

# **CRIMINAL JUSTICE SYSTEM ASSESSMENT: Appendices to Final Report**

September 20, 2007

Presented to the  
Dane County Board of Supervisors  
Dane County, Wisconsin





# Appendices

## **I. Appendix A: System Assessment**

- Dane Bylaws

## **II. Appendix B: Comparative Studies**

- Analysis of Previous Evaluative Work in Dane
- Dane County Comparisons
- Statewide Comparisons

## **III. Appendix C: Sheriff's Office**

- Total Systems Planning
- NIC Jails Division Facility Development Plan
- Forecast Jail Capacity (Beck)
- Facility Development Process and Seven Stumbling Blocks

## **IV. Appendix D: Adjudication**

- 10 Core Measures of Court Performance
- Differentiated Case Management Implementation
- Job Title Summary – District Court Administrator

## **V. Appendix E: Jail Release Program**

- Assessing Risk Among Pretrial Defendants in Virginia

## **VI. Abbreviations**

## **VII. Interviews and Contacts**

## **VIII. Bibliography**

# Appendix A

---



# Dane County Criminal Justice Group

## Bylaws of the Dane County Criminal Justice Group

<u>Article I: Name</u> .....2	<u>Article XIV: Standing Committees</u> ..... 4
<u>Article II: Authority</u> .....2	Section A: Operating Committee.. 4
<u>Article III: Purpose</u> .....2	Membership..... 5
Section A: Principal Mission.....2	Meetings ..... 5
Section B: Guiding Principal .....2	Section B: Jail Oversight..... 5
Section C: Recommendations.....2	Membership..... 5
<u>Article IV: Members</u> .....2	Meetings ..... 5
<u>Article V: Meetings</u> .....2	Section C: Grant Oversight..... 5
Section A: Regular Meetings.....2	Membership..... 6
Section B: Designees.....2	Meetings ..... 6
Section C: Quorum.....3	Section D: Information Systems ... 6
Section D: Special Meetings.....3	Membership..... 6
<u>Article VI: Officers</u> .....3	Meetings ..... 6
Section A: Co-Chairs .....3	<u>Article XV: Task Committees</u> ..... 6
Section B: Vice-Chair.....3	Section A: Purpose..... 6
<u>Article VII: Voting</u> .....3	Section B: Members ..... 7
<u>Article VIII: Protocol</u> .....3	Section C: Meetings..... 7
<u>Article IX: Confidentiality</u> .....3	<u>Article XVI: Records</u> ..... 7
<u>Article X: Conflict of Interest</u> ..... 3	<u>Article XVII: Amendment of Bylaws</u> .. 7
<u>Article XI: Political Advocacy</u> ..... 4	<u>Article XVIII: Signatures</u> ..... 7
<u>Article XII: Compensation</u> ..... 4	<u>Appendix A: Organizational Chart</u> ..... 8
<u>Article XIII: Executive Committee</u> .....4	
Membership .....4	
Meetings.....4	

## Article I: Name

The name of this CJG is the Dane County Criminal Justice Group, and it will be referred to as the CJG in the following bylaws.

## Article II: Authority

The CJG was established in 2001 for the purpose of bringing together key criminal justice stakeholders to engage in systemic planning and coordination of the Dane County criminal justice system.

## Article III: Purpose

### *Section A: Principal Mission*

The principal mission of the CJG is to serve as the forum for identifying criminal justice issues and solutions, proposing actions, and facilitating cooperation that will improve public safety and the Dane County criminal justice system. The CJG is committed to providing the coordinated leadership necessary to establish cohesive public policies and programs which are based on research and evaluation, systemic planning, and collaborative implementation. This commitment entails effective resource utilization and targeted funding strategies as part of its goal.

### *Section B: Guiding Principal*

The CJG is committed to serve as the planning body for the criminal justice system in Dane County.

### *Section C: Recommendations*

The CJG may make recommendations to decision makers pertaining to criminal justice issues. The recommendations are non-binding.

## Article IV: Members

There are fifteen voting members on the CJG who are members due to the position they hold. These fifteen members serve on the CJG as long as they occupy the position:

- County Executive (Co-Chair)
- Representative Judge of the Criminal Court (Co-Chair)
- Representative, Municipal Judge
- Representative, Juvenile Court Judge
- District Attorney
- County Council Public Safety Chair
- Sheriff
- County Clerk of Courts
- County Manager
- Court Administrator
- Public Defender
- Mayor of Madison
- Madison Chief of Police
- Representative, Crime Victims
- Representative, Private Sector

CJG members may nominate candidates for representative positions to the Co-Chairs, who have the authority to select the members.

## Article V: Meetings

### *Section A: Regular Meetings*

The CJG meets on the fourth Tuesday of January, April, July, and October, beginning at 11:45 a.m.

### *Section B: Designees*

CJG members may designate one chief of staff person to represent them and vote at CJG meetings. Any member wishing to appoint a designee is to identify the designee in written correspondence addressed to the Co-Chairs of the CJG. Designees can be changed only by notifying the Co-Chairs in writing.

### ***Section C: Quorum***

A quorum is no less than a simple majority of the total membership. Designees cannot be counted when determining a quorum. Action may be taken by a majority of those present and voting and by not less than a majority of the quorum.

### ***Section D: Special Meetings***

The Co-Chairs of the CJG may convene a special meeting. Written notice must be served at least 48 hours in advance. Only items included in the written notice are to be discussed or considered.

## **Article VI: Officers**

### ***Section A: Co-Chairs***

The County Executive and the representative Judge of the criminal court are the principle executive officers for the CJG. They exercise general supervision and control over the affairs of the CJG. In addition, the Co-Chairs have such powers and duties as the CJG may assign from time to time.

### ***Section B: Vice-Chair***

The Vice-Chairperson, who is selected by the CJG, will have the power and perform the duties that the Co-Chairs prescribe. In instances when both of the Chairs cannot attend a meeting, then the Vice-Chair will preside.

## **Article VII: Voting**

Each CJG member has one vote. Designees may vote on behalf of a member if they have been identified in written correspondence to the Co-Chairs.

## **Article VIII: Protocol**

The latest edition of **Robert's Rules of Order** governs all CJG meeting and standing committees except in instances of conflict between the rules of order and the bylaws of the CJG or provision of law.

## **Article IX: Confidentiality**

It is essential for the proper functioning and success of the CJG that there are secure and trusted channels for the free and wide-ranging exchange of information, ideas, criticism, and viewpoints among members.

Accordingly, all members of the CJG, and its related sub-committees, who, during the course of their appointment, have knowledge of matters coming before the CJG for review, study, evaluation, action or decision must refrain from public comment about those matters, except as directed by the CJG or Co-Chairs. Members of the CJG must not communicate or cause to be communicated to any person not also a member of the CJG any documents, information, knowledge, opinion, rumor or gossip about the work, internal deliberations or decision-making process of the CJG.

## **Article X: Conflict of Interest**

Members of the CJG, a standing committee, or a task committee must disclose to the Co-Chairs, in writing, any interest they may have in an agency or organization beyond their appointed position that may benefit from their involvement on the CJG. Such member(s) will abstain from voting when appropriate.

## Article XI: Political Advocacy

The CJG, as a body, will not take any position whatsoever with respect to the candidacy of any person or public office.

## Article XII: Compensation

Members of the CJG, a standing committee, or a task committee shall not receive compensation, beyond their normal salary, for their service.

## Article XIII: Executive Committee

The Executive Committee provides leadership in strategic planning and policy development for the CJG. It ensures that the CJG and its related committees maintain their systemic goals and objectives. Any policy or program initiatives developed by the CJG are taken under advisement by the Executive Committee. Additional responsibilities include:

- Approving courses of action for policies and programming initiatives developed and recommended, by the CJG.
- Prioritizing issues that the criminal justice system and the CJG should address.
- Developing strategies on interagency collaboration and cooperation on criminal justice issues.
- Determining ways in which county and municipal governments can leverage scarce resources to resolve complex problems effectively and efficiently.

## Membership

The membership of the Executive Committee will include the Co-Chairs, the Vice-Chair, and two other members selected from the CJG.

## Meetings

The Executive Committee meets on the fourth Tuesday of those months when a CJG meeting does not occur (February, March, May, June, August, September, November, and December). The meetings begin at 11:45 a.m.

## Article XIV: Standing Committees

### *Section A: Operating Committee*

The Operating Committee facilitates and coordinates the activities of the CJG. Particularly, it ensures that the duties and responsibilities assigned to the Standing and Task Committees are sustained. Other functions of the Committee include:

- Reviewing analyses, policy and program recommendations, plans for implementation, and projected costs submitted by committees prior to submission to the CJG.
- Designating existing structures or creating new structures for the achievement of CJG goals.
- Monitoring the implementation of Executive Committee directives and their outcomes.
- Administering the business of the CJG on matters coming before it, including the planning of the agenda for CJG meetings.



A designated representative from the Operating Committee will report to the Executive Committee.

## **Membership**

The Operating Committee has five members. The committee will include at least one member from the Executive's Office and one member from the Common Pleas Court. The other three members will be selected from the CJG by the Executive Committee.

Each Standing Committee and Task Committee will send a representative to the Operating Committee meetings.

## **Meetings**

The Operating Committee meets on the third Tuesday of the month at Conference Room X. The meetings begin at 3:00 p.m.

### ***Section B: Jail Oversight***

The Jail Oversight Committee monitors inmate population levels, identifies emerging jail trends, and coordinates inmate population reduction efforts. It will also:

- Pursue policies and programs that alleviate jail crowding, including the development of alternative sanctions.
- Resolve issues that cause inmates to be detained longer than necessary.
- Establish effective in-house rehabilitative programming for inmates as well as post-incarceration follow-up services designed to reduce recidivism.

## **Membership**

The membership of the Grant Oversight committee will include, but is not limited to, a municipal and district court judge, a district attorney, a public defender, a police chief or major, the probation chief, and the jail administrator. Representatives from community-based mental health and substance abuse treatment services shall also be included.

## **Meetings**

The Jail Oversight Committee meets on the second Thursday of the month at Conference Room X. The meetings begin at 4:00 p.m.

### ***Section C: Grant Oversight***

The Grant Oversight Committee researches, evaluates, procures, and oversees grants obtained from local, state, and Federal sources. The Committee's responsibilities include:

- Assisting departments and agencies in securing grant funding.
- Facilitating collaboration among departments and agencies for grant-related projects.
- Reviewing grants applications pursued by County departments and agencies to ensure that they are in accordance with the CJG's systemic planning objectives.
- Determining viable, long-term fiscal options for grant funded projects.
- Ensuring compliance with local, state, and Federal guidelines for grant funds obtained on behalf of the County.

## Membership

The membership of the Grant Oversight committee will include, but is not limited to, one representative from the following: the County Executive, the District Attorney, the Dane County Circuit Court Pleas, the Sheriff, the Public Defender, the County Jail, and the City of Madison. Each entity will select their representative. Additional members may be chosen by the Executive Committee.

## Meetings

The Grant Oversight Committee meets on the second Tuesday of the month at Conference Room X. The meetings begin at 3:00 p.m.

## *Section D: Information Systems*

The Information Systems Committee oversees the integration of electronic information between government agencies and departments. Included in the Committee's responsibilities are:

- Producing an information systems comprehensive plan for the criminal justice system, including objectives and timelines with yearly updates.
- Monitoring the purchasing of hardware and software by agencies and departments within the criminal justice system for compatibility and integration purposes.
- Promoting the sharing and linking of information contained in electronic form between agencies and departments.
- Standardizing the definition of terms, including abbreviations, and reducing data entry errors to enhance reliability

of data exchanged between agencies and departments.

- Seeking up-to-date technologies for application in the criminal justice system.

## Membership

The membership of the Information Systems Committee will include, but is not limited to, one representative from the following: the County Executive, the District Attorney, the Dane County Circuit Court Pleas, the Sheriff, the Public Defender, the County Jail, Emergency Management, County Police, and the City of Madison. Each entity will select their representative. Additional members may be chosen by the Executive Committee.

## Meetings

The Information Systems Committee meets on the second Tuesday of the month at Conference Room 1 of the Courthouse. The meetings begin at 10:30 a.m.

## Article XV: Task Committees

### *Section A: Purpose*

Task committees are formed under the approval of the CJG or Executive Committee for the purpose of investigating and analyzing specific areas within the criminal justice system. Recommendations formed by the task committees are submitted to the Operating Committee for review and, if acceptable, presented to the CJG for consideration. Task committees also assist in the implementation and evaluation of approved plans.

***Section B: Members***

Task committees may include members from the public and private sectors and are not limited in size.

***Section C: Meetings***

Meetings of the task committees should occur on a regular basis, as agreed to by the committee members. All members of task committees should be notified of meetings one week prior to the scheduled date.

**Article XVI: Records**

Correct and complete written minutes of all CJG and standing committee meetings will be maintained.

**Article XVII: Amendment of Bylaws**

Proposed amendments to the bylaws are to be included on the agenda of a regularly scheduled Executive Committee meeting. If approved by the Executive Committee, the proposal will be forwarded to the CJG at a regularly scheduled meeting for approval. Any action in response to the proposed change in the bylaws taken by the CJG becomes effective immediately.

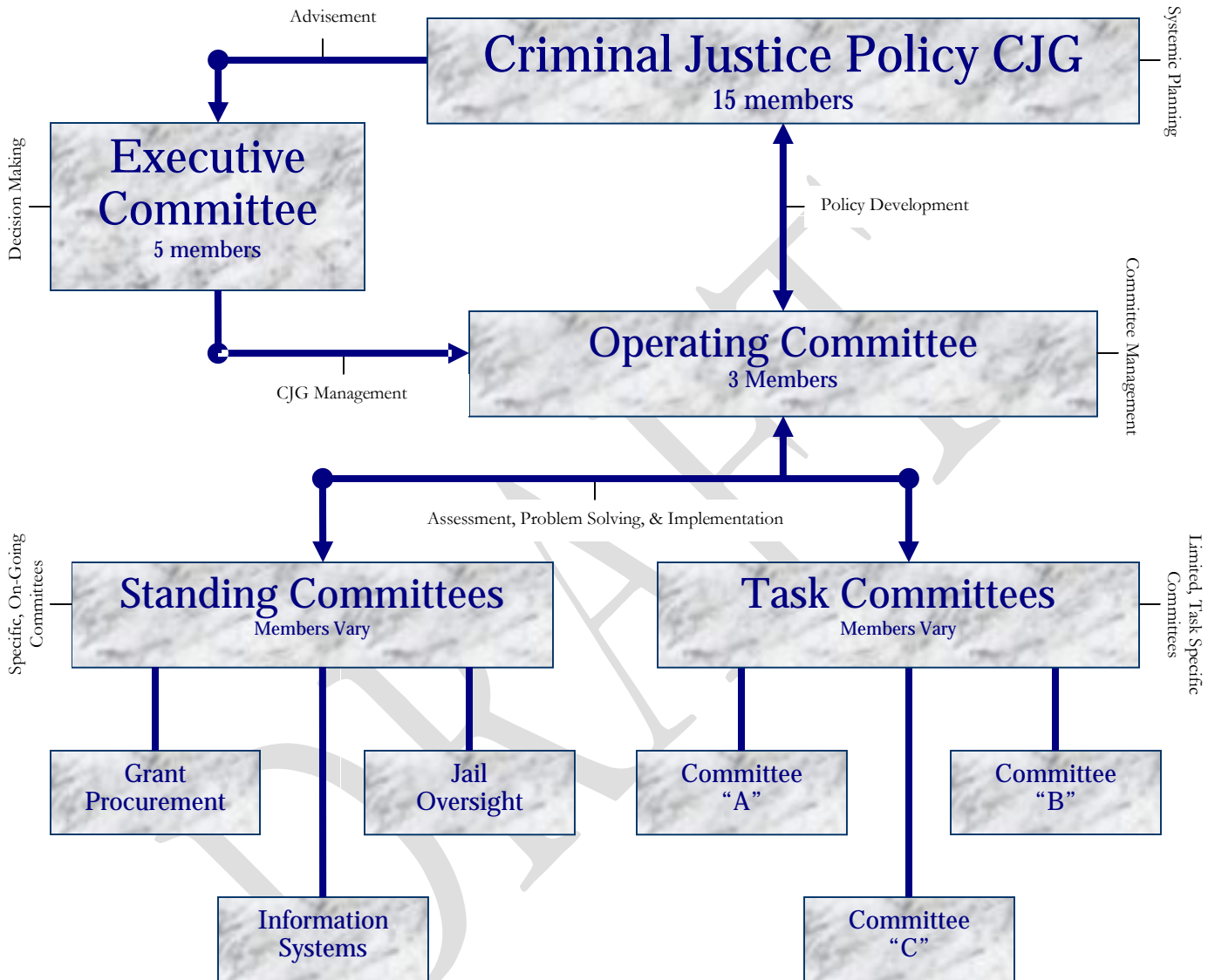
**Article XVIII: Signatures**

We hereby certify that the foregoing is true, correct, and complete copy of the Bylaws of the Dane County Criminal Justice Policy CJG, as in effect on this day of \_\_\_\_\_, 2007.

\_\_\_\_\_  
Co-Chair

\_\_\_\_\_  
Co-Chair

Appendix A: Organizational Chart



## **Appendix B**

---

# Analysis of Previous Evaluative Work in Dane County

This draft report presents the ILPP assessment, evaluation and review of prior efforts to address jail crowding, and the relationship between jail occupancy levels and the rest of the justice system operating within Dane County. The basis for conducting this work is contained in the Purchases of Service Agreement, which says: “The analysis will include a review of evaluative work done by Dane County regarding jail diversion programs” (Purchase of Services Agreement, Schedule A, p. 8).

The purpose of the report is to:

1. Establish a general understanding of these prior efforts – what was done;
2. Determine the conceptual framework, or lens, through which the work was planned, conducted, and reported;
3. Obtain a general understanding of the results and expected outcomes of this work;
4. Assess the strengths and weaknesses of selected, key reports, typical of the overall effort.

In addition, under “A general overview of the scope of work to be performed” we see that the ILPP has been asked to provide:

1. Assessment of the inmate population;
2. Crime and inmate population projections;
3. Jail system assessment and evaluation; and
4. System coordination recommendations/management plan

## Approach

The ILPP staff and consultants collected and reviewed a very large number of prior reports. Some of these were prepared by Dane County. Others were prepared by contractors or consultants. Many were produced by inter-agency committees staffed by subordinates of the criminal justice policy makers on these committees.

This documents focuses on four reports, each of very different type, selected from among this universe of publications. They are used as examples to illustrate key themes that characterize the work that has been done in Dane County.

## A Brief History

Wisconsin Correctional Service conducted an analysis of jail population growth in August 1999. They concluded that in the decade prior to the study, general growth in the Dane County population accounted for 5% of the increase in the county jail system average daily population (ADP), the increase in arrests and jail

admissions accounted for another 19% of the increase in jail occupancy levels, and increases in the average length of stay (ALS) accounted for the remainder.<sup>1</sup>

A later report, written in 1999<sup>2</sup>, notes the ALS had increased from 7.2 days in 1980 to 14.17 days in 1990, and to 22.35 days by 1988. Thus, there were very early and continuing indications that increases in ALS were driving increases in the ADP.

In 1999, Helene Nelson prepared an excellent, policy-oriented report that provided a historical context for examining jail crowding. It identified the sources of crowding and described what needed to be done to better manage it. The report provided the conceptual foundation for the strategic approach the County has employed, up to the present day. It is the lens that has framed the conceptual nature of the problem to be solved.

Two basic courses of action dominate the current approach. Officials believe jail crowding can be substantially impacted, or contained, if they: 1) Achieve sufficient efficiencies in case processing; and 2) Develop programs they refer to as “alternatives to incarceration” or “jail diversion programs” that will free up bed space in the jail system.

In 2000, the Dane County budget established a special Committee on Jail Diversion “with the mission of bringing together key stakeholders in the criminal justice system for continuing work to address the jail population, stabilize or reduce length of stay, expand cost-effective and safe jail diversion programs, and improve existing program effectiveness.”<sup>3</sup>

A number of reports were released by the special committee and/or its successors during the year 2000-2006 period. In one way or another, they are very specific applications of the basic strategy that has been described above.

## **Assessment Overview**

Viewed as a whole, the reports represent a substantial level of effort. They involved the right people. They are well written. They contain excellent graphics. But, in general, they suffer some important shortcomings. First, with one notable exception, they are descriptive, not prescriptive. In other words, reading them does not lead the reader to a better understanding of what needs to be done to manage jail crowding. Second, and this may seem contradictory, there is a constant and singular belief that the only solution is more resources: particularly, more jail beds, but also more staff and, to a lesser extent, more programs. This mantra is often the “bottom line” to many of these reports. It is driven by a sense

---

<sup>1</sup> The Dane County Jail Population: Information for Assessing Jail Alternatives, Oct 12, 1999. (page 20).

<sup>2</sup> *Ibid*, p. 20.

<sup>3</sup> Dane County Circuit Courts Criminal Cases: A Systems Overview, Working draft 4, August 29, 2001.

of being victimized by an uncontrollable workload. This creates pressure to continually expand the corrections system. Third, the options that have been initiated to free up bed space in the jail system have been modest in size and, at this point in our assessment, it looks like they are being under-utilized. They are viewed and treated as ]"alternatives" not legitimate options. They are not well integrated into the justice system, and operate as exceptions, or add-ons to the usual processes. This raises questions about the commitment to actually use them as substitutions for jail bed days. Third, Dane County is unable to determine the extent to which these new programs are, in fact, freeing up bed space in the jail system, or the extent to which program failures are re-cycling back into the jail system. It is possible that these programs are not freeing up jail bed space. It is also possible that, in some instances, they are being imposed in addition to former sanctions, not substituting for them. These are unknowns.

Despite these limitations it is clear that Dane County has the data/information and analyst talent to do much better. To do so, however, will require a willingness to work together to manage the size of the justice system workload, rather than letting the workload drive the system. This means changing the local legal culture. It means looking at jail crowding through a new lens. Seeking efficiencies and mounting additional sanctioning options must be accompanied by deliberate changes in policy and practice. This will require deliberate, objective self-examination by each agency and of each decision point in the system where these agencies come together to do their work. It will require making choices, and doing things differently. It will require leadership that encourages these processes.

We turn now to a brief review of four very different, but representative reports.

### **The 1999 Report**

In 1999, Helene Nelson, Director, Policy Implementation and Program Development, Office of the County Executive, produced a report titled: *The Dane County Jail Population: Information for Assessing Jail Alternatives, Oct 12, 1999*. This is a fine piece of work by a staffer who quickly developed a sophisticated grasp of the situation. It adroitly captures and describes the jail crowding situation, the sources of crowding, and what needs to be done to better manage it. The report deserves re-reading, because it is as applicable today as when it was written.

A major finding of the report was "Historic and continuing jail population growth runs contrary to trends of reduced crime, and is much faster than general population growth. Policies and practices of the criminal justice system explain high growth of county jail populations" (p. 37).



The report is also instructive, in that many of the recommendations have been implemented. In fact, it seems to be the original blue-print for subsequent program development in Dane County. But, on balance implementation does not seem to have had much of an impact. The same situation exists today, except it is worse. Expressed differently, some current staffers complain: “But we have all these alternatives; we have tried just about everything.”

“In summary, the county has a number of jail diversion programs in four different departments of County government. There is not a comprehensive or coordinated approach to jail diversion, nor has there been a systematic evaluation of the extent to which the programs perform as intended to reduce jail time” (p.5).

A long list of short-term and longer-term recommendations appear at pages 37-40. The author emphasizes the need for broad participation and increased cooperation and coordination, suggests formation of a Dane County Special Committee of Jail Diversion, and the need to improve information.

In sum, though, the report advocates two basic approaches: 1) Speed up the process from arrest to final disposition. This expresses the common belief that crowding can be managed by achieving case processing efficiencies. 2) Develop alternatives to incarceration; that is, other correctional options that would substitute for jail time. These two approaches continue to dominate the Dane County strategy to reduce jail crowding.

At one point the author notes the ALS in Dane County (then 22.35 days) was 29% above the 17.3 day average for the state as a whole. However, there is no other attempt to compare Dane County with other counties of similar size and circumstance. This is one weakness of the report. Comparative data would show that the system in Dane County is being administered differently than in other WI counties, and that it is using its jail differently. All WI counties operate under the same state statutory framework, but the implementation of these statutes differs among and across counties. A comparative analysis would show that each WI county has established its own unique local legal culture and that this has workload and expenditure impacts.

### **The March 2002 NIC Report**

In March, 2002, the National Institute of Corrections (NIC) provided an outside, independent assessment.<sup>4</sup> It is a disappointing report. The content is heavily weighted toward description of facilities and short-comings of the physical plant. Unlike the 1999 report, which addresses policy choices, this report is basically descriptive and operational in its orientation.

---

<sup>4</sup> Local Justice System Assessment for Dane County, WI by the National Institute of Corrections, US. Department of Justice, March 2002.

However, the report does offer some important, relevant key recommendations, though the basis for these recommendations is not obvious in the main body of the NIC report.

The report urged development of what NIC called “intermediate sanctions” and commented on the need for a shift in thinking that would recognize the jail as just one option in a continuum of sanctioning options.

They included an important caution: “While some intermediate sanctions have been devised in part as a means of easing the local jail’s crowding problems, their success has often been only random. Programs that simply divert people from jail to alleviate crowding can actually have the opposite effect. Inappropriately placed offenders who fail are often sent back to jail for longer time periods, thereby aggravating the crowding problem” (page 8 of the NIC report).

The report also recommends strengthening of the existing Jail Advisory Committee, linking that effort to a broader criminal justice planning effort, further development of information systems, and the importance of engaging the public in support of the need for additional jail bed capacity. The report provides little in the way of a blue print or road map that would help Dane County officials accomplish or implement these recommendations.

### **Dane County Circuit Courts Criminal Cases: A Systems Overview.**

In 2000, the Dane County budget included provisions for a major system wide study of criminal case processing.<sup>5</sup> The report was prepared by a broadly representative group of justice system officials, and with staff support from many of the participating agencies.

We had access to a working draft #4 and do not know if the report was ever released in final form.

In one sense the report is very thorough and detailed. It is informative in the sense that it describes the numbers passing through the key justice system decision points. It describes the processing of cases and people, provides year-to-year comparisons and, in some cases compares Dane County to state averages. It is also an attempt, though an unsophisticated one, to view justice processes as a system from arrest to final disposition. But, while it describes them, it does not illuminate these key decision points, or reflect on changes that might be considered to improve the administration of justice.

---

<sup>5</sup> *Dane County Circuit Courts Criminal Cases: A Systems Overview, Working draft 4, August 29, 2001.*

The report shows the programs are reaching only a small numbers of inmates. The calculations of savings in ADP are pretty basic, usually estimates of some kind. This will be frustrating reading for a reader who is looking for opportunities to improve or change the way things work. The report does not contain any new, action-oriented ideas.

The report does not meet the its stated mission: "... bringing together key stakeholders in the criminal justice system for continuing work to address the jail population, stabilize or reduce length of stay, expand cost-effective and safe jail diversion programs, and improve existing program effectiveness."

Rather, the tenor of the piece is to convince the reader that the workload is continuing to increase, the agencies are doing all they can, and the only solution is to provide additional resources. There is no discussion of a need to shift priorities, change or mount new initiatives, to reconsider policies, or aggressively manage the size of the growing workload.

### **Appendix I – Jail Profile**

This report profiles the inmate population over the period 2000 through June 30, 2006. Preparing a report like this takes skill and considerable time and energy. Over 600,000 records were extracted and analyzed. The report demonstrates the capability to produce a wide range of administrative statistics describing arrests and inmate characteristics and legal classification. In particular, it shows a sophisticated capability to produce length of stay (LOS) numbers for a wide range of different types of inmates sub-populations.

The problem is that this is simply another descriptive report. It is not truly informative or insightful. Despite the obvious skill it took to prepare, the report seems to have been written to simply regurgitate the changes in inmate characteristics from year to year, as if drawing meaning or interpreting these results is up to some one else. The reader is provided with table after table, but no summary of what it all means, no implications, no analysis. There is no attempt to try to explain why these year-to-year changes are taking place. The year-to-year changes are all given the same valence. That is, none of the changes seem to be viewed as more significant or noteworthy than others.

There is no information about how inmates leave the jail, or the disposition of their cases.

The report is focused mainly on snapshots of the average daily population. The methods used to project ADP are very basic, even primitive. The projections are all based on straight-line historical extension of past and existing practices. There is no attempt to suggest how future jail populations might be impacted by changes in the number and characteristics of people entering the jail and/or their lengths of stay. No policy choices are described.

## **The Past as Prologue**

The letter of transmittal/cover letter to the 1999 report (reviewed earlier) concludes:

“Can Dane County unclog its jail? My opinion is this: IN THEORY, YES, Dane County can unclog the jail – IF key players are willing to work together toward that goal. The harder question to answer is this one: “Will Dane County unclog its jail?” I don’t know the answer to that question. Expanded jail diversion programs can be safe and cost-effective, if properly designed, used as intended, and funded sufficiently. Note while some programs are expensive, such as those that serve people with mental illness or substance abuse issues, they can be cost-effective in the long-term if they reduce repeat offenses. Adding jail beds at some point is an option too, although a costly one. However, adding more jail diversion “slots” or even agreeing to add 600 more jail beds in the next few years will not get us out of “the mess we’re in” on a continuing basis. A longer term solution requires a substantial, and continuing collaboration of key players in the criminal justice system to address jail population issues. The system is complex, and solutions are not simple.”

## State Comparisons

1	2	3	4	5	6	7	8	9	10	11	12
	County Population 7/1/2006 N	Index Crimes Reported 2005 N	Index Crimes Reported 2005 rate	Index Person Offenses Reported 2005 N	Index Person Offenses Reported 2005 rate	Index Property Offense Reported 2005 N	Index Property Offense Reported 2005 rate	Total Adult Arrests 2005 N	Total Adult Arrests 2005 rate	Total Index Adult Arrests 2005 N	Total Index Adult Arrests 2005 rate
Racine	196096	7332	373.9	446	22.7	6886	351.2	10922	557.0	1027	52.4
Brown	240213	6427	267.6	555	23.1	5872	244.4	10717	446.1	1461	60.8
Waukesa	380985	5647	148.2	215	5.6	5432	142.6	13163	345.5	1335	35.0
Milwaukee	915097	56312	615.4	6881	75.2	49431	540.2	57842	632.1	8335	91.1
4 County Average:			351.3		31.7		319.6		495.2		59.8
Dane	463826	15048	324.4	1159	25.0	13889	299.4	25556	551.0	2256	48.6
State	5556506	166200	299.1	13620	24.5	152580	274.6	314173	565.4	29827	53.7
Dane vs 4 Co. Average:			-8%		-21%		-6%		11%		-19%
Dane vs Statewide Ave:			8%		2%		9%		-3%		-9%

1	2	13	14	15	16	17	18	19	20	21
	County Population 7/1/2006 N	Adult Person Index Arrests 2005 N	Adult Person Index Arrests 2005 rate	Adult Property Index Arrests 2005 N	Adult Property Index Arrests 2005 rate	Adult Non- Index Arrests 2005 N	Adult Non- Index Arrests 2005 rate	Adult Non-Index Arrests as % of Total %	Total Criminal Complaints Filed in Circuit Courts 2006 N	Total Criminal Complaints Filed in Circuit Courts 2006 rate
Racine	196096	104	5.3	921	47.0	9895	504.6	91%	7334	374.0
Brown	240213	199	8.3	1260	52.5	9256	385.3	86%	6090	253.5
Waukesa	380985	163	4.3	1169	30.7	11828	310.5	90%	7556	198.3
Milwaukee	915097	1641	17.9	6661	72.8	49507	541.0	86%	24479	267.5
4 County Average:			8.9		50.7		435.3	88%		273.3
Dane	463826	453	9.8	1798	38.8	23300	502.3	91%	10630	229.2
State	5556506	5637	10.1	24190	43.5	284346	511.7	91%	152807	275.0
Dane vs 4 Co. Average:			9%		-24%		15%	3%		-16%
Dane vs Statewide Ave:			-4%		-11%		-2%	1%		-17%

1	2	22	23	24	25	26	27	28	29
	County Population 7/1/2006 N	Total Criminal Complaints Disposed Circuit Courts 2006 N	Dispositions as Percent of Filings 2006 %	Felony Complaints Filed in Circuit Courts 2006 N	Felony Complaints Filed in Circuit Courts 2006 rate	Felony Complaints Disposed Circuit Courts 2006 N	Felony Dispositions as Percent of Filings 2006 %	Misdemeanor Complaints Filed in Circuit Courts 2006 N	Misdemeanor Complaints Filed in Circuit Courts 2006 rate
Racine	196096	7478	102%	1740	88.7	1731	99%	3790	193.3
Brown	240213	6507	107%	1324	55.1	1516	115%	2519	104.9
Waukesa	380985	7831	104%	1364	35.8	1619	119%	3599	94.5
Milwaukee	915097	30501	125%	6796	74.3	7427	109%	9587	104.8
4 County Average:			109%		63.5		110%		124.3
Dane	463826	11409	107%	2948	63.6	3482	118%	4816	103.8
State	5556506	164863	108%	36804	66.2	40982	111%	72771	131.0
Dane vs 4 Co. Average:			-2%		0%		7%		-16%
Dane vs Statewide Ave:			-1%		-4%		6%		-21%

1	2	30	31	32	33	34	35	36	37
	County Population 7/1/2006 N	Misdemeanor Complaints Disposed Circuit Courts 2006 N	Misdemeanor Dispositions as Percent of Filings 2006 %	Criminal Traffic Complaints Filed in Circuit Courts 2006 N	Criminal Traffic Complaints Filed in Circuit Courts 2006 rate	Criminal Traffic Complaints Disposed Circuit Courts 2006 N	Criminal Traffic Dispositions as Percent of Filings 2006 %	Median Age of Pending Cases (Days) 2006 N	Median Age of Pending Felony Cases (Days) 2006 N
Racine	196096	3967	105%	1804	92.0	1780	99%	102	115
Brown	240213	2608	104%	2247	93.5	2383	106%	80	105
Waukesa	380985	3539	98%	2593	68.1	2673	103%	105	128
Milwaukee	915097	10169	106%	8096	88.5	12905	159%	97	105
4 County Average:			103%		85.5		117%	96	113
Dane	463826	5217	108%	2866	61.8	2710	95%	102	116
State	5556506	76144	105%	43232	77.8	47737	110%	98	118
Dane vs 4 Co. Average:			5%		-28%		-19%	6%	2%
Dane vs Statewide Ave:			4%		-21%		-14%	4%	-2%



1	2	38	39	40	41	42	43	44	45
	County Population 7/1/2006 N	Median Age of Cases at Disposition (Days) 2006 N	Age of Felony Cases at Disposition (Days) 2006 N	Age of Misd. Cases at Disposition (Days) 2006 N	Age of Crim. Traff. Cases at Disposition (Days) 2006 N	Total Criminal Dispositions Circuit Court 2006 N	Total Criminal Dispositions Circuit Court 2006 rate	Total Number of Trials 2006 N	Number of Trials as % of Dispositions 2006 %
Racine	196096	96	127	67	144	7478	381.3	52	1%
Brown	240213	94	157	82	76	6507	270.9	54	1%
Waukesa	380985	126	165	104	135	7832	205.6	41	1%
Milwaukee	915097	135	142	122	153	30501	333.3	522	2%
4 County Average:		113	148	94	127		297.8		1%
Dane	463826	140	144	135	147	11409	246.0	93	1%
State	5556506	105	141	86	106	164864	296.7	1885	1%
Dane vs 4 Co. Average:		24%	-3%	44%	16%		-17%		-13%
Dane vs Statewide Ave:		33%	2%	57%	39%		-17%		-29%

1	2	46	47	48	49	50	51	52	53	54
	County Population 7/1/2006 N	Total Number of Jury Trials 2006 N	Jury Trials as % of Total Trials 2006 %	Total Number of Court Trial 2006 N	Total Stip. or Pled Before Trial 2006 N	As % of Dispos. 2006 %	Total Dismissed Before Trial 2006 N	Dismissed as % of Dispos. 2006 N	Felony Criminal Dispositions Circuit Court 2006 N	Felony Criminal Dispositions Circuit Court 2006 rate
Racine	196096	48	92%	4	5900	79%	1470	20%	1731	88.3
Brown	240213	49	91%	5	4917	76%	1485	23%	1516	63.1
Waukesa	380985	34	83%	7	5487	70%	2277	29%	1619	42.5
Milwaukee	915097	428	82%	94	18155	60%	10591	35%	7427	81.2
4 County Average:			87%			71%		27%		68.8
Dane	463826	82	88%	11	9341	82%	1870	16%	3482	75.1
State	5556506	1572	83%	313	122349	74%	39540	24%	40982	73.8
Dane vs 4 Co. Average:			1%			15%		-38%		9%
Dane vs Statewide Ave:			6%			10%		-32%		2%

1	2	55	56	57	58	59	60	61	62	63
	County Population 7/1/2006 N	Felony Criminal Dispositions by Trial 2006 N	Felony Trials as % of Felony Dispos. 2006 %	Felony Criminal Dispositions Jury Trial 2006 N	Felony Criminal Dispositions Court Trial 2006 N	Felony Stip. or Pled Before Trial 2006 N	Stip. Or Pled as % of Felony Dispos. 2006 %	Felony Dismissed Before Trial 2006 N	Dismissed Before Trial as % of Felony Dispos. 2006 %	Misd Criminal Dispositions Circuit Court 2006 N
Racine	196096	43	2%	40	3	1316	76%	319	18%	3967
Brown	240213	28	2%	26	2	1230	81%	215	14%	2608
Waukesa	380985	23	1%	21	2	1175	73%	400	25%	3540
Milwaukee	915097	297	4%	264	33	5839	79%	1080	15%	10169
4 County Average:			2%				77%		18%	
Dane	463826	68	2%	59	9	2848	82%	472	14%	5217
State	5556506	987	2%	876	111	31143	76%	7974	19%	76145
Dane vs 4 Co. Average:			-20%				6%		-25%	
Dane vs Statewide Ave:			-19%				8%		-30%	

1	2	64	65	66	67	68	69	70	71	72	73
	County Population 7/1/2006 N	Misd Criminal Dispositions Circuit Court 2006 rate	Total Misd. Trials 2006 N	Misd. Trials as % of Misd. Dispos. 2006 %	Misd Jury Trial 2006 N	Misd Court Trial 2006 N	Misd Stip. or Pled Before Trial 2006 N	Misd. Stip. Or Pled as % of Misd Dispos. 2006 %	Misd Dismissed Before Trial 2006 N	Misd Dismissed Before Trial as % of Dispos. 2006 %	Traffic Criminal Dispositions Circuit Court 2006 N
Racine	196096	202.3	8	0%	7	1	3225	81%	733	18%	1780
Brown	240213	108.6	12	0%	11	1	2224	85%	367	14%	2383
Waukesa	380985	92.9	9	0%	5	4	2197	62%	1330	38%	2673
Milwaukee	915097	111.1	184	2%	134	50	6936	68%	3028	30%	12905
4 County Average:		128.7		1%				74%		25%	
Dane	463826	112.5	19	0%	18	1	4120	79%	1071	21%	2710
State	5556506	137.0	579	1%	445	134	56987	75%	18427	24%	47737
Dane vs 4 Co. Average:		-13%		-47%				6%		-18%	
Dane vs Statewide Ave:		-18%		-52%				6%		-15%	

1	2	74	75	76	77	78	79	80	81	82	83
	County Population 7/1/2006 N	Traffic Criminal Dispositions Circuit Court 2006 rate	Traffic Criminal Dispositions by Trial 2006 N	Traff. Crim Trials as % of Traff Misd. Dispos. 2006 %	Traffic Jury Trial 2006 N	Traffic Court Trial 2006 N	Traffic Stip. or Pled Before Trial 2006 N	Stip. or Pled as % of Dispos 2006 %	Traffic Dismissed Before Trial 2006 N	Dismissed as % of Traff. Misd Dispos 2006 %	Total Filings in Municipal Courts 2005 N
Racine	196096	90.8	1	0%	1	0	1359	76%	418	23%	28375
Brown	240213	99.2	14	1%	12	2	1463	61%	903	38%	10122
Waukesa	380985	70.2	9	0%	8	1	2115	79%	547	20%	35488
Milwaukee	915097	141.0	41	0%	30	11	6380	49%	6483	50%	4207
4 County Average:		100.3		0%				67%		33%	
Dane	463826	58.4	6	0%	5	1	2373	88%	327	12%	56793
State	5556506	85.9	319	1%	251	68	34219	72%	13139	28%	474753
Dane vs 4 Co. Average:		-42%		-32%				32%		-63%	
Dane vs Statewide Ave:		-32%		-67%				22%		-56%	

1	2	84	85	86	87	88	89	90	91	92	93
	County Population 7/1/2006 N	Total Filings in Municipal Courts 2005 rate	Traffic Filings in Municipal Courts 2005 N	Traffic Filings in Municipal Courts 2005 rate	Adult Non-Traffic Filings in Municipal Courts 2005 N	Adult Non-Traffic Filings in Municipal Courts 2005 rate	OWI/ BAC Filings in Municipal Courts 2005 N	OWI/ BAC Filings in Municipal Courts 2005 rate	Jail Bed Capacity N	Jail Bed Capacity rate	ADP Head Count N
Racine	196096	1447.0	17219	878.1	5990	305.5	453	23.1	650	33.1	684
Brown	240213	421.4	6631	276.0	1987	82.7	385	16.0	696	29.0	614
Waukesa	380985	931.5	26170	686.9	4929	129.4	2004	52.6	835	21.9	651
Milwaukee	915097	46.0	129956	1420.1	42429	463.7	2053	22.4	3082	33.7	2912
4 County Average:		711.5		815.3		245.3		28.5		29.4	
Dane	463826	1224.4	32928	709.9	16431	354.2	1328	28.6	883	19.0	931
State	5556506	854.4	306456	551.5	104935	188.9	11428.0	20.6	16910	30.4	14210
Dane vs 4 Co. Average:		72%		-13%		44%		0%		-35%	
Dane vs Statewide Ave:		43%		29%		88%		39%		-37%	

Diagnostic Worksheet- Dane County. Version 5-11-07 Draft

1	2	94	95	96	97	98	99	100	101	102	103	104
	County Population 7/1/2006 N	ADP Head Count rate	% of Jail Capacity %	Huber Capacity N	Huber Capacity rate	Huber ADP Count N	Huber ADP Count rate	Number of Borders in Jail N	Number of Males in Jail N	Number of Males in Jail rate	Number Of Females in Jail N	Number Of Females in Jail rate
Racine	196096	34.9	105%	90	4.6	61	3.1	0	584	29.8	100	5.1
Brown	240213	25.6	88%	207	8.6	128	5.3	39	520	21.6	94	3.9
Waukesa	380985	17.1	78%	326	8.6	265	7.0	0	552	14.5	82	2.2
Milwaukee	915097	31.8	94%	392	4.3	371	4.1	129	2579	28.2	334	3.6
4 County Average:		27.3	91%		6.5		4.9			23.5		3.7
Dane	463826	20.1	105%	544	11.7	399	8.6	59	774	16.7	126	2.7
State	5556506	25.6	87%	5451	9.8	3568	6.4	1700	12221	22.0	1676	3.0
Dane vs 4 Co. Average:		-27%	15%		80%		77%			-29%		-27%
Dane vs Statewide Ave:		-22%	21%		20%		34%			-24%		-10%

Institute for Law and Policy Planning (ILPP)

1	2	105	106	107	108	109	110
	County Population 7/1/2006 N	Number in Other Jails N	Number On EMP or Home Monitoring N	Jail Bed Capacity Plus Number in Other Jails N	Jail Bed Capacity Plus Number in Other Jails rate	Jail ADP + Number in Other Jails N	Jail ADP + Number in Other Jails rate
Racine	196096	0	0	650	33.1	684	34.9
Brown	240213	0	41	696	29.0	614	25.6
Waukesa	380985	0	3	835	21.9	651	17.1
Milwaukee	915097	0	301	3082	33.7	2912	31.8
4 County Average:					29.4		27.3
Dane	463826	105	40	988	21.3	1036	22.3
State	5556506	666	762	17576	31.6	14877	26.8
Dane vs 4 Co. Average:					-28%		-18%
Dane vs Statewide Ave:					-33%		-17%



## Comparative Studies

### Arrest Patterns

Although bookings/admissions are clearly not the main driving forces behind increases in average daily jail population, they do play a role. To break it down further, some analysis was completed on the arrest patterns in Dane County and in the state of Wisconsin overall.

### Adult Arrest Patterns – Statewide and Dane County

Table 10 shows the number of statewide and Dane County adult arrests (columns 3 & 5) reported in 2005, broken down by major offense type (column 1). The table also shows adult arrest rates per 10,000 general county population (July 1, 2006 population) in columns 4 and 7.

Column 8 displays the difference between the Dane County rate per 10,000 and the state rate per 10,000 for each offense group. Column 9 shows the percent difference between the Dane County rate and the statewide rate.

Column 11 applies the statewide rate to the Dane County data. It shows how many more or how many fewer arrests in each category would be expected if the Dane County adult arrest rates were the same as the statewide adult arrest rates.

The differences do not necessarily have negative or positive implication. They simply offer a comparative benchmark.

Table 10 Comparison of Dane County and Statewide Arrest Patterns, by Offense

1	3	4	6	7	8	9	10	11
	Adult Arrests 2005 State N	Adult Arrests 2005 State rate	Adult Arrests 2005 Dane N	Adult Arrests 2005 Dane rate	Dane Rate less State Rate	State Rate less Dane %	Number If Apply State Rate to Dane	Apply State Rate To Dane Means This + or - N
Total Index	29827	53.7	2256	48.6	-5.0405	-9%	2490	234
Person Index	5637	10.1	453	9.8	-0.3783	-4%	471	18
Property Index	24190	43.5	1798	38.8	-4.77	-11%	2019	221
Arson	166	0.3	5	0.1	-0.1909	-64%	14	9
Total Non Index	284346	511.7	23300	502.3	-9.3917	-2%	23736	436
Total Arrests	314173	565.4	25556	551.0	-14.432	-3%	26225	669
Murder	161	0.3	3	0.1	-0.2251	-78%	13	10
Forcible Rape	625	1.1	37	0.8	-0.3271	-29%	52	15
Robbery	920	1.7	61	1.3	-0.3406	-21%	77	16
Aggravated Assault	3931	7.1	352	7.6	0.5145	7%	328	-24
Burglary	2838	5.1	85	1.8	-3.2749	-64%	237	152
Theft	19883	35.8	1620	34.9	-0.8564	-2%	1660	40
M.V Theft	1303	2.3	93	2.0	-0.3399	-14%	109	16
Negligent Manslaughter	47	0.1	2	0.0	-0.0415	-49%	4	2
Simple Assault	15086	27.2	1192	25.7	-1.4509	-5%	1259	67
Forgery	2576	4.6	145	3.1	-1.5098	-33%	215	70
Embezzlement	162	0.3	4	0.1	-0.2053	-70%	14	10
Stolen Property	847	1.5	44	0.9	-0.5757	-38%	71	27
Weapon Laws	3478	6.3	181	3.9	-2.357	-38%	290	109
Drug Laws	20970	37.7	1265	27.3	-10.466	-28%	1750	485
Drug Sale	4851	8.7	214	4.6	-4.1165	-47%	405	191
Drug Poss	16119	29.0	1051	22.7	-6.3499	-22%	1346	295
OWI	41086	73.9	3364	72.5	-1.415	-2%	3430	66
Liquor Laws	34807	62.6	5042	108.7	46.063	74%	2905	-2137
Gambling	79	0.1	0	0.0	-0.1422	-100%	7	7
Prostitution	654	1.2	74	1.6	0.4184	36%	55	-19
Other Sex offenses	1995	3.6	87	1.9	-1.7147	-48%	167	80
Disorderly Conduct	46852	84.3	4138	89.2	4.8953	6%	3911	-227
Vandalism	6511	11.7	519	11.2	-0.5283	-5%	544	25
Vagrancy-Loitering	3210	5.8	6	0.1	-5.6477	-98%	268	262
Family Offense	2184	3.9	46	1.0	-2.9388	-75%	182	136
Fraud	10271	18.5	513	11.1	-7.4245	-40%	857	344
All Other	93531	168.3	6678	144.0	-24.351	-14%	7807	1129

Source: Crime and Arrests in Wisconsin (2005) , Office of Justice Programs, Statistical Analysis Center, 2007

## Highlights from Table 10

There would have been an additional 669 adult arrests in Dane County if arrest rates there actually mirrored those of the state as a whole;

However, there would have been 2,137 fewer arrests for Liquor law violations and 227 fewer arrests for Disorderly Conduct. The data shows that on a per capita basis, many arrests for Liquor law violations are made in Dane County.

Table 11 summarizes broad groups of adult arrest offense types.

Table 11 Adult Arrests - Statewide and in Dane County, 2005  
Grouped into Large Categories

1	2	3	4	5
Indicator	Adult	Percent of Arrests %	Adult	Percent of Arrests %
	Arrests		Arrests	
	2005		2005	
	State		Dane	
	N		N	
Total Arrests	314,173	100%	25,556	100%
Total Index	29,827	9%	2,256	9%
Total Non Index	284,346	91%	23,300	91%
Fraud	10,271	3%	513	2%
Misc.	21,743	7%	1,108	4%
Drug Laws	20,970	7%	1,265	5%
Simple Assault	15,086	5%	1,192	5%
Theft	19,883	6%	1,620	6%
OWI	41,086	13%	3,364	13%
Disorderly Conduct	46,852	15%	4,138	16%
Liquor Laws	34,807	11%	5,042	20%
All Other	93,531	30%	6,678	26%

Misc. includes: Negligent Manslaughter, Forgery, Embezzlement, Stolen Property, Vandalism, Weapons Laws, Prostitution, Other Sex offenses. Gambling, Vagrancy-Loitering, Family Offenses.

Source: Crime and Arrests in Wisconsin (2005) , Office of Justice Programs, Statistical Analysis Center, 2007

## Highlights from Table 11

Only 9% of adult arrests are for UCR Part I Index Offenses (the most serious reported crimes are the ones that are considered to directly impact on public safety). The other 91% of adult arrests are for Non-Index Offenses, those that are not considered nearly as related to public safety and include a large number of less serious and victimless crimes.

Liquor laws, OWI and Drug offenses account for 38% of the total adult arrests. When Disorderly Conduct and Simple Assault (arrests usually associated with substance abuse) are added to this total, they account for 60% of all adult arrests.

26% of Dane County adult arrests fall into a large category titled “other”. Statewide, this figure makes up 30% of total adult arrests. The State report does not detail the nature of these arrests, even though they have become a substantial portion of the total.

Typically, these arrests include many non-compliance type behaviors associated with probation/parole holds, bench warrants, etc.

These figures are expected in a county with an established student community surrounding a distinguished and thriving college campus. Collaboration between university staff, local and campus law enforcement, government leaders, and the community have been described as an ongoing, fruitful effort, although participation of municipal court judges appears to be a lacking critical component. Dealing with the issues of substance abuse is a work in progress, with prevention as a primary goal. Recommended screening and treatment is discussed further in the Community Corrections chapter of this report.

## Highlights of Comparative Analysis

To offer some perspective, further comparisons were conducted to create a relative guide of key indicators in Dane County to four nearby counties and the State of Wisconsin overall.

**The basics:** Data allows comparison of Dane with each of the four comparison counties, a mean average of the rates per 10,000 persons for these four counties (which serves as a composite or peer county average) and with a statewide average. These averages serve as comparative benchmarks.

**Table 12: Summary of Crime and Justice System Indicators and Measures**

Column Numbers Key to the Diagnostic Worksheet, in Appendix B		Dane County		Percent Difference From:	
Col. #	Indicator or Measure	Dane No. or %	Rate per 10,000 Pop.	Four County Average	State Average
3	<b>Crime Reported - 2005</b>				
	Index Crimes Reported (UCR Serious Crimes)	15048	324.4	-8%	8%
	Person Index Crimes Reported	1159	25.0	-21%	2%
	Property Index Crimes Reported	13,889	299.4	-6%	9%
	<b>Adult Arrests</b>				
	Total Adult Arrests	25556	551.0	11%	-3%
	Index Adult Arrests	2,256	48.6	-19%	-9%
	Person Index Adult Arrests	453	9.8	9%	-4%
	Property Index Adult Arrests	1798	38.8	-24%	-11%
	Non-Index Adult Arrests (less serious)	23,300	502.3	15%	-2%
	Non-Index Adult Arrests as Percent of Total Arrests	91%	n/a	3%	1%
	<b>Circuit Courts - 2006</b>				
	Total Criminal Complaints Filed	10,630	229.2	-16%	-17%
	Total Criminal Complaints Disposed of	11,409	246.0	-17%	-17%
	Dispositions as a Percent of Filings	107%	n/a	-2%	-1%
	Felony Criminal Complaints Filed	2948	63.6	0%	-4%
	Felony Criminal Complaints Disposed of	3,482	75.1	9%	2%
	Felony Disposition as a Percent of Filings	118%	n/a	7%	6%
	Misdemeanor Criminal Complaints Filed	4,816	103.8	-16%	-21%
	Misdemeanor Criminal Complaints Disposed of	5,217	112.5	-13%	-18%
	Misdemeanor Dispositions as a Percent of Filings	108%	n/a	5%	4%
	Traffic Criminal Complaints Filed	2,866	61.8	-28%	-21%
	Traffic Criminal Complaints Disposed of	2,710			
	Traffic Crim. Dispositions as a Percent of Filings	95%	n/a	-19%	-14%
	<i>Median Age of Pending Criminal Cases (Days)</i>	102	n/a	6%	4
	<i>Median Age of Pending Felony Crim. Cases (Days)</i>	116	n/a	2%	-2%
	<i>Median Age of Cases at Disposition</i>	140	n/a	24%	33%
	<i>Median Age of Felony Cases at Disposition</i>	144	n/a	-3%	2%
	<i>Median Age of Misdemeanor Crim. Cases at Disposition</i>	135	n/a	44%	57%
	<i>Median Age of Criminal Traffic Cases at Disposition</i>	147	n/a	16%	39%
	<i>Total Criminal Complaints Disposed of</i>	11,409	246.0	-17%	-17%
	Disposed of by Trial (Jury + Court).	93			
	Number of Trials as Percent of Total Crim. Court Dispos.	1%	n/a	-13%	-29%
	Total Number of Jury Trials	82			
	Number of Jury Trials as Percent of Total Jury + Court Trials	88%	n/a	1%	6%
	Total Number of Court Trials	11			
	Disposed of by Stipulation or Pled Before Trial	9,341			
	Disposed of by Stipulation or Pled as Percent of Total Dispos.	82%	n/a	15%	10%
	Disposed of as Dismissed Before Trial	1,870			
	Dismissed as Percent of Total Dispositions	16%	n/a	-38%	-32%
	<i>Felony Criminal Case Dispositions</i>	3,482	75.1	9%	2%
	Felony Disposition by Trial (Jury + Court)	68			
	Felony Trials as Percent of Felony Dispositions	2%	n/a	-20%	-19%
	Felony Jury Trials	59			

Institute for Law and Policy Planning (ILPP)

Felony Court Trials	9			
Felony Stipulated or Pled Before Trial	2,848			
Felony Stip.or Pled Before Trial as Percent of Felony Dispo	82%	n/a	6%	8%
Felony Dismissed Before Trial	472			
Felony Dismissed Before Trial as Percent of Felony Dispo.	14%	n/a	-25%	-30%
<i>Misdemeanor Criminal Dispositions</i>	5,217	112.5	-13%	-18%
Misdemeanor Criminal Trials (Jury + Court)	19			
Misdemeanor Trials as Percent of Misd. Crim. Dispos.	0%	n/a	-47%	-52%
Misdemeanor Criminal Jury Trials	18			
Misdemeanor Criminal Court Trials	1			
Misdemeanor Stipulated or Pled Before Trials	4,120			
Misd. Stip. or Pled Before Trial as Percent of Misd. Dispos	79%	n/a	6%	6%
Misdemeanor Dismissed Before Trial	1,071			
Misd. Dismissed Before Trial as Percent of Misd. Dispos.	21%	n/a	-18%	-15%
<i>Traffic Criminal Case Dispositions</i>	2,710	58.4	-42%	-32%
Traffic Criminal Disposition by Trial (Jury + Court)	6			
Traffic Crim. Trials as Percent of Traff. Crim. Dispos	0%	n/a	-32%	-67%
Traffic Criminal Dispo by Jury Trial	5			
Traffic Criminal Dispo by Court Trial	1			
Traffic Crim. Disposed of by Stip. Or Pled Before Trial	2,373			
Traff. Crim. By Stip/Pled Before Trial as Percent of Dispo.	88%	n/a	32%	22%
Traffic Crim. Cases Dismissed Before Trial	327			
Traff. Crim. Dismissed Before Trial as Percent of Dispos.	12%	n/a	-63%	-56%
<b>Municipal Courts - 2005</b>				
Total Filings in Municipal Courts	56,793	1224.4	72%	43%
Traffic Filings in Municipal Courts	32,928	709.9	-13%	29%
Adult Non-Traffic Filings in Municipal Courts	16,431	354.2	44%	88%
OWI/BAC Filings in Municipal Courts	1,328	28.6	0%	39%
<b>Jails –Average for Dec 2006 through Jan 2007</b>				
Jail Bed Capacity	883	19.0	-35%	-37%
Average Daily Population Jail Head Count	931	20.1	-27%	-22%
Average Daily Jail Population as Percent of Jail Capacity	105%	n/a	15%	21%
Bed Space Capacity for Huber Inmates	544	11.7	77%	34%
Number of Borders in the Jail	59			
Number of Males in Jail (not including out of county placements)	774	16.7	-29%	-24%
Number of Females in Jail (not including out of county placements)	126	2.7	-27%	-10%
Number in Other Jails (13 month average ADP)	105			
Number on Elec. Monitoring or Home Monitoring (13 mo. Ave)	40			
Jail Average Daily Pop. + Number in Other Jails (13 mo. Ave)	1036	22.3	-18%	-17%

References to sections below are to column numbers of the Diagnostic Worksheet.<sup>1</sup> Note that “rate” = rates per 10,000 total county population. The four county average is the mean of the four comparison county rates per 10,000, so larger counties do not exert more influence than the smaller counties. Notes and sources for each column appear at the end of this draft document.

### **Highlights (referenced to chart in Appendix B):**

**Index Crimes Reported (Col’s. 3- 8)** shows that the number of serious crimes (UCR-Part I Index Crimes) reported to law enforcement in 2005 varied substantially over the four comparison counties. The Dane County rate per 10,000 persons falls between the rates for Racine and Brown Counties, but is much higher than Waukesha County and much lower than Milwaukee County.

The Dane County serious crime rate was 8% below the four county average; however, the Person Crime rate, which represents the violent crimes people fear the most, was 21% below the four county average.

In comparison to the four county average, the Dane County Total Index Crime rate was 8% lower; the Index Person Crime rate was 21% lower; and the Index Property Crime rate was 6% lower.

Because the state is made up of many less populated, rural counties, the Dane County serious crime rate can be expected to be higher than the state average.

In comparison to state average rates per 10,000 persons, the Dane County Total Index Crimes rate was 8% higher; the Person Crime Index rate was 2% higher, and the Property Crime rate was 9% higher.

**Total Adult Arrests (Col.’s 9 – 19)** shows the number of adult arrests in the Index (serious person and property arrests) and Non-Index (generally, less serious) adult arrest categories. Ninety-one percent of adult arrests are non-index arrests in Dane County and statewide, and make up 88% of the adult arrests in the four county average (col. 19).

In comparison to the four county average, the Dane County Total Adult Arrest rate was 11% higher; however, this is all accounted for by the Non-Index arrest rate, which was 15% higher. Note the adult arrest rate for Index offenses was 19% lower. The Person Index Adult Arrest rate was 9% higher; while the Property Index Adult Arrest rate was 24% lower.

---

<sup>1</sup> A table providing the columns referenced in this section is provided in the Appendix of this report.

These figures are in contrast to the crime reported data: In comparison to the four county average, the Dane County Person Crime Reported rate is 21% lower, but the Person Crime Arrest rate is 9% higher.

The Dane County Adult Arrest Rates more closely mirror the statewide averages: The Dane County Total Adult Arrest rate was 3% lower; the Non-Index Adult Arrest rate was 2% lower. The Total Index Arrest rate was 9% lower; the Dane County Person Index rate was 4% lower; and the Property Index Arrest rate was 11% lower.

**Circuit Court Criminal Complaints (Col. 8)** show that the Dane County rate (total of felony, misdemeanor and criminal traffic complaints being filed) is 16% lower than the four county average and 17% lower than the statewide average. This means less work entering the Circuit Courts.

However, of these, felony complaints are filed at about the rate of the comparative benchmarks and these matters are more labor intensive (Col. 12). Misdemeanor and Criminal Traffic complaints were filed at rates 16-28% below the benchmark rates.

**Circuit Court Criminal Dispositions**, expressed as a percent of filings (Col. 10), show the Circuit Court in Dane County is disposing of about as many cases as were filed. Columns 14, 18, and 22 show the information for felony, misdemeanor and criminal traffic. Felony and misdemeanor dispositions exceeded filings, and exceeded the benchmark rates (col. 14 and 18); criminal traffic dispositions did not keep up with the number of filings (col. 22)

**Median Age of Pending Circuit Court Criminal Cases (Col. 24)** was 102 days, 6% above the four county average and 4% above the statewide average. The Dane County median age of felony pending cases was very close to the two comparison benchmarks (col. 24).

**Median Age of Cases at Disposition (Col 25)** shows a different story. Here, the Dane County median (days) is 24% longer than the four county average and 33% longer than the statewide average. These are indicators of delays in court processing times.

Curiously, the age of felony cases at disposition (col. 26) is not elevated above the four county average or the statewide average. The problem seems to be with Misdemeanor and Criminal Traffic cases.

The Dane County Misdemeanor median age of cases at disposition is 44% longer than the four county average and 57% longer than the statewide average.



The Median age of Criminal Traffic cases at disposition (col. 28) is 16% longer than the four county average and 39% longer than the statewide average.

**Disposition of Criminal Matters in Circuit Court (col. 30)** shows the Dane County rate to be 17% below the four county average and the statewide average. This should translate into a lower workload for correctional agencies operating in Dane County.

**Trials (Jury + Court) as a percent of Criminal Dispositions (col. 32)** shows there are few criminal cases settled by trial in Wisconsin, compared to other states. This means the courts in Wisconsin are more dependent upon guilty pleas to function than courts in other states. The Dane County percentages are 13% below the four county average and 29% below the state wide average. Most of the trials are jury trials, as opposed to court (bench) trials (Col. 34).

**Circuit Court Criminal Cases Disposed of by Stipulation or Pled Before Trial (Col. 36-37).** The percentage disposed of in Dane is 15% higher than the four county average and 10% higher than the statewide average.

**Total Circuit Court Criminal Cases Dismissed Before Trial (Col. 39).** Sixteen percent of the Dane County Criminal cases are dismissed prior to trial, compared to 27% (four county average) and 24% (statewide average). Defendants may have more than one case, but these dismissal rates (prior to trial) show a substantial portion of people charged with criminal offenses are not convicted of them. Charge/Plea/Sentencing negotiations may play a part. A person may plead to a lesser offense or another charge.

**Felony Criminal Dispositions (Col. 41)** rates for Dane County are 9% above the four county average and 2% above the statewide average. This stands in contrast to the Dane County **Misdemeanor Criminal Disposition (col. 51)** rates, which were 13% below the four county average and 18% below the statewide average. And in even more contrast to **Criminal Traffic disposition (col. 61)** rates, which were 42% below the four county average and 32% below the statewide rate.

In addition, Dane County's proportion of Criminal Traffic cases disposed of by stipulation or plea was well above the benchmark averages. The proportion that was dismissed was much smaller than the four county or statewide average. The Dane County **percent of dispositions settled by stipulation or plea (col. 67)** was 32% above the four county average and 22% above the statewide average. The **percent dismissed before trial (col. 69)** was 63% lower than the four county average and 56% lower than the statewide average.

**Filings in Municipal Courts (Col.71)** must be reviewed with caution, as the data is known to be incomplete. (See notes and sources at the end of this section.) The Dane County number of filings in Municipal Courts, expressed as a rate per 10,000 persons, was 72% above the four county average and 43% above the statewide average. This suggests a highly active level of filings in municipal courts within Dane County. However, these rates per 10,000 vary by type of case:

**Dane County Traffic Filings in Municipal Courts (col. 73)** rates were 13% below the four county average, but 29% above the statewide average.

**Dane County Adult Non-Traffic Filings in Municipal Courts (Col. 75)** rates were 44% higher than the four county average and 88% higher than the statewide average.

Dane County OWI/BAC Filings in Municipal Courts (Col. 77) rates were the same as the four county average and 39% above the statewide average.

**Total Jail Bed Capacity (Col. 78)**, expressed as the number of beds per 10,000 county population, shows that Dane County's rate was 35% below the four county average and 37% below the statewide average. (This capacity includes the jail, Huber, and work release facilities in the counties.) The actual **Average Daily Population or Head Count in Facilities (Col. 81)** rate shows the Dane County rate is 27% below the four county average, and 22% below the statewide average, even though the jail is crowded and operating at 105% of capacity (**Col. 82**). The Dane **County Huber Capacity rates (col. 84) and the Huber ADP rate (Col. 86)** are both much higher than the four county average or the statewide average. This is because many counties do not have separately designated Huber or Work Release bed space.

The jail incarceration rate for men is more than seven times the incarceration rate for women in Dane County. **Number of Males in Jail (Col. 89)** rate for Dane County is 29% below the four county average and 24% below the statewide average. **The Number of Females in Jail (Col. 91)** rate was 27% below the four county average and 10% below the statewide average. These figures do not include out of county inmates.

**The Jail ADP + the Number In Other Jails (Col 97)** (N= 1036) rate still produces an ADP that is 18% below the four county average and 17% below the statewide average. This means that, even including the out of county prisoners, the Dane County jail utilization rate is below the four county and statewide averages.

## Comparisons with Minnesota and the United States

To offer an even broader perspective, a comparison of key indicators between Wisconsin and neighboring Minnesota was undertaken, with the understanding that there are differences in legislation and policy.

- The Wisconsin serious crime rate is 14% lower than Minnesota, and 34% lower than the U.S. The violent crime rate is even lower -- 19% lower than Minnesota and 94% below the U.S.

However,

- The Wisconsin arrest rate is 25% above Minnesota and 5% above the US; and,
- The Wisconsin incarceration rate is 88% above Minnesota and 2% above the U.S.

**Table 13: Numerical Counts<sup>2</sup>**

	<b>Wisconsin N</b>	<b>Minnesota N</b>	<b>U.S. N</b>
Populations	5,536,201	5,132,799	296,410,404
Crimes Reported	160,646	173,544	11,556,854
Violent Crime	13,371	15,243	1,390,695
Property Crime	147,275	158,301	10,166,159
Arrests (all ages)	275,752	204,004	14,094,186
All Inmates	36,154	15,422	2,186,230
State Prisoners	21,850	8,399	1,438,701
Local Jails	14,304	7,023	747,529

**Table 14: Rates per 100,000 Population**

	<b>Wisconsin rate</b>	<b>Minnesota rate</b>	<b>U.S. rate</b>
Crimes Reported <sup>3</sup>	2,902	3,381	3,899
Violent Crime	242	297	469
Property Crime	2,660	3,084	3,430
Arrests (all ages)	4,981	3,975	4,755
All Inmates	258	137	252

<sup>2</sup> State and local inmate data taken from *Prison and Jail Inmates at mid-year, 2005*; Tables 1 and 12, published by the U.S. Department of Justice, Bureau of Justice Statistics, Washington, D.C.

<sup>3</sup> Crime and arrest data from Uniform Crime Reports- 2005, U.S. Department of Justice, Federal Bureau of Investigation, Washington, D.C., 2006.

<b>Table 15 : Wisconsin Compared With Minnesota and US</b>		
	<b>Wisconsin vs. Minnesota</b>	<b>Wisconsin vs. U. S.</b>
Crimes Reported	-14%	-34%
Violent Crime	-19%	-94%
Property Crime	-14%	-29%
Arrests (all ages)	25%	5%
All Inmates	88%	2%

## **Appendix C**

---

# Total Systems Planning

## CRIMINAL JUSTICE SYSTEM PLANNING MODEL

### FACILITY DEVELOPMENT PROCESS

Gary R. Frank

The Total Systems Planning model, also known as Transfer 14, was developed by the National Clearinghouse on Criminal Justice Architecture. It represents a rational, methodical planning approach by which change can take place in the criminal justice system. It consists of six phases.

1. Identify planning tasks
2. Gather information
3. Analyze information
4. Develop policy
5. Translate policy to program
6. Implement programs

The Total Systems Model makes no implicit assumption about the nature of changes to be made in the criminal justice system. Changes can range from policy and practice interventions at various points of the system to the construction of new facilities. If new facilities, specifically a new jail, become the focus of change, then the process diverges at Phase 5 of the model. Translating policy to program is significantly different for a change involving a new facility than it would be for a change involving bonding practices.

The Facility Development Process is an explanation of the steps involved in taking a jail project from the point of master planning to occupancy. The Facility Development Process will be used to discuss what must be accomplished to implement a new jail facility.

#### **STEP 1: CORRECTIONS MASTERPLAN**

Emerging from Phase 4 of the Total Systems Model, is a document, which systematically identifies the policy decisions made in that phase about the practices and operations of the jail facility itself, as well as the practices of the entire criminal justice system. Policy decisions about the practices and operations of the jail facility, along with the mission statement, will become the facility master plan. It will define not only the purpose and philosophy of the jail, but also define the policies concerning the operations of the jail. In like manner, policy decisions about the practices of the entire criminal justice system will become the criminal justice master plan. It will define policies concerning the execution of the duties and responsibilities of each criminal justice agency, the nature of their relationships to one another, and their responsibility to managing jail resources. The corrections master plan will become a critical instrument not only for the construction of a new jail facility, but also for its operation for years to come.

## **STEP 2: ECONOMIC FEASIBILITY**

No county can proceed with a jail project, which it can neither afford to build nor afford to operate. At the point of completion of the corrections master plan, an informed study of economic feasibility can proceed. This study should include a preliminary budget for the project, including pre-architectural programming, design, site acquisition, and construction, the need, if any, and cost of special design studies, and exploration of funding sources and requirements. Analysis of economic feasibility should continue throughout the architectural design process. At minimum, it should continue until construction bids are received. It is only at that point that an accurate cost of the building is established. During the architectural design process, economic feasibility should focus on the costs of staffing and operating the new facility.

## **STEP 3: PROGRAMMING**

Facility programming is a crucial step in the process. It involves the development of a functional or pre-architectural program. A program, briefly, is a document that defines the way in which a facility will function. It defines, most importantly, the flow of work. As part of the work flow description, it defines spaces, adjacencies, users, equipment, furnishings, and policies. Implicit in this description is the explication of procedures.

Programming is a crucial step in the process because the program document defines for the architect the way in which the facility will function. Pre-architectural or functional programming is the prerequisite to architectural programming. Without a program document, the design phase of the project will occur in a vacuum and the chances of the finished facility meeting the needs of the user are minimal. Programming requires the active involvement of the client. It can become quite technical in nature and probably will require the services of an architect or consultant.

## **STEP 4: SITE ANALYSIS AND SELECTION**

Site selection is a difficult and important step in the process. The Selection of a site has technical, cost, and political implications. This task must be approached with care and sensitivity.

The first step of the process is to develop site requirements or criteria. As part of this, size (and shape), access, and location (linkage) are criteria to be considered. Once the site requirements have been developed, alternative sites can be identified which roughly meet the requirements. These alternatives can be evaluated more precisely according to the criteria. A site is eventually selected and acquired.

## **STEP 5: SITE MASTER PLAN**

Once the site has been selected, master planning activities center around examining and determining long-term site utilization. The master plan locates open space, parking, circulation routes and security zones. It takes into account the long-term development of the site including required phasing over time.

## **STEP 6: SCHEMATIC DESIGN**

Schematic design is the first step in the architecture process. It consists of conceptual architectural design. Spaces are defined in terms of size and shape. Spatial relations or adjacencies are defined. It is during schematic design that the organization and a "sense" of the facility begin to emerge.

Although the client should be involved during all phases of the design, the schematic design phase is particularly important. It is during this phase that the client achieves a first indication of how the facility will perform in terms of functional and organizational expectations. Since 90% or more of the total expenditure for a jail facility over its life cycle is operating expense, the client will want to pay particular attention to the facilities performance, or lack thereof, in facilitating operations.

The schematic design phase will also see preliminary engineering studies being conducted. These will typically include structural, mechanical, and electrical engineering analyses.

## **STEP 7: DESIGN DEVELOPMENT**

The design development phase takes the architecture process a step further. More detailed and sophisticated drawings of the building are available. A more complete sense of the facility emerges. Engineering design takes place during this phase. Simply put, the facility begins to take shape, albeit still on paper.

The issues that are relevant for the client in schematics are also relevant in this phase. The design must still be evaluated in terms of its performance and cost. Thus, client involvement during design development is still critical.

## **STEP 8: SPECIAL DESIGN STUDIES**

As part of the design development process, the need for special design studies may emerge. Jail facilities are complex. Since they must facilitate the operations of individual counties, they are further unique. A specific need in the areas of security, equipment, food service, communications, etc. may require a special design study. These are not part of the basic architectural service, but may be contracted as an additional

## **STEP 9: CONTRACT DOCUMENTS**

Contract documents are the plans, specifications, and other bidding documents. Together, these form the basis for bids and the contract with the contractor. Contract documents specify what will be built and at what cost. They are highly technical and can be voluminous. Since these documents specify what you will get for what you will spend, they must be consistent with what you want and how you intend to operate. Final costing is done at this stage.

## **STEP 10: AGENCY APPROVALS**



Agency approval is a matter of coordination with the various regulatory agencies. This step includes obtaining building permits and having the representatives of the regulatory agencies sign-off on the contract documents. Responsibility for obtaining agency approval usually lies with the architect.

### **STEP 11: BIDDING AND NEGOTIATION**

This step is part of the architectural service stipulated in the standard AIA contract. This is the phase during which the contract documents are put to bid. There are three basic forms of bidding and negotiation.

The standard form is design-bid-build. In this form, the architect prepares one set of contract documents for bidding. A bid is selected and a single contractor is hired.

A second form involved bidding packages. The architect may prepare a number of bidding packages, which cover various aspects of the project and bid each package.

The third form is a variation of the second. It involves fast tracking. This is a process wherein parts of the project are bid and constructed before other parts are even designed.

Bidding on the jail facility should obviously be consistent with the county's process for sealed competitive bids. Upon completion of the bidding process, a construction contract is negotiated with the winning bidder.

### **STEP 12: CONSTRUCTION**

It is only after considerable effort in planning and programming that construction begins. Typically, the time which elapses from the beginning of the project to the start of construction is 24 months. Construction is the fruit of the early planning effort, and although we are always anxious to see concrete results, construction must necessarily wait.

During this phase, the architect executes his responsibilities for construction administration. He visits the site regularly; a check progresses, and works with the contractor to insure that construction is consistent with the specifications. Counties typically have their own agent assigned to fulfill similar responsibilities. Sometimes the county releases a percentage of an employee's time to become a "clerk of the works." In other cases, a project manager fulfills this role. In any case, this person must work collaboratively and not competitively with the architect.

### **STEP 13: CONSTRUCTION COMPLETION**

As construction winds down, the county will be involved in several completion efforts. The architect and contractor will develop a "punch list" or list of items which need attention for completion or repair. Performance tests are conducted on the mechanical,

Institute for Law and Public Policy (ILPP)

electrical, plumbing and other systems. The county should be careful to insure that it has received warranties and guarantees on all equipment and furnishings that are installed. Further acquisition of a user's manual for equipment as well as the facility as a whole is recommended. Above all, the county must be sure to get "as-built" drawings which reflect the actual way in which the facility was constructed, not the way it is represented on the original blue prints.

#### **STEP 14: MOVE IN**

Although transition seems like an easy task, it is not. Transition is primarily a staff training issue. Staff must receive training concerning the new facility and how it will operate if it will indeed operate as planned from day one. A transition team should be organized to develop a transition plan, which includes staff training, shakedown, transfer of prisoners, and the commencement of operations.

At the time of transition, a plan for preventative maintenance is also a wise investment. After all the time, effort, and money spent to make the new jail a reality, care should be taken to insure that new facility is well maintained.

#### **STEP 15: OCCUPANCY**

A recent survey revealed that, on average, occupancy of the new jail facility occurred 43 months after the project began. Since it took a long time and a lot of effort to reach the point of occupancy, it behooves the owner to insure that the facility is used properly. Certainly this involves the maintenance and timely repair of the facility. But more than that, it includes constant evaluation of its operation vis-a-vis the facility and criminal justice master plans. Since jails are capacity-driven organizations, these plans must be monitored such that policy departures from the master plan do not overcrowd your new, expensive, and limited resource.

#### **SUMMARY**

The Facility Development Process is a complex one. It clearly involved a number of distinct steps, numerous tasks, and countless hours of hard work. Fortunately, not all the work rests with the county. However, the responsibility for insuring the proper completion of all work does.

We noted in Step 15 that, on average, occupancy of a new jail occurs 43 months after the project is begun. Another way of looking at that statistic is to note that Phases I through 4 of the Total Systems Planning Model and Steps 1 through 14 of the Facility Development Process are completed in 43 months. That provides at least some rough idea of a time line.

# **NIC JAILS DIVISION FACILITY DEVELOPMENT PROGRAM**

## **JAIL DESIGN REVIEW WORKSHOP**

### **PROGRAM DESCRIPTION**

The purpose of this program description is to provide the context for the development of training content and resource materials for the Jail Design Review Workshop. This description is designed to provide direction to instructors for the development of lesson plans that will satisfy the goals of the workshop and become the basis for both short and long term evaluation. It is the responsibility of the instructors who accept assignments for this workshop to develop their modules consistent with the appropriate content guidelines so that they complement and reinforce the other modules and achieve the goals of the workshop.

### **COURSE DESCRIPTION**

The Jail Design Review Workshop is designed for officials from local jurisdictions that are in the process of building a new jail, have completed the schematic phase, and are involved in the design development or early stages of construction. The workshop is a logical follow-up to the Planning of New Institutions workshop, but participation is not a prerequisite. The course will focus on methods the participants can use to influence and evaluate their planning process with special emphasis on understanding the documents that contractors will or have provided to the county(s). The participants will use their own plans and planning and design documents, blue prints and design specifications to the session for use during the week. The instructors will utilize example documents from other recently completed jail facilities as training exercises to facilitate the learning process.

### **TARGET AUDIENCE**

Generally, participants will be two-person teams from 12 jurisdictions, consisting of the sheriff or jail administrator and the project manager. Most importantly, the role of applicants in the planning and design of the county facility. The program will impact the project by selecting trainees who are working on the design process and will have significant influence on the project outcomes. Each applicant's assigned project responsibility will influence the applicant's selection for training. NIC prefers to select project managers and key officials working on the project to attend the workshop.

## **WORKSHOP GOALS**

The goals of the Jail Design Review workshop are as follows:

To provide participants with an understanding of the facility development process as it relates to their role in the jail planning, design, and construction process;

To increase the participants' knowledge and skills in facility planning;

To increase participants skills necessary to monitor the jail project and to increase participants project management skills;

To ensure that predesign planning is translated into design documents which reflect the agencies needs;

To teach participants to read and understand construction documents and to understand architectural terminology to more effectively interact with architects and design team consultants.

## **JAIL DESIGN REVIEW WORKSHOP**

The following material in this program description includes content guidelines for each of the workshop segments to be presented. Taken together, the program description and the content guidelines provide direction to trainers for the development of lesson plans that complement each other in achieving course goals.

### **FACILITY DEVELOPMENT PROCESS**

This session will provide the participants with an overview of the facility planning, design and construction process. Emphasis will be placed on the relationship between and importance of decisions and changes made during this process that have significant impact on the design, construction and cost of the facility. Participants will be encouraged to take control of the project instead of allowing it to control them. Participants will learn their control techniques can depend on the type of personalities involved and the phase of the facility development process. Instructors will emphasize the necessity for a formal sign-off procedure by both the owner and the consultant/architect or other service provider for each phase of the facility development process.

Discussion of the types of documents generated at each phase of the facility development process will ensure the participants seek proper documentation in their own projects.

**Delivery Strategy:** Lecture and Discussion

Participants will identify at what phase and stage their jurisdiction is at in the facility development process. Participants should be encouraged to discuss their experiences and to discuss the pro and con of those experiences.

### COMMUNICATION WITH ARCHITECTS

This session will address how the owner's representative interacts with the architect. This should be accomplished by identifying the type of materials and tools that will help improve the communication between the architect and owner.

Participants should be encouraged to discuss the situations they have faced as the project developed to the phase they currently face. They will be asked to identify communication strategies that have been successful during their previous interactions with architects and consultants.

The instructor will discuss language and terminology unique to the construction trade and architectural profession. Participants will contribute phases and terms that have confused them in their experiences.

**Delivery Strategy:** Lecture and Discussion

### USE OF DESIGN TOOLS

This session will discuss the owner's need and responsibility for understanding the design documents (blueprints, schematics, models, and specifications) presented to them by architects. This session will focus on the tools, materials and processes of the trade that are used during design. The terms "net" square feet, usable space within a room, and "gross" square feet which includes wall thicknesses and circulation space will be introduced. Participants orientation will include direction on reading and measuring scaled drawings.

**Delivery Strategy:** Lecture and Discussion. The participants should engage in an exercise using and becoming familiar with the architectural scale and associated design tools and supplies.

## PROGRAM TO DESIGN PROCESS

This session will introduce the elements of the pre-architectural program, including project functional scenarios space list, square footage estimate and demonstrate how those elements translate into bubble diagrams, relationship diagrams, adjacency matrix, schematic drawings, design development and construction documents. An actual case study should be used to examine the major issues which require attention and consideration such as distances, security and staff movement.

**Delivery Strategy:** Lecture and Discussion based on the case study being examined.

An exercise should be conducted where each participant team examines one or two major building design considerations demonstrated in the case study. The impact of each item on project construction and operational costs will be a major focus.

## READING PLANS AND DESIGN DOCUMENTS

Participants will be required to exercise lecture orientation to learn how to read plans and design documents. They will learn about the documents used to describe the building. Examples will guide the participants through a step by step learning method of reading design documents.

This session will utilize the involvement of the participants in teams where, under the guidance of the consultants, they examine the schematic design and design development documents of the host agency's detention facility. The participants will work to achieve an understanding of how the building is organized so that they begin to see the result and importance of the design development phase; where the actual form and character of the project is established.

**Delivery Strategy:** Exercises and guided group interaction should be conducted where the consultant will teach the skill of reading and understanding the documents and helping the participants become familiar with specifications.

## HOST DETENTION FACILITY PLAN REVIEW

During this session participants will examine the host facility's design documents, drawings and specifications manual detailing the requirements for construction techniques and products of the building. This is a practical experience of reading an actual set of design documents and comparing the plans to a final product that they will tour later.

Some emphasis will be given to explaining that preliminary documents will not exactly translate into working drawings or construction documents due to compromises and trade-offs that normally occur. In addition, it should be understood that changes must

involve the key persons in this target audience so that these changes are coordinated and understood from an operational perspective.

**Delivery Strategy:** An exercise should be conducted which requires the participants to demonstrate their understanding of the relationship between schedules and specifications and working drawings.

### FIRE AND LIFE SAFETY CONSIDERATIONS

This session will use current National Fire Protection Association materials to illustrate life safety issues to be addressed during the planning of a new facility and monitored throughout the construction process. The session will orient the participants to the fire code and illustrate a use of the codes in the design process.

**Delivery Strategy:** Lecture and exercise. An exercise should be done to demonstrate the impact that decisions about building design and system selection have upon life safety concerns.

### USE OF DETENTION EQUIPMENT

This session will discuss various types of security equipment such as types of security glazing, doors and locking devices available for use in detention facilities. Emphasis should be placed on the fact that equipment selected should match the facility's desired security, safety and supervision level (s) ; withstand inmate abuse; be reliable and easy to maintain, repair, and operate; and be cost effective over the useful life of the facility.

In addition, discussion should be given to the importance of obtaining reliable performance data and information about equipment during the selection process and what resources are available for this effort.

**Delivery Strategy:** Lecture and Discussion

Samples of manufactured products should be available during the lecture to illustrate the appropriate use of these items.

### STAFFING ISSUES

This session should explore the issue of staffing and its relationship to jail planning by illustrating the importance of planning for staffing prior to and throughout the design phases of the project and identifying methods that can be used to plan for staffing during the programming and design process. This session should identify and discuss the critical programming and design decisions that influence staffing, examine the effect of staffing requirements on life-cycle costs.

The training will emphasize that with development of a schematic design a determination can be made about where staff will be positioned, how many are needed to supervise an

area, and how much movement will be required. Ensure that participants understand the short-comings of the use of comparison methods of staff to inmate ratios. They should understand the implications of building layout, security levels, policy choices, service delivery and types of inmate supervision and management styles. They should understand that providing program services dictates staffing to accomplish desired activities. A review of numbers of inmates assigned to living units and methods of control will be conducted by the instructor.

**Delivery Strategy:** Lecture and discussion on successful and unsuccessful staffing methodologies.

An exercise should be included that requires the participants to demonstrate their understanding of the relationship between design decisions and staffing requirements.

### ANALYSIS AND REVIEW OF INDIVIDUAL DOCUMENTS

This session will provide an opportunity for the consultant staff to analyze and review design documents brought to the work shop by each participant team. Specifically, they will have brought with them their architectural program document (including and space list), project floor plan, specification document, staffing plan, and their project and operational budgets.

This session will put to practical use the skills and processes the participants learned in earlier sessions. They will be encouraged to continue using the skills as they evaluate and review plans after returning to their jobs.

**Delivery Strategy:** Discussion and exercise.

### PROJECT MANAGEMENT

This session should develop the participant's ability to understand project management and the project manager's specific tasks associated with the complex role of controlling a jail construction project. Emphasis should be placed on demonstration that the project manager is not a broad policy maker, but through her/his actions and decisions, policies are carried out. The project manager is the point of contact for all individuals involved in the project and coordinates, directs and administers the project.

Emphasis should also be given to discussion of the level of responsibility that should be provided for the project manager, the major phases of project management responsibilities, and the specific tasks required to be completed.

It should be clearly understood that the project manager will see things that were not planned and not evident earlier as well as things that may be inconsistent with the



documents that resulted from the planning efforts; therefore there must be a system for effective communication with the architect, contractor, etc.

**Delivery Strategy:** Lecture and discussion.

### DESIGN ISSUES FORUM

This session will precede the introduction and tour of the host facility. The staff consultants will draw from their experience and address a variety of design issues in a forum format and respond to questions of a specific nature from the participants. The session is intended to open discussions about topics not anticipated. Instructors will have identified issues raised by the participants during previous sessions that was not completely discussed and resolved. These topics can serve as a starting point for the discussions and forum.

**Delivery Strategy:** Round table discussion involving all instructors and with little formal structure.

### ACTION PLANNING

This session should define action planning in reference to the facility development process and develop an understanding of the importance of action planning at each phase of the project and reinforce the concept that action planning provides structured activities in a logical manner, fixes responsibility for each activity and establishes a timetable for completion.

Illustrate major components of an action planning effort with specific focus upon the roles and responsibilities of the decision makers in this target audience. Illustrate the actual process of establishing an action agenda that determines responsibility for activities and sets schedules for progress reports and completion of tasks.

**Delivery Strategy:** Lecture and Discussion.

The participants will be directed to fully develop their action plan during the evening and be able to return the following morning to report out how they will use the information gained during the week in the next six months.

### ACTION PLAN DEVELOPMENT

This session will facilitate team members refining action plans that they develop on their own. Encourage the participants to coordinate these action agendas with the roles and requirements of other governmental entities such as advisory committees and boards of commissioners not represented in the workshop. Participants will be told to use the process to their advantage as they develop plans during the project. The process requires drafting and redrafting. It is important that they seek input and approval from key officials and individuals who will be responsible for specific steps or activities.

**Delivery Strategy:** Discussions within each team will be facilitated by the consultant with the conclusion being a verbal report from each team to the entire group.

## **FORECASTING: FICTION AND UTILITY IN JAIL CONSTRUCTION PLANNING**

by Allen R. Beck, Ph.D.

### **HOW ACCURATE IS FORECASTING?**

There are several things to remember about forecasting criminal justice events, regardless of whether the forecast is based on simple or complex mathematical models, uses a microcomputer or the most sophisticated main frame computer, or was developed by a high priced consultant. The first point to remember is that the future cannot be predicted with certainty. The rules of probability do not hold in the forecasting of social phenomena such as crime. The further out in time a projection is made, the greater the possibility that the future could vary. Quite simply, a forecast made for tomorrow, one day away, is more reliable than a forecast made for months or years into the future. If an "expert" claims to possess a forecasting model that has been proven to be accurate or that a forecast can be created with 90% probability of being correct, the person hearing this claim should warm up the tar, collect the feathers, get out the rail, and escort the charlatan out of town.

Forecasts are guesses about the future based on the past. Using the past to "see" the future is like driving a car by looking into the rear view mirror. As long as the road is straight or curving in wide arcs, the driver can stay on the road by looking backward. However, if a sharp turn occurs or a bridge is out, the driver will crash. So it is in criminal justice forecasting. For example, no one in the 1970's was able to foresee the rapid growth of drugs in the 1980's. In fact, in the late 1960's and up to mid 1970's there was a political move afloat by some "knowledgeable" experts to halt new prison construction across the country. Their prognostications were as shaky as are all long range visions.

### **FOUR CONSIDERATIONS OF A JAIL FORECAST**

When faced with jail or prison overcrowding a need arises to determine how much new capacity should be added. Knowing that the current jail or prison is too small is a different matter from deciding how much capacity should be built. The answer to this question involves examining alternatives rather than a single prediction of bed space requirements. Each alternative involves a cost. Building a new jail based on the recent inmate growth rate is but one of the options. And it just happens to be the most costly!

In order to provide a solid understanding of decision making options, the forecaster should address four considerations:

**Consideration One:** Have there been any criminal justice policy shifts that have contributed to the trend in inmate population growth? In some cases local decision makers may feel they know what is causing their population growth problem, but often they are surprised at what an analysis discovers. Seemingly minor changes in informal and formal policies can sometimes ignite major growth in jail population. Fortunately, not all policy shifts are unalterable. In explaining such shifts the forecaster should include an estimate of the magnitude of impact on the inmate population.

**Consideration Two:** What is happening to crime and arrests? These two events are not the same thing. It is not unusual to find that a crime, such as auto theft, is decreasing in its rate of occurrence but has an increasing arrest rate. Furthermore, what brings about an increase in crime does not necessarily bring about an immediate increase in arrests and vice versa. For this reason, a forecaster must examine not only policy shifts but changes in community demographics, changes in economic trends, and changes in the reporting and arrest trends for each type of crime. The findings should be communicated in the forecast document and in a manner that is easy to understand. Such information is helpful in two

ways. First, it can rule out erroneous perceptions about crime in the community. For example, in one community studied by the author the analysis deflated a notion held by several political activists that serious crime was soaring and that more jail space was an absolute necessity. Anyone not supporting their view of the need for a new jail ran the risk of being labeled as "soft" on crime. The second benefit of historical analysis is to provide insight into why arrests are changing. Sometimes such analysis points to choices among law enforcement options.

**Consideration Three:** How well is the criminal justice system functioning in moving defendants through the adjudicatory process? This is an extremely important question when considering construction of a new jail. Given that typically about 60 to 75% of the persons in jail are awaiting trial, the speed with which their cases are processed will affect the size of the jail population. Large reductions in jail populations have been obtained by improving case processing procedures. Those procedures span the entire criminal justice system from the time of arrest to the point of final disposition of the defendant's case. For this reason the forecaster should look for historical changes, i.e., those changes within the last ten years and specifically within the last three, that have slowed the adjudicatory process. In addition, an analysis should be performed to determine if the system is operating efficiently. Such study need not be all-consuming or prohibitively expensive. In most small and medium sized jurisdictions, three days of interviews and one day of making data requests is all of the information collection time that will be required of the forecaster. Of course, time will be required for agencies to turn around data requests. A protracted study is not usually needed since most major performance improvement needs can be identified through a general analysis.

**Consideration Four:** What alternatives to incarceration are being used? Experience suggests that in about two thirds of the communities experiencing jail crowding underutilize alternatives to incarceration. This is not to say that all incarcerated defendants should be let out. The use of effective options is not an all or nothing situation. If a defendant cannot make bail, he or she is not necessarily a poor candidate for supervised release. Conversely, a defendant who makes bail is not automatically a good risk for unsupervised community release. Not only is this an issue related to jail crowding, but one of practicality and fairness as well. What is being advocated is not a radical or "liberal" position but one that recognizes that locking up arrestees is not an appropriate "one size fits all" response to managing the unsentenced jail population. Usually the development of effective community supervision options for both unsentenced and sentenced persons provides a cost-effective way of reducing the number of new jail beds that will need to be constructed.

### **FORMAT OF A USEFUL FORECAST**

Keeping in mind that the future will be greatly affected by decisions, an administrator or governing body dealing with the issue of jail or prison overcrowding should expect to receive a forecast document that makes explicit the various offender population management options. This document should also depict the future in terms of alternative paths or projections. Typically, one path will portray what might happen in a "business as usual" scenario. Other paths should provide insight into what could occur given various likely mixtures of options. Of course such a forecast will require the analyst to provide more than one set of calculations on projected capacity requirements.

The forecast document should also present details on the four considerations described in the previous section. This will help decision makers become knowledgeable about the issues. If they are to make cost-effective decisions and justify their decisions to the public they must be well informed.

Decision makers must keep in mind that no one can tell exactly what will happen in the future. Forecasting the criminal justice future is not like forecasting rain, an undertaking in which scientists keep looking for more accurate methods. The future will be driven by a collection of forces, some of which can be affected, manipulated, and changed. A forecast should not be judged by the pinpoint accuracy of its predictions, as that is a matter of luck. Rather, a forecast document should be evaluated on its utility in making explicit decision making options which can be employed to control jail population growth. This view of the future respects decision making and program management--not mathematical equations and

computer programs, as determinants of the future. The forecaster plays a supportive role which provides information for decision making. Collectively, the forecaster and decision makers strive not to foretell the future but to enable it.

### **STRATEGIES FOR CAPACITY ADDITION**

There are several ways to approach addition of jail and prison capacity. One way of hedging against an unpredictable long range future is to plan facilities so that capacity can be added in intervals rather than all at once. From a cost perspective, it is wasteful to immediately "build out" the estimated capacity required to house inmates fifteen or twenty years into the future. Such a strategy could result in constructing beds that would go unfilled for many years.

In architectural terms, such planning calls for designing a larger "footprint" than is needed for the next five to ten years. A footprint involves the layout of space and utilities to accommodate all of the space within the facility at build-out. For example, the kitchen and laundry would be sized for future needs and utilities would be planned to accommodate additional living areas. By designing a larger footprint than is immediately needed construction can be geared to match the rate that the inmate population actually grows. If the rate slows, construction of additional inmate housing capacity can be delayed.

Other strategies to offset the costs of overbuilding capacity can be considered. For example, the housing of inmates from surrounding jurisdictions on a per diem cost basis is a relatively common way of filling unused jail capacity. Such strategies typically are examined as a separate issue apart from the forecast.

---

**ABOUT THE AUTHOR:** Dr. Allen Beck has been actively involved in studying and creating forecasts since 1976. In 1978 he completed his dissertation entitled: *The Art and Methods of Jail and Prison Population Forecasting*. He was also a Research Fellow sponsored by the U.S. Department of Justice, USDOJ, to study forecasting methods. From 1977 to 1981 he served as Consultant, Assistant Director, and Director of the Midwestern Criminal Justice Training Center established by the Law Enforcement Assistance Administration, LEAA, which was part of the USDOJ. While associated with the Training Center he taught forecasting to many of the country's criminal justice planners. Since 1981, he has created forecasts for the planning of jails and prisons in more than 35 criminal justice communities (counties and states). During the late 1980's he created a computer-based training program for a forecasting software program, IMPACT, which was developed by the Justice Research and Statistics Association under a USDOJ grant.

Dr. Beck is a principal in Justice Concepts Inc., JCI, which provides consulting services nationwide in the study of criminal justice systems and planning and financing of jails. He can be contacted at Justice Concepts Inc., 417 W. 87<sup>th</sup> Place, Kansas City, MO 64114, Phone: (816) 361-1711, Email: [abeck@justiceconcepts.com](mailto:abeck@justiceconcepts.com).

Copyright © 1996 by Allen R. Beck. This article also appeared in the August 1998 issue of *Correctional Building News*. For information about *Correctional Building News* please visit their website at [www.correctionalnews.com](http://www.correctionalnews.com)

# Facility Development Process

## **Overview**

This provides an overview of the facility development process. In addition to the overview, emphasis should be placed on the level and type of involvement of the planning team at each stage of the process. In doing this, account for the fact that many of the project tasks will overlap.

It should be pointed out that in the beginning stages of the process, the role of the planning team is larger. As the process proceeds, and the experts develop the input of the team regarding their needs into a design response, the role of the team gradually decreases.

The instructor should lead the teams in brief discussions about the status of their projects during the presentation.

## **1. Facility Development Process**

The instructor who indicates that the process is divided into five main phases of work will provide an outline of the facility development process. Particular attention must be paid to demonstrating how the total process is a series of activities that build upon and compliment each other. However certain activities like site selection may occur at any time. Further, the instructor will begin to demonstrate the importance and complexity of the facility development process.

The five main phases of work are:

- Pre-architectural
- Site selection and planning
- Architectural design
- Construction
- Occupancy

## **2. Phase I - Pre-Architectural Planning**

The instructor will begin by indicating that the first phase is comprised of four steps and then provide a discussion of each. The four steps are:

- Corrections Master Plan
- Economic Feasibility Study
- Consultant/Architect Selection
- Facility Programming
- Corrections Master Plan

Often referred to as Needs Assessment, the master plan involves organizing a planning team and advisory committee that will begin to identify planning tasks and those associated with the collection and analysis of data. That data will be used to identify alternatives to incarceration, the size of the facility, what standards and legal issues will impact the facility and help in the development of the mission statement.

#### Economic Feasibility Study

The instructor should stress the importance of determining earlier on in the project, the economic feasibility of building a new facility. Staffing and operational cost are associated with this phase and should be determined no later than during schematic design. Funding sources will be evaluated as well as an analysis of the existing facility for future use.

#### Consultant/Architect Selection

The need for hiring specialized services should be discussed. Many counties do not have the in-house expertise to provide those specialized services required in the facility development process. However, each consultant must be managed to ensure that the services the client needs are provided.

#### Facility Programming

The instructor will provide a discussion of operational and architectural programming. Two of the major products that also occur in this step are a refined budget and a project schedule. It must be emphasized that during this time, the client will be able to determine HOW the new facility will operate because "form must follow function" in the design process.

### ***3. Phase Two - Site Selection and Planning***

Phase two is comprised of two steps, site analysis and selection and site master plan.

#### Site Analysis and Selection

This step involves the identification of the site requirements and the analysis of available sites. Costs will be evaluated in association with economic and political issues.

## Site Master Plan

During this step, we begin to determine open space requirements, parking issues, circulation requirements for staff and others and environmental impacts. The long-term utilization of the site once it has been selected is a major component of the step.

## **4. Phase Three - Architectural Design**

Architectural design involves the four steps indicated below.

### Schematic Design

Schematic design is the most critical step because the building begins to take shape but the cost of change is not dramatic. Now is the time to use mock-ups and models to evaluate space needs and adjacency issues. Engineering and cost analysis studies should also occur here. Programming documents should be used to test the performance of the design in achieving stated goals. Public input may be requested in the review of the schematic documents.

### Design Development

The building design continues to be refined during design development. Specifications are developed to include materials and equipment. Reviewing the selection of systems and materials as the specification is being developed is an important task of this step.

### Contract Documents

Plans are finalized and a final cost is determined in this step. Contract document is a technical term for the plans, specifications and bidding documents, which, together, form the information base describing what will be built and establishing the contractual relationship between the owner and contractor.

### Agency Approvals

Building permits are issued in this step and funding approval is granted. The architect/consultant may aid the owner during this step in obtaining the required agency approvals. They should have been maintaining a liaison with the relevant agencies from the beginning and therefore, no surprises should be expected at this stage.



## **5. Phase Four - Construction**

The construction phase is divided into three steps. The three steps are:

- Bidding and Negotiation
- Construction
- Construction Completion

### Bidding and Negotiation

A discussion of alternative bidding procedures should be provided during this phase. Also indicate that normally the contract is awarded to the lowest qualified bidder.

### Construction

During this phase, the involvement of jail staff may be limited. It is not uncommon for the county to have a technically qualified representative on-site to look after their interest. The major user involvement during construction is in reviewing change orders. Change orders have a significant impact on how the building is actually built. Therefore, it is imperative that the user has this review opportunity on any change that might affect operational performance.

### Construction Completion

Punch lists will occur during this phase and the owner should be provided with a set of as built drawings. Discuss the concept of a facility users' manual. That manual should be a compilation of technical and functional information. Contrast the situation of automatically receiving such a manual when buying a car or major appliance costing tens or thousands of dollars but only getting a handshake at the ribbon cutting ceremony for a building costing millions. Also indicate the importance of transition and activation planning during this step.

## **6. Phase Five - Occupancy**

Three steps occur in phase five and are discussed below.

### Move - In

Move-in involves the training of staff for the new facility and the finalization of many of the transition tasks discussed earlier. Equipment and furnishings are installed, inmates are transferred, maintenance programs are initiated and the facility begins operation. Stress that building

maintenance must begin the moment the building is occupied to avoid costly delays in the future.

### Occupancy and Operation

The new facility is occupied, operated, maintained and repaired.

### Obsolescence and Renovation

The final phase of the facility development process involves reviewing the performance of the building to determine if it meet the long-term needs of the owner. What if any were the misfits between the facility and programs and goals stated in the early planning stages. If the building is not serving the owner well, than what options are available to begin to address their needs.

# SEVEN STUMBLING BLOCKS TO EFFECTIVE JAIL PLANNING

David J. Voorhis  
1984

## INTRODUCTION

Over the last several years, it has become evident that some counties run into considerable difficulty as they plan for the construction or renovation of their jail facilities. They encounter problems that either delay or, in some cases, derail the project. Other counties complete the planning process only to develop facilities that are impossible or too expensive to operate. In short, such projects fail in their ultimate test -- the facilities do not meet the needs of the jurisdictions.

Since 1978 the NATIONAL INSTITUTE OF CORRECTIONS has funded the PLANNING OF NEW INSTITUTIONS (PONI) program to provide training and technical assistance to state and local jurisdictions that plan to construct new jails or significantly expand or renovate their present facilities. Having been involved with the PONI Program since its inception, Mr. Voorhis has had the unique opportunity of working with more than 200 counties in 31 states, as well as 19 state correctional systems.

In an environment as complex as the criminal justice system, it is not surprising that the planning of change is a complicated process. Experience with the PONI Program has shown that there are seven critical stumbling blocks associated with the planning process.

Those stumbling blocks are:

1. The failure to perform early planning activities;
2. The failure to educate the public;
3. The failure to understand the nature of the criminal justice system;
4. The failure to gather data about critical planning issues;
5. The failure to make system-level policy decisions;
6. The failure to do adequate pre-architectural programming; and
7. The failure to consider operational costs during the planning process.

Each of these stumbling blocks can be fatal to the project. This article explores the seven stumbling blocks and their effects on the planning of new jail facilities.

## **STUMBLING BLOCK #1: FAILURE TO PERFORM EARLY PLANNING ACTIVITIES**

Many counties have a tendency to begin the planning process "in mid-stream." After some resolution that a new facility is necessary (often with a considerable amount of help from the courts), they retain an architect to provide them with schematics, select a site and march off to do battle to pass a bond issue. What these jurisdictions have neglected are several critical problems associated with early planning. The failure to adequately address each of these problems brings a new and unique risk to the project.

While there are political theorists who argue in favor of "muddling through," there is substantial evidence against transferring this approach to planning for a new jail. The costs of being wrong are far more than most counties can bear. Because planning a new jail facility is a complex undertaking, a systematic approach to the planning process is critical to the success of the project. Just as most of us would not set out on a lengthy trip to a destination we have never visited without a road map, so counties should not set out on a journey as complex or as lengthy as building a new jail without some sort of map with which they can chart their course. Yet, many counties begin planning with neither a clear picture of the major steps in the planning process nor a mechanism for developing one.

Also characteristic of the failure to perform early planning activities is the failure to identify all the key actors in the planning process. The criminal justice system itself is comprised of a multiplicity of actors, all of whom are critical to the planning process. These actors, along with local elected officials, are actually the easier individuals to identify. However, there are other highly significant actors such as correctional staff, attorneys and other professional visitors, groups which provide services to inmates in the facility, the community and the inmates themselves. All of these actors either use or "own" the facility and, therefore, have a stake in the outcome of the planning process.

We have, thus far, painted a picture of a highly complex system in which many key actors have a stake in the planning process. It is also critical to understand that there is a considerable lack of clarity among these actors regarding their various roles in the planning process. A lack of clarity regarding role, responsibility and authority almost inevitably leads to conflict. This is really only a matter of common sense. Many of the key actors are playing for high stakes. The outcome of the project may be critical to their professional and political careers. Many have other significant policy-making roles within the system. And the criminal justice system itself is a somewhat unstable relationship between components with distinctly different and sometimes competing purposes. It is not surprising that there should be some disagreement about who has the authority or responsibility to make which decisions in the planning process.

It is critical for all those who will work together over the life of the project to clearly understand the nature of their own involvement. This is some of the best insurance the county can buy to prevent the kind of internal conflict that has proved lethal to many projects. Jurisdictions must make certain that all involved actors know what is expected of them in the planning of the new facility.

Another problem associated with early planning activities is the failure to commit the necessary dollars and human resources to the planning process, resulting in projects that "never get off ground." Those counties that have successfully completed the new facility planning process estimate that they spent approximately one percent of the total project costs on early planning activities including the development of the master plan. While there are those who would argue that one percent of the project costs is too much to spend on planning, experience has shown that these are the very dollars that may ultimately save a community the most money. Many counties that have successfully planned new jail facilities have developed temporary project management structures to coordinate the planning process. In most cases, project management does not require major additional expenditures but, rather, a reallocation of staff responsibilities to release an individual, either full or part-time from his or her normal duties to coordinate the planning process. While some additional dollars will be necessary for a variety of early planning activities, they are relatively small considering the scope of the entire project. They are, however, a wise investment in this project.

Perhaps the most lethal problem associated with early planning activities is the failure to take the time to plan. In constructing new jail facilities, counties often face serious time constraints such as an inflationary economy or deadlines imposed by court orders or the political process. In an attempt to accommodate such constraints, many counties choose to minimize the amount of time involved in the planning process. Unfortunately, by rushing through the planning process, such counties submerge discussions over key issues or ignore critical decisions. However, these issues and decisions invariably reemerge later in the project when the costs associated with their resolution are much higher. By taking the time necessary to do a thorough job of planning, major errors that can result in unnecessarily high staffing levels, increased liability, and a short life-cycle for the facility can be avoided.

The failure to adequately complete early planning activities before initiating the facility design process is somewhat akin to putting up the walls before a strong foundation has been laid. The foundation of any project of this nature can only be good planning which involves all the key actors in a clearly defined process that fosters the development of consensus on key issues. Counties must commit themselves to providing the financial and human resources, and taking the time necessary to the planning process if their new jail facilities are to fulfill their intended purposes.

## **STUMBLING BLOCK #2: FAILURE TO EDUCATE THE PUBLIC ABOUT THE JAIL**

Until recently, jail has been an institution which was better out of sight and out of mind. Jails were placed on the upper floors or roofs of county courthouses, in back of county courthouses or other public buildings, or on the outskirts of town. During the past two decades, however, suits under Section 1983 of U.S. Code Title 42 have placed the jail high on the agenda of local government. Unfortunately, it is still low on the public's agenda. At a time when tax limitation propositions are popular, public attention to the problems of the jail, no matter how serious its neglect, is very small indeed. In fact, one can sense profound resentment among the public, in communities facing litigation, that anything must be done about the jail.

The public must be made aware of the evolution and meaning of case law concerning the jail, and the impact such case law has for the practice of corrections in their community. They must be made aware of the meaning of national and state standards and their impact. Most importantly, the public must be made aware of the physical and operational deficiencies of their local jail and how these deficiencies affect the administration of justice in their community.

Failure to educate the public why changes in local jail facilities and operations are necessary most often results in the failure to secure adequate funding to construct or operate the facility. Frequently, the community does not understand the impact of standards and case law upon the local jail. Likewise, the great majority of the community has no idea of the conditions which exist in their facility. As a result, citizens are reluctant to support any change which will have a financial impact. Since most jails have, historically, been underfunded, nearly every change has some financial impact. This situation is made even more difficult by present public attitudes toward crime and criminals.

Jurisdictions that have attempted to "disguise" the jail bond issue by making it part of a criminal justice complex, or including it in additional county administrative space frequently have been defeated at the polls. Passing a bond issue for any major public works project is difficult. Trying to pass a jail bond issue without first building public support is a major tactical error. Citizens must know why change is necessary, what the costs of not changing are, and what the impact of the proposed change will be. Most importantly, they must have the opportunity to participate in shaping that change.

Ultimately, if the problems of the jail can be brought into better focus for the public, the chances of solving those problems are greatly increased. If the jail remains out of sight, it will most certainly remain out of the public mind, and continue to be the unwanted stepchild.

### **STUMBLING BLOCK #3: FAILURE OF POLICY MAKERS TO UNDERSTAND THE NATURE OF THE CRIMINAL JUSTICE SYSTEM**

A third major stumbling block in the planning process is the failure of the criminal justice system actors and other policy makers to understand the criminal justice system and its impacts on the jail. It may seem ironic that the criminal justice system needs to be educated about the problems of the jail since the jail is part of the system. But experience has shown that, in many counties, ignorance of the jail problems in the criminal justice system is as widespread as it is among the public.

In most jurisdictions, the criminal justice system displays little "systemness." Individual agencies operate independently with apparent disregard for the effect of their actions on other components of the system. There is frequently no attempt to manage the system and no mechanism for this purpose. The component organizations simply exist as a collection of agencies under the rubric of "criminal justice system."

The criminal justice system needs to be made aware of its complex interrelatedness. The component agencies of the system need to understand that their policies have an effect on the other components. Most importantly, they need to understand that their collective activities have a direct impact on the jail. The jail is the element of the system which tolerates overload least well. Where overload in the prosecutor's office or the courts results in delay, overload in the jail, which manifests itself as crowding, results in tension among and between staff and inmates, assaults, disturbances, vandalism and litigation.

Sheriffs and jail administrators must be vocal about the problems the jail is experiencing. They must begin to assume proactive positions on system-related issues, rather than react to the positions of the other elements of the system. Often the rest of the system has little or no idea what those problems facing the jail are or how they may be contributing to those problems. All too frequently the jail adopts an accommodating posture in relation to the other elements of the system which perpetuates their ignorance regarding the jail's problems. Until the jail's problems and each component organization's contribution to those problems are understood, little can be done to solve them.

### **STUMBLING BLOCK #4: FAILURE TO GATHER DATA**

When counties begin the planning of new jail facilities "in mid-stream," they frequently fail to gather the information they need for rational planning and decision-making. Such counties move into the architectural phases of the planning process, working from a program that is based upon assumptions which are all too often erroneous. As a result, the completed facility fails to function effectively.

Because of the complex nature of the arena in which the planning process occurs, there are five distinct areas in which information must be gathered. They are:

1. the inmate population;
2. criminal justice system practices;
3. potential policy and practice changes;
4. constitutional and professional standards; and
5. future legislation.

Failure to gather appropriate information in each area will result in different styles of problems, all of which are equally lethal to the project.

**INMATE POPULATION INFORMATION** - Information about the inmate population is important for several key planning tasks. First, total numbers which define the inmate population, such as average daily population or total bookings, will be necessary for population forecasting. This statistical technique provides a systematic way of estimating the size of future inmate populations and relates directly to the size of facility that will be needed to meet the county's needs for a given period of time.

Second, information which describes the inmate population is critical for the development of a good pre-architectural program. The types of services and activities offered in the jail, as well as the degree to which they are offered should be directly related to the needs of the inmate population. Unless there is a factual description of what those needs are, there is substantial possibility that certain critical services may not be provided or that the county will expend funds on services that may be relatively unimportant.

Counties are also faced with the need to make decisions about the proportion of bed spaces which should be provided at the various security levels. Since there are dramatic differences in costs associated with the construction of different security levels, it is critical to know how much of the inmate population can be housed safely at lesser security levels. Only information which profiles the inmate population can help policy makers decide this critical issue.

**CRIMINAL JUSTICE SYSTEM PRACTICES INFORMATION** - In many respects, the population of the jail is like the water in a bathtub. Law enforcement controls the rate at which inmates flow into the jail and the "mix" of prisoners. The courts, including the prosecuting attorney, probation department and others, determine the rate at which prisoners flow out of the jail. Thus the jail does not determine and cannot control its own population.

For this reason, it is critical to gather information about the practices of the other agencies in the criminal justice system. The types of information which should be collected include law enforcement variables which describe arrest practices in



the county, and court variables which describe the county's bonding practices, court processing, and alternative sentencing practices.

These variables are important because they determine the jail's population. If, for example, the jail is crowded, changes in these variables will have an impact on the number of people housed in the jail. A study sponsored by the National Institute of Justice has shown that construction is at best a short-term solution to crowding. No matter how many years were included in the county's projection methodology, within two years of opening, nearly all jails were operating at 100 percent of capacity, and within five years of opening, nearly all jails were at 130 percent of capacity. Jail crowding is a system problem. And only system-level interventions have any hope of providing long-term solutions to this problem. If counties hope to provide adequate jail space for the future, the other elements of the criminal justice system must be involved in the planning process, and must contribute data for decision-making.

**POTENTIAL POLICY AND PRACTICE CHANGES INFORMATION** - Given the relationship between the size of the jail population and the policy decisions which are made by the other elements of the system, it is clear that when law enforcement and the courts change their policies and practices, the population of the jail is likely to change as well. As a result, in planning, it becomes extremely important not only to identify what their current policies and practices are but, also, to attempt to determine what their future policies and practices might be.

The types of data discussed previously were largely quantitative in nature. Now, however, the data that become important are qualitative. They are generally obtained through interviews and frank discussions about the future policy direction of the local criminal justice system. Counties that fail to consider this type of data do so because they fail to understand a fundamental fact of life in the criminal justice system -- informal systemic accommodation. When one element of the system experiences a crisis, the other elements of the system often alter their behavior to help the affected agency. As an example, when the jail is crowded or falls far short of standards, the other criminal justice system agencies frequently change their practices to ameliorate the situation. The courts seem more apt to release individuals prior to adjudication and more reluctant to sentence individuals to the jail. Law enforcement agencies are more apt to release individuals with a summons or citation.

As a result, the quantitative data which is gathered is based upon this series of accommodations and, therefore, does not reflect policy and practice changes that are likely to occur when the new facility is opened. In short, the data presents a biased view of how the system functions. Judges frequently find themselves more likely to sentence individuals who might have previously remained in the community "because the facility is safer" or "because there is adequate space." Law enforcement agencies respond in a similar manner.

Estimating future policy changes is certainly not a precise planning methodology. However, discussion of potential policy changes, particularly when combined with system-level policy decisions that describe how the jail should operate and who the county believes should be jailed has helped counties prevent or at least retard the unpleasant scenario reflected in the National Institute of Justice study.

### **CONSTITUTIONAL AND PROFESSIONAL STANDARDS INFORMATION -**

Litigation has driven much of the change that has occurred in corrections in the last two decades. Case law has moved to define the constitutional rights of those in custody. A variety of correctional standards have emerged from both professional organizations and state legislatures to help the courts in their efforts to upgrade corrections by defining what accepted correctional practices are.

Counties that fail to adequately research both the constitutional standards, as reflected in case law, and the professional standards that are applicable to their county jail may find themselves faced with the necessity of expensive renovations when litigation occurs. In some respects, counties that built new jail facilities five to ten years ago faced a far more difficult task in this area than counties beginning the planning process now. At that time, professional standards were just emerging, and correctional case law was changing so rapidly that future directions were extremely difficult to predict. Standards are far more consistent now, and the courts have ruled on virtually every aspect of corrections.

Unfortunately, many counties make two critical errors in researching the applicable standards. First, counties often fail to explore any professional standards other than those promulgated by their state. Since state standards are not always reviewed and updated on a regular basis, counties run the risk of planning a new facility based on standards which may not reflect accepted correctional practices. Second, although professional standards are clearly defined as minimum standards, most counties automatically interpret them as maximums. This, too, can lead to the development of a facility that is soon outdated.

If counties are to develop jail facilities that will meet their long-term needs, they must expose themselves to a broad range of both state and national professional standards. In addition, they must research the correctional case law from their federal district and circuit courts and the Supreme Court to determine the applicable constitutional standards. Wherever possible, counties must, in the planning process, go beyond the minima established in these standards to insure that, both physically and operationally, the new jail facility will meet the test of time.

**FUTURE LEGISLATION INFORMATION** - There is an old saying that "no one is safe when the legislature is in session." State and local legislative bodies have had a profound effect on the criminal justice legislation, and other legislation regarding administrative and operational practices have radically altered the policies and procedures of all criminal justice system agencies, including the jail.

As a result, counties which have planned most effectively for their new jail facilities have made an effort to identify potential changes in legislation. Such counties have taken two different approaches to this planning constraint. By gathering data that describes the impact of criminal justice system-related legislation, some counties have found it possible to influence their legislatures. Other counties have developed strategies to deal with certain types of legislation should they be enacted.

Ultimately, this is an extremely difficult planning task since it involves many possible issues and the interaction of various special interest groups in the political arena. Estimating potential changes in legislation is a bit like "crystal ball gazing." Yet, it is a critical task because it can help counties identify the potential range of future constraints which relate to the degree of flexibility, expandability and adaptability the architect must build into the design of the new jail facility.

For most counties, two major problems are associated with gathering data -- the failure to gather data which is critical to rational decision-making, and the inability to use data which is already available. Thus far, we have focused on the former problem. A few words on the latter are appropriate.

Many counties find it difficult to use the information they have available to them. Often as many as 20 to 25 separate analyses or studies have been prepared for policy-makers to assist them in making decisions regarding the new jail facility. Yet, policy-makers are unable to decide what to do and continue to "study the matter" or "take it under advisement."

There are a number of potential causes of this problem. It may be that so much information is available that decision-makers are suffering from "information overload." It may be that they lack a systematic process for analyzing the information, that there are no criteria against which to evaluate the information, or that the information conflicts.

Whatever the cause, it is likely that this particular problem has its roots in a previously mentioned stumbling block -- the failure to perform early planning activities. When people are unclear about what is expected of them, and when no process for decision-making break down. Counties that are planning new jail facilities must make a commitment to gathering the right data, developing a method for interpreting the data and deciding what the data mean for their planning process.

## **STUMBLING BLOCK #5: FAILURE TO MAKE CRIMINAL JUSTICE SYSTEM POLICY**

Earlier, we noted a lack of "systemness" in the criminal justice system. The component agencies tend to see their interrelatedness only in terms of the imperatives of the law. As such, they comprise only a loose collection of justice agencies and not a system. We also noted that the jail is the dependent variable in the system. What happens in and to the jail is not primarily a matter of the jail's discretion but, rather, depends on the policies and practices of the other component agencies.

This leads to a crucial issue in the new facility planning process. It is not enough that the criminal justice system be an informed participant in the planning process, nor is it enough to make individual agency level policy decisions, although such decisions are important. If the jail, as a scarce and expensive resource, is to effectively serve the incarceration needs of the county, system level planning is essential. General Motors would not allow its five automotive divisions to plan independently of each other. While each division develops its own plan, each plan becomes part of an integrated corporate plan. Unfortunately, this is not the case in local criminal justice systems. Generally, there is little or no planning at the agency level beyond the development of a budget document for the coming fiscal year. There is rarely a broader system level plan for any time frame.

In the planning of new jail facilities, most counties develop a master plan which reflects only the policies and practices of the jail. Because of the dependency of the jail on other elements of the system, it is understandable that such plans fail miserably in their implementation. In the absence of system level planning, the problems that plague the existing facility will, in all probability, manifest themselves in the new facility. System level policy decisions, as reflected in a criminal justice system master plan, are the key to effective jail planning.

## **STUMBLING BLOCK #6: FAILURE TO DO ADEQUATE PRE-ARCHITECTURAL PROGRAMMING**

Pre-architectural programming is a process which bridges the gap between problem identification and problem solution. It is a critical phase in the development of an architectural response to the incarceration problems identified by the county. If successfully performed, it will insure the development of a jail facility which will meet the needs of the county for many years to come.

Unfortunately, many counties hold serious misconceptions about the architectural process. They believe that the process begins at schematic design when the architect first puts lines on paper. In fact, architecture is a response to a particular set of problems, and it is the client's responsibility to precisely define the problems and, from an operational perspective, the solutions for the architect.

Pre-architectural programming demands an active client who clearly understands how the new jail facility should operate, and who is willing to provide this information to the architect in a systematic manner. When clients fail to participate actively in this process, the outcome of the entire project is at risk.

In the course of planning a new jail facility, countless philosophical and operational decisions with long-term ramifications will be made. Indeed, they must be made in order for the architect to design the facility. If the county ignores its decision-making responsibility, the architect will assume that responsibility in order to have the necessary information on which to design the facility. The resulting facility will reflect a correctional philosophy, and dictate certain operational practices. However, in this case, both the philosophy and practices will have been defined by the architect.

Allowing an architect to make philosophical and operational decisions can lead to two potentially disastrous outcomes. First, while architects have considerable expertise in the design process, many are not knowledgeable about correctional problems and practices. As a result, many jails designed without client input prove to be dysfunctional. Second, to insure maximum effectiveness, the design of the jail facility must reflect the operational philosophy of the county. When a county "skips over" pre-architectural programming, it does not communicate that philosophy to the architect. Sometimes, the architects make a lucky guess. Usually, however, the architect is not so lucky. In a number of instances, differences in the perceived and actual philosophies have led to serious operational problems including escapes, vandalism, and inmate disturbances when the new facilities were occupied. In several other instances, such philosophical differences have resulted in substantial renovation or abandonment of the facilities within one or two years of occupancy.

There is no substitute for pre-architectural programming. It is the bridge between the problem, as defined by the client, and the architectural response. In the absence of this bridge, the design process is, in essence, a "leap of faith."

### **STUMBLING BLOCK #7: FAILURE TO CONSIDER OPERATIONAL COSTS**

This stumbling block is particularly insidious since it does not manifest itself until late in the project. In some instances, it does not emerge until the facility is occupied. It is particularly costly since the failure to consider operational costs during the planning process invariably results in facilities that are staff-inefficient or too expensive to operate.

When all the costs related to corrections over the thirty-year life cycle of a new facility are considered, approximately 10 percent of the dollars spent are related to capital construction costs and the remaining 90 percent reflect operating expenses, primarily staff salaries and fringe benefits. Yet, there is a marked

tendency to focus so strongly on the undeniably important construction costs that the operational costs implications of certain policy decisions are overlooked.

Moving forward from planning to construction without a clear commitment to providing the staff necessary to operate the facility is extremely risky. Jails are people-intensive operations which have, traditionally, been understaffed. The courts have, however, taken a strong position that providing a new facility is not enough. Ultimately, how the facility is operated will determine its constitutionality. To operate a facility in a constitutional manner requires an adequate level of staffing. A well-designed facility can allow for the effective deployment of staff, but a building can never replace staff. Unless the county can afford to staff the facility it plans to construct, it should give serious consideration to the redesign of that facility, or consider the feasibility of an alternative solution to the jail problem.

The consequences of not considering operational costs during the planning process can be disastrous. Many counties have constructed new jail facilities only to discover (as they were preparing for occupancy) that the design of the facility would require a tripling or quadrupling of staff in order to operate the facility in a safe and secure manner. Revelations of this nature have not only required the unnecessary expenditure of additional tax dollars, but have shattered harmonious relationships between sheriffs and county commissioners, and caused the public to seriously question the rationality of those who planned and supported the project.

To insure that a new jail facility is operationally cost-efficient, those responsible for planning must come to agreement, during the schematic design stage, on two critical factors related to staffing the facility. The shift relief factor is a "multiplier" which compensates for the time individual personnel are away from certain posts which must be staffed 24 hours a day, 365 days a year. Second, they must agree on an appropriate staffing pattern for the facility. The staffing pattern, essentially, describes the responsibilities and locations of all positions or posts within the facility.

Most counties construct or renovate their jail facilities every 30 to 50 years. As a result, the operational impacts of planning decisions are felt not only by the present users, owners and operators, but by the individuals in these capacities and the taxpayers for years to come. In these times of severe resource constraints, planning that makes a priority of the operational cost implications of policy decisions is essential.

## **CONCLUSION**

In this era of public outrage over criminal activity, court intervention into correctional operations, and diminished financial resources, jail planning is a highly complicated and issue-laden process. The NATIONAL INSTITUTE OF CORRECTIONS has noted that, because of the environment in which they must

exist, jails are, among public institutions, second only to hospitals in their complexity. For this reason, any approach to planning that hopes to be successful in such an environment must be comprehensive and systematic.

In this article, we have attempted to discuss seven major stumbling blocks, each of which can damage or destroy the planning process and lead to the development of a new jail facility which does not meet the incarceration needs of the county it serves. These stumbling blocks do not stem from "arm-chair" theorizing based on abstract planning models. Rather, they reflect a distillation of the experiences of numerous counties that have struggled to solve the jail problem in their jurisdictions. We have shared these seven stumbling blocks in the hope that those counties about to embark on the planning process may stand on the shoulders of those counties which have preceded them.

### **ABOUT THE AUTHOR**

David J. Voorhis is a Principal of Voorhis/Robertson Justice Services, Inc. a criminal justice consulting firm based in Boulder, Colorado, which provides planning and technical assistance to architects and local government officials. Mr. Voorhis was Police Chief of the City of Boulder and Undersheriff of Boulder County, Colorado. He has conducted training and technical assistance for the National Institute of Corrections for the past fifteen years. Mr. Voorhis continues to conducted the PLANNING OF NEW INSTITUTIONS (PONI) technical assistance and has provided guidance to over 300 counties nationwide in the planning of new jail facilities.

Mr. Voorhis received his Masters degree in Public Administration from the University of Colorado at Boulder, Colorado.

## NIC RESOURCES

NIC makes available a variety of resources related to jail administration, such as:

- “Alleviating Jail Crowding: A Systemic Approach,” satellite/Internet broadcast held on April 18, 2001 (VHS or DVD).
- “Beyond the Myths: The Jail in Your Community” (VHS or DVD).
- Budget Guide for Jail Administrators: Beyond Budget Allocation—Sources of Funding and Services.
- Budget Guide for Jail Administrators: Developing the Budget.
- Budget Guide for Jail Administrators: Managing the Budget.
- Developing/Revising Detention Facility Policies and Procedures.
- Guidelines for Developing a Criminal Justice Coordinating Committee.
- How To Collect and Analyze Data.
- Jail Crowding: Understanding Jail Population Dynamics.
- Jail Design and Operations and the Constitution.
- Preventing Jail Crowding: A Practical Guide (second edition).
- Recruitment, Hiring, and Retention: Current Practices in U.S. Jails.
- Resource Guide for Jail Administrators.
- Sheriff’s Guide to Effective Jail Operations.
- Staffing Analysis Workbook (second edition).
- Staff-to-Inmate Ratios: Why It’s So Hard To Get to the Bottom Line.
- Women in Jail: Legal Issues.
- NIC e-Learning Program (<http://nic.learn.com>)
- NIC Staffing Analysis for Jails.



## **Appendix D**

---