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National Institute of Corrections
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Local System Assessment of the Vigo County Criminal Justice System

**Technical Assistance Provided
to the**

**Vigo County Sheriff's Office
Terre Haute, Indiana**

by
NIC Consultants
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February, 2005

NIC Technical Assistance #05J1071

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Disclaimer

Re: Technical Assistance #05J1071

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

The resource person who provided the on-site technical assistance did so through a cooperative agreement, at the request of the Vigo County Sheriff's Office and through the coordination of the National Institute of Corrections. The direct on-site assistance and the subsequent report are intended to assist the Vigo County Sheriff's Office in addressing issues outlined in the original request and in efforts to enhance the effectiveness of the agency.

The contents of this document reflect the official views of Robert Cushman and Dr. Michael Jones. The contents do not necessarily reflect the official views or policies of the National Institute of Corrections.

Local System Assessment of the Vigo County Criminal Justice System

Introduction

National Institute of Corrections (NIC) consultants Mike Jones and Bob Cushman provided technical assistance to the Vigo County Sheriff's Office February 15 through 17, 2005. This technical assistance was provided in response to a November 23, 2004, written request to NIC by Vigo County Sheriff Jon R. Marvel.¹

The Request for Technical Assistance from the NIC

The letter requesting technical assistance from NIC asked that the assessment focus on identifying factors causing jail crowding and on offering recommendations to help reduce the jail population.

Subsequent to the request letter, Sheriff Marvel and Mike Jones discussed the jail crowding problem in more detail. Sheriff Marvel reported that the County jail has been crowded for many years. Three years ago, the number of jail beds was doubled to 268. However, the new beds were filled within 3 months, and the jail has continued to be over capacity ever since. In addition, the County had Federal action taken against it in which the County was ordered to get the jail population below the 268 bed capacity within 5 days. The Sheriff reported, however, that getting below capacity continues to require almost daily coordination between jail staff and judges. He also stated that he believes that the Courts are overloaded with cases and that this overload contributes to the chronic jail crowding. He concluded that he would like ideas for actions that he and other criminal justice officials can take to manage the jail population so that it is not crowded on a daily basis.

Coordination of the Visit and Selection of Consultants

Ms. Fran Zandi, Correctional Program Specialist at the NIC Jails Division in Longmont, Colorado, was the consultant coordinator for this assignment. Sheriff Marvel requested the services of NIC consultants Mike Jones and Bob Cushman. Mike Jones is the Criminal Justice Planning Manager who facilitates the policy work of a criminal justice coordinating committee in Jefferson County, Colorado. Bob Cushman is the author of an NIC guidebook for developing criminal justice coordinating committees.

Sheriff Marvel and his staff served as the onsite coordinators for the technical assistance visit. They arranged the individual and group meetings.²

¹ The letter requesting technical assistance from the National Institute of Corrections appears in Appendix A.

² The meeting schedule appears in Appendix B.

In advance of the visit, the NIC consultants were provided with three items. Sheriff Marvel provided the document, "The State of the Vigo County Jail: A Case Study of the Vigo County Jail Overcrowding Issues 1992 to 2004," prepared by James Steward and Mike Price. This document was a summary of newspaper articles that referenced jail crowding in the county from 1992 to 2004. Greg Ewing, Deputy Chief of Operations, provided the other two documents: a spreadsheet of the number of Bookings and Average Daily Population (ADP) of the jail from 2000 to 2004,³ and a spreadsheet of the inmates who were released from the jail during September of 1999. The Sheriff's Office was not able to assemble a spreadsheet of the inmates who were released from the jail during September of 2004 for comparison to the 1999 data.

The Consultant Approach to the Assignment

During the first two days of the three-day site visit, NIC consultants Jones and Cushman met with over forty officials, representatives, or practitioners involved in the local criminal justice system or general government. During these meetings, the NIC Consultants assessed the reasons for the chronic jail crowding and people's willingness to more effectively collaborate to reduce the jail population and the overall workload in all parts of the criminal justice system. For the assessment, the NIC consultants gathered information about (a) people's opinions on why the jail has been chronically crowded; (b) what information or data that decision makers have used to set criminal justice policy; and (c) which actions that decision makers have taken that have had desired and undesired effects on jail crowding. The NIC consultants sought feedback from many officials about ideas, generated both by the consultants and the officials themselves, about how criminal justice agencies could increase their capacity for increased information gathering, data driven decision making, and collaboration. Each person who participated in the individual meetings was invited to attend the group meeting on Thursday, February 17. The Sheriff also invited the media to film the group meeting.

During the third day of the site visit, February 17, the NIC consultants facilitated a group meeting with approximately thirty of the people who had participated in the individual meetings.⁴ Sheriff Marvel called the meeting to order. The first portion of the meeting was conducted in a workshop-style format involving: (a) a framework for understanding jail population dynamics and case flow through the criminal justice system, (b) a group discussion of the purpose of the Vigo County jail; (c) a model for system-wide collaboration and strategic planning in criminal justice; and (d) a perspective of the jail in the continuum of criminal justice sanctions and services. This portion of the meeting was used to help attendees to develop a common framework and language for understanding

³ The jail data were used to construct illustrations for the group meeting. The data were also used to do an analysis to begin to explain the sources of change in jail population levels over the past 5 years. This analysis appears in appendix D.

⁴ Readers of this report are encouraged to make personal contact with participants of the group meeting for a more detailed explanation of the content of the meeting. This report simply summarizes the agenda items. The graphics used in the group meeting are included in appendices to this report.

the jail crowding problem in the County and for beginning to develop the capacity to address the problem. In the second portion of the meeting, the NIC consultants presented the findings from the assessment and recommendations to address the findings, and some preliminary action planning took place. Sheriff Marvel closed the meeting.⁵

This report represents the final step in the NIC consultant approach to this assignment. The report provides an overview the topics discussed at the group meeting, including a review of essential coordination and planning concepts and a summary of findings and recommendations. Supporting materials appear in appendices to this report.

Group Meeting

The NIC consultants presented their findings and recommendations at a group meeting of all persons who participated in the individual meetings. The basic purpose of the meeting was to provide answers to the questions, “Why is the jail crowded and what can be done about it?” The meeting was structured to promote interaction among the participants and between the participants and the consultants. Questions were encouraged.

The meeting content can be summarized in two portions: (1) A Review of Essential Planning and Coordination Concepts, and (2) Findings and Recommendations.

1. A Review of Essential Planning and Coordination Concepts

A. The Jail Population Dynamic

A water barrel analogy was used to illustrate the dynamics that determine the rise and fall of the number of people in jail. Mr. Cushman explained that the number of people in jail at any given time is a function of 2 factors: (1) the rate at which persons are admitted, and (2) how long the inmates stay. This simple model illustrates the three basic strategies for decreasing jail crowding: (1) decrease the number of bookings; (2) decrease inmates’ lengths of stay; and/or (3) expand the capacity of the jail. He asked the participants to think about which strategy(s) have been primarily used in Vigo County. Participants responded by stating that the primary strategy was to build more jail beds, and that reducing lengths of stay has also been used (e.g., the daily early release of inmates by reducing their bond amounts).

This concept applies to both the total population and to the multiple sub-populations in the jail (e.g., males, sentenced inmates, compliance violators). A computer program could be set-up to track the total population numbers as well as those of the multiple subpopulations. This program would provide a rich database to better understand how changes in admissions and/or lengths of stay of specific subtypes of inmates affect the average daily population in the jail. It would provide the information that is needed to

⁵ The group meeting agenda appears in Appendix C.

better understand and manage the size of the jail population.⁶ The data to support this effort are already collected in the County jail's information system.

In addition, the jail population analysis system represents step 5 of the general planning process model (Problem identification). The ability to conduct analyses is at the heart of the problem identification step.⁷

Next, an example of how the water barrel analogy could be practically applied to Vigo County Jail data was shown. As seen in Appendix D, the Average Daily Population from 2000 to 2004, and thus the number of required beds, increased by 141 because of an increase in bookings (94.5 additional beds required) and an increase in inmates' length of stay (46.5 additional beds required.) This analysis involves data from the total jail population. Similar analyses could be performed for various sub-populations of interest (e.g., males, sentenced inmates, compliance violators). Appendix D explains the analyses in detail and provides instructions for constructing spreadsheets for additional analyses.

A chart depicting the number of persons booked and the number of bed days consumed by these persons, using information on inmates released from the County jail in September of 1999, was shown. A bed day is a mathematical concept calculated by: 1 bed x 1 day = 1 bed day. The total jail resource of the Vigo County jail for one year is 97,820 bed days (i.e., 268 beds x 365 days). As seen in Appendix E, there were a high number of persons booked who stayed for less than 3 days and very few persons who stayed for 31 days or more. However, the many persons who stayed less than 3 days consumed only a small amount of bed days, and the few persons who stayed for 31 days or more consumed many bed days.

Mr. Jones mentioned that comparisons of the 1999 data to 2004 data were not possible because jail staff were still working on collecting the 2004 data during the site visit. Nonetheless, the collection and analysis of the 2004 jail data is very important to provide officials with information on how the jail is currently being used. It is likely that most jail beds are still consumed by the relatively few persons who stay for 31 days or longer. If so, then a strategic way to manage the jail population for the present and future would be to develop policies that reduce the length of stay for persons staying for 31 days or more.

An example analysis that cross-tabulated the reason for inmate release (e.g., bail, expiration of sentence) in September of 1999 by inmates' length of stay was shown (see Appendix E). This analysis demonstrated that the majority of persons staying for 31 days

⁶ The factors that affect the jail population are further explained in the free publication: *Preventing Jail Crowding: A Practical Guide, Second Edition*. Robert C. Cushman, May 2002. NIC Accession Number 016720. 19 pages. Available for free in a downloadable PDF format at <http://www.nicic.org/pubs/2002/016720.pdf> or in printed version by calling the National Institute of Corrections Information Center at 1-800-877-1461.

⁷ The General Planning Process Model and the problem identification step are explained in pages 12-13 of *Guidelines for Developing a Criminal Justice Coordinating Committee*.

or more were released because of expiration of sentence or release to another agency. A similar analysis should be preformed for 2004 data because it would further refine the optimal target group for reducing the jail population.

B. The Purpose of the Vigo County Jail

One important discussion among criminal justice officials in Vigo County that has not yet occurred is the answering of the question, “What is the purpose of the Vigo County jail?” Once this question is answered by officials, then they will have an agreement upon which they can make decisions to collectively manage the jail population. To help begin discussion about the purpose of the local jail, Mr. Cushman and Mr. Jones facilitated a group exercise in which meeting participants began to list potential purposes of the jail. This list appears in Appendix F.

In 2004, the National Institute of Corrections produced a video, “Beyond the myths: The Jail in Your Community” in which 4 main purposes of a county jail are described. This video is helpful to officials when they are working toward defining the purpose of the local jail and to the general public for educating citizens about the basic purposes of the jail in their community. The video is available for free from NIC.

Lastly, an illustration was shown that depicts the number of beds and number of inmates in the Vigo County jail compared to the Indiana state average (see Appendix G). The number of jail beds per 1,000 citizens in Vigo County is equal to the state average, and the number of inmates per 1,000 citizens is approximately 13% higher than the state average.

C. The Types of Planning

Several graphics describing the three types of planning: (1) Policy, (2) Program, and (3) Operational, and the strategic planning process for criminal justice systems, were shown. These graphics appear in Appendix H.

Policy planning answers the question, “What should we do and why?” It produces policy guidelines expressing important values, philosophies, and judgments on which to base long-term plans. Policy planning leads to decisions that determine long-term justice goals and objectives.

Program planning answers the question, “What can we do and how?” It is concerned with assessing the feasibility of alternative courses of action, developing appropriate program and contingency plans, and constructing guidelines for action. Program planning decisions sort through available options and lead to the adoption of specific courses of action. It also involves assessing organizational competencies.

Operational planning answers the question, “What will we do and when?” It produces specific plans for the allocation of resources to implement and evaluate justice programs and services.⁸

The NIC consultants also briefly discussed the relationship of these three levels of planning to a sequence of eleven planning steps.⁹ Adopting a planning process model brings guidance to the planning process and helps policy makers reduce their reactive, crisis-oriented decision making.

D. The Seven Criminal Justice Decision Points

Illustrations depicting the seven major decision points in the criminal justice process were shown (see Appendix I). Officials can use the seven decision points as a framework for data and information gathering about the functioning of the local criminal justice system. Data and information can show efficiencies and inefficiencies at each decision point.

The workload of entire justice system is subject to the same dynamics as the water barrel that was used to illustrate changes in jail population levels. The volume of work at each key justice system decision point is determined by how fast the cases or people come in and how long it takes to process them. The workload of the system is constantly changing. The actions of any one agency have impact on all other agencies. Agencies are linked by their common interest in cases and persons passing through the justice system from arrest to final disposition.

Differences in jurisdiction in justice processing rates per 10,000 persons can be linked to differences in decision-making at the seven key justice system decision points. Any comparative analysis of jurisdictions of similar size and circumstance will reveal wide variations in workloads. Variations are the result of differences in decision-making at the seven key justice system decision points. That is, there are cost and workload consequences of differences in justice policy choices. Thus, by adopting a perspective of strategic planning around the seven decision points, officials can begin to manage the workload of the entire local criminal justice system.

E. The Jail in the Continuum of Sanctions and Services

An example analysis that shows the continuum of sanctions and services from another jurisdiction was shown (see Appendix J). This analysis shows the number of persons in each type of supervision (e.g., Pretrial, Probation, Residential, Jail, Prison), the capacity of each type of supervision, and the daily cost to supervise persons. Such an analysis shows which parts of the criminal justice system are at capacity and in need of attention. Typically, most parts of the system in most jurisdictions are at or near capacity.

⁸ Policy, program and operational planning are further detailed and explained in pages 10-12 of *Guidelines for Developing a Criminal Justice Coordinating Committee*.

⁹ The eleven step General Planning Process Model is presented at page 13 of *Guidelines for Developing a Criminal Justice Coordinating Committee*.

2. Findings and Recommendations

The final portion of the group meeting consisted of the consultants' findings and recommendations and some preliminary action planning. The list of findings and recommendations from the group meeting are presented below, with some minor editorial changes.¹⁰ Findings were synthesized from commentary provided to the consultants during the individual meetings. Recommendations represent the professional opinions of the consultants and some local officials.

Findings

1. There are many local strengths.

- There are talented, interested, and caring people in the right positions in the criminal justice system and in general government.
- There are several well respected, good leaders who will be able to build collaboration for making new policies. In particular, Sheriff Jon Marvel, Prosecutor Bob Wright, and Judge Michael Eldred were frequently mentioned as well respected officials who could guide the County in its efforts toward more collaboration.
- Officials and practitioners appear to get along well together.
- There is a harmony of ideas and philosophy about how the system should operate.
- There are good community values and creative ideas about solutions.
- There has been some coordinated efforts to work on specific issues (e.g., the Meth Task Force).
- There is a collective sense that the time is right for change, and there is a willingness to do business differently.
- There is an openness to outsiders (e.g., two consultants, the media). This is a sign of open government.

2. The jail and the rest of the system are overloaded.

- The jail, as well as the whole system, is far above capacity.
- The overloading of the jail and the system has been and will continue to worsen with time unless proactive steps are taken.
- Because of the financial situation, adding more infrastructure (e.g., more jail beds, more probation officers) is not an option.

3. There is a lack of a coordinated continuum of sanctions and services.

- There are some missing pieces (e.g., supervised pretrial release).
- Medical expenses for jail inmates are rising. There is a sense that the jail is not a good fit for persons with high medical needs.

¹⁰ This list generated some good discussion among participants. The reader is encouraged to talk with one or more of the participants for more information.

4. There is a conflict between fiscal conservatism and justice conservatism.

- There has been the desire to expand the more expensive criminal justice options (e.g., the jail), but lots of conflict around spending funds on these options

5. Most change has been in response to outside pressures.

- The Indiana Civil Liberties Union got involved in the jail crowding problem and prompted a law suit to define the jail's capacity at 268 beds.

6. There is a lack of a long-term, strategic planning process.

- There is a lack of data. The jail was not able to produce data on inmates who were in the jail in 2004. The state of Indiana's Criminal Justice Institute was not able to produce arrest and crime data for Vigo County because one or more agencies within the County did not report these data in previous years.
- There is no analytic capability to convert data to information that can inform policy decisions.
- There has been a culture of a "band aid" approach to issues in criminal justice and general government (i.e., reactive decision making vs. proactive policy planning).
- There has been a concentrated focus on program planning and little policy planning.
- There is good agreement on problems to solve, but the system is "stuck." The system has been stuck for a long time.
- There is a pervasive feeling of isolation among officials. This has led somewhat to a feeling of helplessness. This in turn has led somewhat to fewer coordinated efforts to solve problems.

7. There are assumptions about what the public thinks and wants.

- Some assumptions are accurate, whereas others are not. Information is needed about what the public wants regarding the justice system. An example of such information is in the Indiana State University report provided to Sheriff Marvel on February 16. In this report, there are results of a small survey about criminal justice.

8. There is a Meth problem, with little anticipated relief in sight.

- The County has passed a new Ordinance to regulate the ingredients used to make Meth. Similar legislation is being considered for the state.

9. There are no zero-cost options.

- Inaction to reduce the crowded jail and overloaded system is not an option.
- All remedies will cost money. The question is, "Which ones are cost effective and are officials willing to try?"

Recommendations

1. Create a policy planning, criminal justice coordinating committee.

Planning is the process of bringing anticipations of the future to bear on current decision making. Planning anticipates and prepares for alternative futures. It seeks to close the

gaps between the current situation and the way we would like the world to be. In the justice system, it is aimed at moving us from current justice practices toward our justice ideals. It is focused on fostering change as opposed to maintaining a status quo, especially a dissatisfactory status quo. It relies on analyzing problems, on developing information to better define problems, evaluating alternative courses of action, and selecting programs and projects to achieve incremental improvement. This approach is in contrast to a reactive program development style characterized by trial and error and activity supported primarily by anecdotal evidence and guess work.

Planning seeks to improve policy, program, and operational decision making. It improves system-wide communication, cooperation, and coordination. When properly executed, it recognizes the interdependencies of justice agencies while also preserving and honoring their constitutionally intended independence. In this way, it allows officials to collectively accomplish what no one agency, or official, can accomplish. For example, it can manage workload growth throughout the justice system, and reverse the more typical situation in which the workload itself seems to be in charge.¹¹

Currently, there are 2 entities that most closely resemble a criminal justice coordinating committee in the County: the Meth Task Force and the Community Corrections Advisory Board. Both of these entities have good representation of the top officials and policy makers from the justice system; however, the scope of their work is on a specific issue (i.e., Meth) or a program (i.e., community corrections). If officials in the County desire to collaboratively work to solve the many issues facing the entire justice system today and in the future, then a criminal justice coordinating committee would likely be the “state of the art” forum for doing so. If such a committee will be established, then the following tasks, among others, would be helpful in its formation:

- Decide on membership and leadership for the committee
- Hire a staff person for the committee (i.e., a planner/analyst who can collect data and convert it into information for committee members)
- Decide on the committee’s mission/purpose (e.g., to serve as an advisory and policy level board for the County’s criminal justice system)
- Commit to a structured policy-planning process for issues of interest
- Focus on issues and policies at the seven major criminal justice decision points
- Refer to the NIC publication *Guidelines for Developing a Criminal Justice Coordinating Committee* for guidance.

If officials desire to have an effective criminal justice coordinating committee, then it will need competent, neutral, and sufficient staff support. A criminal justice coordinating committee cannot work effectively without support staff with strong analytical skills.¹² A criminal justice coordinating committee needs good information to make good decisions, and an analytically skilled staff person can figure out how to assemble that information.

¹¹ For a summary of the benefits of criminal justice planning please see pages 4-5 of *Guidelines for Developing a Criminal Justice Coordinating Committee*.

¹² The type and characteristics of support staff for a CJCC are discussed on pages 29-30 of *Guidelines for Developing a Criminal Justice Coordinating Committee*.

2. Establish a jail population analysis capability.

A jail population analysis capability should be created to produce a clear picture of how jail bed space is being used.¹³ A system needs to be designed so that it explains why and how jail population occupancy levels are changing. It should provide analytic information about three views of the jail population: admissions, releases, and a “snap shot” of who is in jail at any given time. Information gathered should be shared among all officials in the justice system.

A Jail Population Analysis System is the tool jail administrators need to have so they can engage all the users of the jail in a process that will manage available bed space to maximize public safety. It will move the jail administrators from a position of being victimized by forces beyond their control, to a position in which they can have some influence over the rates of admission and lengths of stay in the facility.

Better information will eventually help assure the public that any perceived excesses have been squeezed out of the way the jail beds are being utilized. This will likely help garner public support for additional jail bed space when it is time to go back to the public for additional funds.

An analyst will need to be employed to operate and maintain this capability in coordination with Information Technology experts who understand the jail’s information system and the data in it.

Once a Jail Population Analysis System has been established at the jail, it should serve as a model for developing the same kinds of analyses within other justice system agencies. This will help each agency better understand the dynamics that drive workload growth, and allow officials to collaboratively do a better job of managing the workload and diminish the degree to which the workload, itself, is managing the system.

The Jail Population Analysis System, and any counterparts that may be established within any other justice agency, would rely on “extracts” of existing information from existing information systems. No new data should be required. This should provide justice agencies with a “work around” to the current limitations of antiquated and separate information systems serving justice agencies in the jurisdiction.

¹³ See *Preventing Jail Crowding: A Practical Guide*, NIC publication number 016720, available from the National Institute of Corrections Information Center, 800-877-1461 or send an e-mail request for the publication to asknicic@nicic.org. The publication is free. An electronic download PDF version of the publication is also available at <http://www.nicic.org/pubs/2001/016720.pdf> This twelve page publication describes the data that should be collected to create a simple jail population analysis system.

At the end of the group meeting, it was suggested that information technology students from one of the local technical universities may be able to develop such systems or applications.

3. Create a coordinated system of sanctions and services.

The central, overall challenge facing the Vigo County justice system is to find ways to manage workload growth and diminish the extent to which the workload is allowed to manage the system. Although expanding jail bed space or adding more police officers, judges, or probation officers will provide temporary relief, it will not enable the justice system to catch up or out-run workload growth. The growth must be managed, and it can only be managed collectively by officials from throughout the justice system.

One of the first steps to managing the workload of the system is to prepare a County-wide inventory of existing sanctions and services. This inventory can be in the form of a matrix that shows on one axis the number of adults who are under supervision in each of the programs or sanctions available (e.g., community service, probation, jail), and on the other axis the types of services and additional sanctions that accompany each type of supervision (e.g., drug treatment, electronic monitoring).

This information will help policy makers determine the most suitable placement for certain types of offenders (e.g., compliance violators, Meth producers and users) and for allocating additional resources when they become available.

4. Look for ideas in other jurisdictions.

One good way to learn more about the potential and actual workings of criminal justice coordinating committees is to talk to counterparts who participate in such a committee in other jurisdictions throughout the country. Taking a small contingent of local officials to visit any well-developed, well-functioning committee might also help.¹⁴ One place to start is Appendix B of *Guidelines for Developing a Criminal Justice Coordinating Committee*. It lists a number of jurisdictions that have such committees.

In addition, when attempting to address specific issues that face the County, it is often helpful to speak with neighboring counties to find out how they are or have been dealing with similar issues. It is possible that other counties in Indiana or in other states (e.g., Oklahoma) have discovered effective strategies for reducing the Meth problems in their jurisdictions. In addition, there may be research on programs or policies that address issues of interest to Vigo County at the National Criminal Justice Reference Service (NCJRS; see www.ncjrs.org).

5. Develop partnerships outside of the county's criminal justice system.

When addressing issues that face the local criminal justice system, it is often helpful to obtain the assistance of other entities. (e.g., the Association of Indiana Counties, state

¹⁴ Consider putting together a well-constructed and well-planned proposal to NIC to provide partial financial support for such a visit. This might be funded under their technical assistance provision authorization.

Legislature, the media, interest groups). When the help of these entities are added, it has the effect of redefining an issue from “the jail’s problem” or the “system’s problem” to the “community’s problem.” When the community takes ownership of a problem, then a wide array of additional resources becomes available and the number of adversaries are reduced. Several officials who met with the consultants stated that they think it would be a good idea to define the jail crowding and the Meth problem as a community problem rather than the Sheriff’s problem. Moreover, several community representatives (e.g., clergy) offered that this redefinition would serve as a good first step toward solving these problems.

A strength in Indiana is the State Jail Inspector’s function. This function, in addition to providing technical assistance for jail operations, is able to provide a link to information and remedies that have been successfully implemented in other jurisdictions in the state. It is recommended that County officials coordinate with the state jail inspector to address potential problems at the County jail. Some of the inspector’s concerns/ideas are (with minimal editing):

1. The level of staffing within the jail on the day shift: Typically, approximately 6 jail staff are used for external security requirements at the courthouse, transport, etc, throughout the week. This problem was identified back around late 2002.
2. The bail matrix should support community values as well as governmental needs. The inspector recommends an evaluation to determine the point at which the community and justice officials can effectively operate, and which allows the jail to operate at a manageable capacity.
3. He strongly recommends that county officials continue to explore an inmate industries program run from the new community corrections center. This program could permit nonviolent and qualified inmates in a work-based program while incarcerated. Initial contact has been made by the county with Sauder Industries out of South Carolina to explore this option. This program would provide employment while residents’ life and job hunting skills are honed at the center.
4. Although Meth is certainly a major problem in Vigo County, an examination of the top 3 or 4 reasons for booking and detention after arraignment should be evaluated. It may be possible for other populations to be more effectively managed to accommodate the increase in the Meth-related population in the jail.

6. Decide on issues and methods for the criminal justice coordinating committee.

It is important that the criminal justice coordinating committee adopt a broad policy planning focus that is not dominated by any one specific issue or problem. The committee at any one time might focus its discussion on a pressing issue (e.g., jail crowding, Meth production and use), but it should always remain committed to taking a broad, systems perspective. It may be helpful to have one or more task forces or subcommittees that each adopt one problem or program, and the criminal justice coordinating committee coordinates the work of these task forces. Such task forces already exist in the County (e.g., Meth Task Force).

Lastly, it is recommended that the criminal justice coordinating committee utilize a structured policy planning process (discussed previously) and develop solutions that go beyond the local justice system by enlisting the assistance of state legislators, local community leaders, and representatives from the local medical, mental health, and social service systems.

Conclusions

Below are summary answers to the questions that prompted Sheriff Marvel's request for technical assistance from NIC:

Q: Why is the Vigo County jail crowded?

A: The County jail is crowded because: (1) The interagency and intergovernmental mechanism needed to manage jail population levels has not been established. In addition, the jail has not been viewed as a limited purpose facility and its purposes have not been defined. As a result, it has become crowded, and the crowding has been viewed as a "problem to solve" instead of a condition to be proactively and continuously managed. Because of the lack of an interagency mechanism, the responsibility for the problem and the solution has defaulted to the Sheriff. However, the continuous management of the jail population and remedies for jail crowding are not solely the responsibility of the Sheriff; rather, they are the collective responsibility of all officials in the criminal justice system. (2) There is little information to inform the community and entities who use the jail (e.g., law enforcement, corrections programs, courts) about how the jail is being used (e.g., what types of inmates are in jail, for what offenses, for how long, and how this has changed over time). When the current use of the jail is clearly described, then entities will be able to collectively assess whether they are using the jail for the purposes they have decided are most important (e.g., public safety), and they will be able to develop policies to govern its use.

Q: What can be done about the crowded jail?

A: The top officials and decision makers from the city's and county's general government and criminal justice system can form a criminal justice coordinating committee that can set the strategic direction purpose for all aspects of the local criminal justice system, including the jail. This committee can use data and information about current jail use to develop policies about how the jail should be used so that the population is within safe and manageable levels for years to come.

Action Planning

The following is a list of preliminary action planning steps. The list was generated by participants during the final part of the group meeting.

Action Plan

- Form a criminal justice coordinating committee
- Enlist the key policy makers
- Decide how to get organized
- Hire staff support
- Get the necessary data
- Inform the Funding folks
- Create a public forum
- Read the Local System Assessment report

Appendix A: Letter Requesting Technical Assistance

DEC-13-2004 15:39

P.02/06



VIGO COUNTY SHERIFF'S OFFICE

201 CHERRY STREET, TERRE HAUTE, IN 47807
(812) 462-3224 • FAX (812) 236-7558

November 23, 2004

JON R. MARVEL
SHERIFF
LAKE COMPTON
CHIEF DEPUTY

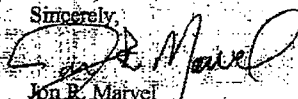
National Institute of Corrections
Mr. Alan Richardson
Technical Assistance Manager
1960 Industrial Circle
Longmont, Colorado 80501

Dear Sir,

I am writing to request a local Systems Assessment of my jail. As I understand, your assessment will focus on identifying factors causing jail overcrowding, and offer recommendations to help reduce the jail population. I will be happy to assist you and your staff to schedule interviews with all local and state officials.

I appreciate your consideration of this request and look forward to hearing from you. If you have any questions, feel free to contact my jail staff or myself.

Sincerely,


Jon R. Marvel
SHERIFF

Appendix B: Meeting Schedule

Tuesday, February 15, 2005

- 7am Jon Marvel, Sheriff; Jake Compton, Chief Deputy; Greg Ewing, Deputy Chief; Dan Lee, Jail Administrator; Mike Ciolli, Assistant Jail Administrator; Bob Wright, Prosecutor; Paul Downing, State Jail Inspector
- 8am Judge Stagg, Juvenile
- 9am Dr. Randy Stevens, Jail Physician; Reverend Don Mullins; pastor Abe Miller; Danny Tanoos, Vigo County School Superintendent; Galen Goode & Ed Ross, Hamilton Center; Susan Shaw, Julie Baesler, & Diana Edwards, Recovery Associates
- 10am Kevin Burke, Mayor Terre Haute
- 11am County Commissioners Pail Mason, Judith Anderson, & Bill Bryan
- 12pm Lunch
- 1pm Jon Marvel, Sheriff; Jake Compton, Chief Deputy; Dave Edwards, Indiana State Police; Mark Arnold, West Terre Haute Police; Bill Mercier, Indiana State University Security; Gary Flora, Rose Hulman Security
- 2pm George Ralston, Chief of Police Terre Haute
- 3pm Judge Mike Lewis, City Court
- 4pm Bill Watson, Community Corrections

Wednesday, February 16, 2005

- 8am Judge David Bolk
- 9am Judge Chris Newton
- 10am Gretchin Etling, Public Defender
- 11am Judge Phil Adler
- 12pm Lunch
- 1pm Bill Watson, Community Corrections; Bernie Burns, Alcohol & Drug; Mike Ellis, Adult Probation; Jim Cahill, State Parole; Nila Owens, Child Advocacy; Kathy Minger, Victim's Assistance; Carrie McKillop; Dr. Robert Huckabee, Indiana State University Criminology
- 2pm Tim Fears, County Attorney
- 3pm Judge Michael Eldred
- 4pm Jim Walker, Drug Task Force

Thursday, February 17, 2005

- 8am-12pm Group Meeting (Sign-up sheet on next page)

NATIONAL INSTITUTE OF CORRECTIONS

February 17, 2005 8:00 am

VIGO COUNTY SHERIFF DEPARTMENT
TRAINING ROOM

Please sign in

Printed Name	Department/Title
Judith Anderson	Commissioner
Bill Watson	Community Corrections
PAUL WATSON	Commissioner
Carrie McMillip	CODA
TIM FEARS	County Attorney
Rose Fazaleas	Hamilton Center
Jyula Bolen	Friends of Families
Wanda Edwards	Recovery Associates
Bob Wright	Prosecutor
Kathy Minger	Victim Assistance
Danny James	Vigo Co. Schools
Bae Bayer	Vigo Comm.
Barbara Hunter	Vigo Co. ACD
Ed Piers	Hamilton Center
SUSAN SHAW	RECOVERY ASSOCIATES
GARY FLORA	ROSE HUMAN
Mark Arnold	WTHPD
Abe Miller	Eastside CDC
Mike Ellis	Vigo Co. Adult Prob.
Donna Mullen	1ST Cong. Church
George A. Fulston	Terr Haute Police
DAVID EDWARDS	INDIANA STATE POLICE
Randy Steuby	Jail
Daden Hards	Hamilton Center, etc
	U.S.

Appendix C: Group Meeting Agenda

**Vigo County
Local Criminal Justice System Assessment
Community Meeting Agenda
February 17, 2005**

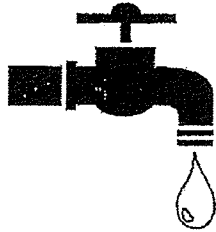
Call Meeting to Order	Sheriff Marvel
Introduction of the Consultants	Sheriff Marvel
Purpose and Methods of the Site Visit	Jones
The Jail Population Dynamic	Cushman & Jones
The Purpose of the Vigo County Jail	Cushman
Break	
The Types of Planning	Jones
The Seven Criminal Justice Decision Points	Cushman
The Jail in the Continuum of Sanctions and Services	Jones
Findings and Recommendations	Jones & Cushman
Action Planning	Jones & Cushman
Close Meeting	Sheriff Marvel

Appendix D: Vigo County Jail Population Dynamics

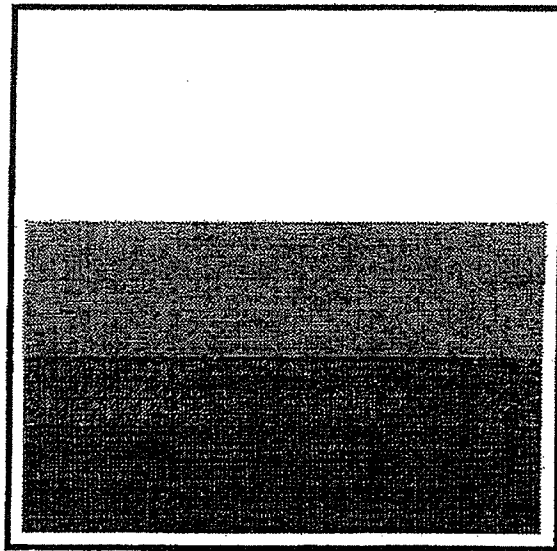
The Water Barrel Analogy

Average Daily Population Is a Function of Admission Rate
and Length of Stay

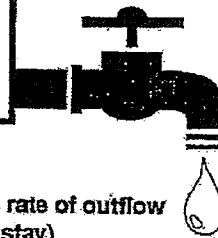
Regulates the rate of Admissions



Population Level



Regulates rate of outflow
(length of stay)



***Appendix D: Explaining Changes in the Number of Inmates in
the Vigo County Jail System***

**How Changes in Bookings and Average Length of Inmate Stay
Combine to Determine the Average Daily Population
Of the Vigo County Jail System**

**Prepared for
The Vigo County Sheriff's Office**

**By
Robert C. Cushman**

February 2005

Introduction

The number of people in a jail is the result of changes in the number of admissions (bookings) and /or changes in the length of inmate stays. This report is designed to illustrate and document how these two factors have determined the monthly and annual average annual population of the Vigo County jail system from January 2000 through December 2004.

Changes in the Vigo County Jail System 2000-2004

Table 1 summarizes the changes since 2000.¹ The average daily jail population increased from 178 inmates in January 2000 to 319 inmates in December 2004. The increase represents a demand for 141 additional beds.

Table 1 also sorts out the relative impact of the change in the number of jail admissions and length of inmate stays during this 2000-2004 period.² The number of jail beds required to house the change in jail bookings increased by 94.3 beds, while the number of jail beds required to absorb the change in the average length of inmate stays increased by 46.5 beds. Added together, the total change equals 141 beds.

This leads us to conclude that over this long period (2000-2004) increased jail system occupancy levels have been driven by a growth in bookings, which required an additional 94.3 beds, or 67% of the increase, and also longer stays, which required an additional 46.5 beds, representing 33% of the increased bed space demand.

The increase in bookings (67%) has had about double the influence of the increase in the average length of stay (33%).

The good news is that 2004 results show a decrease in the annual average daily population. This decrease was achieved by reduced bed demand from additional bookings (-37.2 beds). This may be the result of deliberate program or policy change. The decrease in ADP might have been even larger if the average length of stay had held steady, but ALS increased slightly and produced a requirement for 11.2 more beds in 2004.

¹ This is a summary table. The method of calculation is presented later in this appendix.

² Jail capacity was increased from 133 to 268 in October 2001. March and July 2002 bookings are incomplete, so the months were deleted from the analysis. The jail records system was changed during September 2002.

Table 1
Summary Bed Requirements of Changes in Number of Bookings
and Length of Stay. Annual 2000-2004

1	2	3	4	5
Month and Year	Average Daily Jail Population Start/end	Annual Change In Ave. Daily Jail Population	Number of Jail Beds Required by Change In Bookings	Number of Beds Required by Change In ALS
2000	178-174	-4	1.9	-5.9
2001	174-222	48	20.2	27.8
2002	222- 312	90	86.5	3.5
2003	312 - 345	33	23.1	9.9
2004	345 - 319	-26	-37.2	11.2
Total Change:		141 100%	94.5 67%	46.5 33%

Notes: Jail Bed Capacity was increased from 133 to 268 in October 2001.
The Jail Records System was change during September 2002.
Booking data was incomplete for March and July 2002.

Additional Information About Changes in Average Daily Jail System Population 2000-2004

Table 2 ³ adds three more columns to Table 1. These columns of data show:

- The total person days in jail (column 4). This number is obtained by multiplying the average daily jail population for each month by the number of days in the month. Annual figures are shown in table 2.
- The total number of jail bookings (column 5); and,
- The estimated average length of inmate stay (ALS) (Column 6). This number was obtained by dividing the number of bookings (column 5) into the number of person days in jail (column 4). Monthly data were summed to produce the annual totals.

This additional information shows:

- In 2000, the community was provided with 69,118 days of detention of pretrial and sentenced inmates. By 2004, this level of service had been increased to 119,045 days. This is a 72% increase in public protection service. ⁴
- The number of annual bookings increased from 4,565 to 6,476; however, this increase was not a steady year-to-year rise. The annual number of bookings decreased in 2002 and 2004.
- The estimated average length of inmate stay increased from 15.16 days in 2002 to 18.43 days in 2004. This indicator, too, does not show steady year-to-year increases. The average length of stay decreased in 2001 and 2003.

³ This, too, is a summary table. The method of calculation is presented later in this appendix. The table can be brought up to date using the template and instructions that appear at the end of this appendix.

⁴ Note year 2002 data covers only 10 months.

Table 2

Additional Data Concerning Bed Requirements of Changes in the Number of Bookings and Length of Jail Stay. Annual 2000-2004

Year	1	2	3	4	5	6	7	8
			Average Annual Daily Change Jail In Ave. Pop. Daily Jail Start vs. End	Total Person Days In Jail	Number of Jail Bookings	Estimated Average Length of Stay (ALS)	Number of Jail Beds Required by Change In Bookings	Number of Jail Beds Required by Change In ALS
00	178-174	-4	69,118	4,565	15.16	1.9	-5.9	
01	174-222	48	71,342	5,009	14.26	20.2	27.8	
02	222-312	90	84,992	4,716	18.07	86.5	3.5	
03	312 - 345	33	118,333	6,743	17.58	23.1	9.9	
04	345 - 319	-26	119,045	6,476	18.43	-37.2	11.2	
Total Change:		141				94.5	46.5	
		100%				67%	33%	

Notes: Jail capacity was increased from 133 to 268 in October 2001. March and July 2002 bookings are incomplete, so the months were deleted from the analysis. The jail records system was changed during September 2002.

Additional Analyses Needed

This same table can be constructed for any subpopulation of inmates in the jail. All that will be needed to do these additional analyses is the number of bookings and the average daily jail population of any subgroup in the jail. It would be useful, for example, to repeat this analysis separately for:

- Men and for women;
- Felony admissions vs. misdemeanor admissions;
- Fresh arrests vs. arrests for failing to comply (FTA, Failure to pay, etc.)

These analyses would help isolate the characteristics of the group(s) that are most responsible for changes in the average daily jail population.

It is unlikely these changes occur evenly across all inmate subtypes. Usually, most of the change can be attributed to a few inmate subgroups. Managing the size of these subgroups is the key to jail population management.

Summary of Findings and Implications

1. The number of bookings and their lengths of stay determine the number of people in jail. This dynamic also determines changes in the size of all of the subgroups of the inmate population.
2. From January 2000 through December 2004, growth in bookings and the average length of stay combined to produce rapid growth in the jail system inmate population (141 inmates). The increase in bookings accounted for 67% of the change; the remainder was driven by the increase in the average length of stay. The average length of stay increased from 15.63 days in January 2000 to 19.74 days in December 2004.⁵ (See Table 3).
3. This long-term trend seems to be changing. During the period August 2002 through December 2004, the increase coming from bookings diminished slightly, while the increase coming from increases in the average length of inmate stays gained greater share. (See Table 4)
4. Managing jail system occupancy levels can only be accomplished in three ways:

⁵ The annual high during this period was 20.2 days (September 2004).

- a) Increase bed space capacity; b) decrease admissions; and c) decrease average lengths of inmate stays. While one or more of these three strategies may be easier, technically or politically, employing all three strategies will make it easier to manage the future size of the jail system population.
5. Vigo County justice system officials need to work together to determine and manage the size and character of the justice system workload, and diminish the extent to which the workload itself manages the system.
 6. There is significant month-to-month and quarter-to-quarter variation in the number of bookings and average length of stay. These fluctuations appear to stem from changes in decision-making about cases and people as they make their passage through the justice system, not erratic swings in the behavior of the criminal population.
 7. Managing the size of the jail system population will depend upon achieving agreements about changes in justice system policies. This is because changes in the size of the jail population are primarily the result of changes in the response of the justice system.
 8. A jail population analysis system that provides continuous information about changes in bookings and lengths of stay of inmate population subgroups will permit policy makers to better understand and manage the size and character of the jail population.
 9. Vigo County should establish a basic jail population analysis system.⁶ No new data is required. The data needed by such a system is already collected at the jail. It simply needs to be put into a proper form, analyzed and routinely reported out.
 10. The jail population analysis system should be used to continuously determine if programs that have been/are being initiated to reduce crowding and/or change the composition of the jail population are meeting their intended objectives.

⁶ A very basic jail population analysis system is described in a short 12-page publication available free from the National Institute of Corrections. See: *Preventing Jail Crowding: A Practical Guide*, NIC publication number 016720, available from the National Institute of Corrections Information Center, 800-877-1461 or send an e-mail request for the publication to asknicic@nicic.org. The publication is free. An electronic download PDF version of the publication is also available at <http://www.nicic.org/pubs/2001/016720.pdf>

Example: A new program is developed with the objective of reducing the number of bed days of a specific type of inmate population. A jail population analysis should be undertaken to determine a baseline of the number of jail bookings and the number of bed days absorbed by this group prior to this change. The same data should be collected, analyzed and periodically reported out in the months following the initiation of the program.

Explanation of How the Analysis is done

Tables 3 and 4 of this report contain more technical information.

Table 3 provides the columns of data used to calculate the figures that appear in Tables 1 and 2.⁷ It summarizes the month-by-month change in the jail system average daily population for the period January 2000 through December 2004. This is a very long, detailed table and is included here for reference. It provides the month-by-month template that could be extended into the future by the jail staff.

Note that there is great month-to-month variation in the last two columns of the table. These swings in the bed requirements are most likely the result of changes in justice system response to the workload, not changes in the behavior of the criminal population.

The jail system population can increase rapidly when bookings and average lengths of stay both increase.

A separate analysis was conducted for a shorter, more recent period. This was done to discern if changes in the overall trend might be appearing, either because of changes in record keeping or changes in detention policy and practice.

Table 4 summarizes the month-by-month change in the jail system average daily population for the period August 2002 to December 2004.⁸ The total ADP increased by 41 inmates over this period of time, 24.7 due to an increase in bookings (responsible for 60% of the change) and 16.3 due to an increase in the average length of stay (40% of the change).

Thus, the more recent analysis shows a slowing of the rate at which bookings are increasing and an increase in the ALS side of the equation. Change in the ALS now accounts for 40% of the increase in ADP, compared to 33% over the entire 2000-2004 period. This indicates that

⁷ The calculations are presented on page 14.

⁸ Note the jail records system was changed in August 2002.

Table 3
Change Due to Increase in Bookings vs. Increase in Average Length of Jail Stay.
January 2000- Through December 2004

C	D	E	F	G	H	I	J	K	L	M
Month and Year	Average Daily Jail Population (ADP)	Change In Ave. Daily Jail Pop.	Number of Days in Period	Total Person Days In Jail	Number of Jail Bookings	Change In Number of Jail Bookings	Estimated Average Length of Stay (ALS)	Number of Bed Days Consumed by change in Bookings	Number of Jail Beds Required by change in Bookings	Number of Jail Beds Required by change in ALS
January 00	178	n/a	31	5,518	353	n/a	15.63	n/a	n/a	n/a
February 00	206	28	29	5,974	381	28	15.68	437.7	15.1	12.9
March 00	195	-11	31	6,045	401	20	15.07	313.6	10.1	-21.1
April 00	179	-16	30	5,370	368	-33	14.59	-497.5	-16.6	0.6
May 00	175	-4	31	5,425	399	31	13.60	452.4	14.6	-18.6
June 00	192	17	30	5,760	375	-24	15.36	-326.3	-10.9	27.9
July 00	204	12	31	6,324	416	41	15.20	629.8	20.3	-8.3
August 00	204	0	31	6,324	423	7	14.95	106.4	3.4	-3.4
September 00	197	-7	30	5,910	351	-72	16.84	-1076.4	-35.9	28.9
October 00	184	-13	31	5,704	381	30	14.97	505.1	16.3	-29.3
November 00	179	-5	30	5,370	366	-15	14.67	-224.6	-7.5	2.5
December 00	174	-5	31	5,394	351	-15	15.37	-220.1	-7.1	2.1
January 01	184	10	31	5,704	425	74	13.42	1137.2	36.7	-26.7
February 01	188	4	28	5,264	389	-36	13.53	-483.2	-17.3	21.3
March 01	189	1	31	5,859	423	34	13.85	460.1	14.8	-13.8
April 01	190	1	30	5,700	404	-19	14.11	-263.2	-8.8	9.8
May 01	189	-1	31	5,859	414	10	14.15	141.1	4.6	-5.6
June 01	187	-2	30	5,610	416	2	13.49	28.3	0.9	-2.9
July 01	199	12	31	6,169	432	16	14.28	215.8	7.0	5.0
August 01	187	-12	31	5,797	431	-1	13.45	-14.3	-0.5	-11.5

Table 3 (continued)
Change Due to Increase in Bookings vs. Increase in Average Length of Jail Stay,
January 2000- Through December 2004

C	D	E	F	G	H	I	J	K	L	M
Month and Year	Average Daily Jail Population (ADP)	Change in Ave. Daily Jail Pop.	Number of Days in Period	Total Person Days in Jail	Number of Jail Bookings	Change in Number of Jail Bookings	Estimated Average Length of Stay (ALS)	Number of Bed Days Consumed by change in Bookings	Number of Jail Beds Required by Change in Bookings	Number of Jail Beds Required by Change in ALS
September 01	201	14	30	6,030	439	8	13.74	107.6	3.6	10.4
October 01	198	-3	31	6,138	438	-1	14.01	-13.7	-0.4	-2.6
November 01	211	13	30	6,330	403	-35	15.71	-490.5	-16.3	29.3
December 01	222	11	31	6,882	395	-8	17.42	-125.7	-4.1	15.1
January 02	239	17	31	7,409	450	55	16.46	958.3	30.9	-13.9
February 02	268	29	28	7,504	418	-32	17.95	-526.9	-18.8	47.8
April 02	274	6	30	8,220	445	27	18.47	484.7	16.2	-10.2
May 02	258	-16	31	7,998	437	-8	18.30	-147.8	-4.8	-11.2
June 02	274	16	30	8,220	398	-39	20.65	-713.8	-23.8	39.8
August 02	278	4	31	8,618	470	72	18.34	1487.0	48.0	-44.0
September 02	270	-8	30	8,100	490	20	16.53	366.7	12.2	-20.2
October 02	321	51	31	9,951	549	59	18.13	975.3	31.5	19.5
November 02	310	-11	30	9,300	517	-32	17.99	-580.0	-19.3	8.3
December 02	312	2	31	9,672	542	25	17.85	449.7	14.5	-12.5
January 03	289	-23	31	8,959	549	7	16.32	124.9	4.0	-27.0
February 03	296	7	29	8,584	473	-76	18.15	-1240.2	-42.8	49.8
March 03	316	20	31	9,796	568	95	17.25	1724.1	55.6	-35.6
April 03	304	-12	30	9,120	543	-25	16.80	-431.2	-14.4	2.4
May 03	339	35	31	10,509	594	51	17.69	856.6	27.6	7.4
June 03	344	5	30	10,320	560	-34	18.43	-601.5	-20.1	25.1
July 03	347	3	31	10,757	645	85	16.68	1566.4	50.5	-47.5

Table 3 (continued)
Change Due to Increase in Bookings vs. Increase in Average Length of Jail Stay.
January 2000- Through December 2004

C	D	E	F	G	H	I	J	K	L	M
Month and Year	Average Daily Jail Population (ADP)	Change in Ave. Daily Jail Pop.	Number of Days in Jail Period	Total Person Days In Jail	Number of Jail Bookings	Change in Number of Jail Bookings	Estimated Average Length of Stay (ALS)	Number of Bed Days Consumed by change in Bookings	Number of Jail Beds Required by Change in Bookings	Number of Jail Beds Required by Change in ALS
August 03	330	-17	31	10,230	584	-61	17.52	-1017.3	-32.8	15.8
September 03	322	-8	30	9,660	573	-11	16.86	-192.7	-6.4	-1.6
October 03	323	1	31	10,013	575	2	17.41	33.7	1.1	-0.1
November 03	323	0	30	9,690	507	-68	19.11	-1184.1	-39.5	39.5
December 03	345	22	31	10,695	572	65	18.70	1242.3	40.1	-18.1
January 04	316	-29	31	9,796	546	-26	17.94	-486.1	-15.7	-13.3
February 04	348	32	29	10,092	527	-19	19.15	-340.9	-11.8	43.8
March 04	334	-14	31	10,354	604	77	17.14	1474.5	47.6	-61.6
April 04	325	-9	30	9,750	503	-101	19.38	-1731.4	-57.7	48.7
May 04	305	-20	31	9,455	517	14	18.29	271.4	8.8	-28.8
June 04	307	2	30	9,210	513	-4	17.95	-73.2	-2.4	4.4
July 04	301	-6	31	9,331	557	44	16.75	789.9	25.5	-31.5
August 04	336	35	31	10,416	577	20	18.05	335.0	10.8	24.2
September 04	329	-7	30	9,870	493	-84	20.02	-1516.4	-50.5	43.5
October 04	332	3	31	10,292	580	87	17.74	1741.8	56.2	-53.2
November 04	353	21	30	10,590	558	-22	18.98	-390.4	-13.0	34.0
December 04	319	-34	31	9,889	501	-57	19.74	-1081.8	-34.9	0.9
total										
Change:	141	141							94.5	46.5
	100%								67%	33%

Note: Data for March and July 2002 have been removed from the analysis.

Table 4
Change Due to Increase in Bookings vs. Increase in Average Length of Jail Stay.
August 2002-December 2004

C	D	E	F	G	H	I	J	K	L	M
Month and Year	Average Daily Jail Pop. (ADP)	Change in Ave. Daily Jail Pop.	Number of Days in Jail	Total Person Days in Jail	Number of Jail Bookings	Change in Number of Jail Bookings	Estimated Average Length of Stay (ALS)	Number of Bed Days Consumed by Change In Bookings	Number of Beds Required by Change In Bookings	Number of Beds Required by Change In ALS
August 02	278	n/a	31	8,618	470	470	18.34	n/a	n/a	n/a
September 02	270	-8	30	8,100	490	20	16.53	366.7	12.2	-20.2
October 02	321	51	31	9,951	549	59	18.13	975.3	31.5	19.5
November 02	310	-11	30	9,300	517	-32	17.99	-580.0	-19.3	8.3
December 02	312	2	31	9,672	542	25	17.85	449.7	14.5	-12.5
January 03	289	-23	31	8,959	549	7	16.32	124.9	4.0	-27.0
February 03	296	7	29	8,584	473	-76	18.15	-1240.2	-42.8	49.8
March 03	316	20	31	9,796	568	95	17.25	1724.1	55.6	-35.6
April 03	304	-12	30	9,120	543	-25	16.80	-431.2	-14.4	2.4
May 03	339	35	31	10,509	594	51	17.69	856.6	27.6	7.4
June 03	344	5	30	10,320	560	-34	18.43	-601.5	-20.1	25.1
July 03	347	3	31	10,757	645	85	16.68	1566.4	50.5	-47.5
August 03	330	-17	31	10,230	584	-61	17.52	-1017.3	-32.8	15.8
September 03	322	-8	30	9,660	573	-11	16.86	-192.7	-6.4	-1.6
October 03	323	1	31	10,013	575	2	17.41	33.7	1.1	-0.1
November 03	323	0	30	9,690	507	-68	19.11	-1184.1	-39.5	39.5
December 03	345	22	31	10,695	572	65	18.70	1242.3	40.1	-18.1
January 04	316	-29	31	9,796	546	-26	17.94	-486.1	-15.7	-13.3
February 04	348	32	29	10,092	527	-19	19.15	-340.9	-11.8	43.8
March 04	334	-14	31	10,354	604	77	17.14	1474.5	47.6	-61.6
April 04	325	-9	30	9,750	503	-101	19.38	-1731.4	-57.7	48.7

Table 4 (continued)

Change Due to Increase in Bookings vs. Increase in Average Length of Jail Stay.
August 2002-December 2004

C	D	E	F	G	H	I	J	K	L	M
Month and Year	Average Daily Jail Pop. (ADP)	Change In Ave. Daily Jail Pop.	Number of Days in Jail	Total Person Days In Jail	Number of Jail Bookings	Change In Number of Jail Bookings	Estimated Average Length of Stay (ALS)	Number of Bed Days Consumed by change in Bookings	Number of Beds by Change In	Number of Beds Required by Change In
May 04	305	-20	31	9,455	517	14	18.29	271.4	8.8	-28.8
June 04	307	2	30	9,210	513	-4	17.95	-73.2	-2.4	4.4
July 04	301	-6	31	9,331	557	44	16.75	789.9	25.5	-31.5
August 04	336	35	31	10,416	577	20	18.05	335.0	10.8	24.2
September 04	329	-7	30	9,870	493	-84	20.02	-1516.4	-50.5	43.5
October 04	332	3	31	10,292	580	87	17.74	1741.8	56.2	-53.2
November 04	353	21	30	10,590	558	-22	18.98	-390.4	-13.0	34.0
December 04	319	-34	31	9,889	501	-57	19.74	-1081.8	-34.9	0.9
Total Change:	41	41							24.7	16.3
	100%								60%	40%

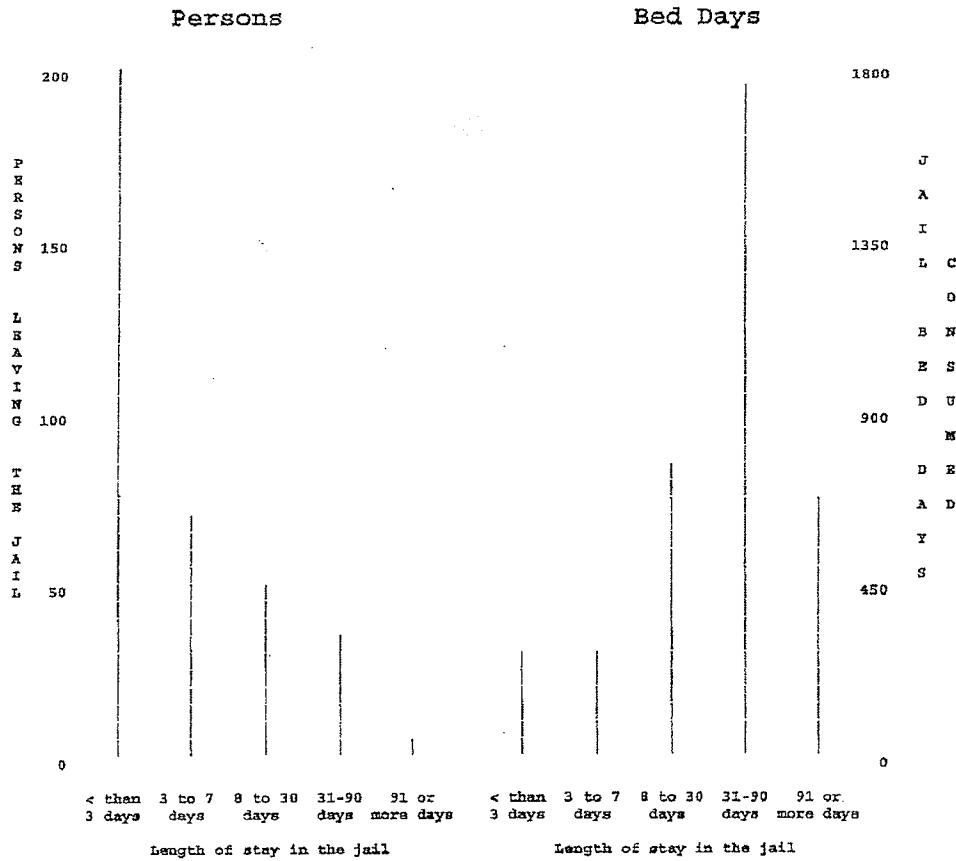
These instructions will serve as a template to both explain how the analysis is done, and to guide development of future analyses like this one.

Instructions for constructing table #3 in a spreadsheet:

1. Input numbers in columns C, D, F and H.
2. $E = \text{current D} - \text{previous D}$
3. $G = D \text{ times } F$
4. $I = \text{current H} - \text{previous H}$
5. $J = G \text{ divided by } H$
6. $K = \text{Current } I \text{ times previous } J$
7. $L = K \text{ divided by } F$
8. $M = E - L$
9. Total D = last D minus first D
10. To Get Totals, sum all Es, Ls and Ms.
11. $E = L \text{ plus } M \text{ for each row and for total.}$

Appendix E: 1999 Vigo County Jail Use

The number of persons leaving the Vigo County Jail and the
the number of jail bed days consumed by the length of stay in the jail
September, 1999



**Number of persons released from the Vigo County jail
by reason for release
September, 1999**

Reason for Release	Length of Stay					
	Number of Persons	0 to 2 days	3 – 7 days	8 – 30 days	31 – 90 days	90+ days
Bail	119	68	31	13	7	0
Own Recognizance	94	85	4	3	2	0
Release by Court	64	36	16	8	3	1
Release to Another Agency	36	5	7	11	10	3
Expiration of Sentence	34	3	7	12	11	1
Federal Hold	6	1	3	2	0	0
Other	1	1	0	0	0	0
Total	354	199	68	49	33	5

Appendix F: Purpose of the Vigo County Jail

The following is a draft list of the purposes of the Vigo County jail. It was created during a brainstorming exercise in the group meeting. This list below should be edited to reflect the actual desired purposes of the County jail.

What is Purpose of the Vigo County Jail?

- Hold violent persons pretrial
- Hold violent persons awaiting sentence
- Public Safety
- To get a person's attention
- Deterrent
- Punishment
- Rehabilitation/Treatment
- Education/GED
- Economic development
- Revenge/Retaliation
- Place for medical care
- Hold persons who are a danger to one other person
- Hold high-financial-risk persons
- Hold drug users or manufacturers
- Hold technical violators

Appendix G: County to State Jail Comparison

Jail Comparisons between Vigo County and the Indiana State Average

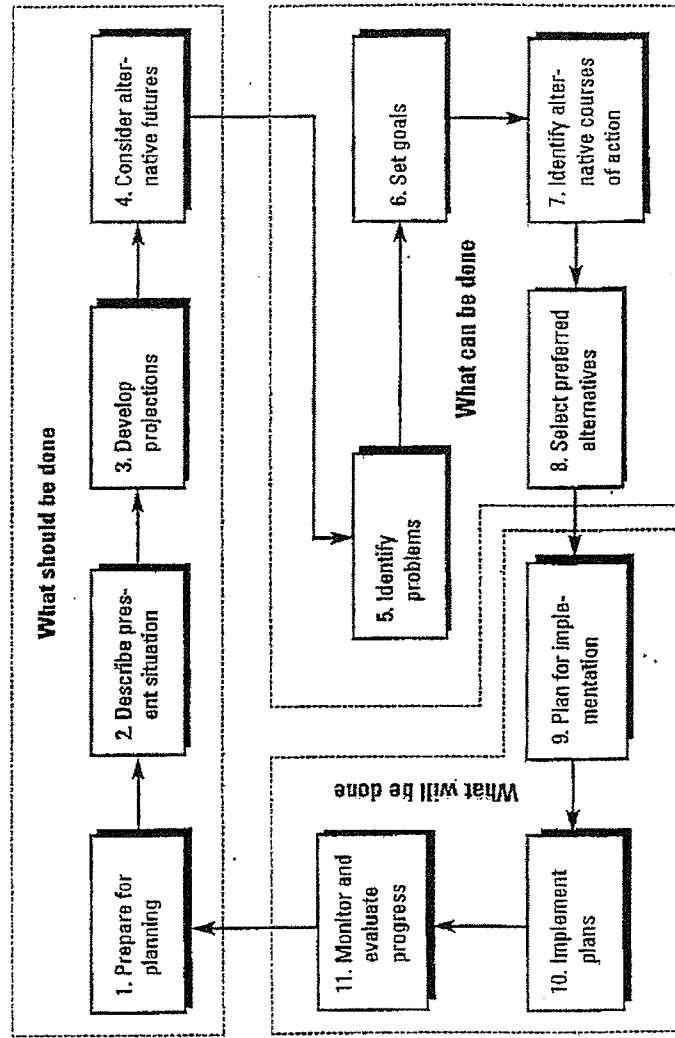
	# jail beds per 1,000 population		# inmates per 1,000 population	
	<i>Low</i>	<i>High</i>	<i>Low</i>	<i>High</i>
<i>92-county range</i>	.18	6.7	1.07	6.1
<i>State average</i>	2.5		2.4	
<i>Vigo County</i>	2.5		2.7	

Appendix H: Policy Planning in Criminal Justice

TYPES OF PLANNING

Policy Planning	Establishes purposes	What should we do and why?
Program Planning	Selects courses of action	What can we do and how?
Operational Planning	Allocates resources	What will we do and when?
Reactive Decision-Making	Putting out fires	#S&#@!

Exhibit 5. An 11-Step General Planning Process Model



Appendix I: Seven Key Criminal Justice Decision Points

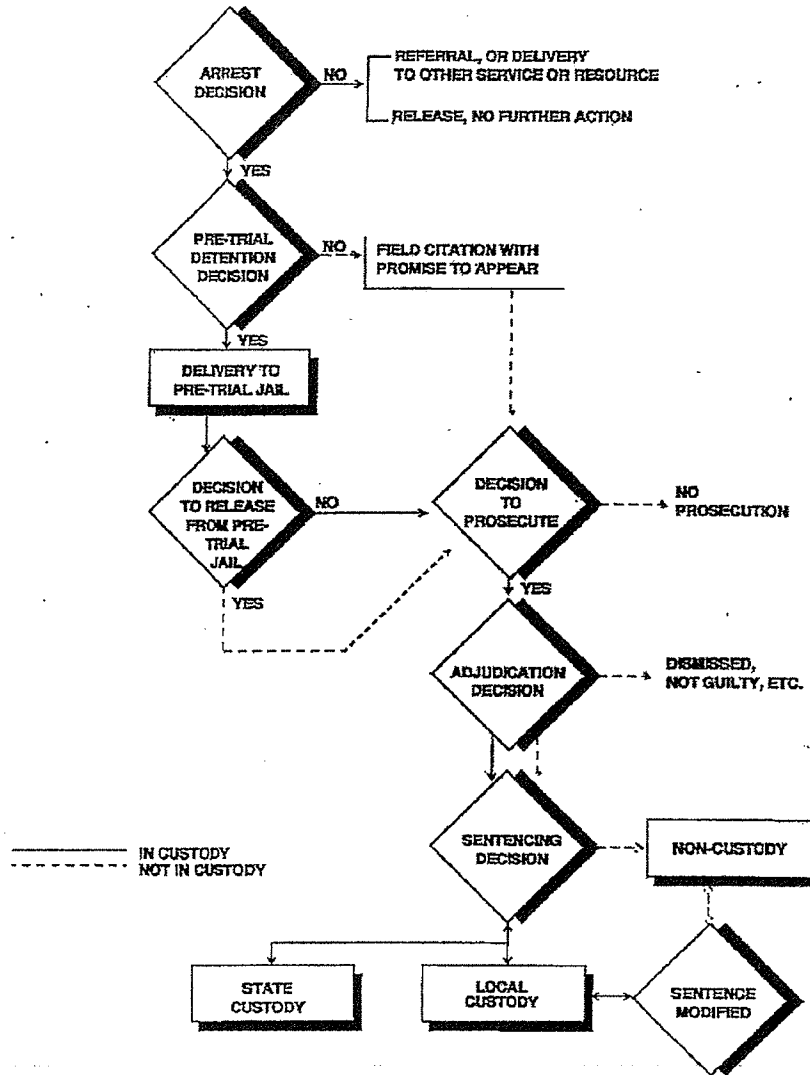
FIGURE 2

Seven key justice system decisions determine the workload, size and cost of any justice system.

1. Decision to arrest
2. Decision to detain pre-trial
3. Decision to release from pre-trial detention
4. Decision to prosecute
5. Adjudication outcome
6. Sentencing decision
7. Sentence modification decision

FIGURE 3

Flow Diagram of the Seven Key Justice System Decision Points



Denver - The Decision to Detain

DISTRIBUTION OF ADULT ARRESTS, by WHETHER ORDERED IN TO COURT or
BOOKED INTO THE JAIL, by DETAILED OFFENSE CATEGORIES
MARCH 1 to MAY 31, 1997

	TOTAL	BOOKED	ORDER IN	PERCENT BOOKED
TOTAL	20,454	14,748	5,706	72%
PART I PERSON FELONY	372	372	0	100%
PART I BURGLARY FELONY	60	60	0	100%
THEFT FELONY	248	248	0	100%
THEFT MISD	1,056	360	696	34%
PART II PERSON FELONY	13	11	2	85%
PERSON MISD	2,182	1,753	429	80%
PROPERTY FELONY	75	74	1	99%
PROPERTY MISD	354	260	94	73%
DRUGS FELONY	686	685	1	100%
DRUGS MISD	564	158	406	28%
TRAFFIC FELONY	2	2	0	100%
TRAFFIC MISD	477	153	324	32%
PROSTITUTION FELONY	1	1	0	100%
PROSTITUTION MISD	325	258	67	79%
PUBLIC ORDER MISD	2,897	940	1,957	32%
MISCELLANEOUS MISD	2,979	1,250	1,729	42%
WARRANTS F T A WARRANT	4,669	4,669	0	100%
HOLD	1,504	1,504	0	100%
OTHER WARRANT	1,990	1,990	0	100%

Public Order includes: Liquor law violations; Disorderly Conduct.

FIGURE 4

Rate Comparisons - 1986/87

Santa Clara County Compared to Statewide Averages
Selected Justice Indicators at
Major Decision Points

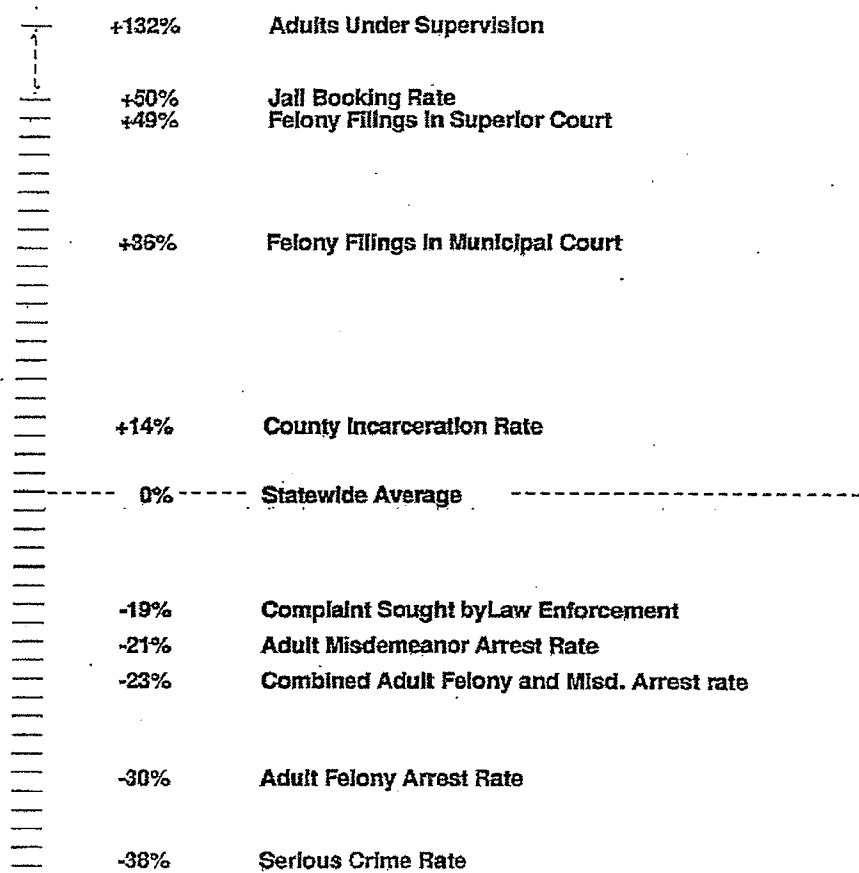


Illustration A

CALIFORNIA'S 58 COUNTIES:
GROUPED BY CRIME RANK and
COMBINED CITY and COUNTY PER CAPITA
JUSTICE EXPENDITURE RANK

		1993 PER CAPITA EXPENDITURES										
		Low Expenditures Rank 40 - 58			Medium Expenditures Rank 20 - 39			High Expenditures Rank 1 - 19				
1993 CRIME	High Crime Rank 1 - 19	San Bernardino	8	41	Fresno	1	36	San Francisco	2	6		
		Stanislaus	9	45	Riverside	6	22	Los Angeles	3	7		
		<i>Yuba</i>	12	56	San Diego	10	33	San Joaquin	4	18		
				Kern	13	40	Imperial	11	26	Sacramento	5	15
				<i>Mariposa</i>	14	44	<i>Lake</i>	16	29	Alameda	7	9
				Madera	15	58	Solano	19	27	Contra Costa	17	19
				Marced	18	53						
				High C Low E 7			High C Med E 6			High C High E 6		
		Medium Crime Rank 20 - 39	Tulare	21	55	Yolo	20	24	Orange	23	12	
	Humbolt		22	50	<i>Plumas</i>	26	31	<i>Alpine</i>	24	1		
	<i>Sutter</i>		25	52	Monterey	29	37	<i>Trinity</i>	28	8		
	<i>Tehama</i>		27	46	Santa Cruz	30	25	<i>Mono</i>	38	4		
	Butte		31	57	<i>Mendocino</i>	32	28					
	<i>San Benito</i>		36	51	Placer	33	35					
					Shasta	34	23					
				Sonoma	35	21						
				El Dorado	37	34						
				Santa Barbara	39	20						
			Med C Low E 6			Med C Med E 10			Med C High E 4			
	Low Crime Rank 40 - 58	Kings	40	42	<i>Del Norte</i>	48	32	Vennra	41	17		
		<i>Calaveras</i>	45	49	Napa	50	30	Santa Clara	42	10		
		<i>Glenn</i>	46	48	<i>Modoc</i>	54	38	San Mateo	43	11		
		<i>Touhonne</i>	47	54	<i>Amador</i>	56	39	<i>Colusa</i>	44	5		
		San Luis Obispo	51	43				Marin	49	14		
		<i>Nevada</i>	52	47				<i>Siskiyou</i>	53	13		
								<i>Sierra</i>	55	2		
							<i>Lassen</i>	57	16			
							<i>Inyo</i>	58	3			
			Low C Low E 6			Low C Med E 4			Low C High E 9			

Notes:

- The first number following each county name is the county crime rank; the second number following each county name is the per capita city and county expenditure for Justice 92/93. 1 = the worst crime rate and highest per capita expenditures.
- Counties shown in italics are all under 100,000 population.

Appendix J: A Continuum of Sanctions

**Jefferson County, CO, ADP, Capacity, and Cost Matrix
Adult Offenders/Defendants Under Supervision in Winter of 2004
Presented: March 17, 2004**

1	2	3	Type of Control												
			A	B	C	D	E	F	G	H	I	J	K	L	M
			Field Supervision										Custodial		
			Superv Pretrial Release	Comin Services City	DA's Diver	Muni Prob	Private Prob	County (State) Prob	Comm Corr: NonRes	County (State) Prob	Comm Corr: NonRes	State Prob: NonRes	Comm Corr: Resid	Jeffco-Jeill	State Prison
4	ADP		1204	1499	620	1248	2519	4475	77	810	149	1165	2781		
5	Capacity		1204	1498	700	1447	Unlimited	4500	125	810	160	1289	2781		
6	Daily Budget		\$1,1542	\$895	\$2,038	\$987	\$1,667	\$11,000	\$200	\$8,552	\$7,255	\$68,145	\$211,985		
7	Daily Cost per Person		\$1.26	\$0.68	\$3.29	\$1.90	\$0.66	\$2.46	\$2.60	\$10.66	\$49.89	\$59.00	\$76.23		

Ratio of Supervision Type to Expenditures

Winter 2004

