

New Jail Feasibility Study
Lucas County, Ohio

Presentation of System
Assessment and Inmate
Capacity Projections

Presented to:
New Jail Feasibility Executive
Committee

April 17, 2014

 DLR Group

 SSOE



Lucas County, Ohio New Jail Feasibility Study	System Assessment and Future Jail Capacity Planning Requirements
<u>Agenda</u> <ul style="list-style-type: none">• The Current Situation• Who is in the Lucas County Jail?• What are Historic and Current Jail Population Trends?• What factors affect the need for Jail beds?• How were forecasts of Future Need Developed?• What is the Range of Probable Future Need?• What is the Recommendation for Planning and Why?• Why should Lucas County construct a new Jail in lieu of reuse and expansion of existing facilities?	

Lucas County, Ohio New Jail Feasibility Study

System Assessment and Future Jail Capacity Planning Requirements

The Current Jail Situation

- Constructed in 1977 as Booking, Pre-Trial & Low Security Sentenced Facility
- **Currently houses 100% Booking & Pre-trial Population** – *lower security beds planned for sentenced population now house higher security Pre-trial detainees*
- **Current Rated Capacity - 342 Rated General Population Beds + 24 Medical Beds**
- **Currently houses 425+ inmates on a regular basis**
 - 295 cells, 82 Dormitory Beds, 104 “temporary” cots
 - Population has at times exceeded 495 inmates or 145% of rated capacity



Lucas County Jail



Temporary Cots on Floor

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System Assessment and Future Jail Capacity Planning Requirements

The Current Jail Situation

- **Federal Consent Decree & Related Orders**
 - Mandatory Releases for:
 - Misdemeanants
 - Non-violent felons
 - **In 2013 LCSO released 6,604 inmates** (1 in 3 releases) in direct response to the Court Order
 - 60% of Failure to Appear were mandatory releases
 - Even with these releases, the Jail is regularly operating at over 120% of rated capacity
 - Mandates single-cell housing
 - Ongoing costs for litigation & Special Master



High Security Housing Unit w/bunks on floor



Dormitory planned for Low Security Sentenced Inmates housing higher security Pre-Trial Inmates

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System Assessment and Future Jail Capacity Planning Requirements

The Current Jail Situation

- **Existing Jail is outmoded, inefficient and in need of extensive repair**
 - Linear intermittent design vs. direct supervision
 - *Multi-level*
 - *Centralized Service Delivery – Extensive inmate movement*
 - *Relatively small housing units*
 - *Increase in Higher Security & Special Needs Populations*
 - *In need of security upgrades, exterior repairs, elevator & system repairs*
- **These factors combine to result in relatively high staffing and operations costs on a 24/7 basis – 1 staff position to 1.65 inmates vs. a norm or 1:4.3**



Typical "Observation" Post



58 Beds in 6 Units
6 Observation Points + Floor Control

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System Assessment and Future Jail Capacity Planning Requirements

Current Mission Statement – Corrections Division Lucas County Sheriff's Office

LUCAS COUNTY SHERIFF'S OFFICE CORRECTIONS DIVISION MISSION STATEMENT

The mission of the Lucas County Sheriff's Office (Corrections Division) is to provide secure and humane housing for pre-trial and sentenced¹ inmates who are committed to our custody by the local court system while insuring the continuing safety of the public. Our goal is to maintain these prisoners (both felons and misdemeanants) in conditions that meet or exceed the Ohio Minimum Jail Standards (developed by the Ohio Department of Rehabilitation and Corrections) and the American Correctional Association Standards for Adult Local Detention Facilities. We will also meet or exceed all constitutional requirements for the custody of jail inmates as interpreted by the federal and state court systems.

In order to meet these goals the Sheriff will employ a trained and qualified correctional staff of corrections officers, counselors, medical personnel and other specialists. All correctional staff will receive pre-service and in-service training to enable them to remain current with on-going developments in the field.

Note: (1) Sentenced inmates are only held at the Lucas County Corrections Center until they are cleared for conveyance to the Corrections Center of Northwest Ohio (Misdemeanants) or an Ohio Department of Rehabilitation and Corrections facility (felons).

Source: Lucas County Sheriff's Office.

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System Assessment and Future Jail Capacity Planning Requirements

Who is in the Lucas County Jail?

- Based on a January 9, 2014 profile of the jail population:
 - Approximately 89% of the offenders are male and 11% female.
 - Approximately 57% of the offenders are Black; 41% are White; and 1.4% are Hispanic.
 - A total of 64.7% of the offenders are between the ages of 21 to 39.
 - NIC Technical Assistance Report:
 - Chronic offenders are defined as those having an average of 3.77 bookings a year.
 - 8.5% of the jail bookings - nearly 1 in 10 - are chronic offenders.
 - This small population of chronic offenders comprise 23% of all bookings.
 - In other words, nearly a quarter of all bookings are with the small chronic offender population - a disproportionate demand on staffing & the facility.

	Number	% of Total
Sex:		
Male	375	88.9%
Female	47	11.1%
Total	422	100.0%
Race:		
Black	241	57.1%
White	173	41.0%
Hispanic	6	1.4%
Asian	1	0.2%
Unknown	1	0.2%
Total	422	100.0%
Age:		
Under 21	49	11.6%
21 to 29	147	34.8%
30-39	126	29.9%
40-49	61	14.5%
50-59	30	7.1%
60-69	7	1.7%
70+	2	0.5%
Total	422	100.0%

Source: Lucas County Sheriff's Office.

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System Assessment and Future Jail Capacity Planning Requirements

Who is in the Lucas County Jail?

- A total of 71% of offenders had felony charges, with 38.5% of these being violent felony charges.
- The most frequent offenses evidenced in the snapshot were:
 - Robbery-Burglary (22.2%)
 - Family & Domestic Violence (14.8%)
 - Homicide-Assault-Arson (11.3%)
 - Drug Abuse (8.8%)
 - Weapons Violation (7.2%)
 - Holds for other Jurisdictions (6.4%)

	Number	% of Total
Offense Category:		
Arson	6	1.2%
Drug	45	8.8%
Family	76	14.8%
Hold for Another Jurisdiction	33	6.4%
Homicide-Assault	52	10.1%
Liquor	16	3.1%
Miscellaneous/Other	42	8.2%
Public Administration/Public Peace	34	6.6%
Robbery-Burglary	114	22.2%
Sex Offense	19	3.7%
Theft	25	4.9%
Traffic	15	2.9%
Weapons Violation	37	7.2%
Total	514	100.0%
Offense Severity:		
Violent Felony	198	38.5%
Non-Violent Felony	167	32.5%
Violent Misdemeanor	38	7.4%
Non-Violent Misdemeanor	76	14.8%
Hold for Another Jurisdiction	33	6.4%
Unknown	2	0.4%
Total	514	100.0%

Source: Lucas County Sheriff's Office.

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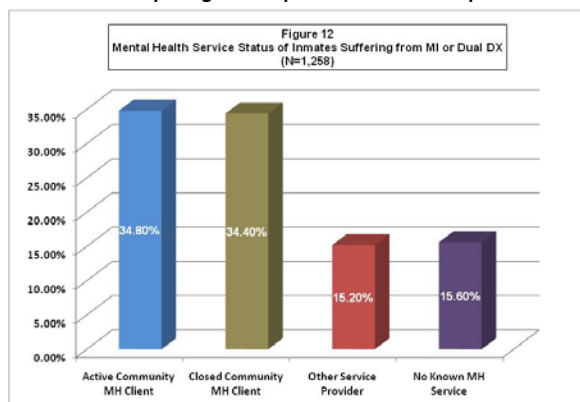
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System Assessment and Future Jail Capacity Planning Requirements

Who is in the Lucas County Jail?

- Special Needs Offenders make up a significant portion of the Jail Population.



Source: Presentation -The Jail Mental Health Services; University of Toledo; July 1, 2011-June 30, 2012 data provided by Northwest Ohio Regional Information System (NORIS) to Dr. Lois Ventura.

- Almost 70% of inmates screened (N = 1,258) were actively or previously clients in community mental health programs.

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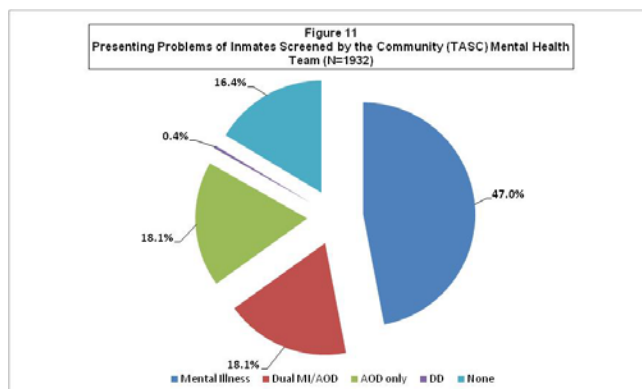
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System Assessment and Future Jail Capacity Planning Requirements

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Source: Presentation -The Jail Mental Health Services; University of Toledo; July 1, 2011-June 30, 2012 data provided by Northwest Ohio Regional Information System (NORIS) to Dr. Lois Ventura.

- 47% of inmates screened (N = 1,932) had a mental illness, and another 18.1% were dual diagnosed.

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System Assessment and Future Jail Capacity Planning Requirements

On average, what is the population of the Jail

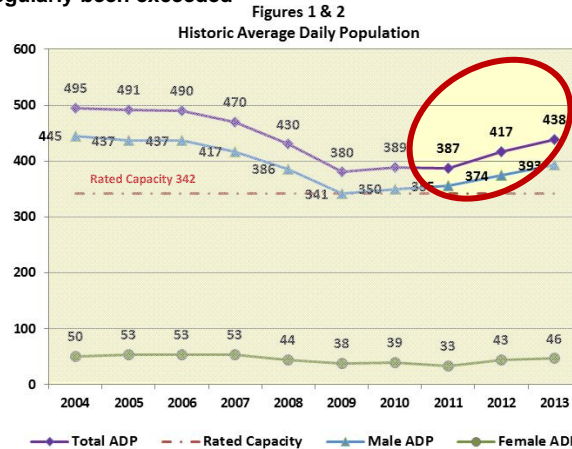
- Total rated capacity of the Lucas County Corrections Center is 342 General Population Beds – and has regularly been exceeded

- After decreasing by an average of 4.7% from 2004 to 2009, the ADP has increased an average of 3.8 % over the past four years – even with a population cap on the jail.

- Primary change is in the male population

- Female population has remained relatively stable

- NB: Average Daily numbers exclude peaking which can account an additional 10% - 20% for high daily population counts



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System Assessment and Future Jail Capacity Planning Requirements

ADP is directly related to two factors Admissions & Length of Stay

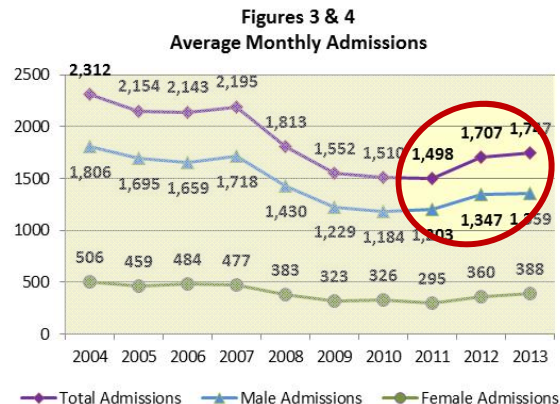
- Admission trends are similar to ADP.

- The total percentage decrease in average monthly admissions during the 10-year period was 565 bookings or 24.4%.

- After a decline in admissions between 2004 and 2011, average monthly admissions increased between 2011 and 2013

- Male average monthly admissions peaked at 1,806 in 2004, then fell to a low of 1,203 in 2011, and then increased to 1,359 in 2013

- Female average monthly admissions peaked at 506 in 2004 and steadily declined thru 2012 by 23.3%, and only recently evidenced a slight increase.



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System Assessment and Future Jail Capacity Planning Requirements

ADP is directly related to two factors Admissions & Length of Stay

▪ Snapshot – Current ALOS Distribution

- 1 to 2 Months was the most frequent length of stay at 25.3%, but
- Average Length of Stay (ALOS) is artificially reduced through Court Ordered Mandatory Releases
 - Non-violent Misdemeanants
 - No FTA, booked & released
 - With FTA held until court appearance
 - Order for hold up to 21 days
 - Technical Parole Violators 30 days unless order for revocation issued
 - Non-violent Pre-trial inmates with no history of violence within the past 5 years

Table 2 INMATE POPULATION PROFILE - August 1, 2013 Lucas County, Ohio		
Length of Stay:	Number	% of Total
Less than 24 Hours	68	13.2%
24 - 48 Hours	57	11.1%
3 - 5 Days	40	7.8%
6 - 9 Days	45	8.8%
10 - 29 Days	92	17.9%
1 - 2 Months	130	25.3%
3 - 6 Months	56	10.9%
More than 6 Months	26	5.1%
Total	514	100.0%

Source: Lucas County Sheriff's Office.

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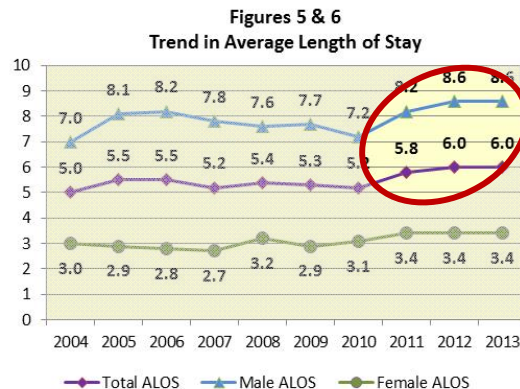
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System Assessment and Future Jail Capacity Planning Requirements

ADP is directly related to two factors Admissions & Length of Stay

▪ Average Length of Stay (ALOS) is also evidencing a recent increase

- Average length of stay remained stable from 2004 – 2010 and then increased thru 2013
- Increase in ALOS over the 10-year period was 1 day or 20%.
- Female average length of stay remained stable over the past ten years at 2.5 to 3.5 days.
- Male average length of stay remained stable at 7 to 8 days until 2012, by 2013 it was almost 9 days, resulting in the increase in overall ALOS



Source: Lucas County Sheriff's Office

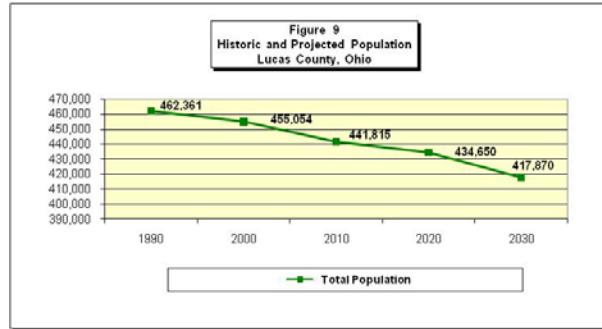
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System Assessment and Future Jail Capacity Planning Requirements

Demographic Trends



Source: U.S. Census & Toledo Metro Area COG.

- Total County population decreased by 4.4% from 1990 to 2010 (a total decrease of 20,546), and is projected to decrease by 5.4% from 2010 to 2030 (a total decrease of 23,945).
- Based on 2013 Census estimates, 70.5% of the population is White; 19.5% is Black; and 6.4% is Hispanic.

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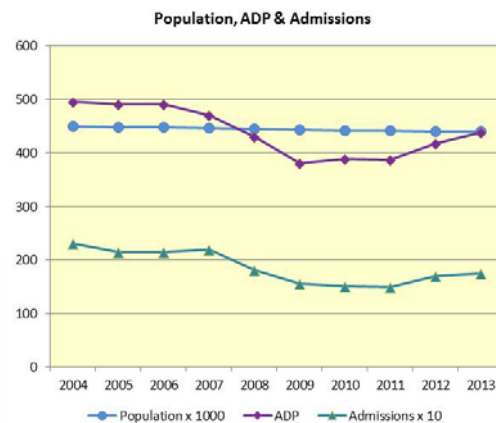
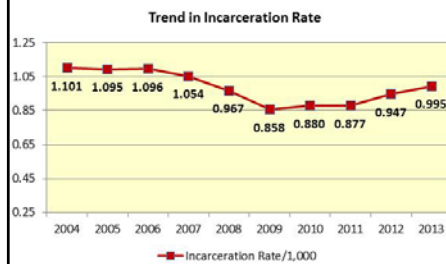
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How does the ADP relate to the change in the general population?

- No direct mathematical correlation between general population and ADP
- However, incarceration rate can be a valid indicator - decreasing thru 2009, as ADP dropped but has steadily increased thru 2013 to .995/1,000 as admissions, ALOS & resultant ADP has increased



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System Assessment and Future Jail Capacity Planning Requirements

How does the ADP relate to crime and arrest data?

County Crime and Arrest Trends

	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	Total % Change
County Population	449,759	448,435	447,111	445,787	444,463	443,139	441,815	441,326	440,837	440,348	-2.1%
Part I Crimes (1)						23,927	22,663	24,631	22,540	18,720	-21.8%
Crime Rate						54.0	51.3	55.8	51.1	42.5	-21.3%
Arrests (2)	35,383	39,245	48,017	62,023	61,129	47,358	42,407	43,559	48,990	47,563	34.4%
Arrest Rate	78.7	87.5	107.4	139.1	137.5	106.9	96.0	98.7	111.1	108.0	37.3%

NOTES:
(1) Crime
- Crime Rate is the number of UCR Part I Offenses reported for every 1,000 persons in the population.
- UCR Part I Crime Index Offenses include: Murder, Forcible Rape, Robbery, Aggravated Assault, Burglary/Breaking and Entering, Other Larceny, Motor Vehicle Theft, and Arson.
(2) Arrests
- Arrests include bookings to jail and summons.
- In 2013, roughly 40.7% of arrestees were booked into jail
- Arrest rate is the number of arrests per 1,000 population.

Source: Lucas County Sheriff's Office.

- The Lucas County Part I UCR Crime Rate decreased by 21.8% (5.4% per year) between 2009 and 2013.
- Between 2004 and 2007-2008, reported arrests increased substantially. However, since 2008 there has been a dramatic decrease in the number of total arrests in Lucas County. The arrest rate decreased by 21.5% between 2008 and 2013.

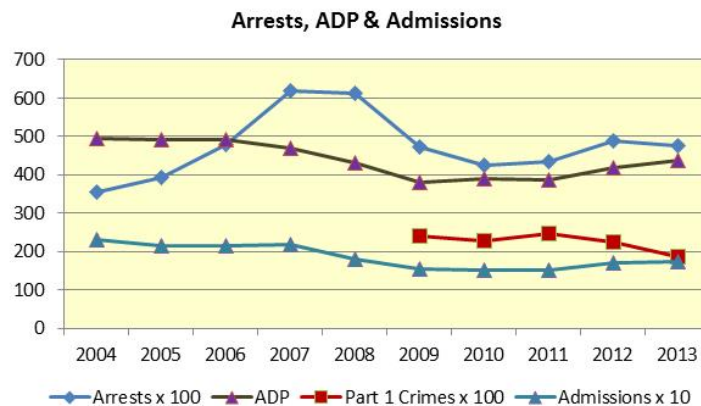
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System Assessment and Future Jail Capacity Planning Requirements

How does the ADP relate to crime and arrest data?



- As with population there is limited direct correlation between reported crime, arrests and ADP and Admissions
- While reported crime and arrests have continued to drop, Admissions and ADP have evidenced increases

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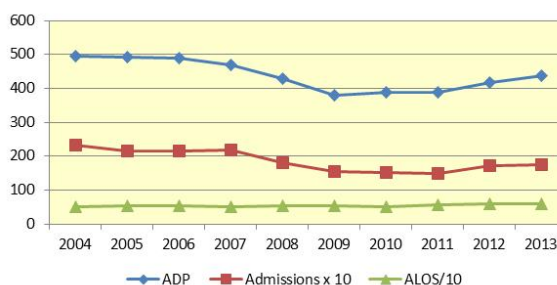
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System Assessment and Future Jail Capacity Planning Requirements

Best Predictor of Future Need is Historic Trends

- Historic monthly inmate population data was used to develop inmate forecasting models
- Historic trend data over differing periods of time was used to develop alternative projections of future need including:
 - Historic percentage increase or decrease models
 - Historic actual numeric increase or decrease models
 - Historic Incarceration Rate (inmates/general population) models
 - Policy change/assumption model based on Systemic Factors & Trends
- All models include a factor to account for peaking and classification factor

ADP, Admissions & ALOS



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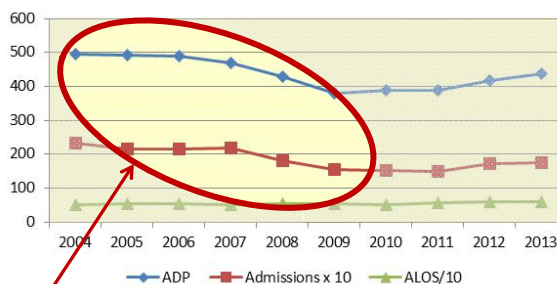
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ADP, Admissions & ALOS



**Longer Term Trend –
Decreasing Growth**

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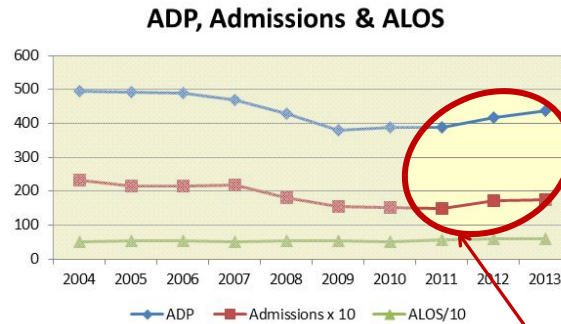
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 - Policy change/assumption model based on Systemic Factors & Trends
- All models include a factor to account for peaking and classification factor



**Short-Term Recent
Trend – Increased
Growth**

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System Assessment and Future Jail Capacity Planning Requirements

What is the current need for Jail Beds?

- | | |
|--|--------------------|
| ▪ 2013 Average Daily Population | 438 Inmates |
| ▪ Peaking at 10% (10 year average, 8.8%, high of 13.3%) | 44 Beds |
| ▪ Classification *& Maintenance 10% | 44 Beds |
| <hr/> | |
| ▪ TOTAL CURRENT NEED | 526 Beds |

* Mandated Classification Separations

Males

- Pre-trial Medium
- Pre-trial Maximum
- Sentenced Medium – County
- Sentenced Medium – State & Federal
- Sentenced Maximum
- Trusty

Females

- Pre-trial Maximum
- Sentenced Medium
- Trusty

Overrides

- Juvenile
- Special Needs
- Medical
- Administrative Isolation

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System Assessment and Future Jail Capacity Planning Requirements

3 Perspectives, 7 Models Developed to inform decision-making

Historic Trends

- Forecast 1 - Average Actual Decrease 2004 – 2013, **- 6.4 Beds/Year**
- Forecast 2 - Average Percentage Decrease 2004 -2013, **- 1.3%/Year**
- Forecast 3 Current Incarceration Rate **.995/1,000** applied to declining projection of general population

Current Trends

- Forecast 4 – Average Actual Increase 2009 – 2013, **+14.5 Beds/Year**
- Forecast 5 - Average Percentage Increase 2009 – 2013, **+3.8%/Year**
- Forecast 6 – Increase in Incarceration Rate 2009-2013 **+.03595/Year** starting at .995/1,000 applied to declining projection of general population

Policy Driven Model

- Forecast 7 – Average Actual Increase 2009 – 2013, **+14.5 Beds/Year** with planned diversion of 15% of population thru increased alternatives

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System Assessment and Future Jail Capacity Planning Requirements

Models Using Historic Trends

- Current Need w/Peaking 526 Beds
- Forecast 1 - Average Actual Decrease 2004 – 2013, **- 6.4 Beds/Year**
- Forecast 2 - Average Percentage Decrease 2004 -2013, **- 1.3%/Year**
- Forecast 3 Current Incarceration Rate **.995/1,000** applied to declining projection of general population
- All models include a factor to account for peaking and classification factor

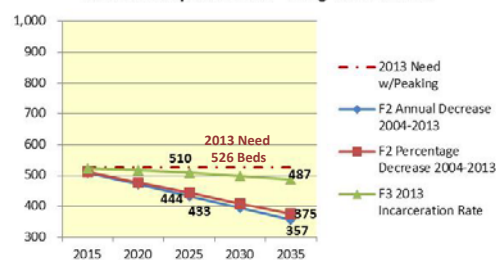
Longer Term Models

- Decrease in Future need
- Assume that system will return to 2004 – 2009 Trends, including continuing mandatory releases
- Result in less capacity than currently needed
- Suppress impact of current population trends

	2015	2020	2025	2030	2035
Forecast 1 - Avg. Number Decrease - 2004-2013 - -6.4/Year	425	393	361	329	297
+ 20% Peaking/Classification	85	79	72	66	59
Bedspace Estimate	510	472	433	395	357
Forecast 2 - Percentage Decrease - 2004-2013 - -1.3%/Year	427	398	370	341	313
+ 20% Peaking/Classification	85	80	74	68	63
Bedspace Estimate	512	478	444	409	375
Forecast 3 - Incarceration Rate - .995 (2013)	437	432	425	416	405
+ 20% Peaking/Classification	87	86	85	83	81
Bedspace Estimate	525	519	510	499	487

Source: Chinn Planning, Inc.

Future Bedspace Needs - Long Term Trends



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System Assessment and Future Jail Capacity Planning Requirements

Models Using Current Trends

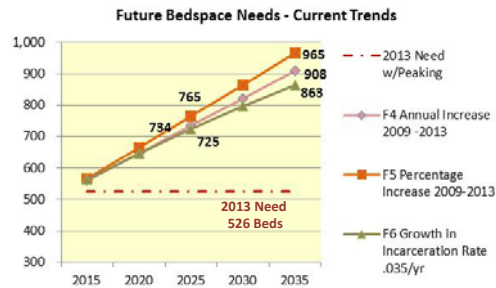
- Current Need w/Peaking 526 Beds
- Forecast 4** – Average Actual Increase 2009 – 2013, **+14.5 Beds/Year**
- Forecast 5** - Average Percentage Increase 2009 – 2013, **+3.8%/Year**
- Forecast 6** – Increase in Incarceration Rate 2009-2013 **+0.03595/Year** starting at .995/1,000 applied to declining projection of general population
- All models include a factor to account for peaking and classification factor

Shorter Term Models

- No mediation of growth rate
- Double population in 20 Years
- Assume limited early releases

	2015	2020	2025	2030	2035
Bedspace Estimate	525	519	510	499	487
Forecast 4 - Avg. Number Increase - 2009-2013 - 14.5/Year	467	540	612	685	757
+ 20% Peaking/Classification	93	108	122	137	151
Bedspace Estimate	560	647	734	821	908
Forecast 5 - Percentage Increase - 2009-2013 - 3.8%/Year	471	555	638	721	804
+ 20% Peaking/Classification	94	111	128	144	161
Bedspace Estimate	566	666	766	865	965
Forecast 6 - Inc. Rate Inc. - 2009-2013 - .035/year from .995 (2013)	468	539	604	664	719
+ 20% Peaking/Classification	94	108	121	133	144
Bedspace Estimate	562	647	725	797	863

Source: Chinn Planning, Inc.



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System Assessment and Future Jail Capacity Planning Requirements

Policy Driven Model

- Forecast 7** – Average Actual Increase 2009 – 2013, **+14.5 Beds/Year** with planned diversion of 15% of population thru increased alternatives
- An overarching focus by all stakeholders on Jail Population Management

Policy Driven Model

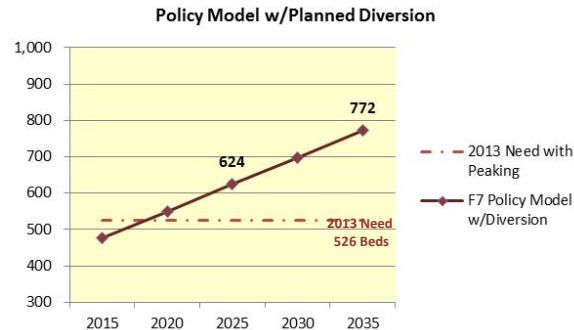
- Significant Reduction in Capacity Needs

Potential For Diversion

- Risk Assessment Enhanced Pre-trial Release (NIC Recommendations)
- Follow-thru to assure court appearance
- Mental Health Placements
- Expedited Case Processing
- Expanded Domestic Violence Programs
- Expanded Homelessness Programs
- Expanded Non-custodial Alternatives - Probation & Work Release, CFT, EMU
- Focus on Re-entry and Community Sentencing to reduce incidence of re-incarceration

	2015	2020	2025	2030	2035
Forecast 7	467	540	612	685	757
- 15% Population Reduction - Alternatives	397	459	520	582	643
+ 20% Peaking/Classification	79	92	104	116	123
Bedspace Estimate	476	550	624	698	772

Source: Chinn Planning, Inc.



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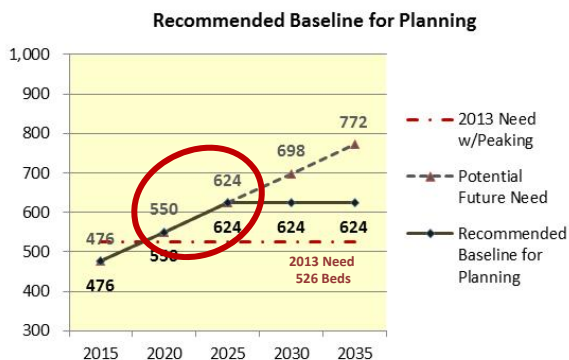
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System Assessment and Future Jail Capacity Planning Requirements

Baseline Recommendation for Planning

- Forecast 7 – Average Actual Increase 2009 – 2013, **+14.5 Beds/Year** with **planned diversion of 15% of population** thru increased alternatives
- Initial Planning Capacity for 2025 – **624 Beds**
 - 18% Increase in capacity over Current Need
 - 78% Increase in capacity over current rated capacity
 - 20% Decrease in capacity needed relative to average of current trends
- Continue focus on Jail Population Management and Enhanced Diversion Alternatives
- Expand Alternatives and Manage to planned capacity beyond 2025 – Cost Avoidance of 148 – 288 Beds



Initiate planning for phased construction of 550 – 624 bed jail with provisions for future expansion and concurrently expand diversion alternatives.

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Lucas County, Ohio New Jail Feasibility Study

System Assessment and Future Jail Capacity Planning Requirements

Why should Lucas County construct a new Jail in lieu of reuse and expansion of existing facilities?

LUCAS COUNTY SHERIFF'S OFFICE CORRECTIONS DIVISION MISSION STATEMENT

The mission of the Lucas County Sheriff's Office (Corrections Division) is to provide **secure and humane housing** for pre-trial and sentenced¹ inmates who are committed to our custody by the local court system while insuring the continuing safety of the public. Our goal is to maintain these prisoners (both felons and misdemeanants) in conditions that **meet or exceed the Ohio Minimum Jail Standards** (developed by the Ohio Department of Rehabilitation and Corrections) and the **American Correctional Association Standards** for Adult Local Detention Facilities. We will also meet or **exceed all constitutional requirements** for the custody of jail inmates as interpreted by the federal and state court systems.

In order to meet these goals the Sheriff will employ a trained and qualified correctional staff of corrections officers, counselors, medical personnel and other specialists. All correctional staff will receive pre-service and in-service training to enable them to remain current with on-going developments in the field.

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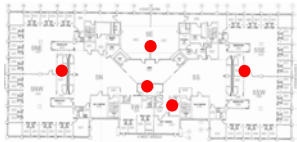
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Lucas County, Ohio New Jail Feasibility Study

System Assessment and Future Jail Capacity Planning Requirements

Why should Lucas County construct a new Jail in lieu of reuse and expansion of existing facilities?

- Current Need for 526 Beds exceeds existing capacity by 184 beds or 53%; projected need exceeds existing capacity by 282 Beds or 82%
- Even if retained, the existing facility will require significant capital investment for physical repairs and functional deficiencies
- The size and configuration of housing units and centralization of services requiring inmate movement result in an inefficiency of operations - and recent legislation (PREA) could further exacerbate staffing costs
 - Existing Direct Housing Staffing 1:4 or less without constant supervision + movement staff



58 Beds Total - Staffing >1:19



Centralization of Services Increases Staffing Required

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Lucas County, Ohio New Jail Feasibility Study

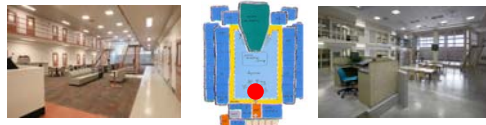
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 - Existing Direct Housing Staffing 1:4 or less without constant supervision + movement staff
 - New Housing Staffing 1:9.6 – 1:15 with reduced need for movement staff



58 Beds Total - Staffing >1:19



Best Practices Services at Housing – One Post 1:48 – 1:64

- Highly probable that a new facility of 624 beds can be operated with no increase in staffing through improved planning and design.

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**Lucas County, Ohio
New Jail Feasibility Study**

**System Assessment and Future Jail
Capacity Planning Requirements**

Why should Lucas County construct a new Jail in lieu of reuse and expansion of existing facilities?

- Reuse + Expansion **will not result** in:
 - Operational savings
 - Improved Safety and Security
 - Incorporation of best practices and direct supervision
 - Removal of Federal Court Order and end to Mandatory Releases
 - Constitutional conditions of confinement
 - Improved working environment for staff and inmates alike
 - A positive return on capital investment thru reduced operating costs

The current jail facility does not comply with the stated mission of the Lucas County Corrections Division of the Sheriff's Office. The existing jail is undersized in all component areas, poorly configured, antiquated, operationally inefficient, to meet current let alone projected needs. The facility does not reflect current best practice for design and operation of jail facilities and should be replaced.

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**Lucas County, Ohio
New Jail Feasibility Study**

**System Assessment and Future Jail
Capacity Planning Requirements**

Summary

- The existing Lucas County Jail is inadequate for current let alone projected needs.
- Increased security, safety and operational efficiency and effectiveness will be gained by developing a new replacement facility
- Lucas County should move forward with planning, design and funding for a new 550 – 624 bed jail facility with plans for phased construction and future expansion if needed
- Concurrently, the County should continue to focus on Jail Population Management by developing and funding enhanced alternatives to incarceration including a Risk Based Pretrial Release Program

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New Jail Feasibility Study
Lucas County, Ohio

Presentation of System
Assessment and Inmate
Capacity Projections

Presented to:
New Jail Feasibility Executive
Committee

April 17, 2014

 DLR Group

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