JAMES A. ROWENHORST
PO Box 9695
Rapid City, South Dakota 57709-9695
Phone/FAX (605) 342-5781

August 4, 2008

Sheriff John Thompson
Bureau County Sheriff's Office
700 South Main Street
Princeton, IL 61356

RE: NIC TA 08J1089 Technical Assistance Report

Dear Sheriff Thompson:

Attached is the Technical Assistance Report covering the *Jail and Justice System Assessment* conducted for Bureau County July 8-10, 2008. I would like to take this opportunity, on behalf of Mark Cunniff, and myself to thank you and your staff for your hospitality and their extensive help in conducting the *Jail and Justice System Assessment.* We would also like to thank Joe Bertetto for his efforts in making the necessary arrangements for the event.

As I noted in the attached report, the jail facility has some serious problems all of which you are aware. There are three things that I think are very important. First, the policies and procedures manual must be completed as quickly as possible. If you are unable to get it done quickly "in-house," I suggest contracting for help. Second, I think the staffing has to be increased to a minimum of two officers on duty at all times with one of those officers being a female any time female inmates in the jail. Last, but not least, repairs and improvements have to be made to the existing jail even though it may be replaced in a few years (i.e., repair of the locks, door lock indicator lights, the intercom system, and possibly the windows, improvements to ventilation and lighting, and possibly the addition of an outdoor exercise yard).

NIC will continue to support your efforts. If you are in need of any further assistance, please contact the NIC Jails Division.

Thank you again and please express our thanks to Joe Bertetto.

Sincerely,

James A. Rowenhorst
NIC Technical Resource Provider

Enclosure: 1

cc: Mr. Mike Jackson, NIC Jails Division
Mark Cunniff

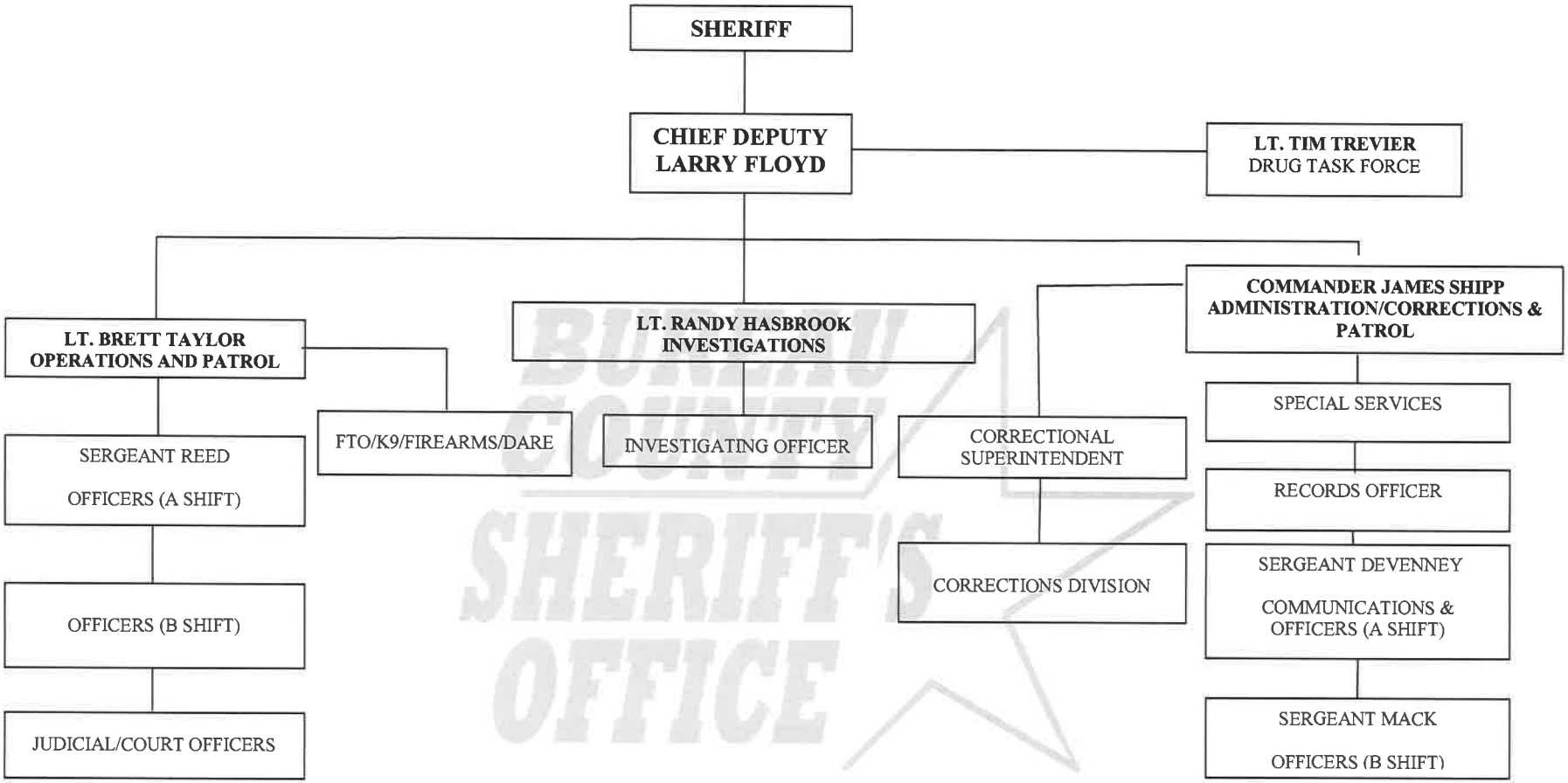
National Institute of Corrections
Jails Division
320 1st NW
Washington, DC 20534
800-995-6423

Jail & Justice System Assessment Report

Bureau County Sheriff's Office
Princeton, IL

July 8-10, 2008

The Office of the Sheriff of Bureau County
Organizational Chart



** Additional command duties as assigned by the Sheriff
Amended 2-09

National Institute of Corrections
Jails Division
320 1st NW
Washington, DC 20534
800-995-6423

Jail & Justice System Assessment Report

Bureau County Sheriff's Office
Princeton, IL

July 8-10, 2008

U.S. Department of Justice

National Institute of Corrections

Washington, DC 20534

DISCLAIMER

RE: NIC Technical Assistance No. 08J1089

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 person who provided the on site technical assistance did so through a cooperative agreement, at the request of the Bureau County Sheriff, and through the coordination of the National Institute of Corrections. The direct onsite assistance and the subsequent report are intended to assist the agency in addressing 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. James Rowenhorst and Mark Cunniff. The contents do not necessarily reflect the official views or policies of the National Institute of Corrections.

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Redacted due to "Confidential and Law Enforcement Information per agreement with NIC and the Sheriff's Office.

Redacted due to "Confidential and Law Enforcement Information per agreement with NIC and the Sheriff's Office.

Jail & Justice System Assessment

For the Bureau County Sheriff's Office

Background

The purpose of this report is to document technical assistance provided to the Bureau County Sheriff's Office to address jail conditions and crowding. The report describes the reasons for the request, activities of the National Institute of Corrections (NIC) Technical Resource Providers (TRP), their observations, and recommendations to Bureau County officials to address the issues.

Technical Assistance Request

The Bureau County jail was built in 1974 with an estimated capacity of 22 inmates in 14 single cells and an 8-bed dormitory. The single cells were double bunked in 1988 bringing the number of beds to 36.

Sheriff Thompson sent a letter to the National Institute of Corrections requesting help to address current jail conditions and crowding and to undertake a planning process to address future needs. During the first telephone contact with the National Institute of Corrections technical resource provider, Jail Task Force Chairman Joe Bertteto explained that the Bureau County jail was built thirty years ago and is an old linear design making it difficult to supervise the inmates. He also explained that the jail is dangerous for staff. A jail officer was assaulted when an inmate was able to breech a cell door lock. The Bureau County Board of Supervisors appointed a task force to determine the cost of jail renovation/addition or a new jail and the task force is in need of help to accomplish ita assignment.

In response to the request, the National Institute of Corrections provided an on-site *Jail and Justice System Assessment* to Bureau County. The purpose of the *Jail and Justice System Assessment* is three-fold. First, the jail assessment provides an impartial "third-party" opinion of the adequacy of the existing jail facility and operation. Second, the purpose of the justice system assessment is to determine how efficiently the system is working and the extent of the use of alternatives to incarceration. The third goal of the *Jail and Justice System Assessment* is to provide local officials with information on a planning

process that should be followed to address both criminal justice system issues as well as jail facilities.

Sheriff Thompson and his staff selected two technical resource providers from a list provided by NIC: James Rowenhorst, a retired jail administrator from Rapid City, South Dakota; and, Mark Cunniff, a criminal justice data analyst from Washington, DC. Mr. Rowenhorst and Mr. Cunniff were contracted by NIC to do the following:

To prepare for the on-site visit:

- Request and analyze data about the criminal justice system and jail use; and,
- Work with the agency contact person to set a schedule of meetings with key criminal justice system officials and to arrange for a community meeting.

Travel on-site and:

- Tour the Jail and assess the facility against professional standards and management practices;
- Analyze the role of the jail in the continuum of sanctions and options provided by the local justice system;
- Evaluate the impact of existing programs and options on pretrial detention;
- Evaluate the impact of existing intermediate sanctions;
- Review the overall functioning of the local criminal justice system, its planning and coordination capacity, and the relationship of the jail to the law enforcement community and the court system;
- Facilitate a community meeting of citizens and key criminal justice system decisions makers to examine the role detention plays in the community.

On-site Activities

Meeting with Bureau County Board of Commissioners

The TRPs provided brief remarks to the Bureau County Board of Supervisors at the regular Board meeting on Tuesday evening. The TRPs explained the purpose of the *Jail & Justice System Assessment* and what they would be doing during their visit. The TRPs responded to questions concerning their on-site activities and invited Board members to the community meeting Thursday evening.

Appendix I —
Data and Data Analysis

Appendix II — Interview Schedule

John E. Thompson
Sheriff of Bureau County

700 South Main Street
Princeton, Illinois 61356

Telephone: 815-875-3344 Fax: 815-872-0334

DATE: ***Pending release***

TO:

FROM: **Sheriff John Thompson**

REGARDING: **National Institute of Corrections Judicial and Correctional Facility Assessment Meeting**

Schedule of Confirmed Meeting Times

Tuesday, July 8th

9 AM - Sheriff, Chief Deputy, Command Staff, Jail Superintendent and Chaplain

Wednesday, July 9th

9 AM - Bureau County State's Attorney
10 AM - Bureau County Public Defender
11 AM - Bureau County Law Enforcement Administrators and ISP

(Break)

1 PM - Illinois Department of Corrections, Inspector Mark Lendman
Princeton Fire Chief Gary Hanna
Director Diana Rawlings, Bureau County Health Department
Rex Conger, Perry Memorial Hospital and Lisa Clinton, St. Margaret's Hospital

Thursday, July 10th

10:30 AM - Community Leaders

(Break)

12:30 PM - Resident Circuit Judge Mar Bernabei and Associate Circuit Judge Cornelius J. Hollerich
Court Services (Includes probation)
Circuit Clerk Laurie Abrahms
4 PM - Jail Task Force (Law Library)
6:30 PM - Community Meeting (second floor courtroom)

Bureau County, Illinois

NIC Jail & Justice System Assessment Interviews

July 8 - 10, 2008

SIGN-IN SHEET

	NAME	POSITIONREPRESENTING	Follow-up Contact Phone #
1.	Larry D Floyd	Chief Deputy	815-875-3344 x 13
2.	Gary A McKee	Chaplain	815-878-7774
3.	Randy Hashbrook	Lt. Investigator	815-875-3344 x 26
4.	Pat Thomas	Bureau Co. State's Attorney	(815) 875-1456
5.	John Thompson	Bureau County Sheriff	815-875-3344 x12
6.	Joe Bertetto	Bureau Co. Jail Task Force	(815) 454-2124
7.	Kari Bopes	Bureau Co. Public Defender's Ofc.	815-879-0113
8.	Mike Henneberry	Bureau County Public Defender	(815) 879-0113
9.	[illegible]	BCPD	(815) 879-0113
10.	Steve Sunning	BCPD	(815) 879-0113
11.	Scott Koerner	ISP	815 224-3032
12.	James A. Slipp	Bureau Co. Sheriff Office	815-875-3344 x 20
13.	James Lower	ISP	815-224-3032.
14.	Tom Robt	Princeton Police (Chief)	815-872-2351
15.	Dan Roach	ISP	815/224-3032

Bureau County, Illinois

NIC Jail and Justice System Assessment Interviews

July 8 - 10, 2008

SIGN-IN SHEET

	NAME	POSITION/REPRESENTING	Follow-up Contact Phone #
1.	Pat Lebahn	Bureau Co. Health Dept	815.872-5091 ext 221
2.	Diana Rawlings	Bureau Co. Health Dept.	815-872-5091 x 213
3.	Lisa Clinton	St. Margaret's Hospital	815-664-1543
4.	Brad Besson	IDOC Jail Detention Standards	217-558-2200 Ext. 4212
5.	Mark Landman	IDOC Jail + Detention Standards	815/440-0536
6.	Rex Conger	Perry Memorial Hospital	815-922-1859
7.	Keith Cain	Mayor City Princeton	815 866 7819
8.	Don Bosnich	Village President DePue, Illinois	815 447-2177
9.	Jill Fruehn	Bureau County Farm Bureau Manager	815-875-6468
10.	Marc Bernabei	Circuit Judge	815-879-3091
11.	Cornelius J. Hollerich	Assoc. Circuit Judge	815-875-4534
12.	Laurie Abrahams	Circuit Clerk	815-872-2001
13.	William Pfalzgraf	13th Circuit Court Services	815-434-8668
14.			
15.			

Bureau County, Illinois

NIC Jail and Justice System Assessment ~~Interviews~~ Jail Task Force Mtg

July 8 - 10, 2008

SIGN-IN SHEET

	NAME	POSITION/REPRESENTING	Follow-up Contact Phone #
1.	Richard P. Wilkin	County Board Member	815-878-2990
2.	MARK F. PIERSON	COUNTY BOARD	815-879-0211
3.	Marc Witt	Co. Bd.	815.866.2985
4.	KEITH L. CAIN	MAYOR CITY/PRINCETON	815-866 7819
5.	Kristi Warren	B.C. Chairperson-Buildings & Grounds	815-875-1023
6.	Joe Batty	BUREAU CO. JAIL TASK FORCE	815-454-2124
7.	Kevin Knudsen	Task Force Member	815-872-0329
8.			
9.			
10.			
11.			
12.			
13.			
14.			
15.			

Appendix III —
Community Meeting Materials

Bureau County, Illinois
NIC Jail and Justice System Assessment Community Meeting
Thursday July 10, 2008

SIGN-IN SHEET

	NAME	POSITION/REPRESENTING
1.	[illegible]	
2.	Dennis Kimme	Kimme & Associates, Inc.
3.	Larry Lloyd	
4.	[illegible] Walker	Dist #3 County Board
5.	Tom Root	Chief Princeton Police
6.	Catherine [illegible]	Peoria Jail Staff
7.	Rick Wilkin	County Board
8.	Janice Wamhoff	Coroner - Bureau Co.
9.	Pete de Freeze	BUDA TOWN BOARD
10.	PAM PIERSON	INTERESTED CITIZEN
11.	MARK PIERSON	B/C BOARD
12.	DAVID T. PAVOLKO	FSA-DEKIBERRY ARCHITECTS
13.	ROGER SCHROEPFER	WOLD ARCHITECTS & ENGINEERS
14.	Bob Warren	City of Princeton, Commissioner
15.	Kristi Warren	Bureau Co. Board
16.	Barbara LaVelle	Citizen
17.	Joe Bertel	BC JAIL TASK FORCE
18.	Donna Barker	BCR
19.	Jared Bell	News Tribune
20.	Marc Wilt	Co. Bd
21.	Dale Anderson	Co. Bd
22.	Marcus Thronebury	Co. Board

Bureau County, Illinois
NIC Jail and Justice System Assessment Community Meeting
Thursday July 10, 2008

SIGN-IN SHEET

	NAME	POSITION/REPRESENTING
1.	JAMES NARCZEWSKI	MAYOR SPRING VALLEY
2.	Mary Jane Marini	Bureau County Board
3.	WALT MARINI	SPRING VALLEY ALDERMAN
4.	Pat Herrmann	Bureau Co. State's Atty
5.	Jim Lilley	Bureau County Board
6.	MIKE MAYNARD	BUREAU County Board.
7.	James A. Shiff Commander	Bureau Co. Sheriff office
8.		
9.		
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13.		
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17.		
18.		
19.		
20.		
21.		
22.		

Seven Stumbling Blocks

Effective Jail Planning

David J. Voorhis

Failure to:

1. Perform early planning activities
2. Engage the public
3. Understand the nature of the criminal justice system
4. Gather data about critical planning issues
5. Make system level policy decisions
6. Do adequate pre-architectural programming
7. Consider operational costs during the planning process

What is the Number?

Now

2020

Jail (CJS) Questions:

Who is in the Jail?

How did they get there?

How long did they stay?

How did they get out?

What's changed?

TYPES OF Jail ANALYSES

BOOKINGS

SNAPSHOTS

COHORT

Comparison of Jail Snapshots taken on 5/22, 04 & 08

	Saturday 5/22/04	Thursday 5/22/08	Percent Change
Total	23	31	35%
Sex			
Male	21	26	24%
Female	2	5	150%
Age			
17-34	16	22	38%
35-49	6	8	33%
50 Plus	0	1	
Average Age	30 Yrs	31 Yrs	3%
Comply			
Yes	6	9	50%
No	17	22	29%
Offense			
Person	5	9	80%
Property	3	10	233%
Drugs	7	3	-57%
Traffic	4	4	0%
Non-Comply	2	3	50%
Public Order	1	1	0%
Other		1	
Jail Sentence			
No	20	22	10%
Yes	3	9	200%
Jail Term Imposed	63 Days	157 Days	149%
Average Time In			
Total	48 Days	44 Days	-8%
Jail Sent	22 Days	49 Days	123%
No Jail Sent	52 Days	41 Days	-21%

Figure 1

The number of persons leaving the Stearns County Jail and the
the number of jail bed days consumed by the length of stay in the jail
2/1 thru 3/31 for 2003 & 2008

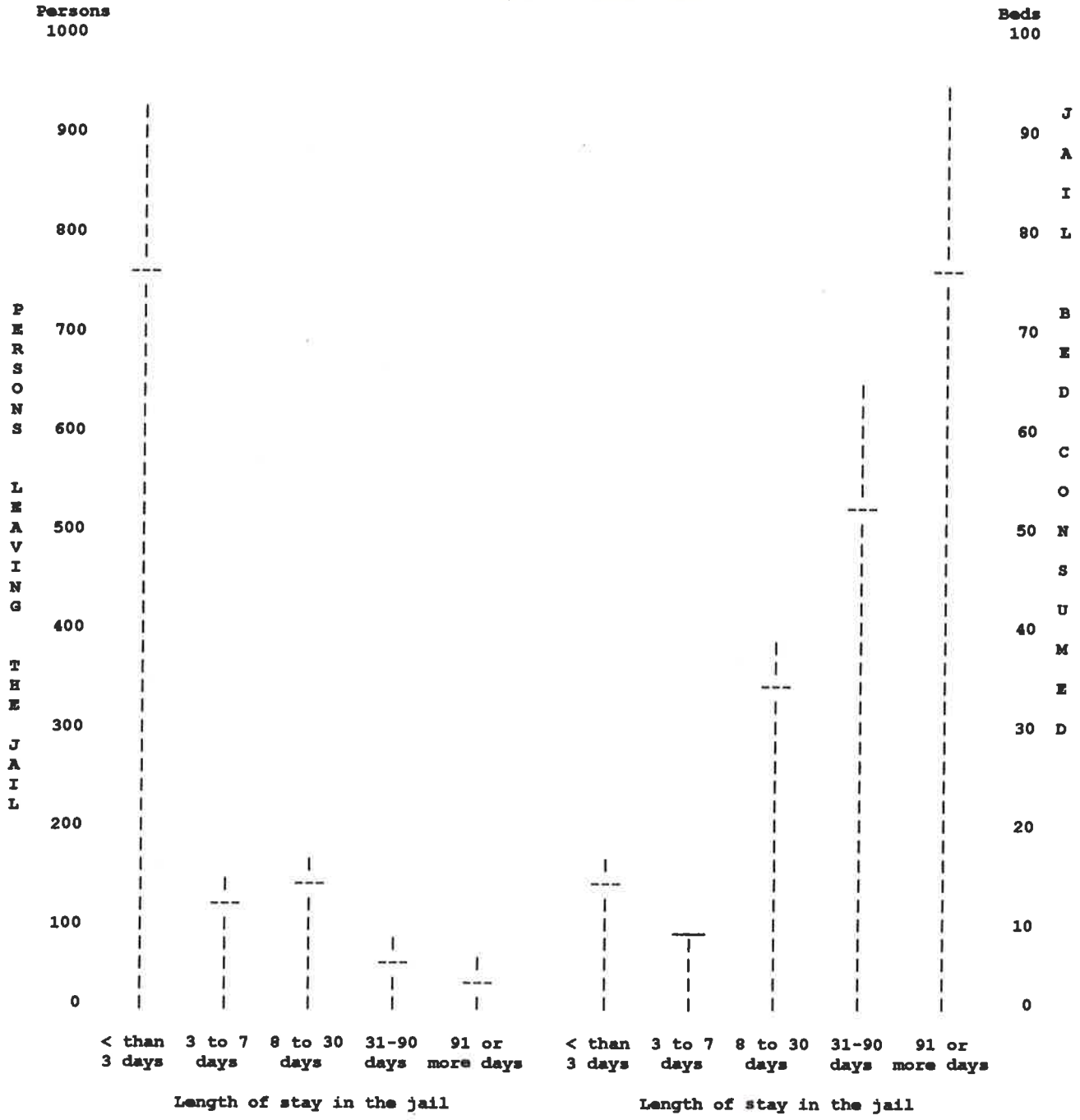


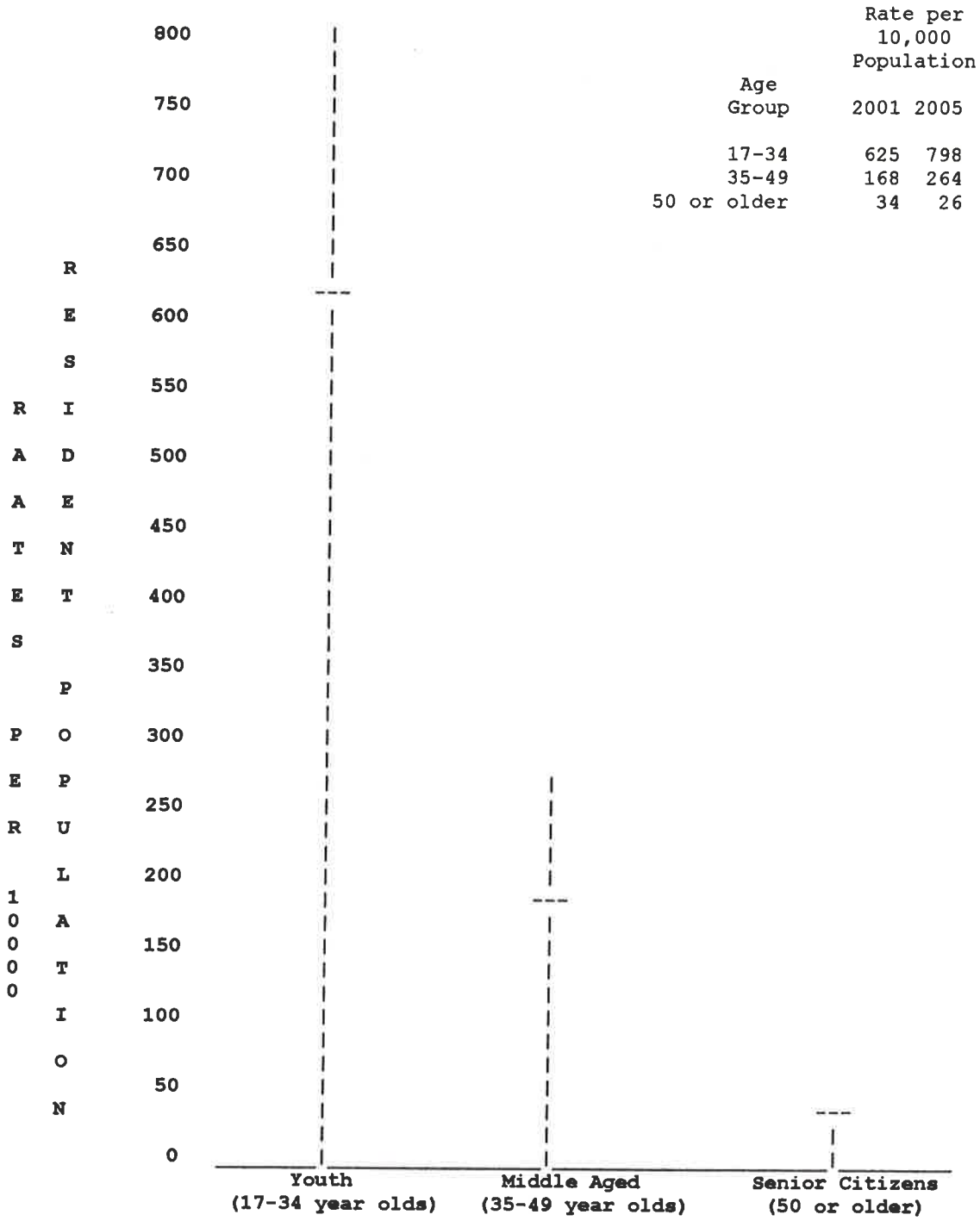
Table 1

Estimated average annual percent change in selected indicators for Bureau County (IL)

		AVERAGE ANNUAL PERCENT CHANGE 2001 to 2005
POPULATION		
	Resident Population	0.0%
	Population with high Criminal Justice rates (17-34 year olds)	-1.0%
CRIME		
	UCR Part I Crime	-1.1%
	Violent	3.8%
	Property	-1.6%
ARRESTS	Total Adult Arrests	6.1%
COURT Filings	Felony	3.6%
	Misdemeanor	-6.1%
	DUI	3.9%
FELONY SENTENCING		
	Total Felony Sentences	10.3%
	Imprisonment	17.5%
	Probation	5.7%
New IDOC Commitments		10.0%
JAIL OPERATONS	Bookings into the Jail	-0.7%
	Average Length of Stay	5.4%
	Average Daily Jail Population	4.3%

Figure A

2001 & 2005 Adult Arrest rates per 10,000 resident population for Bureau County by age group



Age Group	Rate per 10,000 Population 2001	2005
17-34	625	798
35-49	168	264
50 or older	34	26

Source: Illinois Criminal Justice Information Authority (arrest data) and the Illinois Department of Commerce (population data)

Seven Decision Points

Arrest

Book into Jail

Detain

File Charges

Adjudicate

Sentence

Sentence Modification

Criminal Justice Policy Planning Process
"What should we do and why?"

1. The policy issue
Briefly describe/define the policy-level issue to be examined.

2. How things are
Describe the existing situation and outcome(s) in specific and observable/measurable terms. Include data, and lists of statutes or ordinances, written policies, operational procedures, etc.

3. The public's opinion(s)
Describe and consider the public's opinion(s) about how things are and how things could be.

4. How we want things to be
Describe the desired outcome(s) in specific and observable/measurable terms.

5. What we could do
List all of the options for changing the existing situation.

6. What are the advantages and disadvantages of what we could do
List the pros and cons of each option. Consider both the short-term and long-term consequences.

7. What we're going to do and why
Choose the apparent best option and document the rationale.

8. Do it
Implement the newly chosen action.

9. What happened and what we think about it
Document and evaluate the new outcome(s).

10. What we need to do next time
If the new outcomes are the desired outcomes, then repeat the process. If not, then modify the process at one of the above steps (e.g., #7).

Appendix IV —
Data Analysis Plan

Part 1

Jail Snapshot
Bureau County (IL)
May 22, 2004 and 2008

Mark A. Cunniff
NIC Consultant
NIC TA #: 08J 1089

June 19, 2008

Findings

The major change to the jail population between May 22, 2004 and May 22, 2008 involved persons sentenced to the jail. Not only has the number of persons sentenced to jail increased (up 200%), but the jail term imposed also increased substantially (up 149%). The average jail term imposed in 2004 was 63 days compared to 157 days for 2008.

The average time in the jail for all persons housed in the jail declined by four days (down -8%) between May 22, 2004 and May 22, 2008. For persons not serving a jail term, the decrease in the time in the jail was more substantial (down 21%), going from 52 days in 2004 to 41 days in 2008. Persons serving a jail term, on the other hand, more than doubled their time in the jail (up 123%) between 2004 and 2008, going from 22 days to 49 days.

There was some shifting among the charges that brought the person into the jail between 2004 and 2008. Charges involving property related offenses grew the most (up 233%) while charges involving drugs decreased (down -57%).

Snapshots

Snapshots of the jail population provide very limited insight into the dynamics behind the jail population. First, there is the uncertainty of how "typical" the jail population is on the day the "snapshot" is taken. Second, the snapshot provides no background on admissions into the jail other than those persons who are there on the day of the "snapshot." Third, the snapshot gives an incomplete account of the time a person actually spends in the jail. Some persons may leave the jail the day after the "snapshot" while others may leave months later. The jail "snapshot" is used for Bureau County because it is the only available option for gaining some insight on how the jail population may have changed between 2004 and 2008.

A more preferred method for examining changes in the jail population is to examine inmates who left the jail in a specified time period (for Bureau County this should be at least a six month time frame). This approach offers the opportunity to examine the two variables that affect the jail population: number of bookings and length of stay. Such data was requested, but the information system was not able to produce it. The county should take steps to rectify this situation, so that data can be readily extracted from the jail's computer system.

Comparison of Jail Snapshots taken on 5/22, 04 & 08

	Saturday 5/22/04	Thursday 5/22/08	Percent Change
Total	23	31	35%
Sex			
Male	21	26	24%
Female	2	5	150%
Age			
17-34	16	22	38%
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Jail Sent	22 Days	49 Days	123%
No Jail Sent	52 Days	41 Days	-21%

PART 2

Criminal Justice Trends Analysis

Bureau County (IL)

Prepared by:

Mark Cunniff
NIC Consultant
NIC TA #: 08 J 1089

June 5, 2008
(revised 7/17/08)

Preface

The Illinois Criminal Justice Information Authority has produced criminal justice profiles for each of the counties in Illinois. The Bureau County profile is available at the web site of the authority. The profile has a ten year reference period (1994 to 2003) than found in this report. The NIC trend analysis uses some of the same measures as found in the Authority's report, but also supplements those measures with items such as age and jail booking and length of stay information. The Authority's report provides some comparison data between Bureau County and other similarly sized Illinois counties. If you have not seen the Authority's report, you are encouraged to seek it out and review it as it provides useful information about criminal justice activities in the county.

Summary (Table 1)

The crime prone segment of the county's resident population declined slightly between 2000 and 2005, but its growth rate will pick up modestly between 2005 and 2020. The least crime prone segment of the population (those 50 years of age or older) has comprised and will continue to comprise a substantial portion of the county's residents. Part I offenses as defined in the F.B.I.'s Uniform Crime Reports (UCR)[1] has decreased modestly. This drop in Part I crime is due to the decline in property offenses. Crimes against the person, on the other hand, increased between 2001 and 2005. Adult arrests increased substantially in this time period. Criminal case filings exhibited divergent trends with misdemeanor fillings declining substantially while felony and DUI filings increased moderately. Felony sentences increased at a much quicker pace than that found for felony case filings, with imprisonment sentences rising sharply. There was a moderate increase in the jail's population in this time frame.

Observation

While offender behavior is a factor in the demand for jail beds and other justice services, it is not the sole source driving that demand. The demand for jail beds is affected by how the criminal justice system is responding to those with whom it comes in contact. Forecasting the future workload of the county's justice system requires estimating not only county resident trends but also justice system trends over the next 10 years. Are current crime, adult arrests, court filings and sentencing trends going to continue or will they change? The ability to forecast future jail bed needs is going to require an understanding of how the justice system changes its use of the jail.

Population trends (Table 2)

Bureau County experienced minimal growth in its resident population between 2000 and 2005 and is expected to have very modest growth between 2005 and 2020. The county's crime prone age group (17-34 year olds) underwent minimal change between 2000 and 2005 (-0.1% per year), but this group is expected to grow modestly over the subsequent 15 years (less than 1% per year). The one segment of the resident population that has grown and will continue to grow involves senior citizens (persons 50 years of age or older). Seniors grew 1.4% per year between 2000 and 2005 and are expected to grow by more than 1% per year over the next 15 years.

Seniors have comprised and will continue to comprise a substantial segment of the county's residents. Seniors constituted 34% of the county's residents in the year 2000 and by the year 2020 they will constitute 41% of the county's residents. Statewide, seniors comprised only 27% of Illinois' resident population in 2000 and are expected to grow to 33% of the state's population in 2020.

From a criminal justice perspective these age trends augur well for the county's justice system as seniors experience minimal involvement with the criminal justice system (see Figure 1). Changing demographics should generate only marginal increased demands for criminal justice services. As illustrated in Figure 1, the 2001 arrest rate per 10,000 population for 17-34 year olds is nearly four

[1] UCR [illegible]

times higher than that found for middle-aged citizens (35 to 49) and nearly twenty times higher than that found for senior citizens (625 versus 168 and 34 respectively).

Figure 1 displays arrest data by age for the years 2001 and 2005. The hash marks in each column show the rates for 2001 while the bar lines show the 2005 rate. The arrest rates per 10,000 population increased for the youth and middle aged segments of the county between 2001 and 2005 while the arrest rate dropped among the senior citizens.

This finding of a high arrest rate for the youth segment of the population is basically replicated for any criminal justice indicator from victimization to populations under correctional supervision (prison, jail, probation and parole). The projected growth in the crime prone population (18-34 year olds) is marginal (less than 1% per year). In addition, more than four out of every 10 county residents is going to be 50 years of age or older by the year 2020. Consequently, the justice system should be able to accommodate the increase in the demand for services that the changing demographics among county residents will place on the system.

Crime trends (Table 3)

Overall Part I crime decreased modestly (-1.1% per year) between 2001 and 2005. The decline in property crimes (-1.6%) drove this decline despite the increase in crimes against the person (up 3.8% per year).[2] There are ten times more property crimes than there are crimes against the person.

Adult Arrest trends (Table 4)

Adult arrests grew 6.1% annually between 2001 and 2005.[3] Adult arrests involving all types of crimes against the person (not just Part I crimes) grew 3.5% per year in this time period while adult drug arrests fell -4.9% per year. The major force behind the increase in adult arrests involves "Other" offenses that include such crimes motor vehicle related offenses (including drunk driving), public order offenses, and other matters such as bench warrants.

Court trends (Table 5)

New criminal case filings in Circuit Court experienced divergent trends. Filings involving misdemeanors fell -6.1% per year between 2001 and 2005 while filings involving felonies and DUI cases increased (3.6% and 3.9% per year respectively).

Felony Sentencing (Table 6)

Felony sentences grew at a substantial rate in this time period (10.3% annually). Sentences to imprisonment (both jail and state prison) grew at the quickest rate (17.5% annually), while sentences to probation grew at a more modest 5.7% per year. In 2005, more than half the persons convicted of a felony were sent to a correctional facility.

New commitments to the state Department of Corrections rose at an annual rate of 10%.

Jail population trends (Table 7)

Jail use showed a moderate increase (up 4.3% annually). This increase is due to longer jail stays (up 5.4% per year on average). The impact of this increase in admissions on the jail population was mitigated by the decrease in the jail bookings during this time period.

---

[2] The small base number for crimes against the person can generate substantial percentage changes on relatively modest changes.

[3] [illegible]

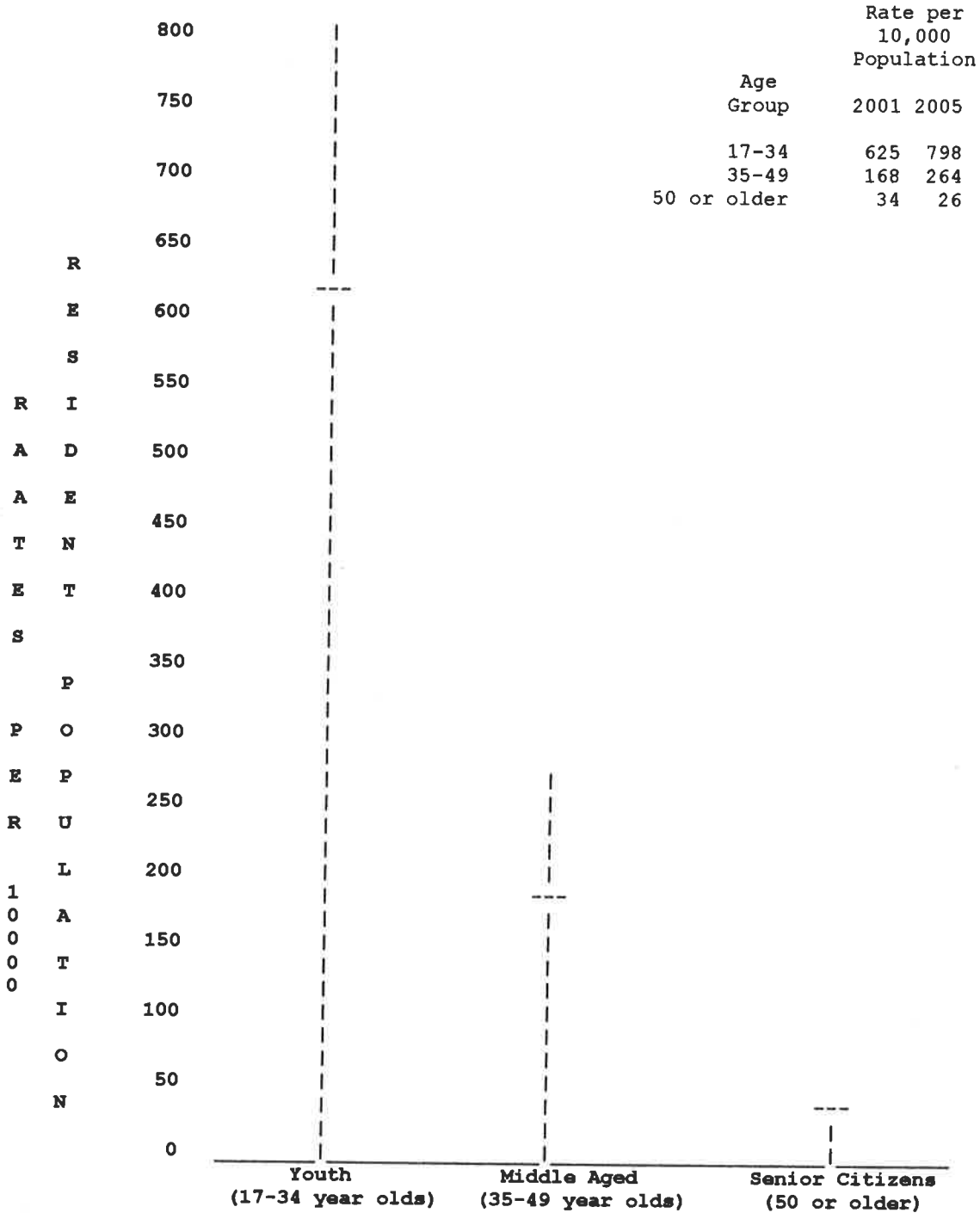
Table 1

Estimated average annual percent change in selected indicators for Bureau County (IL)

	AVERAGE ANNUAL PERCENT CHANGE 2001 to 2005
POPULATION	
Resident Population	0.0%
Population with high Criminal Justice rates (17-34 year olds)	-1.0%
CRIME	
UCR Part I Crime	-1.1%
Violent	3.8%
Property	-1.6%
ARRESTS	
Total Adult Arrests	6.1%
COURT FILINGS	
Felony	3.6%
Misdemeanor	-6.1%
DUI	3.9%
FELONY SENTENCING	
Total Felony Sentences	10.3%
Imprisonment	17.5%
Probation	5.7%
New IDOC Commitments	10.0%
Felony sentences to jail	32.0%
JAIL OPERATONS	
Bookings into the Jail	-0.7%
Average Length of Stay	5.4%
Average Daily Jail Population	4.3%

Figure A

2001 & 2005 Adult Arrest rates per 10,000 resident population for Bureau County by age group



Age Group	Rate per 10,000 Population 2001	2005
17-34	625	798
35-49	168	264
50 or older	34	26

Source: Illinois Criminal Justice Information Authority (arrest data) and the Illinois Department of Commerce (population data)

Table 2

The average annual percent change in Bureau County residents by age, for selected timeframes and percent of the county's population that is 50 or older

	Average annual percent change		
	2000 to 2005	2005 to 2010	2010 to 2020
Total	0.0%	0.4%	0.6%
Under 17	-0.1%	0.5%	0.9%
17 to 34	-1.0%	0.5%	0.9%
35 to 49	-0.8%	-1.7%	-1.3%
50 or older	1.4%	1.6%	1.2%
Illinois 50 or older	2.2%	2.3%	1.9%

	2000	2005	2010	2020
Percent of population that is 50 or older	34%	37%	39%	41%
Illinois percents	27%	28%	31%	33%

Estimated residents	2000	2005	2010	2020
Total	35,561	35,641	36,427	38,631
Under 17	8,155	8,095	8,301	9,055
17 to 34	7,312	6,930	7,103	7,710
35 to 49	7,906	7,586	6,943	6,047
50 or older	12,188	13,030	14,080	15,819

Table 3

UCR Part I Crime in Bureau County by type of crime and year, and the average annual percent change between 2001 and 2005

	Bureau County		Average Annual Percent Change
	2001	2005	
PART I TOTAL	736	703	-1.1%
PERSON	60	69	3.8%
PROPERTY (includes arson)	676	634	-1.6%

Source: Illinois State Police web site.

Table 4

Adult Arrests in Bureau County, by type of crime and year, and the average annual percent change between 2001 and 2005

	Bureau County		Average Annual Percent Change
	2001	2005	01-05
TOTAL ADULT ARRESTS (Persons 17 or older)	632	787	6.1%
PERSON	172	196	3.5%
PROPERTY	154	155	0.2%
DRUGS	82	66	-4.9%
OTHER	224	370	16.3%

Note: Person crimes include UCR Part I offenses (Homicide, rape, robbery and aggravated assault as well as Part II offenses such as simple assault, other sex offenses, kidnapping, etc.

Property crimes include UCR Part I offenses (burglary, larceny and motor vehicle theft)as well as Part II offenses such as trespass, vandalism, fraud, etc.

Source: Data obtained from the Illinois Criminal Justice Information Authority..

Table 5

Number of new court filings in 1999 & 2002 and the average annual percent change, for Bureau County

Bureau County

Circuit Court Filings	2001	2005	Average Annual Percent Change
Felony	77	88	3.6%
Misdemeanor	792	599	-6.1%
DUI	211	244	3.9%

Source: Data obtained from the web page of the Illinois Court system.

Table 6

Number of felony sentences in Bureau County for 2001 and 2005 and the average annual percent change

Felony Sentences	2001	2005	Average Annual Percent Change
Total	68	96	10.3%
Imprisonment	30	51	17.5%
Probation	35	43	5.7%
Other	3	2	-8.3%
% Imprisoned	44%	53%	
New IDOC Commitments	20	28	10.0%
Felony sentences to jail	10	23	32.0%

Note: Imprisonment includes persons sent to jail as well as state prison

Source: Illinois Criminal Justice Information Authority .

Table 7

Average daily jail population, jail bookings and average length of jail stay for Bureau County, by year, and the average annual percent change 01 to 05

	2001	2005	Average Annual Percent Change
Bookings	1,178	1,144	-0.7%
Average Stay (days)	7.1	8.6	5.4%
Average Daily Population	23	27	4.3%

Length of stay was computed by using the following formula:

$$\text{ALOS} = \frac{\text{Average Daily Population X 365}}{\text{Number of Bookings}}$$

Source: ADP numbers came from the Illinois Criminal Justice Information Authority. Booking numbers are from the Bureau County jail.

PART 3

Data Analysis Plan
Bureau County

- Discussion of analytic tasks
- Listing of variables to be collected

Introduction

There are two analytic tasks that Bureau County should perform to understand the dynamics behind the demand for jail beds. One task is to compute the system rates for the major decision points in the administration of justice. The other task is to analyze how jail beds are being used currently as well as examining the changes in jail use over time. The person undertaking these analytic tasks should consult the NIC publication, *Jail Crowding: Understanding Jail Population Dynamics*, for additional discussion of analytic issues involving these two tasks.

Both analytic tasks should have data from two different time frames that are at least five years apart. Data from one time period is useful for understanding how the system is operating at that time. However, the comparison of findings from two different time frames brings into focus how the justice system and the jail population may have changed over time. A full year's reference period would provide a robust data resource.

The data analysis will require the resolution of some basic methodological issues. For example, what is to be the unit of count - defendants, cases or charges? For example, police departments generally generate one report per arrest. This assumption must be confirmed with each of the police departments in the county contributing their arrest outcome files. If police officers can generate two or more records on one arrest incident, determine what those circumstances are.

What should be the unit of count: the person or the offenses associated with the arrest? Similar inquiries need to be made involving court cases. Is the unit of count a case, a person, or a charge? This is a rudimentary task and the preferred unit of count should be persons, not charges or cases. It is important that officials in the justice system participate in deciding these methodological issues so that they have a foundation for understanding the reports that would be forthcoming from the analyses. This is important for building credibility in the research.

The information generated by the two analytic tasks detailed below should serve as the basis for discussing options in dealing with crowded jail facilities as well as forecasting future jail bed needs.

I. System Rates

System rates can be obtained for six of the seven decision points in Bureau County. This can be accomplished by taking a series of data extracts based on persons leaving the six decision points. Tracking cases as they flow through the justice system would be more complete, but time consuming and expensive to do. Information drawn from a series of extracts provides a valid illustration of case flow and can be accomplished relatively quickly and efficiently.

The police officers decision to make an arrest is very difficult to measure as there are no records that would indicate when an officer might have had cause to stop some one, but declined to do so. Once an arrest is made, however, a record trail is established that permits the calculation of system rates for the remaining six major decision points.

1. The Booking Decision

To compute the arrest booking rates, **adult** arrest data has to be collected from the various law enforcement agencies operating in the county that have computerized records. Once permission is obtained to use the arrest files, the task of computing the booking rates for the various police agencies is straightforward. The booking rate here does not refer to bringing the person to the police department to make a positive identification. Rather it refers to the arresting officer bringing the person to the jail for detention prior to the person's appearance before a judge for the bail hearing.

The analyst should acquire an extract of selected variables (see Arrest files at the end of this section for the listing of variables) from the law enforcement agencies' arrest files. Among the data elements sought should be the arrest disposition; i.e., was the person cited and released or detained in the county jail pending a bond hearing. The booking rate would be computed by dividing the number of persons booked into the jail by the total number of adult arrests. The information items from the various police agencies may have differences in coding. Generally, these differences are inconsequential. These differences can generally be resolved so as to create a single database on arrest outcomes.

The arrest files should identify those persons being arrested on a warrant. These warrant arrests provide an indication of the extent of the challenge that non-compliance with court orders presents to the justice system. These arrests, therefore, provide an indirect indicator for prospective changes to sentences, a topic that is discussed below (number 5).

2. The Release Decision

The pretrial release rate measures the number of persons who are able to post bond or to obtain release on their own recognizance at the bond hearing. The rate is computed by dividing those achieving release into the total number of persons brought to court for bond hearings. Persons obtaining release at their first bond hearing can be numerous, but they do not constitute the entire universe of persons obtaining release. The analyst must also examine whether persons initially detained eventually obtain their release prior to the adjudication of their case. This can be accomplished by obtaining an extract of all persons entering the jail for an arrest for a defined time period. Using the variable, "release type," divide the number of persons who obtain release prior to trial through posting bond or ROR by the number of persons arrested.

3. The Charging Decision

Obtaining a system rate for charging is going to be complicated and expensive. A sample of all arrests that includes persons booked into the jail as well as those cited and released in the field would have to be drawn. These arrests will then have to be tracked into the court system to determine which ones had charges brought against them. A data collection instrument would have to be created. After the data is gathered, it will have to be entered into a spreadsheet and the data analyzed. This would be good summer work for college students. To obtain the "Charging Rate" the number of persons charged is divided by the total number of adults arrested.

4. Adjudication and Sentencing

One computer extract file may be collected for both the adjudication and sentencing decisions. When extracting this file be sure to leave enough time after conviction so that the sentencing information will also be in the file for those who were found guilty. For example, if a sample is drawn for the first quarter of the year (January 1 to March 31), it would be advisable to wait three months before obtaining the extract; i.e., make the request on July 1. Nearly all of the cases with convictions should be sentenced by this time.

With this file, first compute the adjudication rate. Divide the total number of persons convicted by the total number of cases disposed of. Using only the guilty cases, compute the rate at which persons are sentenced to prison, jail or other. The analysis should also look at the average terms imposed for those receiving incarceration.

Sentencing data for persons convicted of a felony can be obtained from the Minnesota Sentencing Guidelines Commission. Sentencing data on non-felony convictions will have to be extracted from the court's information system.

5. Modification to sentence

The modification to sentence rate will be complicated to obtain. A subsequent action on the sentence may show up as another charge that is added at the end of the court record. If there are a lot of cases, sampling should be used to make the data collection less expensive. Individual court records will have to be examined to determine whether and how the original sentence was modified. A time frame will have to be established to determine how long the case is to be tracked for sentence modifications. A short time frame (say six months) will yield limited information, but will afford a timely turn around. A longer time frame (say 18 to 24 months) will be more complete, but the analysis would be delayed until the last case reaches the end of the follow up period. Using the total number of cases sentenced, compute the rate at which sentences are modified.

There should be separate analyses performed for persons convicted of a felony and those who were not convicted of a felony.

6. Analysis

The principal goal for the system rate analysis is to obtain the overall system rate for each major criminal justice processing stage. However, a number of variables are going to be collected in this task (see listing at the end of this section). Consequently, the analysis can compute different system rates based on such considerations as: type of offense, level of charge (felony or misdemeanor); case characteristics; offender characteristics; etc.

Clearly, some system rates are going to be easier to obtain than others. If the analytic resources are scarce, priority should be given to obtaining those system rates that are easier to obtain; i.e., the arrest booking rate; the release from pretrial detention rate; the adjudication rate; and the sentencing rate. The release from pretrial detention rate may be a somewhat difficult measure to obtain. The most difficult measures are going to involve the charging rate and the sentence modification rate. The ease with which the data for computing the rates can be collected should guide how analytic resources are expended. Resources should be focused on those measures where the data are easier to obtain. If resources remain after gathering the data for the easier system rates, then move on to the more difficult ones.

7. Data sources

The justice system databases are operated by the various independent agencies. The county has limited direct control over these databases. Many of the agencies that operate these databases have their own resource priorities. This heightens the challenge in obtaining the requisite data extracts. Local policymakers will probably have to be involved in making the data extract requests.

8. Data quality

Many times these data extracts offer the first opportunity for a data audit of the information being recorded in the computer systems. Any shortcomings in the data bases should be discussed with the agency providing the data.

II. Jail Bed Utilization Analysis

The focus of the jail bed utilization analysis should be on persons who have left the jail during a specified time frame. The focus is on people leaving because this permits the analyst to examine the length of stay as well as the number of inmates moving through the jail in a given time period. This approach permits the examination of the two factors affecting the growth in the jail population (bookings and length of stay) and provides a window into viewing the jail dynamic.

The jail file should have one line of data for each inmate and should contain the highest charge associated with the inmate. This may require viewing each of the charges associated with the inmate as the top charge is not necessarily always the first charge to appear in the computer file.

While an analysis of the jail population is useful for one period of time, the analysis becomes much more powerful when it can identify changes that are occurring to the jail population over time. Beds consumed should be the major focus of the analysis when examining changes over time. Bed consumption combines case volume and length of stay into one measure that facilitates the identification of changes that have occurred.

The jail bed measure is computed by dividing the number of bed days consumed by the number of days in the time period used in the analysis. For example, if a three month time period is being used, count up the number of days in that three month time period. If a particular segment of the jail population consumed 182 bed days more between the first and second time frames under analysis, then divide that by 91 days; i.e. 182/91 yields two beds.

The objective here is to move from the single variable analysis to a multivariate analysis such as type of crime by legal class of the crime by how the person left the jail. The documentation from the jail data analysis provides an outline of how this effort can be conducted.

There are going to be a lot of calculations that go into filling in these shells. A package like SPSS or SYSTAT that creates cross tabulations is of great benefit in such an undertaking. However, spreadsheets, such as Excel and Lotus, can be very helpful in doing some of the calculations that are going to be required to conduct the analysis. For example, SPSS can generate various cross tabulations that produce the number of persons falling into each cell in the table as well as the number of bed days consumed by each cell in the table for the two different time frames under review. Bringing the tabular output into a

spreadsheet facilitates calculations on the changes in the number of persons in each tabular cell over the time as well as changes in the average length of stay and bed days consumed.

This approach enables the identification of changes in jail bed consumption and permits the examination of the role that bookings and length of stay play in the changes in bed consumption. The analysis should make full use of the variables collected in examining where the change in bed day consumption is occurring; e.g., by type of offense, offense level, legal status, residency of the inmate (in county/out of county), etc.

The experience gained in working with the jail database can demonstrate the usefulness of the information generated by the analysis. There are programs that can routinely tap into the jail's database to create an analytic database on a personal computer. This analytic database can be user friendly and can provide information that is similar to the jail analysis discussed here on an ongoing and even daily basis.

Once these databases are created, they open up the opportunity to identify jail sub-populations of interest to criminal justice policymakers and to gather more information about them from a variety of record systems. For example, there may be interest in knowing more about inmates spending more than 90 days in the jail. Indeed, there may be strong opinions about what might be behind the size for this group of inmates; i.e., judicial granting of continuances.

This is an empirical issue that can be readily addressed with the jail database. The analyst can use the following criteria to identify a target population to test this assumption. The analyst should identify 60 to 80 inmates from 2003 and 2008 who:

- spent more than 90 days in the jail; and
- was transferred to the Department of Corrections.

With the identifying information from their cases, the analyst could then go back to each of these inmate's court records to gather the following information:

- elapsed time from arrest to adjudication;
- elapsed time from adjudication to sentencing;
- elapsed time from sentencing to transfer to DOC; and
- the number of continuances granted.

Justice officials may want to add other data collection items.

Comparing the cumulative elapsed times for each group will quickly identify the extent to which case processing has expanded or contracted for each of these three critical time frames and permit the role, if any, that continuances may have played in altering these time frames.

This type of analytic inquiry permits the testing of the hypothesis as to what the problem is. If the hypothesis is validated, then there is the assurance that the issue has been properly identified. This then provides a good foundation for discussing potential remedies for the problem. If the hypothesis is not validated, on the other hand, then further discussion would not be warranted and other prospective inquiries developed.

Data Elements

I. Arrest Files - Local Police Departments & Sheriff's Road Patrol

Arrestee information

1 Name
2 Identification number (local, state, federal)
3 Residency (city, state, zip code)
4 Date of birth
5 Age
6 Sex
7 Race

Arrest Processing

8 Arrest Number
9 Date of Arrest
10 Warrant (yes/no)
11 Arrest disposition (cite & release, put in prison, other)
12 Hold (yes/no)

Arrest offense

13 State charge code
(cross references statute citation and English description of the offense)
14 Offense level (Felony/Gross Misd/Misd)

II. County Jail Files

Inmate information

1 Booking number
2 Unique personal identifier
3 Name (last, first, M.I.)
4 Risk classification (most recent status)

Inmate demographics

5 Date of Birth
6 Sex
7 Race
Residency
8 State
9 Zip code
10 City

10a Drug history
10b Alcohol history

Key dates

11 Arrival date and time
12 Release date and time
13 Sentence date

Jail processing information

14 Arrest Agency
15 Release type

16 Bond amount set (last amount set)
17 Type of bond
18 Legal status (pretrial/sentenced)
19 Sentenced (Yes/No)
20 Credit for time served
21 Sentencing court (not available)

Top booking charge

23 State charge code
24 Charge description
25 Charge type (Felony/Gross Misd/Misd/Other)
26 Hold (Yes/No) (also an entry for charge underlying the Hold)

Note: The underlying charge for a probation violator may appear in the narrative segment of the record.

III. Court files

Data extracts will probably have to come from the
The state's Administrative Office of the Courts.

Defendant information

1 Name
2 Date of Birth
3 Sex
4 Race

Offense information

5 Number of charges (may not be in file, has to be created)
6 Number of felonies (may not be in file, has to be created)
7 Number of conviction charges(may not be in file)
8 Number of felony convictions (may not be in file)

Top conviction charge (usually appears as first charge)

9 English description
10 Statute citation
11 Offense level

Court processing

12 Court case number
13 Case disposition (convicted/not convicted)

Sentence

16 Place of detention (state prison/county prison)
17 Term (make sure the file shows net term; i.e., suspended time is not included)
20 Probation Term
21 Fine imposed
22 Restitution imposed

Key Dates

26 Offense date
27 Filing date
28 Disposition date
29 Sentencing date
30 Post sentencing date

PART 4

Constructing a Corrections Continuum Control and Services Matrix: Instructions and Examples

by
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Guide to the Matrix

A Corrections Continuum Control and Services Matrix provides an easily understood, comprehensive, and common frame of reference for examining, evaluating, and improving a local correctional system.

The matrix is a planning and coordination tool. It is designed to present a comprehensive picture of adults under correctional supervision at any given point in time. It presents a "snap shot" of the adults being supervised on a given day along with their sanctioning location, type of supervision, and the range and type of services being provided within the local criminal justice system.

The Corrections Continuum Control and Services Matrix presents a corrections continuum organized along two dimensions: (1) The Range of Correctional Sanctioning Options; and (2) The Range of Treatment and Services, including additional external controls.

The Vertical Axis: The Corrections Placement Options

The first column of the matrix lists the range of correctional sanctioning options. These are grouped into two basic categories: (1) Field Supervision and (2) Custodial Placement. Each of these categories has been further divided into sub categories that contain generic correctional options. The corrections options are scaled from the least amount of control and intervention (e.g., administrative caseload) to the maximum amount of control and intervention (e.g., high security in a state correctional institution). Thus, as an offender moves down the continuum of correctional options, the offender is subject to increasing amounts of external control.

Generic categories have been used in the attached sample matrix. These categories should be changed to reflect local circumstances. For example, the title "Residential Treatment Facility A"

This discussion concerns adults. A similar matrix can be constructed for juveniles.

An example Matrix appears on the last page of this appendix. Jefferson County, CO produced a large matrix on a plotter (an oversized printer). They use this graphic to provide a common visual conceptual framework for examining their sanctions and services.

Examples appear on the last page of this appendix.

might be changed to reflect the actual name of a residential treatment facility in the community. This change will make the matrix more useful and more understandable.

The Horizontal Axis: Services Provided to Persons in Corrections Sanctioning Options

Three categories extend across the top of the matrix: 1) Additional External Controls; 2) Additional Sanctions; and 3) Treatment and Services. These categories are also generic and are preliminarily subdivided. Other subdivisions may be added within these broad categories. For example, the matrix lists "Other Probation Conditions" under "Additional Sanctions." This will provide the opportunity to list additional conditions of probation supervision that have a specific supervision objective (e.g., electronic monitoring).

Constructing the Matrix

The matrix is like a spreadsheet (and is easily created using spreadsheet software). Column A presents the sanctioning options. The first row of the matrix presents the treatment and services totals being provided to all of the people under supervision, and also includes some additional sanctions and external controls.

In completing the matrix, each cell should contain a number, even if that number is zero. Where the number in the cell needs an explanation or annotation, a narrative can be prepared as a footnote and attached to the matrix for reference. The narrative should identify the cell that is being described. This can be accomplished by using the column and row designation. For example, the "Total Number Under Supervision" is cell B-1. See "Helpful Tips" at the end of this article.

Column B: The Number of Offenders

The number of persons in each correctional option should be entered in column B. The objective here is to obtain an unduplicated count of persons under supervision. (This is the only column for which this will be true). When all the rows of column B are totaled, the total should represent the total number of adults being supervised at one time (cell B-1).

This approach requires some rule of thumb to resolve those instances where a person is truly receiving two or more types of supervision. For example, a person may be on active probation and also be on parole. In this case, the person should only be counted in the category and placement option *which provides the greatest degree of external control.* However, the annotation to both the probation and parole cell should indicate that one person who is also on probation has been counted in the parole category. This method will allow analysis of unduplicated as well as duplicated counts of these individuals.

Columns C through X...

Example treatment, services, and additional sanctions appear on the last page of this appendix.

The cells in these columns reflect counts of the number of offenders in each correctional sanctioning option who are receiving any given additional external control, additional sanction, or treatment or service. It is likely that an individual offender may be receiving a variety of services and treatments. Thus, the row totals will almost always be greater than the total number of offenders in Column B. Here, too, the matrix approach will accommodate additional, more specific columns under the general headings that have been suggested here. These will represent additional external controls, additional sanctions, or treatment services.

Annotations can be prepared and attached to the matrix to further describe the populations that are represented by numbers in any of the cells of the table. The available time and resources will serve as realistic limits to the amount of detailed annotations that can be prepared to support and further explain the numbers in the cells of the matrix. Annotations need not be completed for each cell, but there may be some cells which contain correctional populations which can be further described in terms of age, ethnicity, type of presenting correctional issue or problem, average length of stay, and so forth.

Advanced Uses of the Matrix

Comparing "What is" with "What Ought to Be"

The matrix represents a "snap shot" of the correctional population at any given point in time. Once completed, members of a task force or planning group may review the matrix and come to the conclusion that there are "gaps." That is, they would like to reallocate the number of people in some of the cells in the matrix. For example, perhaps more external controls need to be provided to offenders who are located within certain cells in the matrix. Perhaps additional external controls, additional sanctions, or additional treatment or services need to be directed toward certain groups. In this sense, the matrix represents "what is." A group exercise can be fashioned to have each person in the task force or planning group list "what ought to be." Then, through negotiation, persons can come to a general consensus about major changes that would transform the "what is" version of the snap shot into something that is improved and more desirable.

Determining Capacity and the Cost Demands of Each Cell of the Matrix

Any attempt to modify the existing matrix to reflect "what ought to be" will immediately run into a need for information about what it might cost to change the allocation of offenders within the matrix. These costs will serve to naturally limit the changes that can realistically occur. If the costs prove to be too high, the exercise in which offenders are reallocated into to different cells of the matrix must be repeated. In order to make these estimates, the task force or planning group will need to move on to another use of the matrix: To first determine the capacities and the cost of the workload in each cell of the "what is" and, later, do the same for the "what ought to be" matrix.

Therefore, it will be useful to develop estimates of program capacities and costs before engaging a task force or planning group in any exercise that might lead from "what is" to "what ought to

be". Defining program capacities will let the participants know which sanctions and services are operating at capacity, and which are not being fully utilized. Developing estimates of the daily costs for each cell in the matrix will help participants understand the relative costs of each sanction and service.

Determining Workload Size

An easy rule-of-thumb method for coming up with the total annual correctional workload is to merely multiply the numbers in each cell of the matrix by 365. This would approximate the annual load because the matrix represents a snap shot of a typical day. When multiplied by 365 days, the result should approximate the total annual correctional workload. The actual daily capacities of the various sanctions and services can be determined by surveying the people who are responsible for administering these programs.

Determining Costs

The final step is to use the matrix is to estimate the daily cost of offender placement in each cell of the matrix. This exercise can be driven by: a) actual cost accounting, or b) by individual or group estimates. Actual cost counting is achieved by reviewing agency budgets and calculating the agencies' daily budgets. A group exercise can be created to capture different opinions and estimates of many people. These can be averaged or negotiated to reach some consensus of the relative cost that should be associated with the specific sanctioning option and/or services being received by offenders in each cell of the matrix (i.e., the Delphi technique).

Another approach is to avoid actual costs altogether and scale these options in terms of their *relative* coasts. These costs could be based on a "correctional cost unit," where 1 unit equals the least expensive one day correctional placement in the matrix. All other cells would be assigned appropriate multiples of the correctional cost unit. An advantage to this approach is that it can be conducted as a planning exercise without having to go out and actually collect cost data or gather it through "expert opinion."

Repeat the Process

The three step cycle moves from: 1) determining "what is" and "what ought to be;" 2) preparing estimates of how this transition would change the distribution of the workload; or more

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A more sophisticated, advance method is to use the matrix to characterize the two things that actually determine the size of the correctional population: rate of admission and length of stay.
It may be that managing the two factors that determine the size of the population in each cell can be managed to create additional sanctioning or program capacity. This would require the creation of a spread sheet. Each cell of the matrix would be constructed to contain the formula: (annual admissions x average length of stay = average daily population). This will permit analysis of the total annual number of days of supervision/treatment being provided to persons in each cell of the matrix. This use of the matrix will allow the user to begin modeling the changes in the correctional loads in each cell that can be expected to occur if the rates of admission or lengths of stay are changed. It will allow the user to prepare alternative scenarios, or to ask "what if" questions.

particularly, changes rates of admission or length of stay; and 3) converting changes in workload into changes in costs. A planning group may have to cycle through these steps several times to "fine tune" a scenario that optimizes the allocation of offenders to cells of the matrix and use of resources to maximize public safety. Data from computerized information systems can provide the basic data needed for this process, and spreadsheet software can facilitate computation, but these data and software are not necessary for constructing the matrix.

These advanced uses of the matrix will be particularly helpful when (1) correctional resources are limited and priorities and choices need to be made to make the most efficient and effective use of available correctional resources to maximize public protection, and (2) a jurisdiction wishes to analyze and develop an overall correctional strategy.

Helpful Tips for Constructing the Matrix

The following suggestions are provided to assist the staff person(s) who will be creating the matrix.

1. Assemble several people who will be the main audience of the matrix (e.g., justice system officials) and solicit their help in deciding on the categories for the sanctioning options in column A. The categories and subcategories should reflect actual sanctioning options that exist in the jurisdiction. These officials can also order the options from the least amount of control to the most amount of control. Their participation with these two tasks will facilitate their buy-in with the final results.

2. After the data are collected, look at the numbers columns C through X.... If some columns do not have much data, consider combining the columns for the final draft. This combination may help decrease information overload without losing important information.

3. Decide on the timeframe for the matrix. It is useful to pick one day (e.g., December 31), and then attempt to collect data for that day. However, it will not always be possible to get data for that day. In these instances, it is best to collect averaged data for multiple days as close to the target date as possible (e.g., average for the month).

4. Locate one contact person for each agency. Keep this person's contact information for later inquiries. This person can answer the questions below.
To find out the average daily population of an agency:
Q1: How many adults did your agency supervising on [date]? Is this typical? (If not, then choose the typical number.)
To find out what is the capacity of an agency:
Q2: How many adults could your agency supervise on a typical day, given the current staffing and funding levels? That is, what is your current capacity?
To find out costs associated with an agency's operations:
Q3: What is your daily budget to supervise the number of adults you mentioned for Question 1? (Most agencies will provide monthly or annual budgets. Calculate the daily budget from either of these. Include staffing and operating costs, and if practical, rent and utilities.)

To determine daily costs per adult, simply divide the daily budget from Question 3 by the number of adults from Question 1. For the most part, the sanctioning options should increase in costs per person as they become more restrictive.

5. A smaller, summary matrix that contains the major categories of sanctioning options, the number of adults in each option, the capacity of each option, the daily budget of each option, the daily cost per person in each option, as well as totals/averages for each of these, is very useful for presenting big picture information to officials in an easily understandable format.

Appendix V —

Completed Physical Plant Assessment Checklist

THIS SECTION HAS BEEN REDACTED due to "Confidential and Law Enforcement Information" per agreement with NIC and the Sheriff's Office.

Appendix VI — Recommended Materials

Total Systems Planning Model

The *Total Systems Planning Model* was developed in order to show the process of implementing change in the criminal justice system. Because of the interaction between the parts of the system, it is essential that the courts, law enforcement, and corrections participate in the planning of any new facility or other major change in the local criminal justice system.

The planning model is driven by three key principles—

- ☐ **Data.** Effective planning must be data-driven. The planning a county undertakes will be as effective as the information it gathers and analyzes.

- ☐ **Principle.** Effective planning is principle-driven. A community's beliefs about how to reduce crime in the community will largely determine the types of policies and programs the county develops.

- ☐ **Policy.** Effective planning is policy-driven. The planning a county undertakes must be guided by the "vision" it hopes to achieve for its criminal justice system.

The planning model consists of six phases or steps.

- ☐ **Identifying Planning Tasks**. A planning/policy team should be created for the purpose of guiding the planning process, reviewing and analyzing data, and developing draft policies and long-range policy goals. Membership on this team is critical to success. It should consist of key criminal justice officials, county officials, service providers, and key citizens.

- ☐ **Gathering Information.** Information that describes the practices of the case handling process, the type of inmate housed in the jail, and the use and the effectiveness of pretrial and intermediate sanctions is important to answer the question: "How does our criminal justice system work?"

- ☐ **Analyzing Information.** After information is collected, the policy team must analyze trends and patterns and interpret it for key officials and citizens in the county. This analysis attempts to answer key questions ultimately affecting the size and design of any future detention facility expansion.

Are there pretrial inmates in the jail on rather minor offenses and low bonds that pose no real threat to the community other than lacking financial resources or perhaps needing some supervision or treatment while in the community? Finding alternatives for this group can reduce the projected size of a new facility and be more effective at managing the current inmate population. Are there intermediate punishments that could be used instead of jail that could reduce unnecessary incarcerations and thereby save tax dollars?

- ☐ **Developing Policy.** In this step, the policy team analyzes the critical issues and situations that currently exist within the county. The team then ranks these issues to determine the short and long-range issues to be addressed by the county. It analyzes the forces driving resolution of the problems and outlines the restraining forces that make them difficult to resolve. The process identifies issues and gains consensus of overriding principles that should drive policy development. Effective policy is a broad statement describing a course of action based on decision-making principles and long-range vision.

  In simpler terms, policy states how the jail will be used by the criminal justice system. Will it be used for the purpose of processing folks who are often immediately released? Will it hold mental health clients? Should the jail be used to hold offenders locally as part of probation rather than send them to prison? Can we release work release inmates early if they do well and are put on electronic monitoring and then use their space for more serious candidates? Will defendants who may not show up in court be sent to jail, or will they be placed under community supervision with treatment options? The answer to these and many more questions is policy; each policy impacts the size and nature of the inmate population, and therefore the facilities that must be provided.

- ☐ **Translating Policy to Programs**. Once policies are established, programs must be developed to implement those policies. For example, who will fund and operate a pretrial interview and supervision program? What agency might add more sentenced supervision programs, beyond the already well-used probation program (e.g., day reporting)?

- ☐ **Implementing Programs.** After programs are designed, the process of public education must begin and be on-going. Public education is critical to help prepare the community for new criminal justice programs and show them how they can efficiently and effectively impact the jail and its new facility size or expansion.

Major Justice Planning Activities

Crime analysis. Criminal justice system analysis. Productivity analysis. Legislative analysis. Special studies. Database development.	Definition of responsibilities. Convening and serving coordinating groups. Coordination with other planning units.	Formulation of goal statements. Clarification of issues and values. Construction of goal hierarchies.	Management of federal/state/ local resources. Review of agency budgets.	Program design, development, implementation, and evaluation.	Technical assistance. Information brokerage.

Planning Objectives

Improved analysis of criminal justice problems.	Improved coordination and cooperation.	Clearer goals, objective, and priorities.	More effective allocation of resources.	Improved criminal justice programs and services.	Improved capacity and quality of personnel.

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.	Improved quality of justice.	Improve criminal justice system and related programs.	Increase community support for criminal justice system.

Facility Development Process

Introduction/Summary

This document will give county officials an overview of the entire facility development process from needs assessment through construction and occupancy, to the eventual obsolescence of the facility. The process is shown as a step-by-step sequence from start to finish. In reality – some steps can overlap, occur out of sequence and even be repeated.

The steps in facility development are explained to help each individual understand what lies in store as they enter this process. An even more important purpose is to encourage the county, especially the Sheriff's Department, to take control of the process, rather than letting it control you or provide you with surprises. The roles of the project manager, who sees the whole process through, and of the task forces, which provide input, are critical to the continued success of the project.

The county should identify where it is in the process at the present time, then study with particular care the steps from that point on.

For each stage of the process, there is a product (or conclusion) and a formal sign-off by responsible personnel.

Phases in the Facility Development Process

The sixteen steps of the facility development process are divided into five main phases of work:

Phase I: Pre-architectural Planning

Phase II: Site Selection and Planning

Phase III: Architectural and Engineering Design

Phase IV: Construction

Phase V: Occupancy

Schedule

A typical county jail project for the sake of this exercise can span from 26 months to 52 months.

Phase I: Pre-architectural Planning

Step 1: Corrections Needs Assessment Study and Master Plan

The needs assessment process will help your county identify the need to construct or renovate a facility. This includes defining the program as well as identifying the needs and setting the "scope of the project"

Activities:

- Organize planning team/advisory committee
- Review standards & legal requirements
- Develop facility mission statement
- Collect and analyze data

- Evaluate options for construction
- Evaluate/develop alternatives to incarceration
- Identify/evaluate needs

Step 2: Economic Feasibility Study

The feasibility study must show your project to be economically viable. Operating costs, especially staffing, should also be reviewed throughout the design phase since the layout of the building will have considerable effect on the number of staff required to operate it. If renovation is a possibility, the existing facility should be analyzed and funding sources should be identified.

Activities:

- Evaluate existing facilities and options
- Evaluate cost of alternative solutions
- Determine project budget
- Explore funding sources
- Evaluate operational costs
- Determine viability of project

Step 3: Consultant/Architect Selection

Tasks should be identified for specific types of consultants, as and example, operational consultants, planners/programmers in addition to architects and engineers. Consultants should be selected and hired early enough to give them enough time to perform their tasks to your county's satisfaction.

Activities:

- Determine need for consultants
- Identify consultant hiring process
- Advertise, select and contract with consultants
- Identify structure/process to manage consultants

Step 4: Facility Programming

Facility programming includes both functional and architectural programming. While some architectural expertise is required for the latter, functional programming may be done largely by jail and other staff. Scenarios should be developed and explored. At the conclusion of programming, a realistic project budget can be established as well as preliminary staffing projections.

Activities:

- Develop functional and space program
- Develop scenarios
- Develop staffing analysis

- Develop operational budget
- Evaluate operational costs

Phase II: Site Selection and Planning

Step 5: Site Analysis and Selection

Site selection is very important for functional, technical, economic and political reasons. The site must support the amount and type of construction required. Its location will have major impact on the operations of all who have business with the jail. Political issues surrounding the acceptability of the site may have a major impact. Politics sometimes results in a jail being placed other than where it would best be located.

Activities:

- Advertise for available sites
- Develop site selection process, criteria and requirements
- Analyze sites(s)
- Select and acquire site

Step 6: Site Master Plan

Master Planning activities center around examining and determining long-term site utilization. This is the first step in an attempt to marry the site to the facility program. The Master Plan locates open space, parking, circulation routes and security zones. It takes into account the long-term development of the site.

Activities:

- Evaluate requirements for:
  - Open space
  - Parking and circulation
- Develop security plan
- Study environmental issues
- Complete required EPA studies
- Prepare final site master plan

Phase III: Architectural Design

Step 7: Schematic Design

Nearly halfway through the process, this is the first attempt of translating the written word into drawings. During schematic design, basic concepts emerge for how the facility will be organized. While it is easy to make changes at this stage, it gets more difficult as the design becomes more developed. Major changes after this stage can be costly, too, since design work would have to be repeated or construction torn out and rebuilt.

The users must be actively involved in all phases of the design but especially during the schematic phase. Security and control points should be identified as well as the secure perimeter.

Preliminary agency reviews as well as codes should begin to be addressed as well.

Verify adherence to the budget at this point before giving approval to proceed to design development.

Activities:

- Develop design concept
- Develop preliminary engineering concepts
- Refine project budget, staffing, and operational costs
- Conduct preliminary agency reviews
- Develop preliminary code review
- Review alternative bidding procedures

Step 8: Design Development

As the design progresses and develops, information becomes more and more specific and refined. An outline specification will be developed that will begin to identify every product on the project. It is important to be involved in and review the selection of systems and materials.

The budgets for both construction and operations should be reviewed and confirmed.

Activities:

- Refine architectural design
- Develop outline specifications
- Conduct special design studies
- Select systems and materials
- Refine project budget, staffing and operational cots
- Conduct second review w/ applicable agencies
- Conduct second code review

Step 9: Contract Documents

"Contract Documents" are the plans (blueprints), specifications and other bidding documents. Together, these form the basis for bids and for the contract with the contractor specifying what will be built and at what cost. These documents establish what you will get for your money. They must reflect exactly the building you want. A final cost estimate may be performed at this stage. Changes after this time, which will be by negotiation or "change order" can be highly disruptive and costly.

Contract documents are highly technical and, especially for larger projects, can be voluminous, running up to hundreds of pages of blueprints and text. It is important to

continue asking questions about what is being provided in order to ensure you are getting what you want.

Activities:

- Develop complete set of specifications
- Develop bidding documents
- Develop complete set of plans
- Develop final project cost estimate

Step 10: Agency Approvals

Local agencies such as water or sewer districts in addition to plan reviewers such as townships should be involved at this point to address approvals and permits. The architect normally takes care of submitting documents and obtaining required approvals. There are times when user or client representatives wish to attend meetings or work directly with certain agencies to understand their concerns and participate more fully.

Activities:

- Obtain building permits
- Obtain required agency and funding approvals

Phase IV: Construction

Step 11: Bidding and Negotiation

There are a number of alternative bidding procedures. These include the standard design/bid/build sequence in which the architect prepares one set of bid documents that are bid upon and constructed by one prime contractor and a number of subcontractors. Or, the architect may divide the project into a number of separate "bidding packages", each of which covers certain parts of the project such as demolition plus site work, foundations or structure. This is sometimes done to "fast track" the bidding and construction sequence so that one part of the construction can be started before design is completed on other parts.

If an alternative bidding procedure is required or desired, this will have been decided early in the project, usually by the completion of the programming phase. This has budget impact as well.

When more than one construction contract is contemplated, "construction management" services will be required. Construction managers specialize in coordinating and scheduling the activities, professionals and contractors involved in design, bidding and construction. This expertise and accountability can be valuable. Note, however, that construction management services do not always deliver the time or money savings that their proponents may claim. Some counties have had problems with fast tracking, finding that decision-making time was substantially reduced.

With any of these methods, once a set of construction documents is completed, the county advertises for bids, holds meetings with potential bidders to clarify the documents and receives and opens the bids at an appointed time and place.

After the bids are examined and the qualifications of the bidders confirmed, one bidder – usually the lowest one who is deemed to be qualified – is selected to be the construction contractor.

Activities:

- Develop plan for bid advertisement
- Review alternative bidding procedures
- Review alternative project delivery systems
- Receive and open bids
- Select lowest qualified bidder
- Contract negotiations

Step 12: Construction

On-site construction begins and then, after months or years of planning and design, a physical building finally emerges. During this phase, the architect is responsible for "administration of the construction contract". This includes site observations, addressing "shop drawings", coordination reviewing materials tests and "change orders".

Change orders indicate alterations or departures from the construction contract such as additions, deletions or substitutions. These can be minor, but sometimes involve major, important changes, which affect the cost and function of the facility. The importance of careful review and monitoring of change orders for their cost and impact on operations or performance cannot be overstressed. Since, in effect, change orders modify the construction contract, their legal and fiscal impact must be evaluated and approved by the proper authority.

This is the time for the Transition team to prepare for the move into the new facility.

Activities:

- Work on construction site and site field observation
- Contract administration
- Develop/approve change orders
- Approve payment process
- Conduct public and user tours
- Establish transition team

Step 13: Construction Completion

As the construction nears completion, a number of activities must occur. The architect and contractor prepare a "punch list" of items remaining to be finished or repaired. As systems are completed, certain performance tests are conducted for all mechanical, electrical, plumbing, heating or air conditioning, security and communications systems to insure that they work properly. Warranties and guarantee periods are started and the documents are delivered to the owner. A "users' manual" may be prepared to organize and synthesize these documents along with operating instructions and functional information.

"As-builts" or record drawings that show how the building was actually constructed should be turned over as well. These documents should have been required of the contractor in the construction documents. Advance planning for the move to the new facility should be underway. Furniture or equipment not included in the construction contract should have been ordered. Required personnel are hired and trained.

Activities:

- Develop final punch list
- Receive "as-built" drawings
- Obtain warranties and technical manuals
- Conduct performance testing
- Develop move plan
- Hire and train staff
- Complete furniture and equipment plan

Phase V: Occupancy

Step 14: Move-in and Start-up

Several activities prepare jail staff for moving into the new facility. These include arranging of furnishings and movable equipment; planning the logistics of the move; shaking down all systems in operation; transferring prisoners and staff; and starting the actual operation of the jail. The more carefully and thoroughly you plan and execute the logistics of the transition, the smoother this difficult process will be.

Immediately upon move-in, an ongoing preventive maintenance program should be initiated with an adequate budget for staff and materials. The jail is a twenty-four-hour-per-day, seven-day-per-week facility, subject to intense use from its first day of operation. If maintenance or repair is "deferred" for long, it becomes much more difficult and expensive. Further, some warranties may be voided due to lack of routine maintenance. Be sure to include in the construction contract extra replacement parts of special items such as locks and glazing panels and filters.

Activities:

- Develop staff hiring and training schedule
- Develop policy and procedure manuals
- Install furniture and moveable equipment
- Initiate building maintenance program
- Conduct public relations activities

Step 15: Occupancy and Operation

Once the new jail is occupied and under operation it is extremely important to monitor its use. The jail can become overcrowded immediately if policies, programs and population levels are not monitored continuously.

Activities:

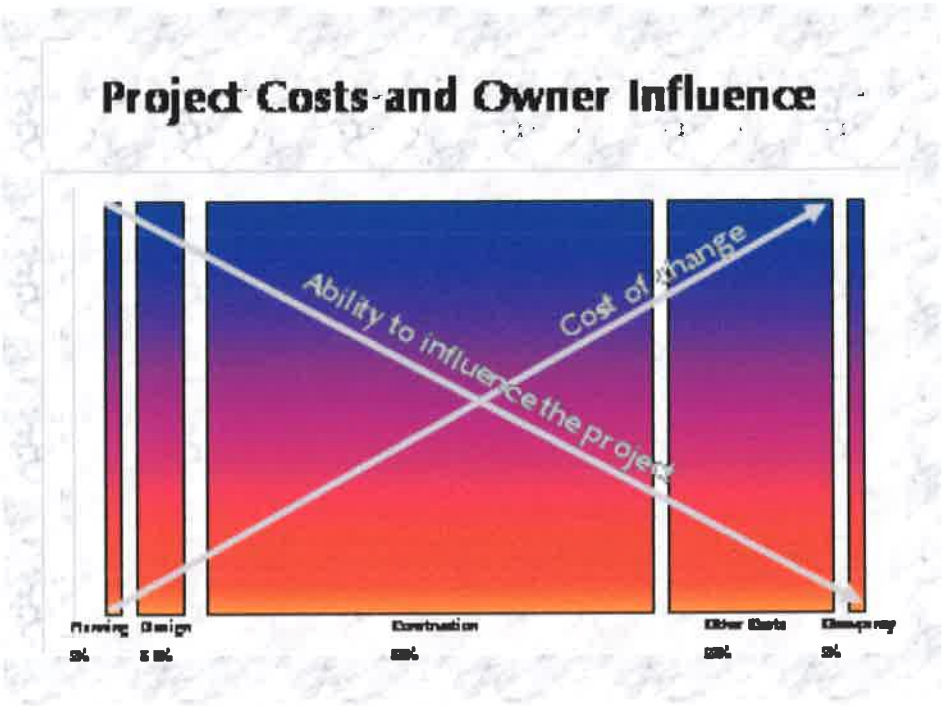
- Occupy, operate, maintain and repair the facility
- Conduct annual facility performance reviews

Step 16: Obsolescence and Renovation

Eventually, users begin to recognize certain misfits between desired programs or goals and the actual performance of the building. At that time, the jail building should be reevaluated against the original program. Either renovation can be implemented or the program changed.

Project Costs and Owner Influence

The graph depicts a timeline showing the proportionate costs versus the time when changes to the project occur. Changes in the beginning of the project have little effect on schedule or cost while changes during construction will have a substantial effect on both schedule and cost.



Alternatives to Incarceration

In conducting a needs assessment study, it is important to examine alternatives to incarceration since alternatives are often less expensive and more effective than jail. The jail should only be used when appropriate — not because it is the only option. Some of the alternatives contained in these materials may already be in use. Others may not be appropriate. However, there may be some that could result in fewer inmates in the jail.

Inmate population reduction strategies include the following:

- Field Citation — Law enforcement officers issue citations similar to traffic tickets for offenses rather than booking the offender into the jail.
- Detention Facility Citation — A citation is issued at the jail by jail officers when the offenders situation changes.
- Diversion to Services — The law enforcement officer solves the situation by taking the offender to services that will resolve the issues.
- Warrants-Holds Clearance Programs — Persons wanted for minor offenses are notified of new court dates by mail, telephone or private trackers.
- Release On Own Recognizance — Defendants are release on recognizance at the jail instead of posting bond.
- Supervised OR Release — Defendants are released on recognizance at the jail instead of posting bond and are tracked by probation type officers by phone, in person or by electronic surveillance.
- Pretrial Screening Program — Pretrial prisoners are continually examined for immediate release, bond reductions or diversion programs.
- Early Case Screening — The prosecutor reviews detention cases before reviewing other cases with an emphasis on resolving the case early. Prosecutors who are specialists in certain crimes are assigned like cases.
- Early Defense Review of Cases — Public defenders are assigned to cases early, especially to be present during initial hearings when bonds may be reduced or PR bonds may be issued.
- Expedited Processing of Jail Cases — Cases involving defendants who are in custody are given priority by the court.
- Court Delay Reduction — Paperwork relating to detained offenders is processed without delay; Court date continuances by defense and/or prosecution are kept to a minimum; assigning cases to judges is completed quickly and efficiently; PSI's are expedited for detained defendants.

- On-call Judges and Night Court — Judges are available during off business hours to determine bonds; conduct initial appearance and conduct court proceedings.
- Public Service — Offenders are sentenced to complete public or community service projects in lieu of being sentenced to jail.
- Workenders — Offenders are sentenced to complete public projects on weekends under the supervision of detention staff or others in lieu of being sentenced to jail.
- Home Detention Sentences — Offenders are sentenced but allowed to stay at home with strict restrictions. Their behavior is monitored by phone, home visits and/or electronic monitoring.
- Work/Boot Camp — Youthful offenders are placed in a work/boot camp to experience difficult conditions and hard physical work while obeying instructions. The program includes extensive exercise, participation in a community work project, drug and alcohol counseling, education classes and responsibility building exercises. There is an emphasis on immediate rewards for positive behavior and punishment for negative behavior.
- Work/School Release — Inmates are given the opportunity to continue working, looking for a job, or going to school while they are serving a jail sentence. Programming includes education, drug alcohol counseling an job seeking skills. Facility staff are responsible for controlling inmate behavior in the facility, monitoring persons on the job and counseling inmates while in the facility.
- Day Reporting Center — Offenders are given the freedom of being released into the community but, at the same time, monitoring their behavior. The offender reports to the day reporting center daily and meets wit a counselor. If required, the offender is tested for drug or alcohol use and his or her court dates, counseling times or other meeting times.

- Intensive Supervision — Offenders are released into the community through home arrest, electronic monitoring and close supervision. The allows inmates to be free in the community while at the same time controlling their deviant behavior through close supervision.
- Day Fines — Offenders are required to pay fines tailored to the gravity of the crime and the defendants ability to pay in contrast to fixed-sum fines. The judge determines the severity of the crime and applies points in relation to that crime. The judge then multiplies the points with the amount the offender makes in one day, which is adjusted depending on the offender's personal and family responsibilities.

In addition to these strategies, additional, more immediate measures, may be needed from time-to-time to cope with peak jail populations. The following methods are examples that may be used to quickly reduce the number of inmates in a jail facility:

- Review terms of longer sentences;
- Change short sentences to home arrest, day reporting or community service; and,
- Lower bond amounts where appropriate.

Alternatives to incarceration and impacts on jail population will be discussed during the Committee meeting in the context of covering the jail population impacts questionnaire.