

Public Safety Facility Advisory Committee Recommendation Report

APRIL 2016

April 26, 2016

Dear County Court and City Council Members:

When the Public Safety Facility Advisory Committee (PSFAC) began its work in July 2015 we were, by design, a diverse and independent-minded group with a common goal to work on behalf of our fellow citizens and determine: Is there a need to improve public safety in Crook County? If so, how could it be done in the most cost-effective manner?

While these and other related questions were pretty straight forward, the answers, as we discovered, were far more complex. Reasonable, fair-minded Committee members often disagreed, but in the end we stand united behind the recommendations contained in this report.

Without the diligent and thoughtful work of our fellow Committee members, the technical support of the Crook County Sheriff's Office, City of Prineville staff and our professional facilitators it would have been far more difficult for us to develop these recommendations.

Finally, over the course of this process the Committee came to realize public safety is not just a County problem or City problem, it is a community problem. The problem needs to be addressed immediately by the Crook County Court and its City of Prineville partner but most importantly by our fellow citizens. We should all work together to continue to keep Crook County and Prineville a desirable and safe place to live, work, and raise a family.

Sincerely,

Von Thompson and Mike O'Herron
PSFAC Co-Chairs

EXECUTIVE SUMMARY

Committee Objectives/Purpose

In July 2015 a broad-based citizen group, Crook County Public Safety Facility Advisory Committee (Committee), was formed by local community leaders with the charge of recommending an approach to addressing public safety facility needs in the county. The Committee researched public safety issues and developed a recommendation to present to the Crook County Court and the Prineville City Council to address public safety needs.

Committee Mission Statement: *To recommend a safe and efficient public safety facility plan to the Crook County Court and the Prineville City Council.*

Synopsis of Current Public Safety Issues

The Committee recognized Crook County (County) and the City of Prineville (City) face a number of public safety facility issues including: (1) an insufficient number of available jail beds; (2) significant safety and structural issues; and (3) offices lack adequate space.

The County currently rents space from the City for 16 jail beds in Prineville in a building built in 1968. An additional 25 beds are rented from the Jefferson County Jail in Madras for a total of 41 jail beds. The County’s current jail bed capacity does not meet the present need. In any given month there are between 70 and 90 convicted offenders waiting to serve sentences. Further, offenders are routinely released from jail early. Any consideration of expanding jail bed capacity within the County’s current jail infrastructure is not feasible due to a significantly inadequate jail facility which has reached the end of its lifespan, is unsafe for both staff and inmates, and will require moving to another location within a few years.

Committee Process Summary

The Committee retained Jensen Strategies to facilitate Committee meetings and assist in the development of a public safety facility recommendation. Between July 2015 and April 2016 the Committee: (1) developed a mission statement, objectives, and decision making criteria; (2) gathered and researched information and data related to Crook County public safety; and (3) deliberated and prioritized recommendations related to addressing future public safety facility needs. County and City elected officials and staff contributed factual data and information at key milestones during the process.

Recommendation Summary

Based on research and analysis of the issues currently facing public safety facility needs in the County, the Committee recommends the following actions to the Crook County Court and the Prineville City Council.

The Crook County Public Safety Advisory Committee recommends constructing a new jail facility on County and/or City property in the area defined by NE 2nd Street, NE Elm Street, East First Street, and NE Court Street. The new jail facility should accommodate at least 70 jail beds and should be designed and built to accommodate future growth when needed.

In addition, the Committee strongly advocates the following guidelines be part of any plan to implement the above recommendation:

1. Any public bond measure to construct the public safety facility should not exceed \$10 million.
2. Utilize a mix of funding sources to minimize taxpayer financial impact and foster community partnerships. These funding sources may include: construction bond, Crook County reserves, USDA loans, corporate grants, federal and state grants, and in-kind contributions and services.
3. Given available funding, construct a jail facility as the first priority, construct or renovate the Sheriff's Office as the second priority, and incorporate the Community Corrections (Parole and Probation) Office as the third priority.
4. Adhere to the following funding principles:
 - Build within available funding resources.
 - Be fiscally prudent with taxpayer dollars.
 - Maximize the use of public and private funds.
 - Develop a strategic approach to facility design and allocation of funding resources.
5. Consider operating costs and sources of necessary operating funds for the years following jail construction.
6. Jail facility location should consider maximum accessibility for other City and County public safety functions.
7. Design the public safety facility for efficiency and labor conservation.
8. Consider technology to reduce labor costs of staff in new jail.
9. Implement a public awareness education program about the current jail facility and the positive aspects of building a new facility.

INTRODUCTION

Committee Development and Purpose

In July 2015 a 21-person citizen group, the Crook County Public Safety Facility Advisory Committee (Committee), was formed by local community leaders with the charge of recommending an approach to address public safety facility needs in the county. The membership consisted of representatives from a broad range of community interests including business, nonprofit, judicial, and faith-based. A full list of the Committee members is provided as Appendix A. The Committee researched issues, gathered a broad range of data, heard from public officials, toured two jails, and deliberated key issues related to current public safety facilities.

Mission: To guide the work of the Committee the following mission statement was adopted:

To recommend a safe and efficient public safety facility plan to the Crook County Court and the Prineville City Council.

Methodology

The Committee followed a decision-making process gathering as much information and data as possible, identifying the key issues, building a recommendation based on a series of milestone decisions, and determined the most appropriate path for addressing Crook County's public safety facility needs given available resources.

Initial Committee meetings were held during the summer of 2015 to identify key issues related to public safety facility needs. As part of these early meetings, a plethora of reports and data related to jail space need and options was shared with the members. Information in the early meetings was provided by the Sheriff's Office, corrections facility staff, County District Attorney, and Public Defenders Office. In addition, the members were given a tour of the current Crook County Jail in Prineville and the Jefferson County Jail in Madras with information provided by the respective sheriffs. The Committee's preliminary discussions during this period resulted in a robust list of issues to be discussed, researched, and reviewed.

In September 2015, the Committee retained Jensen Strategies, LLC (Consultant) to facilitate Committee meetings and assist in the development of a public safety facility recommendation. The Consultant attended and facilitated Committee and stakeholder meetings, prepared documents for each meeting to help keep members informed, communicated with Committee

members between meetings, and organized information gathered by public officials and City/County staff members.

Community members, public officials, and employees were invited to all Committee meetings. Numerous elected and appointed public officials, public employees, and other community members attended including County Commissioners Ken Fahlgren and Seth Crawford, Prineville Mayor Betty Roppe, Sheriff John Gautney, and Police Chief Dale Cummins. Many of these County and City representatives, as well as others, presented pertinent and valuable information as requested by the Committee, which helped inform the decision-making process.

Beyond the Committee meetings, the Committee Co-Chairs and other members periodically met with community leaders to inform them about the process and gather helpful information. These community leaders included Mayor Roppe, Commissioner Fahlgren, former Crook County Sheriff Jim Hensley, Sheriff Gautney, former Prineville Police Chief Les Stiles, Prineville Police Chief Dale Cummins, and former Deschutes County Sheriff Larry Blanton.

Four criteria were established to guide the recommendation development process. The Committee decided the recommendation should:

- A. Maximize affordability for the community.
- B. Maximize the opportunity to meet current and future jail facility needs.
- C. Integrate public safety functions wherever possible and practical.
- D. Promote a safe environment for staff, inmates, and the public.

The recommendation process was designed with key decision-making milestones, which built on each other, specifically answering the following four questions:

1. Are the current jail facilities adequate? If not, how many new jail beds are needed?
2. Should the County build (or renovate) a new jail facility or should it continue renting jail beds from Jefferson County?
3. If other public safety functions are co-located with the jail, what would they be and in what priority?
4. If the County builds or renovates a new jail facility, where should the facility be located?

The following sections describe the answers to these questions and the rationale behind each.

SUFFICIENCIES OF JAIL FACILITIES

The Committee conducted a review of the Crook County and Jefferson County Jails, which provided an understanding of current jail conditions and the implications for the community.

Jail Facilities: Crook County utilizes a total of 41 jail beds for incarcerated offenders with 16 beds located at the Crook County Jail in Prineville and an additional 25 beds being rented at the Jefferson County Jail in Madras, located roughly 30 miles northwest of Prineville.

Highlights about the Crook County Jail:

- The County leases the jail space from the City.
- Built in 1968 and has outlived its functional life as a jail facility.
- No space available to house inmates who require separation from others including female inmates, violent individuals, sex offenders, or inmates who don't get along.
- Substandard security with old style bar doors that allow inmates to: reach through the door and grab or strike a corrections deputy, spit on the deputies, or worse. Modern jail facilities have solid doors that alleviate these risks.
- Old fashioned key locks that require the deputies to physically carry keys in order to open doors in the jail. This situation risks an inmate attack that leads to inmate access to the entire facility as well as to the outside. In a modern jail, doors are controlled electronically from a control room, which eliminates the chance of inmate escape by overpowering a deputy.
- Insufficient space for booking and holding, especially during a disturbance by those in custody.
- Construction that is inadequate and does not meet current seismic requirements; an outdated plumbing and sewer system, poor lighting; inadequate heating and cooling systems; and a leaky roof.
- Elements of the jail do not meet federal jail standards.

Implications of Jail Space Shortage

The number of offenders sentenced to serve jail time each month in Crook County is far greater than the number of available jail beds. During calendar years 2014 and 2015, an average of 103 people per month were sentenced to jail time in Crook County. With 41 available beds, a large portion of those sentenced served a reduced sentence or no jail time at all. In fact, the average number of convicted offenders waiting to serve sentences at any given time in Crook County is between 70 and 90 people.

Matrixing: One consequence of the lack of jail space is the utilization of a process referred to as matrixing. The matrix process is a list of criteria used by corrections staff to determine which inmates should be released early from their sentences to allow for other offenders to be incarcerated. Using the matrix system, each offender is scored based on his/her criminal history and the seriousness of the crime committed, among other criteria. This score helps determine the risk of releasing the inmate. In 2015, approximately 440 inmates were released early based on matrix scores and a lack of available jail beds. Further, in the first three months of 2016, at least 85 additional inmates have been released based on the matrixing process. With an adequate number of jail beds, matrixing rarely occurs in most other Oregon counties including neighboring Jefferson and Deschutes.

Sentencing Limitations: Judges, faced with the reality that offenders sentenced in their courts may not serve jail time, have been reluctant to order incarceration for low level offenses.

Community Safety: The lack of jail space has led to sentenced offenders serving either shorter incarceration periods or not serving at all. The message to future offenders is there is little or no consequence to criminal actions in Crook County. Further, the individuals on the waiting list to serve jail time have the potential of committing additional crimes.

Recommendation: New Jail Facility Needed

The Committee concluded the County is in need of new and expanded jail space. Based on the condition of the current jail, combined with the implications of the jail space shortage, it is imperative that functional and adequate jail space be provided.

BUILD/RENOVATE VS RENT

The Committee reviewed the question of whether building or renovating a new jail facility in Crook County or renting additional beds at the Jefferson County Jail is preferable. For fiscal year 2015-16 Crook County spent a total of \$637,951 for jail space; rental of the Crook County Jail location owned by the City of Prineville (\$18,130) and the rental of jail beds from Jefferson County (\$619,821). However, the actual rental cost of beds from the Jefferson County Jail is higher due to a number of factors including: time spent driving inmates to and from the jail, the expense of using public safety vehicles for transport, inflated medical cost for inmates not being housed at the Crook County Jail, and more. In addition, the rental rate for jail beds at the Jefferson County Jail increased 5% this year.

Jefferson County has offered to rent the County additional jail beds. Based on recent estimates, the rental of a maximum of 80 beds would be roughly \$2.2 million annually. However, the County would be required to build a holding facility in Prineville for arrested individuals to be processed and held temporarily before being transferred to the Jefferson County Jail. The estimated cost of building the holding facility is \$4.8 million not including the estimated operating costs of the holding facility. Annual operating costs for the rental of jail beds from Jefferson County, plus the operational costs of the holding facility in Prineville, is estimated at roughly \$2.7 million annually.

While the opportunity to rent jail beds from Jefferson County offers a quick and “easy” solution to expanding jail space capacity, it comes with risks as well. Currently, Crook County is liable for its own inmates’ care even while they are in the custody of Jefferson County. Without oversight of personnel at the Madras facility, Crook County must trust the policies and procedures adhered to at the Jefferson County Jail will limit its legal liability and financial costs of lawsuits related to alleged improper inmate care. In addition, as deputies are transporting inmates to and from the Jefferson County jail, they are physically outside of the community and unable to protect the citizens they are pledged to serve.

On the next page is a table summarizing the pros for building or renovating in Crook County versus renting additional jail beds from Jefferson County.

Build / Renovate	Jefferson County Rental Expansion
<ul style="list-style-type: none"> • Operational efficiency through close proximity to Sheriff’s Office and other law enforcement functions • May be able to address the need for significant repair or replacement of other City/County public safety facilities • Enhance law enforcement first response capacity (less time driving to/from Madras) • Reduce inclement weather challenges for law enforcement (transporting to/from Madras) • Keep more dollars in Crook County (\$709,000 in FY 2015-16) • Avoid liability for inmates’ care under another jurisdiction • Avoid signing an 8 to 10-year agreement, with annual cost increases, with Jefferson County for rental beds in a jurisdiction not accountable to Crook County voters or the Sheriff’s supervision • Build equity by paying off an asset 	<ul style="list-style-type: none"> • Jail beds currently available • Jefferson County willing to hire Crook County deputies laid off by closure of Crook County jail • Jefferson County currently willing to offer a “pay-as-you-need” volume discount (more beds, less cost) • No asset to pay off

Recommendation: Build/Renovate a Jail Facility

The Committee recommends building and/or renovating a jail facility in Crook County rather than continuing and expanding jail bed rental in Jefferson County.

NUMBER OF JAIL BEDS

The recommended number of jail beds for a jail facility was based on a number of factors including:

- A 2013 study conducted by DLR, which determined a current need for 67 to 81 jail beds.
- The above study also highlighted the need for a functional jail to continuously have a number of empty beds in order to accommodate immediate and changing needs.
- Crook County Sheriff Gautney and Prineville Police Chief Cummins recommended 70 to 80 beds based on current and near future needs.

As the community grows there may be a need to expand the facility for more jail beds or other public safety functions. To this end, the Committee noted the importance of a proactive approach that more effectively uses public monies today and in the future. This approach would be to think about how a new facility might be designed to meet immediate needs while incorporating expansion plans to meet future public safety needs when, or if, necessary.

Recommendation: Number of Jail Beds

The Committee recommends a jail facility with a minimum of 70 jail beds with the ability for future expansion as needed.

FACILITY LOCATION

The Committee developed a list of 11 potential factors to consider when selecting recommended sites for the jail including: proximity to downtown, proximity to other public safety facilities, and existing infrastructure onsite. Based on these factors, the Committee generated the following criteria to be used during the site selection process:

1. Locate downtown.
2. Locate near other public safety functions.
3. Locate within the Prineville City limits.
4. Locate outside of the 100-year flood plain.
5. Minimum footprint of 0.8 acres.
6. Consider environmental cleanup requirements.
7. Must have adequate infrastructure including water, sewer, power, phone and road access.

The Committee closely evaluated eight sites, of which six are owned and occupied by either the County or the City, one is privately-owned, and one is federally owned (see Appendix C for a map of evaluated sites). In addition to these eight sites, the location of the current Post Office was later added to the list of potential site locations as a subset of the NE 2nd Street location.

Each of the eight sites was analyzed against the above criteria (Appendix D). The following four sites were deemed viable enough to pursue further in terms of a recommendation:

1. NE 2nd Street
2. Pioneer Memorial Hospital
3. S. Main across from the RV Park
4. S. Main south of the Fairgrounds

The Pioneer Memorial Hospital site location was removed from the list of recommended sites because it is not located in downtown Prineville or near other public safety facility functions. Further, this location is not currently owned by the City or the County and would need to be purchased before use, adding additional cost. In addition, the cost of renovating the current building into a jail is at least equal, if not more expensive than building a new jail facility.

Numbers 3 and 4 above were also removed from the recommended site locations due to the need for infrastructure upgrades to accommodate a jail such as sewer and water improvements. Further, these sites are not located downtown or in close proximity to other public safety facility functions.

Once arriving at the NE 2nd Street site location as the final recommendation, and looking at potential future expansion of the downtown public safety facility needs, the Committee agreed that the City or County should consider purchasing the Post Office location from the federal government if that site becomes available in the future.

Recommendation: Location of Jail Facility

The Committee recommends the NE 2nd Street location delineated as the area defined by NE 2nd Street, NE Elm Street, East First Street, and NE Court Street. This location meets all the criteria generated by the Committee.

POTENTIAL CO-LOCATION OPTIONS

The Committee conducted a review of County and City public safety facilities, including the Sheriff's Office, the Prineville Police Department Office, and the Community Corrections Office (Parole and Probation). This information provided an understanding of inter-relationships between functions, the current public safety facility needs and the implications for the community. Noting the need to address the space needs and inadequate infrastructure of these functions, the Committee believed there is a potential opportunity for overall cost savings to merge some of these functions in the same facility as the jail.

Current Conditions

County Public Safety Facilities: Similar to the jail facility, the Crook County Sheriff's office is inadequate in terms of space and is in need of major building repairs. The building lacks an adequate heating and cooling system, sufficient space to conduct confidential law enforcement business, evidence storage, and security for office staff at the front counter. The Community Corrections Office (Parole and Probation) is located in a County owned building at the southwest corner of NE 3rd Street and NE Court Street, across the street from the Courthouse and in the same building as the Juvenile Department. This office area is largely inadequate partially due to a lack of space for children to wait while parents are meeting with deputies and filling out paperwork.

City Public Safety Facilities: The Prineville Police Department Offices share the same building as the Crook County Jail. Therefore, the PD offices have many of the same structural and space issues faced by the jail including dilapidated offices, a leaking roof, and not being seismically sound. In addition, the dispatch/911 center is also located in the same outdated building with substandard security systems. Sheriff Gautney and Police Chief Cummins explained to the Committee the importance of maintaining a working and functional dispatch/911 center in the case of a disaster or catastrophic event.

Co-Location Options

Based on the information gathered regarding County and City public safety facilities, the Committee believes there is a potential cost saving opportunity to co-locate certain public safety functions with the new jail. However, the primary focus should be to meet the criminal incarceration needs of the community with a new modern jail.

The Committee considered the following public safety facilities in need of renovation or new construction as potential candidates for sharing space with the new jail:

1. Sheriff's Office
2. Community Corrections (Parole and Probation)
3. Search and Rescue
4. Prineville Police Department
5. 911/Dispatch Center

Shortly before the Committee's discussion on this issue, City representatives shared recent City discussions about the Police Department and 911/dispatch facilities. Although no decisions have been made to date, the City is considering moving the 911/dispatch center to the current location of the Forest Service dispatch center at the Prineville Airport. This move, if agreed upon, could be completed within the next 12 months. In addition, the City may have the opportunity to renovate the police department building to make it usable in the long term. This renovation would allow the police department to remain located across from the jail, if it were built at the NE 2nd Street location. The Committee took these comments into consideration when making its recommendation.

Recommendation: Co-Location of Public Safety Functions

Funds permitting, the Committee recommends consideration of the following public safety functions for co-location in the new jail facility in the following order of priority.

1. Sheriff's Office
2. Community Corrections (Parole and Probation)

COMMITTEE RECOMMENDATION

Based on research and analysis of the issues currently facing public safety facility needs in the County, the Committee recommends the following actions to the Crook County Court and the Prineville City Council.

The Crook County Public Safety Advisory Committee recommends constructing a new jail facility on County and/or City property in the area defined by NE 2nd Street, NE Elm Street, East First Street, and NE Court Street. The new jail facility should accommodate at least 70 jail beds and should be designed and built to accommodate future growth when needed.

The following financial objectives and general guidelines are intended to set parameters for the main Committee recommendation regarding construction of a new public safety facility at the NE 2nd Street location. The Committee strongly recommends the following guidelines be part of any plan to implement the above recommendation:

1. Any public bond measure to construct the public safety facility should not exceed \$10 million.
2. Utilize a mix of funding sources to minimize taxpayer financial impact and foster community partnerships. These funding sources may include: construction bond, Crook County reserves, USDA loans, corporate grants, federal and state grants, and in-kind contributions and services.
3. Given available funding, construct a jail facility as the first priority, construct or renovate the Sheriff's Office as the second priority, and incorporate the Community Corrections (Parole and Probation) Office as the third priority.
4. Adhere to the following funding principles:
 - Build within available funding resources.
 - Be fiscally prudent with taxpayer dollars.
 - Maximize the use of public and private funds.
 - Develop a strategic approach to facility design and allocation of funding resources.
5. Consider operating costs and sources of necessary operating funds for the years following jail construction.
6. Jail facility location should consider maximum accessibility for other City and County public safety functions.
7. Design the public safety facility for efficiency and labor conservation.
8. Consider technology to reduce labor costs of staff in new jail.
9. Implement a public awareness education program about the current jail facility and the positive aspects of building a new facility.

Benefits to the Community

Additional jail beds and new jail facility space in Crook County will bring a number of benefits to the community including:

- The ability to include treatments for parenting skills, drug & alcohol treatment, GED programs, and more.
- The ability to offer released prisoners the above programs after time served.
- The ability to allow family members the opportunity to visit incarcerated family members easier and more frequently.
- Allowing the City and County to be more attractive to new businesses.
- Increasing the City's attractiveness for new families and individuals due to better public safety.
- The ability to consider alternative methods to incarceration, such as electronic monitoring, to minimize impacts on physical jail space and benefit the individual who needs to continue working or caring for his/her family, while still providing adequate penalties to prevent future offenses and protect the public from harm.

Recommended Next Steps

The Committee recommends an expedited process that ensures the gathering of sufficient information for a preliminary design and credible construction costs of a jail that will allow the County adequate time to develop a funding strategy that incorporates a bond with requests for private funds.

Appendix A: Committee Members

Name	Community Affiliation
Donna Barnes	Accounting Manager, Ochoco Lumber Company
Mark Bonnett	Apple Industries
John Breese	Owner, Dixie Meadow Ranch
Tom Case	Central Oregon Patriots
Tim Deboodt	Crook County Extension Agent
Brett Goodman	Technical Operations Manager, Crestview Cable
Sally Goodman	Retired, Prineville Disposal Company
Kim Hicks	Manager, Western Title and Escrow Company
Bob Horton	Former VP of Manufacturing, Contact Industries
Kim Kambak	Retired, Crook County School District
Rance Kastor	Owner, Kastor Ranch
Jim Lane	Owner, Prineville Men's Wear
Mike Mohan	Certified Public Accountant
Mike O'Herron (Co-Chair)	General Manager, Crestview Cable
Willis Roberts	Retired, Local Sawmills and Trucking Companies
John Shelk	Partner, Ochoco Lumber
Ron Sloper	Owner, Powell Butte Store
Kristi Steber	Shelk Foundation
Gary Thompson	Retired, Circuit Court Judge
Von Thompson (Co-Chair)	Retired, Les Schwab Tires
Rev. Mike Wilson	Pastor, Prineville Presbyterian Church

Facilitators: Erik Jensen and Maia Nativ of Jensen Strategies, LLC

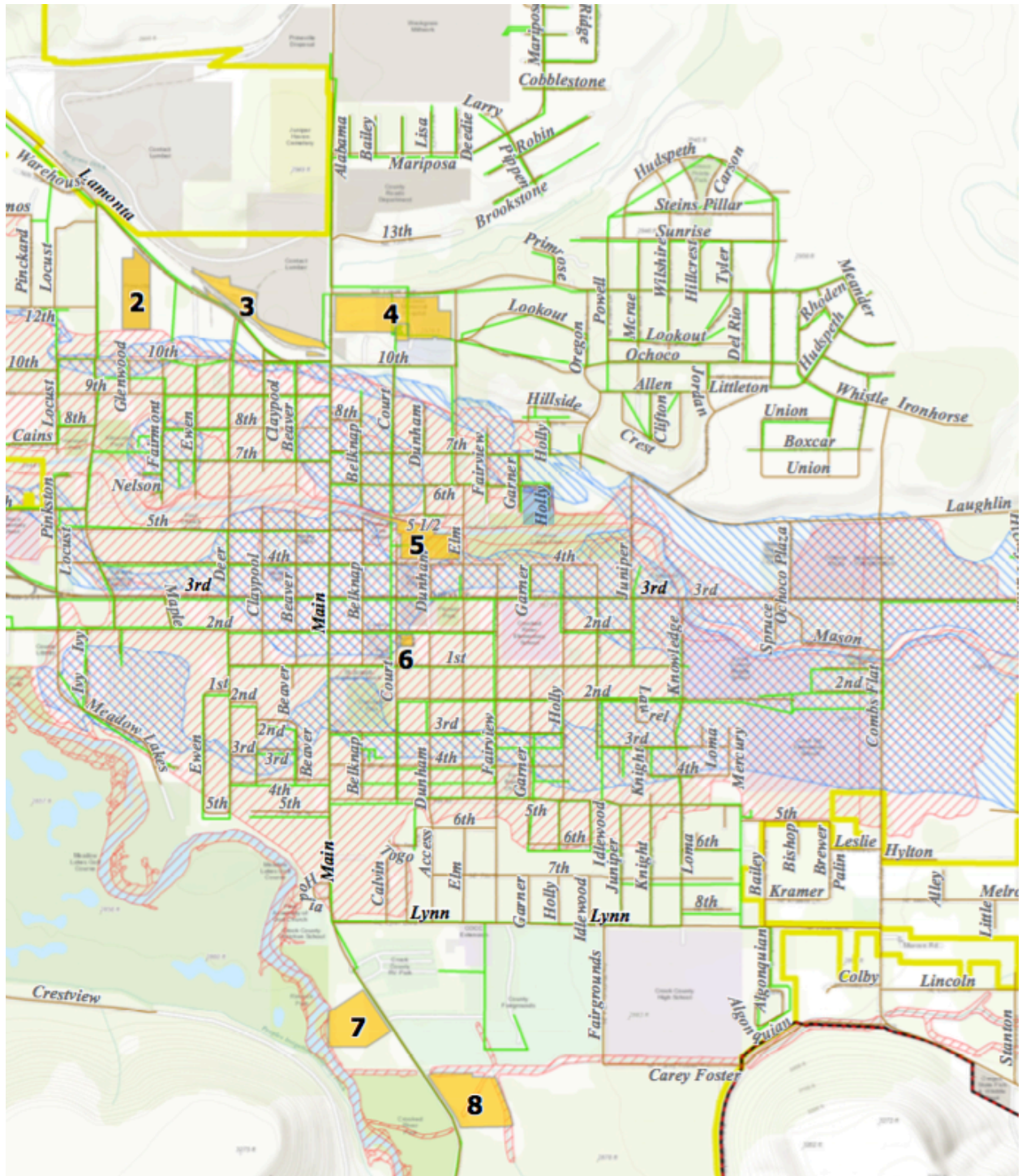
Appendix B: Committee Process Funders List

The Committee's work and final recommendation would not have been made possible without the generous support of:

- The Crook County Court: \$9,500
- The City of Prineville: \$7,500
- An Anonymous Donor: \$5,000
- The Ford Family Foundation Grant: \$5,000



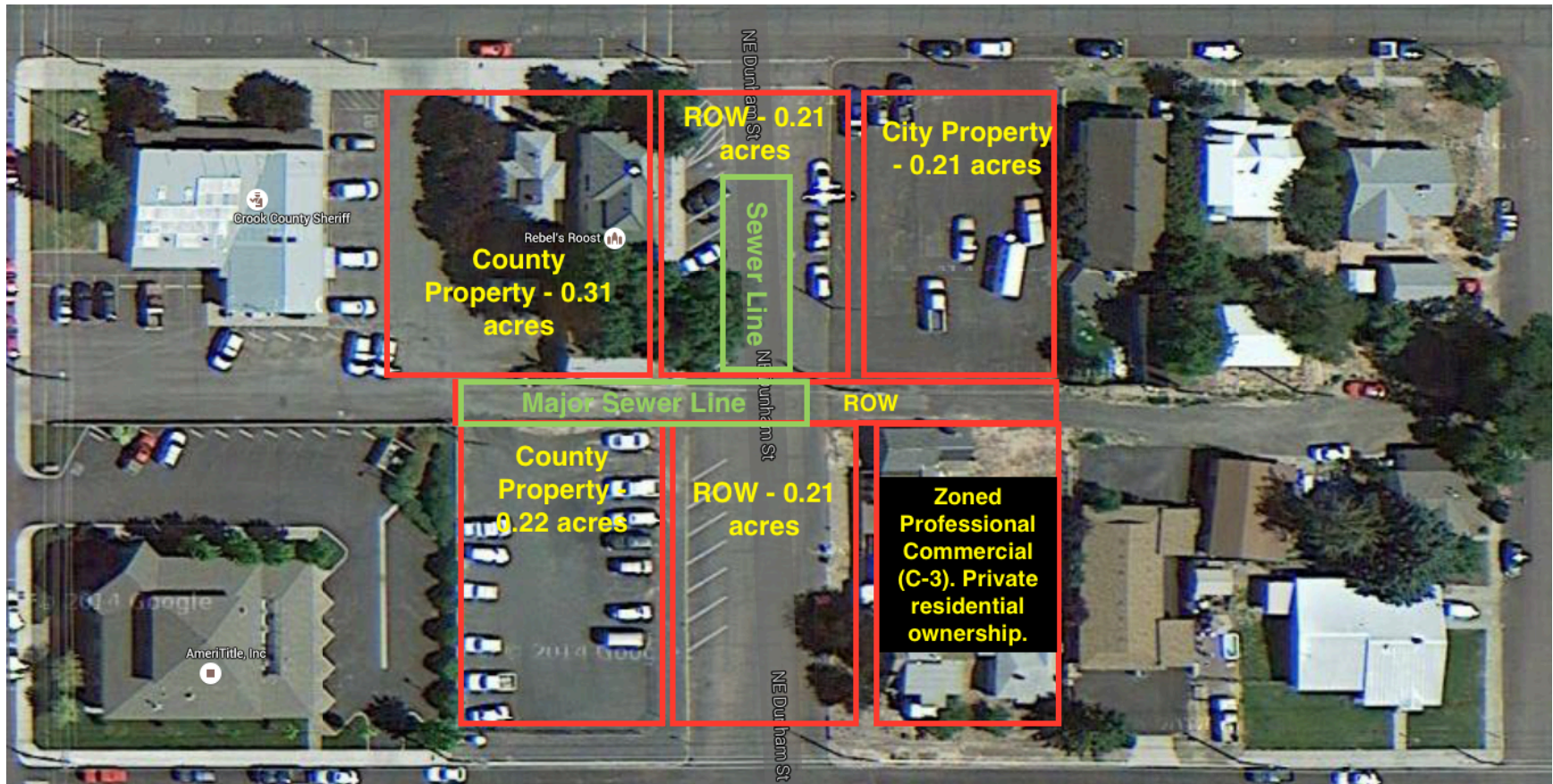
Appendix C: Map of All Publicly Owned Sites in Crook County



Appendix D: Matrix of public sites against criteria.

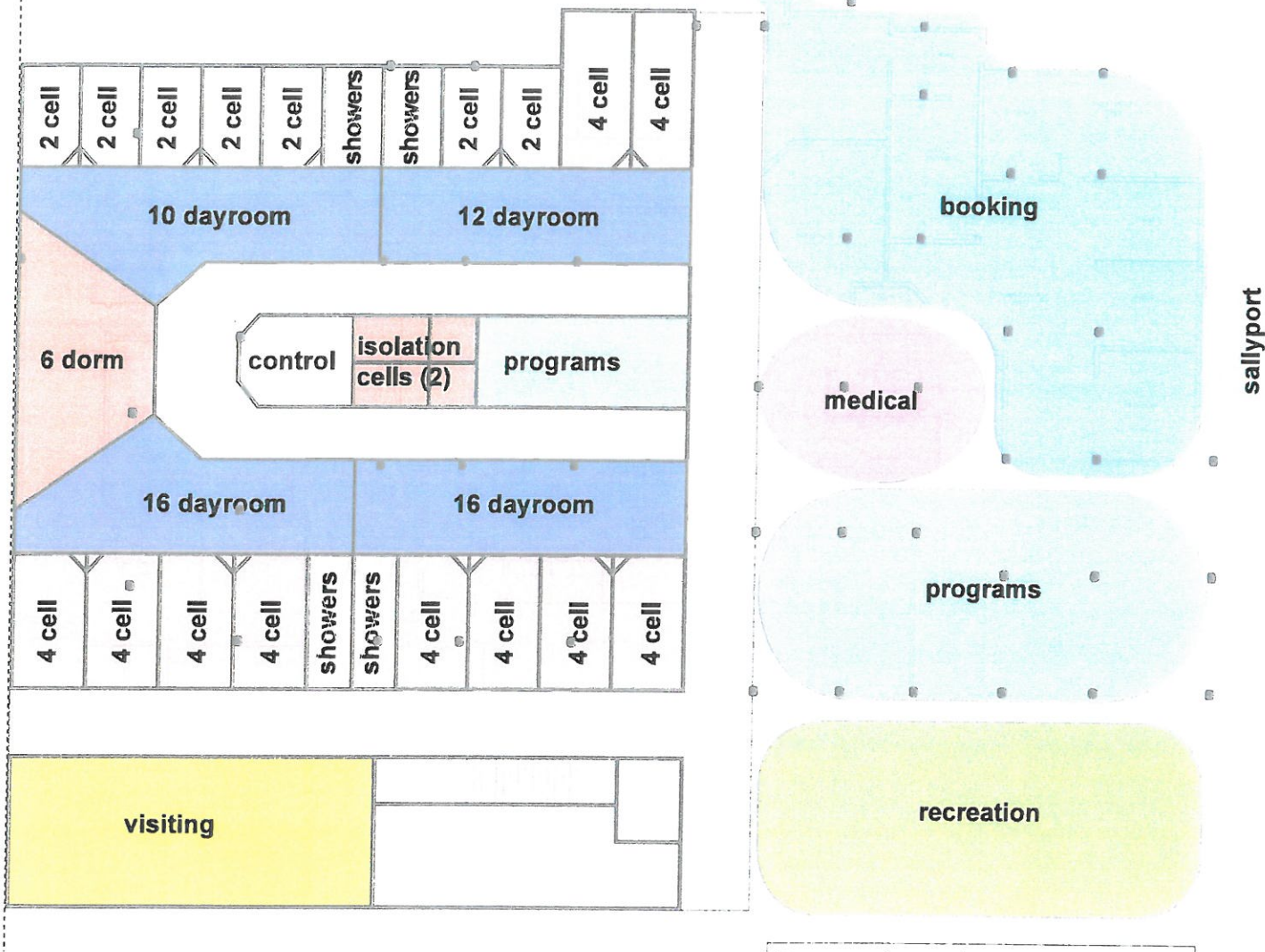
Map #	Location/ Name	Down-town	In City Limits	Build New	Renovate	In 100 yr Floodplain	In 500 yr Floodplain	Property Owner	Footprint in Acres	Current Zoning	Notes
2	Public Works/City Yards		✓	✓				City	3.97	Light Industrial	Currently occupied by the City Public Works Department.
3	Prineville Railway		✓	✓				City	5.32	General Industrial	DEQ contaminated soil.
4	PMH		✓	✓	✓			Pioneer Memorial Hospital Board	9.74	Limited Residential	
5	4 th Street Park	✓	✓	✓		✓		City	4.12	Central Commercial	FEMA owned with deed restriction.
6	2 nd Street	✓	✓	✓	✓		✓	County and City	0.31 to 1.16	Professional Commercial	
7	Across from RV Park on Main		✓	✓				County	5.78	Recreational Commercial	Water and sewer upgrades needed. Mostly for sewer.
8	S. Main and S. Fairgrounds		✓	✓		✓		County	6.73	Recreational Commercial	With updated survey and letter to FEMA, could possibly be removed from the 100yr flood plain. No water and sewer currently going to this location. Major infrastructure needed.
Not on Map	Airport Industrial Area		✓		✓			National Guard	?	Light Industrial	

Appendix E: Detailed map of the 2nd Street location



Appendix F: Committee Schedule

<u>Date/Period</u>	<u>Event</u>	<u>Task/Activity</u>
Nov. 10	Meeting #1	Mission/Objectives/Criteria Development
December 2	County/City	Co-Chairs meeting with County/City Representatives
January 13	Meeting #2	City/County Meeting Report Review Revised Outcomes/Work Plan/Schedule /Criteria Committee Input on Sheriff/PPD Information Needed
February 1	Meeting #3	Sheriff/PPD Joint Presentation on Current and Anticipated Facility Needs Identification of Additional Information Needs Revisit Criteria and Finalize
February 22	Meeting #4	Discussion/Recommendation: Jail Bed Current/Future Needs Build vs. Rent Jail Beds Begin Discussion: Co-located Functions
March 23	Meeting #5	Discussion/Recommendation: Co-located Functions (Prioritized)
April 4	Meeting #6	Discussion/Recommendation: Other Considerations
March 24 - April 4	Report	Draft Report Development
April 11	Meeting #7	Discussion/Recommendation: Review Draft Report/Recommendations
April 12-18	Report	Finalize Report (with Subcommittee Review)
April 26	County Court City Council	Present Formal Recommendations Present Formal Recommendations



November 25, 2013

Crook County

Jail Bed Need Estimate **Final Draft** Report

 **DLR Group**
Architecture Planning Interiors

Focus

The focus of the Crook County Jail Bed Need Estimate is to investigate the number of beds Crook County might expect to need in the immediate future, in 2023, and in 2033. This basic analysis will provide a method and estimates regarding the jail bed need.

Current Jail Situation

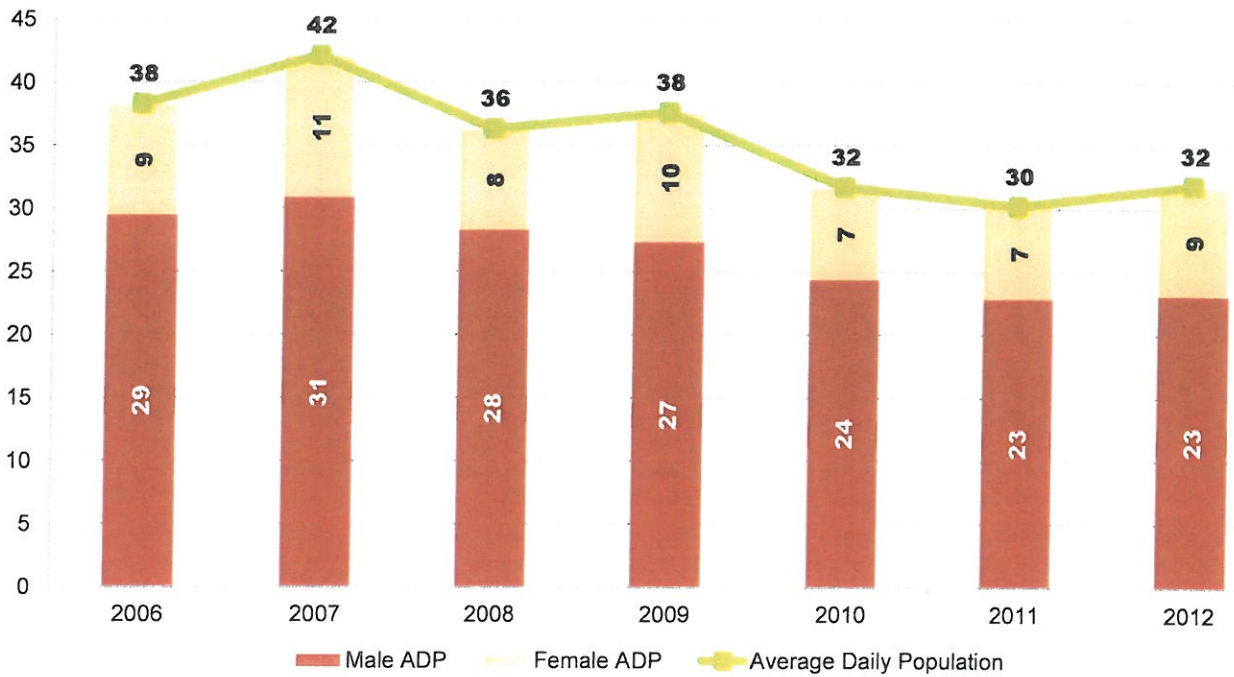
Taken from <http://www.oregonsheriffs.org/crook.htm>

“As I have discussed in the past, the lack of jail beds in Crook County continues to be a major concern. With only 16 beds in our jail and another 16 rented beds from Jefferson County, we have a shortage of needed jail beds for those that are arrested and sentenced to serve jail time by the courts. We continually see the same offenders returning to jail time and time again after committing new crimes and creating new victims. Currently we have a waiting list of 93 individuals that need to serve court ordered jail sentences for criminal convictions where the citizens of Crook County were the victims. Without the needed jail beds it makes it difficult to make these individuals understand that there are consequences for their criminal actions. This is an issue that we are working close with the county and other community partners in finding a solution.”

Average Daily Population

Crook County's jail population is made up of 16 local jail beds and 16 beds that are rented from Jefferson County. The number of inmates the County actually houses generally is at or above the total capacity the County has at it's disposal.

Average Daily Population and Gender Breakout



Bookings and Forced Releases

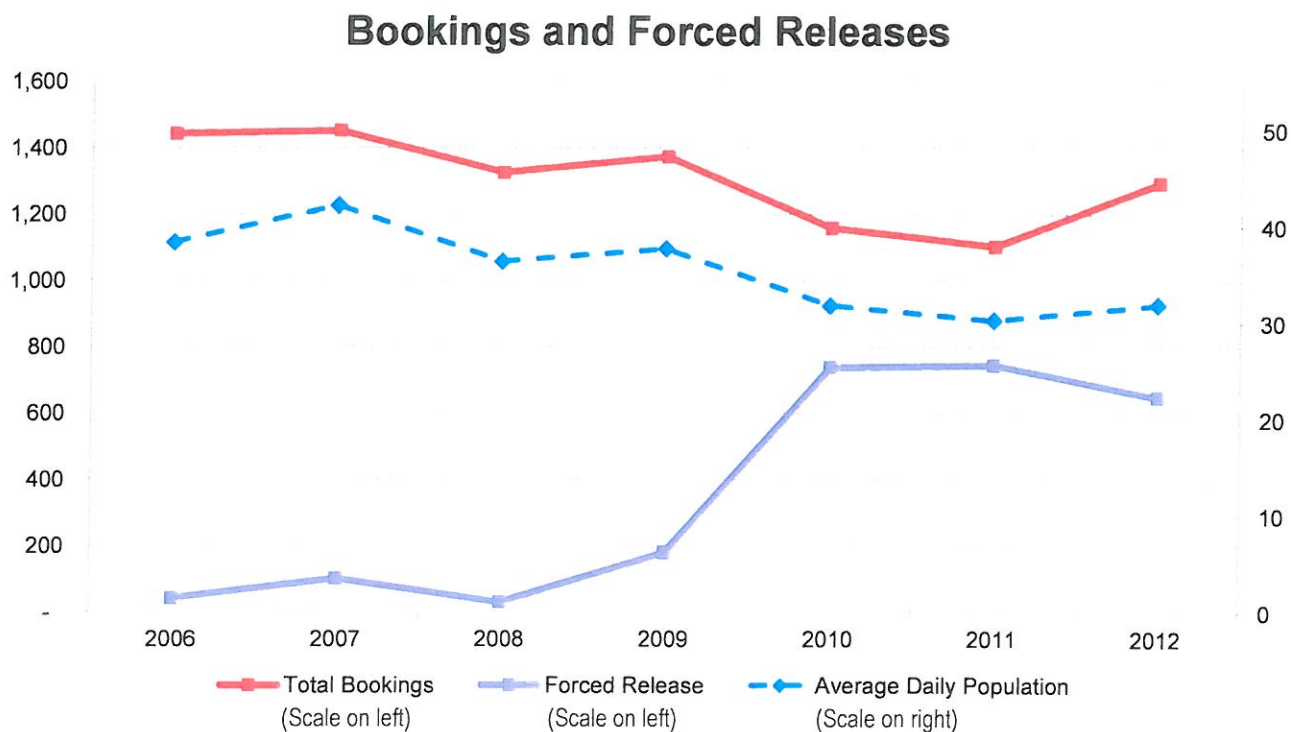
The average number of bookings in Crook County Jail has averaged about 1,300 per year for the last 7 years. Bookings actually decreased from 1,452 in 2007 to 1,295 in 2012. This may be a reflection of the increase in Forced Releases and the general understanding by the criminal justice system that jail beds are limited. Modification of how police, sheriff, prosecutor, and judge behavior is not uncommon in jurisdictions where available jail beds have reached capacity for a number of years.

The Crook County Sheriff's Office has implemented a policy of releasing inmates prior to sentence completion if there are more significant cases moving into the jail. There are criteria that an inmate must meet to qualify for forced release status. The number of forced releases vary greatly. Forced releases artificially lower the average daily population and have a significant influence on projecting future jail bed needs.

Forced release occurs when the jail can no longer accept new arrests for housing. Crook County Jail adheres to a strict classification policy to ensure safety of both staff and inmates in the jail. Classification determines an inmate's security level and therefore dictates their housing assignment. This is why at times, even though the local jail has 16 beds, only 14 are full, inmates are "Forced Release" in order to vacate the appropriate bed with the appropriate security level. Forced Releases are conducted according to policy and by using the matrix score that was determined when the inmate was booked. Inmates can be "kicked out" whether they are pretrial or sentenced. If a sentenced inmate is Force Released prior to their official release date, they are released "sentence served." They do not return to serve the remainder of their sentence.

The Matrix Score System

In the matrix system, an offender is scored on their criminal history and the seriousness of their current crime, length of sentence remaining, and other criteria. There is a matrix sheet used to determine the risk of releasing the inmate and the highest positive numbers are released first when there is a waiting list to serve time.



Average Length of Stay (ALOS)

The amount of time someone stays in a county jail is dependent on a myriad of factors, some of which include:

- First appearance/arraignment disposition
- Ability to make bail
- Sentence
- The Court's schedule for those pre-sentenced

Crook County inmates have an average length of stay of 10 days.

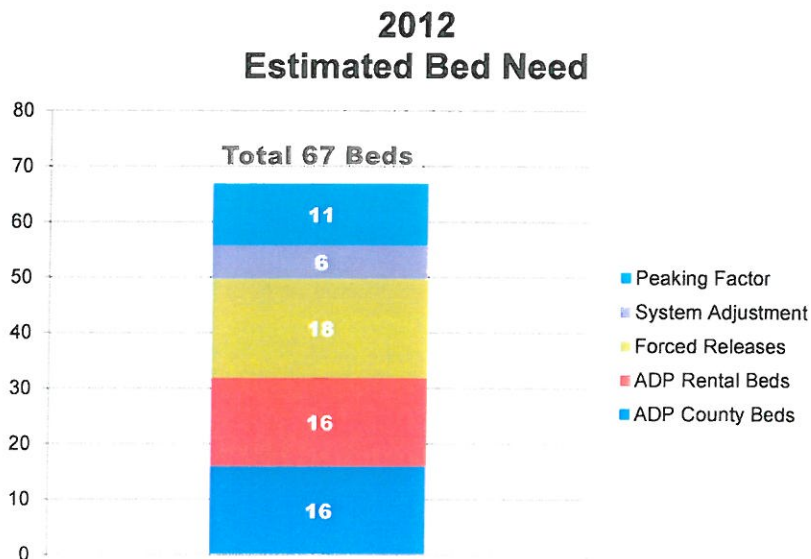
Post adjudicated inmates generally have sentences of a year or less. There are instances where sentenced inmates may have multiple consecutive sentences that cause their stay to be longer than one year. Pre-sentenced (or pre-trial) inmates who remain in jail because they cannot make bail or they are being held without bail, will stay until their case has been resolved. This can take a few days to years to happen. The average length of stay (ALOS) for a jail is a key factor in determining the number of beds required. The current system has 32 beds and an average length of stay of 10 days. This means that 1,168 inmates can be accommodated in the system yearly (the formula is: $32 \times (365/10)$) in an optimum situation.

Projected Jail Bed Needs

Crook County Jail has a number of processes that make statistical analysis of bed need difficult. These factors include forced releases, system adjustments, and a limited number of beds available. Each of these issues has influenced how the criminal justice system uses the jail and what type of inmates are sent to jail. This renders typical statistical analysis less valid, therefore the team has chosen a more ad-hoc approach using 2012 as the base year.

The building blocks for the base year include:

- Existing Crook County Jail Functional Capacity - the jail operates at 16 beds.
- Rental Beds - The Sheriff is authorized to rent up to 16 beds from other jurisdictions to supplement the 16 beds at Crook County Jail.
- Forced Releases - In order to make room for newer inmates, the County uses a Matrix Scoring System to determine inmates appropriate for early release.
- System Adjustment - The Crook County criminal justice system has adjusted to not having readily available jail beds. This means that arrestees and violators who might typically serve an in-custody sentence are not being given this as a sanction because of the known limit on jail bed space. This adjustment was derived from querying judges, prosecutors, police and other stakeholders.
- Peaking Factor - All jails need empty beds to run properly. These beds are to make sure there are the appropriate beds available (classification) as well as enough beds for a large spike in the population (perhaps on large crowd event days).



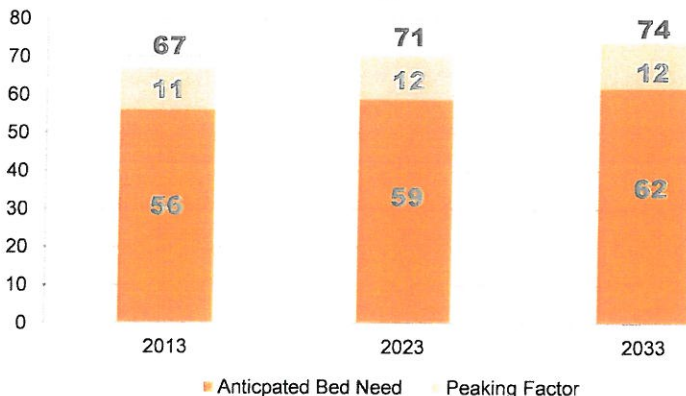
Compiling the base year with these components gives us a bed need of about 67 beds for 2012. From the base year, we project out at the County's expected population growth rate to get a 2033 bed need range of 67-81.

It is anticipated that when new jail beds come online, there will be an initial rate increase in how many people are sent to jail. This increase is caused by the judicial system being able to implement sanctions as intended, unserved warrants being cleared, and inmates serving their entire sentence. This rate increase will normalize after a few years as the system settles into the availability of an appropriate number of beds.

The estimated number of beds needed is created with the following factors:

- Anticipated Average Daily Population - This number reflects the actual number of inmates anticipated in the jail on any given day.
- Peaking Factor - This is a 20% increase in the number of anticipated beds. The bed need analysis calculates based on Average Daily Population (ADP) or actual bed use. In order to maintain a fully functional detention facility, there has to be unused beds in the system to accommodate times when there is a large influx in population (say, if there was a disturbance during a football game). In addition, these beds also provide some flexibility when there is a peak in a particular classification.

Anticipated Bed Need + Peaking Factor



- Estimating Range - This is a 20% estimating range (10% above and below the estimated number of beds needed) for the jail bed needs projections.

Estimated Jail Bed Need

