

# DANE COUNTY JAIL UPDATE STUDY



Presentation to the Dane County Board

June 15, 2017



# INTRODUCTIONS

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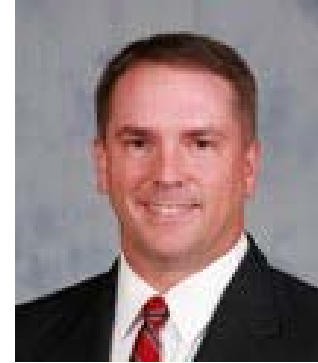
Jan Horsfall  
*Architect*

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Curtiss Pulitzer  
*Justice  
Specialist*

Pulitzer/Bogard



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# GOALS

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- Reduce risk to and increase safety for inmates, staff and volunteers
- Address Medical/Mental Health needs
- Eliminate or greatly reduce use of solitary confinement
- Upgrade facilities to current codes, standards, and regulations including PREA
- Achieve efficiencies in operations and staffing
- Decommission the CCB Jail and Ferris Center

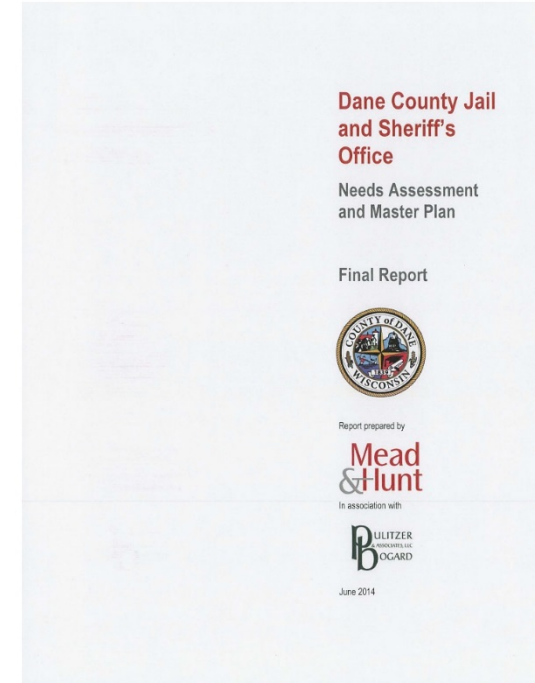
# PRESENTATION AGENDA

- Studies
- Dane County Jail Analysis
- Medical and Mental Health Needs
- Review of Options
- Project and Staffing Costs
- Comparison of Options



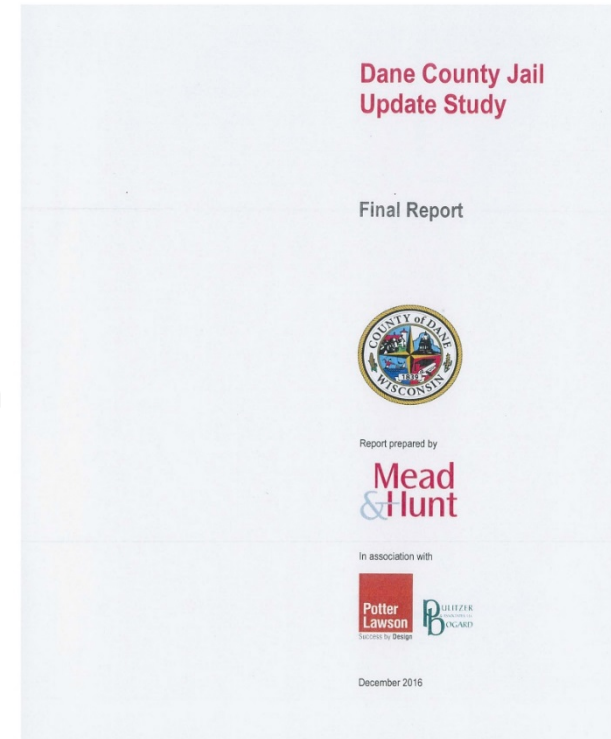
# OVERVIEW OF STUDIES

- Needs Assessment and Masterplan
  - Evaluated existing facilities
  - Population forecasts
  - Develop comprehensive operational philosophy
  - Provide “Space-fit” recommendations
  - Building Safety Code analysis
  - Staffing and Operations
  - Probable Opinion of Probable Cost



# OVERVIEW OF STUDIES

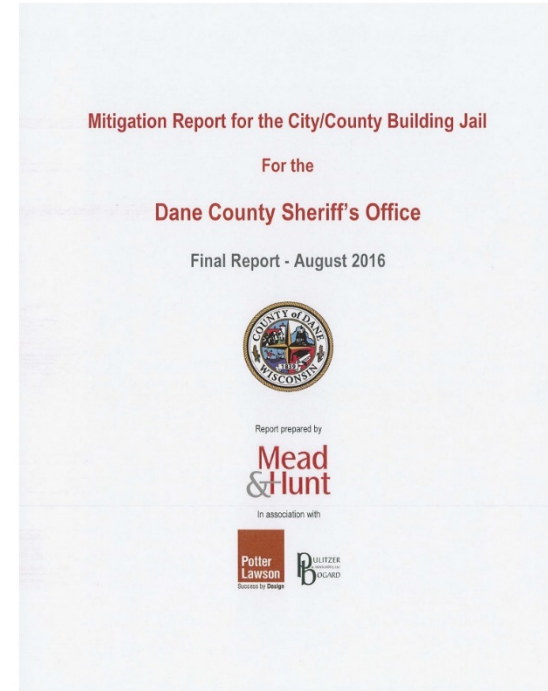
- Dane County Jail Update Study (2016 Program)
  - Resolution 556 led to a 3-part study
    - 1) Complete a detailed analysis of CCB
      - Led to CCB Mitigation Study and Project
    - 2) Develop two options with updates to Masterplan
      - Led to 3<sup>rd</sup> Option
    - 3) Evaluate Work Group recommendations





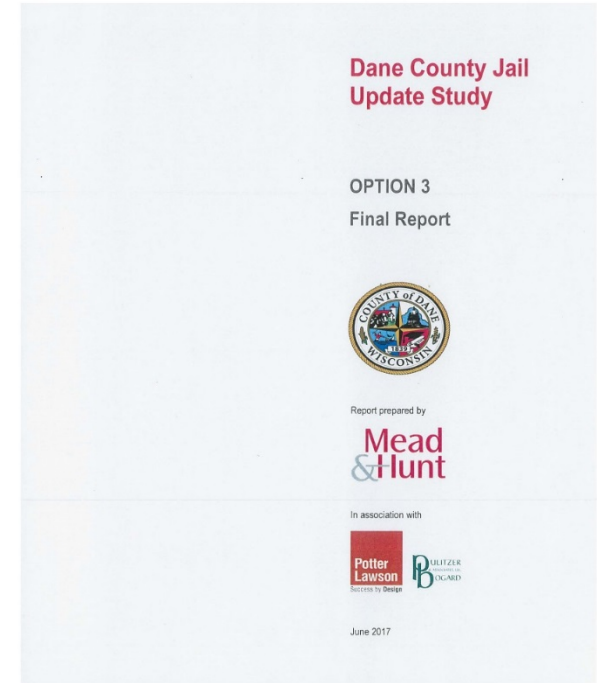
# OVERVIEW OF STUDIES

- Mitigation Report for the CCB Jail
  - Develop a plan for mitigating some life-safety deficits in the CCB
  - Work toward compliance with the PREA standards
- Minor changes to the CCB are merely a 'Band-Aid' to resolve some of the most significant problems
- Should not be considered a long term solution or fix
- Any delay in moving out of the CCB Jail will continue to increase the risk and exposure



# OVERVIEW OF STUDIES

- Dane County Jail Update Study: Option 3
  - Divides Option 1 into multiple phases
    - Realize Option 1, Phase 1, by end of Phase 2 of Option 3
    - Limit Option 3 to two phases – rest of 2016 Program will be realized in future





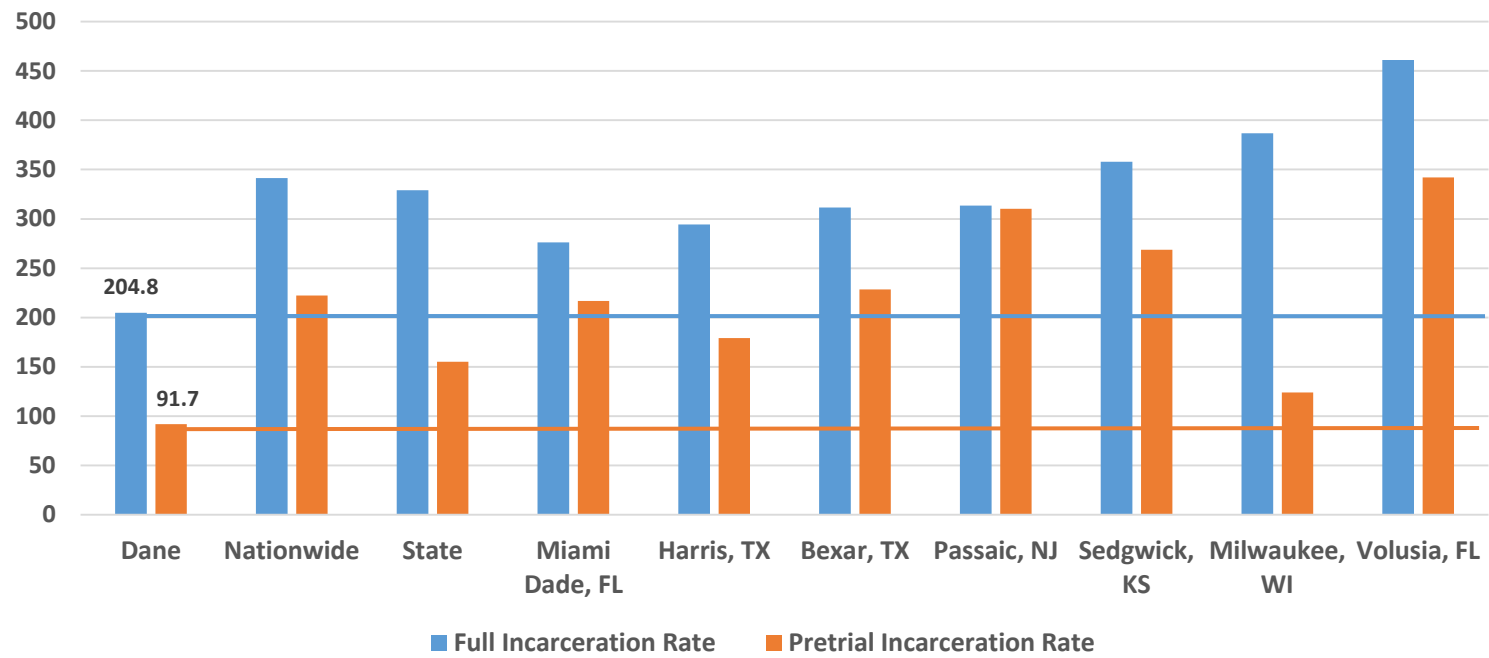
# DANE COUNTY JAIL ANALYSES: OUTLINE

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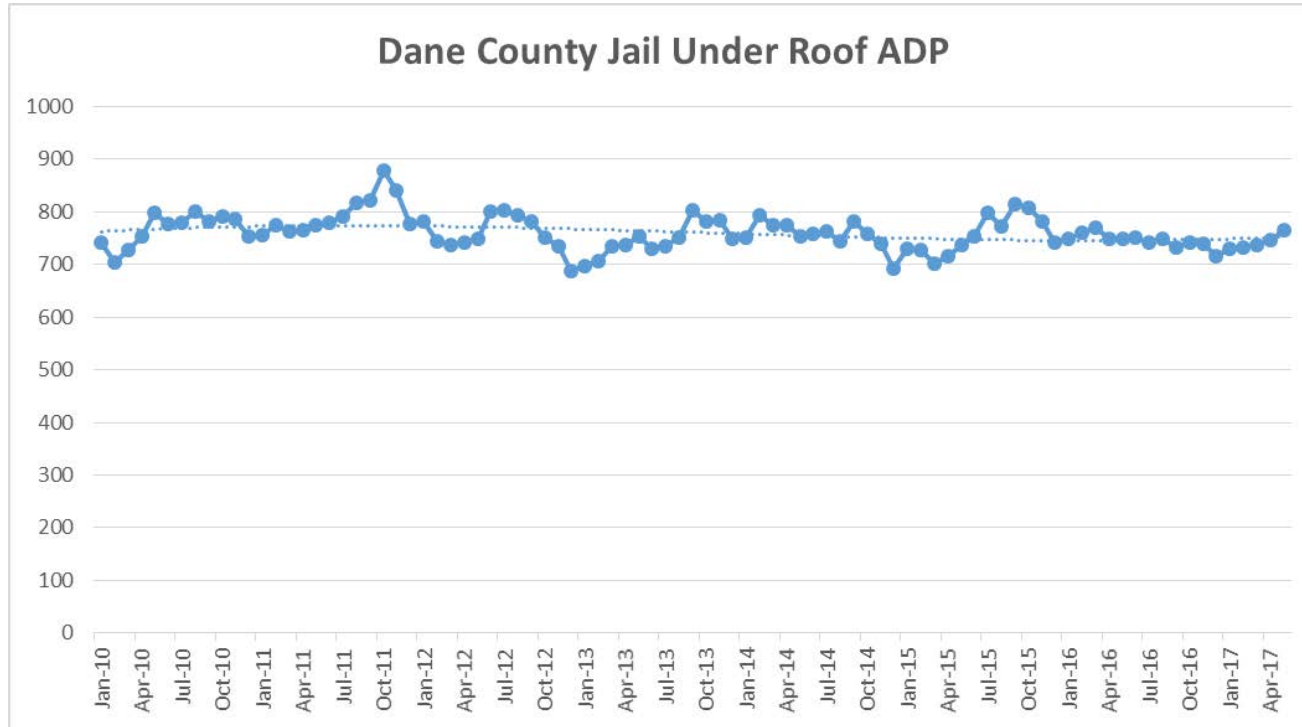
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- Criminal Justice Work Group Recommendations
  - Pretrial Demographic Average Length of Stay Analysis
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  - Mental Health Population Analysis
  - Probation Holds Analysis
  - Fugitive Safe Surrender Analysis
  - Diversion Study
- Jail Population Forecasts
- Conclusions

# DANE COUNTY JAIL IN CONTEXT

Jail Incarceration Rate Per 100,000 Residents



# JAIL POPULATION ANALYSIS



*Numbers do not include individuals in diversion programs. In 2015, 117 individuals on a daily basis were in a DCSO diversion program. Additional people are in other programs.*

# JAIL POPULATION ANALYSIS

- Jail Populations Driven By:
  - Bookings
  - Average Length of Stay (ALOS)
- Bookings and ALOS are remaining stable
- ALOS for inmates released between 2011 & 2015:

	Black	White	Other	Total
Mean	27.6	21	19.8	23.4
Median	5	3	3	4
Inmates	24,644	40,271	1,454	66,369

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# PRETRIAL DEMOGRAPHIC LOS ANALYSIS

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- Multiple Length of Stay Committee recommendations regarding racial equity in terms of length of stay
- Analyzed how long individuals remain in pretrial status
- Overall, black inmates stay in pretrial status 76% longer than white inmates
  - Mean: 21 days vs 12 days
  - Median: 3 days vs 2 days
- Black inmates with a single violent charge have a 53% longer pretrial time
- Black inmates with a single violent charge and released on bail have a pretrial time nearly 3 times as long as similarly situated white inmates

# DANE COUNTY JAIL ANALYSES: OUTLINE

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# DEMOGRAPHIC ANALYSIS OF BAIL AMOUNTS

## Rationale

- Concern regarding racial disparity in bail amounts

## Results

- Analyzed bail amounts in all cases for the 100 most common arrest charges
  - 11% had higher median bail amounts for black inmates
  - 31% in which white inmates had higher median bail amounts
  - 58% charges had the exact same median
- Statistical tests failed to find a statistically significant difference in bail amounts between black and white inmates on a per charge basis
- However, length of stay was higher for blacks in 83 of those 100 charges

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# MENTAL HEALTH POPULATION ANALYSIS

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- Measured in 2 ways:
  - Using institutional classification and psychotropic medication counts
- Significant differences between this population and the overall jail population
  - More black inmates (42% vs 37%)
  - Population is older (35 years vs. 31 years)
  - Higher ALOS (8 median days vs. 4)
  - Most serious individual charge is probation violation, followed by parole violation, and then disorderly conduct vs. DUI and battery for the overall population
- Diversion opportunity: best case scenario calls for an impact of 16 on the daily population of which 10% (2 on the ADP) are probable candidates for diversion

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# PROBATION HOLDS ANALYSIS

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- Length of Stay Work Group recommendations 7 and 9 ask for analysis regarding individuals charged with a violation of probation
- The analysis of inmates with a probation hold found that, among inmates incarcerated only because of the hold, black inmates had slightly longer lengths of stay (7 median days vs 6)
- Difference in LOS by race marginally significant for VOP only inmates (6 median days vs. 5)
- Introduction of an additional charge increases the difference (43 median days vs 38)
- Probation hold LOS is controlled by Wisconsin DOC, not the County. However, the LOS is fairly short compared to other jurisdictions nationally

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# FUGITIVE SAFE SURRENDER ANALYSIS

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- Establishes opportunities for people with active warrants to turn themselves in at a safe place
- Used in a variety of cities nationwide in special programs
- Is NOT a jail diversion tool or amnesty program
- Whole key is how many people appear
  - Wide variation in numbers
  - May actually increase jail population on front end
  - Best case scenario impact is 5 inmates on the ADP



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# DIVERSION STUDY

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- Statistically valid sample of all cases going to Initial Appearance in 2013
- Evaluated cases for diversion eligibility
- Eliminated inappropriate cases
  - Individuals with violent charges
  - Sex offenders
  - People with active detainers
  - Inmates with prior failures to appear for court
- 24% of the cases remained

# DIVERSION STUDY

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- For the remaining cases, jail day savings were calculated based on the assumption that **all** of these cases could be released at Initial Appearance
- Overall impact for **all** cases would be **17** inmates on the jail's under roof Average Daily Population
- In addition, an assessment was made about the possible impact of holding Initial Appearance on weekends
- The impact would be **5** inmates on the jail's Average Daily Population assuming **all** individuals are released
- It is unrealistic to expect that **each** of these individuals could be released

# DIVERSION OPPORTUNITY SUMMARY

Opportunity	Best Case ADP Impact	More Realistic ADP Impact
Mental Health Diversion	16	2
Fugitive Safe Surrender	5	0
Diversion Based On Charge & Criminal History	17	2 - 5
Diversion Via Initial Appearance On Weekends	5	0.5 - 1

- 'Best Case' impact assumes everyone eligible is released
- 'Realistic' impact based on estimate that 10% - 20% would actually be released
- These categories are not mutually exclusive—a person could be 'double counted' in Mental Health Diversion and another type of diversion

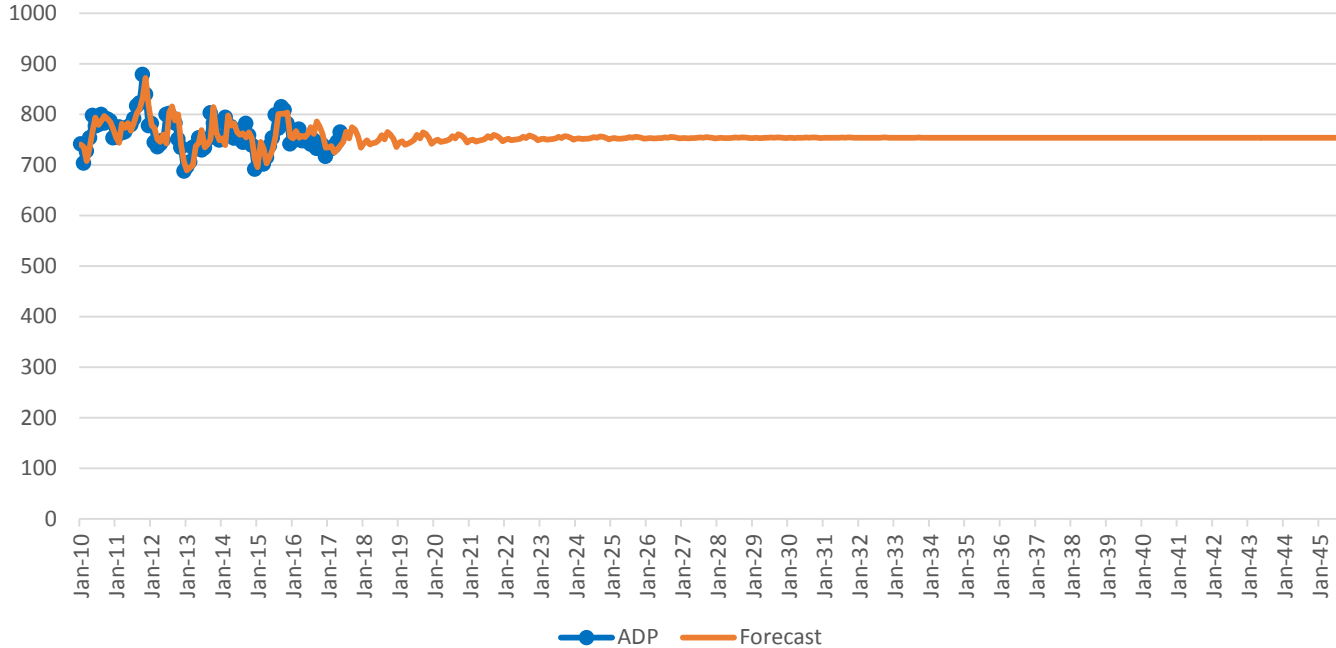
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# JAIL POPULATION FORECAST

Dane County Jail ADP & Forecast



*Built 2 forecast models in Spring 2016.*

*A year later, the 'main' forecast model is within less than 1% of the actual population.*

# POPULATION FORECAST BED NEED ANALYSES

Month	Base Projection	With 20% Peaking & Classification
Jul-17	762	914.4
Jul-21	753	903.6
Jul-25	751	901.2
Jul-29	755	905
Jul-33	755	906
Jul-37	755	906
Jul-41	755	906
Jul-45	755	906



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# CONCLUSIONS

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- Dane County has done an excellent job of managing the jail's population
- Dane County's incarceration rate is better than similarly sized counties
- Best forecast indicates under roof jail population will remain stable if trends continue
- However, if the jail's bookings and ALOS cannot be held constant the jail's population may increase
- Steps should be taken to continuously monitor and manage ALOS to ensure the jail's population stays in check

# WHY WE NEED SPECIAL MENTAL HEALTH AND MEDICAL HOUSING

- The use of solitary confinement for inmates who have active symptoms of mental illness and acute medical needs has serious negative effects such as:
  - Minimal human interaction
  - Increased symptoms
  - Less likely to agree to take psychiatric medication
  - Less likely to engage in treatment
  - Increased aggression
  - Increased self-harm
  - Increased risk of suicide



**GOING FROM THIS:**



**TO THIS:**



# MENTAL HEALTH/MEDICAL CARE NEEDS

- Crisis due to incarceration, suicide risk
- Acute symptoms of serious mental illness
- Chronic serious mental illnesses without community treatment
- Geriatric Needs
- Detoxification from Alcohol, Drugs or Both
- Chronic Illnesses: Hypertension, Diabetes, Infectious Diseases: HIV, HCV, HBV



# CURRENT MENTAL HEALTH HOUSING

- Solitary confinement is used to house acute mentally ill inmates in the CCB
- Limited opportunities for human interaction
- Inappropriate CCB housing for symptomatic SMI inmates who can not tolerate larger groups
- Limited space for individual and small group treatment



# PROPOSED MENTAL HEALTH HOUSING

- High Observation beds for those with subacute symptoms that encourage human interaction
- Sub pods within larger pods for those who have acute symptoms
- Those who have SMI have direct access to treatment and all other programs





# CURRENT MEDICAL HOUSING

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- No Medical Observation beds with the ability to provide frequent neurochecks, vital signs, and IV fluids and medications
- Currently provided in Intake Isolation rooms
- Limited beds with ADA accommodation for those with mobility, sight or hearing challenges

# PROPOSED MEDICAL HOUSING

- Medical Observation beds with the ability to provide appropriate medical care
- ADA accommodations for those with mobility, sight or hearing challenges
- Appropriate housing reducing the need to transport to hospital



# REVIEW OF OPTION 1

## PHASE 1

- Incorporates 4 floor addition to PSB
- Includes medical/mental health, restrictive housing and youthful inmate populations
- Decommissions the CCB jail
- Expands intake and reception housing
- Does not close the Ferris Center
- Relocate Sheriff's Office and Emergency Management



# REVIEW OF OPTION 1

## PHASE 2

- Implementation of the rest of the 2016 Program
- Decommissions the Ferris Center
- Returns the Sheriff's Office and Emergency Management to the PSB



# REVIEW OF OPTION 2



Option 2, Phase 1

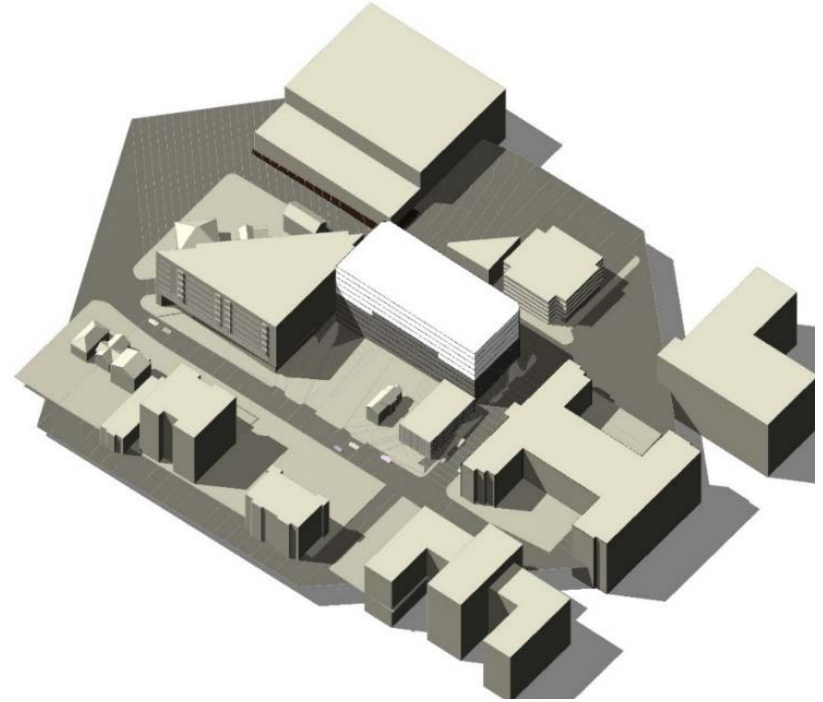


Option 2, Phase 2

# REVIEW OF OPTION 3

## PHASE 1

- Incorporates 4 floor addition to PSB
- Includes medical/mental health, restrictive housing and youthful inmate populations
- Decommissions the CCB jail and Ferris Center
- Provides for Huber changeover



# REVIEW OF OPTION 3

## PHASE 2

- Expands intake/release and visitation areas
- Adds reception housing
- Relocates Sheriff's Office and Emergency Management



# REVIEW OF OPTION 3

## PHASE 3

- Implementation of rest of the 2016 Program





# OPTION 1 & OPTION 3 COMPARISON



Option 1, Phase 1



Option 3, Phases 1 & 2

# OPTION 1 & OPTION 3 COMPARISON

	OPTION 1		OPTION 3		
	P1	P2	P1	P2	P3
Medical/Mental Health Beds	●		●		
Restrictive Housing Beds	●		●		
Youthful Inmate Housing	●		●		
Decommission Ferris Center	●	●	●		
Jail Diversion	●	●	●		
Decommission CCB	●		●		
Reception Housing	●		●	●	
Intake/Release Expansion	●	●	●	●	●
Sheriff's Office/EMO - move out	●		●	●	
Sheriff's Office/EMO - move in		●			●
Programming Space	●	●	●		●

- Complete Program
- Partial Program
- No Change

# STAFFING PLAN AND OPERATING COSTS

- Developed staffing plan and operating costs based on:
  - The full 2016 program
  - For each option by phase
- Developed staffing plans and operating costs based on County adjustments
- All costs are 2015 dollars
- Based on average under roof daily population – 757 inmates



# STAFFING PLAN AND OPERATING COSTS

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- Key Staffing Plan Reallocation and Attributes
  - Specialized treatment and services for medical and mental health
  - Expanded programs and services
  - Operation of youthful inmate housing unit
  - Specialized positions that presently do not exist
  - Additional supervisors

# STAFFING PLAN AND OPERATING COSTS

- Operating Costs and Staffing Plan – Option 1 & Option 3
  - Except for Option 3 Phase 1, the Dane County adjusted operating budget and staffing for each phase of the 2 options proposed is less than the current DCJ operating budget
    - Operating costs savings: \$353K – \$660K

	Current DCJ	Option 1		Option 3	
		Phase 1	Phase 2	Phase 1	Phase 2
<b>Budget</b>	\$35,272,618	\$34,893,709	\$34,612,359	\$35,777,977	\$34,919,471
<b>Total Staff</b>	288.1	285.7	284.3	292.9	286.6
<b>Total Beds</b>	1,013	938	944	922	950
<b>Savings</b>	-	(\$378,909)	(\$660,259)	\$505,359	(\$353,147)

# OPINION OF PROBABLE PROJECT COSTS

Construction Cost  
+ Inflation  
+ Owner contingency  
+ Soft cost\*  
Project Costs



\*Soft cost includes furniture, fixtures & equipment; testing; legal fees, Owner's insurance; Owner's project administration; Owner's transition; and design fees

# PROJECT COST COMPARISON

## Opinion of Probable Project Costs

	OPTION 1	OPTION 2	OPTION 3
Phase 1	\$89.23M	\$140.46M	\$75.19M
Phase 2	\$62.12M	\$24.12M	\$23.86M
Phase 3			Unknown
Total	\$151.35M	\$164.58M	\$99.05M*

### DIFFERENCES

- Close Ferris Center
- Tray prep/scullery
- Huber Changeover
- Inflation
- Jail diversion
- Security operations

\* Option 3 Costs do not represent the full 2016 Program

# CONCLUSIONS

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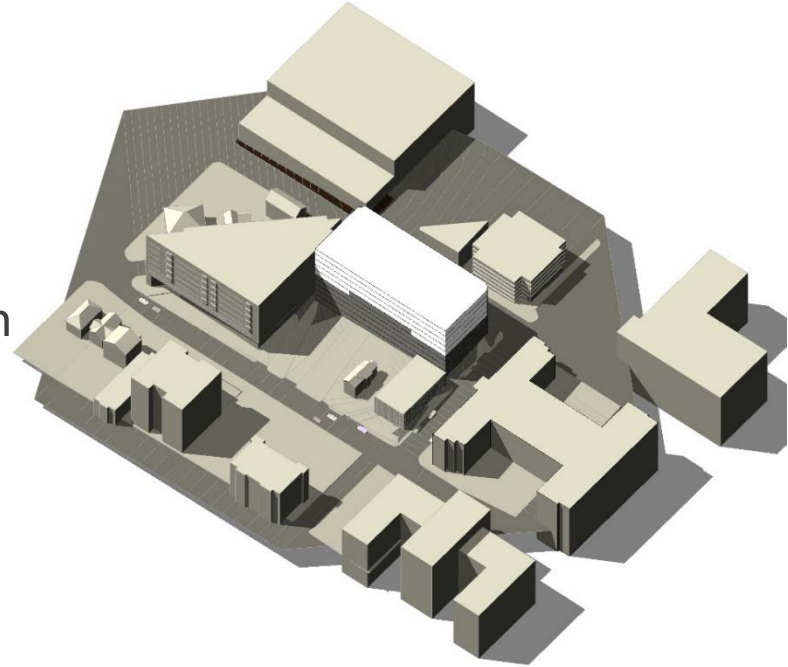
- Option 3, Phase 1 provides the most immediate solutions to the pressing needs:
  - Critical medical/mental health inmate housing
  - Youthful inmate housing
  - Specialized housing for inmates presenting security/safety and/or personal vulnerability risks
  - Increased programming space
- Reduction of beds
  - Operational challenge to classify and appropriately house inmates
- Video visitation in Option 3, Phase 1
  - Other options can be explored which may reduce programming space, reduce beds, and/or increase staffing



# CONCLUSIONS

Complex construction project due to:

- Building on top of a 24/7/365 occupied secure jail in an urban location
- PSB cannot be vacated during construction
- Small downtown site (makes construction more difficult and more expensive)
- Limited site and building opportunities



# CONCLUSIONS

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- Creates specialized housing for Medical/Mental Health and Youthful inmates
- The CCB and Ferris Center will be decommissioned
- Increased program space
- No anticipated inmate boarding out of County for duration of construction
- Sheriff's Office and Emergency Management will not need to be relocated in Phase 1

# CONCLUSIONS

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- A jail that is safe, code compliant, and current with national standards and practices
- Increased efficiencies in operations
- Provides spaces for enhanced programming opportunities
- Allows for implementation of the NIC Inmate Behavioral Management program
- Reduced capital costs

# DANE COUNTY JAIL UPDATE STUDY



## Thank You



# WHAT OPTION 3 WILL PROVIDE

- A replacement of the CCB Jail and Ferris Center
- A jail that is safe, code compliant and current with national standards and practices
- All inmates at one downtown location
- Huber inmates – close to work and public transportation
- No anticipated inmate boarding out of County for duration of construction
- Efficiencies in operations and staffing

