

**National Institute of Corrections
Jails Division**

Local Jail and Justice System Assessment

Camden County Georgia

Woodbine Georgia

February and March 2010

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NIC TA 10 J1029**

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Disclaimer

RE: NIC Technical Assistance # 10J1029

This technical assistance activity was funded by the Jails Division of the National Institute of Corrections. The institute is a Federal agency established to provide assistance to strengthen state and local correctional agencies by creating more effective, humane, safe, and just correctional services.

The resource persons who provided the on-site technical assistance did so through a cooperative agreement at the request of Camden County Sheriff Tommy Gregory and through the coordination of the National Institute of Corrections. The direct on-site assistance and the subsequent report are intended to assist the criminal justice system of Camden County in addressing the issues outlined in the original request and in efforts to enhance the effectiveness of the agency.

The contents of this document reflect the views of Mr. Alan Richardson and Mr. Tom Weber and do not necessarily reflect official views or policies of the National Institute of Corrections.

1. Introduction

National Institute of Corrections' (NIC) contracted consultants Tom Weber and Alan Richardson conducted a Local Jail and Justice System Assessment of the Camden County justice system operation, located in Woodbine Georgia, during February and March 2010. There was an initial visit scheduled between February 1st and 5th that was interrupted after the first day on site due to an unforeseen medical problem that arose with one of the consultants. A return trip was scheduled to complete the project and this work was conducted between March 22 and March 25th.

The following report contains information that is both specific to Camden County as well as other general information that is intended to be educational and informative to the reader. This is with the hope that the general information is illustrative and provides assistance to Camden County officials with managing their own system in the future. This report should be considered a first-step guide for the process needed to develop and reach future goals for the justice system.

Special thanks go to Sheriff Tommy Gregory, Jail Administrator Captain Larry Hamilton, Administrative Assistant Lori Whitlock as well as the entire Sheriff's Office, which supported and guided this work and ensured the success of the onsite visits. Thanks also go to the individuals of the many individuals and offices that took time from their schedules to meet for interviews and otherwise assist in this project.

II. Forward

The goal of this effort is to enable Camden County officials involved directly and indirectly in the criminal justice system, to assertively manage their local system. As part of that management process, all local justice system offices should be considered principal stakeholders in the future development of all law enforcement, jail, court and local community corrections programs, policies and practices. The process should give these officials and the community an idea of how much relevant information, knowledge and talent already exists in the local community. Such information can be used to create a more modern management system, focusing on the development of more efficient programs and policies. This will ensure public safety is provided in the most cost effective manner and with specific goals in mind. All policies and actions across the system must be examined with the Camden County Justice System Mission in mind, and for "net public safety gains for the overall community" rather than focusing on any one part of the system. The long term goal would be to create or reshape a justice system that applies equitably to all citizens of the county, and allows for a greater sense of effectiveness and efficiency. This would result in a balanced and fair system, along with an increase in public safety and satisfaction.

While the Sheriff, as a policy maker, can influence the jail population in a number of ways, the Sheriff has less impact than many of the other members of the criminal justice system such as judges, prosecutors, and criminal defense attorneys. Others, including law enforcement officers, probation officers, and other court services officials also influence the jail population.

Whether Camden County officials and community members decide to expand jail alternative programs, build additional beds to an existing jail, or build a new facility entirely, (or a combination of solutions), they may repeatedly find themselves in difficult management situations if they do not create a permanent local criminal justice management process. This process would regularly examine the entire criminal justice system and make adjustments and improvements to system operations. As part of any successful management process, all aspects of the justice system impacting the jail population, (which is ultimately the output of the criminal justice system process), should be regularly examined and adjusted as necessary, to be successful.

This Local Jail and Justice System Assessment should be viewed as a first step in a long expedition, and this report will provide recommendations for the course of this journey. The report should encourage Camden County to develop a process allowing the advancement of its justice system. The follow through and success will be measured in small steps and over a period of time.

Typically, this report would include data and information provided by various Camden County criminal justice system practitioners. Member-agencies in the Camden County criminal justice system are in need of a comprehensive, automated data collection instrument, with corresponding report writing ability. The only way a jurisdiction is capable of making informed decisions to effectively manage their system is through information that is accessible, credible, manageable, and is based on accurate data entry. As will be discussed later in this report, it appears the county currently is not in a very good position to accomplish the task of clean, clear and easily analyzed data, throughout the entire justice system. There are significant examples of charted data that should be considered in the future to begin the process of becoming effective system analysts. Data has been examined and placed into simple charts with the intent of illustration and education. For much of this report, charts do not contain data from Camden County, and therefore is only illustrative in nature. This analysis is not intended to be a substantive study of the Camden County criminal justice system but rather to present sample information about the local criminal justice system, and about the process needed to better manage that system. This analysis should be viewed as the first step of a longer analytical and problem-solving process. This report is designed for the Camden County criminal justice officials, other experts called upon in the future, and officials and citizens not familiar with criminal justice issues to utilize this report as they move forward with their efforts to make improvements in the system.

III. Executive Overview

The Camden County Jail, originally opened in 1987, is in very good cosmetic condition, on the exterior. The interior shows signs of age and deterioration expected with a 23 year old facility that was originally designed with a maximum capacity of 120 beds. Since 2000, it has been housing far greater numbers and at the time of this site visit, there were 174 inmates housed in this facility, and another 20 inmates housed in the substation located in Kingsland, GA., for a total of 194 incarcerated inmates. In about 2006, the facility was modified to provide 64 double bunks in the dayroom areas of the housing units to allow for greater housing capacity. This has had a significant impact on use, operations, inmate and staff morale in the jail housing areas. This expanded double bunking decision raised the maximum bed capacity to 164 beds. Currently, the facility greatly exceeds and operates not only over its recommended operating capacity of 102 beds, but also over the design capacity of 120. Despite the facility being over populated with inmates and relatively well kept, it contains older technology and many design flaws that make the current facility less than optimal in efficiency. This jail is constructed and operated with a linear design in the booking and holding areas, and podular indirect supervision housing units in the main housing area of the jail. As a result of the design, it has built-in design inefficiencies that negatively impact operational flow, and jail policy and practice. The current facility has a generally good appearance, is structurally sound, but in need of regular maintenance or replacement of many of the mechanical features and key support equipment such as air handling, kitchen and laundry.

Despite having an approved written policy and procedure and competent staff and supervisors, it is impossible to reduce the negative impact the facility design and crowded inmate conditions is having on the operation and the jail environment itself. The Sheriff Office Jail Staff is nearly fully staffed, and is well equipped, but may also suffer from some inadequate staff performance because of inadequate staff training, attitude of low morale, and inconsistency in practices, in general. This can be typical in jails that are over operational capacity.

The jail is currently experiencing a shortfall in the amount of available space and beds for housing their own inmates, and is considering housing inmates in other jurisdictions. Should this happen, the estimated cost to the county is \$50 per day, per inmate. This does not include all of the additional costs of transportation, transport officer labor, vehicle use and fuel, or staff time (probation agents, investigators, and defense attorneys), for travel and time spent in other jurisdictions to meet with inmates housed out of county.

The Jail facility is located as part of the larger county courthouse campus located in Woodbine. Camden County is already in agreement with an architect, to explore building additions to the current jail building and site location. Design of an addition to the current facility, and construction of a new jail or justice complex have been the

considerations thus far, but it appears there is more momentum to move forward on the addition of an annex to the current jail, as a short term response to the rising jail population. In regards to meeting the current justice system use patterns and resulting jail population demand, the current jail facility is not adequate to meet the daily needs of Camden County.

In addition to local crime levels, the jail population is the result of the professional practices and philosophy of the individual justice system offices. Although long term data was not available to support the theory, but based upon a cursory review of the data and the interviews with jail staff and other professionals, it appears the majority of inmates in the jail are classified in two areas; those comprised of defendants held in jail on unsentenced classifications of pre-trial or pre-sentence status, and those who are post sentenced but awaiting transfer to a Georgia State Department of Corrections facility. Many of these unsentenced individuals are held on cash bonds originating out of Magistrate and Superior Court. During this visit, there were 194 inmates in jail, with about 50% unsentenced, and of these, most are felony level offenders.

The local court authorities realize the impact a slow or inefficient court case process flow has on the jail population. They have made a concentrated effort to modify the individual case problems (such as the individual review of specific cases that have great length of stay in the jail or court calendaring system) to reduce the impact on the jail population. Built in court case flow inefficiencies can contribute to high unsentenced population levels in the jail.

While officials appear to be supportive of process changes to address jail population and court case flow related issues, they also support the construction of additional jail beds. The consultants realize statewide changes may be required to improve the court process and system of court operations. However, such changes will require more time than what Camden County has available. Therefore, Camden County is wise to develop their own operational protocols and practices, within state driven mandates, for meeting the local demands and needs of their own system.

Camden County is relatively progressive in terms of leadership and staff ability, skill set and training, and willingness to maximize use of technology to address the public safety concerns and issues. While there were definite limits to the amount of data available to the consultants to support the project data needs, it appears the information systems used in individual offices may have adequate data collection capacity, but are inadequate in communicating between offices and reporting ability to assist in a broader form of justice system management.

A review of County population census information shows an increasing general population, and a local economy and county government that has successfully faced financial challenges in the past, with sound financial management. An increasing general population, and instability in the economy and housing markets of the region will cause some complications and unpredictability in providing for justice system planning,

but for the most part, active planning should bring about better managed outcomes for the jurisdiction, if they so choose.

The current justice system situation needs immediate attention by way of justice system master planning, with serious consideration given to a number of areas that will have other associated costs. Those costs, in the long term, will be less expensive than building and staffing an over-expanded jail facility. A comprehensive master plan and system changes should be the guide to any construction or addition of jail beds. The justice system as a unified whole, must begin management of all their resources in such a way that will best meet the needs of the inmates, of the justice system and of the community. This is not to say that more jail beds are not needed. The opposite is in fact true. However, building a large jail will not overcome the long-term challenges as a full continuum of services should be developed to manage justice system needs.

Individuals and agencies from many local justice system offices indicated a strong desire and willingness to work cooperatively with each other now and in the future. This is positive movement in itself. However, this too will require a significant amount of cooperation, coordination and leadership to guide the work to secure a common vision, goals and objectives to determine the most effective way to accomplish the agreed-upon mission. Quantitatively, this will demand improved data collection, improved sharing of information, additional needs assessments, strategic planning and ongoing evaluation. Qualitatively, it will require individuals put their egos and political agendas aside, and provide mutual respect, understanding, coordination and compromise. This request for Technical Assistance was the first step in this process and the work all individuals invested in the Local Jail and Justice System Assessment should be applauded.

For the most part, the sources of information for this project and the report were provided by Camden County government and staff.

IV. Request for Assistance

Sheriff Tommy Gregory and County Administrator Steve Howard requested the assistance of the National Institute of Corrections (NIC) Jails Division to help Camden County officials examine their criminal justice system. Mr. Michael Jackson, NIC Corrections Program Specialist, responded to Camden County's request by having the county submit a request for a Local Jail and Justice System Assessment (LJJSA). This allows the community to select consultants to carry out a review of their jail and criminal justice system.

For this event, Camden County officials chose Tom Weber and Alan Richardson. They are private consultants working with NIC and the Department of Justice. They specialize in analyzing and managing local criminal justice systems, jails, and developing management teams and information systems.

The consultants worked with the Camden County Sheriff's Office to coordinate the local systems analysis effort, which included an attempt to collect whole system data, setting appointments to interview key people, and arranging for a community meeting. Specifically, the technical assistance providers worked with the Camden County officials to:

- ★ Prepare a request for information from county and state officials,
- ★ Review information collected and prepared by these officials,
- ★ Collect additional data and prepare it for presentation,
- ★ Tour and assess the existing facilities,
- ★ Meet with County Board Commissioners, Department Administrators and supervisors, and key members and employees of the various system offices,
- ★ Explore local criminal justice system processes, management and management information systems,
- ★ Review system-wide data collection and analyze needs,
- ★ Learn about the County's criminal justice, system-wide management processes,
- ★ Assess Camden County's capacity to develop or modify its criminal justice components in a way that enhances the system and improves outcomes,
- ★ Observe, assess and recommend future options for Camden County in regards to internal development of justice system functions,
- ★ Present and discuss information about current jail use. This included such issues as community correction program options, court case processing issues, law enforcement practices, prosecution and defense case screening and management, non-local jurisdiction agency issues, pretrial and bond issues, sentencing policies, the impact of state laws, etc.,
- ★ Prepare a report of findings and recommendations.

V. General Observations

Milestones of the Camden County Jail

- 1987-Original construction completion of the Jail, total beds of 120.
- 2000 Inmate ADP (124) exceeds maximum design capacity.
- 2009-First Jail Study Group meets to begin the process of facility planning. Effort ends with plan to construct annex to existing structure. Ground breaking tentatively set for July 2010.
- Late 2009-Sheriff Gregory and County Administrator Steve Howard request NIC Technical Assistance for Local Jail and Justice System Assessment and the NIC supported assessment is conducted early in 2010.
- 2010 – There are 9 law suits originating from the jail pending, (at a cost of \$90,000 thus far).
- Notice has been provided to the Sheriff Office of 15 more suits are in the early process, of filing.

A. The Camden County Jail and Justice System.

1. There are few alternative-to-jail resources available and used throughout the county. This could be greatly expanded.
2. The County has highly skilled professionals throughout the entire justice system.
3. Within the County criminal justice system, there is currently a willingness to cooperate among agencies.
4. The County has successfully faced financial challenges over the years, without accumulating long-term and debilitating debt.
5. Widespread recognition among justice agencies that a crowded jail condition exists and some type of response must be developed.
6. There appears to be no agreement on the solution; to either expand the current facility, or replacement and relocation of the facility at an alternate location, as the solution to bed space needs.
7. There is a level of both frustration and contentment with the status quo.
8. There is a great demand for the time of Justice System Leaders to work in their own roles in the system but limited time to work on systemic issues. This creates a dilemma for other justice system priorities and system management issues for things such as; funding, jail population, facility and program planning and other considerations or functions.
9. Most leaders have the same thoughts and goals in mind:
 - a. Providing for Public Safety in the most cost effective and efficient manner.
 - b. Building confidence in the system by encouraging community support and understanding the system as fair and equitable.

- c. Addressing the needs through the most socially and politically acceptable methods.
10. All agencies collect information for their own operational needs, but there is no mechanism in place for information sharing for daily operations and ongoing system-wide management. Information systems are not "integrated"
11. Advanced technology and equipment are not being used at maximum efficiency i.e.: Information Systems, and monitoring inmate or community supervised offenders and movement, etc

B. Justice System Personnel:

1. Key leadership in many agencies is professional, dedicated and recognized for their individual efforts.
2. Agency heads and others are optimistic, concerned, and willing to make changes that are necessary to try to administratively impact the jail population and improve the functions of all justice systems agencies.
3. All agency heads are committed to improving the Justice System operation as a whole. There appears to be commitment to making the Camden County justice system as effective as possible in spite of high caseloads, difficult schedules, and adversarial positions as a circumstance of the judicial process. They are good at individual office efforts, but they need help with systemic cooperation.
4. Justice System Leaders also recognize the need for positive working relationships. This can cause problems when the desire to maintain personal relationships may get in the way of making tough professional decisions.

The Consultants used a standard interview format in order to maintain as much continuity in the information-gathering process as possible. Because of the unique positions that each of the individuals hold in the community, there are obvious needs to expand upon the line of questioning in some instances.

With the exception of the comments made by the Sheriff, all interviews are held in confidence with the understanding that no responses will be attributed to an individual. The following is a collective summary of the feedback that was received during these interviews:

- The Sheriff's described his desired outcome for this Technical Assistance event
 - Wants an honest assessment of conditions
 - Wants to live within American Correctional Association (ACA) standards
 - Wants to be able to properly classify inmates

Other summarized comments from interview participants:

- The system here moves at a glacial pace.
- The DA, Clerk of Court, and Public Defender work at light speed.
- There is apathy on the part of some citizens towards the Criminal Justice system issues. They have a throw-away attitude towards people that make mistakes.
- Would like to see a "jail liaison" position to work with DA's Office
- The biggest problem with the inmates is a lack of education.
- The jail houses a lot of desperate people.
- Tensions among inmates are high due to crowding.
- Jail staff has low morale.
- There is a lag time of 3-4 months to move inmates that receive prison time to the DOC
- There are currently 50 inmates awaiting transfer to the DOC (25% of jail population)
- Inmates with mental illnesses slow the system.
- Jail space has not grown with the growth of the county population.
- Nepotism and egos get in the way.
- Most inmates in jail need to be there. The minor offense, non-violent offenders bond out quickly.
- Camden County agencies all use different, stand-alone software systems. None of the systems are compatible with the others.
- There is a concern for officer safety in the jail.
- Would like to see the formation of a public safety council.
- A critical issue for the local system is poor communications.
- A cramped jail environment contributes to chronic, physical ailments of the inmates.
- We need to protect the public. We struggle with having to release one inmate to make room for a new inmate.
- All Criminal Justice components should examine themselves to determine if they are being as effective as they can be.
- For meaningful change to take place, all parties must collaborate and work together.

Commentary:

Camden County is fortunate to have a justice system with very dedicated professionals who show a strong interest in working together to better manage the system. These same people admitted the local politics, personalities or "egos" that exist can get in the way of doing their justice work. There has been no discussion on how operations and personal relationships can co-exist, while improvements and efficiencies are maximized. Most leaders have held their positions long enough to bring stability and a historical perspective to their offices and the justice system as a whole. The County has staff with the skills and talent needed for future partnerships in the management and operation of the local justice system.

C. Local Government

1. The County Administrator and the Board of Commissioners recognize jail crowding as a major concern. The Board is the ultimate decision-maker regarding renovation or construction of the jail facility. The County Board has effectively and successfully dealt with past county finance issues. They continue to be willing to work collaboratively to find solutions to existing jail crowding and justice system issues. Adding more jail beds to manage the justice system outcomes is costly, and has not been receiving overwhelming support of community members. There must be a concerted effort by all justice system agencies and the County Board of Commissioners to provide the best and financially balanced strategies to crime and social problems in the community, while addressing public safety concerns, and still providing sufficient jail beds.
2. Many justice system offices operate under various real and/or perceived "State Mandates" or other "Guidelines". This can impact financial and operational decisions and give the perception that local officials cannot control or manage their own system. Efforts need to be made to clarify those requirements and restrictions in order for county officials to determine options for future planning efforts. Additional discussion should take place regarding the operational practices and procedures within those requirements to move towards identified goals.
3. The traditional response to mandates or guidelines has been to address the mandate by individual office rather than through a systems approach. The county will undoubtedly have to fund increasing costs associated with housing inmates in their own jail, through staff labor costs and construction, if the jail count remains at recent years' levels. An option would be to house inmates out of county but this too is costly and has a high degree of unpredictability. This current situation provides an opportunity for the justice system agencies to engage in discussions and efforts to expand the placement of appropriate offenders into jail alternative programs. These options would be less expensive and restrictive than the jail, and also provide for better social outcomes.

Commentary:

The Camden County area has been impacted by the same national economic downturns in property values, finances and cost of living, and shrinking industry losses that have been evident in communities throughout the country. In spite of these issues, the county financial condition is believed to remain in sound condition, due largely to effective management by the County Board and County Executive Staff. Planning for jail needs should be addressed in a Comprehensive Master Plan that is approved by the County Board. Planning must include the County Board,

other stakeholders from the local government executive and legislative branches, and of course representatives from the justice system branch. All must address these issues while fulfilling their other duties and responsibilities, and a team-managed approach is necessary. There are many competing interests for available public dollars and the costs to manage the existing jail population represent serious challenges requiring action in the immediate future.

Jail and Justice System planning is a long process. Even though funding is a tremendous factor in jail construction and operations, the entire system plan must be in place before cost estimates can be determined for a facility. The purpose and use of the facility must be understood and the needs to be met must include far more than just incarceration. Investing in additional space and staff for jail alternative programs or making court procedural changes to reduce the levels of inmates held in unsentenced status can bring about significant changes in jail bed space needs and demands, if done correctly. Additional jail bed space must also be part of the solution but incarceration cannot be the only response for criminal conduct and for system planning. All of these considerations factor into the local "correctional philosophy". In Camden County, there has not been a concerted effort to engage in this type of discussion or to develop a strategic plan establishing the justice system and jail use philosophy. This report will hopefully stimulate that type of discussion and planning.

The discussion must begin with and end with these three questions:

- Why do we incarcerate?
- What purpose does the jail now serve?
- What purpose would you like to see the jail serve in the future?

In answering those questions, the local correctional philosophy will become clear, and the use of the jail and other offender response mechanisms will become defined and allow the most effective and cost efficient jail and program designs.

VI. Jail Inspection; Observations, Findings and Recommendations

In order to meet the standards of the jail overview aspects of the Local System Assessment, the consultants utilized a "Facility Assessment Checklist" to assist in a thorough examination. The use of this instrument ensures all facets of the operation are addressed and there is uniformity in the observations of the physical facility.

The elements of the checklist follow:

1. Staffing/Operations
2. Master Control
3. Intake/Release
4. Housing – General Population
5. Housing – Special Needs Populations
6. Health Care
7. Visiting
8. Exercise/Recreation both Indoor and Outdoor
9. Programs and Services
10. Food Service
11. Laundry
12. Commissary
13. Maintenance/Plant Systems

The following are the observations and recommendations of the consultants.

Jail Facility and Operation Impressions:

- a. The Sheriff, Jail Command Staff, Jail Staff must be recognized for the excellent job they perform in spite of an inadequate, inefficient and crowded jail.
- b. Jail staff morale was reported as low. This can be attributed to many things, including: long hours, lack of training, high turnover, restricted over time, multiple duties, etc.
- c. The jail shows evidence that the staff attempt to provide levels of respectable living conditions for inmates, despite the physical design limitations of the facility. Overall cleanliness and sanitation is a concern. Routine repairs, preventative maintenance and detailed cleaning need to occur.
- d. The Jail has critical space shortages.
 - a. For inmate housing and required square footage
 - b. Programming- including conference, education, intervention, visitation spaces, recreation
 - c. Office space and support-document management
 - d. Booking/Intake/Holding/Discharge areas
 - e. Sally Port

- f. Staff break rooms, training space, locker rooms
- g. Inmate laundry
- h. Emergency and other equipment storage
- e. The jail has operated above the maximum design capacity since 2000.
- f. The current resource for the Jail Data analysis is sufficient for collection and general analysis, and may provide beneficial data for day-to-day jail functions. The ability of the software report writer for the system is generally labor intensive, and not helpful for operations management and evaluation.
- g. Given the inefficient design, and perhaps due to staff effectiveness, the jail has experienced few "major problems", to date.
 - a. Inmate assaults on staff and other inmates are reported as minimal.
 - b. Inmate attempts towards self-harm are infrequent, especially given the number of mentally ill inmates in the facility, the lack of inmate programming, and adequate segregation and observation for special needs inmates.
- h. Serious safety and security issues exist with the design of the 1987 constructed jail. Because of these issues, inefficiencies remain today.
 - a. Newly arrested inmates are processed and move through an intake area that is poorly designed, too small, crowded, dangerous and potentially disruptive to the entire operation of the facility.
 - b. Hallways are cornered and somewhat narrow, have limited or fixed CCTV monitoring, with minimal ability to track inmate movement beyond direct supervision and escort.
 - c. Is labor intensive with little benefit to inmates or staff.

Housing Units:

- A. The facility is a Linear, Indirect Supervision design, with dayrooms outside individual cells. Double bunking occurs in the dayroom areas.
- B. The CCTV (video monitoring) in the cell blocks are monitored by staff that also has other assigned duties.
- C. Because of space limitations, inmates appear to be in control of the jail environment most of the time.
- D. Inmates are free to move about in the block dayrooms for most hours each day, and are provided outdoor recreation daily, depending on weather.
- E. Dayroom activities are limited to television, board games or cards, but this has essentially become a congested housing/bedding area.
- F. There are critical air handling issues leading to potential spread of communicable disease due to the lack of fresh air exchange. This is a health concern for staff and inmates.

Is this true?

padding note

Master Control

- A. "Master Control" functions are managed primarily out of two areas, adjacent to the public lobby and inmate housing, instead of one central location. The Master Control area should serve as the nerve center for facility operations.
- B. The Door Control System is outdated, and cumbersome, and has an inefficient design.
- C. Also serves as observation point for the mentally unstable/suicidal inmates by way of CCTV.
- D. Shift Sergeant is posted in Master Control. Shift supervisors are more effective and better utilized when they are able to move about all areas of the facility.

Health Care

- A. On-site medical care is provided by a contract provider. Nursing staff are on-site 16 hours a day.
- B. In the event of a medical emergency, transport to a local medical center occurs.
- C. Medications are delivered by nurses to the inmates, as ordered by the attending physician and packaged by the nurse. Meds are available at a billable cost to inmates, and not denied if indigent.
- D. Psychiatric and Dentist visits are available in local offices but require security staff escorts.
- E. Medical staff is willing and able to provide training to correctional officers and inmates.

Visitation

- A. Three visiting windows, located in one room, are available for non-contact public visiting through glass and handsets. This program design requires escort by security staff.
- B. There is limited control and visibility/observation of visitation by staff due to design limitations.
- C. As there are no additional staff on-duty during visitation, staff are required to prioritize their duties during visitation, due to escort responsibilities.
- D. There are limited areas for contact between attorneys, Probation Officers, or other professionals. These limited accommodations also require staff escorts of inmates. This may cause delays and discourage attorney visits. It may also impact professional attitudes about the jail and operations, with a net effect on court operations and case flow.
- E. There is no direct communication to Master Control from these visiting areas.

Programs and Services

- A. Almost non-existent due to space and staff shortage. This misses the opportunity of a captive audience.
- B. GED, AA and Ministerial services are offered to inmates as voluntary programs, and as approved by staff. Space restrictions can impact participation levels.
- C. Requires supervised and planned volunteer movement into the secure envelope of the jail.

Food Service

- A. Offered on-site through meal preparation and staging by a jail cook.
- B. Meals are provided through a local vendor.
- C. Meals are approved by a nutritionist or dietician.
- D. Storage of food items and dry goods is organized, efficient; utensils are well controlled and monitored.
- E. All meals are served in the cell blocks, and delivered by staff.

Laundry

- A. Equipment and physical capacity of wash and dry units are limited due to space restrictions. These are very small areas in need of upgrade and expansion.

Mental Health Treatment and Programming

Jails have many intended and unintended uses. Mental Health and Special Needs Inmates create special problems and concerns. The jail is relied upon heavily to address the "problems" with this population in this community.

- A. Mental Health Inmates create special program needs and staff levels with a coordinated response.
- B. The Camden County Jail experiences problems housing mentally ill inmates, and is relied upon to address mental health problems for the community.
- C. The facility was not designed to provide for many safeguards for housing this special population.

Substation Jail Observations and Findings

- A. The Substation located in Kingsland Georgia, is a building that is in a poorly maintained condition, but with tremendous potential.

- B. The Substation may provide several options for future alternative use, i.e. day reporting, work release, sanction center, transitional living, social detoxification, probation center, etc.
- C. While policies are the same, practices at the Substation are not consistent with those of the main jail in Woodbine.

Jail Population and Capacity:

On March 24, 2010, the jail population was 194 inmates, with 174 of these being held in the Main Jail in Woodbine, and another 20 inmates held at the Substation in Kingsland. Typically the majority of the inmate population is male offenders. Female inmates generally make up approximately 10 to 15% of the Average Daily Population (ADP). In very basic terms, the Camden County Jail is not sufficient to meet the daily needs and use pattern of the Camden County Justice System, as it now operates. Between 2000 and 2009 the ADP has grown from 124 to 207 inmates. In 2006, the Average Length of Stay (ALOS) was 18.3 days. Since then the ALOS has risen to 25.5 days.

- A cursory examination of the available data indicates that almost 50% of all jail inmates are being housed unsentenced, either through Probation Holds or through factors that may be able to be addressed administratively by the Prosecutor and the Courts.
- Another jail population that is over represented appears to be those inmates in post-adjudication status, awaiting transfer to a State Department of Corrections center or facility.

There needs to be a comprehensive master planning process that includes much more than jail design and expansion. The entire justice system, and each individual office, needs to take responsibility for specific roles in this master planning process. As stated earlier in this report, the justice system stakeholders and the community must come together to begin and end the planning process with the following three questions:

- **Why do we incarcerate?**
- **What purpose does the jail now serve?**
- **What purpose would we like to see the jail serve in the future?**

Only then will Camden County be better positioned for the future.

As part of the planning, it is recommended Camden County Officials attend the National Institute of Corrections training entitled "Planning of New Institutions", as well as visit facilities meeting American Correctional Association Standards for accreditation, to help guide their planning efforts.

VII. Observations and Findings of the Camden County Justice System

1. Data and Information Management Findings

Inconsistencies in software applications, networking ability, local event or person identifier number, time frames for data analysis, terms, and definitions, and other conditions will complicate the overall ability to effectively measure overall Justice System changes over time. There are many software programs being used that provide bits and pieces of needed information, but there is little interconnectivity or interfacing between these programs. Also, report writing capabilities of these software programs is greatly lacking.

2. Community Corrections Observations and Findings

- A. The State of Georgia Department of Corrections is responsible for all felony level probation and parole services. They adhere to strict standards for clients and staff, as outlined in State Statutes.
- B. There are no pre-trial release supervision services available.
- C. Pre-sentence investigations (PSIs) are ordered in almost every felony matter, except in rare events. DOC reportedly feels that if inmates are held out of county due to overcrowding in the jail, there may be unnecessary delays in completing PSIs because of the inmates housed out of county.
- D. Most misdemeanor and traffic probation cases are supervised by one of three different private providers of probation services. Each of the courts, Probate, Magistrate and Superior, contract with different providers for delivery of services.
- E. There are other program and service providers that the consultants did not meet with, including mental health services, substance abuse services and domestic violence interventions. Almost all of these services are either self-paid or insurance-paid and few "free" resources are available to address these needs.

3. Courts Observations and Findings:

- A. The judges are generally respected and recognized for being fair and equal in the treatment of defendants.
- B. Superior Clerk of Court feeds data to a statewide information system. This provides some ability for local case flow analysis, although this does not occur on a regular basis.

- C. Probate and Magistrate Court records do not interface with each other or with the Superior Court.
- D. Policies and procedures that will improve efficiencies throughout the system will need judicial support.
- E. Attempts to resolve individual court cases early in the process require a cooperative effort, and can improve efficiencies in court case flow and scheduling for that specific case. Each judge from each court division does engage in individual case management strategies to assist with jail population issues.
- F. Mechanisms should be developed to institutionalize and streamline the case flow for the entire case load, and not just individual cases.

4. Courts Security Observation and Findings

- A. There is an acceptable amount of security provided in the courthouse. There are:
 - Consistent entry screening processes
 - Controlled entry and exits
 - Full time bailiffs
 - Key and door card control policy
 - Back up or additional staff as needed
 - Emergency alert system, cameras, etc
- B. There is one significant issue with the transfer of jail inmates to court. After entering through the secure rear entrance, inmates are escorted through a mechanical room and maintenance storage area to the main lobby, and then on to court. This was not an operational plan at the time of courthouse design and construction and it does have security impact. It is a staff and inmate safety issue and since the courthouse is relatively new, modifications to the transport practice should be made, even if it requires renovation.

5. District Attorney (Prosecution) Observations and Findings:

- A. The office is recognized for its efficiency and professionalism.
- B. The District Attorney Office (DA) supports the need for additional assessments to improve processing efficiencies.
- C. The Assistant District Attorney (ADA) not only manages her staff and the operations of the Camden County office, but also carries a prosecution caseload.
- D. The DA is key to criminal court case flow. To be successful in system-wide management, the DA will need to support court operational changes through an approach that will encourage expedient disposition and movement of the cases through the court system.
- E. Factors beyond the DA's control can impact case processing, (crime lab processing, investigation follow up, defense attorney schedules, etc).

6. Law Enforcement (LE)

- A. Municipal Law Enforcement are key members of the county Justice.
- B. There is pressure on Law Enforcement to proactively address community crime concerns
- C. The inmate booking area and intake procedures are a concern for LE, and may cause unnecessary labor consumption.
- D. Incidence of crime is reported to be closely connected to alcohol and substance abuse, as well as family violence.

7. County Board of Commissioners and the Executive Staff:

The County Administrator, Mr. Steve Howard, and the Board Commissioners have been engaged in the jail crowding issue for many years. As is often the case, without significant changes in justice system practices, new jails tend to fill very quickly and population levels often rise to crisis levels. This is typically referred to as the "build it and they will come" syndrome. In the case of Camden County, the 1987 jail was opened with less beds available than capable of meeting future needs. For all intent and purposes, the jail has lived its useful life and served the county well. Had it not been for a bed shortage, the jail would not be considered for replacement despite all its other shortcomings. Local leaders recognize jail crowding as a major concern and realize efforts need to be made to reduce the population by appropriate administrative remedies in addition to the option of building new jail space. The Board of Commissioners are the ultimate decision-making group and authorizing funding source in moving a jail or justice center project forward. Although these legislative leaders may have different values or beliefs than the judicial branch leaders, they continue to work cooperatively with justice system agencies to find solutions to jail crowding and other system problems.

8. WHAT IS THE FUTURE?

Planning is necessary for both individual offices and as a unified Justice System Body.

Negotiation and compromise must be part of the process.

Operations must be managed through a collaborative process.

VIII. General Justice System Recommendations

A. Preliminary Recommendations:

- 1. Establish a current jail usage plan, utilizing current State of Georgia, Department of Corrections minimum standards as a guide. (Existing Jail)**
 - a. Before approving an addition to the current jail, or constructing a new facility, establish a current and future jail usage plan, utilizing the detailed observations and recommendations in the report to be provided from the NIC Local Jail and Justice System Assessment to guide the future course of action.
 - b. Implement population management and jail release mechanisms to achieve and maintain the operational capacity ¹level (102 inmates).
 - c. Determine the most appropriate use of funds for population relief: Housing Inmates out of county; developing alternative programs or policies; or developing a Transition and Activation Plan for the proposed Annex. There are many costs associated with each option.

- 2. Establish a future jail design and usage plan, utilizing current American Correctional Association Minimum Standards as a guide. (Proposed Annex)**
 - a. Utilize the detailed observations and recommendations in the report to be provided from the NIC Local System Assessment to assist in guiding and determining the future course of action.
 - b. Review historical design information for past planning efforts.
 - c. The Annex, if constructed, should only be used as a short term tool to provide immediate relief while allowing time to complete a comprehensive, long-term, correctional master plan.
 - d. Develop population management strategies to maintain operational capacity limits for the entire facility and jail function. Implement inmate population management, to include housing inmates out of county, and utilize jail release mechanisms to

¹ **Operational Capacity:** typically 80-90% of a facility's design capacity. The remaining 10-20% is used for the classification and segregation of inmates, the arrival of new admissions, and the continuing maintenance and repair of facilities. Once a facility's average daily population approaches the operational capacity, it is advisable to prepare plans to accommodate the additional inmate population. This may mean boarding inmates in other county facilities, consider more aggressive use of community corrections, early releases, and/or the addition of jail beds.

achieve and maintain the operational capacity level, at all times in the future.

3. Establish a future jail design and usage plan, utilizing current American Correctional Association Minimum Standards as a guide. (Long-Term Plan)

- a. Utilize the observations and recommendations detailed in the report to be provided from the NIC Local Jail and Justice System Assessment to guide and determine future course of action.
- b. Implement Total System Planning and Facility Planning Processes, to include all space needs (programs and jail).
- c. Develop a Site Selection Matrix with agreed upon objective weighted values to assist in site selection.
- d. Apply for the Planning of New Institutions (PONI) training.

4. Create the Camden County Criminal Justice Coordinating Council (CJCC) with specific mission and goals.

- a. Formally organize the CJCC with organization structure, rules of operation, membership, etc.
- b. Provide leadership staff the time needed to support the CJCC and for member participation.
- c. Provide skilled and paid staff for CJCC operational support.
- d. Develop a strategic plan for the CJCC and prepare a total criminal justice system management plan for the community.
- e. Critical elements of a successful Criminal Justice Coordinating Council (CJCC):
 1. Authorized by Local Government or Judicial Body
 2. Leadership by effective chair
 3. Broad-based membership
 4. Paid professional staff support and operational expenses
 5. Has a defined Mission, Vision and Values
 6. Has defined goals and objectives
 7. Strategic plan in place for the CJCC operation itself, and the CJCC develops strategic plans for the enhancement of the system
 8. Information driven body
 9. It has community and justice system agency support
 10. Action, process and outcome focused

5. Recommendations for CJCC potential projects.

- a. As a group, "answer the three questions"

Why do we incarcerate?

What purpose does the jail now serve?

What purpose would we like to see the jail serve in the future?

- b. Follow up with a Technical Assistance request to National Institute of Corrections for CJCC development and attendance at PONI.
- c. Focus on CJCC organization/formation/membership
- d. Identify small challenges for quick success to build momentum and consensus.
- e. Develop a strong information base, with credible data and meaningful information regarding the jail population, court case flow, jail operation costs, etc.
- f. Plan for county-wide information sharing.
- g. Develop leadership and staff support for the CJCC.
- h. Bring Law Enforcement from throughout the county into the system-wide management process.
- i. As a group, document the system wide-issues, needs, gaps in service, and challenges.
- j. Develop and rank priority goals and issues to be addressed as part of an overall action plan.
- k. Establish research and development team for each specialized area of the action plan (Work groups).
- l. Document all accomplishments and setbacks.
- m. Complete a Mapping of the Justice System with Process and Policy Review.
 - 1. Identify strengths, weaknesses and inefficiencies in the processing of cases through the system
 - 2. Better understand the policies that guide the agencies within the system
 - 3. Assess the daily practices for consistency with policy that guides the daily business of the agencies and the system overall
 - 4. Identify the resources (sanctions & programs) available to respond to criminal behavior
 - 5. Assess the impacts of any proposed changes
 - 6. Complete an analysis of Process and Program Options.

Process options -- Practice or policies that impact the efficiency of the case process

- 1. Impact speed of case processing
- 2. Impact cost of sanctions and programs
- 3. Impact use and duration of confinement in detention

Program options -- interventions for specific offender populations intended to help meet system goals

- 1. May address specific social problem
- 2. May improve offender competencies/skills
- 3. May help hold offenders accountable

4. Provide less restrictive and less costly options

n. Conduct an Information System Mapping Analysis.

All Justice System Offices participate in identification of key data elements needed to properly manage the entire justice system, at the 7 key decision points of;

1. Arrest/Referral
2. Decision to hold pre-trial
3. Case Filing
4. Decision to Prosecute
5. Trial/Adjudication
6. Sentencing/Disposition
7. Sanctioning/Discharge

In each area, analyze the specific key decision point in the following areas:

- Identification of individual office source of information.
- Agree as to what the data is needed and what it currently means.
- Agree to what the data goal will mean in future analysis.
- Determine how data analysis will occur and who will conduct it. Determine how often it is needed.
- Determine the cost and benefit of providing software and information sharing interface between systems or developing more labor intensive practices for data recovery.

o. The CJCC should establish a formal community information and education plan to ensure that the public is aware of all efforts by the county agencies to address jail crowding and justice system issues. This must be an on-going effort. Information to be shared should include:

1. Follow up with the NIC TA request for the redevelopment of the CJCC and for participation in jail planning training events.
2. Focus on CJCC organization/formation as this can be the problem solving process and body to bring about local action steps.
3. Identify small challenges for quick success to build momentum.
4. Identify targeted goals, for some standard of time to criminal case disposition, for specific offense types.
5. Review the court docketing and scheduling process and find consensus on future scheduling process that will reduce time to disposition.
6. As a group, document the system wide issues, gaps in service, and challenges.

7. Develop and rank priority goals and issues to be addressed as part of an overall action plan.
- p. Mandatory and expected participation of CJCC members at CJCC meetings, to allow decision making to occur in a timely manner.
1. Ensure that agency department heads dedicate time to support the council's work, and that agency staff are there with the authority to set policy for their agency.
 2. Provide a paid professional staff person dedicated at least half-time to the work of the CJCC.
 3. Schedule meetings on regular basis, at least monthly, with agendas that are developed by the membership and distributed with meeting minutes in advance of each meeting.
 4. Appoint a broad-based membership that represents all justice agencies, local government and community members.
 5. The CJCC cannot intrude upon the independence of each agency function or operation, but focuses instead on system wide issues.
 6. Fund the operational expenses of the council as these, with the exception of staff support, should be minimal.
 7. Make the CJCC "Action Focused" utilizing action plans developed during strategic planning, based on well developed agendas, and documenting the work of the council completed within established timelines.
 8. Ensure that there is widespread community knowledge and justice system agency support for the CJCC efforts.
 9. Incorporate a public information component to invest the community in justice system issues and the processes.
 10. Develop an information collection process defining the data and information systems needed to serve the CJCC and staffs of the various agencies. The council must be information driven in all of their work.
 11. Collect and Analyze Crime, Arrest, Jail, Court and Program information. Information review must become routine.
 12. Critical information/data needs and their sources must be identified for operations.
 13. The CJCC Management Process needs to be defined and established, formalized through a facilitated group formation planning process where such things as; roles, responsibilities, group rules and expectations, mission and purpose and methods of operation will be clearly defined and agreed. Camden County should request follow up Technical Assistance from NIC or fund the formation session costs with their own financial resources.

B. Regardless of the decision regarding a CJCC, the following actions should occur:

1. Implement a Strategic Plan for the Justice System: For the Justice System Operation, develop a strategic plan and prepare a total criminal justice system management plan.

- a. The strategic planning sessions should be facilitated by an expert in these processes as well.
- b. Establish a Mission, Vision, Values, and Prioritized Action Plans with one and three year goals, and responsible parties to act.
- c. Establish defined goals and objectives, based upon addressing needs and gaps in service, and utilizing existing assets and strengths.
- d. Complete action plans for the implementation of the strategic plan that are well defined, prioritized, attainable and within designated timelines.
- e. Incorporate an information and data collection system that provides capabilities to analyze how the justice system agencies manage workload, effectiveness and efficiency of operations.
- f. One of the *objectives of strategic planning* is to evaluate the cause and effect of crime within the community, and design and manage intervention programs for the justice system. The intent should be to support the entire justice system, not just the jail, courts, or other independent aspects of the system. Annual strategic planning sessions must be official meetings with an explicit agenda and participation by all justice system key members.
- g. Future data analysis and performance evaluations should be focused on Camden County ONLY, not other jurisdictions! There are too many variables for comparisons across county lines. The "best" comparison occurs when Camden County is equipped to compare themselves to themselves over the measurement of time.
- h. All future planning should include a process that examines all elements of the justice system. The system needs to be viewed as a collective whole.
- i. *Consider retaining a criminal justice planner before approving architectural drawings, to assist with:*
 - System Mapping.
 - Needs Assessment to include alternative program and physical space needs, space utilization analysis, as part of any proposed architectural program.
 - Program space to match offender needs.
 - Court case flow operational analysis.
 - Jail operation flow analysis and program needs.
 - Comprehensive Master Planning.

2. Provide additional, or expand existing, evidenced based jail and community corrections practices and programs that will positively impact the effectiveness of the intervention, and reduce jail crowding. This should include all pre-trial and post conviction defendants/offenders. Following are some examples for consideration:

1. Expanded Community Service
2. Drug Court
3. Mental Health Court
4. Day fines
5. Day Reporting
6. Work release and monitoring
7. Pre-trial/Bonding release and monitoring
8. Mental Health Programs
9. Expanded use of electronic monitoring
10. Drug and Alcohol treatment programs
11. Life Skill Training
12. Anger Management Courses
13. Parenting Skills, and
14. Explore and research other appropriate "best practices" available for model review and consideration that are readily available for consideration of implementation.

C. Information and Technology System Needs:

1. Advance the value and use of information management systems to improve data collection, analysis and system management support.
2. Establish protocols for the collection of current data needs to support system wide operations, operation management and process and outcome evaluations. Begin collecting this data immediately so that it becomes available for future analysis.
3. Increase the use of current technology available to improve efficiencies throughout Justice System, such as:
 - Jail inmate monitoring.
 - Increased use of electronic and community-based offender monitoring.
 - Improved Information and Communication systems.
 - Data collection and analysis.
 - Offender Drug Testing.
 - Video court appearances
 - Drug testing,
 - and many more

D. All future planning should include a process that examines all elements of the justice system. The system needs to be viewed as a collective whole:

1. Begin a review, and develop plans to address individual office efficiency and needs in the greater Justice System:
 - Overall Space Needs
 - General Office Space Needs
 - Staffing patterns
 - Staff roles, duties and responsibilities
 - Equipment replacement and upgrades
 - Staff performance and work loads
2. Provide pre-service and in-service training and cross training within offices and among different agencies when appropriate.
3. Engage in planning to provide for all criminal justice facilities needs.

E. Offender Assessments and Best Practices:

1. Develop Program and Offender Needs Assessments.
2. Utilize findings of the Offenders Needs Assessments to guide program development utilizing "best practices."
3. Visit other jurisdictions which have implemented correctional practices that have been proven by "evidence based practices and research" to be effective in working with offender populations.
4. Adopt or modify existing instruments in the corrections industry to provide a format for offender risk and needs assessments in Camden County. Modify program design concept of those programs showing promise, to meet the needs of Camden County, while maintaining the core requirements for evidenced based results.

F. Consider use of a combined staff position to provide CJCC support and offender program support (Case Expediter):

1. May have dual role as staff support for CJCC. Must have skills with several offices.
2. May provide Bail/Bond evaluations or other program supervision.
3. This person will provide the work product for the CJCC and assist in program and agency coordination, and program expansion, which should result in jail bed days saved.

Concluding Comments:

It is evident there are many strengths and some weaknesses to the Camden County justice system. Weaknesses are due largely to issues revolving around built-in system inefficiencies effecting court case flow, a shortage of jail bed space, and the under utilization of offender pre-sentence and post conviction programs. Although effectively addressing some of these issues may be costly, other changes can be made at little or no cost and these can have a major impact on jail population and system workloads. Just

addressing the need for jail beds or “Doing nothing” should not be considered as possible options for this community, as this has the long term potential to be much more costly than any of the recommended actions.

Regarding the Jail specifically, steps must be undertaken immediately to plan for future needs. The jail does not have the capacity to serve the needs of Camden County and serves as a great risk to operate. The county citizens cannot ignore the reality the jail is in a crowded condition. Careful analysis needs to follow to determine how many jail beds are needed, for what purpose and classifications, and at what cost.

The strengths of the justice system community have been pointed out in many aspects of this report and cannot be overemphasized. Staff in every agency are dedicated to their work; there are many examples of energetic professionals who are ready and willing to do their part to make the justice system in this county as good as it can be. With the enthusiasm of the agencies, staff and county officials have exhibited during the Local System Assessment, all things are possible that can lead to a more cost effective and efficient criminal justice system. The desire is present and now is the time to proceed with a planned change process through more effective organization, improved capacity of knowledge, well developed action plans, and coordinated and planned efforts. Agency support, in the form of dedicated staff to bring about the proposed changes and to reach the desired outcomes guided by community interests and values, is needed to accomplish system wide and community goals.

Supporting Information for the Report

IX. Community Background

Camden County is located in the south eastern area of Georgia, a part of the state that had been growing rapidly between 1980 and 2000. This growth is attributed to the expansion of the Kings Bay Naval station and also because the county is a bedroom community to the closely located and larger metro area of Jacksonville Florida. The population of the permanent residents of the area is currently estimated at 51,000. Between 1980 and 2000 the county population increased astronomically, by more than 165%. The current estimated population resides on a territory of 630 sq. miles of land, gives the county a population density of 69 people per square mile. Median age of residents is 31.8 years old.

Table 1	1980	1990	2000	2008 est
Population	13,371	30,167	43,664	47,641
% Change		125.6%	44.7%	3.3%

Camden County has an ethnic population of about 80% percent of the population white. African Americans represent about 18%, Hispanic are 2% of the population, and other races and multi racial make up about 1% of

the general population. Almost 13% of those residing in the area are of German descent, another 11% claim Irish heritage, and 8% are English.

The general population's age distribution is very important when examining the criminal justice system. Males tend to be the most common gender appearing in Camden Courts and in jail populations, so this general age category data should be monitored.

Table 2: Camden County drill down on Males and the Age of Males for 2008, and based on 22,632 total males and 47,641 total 2008 estimated population.

Age Category	County % of total male population	Georgia % of total male population	National % of total male population
Age 5 or younger	6.2%	7.1%	7.1%
Age 6 to 14	13.0%	14.0%	14.0%
Age 15 to 24	12.0%	14.7%	14.8%
Age 25 to 44	26.6%	29.1%	28.5%
Age 45 and up	42.8%	34.9%	35.4%

Chart 1. Camden County Male Population by Age Distribution in 2008.

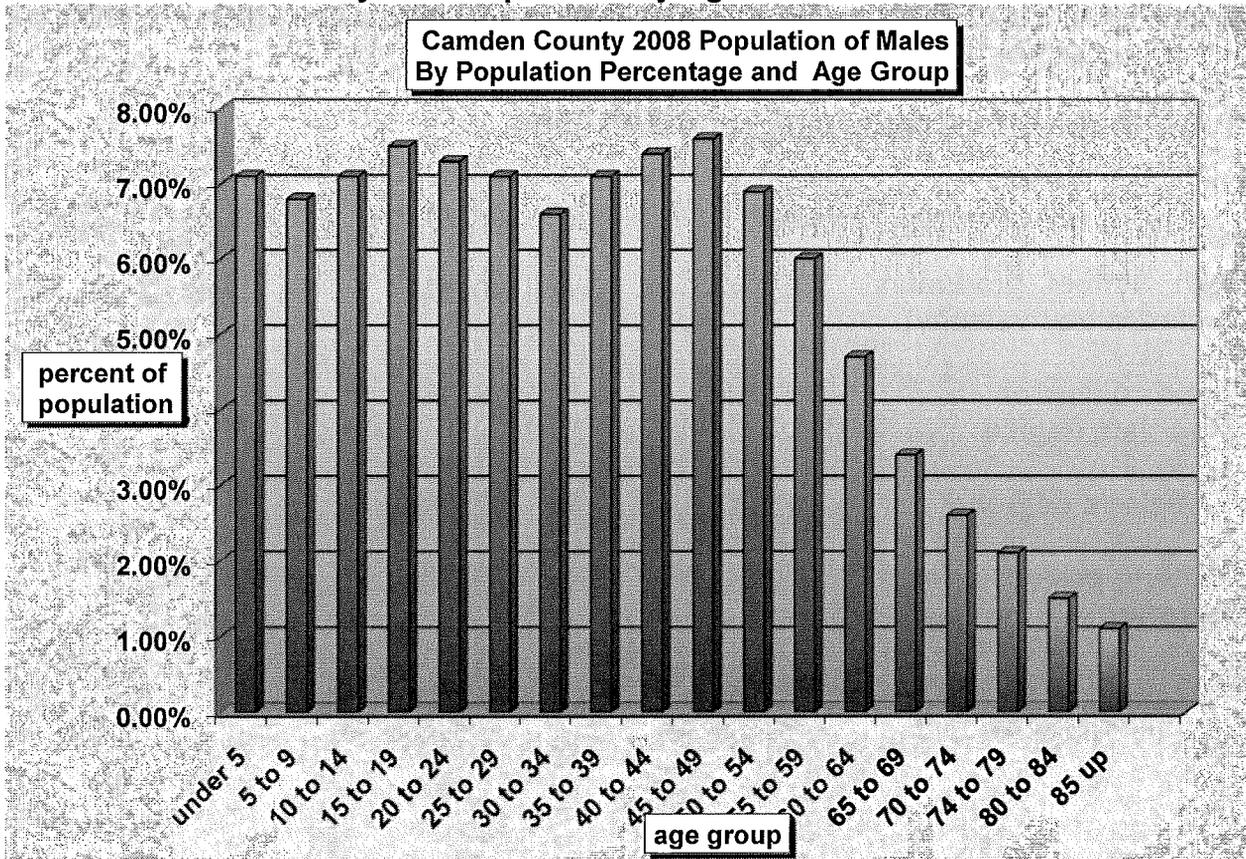


Chart 1: Camden County Age Distribution, 2008. This Chart shows the ages of males residing in the entire county population, per the findings of the last estimated census in year 2008. It shows a high percentage of residents is in the child raising ages of 25 to 54. This then also shows a rising trend with the age population under age 24, likely the children of the other major age groups. The population between age 18 and 44 is the age group that generally represents the far greatest number of inmates in the jail. Of that group, it is typically the ages of 18 to 25 that will consume the greatest amount of jail beds. It is particularly important to track the changes in the general population in specific age groups to plan for changes in jail bed needs. As part of this, it is important to review the changes in the characteristics and numbers of the age groups approaching the typical jail ages. The consultants did not examine the historical information regarding the age groups of the Camden County Jail inmates, but this task should be undertaken.

Education:

Research shows that lower levels of achievement in education and vocational areas are criminogenic factors that contribute to offending behavior. Camden County is average in comparison with a high level of education achievement as high school graduates, and also as those not completing high school. Post high school achievement levels are low compared to State and National figures. High School graduation levels are often the threshold used for determining offender risk and needs.

Table 3: Camden County education drill down.

Achievement Level	Camden County % of total Population	State % of total population	National % of total population
High School graduates (includes equivalency)	34.6%	30.0%	30.2%
Some college or Associate degree	34.5%	26.0%	28.1%
Bachelor's degree	11.9%	17.6%	16.9%
Masters, professional or doctorate	7.3%	9.5%	9.3%
Less than High School Diploma or equivalent	11.6%	17.1%	16.0%

Economic Summary Review

The community economic conditions appear to show a fairly stable pattern. While county poverty levels are estimated at 12.3%, this is low compared to the current state's estimate of 14.7%. Poverty levels are also indicators of criminal tendencies. Wages and employment levels appear somewhat consistent with the state averages. Personal per capita is \$21,733 in Camden County, which ranks somewhat higher than the state's per capita of \$21,154. There is a median household income of \$51,985 which is somewhat higher compared to the state average of \$50,834. Median home value is estimated at \$85,300 in Camden compared to \$111,200 in the state. Unemployment or under-employment are risk and need factors contributing towards criminal conduct, and should be monitored by age group, gender and race, and compared to current jail populations. Current county information on unemployment was not readily available, but this is another dynamic variable that will assist in forecasting future jail bed space needs.

X. Crime and Criminal Justice in Camden County

Camden County's population has been steadily increasing for the past 20 years. One issue is determining whether the increase in population should lead to a corresponding increase in the consumption or need for jail beds. An increasing general population could account for significant increase in jail population levels, but this is not always the case. As an example, many retirement communities in the nation have had huge increases in population with the relocation of the aging baby boomers, yet the crime rate and need for jail beds did not match the area's population increase. Changes in laws and in certain economic and demographic factors of the general population are the usual causes for fluctuations in jail population levels. Changes in the age demographics, especially if the crime-prone ages are increasing – and if they're not all college students, can cause significant changes in the population levels of jails. College students are not typically great contributors to jail populations, but their same age group is often the highest contributor to inmate numbers. In the last 4 years, the average daily jail population levels in the jail have risen by almost 19%. It is unknown if the number of complaints, arrests and charging events during this same time frame also show a same level of increases, as that data was not collected or analyzed for this project, this is only a cursory analysis. However, it is apparent the jail population and the general population levels have both increased, but perhaps not at the same rate of increase. It has been discovered during these same last four years, the inmate Average Length of Stay (ALOS) has increased from 18.6 to 25.9 days per stay. It will require a more comprehensive analysis to determine the reasons for the significant increase in Average Daily Population (ADP) rates, and the indicators and cause contributing to it.

One of the concerns mentioned during this project assessment was the need to review and address projected costs associated with housing Camden County committed inmates' in the long term future. While there has been no history of housing inmates out of county to date, costs could become a grave concern if jail population management strategies are otherwise ineffective and if there is an inability to construct jail beds for current needs, and housing inmates out of county is the only viable option remaining. The long term availability of jail beds in neighboring counties and the costs for those beds use is largely unknown and difficult to predict. Current daily inmate housing costs across the country range from \$40 to \$150 per day, per inmate. The dollars spent for potentially housing inmates out of the Camden County jail could become a concern to many if it is not already. This appears to be a factor that is driving the local discussion about a new jail or jail additions being considered for construction.

Reported Crimes

Citizens often confuse the issues of reported crime or crime rate, with jail crowding. This leads to the belief that if the jail population is growing then so is crime. Professionals within the criminal justice system understand that it is often *not*

necessarily the case. The complete crime picture in Camden County was not analyzed for this report as data was not readily available from every law enforcement reporting agency. It is also unknown if all the Law Enforcement Agencies collect the same information or in the same manner. FBI Uniform Crime Reports were designed to report the most serious and common types of offense across every jurisdiction in the United States. However, it does not track all crimes, such as drug offenses or some state misdemeanor charges that all could be having a significant impact on the Camden County Jail population.

This next chart is an example of a chart that many jurisdictions use to examine the number or frequency of all crime reports in their community. It provides a visual aid to the reader to assist with looking at fluctuations in reported crimes. This sample of reported crimes contains the eight recent years of Adult Crime Indexes as reported to and by the law enforcement agencies in that jurisdiction. Local jurisdictions can easily determine the data to be collected, be it in their own reports, the UCR reports, or a combination of reports across department lines, to be used in consistent terms and time frames for system wide analysis in the future.

Chart 2. Example County Crime Reports Index, 2000-2007.

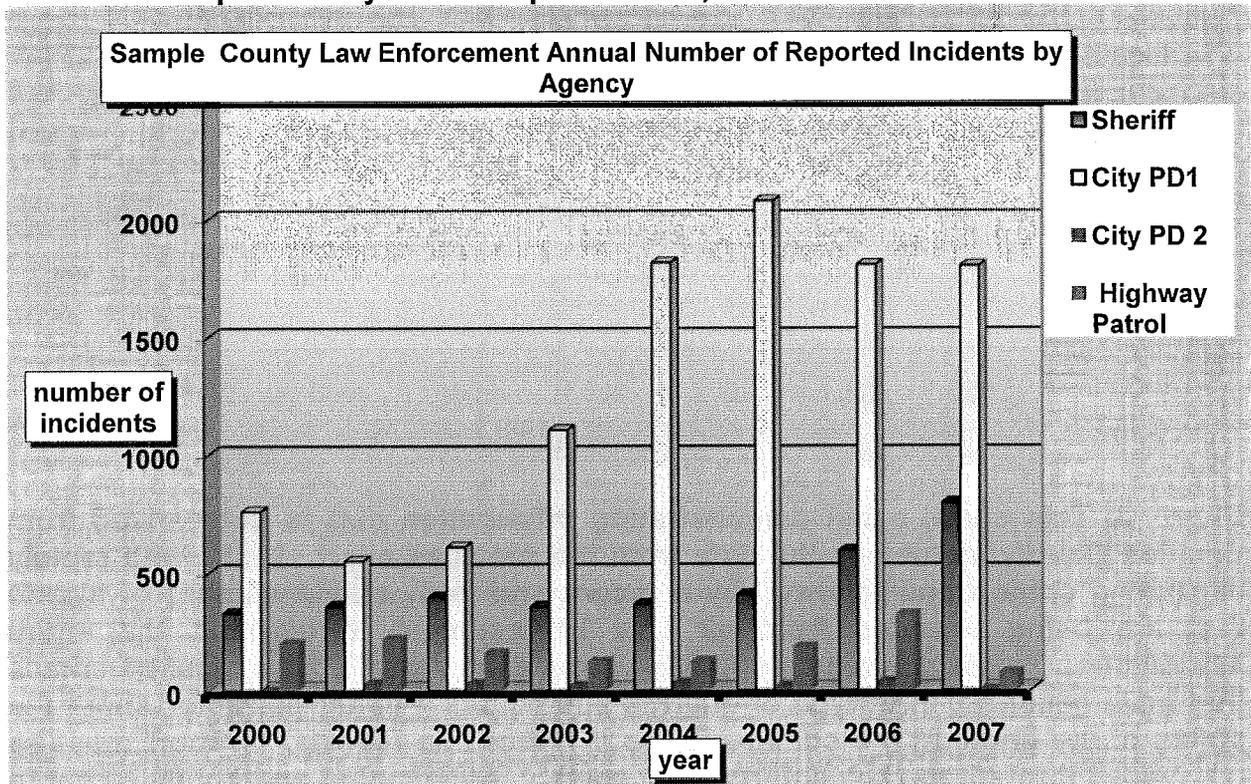


Chart 2. In this sample chart, the annual data from the most recent three years shows a steady number of total reported events in the county but the collecting agencies individual totals have fluctuated. All local jurisdictions collect and analyze arrest and charges in different, self determined methods. This might explain differences between law enforcement agencies statistics when compared

to the FBI Uniform Crime Reports and court cases filed in the county, if this is the case. The importance of this chart is to indicate the local jurisdiction must determine what crime indicators they choose to use for measurement of crime in their community and then to use it as consistently as they can across agencies and over the years, for consistent comparisons to itself over time.

Chart 3. Example County Total Number of Reported Incidents to Law Enforcement agencies from 2000 to 2007.

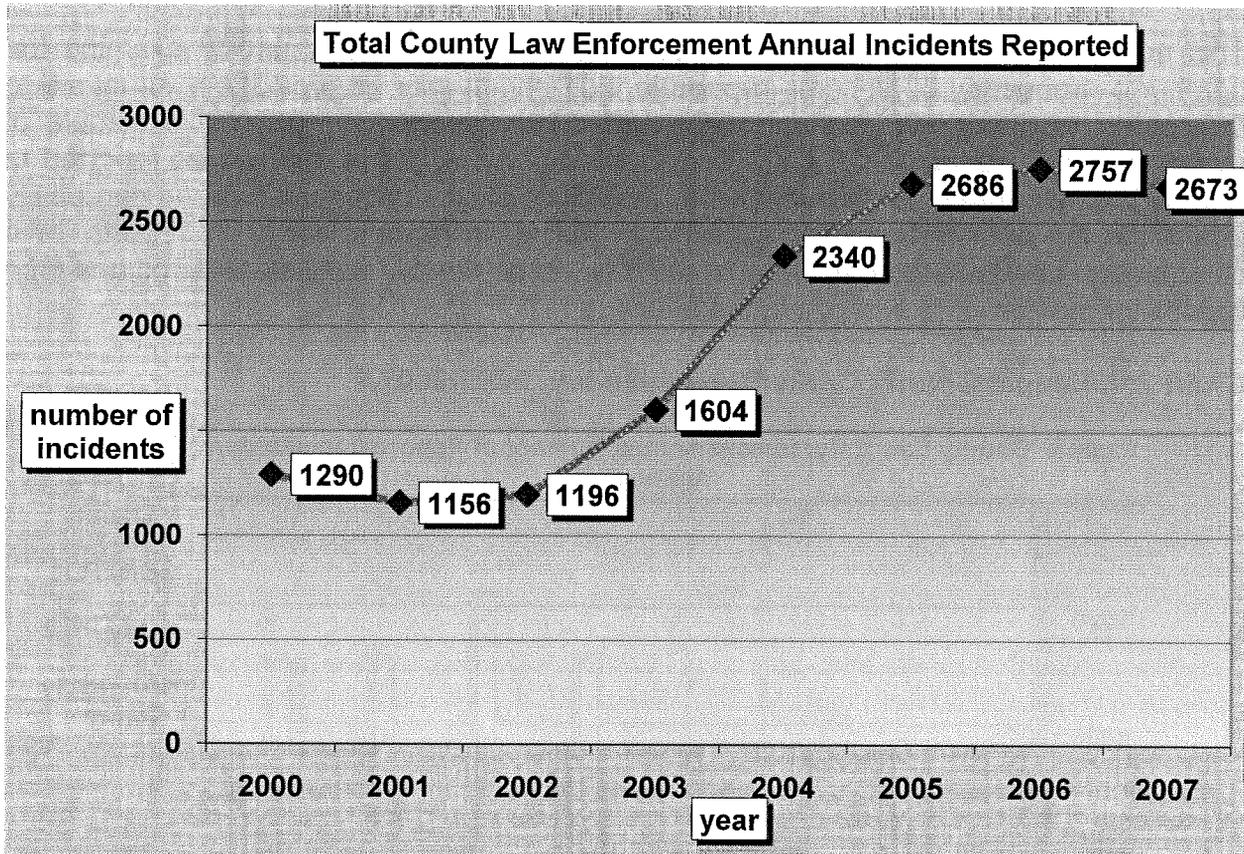


Chart 3. This chart, again demonstrating information that is not derived from Camden County, combines the data from the previous chart. It shows a rapidly escalating crime trend followed by a recent and fairly stable number of events that are being reported from all Law Enforcement, throughout the entire jurisdiction. To get the results of having inmates in the jail, there must be crimes that have occurred. This type of chart is sometimes a better predictor about the status of the crime in the community as it represents reports. A report must be processed through the law enforcement agency, prosecution and courts to get to disposition and court case flow data. A police report or local arrest can also contain information on all offense types and not just those listed in UCR. Drug offenses, vagrancy, public intoxication or any other number of offenses that may be important to track locally, are not tracked by UCR. Many other reported events do not make it to "Clearing" through the charging process, much less to conviction and sentence. Policy changes, more aggressive enforcement or more

crime events could all be possible explanations for fluctuations in crime statistics. It is important to not only measure the total crime events in the county but also where the events are being reported, how they are being processed, and the changes over time.

With the increase in citizen complaints there may or may not be increased arrests or court filings. The facts of the case as well as staff resources, time and scheduling of priorities, budget cuts, or any other number of factors can impact the decision to arrest and charge. Using arrest information in management of the law enforcement agency operation is an excellent management tool. However, it usually does not tell the whole story about what is going on in the community, only what is going on in the law enforcement agency. Booking numbers do not always accurately reflect crime reports or actual arrests, depending on the booking procedures, use of summons and court or corrections policies, or a number of other factors.

Law Enforcement

The Sheriff's Office does have patrol and law enforcement functions throughout the rural areas of the county and also will provide assistance to municipal police upon request. There was a brief meeting with the Kingsland City Police Chief Griffis. It is broadly recognized that Kingsland Police and the St. Mary's Police are significant stake holders in the county justice system operation, and the working relationship between the Police and Sheriff's Office is positive and stable.

There is cooperation between the arresting agencies and jail staff during the booking process that is not typically seen in many jurisdictions. Arresting Officers provide support and assistance due primarily to the dangerous situation that exists with the design and necessitated booking procedures. Additionally, Kingsland/St. Mary's police are required to travel to Woodbine to interview inmates held there. These types of police protocols impact general public safety and response times to emergency because these result in taking the police officer "out of service". There is of course burdened costs as well with vehicle and staff time for the required travel out of area.

Law Enforcement has as a priority to enforce the established laws, thereby providing for public safety. All agreed inmate numbers have increased in the county for a number of years and continues to be on the rise. Some of this may be due to law enforcement practices attributed to the enforcement and summons or citation issues. These types of law enforcement practices have significant impact and a cost associated throughout the entire justice system and is a good example why law enforcement needs to be involved in a system wide management effort in the community.

Those interviewed are very aware the entry ticket to the jail typically derives from community corrections agencies, law enforcement or the courts. Law enforcement is the most common way for a person to be booked in the jail. It was reported that law enforcement agencies do have some formal and informal arrest guidelines in place regarding arrest situations. For the most part, city officers utilize their own discretion in

determining conditions for arrest, and senior supervising staff monitor the arrest decisions. Choosing alternative types of responses to arrest issues may be less expensive and more appropriate than the use of the jail, but this is for the local officials to determine as they assess the purpose and use of the jail. Agreed upon Arrest Standards, combined with good jail/defendant/offender screening by all law enforcement agencies can ensure the people held in jail after arrest are "the right ones". Jail population should not influence or determine whether an arrest is made or not, other objective factors needs to drive the arrest decision.

Law Enforcement and the Courts

The Courthouse of Camden County is a relatively new and modern in both appearance and function. Its modern design does provide for most security and inmate transport considerations to accommodate Court and Court Room Security needs. Courthouse Security is provided as a regular routine. There is a controlled entry into the court house and provided security staff available for floors, to provide safety and security for employees and visitors. There is a main secure entry point offered with electronic screening devices and screening staff. This creates a safer overall situation for the public, staff and inmates as controlled entries reduce access points for security problems and contraband. There are no major issues with controlling entry and exit points for the public. However, there is the potential for public to encounter defendants in public areas while inmates are transferred into and throughout the courthouse the main lobby and adjacent mechanical room. This method of inmate transfer through the court building was developed after courthouse construction and does not match the design and operation well. It also presents some risk to staff and inmates because of the route through the mechanical areas. There should be design change to address this need as this courthouse is likely to be in service for many years to come.

The Jail Population

The Camden County Jail's Average Daily Population (ADP) *appears* to have risen steadily from the 1987 opening to the present day. The jail appears to be used equally as a pre-trial holding facility for non-convicted defendants, and those convicted and sentenced and awaiting transfer to a state facility. The Camden County jail is in excellent exterior appearance, but it is not properly maintained and is not designed to meet current jail bed population numbers. It exceeds the population numbers for intended use, and makes maintenance and operations difficult. As a general rule, jails are considered full when they reach 85 percent of capacity. This jail has exceeded that population level every day over the last several years. While there is currently no on-site Work Release Center near the jail, there is the potential for development of such a program if a converted use of the Kingsland Substation were to happen. This would also allow for extended opportunities in working with inmates on Reentry Services.

What is happening to the jail population in Camden County over time?

Camden County does collect a significant amount of jail data; however, due to software limitations, the Sheriff's Office cannot analyze the population or the impact of other offices on that population alone. Sheriff Dept staff, from line officers to the Information Technology Staff Bryan Fewox, has been diligent about data collection as part of their duties. There was a change in jail information systems in 1996, but data prior to 2000 was not available for review. The jail has many different software modules in the VisionAire information systems, and these are managed by a team of staff that share in many separate responsibilities of collecting the data, keying in the data, developing software reports for the data and maintaining hardware and networking for it as well. In no easy way, the jail has been in the process of data collection for years, and staff continues to learn system capabilities and limitations. While the jail team has been able to keep up with the data collection responsibility, it has difficulty in utilizing the data for overall operations management and evaluation reports. Data analysis has not been routine. There may be a tendency to now engage in short time frame analysis or in "snap shot review". Caution should always be used when reviewing figures that are based on one day snap shots, short term trends or short term rolling averages, as this information may not be reliable indicators of the long term history.

What follows in this report is some relevant information from Camden County, as well as some sample information, all to be used in an attempt to guide the Camden County officials in improved methods for analysis of the jail population and the justice system impact and outcomes with that population.

Measuring and tracking the ADP is not enough. Just as all the merchandise of a retail store does not sell at the same rate, neither does all elements of a jail population increase or decrease at the same rate – some parts might be going up while others are going down. There are scores of very important and very different views of the jail's population to be examined regularly. The goal to “knowing the jail population” is to encourage a better managed response system to the many types of offenders that are housed in the jail. Jails represent a symptom of what is going on in the community and in the justice system. Knowing those symptoms helps diagnosis the problems, and leads to the development of evidenced based practices and policies for offender based services.

The jail population as a whole, as well as each and every part, is controlled by two elements – **1.) how many inmates are coming in, and; 2.) how long they stay.** If a jail population is changing then one of the two, or both, are changing. If the problem is more people are coming into the jail, then officials can respond according to the elevated numbers in bookings. If the length of stay is increasing, then there is a different set of responses to be considered. Research provided through evidenced based practices, provides a variety of successful intervention responses to different types of offenders. Knowing and understanding the jail population is the foundation for the successful development of program and policy responses to the jail population levels.

Following is the fundamental formula applying to any significant sub-population of the jail. This formula can be applied to any group or class of inmates appearing in the jail, such as misdemeanor male offenders convicted of domestic violence, drunk driving females, felony theft males, etc.

$$\text{POPULATION} = \text{INCOMING} \times \text{LENGTH OF STAY}$$

If a jail population is changing then one or the other or both of the above is changing. Either more inmates are being booked into the jail or they are staying longer.

The jail population is determined by two factors only -- (1) the number of people booked into the jail (**Admissions/Bookings**) and (2) how long they stay (**Average Length of Stay or ALOS**). Together these two numbers equal the **Total Bed Days Consumed (TBD)**. Divide **TBD** by 365 and it provides the **Average Daily Population (ADP)** for the year. Criminal Justice Managers follow these three basic numbers: the jail's **Bookings or "Admissions"**, the **ALOS**, and the **ADP**.

$$\text{TBD} = \text{Admissions} \times \text{ALOS}$$

Total Bed Days show exactly how jail bed resources are used.

$$\text{ADP (for one year)} = \frac{\text{Admissions} \times \text{ALOS}}{365}$$

The analysis should focus on *ADP* as a result of *Admissions* and *ALOS*. If the population is changing then either *Admissions* are changing or the *ALOS* is changing -- or both. Charting these figures on a regular basis could provide the Camden County Officials with intelligence information. If *Admissions* are increasing then there are certain and specific effective responses to manage that event. If *ALOS* is increasing then managers have other kinds of tools to use in response. If it is both, a combination of measures can be examined.

If Camden County officials want to guide events proactively, rather than just reactively respond, they must chart the population in many ways. How would officials influence bookings? How might they influence *ALOS*? These are examples of questions that need to be answered in an attempt to understand and then manage jail populations.

A key to examining the jail population is to identify the many significant jail subpopulations to be measured.

What are the significant subpopulations in the Camden County Jail? For example, did family violence or drunk driving defendants have as significant an impact on the jail in 1987 as they do now? Drug offenders, probation violators or the mentally ill may also have relatively new levels of population impact. Camden County officials need to determine which sub-populations of the jail warrant intensive analysis.

Once sub-populations are identified, then measure ADP, Admissions, and ALOS for each one of these sub-populations (see data collection tables 5-8). For effective analyses it is simply a matter of applying the same three numbers to each subgroup. A subgroup can be any segment of the population. For example, it can be all males arrested and held for felonies or misdemeanors, battery, or drunk driving, or trespassing or disorderly conduct, or any other offense. It is at the discretion of the management team or CJCC which population group is being monitored and for what types of offense variables. It is important to know which sub-populations are affecting the jail at any one time – *over time*. The measurement of time is a necessary component to compare your own agency information to your own agency information, to measure longer term outcomes.

Pretrial inmates are impacted differently than sentenced inmates. The pretrial inmates have different data variables to be measured over time. Identifying these variables and data elements will assist in managing those populations.

Chart 4: Total Jail Bed Days Consumed (TBD) for all committed inmates, male and female, over the last ten years of data collection.

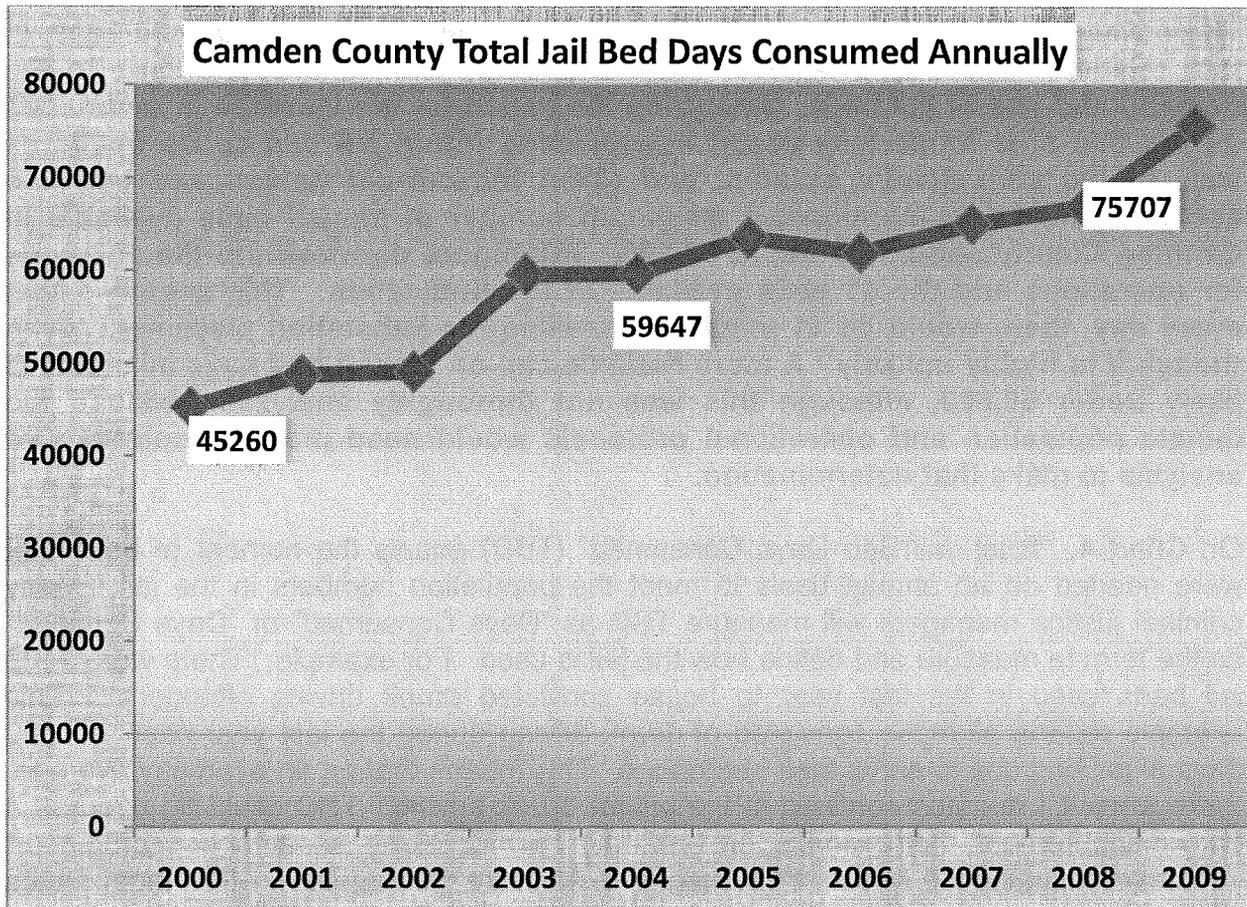


Chart 4 shows an ever increasing amount of the number of beds that are consumed in the jail annually. Assuming the Jail Operational Capacity is the maximum operational capacity of 102 inmates per day, this operational capacity would provide for a total of 37,230 jail beds days available for consumption. Assuming that the design maximum capacity of 120 was used, that would make available a total of 43,800 jail bed days. Using the current modified jail capacity of 164 beds (with housing unit day room beds), this would equal 59,860 beds available in the main jail at Woodbine. Adding the maximum 41 beds that appear to be available at the Substation in Kingsland that would add potentially another 14,965 beds to be consumed. The absolute maximum number of beds that are currently available in the entire county, with modified design use and without consideration for operational needs is 205 beds (Main jail + Substation) . This then provides for an absolute maximum annual bed availability of 74,825 bed

days. As can be seen in the above chart, the 2009 total jail bed days consumed exceeded that number by 882 bed days. Since the county did not house inmates out of county, this means inmates either slept on the floor, or stayed in the booking and holding cells for much longer than what those areas were designed for as well. It is also assumed the Substation was never at maximum capacity of 41 inmates, which exasperates the situation even more.

There was a significant spike in the need for jail beds between 2000 and 2009. In this relatively short time interval there was more than a 67% increase in the demand and use of jail beds. Analyzing the cause for the increase in bed needs during this time frame may assist in projecting future jail bed space needs as well. In the consultant's opinion, and given the current design and use and accepting many assumptions, a maximum number of annual beds available in Camden County should be set at 52,195. This figure derives from the 102 beds for operations and the 41 beds available at the Substation. This assumes that every day, there would be 41 inmates classified for Substation placement, even though it is highly unlikely. A more realistic cap on annual bed days available is likely under 50,000, although this was not thoroughly analyzed because the inmate population and operational protocols would need more comprehensive analysis to make that determination.

On Chart 4, "Total Jail Bed Days Consumed" (TBD) equals the number of beds that were needed on an annual basis to meet the population numbers in the jail. Many criminal justice managers will measure TBD as "Days Consumed" or "Days Confined" as the term to measure and define how the jail is used. For example; "There were 1500 jail beds used in the last year to house convicted drunk driving offenders". This example reports all those convicted of drunk driving during the last year needed 1500 days of jail bed use to serve their sentences. This means that on an everyday average, there were 4.1 inmates confined in the jail for drunk driving. TBD could be used as a daily measurement. For example, on 1/1/2009, TBD for felony, unsentenced, drug court inmates consumed 50 beds. This means there were 50 inmates in that legal status consuming those needed jail resources on that one specific day. This tracking method can be used daily, weekly, monthly or annually. By tracking TBD, it indicates how the limited resource of the jail space is being utilized. The correlation to the Average Daily Population is significant. TBD is determined by the number of Admissions multiplied by the Average Length of Stay (ALOS), for each identified subpopulation of the jail, or as a whole population.

Using relatively short, strict linear or rolling averages is a risky business when attempting to predict future jail bed needs, and brings many assumptions. While projecting in these methods is a common practice in many places, there needs to be many more factors analyzed in the criminal justice system before committing financial and staff resources to support the assumptions of need for future jail beds. Historical data, containing greater specific predictors and over much longer time periods, reduces risks and allows for a more comprehensive analysis towards forecast predictions.

There can be significant distortions with trends and projections depending upon the method used, the length of time factored in the trends and the type of data analyzed. While projecting inmate populations can be a "best guess" there are some significant data elements that can be analyzed and compared over time to assist in the "best guess" method. All projections are impacted by time and by changes in the community demographics and in particular, by changes in legislative law or law enforcement or prosecution practices.

An agreed upon correctional philosophy for jail use would like-wise have the potential to completely change projections. When engaged in forecasting the future jail bed needs, then a more comprehensive methodology should be used in analysis methods, and different scenarios should be developed with different variables, multipliers and factors to better establish an agreed upon projection. It is not uncommon for jurisdictions to accept a range of projections and to build that flexibility into design considerations, allowing for phased expansion or change of bed use as the population demands it.

In Camden County, there is a clear demonstration that what has been lacking is a community-wide agreement as to how to analyze this jail population data and respond with a strategic plan for whatever the data reveals, or is suspected of revealing. The jail's data is just one piece of the puzzle and will be greatly impacted by data elements from other offices. There has not been either short term or long term analysis of justice system data and trends, from either individual offices or as a team. Direction from a system wide management team or Criminal Justice Coordinating Council (CJCC), with revisions to the data collection and analysis process will likely assist in the ease of future data analysis. Information is the most important tool a justice system has available in its arsenal to ensure its resources is used for the best results based on local community standards. Again, the jail cannot be relied upon alone to measure system wide impact. Because of the wide ranging possibilities, an agreed upon process to these important measurement considerations, and an educational process for both the system professionals and the general public is required to reach consensus, and to move forward with a building plan that has an agreed upon jail bed number and operational philosophy.

Chart 5: Camden County Jail. Average Daily Population over the last ten years.

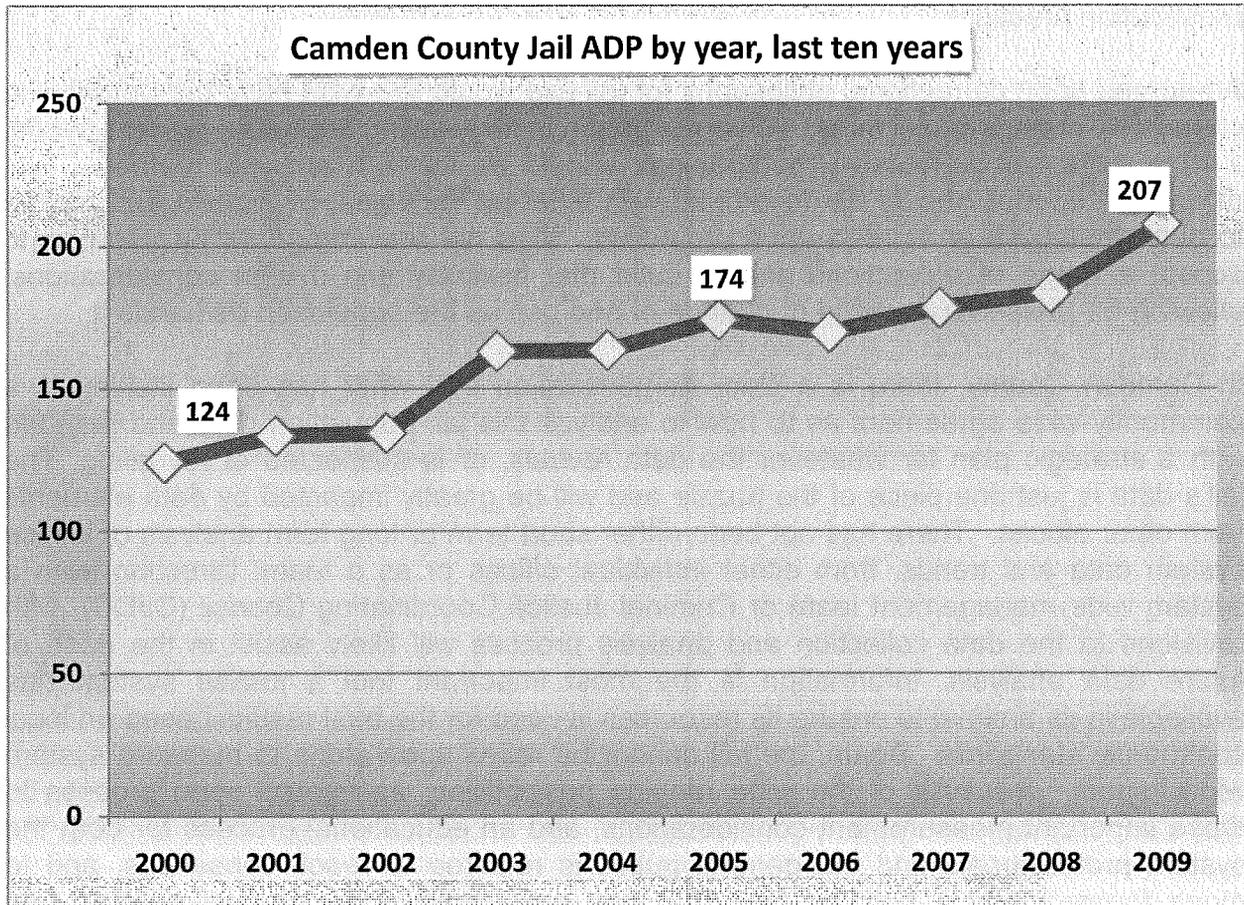


Chart 5 provides a visual aid for viewers to see the rise and fall of the Average Daily Population (ADP) in the Camden County Jail. With numbers provided for 2009, there appears to be an almost 19% increase in inmate ADP over the last four years. The question to be asked is why the increase by almost 1/5 more inmates per day over the last four years? Detailed and comprehensive analysis of the jail population will indicate the specific population types that caused this increase. Developing the response mechanism to the populations should be left up to the CJCC.

As mentioned earlier, it is critical not to just measure the ADP but to understand if Admissions are the engine, or if ALOS is the engine, or if it is a particular subpopulation such as pretrial defendants or offenders sentenced for Drunk Driving, etc., that could be growing the Average Daily Population.

Admissions information can be tracked in a number of ways. "Book and Releases" are different than "Book and Stay". Some jurisdictions will track every inmate booked or admitted, even if that booking is a simple court procedure such as "Prints Only" or "Book for Court" that has no jail time involved, but those may factor into the overall Admissions and Average Length of Stay. Average Length of Stay is significantly impacted depending upon how the term "Bookings" or "Admissions" is used and measured. The jail administration has attempted to standardize data collection, and with that, there should be consistency in future measurement standards which will improve analytical methods and evaluation outcomes. A data review team such as the CJCC, should compare the outlines of the graphs for ADP/ALOS/Admissions, in either line or column graph form to look for comparable rise and falls. If the graph of ALOS looks more like the ADP than what the Admissions graph does, then ALOS should be explored deeper to determine what effect and how ALOS is impacting the ADP. ALOS is impacted greatly by court, prosecution, attorney and corrections policy and procedures. Admissions have different types of contributing factors, usually through the law enforcement, courts and social or community crime factors. Once identified, response mechanisms in the form of policy, programs and procedures can be developed for addressing the inmate population levels and population goals.

Chart 6. Annual Admissions of the Camden County Jail, 2000 to 2009.

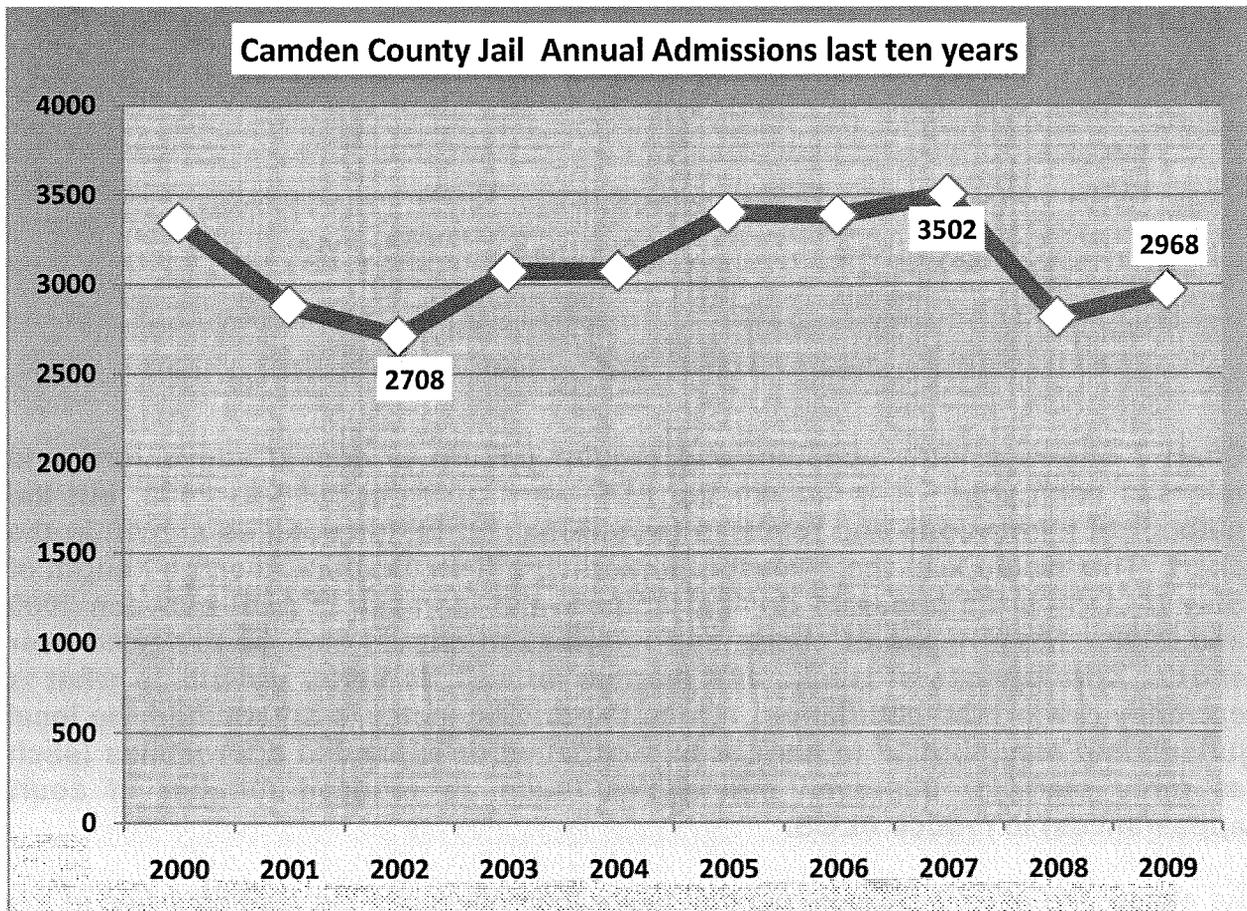


Chart 6 shows the last ten years of total admissions. Booking or Admission increases are usually the result of one of three factors; 1.) More assertive law enforcement; 2.) A change in laws or practices requiring arrests, or; 3.) an increase in the number of the criminal behaviors or crime in the community.

Chart 7 shows admissions and releases.

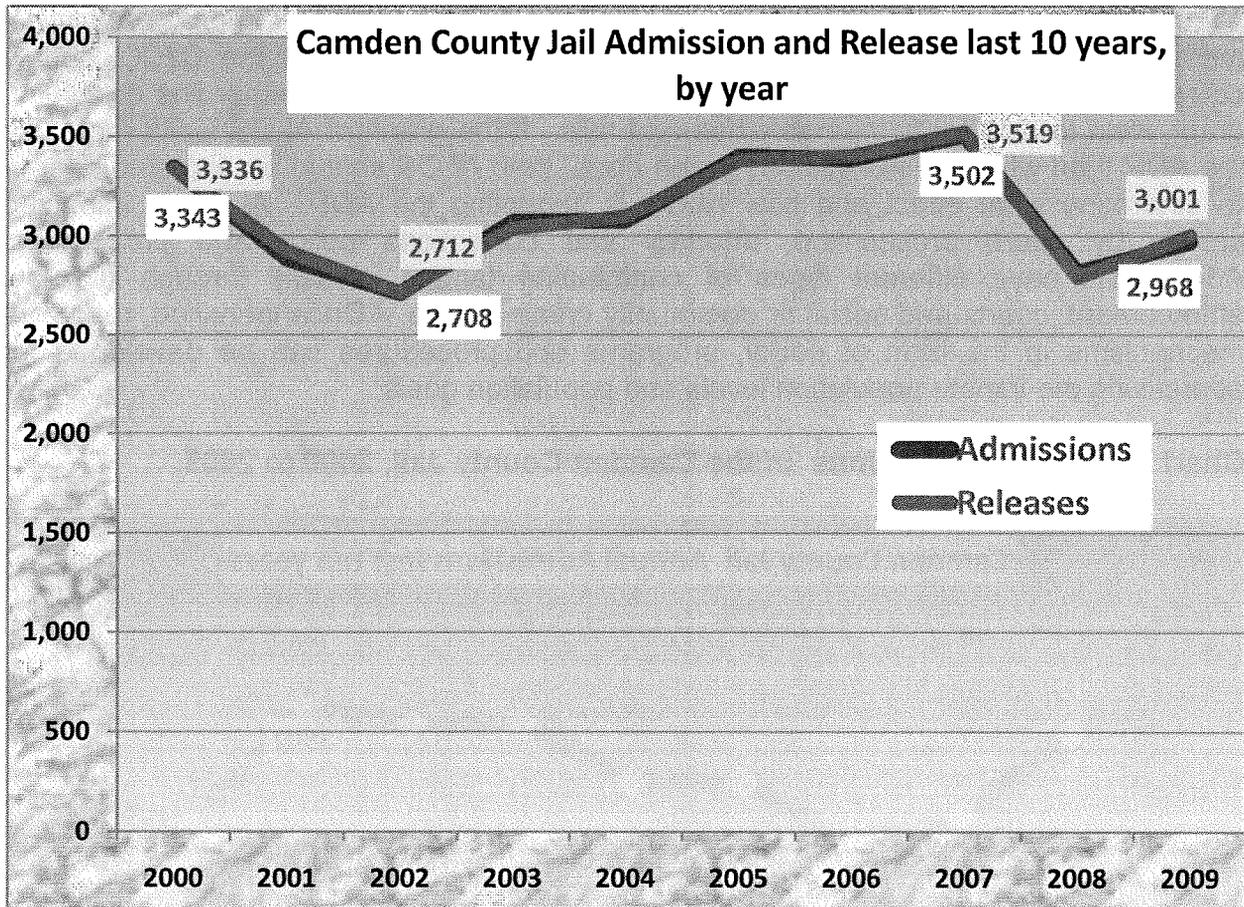


Chart 7 shows a fairly constant and regular pattern of annual admissions and releases each year. It is known the ADP went up from 2000 to 2009, but the number of admissions and releases have remained fairly equal, as shown in the chart. This would lead the analyst to understand then, that the Average Length of Stay (ALOS) is the apparent driving factor in the increase in ADP between 2000 and 2009. These types of charts and information should also be reviewed over shorter time periods of weeks and months as well, to better determine what is currently driving the population. Once the driving factor is determined the local jurisdiction may choose to engage in alternative or expanded approaches (such as more staff) or improved efficiencies (such as reduced number of court appearances) to reduce ALOS.

As stated, the other significant general factor that influences the jail population is the Average Length of Stay (ALOS, see Chart 8 following).

Stay in days, each inmate admitted spends in the jail. Obviously, some inmates could be booked and released; others may be confined for many months. The smaller the number in the ADP, the greater the impact a long county jail sentence will have on ALOS. A disadvantage for small jails is the impact one long jail sentence can have on the overall jail ALOS. For instance, one defendant awaiting trial on a murder charge could spend more than 365 days in jail awaiting trial. One inmate in the Camden Jail has waited for more than 730 days for a trial on murder. When there is an ADP of 200 inmates in the jail, these long ALOS can skew the ALOS averages greatly.

Because Admissions is a key element in determining ALOS, slight variations in the methods used to measure Admissions/Bookings and the resulting ALOS can easily occur, thereby influencing overall averages and numbers. Some jurisdictions only measure ALOS for those inmates housed longer than 4, 24, 48 or 72 hours. In other places, jurisdictions measure ALOS using data for every inmate booked or printed, which can cause an artificially low ALOS as many of these inmates never spend any time in jail and are simply processed and released. Each jurisdiction must determine its own method of tracking the time an inmate is in jail after booking, and be consistent with it over time. **The standard for measurement needs to be set locally, and comparisons to other jurisdictions in this area can be difficult because of the difference in the standards for this booking measurement.** Likewise, it is critical to compare charts using the same determined time frames for each chart compared.

Compare Chart 5 "ADP" (on page 50) with Chart 6 "Admissions" (on page 51) and Chart 8 "ALOS" (below). Which of the outlines of the "Admissions" and "ALOS" in the graphs are most similar to the graph on ADP? The more similar they are then the greater the impact of ALOS and Admissions on the ADP. This review of the charts appears to show the ADP chart more closely resembles the chart on the Admissions over the length of time shown, than it does for the graph on ALOS.

Chart 8. Camden County Jail: Average Length of Stay (ALOS) 2000 to 2009.

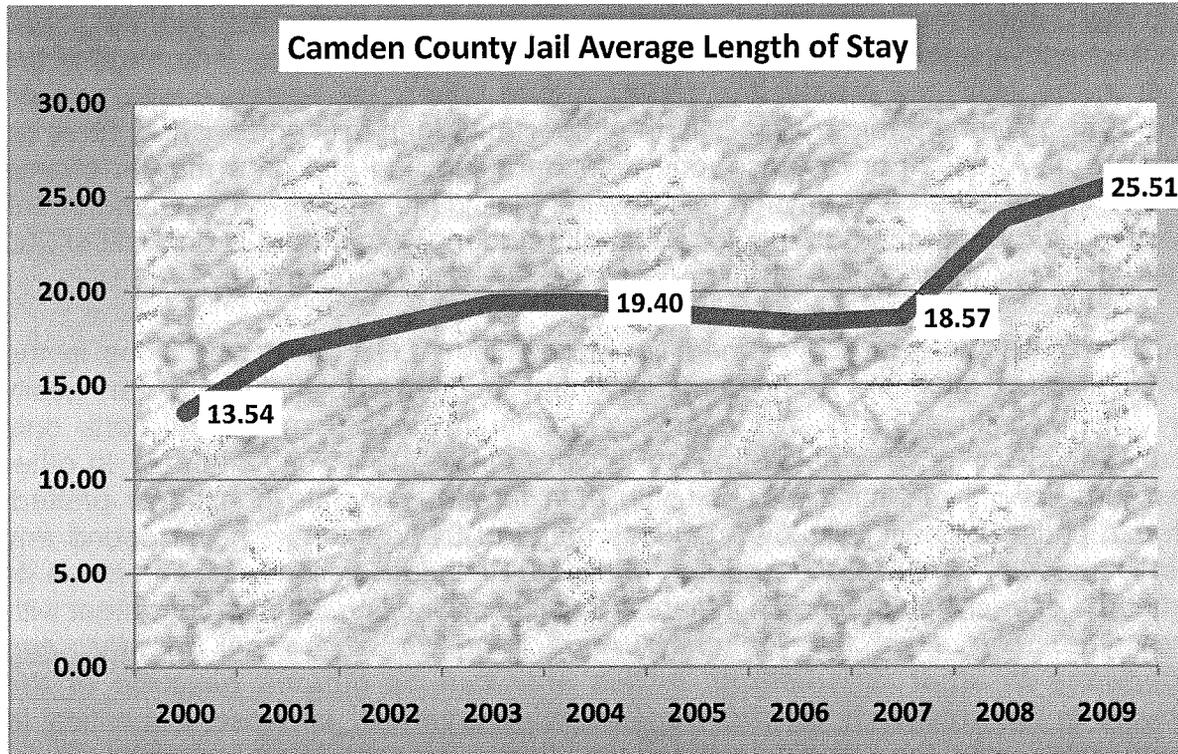


Chart 8. The ALOS shows a rapid increase from 2000 (13.54) to 2003 (19.38). There were slight variations from 2003 to 2007, then again a great jump to the current ALOS of 25.51. ALOS is the average amount of time in days that every inmate spends in the jail. Remember ALOS is tied to data on Admissions/Bookings. If the criteria for tracking bookings changes, or if the booking information is inconsistent or in error, then so is the ALOS. It is not unusual for Bookings to more significantly impact ADP one month and ALOS impact it more greatly the next month. Discovering those types of differences indicates the jurisdiction is conducting a thorough examination of the data. This chart helps identify one likely factor in explaining the increase in ADP and Total Jail Bed Days Consumed (TBD) over the last two years. Recalling the TBD showed an almost 67% increase in that ten year time interval, the ALOS experienced an 88% increase in this same time frame. Without doubt, the ALOS increase directly affected the increase in TBD and ADP.

It is common to have many more men than women confined, and in fact, the figures from Camden County show females here are perhaps booked at lesser percentages (approximately 10% to 15%) of all bookings than most jurisdictions, where the percentage of females is typically around 20% to 25%. Knowing the current use of jail beds by female inmates and projecting future needs to building design is critical. The impact of a 5% or 10% increase in female inmates could throw off any housing projection or design concept as well.

Any sub population of the jail can have similar charts created and used in comparisons which allows for quick and easy visual aids to understanding the jail population and the factors that influence it. For example, tracking the inmates housed pre-trial or unsentenced or the mentally ill commitments, etc. can all be tracked individually and compared in chart form. When designing jails, the type and number of each inmate, especially concerning gender, and felony or misdemeanor, and sentenced or unsentenced, has a great role in planning.

If the jail population is increasing due to pretrial defendants it is a very different issue than if it is increasing due to increases in the sentenced population, or violations of probation, etc. Chart 9, a sample chart that immediately follows, shows a brief time period of the jail population divided by legal status, i.e., between unsentenced inmates as a sub-set of all inmates – a key measurement.

Chart 9. Example County. A sample of measuring and comparing the unsentenced population against the entire daily population.

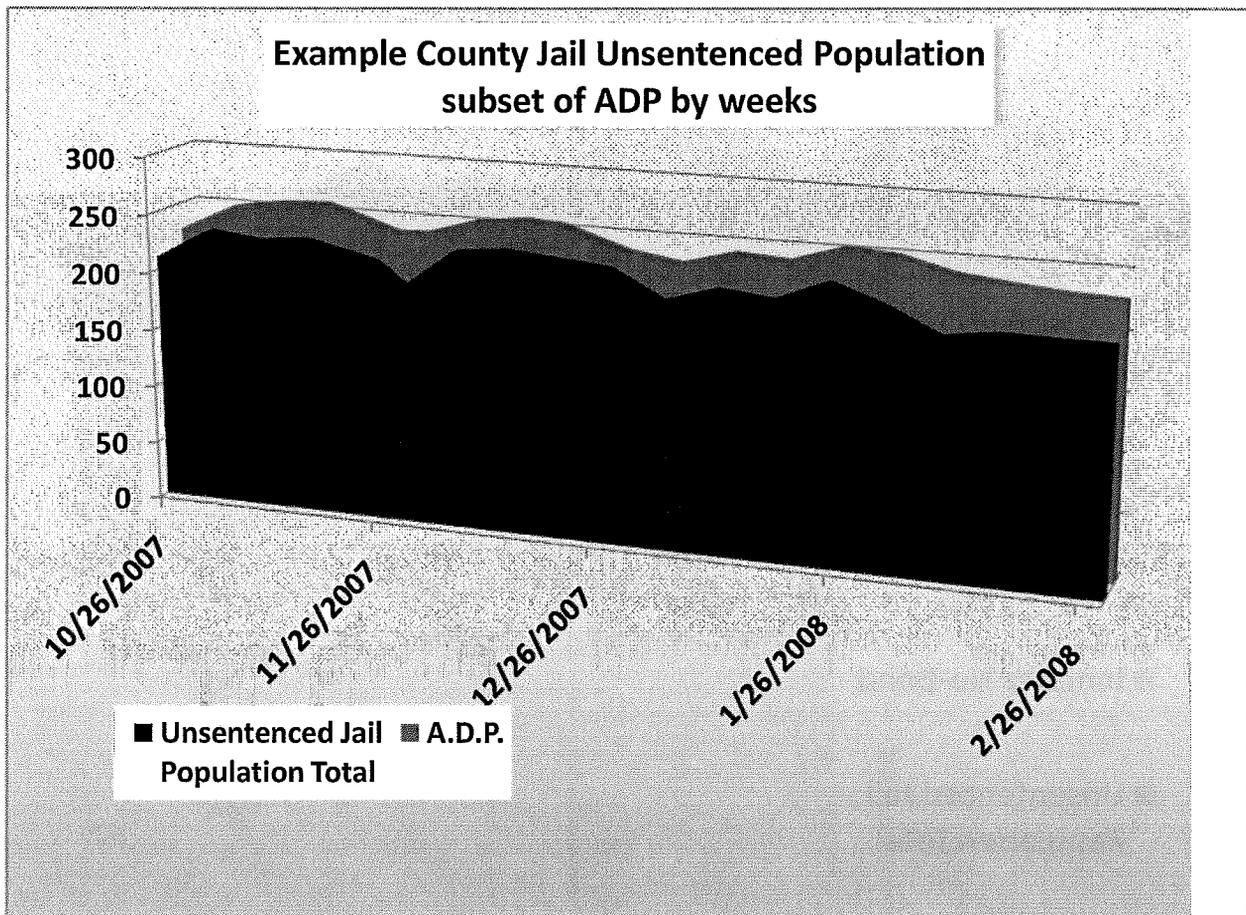


Chart 9. In this sample information, between 10/26/07 and 2/26/08, it is evident the primary use of this jail was to hold inmates that were not sentenced (in black). Within this Unsented Classification, there are many subsets, including those being held for other jurisdictions, Immigration and Customs Enforcement,

Probation Violations, Pre-trial, Pre-sentence, Contempt, no-bond, etc. It is best to break down the larger classification of Unsentenced to the mentioned sub-classifications (and more) for even better analysis, and then determine what the ADP and ALOS are for each of these sub-populations over time. The next graphic display shows the percentages of the no-bond inmates as a sub set of the unsentenced population.

Chart 10. Comparison of the No Bond sub-population of all Unsentenced Inmates.

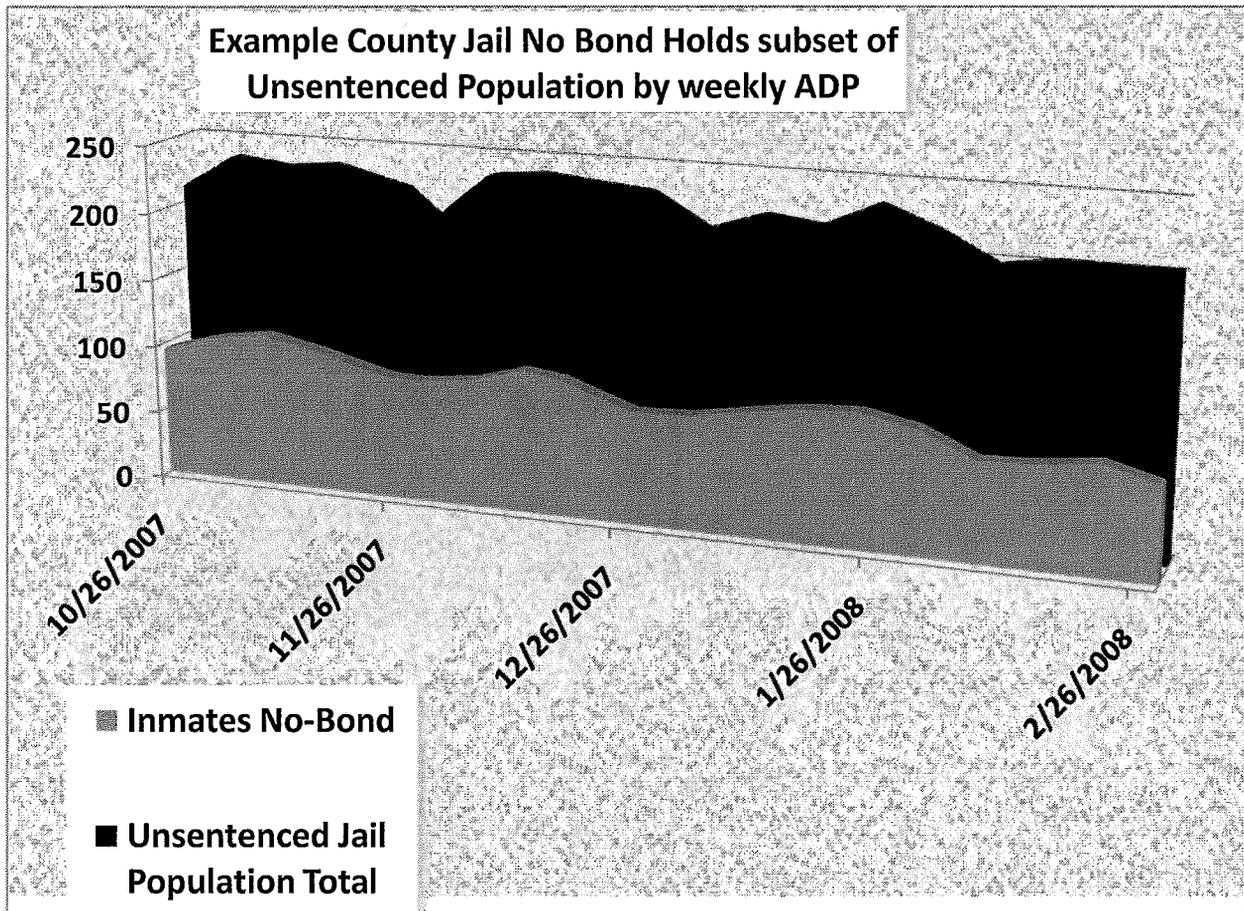


Chart 10 is an excellent example of a jurisdiction breaking down the population for analysis. Any subpopulation could be the focus of examination. It demonstrates a higher level and awareness of the analysis process required for the jail population. This shows that of all the unsentenced inmates in the jail over

the 19 weeks, inmates held without any chance to bond out of jail was usually close to 40% of all unsentenced inmates. This population type of inmate is the most difficult to manage unless there are changes to the entire bonding practice. The bonding practice is controlled by the courts, prosecutors, and to some extent the defense attorneys and defendants. In this sample, the jurisdiction has made a concentrated effort to reduce the number of inmates held without bond. To determine their success, they need to examine and compare the numbers over time. Camden County could use a similar chart to track those unsentenced inmates in probation violation status, bond violations, or other classifications.

Chart 11 is a Chart representing the percentage of all Unsented Inmates that are held without bond opportunity, after the jurisdiction develops a concentrated program to reduce this classification of inmate.

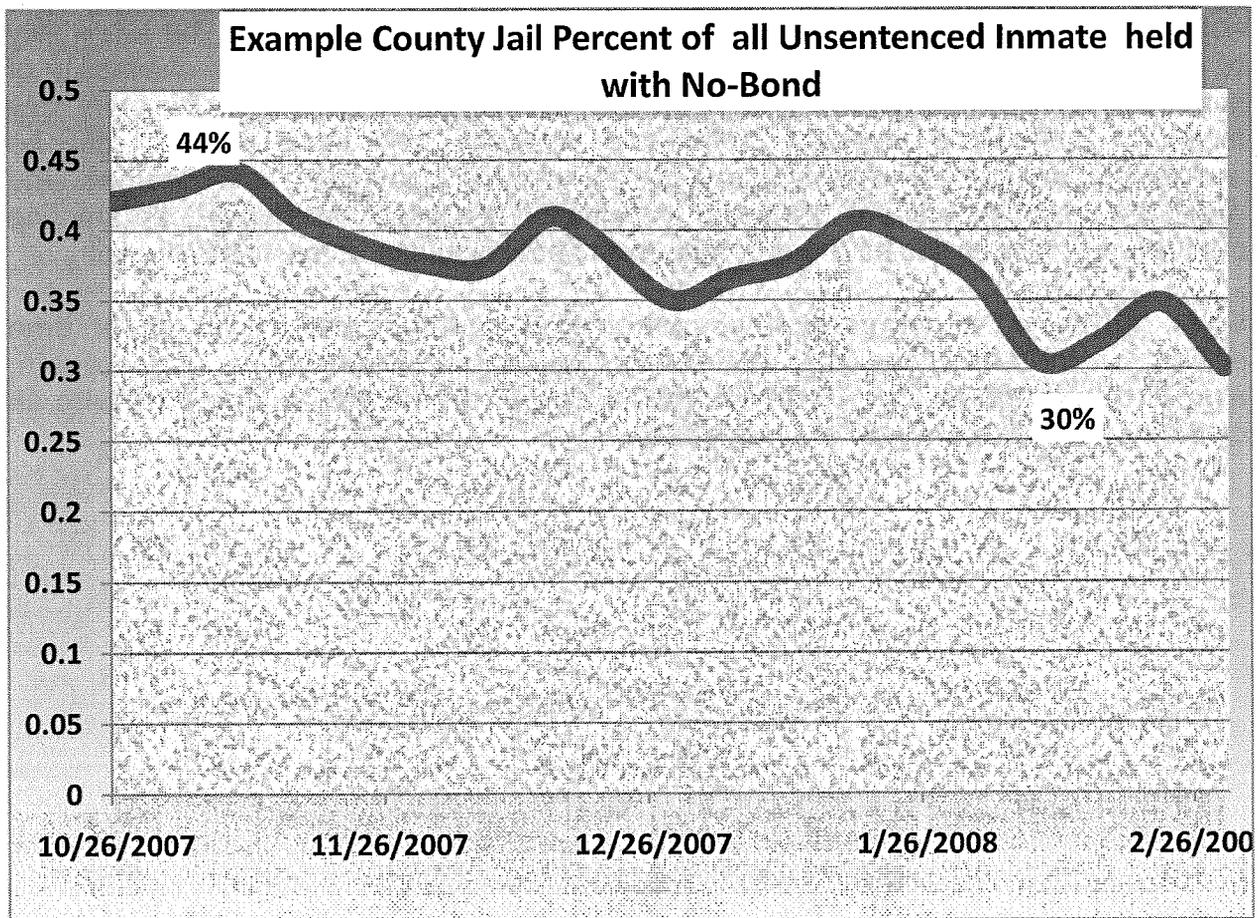


Chart 11 demonstrates an example of a jurisdiction that is tracking their progress or failures in attempting to reduce no-bond inmates. This chart shows the high of

44% of all unsentenced inmates were held on No Bonds, and the low was 30%, during the 19 weeks. A swing in numbers of 14%, such as this has experienced, can have a significant impact on overall jail populations, especially when such a high number of inmates are held unsentenced and under no bond. Policy and programs will need to be added or modified to meet the needs of maintaining the public safety and mission of the justice system while the system actively reduces a sub population of the jail. This level of impact is possible in many sub-classification areas of inmates and this is just one example of how to measure it. However, there will be costs to succeed required with staff time or new staff to monitor release mechanisms, alternative programs or policy and procedures.

The misdemeanor population should be differentiated to allow analysis for potential community corrections supervision while awaiting sentence or trial, or those in post disposition classification. Misdemeanors are generally the population that will be out of the jail in a short period of time and will be returning to the community soon.

Pretrial is additionally impacted by court case flow processing times, bonding practices, availability of pretrial screening and supervision programs, etc. Sentenced inmates will not be impacted by those elements, but instead by sentencing practices, the availability of alternative supervision programs, etc. Both can be impacted by the availability of community based treatment programs and the like. Probation and Parole Violators may make up a significant amount of the total at times, and these inmates may be appropriate for intermediate sanctions depending on the legal status associated with the violation or revocation status. Ongoing examination is critical to ensure proper targeting of programs and policies for the true and usual population characteristics in the jail.

Chart 12 shows a comparison snapshot of the sample jail by length of time served on the same one year date of the four most recent years. Once again, even though it does cover four different time years, it is only a snapshot with all of the usual shortcomings of snap shots.

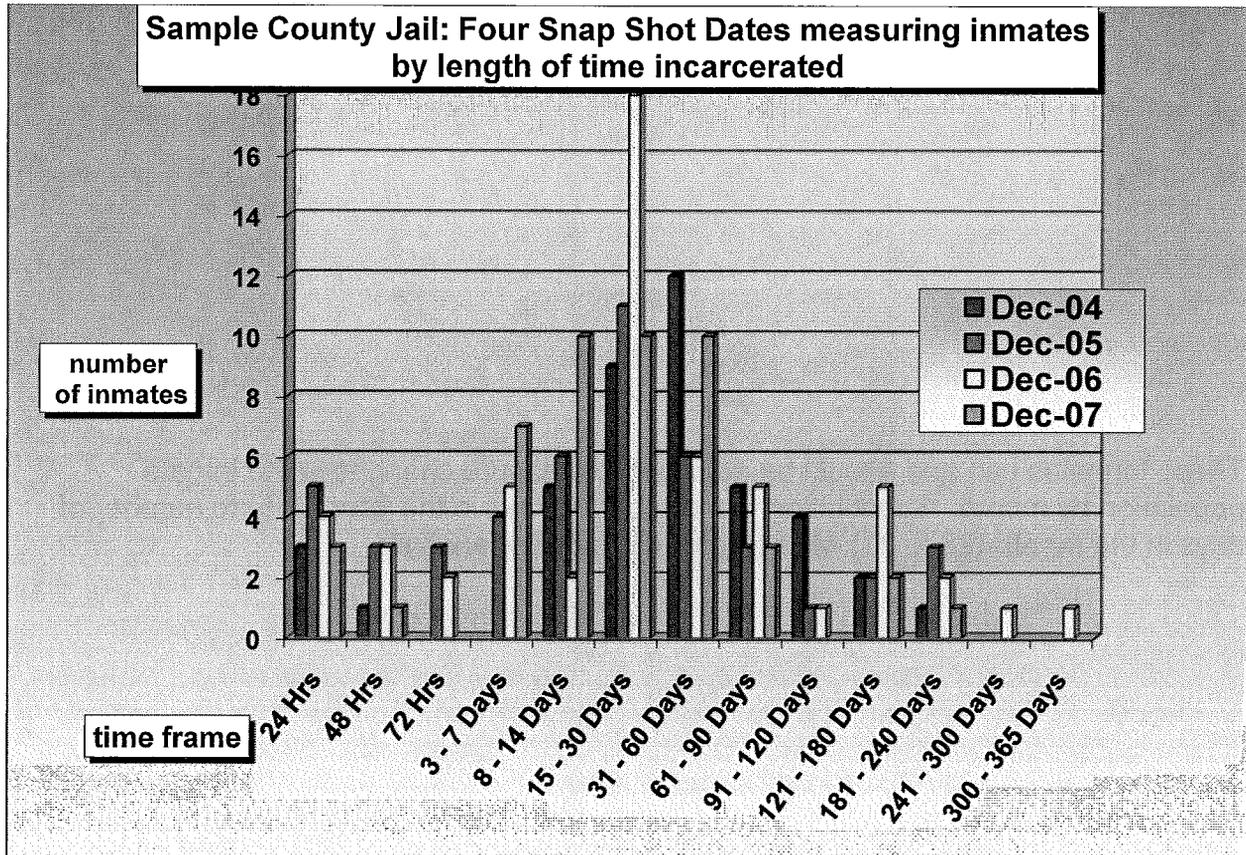


Chart 12 is a sample comparison snap shot chart of the Jail Population: By length of time served on the same calendar date over four different years. In comparing the column graph snap shots, they show a fairly close and consistent use of the jail over the last four year period, in amount of time served. This shows the greatest number of inmates is confined from 3 to 90 days. It would be best to identify what types of inmates are in these “most used groups” for intervention and management strategies. It would also be best to collect and analyze information for a longer period of time as snap shots should never be used to make long term planning decisions.

For every chart that is completed for ADP the same chart should be completed for Bookings and the Average Length of Stay – “ALOS”.

This formula can be applied to the whole population or any significant sub-population as defined by the CCJCC.

Bookings		ALOS	/	365	=	ADP
Category 1	X	_____	/	_____	=	_____
Category 2	X	_____	/	_____	=	_____
Category 3	X	_____	/	_____	=	_____

These formulas can and should be adjusted to measure changes in the inmate population by month. Substituting the number of days in the year (365) to number of days in the month (28 to 31) will allow for the monthly analysis.

Chart 13: This is a chart that takes the “One Day Snap Shot” of the jail population on one specific day, and breaks the population down by a general classification of inmate. This information was provided by the District Attorney’s Office.

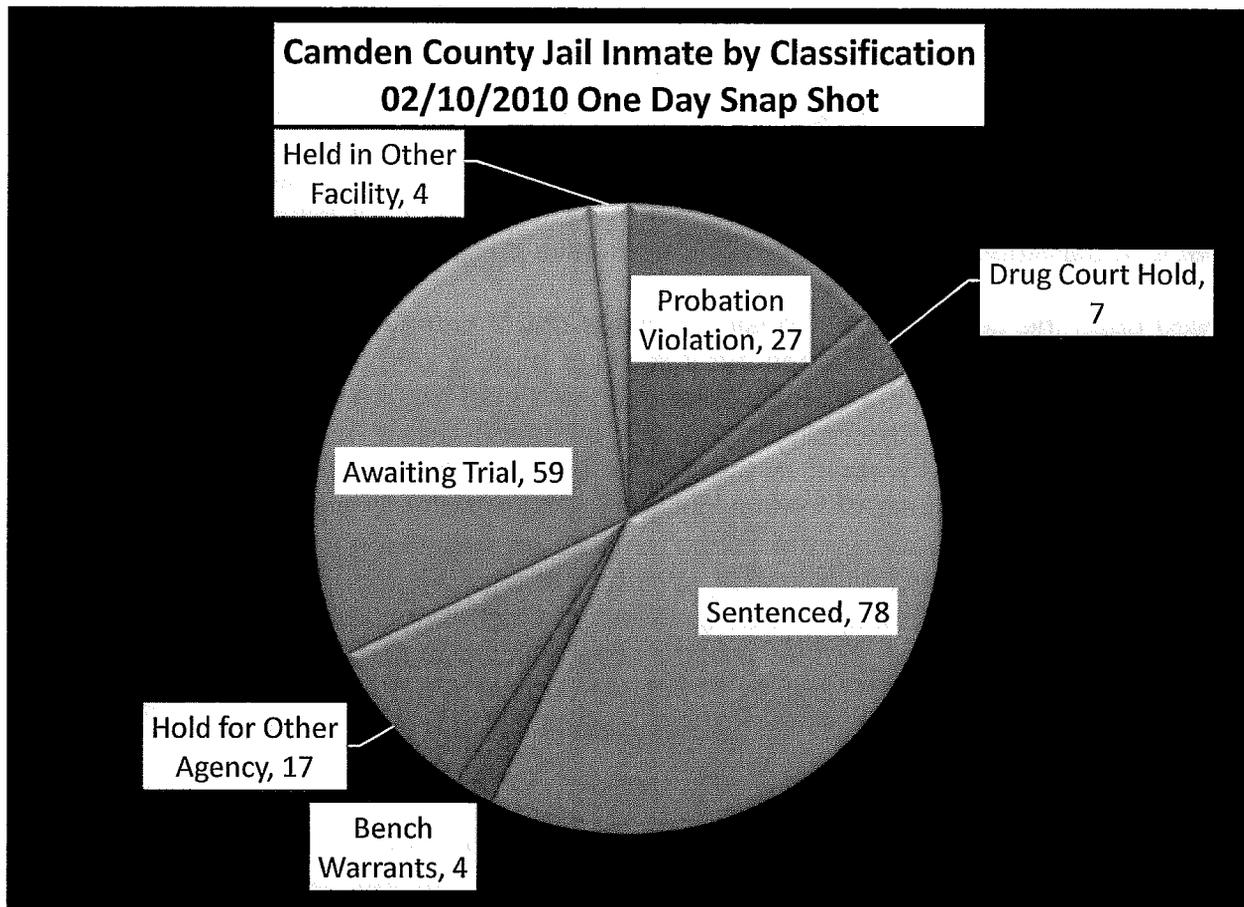


Chart 13 reveals that on this one day in time, there were 196 inmates in the jail. The greatest number of inmates were in the classification of having been convicted and sentenced. Those awaiting trial were also a high number at 59 inmates. Probation Holds and Drug Court bond violations were accounting for 34 inmates that had violated court orders and were returned to custody status. It should be noted that when this chart was shown to local officials, there was some disagreement as to the accuracy of the data used. While the District Attorney may have accurate information on all 196 inmates as it pertains to the DA Office, it may not be have the same definition for other offices such as the jail. This reinforces the recommendation to map the information and data needs and to come to consensus as to how data elements are collected, defined and measured. Once that concludes, then long term analysis of this information would assist in determining the typical jail population demographics and allow for appropriate response considerations.

Should Camden County decide to develop intermediate sanctions or jail alternative programs, offender types would need to meet certain predetermined criteria for program enrollment. This preliminary review of Camden County does not delve into that specific area and Camden officials would be wise to examine the offender characteristics and criminogenic factors that may be addressed through offender evidenced based

programs. Alternative or intermediate sanctions can reduce jail bed forecasts and impact design considerations, but it will not eliminate the need for jail bed space. It will impact average length of stay and total jail beds consumed, as many such programs can be designed for use near the end or before a scheduled jail sentence order. That ultimately impacts jail bed needs. Jail beds would be needed for those offenders that fail or violate alternative programs, but again this jail bed number will be much less than what it would otherwise be with no such alternative programs.

Based upon the current ADP, housing inmates out of county can be a good short term solution to crowded jail conditions but it is never a good long term plan. There are too many uncertainties with the availability of beds and staff required to maintain an "Inmate Shipping" program. Additionally, there will invariably be a negative impact on jail population by extending stays in the jail for inmates due to some of the scheduling issues that arise because of inmate shipping. While many jurisdictions choose to use this approach, it is viewed by the consultants as an avoidance measure to making the tough decisions involved with justice system master planning. Successful reentry of inmates to the community includes keeping the inmates in the county while incarcerated. Successful inmate reentry programs have shown to reduce recidivism and long term costs of incarceration. Continuing to ship inmates out of county maintains the county's reactive approach to offending behavior and does not address the issues proactively.

Following are some examples of fairly simple methods to document and track data on inmate populations. While software programs can be modified for use and design, the content and reason for the measurement needs to be thoroughly understood and planned out so that collection can occur. These types of Excel Spreadsheets are good examples of data and documents for the information collection process, but they are not the most efficient method for collection and subsequent analysis.

Table 4: Example of Population Monitoring Collection Instrument								
Years	2000	2001	2002	2003	2004	2005	2006	2007
Pretrial Felons								
Bookings								
ALOS								
ADP								
Pretrial Misdemeanors								
Bookings								
ALOS								
ADP								
Pretrial Traffic								
Bookings								
ALOS								
ADP								
Awaiting VOP Hearing								
Bookings								
ALOS								
ADP								
Pretrial Other								
Bookings								
ALOS								
ADP								
Sentenced Felons								
Bookings								
ALOS								
ADP								
Sentenced Misdemeanors								
Bookings								
ALOS								
ADP								
Sentenced Drunk Driving								
Bookings								
ALOS								
ADP								
Sentenced Traffic -- Non-Drunk Driving								
Bookings								
ALOS								
ADP								
Sentenced Domestic Violence								
Bookings								
ALOS								
ADP								

This same information can be provided for other categories of "sub-populations". The same basic data collection form can be used -- just modify it with different identifiers.

Collecting "law enforcement" data on sentenced persons can be difficult because they are not normally booked and listed by law enforcement agency, as are pretrial bookings.

Table 5 Example: Population Monitoring Collection Instrument								
Years	2000	2001	2002	2003	2004	2005	2006	2007
Violence								
Bookings								
ALOS								
ADP								
Drug								
Bookings								
ALOS								
ADP								
Domestic Violence								
Bookings								
ALOS								
ADP								
Property								
Bookings								
ALOS								
ADP								
Traffic								
Bookings								
ALOS								
ADP								
DOC - awaiting transport								
Bookings								
ALOS								
ADP								
VOP								
Bookings								
ALOS								
ADP								
Convicted Await sentence								
Bookings								
ALOS								
ADP								
Traffic Non-Drunk Driving								
Bookings								
ALOS								
ADP								
Pick More Categories the CJCC members think are significant.								

The CJCC must first learn what is happening and then determine why it is happening – then they know what drives the jail population. Just as with Bookings, ADP, and ALOS

for the general population, it is important to know specific details such as ongoing inmate makeup and changes to the population by charge type.

Table 6: Population Monitor by Selected Charges								
By Selected Charges - which charges does the CJCC think needs analysis?								
Bookings								
ALOS								
ADP								

Following this data collection, it is important to determine which inmates need to be in a maximum-security portion of a jail and which might be eligible for medium security, minimum-security and/or work release, and various forms of community control and punishment.

Considering the time it takes to build or expand a jail or create community programs, the county is right to take immediate action and institute effective master planning processes to manage the criminal justice system. Information is the key to understanding the needs and finding the right mix of answers.

Table 7: Population Monitor by Classification								
By housing classification categories. Example: Maximum								
Bookings								
ALOS								
ADP								
By housing classification categories. Example: Medium								
Bookings								
ALOS								
ADP								
By housing classification categories. Example: Minimum								
Bookings								
ALOS								
ADP								
By housing classification categories. Example: Unsented Max Male								
Bookings								
ALOS								
ADP								
By housing classification categories. Example: Unsented Minimum Male								

As mentioned before, even though a jail is not at full design capacity, a jail is considered "crowded" for operations when it has less than 20 percent of the jail beds available, because of the classification and peaking needs. It is a necessity to separate one type of inmate from another type, for many reasons. Objective Jail Classification (OJC)

allows for housing decisions to be made based upon the classification of each inmate type and each individual inmate. OJC may have the potential to cause additional logistical problems for jurisdictions that are struggling with limited space, but OJC is an overall benefit to the jail operation and to planning and managing the jail operation. The information in Table 7 would show jail population averages, based on classification.

Prosecution

Prosecutors are key to the smooth, effective and efficient operations of the local criminal justice system. They impact the content of justice and the process. The prosecutor is the central law enforcement officer in the Camden County and must work with all arresting agencies in the jurisdiction.

Camden County's Assistant District Attorney (ADA) Ms. Jackie Johnson, took time from her schedule to meet with the consultants. In addition to carrying a full prosecution case load in the county, the ADA is the department head and is relied upon for managing the office and keeping the operation as efficient as possible.

The District Attorney has the responsibility of prosecuting each referred charge in the jurisdiction. Referrals are screened by the ADA and assigned to the other prosecutors based upon the type of charge and the prosecutor's knowledge of the case or defendant. The assigned attorney has full discretion in processing and disposing of the case. The ADA has input into recommending appropriate bond amounts for most cases, especially if there is a bond reduction hearing. The prosecutors typically recommend bond schedules that are established by the courts or in serious cases, based upon the charge, the criminal history, and individual stability.

How well the prosecutor screens and process cases in particular has an impact on the local jail population. In terms of case processing, the prosecutor relies upon the input and quality of the investigating police officer report to determine charging decisions. These same attorneys are responsible for the release of discovery to defense attorneys, and the process for discovery is well established and efficient.

Prosecutors and appointed public defender attorneys work well together, although there are times when the attorney assignment process may slow events. The prosecutor office appreciates the current public defender and court appointed attorneys as experienced and dedicated.

There was some information available for the consultants to examine court case flow from the prosecutor's office and the courts. Some simple examples of information specifically regarding the prosecutor office operations and tracking operations are shown in subsequent pages. These are just two basic measures, but there is additional information available in a document on the Internet from the National Criminal Justice Reference Service (NCJRS) – "Management Information for Prosecutors", prepared by the Jefferson Institute and funded by the Bureau of Justice Assistance. There is also information recommended for tracking in small to medium size prosecutor offices. Following are sample

charts to be used as illustrations for potential future data measurements and engaged case flow management.

Chart 14. Example County DA Declination Rate.

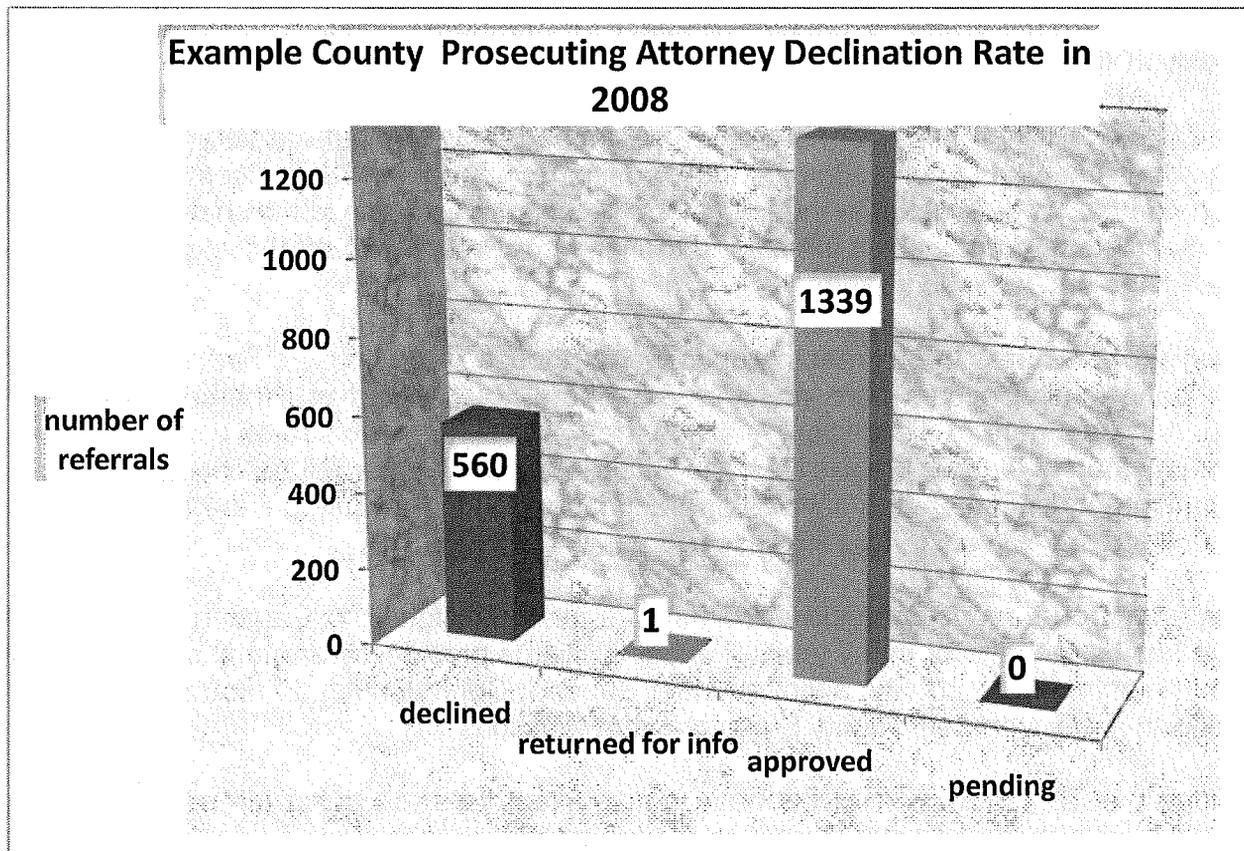


Chart 14 demonstrates the DA's office in the example county takes the case screening process very seriously and does not prosecute a great percentage of referrals to the office. With this type of review and action, the DA avoids great expenses for the rest of the system and the county, through unwarranted or weak prosecution of individuals. With each referral for prosecution, there has been a significant investment in time and resources from Law Enforcement agencies to get the case to that point. As indicated elsewhere, the referral to the prosecutor is a pivotal point for the entire system, as it brings many others into action as well.

Judiciary and the Courts

The courts are a critical part of the justice system and courts must function in top form in terms of content and process. If the courts are operating in top form, so will the rest of the system.

Courts have a tremendous impact on the jail through judges' pretrial decisions, sentencing decisions and also through the court's efficient handling of the court case flow and general court management. Judges' higher status can be truly effective when

they exercise leadership in managing the whole system. Their impact is greatly magnified as is every role, when they work as part of a well managed local criminal justice team.

There are three levels of courts operating in Camden. Probate Court generally is involved with traffic and low level misdemeanor cases. Cases are typically referred to the court after an appearance in Magistrate Court, or as assigned at time of summons or citation. The Probate judges are not law trained attorneys but are very experienced, and have served a long time in their positions. Probate Court does not typically contribute a lot of inmates to the jail, although this can fluctuate somewhat. At the time of this project, there were 4 inmates in the jail from Probate Court, three of which were traffic and one a misdemeanor.

Magistrate Court is the "screening and clearing house" for all cases. First appearances for bond setting occurs here and misdemeanors not handled in Probate or Superior Court remain here to disposition. As with the Probate, the Magistrates are elected and not law trained judges. Magistrates and Superior Court Judges will be critical leaders in changing any incarceration policies or practice for Pre-trial inmates, if the county would choose to develop a Pre-trial Release program.

Superior Court Judge Amanda Williams is regularly assigned to Camden County, and she has been there for many years. Judge Williams presides over many serious felony court matters in the county, although other Superior Court Judges do rotate through and perform many Camden County Superior Court functions.

Judge's at all three court levels have made attempts at reducing jail populations by conducting scheduled court events to reduce bonds, accept pleas and take motions to move cases along. When doing this activity, the judges are acting as a case expediter to assist with the issues caused by a crowded jail. Judges hope to reduce the pinch points in each individual case processing and to bring about a more expedient disposition and movement through the jail and system. While this has been bringing results, it is a very time consuming and difficult to manage in response to system wide issues. To be successful, it relies upon communication and coordination between the individual court or judge, the Jail staff and all other justice system offices.

The judge believes a primary cause of court workload is the direct result of illegal drug use and crimes motivated by drug use. Because of that, there is a Drug Court Program operating in the Superior Court, under Judge Williams. There has been some indication Drug Court violators consume many jail bed days but this was not supported through any data available at the time of the project. As with any alternative or court program, there must be available jail beds to place non-compliant program participants.

The state's administrative office of the district courts can and does provide some regular reports to local courts on time to disposition of cases or age of pending cases. This is done through the office of the locally elected Clerk of Court. It is important for the courts to track the length of time to case disposition, after filing. Ongoing monitoring of time to

disposition will assist the court in identifying individual cases, and general case types, that are moving slowly through the courts. Data analysis may require some planning for the court to identify data, data extraction and analysis processes before it occurs.

Those interviewed provided a number of concrete examples where court case flow and the follow through of dispositional orders were once slow or bogged down due to various system issues. Almost all of the examples provided were a direct result of procedural breakdowns or the absence of well designed policies and procedures that were fully supported by all actors of the system. The judge, prosecutor, clerk of court and defense attorneys have worked cooperatively to overcome these challenges. It is acknowledged the District Attorney's Office is a key player in the scheduling of court and in the court case flow issues, and will need to be involved with the judges and defense attorneys to make matters more efficient, should that effort move forward.

Following are some brief samples of charted information concerning court case flow information in criminal courts. This same type of measurement can be made and then analyzed, in greater details, for other types of cases filed in Camden County, and processed through each of the three court levels operating in Camden.

Chart 15. Example County Court Filings in 2007.

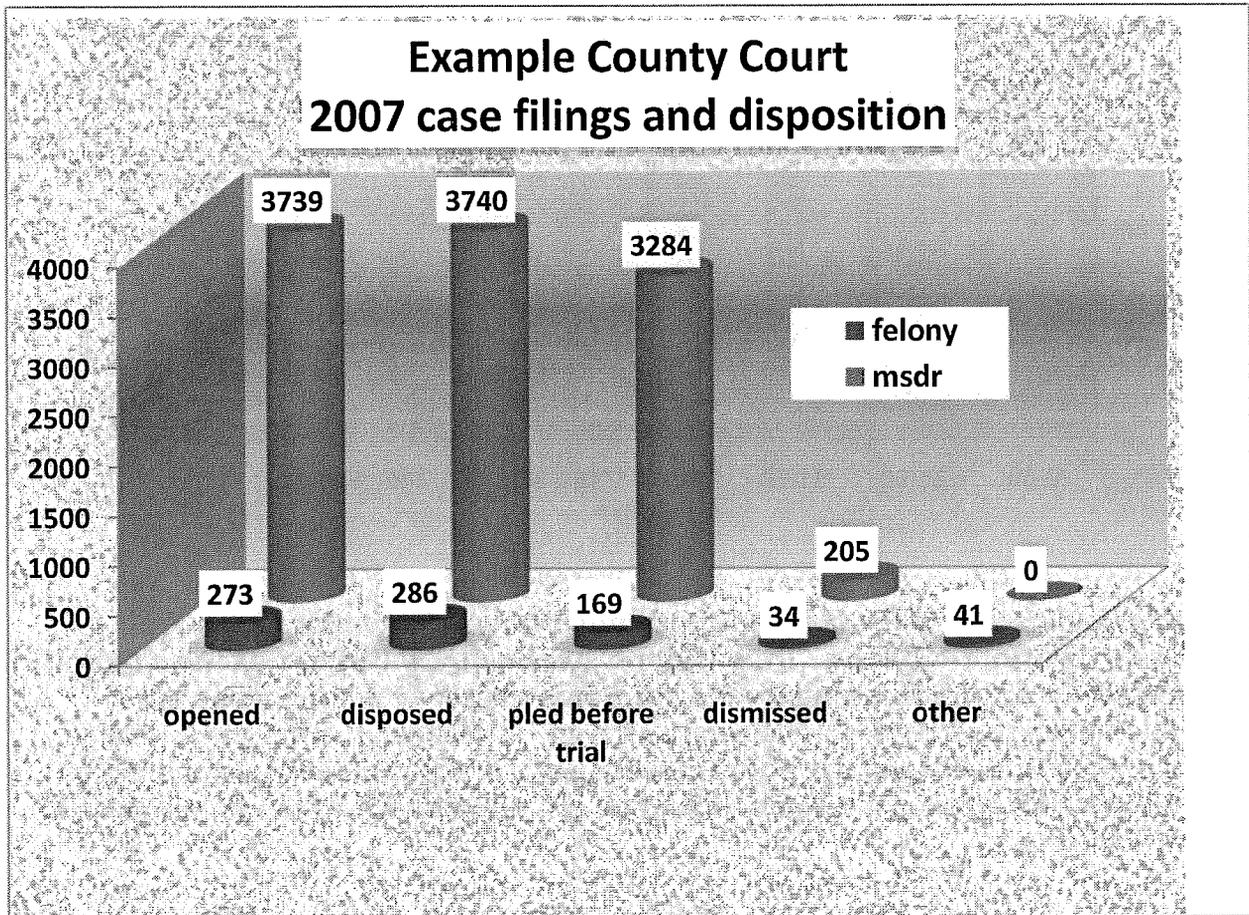


Chart 15 reveals information for only one year, and only one court type. What would be beneficial is to compare this same information over a period of years. It appears in this one year, there was almost 14 times the number of misdemeanor offenses filed as compared to felonies. There was also carry over cases from 2006 that factored into the data sets. Collecting then comparing this information over a period of 24 to 36 months allows for immediate identification of changes in work load and case flow. Typically, higher workloads in the judicial system equates to longer lengths of stay in the jail for the unsentenced inmates.

Chart 16 is the Age to Disposition Report for 12 months of case processing in Example County in 2008.

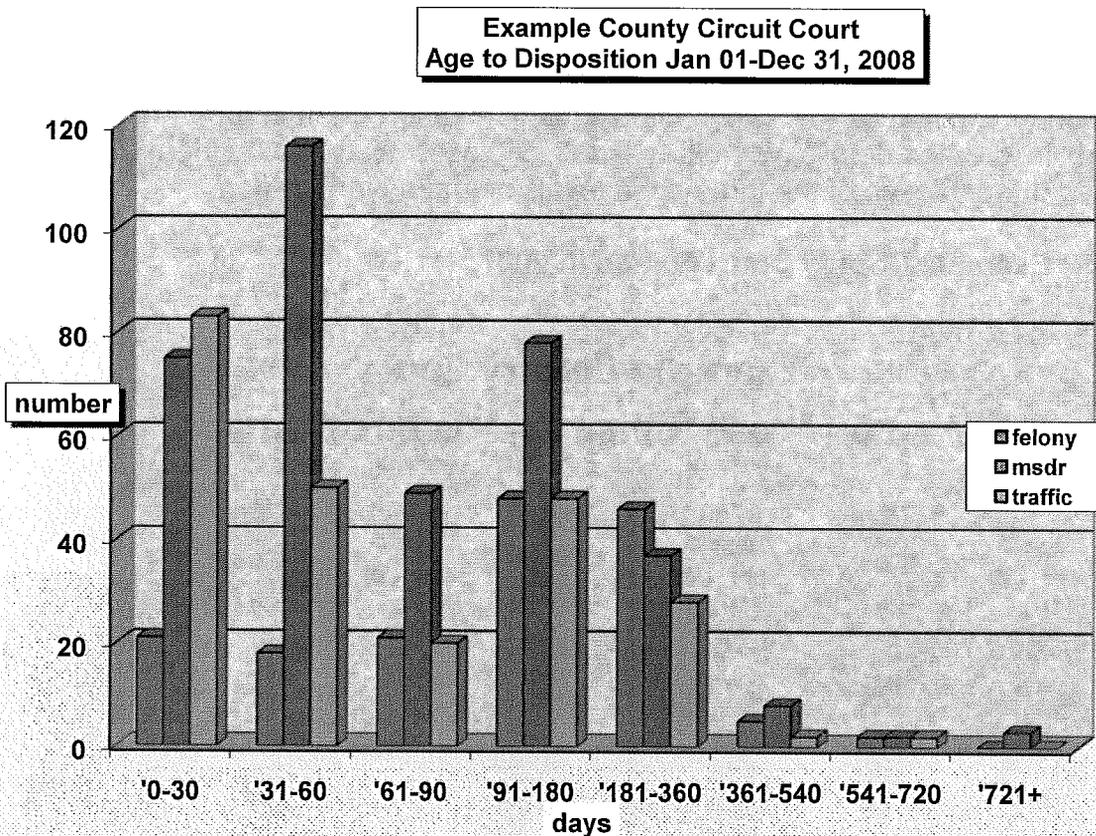


Chart 16 is illustrating the far greatest number of misdemeanor cases are disposed of before 180 days. This is consistent with American Bar Association (ABA) standards. It also appears the greatest number of felony cases are disposed of by the 180 day benchmark as well. The overall court case flow performance in the example county is excellent. Again, the shorter the time to disposition, the greater the likely impact on jail populations in the unsentenced jail populations.

Chart 17. Example County Circuit Court, Median Time to Disposition for criminal cases in 2008.

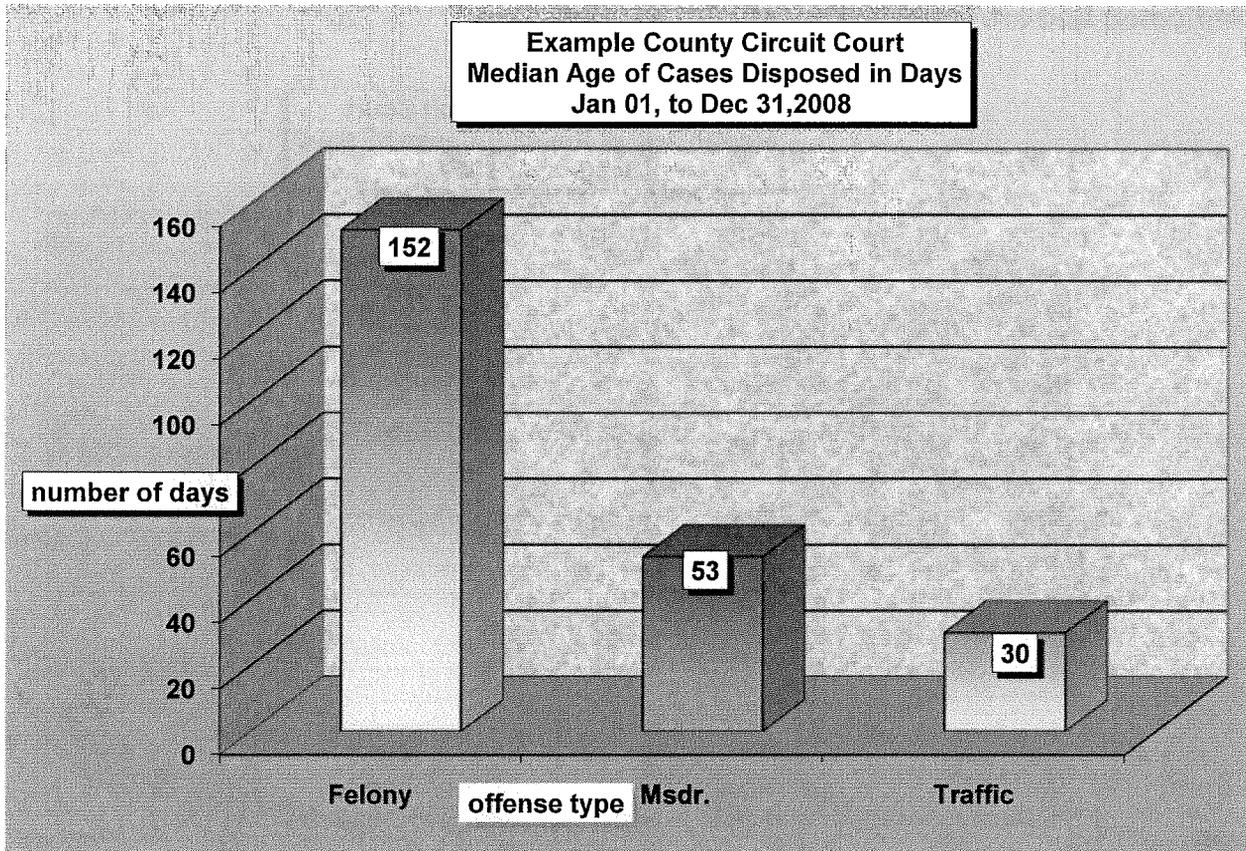


Chart 17 shows the median average length of time, by days and charge type, to dispose of a filed criminal case charge. On the annual basis, it appears that the median time for felony level offenses is 152 days. This would fall into the standards set forth by the ABA. It is important to compare this “aged” information monthly, quarterly and annually. It is likely to show a direct correlation between the Jail’s ADP and ALOS and the court’s median time, reflecting a similar rise or decrease. Ideally, this information will be compared over years of information. Lessening time to disposition can have an impact on the unsentenced and pretrial jail population but it is also good to know the data to keep track of court effectiveness and efficiency.

Chart 18 shows the median age of all cases *pending* in the Example County in September of 2009. These cases have been opened for the length of time indicated and are not yet disposed.

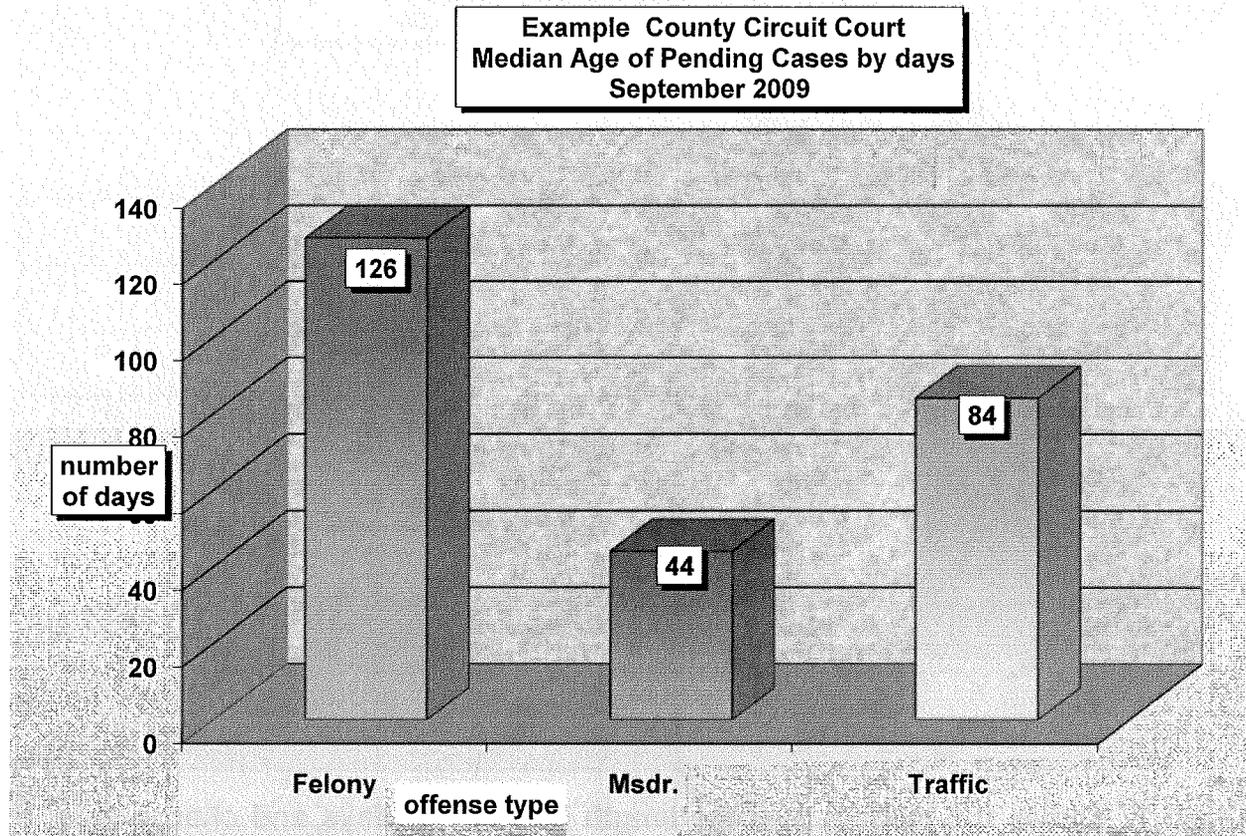


Chart 18 reveals that misdemeanors and felonies are at lower levels than the median time to disposition that is shown on the prior Chart 17. What is unusual and may warrant examination is why the traffic cases have grown much older. Due to current caseloads, traffic cases may not have as high a priority in the prosecutor office or courts, and this can be reflected in longer time to dispose of cases. This information is for all the cases that remain open in September 2009.

It is most important this kind of information for Camden County Courts be collected and reviewed over time. These charts and information are only examples of some things to be measured, and should be considered as educational in form and purpose.

Other very common court measures are 'Age of Pending' Caseload which allows the courts to know the age of their current caseload. Often time's software programs are designed to show cases that go beyond certain timelines to allow the courts timely response to ensure cases do not fall through the cracks. Currently, all of the judges are conducting this process through individual case reviews and are relying upon information from the Clerk of Court or their own knowledge of the case. This has

experienced success in Camden County, and all participants in this successful effort should be applauded. However, it is not a long term solution.

Chart 19 EXAMPLE COUNTY Median Time to Disposition, Felony, Misdemeanor and Criminal Traffic in Months, compared over years.

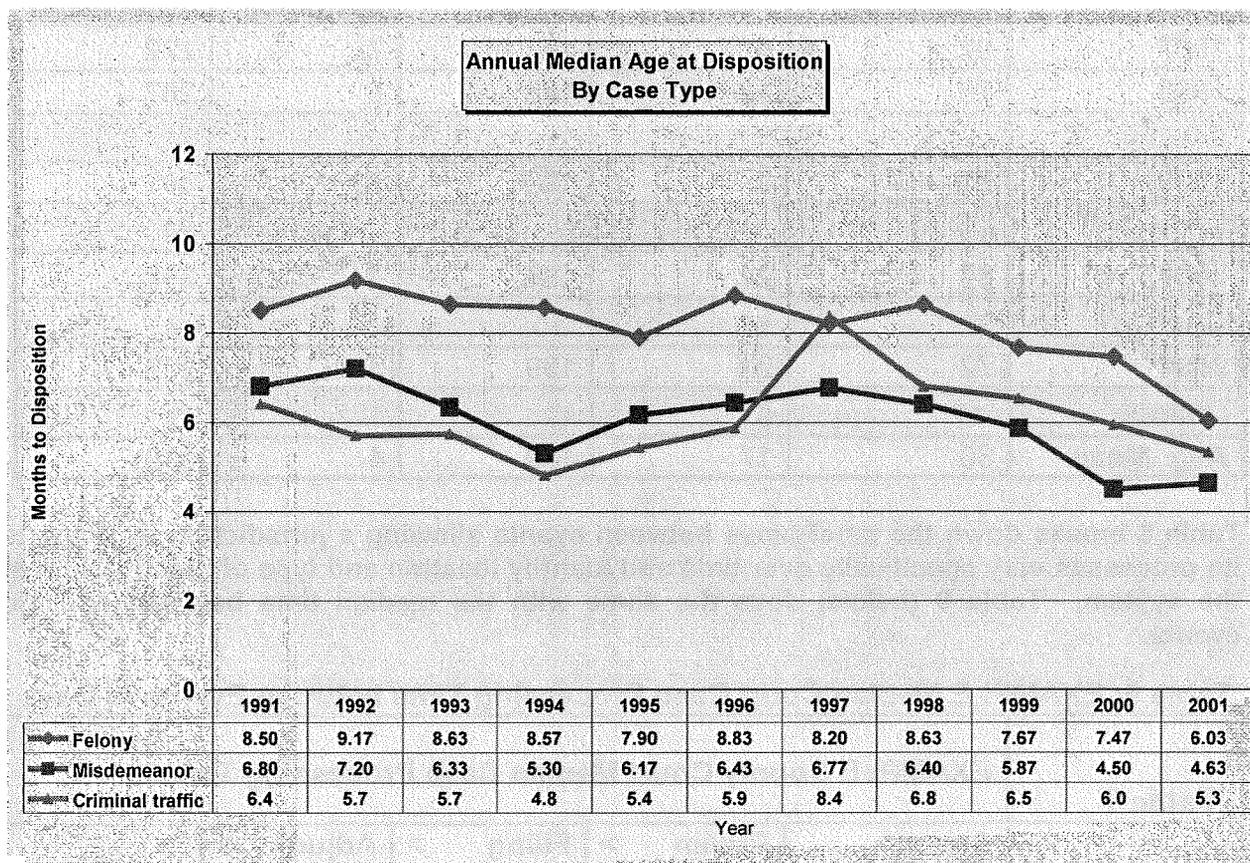


Chart 19 is an **EXAMPLE CHART** of a different format measuring *median* time to disposition in months. This jurisdiction compares itself to itself in an annual line graph chart and shows all three criminal case categories. A jurisdiction can visually see the results of successful efforts to reduce the median time to disposition. Overlays of the Jail ADP and ALOS charted information could also be done to determine the impact the court case flow has on ADP and ALOS.

The same format can be used to assess the Time to Disposition for each year over the past several years for any specific court. The courts can collect information on lower level courts or on specialty courts, such as drug courts, drunk driving court, mental health courts, or other courts to measure time frames attached to each specific area. Another method of measuring court case flow is to either count all or a sample percent of the caseload to determine the kind of data shown in Table 8, on the following page.

Table 8: EXAMPLE Format: Average EXAMPLE Court Case Processing Time, in days, between Events with Changes from Year to Year

EXAMPLE County Court Mean Case Processing Times, in days					
Table 8	Arrest > Indictment	Prelim > Filing	Filing > Adjud'	Adjud' > Sentence	Total Mean
1997	92	5	167	7	272
1998	76	18	188	5	287
Change	-16	13	21	-2	15
1999	95	7	196	3	301
Change	19	-11	8	-2	14
2000	89	21	186	2	298
Change	-6	14	-10	-1	-3
2001	72	21	199	3	295
Change	-17	0	13	1	-3
Avg. Mean	80	17	189	4	290

Table 8 breaks down the timeframes between events allowing a jurisdiction to examine its processes very specifically over time and identify location and type of pinch-points in the system. Table 9 (below) does the same with the median time between specific events.

Table 9: EXAMPLE Median Court Case Processing Time between Events in Days

EXAMPLE County Court Median Case Processing Times					
Table 9	Arrest > Indictment	Prelim > Filing	Filing > Adjud'	Adjud' > Sentence	Total Mean
1997	64	0	136	0	200
1998	52	3	143	0	198
Change	-12	3	7	0	-2
1999	58	3	162	0	223
Change	6	0	19	0	25
2000	80	2	157	0	239
Change	23	-1	-5	0	17
2001	51	3	150	0	204
Change	-29	1	-7	0	-35
Avg. Median	53	3	150	0	206

Very few courts have this information available and even fewer examine this kind of data. Table 9 could provide the data to create a chart showing the difference in

median time in 2001 between Arrest and the Preliminary Hearing – a decrease in 29 days, then add an additional seven days from filing to adjudication for a total of 35 days decrease in one year. What impact can this kind of change have on the jail population or rest of the system? Collecting and analyzing this information can determine the answer.

Criminal Defense

In the Criminal Courts, there are local attorneys that can provide court appointed contracted services and there is the State Office of the Public Defender. These types of attorneys provide the far greatest services to the defendants appearing in criminal filings. Attorney appointments are made after the court conducts a screening of first appearance inmates. If the inmate is eligible for appointed Public Defender services the court will assign the attorney.

Most interviewed feel Camden County could use additional attorneys in the local Public Defender Office. A full time local public defender office that is adequately staffed typically allows for standardized processes for; case opening and assignment, initial representation of defendants, improved appearances and information at bond setting, and timely response to client request of services.

Defense attorneys can be important members of a local Criminal Justice Coordinating Council (CJCC). While it will be difficult to have a single CJCC defense attorney agree to “policy decisions” for the entire defense bar, it is beneficial to have the criminal defense bar represented to provide input on policy or other discussion impacting their duties, the defendants they represent, or the system.

By all reports, the prosecutor’s office works well with the “usual” public defender or court appointed attorneys in trying to dispose of cases, and; typically only the cases needing to go to trial actually do. Prosecutors feel there are good built-in efficiencies with case processing, case scheduling and discovery to assist in expediting cases through the system. There are some issues with defense attorneys traveling or waiting at the jail to see clients, and this has the potential to cause some court delays. The current jail design was not created with professional visits in mind and therefore these contact visits can occur in the multi-purpose room, booking or public visiting area or hall way. Space can be limited and waits can occur for these professional visits.

Community Corrections, Pretrial Alternatives, Probation, Parole

Effective community based programs for offenders needs to address issues revolving around anti-social behavior, cognitive distortions, criminal thinking and address other criminogenic factors. Criminal offenders will not usually have a great deal of success in “generic” programs. Success levels with criminal offenders will be directly connected to the type of program, the target population for the program, the screening and enrollment criteria for the program, and the curriculum offered.

Corrections programs in Camden County are provided from a variety of sources. There is the State Office of the Department of Corrections and serves all resident felony offenders committed to probation or parole. There are also providers of Camden County Misdemeanor Probation Services in the county, essentially operated and supervised out of each court level. In this case, there are three privatized probation providers operating out of Superior Court, Magistrate Court and Probate Court. Each presiding judge contracts with the probation provider for services and committed offenders are charged a fee for probation services. In this manner, the county does not incur any costs for misdemeanor probation supervision.

There is no current specialized agents for supervision caseloads of sex offenders or other . There are no direct client intervention or behavioral modification programs offered by any probation officers, as the probation officer act as referral sources to other community based services to provide these services. The State DOC agency provides Pre-Sentence Investigations (PSI) in almost every felony case. The courts typically follow DOC recommendations. While there is no formalized pre-trial release services offered in the county, probation providers can provide pre-sentence services through the completion of the PSI's.

In discussion with justice system members, one of the biggest challenges is finding affordable and accessible offender-specific housing and long term substance abuse and mental health treatment in the community. Although some agencies have sliding fee schedules, there are still not enough affordable services, and offenders have difficulty with transportation and employment.

Many jurisdictions that use jail time in pretrial cases end up with "time served" or release from jail upon time of plea entry for the defendant. These same jurisdictions run the risk of losing public and justice system stakeholder confidence in the system because of this flawed design and philosophy. Public opinion is diminished when the persons "right to be considered innocent until proven guilty" is lost. If the accused is being confined for long periods of time prior to adjudication, whether through bond or probation and parole holds in jail, all can have the same affect. It is easier for the defendant to agree to a plea or to be revoked from probation if the jail time has mostly been served or if the amount of jail that could be served is significant. This can have great ramifications to the citizen view of the justice system.

A more comprehensive "Program Needs Assessment", as part of a Camden County Master Plan, should include a further examination of the probation data regarding local success and non-successes of individuals and programs over time. A CJCC should collect and review probation data regularly just as it should collect and review data from the rest of the system. Community Corrections agencies need to be considered equal stakeholder members to a CJCC.

Drug Court/Problem Solving Courts

A popular type of model for offender interventions is based on a drug court model. It is believed to have a potential impact on the jail's population, in many jurisdictions where they are operated. By most reports, the Camden Drug Court program is considered beneficial and worthwhile and will continue to operate in the Superior Court for the near future. Specialty Courts have a specific target population and reason to operate. They also need good planning and design and may need additional support through staff or staff time, equipment, programs, etc. While these types of system programs do have evidence of success, they will come with some additional costs as well. A cost benefit analysis should be part of any specialty court planning that Camden County considers in the future.

Pretrial Processes and Alternatives

Most county officials believe bonds imposed for everyone are set at sometimes unreasonably high levels of financial demand. An example cited was high cash bonds for anyone charged with a drug offense, or in family violence. The consultants could not verify or repute any of this, because the information on bonds is not specifically tracked and monitored by individual or in aggregated fashion. This specific data area is an example of data needed to support an information need, and to which a CJCC should request.

Because it appears the Camden County Jail houses a fairly substantial number of unsentenced and pretrial inmates, there is the potential to impact ALOS and ADP by addressing the needs of the inmates in pretrial status. A Needs Analysis on this population should include a rigorous examination of the pretrial inmate population and release process and should determine whether there is a need for developing the type or use of pretrial release supervision programs, diversion or other intervention programs. Pre-trial programs could focus on services associated with bond setting practices, supervision, referral or other services determined by the target population to be served. For instance, the target population could be misdemeanor or felons with minimal criminal histories, low risk current offense or those serving time on a low cash bond. There was no empirical data analyzed that evaluates either the definition or number of offenders falling into a low bond category description.

Three figures, the Failure-to-Appear (FTA) Rate, Rearrest Rate and Time-to-Release are the baselines to which staff can compare the impact of pretrial release process changes and programs to the system. Camden County criminal justice officials can determine which methods are most effective in releasing defendants who are going to be eventually released in any event, and who pose no increase in public danger. If pre-trial services were established, criminal justice authorities should examine these rates associated with each method of release, along with the average time to release for each kind of release. As a result, the community can maximize results and maintain public safety for the least costs.

Table 10 following, is an example of the type of data collection instrument used to assist in determining a baseline for comparison purposes as well as allowing a jurisdiction to

collect on-going system-wide pretrial management information. Misdemeanor summonses could be added to the form -- in which case the time to release category has no meaning.

Table 10: Pretrial Release Performance Data Collection Table-												
Criteria	PR Bond			Cash Bond			Surety Bond			SR Bond		
	FTA	Arrest	Time	FTA	Arrest	Time	FTA	Arrest	Time	FTA	Arr	T i
Felony												
Misd.												
Traffic												
Ordinance												
<p>This list can be as detailed as managers choose. List as many criteria as needed. For example, this data can be collected on a selection of specific charges (by statute number) in each primary category, or kinds of general group charges (Theft/Drugs/Assault) or a mix of other selected criteria.</p>												
<p>FTA - Failure to Appear Rate -- it may require sampling of cases or the information may already be retrievable from court records. Arrest - Rearrest while on release -- this will probably require a sampling of cases. Time - Time from booking to release -- this is probably available in the automated system but it will have to match any sample data collected above. SR Bond- Supervised Release bond. Not yet in use in Camden County.</p>												

Work Release Program

There is no formal work release program as part of the jail. Typically, such a program purpose is to allow gainfully employed inmates the opportunity to continue that employment while incarcerated locally. These types of Work Release or "Huber Centers" are common in many states and based upon court decisions and law. To reduce the risk associated with the infiltration of contraband, the housing area is not typically in the secure area of the jail. This may be possible if the Camden County Substation were to be used for this exclusive purpose. Allowing inmates to earn income allows inmates to begin the process of becoming financially responsible as the jail typically controls the income funds, some of which can be applied to offset the costs of the inmate's incarceration through work release fees.

Work Release Programs are generally very successful and one means by which localities can incarcerate low risk offenders at greatly decreased cost to the community. It can provide a mechanism by which offenders may develop jobs and employment skills while in jail, help defray the cost of their incarceration by paying daily fees for release, and help support their families and follow child support orders. The actual costs of incarceration are usually much less expensive in a minimum-security physical

plant such as a work release center as compared to a maximum facility such as a jail. If there was a new jail design to consider, the minimum beds provided in a Work Release Center are usually dormitory style and less expensive to build than secure beds. However, the recent trend is to eliminate work release centers completely and utilize technology such as Electronic Monitoring or GPS Monitoring under home confinement with work release. If this were to occur, it would also be a much less expensive and provide a beneficial means to the use of incarceration.

County Board of Commissioners

The consultants did meet with a number of Commissioners, (Steve Berry, Charlene Sears, Nisi Zell), and the Board Chair David Rainer. There is a mixed level of support on the Board for any support of a jail project. Most indicate the dilemma involves balancing the many priorities for the county at present with limited resources to share throughout. However all agreed the jail population is a high concern. Most are also supportive of the jail being a facility that adequately provides for the inmates and public needs, and they desire an operation that reduces the liability risks to the county. They realize the County Board is placed in a position that "not acting", brings great risk, costs and potentially high liability risks in the near future. While struggling with the cost of the decision, they must take steps forward that will provide for the needs of the justice system in both the short term and future. The current Board is forced to act now, as the previous Boards did not act on an approved Jail plans in the past, due to the declination of the offer by the previous Sheriff.

The Commissioners are important stakeholders of the local criminal justice system. They are responsible to the citizens for most of the county's expenditures and operations, and there is some reluctance on their part to act on a jail project because of the lack of strong community support. Their oversight and how they go about making decisions will make a critical difference in the effectiveness and efficiency of the local criminal justice system. How well the construction of new facilities, or new programs, serves the county and for how long, lands on the county board and the final results will be the longest lasting testimonies to their work.

There has not yet been a successful understanding or acceptance of all the issues with the jail. This will only come with better system and jail analysis. The relationship that exists with the county board is crucial to successful collaboration and must be considered as a critical component for community education, support and advancements.

Treatment Resources: Mental Health, Alcohol and Drug Abuse

Most agree there are not enough easily accessible treatment resources, especially for mentally ill and indigent defendants, available locally. Some programs are available in the jail and community, but it may still be difficult for the offenders to access. Transportation is a challenge for offenders in obtaining and then maintaining treatment scheduled if they reside out of the City of Woodbine, Kingsland or St. Mary's.

There is no question the abuse of alcohol and drugs, are contributing factors to the criminal behaviors in the county. Domestic Violence levels also appear high. The lack of county emergency housing and long term support for substance abuse and mental health programs ultimately impacts jail populations when the jail becomes filled with inmates.

Mental Health arrests can consume tremendous resources and time from law enforcement and also takes officers out of service. New processes for a local evaluation for triage type services and prioritized services at alternative locations could be a viable option as opposed to using law enforcement resources. This is another potential use for a modified Substation.

All realize the jail is not designed to be used as a medical holding facility for mentally ill, even though that can happen. This brings about great risk and an unintended use of the jail, as the current jail was not designed or constructed with the plan of use to be an inpatient mental health hospital. Future design and planning for the justice system supportive needs should address the issues with these special management populations.

Criminal Justice System Management

Camden County may not be a large county but the local justice system is too complex for its leaders and managers to rely on classical bilateral relations – it requires multi-lateral discussions on a regular basis supported by good and timely information. Camden County is ready for an established Criminal Justice Coordinating Council. In the past, bilateral interactions, task forces and ad hoc committees were used for each justice system problem needing resolution. Camden County can enhance the CJCC and its ongoing management of their current system by adding formality and better information processing designed to proactively manage and resolve issues before they occur.

An early *objective* of the Criminal Justice Coordinating Council (CJCC) may be to determine the needs of the jail but the overall *Mission* is to ensure more effective and efficient management of the system as a whole.

Currently, the pressure may be for the CJCC to determine the intended jail use, or the jail needs or design, but the overall mission is to ensure more effective and efficient management of the system as a whole. Regular information discovery and monitoring of the entire system can result in significant jail-bed day savings and assist the jail more than any other single action. In a Bureau of Justice Assistance (BJA) funded review of five jurisdictions that had been deemed to have successfully addressed jail crowding, participants claimed it was the creation or rejuvenation of a CJCC that was the single most effective tool.

Below is a suggested list of participants that are commonly included:

- ★ Superior, Magistrate, Probate or County Judges
- ★ County Board of Commissioners
- ★ Prosecutor
- ★ Victim/Witness Advocate or Coordinator
- ★ Public defender/defense bar representative
- ★ Sheriff
- ★ Clerk of Court
- ★ County Attorney or Corporation Counsel for the county board
- ★ DOC Probation and Parole Supervisor
- ★ City Police Chief representative
- ★ Jail Administrator
- ★ Juvenile Offender Authority
- ★ Human Services representative
- ★ Offender treatment providers
- ★ Community, citizen or business representative
- ★ Ministerial representative
- ★ Other persons as decided by the principal stakeholders

The CJCC should have a titular leader(s) and should decide on its own membership and leadership. The court is often considered to be one of the highest status principals. Active judicial leadership can help create the sense of importance that can prevent erosion of the CJCC's effectiveness by principals' assigning other staff to attend or simply quitting.

One agency or staff person should provide support services to the committee to conduct all of the housekeeping chores (see earlier recommendation). The CJCC should ensure dedicated time of someone to be staff support for the CJCC. This person is responsible for overseeing the collection of interagency information, research, prepare jail population reports, coordinate the creation and presentation of permanent system-wide monitoring reports, investigate and prepare follow-up reports about the needs for the jail as well as alternative programs and initiatives and their probable impact. This staff person should be responsive to much more than just the jail's needs, providing equal support for all justice system functions.

Recidivism

Citizens and political leaders often times ask the question "is what we are doing with offenders working?" To determine the answer, officials need to have knowledge about the impact system responses have on "recidivism".

Recidivism typically means the return rate of criminal behavior. What is not universally defined is the specific measurement terms for recidivism. For instance, does a return of

criminal behavior mean a new arrest, a new conviction for felony offense or something else? The length of time for measurement is also not universally defined. Does recidivism need to occur while on probation supervision, within one year of jail discharge, or three years from alternative programs, or more? This discussion and definition needs to be established at the Camden County level and needs full support and understanding by justice system professionals during program planning and evaluation. Once engaged in programming, the question of recidivism impact will be asked and there must be preparation for responding to the question.

Recidivism is only one part of this analysis. It is not critical for Camden County to measure itself against the world – just itself. In addition to recidivism, ensure all measurements are carefully defined so Camden County officials know what the definitions and the outcomes “mean”. There may be some benefit in some cases to measure true comparables across jurisdictional boundaries, but the most important ability is to be able to compare Camden County figures, to Camden County figures, over time. This is possible after a data information systems plan and standardized process has been put in place.

In evaluation studies, it is important to measure the impact on all participants of alternative programs and compare them to the populations not receiving treatment. The goal is to determine the programs in and out (mainly out) of jail that are most effective and with whom they are effective.

Who Should Be Jailed?

Only local citizens and officials should determine how the Camden County Justice System should prioritize the use of the jail. The CJCC can examine whom it expects to keep in jail based on; type of crime, criminal and personal profile of persons arrested and/or sentenced, and length of stay in jail. This becomes possible as data is collected and follows the flow of defendants and offenders from arrest all the way through the system. A CJCC must collect data and turn it into information that will guide decisions. Establishing the length of time between events and the desired response between events is important in establishing the target population for the jail. Jails should not be viewed as the only place everyone winds up after committing a crime. By first identifying who must be jailed, a jurisdiction can then start to determine how many of these defendants and offenders can be expected. Also important is to determine how or if the jail is to be used in response to an offender type, and for how long will it be used. Defendants and offenders could be referred to non-jail alternatives such as supervision in the community (pretrial or sentenced), drug treatment and testing, active probation or community service while in the community, and day reporting, to name a few. These decisions must be made by the CJCC through discussion, negotiation and consensus.

Financial Impact of Planning and Management

Planning and management save tax dollars by preventing *inefficient* expansion of jail facilities, or community corrections programs and their operations. Operations

management should measure the same way we would measure any business; not so much to determine if it works but rather with whom it does work (target population) and how well it works (impact/outcomes). Getting the most public safety for dollars spent is the real goal for good planning and management.

XI. Community Meeting

The community meeting was held on March 25, 2010. The agenda is included in the Power Point appendix to this report.

The community meeting provided an opportunity for Camden County leaders, government and community representatives to hear about and express their views related to the criminal justice system and their future options. This meeting occurred in

a county meeting room and many representatives from the justice system attended this public forum to participate in the discussion and presentation. The attendance sheet is also attached in the appendix.

The goals of the community meeting were to:

- ★ Review Camden County's issues and concerns related to the purpose for the jail, the justice system, and the current local practices with their members.
- ★ Educate participants about the role of public policy in influencing the size and composition of the jail population and how effectively the local criminal justice system is managed.
- ★ Provide participants with preliminary findings and observations, and recommendations as a result of the local system assessment and interviews.
- ★ Give participants a description of the type of planning and management system needed to successfully address justice system operations, i.e., the Total Systems Planning Model.
- ★ Allow participants to share their concerns and ideas about the local criminal justice system and the development of adequate jail policies.
- ★ Encourage further exploration of future course of action for Camden County.

The content of this document summarizes the materials presented during the community meeting.

National Institute of Corrections

The National Institute of Corrections (NIC) is attached to the Bureau of Prisons in the United States Department of Justice. It was established in the early 1970s as a result of concern generated throughout a variety of correctional settings. It was initially funded through the Law Enforcement Assistance Administration (LEA). In 1977 the NIC received its first appropriation. The purpose of the Institute is to provide training, technical assistance, and information to state and local correctional agencies and to sponsor research, evaluation, and policy and program development. The NIC is a very small agency by federal standards with offices in Washington, DC.

The staff members, who operate the Jails Division in Washington deal exclusively with the problems and concerns of local corrections. Since its staff is small the NIC contracts with a variety of services and technical assistance providers to provide technical assistance to local jurisdictions.



Appendices

Information Request

Information Collection Requests

- I. **List of persons interviewed**
 - A. Sheriff Tommy Gregory
 - B. Jail Administrator Larry Hamilton
 - C. Sheriff Office Chief Jailer Joshua Baker
 - D. Sheriff Office Sgt. Watson, Sgt Mark Dyals, Corporal Jay Thames
 - E. Jail nurses Deborah Stewart, Zenobia Yarney, Kaycedar Fairley
 - F. DOC District Supervisor Tim Tatum
 - G. Probation Agent Supervisor Jimmy Pitts
 - H. Jackie Johnson, Assistant District Attorney
 - I. Probate Judge
 - J. Clerk of Magistrate Court Alison Crews
 - K. Superior Court Clerk Susan Waldron
 - L. Steve Howard, County Administrator
 - M. County Board of Supervisors
Nisi Zell, Charlene Sears, Steve Berry, David Rainer
 - N. St. Mary's City Police Chief Griffis
 - O. John Stokes, County Engineer
 - P. Shirley Wise, Associate Probate Judge

- Q. Jennifer Lewis, Chief Magistrate Judge
- R. Martin Gillette, Judge Probate Court
- S. Amanda Williams, Superior Court Judge
- T. April Howard, Secretary District Attorney Office
- U. Bryan Fewox, Network Administrator Sheriff's Office
- V. Jodi Logan, Records Custodian Sheriff's Office
- W. Judge Harrison, Superior Court Judge
- X. Kari Griffen, Sentinel Offender Service Office Manager

II. Criminal Justice System Questions

- A. Is there some form of Criminal Justice System Management Committee(s)?

If yes, please describe who is on the committee(s), how often they meet, and describe their mission(s)?

- B. Are there recent laws that have been passed by the state legislature that you believe will have a significant impact on the local criminal justice system?
- C. Do victim laws have an impact on the court case flow or the decisions made by any of the primary criminal justice system actors?
- D. Do you have a copy of the relevant bail laws, state court rules, or any relevant administrative orders of the local court? If "yes", please make copies available.
- E. What are the local laws regarding the "waiving" of juveniles to the adult court? Has this been an issue within your jurisdiction? Do you house juveniles in the jail? If so, under what circumstances?

- F. Information Systems

Please describe the information systems that are used for different agencies.

- 1. Is there a "CJIS" or central criminal justice information system shared by many agencies? If "yes", then which agencies share the system?

2. Please provide a brief description of the following: age, kind of computer system (mainframe, pc, etc) and software in which the system is written.
 - a. Jail information system,
 - b. Police systems for the major police departments,
 - c. Court system,
 - d. Prosecutor system,
 - e. Defense system,
 - f. Any kind of local court services, pretrial services, or community corrections,
 - g. Parole and/or probation system,
 - h. What other automated criminal justice systems are there in the jurisdiction?

III. Information Collection for Particular Agencies

A. Court Questions:

1. General Questions

- a. Do the Court Administrator and/or Clerk have caseload and case flow information?
- b. Are there any differentiated case management processes? For example, is there a special case track for incarcerated defendants? Defendants charged with drug cases?
- c. Similar to differentiated case management, are there any specialty courts? Drug court, domestic violence court, or others?
- d. Who sets the dockets?
- e. What kind of calendaring system is used?
- f. Does the state supreme court set any case management guidelines (rules)?
- g. Does the local court?

- h. Is there a formal or informal case continuance policy?
- i. Are there any institutionalized processes or rules by which the court assists the prosecution and defense to negotiate appropriate cases more expeditiously?

2. Data to collect

a. Caseload Data by Case type -- to the greatest degree possible -- such as by charge. Several years of data would be great for comparison purposes and to identify trends.

1) Number of cases filed -- by type,

- Number/percentage of cases begun but not filed,
- Number/percentage of dismissals,
- Number/percentage of charges reduced prior to filing.

1) Number of cases disposed by different methods (trial, non-trial, diversion, dismissal, etc.)

2) Number of cases pending

3) Age of pending caseload

4) Is there information indicating the number/percentage of cases that are disposed of by timeframe? For example:

- Number of cases disposed with average and median times by disposition event,
- Number of cases disposed that were less than three months old,
- Number of cases disposed that were less than six months old,
- Number of case disposed that were less than 12 months old,
- Number of cases disposed that were less than 24 months old,
- Number of cases disposed that were less than 36 months old,
- Number of cases disposed that were more than 36 months old.

b. Other Case flow Data: Average and median times to and between each court event(s). Is information available to track the average and/or median time between the normal court events?

- 1) Arrest to initial appearance
- 2) Arrest to the next appearance after the initial bond appearance
- 3) Arrest to filing or preliminary hearing - whatever is the most common method of binding over felony cases.
- 4) Filing to plea
- 5) Filing to trial
- 6) Plea to sentencing
- 7) Trial to sentencing

B. Prosecutor

1. General Questions

- a. Does the office set explicit prosecution standards?
- b. How are cases screened?
- c. How are cases assigned?
- d. Does the office review requests for arrest warrants?
- e. What is the caseload per attorney?
- f. Are caseloads weighted by kind of case other than misdemeanor and felony?
- g. Is there any office policy concerning continuances?
- h. Is there a negotiation policy/process? Are there any institutional processes in which the court, prosecutor and defense review cases in order to expedite normal plea negotiations?

2. Data Questions

- a. Number of cases received for screening
- b. Number/percentage of cases:
 - 1) Misdemeanors and (separately) felonies not filed, or diverted,
 - 2) Misdemeanors and (separately) felonies filed, or diverted,

- 3) misdemeanor dispositions: plea, non-jury trial, jury trial, dismissed, diversions and total convicted,
- 4) original felony dispositions prior to being bound over to district court – dismissals and pleas, diversions,
- 5) Felony dispositions after being bound over to district court – dismissals, pleas, jury trial, non-jury trial, diversions and total convictions.
- 6) How many attorneys are there? Non-attorney staff?

C. Defense General Questions

- a. Is there a fully staffed public defender's office?
- b. How is indigence determined?
- c. How much time does it take the defense counsel to be appointed?
- d. How are cases screened and assigned?
- e. How soon is the incarcerated client seen? Are there explicit guidelines?
- f. What percentage of the caseload is incarcerated at time of appointment?
- g. How long does it take to arrange a bond review hearing?
- h. What is the office caseload for the County?
- i. What is the caseload per attorney?
- j. How many attorneys are there?
- k. How many non-attorney staff is in the office?
- l. Are there any institutional processes in which the court, prosecutor and defense review cases in order to expedite normal plea negotiations?
- m. How is discovery handled?
- n. Is the public defender involved in some form(s) of criminal justice system management group(s)?

D. Jail

1. General Questions already included on NIC application.

2. Data and Information

a. A recent snapshot of the jail population with as much detail as is practical. The number and percentage of inmates in local facilities by:

- Legal status and case type: pretrial (traffic, misdemeanor and felonies); awaiting sentence, (traffic, misdemeanor and felony); sentenced (same); holds for other agencies, holds for other jurisdictions, etc.
- By charge,
- By sex,
- By arresting agency and case type if available.

b. Exit information relating to average length of stay (ALOS). An example would be a sampling of exit information on all inmates leaving the facility during a certain period, e.g., a month, six months or a year, or longer if available. It might include the following information;

1) ALOS by several categories

- a) legal status (pretrial, sentenced local and state, out of county holds,
- b) Charge level ("a" above by traffic, misdemeanor, and felony)
- c) Charge (by pretrial, sentenced, other)
- d) Arresting agency

2) method of release -- if pretrial release identify the kind of bond by level of charge,

- a) personal recognizance,
- b) other non-financial release
- c) cash bond,
- d) surety bond,
- e) property bond,
- f) other bond.

3) Most serious charge,

- 4) arresting agency,
- 5) Average length of stay and average daily population
 - by arresting agency
 - by charge
 - by kind of release
- 6) Percentages of total population released in the following increments (or similar) % of total release sample that are released within 12 hours, 24 hours, 48 hours, 72 hours, 7 days, 14 days, 30 days, 30+ days – of booking.
 - a) By legal status and level of charge
 - b) By kind of release
 - c) By arresting agency
- 7) Booking Information – Information on inmates entering the facility.
 - a) Total booking information for a particular time period
 - b) Average daily booking
 - c) By legal status and level of charge
 - d) By sex
 - e.) By legal status
 - f.) By arresting agency

E. Police/Law Enforcement

1. General Questions

- a. Are there explicit arrest standards?
- b. Do officers have the authority to issue misdemeanor and/or felony summonses in some cases?
- c. Are there jail alternatives provided for officers dealing with public inebriates
- d. Are there jail alternatives provided for officers dealing with people' mental health problems?

- e. Are there jail alternatives provided for officers dealing with the homeless or those charged with trespass?

2. Data to Collect

- a. Arrest information: Citations and arrests by charge over the past few years.
- b. Have there been any policy or law changes that have affected the number or kinds of arrests?
- c. What is the average length of time it takes to book a prisoner into the jail?

F. Pre-Trial Services and Community Corrections

1. General Questions

Almost all of these questions (excepting PSI questions) can be used for most community supervision programs.

2. Data to Collect

- a. Average daily caseload for program?
- b. Average daily caseload per officer/counselor for the officer?
- c. Are caseloads weighted by kind of case?
- d. Percentage of success and failure?
- e. Percent of failures for technical violations?
- f. Percent of failure for new arrests while under supervision?
- g. Percent of Violations served with summons v. arrests?
- h. Percent of cases in which jail was part of the sentence?
- i. Average number of PSI's ordered?
- j. Percent of all PSI's completed that are for incarcerated defendants/offenders?
- k. What is the average length of time it takes to complete a PSI?

G. Community Supervision Programs

Please list all community programs.

H. Alternative Programs

Please list all "alternative" programs that may or may not be operating or considered in the community.

Appendix B

Example Documents for Developing a Criminal Justice Collaborating Council or Justice Management Council CRIMINAL JUSTICE COORDINATION – WHY?

CJCCs: The Need

Administration of the justice system is primarily a responsibility of local governments. In many cities and counties, a sentiment is expressed that the system of criminal justice should, and could, work better. Scarce local resources could be allocated more efficiently if city and county law enforcement activities, court practices, and corrections programs were planned and conducted in a coordinated fashion.

This sentiment is especially acute in jurisdictions where jail crowding is a severe or chronic problem. Could improved planning and coordination reverse crowding in correctional institutions and work overload in other justice agencies? Could a system wide, interagency, and intergovernmental CJCC help in this area?

CJCCs: The Advantages

The work of CJCCs can produce many benefits, including better understanding of crime and criminal justice problems, greater cooperation among agencies and units of local government, clearer objectives and priorities, more effective resource allocation, and better quality criminal justice programs and personnel. Taken together, these results can increase public confidence in and support for criminal justice processes, enhancing system performance and, ultimately, the integrity of the law.

Improved planning and coordination help individual justice agencies become more efficient, productive, and effective. Such improvements also help officials of general government—such as the city mayor, board of supervisors, and county commissioners—

evaluate and make decisions about the justice system's cost and performance. Many local governments also are finding that comprehensive system wide planning (interagency and cross-jurisdictional) helps to streamline the entire local system of justice, eliminating duplication, filling service gaps, and generally improving the quality of service while controlling costs.

The major benefits of local justice planning are shown in the exhibit on page 4, which illustrates the relationships between major planning activities and lists goals and objectives that could be adopted by any CJCC.

The Need for Improved Criminal Justice Coordination

In most jurisdictions of the United States, the responsibility for crime prevention, crime control, and improvement of the administration of justice rests largely with local government. But often, the local government machinery set up to deal with crime does not work well. Examples may include the following:

- The narcotics detail of a police department

postpones arrests until the entire network of a drug ring is identified, and then processes 50 to 100 new cases into the local justice system. Jails and courts, unprepared for the influx, are suddenly more crowded and backlogged.

- In another locale, the jail has been crowded for a long time, the county cannot afford to build a new one, and public support for financing a new jail is at an all-time low. Legal liability is a concern, yet officials of general government and justice agencies seem to be immobilized. There is no consensus about what needs to be done.

- Concerned about crime, a county board of commissioners approves a large budget increase for county law enforcement and jails. Increasing the capacities of only part of the system, however, results in more arrests for minor offenses, increases the jail population, and contributes to court delay but does not reduce serious crime.

Situations like these are familiar in many localities. The first indication that a major decision has been made in one part of the criminal justice system often comes in the form of a deluge of new cases that overwhelms another part of the system. Agencies needlessly duplicate each other's efforts, increasing the overall cost of local services. Decisions made with inadequate information produce unintended or unanticipated effects. Interagency disputes may be settled only when the opposing parties tire of fighting.

The Connection Between Planning, Analysis, and Coordination

Planning is the process by which we bring anticipations of the future to bear on current decision making. Planning is future oriented, rooted in the belief that we can make decisions that not only will help us anticipate and cope with alternative futures but also will help us have more control over determining that future.

Planning is an integral part of informed policy making and competent agency management. Because planning involves defining problems, clarifying objectives, establishing priorities, and instituting programs, every executive must regard planning as a major responsibility of his or her job. Planning is part of the executive function, not something to be assigned to others.

Local justice planning is directed toward the goal of improved decision making. It *requires* analysis and *produces* improved coordination as well as other benefits. Planning is the larger concept. Interestingly, the words "planning," "analysis," and "coordination" are often used interchangeably, as if it is understood that they are related.

Over the years, criminal justice planning committees increasingly have been renamed "criminal justice coordinating committees." This change reflects a realistic attempt to move away from some negative baggage associated with the word "planning," especially its connection to centralization of authority and control. Centralization of control is an unfortunate feature of some planning efforts. It offends independently elected and appointed officials who feel obligated to constantly fight against erosion of their authority. So, to many, a

criminal justice *coordinating committee* may initially appear to be a criminal justice *planning* committee in disguise.

Benefits of Local Justice Planning and Coordination

Good planning at the local level can be expected to result in:

- **Improved analysis of problems.**

Planning produces the data and analyses needed by elected officials and justice administrators to improve their decision making.

- **Improved communication, cooperation, and coordination.**

Planning provides a mechanism for improving communication, cooperation, and coordination among police, courts, corrections, and private service agencies as well as between different levels of government and the three branches of government. Improved coordination is a *result* of planning.

- **Clear goals, objectives, and priorities.** Planning permits more precise articulation of purposes and links goals, objectives, tasks, and activities in more meaningful ways.

- **More effective allocation of resources.**

Planning provides a framework for resource allocation decisions. It simplifies setting priorities for the use of resources to achieve justice goals and objectives.

- **Improved programs and services.**

Planning produces a clearer understanding of problems and needs. Planning also makes it easier to formulate goals and objectives and to

evaluate and compare alternative programs and procedures.

- **Improved capacity and quality of personnel.**

Planning focuses organizational effort and provides agency personnel with new knowledge and information. Planning can result in benefits to the entire community, such as making the justice system more accountable, more open to the public, more efficient, and more effective. Justice system coordination can also save taxpayer money.

Many different justice planning and coordination activities serve to improve justice system policy, program, and operational decision making at the local level. Exhibit 2 illustrates the relationships between major classes of justice planning activities and general objectives and goals that may be adopted by any CJCC. Each planning activity contributes to one or more of the six planning objectives, which, in turn, contribute to improved decision making and, ultimately, to the achievement of justice system goals. Although most planning activities actually contribute to the achievement of more than one planning objective, each is located above the one it most directly serves.

Planning can also increase public confidence in and support for the justice system. Ultimately, the effectiveness of the justice system depends on the willingness of the majority of citizens to obey the law and to report crime, identify suspects, and cooperate with the prosecution. Citizen co-operation is also necessary if ex-offenders are to reintegrate into the fabric of the community successfully. Anything that can be done to increase public

confidence in the justice system and its support for justice processes contributes to system performance. A coherent plan, produced by a coordinating body that speaks with a responsible voice, can soothe public fears of crime and allay any concerns that little can be done about it.

In the aggregate, planning can protect the integrity of the law. Planning can produce a justice system that makes it unnecessary for aggrieved citizens to take the law into their own hands; that does not allow the morale of justice agency personnel to sink to the point where unethical behavior seems justified; and that prevents public services from becoming so poor that courts must close facilities and grand juries must expose scandals. As people recognize that crime is less a problem to be solved than a condition to be managed, planning is increasingly viewed as a sign of good management. Planning protects the integrity of the law to the degree that it converts ideals into practice—by administering justice. Competent planning, in short, is a sign of good government.

The Context of Planning and Coordination

Developing competence in planning and applying it effectively to criminal justice policymaking and operations is no easy task. In large part, the difficulties of justice planning (as well as the need for it) arise from the nature of the system itself.

By design, the system is fragmented. No central authority manages it. No one branch of government or level of government is responsible for the entire process.

The checks and balances with which the local justice system is punctuated are intentional and necessary, but they do result in inefficiencies and conflicts. There is great dispersion of power among divergent forces. And the professional orientations, values, and managerial perspectives of key agency participants are markedly different—often diametrically opposed. This makes conflict and tension among justice agencies virtually inevitable as each understandably attempts to turn events to its own advantage.

Appointed and elected officials of general government and citizens concerned with broad policy issues must rely on justice agency heads for advice on what to do about crime and justice problems. But these executives seldom agree. Although the different agencies must interact (they share the same clients and workload), they often do so only when absolutely necessary—and then with little apparent concern for the “system” of which they are a part.

In such a context, comprehensive planning must seek to build linkages among agency decision makers without attempting to subordinate them to any higher authority. No one is at the helm, but no “master planner” will be allowed to steer. Not fragmentation, but the problems resulting from it, must be the target. Accommodation and cooperation can be fostered only if planning is able to demonstrate mutual regard for agencies that work together to achieve shared objectives. The independence of the key participants must be respected.

Sometimes, a concern about respecting the doctrine of the separation of powers

leads a key justice leader, often a judge, to express discomfort at being asked to serve on a CJCC. But judges serve on

many CJCCs and, in fact, chair them in some communities.

The reality is that CJCCs bring independently elected and appointed people together in a forum where they agree to work together, realizing they have interdependent relationships. Under the constitutions of each state, these key participants recognize they are independent and have an obligation to remain so. Nothing in this model should be interpreted to suggest that they will or should lose their independence.

NOTE: This information is an excerpt from a National Institute of Corrections publication entitled: Guidelines for Developing a Criminal Justice Coordinating Committee.
NIC Accession Number 017232

MAJOR JUSTICE PLANNING ACTIVITIES

<ul style="list-style-type: none"> • Crime analysis • Criminal justice system analysis • Productivity analysis • Legislative analysis • Special studies • Database development 	<ul style="list-style-type: none"> • Definition of responsibilities • Convening and serving coordinating groups • Coordination with other planning units 	<ul style="list-style-type: none"> • Formulation of goal statements • Clarification of issues and values • Construction of goal hierarchies 	<ul style="list-style-type: none"> • Management of federal/state/local resources • Review of agency budgets 	<ul style="list-style-type: none"> • Program design, development, implementation, and evaluation 	<ul style="list-style-type: none"> • Technical assistance • Information brokerage
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Major Planning Objectives

Improved analysis of criminal justice problems	Improved coordination and cooperation	Clearer goals, objectives, and priorities	More effective allocation of resources	Improved criminal Justice programs and services	Improved capacity and quality of personnel
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Purpose of Planning

Improved criminal justice policy, program, and operational decision making



Criminal Justice System Goals

Protect integrity of the law	Control crime and delinquency and/or root out causes of crime	Improve quality of justice	Improve criminal justice system and related programs	Increase community support for criminal justice system
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Committees Descriptions and Guidelines

I. Organizational and Operational Guidelines for Committees

A. Membership

- Each committee is chaired by a member of the CJCC².
- Each committee is limited to nine (9) members.
- Each committee may have as many subcommittees as deemed necessary, both permanent and temporary. There is no set limit to the number of persons on a subcommittee.
- Each Subcommittee is to be chaired by a member of the committee.

B. Open Meetings and Open Records Law

All Committees and Subcommittees are subject to the Wisconsin open Meetings and Open Records Law and this means that the chairpersons will be responsible for ensuring that all meetings are properly posted.

C. Conflict of Interest Guidelines

The Council is preparing conflict-of-interest guidelines for members, to include all committee and subcommittee members. These will be presented upon completion.

D. Financial Support

The Council does have county budget appropriations but these are to be disbursed at the direction of the Council or the Executive Committee based on guidelines set by the Council.

E. Committee Decision Making Processes

The committees and subcommittees shall use a majority-voting method following Roberts Rules of Order. It is expected that the subcommittees may be larger and the committees will be involved in vigorous and even contentious discussions at times and Roberts Rules of Order may be very useful.

² More than one CJCC member may be on a Committee or subcommittee but one will be designated as the chairperson.

The CJCC itself has chosen to use a consensus model of decision-making with a two-thirds vote back-up in the event that consensus cannot be reached.

II. Committee Missions and Descriptions

A. Executive Committee

Mission:

The mission of the Executive Committee is to provide operational guidance and assistance for the Council and its Committees during the time between CJCC meetings. The Committee also provides leadership services and oversees the day-to-day operations of the CJCC. The CJCC selects the members as outlined in the Council's By-Laws.

Any member of the Council may attend and participate in the Executive Committee meetings. The Executive Committee shall be responsible for the following:

- Develop Council meeting agendas and ensure matters are ready for Council meetings.
- Ensure assignments are completed and prepared for Council meetings.
- Propose to the Council the formation of Standing Committees, Subcommittees and Ad Hoc Committees.
- Recommend to the Council individuals to serve as chairs and members of above-listed committees.
- Coordinate the Standing Committees, Subcommittees and Ad Hoc Committees.

B. Data Analysis and Information Committee

Mission:

The mission of the Data Analysis and Information Committee is to provide the operational capability underlying one of the principles of the Council, which is to make information-driven decision-making the norm for the County Justice System. To that end, the Committee provides three levels of service.

- The first is to work with the Council, its members, their staffs, the committees, and others to identify the general information needs of the Council and its committees and constituent agencies.

- The second is to investigate ways and means to create the infrastructure and specific process (es) of providing that information on a regular basis.
- The third service is to assist the council, its members and committees to identify, investigate and create specific processes to provide information relating to very specific situations that are deemed to require more information before making a decision.

C. Jail and Huber Utilization Committee

One of reasons for the existence of the Council is to find the most effective and efficient means of providing for public safety and ensuring the most appropriate use of the jail.

The Jail and Huber Utilization Committee is to regularly examine how the jail and Huber facilities are being used and by whom. A focus is on examining inmates in the jail – both defendant and offender characteristics to include demographics, residence, criminal charges, criminal history, other presenting problems, etc. and inform the council and other committees of inmate sub-populations that might be susceptible to other kinds of correctional and treatment possibilities both inside and outside of the jail and Huber facility.

A second mission is to regularly track significant defendant and offender subpopulation trends (short term and long term) in order for all members to better plan and manage the local justice system.

D. Community Programs and Interventions

One of reasons for the existence of the Council is to find the most effective and efficient means of providing for public safety and it is necessary to explore all ways of first deterring initial entrance into the criminal justice system and if not that than to find the most appropriate, effective and efficient means to respond to criminal activity with a focus on what on what will reduce criminal recidivism and victimization at all levels.

To that end this committee will use information from many sources including the Jail and Huber Utilization Committee to identify appropriate defendant and offender sub-populations in order to select effective, efficient and cost effective alternative programs and processes for defendants and offenders in the County. The Committee focuses on three areas:

The first is to examine both defendant and offender characteristics to include demographics, residence, criminal charges, criminal history, other presenting problems, etc., and identify some best practices that maybe used most effectively with the various

sub-populations identified. The second is to match some of the best practices that may be used most effectively with the various sub-populations identified. The Committee will regularly map the strengths and weaknesses in the treatment and educational program areas that are a part of, or contiguous, to the local criminal justice system.

The third is to measure the effectiveness, efficiency and ultimate impact of all criminal justice system-related programs and processes that directly relate to treatment and education of defendants and offenders – including those who might be kept from entering the criminal justice system.

Public Relations and Education Committee

The Committee focuses on several areas, such as providing information about the general activities of the Council to the public in general, assist in educating the public about specific initiatives, programs or services supported by the Council, and to regularly identify community concerns that are related to the responsibilities of the Council and/or its members.

The Committee should prepare a public relations plan or process that focuses on educating the press and other interested parties about the Council's creation, its purposes and activities.

Juvenile Justice Committee

As of the creation of the Council it is generally accepted that the Juvenile Criminal Justice System operates at an effective and efficient level and it is the goal of the Council to maintain or improve that level of overall performance.

This Committee is to focus as a mini-Criminal Justice Collaboration Council for the Juvenile Justice portion of the county criminal justice system. The focus is to ensure that issues and initiatives are identified, mapped, measured and responded to in a way that ensures the most pro-active, comprehensive, information-driven process.

One focus of this committee is to examine the current successful processes that might be relevant for the adult system for possible replication – and vice versa.

MISSION STATEMENT

The mission of the CJCC is to enhance public safety in county through community collaboration by ensuring offender accountability, providing rehabilitation programs and supporting the rights and needs of victims.

VISION STATEMENT

Our criminal justice system will be characterized by a balanced proactive response to criminal behavior that incorporates accountability and the principles of restorative justice.

We envision a team approach that utilizes meaningful, shared, system-wide information and community resources to promote our core values. We will treat all individuals fairly, equally and with dignity.

CRIMINAL JUSTICE COLLABORATING COUNCIL MEMBERS IN ANOTHER JURISDICTION

Circuit Court Branch Chief Judge District	The County Executive	The County Board Chair
Mayor, City of	The County District Attorney	The County Sheriff
The Chief Public Defender for County	Supervisor, County Office Probation and Parole	Clerk of Court, Courts Administration Division
Director, County Dept. of Health and Human Services	Chief County Police Chiefs Association President	Victim Witness Coordinator

Example of By-Laws originally used by a Sample County in Wisconsin:**COUNTY CRIMINAL JUSTICE COLLABORATING COUNCIL
BY-LAWS****Article I: Name**

The name of this Council shall be the County Criminal Justice Collaborating Council. It will be referred to as the Council throughout these by-laws.

Article II: Creation

The Council is created by ordinance as adopted by the County Board of Supervisors and signed by the County Executive.

Article III: Mission

The mission of the Council is to enhance public safety in County through community collaboration by ensuring offender accountability, providing rehabilitation programs and supporting the rights and needs of victims.

Article IV: Structure**Section A: Membership:**

There are eleven voting members of the Council who are members due to the position they hold. These eleven members serve on the Council for as long as they occupy the position.

- Chief Judge or Presiding Judge for County
- County Executive
- County Board Chair
- Sheriff
- District Attorney
- Clerk of Circuit Court
- Mayor of City of
- First Assistant Public Defender - County
- County Police Chief Association Representative
- Director of Health & Human Services
- Pre-trial supervisor
- Parole and Probation Manager

**Additional members may be appointed as the Council deems appropriate.
Council members may designate one chief staff person to represent them and**

vote at Council meetings. Any member wishing to appoint a designee is to identify the designee in written correspondence addressed to the Chair of the Council. No more than three consecutive meetings shall be allowed for a member's designee to attend Council meetings. Designees can only be changed by notifying the Chair in writing.

Any member of the Council may recommend removal of any agency member whom they believe is no longer appropriate for membership. Lack of attendance by a member may be cause for removal from the Council. Resignation of Council members shall be submitted to the chairperson and brought to a vote of the Council.

Section B: Legal Influence of the Council:

The Council is not a body that "orders" members to do anything beyond what any one member has the legal power to do as a part of their legal position. It can make system-wide policy through consensus.

Section C: Committees:

1. Executive Committee

Only members of the Council may serve on the Executive Committee. The Council shall determine the membership of the Executive Committee. Any member of the Council may attend and participate in the Executive Committee meetings. The Executive Committee shall be responsible for the following:

- a. Develop Council meeting agendas and ensure matters are ready for Council meetings.
- b. Ensure assignments are completed and prepared for Council meetings.
- c. Propose to the Council the formation of Standing Committees, Subcommittees and Ad Hoc Committees.
- d. Recommend to the Council individuals to serve as chairs and members of above-listed committees.
- e. Coordinate the Standing Committees, Subcommittees and Ad Hoc Committees.

2. Standing Committees

Data Analysis & Information Committee

- Identify the general information needs of the Council and its committees.
- **Investigate ways and means to create the infrastructure, which can provide that information on a regular basis.**
- Identify and create systems that can provide information on an ad hoc basis as requested by the Council.

Jail & Huber Utilization Committee

- **Examine how the jail and Huber facilities are being used and by whom, by focusing on both defendant and offender characteristics including demographics, residence, criminal conduct and criminal history.**

Programs & Interventions Committee

- Explore ways of deterring initial entrance into the criminal justice system.
- Identify ways to reduce criminal recidivism and victimization by researching efficient and cost-effective alternative programs and processes for defendants and offenders in County.

Public Relations & Education Committee

- Educate the public about initiatives, programs and services supported by the Council
- Identify community concerns that are related to the responsibilities of the Council
- Prepare a detailed, proactive public relations plan that will promote Council activities and initiatives.

Juvenile Justice Committee

- **Identify the issues and initiatives relating to juvenile justice.**
- **Examine current successful processes that might be relevant for the adult system and vice versa.**

3. Subcommittees and Ad Hoc Committees

The Council may authorize the formation of Subcommittees and Ad Hoc committees, to deal with specific problems or issues. Standing Committees, Subcommittees and Ad Hoc committees shall report their information and recommendations to the Council.

Section D: Meetings:

1. Meetings of the Council shall be set by the Council, the chairperson, and/or upon petition by any four members of the Council. Notice of Council, Executive Committee, Standing Committee, Subcommittee and Ad Hoc committee meeting times and location shall be provided to all members and duly posted in compliance with open meetings statutes.
2. Minutes of the Council meetings shall be recorded and distributed to all members of the Council.
3. A minimum quorum is a simple majority of seated voting membership.
4. Recommendations of the Council shall be made by consensus. If consensus cannot be reached, recommendations may be made by a 2/3 vote of Council members.

Article V: Officers

Section A: Officers:

The Chairperson of the Council shall be the Chief (Presiding) Judge, the County Executive, or the Chairperson of the County Board. The Council will select the vice-chairperson. The chairperson and vice-chairperson will be selected annually.

Section B: Duties of Officers:

The chairperson shall preside at all meetings. The vice-chairperson shall preside in the absence of the chairperson.

Article VI: Change in By-laws

Proposed amendments to the by-laws are to be included on the agenda of an Executive Committee meeting. The proposal will be forwarded to the Council for approval. Any action in response to the proposed change in the by-laws taken by the Council shall become effective immediately.

County Contract Employment Announcement

Criminal Justice System Coordinator [Job Description]			
Description	Criminal Justice System Coordinator		
Job Posted			
Benefits	No	Salary Range	\$ 00,000 – 00,0000 per year
Type	Contract Position	Hours	30 – 40 hours per week
Contact	County Human Resources (jobs@county.gov) County Road, Room , WI 55555-2428 (255) 555-5555		

Position:

Criminal Justice System Coordinator

It is a contract position to provide services that may require between 30 and 40 hours of work per week.

(This position is *NOT* a County government position).

QUALIFICATIONS REQUIRED:

A master's degree (or currently enrolled with two years of credits towards completion) in criminal justice or related social science field is required.

Candidate must be able to pass a criminal justice background review as staff person may have access to confidential criminal history information,

Candidates should be detailed persons able to coordinate activities of many committees and the Council simultaneously.

They must be able to work independently; set their own agenda and help others formulate and implement project plans.

The candidate must have good verbal and written communication skills and have the ability to present before small and large groups of people.

Good computer skills are strongly desired and include the Microsoft Office suite to include Word, Excel, Access, PowerPoint, and have a working knowledge of a commonly used social science software applications such as SPSS or SAS.

Candidates must have the ability and willingness to learn new software applications as needed.

Assist the council and committee members and the staffs of various departments and organizations to collect and analyze data and prepare it for presentation in many different formats,

Ability to work with a variety of different persons, to include a range of personnel from the heads of agencies and organizations to support personnel, with tact and diplomacy and still get things done.

Knowledge of local criminal justice systems and county governments is desirable. treatment information and to ongoing criminal investigations.

Well versed or able to become very well versed in Wisconsin open meetings law(s).

Work Description:

Coordinate and provide administrative support and higher-level research and analyses services to the newly formed County Criminal Justice Collaborating Council, its committees and subcommittees.

The Council is constituted of the heads of each of the primary criminal justice system related agencies in County – Chief Judge, Chief Executive, Chairman of the Board of Supervisors, Prosecutor, Sheriff, Clerk of the Circuit Court, Public Defender, Mayor of , Chief of Probation and Parole, Pre-trial Services, Director Health and Human Services, and a representative of County Chiefs of Police.

The Council is supported by a number of working committees that include staff members from many county and other involved organizations and involved citizens. This person will report to the Chair of the Criminal Justice Coordinating Council and may work with the limited assistance of a Criminal Justice Systems Management Consultant to coordinate the activities of the Council and its constituent committees and subcommittees.

Exemplary Duties:

- Coordinate the activities of the Council and its constituent committees,
- Ensure that all meetings of the Council and its various committees and subcommittees are appropriately posted,
- Prepare or arrange for the preparation of minutes for all meetings,
- Provide material support as needed for council and committee meetings,
- Assist the council and committee members and the staffs of various departments and organizations to collect and analyze data and prepare it for presentation in many different formats,
- Prepare Council and/or committee documents as needed,
- Conduct limited research into various criminal justice system programs and processes,
- Prepare grant proposals to obtain financial and other kinds of support from governments and private organizations,
- Become knowledgeable of the basic operations of the Council's constituent organizations,
- Represent County at in oral, written mediums and at meetings around the state and nation as needed.

Work Site and Times:

Work will generally take place in the County Courthouse in the City of. Occasional travel may be required.

Work times will generally be during the administrative work day but will be determined by **the Administrative Coordinator along with the Chair of the Collaborating Council.**

Appendix C**MENU OF OPTIONS TO RELIEVE JAIL CROWDING**

By: Billy Wasson

1. **POLICE DIVERSION:** Used instead of arrest. Police may counsel or reprimand, handle within the department, or refer person to another agency. Suspect is referred or delivered to a sobering station, shelter, mental health service, church, family, friend or relative. Officer and suspect may create informal contract in which officer agrees to not file charges subject to conditions, which may include informal supervision, acceptance of support services, or intervention by a third party, such as a parent, interested relative, mediation/arbitration service or social service agency. Recognizes that numbers of persons flowing into jail is an indicator of community's inability to provide alternatives to arrest. Useful in cases where police are booking prisoners because they don't know what else to do with them. Best if all arresting agencies are urged to develop written arrest policies and that these policies contain provisions, which encourage police diversion of youth and adults.
2. **CITATION/SUMMONS:** Police officers issues citation or summons at the time of arrest for any infraction, misdemeanor or non-violent felony. The persons receiving the citation or summons promises to appear in court at a specified time and place in lieu of being transported to jail for pretrial detention. May also be used at Jail Intake to release prior to lodging. Jail Intake staff needs written Policy/Criteria to maintain consistent releases. Helpful if officers in the field are provided with written, objective criteria to help them make decisions about who to cite and who to detain in jail.
3. **UNIFORM BAIL SCHEDULE:** The Court will develop a bail schedule, hopefully a uniform bail schedule, and procedures that would allow officers to collect pre-established bail at booking.
4. **BAIL ADVOCACY:** Requires staff to secure names, addresses and phone numbers of potential sureties from detainees at the point of booking. Staff contacts the sureties to notify them of the defendant's situation, the bail amount, and the details of how to post bail for the defendant.
5. **RELEASE ON OWN RECOGNIZANCE (Unsupervised):** Essentially releases carefully screened misdemeanor and felony charged pretrial prisoners on their promise to appear in court. Used as alternative for persons who cannot raise bail but are eligible for bail release. Any objective point scale is usually employed (several

commonly accepted versions are in use throughout the nation). Detainees are interviewed at booking concerning their ties to the community; e.g. residence, jobs, etc. and staff verifies this information. Points are awarded based upon verified information that has been statistically tied to willingness and ability to appear in court. If the detainee scores above a cutoff-score, the person is released on his or her "OR". The court most usually delegates this authority. Defendants are reminded of court dates via phone or mail.

6. **CONDITIONAL RELEASE:** A responsible third party agrees to stand up for the defendant, mentor the offender during the pretrial period and accompany the offender back to court. Can be considered a version of the ROR option, described above, which provides additional supervision and incentives for the defendant to appear in court.
7. **SUPERVISED RELEASE:** Essentially the same as ROR (Unsupervised) except the person is released only after having agreed to abide by special conditions which may limit their movement prohibit associating with certain persons require them to submit to supervision or report to a specified place each day. It may require them to spend the night at a supervised or custodial location, or agree to electronic monitoring or some other program of supervision.
8. **WARRANTS-HOLDS CLEARANCE PROGRAM:** All bookings are immediately checked to see if holds or outstanding warrants exist. Purpose is to quickly resolve these by 1) automatic release of holds if jurisdiction issuing the hold does not pick up the inmate within a few days of notification; 2) misdemeanor holds with bail set at a specified amount might be automatically released five days after notification; 3) pretrial release staff reviews all warrants and attempts to quickly resolve them; 4) admission to jail is refused for warrant arrests with bail set at a specified minimum amount; 5) a warrant clearance "expeditor" helps extricate less capable inmates who are trapped in an endless loop of warrants, fine failures to pay, etc., then approaches the court and/or motor vehicles department with remedial plan.
9. **DAY REPORTING (Off-site):** Very flexible program, which can take a variety of forms. Can be linked to residential program to extend supervision of the defendant to 24 hours a day. Defendant is required to appear at a day reporting center early in the morning. The defendant must provide a supervisor with a detailed schedule and itinerary for the day. There is no on-site programming. Once the itinerary is approved, the defendant must follow the schedule or call in and get approval of its

revision. Staff follows through to see that the defendant is where he or she is supposed to be. Defendant may also be required to provide positive verification of his or her whereabouts; e.g., pay stubs, appointment slips, etc. Defendants can be enrolled in a variety of education, drug treatment, work, medical treatment and related activities.

10. DAY REPORTING (Off and on-site): Same as above, except the defendant may be programmed on-site. These programs take various forms; Day treatment centers, job training, counseling, or minimum-security custody for work release inmates on their days off. Can be operated in conjunction with a Residential (Work Release and/or Restitution) Center.

11. HOUSE ARREST/CURFEW: Can be used pretrial or post-conviction. Essentially restricts person's movement and free time, usually by confining a person to their home. May or may not permit release from home for specified purposes; e.g., to go to work, school, or treatment. May or may not be used in conjunction with electronic monitoring devices, with Day Reporting Program, or with intensive field supervision.

12. WORK RELEASE: Inmates are housed in custody at night and during non-work hours but released to work during work hours. Staff follows up. Can be used pretrial or post-conviction. Often administered from a minimum security or residential setting.

13. DEFERRED PROSECUTION AND/OR SENTENCE EXECUTION: Can be implemented at any point prior to conviction. Either prosecutor agrees to postpone filing of charges, or criminal proceedings are suspended on condition the defendant participate in some remedial program, agree to certain conditions, stay out of trouble, and complete the program within a reasonable period of time. Ideal for drug treatment, restitution, community service, paying back child support, etc. Defendant most motivated prior to disposition of his or her case. Failure to comply with conditions may result in resumed prosecution. There are many forms of this option. Drug courts are one current, popular version.

14. DEFENDER BASED ADVOCACY: Helps develop a plan of habilitation and restoration to offer to the prosecutor and the court as a disposition plan. Essentially provides sentencing or dispositions plan so the judge has more sentencing options. Especially effective where probation pre-sentence reports and/or supervision service is weak. Can also be used during the pretrial period to achieve bail reduction, or

ROR, to facilitate plea bargains, by showing defendant is actively engaged or willing to become actively engaged in treatment prior to court hearings.

15. TASC (Treatment Alternatives to Street Crime): Originally federally funded this program model provides an assessment of the defendant's substance abuse problem, determines the appropriate treatment modality, brokers services with treatment providers and provides case management services and reports to the courts on clients involved in their programs. TASC generally employs staff qualified to identify and assess substance abuse needs. They generally do not also provide the treatment. Can be used pretrial or post-conviction. Can be developed as a form of Defender Based Advocacy or Deferred Prosecution program.

16. IN LIEU OF A FINE OR COMMUNITY SERVICE (Supervised and Unsupervised):

The court orders the defendant to devote unpaid time to some worthwhile project. The terms are usually defined in terms of hours to be worked and the type of service to be provided. Several levels of supervision and control can be provided within the community service option framework. For example, the judge may rely on the offender to simply show up at his or her assignment. Supervision may be provided by the agency receiving the services. An additional level of supervision and enforcement is provided if some agency is authorized to administer the program, assure referrals show up for their assignments and provide feedback to the courts concerning the behavior of the referrals, their completion and compliance rates. A private non-profit organization often performs this function. The work crew form of this option provides a third level of supervision and control. Here, offenders are supervised by staff of a work crew program who may be correctional personnel, but who also could be supervisors of parks, recreation, public works or other related departments that need labor and have meaningful work for the offenders to do. They pick up trash along the highway, maintain cemeteries, restore little league ball fields, clear trails and brush and do other work for government or nonprofit organizations. Typically, 8 hours of supervised manual labor is substituted for a day in jail. Many jurisdictions sell their crew labor to offset their operational costs.

17. DAY FINES: Day fines are designed to reduce the number of inmates who are in jail because they cannot pay their fines, also used to relieve the backlog of cases with unpaid fines. The concept tries to equalize the impact of financial penalties on offenders from various economic backgrounds. Each unit of fines is equivalent to the offenders' gross wage for one hour of work. This has the dual impact of making fines appear fairer by relating them to income levels. This system also increases the

likelihood of the fine being paid because poor offenders see them as more affordable.

18. RESTITUTION: Restitution can take three forms; 1) direct monetary compensation from the offender to the victim; 2) service to the community (see Community Service Option) or 3) monetary compensation to the victim through contribution to a Restitution Fund.

19. PROBATION AND PAROLE SUPERVISION: If it is a meaningful service, probation supervision in the community can serve as a reasonable option to secure confinement. This cannot be accomplished if there are very large caseloads and few services; thus, one option is to strengthen the probation service and/or provide probation services to client populations (e.g. misdemeanants) not currently eligible for such services. Differing levels of supervision and services can be provided within the basic probation framework. For example, at one end of the continuum, large numbers of minor offender cases can be "case banked". In these cases, payment of fines or restitution is required but supervision is not necessary. These cases can be "case banked" into large administrative caseloads where the probation function is primarily oriented toward seeing the probationers meet their financial commitments. Other, stepped up probation options might be called minimum, medium and intensive probation, with increased levels of over-sight, special conditions, and requirements that probationers be enrolled in remedial programs. Of course, basic probation supervision can be combined with many of the other options that have been described here. Specialized probation caseloads are also an option; e.g., for drinking drivers, domestic violence, nonsupport and so forth.

20. STRUCTURED SANCTIONS: The way jurisdiction handles its parole and probation violations (PV's) can impact crowded conditions significantly. Either by Court Policy direction or law changes the discretion on length of stay for PVs can be placed in a grid that aligns violating behavior with a specified penalty. Concern must be given to due process issues if this option is used.

21. ELECTRONIC MONITORING: Offenders are monitored electronically. Usually used as a form of administering the house arrest option. Active electronic monitoring systems work with telephones using computerized random calling to the offender's residence. Passive systems operate via radio transmission in a wrist or ankle bracelet, again linked to a phone system. Electronic monitoring is often combined with other options noted in this list; for example, with probation/parole supervision, or

for pretrial prisoners, as part of a supervised pretrial release program. This is an especially useful option for the disabled, for older offenders with medical problems, or for other inmates that might be victimized in the jail setting.

- 22. SHOCK INCARCERATION/PROBATON:** Creative use of split sentence which combines short periods of incarceration – the “shock” of a short period in custody – with probation supervision in response to indications the probationer needs external controls; e.g., is in crisis, is acting out, has violated conditions of supervision, drug use, etc. will serve as an option only to the extent the periods of incarceration are very short.
- 23. NON-SECURE RESIDENCE:** Provides an organized and supervised, alcohol, drug-free structured living environment. Provides no external fences or locks to keep resident confined. The Non-Secure Residence option can take many forms. Useful as a work furlough or work release center, halfway house (halfway in or halfway out, as in a pre-release center), probation center (for certain probation violators), temporary housing for those in transition or crisis, restitution center, etc. Some represent highly specialized options; e.g., therapeutic communities, residential drug treatment centers, etc. The residence can also serve as an assembly point for community service, day reporting and other programs.
- 24. MINIMUM SECURITY INSTITUTION:** Inmates housed in dorms. Minimum external perimeter controls. Inmates do not leave the grounds and are secured at night. This option can take many forms. In the past, many honor farms or honor camps represented expressions of the use of this option. Boot camps, forestry camps, and minimum-security institutions are contemporary expressions of this option. Length of stay is usually short.
- 25. WEEKEND SENTENCES/JAIL BY APPOINTMENT:** This option is **not recommended** but is being included here because it is an often-used option in many communities. Weekend sentences – where offenders serve sentences on weekend days, as a kind of installment plan – are not recommended for two reasons. First, they absorb expensive secure bed space. By definition, persons who are ordered to serve weekends are not likely to really need secure confinement. Others do, and the program takes these beds out of service for the offenders who need to be placed in secure confinement. Secondly, these programs tend to crowd jails at precisely the worst time of the week, on weekends when the courts are not in operation and jail population’s peak. Another version of this option is to have

convicted offenders make appointments to serve their jail time. While this can make more efficient use of available jail space, these offenders rarely require secure custody. Other punishment options can be constructed for this population. In one jurisdiction, in collaboration with the local school district, the "weekend" sentences are held in a holding file and once every two months they are ordered to appear at a school and are bivouacked in the gym and do community service on the school grounds for the weekend.

26. JAIL CAP: Either Federal Court or Executive Branch decision imposes the jail capacity on the facility. Requires procedures, criteria or release grid be put in place to guide the release of offenders. Usually administered at intake as well as after lodging has taken place.

27. CAPACITY EXPANSION: Obviously the jurisdiction can increase the capacity or volume of offenders that the jail or any other sanction/service can handle in the jurisdiction. Either the wholesale shortening of the length of stay or the addition of bed space is the two options here.

28. JAIL POPULATION CAPACITY MANAGEMENT PLAN: The jurisdiction uses the entire continuum of alternatives available to it and places them into a holistic document to provide a comprehensive big picture of all means used to manage its' crowding. The focal point of this approach is a locally maintained Criminal Justice Coordination Council. This Council places all the relevant policy makers (police, prosecution, judicial and executive) around the same table to coordinate policy matters in the local County Jail system.

Capacity Management Facts as used in Marion County, Oregon:

- The Capacity Management Plan was enacted by the Board of Law enforcement Services (Sheriff and County Commission members sitting as a group) via a County ordinance.
- That ordinance sets the maximum capacity of the facility at 528 and the work center at 144. Neither of those capacities can be exceeded.
- The present structure of the Capacity Management Plan is the result of review and input received from the District Attorney's Office, the Chief of Police and the Courts. It is intended to be a document that is subject to review and revision.
- As part of the implementation of the Capacity Management Plan, the Board of Law enforcement Services insisted on a monthly update.

- The Capacity Management Plan was driven by economics, an ever-increasing pretrial population that needed consistent lodge criteria and the need to stabilize the sentenced population.
- From the outset, the intent was to apply the new "lodge" criteria to the existing population and develop a "baseline" of data with which to measure the impact on public safety and develop appropriate future changes.
- All persons brought to the facility are "processed", i.e., they are fingerprinted, photographed and the arrest record submitted.
- If someone is brought to the facility on multiple charges, they will be lodged only on those charges meeting the lodge criteria and released on the non-lodgeable charges.
- Since the implementation of the Capacity Management Plan, no sentenced inmate has been released from his or her sentence early.
- Sentenced inmates continue to be reviewed and moved to appropriate placement in less restrictive custody levels, i.e., work center, electronic monitoring, day reporting.
- There are provisions for lodging non-lodgeable charges. Override requests continue to be made (and have been approved) by arresting officers, Parole and Probation staff and Judges.
- Since its implementation, information regarding the Capacity Management Plan and its impact from the District Attorney's Office, the Chief of Police, our Parole and Probation staff and facility supervisors is developed and presented to the policy makers.
- Recommendations as to any modification of the Capacity Management Plan will be presented when needed.

There is a significant amount of data to review before any recommendations for change can be made.

Appendix A
Information Request

