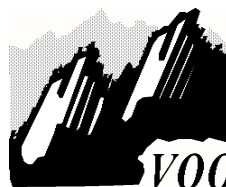


Scott County, Iowa

Alternatives Team Recommendations and Cost-Benefit Analysis: CJAAC Briefing

November 29, 2002



VOORHIS ASSOCIATES, INC.

201 East Simpson Street, Lafayette, CO 80026 303-665-8056 FAX 303-665-8059

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Prepared by:

**Voorhis Associates, Inc.
201 East Simpson Street
Lafayette, CO 80026
303-665-8056**

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Mental Health Alternative Team Recommendation

Team Members

Dr. Derek Ball, Mike Brown, Jerry Brundies, Janice Colburn, Joe Cowley, Mary Dubert, Barry Gallagher, Donna Hague, Bob Mainey, Rhonda Oostenryk, Ted Priester, Arlene Riessen, George Rittmanic, Jim VanHyfte, John Wahl

Alternative Team Position Statement

Those with mentally illness are over-represented in correctional and detention settings. Frequently the mentally ill are taken into correctional settings because there is no viable residential or non-residential alternative for them. While recognizing that anti-social behavior, in and of itself, is not a mental illness and that people need to be accountable for their actions, when mental illness is a primary causal factor for the situation which brings the mentally ill into contact with the justice system, the preferred course of action will generally be treatment rather than adjudication and incarceration.

In the absence of some form of intervention, mentally ill individuals who come into contact with the justice system are likely to recidivate. They will then be disadvantaged in society in two ways - as ex-offenders and as individuals with a mental illness. Interventions in the community must help individuals to develop independent living skills and/or to secure placement in a sheltered environment.

No single intervention will meet the needs of all the mentally ill who come into contact with the criminal justice system. As a result, a multi-tiered approach seems appropriate. The recommendations of this group fall into the following tiers:

1. Level One - diversion from the justice system prior to arrest and booking,
2. Level Two - diversion from and/or expedited processing with the justice system after arrest and booking, and
3. Level Three - management within the jail pending further action or completion of sentence.

Background Information

1. Needs Assessment Recommendation. An intervention to provide some form of mental health treatment within the Jail was CJAAC Priority 1 at the conclusion of the Phase One Needs Assessment,
2. Relevant Needs Assessment Findings.
 - a. *All inmates*. In 2000, there were 5,799 jail bookings.
 - i. At the time of admission, they indicated that:
 - (1) They had attempted suicide at some time (5%, 298 people) .
 - (2) They had tried to hurt themselves at some time (6%, 330 people).
 - (3) They were thinking of hurting themselves at the time they were booked (1%, 76).
 - (4) They had been treated for a mental condition (7%, 404 people).
 - ii. At the time of admission, staff noted that:
 - (1) They showed signs of depression (5%, 292 people).
 - (2) They appeared overly anxious, afraid or angry (7.5%, 437 people).
 - (3) They acted or talked in a strange manner (11.1%, 646 people).
 - (4) They had indications of a prior suicide attempt (2.4%, 138 people).

- b. *Long-term inmates.* The records of 599 inmates who stayed longer than 30 days were analyzed. One-third of these were on medication. Twenty-two percent of the medications prescribed (52 inmates) were for psychotropic drugs.
3. Current Recidivism. 60% of inmates at the Scott County Jail have been in **this** jail before. Recidivism based on the number of times inmates had been in **any** jails would be higher. Nationally about 65% of inmates return to jail within 5 years. This indicates that the jail, **in and of itself**, will not succeed in modifying behavior, and behavioral change is essential to reduced recidivism. A number of programs and services **are** capable of changing behavior, and when these are applied in detention and correctional settings, the rate of recidivism decreases. Effective programs have recidivism rates of less than 40% and some have much lower rates. As a result, in general, jails that invest in programs should have lower recidivism rates.
4. Additional Data Analysis. This information is based on a sub-group of all individuals booked at the Scott County Jail in 2000. It was created by selecting all individuals who reported that they had attempted suicide and those who indicated that they had been treated for mental illness. As a result, it is clearly limited in that it will not include those individuals who had mental health problems who did not choose to provide this information to jail staff.
 - a. *Demographics*
 - i. Age - This population is older, on average, than the population at large (34.97 years versus 31.37 years. The median age was 34, rather than 30.
 - ii. Gender - This population is more likely to be female. One-third (32.9%) were female, rather than 20%.
 - iii. Race - This population is more likely to be Caucasian (80%, rather than 60%). There are some indications that cultural differences impact this statistic.
 - iv. Employment - This group is less likely to be a laborer (10% versus 15%), more likely to be on SSI (13% versus 3%) and less likely to be unemployed (19% versus 15%).
 - v. Veteran - This group is more likely to be a veteran (11% vs. 7%).
 - vi. Education Attainment - This group has a lower grade level completion (11.76 yrs vs. 12.14 yrs on average).
 - b. *Charge Information*
 - i. Charge Level - This population is not different in terms of felony vs. misdemeanor charges.
 - ii. Number of Bookings in 2000 - This population had an average of 1.41 bookings in 2000.
 - iii. Number of Charges this Arrest - This subgroup had fewer charges per inmate (1.43 versus 1.6).
 - iv. Most Serious Offense - This population was somewhat more likely to be charged with a person offense (24% vs. 20%), a property offense (17% vs. 13%), or a non-driving alcohol offense (8% vs. 5%). This subgroup was somewhat less likely to be charged with a driving alcohol offense (8% vs. 13%) or an FTA (13% vs. 17%). These are not significant differences.
 - c. *Release Information* - This group is less likely to be released because they've served a sentence (9% vs 17%) and more likely to be released by court order (27% vs. 20%).
 - d. *Length of Stay, Inmate Days and ADP.* In 2000, this population accounted for 6,843 jail days. At \$67.11/day, this group cost Scott County \$459,234. This group had an average daily population of 18.75 inmates. Their average length of stay was 25.04 days, rather than the 12.99 that characterized the entire population.

5. Current Strategy.
- a. Services Available - Scott County is not without resources for the mentally ill.
 - i. Vera French Mental Health Center provides a broad spectrum of residential and non-residential services to the mentally ill in the community.
 - ii. Genesis Medical Center Behavioral Health Unit provides in-patient acute treatment.
 - iii. Mentally ill offenders can be evaluated and placed in state facilities.
 - iv. Locally, the Mental Health Task Force is a committee of law enforcement and justice agencies who monitors issues related to mentally ill offenders.
 - v. Vera French also provides 20 hours a week of evaluation and crisis intervention services at the jail, working closely with Jail Health.
 - b. In spite of these services, in Scott County, mentally ill offenders present serious problems for the justice system in general and the jail in particular.
 - i. For the justice system, these individuals are at a high risk of being repeat offenders - particularly if the behavior which brings them into the system is associated directly with their disease and/or inconsistencies with their medication. Scott County is not alone in struggling with these issues. Nationally, the problems of mentally ill offenders and the resulting interface between the justice and the mental health system has been recognized as an area in which systems need improvement.
 - ii. For the jail, these individuals are difficult to manage. Their behavior frequently agitates other inmates, resulting in a need to protect them from other inmates. They are also at risk of both self- and other-destructive behavior. The jail lacks space in which these individuals can be supervised effectively. Health services are available in the facility on a limited basis. In acute situations, these individuals have to be placed in isolation cells, sometimes in restraints; this has the potential to result in further decompensation. The guidelines for services in jails of the American Psychological Association define the core components as screening and referral, assessment and evaluation, mental health treatment, and discharge planning. The County's strategies have focused on screening and referral, and assessment and evaluation.
6. Program Effectiveness - While program evaluation in this arena is evolving, there are model programs that address these issues. The Mental Health Alternative Team reviewed the recommendations of the Consensus Project (a national initiative to develop model policy and programs to serve this population).
- a. Three basic approaches emerge:
 - i. Diverting the individual from the justice system to the mental health system,
 - ii. Blending the best of both systems for those who can not be diverted from the justice system to provide treatment and services while holding the individual accountable for his or her actions in the court system, and
 - iii. Managing mentally ill offenders more effectively while detained.
 - b. Key components of successful programs include:
 - i. Integrated services (mental health, social services, housing, substance abuse, etc.),
 - ii. Regular meetings of key players,
 - iii. Boundary spanners,
 - iv. Strong leadership,

- v. Early identification in the process, and
- vi. Case management beyond referral.

Program Assumptions

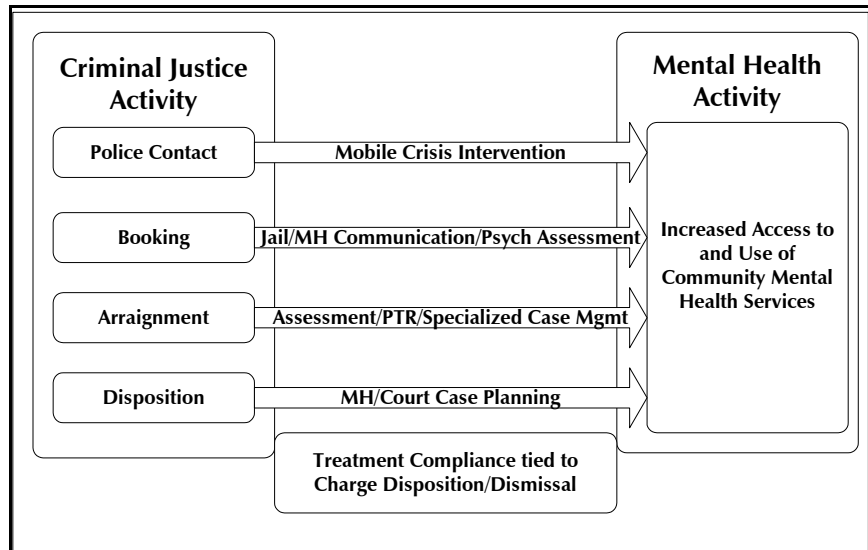
1. Changing Law Enforcement Response Patterns. When community members become concerned about the behavior of the mentally ill, they sometimes turn to law enforcement agencies. Police contacts are more likely to result in arrests for a variety of reasons. A primary reason is that it is often faster and easier for law enforcement to arrest than to get the mentally ill person into an appropriate and safe environment. If this pattern is to change, it must be made quicker and easier for police to move the mentally ill individual into the mental health system.
2. Challenges of Managing the Mentally Ill in the Community. In spite of the continuum of services available in Scott County, some mentally ill individuals “fall through the cracks” in community, governmental and family support systems. This population is often non-compliant with medications; many are living very marginally and some are homeless. This population will require both clinical and “hands-on” services to function in the community.
 - a. Many of these individuals will require medications and medication management.
 - b. Many of these individuals will have co-occurring disorders.
3. Target Population. The target population will meet the following criteria:
 - a. They are over the age of 18.
 - b. They are chronically mentally ill under Iowa statute.
 - i. They have had treatment other than outpatient.
 - ii. They are diagnosed with a DSM IV Disorder - Axis 1 which would include, but is not limited to, schizophrenia, bi-polar disorder, depression, but not anti-social behavior.
 - iii. They are:
 - (1) at risk of suicide,
 - (2) exhibiting strange or bizarre behavior, or
 - (3) diagnosed as mentally ill, disconnected from services, and causing concern in the community.
 - iv. They are not:
 - (1) in need of only chemical detoxification, or
 - (2) in need of only housing or other financial resources.
 - c. They meet income and residence guidelines for County funding.
 - d. They do not have an active relationship with a case manager in the community services system.
 - e. Full assessment suggests that their needs can best be met by specialized, intensive case management.
 - f. Not chargeable with a person offense or an offense in which there has been a serious injury to another person.
 - g. Not requiring long-term commitment.
4. Ultimate Goal. Many of the individuals who would be appropriate for this program will require long-term supportive services. The goal is to use this program as a bridge to existing resources, developing a relationship over a period of 6 - 12 months.

5. Accountability. All individuals in the program must be held accountable in some way for their behavior; that does not imply that all individuals will receive a disposition in the justice system.
6. Disposition of Choice. While recognizing the need to ensure community safety, generally a mental health disposition and placement would be preferable to a correctional placement.
7. Reliance on Community-Based Services. Just as Scott County has a well-developed continuum of mental health services, there are a variety of social services available in the community. This program must rely on these programs to avoid duplication of services. Individuals in this program will need special assistance in accessing and using these services.

Program Strategy

The program strategy depends on the level at which it is implemented, which in turn depends on whether or not Scott County receives the grant written to support Level One. This is a national grant for which there will be a considerable amount of competition. For additional detail about the grant, please refer to the grant application.

1. Level One - Pre-booking Diversion
 - a. *Concept*. The Consensus Project has identified a number of successful programs for mental health jail diversion. Two components found in many such programs are mobile crisis intervention and specialized case management.



- b. *Mobile Crisis Intervention*. This program will be based at the Genesis Medical Center where a trained Psychiatric Screening and Assessment (PSA) Nurse will be available from 3 PM to 3 AM 7 days a week for consultation and crisis intervention in the field.
 - i. Law enforcement officers who bring individuals whom they believe to have a mental disorder to the emergency room will receive first priority from this nurse, reducing officer waiting time in the emergency room.
 - ii. Nurses may also travel to the field for on-site assessment. If the individual needs hospitalization, the officer will transport the individual.

- iii. The goal at this point is to stabilize the patient in the least restrictive manner. This may allow for responses from return to home with a referral to community mental health services, to short-term (23 hour) observation, to long-term placement.
 - iv. At this point, no charge has been filed - as a result, the individual is **not** in the justice system.
 - v. If the grant is not funded, it would be appropriate to consider some method of “fast tracking” law enforcement with individuals who require psychiatric evaluation through the emergency room to minimize time officers spend off the street.
 - c. *Specialized Case Management.* Individuals who are diverted from the justice system through mobile crisis intervention will require follow-up services if they are not to end up in the same situation in the near future. This aspect of the program could also serve those who are diverted **after** booking.
 - i. Case managers will assist clients in identifying, accessing and utilizing whatever informal or formal supports and services they need to function and thrive in the least restrictive setting possible.
 - ii. Case managers will require a variety of competencies.
 - (1) Skilled mental health workers.
 - (2) Effective “boundary spanners” who can work with the justice system.
 - (3) Creative problem solvers who will provide “hands on” services to this population.
2. Level Two - Post Booking Diversion/Case Management
- a. *Rationale.* This level has been created to respond to two potential situations:
 - i. Scott County does not receive grant funding for Level One described above, and/or
 - ii. Individuals who meet the criteria for this program are not discovered until after they have been booked at the jail.
 - b. *Referral Mechanism.*
 - i. Jail - The current process for referring individuals for evaluation by the current contract provider in the jail will continue. However, enhanced assessment at the jail, in the form of better classification, will assist in identifying people who currently “slip through the cracks.”
 - ii. Non-jail - Individuals who are involved with the justice system, but who are not in custody at the time of their referral, can be referred by a case manager.
 - c. *Case Management Functions.* Functions include:
 - i. Initial stabilization and medication, which may begin in the jail,
 - ii. Short-term activities including:
 - (1) Developing and implementing release plan,
 - (2) Basic needs (housing, food, medical care, income, and transportation), and
 - (3) Assistance to meet requirements of conditional release.
 - iii. Long-term activities including:
 - (1) Making mental health referrals to programs, such as day treatment and medication management, and associated follow up, and
 - (2) Education, employment, substance abuse treatment, and health care follow up as appropriate.

- d. *Justice System Functions.*
 - i. Pre-trial release - Many of these inmates do not make good candidates for unsupervised pretrial release because they are not stable. As a result, they may be more likely to be detained. According to PTR staff, there are no specific criteria which would prohibit mentally ill offenders from participation in PTR. Case management staff will work with PTR to develop appropriate conditions of release which may include supervised release as well as a variety of mental health conditions, including participation in the case management program. Given the difficulties that these clients present, it is suggested that the individual providing supervision have a higher level of experience in working with the mentally ill offender and that this be a specialized caseload.
 - ii. Court processing - At present, the County Attorney already provides for both deferred prosecution and deferred sentencing (for some charges) as well as dismissal. Case managers will need to work with staff at the County Attorney's Office to develop an appropriate resolution of the case.
 - e. *Enhanced Communication and Coordination.*
 - i. This approach will require the development/enhancement of partnerships. Key organizations include:
 - (1) Scott County Jail,
 - (2) Pre-trial Release,
 - (3) County Attorney,
 - (4) Courts,
 - (5) Department of Correctional Services - Supervised Release,
 - (6) Department of Correctional Services - Court Compliance,
 - (7) Vera French Mental Health Center,
 - (8) Genesis Medical Center,
 - (9) Scott County Community Affairs,
 - (10) State of Iowa Human Services, and
 - (11) Representatives of a broad spectrum of community-based service providers.
 - ii. This approach will require "staffings" on individuals in the program - particularly during the intensive phase of the program.
 - f. *Sanctions for Non-Compliance.*
 - i. While these individuals are involved with the justice system, in the community, there must be sanctions for non-compliance. These have the potential to bring the individual back into a more structured living environment - inside either the justice or mental health system.
3. Level Three - Enhanced In-facility Services.
- a. *Rationale.* Although the goal of both Level One and Two interventions is to divert inmates from the jail, the Mental Health Alternative Team believes that there will be a number of mentally ill offenders who will neither be diverted from the justice system nor committed to the mental health system.
 - b. *Differentiation of Short-term and Long-term Approaches.* A strategy needs to be put in place to deal with these inmates in the jail.
 - i. In the long-term, a different type of physical environment would be extremely helpful for managing this population. This environment would provide:
 - (1) A higher degree of observation of this population without isolation,
 - (2) Reduced negative sensory impact, such as light and sound, and

- (3) Increased options for positive activities.
- ii. In the short-term, there are actions which could be taken to manage this population more effectively. These include:
 - (1) Presence of health care staff, particularly staff with mental health experience, in the facility, 24 hours a day, 7 days a week,
 - (2) Implementation of a structured, validated suicide risk assessment as part of enhanced classification and assessment, and
 - (3) Increased access to mental health services, including treatment as well as evaluation and medication.

Financial Requirements

This section lists only direct costs associated with the mental health program. Rather than analyze their long-term cost impact separately, the impact of all programs will be analyzed together and combined in a separate document.

Element	# positions	Salary	Benefit	Other	Total	Time Target	Ref
Level One - Pre-booking Diversion							
<i>County Match</i>							
Scott County Community Affairs	0.05	\$3,500	\$826	\$0	\$4,326	FY-04 - 2nd half, when Federal funds are available.	1
Genesis Medical Center (subcontract)		\$20,790	\$6,237	\$6,000	\$33,027		2
Vera French CMHC (subcontract)		\$38,950	\$6,199	\$20,600	\$65,749		3
Subtotal County Match		\$63,240	\$13,262	\$26,600	\$103,102		
Existing County Dollars					\$16,326		
New County Dollars					\$86,776		
<i>Federal Grant</i>							
Genesis Medical Center (subcontract)	2.5	\$132,500	\$39,750	\$8,731	\$180,981		4
Vera French CMHC (subcontract)	2.5	\$60,950	\$13,927	\$12,978	\$87,855		5
SEDA - Evaluation (subcontract)		\$23,400	\$3,872	\$3,513	\$30,785		6
Subtotal Federal Grant Match		\$216,850	\$57,549	\$25,222	\$299,621		
Subtotal Level One					\$402,723		
Level Two - Post Booking Diversion/Case Management							
Clinical Supervision	0.2	\$9,000	\$2,070		\$11,070	FY-05, if Level One is not funded.	
Case Managers	2	\$62,000	\$14,260	\$18,262	\$94,522		
Psychiatrist		\$12,000	\$0		\$12,000		7
Subtotal Level Two		\$83,000	\$16,330	\$18,262	\$117,592		

Element	# positions	Salary	Benefit	Other	Total	Time Target	Ref
Level Three - Enhanced In-facility Services							
Classification Specialist	Included in jail staffing						
24 hour Health Care	Included in jail staffing						
Reference							
1. This provides for administrative oversight of this grant. This is an existing position. No new funding is required.							
2. This provides for administrative and clinical oversight of the mobile crisis intervention team.							
3. This provides for clinical oversight of the case managers as well as direct assessment services. About \$12,000 are existing dollars.							
4. This provides for 2.5 PSA nurses to provide 12 hours per day, 365 days per year of mobile crisis intervention.							
5. This provides for the 2 case managers.							
6. This provides for the mandatory evaluation.							

Substance Abuse Alternative Team Recommendation

Team Members

Larry Barker, Mike Cole, Reverend Paul Landgraf, Judge McKendrick, Reverend Ed Mutum, Tyrone Orr, Brian Panke, Wendy Rickman, Arlene Riessen, Carolyn Ross, Joan Wristen

Alternative Team Position Statement

At a minimum, substance abuse and criminality are correlated; in some cases, substance abuse may contribute to or cause the criminal behavior. Because of the prevalence of substance abuse among jail inmates and the degree of risk associated with participation in an open treatment setting, an in-facility treatment option is needed.

Background Information

1. Needs Assessment Recommendation. An intervention to provide some form of substance abuse treatment within the Jail was CJAAC Priority 2 at the conclusion of the Phase One Needs Assessment,
2. Relevant Needs Assessment Findings.
 - a. *Number of Bookings.* There were 5,799 bookings in the 2000 study; 3,504 (60%) were either charged with a substance abuse offense, said that they had used narcotics, were alcoholics, or had been treated at CADS. This group of bookings is referred to as the “substance abuse group” in this recommendation
 - b. *Impact on the Jail.* The substance abuse group stayed in jail a total of 45,093.03 days¹ in 2000, representing an ADP of 123 people.
 - i. At a cost of \$67.11 per day, that represents a cost of \$3,026,191 to Scott County.
 - ii. The average length of stay of the substance abuse group was 14.81 days, with a range from a low of less than 15 minutes to a high of 202 days. About 25% of the substance abuse group stays more than 7 days, accounting for 88% of the time in custody spent by these offenders. The substance abuse group clearly stays long enough to participate in substance abuse programming. Even so - this probably underestimates the degree of the problem.
 - c. *Charge Level (Most Serious Charge).* About 75% of the substance abuse group are charged with misdemeanors - not different from the population of the jail as a whole.
 - d. *Times in this Jail.* About one-third of the substance abuse group said that they had been in the Scott County Jail before. Of those who said that they had been in this jail before, the average number of times was 1.34 times. The most number of times was 11.
 - e. *Charge Information*
 - i. Number of Charges - 1.73 charges - higher in the substance abuse group than the population as a whole (1.6). The highest number of charges was 15.
 - ii. Type of Substance Abuse Charge - 70% of the substance abuse group were charged with alcohol offenses, most commonly OWI.
 - iii. Failure To Appear (FTA) - 17% of the substance abuse group have an FTA of some type - not different from the population as a whole.

¹ Days in custody = day or hour released - day or hour admitted. It treats people who spend less than 24 hours in custody as spending the appropriate part of a day, not 1 day.

- iv. Person Offense - 20% of the substance abuse group have some type of person offense as well.
 - f. *Demographics*
 - i. Ethnicity - 67% of the substance abuse group were white; 25% were African-American. 62% of all persons booked that year were white, and 30% were African-American.
 - ii. Gender - 82% of the substance abuse group were male.
 - iii. Age - the average age of inmates in the substance abuse group was 32 years - slightly older than the population as a whole (31.36 years).
 - iv. Residence - 84% of the substance abuse group are from Iowa - not different from the population as a whole. 63% of this group are from Davenport - not different from the population as a whole.
 - v. Last Grade Attended - this group reported attending school through 11.48 years
 - g. *Health and Substance Abuse*
 - i. Alcoholism - 16% of the substance abuse group said that they were alcoholics.
 - ii. Drug Use - 46% of the substance abuse group said that they had used narcotics at some point.
 - iii. Treatment - 25% of the substance abuse group said that they had been treated at CADS.
 - iv. Drug of Choice - Alcohol was the prevailing substance abused (70%). Of those who said that they had abused drugs (30%):
 - (1) 46% had used marijuana
 - (2) 23% had used both marijuana and crack
 - (3) 7% reported multiple substance abuse/polydrug users
 - (4) 6% said they used only cocaine
 - (5) 4% said they used only crack
 - v. Mental Health - the substance abuse group reported slightly higher percentages of mental health issues than the entire population of bookings for the year.
 - (1) 7% said they had attempted suicide.
 - (2) 9% said they had been treated for a mental condition.
 - (3) There is good reason to believe that this under-reports the prevalence of these issues.
3. Current Recidivism. 60% of inmates at the Scott County Jail have been in **this** jail before. Recidivism based on the number of times inmates had been in **any** jail would be higher. Nationally about 65% of inmates return to jail within 5 years. This indicates that the jail, ***in and of itself***, will not succeed in modifying behavior, and behavioral change is essential to reduced recidivism. A number of programs and services **are** capable of changing behavior, and when these are applied in detention and correctional settings, the rate of recidivism decreases. Effective programs have recidivism rates of less than 40% and some have much lower rates. As a result, in general, jails that invest in programs should have lower recidivism rates.
4. Current Strategy. The Center for Alcohol and Drug Services (CADS) was established in 1980 to provide substance abuse treatment and prevention services in the Quad Cities. In 2000, CADS began to offer substance abuse assessment, case management and treatment services to jail inmates.
- a. In FY 2002, 299 assessments were completed in the jail.

- b. 151 inmates have been admitted for treatment. The major stumbling block for others is the fact that they present a higher degree of risk - either of flight or to the community - than is acceptable in a non-secure setting.
 - c. In FY 2002, 142 inmates were discharged; 12 were returned to the jail to finish serving their sentences. 72% of the remaining inmates completed the program successfully.
 - d. In FY 2001, 135 inmates were discharged from the jail program; 25 (19%) were re-admitted for primary treatment.
5. Drug Court. Scott County applied for and received a drug court grant. The Drug Court began operating in 2002, targeting older, felony-level defendants who would otherwise be looking at prison sentences. Drug court works on a balance of supervision, intervention/treatment, and accountability. As a part of this program, defendants may require treatment (either at the outset of their participation in drug court or as a result of a relapse). The drug court population will overlap with the population of sentenced misdemeanants who were initially identified as the primary target of an in-facility substance abuse treatment program.
6. Program Prevalence. In facility substance abuse treatment is common. According to the Drug and Alcohol Services Information System, about 33% of jails offer on-site substance abuse treatment.
7. Characteristics of Addiction.
 - a. Addiction is a chronic, progressive disorder often characterized by relapse.
 - b. Addiction is an uncontrollable and compulsive set of behaviors.
 - c. Addiction is a brain disease which requires treatment.
8. Program Effectiveness.
 - a. Correctional facilities
 - i. Drug and alcohol treatment is one of the interventions which has reduced recidivism. The two programs noted here have been operating for a long-time and have strong, sound evaluations. Both programs provide lessons and both use a holistic approach:
 - ii. Washington County MD program reports these characteristics:
 - (1) 22% recidivism over 5 years.
 - (2) Six week in-jail program with after care.
 - (3) In facility after care is provided - this consists of 2 treatment groups per week while still in the facility.
 - (4) On release, patients sign a one year out-patient contract.
 - (5) Those who spend more than 6 months in aftercare are much less likely to recidivate.
 - iii. Durham County, NC program reports these characteristics:
 - (1) 66% were not re-incarcerated.
 - (2) Short-term program, which is tied to a strong community component through comprehensive services available outside the institution.
 - b. Substance abuse treatment, in general
 - i. In 1999, according to the Drug and Alcohol Services Information System, 58% of substance abuse treatment admissions had at least one prior treatment episode.
 - ii. According to the Department of Health and Human Services 1999 Report to Congress on Substance Abuse and Child Protection, approximately one-third of people who go into treatment succeed at their first attempt; another third have

- brief periods of substance abuse, but ultimately recover; the last group relapses repeatedly.
- c. CADS has an overall recidivism rate of 21%.

Program Assumptions

1. Shared Assumptions with Program Services Recommendations. Many of the same assumptions identified in the Program Services Recommendations apply to this group. They include:
 - a. *Holistic Approach.* There is no one “magic bullet” which will modify inmate behavior. Behavioral change occurs within mind, body, and spirit.
 - b. *Accurate Assessment.* Not all inmates are the same, and not all have the same needs. Effective and enhanced classification which considers both risk and needs is a pre-requisite for effective programming.
 - c. *Community Linkages.* Although there is a core population who stays at the facility long-enough to complete a variety of program activities (an average of 120 days), this is not long-enough to create an internalized behavioral change; it can establish a habit.
 - i. Programs initiated at the jail need to be closely tied to services available to ex-offenders in the community.
 - ii. Appropriate release planning, in some cases linked to additional programming provided in the community and community-based support, such as mentoring, will be as important as accurate assessment.
 - d. *Volunteers.* In these programs, it should be possible to develop/expand a volunteer base to do some service delivery, particularly tutoring and mentoring.
 - e. *Cultural Relevancy.* Programming must be culturally relevant and responsive to the demographics of the population served.
2. Licensing. The program must be licensed in the State of Iowa.
3. Program Location. Male inmates who participate in the program will be housed together in one bay at the Annex. Female inmates who participate in the program will not be housed separately from other female inmates. The program will not be coed.
4. Service Plan. Services will be consistent with the Placement Criteria of the American Society of Addiction Medicine for the appropriate level of Residential Treatment.
 - a. There will be no detoxification and no outpatient treatment offered at this facility. Services will include evaluation, education, therapy groups, support activities, individual and family counseling.
 - b. Services for female offenders will require a different approach from that of the male population. The bases for the differences are:
 - i. The number of female offenders is not as large as the male population and is not large enough to justify a separate housing unit for treatment.
 - ii. Female offenders bring different issues which require different services from males.
5. Good Time and Release Considerations. Inmates who participate in structured programming should be considered for good time, just as inmates who currently work are considered for good time. Good time requests for program participation should be handled just as the additional time off for in facility employment are handled. For any pretrial detainees who participate in

programming, this information should be handled through the normal legal process by defense counsel.

6. Relationship with Drug Court. Inmates who wish to be considered for drug court may need to complete this program as a first step in their drug court. Drug court defendants who fail one of the conditions of drug court may be ordered to return to jail. They will need to go through the substance abuse evaluation process and be approved to return to the in-facility program.

Program Strategy

1. Expansion of Current Collaboration. CADS and Scott County will expand their collaboration to provide a 24 bed substance abuse treatment unit for incarcerated offenders. In addition, this program will develop/enhance working relationships with other community partners.
2. Program Schedule and Duration. The program will last 28 days, cycling one group through at a time. Admissions will occur in 28 day groupings. Offenders will be taken in their final 30 - 60 days of incarceration, increasing chances for success and a linkage to step-down services on release. CADS already provides after care services, including a half-way house, outpatient and continuing care services.
3. Assessment and Release Planning. This program will be linked to other assessment and release planning efforts in the jail. CADS and other community partners will develop ancillary services to cultivate a recovery environment and link program participants with support from local clergy, AA, NA and alumni groups.
4. Integrated Services. While substance abuse in conjunction with criminality may be the presenting problem, there are many other issues for program participants. As a result, a broad spectrum of services will be necessary to increase the chance of success. These services should include medical support, mental health services (as required), and vocational/education services.
5. Program Day. The program day will begin at approximately 6:30 AM and end at 9:30 PM. The program is 7 days a week. Each client will receive approximately 50 hours of service per week. The daily treatment schedule would include:
 - a. A morning education group focusing on substance abuse education and awareness issues.
 - b. A work assignment of at least one hour.
 - c. Supervised recreation and/or exercise.
 - d. An afternoon group focusing on recovery.
 - e. AA/NA meetings
 - f. Individual counseling and release planning
 - g. Individual assignments.
 - h. Structured family visitation.
6. Program Staffing. The program will be jointly staffed by correctional and treatment staff.
 - a. Corrections staff will work in the unit 7 days a week on a minimum of two shifts.
 - b. Five treatment staff will provide services approximately 12 hours per day 7 days a week. A Program Manager will be responsible for overall operation of the program.

7. Modification of Annex. After reviewing the Main Jail and the Annex, the physical environment of the Annex is more conducive to the implementation of a program. However, there are a number of issues that must be addressed in order to allow this to happen.
 - a. Space issues.
 - i. Insufficient space to provide new programs needed for in-facility substance abuse treatment and current population. Currently, there is one multi-use area for the entire Annex population. This functions as library, exercise area (in bad weather) and dining area.
 - ii. Physical environment is not conducive to treatment in terms of atmosphere, space and privacy issues.
 - b. Bay 3 of the Annex will be the location of the treatment unit if a 24 bed model is developed. Bay 4 would be the location if a 16 bed model is developed. The physical appearance of this bay will be enhanced to provide an appropriate physical environment (carpet, moveable furniture, sound baffles, privacy panels, paint, etc.)
 - c. While some programming can occur directly in the renovated dayroom of the treatment unit, the following spaces are needed:
 - i. Treatment Office @ 100 SF
 - ii. Records Storage @ 40 SF
 - iii. Multi-use Meeting @ 400 SF
 - iv. Triage/exam Room @100 SF
 - v. Library/Education/Computer Lab @ 400 SF.
 - d. These spaces can also be used to support other Annex residents.
 - e. The easiest expansion path is directly into the warehouse, across the corridor behind the bays. If expansion occurs directly behind the current multi-use room, some visibility into the new area will be possible from control.

Financial Requirements

Elements of this program - like those in the Increasing Compliance recommendation - will rely on the implementation of program services identified in the Program Services recommendation. As a result, this section lists only direct costs associated with the in-facility substance abuse program. Rather than analyze their long-term cost impact separately, the impact of all programs will be analyzed together and combined in a separate document.

Element	# positions	Salary	Benefit (33%)	Other	Total	Time Target	Ref
Capital							
Expansion into warehouse				\$128,000	\$128,000		
Contingency				\$8,000	\$8,000		
Modification of Bay 3				\$10,000	\$10,000		
Soundproofing in Bays 1-4				\$15,000	\$15,000		
New furnishings				\$5,000	\$5,000		
Subtotal Capital					\$166,000	FY 03 - 1st half	1
Operating							
Sheriff's Liaison/Substance Abuse Service Officer	included in jail staffing request					FY 03 - 2nd half	2

Element	# positions	Salary	Benefit (33%)	Other	Total	Time Target	Ref
Contract Service/Potential Grant Funding							
Program Manager (CADS) - 30% FTE		\$11,667	\$3,850		\$15,517	FY 03 - 2nd half	3
Certified Substance Abuse Counselors	5	\$110,000	\$27,923	\$6,100	\$144,023	FY 03 - 2nd half	4
Mental Health Services					\$20,280	FY 03 - 2nd half	5
Subtotal Contract		\$121,667	\$31,773	\$6,100	\$179,820		
Total Capital and Contract		\$121,667	\$31,773	\$6,100	\$345,820		

- Reference**
1. This project will take no more than 6 months to complete.
 2. This position is not required until the program is preparing to open. It should be timed to begin at the same time as the substance abuse counselors. The position is included in the jail staffing recommendation.
 3. Provides clinical supervision of substance abuse counselors
 4. Includes 2 current case managers funded from another grant source. Budget at \$10.5769/hour @ 2,080 hours. Benefits are calculated at +/- 23%. Other expenses include phone, mileage, supplies and computer equipment.
 5. Mental health services are calculated at \$65/hour, 6 hours per week.

There is some potential for grant funding of the contract service portion of this program. In the last fiscal year, Senator Harkin had ear-marked funding for in-facility substance abuse programming. The Scott County/CADS partnership was one of two groups that expressed interest; Polk County was the other. This is the mechanism by which the Polk County program is currently funded. Early in 2003, the County should be able to determine if these funds are still available and how to tap into them. If these funds are available at the State level, potentially the County could begin to access them as early as April 2003. If they are available at the federal level, access could be deferred until October 2003.

Program Services Alternative Team Recommendation

Team Members

Kevin Broders, Rhonda Duchesneau, Chuck Easton, Chuck Landon, Reverend David McAdams, Shirleen Martin, Mark Matkovich, Naomi Perry, Clifford Tebbitt, Cindy Wardlow

Alternative Team Position Statement

The level of programs must be expanded at both the Scott County Jail and the Annex. Education, pre-employment (life-skills and cognitive restructuring), vocational services, and chaplaincy services are most appropriate for the population who remains in custody at the Scott County Jail; these basic programs are necessary to support more specific treatment programming. These are basic services which should be occurring at the present time.

Background Information

1. Needs Assessment Recommendation. Expanded program services within the jail was CJAAC Priority 3 at the conclusion of the Phase One Needs Assessment.
2. Current Service Level. To varying degrees, the jail provides basic services (health care, visitation, exercise, food service, etc.). Contemporary jails provide access to a wider range of inmate programs, particularly education, pre-employment services, and counseling.
 - a. To date, inmate programs at both the Jail and the Annex have been limited to chaplaincy and inmate worker programs. This condition results in an inmate population that is, to a large degree idle.
 - b. The physical plant of the Main Jail does not easily support the delivery of program services.
 - i. There are currently three potential places for program delivery - the video arraignment area, a multi-use room on the fourth floor, and the area adjacent to the outdoor exercise room, currently used as a library. All of these require inmate movement.
 - ii. Cell blocks are not large enough to allow group programming in the dayroom.
 - iii. Lack of staff to supervise programs in the past has been noted as a barrier to delivery of programs.
3. Current Recidivism. 60% of inmates at the Scott County Jail have been in **this** jail before. Recidivism based on the number of times inmates had been in **any** jail would be higher. Nationally about 65% of inmates return to jail within 5 years. This indicates that the jail, **in and of itself**, will not succeed in modifying behavior, and behavioral change is essential to reduced recidivism. A number of programs and services **are** capable of changing behavior, and when these are applied in detention and correctional settings, the rate of recidivism decreases. Effective programs have recidivism rates of less than 40% and some have much lower rates. As a result, in general, jails that invest in programs should have lower recidivism rates.
4. Correctional Standards. Standards of the American Correctional Association include more than 40 standards related to the delivery of programs. While these are non-mandatory, they make it clear that program services are expected in good correctional practice. Scott County does not currently comply with these standards.

5. Relevant Needs Assessment Findings.
 - a. Jail inmates are generally under-employed in low skill jobs, which do not pay well.
 - i. 15% are unskilled laborers.
 - ii. 11% work in food service.
 - iii. 25% are unemployed.
 - b. Educational attainment appears to be higher than anticipated.
 - i. Median last grade attended was 12.
 - ii. The 21 and under inmate population has a lower educational attainment (11.07 years).
 - iii. While inmates may have **attended** school through this grade, there is no assurance that they are **functioning** at this grade level.
6. Rationale for Inmate Programs.
 - a. Programs which impact human behavior influence both the recidivism rate and the length of time between release and re-arrest (for those who do re-offend).
 - b. Even without a potential impact on recidivism, the programs identified would have value because of their potential to reduce idleness, which in turn helps to create a more easily managed inmate population.
 - c. Evaluation has identified that there are strategies that “work” to reduce recidivism. Strategies that work balance supervision of the offender, sanctions for non-compliance, and treatment.
7. Program Effectiveness -
 - a. Orange County, FL inmate programs include basic education, vocational training, life skills, support groups and substance abuse education. At 18 months, inmates in the program less than 45 days had a 34% recidivism rate; those who stayed more than 45 days had a 24% recidivism rate.
 - b. Cognitive Behavioral Programs have a demonstrated recidivism rate of 37% over five years.
 - c. Rock County, WI provides GED, pre-employment, substance abuse and criminal think errors. This group is 2 and ½ times **less** likely to commit a new crime.
 - d. Education by itself is generally not seen as enough to prevent additional criminality although it does appear to increase the amount of time between release and re-arrest by about 1.25 years.

Program Assumptions

1. Holistic Approach. There is no one “magic bullet” which will modify inmate behavior. Behavioral change occurs within mind, body, and spirit.
2. Accurate Assessment. Not all inmates are the same, and not all have the same needs. Effective and enhanced classification which considers risk, need and receptiveness to change is a pre-requisite for effective programming. Based on the assessment, program needs for each offender must be prioritized.
3. Prioritized Participation. Priority should be given to inmates who will be released either directly to the community or to a placement within Scott County.

4. Community Linkages. Although there is a core population who stays at the facility long-enough to complete a variety of program activities (an average of 120 days), this is not long-enough to create an internalized behavioral change; it can establish a habit.
 - a. Programs initiated at the jail need to be closely tied to services available to ex-offenders in the community.
 - b. Appropriate release planning, in some cases linked to additional programming provided in the community and community-based support, such as mentoring, will be as important as accurate assessment.
5. Volunteers. In these programs, it should be possible to develop/expand a volunteer base to do some service delivery, particularly tutoring and mentoring.
6. Cultural Relevancy. Programming must be culturally relevant and responsive to the demographics of the population served.
7. Use of Automation. Given the lack of program space in the Main Jail, it will be necessary to find strategies that will allow services to be provided with minimal space. Moveable computers which have the potential to be used in several places in the jail, including potentially some housing units.
8. Release Planning. Currently release planning is limited at best. Release plans should be developed for all inmates who stay in custody more than 30 days.

Program Strategy

1. Partnering for Services. Scott County needs to begin/enhance its efforts to partner with a variety of agencies who provide services to the offender population.
 - a. Education (GED/ABE)
 - i. Scott County Community College
 - (1) SCCC is the institution which receives approximately \$225,000 to provide literacy services for adults in Scott, Clinton and Muscatine Counties.
 - (2) Primarily provides services around basic skills.
 - (3) Process
 - (a) Assessment to determine functioning level
 - (b) Assign to
 - (i) Basic - those working below 6th grade level, using trained tutors who work independently or with teachers. This group is volunteer based.
 - (ii) Intermediate - those working at 6th grade or above. This group is divided into three tiers and participates in structured classes.
 - (iii) Advanced - ready to take GED.
 - (4) Time to GED varies from several days/weeks to a year.
 - (5) Already works with RCF so are familiar with the correctional environment.
 - ii. Scott County Literacy Council - volunteer based.
 - (1) Use volunteers to provide individual tutoring.

- (2) Use volunteers to conduct literacy assessments using a recognized instrument to establish educational competency level of inmates who are in custody at 7 days and who otherwise fit the profile to receive services.
 - iii. Area Education Agency
 - iv. Safer Foundation
 - (1) Ties education to pre-employment
 - b. Pre-employment and Employment
 - i. Scott County Sheriff's Office can:
 - (1) Use existing inmate worker jobs as opportunities to teach both skills and work ethics
 - (a) Food service - current staff is certified to teach food handling.
 - (b) Scott Community College has agreed to provide a certificate
 - (2) Needs to work with a partner to develop curriculum/training materials for:
 - (a) Laundry
 - (b) Janitorial
 - (c) Maintenance
 - ii. The Workforce Development Board and Eastern Iowa Job Training:
 - (1) Is already required to provide a variety of employment and educational assessments, and a variety of training programs including life skills, pre-employment, and GED services to the offender population. As a result, they have funding for these programs and have a mandate to provide the service.
 - (2) Is interested in potentially expanding their services through grant funding. They are positioned to tap into both state and federal resources which stem from the Department of Labor and the Department of Human Services.
 - (3) Provides these services to the Regional Correctional Facility.
 - (4) Has several options for providing programs:
 - (a) Many programs would be transportable into the Jail and/or Annex. The most likely resources required will be space, computer hardware and software.
 - (b) Additionally, this group operates several facilities:
 - (i) The Business and Industry Center in downtown Davenport.
 - (ii) The Manufacturing Technology Center in NW Davenport.
 - iii. Safer Foundation
 - (1) The Safer Foundation is well-known for its pre-employment training.
 - (2) They are interested in providing these services, but will require grant funding or a purchase of services.
 - c. Chaplaincy Program
 - i. Churches United has essentially managed the jail's chaplaincy program. This program has been relatively unstructured and has focused on a limited range of activities. It has the potential to be much more than it currently is, but will require a development effort. This effort will require coordination and support not only within Churches United, but also with the Sheriff's Office.
 - ii. Prison Fellowship has materials which would be extremely useful to the chaplaincy program.

2. Enhanced Sheriff's Office Capability
 - a. Develop and implement an objective jail classification program which considers both risk and need.
 - i. The final draft of the 2002 staffing plan develops a classification officer at a corporal level. This position will be required for the assessment.
 - ii. Determine the software or paper instrument to be used. Theoretically, this could be the same as the instrument used by PTR (at least in terms of risk - if not in terms of need).
 - iii. Participate in Inmate Classification Seminar at NIC - Longmont Training Center
 - iv. This needs to be the priority since many other programs and recommendations are dependent upon having a much enhanced classification system.
 - b. Develop positions charged with the development, implementation, and on-going management of these programs.
 - i. The final draft of the 2002 staffing plan develops Program Services Coordinator positions for both the Main Jail and the Annex.
 - ii. These positions also screen, train and supervise volunteers.
3. Potential Funding Sources for Services
 - a. Education
 - i. Grant from SCCC to provide GED materials.
 - ii. Eastern Iowa Job Training Center is affiliated with the Eastern Iowa Community College Board of which Scott County is a member. This group has the potential to provide funding for GED.
 - iii. Title 1 funds should be possible for some programs (youth oriented), but are not immediately accessible.
 - iv. Inmate commissary fund or inmate telephone revenues could pay for GED testing and some program services which directly benefit inmates.
 - b. Pre-employment/Employment
 - i. Fund initially through mandated services of Work Force Development Board and Eastern Iowa Job Center; this effort could be expanded if additional grant funding could be secured.
 - ii. If the Safer Foundation and the Work Force Development Board collaborated for additional funding to cover items beyond what mandatory funding will cover, potential grant funding could be increased.
 - c. Chaplaincy
 - i. This should continue to be a volunteer program, but would benefit from re-examination and a more formalized approach. It will be difficult to "grow" this program without some additional commitment of resources.
 - ii. This program should include a structured mentoring component which ties ex-offenders to specific individuals and (potentially) churches. This component could eventually evolve into an "after incarceration" support services function.
 - iii. This program should include a 24-7 presence in the institution to meet a broader spectrum of spiritual needs. A permanent chaplain position should be considered as this program evolves.

Financial Requirements

The programs included in this recommendation support the activities of three of the other alternative teams: substance abuse, increasing compliance, and mental health. The relationship with substance abuse is that educational, pre-employment and the mentoring/community based aspects of the chaplaincy program support treatment activities; the classification/assessment components will need to coordinate efforts with substance abuse case management. The relationship with increasing compliance is even stronger. Individuals in the increasing compliance step-down program will need educational and pre-employment services as part of their programming. The assessment component would clearly support the mental health case management effort. As a result, only the expected costs of these recommendations and a tentative time target for their implementation are included here. The costs and benefits of all of the programs are combined and included in a separate document.

Element	Status	Salary	Benefit (33%)	Other	Total	Time Target	Ref
Classification Specialist	Included in jail staffing request	\$0	\$0	\$0	\$0	FY 03 - 1st half	
Program Services Coordinator	Included in jail staffing request	\$0	\$0	\$0	\$0	FY 03 - 2nd half	
Training (classification)		\$0	\$0	\$0	\$0	FY 03	1
GED materials				\$0	\$0	FY 03 - 2nd half	2
GED test fees				\$500	\$500	FY 03 - 2nd half	3
Vocational training materials				\$500	\$500	FY 03 - 2nd half	4
Chaplain Position	Half-time position (county share)	\$10,000	\$3,300	\$750	\$14,050	FY 03 - 2nd half	5
Chaplaincy training materials				\$500	\$500	FY 03 - 2nd half	6
Total		\$10,000	\$3,300	\$2,250	\$15,550		

Reference
1. Apply to National Institute of Corrections for training - NIC pays seminar cost, travel and lodging
2. Assumes small grant from Scott County Community College
3. Fund from inmate commissary fund
4. Purchase training materials for laundry, janitorial vocational options. Uses staff in existing positions
5. Fund from inmate commissary and inmate telephone fund; solicit shared funding from community churches.
6. Purchase prison fellowship materials. This is a volunteer program.

Increasing Compliance Alternative Team Recommendation

Team Members

Rosemary Baker, Mike Bladel, Dave Donovan, Terry Glandon, Judge McDonald, Linda Molyneaux, Jim Ottesen, Phil Redington, Beth Rupe

Alternative Team Position Statement

The justice system needs:

- To identify defendants, primarily unsupervised probationers, who are non-compliant with court orders at an earlier time, and
- To intervene earlier, potentially reducing the number of individuals who ultimately fail to appear and fail to comply.

The justice systems needs to hold non-compliant defendants accountable for their behavior. While in custody, these individuals need:

- To participate in activities which will reduce the number who will re-offend ,
- To reduce the amount of money they owe for fines and other costs, and
- To repay the community in some fashion.

Background Information

1. Needs Assessment Recommendation. An intervention to reduce the level of non-compliance with court orders, resulting in Failures to Appear and increased jail time was CJAAC Priority 3 at the conclusion of the Phase One Needs Assessment,
2. Relevant Needs Assessment Findings.
 - a. In calendar year 2001, all of the individuals booked (5,800) spent 75,228.16 days in custody - an ADP of 206.
 - b. 984 of these individuals (about 20%) were there because they had failed to appear or comply. They spent 15,040.92 days in custody - about 20% of the ADP on any given day.
 - c. At a cost of \$67.11 per day², the cost to Scott County was \$1,010,000.
 - d. These proportions hold true for the long-term population as well. About 20% of the long-term population (staying more than 30 days) are there for Failure to Appear (FTA) or Failure to Comply (FTC). The long-term population spent 73,701 days in custody (over multiple years). The group who were there for FTA or FTC spent 12,544 days in custody - 17% of the ADP.
3. Current Recidivism. 60% of inmates at the Scott County Jail have been in **this** jail before. Recidivism based on the number of times inmates had been in **any** jails would be higher. Nationally about 65% of inmates return to jail within 5 years. This indicates that the jail, **in and of itself**, will not succeed in modifying behavior, and behavioral change is essential to reduced recidivism. A number of programs and services **are** capable of changing behavior, and when these are applied in detention and correctional settings, the rate of recidivism decreases. Effective programs have recidivism rates of less than 40% and some have much lower rates. As a result, in general, jails that invest in programs should have lower recidivism rates.

² This is the actual per day cost for the fiscal year ending June 30, 2002.

4. Additional Data Analysis. These used the same data as the needs assessment, but analyzed this sub-population in greater detail.
 - a. Domestic Order Violations³
 - i. Total days spent in custody by individuals charged with only a violation of domestic order = 1,015.
 - ii. This equates to an average daily population of 2.78/day and accounts for 1% of the days spent in the jail. At \$67.11/day, this cost \$68,117.
 - iii. The average length of stay of individuals in this group was 12.23 days with a range from a low of 45 minutes to a high of 136 days.
 - iv. 53% of these individuals spent one day or less in jail.
 - v. This group of non-compliant individuals has a minor impact on the jail, but does impact victims and the court. Interventions which focus on ensuring that defendants understand the terms of the restraining order are appropriate.
 - b. Unsupervised Probation FTAs
 - i. Total days spent in custody by individuals who had been on unsupervised probation and who failed to appear = 11,450.8.
 - ii. This equates to an average daily population of 31.37 and accounts for 15% of the days spent in the jail. At \$67.11/day, this cost \$768,463.
 - iii. The average length of stay of individuals in this group was 24.21 days, with a range from a low of less than 1 hour to a high of 189 days.
 - iv. 37% of these individuals spent one day or less in jail.
 - v. This group is large enough to have a significant impact on the jail population. Because many of these offenses tend to be repetitive, the impact is potentially very large over time. This is the target group for this recommendation.
 - c. Citation Release FTAs
 - i. Total days spent in custody by individuals who had been released on citations and who failed to appear = 707.49.
 - ii. This equates to an average daily population of 1.94 and accounts for less than 1% of the days spent in the jail. At \$67.11/day, this cost \$47,479.
 - iii. The average length of stay of individuals in this group was 2.85 days, with a range from a low of less than 15 minutes to a high of 113 days.
 - iv. 84% of these individuals spent one day or less in jail.
 - v. This population has a small impact on the jail, because their offenses tend to be minor. However, because many of these offenses are repetitive, they can have an impact over time.
5. Current Strategy.
 - a. At the time of sentencing, individuals are placed on unsupervised probation and allowed up to 4 months to pay fines and fulfill other requirements. Some individuals may be referred to court compliance at this time.
 - i. There is no routine mechanism to identify the individuals who have not paid anything on their fines until the 4 month deadline is up and the individual must appear in court.

³ The total population of all domestic violence cases would be much larger. This is just the domestic order violations.

- ii. Many of these individuals have multiple cases, with multiple requirements further complicating matters. These individuals use a significant amount of Court and court compliance time and resources.
 - b. At the end of the four months, if requirements are not fulfilled, the individual is typically given another 3 months to fulfill the requirements. The reasons for non-compliance vary a great deal - from a realistic inability to pay the entire amount to total avoidance and non-compliance.
 - c. At the end of this period, if still non-compliant, individuals typically do not appear (because this is the point at which there begin to be consequences (typically a jail sentence of 120 - 240 days).
 - d. A warrant is then issued. When found, the Court has a number of options:
 - i. Allow a new term of probation,
 - ii. Revoke the probation and impose the original sentence, and/or
 - iii. Revoke the probation, imposing the original sentence, allowing reconsideration after some effort has been made to reduce the fine or otherwise comply with the requirements of the Court.
- 6. Rationale for Inmate Programs.
 - a. The rationale for participation in programs is much the same for the non-compliant population as for all inmates. Programs which impact human behavior influence both the recidivism rate and the length of time between release and re-arrest (for those who do re-offend).
 - b. The non-compliant population as several specific issues:
 - i. Many of these offenders have large fines and associated fees. Given their relative lack of employment skills, their ability to repay fines through their own labor is questionable.
 - ii. Many of these offenders seem to have a high level of criminal thinking errors and poor work histories.
 - iii. These are all sentenced inmates.
- 7. Program Effectiveness -
 - a. While there is a great deal of information about the effectiveness of a broad spectrum of programs and services, to date, the team has found no research that ***specifically*** analyzes the impact of program services on a population which has previously failed to comply with court requirements.
 - b. The best indication of how this group may react may come from the experience of the Court Compliance program.
 - i. In its first year, Court Compliance had 976 cases, half of which had been completed.
 - (1) 40% had completed successfully.
 - (2) 20% had failed to comply and a warrant was issued.
 - (3) 30% had received a judgment discharge which is successful completion, but does not reduce their indebtedness, leaving them with significant continuing issues, such as the inability to get a driver's license, for living and working in the community.
 - ii. The 976 cases had a total of \$1,027,996 levied in fines and other charges - an average of \$1,053. These cases involved a total of 580 people, who had an average of \$1,799 in fines and charges.

- iii. As noted in the Phase One Needs Assessments, there is a significant difference between a fine and the total amount owed.
 - (1) A \$350 dollar fine equates to \$865 when the 30% surcharge, the \$130 flat fee surcharge, court costs, court appointed attorney costs, and pretrial jail day costs are included.
 - (2) A \$1,000 dollar fine equates to \$1,860 when the 30% surcharge, the \$130 flat fee surcharge, court costs, court appointed attorney costs, and pretrial jail day costs are included.

Program Assumptions

1. Shared Assumptions with Program Services Recommendations. Many of the same assumptions identified in the Program Services Recommendations apply to this group. They include:
 - a. *Holistic Approach.* There is no one “magic bullet” which will modify inmate behavior. Behavioral change occurs within mind, body, and spirit.
 - b. *Accurate Assessment.* Not all inmates are the same, and not all have the same needs. Effective and enhanced classification which considers both risk and needs is a pre-requisite for effective programming. Based on the assessment, program needs for each offender must be prioritized. This population seems to fall into two of the categories shown on Figure 1. People who fall into the top 2 groups do not generally fall into the “non-compliant” category; they “get themselves together enough” to avoid problems. The non-compliant group” tends to fall into the two segments of the jail population: those who may have the desire but lack the skills and those who have significant problems. This program is tailored to address the needs of inmates in those two groups.
 - c. *Community Linkages.* Although there is a core population who stays at the facility long-enough to complete a variety of program activities (an average of 120 days), this is not long-enough to create an internalized behavioral change; it can only establish a new, positive habit.

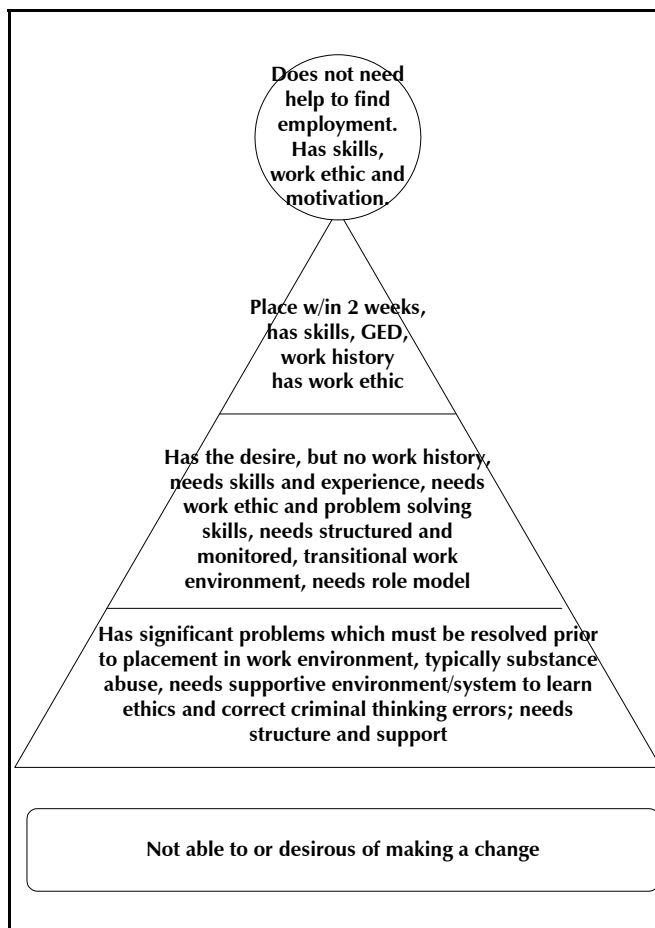


Figure 1.1 Hierarchy of Inmates (Employment Context)

- i. Programs initiated at the jail need to be closely tied to services available to ex-offenders in the community.
 - ii. Appropriate release planning, in some cases linked to additional programming provided in the community and community-based support, such as mentoring, will be as important as accurate assessment.
 - d. *Volunteers*. In these programs, it should be possible to develop/expand a volunteer base to do some service delivery, particularly tutoring and mentoring.
 - e. *Cultural Relevancy*. Programming must be culturally relevant and responsive to the demographics of the population served.
2. Accountability for Behavior. Accountability for one's behavior in the community is part of the foundation of the justice system. People say that justice should be "swift and sure," and that "justice delayed is justice denied." The intent of this program is to hold people accountable and to respond **earlier** when defendants first give an indication that they are not complying with the directives of the court.
- a. The first component focuses on an "early warning system" to identify people who are in danger of being non-compliant and intervenes with an escalating series of interventions and sanctions.
 - b. The second component focuses on holding those who do not respond to the current process and the "early warning system" by providing appropriate sanctions (jail time) with programming that quickly addresses the presenting and underlying issues.
3. Amount of Fines. For many defendants in this group, the amount of their fines presents a real obstacle to compliance. Their employment history is often spotty at best, and they often work low skill, low paying jobs. Because this group also has difficulty developing and implementing a plan, which is often compounded by criminal thinking errors, paying the fine becomes a major issue. When these individuals are finally "ready to get on with life," they are often in such a hole that they see little chance to get out. This tends to perpetuate the cycle. Although community service has been offered as an option, it is work - often hard work - and a "four months away fine" puts off until tomorrow something unpleasant that occurs today.
4. Court Compliance is a Great Start. The Court Compliance program provides a great start with this population. However, it needs additional resources to increase its effectiveness.
5. This Population Needs a Variety of Employment Skills. Because fines set in motion financial needs, this population may need employment skills when released. Employment skills can be divided into several groups:
- a. *Pre-employment - Job Readiness*. These typically include life skills, substance abuse treatment (if indicated), work ethics, and basic education - often in combination with criminal thinking errors.
 - b. *Job Seeking*. These focus on how to find a job (resume and credentials/certificates, job application, and job interview skills).
 - c. *Job Retention*. These focus on how to keep a job and typically include problem solving, how to work with others, and job behavior - in combination with a support system.
6. This Population Needs Restorative Justice Approaches. This population ultimately has to repay the community. For some, the repayment may be financial, but for others it may be more important to repay the community through their labor.

7. Good Time and Release Considerations. Inmates who participate in structured programming should be considered for good time, just as inmates who currently work are considered for good time. Good time requests for program participation should be handled just as the additional time off for in facility employment are handled. For any pretrial detainees who participate in programming, this information should be handled through the normal legal process by defense counsel.

Program Strategy

This program actually has three components: an early warning system, enhanced court compliance, and an in-facility program based on accountability for behavior and restorative justice principles.

1. Early Warning System.
 - a. This system identifies individuals who have made no progress payments on fine payment during the four months between sentencing and the time when the fine is to be paid.
 - b. Sentencing Interventions
 - i. Individuals who have multiple cases pending are referred to court compliance at this time to identify all requirements of all pending cases. The only way in which the Court currently know this is informally. ICIS does not currently provide this information, but it might be possible to obtain this information from ICIS and/or a combination of ICIS and an internal data base. Conversely, it would potentially be possible to use a procedure similar to that used in Domestic Relations in which all case files are pulled by the Court Clerk and are available at sentencing. This has the potential to be more labor intensive.
 - ii. Individuals who have a history with the court of non-compliance are referred to court compliance at this time. The only way in which the Court knows this is informally. The options for addressing this issue are the same.
 - iii. All individuals update their address, telephone and emergency contact number with the court at the time of sentencing by providing this information to the Court Attendant before leaving the courtroom. Information systems in the courtroom may not currently have this capability. As a result, a hand-written form which is later input into the computer system may be the most expeditious way to get this information immediately.
 - iv. Increased information regarding compliance and non-compliance at the time of sentencing. This could also include information to clarify basic information about orders, fines, etc. It could be written and/or video-taped.
 - c. Technology Enhancements
 - i. Currently payment status is not monitored until court appearance. To begin to gather this information:
 - (1) Use ICIS which maintains this information and download this information to a simpler data base that can be maintained by Court Compliance.
 - (2) Develop a routine reporting system that identifies individuals placed on unsupervised probation who have made no fine payments.
 - (3) Run the report on a monthly basis and check progress on all prior "no pays" on a regular basis.
 - ii. Once the information is available, implement an escalating series of interventions to remind those who have not paid of their fines or met other requirements by:

- (1) Sending a letter (first level).
 - (2) Self-reporting either by letter or telephone call (second level). This can be weekly.
 - (3) Reporting to a specified location/agency (third level). The Sheriff's Office and/or Court Compliance are the logical locations.
 - (4) Weekend reporting for community service work (fourth level). This can be through either the current community service program or a more structured community service program at the Sheriff's Office.
 - (5) Jail is the final sanction for non-compliance.
 - d. Policy Issues at the Judicial Level
 - i. Clarification of the smallest amount that will be accepted at the Clerk's Office.
 - ii. Consider monthly billings for individuals who are non-compliant.
2. Enhanced Court Compliance Program.
 - a. *Current Program.* The Court Compliance program is staffed by two senior probation officers. Cases referred to court compliance differ in complexity. A relatively small percentage of the cases use most staff time.
 - b. *Criminal Justice Case Management.* Senior staff need to be involved in managing perhaps 50 out of 1,000 cases. The amount of time spent on those cases results in a lower level of service to the other 950 cases which still need consistent monitoring, reporting, and reminders. This program proposes to add a probation aide or high level clerical (comparable to an experienced court clerk), supported by enhanced technology to assist this program in monitoring and managing offenders.
 - c. *Access to ICIS and Enhanced Internal Data Base.* Court compliance no longer has direct access to ICIS although access is available through the web. At the current location, this access is slow. This presents a number of issues for routine monitoring of their clients and for researching cases.
 - d. *Increased Referrals.* The increased level of interventions will increase court compliance workload.
3. In-facility Sanction - the Step Down Program.
 - a. *Immediate Impact on Jail Population.* Inmates in this program are already going to jail.
 - b. *Immediate Impact on Jail Staffing.* The Classification Specialist, Program Services Coordinators, and the Community Restoration Officers identified in the jail staffing request are the jail resources required for this program.
 - c. *Program Description.* The Step Down program is a 90-120 day structured program that includes a series of graduated steps which begin in the jail and provide increasing degrees of community access. The program provides:
 - i. Opportunities and incentives for inmates to pay down their fines.
 - ii. Challenges to inmates to be accountable for their behavior.
 - iii. A structured form of movement from a secure facility to a variety of forms of community control with release planning.
 - iv. Incentives for participation including:
 - (1) Good time for successful in-facility program completion.
 - (2) Potential to waive correctional fees for successful in-facility program completion.
 - (3) Potential to reduce non-fine financial requirements through community service.

- (4) Potential to reduce fines through work opportunities initiated while in custody.
- d. *Program Steps or Levels*
- i. Step 1 Assessment and Stabilization - day 1-30. This assessment process has been described in the Program Services Recommendations.
- (1) In the secure facility, this is a classification assessment that includes needs as well as risks as well as an attitude adjustment.
- (2) The program focus at this step is on :
- (a) Critical thinking errors, and
- (b) Life and work skills, using in facility work programs to teach these skills and habits.
- (3) Inmates in the program develop a contract which includes a release plan.
- ii. Step 2 Basic Needs - Day 30 - 75
- (1) This focus of this step is based on what is discovered during the assessment and stabilization phase. It may include substance abuse, in facility work, and education.
- (2) This step will require coordination and flexibility since availability of non-secure beds at CADS and the timing of in-facility substance abuse programming intake (if implemented) may dictate when inmates can start those activities.
- (3) The length of this step may vary based on what is discovered in the assessment.
- iii. Step 3 Community Restoration/Restitution - Day 45 - 75
- (1) The focus of this step is restoration and repaying the community.
- (2) Based in the secure facility, but inmates go out with an officer to do community restoration work. This counts as community service, allowing inmate to reduce the total amount of money owed.
- (3) This step may be concurrent with Step 2, by programming work during the day and some basic needs classes at night and/or on weekends.
- iv. Step 4 Community Accountability - Day 60 - 90
- (1) The focus of this step is increased accountability for behavior.
- (2) Inmates at this stage may use the work release/work seeking program to ensure that they have a job to go to and linkages to supporting community programs when they are released.
- (3) Inmates will use an itinerary system to document their whereabouts in the community. Drug testing may also be required.
- (4) Those who find work have an opportunity to pay down their fines even more.
- (5) Inmates could begin to move into less structured physical environments and/or community placements such as day reporting or electronic monitoring.
- v. Step 5 Post Release/After Incarceration Support Services - Day 90 - end of sentence/probation term
- (1) This step is a community based alternative and would be at the option of the Court. It provides continued accountability through:
- (a) Daily or weekly reporting
- (b) Return to court compliance program
- (c) Support groups

- (d) Community linkages
- e. *Partnering*. The Step Down program requires community partnerships. Fortunately, with the potential addition of enhanced relationships with a variety of community groups, the partners needed are those previously identified in the Program Services Recommendation.

Financial Requirements

Elements of this program - specifically the Step Down program - will rely on the implementation of program services identified in the Program Services Recommendation. As a result, this section lists only direct costs associated with this program. In addition, people involved with this program are also likely to be involved with the in-facility substance abuse program. Rather than analyze their long-term cost impact separately, the impact of all programs will be analyzed together and combined in a separate document.

Element	Status	# positions	Salary	Benefit (33%)	Other	Total	Time Target	Ref
Early Warning System								
Update address (printed form) - annual					\$800	\$800	FY-03 - 2nd half	1
Provide information (printed form)					\$800	\$800	FY-03 - 2nd half	2
Court Compliance Probation Aide	\$12.50/hr @ 2,080 hrs		\$26,000	\$8,580	\$6,900	\$41,480	FY 04 - 1st half	3
Subtotal Early Warning System			\$26,000	\$8,580	\$8,500	\$43,080		
Court Compliance Enhancements								
Provide history at sentencing					\$5,000	\$5,000	FY-04 - 2nd half	4
Provide video tape					\$5,000	\$5,000	FY-04 - 1st half	5
Subtotal Capital					\$10,000	\$10,000		
Step Down Program								
Purchase program materials					\$5,000	\$5,000	FY-04 - 1st half	6
Alternative Sentencing Officer	Current position					\$0	FY-04 - 1st half	
Community Restoration Officer	Included in jail staffing request					\$0	FY-04 - 2nd half	
Subtotal Step Down Program			\$0	\$0	\$5,000	\$5,000		
Subtotal Capital					\$10,000	\$10,000		
Subtotal Operating			\$26,000	\$8,580	\$13,500	\$48,080		
Total			\$26,000	\$8,580	\$23,500	\$58,080		

Ref
1. If this can be done directly on the computer, this cost is not necessary.
2. Annual printing cost (1 page)
3. Suggest that the County add this position to the existing court compliance funding. This position would send reminder letters, manage phones, review generated reports, etc. No reduction in probation staff during first year to deal with backlog. Evaluate effectiveness of aide position re: managing simple cases for future staffing with supervision from skilled probation officer.
4. Potential impact depends on how much of this ICIS can do with minor changes vs. having to acquire other options. Assumes new computer workstation and some programming costs.
5. Suggest partnering with one of the community colleges that does video/graphics as a student project.
6. Cognitive restructuring, outdoor work clothing and equipment.

Cost Benefit Analysis

Introduction

The recommendations presented in this document have been developed as a result of an intensive team effort to develop strategies that are responsive to the Scott County's needs and concerns. They have been tailored to respond to the needs of the specific offender populations identified in a way that is consistent with Scott County values and with a recognition that these changes would represent a major shift in correctional philosophy as well as a substantial commitment of resources.

Implications of the Status Quo

1. Statistical Status Quo. Because all detailed statistical inmate profiles are based on the year 2000 and because that is the point at which the last long-term projections were done, the year 2000 will be used as the point of departure for this analysis.
 - a. Bookings = 6,257 in 2000, 7,340 in 2001, estimated at 7,500 in 2002.
 - b. ADP = 218.78 in 2000, estimated at 220.5 in 2002.
 - c. LOS = 10.54 days in 2000, estimated at 10.73.
2. Recidivism. In the absence of programming, incarceration will fail to change inmate behavior, resulting in no less than a 60% recidivism rate.
3. Crime and Victimization. Current trends in reported crimes and continued socio-economic costs of crime and victimization will continue.
 - a. On average, felons commit somewhere between 187-287 crimes annually in the period immediately before incarceration. The average cost of a felony is estimated at \$2,300, resulting in the annual socio-economic cost of a single felon's crimes between \$430,100 and \$660,100.⁴ In 2000, there were 1,567 felony bookings at the Scott County Jail, suggesting a socio-economic cost between \$673,966,700 and \$1,034,376,700. While this research has been criticized because it assumes a high rate of property offenses, even if these overstate the case by half, these are staggering amounts of money. No similar statistic is available for misdemeanants who make up the bulk of jail admissions.
 - b. There are significant direct social costs to crime. In addition to the direct costs of victimization, such as lost wages, lost tax revenue, replacement costs, insurance costs, etc., and the costs of operating the criminal justice system, there are other less obvious costs:
 - i. Because parents who are incarcerated are not supporting their families, partners and children of those who are incarcerated are likely to live at or below the poverty line; they may receive public assistance. Poverty increases the risk of involvement in both crime and substance abuse.
 - ii. Because children of parents who exhibit criminal behavior are at greater risk of becoming criminals themselves, perpetuating the cycle.
4. Projected Population. The Phase One Study projected Scott County jail space.
 - a. The operative assumptions were:
 - i. County population would increase to 182,387 by 2025 as projected by the Census.

⁴ Edwin Zedlewski, Research in Brief, "Making Confinement Decisions." National Institute of Justice Research in Brief. Washington, DC.

- ii. The rate of incarceration would increase at the rate of approximately $\frac{4.25}{5}$ /100,000 per year. The current incarceration rate was $\frac{138}{5}$ /100,000 in 2000.
 - iii. The jail will operate at 85% of design capacity.
 - b. The resulting bed needs are:
 - i. 308 in 2005,
 - ii. 358 in 2010,
 - iii. 411 in 2015,
 - iv. 466 in 2020, and
 - v. 524 in 2025.
 - c. CJAAC recommended that the facility be planned to 2025, with an initial phase of construction to 2017. This resulted in the need for 425 beds in the initial phase and a core capacity of 635.
- 5. Financial Status Quo. ⁶
 - a. In the fiscal year ending June 30, 2002, the County spent \$67.11 per inmate per day to hold people in jail.
 - b. For the same period, the county spent \$3.61 per inmate per day for current alternative programs.
 - c. For each dollar spent in the jail, municipal, county, state and federal governments spend an additional \$10.03 on criminal justice matters, resulting in a system-wide daily cost of \$783.53.
- 6. Cost of Jail Construction.
 - a. The best estimate of jail costs in Scott County is the Comprehensive Jail Study, completed in February 1998 by Larrison & Associates, Venture Architects, Huskey & Associates, and Estes/Taylor Ball.
 - b. Their findings were:
 - i. Total project costs were \$48,329,066,
 - ii. Total gross square footage constructed was 242,300 resulting in a \$199.46 cost per square foot, and
 - iii. Total number of beds constructed was 500, resulting in a \$96,658 cost per bed.
 - c. In 2002, these same cost indicators are higher because of cost escalation.
 - i. Total project costs for the same project would be \$56,357,927,
 - ii. The cost per gross square foot would be \$224.19, and
 - iii. The cost per bed would be \$112,716.

⁵ Nationally, according to the Bureau of Justice Statistics, in 2001, the incarceration rate was 223/100,000. In 1999, the incarceration rate was 110/100,000 in Iowa and 160/100,000 in Illinois.

⁶ Scott County Iowa Justice Expenditures, September 9, 2002, Voorhis Associates, Inc.

Impact of Programs

Program	Jail Statistic
Mental Health	
Total # of mentally ill offenders	516
all misdemeanants	377
assume 75% of misdemeanants are diverted	283
jail days saved	1,921
ADP of this group	5
all felons	139
self-risk felon	79
assume 50% of self-risk felons diverted	40
jail days of self-risk felons saved	1,151
ADP of this group	3
Total saved ADP	8
Total jail days saved	3,072
% of 2000 ADP	4%
Anticipated recidivism rate	40%
Resulting diverted population	2%
Substance Abuse	
Total # of inmates w/substance abuse needs	3,504
Jails days of all substance abuse inmates	45,093
# male inmates served by the 28 day program (24 bed unit)	288
# female inmates served by the program	65
Jail days of male inmates in program	8,064
Jail days of female inmates in program	1,820
Total jail days saved	9,884
ADP of this group	27
% of 2000 ADP	12%
Anticipated recidivism rate	40%
Resulting diverted population	7%
Increasing Compliance	
Total # of inmates who have been non-compliant	984
Jail days of all non-compliant inmates	15,040
# of inmates served by the 120 day program (24 bed unit)	73
Jail days of inmates served by the program	8,760
ADP of this group	24
% of 2000 ADP	11%
Anticipated recidivism rate	40%
Resulting diverted population	7%
Summary	
Total potential ADP savings (all participants succeed)	27%
Target potential ADP savings (all who don't recidivate)	16%

Based on the proportion of inmates who would have been eligible for these proposed programs in 2000, the assumption of 40% recidivism (rather than 60% for the population without programs) is made. If all participants in the programs succeeded, the jail population could be reduced by about 25%; if 40% succeed, then the jail population could be reduced about 15%. It is worth noting that the population of inmates with substance abuse and those who have been non-compliant is considerably larger than the population served. This would suggest that if these programs have the expected impact, they could be expanded, resulting in potentially greater savings.

Calculating the Costs and Benefits

This section of the recommendation provides an estimate of the capital and operational costs associated with 2 scenarios:

1. The "Just Build" Scenario - which assumes that Scott County does not make **any** changes other than building the 425 beds recommended in Phase One, and
2. The "Implement Programs" Scenario - which assumes that Scott County adds **some or all** of the requested Sheriff's Office staff and implements **all** of the recommended programs.

Any option which implements only a part of these recommendations will have an impact between these two scenarios.

Capital Costs

Cost indicator	1998 Cost	2002 Cost
Construction Costs	\$38,818,592	
Project Costs *	\$48,329,066	\$8,215,941
Gross square feet constructed	242,300	
Total beds constructed	500	
Cost per SF	\$199.46	\$32.68
Cost per Bed	\$96,658	\$16,432
Escalated to 2002	National	Scott County
1998	\$155.00	\$160.21
1999	\$175.65	
2000	\$198.95	
2001	\$177.80	
2002	\$180.75	\$27.24
% construction cost escalation	17%	

The best indicator of jail construction costs in Scott County in 2002 is the cost analysis that was developed for the 1998 project. However, because construction costs have escalated, they need to be escalated to the present time. The associated table shows key factors from the 1998 project, using the national Means Index of Construction costs to escalated the costs to 2002. This shows that the project which cost \$48 million in 1998 would cost \$56 million this year.

Operating Costs

This section of the recommendation estimates the cost associated with the recommendations of the Updated Staffing Analysis for the Sheriff's Department **and** the programs which are recommended in this document.

* Project costs include furniture, fixtures, equipment, special systems, site acquisition, off-site development costs, permits and associated fees, consulting fees, and a contingency.

FY02 Operating Cost	\$5,207,400	
Per Day Cost	\$67.11	
Jail Days	77,601	
<i>What would it have cost if...</i>		
Recommended Category 1 staffing positions were filled?		
Add 5.8 COs	\$200,724	\$12.51/hr * 2,080 hrs + 33% benefits
Delete 50% of OT	\$(136,856)	
Add 4 Nursing FTE's	\$165,984	\$15/hr & 2,080 hrs + 33% benefits
Added cost of recommended Category 1 positions	\$229,852	
Added cost/day	\$2.96	
New FY 2002 Cost	\$70.07	
All Category 1 staffing positions were filled?		
Add 9.8 COs	\$339,155	\$12.51/hr * 2,080 hrs + 33% benefits
Add 3 Cpl	\$113,533	\$13.68*2,080 hrs + 33% benefits
Delete 90% of OT	\$(246,342)	
Add 4 Nursing FTE's	\$165,984	\$15/hr & 2,080 hrs + 33% benefits
Added cost of all Category 1 positions	\$372,330	
Added cost/day	\$4.80	
New FY 2002 Cost	\$71.91	
Recommended Category 2 and 3 staffing positions were filled?		
Add 4 Program Service Coordinators	\$152,152	\$13.75/hr * 2,080 hrs + 33% benefits
Add 2 Custodian/CO	\$69,215	\$12.51/hr * 2,080 hrs + 33% benefits
Additional cost of Category 2 - 3 positions	\$221,367	
Added Cost/Day	\$2.85	
Added Cost/Day with all Category 1 positions	\$74.76	
Added Cost/Day with recommended Category 1 positions	\$72.92	
<i>If programs were implemented?</i>		
Mental Health Program were funded?	\$103,102	County Share
Added Cost/Day	\$1.33	
Substance abuse program were funded?	\$179,820	Potentially grant funded
Added Cost/Day	\$2.32	
Program services recommendations were funded?	\$15,550	
Added Cost/Day	\$0.20	
Increasing Compliance recommendations were funded?	\$48,080	
Added Cost/Day	\$0.62	
Additional cost of all program implementation	\$346,552	
Additional Cost/Day	\$4.47	
Additional Cost/Day (all staffing recommendations & all programs)	\$79.23	
Additional Cost/Day (recommended staffing positions & all programs)	\$77.39	

This analysis uses FY 02 as a bench mark of current operating costs (\$67.11 per day). It then examines the following questions:

- How much would the per day cost have been if the positions which were **recommended** in the Updated Staffing Analysis had been added?
- How much would the per day cost have been if **all** the positions identified as part of the Sheriff's Office staffing shortfall were added?
- How much would both of these costs have been if the positions that were in Categories 2 and 3 - essentially those related to improved assessment of inmates and the implementation of the jail programs described in this document - had been added?

If the most expensive combination were implemented (all Sheriff's staffing and all programs), the per day cost would have been \$79.23. If all programs and the recommended Sheriff's staffing were implemented, the per day cost would have been \$77.39. Please note the following:

- All salary costs are calculated at what is essentially an entry level.
- All costs are distributed against the total number of days spent in the facility.
- For the mental health alternative, **only** the County's share is included in this analysis. If the County does not receive the grant for which it has applied, the amount required to fund Level 2 (Post-booking Diversion) is generally consistent with the amount required for the County's match. Some of these are existing dollars.
- For the substance abuse alternative, it is possible that the County will receive State and/or Federal funding for this program. It is shown as if the County were responsible for funding this program.

Program Impact Scenarios

The "Just Build" Scenario

This scenario assumes that:

- The County elects to construct the 425 beds recommended in the Phase One Needs Assessment.
- When capacity is reached in 2017, an additional 100 beds will be constructed.
- Operating costs are held constant at \$67.11 per day.

Year	Expected ADP	Expected Inmate Days	Anticipated Cost @\$67.11/day	Capacity Required
Operating				
2000	218.78	79,855		210
2001	199.85	79,855		
2002	220.05	80,318		
2003	234.00	85,411	\$5,731,947	
2004	247.96	90,504	\$5,731,947	
2005	261.91	95,597	\$6,415,525	308
2006	270.41	98,701	\$6,623,831	
2007	278.92	101,805	\$6,832,138	
2008	287.42	104,909	\$7,040,445	

Year	Expected ADP	Expected Inmate Days	Anticipated Cost @ \$67.11/day	Capacity Required
2009	295.93	108,013	\$7,248,752	
2010	304.43	111,117	\$7,457,059	358
2011	313.36	114,377	\$7,675,849	
2012	322.29	117,637	\$7,894,640	
2013	331.23	120,897	\$8,113,431	
2014	340.16	124,158	\$8,332,221	
2015	349.09	127,418	\$8,551,012	411
2016	358.48	130,844	\$8,780,923	
2017	367.86	134,270	\$9,010,835	
2018	377.25	137,696	\$9,240,746	
2019	386.63	141,121	\$9,470,658	
2020	396.02	144,547	\$9,700,569	466
2021	405.87	148,143	\$9,941,847	
2022	415.72	151,738	\$10,183,124	
2023	425.57	155,333	\$10,424,401	
2024	435.42	158,928	\$10,665,678	
2025	445.27	162,524	\$10,906,955	524
Total Operating			\$191,974,533	
Capital				
Build 425 beds @\$112,716/bed (2017)			\$47,904,238	
Build 100 additional beds @\$112,716/bed by 2025			\$11,271,585	
Subtotal Capital Costs			\$59,175,823	
Total Cost this Option			\$251,150,356	

This scenario ultimately requires 524 beds, 425 of which must be constructed in the first phase and will cost a total of \$251,150,356 over 25 years. Neither capital nor operating costs have been escalated for inflation.

The “Implement Programs” Scenario

This scenario assumes that:

- The County implements all of the programs. All of the programs have the shared goal of reducing recidivism to 40%; it is possible that some may do better. Those which have the largest direct potential impact are the substance abuse and the increasing compliance recommendations. The recommended staffing positions in the Sheriff’s Office Staffing Update and the recommendations of the Programs Services team **form the basis on which other programs are built. As a result, these are essential for the success of the other programs.**
- The programs will be effective in reducing the number of people who return to jail. As a result, two things occur: the number of beds required in the future decreases - and so does the associated operating cost.

- Two possibilities are shown for operating cost. Both assume that all the programs are implemented and that the recommended program staff are added. The first assumes that ultimately all of the staff identified in the Staffing Update must be added. The second assumes that only those recommended positions are required in the future as an alternative schedule and other personnel recommendations are implemented.

Year	Expected ADP (without programs)	Expected ADP w/16% non-recidivating	Expected Inmate Days	Anticipated Cost @\$77.39/day	Anticipated Cost @\$79.23/day	Capacity Required
2000	218.78		79,855			210
2001	199.85		72,945			
2002	220.05		80,318			
2003	234.00	196.56	71,745	\$5,552,378	\$5,684,390	
2004	247.96	196.56	71,745	\$5,552,378	\$5,684,390	
2005	261.91	220.00	80,302	\$6,214,541	\$6,362,296	259
2006	270.41	227.15	82,909	\$6,416,322	\$6,568,875	259
2007	278.92	234.29	85,516	\$6,618,103	\$6,775,453	276
2008	287.42	241.43	88,124	\$6,819,884	\$6,982,032	284
2009	295.93	248.58	90,731	\$7,021,665	\$7,188,610	292
2010	304.43	255.72	93,338	\$7,223,446	\$7,395,189	301
2011	313.36	263.22	96,077	\$7,435,383	\$7,612,164	310
2012	322.29	270.73	98,815	\$7,647,319	\$7,829,139	319
2013	331.23	278.23	101,554	\$7,859,256	\$8,046,115	327
2014	340.16	285.73	104,292	\$8,071,192	\$8,263,090	336
2015	349.09	293.24	107,031	\$8,283,129	\$8,480,066	345
2016	358.48	301.12	109,909	\$8,505,838	\$8,708,070	354
2017	367.86	309.00	112,786	\$8,728,546	\$8,936,074	364
2018	377.25	316.89	115,664	\$8,951,255	\$9,164,077	373
2019	386.63	324.77	118,542	\$9,173,964	\$9,392,081	382
2020	396.02	332.66	121,420	\$9,396,673	\$9,620,085	391
2021	405.87	340.93	124,440	\$9,630,392	\$9,859,361	401
2022	415.72	349.20	127,460	\$9,864,110	\$10,098,636	411
2023	425.57	357.48	130,480	\$10,097,829	\$10,337,912	421
2024	435.42	365.75	133,500	\$10,331,547	\$10,577,187	430
2025	445.27	374.03	136,520	\$10,565,266	\$10,816,462	440
Total Operating				\$185,960,418	\$190,381,753	
Capital						
Build 364 beds @\$112,716/bed				\$41,028,571	\$41,028,571	
Modify Annex and other program capital				\$176,000	\$176,000	
Build 76 additional beds @\$112,716/bed by 2025				\$8,566,405	\$8,566,405	
Subtotal Capital Costs				\$49,594,976	\$49,594,976	
Total Cost this Scenario				\$235,555,393	\$239,976,729	
Savings over "Just Build" Scenario				\$15,605,670	\$11,176,463	

- This scenario ultimately requires fewer beds - 364 to get to 2017 and 440 to get to 2025 rather than 425 and 525 respectively.

- As a result, capital construction costs are less - \$41 million in 2002 dollars rather than \$59 million.
- Because the population is smaller, operating costs - *even with the increased per diem costs* - are also less - \$185 to \$190 million - rather than \$191,974,533.

None of this considers the potential cost savings to other criminal justice agencies, based on the fact noted in the Justice Expenditures report that for every dollar spent in the Jail, \$10 are spent in other parts of the justice system. Additionally, it does not consider the potential savings in human services costs, the potential benefits of additional tax revenue, and the potential reduce the risk of generational criminality.

Consultant Recommendations

1. Implement the Recommended Programs. From fiscal, jail management, and human perspectives, it makes sense to implement the recommended programs and add the recommended staff in the Sheriff's Office. Ideally, if money were no object, this should occur immediately. However, it would be prudent to implement these changes over a period of several years. This approach would suggest following, as closely as possible, the recommended time targets in earlier sections of this document.
2. Monitor the Status of Grant Funding. Two of these programs (the Mental Health Jail Diversion Initiative and the In-Facility Substance Abuse program) are potentially grant funded. The consultant would suggest waiting to implement these programs until the potential grant funding is determined. Ideally, this would suggest that they could be implemented in the second half of FY 03, but it is possible that they will need to be deferred until FY 04 if the funding comes later or if no grant funding is received. Beyond these two known grants, there are a number of other potential grant sources that may fund small parts of a variety of programs. It would be in the County's interest to monitor Department of Justice, Labor and Health and Human Services grant announcements.
3. Develop Implementation Team. Although the operating agencies clearly have a large stake in the implementation of the program, there will be a significant amount of work required to implement these programs. In order to avoid duplication, it may be advisable for the County to task specific individuals with the implementation of the programs, develop action plans for their implementation, and they use an Implementation Team to monitor activities to avoid duplication of effort. It is important to understand that many of the individuals who could be charged with program implementation also have other essential duties. The consultant could potentially assist in this effort.
4. Develop Work Groups in Special Interest Areas. In the course of completing this analysis, several special interest areas emerged; these are:
 - a. Female offender issues,
 - b. Technology issues, and
 - c. Chaplaincy issues.The consultant believes that there are a number of on-going issues that relate to these three areas and that those who participated in the Alternative Teams who have special interests in these areas should continue to work on strategies to address these special interests and needs.