

# Scott County Community Jail and Alternatives Phase One Study

## Final Report

November 15, 2001

Prepared by:



**Scott County  
Community Jail and Alternatives  
Phase One Study Report**

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**Prepared by Voorhis Associates, Inc.  
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## What are the Factors that Put People at Risk of Incarceration?

Risk factors fall into four arenas: the community, the family, the school, and individual/peer behavior. Community factors center on:

- The availability of drugs and firearms,
- Community norms favorable to drugs, firearms, and crime,
- Media portrayals of violence,
- Population mobility, and
- Lack of a coherent community, and economic deprivation.

Family factors center on:

- Family history of the problem behavior,
- Family problems, including conflict, and
- Parental involvement in the problem behavior.

School risk factors are:

- Early and persistent antisocial behavior,
- Academic failure, and
- Lack of commitment to school.

Individual/peer factors include:

- Rebelliousness,
- Peers who engage in criminal behavior,
- Early onset of criminal activity, and
- Psycho-social factors within the individual.

These factors are present within Scott County.

## What are the Factors in Scott County that Influence Criminal Justice Workload?

1. Like much of America, the population of Scott County is aging. After a period of decline Scott County population is increasing again, but population growth is expected to continue to be slow and gradual. Population growth, per se, will not be a significant factor for the jail. As the population ages and retires, there are a number of the better jobs in the community which will become available. Keeping these industries in the community will require an educated work force able to do the job.
2. Over the long-term, like much of America, the composition and demographics of the population will change. Minority populations are increasing at greater rates than the white population. Because these groups are more at risk of **being** jailed, in the absence of efforts to modify this national phenomenon, this pattern could influence the future needs for jail space as well as other Scott County services.
3. Minority over-representation in detention and correctional facilities is well-documented nationally. It is symptomatic and indicative of larger social issues in both the State and the nation.

4. While there is little unemployment in Scott County, without additional economic development, there are patterns within employment data that suggest problems. Median household income is below the national average. The number of employees, when seen in the context of total population, suggests that there are a number of multiple earner households and a number of households existing on individuals holding multiple part-time jobs. These patterns often leave individuals without benefits and may contribute to some of the family management issues associated with increased risk of delinquency.
5. After years as a manufacturing based economy, jobs in Scott County have moved into the service sector. The level of manufacturing jobs appears to be stabilizing at between 10% and 15% of the economy, while the service sector has grown to about 33% of the available jobs. In a service based economy, the educational and behavioral characteristics of employees become critical to the continued health of the employment sector.
6. Although there are pockets of poverty in Scott County, in general, Scott County is characterized by higher income housing tracts than either Henry or Rock Island County. Less than 25% of the housing tracts in Scott County are characterized as low or moderate income tracts. However, these areas are where much of Scott County's minority population lives. Since poverty is one of the risk factors associated with both victimization and crime, the people who live here are both more likely to be victims of crimes and to be at risk of committing crimes.

## **What Are Scott County's Criminal Justice Trends?**

### **How much crime does Scott County have?**

1. The number of index crimes (seven serious felonies) are decreasing in Scott County. These offenses represent only a small proportion of the "business" of the local criminal justice system. Index crimes are the most common measure of crimes, but it is less meaningful for local jails than many other types of offenses.
2. Violent index crimes account for a small proportion (about 15%) of the FBI Index crimes and represent a relatively small number of offenses in Scott County (about 1,500 per year - most of which are aggravated assaults). These crimes do tend to have a disproportionate impact on the jail because of their high bail and their potential for future prison sentences.
3. The Uniform Crime Rate has decreased each year since 1996 in all jurisdictions of Scott County except the City of Davenport.
4. Scott County's crime rate is higher than both the national and State averages, and the index crime rate for the City of Davenport is higher than the Iowa rate for cities over 50,000.
5. The specific crimes tracked in Iowa Group A offenses are either down or at about the same level in 1999 as they were in 1996 for Scott County as a whole.
6. While felony prosecutions (such as driving while barred) are cyclical, serious and aggravated misdemeanors are increasing. Their impact on the jail.

### **How many arrests occur in Scott County and on what charges?**

1. Iowa categorizes crimes differently from the Uniform Crime Index used by the FBI. They divided crimes into Group A, which includes all of the index offenses as well as other crime categories which have a significant impact on the local jail - specifically drug offenses, and Group B offenses which include disorderly conduct, DUI, and family offenses, such as domestic violence. Group B offenses have a significant impact on local jails.
2. Arrests for Group A and Group B offenses increased during the 1990's but now seem to be

- stabilizing.
3. Arrests for domestic violence have significantly increased and do not show signs of diminishing.
  4. OWI arrests may have stabilized during the 1990's.
  5. Because of their volume and their potential to result in jail sentences, arrests for drug offenses and simple assaults should be monitored closely.
  6. The "all other" group B arrests which includes violations, etc. shows more signs of increasing than many of the other offenses in these categories.

### **What conclusions can be drawn about current levels of crimes and arrests?**

1. There are not many significant changes in the number of crimes, crime rates, arrests and arrest rates in the last ten years. Although there have been some increases in specific crimes, such as domestic violence, there is relatively little change within the normal range for most offenses. There is no evidence that implementation of alternatives has resulted in increases in crimes.
2. Group A arrests and the Index Crimes, particularly the violent felonies, while relatively small in number have a tendency to impact the pre-trial side of the jail; if these individuals are not good candidates for bond - and some of these offenses are likely to have high or no bond permitted - they will stay in jail while their cases are decided in court. They then go to the State Prison system.
3. During the last ten years, there has been an intense period of modifying/expanding criminal penalties legislatively. While some of these initiatives have a much greater impact on the State prison system, those changes which impact Group B offenses and other types of misdemeanors have the potential to have a significant impact on the jail.

### **How Have These Trends Influenced the Jail?**

1. The number of facility bookings was relatively stable at just under 5,000 per year until 2000 when the City of Davenport closed its holding facility. In 2000, it increased to 6,257. When the Scott County Jail became the central booking agency for the County, the number of people taken to the facility increased.
2. The jail's physical plant is discussed in greater detail in Section 11 of this document. Although the County has attempted to deal with the additional demand through the implementation of a variety of alternatives and through some modification of the physical plant, the current booking facility was not designed for the current volume of activities, and it does not accommodate it well.
3. Average daily population increased until 1998 when it began to decline. ADP has not returned to the levels seen in the early 1990's, but in 2000, the ADP was 218.78, down from a high of 247.86 in 1998.
  - a. There is little variation by day of the week.
  - b. There is some variation by time of year.
  - c. About 75% of the jail population are pretrial detainees.
  - d. About 60% of the jail population are felons.
  - e. About 80% of the jail population is male.
  - f. About 48% of the jail population is white, and about 44% of the jail population is black.
  - g. About one-third of inmates are held at the annex.
4. Average length of stay has decreased significantly in the last two years - from about 17 days to about 10 days. This is the means by which the County has managed its jail population.

## What Alternatives to Incarceration Does Scott County Use?

1. Scott County has a broad range of alternatives to incarceration on its continuum of sanctions. These include both residential and non-residential alternatives.
2. Pretrial alternatives include a wide variety of bonds and bail as well as pretrial release (supervised and unsupervised).
  - a. While pre-trial release does not interview all people who are jailed, they interview those who are most likely to be eligible for pretrial release. This process ensures that their resources are used wisely.
  - b. Pretrial release will track individuals who remain in custody to determine if they become eligible for pretrial services after an initial interview.
  - c. Supervised release has been used less in the last two years. This may stem from a variety of sources.
    - i. In some cases, individuals who were previously released on supervised release are now released through the normal pretrial program.
    - ii. Supervised release may have become less of a priority for the two Scott County probation teams than it was for the centralized pretrial unit.
    - iii. Supervised release has the potential to be a “mixed blessing” in terms of population management; the closer the level of supervision, the greater the potential to discover violations.
3. While individuals may remain in custody, the case expediter helps to ensure that cases are moved expeditiously through the justice system. This alternative (along with others) has had an impact on the system, systematically reducing length of stay.
4. Non-residential alternatives include probation (including intensive supervision), fines, the court compliance program, restitution, and community service.
  - a. Probation caseloads have declined since 1998.
  - b. Fewer individuals are on intensive supervision and administrative probation. There seems to be a move toward the more “middle of the road” forms of supervised probation.
  - c. Given State funding constraints, Correctional Services has consistently been asked to do more with less; this has the potential to result in crowding in its residential alternatives and a movement away from higher levels of supervision in probation.
5. After a little more than a year of operation, court compliance successful completions are at 40% of individuals referred.
  - a. There is some evidence that individuals with lower fines have a better completion record - with fewer warrants - than those with higher fines.
  - b. This program has collected about one-third of all of the fines levied against its clients.
  - c. Individuals in this program have an average of 1.68 cases and an average total levied against them of \$1,798.89.
  - d. Some of these fines are very significant; the highest fine found in the program was \$11,846.80. This does not include restitution or jail time repayment.
6. Because of the surcharges and other costs, fines rapidly multiply. A \$350 fine can easily cost \$865, and a \$1,000 fine easily amounts to \$1,860.
7. While the community service program, operated under contract by Safer Foundation, has been in existence for many years, it is a voluntary program. At present, it appears somewhat under-utilized.
8. The court clearly uses restitution - a corner stone of restorative justice - to compensate crime victims and as a sanction.
9. There appears to be an institutionalized predisposition toward the use of financial sanctions. This seems to be inherent given State funding strategies. It does, however, begin to raise issues for the local system - particularly when seen in the context of the average offender's “ability to pay.”
10. Residential alternatives include placement at the WRC and RCF.

## What Alternatives within Incarceration Does Scott County Use?

1. Scott County has not developed many alternatives within incarceration. With the exception of work release - a common residential alternative - and to a lesser degree electronic monitoring, there are none. In the opinion of the consultant, there are a number of reasons why.
  - a. At times when the jail population has been high, staff efforts must be focused on providing basic services. There are not enough staff resources to develop and deliver alternative programs.
  - b. The physical plants of both the Main Jail and the Annex impact the potential of the Sheriff's Department and Scott County to implement and develop alternatives; they also impact the ability of the Sheriff's Department to deliver **basic** services. Section 11. Physical Plant Analysis provides additional information on this topic.
  - c. Much of the energy within the Sheriff's Department and the Scott County justice system has gone to managing the jail population; these efforts have been very successful. However, these efforts have reached a point where the individuals who are left in the jail are more difficult to divert; there is considerable evidence that the long-term inmates, in particular, are either individuals whose offense or prior history suggests a significant risk of non-appearance, making them poor candidates for release on their own recognizance, or individuals who have failed to comply with prior requirements of the court. This population is more challenging and requires a deeper level of intervention than the county has previously attempted. To divert these individuals from the jail it will be necessary to change some of their behavior.

## How Efficient is the Scott County Justice System?

1. The Scott County criminal justice system is operating efficiently; there is considerable evidence that the system has a long-term track record of efficient case handling. This efficiency has only been improved by the population management efforts of system members in the last three years.
2. The Scott County justice system has an effective continuum of sanctions available to it.
3. Like many other jurisdictions, the Scott County justice system deals well with people who, once within the system, comply with its sanctions. However, like all other justice systems, people who fail to comply create problems for this system

## Who Is Booked at the Scott County Jail?

Because of the differential length of stay, there are really two populations held at the Jail. This section describes everyone who came through the door. It is thus a good measure of the individuals with whom the criminal justice system will be involved and for whom a variety of sanctions, including a broad spectrum of non-jail alternatives, are currently used. It also contains a long-term population who is much more problematic for the Scott County criminal justice system as well as the community.

1. People move through the jail in two distinct groups:
  - a. One group (about two-thirds of all people booked) stays two days or less,
  - b. The second group (about one-third of all people booked) stay more than two days, but account for 95% of all the jail time that is spent at the Scott County jail.
2. The population is predominantly male, with an average age of 31.36 year. About 45% are white and 45% are African-American.
3. 85% of all people booked live in Iowa. 65% of those who live in Scott County (75% of all bookings) live in Davenport.

4. Most are under-employed and relatively unskilled, with an associated low income status. Average educational attainment was 11.42 years.
5. The average number of times each of these individuals were booked in the year 2000 was 1.32 times. 60% indicated that they had been booked at the jail previously.
6. Just over 25% were charged with a felony. About 20% were charged with a crime against a person. 17% were charged with a failure to appear. 13% each were charged with OWI and crimes against property.
7. According to health screening information:
  - a. 5% indicated that they had attempted suicide in the past,
  - b. 7% indicated that they had been treated for a mental condition,
  - c. 30% indicated that they had taken narcotics,
  - d. 10% indicated they were alcoholics,
  - e. 15% indicated they had received treatment at CADS.
8. About 15% were released having served a sentence. About 5% were transferred to the Department of Corrections or one of Correctional Services facilities. About 6% were transferred to another law enforcement agency. The rest were released on pre-trial release, bond or a court-ordered release.
  - a. The average amount of bond for inmates who were eligible was \$8,639; the median amount of bond was \$1,950.
  - b. The average sentence imposed (without considering suspension) was 52.54 days.
  - c. The average prison sentence imposed (without considering suspension) was 12.77 years.

## **Who Stays In Jail?**

1. This population is different from the profile of all inmates who are held at the facility in the following ways:
  - a. They are somewhat more likely to be from out of State although most (75%) live in Iowa.
  - b. Their average number of charges is 3.29 - much higher than the average for all bookings.
  - c. They are much more likely to have multiple cases pending (1.97 cases per inmate in this group).
  - d. They are equally likely to have been arrested for a failure to appear. This is the largest single reason for which these individuals were booked.
  - e. They are more likely to be held for a person, property or drug offense.
  - f. The level at which bond is set is considerably higher - an average of \$58,911.
  - g. They were more likely to have been booked at the jail previously - an average of 4.01 bookings per inmate since 1989.
  - h. There is some indication that this population is harder to manage - from both a correctional and a medical/mental health perspective.
2. This is the population that Scott County will have to impact in order to continue to manage its jail population.

## **How Does the Main Jail's Physical Plant Impact Scott County's Jail Needs?**

1. In spite of its efforts to keep the Main Jail clean and to operate within the requirements of both the standards and the court order, the County has an uphill battle to keep the existing jail functioning. It is also staff intensive to operate.
  - a. Housing units are too small for staff efficiency.
  - b. Inmates can not be supervised effectively with the current structure.
  - c. The booking area is no longer adequate for its current function as an intake center.
  - d. There are inadequate program areas. Existing program areas are located too far from

- e. housing and do not provide for effective supervision in programs.
- f. Support areas, such as food service, are no longer adequately sized for the population housed.
- g. Staff and administrative spaces were not designed to support the size staff currently employed.
- g. There is inadequate storage of all types.
- 2. Unlike other public buildings which are closed after 5 PM during the week and all weekend, the jail never closes. As a result, it ages more rapidly. Functionally, this jail is at least three times its chronological age. There are significant functional problems.
- 3. The second phase of this planning effort will address the specific structural and mechanical issues in the current facility as well as propose solutions. However, it should be clear from this review that the primary reason why Scott County needs to build a new jail is not population growth or even the fact that the current facility is crowded. It is because this facility is no longer functional and has reached a point in its life cycle when it must either be replaced or renovated to provide a more cost-effective facility which will allow the County to operate consistent with today's standards and to deliver the types of programs and services - beyond the basics - which are required by today's population.

### **How Does the Annex Physical Plant Impact Scott County's Jail Needs?**

- 1. Although there are a number of standards-related issues with this building - primarily lack of natural light and noise levels, functionally it works better than the existing jail. For a direct supervision environment with this inmate classification, housing unit size could be larger, and housing units could offer some separations between living and sleeping areas.
- 2. The Annex does have multi-purpose spaces where a variety of programs could occur. In addition, the addition of sleeping partitions and sound baffles in the housing units could help environmentally. While in the long-term, this structure has standards compliance issues, it does suggest some potential for interim use - at least for minimum security inmates.
- 3. This facility also does not provide spaces for administrative and staff activities.

### **What Size Facility Does the County Need?**

- 1. Scott County's incarceration rate has been below the national average incarceration rate. However, its incarceration rate is considerably higher than the average rate for the State of Iowa. Scott County has used jail more like the average for the State of Illinois - and like a more urban environment.
- 2. While Scott County needs to plan for 2025 capacity, there are a number of reasons why the consultant believes the County should build for a shorter time frame - about fifteen years from the time when a new facility would be available seems appropriate. Somewhere approaching the 2020 capacity seems appropriate based on the amount of time required to plan, design and construct a facility. Most jurisdictions take 4-5 years to plan, build and construct a facility. Assuming that this project went forward today, it would be 2006 before the new jail would be operational. A 2010 deadline for expansion would mean that the County would *immediately* need to enter into another planning process. In the experience of the consultant, projects that close together have little chance of success.
- 3. Scott County will need to continue to manage its jail population aggressively. In addition, the County will need to implement programs that impact the long-term jail population.

## **Section 1. Introduction**

### **Project Background**

The original Scott County Jail was constructed in 1898. This structure met the County's needs until 1983 when the jail addition which joined the courthouse and the original jail was completed, bringing the jail capacity to 97 beds. Between 1990 and 1996, jail population increased rapidly. In 1991, the County purchased the Tremont building as a minimum security facility, adding an additional 80 beds (177 jail system capacity). In 1993, by double bunking, the capacity was increased by 24 beds. By 1995, the County Board of Supervisors had identified jail crowding as "top priority."

In July 1996, the Scott County Board of Supervisors retained Huskey & Associates to develop a needs assessment; the needs assessment was finalized in May, 1997. Key findings from this assessment were:

1. The benefits of implementation of the following four policy options to reduce the size of the future projected jail population:
  - a. Development of a "case expediter" position to expedite the processing of cases in the County Attorney's Office, building on successes of the Scott County District Court System, the Pre-trial Services Office and the Scott County Jail.
  - b. Development of a process expediting treatment of pre-trial detainees who have substance abuse issues.
  - c. Expansion of the existing Pre-trial Services function, with use of electronic monitoring for those individuals released pre-trial who require additional supervision.
  - d. Development of a "day reporting" program which included work details as well as programmatic services as an alternative to sentenced jail time.
2. The need to construct an expandable 660 bed facility to meet the County's need to 2010 (if none of the policy alternatives identified above were recommended) and beyond (if one or more of the alternatives were implemented).

In May 1997, the County retained a team of architects and planners (Larrison & Associates, Venture Architects, Huskey & Associates, and Estes/Taylor Ball) to develop a pre-architectural program (Phase 2 of the Comprehensive Jail Needs Study) recommended in the needs assessment. Phase Two used two study groups:

1. The Jail Research Team, comprised of seven representatives of the Sheriff's Department and County Government, and
2. The Jail Population Management Committee, comprised of thirteen representatives of the District Court, the Division of Correctional Services and all members of the Jail Research team.

Ultimately, Phase Two recommendations were for development of a 500 bed facility. At the same time, the County began to act on the policy recommendations from the earlier needs assessment. The County hired a case expediter, developed a process with the Center for Alcohol and Drug Services (CADS), added an electronic monitoring program at the jail, and developed a court compliance program.

In November 1998, the jail referendum was on the ballot. In Iowa, a 60% level is required for adoption of the referendum; the initiative received a 48.2% approval. Following the defeat of the initiative, the County retained Personal Marketing Research, Inc. to assist them in determining why the referendum

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did not pass. Key findings of this survey were:

1. Fewer people voted in the off- year election (85% in 1998 rather than 95% in 1996).
2. 75% of Scott County voters think that the County has a jail problem.
3. 46% of voters supported the new jail, and 49% opposed it. Of the non-voters surveyed, 46% support the new jail, 41% opposed it and 14% had no opinion.
4. For proponents, the primary reasons for supporting the jail were safety (31%), crowding (21%), cost (14%), and need (9%).
5. For the opponents, the primary reason for not supporting the jail was cost (74%).

In 1999, Lyle Sumek Associates conducted a strategic planning session for selected representatives of Scott County. This session resulted in selection of the current planning process and the creation of the Community Jail and Alternatives Advisory Committee (CJAAC) in February 2000.

CJAAC is charged with the following mission to:

- Identify and address criminal justice system issues and outcomes that impact the jail.
- Develop solutions that are practical and owned by the community.
- Provide the community with information about the criminal justice system, jail facilities and programs.
- Develop future plans for jail facilities and programs.
- Coordinate efforts of all agencies in day-to-day management of criminal justice system as they relate to the jail and alternative programs.

CJAAC recommended that Scott County undertake a two-phase study of the jail and detention alternatives. Phase One (this effort) focuses on the jail population and addresses the following issues:

- What are other communities doing to reduce jail populations and is it working?
- What are alternatives to incarceration? What ones are the most appropriate for our community?
- What is the on-going effectiveness of alternative programs implemented?
- What programs should be offered in the jail?
- What is the projected growth and composition of the jail population?
- What size should the jail be?

In December 2000, Scott County solicited qualifications from criminal justice planning firms. This two-tiered process resulted in submission of qualifications from more than 40 firms. Three finalists were interviewed. In April 2001, Voorhis Associates was selected to assist the County in the development of the Phase One report.

## **Risk Factors and Criminal Behavior**

When communities are involved in criminal justice planning projects, they focus on the community's institutional and systematic response to criminal behavior. In the consultant's opinion, this is natural, pragmatic, and appropriate. Scott County can not address its very pressing jail problems effectively by implementing crime prevention programs. However, in evaluating future criminal justice needs, it is quite useful to understand the factors which place individuals at risk of becoming involved in criminal behavior and evaluating the degree to which these factors are present in the local environment.

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Extensive research has identified risk factors for crime, violence, and substance abuse. These factors exist within a communities as a whole, families, schools, peer groups, and within individuals. Some of these risk factors can be modified; others can not. These risk factors and the behaviors they predict are shown in the following table. <sup>1</sup>

**Table 1.1** Summary of Risk Factors and the Behaviors they Predict

Risk Factor	Substance Abuse	Delinquency	Teenage Pregnancy	School Dropout	Violence
<b><i>Community</i></b>					
Availability of drugs	x				
Availability of firearms		x			x
Community laws and norms toward drug use, firearms, and crime	x	x			x
Media portrayals of violence					
Transitions and mobility	x	x		x	
Low neighborhood attachment and community organization	x	x			x
Extreme economic deprivation	x	x	x	x	x
<b><i>Family</i></b>					
Family history of the problem behavior	x	x	x	x	
Family management problems	x	x	x	x	x
Family conflict	x	x	x	x	
Favorable parental attitude and involvement in the problem behavior	x	x			x
<b><i>School</i></b>					
Early and persistent antisocial behavior	x	x	x	x	x
Academic failure beginning in elementary school	x	x	x	x	x
Lack of commitment to school	x	x	x	x	
<b><i>Individual/Peer</i></b>					
Rebelliousness	x	x		x	

<sup>1</sup> This material is taken from the Juvenile Justice and Delinquency Prevention Comprehensive Strategy, "19 Risk Factors" on OJJDP's website.

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Risk Factor	Substance Abuse	Delinquency	Teenage Pregnancy	School Dropout	Violence
Friends who engage in the problem behavior	x	x	x	x	x
Early initiation of the problem behavior	x	x	x	x	
Constitutional factors	x	x			x

**Definitions**

Risk Factor 1. Availability of Drugs. The more easily available that drugs and alcohol are in a community, the greater the risk that drug abuse will occur in that community. Perceived availability of drugs in school is also associated with increased risk.

Risk Factor 2. Availability of Firearms. Firearms, primarily handguns, are the leading mechanisms of violent injury and death in the United States. The easy availability of firearms in a community can escalate an exchange of angry words and fists into an exchange of gunfire. Research has found that communities with greater availability of firearms experience high rates of violent crime, including homicide.

Risk Factor 3. Community Laws and Norms Favoring Drug Use, Firearms, and Crime. Community norms - the attitudes and policies a community holds concerning drug use, violence, and crime - are communicated through laws, written policies, informal social practices, the media and the expectations that parents, teachers and other members of the community have for young people. Laws, tax rates, and community standards that favor or are unclear about substance abuse or crime put young people at higher risk of delinquency.

Risk Factor 4. Media Portrayals of Violence. There is growing evidence that media violence can influence community acceptance of violence and rates of violent or aggressive behavior.

Risk Factor 5. Transitions and Mobility. Communities with high rates of mobility appear to have increased drug and crime problems. The more frequently people within an area move, the greater the risk of criminal behavior.

Risk Factor 6. Low Neighborhood Attachment and Community Disorganization. Higher rates of drug problems, crime and delinquency occur in neighborhoods where people have little attachment to the community, where rates of vandalism are high, and where there is low surveillance of public places. Perhaps the most significant issue affecting community attachment is whether residents feel they can make a difference in their lives. If the neighborhood's key players, such as merchants, teachers, police, and human and social service personnel, live outside the neighborhood, residents' sense of commitment will be less.

Risk Factor 7. Extreme Economic and Social Deprivation. People who live in deteriorating neighborhoods characterized by extreme poverty, poor living conditions and high unemployment are more likely to develop problems with crime and substance abuse and are more likely to engage in violence toward others during both adolescence and adulthood.

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Risk Factor 8. Family History of High Risk Behavior. Children raised in families with a history of addiction are at increased risk of having drug and/or alcohol problems, and children raised in families with a history of criminal activity are at increased risk of delinquency.

Risk Factor 9. Family Management Problems. Poor family management practices, such as not having clear expectations for behavior, failure to supervise and monitor children, as well as excessively harsh or inconsistent punishment, are at higher risk of all of the problem behaviors identified in the table.

Risk Factor 10. Family Conflict. Conflict between family members is more important for predicting criminal behavior than family structure.

Risk Factor 11. Parental Attitudes and Involvement in Problem Behaviors. Parental attitudes and behavior toward drugs and crime influence the attitudes and behavior of children. Children in families in which these behaviors are present are at greater risk of the same behavior - particularly if parents involve children in the behavior.

Risk Factor 12. Early and Persistent Antisocial Behavior. The earlier that aggressive behavior appears, the higher the risk of substance abuse, delinquency and violence.

Risk Factor 13. Academic Failure Beginning in Late Elementary School. Academic failure increases the risk of all of the problems listed above. The experience of failure - regardless of the reason - increases the level of risk.

Risk Factor 14. Lack of Commitment to School. Children who are not committed to school are at higher risk of problem behaviors.

Risk Factor 15. Rebelliousness. Young people who are alienated or actively rebellious are at higher risk of drug abuse and delinquency.

Risk Factor 16. Friends who Engage in the Problem Behavior. Young people who associated with peers who present the problem behaviors are at higher risk of the same behavior.

Risk Factor 17. Favorable Attitudes toward the Problem Behavior. In elementary school, most children express anti-drug, anti-crime and prosocial attitudes. However, by middle school, their attitudes shift toward greater acceptance of the problem behaviors as others they know participate in these activities. This acceptance places them at higher risk.

Risk Factor 18. Early Initiation of Problem Behaviors. The earlier that young people exhibit the problem behaviors, the more likely they will have chronic problems with the behavior later in life.

Risk Factor 19. Constitutional Factors. Some constitutional factors (biological or physiological) contribute to the problem behaviors. These factors, such as sensation seeking, low harm avoidance and lack of impulse control, increase the risk of young people participating in the problem behaviors.

**Discussion**

This document is not intended to direct the crime and delinquency prevention activities of Scott County,

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and the consultant is not suggesting that the County attack these social issues before it addresses its more immediate criminal justice needs. However, the degree to which these risk factors exist within the various communities in Scott County ultimately, to a large degree, determines future demand on both the criminal justice and human service systems in the County. All communities experience these risk factors to a greater or lesser degree. As CJAAC develops a plan for the future of the justice system, it may be wise to consider the degree to which these factors will in the future continue to impact Scott County.

## **Document Organization**

This document addresses the Phase One issues and is organized into the following sections:

- Section 1. Introduction, which provides project history, an introduction to risk factors which increase the potential for a variety of anti-social behaviors including criminal behavior, and organization of the Phase One Study,
- Section 2. Scott County Profile, which provides information about Scott County population and economic trends,
- Section 3. Scott County Crime and Arrest Trends, which provides information about crime and arrest patterns in the County,
- Section 4. Scott County Incarceration Trends, which provides information about trends in the use of the jail,
- Section 5. Scott County Prosecutorial and Judicial Trends, which provides information about trends in case filings, prosecution, and case disposition,
- Section 6. Scott County Alternatives to Incarceration, which provides information about trends in the use of the current alternatives to incarceration,
- Section 7. Scott County Alternatives within Incarceration, which provides information about programs and services currently available in the jail,
- Section 8. Scott County Justice System Analysis, which provides information about the organization of and workflow in criminal justice agencies in Scott County and the relationship of alternatives to incarceration to key decision points within the criminal justice system,
- Section 9. Profile of Jail Admissions, which provides information about the individuals who are booked at the Scott County Jail, regardless of their length of stay,
- Section 10. Profile of Jail Inmates, which provides information about the individuals who remain in custody at the Scott County Jail for more than 30 days,
- Section 11. Main Jail Physical Plant Analysis, which describes the current physical plant and its impact on operations and programs,
- Section 12. Annex Physical Plant Analysis, which describes the Annex and its impact on operations and programs,
- Section 13. Future Jail and Alternative Population Scenarios, which provides a series of scenarios for future residential and alternative populations , and
- Section 14. Recommendations, which provides recommendations developed together with members of the Community Jail and Alternatives Advisory Committee.