

# Scott County, Iowa

## Alternative Team Recommendations and Cost- Benefit Analysis: CJAAC Briefing

This presentation represents the combined efforts of a broad spectrum of individuals from the community, county government, and the justice system. Four alternative teams were established to develop CJAAC's recommendations, and CJAAC charged the consultant with evaluating the cost effectiveness of these options. The four teams focused on:

- Mental health – diverting the mentally ill offender from jail
- Substance abuse – providing substance abuse treatment within the facility to those who can not be released to community based programs
- Program services – providing basic services related to education, employment and spiritual growth and development within the jail
- Increasing compliance – of individuals who have failed to comply with court orders and other sanctions

# Mental Health Alternatives Team Recommendation

- **Three tiered recommendation**
  - **Level One = Pre-booking diversion (grant) w/case management**
  - **Level Two = Post-booking diversion w/case management**
  - **Level Three = Enhanced management of detained mentally ill**
- **Link to existing resources and partnerships**

1. Level One represents full grant funding and is the “cadillac” option. It includes:
  - a) Mobile Crisis Intervention in which a PSA nurse accompanies and/or triages mentally ill individuals who have become involved with local law enforcement. This approach will reduce law enforcement time at the ER and reduce the number of mentally ill individuals who are brought to jail.
  - b) Specialized case management services for individuals who are diverted. The goal of this is to provide “non-traditional” case management services which are hands-on in an effort to build a bridge between these difficult offenders and existing mental health programs in the community.
2. Level Two represents a fall back position in the event that the grant is not funded. It operates on the assumptions that:
  - a) A “fast track” process will be developed at the ER to encourage officers to use this option.
  - b) Individuals will be diverted after they have become involved with the justice system.
  - c) Specialized case management services will be required to “broker” the relationship between the justice and mental health systems.
3. Level Three represents enhanced services for those mentally ill offenders who must remain in custody.

# Mental Health Key Facts

## ■ Volume

- 9% of people booked
- 6,834 jail days at a cost of
- \$459,234

## ■ Operational

- High liability population
- Difficult to manage within current facility

This population is large and difficult enough to merit special attention.

1. In 2000, 515 people (9%) at the time of booking indicated they had either attempted suicide or been treated for a mental illness. This underestimates the degree of the problem. Nationally, about 15% of jail inmates have significant mental health problems.
2. This group spent 6,834 days in jail. Cost is based on \$67.11/day.
3. This group is more likely to be female (33%).
4. This group presents a high degree of liability and often de-compensates while they are in custody.
5. This facility does not provide a good area in which to manage this population. As a result, they are often held in isolation, reducing the capacity in booking.

# Mental Health Financial Requirements

- **Level One – Pre-booking Diversion**
  - \$103,100 County match (\$86,776 new)
    - Genesis Mental Health Contract – PSA Nurse
    - Vera French Community Mental Health Center Contract – specialized case management
  - \$299,620 additional grant funds
- **Level Two – Post-booking Diversion**
  - \$117,590 County funded
- **Level Three – Enhanced In-facility Services**
  - Included in jail staffing

1. Level One costs a total of \$402,725 annually – 75% of which is grant funded. This option adds:
  - a) 12 hours per day, seven days per week of PSA nursing at Genesis Medical Center. These nurses would be available to respond with law enforcement officers and would expedite the movement of individuals with mental illness through the ER into an appropriate mental health resource, including 23 hour emergency beds.
  - b) 2 specialized case managers at Vera French CMHC, who would also serve individuals diverted after booking.
  - c) This option would also result in some savings to local law enforcement agencies as officers spend less time in ER with mentally ill individuals and are more able to develop a better resolution of the individual's situation.
2. Level Two costs a total of \$117,590 annually. This option must work with the mentally ill on a two-track process:
  - a) Movement through the justice system using existing mechanisms such as PTR to an appropriate resolution of their criminal cases, including dismissal, deferred sentencing, deferred prosecution and/or prosecution.
  - b) Movement into the mental health system at an appropriate level.
  - c) This is non-traditional case management, including a high level of direct services related to basic needs, release planning, mental health and treatment referrals, as appropriate.
  - d) This approach requires enhanced partnerships among justice and mental health agencies.
3. Level Three costs are included in staffing recommendations. They focus on a higher level of health services, enhanced classification and suicide risk assessment. Long-term recommendations include a more appropriate physical environment in which this population can be managed safely.

# Substance Abuse Alternatives Team

- Substance abuse and criminality are correlated
- In-facility treatment supplements community-based options
  - 28 day program
    - Male unit at Annex
    - Female program in Jail
  - Treatment day must include more than “substance abuse” treatment
- Link to existing resources and partnerships

These are the basic assumptions underlying the recommendations of this team.

- Until both substance abuse issues and criminal behavior are addressed, the offender is not likely to change his/her behavior in the community.
- There are a substantial number of offenders who can not be released to an “open” program in the community because of the nature of their charges.
- The program will address the needs of both male and female offenders, but will be structured differently for each gender.
- Treatment program is 50 hours/week of services including education, work assignments, vocational and other services.
- The key to success with this program is to link individuals who complete the program in jail with a broad spectrum of available community-based services

# Substance Abuse Key Facts

## ■ Volume

- 60% of all individuals booked
- 45,093 jail days at a cost of
- \$3,026,190

## ■ Impact

- CADS recidivism rate is 21%.
- Nationally, 33% of jails provide these programs.
- Effective programs report recidivism rates at or below 33%.

1. This population is potentially very large with special characteristics:
  - a) They have a higher number of charges per booking (1.73 vs 1.6)
  - b) They are most likely to be charged with an alcohol offense, typically OWI.
  - c) 46% say they have used narcotics.
  - d) 25% said they had been in treatment.
  - e) They are more likely to have been treated for a mental condition than other jail inmates.
2. These programs have a good track record toward reducing recidivism:
  - a) CADS has a 21% recidivism rate overall and a 19% recidivism rate for its jail inmates.
  - b) Nationally, these programs are common in jails; effective programs have recidivism rates at or below 33%.

# Substance Abuse Financial Requirements

## ■ Capital

- \$166,000
- Modifies one bay in the Annex
- Expands into warehouse to add program space

## ■ Operational

- Sheriff's Office – included in staffing request
- CADS - Contract service (potential grant)
  - \$179,820 annually (includes two current case managers)
  - Includes purchase of mental health services to respond to co-occurring disorders

1. The capital effort is located at the Annex. It converts one of the larger bays into the in-facility program area, changing its physical space to be more consistent with a therapeutic environment. It also expands into the warehouse 1,600 square feet to provide space for group and individual counseling as well as other program services. This allows the existing, limited program space in the Annex to be available to other inmates.
2. Services to women are provided in the Main Jail in a dedicated program space.
3. Operational impacts are:
  - a) Sheriff's Office included in jail staffing requests (substance abuse liaison officer, classification specialist and program services coordinators.
  - b) CADS Contract service (\$179,820 - potential grant)
    - a) Five certified substance abuse counselors (2 existing)
    - b) .3 Program Manager (clinical supervision)
    - c) \$20,280 purchased mental health services

# Program Services Alternatives Team

- **Basic programs must be expanded to support recommendations of other teams.**
- **Basic programs:**
  - **Education (including vocational, life skills and criminal thinking errors)**
  - **Work opportunities**
  - **Chaplaincy**
- **Develop/expand partnerships with community-based programs**

These recommendations are actually pre-requisites for the recommendations of the other alternative teams. These programs support the more specific program services which are identified in each team's recommendations. In addition, these are basic services which are commonly provided in jails and would be available to inmates who are not in specialized programs.

These basic functions are also linked to Sheriff's Office staffing recommendations which perform specific activities related to these programs:

1. Improved assessment and classification focusing not only on housing and security level but also on services needed, including release planning
2. Development of partnerships with a broad spectrum of community-based providers and volunteers to begin to deliver programs in the facility

The specific programs targeted for implementation are:

1. Education, including life skills
2. Vocational and employment services
3. Spiritual growth and development through an expanded and enhanced chaplaincy program
4. Criminal thinking errors

# Program Services Key Facts

- **Program services are extremely limited in both the Jail and the Annex**
- **Program services typically include education, life-skills, employability skills, treatment, and a variety of spiritual activities**
- **When these services are provided with substance abuse and/or other specialized programs and linked to aftercare, recidivism rates drop well below 33%.**
- **Program services need to be:**
  - **Linked to improved assessment/classification and release planning at the Sheriff's Office**
  - **Holistic – reflecting mind, body and spiritual elements.**
  - **Linked to a broad spectrum of community partners who can provide support services when inmates are released.**

1. Program services are extremely limited in the existing jail. Beyond the chaplaincy program and the inmate worker program, programs are limited to visiting and recreation. In reality, visiting and recreation are basic services. There is limited emphasis on behavioral change.
2. Program services typically are broader in scope and number of inmates served; they are linked to enhanced classification/assessment and release planning.
3. These program services support others and are most effective when linked to specialized programming both in the facility and in the community.

# Program Services Financial Requirements

- **Strategy:**
  - Broker existing services into the facilities
  - Community partnerships
- **Capital:**
  - New program space at the Annex
  - Existing program space at the Jail
- **Operating:**
  - Sheriff's Office (included in staffing recommendation)
  - Added operating = \$15,550

1. The basic strategy in this recommendation is to expand Sheriff's Office capabilities in this area by:
  - a) Adding a classification specialist responsible for risk and needs assessment of inmates who are in custody more than 72 hours.
  - b) Adding program services coordinators responsible for bringing in existing community services, working with providers, expanding and managing the volunteer base, and delivery of some types of programs.
2. Developing stronger partnerships with community agencies who serve the offender population and/or their families:
  - a) Workforce Development Board, Eastern Iowa Job Training, and Scott Community College some of which are mandated to serve the offender population.
    - 1) County works with these groups to bring existing programs into the jail
    - 2) County assists in grant development for additional funding for these populations
  - b) Developing a stronger chaplaincy program
    - 1) County funds 50% of a half-time chaplain position.
    - 2) County purchases supporting materials.

# Increasing Compliance Alternatives Team

- **Early Warning System**
  - Earlier identification and intervention with non-compliant defendants.
  - Escalating interventions and sanctions
- **Step Down Program**
  - Ultimate sanction for non-compliance
  - Includes restorative justice activities
  - Addresses financial realities

The recommendation is two-fold, including an early warning program to reduce the number of people who are non-compliant and a more structured program to address the most problematic of non-compliant individuals. Currently, it is difficult to know who is not going to comply with court requirements, because the earliest “check point” is four months after sentencing.

The Early Warning System expands on a program which is currently working (Court Compliance) to identify non-compliant defendants much earlier in the process through automation and to intervene in an escalating series of consequences – to reduce the number of individuals who are non-compliant.

The Step Down Program focuses on those who continue to be non-compliant; this structured program is based on typical 120 – 240 day sentences. It provides a structured assessment, stabilization, community restoration/community service, and work release along with a variety of in-jail programming. Its restorative justice components provide for conversion of some portions of the fine to community service; its work release component provides an opportunity to reduce the actual fine. Further potentials for elimination of the jail fee exist.

# Increasing Compliance Key Facts

## ■ Volume

- 17% of people booked
- 15,040 days at a cost of
- \$1,010,000

## ■ Operational Impact

- Major impact on justice system
- Predominant element of current sentenced population

1. This is a large proportion of the sentenced population. Most are people who have failed on unsupervised probation. They are a small proportion of that population but they have a disproportionate impact on the jail and the justice system.
2. This population often has large fines and associated costs.
3. They are often involved with the current Court Compliance program where they use resources disproportionately, because they often have multiple cases with a broad spectrum of conditions.

# Increasing Compliance Financial Requirements

## ■ Early Warning System

- Capital - \$10,000 (est) enhanced automation
- Operating - \$43,080
  - Probation aide for court compliance
  - Enhanced automation and information gathering

## ■ Step Down Program

- Included in Sheriff's Office staffing
- Annual operating budget (\$5,000)

1. The Early Warning System has two components:
  - a) Enhanced automation (primarily downloading information from ICIS and/or other state systems) to maintain a local data base. This element also includes the use of paper forms to record new contact information for those on unsupervised probation, which is then used in a series of interventions including reminder letters, required reporting, etc.
  - b) Enhanced Court Compliance which adds a probation aide to assist in using the gathered information and to assist in monitoring routine court compliance cases, freeing the probation staff to focus on criminal justice case management of complex court compliance cases.
  - c) The system is used to implement a series of escalating interventions and sanctions encouraging the non-compliant defendant to complete the requirements of his/her sentence.
  - d) There are a number of unresolved automation issues which require attention.
2. The Step Down deals with inmates who ultimately do not respond to the Early Warning System. Its inmate population is those who are currently getting 120-240 day sentences.
  - a) This program uses services recommended by the program services alternative team and Sheriff's Office resources to implement what is basically a restorative justice model.
  - b) The program provides for the reduction of a proportion of the costs through community service, a proportion of the fine through a structured work release program, and the potential reduction/elimination of jail costs.
  - c) This program addresses the potentially large fines which remain in place when inmates are currently released.

# Implications of the Status Quo

- **Recidivism - at or above 60%.**
- **Cost of crime**
  - Victimization and crime – costs \$673 million - \$1 billion annually in Scott County.
  - \$10.03 justice system costs for each dollar spent on corrections
  - Social costs of cycle of criminality
- **Future jail requirements**
  - 308 beds in 2005
  - 425 beds in 2017 (CJAAC recommendation)
  - 524 beds in 2025
- **Cost of 1998 project (\$48 million) has escalated to \$56 million.**

The implications of continuing to “warehouse” offenders are bleak – and costly.

- The cycle of criminality and continued incarceration will continue.
- Crime costs Scott County:
  - By victimization (Note: these costs are based on a DOJ study of the average cost of a felony crime of between \$1,200 and \$2,500 per crime and are calculated based the number of felony offenses in the county. These costs are direct costs to victims, insurance companies, etc.
  - For every dollar spent on the jail, \$10.03 is spent on the other components of the justice system by municipal, county and state government.
  - More jail beds will be needed in the future – and the cost of constructing beds now costs more than it did in 1998. The proposed \$48 million 1998 project would cost \$56 million in 2002 dollars.

# Program Impact in 2002

- **Population Impact**
  - Mental Health – ADP of 8, 4% of total ADP
  - Substance Abuse – ADP of 28, 12% of ADP
  - Increasing Compliance – ADP of 24, 11% of ADP
  - Combined – 27%
- **With 40% recidivism, Capacity Reduction**
  - Mental Health – 2%
  - Substance Abuse – 7%
  - Increasing Compliance – 7%
  - Combined – 16%

This slide addresses the potential impact that these programs would have had in 2002 and what they imply for the future.

1. The population impact of each program is shown on the slide.
  - a) If the mental health program were implemented and 75% of misdemeanor mental health inmates and 50% of felony level mental health inmates whose risk was only for themselves were diverted, this would have been an ADP of 8 (4% of the jail population).
  - b) If the substance abuse in-facility program served an ADP of 28 (24 in the Annex and 4 women in the Jail), this would have been 12% of the jail population).
  - c) If the Increasing Compliance program served an ADP of 24 (one bay at the Annex), this would have been 11% of the ADP.
  - d) Together, these result in 27% of the population being either diverted or in a program aimed at reducing recidivism.
2. If the County achieves ONLY a 40% recidivism rate with these programs (rather than the expected 60%+), the County could anticipate a 16% reduction in its jail population. Theoretically, the recidivism rate could be less – based on the experience of other successful programs.

# Program Costs

- **Staffing Recommendations**
  - Category 1 – basic operations + \$2.96 - \$4.80 /inmate day
  - Category 2 and 3 – classification & basic programs + \$2.85/inmate day
- **Programs**
  - Mental Health + \$1.33/day (county share)
  - Substance Abuse + \$2.32/inmate day (grant)
  - Program services + \$.20/inmate day
  - Increasing compliance + \$.62/inmate day
- **Total cost of all programs + \$4.47/inmate day**

1. The best way to estimate potential costs and benefits is to express the costs of the program in costs per inmate day, which can then be added to the baseline cost of \$67.11 per day in 2002 to estimate future costs.
2. These programmatic recommendations are to some degree contingent on providing additional resources in the Sheriff's Office, which have been described in the Updated Staffing Analysis. These costs are also translated to a "per day" cost.
  - a) Category 1 staffing recommendations ("catching up" basic operations) cost \$2.96 - \$4.80 per inmate day in 2002 dollars.
  - b) Category 2 and 3 (classification and program service enhancements) cost \$2.85 per inmate day.
3. The cost of the various programs vary:
  - a) Mental health costs \$1.33/inmate day (county share of grant).
  - b) Substance abuse costs \$2.32/inmate day (grant funding).
  - c) Program services costs \$.20/inmate day.
  - d) Increasing compliance costs \$.62/inmate day.
  - e) Combined cost is \$4.47/inmate day.
4. These two cost categories must be combined.

# “Just Build” Scenario

- **Capital**
  - Builds 425 beds in 2017 = \$47,904,238
  - Builds 100 more beds by 2025 = \$11,271,585
- **Spends \$191,974,533 to operate w/current staffing and OT**
- **Doesn't include:**
  - Cost escalation
  - Cost of boarding

Capital Impact - If we continue the status quo and construct the 425 beds recommended by the Phase One Study presented to CJAAC last year, we will spend \$47.9 million to build the space that is needed to take us to 2017 – and then spend an additional \$11.3 million to build the additional beds needed to take the County to 2025.

Operational Impact – this option costs \$192 million to operate the jail with current staffing levels, boarding and continued use of overtime – based on a cost of \$67.11/inmate day.

Neither scenario includes cost escalation. It also doesn't include either the increasing costs to the rest of the justice system or the cost to victims.

# “Implement Programs” Scenario

- **Capital**
  - Builds 364 beds in 2017 = \$41,028,571
  - Modifies Annex = \$176,000
  - Builds 76 more beds by 2025 = \$8,566,405
- **Spends between \$185,960,418 and \$190,381,753 to operate w/enhanced staffing and all programs recommended**
- **Doesn't include:**
  - Cost escalation
  - Cost of boarding
- **Savings over “just build” scenario**
  - Jail savings = \$11,176,463 - \$15,605,670
  - System savings = 10.3 times the jail savings
  - Social savings

Capital Impact – this option results in fewer beds as the programs reduce the proportion of inmates who return. This results in the need for 364 beds at a cost of \$41 million. It requires modification of the Annex – and the construction of 76 additional beds to take Scott County to 2025.

Operational Impact – this option spends between \$186 and \$190 million dollars on operations – with enhanced staffing and full implementation of all the programs recommended.

It saves between \$11 and \$15.6 million – depending on how the County implements the recommendations of the Sheriff's Office staffing analysis.

There are savings beyond the jail. If the rest of the justice system spends \$10.03 dollars for every dollar spent in the jail, then additional savings of can be expected in other elements of the justice system. The social savings which can be gained are more difficult to quantify, but they represent:

- Reduced crime and the costs of victimization.
- Decreased social service and welfare costs.
- Increased tax revenue.
- Safer community with more prepared labor force will be more attractive for community development.

# Recommendations

- **Implement programs over next three years.**
- **Monitor grant funding options closely.**
- **Develop implementation team.**
- **Develop special interest work groups.**
  - Female offenders
  - Technology
  - Chaplaincy

1. From both a human and a fiscal perspective, it makes sense to implement the recommended programs. However, from a resource perspective, it is not possible to implement everything at one time.
2. The County has a number of options for grant funding of some of the recommended options. These need to be monitored closely.
3. Implementation of these teams will require significant effort. In the absence of some type of “accountability” measure, it will be difficult to implement the recommendations while conducting normal operations. The implementation teams are a vehicle for assuring on-going effort and communication.
4. Special interests and/or needs have emerged in these specific areas.