



MEMORANDUM

Date: June 23, 2014

To: The Honorable Chair and Members
Pima County Board of Supervisors

From: C.H. Huckelberry
County Administrator

A handwritten signature in black ink, appearing to read "CH Huckelberry", is written over the typed name "C.H. Huckelberry".

Re: **US Department of Justice National Institute of Corrections and Technical Assistance Program**

The County requested and received, through the Sheriff's Department, technical assistance from the National Institute of Corrections Jails Division regarding the implementation of evidence-based criminal justice policy and practice within Pima County. The report, prepared by Gary E. Christensen, PhD, is based on a review of our practices, as well as an on-site review, and is enclosed for your information. The report is summarized by Assistant County Administrator Ellen Wheeler in her June 13, 2014 memorandum, which is also attached.

It is important the County continue to examine best practices in the area of detention facility operation and to implement those practices designed to reduce recidivism, enhance public safety outcomes and reduce the overall cost of providing these essential public safety services. This effort undertaken by the Sheriff and County Administration is designed to do just that.

We face a crisis once again with the population of our Adult Detention Center (ADC), which has a rated capacity of 2,122 detainees. This past week, and on other occasions, it has exceeded this rated capacity. On June 10, 2014, I and a number of other individuals toured the facility; at that time, the population was 2,106.

Clearly, based on law enforcement trends and detention population trends, we must reduce this population significantly or prepare to construct the next increment of detention capacity. Our ADC was expanded with bond funds in 1980, 1986 and 1997 at a cost of over \$100 million. Detention capacity construction is extraordinarily expensive at essentially \$200,000 per bed. In order to increase the detention capacity to accommodate the forecasted detention population in 2022, eight years from now, the County would need to invest at least another \$100 million in capital construction for new detention beds. We must find alternatives to simply expanding detention bed capacity or at least postponing such intensive capital investments. The strategies outlined in the attached materials are designed to do just that.

The Honorable Chair and Members, Pima County Board of Supervisors
Re: **US Department of Justice National Institute of Corrections and Technical Assistance Program**
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I am pleased with the outcome of the first initial examination of the alternatives available to the County and believe all components of our criminal justice system are willing to work together to reduce the population to the extent possible and to continue to ensure and provide for the maximum degree of public safety.

Also enclosed is information prepared by the Sheriff's Department regarding the ADC. It is interesting that the actual jail population declined at the beginning of the recession to an average of 1,913 inmates in 2008 to a low of 1,636 in 2010; but it is now at or near rated facility capacity of 2,100 inmates. Overcrowding and reaching capacity at our existing facilities will force choices that should be unacceptable to the community, i.e., individuals arrested for certain crimes might not be confined at the present ADC.

It is critical we make every effort possible to reduce the ADC population through a managed program. This effort is now underway in the evidence-based studies requested by the Sheriff's Department and County Administration and sponsored by the National Institute of Corrections through the US Department of Justice.

CHH/mjk

Attachments

c: The Honorable Clarence Dupnik, Pima County Sheriff
Christopher Nanos, Chief Deputy Sheriff
Ellen Wheeler, Assistant County Administrator



MEMORANDUM

Date: June 13, 2014

To: C. H. Huckelberry
County Administrator

From: Ellen Wheeler
Assistant County Administrator

Re: Report Regarding Implementation of Evidence-Based Criminal Justice Policy and Practice in Pima County

Attached is the report provided to the Sheriff by consultant Dr. Gary Christensen regarding transitioning offenders from jail to the community and the use of evidence-based decision making in the criminal justice system.

Dr. Christensen's observations and recommendations are set forth on pages 28 through 33 of the report.

Among his observations:

- In order to provide effective (and cost-effective) interventions with incarcerated offenders, and reduce recidivism, the jail needs to collect data on risk to reoffend and will need a method for evaluating each offender's treatment needs and targets. The jail has recently begun collecting the risk data.
- Based on the risk to reoffend data, offenders can be grouped by risk and assigned to the appropriate intervention programs, both in jail and in the community.
- Some programs at the jail fit the evidence-based model, but additional core requirements such as behavior change interventions are needed. Continuity of care from the jail to the community is also needed.
- The pretrial release program is "relatively robust," and there might be opportunities for Pretrial Services to release some arrestees prior to booking, which potentially could produce some cost savings.
- The important stakeholders in the Pima County criminal justice system are motivated and interested in improvements in the system, and there appears to be a professional atmosphere and willingness to collaborate.

The report makes several recommendations, including:

C. H. Huckelberry, County Administrator

Re: Pending Litigation – Head of Surgery Lawsuit Against University of Arizona

January 23, 2014

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- The jail should implement the range of tools that are part of the Transition from Jail to the Community model developed by the Urban Institute and National Institute of Corrections. This includes screening for risk to reoffend, determining appropriate interventions and targeting them to the higher risk offenders, while lower risk offenders can be evaluated for alternatives to incarceration, community supervision, or diversion.
- Review programs at the jail and in the community to ensure there is continuity and that they use evidence-based curricula.
- Reactivate the Justice Coordinating Council to serve as a policy level forum and develop a common system mission as well as desired outcomes, such as reduction of recidivism.

US Department of Justice
National Institute of Corrections



Technical Assistance # 14J1024



The Implementation of Evidence Based Criminal Justice Policy and Practice within Pima County, Arizona

May 28-29, 2014



Prepared by:
Gary E. Christensen, Ph.D.
President - Corrections Partners, Inc.

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REQUEST FOR TECHNICAL ASSISTANCE – NIC OVERVIEW

Technical Assistance Report Technical Assistance (TA) # 14J1024

Gary E. Christensen, Ph. D.

In October 2013 the Pima County Sheriff's Office (PCSO) submitted a request for technical assistance signed by Sheriff Clarence Dupnik to Fran Zandi of the National Institute of Corrections Jails Division (Appendix A). Within his letter, Sheriff Dupnik asked for review and assistance relative to jail transition efforts within Pima County and evidence based decision making as it affects jail offenders throughout the Pima County Criminal Justice System. Included within this request was discussion of a local reentry coalition and exploring its role in advancing evidence-based jail transition practice and criminal justice decision making. To assist Pima County Criminal Justice Stakeholders in their collective reentry efforts, the following specific areas of focus for technical assistance were outlined:

1. Apply lessons learned from other jails that have implemented the National Institute of Corrections/Urban Institute Transition from Jail to the Community Model within Pima County.
2. Provide guidance on development of reentry strategies that are responsive to the needs of the inmate population.
3. Provide guidance on enhancement of the effectiveness and efficiency of existing programs and services as well as evidence-based criminal justice decision making throughout Pima County.
4. Recommend possible new Sheriff's Office programs that are evidence based and support reentry in collaboration with community partners.
5. Provide insight on how to link inmates with community resources and providers upon their release.

Subsequent to NIC approval of this request, through a series of discussions with Assistant County Administrator Ellen Wheeler, Adult Detention Captain Joshua Arnold, Adult Detention Program Development Manager Richard Fimbres (who also is a Tucson City Councilman), and Danny Downes (NIC Correctional Program Specialist - Jails Division), Gary Christensen agreed to provide technical assistance for the Pima County Sheriff's Office and a variety of Pima County

Criminal Justice Stakeholders in Tucson, Arizona on May 28-29, 2014. These dates were chosen to ensure the availability of policy-level stakeholders throughout Pima County who are essential to the successful implementation of evidence based criminal justice practice and effective jail transition.

Pre-visit Planning, Discussion, and Analyses

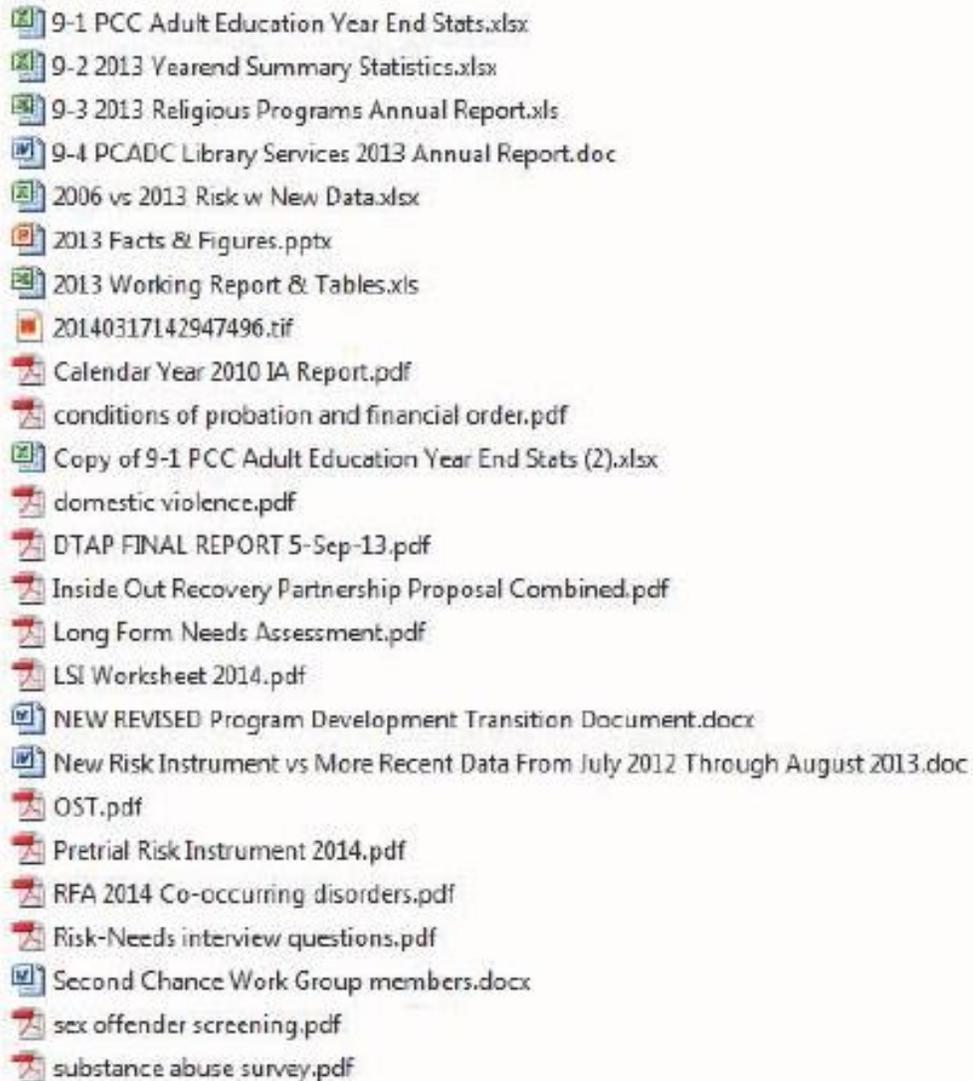
In addition to issues outlined with the technical assistance request, and in keeping with the tenets of the NIC/Urban Institute Transition from Jail to the Community Initiative (TJC), this technical assistance was designed to begin an orientation toward system-wide, evidence-based jail transition practice among Pima County criminal justice system stakeholders. An important component of this technical assistance was to understand how existing transition efforts offered in jail by the PCSO mesh with known best practices and with services existing or proposed within the community. Accordingly, and equally important to this effort, was discussion related to existing community-based programs, initiatives, treatments, and interventions.

Given the reality of jail crowding within Pima County, evidence based criminal justice decision making was also an important focus of this technical assistance. Court/case processing, professional interactions between important criminal justice stakeholders, and the realization of a common system mission were discussed with individuals mentioned below as well as existing local groups such as the Mayor's Reentry Task Force and the Pima County Reentry Coalition.

Continuing discussions with Assistant County Administrator Wheeler, Captain Arnold, and Programs Manager Fimbres, provided the undersigned with a thorough orientation to existing jail transition efforts within Pima County (both within its jail facilities and within the community), community supervision practices, and general criminal justice practice and process affecting the jail population. Data and information related to the following areas were considered prior to and during the site visit in May:

- The current inmate reentry/transition process utilized within the PCSO and how relationships with community/system stakeholders are essential to this process.
- Screening and assessment procedures for Pima County inmates to determine risk to reoffend and treatment/intervention needs.
- Existing treatment components of jail and community programs to evaluate the availability of needed interventions as well as continuity of care from jail to the community
- Needs or possibilities for new jail/system transition programs to enhance the current system of reentry within Pima County.
- Targeted case planning procedures and assignment to various targeted intervention strategies.
- The overall functioning of current alternative to incarceration or diversion strategies for jail inmates.
- Court/case processing and efficiency as it influences jail population and the realization of enhanced public safety outcomes.
- The role of existing task forces (such as the Mayor's Reentry Task Force and the Pima County Reentry Coalition) related to the planning and implementation of overarching system strategies designed to facilitate successful reentry of PCSO offenders.

The following additional data and information (listed below) were provided by Assistant County Administrator Wheeler, Captain Arnold, and Programs Manager Fimbres. Pima County population demographics were also obtained by Dr. Christensen to assist in analyzing existing jail incarceration rates. All of this information was reviewed in its entirety and provided the basis for pre-visit site planning, analysis, and preparation.



Pre-visit Introductory PPT. and System Questions

As part of ongoing preparation, discussion, and development of an onsite agenda, important stakeholders were identified who would be important to interview while onsite. The undersigned developed an introductory ppt. (Appendix B) for dissemination prior to the site visit to spur thought, establish a common foundation in the application of evidence based practice (EBP), and to share guiding technical assistance questions prior to face-to-face interviews. After this approach was discussed and agreed upon by the undersigned, Assistant County Administrator

Wheeler, Captain Arnold, and Programs Manager Fimbres, the following email was drafted to accompany the introductory ppt.:

To all involved in the NIC technical Assistance visit on May 28-29,

As you are aware, Pima County requested technical assistance from the National Institute of Corrections to examine its reentry process for offenders within Pima County (both in custody and throughout their transition to the community). As part of this work and integral to the effective operation of your local criminal justice system, we wanted to engage important stakeholders to understand how and why criminal justice decisions are made, their contribution to the reentry process, and the degree to which we can quantify return on the investment of resources spent on criminal justice in Pima County. To facilitate discussion and to give you an idea of some the areas I will be trying to cover when I am onsite, I have attached an introductory power point presentation for your review. Please pay particular attention to slides 5, 6, and 7 as they outline some specific questions/areas that I will want try to understand while I am meeting with you.

Courtesy of Ellen Wheeler, Richard Fimbres, and Josh Arnold, I have received and reviewed lots on information about your system; but the better I can understand the local CJ system facilitated by your expertise and knowledge, the better we will be able to make recommendations that fit your needs in Pima County and consider your local realities, preferences, and perspectives. In keeping with this, please feel free to reach out to me at this email or using my contact below and let me know if you have any questions, comments, or concerns. I look forward to meeting each of you next week on either the 28th or 29th.

Best for a great holiday weekend,
Gary

As referenced within the introductory email, to better understand foundational aspects of criminal justice practice and jail transition and reentry practices within Pima County, the following questions were distributed as part of the introductory ppt. on May 21, 2104 to all intended participants or interviewees.

Planning Considerations - Risk

- What method do you have or are you interested in to screen the entire offender population for risk to reoffend? Proxy?
- Given its recent validation, how can the use of the current pretrial tool be improved upon or enhanced? Are all offenders assessed using this tool?
- Is risk considered when assigning offenders to targeted interventions whether in custody, on supervision, or in the community?
- Is risk considered when making decisions throughout the process of adjudication, inclusive of release and supervision decisions? How?
- Is risk used to compare offender groups relative to placement, process, or long-term public safety outcomes?

Planning Considerations – Need, Responsivity, Dosage

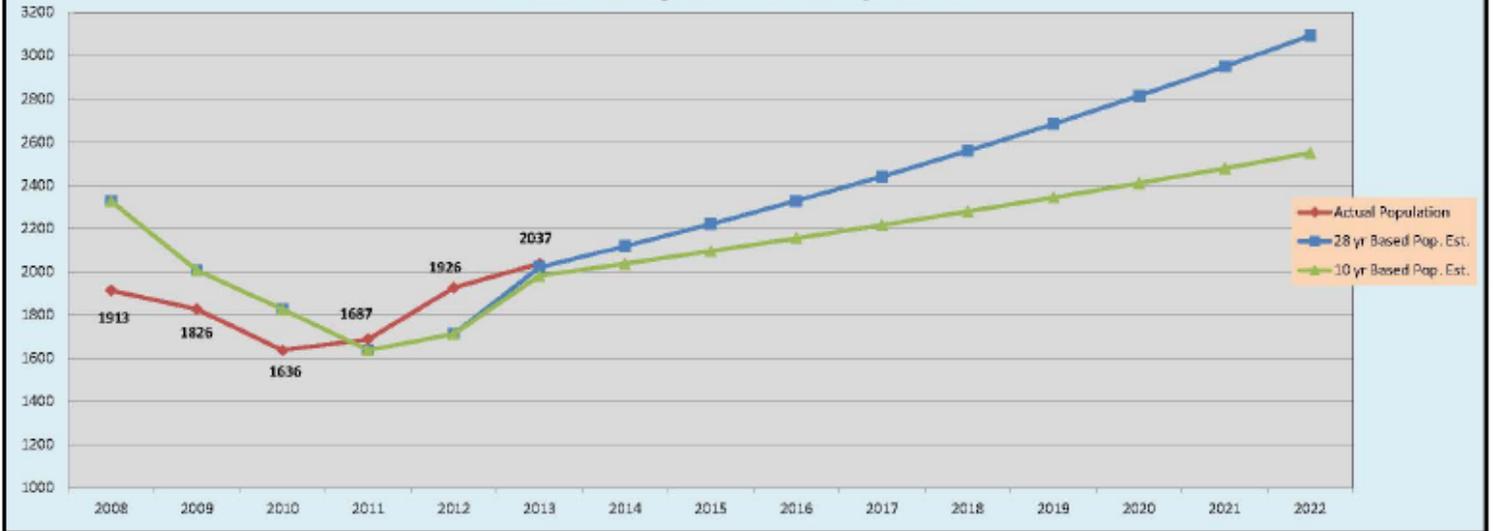
- Does the OST/FROST or another actuarial assessment guide targeted interventions for individual offenders in jail, on pretrial or probation supervision, or in the community (i.e. higher risk/need offenders assigned to programming based upon their individual assessment results)? If so, how is that accomplished, what is the written policy related to this practice, and how do you know that it is done?
- Is there a list of evidence-based treatment options that is correlated with the need domains identified by the OST/FROST?
 - Is risk considered when assigning offenders to targeted interventions whether in custody, on supervision, or in the community?
 - Do services offered provide sufficient dosage to reduce risk to reoffend among higher risk offenders?
- Are caseload sizes evaluated and guided by risk to reoffend?
- Is there continuity between programs/services offered within the jail, pretrial, probation, and/or the community?
- Are program outcomes evaluated to determine the degree to which Pima County realizes a return on each of its criminal justice investments?

PCSO Jail Demographic Data and Analyses

With the assistance of Captain Arnold, the following data were obtained, discussed, and included within introductory materials to facilitate a common understanding of PCSO Jail crowding, programming, and factors affecting the jail population.

Inmate Population Average

Actual v. Projected PCADC Populations



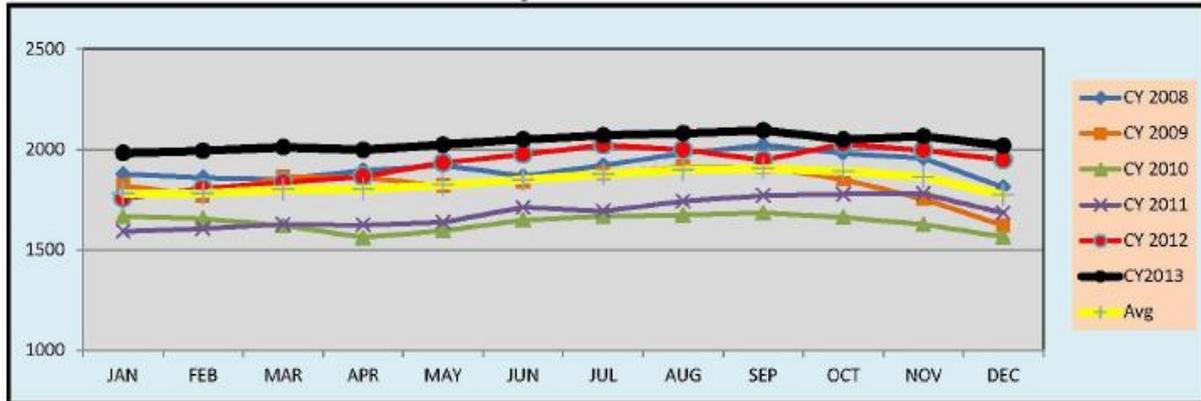
*Actual Population includes both men and women.

**Population Growth Estimates are calculated looking back over the past 28 year and 10 year history of the complex and projecting forward from 2012.

	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Actual Population	1913	1826	1636	1687	1926	2037									
28 yr Based Pop. Est.	2326	2006	1826	1636	1712	2019	2117	2220	2328	2441	2559	2683	2813	2950	3093
10 yr Based Pop. Est.	2326	2006	1826	1636	1712	1981	2037	2095	2154	2215	2278	2343	2410	2478	2548
28 yr Est. Growth						4.85%	4.85%	4.85%	4.85%	4.85%	4.85%	4.85%	4.85%	4.85%	4.85%
10 yr. Est. Growth						2.48%	2.48%	2.48%	2.48%	2.48%	2.48%	2.48%	2.48%	2.48%	2.48%
Women	269	246	209	243	272										
Men	1644	1580	1427	1444	1480										
Actual Pop. Growth	1.16%	-4.76%	-11.61%	3.02%	12.41%										

Mo.	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	Avg
Count	1993	1994	2011	1998	2025	2051	2071	2081	2095	2050	2067	2018	2037

INMATE POPULATION AVERAGE by Calendar Year and Month

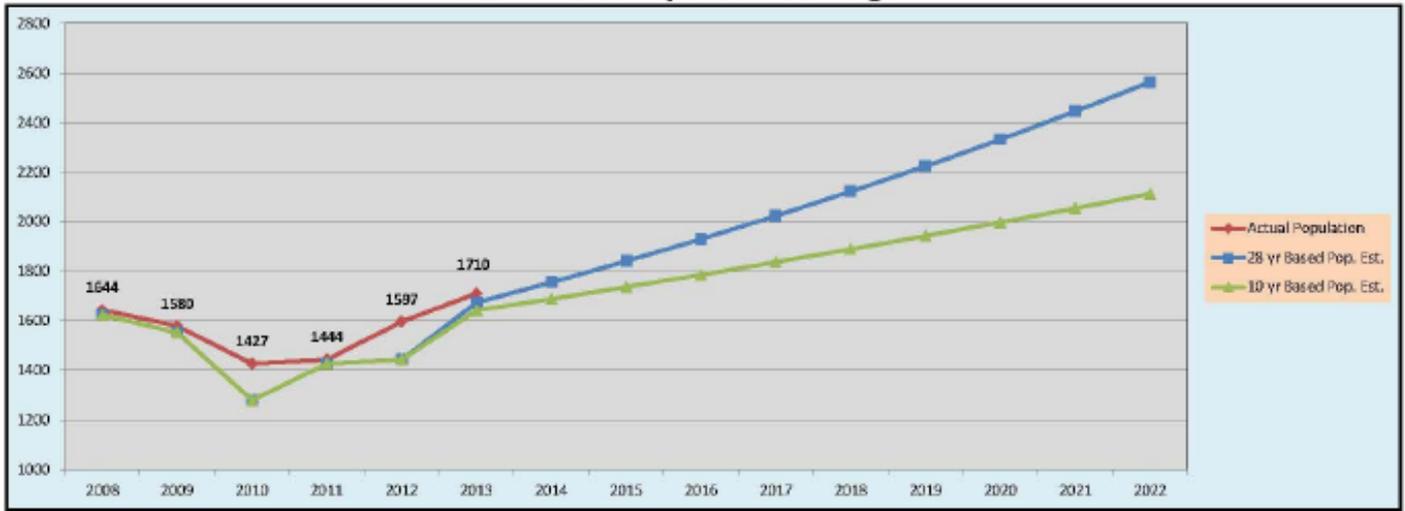


	CY 2008	CY 2009	CY 2010	CY 2011	CY 2012	CY2013	Avg
JAN	1877	1820	1667	1591	1759	1983	1783
FEB	1860	1770	1656	1606	1806	1994	1782
MAR	1853	1864	1621	1627	1836	2011	1802
APR	1895	1861	1562	1624	1866	1998	1801
MAY	1921	1820	1596	1638	1934	2025	1822
JUN	1868	1841	1649	1712	1976	2051	1850
JUL	1921	1883	1668	1694	2022	2071	1877
AUG	1982	1913	1675	1743	1999	2081	1899
SEP	2022	1914	1685	1771	1947	2095	1906
OCT	1982	1852	1663	1777	2028	2050	1892
NOV	1957	1754	1627	1780	1996	2067	1864
DEC	1812	1621	1565	1684	1948	2018	1775
Totals	22950	21913	19634	20247	23117	24444	22051
Yr. Avg.	1913	1826	1636	1687	1926	2037	1838

Released Inmates Avg. Incarceration Days

Specific Period	Fiscal/Calendar Year	Incarceration Average Time	Headcount Average
07-01-07 thru 06-30-08 (FY)	FY08	15 days	1891
01-01-08 thru 12-31-08 (CY)	CY08	15 Days	1913
07-01-08 thru 06-30-09 (FY)	FY09	16 Days	1888
01-01-09 thru 12-31-09 (CY)	CY09	14 Days	1826
07-01-09 thru 06-30-10 (FY)	FY10	12 Days	1724
01-01-10 thru 12-31-10 (CY)	CY10	9 Days	1636
07-01-10 thru 06-30-11 (FY)	FY11	8 days	1633
01-01-11 thru 12-31-11 (CY)	CY11	9 Days	1687
07-01-11 thru 06-30-12 (FY)	FY12	10 Days	1802
01-01-12 thru 12-31-12 (CY)	CY12	11 Days	1926
07-01-12 thru 06-30-13 (FY)	FY13	11 days	2000
01-01-13 thru 12-31-13 (CY)	CY13	11 Days	2037

Male Adult Inmate Population Average



*Population Growth Estimates are calculated looking back over the past 28 year and 10 year history of the complex and projecting forward from 2012.

	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Actual Population	1644	1580	1427	1444	1597	1710									
28 yr Based Pop. Est.	1624	1553	1279	1427	1443	1674	1756	1841	1930	2024	2122	2225	2333	2446	2564
10 yr Based Pop. Est.	1624	1553	1279	1427	1443	1642	1689	1737	1786	1837	1889	1943	1996	2055	2113
28 yr Est. Growth							4.85%	4.85%	4.85%	4.85%	4.85%	4.85%	4.85%	4.85%	4.85%
10 yr. Est. Growth							2.84%	2.84%	2.84%	2.84%	2.84%	2.84%	2.84%	2.84%	2.84%
Actual Growth	1.16%	-4.05%	-10.72%	1.18%	9.58%										

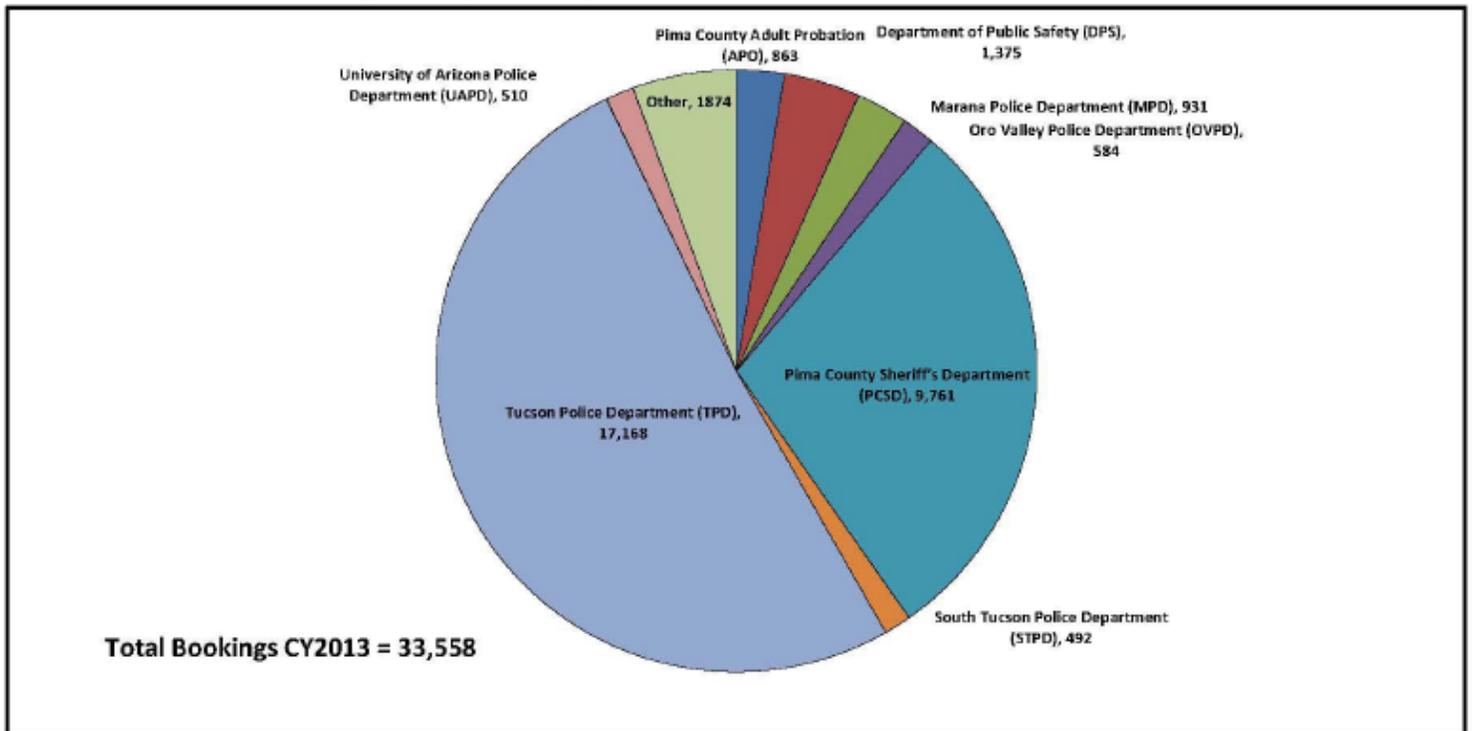
Female Adult Inmate Population Average



*Population Growth Estimates are calculated looking back over the past 24 year and 10 year history of the complex and projecting forward from 2012.

	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Actual Population	269	246	209	243	309	310									
24 yr Based Pop. Est.	266	257	231	209	251	317	325	334	342	351	360	369	379	389	399
10 yr Based Pop. Est.	266	257	231	209	251	320	332	344	357	369	383	397	411	426	442
24 yr Est. Growth							2.58%	2.58%	2.58%	2.58%	2.58%	2.58%	2.58%	2.58%	2.58%
10 yr. Est. Growth							3.64%	3.64%	3.64%	3.64%	3.64%	3.64%	3.64%	3.64%	3.64%
Act. Growth	1.16%	-9.35%	-17.70%	13.99%	21.36%										

Bookings for Specific Agencies – Calendar Year End 2013

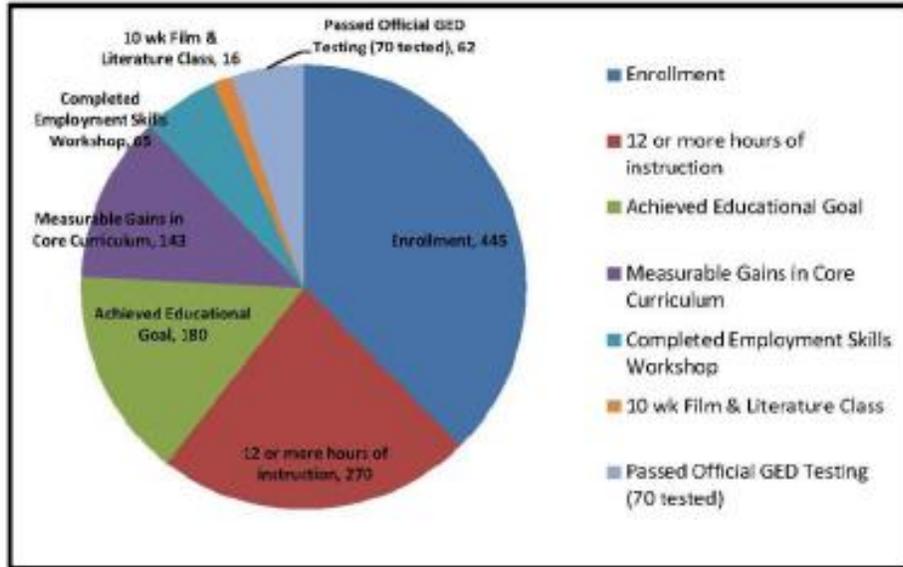


Agency	CY 2008	CY 2008 % of total	CY 2009	CY 2009 % of total	CY 2010	CY 2010 % of total	CY 2011	CY 2011 % of total	CY 2012	CY 2012 % of total	CY 2013	CY 2013 % of total
Pima County Adult Probation (APO)	748	1.78	683	1.62	754	1.95	756	2.2	806	2.4	863	2.5
Department of Public Safety (DPS)	1935	4.6	1941	4.62	1,951	5.05	1,635	4.77	1,454	4.3	1,375	4.1
Marana Police Department (MPD)	1023	2.43	1064	2.53	1,109	2.87	1,007	2.94	1,042	3.1	931	2.7
Oro Valley Police Department (OVPD)	854	2.02	786	1.87	690	1.78	610	1.78	604	1.8	584	1.7
Pima County Sheriff's Department (PCSD)	13338	31.67	12853	30.58	10,704	27.68	9,308	27.14	9,693	28.9	9,761	29
South Tucson Police Department (STPD)	1197	2.84	745	1.77	862	2.23	768	2.24	639	1.9	492	1.5
Tucson Police Department (TPD)	21259	50.48	21973	52.28	19,950	51.6	17,751	51.76	16,006	47.7	17,168	51.2
University of Arizona Police Department (UAPD)	451	1.07	476	1.13	529	1.37	553	1.61	484	1.4	510	1.5
Other	1306	3.1	1510	3.59	1548	4	1385	4.04	2103	6.3	1874	5.5
Totals	42,111		42031		38,097		33,773		32,811		33,558	

Source: Report rjgmdspb for specific period by agency.

2013 Educational Programming Statistics

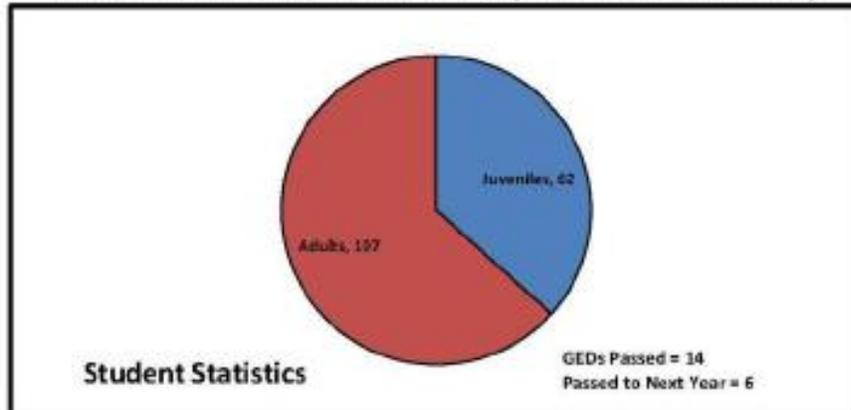
2013 PALS/GED Statistics



All Instructors participated in:

- Professional Learning Communities (PLC)
- Professional Development (PD)
- Teachers Investigating Adult Numeracy (TIAN)
- Pima County Re-entry Coalition
- PCADC Training Academy
- Correctional Education PLC

Pima Accomodation District C.A.P.E. School (Juvenile & 18 to 21 Cont. Ed.)

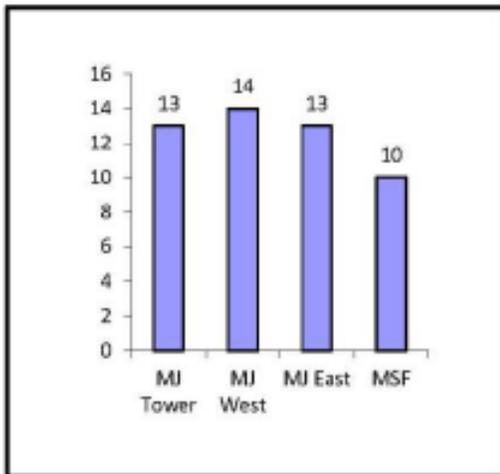


Data provided by Program Manager Richard Fimbres

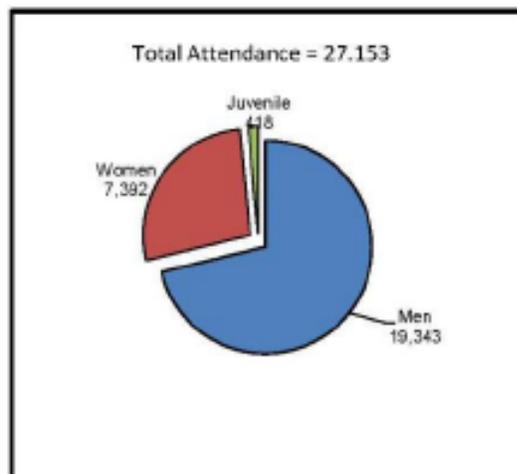
2013 Religious Programs Statistics

Weekly Programs Offered = 50

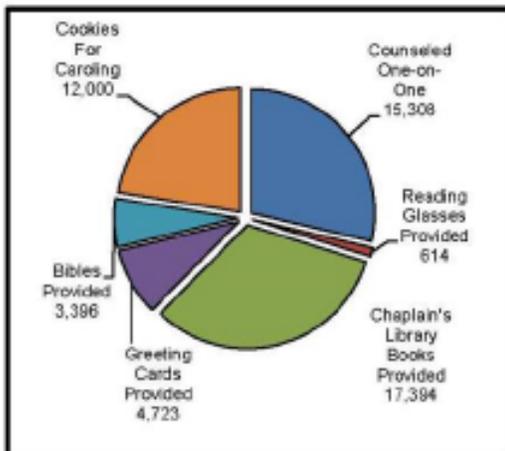
Religious Programs Offered



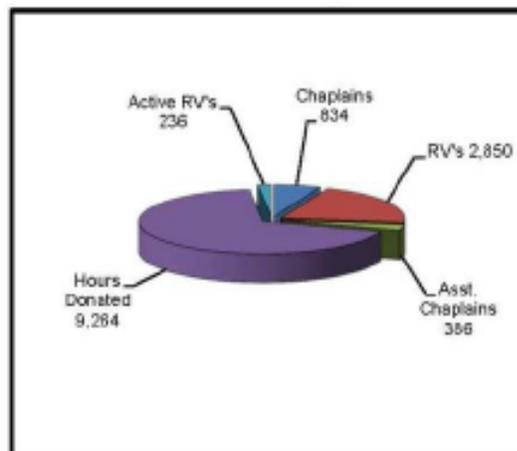
Inmate Attendance



Inmate Provisions



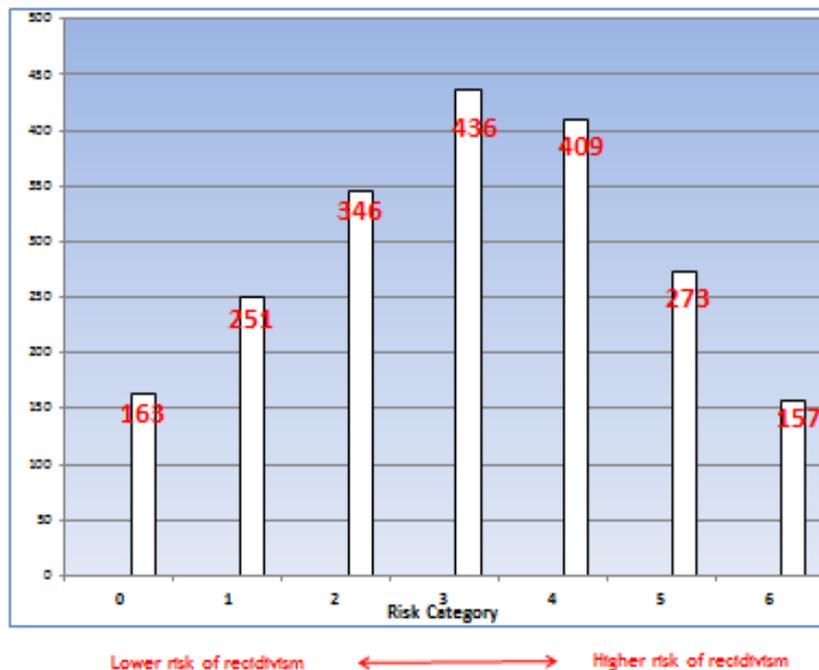
Volunteer Service Participation



Current Incarceration Rate and Projected Risk to Reoffend

Using population demographics and national normative values for the Proxy risk assessment tool, the undersigned calculated the current incarceration rate in Pima County per 100,000 residents and projected a breakdown by risk to reoffend of the existing jail population. The current incarceration rate of 204/100,000 Pima County residents compares favorably with national averages of 250/100,000 local citizens; however criminal justice systems deploying a full array of evidence-based practices tend to realize substantially lower rates of incarceration. The graph below depicts the projected breakdown of risk to reoffend for the 2037 offenders incarcerated at the time of this analysis.

**Pima County Jail
Projected Risk to Reoffend Profile N=2037**



Existing Pima County Jail Programming/Services

Pima County Jail Programming – Social Skills

- Social Programs Area of the Program Development Section is comprised of a Program Coordinator (civilian supervisor) and one volunteer Intern (civilian position).
- Inmate Social Programs' primary goal is to increase educational opportunities in all realms of the human condition and enhance inmates' choices to help reduce recidivism.
 - Social Programs Offered:
 - Alcoholics Anonymous (AA)
 - Alcoholics Anonymous (Spanish)
 - Al-Anon
 - Cocaine Anonymous (CA)
 - El Rio Health Education (ER)
 - Inside/Out (I/O)
 - Inside Out Recovery Partnership (IORP)
 - HOPE Recovery Tool Kit
 - Narcotics Anonymous (NA)
 - Veteran's Justice Outreach (VJO)
 - Women's Reentry Network (WREN)

Pima County Jail Programming – Faith Based

- Religious Programs Area is comprised of a Chaplain (Program Coordinator/Civilian Supervisor), one OSL3 Civilian position, and one RAC Administrative Civilian position. The area functions as the provider for religious needs of the Corrections Bureau in four primary areas: Inmate Religious Services, Inmate Religious Material/Diets, Inmate Religious Visits/Notifications and Community Religious Volunteers.
- Inmate Religious Services primary goal is to ensure the religious requests of inmates are met in the least most restrictive manner being governed only by security and control.
 - Religious Services Offered:
 - Interdenominational
 - Denominational
 - Faith-Based Recovery
 - Faith-Based Self Help
 - Faith-Based Studies

Pima County Jail Programming - Education

- Pima Community College Adult Education Area provides GED, Adult Secondary Education, Employability Skills workshops, Film and Literature classes and official GED testing. Programs for Alternative Learning and Success (PALS) is a teacher directed, computer assisted, learning program operated in cooperation with the Pima County Sheriff's Department and Pima Community College. This program offers pre-trial and/or sentenced adult male and female inmates, without a high school diploma, the opportunity to acquire a GED.
- Pima County School Superintendent's CAPE Accredited School for Juveniles Area, in accordance to A.R.S. §15-913.01, is offered as an education program by the Pima County Adult Detention Complex and the Pima County School Superintendent to serve **all inmates who are under eighteen years of age** and those with disabilities who are under age twenty-one or younger.
 - All juveniles are on a level system that requires them to work on their behavior and academics. This level system was developed and agreed upon between the Pima Accommodation District and the Pima County Sheriff's Department.
 - **The CAPE School also offers a school program for the 18-21 year old inmates.**

Pretrial Release Practice

Pretrial release procedures have been in place within the Pima County Jail for several years. Pretrial Services oversees this effort and uses a validated pretrial screening tool to screen over half of the Pima County inmate population. One notable exception to this practice is the vast majority of offenders incarcerated by the Tucson Police Department for misdemeanor crimes who are not screened for pretrial release. Below are the rates at which all offenders released in 2013 (N=8542) either committed a crime while on pretrial release (PTC) or failed to appear in court (FTA).

2013 Pretrial Release (N=8542)

Released/PTC = 526 (6%)
Released/No PTC = 8,016 (94%)
Total Released = 8,542 (100%)

Released/FTA = 935 (11%)
Released/No FTA = 7,607 (89%)
Total Released = 8,542 (100%)

Released/FTA-PTC = 1,319 (15%)
Released/No FTA-PTC = 7,223 (85%)
Total Released = 8,542 (100%)

On-Site Activities – May 28-29, 2014

Agenda

Pima County Sheriff's Office, Justice System and Administration
May 28-29, 2014

5/ 28/2014, Wednesday

- 08:30 Arrive at Adult Detention Center (ADC), 1270 W. Silverlake Road
Meet with Ellen Wheeler, Captain Joshua Arnold, Richard Fimbres
- 0900-1030 Initial Appearances, Pima County Corrections Bureau, Minimum Security
Facility (courtroom), and/or Intake (via video) at ADC
Meet with City Magistrate Judge Riojas & PTS Interim Dir. Domingo
Corona following Initial Appearances, Conference Room, ADC
- 1100-1200 Tour of the ADC Facilities by Captain Arnold
- 1200- 1300 Lunch
- 1300-1430 Corrections Bureau Commander's Meeting, Administrative Offices, ADC
- 1500-1600 Sheriff's Department Meeting with Chief Deputy Chris Nanos, Corrections
Bureau Chief Byron Gwaltney, Captain Arnold
Sheriff's Department, 1750 E. Benson Highway
- 1700 Dinner with PC Reentry Coalition Members, (LTBD) & Martina Dickson,
Program Coordinator & Chaplain Steve Martinez
Los Portales Restaurant, 2615 S. Sixth Avenue

5/29/2014, Thursday

- 0845 Ellen Wheeler's office, 130 W. Congress, 10th floor
- 0900-1000 Amelia Craig Cramer, Chief Deputy County Attorney, 32 N. Stone, Suite
1900
- 1030-1100 County Administrator Chuck Huckelberry, Deputy County Administrator
Jan Leshner (Health), and Ellen Wheeler, 10th floor, 130 W. Congress
- 1115-1200 Superior Court Judge Richard Fields and Adult Probation Director David
Sanders, Judge Fields' chambers - 110 W. Congress
- 1200-1300 Lunch
- 1300-1330 Danna Whiting, Special Staff Assistant, County Health Department,

Mental Health, re: mental health issues and transitions from jail, 10th Floor Conference Room, 130 W. Congress

1400-1500

Indigent defense: Chief Deputy Public Defender Steve Sonenberg, Legal Defender Isabel Garcia, Chief Deputy Legal Defender Joy Athena, Director of Office of Court-Appointed Counsel Robert Hirsh and Deputy Director of OCAC Caryn Caramella, 21st Floor Conference Room, Bank of America Building downtown

1530-1600

Mayor Jonathan Rothschild and Mayor's Re-Entry Task Force, City Hall, 255 W. Alameda, 10th floor

On-Site Technical Assistance Activities

Wednesday - May 28, 2014

0900-1030 Initial Appearances, Pima County Corrections Bureau, Minimum Security Facility (courtroom), and/or Intake (via video) at ADC
Meet with City Magistrate Judge Riojas & PTS Interim Dir. Domingo Corona following Initial Appearances, Conference Room, ADC

After an initial orientation and meeting with Assistant County Administrator Wheeler, Captain Arnold, and Programs Manager Fimbres, Dr. Christensen observed the entire morning session of first appearance court held within the Pima County Jail. First appearance court meets twice every day at 0900 and 2100 (7 days/week) and is presided over by City of Tucson magistrates to evaluate all incarcerated offenders for release or continuance. The Court is conducted with excellent efficiency utilizing a live video feed between the Judge and each inmate on the court calendar. Of those inmates appearing on 5/28, approximately 80% were released from jail.

1100-1200 Tour of the ADC Facilities by Captain Arnold

Captain Arnold took the undersigned on a tour of all Pima County Jail facilities. All facilities were clean, well staffed, and well maintained. Various direct supervision and dormitory designs were utilized to house inmates of all classifications. A relatively large work release center, housing both males and females was also fully operational. Adequate space for programming exists to accommodate the delivery of existing jail transition services as well as additional services as needed.

1300-1430 Corrections Bureau Commander's Meeting, Administrative Offices, ADC

At the Corrections Bureau Commanders meeting the undersigned used a ppt. presentation (Appendix C) to explain how the foundational tenets of evidence based practice and the transition from jail to the community model might be applied within the Pima County Jail. The jail

commanders were engaged and interested in how these practices might enhance long-term public safety outcomes for transitioning jail offenders. An excellent observation was made by the jail commanders recognizing that the vast majority of offenders assigned to the work release center are on probation and therefore might be excellent candidates for jail transition planning due to probation supervision requirements within the community. A copy of the actual sign-in sheet for this meeting is contained in Appendix D.

1500-1600 Sheriff's Department Meeting with Chief Deputy Chris Nanos, Corrections Bureau Chief Byron Gwaltney, Captain Arnold

Chief Deputy Nanos and Corrections Bureau Chief Gwaltney showed great interest in the application of evidence based jail transition services within Pima County Jail facilities and an eagerness to become involved in system-wide EBP planning efforts. Given current crowded conditions within the Pima County Jail, specific focus was afforded to the practice of pretrial release and the first appearance court. Demographic statistics reveal that over half of the admittances to the Pima County Jail in FY2013 are attributed to the Tucson Police Department (TPD) (see graph on Page 13); therefore of significant interest was the fact that most misdemeanor defendants arrested by TPD are not screened for pretrial release.

1700 Dinner with Richard Fimbres, the PC Reentry Coalition Members & Martina Dickson, Program Coordinator & Chaplain Steve Martinez

A dinner meeting with members of the PC Reentry Coalition , Program Coordinator/Chaplain Steve Martinez, and Program Manager Iman Fimbres was held to understand the manner in which faith based and education initiatives are used and integrated with other programs within the Pima County Jail. Members of the reentry coalition were very engaged and interested in contributing to evidence-based jail transition services. Each of the members present demonstrated a significant amount of experience in dealing with incarcerated offenders and understood the need for the integration of life skills components with faith based initiatives in

order to contribute to behavior change. Members of the coalition also understood the importance of their role as support for transitioning offenders within the community.

Thursday - May 29, 2014

0900-1000

Amelia Craig Cramer, 32 N. Stone, Suite 1900

Accompanied by Ellen Wheeler, the undersigned met with Chief Deputy County Attorney Cramer and David Smutzer, Legal Administrator for the County Attorney's Office to discuss the introductory materials distributed prior to the site visit and their possible application within the Pima County Criminal Justice system. Representing the county attorney, Chief Deputy County Attorney Cramer showed excellent understanding of evidence based decision making within the criminal justice system and the importance of differentiating offenders by their risk to reoffend. She discussed several evidence based initiatives currently in place such as the Drug Treatment Alternative to Prison Program (DTAP) as well as several areas of court process that she believed could be addressed to achieve greater system efficiency such as lengthy case processing caused by laboratory delays. Chief Deputy County Attorney Cramer also showed great interest in being involved in a county-wide, criminal justice policy level decision making body.

1030-1100

County Administrator Chuck Huckelberry, Deputy County Administrator Jan Leshner (Health), and Ellen Wheeler

During the meeting with County Administrator Chuck Huckelberry, Deputy County Administrator Leshner, and Ellen Wheeler, the undersigned discussed his observations thus far as well as the introductory materials distributed prior to the site visit. As with most jail facilities throughout the United States, the expense of incarceration is considerable within Pima County. Accordingly, pretrial practices were discussed for their ability to lessen the current crowding burden within the jail facility. Also discussed was the possibility of reinvigorating or reconstituting a county-wide criminal justice coordinating council comprised of executive level policymakers to

collaborate and reach consensus on the implementation of initiatives or practices that could increase efficiency and enhance long-term public safety. The County Administrator voiced strong support for an approach guided by such a body that could result in the successful implementation of evidence-based policy and practice throughout the Pima County Criminal Justice System.

1115-1200 Superior Court Judge Richard Fields and Adult Probation Director David Sanders

Superior Court Judge Fields and Adult Probation Director Sanders expressed support for evidence-based practice (EBP) in general and cited many examples in which EBP was followed currently within the courts and probation. Existing pretrial practices were discussed to examine the extent to which evidence based practices guide decision making and consistency. Both Judge Fields and Director Sanders agreed that there would be value in regular meetings between executive level policymakers to collaborate and reach consensus on the implementation of initiatives or practices that could increase efficiency and enhance long-term public safety and both expressed interested in participating.

1300-1330 Danna Whiting, Special Staff Assistant, County Health Department, Mental Health, re: mental health issues and transitions from jail

Special Staff Assistant Whiting was quite knowledgeable regarding the many issues faced by persons within the criminal justice system who are afflicted with mental illness. She also understood the importance of coordination of services between custody and community settings and the differences in delivering said services to offenders posing differing levels of risk to reoffend. However, despite recognition of the importance of coordination of service between the jail and outpatient providers, Special Staff Assistant Whiting expressed concern that such linkages do not exist and are therefore not utilized on a regular basis. Also cited was the reality that the local Regional Behavioral Health Authority, which is and the Community Partnership of Southern Arizona, does not receive funding for service delivered to mentally ill incarcerated offenders and

the negative effect of this reality on achieving better continuity of care between custody and community settings.

1400-1500 Indigent Defense:
Chief Deputy Public Defender Steve Sonenberg, Chief Deputy Legal Defender
Joy Athena, and Deputy Director of OCAC Caryn Caramella

The undersigned had a productive discussion with members of the indigent defense community about evidence-based policy and practice in general, how it is utilized currently within Pima County, and how it might be applied in the future. To illustrate important points and share current analyses the ppt. presentation contained within Appendix C was utilized. Like other system stakeholders interviewed prior, representatives of the Indigent Defense community believed there would be value in regular meetings between executive level policymakers to collaborate and reach consensus on the implementation of initiatives or practices that could increase efficiency and enhance long-term public safety and all were interested in participating.

1530-1600 Mayor Jonathan Rothschild, Federal Court Judge Charles Pyle, Tucson Police Assistant Chief's Mark Temp, John Leviett, Ex. Dir. Primavera, Peggy Hutchinson, and Mayor's Re-Entry Task Force

To facilitate discussion, illustrate important points, and share current analyses, the ppt. presentation contained within Appendix C was utilized. Members of the Task Force shared personal knowledge and experience with the interplay between the city of Tucson and Pima County and the joint responsibility for incarcerated offenders incarcerated by the Tucson Police. Pretrial practices were discussed for their potential to lessen the current crowding burden within the jail facility and to mitigate significant expenses billed to city of Tucson. Also discussed was the possibility of reinvigorating or reconstituting a county-wide criminal justice coordinating council comprised of executive level policymakers to collaborate and reach consensus on the implementation of initiatives or practices that could increase efficiency and enhance long-term

public safety. Mayor Rothschild and members of his reentry task force showed great willingness to participate as part of such a body as soon as possible.

Observations, Recommendations, and Summary

Pima County Jail Transition, Offender Reentry, and Evidence-Based Decision Making

Observations

Officials of all levels from the Pima County Sheriff's Office as well as important Pima County Stakeholders and members of the various task forces and coalitions showed enthusiasm and interest related to the application of current offender research and the local application of the Transition from Jail to the Community Model. Accordingly, all demonstrated a strong commitment and an openness to evaluating different ways of managing their offender population to obtain the best long term public safety outcomes. Within Pima County a positive system orientation was evident that could accommodate the implementation of effective jail transition efforts both within Pima County facilities and throughout the community. While recognizing that in many cases data are not available that would be useful to various areas of EBP implementation, a strong acceptance of the use of data to drive future decision making was consistent among all interviewed.

For its incarcerated populations, neither risk to reoffend information nor an evidenced-based method to evaluate criminogenic need and determine treatment targets used in the development of case/transition plans are available currently. Various services exist for offenders within the community and the jail, but a system of coordination of same between the jail and the community is limited. Some programs exist within the jail that fit the evidence based parameters outlined within the Transition from Jail to the Community Model; however other essential core program components such as a cognitive behavioral intervention are needed. Continuity of care was discussed and the importance of community support reiterated. The concept of "reaching in" by community providers to the jails could increase offender responsivity and continuity of care resulting in more effective jail transition services.

Currently inmates volunteer for programming regardless of their risk to reoffend as the PCSO has just begun to screen for risk to reoffend using the Proxy tool. Better integration of the

Proxy needs to be accomplished both from an IT and a practice perspective so that Proxy results are collected electronically for all inmates. Actual values should be recorded so that the Proxy tool can be normed and validated for Pima County inmates. Once this is accomplished, inmate populations of differing levels of risk can be identified, matched, and assigned by risk to the various treatment/intervention options that exist currently within Pima County, both in custody and in the community.

A relatively robust pretrial release program exists and is utilized currently for many incarcerated offenders; although a significant percentage of people incarcerated within the Pima County Jail by the Tucson Police Department (TPD) are not screened for release as pretrial release screens for most misdemeanants arrested by TPD are not funded. This is a significant gap in pretrial release screening as the TPD contributes over half of the current jail population. After review of the First Appearance Court, it was clear that a significant majority of offenders were released shortly after their booking in the Pima County Jail and therefore might be viable candidates for release prior to incurring booking expenses and, after discussion with various stakeholders, it seems that precedent exists for such a practice. Recent validation of the pretrial tool used within Pima County makes clear that such a practice could be realized with a reasonable degree of confidence that released offenders would both appear in court and not commit a pretrial crime.

The professional relationships between important system stakeholders and the overarching motivation and openness to improve their system were evident during all interviews. This provides for an atmosphere of positive collaboration at the policy level that could reap positive outcomes. Several coalitions and task forces exist and are sanctioned by important stakeholders such as the Mayor of Tucson, the Pima County Administrator, the courts and the Sheriff; however, it would be beneficial to reinvigorate and/or redefine the membership and the mission of the past criminal

justice coordinating council to afford policy level stakeholders the opportunity to act collaboratively to address the issues facing jail officials, build system efficiencies that prove sufficient return on the investment of scarce resources, and enhance long-term public safety within Pima County. Such actions would also help to inform the courts as they make determinations affecting incarceration and public safety at various system decision points.

RECOMMENDATIONS - Transition from Jail to the Community (TJC)

- Review the Transition from Jail to the Community Model (TJC) Implementation Toolkit available online @ <http://www.urban.org/projects/tjc/toolkit/>. An overview of the TJC Model is provided within Appendix F.
 - As the implementation of the TJC Model is considered, orientation/training should be developed for delivery to all stakeholders (inclusive of security staff) associated in any way with jail transition activities.
- Consider the implementation of an automated full system screening tool (such as the Proxy tool discussed on site – Proxy Implementation document provided in Appendix E) to understand the entire incarcerated offender population by risk to reoffend.
 - Once implemented, such a tool would provide information to evaluate the actual number of incarcerated lower, medium, and higher risk offenders.
- To build on data collected by the Proxy, a “Risk Triage Matrix” should be developed and established to ensure that services are targeted appropriately for various offender groups. In addition to risk to reoffend screening (Proxy implementation) Pima County Stakeholders should consider additional exclusionary factors such as length of stay, return to the local community, whether or not offenders are sentenced to prison, custody status (pretrial vs. sentenced), crime type, jail classification status, etc. to build a matrix that dictates how resources will be spent and to ensure that the needs and desires of Pima County are considered when assigning various transitioning offender groups to treatment or services. Further information is available to assist in developing a Risk Triage Matrix within the TJC Implementation Toolkit available online @ http://www.urban.org/projects/tjc/Toolkit/module5/section1_1.html.
- Informed by risk to reoffend screening throughout the incarcerated population, higher risk offenders could be targeted to receive intensive service within the jail and be readied for transition to the community while lower risk offenders could be evaluated for alternatives to incarceration, community supervision, or diversionary practices as applicable.
 - A viable place to consider to pilot development of comprehensive jail transition planning might be the Work Release Center as identified by the Jail commanders. Given the fact that most incarcerated within the work release center are probationers, the Probation Department should be fully engaged to establish continuity of service from jail to the community.

- Consider the use of an actuarial assessment of criminogenic needs to drive jail transition planning for higher risk offenders.
 - Further information is available to assist in choosing and developing a process for the use of actuarial assessment tools within the TJC Implementation Toolkit available online @ http://www.urban.org/projects/tjc/Toolkit/module6/section2_1.html.
 - Additional information outlining the development of standardized case/transition plans based upon targeted criminogenic need is outlined within the TJC Implementation Toolkit available online @ <http://www.urban.org/projects/tjc/Toolkit/module7/index.html>.
- Review programs within the jail as well as the community to ensure that they have continuity and that they utilize evidence-based program curricula to mitigate identified criminogenic needs of transitioning, higher risk to reoffend inmates. See additional information in Appendix G.

RECOMMENDATIONS - Evidence-Based Decision Making – Pima County Criminal Justice System

- To realize most effective outcomes, important, policy-level stakeholders within the Pima County Criminal Justice (CJ) System should:
 - Reconstitute and reconvene the Criminal Justice Coordinating Council and develop a common system mission to be utilized as a standard of evaluation for existing and proposed programs as well as for various outcome and process measures. Information relative to this task is available within the TJC implementation toolkit (available online @ http://www.urban.org/projects/tjc/toolkit/module3/section3_7.html).
 - Once completed, consider training and/or information sharing with important system stakeholders or groups to enhance consistency in practice.
 - Agree upon and define system outcomes such as recidivism as well as important process measures such as those outlined within the TJC implementation toolkit (available online @ <http://www.urban.org/projects/tjc/Toolkit/module4/index.html>).
 - Evaluate existing data for its usefulness in evaluating system-wide actions, decisions, and outcomes and the interface ability of existing IT systems.
 - As part of this effort evaluate the current practice of Pretrial Services and past practice within Pima County to determine if it would be feasible and cost effective to screen all Pima County Offenders for pretrial release prior to the jail booking process.
 - Evaluate the actions and policies of stakeholder agencies relative to alignment with agreed upon system mission and measurements.
 - Consider the use of the Evidence Based Decision Making Model (more information available @ <http://www.cepp.com/documents/EBDM%20Framework.pdf>) to assist in CJ system evaluation and to understand how the efforts of the OCCD fit with other important criminal justice stakeholders.

Summary

Led by the many engaged stakeholders within Pima County, the Pima County Criminal Justice System has realized many practices that are intended to decrease the rate at which Pima County offenders reoffend. Likewise, under the direction of Sheriff Dupnik, the Pima County Jail has developed and implemented various program initiatives designed to increase efficiency and reduce recidivism. Moreover, policy-level stakeholders within Pima County are engaged and interested in the improvement of offender outcomes throughout Pima County. Indeed, many services and initiatives are available throughout Pima County that could be well-poised to contribute to a larger system mission of enhanced long-term public safety.

As related to comprehensive jail transition planning, the major effort is to coordinate the application of TJC advised practices with the use of existing efforts and services within the Pima County Jail and coordinate same with community service providers and criminal justice stakeholders at large. As with any change initiative, special care must be taken to implement key foundational components (outlined throughout this report) to establish a proven system of offender behavioral change, reentry, and/or transition; rather than a compilation of innovative, yet unrelated, programs and/or services whose full benefit to Pima County as a whole is somewhat unclear.

It has been a great pleasure to work with the committed professionals of Pima County. Their unified commitment to the betterment of criminal justice practice is quite refreshing and extremely unique. It is this writer's belief that the collaborative atmosphere established throughout Pima County can yield significant benefit within the jail, the courts, and the community as more criminal justice stakeholders are engaged in the local application of evidence-based policy and practice. Special thanks go to Assistant County Administrator Ellen Wheeler, Captain Joshua

Arnold, and Program Development Manager /City Councilman Richard Fimbres for their assistance in supplying vital information and coordination of site-visit logistics. This writer looks forward to the progress of the Pima County Jail, its system at large, and its contributions to the enhancement of long-term public safety within Pima County. Accordingly, this writer stands ready to assist in any way that he is able to clarify or help to move forward the recommendations or discussion.

Respectfully submitted,

A handwritten signature in black ink, appearing to read 'Gary E. Christensen', with a long horizontal flourish extending to the right.

Gary E. Christensen, Ph. D.

Appendix A
NIC TA Request January 2011



Pima County Sheriff's Department

1750 E. Benson Highway • Tucson, AZ 85714-1758
Phone 520-351-4600 • Facsimile 520-351-4622
www.pimasheriff.org

Clarence W. Dupnik
Sheriff

Keeping the Peace and Serving the Community Since 1865

October 8, 2013

Ms. Fran Zandi
Technical Assistance Manager, Jails Division
National Institute of Corrections (NIC)
Room 5002
320 First Street, NW
Washington, DC 20534

2013 OCT 22 AM 11:37
OFFICE OF DIRECTOR

RE: TECHNICAL ASSISTANCE REQUEST

Dear Ms. Zandi:

My office, along with the Pima County Manager's Office and the Pima County Human Services and Adult Probation Departments have formed a Jail Reentry Coalition to explore the implementation of a formalized reentry process for inmates housed in the Pima County Jail System.

I am seeking technical assistance to help define the mission and role of the Coalition as well as to guide the reentry development and implementation planning process such that we 1) take advantage of the experiences of other jails and NIC's transition from Jail to Community (JTC) initiative; 2) develop reentry strategies that are responsive to the specific needs of the inmate population here in Pima County; 3) enhance the efficacy of existing jail programs and services; 4) guide and development of new Sheriff's Office programs which support reentry in collaboration with our partners; and 5) effectively link inmates with community resources and providers upon their release.

The contact person for this technical assistance request is:

Mr. Richard Fimbres, Program Development Manager
Richard.Fimbres@sheriff.pima.gov
(520) 351-8114

If approved, it is respectfully requested that assistance be provided as soon as possible.

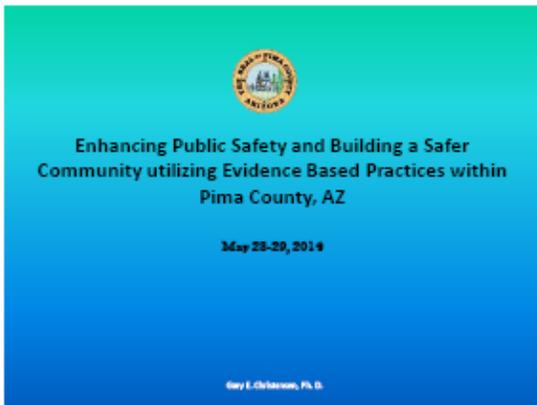
Sincerely,

Clarence W. Dupnik
Sheriff of Pima County

Appendix B

Pre-visit Introductory PPT.

Electronic Copies of all Materials Furnished in ppt and pdf format



Evidence Based Practice

Using scientific evidence to guide and inform efficient and effective *[correctional]* services.

(National Institute of Corrections)

The Risk-Needs-Responsivity Model

✓**Risk** - Predicting propensity for re-offense and classifying accordingly.

✓**Need** - Dynamic factors that influence an offender's likelihood for successful transition from jail to the community.

✓**Responsivity** - Correctional programs should be matched to offender characteristics such as learning style, level of motivation, and the individual's personal and interpersonal circumstances.

Target Interventions

- Risk principle: "Who"
- Need principle: "What"
- Responsivity principle: "How"
- Dosage: "How much"

Planning Considerations - Risk

- What method do you have or are you interested in to screen the entire offender population for risk to reoffend? Proxy?
- Given its recent validation, how can the use of the current pretrial tool be improved upon or enhanced? Are all offenders assessed using this tool?
- Is risk considered when assigning offenders to targeted interventions whether in custody, on supervision, or in the community?
- Is risk considered when making decisions throughout the process of adjudication, inclusive of release and supervision decisions? How?
- Is risk used to compare offender groups relative to placement, process, or long-term public safety outcomes?

Planning Considerations – Need, Responsivity, Dosage

- Does the OST/FROST or another actuarial assessment guide targeted interventions for individual offenders in jail, on pretrial or probation supervision, or in the community (i.e. higher risk/need offenders assigned to programming based upon their individual assessment results)? If so, how is that accomplished, what is the written policy related to this practice, and how do you know that it is done?
- Is there a list of evidence-based treatment options that is correlated with the need domains identified by the OST/FROST?
 - Is risk considered when assigning offenders to targeted interventions whether in custody, on supervision, or in the community?
 - Do services offered provide sufficient dosage to reduce risk to reoffend among higher risk offenders?
- Are caseload sizes evaluated and guided by risk to reoffend?
- Is there continuity between programs/services offered within the jail, pretrial, probation, and/or the community?
- Are program outcomes evaluated to determine the degree to which Pima County realizes a return on each of its criminal justice investments?

Important ROI Considerations

- Less than 20% of your local offenders commit nearly 50% of your local crime
- An average high risk substance abusing offender will commit on average of 140 felonies/year
- Recidivism varies greatly among your current group of offenders regardless of “instant” crime.
- Within local CJ systems nearly 80% of recidivism happens within the first year post release

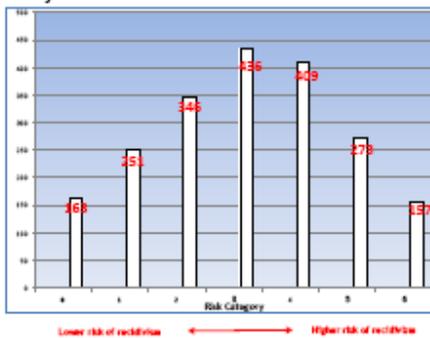
The Risk-Needs-Responsivity Model

✓ Risk?

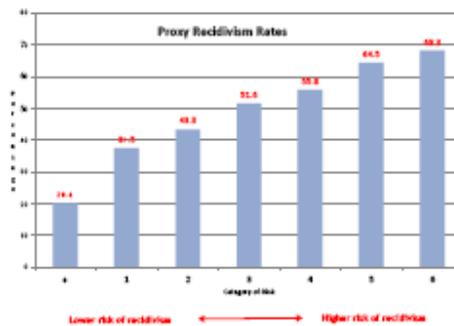
Pima County Incarceration Rate = 204/100,000

Corrections Partners, Inc. ©2010

Pima County Jail
Projected Risk to Reoffend Profile N=2037



Pima County Jail
Projected Risk to Reoffend Profile N=2037



Risk Management/Reduction Strategies

- | | |
|---------------------------------|------------------------------------------------|
| * Incapacitation/ Incarceration | * Treatment & Programming |
| * Direct Contacts | * Cooperation & Collaboration |
| * Supervision of Conditions | * Challenging Choice |
| * Electronic Monitoring | * Ownership & Responsibility |
| * Drug Testing/ Screening | * Teaching & Supporting Self (Risk Management) |
| * Restraints | * Communicating/ Upholding Limits Clearly |
| * Setting Limits | |

RISK CONTROL
Sanction

VERSUS

RISK REDUCTION
Intervention

SHORT-TERM
CONTROL

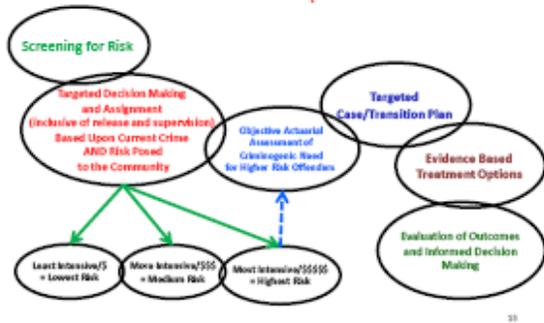
LONG-TERM
CHANGE

BALANCE = Long-Term Public Safety

Being part of an evidence-based system of offender management means:

- Understanding the impact of your decisions and actions on offender risk reduction and risk control
- Assessing the effectiveness of your actions using objective measures

Developing the Evidence Based Chain
The weakest link puts all others at risk



A Framework for Evidence-Based Decision Making
in Local Criminal Justice Systems (April, 2010)

KEY DECISION POINTS

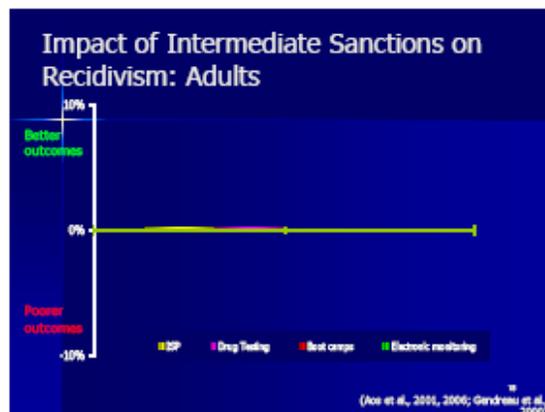
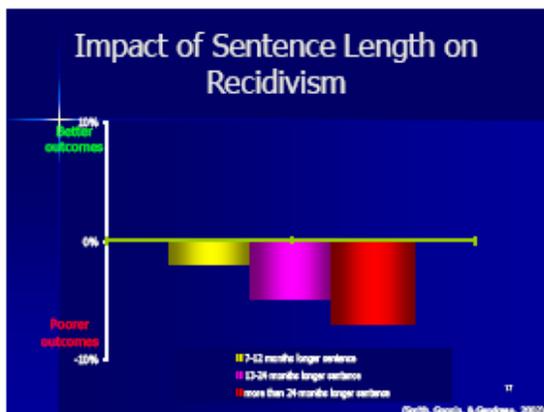
- Arrest decisions (cite, detain, divert, treat, release)
- Pretrial status decisions (release on recognizance, release on financial bond, release with supervision conditions, detain, violation response, supervision conditions reassessment)
- Charging decisions (charge, divert, defer, dismiss)
- Plea decisions (plea terms)
- Sentencing decisions (sentence type, length, terms and conditions)
- Local institutional intervention decisions (security level, treatment interventions)
- Local institutional release decisions (timing of release, conditions of release)
- Community intervention decisions (supervision level, supervision conditions, treatment interventions)
- Violation response decisions (response level, sanctions, treatment interventions)
- Discharge from criminal justice system decisions (timing of discharge)

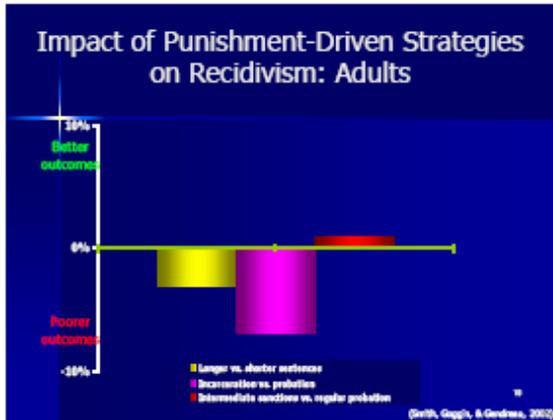
There is no such thing as perfect intervention in any arena.....

However, in concert with the committed professionals associated with your criminal justice system, applying best practices with evidence-based leadership, we can reduce the risks associated with any type of reoffense.

What Doesn't Work?

- Not a single study has documented that official punishment (custody, mandatory arrest, probation, increased surveillance, etc.) has reduced recidivism rates or deterred future crime
- Not a single study has documented reduced recidivism resulting from clinical programs that enhance self-esteem or address **only** substance/alcohol abuse or mental illness





Criminogenic needs reduction for higher risk offender populations



A Framework for Evidence-Based Decision Making in Local Criminal Justice Systems (April, 2010)

7 ways to reduce recidivism

Gary E. Christensen, Ph. D.

Corrections Partners, Inc.

(914) 489-1584

gchristensen@correctionspartners.com

www.correctionspartners.com

22

7 ways to reduce recidivism

1. What works? Use risk assessment tools to identify risk to reoffend and criminogenic needs.

Research finding: Structured assessment tools predict pretrial misconduct and risk of reoffense more effectively than professional judgment alone.¹⁴ Brief screening tools provide a quick assessment of risk; comprehensive tools provide information on risk to reoffend and effective targets of intervention to reduce future crime.

Examples of policy implications: Law enforcement uses assessments to inform cite versus arrest decisions; prosecutors and judges use assessments to inform plea and sentencing decisions; jails use assessments to determine housing assignments and work release placements; and community corrections uses assessments to determine intensity of supervision.

Examples of practice implications: Law enforcement officers administer brief assessments prior to making cite/release decisions; pretrial services and community corrections conduct assessments prior to key decisions.

23

7 ways to reduce recidivism

2. What works? Direct programming and interventions to medium and higher risk offenders.

Research finding: Recidivism rates are reduced an average of 50% when medium and high risk offenders receive appropriate behavior changing programming.¹⁵ Conversely, offenders assessed as low risk to reoffend do not benefit from behavior changing programming¹⁶ and are slightly more likely to recidivate when they are overly supervised or programmed.¹⁷

Examples of policy implications: For low risk offenders, prosecutors use diversionary programs, prosecutors and judges avoid excessive conditions, defense counsel advocates for low intensity interventions, community corrections uses minimal supervision. Judges, prosecutors, and defense counsel target medium and high risk offenders for programming designed to positively influence behavior.

Examples of practice implications: Agencies performing assessments color code case files of high, medium, and low risk offenders for easy identification by decision makers; community supervision agencies use call-in or kiosk reporting for low risk offenders; treatment programs modify admission criteria to admit only medium and high risk offenders.

24

7 ways to reduce recidivism

3. **What works?** Focus interventions for medium and higher risk offenders on their individual criminogenic needs.

Research finding: Cognitive behavioral programs are generally the most effective programming interventions for higher risk offenders.²⁴ Furthermore, employing program interventions that influence the traits that lead to future crime (i.e., criminogenic needs) yield stronger reductions in recidivism (up to an average of 30% reduction).²⁵ The net value (the cost of the program less the savings derived from preventing crime) of the average targeted, evidence-based cognitive behavioral program, using a cost/benefit formula, is \$10,299 per adult offender.²⁶

Examples of policy implications: Judges ensure that sentencing conditions align with specific criminogenic needs; community corrections and treatment providers use assessment instruments to identify offenders' criminogenic traits; treatment providers avoid "one size fits all" programs; cognitive behavioral services are systematically utilized.

Examples of practice implications: Treatment providers provide program listings that identify the criminogenic needs their services address; community corrections refers offenders to programs based upon the match between offenders' needs and programs' services; county executives/managers ensure that service contracts with treatment providers include accountability measures to make certain that the services provided include cognitive behavioral interventions.

25

7 ways to reduce recidivism

4. **What works?** Respond to misconduct with swiftness, certainty, and proportionality.

Research finding: Graduated sanctions (i.e., sanctions that increase in severity based on the number and nature of acts of misconduct) increase compliance with supervision and treatment.²⁷ Swift, certain, and proportional²⁸ actions that reflect disapproval of behavioral misconduct are more effective in reducing recidivism than actions that are disproportionate, delayed, or inconsistent.

Examples of policy implications: Court administrators develop policies to move cases swiftly through the court system; judges, prosecutors, and community corrections agencies establish violation decision making guidelines that take into account the risk of the offender and the severity of the violation behavior; all violation behavior is responded to in some fashion; judges and community corrections streamline procedures that allow for swift action following offender misbehavior.

Examples of practice implications: Court administrators manage dockets that streamline case processing; community corrections uses a decision making tool to aid supervision officers in structuring their responses to violation behavior; community corrections provides administrative sanctioning processes to address misbehavior quickly.

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7 ways to reduce recidivism

5. **What works?** Use more carrots than sticks.

Research finding: The use of incentives and positive reinforcement are effective in promoting behavioral change.²⁹ Positive reinforcement should be provided at a rate of four reinforcers for every expression of disapproval (or sanction).³⁰ Research demonstrates that this formula enhances offenders' motivation to continue exhibiting prosocial behaviors and attitudes.

Examples of policy implications: Judges and community corrections develop policies around the structured and specific use of rewards to reinforce positive behavior.

Examples of practice implications: Defense counsel requests review hearings when clients reach significant milestones; community corrections acknowledges progress through the posting of awards, writing letters of affirmation, providing complimentary bus passes, praising offenders' behavior to their families, or reducing reporting requirements; law enforcement acknowledges law abiding behavior of known offenders.

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7 ways to reduce recidivism

6. **What works?** Deliver services in natural environments where possible.

Research finding: Although treatment services provided in structured (e.g., residential, institutional) settings are demonstrated to be effective, services delivered in natural environments (i.e., settings in offenders' immediate surroundings that most closely resemble prosocial, supportive environments) improve offenders' bonding to the prosocial community and aid in reducing recidivism.³¹

Examples of policy implications: Law enforcement refers to community-based crisis services for offenders with mental health conditions; judges and prosecutors use community-based rather than residential or institutionally based programs when the safety of the community is not in jeopardy; county executives/managers provide support for funding and zoning community-based programming options.

Examples of practice implications: Judges, prosecutors, defense counsel, community corrections, and others take inventory of available services to ensure a continuum of service options; community corrections utilizes prosocial family members, employers, and mentors to support the offender; resource directories are developed and shared among stakeholders.

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7 ways to reduce recidivism

7. **What works?** Pair sanctions with interventions that address criminogenic needs.

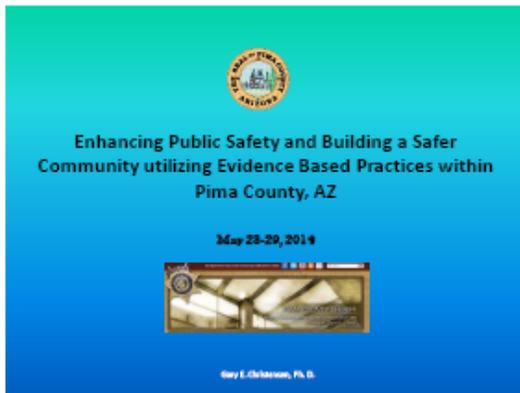
Research finding: Research demonstrates that sanctions without programming (e.g., boot camps without a treatment component,³² electronic monitoring,³³ intensive supervision,³⁴ incarceration³⁵) do not contribute to reductions in reoffense rates. Modest increases in time served may even increase recidivism.³²

Examples of policy implications: Prosecutors and judges employ a combination of sanctions and behavior changing programming for purposes of risk reduction; county executives/managers fund a balance of behavior changing programming and accountability measures; community corrections agencies address offender misbehavior with behavior changing, rather than solely punitive, responses.

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Appendix C
PowerPoint Materials
PCSO and Pima County Stakeholders

Electronic Copies of all Materials Furnished in ppt and pdf format



Evidence Based Practice

Using scientific evidence to guide and inform efficient and effective [correctional] services.

(National Institute of Corrections)

The Risk-Needs-Responsivity Model

- ✓ **Risk** - Predicting propensity for re-offense and classifying accordingly.
- ✓ **Need** - Dynamic factors that influence an offender's likelihood for successful transition from jail to the community.
- ✓ **Responsivity** - Correctional programs should be matched to offender characteristics such as learning style, level of motivation, and the individual's personal and interpersonal circumstances.

Target Interventions

- Risk principle: "Who"
- Need principle: "What"
- Responsivity principle: "How"
- Dosage: "How much"

Being part of an evidence-based system of offender management means:

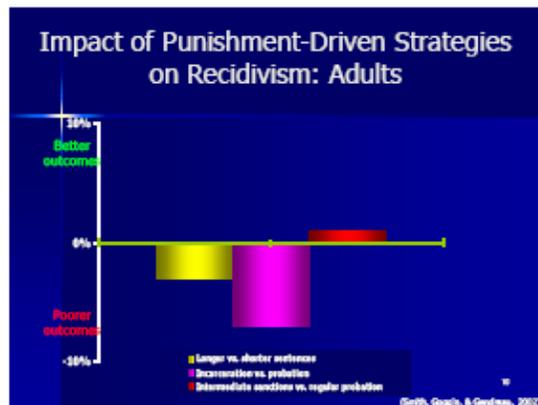
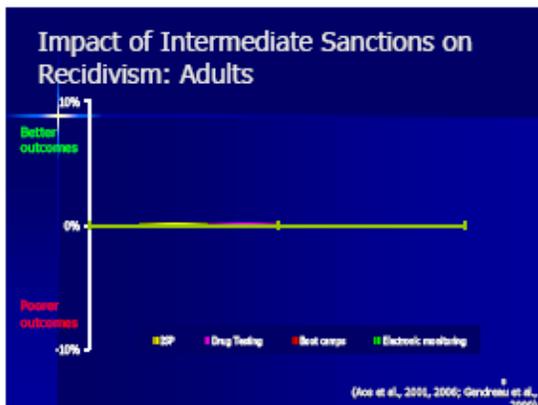
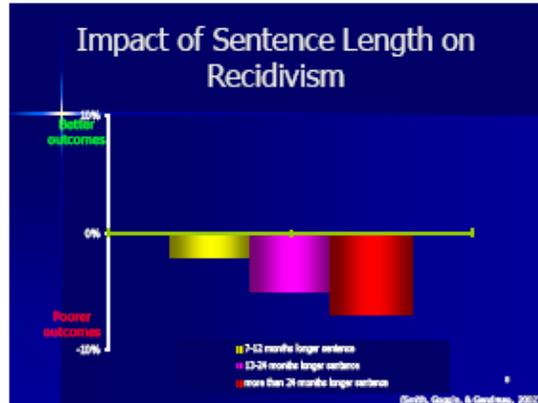
- Understanding the impact of your decisions and actions on offender risk reduction and risk control
- Assessing the effectiveness of your actions using objective measures

There is no such thing as perfect intervention in any arena.....

However, in concert with the committed professionals associated with your criminal justice system, applying best practices with evidence-based leadership, we can reduce the risks associated with any type of reoffense.

What Doesn't Work?

- Not a single study has documented that official punishment (custody, mandatory arrest, probation, increased surveillance, etc.) has reduced recidivism rates or deterred future crime
- Not a single study has documented reduced recidivism resulting from clinical programs that enhance self-esteem or address **only** substance/alcohol abuse or mental illness



Developing the Evidence Based Chain The weakest link puts all others at risk

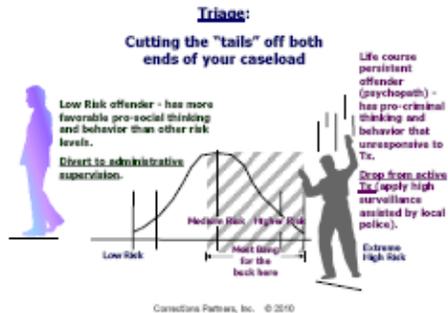


A Framework for Evidence-Based Decision Making in Local Criminal Justice Systems (April, 2010)

KEY DECISION POINTS

- Arrest decisions (cite, detain, divert, treat, release)
- Pretrial status decisions (release on recognizance, release on financial bond, release with supervision conditions, detain, violation response, supervision conditions reassessment)
- Charging decisions (charge, divert, defer, dismiss)
- Plea decisions (plea terms)
- Sentencing decisions (sentence type, length, terms and conditions)
- Local institutional intervention decisions (security level, treatment interventions)
- Local institutional release decisions (timing of release, conditions of release)
- Community intervention decisions (supervision level, supervision conditions, treatment interventions)
- Violation response decisions (response level, sanctions, treatment interventions)
- Discharge from criminal justice system decisions (timing of discharge)

Who gets what?



Important Realities

- Average # of felonies committed by **ONE active drug user = 140 per year** (Belanko, et al.; US Dept. of Justice)
- Over 90% of your local jail population will transition directly to your streets
- Nationwide, as well as locally, approximately 80% of incarceration relates to substance or alcohol abuse (Belanko, et al.; US Dept. of Justice; National Institute of Corrections)
 - Repeat offender statistics (Nationwide):
 - 1st Time – 41% used drugs regularly
 - 2 or More – 63% used drugs regularly
 - 5 or more – 81% used drugs regularly

Risk Management/Reduction Strategies

- | | |
|---------------------------------|------------------------------------------------|
| * Incapacitation/ Incarceration | * Treatment & Programming |
| * Direct Contacts | * Cooperation & Collaboration |
| * Supervision of Conditions | * Challenging Choice |
| * Electronic Monitoring | * Ownership & Responsibility |
| * Drug Testing/ Screening | * Teaching & Supporting Self (Risk Management) |
| * Restraints | * Communicating/ Upholding Limits Clearly |
| * Setting Limits | |



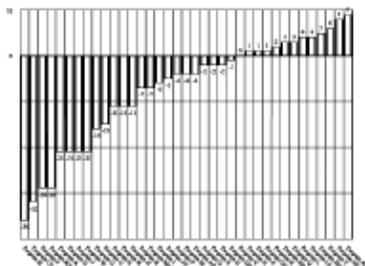
Recidivism and the Application of the Risk Principle



How does criminogenic risk impact our ability to measure recidivism and evaluate program applications and outcomes?

Recidivism and Programming Low Vs. High

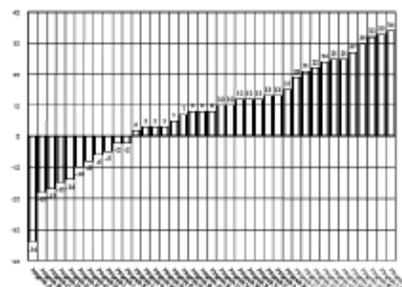
Fig. 1. Changes in the Probability of Recidivism by Program for Low-Risk Offenders



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Recidivism and Programming Low Vs. High

Fig. 2. Change in the Probability of Recidivism by Program for High-Risk Offenders



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Planning Considerations - Risk

- What method do you have or are you interested in to screen the entire offender population for risk to reoffend? Proxy?
- Given its recent validation, how can the use of the current pretrial tool be improved upon or enhanced? Are all offenders assessed using this tool?
- Is risk considered when assigning offenders to targeted interventions whether in custody, on supervision, or in the community?
- Is risk considered when making decisions throughout the process of adjudication, inclusive of release and supervision decisions? How?
- Is risk used to compare offender groups relative to placement, process, or long-term public safety outcomes?

Planning Considerations – Need, Responsivity, Dosage

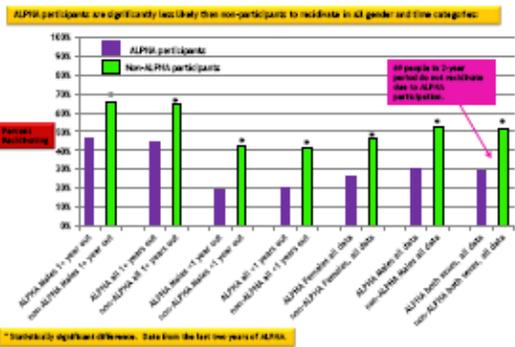
- Does the OST/FROST or another actuarial assessment guide targeted interventions for individual offenders in jail, on pretrial or probation supervision, or in the community (i.e. higher risk/need offenders assigned to programming based upon their individual assessment results)? If so, how is that accomplished, what is the written policy related to this practice, and how do you know that it is done?
- Is there a list of evidence-based treatment options that is correlated with the need domains identified by the OST/FROST?
 - Is risk considered when assigning offenders to targeted interventions whether in custody, on supervision, or in the community?
 - Do services offered provide sufficient dosage to reduce risk to reoffend among higher risk offenders?
- Are caseload sizes evaluated and guided by risk to reoffend?
- Is there continuity between programs/services offered within the jail, pretrial, probation, and/or the community?
- Are program outcomes evaluated to determine the degree to which Pima County realizes a return on each of its criminal justice investments?

Important ROI Considerations

- Less than 20% of your local offenders commit nearly 50% of your local crime
- An average high risk substance abusing offender will commit on average of 140 felonies/year
- Recidivism varies greatly among your current group of offenders regardless of "instant" crime.
- Within local CJ systems nearly 80% of recidivism happens within the first year post release



Percent Recidivating -ALPHA participants vs. Non-participants



ALPHA Participation Cost Savings - Conservative ESTIMATE

In the last two years, ALPHA participation has resulted in 69 fewer people recidivating. This equates to 184 additional bookings that did not occur, for a cost savings of \$43,622.

Average length of stay in jail at time of release is 27.7 days, saving 1,911 jail bed days among these 69 people. This saved \$150,873.

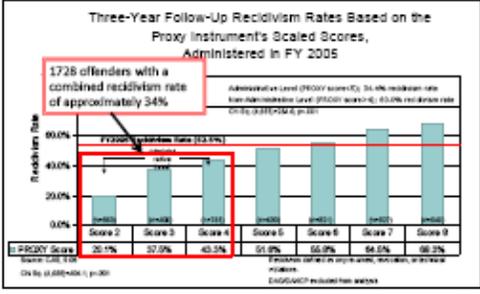
Total Savings = \$194,495

NOTE - Actual savings are likely much larger as this data only captures the last two years of ALPHA participation.

Based on MCSO Per Diem Booking Rates and Full Housing Rates.

Actual costs may be less if MCSO is reimbursed by municipalities.

Proxy Effectiveness - Measurement OUTCOMES? Hawaii (n=4655)



The Risk-Needs-Responsivity Model

✓ Need?
Treatment Targets

Criminogenic needs reduction for higher risk offender populations



- Offender Screening Tool/ Field Reassessment Offender Screening Tool (OST/FROST) measures the following criminogenic factors:

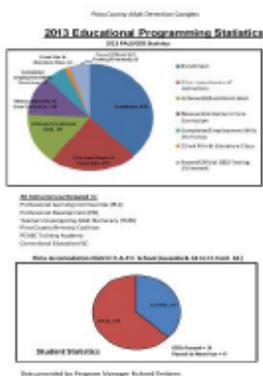
- Anti-social personality
- Anti-social attitudes and values
- Anti-social associates
- Family dysfunction
- Poor self-control, poor problem-solving skills
- Substance/Alcohol abuse
- Lack of employment/lack of employment skills

Pima County Jail Programming – Faith Based

- Religious Programs Area is comprised of a Chaplain (Program Coordinator/Civilian Supervisor), one OSL Civilian position, and one RAC Administrative Civilian position. The area functions as the provider for religious needs of the Corrections Bureau in four primary areas: Inmate Religious Services, Inmate Religious Material/Diets, Inmate Religious Visits/Notifications and Community Religious Volunteers.
- Inmate Religious Services primary goal is to ensure the religious requests of inmates are met in the least most restrictive manner being governed only by security and control.

Religious Services Offered:

- Interdenominational
- Denominational
- Faith-Based Recovery
- Faith-Based Self Help
- Faith-Based Studies



Pima County Jail Programming – Social Skills

- Social Programs Area of the Program Development Section is comprised of a Program Coordinator (civilian supervisor) and one volunteer Intern (civilian position).
- Inmate Social Programs' primary goal is to increase educational opportunities in all realms of the human condition and enhance inmates' choices to help reduce recidivism.
 - Social Programs Offered:
 - Alcoholics Anonymous (AA)
 - Alcoholics Anonymous (Spanish)
 - Al-Anon
 - Cocaine Anonymous (CA)
 - El Rio Health Education (ER)
 - Inside/Out (I/O)
 - Inside Out Recovery Partnership (IORP)
 - HOPE Recovery Tool Kit
 - Narcotics Anonymous (NA)
 - Veteran's Justice Outreach (VJO)
 - Women's Reentry Network (WREN)

Pima County Jail Programming – Education

- Pima Community College Adult Education Area provides GED, Adult Secondary Education, Employability Skills workshops, Film and Literature classes and official GED testing. Programs for Alternative Learning and Success (PALS) is a teacher directed, computer assisted, learning program operated in cooperation with the Pima County Sheriff's Department and Pima Community College. This program offers pre-trial and/or sentenced adult male and female inmates, without a high school diploma, the opportunity to acquire a GED.
- Pima County School Superintendent's CAPE Accredited School for Juveniles Area, in accordance to A.R.S. §15-913.01, is offered as an education program by the Pima County Adult Detention Complex and the Pima County School Superintendent to serve all inmates who are under eighteen years of age and those with disabilities who are under age twenty-one or younger.
 - All juveniles are on a level system that requires them to work on their behavior and academics. This level system was developed and agreed upon between the Pima Accommodation District and the Pima County Sheriff's Department.
 - The CAPE School also offers a school program for the 18-21 year old inmates.

Current Initiatives

- DRUG TREATMENT ALTERNATIVE TO PRISON (DTAP) AND DRUG COURT ENHANCEMENT (DCE)**
 - DCE defendants must be first or second time offenders charged with a probation-eligible drug-related offense. They cannot have history of violent or sexual crime or other pending felony charges, and they must be legal residents of the U.S. and Pima County
 - Six months long and designed to enhance and expand the services offered by the Pima County Drug Court (PCDC)
 - EBP Case planning guided by OST/FROST
 - DTAP defendants must be third or subsequent time offenders charged with a prison-only drug-related offense. They cannot have history of violent or sexual crime or other pending felony charges, and they must be legal residents of the U.S. and Pima County
 - 90 Day residential – evidence based inclusive of CBT
 - EBP Case planning guided by OST/FROST
- All treatment participants in both the DTAP and DCE programs are assessed every six months using the Government Performance and Results Act/Services Accountability Improvement System (GPIRA/SAIS)

The Risk-Needs-Responsivity Model

✓ Pretrial Decisions

Triage

Corrections Partners, Inc. ©2010

Risk Management Strategies

- * Incapacitation/ Incarceration
- * Direct Contacts
- * Supervision of Conditions
- * Electronic Monitoring
- * Drug Testing/ Screening
- * Restraints
- * Setting Limits
- * Treatment & Programming
- * Cooperation & Collaboration
- * Challenging Choice
- * Ownership & Responsibility
- * Teaching & Supporting Self (Risk Management)
- * Communicating/ Upholding Limits Clearly

RISK CONTROL
Sanction

SHORT-TERM
CONTROL

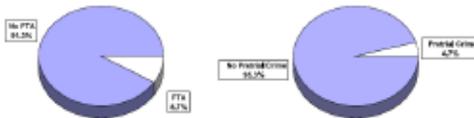
RISK REDUCTION
Intervention

LONG-TERM
CHANGE

BALANCE = Long Term Public Safety

2010 Pretrial Release (N=7704)

Pretrial Performance
Population Released At Initial Appearance



2013 Pretrial Release (N=8542)

Released/PTC = 526 (6%)
Released/No PTC = 8,016 (94%)
Total Released = 8,542 (100%)

Released/FTA = 935 (11%)
Released/No FTA = 7,607 (89%)
Total Released = 8,542 (100%)

Released/FTA-PTC = 1,319 (15%)
Released/No FTA-PTC = 7,223 (85%)
Total Released = 8,542 (100%)

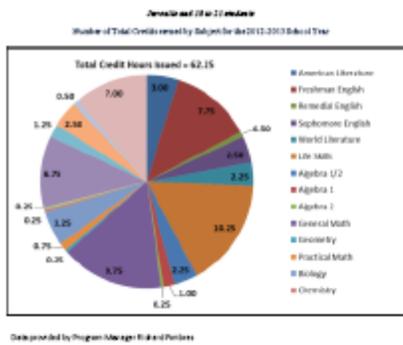
2013-2014 Pretrial Release

January 1, 2013 to December 31, 2013	Pretrial Services Recommendation	Judge Decision
Release on Personal Recognition	1534 (23.6%)	1301 (15.0%)
Release under Pretrial Services Supervision	1309 (14.6%)	1766 (20.0%)
No Personal Recognition or Third Party Release	5000 (63.3%)	4945 (55.3%)
January 1, 2014 to April 30, 2014	Pretrial Services Recommendation	Judge Decision
Release on Personal Recognition	828 (27.0%)	588 (19.2%)
Release under Pretrial Services Supervision	302 (9.8%)	527 (17.2%)
No Personal Recognition or Third Party Release	2126 (62.8%)	1732 (56.5%)

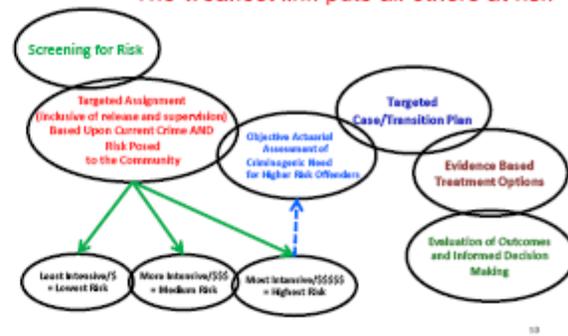
Evidence-Based Case Management

Do our programs work, do we have the right programs and do the right people have access?

2013 CAPS School Educational Programming Statistics



The Evidence Based Chain
 The weakest link puts all others at risk



ADULT Targeted Treatment: Developing a System/Service Matrix
 Matching High Risk / Need with EB Tx



The Risk-Needs-Responsivity Model

Responsivity?

Matching the right people with the right programs with the right staff

Corrections Policies, Inc. ©2000

An Effective Reentry/Transition System for Higher Risk Offenders

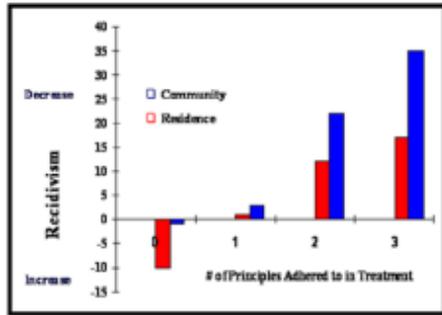


Exploring the Black Box of Community Supervision (Bonta, et al.)

All about the interaction with offenders:

- Amount of time spent on criminogenic factors predicted recidivism.
- The more time spent on criminogenic factors, the lower the recidivism.
- The more time spent discussing court ordered conditions of supervision, the higher the recidivism.
- The more topics covered during a session, the higher the recidivism.

Adherence to R-N-R Principles



The Risk-Needs-Responsivity Model

✓ Collaboration

Policy level decision makers on the "same page"

© 2000

Mayor's Reentry Task Force

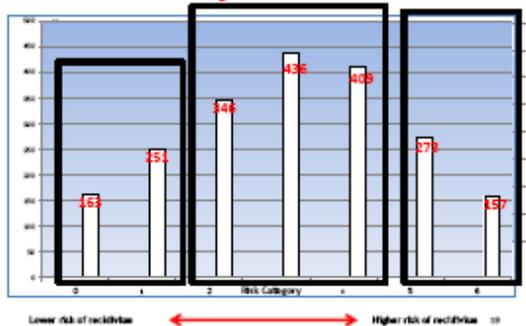
- > Roberto Villaverde, Chief, Tucson Police Dept.
- > Sharon Allen, Deputy Chief, Tucson Police Dept.
- > Richard Fimbres, Ward 5 Council Member, City of Tucson
- > Melissa Ruzicichoff, DTAP Program Director, Pima County Attorney's Office
- > Eva Dong, Superintendent, Pima County Juvenile Detention Center and the Pima County Adult Detention Center
- > Andy Silverman, Professor of Law and Director of Clinical Program, UA College of Law
- > Charles R. Pyle, Magistrate Judge, U.S. District Court of Arizona
- > Greg Taylor, Chief Community and Public Relations Officer, Community Partnership of Southern Arizona
- > Mays Loria, Community Relations Coordinator, Community Partnership of Southern Arizona
- > Peggy Hutchinson, CEO, Primavera Foundation
- > Art Ekstrom, Deputy Director of Workforce Development, Pima County OneStop Career Center
- > Dorothea Hansen, Grant Writer, Pima County OneStop Career Center
- > Linda Leiferman, Faith-based Community Initiatives Coordinator, Pima County
- > Rev. Allison Harrington, Southside Presbyterian Church
- > Fred Charles, Former CEO, Arizona Children's Association
- > Karen Smith, Advanced Program Manager
- > Karen Caldwell, Director of Workforce Development, Primavera Foundation
- > Heather Bond, Lead Recovery Support Specialist, Compass
- > Catherine Bortstein, Volunteer
- > Ana Chavez, Administrative Support Specialist at One Stop

Pima County Re-Entry Coalition (PCREC) brings together a broad coalition of stakeholders in order to promote the successful reintegration of Pima County ex-offenders, to reduce crime and recidivism and increase the safety of the communities where they return.

The Goals and Objectives of the PCREC are to: strengthen coordination and information sharing among all reentry stakeholders, address gaps in transition from courts to corrections to community services, educate and prepare communities for the reintegration of ex-offenders from the Pima County Criminal Justice Systems and strengthen Faith-Based partnerships, mentoring and other community-based partnerships to promote successful family and community reintegration.

Risk Screening and its influence on criminal justice decision making

Are we making sound business decisions?



Questions, Comments, Concerns?

Gary E. Christensen, Ph. D.

Corrections Partners, Inc.

(914) 489-1584

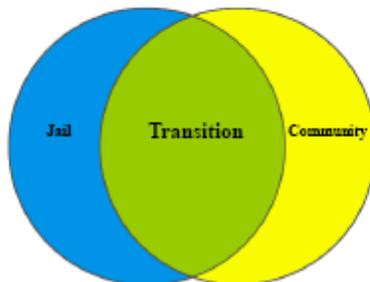
gchristensen@correctionspartners.com

www.correctionspartners.com

Additional Information

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The Transition from Jail to Community Project



... to improve public safety and reintegration outcomes

TJC Overview

- An initiative of the National Institute of Corrections
- NIC and the Urban Institute worked with practitioners to develop a transition model to guide local reentry collaboratives in implementing effective transition strategies
- Six pilot jurisdictions: Douglas County, KS, Denver, CO, Orange County, CA, LaCrosse County, WI, Kent County, MI, and Davidson County, TN.
- Technical assistance tools for the field

TJC Goals

To improve public safety and reintegration outcomes

- Reduced reoffending
- Reduced substance abuse
- Reduced homelessness
- Improved health
- Increased employment
- Increased family connectedness

TJC Principles

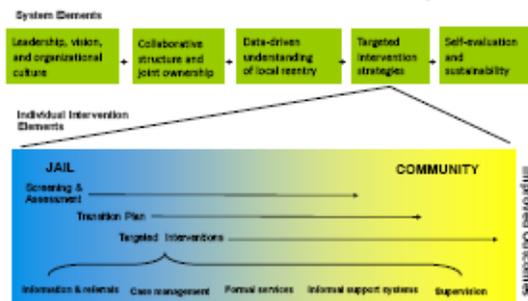
- Systems change model
- Not just a jails project
- Applicable to pre-trial and sentenced populations
- Universal risk screening of the jail population
- Match intervention types and intensity with assessed risks/needs
- Some interventions for everyone
- EBP-informed

TJC “Must-Haves”

- Engagement from leadership
- Adopting a systems-change approach
- Joint ownership by jail and community
- Triage approach
 - Whole jail population
 - Based on screening/assessment
 - Match right person with right intervention
- Data collection
 - Inform development of strategy
 - Measure progress

TJC Model

Transition from Jail to Community Project 

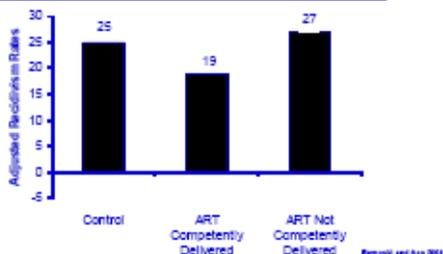


Quality Assurance and Data Driven Management for Court & Probation Leadership

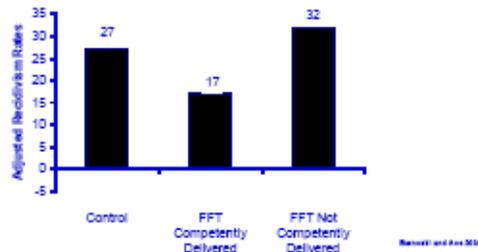
Surface Attempts

Bad implementation can be worse than no implementation at all.

Aggression Replacement Therapy (ART) Program Integrity and Program Effects



Functional Family Therapy (FFT) Program Integrity and Program Effects



Effective ISP's: 10%-31% reductions in recidivism

- Provide more treatment to high risk offenders
- Employ officers with balanced law enforcement and social casework orientation
- Are implemented within supportive organizational environments.

A Framework for Evidence-Based Decision Making in Local Criminal Justice Systems (April, 2010)

7 ways to reduce recidivism

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7 ways to reduce recidivism

1. What works? Use risk assessment tools to identify risk to reoffend and criminogenic needs.

Research finding: Structured assessment tools predict pretrial misconduct and risk of reoffense more effectively than professional judgment alone.²⁴ Brief screening tools provide a quick assessment of risk; comprehensive tools provide information on risk to reoffend and effective targets of intervention to reduce future crime.

Examples of policy implications: Law enforcement uses assessments to inform cite versus arrest decisions; prosecutors and judges use assessments to inform plea and sentencing decisions; jails use assessments to determine housing assignments and work release placements; and community corrections uses assessments to determine intensity of supervision.

Examples of practice implications: Law enforcement officers administer brief assessments prior to making cite/release decisions; pretrial services and community corrections conduct assessments prior to key decisions.

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7 ways to reduce recidivism

2. What works? Direct programming and interventions to medium and higher risk offenders.

Research finding: Recidivism rates are reduced an average of 30% when medium and high risk offenders receive appropriate behavior changing programming.²⁵ Conversely, offenders assessed as low risk to reoffend do not benefit from behavior changing programming²⁶ and are slightly more likely to reoffend when they are overly supervised or programmed.²⁷

Examples of policy implications: For low risk offenders, prosecutors use diversionary programs, prosecutors and judges avoid excessive conditions, defense counsel advocates for low intensity interventions, community corrections uses minimal supervision. Judges, prosecutors, and defense counsel target medium and high risk offenders for programming designed to positively influence behavior.

Examples of practice implications: Agencies performing assessments color code case files of high, medium, and low risk offenders for easy identification by decision makers; community supervision agencies use call-in or kiosk reporting for low risk offenders; treatment programs modify admission criteria to admit only medium and high risk offenders.

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7 ways to reduce recidivism

3. What works? Focus interventions for medium and higher risk offenders on their individual criminogenic needs.

Research finding: Cognitive behavioral programs are generally the most effective programming interventions for higher risk offenders.²⁸ Furthermore, employing program interventions that influence the traits that lead to future crime (i.e., criminogenic needs) yield stronger reductions in recidivism (up to an average of 30% reduction).²⁹ The net value (the cost of the program less the savings derived from preventing crime) of the average targeted, evidence-based cognitive behavioral program, using a cost/benefit formula, is \$30,299 per adult offender.³⁰

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77

7 ways to reduce recidivism

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Research finding: Graduated sanctions (i.e., sanctions that increase in severity based on the number and nature of acts of misconduct) increase compliance with supervision and treatment.³¹ Swift,³² certain,³³ and proportional³⁴ actions that reflect disapproval of behavioral misconduct are more effective in reducing recidivism than actions that are disproportionate, delayed, or inconsistent.

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Examples of practice implications: Court administrators manage dockets that streamline case processing; community corrections uses a decision making tool to aid supervision officers in structuring their responses to violation behavior; community corrections provides administrative sanctioning processes to address misbehavior quickly.

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7 ways to reduce recidivism

5. What works? Use more carrots than sticks.

Research finding: The use of incentives and positive reinforcement are effective in promoting behavioral change.²³ Positive reinforcement should be provided at a rate of four reinforcers for every expression of disapproval (or sanction).²³ Research demonstrates that this formula enhances offenders' motivation to continue exhibiting prosocial behaviors and attitudes.

Examples of policy implications: Judges and community corrections develop policies around the structured and specific use of rewards to reinforce positive behavior.

Examples of practice implications: Defense counsel requests review hearings when clients reach significant milestones; community corrections acknowledges progress through the posting of awards, writing letters of affirmation, providing complimentary bus passes, praising offenders' behavior to their families, or reducing reporting requirements; law enforcement acknowledges law abiding behavior of known offenders.

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7 ways to reduce recidivism

6. What works? Deliver services in natural environments where possible.

Research finding: Although treatment services provided in structured (e.g., residential, institutional) settings are demonstrated to be effective, services delivered in natural environments (i.e., settings in offenders' immediate surroundings that most closely resemble prosocial, supportive environments) improve offenders' bonding to the prosocial community and aid in reducing recidivism.²⁷

Examples of policy implications: Law enforcement refers to community-based crisis services for offenders with mental health conditions; judges and prosecutors use community-based rather than residential or institutionally based programs when the safety of the community is not in jeopardy; county executives/managers provide support for funding and zoning community-based programming options.

Examples of practice implications: Judges, prosecutors, defense counsel, community corrections, and others take inventory of available services to ensure a continuum of service options; community corrections utilizes prosocial family members, employers, and mentors to support the offender; resource directories are developed and shared among stakeholders.

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7 ways to reduce recidivism

7. What works? Pair sanctions with interventions that address criminogenic needs.

Research finding: Research demonstrates that sanctions without programming (e.g., boot camps without a treatment component,²⁸ electronic monitoring,²⁸ intensive supervision,³⁰ incarceration³¹) do not contribute to reductions in reoffense rates. Modest increases in time served may even increase recidivism.³²

Examples of policy implications: Prosecutors and judges employ a combination of sanctions and behavior changing programming for purposes of risk reduction; county executives/managers fund a balance of behavior changing programming and accountability measures; community corrections agencies address offender misbehavior with behavior changing, rather than solely punitive, responses.

81

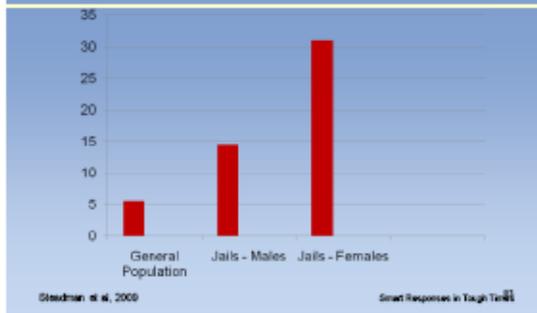
The Evidence – Mental Illness

Do we follow evidence?

82

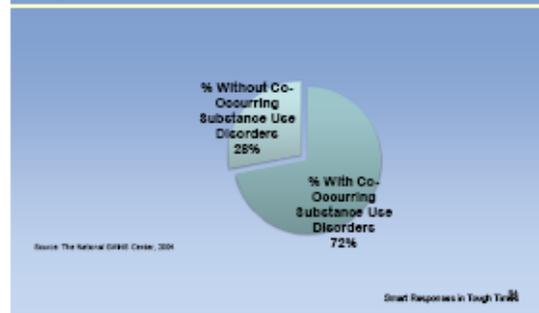
Overrepresentation of Serious Mental Illnesses: General and Jail Populations

Diaper, Chen, Osher & Stone



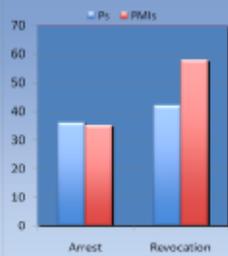
Most have co-occurring substance abuse disorders

Diaper, Chen, Osher & Stone



Many "fail" community supervision

Engel, Ohio, Osher & Stone



- Vidal, Manchak, et al. (2009)
 - Screened 2,334 probationers for mental illness; 13% screened as MI
 - Followed for average of two years
- No more likely to be arrested...
- But 1.38 times more likely to be revoked

See also: Eno Louden & Stearn, 2009; Papouho & Mokut, 1996

Smart Responses in Tough Times

The perceived root of the problem

- "People on the front lines every day believe too many people with mental illness become involved in the criminal justice system because the mental health system has somehow failed. They believe that if many of the people with mental illness received the services they needed, they would not end up under arrest, in jail, or facing charges in court"



Smart Responses in Tough Times

Research suggests the root of the problem is more complex

- Increased mental health services often do not translate into reduced recidivism, even for "state of the art" services
 - Caslyn et al., 2006; Clark, Ricketts, & McHugo, 1999; Skeem & Eno Louden, 2006; Steadman & Naples, 2005
- Untreated mental illness is a criminogenic need for only a small proportion of offenders with serious mental illness
 - Junginger et al. (2006), Peterson et al. (2009), Skeem, Manchak, & Peterson (2009)

Smart Responses in Tough Times

Recidivism and Programming Low Vs. High

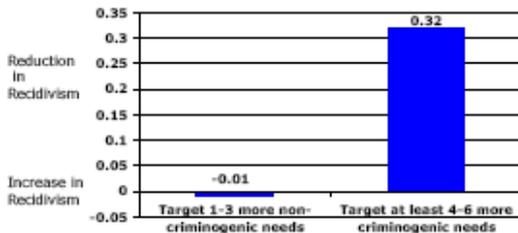
Loeber & Loeber, 2001

Table 1. Summary of Meta-Analyses Investigating the Risk Principle

Study	No. of Studies Reviewed	Type of Studies Reviewed	Findings
Andrews et al. (1986)	85	Juvenile, mixed	Effect size 5 times as great when focusing on high-risk
Dowden and Andrews (1998a)	26	Juvenile and adult female, or many female	Effect size 6 times as great when following risk principle
Dowden and Andrews (1998b)	229	Young offenders	Effect size 4 times as great when following risk principle
Dowden and Andrews (2001)	36	Juvenile and adult violent outcomes only	Effect size 2 times as great when following risk principle
Lowenkamp et al. (2002)	33	Juvenile and adult drug courts	Effect size 2 times as great when following risk principle
Wilson et al. (2002)	165	School-based interventions	Effect size 3 times as great when targeting high-risk youth
Wilson et al. (2003)	221	School-based interventions targeting aggression	Effect size 4 times as great when targeting high-risk youth

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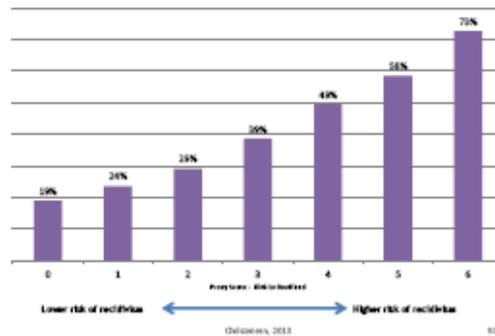
Targeting Criminogenic Need: Results from Meta-Analyses



Gendreau P., French S.A., and A. Taylor (2002). What Works (What Doesn't Work)

89

% Recidivism - 12 Months Post-Release by Proxy Score - ALL Dutchess County Inmates Released to Local Communities



October, 2011

93

The Proxy Screening Tool
Validated for DUI and DV offenders

Ada County (Boise, Idaho)

DUI offenders

2013 original release - reoffend in 2012

	Proxy score								Total
	2	3	4	5	6	7	8		
# of offenders	317	424	514	518	461	165	66	2365	
# of recidivists	62	93	121	156	150	90	34	686	
% of recidivists	19%	22%	24%	30%	33%	56%	52%	29%	
Avg days to reoffend	150	143	142	129	122	129	117	130	

DV offenders

2011 original release - reoffend in 2012

	Proxy score							Total	
	2	3	4	5	6	7	8		
# of offenders	83	100	100	109	89	71	23	563	
# of recidivists	12	32	29	38	42	32	17	219	
% of recidivists	14%	32%	29%	35%	47%	45%	74%	39%	
Avg days to reoffend	105	120	102	120	61	104	100	106	

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Appendix D
Sign in Sheet - Corrections Bureau Commander's Meeting

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Appendix E
Implementing the Proxy Screen for Risk to Reoffend

Using a Proxy Score to Pre-screen Offenders for Risk to Reoffend

July 11, 2005

Brad Bogue, William Woodward, Lore Joplin

Background: Evidence-based practice requires that offenders who are of higher risk be supervised and managed at higher levels and offenders who are of lower risk be supervised and managed at lower levels. We know from the research that to supervise low risk offenders too aggressively will increase their risk of recidivism and to supervise/treat high risk offenders too little will increase their risk of offending. Often probation, parole, and community corrections agencies find themselves in a situation where to provide additional services and oversight for high risk offenders, they must systematically move lower risk offenders to administrative or minimum supervision. In fact, why take the time and resources to conduct a third generation assessment instrument on low risk offenders who may end up in minimum supervision anyway? This leaves many jurisdictions with a conflict: if they don't assess using a third generation risk instrument, how will they know which offenders may be moved to minimum supervision and still remain at low risk to recidivate?

In an effort to resolve this conflict, some jurisdictions have adopted a *proxy* instrument, to act as a pre-screen for the third generation instrument. The *proxy* is designed to get a *first cut* assessment of offenders simply for the purpose of moving as many low risk offenders as possible to a minimum supervision caseload and avoid using the more resource intensive third generation risk tool.¹ The following is a discussion of one such proxy tool used in the state of Hawaii.

Overview: This proxy tool may be used to pre-screen offenders for risk to reoffend. Pre-screening allows community supervision agencies to triage offenders prior to conducting a full assessment with a third generation risk and needs assessment tool. The pre-screen process described here is a simple, three-question tool and scoring process that has been validated and is currently in use in Hawaii. The proxy score generated by the pre-screen provides a method of triaging offenders, separating higher-risk offenders who will move on to receive a full assessment from lower-risk offenders who may be placed in a case banking system, administrative caseload, or other non-invasive supervision.

Instructions: This pre-screen tool and its scores must be adjusted to match the characteristics of your jurisdiction's population. The following steps will take you through the process of developing a tool that is tailored to your offender population. A mock sample of offenders from *Agency X* is used only for illustration purposes.

¹ The NIC/NIJ *Implementing Effective Correctional Management of Offenders in the Community: Outcome and Process Measures* matrix recommends that jurisdictions committed to evidence-based practices collect certain data elements to build analytical models. The matrix measures fall into two basic categories: required and recommended, including approximately 20 required measures and at least as many recommended. The matrix's required measures include the three measures of the proxy screening tool described in this document. The matrix document can be found at <http://www.crjustice.org/cji/evalmeasures062205.pdf>

The predictive results of the proxy score are enhanced when systems norm and calibrate the scoring to their population. Actuarial risk norms can shift regionally or even across and within a single jurisdiction. Therefore, given this heterogeneity in how risk factors are distributed, deliberately and precisely norming and calibrating each version of the tool on a specific state or local jurisdiction population can help ensure enhanced predictive ability.

- 1) **Select Population Sample:** Begin by selecting a random sample (at least 300 cases) of active probationers including data for current age, age at first arrest, and number of prior arrests (Table #1).

Offender ID	Gender	Current Age	Age at First Arrest (AFA)	# of Prior Arrests (Priors)
John	M	31.9	16.4	5
Bill	M	30.8	21.2	2
Robert	M	35.0	19.5	3
Meganne	F	30.4	21.9	5
Andy	M	24.2	22.0	3
Craig	M	30.7	15.6	4
Mike	M	26.9	17.3	0
Dave	M	28.7	12.2	2
Jim	M	36.1	16.8	2
Jack	M	24.7	22.5	0
Roger	M	29.4	20.2	0
Juan	M	29.9	23.1	1
Bobby	M	28.6	18.1	1
Gary	M	22.3	14.2	5

- 2) **Determine Proxy Score Criteria:** Use the formulas below to determine the proxy score ranges for your population. Ranges for age, age at first arrest (AFA), and number of prior arrests (Priors) are assigned based the following:

Current Age: A value of 0, 1, or 2 is assigned based on the offender's age, relative to that of the remainder of the population. Where a score of 2 = within the first third of the population (youngest), 1=within the middle third of the population, and 0=within the last third of the population (oldest).

AFA: A value of 3, 2, or 1 is assigned based on the offender's age at first arrest (including juvenile arrests). Where a score of 3=within the first third of the population (youngest), 2=within the middle third of the population, and 1=within the last third of the population (oldest). The use of offender self-report for age at first arrest is generally reliable. A question such as "How old were you the very first time you ever got into trouble with the law, arrested, ticketed, or given a summons?" will help to elicit this information.

Priors: A value of 3, 2, or 1 is assigned based on the number of times an offender has been arrested (including juvenile arrests). Where a score of 3=within the last third of the population (highest number of priors), 2=within the middle third of the population, and 1=within the first third of the population (least number of priors). Again, the use of offender self-report for number of priors may be more reliable than official records.

Notes:

- Arrest is usually defined as *not free to leave the contact with police*.
- For both AFA and Priors, reasonable verification of official records should be completed, so that in the rare case where records show earlier AFA and / or more priors, the younger age and / or higher number is used. Preceding the conversation with the statement that “I will be checking collateral sources of information to ensure accuracy of the data you give me,” will also help ensure the accuracy of the self-report data.

A sample of probationers was drawn from Agency X’s offender population as noted above. Using the “1/3, 1/3, 1/3” formulas described above, the proxy score criteria (Table #2) were identified.

	0	1.0	2.0	3.0
Current Age	>=31	27-30	0-26	
AFA		>=21	18-20	0-17
Priors		0-2	3-6	>=7

Current Age: This criteria assumes that Agency X’s case sample had the following breakdown of current age:

- 1/3 were 31 years old or older,
- 1/3 were between 27 and 30 years of age, and
- 1/3 were 26 or younger.

AFA: This criteria assumes that Agency X’s case sample had the following breakdown of reported age at first arrest:

- 1/3 reported they were 21 or older at their first arrest,
- 1/3 reported they were between 18 and 20 years old at their first arrest, and
- 1/3 reported they were 17 years old or younger at their first arrest.

Priors: This criteria assumes that Agency X’s case sample had the following breakdown of number of prior arrests:

- 1/3 reported 2 or less prior arrests,
- 1/3 reported 3-6 prior arrests, and
- 1/3 reported 7 or more prior arrests.

3) Apply the scoring criteria to the population: Based on the identified scoring criteria, scores are applied to the values within each of the three fields (Age, AFA, and Priors). The scores are totaled to provide a proxy score for each offender (Table #3).

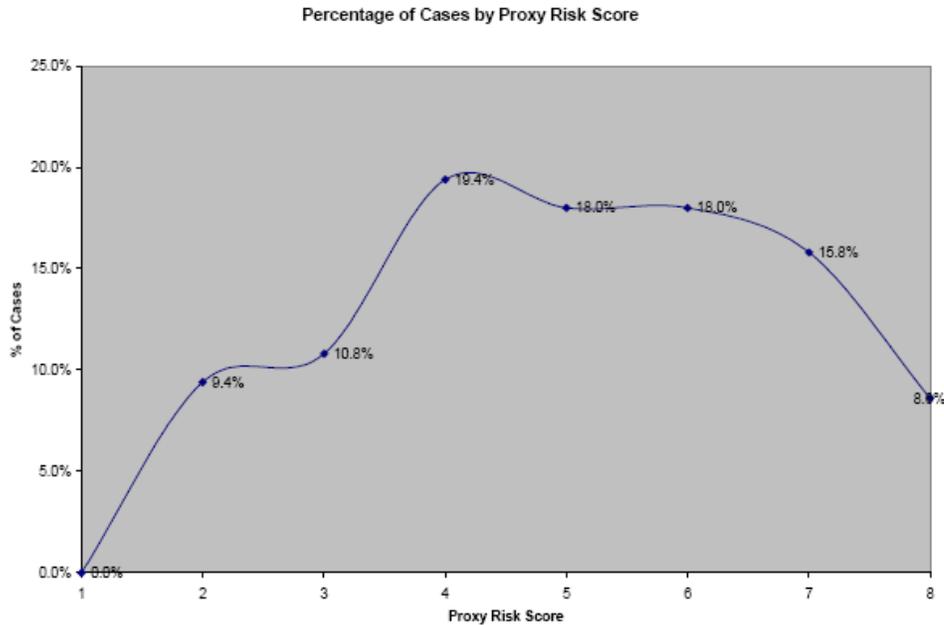
Offender ID	Gender	Current Age	Age Score	AFA	AFA Score	Priors	Priors Score	Total Proxy Score
John	M	31.9	0	16.4	3	5	2	5
Bill	M	30.8	1	21.2	1	2	1	3
Robert	M	35.0	0	19.5	2	3	2	4
Meganne	F	30.4	1	21.9	1	5	2	4
Andy	M	24.2	2	22.0	1	3	2	5
Craig	M	30.7	1	15.6	3	4	2	6
Mike	M	26.9	2	17.3	3	0	1	6
Dave	M	28.7	1	12.2	3	2	1	5
Jim	M	36.1	0	16.8	3	2	1	4
Jack	M	24.7	2	22.5	1	0	1	4
Roger	M	29.4	1	20.2	2	0	1	4
Juan	M	29.9	1	23.1	1	1	1	3
Bobby	M	28.6	1	18.1	2	1	1	4
Gary	M	22.3	2	14.2	3	5	2	7

Tables #4 and #5 illustrate the distribution of the proxy scores for Agency X's sample population. Figure #1 graphs the score distribution, illustrating a relatively normal curve.

Proxy Score	% of Cases
1	0.0%
2	9.4%
3	10.8%
4	19.4%
5	18.0%
6	18.0%
7	15.8%
8	8.6%

Mean	5.1
Median	5.0
Mode	4.0
Range_min	2.0
Range_max	8.0
N=	139.0

Figure 1



4) Determining Triage Cutoff Scores & Triage Method: Agency management must identify cutoff scores for determining which offenders will be triaged away from regular supervision and into an alternative or minimum supervision status. Examples of alternatives to regular supervision may include case banks in which offenders receive no supervision, but may be monitored for new arrests or law enforcement contact; administrative caseloads with high offender to officer ratios, and which are monitored only for basic supervision conditions; and mail, phone, or kiosk reporting.

Proxy cutoff points can be based on the percentage of the population desired by management to be supervised administratively, to free up officers to more aggressively supervise the higher risk offenders. For example, Hawaii found that they needed to place 40% of their case load on administrative supervision. Assuming the chart above is representative of a jurisdiction such as Hawaii, notice that using “4” as the cutoff point will allow 40% of the offenders to avoid the assessment by the third generation tool AND provide additional resources to supervise the more risky offenders. Proxy score cutoff points can also be determined simply by policy. For example if a jurisdiction only wished to have 5% of their offenders on administrative supervision, the cutoff point could be set accordingly. Finally, proxy cutoff points can be set based on correspondence with the third generation risk tools. So for example, if it is agreed that an LSI score of “18” or less is the appropriate level for administrative cases, the sample can be assessed using both the LSI and proxy. An analysis of the data can then tell management what proxy score most closely approximates the LSI score of “18.”

5) Override Policy: Develop your agency's override policy. An override policy allows an officer to override the proxy score and to conduct a full assessment on an offender based on specified criteria. There are two types of overrides: policy and individual.

Policy Overrides: Standard overrides based on agency policy regarding certain types of offenses, i.e., sex offenses, DUII, DV.

Individual Overrides: Overrides based on extenuating circumstances or concerns that an officer may have regarding an offender's risk to reoffend (despite a low proxy score). Agencies often require written supervisor approval to allow for individual overrides.

Conclusion: Adopting the use of a *proxy* instrument such as the one described in this paper equips corrections agencies with a cost-effective tool for pre-screening offenders for risk to reoffend. It provides a method for triaging those offenders with a low risk to reoffend into a minimum supervision caseload and allows agencies to prioritize and focus resources towards those offenders who are of higher risk to reoffend. This methodology aligns with the research, which indicates that agencies should focus their resources on supervising and treating those higher risk offenders.

Appendix F
**National Perspective - Alternatives to Incarceration, the NIC/Urban Institute Transition from the
Jail to the Community Model**

NATIONAL PERSPECTIVE – REENTRY AND JAIL TRANSITION

Alternatives to Incarceration

Alternatives to incarceration, whether beginning in jail, as part of reentry efforts, or as a diversion from jail include a variety of programs for sentenced and pre-trial offenders at the local level. Alternatives to incarceration programs are grounded in a philosophy of “least restrictive setting” for dealing with offenders of lower risk to reoffend. As part of a graduated continuum of services and sanctions, alternative programs provide jurisdictions with community-based options for dealing with non-violent, low risk offenders without compromising public safety and reserving costly jail beds only for those who require a secure setting. Perhaps most importantly, proper placement based upon criminogenic risk and need has been proven to net better long-term public safety outcomes.

Alternative to incarceration programs can also be effective methods to provide intensive supervision and services for offenders while utilizing sanctions that are less restrictive and costly than incarceration and more than traditional probation. Used properly, they reduce jail overcrowding and, in concert with other strategies, also reduce recidivism.

Best Practice

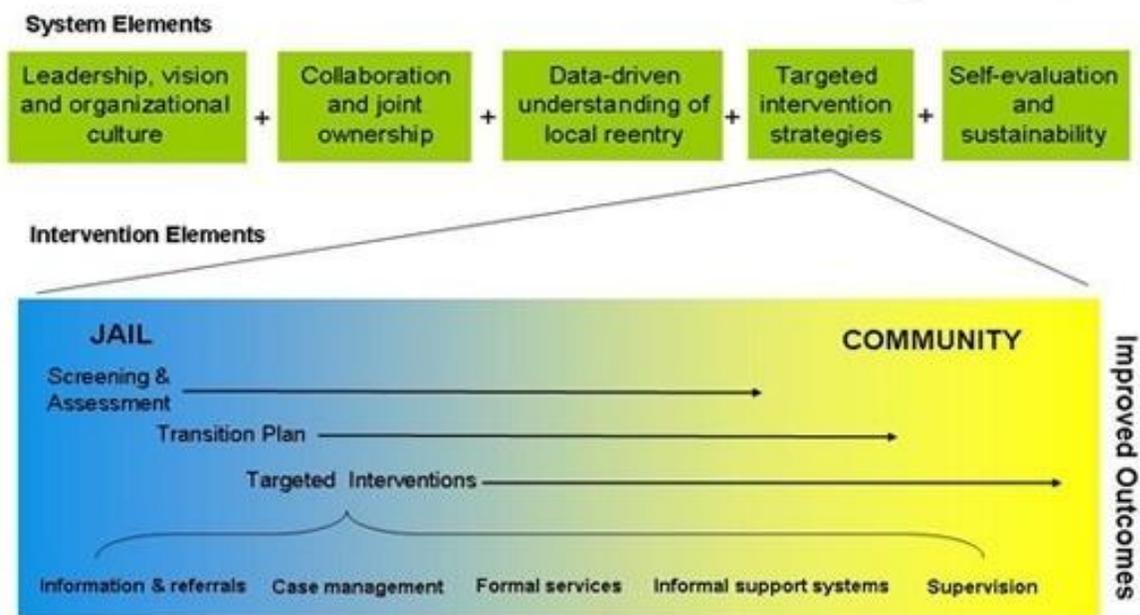
Much research has been conducted on alternative programs, providing a body of empirical knowledge about program effectiveness. “Best practice” includes research conducted throughout the world and has identified key components and programs that impact recidivism and program completion rates. The “What Works” literature has been an integral part of this research and has evolved into proven evidence-based policy and practice (EBP) designed for implementation in a variety of correctional settings to increase efficiency and reduce recidivism. An integral component of EBP is screening and assessment to determine offenders’ risk to reoffend. For purposes of this

document the term “risk” is used in this context and is not intended to change or supplant jail classification procedures and/or risk for dangerous institutional behavior.

Jail Transition - A Review of the NIC/Urban Institute Transition from the Jail to the Community (TJC) Model

The following is a review of the TJC model. Additional information is available @ www.jailtransition.com

TJC is not a discrete program; it is a new way of doing business - an innovative, collaborative, data-driven approach to jail/community transition. The figure below illustrates the TJC approach to effective jail to community transition and identifies the key components of the TJC model at both the **system level** and the **intervention level**.



The TJC model requires system change, utilizing screening and assessment to develop targeted interventions for each offender based upon his/her risk and need. The elements of the model are outlined below:

- **Leadership, vision and organizational culture** to set expectations and empower stakeholders and staff.
- **Collaboration and joint ownership** by jail, community, and system stakeholders to develop and share responsibility for agreed upon outcomes of mutual interest.
- **Data-driven understanding of the local issue**, including characteristics of the returning population, available system assets, and barriers impeding or preventing successful implementation.
- **Targeted intervention strategies** to assess individuals, plan for release, and provide services and training in jail and in the community.
- **Screening and assessment** to evaluate an inmate's risks and needs and guide transition planning and service provision;
- **Transition plan development** to prepare individuals for release and reintegration;
- **Tailored and consistent evidence-based transition interventions** that begin in jail and continue after release; and
- **Self-evaluation and sustainability** to guide and improve the effort.

TJC Model Components:

Leadership, Vision and Organizational Culture

The development of an effective jail transition strategy requires the active involvement of key decision-makers to set expectations, identify important issues, articulate a clear vision of success, and engage staff and other stakeholders in the effort. These key stakeholders will lead local efforts to build a common vision for systems reform and develop infrastructure for inter-agency and community collaboration, coordination, and information sharing. In doing so, these

system leaders will align missions and organizational cultures of partner agencies to support transition goals and clarify and define roles and responsibilities under the local initiative. In addition, champions or “change agents” from all levels at key agencies will be critical to moving the initiative forward.

Collaboration and Joint Ownership

Transition from jail to the community is neither the sole responsibility of the jail system nor of the community. Effective transition strategies will rely on collaboration and information-sharing among jail and community-based partners and joint ownership of the problem and the solution. Given that many of the people who exit jails are already involved with multiple social service and criminal justice agencies, a collaborative approach is essential to tackling jail transition. Successful implementation of the TJC model will require formal buy-in from multiple individuals and agencies within a community, from criminal justice and local government stakeholders to community members and organizations. Key stakeholders include:

- Jail Administrators and/or Sheriffs;
- Police Departments;
- Community Supervision and Pretrial Service Agencies;
- The Courts, Prosecutors and Public Defenders;
- County Executives and local Legislators;
- Treatment and Service Providers;
- Health and Mental Health Agencies;
- Housing, Economic Development, and Workforce Development Agencies;
- Local businesses and corporate entities;
- Victim Advocates;
- Members of the affected population and their families, and

- Community residents.

Sites implementing the TJC model are required to form local reentry councils or build on existing criminal justice councils, and engage in collaborative strategic planning to guide TJC development and implementation. In rural areas, reentry councils may be regional and include representatives from surrounding communities and jurisdictions. In addition to shared goals and principles, joint ownership will also involve identifying shared outcomes of interest and common performance measures to assess progress, inform adjustments to the strategy, and hold the local initiative accountable to its goals.

Data-Driven Understanding of the Local Issue

In the development of a jail transition strategy, decision-making and policy formation must be informed by local data. An understanding of local barriers and assets is especially relevant in the area of jail transition, in that most people exiting jail return to a relatively small number of nearby communities where resources are often scarce and must be efficiently targeted. To better understand their local context, TJC sites will review jail management information systems and program records maintained by community agencies to identify the characteristics and needs of the jail population as well as the range of available resources. This baseline information is critical to the accurate assessment of key issues and the development of an appropriate set of integrated responses.

A clear understanding of the local reentry landscape is necessary to establish policies and programs that reflect local realities - including political and legal constraints as well as opportunities for collaboration and resource and capacity development. Accordingly, jurisdictions will be expected to:

- 1) Assess the characteristics of the jail population, local crime problems, and existing laws and policies that govern various aspects of jail transition.

- 2) Identify the specific geographic areas to which the jail population returns upon release.
- 3) Identify those subsets of the jail population likely to consume disproportionate criminal justice and programmatic resources.
- 4) Identify resources that can be leveraged to address key issues, and the appropriate action steps to remove potential obstacles.
- 5) Track service referrals, engagement and use, and share that information with partner agencies on a regular basis.

Targeted Intervention Strategies

Targeted intervention strategies form the core of the TJC model at the individual level and comprise the basic building blocks for effective jail transition. The strategy to improve transition at the individual level involves introducing specific interventions at critical points along the jail-to-community continuum. The underlying premise is that interventions at these key points can improve reintegration and reduce re-offending, thereby increasing long-term public safety. Critical to this approach are the principles that: (1) interventions begin in jail with the booking process and continue, as needed, throughout incarceration and in the community upon release; and (2) interventions are tailored to the specific needs, risks, and strengths of each individual.

The TJC model's main intervention-level elements are screening and assessment, transition planning, and interventions that range from the distribution information/contact packets to structured treatment and programming. An ever-growing body of empirical evidence makes clear that assessment, intervention, and aftercare are key components for any strategy aimed at reducing offender recidivism. Implementation of evidence-based practices such as motivational interviewing or treatment programs that use cognitive behavioral therapy are proven to further reduce recidivism and promote reintegration. The TJC initiative encourages jurisdictions to incorporate

these and other evidence-based practices into the design of their intervention strategies. Further discussion of intervention-level elements is presented later in this document.

Screening and Assessment

Routine screening and assessment of individual's risks, needs, and capacities is an essential component of an effective jail transition intervention strategy. A brief screen during the booking process should capture medical, mental health, and substance abuse issues, and might include a checklist to identify less immediate needs such as employment and housing history. Screening information will inform decisions about classification and placement in the jail, and indicate whether a fuller assessment is warranted. A more detailed assessment may be necessary to measure the severity of various criminogenic needs such as substance abuse or mental health issues identified during initial screening and to guide the development of individual transition plans. Periodic assessment will also inform the evaluation of transition efforts and subsequent revisions to transition plans.

Transition Plan Development

A transition plan is essential in preparing individuals for release and enhancing long term reintegration, particularly for those who are assessed as having moderate or high-risk/need. The plan specifies the types of interventions an individual needs, when and where interventions should occur, who will deliver them, and the activities for which the individual needs to take responsibility. In a jail setting, a transition plan can be as simple as receiving resource or information packets prior to release or as comprehensive as working with a case manager and community based providers weeks or months before release and upon return to the community.

For higher risk individuals who warrant more comprehensive transition plans, these plans should be informed by screening and assessment, reviewed regularly, and updated as necessary while in custody and after release. Transition plans will typically specify pre-release interventions

to be delivered either by jail staff or community-based providers conducting jail “in-reach.”

Transition plans should also include discharge interventions to address the “moment of release”—those critical first hours and days after release from jail—and to facilitate the provision of needed services in the community. Typically transition plans may target issues such as housing, employment, family reunification, educational needs, substance abuse treatment, and health and mental health services. In many cases, a discharge plan may be the primary intervention for individuals released within hours or a few days of entering jail.

Implicit in this approach is the understanding that “one size” does not fit all and that plans should be tailored for each individual.

Tailored Transition Interventions

The scope of a jurisdiction’s targeted interventions may range from formal treatment to, more commonly, access to community-based providers, volunteers, or family members who conduct “in-reach” into the jail. Some interventions will occur in jail while others will take place in the community after release; but many interventions will begin in jail and continue with a community-based provider after the individual’s release from jail. Such an arrangement will facilitate greater continuity for service delivery and lead to improved outcomes.

Pre-release interventions, delivered either by jail staff or community-based providers, may include:

- Provision of informational resources such as resource packets
- A designated Resource Officer
- Brief training programs that prepare individuals for reentry
- Services such as drug and alcohol treatment, educational programs, and job training

- Access to community-based and informal social supports such as family, mentors and members of the faith community
- Case management to facilitate continuity of care (wherein individual clients retain a single case manager/transition planner before and after release).

Discharge interventions are designed to aid the individual's transition from jail to the community and to sustain gains made through pre-release interventions. Examples of discharge interventions include:

- Resource packets
- Referrals to community agencies
- Scheduled appointments in the community
- A temporary supply of medication
- Identification documents
- Updated transition plans
- Transportation to a service provider, home, or probation office
- Contact information for key individuals who will facilitate the individual's service plan in the community

Work done while in jail to begin treatment, develop relationships with service providers, and connect individuals to service appointments in the community will have little impact after release without follow-up in the community. Accordingly, it is important that community-based organizations and support networks provide continuity of care—or in many cases, initiate care—through services, training, treatment, and case management when an individual is released. Examples of community-based interventions include service provision in areas such as job readiness training, substance abuse treatment and mental health counseling, post-release case

management, access to reentry information through outreach or a toll-free hotline, engaging informal social supports, and post-release supervision, as applicable.

Self-Evaluation and Sustainability

The final system-level building block needed to ensure success is ongoing planning to conduct objective self-evaluation and enhance sustainability of the overall effort. Self-evaluation refers to the ability and commitment of local stakeholders to monitor progress and make needed modifications throughout the process to ensure that both intermediate and long-term goals are met. Baseline data collected on the jail transition population and available resources should continue to be collected in support of ongoing self-evaluation. Routine assessments of the initiative's efforts should include data on key outcomes that are of interest to partners and potential funders to show progress in achieving desired improvements. Jurisdictions are encouraged to establish mechanisms – such as forums, routine reports from partner agencies or client satisfaction surveys – to obtain early and frequent feedback from partners and constituents regarding key aspects of the initiative.

The ultimate goal of the TJC initiative is to build jail to community transition efforts that last. Sustainability depends on both formal and informal mechanisms employed by the local initiative to ensure the longevity and legacy of partner efforts. Formal information-sharing and resource-sharing agreements that delineate how agencies and organizations work together over time are examples of mechanisms that promote sustainability. The continued involvement of local reentry or criminal justice councils in jail transition can also facilitate the sustainability of efforts over time.

For more information, the “*Transition from the Jail to the Community Implementation Toolkit*” is available @ <http://www.urban.org/projects/tjc/toolkit/>

Appendix G
Building a System Service Matrix

Systems Service Matrix:

The following slide was used during the site visit to highlight areas of criminogenic risk/need that need to be considered when evaluating system capacity to offer programming and/or case planning activities that can reduce these needs. It must be noted that programmatic activities referred to throughout this report relate to those designed to mitigate criminogenic need which in no way are intended to replace or supplant other jail programs that are necessitated by mandate, statute, or jurisdictional preference.

**ADULT Targeted Treatment: Developing a System/Service Matrix
Matching High Risk / Need with EB Tx**

OST/FROST Domains

- Anti-social personality
- Anti-social attitudes and values
- Anti-social associates
- Family dysfunction
- Poor self-control, poor problem-solving skills
- Substance/Alcohol abuse
- Lack of employment/lack of employment skill

✓Academic/Vocational Skills

✓Employment

✓Financial Management

✓Marital/ Family Relationships

✓Companions

✓Emotional Stability

✓Alcohol Usage

✓Other Drug Involvement

✓Mental Ability

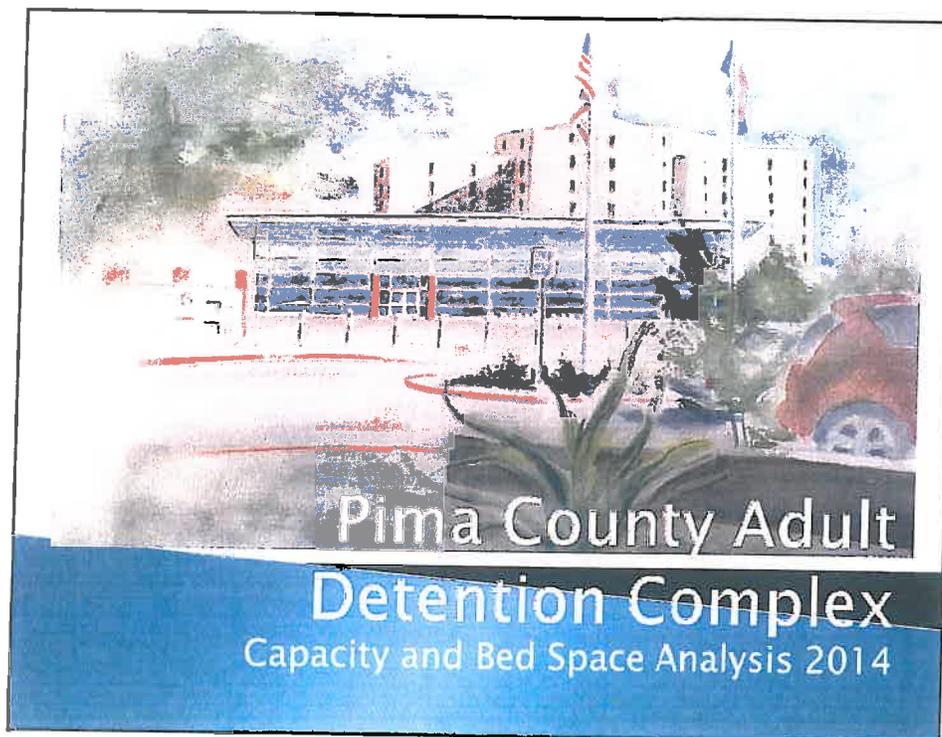
✓Health

✓Criminal Thinking

A system service matrix should be developed to assist in defining clearly the flow of offender groups through various system decision points as well as the options available to supervise, treat, divert, and/or manage offenders. A completed System Service Matrix would also assist in helping to educate various stakeholders (inclusive of CJ professionals, Treatment providers, and

Community Members) as to how they contribute to the overarching plan of offender transition within Pima County. The following research areas should be considered in the development of a system service matrix:

- What services exist to meet current needs inside and outside the Jail facility?
- What current mandates exist that require certain services/sanctions?
- What services does the community currently have and what is their capacity?
- Of services available, which are evidence-based?
- Are there existing current lists available and applicable to the development of this matrix (i.e. courts, probation, pretrial services, jail providers)?
- What methods of measurement are available currently among Pima County Stakeholders to evaluate the effectiveness of programs?



Factors Affecting Capacity

- ▶ Number of Annual Bookings
- ▶ Average Length of Stay (ALOS)
- ▶ Types of Inmates Housed
- ▶ Physical Design/Actual Bed Space
- ▶ Inmate Classification
- ▶ Trends in Criminal Justice System
- ▶ Policies of various Criminal Justice Agencies
- ▶ Mandatory sentencing statutes
- ▶ Inmate Release Decisions

PCADC Current Capacity

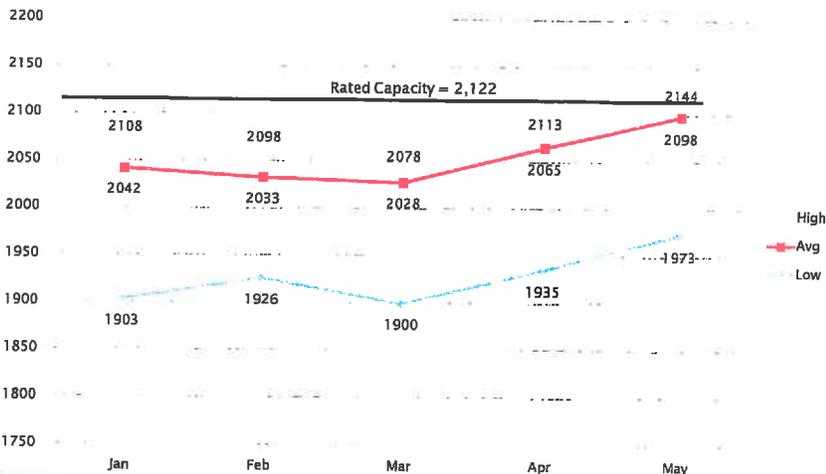
	Original Design	Total Physical Bed Space*	Rated Capacity**
Tower Facility	468	877	746
West Facility	264	592	503
East Facility	512	512***	435
Minimum Security Facility	400	450	383
Grand Total	1644	2431	2067

Industry standard

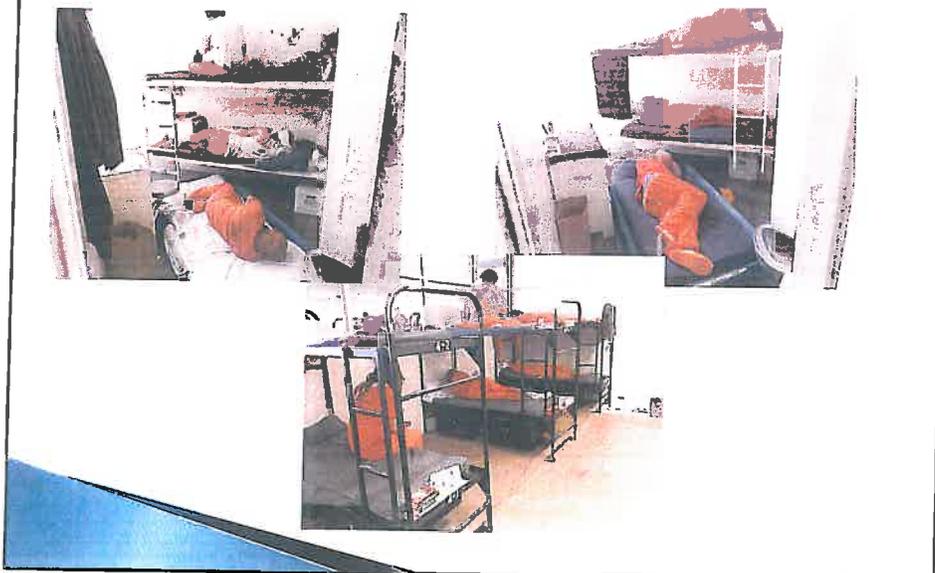


Expanded PCADC Rated Capacity = 2,122

2014 Average Daily Populations

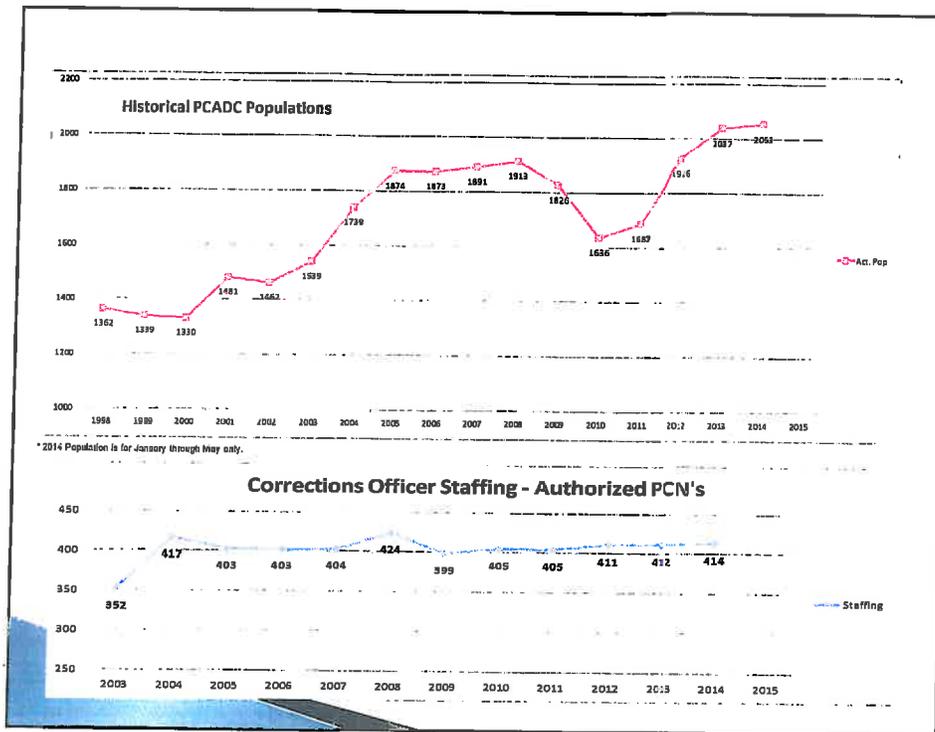


Current Housing



Overall Affects on Direct Supervision Management...

- Increased inmate populations require increased staffing in those areas to properly supervise
- Direct Supervision Concepts are based on observation, prevention and proactive intervention versus reactive intervention
- Increases Strain on Staff, to supervise and maintain order for larger populations of inmates
- Increases Strain on inmates due to overcrowding, heat, ventilation, lack of recreation time and programming
- Inmate restlessness translates to pod tensions and increased disturbances
- Higher level of Mental Health needs, require more direct observation and staff intervention

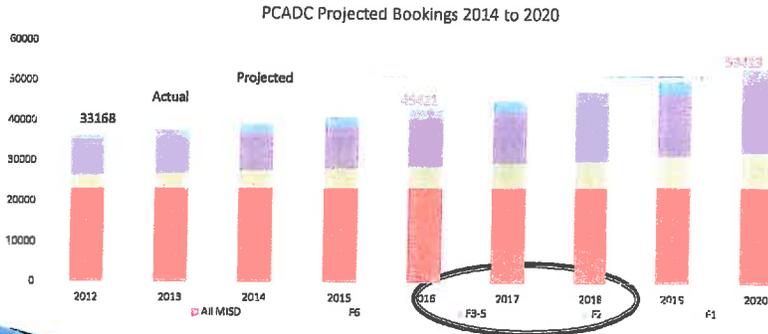


New Populations Projections

- Based on Bureau of Justice Statistics and Correctional Industry standards
- Based on more than one factor:
 - Actual and Estimated Superior Court statistics (felony filings)
 - Actual and Estimated Jail Booking numbers
 - Actual and Estimated Average Length of Stay by crime class
 - Actual and Estimated total number of annual inmate days (custodial time)
 - Actual and Estimated high, low and average daily populations

The Impact of Felony 2-5

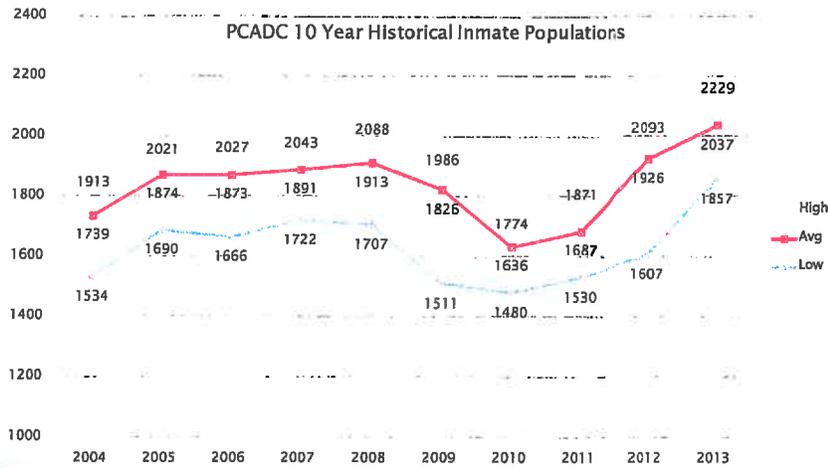
- Both Growth and ALOS are high in this area
- Pima County Superior Court stats show 11.5% annual growth in felony filings
- ALOS for these populations account for over half of the Annual inmate days
- No municipal billing for felonies



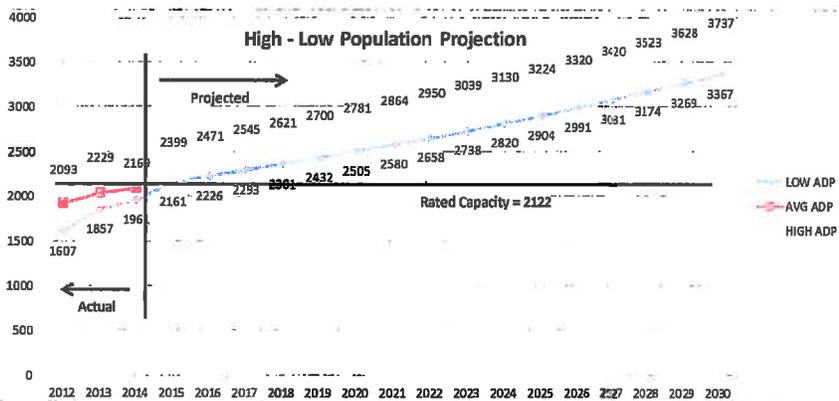
Misdemeanors

- Although Misdemeanors, on average, make up 68% of our bookings each year, the impact to inmate days and average daily population is minimal. (less than a ¼ of total)
- Average Length of Stay (ALOS) for misdemeanor classification is approx. 10 days (sentenced misdemeanors being the outliers)
- Current overall ALOS averages to 16 days

Historic PCADC High-Low-Avg



Projected High-Low Population



Making best use of space...

- ▶ Converted Law Library space into dormitory housing for women (46-beds)
- ▶ Added beds to programs rooms and dayrooms (40 beds)
- ▶ 56 Additional beds to the 2005 East Unit expansion dormitories in process
- ▶ Triple bunking sentenced women at the MSF to make room for probation violators

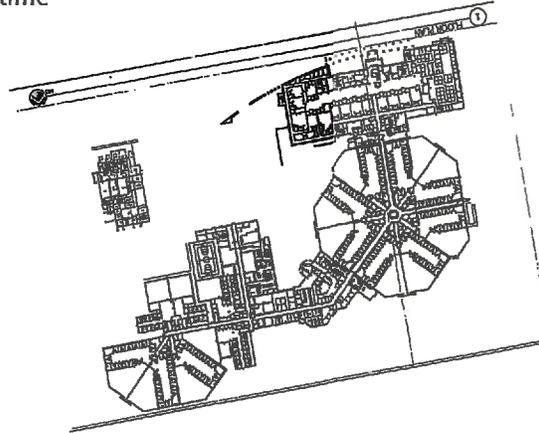
All of these efforts increase Housing Unit headcounts, requiring additional staffing for proper supervision levels in dormitories.

Expand at PCADC= 98 beds= \$2 million +



Use of PCJCC– Whole or Part

- Gain:
- *Between 200 to 618 beds
 - *Minimal cost for renovation (wheel)
 - *Short lead time



Controlling Jail population in the future: What does this look like?

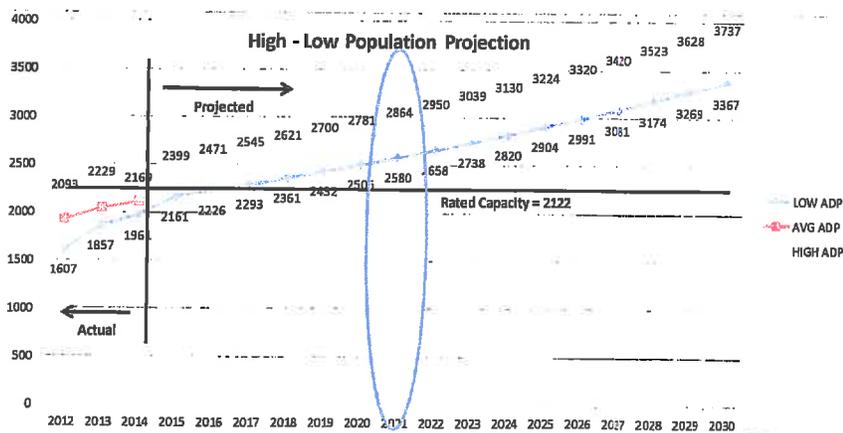
It is systematic multi-disciplinary approach requiring coordination among Pima County Criminal Justice System partners.

- Physical Expansion (whole or part of PCJCC)
- Work Release Program reform
- Reserving jail bed space for offenders who present risk in the community
- Expansion of PTS and Probation monitoring services
- Utilization of electronic monitoring for low-risk offenders in lieu of incarceration

Expansion and Other Measures

- ▶ Increase PTS supervised release
- ▶ Increase Probation supervised vs. jail sentence
 - 1 to 65 ratio = \$2.1 million savings
- ▶ Electronic Monitoring vs. Work Release Program
 - \$1.2 million savings

Population Projection = 2021





PIMA COUNTY SHERIFF'S DEPARTMENT
ADULT DETENTION COMPLEX
CAPACITY AND BED SPACE ANALYSIS
JUNE 2014

Presented by: Capt. India Davis
June 10, 2014

PCADC Capacity and Bed Space Analysis 2014

This document analyzes Pima County Adult Detention Complex (PCADC) inmate population data to determine future jail populations, examine PCADC bed space and options for housing expansion and other ways to account for rising inmate populations.

Many factors are driving the higher average PCADC daily populations. Some of these factors include:

- Higher average Length of Stays
- More inmates sentenced to Jail versus Prison
- Fewer Releases at Initial Appearance
- Increased delays in Probation Revocation hearings
- More mentally ill people incarcerated

PCADC CURRENT CAPACITY

	Original Design	Total Physical Bed Space	Rated Capacity*
Tower Facility	468	877	746
West Facility	264	592	503
East Facility	512	512	435
Minimum Security Facility	400	450	383
Grand Total	1644	2431	2067

Figure 1: 2014 PCADC Capacity

*85% is the rated capacity utilized across the Correctional industry to depict usable bed space. All jail beds may not be usable due to segregation needs based on gender, age, criminal sophistication, medical and mental health needs, risk of violence and other safety reasons.

Through realigned classifications, continuous movement of inmate populations and best use principles, the PCADC has been able to expand our current rated capacity beyond the industry standard to 2,122 (87.3%). Beyond 2,122 to accommodate additional inmates, the PCADC triple houses inmates in cells designed to house one person, housing inmates on mattresses on the floors of cells, dayrooms and common areas. The PCADC daily populations have been on or near this expanded rated capacity since January 2014.

According to information gathered from the *Jail Capacity Planning Guide*, “jail population is a function of two factors: the number of admissions and the average length of stay” (Bennett & Lattin, 2009, p.x).

NEW JAIL POPULATION PROJECTIONS

New jail population projections will be based on primarily four criteria: estimated increases to felony charges in Pima County Superior Court, estimated increases in annual bookings into jail, estimated annual total number of inmate days, and estimated average lengths of stay by crime class. These estimations will be based on the types of inmates and the average length of stay, using breakdowns by crime class.

PCADC Capacity and Bed Space Analysis 2014

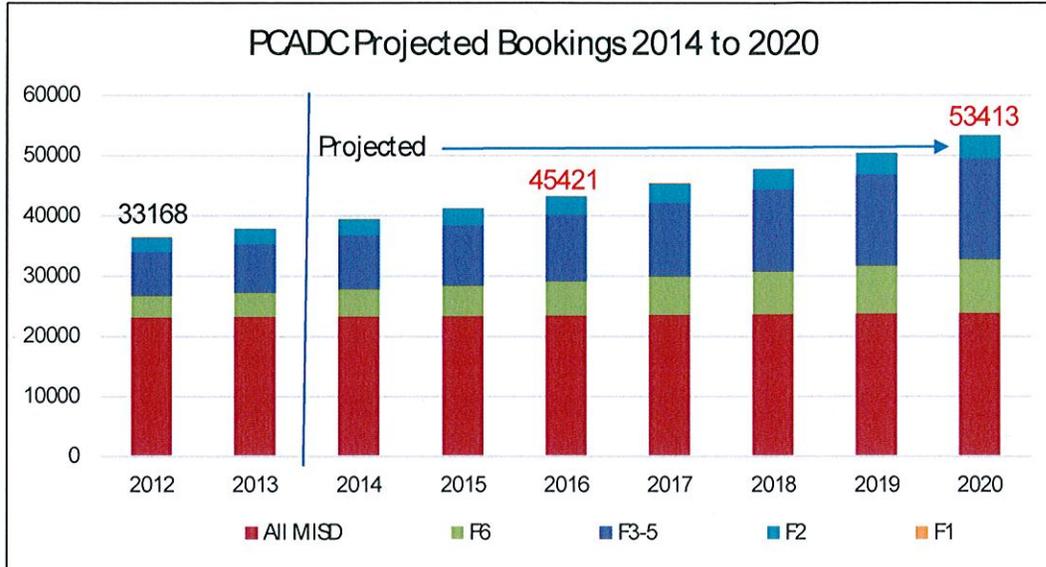


Figure 2: Projected Bookings 2014-2020

Projected Bookings: The figure above represents actual booking numbers for 2012 and 2013 and projected booking numbers from 2014 to 2020. These projections are based on the average number of bookings for each crime class and the historic rate of increase each crime class has seen over time. This not only gives a more accurate projection of the number of bookings, this breaks down the bookings by misdemeanor and felony classifications. If we can predict the number and kinds of inmates being booked into the PCADC and the average percentage they make of the total population, we can better predict other factors which directly affect the use of jail bed space. In addition to being useful in calculating future booking projections, the types of inmates housed are important factors to consider when evaluating the type of housing designs needed (2 man cells or dormitory housing).

In the case of the PCADC, the actual numbers are not near as telling as the growth areas, felony 2 and felony 3-5 classifications are showing substantial consistent growth. In each prior year, these two categories of inmates, although only 22 or 23% of the overall population, are accounting for more than half of the inmate days and thus half of our overall bed space usage.

Felony Filings: Pima County Superior Court processed 6,097 new felony case filings in 2013, showing a steady annual increase of 11.5% since 2011. A continuous annual growth of this magnitude would cause new felony case filings to be over 10,000 by the year 2018. This will have a direct impact on the use of PCADC bed space, in addition to higher demands on the Courts, the Pima County Attorney’s Office and the Public Defender’s Office which may result in higher case loads and longer adjudication time.

Average Length of Stay (ALOS): For 2012 and 2013 the average length of stay (ALOS) by crime class remained fairly consistent. ALOS is perhaps the most important piece of the evaluation and projection tool. Defining how long an inmate may be incarcerated is crucial to determining the overall number of inmate days associated with him/her. Inmate days is then

PCADC Capacity and Bed Space Analysis 2014

converted to use of bed space or average daily population by dividing by 365.

While it would be nearly impossible to calculate this for each individual inmate, using the number of inmates in each crime class and having a consistent ALOS for that group, is the next best thing.

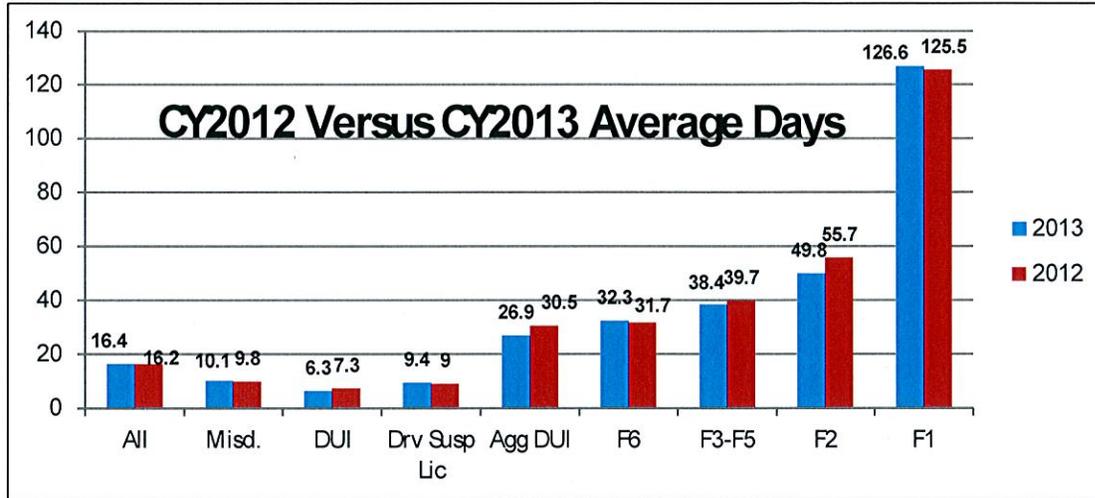


Figure 3 ALOS by Crime Class for 2012 & 2013

Since 2012 and 2013 data is fairly consistent regarding ALOS by crime class, this data can then be used to make predictions regarding the number of inmate days by crime class.

The ALOS for all bookings is approximately sixteen (16) days and the ALOS for all misdemeanors is approximately ten (10) days. When the concept of specific ALOS is applied to each crime classification and the expected percentage of growth, jail planners are able to get a more realistic picture of what the jail population may look like in the future.

Annual Projected Number of Inmate Days: Annual inmate days is a function of the number of annual bookings multiplied by the average length of stay. Since jail populations are very transient in nature, daily populations can fluctuate by 150 inmates per day. Therefore it is best to evaluate average daily populations (ADP) in terms of a Low-High projection. This gives jail administrators a predicted range of inmate population from best to worst case scenario.

Projected Average Daily Populations: Based on these newer, more accurate prediction methods, we can estimate that by the year 2020, without any changes to current practices of the various members of the Pima County Criminal Justice System, PCADC average daily populations will be between 2,505 and 2,781 inmates, including both pre-trial and sentenced populations. The high-low comparison is important for this evaluation because it shows the extreme fluctuations of the daily headcounts. For example in 2012, PCADC's lowest headcount was 1,607, while less than six months later the high was 2,093, (a 486 inmate deviation). Similar held true for 2013. While history would indicate that the PCADC will not remain consistently or long-term at the high headcount, ideally to avoid overcrowding and the consequences of that, we should maintain the capacity and flexibility to accommodate and manage inmates at this highest range.

PCADC Capacity and Bed Space Analysis 2014

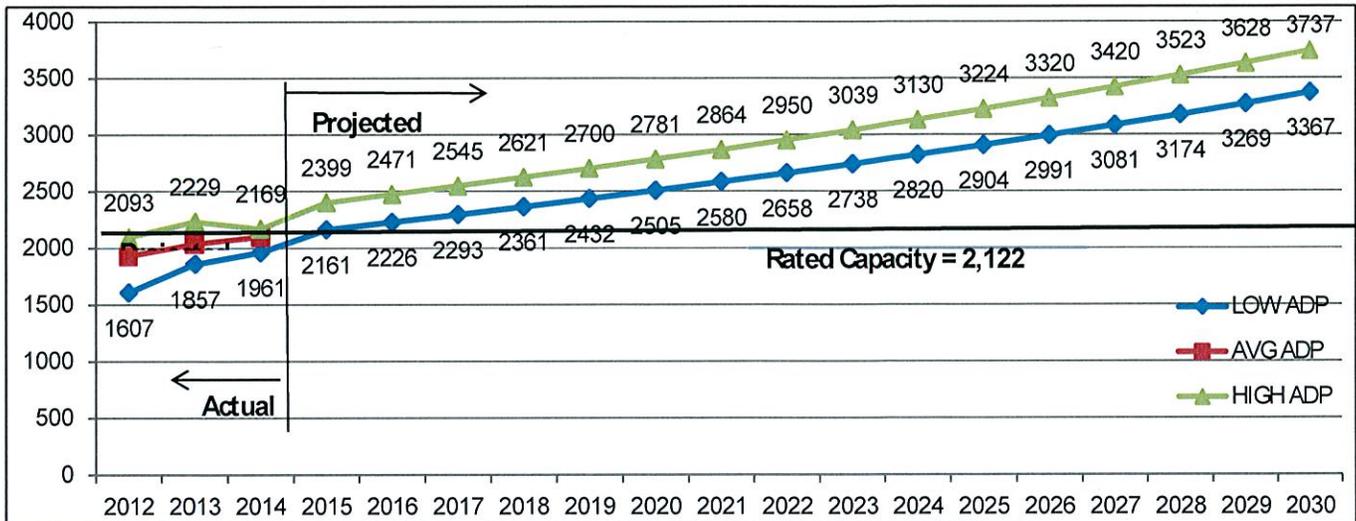


Figure 4 Projected Annual ADP

INITIATIVES PIMA COUNTY HAS ALREADY IMPLEMENTED

Pima County has already implemented a number of solutions to decrease inmate populations and add additional jail bed space, such as:

- Use of Pretrial Services as early release options for misdemeanor new arrestees
- Diversions to Mental Health Courts
- 2XIA- Twice a day initial appearance
- Revamped classification system at PCADC to maximize use of bed-space
- Drug Treatment Alternative to Prison (DTAP) program,
- Tucson City Court Alternative to Jail (ATJ) programs, which provides for a judge to hear misdemeanors outside the jail setting prior to booking
- Application of 2 for 1 sentencing reductions for applicable sentenced jail inmates
- Converted PCADC Law Library space to 46-bed dormitory for female pre-trial offenders
- Added 40-beds to Multipurpose rooms in 3 housing units
- Adding 56-beds to East Unit (1 bed per East Unit (2005 expansion) dorm-bunks on order May 2014 not included in 2,122 rated capacity)

ADDITIONAL INITIATIVES PROPOSED

- Increase the Pima County Pretrial Services (PTS) Program (early release options)
- Contract with Tucson City Court for Alternative to Jail (ATJ) options
- Review Arizona Criminal Code for mandatory sentencing and probation options
- Review of standardized jail term options for probation violators
- Create a Home-Monitoring program for low-level offenders
- Increase Probation supervision vs. jail terms

PCADC Capacity and Bed Space Analysis 2014

- Reduce PCADC Work Furlough and Release Program, in favor of electronic monitoring and home detention options
- Launch a local reform to modify prosecution policies that mirrors that of the “Smart on Crime” Initiative (Holder, 2014)
- Reduce the use of low financial bond options for low-level offenders

INCREASING CAPACITY FOR PCADC

Option 1) Renovating PCADC Administrative Areas to Dormitory Housing

- Renovating Outback and Juvenile Classroom = 50 dormitory beds
 - Cost = \$1 Million + (\$20 K per bed)
 - 1 year lead time
 - Entry required through other housing units
 - Access to yards and services
- Renovating FM areas = 48 dormitory beds
 - Cost = \$1 Million + (\$20K per bed)
 - 1 year lead time
 - Requires relocation of PCADC onsite FM Team (unknown costs)

98 additional beds gained
Rated Capacity of Beds = 85
Total Cost = \$2 million +

Option 2) Utilize PCJCC Housing Units

Costs associated with renovation at PCJCC

- Increased staffing needs and operating costs
- Increased medical costs (ConMed Inc. - Dependent on # of inmates)
- House 418 PCADC adult females and remanded juveniles in 8 PCJCC pods
 - Double-bunk 8 PCJCC pods (100, 200, 300, 400, 500, 1300, 1400, 1500) = 320 beds
 - Converting 7 classrooms to 14 person

Arizona Revised Statutes §

§11-441. Powers and duties

A. The sheriff shall...

5. Take charge of and keep the county jail, including a county jail under the jurisdiction of a county jail district, and the prisoners in the county jail.

§11-459. Prisoner work, community restitution work and home detention program; eligibility; monitoring; procedures; continuous alcohol monitoring program; home detention for persons sentenced for driving under the influence of alcohol or drugs; community restitution work committee; members; duties

A. The sheriff may establish a prisoner work, community restitution work and home detention program for eligible sentenced prisoners, which shall be treated the same as confinement in jail and shall fulfill the sheriff's duty to take charge of and keep the county jail and prisoners...

Allowance for double-time credit – ARS 31-144 Double time allowance for work done outside jail as trusty authorizes the Sheriff to give double incarceration credit per day to sentenced prisoners if they work within or outside the jail as a trusty except in cases where a specific release date is set forth in a commitment order by the Court.

PCADC Work Furlough (program) options – ARS 31-333 Work furlough states that whenever a work furlough prisoner is not actually at work, he shall be confined in the detention facility, “unless the court otherwise directs upon recommendation of the work furlough administrator.”

PCADC Capacity and Bed Space Analysis 2014

dorms = 98 beds

- These areas of PCJCC are already hardened and ready for relocation
- Limited renovation costs associated with housing in this area
- Est. Cost \$125K for bunks and mattresses
- House additional 200+ inmates in 5 PCJCC pods (700,800,900, 1000 & 1100)
 - Unknown costs associated with hardening perimeters, vehicle sally ports, adding security cameras and control room operations
 - Unknown lead time (1 year or more)
- Requires compression of PCJCC population
- Use mobile Polycom to address video court issues
- Reallocate correctional housing space to intended purposes (not horticulture or workshops)
- Will reduce costs associated with provision of food, supplies and laundry for the PCJCC inmates by utilizing PCADC services

There would be no costs associated with housing PCADC Adults in the units at the Adult Detention Complex vacated by inmates relocated to the PCJCC.

8 Pods = 418 Additional beds gained

5 Pods = 200 Additional beds gained

618 total beds

Rated Capacity of beds =540 beds

Option 3) Housing PCADC inmates with other Jurisdictions

- Maricopa County would charge \$100 per day per inmate (June 2014 rate)
- Santa Cruz County Jail = \$65 per day for minimum security inmates
- Out-of-County housing for pre-trial inmates will increase transportation costs and operational costs by an unknown amount

Option 4) Build 1000-bed Expansion to PCADC at 1270 West Silverlake Rd.

- \$260 Million construction cost est.
- Increase in staffing needs and operating costs
- Multiple Units, double occupancy cells
- Estimated 5 years for occupancy

Other potential associated costs:

- PTS Case Manager approximate \$36,102 annually
- PTS Case Analyst is approximately \$34,363 annually
- PCADC Operating costs are based on the current booking and housing rate (\$253.82 & \$85.58)
 - Annual cost to incarcerate one (1) inmate at PCADC = \$32,000
- Current medical contract costs are based on the current \$11 million yearly contract rate
- 1,000-bed jail expansion approx. \$260 million

PCADC Capacity and Bed Space Analysis 2014

- Pima County Probation officer approx. \$50,740 annually (supervision ratio 1:65) (Comparative to the cost of housing 65 inmates = roughly \$2.1 Million)
- Use of electronic monitoring for eligible work furlough offenders (based on 100 inmates)
 - Probationary Monitoring Services of Arizona charges \$75 per inmate to install the ankle monitor/GPS tracking device and \$12.00 to \$15.00 per day for monitoring services. The Statute for electronic monitoring allows the Program Administrator to charge the defendant a fee to participate which could cover the entire or partial cost of the program.
 - Monitoring cost for 100 prisoners for 180 days (18,000 inmate days) = approx. \$277,500
 - Incarceration costs for 18,000 inmate days = \$25,382K (booking) + \$1,531,882 (housing) = \$1,557,264.00
 - Electronic Monitoring with alcohol (trans-thermal) detection for DUI and alcohol related convictions - Secure Continuous Remote Alcohol Monitoring (SCRAM) is a program currently in use by Pima County Adult Probation. According to SCRAM the cost is \$250 per inmate per month for alcohol monitoring only and \$300 per inmate per month for alcohol monitoring and GPS tracking.
 - Alcohol monitoring cost for 100 prisoners for 6 months = \$150,000K
 - Alcohol + GPS tracking for 100 inmates for 6 months = \$180,000K
 - Incarceration costs for 18,000 inmate days = SAA
 - PCADC Administrators meeting in June 2014 with company to review program

CONCLUSION

The PCADC has revised the statistical methodology utilized to predict future jail populations. New predictions indicate that if all Pima County Criminal Justice System agencies and Arizona Revised Statute remain constant the Pima County Jail population will continue to rise, remaining over rated capacity and actually exceeding physical bed space by year 2016. Operating over rated capacity means inmates are in some cases triple bunked, sleeping on the floor with limited access to programs, indoor and outdoor recreation.

Ongoing management of the issues that drive inmate populations and continued coordination with all Criminal Justice System partners will be needed to prepare for future inmate populations.

Making best use of the bed space available at the PCADC by confining only those pre-trial defendants who are deemed a high risk to reoffend if they remain in a community setting will help taper or delay the need to build a larger Pima County Jail. This will also ensure the availability of jail bed space to house violent, repeat offenders with likelihood of prison sentences. Releasing more defendants at initial arraignment on appearance bonds and supervised

PCADC Capacity and Bed Space Analysis 2014

release options would increase the need for pre-trial services, as a number of these offenders are at risk for failure to appear.

Focusing on the PCADC Minimum Security Facility bed space, reserving those beds for defendants deemed a risk to the community could potentially free up approximately 200 beds per day. These inmates could be managed through probation and/or electronic monitoring or home detention methods, which are much more economical than incarceration. Since these inmates are already in the community unsupervised for up to twelve hours per day, they present less risk. This would require a revision to the Sheriff's Department Work Release and Work Furlough Program, contracts for electronic monitoring and coordination with Pima County Adult Probation and the Courts.

In the end, the solution to systematically reducing jail populations and preparing for appropriate judicial punishment options must be a multi-disciplinary approach. For the greatest impact the solutions sought should be systems-based as described by this proposal, not incarceration based.

PCADC Capacity and Bed Space Analysis 2014

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