DANE COUNTY JAIL UPDATE STUDY

Presentation to the Dane County Board
June 15, 2017
INTRODUCTIONS

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Pulitzer/Bogard

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Pulitzer/Bogard
GOALS

• 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 3rd 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

• Jail Population Analysis
• Criminal Justice Work Group Recommendations
  – Pretrial Demographic Average Length of Stay Analysis
  – Demographic Analysis of Bail Amounts
  – 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

- Dane: 204.8
- Nationwide: 91.7
- State
- Miami Dade, FL
- Harris, TX
- Bexar, TX
- Passaic, NJ
- Sedgwick, KS
- Milwaukee, WI
- Volusia, FL

Full Incarceration Rate
Pretrial Incarceration Rate
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:

<table>
<thead>
<tr>
<th></th>
<th>Black</th>
<th>White</th>
<th>Other</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mean</td>
<td>27.6</td>
<td>21</td>
<td>19.8</td>
<td>23.4</td>
</tr>
<tr>
<td>Median</td>
<td>5</td>
<td>3</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>Inmates</td>
<td>24,644</td>
<td>40,271</td>
<td>1,454</td>
<td>66,369</td>
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</tbody>
</table>
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PRETRIAL DEMOGRAPHIC LOS ANALYSIS

- 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
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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

• 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

• 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

- 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

- 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

• 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

<table>
<thead>
<tr>
<th>Opportunity</th>
<th>Best Case ADP Impact</th>
<th>More Realistic ADP Impact</th>
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</thead>
<tbody>
<tr>
<td>Mental Health Diversion</td>
<td>16</td>
<td>2</td>
</tr>
<tr>
<td>Fugitive Safe Surrender</td>
<td>5</td>
<td>0</td>
</tr>
<tr>
<td>Diversion Based On Charge &amp; Criminal History</td>
<td>17</td>
<td>2 - 5</td>
</tr>
<tr>
<td>Diversion Via Initial Appearance On Weekends</td>
<td>5</td>
<td>0.5 - 1</td>
</tr>
</tbody>
</table>

- ‘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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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

<table>
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<tr>
<th>Month</th>
<th>Base Projection</th>
<th>With 20% Peaking &amp; Classification</th>
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<tbody>
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<td>Jul-17</td>
<td>762</td>
<td>914.4</td>
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<tr>
<td>Jul-21</td>
<td>753</td>
<td>903.6</td>
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<td>Jul-25</td>
<td>751</td>
<td>901.2</td>
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<td>Jul-29</td>
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<td>905</td>
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<td>Jul-33</td>
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<td>906</td>
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<td>Jul-37</td>
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<td>Jul-45</td>
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</table>
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CONCLUSIONS

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

WHY WE NEED SPECIAL MENTAL HEALTH AND MEDICAL HOUSING
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

• 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
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

<table>
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<tr>
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<th>OPTION 1</th>
<th></th>
<th>OPTION 3</th>
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<td></td>
<td>P1</td>
<td>P2</td>
<td>P1</td>
<td>P2</td>
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<tr>
<td>Medical/Mental Health Beds</td>
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<td>Restrictive Housing Beds</td>
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<td>Youthful Inmate Housing</td>
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<td>Decommission Ferris Center</td>
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<td>Jail Diversion</td>
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<td>Decommission CCB</td>
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<td><img src="green.png" alt="Green" /></td>
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<td>Reception Housing</td>
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<tr>
<td>Intake/Release Expansion</td>
<td><img src="yellow.png" alt="Yellow" /></td>
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<tr>
<td>Sheriff's Office/EMO - move out</td>
<td><img src="green.png" alt="Green" /></td>
<td><img src="green.png" alt="Green" /></td>
<td><img src="red.png" alt="Red" /></td>
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<td>Sheriff's Office/EMO - move in</td>
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<td>Programming Space</td>
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</tbody>
</table>

- **Complete Program** ![Green](green.png)
- **Partial Program** ![Yellow](yellow.png)
- **No Change** ![Red](red.png)
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

• 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

<table>
<thead>
<tr>
<th></th>
<th>Current DCJ</th>
<th>Option 1</th>
<th>Option 3</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
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<td>Phase 1</td>
<td>Phase 2</td>
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<tr>
<td><strong>Budget</strong></td>
<td>$35,272,618</td>
<td>$34,893,709</td>
<td>$34,612,359</td>
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<tr>
<td><strong>Total Staff</strong></td>
<td>288.1</td>
<td>285.7</td>
<td>284.3</td>
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<tr>
<td><strong>Total Beds</strong></td>
<td>1,013</td>
<td>938</td>
<td>944</td>
</tr>
<tr>
<td><strong>Savings</strong></td>
<td>-</td>
<td>($378,909)</td>
<td>($660,259)</td>
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</tbody>
</table>
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

<table>
<thead>
<tr>
<th>Phase</th>
<th>OPTION 1</th>
<th>OPTION 2</th>
<th>OPTION 3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Phase 1</td>
<td>$89.23M</td>
<td>$140.46M</td>
<td>$75.19M</td>
</tr>
<tr>
<td>Phase 2</td>
<td>$62.12M</td>
<td>$24.12M</td>
<td>$23.86M</td>
</tr>
<tr>
<td>Phase 3</td>
<td></td>
<td></td>
<td>Unknown</td>
</tr>
<tr>
<td>Total</td>
<td><strong>$151.35M</strong></td>
<td><strong>$164.58M</strong></td>
<td><strong>$99.05M</strong></td>
</tr>
</tbody>
</table>

* Option 3 Costs do not represent the full 2016 Program

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

• 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

• 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

• 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
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