adequate information system available for case flow analysis.**
- c. Judges are well respected and typically recognized for their fair and equal treatment of defendants. All are experienced with long tenure.**

- d. **The courts are sensitive to the needs and issues of other offices in the court operation: Security, staffing, continuances, inmate transportation and housing, and unexpected problems, are all routinely considered by the judges in their scheduling and decision making processes.**
- e. **Policies and procedures that will improve efficiencies through out the system will need judicial support. Judicial attempts to resolve cases early on in the process are an ongoing issue, and recognized by most judges.**
- f. **There is a minimum amount of basic security provided in the courthouse**
  - 1. **No consistent entry screening process.**
  - 2. **No controlled entry or exits.**
  - 3. **Limited-time court security officers.**

**Comment:**

Clinton County District Court case flow processing appears to function efficiently, but there is no regular analysis provided to determine how quickly and efficiently cases are moving through the court, i.e., Time to Disposition Reports.

The county provides data to the state database but gets little return of useable management information from the state. There is no routine provision to analyze Age of Pending Caseload reports, or other reports which are useful in identifying the age and case flow of current cases. More information is needed to identify pinch-points in court case flow processes. Time to case disposition affects the length of stay in jail for pre-sentenced and pre-trial inmates. This can have extreme impacts on jail population and the amount of time served in jail, especially if a significant amount of the jail population is pre-trial or pre-sentence inmates, as it appears is the case in Clinton County.

***6. The County Attorney's Office is well respected and effective.***

- a. **The County Attorney has extensive experience and is well respected among agencies and individuals throughout the system. There are many responsibilities for the County Attorney besides prosecution and this is a system design issue. The office also acts as corporation counsel, county legal counsel and counsel to the county board.**
- b. **The office is recognized for its efficiency and professionalism.**

- c. **The new Management Information System does have current ability for efficiency and evaluation purposes, but the staff is not yet trained on this facet of use.**
- d. **The County Attorney is supporting a workload analysis to help assess office efficiency. There is an awareness of the office's impact on court case flow and on the rest of the Justice System.**
- e. **The County Attorney is very concerned with the expression and appearance of justice in the community.**

**Comment:**

There are extensive workload requirements for the Clinton County Attorneys (CA) Office, over and above prosecution of offenders. By everyone's account, the office performs remarkably well with limited staff and the wide range of responsibilities required of the office.

The CA is open to make changes as needed to improve efficiency and is willing to work with the other members of the local justice system in developing alternative or intermediate sanctions, providing public safety is not compromised. The high demand for time and the excessive workload could encourage creative diversion or other case processing options or dispositional changes. The current time demands impose limits to the time the CA has to devote to these discussions and strategy development. As long as public safety and offender accountability is secured, then the opportunity for significant program, process and outcome change is possible. The CA is a key partner in any offender disposition, concerning incarceration and rehabilitation program or policy change. The office philosophy and policy concerning the prosecution of offenders in all categories will impact the number of trials, the success rates during trials, plea negotiations, and length of time to disposition for pretrial cases.

***7. Local and Municipal Law Enforcement are viewed as equal partners in the county wide justice system.***

- a. **City Law Enforcement (LE) is recognized as a key member of the local Justice System and actively participates in the Gateway Area Police Administrators (GAPA) organization.**
- b. **There has been stability of department heads for several years and leaders are recognized as efficient and professional.**
- c. **Departments are currently functioning at authorized staffing levels but are having problems with recruiting quality applicants for vacancies.**

- d. There is pressure to be proactively addressing community crime concerns.
- e. There was some pressure in the past to not lock up some types of offenders due to crowded jail conditions; however that no longer appears to be the case. There is some current use of summons or citations when making arrests which assists with managing jail crowding.

**Comment:**

All local Law Enforcement agencies appear to work effectively with each other and with the county. This is a very positive aspect of the justice system with routine planning for common issues, shared policy and response actions, and independent but common approaches to most issues. The county LE agencies also include the neighboring municipality of Thompson, Illinois in the Gateway Area Police Administrators (GAPA) group. GAPA allows for LE heads to share intelligence, training, resources such as SWAT and other types of mutual aid and support. The agency leaders also discuss LE practices and policies, with a goal of establishing consistent protocols and response mechanisms to specific event types. This group provides a forum for discussion and agreement among a group of justice system stakeholders that can provide significant benefit to the justice system and community as a whole.

***8. The Clinton County Courthouse was restored a few years ago and is a beautiful historic building. However, it has design and efficiency issues that could seriously impact the security of the courts and the other agencies within the courthouse. There are structural limitations impacting effective security operations that can now only be addressed by the addition of screening equipment, locking mechanisms and the implementation of staffing plans that ensure that all entrances to the courthouse are secured and that all persons entering this building are properly screened.***

- a. The courthouse is of old design and has limited efficiency for inmate and visitor entry and movement, client and attorney conferences, jury assembly, and building and courtroom security.
- b. There are some available security features, but in general, courthouse security is based solely on the presence of security personnel.
- c. There are courthouse security staff provided for the sole purpose of ensuring the security and safety of the judges, agency staff and the public. However they are often deployed to

other duties and the staffing pattern is not sufficient to provide for relief factors during day-to-day operations.

d. Courthouse space is in limited supply and great demand, an issue that is not unique in Clinton County. It is still of concern given the magnitude of activities and functions that occur in this building.

e. If a new Justice Center or jail is constructed, there will almost surely be serious discussion about the proximity of the courthouse to jail operations and related justice agencies. That will be an issue of local concern that will have to be resolved in the overall scheme of planning for the future operation of all facets of the justice system.

**Comment:**

The Clinton County Courthouse design does not provide for enough office space needs or basic security measures to assure the safety of staff, defendants, victims and visitors. Examples of this include ceiling structural issues, narrow, winding hallways with significant blind spots, poor access points to the facility to maintain security, work spaces limitations for future growth of offices, non-secure courtrooms and inmate holding areas, key control problems and a myriad of other factors common to older buildings. Inmates and the public can have direct contact during transport and for the most part, while in the courtrooms. The staff works to maintain as much inmate and visitor separation as possible, but the safety and security of courthouse staff and the public is an issue that needs to be addressed.

**9. . Defense Attorney Representation:**

- a. **Public Defender services are relatively unused as a formal state office in Clinton County, due to the restricted number of offenses that are eligible for these state provided services. The State Public Defender does not become involved until the most serious felonies have been charged.**
- b. **Defense Attorney appointments require participation and contracting with many local attorneys for court appointed representation.**
- c. **Defense attorney workloads may lead to some delays in case flow processing.**

**Comment:**

There is a local theory shared by some that the attorney appointment process may slow the overall times for case disposition in criminal matters. At times, the pool of local attorneys willing to accept court appointments is limited. The role of the defense bar is critical in the overall functioning of the local justice system. With the design of the court appointed defense attorney process, it is difficult to establish a policy maker from the ranks of these attorneys. Rather, the various skills and talents of the many attorneys available can assist in bringing diverse ideas and energy to the system wide management process. Overall, there may be some redundancy and inefficiencies in this appointment process that should be addressed by way of a thorough analysis and assessment of current and best practices.

***10. Information Systems have a typical problem: Too many automated systems with limited ability to interface.***

- a. Individual office data does not correlate or coordinate well to a coordinated system-wide analysis process.**
- b. There is a lack of consistency across department lines in defining certain events, crime types, and other relevant data elements.**
- c. Inconsistencies in software applications, networking ability, local event or person identifier number, time frames for data analysis, terms, and definitions, and other conditions will complicate the overall ability to effectively measure overall Justice System changes over time.**

**Comment:**

There appears to be a significant amount of justice system data available in Clinton County but it is not well organized, routinely shared or provided, or analyzed to maximize potential. Data has not yet been organized into useful information that can be used on an ongoing basis to support the local justice system experts; law enforcement, community corrections, courts, prosecution, defense, etc. Information has not been exchanged freely between the agencies for use on system-wide planning, operations and management. Valuable information needs to be routinely collected from all agencies, shared, and used as part of an ongoing management process. This is not being done in the county in an effective manner and there is a need for significant improvement in these areas.

***11. Justice system leaders share similar goals and objectives:***

- a. Providing for Public Safety in the most cost effective and efficient manner.
- b. All individual offices or departments feel the need to collect a great deal of information for their own specific operation and assessment of their operation. Not all use it or know why they collect the data for system wide assessment. They are willing to collect data to become more informed decision makers.
- c. There is a consensus for the goal to reduce recidivism now and in the future.
- d. There is a consensus for the goal to reduce victimization and more effectively meet the needs of victims.
- e. There is a common goal to more effectively manage the fiscal resources of the county.
- f. The safety of the community is of utmost importance.
- g. Treatment and responses to offender and inmate needs are a focus of current and future corrections planning.
- h. Maintaining public and stakeholder confidence in all aspects of the justice system is paramount.

**Comment:**

The individual department heads all expressed common goals, but have different statutory, constitutional, county or state government authority to attempt to meet these goals. A county justice system has representatives from the city, county and state. All government entities and representatives need to find agreement on the processes needed to obtain common goals. There must be negotiation, collaboration and cooperation to effectively work within the parameters established by the governing authorities.

***12. In the past, there has not been a well organized or active group of justice system policy makers, similar to a Justice Coordinating or Management Council that meets to plan for and establish system wide policies.***

- a. As in many other jurisdictions, there is room for improvement in justice agency operations and for collaboration on common goals.
- b. Some current conditions seem to have a significant impact on overall operations, such as: Substance Abuse and Mental Health issues for offenders, Information System Management, court

docketing/or calendars connected to case flow, pre-trial and plea scheduling issues, unknown characteristics (data) of the jail population, a dictionary of common terms, etc.

c. Regarding Justice System issues, as a group the agencies have not developed goals, mission or plans and contingency plans for desired outcome response.

d. As a group there has not been additional planning, analysis, consolidation, cooperation, and a unified position to carry out the over-all mission of the county justice system.

e. The Justice System has many documented or written policies and procedures that serve the needs of individual agencies. There are also has many “unwritten” policies and procedures or informal agreements. This can cause problems when there is transition in leadership positions or when staff in each agency interprets their work based on past practice or inconsistent and changing decision making.

f. There will be divergent opinions on correctional philosophy and treatment of offenders that need to be discussed, and in some cases resolved. There will never be, nor should there be, total agreement on all professional and philosophical issues, however the more the agencies understand the impact that the actions of their work have on other agencies, the more chance there will be for consensus building and cooperation.

g. There has been little opportunity in the past for cross training, or to present office policy, procedure or outcome measurements for the leadership and staff in each of the agencies that work together on a daily basis.

h. There has been a very limited focus to determine the overall Justice System mission, goals, vision, philosophy, or the agreed upon processes needed to carry these out.

j. There is a great demand for the time of Justice System leaders to sit on various committees, task forces, or work groups. This creates a dilemma for time, priorities, scheduling and functions, etc.

**Comment:**

Based upon review of prior reports, the Clinton County’s use of the jail as the primary source of offender accountability has been on the increase for many years, becoming a pronounced problem beginning in about 2000. Despite these increases, the County’s incarceration rate could be described as moderate per

county population capita. To date, other than providing average population levels and length of stay, the jail population has not been regularly analyzed. There have been a number of snap shots and some periodic analysis of the jail population but it has not been to the point where effective discussion has occurred to assist in policy or program development.

There does appear to be some efforts on the part of the courts and law enforcement to take into consideration the crowded conditions in the jail when they are dealing with defendants that are not perceived to be a serious threat to the community. This is referred to as “suppressed usage” of the jail. In other words since the jail is crowded, the courts and law enforcement may not use the jail as much as they would if there were no jail population pressures. These pressures do exist, and it may have some impact on decisions to use the jail as the primary source for holding offenders accountable. It is possible this has been an informal result based on individual decisions verses established policy. Since 2004, the Average Daily Population (ADP) in the jail has increased by 39%. In the last four years, the overall jail ADP has increased while the county general population has actually decreased over much of the last thirty years. Much of this increase in jail numbers has been attributed to the influx of people in the community from the more urban areas from the Midwest, near to the County.

#### **Justice Coordinating or Management Council:**

There is a Jail Task Force that has been functioning on an informal basis over the past several years. Although this group has addressed issues and problems in the system that arise relative to jail crowding, their efforts could better serve the broader needs of the justice system if there was a more formal structure that was sanctioned by either the Board of Supervisors or the District Court. There is no formal justice management group in place to help develop consistent, effective management practices for the Clinton County justice agencies. In many jurisdictions formal coordinating councils serve to enable the justice agencies to act in a “systems” approach to resolving problems.

There was a consensus by agency heads in the county that a more organized and formal structure than the current Jail Task Force would serve the county well to limit duplication of services, more effectively manage fiscal resources, utilize existing resources more wisely and efficiently, and provide for more uniform decision making processes among justice agencies. The current task force would serve well as the core group for such management council, with some added members, formalized purpose, established goals and priorities, better information and data analysis, and staff support.

Past work has always been reactive in nature and there has been no on-going formation of any sanctioned body to be proactive in justice system management. There is no formalized structure, process, meeting schedule or management process in place to address the entire justice systems needs. There appears to be an excellent opportunity for positive change and benefit for everyone involved. A

Justice Coordinating or Management Council can be used as the forum to meet all the other time demands for other types of justice related community based committee work. Successful councils will address the concerns of these other groups (such as domestic violence or sexual abuse task forces, etc) as well as performing justice system management work.

Crisis can bring change, and change can bring crisis. Crisis can bring opportunity. Typically, change does not occur until not changing becomes worse than changing. Authorities from all offices have verbalized a willingness to move forward on a collaborative approach. This process will not be simple. The process can be successful if participants are willing and if there is proper leadership and facilitation.

## ***VI. Recommendations***

### ***1. Create the Clinton County Justice Coordinating Council (CCJCC). The CCJCC should address the following:***

- a. **Ensure that agency staff dedicates time to support the council's work.**
- b. **Provide paid skilled staff for operational support.**
- c. **Schedule meetings on regular basis, at least monthly, with agendas that are developed by the membership and distributed in advance of each meeting.**
- d. **Authorize and sanction the council by a local government or judicial body.**
- e. **Provide leadership by the appointment of a chairman that has the skills necessary to lead the council and the respect of the community.**
- f. **Develop a strategic plan that addresses county-wide justice system management needs.**
- g. **Appoint a broad-based membership that represent all facets of the judicial system and key service providers from the community.**
- h. **Develop a Mission, Vision and Values that serve as the guiding principals for the work of the council.**
- i. **Establish defined goals and objectives.**
- j. **Complete action plans for the implementation of the strategic plan that are prioritized, attainable and within defined timelines.**
- k. **Incorporate an information and data collection system that provides capabilities for the council to analyze how justice system agencies manage workload, effectiveness and efficiency of operations.**
- l. **Budget for staff training and operational expenses.**
- m. **Secure community support through the implementation of an on-going information and public awareness program.**

- n. **Establishes the council under the guidelines set forth under Iowa Code 28E. Among other requirements, this code provides for legally establishing the organization with formalized written agreements for participation, established rules of operation, budget authority and the ability to apply for and receive grant funding.**

**Comment:**

One of this policy group's *objectives* should be to evaluate the cause and effect of crime within the community, and design and manage intervention programs for the justice system. The intent of the council should be to support the entire justice system, not just the jail, courts, or other independent aspects, but the entire system. This should be an official collegial body with an explicit mission statement, governing rules and a strategic plan. The council must be "information" driven, utilizing and analyzing all pertinent data that relates to the management of justice system operations in the county.

Many of the remaining recommendations in this report will be much more likely to be accomplished if this council is established. It is the first step in establishing the overall problem solving process. As these are system wide issues, with system wide impact, the entire system must come together to engage in the process of collective system management.

**Provide funding for a staff person to manage the affairs of the council.** This position could function in a dual role as staff support for council and court/case expeditor. The individual that is hired must have the skills and authority to be able to work effectively with the agency heads in all county justice system agencies

The staff person must have enough time to do the job properly to manage the work associated with such an exhaustive effort, especially as it pertains to the use of the county jail and all related justice agency operations. There may be a need to contract or hire a staff person to fill this role. The council, with sufficient staff support, has the potential to aid the county to more effectively manage all of the fiscal resources that are being spent every year for justice related activities. In the event that fewer jail beds are constructed as a result of these efforts, the cost savings could be a major factor.

In addition to funding the salary of staff for the council, it is extremely important that funding be provided for the operations of the group. There will be expenses for equipment, office space, materials and supplies, meetings, etc. that must be supported.

**2. Conduct a thorough study of current jail space use, including the impact on the inmate population, staffing needs, operational practices and the cost of remodeling the present structure for temporary use versus construction of a new jail.**

**Comment:**

There has been significant speculation about the long term plans for the jail. Although the county may not feel the immediate pressure to resolve jail bed space needs it is of the utmost importance for the immediate future, as the problems are not going away. Jails are a necessity for our government operations. They are also a responsibility that brings with it tremendous liability risks. Jails can not be placed on the “back burner and “wished away”. Inmates, no matter what the public perception is, will continue to be sentenced by the courts and the government must provide constitutionally acceptable placements for the detention of these individuals. The “threat” or risks associated with not doing anything can be greater than spending funds now to resolve immediate needs and again in the future on a more permanent resolution to the jail replacement issues.

The needs of the current jail facility must be addressed as a priority. A current jail use analysis can provide very useful information to all concerned both now for daily operations, and in the future with regards to planning for a new facility.

### **3. Begin the implementation of corrective actions to improve the operational effectiveness and efficiency of the existing jail.**

***It should be understood that the implementation of these recommendations will only be possible over a considerable period of time. The jail administration should develop a plan to review and prioritize recommendations for implementation and change. The consultant’s recommendations are not listed in order of priority as that should rightfully be left to the Sheriff and the Jail Administrator to address.***

#### ***Recommendations are as follow:***

- a. Establish a Daily Activity Schedule for all jail activities.
- b. Implement “count” procedures for all inmates at a minimum of four times daily. The count should not only include inmates housed in the jail but also those that are on work details, placements in other county jails, hospital stays and all other inmates officially in the custody of the Clinton County Jail.
- c. Review and update all policies and procedures to reflect consistency in operations and “best practices”. (This process will be time consuming and will most likely take at least one year to accomplish).
- d. Keep all doors locked that access the walkways to the cell blocks. Require that staff unlock these doors in the course of their duties and relock the doors behind them as they conduct business.
- e. Contract with a reputable major firm to inspect all locking systems and, to the extent possible, implement recommendations that are made for replacement and/or refurbishing.
- f. Re-key the operational mechanisms for the jail elevator, only issue keys to jail staff who are on duty, and require that staff check these keys in and out at the beginning and end of each shift.

- g. Explore the possibility of Installing CCTV monitors and audio monitoring equipment in the jail elevator.
- h. Install a locked key storage box in the Main Control/Booking Station.
- i. Implement a key control process that ensures that correctional officers and deputies are only issued keys that are required to perform their immediate duties. Tag all keys with permanent metal tags that are soldered in place with engraving that specifies the locks that each key can access.
- j. Explore options for assignment and training of an in-house" cell entry team" that is capable of controlling and securing disruptive inmates.
- k. Implement weekly, random, inspection/shake-down of all cells, visiting rooms, kitchen, laundry and other areas where inmates have access.
- l. Relocate and secure the fire hoses and mechanisms in the cell block hallways.
- m. Provide increased training opportunities for all jail staff through pre-service and in-service programs and access to training provided by the National Institute of Corrections, American Jail Association, and other professional organizations. .
- n. Explore the potential to provide reasonable work space accommodations for jail staff and service providers such as mental health, substance abuse, treatment, volunteers and others that must come to the jail to attend to the needs of inmates.
- o. Provide improved space and safety for inmate processing and booking.
- p. Address space and funding needs for inmate programs.
- q. Schedule regular daily time for large muscle exercise, both indoor and outdoor, for all general population inmates.
- r. Consider the Increased use of video teleconferencing for court appearances whenever practical following consultation with the Courts.
- s. Implement an automated data and information system that is used for the day to day management of the jail and planning purposes for current and future jail operational needs.
- t. Implement an Objective Classification System to ensure the effective management, supervision, and safety of inmates and staff.
- u. Equip the cells used for the placement of mentally unstable inmates with materials that will help to prevent self-destructive behavior.
- v. Provide devoted space for critical document management.

***4. Request that the board of supervisors provide additional funding for the implementation of jail improvement and operational recommendations.***

The recommendations in this report cannot be implemented without additional financial support from the County. Neither the Board of Supervisors nor the Sheriff was in a position to contemplate the implementation of the many recommendations in this report when the current budget was submitted and funded. These recommendations will now be available for future budget planning and cycles.

## **5. Implement a strategic plan for the entire county criminal justice system.**

The strategic plan should include an information collection process defining the data needed to serve the CCJCC and staffs of the various agencies.

- Collect and analyze Crime, Arrest, Jail, Court and Program Information.
- Critical information/data needs to be identified, for operations.
- Process needs to be established and formalized.
- System needs must be understood by every criminal justice agency and the Board of Supervisors.
- Information review must become routine.
- *Future analysis and evaluations should be for Clinton County ONLY, not other jurisdictions!*

### **Comment:**

Clinton County should prepare a Strategic Management Plan that provides the community with an overall public safety design. Planning is necessary for both individual offices and as a unified effort. New and refined management practices will occur if the county supports and implements written philosophy, mission, values, goals and objectives and action plans.

Offender profiles and population projections should be developed taking into consideration Clinton County's criminal justice system policies and practices. Included should be an analysis of pretrial and sentencing practices, the use of community alternative programs and other sentencing and placements options.

Programmatic and operational needs should be determined for the near term (one to five years) with consideration for those long term issues that can be reliably foreseen.

A strategic plan should include an information plan defining the data needed to serve justice agencies, the CCJCC and the various justice system agencies. A determination of and definition of the information needed to serve the CCJCC and the staff of the various justice agencies must be completed. The information plan should be geared to providing knowledge that can be useful to monitor the justice system and make adjustments to it based on performance and need. Specifics include:

This data analysis process should be included in the Clinton County strategic plan and involves all of the local criminal justice system components. Each agency should design a plan to identify the data collected to track performance and impact. Each should determine cause, effect, process issues and outcome and evaluation data needs. This should be done in conjunction with the other recommendations regarding planning.

The Courts and CCJCC staff should work with the state agencies that maintain criminal justice information systems to coordinate the collections and analysis of data, including Time to Disposition and other court case flow reports for all courts, as well as reports detailing types and levels of cases within the courts. Information needs to be collected and analyzed constantly to be effective.

Defendants appearing in court, and offenders in jail programs, probation and all alternative programs should be tracked to determine which services and programs are most effective with identified populations. The objective here is to determine the programs reducing recidivism, drug use, etc., and with which type of offender populations they are effective.

***6. Utilize new and existing technology, to the extent possible, to assist with all areas of the county criminal justice system operations. Begin the examination process by exploring easy to implement methods to reduce position tasks and burdens.***

**Comment:**

There are many new technology devices, equipment or software programs that can improve staff production and efficiency. All justice system computer systems should be consistent in operating hardware and software specifications. A jail booking and inmate control software package, once learned with known capacity and limitations, could assist significantly in collecting jail population data, and analyzing populations and producing reports. Most jail software has excellent potential but needs to be better understood by users and needs some modification to collection techniques to gain maximum benefit. Many similar options are available and should be explored for cost and benefit. The County Information Technology Department should be key in this recommendation but will need direction and guidance from the individual offices.

**Explore expanding technology uses in areas of offender management:**

- GPS/EMP
- Video conferencing
- Information Systems/Records Management/Document Imaging
- Drug Testing
- Offender Programming, etc

***7. Seek options for improving jail population management, population control and financial impact. Study and identify the population, formulate responses and recommendations for implementation. The following are examples of potential areas of impact:***

- Justice System Changes to control intake

- Justice System Changes to control Average Length of Stay, in the courts and in the jail and other offender programs
- Pre-Trial Alternatives to holding defendants
- Sentencing alternatives to use in lieu of the jail
- Contracts with out-of-county jail placement agencies should be reviewed and negotiated for best services and cost
- Utilizing technology for offender supervision

**8. Explore options to work with the Department of Correctional Services (DCS) to increase the use of community corrections programs.**

**Comment:**

DCS can be an effective partner in offender programming, regardless of the degree of direct funding received from Iowa Department of Corrections to support community-based programs. There are a number of programs within the community supervision response to be explored or developed.

Ensure that this effort considers alternatives to incarceration and possibilities to provide additional correctional programming and supervision in the community. A Coordinating Council needs critical information to examine both the jail population and the community corrections needs for Clinton County. Alternative programs should be chosen based on an analysis of the correctional population, the potential impact to this population, and the relative costs and benefits of the programs. Maintaining public safety and the integrity of the process will be key to acceptance. Some examples of alternatives to incarceration and the means to reduce inmates held in the jail could include:

- Community Service
- Drunk Driving Court or Drug Court
- Mental Health programs
- Electronic Monitoring
- Day Reporting
- Day fines
- Alcohol and Drug Counseling
- Expanded work release
- Domestic Violence Counseling
- Cognitive Intervention

It is important to understand that alternative programs are only effective if the response to failure to abide by the conditions of the program are met with swift penalties and consequences such as increased intensive supervision, new charges and jail time. Alternative programs require some jail space for unsuccessful participants in order to be effective in reducing the overall use of the jail. An appendix to this report contains additional examples of such programs.

**9. Begin actively planning for replacement of the current jail. To do this effectively, planning must involve a comprehensive process that starts with many of the recommendations made in this report.**

**Begin Long term planning for jail facility replacement.**

- Design and space needs.
- Costs, budgeting and financing options.
- Time frames.
- Existing and projected space needs.
- Continuum of sanctions for sentencing options to jail.
- Space utilization analysis and future needs.
- County wide campus plan.
- Location or site surveys.

**Establish a current and future jail design and usage plan, utilizing current American Correctional Association and American Jail Association Standards.**

- Utilize the detailed observations and recommendations in the report to be provided from the NIC Local System Assessment to determine the future course of action.
- Implement population management and jail release mechanisms to achieve and maintain the operational capacity level of any new facility.

**Comment:**

The current jail is obsolete. It was a poor design in 1969 and remains so today. The physical structure has outlived itself and the costs to maintain or remodel the facility to meet present day needs is cost prohibitive. The problem in Clinton County is not the over population in the jail..... It is the jail itself. This jail would be insufficient if it were empty. Immediate planning needs to begin to plan for the replacement. This planning will include, but is not limited to;

1. Developing a strategy for temporary use of the current facility to allow continued housing of inmates with the least risk to inmates, staff and the county.
2. Implementation of the short term strategy use plan for the jail.
3. Begin the long term planning for jail replacement, as outlined above.

**10. Focus on public safety and community needs as the big picture.**

**BASIC CONSIDERATIONS IN THE PROCESS:**

- The justice system needs to be viewed as a “collective whole”.
- All future planning should include a process that examines all elements of the justice system.
- Avoid blaming or finding fault with past practice.
- Address issues with the idea that the entire Clinton County Community would benefit if changed Use the new management practices of a CCJCC,

**factoring in the community direction and collected information, to determine future course of action.**

- **Allow for emotion to be removed from process.**
- **Assign broad based representatives from Clinton County to engage in discussion.**
- **Provide for community involvement and provide education and information to the community at large.**
- **Address financial issues as part of the overall issue, not as the only issue.**
- **Planning is necessary for both individual offices and as a unified justice system**
- **Negotiation and compromise must be part of the process.**
- **Operations can be managed through a collaborative process.**
- **Critical information/data needs to be identified, for operations.**
- **Process needs to be established and formalized.**
- **Measurement, and the need for it, must be understood by everyone.**
- **Information review must become routine.**
- **Comparisons and evaluations should be to Clinton County ONLY, not other counties.**

# ***Supporting Information for the Report***

## VII. Background

Clinton County is located on the east coast of central Iowa, a part of the state that is not growing rapidly. Between 1980 and 2006 the county population decreased by more than 13%. The current estimated population of about 50,000 resides on a territory of 695 sq. miles of land, giving the county a population density of 72.2 people per square

mile. Median age is 38.2 and median family income is \$46,450.

Clinton County has an ethnic population of about 96% percent of the population white. The greatest majority are of German and Irish descent. African Americans are 2.2% of the

<b>Table 1: Clinton County Population Growth 1970-2006</b>				
<b>1970</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2006</b>
56,749	57,122	51,040	50,149	49,782
<b>% Change</b>	+ .75%	-11.9%	-1.78%	-.74%

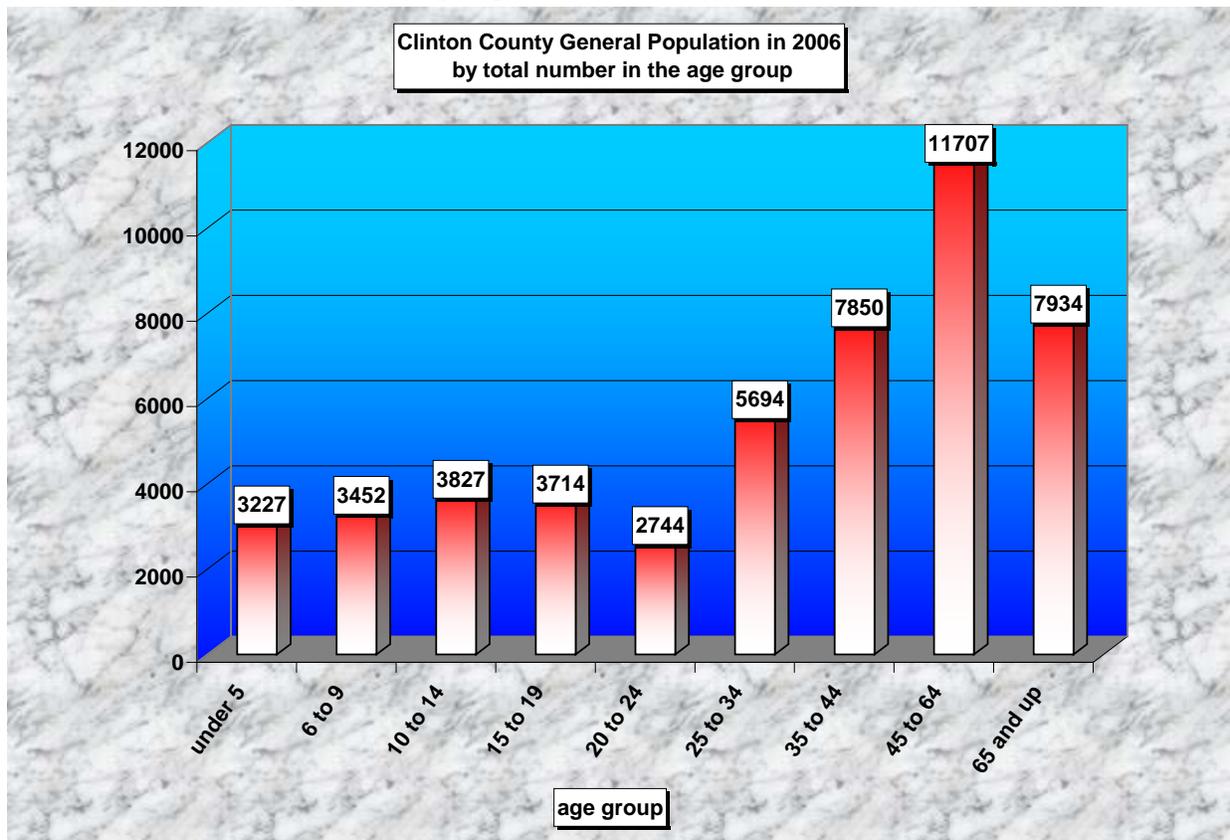
population, and about 1.6% is Hispanic. Other races make up about .5% of the general population.

The general population's age distribution is very important when examining the criminal justice system. Males tend to be the most common gender appearing in court and in jail populations, so this data should be monitored. The male population group in Clinton County has the following numbers:

**Table 2: Clinton County drill down on Males and the Age of Males.**

<b>Age Category</b>	<b>Clinton County Population</b>	<b>Clinton % of total male population</b>	<b>Iowa % of total male population</b>	<b>National % of total population</b>
<b>Age 5 or younger</b>	<b>1638</b>	<b>6.7%</b>	<b>6.1%</b>	<b>6.8%</b>
<b>Age 6 to 19</b>	<b>5634</b>	<b>23.1%</b>	<b>21.8%</b>	<b>24.8%</b>
<b>Age 20 to 24</b>	<b>1403</b>	<b>5.8%</b>	<b>7.0%</b>	<b>6.7%</b>
<b>Age 25 to 44</b>	<b>6713</b>	<b>27.6%</b>	<b>27.6%</b>	<b>30.2%</b>
<b>Age 45 and up</b>	<b>8953</b>	<b>36.8%</b>	<b>37%</b>	<b>31.5%</b>

**Chart 1. Clinton Population by Age Distribution in 2006.**



**Chart 1: Clinton County Age Distribution, 2006.** This Chart shows the ages of the entire county population, per the findings of the last estimated census in year 2006. It shows that almost 34% of all residents are under age 24, which is not unusual because young adults and children remain in the area living within their parental household. Not so coincidentally, the age group of 35 to 54 is also a high population in the county, likely the parents of the younger group mentioned. The population between age 18 and 44 is also the age representing the far greatest number of inmates in the jail. It is particularly important to track the changes in the general population in specific age groups to plan for changes in jail bed needs.

**Education:**

Research shows that lower levels of achievement in education and vocational areas are criminogenic factors that contribute to offending behavior. Clinton County has a higher level of high school educated population than for either the State of Iowa or the nation. When compared to the state and nation, those in Clinton County with college level education and degrees have a lower percentage of achievement. High School graduation levels are often the threshold used for determining offender risk and needs.

In the case of Clinton County, it appears a significantly greater percent of all residents have obtained this educational achievement, as compared to the state and nation. Those not finishing high school in Clinton County is only 14.4 % of the entire population, compared to 21.3% for the rest of the state, and 19.6% nationally.

**Table 3: Clinton County education drill down.**

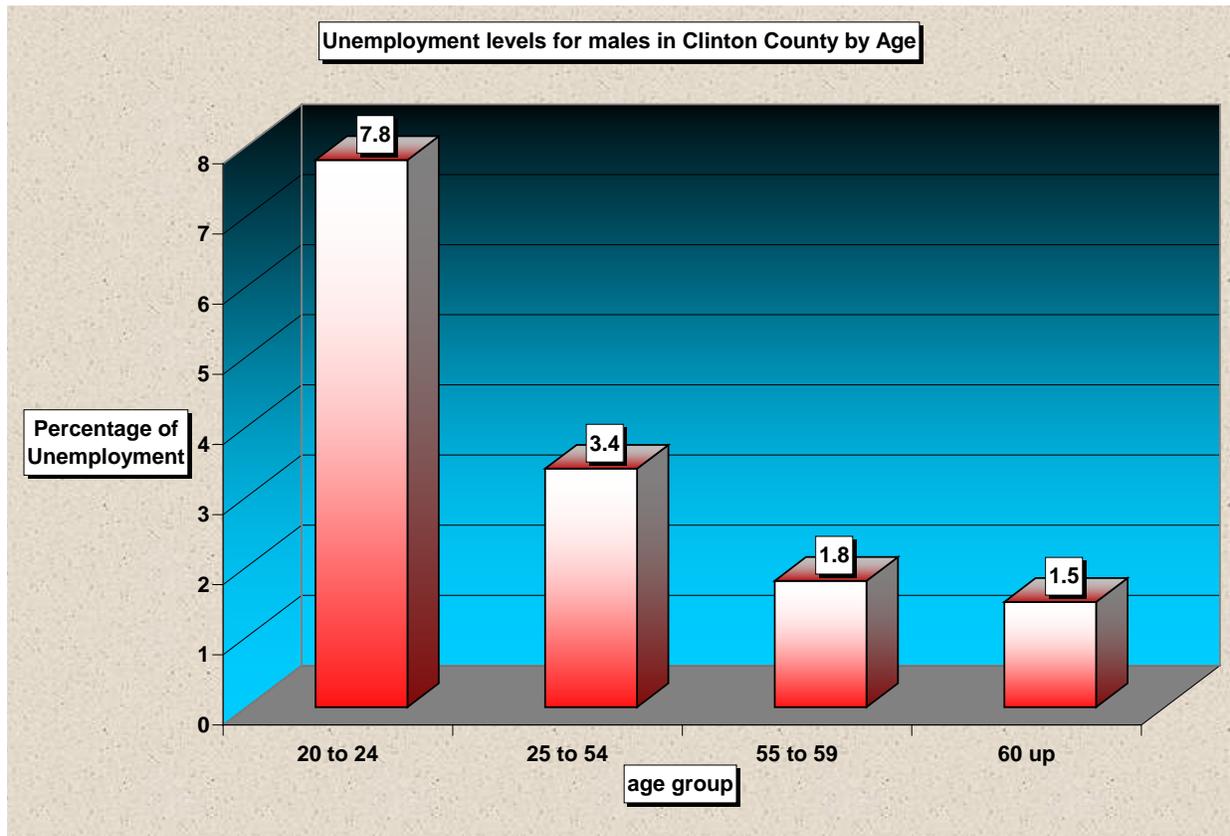
<b>Achievement Level</b>	<b>Clinton % of total Population</b>	<b>State % of total population</b>	<b>National % of total population</b>
<b>High School graduates (includes equivalency)</b>	<b>85.6%</b>	<b>78.7%</b>	<b>80.4%</b>
<b>Some college or Associate degree</b>	<b>21.9%</b>	<b>21.4%</b>	<b>27.3%</b>
<b>Bachelor's degree</b>	<b>10.4%</b>	<b>14.7%</b>	<b>15.5%</b>
<b>Masters, professional or doctorate</b>	<b>4.0%</b>	<b>6.5%</b>	<b>8.9%</b>
<b>Less than High School Diploma or equivalent</b>	<b>14.4%</b>	<b>21.3%</b>	<b>19.6%</b>

### **Economic Summary Review**

The community economic conditions appear to be stable and holding. While there is not a tremendous amount of wealth, there are not extreme levels of poverty either. Clinton County appears somewhat steady in the level of economic indicators over thirty years. Although personal per capita income ranks somewhat low in the state, so do the higher cost of living items such as housing. There is a median housing value of about \$70,900 compared to a state median value of \$112,200. It could be presumed you can buy more housing for less money in the county. In 2000, Clinton County had a per capita personal income ([PCPI](#)) of \$17,724. This PCPI was about 10 percent lower than the state average of \$19,674, and 57 percent of the national average, \$30,906.

One aspect of the economy is the unemployment rate was slightly above three per cent (3.3%) as of the first quarter of 2006, which was lower than the state (4.6%) and the nation (5.4%) at the time. Clinton County had routinely experienced less unemployment than the state and national averages for the three previous quarters as well. Most economists would say that three percent (3%) reaches maximum employment. However in the county unemployment rate, males between 20 and 24 years of age had unemployment at a rate of 7.8% with the norm in the State at the time being at 5.8%. All other male groups fell within state and national averages. This may indicate unemployment or under employment may be an issue for younger males in the county. Under employment is another criminogenic factor to consider when examining jail inmate characteristics.

**Chart 2. Unemployment levels of males, by age and percentage of the age group represented.**



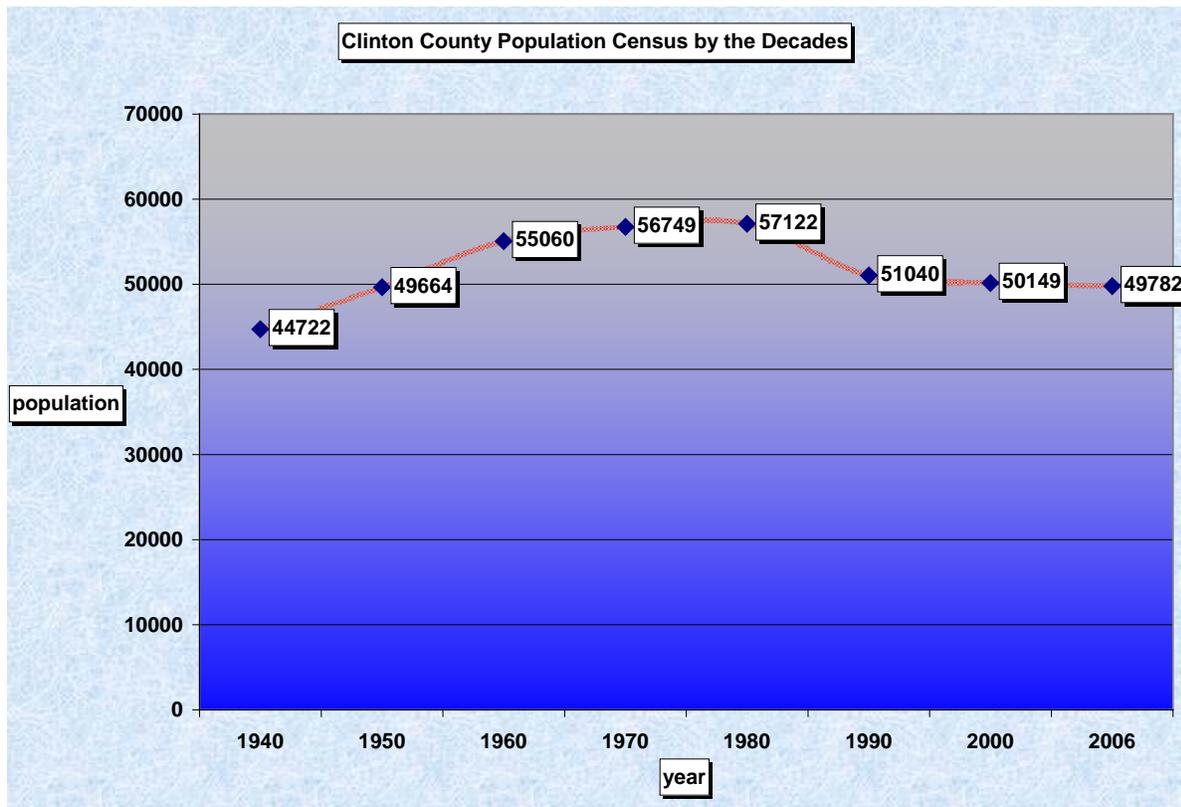
**Chart 2 shows a fairly high level of unemployment for those males that are in the age group between 20 and 24 years old, compared to other age groups in the county. Unemployment or under-employment are risk and need factors contributing towards criminal conduct.**

There were 25,504 people in the work force in Clinton County in 2000. Average travel time to the work site was 19.6 minutes. Household median income was \$ 37,423. There was 10.2% of the general population below poverty level, which was an improvement from 1990 levels of 14.9%. 2000 US Census data shows almost 7% of all available family housing units stood vacant. This seems especially low and if true, it could result in inflated housing values in the area, due to supply and demand.

## ***VI. Crime and Criminal Justice in Clinton County***

Clinton County's population has been steady and decreasing for the past 30 years. One issue is determining whether the decrease in population should lead to a reduction in the consumption or need for jail beds. An increasing general population could account for significant increase in jail population levels, but this is not necessarily true, nor is it true for decreases. Changes in laws and in certain economic and demographic changes of the general population are the usual causes for fluctuations in jail population levels. Age demographics, especially if the crime-prone ages are increasing – and if they're not all college students, can cause significant changes in the population levels of jails. College age students are not typically great contributors to jail populations, but their same age groups are contributors. In the last 10 years, the jail population levels have continued to rise at a fairly rapid pace. It appears the number of complaints, arrests and charging events during this same time frame also shows increases. This is only a cursory analysis, as comparisons and analysis of all the statistics and data provided in these categories was not analyzed or compared to determine if they are all rising at the same pace. However, it is apparent the jail population and the number of reported criminal events and subsequent arrests have risen, while the general population remained predictably stable or in decline. It will require a more comprehensive analysis to determine the reasons for the significant increase in incarceration rates

**Chart 3 Clinton County Population 1940 – 2006**



**Chart 3 represents a view of the population in the county over the last 66 years. It appears today's estimated population is at the same level it was in the 1950s. Since 1980, the general population has been steady to slightly decreasing.**

One of the concerns mentioned during this project assessment was the need to review and address costs associated with housing Clinton committed inmates' out-of-county. These daily rates have increased and the numbers of inmates housed out-of-county has increased as well over the last several years. The dollars spent through the current month of 2008 have been a concern to many, and may be one factor that can drive the discussion about a new jail being constructed.

These costs, while real, are not all inclusive. What are not factored in the following charts are the costs of labor for the transportation and coordination connected with the shipping of inmates. What can not easily be factored or determined is the future availability of jail beds in surrounding communities. Supply and demand, as well as proximity, will influence housing contracts.

Chart 4 represents the amount of money spent on the housing of inmates in jails outside of the county over the last 8 years.

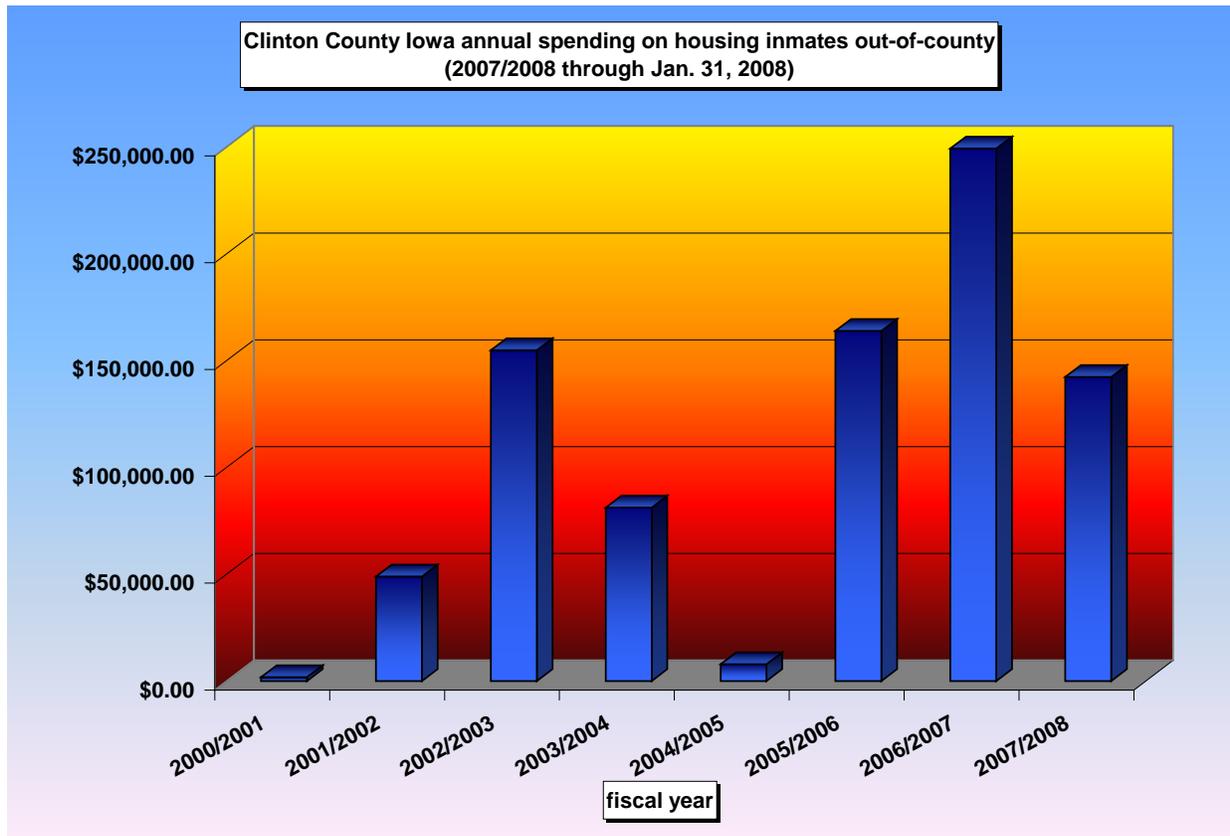
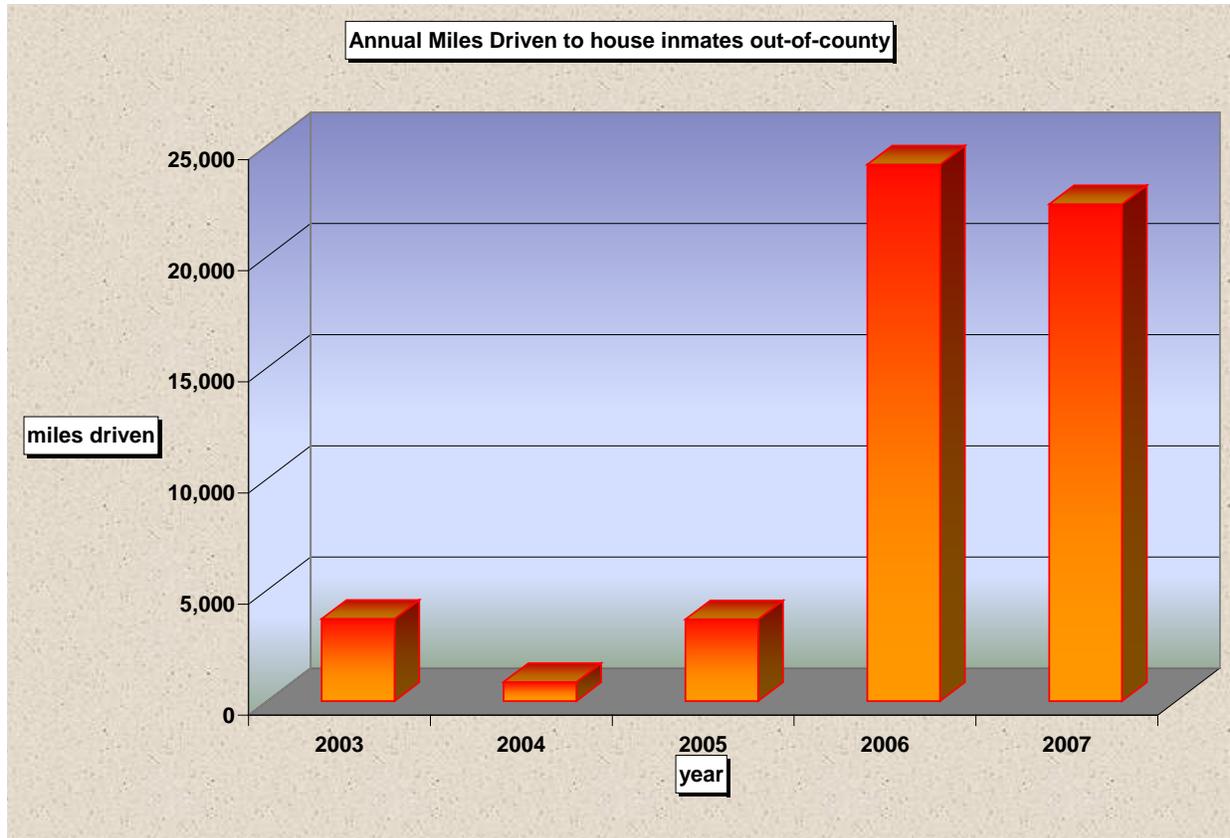


Chart 4 shows the increase in annual spending, for housing inmates in neighboring county jails. The data for 2007/2008 was only through 7 months of the current fiscal year. If the current monthly average of spending continues, the current fiscal year should exceed previous annual highs. Inmate shipping began during the 2000/2001 fiscal year.

**Chart 5, annual miles driven transporting inmates out of county.**



**Chart 5 is an interesting chart to lead to other types of analysis. Not only can this chart information help guide management planning for transport operations, needs and costs but it can also lead to discussion about the availability of jail beds in hosting jails. In theory, the more miles needed on average for each jail bed day “purchased”, could indicate less available jail beds in the closest hosting jurisdictions. It could also indicate that inmates housed out of county may be there for shorter or longer periods of time, on average, with fluctuations of the weekly, monthly or annual daily inmate averages that are reflected. This type of information collection can also allow for some better planning and management of the out of county housing real and projected costs.**

**Chart 6. Vehicle usage cost associated with transporting inmates out of county.**

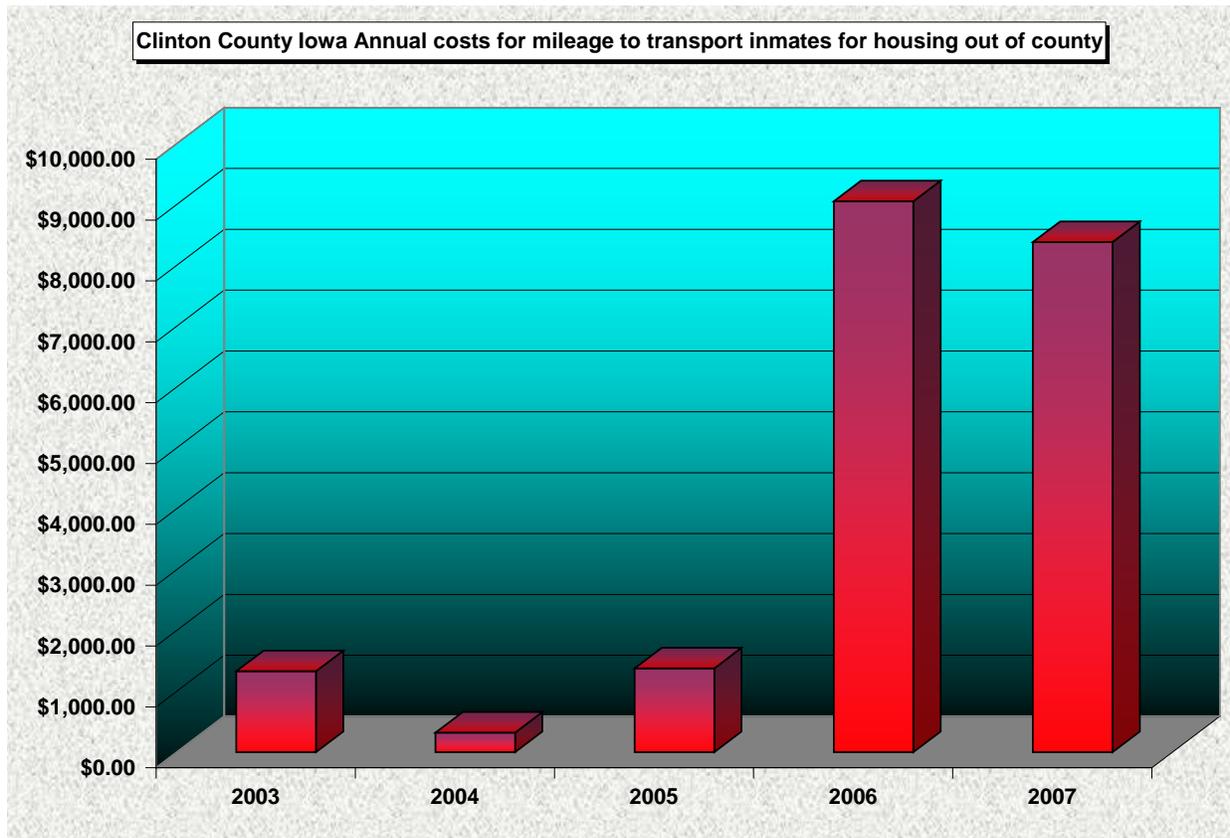


Chart 6 shows the cost of vehicle use to transport inmates out of county. While this may seem repetitive to the previous chart, it shows costs based upon a fuel consumption level and charge that is ever increasing. Should fuel prices continue to rise, this information will be more important. This information is valuable to track for the planning and financial management of the anticipated housing of inmates. Costs should also be tracked for staff labor, not only in transporting inmates but also for staff time used to arrange for coordinating the housing, such as time for locating available beds, time to coordinate scheduling of staff and vehicles, review and approval of billing invoices, and other expenses as they are incurred. Additional Tax Payer Expense that should be tracked is the amount of time and travel expenses for defense or prosecution attorneys or investigators to go to neighboring counties to interview inmates as required. All of these are “real” costs to housing inmates out of county.

**Chart 7. Average Daily Population, housed out of county, measured and compared annually.**

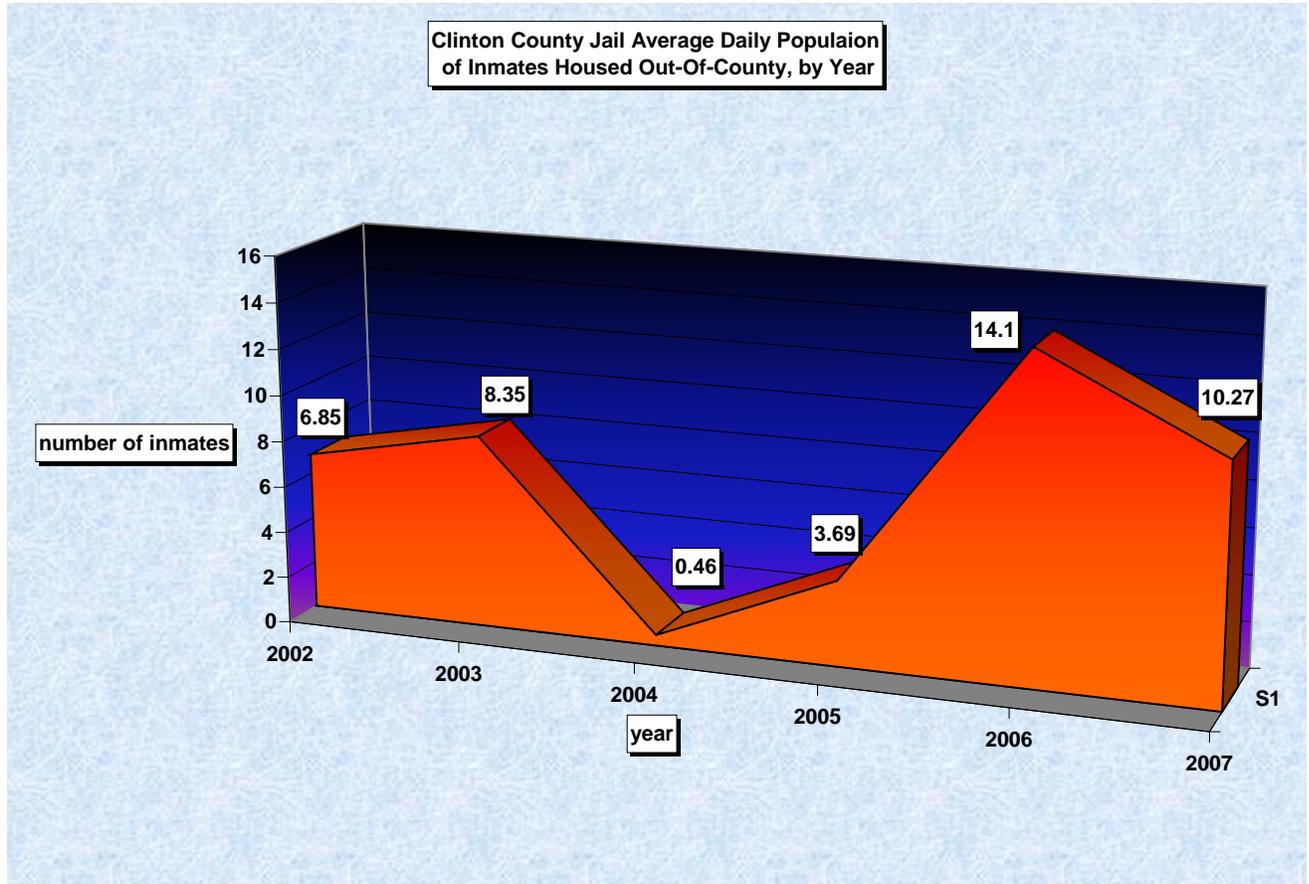
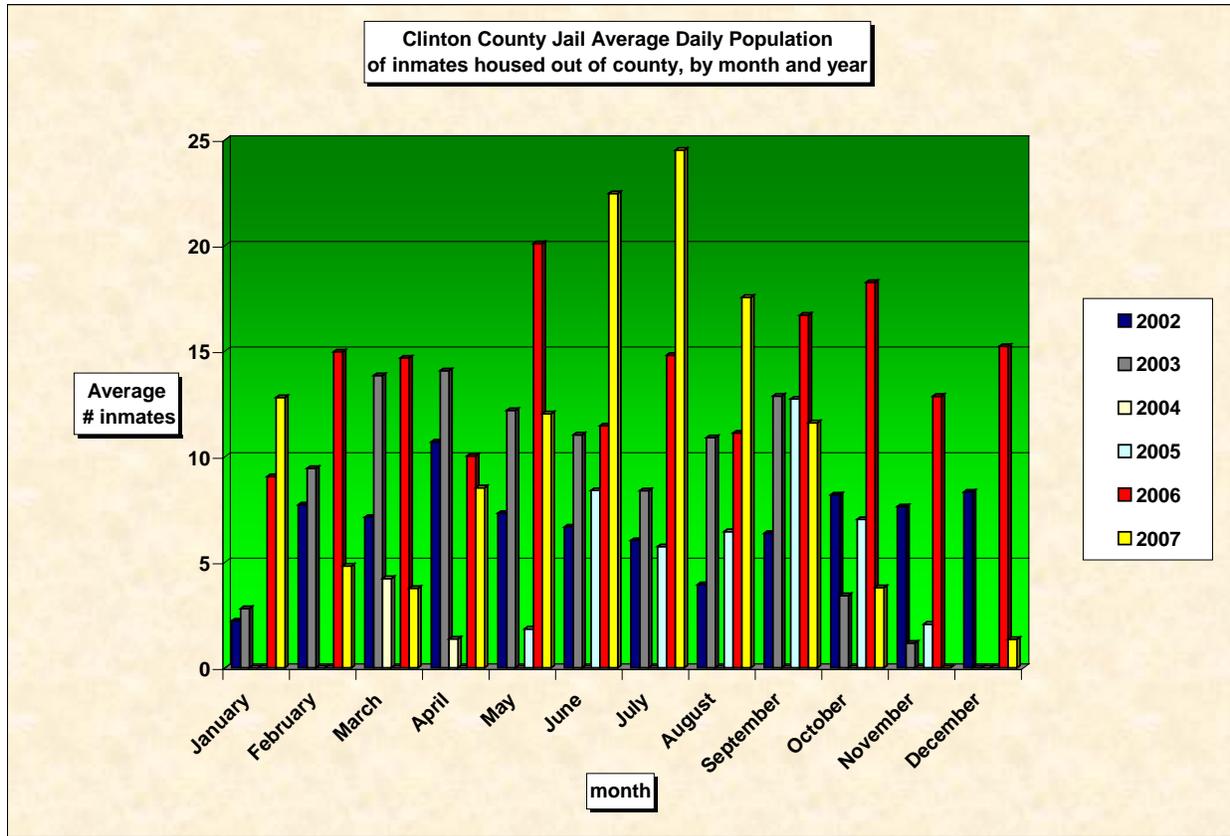


Chart 7 shows a one-year rapid decline, followed by a rapid increase in the ADP for inmates held out of county. In the future, the means to measure and the purpose of measurement must be agreed upon for consistency in application. This specific chart looks at information that was collected then measured on a yearly basis. The chart that immediately follows has greater ability for analysis purposes, as it provides the ADP measured in monthly time periods.

**Chart 8. ADP of inmates housed out of county measured in monthly time frames.**



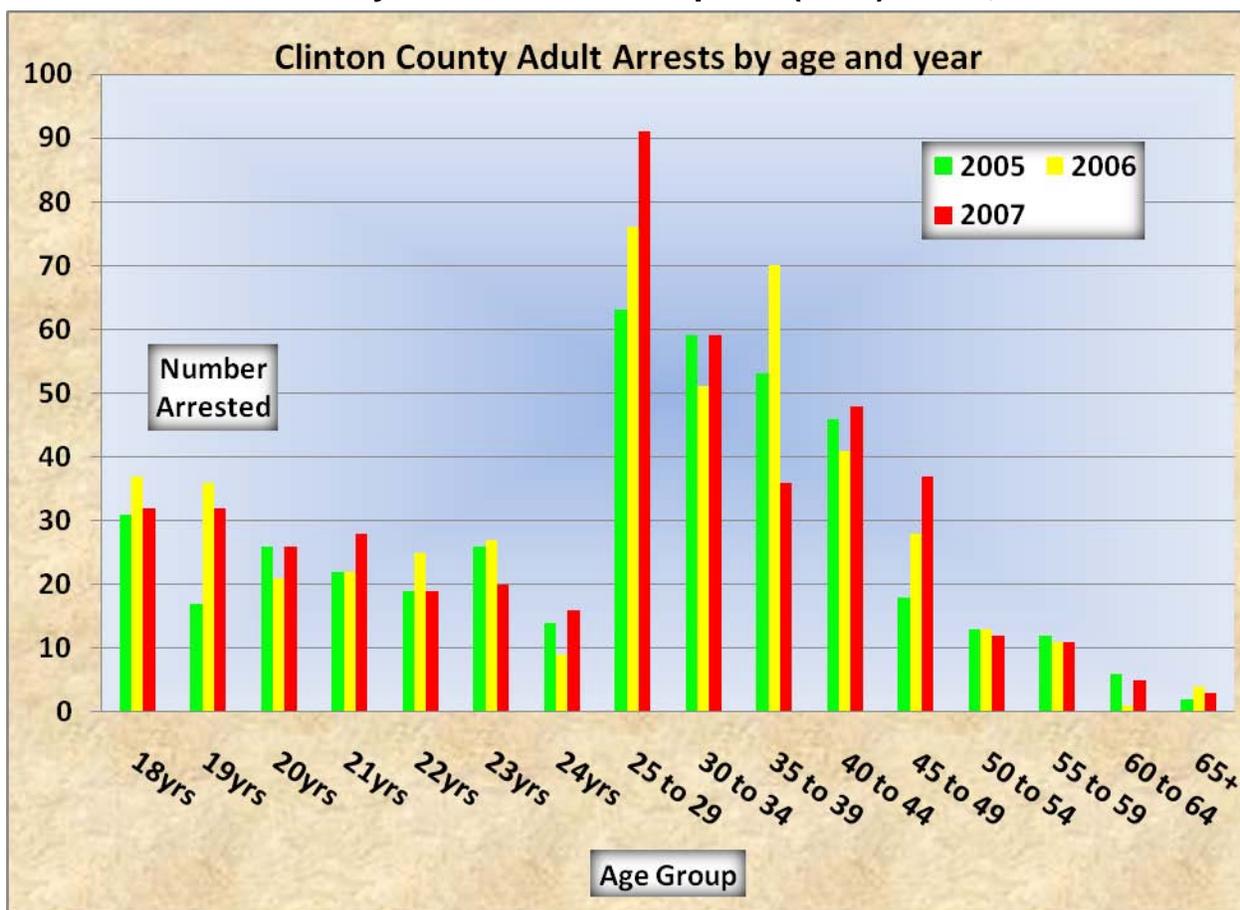
This chart 8 allows the reader to view peaks and valleys in the numbers each month as the annual chart will take these fluctuations and changes out. It can show a consistent need for beds every month, a more serious need in specific months of the years, or it can show limited need the rest of the year. It is not unusual to have predictable annual increases of use of the jail at certain times. Things like festivals, holidays, etc. can all aid in predicting the amount of jail bed days that may be used during a period of time. For example, many jails around the country have lower jail levels from mid-December to mid-January as the holiday season has less scheduled court, perhaps less aggressive law enforcement, etc. These types of fluctuations can be predicted if the population is analyzed.

### Reported Crimes

Citizens often confuse the issues of reported crime or crime rate, with jail overcrowding. This leads to the belief that if the jail is growing then so is crime. Professionals within the criminal justice system understand that it is often *not* necessarily the case. The complete crime picture in Clinton County was not analyzed for this report as data was

not readily available from every law enforcement reporting agency. The Law Enforcement agencies in the area from the four main municipalities of the area may contribute to the jail population even more than the Sheriff Department. It is unknown if all the Law Enforcement Agencies collect the same information or in the same manner. This chart contains the three most recent years of Adult Crime Indexes as reported to and by the Clinton County Sheriff's Department. It is also possible that not all arrests fall into one of the categories that is specified so some offenses may not be accurately reported or reported at all. Local jurisdictions can easily determine the data to be collected across department lines to be used in consistent terms and time frames for system wide analysis in the future.

**Chart 9. Clinton County Uniform Crime Reports (UCR) Index, 2005-2007.**



**Chart 9.** It appears the annual data shows a steady pattern across the three years, where there are significantly higher numbers of arrests at the entry age of 18 and 19, with gradual decreases each year thereafter until age 25. The data collection then changes to 4 year age group blocks. This causes confusion to the viewer and complicates analysis. All local jurisdictions collect and analyze arrest and charges in different, self determined methods. This might explain differences between the FBI Uniform Crime Reports and court cases filed in the county, if this is the case. Should differences be discovered in Clinton County, or any county, it is likely the cause of difference is the method and type of arrest data that is being

collected. Also to note, the time measured here is not great. The importance of this chart is to indicate the local jurisdiction must determine what crime indicators they choose to use for measurement of crime in their community and then to use it consistently over the years for comparisons to self.

**Chart 10. Clinton County Annual Number of Sheriff Department Reported Arrests for juveniles, from 2005 to 2007.**

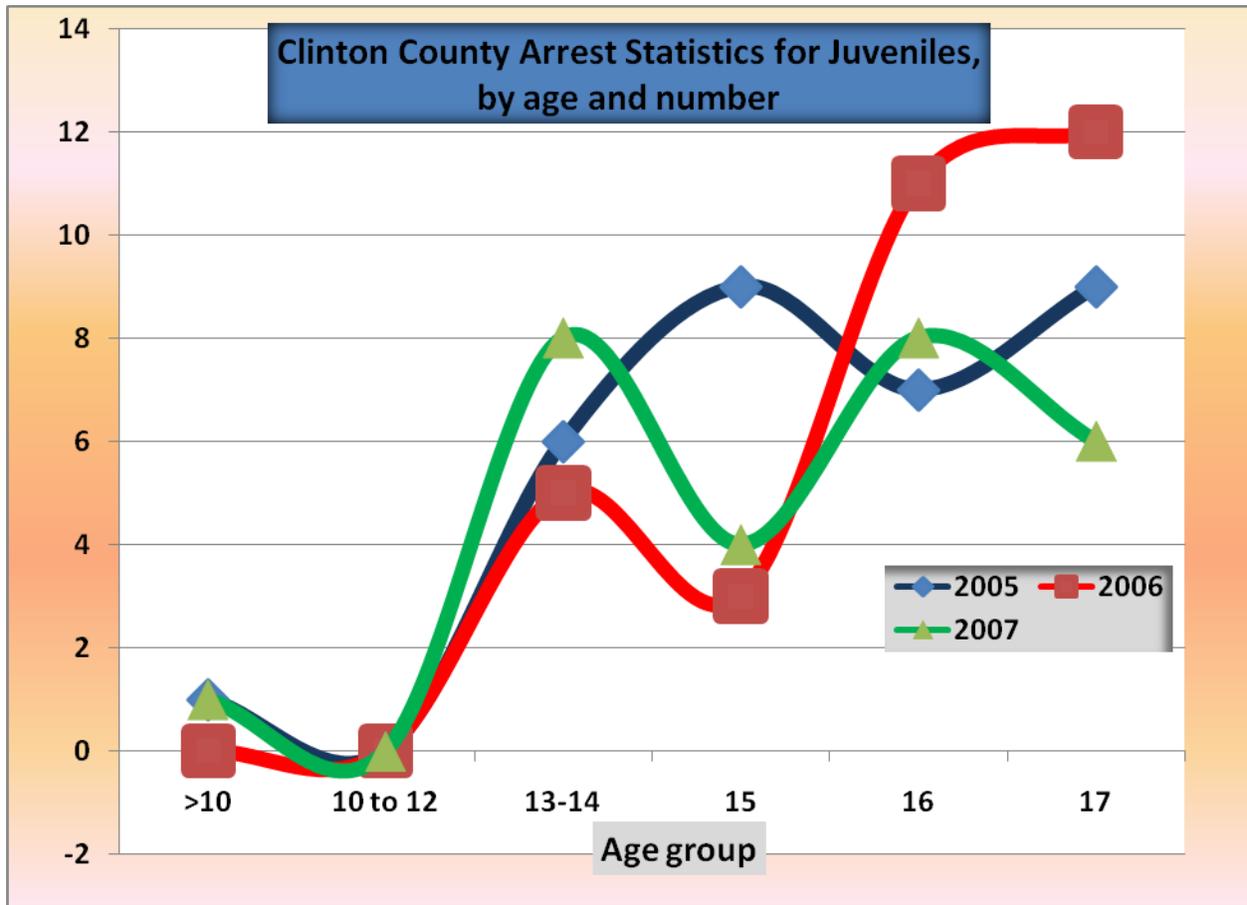
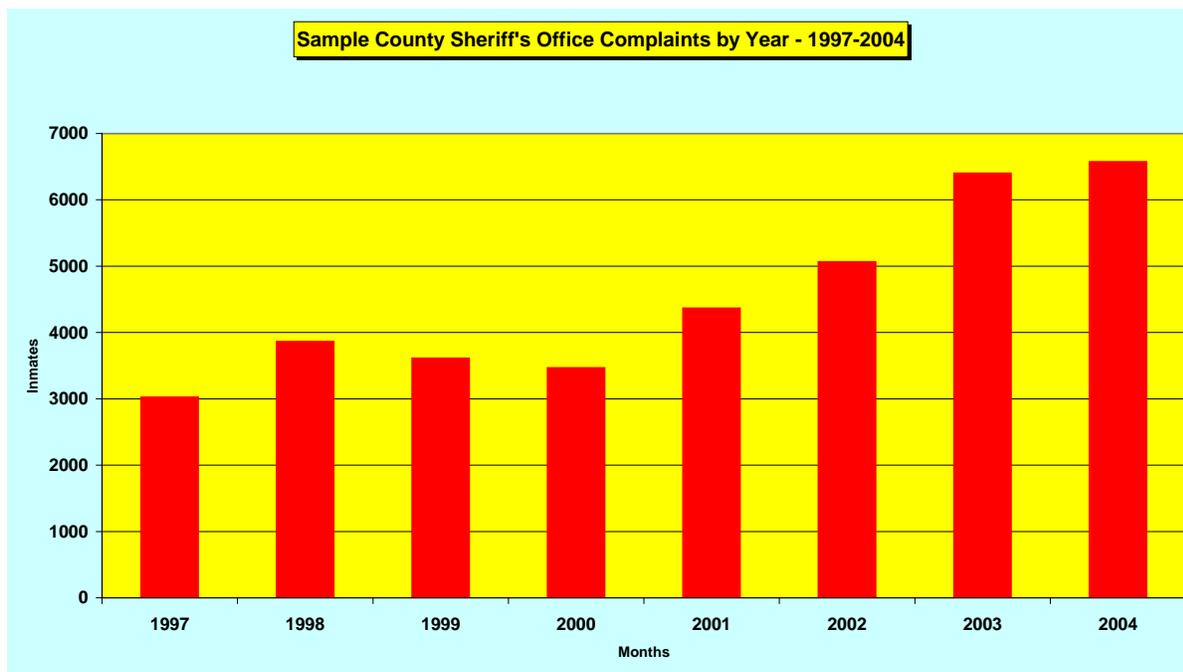


Chart 10. This chart separates the annual reported arrests into 2 year and one year age groups. Again, it is desirable to have the age increments to be compared and analyzed in consistent terms. When forecasting for future jail bed needs, analyzing juvenile arrest statistics and comparing it with juvenile statistics from the general census population in the county can help guide planning efforts. Policy changes, more aggressive enforcement or more crime events could all be possible explanations for fluctuations in crime statistics. It is important to not only measure the total crime events in the county but also where the events are being reported and the changes over time. Again, there are a number of issues to be addressed when looking at this data. The first is it is not a very long time period. As stated above in the other chart, it does not show the specific variety of

reported offenses, although that information was available. Determining what crime information is locally collected, in addition to FBI Uniform Crime Report information is determined by the local officials.

**Chart11. Sample County Complaint Information.**

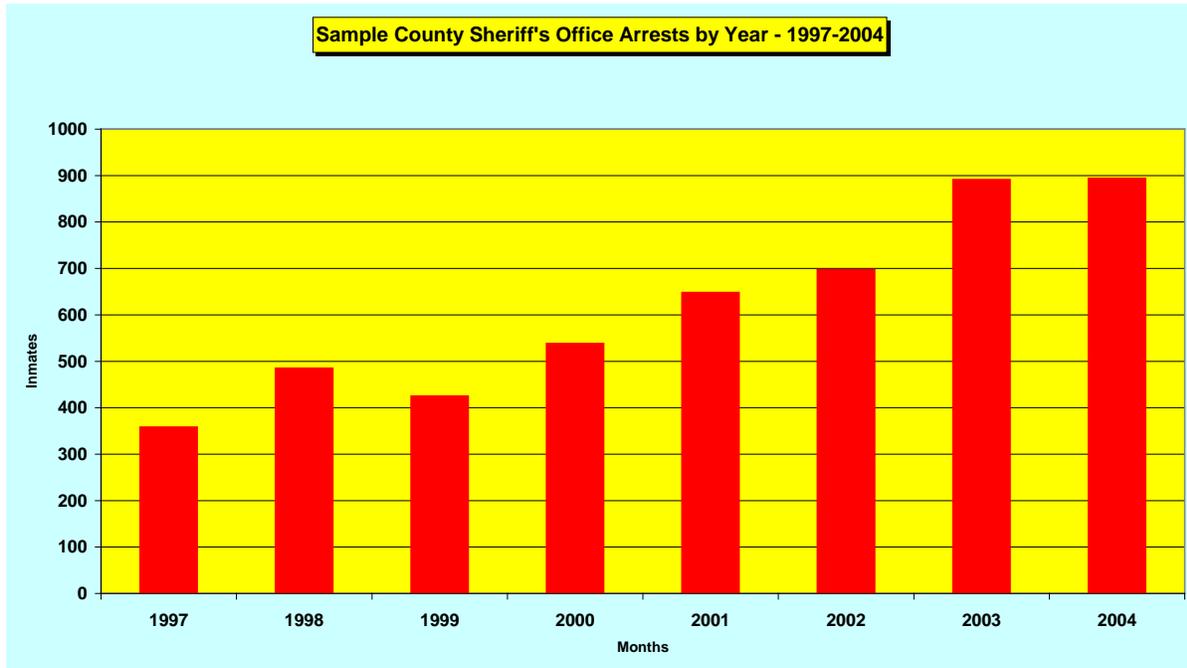


**Chart 11. *This is an illustration and used as a sample chart.* The data was not obtained from Clinton County to include in this report but the sample has value in education when examining the entire system. Data on complaints filed may tell a completely different story than arrest information. This demonstrates the importance of monitoring the information on a local level verses a state or federal level. This example data reflects all complaints received by all Law Enforcement Agencies in a county jurisdiction, and not just those contained in UCR data. This data refers to *Complaints* and not *Reported Crimes* or *Arrests* as indicated in other charts. It is important for local authorities to examine this kind of data regularly and in a much more detailed manner. It may be that reported complaints may be a more accurate instrument to determine crime levels in the community, than other information sources. It is important to identify short-term and long term trends in crime in a number of reported and documented ways in order to respond to crime throughout the justice system process.**

With the increase in complaints there may or may not be increased arrests or court filings. The facts of the case as well as staff resources, time and scheduling, budget cuts, or any other number of factors can impact the decision to arrest and charge. Using arrest information in management of the law enforcement agency operation is an excellent management tool. However, it does not tell the story about what is going on in

the community, only what is going on in the law enforcement agency. Booking numbers do not always accurately reflect actual arrests, depending on the booking procedures and court or corrections policies, among other things like how the information is being collected, and by whom.

**Chart 12. Sample County Arrests 1997 – 2004.**



**Chart 12 shows an example of a longer trend of increasing arrests from one specific Law Enforcement agency.** This can indicate many things, including more efficient or more aggressive law enforcement activity. There could be any number of reasons for this increase. From the law enforcement perspective, more arrests are an indicator of better performance in resolving complaints. This information was not gathered from Clinton County agencies and therefore, this is simply an illustration. It attempts to encourage each law enforcement agency to track and analyze their work history in one more important area.

### ***Law Enforcement***

Sheriff Lincoln and the municipal police chiefs discussed law enforcement concerns and the relationships that exist between each other and the other agencies involved in the criminal justice system of Clinton County. Sheriff Lincoln made the official request for technical assistance and has been involved in the process since choosing the consultants. As the Sheriff, there is the perception that much is expected of him to lead the system actors and to provide the county with the most public safety for tax dollars spent. While it is true he is a part of this overall goal, he is not alone in the responsibility and should be viewed as a partner in the “big picture”.

The Sheriff and his staff are truly engaged with their justice system and community. The Sheriff's Office is responsible for most law enforcement activities outside of the cities located in Clinton County and throughout the 695 square mile county. Even in the cities, the Sheriff's Department provides back up as needed.

Law Enforcement has as a priority, to enforce the established laws, thereby providing for public safety. Regarding the use of the jail and for planning for jail replacement, the issues revolving around public safety and law enforcement, and other justice system decisions, law enforcement agency leaders want to ensure that all due diligence is done prior to making decisions that have long term impact.

The Police Chiefs are willing to be partners in this endeavor, and will agree to cooperatively address issues through a collaborative justice system management approach. As a group, they already participate in a local police organization, (GAPA), geared for many of these same these same types of discussions. Through the collaboration offered by a CCJCC, the expectations of the entire system may be modified within the realm of ability and capacity. Considering things like the fiscal restraints, shared roles and responsibility with the other actors and members of the CCJCC, and county and city elected leader concerns for public safety. Department representative's felt there could be some benefit in improving overall management operations through a CCJCC, and agreed to participate as a represented member if it were to be formed.

All agreed it appears crime has increased in the county for a number of years and continue to be on the rise. Some of this may be due to a suspected increase in drug and alcohol abuse, and the related problems that use brings. The increase is exhibited in obvious ways like the number of court filings and increase in jail population levels, but the officers on patrol are also noticing more anti-social behaviors in the community.

There may be an influx of relatively new county residents arriving to Clinton County that have also contributed to the increase in crime. It is suspected that people from larger Midwest cities are moving to, or returning to, Clinton County and bringing with them urban social problems. These officials also believe the Clinton County community has many long, stable and positive contributing families residing in the area, and these citizens can be of great support to law enforcement activity. The limited data immediately available generally supports Law Enforcement's view, that complaints overall have been rising.

Some believe circuit court case flow management should be examined and significant improvements could be made with the addition of staff support, in the form of a Case Expediter. This same position could assist them in managing costs and scheduling associated with officer testimony and other court appearances, where some cases may have a negotiated resolution earlier in the process, thereby preventing the need for officers at hearings.

## **Law Enforcement and the Jail**

The Clinton County jail is aged beyond current useful life. Many of the inmates committed from Clinton are housed out of county at a significant expense to Clinton County, through inmate housing contracts. Reviewing the inmates committed from Clinton County reveals a steady increase in inmate population since 2002. With this, there has been a reported corresponding increase in complaints, arrests and charges.

The current jail facility is rated to hold 44 adult inmates. Severe crowding of the jail is not an issue at present, because of the policy to control population levels in house by sending overflow inmates out of county. If this shipping policy was not in effect, or if the jail would be unable to house out of county, the jail population would be in crowded conditions. The jail is relied upon to be a primary presentence holding facility.

When inmates are housed out of county, there is always a concern of officials the contracts for housing their own inmates elsewhere may raise in cost or be eliminated in the future as neighboring counties lose available excess beds. If this does occur, the economic impact to a county budget can be both sudden and crippling. Transportation costs, staff costs and housing contracts are all driven by supply and demand and the bottom dollar seldom wins.

Those interviewed are very aware the entry ticket to the jail derives from either law enforcement or the courts. Law enforcement is the most common way for a person to be booked in the jail. While all law enforcement agencies say they do have arrest guidelines in place, there does not appear to be strict or explicit written arrest standards in place in Clinton County. Much of the arrest and charging then falls to the discretion of the arresting officer. Arrest standards combined with good jail/defendant/offender screening by all law enforcement agencies can ensure the people in jail are “the right ones”.

According to the law enforcement officers, jail population does not influence whether an arrest is made or not. If the case is deserving of arrest, the person will be booked regardless of jail population levels. This has not always been the case in the county. One chief described the presence of a past “culture” to not lock up suspects if at all possible. He said that while no one directly said a suspect could not be detained, there was a “sense of discouragement to book” that eventually became a culture.

## **Law Enforcement and the Courts**

The courthouse of Clinton County is an old original structure. It was restored and remodeled just a few years ago and was designed to allow for a controlled main entry for public access. It provides limited security for employees and visitors, by way of the presence of armed and sworn security law enforcement officers. These court house security officers are retired from area law enforcement and supervised by the Sheriff's Department.

The public can mingle and loiter in crowded corridors without having the presence of a staff controlled main access point. There is no entry way security offered in way of electronic screening devices or screening staff. This creates potentially unsafe situations for the public, staff and inmates as uncontrolled entries are common access points for security problems and contraband.

There are some physical design issues impacting the efficiency of the court function and operations. Ultimately, the less efficient the court process, the longer the average length of time to case disposition which correlates to longer lengths of stays in the jail for unsentenced or presentenced defendants.

Courthouse and courtroom security is not a high priority for many of the courthouse employees interviewed. Typical courtroom security is limited to attempts to predict problems or concerning individuals, then having sheriff department staff present at specific times. The designated security staff is adjusting their provided security to areas of greatest need as these needs are identified or arise.

Leaders from many areas believe there are many processes besides security, to be examined within the Clinton County justice system process to improve efficiency, such as prosecution staff issues and effect on court case flow management. Many mentioned the need to have a qualified person perform Case Expediting functions out of the prosecutor's office. Another mentioned issue was the desire to have law enforcement officers appearing in court armed with their weapons.

Clinton County Circuit Courts does have some community corrections alternatives and treatment options available for pre-trial and convicted defendants. However, there are many more intermediate sanctions that could be explored and developed with the support of Law Enforcement and the Clinton County District Court. Here again, a CCJCC would provide the forum, process and support to ensure these alternatives are developed.

## **The Jail Population**

The Clinton County Jail's Average Daily Population (ADP) *appears* to have increased by 39 percent from 2004 to present. This increase in population numbers has magnified an already poor and potentially dangerous situation. The Clinton County jail is inefficient in design and not easy to operate. It would be the same way if the population levels of the original design were even reduced in number. Staff is stretched very thin there, with multiple duties of booking, answering phones, meal delivery, coordinating visitation, etc. This does not allow the staff to be very attentive to specific inmate needs when they arise. As a general rule, jails are considered full when they reach 80 percent of capacity. This jail operates beyond this recommended limit and adjusts overall inmate population by transferring inmates held out of county and under contract. It is not over maximum capacity only because of this practice of shipping inmates out of county.

## **What is happening to the jail population in Clinton County over time?**

Clinton County does collect some jail data; however, it does not have enough ongoing management information available for analysis of either short term or long term population trends. Revisions to the data collection and analysis process of the available information will likely assist in the ease of future analysis. There is also some very good information being collected or used as part of ongoing daily operations that can provide better analysis if collected and analyzed through automated means in the future. An example of this is the legal hold classification types of inmates, which are currently exhibited on a daily board and used in concert with color coded tape. Gathering historical data is difficult at present. They do appear to be tracking the average daily population (ADP) and inmates shipped, and have done so for several years. Information is the most important tool a jail has available in its arsenal to ensure that its resources are used for the best results based on local community standards.

Measuring and tracking the ADP is not enough. Just as a store does not sell all of its merchandise at the same rate neither does all elements of a jail population increase or decrease at the same rate – some parts might be going up while others are going down. There are scores of very important and very different views of the jail's population to be examined regularly. The goal to “knowing the jail population” is to allow better managed response systems to the many types of offenders that are housed there.

The population as a whole, as well as each and every part, is controlled by two elements – how many inmates are coming in and how long they stay. If a population is changing then one of the two, or both, are changing. If the problem is more people are coming into the jail, then officials can respond accordingly, to issues related to the elevated numbers in bookings. If the length of stay is increasing, then there is a different set of responses to be considered. Research provided through evidenced based practices, shows a variety of successful intervention responses to different types of offenders. Knowing the jail population is the foundation for the premise that a complete understanding of the local jail population can be determined, and is critical to the successful development of program and policy responses to the known populations.

Following is the fundamental formula applying to any significant sub-population of the jail. This formula can be applied to any group or class of inmates appearing in the jail, such as misdemeanor male offenders convicted of domestic violence, drunk driving females, felony theft males, etc.

## POPULATION = INCOMING X LENGTH OF STAY

If a jail population is changing then one or the other or both of the above is changing. Either more inmates are being booked into the jail or they are staying longer.

The jail population is determined by two factors only -- (1) the number of people booked into the jail (**Bookings**) and (2) how long they stay (**Average Length of Stay or ALOS**). Together these two numbers equal the Total Bed Days (**TBD**) used. Divide **TBD** by 365 and it provides the Average Daily Population (**ADP**) for the year. Criminal Justice Managers follow these three basic numbers: the jail's **Bookings**, the **ALOS**, and the **ADP**.

$$\text{TBD} = \text{Bookings} \times \text{ALOS}$$

Total Bed Days show exactly how jail bed resources are used.

$$\text{ADP (for one year)} = \frac{\text{Bookings} \times \text{ALOS}}{365}$$

The analysis should focus on **ADP** as a result of **Bookings** and **ALOS**. If the population is changing then either **bookings** are changing or the **ALOS** is changing -- or both. Charting these figures on a regular basis could provide the Clinton County Justice Coordinating Council (CCJCC) with intelligence information. If **bookings** are increasing then there are certain responses that can be effective to manage that event. If **ALOS** is increasing then managers have other kinds of tools to use in response. And if it is both, a combination of measures can be examined. If Clinton County officials want to guide events proactively, rather than just reactively respond, they must chart the population in many ways. How would officials influence bookings? How might they influence ALOS? These questions need to be answered by a CCJCC.

**A key to examining the jail population is to identify the many significant jail subpopulations to be measured.**

**What are the significant subpopulations in the Clinton County Jail? For example, did domestic violence or drunk driving defendants and offenders have as significant an impact on the jail in 1990 as they do now? Drug offenders may also have relatively new levels of impact.**

Once sub-populations are identified, then measure ADP, Bookings, and ALOS for each one of these sub-populations (see data collection tables 4-7). It is simply a matter of applying the same three numbers to each subgroup. A subgroup can be any element of the population. For example, it can be all males arrested and held for felonies or misdemeanors, battery, or drunk driving, or disorderly conduct, or any other offense. It is at the discretion of the CCJCC which population group is being monitored and for what types of issues. It is important to know which sub-populations are affecting the jail at any one time – *over time*. The measurement of time is a necessary component to compare your own agency information to your own agency information, to measure longer term outcomes.

Pretrial inmates are impacted differently than sentenced inmates. The pretrial inmates have different variables and different data elements to be measured over time. Identifying these variables and data elements will assist in managing those populations.

Chart 13 shows Average Daily Population (ADP) for all committed inmates, both housed in county and out, over the last two (2) years of data collection. It is represented here in a monthly review. The ADP of inmates housed out of county should be included in aggregated ADP analysis.

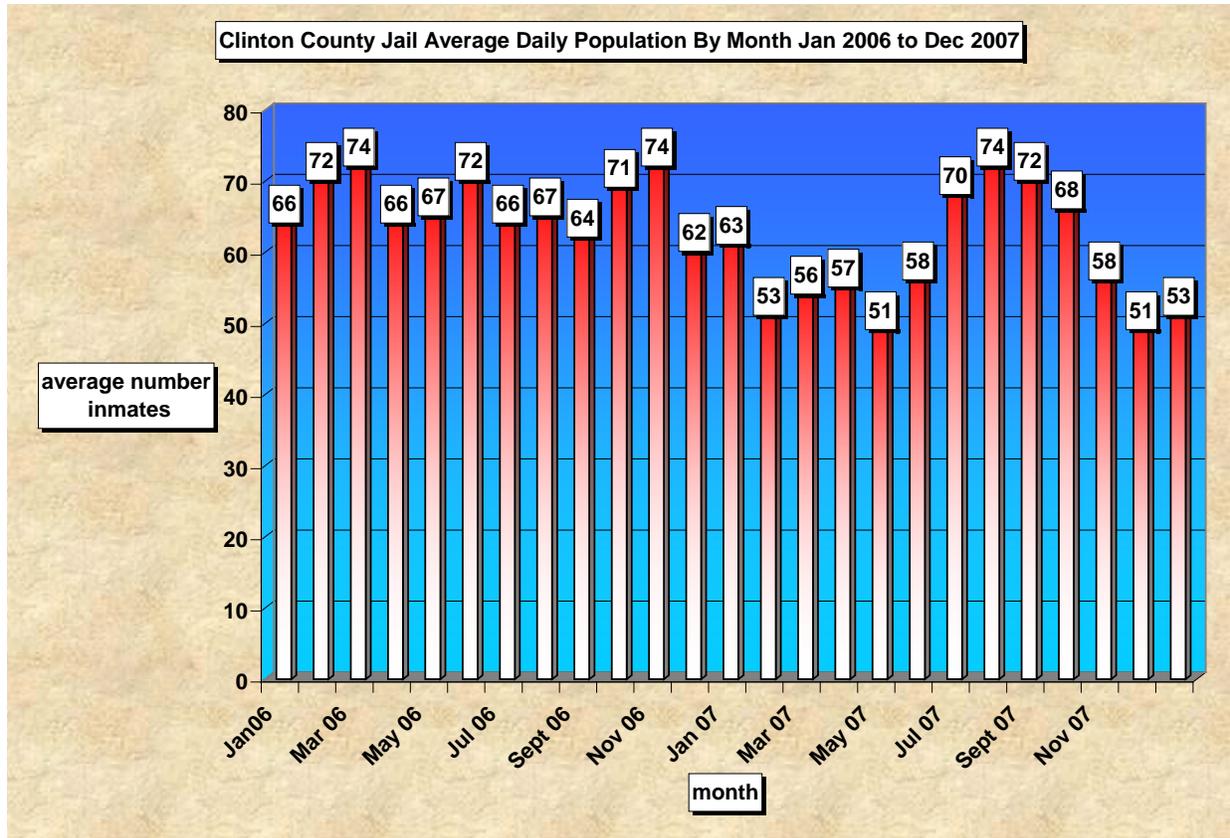
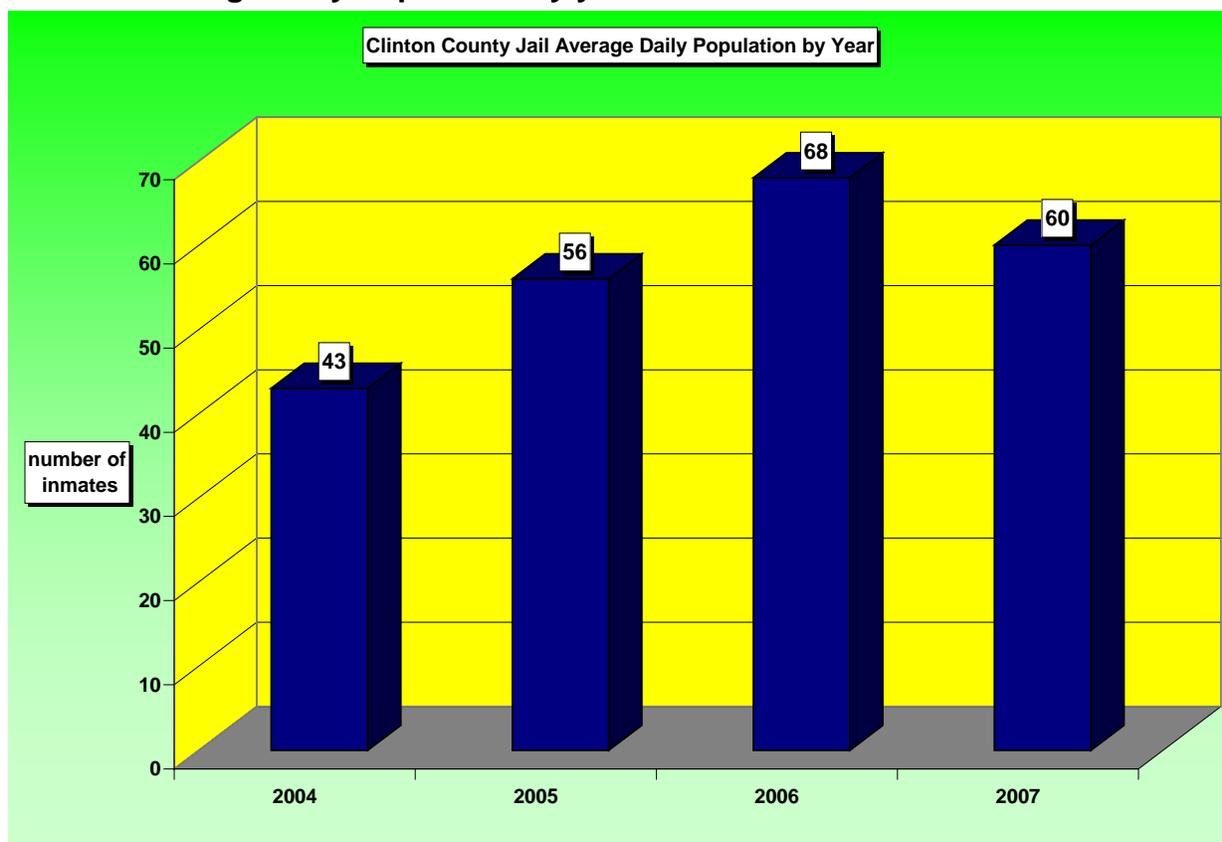


Chart 13 provides a visual aid for viewers to see the fluctuations in the population over the last almost 2 years, by total number of inmates under a Clinton County commitment. This shows a general pattern of rising and falling with the last two months being equal to the two year lows.

**Chart 14 Average Daily Population by year.**



**Chart 14 is the ADP as measured over the last four years. It shows three years of consistent increases of nearly 20% each year, then a drop off the most recent year.**

As mentioned earlier, it is critical not to just measure the ADP but to understand if bookings are the engine, or if ALOS is the engine, or if it is a particular subpopulation such as pretrial defendants or offenders sentenced for OWI, etc.

Bookings information can be tracked in a number of ways. “Book and Releases” are different than “Book and Stay” (Chart 15 following). Average Length of Stay is significantly impacted depending upon how the term “Bookings” is used. From a review of the reports and discussion with staff, there has not been a strict business rule on how this data has been collected and used in the past. The staff should be consistent in future measurement standards. Typically, after a consistent method of data collection and analysis is implemented, the data review team should compare the outlines of the graphs in either line or column graph form to look for comparable rise and falls. If the graph of ALOS looks more like the ADP than what the Bookings graph does, then ALOS should be explored deeper to determine what effect and how ALOS is impacting the ADP. ALOS is impacted greatly by court, prosecution, attorney and corrections policy and procedures. Bookings have different types of contributors usually through the law enforcement, courts and community factors.

**Chart 15. Clinton County Jail: Bookings July 2006-May 2007**

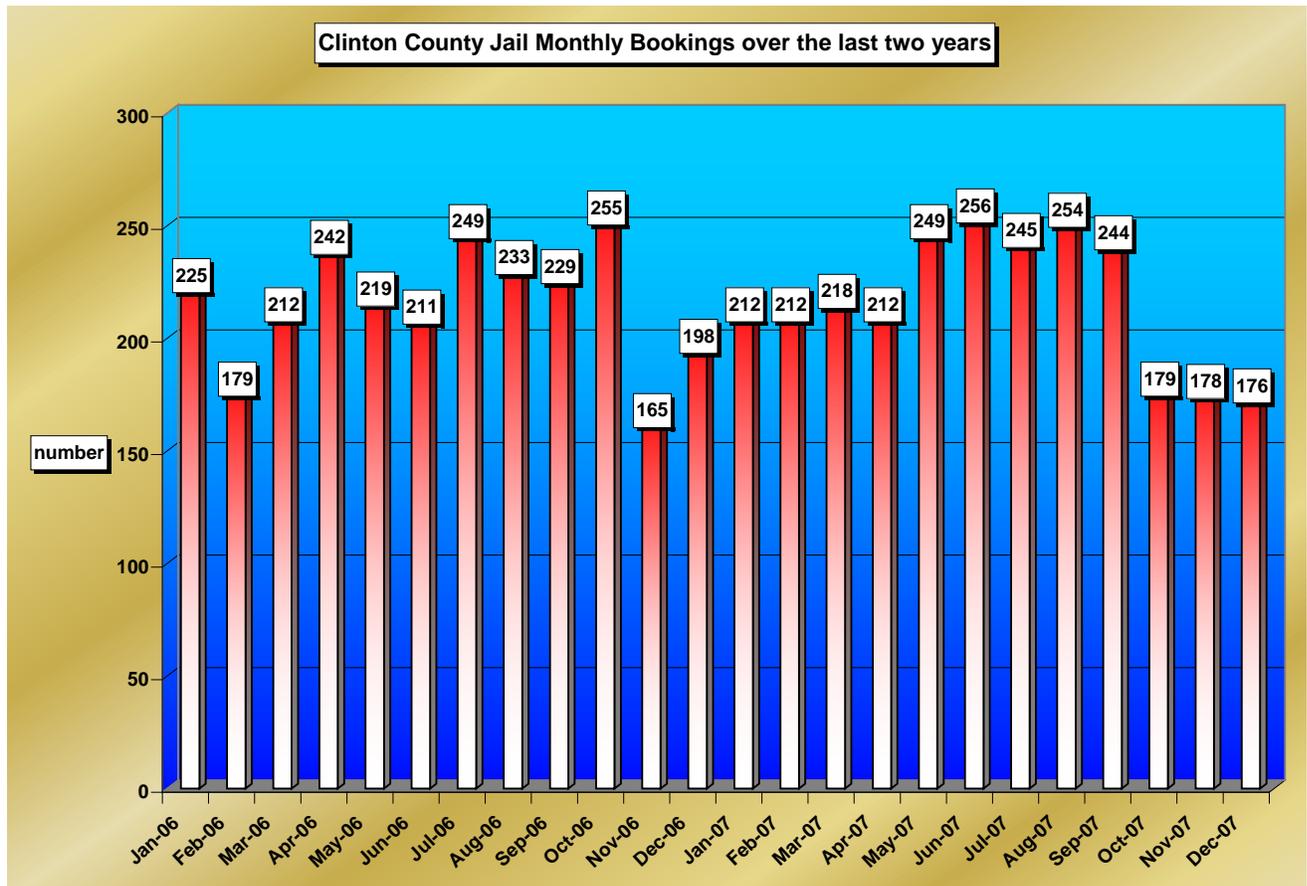
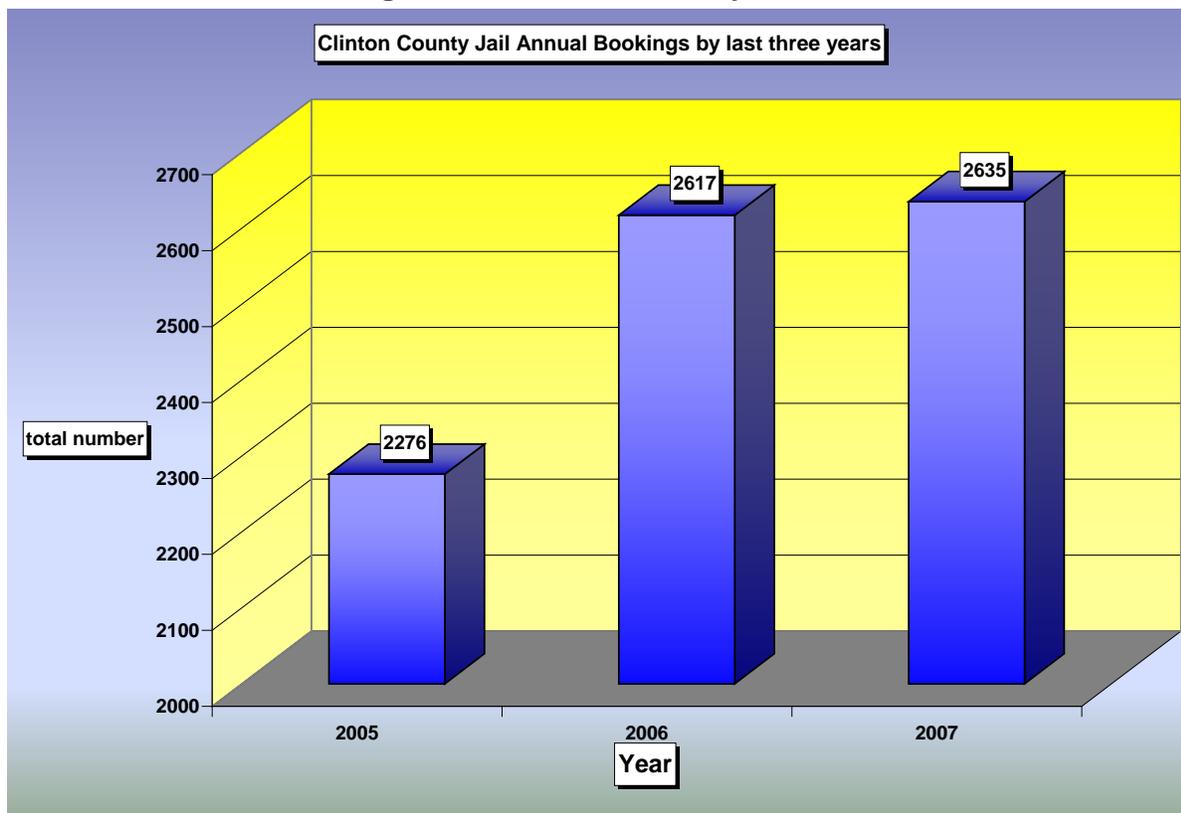


Chart 15 shows the rise and fall of “Book and Stay” inmates between July of 2006 and May of 2007. The highest number of bookings during these listed months was in June of 2007 at 256 bookings. This chart represents data gathered from the Sheriff’s Dept. provided reports. It is critical to good management to identify which sub-populations are changing, as in getting booked more or less, to cause the difference in bookings.

**Chart 16. Annual Bookings of the Clinton County Jail.**

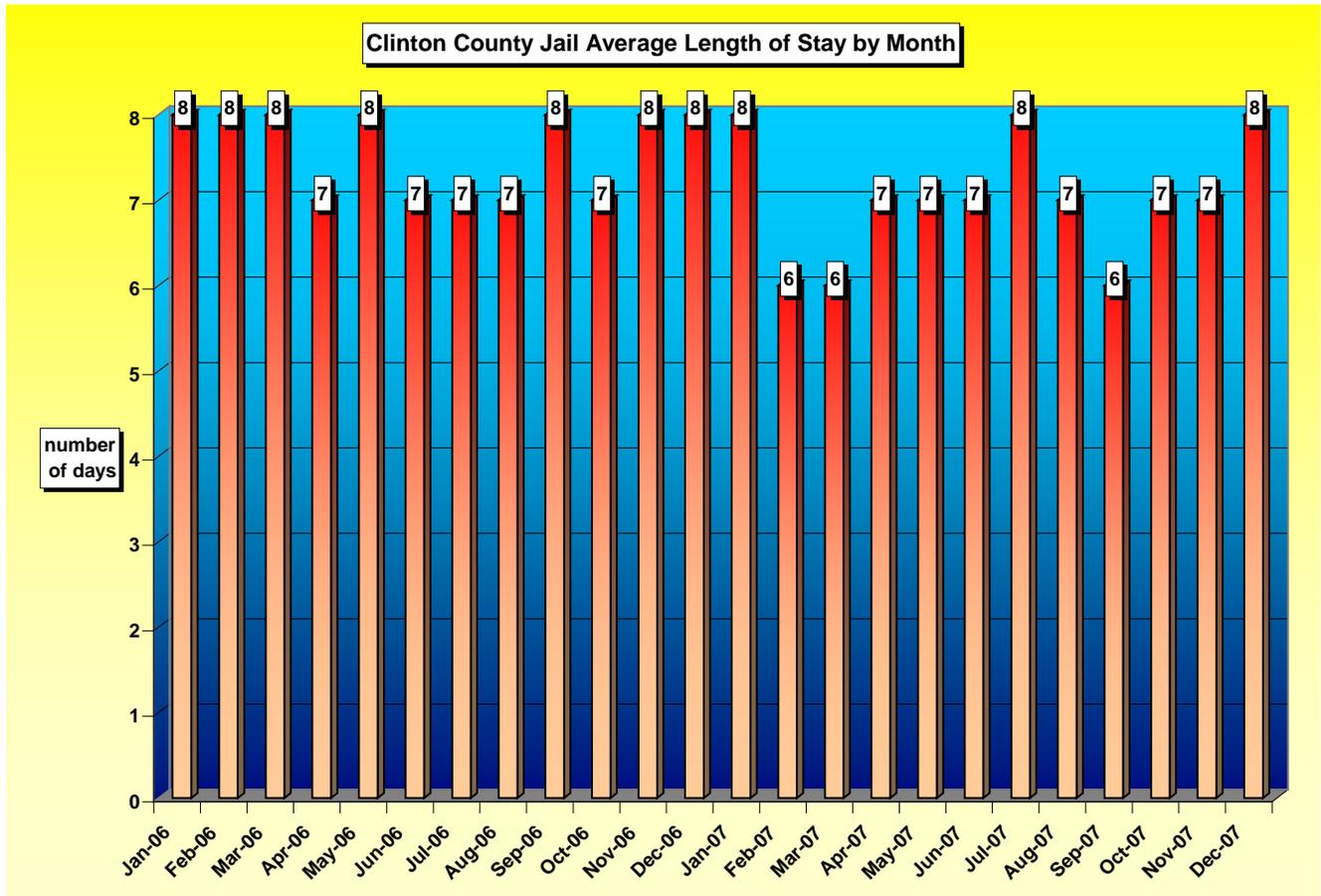


**Chart 16: This shows the last three years of total bookings. It shows a one year increase form 2005 to 2006 in bookings by nearly 15%. It then stabilized from 2006 to 2007.**

The other significant general factor that influences the jail population is the Average length of Stay (ALOS, see Chart 17 following). ALOS is the average amount of days each inmate incarcerated spends in the jail. Obviously, some inmates could be booked and released; others may be confined for many months. The smaller the number in the ADP, the greater the impact a long county jail sentence will have on ALOS. Because Bookings is a key element in determining ALOS, slight variations in the methods jurisdictions use to measure Bookings and ALOS can easily occur, thereby influencing overall averages and numbers. Some jurisdictions only measure ALOS for those inmates housed longer than 4, 24, 48 or 72 hours. If ALOS is measured using data for every inmate booked, this can cause an artificially low ALOS as many of these inmates never spend any time in jail and are simply booked and released. Each jurisdiction must determine its own method and stick to it over time. **The standard for measurement needs to be set locally.**

Compare Chart 13 ADP (on page 61) with Chart 17 ALOS (below). Are the outlines of the columns in the graphs similar? The more similar they are then the greater the impact of ALOS on the ADP.

**Chart 17. Clinton County Jail: Average Length of Stay (ALOS) January 2006 to December 2007.**



**Chart 17. The ALOS shows a constant low rise and fall pattern, and shows no real dramatic changes over time. Remember ALOS is tied to data on bookings. If the booking information is in error, so is the ALOS. It is not unusual for Bookings to more significantly impact ADP one month and ALOS impact it more greatly the next month. Discovering those types of differences indicates the jurisdiction is conducting a thorough examination of the data.**

The upcoming Chart 18 shows a sample chart of the legal status of inmates on **One Specific Day in Time, January 15, 2008.** The next views are snapshots which are thought provoking but also very limited because they do not show the dynamic changes in these populations over time. They show what the situation is only on the one day of the snapshot. It is important to note the data in a snapshot can be skewed for any number of reasons, i.e.: a big drug bust the day before, an unusual buildup of DOC prisoners, seasonal variations, etc.

If the jail is increasing due to pretrial defendants it is a very different issue than if it is increasing due to increases in the sentenced population, or violations of probation, etc. Chart 18, below, shows a snapshot of the jail population divided by legal status, i.e., between unsentenced and sentenced – a key measurement.

**Chart 18. Clinton County Jail Population: One Day Snap-Shot of Legal Status of inmates on January 15, 2008.**

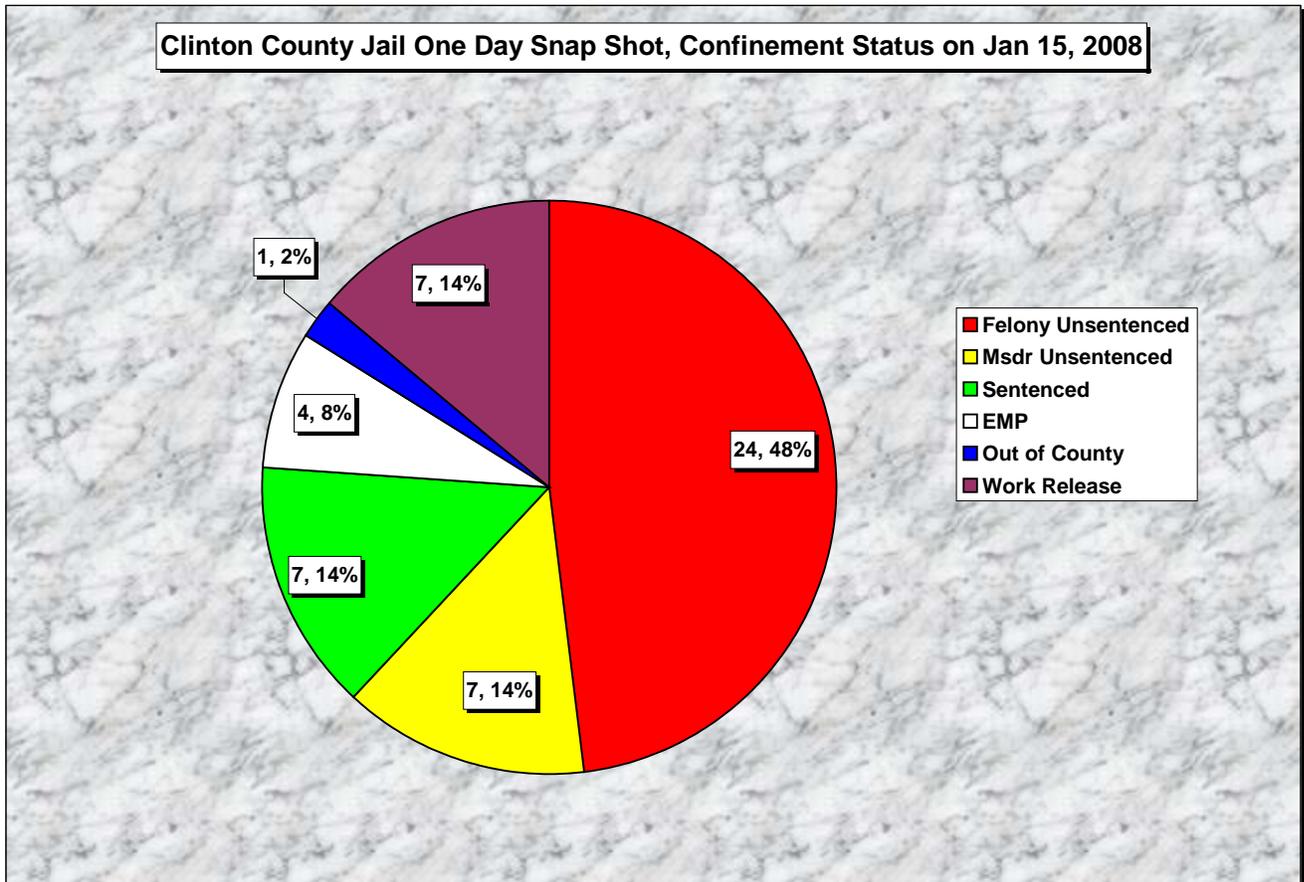
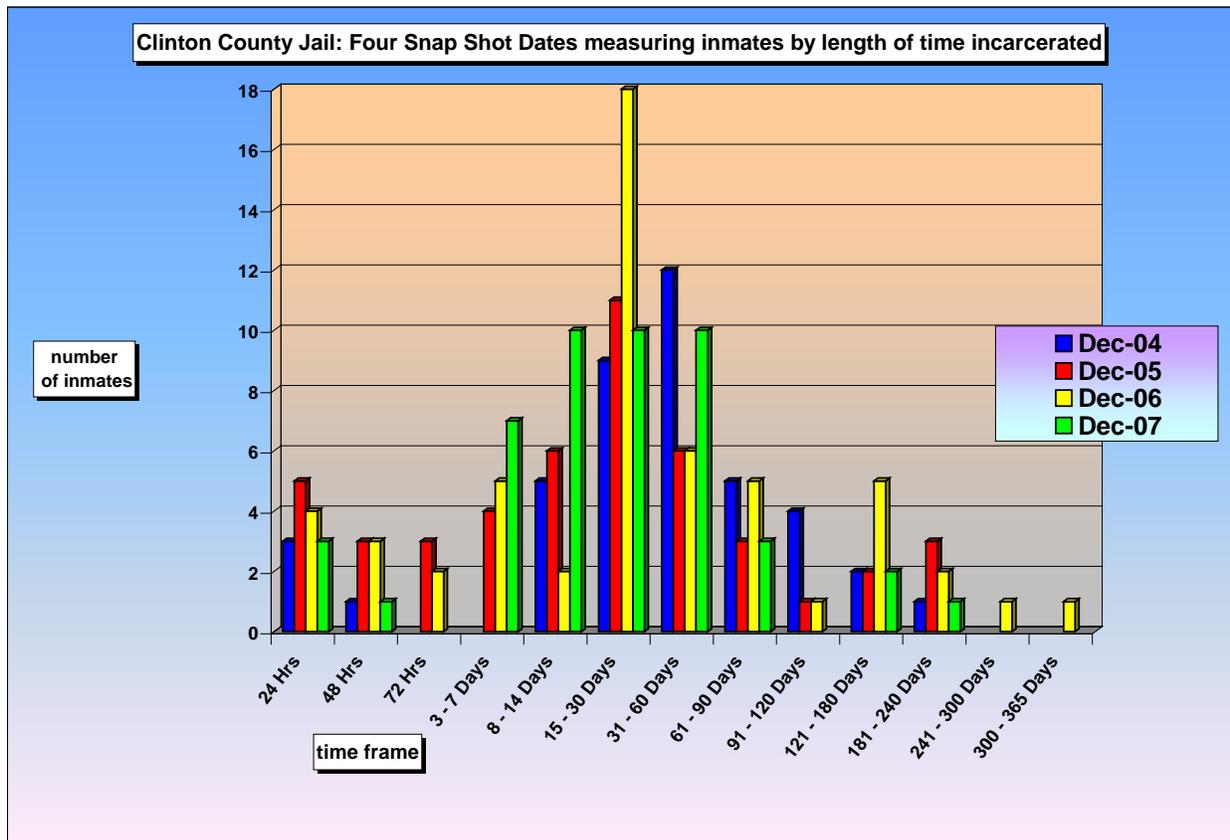


Chart 18. On January 15, 2008, the population had a majority (62%) of inmates confined for unsentenced various level offenses. This composition has probably changed significantly over time. It is very important to determine what the ADP and ALOS are for each of these sub-populations over time. It is best to break down these larger classification levels into sub classifications for even better analysis. For instance, the unsentenced felony population could be examined as the number of inmates awaiting trial, awaiting sentence after trial, in for violating probation or parole, etc. EMP indicates inmates that are on the home Electronic Monitoring Program. Work release inmates are housed in the jail when they are not at an authorized place of employment. The data from the above chart was gathered by reviewing the color coded tape for inmate housing assignments that is posted on the staff whiteboard, an effective visual aid for current operations.

A paper review showed the single largest population of unsentenced inmates were pre-trial cases. These could be felony or misdemeanor. The misdemeanor population should be differentiated to allow analysis for potential community corrections supervision while awaiting sentence or trial. Pretrial is additionally impacted by court case flow processing times, bonding practices, availability of pretrial screening and supervision programs, etc. Sentenced inmates will not be impacted by those elements, but instead by sentencing practices, the availability of alternative supervision programs, etc. Both can be impacted by the availability of treatment programs and the like. Probation and Parole Violators may make up a significant amount of the total at times, and these inmates may be appropriate for intermediate sanctions depending on the legal status associated with revocation status. Ongoing examination is critical to ensure proper targeting of programs and policies for the true and usual population characteristics in the jail.

**Chart 19 shows a comparison snapshot of the jail by length of time served on the same monthly date of the four most recent years. Once again, even though it does cover four different time periods, it is only a snapshot with all of the usual shortcomings.**



**Chart 19. A comparison snap shot chart of the Jail Population: By length of time served on the same calendar month date over four different years. In comparing the column graph snap shots, they show a fairly close and consistent use of the**

jail over the last four year period, in amount of time served. This shows the greatest number of inmates are confined from 8 to 60 days. It would be best to identify what types of inmates are in these “most used groups” for intervention and management strategies. It would also be best to collect and analyze information for a longer period of time as snap shots should never be used to make long term planning decisions.

For every chart that is completed for ADP the same chart should be completed for Bookings and the Average Length of Stay –“ ALOS”.

This formula can be applied to the whole population or any significant sub-population as defined by the CCCJCC.

Bookings	ALOS	/	365	=	ADP
Category 1 X	_____	/	_____	=	_____
Category 2 X	_____	/	_____	=	_____
Category 3 X	_____	/	_____	=	_____
Etc. X	_____	/	_____	=	_____

These formulas can and should be adjusted to measure changes in the inmate population by month. Substituting the number of days in the year (365) to number of days in the month (28 to 31) will allow for the monthly analysis.

**Following are some sample forms of fairly simple methods to document and track data on inmate populations. While software programs can be modified for use and design, the content and reason for the measurement needs to be thoroughly understood and planned out so that collection can occur. These types of Excel Spreadsheets are good sample documents for the information collection process, but not the most efficient method to collect data. They are meant to provide some examples of information that should perhaps be collected.**

<b>Table 4: Example of Monitoring Population Collection Instrument</b>								
<b>Years</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>
<b>Pretrial Felons</b>								
Bookings								
ALOS								
ADP								
<b>Pretrial Misdemeanors</b>								
Bookings								
ALOS								
ADP								
<b>Pretrial Traffic</b>								
Bookings								
ALOS								
ADP								
<b>Awaiting VOP Hearing</b>								
Bookings								
ALOS								
ADP								
<b>Pretrial Other</b>								
Bookings								
ALOS								
ADP								
<b>Sentenced Felons</b>								
Bookings								
ALOS								
ADP								
<b>Sentenced Misdemeanors</b>								
Bookings								
ALOS								
ADP								
<b>Sentenced Drunk Driving</b>								
Bookings								
ALOS								
ADP								
<b>Sentenced Traffic -- Non-Drunk Driving</b>								
Bookings								
ALOS								
ADP								
<b>Sentenced Domestic Violence</b>								
Bookings								
ALOS								
ADP								

This same information can be provided for other categories of "sub-populations". The same basic data collection form can be used -- just modify it with different identifiers. Collecting "law enforcement" data on sentenced persons can be difficult because they are not normally booked and listed by law enforcement agency, as are pretrial bookings.

<b>Table 5 Example: Monitor Populations Collection Instrument</b>								
<b>Years</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>
<b>Violence</b>								
Bookings								
ALOS								
ADP								
<b>Drug</b>								
Bookings								
ALOS								
ADP								
<b>Domestic Violence</b>								
Bookings								
ALOS								
ADP								
<b>Property</b>								
Bookings								
ALOS								
ADP								
<b>Traffic</b>								
Bookings								
ALOS								
ADP								
<b>DOC - awaiting transport</b>								
Bookings								
ALOS								
ADP								
<b>VOP</b>								
Bookings								
ALOS								
ADP								
<b>Convicted Await sentence</b>								
Bookings								
ALOS								
ADP								
<b>Traffic Non-Drunk Driving</b>								
Bookings								
ALOS								
ADP								
<b>Pick More Categories the CCJCC members think are significant.</b>								

The CCJCC must first learn what is happening and then determine why it is happening – then they know what drives the jail population. Just as with Bookings, ADP, and ALOS for the general population, it is important to know specific details such as ongoing inmate makeup and changes to the population by charge type.

<b>Table 6 Monitor Population by Selected Charges</b>								
<b>By Selected Charges - which charges does the CCJCC think most important?</b>								
Bookings								
ALOS								
ADP								

Following this data collection, it is important to determine which inmates need to be in a maximum-security portion of a jail and which might be eligible for medium security, minimum-security and/or work release, and various forms of community control and punishment.

Considering the time it takes to build or expand a jail or create community programs, the county is right to take immediate action and institute effective business planning processes to manage the criminal justice system. Information is the key to understanding the needs and finding the right mix of answers.

<b>Table 7 Monitor Population by Classification</b>								
<b>By housing classification categories. Example: Maximum</b>								
Bookings								
ALOS								
ADP								
<b>By housing classification categories. Example: Medium</b>								
Bookings								
ALOS								
ADP								
<b>By housing classification categories. Example: Minimum</b>								
Bookings								
ALOS								
ADP								
<b>By housing classification categories. Example: Unsented Max Male</b>								
Bookings								
ALOS								
ADP								
<b>By housing classification categories. Example: Unsented Minimum Male</b>								

As mentioned before, a jail is considered "crowded" when it has less than 20 percent of the jail beds available because of the classification and peaking needs. It is a necessity to separate one type of inmate from another type. The information in Table 7 would show jail population averages, based on classification. Objective Jail Classification may have the potential to cause additional logistical problems for jurisdictions that are struggling with limited space, but is an overall benefit to the jail operation and to planning and managing the jail operation.

## ***Prosecution***

Prosecutors are key to the smooth, effective and efficient operations of the local criminal justice system. They impact the content of justice and the process. The prosecutor is truly the central law enforcement officer in the Clinton County and must work with all arresting agencies in the jurisdiction.

Clinton County Attorney Mike Wolf took time from his schedule to meet with the consultants. He brought with him his Office Manager Lisa Abbott, who is generally relied upon for managing the office and keeping the operation as efficient as possible. Mr. Wolf is the department head and acts as a full time prosecutor in the county, as well as legal counsel and attorney on a number of governmental areas associated with the county's legal needs..

The prosecutor does not have any theories to explain the increase in jail populations in the county. He did mention the influx of community members from outlying Metro areas, which has been mentioned by many others, as a potential contributing factor. He did indicate his office and professional philosophy in dealing with some times of crimes can be construed by many as rigid. He is unwilling to negotiate a reduction of charges or penalties for certain types of offense, such as battery to a police officer. The CA also feels the state mandates for sentencing often times penalizes both the poor and the county due to the need to confine those poor persons who are unable to pay mandatory fines that are not affordable or justified by the low seriousness level of the offense. He refers to these types of offenses and consequences as "Scuff Laws".

How well the prosecutor screens and process cases in particular has an impact on the local jail population. In terms of case processing, the prosecutor practices some efficient procedures, such as allowing for discovery as early in the case process as possible. According to the opinion of many, the prosecutor's office and the entire outcome in the justice system could become more efficient if there was a "Case Expediter" assigned to the courts or prosecutor. This Expediter would be responsible for case screening, fast tracking bond agreements or plea offers, or any number of other things to move things along to a quicker disposition. The average time from screening to disposition of cases may be significantly improved with an Expediter.

Starting at the beginning, the prosecution conducts a review of new cases as they are referred. It is not currently documented for analysis the amount of cases that are

returned to Law Enforcement for additional information or for declination of charges. If it was, this information can assist Law Enforcement Leaders with departmental efficiency information.

Discovery is available if preliminary hearing is waived and offers can be made at the pretrial hearing. Negotiations are held and if they are not ready by the pretrial hearing then they may request a continuance. Once there is a plea then it is set for sentencing. This can result in a three to four week time period for scheduling of sentencing.

The prosecutor said he and the court appointed attorneys work well together, although there are times when the attorney assignment process may slow events. The prosecutor appreciates the current defense attorneys as very experienced. There are a number of attorneys from the local defense bar that contract for defense attorney work.

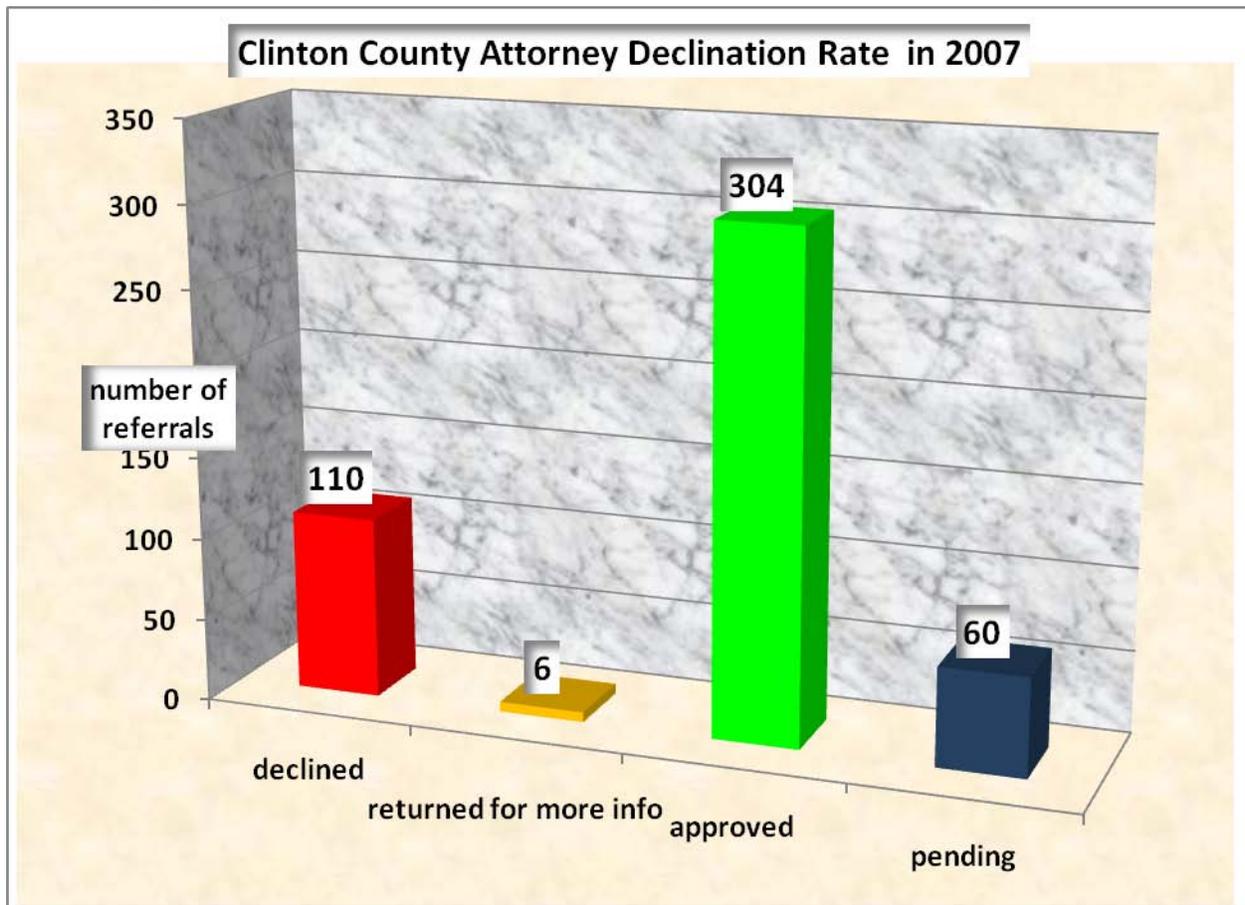
The prosecutor's office does not operate an extensive or formalized pretrial or post plea diversion program. In the organization of Clinton County, this work would typically be provided by Department of Correctional Services but it would require the initiative and support of the prosecutor office. However, the CA is willing to consider such programs, based on need and merit. If enacted, such programs should be measured regularly along the lines of all criminal justice programming (see Community Corrections below). These types of responses may also minimize the impact of the "Scuff Laws".

The prosecutor is very supportive of any program that would provide for public safety and offender accountability. He is willing to work collaboratively as part of a CCJCC, and assist in developing alternative or diversion programs. He is also very interested in maintaining a high level of efficiency and a sense of fairness to his office policies and decisions. He is willing to review inter office functions and modify were appropriate and where the best interests of the public safety and justice system are concerned.

There is not enough information available yet to examine court case flow for the prosecutor's office, defense or the courts. A relatively new Management Information System came into operation in late August of 2007. This software and the report functions of the software are not yet mastered by staff and have limited data entered for analysis. It does appear likely the software will permit some future

Some simple examples of information specifically regarding the prosecutor are shown below. These are just two basic measures, but there is additional information available in a document on the Internet from the National Criminal Justice Reference Service (NCJRS) – "Management Information for Prosecutors", prepared by the Jefferson Institute and funded by the Bureau of Justice Assistance. There is also information recommended for tracking in small to medium size prosecutor offices. Following are sample charts to be used as illustrations for potential future data measurements and tracking.

**Chart 17. A Chart reviewing the Screening by Prosecution in Clinton County in 2007 only: Cases Declined and Approved for filing after screening.**



**Chart 17 is a one year Chart, that shows the number of cases declined or accepted or sent back for additional information. This is useful as an indicator of both law enforcement and prosecutor efficiencies. If shown in percentages, it would show that over 30% of all cases that were referred in 2007 were rejected for prosecution.**

This data would support the idea this jurisdiction has a strong screening policy. This indicates the prosecutor's office takes its screening responsibilities very seriously to the great advantage of their justice system. If all cases are simply allowed to pass along then it can destroy the efficiencies and outcomes of the system and all other participants has more work to do with less results and overall less resources. Good up-front screening is more effective and efficient and allows everybody to focus on the appropriate cases for handling. This information if collected by year and by referring agency, can be extremely helpful in assisting Law Enforcement in establishing Written Arrest Standards. The goal for Law Enforcement Agencies would be to reduce the

percentage of cases rejected for prosecution, which would also likely reduce the number of overall arrests and bookings as a result as well.

Chart 18 shows the results of 11 years of trials. This type of information underscores the importance of having excellent case processing and negotiating policies and procedures to enhance all aspects of the system. It allows practitioners the ability to monitor their own system and determine if, when and where case processing goes awry during the trial process.

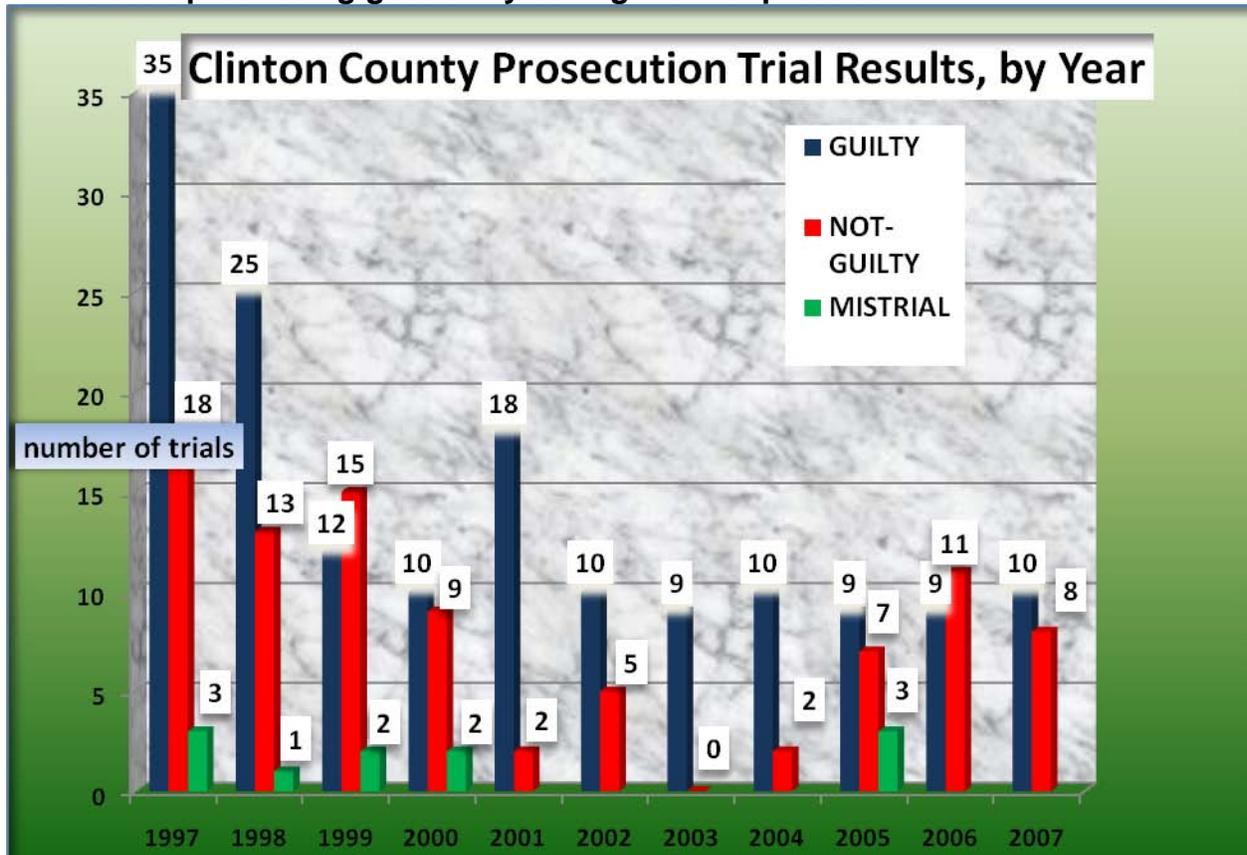


Chart 18 indicates a very high number of trials occurred 10 and 11 years ago. Since 1999, the number of trials have been reduced. Between 2001 and 2004 the prosecution won many more trials than were lost. Since 2005, the percentage of “wins” for prosecution have declined, compared to the four prior years.

Chart 19. An 11 year compilation of trial results.

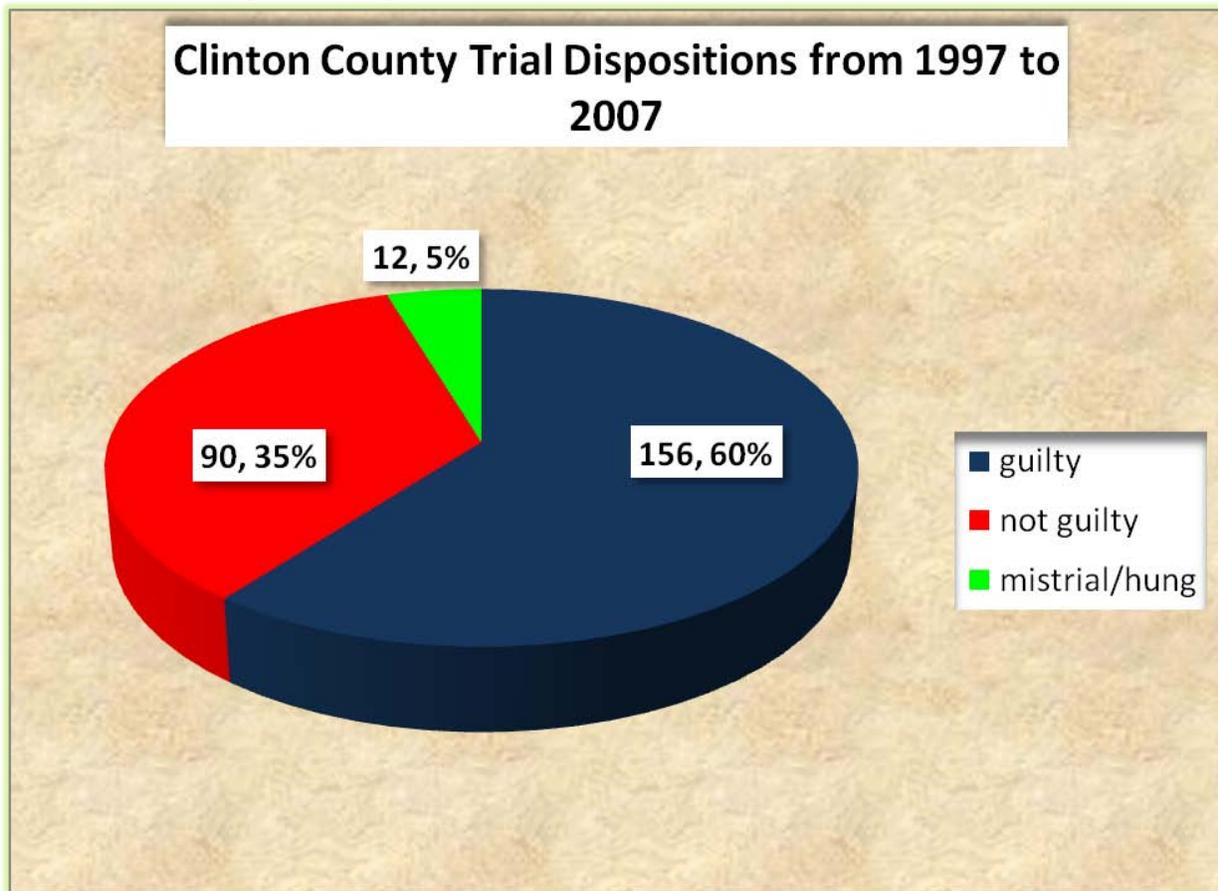


Chart 19 shows a cumulative picture of trial results by both number and percentage. Trial information collected and presented comparing most recent years, allows for managers to help predict costs, juror or courtroom needs, and other things required to actually have a trial. A prosecutor knowing the number of cases lost and the likely reason for the loss helps the prosecutor's office in both screening of cases and in the preparation for prosecution of future cases. Trials are a costly responsibility and ideally, the percentage of "losses" should remain low. The courts, clerk of court, district attorney and public defenders would be primary analysts in a local systems analysis of this information.

Chart 20 shows the number of cases referred for prosecution.

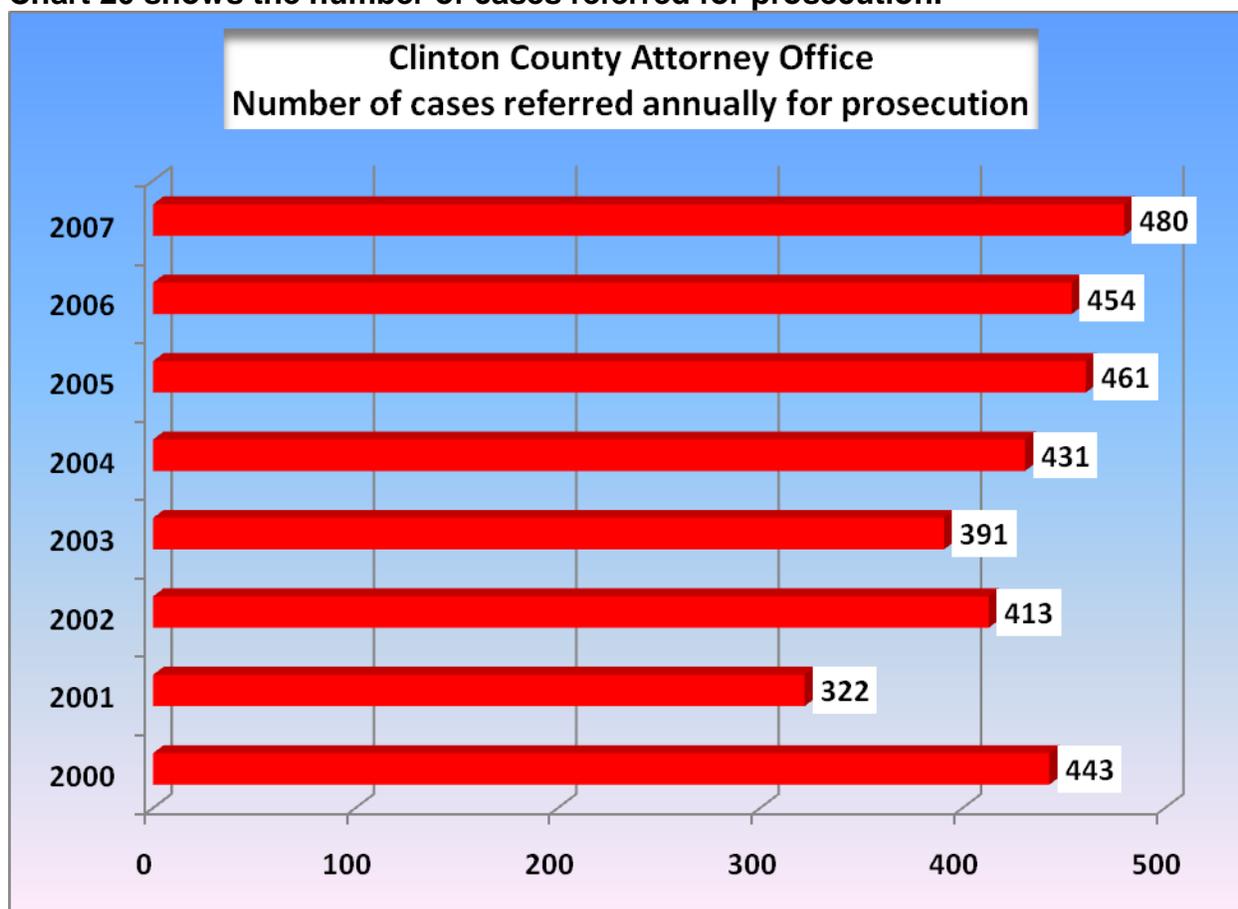


Chart 20 shows a fairly consistent annual number of referrals, although 2007 represents the most recent high. Regardless, with each referral there has been a significant investment in time and energy from Law enforcement to get the case to that point. It then results in the rest of the system becoming involved in the ongoing resolution of the case.

### ***Judiciary and the Courts***

Courts have a tremendous impact on the jail through judges' pretrial decisions, sentencing decisions and also through the court's efficient handling of the court case flow and general court management. Judges' higher status can be truly effective when they exercise leadership in managing the whole system. Their impact is greatly magnified as is everybody's when they work as part of a well managed local criminal justice team.

Apart from the jail, the courts are a critical part of the justice system. It is critical for courts to function in top form in terms of content and process and have the appearance of doing so. If the courts are operating in top form, so will the rest of the system.

Several District Court Judges are assigned in Clinton County on a rotating schedule basis, and three met with the onsite consultants. District Judge assignments are rotated and assigned through the District Court Administrator's Office in Scott County. Judges David Sivright, Charlie Pelton and Gary McKenrick are all regularly located in the county and handle a variety of felony cases appearing on the criminal court calendar. Judge Arlen Van Zee is the Associate District Judge and he is assigned in Clinton County full time. It is uncertain what leadership role the judges may be able to take in a CCJCC, however all four interviewed indicated they would be willing to assist in working on such a council. While the Judges felt a CCJCC could bring benefit, they expressed some concern over scheduling conflicts of a regularly scheduled CCJCC meeting, given the nature of the schedule rotation.

The judges believe prosecution and defense cooperate fairly well in the process of disposing of cases quickly, but it still can take longer than is necessary. The current public defender system, using experienced public defenders or contract defense attorneys, appears to be working effectively. The state public defender has good experience and working relationships with the prosecutor and the courts. The courts believe there are sufficient offender intervention programs available in the county.

The Judges have a great deal of concern for general court room security. They all take pride in the historic courthouse building, but also admit the design of the physical plant of the courthouse does cause some court process inconveniences and inefficiencies. Court and courtroom security is lacking because of design and security staff limitations. Even though video conferencing is used, the buildings are not properly outfitted to take advantage of all forms of modern technology. The strength of the courthouse security lays with the personnel assigned security duty for the courtrooms. There is an ongoing difference of position between the police chiefs and the judges regarding the regulation that disarms law enforcement officers that are appearing in court. The Chiefs would generally support their officers remaining armed while in court. The judges currently oppose it.

The state's administrative office of the courts does not provide any regular reports to local courts on time to disposition of cases, only age of pending cases reports. It is important for the courts to track the length of time to case disposition, after filing. Ongoing monitoring of time to disposition will assist the court in identifying individual cases, and general case types, that are moving slowly through the courts. The Clerk of Court Office does have the ability to generate significant operations and evaluation reports if requested. Following are some brief samples of charted information concerning the age to disposition for the types of cases filed in the district courts. This same type of measurement can be made and then analyzed, in greater details, for other types of cases filed

Chart 21. District Court Filings in 2007.

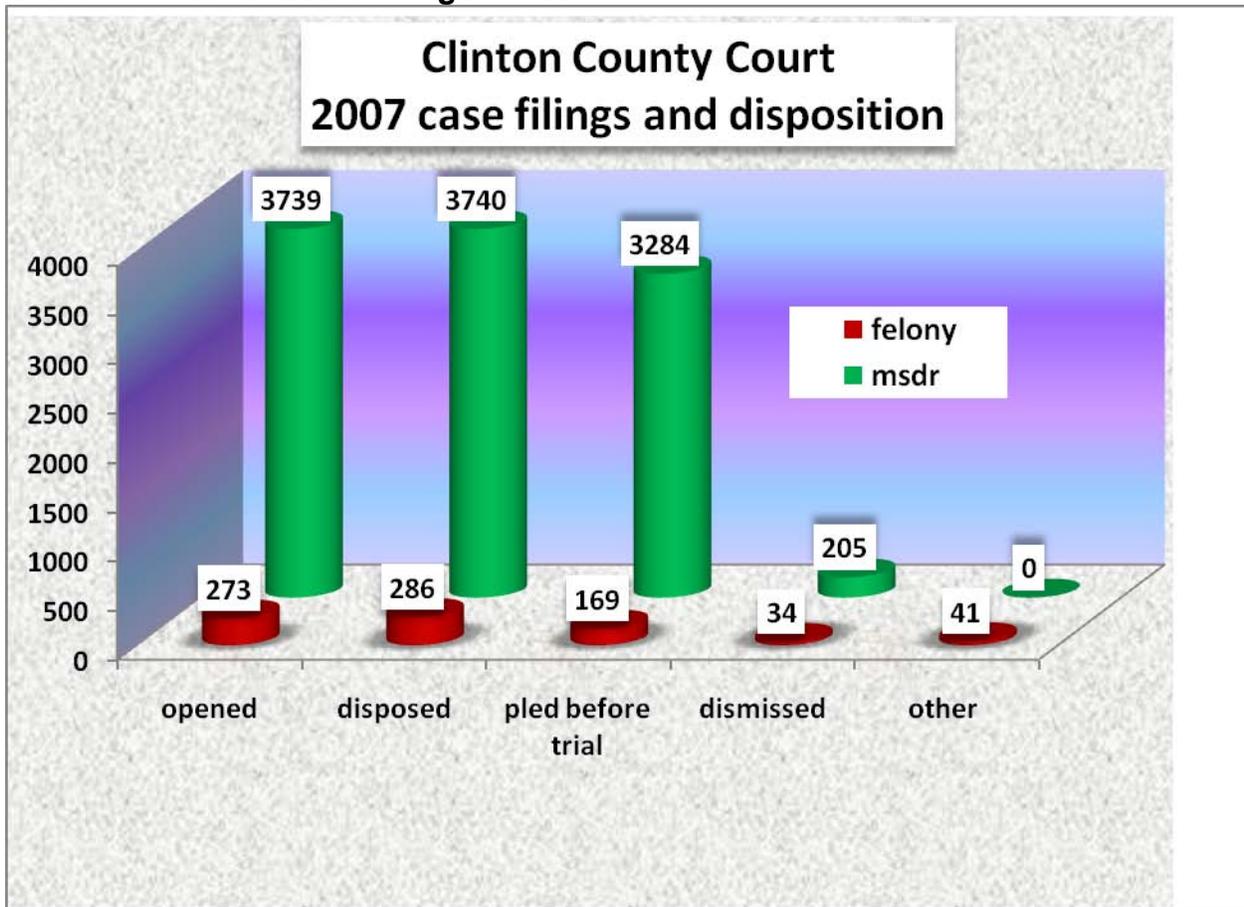


Chart 21 reveals information for only one year. What would be beneficial is to compare this same information over a period of years. It appears in this one year, there were almost 14 times the number of misdemeanor offenses filed as compared to felonies. There was also carry over cases from 2006 that factored into the data sets.

Chart 22 is the Age to Disposition Report for 12 months of case processing in Clinton County n 2007.

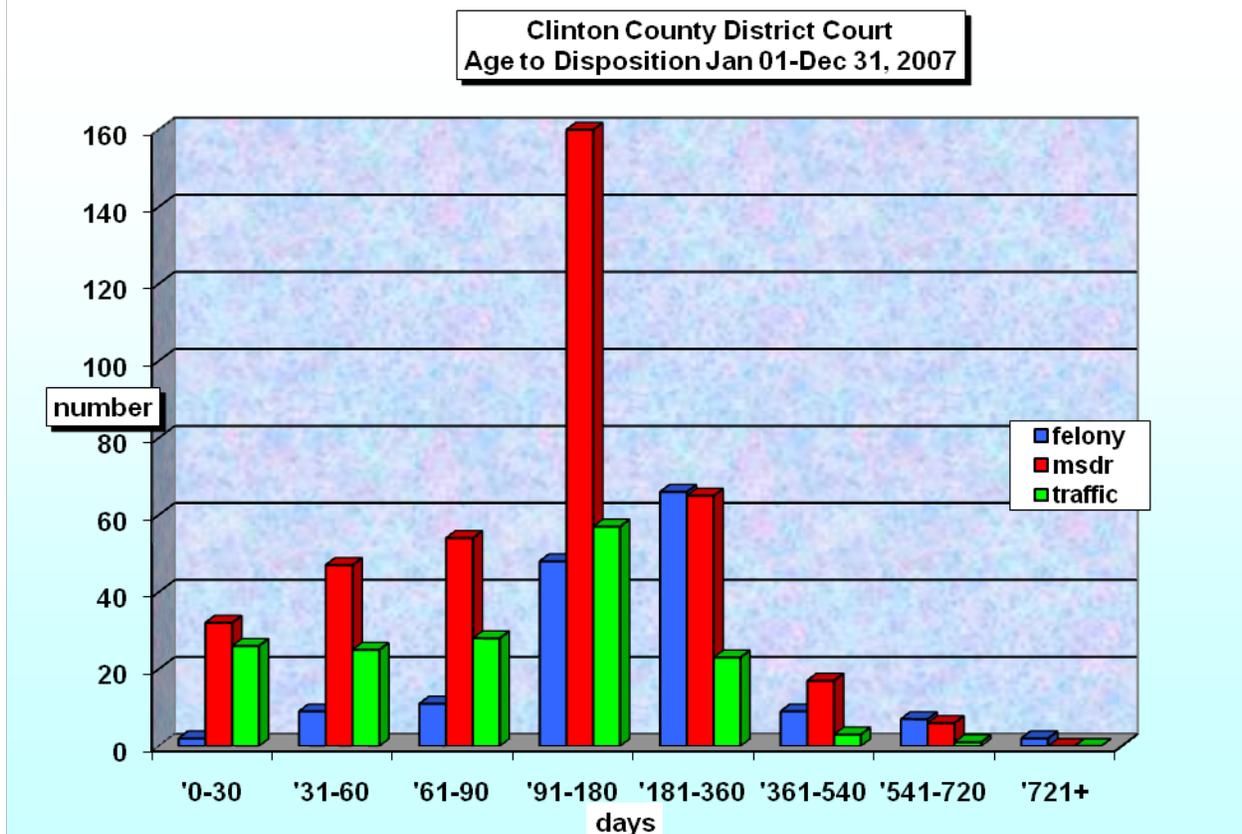


Chart 22 is illustrating the far greatest number of misdemeanor cases are disposed of between 91 and 180 days. This is consistent with local and American Bar Association (ABA) standards. It also appears the greatest number of felony cases are disposed of between 181 and 360 days. This may be beyond the ABA standards but further analysis of this information is warranted before making the determination of why or even if this may be the case. Again, the shorter the time to disposition, the greater the likely impact on jail populations in the unsentenced or presentenced populations, especially when the overall jail population levels are generally small numbers (under 100 ADP).

**Chart 23. Clinton County District Court, Median Time to Disposition for criminal cases in 2007.**

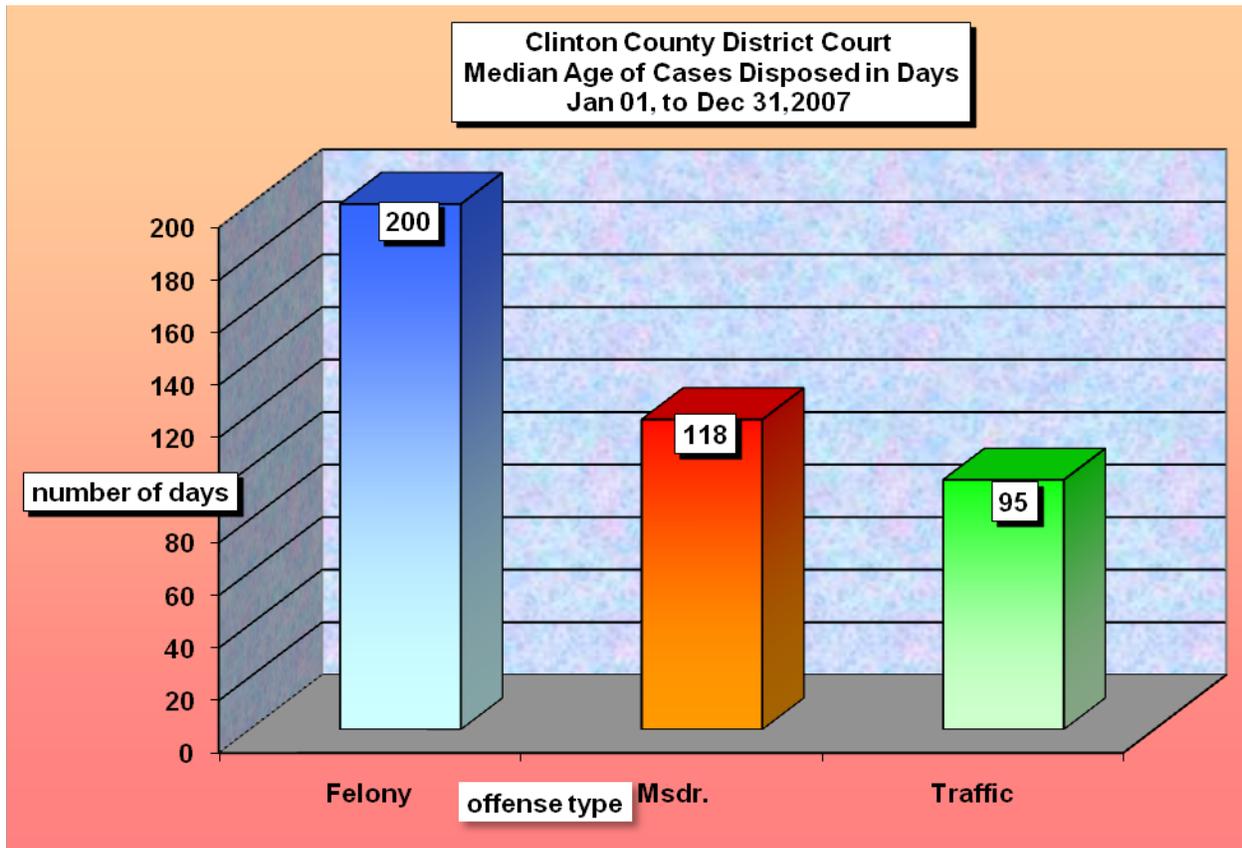


Chart 23 shows the median average length of time, by days and charge type, to dispose of a filed criminal case charge. On the annual basis, it appears that the median time for felony level offenses is 200 days. This would fall into the standards set forth by the ABA. It is important to compare this “aged” information monthly, quarterly and annually. It is likely to show a direct correlation between the ADP and ALOS and the median time, reflecting a similar rise or decrease. Ideally, this information will be compared over years of information. Lessening time to disposition can have an impact on the presentenced and pretrial jail population but it is also good to know the data to keep track of court effectiveness and efficiency.

Chart 24 shows the median age of all cases pending in the County District Court in December of 2007. These cases have been opened for the length of time indicated and are not yet disposed.

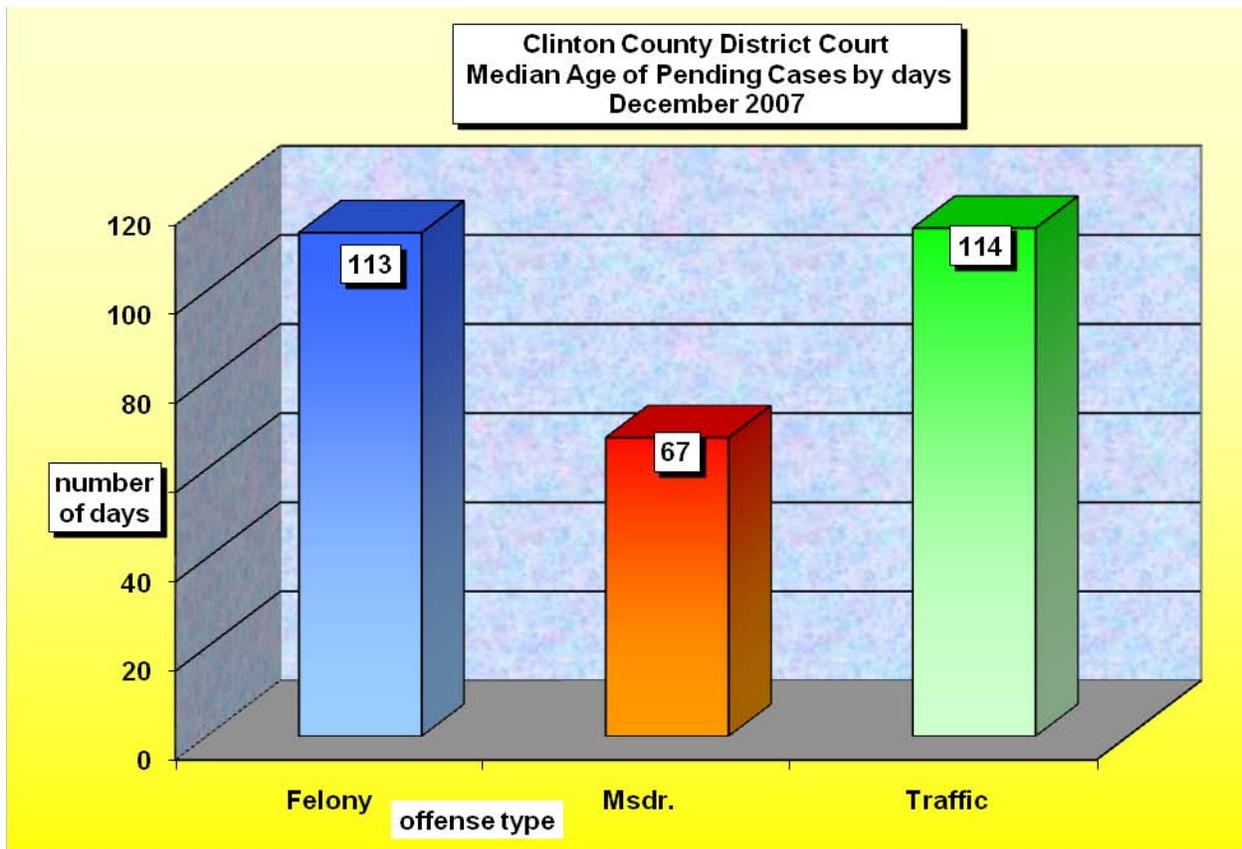


Chart 24 reveals that misdemeanors are pretty “fresh” yet. Traffic cases may not have as high a priority in the prosecutor office or courts, especially during the “holidays”, and this can be reflected in longer time to dispose of cases.

It is most important that this kind of information for all Clinton County courts be collected and reviewed over time. This information should not be considered as anything more than an example.

The court administrator reports the state standards are to reach disposition within 180 days, which compares to the American Bar Association standards of roughly 180 days from the initial filing in the lower court.

Other very common court measures are ‘Age of Pending’ Caseload which allows the courts to know the age of their current caseload. Often time’s software programs are designed to show cases that go beyond certain timelines to allow the courts to ensure cases do not fall through the cracks.

**Chart 25 EXAMPLE COUNTY Median Time to Disposition, Felony, Misdemeanor and Criminal Traffic in Months, compared over years.**

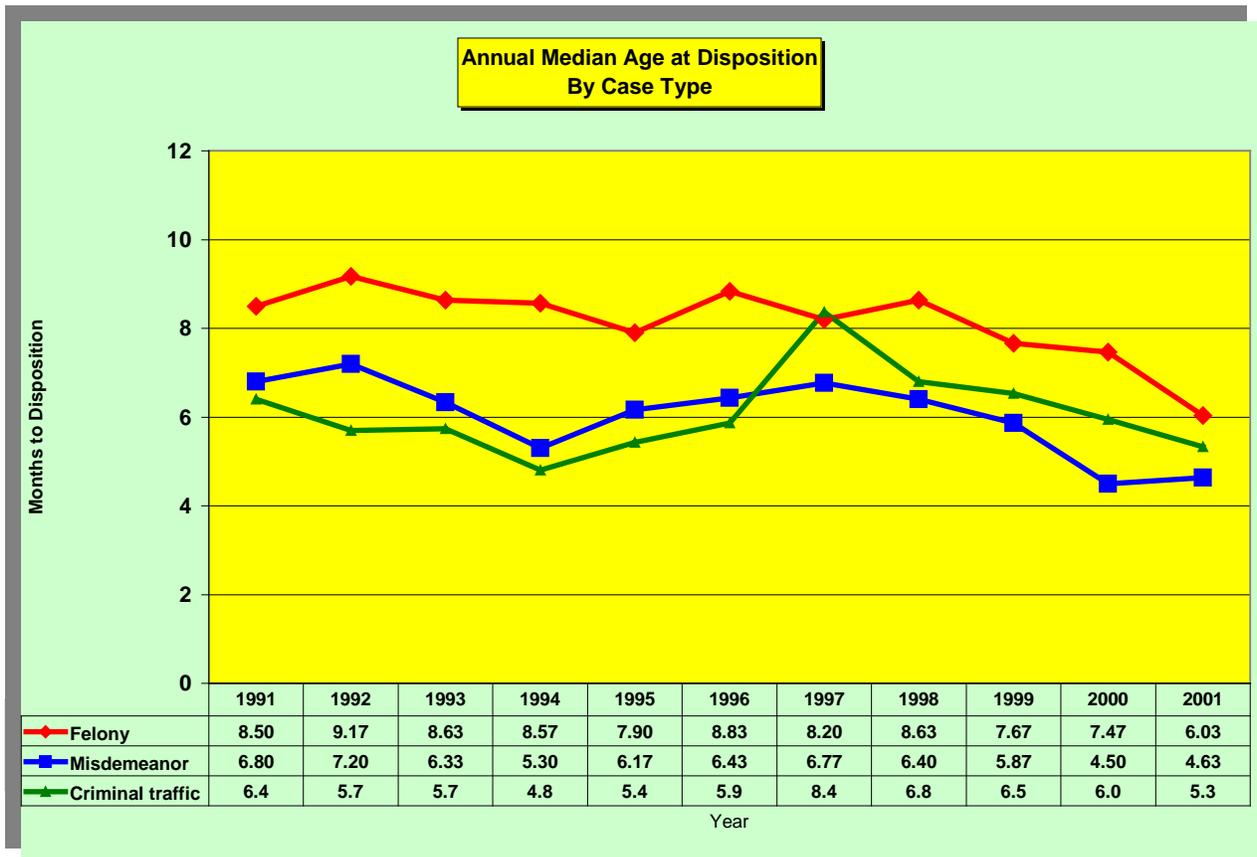


Chart 25 is an EXAMPLE CHART of a different format measuring *median* time to disposition in months. This jurisdiction compares itself to itself in an annual line graph chart and shows all three criminal case categories. A jurisdiction can visually see the results of successful efforts to reduce the median time to disposition. Overlays of the Jail ADP and ALOS charted information could also be done to determine the impact on ADP and ALOS.

The same format can be used to assess the Time to Disposition for each year over the past several years for any specific court. The courts can collect information on lower level courts or on specialty courts, such as drug courts, drunk driving court, mental health courts, or other courts to measure time frames attached to each specific area. Another method of measuring court case flow is to either count all or sample a percent of the caseload to determine the kind of data shown in Table 8, on the following page.

**Table 8: EXAMPLE Format: Average EXAMPLE Court Case Processing Time, in days, between Events with Changes from Year to Year**

<b>EXAMPLE County Court Mean Case Processing Times, in days</b>					
<b>Table 8</b>	<b>Arrest &gt; Prelim</b>	<b>Prelim &gt; Filing</b>	<b>Filing &gt; Adjud'</b>	<b>Adjud' &gt; Sentence</b>	<b>Total Mean</b>
1997	92	5	167	7	272
1998	76	18	188	5	287
<b>Change</b>	<b>-16</b>	<b>13</b>	<b>21</b>	<b>-2</b>	<b>15</b>
1999	95	7	196	3	301
<b>Change</b>	<b>19</b>	<b>-11</b>	<b>8</b>	<b>-2</b>	<b>14</b>
2000	89	21	186	2	298
<b>Change</b>	<b>-6</b>	<b>14</b>	<b>-10</b>	<b>-1</b>	<b>-3</b>
2001	72	21	199	3	295
<b>Change</b>	<b>-17</b>	<b>0</b>	<b>13</b>	<b>1</b>	<b>-3</b>
<b>Avg. Mean</b>	80	17	189	4	290

Table 8 breaks down the timeframes between events allowing a jurisdiction to examine its processes very specifically over time and identify location and type of pinch-points in the system. Table 9 (below) does the same with the median time between specific events.

**Table 9: EXAMPLE Median Court Case Processing Time between Events in Days**

<b>EXAMPLE County Court Median Case Processing Times</b>					
<b>Table 9</b>	<b>Arrest &gt; Prelim</b>	<b>Prelim &gt; Filing</b>	<b>Filing &gt; Adjud'</b>	<b>Adjud' &gt; Sentence</b>	<b>Total Mean</b>
1997	64	0	136	0	200
1998	52	3	143	0	198
<b>Change</b>	<b>-12</b>	<b>3</b>	<b>7</b>	<b>0</b>	<b>-2</b>
1999	58	3	162	0	223
<b>Change</b>	<b>6</b>	<b>0</b>	<b>19</b>	<b>0</b>	<b>25</b>
2000	80	2	157	0	239
<b>Change</b>	<b>23</b>	<b>-1</b>	<b>-5</b>	<b>0</b>	<b>17</b>
2001	51	3	150	0	204
<b>Change</b>	<b>-29</b>	<b>1</b>	<b>-7</b>	<b>0</b>	<b>-35</b>
<b>Avg. Median</b>	53	3	150	0	206

**Very few courts have this information available and even fewer examine this kind of data. Table 9 could provide the data to create a chart showing the difference in median time in 2001 between Arrest and the Preliminary Hearing – a decrease in 29 days, then add an additional seven days from filing to adjudication for a total of 35 days decrease in one year. What impact can this kind of change have on the jail population or rest of the system? Collecting and analyzing this information can determine the answer.**

## ***Criminal Defense***

In the District Courts the Public Defender from Clinton, Bill Ingham tends to represent defendants in only the most serious felony cases. He shares his time in surrounding counties as well. Other court appointed defense attorney representation is secured through contracts and appointments with local defense bar attorneys. No attorneys from the local defense bar typically serve on Clinton County Justice or Jail planning committees. Defense attorneys are important members of a local Criminal Justice Coordinating Council (CJCC). While it will be difficult to have a CJCC defense attorney agree to “policy decisions” for the defense bar, it is beneficial to have the defense bar represented to provide input on policy or other discussion impacting their duties, the defendants they represent, or the system.

By all reports, the prosecutor’s office works well with defense attorneys in trying to dispose of cases quickly. Typically, only the cases needing to go to trial actually do so.

## ***Community Corrections, Pretrial Alternatives, Probation, Parole***

### **Community Corrections**

There are county administered community corrections program offered locally through the Division of Correctional Services (DCS), providers for the Department of Corrections (DOC). There are many local intervention programs specifically designed for criminal offenders, and also programs that are designed to address other risk or need areas for offenders, but that may not be specifically targeted for criminal offenders. These other non-DCS programs have voluntary or court mandated types of participants enrolled. Examples are the Mental Health or Substance Abuse intervention programs.

Effective community based programs for offenders needs to address issues revolving around anti-social behavior, cognitive distortions, criminal thinking and address other criminogenic factors. Criminal offenders will not usually have a great deal of success in “generic” programs. Success levels with criminal offenders will be directly connected to the type of program, the target population for the program, and the curriculum of the programs offered. Overall, the types of programs supported by DCS have been designed under “Best Practices” and are significantly supported by the local justice system leaders.

## Probation

The Division of Correctional Services administers all functions provided by the State Dept. of Corrections. Probation is the oldest and most used of the jail alternatives. The local office has the responsibility for Clinton County, but also the five surrounding counties. The Unit Supervisors are typically in the Clinton County area. Corrections Agents have both supervision caseloads and can conduct pre-trial bond assessments or pre-sentence investigations. There are some specialty caseloads within the office, with agents trained for specific duty, such as supervising high risk sex offenders.

DCS has the potential to be an influential partner in addressing the concerns of the Clinton County regarding the criminal processing of their members. This represents an opportunity for change, needing negotiation and development.

Even though DCS can case manage pre-trial cases, it appears a significant amount of the agent caseloads are post-conviction cases. However, there is no local information available or regularly analyzed to confirm this theory or as part of an ongoing local system management process.

One of the biggest challenges is finding affordable and accessible offender-specific housing and long term substance abuse and mental health treatment in the community. Although some agencies have sliding fee schedules, there are still not enough affordable services, and offenders have difficulty with transportation from rural settings. Transportation is a major problem in terms of offenders getting to programming.

In terms of jail usage, it is the local policy of DCS to only arrest probationers for violations if they are considered a danger to themselves or others. It is not common for the court or DCS to use jail as a condition of probation when sanctioning or sentencing offenders. It is common for the presentence jail time to be credited for any subsequent jail time imposed if revocation of supervision occurs. DCS staff does feel there is an overuse of the jail in pretrial cases. This jail time is viewed by some DCS staff and defendants as a punitive response by the courts or County Attorney before a trial or guilt has been determined. Many jurisdictions that use jail time in a significant amount of pretrial cases that end up with "time served" or release from jail upon time of plea entry, run the risk of losing public and justice system stakeholder confidence in the system design and philosophy.

The jail design and hours of operation does allow officials to interview inmates for interviews and for other reasons, but space is very limited and long waits can occur. DCS staff attempt to resolve warrant issues as quickly as possible to reduce the impact they are having on the jail.

An Information Needs Assessment, as part of or separate from an overall Needs Assessment, should include a further examination of the probation data regarding local success and non-successes of individuals and programs over time. A CCJCC should

collect and review probation data regularly just as it should collect and review data from the rest of the system.

### **Drug Court/Problem Solving Courts**

The most popular type of model for offender interventions is based on a drug court model. It is believed to have a potential impact on the jail's population, in many jurisdictions where they are operated. While not currently available in Clinton County, it has been considered by the courts.

Other types of specialty courts that may be appropriate for Clinton County include Domestic Violence Court, Mental Health Courts and Drunk Driving Court. Specialty Courts need to have a specific target population and reason to operate. They also need good planning and design and may need additional support through staff or staff time, equipment, programs, etc. While these types of system programs do have evidence of success, they will come with some additional costs as well.

### **Pretrial Processes and Alternatives**

There is an adult pretrial release supervision program operated in the county, but it appears under-utilized. Most county officials believe bonds imposed for everyone are set at lower levels of financial demand. The consultant could not verify or repute any of this, because the information is not specifically tracked and monitored by individual or in aggregated fashion. This specific data element is an example of a data element needed to support an information need, and to which a CCJCC should request.

Because it appears the Clinton County Jail houses a fairly substantial number of pretrial inmates, there is the potential to impact ALOS and ADP by addressing the needs of the inmates in pretrial status. A Needs Analysis on this population should include a rigorous examination of the pretrial inmate population and release process and should determine whether there is a need for expanding the type or use of pretrial release supervision programs, diversion or other intervention programs. Even if the offender is considered low risk a low bond amount may not necessarily be posted by many of the inmates that fill the jail. Case disposition tracking on those low bond cases, would identify how these cases are eventually disposed of through either local incarceration or no incarceration, and can assist in developing appropriate pre-trial supervision programs.

Three figures, the Failure-to-Appear (FTA) Rate, Rearrest Rate and Time-to-Release are the baselines to which staff can compare the impact of pretrial release process changes and programs to the system. Clinton County criminal justice officials can determine which methods are most effective in releasing defendants who are going to be eventually released in any event, i.e., when there is no increase in public danger. Criminal justice authorities should examine these rates associated with each method of release, along with the average time to release for each kind of release. As a result, the community can maximize results and maintain public safety for the least costs.

Table 10 following, is an example of the type of data collection instrument used to assist in determining a baseline for comparison purposes as well as allowing a jurisdiction to collect on-going system-wide pretrial management information. Misdemeanor summonses could be added to the form -- in which case the time to release category has no meaning.

<b>Table 10 Pretrial Release Performance Data Collection Table-</b>												
<b>Criteria</b>	<b>PR Bond</b>			<b>Cash Bond</b>			<b>Surety Bond</b>			<b>SR Bond</b>		
	FTA	Arrest	Time	FTA	Arrest	Time	FTA	Arrest	Time	FTA	Arr	Ti
<b>Felony</b>												
<b>Misd.</b>												
<b>Traffic</b>												
<b>Ordinance</b>												
<p><b>This list can be as detailed as managers choose. List as many criteria as needed. For example, this data can be collected on a selection of specific charges (by statute number) in each primary category, or kinds of general group charges (Theft/Drugs/Assault) or a mix of other selected criteria.</b></p>												
<p><b>FTA</b> - Failure to Appear Rate -- it may require sampling of cases or the information may already be retrievable from court records.  <b>Arrest</b> - Rearrest while on release -- this will probably require a sampling of cases.  <b>Time</b> - Time from booking to release -- this is probably available in the automated system but it will have to match any sample data collected above.  <b>SR</b> - Supervised Release bond. Not yet in use in Forest.</p>												

### **Work Release Program**

The current work release program is housed behind the administrative area of the first floor of the Sheriff Department. This is a specific and single separate block area. Inmates are allowed release to attend work, medical or other court approved appointments, without sheriff staff custodians, when appropriate. It is currently a labor intensive process to bring each inmate back into the facility after each inmate return to the facility. Because of the layout and issues around the release and return process, it also presents itself as a risky endeavor for the staff, other inmates and the county.

Work Release Programs are generally very successful and one means by which localities can incarcerate low risk offenders at greatly decreased cost to the community. It can provide a mechanism by which offenders may develop jobs and employment skills while in jail, help defray the cost of their incarceration by paying daily fees for release, and help support their families and follow child support orders. The actual costs of incarceration are much less expensive in a minimum-security physical plant, compared to a maximum facility. Clinton County does utilize work release as part of its daily jail programs, but the capacity is very limited due to the space shortage. If there

was shift in the use of the jail to a post disposition focus, it is very likely the Work Release population levels would also see a marked increase, but this should also be a much less expensive and more beneficial means to the use of incarceration.

### ***Iowa Jail Standards***

The Clinton County Jail is old and in antiquated condition. It keeps inmate levels at a maximum number of 44 inmates. It does not meet today's standards for new construction as established by the American Correctional Association or American Jail Association, but this has been inconsequential to date. The jail is in a contracting capacity to neighboring counties. There is concern the availability of jail beds will be scarce soon and this could have a significant impact on the jail population and the expenses with operating it. Any jail operating off other jurisdictions available jail bed spaces are in a weak and vulnerable position. This has worked well for the county to date, but reductions in available beds could be on the horizon. Costs to house inmates out of county are also expensive in terms of direct inmate costs, transportation and labor, and risks to staff.

There is not a formalized inmate classification system in place and inmates are mixed in status, to meet the needs of the jail, when necessary. This has the potential for serious safety and security issues. The Clinton County Jail is operated in a most professional manner and with skilled staff, and that is the strength of the situation.

### ***County Board of Supervisors***

Weber and Russell met with the entire three (3) member Board of Supervisors at a legally called and scheduled county board meeting. The Supervisors are important stakeholders of the local criminal justice system. They are responsible to the citizens for most of the county's expenditures and operations. Their oversight and how they go about it can make a critical difference in the effectiveness and efficiency of the local criminal justice system. How well the construction of new facilities, or new programs, serves the county and for how long, lands on the county board and the final results will be the longest lasting testimonies to their work.

The Clinton County Board has not been forced to address the current needs of the jail, except for supporting the shipping of inmates. There has not yet been a successful understanding or acceptance of all the issues with the jail. This will only come with better system and jail analysis. The relationship that exists with the county board is crucial to successful collaboration and must be considered as a critical component for community education, support and advancements.

The County Board is interested in participating in a CJCC and if it is successful, then the citizens and county government will see and feel the impact -- along with the other criminal justice system policy makers. Regardless of what Clinton County decides to do in the end, if they do not assertively manage their justice system then it will be less

effective and be a less efficient use of resources over time, and the County Board will be held as accountable or more accountable than all the other system stakeholders.

### ***Treatment Resources: Mental Health, Alcohol and Drug Abuse***

Most agree there are not enough easily accessible treatment resources, especially for mentally ill and indigent defendants, available locally. Some programs are available and are funded at state or county expense or have a sliding scale for fees but it is still difficult for the offenders to access. Transportation is another challenge for offenders in obtaining and then maintaining treatment.

There is no question the abuse of drugs and alcohol are contributing factors to the criminal behaviors in the county. There is specific focused treatment available to address this substance abuse area, but the programs are not necessarily built specifically for offenders.

There are several local mental health programs and services available, but they are mostly “Stand Alone” from the county justice system. These were developed through extensive community work and focus on half-way house or outpatient services. Mental Health types of intervention programs will ultimately impact jail populations when jails are filled with the mentally ill.

### ***Criminal Justice System Management***

Clinton County may not be a large county but the local justice system is too complex for its leaders and managers to rely on classical bilateral relations – it requires multi-lateral discussions on a regular basis supported by good and timely information. Clinton County is ready for a Criminal Justice Coordinating Council.

In the past, bilateral interactions, task forces and ad hoc committees were used for each problem needing resolution. Clinton County can enhance the ongoing management of their current system by adding formality and better information processing designed to proactively manage and resolve issues before they occur.

**The first *objective* of the Criminal Justice Coordinating Council (CJCC) may be to determine the needs of the jail but the overall *Mission* is to ensure more effective and efficient management of the system as a whole.**

Currently, the primary objective of a CCJCC may be to determine jail use or needs but the overall mission is to ensure more effective and efficient management of the system as a whole. Regular discovery and monitoring of the entire system can result in

significant jail-bed savings and assist the jail more than any other single action. In a Bureau of Justice Assistance (BJA) funded review of five jurisdictions that had been deemed to have successfully addressed jail crowding, participants claimed it was the creation or rejuvenation of a CJCC that was the single most effective tool.

Clinton County should first determine who should be on their CCJCC. Below is a suggested list of participants that are commonly included:

- ★ Court Judge(s)
- ★ County Supervisors(s)
- ★ Prosecutor
- ★ Public defender/defense bar representative
- ★ Victim/Witness advocate
- ★ Sheriff
- ★ Clerk of Court
- ★ Probation and Parole Supervisor
- ★ Police Chief representative
- ★ Jail Administrator
- ★ Juvenile Authority
- ★ Human Services or offender treatment providers
- ★ Community or Ministerial rep
- ★ Other persons as decided by the principals

The CCJCC should have a titular leader(s) and should decide on its own membership and leadership. The court is often considered to be one of the highest status principals. Active judicial leadership can help create the sense of importance that can prevent erosion of the CCJCC's effectiveness by principals' assigning other staff to attend or simply quitting.

One agency or staff person should provide support services to the committee to conduct all of the housekeeping chores (see earlier recommendation). The CCJCC should ensure dedicated time of someone to be staff to the CCJCC. This person is responsible for overseeing the collection of interagency information, research, prepare jail population reports, coordinate the creation and presentation of permanent system-wide monitoring reports, investigate and prepare follow-up reports about the needs for the jail as well as alternative programs and initiatives and their probable impact. This person should be a staff person to the CCJCC and respond to their requests beyond just the jail's needs.

## **Recidivism**

In evaluation studies, it is important to measure the impact on all participants of alternative programs and compare them to the populations not receiving treatment. The goal is to determine the programs in and out (mainly out) of jail that are most effective and with whom they are effective. Recidivism is only one part of this analysis. Most analysts however, will claim it is difficult to measure recidivism because of the many

different definitions of “recidivism”. This is correct and not correct. It is not critical that Clinton measure itself against the world – just itself. Ensure all measurements are carefully defined so Clinton County officials know what the definitions and the outcomes mean. There may be some benefit in measure across jurisdictions but the most important ability is to be able to compare Clinton County figures, to Clinton County figures, over time. This is possible after standardization has occurred.

### **Who Should Be Jailed?**

Only Clinton County citizens should determine how the Clinton County Justice System should prioritize the use of the jail. The CCJCC can examine whom it expects to keep in jail based on; type of crime, criminal and personal profile of persons arrested and/or sentenced, and length of stay in jail. This becomes possible as data is collected and follows the flow of defendants and offenders from arrest all the way through the system. A CCJCC must collect data and turn it into information that will guide decisions. Establishing the length of time between events and the desired response between events is important in establishing the target population for the jail. Jails should not be viewed as the only place everyone winds up after committing a crime. By first identifying who must be jailed, a jurisdiction can then start to determine how many of these defendants and offenders can be expected. Also important is to determine that if the jail is not to be used in response to an offender type, then what response type will be used and for how long will it be used. Defendants and offenders could be referred to non-jail alternatives such as supervision in the community (pretrial or sentenced), drug treatment and testing, active probation or community service while in the community, and day reporting, to name a few. These decisions must be made by the CCJCC through discussion, negotiation and consensus.

### **Financial Impact of Planning and Management**

Planning and management save tax dollars by preventing *inefficient* expansion of jail facilities, or community corrections programs and their operations. Operations management should measure the same way we would measure any business; not so much to determine if it works but rather with whom it does work (target population) and how well it works (impact/outcomes). Getting the most public safety for dollars spent is the real goal for good planning and management.

## ***VI. Community Meeting***

The community meeting was held on January 16, 2008. The agenda is included in the Power Point appendix to this report.

The community meeting provided an opportunity for Clinton County leaders, government and community representatives to hear about and express their views related to the criminal justice system and their future options. This meeting occurred in the county board meeting room, and it was attended by local media. Many representatives for the justice system attended this public forum to participate in the discussion and presentation, and the attendance sheet is also attached in the appendix.

The goals of the community meeting were to:

- ★ Review Clinton County's issues and concerns related to the purpose for the jail, the justice system, and the current local practices with their members.
- ★ Educate participants about the role of public policy in influencing the size and composition of the jail population and how effectively the local criminal justice system is managed.
- ★ Provide participants with preliminary findings and observations, and recommendations as a result of the local system assessment and interviews.
- ★ Give participants a description of the type of planning needed to successfully address justice system operations, i.e., the Total Systems Planning Model.
- ★ Allow participants to share their concerns and ideas about the local criminal justice system and the development of adequate jail policies.
- ★ Encourage further exploration of future course of action for Clinton County.

The content of this document summarizes the materials presented during the community meeting.

### **National Institute of Corrections**

The National Institute of Corrections (NIC) is attached to the Bureau of Prisons in the United States Department of Justice. It was established in the early 1970s as a result of concern generated throughout a variety of correctional settings. It was initially funded through the Law Enforcement Assistance Administration (LEA). In 1977 the NIC received its first appropriation. The purpose of the Institute is to provide training, technical assistance, and information to state and local correctional agencies and to sponsor research, evaluation, and policy and program development. The NIC is a very small agency by federal standards with offices in Washington, DC.

The staff members, who operate the Jails Division in Washington deal exclusively with the problems and concerns of local corrections. Since its staff is small the NIC contracts with a variety of services and technical assistance providers to provide technical assistance to local jurisdictions.

# Appendices

# LSA Appendix A

## Local Jail and Justice System Assessment (LSA) Description

### Introduction:

Across the country and in virtually every local jurisdiction, major attention is being focused upon the criminal justice system and the issues of managing this complex set of often conflicting responsibilities. There are two primary reasons for the current reaction. First, fear of crime and what to do about it. Second, the criminal justice system is growing exponentially and claiming ever-greater amounts of public tax funds. These two factors alone have made it critical for public officials and criminal justice decision makers to understand precisely how their own local criminal justice systems and the sanctions they utilize perform. A Local System Assessment (LSA) involves all local justice system stakeholders becoming involved in examining information from their own local system, and developing action plans to whatever may be occurring or whatever they want to occur, within that system. An LSA attempts to lead local jurisdictions to answer the following questions:

How well is the system working, and within that:

What is the purpose of the system?

Who is in the system?

How do people get into the system?

How do people leave the system?

How long do people stay in the system?

How much does it cost?

What does it produce?

How can we do a better job?

**In brief, an LSA is the process of information gathering and analysis, with the goals to provide a clearer understanding of the current state of the criminal justice system, while shaping a vision for how the system might look and work differently in the future. It is a collaborative effort aimed at building a common understanding of the current practices. Most agency professionals are keenly aware of how their operations function, but few have the bigger picture in mind about how their own actions/decisions, and those of different justice agencies, impact the system as a whole. This results in major problems and points of disagreements between different justice agencies and government bodies. An LSA attempts to provide the guidance to these local officials to better understand their role, vision, mission and responsibilities for the entire justice system and its outcome, as a whole.**

*The County Jail is a “symptom” or “illustration” of what is going on;*

- In the community
- In the Justice System

- The jail population will identify the social issues and can help identify or determine the policy, procedures and philosophy of the criminal justice system offices.

*Common reasons in conducting an LSA;*

- Gain a better understanding of crime, criminal justice system issues and social problems in the local community.
- Foster a greater level of cooperation among criminal justice agencies and units of government.
- Develop clear objectives and priorities for the criminal justice system.
- More effective use and assignment of resource allocations.
- Better outcomes for the justice system; increase public safety, less costs, reduce recidivism, etc, all resulting in increased public confidence and satisfaction with the criminal justice system.

**KEY DEFINITONS:**

**System:** All aspects of the criminal justice process that relate to punishment or sanctions from the time of arrest, including decisions about pre-trial custody, through the execution and discharge of a criminal justice action or court sentence.

**Sanctions:** Predisposition and sentencing options available in a jurisdiction.

**Systemic Approach:** All justice agencies working in a collaborative manner to support the good of the community. Agency heads join as a consensus making group to ensure the actions and reactions of all agencies are taken into consideration so as not to adversely impact other agencies and the community as a whole, and to meet the goals and objectives of improving the outcomes of the criminal justice system.

**I. How will an LSA be conducted?**

Two experienced criminal justice consultants with years of field experience will comprise the on site assessment team and will work with area professionals prior to and after a several day on site visit. As part of their work, they will attempt to engage local officials in working with them to accomplish the following:

- Current and projected inmate numbers are determined
- Current average length of stay, admissions and release information for the jail is analyzed.
- To describe existing alternatives, and recommend the potential development of alternatives to incarceration for pretrial and sentenced inmates including types of programs geared towards addressing the population characteristics represented in the jail population.
- Review previous reports regarding jail crowding and use of alternatives.
- Review criminal justice policies and procedures that may impact the jail population.
- Review portions of the county master plan related to corrections and the jail.
- Interview individuals and groups that impact the criminal justice system.
- Review the Criminal Justice policies and procedures that impact the jail population.

- Work with staff to collect additional data from the jail and courts and recommend analysis methods.
- Review the overall functioning of the criminal justice system, its planning and coordination capacity, the relationship of the jail to the law enforcement community and the court system.
- Facilitate a meeting of the criminal justice system stakeholders to lay the foundation for action plans to manage the justice system.
- And finally, to complete a written report.

## **II. Who needs to be involved in the LSA and what will be asked of them?**

All individuals and offices that comprise a local justice system must be involved in the process for a complete assessment to occur. The justice system is much more than just the jail or the courts. A comprehensive LSA should include the prosecutors, victim representatives, offender program providers, community corrections (probation), human services, defense attorneys, law enforcement, judges, jail officials, and any others who may fall into a category of a; stakeholder, a policy maker, or an important support system or resource for the criminal justice system.

The assessment team will establish individual interviews with area professionals. In addition to data discussion, non-public information from those interviews will be secured and for the most part, will not be attached to the source for other sharing of information. This allows for honesty and open information to be shared in the interviews. All information will be discussed and included in the report or presentations as relevant to the discussion areas, without identified source.

### ***INFORMATION SOUGHT FROM INTERVIEWS:***

- Identification of the major issues or problems. What is the problem that brought the jurisdiction to the realization that a system assessment might be helpful? How would you describe or define the presenting problems? Why are they problems? What factors have led to the current situation? How long have these issues been major problem? What have been the early efforts and/or recommendations to resolve the problems?
- Individual goals or objectives for the local criminal justice system.
- Description of the existing sanctions, including pretrial and post-sentence options. What sanctions are currently available, over and above incarceration?
- Obtain basic information about workload, numbers of staff, budget, etc.
- Obtain information about offender populations affected by the current sanctioning system and desired changes. What discretion exists in the jurisdiction as it relates to offenders and how they will be charged/prosecuted/sentenced? What would a “map” of the justice system agencies and major functions look like on a flow chart that identifies key decision matters and alternative outcomes?

- Explore strategies for improvement and begin the process of an environmental scan. Who are all of the persons/agencies that have significant input into these decisions?
- Elicit opinions about where leadership exists and what are the sources of initiatives for change. Who are all of the persons/agencies that have significant input into these decisions? Who or what is needed for some agency or individual to be the leader of the change process in the system wide management proposal?
- Secure input on the potential change process and change agents. Who has the power or discretion to be involved in finding and making a solution? What are the competing interests of different factions in the system or community regarding the problem?

### **III. What are the desired LSA outcomes?**

An LSA should be viewed as a first step in the process of making a more effective criminal justice system operation. At the completion of the project, the local jurisdiction should be better equipped to:

- 1.) Form a collaborative effort between local jurisdiction agencies that develop an understanding on how an existing criminal justice system is working.
- 2.) Provide a baseline from which to examine the current system and shape a common vision for the future.
- 3.) Develop more purposeful, cost-effective and coordinated systems of sanctions, punishments and community based correctional programs.
- 4.) Provide a system-wide look at use of criminal sanctions for offenders and provide the rationale to adopt a system wide approach to correctional management.
- 5.) Emphasize the importance of the justice system membership and leadership taking an active role in setting policy for the jurisdiction, as a proactive team.
- 6.) Understand the need to engage in strategic planning processes to establish a common Mission, Vision, Values and Action Plans.
- 7.) Recognize the importance of data collection and analysis to improve decision making in the day-to-day management of the agency.
- 8.) Emphasize the importance of incorporating graduated sanctioning options for allocating resources and appropriately screening, assessing and placing offenders.
- 9.) Ensure that community corrections remains community based; clearly rooted in the community's values and reflecting the needs of the jurisdiction.
- 10.) Connect Planning, Analysis and Coordination. Although these terms are sometimes used interchangeably they have different meanings. If there is success in this understanding, then these should also follow:

#### **Objectives**

- Improved analysis of the problems
- Improved communication, cooperation and coordination

- Clarification of overall goals, objectives and priorities
- More effective allocation of resources
- Improved program and services
- Improved capacity and quality of personnel

Activities

- Crime Analysis
- Criminal Justice System analysis
- Community development and involvement
- Productivity Analysis
- Legislative Analysis
- Special Studies
- Database development
- Review of agency budgets
- Program design, development, implementation and evaluation
- Securing and providing Technical Assistance. The local experts must share their knowledge when they have it, and secure help when they need that too.

#### **IV. What are the time commitments and costs?**

The Assessment Team cannot gather the information on its own. An LSA does require the cooperation and participation of all local stakeholders as previously described. The success of the LSA is contingent upon the amount of effort and product the local officials provide to the Assessment Team prior to, during and after an onsite visit. An onsite visit is usually a one week time investment and it requires a hosting agency or hosting individual for the Assessment Team. This host will be the point of contact and will assist in arranging interviews and scheduling times for meetings, tours, equipment and meeting room space. In this particular event, the National Institute of Corrections provided for the expenses related to the LSA, covering the time, travel, air and ground transportation and per diem and fee expenses for the Assessment Team as well as the costs of report writing, report reproduction and distribution.

The Assessment Team will ask for data in aggregated formats prior to the on site visit. This preliminary data allows for further exploration of issues while on site. Typically, the local jurisdiction can reduce time needed for the Assessment Team by providing timely, accurate and detailed information as requested by Team Members. An LSA can usually be completed within about 60 days, from the time the advance data request has been initiated to the time of the final report. Costs for each project are dependent upon the amount of time required for the Assessment Team to prepare, travel to and from the site location, and then continue their analysis work off site, and then to complete the final written report.

Each jurisdiction will have unique needs and challenges. In many cases, the LSA is just the first step of a three phase project. The second phase is often times the coordination and organization of a Local Criminal Justice Coordinating Council (CJCC) and the third step is the development of a Strategic Plan for the CJCC and local jurisdiction. These are comprehensive processes onto themselves, and there are descriptions of these projects available for future planning efforts and information needs, if requested.

# Appendix B

## Information Collection Request

### I. List of persons interviewed

- A. Sheriff Rick Lincoln
- B. Jail Administrator Lt. Craig Eberhart
- C. Board of Supervisors members Grant Wilke, Dennis Starling, and Jill Davisson
- D. District Court Judges David Sivright, Gary McKenrick, and Charlie Pelton
- E. Associate District Judge Arlen Van Zee
- F. Police Chiefs Bob Houzenga, Gene Ellis, and Brain Guy
- G. Police Supervisory Staff of Captains Captain "Chuck" Charles Witt, Commander of Services Division, Mike Gertson, Operations Division Captain and Randy Meyer Criminal Investigations
- H. Public Defender Bruce Ingham
- I. Defense Attorneys David Zimmerman and Jack Wolf
- J. County Attorney Mike Wolf
- K. County Attorney Office Manager Lisa Abbott
- L. Department of Correctional Services, Probation/Parole Staff Tim McClimon
- M. Local Ministry and Community Support, Ertha Davis
- N. Sharon Hege New Directions Deputy Director of the Substance Abuse Program
- O. Lt. Dan Birdsley, Sheriff Department Criminal Investigations
- P. Clerk of Court Karen Huff
- Q. Behavioral Mental Health
- R. Various Jail and Sheriff Department Staff,

### II. Criminal Justice System Questions

- A. Is there some form of Criminal Justice System Management Committee(s)?  
If yes, please describe who is on the committee(s), how often they meet, and describe their mission(s)?
- B. Are there recent laws that have been passed by the state legislature that you believe will have a significant impact on the local criminal justice system?
- C. Do victim laws have an impact on the court case flow or the decisions made by any of the primary criminal justice system actors?
- D. Do you have a copy of the relevant bail laws, state court rules, or any relevant administrative orders of the local court? If "yes", please make copies available.

- E. What are the local laws regarding the “waiving” of juveniles to the adult court? Has this been an issue within your jurisdiction? Do you house juveniles in the jail? If so, under what circumstances?
- F. Information Systems  
Please describe the information systems that are used for different agencies.
  - 1. Is there a “CJIS” or central criminal justice information system shared by many agencies? If “yes”, then which agencies share the system?
  - 2. Please provide a brief description of the following: age, kind of computer system (mainframe, pc, etc) and software in which the system is written.
    - a. Jail information system,
    - b. Police systems for the major police departments,
    - c. Court system,
    - d. Prosecutor system,
    - e. Defense system,
    - f. Any kind of local court services, pretrial services, or community corrections,
    - g. Parole and/or probation system,
    - h. What other automated criminal justice systems are there in the jurisdiction?

### **III. Information Collection for Particular Agencies**

#### **A. Court Questions:**

##### **1. General Questions**

- a. Do the Court Administrator and/or Clerk have caseload and case flow information?
- b. Are there any differentiated case management processes? For example, is there a special case track for incarcerated defendants? Defendants charged with drug cases?
- c. Similar to differentiated case management, are there any specialty courts? Drug court, domestic violence court, or others?
- d. Who sets the dockets?
- e. What kind of calendaring system is used?
- f. Does the state supreme court set any case management guidelines (rules)?
- g. Does the local court?
- h. Is there a formal or informal case continuance policy?
- i. Are there any institutionalized processes or rules by which the court assists the prosecution and defense to negotiate appropriate cases more expeditiously?

##### **2. Data to collect**

- a. Caseload Data by Case type -- to the greatest degree possible – such as by charge. Several years of data would be great for comparison purposes and to identify trends.
  - 1) Number of cases filed – by type,

- Number/percentage of cases begun but not filed,
  - Number/percentage of dismissals,
  - Number/percentage of charges reduced prior to filing.
- 2) Number of cases disposed by different methods (trial, non-trial, diversion, dismissal, etc.)
  - 3) Number of cases pending
  - 4) Age of pending caseload
  - 5) Is there information indicating the number/percentage of cases that are disposed of by timeframe? For example:
    - Number of cases disposed with average and median times by disposition event,
    - Number of cases disposed that were less than three months old,
    - Number of cases disposed that were less than six months old,
      - Number of case disposed that were less than 12 months old,
      - Number of cases disposed that were less than 24 months old,
      - Number of cases disposed that were less than 36 months old,
      - Number of cases disposed that were more than 36 months old.
- b. Other Case flow Data: Average and median times to and between each court event(s). Is information available to track the average and/or median time between the normal court events?
- 1) Arrest to initial appearance
  - 2) Arrest to the next appearance after the initial bond appearance
  - 3) Arrest to filing or preliminary hearing - whatever is the most common method of binding over felony cases.
  - 4) Filing to plea
  - 5) Filing to trial
  - 6) Plea to sentencing
  - 7) Trial to sentencing

## **B. Prosecutor**

### **1. General Questions**

- a. Does the office set explicit prosecution standards? What level of sufficiency is required to file a case? For example, does a case have to meet just probable cause, or information must strong enough to meet a preliminary hearing, or even go to trial as charged?
- b. How are cases screened?
- c. How are cases assigned?
- d. Does the office review requests for arrest warrants?
- e. What is the caseload per attorney?
- f. Are caseloads weighted by kind of case other than misdemeanor and felony?
- g. Is there any office policy concerning continuances?
- h. Is there a negotiation policy/process? Are there any institutional processes in which the court, prosecutor and defense review cases in order to expedite normal plea negotiations?

## **2. Data Questions**

- a. Number of cases received for screening
- b. Number/percentage of cases:
  - 1) Misdemeanors and (separately) felonies not filed, or diverted,
  - 2) Misdemeanors and (separately) felonies filed, or diverted,
  - 3) misdemeanor dispositions: plea, non-jury trial, jury trial, dismissed, diversions and total convicted,
  - 4) original felony dispositions prior to being bound over to district court – dismissals and pleas, diversions,
  - 5) felony dispositions after being bound over to district court – dismissals, pleas, jury trial, non-jury trial, diversions and total convictions.
  - 6) How many attorneys are there? Non-attorney staff?

## **C. Defense**

### **General Questions**

- a. Is there a public defender's office?
- b. How is indigence determined?
- c. How much time does it take the defense counsel to be appointed?
- d. How are cases screened and assigned?
- e. How soon is the incarcerated client seen? Are there explicit guidelines?
- f. What percentage of the caseload is incarcerated at time of appointment?
- g. How long does it take to arrange a bond review hearing?
- h. What is the office caseload for the County?
- i. What is the caseload per attorney?
- j. How many attorneys are there?
- k. How many non-attorney staff is in the office?
- l. Are there any institutional processes in which the court, prosecutor and defense review cases in order to expedite normal plea negotiations?
- m. How is discovery handled?
- n. Is the public defender involved in some form(s) of criminal justice system management group(s)?

## **D. Jail**

### **1. General Questions already included on NIC application.**

### **2. Data and Information**

- a. A recent snapshot of the jail population with as much detail as is practical. The number and percentage of inmates in local facilities by:
  - Legal status and case type: pretrial (traffic, misdemeanor and felonies); awaiting sentence, (traffic, misdemeanor and felony); sentenced (same); holds for other agencies, holds for other jurisdictions, etc.
  - By charge,
  - By sex,
  - By arresting agency and case type if available.
- b. Exit information relating to average length of stay (ALOS). An example would be a sampling of exit information on all inmates leaving the facility during a certain

period, e.g., a month, six months or a year, or longer if available. It might include the following information;

- 1) ALOS by several categories
  - a) legal status (pretrial, sentenced local and state, out of county holds,
  - b) Charge level ("a" above by traffic, misdemeanor, and felony)
  - c) Charge (by pretrial, sentenced, other)
  - d) Arresting agency
  
- 2) method of release -- if pretrial release identify the kind of bond by level of charge,
  - a) personal recognizance,
  - b) other non-financial release
  - c) cash bond,
  - d) surety bond,
  - e) property bond,
  - f) other bond.
  
- 3) Most serious charge,
- 4) arresting agency,
  - Average length of stay and average daily population
  - by arresting agency
  - by charge
  - by kind of release
  
- 5) Percentages of total population released in the following increments (or similar) % of total release sample that are released within 12 hours, 24 hours, 48 hours, 72 hours, 7 days, 14 days, 30 days, 30+ days – of booking.
  - a) By legal status and level of charge
  - b) By kind of release
  - c) By arresting agency
  
- 6) Booking Information – Information on inmates entering the facility.
  - a) Total booking information for a particular time period
  - b) Average daily booking
  - c) By legal status and level of charge
  - d) By sex
  - e.) By legal status
  - f.) By arresting agency

## **E. Police**

### **1. General Questions for Each Agency**

- a. Are there explicit arrest standards?
- b. Do officers have the authority to issue misdemeanor and/or felony summonses in some cases?
- c. Are there jail alternatives provided for officers dealing with public inebriates

- d. Are there jail alternatives provided for officers dealing with people' mental health problems?

**2. Data to Collect**

- a. Arrest information: Citations and arrests by charge over the past few years.
- b. Have there been any policy or law changes that have affected the number or kinds of arrests?
- c. What is the average length of time it takes to book a prisoner into the jail?

**F. Probation and Community Corrections**

**1. General Questions**

Almost all of these questions (excepting PSI questions) can be used for most community supervision programs.

**2. Data to Collect**

- a. Average daily caseload for program?
- b. Average daily caseload per officer/counselor for the officer?
- c. Are caseloads weighted by kind of case?
- d. Percentage of success and failure?
- e. Percent of failures for technical violations?
- f. Percent of failure for new arrests while under supervision?
- g. Percent of Violations served with summons v. arrests?
- h. Percent of cases in which jail was part of the sentence?
- i. Average number of PSI's ordered?
- j. Percent of all PSI's completed that are for incarcerated defendants/offenders?
- k. What is the average length of time it takes to complete a PSI?

**G. Community Supervision Programs**

Please list all community programs.

**H. Alternative Programs**

Please list all "alternative" programs that may or may not be considered in the community.

## Appendix C

### Assessment Checklist Instrument for the inspection of the Physical Plant of the Jail

Local System Assessment of the Clinton County Jail  
January 14-16, 2008

### ***Facility Assessment Checklist***

This Facility Assessment Checklist is intended for use by technical resource providers as a guide when conducting jail and justice system assessments or facility assessments for the National Institute of Corrections. It provides areas included in most detention facilities that should be evaluated as part of the assessment.

#### ***Basic Facility Information***

Facility name: Clinton County Jail, Clinton, Iowa  
Year built: 1969

Number and dates of additions/renovations and locations impacted: 1

Renovation in 1994 to add 8 additional work release beds later reduced to 6 work release beds in 2004 due to space concerns.

\_\_\_\_\_

Population at time of assessment:

\_\_\_\_\_ Felons      \_\_\_\_\_ Civil      \_\_\_\_\_ Misdemeanors

\_\_\_\_\_ Pre-trial      \_\_\_\_\_ Sentenced      \_\_\_\_\_ Holding < 72 Hrs.

\_\_\_\_\_ General      \_\_\_\_\_ Total

Rated design capacity: 44      Operational capacity: 44

Date of last jail inspection by a governmental agency: March 12, 2007

Conducted by: Iowa Jail Standards Commission

Jail established by what authority: Clinton County Sheriff

## Central Control

Ideally monitors and controls all building communications, safety, and security systems.

A. Are there any deficiencies or problems with respect to the functional space? **Yes**

**The location serves multiple functions, is not secure, and is accessible to inmates, in a location through which all movement in/out of the facility occurs. Functions include intake/booking/release, transports, fingerprinting, televised court arraignments, inmate photos, counseling, some attorney/inmate meetings, and limited CCTV coverage for 5 holding/segregation cells, daily processing of all inmates, key control, and facility security control. All of this takes place at a "desk" that is not secured and has no sally port security.**

B. Do functional/operating deficiencies or problems exist as a result of inadequate or inappropriate space? **Yes**

**Space is a major concern. All activities are crowded into a small area with an elevated desk and a small multi-purpose room in which a variety of activities occur as referenced above.**

C. Is security compromised because of space deficiencies or problems? **Yes**

**There are serious security concerns due to the lay-out of this area, the lack of any physical security/barriers between control and inmates and the number and type of staff and inmates who move through this area on a regular basis.**

D. What is the role of central control? *(Check all that apply.)*

Security systems operation.	<b>x</b>
___ Supervising visiting.	<b>x</b>
Lobby reception.	<b>x (In comb. with cent. dispatch)</b>
Receiving packages or mail.	<b>x</b>
Housing area surveillance.	<b>x</b>
Combined with dispatch function.	<b>x</b>
Record keeping.	<b>x</b>
Answering outside phone calls.	<b>x</b>
Other: Intake/Booking	<b>x</b>

E. If there is not a central control, how many control stations are there? **None.**

What do they control? **None**

Who staffs the control stations? **N.A.**

F. Can central control assume control of the entire facility if necessary? **No**

Are there override capabilities? **No**

G. Are all openings into central control secure? **No**

H. Are all power, communication, and computer lines outside central control secured?  
**No**

I. Is there effective visual observation of areas where monitoring by central control is desired?  
**No**

J. How are certain areas viewed by central control?

Intake: Direct observation. **Yes**  
CCTV monitors. **No**  
Not viewed.

Inmate Housing: Direct observation. **No**  
CCTV monitors. **(Only in 4 "tanks" and 1 male seg. Cell)**  
Not viewed. **No monitoring in housing units**

Corridors: Direct observation. **No**  
CCTV monitors. **Limited to fixed cameras**  
Not viewed.

Other Areas: Direct observation: **Yes**.  
CCTV monitors: **Limited as above**.  
Not viewed: **Most is not viewed by CCTV**.

K. Are CCTV cameras and monitors used to take the place of direct observation by staff in any areas? **Yes CCTV is very limited and is only located in 5 holding tanks, limited hallway coverage and, limited coverage of the sally ports. CCTV coverage is totally inadequate for the safe and secure operations of the facility.**

L. Are views into central control controlled? **No**

M. Is central control laid out efficiently? **No**

N. Is central control laid out so ergonomics are taken into consideration? **No**

O. Does the central control environment have features to reduce stress and fatigue?  
*(Check all that apply.)*

Sound absorbing materials. **No**

Efficient layout and appropriately sized.		<b>No</b>
Adjustable temperature and ventilation.	<b>Inefficient</b>	
Integrated electronics.	<b>No</b>	
Adjustable lighting.	<b>No</b>	
Appropriate lighting.	<b>No</b>	
Natural light.	<b>Limited</b>	
Toilet and sink available internally.	<b>No</b>	

P. If staffed by civilian employees, is central control designed to accommodate persons with mobility disabilities? **No**

Q. Are all key areas of the facility provided with ease of communication within central control? *(Check all that apply)*

Telephone or intercom.	<b>No, limited intercom capability</b>
Portable radio system.	<b>Yes</b>
Computer.	<b>Yes</b>

R. Have proper fire safety provisions been made within central control? *(Check all that apply.)*

Fire suppression system that minimizes equipment damage.	<b>No</b>
Fire and smoke enunciation panels.	<b>No</b>
Fire extinguisher.	<b>Yes</b>
Smoke evacuation or smoke blocking capability.	<b>No</b>

S. Do the fire suppression systems monitored in central control provide coverage for the entire facility? **No. There are no sprinkler systems**

If not, what areas are not covered? **None**

If so, were the systems installed as part of the original building construction or were they added later, with exposed piping and conduit? **All systems were installed by the original contractor**

Comments:

There are smoke and fire detectors but no sprinkler systems.

## ***Intake and Release***

Receiving and processing of incoming arrestees or inmates, and releasing of outgoing inmates.

Are there any deficiencies or problems with respect to the functional space?

Yes If so, what? Space is crowded, inefficient and poorly designed for the purpose of processing inmates.

Do Functional/operating deficiencies or problems exist as a result of inadequate or inappropriate space? **Yes** If so, what? There is no physical security and all intake/booking operations take place in the same area in which inmates are processed for routine jail business.

Is security compromised because of space deficiencies or problems? **Yes**

If so, how? Defendants and inmates are allowed in common areas. Movement of defendants from the vehicle sally port is through crowd hallways, with numerous blind spots, small, antiquated elevator must be used to transport to 2<sup>nd</sup> floor for booking

Is the intake/release area in an effective location? **No**  
(Check all that apply)

Within secure perimeter.	<b>Yes</b>
Adjacent to a controlled entrance.	<b>No</b>
Near the public lobby.	<b>No</b>
Near medical examination area.	<b>No</b>
Near visiting.	<b>Close</b>
Near cells for mentally disturbed/intoxicated.	<b>Yes</b>
Near laundry area.	<b>No</b>
Near interview rooms and offices of personnel involved in pre-trial screening	<b>Yes.</b>

E. Does the arrangement of intake/release spaces complement inmate and staff flow? **No**

F. Is there proper separation between the intake and release function? **No**

G. Does the intake/release environment help reduce tensions and create a calm, orderly, and secure intake process? **No**

H. Is there close security and control for the intake/release function? **No**

- I. Is there a secure protected vehicle entry? **Yes** (Check all that apply.)
- |   |  |
|---|--|
| Sufficient floor area                     | <b>Yes, however only one bay is in use</b> |
| Direct monitoring.                        | <b>CCTV – fixed cameras</b>                |
| Protection from elements.                 | <b>Yes</b>                                 |
| Operational vehicle entry and exit doors. | <b>Yes</b>                                 |
- Does the vehicle entry also serve as a delivery point? **Yes**
- J. Is there a secure pedestrian entry vestibule? **No**
- Are there pre-booking functions? **No**
- Is there a desire to limit arresting officer access? **No**
- K. Do sobriety testing areas limit arresting officer contact with other arrestees and create easy access to necessary equipment? **No**
- L. Are the booking, fingerprinting, and photographing areas individually identified and have adequate space? **No**
- M. Are there sufficient, secure single-occupancy holding cells/facilities? **No**
- N. Is there secure waiting space for court staging and other transport? **No**  
Is this area separate and distinct from intake functions, eliminating cross-traffic contamination and mixing of inmates and arrestees? **No**
- O. Is there an open waiting area for cooperative and non-combative arrestees awaiting booking or release via bonding or other pretrial measures? **Yes**
- P. Is there a sobering cell available in the booking area? **Yes**
- Q. How are combative arrestees handled? (Check all that apply.)
- |                               |            |
|-------------------------------|------------|
| Restraint chair.              | <b>Yes</b> |
| Restrained in a holding cell. | <b>No</b>  |
| Safety (padded) cell.         | <b>No</b>  |
| Taken to another area.        | <b>No</b>  |
- R. If there is a safety (padded) cell used, is clean and free of damage? **N.A.**
- Is the use of this area controlled by policy and facility administration?  
**Yes. However the cell is not safety padded.**
- S. Are there areas where confidential conversations can be held with arrestees to ask classification, medical, and suicide screening questions? **Yes, Very limited space**

T. Is there adequate telephone access to allow arrestees access to lawyers and bond persons? **Yes**

U. Are there facilities to allow the inmate to shower and change clothing? **Yes**

V. Does the shower and change area have proper storage, receipt, and issue capabilities?

**No**

W. Is the inmate property area secure, with limited staff access and no inmate access?

**No**

X. Are inmate valuables stored in a vault, with limited staff access and no inmate access? **Yes**

Y. Is inmate money placed in a secure location and credited to the individual inmate's account? **Yes**

Z. How is inmate property stored? *(Check all that apply below.)*

Hanging on racks. **Yes**

Each item is accounted for. **Yes**

Placed in garbage bags/bins. **Yes. Individual hanging containers**

Stored in individual lockers. **No**

Comments:

**Property storage is placed in a dedicated room that was not secured at the time of the on-site visit.**

### ***Housing Units: General Population***

Managing the individual security, sleeping, hygiene, privacy, and routine social needs of the general inmate population.

A. Are there any deficiencies or problems with respect to the functional space?

**Yes** If so, what? **Housing units are not monitored by CCTV; antiquated intercom system; poorly designed for direct supervision with blind spots throughout; barred cell fronts with no electronic closures; all cells are keyed with a central gang release for each cell block; no opportunity for offenders who are being bulldogged to escape to the locked security of their cells; little or no day room activity. Showers often are**

**dysfunctional due to problems with the plumbing causing flooding of cells and day rooms.**

B. Do functional/operating deficiencies or problems exist as a result of inadequate or inappropriate space? **Yes** If so, what? The design of the facility is not conducive to effective supervision or for the space requirements for programming

---

Is security compromised because of space deficiencies or problems?

**Yes** If so, how? **The lack of space compounds what are serious problems with security during staff supervision, inmate movement and in-cell activity.**

What are the housing unit activities? (Check all that apply.)

Sleeping	<b>Yes</b>
Programs.	<b>No</b>
Reading.	<b>Yes</b>
Phone calling.	<b>Yes</b>
Watching TV.	<b>Yes</b>
Organized games.	<b>No</b>
Recreation.	<b>Very limited with little equipment</b>
Cleaning.	<b>Yes</b>

Are most inmate activities conducted in the unit? **Yes**

(Check all that apply.)

Educational programs.	<b>No</b>
Commissary.	<b>Yes</b>
Recreation.	<b>Yes, limited</b>
Interviews.	<b>Yes</b>
Medication pass.	<b>Yes</b>
Visiting.	<b>Yes, in non-contact visiting rooms</b>
Sick call triage.	<b>No</b>
Food service.	<b>Yes</b>
Sick call.	<b>No</b>

How is movement outside the housing units controlled? (Check all that apply.)

All inmates are escorted.	<b>Yes</b>	
Inmate workers do not require an escort, but all others do.	<b>Trustees</b>	<b>not</b>
<b>allowed on Cell</b>		
	<b>Blocks w/o supervision</b>	
Inmates are not escorted.	<b>No</b>	

Does the arrangement of housing unit spaces facilitate control and movement?

**No** (Check all that apply.)

Check

Adequate railings on stairs/mezzanines.	<b>No</b>
No blind spots/sight lines from anywhere in the unit.	<b>No</b>
Wide enough walkways.	<b>No</b>
Able to see all tiers easily, even if two tiered.	<b>No</b>
Security Sally port into the unit.	<b>No</b>
Open/perforated risers behind stairs.	<b>N.A.</b>
Emergency egress easily accessible .	<b>No</b>

Does the design serve to protect individual inmates from violence, assault, and exploitation by other inmates? **No**

Does the design foster the physical safety of staff? **No**  
(Check all that apply.)

Direct supervision with backup systems procedures.	<b>No</b>
Secured staff partitions if indirect.	<b>No</b>
Able to contact central control easily.	<b>No</b>
Central control has visual observation capability.	<b>No</b>
Locking system very functional.	
The design encourages the active and continuous supervision of inmates.	<b>No</b>

Are basic environmental needs accommodated? **No**  
(Check all that apply.)

Sound mitigation measures.	<b>No</b>
Natural light.	<b>No</b>
Air exchange .	<b>Problematic</b>
Temperature controls (heating and a/c).	<b>Problematic</b>

Is fire safety equipment readily accessible or available? **No**  
(Check all that apply.)

Smoke evacuation.	<b>No</b>
Suppression system (sprinklers, halon etc.).	<b>None</b>
Smoke detection.	<b>Yes</b>
Air packs.	<b>No- In locked area</b>
Fire extinguishers.	<b>Yes</b>

Does the location of plumbing fixtures conform to the operation of the unit?  
**Yes**

Are plumbing problems/situations easily accommodated? **No**

*(Check all that apply.)*

Floor drains outside cells	Yes
Shut-off valves easily accessible.	Yes
Pipe chase location.	Difficult to access
Electronic plumbing controls.	No

**There are serious plumbing problems throughout the facility with frequent flooding of the jail which then leaks through the ceiling into the 1<sup>st</sup> floor of the Sheriff's office. Maintenance staff work on these problems on a daily basis and do an excellent job of trying to keep up with an untenable situation.**

Cell size is adequate, given the number of inmates in each and the number of hours they are required to be in their cells? **Yes**

Cells meet state or national standards for the occupancy level? **Yes**

Cells are safe, secure, and clean? *(Check all that apply.)*

Glass/polycarbonate	No
Securely fastened equipment/hardware	Yes
Exterior wall	No
Sturdy, vandal-resistant furnishings	Yes
Vent size/security grill	Yes
Excessive joints and crevasses	No
Exposed conduit in the cell	Yes
Clean	Yes

**Given the age and design of the facility it is clean, freshly painted, no graffiti or markings on the walls, and well maintained. It is difficult to maintain that the cells are "safe" due to the poor design and the problems that are inherent therein. The staff are diligent in every aspect of the operations to try to make the environment as safe and secure as possible.**

Do cell observation opportunities correspond to security needs? **No**

Are there cells equipped to meet ADA needs for inmates with mobility, visual, or hearing disabilities? **No**

Is the dayroom equipped to meet ADA needs for inmates with mobility, visual, or hearing disabilities? **No**

Is the dayroom safe, secure, and clean? **Yes/ No**

**The dayrooms are clean and secure but from a security perspective they are problematic. There is no CCTV monitoring and the intercom systems are antiquated. The poor design of the facility creates supervision, safety and security problems in the event that there are any problems in the cell blocks/dayrooms. Given the design of this facility, it would be impossible to improve the security short of hiring staff to provide 24/7 coverage on every cell block which would be so cost prohibitive that this solution is not really fiscally feasible.**

Are dayrooms located to ensure ease of inmate access and to preserve separation capabilities?  
No

Are staff control posts configured and located to support the inmate supervision style used?  
No

Are housing unit control responsibilities in sync with central control? **Yes, to the extent possible given the nature of the facility and the limited**

If housing unit controls are located in the dayroom (e.g., direct supervision units), can they be secured so inmates cannot use them while the officer is away from the desk?  
N.A.

Are staff control posts provided with proper communication capabilities?

**Staff have radio communications and a contract is supposed to be issued to install a system to record inmate count that will also have a “man down” capability. Providing staff with cell phones would be an additional improvement to the current situation**

Have adequate showering areas been provided for each housing unit? No  
(Check all that apply.)

Drying and dressing area.	No
Privacy and observation.	No
Ventilation.	No

Is there adequate storage adjacent to or within the area? No  
(Check all that apply.)

Janitor closet in the area.	No
Adequate spaces/rooms to facilitate program services.	No

Comments:

**Storage is very limited with files and other materials stored throughout the building and in garage space. Security and safety equipment is stored in small**

locked closets that is not adequate or easily accessible in the event of any emergency. Food storage is totally inadequate in a small hallway not designed for this purpose. Storage of laundry soap and cleaning supplies in the laundry is not secure. In short, the entire facility lacks sufficient storage to meet the most minimal needs of the jail.

## Housing Units: Special Management

Managing the individual security, sleeping, hygiene, privacy, and unique care needs of special inmate groups (such as those in disciplinary detention, administrative segregation, protective custody, or those who require mental health or serious medical intervention, and juveniles remanded as adults) and, also, those who regularly leave and return to the facility environment (work release or periodic confinement inmates).

A. Are there any deficiencies or problems with respect to the functional space?

**Yes** If so, what? Inmates with mental health needs are housed in one of the “tanks” that has CCTV monitoring and limited observation from the desk officer in the Intake/Operations office. This cell has no padding on the walls/floor and is not suitable for housing these types of inmates. The single segregation cell is adjacent to Cell Blocks #1 and #4 facing a catwalk. This cell can only be used for adult males and does not provide adequate separation from the general housing for troublesome inmates who are apt to be very loud and disruptive. There are no special management or segregation options for female inmates other than to use one of 4 tanks that are not designed or suitable for this purpose.

B. Do functional/operating deficiencies or problems exist as a result of inadequate or inappropriate space? **Yes**

C. Is security compromised because of space deficiencies or problems?

**Yes** If so, how? There is no adequate way to provide the level of supervision appropriate for inmates with mental health problems and/or a single inmate in the segregation cell. In the event of an emergency there is not enough staff available on 3<sup>rd</sup> shift to address emergencies that may occur in either of these areas.

D. Is the use of protective custody housing flexible (e.g., swing units)? **No**

E. Are protective custody areas appropriately separated from other housing units in the facility? **No**

F. Are there units separated within the protective custody areas? **No**

G. In all special management areas are there cells equipped to meet ADA needs for inmates with mobility, visual, or hearing disabilities? **No**

H. In all special management areas are the dayrooms equipped to meet ADA needs for inmates with mobility, visual, or hearing disabilities? **No**

I. In all special management areas, are the cell sizes adequate, given the number of inmates in each and the number of hours they are required to be in their cells?  
**No**

Do the cells meet state or national standards for the occupancy level?  
**No**

J. Do medical isolation facilities accommodate the medical and personal needs of the inmate? **N.A. There are no medical isolation facilities.**

K. Does the location of medical isolation cells contribute to the easy delivery of medical services by health care staff? **No**

Does the location of medical isolation cells contribute to the observation and supervision needs of security staff? **No**

L. Are there negative air pressure cells available for housing inmates with airborne communicable diseases? **No**

M. Are disciplinary detention areas designated to accommodate both the security risks posed by the inmate and the punitive aspects of placing an inmate in disciplinary detention? **No**

N. Does the disciplinary detention area allow for constant observation? **No**

O. Are disciplinary detention cells separated from other housing areas? **No**

P. Are the special needs of suicidal, mentally ill, or intoxicated inmates accommodated by the design of the housing facilities? **No**

Q. Does the location of the cells housing suicidal, intoxicated, or mentally ill inmates allow for constant observation by staff? **No.**

R. Are the basic living and security needs of work release or periodic inmates accommodated? **Yes**

S. Are inmate worker facilities properly located for the jobs they perform in the facility?  
**Yes**

T. Are the housing areas for the work release or periodic confinement inmates separate from those of inmates housed in the main population? **Yes**

U. Are the units and cells clean in all special management areas? **Yes**

Comments:

**The entire jail is clean and well maintained in spite of the many problems with the design, plumbing failures, lighting/electrical problems and constant water overflow and sewage issues. Staff and trustees do a remarkable job of keeping the facility clean.**

### ***Health Care Provision and Facilities***

Accommodates the health care needs of inmates, including medical and dental exams, testing, medication distribution, etc.

A. Are there any deficiencies or problems with respect to the functional space?

Yes If so, what? **There are no provisions for health care or examinations in the jail.**

B. Do functional/operating deficiencies or problems exist as a result of inadequate or inappropriate space? **Yes**

C. Is security compromised because of space deficiencies or problems?

Yes If so, how? **All inmates must be transported to local medical facilities in the community for health care.**

D. Are examination rooms located at a point within the facility that complements safety, security, and service delivery needs? **None are available**

E. Is the security of medical personnel in examination areas assured? **N.A.**

F. Is visual surveillance adequate throughout the unit? **N.A.**

G. Are equipment and supplies secured? **N.A.**

H. Are there adequate two-way communications between the examination area and full-time staff posts? **N.A.**

I. Are basic environmental needs accommodated? **N.A.**



## **Visiting**

Accommodates individual and group contact (and non-contact) visitation between inmates and personal or professional visitors.

A. Are there any deficiencies or problems with respect to the functional space?

**Yes** If so, what? All visitors must walk up a stairway to access visiting. It there is an impaired visitor that requires ADA access; they must be escorted into the secure perimeter, onto a small elevator through the interior of the jail into the visitors side of the visiting rooms.

B. Do functional/operating deficiencies or problems exist as a result of inadequate or inappropriate space? Yes If so, what? See above.

C. Does scheduling accommodate all visiting? **Yes**

Professional visitors (attorneys, clergy, etc.).

Personal visitors (family, friends, etc.).

Inmates.

D. How is visiting accommodated?

Which staff member supervises professional visits? Correctional Officers

Which staff member supervises personal visits? Correctional Officers.

Are visiting areas for professional visitors and personal visitors in different areas?

**Yes**

Are professional visits contact? **Yes**

Are personal visits contact? **No**

Are visiting areas centralized or decentralized? \_\_\_\_\_

How is visiting conducted?

**Non-contact, but face-to-face through glass with handsets.**

E. Are visitation waiting areas appropriately sized? **Yes**

F. Are there enough contact/non-contact visiting stations? **No**

G. Are security needs accommodated? **No**

(Check all that apply.)

Metal detection.	<b>No</b>	
Locked storage space.	<b>Yes</b>	
Search inmates/visitors.	<b>Inmates – yes</b>	<b>Visitors - no</b>

I. Is the integrity and quality of the visit accommodated by the design? **Yes**

(Check all that apply.)

Clear communication.	<b>Yes</b>	
Individual visiting booths.	<b>Yes</b>	
Ventilation.	<b>No</b>	
Handsets where there are no individual booths.		<b>Yes</b>
Acoustic treatment.	<b>No</b>	
Enough handsets for the visitors allowed.	<b>Yes</b>	
Vision.	<b>Yes</b>	

J. Have accommodations been provided for confidential visits by attorneys and clergy?  
**Yes**

K. Have accommodations been made for inmates and visitors with disabilities? **Yes,**  
**however visitors must be escorted into the secure perimeter which results in security and supervision problems.**

### ***Indoor and Outdoor Recreation***

Accommodates the physical exercise needs of inmates, in an indoor or outdoor setting, and the storage of necessary support equipment.

A. Are there any deficiencies or problems with respect to the functional space?

**Yes** If so, what? **Indoor recreation takes place in a small corridor that has no equipment other than a shelf of books. Outdoor recreation takes places in an area that requires escort through a complicated series of corridors, an elevator and through the vehicle sally port. There is no equipment in the outdoor recreation area so it serves largely as an opportunity to get fresh air when the weather permits. Inmates are offered access to the recreation areas twice per week.**

B. Do functional/operating deficiencies or problems exist as a result of inadequate or inappropriate space? **Yes** If so, what? **There is no real opportunity for large muscle exercise with any equipment. The only option during inclement weather is for access to the small indoor recreation room with no equipment.**

- C. Is security compromised because of space deficiencies or problems?  
**Yes** If so, how? **The facilities are not constructed to provide for adequate supervision with existing staff levels.**
- D. Can the areas be supervised? **No. Perhaps if extensive staff increase were to be authorized which is not fiscally feasible.**
- Visually by a staff member. **Yes**  
 Remotely via CCTV. **Yes**
- E. Is the recreation equipment storage adequate? **No. There is no recreation equipment.**
- F. Are toilet facilities and a drinking fountain accessible to inmates utilizing the exercise area? **No**
- G. Recreation staff are: **Agency employed.**
- H. Is office space provided for recreation staff? **No There is no dedicated rec. staff.**
- I. Recreation areas are the following:  
**Indoors, small and limited use or utility**  
**Outdoors. Enclosed fenced area on the perimeter of the jail.**
- J. Indoor recreation areas are: **Centralized.**
- K. Outdoor recreation areas: **Centralized.**
- L. If centralized, how are inmates taken to the recreation areas? **By staff escort**
- M. If centralized, how often do inmates get to use the recreation areas? **2 times per week.**
- N. Are sound mitigation measures (acoustical considerations) in place in indoor recreation areas? **No**
- O. Can the facility accommodate for cold/inclement weather use of outdoor exercise areas? **No**

Comments:

Recreation needs of the inmates can be enhanced at little cost for minimal equipment that will provide for large muscle exercise. Procedures for increased access to indoor and outdoor recreation, even with the limited accommodations available, should be implemented to ensure more use and access on a more frequent basis.

### **Programs**

There are essentially no programs available for inmates in the jail. The only exceptions are A.A. and N.A. groups offered on Sunday evenings by volunteers and access to clergy on request. This section is being excluded from comment for these reasons.

Accommodates mandatory and optional needs or wants in such areas as education, counseling, training, library, and religious services.

A. Are there any deficiencies or problems with respect to the functional space?

Yes  No  If so, what? N.A.

\_\_\_\_\_

B. Do functional/operating deficiencies or problems exist as a result of inadequate or inappropriate space? Yes  No  If so, what? N.A.

\_\_\_\_\_

C. Is security compromised because of space deficiencies or problems?

Yes  No  If so, how? N.A.

\_\_\_\_\_

D. Programs area locations are: **N.A.**

E. Does the location and layout of program components accommodate proper supervision or surveillance, effective functioning, and ease of access for public users, visiting instructors, etc.? **No.**

F. Does the environment reinforce and complement the services? **No.**

*(Check all that apply.)*

Visual separation. Acoustic considerations.  
Lighting levels appropriate. Pleasant, comfortable surroundings.

G. Do the program areas provide adequate security? **N.A.**

H. What is the nature of counseling services? How many participate in these services?  
**NA**

I. Is the available space compatible to the needs? **N.A.**

J. Do the counseling spaces meet security needs while maintaining confidentiality?  
**N.A.**

K. Are religious services accommodated? **Yes. Limited access**

L. The library space does the following: *(Check all that apply.)*

**Minimal paper backs.**

Is accessible to inmates. **Yes**

(Inmates are allowed to access it or library services are brought to them.)

M. What programs are offered?

**Substance abuse only through A.A. and N.A..**

**Religious counseling on request.**

### ***Inmate Commissary and Trust Fund***

Allows inmates to purchase items not provided by the facility, and the agency to maintain a trust fund for indigent inmates or other legislated uses.

**Commissary is made available to inmates to order from a pre-approved list of products one day per week. Delivery is made to each inmate by correctional officers upon receipt of the commissary items. Inmate accounts are charged for all items.**

A. Are there any deficiencies or problems with respect to the functionality of the space?

Yes G No G If so, what? N.A.

---

B. Do functional/operating deficiencies or problems exist as a result of inadequate or inappropriate space? Yes G No G If so, what? N.A.

---

C. Is security compromised because of space deficiencies or problems?

Yes G No G If so, how? N.A.

---

D. Is the commissary service contracted out to a vendor or done by agency staff? Yes

E. Can an adequate inventory be maintained? Yes

F. Does commissary function efficiently? Yes

G. Is there sufficient space to store commissary items on-site? No

H. Are the inmate telephone revenues generated by inmate collect calls put in an inmate trust fund? Yes

I. How are commissary funds used? **For inmate goods and services.**

## ***Food Service***

Accommodates the receiving and storage of foods and food supplies; the preparation, delivery, and consumption of meals; and the clean-up after food preparation and meals are completed.

A. Are there any deficiencies or problems with respect to the functional space?

Yes If so, what? **The kitchen has not been renovated since it was constructed in 1969. Space is limited and equipment needs to be replaced with updated units that would greatly enhance and improve the preparation capabilities of all meals.**

B. What degree of food preparation is handled within the facility? **All meals.**

C. Is the location of inmate dining and the method of food delivery adequate?

No

**Inmate dining is held in the units.**

**There is enough seating in the units for each inmate to be seated at one time.**

**Food is placed on trays and taken to the unit.**

E. Does the kitchen area provide adequate design characteristics? **No**

*(Check all that apply.)*

Water fountain.	<b>Available</b>
Ventilation and temperature control.	<b>Inadequate</b>
Non-slip floor.	<b>Yes</b>
Moisture resistant surfaces.	<b>No</b>
Chemical control.	<b>No</b>
Adequate food preparation and storage space.	<b>No</b>
Restroom(s).	<b>Available</b>

If inmates work in the kitchen unsupervised, there is a way for them to get emergency assistance if needed. **Contact C.O.**

G. Are provisions for clean-up and waste handling adequate and separate from food preparation areas? **No.**

H. Is the delivery area necessary for periodic food deliveries a weak point in the security perimeter? **Yes**

Delivery entrance is difficult to access.  
Adequate storage for all deliveries is not available.

I. Does the facility respond to the security needs inherent in using inmate workers?  
Yes /No

**Knives, kitchen tools, and utensils are not daily accounted for.  
Knives are not tethered to the work stations.**

J. Are food service staff and inmate worker dining accommodations part of the food service component? **Yes**

K. What of the following provisions are made for general staff dining?

Staff are served the same food as the inmates. **Yes**  
Staff eat at their posts. **Yes**

L. Are food preparation and storage areas sanitary?

**Food Preparation**  
**Food Storage**

**Yes**

**No, lack of storage space.**

M. Is the kitchen space and construction adequate to support sanitary conditions (e.g., condition of spaces, surfaces, drains, ventilation, etc.)? **No**

N. Is a menu used in the preparation of inmate meals, and is it evaluated by a dietician?

**Yes**

O. Do the meals conform to the state or national standards for dietary content?

**Yes**

P. Are there routine, scheduled inspections by the proper health authority? **Yes**, annually

Date of last inspection: February 2007

### ***Laundry Area and Service***

Receiving, cleaning, storing, and distributing all reusable personal items used in the facility, such as clothing, linens, bedding, and mattresses.

A. Are there any deficiencies or problems with respect to the functional space?

**Yes**

If so, what? **Very small, crowded space with inadequate equipment**

B. Is security compromised because of space deficiencies or problems?

**Yes**

If so, how? **Storage of washing detergents and cleaning compounds is not secure.**

C. What degree of laundry service is handled within the facility? **All inmate uniforms, personal laundry and bedding.**

D. Does the laundry area lend itself to adequate security and appropriate access?

**No**

E. Does the laundry area provide adequate design characteristics? **No**

Ventilation and temperature control.	<b>No</b>	
Chemical control.		<b>No</b>
Water fountain.		<b>No</b>
Safe chemicals storage	<b>No</b>	
Non-slip floors.		<b>No</b>
Eye wash station.		<b>No</b>
Moisture resistant surfaces.	<b>No</b>	
Restroom(s).		<b>Available</b>

If inmates work in the room unsupervised, there is a way for them to get emergency assistance if needed. **Yes**

If inmates are left unsupervised and are locked in, rounds are done in the area to ensure their safety. **Inmates are not left unsupervised or locked in.**

G. Is the size of the laundry area adequate, and is the equipment an appropriate size, given the amount of laundry being done? **No**

H. Are work and equipment areas, supply storage, and dirty and clean item storage adequate? **No**

I. Are blankets exchanged and washed regularly for those inmates who remain in custody over an extended period of time? **Yes**

J. Are mattresses and pillows sanitized each time an inmate is released?  
**No/SometimesYes**

K. How often is clothing exchange done for each inmate? **Twice a week**  
And, what is exchanged? **Uniforms, towels and linens**

## **Administration**

Organizing and managing the daily affairs of the facility.

A. Are there any deficiencies or problems with respect to the functional space?  
Yes If so, what? **Office space is very limited and inadequate.**

B. Do functional/operating deficiencies or problems exist as a result of inadequate or inappropriate space? **Yes**

If so, what? **Some staff are housed in the jail and others have offices downstairs in the law enforcement center. This situation makes it difficult to maintain continuity in the total operation.**

- C. Is security compromised because of space deficiencies or problems?  
**Yes** If so, how? **To the extent that staff are constantly moving in and out of the secure perimeter of the jail without an adequate main control to track movement.**
- D. Is the administration component easily accessible to both the public and inmate occupied areas of the facility? **No**
- E. Are there any space deficiencies? **Yes**
- F. Does the administration location and area allow for linkages to other functional components with which it frequently interacts? **Not easily.**
- H. Does the administrative area meet the needs of the clerical and support staff in its size and equipment requirements? **No**
- |                              |  |
|------------------------------|--|
| Crowded Offices              | <b>Inadequate for the number of staff</b>  |
| Supply storage.              | <b>Inadequate</b>  |
| Inactive record storage.     | <b>Inadequate and not secured in some instances</b>                                      |
| Restroom facilities.         | <b>OK</b>  |
| Copy machines and computers. | <b>OK, but subject to damage from plumbing problems in the jail on the second floor.</b> |
- I. Are current inmate records maintained by administration or is there a records component located in the secure perimeter of the jail? **Maintained by the administration.**
- J. Is the administrator's office convenient to both the security and clerical areas of the facility? **No**
- K. Is conference space adequate? **No**
- L. Is storage for security equipment adequate? **No**
- M. Are policies and procedures current, maintained, and updated as needed?  
**Yes**

Date of last review: **March 13, 2006** Date of last update: **February 2008**

## **Public Areas**

Accommodates public access to the facility and meets their need for information and services.

A. Are there any deficiencies or problems with respect to the functional space?

**Yes** If so, what? **The public access is very limited and is only through the front entrance where the Central Dispatch is located.**

B. Do functional/operating deficiencies or problems exist as a result of inadequate or inappropriate space? **Yes**

C. Is security compromised because of space deficiencies or problems?

**No** If so, how? **N.A.**

D. Does the lobby and reception area properly and effectively accommodate public contact with the facility? **No**

**Size and layout is inadequate for the multiple uses of the lobby.**

**Limited seating for the public.**

**Good view into lobby from Central Dispatch.**

E. Is the lobby open 24 hours a day, 7 days a week? **Yes**

F. The lobby staff station is:

**Staffed by County Law enforcement staff in Central Dispatch in an enclosed area.**

G. Are the means by which packages, clothing, money, and other items are received from the public secure and convenient? **No**

H. The lobby area provides proper support space and equipment. **No**

I. Public restrooms are available. **Yes**

J. There is sufficient parking for the public. **Yes**

K. Are the needs of public members with disabilities are accommodated? **Yes**

If so, how? **Accommodations are made for access by disabled visitors to the jail, however this results in security breaches because these visitors have to**

**enter the secure perimeter of the jail under escort but without having passed through metal detectors.**

L. Are the needs of lobby staff with disabilities accommodated? **Yes**

Comments:

**Public access through the lobby is a function of an antiquated design and not conducive to communication with jail personnel, pat searches, ready and secure access for disabled visitors and staff, and the absence of metal detectors.**

## **Staff Areas**

Accommodates the training, hygiene, fitness, and personal needs of facility staff.

A. Are there any deficiencies or problems with respect to the functional space?

**Yes** If so, what? There are none

---

B. Do functional/operating deficiencies or problems exist as a result of inadequate or inappropriate space? **Yes**

C. Is security compromised because of space deficiencies or problems? **Yes**

D. Are staff areas located outside the secure perimeter of the facility? **No**

E. Is there sufficient staff parking? **Yes** Is it protected? **No**

F. Are locker areas for male and female officers separate? **No**

G. Are locker/shower areas adequate for the number of users, their basic equipment needs, and user traffic. **No**

H. Is there a dedicated staff exercise area with convenient staff access? **No**

I. Are there staff break rooms or areas? **No**

J. Do staff break rooms accommodate the activities, users, and equipment involved?

**N.A.**

J. Are staff training areas adequate? **N.A.**

K. Are shift briefings held? **Yes** Is there a designated area? **Yes, Control Center**

Comments:

**This facility was constructed in 1969 with little thought to the needs of staff. There is currently nothing that the Sheriff can do to accommodate in-house exercise areas, training rooms, protected staff parking and adequate locker**

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rooms and showers. The facility administrator and the Sheriff do the best that they can to meet the needs of staff and inmates given what they have to work with.

## ***Exterior Security***

Accommodates the need for exterior facility security, while keeping in mind the area surrounding the facility.

A. Are there any deficiencies or problems with respect to the methods used?

Yes If so, what? **The exterior is in a community residential/government building area. The main concern is that the vehicle sally port is not secure on the exterior of the building with no fencing or sally port.**

B. Do functional/operating deficiencies or problems exist as a result of inadequate or inappropriate materials or equipment used? No

C. Is security compromised because of other problems? No

D. What type of perimeter security is used? *(Check all that apply.)*

**The exterior of the facility is constructed as a secure perimeter.**

E. Are CCTV cameras, if used, placed appropriately? No

F. If perimeter fencing is used, are gates controlled by central control? N.A

G. Are all entrances in and out of the secure perimeter Sallyports? No

H. Are all entrances in and out of the secure perimeter controlled by central control?

**Yes. Control is shared by Central Dispatch and the Intake/Booking Office**

I. Do staff members, including administration, carry keys that would allow an inmate the ability to leave the facility? Yes/No.

**There are three sets of keys. Jail officers are issued one set each (2) and the other set is kept in the Intake/Booking office but is not secured in a locked key box. There is an issue with keys to operate the elevator. Law enforcement**

officers all have a key to operate the elevator into the secure perimeter. There is no inventory of these keys and it is likely that there are any number of these keys in the possession of persons who were once in law enforcement and have left that employment. It is critical that the elevator access be re-keyed and that an inventory of keys be maintained. It is equally important that local law enforcement officers, other than those in the Sheriff's department, not be issued keys to the elevator, regardless of the inconvenience that this may cause for jail staff to provide them with access to the jail.

### ***Facility and Equipment Maintenance***

Accommodates the staff, equipment, and supplies required to maintain the facility, be responsive to emergencies, and complete timely repairs.

A. Are there any deficiencies or problems with respect to the functional space for maintenance?  
**Yes** **If so, what? The design of the facility did not incorporate any of the desired aspects that would maintenance easier to provide.**

B. Is security compromised because of space deficiencies or problems?  
**Yes** If so, how? **Problems are all related to the design as has been noted in other aspects of this checklist.**

C.. Are the equipment systems in the facility maintained? *(Check all that apply.)*

Locks.	Intercoms.
Telephones.	
HVAC equipment.	Radios.
Plumbing.	Emergency response equipment.
Doors.	Fire extinguishers.
Elevators.	Fire suppression systems/alarms.
Security controls.	.

E. Is there graffiti left in place? **No**

**There was no evidence of graffiti or any damage to the walls, floors or cells. It was remarkable, given the age of the facility, that it was so clean and well maintained.**

F. Is the paint maintained in the facility? **Yes**

G. Are the floors clean and well maintained? **Yes**

- H. Is the facility clean and well maintained? **Yes**
- I. Are the grounds clean and well maintained? **Yes**
- J. Is the planting done with security in mind (e.g., no large trees next to recreation yards, low and open foliage, etc.)? **Yes**
- K. Is space for the maintenance function and storage of their equipment adequate and appropriate? **Yes**
- L. Is it secure? **Yes**
- M. If vehicles are assigned to the facility, are they appropriate for their use?  
**Yes**
- N. If vehicles are used for transportation of inmates, are they properly equipped?  
**Yes**
- O. Are vehicles regularly serviced? **Yes**
- P. If inmates are allowed to use any vehicles (e.g., riding mowers, are they trained before using the equipment)? **N.A.**
- Q. Are inmates used to supplement maintenance staff? **Yes**

If so, how are they used? **Inmate trustees work only under the direct supervision of staff when they are working on any facility maintenance. They are not allowed to work on systems in the cell blocks, tanks or hallways in the facility.**

Comments:

**The maintenance of the jail is provided by the County.**  
**Staff spend at least four hours per day repairing plumbing, electrical systems,**  
**lighting, locks and miscellaneous other deficiencies. It is remarkable**  
**how this**  
**facility appears to the "eye" when there are such serious infrastructure**  
**problems. It is one of the cleanest and best kept facilities of this vintage**  
**that the consultants have observed.**

## **Appendix D**

**Power Point Presentation for January 16, 2008**

**(to be included in printed document)**

## **Appendix E**

**Example Documents for Developing**

**A Criminal Justice Collaborating Council**

**Or**

**Justice Management Council**

## CRIMINAL JUSTICE COORDINATION – WHY?

activities and lists goals and objectives that could be adopted by any CJCC.

### **CJCCs: The Need**

Administration of the justice system is primarily a responsibility of local governments. In many cities and counties, a sentiment is expressed that the system of criminal justice should, and could, work better. Scarce local resources could be allocated more efficiently if city and county law enforcement activities, court practices, and corrections programs were planned and conducted in a coordinated fashion.

This sentiment is especially acute in jurisdictions where jail crowding is a severe or chronic problem. Could improved planning and coordination reverse crowding in correctional institutions and work overload in other justice agencies? Could a system wide, interagency, and intergovernmental CJCC help in this area?

### **CJCCs: The Advantages**

The work of CJCCs can produce many benefits, including better understanding of crime and criminal justice problems, greater cooperation among agencies and units of local government, clearer objectives and priorities, more effective resource allocation, and better quality criminal justice programs and personnel. Taken together, these results can increase public confidence in and support for criminal justice processes, enhancing system performance and, ultimately, the integrity of the law.

Improved planning and coordination help individual justice agencies become more efficient, productive, and effective. Such improvements also help officials of general government—such as the city mayor, board of supervisors, and county commissioners—evaluate and make decisions about the justice system's cost and performance. Many local governments also are finding that comprehensive system wide planning (interagency and cross-jurisdictional) helps to streamline the entire local system of justice, eliminating duplication, filling service gaps, and generally improving the quality of service while controlling costs.

The major benefits of local justice planning are shown in the exhibit on page 4, which illustrates the relationships between major planning

### **The Need for Improved Criminal Justice Coordination**

In most jurisdictions of the United States, the responsibility for crime prevention, crime control, and improvement of the administration of justice rests largely with local government. But often, the local government machinery set up to deal with crime does not work well. Examples may include the following:

- The narcotics detail of a police department postpones arrests until the entire network of a drug ring is identified, then processes 50 to 100 new cases into the local justice system. Jails and courts, unprepared for the influx, are suddenly more crowded and backlogged.
- In another locale, the jail has been crowded for a long time, the county cannot afford to build a new one, and public support for financing a new jail is at an all-time low. Legal liability is a concern, yet officials of general government and justice agencies seem to be immobilized. There is no consensus about what needs to be done.
- Concerned about crime, a county board of commissioners approves a large budget increase for county law enforcement and jails. Increasing the capacities of only part of the system, however, results in more arrests for minor offenses, increases the jail population, and contributes to court delay but does not reduce serious crime.

Situations like these are familiar in many localities. The first indication that a major decision has been made in one part of the criminal justice system often comes in the form of a deluge of new cases that overwhelms another part of the system. Agencies needlessly duplicate each other's efforts, increasing the overall cost of local services. Decisions made with inadequate information produce unintended or unanticipated effects. Interagency disputes may be settled only when the opposing parties tire of fighting.

### **The Connection Between Planning, Analysis, and Coordination**

Planning is the process by which we bring anticipations of the future to bear on current decision making. Planning is future oriented, rooted in the belief that we can make decisions that not only will help us anticipate and cope with alternative futures but also will help us have more control over determining that future.

Planning is an integral part of informed policy making and competent agency management. Because planning involves defining problems, clarifying objectives, establishing priorities, and instituting programs, every executive must regard planning as a major responsibility of his or her job. Planning is part of the executive function, not something to be assigned to others.

Local justice planning is directed toward the goal of improved decision making. It *requires* analysis and *produces* improved coordination as well as other benefits. Planning is the larger concept. Interestingly, the words “planning,” “analysis,” and “coordination” are often used interchangeably, as if it is understood that they are related.

Over the years, criminal justice planning committees increasingly have been renamed “criminal justice coordinating committees.” This change reflects a realistic attempt to move away from some negative baggage associated with the word “planning,” especially its connection to centralization of authority and control. Centralization of control is an unfortunate feature of some planning efforts. It offends independently elected and appointed officials who feel obligated to constantly fight against erosion of their authority. So, to many, a criminal justice *coordinating* committee may initially appear to be a criminal justice *planning* committee in disguise.

### **Benefits of Local Justice Planning and Coordination**

Good planning at the local level can be expected to result in:

- **Improved analysis of problems.** Planning produces the data and analyses needed by elected officials and justice administrators to improve their decision making.
- **Improved communication, cooperation, and coordination.** Planning provides a mechanism for improving communication, cooperation, and coordination among police, courts, corrections,

and private service agencies as well as between different levels of government and the three branches of government. Improved coordination is a *result* of planning.

- **Clear goals, objectives, and priorities.**

Planning permits more precise articulation of purposes and links goals, objectives, tasks, and activities in more meaningful ways.

- **More effective allocation of resources.**

Planning provides a framework for resource allocation decisions. It simplifies setting priorities for the use of resources to achieve justice goals and objectives.

- **Improved programs and services.** Planning produces a clearer understanding of problems and needs. Planning also makes it easier to formulate goals and objectives and to evaluate and compare alternative programs and procedures.

- **Improved capacity and quality of personnel.**

Planning focuses organizational effort and provides agency personnel with new knowledge and information. Planning can result in benefits to the entire community, such as making the justice system more accountable, more open to the public, more efficient, and more effective. Justice system coordination can also save taxpayer money.

Many different justice planning and coordination activities serve to improve justice system policy, program, and operational decision making at the local level. Exhibit 2 illustrates the relationships between major classes of justice planning activities and general objectives and goals that may be adopted by any CJCC. Each planning activity contributes to one or more of the six planning objectives, which, in turn, contribute to improved decision making and, ultimately, to the achievement of justice system goals. Although most planning activities actually contribute to the achievement of more than one planning objective, each is located above the one it most directly serves.

Planning can also increase public confidence in and support for the justice system. Ultimately, the effectiveness of the justice system depends on the willingness of the majority of citizens to obey the law and to report crime, identify suspects, and cooperate with the prosecution. Citizen co-

operation is also necessary if ex-offenders are to reintegrate into the fabric of the community successfully. Anything that can be done to increase public confidence in the justice system and its support for justice processes contributes to system

performance. A coherent plan, produced by a coordinating body that speaks with a responsible voice, can soothe public fears of crime and allay any concerns that little can be done about it.

In the aggregate, planning can protect the integrity of the law. Planning can produce a justice system that makes it unnecessary for aggrieved citizens to take the law into their own hands; that does not allow the morale of justice agency personnel to sink to the point where unethical behavior seems justified; and that prevents public services from becoming so poor that courts must close facilities and grand juries must expose scandals. As people recognize that crime is less a problem to be solved than a condition to be managed, planning is increasingly viewed as a sign of good management.

Planning protects the integrity of the law to the degree that it converts ideals into practice—by administering justice. Competent planning, in short, is a sign of good government.

### **The Context of Planning and Coordination**

Developing competence in planning and applying it effectively to criminal justice policymaking and operations is no easy task. In large part, the difficulties of justice planning (as well as the need for it) arise from the nature of the system itself. By design, the system is fragmented. No central authority manages it. No one branch of government or level of government is responsible for the entire process.

The checks and balances with which the local justice system is punctuated are intentional and necessary, but they do result in inefficiencies and conflicts. There is great dispersion of power among divergent forces. And the professional orientations, values, and managerial perspectives of key agency participants are markedly different—often diametrically opposed. This makes conflict and tension among justice agencies virtually inevitable as each understandably attempts to turn events to its own advantage.

Appointed and elected officials of general government and citizens concerned with broad policy issues must rely on justice agency heads for advice on what to do about crime and justice problems. But these executives seldom agree. Although the different agencies must interact (they share the same clients and workload), they often do so only when absolutely necessary—and then with little apparent concern for the “system” of which they are a part.

In such a context, comprehensive planning must seek to build linkages among agency decision makers without attempting to subordinate them to any higher authority. No one is at the helm, but no “master planner” will be allowed to steer. Not fragmentation, but the problems resulting from it, must be the target. Accommodation and cooperation can be fostered only if planning is able to demonstrate mutual regard for agencies that work together to achieve shared objectives. The independence of the key participants must be respected.

Sometimes, a concern about respecting the doctrine of the separation of powers leads a key justice leader, often a judge, to express discomfort at being asked to serve on a CJCC. But judges serve on many CJCCs and, in fact, chair them in some communities.

The reality is that CJCCs bring independently elected and appointed people together in a forum where they agree to work together, realizing they have interdependent relationships. Under the constitutions of each state, these key participants recognize they are independent and have an obligation to remain so. Nothing in this model should be interpreted to suggest that they will or should lose their independence.

*NOTE: This information is an excerpt from a National Institute of Corrections publication entitled: Guidelines for Developing a Criminal Justice Coordinating Committee. NIC Accession Number 017232*

## MAJOR JUSTICE PLANNING ACTIVITIES

<ul style="list-style-type: none"> <li>• Crime analysis</li> <li>• Criminal justice system analysis</li> <li>• Productivity analysis</li> <li>• Legislative analysis</li> <li>• Special studies</li> <li>• Database development</li> </ul>	<ul style="list-style-type: none"> <li>• Definition of responsibilities</li> <li>• Convening and serving coordinating groups</li> <li>• Coordination with other planning units</li> </ul>	<ul style="list-style-type: none"> <li>• Formulation of goal statements</li> <li>• Clarification of issues and values</li> <li>• Construction of goal hierarchies</li> </ul>	<ul style="list-style-type: none"> <li>• Management of federal/state/local resources</li> <li>• Review of agency budgets</li> </ul>	<ul style="list-style-type: none"> <li>• Program design, development, implementation, and evaluation</li> </ul>	<ul style="list-style-type: none"> <li>• Technical assistance</li> <li>• Information brokerage</li> </ul>
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### Planning Objectives

Improved analysis of criminal justice problems	Improved coordination and cooperation	Clearer goals, objectives, and priorities	More effective allocation of resources	Improved criminal Justice programs and services	Improved capacity and quality of personnel
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### Purpose of Planning

Improved criminal justice policy, program, and operational decision making



### Criminal Justice System Goals

Protect integrity of the law	Control crime and delinquency and/or root out causes of crime	Improve quality of justice	Improve criminal justice system and related programs	Increase community support for criminal justice system
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# Committees Descriptions and Guidelines

## I. Organizational and Operational Guidelines for Committees

### A. Membership

- ❑ Each committee is chaired by a member of the CJCC<sup>1</sup>.
- ❑ Each committee is limited to nine (9) members.
- ❑ Each committee may have as many subcommittees as deemed necessary, both permanent and temporary. There is no set limit to the number of persons on a subcommittee.
- ❑ Each Subcommittee is to be chaired by a member of the committee.

### B. Open Meetings and Open Records Law

All Committees and Subcommittees are subject to the Wisconsin open Meetings and Open Records Law and this means that the chairpersons will be responsible for ensuring that all meetings are properly posted.

### C. Conflict of Interest Guidelines

The Council is preparing conflict-of-interest guidelines for members, to include all committee and subcommittee members. These will be presented upon completion.

### D. Financial Support

The Council does have county budget appropriations but these are to be disbursed at the direction of the Council or the Executive Committee based on guidelines set by the Council.

### E. Committee Decision Making Processes

The committees and subcommittees shall use a majority-voting method following Roberts Rules of Order. It is expected that the subcommittees may be larger and the committees will be involved in vigorous and even contentious discussions at times and Roberts Rules of Order may be very useful.

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<sup>1</sup> More than one CJCC member may be on a Committee or subcommittee but one will be designated as the chairperson.

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The CJCC itself has chosen to use a consensus model of decision-making with a two-thirds vote back-up in the event that consensus cannot be reached.

## **II. Committee Missions and Descriptions**

### **A. Executive Committee**

Mission:

The mission of the Executive Committee is to provide operational guidance and assistance for the Council and its Committees during the time between CJCC meetings. The Committee also provides leadership services and oversees the day-to-day operations of the CJCC. The CJCC selects the members as outlined in the Council's By-Laws.

Any member of the Council may attend and participate in the Executive Committee meetings. The Executive Committee shall be responsible for the following:

- ❑ Develop Council meeting agendas and ensure matters are ready for Council meetings.
- ❑ Ensure assignments are completed and prepared for Council meetings.
- ❑ Propose to the Council the formation of Standing Committees, Subcommittees and Ad Hoc Committees.
- ❑ Recommend to the Council individuals to serve as chairs and members of above-listed committees.
- ❑ Coordinate the Standing Committees, Subcommittees and Ad Hoc Committees.

### **B. Data Analysis and Information Committee**

Mission:

The mission of the Data Analysis and Information Committee is to provide the operational capability underlying one of the principles of the Council, which is to make information-driven decision-making the norm for the County Justice System. To that end, the Committee provides three levels of service.

- ❑ The first is to work with the Council, its members, their staffs, the committees, and others to identify the general information needs of the Council and its committees and constituent agencies.
- ❑ The second is to investigate ways and means to create the infrastructure and specific process(es) of providing that information on a regular basis.

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- The third service is to assist the council, its members and committees to identify, investigate and create specific processes to provide information relating to very specific situations that are deemed to require more information before making a decision.

### **C. Jail and Huber Utilization Committee**

*One* of reasons for the existence of the Council is to find the most effective and efficient means of providing for public safety and ensuring the most appropriate use of the jail.

The Jail and Huber Utilization Committee is to regularly examine how the jail and Huber facilities are being used and by whom. A focus is on examining inmates in the jail – both defendant and offender characteristics to include demographics, residence, criminal charges, criminal history, other presenting problems, etc. and inform the council and other committees of inmate sub-populations that might be susceptible to other kinds of correctional and treatment possibilities both inside and outside of the jail and Huber facility.

A second mission is to regularly track significant defendant and offender subpopulation trends (short term and long term) in order for all members to better plan and manage the local justice system.

### **D. Community Programs and Interventions**

*One* of reasons for the existence of the Council is to find the most effective and efficient means of providing for public safety and it is necessary to explore all ways of first deterring initial entrance into the criminal justice system and if not that than to find the most appropriate, effective and efficient means to respond to criminal activity with a focus on what on what will reduce criminal recidivism and victimization at all levels.

To that end this committee will use information from many sources including the Jail and Huber Utilization Committee to identify appropriate defendant and offender sub-populations in order to select effective, efficient and cost effective alternative programs and processes for defendants and offenders in the County. The Committee focuses on three areas:

The first is to examine both defendant and offender characteristics to include demographics, residence, criminal charges, criminal history, other presenting problems, etc., and identify some best practices that maybe used most effectively with the various sub-populations identified. The second is to match some of the

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best practices that may be used most effectively with the various sub-populations identified. The Committee will regularly map the strengths and weaknesses in the treatment and educational program areas that are a part of, or contiguous, to the local criminal justice system.

The third is to measure the effectiveness, efficiency and ultimate impact of all criminal justice system-related programs and processes that directly relate to treatment and education of defendants and offenders – including those who might be kept from entering the criminal justice system.

## **E. Public Relations and Education Committee**

The Committee focuses on several areas, such as providing information about the general activities of the Council to the public in general, assist in educating the public about specific initiatives, programs or services supported by the Council, and to regularly identify community concerns that are related to the responsibilities of the Council and/or its members.

The Committee should prepare a public relations plan or process that focuses on educating the press and other interested parties about the Council's creation, its purposes and activities.

## **F. Juvenile Justice Committee**

As of the creation of the Council it is generally accepted that the Juvenile Criminal Justice System operates at an effective and efficient level and it is the goal of the Council to maintain or improve that level of overall performance.

This Committee is to focus as a mini-Criminal Justice Collaboration Council for the Juvenile Justice portion of the county criminal justice system. The focus is to ensure that issues and initiatives are identified, mapped, measured and responded to in a way that ensures the most pro-active, comprehensive, information-driven process.

One focus of this committee is to examine the current successful processes that might be relevant for the adult system for possible replication – and vice versa.

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## MISSION STATEMENT

The mission of the CJCC is to enhance public safety in county through community collaboration by ensuring offender accountability, providing rehabilitation programs and supporting the rights and needs of victims.

## VISION STATEMENT

Our criminal justice system will be characterized by a balanced proactive response to criminal behavior that incorporates accountability and the principles of restorative justice.

We envision a team approach that utilizes meaningful, shared, system-wide information and community resources to promote our core values.

We will treat all individuals fairly, equally and with dignity.

Mission and Vision Statement example:

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**CRIMINAL JUSTICE  
COLLABORATING COUNCIL  
MEMBERS IN ANOTHER JURISDICTION**

Judge Kathryn Foster Circuit Court Branch 12 Chief Judge District	Dan Finley The County Executive	Jim Dwyer The County Board Chair
Carol J. Lombardi Mayor, City of	Paul Bucher The County District Attorney	Dan Trawicki The County Sheriff
Robin Dorman The Chief Public Defender for County	Karl Held Supervisor, County Office Probation and Parole	Carolyn Evenson Clerk of Court, Courts Administration Division
Peter Schuler Director, County Dept. of Health and Human Services	John Hefley, Chief County Police Chiefs Association President	

## **COUNTY CRIMINAL JUSTICE COLLABORATING COUNCIL**

### **BY-LAWS**

#### **Article I: Name**

The name of this Council shall be the County Criminal Justice Collaborating Council. It will be referred to as the Council throughout these by-laws.

#### **Article II: Creation**

The Council is created by ordinance as adopted by the County Board of Supervisors and signed by the County Executive.

#### **Article III: Mission**

The mission of the Council is to enhance public safety in County through community collaboration by ensuring offender accountability, providing rehabilitation programs and supporting the rights and needs of victims.

#### **Article IV: Structure**

##### Section A: Membership:

There are eleven voting members of the Council who are members due to the position they hold. These eleven members serve on the Council for as long as they occupy the position.

- Chief Judge or Presiding Judge for County
- County Executive
- County Board Chair
- Sheriff
- District Attorney
- Clerk of Circuit Court
- Mayor of City of
- First Assistant Public Defender - County
- County Police Chief Association Representative
- Director of Health & Human Services
- Parole and Probation Manager

**Additional members may be appointed as the Council deems appropriate. Council members may designate one chief staff person to represent them and vote at Council meetings. Any member wishing to appoint a designee is to identify the designee in written correspondence addressed to the Chair of the Council. No more than three consecutive meetings shall be allowed for a member's designee to attend Council meetings. Designees can only be changed by notifying the Chair in writing.**

Any member of the Council may recommend removal of any agency member whom they believe is no longer appropriate for membership. Lack of attendance by a member may be cause for removal from the Council. Resignation of Council members shall be submitted to the chairperson and brought to a vote of the Council.

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## Section B: Legal Influence of the Council:

The Council is not a body that "orders" members to do anything beyond what any one member has the legal power to do as a part of their legal position. It can make system-wide policy through consensus.

## Section C: Committees:

### **1. Executive Committee**

Only members of the Council may serve on the Executive Committee. The Council shall determine the membership of the Executive Committee. Any member of the Council may attend and participate in the Executive Committee meetings. The Executive Committee shall be responsible for the following:

- a. Develop Council meeting agendas and ensure matters are ready for Council meetings.
- b. Ensure assignments are completed and prepared for Council meetings.
- c. Propose to the Council the formation of Standing Committees, Subcommittees and Ad Hoc Committees.
- d. Recommend to the Council individuals to serve as chairs and members of above-listed committees.
- e. Coordinate the Standing Committees, Subcommittees and Ad Hoc Committees.

### **2. Standing Committees**

#### **Data Analysis & Information Committee**

- Identify the general information needs of the Council and its committees.
- **Investigate ways and means to create the infrastructure, which can provide that information on a regular basis.**
- Identify and create systems that can provide information on an ad hoc basis as requested by the Council.

#### **Jail & Huber Utilization Committee**

- **Examine how the jail and Huber facilities are being used and by whom, by focusing on both defendant and offender characteristics including demographics, residence, criminal conduct and criminal history.**

#### **Programs & Interventions Committee**

- Explore ways of deterring initial entrance into the criminal justice system.
- Identify ways to reduce criminal recidivism and victimization by researching efficient and cost-effective alternative programs and processes for defendants and offenders in County.

#### **Public Relations & Education Committee**

- Educate the public about initiatives, programs and services supported by the Council
- Identify community concerns that are related to the responsibilities of the Council
- Prepare a detailed, proactive public relations plan that will promote Council activities and initiatives.

#### **Juvenile Justice Committee**

- **Identify the issues and initiatives relating to juvenile justice.**
- **Examine current successful processes that might be relevant for the adult system and vice versa.**

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### 3. Subcommittees and Ad Hoc Committees

The Council may authorize the formation of Subcommittees and Ad Hoc committees, to deal with specific problems or issues. Standing Committees, Subcommittees and Ad Hoc committees shall report their information and recommendations to the Council.

#### Section D: Meetings:

1. Meetings of the Council shall be set by the Council, the chairperson, and/or upon petition by any four members of the Council. Notice of Council, Executive Committee, Standing Committee, Subcommittee and Ad Hoc committee meeting times and location shall be provided to all members and duly posted in compliance with open meetings statutes.
2. Minutes of the Council meetings shall be recorded and distributed to all members of the Council.
3. A minimum quorum is a simple majority of seated voting membership.
4. Recommendations of the Council shall be made by consensus. If consensus cannot be reached, recommendations may be made by a 2/3 vote of Council members.

#### **Article V: Officers**

##### Section A: Officers:

The Chairperson of the Council shall be the Chief (Presiding) Judge, the County Executive, or the Chairperson of the County Board. The Council will select the vice-chairperson. The chairperson and vice-chairperson will be selected annually.

##### Section B: Duties of Officers:

The chairperson shall preside at all meetings. The vice-chairperson shall preside in the absence of the chairperson.

#### **Article VI: Change in By-laws**

Proposed amendments to the by-laws are to be included on the agenda of an Executive Committee meeting. The proposal will be forwarded to the Council for approval. Any action in response to the proposed change in the by-laws taken by the Council shall become effective immediately.

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# Contract Employment Announcement

## County

Criminal Justice Coordinator [ <a href="#">Job Description</a> ]			
Description	Criminal Justice System Coordinator		
Job Posted			
Benefits	No	Salary Range	\$ 00,000 – 00,0000 per year
Type	Contract Position	Hours	30 – 40 hours per week
Contact	County Human Resources ( <a href="mailto:jobapp@county.gov">jobapp@county.gov</a> ) 1320 Pewau Road # 160 , WI 53188-2428		

### **Position:**

Criminal Justice System Coordinator

It is a contract position to provide services that may require between 30 and 40 hours of work per week.

(This position is *NOT* a County government position).

### **QUALIFICATIONS REQUIRED:**

A master's degree (or currently enrolled with two years of credits towards completion) in criminal justice or related social science field is required.

Candidate must be able to pass a criminal justice background review as staff person may have access to confidential criminal history information,

Candidates should be detailed persons able to coordinate activities of many committees and the Council simultaneously.

They must be able to work independently, set their own agenda and help others formulate and implement project plans.

The candidate must have good verbal and written communication skills and have the ability to present before small and large groups of people.

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Good computer skills are strongly desired and include the Microsoft Office suite to include Word, Excel, Access, PowerPoint, and have a working knowledge of a commonly used social science software applications such as SPSS or SAS. Candidates must have the ability and willingness to learn new software applications as needed.

Assist the council and committee members and the staffs of various departments and organizations to collect and analyze data and prepare it for presentation in many different formats,

Ability to work with a variety of different persons, to include a range of personnel from the heads of agencies and organizations to support personnel, with tact and diplomacy and still get things done.

Knowledge of local criminal justice systems and county governments is desirable.

treatment information and to ongoing criminal investigations.

Well versed or able to become very well versed in Wisconsin open meetings law(s).

### **Work Description:**

Coordinate and provide administrative support and higher-level research and analyses services to the newly formed County Criminal Justice Collaborating Council, its committees and subcommittees.

The Council is constituted of the heads of each of the primary criminal justice system related agencies in County – Chief Judge, Chief Executive, Chairman of the Board of Supervisors, Prosecutor, Sheriff, Clerk of the Circuit Court, Public Defender, Mayor of , Chief of Probation and Parole, Director Health and Human Services, and a representative of County Chiefs of Police.

The Council is supported by a number of working committees that include staff members from many county and other involved organizations and involved citizens.

This person will report to the Chair of the Criminal Justice Coordinating Council and may work with the limited assistance of a Criminal Justice Systems Management Consultant to coordinate the activities of the Council and its constituent committees and subcommittees.

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Exemplary Duties:

- Coordinate the activities of the Council and its constituent committees,
- Ensure that all meetings of the Council and its various committees and subcommittees are appropriately posted,
- Prepare or arrange for the preparation of minutes for all meetings,
- Provide material support as needed for council and committee meetings,
- Assist the council and committee members and the staffs of various departments and organizations to collect and analyze data and prepare it for presentation in many different formats,
- Prepare Council and/or committee documents as needed,
- Conduct limited research into various criminal justice system programs and processes,
- Prepare grant proposals to obtain financial and other kinds of support from governments and private organizations,
- Become knowledgeable of the basic operations of the Council's constituent organizations,
- Represent County at in oral, written mediums and at meetings around the state and nation as needed.

**Work Site and Times:**

Work will generally take place in the County Courthouse in the City of . Occasional travel may be required.

Work times will generally be during the administrative work day but will be determined by **the Administrative Coordinator along with the Chair of the Collaborating Council.**

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## Appendix D

### MENU OF OPTIONS TO RELIEVE JAIL CROWDING

By: Billy Wasson

- 1. POLICE DIVERSION:** Used instead of arrest. Police may counsel or reprimand, handle within the department, or refer person to another agency. Suspect is referred or delivered to a sobering station, shelter, mental health service, church, family, friend or relative. Officer and suspect may create informal contract in which officer agrees to not file charges subject to conditions, which may include informal supervision, acceptance of support services, or intervention by a third party, such as a parent, interested relative, mediation/arbitration service or social service agency. Recognizes that numbers of persons flowing into jail is an indicator of community's inability to provide alternatives to arrest. Useful in cases where police are booking prisoners because they don't know what else to do with them. Best if all arresting agencies are urged to develop written arrest policies and that these policies contain provisions, which encourage police diversion of youth and adults.
- 2. CITATION/SUMMONS:** Police officers issues citation or summons at the time of arrest for any infraction, misdemeanor or non-violent felony. The persons receiving the citation or summons promises to appear in court at a specified time and place in lieu of being transported to jail for pretrial detention. May also be used at Jail Intake to release prior to lodging. Jail Intake staff needs written Policy/Criteria to maintain consistent releases. Helpful if officers in the field are provided with written, objective criteria to help them make decisions about who to cite and who to detain in jail.
- 3. UNIFORM BAIL SCHEDULE:** The Court will develop a bail schedule, hopefully a uniform bail schedule, and procedures that would allow officers to collect pre-established bail at booking.
- 4. BAIL ADVOCACY:** Requires staff to secure names, addresses and phone numbers of potential sureties from detainees at the point of booking. Staff contacts the sureties to notify them of the

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defendant's situation, the bail amount, and the details of how to post bail for the defendant.

- 5. RELEASE ON OWN RECOGNIZANCE (Unsupervised):** Essentially releases carefully screened misdemeanor and felony charged pretrial prisoners on their promise to appear in court. Used as alternative for persons who cannot raise bail but are eligible for bail release. Any objective point scale is usually employed (several commonly accepted versions are in use throughout the nation). Detainees are interviewed at booking concerning their ties to the community; e.g. residence, jobs, etc. and staff verifies this information. Points are awarded based upon verified information that has been statistically tied to willingness and ability to appear in court. If the detainee scores above a cutoff-score, the person is released on his or her "OR". The court most usually delegates this authority. Defendants are reminded of court dates via phone or mail.
- 6. CONDITIONAL RELEASE:** A responsible third party agrees to stand up for the defendant, mentor the offender during the pretrial period and accompany the offender back to court. Can be considered a version of the ROR option, described above, which provides additional supervision and incentives for the defendant to appear in court.
- 7. SUPERVISED RELEASE:** Essentially the same as ROR (Unsupervised) except the person is released only after having agreed to abide by special conditions which may limit their movement, prohibit associating with certain persons, require them to submit to supervision or report to a specified place each day. It may require them to spend the night at a supervised or custodial location, or agree to electronic monitoring or some other program of supervision.
- 8. WARRANTS-HOLDS CLEARANCE PROGRAM:** All bookings are immediately checked to see if holds or outstanding warrants exist. Purpose is to quickly resolve these by 1) automatic release of holds if jurisdiction issuing the hold does not pick up the inmate within a few days of notification; 2) misdemeanor holds with bail

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set at a specified amount might be automatically released five days after notification; 3) pretrial release staff reviews all warrants and attempts to quickly resolve them; 4) admission to jail is refused for warrant arrests with bail set at a specified minimum amount; 5) a warrant clearance “expeditor” helps extricate less capable inmates who are trapped in an endless loop of warrants, fine failures to pay, etc., then approaches the court and/or motor vehicles department with remedial plan.

- 9. DAY REPORTING (Off-site):** Very flexible program, which can take a variety of forms. Can be linked to residential program to extend supervision of the defendant to 24 hours a day. Defendant is required to appear at a day reporting center early in the morning. The defendant must provide a supervisor with a detailed schedule and itinerary for the day. There is no on-site programming. Once the itinerary is approved, the defendant must follow the schedule or call in and get approval of its revision. Staff follows through to see that the defendant is where he or she is supposed to be. Defendant may also be required to provide positive verification of his or her whereabouts; e.g., pay stubs, appointment slips, etc. Defendants can be enrolled in a variety of education, drug treatment, work, medical treatment and related activities.
- 10. DAY REPORTING (Off and on-site):** Same as above, except the defendant may be programmed on-site. These programs take various forms; Day treatment centers, job training, counseling, or minimum-security custody for work release inmates on their days off. Can be operated in conjunction with a Residential (Work Release and/or Restitution) Center.
- 11. HOUSE ARREST/CURFEW:** Can be used pretrial or post-conviction. Essentially restricts person’s movement and free time, usually by confining a person to their home. May or may not permit release from home for specified purposes; e.g., to go to work, school, or treatment. May or may not be used in conjunction with electronic monitoring devices, with Day Reporting Program, or with intensive field supervision.

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- 12. WORK RELEASE:** Inmates are housed in custody at night and during non-work hours but released to work during work hours. Staff follows up. Can be used pretrial or post-conviction. Often administered from a minimum security or residential setting.
- 13. DEFERRED PROSECUTION AND/OR SENTENCE EXECUTION:** Can be implemented at any point prior to conviction. Either prosecutor agrees to postpone filing of charges, or criminal proceedings are suspended on condition the defendant participate in some remedial program, agree to certain conditions, stay out of trouble, and complete the program within a reasonable period of time. Ideal for drug treatment, restitution, community service, paying back child support, etc. Defendant most motivated prior to disposition of his or her case. Failure to comply with conditions may result in resumed prosecution. There are many forms of this option. Drug courts are one current, popular version.
- 14. DEFENDER BASED ADVOCACY:** Helps develop a plan of habilitation and restoration to offer to the prosecutor and the court as a disposition plan. Essentially provides sentencing or dispositions plan so the judge has more sentencing options. Especially effective where probation pre-sentence reports and/or supervision service is weak. Can also be used during the pretrial period to achieve bail reduction, or ROR, to facilitate plea bargains, by showing defendant is actively engaged or willing to become actively engaged in treatment prior to court hearings.
- 15. TASC (Treatment Alternatives to Street Crime):** Originally federally funded this program model provides an assessment of the defendant's substance abuse problem, determines the appropriate treatment modality, brokers services with treatment providers and provides case management services and reports to the courts on clients involved in their programs. TASC generally employs staff qualified to identify and assess substance abuse needs. They generally do not also provide the treatment. Can be used pretrial or post-conviction. Can be developed as a form of Defender Based Advocacy or Deferred Prosecution program.

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**16. IN LIEU OF A FINE OR COMMUNITY SERVICE (Supervised and Unsupervised):** The court orders the defendant to devote unpaid time to some worthwhile project. The terms are usually defined in terms of hours to be worked and the type of service to be provided. Several levels of supervision and control can be provided within the community service option framework. For example, the judge may rely on the offender to simply show up at his or her assignment. Supervision may be provided by the agency receiving the services. An additional level of supervision and enforcement is provided if some agency is authorized to administer the program, assure referrals show up for their assignments and provide feedback to the courts concerning the behavior of the referrals, their completion and compliance rates. A private non-profit organization often performs this function. The work crew form of this option provides a third level of supervision and control. Here, offenders are supervised by staff of a work crew program who may be correctional personnel, but who also could be supervisors of parks, recreation, public works or other related departments that need labor and have meaningful work for the offenders to do. They pick up trash along the highway, maintain cemeteries, restore little league ball fields, clear trails and brush and do other work for government or nonprofit organizations. Typically, 8 hours of supervised manual labor is substituted for a day in jail. Many jurisdictions sell their crew labor to offset their operational costs.

**17. DAY FINES:** Day fines are designed to reduce the number of inmates who are in jail because they cannot pay their fines, also used to relieve the backlog of cases with unpaid fines. The concept tries to equalize the impact of financial penalties on offenders from various economic backgrounds. Each unit of fines is equivalent to the offenders' gross wage for one hour of work. This has the dual impact of making fines appear fairer by relating them to income levels. This system also increases the likelihood of the fine being paid because poor offenders see them as more affordable.

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- 18. RESTITUTION:** Restitution can take three forms; 1) direct monetary compensation from the offender to the victim; 2) service to the community (see Community Service Option) or 3) monetary compensation to the victim through contribution to a Restitution Fund.
- 19. PROBATION AND PAROLE SUPERVISION:** If it is a meaningful service, probation supervision in the community can serve as a reasonable option to secure confinement. This cannot be accomplished if there are very large caseloads and few services; thus, one option is to strengthen the probation service and/or provide probation services to client populations (e.g. misdemeanants) not currently eligible for such services. Differing levels of supervision and services can be provided within the basic probation framework. For example, at one end of the continuum, large numbers of minor offender cases can be “case banked”. In these cases, payment of fines or restitution is required but supervision is not necessary. These cases can be “case banked” into large administrative caseloads where the probation function is primarily oriented toward seeing the probationers meet their financial commitments. Other, stepped up probation options might be called minimum, medium and intensive probation, with increased levels of over-sight, special conditions, and requirements that probationers be enrolled in remedial programs. Of course, basic probation supervision can be combined with many of the other options that have been described here. Specialized probation caseloads are also an option; e.g., for drinking drivers, domestic violence, nonsupport and so forth.
- 20. STRUCTURED SANCTIONS:** The way jurisdiction handles its parole and probation violations (PV’s) can impact crowded conditions significantly. Either by Court Policy direction or law changes the discretion on length of stay for PVs can be placed in a grid that aligns violating behavior with a specified penalty. Concern must be given to due process issues if this option is used.
- 21. ELECTRONIC MONITORING:** Offenders are monitored electronically. Usually used as a form of administering the house arrest option. Active electronic monitoring systems work with

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telephones using computerized random calling to the offender's residence. Passive systems operate via radio transmission in a wrist or ankle bracelet, again linked to a phone system. Electronic monitoring is often combined with other options noted in this list; for example, with probation/parole supervision, or for pretrial prisoners, as part of a supervised pretrial release program. This is an especially useful option for the disabled, for older offenders with medical problems, or for other inmates that might be victimized in the jail setting.

- 22. SHOCK INCARCERATION/PROBATON:** Creative use of split sentence which combines short periods of incarceration – the “shock” of a short period in custody – with probation supervision in response to indications the probationer needs external controls; e.g., is in crisis, is acting out, has violated conditions of supervision, drug use, etc. will serve as an option only to the extent the periods of incarceration are very short.
- 23. NON-SECURE RESIDENCE:** Provides an organized and supervised, alcohol, drug-free structured living environment. Provides no external fences or locks to keep resident confined. The Non-Secure Residence option can take many forms. Useful as a work furlough or work release center, halfway house (halfway in or halfway out, as in a pre-release center), probation center (for certain probation violators), temporary housing for those in transition or crisis, restitution center, etc. Some represent highly specialized options; e.g., therapeutic communities, residential drug treatment centers, etc. The residence can also serve as an assembly point for community service, day reporting and other programs.
- 24. MINIMUM SECURITY INSTITUTION:** Inmates housed in dorms. Minimum external perimeter controls. Inmates do not leave the grounds and are secured at night. This option can take many forms. In the past, many honor farms or honor camps represented expressions of the use of this option. Boot camps, forestry camps, and minimum-security institutions are contemporary expressions of this option. Length of stay is usually short.

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- 25. WEEKEND SENTENCES/JAIL BY APPOINTMENT:** This option **is not recommended** but is being included here because it is an often-used option in many communities. Weekend sentences – where offenders serve sentences on weekend days, as a kind of installment plan – are not recommended for two reasons. First, they absorb expensive secure bed space. By definition, persons who are ordered to serve weekends are not likely to really need secure confinement. Others do, and the program takes these beds out of service for the offenders who need to be placed in secure confinement. Secondly, these programs tend to crowd jails at precisely the worst time of the week, on weekends when the courts are not in operation and jail population's peak. Another version of this option is to have convicted offenders make appointments to serve their jail time. While this can make more efficient use of available jail space, these offenders rarely require secure custody. Other punishment options can be constructed for this population. In one jurisdiction, in collaboration with the local school district, the "weekend" sentences are held in a holding file and once every two months they are ordered to appear at a school and are bivouacked in the gym and do community service on the school grounds for the weekend.
- 26. JAIL CAP:** Either Federal Court or Executive Branch decision imposes the jail capacity on the facility. Requires procedures, criteria or release grid be put in place to guide the release of offenders. Usually administered at intake as well as after lodging has taken place.
- 27. CAPACITY EXPANSION:** Obviously the jurisdiction can increase the capacity or volume of offenders that the jail or any other sanction/service can handle in the jurisdiction. Either the wholesale shortening of the length of stay or the addition of bed space is the two options here.
- 28. JAIL POPULATION CAPACITY MANAGEMENT PLAN:** The jurisdiction uses the entire continuum of alternatives available to it and places them into a holistic document to provide a comprehensive big picture of all means used to manage its' crowding. The focal point of this approach is a locally maintained

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Criminal Justice Coordination Council. This Council places all the relevant policy makers (police, prosecution, judicial and executive) around the same table to coordinate policy matters in the local County Jail system.

**Capacity Management Facts as used in Marion County, Oregon:**

- The Capacity Management Plan was enacted by the Board of Law enforcement Services (Sheriff and County Commission members sitting as a group) via a County ordinance.
- That ordinance sets the maximum capacity of the facility at 528 and the work center at 144. Neither of those capacities can be exceeded.
- The present structure of the Capacity Management Plan is the result of review and input received from the District Attorney's Office, the Chief of Police and the Courts. It is intended to be a document that is subject to review and revision.
- As part of the implementation of the Capacity Management Plan, the Board of Law enforcement Services insisted on a monthly update.
- The Capacity Management Plan was driven by economics, an ever-increasing pretrial population that needed consistent lodge criteria and the need to stabilize the sentenced population.
- From the outset, the intent was to apply the new "lodge" criteria to the existing population and develop a "baseline" of data with which to measure the impact on public safety and develop appropriate future changes.
- All persons brought to the facility are "processed", i.e., they are fingerprinted, photographed and the arrest record submitted.
- If someone is brought to the facility on multiple charges, they will be lodged only on those charges meeting the lodge criteria and released on the non-lodgeable charges.

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- Since the implementation of the Capacity Management Plan, no sentenced inmate has been released from his or her sentence early.
  - Sentenced inmates continue to be reviewed and moved to appropriate placement in less restrictive custody levels, i.e., work center, electronic monitoring, day reporting.
  - There are provisions for lodging non-lodgeable charges. Override requests continue to be made (and have been approved) by arresting officers, Parole and Probation staff and Judges.
  - Since its implementation, information regarding the Capacity Management Plan and its impact from the District Attorney's Office, the Chief of Police, our Parole and Probation staff and facility supervisors is developed and presented to the policy makers.
  - Recommendations as to any modification of the Capacity Management Plan will be presented when needed.
- There is a significant amount of data to review before any recommendations for change can be made

