JACKSON COUNTY
DETENTION CENTER

JAIL NEEDS VALIDATION

JULY 2020

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EXECUTIVE SUMMARY

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Jackson County (County) is in the early stages of a multi-phase plan to develop a new correctional facility to replace the Jackson County Detention Center (JCDC). The first phase of the plan focuses on validation of the needs and issues identified in past studies of the JCDC. This report presents the results of that analysis, reviews current issues in the County's justice system, and provides a forecast of future detention capacity needs.

Over the past five years, the County correctional system has been the subject of six separate studies examining different dimensions of the issues facing the County, ranging from staffing and management, to physical plant conditions and capacity needs. These reports vary widely in scope and the jail issues they address. Recommendations range over every facet of jail system performance including staffing, program service delivery, and population management. However, the reports largely share three core findings regarding the deficiencies of the JCDC:

- **Crowding.** Current jail facilities are crowded beyond their functional capacity levels. The studies indicate that the JCDC has been overcrowded from the initial opening of the Tower facility, housing far more detainees than the facility was designed to accommodate. The negative impact of crowding on operations and conditions in the jail are a recurrent theme throughout all of the reports.

- **Design.** The design of the jail facilities is not consistent with contemporary standards and impairs safe, secure facility operations. The layout of the housing units and multi-purpose rooms does not provide direct lines of visibility for staff, creating blind spots where detainees may not be directly observed. Space for programs is limited and is far below the level dictated by the number of detainees housed in the system

- **Condition.** The physical condition of the facilities is poor due to years of deferred maintenance. Major building systems such as HVAC, electrical, and plumbing are deteriorating and require substantial renovation or replacement. Facility sanitation, as documented in the reports, has often failed to meet minimally acceptable standards.

The analysis supporting these key findings is issue is consistent and well-supported across the reports. Moreover, report research, interviews, and on-site observations further support and reinforce the continued validity of these findings.

The studies performed for the County by the architectural firms HOK and Shive-Hattery take these findings one step further and compare the cost of potential renovation of JCDC facilities with construction of a new facility. Both studies conclude that a new facility would be more cost-effective and that a new jail which meets contemporary professional standards is the best response to current JCDC issues. However, the analysis contained in these studies does not address the following key issues in the level of detail required to support planning for a new facility.

Justice System and Jail Population Analysis

Understanding the types of offenders housed in the jail and the processes underlying their incarceration is critical to understanding system needs. Factors such as the offense profile of detainees in the jail population, their legal status, the average length of stay (ALOS), and demographic characteristics are key indicators of justice system policies that drive the overall demand for jail capacity. Only one of the six studies of the jail make a detailed attempt to assess the characteristics of the offender population housed at the jail within the context of how detention is used in the Jackson County justice system

This type of analysis is necessarily data-driven, and the quality of the analysis is heavily dependent upon availability of jail population data. Past studies present some high-level information on jail utilization but cited a lack of available data to perform a more granular analysis.

Population Management

Past studies also critique current jail programs and provides extensive recommendations for new program development. However, the analysis does not adequately address the use of classification, intake processes, and assessment as tools in managing the population and addressing detainee needs.

Capacity Needs Projections

Planning for a new jail begins with analysis of the amount and type of housing capacity needed, both now and in the future. All of the studies conducted reference the need for new or renovated jail facilities as well as the problems of overcrowding in the current jail. However, with the exception of the Shive-Hattery study, which projected capacity needs to 2040, none of the reports address the question of how much jail capacity the County requires.

Accordingly, the project team's validation of the need for a new jail facility focuses on these specific elements that previous studies have not addressed in adequate detail.

Justice System Trends

Reported crime data from 2014 to 2018 shows Jackson County has experienced little to no growth in total crimes committed. The average annual change over this time period was less than 0.6 percent. Arrests for serious crimes in Jackson County decreased by an annual average of 3.6 percent during this same period. The declines in arrests were driven primarily by decreases in property crimes (particularly burglary and theft). Arrests for murder and rape by contrast increased annually on average by 34.8 percent and 12.4 percent.

Consistent with these crime and arrest trends, County bookings to the JCDC have remained stable since 2015, increasing by an annual average of only 0.3 percent per year. With arrest numbers relatively static in recent years and with County bookings to the JCDC also remaining consistently under 10,800 since 2016 (even declining in 2017 and 2018) the pressure exerted by the criminal justice system on jail bedspace in Jackson County appears stable.

Most recently, the jail population dropped to 739 detainees in April 2020, a reduction of 24 percent since January 2020, as the County initiated efforts to reduce the jail population in response to the COVID-19 pandemic. The largest decrease was among persons with misdemeanor charges and persons with low bond amounts. This is a consequence of the justice system prioritizing the use of detention for only those persons charged with the most severe offenses. This is consistent with the COVID-19 response of most jail systems nationwide.

County incarceration rates are substantially lower than national U.S. rates. The Jackson County incarceration rate of 188 per 100,000 county residents is well below the U.S. rate of 231. Compared to similar jurisdictions, the County similarly shows a very low incarceration rate, with less than half as many persons incarcerated per 100,000 county residents as the cities of St. Louis and Memphis. Violent crime rates in Kansas, a primary driver of incarceration rates in Jackson County, are 13 and 22 percent below violent crime rates in Memphis and St. Louis respectively.

Jail Population Analysis

The JCDC detainee population, similar to most jail systems, is disproportionately male (90 percent) and young (55 percent age 34 or younger). Fifty-four percent of the jail population is African-American.

Most of the detainee population at the jail faces charges for serious criminal offenses. Over 87 percent of the population has a felony holding charge. This is a higher proportion than most jails. A large number of detainees have a bond of over $50,000 (36.0 percent), indicating very serious criminal charges and significant public safety risk. Nearly half of the jail population has a violent felony holding charge, with over 15 percent of the total jail population charged with murder. Persons released from the JCDC to state prison in 2019 represented 43.6 percent of the jail's average daily population (ADP).

There is also a large number of detainees with lower level charges that cycle through the jail with short lengths of stay and accordingly make up the bulk of releases. This group, however, represents a small share of the overall jail population at any given time. Approximately 19 percent of persons booked into the JCDC are released within 24 hours. Over 70 percent of the nearly 10,000 annual releases from the jail occur within 10 days of booking.

The data indicates that the County justice system prioritizes the use of detention capacity for persons charged with serious, often violent offenses. The large number of detainees with less serious charges cycle through the jail quickly with very short lengths of stay.

Population Management

Effective management of the detainee population requires systems to assess risk and program needs. The JCDC offender classification system requires improvements to meet contemporary professional standards. The system needs to be validated for the jail population in conjunction with a reliability review to assure accurate, objective, and consistent assessment of detainee risk levels. Classification staff should track, monitor, and report on a monthly basis the percent and basis of departures and overrides to the classification score.

JCDC programs to address detainee needs and reduce recidivism are minimal. The very limited space available for programs is used as needed to house detainees due to crowding. Programs currently offered are limited to religious services, faith-based literacy, Alcoholics Anonymous, Narcotics Anonymous, and vocational certifications programs for floor care, food handler, and janitorial services. Program participation is low. Staff estimate that 20 percent of the population participate in programs.

The jail also has no formalized system for identification of detainee program needs. Best practices call for an initial detainee screening to determine specific program needs with a validated assessment instrument, such as the Level of Service Inventory-Revised (LSI-R) that identifies offenders' risks of reoffending and establishes specific treatment needs that can reduce these risks

Alternatives to Incarceration

Of necessity, the County has developed substantial programs for diverting offenders from incarceration. The simple lack of capacity available at the JCDC has required that the County develop strategies and programs to ensure that higher-risk offenders are maintained in the jail while lower-risk offenders are identified for possible placement in the community. Stakeholders throughout the justice indicated that as a general policy, only persons charged with serious felony offenses or who present significant public safety concerns are likely to be incarcerated at the JCDC.

However, County programs to manage alternatives to incarceration would benefit from the use of pretrial risk assessment systems that provide consistent, objective evaluation of detainee suitability for release. Programs such as County House Arrest, Courtesy Supervision, and Pretrial Release would also benefit from a more active approach to community supervision with a case management component to assure that conditions of release are met.

Jail Capacity Forecast

The JCDC capacity needs forecast uses data from the County's Booking and Release Information System (BARIS) to model the flow of detainees through the jail through 2050. The forecast makes the following key assumptions:

- Moderate growth in baseline jail bookings, consistent with Jackson County demographic trends.

- Detainee ALOS in the jail, booking profiles, and release methods will remain consistent with patterns observed during 2019.

- Jail bookings and population levels will rebound from the COVID-19 levels experienced in April 2020 to pre-pandemic levels by the end of 2020.

- No municipal offenders housed at the JCDC.

- Increased bookings for violent offenses.

- Implementation of pretrial risk assessment to improve release/diversion decision-making.

The forecast model indicates that total Jackson County jail capacity needs to grow to 1,204 by 2035, an increase of 16.4 percent from 2020 required capacity levels. In the longer term, assuming continuation of the same trends, the required capacity for the JCDC by 2050 will be 1,366 beds.

JACKSON COUNTY
DETENTION CENTER

1. INTRODUCTION

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Jackson County ("County") requires a safe, secure jail facility that can serve future justice system needs in an efficient and effective manner. In January 2020, the County contracted with JCDC Partners, LLC (JCDC) to serve as owner representative in providing professional services in support of development of new jail facilities. JCDC works directly for the Jackson County Detention Center-Steering Committee, established by the County to manage this project. Appendix A lists the members of the Steering Committee.

In commissioning this project, the Steering Committee developed a mission statement that defines its goals and provides a vision of the future detention facility:

> *Jackson County, in coordination with JCDC Partners, commit to the development of a state-of-the-art detention center to provide an effective and efficient system for management of pretrial and sentenced offenders; with the understanding that the citizens of Jackson County require detention facilities that meet contemporary professional and constitutional standards.*
>
> *The detention center should support an equitable criminal justice system that maintains public safety, holds people accountable, and provides evidence-based treatment and training opportunities that address underlying causes of criminal behavior.*
>
> *The detention center will be safe, secure, efficient to operate, and have the capacity for flexibility and future expansion--all thoughtfully designed to provide long-term solutions to the needs of the Jackson County justice system.[1]*

JCDC Partners has established a multi-phase plan to support the planning, design, construction, and activation of this facility. The first phase of the plan focuses on validation of the needs and issues identified in past studies of the County detention system. This report presents the results of that analysis, reviews current issues in the County's justice system, and provides a forecast of future detention capacity needs.

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[1] Statement of Mission for the Jackson County Detention Center Steering Committee, Validation of Need and Programming Phases, Component Service Agreements 1.0 & 2.0, April 2020.

METHODOLOGY

The project team used a comprehensive information-gathering and data review process that utilized four primary approaches: document review, interviews, data analysis, and facility review.

Document review

We reviewed recent assessments of the jail, supplemented by reports, testimony and other documentation of justice system management, operations, and programs.

Interviews

In order to gain background and context for the review, we conducted interviews with key justice system stakeholders and program administrators. These interviews centered on internal perspectives of the key issues facing the JCDC, its impact on the rest of the justice system, and opportunities for improved performance. Interview topics included the impact of law enforcement practices and policies, court processing policies, and jail population management practices on the detainee population. Interview subjects provided invaluable insight into the unique challenges facing the justice system in the County. Appendix B lists the persons interviewed for this report. We conducted interviews in person through early March and completed remaining sessions by teleconference due to the COVID-19 quarantine.

Data Analysis

The project team requested extract files from the County's detainee management information system, the Booking and Release Information System (BARIS). This data provided the foundation for an advanced statistical analysis of the detainee population and the flow of incarcerated persons through the detention system. These extract files provided both aggregate and snapshot level data on the jail population. Two files are snapshots of the jail population on January 30, 2020 and April 21, 2020. The other file consists of all jail releases for 2019.

The snapshot data allows a quantitative analysis of the attributes of the jail population that must be housed and managed on a daily basis. The snapshot files also provide a profile of the jail population in terms of their socio-demographic attributes, number and type of charges, bail amounts, and arresting agency. For the purposes of this report, the January 30, 2020 snapshot will be presented for primary analysis.

In addition, we also analyzed an April 21, 2020 snapshot that reflected post COVID-19 jail populations. This data will be used to examine the impact of the County's response to COVID-19 on the immediate jail population.

The release data files provide the ability to track detainees from booking to release to determine the number of persons that entered the jail, the length of time that they remained, and the timing and mode by which they were released.

To augment these data, the project team conducted on site interviews with the County's court and jail officials. These interviews were geared toward building an understanding of the most influential factors on the detainee population not observable from the various data sources. Such information is usually complex in nature and warrants examination to develop an understanding of the County's jail system.

We also received data on workload and performance from the Kansas City Police Department, the County Prosecutor's Office, and other justice system agencies. Appendix C contains the data elements requested from the BARIS system.

Facility Review

Members of the project team toured the jail, which provided firsthand exposure to the intake process, detainee housing management, and facility operations.

Over the course of the review, the project team has provided regular briefings to the Steering Committee as well as a presentation of findings to the County Legislature.

JACKSON COUNTY
DETENTION CENTER

2. JAIL NEEDS BACKGROUND

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The Jackson County Detention Center (JCDC) houses individuals charged and/or sentenced for criminal offenses, as well as for violation of community supervision. The JCDC houses individuals in three facilities. The nine-story Tower, located at 1300 Cherry Street in Kansas City, houses individuals with state-level criminal offenses. The three-story Jail Annex located adjacent to the Main Tower, contains Intake Processing, Classification, Records, Kitchen and Storage, Central Supply, Laundry, Bonding and Transport, as well as dormitory housing for individuals with state-level criminal offenses. The Regional Correctional Center (RCC) located next to the Main Tower at 505 West 13th Street, provides dormitory housing, primarily for individuals with municipal-level criminal offenses.

In 2019, the JCDC housed an average daily population of 872 detainees.[2] Over 80 percent of the population is in pre-disposition status. The 2020 adopted budget for the JCDC is $31.1 million with a budgeted Full Time Equivalent (FTE) staffing level of 322.5 positions.[3]

HISTORY

The Tower facility opened in 1984 with a designed capacity of 524 beds. This capacity proved insufficient to meet local justice system needs and the facility experienced significant levels of overcrowding from the time of its opening. In response, the 1986 federal court consent decree issued as a result of the Hall v. Jackson County Department of Corrections lawsuit established a population cap for the facility. The County managed to achieve compliance with the population cap through use of a Population Control Docket and an Early Disposition Docket in the Sixteenth District Circuit Court, as well as implementation of a release matrix program to identify and release lower-level offenders as needed to bring the jail's population into compliance with the consent decree. Increasing justice system demand for detention space led to a modification of the consent decree to reflect the construction and opening of the Detention Annex facility in 1999. The resulting increase in system capacity raised the federal consent decree population cap to 800. In 2007, the federal court granted the County's motion to terminate the consent order, ending the case and federal oversight of the jail.4

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[2] www.jacksoncountygov.org/201/corrections.
3 Jackson County Missouri Adopted Budget, Fiscal Year 2020.
4 Rahn Hall, et al., Plaintiffs, v. Jackson County Department of Corrections, et al., Defendants. No. 84-1200-CV-W-DW. United States District Court, Western District Missouri, Western Division. April 4, 2007.

In 2009, the County and the City of Kansas City reached agreement on consolidation of City and County detention programs through renovation of the County's Regional Correctional Center facility. [5] The agreement provided that the County would house no more than 175 municipal detainees and 100 Kansas City Police Department (KCPD) arrestees.[6] This agreement resulted in closure of the City's Municipal Corrections Institute and produced a significant increase in the County detention population. The County used the RCC to house the municipal detainee population, which averaged 139 offenders from 2012 to 2016. KCPD arrestees were booked and housed in the Detention Annex.

In response to increasing population pressure and operational issues, in June 2018 the County served notice to Kansas City of termination of their agreement. The City subsequently moved its municipal offender population to the Heartland Center of Behavioral Change, while also contracting for jail beds with Johnson and Vernon counties. As of January 2020, Jackson County has agreed to provide housing for up to 45 Kansas City municipal offenders (40 male and 5 female) in the RCC.

CAPACITY

The County has increased the capacity of the Department of Corrections over the years to address increasing offender population levels. The Department has three different metrics for measuring capacity. "Fixed Capacity" represents the number of permanent fixed beds available to house detainees. "Overflow now" capacity is the total number of beds including the installation of portable "boat" beds where detainees sleep on the floor of dayrooms and program rooms until a permanent bed becomes available.[7] General Population housing units can sleep a maximum of five (5) detainees on the floor in dayroom space. This "Overflow Now" capacity adds more than 200 beds to the Tower. "Overflow max" capacity is the highest number of potential beds available to respond to extreme overpopulation. System capacity ranges from a base of 884 fixed beds to an overflow max capacity of 1,154 beds as shown below.

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[5] 2009 Memorandum of Understanding between the City of Kansas City, Missouri and Jackson County.
[6] 2014 Contract between the City of Kansas City, Missouri and Jackson County, Missouri
[7] "Boat Beds" are temporary portable sleeping surfaces used for detainees to place their mattresses.

Table 1. Jackson County DOC Capacity

	Fixed Capacity	Overflow Now Capacity	Overflow Max Capacity
Main Tower	646	859	916
Annex	155	155	155
RCC	83	83	83
Total	884	1,097	1,154

Source: Jackson County Sheriff's Office

The majority of the JCDC housing units are supervised via indirect supervision with detention staff only entering the housing units every hour. Detention Staff do not enter the housing units to perform hourly rounds when prisoners are housed in the dayroom space.

Juveniles held on adult charges are separated from adults, though not by sight and sound. Male and female detainees are separated after the booking process is completed. JCDC housing policy separates prisoners based on criminal history, gender, age, and classification (custody, medical, mental health). Appendix D summarizes the detail of the JCDC *Prisoner Housing Plan* policies by housing unit.

PAST STUDIES

Over the past five years, the County's correctional system has been the subject of six separate studies examining different dimensions of the issues facing the County, ranging from staffing and management, to physical plant conditions, and capacity needs. A summary of these reports follows.

2015 Jackson County Department of Corrections Task Force Report. County Executive, Mike Sanders, commissioned this study which focused on DOC operations. The scope of the report included a review of detainee housing, access to mental health and other services, employee retention and training, and other issues related to detainee and staff welfare including facility conditions. The Task Force review coincided with an FBI investigation of use of force and other inmate/detainee abuses at the jail requested by the County. Alvin Brooks, a former Kansas City councilman and founder of the Ad Hoc Group Against Crime chaired the Task Force. Other members included Lisa Pelofsky, former Kansas City police commissioner, William Eckhardt, University of Missouri-Kansas City Law School professor, Karen Curls, a social sciences professor at Metropolitan Community College-Penn Valley, and John Fierro, president and CEO of the Mattie Rhodes Center.

The report attributed jail system operational issues to high rates of staff turnover, lack of staff training, and inadequate operational policies. These issues are manifest in the inability of the system to attain accreditation by the American Correctional Association (ACA).

> *All of the data that we've received indicates two distinct factors, exasperated by the economic recovery, have played into challenges associated with inmate/detainee custody; lack of accreditation and a long-term practice of using a less than market level pay scale combined with retention issues and training issues.[8]*

Table 2 summarizes key report recommendations and their current status:

Table 2: 2015 JCDC Task Force Recommendations

Recommendation	Status
Increase staff compensation	Implemented
Offer a 12-hour shift	Implemented
Update job descriptions	Implemented
Implement operating policy and procedures	Ongoing
Pursue ACA accreditation	Not possible under current conditions
Create re-entry and work release programs	Not implemented
Increase funding for repair and maintenance	Funding has increased
Conduct a feasibility study for a new jail	Implemented
Evaluate medical and mental health issues	Implemented

2017 HOK Facility Assessment Report

County Executive, Frank White, commissioned this assessment of the physical condition of County justice facilities, including the Main Tower, the RCC, and the Annex. The report inventoried the condition of each facility, projected the useful life of current building systems, and provided a cost estimate of work required to address identified deficiencies.

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[8] Jackson County Department of Corrections Task Force, *Final Report*, November 2, 2015, p. 6.

The report found that major capital expenditures would be necessary to address current physical plant deficiencies. All three jail facilities are in poor or poor to failed condition. Building conditions are inadequate, with outdated Mechanical, Electrical, Plumbing, and Fire Protection systems. These deficiencies are primarily attributable to 30 years of deferred preventative maintenance and failure to invest the resources required to assure adequate facility conditions. In addition, the facilities do not comply with new building requirements mandated by the Americans with Disabilities Act (ADA), Prison Rape Elimination Act (PREA), as well as changes in ACA standards.

HOK estimated total renovation costs to address current facility issues at the Main Tower, Annex, and RCC at $150 million. However, the report cautions that simply renovating the current facilities would leave many issues unaddressed:

> It is important to note that even if Jackson County were to undertake the immense task of completing the needed repairs and renovation of the four buildings, the Jackson County Department of Corrections Complex would still have inherent inadequacies and deficiencies even after all that money and time were spent on the complex and costly renovation.[9]

Renovation would not address design deficiencies and operational issues inherent in the current facilities that impair security and increase operational costs. The renovation process itself would be very difficult, given the need to continue operation of the facilities throughout the construction process. Moreover, renovation would not address the issue of needed additional housing and program capacity. Because of these problems, HOK recommended that the County not renovate the current facilities, but instead pursue construction of a new facility, with an estimated cost of $150 to $180 million for a 1,000-bed single story facility. The County has since commissioned studies of the feasibility of this recommendation.

Jackson County, MO – Jail Audit Report

The Jackson County Legislature commissioned a performance audit of the JCDC in February 2017. The audit, performed by CRA, Inc., primarily addressed operational concerns regarding staffing levels, facility living conditions, and detainee crowding.

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[9] HOK, Jackson County Department of Corrections Facility Condition Assessment, August 31, 2017, p. 19.

The audit found that current levels of crowding made detainee supervision difficult, particularly given an insufficient number of available staff. High staff turnover rates and an inability to recruit, hire, and retain quality employees impaired facility operations and performance, as did outdated operational policies and procedures. Finally, the report found detainee living conditions to be extremely poor, with lack of adequate sanitation and insufficient maintenance. Opportunities for recreation and program availability were also substandard.

Table 3 presents the Audit's key recommendations and current status.

Table 3: 2017 Jail Audit Recommendations

Recommendation	Status
Improve recruitment, hiring, and retention	Improvement noted in all areas since 2015
Prepare a comprehensive staffing plan	Recommended staffing plan developed
Prepare an annual staff training plan	Ongoing
Prepare a housekeeping and sanitation plan	Ongoing
Prepare a facility maintenance plan	Ongoing
Continue update of policies and procedures	Ongoing

Grand Jury Report in Re the Inspection of the Jackson County Detention Center, 2018

In August 2017, the Jackson County Prosecuting Attorney, Jean Peters Baker, requested a grand jury be empaneled to review conditions in the Jackson County Detention Center. The review extended into 2018 and was continued by a second grand jury. The report was released on May 11, 2018.

The report places primary responsibility for the issues confronting the jail on management.

> *The Jail's problems stem from a systemic failure to plan and/or act to address its well-documented problems.*[10]

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[10] Jackson County Prosecuting Attorney, Grand Jury Report in Re the Inspection of the Jackson County Detention Center, May 2018, p. 19.

The grand jury describes management deficiencies in three key areas: failure to manage funding, inadequate planning for facility safety and security, and a deficient approach to cleaning and maintaining facilities.

The lack of adequate jail capacity complicates efforts to address these issues.

> it is evident that the Jail built in 1984 is too small for the corrections and public safety needs of this County and the Kansas City Metro area. The addition of the annex in late 90's and the oversight by the Federal Court helped ease the issue of overcrowding. But any improvement managing the routinely overcrowded detainee population at the Jail were nullified with the merging of the County's and City's correctional populations and the inability to plan for and address the issue of CO staffing.[11]

The report concludes that the jail is overcrowded with detainees and understaffed with corrections officers, making effective security and safety impossible.

In response to these conditions, the grand jury recommended that the County review and establish new policies or programs as necessary to address jail issues, as summarized in Table 4.

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[11] Ibid, pp. 13-14.

Table 4: 2018 Grand Jury Review Jail Recommendations

Recommendation	Status
Review financial policies to ensure transparent oversight	Ongoing
Review JCDC budgeting practices	Ongoing
Create an annual staffing plan	Recommended staffing plan developed
Develop recruitment protocol	Ongoing
Develop policy to reduce overtime	Ongoing
Develop protocol for facility cleaning	Ongoing
Develop facility repair plan	Ongoing
Review frequency and manner of fire and emergency evacuation drills	Ongoing
Document testing of fire suppression and sprinkler systems	Ongoing
Review alternative staffing approaches	Reviewed and not implemented
Address data issues	Ongoing
Develop Prosecutor Office bond review protocols	Implemented
Review feasibility of adding additional bunks to cells	Reviewed and not implemented
Convene a follow-up grand jury to review jail conditions	Not implemented

Jackson County Jail Task Force Report, 2018

County Executive, Frank White, commissioned a new task force to examine jail conditions in November 2017. The Task Force was chaired by Dr. Gayle Holiday, CEO of G&H Consulting, and John Fierro, CEO of the Mattie Rhodes Center. The Task Force included many of the members of the 2015 Jail Study Task Force, as well as local justice system and civic leaders. The scope of the Task Force's review centered on the capacity required at the jail, as well as the type of jail that would best serve the needs of the community. The Task Force over the course of its review worked with the Shive-Hattery consultant team that was also examining jail facility needs for the County at that time.

The Task Force organized its work into three primary areas: 1) offender housing requirements, which addressed the types offenders classified and housed in the jail, 2) intergovernmental considerations, which reviewed the capacity needs of the jail as a function of local justice system agency functions, and 3) population control, which examined capacity needs in terms of the factors that result in the policy decision to incarcerate a person. The report stands apart from other studies in that it addresses a number of justice system issues beyond the scope of the jail, including the use of bond, prosecutorial policy, and community treatment resources for released offenders.

The report supports initial recommendations from the Shive-Hattery consulting team, and makes the key recommendation that the County plan, design, and build a new jail with appropriate capacity and resources. The report identifies key issues, including the need for staff training to address cultural competency, reaching an agreement with Kansas City and the KCPD on the best approach to address their custody needs, improving the offender needs assessment process and addressing those needs with program models based on best practices, and assuring appropriate use of incarceration through risk assessment, efficient justice system processing, and appropriate use of alternatives to incarceration. Table 5 summarizes key Task Force recommendations and their current status.

Table 5: 2018 JCDC Jail Task Force Recommendations

Recommendation	Status
Increase staff and staff training	Ongoing
Evaluate the viability of jail that includes a municipal population	Ongoing
Establish an offender needs assessment process at intake	Ongoing
Develop a best practices approach for mental health and transgender populations	Not implemented
Realign cash bonds with risk assessment	Pending with Courts & Prosecutor
Promote stakeholder agreements on enforcement and prosecution policies	Pending with Courts & Prosecutor
Develop strategies to assure continuity of care for medical and behavioral health issues upon release	Ongoing
Remove barriers to speedy trial and Release on Own Recognizance (ROR)	Ongoing
Plan, design and build a new jail with appropriate capacity and resources	Ongoing

Jackson County Criminal Justice System Assessment, Shive-Hattery, 2019

The County awarded a contract in early 2018 to a team of consultants, led by the Shive-Hattery architectural firm, to assess current jail operations, develop recommendations for future jail capacity needs, and review Jackson County criminal justice system issues. The report identified a number of issues affecting the jail, including the need for programs to reduce pressure on the jail population, inadequate staffing levels, lack of in-custody programming, need for medical and mental health service improvements, and lack of coordination between the different actors in the County criminal justice system.

The report indicates that over the long-term, the County's justice system requires approximately 1,800 jail beds, assuming continuation of current trends and policies. If the County no longer houses municipal offenders and implements policies to reduce the jail population the projection of capacity needs falls to 1,300 beds. The project team also compared the cost and

feasibility of building a new facility on a green field site versus renovating and expanding the current facility. This analysis indicates that the construction cost of a new facility would range from $215 million to $270 million, depending upon its capacity, while a renovation of the current facility to provide sufficient capacity would cost from $291 million to $306 million. The report projects total life cycle costs savings over 30 years, including staffing and utilities, of up to $579 million for construction of a new facility, compared to renovation and adding capacity to the current jail.

Table 6 summarizes the key recommendations made in the report.

Table 6: 2019 Shive-Hattery Criminal Justice System Assessment

Recommendation	Status
Reduce avoidable jail intakes	Jail intakes down due KCPD status
Expedite pretrial case processing	Ongoing
Strengthen pretrial release processes	Ongoing
Resolve aging cases	Ongoing
Expand capacity for diversion	Not implemented
Address data-quality issues	Ongoing
Conduct system-wide data analysis	Not implemented
Address racial/ethnic disparities	Ongoing
Review role of money bond	Under review
Address chronic overcrowding	Ongoing
Improve operations	Under review
Improve policies/procedures/training	Ongoing
Reduce vacancies and turnover	Partially implemented
Calculate net annual work hours	Not implemented
Examine overtime usage	Ongoing
Develop staff coverage plan	Recommended staffing plan developed
Commit to data-driven system improvement	Not implemented

VALIDATION

These reports vary widely in scope and the jail issues they address. Table 7 compares key findings across all studies. Recommendations range over every facet of jail system performance including staffing, program service delivery, and population management. However, the reports largely share three core findings regarding the deficiencies of the JCDC:

- **Crowding.** Current jail facilities are crowded beyond their functional capacity levels. The studies indicate that the JCDC has been overcrowded from the initial opening of the Tower facility, housing far more detainees than the facility was designed to accommodate. The subsequent federal consent decree placed a firm limit on the number of detainees that could be housed in the system and for a time prevented crowding from worsening. The termination of federal court oversight in 2008, followed by a decision to house municipal offenders and KCPD arrestees in the JCDC, resulted in increased crowding. The negative impact of crowding on operations and conditions in the jail are a recurrent theme throughout all of the reports.

- **Design.** The design of the jail facilities impairs safe and secure facility operations. The JCDC has 14 entry/exit points to the complex making it difficult to maintain security of the detention center complex. The layout of the housing units and multi-purpose rooms does not provide direct lines of visibility for staff, creating blind spots where detainees may not be directly observed. Space for programs is limited and is far below the level dictated by the number of detainees housed in the system.

- **Condition.** The physical condition of the facilities is poor due to years of deferred maintenance. Major building systems such as HVAC, electrical, and plumbing are deteriorating and require substantial renovation or replacement. Facility sanitation, as documented in the reports, does not meet minimally acceptable standards.

Table 7: Jackson County Jail Reports: Key Findings

Key Findings	2015 Jail Task Force	2017 HOK	2017 Jail Audit	2018 Grand Jury	2018 Jail Task Force	2019 Shive-Hattery
Jail facilities crowded beyond functional capacity levels	•	•	•	•	•	•
Poor design impairs facility safety and security	•	•	•	•	•	•
Facility physical condition is poor	•	•				
Facility sanitation is significant issue	•		•	•		
Facility renovation more costly than new construction		•				•
CO staffing levels inadequate	•		•	•		•
CO turnover and vacancy rates exacerbate staffing issues	•		•	•		•
Medical/mental health/and program services inadequate	•			•	•	•
Justice system needs improved planning/coordination				•	•	•
Staff training required to address operational issues	•		•	•	•	
Operational policies amd procedures require updating	•		•	•		•
Need to pursue accreditation	•					
Management has failed to plan for jail safety/security	•			•		
Implement best practices in population management					•	•
Improve use of alternatives to incarceration					•	•
Improve facility maintenance practices	•	•	•	•		
Jail data systems do not provide reliable information						•
Current bail/bond practices increase jail population					•	•

The analysis supporting these key findings is consistent and well-supported across the reports. Moreover, our project team research, interviews, and on-site observations further support and reinforce the continued validity of these findings.

The HOK and Shive-Hattery studies take these findings one step further and compare the cost of potential renovation of JCDC facilities with construction of a new facility. Both studies conclude that a new facility would be more cost-effective. Further renovation of current facilities while still in use would create substantial operational issues and would not address existing design concerns that impair security and increase operating costs. This analysis leads to a general conclusion that a new jail which meets contemporary professional standards is the best response to current JCDC issues. However, the analysis contained in these studies does not address the following key issues in the level of detail required to begin planning for a new facility.

Jail Population Analysis. Understanding the types of offenders housed in the jail and the processes underlying their incarceration is critical to defining system needs. Factors such as the offense profile of detainees in the jail population, their legal status, the average length of stay, and demographic characteristics are key indicators of justice system policies that drive the overall demand for jail capacity. Only one of the six studies of the jail made a detailed attempt to assess the characteristics of the offender population housed at the jail within the context of how detention is used in the Jackson County justice system.

This type of analysis is necessarily data-driven, and the quality of the analysis is heavily dependent upon availability of jail population data. Past studies present some high-level information on jail utilization but cited a lack of available data to perform a more granular analysis.

Capacity Needs Projections. Planning for a new jail begins with analysis of the amount and type of housing capacity needed, both now and in the future. All of the studies conducted reference the need for new or renovated jail facilities as well as the problems of overcrowding in the current jail. However, with the exception of the HOK and Shive-Hattery studies, none of the reports address the question of how much jail capacity the County requires.

The HOK study in projecting the cost of a new jail facility essentially assumed a capacity level roughly equivalent to the current system, 1,000 beds and made no attempt to forecast future needs.

The Shive-Hattery study did project jail capacity needs to 2040. Because of a lack of detailed data on the dynamics of the jail population, the Shive-Hattery study essentially extrapolated the trend in jail ADP experienced from 2012 to 2017 forward over the next 20 years through the use of regression analysis. They also applied this same methodology to the County incarceration rate to develop a second projection. This simple approach essentially assumes that the future will look like the past and that historical trends will continue into the future unchanged.

This approach, generally known as a "statistical" method is simple, but not generally regarded as an effective approach to jail population projections. The Government Accountability Office in an independent review of correctional system forecasting methodology found statistical projections to be of limited value.

> *Statistical methods all use data from past patterns to project future detainee populations. Regression analysis, for example, is a statistical technique based on equations that functionally relate one or more independent variables, with coefficients determined from previous analysis, to a dependent variable. Statistical methods tend to be nonpolicy sensitive and, therefore, are not particularly useful for impact analyses.* [12]

By contrast, the same study found that micro-simulation models appear to have the best track record in accurate projections of correctional populations in Texas, California, and for the federal government. The study specifically cites the model used in this study as meeting the highest standards in the field. [13]

Moreover, the Shive-Hattery report makes arbitrary assumptions on "functional" capacity levels, and projected "special needs" capacity without reference to any actual analysis of data on needs within these categories. As such, the capacity projections contained in the report do not provide an adequate basis to inform facility planning.

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[12] Government Accountability Office, Federal and State Prisons: Detainee Populations, Costs, and Projection Models, November 1996, p. 37.
[13] Ibid., p. 36.

The Shive-Hattery report also critiques current jail programs and provides extensive recommendations for new program development. However, the analysis does not adequately address the use of classification, intake processes, and assessment as tools in managing the population and addressing detainee needs. Many of the recommendations appear drawn from work in other systems with no specific analysis of their relevance to the Jackson County justice system.

Accordingly, the project team's validation of the need for a new jail facility focuses on those specific elements that previous studies have not addressed in adequate detail:

- Analysis of the JCDC population

- Review of programs and population management strategies

- Projection of required capacity

The following sections of this report address these topics.

JACKSON COUNTY
DETENTION CENTER

3. JAIL POPULATION PROFILE

3. JAIL POPULATION PROFILE

Understanding the specific challenges faced by a local justice system begins with an assessment of demographics, crime rates, and arrest trends, all of which directly impact the size of the jail population.

COUNTY POPULATION GROWTH

Criminologists have long noted that certain segments of the population have higher rates or chances of becoming involved in crime, being arrested, and being incarcerated. This is known as the "at-risk" population, which generally consists of younger males. The highest crime rate ages are 15 to 25, while the highest adult incarceration rate is between the ages of 18 and 44. When the at-risk population is expected to increase in a jurisdiction, one can also expect some additional pressure on criminal justice resources, all things being equal. Figure 1 provides data on the total resident population and at-risk population estimates for Jackson County from 2014 to 2018.

Figure 1: Jackson County Resident & At-Risk Population

Average Percent Change 2014-2018
Resident Population: 0.6%
Males Ages 18-44: 0.7%

Source: Missouri Census Data Center

Over this time frame, the total resident population increased by an annual average of only 0.6 percent. The at-risk population, here designated as males ages 18 to 44, also remained static between 2014 and 2018, growing by an annual average of only 0.7 percent. Up to date projections of these populations are not currently available. Trend analysis is thus based on the historical estimates. The fact that the at-risk population has seen little to no growth in recent years would suggest that the impact of demographic change on future reported crime growth will be minimal.

HISTORICAL REPORTED CRIMES AND ARRESTS

Historical reported crime and arrest data refer to offenses reported by local law enforcement agencies to the Missouri State Highway Patrol Statistical Analysis Center. Although historically, there has been no strong or consistent association between reported crime rates and jail admissions, observing these data can provide some evidence that allows insight into County jail admission trends.

Total reported crime between 2014 and 2018 in Jackson County experienced little to no growth. The average annual change over this period was less than 0.6 percent.

Table 8: Historical Jackson County Reported Crime 2014-2018

Year	All of Jackson County			KCPD			Other Agencies		
	Total	**Violent**	**Property**	**Total**	**Violent**	**Property**	**Total**	**Violent**	**Property**
2014	43,070	6,832	36,238	28,726	5,867	22,859	14,344	965	13,379
2015	41,826	7,741	34,085	27,915	6,708	21,207	13,911	1,033	12,878
2016	43,262	9,201	34,061	28,964	7,918	21,046	14,298	1,283	13,015
2017	45,808	9,722	36,086	30,515	8,348	22,167	15,293	1,374	13,919
2018	43,927	9,100	34,827	29,368	7,875	21,493	14,559	1,225	13,334
Average % Change	0.6%	7.9%	-0.9%	0.6%	8.0%	-1.4%	0.5%	6.9%	0.0%

Source: Missouri State Highway Patrol Statistical Analysis Center
(https://www.mshp.dps.missouri.gov/MSHPWeb/SAC/CIM/CrimeInMissouri.html#)

However, violent crime has seen average annual growth of 7.9 percent, primarily due to large increases in 2015 and 2016. Reported violent crime fell between 2017 and 2018 by 6.4 percent. This drop in 2018 exceeds the national drop in violent crime for metropolitan counties of 2.2 percent. Reported property crime has had an average annual decrease of 0.9 percent between 2014 and 2018 with a 3.5 percent decrease occurring between 2017 and 2018. Figure 2 shows the trend in reported crime in Jackson County from 2014-2018.

Figure 2: Jackson County Reported Crimes 2014-2018
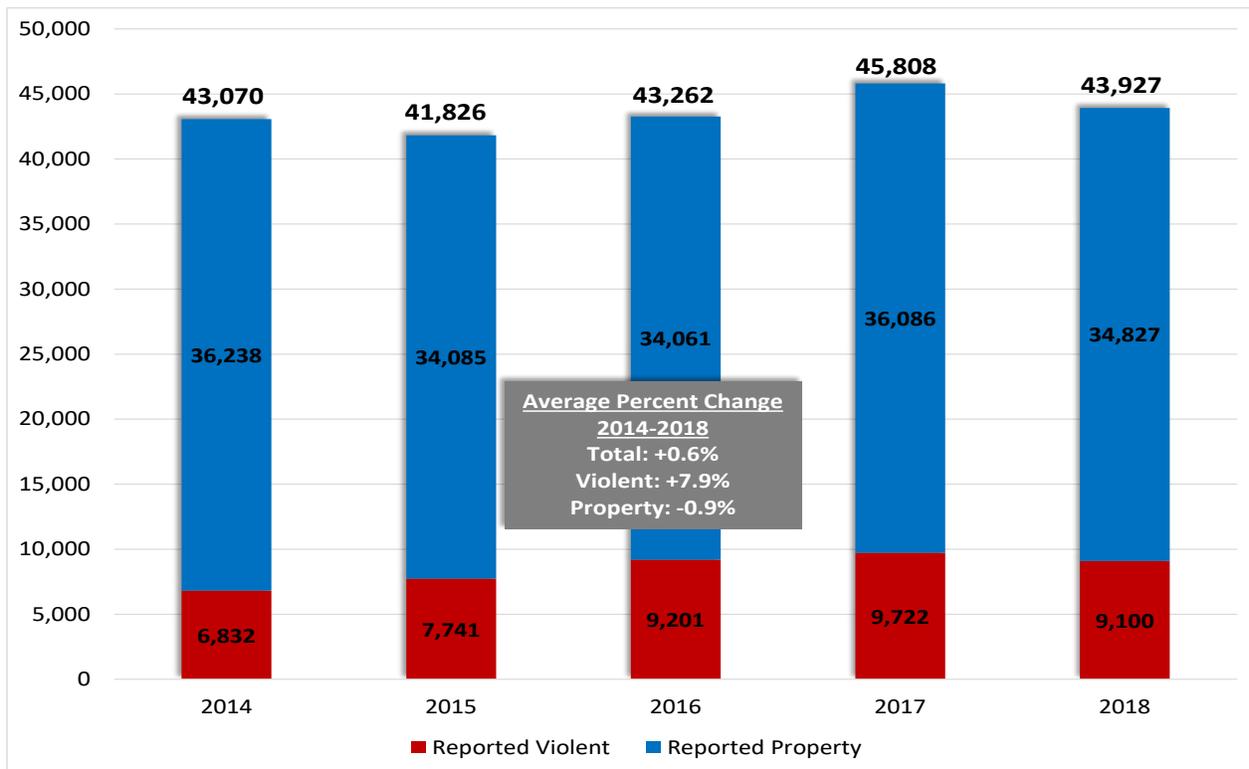
Source: Missouri State Highway Patrol Statistical Analysis Center

When accounting for all the crimes reported by the Missouri State Highway Patrol Statistical Analysis Center, the Jackson County crime rate in 2018 was 6,272.5 crimes committed per 100,000 county residents. This represents a 4.5 percent decrease from the peak crime rate experienced in 2017.

Figure 3: Jackson County Per Capita Crime Rates 2014-2018
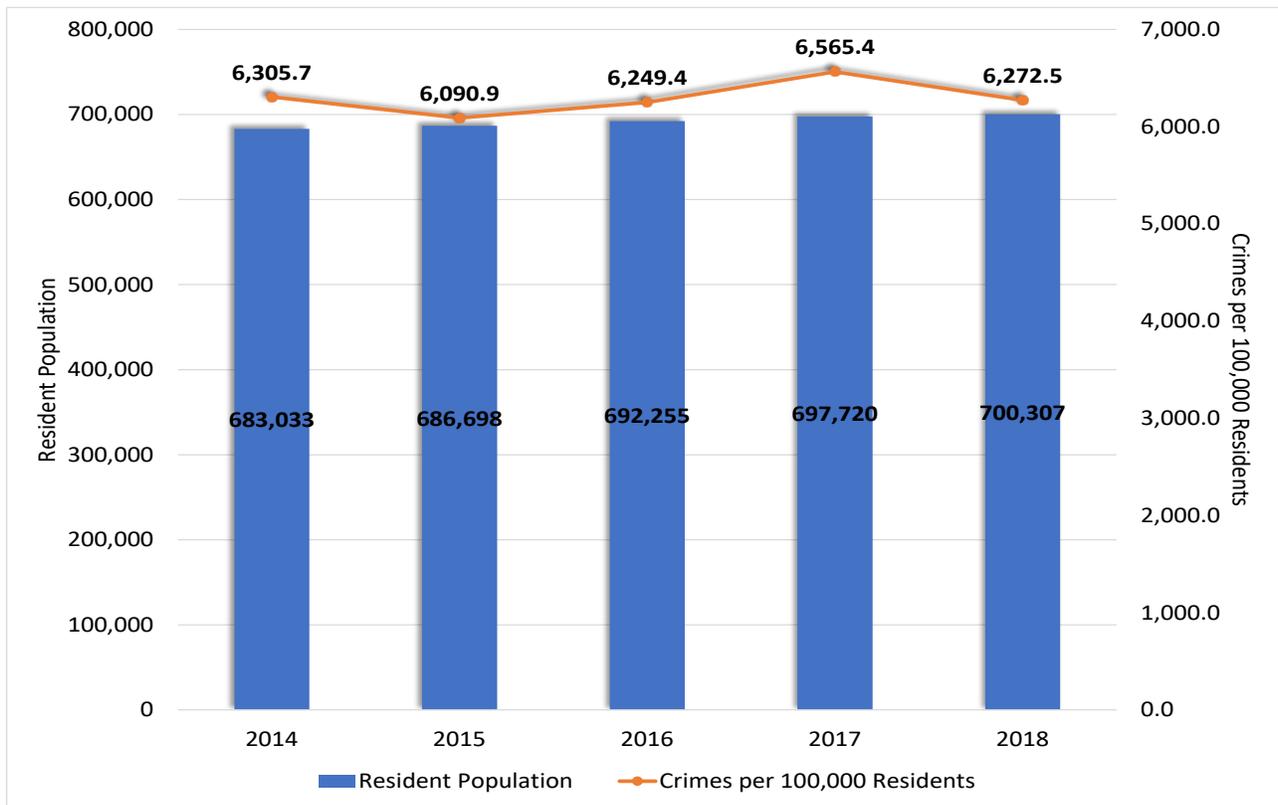
Source: Missouri Census Data Center; Missouri State Highway Patrol Statistical Analysis Center

The analysis also compared crime in Kansas City with other jurisdictions in the United States of similar size and characteristics. In comparison with St. Louis, Baltimore, Memphis, New Orleans, Milwaukee, and Cincinnati, Kansas City ranks in the middle of the group with fourth highest total crime rate.

Figure 4: Benchmark Jurisdictions - 2018 Total Crimes per 1,000 Residents

Jurisdiction	Value
Memphis, TN	83.5
St. Louis, MO	77.1
Baltimore, MD	63.3
Kansas City, MO	59.0
Milwaukee, WI	43.8
New Orleans, LA	57.2
Cincinnati, OH	53.8
Louisville, KY	51.0
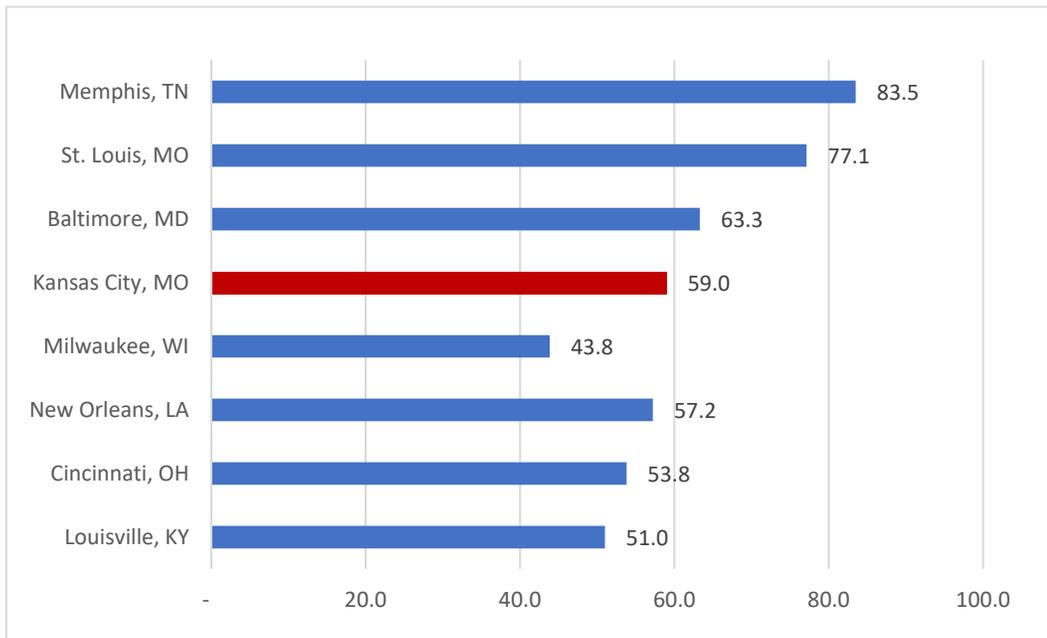
Source: FBI 2018 Crime in America; US Census Bureau

In looking at the rate of violent crime in these same jurisdictions, Jackson County similarly ranks near fourth, trailing Memphis, St. Louis, and Baltimore.

Figure 5: Benchmark Jurisdictions – 2018 Violent Crimes per 1,000 Residents
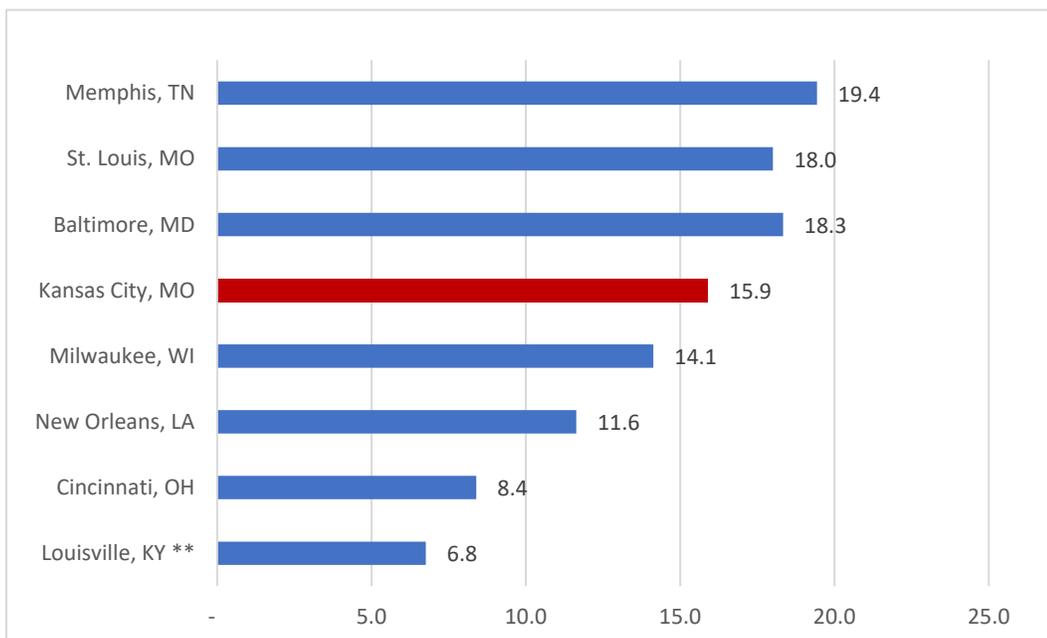
Jurisdiction	Value
Memphis, TN	19.4
St. Louis, MO	18.0
Baltimore, MD	18.3
Kansas City, MO	15.9
Milwaukee, WI	14.1
New Orleans, LA	11.6
Cincinnati, OH	8.4
Louisville, KY **	6.8

Source: FBI 2018 Crime in America; US Census Bureau

There is a much stronger relationship between arrests and the number of persons admitted to a jail system since a high proportion of arrests result in a jail booking. Total arrests trends have been declining in recent years in Jackson County.

Table 9: Historical Jackson County Arrests 2014-2018

Year	All of Jackson County			KCPD			Other Agencies		
	Total	Part I	Part II	Total	Part I	Part II	Total	Part I	Part II
2014	27,322	6,680	20,642	12,337	2,877	9,460	14,985	3,803	11,182
2015	26,732	6,831	19,901	11,523	2,850	8,673	15,209	3,981	11,228
2016	27,377	6,660	20,717	11,493	2,751	8,742	15,884	3,909	11,975
2017	26,485	6,289	20,196	10,888	2,494	8,394	15,597	3,795	11,802
2018	25,997	5,743	20,254	11,241	2,499	8,742	14,756	3,244	11,512
Average % Change	-1.2%	-3.6%	-0.4%	-2.2%	-3.4%	-1.8%	-0.3%	-3.6%	0.8%

Source: Missouri State Highway Patrol Statistical Analysis Center
(https://www.mshp.dps.missouri.gov/MSHPWeb/SAC/CIM/CrimeInMissouri.html#)

Arrests for Part I Unified Crime Reporting offenses (UCR)[14] have decreased by an annual average of 3.6 percent between 2014 and 2018. These declines have been driven primarily by decreases in Part I property crimes (particularly burglary and theft). Arrests for Part II crimes[15] have also declined since 2014, albeit at a slower pace of 0.4 percent per year. Of note among Part II offenses, drug possession arrests have increased by an annual average of 1.5 percent between 2014 and 2018 (although arrests for this crime declined in 2018) and arrests for DUI have declined an annual average of 1.7 percent.

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[14] Part I crimes include Murder, Nonnegligent Homicide, Rape, Robbery, Aggravated Assault, Burglary, Motor Vehicle Theft, Larceny, and Arson.
[15] Part II crimes are less serious and include Simple Assaults, Forgery/Counterfeiting, Embezzlement/Fraud, Receiving Stolen Property, Weapon Violations, Prostitution, Sex Crimes, Crimes Against Family/Child, Narcotic Drug Laws, Liquor Laws, Drunkenness, Disturbing the Peace, Disorderly Conduct, Gambling, DUI and Moving Traffic Violations.

Table 10: Historical Jackson County Part I Arrests 2014-2018

Year	Murder	Rape	Robbery	Aggravated Assault	Burglary	Larceny/ Theft	MVT
2014	31	55	245	926	348	4,599	447
2015	54	73	313	1,055	388	4,444	489
2016	61	74	390	1,012	336	4,294	478
2017	76	72	279	1,017	263	4,101	463
2018	97	85	280	929	249	3,640	447
Average % Change	34.8%	12.4%	6.1%	0.4%	-7.2%	-5.6%	0.1%

Source: Missouri State Highway Patrol Statistical Analysis Center
(https://www.mshp.dps.missouri.gov/MSHPWeb/SAC/CIM/CrimeInMissouri.html#)

Table 11: Historical Jackson County A Part II Arrests 2014-2018

Year	Arson	Simple Assault	Weapons	Disorderly Conduct	Vandalism	Vagrancy
2014	29	4,152	352	1,511	646	95
2015	15	4,355	451	1,367	709	61
2016	13	4,296	492	1,449	632	91
2017	18	4,032	433	1,418	763	60
2018	16	3,953	478	1,574	686	25
Average % Change	-8.6%	-1.1%	8.9%	1.3%	2.4%	-19.8%

Source: Missouri State Highway Patrol Statistical Analysis Center
(https://www.mshp.dps.missouri.gov/MSHPWeb/SAC/CIM/CrimeInMissouri.html#)

The total number of arrests have declined slightly in Jackson County each of the past three years, although arrests by the KCPD did increase by 3.2 percent in 2018.

Figure 6: Jackson County Arrests 2014-2018
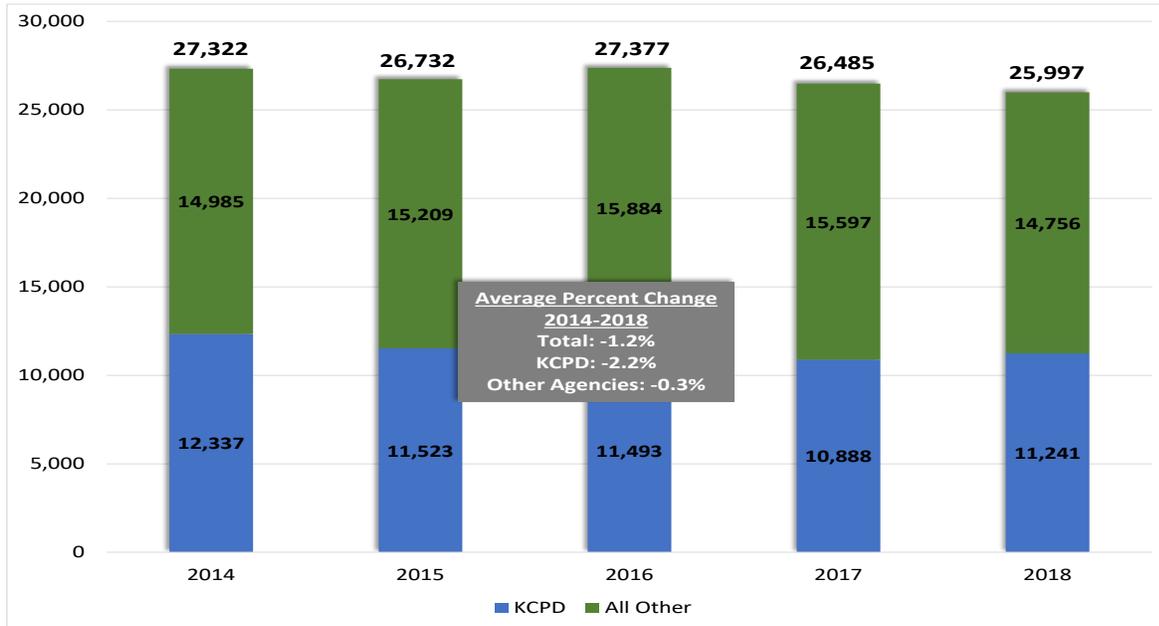
Source: Jackson County Sheriff's Office; Kansas City Police Department

With arrest numbers relatively static in recent years and with County bookings to the JCDC also remaining consistently under 10,800 since 2016 (even declining in 2017 and 2018) the pressure exerted by the criminal justice system on jail bedspace in Jackson County appears stable.

HISTORICAL JAIL POPULATION TRENDS

Overall bookings to the JCDC sharply increased between 2013 and 2016 (61 percent overall). County responsible bookings increased 18 percent over the same period. Bookings to the JCDC dropped sharply in 2019 (-33 percent) as non-county responsible arrests were diverted to other facilities.

Table 12: Historical Jackson County Detention Facility Bookings by Gender 2012-2019

Year	Male	Female	Total	Total County Bookings
2012	12,282	2,888	15,170	9,019
2013	12,296	3,207	15,503	9,106
2014	13,751	3,790	17,541	9,942
2015	16,956	4,972	21,928	10,222
2016	19,052	5,854	24,906	10,746
2017	18,539	5,618	24,157	10,774
2018	18,418	5,661	24,079	10,086
2019	12,537	3,664	16,201	10,071
Change	255	776	1,031	1,052
% Change	2.1%	26.9%	6.8%	11.7%
Average % Change	1.8%	5.7%	2.6%	1.7%
% Change	-31.9%	-35.3%	-32.7%	-0.1%

Source: Jackson County Sheriff's Office

County responsible bookings have remained stable since 2015, increasing by an annual average of only 0.3 percent per year. County responsible bookings declined by only 0.1 percent in 2019.

Figure 7: JCDC County Bookings 2012-2019[16]
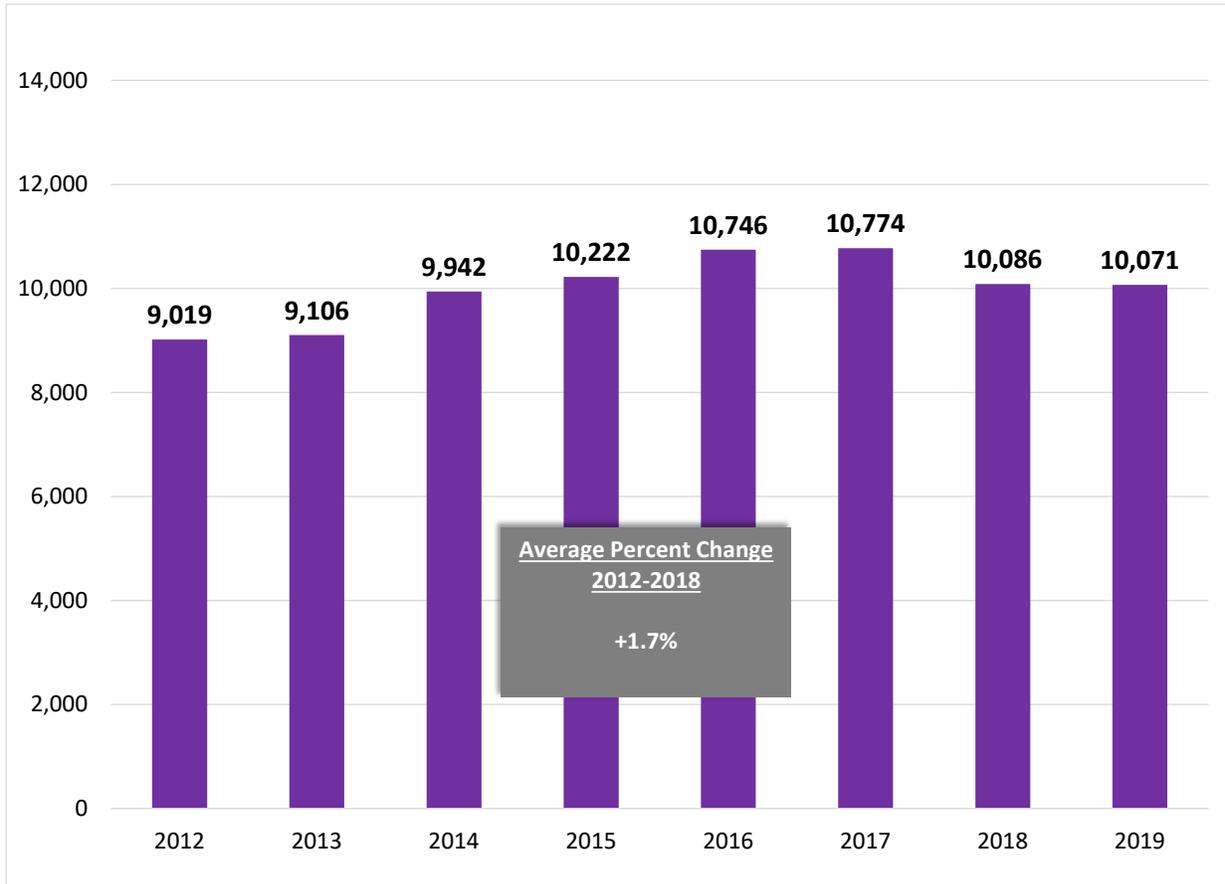
Source: Jackson County Sheriff's Office

Average daily population trends for the JCDC from 2012-2019 showed measured growth averaging 2.1 percent per year. The County-responsible population saw an average annual growth of 2.9 percent per year (over the same time frame). While County-responsible ADP growth has been slow over the past seven years, it has shown volatility, growing far above the annual average in 2015 (11 percent) and in 2018 (7 percent). As shown in Figure 8, the jail population had dropped to 739 detainees in April 2020 as the County initiated efforts to reduce the population in response to the COVID-19 pandemic.

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[16] "County Responsible" bookings do not include bookings from municipalities such as Kansas City or the Kansas City Police Department.

Figure 8: JCDC Daily Population 2012-2019
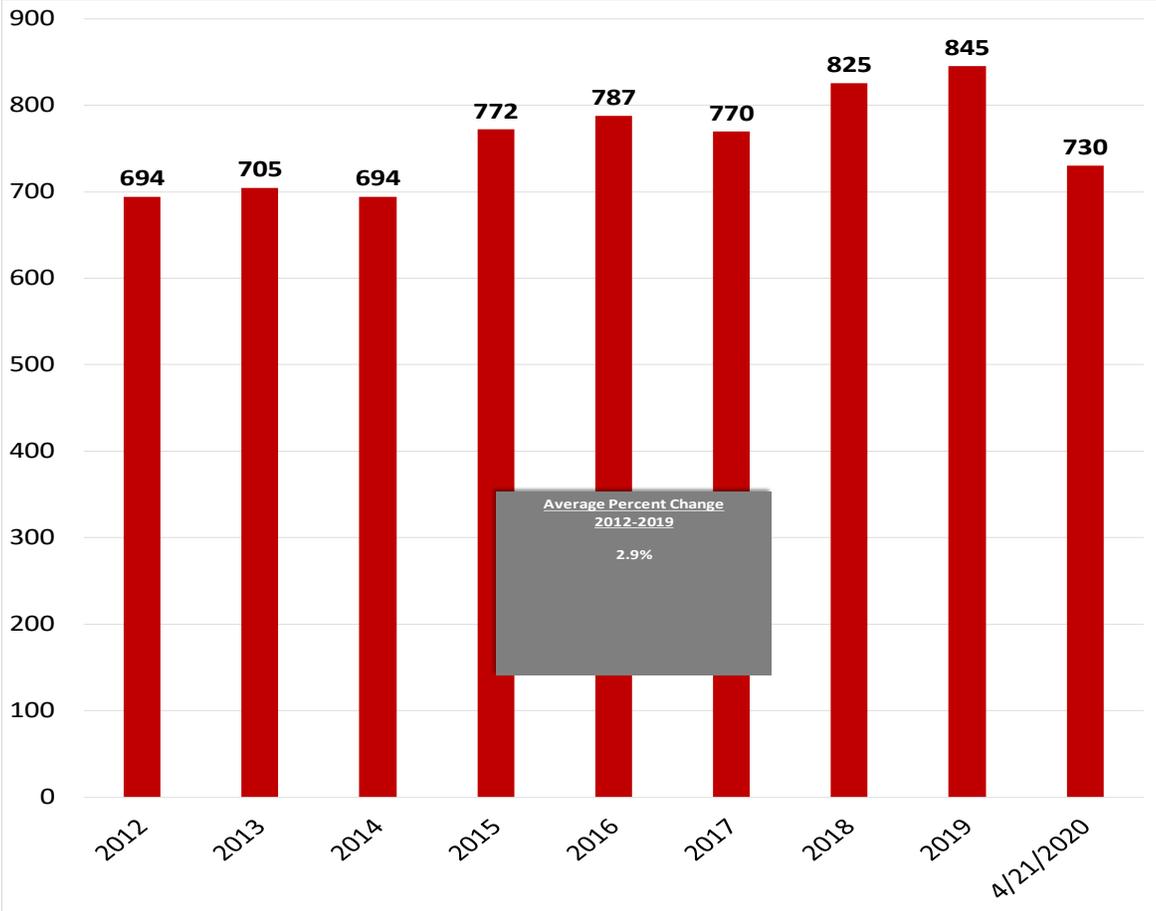
Source: Jackson County Sheriff's Office

The ALOS in the JCDC was somewhat volatile between 2012 and 2019, increasing an average of 2.2 percent per year. The County-responsible ALOS experienced an unexpected increase in 2018 and 2019. From 2012 to 2017 the average ALOS for County-responsible detainees was 27 days. In 2018 and 2019, the ALOS increased to between 30 and 31 days. Table 13 also shows the ADP for Kansas City housed at the RCC and the ADP for KCPD arrestees since 2012. The population housed at the JCDC for Kansas City and the KCPD peaked in 2018 with an ADP of 178 for these jurisdictions.

Table 13: Jail Population by Jurisdiction & Length of Stay

Year	County Responsible	RCC	KCPD	Total	Total Calculated Length of Stay (days)	County Responsible Calculated Length of Stay (days)
2012	694.4	127.5	-	821.9	20	28
2013	704.7	149.6	-	854.3	20	28
2014	694.2	154.0	-	848.2	18	26
2015	772.0	133.2	28.4	933.6	16	28
2016	787.4	130.8	30.0	948.2	14	27
2017	769.7	128.4	31.2	929.3	14	26
2018	825.3	141.5	36.8	1,003.6	15	30
2019	844.8	70.8	25.8	941.4	21	31
Average % Change	2.9%	-5.2%	-0.6%	2.1%	2.2%	1.5%

Note: County responsible ALOS calculated using County responsible ADP and County responsible bookings.
Source: Jackson County Sheriff's Office

The County incarceration rates are substantially lower than national U.S. rates. Based on detainees per 100,000 population, the County rate of 188 is well below the U.S. rate of 231. Similarly, the rate of detainees per 1,000 adult arrests and per 1,000 crimes are both much lower in the County than the nation.

Figure 9: Jackson County Incarceration Rate Comparison
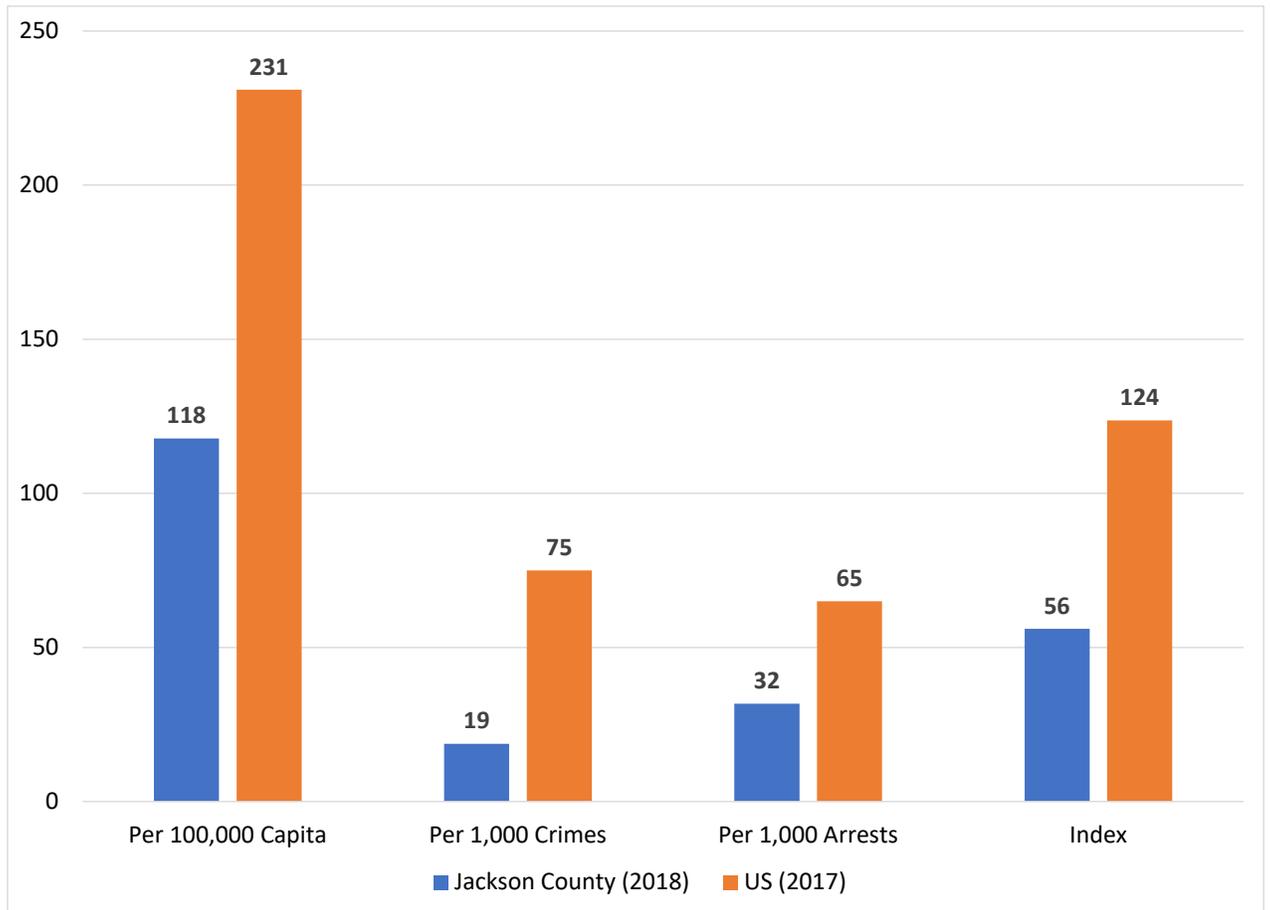
Source: FBI 2018 Crime in America; US Census Bureau

Compared to the benchmark jurisdictions, Jackson County has by far the lowest incarceration rate, with less than half as many persons incarcerated per 100,000 county residents as St. Louis, Memphis, New Orleans, and Louisville. The jurisdiction with the next lowest incarceration rate is Hamilton County (Cincinnati), which has a rate that is 63 percent higher than Jackson County.

Figure 10: Jackson County vs. Peer System Incarceration Rates
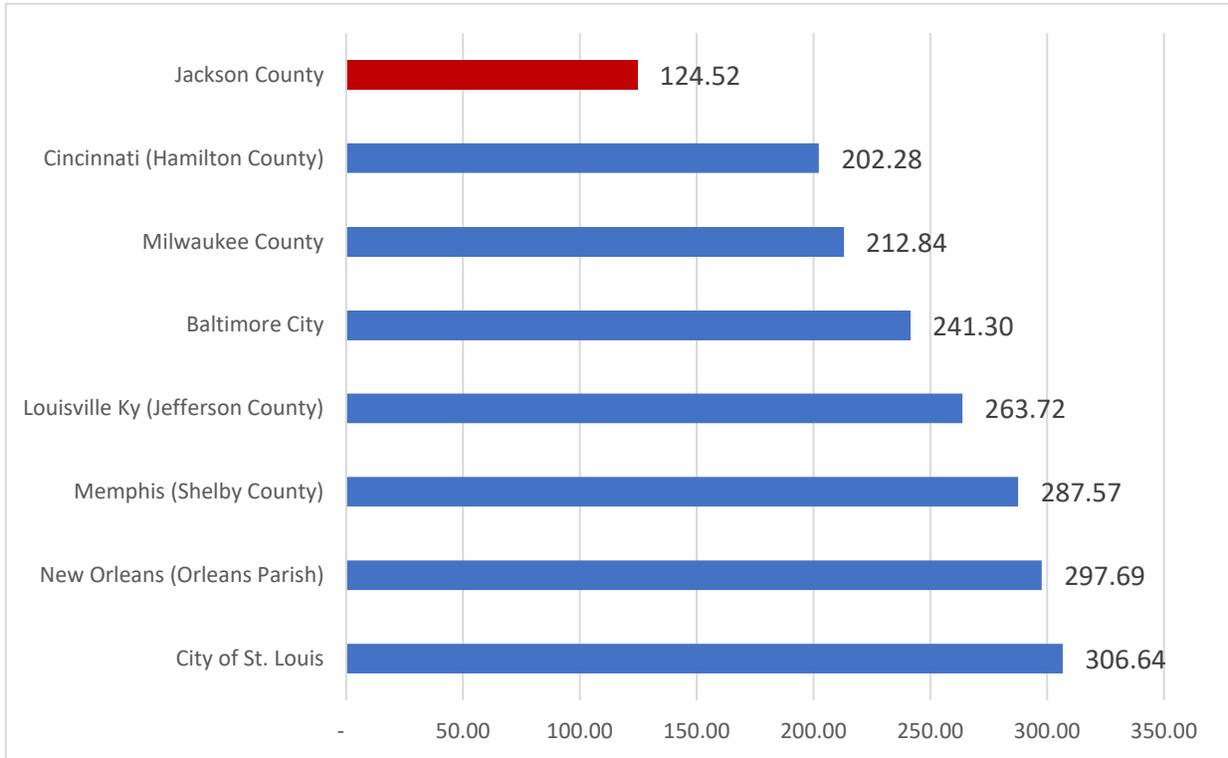
Source: FBI 2018 Crime in America; US Census Bureau

JCDC RESIDENT POPULATION PROFILE

The next level of analysis focuses on the characteristics of the daily detainee population. This more detailed analysis shows the specific attributes of the jail population in terms of demographics and charges. These data will begin to highlight those detainee populations that are occupying the largest number of jail beds in the County's jail system. The following profile describes the attributes of the resident jail population on January 30, 2020.

Table 14 shows the basic demographics of the current detainee population in the most recent data snapshot. Similar to most jail systems, the population is disproportionately male (90 percent) and young (55 percent age 34 or younger). Males had a significantly longer average length of stay to date than females (226.1 days for males versus 145.4 days for females). The average age of detainees in the jail was 35.2 years. 54 percent of the jail population is African-American.

Table 14: JCDC Population Demographics, January 30, 2020

Attribute	Number	Percent of Total	Average Length of Stay to Date (days)
Total	**961**	**100.0%**	**218.0**
Gender			
Female	96	10.0%	145.4
Male	865	90.0%	226.1
Race			
Black	520	54.1%	232.7
Hispanic	19	2.0%	189.9
White	409	42.6%	362.8
Other	13	1.4%	196.2
Marital Status			
Divorced	45	4.7%	130.9
Married	109	11.3%	207.6
Single	724	75.3%	227.5
Other/unknown	83	8.6%	197.2
Age at Release			
Under 17	1	0.1%	42.8
17 - 24	195	20.3%	191.3
25 - 34	337	35.1%	240.9
35 - 44	239	24.9%	213.7
45 and older	189	19.7%	211.2
Average age		35.2	
Median age		33.1	

Source: Jackson County Sheriff's Office

Available data indicates that the JCDC population is predominantly composed of offenders with serious criminal offenses. Table 15 summarizes the offense characteristics of the jail population. A majority of detainees were being held in maximum level security (36.5 percent). This is a very high proportion of the detainee population in this custody level. Typically, urban jail systems classify 20-to 25 percent of their population as maximum security, with the largest share of the population in the medium security classification. This large proportion of the JCDC detainee population in maximum security may be an indicator of issues in the jail classification system, a policy of matching custody level with the type of housing available, or a disproportionate number of serious offenders housed in the JCDC.

Over 87 percent of the population has a felony holding charge. This is a higher proportion than most jails. Finally, a large number of detainees had a bond of over $50,000 (36.0 percent), indicating very serious criminal charges and significant public safety risk.

Table 15: JCDC Population by Custody/Charge/Bond Level, January 30, 2020

Attribute	Number	Percent of Total	Average Length of Stay to Date (days)
Custody Level			
None	9	0.9%	297.1
Minimum	330	34.3%	130.9
Medium	271	28.2%	172.3
Maximum	351	36.5%	333.3
Charge Degree			
Unknown	10	1.0%	382.3
Misdemeanor	110	11.4%	153.7
Felony	841	87.5%	226.2
Bond Amount			
None	199	20.7%	271.5
$5,000 and under	104	10.8%	47.9
$5,001-$10,000	71	7.4%	95.5
$10,001-$25,000	122	12.7%	130.4
$25,001-$50,000	119	12.4%	168.4
Over $50,000	346	36.0%	311.6

Source: Jackson County Sheriff's Office

An examination of the specific charges for which detainees are being held shows that nearly half of the jail population has a violent felony holding charge, with over 15 percent of the total jail population charged with murder. Detainees charged with violent felonies had at the time of the data snapshot stayed in the jail for an average of 293.2 days. Persons held for a murder, sex, or assault charge had the longest average lengths of stay to date.

This length of stay contributes to a stacking effect in which the relatively slow movement of detainees with serious charges through the justice system results in a larger population of detainees with these charges in the JCDC. Table 16 shows that persons that had been held in the jail for greater than six months accounted for over 40 percent of all detainees.

Table 16: Summary JCDC ALOS to Date, January 30, 2020

Attribute	
Total Jail Population	961 persons
Length of Stay to Date	
Average (Mean)	218 days
Median	136 days
Greater than Six Months	399
Greater than One Year	194
Greater than Two Years	46

Source: Jackson County Sheriff's Office

By contrast, individuals with charges for less serious offenses make up a relatively small share of the jail population. For example, individuals charged with drug possession and DUI make up 6.7 percent and 2.5 percent respectively of the JCDC population.

Table 17 summarizes the composition in detail of the jail population by charge. These data support a conclusion that the jail primarily houses individuals charged with serious crimes. Interviews with many of the County's justice system stakeholders also indicated that local policies strongly prioritize the use of available detention capacity for offenders charged with more serious offenses.

Table 17: JCDC Population by Holding Offense, January 30, 2020

Offense	Number	Percent	Average Length of Stay to Date (days)
Total	**961**	**100.0%**	**218.0**
Total Felony	**841**	**87.5%**	**226.2**
Felony Violent	**471**	**49.0%**	**293.2**
Murder	147	15.3%	398.7
Sex	111	11.6%	286.9
Assault	23	2.4%	296.3
Domestic assault	46	4.8%	178.4
Robbery	85	8.8%	218.4
Other Violent	59	6.1%	238.4
Felony Drug	**73**	**7.6%**	**62.7**
Drug Sale	9	0.9%	78.0
Drug Possession	64	6.7%	60.6
Felony Non-Violent	**297**	**30.9%**	**161.7**
Burglary	37	3.9%	161.1
Fraud/forgery	5	0.5%	112.7
Theft	8	0.8%	4.7
Arson	16	1.7%	292.5
DUI	24	2.5%	147.2
Weapons	108	11.2%	218.7
Other Non-Violent	1	0.1%	282.8
Other Property	4	0.4%	6.1
Parole/probation violation	94	9.8%	99.1
Total Misdemeanor	**110**	**11.4%**	**153.7**
Violent	12	1.2%	110.9
Domestic assault	15	1.6%	104.8
Property	28	2.9%	130.4
Other Non-Violent	6	0.6%	99.7
Traffic	49	5.1%	197.6
Unknown charge	**10**	**1.0%**	**200.4**

Source: Jackson County Sheriff's Office

Data on detainees with special needs show that 31.6 percent of the detainee population had an identified medical problem and that detainees with an identified psychiatric impairment made up 20.4 percent of the jail population. Persons with an identified substance abuse problem made up 18.4 percent of the JCDC population.[17]

In terms of security needs, over 21 percent of the JCDC population held on January 30, 2020 warranted protective custody and/or had a serious keep away concern. While relative few detainees were assessed as disruptive or presenting a serious threat, 6 percent of the JCDC population was housed in administrative segregation.

Table 18 presents the detail on the behavioral characteristics of detainees with special needs.

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[17] Substance abuse is self-reported by detainees at intake and is likely understated.

Table 18: JCDC Special Populations, January 30, 2020

Attribute	Number	Percent of Total	Average Length of Stay (days)
Total	**961**	**100.0%**	**218.0**
OJC Emotional Stability			
None	36	3.7%	233.8
Mild disability	102	10.6%	177.1
No discernable disability	806	83.9%	212.6
Serious disability	17	1.8%	396.9
Psychiatric impairment	196	20.4%	279.2
Major Psychiatric impairment	13	1.4%	244.6
Medical problem	304	31.6%	247.7
Mental deficiency	36	3.7%	312.1
Physical impairment	5	0.5%	105.4
Suicide risk	9	0.9%	129.4
Unstable	34	3.5%	412.8
Substance abuse problem	177	18.4%	177.3
Withdrawal concern	18	1.9%	92.3
Substance abuse/abusive behavior	3	0.3%	482.5
Escape threat	7	0.7%	716.4
Serious violent threat	19	2.0%	463.6
Disruptive	35	3.6%	421.9
Known gang affiliation	5	0.5%	356.6
Suspected drug trafficker	0	0.0%	218.0
Protective custody	108	11.2%	313.1
Admin segregation	58	6.0%	273.0
Adjudicated adult	2	0.2%	25.9
Serious keep away concerns	100	10.4%	289.3
MCDC return	27	2.8%	231.3
EHD admission	1	0.1%	286.9
Civil offender	7	0.7%	141.9

Source: Jackson County Sheriff's Office

When comparing the JCDC population on January 30 to the population on April 21, as shown in Table 19, a clear picture emerges showing the outcome of County measures to mitigate the impact of the COVID-19 pandemic. The JCDC population dropped by 24 percent between these two snapshots, with the largest decrease among persons with misdemeanor charges and persons with low bond amounts. This is a consequence of the justice system prioritizing the use of detention for only those persons charged with the most severe offenses. This is consistent with the COVID-19 response of most jail systems nationwide.

Table 19: Jackson County Detention Center COVID-19 Impact

Attribute	Pre-COVID-19 1/30/2020			Post-COVID-19 4/20/2020			% Difference
	Number	% of Total	Average Length of Stay to Date (days)	Number	% of Total	Average Length of Stay to Date (days)	
Total	**961**	**100.0%**	**218.0**	**730**	**100.0%**	**284.5**	**-24.0%**
Gender							
Female	96	10.0%	145.4	63	8.6%	228.2	-34.4%
Male	865	90.0%	226.1	667	91.4%	289.8	-22.9%
Race							
Black	520	54.1%	232.7	444	60.8%	289.0	-14.6%
Hispanic	19	2.0%	189.9	15	2.1%	226.7	-21.1%
White	409	42.6%	196.2	258	35.3%	276.3	-36.9%
Other	13	1.4%	362.8	13	1.8%	363.7	0.0%
Charge Degree							
Unknown	10	1.0%	382.3	2	0.3%	464.2	-80.0%
Misdemeanor	110	11.4%	153.7	41	5.6%	219.3	-62.7%
Felony	841	87.5%	226.2	687	94.1%	287.9	-18.3%
Bond Amount							
None	199	20.7%	271.5	113	15.5%	431.3	-43.2%
$5,000 and under	104	10.8%	47.9	28	3.8%	114.7	-73.1%
$5,001-$10,000	71	7.4%	95.5	44	6.0%	128.8	-38.0%
$10,001-$25,000	122	12.7%	130.4	85	11.6%	185.6	-30.3%
$25,001-$50,000	119	12.4%	168.4	117	16.0%	175.0	-1.7%
Over $50,000	346	36.0%	311.6	343	47.0%	331.9	-0.9%

Source: Jackson County Sheriff's Office

JCDC RELEASE ANALYSIS

A review of all persons released from the JCDC in 2019 provides an understanding of the flow of detainees through the jail, the length of time that they remain, and the timing and mode by which they are released. The data show a total of nearly 10,000 persons released from the JCDC in 2019, with an overall average length of stay of 34.7 days. Most releases were male (78.4 percent) and had an ALOS of 39.4 days. Female releases averaged a significantly shorter ALOS (18.0 days). Persons with a bond of $5,000 or less comprised 45 percent of releases with an ALOS in the JCDC of 10.3 days. The KCPD was the arresting agency for 41.3 percent of releases. This group had the longest ALOS of all arresting agencies, 45.9 days.

Detainees classified as minimum custody made up 55.2 percent of releases despite representing only 34 percent of the resident population. Similarly, misdemeanant detainees made up 24 percent of releases while comprising 11 percent of the resident JCDC population. The release data suggests two primary populations at the JCDC. A large number of detainees with lower level charges cycle through the jail with short lengths of stay and accordingly make up the bulk of releases. This group, however, represents a small share of the overall jail population at any given time. Detainees charged with more serious offenses have longer lengths of stay and are released less frequently. As a result, these detainees stack up and comprise a majority of jail capacity.

Table 20: JCDC County Responsible Release Attributes, 2019

Attribute	Number	Percent	Average Length of Stay (days)
Total	**9,962**	**100.0%**	**34.7**
Gender			
Female	2,154	21.6%	39.4
Male	7,807	78.4%	18.0
Race			
Black	4,183	42.0%	45.4
Hispanic	175	1.8%	30.1
White	5,498	55.2%	26.9
Other	106	1.1%	27.1
Arresting Agency			
Blue Springs	295	3.0%	24.3
Independence	1,513	15.2%	24.3
Jackson County Sheriff	2,417	24.3%	25.4
KCPD	4,111	41.3%	45.9
Lee Summit	337	3.4%	29.0
Other	1,289	12.9%	33.0
Custody Level			
None	280	2.8%	1.8
Minimum	5,503	55.2%	18.7
Medium	2,598	26.1%	35.4
Maximum	1,581	15.9%	95.4
Charge Degree			
Unknown	50	0.5%	6.2
Misdemeanor	2,391	24.0%	13.0
Felony	7,521	75.5%	41.9
Bond Amount			
None	2,761	27.7%	70.1
$5,000 and under	4,468	44.9%	10.3
$5,001-$10,000	1,217	12.2%	19.3
$10,001-$25,000	866	8.7%	32.6
$25,001-$50,000	347	3.5%	65.2
Over $50,000	303	3.0%	106.2

Source: Jackson County Sheriff's Office

Examining releases by charge reinforces this picture. As expected, felony releases had a longer ALOS than misdemeanor releases (41.9 days versus 13.0 days). That being said, Jackson County has a longer ALOS for misdemeanor cases than the nation as a whole. A large portion of misdemeanor releases are for traffic offenses and have a length of stay averaging almost 17 days. Detainees with felony drug charges accounted for 23.2 percent of releases despite making up only 7.6 percent of the resident jail population. Their very short length of stay of 12.2 days allows these detainees to cycle through the jail very quickly on an ongoing basis.

Table 21: JCDC County Responsible Releases by Most Serious Offense, 2019

Offense	Number	Percent	Average Length of Stay (days)
Total	**9,962**	**100.0%**	**34.7**
Total Felony	**7,521**	**75.5%**	**41.9**
Felony Violent	**1,869**	**18.8%**	**90.3**
Murder	118	1.2%	486.3
Sex	655	6.6%	62.2
Assault	209	2.1%	36.8
Domestic assault	215	2.2%	67.9
Robbery	270	2.7%	128.6
Other Violent	402	4.0%	56.8
Felony Drug	**2,313**	**23.2%**	**12.2**
Drug Sale	205	2.1%	13.6
Drug Possession	2,108	21.2%	12.1
Felony Non-Violent	**3,339**	**33.5%**	**32.5**
Burglary	327	3.3%	28.4
Fraud/forgery	237	2.4%	5.7
Theft	479	4.8%	9.9
Arson	24	0.2%	105.3
DUI	129	1.3%	73.7
Weapons	353	3.5%	117.0
Other Non-Violent	29	0.3%	44.2
Parole/probation violation	1,761	17.7%	21.9
Total Misdemeanor	**2,391**	**24.0%**	**13.0**
Violent	225	2.3%	20.2
Domestic assault	93	0.9%	38.5
Property	678	6.8%	8.8
Other Non-Violent	522	5.2%	4.7
Traffic	873	8.8%	16.6
Unknown charge	**50**	**0.5%**	**6.2**

Source: Jackson County Sheriff's Office

This churn of admissions and releases through the jail can also be seen in the number of persons with multiple releases from the JCDC over the course of the year. The 9,962 release events from the Jackson County Detention Center were generated by 7,920 persons of which 2,260 (or 28.5 percent) were released more than once during 2019. Approximately 19 percent of persons booked into the JCDC are released within 24 hours. Over 70 percent of releases from the jail occur within 10 days of booking. The overall median length of stay for all persons released in 2019 was 3.8 days, as compared to the ALOS of 34.7 days.

Table 22: JCDC Releases by Frequency and Length of Stay

	2019
Total Jail Releases	9,962
Total Number of Persons Released	7,920
Persons with one release	5,660
Persons with two releases	1,477
Persons with three releases	514
Persons with four releases	168
Persons with five or more releases	101
Length of Stay (days)	
Average (Mean)	34.7
Median	3.8
Number releases within 24 hours	1,849
Number released between 1 & 3 days	2,410
Number released between 3 & 10 days	2,829
Number released between 10 & 30 days	1,272
Number released between 30 & 90 days	812
Number released over 90 days	790

Source: Jackson County Sheriff's Officer

Calculating the JCDC average daily population by type of release provides another view of the bifurcation of the detainee population between those persons who churn through the jail system and those charged with serious offenses with long lengths of stay. For example, persons released from the JCDC to state prison accounted for only 11.6 percent of total releases in 2019 but

represent 43.6 percent of the ADP due to an ALOS of 129.7 days. By contrast, detainees released on bond or released on their own recognizance (ROR) represent approximately 40 percent of releases but comprise only 14.6 percent of the jail ADP .

Table 23: JCDC County Responsible Releases by Means of Release, 2019

Release Reason	Number	Average Length of Stay (days)	Percent of Total	Calculated ADP
Total	**9,962**	**34.7**	**100.0%**	**946**
State Prison	1,159	129.7	11.6%	**412**
Other jurisdiction	2,814	13.7	28.2%	**106**
ROR Bond	2,535	14.2	25.4%	**99**
Parole/probation violation	413	81.4	4.1%	**92**
Pretrial release	500	41.0	5.0%	**56**
Time served/sentence expired	308	61.5	3.1%	**52**
Bond	1,430	9.9	14.4%	**39**
Other	312	45.2	3.1%	**39**
Court Order	151	79.3	1.5%	**33**
Other agency	48	104.1	0.5%	**14**
None	176	16.1	1.8%	**8**
Fine	116	2.6	1.2%	**1**

Source: Jackson County Sheriff's Officer

JACKSON COUNTY
DETENTION CENTER

4. POPULATION MANAGEMENT

4. POPULATION MANAGEMENT

Offender programming has changed significantly over the past 20 years. Today, a wide-range of in-custody, pretrial service, re-entry, and other programs are used by counties across the country to help change offender behavior, control their jail populations, and reduce recidivism. This section of the report examines the different programs and systems used in the County justice system to manage the number of detainees committed to the JCDC as well as identify and address detainee program needs. Issues include offender risk assessment, alternatives to incarceration, rehabilitative programs, and justice system processing.

INTAKE PROCESSING

The JCDC designated Booking Area is located in the Annex Building. The Booking Area has an enclosed sallyport for law enforcement to enter in their vehicle with a prisoner. In January 2020, an arriving detainee obtained control of a law enforcement vehicle and crashed the vehicle into one of the sally port doors in an attempt to escape. The sallyport door was still inoperable during the March 3, 2020 onsite visit. JCDC detention staff meet law enforcement with their detainee(s) in the sallyport and review the detainee for admission to the detention center. Legal documentation is reviewed, and the detainee medical and mental health status is observed. The JCDC Medical Vendor (Advanced Correctional Healthcare) is contacted if the detainee has any identified medical and/or mental health issues that would possibly prevent admission to the detention center.

Intake staff record and document the booking of detainees in the BARIS system. The booking procedures for detainees held on municipal charges is different from those of detainees held on state charges although the differences were not distinguished by JCDC. Male and Female detainees are handcuffed to a rail in a waiting area while awaiting initial admission. After a search using a boss chair[18] and full body scanner, the detainee is placed in a chain link group holding area to await full processing. Male and female detainees are only separated by an additional chain link fence and interact with each other both by sight and sound. The holding area does not have a restroom and detainees must be escorted to another area to use the restroom.

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[18] The Boss Chair is a non-invasive body scanner utilized to detect contraband.

The goal for JCDC is to complete the detainee booking process within 180 minutes (three hours). The booking process includes medical, mental health, and PREA[19] screenings. The Detention Booking Officer and Case Manager/Classification/Intake Screener perform the booking except for medical and mental health that is performed by ACH Medical staff. The Medical and Mental Health detainee admission is performed by a registered nurse. The Intake Screener completes the initial classification and assigns the detainee to orientation housing for up to 72 hours. Orientation Housing for male detainees is located in the Booking Area, consisting of 28 beds with a capacity for 48 beds. Female Orientation Housing is separate and located on the Annex 2nd floor.

CLASSIFICATION

Effective use of jail system capacity requires a classification system that accurately assesses detainee risk levels. JCDC utilizes Objective Jail Classification (OJC) to provide detainee custody level assessment, housing assignment, needs assessment, and participation in facility programs. After the initial classification, detainees are to receive subsequent reassessments every 90 days unless special circumstances arise, for example changes in charges, behavior, health, mental health, or legal status. Reclassification decisions are the responsibility of the JCDC. All classification decisions are reviewed by the appropriate staff (Detainee Service Coordinator, Shift Administrator, HSU, Disciplinary Officer, etc.) on a daily basis, excluding weekends and holidays.

The system scores detainee risk using the following factors:

- Most Serious Current Charge Most Serious Historical Conviction

- Historical Convictions

- Escape History

- Prior Felony Convictions Count

- Alcohol/Drug Abuse

- Age

- Employment or School

- Length at Current Address

The total score on these criteria places a detainee in one of three custody levels: minimum, medium, and maximum.

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[19] PREA. Prison Rape Elimination Act Screening. The purpose is to identify potential vulnerable and/or predatory detainees.

The JCDC Detainee Objective Jail Classification policy is thorough and comprehensive. However, from review of the policy and JCDC documents, it does not appear all components of the policy have been implemented (i.e. needs assessment, security threat group management, scheduled reclassification of detainees). Moreover, it appears that the system has not been validated for use with the County detention population since its implementation. Staff do not track the present override rate or the reasons for the required classification override.

There are two essential properties of an objective classification system: validity and reliability. Validity refers to whether the checklist or score sheet items being used for the classification system have a reasonable expectation of predicting a certain outcome. In other words, the items selected for inclusion in the classification system have been found to have some statistical relationship with the outcome being addressed. For jail classification, the question becomes, "Do the items have any relationship to detainee misconduct or escapes?" If not, then there must be other grounds for their inclusion in the systems, or they should be removed.

Reliability, which is the other essential ingredient of an objective system, has to do with the degree of consistency or equity in the classification approach. The procedures used to govern a classification process should be consistently used and applied in the classification of all detainees.

To enhance the effectiveness of its classification system, the JCDC needs a validation study and a reliability review to assure accurate assessment of detainee risk levels. Classification staff should track, monitor, and report on a monthly basis the percent and basis of departures and overrides to the classification score.

IN-CUSTODY PROGRAMS

JCDC has limited space to provide programs. The Main Tower 6th floor has five (5) program rooms and the Main Tower 3rd, 4th, and 5th floors each have an additional program room. Unfortunately, on occasion, program rooms are used to house detainees due to JCDC exceeding its population. The Program Administrator and Legal Library are also located on the Main Tower 6th Floor.

Program participation is low. Staff estimate that approximately 20 percent of the population participate in programs. Program staffing consists of a Program Administrator, Outreach Coordinator, and volunteer chaplains. Programs offered include religious services, faith-based literacy, Alcoholics Anonymous, Narcotics Anonymous, and vocational certifications programs for floor care, food handler, and janitorial services. The JCDC Program Administrator plans to develop and offer the following additional programs for detainees in the future:

- GED/ABE

- 21-Day Substance Abuse Treatment

- Employment Training

- Re-Entry (return to community)

- Life Skills/ Coping Skills

- Literacy skill training

- Batters Intervention Training

The lack of available space in the jail places severe limits on the amount and type of program services that can be provided to detainees. The facility has limited areas for congregate program services and virtually no space for individual counseling.

Beyond physical space availability, JCDC lacks the basic systems required to support an effective approach to program services. Best practices call for an initial detainee screening to determine specific program needs with a validated assessment instrument, such as the Level of Service Inventory-Revised (LSI-R) that identifies offenders' risks of reoffending and establishes specific treatment needs that can reduce these risks. Eligibility and suitability for the programs should be based on validated, objective criteria to provide a reasonable assurance of successful program outcomes. Once their needs are identified, detainees should be referred to an appropriate evidence-based program, with services coordinated by full-time case managers.

The specific programs to be provided needs to be informed by evidence-based research. The Washington State Institute for Public Policy (WSIPP) has conducted a meta-analysis of current research on what correctional rehabilitative programs work and calculated the return on investment provided by different program strategies. According to WSIPP research the following jail-based programs are evidence-based and as such offer the best opportunity for reducing future criminality[20]:

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[20] Washington State Institute for Public Policy, Inventory of Evidence-Based, Research-Based, and Promising Programs for Adult Corrections, 2018.

- Cognitive Behavioral Therapy

- Employment Counseling and job training (transitional re-entry from incarceration into the community)

- Inpatient drug treatment

- Outpatient drug treatment

- Parenting

- Offender Re-entry Community Safety Program (for individuals with serious mental illness)

- Work Release

An additional critical component of an effective program strategy is evaluation. Effective programs build in formal evaluative processes to examine program outcomes after program completion, such as recidivism, employment, housing, or ongoing treatment in the community once the offender is released from the program. Without this type of data, it is impossible to determine if in fact the program services provided are having any impact and are providing a reasonable return on the resources allocated.

The assessment and service delivery strategy assumed in this model requires a significant investment of staff resources and dedicated program space. The jail at this time does not have the space or the resources to support a best practices approach to program services.

ALTERNATIVES TO INCARCERATION

In response to longstanding issues with overcrowding at the JCDC, justice system stakeholders have developed a robust set of alternatives to incarceration to both manage the number of detainees housed at the facility and divert low-level offenders away from jail. This ensures that detention capacity is reserved for those offenders charged with serious crimes and who present a public safety risk. The following programs comprise the primary means used in Jackson County justice system to achieve these goals.

Drug Court

The County Drug Court program provides an alternative to detention for persons facing nonviolent drug-related offenses or offenses with substance abuse is an underlying element of the crime. The program was initiated in the 1990s and through 2018 had over 2,500 graduates. The program averages approximately 300 active cases at any given time.

Eligibility for the program is determined by the Jackson County Prosecutor. Key components of the program include community supervision, substance abuse treatment at Heartland Center for Behavioral Change, and drug testing. There is also a mental health treatment track for those program participants with co-occurring mental health issues. The program takes one year to complete and requires that participants have 180 days of clean drug tests, employment, and no contact with law enforcement. Upon meeting these standards and payment of all fees, the participants may have their case dismissed.

Program participants that are noncompliant with program conditions, commit new crimes, and those that fail to appear in court as required may be terminated from the program. Program termination can result in return to custody to serve out the previously imposed sentence.

One of the goals of the program is to ensure that no person is held in jail for a drug case, with the exception of non-compliant program participants, or persons with an extensive record of Failure to Appear (FTA) for court or who have new charges. The success of the program is evident in the low number of detainees in the jail population with a drug-related holding offense (7.6 percent).

New Start Diversion

This program targets property offenders for diversion from detention. Upon serving up to 60 days in jail, program participants receive two years of community supervision and are required to appear before the court two times per month for a review of program status and compliance. The program averages 110 to 120 active participants. Less than 5 percent of the jail population has a property crime as their holding offense, indicating the program provides a viable alternative to incarceration.

Mental Health Diversion

The program provides mental health treatment services for persons charged with non-violent offenses who are not mentally competent for judicial proceedings. The Center for Behavioral Medicine at the Truman Medical Center and the Missouri Department of Mental Health provide community-based competency restoration treatment in support of the program. Upon completion of treatment, program participants may be diverted into community supervision.

Veterans Court

Veterans charged with nonviolent drug-related offenses where substance abuse is an underlying element of the crime, may be placed in this program. The program also accepts veterans with diagnosed mental health issues. The goal is to provide needed treatment and supervision for veterans as an alternative to detention. The program has an average caseload of 50 to 80 participants.

Crisis Stabilization

The Kansas City Assessment and Triage Center (ATC) is a public/private partnership that provides an alternative to jail for persons experiencing a mental health or substance abuse crisis who come into contact with law enforcement or emergency response. The facility has 18 beds, half allocated for mental health crisis stabilization and half for sobering. Persons taken to the ATC may stay up to 23 hours. The facility is at capacity most nights and receives 25 percent of their referrals from police departments and emergency service providers. The KCPD has two beds at the ATC reserved for their use. Most persons diverted to the ATC by law enforcement are low-level offenders facing municipal charges.

Pretrial Release

Pretrial release programs attempt to identify low-risk detainees or placement in the community under appropriate supervision strategies. Key justice system stakeholders from the Court, Prosecutor, Sheriff's Office, and County government meet on a bi-weekly basis to review detainees that have been booked into the jail within the last two weeks for potential release from detention. A description of County pretrial release programs follows below.

Release on Own Recognizance (ROR): Also referred to as a signature bond, this is the simplest form of pretrial release in which the detainee is released with no conditions or requirements other than that they appear for their scheduled court hearing. Persons receiving ROR typically have low-level criminal charges. In 2019, 2,535 detainees received ROR after serving 14.2 days in jail on average.

Money Bond: The Court may require payment of a bond as a condition for release, setting the level of the bond commensurate with the severity of the offense. If the bond is not paid, the detainee must remain in custody. Nearly 48 percent of the detainee population in the JCDC have bond requirements in excess of $25,000.

Nationally, there has been movement away from reliance on money bonds as a factor in determining eligibility for pretrial release. Consistent with this trend, the Missouri Supreme Court in 2019 tasked judges with considering non-monetary conditions of release unless deemed necessary for public safety or to ensure an alleged offender will show up to a scheduled court appearance. New bond rules seek to prioritize FTA and public safety concerns as determinate in setting cash bond levels for detainees, rather than simply associating bond amounts with charge levels. The Court has directed that use of cash bond should be subordinate to consideration of offender risk factors.

Pretrial Supervision: Detainees may also be released under one of three pretrial supervision programs managed by the Office of Population Control:

- County House Arrest. Detainees are released to electronic monitoring with restrictions on personal movement. Participants must have a residence and a telephone "land line" to qualify for the program. Program requirements include weekly check-in visits to the Office of Population Control and drug testing. The County has budgeted up to 300 electronic monitoring devices in support of the program. An estimated 500[21] detainees were released to County House Arrest in 2019.

- Courtesy Supervision. Detainees are released to two weeks of electronic monitoring, followed by weekly office check-ins and drug testing. Program requirements include possession of a legal form of identification and a residence. An estimated 205 detainees were released to Courtesy Supervision in 2019.

- Pretrial Supervision. This program provides the lowest level of supervision, requiring only a weekly office visit to check-in with the Office of Population Control. In 2019, an estimated 279 detainees were released to this program.

Over 80 percent of participants in all three programs are successful in meeting program requirements and comply with required court appearances. The programs charge no fee for participants, consistent with best practices. The average length of stay in detention prior to release for program participants is 41 days. Accelerating the placement of detainees into these programs would have a positive impact on lowering the jail population.

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[21] Data for program participation for pretrial release programs for 2019 was available for January – August of that year. The estimates reported here annualize the number of program participants through the first 8 months of the year.

Program Improvements

Of necessity, the County has developed a substantial program of diverting offenders from incarceration. The simple lack of capacity available at the JCDC has required that the County develop strategies and programs to ensure that higher-risk offenders are maintained in the jail while lower-risk offenders are identified for possible placement in the community. Stakeholders throughout the justice system indicated that as a general policy, only persons charged with serious felony offenses or who present significant public safety concerns are likely to be incarcerated at the JCDC. Jail population data support this observation, showing that over 60 percent of detainees have a holding charge for a violent felony or weapons charge.

However, County programs to manage alternatives to incarceration have several issues that limit the benefits provided. The programs lack many of the standard features of professional pretrial services programs. Such features include use of a validated risk assessment instrument and community supervision at a level to assure that conditions of release are met.

The County does not use a validated system for risk assessment of detainees for release. Such a system would provide an objective, consistent, and transparent means to measure propensity to re-offend or Fail to Appear before the Court. Effective protocols and systems for the review of potential candidates for pretrial release are critical to both maximizing the number of persons diverted and assuring that only persons appropriate for the program are released. Protocols such as the Ohio Risk Assessment System (ORAS) or the Virginia Pretrial Risk Assessment Instrument (VPRAI), are examples of systems that once validated to a jurisdiction's population, provide an improved foundation for release decisions.

Ideally, use of these instruments should be part of a formal program of front end screening for all persons booked into jail. Such a screening could also incorporate a offender program needs assessment and provide a basis for planning community treatment linkages as part of release planning.

The level of supervision provided to persons released under current programs is also not consistent with professional standards. The relatively passive approach to supervision is likely a disincentive to the Court in releasing detainees. Ideally, supervision should be more oriented to case management and provide more information to the Court on detainee compliance and program progress. Current staffing and resources of the Office of Population Management does not support this level of community supervision.

POPULATION MANAGEMENT PROGRAM GAPS

Jackson County lacks several programs that have proven successful in other jurisdictions in managing the use of detention capacity. These programs are described below.

Day Reporting

Day Reporting Centers (DRCs) are an intermediate sanction alternative to incarceration that provides enhanced community supervision beyond what typical probation can provide. Offenders are required to report to the facility multiple times on a weekly basis to receive supervision and participate in evidence-based programs designed to assist them in adjusting to the community. Additionally, offenders with substance abuse histories are tested to ensure that they are drug and alcohol free. DRCs were first established in Great Britain in the 1970s and began to emerge in the United States in the 1980s. DRCs provide an important mid-point in the continuum between detention and release, as well as providing a structured, efficient means to match up releasees with needed program services. The development of a DRC by the Office of Population Management could provide a means to consolidate reporting and treatment programs and facilitate development of a case management system.

Early Case Resolution

Early Case Resolution (ECR) dockets are a standard feature in larger court systems throughout the United States. The purpose of an ECR program is to: (1) increase the speed of processing for cases filed in the courts, (2) reduce jail overcrowding, (3) reduce caseloads for judges, prosecutors, and defense counsel by early resolution of certain cases, and (4) provide criminal defendants with appropriate sentences in a timely manner. ECR provides qualifying criminal defendants who are willing to accept a plea bargain with an opportunity to obtain a resolution to their case as early as their first appearance in court.

The County previously used a similar system, an Early Disposition Docket, for a number of years as a part of the County's overall approach to managing the size of the jail population. Under this program, representatives of the Court, Prosecutor's Office, JCDC, Public Defender, and County Administration would meet to review cases identified by the Office of Population Control for expedited processing and plea agreements. The program was discontinued in 2017, reportedly due to lack of cooperation by the Public Defender's Office.

The Public Defender's Office indicates that the expedited resolution of cases did not allow for effective representation of clients due to insufficient time to staff cases and an understaffed office. The Public Defender filed a motion with the Court for caseload relief in November 2017. This motion was denied by the Jackson County Circuit Court in June 2019. The Public Defender appealed this judgement and on June 9, 2020 the Missouri Court of Appeals, 2nd District affirmed the Circuit Court's judgement.[22]

Due to the position adopted by the Public Defender, the County lacks a program to expedite the processing of relatively simple cases, which in turn would shorten the length of stay in detention for low-level offenders and reduce the jail population. In this instance, it appears ironic that the Public Defender's concern for providing adequate representation may in fact prolong the detention of clients who might otherwise be released under an ECR program. Moreover, as noted in the appellate court ruling, participation in an ECR program would in fact help to alleviate the workload issues cited by the Public Defender as the rationale for not participating in the program.[23]

Evaluation

Another area of need is program evaluation. The County maintains little meaningful outcome data for current programs. Few of the programs or systems in use have been evaluated to determine their long-term impact on offender behavior and recidivism. There is no central repository of planning or research data available to criminal justice system stakeholders seeking basic information on the operational performance of the system or its characteristics.

As a result, policymakers have very limited means to assess JCDC performance and whether, in fact, diversion programs are working and affecting offender behavior as designed. As a result, key policy decisions must be made on either anecdotal information or very limited data analysis. The lack of a basic understanding of program outcomes further makes it difficult to perform any type of meaningful cost/benefit analysis on programs to determine whether the impact of a program is worth the investment of resources required.

The County needs to identify basic metrics of program activity and the effects of these activities. Activity data should be maintained on admissions, attendance, phase completions, program completions, and terminations for all programs. In addition, outcome data that tracks offender behavior in terms of violations of supervision, re-arrests, convictions, and other indicators of recidivism should be collected. This data should then provide the basis for analysis of cause-effect relationships that result in desired program and operational outcomes.

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[22] Missouri Court of Appeals, Western District, *Ruth Petsch vs. Jackson County Prosecuting Attorney's Office, WD 82962*, June 9, 2020.
[23] Ibid.

In addition to collecting appropriate data, criminal justice system policymakers need regular reports that summarize trends, activities, and outcomes for key system components. Many counties use a monthly dashboard report that provides key system metrics in a clear, concise format.

The collection of data by itself is important, but not sufficient. In order to effectively use data to make decisions on program investments and assess system needs, the County needs to develop a robust evaluation system for programs currently in place and those to be developed. The best means to this end is to contract with a local university to design a research model to study these programs. University criminal justice and sociology programs make good partners in developing rigorous evaluations of criminal justice system performance.

JACKSON COUNTY
DETENTION CENTER

5. CAPACITY NEEDS

5. CAPACITY NEEDS

In order to develop a forecast of JCDC future bedspace needs, the project team reviewed current jail population trends (admissions, releases, and the daily population) and analyzed BARIS extract files provided by the County. We then used a micro-simulation model to develop projection scenarios.

JFA Wizard Simulation Model

The Wizard Simulation Model examines a wide array of data that have both a direct and indirect impact on detainee population levels. These data can be separated into two major categories – external and internal.

- *External factors* reflect the interplay of demographic, socio-economic, and crime trends that produce arrests, and offenders' initial entry into the criminal justice system.

- *Internal factors* reflect the various decision points within the criminal justice system that cumulatively determine jail admissions and ALOS. These decisions begin with police and end with correctional officials who, within the context of the court disposition process (for pretrial offenders) and court-imposed sentences, have the authority to release, recommit, give, and restore a wide array of release paths and offer programs that may reduce ALOS and/or recidivism.

At its most basic level, the Wizard Simulation Model treats the size of a jail population as the product of the number of admissions and the detainee's length of stay (ALOS). This can be simply stated in the following equation:

Jail Bookings x ALOS = ADP (Average Jail Population)

Minor changes in either or both the length of stay or number of bookings can have an enormous impact on the ADP of a jail. For example, there were approximately 16,201 bookings into the JCDC in 2019, of which 10,071 were County responsible. The average length of stay of County responsible releases from the jail in 2019 was 34.7 days. Using the simple calculation of Jail Admissions x ALOS, the average daily population is estimated to be 957. If the number of admissions remained constant, but the ALOS was reduced by an average of 3 days, the average daily population (ADP) would drop by nearly 83 detainees. Conversely, if the ALOS was increased by three days, the jail population would increase by a like amount.

This example illustrates how sensitive the jail system is to law enforcement, court processing time, and sentencing practices. Of course, if the number of admissions increased or decreased with no change in ALOS, the population would also increase or decrease, respectively.

From this baseline methodology, the Wizard Simulation Model adds complexity and increases the accuracy of forecasting a jail population by disaggregating the population into key groups with similar paths through the justice system. The Wizard Simulation Model is an example of a stochastic entity in the sense that the model is conceptually designed around the movement of individual cases (detainees) into, through, and out of a jail.

The model also makes use of Monte Carlo simulation techniques by adding an element of randomness to the simulation. Random numbers are generated and used by the simulation process to determine the offender group composition and lengths of stay associated with a system. Individual cases are processed by the model through a series of probability distribution arrays, or matrices, that provide computations for specific cases. When loaded with accurate data, the model mimics the flow of detainees though a jail system and produces a monthly forecast accurate to within 2 percent.

The Wizard Simulation Model considers a number of factors and offender descriptors, including gender, most serious booking charge, legal status, bail status, and special needs of the offender. There are two offender "traits" that drive the average jail stay (and thus bedspace usage). First is most serious booking charge. This is the primary driver of jail ALOS. On average, a serious violent charge will require much longer machinations within the court system and is less likely to lead to a speedy bail release than a non-violent offense such as public inebriation. In the simulation model, the most serious charge is ranked above all other charges and the offender is placed in that charge category.

The second important driver is the type of release/offense category. Ideally, this analysis would disaggregate the JCDC population into pretrial versus sentenced status. These populations typically have unique lengths of stay in the jail and release mechanisms. Unfortunately, data limitations did not allow for identification of detainees in these categories. The analysis compensates for this by assessing the detainee population by charge level (felony versus misdemeanor) and most serious charge. This approach should result in a disaggregation of the jail population into groupings comparable to legal status. The offense category often dictates the type of release per offender. Each category has an average ALOS associated with it. Combining offense category with the release methods used provides a very detailed breakdown of ALOS within the jail. This provides a framework in which to build a simulation model to accurately show movement of groups through similar criminal justice processes. Figure 11 summarizes the flow of individual cases through the justice system in the Wizard Simulation Model.

Figure 11: Jail Projection Micro-Simulation Model
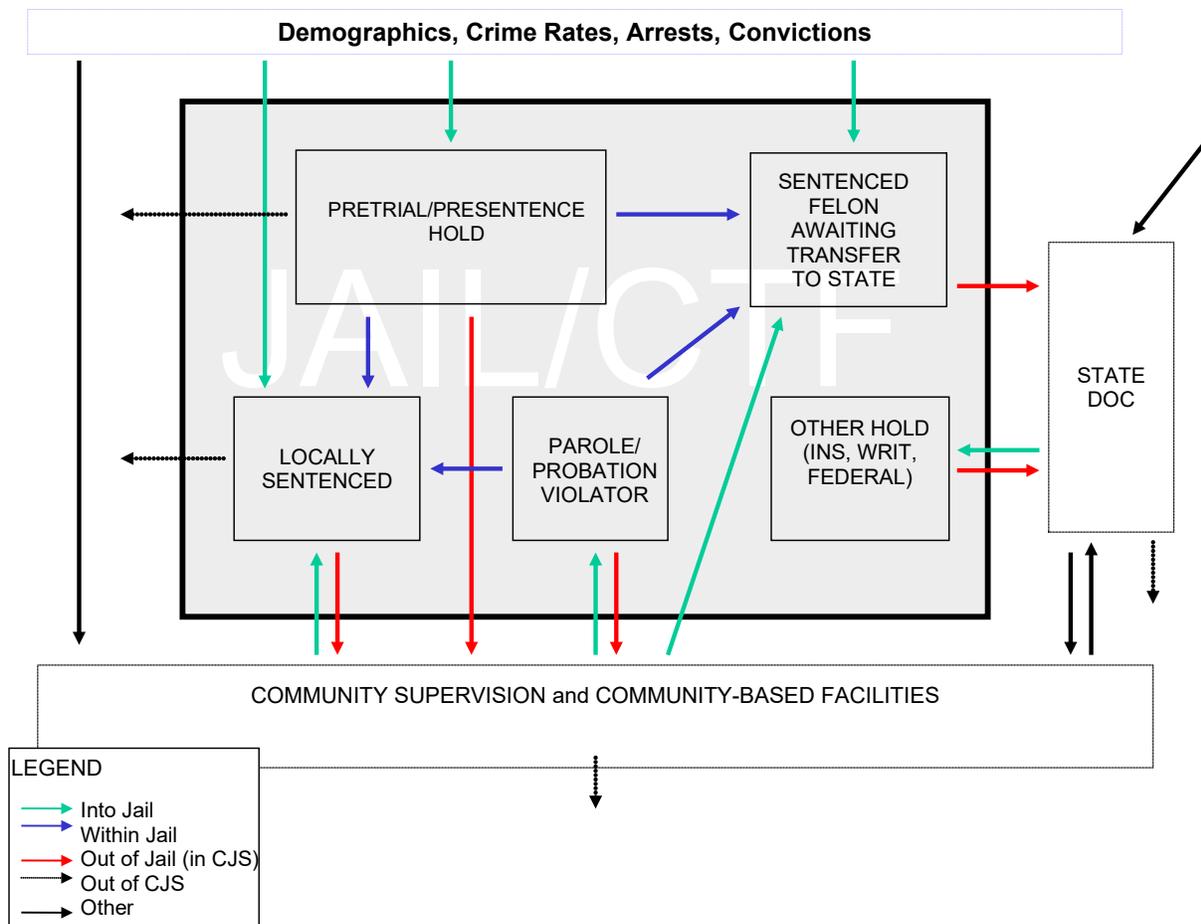
Finally, jail populations tend to fluctuate as a result of seasonal variations in crime and criminal justice polices. Projection models need to accommodate these fluctuations and provide sufficient jail capacity to house typical peak population levels. Application of a peaking factor to projected average daily population levels addresses this issue. A peaking factor is the percentage by which the jail population peak for the year exceeds the ADP. Large urban jail systems typically experience population peaks of up to 8 to 12 percent above average levels. Due to the absence of long-term, historical daily population data for the jail, this projection will use a 10 percent peaking factor assumption.

The projection also uses a classification factor to account for the fact that jail housing unit capacities do not necessarily match the number of detainees classified as appropriate for those units. As a result, it is typically not possible for a jail to make complete use of its available capacity. An example where this could come into play is housing for female detainees. A housing unit for female detainees may only house females despite overall facility bed needs. The unused capacity in a 64-bed unit for female detainees that houses 48 females is not available for use by male detainees. Because the capacity is dedicated for female detainees, it is not usable for other population groups in the facility. The classification factor ensures that sufficient beds in each classification category are available for use by the jail at any given time. Classification factors for large urban jail systems generally range from 5 to 10 percent. This projection will apply an 8 percent classification factor for the JCDC.

JCDC Capacity Needs Forecast

The project team used the following baseline assumptions in modeling future growth in JCDC capacity needs:

- Demographic growth in the greater metropolitan area in total and at-risk populations will remain consistent with past levels.

- Bookings (County only) into the jail will increase at a similar rate as County demographic growth, 0.7 percent annually each year over the forecast horizon.

- ALOS, booking profiles, and release methods will remain consistent with patterns observed during 2019.

- Jail bookings and population levels will rebound from the COVID-19 levels experienced in April 2020 to pre-pandemic levels by the end of 2020.

- A combined peaking and classification factor of 18 percent will be applied to forecasted ADP forecasted ADP levels.

- No municipal offenders are included in the forecast of capacity needs. The projection includes only county detainees.

In addition, in consultation with the Steering Committee, the project team developed two additional modifications to the simulation to address current trends and needs in the County justice system. These modifications address the following issues:

Violent Crime

The rate of violent crime in the County appears to have accelerated in 2020. Through June 8, Kansas City had experienced 79 homicides to date in 2020. This represents a 33 percent increase over this same period in 2019.[24] The forecast model assumes jail admissions for violent crime at 2019 levels and does not account for this type of increase. Moreover, stakeholders in the County justice system indicate an expectation that police department clearance rates for certain categories of crime in the County may increase in coming years. This could result in additional jail admissions and a larger jail population. In order to address the potential for increased violent crime and improved clearance rates, the project team adjusted the model to accommodate a 10 percent increase in jail bookings for violent offenders. This will result in 187 additional annual bookings into the jail and increase required capacity by 46 beds.

Pretrial Risk Assessment

The County courts are examining the use of a validated pretrial risk instrument to improve the screening of persons booked into the jail for release to the community. This is consistent with the bail reform initiative announced by the Missouri Supreme Court in 2019. Implementation of this initiative will improve public safety through more effective assessment of offender risk and enable more effective support of existing release programs. Based on our experience with these instruments in other systems, their use in the County will enable expedited release of detainees with bond levels below $10,000 and enable a larger caseload on the County House Arrest and Courtesy Supervision programs. This will result in a reduction of 38 beds in projected capacity requirements.

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[24] https://www.kcur.org/news/2020-06-09/as-kansas-city-missouris-homicide-total-climbs-jackson-countys-sheriff-has-started-showing-up-at-crime-scenes.

With these assumptions, the project team forecasts the total County jail capacity need to grow to 1,204 in 2035, an increase of 16.4 percent from 2020 required capacity levels. In the longer term, assuming continuation of the same trends, the required capacity for the JCDC by 2050 will be 1,366 beds. Figure 12 shows the growth trend in required capacity by gender over these time periods.

Figure 12: Projected JCDC Capacity Requirements
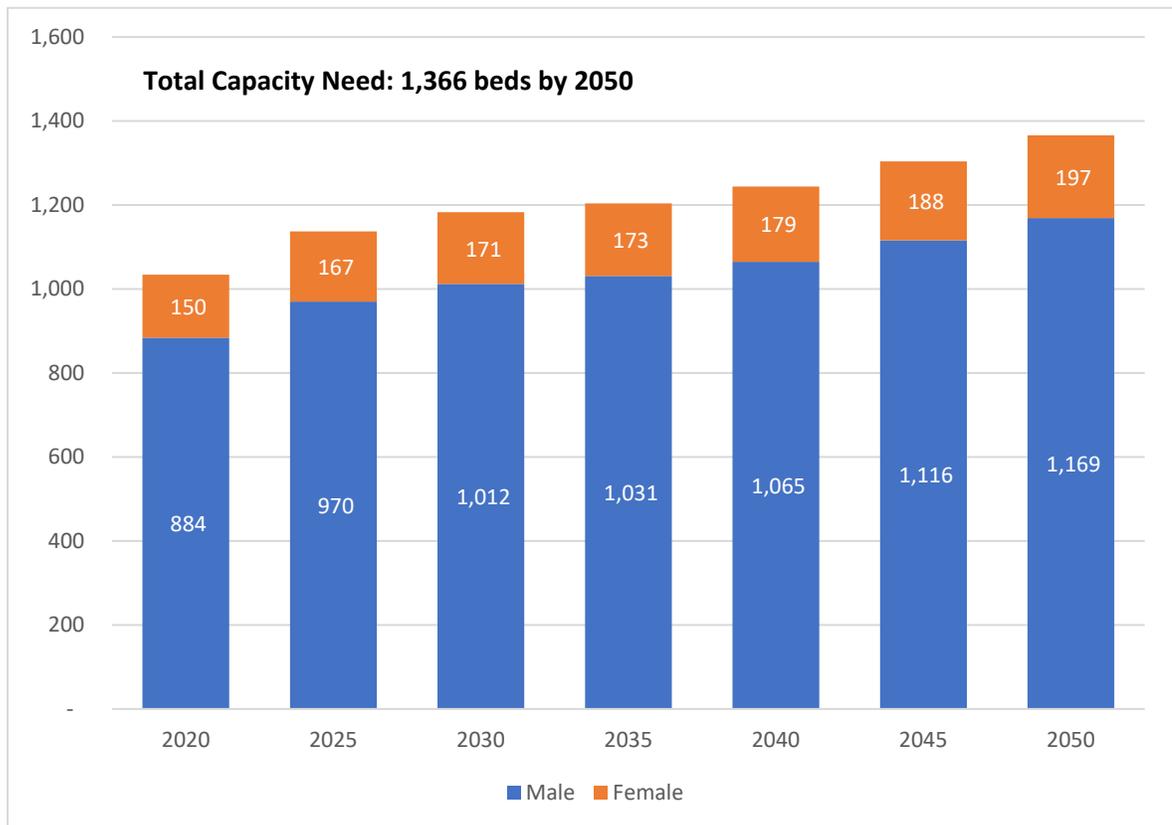
It should be noted that making a long-term forecast for any correctional population is like trying to forecast market interest rates. We know what the current trends are, but we also know that the factors that produce interest rates are constantly changing and that their future status is unknown.

The same can be said for jail populations. Projection models assume that if certain conditions continue to exist, then the size of the jail population will follow a predictable path. However, since the future status of the factors influencing the size of the jail population (crime rate, police arrest practices, court policies, and sentencing laws) over the next 10 to 20 years is unknown, it must be understood that long-term projections are a "best guess" based on what we know today. Staying current on key policies and laws that drive jail populations and modifying projection model assumptions accordingly allows researchers to continually review and adjust those policies to help ensure that the jail system does not become crowded.

FACILITY PLANNING

The time horizon for the capacity projections provide important support for the different elements of facility planning. With the 2050 projected capacity requirement of 1,366 beds 30 years in the future, there is ample time to phase facility construction to ensure that shorter-term capacity needs are met, while deferring construction of additional housing to such time when the capacity is required. Using the projection to 2030 to guide initial construction for example, would dictate initial planning for a 1,183-bed facility. Additional capacity to address 2050 requirements could be staged in later years.

The 2050 forecast, however, does however allow the County to determine overall site and infrastructure requirements that will support the facility as it expands over time. Planning the site to accommodate potential growth at the outset of the project and scaling site infrastructure consistent with the ultimate projected size of the facility is the most cost-effective means for the County to address medium-term and long-term jail capacity needs.

JACKSON COUNTY
DETENTION CENTER

APPENDICES

APPENDIX A: STEERING COMMITTEE MEMBERS

JEAN PETERS BAKER   County Prosecutor

DAVID BYRN   Presiding Judge, Sixteenth Judicial Circuit

DARRYL FORTE   Sheriff

THERESA GALVIN   Chair of County Commission

FRANK WHITE   County Executive

ADVISORS

BRIAN GADDIE   Director of Public Works

TROY SCHULTE   County Administrator

DIANA TURNER   Director of Corrections

APPENDIX B: INTERVIEWS

Jean Peters Baker, County Prosecutor, Jackson County
Nora Bock, Deputy Director for Community Treatment, Missouri Department of Mental Health
David Byrn, Presiding Judge, Jackson County
Caleb Clifford, Chief of Staff for County Executive, Jackson County
Jennifer Craig, President/CEO, ReDiscover
Dan Cummings, Jackson County Drug Task Force Lead Officer, Jackson County
Nicole Dalzell, Health Services Administrator, Advanced Correctional Health
Jennifer Dameron, Director of Intergovernmental Affairs and Policy, Jackson County
Darryl Forte, Sheriff, Jackson County Sheriff's Office
Brian Gaddie, Director of Public Work, Jackson County
Theresa Galvin, Chair of County Legislature, Jackson County
Nathan Garrett, Police Commissioner President, City of Kansas City Police Department
Rick Gowdy, Director for Behavioral Health, Missouri Department of Mental Health
Jaime Guillen, Compliance Review Officer, Jackson County
JR Hobbs, Private Defense Bar, Wyrsch Hobbs Mirakian
Stephen Jarvis, Chair of Psychiatry, Truman Medical Center
Marilyn Keller, Private Defense Bar, Wyrsch Hobbs Mirakian
Kathy Knotts, Director of Government Relations, Truman Medical Center
Mary Marquez, Court Administrator, Jackson County
John Mensendike, Operations Analyst, Jackson County
Michael Montgomery, Major, Jackson County Sheriff's Office
Shannon Moss, Clinical Director, ReDiscover
Denise Norbury, Regional Executive Officers, Missouri Department of Mental Health
Ruth Petsch, Lead Public Defender, Missouri State Public Defender
Megan Pfannenstiel, KCMO Court Administrator, City of Kansas City
Michelle Rogers, Mental Health Counselor/Team Lead, Truman Medical Center
Renee Schloss, Chief Financial Officer, Northland Dependency Services
Troy Schulte, County Administrator, Jackson County
Jeanette Simmons, Director of Forensic Services, Missouri Department of Mental Health
Wayne Smith, Managing Attorney, Legal Aid of Western Missouri
Kim Hubbard Stewart, Regional Parole & Probation Administrator, State of Missouri
Mark Stringer, Director, Missouri Department of Mental Health
Diana Turner, Director of Corrections, Jackson County
Frank White, County Executive, Jackson County
James Witteman, Municipal Court Judge, Jackson County
Christopher Wolfe, Captain, Jackson County

APPENDIX C: BARIS DATA REQUEST

DETAILED EXTRACT FILES

Jail Admissions /Release File: This file should contain one record of data for every individual that was either admitted or released from custody of for calendar year 2017. This file should contain one record for each individual released/admitted, recognizing that there may be multiple records for each offender if he/she were in custody on more than one separate occasion.

Variable	Definition
Booking Id number	Unique Incarceration Identifier
CN	Case Number
Detainee ID number	Unique Detainee Number
Gender	Sex of detainee
Race	Race of detainee
Date of birth	Date of Birth of offender mm/dd/yyyy
Most Serious Offense Code	This field should represent the most serious offense statute the offender is currently serving/charged. Jurisdiction established hierarchy of offenses should be utilized, if available.
Most Serious Offense Description	This field should describe the most serious offense the offender is currently serving/charged. Jurisdiction established hierarchy of offenses should be utilized and standardized offense name used. If multiple offenses either provide up to 5 additional charges or another files that can be hierarchized and merged.
Admission Date	This field should represent the date at which the offender was admitted to the Jurisdiction's custody
Admission Time	The hour and minute the offender was admitted to the custody

Variable	Definition
Release Date	Date of release from jail
Release Time	Time of release from jail
Release Reason/Method of Release	Reason for Release such as Bail, ROR, Third-party Custody, Pre-trial Supervision, Bond + Pre-trial Supervision, sentenced completed, charges dismissed, etc.
Booking Legal Status at Admission	Legal status such as sentenced, warrant, pre-trial, ICE, etc. at admission.
Felony or Misdemeanor Indicator	Variable to identify if detainee is charged with a felony or misdemeanor
Admitting Agency	Law Enforcement/Correctional Agency admitting detainee
Admission Reason	Reason for jail admission (new charge, parole violation, probation violation, FTA return, etc.)
Bail Amount	Bail amount to be met on all current charges
Sentence Date	Sentencing Date for this incarceration applicable.
Sentence Length	Sentence imposed, if applicable
Sentence Felony/Misdemeanor	Felony/Misdemeanor for sentence charge.
Goodtime Earning Rate	Rate of monthly goodtime earning credits, if applicable
Current Legal Status	Current legal status on day of stock extract such as sentenced, warrant, pre-trial, ICE, etc. at admission.
Last Classification Instrument Score and score items	These fields should represent the results of the last classification, i.e. minimum, medium, maximum, close, psychiatric, etc. and the scores for each scoring item
Pre-trial Risk Assessment	Provide pre-trial risk assessment final level and all scored factors
Mental Health Indicators	Provide all relevant mental health variables
Medical Health Indicators	Provide all relevant medical health variables
Education Indicators	Provide all relevant education level variables
Drug/Alcohol Indicators	Provide all relevant drug/alcohol use/abuse variables
Employment Indicators	Provide all relevant employment variables
Marital/Stability Status Indicators	Provide all relevant marital/stability status variables

Confined File: This file will contain one record of data for every individual that was in custody on the current day of the data run. This file should contain only one record of information per offender.

Variable	Definition
Booking Id number	Unique Incarceration Identifier
CN	Case Number
Detainee ID number	Unique Detainee Number
Gender	Sex of detainee
Race	Race of detainee
Date of birth	Date of Birth of offender mm/dd/yyyy
Most Serious Offense Code	This field should represent the most serious offense statute the offender is currently serving/charged. Jurisdiction established hierarchy of offenses should be utilized, if available.
Most Serious Offense Description	This field should describe the most serious offense the offender is currently serving/charged. Jurisdiction established hierarchy of offenses should be utilized and standardized offense name used. If multiple offenses either provide up to 5 additional charges or other files that can be hierarchized and merged.
Admission Date	This field should represent the date at which the offender was admitted to the Jurisdiction's custody
Admission Time	The hour and minute the offender was admitted to the custody
Booking Legal Status at Admission	Legal status such as sentenced, warrant, pre-trial, ICE, etc. at admission.
Felony or Misdemeanor Indicator	Variable to identify if detainee is charged with a felony or misdemeanor
Admitting Agency	Law Enforcement/Correctional Agency admitting detainee
Admission Reason	Reason for jail admission (new charge, parole violation, probation violation, FTA return, etc.)
Bail Amount	Bail amount to be met on all current charges
Sentence Date	Sentencing Date for this incarceration applicable.
Sentence Length	Sentence imposed, if applicable
Sentence Felony/Misdemeanor	Felony/Misdemeanor for sentence charge.
Goodtime Earning Rate	Rate of monthly goodtime earning credits, if applicable
Current Legal Status	Current legal status on day of stock extract such as sentenced, warrant, pre-trial, ICE, etc. at admission.

Variable	Definition
Last Classification Instrument Score and score items	These fields should represent the results of the last classification, i.e. minimum, medium, maximum, close, psychiatric, etc. and the scores for each scoring item
Pre-trial Risk Assessment	Provide pre-trial risk assessment final level and all scored factors
Mental Health Indicators	Provide all relevant mental health variables
Medical Health Indicators	Provide all relevant medical health variables
Education Indicators	Provide all relevant education level variables
Drug/Alcohol Indicators	Provide all relevant drug/alcohol use/abuse variables
Employment Indicators	Provide all relevant employment variables
Marital/Stability Status Indicators	Provide all relevant marital/stability status variables

APPENDIX D:
JCDC HOUSING PLAN

Housing Units

A. Annex

    1. Orientation Housing Unit

    2. A Pod (Non Violent/No Aggressive Prisoners, Civil Prisoners, Workers)

    3. B Pod (Workers Custody Levels 1 and 2

    4. A1C Pod (Prisoners receiving Mental Health Therapy and/or on Suicide/Mental Health Watch

    5. AID Pod (Prisoners receiving Mental Health Therapy suffering for depression or other mental health issues

    6. AIE Pod (Prisoners with prevailing mental health issues that are not a threat to themselves or others

B. Main Tower 2nd Floor

    1. 2A Module Medical Overflow Custody Levels 1, 2, and 3.

    2. 2B Module Medical Overflow Custody Levels 1, 2, and 3.

    3. 2C Module Restricted Housing for Mental Health Lockdowns.

    4. 2D Module Restricted Housing for High Risk Suicide Precaution.

    5. 2E Module Mental Health Housing for Prisoners that can require Lockdown. No dayroom housing assignments with responsible staff approval. Prisoners are not a threat to self.

    6. 2F Module Certified Adults age 16 and under. Certified adults over age 16 from other state lockdowns. Can be designated for high risk 2nd floor prisoners if there are not certified adults in JCDC.

    7. 2G Module Restricted Housing for High Risk and Suicide Precaution.

8. 2H Module Restricted Housing for Mental Health Watch and Suicide Precaution.

9. Medical Housing Unit designated for prisoners with medical and/or mental health issues.

C. Main Tower 3rd Floor

1. 3A Module General Population Custody Levels 2 and 3.

    a. Sentences of up to 20 years;

    b. 20-50 years of age;

    c. Strong prisoners that can be aggressive;

    d. No first-time prisoners

2. 3B Module General Population Custody Levels 1 and 2.

    a. 0-12 months jail experience and less than 120 days prison experience;

    b. Ages 17-25 primarily first-time offenders.

3. 3C Module General Population Custody Levels 1, 2, and 3.

    a. Older, mature, non-aggressive prisoners yet strong;

    b. Ages 18 to 40;

    c. Up to one year jail or prison experience.

4. 3D Module Special Cases/Protective Custody, Custody Levels 1, 2, and 3.

    a. Prisoners with special cases and/or protective custody issues.

5. 3E Module General Population Custody Levels 1 and 2.

    a. First-time prisoners with jail experience;

    b. Ages 18 to 30

    c. Older Prisoners and more Hispanics.

6. 3F Module General Population Custody Levels 2 and 3.

    a. Mature, non-aggressive, yet strong prisoners;

    b. Ages 18 to 40;

    c. Up to 1 year jail or prison experience.

7. 3G Module General Population Custody Levels 1 and 2.

    a. Older passive, manageable and cooperative prisoners;

    b. Ages 35 to mid 60s;

    c. Older prisoners with little or no jail experience

8. 3H Module General Population 2 and 3.

    a. 5 years prison experience;

    b. Mature and able to function with different age groups.

D. Main Tower 4th Floor

1. 4A Module General Population Custody Levels 2 and 3.

    a. Challenging Prisoners and may be aggressive, strong attitudes and verbally aggressive;

    b. Ages 21 to 30s;

    c. 1 year jail and up to 4 years prison experience;

2. 4B Module General Population Custody Levels 1 and 2.

    a. Jail or Prison experience;

    b. Ages 19 to 50s.

3. 4C Module General Population Custody Levels 2 and 3.

    a. 0-20 years prison experience, cooperative prisoners;

    b. Ages 21 to 57.

4. 4D Module General Population Custody Levels 2 and 3.

    a. Prisoners with up to 20 years prison experience;

    b. Major disciplinary problems on other JCDC Housing Floors;

    c. Ages 20 to 50 years;

    d. Strong prisoners, that can be aggressive but mostly cooperative;

    e. No first-time prisoners.

5. 4E Module General Population Custody Levels 2 and 3.

    a. Prisoners with up to 20 years prison time;

    b. Ages 20 to over 50;

      c.   Strong prisoners, that can be aggressive but mostly cooperative;

      d.   No first-time for prisoners.

6.   4F Module General Population Custody Levels 2 and 3.

      a.   Prisoners with jail experience and up to 4 years prison experience;

      b.   Ages 18-30;

      c.   Non-Aggressive, challenging, yet strong prisoners.

7.   4G Module General Population Custody Levels 2 and 3.

      a.   Prisoners with jail experience and up to 5 years prison experience;

      b.   Ages 20s to mid-50s.

      c.   Older, cooperative prisoners.

8.   4H Module General Population Custody Levels 2 and 3.

      a.   Mixture of older and younger cooperative prisoners;

      b.   Ages 19 to 50s;

      c.   Some jail and prison time experience.

E.   Main Tower 5th Floor

1.   5A Module General Population Custody Levels 2 and 3.

      a.   Prisoners with 5 years prison experience up to 10 years;

      b.   Cooperative prisoners experiencing excessive disciplinary.

2.   5B Module Restricted Housing-Commissary

      a.   Administrative Segregation only;

      b.   Prisoners on restraint memo and long term segregation.

3.   5C Module Restricted Housing No Commissary.

      a.   Disciplinary Housing only.

4.   5D Module Restricted Housing No Commissary.

      a.   Disciplinary Housing only.

5.   5E Module Restrictive Housing No Commissary.

      a.   Disciplinary Housing only.

6. 5F Module General Population Custody Levels 1, 2, and 3.

    a. Prisoners with 5-10 years prison experience;

    b. Excessive disciplinary history.

7. 5G Module General Population Custody Levels 2 and 3.

    a. Prisoners with 15 or more years prison experience;

    b. Ages mid-30s to 60s.

8. 5H Module General Population Custody Levels 2 and 3.

    a. Prisoners with 15 years or more prison time;

    b. Age mid-30s to 60s.

F. Main Tower 6th Floor

1. 6D Module Protective Custody-Custody Levels 1, 2, and 3.

    a. Prisoners with high profile cases or situations that place them in danger from other prisoners

2. 6E Module Mental Health Housing Custody Levels 1, 2 and 3.

    a. Prisoners with mild mental health issues that are not in treatment or are not a threat to self or others.

3. 6F Module Administrative Segregation Custody Levels 1, 2, and 3.

    a. Prisoners anti-social and aggressive toward staff and a danger to others;

    b. Designated for prisoners uncooperative during intake.

4. 6G Module General Population Custody Levels 1 and 2.

    a. First-time prisoners with 0-12 months jail experience and less than 120 days prison experience;

    b. Age range 17-25 years.

5. 6H Module Protective Custody-Custody Levels 1, 2, and 3.

    a. Designed for prisoners with high profile cases or situations that place them in danger from harm by other prisoners.

G. Main Tower 7th Floor-Females

1. 7A Module General Population Custody Levels 1, 2, and 3.

    a.   Anti-Social Prisoners who cannot function in other housing units;

    b.   Single cell only.

2. 7B Module General Population-Custody Levels 1, 2, and 3.

    a.   Anti-Social Prisoners who cannot function in other housing units;

    b.   Single cell only.

3. 7C Module Restricted Housing Custody Levels 1, 2, and 3.

    a.   Female prisoners serving disciplinary time;

    b.   Maybe used for female prisoners on suicide watch;

    c.   Female weekenders on administrative segregation status.

4. 7D Module Restricted Housing Custody Levels 1, 2, and 3.

    a.   Female prisoners serving disciplinary time;

    b.   Maybe used for female prisoners on suicide watch;

    c.   Female weekenders on administrative segregation status.

5. 7E Module PVC Custody Levels 1, 2, and 3.

    a.   Designated for general population PVC female prisoners.

6. 7F General Population Custody Levels 1, 2, and 3.

    a.   DSO area for female prisoners of all ages;

    b.   Prisoner cooperative and sensitive to obeying rules and regulations.

H. Regional Correctional Center.

1. 10 female municipal beds;

2. 35 males municipal beds.

JACKSON COUNTY

DETENTION CENTER