Hamilton County, Ohio

Corrections Review Task Force

Final Report

A. Transmittal

B. Treatment Services Sub-committee Report

C. Cost/Facility Sub-committee Report

D. Vera Institute of Justice Report

E. Board of County Commissioners Corrections Review Task Force Resolution

COONEY
FAULKNER &
STEVENS, LLC
Certified Public Accountants
& Business Consultants

VIA HAND DELIVERY
The Honorable Phil Heimlich, President
The Honorable R. Patrick DeWine
The Honorable Todd Portune
Hamilton County Commission
138 E. Court Street, Suite 600
Cincinnati, Ohio 45202

Re: Recommendation of the Hamilton County Corrections Review Task Force

Dear Sirs:

With this transmittal I am forwarding the recommendations of the Corrections Review Task Force. These recommendations are the culmination of the considerable effort of the Treatment Services Sub-committee, the Cost/Facility Sub-committee, and the Vera Institute of Justice. As is clearly demonstrated in the enclosed reports of the sub-committees and the Vera Institute, there is a need for a new jail—specifically a jail with treatment programs to limit re-entry into the criminal justice system.

I want to thank the County Commission for establishing the Task Force. I firmly believe that as a result of the work and dedication of the Task Force, the community will have a greater sense of confidence in the need for a new jail which includes treatment programs that will address recidivism and crime in our region. I especially want to commend Commissioners DeWine and Portune for their foresight in creating the Task Force and appreciate their personal involvement and their participation in the Task Force meetings. Their comments and insights were valuable as the Task Force developed the recommendations and conclusions included with this report. Crime and safety are crucial issues that must be addressed and acted upon immediately. I applaud the Board for addressing these critical issues and urge each of you to work together and take immediate action to ensure the safety of the citizens in our County.

The good and hard work of the members of the Task Force should be recognized. The members of the Task Force were from diverse backgrounds representing many different stakeholders and constituencies (see list attached). As you know the resolution establishing the Task Force was made on June 26, 2006 and instructed that the Task Force advise the Board with recommendations by July 31, 2006. The members of the Task Force displayed extreme dedication and commitment to perform the review and analysis necessary in the limited timeframe with which we had to work. Most members served on one of the two sub-committees for the intense review of the issues we were asked to study (Treatment Services and Cost/Facilities). The sub-committee for the Treatment Services was chaired by John Young and

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included David Singleton, Edith Thrower, and Pat Tribbe. The Cost/Facility sub-committee was chaired by Rick Tripp of MSA Architects and included Brian Frank and me. The entire Task Force met four times during the month of July to conduct its work and recommendations. The sub-committees held numerous additional meetings and discussions with consultants and other experts. We had excellent participation from each Task Force member. I was absolutely impressed by the depth and magnitude of the analysis and discussions that was displayed by the members so that we could arrive at solid recommendations that are critically important to our community. My appreciation goes to each member for this outstanding work.

The Committee relied in great measure on the Vera Institute of Justice and Voorhis Associates as well as County staff and other outside consultants. The leadership of the County Administrator and the assistance of his staff was also valuable. We were able to have in depth conversations with Wendy Niehaus of Pre-trial Services, individuals from Corrections Corporation of America (CCA), representatives of the Ohio Bureau of Adult Detention and Dr. Walter Smitson (see his letter to me attached). Rick Tripp and I also met with Sheriff Simon Leis to gain his perspective and thoughts on this important issue.

I am pleased with this transmittal to report that the Task Force (relying considerably on the in-depth work of the sub-committees) has fulfilled the Mission Statement enacted by the Commission on June 26, 2006. The recommendations enclosed herewith were adopted by the Task Force unanimously with one abstention.

After careful and thorough review and analysis of many alternatives, the Task Force approved the Cost/Facility sub-committee recommendation of an 1800-bed facility that consolidates the Queensgate, Reading Road, and Turning Point facilities because it is the most cost effective approach based on operating and capital costs (see analysis and cost comparisons of the different alternatives in the attached report). According to Dr. Walter Smitson, President and CEO of the Court Clinic "an additional reason for consolidation of our jail facility into one site is the improvement we could make in jail programming..." Dr. Smitson goes on to point out that although we have an abundance of programs in place, these services are not well coordinated and could be greatly improved in a single facility. Additionally, there is no treatment or programming at the Queensgate facility.

The Task Force also approved the Treatment Services sub-committee recommendation that a Criminal Justice Coordination Commission be established to evaluate the interaction and collaboration among the many institutions within the criminal justice system with the goal of reducing crime and re-entry into the criminal justice system. The report from the consultant that supported the Task Force, Vera Institute of Justice, goes into great detail as to alternative approaches and best practices that could assist our community in improving outcomes in the criminal justice system. The report from Vera states "if current processes and practices are not modified, it can be expected that jail crowding in Hamilton County will not be alleviated." The

Vera report has a list of recommendations that can help the County manage present space as well as govern the use of additional beds. However, it is the feeling of the Task Force that only through the establishment of a Commission that will look at each piece of our current system and processes will any meaningful changes occur.

The Cincinnati metropolitan area is at a crossroads for the future of criminal justice. While it may seem obvious to many that a new jail facility is necessary, to most, the understanding that the jail is just one small part of the criminal justice system is less obvious. For example, the amount of resources required to build a jail is staggering, but consider that the proposed jail will cost approximately what the City of Cincinnati will spend on police protection over the next two years. Each part of the entire criminal justice system, such as police departments and social service agencies work diligently to solve the problems they are presented. These problems can be mitigated, or even avoided by proactive coordination across the entire system. Building a new jail is not the only immediate need.

This Commission is vitally important to the future of this region, thus its membership requires the many institutions that influence our future. These include not only elected officials, but the business community, education and health care sectors, social service providers, faith-based entities, and the media. The formation and leadership of the Criminal Justice Coordination Commission will require our region's most respected leaders to share their passion and vision that they demonstrate in their own fields of endeavor. The Task Force recommends that the Board of County Commissioners and City Council begin in earnest to tackle this most important issue using every asset of this region.

Thank you again for this opportunity to serve. It has been a thoroughly rewarding experience.

Very truly yours,

Crystal Faulkner

cc: Members of the Correction Review Task Force
Patrick Thompson, County Administrator

Hamilton County Corrections Review Task Force

Robert Biddle

Crystal Faulkner – Corrections Review Task Force Chair

Brian Frank

Rita McNeil

Dan Peters

Andrea Rehkamp

David Singleton

Edith Thrower

Pat Tribbe

Richard Tripp – Cost/Facility Sub-committee Chair

John Young – Treatment Services Sub-committee Chair

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July 18, 2006

Crystal Faulkner, C.P.A.
Cooney, Faulkner & Stevens, LLC
115 E. Fourth St.
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Cincinnati, OH 45202

Dear Crystal:

This is an updated letter to the one I sent to Todd Portune dated July 5, 2006. I would like to point out that the Court Clinic primarily does court ordered forensic evaluations and treatment recommendations. The Clinic also provides consultations to Probation Officers. Some treatment services are provided for both mental illness and substance abuse clients. A diversion program is available for court ordered non-violent offenders with dual diagnoses of mental illness and substance abuse. This service has received national recognition as a best practice program.

After considerable thought and after touring the Queensgate facility, I believe a consolidated jail facility would be in the best interests of criminal justice clients, community agencies who provide services to that population, and to the taxpayers. The current system of four fragmented locations is very inefficient and results in a waste of taxpayer money. One example of this is my forensic staff has to travel to the various locations in order to serve the criminal justice clients. Time lost through travel results in Central Clinic/Court Clinic having to hire excess staff in order to meet the demand.

An additional reason for consolidation of our jail facility into one site is the improvement we could make in jail programming for the inmate population. Through a new intake assessment center we could greatly expand our ability to screen and evaluate inmates. This would enable us to provide better information to Judges, better determine which inmates need mental health/substance abuse services, which ones should be further evaluated for diversion programs, and which ones could be given step down privileges. Through a centralized assessment center we could also better decide who should be linked to literacy classes and to GED classes. Of the inmates in Hamilton County who request educational assessments, the level of literacy for most is between the 3rd and 6th grades.

This means there is an urgency for us to find better ways to engage inmates in programs that have the possibility of improving their chances of succeeding once they are back in the community. The current system of fragmented locations does not support fully implementing a step down and a step back system. The step back is to return an inmate to full lockup if the try at a step down program is not successful. To do this now depends on transporting inmates from one site to another, which is costly and simply not feasible.

I believe our best chance of improving the level of functioning for selected non-violent inmates is through jail based services, as compared to trying to change behavior and improve educational levels once inmates are released and are on probation. Jail based services can have a greater impact on dysfunctional behaviors and on improving things like reading skills in part because the inmate population has much more time to devote to improving themselves as compared to being on the outside. There are also opportunities to use incentives with selected inmates to get them to participate in things like improving reading skills. While we already have some jail based services in operation, I am convinced a consolidated system would allow us to be far more effective in selecting additional inmates and offering more opportunities for their improvement.

Many best practice jail programs make use of inmates in improving other inmates. For example, a program I visited in California has convicts who read at the 8th grade level teaching convicts at the 4th grade level. A grandmother convict may be teaching young, first time moms how to be better parents. In addition to improving the level of functioning of inmates while they are incarcerated, this type system yields valuable information about those who are teaching and those who are learning. It gives important clues about a readiness to take on responsibility (the teachers) and the willingness to learn ways to improve their lives (the students). Given this information, it becomes possible to implement a rational system of increased responsibility for some non-violent inmates, as well as how to select inmates for additional learning opportunities. All of this prepares inmates to improve their functioning when back in the community.

As for mental illness and alcohol and drug abuse services, I believe the period of incarceration should be used to stabilize these inmates including detoxification and medications as indicated. In addition, the incarceration period should be a time for the criminal justice system and the community service providers to <u>jointly</u> develop a release plan whereby both systems will stay involved and work together to enhance the chances of these persons being able to live in the community. While some of these populations are going through the mental health court and the drug court, there are still significant numbers in jail. I am convinced that one solution is to bring the criminal justice staff, including probation officers, together with the service providers at the beginning of the incarceration to form a team approach once the inmate is released. Mentally ill offenders are noted for being non compliant regarding treatment. An ongoing criminal justice and community provider partnership would improve compliance upon release.

A check of the literature shows a great deal of information about reentry, but little about

interventions while inmates are serving time. Of course, any intervention during incarceration should help with reentry. North Dakota has long had some innovative services in place for their juvenile incarcerated population. These consist of careful up-front screening for treatment services and discharge planning. Their efforts are closely connected with law enforcement, county services, and public and private human service agencies. An individualized rehabilitation plan is developed for each inmate. Each juvenile is assigned a corrections specialist at the beginning and throughout the Court order. Each specialist has no more than twenty-five cases. One role of the specialist is to coordinate assessments and other interventions to reduce or eliminate duplication of services. While this is a system geared toward juveniles, there are some things to be learned about incarcerated adults.

One of the areas I believe needs to be restructured in our jail system is improved resource efficiency. Using resources effectively is equally as important as having additional resources. While we have an abundance of programs in place, as the first jail study pointed out, these services are not well coordinated. Such coordination is very difficult under a system of multiple locations. Having one jail system would facilitate moving inmates to different levels of interventions without being transported. Additionally, we all know that each organization of any type has its own culture and its own way of operating. The current multi jail system each with its own culture results in wasted resources, because of duplication and because of a lack of a coordination entity. If we had a centralized jail facility with expanded Pretrial services, up-front assessments, mental illness and drug abuse services, a system for upgrading information and skills, and a designated coordinating authority that would work with the Sheriff's office, law enforcement, and human services agencies it would not only improve our ability to help people succeed, but would make better use of the resources we have. It is interesting to note that the Cincinnati Public School System has instituted a resource coordinator in its schools. One human service agency is designated as the coordinator for a school. This coordinator agency provides services as well as coordinating all other agencies coming into the school. This has greatly reduced duplication and has allowed teachers to focus on teaching.

Another jail system, in Birmingham, England, has gone from its image as a "hell hole" to a model for improving race relations. Birmingham, one of England's largest jails, has instituted a combination of education, mediating racist complaints, and sanctions for violations to improve the atmosphere of the jail and to reduce anger and criminal thinking, which are important goals during incarceration. The Canadians have tended to focus not on programs per se, but on the individual within the program. Petersilia points out that is not enough to say that a job program works. Rather, we must determine what was accomplished under the name of "employment". Most experts agree that to get a person to the point of using resources, such as job training or even some SAMI services, it is necessary to try to cognitively restructure the "distorted or erroneous cognition of the individual." Second efforts are then made to assist the person to learn new adaptive cognition skills. Once this is accomplished the person is much better prepared to make use of resources while incarcerated.

In summary, I believe a consolidated, one site facility could result in an array of interventions that could take the safety of the community into account, and at the same time could implement best practice behavioral and educational interventions for carefully selected inmates, in which we would have the goal of breaking the cycle of criminal behavior. I do want to stress once again that not all inmates can benefit from using resources. Indeed, many can only be kept out of society for a period of time and then monitored at various levels once released. However, through careful up-front assessments by qualified forensic examiners we can identify those inmates who can return to the community better equipped to succeed. We can do this by determining which incarcerated persons can benefit from opportunities for self improvement. People typically change behavior because of rewards such as reducing jail time by learning to read at a higher level. Maintaining those changes then comes from the rewards realized by the new information or the new behavior such as qualifying for a better job.

Finally, improving methods of assessing inmates would facilitate our ability to use electronic monitoring for work release. This would enable inmates who qualify for work release to be confined at home at night and to work during the day. These inmates could pay the costs of this system.

I appreciate your consulting me about this issue and look forward to finding ways to improve the jail system for Hamilton County.

Sincerely,

WALTER S. SMITSON, Ph.D.
President and CEO

WSS/wlm

To: Hamilton County Corrections Review Task Force
Re: Treatment Services Recommendation
Date: June 25, 2006

The Treatment Services subcommittee has met several times in the past few weeks. We have reviewed the Voorhis Associates jail study, presentations from Vera Institute of Justice professionals, and other materials provided by County staff and other interested parties. While the Costing and Facility subcommittee is looking at construction and operations costs as well as jail and alternative facility options, we have confined our considerations to the kinds of services that would produce tangible, measurable results which in the long run would reduce costs for the system. Our review has included services housed in the jail as well as those located elsewhere in the community.

We feel that the treatment of inmates and offenders is of utmost importance to our community in terms reducing crime and recidivism and should be an integral component of the recommendation from our Task Force related to the Hamilton County Correctional and Rehabilitation Center.

We have assumed and acknowledge that there is a need for increased jail beds in Hamilton County to provide for an adequate level of community safety. Hamilton County has an array of services for inmates which have been developed over many years (see attached). However, we are concerned about a lack of coordination of services in the entire system. There is a continuum of service, components of which are walled off from other parts of the system. And there are concerns that there may be some services that could be very effective which are not included in the service mix and existing services which may not be monitored for effectiveness.

No local entity currently oversees or seeks to plan services for the entire spectrum of needs required to return inmates to productivity which is a challenge that must gain the steady and studied and continuous attention of the entire community. There are groups that work to coordinate activities of police, courts and jail authorities. Collaborations of existing professionals work together on addiction and mental health issues. The same can be said for other segments of the system that will have influence on the capacity of inmates to avoid re-incarceration: education, health, employers, etc. None is focused on the entire system which longs for coordination.

It is our recommendation that the Board of County Commissioners ("BOCC") appoints and empowers a Criminal Justice Coordination Commission ("CJCC") to oversee the entire panoply of services, in the jail and elsewhere in the community, needed to assure inmates and offenders maximize their chances of remaining out of the criminal justice system. The CJCC would be a standing entity that will over time gather data about

effective approaches to successful interventions for offenders and with the BOCC secure commitments from various parts of the system for improvements.

There will need to be a broad spectrum of community leaders engaged for service on the CJCC. Top decision makers need to be recruited. It is important to have members on the CJCC who can make commitments for their organization. Community influences that need to be represented at a minimum include business, faith-based, adult and child schools, representatives of all aspects of the court, jail and law enforcement authorities, behavioral and physical health experts, family services experts, the United Way and others. Collectively they will identify a plan for the implementation of promising services.

The CJCC will study best practices from across the country that are tested by disciplined research and that are thought to have local application. It will identify a plan for the implementation of promising services and expansion of existing proven effective approaches. It will identify where each service would be most appropriately located as well as where there are gaps in service. It will maintain an up to date description of a continuum of inmate services. It will assure that custodial services are reserved for the most in need. It will determine what programs should be developed or expanded for which classifications of inmate, or other persons who enter the criminal justice system but are not incarcerated. Perhaps most importantly it will recommend to the BOCC funding priorities related to appropriate service mix that reduces public safety risks in the most economical way.

Data will drive its deliberations. Results will orient its focus. Overarching results will include at a minimum reduced crime rates and reduced recidivism. Other indicators for each service can be developed and measured as an effectiveness strategy. For instance, have the released individuals been arrested again within 6 months? 12 months? 18 months? How many are employed? At what level are they paying taxes? Specialized services would have their own measurements. Are there recurring DUIs? Are child support payments being made?

The CJCC should recommend that the County provide incentives that will drive an outcomes agenda. While an incentive payment system could take many forms (e.g. provider payments for months or years an inmate has not been re-incarcerated), our subcommittee believes it to be a feature that assure stakeholders manage to the CJCC's intended outcomes. Specific goals along with accountability measurements should be established.

Finally, the subcommittee recommends that the CJCC be provided sufficient funds to engage the services of professional staff in the pursuit of their agenda.

Continuum of Treatment/Programming Options

Community	Supervised Community	Monitored Community	Community Residential	Custodial
Diversion and mediation programs – done by Pretrial Services and the Courts based on statutory and court rules	Community Control (Probation) – includes MH and Drug Court	Community Control (Probation) – includes MH and Drug Court	Drug Court/ADAPT for men and women (inpatient)	Justice Center (HCJC)
Community Mental Health Board – multiple community services for various MH diagnoses	Community Service	Electronic Monitoring Unit (sanction used pre- and post-sentence)	Halfway Houses operated by Talbert House and VOA for men/women (Pathways)	Queensgate (owned by CCA – operated by the County)
Non-residential (outpatient) treatment programs	Ignition Interlock Program	Day Reporting (used by Community Corrections)	Driver Intervention Program (DIP) – 3-day statutory program	Reading Road (owned & run by Talbert House – funded by County)
Mental Health Assertive Care Teams (ACT)	Mentally Disoriented Offender Unit (MDO)	Mental Health Court - Case Mgmt - Day Reporting - Residential	Crossroads – units for MH (utilized by MH Court) and lifeskills training for men and women	Turning Point (owned & run by Talbert House – funded by County)
Mental Health Access Point – MHAP	Alternative Intervention for Women (AIW)	Aftercare programs	Comprehensive Community Alcohol Treatment – Detox (run by Alcoholism Council)	River City (state funded facility under Common Pleas Court)
Court Clinic – forensic MH, case management	Drug Court/ADAPT for men and women (outpatient)	Crossroads – units for MH (utilized by MH Court) and lifeskills training for men and women	First Step Home – gender responsive program for women (residential – allows them to live with their children)	
TASC (Adult & Juvenile run by Central Clinic & RHAC now)	Aftercare programs	Pretrial release	Prospect House – program for substance abusing males with mentoring emphasis	
Aftercare programs	Electronic Monitoring Unit (sanction used pre- and post-sentence)		Respite facility for eligible MR/DD offenders	
Fines	Day Reporting (used by Community Corrections)		Off the Streets – for recovering female prostitutes	
Restitution			Chaney Allen – for severely troubled women who may be pregnant	
Pretrial release			Veteran's Hospital	
Various psychiatrists, psychologists, therapists			Tender Mercies – residential housing for severely mentally ill men & women	

Hamilton County, Ohio
Corrections Review Task Force: Cost/Facility Sub-committee Report
July 27, 2006

Members: Mr. Rick Tripp, Chair
Mr. Brian Frank
Mrs. Crystal Faulkner

The Cost/Facility sub-committee was created to provide focused analysis and recommendations to the Corrections Review Task Force concerning cost and facility issues for several options to address the current and long-term jail space needs. This effort was conducted in collaboration with the Treatment Services sub-committee.

NOTE: This sub-committee was not charged with assessing financing options as these options are largely driven by revenue policies established by the Board of County Commissioners.

Summary Recommendations:

1. The county's jail facilities are a part of the entire criminal justice system and the ultimate size and number of jail facilities will be determined by the interaction and collaboration of all components of the criminal justice system (law enforcement, prosecution, the judiciary, etc.). The Cost/Facility sub-committee supports the recommendations of the Treatment Services sub-committee concerning the need for better coordination and interaction of these various justice system components to improve outcomes at all levels.

   Until the results of better coordination are demonstrated and realized, the Cost/Facility sub-committee recommends that Hamilton County build an 1,800-bed facility to address immediate public safety needs.

2. The recommended 1,800-bed facility should be a stand alone facility that consolidates the Queensgate, Reading Road, and Turning Point facilities because it is the most cost effective approach based on operating and capital costs.

3. The county should establish a Jail Facility Working Group to help guide the county in the development of facility specifications and general design to minimize capital costs of the project. This group will include functional experts to ensure program and treatment areas (i.e., mental health services) are designed in a fashion to ensure maximum success in reducing recidivism.

4. The new facility should include specialty beds and housing to address the increasing special needs inmate population identified in both the Voorhis Associates and the Vera Institute reports.

5. The facility design should allow for future cost effective expansion to meet the jail space needs beyond the year 2020.

I. Background

The starting point of the sub-committee's efforts was a review and understanding of the Hamilton County Corrections Master Plan and supporting documents. The county engaged the services of Voorhis Associates Inc. to provide an assessment of the current corrections system and to provide a program plan with corresponding facility recommendations to address current system deficiencies and future bed space needs.

While the estimated project cost in the Master Plan totals $225 million for a 627,000 square foot facility it was important for the sub-committee to understand how these numbers were derived. Voorhis examined current facilities, alternatives to incarceration, treatment programs, inmate profiles, and population projections. These efforts are described in detail within the Master Plan report. Attachment A provides the breakdown of the recommended beds based on inmate projections through the year 2020, 15-years from when the assessment was begun in mid-2005.

Once the number and types of inmate beds were determined, space for support functions (food service, laundry, etc.) and programming (medical, mental health, other treatment programs) was determined. Attachment B provides the estimated square foot requirement by functional area.

After the type and size of the facility was determined, a firm that specializes in cost estimates for correctional institutions (Construction Cost Systems Inc.) was engaged to provide a construction estimate. This construction estimate combined with other project costs (land acquisition, professional service fees, etc.) results in the $225 million figure in the Master Plan document. This figure is not only aligned to the number and types of inmate beds determined in the planning efforts it also includes a facility core (kitchen, laundry, physical plant, etc.) for a inmate population projection through the year 2030. This provides the county the opportunity to cost effectively expand the facility for bed space alone in future years.

The sub-committee agrees with the space requirement and cost estimation approach of Voorhis Associates; however, the actual cost of the project will be determined once a site is selected, a detailed design is developed, and the space requirements for each area are assessed in the context of the detailed design under the oversight of the proposed Jail Facility Working Group.

While the general approach to the planning exercise is important to understanding the Master Plan recommendations, the more relevant information for the sub-committee was the facility assessment conducted as part of the Master Plan effort (Attachment C) as well as a 2002 independent facility assessment of the Queensgate facility. Please see section III for a description of the current facilities.

II. Approach

Once the sub-committee understood the Master Plan approach, the committee identified the factors that would allow for the development of alternatives to the recommendations in the Master Plan. These factors include, but are not limited to; the condition and ownership of existing facilities, construction type for a new facility (vertical v. horizontal), site location, the

number of facilities to operate and manage, total operating and capital costs, public versus private sector ownership and/or operations, need for and feasibility of expansion, providing treatment programs on-site versus off-site, and other risk factors.

This general framework helped the sub-committee develop the following options for evaluation:

a) Develop a new 1,800-bed facility and consolidate three of the four existing facilities into the new structure. [This is referred to as the Master Plan recommendation.]

b) Renovate the Queensgate facility to a higher security level, vacate the Reading Road and Turning Point facilities, and expand the existing Justice Center with a 1,000-bed addition. [This is referred to as the Queensgate Renovation / Justice Center Expansion alternative.]

c) Renovate the Queensgate facility to a higher security level, vacate the Reading Road and Turning Point facilities, and add a 1,000-bed addition to the Queensgate facility. The entire Queensgate jail facility would be owned and operated by a private contractor. [This is referred to as the Queensgate Renovation & Expansion alternative.]

The sub-committee assumed that existing treatment programs at Reading Road and Turning Point would be provided in a centralized facility to maximize efficiency and effectiveness.[1]

III. Current Facilities

As described in the Facility Assessment section of the Master Plan and summarized in the table that follows, the county uses four correctional facilities. Additionally, beginning in April 2006, the county also uses 200 contract beds at the Butler County jail.

Table I – Current Correctional Facilities

Facility	Ownership	Age (years)	Inmate Beds	Primary Use
Justice Center	County	21	1,240 (rated initially for 848)	Maximum security, inmate medical, central in-take
Queensgate	Corrections Corporation of America	100	822	All males,50% minimum security, 40% medium security, 10% maximum security
Reading Road	Talbert House	76	150	100 women and 50 men – substance abuse treatment programs
Turning Point	Talbert House	76	60	DWI treatment program – men
Total			2,272	

[1] Please see the Corrections Review Task Force report for a discussion of the need to centralize and coordinate treatment programs.

The county leases the Queensgate facility for approximately $2 million per year. The county also pays the property taxes at approximately $100,000 annually and all utility costs. Talbert House owns and operates the Reading Road and Turning Point facilities with the county providing security, food service, medical, and transportation. The facility costs associated with the Talbert House facilities are estimated at $442,000 annually. The Queensgate and Talbert House facility costs were included in the cost-to-own model described in Section V.

IV. Key Decision Factors Concerning Jail Facility Projects

In developing and assessing alternative jail facilities the sub-committee developed several essential criteria beyond the number of beds. Each of the alternatives was evaluated against these criteria. The criteria include:

- Does the alternative maximize operating efficiency, especially inmate transportation costs?

- Does the alternative minimize operating risks concerning the safety of staff, inmates, and visitors?

- Does the alternative limit the number and severity of construction risks associated with capital projects involving the concurrent operation of a secure facility that operates 24-hours per day, 7-days a week?

- Does the alternative provide a long-term option to address the county's jail bed space requirements by having the potential for cost-effective expansion or contraction of bed space?

- Does the alternative provide for appropriate program and treatment space to expand and integrate services to all inmates, regardless of security classification and to provide services to inmate populations that are not served now due to limited program space (i.e., mental health services)?

- Does the alternative comply with the Ohio Department of Rehabilitation and Corrections, Bureau of Adult Detention (BAD) local jail facility and operating guidelines and standards? Additionally, does the alternative meet the Ohio Basic Building Code requirements?

- Does the alternative maximize the county's long-term program and facility flexibility? For example, does the alternative provide the county the maximum flexibility to modify facilities and inmate services to meet the changing needs of inmate populations?

Operating Efficiencies: This criteria concerns the efficiency in the number of staff and facility costs to operate the entire correctional system. The Master Plan recommendation would require the addition of 170 correctional officers and the county would realize facility operating savings by vacating the Queensgate, Reading Road, and Turning Point facilities. Please see attachment D for the Operational Analysis of Options document concerning staffing requirements.

The Queensgate Renovation / Justice Center Expansion alternative would require 211 correctional officers. The difference in the staffing requirements from the Master Plan recommendation is a factor of the design of the facilities. A horizontal correctional facility (a 3-4 story jail) recommended in the Master Plan is more efficient to staff and operate than a vertical correctional facility (5 stories and higher) proposed in the Justice Center expansion alternative. The movement of prisoners, their support staff, and logistics (food and laundry) requires additional elevators, smaller inmate groups, and thus more staff in taller facilities. The Queensgate Renovation & Expansion alternative does not require additional staff because this option would be owned and operated by a private contractor and would result in the elimination of approximately 169 county correctional officers at the Queensgate, Reading Road, and Turning Point facilities. Please see section V for a discussion of costs for these alternatives.

Operating Risks: The safety of the inmates, staff, and visitors to any of the county's correctional facilities is a high priority. Movement of inmates ─ within the facility, to treatment programs, to the courts, and between correctional institutions ─ is a key risk area for operations. The Master Plan recommendation minimizes this risk through the consolidation of three facilities and the co-location of medical services and programming. For example, in the current environment, if an inmate becomes sick at Queensgate, Reading Road, or Turning Point a transportation detail is called to transport the inmate back to the Justice Center where the medical treatment facilities are located. All three alternatives address this type of risk. The primary operating risk difference between the alternatives is that the Master Plan recommendation calls for a consolidated facility design to integrate all areas of inmate movement where as the Queensgate Renovation included the other two alternatives still relies on the daily movement of 800 male inmates in and around a facility that was not designed as a correctional facility.

Construction Risks: There are a number of risks associated with the construction of the three alternatives. The Jail Facility Working Group will provide value-added experience and perspective to identifying and assessing these unknowns. For the Master Plan recommendation, a specific site has not been identified; it is assumed some type of environmental remediation would be required. The Queensgate Renovation / Justice Center Expansion alternative has a number of risks because the site adjacent to the Justice Center is over major underground utilities and building vertical is inherently more risky than a more horizontal approach. This option also has the risk, planned or unplanned, of disrupting existing operations at the Justice Center during construction. The Queensgate Renovation & Expansion alternative is the most risky from a construction perspective because the property adjacent to Queensgate facility may not be available or cost effective. This property is the old Hudepohl site and it will inevitably include some environmental remediation. Furthermore, there is the potential that the entire area around Queensgate will be heavily impacted by the Brent Spence Bridge replacement project in future years.

Expansion Capability: The Master Plan identifies bed space requirements through the year 2030, but it only recommends bed space to address inmate projections through 2020. With this recommendation it is important to consider the feasibility of expansion after 2020. The Master Plan recommendation includes property assumptions and core facility functions to expand at a

later date. The Queensgate Renovation / Justice Center Expansion and Queensgate Renovation & Expansion alternatives do not allow for planned expansion in the future.

Program and Treatment Integration: Based on the discussions of the Corrections Review Task Force, it was clear that the coordination of various programs to assist inmates in developing positive behaviors, address substance abuse, and other services (medical and mental health) was an important part of a facility recommendation. All three alternatives would centrally locate programming in one facility. For the Master Plan recommendation the facility would be at a site to be determined. For the Queensgate Renovation / Justice Center Expansion alternative the programming would be at the Justice Center expansion site, and for the Queensgate Renovation & Expansion alternative programming would be in the Queensgate expansion. The Master Plan recommendation would have the programming functional areas align with housing and support areas to minimize inmate movement and to collocate similar services. The Queensgate Renovation / Justice Center Expansion alternative would require transporting Queensgate prisoners to the Justice Center for medical treatment and inmate programs. The Queensgate Renovation & Expansion alternative would have the programming all in one place as part of expanded Queensgate facility, but the movement of inmates would not be as efficient because the existing Queensgate facility was not designed as a correctional facility.

Ability to meet BAD Standards and the Ohio Basic Building Code: The County will have to work the Bureau of Adult Detention (BAD) to have building plans approved for adherence to operating and facility standards and guidelines. BAD has been known to provide waivers in certain conditions. For example, the county received BAD waivers in 1992 to use the Queensgate facility as a jail facility. The building owners (Corrections Corporation of America – CCA) are uncertain if the Queensgate facility would meet the current BAD standards when upgrading the security at Queensgate to the current inmate profile at the facility. The Master Plan recommendation calls for a new facility in which BAD would be involved beginning with the design phase.

Concerning the Ohio Basic Building Code, the expansion and/or renovation of the Justice Center and the Queensgate facilities introduces elements of risk and unknown costs concerning the potential of having these facilities brought up to the current building code requirements.

Long-term Flexibility: This criteria involves the county's ability to enhance, modify, and control the facility and programming needs of the corrections system. The Master Plan recommendation results in two county-owned facilities where as the other alternatives include some form of private ownership of the facility and operations. To the extent that these owners have financial difficulties or a change in business focus, the county may be exposed to an immediate need for detention facilities and/or inmate services. In the case of the Queensgate Renovation & Expansion alternative (operated by a private contractor) the immediate need may not only be an 1,800-bed facility, but hundreds of staff to operate the facility.

V. Cost-to-Own Model and Comparison of Alternatives

In addition to facility attributes, the sub-committee also determined the estimated total operating and capital costs of the alternatives developed. The methodology to develop the cost model included the following assumptions:

- A 30-year period;
- Municipal tax exempt financing rates via Bloomberg.com with a contingency;
- 2005 actual operating costs, personnel and non-personnel, for the entire Hamilton County correctional system;
- Capital costs from the Correctional Master Plan, the URS Corporation, and the Corrections Corporation of America (CCA);
- Per-diem rates from CCA; and
- Annual inflation of 3%.

It is important to recognize the construction cost is heavily dependent on the relative size of the core functions (food service, medical, programming) and the types of inmate beds (i.e., single cells, medical beds, dormitory beds, etc.). In developing alternatives, the sub-committee ensured the number and types of beds were consistent across all alternatives. The alternatives needed to be consistent to the program plan in the Master Plan document. It would be less expensive to just build "bulk storage" dorms for 1,800 beds, but the special needs of the county's inmate population would not be addressed (i.e., medical and mental health services, and treatment programs for substance abuse for inmates in all security classifications).

The sub-committee worked directly with CCA to determine the operating costs of the Queensgate renovation and expansion alternatives. As summarized in Table II, the committee estimated that the county would spend between $2.7 billion and $3.5 billion over a 30-year period for the entire corrections system. As a point of reference, the Hamilton County spent approximately $42.9 million in 2005 for corrections. The detailed cost model is provided in Attachment E.

Table II – Total Cost-to-Own Comparison

Alternative	30-Year Operating	Capital (Includes Debt Service)	Total Cost to Own	*County Facility Residual Value*
Master Plan Recommendation	$ 2,418,166,926	$ 317,963,283	$ 2,736,130,209	*$ 44,104,047*
Queensgate Renovation / Justice Center Expansion	$ 2,644,938,880	$ 200,636,820	$ 2,845,575,699	*$ 27,829,930*
Queensgate Renovation & Expansion	$ 3,472,195,612	$ 9,174,000	$ 3,481,369,612	*n/a*

Note: Each alternative includes an annual 3% inflationary increase for operating costs.

As detailed in the previous table, operating costs are the biggest factor in providing correctional services. Over a 30-year period, the most cost effective option is to build an 1,800-bed facility consistent with the Master Plan Recommendation that is financed and operated by the county. This less costly approach is primarily a factor of the efficiencies gained by consolidating three older facilities not originally designed as correctional facilities. The total cost is also less because the county's financing costs are lower than the private sector. The difference in the Master Plan Recommendation and the Queensgate Renovation / Justice Center Expansion is approximately $109 million, or 4%.

Though not included in the total cost-to-own calculation, the County will still have the residual (depreciated) value of $44.1 million for the facility in the Master Plan Recommendation after 30 years. In the Queensgate Renovation / Justice Center Expansion alternative there is an estimated residual value of $27.8 million for the County-owned Justice Center expansion after 30 years.

VI. Temporary Structures

The Jail Task Force requested the Cost/Facility sub-committee to assess the possibility of incorporating the temporary structures proposed by the City of Cincinnati into the permanent solution for the County's detention needs. Because this is a somewhat novel approach to an urban county jail environment, there are not many examples of these structures to compare.

We did contact the Bureau of Adult Detention (BAD) within the Ohio Department of Rehabilitation and Corrections for their position concerning temporary structures. BAD is responsible for approving all local jail plans within the state as well as the periodic inspection of local jails. BAD also sets minimum facility and operating standards for local jails. BAD routinely gets requests from manufacturers and Ohio counties to use temporary structures to ease jail overcrowding. This would include bubble tents, manufactured housing, and the conversion of buildings not originally constructed for jail operations (i.e., Queensgate). According to BAD, they have not formed a set policy on temporary structures because each jurisdiction's jail space needs are different and there are some limited instances where these structures would be approved. These limited instances only apply to temporary needs (2-3 years) for a very narrow inmate classification.

Based on BAD's understanding of the Hamilton County Jail system's prisoner risk profile, especially in light of BAD's understanding that the current "Queensgate" facility may not be housing prisoners at the agreed upon 'minimum risk only' prisoner classification, they question whether there are sufficient 'sentenced / minimum risk' prisoner counts available to justify a Minimum Security Jail project of the size being proposed (800 beds). In addition to this very limited range of eligible prisoners, BAD is not certain how well the structural components of this temporary style facility will match up with the required 'construction criteria' that must also be approved by BAD; and, there is some question as to how any proposed 'temporary approval' would be viewed, in light of the fact that the earlier agreed upon use of the current "Queensgate" facility has now continued to operate approximately 10 years beyond it's originally approved use.

Introducing these structures in an urban environment will increase land acquisition costs because of the additional space requirements for these single-level facilities. These structures also increase operating costs (i.e., utilities) and require additional costs for perimeter fencing and associated security staffing. Finally, zoning restrictions and community opposition may pose obstacles to this approach.

VII. Recommendations

1. The county's jail facilities are a part of the entire criminal justice system and the ultimate size and number of jail facilities will be determined by the interaction and collaboration of all components of the criminal justice system (law enforcement, prosecution, the judiciary, etc.). The Cost/Facility sub-committee supports the recommendations of the Treatment Services sub-committee concerning the need for better coordination and interaction of these various justice system components to improve outcomes at all levels.

The sub-committee believes that increased collaboration among the components of the criminal justice system will generate ideas and an enabling environment to assess and implement these ideas. The continual assessment and adaptation of the entire justice system to will ultimately improve outcomes for persons entering the system as well as fostering an environment that helps persons avoid the criminal justice all together…resulting in less of a need for jail space in the future.

Until the results of better coordination are demonstrated and realized, the sub-committee recommends that Hamilton County build an 1,800-bed facility to address immediate public safety needs and to realize operating savings and improved treatment program effectiveness by consolidating the existing outdated facilities. The 1,800-bed facility supports the inmate projections through the year 2020 and results in a total corrections system of 3,044 beds.

2. The recommended 1800-bed facility should be a stand alone facility that consolidates the Queensgate, Reading Road, and Turning Point facilities because it is the most cost effective approach based on operating and capital costs.

3. The county should establish a Jail Facility Working Group to help guide the county in the development of facility specifications and general design for the preparation of procurement documents. Included in this effort will be experts to ensure functional areas (i.e., mental health services) are designed in a fashion to ensure that the space allocated to these services is conducive to maximizing the success of these services in reducing recidivism.

4. The new facility should include the specialty beds and housing to address the increasing special needs inmate population (female inmates, mental health and special medical conditions, and substance abuse) identified in the Voorhis Associates report and the Vera Institute reports.

5. The facility design should allow for future cost effective expansion to meet the jail space needs beyond the year 2020.

VIII. Conclusion

We wish to thank the County Commissioners for creating the Corrections Review Task Force to study this important issue facing Hamilton County. We would also like to formally express our appreciation to the Vera Institute for their insight to the coordination of inmate services and the entire criminal justice system, to Voorhis Associates for helping the sub-committee get through the various reports that support the Master Plan, and Corrections Corporation of American and Talbert House in assisting in our cost analyses.

Attachments:

A. Hamilton County Correctional Master Plan: Bed Space Distribution
B. Hamilton County Correctional Master Plan: Facility by Functional Area
C. Hamilton County Correctional Master Plan: Facility Assessment
D. Hamilton County Correctional Master Plan: Operational Analysis of Options
E. Cost-to-Own Comparison of Alternatives

Attachment A

Hamilton County, Ohio
Jail Bed Breakdown

Proposed Corrections Facilities

TOTAL CAPACITY		3,044
Justice Center	1,240	
Proposed New Facility	1,804	

Current Corrections Facilities

TOTAL CAPACITY		2,272
Justice Center	1,240	
Queensgate	822	
Reading Road	150	
Turning Point	60	

Women's Housing

Medical 16 single cell, 8 double cell	32	Medical-Infirmary (Justice Center)	7
Medical/Mental Health Transition 16 single cell, 8 double	32	Short-Term Treatment, Intake Overflow (Reading Road)	50
Program Housing 120 dorm beds	120	Treatment Housing (Reading Road)	50
Mental Health 16 single cell, 4 four-person	32	All Other Housing (Justice Center) - Intake/Special Management/Orientation - Medical/Mental Health - General Population	208
Intake/Special Management 32 single cells	32		
Orientation/Assessment 30 double cells	60		
Pre-release 60 dorm beds	60		
General Population (programming enabled) 120 dorm beds	120		
TOTAL WOMEN'S HOUSING	488	TOTAL WOMEN'S HOUSING	315

Men's Housing

Mental Health 120 single cell, 16 double cell	152	Mental Health (Justice Center)	46
Medical Housing/Infirmary 24 single cell, 32 double cell	88	Medical-Infirmary (Justice Center)	37
Medical Transition 28 double cell	56		
Intake 120 single cells	120	Intake - Pre-arraignment (Justice Center)	48
Orientation/Assessment (Admitting) 120 single cells	120	Admitting - Post-arraignment/Workers (Justice Center)	72
Treatment Program Housing 120 dorm beds	120	Treatment Housing (Turning Point) Treatment Housing (Reading Road)	60 50
In-Facility Workers 120 dorm beds	120	General Population/Workers (Queensgate)	822
Pre-Release/Outside Details 180 dorm beds	180		
General Population (programming enabled) 360 dorms beds	360		
Justice Center Med/Max Security Single and double cells	1,240	Justice Center Med/Max Security	822
TOTAL MEN'S HOUSING	2,556	TOTAL MEN'S HOUSING	1,957

Tobacco-Free Facility

Any facility developed will be a tobacco-free facility. An area outside of the facility, out of public view, will be necessary for staff who smoke on break.

Summary of Spaces

Component #	Component	Subcomponent	Net SF	Circulation Factor	Gross SF
1	Intake	Sallyport	11,150	1.2	13,380
		All Other	8,940	1.54	13,770
2	Admissions & Classification	Admissions	6,540	1.54	10,070
		Property	4,305	1.54	6,630
3	Transportation & Release	Release Processing	1,565	1.54	2,410
		Transport Staging	2,725	1.54	4,200
		Court Holding	2,585	1.54	3,980
4	Security and Control	Central Control	3,900	1.54	6,010
5	Housing	Cell Housing	91,005	1.75	159,260
		Dormitory Housing	100,375	1.6	160,600
		Shared Housing Spaces	45,870	1.5	68,810
6	Health Care	Medical Clinic	6,420	1.54	9,890
		Medical Staff Access Zone	4,045	1.54	6,230
		Mental Health Clinic	1,580	1.54	2,430
		Mental Health Staff Access Zone	2,340	1.54	3,600
7	Programs	Inmate Access Zone	10,190	1.3	13,250
		Programs/Vocational Office Zone	1,165	1.54	1,790
8	Visitation	Jail Public Areas/Video Visit Center	5,045	1.4	7,060
		Special Visiting Suite	2,280	1.54	3,510
9	Support Services	Food Service	20,390	1.4	28,550
		Laundry	1,885	1.4	2,640
		Janitorial	7,065	1.4	9,890
		Commissary	2,520	1.4	3,530
		Vehicle Maintenance	3,265	1.4	4,570
		Maintenance Shop Area	3,345	1.4	4,680
		Maintenance Office Suite	1,370	1.54	2,110

Component #	Component	Subcomponent	Net SF	Circulation Factor	Gross SF
10	Administration	Corrections Administration	3,840	1.54	5,910
11	Staff Support		12,530	1.4	17,540
12	Courts	Video Court	2,905	1.54	4,470
	Total Programmed		371,140		580,770
	Mechanical (8%)				46,460
	Total				627,230

This program assumes that a new facility is developed at a separate location from HCJC to provide for a total of 1,804 beds, 1,032 of which are replacement beds and 772 are new beds. This space program provides a total of 371,140 net square feet and will result in a total of 627,230 gross square feet.

Section 8. Facility Evaluation

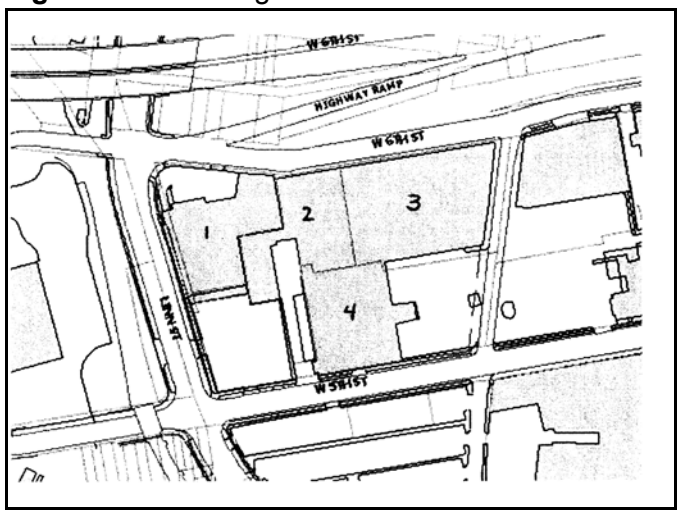
This section of the master plan provides a detailed analysis of the Queensgate Correctional Facility as well as a summary analysis of the Hamilton County Justice Center, the Reading Road Facility, and Turning Point.

Queensgate Correctional Facility Assessment

General Information

Location and Property Description

Figure 8.1 Queensgate Location



The Queensgate Correctional facility is located at 516-528 Linn Street in Cincinnati on approximately 1.5 acres of land, bounded by Fifth Street, Sixth Street, and Linn Street. This area is within an enterprise zone. The lot is irregularly shaped and is physically contiguous to a number of adjacent buildings, which were formerly part of the Hudepohl Brewery. There are four parcels as shown in Figure 8.1, and there are three other unimproved parcels (516 Linn Street) which are now part of the exterior recreation area. According to Hamilton County Auditor's records, the property includes 145,950 square feet of improved space and is valued at $156,000 for the land and $3,690,100 for the improvements.

Adjacent properties appear to be in the process of redevelopment as sections of the former Brewery are torn down. Adjacent properties are valued at $320,400, $195,400 and $767,000. These have been recently purchased, most likely with an eye to redevelopment of the area.

This area is industrial in nature. The former Hudepohl Brewery is located to the east; this facility is currently being razed. A viaduct lies to the north, with the Expressway just beyond it. To the west is a railroad line, which is consistently used. To the south are several food distribution warehouses. This area appears currently to have no residential components and appears not to have much traffic during non-business hours. A neighborhood redevelopment and remediation project is occurring at Baymiller and 3rd Street, about a block away. The proposed uses for the renovated structures will be offices.

Financial Information

Queensgate was converted to correctional use from 1990-1992, when it was occupied by the County. US Corrections Corp completed the renovation and was subsequently acquired by Corrections Corporation of America (CCA). CCA leases the facility to the County through its Prison Realty Trust division. CCA receives a property tax reimbursement; Hamilton County operates the facility. The County is also responsible for paying property taxes and maintaining fire and extended liability coverage. CCA is responsible for maintenance of the structure, which is defined in the lease as roof, boilers, electrical systems, plumbing systems, structural components, drywall and tile, water heaters, elevators, emergency generator, inmate visiting phones and exterior painting *unless the damage is caused by inmate or staff abuse*. The County is responsible for maintaining the parking lot, fencing, razor wire and gates, routine maintenance of locking mechanisms and security systems, routine cleaning of smoke/heat detection devices, kitchen equipment, interior painting, security screens, and washers and dryers. CCA is essentially responsible for system failures, while the County is responsible for any damage related to inmate or staff abuse. In the opinion of the consultant, since most damage in correctional facilities can be traced - either directly or indirectly - to inmate or staff abuse, the County is likely to be responsible for most maintenance in the facility.

Table 8.1 Lease History

Year	Lease Amount
1992	$2,044,000
1993	$2,044,000
1994	$2,044,000
1995	$2,044,000
1996	$2,044,000
1997	$2,044,000
1998	$2,044,000
1999	$1,737,400
2000	$1,772,148
2001	$1,807,591
2002	$1,843,743
2003	$1,880,618
2004	$1,918,230
2005	$1,956,595
	$27,224,325

Figure 8.2 Queensgate Correctional Facility

Hamilton County has had three leases during the thirteen years that Queensgate has been operational. The first two leases were for a period of five years each; the current lease provides a three year term, with three one-year renewals. This lease includes a 2% payment in addition to the base rent. The County is in the second annual lease of the current period, which implies that this lease will be up in 2006.

Facility Description

The facility is a former Kruse Hardware warehouse, which was constructed in 1900 according to Auditor records, and has a total of 135,050 gross square feet. The Queensgate Facility is an eight story structure; inmate housing is located on seven floors. There is a significant slope on this site which results in several floor levels. Vertical circulation occurs using two, twelve passenger elevators, as well as two stair towers. Each housing floor has approximately 12,000 gross square feet. Inmate services are located in the basement as well as the first and second

floors of the facility. This structure was expanded to provide a more adequate public entry and waiting area and appears to have been modified to provide for correctional functions.

First Floor

This floor includes mechanical and storage space. Although a portion of this floor is shown on the blueprints as inmate recreation, that does not appear to be its current use.

Second Floor

This floor includes:
- Inmate recreation,
- Commissary,
- Inmate dining,
- Staff dining and vending,
- Inmate health care (a waiting area, a nurse-station, medication storage, two exam rooms, and associated storage),
- Kitchen, which is primarily a serving kitchen and tray wash,
- Holding and processing area, which includes three small holding cells with access to an exterior, fenced vehicle sallyport.

Public access to this facility occurs on Floor 2a. This appears to be a newer structure and may have been modified significantly when the facility was renovated. This floor includes:
- Visitor waiting, which occurs in an addition,
- Non-contact visiting,
- Professional visiting (one room),
- Central Control and Visitor Registration,
- Male and female staff lockers,
- Staff services, which includes briefing and physical training areas, and
- Administrative space (conference room and several staff offices).

Third Floor

Because there are some additional functions on this floor, this is the smallest of the housing floors. This floor also includes:
- Two classrooms (one of which is used as a library and meeting room for program staff and inmates in programs),
- Computer lab/classroom, and
- Administrative offices (6).

Housing Functions

According to the original plan, all housing floors were designed to accommodate 112 inmates which would result in an operating capacity of 784 inmates. As constructed, each floor accommodates a slightly different number of inmates, resulting in a total facility capacity of 822. The second and third floors accommodate 116 inmates, the fourth floor accommodates 114 inmates and the remaining floors accommodate 119 inmates. Each floor includes:

- Two dormitories, each of which have access to inmate telephones and the automated Jail Help system, which provides inmates information about pertinent information, such as their account balances, bond amounts, and court dates,
- One recreation room (with television),
- One dayroom (on the side which does not have television),
- Two group shower rooms, each with ten shower heads, which meets the current Ohio Standard for Full Service Jails for up to 120 inmates,
- Two toilet rooms, each with five toilets, four urinals, and eight sinks, which meets the current Ohio Standard for Full Service Jails for up to 108 inmates (for toilets and urinals, assuming that urinals can be substituted for up to half of the toilets) and for up to 96 inmates (for sinks),[1]
- One laundry room with two residential washers and two residential dryers,
- One janitor's closet,
- One staff restroom,
- One small storage area, and
- Two open staff workstations, one in each dormitory.

Inspection Reports

The Ohio Bureau of Adult Detention (BAD) is responsible for inspection of jail facilities in the State. Inspections occur annually and typically focus on a selected group of standards which change annually. This section provides a summary of findings of BAD inspections.

1. 2005 Inspection
   a. BAD - The facility was in compliance with all 63 standards which were reviewed this year.
   b. Environmental Sanitation Report for Institutions - although information was provided for the Justice Center and Reading Road, no report was provided for Queensgate.
   c. City of Cincinnati, Division of Fire Inspection Report - noted no violations.
2. 2004 Inspection
   a. BAD - the facility was in compliance with the 27 standards selected for inspection this year.

[1] Because Ohio Standards have been modified over time, it is likely that the number of sinks and toilets met the required number for the anticipated number of inmates on the floor at the time that the project was developed.

b. No environmental or fire inspections were available for this year.

3. 2003 Inspection
   a. BAD - the facility was in compliance with the 29 standards selected for inspection this year.
   b. Environmental Sanitation Report recommended the following:
      i. Replacement of stained ceiling tiles in the cafeteria
      ii. Repair of sinks in the housing areas, including addressing issues with low water pressure
      iii. Repair of several toilets and urinals that were out of order
      iv. Replacement or cleaning of light shields
      v. Repair of flooring in showers
   c. The Food Service Operation Inspection report by the Ohio Department of Health found no violations.
   d. The City of Cincinnati Fire Inspection found no violations.

The degree to which this facility has received good inspection reports is a credit to the staff who work at this facility. It is clean and orderly, which is a remarkable achievement for a facility of this age and use. However, there are clear operational and maintenance issues in this facility. The next sections of this report focus on the issues that characterize operations observed and discussed during an initial review of the facility.

It is evident that this facility is somewhat atypical for minimum security facilities found in the State of Ohio. The Bureau of Adult Detention provides some of the most stringent construction and renovation criteria for correctional facilities in the US. Staff at the Sheriff's Office who were involved in the development of the facility found that US Corrections Corp was not familiar with Ohio requirements and developed the facility with a number of characteristics that would not normally have been approved by the Bureau of Adult Detention. It was necessary to obtain a number of variances to allow the facility to open.

The areas in which variances appear to have been necessary include:

- dormitory size,
- the number of showers, toilets and sinks (as noted above),
- the need for direct voice contact with a continuously staffed post or central control and direct voice contact with adjacent corridor, and some of the building elements or dimensions such as the type of glazing and dimensions of the windows, type of fasteners, type and location of view panels, method of anchoring items, such as windows, the method of anchoring ducting systems and other HVAC materials, the type of locking system selected in conjunction with the inability to use electronic locking devices to restrict movement across zones within the facility, and accessibility to handicapped prisoners.

Functional Analysis

On June 2, 2005, the consultants conducted a three-hour walk through of Queensgate with staff of the Hamilton County Sheriff's Office and Hamilton County Budget Office. This section of this document identifies issues that were noted during that walk-through and are the consultants' observations.

1. In-facility Service Delivery Strategy, Circulation and Movement
   a. All inmate services are centralized in this facility, which means that inmates must move off their housing floors for any activity. This occurs at least three times per day for meals, and every time an inmate participates in exercise, visiting or program activities.
   b. Because there is very limited elevator capacity, movement to these activities takes a considerable amount of time.
      i. Elevator capacity consists of two elevators, each of which can accommodate 12 passengers, while more than 100 inmates live on each floor. Staff report that these elevators are often "unreliable" resulting in periods when one of the elevators is not operational. Over time, because of their age and use, it is likely that this problem will grow while the facility remains in use.
      ii. Because of restricted elevator capacities, inmates will use the stairs. The typical process is down by stairs and up by elevator if the inmates are housed on the sixth - eighth floors. Otherwise, upward movement is by stairs as well. For mass movement, one officer leads the group of inmates and the second officer from the floor brings up the rear. Not only does this degree of movement using stairs present a "trip and fall" risk, but, because of the construction of these stairs, it also places inmates out of staff view for extended periods, resulting in potential security and safety issues for both staff and other inmates.
   c. Movement off the floor will be escorted (for mass movements) and unescorted (for individual movement).
   d. Unlike the wide, straight corridors, with no indentations, designed to accommodate inmate movement, Queensgate has narrow corridors, with many perpendicular connections. There are also a number of areas in which indentations (such as entries to office or storage areas) on a major corridor provide places where an inmate may move out of view of escorting staff. The implication of this type of corridor system is that video surveillance of these areas would be prohibitively expensive if full coverage of corridors were desired.
   e. The implication of this type of movement, in conjunction with the relative lack of security technology, suggests that this facility would be appropriate for minimum security inmates at best - and only those who are not particularly vulnerable. This facility would also be difficult for inmates with physical disabilities which make movement (particularly movement up and down stairs) difficult. In fact, the facility can not accommodate insulin dependent diabetics or inmates with heart, mobility or respiratory problems.
2. Inter-facility Movement
   a. In addition to centralizing services within the facility, the Hamilton County Sheriff's Offices has centralized support services (food and laundry). Meals are prepared and laundry is done at a single location at HCJC. This is clearly the most efficient

strategy to perform the work, but with a remote facility leads to the need to move food and laundry from HCJC to remote locations. Each of these issues will be discussed in the section of this report which deals with that function.

b. There is a significant movement of inmates on a daily basis between Queensgate and HCJC.
   i. Inmate workers typically come from minimum classifications and because Queensgate is the primarily location for minimum custody inmates, most workers will live at Queensgate, even though their work assignment may be elsewhere.
      (1) Kitchen crews are approximately 30 inmates, who work two shifts.
      (2) Laundry crews are approximately eight inmates who work two shifts.
      (3) Commissary crews are approximately five inmates who work one shift.
   ii. Inmates in Queensgate may be either pre-trial or sentenced. Inmates frequently have court appearances and it is not uncommon to have 100 inmates from Queensgate going to court on a single day.
   iii. Inmates in Queensgate who need dental services or specialty appointments also have to be transported to HCJC.

c. Transportation begins as early as four AM and continues throughout the day. This is perhaps the most inefficient consequence of separation of facilities. What would simply be walking down a corridor in a single facility now involves multiple vehicles from 40+ passenger busses, vans and cars, with transportation staff driving inmates and food from the central location.

3. Security and Control

a. Queensgate is a decidedly “low tech” facility. There are less than ten cameras in use in the facility, which is remarkable considering the number of floors; while some cameras appear to have been replaced, because the quality of the image is quite good, there are a number which provide very poor recognition capacity.

b. Central Control is located at the public entry to the facility and performs the typical duties of security system monitoring, door control, emergency response, and communication. In addition to telephone, staff radios provide the only means of communication within the facility. The intercom system is no longer functional.

c. Montgomery Technology, based in Greenville, Alabama, made the door control system. Unlike most facilities which use either electric or pneumatic locking devices, this system appears to rely on doors with magnetic locking devices, which were reinforced by adding additional magnetic locks after the first set of locks were found to be inadequate. The doors initially installed were also easily bendable, resulting in a minimal security perimeter. Remote locking devices focus on the perimeter and first floor. The consultant has never seen this type of locking system in any correctional facility and has not been able to find another correctional setting which has used this type of system. It is worth noting that this facility had to be developed quickly, in an existing structure. As a result, this locking system may have been selected because of time constraints or because it is easy to install with minimal re-wiring.

d. All movement beyond the security perimeter within the facility appears to be key operated. The control panel is deteriorating, and the Sheriff’s Office reports a number of control system failures. Key operated facilities are vulnerable to at least three specific types of problems.

i. In an emergency, if a key is dropped or lost, it may become impossible to leave the floor unless central control is able to open the door remotely or the fire system automatically opens all doors opening. Central control does not have the ability to open doors to the inmate stairs and staff carry keys to allow inmates into the stair towers.
ii. If an inmate plans to leave the facility, then staff who have keys to the stairwells may become vulnerable.
iii. If a disturbance breaks out on one floor, it would take almost no time for the disturbance to spread to other floors.

4. Intake and Release - All inmates are booked and released from HCJC. Property remains at the HCJC. As a result, inmates who are being released are moved from this facility to HCJC.
5. Health Care
   a. Inmates can be seen in the clinic which is located adjacent to the inmate dining area.
   b. To facilitate picking up medications, the clinic has a window which opens to the inmate dining area. However, the area in the health clinic from which medications are distributed is also the medication storage area. This process is efficient, but restricts the kinds of medications that are distributed from this location and as a result the type of inmate who can be housed at Queensgate.
   c. The level of health care available at this facility is limited to nursing care, using LPNs; a doctor comes to this location five days a week. As a result, if an inmate needs to see the dentist or another specialist, he is transported to HCJC.
   d. As a result, this facility should be considered appropriate housing for relatively healthy, younger inmates.
6. Inmate Programs
   a. All programs delivered to this population are done away from housing areas. These programs are delivered on the third floor of the facility, with inmate access through the housing unit on this floor. This is problematic because it provides an opportunity for floors to interact (which is not desirable) and it is also disruptive to this unit of workers (whose work assignment begins at approximately 3:30 AM). As a result, use of this area during evenings for programming is disruptive.
   b. This area is difficult to supervise, since it is not visible from a staffed location and incidental supervision by staff passing the area in a corridor is not viable either, since this area is isolated from areas in which staff routinely move.
   c. Programs include:
      i. School, particularly GED,
      ii. Library and law library,
      iii. Religious services and Bible studies,
      iv. Self-help groups (AA/NA), and
      v. Special events or special interest programs, provided by a variety of volunteers.
   d. Classroom space is limited to two classrooms, accommodating 20 and 12 inmates respectively. The implication for this minimum security population is significant. Minimum inmates are non-violent pre-sentenced misdemeanants, sentenced misdemeanants, and sentenced non-violent felons. Of all populations in the jail, this may be one of the largest groups to which programming should be targeted. The facility sets a significant limit on the number of inmates who can participate in programming because the areas in which it can occur are extremely limited. The implication is that the population who could most likely benefit from intensive correctional programming focusing on reducing recidivism has limited opportunities for participation.

7. Exercise
   a. Ohio standards require that inmates are offered one hour of exercise five days per week.
   b. The facility has both an indoor and outdoor exercise area to which inmates must be moved.
      i. The indoor area is large enough to allow between 30 and 60 inmates to exercise by square footage requirements, but functionally would be more appropriate for a smaller population. There are no security cameras in the gym. Because multiple housing units used the same area, there is always the potential for contraband and information to be passed from unit to unit.
      ii. The outdoor area is larger, but is only used during warm weather months. When used, three officers are located inside and a fourth (armed) officer is available outside. The outdoor area is particularly vulnerable to the potential intrusion of contraband since it abuts a public street. The fencing is 12' chain link with razor wire at the top; because inmates in the exercise area are completely visible to the street, they are also vulnerable when in the area. Staff report at least one incidence of drive by shootings while inmates are in the exercise area.
8. Visiting
   a. Queensgate uses a centralized, non-contact form of visitation. Family visitors enter a lobby and waiting area, which are not adequately sized for the number of visitors this facility routinely has, and move into the visitor's side of the visiting area after registration. Telephones allow visitors and inmates to communicate.
   b. There are approximately 40 booths and one contact, professional visiting room. The layout of these booths occurred to maximize the number of booths that could be provided in the limited space. Unfortunately the strategy selected failed to consider the need to observe visiting to prevent illicit or inappropriate communication. As a result, this area is difficult to supervise effectively. Both of these areas are very noisy when they are full.
   c. In contemporary facilities, the general visiting strategy in facilities of this size is to either provide decentralized non-contact visiting at the housing areas or to use video-visiting technology. While the first might have been feasible at the time of renovation, neither seems viable - from either a construction or financial perspective - at this time. As a result, the facility has a movement-intensive form of visiting, which is difficult to supervise.
9. Food Service
   a. Food service is provided from the central kitchen at HCJC. Food is transported three times a day, in bulk, in insulated containers. Food is portioned onto trays at a cafeteria serving line by inmate workers. There are at least two problems which occur as a result of this strategy:
      i. The need for timely delivery of food impacts operations at both the Hamilton County Justice Center (HCJC) and Queensgate. Timeliness is essential to ensure that food is maintained at the appropriate temperatures.
      ii. The distance between HCJC and Queensgate results in a longer time to resolve problems which can occur in the amount of food provided. This typically is noticed the second time that the food is portioned onto the tray at Queensgate. If not enough food is sent in the bulk containers from HCJC, it presents problems at Queensgate. Since food is one of the things that is most important to inmates, this has the potential to create a major problem in the dining area for those inmates who eat last.

b. The serving kitchen has large heaters and coolers to keep food at the appropriate temperature, but there have been consistent complaints regarding the quality and temperature of food at this facility.
c. The kitchen has extremely limited capacity and prep activities are limited to sandwiches and salads. As a result, in an emergency, such as a weather emergency, this kitchen would not be able to prepare meals.
d. There are two major implications of this strategy for food service delivery:
   i. It is very labor intensive to move food three times a day from HCJC. Unlike a connected facility, in which inmate workers can push food carts to the appropriate location, this method requires staff drivers and vans to move food.
   ii. Most institutions have moved away from central dining, since this is one area in which large groups of inmates gather. In the past, dining areas have been the spots in which inmate disturbances broke out. In this facility, more than 100 inmates move together to central dining, which is supervised by more than five officers. In spite of the commitment of staff resources, this is an area which is vulnerable to disturbances.
e. The degree to which movement occurs between the two facilities also creates inefficient operations. While a centralized kitchen is clearly an efficient way in which to prepare food, moving it three times daily is not. There are similar problems with movement of laundry. Even more problematic is the movement of inmate workers between the facilities, since this provides potential security risks to the community.

10. Laundry
   a. All uniforms, bedding and towels are laundered at HCJC.
   b. This is a second function which requires the movement of large volumes of material from Queensgate to HCJC and vice versa. This also requires the staff drivers and vans to move laundry.
11. Work Details
   a. Correctional facilities typically used minimum inmates as food service, laundry, and janitorial workers. The implication of this practice for Hamilton County is that inmate workers typically live at Queensgate but must be transported to and from HCJC at least twice a day to their work location.
   b. This results in a significant amount of transportation of inmates between the two facilities. Not only is this labor intensive, but it also creates a number of security risks whenever inmates are moved outside of the perimeter of an institution.
      i. Inmates are often impulsive, and depending on what is happening in their lives, they may feel or act differently from the behavior classification personnel would normally anticipate.
      ii. The number of inmates who are moved is significant. Kitchen crews alone are groups of 30 inmates, and there are at least two kitchen crews transported per day.
      iii. Work crews that work outside the facility also live at this location. When inmates work outside the facility, even though they are supervised, there is an increased possibility of the introduction of contraband.
12. Maintenance - the facility provides for the typical maintenance functions. These functions will be discussed more fully later in this section.
13. Staff and Administrative Functions - the facility provides locker, break and briefing areas for staff.

The very nature of the Queensgate Facility limits who should be housed there. Because of the high degree of inmate movement, coupled with the relative lack of security technology to extend staff's ability to observe inmates and monitor areas of the facility, this is a facility in which only minimum custody inmates should be housed. However, review of average daily population at this facility (see Section 4) suggests that Hamilton County does not have the ability to keep this facility as "full" as HCJC. In fact, although the Sheriff's Office clearly does not want to house inmates who do not meet minimum classification requirements at Queensgate, the pressure of population at HCJC has resulted in times when inmates, other than minimum security, including new intakes, were held in this location. By policy, medium inmates include:

- pre-sentenced felony charges, which are non-violent,
- current misdemeanor charges (pre-sentenced or sentenced) for assault.
- inmates who have a history of two assault convictions in the last five years.
- inmates who have a holder from Common Pleas probation or other County or State Parole.

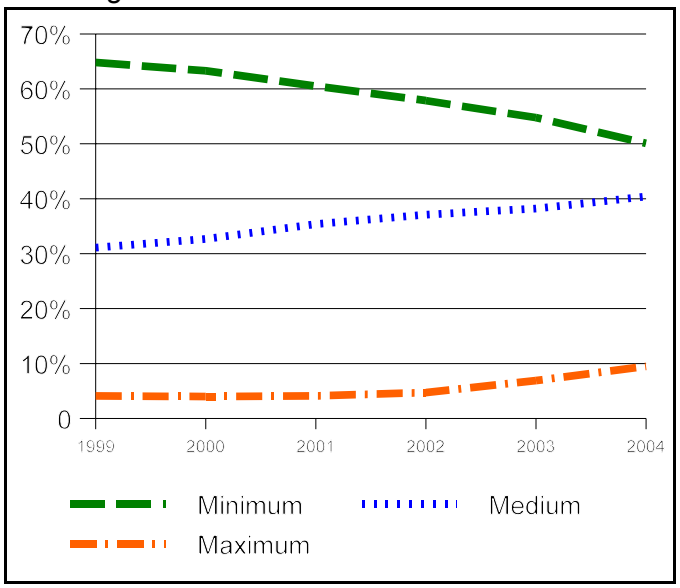
Maximum security inmates include:

- pre-sentenced felony charge of violence,
- sentenced to state penitentiary.
- fugitives from out of state,
- inmates who have a history of conviction for violence in last five years, and
- inmates who have a history of conviction of escape in the last five years.

Table 8.2 Trend in Classification of Inmates Held at Queensgate

	1999	%	2000	%	2001	%	2002	%	2003	%	2004	%
None	6	0.0%	3	0.0%	6	0.1%	32	0.3%	21	0.2%	4	0.0%
Minimum	7,946	64.8%	7,404	63.3%	6,303	60.5%	6,536	57.9%	6,916	54.8%	7,441	50.1%
Medium	3,811	31.1%	3,821	32.7%	3,694	35.4%	4,182	37.1%	4,817	38.2%	5,993	40.4%
Maximum	500	4.1%	462	4.0%	423	4.1%	536	4.7%	871	6.9%	1,407	9.5%
Total	12,263	100.0%	11,690	100.0%	10,426	100.0%	11,286	100.0%	12,625	100.0%	14,845	100.0%

Figure 8.3 Trend in Classification of Inmates Held at Queensgate



Data in Table 8.2 and Figure 8.3 was provided by the Regional Crime Information Center. All inmates who were housed at Queensgate each year from 1999 were identified. Four classifications of inmates were found:

- None,
- Minimum,
- Medium, and
- Maximum.

Figure 8.3 clearly shows the increase in the number of medium and maximum security inmates held at Queensgate. Both of these classifications are increasing. Medium security inmates were just under one-third of inmates in 1999, but are now 40% of inmates, and maximum security inmates were less than 5% in 1999, but just under 10% in 2004. Given the nature of this facility, it is somewhat surprising to see maximum security inmates housed here. This may relate to the degree to which HCJC is dealing with significant capacity issues.

The Regional Computer Center (RCC) provided information about the incident reports which were made at Queensgate in 2004. There were 3,798 inmates involved in incidents at Queensgate in 2004. Because some inmates were involved in more than one incident and some incidents involved more than one inmate, it is important to note both the number of discrete individuals (2,342, who were involved in an average of 1.62 incidents) and the number of discrete incidents (2,227).

Figure 8.4 Security Level of Queensgate Inmates Involved in Incidents

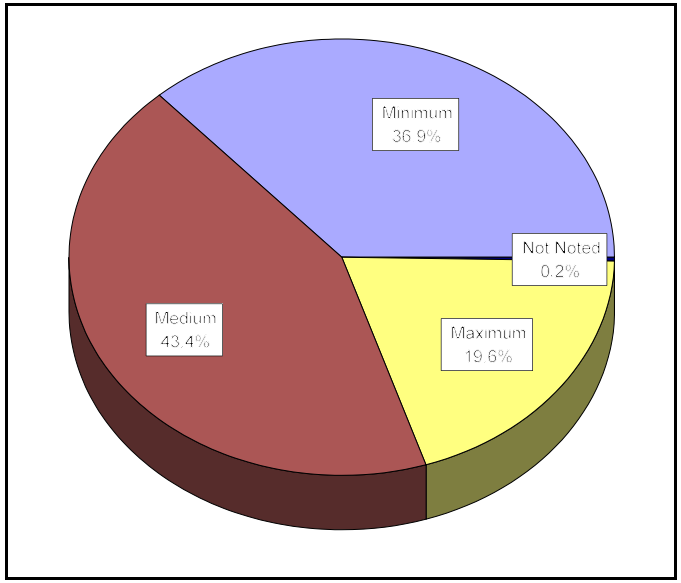


Figure 8.5 Seriousness of Incidents at Queensgate

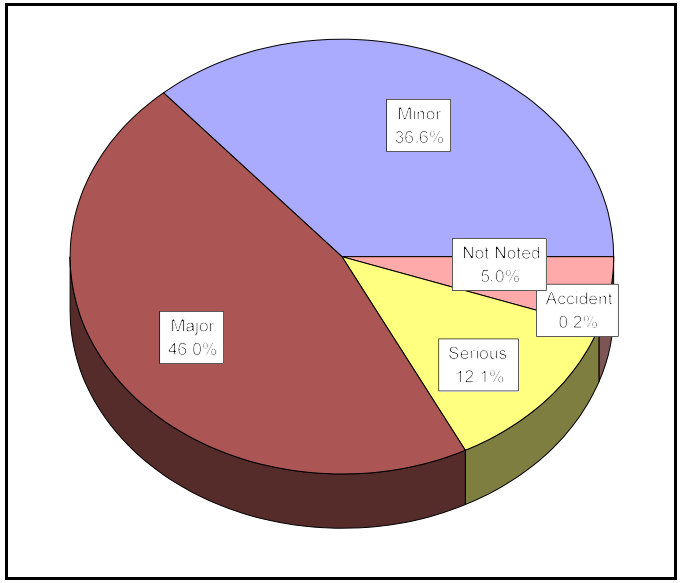


Figure 8.4 and Figure 8.5 provide information about the incidents at Queensgate. Just over 35% of incidents at Queensgate involved inmates who were classified as minimum security, while just over 45% involved inmates who were classified as medium security. Nearly 20% of incidents involved inmates who were classified as ***maximum*** security. When viewed in the context of overall classification, 50% of inmates who were medium or maximum security accounted for 65% of incidents, and 10% of inmates classified as maximum security accounted for 20% of incidents.

Just over 35% of incidents were classified as minor (the least serious), but just over 45% were considered major and just over 10% were considered serious. About 85% of these incidents were disciplinary violations. About 8% of these were reports taken for information only, but 5% involved inmate fights or disturbance. According to Department policy, serious incidents are violations of law. Major and minor incidents are categorized according to disciplinary policy and procedure which define rule violations as major or minor depending on the sanction that can be imposed.

Physical Building Analysis

Structural Load Characteristics

The multi-story facility is reported to have been constructed approximately 100 years ago. For many years, the building was utilized as a warehouse. From observations of the facility and pictures of unearthed site structures, it is likely that the facility may have been part of the neighboring brewery at one time. It is also reported the underground structures were part of the City sewerage systems at one time. Drawings were provided that indicate an addition and interior renovations were constructed in 1991 for the purpose of converting the warehouse to a correctional facility.

The facility structure is predominantly cast-in-place concrete columns and beams with a cast-in-place floor slab. The floor slab appears to have been poured integrally with the supporting concrete beams. The structure was most likely designed to withstand vertical loading only. Other than cosmetic issues, no distress was observed on the interior reinforced concrete support systems. Some deterioration was observed on portions of the reinforced concrete structural system where it is exposed to the elements on the exterior of the building. Due to its location, this is believed to be cosmetic in nature.

The exterior of the facility is comprised of multi-wyth masonry construction. This exterior shell of masonry may or may not be tied to the cast-in-place concrete support structure and very likely provides the primary lateral support for the building. Sections of the facade have been removed and replaced due to reported bowing of the wall. Both of these structural systems appear to be servicing the present load requirements adequately.

If modifications are made to this facility, it will be necessary to evaluate current code requirements. Since the structure is known to fall within the influence of the New Madrid fault, the present structure will need to be evaluated for resistance to seismic design criteria. This criteria was not considered in the original design, and evaluation will most likely demonstrate the structure's inability to resist such applied loads without extensive structural retrofit of the lateral bracing systems.

Facade Thermal Characteristics

This type of construction was common around the turn of the century and, unlike today's designs, was not concerned with building thermal efficiency. Most likely, insulation is non-existant in the exterior walls of the original facility. Uninsulated exterior walls develop moisture related issues that require extensive maintenance. This is discussed in the section of this report describing moisture characteristics.

The exterior windows were replaced when the facility was converted for its present use as a correctional facilty. These windows occupy a large protion of the exterior building envelope. The windows were installed with insulated glazing, however, this insulating value is quite low when compared to a fully insulated wall system. Partially in-filling the openings with insulated wall systems and smaller detention grade windows will enhance both the thermal and detention performance of the exterior walls.

When combining the thermal inefficiency of both the windows and building exterior brick walls, both heat gain and heat loss associated with the cooling and heating seasons, respectively, are expected to be quite high for this facility.

Exterior insulated finish systems could be applied to the exterior of the building. These systems offer a two-fold benefit. They insulate the facility as well as enhance the exterior appearance. New generation insulated finish systems also offer insulation that is design to drain condensate away from the building. In adding insulation to the exterior of the building, the present multi-wythe brick wall will no longer be exposed to the stresses of seasonal fluctuations of temperature and moisture that presently result in costly removal and replacement of portions of the walls.

Facade Moisture Characteristics

Masonry construction is porous in nature and requires periodic sealing to mitigate moisture migration into the building facade and the interior of the building. Periodic replacement of portions of the exterior masonry wall included replacement of steel lintels and headers that were reported to be rusted extensively.

The impact of moisture in this facility is enhanced due to its uninsulated nature. As the warmer interior temperatures meet with the exterior cooler temperatures, condensation is formed. Without insulation, condensation forms within the wall and provides the moist environment needed to deteriorate steel headers and lintels that are embedded within the wall. Masonry ties that may have been used to secure the brick to the building would also be subject to this attack. Sealers will not eliminate this condition and will only serve to mitigate the amount of moisture that penetrates the wall from the exterior.

The addition of insulation to the building exterior and proper flashing would control the point at which condensation is formed and provide a means of removing the moisture to enhance the service life of the building exterior. Removal of condensate is accomplished as described in the previous section.

Mechanical System Study

A Mechanical Systems study of three Hamilton County Facilities in Cincinnati, Ohio was performed in June of 2005. The three facilities are:

- Queensgate Correctional Facility
- Reading Road Correctional Center
- Turning Point

All existing equipment was documented and evaluated with respect to each building's needs. Queensgate is the largest facility representing approximately 80,000 square feet of useable space and is the focus of the mechanical portion of this study.

Existing Conditions

Air-conditioning for the building is provided utilizing thirty (30) split systems totaling slightly over 300 tons. Fan coil units provide air distribution to the thirty HVAC zones throughout the building. HVAC for each of the housing floors (two through eight) features two zones; one for the southern half and one for the northern half. This is an effective approach offering good temperature control at minimal installed cost. The fan coil units are not equipped with economizers; therefore, the condensing units typically run continuously; even during winter months.

Outdoor air for occupant ventilation is pre-heated during winter months using electric duct heaters upstream of each fan coil unit. Perimeter heating is provided by a 15-psig, one-pipe steam system with steam radiators located at each floor. There are two (2), 125 horse-power, fire-tube, steam boilers located in the basement of the facility.

Potable water is provided to the facility from the city source with an incoming pressure of 55-psig. There are no isolation valves in the piping network; hence, any repairs to the system require a complete shutdown and draining of the system. The top floors have pressure problems with a residual pressure of approximately 24 psig and 19 psig on the seventh and eighth floors respectively. Flush valves typically require 25 psig as a minimum to operate effectively.

The water heater is approximately 13 years old and is performing adequately. Three-way mixing valves provide tempered water to lavatories and showers, but often malfunction and require frequent maintenance. Plumbing fixtures are made of porcelain with exposed flush valves and water piping. This plumbing design is typically used in commercial applications and is not suitable for detention facilities.

HVAC

The heating system is old and is functioning beyond its service life. Heating is provided by two steam boilers. In terms of gas consumption per Btu of heat produced, these units are not as efficient as boilers utilized in heating systems designed today. Steam is then delivered to radiators on the floors. This type of heat is difficult to control, leading to the subsequent installation of air handling units to temper the interior climate. The two systems are in essence competing with each other to temper the space, and this results in increased operational expenses. The air handling units are mounted beneath the ceiling of each floor. The condensers for these units are mounted on the roof of the facility.

Existing systems that are presently exposed should be enclosed within chases or soffits that are design for a correctional application. Piping, ductwork, and control systems would then be removed from potential tampering. Concealed construction will assist in providing a safer environment for the inmates and most importantly, the staff.

Plumbing Systems

The plumbing systems are observed to be standard grade porcelain with non-detention grade hardware. Piping is routed in the open space and not concealed. Showers and restrooms have been upgraded with ceramic floors and walls. Shower units are not detention grade fixtures.

Plumbing should be completely replaced. Reconstruction should also include chase walls and cabinets that are designed for a correctional application. Plumbing could then be concealed with only operating parts such as push buttons exposed for use in operating lavatories, toilets, and showers. The installation of concealed construction will result in a minor reduction of available floor space. Chases will need to be constructed in a manner that facilitates maintenance.

Fire Protection Sprinkler System

The fire protection system, like many other systems, is constructed and routed throughout the facility in an open, unprotected manner. The riser piping and associated tamper switches are accessible to inmates. The distribution piping is routed overhead without detention grade sprinkler heads.

The fire protection system should be upgraded by removing non-detention grade sprinkler heads and replacing them with detention grade sprinkler heads. Exposed overhead branch piping will likely need to remain exposed. Fire protection piping that is presently mounted too low should be raised to prevent it from being reached easily. Exposed riser piping and valves should be enclosed within chases consistent in construction required for a correctional facility while providing ease of access to control valves and tamper switches.

Electrical Systems

The electrical service appears to be adequate for the facility. Unprotected outlets are observed in inmate spaces and are exposed. Sub-panels and breaker boxes are located within inmate spaces. Conduit is surface mounted and not tight to the walls and ceilings. Light fixtures are non-security grade fixtures. Chain hung light fixtures with wire covers to protect the lamps are observed throughout the facility. Lamps for the lights are also an older style and less efficient than today designs.

The electrical installation should be upgraded to include improvements consistent with a corrections application. Overhead conduit should be mounted as high as possible and securely fastened to the structure with tamper resistant hardware. Exposed electrical panels and disconnect switches should be enclosed to prevent tampering. Enclosing electrical panels will need to also satisfy the National Electrical Code for access and clearances. This could result in a reduction of available floor space and create potential blind spots on the floors. Additional controls should also be installed on the electrical service to facilitate controlling power and lighting remotely. Light fixtures should be replaced with detention grade fixtures that are installed with security hardware.

Security Systems

As noted earlier in this section, control throughout the facility is accomplished mostly by keyed access. A minimal number of cameras are used for observation of movement through the facility. Some of the cameras are not operating. For a facility that is operated with the amount of inmate movement observed and reported, the security system is inadequate.

The following is a list of observations as they pertain to security concerns for a correctional facility. All of the building systems were adapted for use as a correctional facility and each system presents concerns as follows.

1. HVAC
    a. Ductwork is routed within reach of inmates and is accessible for hiding contraband.
    b. Intake grilles are mounted on plywood sheets in the windows and make the building envelope vulnerable.
    c. Radiators are enveloped by guards that protect against burns without properly limiting accessibility for hiding contraband.
    d. Radiator enclosures could be used to harm other inmates or staff.
2. Plumbing
    a. Piping is routed in open spaces and vulnerable to being tampered with.
    b. Fixtures are not of a detention grade and are vulnerable to attack.
    c. Observation of inmate movement by floor stations is limited.
3. Electrical
    a. Light fixtures are not of a detention grade with tamper resistant lenses.
    b. Light fixtures are hung in a manner conducive to hiding contraband.
    c. Electrical outlets are readily accessible for tampering.
    d. Electrical subpanels and breaker boxes are mounted in the open and within inmate areas.
    e. Conduit is mounted in a manner that is susceptible to tampering.
4. Fire Protection
    a. Fire protection risers are installed in inmate areas without protection from tampering.
    b. Fire protection sprinkler heads are non-detention grade and susceptible to tampering.
5. Door Locks
    a. Magnetic locks were retrofitted for the facility without door position switches to alert staff to potential perimeter security breaches.
    b. The wide use of keys provides opportunity for inmates to gain use of keys that could lead to a breach of the security perimeter.
6. Recreation
    a. Outdoor recreation is located next to city sidewalks and streets that provide opportunity for the flow of contraband and substances to and from the facility.

b. Fence systems were installed in a manner that make the interior corners available for climbing and breaching perimeter security.

7. Building Envelope
   a. The security grating mounted over the windows could easily be removed or torn down, thus making the building perimeter easy to breach.
   b. The security grating is mounted with non-detention grade hardware and could be easily removed with make-shift tools.

The security system is inadequate for the level of inmate detained at this location. The use of direct supervision has succeeded in operating the facility with minimal incident, however, many blind spots exists that provide opportunity for incidents. Magnetic door locks should be replaced with standard jamb locks consistent with the level of inmate located on each floor. When replacing doors and frames, door position switches should be installed to provide a means of monitoring door position and record its use. Consideration should be given to the installation of cameras throughout the facility. Cameras should be in stalled as needed to eliminate blind spots. New control panels should be installed to integrate all controls for better means of indirect supervision. Real time recording capabilities should be included to record incidents in the facility. Critical locations should also include audio as well as visual recording. Access points should be provided with an intercom system that is interconnected with a camera when activated in order to provide automated visual observation of individual and group movement throughout the facility. Upgrading the control system will necessitate a larger control room in order to house the expanded system.

Mechanical System Evaluation

The 300+ tons of mechanical cooling exceed the actual building load of 220 tons. While having excess capacity can be a benefit during extreme weather conditions, during the majority of the year, the refrigeration circuits are forced to cycle on and off resulting in premature failure of the compressors. Additionally, the long vertical pipe runs from the roof to the fifth floor pose a problem for refrigerant systems. The entrained oil necessary for compressor lubrication can have difficulty circulating through the piping network and typically will collect at the bottom (fifth floor) of the circuit. The insufficient oil flow also contributes to premature compressor failure. A building this size can justify a central chilled water system in lieu of the multiple split system approach currently employed. A central chilled water system will provide superior energy efficiency, lower maintenance costs, better performance at partial loading and longer equipment life.

In the late 1990's, the State of Ohio adopted the ASHRAE Standard 62 requiring a significant increase in the amount of outdoor air required for buildings. The existing fan coils do not meet the current (2005) Ohio Mechanical Code for outdoor air flow-rates. Also, utilizing electric resistance duct heaters is extremely inefficient. The lack of an economizer mode on the fan coil units forces the air-cooled condensing units to run 24 hours per day and 365 days per year. This unusual situation results in higher annual electricity charges and reduced life of the condensers.

The two steam boilers are 37 years old and nearing the end of their expected lives. They were decommissioned during our visit, but a visual inspection of the tubes revealed well-maintained equipment with potentially ten additional years of service remaining. The steam

capacity of 250 horse-power represents just under four times the building load of 70 horse-power. Fortunately, steam boilers operate at partial loading quite efficiently. In addition, the partial loading extends the life of the equipment, which is probably why the boilers look so good after 37 years of service.

The one-pipe steam distribution system represents 1920's technology. There are inherent problems with this heating approach; namely, poor temperature control and pipe corrosion. The typical symptoms include badly corroded piping with frequent leaks and poor heating distribution leaving one end of the building too hot while the opposite end is too cold. Both of these symptoms are present in this facility. There are very few of these systems still in operation in the United States having been upgraded with two-pipe steam systems or two-pipe hot water systems.

Municipal potable water distribution systems commonly operate between 50 and 65 psig. Since potable water piping networks are "open" systems, the pressure has to overcome the static head of the pipe risers. In high-rise buildings (above 5 floors), the static head of the pipe risers can be too high for the municipal water pressure to overcome. Because of the limited pressure, high-rise buildings usually employ potable water booster pumps. There are two design approaches to the use of these pumps:

- Booster pump(s) sized for the entire building load with pressure regulators to reduce the pressure provided to the lower floors.
- Booster pump(s) sized for the upper floors only with the lower floors connected directly to the municipal feed upstream of the booster pump(s).

Given the fact that this is an existing building, option 2 above is probably the most cost effective approach.

Conclusion

The sole value in this facility is that it provides housing for a significant portion of the County's inmate population, and its saving grace is that the Sheriff's Office operates it using a direct supervision strategy to manage inmate behavior. The manner in which routine operations have to occur results in both inefficiencies and potential hazards - particularly when considered in the light of higher security inmates being housed in this facility. The design of the facility makes it difficult to deliver even a minimal level of services to the population and challenging for staff to supervise inmates.

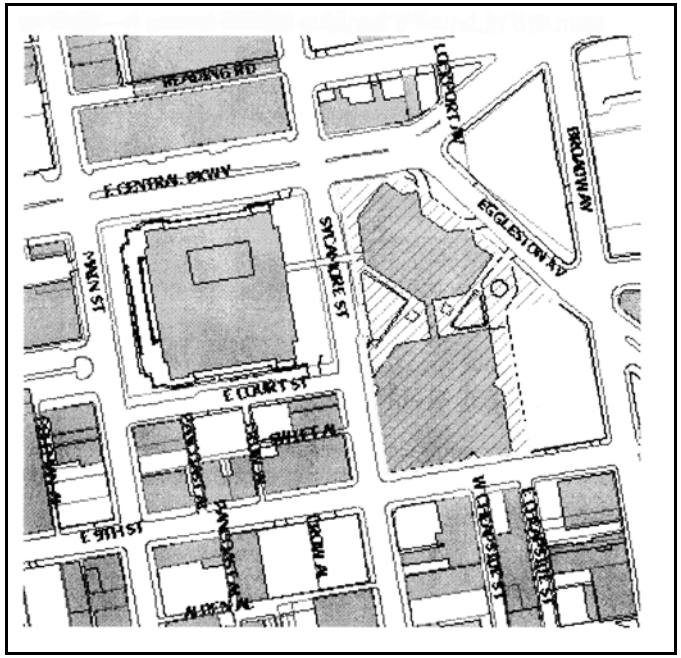
Over the last thirteen years, the County has paid a significant amount of money to lease and to operate a facility that was designed to be a two or three year solution to a correctional crisis. Between 1992 and 2005, the County has paid more than $27 million dollars to lease this aging facility and much more to operate it. This situation can only become more pressing as alternatives to incarceration continue to be used for minimum inmates, resulting in an "in custody" population that presents higher levels of risk.

Hamilton County Justice Center (HCJC)

General Information

Location and Property Description

Figure 8.6 Hamilton County Justice Center Location



The Hamilton County Justice Center is located in the center of downtown Cincinnati at 1000 Sycamore. It occupies the irregularly shaped block bounded by Sycamore, East Central Parkway, Eggleston Avenue, and East Ninth Street. The site is 3.513 acres and provides 166,951 finished square feet. According to the Hamilton County Auditor, the market value of the land is estimated at $9,183,900 and the improvements at $61,023,200, resulting in a total market value of $70,207,100. Most likely the improved value is the cost of project construction. The facility is located directly across from the Hamilton County Courthouse and is directly linked to the Court through the old Hamilton County Jail.

Facility Description

Figure 8.7 HCJC South Building

HCJC was occupied in 1985 with an initial capacity of 848 inmates. The facility is essentially comprised of two multistory structures (the north and south buildings) which are linked by a pedestrian bridge. As noted earlier in this document, this facility was at capacity very soon after occupancy and double celling occurred in two stages. Because of crowding within this facility, the Sheriff's Office sought and obtained a cap established by the Federal District Court which set capacity limits at 1,240 where it has remained since 1994.

The facility provides podular housing units which essentially mirror each other in the north and south buildings. Each floor of inmate housing is divided into two housing groups. Units A-D comprise one unit, resulting in a capacity of 112

inmates (with double celling). Units E-H comprise a second unit, resulting in a capacity of up to 112 inmates (with double celling). Cells are grouped into units of 8, 8, 16, and 24 with separate dayrooms. Each group of units shares a common control room. This facility is similar to most first generation podular remote designs. In this approach to facility design and inmate management, staff are located in a series of control rooms which have the ability to observe inmates in one or more housing units. The primary philosophy of operations in this facility is a mixed strategy for delivery of services, which will be discussed in greater detail in each of the relevant areas. This also was typical of facilities constructed at this time.

Figure 8.8 North Building with Court Connector

Inspection Reports

The Ohio Bureau of Adult Detention (BAD) is responsible for inspection of jail facilities in the State. Inspections occur annually and typically focus on a selected group of standards which change annually. This section provides a summary of findings of BAD inspections.

1. 2005 Inspection
    a. BAD - The facility was in compliance with 61 of the 63 standards which were reviewed this year.
        i. The facility was non-compliant with 1-8-04 A(2a) and 1-8-04 (4)(a). Both of these standards relate to capacity.
        ii. BAD indicated that "*action must be taken to limit the prisoner capacities in this jail to within the Bureau's recommended housing capacity (848). The areas in the jail that are double bunked do not meet the minimum 100 square feet double bunk requirement. These cells should have one of the bunks removed and at that time these cells will be in compliance with single cells standard.*
        iii. BAD indicated that "*action must be taken to limit the prisoner population in the jail within the Bureau's recommended housing capacity to allow the appropriate amount of square footage per prisoner in the dayroom space.*
    b. Environmental Sanitation Report for Institutions - Report noted one minor food handling violation, but no violations of temperature control. Further inspections noted the need to replace/repair tile in showers in various housing units.
    c. City of Cincinnati, Division of Fire Inspection Report - noted no violations.
2. 2004 Inspection
    a. BAD - the facility was in compliance with the 27 standards selected for inspection this year.
    b. No environmental or fire inspections were available for this year at the time of BAD's inspection, was duly noted by BAD. A subsequent fire inspection revealed no violations.

3. 2003 Inspection
   a. Bureau of Adult Detention - the facility was in compliance with the 29 standards selected for inspection this year.
   b. Environmental Sanitation Report recommended the following:
      i. Cleaning and sanitizing of showers which were reported to be moldy
   c. The City of Cincinnati Fire Inspection found no violations.

Functional Analysis

On June 16, 2005, the consultant conducted a detailed walk-through of HCJC. This section of this document identifies issues that were noted during that walk-through and are the consultant's observations.

1. In-facility Service Delivery Strategy, Circulation and Movement
   a. This facility uses a mixed approach to the delivery of services.
   b. As the primary booking and court holding facility, there is a significant amount of movement within the facility from booking to arraignment courts (which are also provided within the building) as well as to the adjacent courthouse.
   c. Movement for inmates other than inmate workers is escorted, and large groups of inmates move from intake housing to booking.
   d. This facility does provide wide primary circulation corridors which are designed to facilitate inmate movement and which are also relatively easy to observe on closed circuit television (CCTV). Within housing and program components areas, corridors are somewhat narrower and there are more corners.
   e. One of this facility's greatest strengths is its secure connection to the Courts. Holding areas of the old Jail are currently used for post-arraignment court holding. However, the capacity of this area is inadequate for the number of inmates who routinely have to go to court.
2. Inter-facility Movement
   a. HCJC serves as a transportation hub for inmates who are moving to and from Queensgate, Reading Road and Turning Point.
   b. HCJC is the primary location of support services (food service and laundry), resulting in a significant amount of movement of materials between facilities.
3. Security and Control
   a. The security and control systems in the facility are contemporary and were upgraded in 2003.
      i. Security cameras appear to be of good quality with a mixture of color and black and white. There are more than 80 cameras in the facility.
      ii. The control system relies on programmable logic controllers and appears to be relatively rapid in its response.
      iii. It is possible to record (video only) from any camera.
   b. Some systems which support these security devices are less robust.
      i. Duress alarms are non-functional.

ii. The watchtour system reportedly never functioned as intended.

c. There are two central controls, one in each building. Neither appears to have a security vestibule and it appears that door position switches are either non-functional or being over-ridden on a regular basis.

d. In addition to these controls, each housing group has a separate control; this would result in sixteen additional control rooms (2 per floor in each tower). In addition, there are two visiting control rooms, one intake control room, and one kitchen control room, resulting in a total of twenty-two control rooms. The prevalence of controls has become somewhat questionable in contemporary correctional design because of the relative inflexibility of these posts. Unless it is possible to close a control room down and return operations to central control, then these are posts which must always be staffed.

4. Intake and Release - This is one of the areas which seems most problematic at HCJC.

a. The vehicle sallyport appears to have been designed for a much smaller number of in-coming arrests and much less inter-facility transportation. In addition to being uncovered with rather low walls, resulting in a number of escape vulnerabilities, given its shape, the vehicle sallyport is very narrow and was not designed to accommodate busses which are routinely used to move prisoners. 9-10 small vehicles can park in the sallyport. Busses block vehicles routinely.

b. This is one area which has been modified significantly to accommodate the increased numbers of in-coming prisoners and the increased role of the Department of Pretrial Services in screening for the Courts; the original booking area was designed for forty-five prisoners. While the renovation was successful in adding space, it has further complicated an ineffective and circuitous circulation pattern within booking and is still inadequately sized for the volume of prisoners who must pass through this area for intake, transportation, and release.

i. In booking, there is a need to separate circulation paths for in-coming inmates, inmates going to and from courts, inmates being released to the community and inmates being transported to other locations. This is critical - particularly when handling large groups of inmates - to avoid the potential of releasing the wrong inmate. Although the Sheriff's Office takes all reasonable precautions to appropriately identify inmates within this area, these groups of inmates share the same spaces and could potentially be mixed.

ii. Booking is a very sequential process in which movement should be linear with no retracing of steps to complete the process. Booking in this facility frequently involves doubling back to complete the process and is very inefficient.

c. The same holding areas are used for different functions during the day and evening hours. While this is efficient from a space perspective, it sets in motion a number of staffing dilemmas in booking associated with managing inmates in this area.

d. One of the strongest components of this facility is the extensive intake process which includes evaluation by pre-trial release personnel at the time of booking. This is an excellent approach which addresses specific needs of both the courts and the jail. Classification and health screening occur immediately following intake processing before inmates are placed in housing.

5. Courts -

a. The inclusion of arraignment courts is a significant asset since movement to court can occur without vehicle transportation. However, there are a number of issues associated with access to the arraignment courtroom from the holding areas, since

inmates essentially move across the jail perimeter for this hearing and back pending release. A stronger control of this perimeter would be desirable, and video-arraignment might be worth considering in the future.

b. The court connector between this facility and the former Jail in the Courthouse also provides a secure, if somewhat circuitous, connection between HCJC and the courts. However, the holding space available at the Courthouse is limited. There are five single holding cells and several group holding cells. Typical movement to the court on a daily basis is more than 200 inmates. Inmates are moved to court holding based on morning or afternoon court appearances.

c. A small room is available on the second floor for video-arraignment of a limited number of inmates.

6. Housing

a. As noted earlier, this facility is podular in design and the predominant inmate management style is remote supervision through a series of control rooms. Although housing areas are supervised by controls, staff actively supervise inmates by moving throughout the units.

b. Table 8.3 provides an overview of capacity, which clearly shows the extent of double celling which has occurred in this facility. BAD's recommended capacity would return the facility to single occupancy.

Table 8.3 HCJC Housing Capacity

North Tower						South Tower					
Unit	**Capa-city**	**Cells**	**Unit**	**Capa-city**	**Cells**	**Unit**	**Capa-city**	**Cells**	**Unit**	**Capa-city**	Cells
N51	112	56	N52	88	56	S51	104	56	S52	104	56
N41	112	56	N42	112	56	S41	112	56	S42	112	56
N31	112	56	N32	96	56	S31	112	56	S32	112	56
N21	46	46	N22	44	18	S21	88	56	S22	48	48
Subtotal	382	214		340	186		416	224		376	216
North Totals						South Totals					
Bed Capacity					722	Bed Capacity					792
Cells					400	Cells					440
HCJC Totals											
Bed Capacity											1,514
Court Ordered Capacity											1,240
Cells											840
Design Capacity											848
Female Bed Capacity											215
Female Cell Capacity											119
Original capacity included multiple occupancy for 8 additional people in medical											

c. It is worth noting that the American Corrections Association (ACA) Standards for Adult Local Detention Facilities requires that one-third of housing be designed for single occupancy; it is clear that Hamilton County can not meet this standard. This same standard also requires that inmates who present a high degree of risk be housed in single occupancy. HCJC's problem lies in the fact that it does not have adequate housing for its medical and mental health population. When current national research suggests that in excess of 15% of inmates have a significant mental health disorder, and there is less than 10% of all capacity is in special housing, it tends to support the belief that there are significant deficiencies in specialized housing in HCJC.

i. In fact, the unit in which mental health inmates (suicide watch) are held is no different from other housing units in door type and organization. Typically this unit would provide a much higher degree of observation than others. In fact, cell fronts have no additional glazing and door vision panels are classroom sized.

ii. The complexity of medical housing needs have increased. Not only are negative pressure rooms required, but many of those with specialty medical needs now need access to special devices, such as sleep apnea machines.

d. HCJC is a primary housing location for female inmates; the other location in which women are held is at Reading Road. System-wide, 315 beds (14%) are available to women and nearly half of these (99 beds at Reading Road and 7 beds in medical) are specialized beds. General population capacity for women then is considerable less (about 7% of system capacity). At the time that HCJC was constructed, 10% of beds for women would have been a typical "rule of thumb." Unfortunately, a variety of factors have led to significant increases in the female offender population throughout the US. Today, it is not unusual to see a female population between 15% and 20% of ADP. In addition, because this is a smaller number than the male population, there is greater statistical variability, resulting much more variable counts for females. As a result, there are frequent capacity issues for this population.

7. Health Care - HCJC is the location in which inmates who have the most significant medical and mental health needs are held. As a result, there are a number of issues associated with this function. There is a great deal of inmate movement to this area, both from inside HCJC and from the remote facilities.

a. It is reasonable to assume that facility planners could not reasonably anticipate the types of medical challenges that health care staff in this institution face. The emergence of MRSA, HIV, Hepatitis C and more virulent forms of TB have challenged all health care providers in institutions. As a result, this facility is experiencing the issues previously noted under housing comments.

b. The approach to delivery of services is mixed. While medications are distributed to each unit, sick call occurs in the clinic area. There are two small holding areas adjacent to the clinic, which are not adequate to hold the number of inmates who need to be seen in clinic.

c. There are four exam rooms in the clinic area. Since this clinic also services inmates from the remote facilities, these rooms will be in high demand.

8. Inmate Programs

a. The primary strategy for delivery of inmate services is centralized. Inmates move to classrooms and other multi-use areas in which services and programs can be delivered. This results in a significant amount of inmate movement.

b. The facility includes two computer classrooms with approximately 20-25 stations each. This is consistent with contemporary approaches to inmate programs and services, providing access to computer based programming.

c. There is a chapel available for religious services.

d. Today, the most significant difference in this area is likely to be the degree to which these types of programs and activities are decentralized and delivered to inmates in or immediately adjacent to their housing areas. There are two significant advantages to this approach: the degree to which inmate movement (which is labor intensive) is minimized and the greater potential for access to these services.

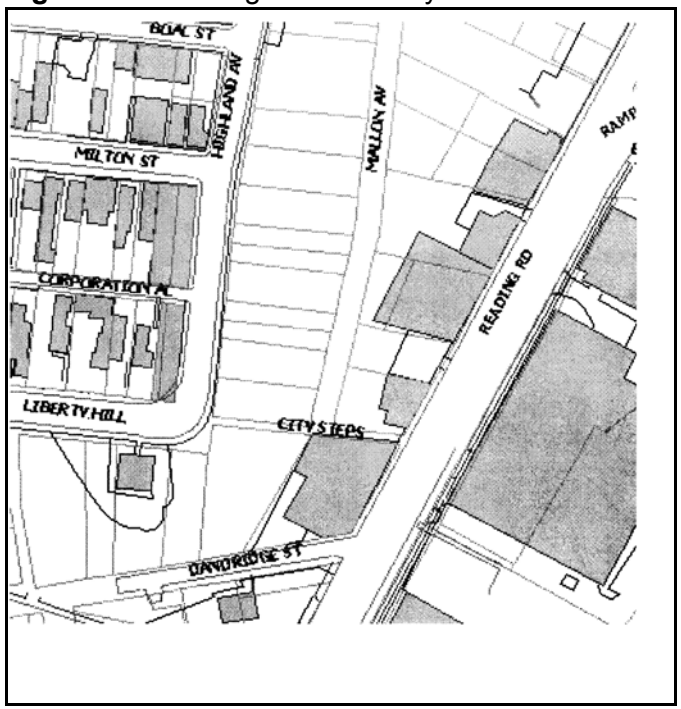
9. Exercise
   a. Ohio Standards require that inmates are offered opportunities for exercise for a minimum of one hour, five days a week. In reality, more is often better, since it provides an opportunity for inmates to release energy in a positive way.
   b. HCJC provides for centralized exercise areas. An indoor gym is available on the fourth floor and outdoor exercise is available on the roof. All inmates must move to this area. Because this function is centralized, it is likely that larger groups go to exercise together. The larger the group in the area, the higher the staffing requirement and the greater potential for an incident. This approach to exercise has not worked well for correctional facilities; contemporary designs have found alternative approaches to providing this function which are much less labor intensive.
   c. In contemporary design, most facilities try to decentralize these areas so that they are immediately adjacent to housing areas. This results in a higher degree of access and less inmate movement.
10. Visiting
   a. The facility provides for decentralized non-contact visiting. Visitors move through a separate circulation system to their side of the visiting cubicle. The security perimeter essentially runs through the glazing in each visiting booth and communication occurs via telephone. Inmates can move to their side of the visiting booth from the second level of their housing units.
   b. This approach minimizes movement and reduces the potential for the introduction of contraband.
11. Food Service - This is the primary food service location for all facilities.
   a. There are two methods of preparation: pre-plated trays, which are distributed throughout HCJC and which are transported to Turning Point and Reading Road, and bulk preparation for Queensgate. Most food service operations would prefer to do only one method of preparation.
   b. The kitchen has been able to meet the challenges of preparing and staging this number of meals, which strongly suggests that it was designed for something more than the 848 initial capacity. However, if the population continues to grow, additional staging and storage space may be required. The kitchen has a relatively small dry storage area for the population fed; the fact that food service has contracted with a correctional food service vendor with access to off-site facilities and bulk purchasing contracts has been an advantage.
   c. The layout of the kitchen presents a number of inmate supervision challenges, due to its shape and the inability to easily observe the working areas.
   d. The loading dock has become an issue for several reasons.
      i. Although it is an enclosed dock, there are only two slots, one of which is large enough to easily accommodate a tractor trailer. However, this is the location through which inmate work crews move into the facility and through which food is transported to other locations. As a result, there are times when there is a greater demand for dock space.
      ii. The receiving area is relatively small which results in the need to move deliveries quickly to the location where they will be stored.
12. Laundry - This is the primary laundry facility for the system.

a. Laundry equipment is commercial grade and appears to be in relatively good condition. There are three washers and three dryers.
b. Laundry operates on two shifts and requires 8 detail workers.
c. Laundry's stock is located across the hall, which requires inmate workers who stock to leave the laundry.

13. Maintenance - It was not possible to observe maintenance areas. However, it appears that there is a very active maintenance program in this facility. Equipment appears to be of good quality and in working order, which is remarkable given the number of inmates services in this facility.
14. Staff and Administrative Functions
    a. This facility does provide some amenities for staff, primarily locker rooms and a staff dining area.
    b. However, it is clear that there are more staff working in the facility than it was designed to accommodate. This is true not only for correctional staff, but for civilian staff, including medical, classification, and pretrial release.

Reading Road Correctional Facility

Figure 8.9 Reading Road Facility



General Information

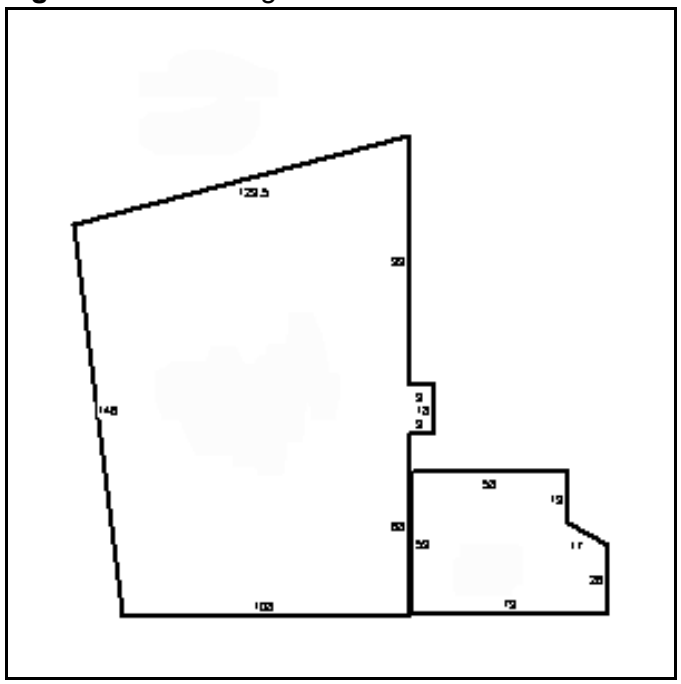
Location and Property Description

The Reading Road Facility is located at 1613-1617 Reading Road about a mile from HCJC. The facility was constructed in 1930 as a commercial building and was an automobile dealership or garage at one time. The ramps which were used for that purpose are still in the facility. The building has been owned by Talbert House, a non-profit corporation, since 1994 and has been removed

Figure 8.10 Reading Road Facility

from the tax rolls. This three story structure sits on .87 acres of land and includes a small parking area, able to accommodate less than 15 vehicles. Land is currently valued at $107,200 and improvements at $1,307,400 for a total property value of $1,414,600. This is an area which was clearly once commercial in nature and today should probably be considered transitional. The site slopes steeply up behind this facility, and it appears that the area across Hamilton Avenue, behind the facility is residential in nature.

Figure 8.11 Reading Road Floor Plan



This is a masonry structure with few evidences of correctional grade equipment and construction. It must be considered a minimum security facility. The Reading Road facility accommodates up to 150 inmates on three floors, 100 of whom are female offenders. BAD recommends a capacity of 150, which is consistent with current use. The primary focus of this facility is extended drug and alcohol treatment. The first floor of this facility houses up to 49 females who are being assessed for substance abuse treatment needs. The primary focus for this floor is educational in nature. However, because of crowding in the female offender areas of HCJC, the Sheriff's Office frequently moves female intakes to this area where they are held over night until a bed becomes available for them at HCJC. Talbert House, the Sheriff's Office and a consortium of other groups who are specifically interested in the needs of female offenders have develop a model for an "off the streets" program, similar to the SAGE program in San Francisco which targets women who have been involved in prostitution. The second floor accommodates 50 female inmates in extended treatment, and the third floor accommodates up to 50 male inmates in extended treatment. Inmates in the extended drug treatment program may be charged with offenses other than substance abuse offenses. At the completion of treatment, most inmates have their sentence mitigated.

Each of the floors in this facility are identical, with the exception of an area which has been modified on the first floor to provide for office and security functions. Each floor is operated independently of the others, which provides gender specific program opportunities at this location. What is remarkable about this facility is not the structure at all, but its program, which will be described in more detail later in this section.

Inspection Reports

This section provides a summary of findings of BAD inspections.

1. 2005 Inspection

a. BAD - The facility was in compliance with all 63 standards which were reviewed this year.
b. Environmental Sanitation Report for Institutions - This inspection noted the need to replace a variety of pillows and mattresses
c. City of Cincinnati, Division of Fire noted no violations.

2. 2004 Inspection
   a. BAD - the facility was in compliance with the 27 standards selected for inspection this year.
   b. No environmental or fire inspections were available for this year.
3. 2003 Inspection
   a. BAD - the facility was in compliance with the 29 standards selected for inspection this year.
   b. Environmental Sanitation Report found no violations
   c. The City of Cincinnati Fire Inspection found no violations.

Functional Analysis

1. In-facility Service Delivery Strategy, Circulation and Movement - All programming and activity occurs on the floor, and inmates have relatively high freedom of movement on the floor. Correctional staff are assigned to each floor who supervise inmates along with treatment counselors. All services, except for recreation, are decentralized to the floor.
2. Inter-facility Movement - As noted earlier in this section, this facility is close to HCJC. However, all transportation will occur in a vehicle. The parking area for this facility is small enough that the transportation vans routinely used can easily block vehicle access. In addition, Reading Road is a heavily traveled thoroughfare; entering and exiting the facility can be difficult.
3. Security and Control
   a. Security control technology and space were added when the facility was renovated for treatment uses.
   b. Control technology provides for the ability to monitor specific areas of the facility, door controls (perimeter doors only), and intercoms.
   c. Movement on and off the floor is controlled by staff in key operated elevators.
4. Intake and Release - All intake and release functions occur at HCJC.
5. Housing - All housing is dormitory style.
   a. Each floor has two units, able to accommodate 26 and 24 inmates. Each unit is further subdivided into smaller sleeping rooms.
   b. All inmates on a floor share common day and activity spaces.
   c. Toilets and showers are provided for each floor. Each shower room provides 5 shower, 5 toilets, and 2 sinks.
6. Health Care - This is a satellite health care facility. Health care staff come to this location from HCJC in the morning for triage and to deliver medications. Most health care treatment requires transportation to HCJC.
7. Inmate Programs - Talbert House is a progressive, multi-service community non-profit corporation, which developed from a single halfway house program. Talbert House serves a broad population and develops and delivers quality mental health, community corrections, welfare-to-work and substance abuse services in both correctional and non-correctional settings.

a. Talbert House provides two different programs at this facility. Females who are housed on the first floor participate in an assessment and educational program. As noted earlier, this floor may shift in purpose to house a dual diagnosis program that targets women who have been involved in prostitution.
b. Women who are housed on the second floor and men who are housed on the third floor participate in a longer term treatment program (90 - 120 days). This program is cognitive-behavioral in nature. Inmates participate in a variety of group and individual treatment activities during the day; evenings provide for visiting and mandatory participation in daily 12 step groups.
c. Because Talbert House provides a variety of services outside of the facility, there are strong linkages to aftercare.
d. Inmates at this facility are sentenced misdemeanants; felons receive comparable services at River City (a community corrections facility). There are relatively few program restrictions, however, inmates who are fire setters, escape risks or assaultive are not placed here.
e. As this program is involved in a continuous process of quality improvement, there has been a clear interest in developing and integrating more gender specific programming.

8. Exercise - Each floor has an activity area which includes cardio-vascular fitness equipment. An outdoor exercise area is available behind the facility.
9. Visiting - Six non-contact booths are available on the first floor. Visiting times are designated by floors and inmates move to the visiting area. There is relatively little space in which visitors can wait.
10. Food Service - Meals are pre-plated and delivered on insulated trays. Inmates eat in their day areas.
11. Laundry - Inmates are responsible for some of their own laundry, but HCJC is responsible for bedding and blankets.
12. Maintenance - Maintenance areas were not observed.
13. Staff and Administrative Functions - Counseling staff have offices on each of the floors in which they provide individual treatment. Administrative and support staff have office space assigned on the first floor.

Physical Building Analysis

Structural Load Characteristics

As stated previously, this multi-story concrete/masonry building was constructed around 1930. For many years, the building was reportedly utilized as a parking garage and car dealership. The structure is situated in front of sloping terrain and as such, the rear wall of the building functions as a retaining wall. The soils are retained to a height just below the roof level.

The facility structure is predominantly cast-in-place concrete columns and beams with a cast-in-place floor slab. The floor slab appears to have been poured integrally with the supporting concrete beams. Other than cosmetic issues, no distress was observed on the interior structural support systems.

The exterior of the facility is comprised of multi-wythe masonry construction. This exterior shell of masonry may or may not be tied to the cast-in-place concrete support structure. The masonry exterior system appears to be servicing the facility adequately. As with previous discussion on other County facilities, sealing of the masonry should be part of a maintenance program.

If modifications are made to this facility, it will be necessary to evaluate current code requirements. Since the structure is known to fall within the influence of the New Madrid fault, the present structure will need to be evaluated for resistance to seismic design criteria. This criteria was not considered in the original design, and evaluation will most likely demonstrate the structure's inability to resist such applied loads without extensive structural retrofit of the lateral bracing systems.

Facade Thermal Characteristics

Although constructed of masonry and most likely uninsulated originally, it appears the facility has been renovated to include interior build-out that has enhanced the thermal performance of the building. Additional thermal enhancements could be made throughout the facility with the installation of insulated windows.

Facade Moisture Characteristics

Unlike the Queensgate facility, moisture related damage to the facade appears to be minimal.

Plumbing Systems

The plumbing systems are observed to be standard grade porcelain with non-detention grade hardware. Piping is routed in the open space and not concealed. Showers and restrooms have been upgraded. Shower units are not detention grade fixtures.

Plumbing should be completely replaced. Reconstruction should also include chase walls and cabinets that are designed for a correctional application. Plumbing could then be concealed with only operating parts such as push buttons exposed for use in operating lavatories, toilets, and showers. The installation of concealed construction will result in a minor reduction of available floor space. Chases will need to be constructed in a manner that facilitates maintenance.

Fire Protection Sprinkler System

The fire protection system, like many other systems, is constructed and routed throughout the facility in an open, unprotected manner. The distribution piping is routed overhead without detention grade sprinkler heads.

The fire protection system should be upgraded by removing non-detention grade sprinkler heads and replacing them with detention grade sprinkler heads. Exposed overhead branch piping will likely need to remain exposed. Fire protection piping that is presently mounted too low should be raised to prevent it from being reached easily.

Electrical Systems

The electrical service appears to be adequate for the facility. Unprotected outlets are observed in inmate spaces and are exposed. Conduit is surface mounted and not tight to the walls and ceilings. Light fixtures are non-security grade fixtures. Chain hung light fixtures with wire covers to protect the lamps are observed throughout the facility. Lamps for the lights are also an older style and less efficient than today's designs.

The electrical installation should be upgraded to include improvements consistent with a corrections application. Overhead conduit should be mounted as high as possible and securely fastened to the structure with tamper resistant hardware. Light fixtures should be replaced with detention grade fixtures that are installed with security hardware.

Security Systems

The following is a list of observations as they pertain to security concerns for a correctional facility. All of the building systems were adapted for use as a correctional facility and each system presents concerns as follows.

1. HVAC
    a. Ductwork is routed within reach of inmates and is accessible for hiding contraband.
    b. Intake grilles are mounted on plywood sheets in the windows and make the building envelope vulnerable.
    c. Radiators are enveloped by guards that protect against burns without properly limiting accessibility for hiding contraband.

2. Plumbing
    a. Piping is routed in open spaces and vulnerable to being tampered with.
    b. Fixtures are not of a detention grade and are vulnerable to attack.

3. Electrical
    a. Light fixtures are not of a detention grade with tamper resistant lenses.
    b. Light fixtures are hung in a manner conducive to hiding contraband.
    c. Electrical outlets are readily accessible for tampering.
    d. Conduit is mounted in a manner that is susceptible to tampering.

4. Fire Protection

a. Fire protection sprinkler heads are non-detention grade and susceptible to tampering.

5. Building Envelope
   a. The building construction could be breached rather easily and consideration should be given to perimeter upgrades that enhance security.
   b. An inmate could gain access to the roof. Doors leading to the roof are not monitored and provide no warning that the perimeter is potentially being breached. Once on the roof, an inmate could easily leave by jumping onto the slope retained by the back of the building.

The security system is inadequate at this location. The use of direct supervision has succeeded in operating the facility with minimal incident, however, many blind spots exists that provide opportunity for incidents. Doors and frames should be replaced with detention grade construction that automates access and provides a means of checking the status of the doors. When replacing doors and frames, door position switches should be installed to provide a means of monitoring door position and record its use. Consideration should be given to the installation of cameras throughout the facility. Cameras should be in stalled as needed to eliminate blind spots. New control panels should be installed to integrate all controls for better means of indirect supervision. Real time recording capabilities should be included to record incidents in the facility. Critical locations should also include audio as well as visual recording. Access points should be provided with an intercom system that is interconnected with a camera when activated in order to provide automated visual observation of individual and group movement throughout the facility. Upgrading the control system will necessitate a larger control room in order to house the expanded system.

Mechanical System Evaluation

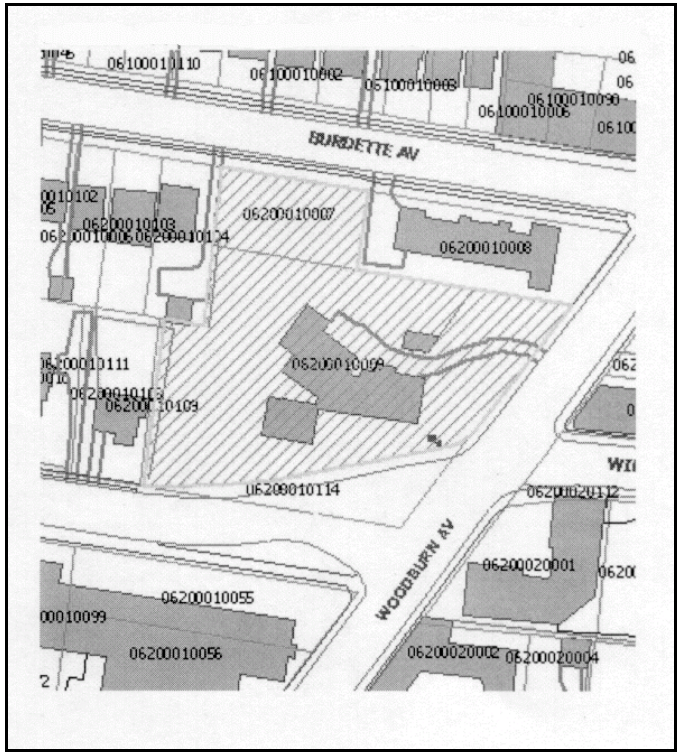
The HVAC system appears to be adequate for this facility. The facility is serviced by roof top units that appear to be appear to be in good operating condition. Other than security concerns expressed previously, no comment is offered with the regard to mechanical system improvements.

Turning Point

General Information

Location and Property Description

Figure 8.12 Turning Point Location



Turning Point is located at 2605 Woodburn Avenue in a residential area of Cincinnati. The area includes both multiple and single occupancy residences. The original part of this house was constructed in 1930 and was used by the Marist Brothers for an extended period of time. The facility appears to have been expanded on at least two occasions.

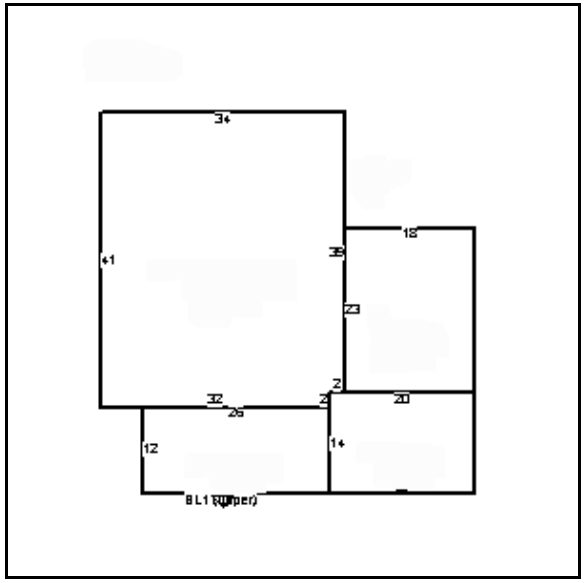
Figure 8.13 Turning Point Facility

The house sits on a well-landscaped 1.308 acre lot bounded by Woodburn Avenue, Burdette Avenue and Taft Road. The Assessor places a $206,900 value on the land and a $344,300 value on the improvements for a total property value of $551,200. The facility is owned by Talbert House, which operates the multiple DUI and 10 and 20 day DUI programs here. Turning Point has a capacity of 52 inmates, as recommended by BAD.

At the time when this facility was developed, DUI was a major issue in the criminal justice system. Penalties had just been modified, and social perceptions regarding driving while intoxicated were just beginning to change. Today, utilization of this facility and program are reduced. There are a variety of potential reasons for this, which may interact.

1. Other priorities have overtaken law enforcement and there may be less of an emphasis on DUI.
2. Driving while intoxicated is less socially acceptable in 2005 than it was in 1985.
3. The fact that this is a very low security facility, with minimal correctional supervision, may limit who can be housed here.

Figure 8.14 Turning Point Floor Plan



Turning Point is a pleasing brick structure with four levels. Inmates are housed on the first through third floors in small dormitory style rooms. Program space includes a variety of group rooms and a large multi-use room which are located throughout the facility. This facility has three separate furnaces (one for each expansion) and is likely to have many of the energy efficiency issues typical in buildings of this age. There is a volleyball area outside that serves as an exercise area. There is a privacy fence separating the grounds from the adjacent houses, but this is essentially a non-secure facility.

Inspection Reports

This section provides a summary of findings of BAD inspections.

1. 2005 Inspection
   a. BAD - The facility was in compliance with all 63 standards which were reviewed this year.
   b. Environmental Sanitation Report for Institutions -
   c. City of Cincinnati, Division of Fire noted no violations, but commented that fire extinguishers were to be recharged the month of the inspection.
2. 2004 Inspection
   a. BAD - the facility was in compliance with the 27 standards selected for inspection this year.
   b. No environmental or fire inspections were available for this year.
3. 2003 Inspection
   a. BAD - the facility was in compliance with the 29 standards selected for inspection this year.
   b. Environmental Sanitation Report recommended the following:
      i. Repair of broken plaster
   c. The City of Cincinnati Fire Inspection found no violations.

Functional Analysis

1. <u>In-facility Service Delivery Strategy, Circulation and Movement</u> - Inmates in this facility are unescorted. A single corrections officer is assigned to supervise the facility.

2. Inter-facility Movement - Because this is a short-term facility, inmates are not likely to leave this facility. Services and supplies are delivered to Turning Point.
3. Security and Control - There were no security or control systems noted, other than good practice regarding manually locked doors.
4. Intake and Release - All inmates are booked at HCJC and brought to this facility.
5. Housing
   a. All housing is dormitory style in small rooms of 2-4 occupants.
   b. Equipment is residential in nature.
6. Health Care - A nurse comes to Turning Point twice daily from HCJC to deliver medications and provide triage services. If additional care is needed, the inmate would be transported to HCJC.
7. Inmate Programs
   a. Like Reading Road, this facility's programs are operated by Talbert House. The focus in this facility is various types of driving intervention programs, with the duration dependent on the number of driving violations.
   b. This facility also has a strong program day in which daily activities provide individual and group activities from approximately 9 AM until 4 PM. Evenings include both opportunities for visiting and self-help groups such as AA.
8. Exercise - In addition to exercise equipment in the facility, an outdoor volleyball court provides for active exercise. Because this population is relatively short-term, this approach to exercise seems appropriate.
9. Visiting - Visiting in this facility allows contact. Visiting occurs in the central dining area. Again, given the nature of this population, contact visiting is an acceptable option.
10. Food Service - Food is trayed and delivered to this location from HCJC. Meals are eaten in a central dining area, which is also used for larger group activities. This is another facility which uses HCJC resources.
11. Laundry - Residential grade washers and dryers are available in the basement of the facility.
12. Maintenance - Like the others noted, this facility is clean and well-maintained. However, this is clearly an older facility and shows all of the symptoms of what was essentially a residence being used for congregate living.
13. Staff and Administrative Functions - There are small offices provided for staff.

Physical Building Analysis

Structural Load Characteristics

The facility was constructed in 1930 as a residence and construction reflects this. No distress was observed during our walk-through. Typical to older residential design, corridors are narrow, stairs are narrow and tend to be steeper than today's designs. Although not a structural issue, the existing floor plan does not function well in terms of the functional relationship of the spaces.

Accessibility Characteristics

The existing floor plan, stairs (both interior and exterior), and narrow design present a considerable challenge in accommodating persons with a disability.

Facade Thermal and Moisture Characteristics

The building envelope appears to be functioning satisfactorily. As with all buildings constructed in this time frame, the extent of insulation in the walls would be expected to be minimal or non-existent.

Plumbing Systems

The plumbing systems are observed to be standard grade porcelain with non-detention grade hardware. Piping is routed in the open space and not concealed. Showers and restrooms have been upgraded. Shower units are not detention grade fixtures.

Although the level of security for this building is not the same as the previous buildings, consideration should be given to upgrades that enhance the installation to reflect detention concerns.

Fire Protection Sprinkler System

The fire protection system is constructed and routed throughout the facility in an open, unprotected manner and in many instances is located within corridors. This could potentially impede travel through the corridor during emergency egress scenarios and expose the County to liability. Consideration should be given to removing riser piping from the corridors. The distribution piping is routed overhead without detention grade sprinkler heads.

Electrical Systems

The electrical service appears to be adequate for the facility. Light fixtures are non-security grade fixtures. Chain hung light fixtures with wire covers to protect the lamps are observed throughout the facility. Lamps for the lights are also an older style and less efficient than today's designs.

The electrical installation should be upgraded to include improvements consistent with a corrections application. Overhead conduit should be mounted as high as possible and securely fastened to the structure with tamper resistant hardware. Light fixtures should be replaced with detention grade fixtures that are installed with security hardware.

Security Systems

As mentioned previously, security is provided by the use locks that are manually operated by a single corrections officer located at this facility. At a minimum, consideration should be given to automating the exterior door access. This would provide the officer with a means of indirectly supervising more of the facility without being drawn away from internal activities. A limited controls system could be installed that would include an intercom, camera, and monitor.

Mechanical System Evaluation

The HVAC system appears to be adequate for this facility. The facility is serviced by residential units located in spaces retrofitted to serve as mechanical rooms. These systems appear to have been well maintained and are servicing the facility adequately.

Conclusions

1. With the notable exception of the Hamilton County Justice Center (HCJC), all of the facilities in use range in age from 70 - 100 years old. In addition, none of these facilities, with the exception of HCJC, were originally designed as correctional facilities. All have been retrofitted with varying success for their current purposes. Of the four facilities, Queensgate appears to the consultant to be the least successful - particularly when viewed in conjunction with the housing of medium security inmates in this location. With the exception of HCJC, none can be considered appropriate, based on the structure, layout, equipment and finishes, for correctional purposes beyond the lowest security levels. Given utilization rates in the various facilities, it appears that the jail population now has a lower proportion of minimum security inmates than it did in the past, resulting in the need for higher security beds than these facilities provide.
2. All of these facilities are relatively close to HCJC, and all rely strongly on the delivery of services from HCJC for daily operations. While this is clearly understandable from a financial and functional perspective, the movement of inmates, food, laundry and other materials clearly complicates daily operations at HCJC and provides ample opportunities for security violations. In the opinion of the consultant, Queensgate is particularly problematic because of its size. It is one thing to transport meals to Turning Point at up to 60 beds, and quite another to transport meals to Queensgate at up to 822.
3. With the exception of HCJC, these facilities are clearly at or beyond their useful life cycle. Examination of past practices suggests that both the County and the City have had a history of using facilities, such as the Workhouse and the old Jail, for very long periods of time. In the long-term, the extended use of facilities beyond their normal life-cycle was at least partially responsible for past litigation regarding conditions of confinement. Hamilton County has also, in the past, double and triple celled its primary correctional facility until ordered by the Federal District Court to reduce population. In the consultant's opinion, it is reasonable to assume that the County once again has increased vulnerability for confinement conditions, given the age of its facilities, and the degree to which the system has become reliant on multiple occupancy for medium and maximum security inmates.

4. HCJC is clearly the best of these four facilities from a physical plant perspective. Yet, there are a number of significant issues here as well. There are areas within this facility that no longer meet the needs of the current population and are likely to become even more problematic in the future.
   a. Crowding in housing results in a significant number of inmates being placed in double occupancy. As the jail capacity was increased in the 1990's, the proportion of single cells decreased. When double celling occurred, even fewer single cells were available. However, the proportion of inmates who stay in custody on a long-term basis and are held at HCJC is a population in which more single occupancy is needed. BAD has been quite clear on its position that the capacity of this facility should be returned to the original 848, which provided much greater single occupancy.
   b. The booking and intake areas have reached a point at which they no longer accommodate all of the functions which must occur here, given the number of inmates being processed.
   c. The volume of inmates being booked, moving to arraignment court, being transported to other locations, and being released is large enough that it has become essential to separate the areas used by these populations and their circulation paths to avoid the potential for errors associated with release functions.
   d. The consistent need to move inmates to exercise, health care, education and other program services is a staff-intensive approach to service delivery. Although this facility is likely to house most pretrial detainees whose service needs are not likely to extend to educational program, pretrial inmates will use all of the other services. Particularly problematic are approaches to meet the needs of inmates with medical and mental health needs.
   e. There clearly is not enough space for female offenders. Females are the most likely inmates for early release, since they generally present a lower level of risk to the community, if not to themselves. Females have been early released since at least 1993, and it is clear that female ADP has become capacity driven.
   f. It is also clear that a number of the support areas of the facility are operating at capacity. This is particularly true of food service and the loading dock. It will be essential to evaluate the ability of this area to support any additional inmate capacity.
   g. Since the 1980's when this facility was planned, the activities required to provide mandated services in correctional facilities have expanded. This, in turn, has resulted in increases in personnel. The facility does not have adequate work areas for the number of staff currently employed.
   h. The prevalence of secure control rooms in this facility raises the question of potential efficiencies that could be obtained if:
      i. A single central control could be created to manage the perimeter and access across zones.
      ii. The number of housing controls could be reduced with an alternative means of inmate behavior management and supervision used during at least during portions of the day.
   i. An examination of the degree to which core functions of this facility, including mechanical and maintenance spaces, are adequate for increased population levels will be required in any expansion effort.
   j. The value of this facility is its connection to the courts, which provides for a secure connection into the courthouse. If this connection were to be lost, the County would face significantly higher costs for transportation of inmates to and from courts.

5. Because of the large number of inmates held at the Queensgate facility, its continued use is particularly problematic.
   a. The Queensgate facility was originally converted from a warehouse to correctional use from 1990 - 1992. The facility was renovated quickly because of jail population pressures in the County; it was renovated as economically as possible because its original intended lifespan was three years. The facility has now been operating continuously since 1992, and since that period the County has paid in excess of $27 million dollars to lease the facility, in addition to the costs of operating it, paying property taxes, and maintaining any damage attributable to inmate or staff damage.
      i. The materials selected were not correctional grade.
      ii. Many design elements did not meet the correctional standards of the day, and the Bureau of Adult Detention granted variances because of the anticipated short life of the facility.
   b. Queensgate was originally designed and approved for minimum security inmates; now 50% of its population are medium and maximum classifications.
      i. The security system is inadequate for the level of inmates now held; the magnetic locking system used is not in current use in full-service jails and has severe limitations particularly in the event of a mass evacuation.
      ii. Other security systems such as intercoms and cameras are almost totally lacking.
   c. Maintenance considerations at this facility are significant and not without cost impacts:
      i. The facility was not designed to withstand potential earthquakes.
      ii. The uninsulated exterior walls have developed moisture problems which required extensive maintenance.
      iii. The plumbing systems are not correctional grade, and water pressure on the upper two floors is inadequate.
      iv. The heating system is at or near the end of its life-cycle.
      v. HVAC, electrical, plumbing and fire protection systems are all within easy reach of inmates.
      vi. The lack of insulation results in the continuous use of air conditioning to attempt to balance temperature levels.
   d. The population held at Queensgate is among the most appropriate for program interventions. However, program space is so limited that basic services, such as recreation and education, which are required by standards are not available to the population. There are only two classrooms, which can accommodate a maximum of 32 inmates.
   e. The facility has operated with minimal incidents to this point because of the successful management of direct supervision strategies. The Corrections Division has promoted an orderly style of operations in which staff are in control, and they have maintained the facility in a way that is remarkable for its age and current use. Nevertheless, there are indications that the number of incidents which have occurred here have increased as the minimum security proportion of the population decreased. As the facility continues to age and the security level of inmates housed there increases, the chances for successful outcomes diminishes very quickly.

Hamilton County, Ohio Correctional Master Plan

OPERATIONAL ANALYSIS OF OPTIONS

January 28, 2006

Overview of the Options

Three conceptual options were identified:

- Option 1: Connected Campus assumes that new construction occurs immediately adjacent to HCJC and that the new construction, which may be on multiple sites, is connected to HCJC.
- Option 2: Nearby Site assumes that new construction at a location that is 5-10 minutes from HCJC.
- Option 3: Distant Site assumes that new construction occurs at a location that is more than 15 minutes from HCJC.

These options differ in the amount of space required, the type of construction (new construction vs. renovation), the complexity of the construction process, and operating costs. Site issues are discussed separately.

Space Planning Options

Each option is discussed in terms of the impact on new construction and the space currently used for that function (if it occurs at this location) in HCJC. Appendix A provides a detailed analysis of the new construction, the impact on HCJC and staffing implications for each functional component, in each option. The table on the following page summarizes changes to the space program based on each option. Detailed space programs for each option are available.

Analysis of Options

Component #	Component	Subcomponent	Net		Circulation Factor	Gross	
			Option 1	Option 2 & 3		Option 1	Option 2 & 3
1	Intake	Sallyport	11,150	11,150	1.2	13,380	13,380
		All Other	8,940	8,940	1.54	13,770	13,770
2	Admissions & Classification	Admissions	6,540	6,540	1.54	10,070	10,070
		Property	6,055	4,305	1.54	9,320	6,630
3	Transportation & Release	Release Processing	1,565	1,565	1.54	2,410	2,410
		Transport Staging		2,725	1.54		4,200
		Court Staging		0	1.54		0
		Court Holding	2,585	2,585	1.54	3,980	3,980
4	Security and Control	Central Control	4,860	3,900	1.54	7,480	6,0100
5	Housing	Cell Housing	91,900	91,005	1.75	160,830	159,260
		Dormitory Housing	104,185	100,375	1.6	166,700	160,600
		Shared Housing Spaces	51,880	45,870	1.5	77,820	68,810
6	Health Care	Medical Clinic	6,420	6,420	1.54	9,890	9,890
		Medical Staff Access Zone	4,045	4,045	1.54	6,230	6,230
		Mental Health Clinic	1,580	1,580	1.54	2,430	2,430
		Mental Health Staff Access Zone	2,340	2,340	1.54	3,600	3,600
7	Programs	Inmate Access Zone	10,190	10,190	1.3	13,250	13,250
		Programs/Vocational Office Zone	1,165	1,165	1.54	1,790	1,790
8	Visitation	Jail Public Areas/Video Visit Center	5,045	5,045	1.4	7,060	7,060
		Special Visiting Suite	2,280	2,280	1.54	3,510	3,510
9	Support Services	Food Service	33,115	20,390	1.4	46,360	28,550
		Laundry	6,610	1,885	1.4	9,250	2,640
		Janitorial	8,985	7,065	1.4	12,580	9,890
		Commissary	3,020	2,520	1.4	4,230	3,530
		Vehicle Maintenance	3,265	3,265	1.4	4,570	4,570
		Maintenance Shop Area	4,145	3,345	1.4	5,800	4,680
		Facilities Shop Area	3,670		1.4	5,140	
		Maintenance Office Suite	1,370	1,370	1.54	2,110	2,110
10	Administration	Corrections Administration	3,840	3,840	1.54	5,910	5,910
		Sheriff's Office Other	4,925	0	1.54	7,580	0
		Sheriff's Administration	3,090	0	1.54	4,760	0
11	Staff Support		18,220	12,530	1.4	25,510	17,540
12	Pretrial Services	Non-secure Sections	3,420	0	1.54	5,270	0

Component #	Component	Subcomponent	Net		Circulation Factor	Gross	
			Option 1	Option 2 & 3		Option 1	Option 2 & 3
13	Courts	Video Court	2,905	2,905	1.54	4,470	4,470
		Public Arraignment Courts	4,270	0	1.54	6,580	0
		Mayor Court Replacement	4,270	0	1.54	6,580	0
		Total Programmed	431,845	371,140		670,220	580,770
		Building Connectors	10,000			12,000	
					Mechanical (8%)	53,620	46,460
					Total	735,840	627,230

Option 1 represents all of the space that would be required to provide for all of the space listed. It represents what the County would have to build if it were to replace everything. However, Option 1 will not be all new construction; renovation of areas vacated will be required. This raises the issue of potential need to bring the entire HCJC up to present code. It also suggests a longer and more complex construction process in which HCJC must continue operations. Option 2 and 3 will require less square footage, but it will all be new construction. This makes the basic assumption that HCJC is left “as is” and that court holding is expanded, in the courthouse. It also makes the following assumptions:

- The current intake area of HCJC serves as the court staging area and/or the area from which transports occur to the new facility. Transport staging shown in the Option 2 and 3 space program is located at the new facility to facilitate movement.
- Food service stays operational at HCJC; although some items, such as bakery items and some entrees which will be produced at the new facility can be moved to HCJC from the new facility, the two facilities are functionally self-sufficient with regard to meal preparation.
- Male laundry remains at HCJC; female laundry (and bulk bedding laundry) is provided at the new facility.
- Potentially commissary could remain in its present location at HCJC although space is planned at the new facility.
- The functions of the Sheriff’s Office which are currently inside the secure area of HCJC are relocated to space vacated by Corrections Administration, outside the secure area of the jail. No additional space is programmed.
- The Sheriff’s Office remains in its current location.
- The non-secure elements of pretrial services remain in their current location. No additional space is programmed.
- No connectors are required in this option, since transportation is by vehicle.
- If HCJC is retrofitted for video-visitation (as is suggested), space can be provided in the lobby of the north building for this function.

Staffing Implications of Options

Staffing Efficiency Measures

In 1999, the Bureau of Justice Statistics estimated that local jurisdictions spent $15,096,000,000 to operate jails[1]. Because jails are staff-intensive operations, most criminal justice planners estimate that between 70% and 80% of this cost is for staff salaries and benefits. Staffing costs are clearly the "big ticket" item in correctional planning. Over the thirty year life of a facility, most jurisdictions will spend in excess of 90% of all the money that is spent on the jail for staffing. As a result, local officials have become progressively more concerned about making good decisions about staffing.

The challenge for most jurisdictions is figuring out how much staff is "right" for a specific facility or facility design. There are many factors which influence facility staffing.

- Facility mission influences staffing because it identifies the primary purpose and the operational philosophy of the institution.
- Physical plant is a powerful influence on staffing through factors including configuration and size of housing units, supervision and control strategies, the location of program and support areas, and circulation patterns.
- The volume of activities carried out in the facility - and their timing - establishes workload, which influences staffing.
- The security level of the population in general and the size of the "special needs" population in particular influences staffing.
- Standards and case law also influence staffing levels by identifying what must be done, but they rarely establish actual staffing patterns or ratios.

It is obvious to correctional administrators and operations that not all jails are the same and that the differences should influence staffing levels. However, officials charged with funding jails may not "see" the differences so clearly as jail administrators, and most staffing methodologies begin with analyzing the influences of these factors in each facility. How then can funding officials evaluate the staffing plan? One approach is to consider what can be learned from staff to inmate ratios.

Staff to inmate ratios divide the total number of inmates that the institution is responsible for by the total number of staff, i.e., 150 inmates / 50 staff = 1:3 (1 staff for every three inmates). But like all statistics, staff to inmate ratios have to be used responsibly and accurately.

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[1] Bureau of Justice Statistics Bulletin, Justice Expenditure and Employment in the United States, 1999.

1. ***Not all staff are the same***. There are different types of staff who work in correctional facilities. There are officers, administrators, clerks, nurses, cooks and maintenance personnel. Most staff inmate ratios reflect all of these categories. It is important to know what the ratio of inmates to correctional officers is also.
2. ***Staff to inmate ratios reflect total staff on the payroll, not who is in the building or in a housing unit at a given time.*** There has been a great deal of discussion about a 1:48 or a 1:60 ratio for officers to inmates. These ratios refer to the number of inmates in one housing unit who are supervised by one officer at a time. They are not the same as a staff to inmate ratio.
3. ***Staff to inmate ratios are statistics***. Like most other statistics, it is essential to have a large enough sample so that it is possible to generalize from the statistic to a situation. In addition, it is important to remember that your situation ***may*** be different from the "average." As statistics, good staff to inmate ratios are useful for establishing a ***normal range*** within which typical staffing levels will fall.

Staff to inmate ratios vary by region within the United States and by size of facility, since there clearly are economies of scale. The tables on the following page provide regional and size staff to inmate ratios from the Bureau of Justice Statistics Bulletins.

	Inmates per Jail Employee			
Region	**1983**	**1988**	**1993**	**1999**
US Total				
Total Staff	3.5	3.4	2.8	2.9
CO	5.0	4.7	3.9	4.3
Northeast				
Total Staff	3.0	2.4	1.9	2.2
CO	4.1	3.2	2.5	2.9
Midwest				
Total Staff	2.9	2.9	2.4	2.5
CO	4.4	4.0	3.5	4.2
South				
Total Staff	3.4	3.8	3.2	3.3
CO	4.9	5	4.3	4.6
West				
Total Staff	4.6	4.5	3.4	3.3
CO	7.1	6.7	5.3	5.7

Facility Size	Total Staff	Corrections Officers
Less than 50	1.5	2.4
50-249	2.7	3.9
250-499	2.8	4.1
500-999	3.1	4.4
More than 1,000	3.1	4.6

In the four years for which data is available, the Northeast, of which is Ohio is considered a part, has had the lowest inmate to staff ratios and could be considered the least efficient. In 1999, there were an average of 2.2 inmates for every staff person and 2.9 inmates for every correction officer. Nationally, in contrast, there were 2.9 inmates for every staff and 4.3 inmates for every corrections officer. In general, the west has traditionally had the most efficient operations. As the smaller table shows clearly, the larger the institution, the more efficient it can be.

Current Staffing

The implications of the options should be viewed in the context of current staffing, which is remarkable in the context of the information about staff to inmate ratios available through BJS.

Analysis of Options

Facility/Job Classification	HCJC	HCJC Intake Detail	HCJC Intake Breakdown	Queensgate	Reading Road	Turning Point	Total	Total Non HCJC
CO	273			120	19	7	419	146
HCJC Housing Subtotal		187						
Intake Subtotal		87						
Intake/orientation Housing (1)			20					
transportation (2)			14					
Supervisors	28	subtotal (reassigned)	34	9	2	0	39	11
Support	123	subtotal (new intake)	53	18	1	0	142	19
Total	424			147	22	7	600	176
Capacity	1,240			822	150	60	2,272	1,032
Staff to inmate ratio	2.92			5.59	6.82	8.57	3.79	5.86
(1) Treat as part of HCJC Housing Staff								
(2) Transportation Staff								
Intake staffing (current) provides for courtrooms (which become video arraignment), JAX Staffing, hospital duty, court holding and admissions								
Revised HCJC Housing (includes old intake/orientation unit)		207						
Transportation		14						

Currently there are 424 staff assigned to HCJC (Housing and Intake) and 176 assigned to the other three facilities. HCJC as the current primary location for corrections absorbs most of the “administrative overhead” (personnel, finance, and management). HCJC has been divided into two groups (Housing and Intake), which parallel the way in which the Bureau of Adult Detention views these operations. There are currently 187 staff assigned to housing and 87 assigned to intake. The basic assumptions regarding staffing at HCJC are:

1. Intake and Orientation Housing functions will be moved to new construction; the areas vacated will be used for maximum inmates and will be staffed by the same 20 persons currently allocated to that function in the intake subtotal. Those 20 staff are shifted from the count for HCJC intake and moved to HCJC housing, resulting in a new HCJC housing staffing total of 207.
2. The 14 staff currently assigned for transportation are also removed from the intake total, since this number will vary based on the option selected.
3. All other intake and housing staffing remains the same.

Overall, the Hamilton County system has a **1 to 3.79** staff to inmate ratio, in notable contrast to northeast as a whole, which has a 1 to 2.2 staff to inmate ratio. Hamilton County's staff to inmate ratio exceeds the more efficient averages seen in the south and the west. Even more telling is the comparison with comparably sized institutions (in excess of 1,000). Nationally large institutions had staff to inmate ratios of 1 to **3.1**; Hamilton County has a more efficient ratio of 1 to 3.79.

Methods for Estimating Future Staffing Needs

In seven day a week, 24 hour a day operations, estimation of staffing requirements, particularly for the essential staff, who work on various shifts, is sometimes difficult. The most straightforward approach is to determine the number of hours which have to be worked at each of the identified posts and divide that by the number of contracted work hours (2080) that the typical staff is available to work, typically somewhere between 1,575 and 1,675. This method accounts for regularly scheduled days off, sick and vacation time, and all other forms of leave. The derivation of net annual work hours is shown in the adjacent table. This method (and the net annual work hours shown in here) is used to provide an order of magnitude comparison of the options. This information will be applied to the staffing plans that are included as Appendix B, C, and D, and which are summarized below.

Step	Calculation
1. Total hours contracted per employee per year	2,086.00
2. Average number of vacation hours per employee per year	90.00
3. Average number of compensatory hours off per employee per year	30.00
4. Average number of sick leave hours off per employee per year	48.00
5. Average number of mandatory training hours off per employee per year	40.00
6. Average number of personal hours off per employee per year	8.00
7. Average number of other hours off per employee per year	4.00
8. Average number of break hours off per employee per year	130.00
9. Average number of holiday hours off per employee per year	60.00
10. Total hours off per employee per year	410.00
11. Net Annual work hours	1,676.00
No Relief	2,086.00
Weeks in year	52.14

Summary of Staffing Implications of the Options

The following assumptions are made in the new staffing patterns:

1. All staff assigned to Queensgate, Reading Road, and Turning Point will be re-assigned to the new facility, since their programs will now be housed in the new facility.
2. Support staff will be relocated from HCJC to the new facility if their function(s) have moved.
3. The same strategies that have been used in the past and in HCJC to assign supervisors and support staff will continue into the new facility.

Analysis of Options

	CO	Supervisory	Support	Total
New Staffing Required at Full Occupancy	277	39	30	346
Current Staffing in Replacement Facilities	146	11	19	176
Added Staffing	131	28	11	170
HCJC Staffing	207	28	123	358
Subtotal Housing Staffing	484	67	153	704
Subtotal Intake Staffing (w/o transports)	53	included above		53
Subtotal CO (Housing + Intake)	537	67	153	757
Total System Capacity	3,036			
This staffing remains constant in the various options				
CO to Inmate Ratio	5.65			
Staff to Inmate Ratio	4.31			

This plan replaces 1,032 beds and adds an additional 772 new beds with a total of 170 **new** staff. The 176 staff currently working in the facilities which are attributed to the new staffing. If this staffing pattern is followed, the overall efficiency increases.

There are two staffing components which are influenced by the site options: transportation and court staging (the current intake area of HCJC which would be used to stage inmates to and from court).

	Option 1	Option 2	Option 3	
HCJC				
Housing	207	207	207	includes old intake and orientation housing staff previously attributed to intake
Old Intake/Court Staging	0	5	5	
Subtotal	207	212	212	
Supervisors	28	28	28	
Support	30	30	30	assumes relocation of most support staff
Subtotal HCJC	265	270	270	
Expansion Facility				
Intake	53	53	53	
Transportation	4	8	20	current transport staffing is 14; reduction anticipated in both Option 1 and Option 2 because of reduced movement, reduced number of facilities, increased delivery of medical service in-house, less movement of materials, and no movement to arraignment court. ***If video arraignment does not occur, the number of transportation staff will increase in both Options 2 and 3.***
Housing	277	277	277	
Supervisors	39	39	39	
Relocated Support	93	93	93	
New Support	30	30	30	
Subtotal Expansion	496	500	512	
Total	761	770	782	

Shaded cells in the above table are those in which the options result in a difference. The most effective way to examine the differences between these staffing patterns is to compare them based on an order of magnitude basis.

	CO	Supervisors	Support	Total
New Housing Staffing	131	28	11	170
Annual CO Salary @$30,000 + 33% benefits =				$39,900
Annual Supervisor Salary @$50,000 + 33% benefits =				$66,500
Annual Support Salary @$30,000 + 33% benefits =				$39,900
	CO	**Supervisor**	**Support**	**Total**
New Housing Staffing	131	28	11	
Cost of New Housing Staffing	$5,226,900	$1,862,000	$438,900	$7,527,800
CO Options	**Option 1**	**Option 2**	**Option 3**	
Old Intake/Court Staging	0	5	5	
Transportation	4	8	20	
Annual Cost of Option	$159,600	$518,700	$997,500	
Current Transport Staffing = 14 FTE * $39,900				$558,600
Variance of Option from Current Costs	($399,000)	($39,900)	$438,900	

This table shows both the anticipated new cost for the additional 772 beds ($7,527,800 annually), based on the assumptions shown in the above table regarding CO, supervisory and support staff benefit packages. There will be additional costs associated with operations (food and medical contracts, supplies, materials, etc.), which the County may wish to estimate. **Note: a typical estimation of personal services to other costs is a ratio of 80:20.** The costs associated with each option vary significantly since the number of transportation staff required for each option ranges from a low of 4 (estimated at $159,600 annually) to 25 (estimated at an annual cost of $997,500). Option 2 at the middle range is most consistent with current transport staffing levels (14 FTE currently versus13 required in this option) at a cost of $518,700. To some degree, then option 1 represents a savings over the status quo, Option 2 represents the status quo with minimal savings, and Option 3 represents an additional cost.

Conclusions

1. The Hamilton County Sheriff's Office has a very efficient current operation, and the consultant sees no reason why that efficiency should not continue in the replacement and expanded facility.

2. Staffing, supervisory and support efficiency strategies in place in current facilities have been extended into the new facility, and additional efficiencies in housing have been developed through reduction in the number of fixed control points and the effective grouping of housing areas.
3. Management of staff assigned housing areas and the areas themselves have been balanced to reflect the degree of difficulty to be expected in that area.
4. Option 1 is the most staff-efficient, but presents significant operational issues during construction as the facility must remain in operation while areas within HCJC are renovated. Renovation of HCJC may trigger the need to bring all of HCJC up to present code.
5. Option 2 results in minimal operational inconvenience during construction, and is consistent in those areas in which additional staffing is required with the resources currently allocated to those functions. It also results in the less square footage to be constructed.
6. Option 3 presents significant operational problems. To a large degree it exacerbates the problems which this project is attempting to solve.

Hamilton County, Ohio
Jail System: Total Cost-to-Own

Alternative	30-Year Operating	Capital (Includes Debt Service)	Total Cost to Own	*County Facility Residual Value*
Master Plan Recommendation	$ 2,418,166,926	$ 317,963,283	$ 2,736,130,209	*$ 44,104,047*
Queensgate Renovation / Justice Center Expansion	$ 2,644,938,880	$ 200,636,820	$ 2,845,575,699	*$ 27,829,930*
Queensgate Renovation & Expansion	$ 3,472,195,612	$ 9,174,000	$ 3,481,369,612	*n/a*

Hamilton County, Ohio
Total Cost-to-Own: Operating

1	**2005 Total Operating Costs**									
2	2005 Total System Costs:		42,907,602			Yr 8 Current System Cost	52,772,060			
3	Per Day Per Inmate:		55.95							
4	**Net 400 Increase Open (Years 1-7)**				**Net 800 Increase Open (Years 8-30)**					
5	**Master Plan Recommendation Incremental Costs:**	Year 1	FTE	Years 1-7	**Master Plan Recommendation Incremental Costs:**	Year 8	FTE	Years 8-30	30-Year Total
6	Personnel	3,750,030	85		Personnel	9,224,324	170		
7	Non-personnel	1,938,880			Non-personnel	4,769,257			
8	Treatment Program Savings	(442,015)			Treatment Program Savings	(543,634)			
9	Queensgate Lease Savings	(2,100,000)			Queensgate Savings	(2,582,790)			
10	Sub-total	3,146,895			Sub-total	10,867,157			
11	Year 1 Total System Costs:		46,054,497	352,890,842	Year 8 Total System Costs:		63,639,216	2,065,276,085	2,418,166,926
12	Per Day Per Inmate:		50.45		Per Day Per Inmate:		60.10		
13									
14	**Queensgate Renovation / Justice Center Expansion:**		FTE	Years 1-7	**Queensgate Renovation / Justice Center Expansion:**		FTE	Years 8-30	30-Year Total
15	Personnel	4,656,253	106		Personnel	11,453,452	211		
16	Non-personnel	1,938,880			Non-personnel	4,769,257			
17	Queensgate Lease Increase	1,000,000			Queensgate Lease Increase	1,229,900			
18	Treatment Program Savings	(442,015)			Treatment Program Savings	(543,634)			
19	Sub-total	7,153,118			Sub-total	16,908,975			
20	Year 1 Total System Costs:		50,060,720	383,588,376	Year 8 Total System Costs:		69,681,034	2,261,350,504	2,644,938,880
21	Per Day Per Inmate:		54.84		Per Day Per Inmate:		90.86		
22									
23	**Queensgate Renovation & Expansion:**		FTE	Years 1-7	**Queensgate Renovation & Expansion:**		FTE	Years 8-30	30-Year Total
24	CCA Per Diem Rate	69			CCA Per Diem Rate	88.14			
25	CCA Annual Cost	35,259,000			CCA Annual Cost	57,909,842			
26	Queensgate Lease Savings	(2,100,000)			Queensgate Lease Savings	(2,582,790)			
27	Treatment Program Savings	(442,015)			Treatment Program Savings	(543,634)			
28	Treatment Program County Staff Savings	(1,564,771)	-29		Treatment Program County Staff Savings	(1,924,512)	-29		
29	Treatment Program County Non-personnel Savings	(838,566)			Treatment Program County Non-personnel Savings	(1,031,352)			
30	County Queensgate Savings...Personnel	(6,176,520)	-140		County Savings...Personnel	(7,596,502)	-140		
31	County Queensgate Savings...Non-personnel	(3,984,398)			County Savings...Non-personnel	(4,900,412)			
32	Sub-Total	20,152,730			Sub-Total	39,330,640			
33	Year 1 Total System Costs:		63,060,332	483,197,409	Year 8 Total System Costs:		92,102,700	2,988,998,203	3,472,195,612
34	Per Day Per Inmate:		69.08		Per Day Per Inmate:		120.10		
35									

36 Notes:

37 Row 3 - Current per day costs includes all funding sources and does not include Justice Center debt service which ended in 2005.

38 Row 8 - Based on Talbert House estimate of $7 per day per person for "occupancy" and using 2005 average daily population for Reading Road and Turning Point facilities.

39 Row 15 - The Queensgate Renovation / Justice Center Expansion does not realize staff efficiencies and uses the current 3.79 inmate/staff ratio (i.e. 800 / 3.79 = 211 staff).

Hamilton County, Ohio
Total Cost-to-Own: Capital

	Option	Construction Costs	Financing Costs	Total Capital
1	Master Plan Recommendation	192,699,279	125,264,004	317,963,283
2				
3	Queensgate Renovation / Justice Center Expansion	121,594,450	79,042,370	200,636,820
4				
5	Queensgate Renovation & Expansion	5,560,000	3,614,000	9,174,000
6				

7 Notes:

8 Row 1 - The construction cost is reduced to $192,699,279 to normalize inflation and contingency assumptions with the URS estimate for a Justice Center expansion.

9 Row 3 - The construction cost for a 800-bed expansion is based on the URS estimate for a 600-bed expansion adjusting for beds and leaving the core unchanged.
Row 5 - The cost proposal from Corrections Corporation of America (CCA) did not include land acquisition or site development costs. The estimate provided
10 above are a prorated amount from the Master Plan recommendation.

ASSESSMENT OF INMATE POPULATION CHARACTERISTICS AND JAIL MANAGEMENT PROCESSES IN HAMILTON COUNTY, OHIO

Presented to the Hamilton County Corrections Review Task Force

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Vera Institute of Justice

July 31, 2006

Executive Summary

Hamilton County, Ohio is currently facing increasing jail crowding. In response to this problem, a Correctional Master Plan, which identified the need to construct a new high-capacity jail, was developed and submitted to Hamilton County officials at the end of 2005. To supplement this plan, the Hamilton County Board of Commissioners established the Corrections Review Task Force in June 2006, charged with examining jail capacity needs, assessing alternatives to jail, and identifying options for expanding custodial capacity. The Task Force engaged the Vera Institute of Justice to assist in this work. The results of this collaborative effort are presented in this report, which addresses three primary questions. First, has the profile of offenders in Hamilton County jail changed in recent history? Second, how has the Hamilton County justice system responded to the changes in offender characteristics? Third, how does Hamilton County differ from other jurisdictions in terms of the usage of jail resources and system capacity?

Findings indicate several important differences in the profile of inmates and nature of justice processing in Hamilton County over the years 1999 to 2004. Offenders in custody in 2004 were much more likely to be unemployed, less educated, and afflicted with drug problems than in 1999. They were only slightly more likely to be charged with violent offenses, but violent offenders appear to be committing increased numbers and types of violent crime. Drug offenders, on the other hand, were not committing more violent crimes in 2004 than in 1999. Findings also indicate that in 2004, inmates spent more time in custody than in 1999. This increased length of stay is due to three discernable trends in jail usage: an increasing number of jail bookings being generated by County law enforcement – with City police departments booking fewer, yet more actively involved offenders; a decreasing use of bonds for release and longer length of stay, both prior and after court date; and a small number of cases, especially drug-related offenses, contributing to an increasing number of jail bed days consumed in 2004. Analyses also show that when comparing select county jails in Ohio and to jails in other states in the region, it appears that Hamilton County has the highest incarceration rate of those examined in Ohio, and is second only to Marion County (Indianapolis) of all jails compared in the region.

The analysis of offender characteristics and criminal justice processes in Hamilton County indicate some significant areas of change that should be taken into consideration in the development of long-term solutions to jail crowding. These long-term solutions must be guided through the creation of a collaborative and permanent body to review, analyze and identify processes within the entire county criminal justice system that can improve public safety for the community. Additionally, enhanced data collection methods and population forecasting models should be adopted to both monitor and predict future changes in the county's jail population. Another method for addressing jail crowding includes the establishment of a community-based continuum of punishments that protect public safety, but also reserves the use of expensive jail beds for offenders who pose the greatest threat of harm to the community. Indeed, the expansion, coordination, and improved implementation of specialized court models offers great promise for diverting some lower risk offenders from jail. Finally, adjunct services that address the varied and multiple needs of offenders (e.g., education, employment, and housing issues) should be offered simultaneously with substance abuse and other mental health programs to help reduce recidivism and assist offenders become productive members of society.

Introduction

This report was prepared in response to a request from Hamilton County to support the Corrections Review Task Force in the review of jail capacity needs. It is intended to foster the development of recommendations for effective treatment of offenders entering the justice system. It focuses on recent patterns jail utilization, the needs of offenders, and the manner in which the criminal justice system in Hamilton County, as a whole, effectively deals with threats to public safety. It analyzes key processes in the management of inmates such as booking and release decisions, judicial review, and sentencing in the context of system and offender needs.

The report focuses on three primary questions. First, how is the profile of offenders in jail today different than in the past? Are offenders booked into the jail today more violent or less amenable to rehabilitation than before? Are they substantially different from those who receive treatment or serve punishments outside the jail in the community? What type of offenses and problems resulted in their incarceration? Second, how is the justice system responding to changes in offender characteristics? Are the programs for treatment and rehabilitation of offenders effective, accessible, and well-integrated? Are court processes today faster or slower, more or less punitive, and how effective are they in protecting public safety? What opportunities are there for improving justice outcomes in the County? Third, how does Hamilton County differ from other jurisdictions in the usage of jail resources and system capacity? Compared to similar counties, is Hamilton County relying more on the use of detention relative to its general population?

Several important differences were identified in the profile of inmates and nature of justice processing in Hamilton County over the years 1999 to 2004. Offenders in custody in 2004 were more likely to be afflicted with drug problems, unemployed, and less educated than in 1999. They were only slightly more likely to be charged with violent offenses, and it is not clear if they were in fact more dangerous. Processing patterns in the jail in 2004 were also quite different than in 1999; inmates were spending more time in custody – partially because expedited mechanisms of release were being used less frequently. It was also determined that most of the additional bed days consumed by the 2004 sample were consumed between booking and court review. While further description of court interventions is limited by the design of the data samples, we were able to identify three discernable trends: 1) an increasing number of jail bookings generated by County Law Enforcement agencies (non-Cincinnati), with City Police Departments booking fewer offenders but with more serious charges; 2) a decreasing use of bond releases and longer lengths of stay both before and after court date; and 3) a slightly decreasing number of cases adjudicated – especially for drug-related offenses – contributing to the increase in the total number of jail beds consumed in 2004. Finally, when comparing County jails in Ohio and other states in the region, it appears that Hamilton County has the highest incarceration rate in Ohio, and is second only to Marion County (Indianapolis), a city with a much larger population.

This report contains a set of recommendations on what the County might do immediately to improve outcomes in justice administration as well as improvements that could be made in the future while awaiting any new jail capacity. These recommendations are designed to assist the County in managing its present space as well as govern the use of any additional jail capacity.

Although this report focuses on the current use of jail space, it also suggests how the county might use jail space in the future, building supportive, complementary programs for community justice and safety, and establishing a process and appropriate timeframes for solving the current jail capacity issue.

The origins and purpose of this report

On June 26, 2006, the County Board of Commissioners established the Corrections Review Task Force. The Task Force was charged with examining jail capacity needs, assessing alternatives to jail, and considering options for expanding custodial capacity. The Vera Institute of Justice was contracted to support this work. Vera staff visited Hamilton County three times, participated in the deliberations of the Task Force, and with the assistance of the Department of Pretrial Services, collected additional data about offender needs, treatment options, and court-processing patterns. Using this information in conjunction with the original data utilized by Voorhis Associates, Inc. for the Correctional Master Plan, an in-depth analysis was completed on the offenders entering in the County jail system (see Section 1: Methods and Limitations).

The questions posed by the Task Force and its subcommittees evolved over the past month. Some members asked how local patterns of jail use and justice administration compared to other jurisdictions: "Are we unusual in our use of jail?" one person asked, and "Are our offenders different?" Other members posed questions about key findings identified in the Correctional Master Plan: "How is it that such a small percentage of inmates consume a majority of jail space?" and, "How might we achieve reductions in recidivism?" Still others wanted to know more about the impact of "processing only" bookings in the jail (where offenders are brought into jail, fingerprinted, and then released with an order to appear before the court), how community corrections could be better utilized, how jail classification affected the accessibility of treatment programs, and whether or not some inmates currently incarcerated could be safely released.

This report responds to some of these questions. The short timeframe involved in preparation of this report and the limitations of the available data constrained the ability to respond to all of these questions and answer them authoritatively. Many important concerns raised by the Task Force are not addressed satisfactorily in this report. For this reason, it is recommended that the County continue to support the Task Force's exploration of current practices and future options, and to develop a system where the ongoing issues of jail practices can be addressed appropriately as they arise.

The relationship of this report to the Correctional Master Plan

This report should be read as a supplement to the Correctional Master Plan. Completed at the end of 2005, the Correctional Master Plan described trends in justice operations over the preceding decade and then forecast future jail needs based on those patterns. The Plan did not address whether those operations were ideal or optimal; it assumed then current routines would continue into the future and did not consider the impact of justice innovations or efficiency gains on the need for additional jail space. The Plan also did not evaluate the impact of rehabilitative programming or alternatives to jail. It found the present array of treatment programs and

alternatives to incarceration "complete," but did not assess their eligibility criteria, the success rates of participants, or their overall contribution to public safety. Further, none of these system-wide considerations were part of the projection model developed in the Plan, raising questions about its validity and predictive power. Finally, the Correctional Master Plan strongly suggested that adjustments to current routines might improve justice, especially by reducing rates of recidivism, which it considered unusually high.[1] However, the Correctional Master Plan did not recommend specific actions the County might take to achieve such reductions.

This report attempts to address some of these specific issues. First, this report focuses on offender needs. While the profile of inmates in the Correctional Master Plan focused solely on who is coming into the County jail, this report, by contrast, describes important changes in the offender population in the County jail, addressing questions about their dangerousness, their substance abuse and metal health problems or other needs. On the whole, the population incarcerated in 2004 appears to be poorer, less healthy, and more in need of treatment than in 1999.

Second, this report provides an overview of jail processing. Due to time constraints and design of the sample data, the report is limited to analyses of a set of discrete stages in the justice system; from booking patterns to court appearances, dispositions to release decisions, and lengths of stay. Particular attention was paid to the different processes by which jail bed days – a scarce resource for corrections administrators – were assigned to different populations. An attempt was also made to develop a systemic perspective emphasizing the interactions between law enforcement agencies, courts, and jail officials.

Third, this report focuses on challenges in the administration of criminal justice in the County in the present and future. Without changes in current patterns of justice administration, the County will continue to rent additional jail space and pay for the transportation, representation, and rehabilitation of offenders that cannot be accommodated in Hamilton County. The jail facility proposed in the Correctional Master Plan would not become operational until 2010, even if construction commences immediately. However as the County discusses the size and type of custodial capacity required in the future, the Board of Commissioners will continue to confront questions about the optimal utilization of jail space and administration of justice programs in the present. Over the next three years in particular, the County will need a strong cross-agency governance process to assure that justice and safety are achieved in ways that meet public goals.

Finally, it must be emphasized that this report is not a comprehensive evaluation of criminal justice in the County. An evaluation of criminal justice would not only assess the performance of the system and its individual agencies against established goals and objectives, but it would also examine the costs and benefits of alternative approaches to these same goals and objectives. Such an evaluation could help the County in its efforts to assure the most effective administration of justice and more efficient use of public funds. As an important foundation to this work, the County should develop clear expectations and guidelines for the appropriate use of

[1] "Based on incarceration alone, 70% reoffend; with evidence-based programs, that proportion can be reduced to 40%, decreasing victimization and making the community safer." Correctional Master Plan, Executive Summary, p. 5.

jail and other justice resources. The findings contained in this report will help lay that foundation by setting a baseline against which to measure progress in the future.

Organization of the report

This report begins with a description of the methodology used in data analyses. This section not only identifies data sources and the types of analyses completed, it also outlines limitations and specific issues related to the data and/or methodology. Next, the report identifies three major differences in the profile of inmates in Hamilton County from 1999 to 2004. This section contains information that will provide task force members a clearer understanding of who is in the jail, for what reasons, and for how long. Jail processing issues follow, which include changes culled from the data regarding how inmates are processed through the county jail. In the fourth section we compare rates of crowding and incarceration in Hamilton County Jail to select other county jail systems in Ohio and in neighboring states. Finally, the last section presents conclusions and recommendations for the County, which incorporate evidence-based best practices.

Section 1: Methods and Limitations

The Vera Institute of Justice study of the Hamilton County Jail system is primarily based on the analysis of administrative data extracted by the Regional Crime Information Center and used by Voorhis Associates, Inc. in the Correctional Master Plan. It consists of two cross-sections of randomly-selected bookings for the years 1999 and 2004 (with sample sizes of 1,000 offenders in each) and includes offender-level records on demographic characteristics, criminal history, current charges, and jail processing. An additional dataset was obtained containing all bookings between January and May 2006 (a total population of 19,928) with a variable structure similar to the samples used in the Correctional Master Plan. Analysis of this data was limited to substantive areas not covered previously in order to effectively supplement the Plan and assist ongoing policy development efforts by the Corrections Review Taskforce.

The review of booking information was complemented by a series of structured conversations with several key criminal justice officials in Hamilton County. In July 2006, Vera staff visited Cincinnati, Ohio on three occasions and participated in various meetings of stakeholders and corrections managers. These interactions prompted the development of research questions analyzed using administrative data, and framed the overall structure of this report and its recommendations. Additional conversations with members of the Corrections Review Taskforce helped clarify jail processes and inter-agency interactions. Through this process, Vera staff had the opportunity to interact with key system actors, such as the Department of Pretrial Services. However, it must be noted that conversations with several key criminal justice agencies did not occur, which would have added to the overall understanding of jail processes and contributed to the content of this report.

Administrative data

The electronic files on jail bookings for years 1999 and 2004 were merged in order to produce booking-level estimates on current criminal charges, employment status, special needs and other relevant variables. The matching of cases was conducted in SPSS® using individual identifiers and booking numbers as criteria to identify unique cases. Additional analyses were conducted using the total number of offenders or charges as the unit of analysis.

The Correctional Master Plan samples were not designed to capture the variety of ways people enter the county jail system or the various means used to process them. The characterization of these flows was limited to a very small number of events and population estimates were difficult to produce due to the absence of data from key screening and assessment stages. For example, judicial interactions were only captured via a general court date and a disposition description. No information on arraignment hearings, pretrial services, multiple court appearances, or charges of conviction was included in the original data files extracted for the Correctional Master Plan. In addition to these court-processing variables, the original data did not contain information related to jail management items such as risk scores at intake and rule violations for sampled inmates, which are elements often associated with crowding problems. More generally, the use of a random sample in place of a full data set of the jail population decreased the precision of estimates of central tendency (averages, means, etc.), especially when evaluating patterns for

subpopulations (e.g., mental health, recidivists, weapon offenders, etc.).[2] The advantages to the usage of a full data set are even more apparent when there are no additional costs associated with expanding data collected.

There are also issues with the robustness of several data fields. The tracking of legal decisions entails complex and often unstable routines; there are particular patterns in the distribution of missing information that raise concerns about the validity of some measurements. For instance, "type of admission" could not be identified for 41.3% of the 2004 bookings – whereas in 1999 only 6.3% of the observations corresponded to missing data. Eighty-six bookings in 2004 had an "unsupported charge" as their top offense, while in 1999 this label was associated with 83 admissions. In analyzing specific instances of jail processing, the data indicated that 213 cases in the 1999 sample did not have a court date or any associated charge information; there were 223 similar cases in 2004.

Emphasize should be placed on the need to develop more complete and reliable administrative data for use in future studies and analysis. As noted, the limitations of using a non-hierarchical data collection approach significantly reduced the potential for analysis. An ongoing data gathering process with more complete access to the full population statistics would require more sustained interactions between corrections staff and researchers, and would lead to a more detailed portrait of the structure of jail assessments and processes.

Interviews with officials, managers and staff members

In all counties and states, the perceptions of justice agency leaders and the views of line staff are critical sources of insight about the meaning of key decisions and outcomes and also the quality and degree of alignment of work across justice institutions. Vera staff met and spoke with only a limited number of justice officials and managers in Hamilton County. Direct input from the Sheriff's Department, Judiciary or Prosecutors in Hamilton County was not received. Meetings were held with representatives from pretrial services, the public defender's office, treatment facilities and providers, and mental health providers. This limited access to important sources of information impacts, to a degree, an overall understanding of criminal justice processes in Hamilton County.

The insight of leading staff, the diversity of functions, and attention to system-level concerns in every aspect of the operation of the Department of Pretrial Service was commendable. It is not common across the United States for one organization to be responsible for so many aspects of decision-making before, during, and after the judicial process. The volume and quality of the information managed by this department is also unusually high, and this asset has the potential to be more effectively utilized by the County in the future. The skill-set within this department could support the design of indicators and routine reporting of progress on key performance targets for the system as a whole, including rates of repeat victimization, levels of untreated substance abuse problems, and the long-term impact of treatment and incarceration on the types of offenders and patterns of offending in the County.

[2] Additional methodological questions should be raised about the usage of identical sample sizes (n=1,000) in two significantly different environments (bookings in 1999 totaled 52,442 whereas in 2004 they represented 43,784).

The depth of interest and understanding of justice issues among members of the Corrections Review Task Force was notable. Several members posed acute questions about findings in the Correctional Master Plan and also about the accordance of current practices with county-wide objectives. The composition of this Task Force might make it a suitable venue for the formulation of community guidelines about the use of incarceration and availability of treatment for certain types of offenders.

In addition, there is expertise within the County budget office, especially among the analysts for corrections and pretrial services. Their knowledge of processes and problems in the operation of key justice agencies is an asset to the community and, with appropriate long-term support, could help ensure that county-wide objectives and concerns are incorporated into the goals, routines, and operations of individual justice agencies.

Finally, the meetings with Commissioners provided background on the ongoing nature of the jail crowding issue. All Commissioners expressed a primary concern of protecting public safety but indicated a variety of approaches to ensure this concern was addressed. Each Commissioner did highlight the desire for the current course of action to provide for a long term solution to the County's jail crowding problem.

Section 2: The Changing Profile of Inmates in Custody

This section examines changes in the profile of jail inmates over the years 1999 to 2004. The information in this section should also assist the Corrections Review Task Force in determining whether offenders in custody today can be punished and treated safely in an alternative manner to jail or otherwise released safely to the community. However, without a clearly articulated standard for determining whether or not jail is necessary and helpful, this determination is full of uncertainty. Still, a more comprehensive understanding of who is in jail for what type of crime and problem should facilitate that kind of review.

A review of the 1999 and 2004 offender profiles revealed several important changes. First, in 2004, a greater proportion of inmates were less educated and more unemployed than in 1999. Next, in 2004, a greater portion of inmates were in custody because of drug problems or drug offenses than in 1999. While there were more drug offenders in custody in 2004, they did not appear to be more dangerous than in 1999. Additionally, in 2004, a greater proportion of inmates were in custody for acts or threats of violence against people they know or live with was greater than in 1999. Finally, these 'person' offenders appear to have committed an increased volume and more diverse set of crimes in 2004 than in 1999.

The data samples taken do not allow for the determination of whether these findings are interrelated – that is, whether those people arrested for violent offenses have undetected or unaddressed substance abuse problems. But it does appear that more offenders in 2004 had a host of problems that brought them into contact with the criminal justice system. Overall, the offenders in the 2004 sample appear to be older, less educated, and less frequently employed than offenders in the 1999 sample.

<u>More inmates committed drug offenses in 2004 than in 1999</u>

By examining the top charge for which individuals were held in custody, the distribution of offenses remained relatively stable over time, with the greatest increase observed for drug offenses (e.g., drug use, possession, trafficking, etc.), which were up from 17% in 1999 to 26% in 2004.[3] The changes in the percentage of other types of offenses were relatively minor. Person offenses (e.g., assault, domestic violence, aggravated offenses, etc.) increased slightly, from 24% in 1999 to 26% in 2004 (Figures 1 and 2 below).[4]

[3] The 1999 and 2004 samples were sorted in order to examine the most serious charge that individuals were admitted for at booking. Charges were prioritized by the variable 'case court' to determine felony, misdemeanor, DUI, or traffic status. The most serious charge from this prioritization was termed 'top charge.'

[4] Figures are based on bookings with valid charge information, which include not only the existence of charge data, but also actual crime categories ("unknown" and "unsupported type" were taken out). The distribution of top offenses is set to produce booking-level figures, rather than charge-level numbers, used in the Correctional Master Plan. Using charge-level data, the Plan indicated that the number of charges increased from 2,768 in 1999 to 3,591 in 2004. Using figures on the top charges, these changes were not observed. Figures produced using these two different methods are generally similar; however, top charge underestimates relatively minor co-occurring offenses.

Figure 1
Top Charge 1999 Sample
N=704 bookings

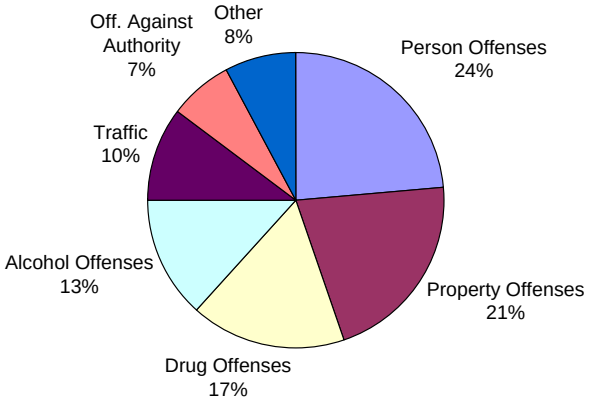
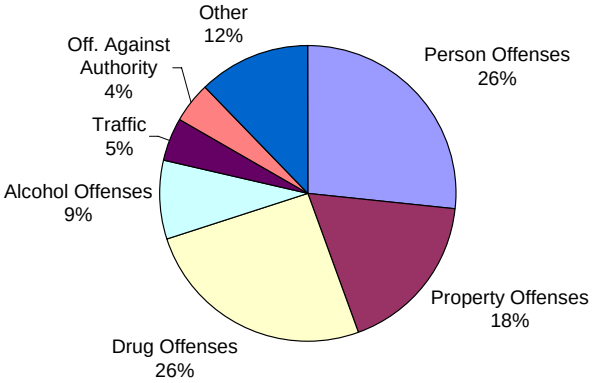


Figure 2
Top Charge 2004 sample
N=658 bookings



The specific types of offenses for which drug offenders were admitted changed from 1999 to 2004, in that 2004 drug offenders were more likely to be cocaine users and distributing drugs than offenders in 1999. As shown in Figures 3 and 4, possession of cocaine increased from less than 10% in 1999 to nearly one-third (30.4%) in 2004. Possession of drug paraphernalia decreased from 16.1% in 1999 to 14.9% in 2004. Trafficking or sale charges (of any drug) were the top charge in 12.7% of all 118 drug bookings in 1999; in 2004 this figure increased to 22%.

Figure 3
Drug Offenses for 1999 sample
N=118 bookings

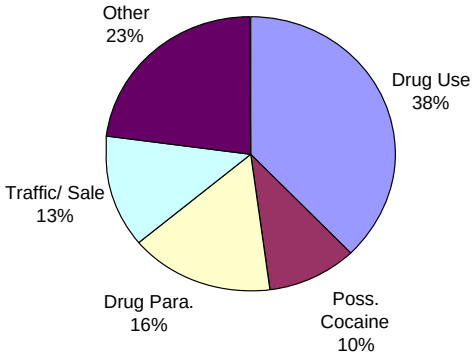
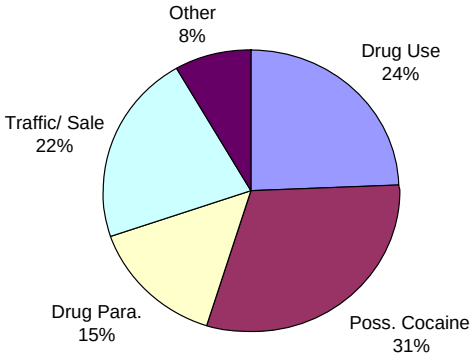


Figure 4
Drug Offenses for 2004 sample
N=168 bookings



<u>Drug offenders are not committing more violent crime</u>

In 2004, drug offenders were arrested for slightly fewer charges than in 1999 (1.8 vs. 2.0, respectively). Drug offenders with multiple charges in 2004 were primarily being arrested for multiple drug offenses, not violent or property offenses. Task Force members had indicated that Hamilton County is experiencing an increase in drug related violence, particularly in the use of weapons. Our findings indicate that this is not necessarily the case; very few 2004 drug offenders committed violence against another person when compared to 1999 drug offenders (Figure 5, below). However, we did find an increase in drug offenders charged with weapons offenses and offenses against authority (e.g., obstructing justice, resisting arrest, etc.). These

findings may indicate an increase in enforcement of drug dealing laws, an increase in cocaine users, and a decrease in drug related violence within the county. Thus, drug court models may be more relevant to help decrease potential recidivism among these offenders now than in the past.

Figure 5
Concurrent charges for drug offenders (top off.)
1999 and 2004 samples

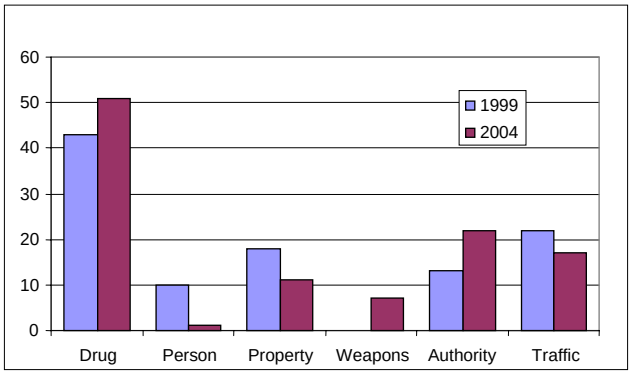
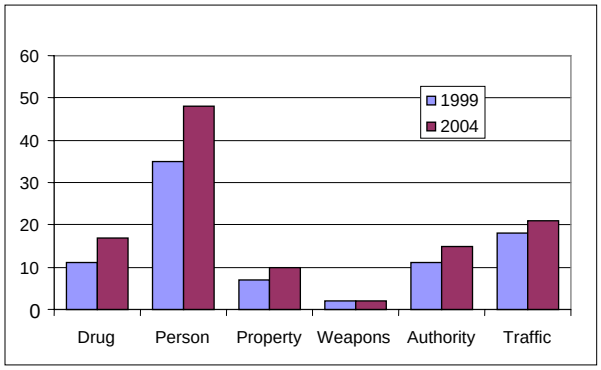


Figure 6
Concurrent charges for person offenders (top off.)
1999 and 2004 samples



<u>In 2004, 'person' offenders committed more and more violent, crime</u>

Acts of violence are not the main reason people are booked into the jail. They comprise only 26% of the top charges for which offenders were booked in 2004 (Figure 6, above). Still, there are important differences within the 'person' offenses between the two samples. As shown by Figures 7 and 8 (below), the most common charge within the overall category of 'person' offenses was domestic violence, which accounted for 50% of the top charges for this category in 1999, but decreased to 40% in 2004. Assault offenses were the second most common charge overall, and these offenses increased slightly in 2004 (27.4%) from 1999 (25.3%). The proportion of charges for menacing/stalking/intimidation in the 2004 sample of inmates was nearly twice as high—4.8% in 1999 compared to 9.1% in 2004. These differences may reflect real changes in interactions among individuals, but they also may be a consequence of greater reporting of such incidents and more swift action by law enforcement agencies in response to such complaints.

In 2004, person offenders also had more charges and counts than in 1999. In 1999, they registered an average of 1.5 charges per inmate and 3.1 counts; in 2004 those averages increased to 1.8 and 3.9, respectively. Person offenders who had multiple charges were charged with more offenses overall, and more drug and (multiple) person charges in particular, than they were in 1999. These findings could suggest a more active cohort of offenders. The 2004 person offenders committed more acts of violence, or threats of violence, and committed an increased number of all types of crime than their 1999 counterparts.

Figure 7
Person offenses for 1999 sample
N=166 bookings

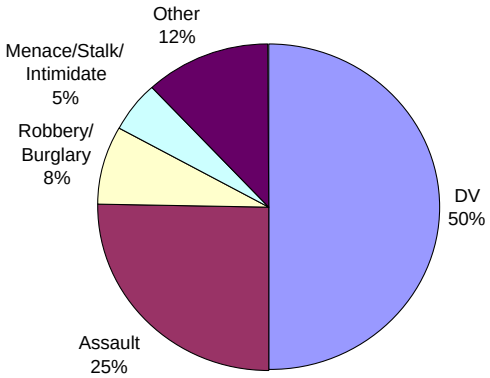
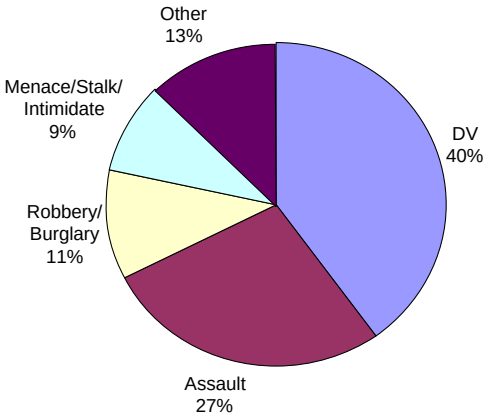


Figure 8
Person offenses for 1999 sample
N=175 bookings



<u>More inmates had previous contact with the criminal justice system in 2004</u>

The previous subsection helped examine whether inmates committed more crime in 2004 than in 1999. Overall, it appears that they did not. However, specific classes of offenders in 2004 appeared to be committing more crime, and in particular more violent crime, than in 1999. Additionally, drug offenders in 2004 were not committing more crime, especially violent crime, than their 1999 counterparts. Thus, analysis found that some of these offenders can be considered more criminally involved in 2004 than in 1999 when measured on variables such as previous crime committed, the duration of criminal history, volume and types of crimes for which they are currently admitted, and special needs.

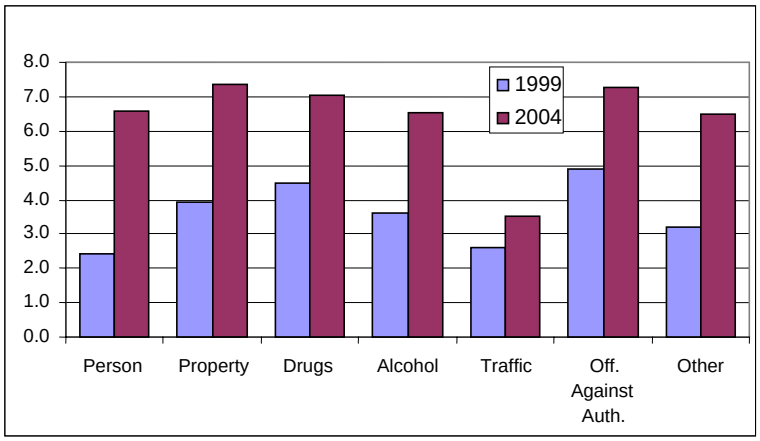
The research for the Correctional Master Plan suggested that offenders in jail in 2004 were far more dangerous than in 1999. Specifically, inmates in 2004 were charged with a greater number of offenses, had more prior contacts and a longer history of involvement with the criminal justice system, and had more special needs. Among the 1999 jail bookings with charge information (n=787), data indicate that only 299 (38%) had a single one-count, one-charge booking; in 2004, 321 (41.3%) had a single one-count, one-charge booking. On average, defendants in 1999 had 3.5 counts per booking, whereas in 2004 this figure increased to 4.6.[5] Both averages increased whereas the fraction of single-charge individuals declined. However, as noted previously, drug offenders had slightly fewer charges in 2004 than in 1999; conversely, person offender had more charges in 2004 than in 1999. Unfortunately, we do not know for what specific types of offenses those inmates with past contact with the justice system were booked or whether or not they were convicted of the charges. This kind of information would help the County since it would indicate whether offenders are typically becoming more or less violent after incarceration, and how much time elapses between periods of offending.

The Correctional Master Plan found that inmates in 2004 had a much greater number of prior incarcerations (7.1 vs. 4.8). This finding holds true; overall, there was a sharp increase in prior criminal contacts. In 1999, 32.5% of offenders were first-time admissions, whereas in 2004,

[5] Cases may represent multiple counts on the same charge, or multiple charges.

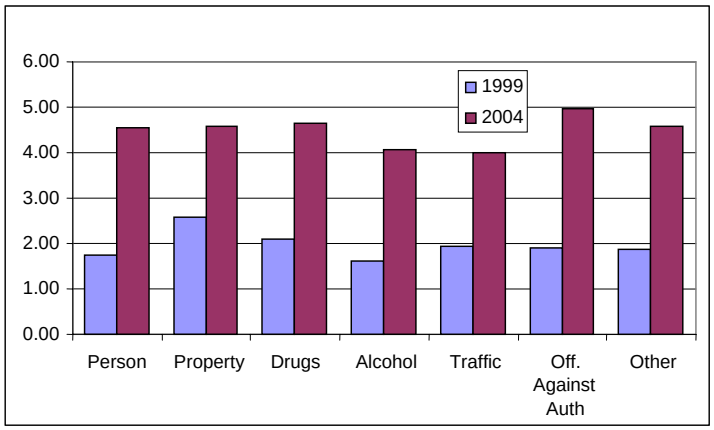
only 21.6% were first-timers. The average number of prior incarcerations was 4.7 in 1999 (median 3); in 2004, the average was 8.2 (median was 6). As shown in Figure 9, below, it appears that the number of incarcerations increased for almost all types of offenders. In 1999, 28% of person offenders were admitted for a first offense compared to only 18% in 2004 (-56% change). In 1999, 17% of drug offenders were admitted for a first offense, compared to 12% in 2004 (-42% change). Clearly, person and drug offenders in 2004 were experienced with the criminal justice system, much more so than their 1999 counterparts.

Figure 9
Prior incarcerations (average) by top charge
1999 and 2004 samples



Additionally, the Master Plan indicated that inmates in 2004 had a much longer history of criminal involvement. This report verifies this finding; the data indicate that those individuals in the 2004 sample had a much longer history of crime—on average, they began committing their crimes about 2.5 years earlier than those in the 1999 sample (Figure 10 below). In 2004, person offenders' history of involvement increased by nearly 150% (2.8 years) over the 1999 sample; while 2004 drug offenders' involvement increased by 105% (2.4 years).

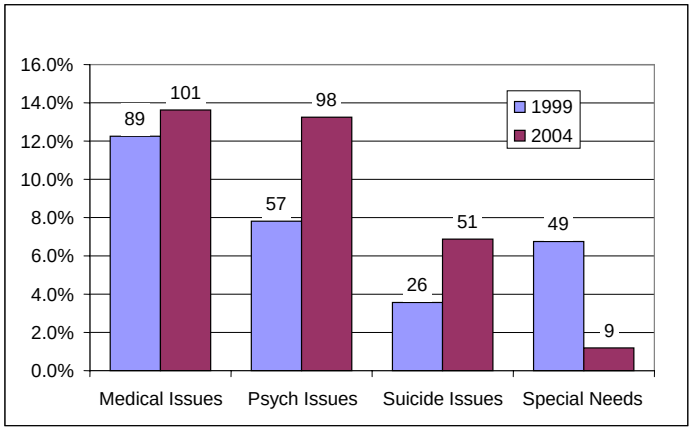
Figure 10
Number of years since first incarceration
1999 and 2004 samples



In 2004, more inmates had special needs

Another way that inmates changed from 1999 to 2004 was their assessed level of medical, psychiatric, and special needs. In both 1999 and 2004, the vast majority of jail inmates were judged not to have special medical, psychological, or other needs. However, the number of inmates with these special needs increased from 1999 to 2004. In 1999, 19.4% of inmates were assessed as having some special needs, and in 2004, this figure jumped to 27.9%. Inmates admitted with psychiatric issues increased (by 71%), as did inmates with medical issues (by 13.5%). Inmates with a suicide risk or past suicide attempts also increased in 2004 by 96%. Drug and person offenders' assessed needs changed slightly over the two sample periods. Overall, the number of drug offenders with these needs increased from 2.9% in 1999, to 6.3% in 2004; person offenders' needs similarly increased from 3.6% to 6.9%. Figure 11 below illustrates these trends using absolute numbers to describe special subpopulations. Findings may point to a need to evaluate and potentially expand the use of mental health services in coordination with the criminal justices system to adequately address these increasing needs.

Figure 11
Inmates with medical, psychological and other special needs
1999 and 2004 samples



Conclusions

Findings from the analysis of individual offenders in the two samples indicate that offenders in the Hamilton County jail system are indeed changing: offenders in 2004 were slightly older, less educated, and less employed than in 1999. In terms of their criminal involvement, offenders in 2004 were charged with more crimes, had more, and a longer history of, contact with the criminal justice system, and were assessed with higher needs than those offenders in 1999. These findings constitute additional support for the conclusion in the Correctional Master Plan suggesting that recidivism is an increasing issue in Hamilton County. A more disadvantaged – yet more active – inmate population may also indicate that there is the opportunity to enhance interventions provided by the criminal justice system in such environment to reduce the possibility of recidivism.

Section 3: Variations in the Processing and Management of Inmates

Correctional populations are not primarily driven by patterns of offending in the general population. Rather, they are directly associated with administrative processes and interactions across agencies ranging from arrest practices, sentencing decisions, classification protocols and categories of release. While jail admissions (bookings) reflect changes in levels and types of law enforcement routines, variations in the average length of stay (ALOS) for inmates are influenced more directly by sentencing and processing routines by the courts, pretrial services, and other local agencies. According to the Correctional Master Plan, Hamilton County experienced a sustained decrease in the number of jail bookings from 52,442 in 1999 to 43,784 in 2004; while at the same time the ALOS increased during the same period from 13.2 days to 17.2.[6]

Combining the drop in bookings (-16%) with the increase in ALOS (+28%) the average daily population for the Hamilton County Jail system grew 6.7% between 1999 and 2004. As a direct consequence of a greater inmate population, there has been a heightened pressure on county correctional resources. As indicated by the sample data employed in the Correctional Master Plan, the 2004 bookings consumed 1,776 more jail bed days (JBD) than in 1999. In addition to financial considerations, these additional bed days highlight the importance of studying potential systemic changes in the processing and classification of inmates. Are there significant differences in the structure of the jail system between 1999 and 2004? If so, do they account for the additional bed days and the associated increase in ALOS? While the trends examined in section 2 suggest that the 1999 and 2004 samples are not radically different, the Correctional Master Plan illustrates two distinct portraits of the criminal justice system – ranging from the emergence of new actors to increases in penalties for specific offenses.

Findings from this analysis expand upon the Correctional Master Plan by providing a more detailed assessment of key stages of jail processes. Results show that inmates spent more time in custody in 2004 – partially because expedited mechanisms of release are being used less frequently; ALOS for all categories of top offenses, with the exception of drugs, increased in 2004 sample. Findings also indicate that most of the additional bed days consumed by the 2004 sample occurred between booking and court review. In 1999, the days spent between these two stages of jail processing represented only 37% of all jail bed days, whereas in 2004 this figure grew to 81%. While an analysis of court interventions was limited by the design of the samples, significant changes at the front and the back ends of the correctional system were found. For example, data indicate a more active role of County Law Enforcement in the generation of bookings; changes were also noted in the mechanisms of release, implying a decline in the use of bonds.

The increase in ALOS between 1999 and 2004 raises many questions about differences in how Hamilton County processes inmates. For instance, as alternatives to incarceration become more robust, is the usage of jail decreasing over time? Also, what role does court processing play in the increase in ALOS? There are clues about changes in the functioning of the system. For example, as noted in the Correctional Master Plan, County Law Enforcement staff believed that

[6] Figures correspond to Correctional Master Plan. The trend observed using universe data is supported by sample numbers: ALOS in the 2004 sample grew 11% from 15.2 to 16.8 - ALOS in the universe increased even more (28%). Data from our 2006 data suggests a significant decrease on ALOS to 12.3.

when "process only" arrests were established, the Cincinnati Police Department (CPD) decreased its number of minor arrests. The Correctional Master Plan however, did not establish a systemic view nor did it develop an appropriate sample for answering some of these questions. However, by connecting some of the booking-specific variables with indicators of the interaction between system actors (e.g., courts, CPD, County Law Enforcement) key patterns in population dynamics can be described.

More active County Law Enforcement[7]

Data analysis indicates that bookings associated with the intervention of County Law Enforcement increased 35.2% between 1999 and 2004. Overall, city police departments generated a smaller share of all bookings, mainly because CPD increased its total admissions from 630 in 1999 to 558 in 2004 (-11.4%). The nature of these admissions also seemed to change slightly: CPD bookings in 2004 appeared to be of a more serious nature, with more cases associated with felony courts (from 23.7% to 32.6% of all valid bookings) and more cases for violent offenses (from 21.8% to 27.1%).[8] A different trend could be noted for County Law Enforcement, with more bookings for relatively less serious charges: in 1999, about half of jail admissions generated by County Law Enforcement originated in the misdemeanors court; in 2004, this figure increased to 64%. However, original arrests for violent offenses, while only a small fraction of all bookings, increased slightly between 1999 and 2004. It is likely that changes in the level and nature of County Law Enforcement activities are highly dependent on changes in court processing (e.g., commitments).

The increasing relevance of bookings not generated by arrests

Aggregate data on types of admissions to jail indicate that original arrests remained relatively stable between 1999 and 2004. Combining both city and county original arrests figures, data revealed that these bookings remained relatively constant, between 54% and 56% of all cases with valid data. Capias arrests (those associated with failures to appear and other court-related proceedings) dropped from 18% of all admission in 1999 to 11% in 2004. As Figures 12 and 13 (below) show, commitments also decreased from 12% to 5% of jail admissions with valid data. Some of the traditionally less frequent booking types increased their share in the total number of jail admissions. For example, warrants generated on indictment (from 14 to 49 valid bookings) and the juvenile court (from 9 to 18 valid bookings) increased, among others. It is critical to mention that this portrait of admission types may be biased due to the potential impact of number of cases without valid data; cases adhering to this pattern grew dramatically from representing 6.3% of all bookings in 1999 to 41.3% in 2004 (see Figures 12 and 13).[9]

---

[7] An attempt was made to retrieve numbers on total arrests in Hamilton Co., but data were not reliable for 2003; the last year of good data shows that County Law Enforcement moved from reporting 14,399 arrests in 1999 to 14,943 in 2000; CPD moved from 40,488 in 1996 to 45,935 in 2000. Both were growing consistently. See www.ncovr.org.

[8] These findings need to be interpreted with caution due to the prevalence of missing data: 190 of 630 bookings by CPD in 1999 lacked court information; in 2004 this figure was 236 of 558. County Law Enforcement exhibited a lower frequency of cases with missing information. In fact, the fraction of their bookings without a court date is decreasing: in 1999, 40% (50 out of 125 arrests); in 2004, 34.9% (59 out of 169 arrests).

[9] Out of the 413 bookings without admission type in 2004, 226 were generated by CPD (54.7); 94 were commitments (22.8) and 39 (9.4) were County Law Enforcement. Missing data on type of admission is only loosely coupled with other patterns of missing data on charges or court dates.

Figure 12
Bookings by type of Admission 1999
N=937

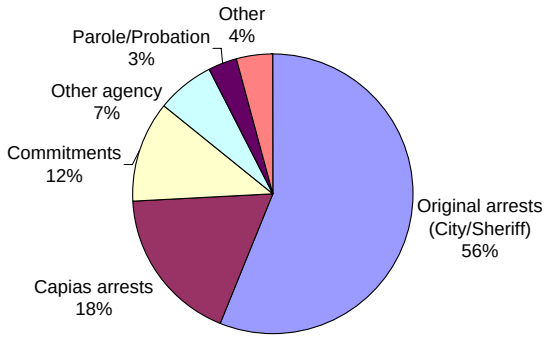
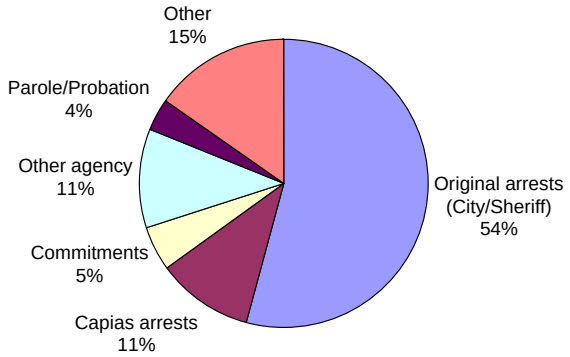


Figure 13
Bookings by type of Admission 2004
N=587



Inmates are spending more time in jail before and after court review

The Correctional Master Plan datasets contained information on the court date of individuals booked into jail. While it was not possible to associate this variable with a specific stage of the judicial process, it was revealed that about 66% of bookings did not have a record for such event at the time of jail admission.[10] The absence of judicial review markers may be indicative of the pervasiveness of agency holds, commitments directly ordered by the courts, the increasing significance of warrants on indictment, or specialized processes with specific protocols for court appearances (e.g., domestic violence, juvenile offenses, drug court, etc.). The absence of court dates may also indicate the significance of process-only arrests.[11]

Regardless of the presence of a court date record, a smaller fraction of bookings were released within 24 hours of admission. As presented in Figures 14 and 15 (below) in 1999, 64% of bookings without a court date conformed to this pattern compared to 43% in 2004. Among jail admissions with a court date, releases within 24 hours moved from representing 38% of the cases to 25.6%. Overall, early releases (within 24 hours or less of booking) declined by 48% between the two data points.

[10] It was not possible to study pretrial services and processes using the Correctional Master Plan samples for 1999 and 2004. These datasets do not identify the status of offenders at any point in their judicial process (release or admission to/from jail), nor do they take into consideration the intricate process determining placements and discharges.

[11] Especially when many of these cases are 'fresh' arrests; according to pretrial services all process-only arrests get a court date, however, it may not happen immediately at booking. There was some indication that most of these bookings were associated with actual court commitments or action by misdemeanor courts. Valid offense information shows widely distributed pattern with most offenders charged with alcohol related offenses as their top charge.

Figure 14
Bookings without a court date
1999 and 2004 samples

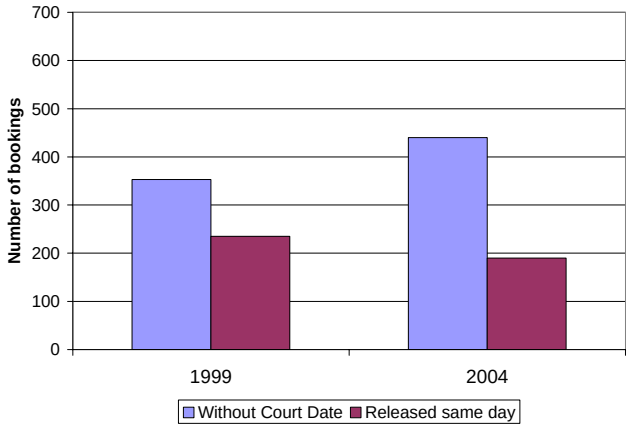
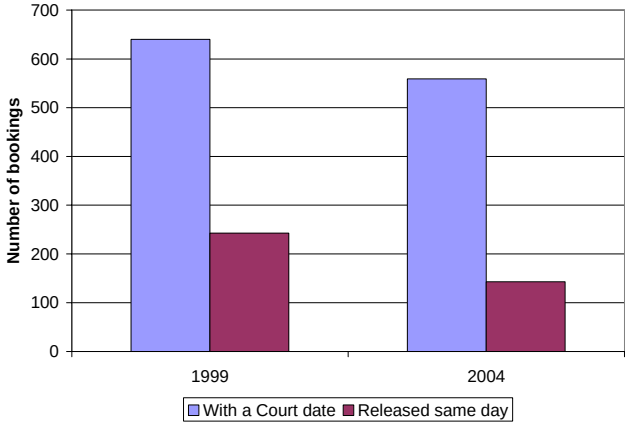


Figure 15
Bookings with a court date
1999 and 2004 samples



Both 1999 and 2004 inmates spent a substantial number of days in jail prior to their court appearance. Further, the pressure over jail resources represented in this stage of the judicial process is increasing over time. as there are more individuals waiting for a court date and because offenders with a court date are waiting longer before appearance. The share of bed days spent by individuals without a court date grew from 12.3% of all bed days in 1999 to 17.7% in 2004. Those with a court date spent 37% of bed days in 1999 between booking and judicial review (5,673); in 2004, the same population spent 81% of the bed days (13,571).

Fewer bond releases and more administrative discharges

The use of bonds decreased significantly between 1999 and 2004, from 46.3% to 28% of all releases (Figures 16 and 17, below). Forthwith releases were more prevalent in 2004 as well as other alternatives (e.g., electronic monitoring) than in 1999. Releases to "other agencies" doubled their share of the total number of discharges, from 2.9% to 5.3%, noting the impact of the increasing number of "courtesy holds." Eight-hour releases, while growing, only represented 3.2% of releases in 2004.

Figure 16
Releases by type 1999
N=1,000

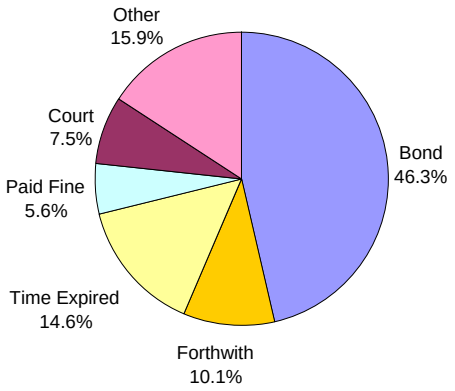
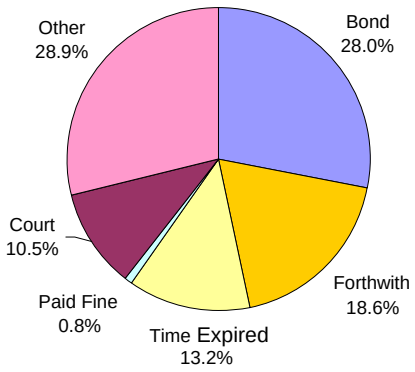


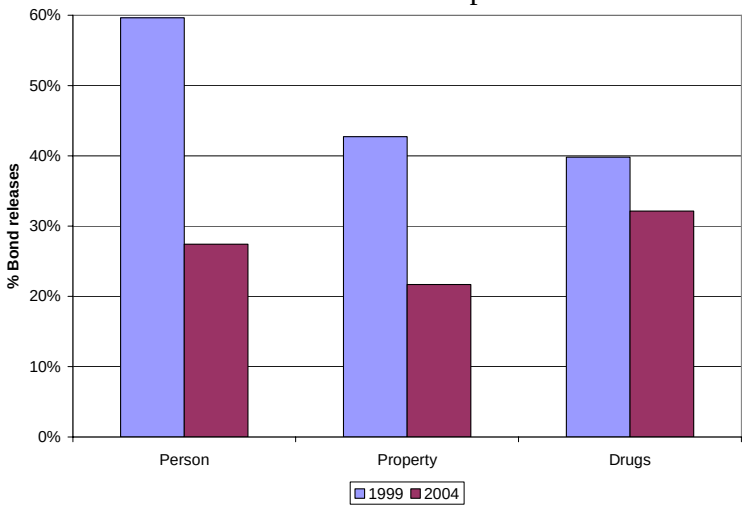
Figure 17
Releases by type 2004
N=1,000



Figures 16 and 17 (above) may also be representative of significant modifications in release mechanisms and processes. While it is possible that the decline in the use of bonds may be associated with the increasing seriousness of offenders, inmates in 2004 may be confronting more difficulties securing their own release given changes in the generation of charges at booking (i.e., more charges = more bonds) and relatively higher bond amounts.[12] Further, many release protocols may artificially increase the length of stay due to the growing number of conditions for release (i.e., phone numbers, verification of residence, etc.) for a relatively more disadvantaged population.

We also observed that the decrease in the use of bonds affected release patterns for specific offenses. For instance, the share of property-related bookings receiving bonds decreased from 17% of all bonds in 1999 to 13% in 2004. The share of drug offenses with bonds doubled, from 15% of all 308 bookings in 1999, to 32% of 171 valid bookings in 2004. However, when considering the increasing number of drug-related bookings between samples, fewer drug offenders were receiving bond releases in 2004. Figure 18 (below) shows the relative usage of bond releases for three specific top offenses (person, property and drugs).

Figure 18
Bond releases as a percentage of all bookings for selected top offenses
1999 and 2004 samples



Bonds are not only less used as a general category of release, they are also less frequently used for the most frequent form of jail booking – original arrests. In 1999, 57.4% of all original arrests were released on bond; in 2004, that percentage decreased to 30.8%. Conversely, forthwith discharges increased their share as a proportion of releases for original arrests, from 8.2% in 1999, to 23.6% in 2004. This type of release is frequently used for sentenced inmates with no holds and arguably, less serious criminal careers. As an administrative mechanism of release, forthwith releases have been increasingly employed by jail managers as a measure to control levels of jail crowding.

[12] Data on bond amounts do not appear to match bond types or release types. However, analyzing the bond amount variable, the average increased by 5.8% between 1999 and 2004. Further, in 1999, 280 bonds were set at $0 (60.4%) with the average bond set at $871.6. In 2004, 200 out of 280 bonds were set at $0 with an average amount of $922.5. These figures differ from those reported by the Correctional Master Plan.

When examining ALOS by type of release, it was found that custodial time for bond releases and time expired increased between 19994 and 2004. The former increased from 3.3 days to 4.5 days; while the latter moved from 33 to 34.2 days. Similar figures were calculated for the most significant types of releases in terms of number of bookings involved (Table 1). These four categories (bond, time expired, forthwith, and court) represented 78.5% of all jail admissions in 1999, and 70.3% in 2004.[13] The impact of each release type on the total number of JBD should consider variations in the number of offenders subject to specific release modalities. For instance, while ALOS for forthwith decreased from 20.9 days to 15.7 days, their share in the total number of releases grew from 10.1% to 18.6%. The more frequent use of forthwith during 2004 resulted in a higher share of jail bed days (17.4% vs. 13.9% in 1999). Other types of releases, while not significant in terms of the number of bookings involved, experienced important changes between 1999 and 2004 (e.g., use of fines, probation, etc.).

Table 1
ALOS and Jail Bed Days by selected releases

	1999				**2004**		
Release	ALOS	JBD	% ALL JBD		ALOS	JBD	% ALL JBD
Bond	3.3	1,546	10.2%		4.5	1,264	7.5%
Time Expired	33	4,817	31.7%		34.2	4,519	27%
Forthwith	20.9	2,115	13.9%		15.7	2,912	17.4%
Court	.81	61	.4%		.83	87	.51%

Judicial dispositions are taking longer for some offenders[14]

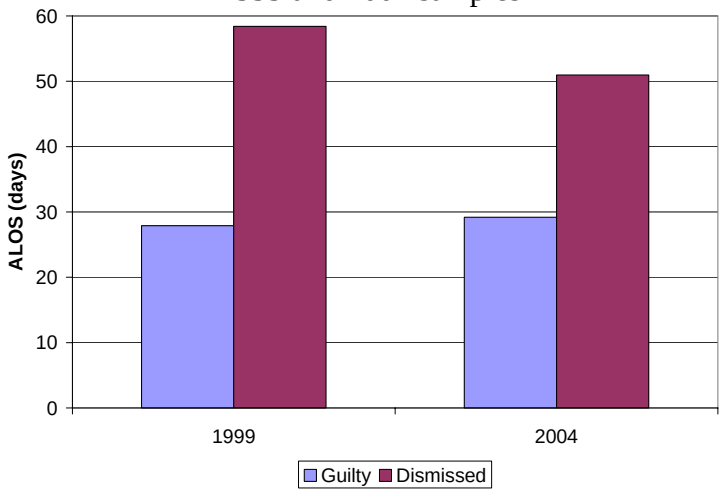
Using data on the disposition for top charge we found that the data samples contained a wide array of judicial decisions addressing multiple stages of the judicial process – from pretrial releases, to conviction, dismissals, and orders to pay fines. Some of these decisions remained constant between the two samples, including guilty dispositions (22.5% in 1999 vs. 21.4% in 2004) and dismissals (3.7% in 1999 and 3.1% in 2004). Clearly identifiable pretrial releases (OR) grew from 4.2% of the bookings in 1999 to 7.3% in 2004. The sample data also contained as a disposition status the category "awaiting trial", which dropped significantly from 17.7% of all bookings in 1999 to 4% in 2004. Still in the same data field, inmates "making bond" as a type of disposition went from 3.7% of all bookings in 1999 to 16.7% in 2004.

While the relative number of guilty dispositions has remained relatively constant between samples, Figure 19 (below) shows that the length of stay associated with these two outcomes has changed significantly, especially for dismissals. The data indicate that bookings that were ultimately dismissed spent almost twice as many days in jail as bookings associated with a guilty disposition. In 2004, the 166 guilty cases in the sample remained in custody for an average of

[13] All four releases in Table 1 only account for slightly half of the bed days spent by both samples.
[14] The analysis of disposition data was limited by the structure of the Correctional Master Plan samples. Bookings with no charge or no court date did not have disposition data (213 in 1999; 223 in 2004). Some of the dispositions were pretrial decisions ("OR") while others were associated to the status of cases (e.g., "awaiting trial").

29.2 days whereas ultimately dismissed cases stayed for 51 days (23 cases). Over time, ALOS for dismissed bookings have decreased while ALOS for guilty dispositions have increased.

Figure 19
Average Length of Stay (ALOS) by Type of Disposition (top charge)
1999 and 2004 samples



Figures 20 and 21 (below) show a significant variation in the disposition patterns comparing convictions and dismissals for selected top offenses. Cases with a disposition decision follow the overall distribution of offenses (e.g., more drug-related bookings are associated with more drug-related dispositions). However, while the relative number of convictions for person and property offenses remained stable between 1999 and 2004, a lower percentage of bookings for drugs were finally disposed (19% in 1999 vs. 16% in 2004); the opposite was true for alcohol offenses.

Figure 20
Disposed cases and guilty/dismissed decisions for selected top offenses
1999 Sample

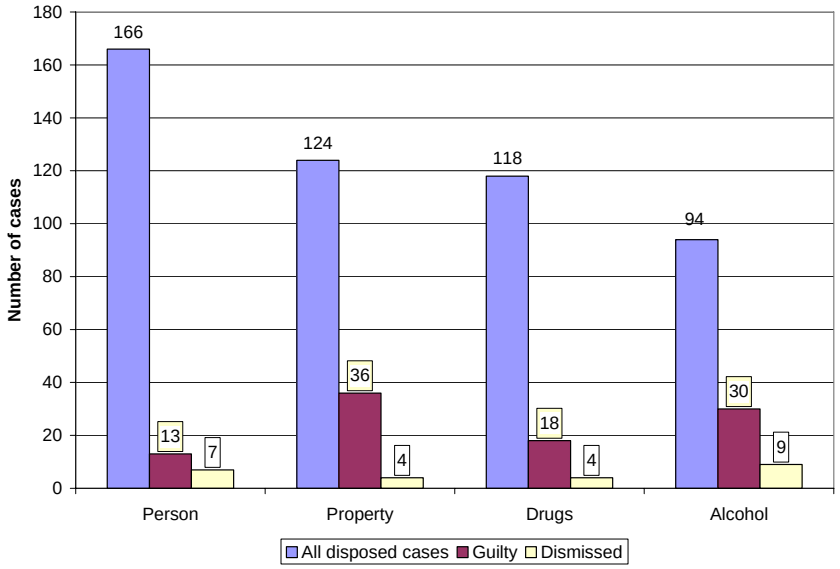
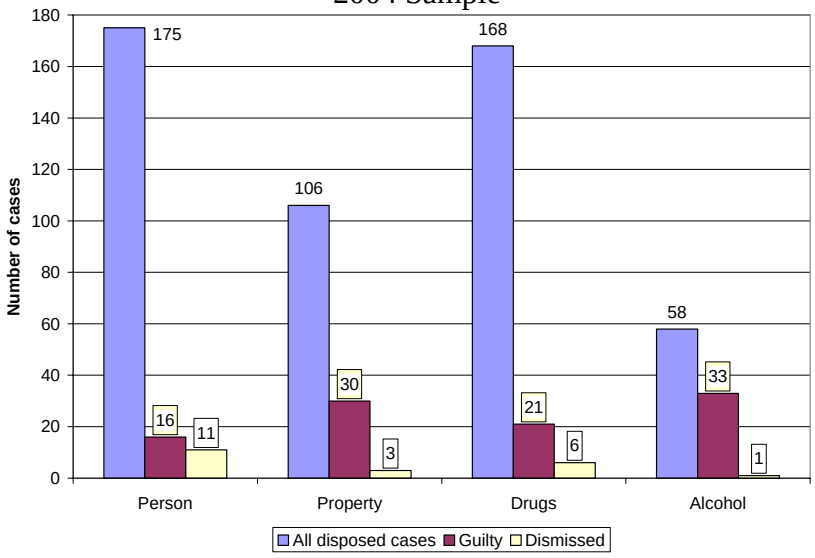


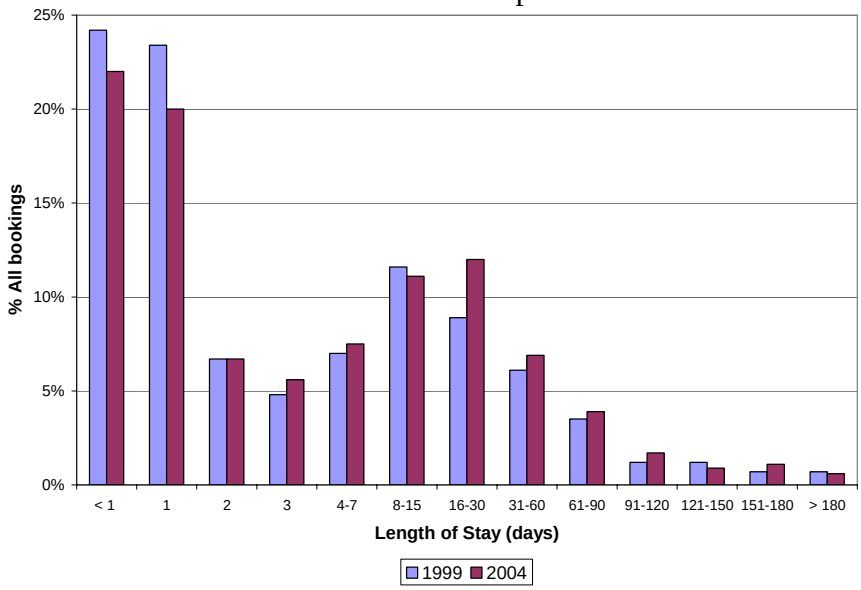
Figure 21
Disposed cases and guilty/dismissed decisions for selected top offenses
2004 Sample



Sources of growth in the number of jail bed days

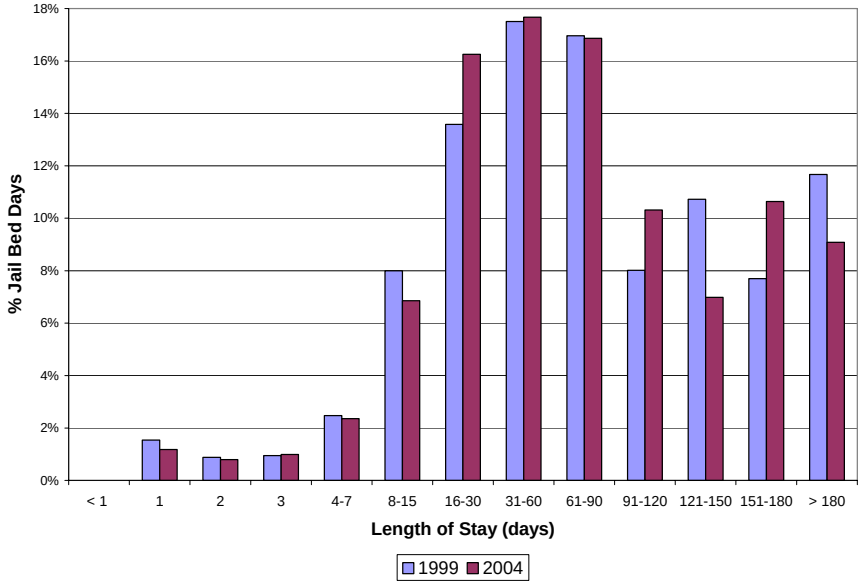
The total number of JBD consumed by the 1999 sample was 15,185. Almost half of the individuals booked into the jail stayed for 24 hours or less (474 individuals or 47.6% of the total sample). The 2004 sample spent a total of 16,758 JBD with 42% of the bookings spending 24 hours or less (Figure 21 below).

Figure 21
Bookings by Length of Stay
1999 and 2004 samples



As expected, the majority of the bed days were consumed by a relatively small number of bookings staying for long periods of time; half of the bed days in both samples were generated by about a fifth of the bookings (23% in 2004) (Figure 22).

Figure 22
Jail Bed Days (JBD) by Length of Stay
1999 and 2004 samples



Twenty individual offenders in 1999 were responsible for 27% of the JBD of the entire sample for that year (4,069 JBD). In 2004, 21 inmates consumed 23% of the JBD attributed to this cohort (3,822). In 1999, about a third of these offenders corresponded to individuals with a property offense as top charge, followed by drugs (25%) and person offenses (20%). In 2004, both property and drug offenders decreased their share among inmates with long stays (14.3% and 9.5%) while person offenders slightly increased their share in the distribution of offenses for this sub-population (23%). While the 1999 and the 2004 offenders did not differ in terms of the number of prior incarcerations (4), the most recent sample of long-staying inmates exhibit a lower average number of counts for the current offense (4.7 vs. 13.3).

Section 4: Comparing Hamilton County's Jail to Others

The Corrections Review Task Force requested information about justice practices, incarceration rates, and offender and inmate populations in other jurisdictions, both in Ohio and comparable counties in other states. The primary questions raised were: "do we incarcerate more offenders than others?", "Are our offenders somehow different?", and "What is an appropriate number of jail beds for a county our size?" This and other information was requested in order to evaluate current practices in Hamilton County in a regional context.

In response to these questions, data were compiled on inmate and offender populations in four counties in Ohio with major urban centers – Cuyahoga County (Cleveland), Franklin County (Columbus), Lucas County (Toledo), and Summit County (Akron). Information was also summarized about counties in three nearby states – Allegheny County (Pittsburgh, PA), Marion County (Indianapolis, IN), and Kent County (Grand Rapids, MI). As the data in Table 2 (below) show, these counties have varying population sizes as well as different jail capacity, utilization, and incarceration rates.

Table 2

Characteristics of Jail Systems for Selected Counties

County	Population	Jail Capacity	Beds Per 1,000	Avg. Daily Population	Avg. % of Rated Capacity	Avg. daily Incarceration Rate
Hamilton, OH	*845,303*	*2,470*	*2.9*	*1,999*	*81*	*236*
Cuyahoga, OH	1,393,978	1,749	1.3	2,150	123	154
Franklin, OH	1,068,978	2,659	2.5	2,514	95	235
Lucas, OH	455,054	348	0.8	411	118	90
Summit, OH	542,899	762	1.4	708	93	130
Marion County, IN	860,454	2,405	2.8	2,467	103	287
Kent County, MI	593,898	1,225	2.1	1,172	96	197
Allegheny County, PA	1,281,666	2,971	2.3	2,474	83	193

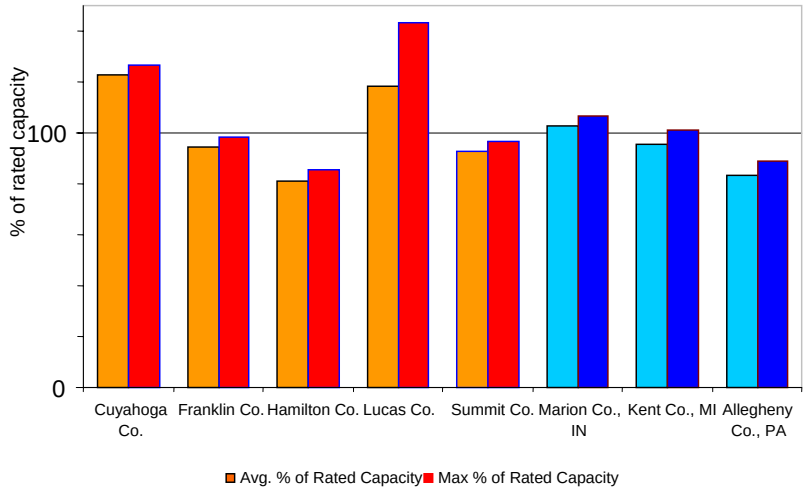
Source: U.S. Census, 2000; BJS Survey of Jail Populations, 2002[15]

Two patterns stand out in this table. First, Hamilton County is in the middle of the range of this group in terms of population but has the second highest number of jail beds per 1,000 persons (2.9), and the second highest rate of incarceration (236 per 100,000). Only Marion County, IN, whose major city population (Indianapolis) is more than twice that of Cincinnati, has a higher rate of incarceration. Columbus, Ohio, a city with twice the population of Cincinnati, has a fractionally lower rate of incarceration. And, Cuyahoga County, whose major city is larger than Cincinnati, has a substantially lower rate of incarceration.

[15] Data from these tables were taken from BJS's Survey of Jail Populations, 2002. According to Paige Harrison at BJS, the data from 2003 and 2004 were generally quite similar. Because data were incomplete for the states, and because the data was essentially the same, BJS has not published the data from 2003 or 2004.

Second, jail crowding in 2002 was substantially lower in Hamilton County than other major counties in Ohio and also lower than in selected jurisdictions in other states (Figure 23, below). As the chart below shows, only Allegheny County, PA had a comparably low occupancy rate for its jail. Of course, rates of crowding in the Hamilton County jail have grown in recent years, and the county jail operates at a higher rate of occupancy than it would like. But this information should be placed in context too, since other counties have developed other strategies for managing crowded facilities without significantly expanding jail capacity.

Figure 23
Jail Occupancy Rates, Selected Jurisdictions



Source: BJS Survey of Jail Populations, 2002

More recent figures suggest that the increasing use of incarceration in Hamilton County remains below observed trends for other jurisdictions. According to the Bureau of Justice Statistics, between 2002 and 2004, Hamilton County jail's Average Daily Population (ADP) grew 5.5% whereas nationally, the ADP for the 50 largest jails grew 6.2%.

Explanations for Variations

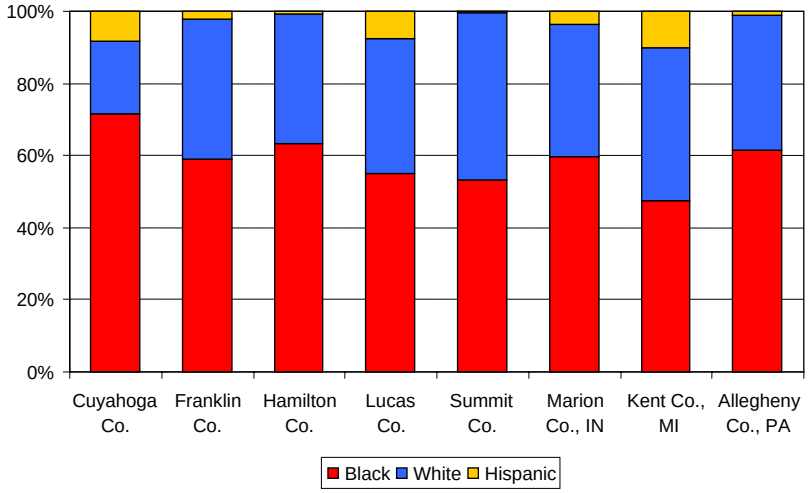
Exploring why Hamilton County has a comparatively high rate of incarceration, and relatively low rate of crowding is limited by both the short time frame for producing this report and also the data available in published sources. Sound data on rates of victimization and reported crime for all these jurisdictions are not readily available. Reliable information is also lacking on the ways in which the justice systems in these counties respond to crime and process offenders. Furthermore, good data on prison commitment rates is lacking, and even the data on average length of stay in jail may not be suitable to compare.[16]

Still, in order to shed light on the possible reasons for the variation in incarceration rates and jail crowding, a small set of data on offender populations in three jurisdictions was examined – Grand Rapids, Michigan, Pittsburgh, Pennsylvania, and Cincinnati, Ohio. Two attributes were

[16] ALOS in Cincinnati in the data examined was 17.16, twice what was found for Grand Rapids, and half that reported for Pittsburgh.

examined: the race of inmates, and the offenses for which they were brought to jail. Figure 24 (below) contains data on the race of incarcerated inmates in the three county jails. It shows generally small amounts of variation in the race of inmates; in all Ohio counties, the proportion of African Americans exceeded 50% of the inmate population. The number of African American inmates was the highest in Cuyahoga County, followed by Hamilton County.

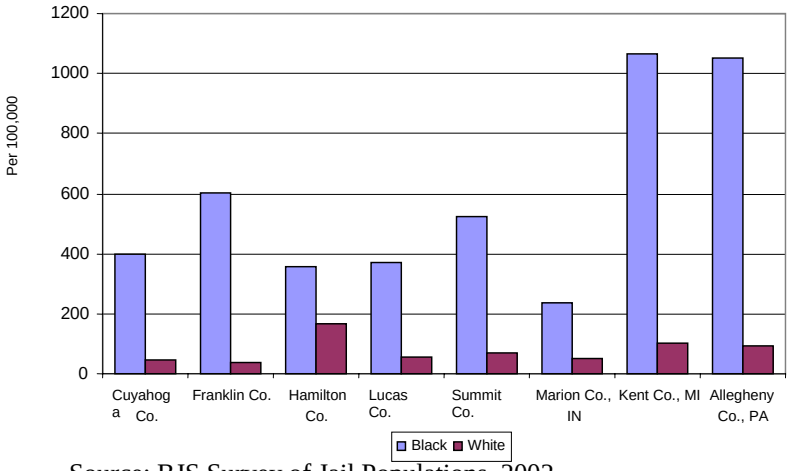
Figure 24
Breakdown of Jail Population by Race, 2002



Source: U.S. Census, 2000; BJS Survey of Jail Populations, 2002

Although African Americans in Hamilton County account for more than 63% of the jail population, compared to 23% of the total population, Hamilton County had the least disparity between African Americans and Whites for the counties examined. Other jurisdictions show remarkably higher differences in their jail populations (Figure 25 below).

Figure 25
Race of Jail Inmates for selected counties, 2002

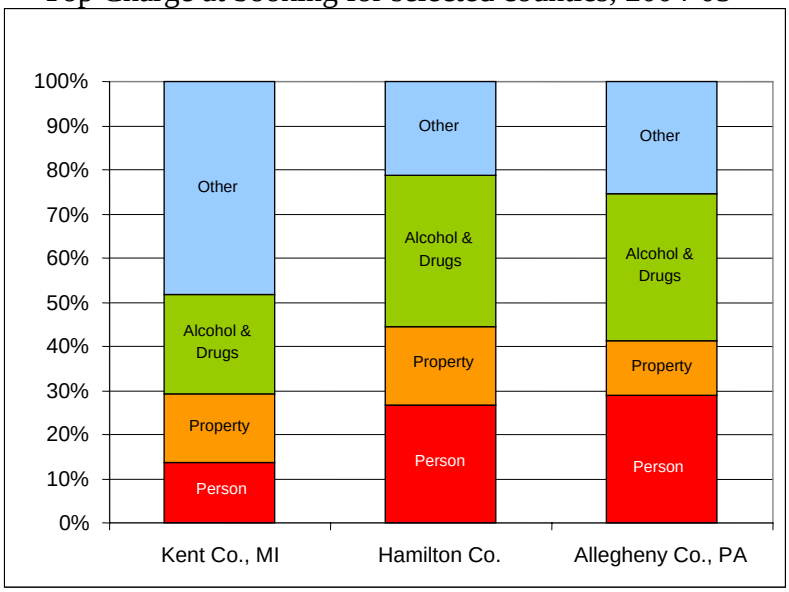


Source: BJS Survey of Jail Populations, 2002

Turning to types of offense, Figure 26 (below) contains information on offenders in custody by the type of offense for which they were booked. It shows that in Hamilton County, nearly 18% of inmates were booked on property offenses, compared to 12% for Allegheny County, PA. The large variation in the number of inmates booked for "other" reasons may conceal important information about the diverse types of offending and needs of inmates, and thus, should caution drawing firm conclusions at this time. It is also unknown whether the offenses for which these inmates were convicted were identical to the offenses for which they were booked into the jail. Nevertheless, this information suggests that differences in offender characteristics do not explain the higher rate of incarceration in Hamilton County than in Allegheny, PA.

Figure 26

Top Charge at booking for selected counties, 2004-05



Source: BJS Survey of Jail Populations, 2002

To fully understand the reasons for the high rate of incarceration in Hamilton County, a much more thorough investigation is necessary, including an examination of the variation in crime and drug addiction across these jurisdictions (not just the general category of offenses). It would also be useful to know the different rates of pretrial release and the range of non-custodial options available to courts and how they are utilized. Further, the rates of prison commitment and average lengths of sentence for those who are punished in the county jail would help sharpen comparisons.

Nevertheless, despite its limitations, this contrast provokes two important observations that should shape the deliberations of the Corrections Review Task Force. First, at least in 2002, the jail in Hamilton County was not more crowded than the jails in other jurisdictions in Ohio or similar counties in neighboring states. Second, the incarceration rate in Hamilton County is higher than other major counties in the state, despite what appears to be an unusually rich array of alternatives to jail.

Section 5: Conclusions and Recommendations

Jail crowding may be a cause of some justice problems – by forcing decisions about who is released or expediting the release of inmates without adequate release planning. But it is more fundamentally the consequence of a series of problems within the community to which the criminal justice system is struggling to adequately respond. The number of people in jail on any given day depends on two factors – the quantity of individuals placed in the jail and the duration of their confinement. However, the impact of both of these factors is associated with a wide range of variables, many of which can be directly influenced by various criminal justice policies.

The decision to initially bring a suspect to jail, for example, can be shaped by guidelines, as well as the priorities set by various police forces and law enforcement agencies. The rate of release for those booked into jail can be shaped by the bail schedule, availability of community supervision services, and efficiency of screening processes for defendants. The public and government agencies can also re-evaluate how public resources should and need be allocated to address various forms of deviant and criminal behavior. Across the country, communities are reconsidering whether it serves the public interest to incarcerate low level offenders whose offenses are driven by drug or alcohol, or offenders with mental illness. Is there a more cost effective manner in which to punish and hold these offenders accountable for behavior while addressing the underlying causes? There is in fact a wide array of experiences and knowledge about how to avoid and address jail crowding. Although it is dispersed around counties and states in the United States as well as public universities and government resources, there is a large virtual library of "best practices" in criminal justice.[17] This knowledge however, is not like a cookbook: few practices can be replicated instantly or without adjustments to local policies and practices. Still, some of this knowledge could be used by Hamilton County to improve justice and better manage the jail population.

This report has demonstrated that, indeed, the offender population entering the Hamilton County jail is changing. Offenders are slightly older with increased special needs, more likely to be unemployed and less educated. However, it is difficult to determine based on the data reviewed whether they are more dangerous. The distribution of offense types for which offenders are booked into jail has remained rather stable, with the exception of drug offenses which show a 53% increase. However, offenders in 2004 have a history of more interactions with the criminal justice system and are more likely to have multiple charges and counts than offenders booked into jail in 1999. The analysis of offender characteristics and current criminal justice processes in Hamilton County indicate some significant areas of change that should be taken into consideration when determining a future course of action regarding jail crowding and potential modifications to the community's criminal justice policy.

In addition, the sample data indicates changes in processes between 1999 and 2004. More offenders are being booked into the jail on an annual basis and fewer offenders are being released within a 24-hour time period. In addition, there is an increase in the number of jail bookings not generated by arrests. Offenders are spending more time in jail both before and

[17] The Division of Criminal Justice at the University of Cincinnati is an outstanding resource on community corrections research and practice, see www.uc.edu/criminaljustice.

after court review. Finally, fewer offenders are being released on bond and more releases are attributed to administrative discharge.

Based upon the limitations of the data outlined in the methodology section of this report, the need for additional jail beds cannot be determined within scope of this analysis. However, if current processes and practices are not modified, it can be expected that jail crowding in Hamilton County will not be alleviated.

The changes in offender population combined with changes in processes may be an indication that the jail is currently facing an offender population that it is not adequately equipped to handle. As the County decides whether a new facility is to be constructed and what the number of beds required should be, it is imperative that the County understand that jail overcrowding is just a single piece of the problem facing its overall criminal justice system. Even if a new jail is constructed that adequately addresses inmate substance abuse problems and other special needs, there must be equal emphasis placed on community-based treatment options and wraparound services, since each and every one of those inmates will exit from jail back into the community in a relatively short period of time. Incarceration alone will not reduce recidivism. Addressing this revolving door syndrome requires changes in how the criminal justice system responds as a whole – prior to incarceration, during incarceration, and following incarceration. Incarceration is expensive and necessary for only a certain portion of the offender population. However, fully developing a continuum of punishment options and appropriately utilizing alternatives to incarceration that are effective and hold the offender accountable will maximize the use of incarceration in the County, not only from a resource perspective but also in terms of reducing recidivism.

The recommendations put forth below identify what Hamilton County can do in the short term to improve outcomes in justice administration as well as what it could do future, before any new jail capacity comes on line. These recommendations are presented to help the County better manage present space as well as govern the use of any additional jail beds. And although the report focuses on the present and near future, it also suggests how the County might use jail space over time, building supportive, complementary programs for community justice and safety, and establishing a process and appropriate timeframes for addressing the current jail capacity issue.

Recommendation #1: Establishing a process for long-term solutions to jail crowding

Creating a permanent body to review, analyze and identify areas or processes within the entire County criminal justice system that, through more effective and efficient procedures and operations, can improve public safety for the entire community. This body should be composed of key criminal justice representatives, treatment providers, and members of the community. Representatives from law enforcement, jail, judiciary, prosecutors, public defenders/defense council, probation, parole, victims, treatment, mental health, medical community, faith-based organizations, housing, employment agencies, academic institutions, business community, county government, and geographically distributed members of the community should all be included. The membership should be comprised of individuals who have decision-making capacity to make changes and implement policies and specific issues can be explored and

examined by subcommittees formed from within the larger body. Most importantly, the body needs to be adequately funded and have direct interaction with the County Commissioners in order to succeed.

Similar bodies are often found at the state level in the criminal justice arena. They include sentencing commissions, criminal justice policy commissions, and corrections oversight committees. Similar organization structure could be applied easily to the county level and stated goals and deliverables defined. The purpose of this body would be to define what the top criminal justice priorities are for the County, as well as the various tasks each individual organization or group responsible must undertake to support those priorities. This system-wide approach will provide a forum for all parts of the community to share ideas and approaches, and take ownership for enhancing public safety for the citizens of Hamilton County.

Recommendation #2: Improved data quality and use of data in decision-making

In addition to the creation of this collaborative, it is strongly recommended that data collection methods for the County be developed, which support reliable and valid information for offender movements throughout the entire criminal justice process – from arrest to release. This information system should allow for both input and access by the various criminal justice entities so that information regarding arrest, charging, court actions, treatment, placements, and dispositions are using consistent data elements for descriptions and measurements. This will permit a more transparent and more comprehensive understanding of offenders within the system as well as provide the ability to evaluate various actions and measure recidivism.

With the proposed construction of a new jail facility, the development of a more sophisticated jail population projection model should also be considered. A simulation projection model would enable the County to project jail population in a more detailed manner (e.g., by offense type or geographic area). In addition, simulation projection models can be developed to allow for impact analysis of policy changes. This would be a valuable analytical tool to assess the use of jail beds and the cost benefit associated with a specific use pattern, or to determine the impact of a policy change at either the state or local level.

Recommendation #3: Establish a comprehensive community-based continuum of punishments

A full continuum of community based punishment options that protect public safety but also reserve the use of expensive jail beds for offenders who pose the greatest threat of harm to the community should be designed to meet the needs of the offender population and allow for adjustments in the level of punishment based on the offender progress, or lack there of, that does not result automatically in incarceration. Community-based punishments should be designed with sufficient capacity to adequately address the offender population and should be developed on a performance based model, incorporating best practices. These programs should have the same level of accountability that we expect from the offender. Additionally, evaluation and monitoring of these programs should be ongoing and rigorous.

Diversion is an important way of preserving jail resources for offenders who represent the greatest danger to the community. From the information presented in the Correctional Master

Plan, it is apparent that Hamilton County offers many alternatives to incarceration. However based upon the data analyzed in this report, it is unclear what the range of these alternatives are, and what processes are involved in the discharge of inmates to these alternatives. Additionally, because it is unknown how much time in jail was spent by the large proportion of potentially eligible defendants who were not diverted, estimates cannot be made as to the likely gains from changes to this program. Nevertheless, the county should consider reviewing and potentially modifying the eligibility criteria and working more closely with prosecutors to increase the rate of participation, as well as the expansion of these alternatives.

In 2005, approximately 2666 defendants in Hamilton County were deemed eligible for diversion. That number represents 6% of all jail admissions – a small, but not negligible sum. Slightly more than one-third of those considered eligible were actually diverted. Among the population diverted, there was still a substantial use of jail beds.[18] An evaluation of the eligibility criteria and efficiency of placement in diversion programs for eligible offenders could provide some relief on crowding issues and better utilize current resources.

Other options that may be further explored include day reporting centers, work release programs, day fines or therapeutic communities.

Recommendation #4: Improved implementation, coordination, and access to specialized courts

With the establishment of a number of specialized courts, including Drug Court, Domestic Violence Court, and Mental Health Court, to address specific offender populations, there is the need for improved implementation and coordination among the entities involved to minimize the time an offender is held in jail prior to appearing in the specialized court.

The data indicated that drug offenders are increasing (a 53% increase from 1999 to 2004) and that there was significant increase (71%) in the number of inmates with psychiatric issues from 1999 to 2004. Jurisdictions across the country are increasingly diverting of these offenders to drug and mental health courts at the earliest stage possible. Although the data is still being compiled at this stage, many of these programs show promise in reducing recidivism and thereby improving public safety by treating the underlying substance addiction or mental illness, at substantial cost-savings when compared to incarceration. Specialized courts for drug-involved offenders have proliferated throughout the U.S. Research has shown that drug courts achieve, on average, a statistically significant reduction in the recidivism rates of program participants relative to treatment-as-usual comparison groups.[19] Additionally, many mental health courts across the country have made significant inroads at reducing recidivism, and in particular, in reducing their parole and probation violations.[20] The key to these programs is addressing the root cause of the offending behavior and diverting offenders from incarceration to these

[18] In particular, individuals diverted to drug court treatment programs still spent some days in jail. The National Association of Drug Court Programs' prioritizes early identification and prompt placement in drug court programs as one of their 10 Key Components. See http://www.nadcp.org/whatis/

[19] For further information, see Aos, S, Miller, M and Drake, E. *Evidence-Based Adult Corrections Programs: What Works and What Does Not.* Olympia: Washington State Institute for Public Policy, 2006.

[20] See GAINS Center, U.S. Department of Health and Human Services, Substance Abuse and Mental Health Services Administration, "Diverting Probation Violators in Mental Health Treatment" (2006).

specialized courts immediately. Drug and mental health courts show great potential to reduce a broad range of offense categories if applied timely and effectively.

Recently Lancaster County, Pennsylvania took an innovative approach with specialized courts and established a "Job Court" which focuses on assisting offenders secure and maintain employment. Since housing and employment are two key factors in preventing recidivism among offenders released from incarceration, focus on this specific risk factor is believed to directly impact recidivism rates.

Recommendation #5: Improve opportunities for, and coordination of, community-based sanctions

Hamilton County should develop a full continuum of graduated community-based substance abuse treatment options to address the varying needs of offenders who are either diverted or released from jail to directly impact the "revolving door" practice experienced by many drug offenders. Although the proposed jail expansion recognizes the need for the establishment of "special needs beds," it is critical that equal importance be focused on community treatment options. The continuum of treatment options should include services ranging from education, basic outpatient group sessions, and short and long term residential treatment. In addition, services addressing the mental health, as well as, the physical health of the offender are crucial. The data indicated a growing trend in the number of offenders with mental health issues, which if not addressed makes the treatment of an offender's substance abuse problem difficult and ineffective in most situations. In addition, it is imperative that there be coordination between treatment providers and providers that focus on the skills needed by offenders to reduce the risk of recidivism. Adjunct services such as education, employment, housing, and parenting issues need to be addressed simultaneously with substance abuse issues if offenders are become productive members of society.

As mentioned previously, offenders in Hamilton County are getting older, less educated, and less employed. These and other types of problems are common among offenders throughout the United States. Thus, numerous programs have been adopted with the intent of improving offenders' skills and opportunities for resources that will help them become more stable once in the community. The types of skill building and resource allocation programs that have the strongest research support include education and employment programs, which focus on improving offender chances and thereby influencing recidivism rates. Researchers have in fact found that a number of these programs do have an influence on recidivism rates. These programs include basic adult education programs that teach remedial educational skills to incarcerated adult offenders have been shown to reduce the recidivism rates of program participants. Additionally, employment training and job assistance programs in the community have been shown to produce a modest but statistically significant reduction in recidivism. Finally, vocational education programs offered to adult inmates appear to reduce recidivism.[21]

[21] For further information, see Aos, S, Miller, M and Drake, E. *Evidence-Based Adult Corrections Programs: What Works and What Does Not.* Olympia: Washington State Institute for Public Policy, 2006.

RESOLUTION ESTABLISHING THE
HAMILTON COUNTY CORRECTIONS REVIEW TASK FORCE

BY THE BOARD

WHEREAS, the Board recognizes the need to increase jail capacity and is currently considering various plans and working to create consensus around a plan to increase jail capacity in Hamilton County; and

WHEREAS, a report prepared by the Board by Voorhis Associates projected that based upon current practices incarceration rates in Hamilton County would increase from 248 per 100,000 population in 2004 to 338 per 100,000 population in 2020; and

WHEREAS, the Voorhis report noted that the number of mentally ill inmates has increased from 11% in 1999 to 20% in 2004 and it is recognized that additional work needs to be done in addressing the growing numbers of the mentally ill in confinement;

WHEREAS, the Voorhis report specifically noted that the County had done little in the area of efforts directed to reduce recidivism through planning for release and that "it would be wise as major facility changes are being developed" that the County undertake "thoughtful evaluation of alternative programs" in this area;

WHEREAS, the Board has determined that in an effort to create consensus around a plan for jail capacity expansion there is a need to establish the Hamilton County Corrections Review Task Force to conduct a time limited review of Hamilton County's jail capacity needs and the treatment of offenders who enter the system; and

WHEREAS, the task force will advise the Board as to recommendations by July 31, 2006 in order that consideration may be given to placing any appropriate measures on the November, 2006 ballot; and

WHEREAS, the task force's members will include individuals with a broad range of corrections expertise; and

WHEREAS, the task force will be assisted in information gathering by the Vera Institute, a nationally recognized criminal justice organization; and

WHEREAS, the task force will call upon specific experts throughout their review on an as needed basis.

NOW, THEREFORE, BE IT RESOLVED, by the Board of County Commissioners of Hamilton County, Ohio, that the Hamilton County Corrections Review Task Force is hereby established in accordance with Attachment A of this document and may be changed/added to as expertise is needed; and

BE IT FURTHER RESOLVED that the Clerk of this Board be and she is hereby authorized and directed to certify copies of this resolution to the Hamilton County Administrator;

ADOPTED at a regularly adjourned meeting of the Board of County Commissioners of Hamilton County, Ohio, this 26th Day of June, 2006.

Mr. DeWine Mr. Heimlich Mr. Portune

CERTIFICATE OF CLERK

IT IS HEREBY CERTIFIED that the foregoing is a true and correct transcript of a resolution adopted by this Board of County Commissioners in session this 26th day of June, 2006.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the Official Seal of the Office of the Board of County Commissioners of Hamilton County, Ohio, this 26th day of June, 2006.

_____

Jacqueline Panioto, Clerk
Board of County Commissioners
Hamilton County, Ohio

HAMILTON COUNTY CORRECTIONS REVIEW TASK FORCE

Mission:
To conduct a diagnostic review and develop recommendations relating to Hamilton County's future jail capacity needs and the treatment of offenders who enter the criminal justice system.

Areas for review and recommendation by the task force include:

- The County's existing Correction Masters Plan and the underlying assumptions and recommendations included in the plan;
- Future jail capacity needs of the County;
- The County's use of alternatives to jail and the appropriate treatment of various categories of offenders including the mentally ill; and
- Options to create additional capacity in light of the County's limited budget constraints.

Task Force Members:
The County Administrator shall appoint Task Force Members at the direction of a majority of the Commissioners.

Those invited to serve as members may include:
A Judge representing each the Court of Common Pleas, General Division and Juvenile Division and from the Municipal Court;
A representative from the office of the Sheriff, the Prosecutor and City of Cincinnati Solicitors Office;
A representative of the business community;
A representative of the NAACP;
A representative of the Ohio Justice & Policy Center;
An individual with expertise in the treatment of the mentally ill;
An individual with expertise in the treatment of substance abuse issues;
A taxpayer representative;
A crime victim representative; and
An architect or structural engineer.

Information Gathering and Outside Expertise:
The Committee will be staffed by the County Administration. The Vera Institute of Justice, a nationally recognized criminal justice organization that has done groundbreaking work in assisting local communities in examining jail population issues, will help assist the Committee in its efforts. Other outside experts may be utilized on an as needed basis.

Timeline:
The Committee is expected to complete its work by July 31, 2006.