

# **Champaign County Criminal Justice System Assessment: Final Report**

Presented to the  
Champaign County Board,  
and Justice System Leaders

September 24, 2013



To **C. Pius Weibel** who quietly brings enlightened, objective and effective leadership strong enough to bridge otherwise large political gaps and build consensus and solutions among his peers for the good of his community.

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Champaign County Board, and  
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Dear Board Members and Justice System Leaders,

ILPP is pleased to present this final Champaign County Criminal Justice System Assessment, and the resulting Action Plan. The final report was derived from feedback on the draft from your Board, the Task Force, leaders of the justice systems, and a great deal of broad community and organizational input.

We are thrilled with the implementation progress thus far and proud that your justice leaders have embraced the work – a collaborative effort between them, you, your task force and community, and our consulting team. We especially appreciate your continued drive to make quantum change for the better on all fronts by not waiting for this final draft.

The objective of this needs assessment was to explore the dynamics of justice system demand and to plan facilities. It identifies **how improvements in policies and practices can fundamentally alter crime, demands on the justice system, facilities and County finances.**

We are extremely encouraged by the enthusiasm of officials and the many stakeholders. Since the very widely supported draft report was distributed, key justice system leaders have already taken significant steps to actually implement recommendations. A justice system executive group has been expanded, strengthened and formalized – under the leadership of the Sheriff, County Administrator, State’s Attorney, and Presiding Judge – to discuss goals, policies, and strategies. The CJEC has already made important policy and practice changes.

Technical assistance was requested and paid for by the Court to support development of a best-practice pretrial program. The Sheriff’s Office also requested assistance to implement an objective classification tool and to determine optimal use of current facilities. ILPP has provided all three. Also, law enforcement has modernized arrest policies, making them fit better and be more cost-effective and the Jail has re-built the mental health service model as a foundation for more cost effective health care.

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ILPP's jail consultant subsequently worked with the Sheriff's Office explore various interim possibilities for facility uses, even before a recommended remodel, including restructuring of the Satellite Jail, and shuffling the inmate population to make the best use of resources and space, with an acute awareness of what's needed for special populations. The Sheriff's Office has taken decisive action on our preliminary findings and has made huge strides without new funding. The Court has followed some pretrial recommendations, and the great progress since the draft has actually shown in newly collected system and jail population data.

Champaign County has benefited as well from the parallel work of its own Justice Task Force. This Final Report and Action Plan incorporate their outstanding initiatives to implement intensive case management and reentry planning to prevent recidivism. We recommend that Champaign develop the continuum of sanctions recommended, that supports a range of non-custody supervision, punishment, and programming. Treatment in the community is also critical, particularly for women who cycle quickly through jail with limited opportunity for intervention. The Task Force's leadership should continue.

This Final Report recommends a wide array of changes and courses of action, and facility improvements, but very little of the newfound progress will continue without the County totally revisiting overall spending and revenue, and reallocating its budget toward initiatives recommended by the Board's study and report, particularly reentry. The community is damaged by the past refusal to adequately invest in services for populations that do not belong in maximum security cages. The County Board must fix not spending money on prevention and programs, or facilities. Not doing so will inevitably lead to larger expenses for city, university and county law enforcement and for bloated operations without improving public safety. This report and this day are a turning point in budgeting: with the changes, there will be real relief in ever-increasing budget pressures on the immediate horizon.

The reallocation of resources now, particularly the Public Safety Sales Tax (PSST) funds, is needed to prevent waste of the study effort and to capitalize on large savings that can be achieved. Jurisdictions nationally have chosen this path of "decarceration," changing policies to prioritize keeping people out of jail yet punish more effectively and save resources. This is now an established best practice to drastically minimize the use of facilities, promote intact families, and give juveniles the best chance of not engaging in criminal activity. Champaign County is fortunate to have the PSST dedicated to facility and prevention oriented public safety spending. This fund must be tapped to jump-start many initiatives recommended in this report, not only to improving facilities. ILPP recommends that the County Board use its authority to direct a significant portion of the funds to preventative and diversionary programs – a recommendation that is designated as of the highest priority by the Task Force's thinking, which ILPP fully seconds. Raising grant money later for an existing program with committed staff and a

proven track record is much easier if the program is funded now.

The Board's justice planning has stimulated interest in other priorities, in addition to the jails. Now, the County is positioned to pursue a facilities master plan and a plan for IT development, the other two centers of significant budget overflows and lost opportunities.

ILPP greatly appreciates the efforts made by Champaign County justice system stakeholders, especially the Sheriff, Administrator, County Board, Justice Task Force, cities, State's Attorney, Court and members of the community, special interests and civic groups. The Draft Report generated an unexpected level of important discussion and agreement regarding priorities and funding, and now most see that it is time to implement a modern more cost-effective system. Recommendations will greatly improve public safety and mirror community values.

We look forward to following Champaign County's progress.

Sincerely,

A handwritten signature in black ink, appearing to read "Alan Kalmanoff". The signature is fluid and cursive, with a long horizontal stroke at the end.

Alan Kalmanoff  
Executive Director

# Table of Contents

Cover Letter	3
Executive Summary	8
Final Report: Key Points and Principles	11
Action Plan	26
Appendix I: Supplemental Material for Key Points and Principles	
I-1 Introduction: Overview of the Champaign County Criminal Justice System	I-2
I-2 Tracking and Profile Studies	I-5
I-3 Trends and Projections: Historic and Projected Crime and Justice Trends	I-23
I-4 Law Enforcement	I-33
I-5 Pretrial Justice	I-39
I-6 The Sheriff’s Office	I-51
I-7 Classification & Risk Assessment	I-59
I-8 Facilities: Jail and Administrative Operations	I-63
I-9 Office of the State’s Attorney	I-109
I-10 Champaign County Courts	I-112
I-11 Reentry	I-118
I-12 Behavioral and Mental Health	I-125
I-13 Women in the Justice System	I-132
I-14 Racial Disparity: Observations in Champaign County	I-137
I-15 Criminal Justice Advisory Board: Collaborative Strategic Planning by Justice System Leaders	I-141
I-16 Information Technology	I-145
I-17 Public Safety Budget: Financing County Justice System Operations	I-149

Appendix II: Comparative Analysis of Crime and Justice System	
Introduction	II-154
Indicators and Measures	II-158
Diagnostic Worksheet and Comparative Analysis Sources	II-176
Appendix III: Champaign County Pretrial Services Pilot Program	
Section 1: Role of Pretrial Services Program	III-178
Section 2: Assessment Operations (Phase I)	III-178
Section 3: Supervision Operations (Phase II)	III-182
Section 4: Release Recommendations & Supervision Levels By Risk Level	III-185
Appendix IV: Direct Supervision Principles	
Principle I: Effective Control	IV-188
Principle II: Effective Supervision	IV-190
Principle III: Competent Staff	IV-194
Principle IV: Safety of Staff and Inmates	IV-194
Principle V: Manageable and Cost Effective Operations	IV-196
Principle VI: Effective Communication	IV-199
Principle VII: Classification and Orientation	IV-200
Principle VIII: Justice and Fairness	IV-201
Principles of Running a Direct Supervision Housing Unit	IV-204
Appendix V: Task Force Champaign Recommendations	V-206
Appendix VI: Mental Health Questionnaire	VI-211
Appendix VII: Proposed Bylaws of Champaign’s CJEC	VII-212
Appendix VIII: Comparative County Worksheet	VIII-218
Appendix IX: Current Average Daily Population Estimates	IX-223
Appendix X: Interviews and Contacts	X-227
Appendix XI: Bibliography	XI-232

# Executive Summary

Reform is often triggered by a crisis or especially troubling incident in a jail. In Champaign County, the call for reform was triggered by the Sheriff's deep concerns with poor jail conditions, and two suicides. Champaign County convened the appropriate committees and staff to address, what at that time was defined as, a "facility problem." However, officials, with input from various elements of the community, came to recognize the need to first develop a better understanding of the purpose of the jail, the nature of the demand for jail beds, and the proper place of the jails within a larger context of a continuum of custodial and noncustodial, community based sanctions services and programs. This approach (the Department of Justice's "best practice" approach to jail planning) serves as a better foundation for establishing long-term building needs and recognizes that jails are at the end of a system that drives and consumes half the County's budget.

With this new focus, the Board turned to the Institute for Law and Policy Planning (ILPP), a national nonprofit criminal justice planning agency, to conduct a comprehensive criminal justice needs assessment and develop a first stage facility plan. This study addresses components and interactions in the system, jail demand and its management, and potential areas of improvement, including changes in facilities. ILPP now recommends best practices likely to yield not only better facility solutions, but also additional system-wide improvements in crime and costs.

This Final Report follows the draft published in April 2013. It features an Action Plan, a virtual strategic playbook, to assist Champaign County in its ongoing efforts to implement the recommendations. These will change the long-term story of jails and crime, and are imperative to maintaining the County's financial viability. The result will be improved decision-making and public safety through evidence-based practices<sup>1</sup>, and, surprisingly large downstream savings.

## Key Recommendations and Progress

1. Develop and refine decision-making tools that assess risks and needs at each justice system decision point; the goal is to better protect public safety and prioritize allocation of scarce resources. Champaign leaders quickly obtained help in pre-trial and classification risk assessment and are using it for facility planning, and making other significant changes.
2. Develop new organizational mechanisms, such as the enhanced Criminal Justice Executive Council (CJEC) to lead major policy and practice initiatives. Accomplishments include:
  - a. Police citations instead of arrests and jailings of many minor offenders.
  - b. Mental health diversion and treatment.
  - c. Implementation of a continuous jury system.
3. Articulate the purpose of the jail and its place in a continuum of graduated sanctions, performance and services. The County has prioritized these efforts through the Community Justice Task Force. Their work and public hearings are scheduled to further define the jail's role.

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<sup>1</sup> Evidence-based practice is the integration of data-driven research and findings and subject matter expertise.

4. Address the neglect of facilities and overall management of the system. Champaign has begun to understand the dynamics of cases and the jail population, and take the reins in managing the system. Facility changes are proposed to meet standards and be constitutionally defensible.
5. Manage tension between justice conservatism and fiscal conservatism. This tension is as central to the County as corn and higher education. Sharp-eyed farmers, business people and professors partner with others to run the County with an excellent experienced Administrator. However, they often fall out over spending, shying away from smart criminal justice policy for fear of spending, when reluctance and delay are far more costly.

## Coordinating the Justice System

Management of the criminal justice system must begin with the commitment of leadership through the now formally existing Criminal Justice Executive Council (CJEC). Judge Difanis deserves credit for initiating this group, which has accomplished a great deal more than simply reducing jail crowding. The current priority that his Bench is tackling is implementing a best-practice pretrial release program.

The Executive Council already set the precedent for the kind of management meetings recommended by ILPP, to develop a mission statement and high-level goals and directly oversee the prioritization and implementation of the Action Plan, herein. CJEC is critical to coordinating system-wide policy, data management and resources. The justice system is a flow-through system, starting with law enforcement; overall policies must enforce the judicious use of jail beds for those who pose a threat to public safety or are flight risks and dangerous, and still effectively punish appropriately crimes that are less dangerous.

The CJEC must further determine the goals of the justice system. This high-level plan should dictate how leaders allocate resources to address easy cases, chronic offenders (“frequent fliers”) and special populations (e.g., the mental health population, women, etc.). Importantly, the tracking study showed that the vast majority of offenders committed infractions and misdemeanors, and spent less than three days in jail. Cycling of a high volume of minor offenders at the front end of the system generates significant waste of staff time and money, and inhibits reallocation of these wasted resources to more cost-effective measures. This cycling of minor offenders has been a key problem, diverting major resources from crime control and public safety to processes with little benefit.

The majority of inmates were being held pretrial. Courts have responded to community wishes and pressure from all justice system leaders and the community to collect and verify information that supports objective measures of public safety risk, instead of relying on hunches.

## The Means of Change

The justice system is heavily dependent on the County Board’s commitment to dedicate Public Safety Sales Tax (PSST) and other revenue streams toward reentry programs. The sales tax was originally intended to be used for criminal justice needs, and seen primarily as for buildings. This intention is timely because Champaign needs to upgrade the jails, whether the County decides to remodel, repurpose, or add on to the existing facilities. However, the tax has an explicit prevention and juvenile justice mandate as well. It is completely consistent with these explicit purposes, and in fact greatly furthers them in a timely manner, to also dedicate this tax in a major way to fund jail re-entry. There is no single program more related to the facilities not being overused and overbuilt than re-entry. There is no single program more relevant to the needs of families to whom inmates from the jails return. More importantly, the children of inmates visit the jail, then welcome home parents who need re-entry services to support their return. Reentry initiatives serve as crime prevention for juveniles in a central way, and align well with the intentions of the tax.

Re-entry programming from the State prisons is a State fiscal responsibility and the County should not wholly supplant that responsibility when its chief obligation is to County Jail inmates being released into the Champaign community. However, these state parolees do heavily impact public safety in Champaign. The County should fund a position devoted to seeking state funding for re-entry programs and services for inmates released from state prisons and coordinating their re-entry.

## Jail Operations and Facilities

Champaign originally sought an architect to determine jail needs, but the concept evolved into a plan to reengineer the justice system and facilities to better manage demand subject to community values and resources. Since then, Champaign has addressed major problem of over classifying inmates, and its downstream recidivism, cost, and facility planning impacts. The justice system plans to implement necessary risk assessment instruments to make smart and cost-effective decisions at every major decision point regarding danger to the public. The County is now ready to further engage in planning space and information needs on a system-wide level.

The Downtown Jail suffers from serious structural and mechanical issues, from serious lack of maintenance and cost-prohibitive staffing. The Sheriff's Office has embraced ILPP's draft report and is working with expert assistance to plan renovation and meet its population's needs. ILPP applauds the Sheriff's Office efforts. In spite of the dynamic factors that will affect the outcome of how the space is used, the Sheriff's Office has shown that it is making every effort to improve conditions for all inmates and special populations, such as women and mentally ill offenders.

Because facility needs will change even more in the near term due to policy and practice reform in the areas of classification, use of the day reporting center, and major changes in the processing and diverting of mental health offenders and sentencing, this study makes no final facility choices among the options proposed, and defers to Sheriff's Office ongoing planning to determine the best of the proposed options to meet needs. The report does, however, set forth the building blocks for major facility changes.

## Next Steps: The Action Plan

These major recommendations will guide Champaign's justice system leaders in reform, which will have long-term fiscal and community impacts. The Action Plan is the roadmap that critically requires the Board's funding commitment from existing revenue streams.

# Final Report: Key Points and Principles

This final report both encourages and challenges justice system leaders to achieve their potential to do great work, to punish and help rehabilitate offenders cost-effectively, and restore, as well as process, cases based on risk so that the community obtains the maximum affordable public safety benefits.

This Final Report seeks to reduce the friction between traditional justice conservatism (“make them accountable”, “lock them up and throw away the key”, etc.) and fiscal conservatism (a reluctance spend). These must be balanced with the input of research which helps us understand the role and importance of risk assessment, family and restorative justice, and crime prevention, in achieving public safety. Another overriding concern based on factual findings is litigation avoidance. ILPP found that Champaign’s facilities and system raised constitutional questions, regarding inmates, particularly for women and mental health inmates. Justice system leaders clearly wanted to fix the system and its facilities to avoid substantial lawsuits and persistent system problems and backlogs. As a next step, the County should pursue long-range planning for county facilities and information technology and database integration.

Although parties initially held varying and sometimes conflicting viewpoints on public safety, the outcome of the debate on the “jail problem” was a significant win for the County and its community. Justice system leaders report that reengineering began immediately and major progress has continued.

This study finds that Champaign has numerous opportunities to reengineer and improve its operations. The crime rate trend continues to decline and very recent data shows a drop in the demand for jail beds even as pre-study data showed arrests and processing rates had been producing a workload that is higher than expected and elevated above comparison jurisdictions. This suggests that the total system workload could be reduced substantially more through policy and programmatic changes, without any reduction in public safety outcomes. The Criminal Justice Executive Council (CJEC) is already providing the leadership, policy guidance, and coordination that are necessary to plan, implement, and evaluate these system-wide changes<sup>2</sup>.

## 1.1 Recommendations: Key Themes

### **1. Develop and refine risk and needs decision-making tools at each justice system decision point to prioritize and allocate valuable resources.**

Objective risk-assessment and needs assessment instruments need to be developed and applied at each key justice system decision point, (stop, arrest, book, release pre-trial, etc.). This winning process results in better distribution of cases and offenders to the most appropriate and cost-effective sanctions and services, gradually but significantly reducing the numbers flowing through each point. Importantly, risk assessments are an informative tool, one that research shows improves public safety; but they are not intended to limit in any way the discretion of the decision makers. Regardless of risk score or any other impact that the objective instrument has on decision-making, discretion should be maintained as a critical override. In fact, overrides are key to the function of risk assessments and should be expected and managed.

<sup>2</sup> See Appendix IX for recent jail population data that shows significant progress.

Implementing risk assessment tools at the law enforcement end of the justice system will alleviate the downstream justice system workload. Champaign spends too much time and too many resources on processing people in and out of the system rather than stopping crime and applying services. As in many other jurisdictions, the “tail wags the dog” and generates work that the system cannot manage or afford.

**2. Improve data, data analysis, and evaluation capabilities.**

System leaders must work together to reengineer the justice system by collecting, analyzing, and using data to drive strategic planning and pursue evidence-based initiatives. This should result in a more integrated, efficient, and flexible system of graduated custodial and non-custodial sanctions programs and services. The Champaign community has already begun considering system wide goals, and defining the purpose of the jail. Policies and practices are being developed to conform to that intent and much-needed prioritization of the jail use.

Ongoing use of system metrics will allow the County to set goals, measure progress, and alter course if necessary to meet dynamic community needs and the ebb and flow of resources, and chiefly, fight crime and improve public safety. The newest jail data proves this point. The County cannot cost-effectively run a system wearing a blindfold, and recent use of new data collection formats and data points to real future savings from better and more pointed management.

**3. Formalize the Criminal Justice Executive Council.**

Although Champaign has begun to set system wide goals through Council study sessions and community based channels to the Board, the County would benefit from an institutionalized Criminal Justice Executive Council (CJEC) composed of key justice system leaders and gatekeepers. Such groups are nationally considered a best practice and acknowledge that no department exists independently or fails to impact system workload downstream. Cases flow through an integrated system that realizes opportunity through collaboration.

The efforts of the CJEC should be aided by subcommittees, with input from civic leaders and citizen groups. Although a justice coordinating council always must benefit from closed-door sessions to encourage frank discussion and problem solving among independent constitutional officers, the policy decisions that arise should be informed by public feedback, and generally sent back to public settings.

**4. Articulate the purpose of the jail and its place in a continuum of graduated sanctions.**

Developing a continuum of sanctions programs and services allows the system to better target offenders with appropriate monitoring, punishment, and treatment. Diverting low-level offenders frees the system to concentrate on serious crime and cases. This initiative requires objective tools up front to identify the risk and needs of offenders, along with cite and release, early pretrial release, and diversion programs. The chief advantage is more public safety, accompanied by improvements in the social fabric where crime and victims reside, and soon, enormous savings across all jurisdictions.

**5. Address the facilities neglect and overall system management.**

Throughout the report, ILPP focuses on the theme of neglect, particularly with regard to the jail facilities and programs. Counties are often reluctant to spend money on treatment and services for offenders due to perceived pressing needs for other populations, and/or limited resources. The incarceration of low risk, high need offenders reflects a neglect of alternatives that would actually result in very large net savings. Many other jurisdictions have already implemented less expensive and more effective ways to handle and sanction this population without incarceration.

Deferred maintenance eventually results in a significant step up in costs to replace or expand facilities and staffing. These costs often present themselves at inopportune times and exceed the amount that would have been incurred for regular maintenance. As more maintenance costs are deferred over time, the step up cost increases and faces greater resistance. Eventually, inaction is no longer an option.

In this case, the County's politics and policymaking leadership settled on a good planning solution and are already taking advantage of ILPP's expertise to make positive changes.

#### **6. Manage tension between justice conservatism and fiscal conservatism.**

Some policies labeled conservative, have favored using the jail to sanction a wide range of offenders and thus greatly burdened the justice system's resources. The County must seek to find a fiscally responsible balance that meets community needs and strongly and effectively punishes crime without punishing the taxpayers.

The County is wise to find cost-efficient methods to implement ILPP's recommendations. However, the desire to implement without funding upfront costs through reallocation of the Public Safety Sales Tax (PSST) and other existing public safety revenue streams is not realistic. Some PSST funds must be redirected toward badly needed programs.

The stance of not wanting to front costs for programs is symptomatic of a false fiscal conservatism, offers false hope, and promotes avoidance of financial reality. The County cannot assume that revenue will increase. Savings can only arise IF justice conservatives will accept diminishing the degree and level of sanctioning with cages via fewer admissions, shorter stays and processing times, and objective classification scales to aid decision-making and reduce the volume of cases. As sanctions that are more restrictive cost substantially more than the least restrictive sanctions, ratcheting down the whole system would reduce workload and expense, and research suggests that it would improve public safety. The study finds that there would not be any sacrifice in public safety from these recommendations.

The answer is spending more money now to achieve savings with better targeted sanctioning of a smaller number of offenders. A strong data collection and evaluation capability is required to ensure balance.

## **1.2 Key Findings from Tracking and Profile Analyses**

The profile analysis takes a snapshot of a jail population sample while the tracking analysis follows a sample through the justice system. These metrics assist Champaign County in understanding the composition of the jail population, as well as dynamics of the justice system flow, and should be reevaluated periodically to track trends. These trends will reveal how the jail is being used and whether the justice system is using its resources judiciously and effectively.

The following are major findings of the profile and tracking studies conducted on Champaign's justice system population.

1. Most of the individuals booked into the Champaign County Jail are charged with low-level offenses (per the tracking analysis). Felons are more likely to remain incarcerated (per the profile analysis).
2. The daily inmate population is comprised mostly of persons awaiting trial.
3. Most of the inmates are minimum and medium risk (63%), based on the jail's earlier and now modified classification system. ILPP findings regarding the inadequacies of the classification

section are addressed in Appendix I.7. The old system appears to have significantly over classified inmates.

4. A significant number of city ordinance violations and traffic cases enter the jail, but do not stay very long.
5. Underemployment and lack of education are common characteristics of the inmate population.
6. The presence of domestic violence cases was consistent throughout the analyses.
7. The Electronic Home Detention (EHD) program, which is coded as “custody,” is used extensively for individuals convicted of DUI and traffic offenses, but not for pretrial population. As a note, most of those convicted of DUI should be on EHD unless there is a high likelihood that they will get behind the wheel, subject to Illinois law, eligibility, system capacity, and cost considerations.
8. Similar to other locations across the country, the African-American inmate population substantially exceeds the County’s general African-American population.

### 1.3 Champaign’s Jail Facilities

Champaign County suffers from structurally and mechanically deficient jail facilities that encourage use of outdated and inefficient modes of supervision. Neither of the jail facilities currently offers the flexible range of housing options needed for the range of offenders that a jail typically handles. Facility maintenance has also been seriously deferred, requiring difficult decisions due to the significant step up in costs required to allow the jails to meet standards.

- Due to the structural deficiencies, proper segregation of special needs, mental health, and medical inmates has not been feasible.
- Women were previously housed in the Downtown Jail because sight and sound separation was not readily feasible in the Satellite Jail without use of “temporary beds.”
- Holding cells (crowded with special needs inmates) in the booking area at the preliminary stages of this study were not defensible, as were the conditions in the Downtown Jail.
- The Sheriff’s Office is not designed with sufficient storage spaces for equipment, food, evidence, and other operational needs.

#### Recommendations:

- The Sheriff’s Office has been working hard to develop appropriate and humane housing options, and continues to make excellent decisions with the support of jail operations and facilities experts.
- Keep the Main Jail for minimum security inmates is simply a stop gap approach prior to implementing policies and programs that will reduce population levels, along with the new classification system. Seek federal grant funds that will enable the County to remodel the old jail into a federal holding facility and keep local jobs.
- Once reclassification of the jail population is complete, a new housing plan will be developed based on the classification profile. It is expected that the post orders and building use will be adjusted based on the populations’ needs.
- In spite of its shortcomings, the Satellite Jail is suitable for expansion to accommodate staffing and housing needs and is more modern and better designed than the Downtown Jail.
- The Facilities Task Force should work with an outside facilitator to implement changes to and eventual closures of existing facilities, in light of policy changes in classification, supervision philosophy, etc. over the short and long term.
- In order to transition inmates to the Satellite Jail, the facility must add segregation capacity, special needs housing, and the capability to handle mental health and dangerous offenders. The County cannot neglect the care and maintenance of the building. The Sheriff’s Office command staff are well equipped now to do this overall analysis and planning.

- Transition to the direct supervision model will improve safety, supervision capabilities, and reduce staffing needs.
- Repurpose existing nearby buildings, such as the Nursing Home, to house community corrections and office space, per the draft report's program planning.
- Schedule and follow through with regular inspections and maintenance every 3-5 years to avoid structural and mechanical failures in the jail facility.
- Although costs and space needs projections have been provided for reference, how Champaign County chooses to proceed with justice system policies and practices have a big impact on the eventual scope and magnitude of the changes.

## 1.4 Findings from Justice System Agencies and Functions

ILPP's study of a justice system begins with an evaluation of individual justice system agencies, followed by assessment of how the practices of each agency impact the operations of the whole. The following bullets are summaries of findings and recommendations organized by their position in the flow of the justice system process, from arrest to case disposition. Details for each can be found in Appendix I in the corresponding chapter. A summary of recommendations is included herein, and then presented in the Action Plan, which addresses the prioritization and logistics of implementation.

### **POLICE DEPARTMENTS**

Law enforcement serves as the initial funnel through which cases flow into the justice system. The police departments in Champaign County largely function independently and transport many low-level offenders to be booked at the jail.

- Law enforcement has recently become more committed to Crisis Intervention Training, to divert those suffering from mental illness who also often overlaps with the chronic offender population.
- The tracking study shows that many arrests involve city ordinance violations, traffic violations, and low-level offenses. Forty percent arise from disorderly conduct.
- A third of all releases occur within 24 hours, and most within three days.
- Arrest decisions did not parallel an offender's risk to public safety or failure to appear in court.

### **Recommendations:**

- Construct a system-wide written citation policy as an ordinance or resolution through the Criminal Justice Executive Council. The policy is recently in, as low-level offenders should always be cited in lieu of incarceration unless certain specified public safety concerns are at issue.
- Monitor compliance with the citation policy by reporting citations as a percentage of all arrests, as well as booking fee amounts. Require authorization for exceptions to this policy, and eventually, higher booking fees for non-compliance.
- Consider successful crime prevention tactics, such as implementing an Ignition Interlock Device Program for DUI offenders, and police focus programs.
- Identify special populations for diversion from the justice system, such as the mentally ill, drug addicted, and homeless persons who often represent the costly chronic offender population.
- Develop a sobering center to handle the large number of disorderly conduct cases.
- Prevent crime by delivering ultimatums to the most serious offenders. Services and severe sanctions should be allocated according to their subsequent behavior.

- Develop and adopt a risk assessment instrument that can be used to better categorize low-security populations, to take advantage of non-custodial sanctions.

## **PRETRIAL JUSTICE**

After an individual is brought to the jail, the Court must decide whether the suspect should be released on their own recognizance, and if not, whether the individual is eligible for monetary bail. Champaign County does not currently have the resources to supervise pretrial defendants or to collect and verify information that is probative of whether the person is a risk to public safety or flight prior to court appearance.

- The Champaign County’s bail decision represents a serious gap, costing the County in public safety and sacrificing constitutional rights. Courts do not get nearly the verified information needed to make this decision as well as research has shown that it can be made.
- The current bail system is considered by many in the County to impact differentially in terms of class (and race) without objective basis, favors incarceration and financial-based conditions, and greatly increases the risk of racial and other disparity.
- Factors that Champaign County currently considers in making the bail decision, such as current offense and criminal history, are proven inaccurate predictors of flight and public safety risk.
- Resources for supervision of pretrial defendants do not currently exist.
- The Court does not take advantage of technology to remind defendants to appear in court, or even postcards, resulting in the wasteful issuance of bench warrants that are costly to enforce.
- Still, great recent progress has been made to develop a new policy and program.

### **Recommendations:**

- Seek additional technical assistance from the Pretrial Justice Institute to implement a real best practice pretrial justice program.
- A standalone pretrial services program in the courts should be developed, for the purpose of gathering and verifying information about defendants prior to first appearance.
- The pretrial services program should offer supervision of some pretrial defendants under appropriate circumstances.
- Develop and validate an objective risk assessment instrument to guide a judicial officer’s release decision as well as delegated jail decisions even earlier. Heed research that shows that financial conditions of release do not ensure appearance or safety as well as risk assessments do.
- Champaign County should take advantage of evidence-based pretrial practices that will support objective bail decisions that more accurately predict public safety and flight risk.
- Take advantage of pretrial services to remedy unintentional inequities and disparate treatment.
- Use technology to set up phone call or postcard reminders for pretrial defendants, call lines for re-scheduling in family emergencies, etc. In addition, provide a GPS tracking-solution that can be correlated with crime data in case a crime is committed.

Since the Draft Report, the Courts directly engaged ILPP to provide Technical Assistance to implement the basic pretrial recommendations based on the draft report’s data analysis, interviews, and recommendations. Thomas Eberly, a national expert on pretrial release and currently the Criminal Justice Director in Mecklenburg County (Charlotte), North Carolina, was selected because he had done all of the pretrial data analysis and has been a long-time expert recognized by the National Institute of Corrections and the National Institute of Justice. He visited Champaign and interviewed the Sheriff’s Office managers and jail staff, and was enthusiastically received. There was very strong interest in pretrial change. Subsequently, the Court Administrator held that the Judges should not be made available, and asked ILPP to develop the plan without that instrumental input. The Champaign County

Pretrial Services Pilot Program, a Working Document can be found in Appendix III. The Courts subsequently engaged in the issue of pretrial release, and have selected the Virginia Instrument as the model. Good progress is being made.

## **SHERIFF'S OFFICE**

The jail population is only a factor of the number of admissions to the jail and their length of stay. Understanding these dynamics is crucial to improve management of the jail population and to move savings from wasted employment of custody to enforcement and combating recidivism.

- The population that is eligible for electronic home monitoring does not include the pretrial population and those convicted of certain crimes, such as DUI and domestic violence.
- Booking officers are not authorized to release offenders that commit Class A offenses, which encompasses most offenses.

### **Recommendations:**

- Develop a continuum of sanctions that include non-custodial options, and expand the use of these options for low-risk individuals.
- Expand the criteria of those who are eligible for electronic home monitoring to give justice system personnel wider discretion in applying appropriate sanctions to an offender.
- Find alternatives to criminalizing poverty. These tactics will save significant resources for the County and reduce crowding at the jail.
- Define problems, obstacles, and goals based on community values and with the help of a highly experienced corrections training and facilities experts.
- Prioritize development of a policy and procedures manual by assigning it as a project to a staff member, to serve as a first line of defense against litigation.
- As is true with the rest of the justice system, the jail command staff should manage system data. This requires first being able to extract critical data from the system, then analyzing and tracking information to understand justice system dynamics.
- The Sheriff's Office should be granted official authority by CJEC and the Courts to oversee development and police compliance with citation in lieu of arrest rules, and thus exercise some control of jail population management.
- Expand the capacity of booking officers to release offenders on their own recognizance for some Class A offenses.
- Expand the use of work release to allow low-risk offenders to repay their debt to society and teach them valuable skills. Allowing them to remain out-of-custody does not present significant additional risk, and reduces both jail bed demand and staff workload.
- Implement a Day Reporting Center (DRC) to offer supervision and services, and serve as a community resource. The DRC should be administered by Probation, and used by the Sheriff's Office and Courts as an alternative to incarceration.
- Implement direct supervision at the Satellite and Downtown Jails, and pursue constructive training to get staff on board with the philosophy.
- Carefully consider what the jail requires to provide adequate medical and mental health care, including space to isolate inmates, appropriate staffing, and a sanitary environment to provide care.

**CLASSIFICATION**

Best practice dictates that classification should be an objective risk assessment process that determines how offenders are housed in the jail, and should drive the use of jail beds and resources. Risk level assigned should equate to dangerousness. Minor offenders who are released relatively quickly back into the community should be classified as minimum risk. Classification is a priority for jail planning because it directly impacts on projections for facility needs, safety within the facility, and potential litigation for poor subjective decisions that deviate from research and best practice.

The Sheriff's Office understands the significant impact of classification on costs, recidivism, public safety, and facilities planning. Champaign County recently brought in a national expert on jail classification to train staff on the process and tools necessary to manage classification at intake. Subsequent follow up calls have occurred, and the Sheriff's Office has decided to move forward with the SARN classification instrument.

Prior to the study, Champaign did not use an objective jail classification instrument or collect sufficient inmate information to classify inmates appropriately.

The jail over classifies its inmates. Although only 36% of the population is classified as minimum security, 45% of inmates stay in jail for less than a month. Sixty-three percent are deemed fit for release in less than two months.

**Recommendations:**

- Administrators should continue efforts to use objective, scientifically valid tools to understand risk, classify offenders, and minimize the potential for negative outcomes. Modern tools use both static information and dynamic factors that impact risk over time.
- In recognizing the importance of classification to jail operations and planning, Champaign County should dedicate two full-time positions to this function.
- Champaign County is in the process of reclassifying its inmates. Previously, the categorical breakdown deviated significantly from national norms.
- Releasing the lowest-risk offenders into non-custodial sanctions and programs will give Champaign the capability to house the remaining population more appropriately, particularly those with special needs or requiring segregation; and it will save enormous construction costs.

**COURTS, PROSECUTION, AND DEFENSE**

The relationship between the courts, prosecution, defense, and law enforcement appear to be cooperative and respectful, particularly in areas of discovery and being prepared for arraignment and trial.

- Champaign County benefits from a collaborative leadership that ensures that arraignment/bond hearing mostly occurs within hours after arrest.
- The Presiding Judge in Champaign County is empowered with the ability to issue court and county administrative orders, giving significant ability to reengineer the criminal justice system.
- Minor cases that could be handled through alternative means, such as diversion into programs in the community, are charged as criminal offenses. These include personal disputes and minor drug possession cases.
- Courthouse security measures result in decreased interaction between the judiciary, attorneys, and the public. This has a negative impact on courtroom culture and public relations, and appears costly.

**Recommendations:**

- The adult diversion program should be reinstated, to effectively punish offenders and save significant resources by alleviating the burden of court proceedings for the most minor cases.
- The public defense bar should report directly to the County rather than the ineffectual Court Administrator, to improve administrative management and enforce neutrality among the different elements of the legal system. The ineffectual Court Administrator position should be re-evaluated.
- In order to have a judiciary that reflects the diversity of the public, the Presiding Judge should issue an administrative order to establish a community-based advisory committee to assist in the process of selecting judges.
- Apparent over-staffing of courtrooms and entrance security should be subject to an external staffing study.

**REENTRY**

The Champaign County Justice Task Force came to many of the same findings and recommendations that ILPP arrived at while studying the causes of jail bed demand. The County must focus on reducing recidivism; 44.8% of offenders on parole are rearrested within three years of release from state prison.

- From overworked parole agents to the limited availability of programs, resources available to parolees do not support successful reintegration into the community, more or less guaranteeing new crimes.

**Recommendations:**

- Leaders in the criminal justice system, social services, and community-based organizations must work together to make effective use of housing, employment, family reunification, treatment, and other services.
- Champaign County should establish a Reentry Council comprised of a Board-appointed group that represent a cross-section of justice system leaders and prominent community stakeholders. This group should first meet monthly, then quarterly, to address obstacles to reentry.
- Reentry staff should focus on conceptualizing, researching, designing, and writing grants for reentry. Once the Reentry Council is formed, grants should be a standing subcommittee that reports to the Council.
- ILPP fully supports the intensive case management and reentry planning model in the Strategic Reentry Plan proposed by the Champaign County Justice Task Force.
- The County Board should not supplant the state’s duty to deal with state prison release with its re-entry program. The Board should invest in hiring a single person with a salary of \$50,000 to champion this cause and raise money by writing grants with a county match. No money would have more direct impact on public safety.
- Champaign must establish a First Step Reentry Program with intensive case management and discharge planning, to increase the likelihood of successful reintegration. The Regional planning Commission’s proposal to do the coordination appears to be an excellent development, although their concept paper is not based on proven program planning principles, and needs re-doing.
- The County Board should create explicit policies to target funding dedicated sources for reentry programs. The public safety sales taxes includes clear language that targets all manner of facility maintenance and re-use, and related prevention programming covering the families and children of inmates. The Board should also seek to obtain new tax revenue for future program needs.

**MENTAL AND BEHAVIORAL HEALTH**

Champaign County recognizes that individuals with mental health issues make up a disproportionate number of jail and justice system caseload, and contribute to the system's "revolving door" problem.

- Champaign County is invested in crisis intervention training (CIT) for its law enforcement personnel, to divert these people from the justice system.
- As an effort to share information, the Sheriff's Office signed a memorandum of understanding (MOU) with the State Department of Human Services and Community Elements to join "Jail Data Link", to allow identification, case management, and improved treatment and integration through shared daily updates.
- Police departments surveyed do not have a systematic standard definition or data collection method to filter mentally ill offenders away from jail and into treatment programs.
- The jail facility does not have the resources to house, and sometimes segregate, this population as necessary to provide for their care.
- Links between the jail mental health care provider and community service providers are vital to continuity of care, but there has been a serious lack of communication. Thus, accountability for the mental health care being provided and its impact on recidivism has not existed.

**Recommendations:**

- Create a Mental Health Collaborative Planning Group, consisting of the Mental Health Board, the Board of Health, Chair of the County Board, County Administrator, and Sheriff's Office, to plan a fully integrated mental health and public health system encompassing the jail and community.
- Follow the Task Force's recommendation to allocate funding to reestablish the detoxification unit, which will work closely with justice system and community service providers.
- Collaborate between local government, service providers, and justice system elements to create a mental health crisis center staffed with crisis intervention case managers. Continue efforts toward a fully operational Community Resource Center for offenders diverted from jail.
- Conduct a quarterly or semi-annual medical care contractor independent audit to ensure that contract terms are being met and services provided meet standards of care.
- Integrate data both in and outside of jail in order to track cases and outcomes, and establish an evidence-based method of determining effective programs that should be funded and supported with resources.
- Police departments must create a plan to adjust detainee handling and arrest procedures to include consistent collection and recording of arrestee mental health status.
- Take full advantage of all Medicaid funding made available to local corrections through recent legislation. Medicaid funding should also be used to create "health homes" for enrollees with mental illness and substance abuse disorders.
- Allocate the best possible array of jail housing for mentally ill inmates who cannot be safely housed with others. Factors include individual and group living spaces, proper lighting, confidential counseling rooms, and areas dedicated to socialization activities. The priority must always be to place each inmate in the safest unit the jail has available.
- As in other parts of the justice system, implement a screening tool to better allocate resources to those who need and would benefit from intervention. Focus treatment resources on higher risk offenders to most greatly affect recidivism rates.

**WOMEN IN THE CRIMINAL JUSTICE SYSTEM**

As is true in Champaign County, women are generally low-risk offenders who commit low-level crimes, and require resources and a continuum of treatment and care outside the jail setting because their short sentences do not allow for longer interventions in jail. In addition, women have different medical, mental health, environmental, and child visitation needs that are not met in jails designed to house male populations.

**Recommendations:**

- Remove women from the Downtown Jail facility as soon as feasible. The Sheriff's Office has obtained technical assistance to work toward this goal.
- Collect separate data for women that tracks key metrics and outcomes.
- Develop gender responsive environment treatment and services, to be delivered in minimum-security or community-based settings.
- Ensure that visitation spaces are child-friendly to encourage family visitation, which will lead to more successful integration when a female offender is released, lower recidivism, and crime, and increase public safety.
- Revisit requirements for female offenders to retain custody of their children, to advocate for their ability to enroll in the required treatment programs to regain custody after release.

**RACIAL DISPARITY**

Like other jurisdictions around the country, Champaign County experiences a disproportionate number of African-Americans in the jail population. While the County's African-American community has called attention to the issue of racial disparity, this perception has been left unaddressed by leaders in the criminal justice system. This may negatively impact the trust of the community in law enforcement and the administration of justice in Champaign.

- Champaign County is clearly committed to developing good community and race relations.
- Even though raw data is insufficient to support a claim of overt racial disparity, it can and does establish serious statistical discrepancies that support such perceptions.
- There is a disproportionate percentage of African-Americans being charged with minor crimes, such as possession of 30 grams of marijuana, jaywalking, "vehicular noise," and resisting an officer. Although the absolute number of arrests has decreased, the proportion of African-Americans arrested has increased.

**Recommendations:**

- Invest in a study with the assistance of respected African-American community leaders, the University of Illinois, and several invested county leaders. This can help move decision-making away from subjective to objective criteria.
- Assess prosecutorial practices to observe whether disparities in charging defendants of different race occur inadvertently, and shape policies and procedures around addressing this issue.

**CRIMINAL JUSTICE EXECUTIVE COUNCIL (CJEC)**

Champaign County has taken ownership of developing a board of justice system leaders to plan, analyze, coordinate, and manage the justice system. This commitment and process is proven to be the single most effective tool to address issues in the justice system that lead to jail crowding. Champaign has

assembled other task forces to look into justice system issues and is clearly committed to taking a proactive stance in getting a handle on its criminal justice environment.

**Recommendations:**

- The CJEC should transition from an informal group to a formal body with bylaws, regular agendas, an organizational structure with subcommittees, an outside facilitator, some staffing, and scheduled non-public meetings.

**INFORMATION TECHNOLOGY**

The adoption of various programs and software by independent agencies throughout the justice system lends itself to fragmented and sometimes incompatible databases that must share information to operate. Use of client-server private label technologies results what is called “vendor death grip”. Information flows from law enforcement to the courts, prosecutor, defense, jail, probation, and other downstream agencies that are charged with processing and tracking the same offender are not moving in the ideal and least costly manner to benefit the system or the budgets.

- Champaign County is in better shape than many other jurisdictions because of JANO, the court record management system that integrates with law enforcement’s New World databases.
- Gaps in integration, however, exist from some agencies persisting in the use of paper reports, which requires extra staff to transfer information and results in processing delays;
  - Some law enforcement offices use ARMS so arrest reports are not electronically transferred; the Computer Assisted Dispatch system is also not integrated, (the largest volume of violations, traffic); electronic filing of civil cases; scarcity of electronic discovery; and, the underuse of computers to record case notes by the prosecution and defense in the courtroom.

**Recommendations:**

- Champaign needs an overall IT Master Plan and to establish an institutional authority for integrating data in the County’s criminal justice system. Although the METCAD Policy Committee exists, it is staffed by individuals invested in their own systems rather than the whole, and it lacks the means to set priorities, authority, and tools to focus overall resources.
- Electronic filing and discovery should become the norm; judges, attorneys, and courtroom personnel should use computers to access case information and to record notes.

**1.4 Reducing and Rehousing the Jail Population**

The ILPP study provides a meaningful turning point for the criminal justice system in Champaign County. A review of the data indicates that substantial numbers of inmates can and should be diverted from the jail's population.

Some recommendations are repeated here in the context of lowering jail population, to enable the County to avoid building what it clearly does not need; if the Downtown Jail is not soon abandoned, it should be a Federal (and federally funded, remodeled) holding facility, as basically, the County does not need the beds for long.

The following notes explain the diagram that follows (below):

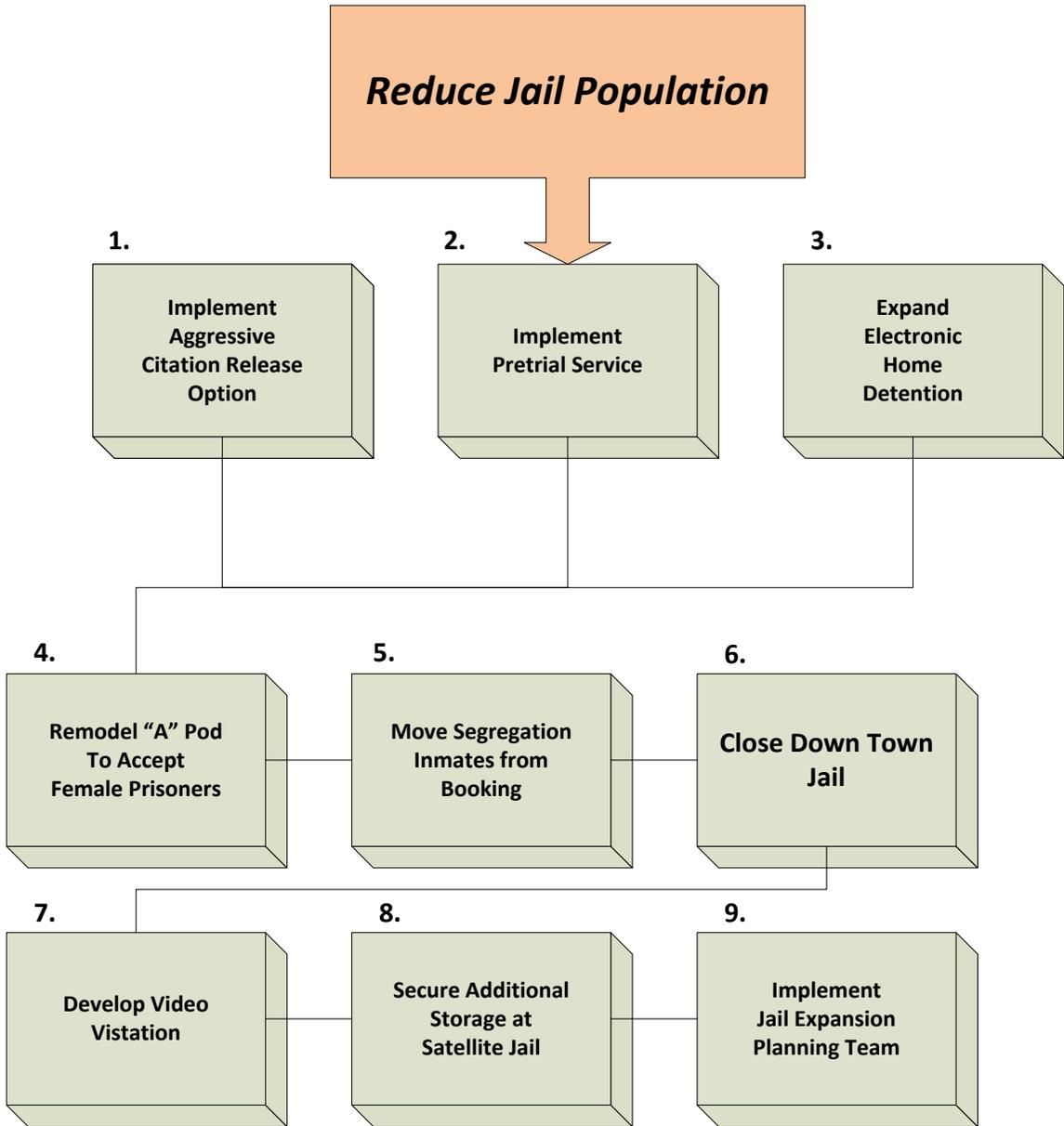
1. The data indicates that many low-level offenders arrive at the jail and stay a short period of time, resulting in excessive labor cost because the bulk of work in processing an inmate is at intake. Citing for release either through the law enforcement officer in the field or booking officer at the jail would serve the same identification purpose for most, and serve to keep officers on the beat rather than transporting uselessly. A significant number of city ordinance violations and traffic cases enter the jail, but do not stay. The system implementing a stronger, more uniform cite and release program that should be closely reviewed at the jail and by supervisors and managers of each agency. This option has huge potential for significant reductions in processing, cost, and jail bed demand as well as more and yet less costly law enforcement in the cities, university and rural areas; and the movement in this direction has begun.
2. The implementation of pretrial services will divert substantial numbers of pretrial inmates from the jail and is considered by the Department of Justice as an essential program and model for controlling over incarceration and racial disparity. The most successful programs implement field supervision at a range of supervision levels. This program will significantly reduce processing workload, costs, and jail bed demand. Inmates with a high likelihood of being released quickly should instead be booked and released with a summons to appear and supervision through pretrial services. The Courts have begun developing this concept into a program, and already budgeted for staff.
3. Electronic home detention will be an important component of field supervision options for the pretrial services program; staff, and equipment should be added to expand the capacity of the electronic home detention program. Fortunately, system users are familiar with this program's success and should support expansion when the field supervision component is added to the pretrial services program.
4. The "A" pod should be modestly remodeled soon to accommodate the movement of female prisoners from the Downtown Jail to the Satellite Jail. This is imperative to provide equity for female inmates. Providing accommodations for female prisoners that are comparable to that of males should minimize the potential for litigation. The County should construct temporary barriers of 2" x 4" painted plywood to segregate at least one, and maybe two, single cell occupancy modules. Staff now assigned to the Downtown Jail should be re-assigned to provide two-officer posts at each of the A and B pods. This double coverage should be in place at this time due to the supervision levels required. The separation of living units and the addition of female prisoners are the rationale for the doubling of staff.
5. Jail staff has a current plan to accommodate 40 inmates above the existing stated capacity and could accommodate growth in the jail population if staff are transferred from the Downtown Jail. Many facilities have temporary triple bunked cells to add living units in times of jail overcrowding. Implementing recommendations from this Final Report will reduce the population significantly and will seemingly soon eliminate the need to triple bunk inmates. Of course, jail staff should seek the likely support of the state jail inspectors.

The Jail must severely reduce or eliminate the use of bookings cells for segregated housing. This current use of segregated housing at the booking area is disruptive to the booking process and inadequately accommodates those prisoners in need of special care.

6. The closure of the Downtown Facility should not be taken lightly. A defined action plan is necessary to ensure that this occurs without incident. Assuming a stop-gap use of the facility

with doors open, for minimum security inmates, will help the overall changes, but ultimately must also end with closure. Hopefully a grant can be obtained from the U.S. Marshall's Office to remodel and use the facility for Federal inmate holding.

7. Current spaces are inadequate for visitation of family members, friends, specialists, and attorneys. While some spaces could continue to be used for close security visiting, the County should finalize implementation of video visitation capabilities. This will reduce staffing and security needs and allow increased visitation, which will increase the likelihood that the offender will successfully reintegrate into the community.
8. Current storage at the Satellite Jail is insufficient. Additional storage space would reduce hazards at the facility and could be accomplished through storage pods, a temporary inexpensive steel building, and the use of the Downtown Jail for storage. Addressing this safety issue should improve daily operations.
9. To expand the current Satellite Jail and its capacity, the County should convene a full-time jail expansion team for cost-effective and prudent planning for future building efforts. Many facilities fail to follow the National Institute of Corrections' (NIC) planning model, only to suffer from bad design and costly errors. It is strongly recommended that a planning team be assigned as early as possible to assist in the **development of the above options and plan for future renovation and reuse of existing facilities**. Materials covering many descriptive elements of the planning effort are available on the NIC website.



## Conclusion

Champaign County benefits from proactive leaders who are committed to improving the criminal justice system. Additional progress will come with the work of the formal Criminal Justice Executive Council, which will provide the platform and authority to make major strategic decisions in areas from risk assessments and database integration standards, to funding streams and policies to define and regulate the smart use of jail beds.

In choosing to address jail bed demand prior to planning for jail expansion, Champaign County has changed course in a significant way. The Champaign community will benefit from the improved framework with which to consider justice system policies that have a very large impact on the County budget and resources now and in the future. The monies spent to implement this plan will save much

larger amounts soon and in to the future, and also help provide the funds for the facility enhancements needed.

## Criminal Justice Action Plan

Planning recommendations of this study have been shaped for implementation, based on widespread and multiple comments on the Draft Report by the Board, justice system leaders, and many other stakeholders. The Action Plan is provided to prioritize the most important steps, outline budgets, and track progress to support action.

These recommendations will have a strong impact on improving public safety, managing and remodeling the jail, and greatly improving the cost effectiveness of the County's funding streams. They are not merely suggestions; they are instrumental to the planning study that has already garnered wide consensus, and to the County's fiscal and public safety future.

The overarching objective is to establish better partnerships between interdependent agencies and better manage increasing workload within available resources. This enhances public safety by prioritization, coordination, planning, and monitoring. Serious policy, procedure, and organizational reform must result.

Although Champaign has already widely approved the Draft Report and taken major steps to adopt its recommendations, the challenge of change remains, as change in context is hard for the agencies and staff – requiring they become accustomed to new philosophies and practices. Change in context results in changes in *meaning* and *predictability* for the work routines of leaders, managers, supervisors, and workers because the same decisions and routines are no longer available to make work life predictable. Losses in *predictability* cause a sense of *loss of control*, and are therefore almost always *resisted*. Forewarned is **forearmed**.

**The data set out in this final project report, on system performance and successful implementation elsewhere, suggests that the control leaders perceive they have over their work is control over their own environment -- not real control over public safety or system performance. The real control has yet to come and will arrive with continued implementation of the recommendations in this report, greater budgetary control, and the resulting managed system.**

**This ACTION PLAN should be used to schedule and organize efforts to implement the study's direction, and provide more accountability for all in the process of making clearly needed change.**

### The Action Plan

The new Criminal Justice Executive Council is expected to lead the implementation of the recommendations, with the full voting moral and budgetary support of the County Board and Administrator.

The following provides guidance for the highest priority items in the Action Plan:

- Time Frame**
- Stage 1:** Implement immediately. These policy-oriented or fundamental changes are critical to the criminal justice system’s efficiency and should happen now or as soon as possible.
  - Stage 2:** Implement shortly, within this next coming fiscal year. These recommendations require planning and/or regular funding.
  - Stage 3:** Implement after review and/or when funding is available. These are mid- to longer-range options.
  - Stage 4:** Implement after further review, over time.
- Priority**
- A:** Instrumental to public safety, critical in reducing crowding and stopping significant wasted funds.
  - B:** Important.
  - C:** Very helpful and needed.

**Methodology for Costs and Savings**

In the discussion of very rough costs and savings, the following general terms are used:

**“Minimal” cost:** No new staff or buildings are needed. The cost might involve some reassignment of staff time to new or alternate duties.

**“Indirect” or “Contingent” savings:** These savings result from the actions of the group, coordinator, etc., not from the mere establishment of the position or group. Also, most savings are dependent on the outcome of future findings, so they cannot be quantified more specifically than “major” meaning millions; “substantial” meaning hundreds of thousands, or “moderate” meaning \$10K to \$100K.

**“Minor” costs:** Usually under \$10K.

## Key Recommendations

Recommendation	Priority			Implementation Time Frame			
	A	B	C	Stage 1	Stage 2	Stage 3	Stage 4
Further formalize the new Criminal Justice Executive Council with bylaws, an outside facilitator, some staff and agendas, adopting subcommittees, etc.	•			•			
Establish a best practice pretrial services program to gather and verify information for all bond eligible arrests prior to first appearance hearing.	•				•		
Construct a written citation policy as an ordinance or resolution and apply to booking as well.	•			•			
Develop (as part of a Master Plan) an overall plan to achieve full database integration between New World, JANO and other agency software.	•				•		
Continue determining/improving the best use of the facilities given evolving needs and outcomes of the reclassification.	•			•			
Take immediate steps to eliminate segregation holding of inmates in the booking area.	•			•			
Establish the First Step Reentry Program.	•				•		
Submit and process discovery and complaints electronically.	•			•			
The classification instrument adopted should be tested and validated so it can more accurately predict risk to public safety. Further break down the current minimum security population according to risk scores.	•				•		
Develop a work release program outside the jail, with the outreach that will enable the program to grow.		•			•		
Weekend sentences should be included in the continuum of sanctions for low-level offenders.		•				•	
Fund and implement a day reporting center.		•				•	

## Action Plan for Selected and Most Important Primary and Secondary Recommendations

Recommendation:	<p>Formalize the current Criminal Justice Executive Council (CJEC) by adopting bylaws and a formal structure, retaining an outside facilitator, and providing the CJEC with staff and agendas dedicated to generating data-based analyses that lead directly to decisions. The members of the management group should be the Presiding Judge, Sheriff, County Administrator, two city police chiefs (Champaign and Urbana), the State’s Attorney, Board Chair or board member over budget, and a Vice Chancellor from the University of Illinois.</p> <p>The formal CJEC should form standing subcommittees composed of second-level leadership in the areas of: (1) inmate population management, (2) information systems, and (3) grant management.</p> <p>A subset of CJEC should conduct regular meetings with the public to solicit the input of civic leaders and obtain community support for important initiatives.</p>
Objective:	To provide oversight, direction, cost control, reengineering and management for the criminal justice system as a whole. Nationally, this policy planning approach is widely considered “best practice” for focus and impact on public safety bloating and budget.
Lead Agency:	All criminal justice agency heads.
Logistics:	Board and Administrator order to formalize and modify current practice, and define not as a “board,” but as an informal management group.
Cost:	Minimal.
Pros:	Fosters management of the constitutionally separate and independent criminal justice agencies as a system and will lead to profound overall system efficiencies and improved system effectiveness if allowed to function autonomously.
Cons:	Requires real cooperation and commitment from each criminal justice leader. However, this should not be a serious obstacle because there is already informal cooperation between agencies and a collective growing interest in improving the criminal justice system.
Savings:	Actual savings in dollar amounts are difficult to quantify, but extremely large and inherent in inefficiencies that are eliminated, resulting in improved system effectiveness.
Time Frame:	Start immediately, Stage 1.
Priority:	A.
<hr/>	
Recommendation:	Establish a pretrial services program operated as a standalone unit of the Court, with the help of the Pretrial Justice Institute. Most counties in the nation have

pursued this initiative, recognizing it as a best practice. Using a validated risk assessment tool, the program should gather and verify information for all bond eligible defendants prior to the first appearance hearing, as early as possible to take advantage of the excellent arraignment process.

The program should present this information expeditiously as a point score and soon thereafter in a formal written report to the Court, accompanied by a criminal history summary. Participation should be voluntary.

- Objective: Improve decision making by the court.
- Lead Agency: Courts.
- Cost: Moderate - to retain and train staff, conduct interviews, verify information, and perform other pretrial service program tasks.
- Pros: Bail decisions will be made based on objective information that bears on risk to public safety or risk of flight. Evidence-based decisions can save resources or divert them to areas of greater need.
- Cons: None.
- Savings: Significant savings in terms of jail bed days for those deemed a low risk and released quickly back into the community. Faster decision-making allows the defendant to be placed in appropriate custody setting if either a community or custody sentence is imposed.
- Time Frame: Stage 2.
- Priority: A.

Recommendation: Construct a written citation policy as an ordinance or resolution. The CJEC should request all copies of citations from police departments and the jail and coordinate a common policy for all law enforcement. This policy should clearly indicate that low-level offenders should always be cited in lieu of arrest “unless” certain specified public safety concerns are at issue. If identification is first needed, the offender should be identified and cited at the jail thereafter.

Objective: Many offenders who do not pose a public safety threat or flight risk are brought to the jail at enormous expense to staff and taxpayers. They also impose opportunity costs, consuming resources better allocated to crime fighting. As most are released within 72 hours, they clearly do not pose a true risk and should be diverted from jail as early as possible while still being punished.

Lead Agency: CJEC, Law Enforcement, and the Sheriff’s Office

Logistics: CJEC to generate a standard policy. Police Chiefs and Sheriff’s Office to implement and ensure compliance from their law enforcement and booking officers.

Additionally, the Sheriff's Office should officially be granted authority by the consensus of the CJEC and by order of the Court to issue citations for some Class A offenses.

- Cost: Minimal.
- Pros: Ensures cost-effective use of resources. Punishes minor offenders without incurring too many staff and budgetary cost. Resources can be allocated to more serious cases early in the case flow.
- Cons: Requires cooperation from police officers, and potentially impose fines or other defined consequence if there is a failure to comply. Also modestly impacts the Sheriff's staff efficiency due to required training. A released offender may also commit an offense, which will require CJEC to stand together in support of the policy.
- Savings: Savings from keeping minor offenders in the community are expected to be enormous, especially given the large number of people who leave jail in short order. This will significantly reduce jail bed demand and front-end processing.
- Time Frame: Stage 1.
- Priority: A.

Recommendation: Develop an IT Master Plan to achieve full database integration between New World, JANO, and other agency software.

For example, some law enforcement agencies use ARM, which is not exported electronically and thus, generates a paper trail and creates unnecessary work and delay.

- Objective: Integrate and standardize data flow between all justice agencies.
- Lead Agency: CJEC
- Logistics: Basic changes in creating an IT standard between agencies to facilitate easy electronic transmission of documents.
- Cost: Depends on approach, but expected to be Minimal;
- Savings: Should result in significant and indirect savings by avoiding delay, errors, duplicate data entry, etc.
- Pros: Improves sharing of data between and among all justice agencies. Not all agencies need to agree on the same standard, have the same system or vendor, or implement the integration at the same time. As long as all the participating systems are equipped for electronic transmission of documents for information exchange, there will be a vast improvement in system efficiency.
- Cons: May require eventually training of staff to use database, simultaneously reducing data entry staff.

Time Frame: Stage 2.

Priority: A.

Recommendation: Continue working to determine the best use of existing facilities based on the needs of women, mental health and medical segregation, and the reclassified population.

Objective: The Downtown Jail is failing both structurally and mechanically. The decision is to convert the facility into a minimum security facility.

Lead Agency: Sheriff's Office and CJEC

Logistics: Continue consulting expert as needed.

Cost: Moderate

Pros: Repurposing the Downtown Jail may be sufficient in ensuring that that it meets constitutional mandates.

Cons: The Downtown Jail suffers from significant maintenance defects.

Savings: Using the facility as a minimum security lockup prevents new and expensive construction. These represent significant cost savings.

Time Frame: Stage 1.

Priority: A.

Recommendation: Continue to work to eliminate segregation holding of inmates at the booking area.

Objective: Reduce potential liability for housing inmates in a dilapidated area.

Lead Agency: Sheriff's Office

Logistics: Relocate segregation holding to a temporary area until a permanent location can be established.

Cost: Minimal

Pros: Removing segregated inmates from the booking area could allow significant changes in inmate processing and could eliminate the backlog of officers awaiting booking.

Cons: Requires determining how to restructure the booking process and evaluating options.

Savings: Reduce potential liability and waiting of law enforcement officers.

Time Frame: Stage 1.

Priority: A.

Recommendation: Pursuant to recommendations of the Justice Task Force, establish the First Step Reentry Program.

Objective: Use intensive case management and reentry planning to reduce recidivism.

Lead Agency: CJEC

Logistics: The proposed program will provide intensive case management, as well as a coordinated discharge planning process, to help inmates transition back into the community. The success of the program relies on collaborative efforts between criminal justice and social services agencies, and various community-based organizations.

Cost: Moderate – hire a program coordinator and intensive service coordinators. Invest County funds in this important initiative instead of relying on grant funding.

Pros: A reentry program acknowledges that offenders return to the community after jail or prison and seeks to minimize the friction of the transition to reduce recidivism.

Cons: Requires additional positions to manage the program, as well as service coordinators to work with offenders to develop plans. Requires greater coordination between agencies.

Savings: Substantial, as chronic offenders absorb a lot of resources.

Time Frame: Stage 2.

Priority: A.

Recommendation: Break down the current minimum security population according to risk scores. The classification instrument should be tested and validated so it can accurately predict risk to public safety.

Objective: Reduce crowding and improve classification in and out of the jail.

Lead Agency: Sheriff's Office/Jail, with the direct support of the Criminal Justice Executive Council's Executive Committee

Logistics:

Cost: None.

Pros: Results in minimizing the use of inappropriate and unneeded custody, in favor of work benefiting the community and programs enhancing public safety.

Cons: Major change will be met with resistance. The occasional crime that likely would have, in any event, been committed after custody will draw some criticism to the system.

Savings: Significant.

Time Frame: Stage 1.

Priority: A.

Recommendation: Fund and implement a Day Reporting Center (DRC).

Objective: Provide an effective alternative to expensive custody for persons requiring some controlled supervision, programming, and real punishment.

Lead Agency: Probation, Sheriff's Office and Courts

Logistics: A day reporting program provides an intermediate sanction for low-risk inmates, of which there are many in Champaign County. These programs depend on the system's ability to select people in custody instead of expanding the number of people in the system. The old nursing home could be considered as a possible location to establish the Center.

The DRC should offer programs like anger management, drug testing, probation interviews, and day-work/supervision programs. This would add a great deal of flexibility to the Courts and Sheriff's Office, to sanction offenders appropriate based on their risk and needs.

Costs/Savings: When the system can truly shift in-custody prisoners to the programs, there should be a substantial reduction in cost of services. This program should cost less than \$10 per day per individual, given that sufficient numbers can dilute the cost.

Pros: Provides real punishment and likely public safety gains with low cost, reduces crowding, and saves resources.

Cons: The occasional crime while in the program, which would likely have happened anyway, will result in attacks on the concept and will need to be defended by data and system-wide support.

Time Frame: Stage 3.

Priority: B.

## Additional Recommendations

Recommendation	Priority			Implementation Time Frame			
	A	B	C	Stage 1	Stage 2	Stage 3	Stage 4
Implement the recommendations in this study and develop a justice system budget to inform the County's final budget.	•					•	
The County should consider the use of inmate welfare funds (or private loan fund) to start a bond fund to support the release of indigent inmates to be released pretrial.		•		•			
Invest in local research on racial disparities in the justice system through working with the University of Illinois, a methods expert, respected minority community leaders, and 2-3 neutral, interested parties.		•			•		
Maintain electronic records from arrest through adjudication and treatment to facilitate transfer of public health information to other agencies.	•					•	
Establish a local medical and mental health care provider and contract monitor. Transition out of contracting out these services and plan an appropriate funding stream.	•						•
Employ the GAINS intercept model and its brief mental health screening tool, as it is the national model and is easy for intake staff at the jail to administer to arrestees.		•			•		
Continue to prioritize crisis intervention training for law enforcement, to divert the mentally ill from the justice system as early as possible.	•			•			
Engage in policy making and planning around the Affordable Care Act (ACA), which will take effect January 3.	•				•		
Change the organizational structure so the Public Defender reports directly to the Presiding Judge and County Administrator, instead of the Court Administrator. The Court Administrator position itself should be reviewed.	•			•			
Further explore and adopt the direct supervision philosophy.	•				•		
The Presiding Judge should issue an administrative order establishing an advisory committee to assist judges in		•		•			

selecting replacement judges and assist in other court related functions that bear on public access.							
Use technology to implement reminders to individuals with court dates, to prevent failures to appear (FTAs) and subsequent bench warrants.	•				•		
Implement system-wide gender responsive services as well as classification systems, risk and needs assessment tools, staff training, and visiting policies.	•			•			
Support family reunification in criminal justice and work with family services to develop ways in which women in jail can retain/regain custody of their children.	•				•		
Segregate medical and mental health patients appropriately and provide routine mental health therapy as needed.	•			•			
Continue to receive support in developing the SARN classification instrument, as needed.		•		•			
Increase staffing for the classification function.		•			•		
Expand the use of non-jail sanctions for low-risk individuals.	•					•	
Prevent crime by supporting a program to deliver ultimatums to the most serious chronic offenders.		•				•	
Reinstitute an adult diversion program to supervise lesser offenders while reducing legal costs and downstream system costs.	•			•			
The courtroom should use computers to access calendars, pleadings, evidence, and other case information. These computers should be available to judges, attorneys, and courtroom personnel.		•				•	
The electronic monitoring program operated by the Sheriff's Office should partner with the newly formed pretrial services program to monitor higher risk defendants awaiting trial.	•				•		
The Sheriff's Office should prioritize the development of the policy and procedure manual.		•			•		
Improve booking practices and procedures to prevent backlogs.		•				•	

<p>The jail medical contract should be monitored on a quarterly or semi-annual basis to be sure that contract terms are being satisfactorily met.</p>	•			•			
<p>Expand the booking area to house pretrial services, a public defender intake space, and family visiting spaces. Also expand the medical unit, along with the kitchen to provide program space.</p>		•			•		
<p>Develop storage solutions outside the Satellite Jail.</p>	•				•		

APPENDIX I:  
Supplemental Material  
Key Points and Principles

# Introduction

## *Overview of the Champaign County Criminal Justice System*



### 1.1 The Road Ahead

The County's response to the Draft Report has shown that Champaign has the potential to significantly redirect budget resources and pressures through strategic data driven planning while greatly improving public safety.

ILPP started working with Champaign shortly after concluding a long-term engagement in Allegheny County (Pittsburgh), PA, which suffered from similar issues of inefficiency, litigation involving a crowded jail, and apparent racial disparity. ILPP's Executive Director, Alan Kalmanoff, was hired to assist Allegheny County in implementing the kinds of reforms suggested in this report, including institutionalizing a Criminal Justice Advisory Board of system gatekeepers. In the end, Allegheny County avoided the construction of a jail that had already been planned and funded and reduced recidivism by 50%, by making many of the changes suggested in this report. For these and many other wins over the years, Allegheny was recognized nationally and presented with numerous awards.

ILPP expects a similar magnitude of positive results in Champaign County. County leaders are to be commended for their collaborative efforts that occurred prior to our arrival, which have reduced the jail crowding, improved court operations for special populations, and instituted electronic home detention. Champaign County has shown exemplary initiative in many other ways. For example, it is among the few in the nation to conduct criminal court proceedings seven days a week, a critical reform resisted elsewhere. Judge Ford was recently recognized by the National Association of Social Workers as a pioneer, receiving its 2013 Public Citizen of the Year award for implementing one of the earliest drug courts in 1999. Champaign is now again poised to set a standard for innovation.

At the same time, Champaign suffers from resource pressures that have required difficult decisions and tradeoffs. Its incarceration facilities have been exceptionally poorly maintained, so measures must be taken to alleviate libelous and costly housing.

### 1.2 Methodology

ILPP kicked off the project in Champaign with various meetings and interviews with stakeholders, numerous interviews of managers, and extensive data analysis to understand the condition of the system. For six months, ILPP continued to meet with talented county and justice system leadership to develop a comprehensive understanding of the system and its demand for long term facility needs, and more importantly, to pinpoint ways in which the justice system could be better managed to yield more cost-effective public safety. In the months since the Draft Report was released, ILPP conducted meetings and trainings with stakeholders, who have embraced evidence-based reform and problem solving. In the interim, ILPP was heartened to receive comments from justice system leaders, as well as a wide range of community stakeholders. Champaign is clearly committed to better understanding the jail population, case flow dynamics, and what can be done differently and better.

ILPP collected extensive data on the system's populations and case flows and toured the facilities and all justice agencies. ILPP's staff of experts and practitioners analyzed how each component of the justice

system works, how the system overall is managed, and how short and long term needs of the County might be best met.

This report presents key findings, national best practices for context, and includes detailed recommendations. ILPP's recommendations align with national best practices and practitioner experience, and aim to improve safety, increase management capacity, lower costs, and reduce liability.

### 1.3 Context: Trends in Crime, Arrests, Criminal Filings, Felony Sentences, and Jail Utilization

ILPP collected ten-year trend information to establish historical context to the current state of affairs in Champaign County.

#### **Summary: 1999-2011**

Most of the workload trends examined here show that the workload of the criminal justice system has not grown much during the past ten years, even with the average annual county population growth of 1.15%. There has been a decrease in crime and adult arrest rates per 1,000 population. In fact, the overall trend has been a flat to declining justice system workload. The two exceptions are a rising probation caseload and a modest increase in the number of prison commitments. There are more violent person crimes in Champaign County, though the violent person crime rate is still below the average of comparable counties and far below statewide averages.

#### **Population Growth: 1999-2010**

The total population within Champaign County has increased each year since 1999 when the population was 178,652 to 2010 when the population reached 201,081.

As noted elsewhere in the report,<sup>3</sup> the crime prone age group (ages 18-64) has grown at about the same rate. The median age is rising, as is the population over age 65.<sup>4</sup>

#### **Crimes Reported to Law Enforcement: 1999-2009**

The total number of index crimes reported to law enforcement varied slightly from year to year, peaked in 2005, then declined every year since then through 2009.

#### **Adult Arrests: 1999-2009**

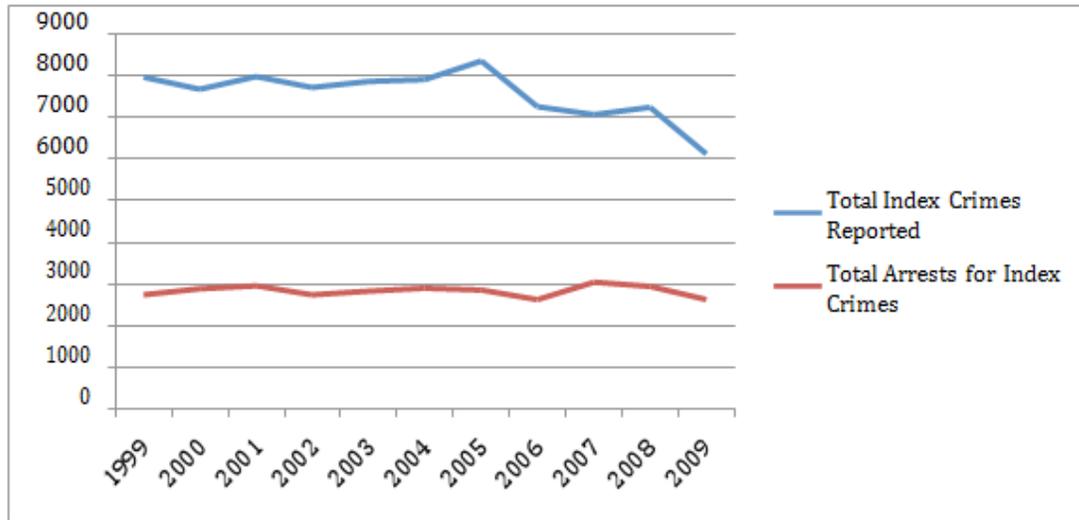
The number of adult arrests has also varied only slightly from year to year. The number peaked in 2004 and again in 2007, but the number of adult arrests and the adult arrest rate has declined since then, through 2009.

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<sup>3</sup> See Appendix I.3, which discusses jail population projections.

<sup>4</sup> Older offenders pose important challenges, especially if they are in custodial settings. For example, ADA requirements are often expensive to implement and older offenders require much more medical care.

**Total Index Crimes and Total Arrests for Index Crimes in Champaign: 1999-2009**



Despite a gradual rise in the size of the general population, the number of crimes and adult arrests and the resulting rates per 1,000 population has declined. This confirms that general population growth is not a good predictor of increases in justice system workload.

**Criminal Filings: 1999-2010**

The number of Felony case filings and Misdemeanor case filings have fluctuated by only a few hundred filings each year. Felony filings reached a peak in 2005 at 2,415. However, since 2008, there has been a decline in felony filings back to numbers from 1999, approaching about 2,100 felony filings.

This is an important finding. There is no evidence that the number of serious felony crimes, arrests, and filings have been increasing.

Misdemeanor filings also peaked in 2005 at 1,834, and have experienced a decline since, with an especially sharp drop in 2010 when the number dropped to 1,453 filings.

The average daily inmate population at the jail peaked in 2004 (339.3 inmates) and has been in decline since then. The number of admissions (inmate bookings) peaked a year earlier in 2003 (9,336 bookings for the year), then peaked again in 2007 (8,351 bookings for the year), and has since been in decline.

# Tracking and Profile Studies

## *Data Analysis of the Champaign County Jail and Justice System*



Jail population studies are an integral part of ILPP's evaluation of criminal justice system operations. Two types of studies are conducted to determine how criminal justice resources are currently used and to identify system issues that can be addressed through more effective and/or efficient system management. The inmate tracking analysis looks at arrestees booked into the jail over a given time frame and the inmate profile analysis provides a snapshot of a jail's population on a given day.

The profile and tracking data provided by the County include people who are on Electronic Home Detention (EHD), which blurs our analysis and recommendations regarding the use of noncustodial sanctions for low risk offenders. ILPP provides a sub analysis of those on EHD, and recommends that the County track them and other noncustodial inmates separately; they inflate the perception of jail population size.

The County should carefully consider tracking methods for settings like community-based and residential services. Additionally, leaders should collaboratively determine which agency should move into these "vacuums" where custodial and community based functions merge. This may result in a need for some changes in the organization of local corrections.

## 2.1 Tracking Analysis

The inmate tracking analysis examines the flow of arrestees and inmates through the county jail from the time of booking until release and provides valuable insight on how arrestees and inmates move through the criminal justice system. The information obtained from a tracking study can be used to identify criminal justice issues, such as points in the flow that can be more productive.

ILPP uses the tracking analysis model recommended by the National Institute of Corrections (NIC). Based on this model, a complete database of 7,357 inmates released from jail between December 15, 2011 and December 14, 2012 was obtained from the Sheriff's Office. From this database, a sample of 500 inmates was randomly selected using statistical software (SPSS) for the tracking analysis. The 500 records were then manually reviewed to ensure coherency within the data set and to code the variables. Findings from the analysis are outlined below.

### 2.1a Demographics<sup>5</sup>

The inmates in the tracking sample were predominantly male, black, single, under the age of thirty, and residents of the County's three largest cities. Through self-reports, most did not have full-time employment, and they often lacked a high school diploma or GED certificate.

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<sup>5</sup> Employment status, education status, marital status, and military status are self-reported by the inmates to the jail staff.

**Sex**

Male	77%
Female	23%

**Race**

Black	57%
White	40%
Other	3%

**Age**

17-23 years old	36%
24-29 years old	24%
30-35 years old	11%
36-41 years old	10%
42 or older	18%

- The average age of inmates in the tracking sample was 30 years old.
- The most common age of inmates in the tracking sample was 21 years old.

**Residence**

Champaign	43%
Urbana	23%
Rantoul	9%
Other	25%

- The vast majority of inmates (97%) were residents of Illinois.

**Employment Status**

Unemployed	48%
Full-time	25%
Part-time	14%
Student	9%
Self-employed	3%
Unknown	1%

**Education Status**

High school graduate	40%
Some school	39%
GED	9%
Unknown	12%

**Marital Status**

Single	76%
Divorced/separated	12%
Married	11%
Widowed	1%

**Military Service**

None	96%
Service record	4%

**2.1b Charge And Offense Related Factors<sup>6</sup>**

Nearly a third of the inmates (30%) were taken into custody by the Champaign County Sheriff's Office, more often due to their role in the courtrooms. Patrol related arrests were largely from the Champaign and Urbana areas, although Rantoul and the University were active as well. More than half of all arrests (54%) were for misdemeanor level charges and, when coupled with city ordinance violations, a vast majority of the intakes were for low-level offenses. Higher level offenses (felonies) accounted for 28% of the bookings. Overall, the types of offenses were fairly dispersed, with public order, property, and traffic offenses being the most common. Together, these three crime categories accounted for 41% of the offenses brought into jail.

**Arresting Agency**

Sheriff	30%
Champaign PD	27%
Urbana PD	18%
Rantoul PD	8%
University of Illinois PD	8%
Illinois State Police	5%
Other	4%

**Offense Level**

Misdemeanor	54%
Felony	28%
City ordinance	9%
Other	8%

- “Other” includes probation/parole violations, civil warrants, and out of county cases.

<sup>6</sup> Charge and offense factors are based on the most serious offense.

**Offense Type<sup>7</sup>**

Public order	14%
Property	14%
Traffic	13%
Domestic violence	12%
DUI	11%
City ordinance violation	9%
Violence	9%
Drugs	9%
Fugitive	3%
Parole/probation violation	2%
Sex	1%
Other	3%

- Slightly more than half of the inmates (54%) had a single charge. Of the remaining inmates, 28% had two charges and 18% had three or more.
- The average number of charges per inmate was 1.46.
- Violence and domestic violence cases total 21% of the tracking sample.

**2.1c Booking and Release Variables**

More than half of the individuals (54%) in the tracking sample were booked into the jail based on a visual arrest (i.e., arrest without warrant). Arrests for warrants, including Failure to Appear, were also commonplace (27%). In 15% of the cases, offenders entered the jail to serve a period of confinement, either at the detention facility (11%) or through the electronic house detention (4%) program.

Inmates were typically released from incarceration after posting bond, by cash or credit card, or release on recognizance (ROR) (65%). Eleven percent was discharged after completing their sentence. Routinely, inmates were released to the custody of another agency such as the Illinois Department of Corrections (DOC) (7%), other law enforcement agencies (often for outstanding warrants) (4%), or probation (2%).

**Booking Reason**

Arrested without warrant	54%
Arrested on warrant	15%
Failure to Appear	12%
Sentenced	11%

<sup>7</sup> Offenses were grouped into categories for the purpose of the analysis. Examples of each category are as follows: **Violent:** assault, homicide, robbery, kidnapping; **Sex:** rape, sex abuse of a minor, sexual assault; **Property:** theft, passing bad checks, arson, auto theft, criminal damaging; **Drug:** possession of controlled substance, drug paraphernalia, possession of marijuana; **Public order:** disorderly conduct, prostitution, solicitation, escape, weapons violations; **Domestic violence:** domestic battery, protective order violation; **Traffic:** driving under suspension, no driver’s license, speed; **DUI:** driving under the influence of alcohol or drugs; **Other:** civil warrant, contempt, bail bond violation. These categories are defined per NIC specifications; categorization may differ according to different standards. Examples of weapons offenses are failure to register, failure to carry properly, etc.

Sentenced to EHD	4%
Court action (i.e., remanded, writs)	3%
Sentenced to DOC	1%

- Six percent of the inmates had a hold from an outside agency (e.g., other law enforcement agency, parole, federal, or department of corrections).

**Release Reason**

Bond posted	47%
Released on recognizance	18%
Sentenced served	11%
Transferred to DOC	7%
Case/charges dismissed	6%
Transferred to other agency	4%
Court ordered release	3%
Released to probation	2%
Other	2%

The table below correlates the booking reason with the release reason, and illustrates the non-static nature of the jail population. A vast majority (79%) of arrested individuals, either by visual or warrant, were conditionally released pending trial (cash/credit card bond or ROR). Some, however, remained incarcerated until sentenced, transferred (to another law enforcement agency, service agency, etc.), or other event (i.e., court ordered release, charge dismissal). For the sentenced, 57% completed their term locally and 31% were moved to the (DOC). A handful completed their local sentence and was then transferred to another agency. Inmates brought in for “other” reasons include those remanded to jail by court, detained on a writ, and booked and released.

Booking Reason	Release Reason				
	Pretrial Release	Time	DOC	Transfer to Other	Other
Arrested (n=403)	79%	2%	3%	7%	10%
Sentenced (n=84)	-	57%	31%	7%	4%
Other (n=13)	35%	-	15%	40%	4%

**2.1d Average Length of Stay (ALOS)**

The overall average length of stay for the tracking sample was 13 days (median: 8 hours). Roughly a third of the individuals (32%) brought into jail were released within hours, and a majority (69%) within three days. The remaining inmates, however, stayed in jail considerably longer. Indeed, if the individuals released within three days are excluded from the analysis, the average length of stay for the inmates in the tracking sample is 41 days.

**Overall Length of Stay**

1-8 hours	32%
9-17 hours	15%
18-24 hours	9%

25-72 hours	13%
4-7 days	7%
8-14 days	6%
15-30 days	6%
31-60 days	6%
61-180 days	3%
181 days or more	2%

- Over half the population (56%) was released within 24 hours, suggesting a high proportion of minor, low-risk offenders who do not pose a risk to public safety.

### ALOS by Offense Level

As one would expect, persons charged or convicted of a felony were incarcerated more than twice as long (23 days) as persons charged or convicted of a misdemeanor (10 days). Those charged with city ordinance violations averaged one day in jail.

Felony (n=141)	23 days
Misdemeanor (n=271)	10 days
City ordinance (n=61)	1 day
Other (n=28)	2 days

### ALOS by Offense Type

Six sex offenders averaged the longest ALOS in the tracking sample at 123 days. This was five and half times longer than the ALOS for violent offenders, who had the second highest ALOS. Several other offenses, listed in the table below, also averaged double-digit lengths of stay. At the low end of the spectrum were city ordinances, again, with a one-day average.

Sex (n=6)	123 days
Violence (n=43)	22 days
Public order (n=71)	14 days
Traffic (n=66)	13 days
DUI (n=55)	13 days
Domestic violence (n=60)	12 days
Property (n=68)	10 days
Drugs (n=43)	10 days
Parole/probation viol. (n=11)	3 days
City ordinance (n=61)	1 day
Fugitive (n=14)	1 day
Other (n=3)	2 days

### ALOS by Booking Reason

The ALOS varied depending on the reason the individual was booked into jail. Sentenced offenders (to the local jail) averaged nearly two months of incarceration (55 days), significantly longer than other categories including electronic house detention (27 days). ALOS for warrant and visual arrest bookings was roughly six days each.

Sentenced (n=57)	55 days
Court action (i.e., remanded, writs) (n=13)	33 days
Sentenced to EHD (n=20)	27 days
Sentenced to DOC (n=7)	8 days
Arrested without warrant (n=271)	6 days
Failure to appear (n=58)	6 days
Arrested on warrant (n=74)	5 days

**ALOS by Release Reason**

Examining ALOS by release reason, offenders transferred to the state prison system averaged the longest periods of confinement (57 days). This was often due to detention during the pretrial phase and the serious nature of the charges. At the other end of the spectrum, persons posting bond averaged the shortest stays (2 days). Most that posted bond did so in a matter of hours.

Transferred to DOC (n=37)	57 days
Sentenced served (n=53)	38 days
Transferred to agency (n=23)	30 days
Released to probation (n=9)	23 days
Court ordered release (n=13)	18 days
Released on recognizance (n=89)	5 days
Case/charges dismissed (n=29)	5 days
Bond posted (n= 239)	2 days
Other (n=8)	10 days

**2.2 Profile Analysis**

A profile, or “snapshot,” of the jail population on a given day can be used to determine current housing needs and classification levels for the jail, as well as long-term facility planning. As with the inmate tracking studies, an inmate profile analysis can identify system issues that affect the use of the jail and efficient allocation of criminal justice resources.

The figures of the tracking analysis often differ from the profile analysis due to the nature of the data. The tracking analysis depicts “who is entering the jail,” while the profile analysis illustrates “who stays in jail.” Contrasting the two data sets often yields insight about how the system utilizes the jail and approaches criminal case processing.

The profile sample for Champaign County was taken on December 5, 2012. The jail population for the day was 266 inmates, of which 50 were in the Electronic House Detention program. A more detailed look at the EHD program is available in Section 2.3d.

**2.2a Demographics**

The characteristics of the inmates in the profile sample are similar in nature to those in the tracking sample: predominantly male, black, under the age of thirty, and mostly residents of one of three local communities (Champaign, Urbana, and Rantoul). Keeping in mind that the profile sample reflects “who stays in jail.” It is interesting to note that males, blacks, and older individuals were slightly more

prominent than in the tracking sample. Likewise, the profile sample also had a greater percentage of unemployed individuals (56%) and persons without a high school degree/GED certificate.

**Sex**

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Male	89%
Female	11%

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**Race**

---

Black	64%
White	35%
Other	1%

---

**Age**

---

17-23 years old	27%
24-29 years old	23%
30-35 years old	14%
36-41 years old	14%
42 or older	22%

---

- The average age of inmates in the tracking sample was 32 years old.
- The most common age of inmates in the tracking sample was 22 years old.

**Residence**

---

Champaign	41%
Urbana	23%
Rantoul	11%
Other	25%

---

- The vast majority of inmates (98%) were residents of Illinois.

**Employment Status**

---

Unemployed	56%
Full-time	22%
Part-time	13%
Student	3%
Self-employed	4%
Unknown	2%

---

**Education Status**

---

Some school	49%
High school graduate	28%

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GED	15%
Unknown	8%

**Marital Status**

Single	72%
Married	17%
Divorced/separated	11%

**Military Service**

None	96%
Service record	4%

**2.2b Charge and Offense Related Factors**

Through its court responsibilities, the Sheriff’s Office brought in most of the inmates detained in jail. Indeed, more than 80% of the intakes originated by the Sheriff’s Office occurred via court (sentenced, remanded, etc.). After the Sheriff’s Office, the Champaign Police Department generated the most bookings (23%), followed by the Urbana and Rantoul Police Departments (16% and 8% respectively). Slightly more than three-quarters of the arrests booked by Urbana (79%) and Rantoul Police Departments (77%) occurred without a warrant, compared to roughly two-thirds by the Champaign Police Department (63%).

**Arresting Agency**

Sheriff	40%
Champaign PD	23%
Urbana PD	16%
Rantoul PD	8%
Illinois State Police	2%
Other	11%

Accused or convicted felons made up a majority of the persons in the snapshot (52%), and the remaining portions were mainly misdemeanants (47%). Again, contrasting the two analyses is insightful. The tracking analysis found that low-level offenders commonly entered the facility (61% were misdemeanor or ordinance violations and 28% were felons), while the profile analysis showed that felons were more likely to remain incarcerated. In fact, city ordinance violations were barely represented in the profile analysis (as part of “other” in the table below) because these cases were quickly released.

**Offense Level**

Felony	52%
Misdemeanor	47%
Other (e.g., ordinance violation, civil)	1%

Crimes of violence, usually related to Battery, were the most common offenses detained in jail (20%). Traffic, property, DUI, and domestic violence offenses were also typical.

**Offense Type**

Violence	20%
Traffic	16%
Property	15%
DUI	15%
Domestic violence	12%
Drug	9%
Public order	8%
Sex	3%
Parole/probation violation	1%
Other	1%

- 62% of the inmates had a single charge, while 17% had two charges and 21% had three or more. (The average number of charges per inmates was 1.77).

**2.2c Booking Reasons and Inmate Statuses**

According to jail records, 40% of the incarcerated individuals entered jail as a result of an arrest without a warrant. A similar percentage (38%) was booked after sentencing, which included sentences to jail, prison, or EHD. Bookings for warrants, including warrants for failing to appear in court, were also fairly routine occurrences (15%).

Shortly after intake, inmates are classified by risk level for safety and security. Based on the classification system used at the jail, a roughly equal percentage of inmates were maximum (37%) and minimum (36%) risk. The remaining inmates (27%) were deemed medium risk.

**Booking Reason**

Arrested without warrant	40%
Sentenced	19%
Sentenced to EHD	19%
Warrant	11%
Failure to appear warrant	4%
Court action (i.e., remanded, writ)	6%
Hold for other agency	2%

**Inmate Classification Level**

Minimum	36%
Medium	27%
Maximum	37%

**Inmate Statuses (as of 12/5/12)**

On the date of the profile analysis, well over half of the inmates (56%) were detained while awaiting trial (i.e., “pretrial”). This group of inmates is examined in closer detail in Section 2.3c. As mentioned above, many of the inmates entered, and remained, in jail because they were sentenced. The largest portion of sentenced inmates was in the EHD program (19%), which is covered in Section 2.3d. Sentences were also to the detention facility (16%) and the Illinois Department of Corrections (IDOC; 5%), with the latter inmates awaiting transport (or the conclusion of multiple cases).

The percentages of the inmate statuses do not match the booking reason (above) due to the non-static nature of the jail population as inmates’ statuses change over time. For example, an offender arrested for FTA may receive a sentence from court.

Pretrial	56%
Sentenced to EHD	19%
Sentenced to local jail	16%
Sentenced to IDOC	5%
Court action	3%
Hold for other agency	1%

Nearly one of out of every five inmates (17%, n=45) had an active hold by another agency. Pretrial detainees had the largest number of holds (n=29).

**2.2d Average Length of Stay (ALOS)**

The ALOS for the profile analysis was 62 days (median: 36 days). Inmates detained longer than six months were all charged with violent offenses (e.g., armed robbery, murder) and typically detained pending case disposition and/or sentencing.

**Overall Length of Stay**

1-3 days (n=19)	7%
4-7 days (n=25)	9%
8-30 days (n=77)	29%
31-60 days (n=48)	18%
61-90 days (n=37)	14%
91-120 days (n=25)	9%
121-180 days (n=24)	9%
181-365 days (n=8)	3%
365 days or more (n=3)	1%

**ALOS by Offense Level**

The ALOS for persons charged with or convicted of felony offenses (83 days) was more than twice as long as those charged/convicted of misdemeanor offenses (40 days). The ALOS for felons was driven by upward by those detained during the pretrial phase and sentenced to DOC (77 and 144 days, respectively). Felons sentenced to local confinement averaged just 31 days. For misdemeanants, the ALOS for pretrial detention and a local sentence was 39 and 49 days, respectively. The longest period of

confinement for a felon in the analysis was roughly 17 months (519 days) and approximately five months (155 days) for a misdemeanor.

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Felony (n=136)	83 days
Misdemeanor (n=125)	40 days
Other (n=6)	33 days

---

**ALOS by Offense Type**

Persons in custody charged with violent offenses averaged nearly four months (119 days) in jail, almost a month longer than sex offenders (89 days). Drug offenders also served relatively long stays (65 days) compared to other offenses such as parole/probation violators and DUI, domestic violence crimes.

---

Violence (n=54)	119 days
Sex (n=7)	89 days
Drug (n=25)	65 days
Parole/prob. Violation (n=3)	53 days
DUI (n=40)	50 days
Domestic violence (n=31)	46 days
Traffic (n=42)	40 days
Public order (n=22)	36 days
Other (n=1)	3 days

---

Although less common, offenders remanded to jail or incarcerated on a writ averaged the longest stays in the jail population (139 days); all were felons. Sentenced offenders served the second longest stays at the jail (67 days, on average), followed by those arrested without a warrant (61 days, on average) and with a warrant (58 days, on average). Persons in the EHD program averaged 39 days of incarceration.

**Booking Reason**

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Court action (n=15)	139 days
Sentenced (n=50)	67 days
Arrested w/o warrant (n=61)	61 days
Warrant (n=29)	58 days
FTA warrant (n=11)	44 days
Sentenced to EHD (n=50)	39 days
Hold for other agency (n=4)	80 days

---

On the day of the snapshot, those inmates remanded to jail or sentenced to DOC were incarcerated the longest, at more than four months. Again, in most of these cases, the inmates were charged with/convicted of a serious felony and detained during the pretrial/sentencing phase. Pretrial detention was particularly noteworthy because of the number of inmates in this category and the ALOS (66 days) (see Section 2.3c).

**Inmate Status (as of 12/5/12)**

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Court action (n=8)	133 days
Sentenced to IDOC (n=14)	120 days
Pretrial (n=150)	66 days

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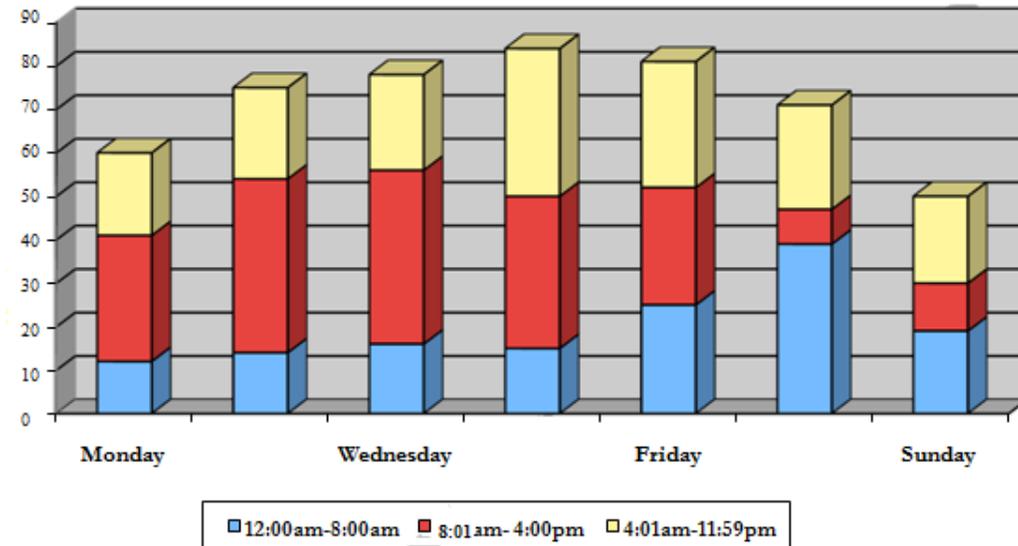
Sentenced to local jail (n=41)	45 days
Sentenced to EHD (n=50)	39 days
Hold for other agency (n=3)	8 days

## 2.3 Ancillary Analyses

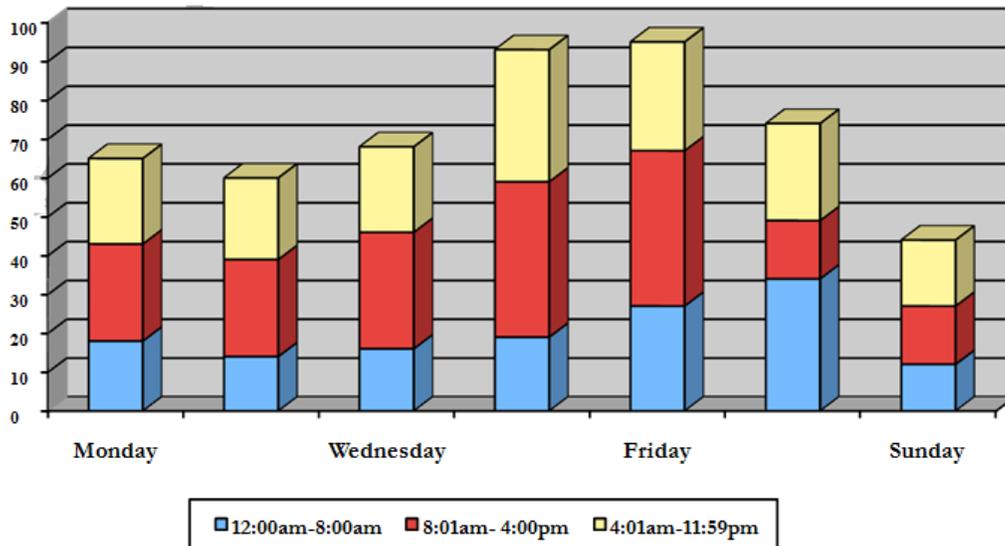
Using the tracking and snapshot data sets, ILPP performed several ancillary data analyses to explore the operation of the criminal justice system. Below are analyses on intake and release flow, inmates with multiple bookings and releases, pretrial release, and electronic house detention, and racial disparity.

### 2.3a Intake and Release Flow

The tracking analysis (n=500) revealed that the peak day for intakes was Thursday. The busiest hours during the week were typically Monday through Friday from 8 a.m. to 4 p.m., and Friday and Saturday in the late evening/early morning.



Releases at the jail were at their highest levels on Thursdays and Fridays and lowest on Sundays, suggesting a reallocation of staffing resources. Except on weekends, releases were typically conducted during the day (8 a.m. to 4 p.m.).



### 2.3b Inmates With Multiple Intakes and Releases

During the period of December 16, 2011 to December 15, 2012, the Champaign County Jail conducted 7,340 releases. Of the releases, 3,584 were unique individuals who were released only once during the yearlong period. The remaining 3,143 releases were 1,271 individuals that were released multiple times during the year (an average of 2.8 releases per person). The reasons for the repeated incarceration were as follows:

- 42% were arrested without a warrant
- 20% were sentenced locally
- 17% were arrested for a warrant
- 16% were arrested for Failure to Appear
- 3% were remanded to jail by court
- 2% were sentenced to the DOC

Of the 1,271 released more than once, a small group of individuals (n=123) were booked and released four or more times during the yearlong period, and they accounted for roughly 9% of all bookings and releases. They consumed a total of 5,168 jail bed days during the year, an average of 42 bed days per person.

The characteristics of the frequent users were largely male (87%), black (70%), single (75%), and unemployed (61%). Most of their charges were low-level offenses (78%) and fell into four categories of crime: traffic (31%), public order (21%), property (16%), or domestic violence (10%).<sup>8</sup> This serves as a target for policy and programming development.

<sup>8</sup> The “low level” categorization of domestic violence refers only to dangerousness that the offender poses to the public at large.

### 2.3c Pretrial Detention

In the profile sample, 56% of the inmates (n=150) were detained pending trial and the average length of stay was 66 days. Of this subgroup, 19% had holds or detainers from other agencies (e.g., federal parole, other law enforcement) that barred their release on bond. The remaining pretrial inmates (n=121) were generally similar to the profile sample, overall, in gender, age, education level, and marital status. Noteworthy differences were found in race (+12% black) and employment status (+10% unemployed). The average number of charges filed was also greater (2.3 vs. 1.77) and, in general, the offenses were more serious (+28% felony charges). The most common offenses detained during trial were violence (31%), property (22%), domestic violence (15%) and drug (8%). Sixty-nine percent of the pretrial status inmates were arrested without a warrant, while 21% brought into jail on a warrant (8% FTA) and 5% were remanded by court.

### 2.3d Electronic House Detention (EHD)

The Sheriff's Office operates an Electronic House Detention program to provide a noncustodial sanction and to alleviate demand for jail beds. A fee is assessed for participation and each individual must agree to adhere to strict program rules, which include random drug tests and travel restrictions.

On the day of the profile analysis, 50 of the 266 inmates (19%) were sentenced participants in the EHD program. Because of the nature of the program, the characteristics of the program participants differ substantially from the general population:

- Race: 50% white, 44% black, and 6% other
- Gender: 75% male, 25% female
- Age: average age of 36
- Marital Status: 58% single, 30% married, and 12% other
- Employment Status: 72% employed and 28% unemployed

Three-fourths of the EHD participants (76%) were convicted of a misdemeanor offense and the rest were convicted felons. A vast majority were convicted of either DUI (46%) or traffic offenses (44%). The ALOS in the program, on the day of the snapshot, was 39 days.

### 2.3e Racial Disparity

The percentage of blacks in the jail (64%) well exceeded the county's general black population (12.7% based on the 2011 U.S. Census). Furthermore, while blacks were more likely to be brought into custody compared to whites (57% vs. 40%), they were also more likely to remain in custody (64% vs. 35%) when the tracking and profile samples are compared side-by-side. Furthermore, incarceration pending trial (i.e., pretrial detention) was significantly greater for blacks (76% vs. 24%). These findings are not unique to Champaign County and they are mirrored across the country. Indeed, national statistics from the U.S. Department of Justice indicate that the incarceration rate for blacks is six times greater than the rate for whites.

There are numerous factors that contribute to the disparity, ranging from socio-economic to aggressive public safety policies (e.g., habitual offenders laws, the war against drugs, zero tolerance gun laws). The nuances of such factors are absent from the tracking and profile analyses. Another critical piece of data missing from the analyses is the criminal history of individuals, which weighs heavily in the decision making process at all phases. However, in general terms, there is enough to suggest that racial disparity in the criminal justice system is an issue worth exploring more deeply.

Along these lines, ILPP conducted an analysis using the tracking sample to determine if differences existed between whites and blacks arrested and booked into jail on felony or misdemeanor charges. Based on results from an independent samples t-test procedure, statistically significant differences were found between whites and blacks on the number of charges filed, the severity of the most serious charge, and the length of stay.<sup>9</sup> As shown in the table below, whites were significantly more likely to have more charges filed, but blacks were significantly more likely to face a more serious charge and stay in jail longer.

	Race	N	Mean	Std. Deviation	Std. Error	F Value	Sig.
Number Of Charges	Black	226	1.43	.770	.051	7.133	.008
	White	162	1.57	1.119	.088		
Charge Level	Black	226	.3869	.48850	.03769	30.821	.000
	White	162	.2409	.42918	.03667		
Total Days In Jail	Black	226	7.0380	19.90146	1.32383	7.609	.006
	White	162	3.6028	16.70538	1.31657		

## 2.4 Comparing Champaign County to Other Counties of Similar Size

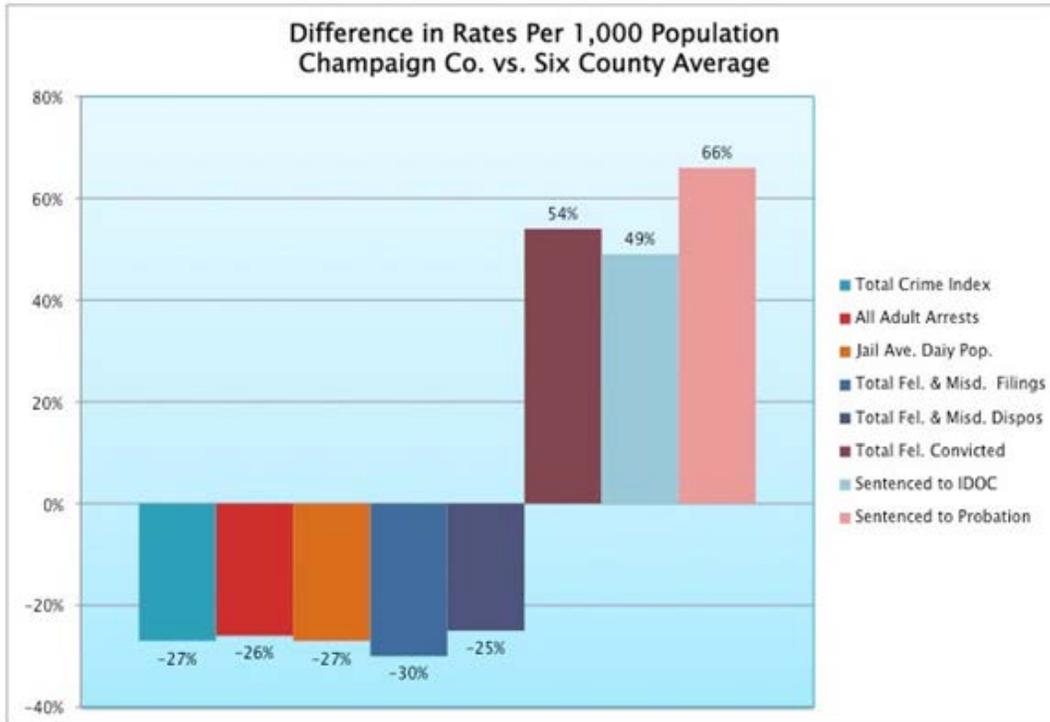
The ILPP conducted a comparative analysis to compare Champaign County’s crime and justice processing rates per 1,000 population with statewide averages and a composite or “peer” county benchmarks, composed of the average rates per 1,000 population of six comparison counties. The detailed results appear in Appendix II and can be summarized, as follows:

Champaign County crime, adult arrest, and subsequent justice process rates per 1,000 population are 80%-90% below statewide rates. In comparison, Champaign County is a very safe place to live.

Champaign County crime, adult arrest, and criminal filing rates are also much lower when compared to the six county average rates per 1,000 population. However, as cases and people push deeper into the justice process, Champaign County rates approach and then substantially surpass the six county averages.

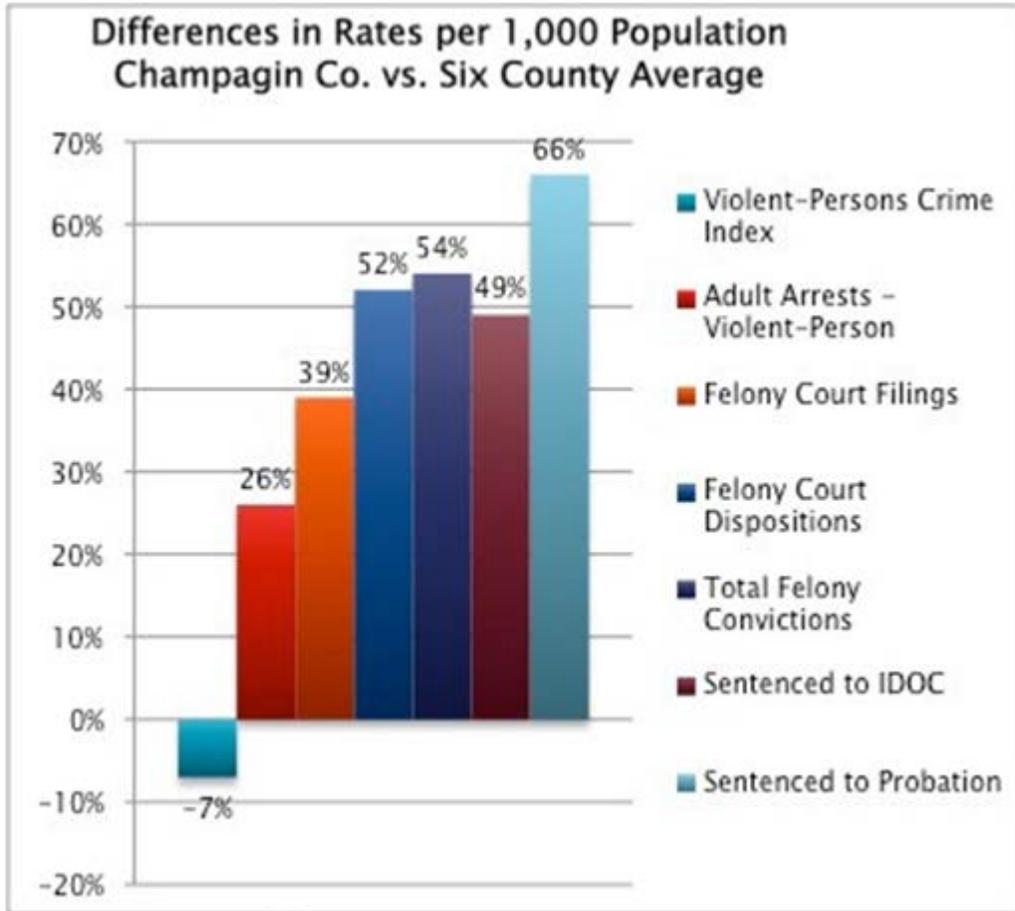
The general picture can be viewed in the following graphic:

<sup>9</sup> The independent samples test procedure compares means for two groups of cases. The variables race (0-black, 1-white) and charge level (0-misdemeanor, 1-felony) were recoded as binary for the analysis.



This general picture masks the community response to serious crime, especially violent person crimes. Though they are few in number, there are more of these events per 1,000 population than in the comparison counties.

The following graphic illustrates the system response to these serious crimes:



This raises a fundamental question: What is it about the County that would lead to more serious person crimes? Are these crimes really more serious, or are they simply regarded and treated as more serious crimes in Champaign County?

# Trends and Projections

## *Historic and Projected Crime and Justice Trends*



### 3.1 Summary of Crime and Justice Trends 1999-2011

The ILPP examined ten-year trends in order to establish a historical context for this report, including general population growth, changes in the number of crimes reported to law enforcement, adult arrests, and rates per 1,000 population. ILPP has also looked at the number of filings in the Circuit Court, felony sentencing trends, and the utilization of jail, prison and probation.

The gradual 1.15% average annual growth in the size of county population has not produced a rise in the numbers of crimes or adult arrests. Both crime and adult arrest rates per 1,000 population have been in decline.

The workload of the criminal justice system has not grown much during the past ten years. There have been modest year-to-year fluctuations, but the overall trend has been a flat to declining justice system workload. The two exceptions are a rising probation caseload and a modest increase in the number of prison commitments.

### 3.2 Projections

No one can predict the future. All we can do is prepare for alternative futures. Assumptions form the foundation for projections (as opposed to “predictions”) of the future justice system workload. Frequent revised projections should serve as “course corrections”.

It is important to note that historical data collection and analysis was weak or nearly non-existent, due to limited data capabilities and no assigned staff to compile and review data.

**A word of caution:** Jail planners and architects typically use one, or some combination, of three basic methods to project future jail bed space needs, based on:

1. Past average daily jail inmate populations.
2. Historical data about crimes reported to law enforcement and adult arrests.
3. Projections of the countywide population.

These approaches all have a fundamental flaw: They are linear projections, usually based on historical averages, which assume the future will be similar to the past. They reinforce a commonly held misconception that the growth of the county population, crime, and adult arrests determine the jail populations of the future. While these factors do have influence, they are much weaker drivers of jail population change than is represented. Unfortunately, these methods also shift responsibility for jail inmate population growth to factors that are mostly beyond the control of local officials.

In actuality, the number of admissions to the jail and the lengths of inmate stays will determine the size and character of the future inmate population. These two variables are primarily the product of local justice policy and practice; they are the result of the decisions made by local officials at key justice system decision points.

It is particularly important to appreciate the impact of changes in the length of inmate stays in jail. This is modeled in the table below. In this example, the number of bookings into the jail is held to a constant 8,000 admissions annually. The table shows that an average length of stay (ALOS) of 11 days would require a jail with 241 beds in it. If the ALOS were 14 days, a total of 307 jail beds would be needed.

**The Impact of Changes in Average Length of Inmate Stay**

Average Length Of Jail Stay In Days	Number of Jail Bookings, held constant	Jail Days Required to House the Bookings (col 1 x col 2)	Jail Beds Required (col 3/ 365 days in the year)
11.0	8,000	88,000	241
12.0	8,000	96,000	263
13.0	8,000	104,000	285
14.0	8,000	112,000	307

If the number of bookings AND the ALOS were to increase simultaneously, the bed day requirements would spike and require many more jail beds.

Since 2005, Champaign County has demonstrated the impact that changes in policy and practice can have on the size and character of the inmate population. By working together, officials will continue to modify any projected trajectory of the future size and nature of the inmate population.

Thus, rather than concentrating on making fuzzy projections, it is much more useful, accurate, and relevant to think of continuing to manage the future size of the jail population through changes in policy, program and operations, as is done in Champaign County.

**Exploring the Three Traditional Methods for Projecting Future Jail Populations**

Despite the cautions and limitation of the three projection methods that have been mentioned, the ILPP agreed to apply the three traditional methods for forecasting or projecting the number of jail inmates for future years and display and discuss the results.

*Note that each method projects declines in the numbers of inmates in jail. This is because these methods project the recent past into the future. Recent history has been characterized by declines in crime, adult arrests, and very slow growth in the county population.*

### 1. Project Jail Populations Based on Past Average Daily Jail Population:

The most direct approach is to examine the historical average daily jail population and do a linear projection into the future.<sup>10</sup> Separate, additional projections can also be done for components of the jail population, for example for men and for women, or for specific types of offenders (felony or misdemeanor inmates). These projections assume no change in policy, programs or practices.

A variation of this method would incorporate some estimate of how a change in policy, program or practice might change the projected trajectory of growth in the average daily population of the jail. Rather than getting into specifics, at this point, the range of potential choices all fall into one of two categories: They attempt to either change the number of admissions to the jail system or change the lengths of inmate stays, or both. By doing so, these actions will theoretically change the trajectory of the jail population projection.

Note this approach also sets up a framework for evaluating whether programs that are supposed to impact the size and nature of the future jail population actually do so.

#### Application of this Method to Champaign County, IL

The most straight-forward approach is to project the total average daily jail population (ADP), then set expected high and low boundaries based upon the monthly high and low ADPs for each year.

When ILPP ran the numbers, it became clear that this traditional method for projecting the future inmate population did not work very well (See Table 3.2 for detail) for two reasons:

1. When the annual changes in ADP from 1999 through 2011 were averaged, it produced an average annual rate decline of 1.5%. Applying minus 1.5% to the jail population of each future year produced a steadily declining jail population, until it eventually reduces the projected jail population to zero! Even though Champaign County has successfully reduced the ADP each year between 2008-2011, the decline cannot be expected to last indefinitely.

2. The -1.5% average annual decline in ADP masks considerable year-to-year, annual change in the ADP. The numbers range from an average ADP of 335 prisoners in 2004 to an average ADP of 223 prisoners in 2011, the most recent period. These annual changes represent annual swings in ADP of from -22.5% to +16.3%, annually. Such wide swings in the ADP do not lend themselves well to linear projections built upon a constant year over year average percentage rate of increase or decrease. Table 3.2a shows the results of projecting the ADP for each year from 1999 through 2011 using a 1.5% annual decline of ADP out into the future. Historically, the high ADP for each month has averaged 113% of the average ADP. Thus, Table 3.2b shows the projected High ADP, assuming the high is 13% higher than the average ADP for the year. Historically, the low ADP for each month has also been 13% lower than the average ADP, thus, Table 3.2c shows the projected low ADP for each year, out into the future.

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<sup>10</sup> Sometimes these projections are accompanied by advanced statistical methods and tools; e.g. regression analysis, least squares methods, etc. Except for a few instances these are not necessary or relevant.

**Table 3.2a-c. Projected Jail Inmate Populations Using Annual Growth in Average Daily Population, with High and Low Boundaries <sup>11</sup>**

Year	Ave Annual ADP
1999	291
2000	254
2001	293
2002	303
2003	288
2004	335
2005	259.7
2006	229.69
2007	256.96
2008	252.02
2009	244.96
2010	225.75
2011	223.58
12 year average % change= 1.5%	
<b>Projections based upon 1.5% Decrease per year</b>	
2012	220
2013	217
2014	214
2015	211
2016	207
2020	195
2025	181
2030	168

Year	Annual High ADP
1999	
2000	
2001	
2002	
2003	
2004	
2005	345.06
2006	257.00
2007	229.68
2008	281.23
2009	274.17
2010	243.61
2011	250.74
<b>Projections based upon a high ADP that is 13% higher than the Average Annual ADP</b>	
2012	249
2013	245
2014	242
2015	238
2016	234
2020	221
2025	205
2030	190

Year	Annual Low ADP
1999	
2000	
2001	
2002	
2003	
2004	
2005	210.86
2006	198.16
2007	279.48
2008	239.03
2009	214.61
2010	202.71
2011	204.64
<b>Projections based upon a low ADP that is -13% lower than the Average Annual ADP</b>	
2012	192
2013	189
2014	186
2015	183
2016	180
2020	170
2025	157
2030	146

<sup>11</sup> The Annual ADP figures and the monthly high and low ADP figures were provided by the Champaign County Sheriff's Office.

### Other Associated Measures Based Upon Jail Data

ILPP also ran numbers to examine the number of admissions and the number of bookings, and came up with the same result – a projected decline in the ADP. Annual admissions have declined at an annual average rate of -1.8 % per year. The numbers of Jail System admissions peaked in 2003 and by 2011 were lower than at any point during the last ten years (1999-2011).

ILPP also examined changes in the average lengths of prisoner stays in jail (ALOS). The average annual decline in the ALOS has been -2.14% since 2005. Here, too, there is considerable year-to-year variation. In 2005, the average length of jail stay was 13.08 days. There are four subsequent years in which it ranged from 12.11 to 12.9 days. In 2011, the ALS had dropped to 11.32 days, its low of the seven- year period 2005-2011. This variation in ADP was 13.5%. These changes undoubtedly moved the ADP both higher and lower during the ten-year period.<sup>12</sup>

### 2. Project Jail Populations Based Upon Historical Data About Crimes Reported to Law Enforcement and Adult Arrests:

The second traditional and often used approach to projecting future jail beds needs relies on historical information about the number of crimes reported to law enforcement (the crime rate) and adult arrest rates.

The theory is that these provide input into the justice system and, therefore, should be highly predictive of the size and nature of the jail population. If crime and/or arrests are increasing, then the numbers in jail might be expected to increase proportionately.<sup>13</sup> Adult arrests, in particular, can be expected to produce the workload entering the local justice system.

Often, the historical data is adjusted to account for growth in the general population or growth in the crime prone age groups. The theory is that the number of crimes and adult arrest can be expected to increase as the general population increases. The usual approach is to present both the number of crimes and adult arrests along with their rates per 10,000 population. Note this means that it is possible that the number of crimes and/or adult arrests can increase, but the crime rate and the adult arrest rate could remain unchanged or even decline.

Crime and Adult Arrest information is not yet available for 2010 or 2011. Projecting the data that is available into the future (See Table 3.3) shows a decline in the number of crimes reported. If these figures were adjusted to a gradually rising general county population the projected crime rate decrease would be even more substantial.

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<sup>12</sup> There are different methods of calculating the length of inmate stays. The method used by Champaign County is programmed into a computer system and it is not easy to determine how they are calculated. Never the less, it appears that a consistent method has been used over the period 1999-2011, so the trends reflected in these numbers should be accurate in their direction, up and down. This process of examining bookings/admissions, ADP and average length of stay has led to a re evaluation of how these measures are being calculated in Champaign County. Note the ADP figures are uniformly below the ADP figures that appear in State reports, even though the source of those ADP numbers are monthly statistical reports submitted to the State by the Champaign County Sheriff's Office.

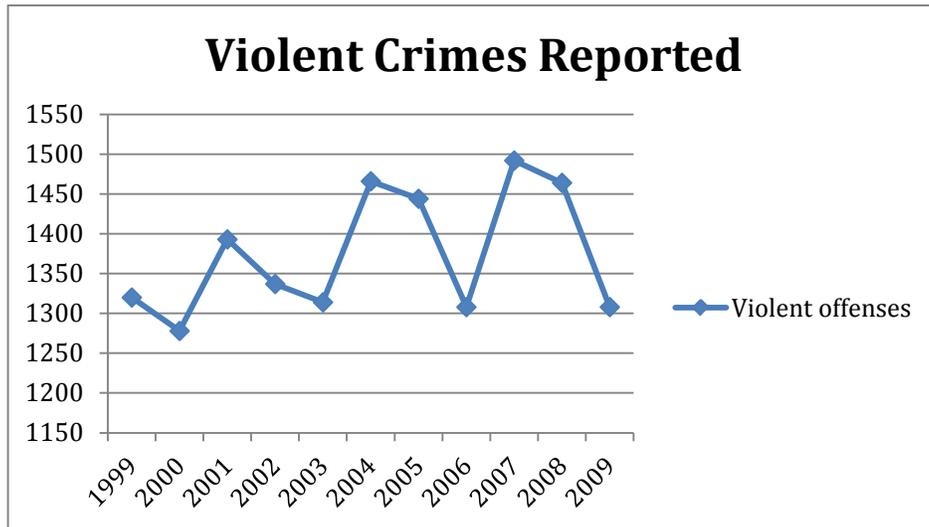
<sup>13</sup> There are many instances in which historical data about crime, adult arrests, jail bookings all decline but jail populations increase, and vice-versa. This is not to say there is no relationship but it does mean that relationship may be far more complicated, much weaker, and much less predictive than many people assume.

**Table 3.3 Projected Numbers of Index Crimes, Projected Through 2030**

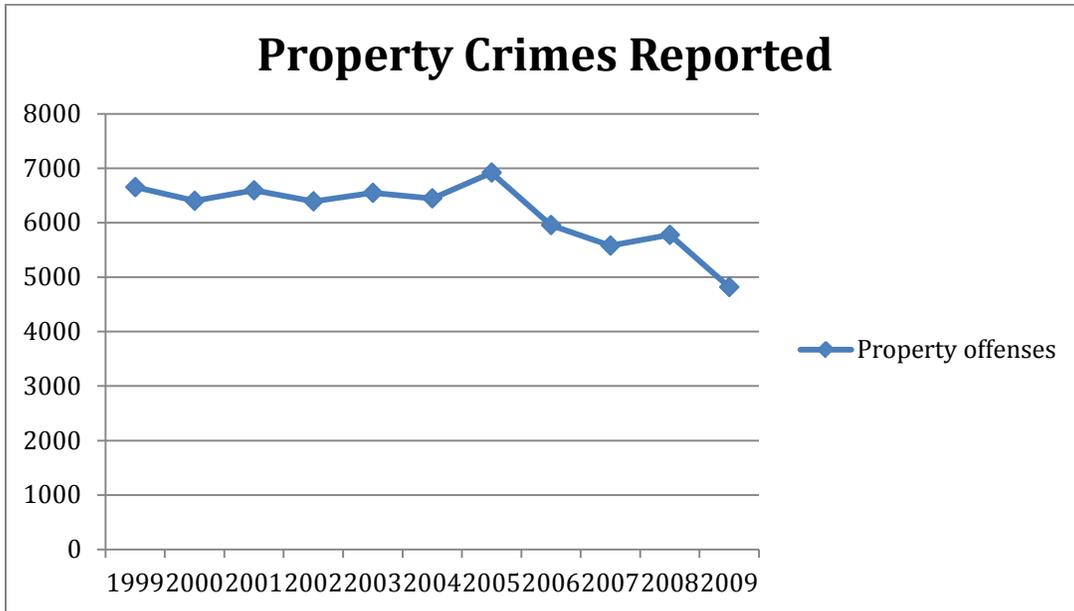
The following graphic shows the wide year-to-year variation in violent crimes reported to the police – Homicide, Aggravated Assault, Robbery and Rape – from 1999-2009. This year-to-year variation makes it very difficult to project the number of these offenses that will be reported annually over the next twenty years.

UCR Index Crimes Reported		10 year Average Annual change=-2.3646% rate Projected	
Year	N		
1999	7972	2010	5980
2000	7678	2011	5839
2001	7986	2012	5701
2002	7728	2013	5566
2003	7861	2014	5434
2004	7912	2015	5306
2005	8363	2016	5180
2006	7263	2020	4707
2007	7070	2025	4177
2008	7239	2030	3706
2009	6125		

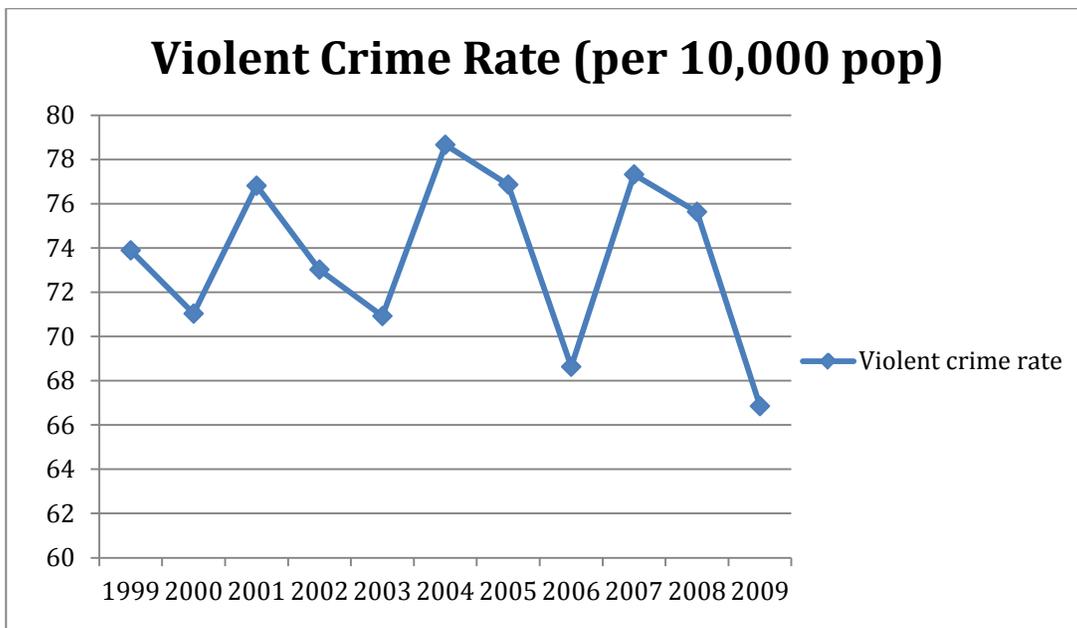
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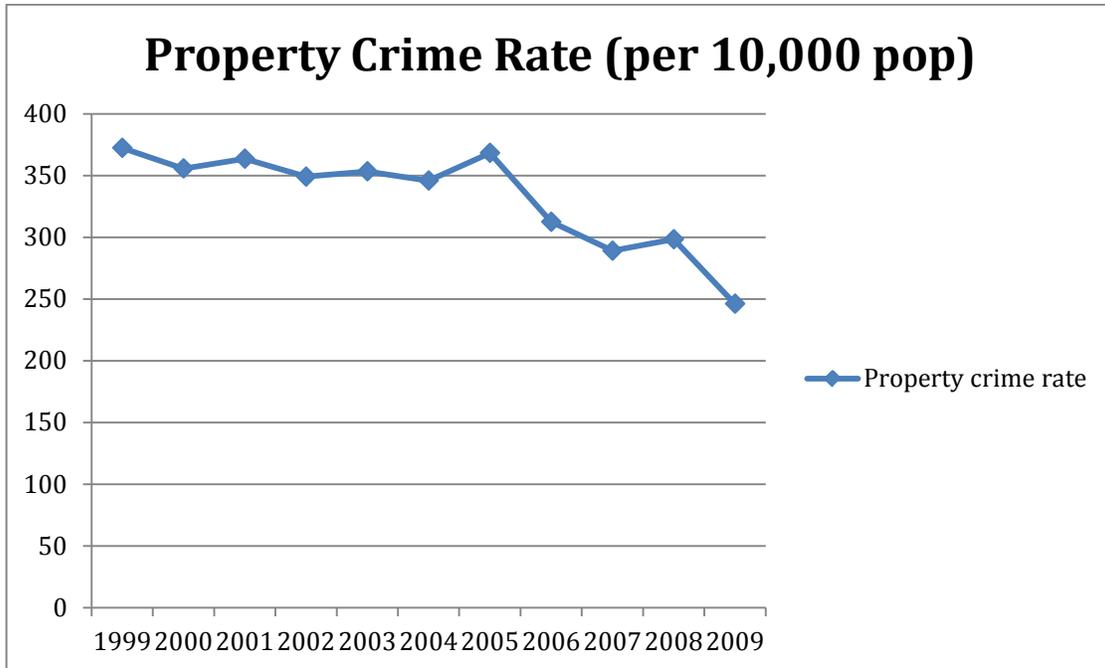


The following graphic shows the much larger number of property crimes reported to local law enforcement from 1999-2009. These events peaked in 2005 and have declined since.



The following two tables visually depict what happens when the raw numbers of Violent Person Crimes and Property Crimes from 1999-2009 are converted to rates per 10,000 population to compensate for growth in the general population. Adjusting for slow population growth emphasizes the projected declines.

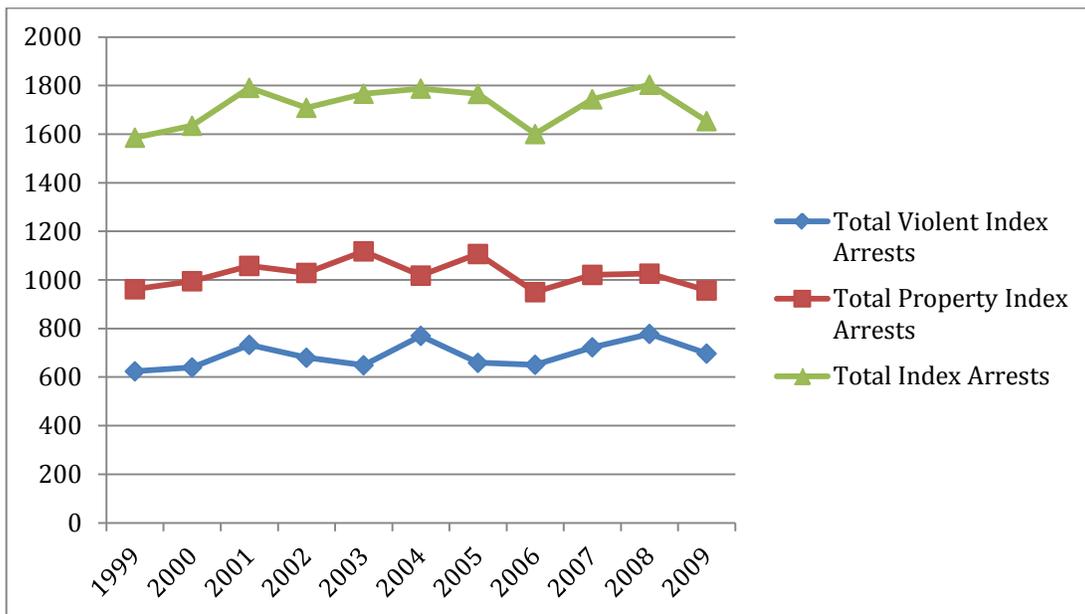




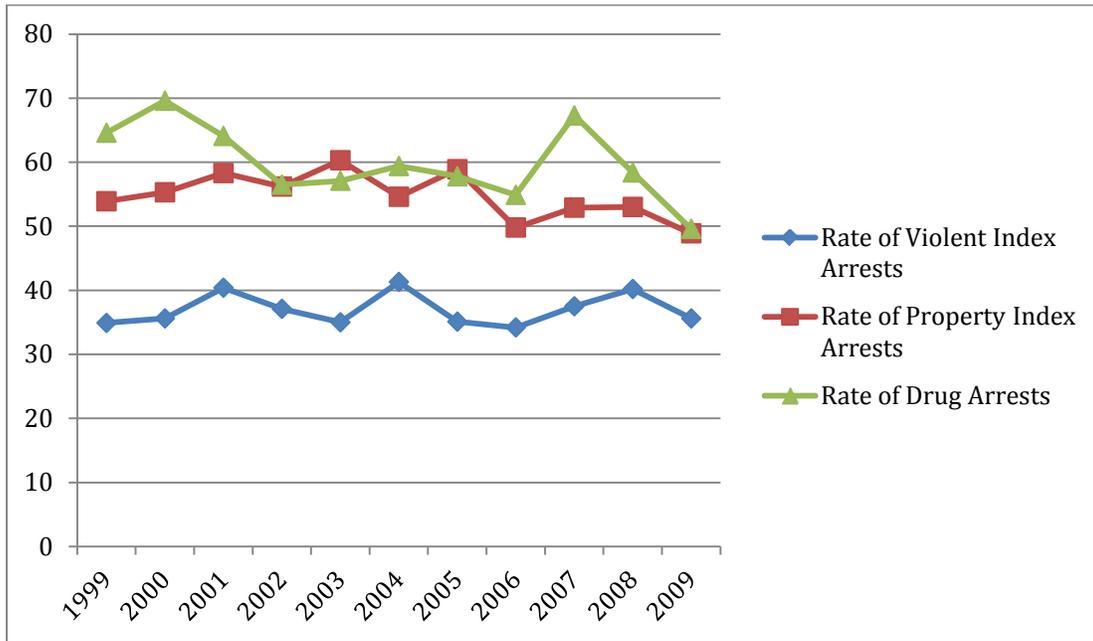
**Arrests and Arrest Rates**

There has been a slight numerical increase in arrests but, once population growth is factored in, overall arrest rates have declined. The next two tables show a visual depiction of the result.

**Number of Arrests - Champaign County Arrest Trends**



**Arrest Rates per 10,000 – Champaign County Arrest Trends**



The following table shows the 1999-2009 average annual change in the number of adult arrests for Index crimes and drug offenses was minus -0.02% per year.

The table also projects into the future the average daily inmate population assuming a minus -0.02% average annual change in the number of adult arrests for UCR Index crimes and drug offenses.

**Projected Jail Inmate Population Using Adult Arrests for Index Crimes  
All Adult Drug Arrests**

Year	Index Drug Adult Arrests N	10 year Average Annual change = - 0.02% Projected	
		Year	Population
1999	2740	2010	2619
2000	2887	2011	2614
2001	2953	2012	2608
2002	2743	2013	2603
2003	2824	2014	2598
2004	2895	2015	2593
2005	2852	2016	2587
2006	2647	2020	2567
2007	3042	2025	2541
2008	2935	2030	2516
2009	2624		

**3. Project Jail Populations Based Upon Projections of Changes in the Countywide Population.**

The third, and last, traditional method for creating projections of the future number of inmates in the jail is to base it upon growth in the general county population and/or on expected growth in the “crime prone” group, ages 18-64. This method shows that any increase in jail bed demand will be less than 1% per year.

The total county population grew from 179, 981 to 194,234 during the period 2000 to 2010 or by 7.5%. This is an annualized population growth rate of less than 1% (0.792% per year). The projections from 2010 to 2030 work out to an even slower growth rate (0.585% per year). If we look at five-year increments, the total county population is expected to grow 3.9% from 2000 to 2005 and an additional 3.9% from 2005 to 2010. The total county population is again projected to increase by 3.9% between 2010 and 2015. After that, the rate should increase very slightly to 4.0% between 2015 and 2020; and slow to 2.7% between 2020 and 2025, and to only 0.7% between 2025 and 2030.

The “crime prone” age group (ages 18-64) is not expected to grow any faster than the general population. In 2010, this group was projected to be 77.2% of the total county population, and remain close to that percentage through 2030. For this reason, and unlike many other counties in the US, any Champaign County projections based upon total population growth should be at least as accurate as projections based on growth in the crime prone age groups.

Note, however, the substantial rise in the number and proportion of seniors, age 65 and older. This has important implications. The fear of crime is inversely related to the actual chances of being a victim of crime. Since older citizens are less likely to be victims as well as perpetrators, the problem to address may be more in the form of fear of crime than crime itself.

**Champaign County Population Projections by Age Group**

Age Groups	200	200	201	201	202	2025	203
0-17 Years	4351	4310	4422	4642	4910	5048	5054
0-17% of Total	24.2	23.1	22.8	23.0	23.4	23.4	23.3
18-64 Years	13646	14391	15000	15534	16072	16494	16641
18-64% Total	75.8	76.9	77.2	77.0	76.6	76.6	76.7
65+ % Total	9.7	9.9	10.3	11.6	13.4	15.2	16.3
Total – All Ages	17991	18700	19424	20170	20983	21545	21698
% Growth Every Five Years			n/a	3.9	4.0	2.7	0.7

Source: Illinois Department of Commerce and Economic Opportunity

# Law Enforcement



## 4.1 Background

Champaign County is primarily served by six police departments: Champaign Police Department, Urbana Police Department, University of Illinois at Urbana-Champaign Police Department, Champaign County Sheriff's Office, the Rantoul Police Department, and the Illinois State Police. These agencies seem well-regarded by their communities, have vigorous public awareness programs, and even provide cash rewards to citizens who provide information. The Metropolitan Emergency Tactical Response Operations (METRO) SWAT Unit represents a real agency and operational collaboration between the departments in large-scale criminal investigations, however rare. Yet, each operates mostly independently with its own policies and practices.

The Champaign Police Department is served by 117 officers, who made a total of 9,395 arrests in 2012. The department consists of four divisions: Patrol Operations, Support Services Operations, Professional Standards & Training, and Police Administration. The Champaign Police Department is ILEAP certified and was the first area department to achieve this accreditation for its service to the community. The CPD's budget of \$12,977,566 accounts for 22% of the city's budget.

The Urbana Police Department is served by 54 sworn officers who made 5,412 arrests in 2012. This department consists of four divisions: Parking Enforcement, Criminal Investigation, Patrol, and Support Services. The Urbana PD accounted for 15% of the city's expenses in the 2011-2012 fiscal year. The department's budget is \$9,500,880 for the 2012-2013 fiscal year.

The University of Illinois at Urbana-Champaign Police Department (UIUC PD) is served by 65 officers who made 294 arrests in 2012. The department oversees the security of the university's 42,605 students and 2,975 faculty. In 2012, the University of Illinois Police Department became the first ILEAP Accredited campus police department for meeting certain law enforcement standards to serve the community. The UIUC PD has a budget of \$6,300,000 for the current year.

The Rantoul Police Department is served by 32 officers who made 952 arrests in 2012. The Rantoul PD has a budget of \$3.9 million for the 2012-2013 fiscal year.

The Champaign County Sheriff's Office consists of three separate divisions: Law Enforcement, Court Security, and Corrections. The Law Enforcement Division is served by 54 sworn officers who were responsible for 1,107 arrests in 2012. Twenty-five percent of road and law enforcement deputies are trained in crisis intervention. The Court Security Division is served by 13 sworn officers and a K-9 unit specially trained in explosive detection. The Corrections Division has 56 officers and 11 supervisors who oversee both jails, handling 600-700 inmates in the Satellite Jail monthly. The Sheriff's Office has a corrections budget of \$5,909,099 and a law enforcement budget of \$4,715,469.

Excluding football game days and other special details, the Illinois State Police reportedly has an average of 1-2 uniformed officers assigned to Champaign County on a regular basis; this figure has reached a

high of 54. The Illinois State Police made 516 arrests in 2012 and has a \$383.8 million budget for the 2012-2013 fiscal year.

These departments are of the utmost importance because they are the gatekeepers of the criminal justice system. Police officers exercise discretion in selecting those who will be removed from community life; police discretion dictates the initial caseload that flows to downstream agencies. Therefore, law enforcement efforts and resources should be managed and coordinated to maximize efficiency in the overall system.

One of the key indicators of policing effectiveness is data on the number of citations given versus the number of arrests. Police have the choice of either detaining and transporting the offender to the jail or simply writing a citation or a summons to appear. Creating a policy to promote citations rather than arrests in all cases that do not create a threat to public safety is vital to a fiscally responsible criminal justice system. Refer to the Sheriff’s Office Section (Appendix 1.6) for further details on the importance of this indicator.

The following policy and practice changes are specifically aimed at improving decision-making at distinct points in the justice process. After the county better defines its goals and analyzes the caseload, selected programs can be developed to change the way that workload is handled.

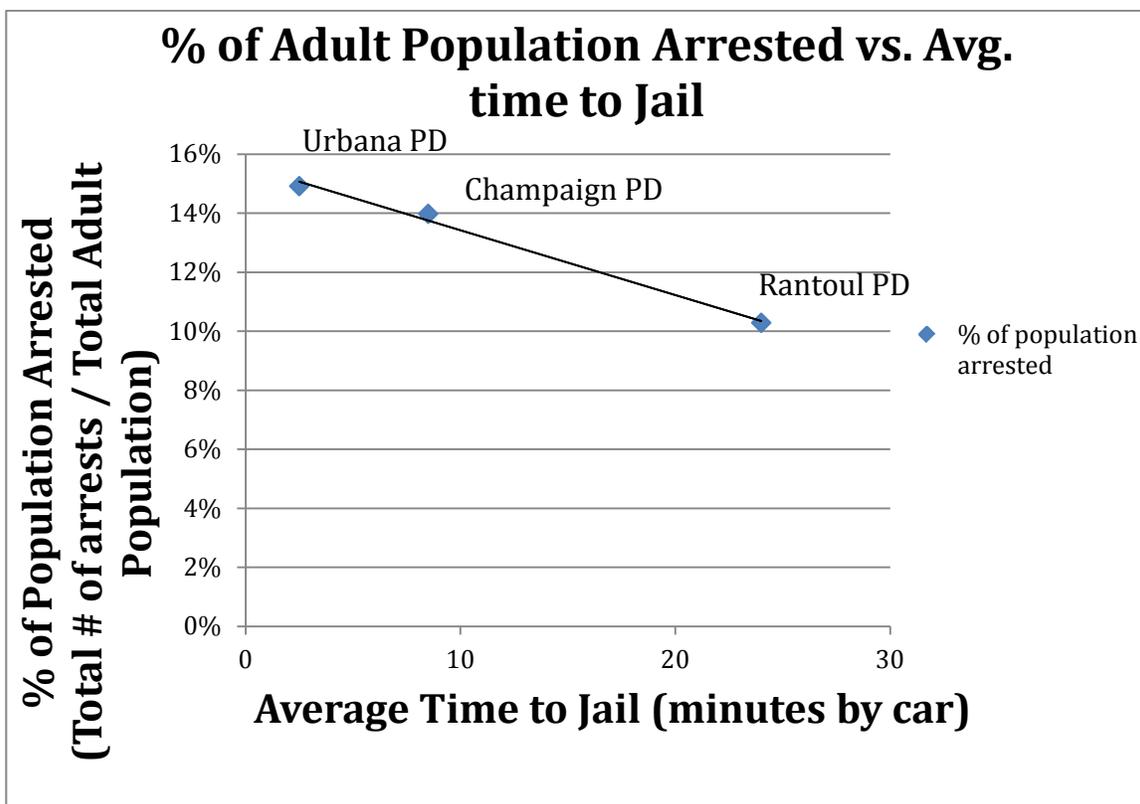
## 4.1 Transport and Arrests

### Distance to Jails

The following table shows the adult population in each area as well as arrests as a percentage of total population. A department’s distance to the jails is clearly correlated with the rate of arrests.

Police Department	Adult Population	Arrests	% of Population Arrested
Sheriff’s Office	-	1,107	
Champaign PD	67,228	9,395	13.975%
Urbana PD	36,287	5,412	14.914%
UIUC PD	-	427	
Rantoul PD	9,258	952	10.283%
Illinois State Police	-	516	

- Sheriff’s Office, UIUC PD, and Illinois State Police are not included in this analysis due to unspecified/varying adult populations.
- Some smaller departments are not included in this study, and account for discrepancies in total county arrest numbers.



This data, along with jail data, shows a large number of low-level offenders being arrested and transported to jail. This pattern often clogs the justice system with offenders who are not a risk to public safety or to fail to appear in court. This takes police cars from their beats, puts them out of service, and costs the cities and County a great deal. Jails nationally are more commonly used only for persons who pose a risk of flight or are dangerous to the public.

## 4.2 Recommendations

### 1. The Decision to Arrest

**Construct a written citation policy as an ordinance or resolution.** The Criminal Justice Executive Council (CJEC) should request copies of all law enforcement agencies’ written policies on the use of summons or citations in lieu of arrest and then coordinate implementation of a more common policy for all law enforcement officers. The policy should clearly indicate that low-level offenders should always be cited in lieu of incarceration “unless” certain specified public safety concerns are at issue (which is state and national law).

Once the default policy is embraced by CJEC, a method for monitoring arrests should be defined accordingly; without that data and general compliance with the policy, it will have little impact on the system’s resources and priorities. Each Chief should report citations as a percentage of all arrests and their booking fees to their cities and to the county administrator every month. Each low level offender jailed outside the policy should be reviewed in writing by a supervisor and included in the Chief’s reports.

The County should later develop and circulate an additional booking fee or charge back system to enforce the policy if necessary, although the savings in the cities and overall are expected to effectively

adjust the patterns. Booking fees may not be “legal” in this situation, but cities closed their jails when they “agreed” to the current very modest fee. In the spirit of economizing for both jurisdictions, CJEC should prevail on the city departments discuss a means of using booking fees to ration but not severely limit the use of these resources. Perhaps a new fee would be more congruent with the real total costs of a booking, which are usually several hundred dollars. Police officers would have a more accurate cost-benefit analysis, and perhaps be more likely to recommend a non-jail alternative. Many counties have used this method of rationing with success in reducing jail crowding and improving system flow. CJEC should oversee this, as arrests impact workload of every system element and define justice systems priorities.

The citation policy should be on a card or on the tickets/citations in the hands of all Champaign County police officers. ILPP recommends that a universal form be created to promote due process and consistency for every citizen, to provide ample evidence to defend against racial or gender discrimination claims, and for objective officer evaluations, cost monitoring, etc.

**Identify categories of chronic offenders for diversion.** Mentally ill, drug-addicted, and homeless populations are expensive to process and house repeatedly in the jail. Having these populations within the community inevitably creates work for law enforcement, which may be called to intervene. Potential arrests and processing at the jail creates a burden on the system that can be avoided if certain diversions are in place. A significant number of those who cycle in and out of jail within 24 hours are made up of these populations, and would benefit from tailored best-practice interventions at lower cost to the County.

## 2. The Decision to Detain

### **Discuss and implement disincentives that ration, but do not severely limit discretion to detain minor offenders.**

As detailed in the previous section, law enforcement should exercise their authority to use citations, summons, and order-ins much more frequently, as statutes allow and court rules require. The Supreme Court rule and guidelines call for citations or automatic release of non-dangerous misdemeanants from jail. The County should develop baseline data on arrests and releases founded on calls for service, priority crimes, and related data. The Sheriff’s Office should keep data on all arrests and outcomes, independently monitor data on arrests and outcomes, to be shared with the County and each city.

A third of all releases from the system occur within 24 hours and 40% of these arrests appear to be for disorderly conduct.<sup>14</sup> A ticket citation or summons in lieu of jail will reduce booking and pretrial workload by up to a third, and those savings would continue in downstream agencies. No public safety impact is expected, as these persons are released from jail in under a day.

### **Develop the sobering center.**

A large number are being held in jail for less than 24 hours for “disturbing the peace.” This has been addressed elsewhere not by bringing these short- termers to jail, but by taking drunks to a sobering center. There is recent support for the Sheriff’s efforts to develop this type of program. This facility for public drunks and drunk drivers may be appropriate where a detoxification would be overkill. In San Mateo County, CA, the sobering center is not a locked facility; “sleeping it off” is essentially voluntary. The center makes films about alcohol and drunk driving available and provides referrals for treatment,

<sup>14</sup> ILPP categorizes offenses pursuant to NIC guidelines, which focuses on danger posed to the public through commission of the offense.

e.g., Alcoholics Anonymous, etc. When inebriants sober up, they can call someone to pick them up. Such a center could occupy an existing heated and plumbed industrial building already belonging to the County.

**Develop a quick mental health and addiction screening tool at jail intake.**

Adopt a very short 5-minute pencil and paper instrument modeled after Screening, Brief Intervention, Referral, Treatment (SBIRT) for drug use. This screening could be followed by a longer interview if certain risk factors are identified.

**Break down the current minimum-security population according to risk scores. The classification instrument should be tested and validated so it can accurately predict risk to public safety.**

The Sheriff’s Office should better define low risk populations to increase the use of non- custody sanctions and further classify the majority who are minimum-security offenders, as low-minimum, medium-minimum, and high-minimum. The lower end of the spectrum should be eligible for electronic monitoring, rehabilitative and work programs, drug testing, and other appropriate sanctions; include any high minimum offenders where incarceration is not justified via an objective risk assessment. Low risk offenders will both benefit the community and help it cope with service cuts.

Use the jail only for the dangerous and those who pose a significant risk of flight. Avoid a supervision system that generates technical violations that lead to incarceration. After the County has agreed to a quick simple risk assessment and classification “sorting” of the minimum security population, the individual police department should agree to stand as one in support of all changes and be in a position to defend these changes when the first “walk away” or violation, further crime, or other problem arises, as it certainly will. The risk assessments make sure that the risk of real danger is as low as possible within legal parameters and take advantage of programmatic resources.

**3. Crime Prevention**

Law enforcement agencies throughout Illinois have implemented crime prevention tactics to limit the influx of offenders into the justice system flow. All of these methods have the potential to save a significant amount of money immediately, well exceeding anticipated costs. The Criminal Justice Executive Board should set up a small subcommittee of two stakeholders plus a police chief and judge, to determine what measures to pursue. This effort should be supported through Board seed money, in addition to any grant funds sought, and operate alongside reentry and “frequent flier” initiatives.

**Implement an Ignition Interlock Device Program.** This initiative targets DUI offenders and serves as a superior deterrent to EHD because it prevents accidents. Originally aimed at repeat DUI offenders, counties now also seek to target first time offenders. A sample program operates as follows: an administering office is notified of new participants. The offender must pay for the program and install the device within 14 days. The offender is limited to driving the vehicle with the device, which only permits driving if the individual passes the Breathalyzer test. This program is very effective at short-term deterrence and is as effective as other treatments after a four-year period.

In addition to preventing a subsequent DUI, the offender is punished in a way that allows them to continue working to pay taxes and support their family, which strengthens the community. The family is less likely to become a ward of the state.

**Deliver ultimatums to the most serious chronic offenders.** Consider supporting the Sheriff’s Office, through Board policy and executive order, for a targeted program that offers comprehensive enforcement including mentoring, treatment, and severe sanctions to those estimated 50-100

individuals considered to be the worst offenders of public safety by the system. This follows the Madison, WI Police Department program, which was itself modeled after Project Cease Fire in Chicago and other similar successes. The program should seek to effectively deal with the small minority of very serious offenders engaged in behaviors that most endanger public safety and swallow public resources. The program is proven to garner positive press, reduce system workload, and decrease violence in crime-ridden communities.

**Provide services and opportunities in neighborhoods plagued by gangs.** The Little Village Gang Violence Reduction Project targets young people between the age of 12 and 27, providing services, education and work opportunities, and social interaction. Through community mobilization that includes probation officers, police, youth workers, church groups, and residents, gang members are monitored and intervention occurs. This program reduced violent and drug crimes, and improved the perception of the neighborhood.

**Interrupt the illegal market for guns.** Project Safe Neighborhood targeted areas plagued by gang activity and poverty. Law enforcement agencies and prosecutors teamed up in gun recoveries, to investigate cases of gun trafficking and seize firearms. Federal sentencing guidelines increased the severity of sanctions for violations. Meetings were conducted to offer information about guns and employment opportunities. The program is credited with reducing quarterly homicide rates by 27% and decreasing gun-related homicide rates by 18% for every 100 guns recovered.

#### 4. Operations

**Consider resource consolidation.** Police departments in Champaign County could benefit from an expansion of pooling law enforcement resources. Operating consolidated crime analysis labs or programs for special populations could free up resources for a department, allowing officers to provide more efficient services.

## Pretrial Justice



The bail decision carries significant consequences to the Champaign community's well being. To ILPP's knowledge, Champaign has moved forward on this initiative since the Draft Report. Although the Judiciary originally agreed to participate in the development of a pretrial services program for Champaign, it has since refused to meet with ILPP. It is assumed that the court will develop its own pretrial services program, without the range of options and alternatives that ILPP's national expertise would have brought to bear.

The criminal justice system, the accused, and the public are concerned with public safety and budget. A rational, thoughtful bail decision considers the legal and constitutional rights afforded to the accused, including the presumption of innocence, and balances these elements with the crucial need to protect public safety and assure likely court appearance. In addition, a thoughtful bail decision considers the limited resources available and prioritizes the use of those resources to avoid overburdening the criminal justice system and taxpayers.

In Champaign County, the bail decision represents a serious gap in the system, costing public safety and policy benefits on both sides of the traditional subjective and crude decisions. Current practices are biased without basis, favor incarceration and financial based release, and greatly enhance the potential for racial and other disparity. This process is very much the child of the larger system in Champaign, and thus not focused at a policy level or prioritized. Pretrial release is performed perfunctorily and almost always follows an inefficient tradition in the name of public safety, but not at all in line with legal and evidence-based practices or with objective basis in the interest of public safety.<sup>15</sup>

Following arrest, offenders are brought before a judicial official where a monetary bond is commonly set based on the nature of the charges and the defendant's prior criminal record. A frequent outcome is for a bail amount to be imposed that will incentivize defendants to appear for future hearings and deter criminal behavior pending trial. These are good goals but not nearly achieved in Champaign. Thus, a really "bad" actor with money can get out quickly before the justice system can really know the deeper basis for a good public safety and objectively fair release decision.

Over the past ten years, an impressive body of research has emerged on the bail decision that factors in the elements of legal and constitutional rights, public safety, court integrity, and limited criminal justice resources. Tools that support the use of objective data and validated scientifically can vastly improve these decisions. The key is to fill in the gaps in objective decision making at the booking desk and at arraignment with a risk assessment process, but at the same time, not develop an overly complex new system element that might actually slow Champaign's already very efficient pretrial release process at arraignment.

Champaign should heed the research that financial conditions of release do not ensure appearance or safety, but risk assessment does.

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<sup>15</sup> In the state of Illinois, determining the amount of bail and the conditions of release are laid out extensively in Chapter 725 of the Illinois Compiled Statutes in Section 110.

## 5.1 Findings from Research

The themes that have emerged from the research include the following:

1. The nature of the offense charged by the police, particularly the offense level, is not a good predictor of a defendant's success during the pretrial stage. e.g., Accused misdemeanants and felons fail at comparable rates. Moreover, there is reason to believe that this gap in prediction reflects all manners of biases to enter into decisions, unseen and often unintended by good people who associate the wrong criteria with danger and risk of non-appearance.
2. Likewise, criminal history by itself is not a strong predictor. More telling is whether the defendant failed to appear in court previously, is currently under supervision, or has other charges pending.
3. Objective risk assessments conducted on defendants by trained staff are probative, highly reliable, and more useful in guiding bail decisions to ensure public safety and to prioritize the use of limited resources (such as jail beds). These outcomes have been proven repeatedly in federally funded studies.
4. Imposing financial bonds may influence court appearance, but there is no quantitative research available that demonstrates financial bonds deter criminal behavior.
5. Tailored supervision during the pretrial stage mitigates risk factors for some defendants. A defendant's risk may be lowered through monitoring, service referrals, drug testing and court date reminders, all far more socially equal, less expensive, and more oriented to public safety than bonds, especially as currently employed in Champaign County. In fact, research shows that risk assessments can predict the many that need no supervision.

These research findings, mostly through the Department of Justice, resulting policy, and program themes, have ignited a smarter approach nationally for setting release conditions for accused offenders and have brought clarity and a greater sense of purpose to the role of pretrial services programs. Indeed, the American Bar Association, the National District Attorney's Association, the National Association of Counties, and the Attorney General of the United States have endorsed this kind of strategic bail reform and/or bail standards as part of their platforms. Driving the change is recognition that risk level and professional discretion, not the charge or money or hunches from seasoned practitioners and the very best of jurists, should guide the pretrial release decision.

## 5.2 Traits of Successful Pretrial Services Programs

Pretrial services programs are very cost effective, and assist the smart release, safe detention premise of pretrial justice. These programs gather and verify information from accused defendants, conduct objective risk assessments, and then present this information to the judicial official so that an informed release decision can be made, or in lesser cases, delegated to pretrial services and even jail booking. By virtue of this information, the court can impose the least restrictive conditions necessary to ensure the defendant's appearance at all hearings and protect victims, witnesses, and the community from any threats or danger.

For those individuals unable to secure their own release, the pretrial services program should provide supervision services if needed, tailored to the individual's risk level. Supervision should range from administrative reporting to electronic house arrest.

Highly effective pretrial services programs share six basic qualities that enable them to control and reduce a defendant's risk to public safety and appearance, as well as enhance the quality of justice. The six qualities are: 1) information gathering, 2) objective risk assessment, 3) pretrial supervision, 4)

inmate status reviews, 5) court notification, and 6) failure to appear (FTA) follow up. Each of these aspects is described below.

### 1) *Information Gathering*

One of the most crucial functions of pretrial services, which can begin during booking, is to gather and present accurate information about newly arrested defendants and available release options to the court so that an informed decision regarding pretrial release can be quickly made, preventing low bail for those wealthy but dangerous, insuring against needless social costs of unnecessary custody, and real or perceived bias based on wealth, etc. Collecting information entails interviewing defendants while reserving the merits of the case, restraining from providing legal advice, and clearly understanding that the interview is solely to gather information to assist the judicial officer in pretrial release decisions; reviewing the circumstances of the arrest, examining prior criminal history, and verifying the defendant supplied information. Verification of information can be accomplished through existing pretrial, probation and/or court records and contact with persons known to the defendant (e.g., family members, friends, employers, landlords, social service caseworkers, and treatment counselors).

Timeliness is important during the information gathering stage, and interviews should begin at or shortly after the defendant's arrest. Many counties, therefore, have most of their pretrial staff working from the jail with a small office near the courts which are logical locations for pretrial staff due to the availability of the defendant and other resources (i.e., police reports, criminal histories) necessary to make data collection as quickly as possible. Such a program location has space implications noted elsewhere herein.

### 2) *Objective Risk Assessment*

An objective risk assessment determines the defendant's risk of failure to appear or re-arrest, and supports various kinds of bail recommendations. Most risk assessment instruments contain common variables, such as the defendant's personal ties to the community, employment history, substance abuse history, prior criminal record, and past failures to appear in court, all proven to help predict danger to public safety as well as propensity to appear. Information from the assessment is then used to assist the judicial officer in making a knowledgeable bail decision beyond the nature and circumstances of the offense. Quality assessment tools determine equitably whether a) low risk defendants should be released safely into the community with little or no conditions, b) moderate risk defendants should be released safely with appropriate release conditions that adequately mitigate risk according to judicial judgment, and c) high risk defendants should be detained in jail due to their potential danger to the community and/or flight risk regardless of their wealth if dangerous.

Colorado recently implemented an objective risk assessment instrument statewide, called the Colorado Pretrial Assessment Tool (CPAT).<sup>16</sup> This tool contains a dozen factors that are correlated with a scoring and relies on a well-developed but simple point system (Figure 1). The higher the individual's score on the CPAT, the greater the risk and the need for more restrictive conditions of release to mitigate failure (Figure 2), or even efforts to prevent release at all.

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<sup>16</sup> Source: The Colorado Pretrial Assessment Tool: Administration, Scoring, and Reporting Manual, Version 1, by the Pretrial Justice Institute. February, 2013.

**Figure 1: Colorado Pre-Trial Assessment Tool**

CPAT Item	Scoring	Points
1. Having a Home or Cell Phone	Yes	0
	No, or Unknown	5
2. Owning or Renting One's Residence	Own	0
	Rent, or Unknown	4
3. Contributing to Residential Payments	Yes	0
	No, or Unknown	9
4. Past or Current Problems with Alcohol	No	0
	Yes, or Unknown	4
5. Past or Current Mental Health Treatment	No	0
	Yes, or Unknown	4
6. Age at First Arrest	This is first arrest	0
	35 years or older, or Unknown	0
	25-34 years	10
	20-24 years	12
	19 years or younger	15
7. Past Jail Sentence	No, or Unknown	0
	Yes	4
8. Past Prison Sentence	No, or Unknown	0
	Yes	10
9. Having Active Warrants	No	0
	Yes, or Unknown	5
10. Having Other Pending Cases	No	0
	Yes, or Unknown	13
11. Currently on Supervision	No	0
	Yes, or Unknown	5
12. History of Revoked Bond or Supervision	No	0
	Yes, or Unknown	4

**Figure 2: CPAT Risk Category**

Risk Category	Risk Score	Public Safety Rate	Court Appearance Rate
1	0 to 17	91%	95%
2	18 – 37	80%	85%
3	38 – 50	69%	77%
4	51 - 82	56%	51%

The Virginia Department of Criminal Justice Services also published an excellent analysis on the pretrial risk assessment instrument utilized in their state. Similar to CPAT, the Virginia Risk Assessment Instrument (VRAI) uses nine variables to predict a defendant’s risk and assigns points for each risk factor (Figure 3).<sup>17</sup> The first six factors measure criminal history, while the remaining factors take into account personal characteristics. Unlike the CPAT, the Virginia tool has been validated in multiple jurisdictions and is the basis for the federal model. Prominent counties that have adopted the VRAI include Summit County, Ohio (Akron), Mecklenburg County, North Carolina (Charlotte), and Cook County, Illinois.

<sup>17</sup> Source: Assessing Risk Among Pretrial Defendants in Virginia: The Virginia Pretrial Risk Assessment Instrument by Marie VanNostrand. May, 2003.

**Figure 3: Virginia Risk Assessment Instrument (VRAI)**

Risk Factor	Criteria	Assigned Point(s)
Charge Type	If the most serious charge for the current arrest was a felony	1 point
Pending Charge(s)	If the defendant had one or more charge(s) pending in court at the time of the arrest	1 point
Outstanding Warrant(s)	If the defendant had one or more warrant(s) outstanding in another locality for charges unrelated to the current arrest	1 point
Criminal History	If the defendant had one or more misdemeanor or felony convictions	1 point
Two or more Failure to Appear Convictions	If the defendant had two or more failure to appear convictions	2 points
Two or more Violent Convictions	If the defendant had two or more violent convictions	1 point
Length at Current Residence	If the defendant had lived at their current residence for less than one year prior to arrest	1 point
Employed/ Primary Child Caregiver	If the defendant had not been employed continuously for the past two years and was not the primary caregiver for a child at the time of arrest	1 point
History of Drug Abuse	If the defendant had a history of drug abuse	1 point

The scoring system for the VRAI is similar to the CPAT in that more points are indicative of greater risk. Some jurisdictions have customized VRAI to fit local practices and state laws. The customizations fall under “additional considerations” in the bail report that is prepared for the court.

Additional considerations may include items such as gang involvement, health issues, or mental health history. These items, while relevant information to court officials, should not factor into the scoring to maintain the instrument’s integrity. These should also include an item for “discretion” alone, where the experience of the decision maker adds some additional knowledge; it doesn’t change the score but does factor into the results, and is helpful if managed by supervision. Figure 4 provides an illustration of the VRAI results conveyed as a formal report to the bench.<sup>18</sup>

<sup>18</sup> Source: Pretrial Risk Assessment in Virginia by the Virginia Department of Criminal Justice Services and Luminosity. May,2009.

Figure 4: Example of VRAI Report to the Court

**Virginia Pretrial Risk Assessment Instrument**

**Instrument Completion Date:** 05/02/2009 **Court Date:** 05/02/2009

**First Name:** VPRAI **Last Name:** Test **Race:** Other

**SSN:** 999-99-9999 **Sex:** Male **DOB:** 05/02/1971

**Charge(s):** Grand Larceny \$5,000, General District Court

**Recommendation**

Personal Recognizance	Secured Bond	Surety Bond	Supervised Release	Unsecured Bond	No Bond
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**Conditions of Release**

- Refrain from excessive use of alcohol or use of drugs
- Submit to testing for drugs and alcohol
- Maintain or seek employment
- Complete substance screening and assessment by the CSB

**Additional Comments/Recommendations**

The combination of the recommended conditions of release with pretrial supervision will address the risk concerns identified by our assessment. Financial conditions are not needed in this case to address the potential for failure to appear in court.

**Risk Assessment**

**Factors Considered**

- No pending charge existed at time of arrest
- No pattern of failures to appear exists (zero or one)
- No pattern of violent convictions exists (zero or one)
- Length at current residence is more than one year
- The most serious charge is a felony
- One or more adult criminal convictions
- Not employed continuously for the past two years and was not a primary caregiver at the time of arrest
- History of drug abuse
- The pretrial risk assessment identifies the defendant's risk level as above average

**Additional Considerations**

Although the defendant has not been employed continuously for the past two years, he recently obtained employment at American Auto Repair. This information was verified through the defendant's employer, John Sullivan.

In adopting the VRAI, Mecklenburg County used the results of the instrument to create a “praxis” to objectively determine conditions of release. The praxis is a series of tables, or grids, that assign a bond type, a bond range, and a supervision approach based upon the defendant’s risk score and charge type (i.e., misdemeanor non assaultive/traffic, misdemeanor assaultive/domestic violence, felony non assaultive, and felony assaultive).

As shown in Figure 5, it is recommended to the judicial officer that a low-risk defendant charged with a non-assaultive misdemeanor receive a non-secured bond (i.e., released on recognizance) with no pretrial supervision. A high-risk defendant, in contrast, is recommended to receive a secured (i.e., financial bond) and/or pretrial supervision that is intensive in nature (e.g., minimum face to face reporting on a weekly basis, random drug testing, etc.).

Figure 5: Mecklenburg County Praxis using the VRAI

**Grid 1**  
Misdemeanor Non-Assaultive and Traffic\*

Risk Levels	Bond Type	Bond Range	Pretrial Supervision
Low (0,1)	Non-secured	\$100-\$1,000	Non-applicable
Below Average (2)	Non-secured	\$100-\$1,000	Non-applicable
Average (3)	Non-secured	\$100-\$1,000	Non-applicable
Above Average (4)	Secured Bond or Release to the Custody of a Designated Organization Supervision Alternative	\$500-\$2,500	Administrative
High (5-9)	Secured Bond or Release to the Custody of a Designated Organization Supervision Alternative	\$500-\$2,500	Intensive

\*If the alleged offense is alcohol related, defendant to be released to a sober adult or released when sober.

**Grid 2**  
Misdemeanor Assaultive/Domestic Violence Related\* (Including Charges of Communicating Threats and Stalking)

Risk Levels	Bond Type	Bond Range	Pretrial Supervision
Low (0,1)	Non-secured	\$1,000-\$2,500	Non-applicable
Below Average (2)	Non-secured	\$1,000-\$2,500	Non-applicable
Average (3)	Secured Bond or Release to the Custody of a Designated Organization Supervision Alternative	\$1,500-\$3,000	Administrative
Above Average (4)	Secured Bond or Release to the Custody of a Designated Organization Supervision Alternative	\$2,500-\$5,000	Standard
High (5-9)	Secured Bond or Release to the Custody of a Designated Organization Supervision Alternative	\$2,500-\$5,000	Intensive

\*If domestic violence related the bond range is doubled.

Objective risk assessments, such as the VRAI, are merely a guide for the judiciary and should not replace judiciary discretion. As a general rule, the results of a risk assessment should match the decision of the judicial officer 80% of the time to be considered meaningful.

The benefits of using an objective risk assessment instrument for pretrial defendants are numerous. The three most important reasons are:

1. It removes individual biases and arbitrariness in the treatment of defendants.
2. It standardizes the bonds set by courts, thereby reducing the likelihood that a judge will incur public scrutiny for the release of a defendant.
3. It promotes the rational use of resources by assigning limited services to low risk defendants and intensive services to high risk defendants.

3) *Pretrial Supervision*

As a condition of release, pretrial supervision monitors the activities of defendants pending the disposition of their case. The goal of the monitoring is twofold: 1) to ensure pretrial defendants appear in court when scheduled, and 2) to minimize the risk that pretrial defendants will commit acts that jeopardize public safety.

Successful and cost effective pretrial supervision efforts include a “range of supervision options.” Levels of confinement restrictions can range from simple mail confirmation of a court appointment to

telephone reporting to an assigned pretrial services case manager to daily face to face contact with pretrial staff and home confinement.

In between, there are numerous options that enhance the degree of supervision, such as home confinement, alcohol and drug testing, electronic/GPS monitoring, drug treatment, or mental health counseling. In a recent survey of national pretrial programs conducted by the US Department of Justice, 93% of the pretrial programs provided supervision (e.g., phone contacts, face to face reporting, and collateral contact with employers, family, treatment counselors, etc.), 75% conducted random drug testing (usually paid for by the defendant), and 60% used electronic monitoring. Each of these supervision options, while carrying a price tag, is vastly less expensive and more effective than detaining a non-dangerous defendant in a maximum security jail or the less obvious various costs of docket congestion resulting from excessive failure to appears.

Most pretrial supervision efforts are directed at defendants who score in the medium risk categories (those defendants that are not dangerous enough to justify incarceration), as low risk defendants generally do not require services and very high and most high risk defendants remain in jail. With this in mind, the expensive pitfall to avoid in pretrial supervision is “expanding the net” to include defendants that would comply without intervention, or to provide excessive monitoring for pretrial defendants that need only a lesser degree of supervision. This last point is about “tuning” the program to local values and experience with outcomes.

#### 4) *Inmate Status Reviews*

As part of their efforts to alleviate the number of defendants detained in the detention facility, pretrial services should review the inmate population on an ongoing basis to determine if factors associated with the initial detention decision still apply and immediately report any new findings to the court. If key new information were to be verified such as a defendant’s address, the defendant would be an acceptable candidate for release.

Likewise, pretrial services should review the status of persons held on low bond to ascertain if release on recognizance or release with conditions may be more feasible (persons unable to post low bonds generally serve more time on a minor offense than they would have been sentenced to by the courts). The same is true for those on high bonds, as these can be lowered, or revoked with new information, all further “tuning” the overall pretrial function to maximize public safety savings and fairness, and minimize adverse impacts on the community.

#### 5) *Court Notification*

Many defendants fail to appear because they simply forget court dates, are confused about the date, or there is a failure of childcare, transportation, etc. To increase the likelihood that a defendant will appear for court, court notification services contact defendants to remind them of an upcoming hearing date. The type of notification varies from a simple postcard reminder or automated phone message. In addition, defendants under some level of pretrial supervision are reminded of their next court date during each contact. Generally, court notification services are used only for those defendants not released on surety bail and/or who are assessed as higher risks to not appear.

#### 6) *Failure to Appear (FTA) Follow up*

Often, defendants will have valid reasons for not making a court appearance, such as incarceration on another charge, hospitalization, or death of a family member. Pretrial services should attempt to locate and return defendants to court to avoid a warrant arrest for failure to appear. Encouraging self-

surrender reduces the likelihood that a defendant will be incarcerated in jail and improves the likelihood that he or she will remain out on bond, albeit with a higher level of monitoring. Follow up activities include letters, phone contacts, or home visits. The practice of following up “failure to appears” (FTA’s) greatly reduces the burden on law enforcement to execute bench warrants and lowers the number of outstanding warrants a county may have in their repository, offering many kinds of savings.

### 5.3 Pretrial Justice Findings and Recommendations

Pretrial justice in Champaign County is woefully underdeveloped, leading to system inefficiencies, unnecessary taxpayer costs, and possible inherent inequities in the initial handling of criminal cases. This results in unintended discrimination along racial lines and against minorities of all kinds. Change in this area is greatly needed for the future of the County and criminal justice stakeholders and will save a significant amount of resources, lighten the demand for jail beds, and reduce workloads throughout the system. Furthermore, it will free up resources and help Champaign focus more clearly on public safety priorities.

**Finding #1:** Despite authorization from state statute (725 ILCS 185), a pretrial services program does not exist in Champaign County to provide the court with accurate background information on accused defendants, nor to provide supervision of defendants pending trial. Meetings had begun to create a pretrial release program in conjunction with Court Services, the Circuit Court, the State’s Attorney’s Office and the Public Defender’s Office, but the Judiciary has since proceeded independently with the Virginia Instrument.

**Recommendation #1a:** Champaign County should establish a pretrial services program operated as a standalone unit of the court. The program should gather and verify information for all bond eligible defendants prior to the first appearance hearing, as early as possible to take advantage of Champaign’s excellent arraignment process. It should present this information first expeditiously as a point score and soon thereafter, in a formal written report to the court, accompanied by a criminal history summary.

When appropriate (see below), the program should provide supervision of pretrial defendants to assure court appearance and reduce the likelihood of criminal misconduct pending trial. This should be assigned carefully, only when appropriate and based on proven risk assessment indicators and point thresholds. Later, these scores can be used at the booking desk for immediate release of low level misdemeanants, sometimes with a call to a duty judge.

**Recommendation #1b:** Participation in the pretrial services program by the defendant should be voluntary. If a defendant initially refuses to cooperate with providing information to the program, he or she should be afforded the opportunity for reconsideration after consultation with their attorney.

**Recommendation #1c:** Champaign County should seek technical assistance from the Pretrial Justice Institute (PJI) to implement a pretrial justice program to assist in starting a program for a nominal fee (the fee may be offset by the U.S. Department of Justice or the National Association of Counties). PJI is a well-respected non-profit organization based in Washington D.C. with a long history of being funded through the Department of Justice. PJI also provides free, week-long training in Denver, CO for new program administrators, along with frequent mailings and webinars to support local programs’ development over time. The existence of such a major source of national support indicates the how pervasive and instrumental pretrial reforms have become.

**Finding #2:** Inequities in the criminal justice system are inevitably present in the pretrial detention of minorities.

**Recommendation #2a:** Many factors contribute to the disproportionate representation of minorities, particularly African Americans, in the criminal justice system. As such, it is imperative to minimize these factors as early as possible in the processing of criminal cases to ensure a fair and equal treatment of all, along with the best prioritization of scarce justice resources. The activities of pretrial services programs are often instrumental in balancing often unintentional injustices. The programs accomplish this by presenting unbiased, factual information about the defendant to the court (particularly when objective risk assessments are used). In addition, through no cost supervision, the programs ensure that the economically disadvantaged are not unnecessary incarcerated pending trial due to a lack of money. Safe pretrial release often saves jobs, families and meager savings that would have gone toward bonding.

**Finding #3:** Conditions of release are apparently set in Champaign County without an objective review of the defendant's risk.

**Recommendation #3a:** In conjunction with forming a pretrial services program, Champaign County should implement an objective risk assessment tool that should guide the judicial officer's release decision and determine the level of supervision provided by the pretrial services program. If the judicial officer's release decision deviates from the objective risk assessment, such as low release conditions for a high risk defendant, then the court should note on the record the rationale for the decision so that 1) fellow judicial officers will know pertinent details regarding the defendant's bail at subsequent hearings; 2) remedies for possible pretrial detention may be pursued by counsel, and 3) bail is not set arbitrarily.

**Recommendation #3b:** Champaign County should explore the possibility of creating a bail policy that incorporates praxis. The praxis should outline recommended release conditions as determined by the risk assessment instrument, and should be developed by criminal justice stakeholders (e.g., the Criminal Justice Executive Council) and informed representatives from the community. Implementation and execution of the bail policy and the praxis should be reviewed by the creators on the one-year anniversary to determine if changes are necessary.

**Recommendation #3c:** Intensive training on the risk assessment instrument should be provided to the interviewers, as well as the judicial officers. While risk assessment instruments seem simple, obtaining the necessary information and interpreting the results accurately requires a thorough understanding of the scientific basis and all aspects of the tool by all parties.

**Recommendation #3d:** Once implemented, the risk assessment instrument should be validated by a professional researcher to ensure the tool is producing desired results. Slight changes may be necessary to improve outcomes, such as interviewer training or modifying the point scale. The University of Illinois is an excellent resource for obtaining such instrument validation at a modest cost, if not free of charge.

**Finding #4:** Champaign County does not triage criminal cases at the earliest point in the process, at the initial court appearance.

**Recommendation #4a:** The first appearance should be meaningful: Each case should receive individual treatment; the hearing should be conducted in a manner where the defendant is effectively advised of their rights and possible actions taken against him or her; and interested parties should be allowed to attend or observe the proceedings. The judicial officer should seek input from the state's attorney, as well as a public defender who will act on the defendant's behalf before counsel is appointed or obtained.

During a meeting prior to first appearance, the state's attorney and public defender should consult with each other to determine if cases should be dismissed, screened for diversion, fast tracked for quick disposition, or referred for assessment (e.g., mental health). These changes, which might appear to the status quo as "extra" burdens in fact generate new efficiencies once implemented, saving surprising and extensive downstream system workload and costs.

**Recommendation #4b:** The pretrial services program should play a significant role in the meaningful “second” appearance (if the offender is not released at arraignment) by providing a formal written report to the judicial officer, state’s attorney, and public defender. The program staff should be present in the courtroom to answer questions and to receive instructions from the court.

**Recommendation #4c:** Champaign should consider having the pretrial services program complete the affidavit of indigency prior to the first appearance hearing. By completing the form during the interview session with the defendant, the program will expedite the appointment of counsel. It should be possible for the defendant to cooperate with the affidavit of indigency independently of the decision to participate in the pretrial interview.

**Finding #5:** Existing technology is not applied to the pretrial defendants in the county.

**Recommendation #5a:** Court reminders, by phone and postcard, should be instituted in Champaign County by the Administrator, to support both the Sheriff’s Office and Court’s needs for warrant and court appearance performance. This will generate great cost savings to the system, and even more pronounced savings to the fabric of the community. There should be a toll-free number to allow those with valid reasons such as stalled cars on frozen days or failures of health or childcare to get a short continuance. These programs, inexpensively available by contract to the County, can save the justice system from extensive costs in lost deputy and court time, and change the tone of the process for the public. No Champaign County official has ever been jailed or fined for missing a doctor’s appointment, yet the poor, minorities, and “frequent flyers of the justice system” represent huge costs to the justice system for missing court or failing to pay a ticket.

**Recommendation #5b:** The electronic monitoring program operated by the Champaign County Sheriff’s Office should partner with the newly formed pretrial services program to monitor higher risk defendants awaiting trial. The Sheriff’s Office should be responsible for installing the devices and responding to alerts, while the pretrial services program should provide case management services and court reminders to participants. Depending on the circumstances, the electronic monitoring should be used for tracking purposes or home detention.

**Recommendation #5c:** When using electronic monitoring for pretrial defendants, GPS tracking data should be used for crime scene correlation activity. While electronic monitoring cannot stop an individual from committing a new crime, the tracking data can help indicate whether that individual was involved in the crime based on proximity and time.

## 5.4 Useful Pretrial Justice Resources

Listed below are several informative publications from the past ten years that are useful in understanding pretrial justice and the role of pretrial services programs. All items listed are available online.

- ***The Colorado Pretrial Assessment Tool: Administration, Scoring, and Reporting Manual, Version 1***, by the Pretrial Justice Institute. February, 2013
- ***Pretrial Risk Assessment in Virginia***, by the Virginia Department of Criminal Justice Services and Luminosity. May, 2009.
- ***State of the Science of Pretrial Risk Assessment***, by Cynthia A. Mamalian. March, 2011
- ***Assessing Risk among Pretrial Defendants in Virginia: The Virginia Pretrial Risk Assessment Instrument***, by Marie VanNostrand. May, 2003
- ***Pretrial Services Program Implementation: A Starter Kit***, by the Pretrial Justice Institute.

- ***Responses to Claims about Money Bail for Criminal Justice Decision Makers***, by the Pretrial Justice Institute. August, 2010.
- ***Jail Population Management: Elected County Officials' Guide to Pretrial Services***, by Cherise Fanno Burdeen. September, 2009
- ***National Association of Pretrial Services Agencies: Standards on Pretrial Release***, by The Board of Directors of the National Association of Pretrial Services Agencies. September, 2009.

## The Sheriff's Office



The Sheriff's Office in Champaign County provides law enforcement, corrections, and court security services. At the outset, ILPP found that the Sheriff is committed to managing the jail population, has the ideal criminal justice background, and is motivated to minimize crowding and poor housing impacts at the jail. Sheriff Walsh was extremely cooperative with the study and ensured that ILPP's requests for data were fulfilled. The County has worked with the National Institute of Corrections (NIC) to assess the justice system. The NIC provided solid recommendations, e.g., temporary buildings adjacent to the satellite jail can provide critical low security housing for females and low-level offenders. In fact, moving low-level offenders to the temporary buildings or EHD would allow a female dormitory or pod in the jail.

As in other areas around the country, resources are strained, making change more difficult. Law enforcement, jail and maintenance staff are making do with what they have. However, ILPP is not aware of any request by the Office or strong evidence of a need for more staff. The most recent data reveals the following:

**Staffing:** 54 law enforcement deputies, 60 correctional officers, and 13 court security officers, for a total of 127.

**Custodial Arrests:** 870

**Budget:** Corrections: \$5,909,099. Law Enforcement: \$4,715,469. Total Budget: \$10,624,568.

Champaign has taken significant strides in identifying and implementing non-incarceration options, like electronic monitoring, for the sentenced population. The Sheriff's Office has wide discretion in managing the EHD program, which tracks 40-50 participants who stay out of the jail at minimal cost. This unique cooperation is the ultimate compliment to the Presiding Judge, shows the modern and flexible approach of the State's Attorney, and validates the Sheriff's philosophy of public safety and minimizing unnecessary custody. Some offenders are not eligible due to the crime committed (domestic violence, DUI, etc.). The pretrial population is also not eligible; this represents a significant missed opportunity for the County to manage the jail population and allocate criminal justice resources much more effectively. The vast majority of inmates sit in jail awaiting court processing and yet, are highly likely to be released back into the community in short order.

The Sheriff's Office, Courts, and State's Attorney in Champaign County work together to reduce the jail population. ILPP found that numerous efficient collaborations already exist. The courts conduct bail hearings on weekends and the State's Attorney reviews every arrest the following morning to expedite release of those in custody. In addition, almost all arraignment hearings are efficiently conducted at the Satellite Jail via teleconferencing.

### 6.1 Impact of Policies and Practices

The Sheriff's Office can take greater steps to improve policies, practices, and staff training. In the past, management updated the policy and procedure manual when time permitted and inconsistent electronic and hardcopy versions existed. Work has already begun on updating policies. In addition,

supervisors are responsible for training law enforcement and jail personnel. It has long been established that a training specialist is critical to achieving professional organization standards.

The intake process provides opportunities to improve the experience of new inmates and minimize harm. How a new arrestee is treated influences their behavior in the facility. Unfair treatment or harsh conditions result in residual long lasting resentment against jail staff and the criminal justice system. Conversely, the direct supervision model advocates for fair treatment and supports the American philosophy that **inmates go to jail as punishment, not for punishment**. Conditions of confinement should be reasonable and just.

Reception and the first few hours of incarceration are critical to perceptions of fair treatment and of management quality. Champaign County currently follows very poor practices at intake coupled with abysmal facility conditions, and thus inflicts a good deal of unnecessary and costly harm. The current intake processes demonstrate the worst possible conditions in the facility, which unfortunately calibrates the inmates' attitude for the duration of their stay.

Relatively easy changes can result in a positive shift, if desired by jail management and the County. A reassessment of current housing assignments for each of the living units should be pursued in an effort to alleviate crowded conditions at intake.

## 6.2 Database Management Systems

The Jail uses the New World software and databases, which seems adequate although no needs assessment was conducted to ascertain how the software met the needs of the Sheriff's Office staff. Although staff is able to extract predefined reports authored by New World, they do not have the technical expertise to query information.

Other law enforcement agencies, including the Sheriff's Office Law Enforcement Division, use a software package developed by the city of Urbana, which they reported as satisfactory. There is very little data and information exchange between the jail's database and the law enforcement database. Prioritizing implementation of these exchanges would reduce redundant data entry, reduce the potential for errors, and create new opportunities for management.

The Sheriff's Office does not have a specialist to analyze data, identify trends, and provide needed information for strategic planning. Neither the Sheriff's Office nor law enforcement have the capability to use data effectively, which significantly hinders the organization's ability to objectively plan for long term needs.

## 6.3 Special Populations

The Jail often receives populations that are rejected elsewhere and has had to develop an admissions protocol to prevent unnecessary incarcerations. For example, although the Prairie Center (PC) provides a place for inebriates to detoxify, it refuses combative and uncooperative inmates.

As many as 50% of new arrests involve the mentally ill, and the Jail lacks sufficient capacity to offer anything, but basic services for this population. Unfortunately, the mentally ill significantly impact the rest of the jail population and create management problems. This jail cannot adequately handle the mentally ill, and the conditions of the jail may well increase the severity of the illness. An alternate space is needed for those who must be confined.

The homeless population is a criminal justice issue in Champaign County. Public urination and other public actions are city violations that result in arrest and incarceration. Champaign suffers from a lack of sufficient shelters and public bathrooms to prevent criminalization of poverty. Law enforcement has insufficient resources to cope with the public's reaction to homeless behaviors. While the simple remedy of more public toilets is one partial answer, a contract for construction of bathrooms, to be serviced in places where the homeless are common, would be highly cost effective.

## 6.4 Relationship with Local Law Enforcement

As local law enforcement agencies do not maintain their own holdings cells, the County charges booking agencies a \$22 booking fee regardless of the level or jurisdiction of the offense. This fee is unrealistically low, and should be discussed, so a plan can be developed to appropriately ration this resource work.

## 6.5 Recommendations

**1. Create a foundation for strategic planning.** Champaign County must identify the correct problems prior to seeking solutions. The Sheriff and command staff should develop goals based on the values of the community, determine obstacles, and design objectives to achieve desired outcomes. This should be accomplished through work sessions that meets for several days, facilitated by a highly experienced corrections training and facilities expert who would bring unique focus and perspective to the tasks at hand, in order to identify and solve goals and solutions. This resource typically costs between \$10-25k.

**2. Prioritize the development of the policy and procedure manual.** The policy and procedure manual is critical to showing management direction for a **jail's legal defense**. Prioritize updating the policy and procedure manual so it is consistent with practices and mandates, and identical across hardcopy and electronic versions. This task should be assigned as a project to a particular staff member (specialist), rather than accomplished by multiple individuals in their spare time. A consultant could be retained to provide technical assistance remotely, providing models and resources from other jurisdictions to guide this important process. Cost is estimated at \$5k.

**3. Manage data.** The Sheriff's Office and County administrators need data and the ability to extract it from their system. Analysis and research support must guide strategic planning. This department, as well as many others, expects managers to accomplish these tasks, which then often do not occur due to daily crises and other needs.

The integration between court and jail database software must be improved. Duplicate entry increases the likelihood of errors and imposes unnecessary work and costs that can be avoided if data from the courts is transferred to the New World System. Some surveys, such as the mental health questionnaire, have not been incorporated into the New World system. These continue to generate paper trails. A data specialist should analyze the current structure of data fields to identify areas that should be added or expanded for planning purposes.

**4. Increase capacity to cite in lieu of arrest.** Although courts have provided booking officers with authority to release inmates on their own recognizance for ordinance violations, failures to appear, and misdemeanor charges (class B and C), most offenses are class A.

The Sheriff's Office should take a leadership role in establishing a policy that mandates citation unless public safety concerns exist, along with monitoring compliance with CJAB's support. The Sheriff's Office should be officially granted authority by the consensus of the CJEC and by an order by the Court, if possible. More robust guidelines should be established to release detainees after the identification stage in booking but before housing when police fail to issue a citation that is warranted.

As an ultimate remedy to failures of local law enforcement, the county should first develop and circulate, and then implement if needed, an additional booking fee or charge back system to enforce the citation policy where the data shows repeated use of custody for misdemeanants who are of low public safety risk.

**5. Improve booking practices and procedures.** Implement a new booking procedure to eliminate the backlog of officers waiting in cars outside the jail. The modified procedure also requires removal of segregation inmates from the booking area. Relatively simple changes in policy and practice could expedite processing. Most jails adopt a policy of limiting intake at the booking area to 3-4 hours and using the area only for intake purposes.

Some proposed solutions may actually make the problem worse. For example, police are considering using a paddy wagon system to move inmates from arrest points to the jail to reduce the backlog of officers waiting to book their arrestees. This practice will unfortunately extend processing times because groups of inmates arriving at the jail will generate greater processing delays.

The poorly designed intake management system is made worse by the misuse of intake cells for segregation of special needs prisoners. Improved intake policies, combined with removal of special needs prisoners from the booking area, can eliminate officer wait times. The new processing plan should require immediate acceptance, shakedown, and placement of all incoming inmates. The National Institute of Corrections can provide a highly experienced consultant to design this process with the Sheriff's Office. The estimated cost of \$16-25k would be dwarfed by the savings of avoiding a single likely incident that results in expensive litigation.

**6. Expand use of non-jail sanctions for low-risk individuals.** Counties struggling with the expense of incarcerating individuals are increasingly identifying different methods of coping with low-risk individuals, who can be effectively sanctioned without occupying the scarce resource of jail beds. Options include weekend work programs, supervised by County staff or Sheriff's deputies in low-cost housing, expanded electronic monitoring, and supervised release. Non-dangerous offenders should be considered for non-jail options, e.g., drunk drivers. Rehabilitation for most offenders can occur outside the jail setting with far greater potential for success.

**7. Develop a risk assessment instrument supported fully by CJEC to govern release.** When a released offender is involved in a significant criminal incident, which ultimately happens as it does in the general population, justifying some releases may be difficult. Counties that succeed in defending use of noncustodial sanctions have had the support of a CJEC, which carefully reviews the risk assessment instrument and collectively supports the tool. Leaders band together to support the process when incidents occur and refuse to criticize the individual program managers. Without such agreements, program managers are often left to defend themselves. The natural response is to be more conservative than needed, resulting in more crowding.

**8. Develop a work release program outside the jail.** Begin a formal work release program to supplement the continuum of sanctions for low-risk inmates. These programs should involve meaningful work that benefit the community, keeps inmates active, and teaches them new skills. Many communities succeed in implementing non-custodial work programs.

One possibility is to build on the current probation public service work program by adding an FTE, possibly a private sector retired volunteer sponsored by the local rotary club, farm bureau, etc. By doing a great deal of outreach and marketing for this program, the Sheriff's Office could secure job slots with a significant number of hours to assign to prospective participants. The work release program has a great deal of potential to grow.

Many jails are abandoning work release programs that require staff to process inmates back into the jail daily because this creates a significant amount of work for staff. Offenders who can safely work in the community during the day are low risk and generally do not require intensive monitoring in a jail environment at night. Significant resources are saved and reallocated to public safety priorities with such work programs.

Clark County in Vancouver, Washington transitioned from an in-custody program to an out-of-custody program, and has continually expanded it to include new activities. The program started with inmates processing trash at the local dump, salvaging various metals that were then sold to metal recycling companies. The county started the out-of-custody program by ordering offenders to report to a location from which they were transported by county vehicles to work sites, including the dump and nonprofit organizations. Nonprofits were selected to avoid controversy with organized labor. The program developed to employ offenders in a plant nursery. Inmates then formed landscaping teams who used the nursery materials. Most programs collect some fees that cover costs and equipment.

Yakima County, Washington also maintains a very active and effective work program for minimum-security offenders. The county contracts with agencies to provide labor; jail staff supervise crews. The program continually upgrades its equipment to include tools, trailers with portable toilets, and all necessary equipment to complete a task.

Lane County, Oregon started employing effective inmate work crews 18 years ago. Inmates go home at night in exchange for working during the day, and are restricted to working along roadways, clearing brush, performing litter pick-up, sweeping, cleaning bridges and overpasses, etc. The entire program is funded by dedicated road dollars. The County Public Works Department benefits by not having to hire and pay a work force to accomplish labor intensive tasks which otherwise would not get done. One hundred and fifty people can participate and are managed by five deputies, one sergeant and one office assistant. The county also has a forest work camp that runs six days a week with 100 inmates, and is partially funded by Federal Title II and III dollars. The county contracts with and obtains funds by completing work projects for entities, like trail building, painting schools, clearing brush, etc.

**9. Weekend sentences for low-level offenders.** Weekend sentences are appropriate punishment for some low-level offenders who are not dangerous. A heated and plumbed utility building, garage, warehouse or other space should be converted to serve as a day-reporting center during the week and a low security holding facility during the weekend.

Boulder County, Colorado maintains a weekend work program, which orders offenders to appear at designated locations to work during the day on Saturday, sleep in an unsecured warehouse with packaged meals supplied by the jail kitchen, and then work again on Sunday before being released. The program, like a camp, but serving a custodial function, often supports 150 working offenders. The warehouse is rented one night per week at minimal cost and a single supervisor monitors attendance.

**10. Implement a day reporting center.** For offenders that sometimes require monitoring and support but do not pose a threat to the community, a day reporting center can be sufficient for punishment and monitoring.

Allegheny County (Pittsburgh), PA opened its first Day Reporting Center (DRC) in 2009. The DRC provides the Court with a facility for probationers requiring a higher level of supervision and other ancillary services. It is supported by the local Criminal Justice Advisory Board and many other agencies and organizations. Nationwide, DRCs are one of the few interventions that have been associated with lower recidivism rates for parolees and probationers. The Adult Probation Department leads this unique approach to community-based supervision, promoting public safety and positive lifestyle changes in

offenders. The DRC engages offenders through referral, a risk needs assessment, individualized goal planning, and structured supervision within the facility. Its success resulted in the funding and support necessary to open a second DRC facility in 2011; the County is considering a third facility.

The first DRC's success drew the positive attention of local newspapers. A once run down and vacant building in a disparate neighborhood has become a viable community center that is home to law enforcement as well as a host to community groups such as the Neighborhood Watch group, and local Narcotics and Alcoholics Anonymous groups. Offenders on probation, parole, electronic monitoring and pretrial release supervision are now being referred to the DRC for monitoring and access to a multitude of in-house services including: Drug and Alcohol Evaluations, Anger Management, Life Skills, General Education Development (GED) preparation, Job Readiness and Job Search as well as various community service projects. Prior to the DRC, probation officers had limited resources within the community to refer offenders; the DRC now provides a "one stop shop."

**11. Obtain system-wide support.** In developing inmate work programs, the Sheriff's Office staff should draft clear written statements of goals and objectives. The Sheriff should seek the support of the CJEC prior to implementing the programs. The goal statements will ultimately guide the development of the work program and outline the parameters for implementation.

Typically, a county will go through the following steps to implement such programs:

- Seek input from other counties with successful programs.
- Develop an initial written concept.
- Develop additional cost estimates.
- Develop a statement of cost and fees to be charged.
- Seek approval of appropriate agencies and representatives.
- Develop written policy and procedure.
- Identify the data to be collected by the program.
- Identify reporting methodologies.
- Identify the methods of evaluation.
- Seek appropriate funding.
- With funding approval, developing a purchase plan.
- Identify staff to manage and work the program.
- Identifying training needed for staff.
- Identifying training needed for participating inmates.
- Develop the training curriculum.
- Implement a training program.
- Assign staff to seek contracts.
- Negotiate contracts for services, and implementation date.
- Implement the program

**12. Include evaluation component that measures success and failure.** Inmates who refuse to work are returned to jail, failures are punished, and accountability is strong. To be successful, the evaluation effort should be independent. Objective review is critically dependent on the data collected by program administrators. The local University of Illinois, CU should be engaged to fulfill this task and formalize a permanent volunteer-based relationship with the programs.

**13. Explore and adopt the direct supervision philosophy.** Champaign would benefit greatly from an orientation, namely a three-hour program that would be provided by a direct supervision specialist. Although the County expects that direct supervision will be implemented in a new facility, counties like Miami, Dade and Larimer, CO have achieved it in an older and outmoded facility, similar to the Satellite

Jail. By opening doors and adopting policies restricting inmate circulation and movement, a single staff member can supervise 96 inmates. There are dozens of far more important benefits than staff savings that come with direct supervision, including cheaper construction, fewer complaints, less vandalism, less officer leave, and a more “relaxed” and constructive custody community.

With some creativity, the Satellite Jail could be modified into a direct supervision facility with two staff members for two shifts per day and objective managers who support the philosophy. A strong training program for staff must accompany implementation for success, usually following some visits by selected staff to facilities that have successfully adopted direct supervision.

**14. Invest in staff.** Training coordinator specialist(s) should be retained for law enforcement and corrections personnel. Currently, supervisors provide training, but only as a secondary duty.

**15. Consider resource consolidation.** The County could benefit from an expansion of pooling law enforcement and other resources to provide more efficient services to handle similar crime analysis tasks and special populations programs.

## 6.6 Medical and Mental Health Care

The Champaign County Jail engages a private contractor, CHC, to provide health care services. The medical care contract covers twelve hours per day between the two facilities and has a limited but increasing budget. Staff reports that officers do a good job with screening for illness. Mental health care is contracted for 84 hours per week, but the contractor’s staff does not have a substantial amount of experience working in jails and suffers from turnover without being able to recruit new people.

Jail medical and mental health services should always be viewed through the lens of public health and the need for a seamless integration between public health outside and inside the facility. Custody should not worsen public health; e.g., the grocery store checker with a communicable disease is better treated when in custody than in the community without health care. Efforts to punish by withholding costly medical services to offenders directly backfire on citizen taxpayers.

Primary duties for the medical staff are the 10-day assessment, tuberculosis screening, dispensing prescriptions to the inmate population, and keeping updated medical records. The medical and mental health staff only assesses arrestees at intake if they are flagged by intake officers. A doctor visits the facility once a week to conduct examinations as directed by the staff and consults daily by phone. However, the jail does not have the capacity to provide adequate medical attention to inmates. For example, none of the beds have adjacent electric outlets for medical equipment or operable mechanical beds.

The mental health staff seems only able to provide basic services and struggles with inmates who present dual diagnosis drug problems associated with mental stability. Severe mental cases simply cannot be managed with current resources, and there is a long waiting period and sizable queue for admittance to the state hospital.

Currently, the only place to isolate inmates suffering from medical problems is the seriously problematic booking area. Of the 11 holding cells at booking, 5 to 9 are constantly in use for medical, administrative, mental, disciplinary, and other segregation needs. This is a very serious problem. The design of holding rooms at intake does not support long-term custody. There are significant medical issues among a jail population that exceeds 200; inmates present significant medical problems, such as pulmonary disorders, HIV, cancer, and renal failure, and thus require a great deal of medication and services (such as dialysis).

The facility cannot isolate inmates to prevent contagious diseases from spreading, presenting a significant public health risk in the jail and a second risk when inmates return to society.

The prevalence of mental health problems among the jail population is common. Although this is not unusual in U.S. jails, Champaign must rapidly improve their response to this major issue to proactively manage costs and problems that arise from the mental health subpopulation. They represent many chronic offenders, who cycle in and out of the jail at great cost to the County. Mayor Bloomberg recently announced an initiative to cope with the estimated 36% of New York City jail inmates who suffer from some degree of mental illness, who on average spend twice as long in jail and are less likely to post bond.

Although most mental holds are located in the Satellite Jail, a few are held at the Downtown facility, requiring staff to move periodically between the two locations. In the Downtown Jail, mental cases are held in the booking area, but also spread throughout the facility, presenting a challenge to managing this population.

Beyond the Sheriff's Office and its contractor, there is no outside review, audit, or check on medical and mental health contractor compliance with relevant standards.

## 6.7 Medical and Mental Health Recommendations

**1. Provide appropriate space for an infirmary.** Create an infirmary to isolate and treat patients as needed. After the doctor sees a patient, nurses do not have a clean environment to replace dressings and treat their patients. Health care staff need to be able to properly isolate and treat patients, and prevent the spread of illness.

**2. Provide adequate space to segregate medical and mental health inmates.** Provide reasonable accommodations to those with medical and mental health problems. These segregation options should be able to accommodate acute problems and long-term holding patterns.

Consider a pod or dormitory assigned specifically for those with mental health issues, which allows isolation of patients from the general population and consolidation of staff and resources to handle this population.

**3. Provide mental health therapy.** Aside from the basic crisis intervention service that is currently available to the inmate population, inmates should have access to regular therapy as the jail is a stressful environment that can aggravate mental health conditions.

**4. Pursue objective audits.** Solicit a quarterly or semi-annual outside review and audit of the third party contracts for medical and mental health, to ensure quality and ward off litigation. Eventually, the County should consider transitioning from contracting private services to providing these services locally.

# Classification & Risk Assessment



To study jail classification, ILPP relied on national data and generally recognized norms, as well as data provided by the Sheriff's Office. Further detail on these analyses is provided in the tracking and profile studies.

## Inmate Classification Level

Minimum	36%
Medium	27%
Maximum	37%

## Offense Level from Profile Study

Felony	52%
Misdemeanor	47%
Other (e.g., ordinance violation, civil)	1%

## Overall Length of Stay from Profile Study

1-3 days (n=19)	7%
4-7 days (n=25)	9%
8-30 days (n=77)	29%
31-60 days (n=48)	18%
61-90 days (n=37)	14%
91-120 days (n=25)	9%
121-180 days (n=24)	9%
181-365 days (n=8)	3%
365 days or more (n=3)	1%

Eight percent of the inmate population is in jail or on EHD for a misdemeanor or ordinance violation, but only 36% of the population is classified as minimum custody. The length of stay shows that 45% of inmates stay in jail for less than a month, and 63% are deemed fit for release in less than two months.

This data raised very important and serious questions about the old classification process and system. In light of this, the classification breakdown provided by the County suggests significant **over classification**, and possibly using the pretrial status or “felony” as a marker to automatically raise the classification level. No independent measure should in itself raise the classification of an inmate without the benefit of an objective criteria related to actual risk.

Nationally, the general jail classification breakdown is 70% minimum, 20% medium, 10% maximum security. Given rural and urban typologies and/or significant release of minimums through pretrial programming (Wayne County, MI), a drop of the minimum population to 50% is possible. However, this is the exception and not the rule. **Reclassification should occur as soon as possible as it has a great bearing on costs, recidivism, public safety, and facilities planning.**

## 7.1 Observations In Champaign County

Champaign County initially did not recognize classification as an important function. Classification was not a formal process during intake and processing, was not afforded sufficient resources, and was not adequately covered in training. It appears that Champaign did not collect enough information on inmates to classify according to best practice. Policy makers must realize that **classification should drive space utilization**, not the other way around. The classification process is central to managing a secure facility, minimizing conflicts, and preventing the placement of predators with victims; thus, it is central to public safety and avoiding litigation.

By definition, a jail that operates at capacity must often violate its custody classification system to function. A classification system fails if beds in appropriate supervision levels for placement do not exist. This is only one of the simplest examples of how classification must drive facilities planning.

**Releasing low-risk inmates would provide more options for segregation, free up a pod for special needs inmates, and meet other critical needs.**

A program manager is responsible for completing classification forms; this represents a very small part of that staff person’s overall duties. **No objective jail classification instrument was used** and classification forms were generally completed sporadically when time permitted, and usually not at all.

Those who cannot pay bond are taken into the facility after arraignment. Before a classification assessment is conducted, a booking officer determines where these new admissions are to be housed. This decision as to where is based heavily on available bed openings and the officer’s general knowledge of the inmate and charges. Although the jail management system has a classification function, it is not used in any meaningful or constructive way and this is a seriously expansive and dangerous problem.

However, since ILPP began its study, the Sheriff’s Office has begun to classify with some basis beyond differing subjective “calls” by individual officers. ILPP fully supports current efforts to use objective measures to standardize the process and much more. After the Draft Report was released, Champaign brought in a national jail classification expert to provide training and advice on instruments.

## 7.2 Recommendations

The County should continue to improve jail safety and reduce the potential for legal liability. After following up with ILPP’s recommendation to seek outside assistance in developing the classification and risk assessment instrument for the inmate population, the Sheriff’s Office should validate the tool using its own jail population.

The objective jail classification instrument is used to identify an inmate’s **individual needs** once the risk level is established. Each new inmate comes with a variety of needs and requires the resources of the jail and community to improve the likelihood that this person receives the proper care, services, and release options, and lowers the likelihood of harm through custody, and later, recidivism.

Jail administration is the business of identifying and managing a multitude of risks. Almost every decision an administrator makes — from personnel decisions and inmate housing assignments to the provision of medical and mental health care services — must be designed to reduce the risks associated with housing a potentially volatile, high-risk population. **Administrators must be aware of these risks in an objective and scientifically valid way and employ all available tools to minimize the potential for negative outcomes.** The County must carefully assess each new arrestee for their needs and risk level to increase the chance that an offender will successfully reenter society. Importantly, this process identifies each inmate’s risk to others at the jail and their vulnerability to predators they might encounter at the facility. It is the key to the jail enterprise.

Risk assessments have evolved toward objective scoring and acknowledging both static information and dynamic factors that can impact risk over time.

1 <sup>st</sup> Generation: Subjective judgment	Relied on professional judgment of correctional staff and clinical professionals.
2 <sup>nd</sup> Generation: Evidence-based actuarial risk assessment	Considered primarily static evidence such as criminal history factors that could not be addressed or change. Did not consider factors that induce positive behavior change that reduces recidivism.
3 <sup>rd</sup> Generation: Risk-Need Assessments	Considered static and dynamic factors, such as peer group and family relations, education, employment, where intervention can change behavior.
4 <sup>th</sup> Generation: Integrated systematic intervention and monitoring	Provides offender information from intake to case closure, with the assessment of a broad range of risk factors and other personal factors considered important to treatment. COMPAS is an example.

A good Classification and Risk assessment helps an institution

- Ensure the public’s safety;
- Ensure the institution’s safety;
- Provide a legal standard of care; and
- Provide appropriate programs and services to reduce the likelihood of reincarceration.

**1. Establish and validate an objective classification instrument.** The Sheriff’s Office has contracted with ILPP for Technical Assistance and is currently in the process of reworking the SARN classification instrument to meet housing and segregation goals. The County should obtain the assistance required to validate it for Champaign’s inmate population.

**2. Garner system-wide support.** Once formulated, the criteria for classification should be approved and adopted by the Criminal Justice Executive Council, to ensure that the Sheriff is supported and is not blamed in the event of an adverse incident that occurs in spite of validated risk classification.

**3. Increase staffing for classification.** The NIC would recommend that classification for this jail population be conducted by two staff members committed full time to the process. Champaign County is in the process of reengineering its classification system and is commended for working toward the goal of retaining full-time classification officers.

# Facilities

## *Jail and Administrative Operations*



In May of 2011, the National Institute of Corrections (NIC) conducted an assessment of the county jail facilities. The NIC report declared the Downtown Jail facility to be in a “deplorable” state, representing risks of significant legal liability such as the many deteriorating structures requiring urgent attention, the infestation of vermin, and the lack of regular maintenance. These problems warrant the closure of the Jail and its facilities.

This report describes current conditions of both the Downtown Jail facility and the Satellite Jail facilities, for both custodial and administrative functions. The County must determine a course of action to rectify both adult detention facilities. Champaign is strongly advised to pursue a facilities master plan for both county buildings and jail, to plan for the building, renovation, expected maintenance costs of criminal justice and all other functions.

### 8.1 Overview

The Champaign County Jail consists of two facilities, the Downtown Jail and a remote Satellite Jail, with a reported total bed capacity of 313. The Illinois Department of Corrections assigns a similar bed capacity of 131 at the Downtown Jail and 182 at the Satellite Jail.

ILPP concurs with the County’s assessment that state jail standards do not define appropriate facility conditions and does not support efforts to fix issues. The Sheriff’s Office relies instead on American Correctional Association (ACA) requirements and standards.

### 8.2 Downtown Jail

#### **Downtown Jail Description**

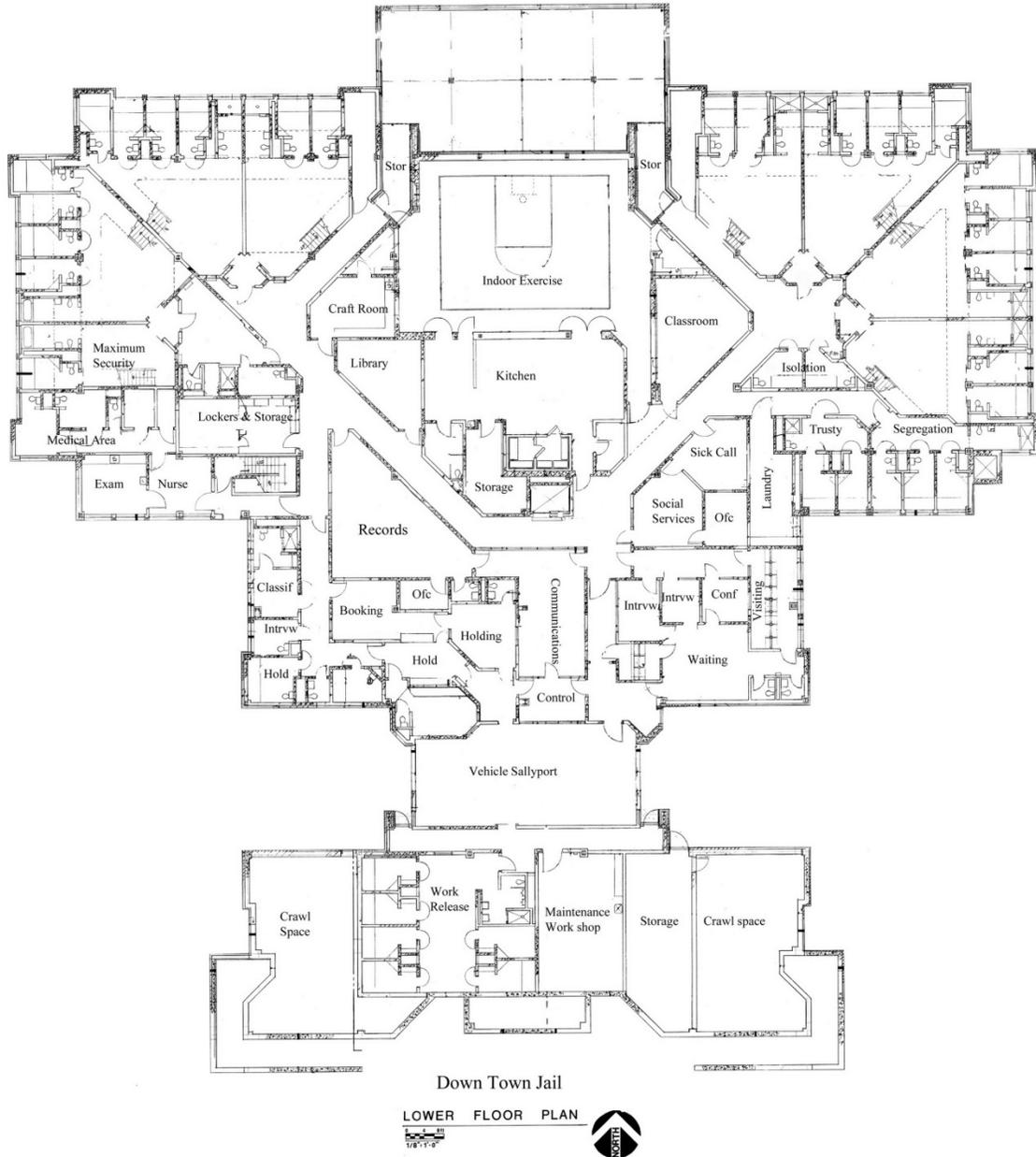
Completed in 1980, the Downtown Jail contains 50,000 square feet with a designed capacity of 131 beds. The structure is mostly steel frame and precast concrete.

#### **Lower Level**

The West half of the Downtown facility contains 68 beds and averages 25-30 female prisoners. Since the Satellite Jail does not provide sight and sound separation for the housing of males and females, the Downtown Jail houses all general population female inmates. Spaces are designated for indoor and outdoor recreation areas, a small library, a classroom, laundry, and a former kitchen.

The East half of the Downtown facility contains 66 beds used for special needs inmates. This area provides areas for attorney and family visitation. All booking is now done at the Satellite Jail; the former booking area is used to house prisoners with mental health issues. As of June 7, 2011, the Sheriff

reported that 24 inmates required segregation due to medical and/or mental health issues. Both medical and mental health housing problems worsen every year, as these populations increase annually. The Downtown Jail is not designed to handle the supervision of patients; design flaws contribute to the deterioration of patients' well-being.

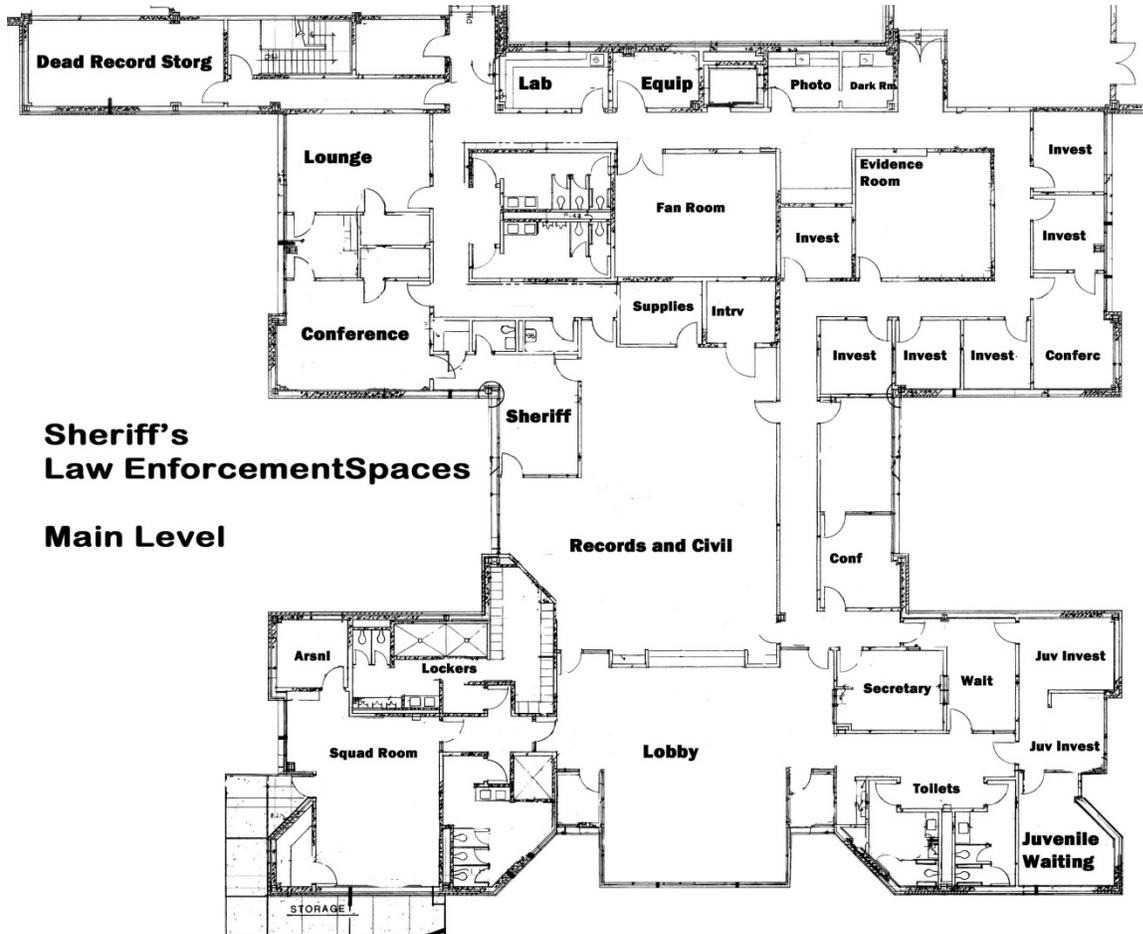


**Upper Level**

The upper level of the Downtown Jail is an office building, which serves as an administrative office for the Sheriff. In addition to providing office space for investigators, patrol officers, records, and evidence custodians, a spacious office currently holds 10 desks separated by partitions for clerical workers. The Sheriff's office, an office supply room, and a vault are adjacent to this office space. This large room also

holds the primary printer, copier, records storage, limited space for file cabinets and is connected to the public lobby/front desk. Additional upper level areas are also being used as file storage space.

The Sheriff's private office is connected to an office for his secretary and a small conference room, and Offices of the Chief Deputy and Law Enforcement Command are also housed here. The evidence custodian oversees the evidence storage room, which also serves as an office. This room contains secure, individual lockers for deputies to submit their evidence to the evidence technician. Lockers, washrooms, and shower rooms for both male and female employees are located throughout the building. There is also a small armory/arsenal on the upper level.

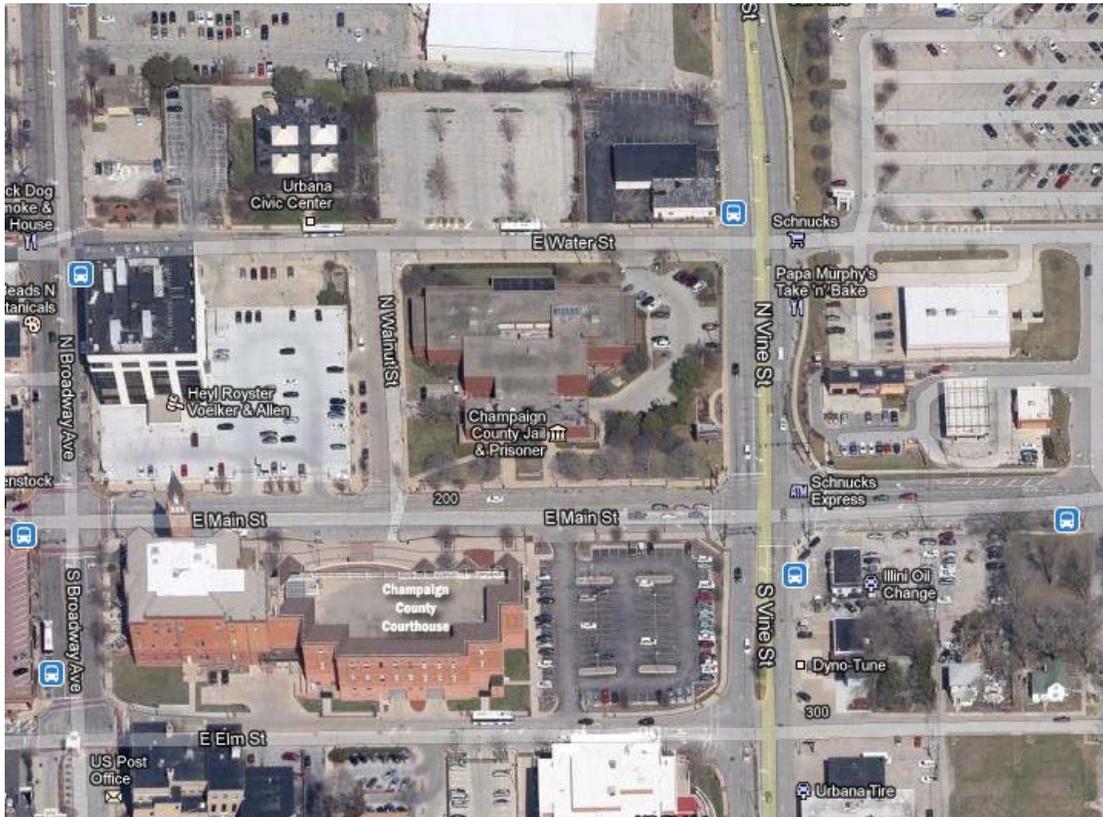


**Geography**

The Downtown Jail is located in the main business district of Urbana at 204 East Main Street, in the lower half of the Sheriff's Office building. It occupies the entire city block bounded by East Main Street, North Walnut Street, East Water Street, and North Vine Street. The Courthouse is adjacent to the jail directly across East Main Street, and the Urbana Civic Center is immediately north of the jail. Topographically, the Downtown Jail rests on a flat site, with the Satellite Jail 1.1 miles east at 502 South Lierman Ave.

The site of the Downtown Jail has good highway access, being situated roughly two miles south from the entrance to I-75 and six miles east of I-72 and I-57. In addition to being in close vicinity of the highways, the site is surrounded by major city arterial roads. The staff has access to on-site parking accessible

directly from E. Water Street or through the alley port from N. Walnut Street. Pedestrian access lies on the south side via E. Main Street.



Two vans are used to transport inmates between the Satellite Jail, the Downtown Jail and the courthouse. An additional bus and secure SUVs are also available. Additionally, Jail Corrections officers use vehicles to transfer meals from the kitchen at the Satellite Jail to the Downtown Jail and Juvenile Detention Facility.

**Neighboring Uses**

- East of S. Vine Street are small commercial buildings and parking lots.
- South of E. Main Street is the Champaign County Courthouse; about ¼ of the site is a parking lot.
- West of N. Walnut Street is the multi-storied law office of Heyl Royster Voelker & Allen; about 2/3 of this site is a multilevel parking complex.
- North of E. Water Street is the Urbana Civic Center and a commercial building; about 4/5 of this site is a parking lot.

The Satellite Jail shares half a city block with other government buildings, consisting of the Adult Satellite Detention facility, County Government Center, Juvenile Hall, Nursing Home and other buildings.

**Issues**

The building design of the Downtown Jail is based on correctional facility standards at the time it was built. Major deficiencies include poor sight lines, antiquated locking and video systems, deterioration of

critical building elements, and inefficient staffing. Collectively, these result in a facility that needs to be replaced or undergo major costly renovations that exceed its anticipated utility.

The section below addresses issues of the Downtown Jail, particularly spatial issues and physical degradation of the structure and mechanical systems.

**Structural and Mechanical Problems**

Although significant problems like substantial roof leakage are addressed, the County does not provide adequate ongoing maintenance for its correctional facilities. Antiquated systems (major HVAC and security systems) lack available parts for repair or replacement creating major deficiencies. Some equipment, like the video surveillance system, is in such poor condition that they do not adequately serve their function resulting in significant security problems and safety issues.

Ventilation is very poor in spite of numerous attempts to rectify deficiencies. Staff report excess heat during summer months and excessive cold during winter months including frost covered perimeter walls. Poor mechanical systems encourage inmates to use any means available to control their environment. This practice negatively influences the master system, causing unintended consequences for materials and supplies at the jail. These conditions also contribute to inmates’ resistance and characterization of management as being unfair and imposing unnecessary negative treatment. Inmates’ attempts to regulate their own living conditions contribute to unbalanced service delivery that further complicates management's building control.



**Inmates often manipulate grills and vents to control air and heat flow at their living units.**

In the early 1980’s, following the escape of an inmate, steel plating was welded to exterior windows in the secure areas; this represents an unreasonable overreaction to an incident. Window design already limited natural light to the cells; modifications nearly eliminated natural light, contrary to ACA Jail Standards.



In June of 1985, a back-up air conditioner designed to retrofit the existing water cooler system was installed, which helped utilize the existing cooling tower and chilled water building load. However, the system was only designed to handle a partial cooling load, resulting in unacceptably high summer temperatures and humidity in the jail and office areas.

In the late 1980's and early 1990's the need for additional cells began to increase. Additional cells were created by completely gutting individual rooms in the dormitory and adding steel bunk beds. Additional beds were also added to some of the individual cells designated minimum and medium security cells.

In 1996, the original Master Control operating system began to fail on a regular basis. As a result, the Master Control room was remodeled and the operating system was retrofitted with a new control system.



In October of 2003, the original water heater and water storage tanks were removed and replaced with higher efficiency boiler style heating systems and new storage tanks.

In fall of 2009, the original air conditioning unit failed. In spring of 2010, a new Air Cooled Helical Rotary Chiller was installed and connected to the buildings chilled water loop. The current back-up air conditioning system to the new Air Cooled Helical Rotary Chiller is an extremely dated 1985 system that can only provide partial cooling which is insufficient for both the jail and administrative areas during the summer.

## Visiting Areas

Visiting with family and friends is limited due to ineffective building layout with few secure positions, and the difficulty in moving inmates from living units to the remote visit location near the front of the building. Jail management indicates the effort to move to video visitation, which would allow greater visiting opportunities for inmates. Visiting is a privilege coveted by prisoners and heavily influences their behaviors; the loss of visiting privilege is a significant sanction. The video system allows jail management to increase visiting hours while minimizing staff costs, as staff involvement is limited to control of the switching systems. Many jails provide the inmate's video interface inside the living unit, while others locate the equipment near the living unit. The latter is less desirable because it requires officer-controlled movement to the video consoles. The public video interface can be located at the original visiting site or at a remote location at the jail

The following photo shows video consoles in the dayroom of the living unit.



The space is inadequate and poorly designed, compromising face-to-face conversations, which attorneys prefer over video visits.



**Sheriff and Law Enforcement Administrative Space**

The Downtown facility is not large enough to serve as the Sheriff’s office of operations. A majority of the upper level was originally designated to serve as the Sheriff’s administrative office. However, the needs of the Sheriff’s office have grown and the current facility cannot accommodate these needs.

The primary records, civil, and support office space is particularly cramped. This office space is clearly not large enough for the 10 undersized cubicles currently used by the clerical workers – yet, printers, copiers, and massive amounts of files and file cabinets are also crammed within this uncomfortably small space.



A lack of office space limits the department’s ability to expand investigations, hold conferences with over 16 people, provide training classes, and interview suspects or witnesses in an adequate setting. The cramming of file cabinets within this already confined space is the result of a lack of storage space in the

Downtown facility. Other upper and lower level areas are used to store files due to the inadequate storage space provided in the original design.

The Sheriff's small conference room can only comfortably seat 12 people. The maximum capacity is 16, but in order to fit 16 people in the room they must sacrifice space for audio & video equipment along with comfort.

The evidence storage room is too small for the Sheriff's current needs. The law requires the Sheriff to hold all sexual assault evidence for 20 years and all homicide evidence for life. As a result, four other rooms have been repurposed in order to provide the necessary evidence storage space. These four rooms are scattered throughout the facility and are not designed to secure evidence (which often includes drugs), do not have proper ventilation (either negative air flow or specific filtering) for drug storage, and do not have secure "drying rooms."

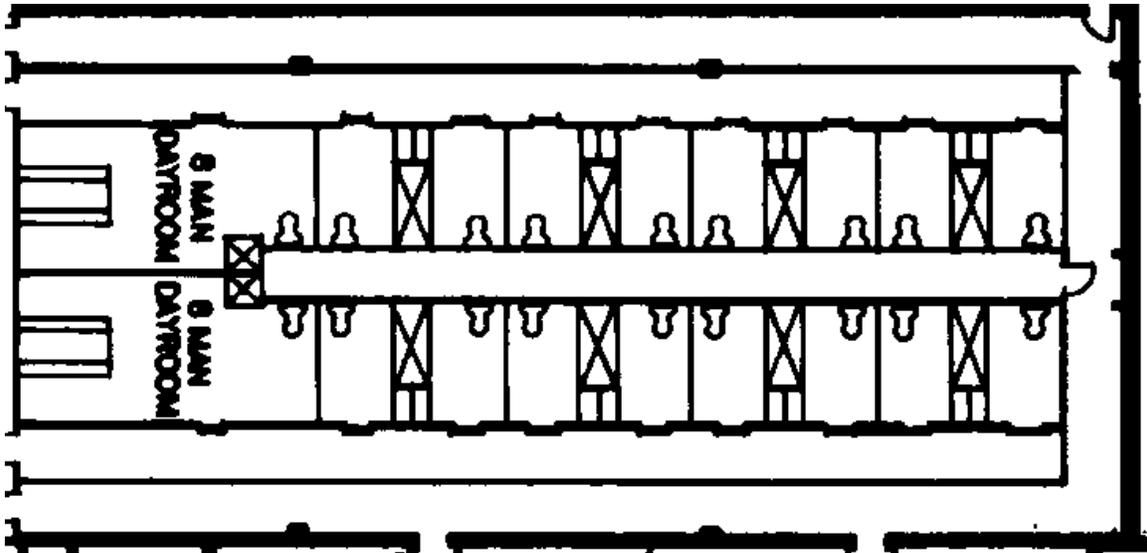
### **The Direct Supervision Philosophy and Its Application**

The Downtown Jail has a podular design and uses the indirect supervision model. The indirect supervision podular design is superior to the linear design model for effective control and management of inmate populations, but makes it nearly impossible to effectively supervise the inmate population. The NIC strongly recommends the direct supervision model over indirect supervision. The major difference is staff placement. In the direct supervision model, staff is located inside the living units or has unrestricted access to the living units, thereby facilitating active supervision of inmates. Additionally, direct supervision requires that units house larger numbers of inmates to achieve efficient staff-to-inmate ratios.

At the Downtown Jail, staff rotates between multiple living units similar to the linear design model, only periodically viewing each living unit during rotation tours. This model minimizes the time an officer is near or views each living unit, which eliminates adequate supervision of inmates. Inmates become accustomed to the rotation patterns and use intermittent periods for disruptive activities.

### **Linear Design**

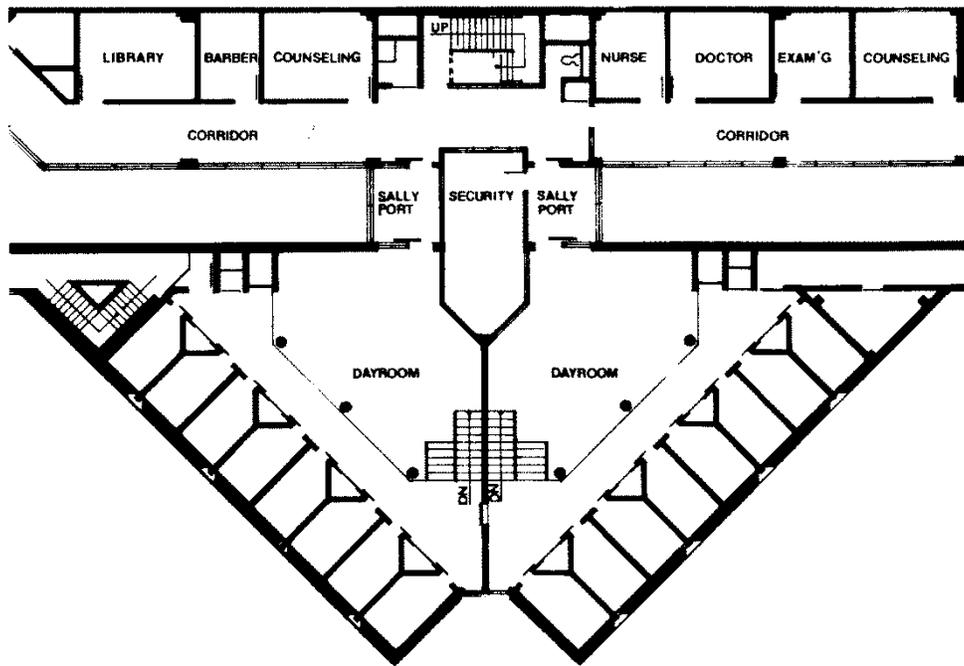
The following diagram shows a linear design where officers must walk around the exterior of a living unit to observe the cells and dayroom spaces. The outer corridor is used only by staff during intermittent rotation tours. Inmates use the inner corridor for movement from cells to the dayrooms.



The photo to the left shows the linear jail officer corridor for observation of cells and dayroom spaces. Officers are limited to intermittent observation during walk through, resulting in very limited supervision of the inmates. Officers typically monitor several cellblocks thereby further reducing supervision.

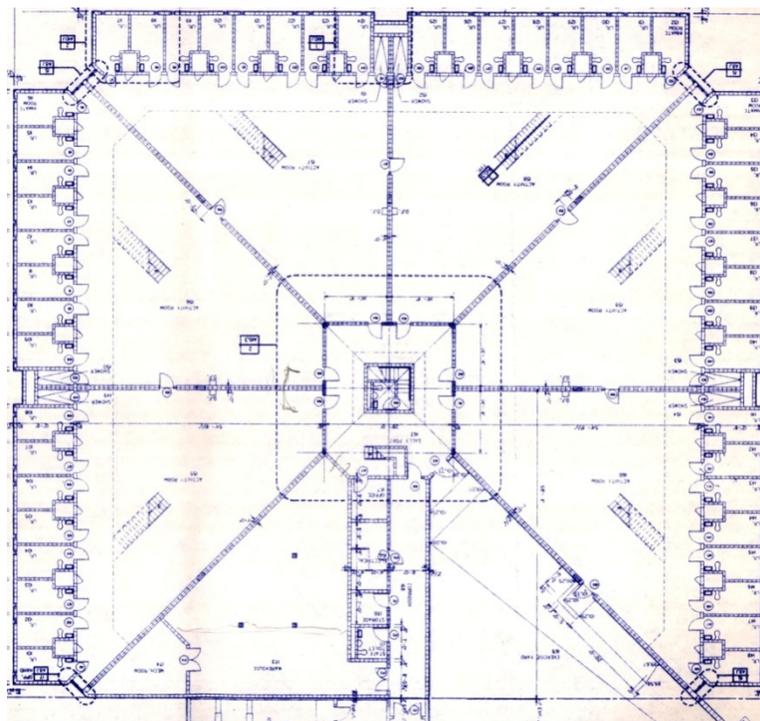
### Podular Design and Indirect Supervision

The following diagram shows the podular design where cells are oriented towards the officer's workstation to better observe the dayroom and cells. Supervision takes place by remote means or the call for a roving officer. NIC found significant differences in the observation model and the direct supervision model where management places staff in the living unit to supervise inmates. An officer positioned in the security booth, shown in the following diagram, is actually prevented from taking effective action when unruly behaviors are observed. The officer must call for outside assistance to react. The response times can often result in serious injuries and liabilities.



**Typical Living Unit**

Officer is stationed in security workstation and observes inmate activities in cells and dayroom. Access is limited to delayed movement through the sallyport. Sallyport doors are interlocked and require one to close prior to other opening.



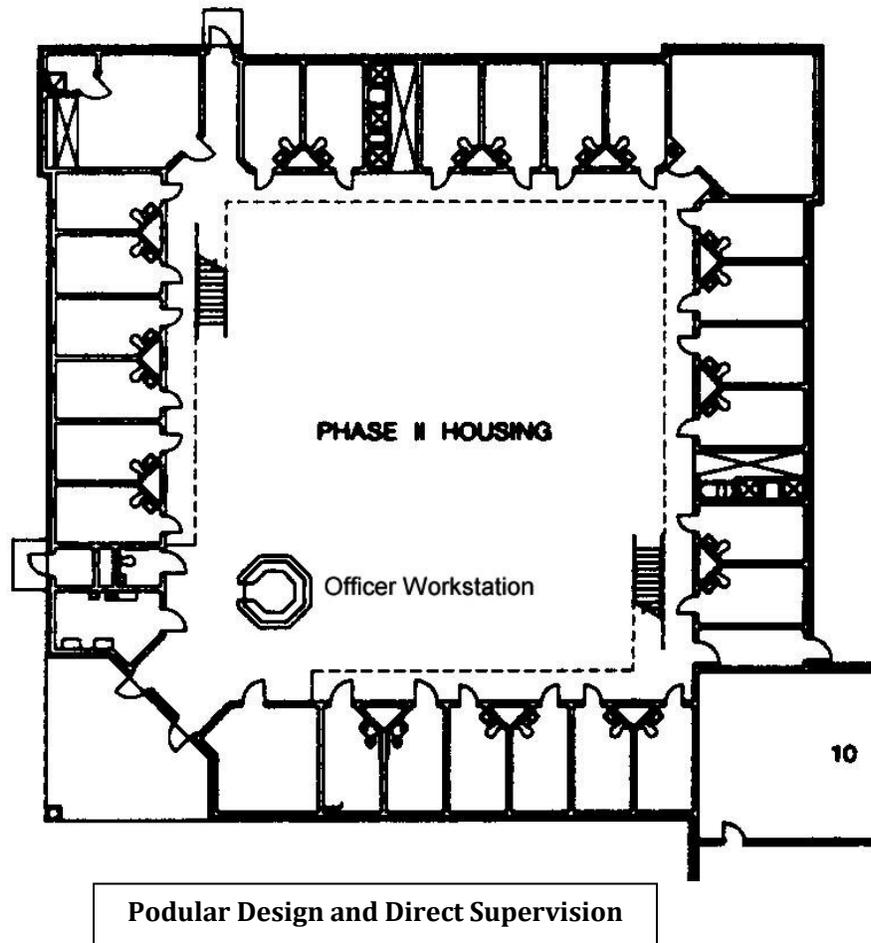
**Podular Design and Indirect Supervision with Several Living Units**

This model places the officer on the second level of the center section. The officer views down into each pod and use intercom or loud speakers to communicate with inmates. Officers can observe much, but control little.

**Podular Design / Direct Supervision Model**

The following diagram shows the Podular Design and Direct Supervision model. The officer is stationed at a workstation in the living unit and interacts constantly with the inmates. The officer is truly in a position to actively supervise the inmates. Bed capacity is limited to a manageable number that fits the size of the jail and the need for the separation of various risk classifications. The officer can be proactive, see and hear a developing situation, and take immediate action to prevent serious incidents or diminish negative behaviors.

Using this model requires modification of the training model and management’s enforcement of the Direct Supervision Principles developed over many years by many direct supervision facility managers. These are included in Appendix IV.





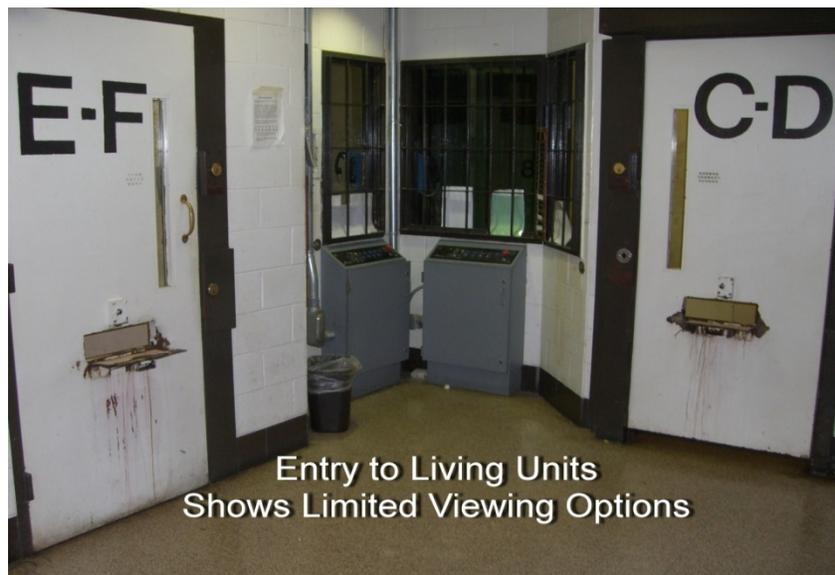
**Many officer workstation options exist in Direct Supervision designs**

The maximum-security population is usually assigned to an indirect supervision model with more secure design features.

### **Current Downtown Jail Design**

The current Downtown Jail design and supervision style limits the ability of staff to effectively manage the inmate population. The cell and living unit configuration and viewing design severely restrict officers' view to less than 50% of the dayroom area and only 10% of individual cell areas. In comparison, officers at the Satellite Jail can see nearly 100% of the dayroom area and up to 50% of the individual cell areas from the central positioning of staff in the pod-type design.

The Downtown Jail layout prevents staff from observing the interior of living units. The hallway vision panels are inadequate for inmate supervision. Adequate supervision in this environment is conceptually possible, but requires increasing staff and modifying practices to require that staff circulate frequently throughout the living units. The cost is impractical.



**Entry to Living Units Shows Limited Viewing Options**

The limited supervision permits increased destruction of living units and may encourage undesirable behaviors, such as greatly increased vandalism and disruptiveness. Circulating officers typically spend just seconds viewing each living unit.



Officers at the Downtown Jail can only observe 18 inmates (one cell block). The Satellite Jail design allows officers to observe several living pods of 80 or more inmates from the workstation, increasing their supervision capabilities.

**Auxiliary Functions at the Downtown Jail**

Following the 1996 opening of the Satellite Jail, the kitchen equipment from the Downtown Jail was removed. The usable pieces of equipment were relocated and installed in the Satellite Jail; all remaining pieces of equipment were disposed of. This area in the downtown facility was stripped down and never remodeled or properly converted to useable space.



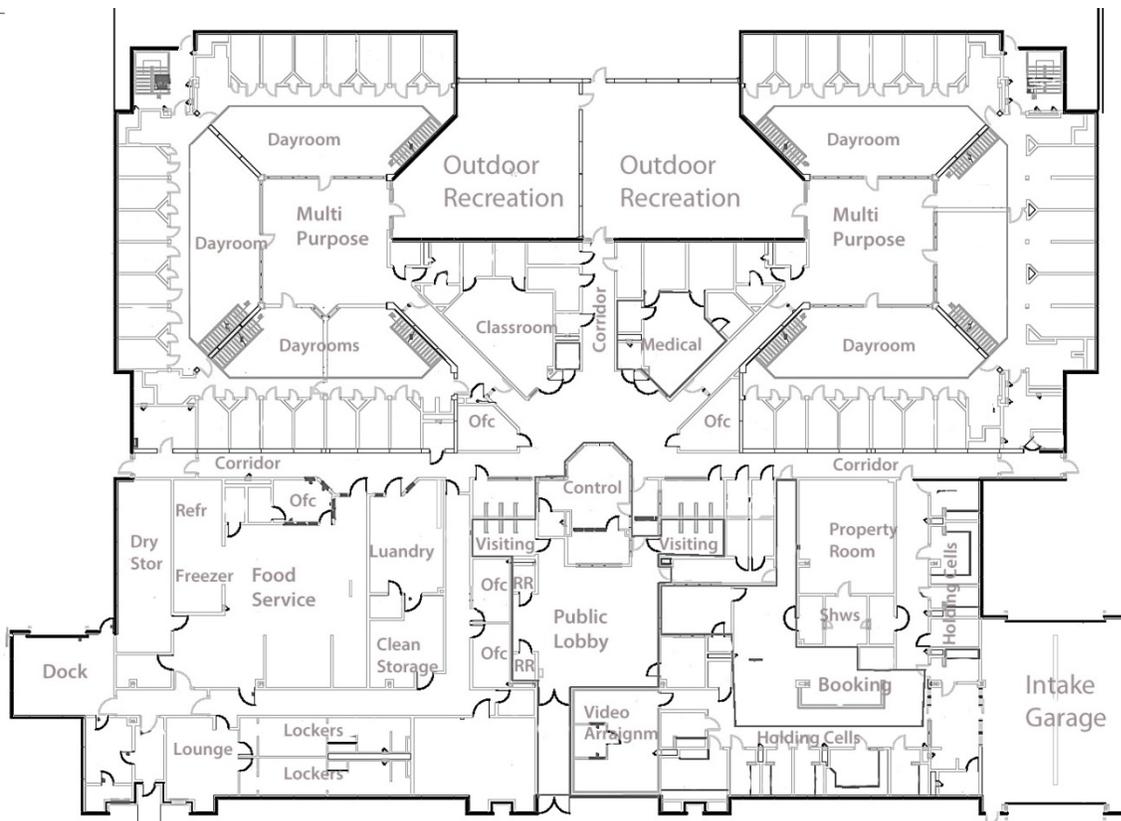
There is a laundry facility. However, much of the equipment has been moved to the Satellite Jail. Unlike the kitchen, the laundry room at the Downtown Jail is still functional.

## 8.3 Satellite Jail

### Satellite Jail Description

The Satellite Jail began housing inmates in 1996 with a current rated bed capacity of 182 inmates and serves as the primary intake unit for all arrests in Champaign County. The Satellite Jail also houses administrative offices for Jail Command, Mental Health, Medical, and other programs. Meals and commissary items are produced in the kitchen located at the Satellite Jail for inmates in all facilities. The Satellite Jail was originally designed and built with the expectation of expanding the facility by adding housing “pods” when appropriate.

The Satellite Jail was designed to complement the Downtown Jail and house additional inmates, but over time the Satellite Jail became the main jail facility. It houses all sentenced prisoners, pretrial inmates along with trustees, and booking inmates. Champaign County uses an effective system in which an arraignment or bond hearing occur within hours of arrest. Many newly booked inmates are rarely there for more than a dozen hours before either being released or transferred to the housing pods. The dozen or so booking cells have been used for 6-10 mental health and medical cases. A mental health worker and a nurse who work with these special needs inmates have offices at the jail. Two of the booking cells have been designated for female prisoners.





Like the Downtown Jail, the Satellite Jail has good access to highways and major arterial roads. The staff has direct access to parking through the entrance on S. Lierman Ave. There is also a service entrance with additional parking, accessible from Bartell Rd from the east.

### **Neighboring Uses**

- East: The Champaign County Nursing Home; 1/5 of this site has been allocated for parking spaces. There is also an Emergency Operations Center, Juvenile Detention Facility, and an US Army Reserve Training Center to the North-East.
- South: Champaign County Clerk; about 1/4 of the site has been allocated for parking, the rest of the site consists of large fields.
- County Offices and highway department garages
- West: Solo Cup factory. Roughly half of the site has been allocated for private parking and storage.
- North: ILEAS and a commercial building; a tiny portion of this site has been allocated for private parking.

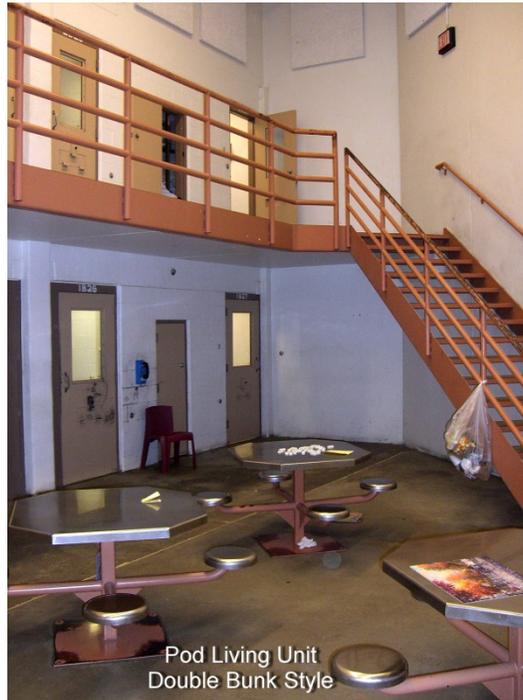
### **Satellite Jail Spatial Issues**

Although there are obvious spatial issues within this facility, the quality of this facility compared to the Downtown Jail facility is superior both spatially and mechanically.

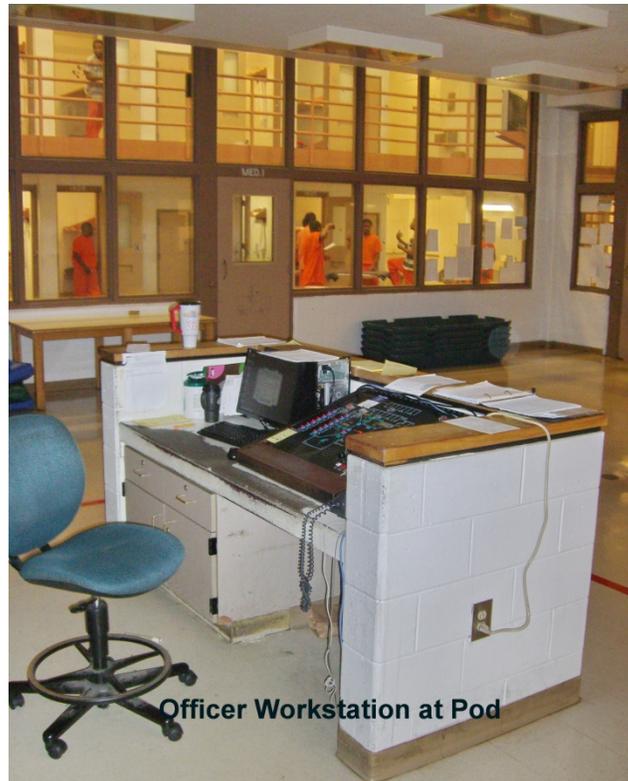
Even when the jail population is low, the lack of space and design do not allow for housing female inmates without requiring both female and male inmates to sleep on “temporary beds” on the floor. In the interest of maintaining sight and sound separation between male and female inmates, all female inmates are displaced and forced into an unacceptable situation at the Downtown Jail. Unfortunately, use of the Downtown Jail encourages the strong valid argument that female inmates are treated unequally and forced into a less desirable environment.

The Satellite Jail offers fewer segregation cells than the Downtown facility and cannot overcome the many segregation demands the jail management now faces. The Downtown Jail also houses both female and male prisoners who have special segregation requirements.

**The Layout of the Satellite Jail**



Above: The officer's ability to observe living pods at the Satellite Jail are much improved compared to at the Downtown Jail. More use of glazing allows officers to observe dayroom and cell activities.



Officer workstations are located in a multipurpose and allow the officer to view several living units. Unfortunately, the multipurpose space is not truly used as a meeting area or for programming because it is essentially a podular design with indirect supervision. Officers are located away from the living units, diminishing the officers' ability to be proactive in eliminating problems detectable by hearing discussions and judging intent prior to problematic disturbances.

Other facilities such as Larimer County, Colorado and Miami-Dade County, Florida have used this design to implement a form of direct supervision by opening doors to separate living units and leaving them open so that officers are able to freely circulate among inmates. This practice is enforced by development of rules that prohibit inmates from crossing the door threshold without permission of the officer. Enforcement of the rules is critical in a direct supervision facility; troublesome inmates are immediately sanctioned through a variety of methods.

### **County Jail Needs**

A County typically sends those with longer sentences to state prison. This cohort is more homogenous and prior histories and behavioral traits are better understood and documented. Conversely, the county jail holds inmates who are virtually unknown with little prior criminal history or analysis. Both pretrial and sentenced inmates are housed in the county jail, but the legal definitions and requirements for these populations are very different.

A flexible housing design with variable holding capacity is essential at the county jail level, with staff responsible for providing an array of services for inmates with different risks and needs. Due to the wide range of physical and mental health conditions and charge severities of county jail inmates, the booking and holding process is complicated. Those eventually sentenced to state prison are often held for extensive periods at the county jail during legal processing before court disposition. By the time they are sent to the state, issues have usually already been resolved by the county jail.

These differences are significant for the Satellite Jail if it is to accommodate diverse inmate needs once the Downtown Jail is closed. Segregation housing, special housing, and some high-level security options, including spaces for mental health and dangerous offenders, must be created. Specialized modules will have to be added at the site.

### Limitations of the Satellite Jail

The Satellite Jail does not currently have sufficient capacity to house all County inmates, but the facility design and large site can allow it to be expanded to meet new needs. Although the Satellite Jail has higher security housing for the segregation of special needs and maximum-security inmates, its design is not conducive to holding the full range of County jail inmates.

In addition to housing problems, there are miscellaneous spatial issues for visitors. The public lobby and reception area fills up rapidly. There is limited seating for the large number of visitors, including public and private defense counsel, inmate family members, and personnel from various programs. A clerk is available to respond to inquiries and admit visitors to the facility, but communication is limited to an intercom system.



The food service component is in the process of being repaired and updated following a request for bids.





The facility offers two outdoor recreation areas adjacent to the living units. One expansion option for the future is to create a hallway through one recreation area to service an additional pod built on the backside of the jail. The facility does not offer indoor recreation to accommodate exercise during the winter months, somewhat limiting exercise options.



Storage at the facility is extremely limited and accommodated through the unsafe practice of storing things where prisoners are moved and staff circulates. These hallways are evacuation routes in case of a severe emergency requiring immediate and timely evacuation of inmates and staff.



Inmate property storage is inadequate for the current jail population, and could not sustain an increased population requiring some form of external storage or creation of new storage for inmate property.



### Booking, Intake, and Processing Offenders

ILPP found that the holding cell spaces in the booking area are in a legally indefensible condition. This “booking area” is primarily for segregated housing (suicidal, special watch, medical, and administrative segregation) rather than for the standard intake process. Policy requires that all booking area inmates be observed every 15 minutes, and all cells are monitored by video. “Recreation” occurs for an hour a day and permits inmates to leave their cells individually to watch television. Recreation is limited and disrupts the booking and intake process.

The intake area is being used to compensate for an ill designed living space. The facility is not designed to appropriately accommodate the mentally ill, the medically infirm, and those needing special segregation living arrangements. Currently, the intake area is being used to house special needs populations, and this severely impacts the operational function of intake and booking processes. The radical crowding of the intake area hinders management efforts and reduces the effectiveness of the intake process.

Crowding special needs inmates into cells designed for short-term holding results in inadequate care and custody of the special needs population and is disruptive to the intake process. Both special needs and intake populations are poorly served by the practice. The intake area, processing, and segregation of various classifications, are significantly problematic. New arrestees are often held in crowded cells where inmates sleep on the floor for days.



**Administrative Problems**

Long-standing deficiencies create uncomfortable arrangements between officers, data entry computers, arrestees, and supplies at the booking desk. For years, computer stations have been inappropriately located at the workspace in a way that impedes officers' ease of use.



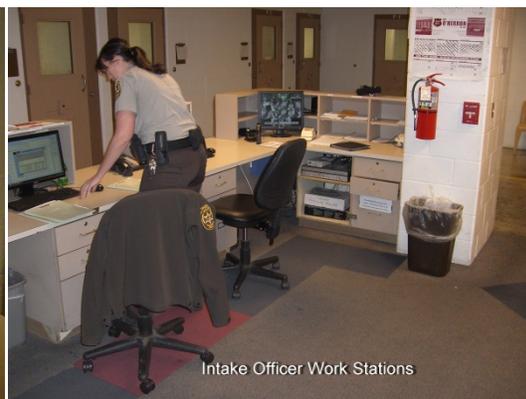
Intake Workstation

The picture above shows the placement of the computer workspace that prevented officers from accessing leg space; they must straddle a set of drawers and computer equipment to operate the data entry computer. The layout is not conducive to the accurate and full data entry necessary for record-keeping and analysis.

The intake area is undersized for the existing population and anticipated demand. Crowding and lack of segregation options creates an unsafe environment that cannot accommodate inmate needs. Much of the equipment is simply old and past its useful life; much of it needs updating, better installation or simply improved organization. It must be noted that the Sheriff's Office staff make the best of limited resources, and work around facility, equipment, and other limitations to deliver commendable services and care to inmates.



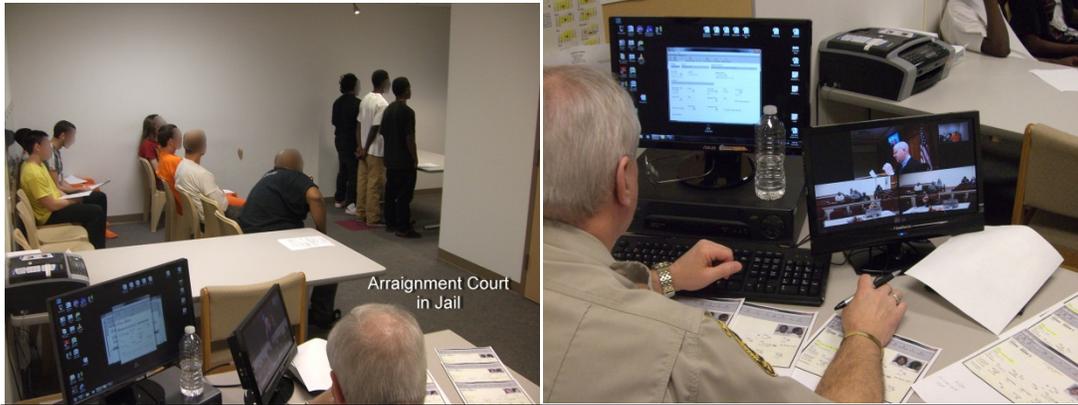
Intake Print and Photo Area



Intake Officer Work Stations

### Processing Inmates at the Satellite Jail

Since all booking takes place at the Satellite Jail, court arraignment by video conference is the ideal tool for first appearances. This option eliminates the need to transport inmates to the courthouse, reduces workload, and staffing requirements. It also benefits public safety and workload at the courthouse.



Arraignment Court  
in Jail

### Structural and Mechanical Deficiencies

Compared to Downtown Jail facility, the structural and mechanical qualities of the Satellite Jail facility are in better shape. However, maintenance staff report serious problems with mechanical and support systems. A major contributor is insufficient water pressure causing ongoing problems. Parts are difficult or impossible to replace and will require costly repairs, which may not occur when needed. Maintenance staff report insufficient budget and capabilities to properly maintain the building.

Repair and replacement of mechanical systems is complicated by design features that increase cost and difficulty. A prime example is the poorly designed access doors shown below. Access panels in this facility were undersized, making it more difficult and expensive to repair and replace critical equipment and service plumbing systems. Typically, these access doors are full-sized allowing staff easy access and sufficient room to work.



Plumbing Access Intake Area

## 8.4 Possible Solutions

### **Repair**

Below is information detailing the required fixes and costs for the Downtown Jail:

#### **Exterior**

##### **Roof**

In 1994/1995 a new EPDM Ballasted roof manufactured by Carlisle Syn Tec Systems was installed on the building. The manufacture warranty to repair any leak in the Carlisle Sure-Seal Membrane System was for a period of 10 years. In addition a twenty-year membrane material warranty was supplied at the time of installation. Within the next five years a new roofing system should be installed, as the existing roofing material will continue to degrade over time. The estimated cost to replace the roofing system is \$180,000 to \$200,000, at current market pricing.

##### **Brick & Mortar**

The majority of the brick and stone exterior of the building has never been cleaned, tuck pointed or waterproofed since it was constructed. Although, several times over the last 20 years, the white efflorescent now showing again on the free standing brick walls and parapets above the roof line, have been cleaned and waterproofed. The efflorescent is caused by moisture entering into the walls and is now starting to show on the building structure. The entire exterior of the building, as well as the stone coping and caps are now in need of cleaning, tucking pointing, caulking, and waterproofing. The estimated cost for the exterior restoration is \$120,000 to \$140,000. Recently, the County contracted and had leaks repaired.

#### **Interior**

##### **Emergency Systems\***

The emergency generator was sized for minimal building support at 75 kW. This standalone generator has a maximum run time of approximately 9-12 hours total. An extended power outage forces refueling within an 8 hour time period. The generator supplies power to only maintain the security in the jail and critical life safety systems. Minimal lighting through the offices spaces and cell block areas are provided, as well as power to the Master Control Panels, Detention Locks and Sally port doors. All building heating, cooling and ventilation systems are not on emergency power. The Sheriff's Office support staff and deputies are not able to function during an outing in this building. An emergency generation system to support this building during an extended outage is estimated at \$400,000 to \$700,000, depending on design and building equipment upgrades. (GHR 2009 & 2011 ILEAS Generator Study).

##### **Detention Locks\***

All detention locks in the lower level jail were manufactured pre-1980. Most parts are no longer available for the mid-level or medium security style of locks, Folgers Adams 126 series and 122 series detention locks. The remaining minimum and maximum security level locks replacement parts are becoming rare and are increasing in price annually. The estimated cost is \$30,000, to purchase all of the mid-level security locks at one time to receive the best possible pricing (Sentry Security Fasteners Inc, 5/17/2011).

**Air Handling Units\***

The upper and lower level office spaces are controlled by the two original air handling systems with supply and return fans which are of a variable inlet vane design. The large motors run at a constant speed and the pneumatic system is required to modulate the inlet vane dampers to modulate air flow by the demand of the system. The recommendation is to remove the variable inlet vanes and add variable frequency drives to the air handling systems to allow them to be slowed down at less than peak loads. Estimated project cost of \$115,000 (GHR energy survey, 2009).

**Climate Control\***

The existing climate control system is a pneumatic based type system installed in 1979. The recommendation is to remove the obsolete pneumatic temperature control system and replace it with a digital control system featuring hot and cold deck temperature reset, enthalpy-controlled free cooling cycle, and demand-controlled ventilation. Estimated project cost of \$223,000 (GHR energy survey, 009).

**Boilers\***

The existing boilers were installed in 1979; they have exceeded their life expectancy of 30 years. The recommended process is to remove obsolete fire-tube hot water boilers with low efficiency and replace them with modular condensing type boilers having the highest efficiency available. Estimated project cost of \$422,000 (GHR energy survey, 2009).

	2012		2013		2014		2015	
	Min	Max	Min	Max	Min	Max	Min	Max
Roofing System							\$180,000	\$200,000
Brick & Mortar					\$120,000	\$140,000		
Detention Locks	\$30,000	\$30,000						
Emergency Systems			\$400,000	\$700,000				
AHU's			\$115,000	\$115,000				
Climate control			\$223,000	\$223,000				
Boilers	\$422,000	\$422,000						
<b>Outstanding Liability/Year</b>	<b>\$452,000</b>	<b>\$452,000</b>	<b>\$738,000</b>	<b>\$1,038,000</b>	<b>\$120,000</b>	<b>\$140,000</b>	<b>\$180,000</b>	<b>\$200,000</b>
<b>TOTAL MINIMUM LIABILITY</b>	<b>\$1,490,000</b>							
<b>TOTAL MAXIMUM LIABILITY</b>	<b>\$1,830,000</b>							

**\*Note:** The information above regarding building and mechanical systems costs have been extracted from previous studies which was not conducted by the ILPP. Additional research on these needs and costs is strongly advised.

Below is information extracted from a maintenance memo for the Downtown Jail facility dated 11/8/2012. Note that the roof maintenance only covers 6,000 of the total 28,400 square feet of the roof.

PROJECT	CONTRACTOR	QUOTE	TOTAL
<b>Roof Maintenance &amp; Repair</b>	Nogle & Black	\$21,116.00	\$21,116.00
<b>Masonry Repair</b>	R.D. Cox Masonry	\$21,500.00	\$21,500.00
<b>Shower Stalls</b>	Roessler Construction	\$33,800.00	\$22,100.00
<b>Dayroom Painting</b>	Roessler Construction	\$13,660.00	\$4,580.00
<b>Corridor Locks</b>	Sentry Security	\$4,201.60	\$4,201.60
<b>Totals</b>		\$94,277.60	\$73,497.60

- RD Cox Masonry: caulking of the parapet coping above the roof line and upper exterior expansion joint, in addition to tucking pointing to the obvious cracks and fishers in the exterior brick.
- Roessler Construction: Shower stall wall sheeting to cover up the paint that was peeling and replace existing broken Corian wall sheeting in cell blocks A, B, G, H, J & K.
- Roessler Construction: Cleaning and painting of the day rooms in cell blocks A, B, J & K.
- Sentry Security: Replacement security locks purchased for obsolete security locks in the main corridor doors.

Even if the Board decides to pay the substantial costs associated with fixing the Downtown Jail’s structural and mechanical issues, one major issue will remain: the tremendous lack of space for both Sheriff’s Office staff and for the inmates housed within the facility.

ILPP recommends that this outdated design model be abandoned because supervision of the inmate population is so restricted and costly. Expansion of this facility is nearly impossible. This would also prevent potential efficiencies of consolidating operations of the Downtown Jail and Satellite Jail.

**Expansion**

Shutting down the Downtown Jail and moving all law enforcement and support staff workers and inmates to the Satellite Jail facility presents a more cost-efficient option. Since Downtown Jail site does not allow for expansion, the best location is more likely at the Satellite Jail. This facility already houses most of the inmates within Champaign County, sits on a large and open site, and is better designed than the Downtown Jail facility.

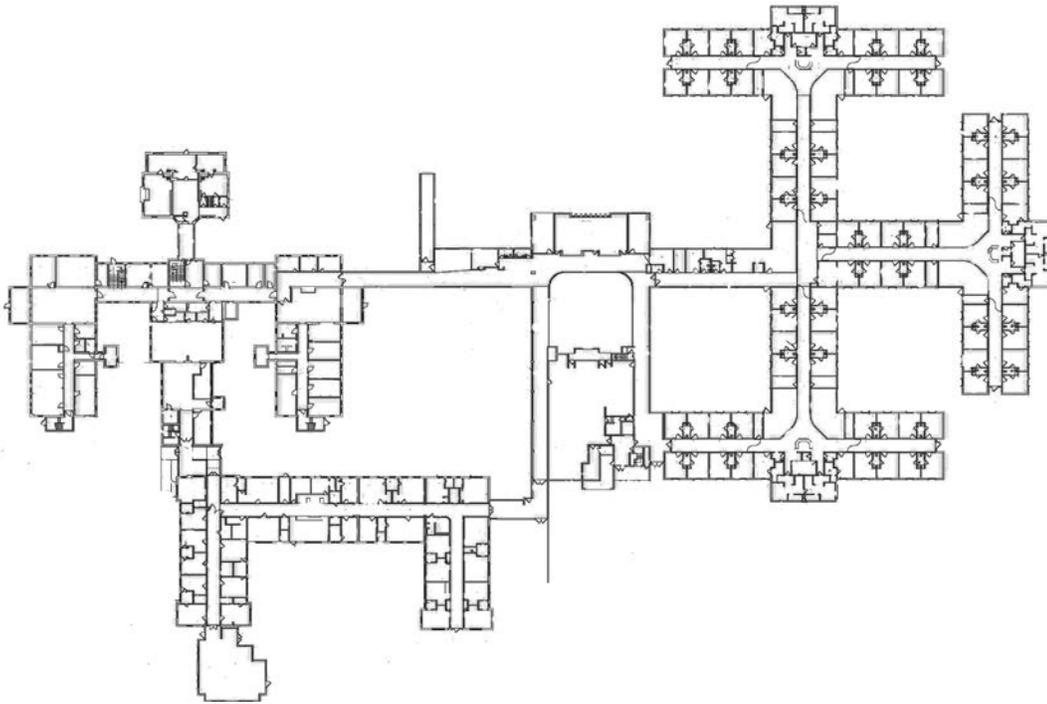
**POSSIBLE RELOCATION SITES**

A few sites located within the region have the potential to be repurposed as an expansion of the jail facilities. They are generally a short distance away from the Downtown and Satellite Jails and are currently not being used to their full potential.

Old Champaign County Nursing Home  
1701 E. Main Street

The building where the Champaign County Nursing Home was previously located is being leased to the Illinois Law Enforcement Alarm System (ILEAS), a consortium of over 900 local governments in Illinois formed by a mutual aid agreement and funded through federal grants. A short walk north of the Satellite Jail, the building sits on a large open site and currently has many empty spaces. It holds great potential as a site for community corrections. The County is currently paying to maintain these spaces in exchange for annual rent of \$416,000 and numerous upgrades to the facility. It is one of a number of options if Champaign requires a facility to provide non-jail sanctions.

One county facility director estimates the potential for 70 beds if this facility is remodeled to be a minimum-security to low-security facility for drunk drivers, traffic offenders, and domestic violence offenders who are low-risk, but require custody by law.



<b>Pros</b>	<b>Cons</b>
Approx. 1000 feet north of Satellite Jail Large, open 350,000 square feet site Many wings and open spaces Multiple entrances and good circulation Takes advantage of unused spaces that the County is paying to maintain	Asbestos Some unused areas are deteriorated Four buildings built from 1910-1971 – thermal problems are likely more significant here than at the jails. Renovation expenses are likely.

Juvenile Detention Center  
400 Bartell Road

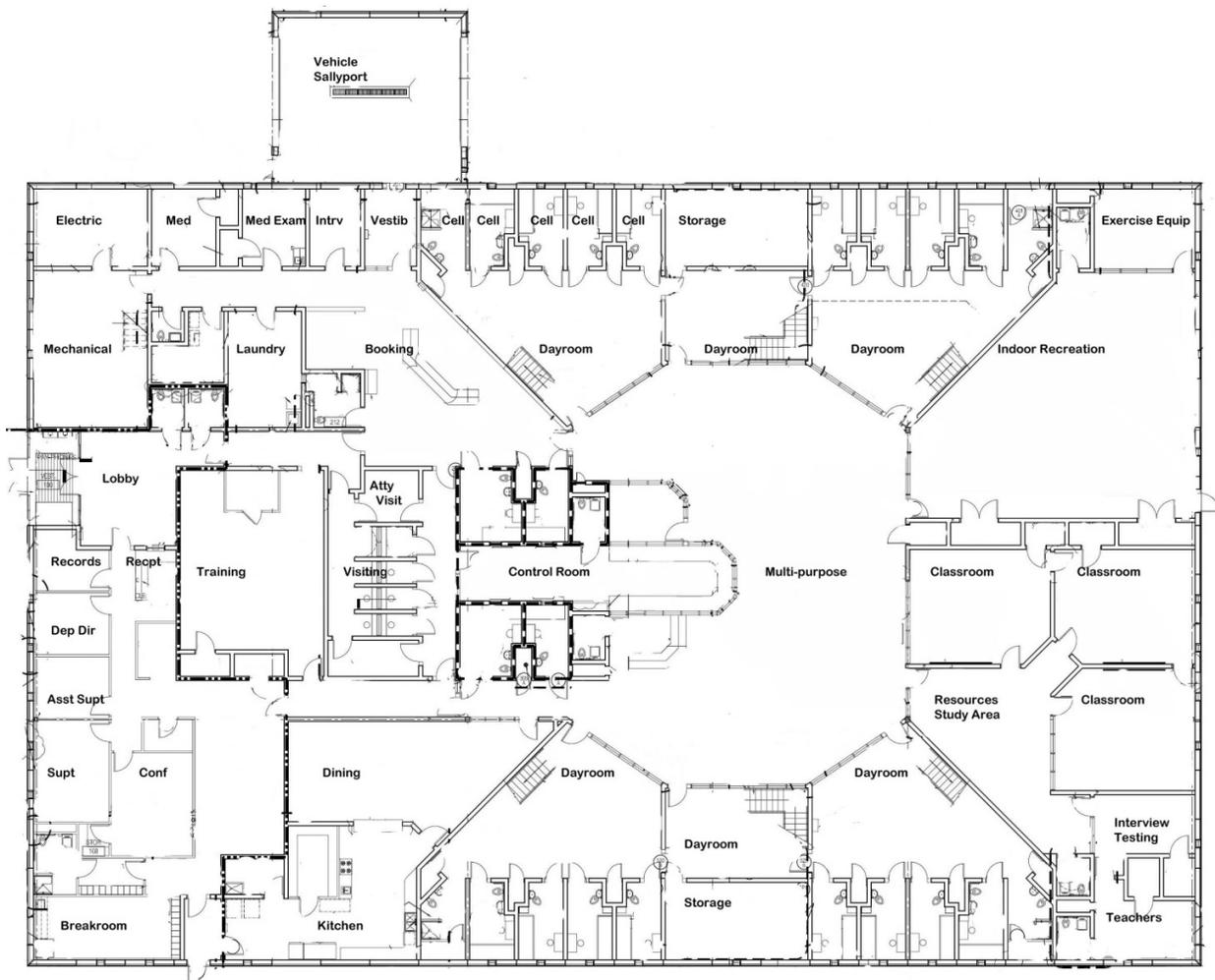


The Juvenile Detention Center could serve as a replacement jail for the Downtown Jail and Satellite Jail if the jail population were cut drastically by programs or increasing the use of non-custody sanctions. If no progress has been made towards lowering the incarcerated populations, the Juvenile Detention Center could be an ideal location for a women’s jail.

The Juvenile Detention Center accommodates 40 beds. Currently, only about 12 detainees are housed in this facility. This secure facility is greatly underutilized. The facility is fully staffed, but is only at roughly 30% capacity throughout the year.

To take better advantage of the space, the County might benefit from moving these 12 beds into three trailers and using the facility as a jail for adult detainees.

Pros	Cons
Less than 1000 feet northeast of Satellite Jail Has bed capacity of 40 Designed as a detention facility	Small capacity relative to current jail population Using requires major changes to system Requires relocation of juvenile beds space



## 8.5 Sheriff's Office Space Needs

This section outlines a potential design that would follow from a crucial process whereby expansion of the jail system would happen WITHOUT acting on the recommendations in this study.

If ILPP recommendations are not implemented, the jail population is likely to remain at current levels or even adopt an upward trend. The trajectory depends heavily on the course that leaders choose to embark on; Champaign seems to be on the right track with collaborative strategic planning through CJEC. The current jail population is sufficiently large to require expansion of the Satellite Jail to accommodate those prisoners held at the Downtown Jail. Closing the downtown facility and maintaining current populations is likely to require expansion similar to those shown in the following documents.

This summary is not a jail program plan, merely a first approximation of the next steps and identification of potential jail requirements. Champaign County requires a dedicated jail planning team to select planning goals and consider described options in that context.

The space planning effort requires community involvement, input, and support. The jail system needs an improved booking and intake area, spaces to accommodate the reengineered processes. The flow should require separate intake and release paths. New inmates should be housed in a designated intake housing

unit that is more closely supervised during the initial hours of confinement. This close supervision is required because negative reaction to incarceration is more likely in the first hours and jail staff is initially unfamiliar with inmate attitudes and behaviors. These hours should be used to evaluate mental, physical and behavioral conditions.

ILPP recommends early removal of special needs inmates from booking holding cells and creation of spaces to accommodate the various special needs. Each of the special needs spaces should be immediately adjacent and accessible by the services staff. For instance, medical spaces should be located adjacent to medical offices and exam space. Jail planners must consider potential inclusion of infirmary, housing with increased medical coverage throughout the day.

The following spatial needs estimates incorporate existing spaces dedicated to those functions. This list is comprehensive in the description of needed spaces for a jail, anticipating the favored option of Downtown Jail closure and expansion of the Satellite Jail to accommodate current population with some future growth. The upcoming planning effort must determine the degree to which recommendations to reduce the jail population are expected to be effective. Determining the actual number of beds required must factor in impacts of those changes. Failure to implement any best-practice recommendations will ultimately require the full cost of this list.

This space list is included for informational purposes and not for specific planning purposes. For instance, the number of beds will modify space needs, and the numbers of inmates in each category yet to be determined will influence the final summary and costs.

Some existing single and double cells could be used for segregation, thereby allowing the new facility beds to be less costly. The use of dormitory style housing reduces costs while improving the ability to observe inmates behaviors when direct supervision is implemented.

The decision of whether courtroom spaces will be included at the Satellite Jail will be made by the jail planning team. Including courtroom spaces could change security needs and reduce the amount of prisoner movement, but would increase court staff patrol to ensure public safety.

All adjacency diagrams are provided for consideration, and are not intended to be used as a final plan. ILPP developed these adjacency diagrams without interaction from the jail staff who may see differing needs. These adjacencies should generate discussion about the usefulness of each adjacency and as a starting point for future jail planning.

The space list included in this report assumes reuse and remodeling of existing spaces. The degree of remodeling and the number of spaces yet to be decided will influence estimated project cost.

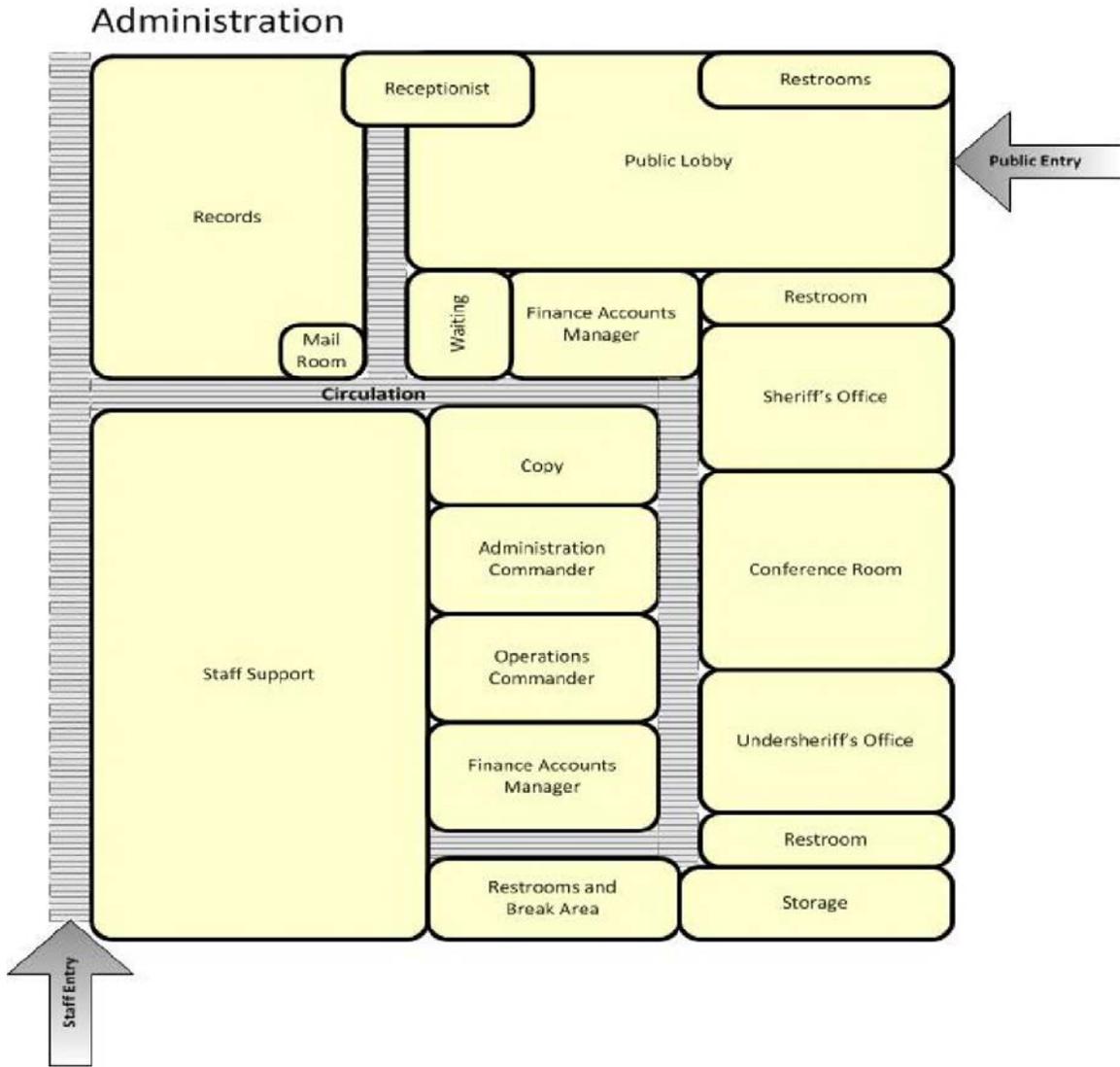
Preliminary cost estimated at between \$6 million and \$8 million. Of course, design and decisions can move that number significantly either way. The types of beds needed could be added in low cost options that must be detailed in future planning once critical decisions result from the recommendations.

### **Projected Needs for Initial Planning Discussions**

In order for the Sheriff's Office to function efficiently, employees must be provided with adequate working space. In this section, the Sheriff's request for space and additional suggested spaces is explored. The charts below show the allocation of space for each specific function of the department and the bubble diagrams show possible interaction between certain spaces.

**Sheriff's Office Administration and Law Enforcement Operations**

ADMINISTRATION	SIZE	QUANTITY	NSF
<b>Public Area</b>			
Public Lobby	350	1	350
Lobby Reception/Waiting	80	3	240
Reception and Clerk	100	1	100
Public Toilets	100	2	200
<b>Sheriff's Administration</b>			
Sheriff	300	1	300
Restroom	90	2	180
Chief Deputy	200	1	200
Sheriff's Waiting Area	80	1	80
Conference Room	400	1	400
Break Area	80	1	80
Finance/Accounts Manager	80	1	80
Storage and Copy	80	1	80
		NSF TOTAL:	2,290



INSTITUTE FOR LAW & POLICY PLANNING

INVESTIGATIONS	SIZE	QUANTITY	NSF
Lieutenant	180	1	180
Sergeants	150	1	150
Clerk Typist - Files Manager*	120	1	120
Expansion Office	100	1	100
Detectives**	80	11	880
Meeting and Briefing Room***	350	1	350
Computer Forensics Tech	150	1	150
Interview Rooms	80	2	160
Audio Video Equipment Room	120	1	120
Covert Entrance	100	1	100
Storage/Copy	180	1	180
Toilet	50	2	100
NSF TOTAL:			2,590

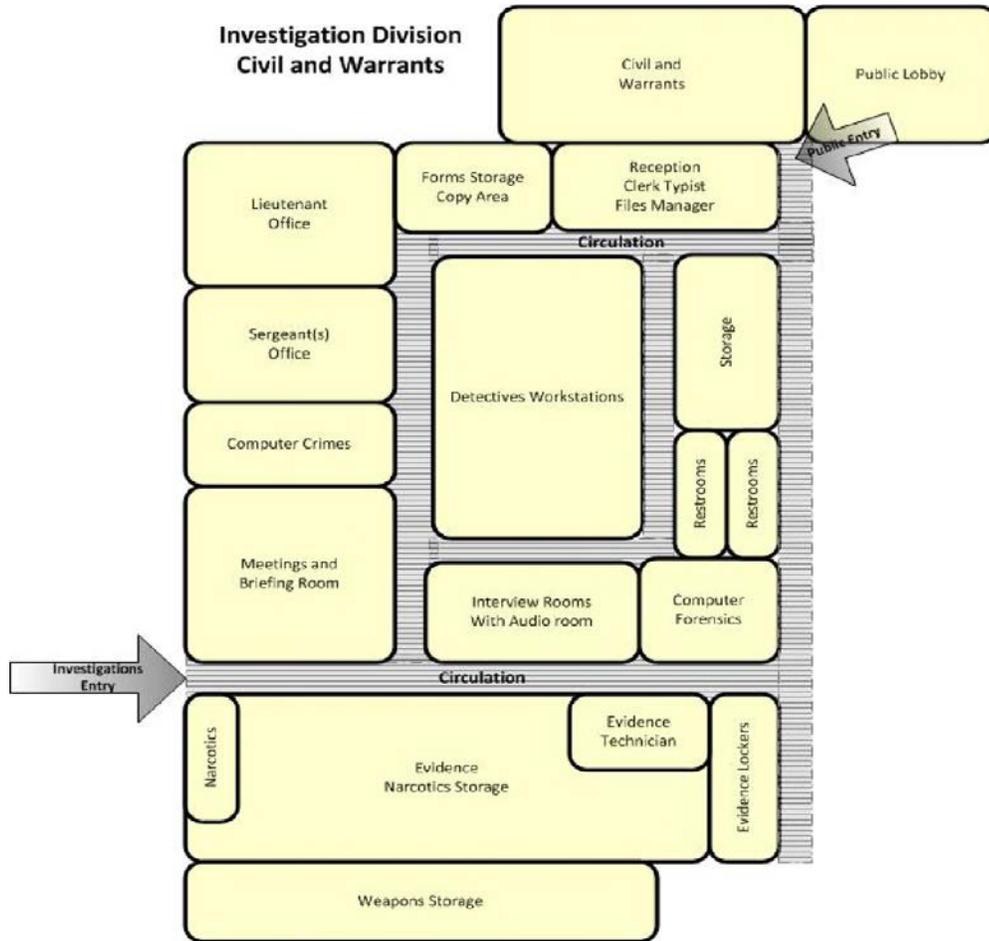
\*Could assign current staff to position

\*\*Modular Work Stations; allows growth of staff

\*\*\*Seats 16-18

WARRANTS - CIVIL	SIZE	QUANTITY	NSF
Supervisor	150	1	150
Process Servers*	80	4	320
Storage/Copy	240	1	240
Toilets	50	2	100
NSF TOTAL:			810

\*Modular Work Stations



INSTITUTE FOR LAW & POLICY PLANNING

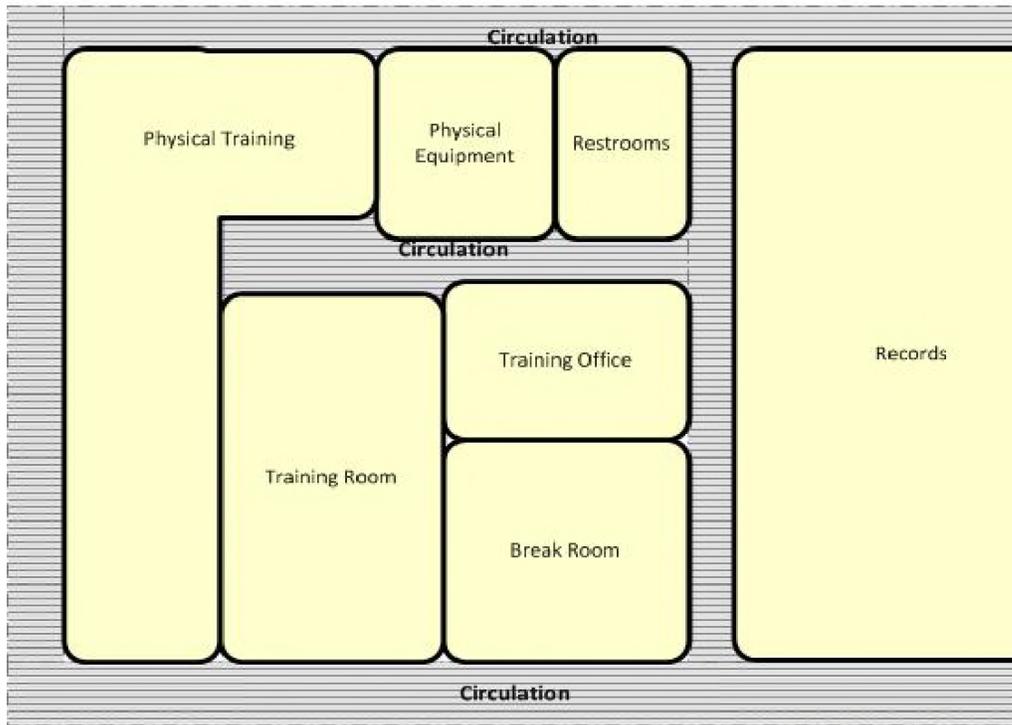
SUPPORT SERVICES	SIZE	QUANTITY	NSF
Manager	150	1	150
Regional Planning and Research	350	1	350
IT - MIS Specialist	120	1	120
Computer Repair Storage Room	120	1	120
Computer Switch Room	150	1	150
Records Supervisor	100	1	100
Records Technicians	100	5	500
Records Storage	200	1	200
Archive Records Storage	150	1	150
Meeting Room	250	1	250
Mail Room	60	1	60
Toilets	80	2	160
Armory - Tactical Room	200	1	200
Storage/Copy	100	1	100
Training Room	450	1	450
Training Coordinator	120	1	120
Physical Training	500	1	500
Physical Training Equipment	250	1	250
Locker Room	600	2	1200
Staff Entrance	100	1	100
Staff Break Room	250	1	250
<b>Evidence Areas</b>			
Evidence Processing	150	1	150
Property Room*	400	1	400
Secure Narcotics Storage	70	1	70
Secure Weapons Storage	80	1	80
Technician Work Area	120	1	120
Toilet/Special Wash	80	5	400
Volatile Storage**	100	1	100
Vehicle Processing	600	1	600
Wash Bay for Vehicles	600	1	600
Vehicle Parts Storage	200	1	200
<b>NSF TOTAL:</b>			<b>8,000</b>

\*Tall exposed ceiling, floor to ceiling shelving, strong ventilation, floor drain, laundry

\*\*Provide fume hood, locate in evidence processing in vehicle services



### Training



PATROL DIVISION	SIZE	QUANTITY	NSF
Lieutenant	180	1	180
Sergeants*	120	3	360
Report Writing	60	6	360
Storage/Copy	240	1	240
Toilets	60	2	120
Briefing Room	350	1	350
Interview Holding	80	1	80
Expansion Office**	120	1	120
NSF TOTAL:			1,810

\*Each Sergeants office is to be shared by two sergeants.

\*\*Interview room, possible future use for secretary staff of command officer.

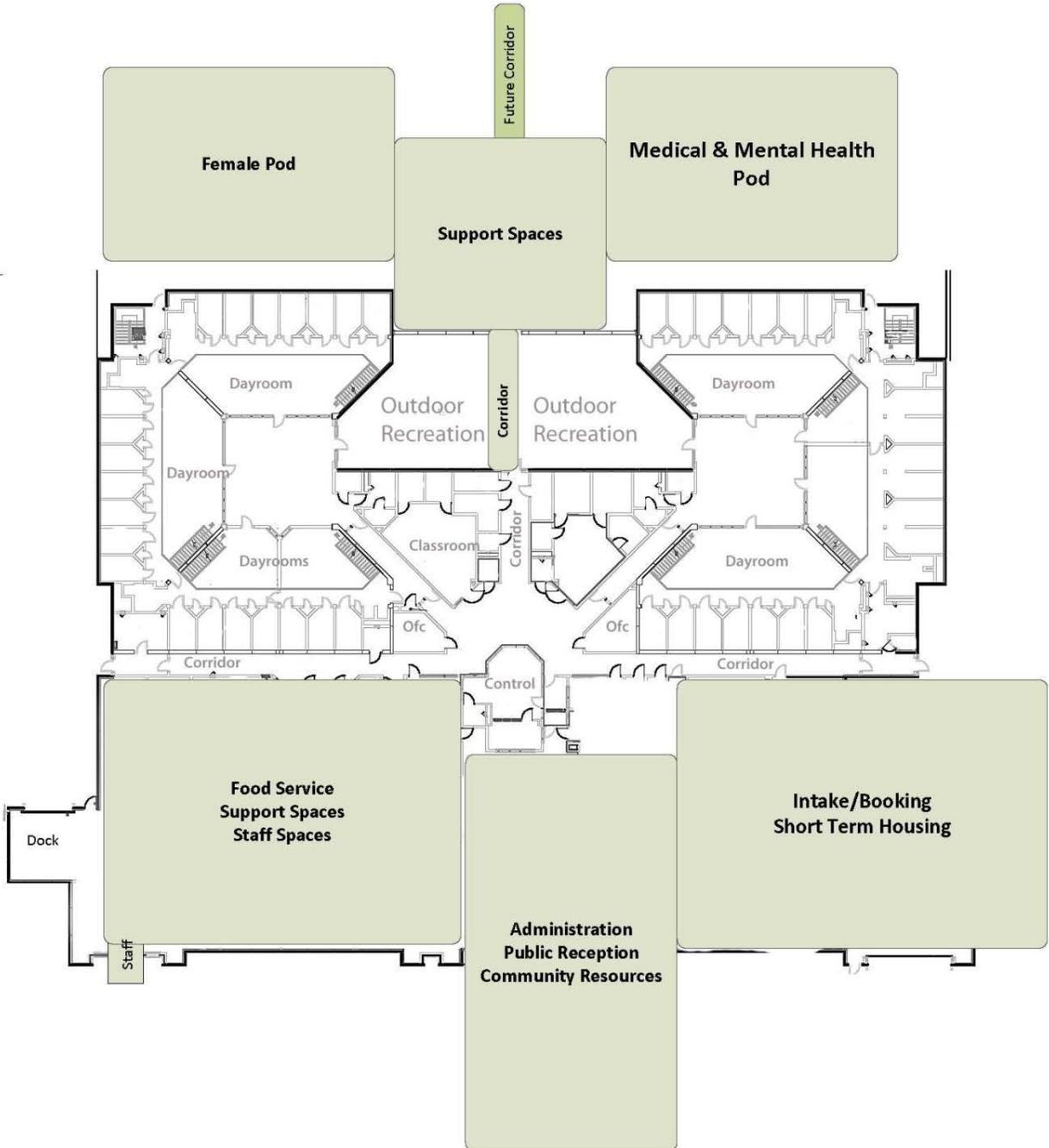
#### SHERIFF'S OFFICE SUMMARY

UNIT	NSF	GROSS SQUARE FEET
ADMINISTRATION	2,290	3,206
INVESTIGATIONS	2,590	3,626
WARRANTS - CIVIL	810	1,134
SUPPORT SERVICES	8,000	11,200
PATROL DIVISION	1,810	2,534
<b>TOTAL:</b>	<b>15,500</b>	<b>21,700</b>

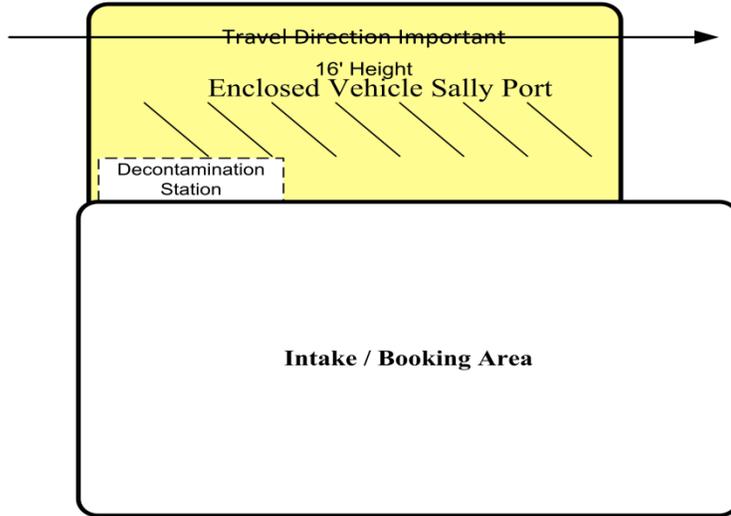
These numbers are not final; however, they should be taken into consideration when choosing a facilities expansion or relocation.

**Jail Operations**

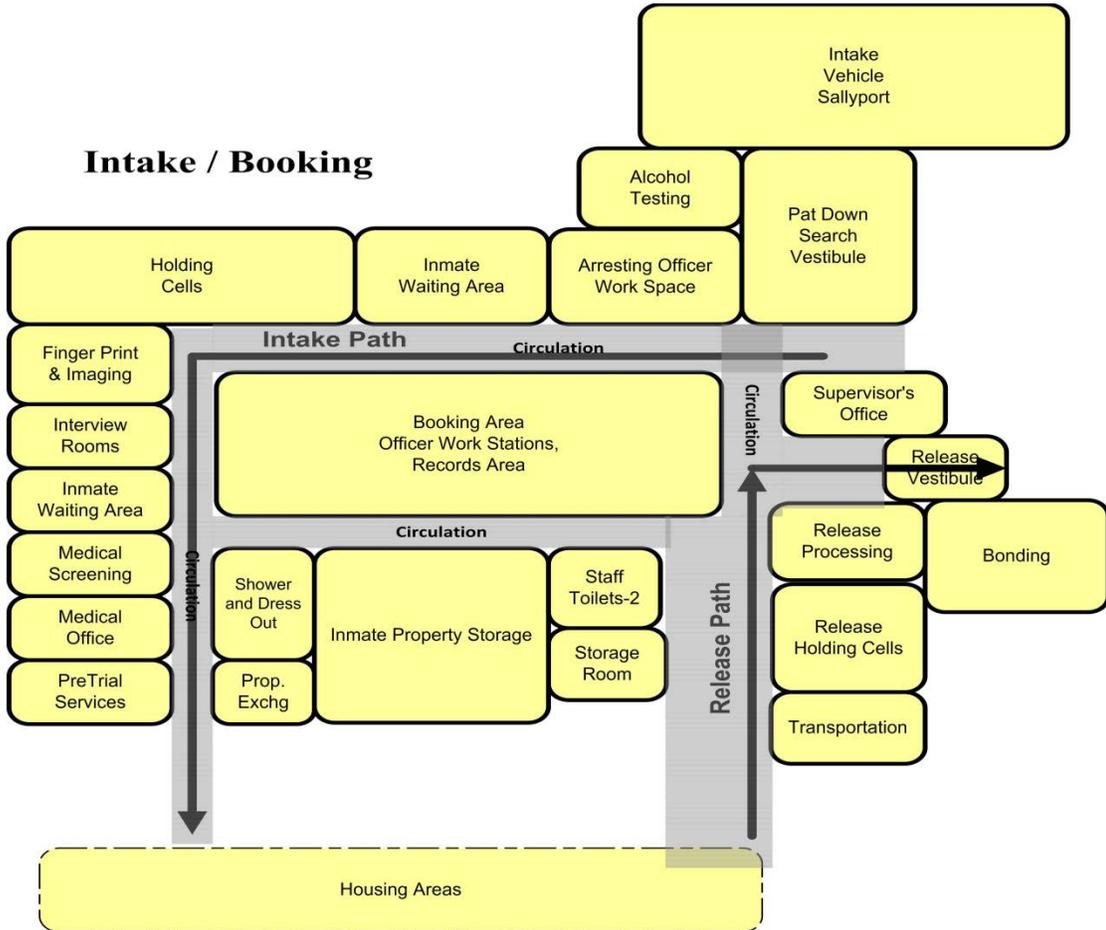
**Satellite Jail**



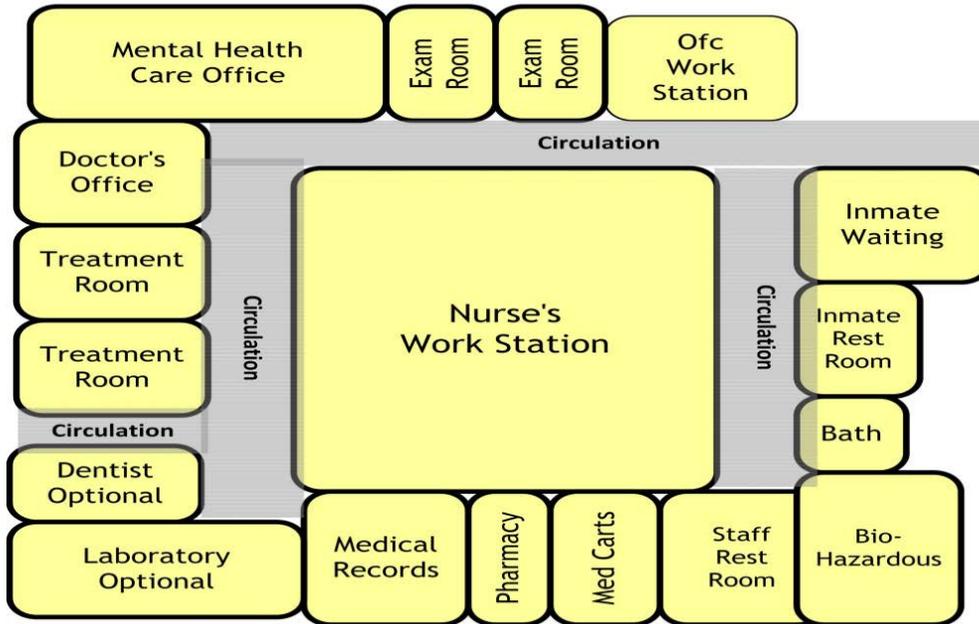
**Intake Vehicle Sally Port**



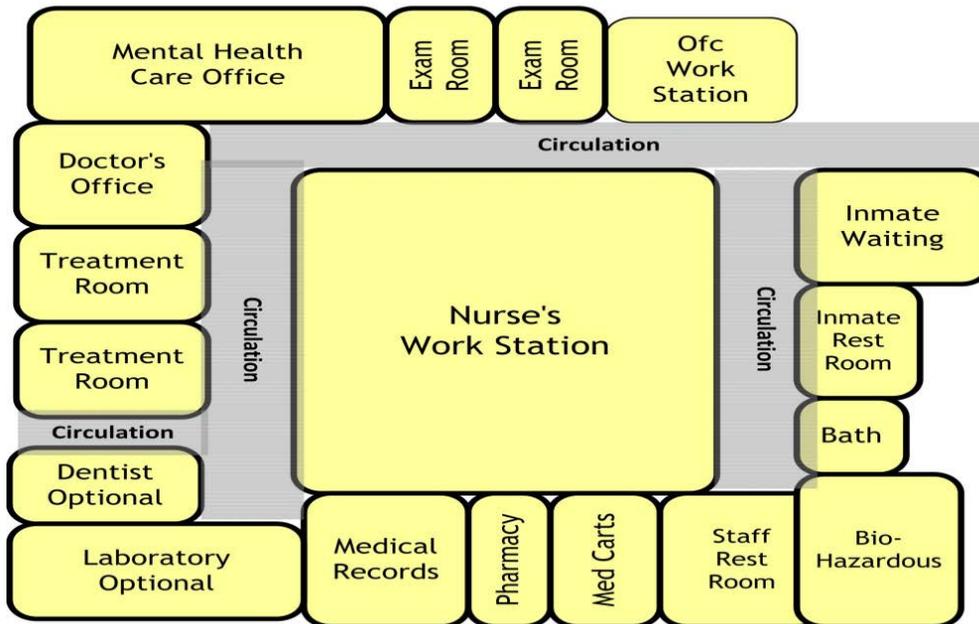
**Intake / Booking**



### Health Care Unit



### Health Care Unit



### Summary of Room Lists

	Gross Factor	Estimated Net SF	
1.00 Jail Administration	1.30	1,000	
2.00 Public Reception	1.30	2,000	
3.00 Staff Services	1.30	2,000	
4.00 Intake Vehicle Sally Port	1.30	1,000	
5.00 Intake, Booking, and	1.30	5,000	

<b>Release</b>			
<b>6.00 Custody Control</b>	1.30	1,000	
<b>7.00 Housing</b>	1.30	24,000	Programs also included in housing
<b>8.00 Programs</b>	1.30	2,000	
<b>9.00 Support Services</b>	1.30	7,000	
<b>10.00 Health Care Unit</b>	1.30	2,000	
<b>11.00 Court and Arraignment</b>	1.30	-	Not included until decision made
<b>13.00 Food Service</b>	1.30	4,000	
<b>Total</b>		47,000	

## 8.6 Recommendations

### Key Recommendations

**1. Use an outside facilitator(s) to work with the facilities task force to immediately implement changes** to the existing facilities to accommodate modified control and classification system.

During numerous conversations with County representatives, ILPP suggested changes to existing facilities to improve the management system, including closing the Downtown Jail, moving females to the Satellite Jail, developing a system for better segregation of special populations, and the elimination of using the intake area for segregation purposes. The purpose of this recommendation is to ensure immediate action to fill interim needs and requirements until a later and full implementation of new or expanded jail. ILPP believes that changes to the Satellite Jail could be implemented that improves current holding practices through inexpensive modifications.

Since the Draft Report was published, the Sheriff’s Office has prioritized this recommendation and sought technical assistance from an ILPP consultant with national expertise in jail design and jail modifications. This remains a priority, and the Sheriff’s Office anticipates further consultation to move the female population.

**2. Abandon the Downtown Jail as soon as possible.** The Downtown Jail is in such poor condition that it should be abandoned as quickly as possible, with removing segregation holding at the booking area as the top priority. Keeping the Main Jail for minimum security inmates is simply a stop gap approach prior to implementing policies and programs that will reduce population levels, along with the new classification system. The facility cannot be remodeled or used without a major undertaking or replacing entire mechanical systems. Due to budget allocation issues, maintenance occurs only at a minimal level.

One option to consider is approaching the U.S. Marshall to seek grant funds that will enable the County to remodel the old jail into a federal holding facility. This will bring new money and keep jobs in Champaign.

The Satellite Jail is only marginally better in comparison and contains serious drainage problems, seriously deficient building supports systems, insufficient water pressure, and requires significant upgrades.

**3. Take immediate steps to eliminate the segregation holding of inmates at the booking area.** Given the abhorrent conditions of the holding cells, the Sheriff’s Office should end this practice as soon as possible. Removing the segregated inmates from the booking area could allow significant changes in the inmate processing and could help eliminate the backlog of officers awaiting booking.

## Secondary Recommendations

**4. Modify existing housing units at the Satellite Jail.** The Sheriff's Office should consider triple bunking, creating inexpensive barriers, and reassigning existing living units to move female inmates from the Downtown Jail to the Satellite Jail. State jail standards are not intended to limit life safety decisions by jails. The jail has been exemplary in focusing on the real problems in trying to plan a safe and effective segregation unit in the face of inadequate facilities and resources.

Dangerous conditions, such as inadequate shower drains that result in slippery floors, persist. Closing the Downtown Jail can be accomplished through relatively inexpensive changes to alter segregation in the pods, to allow movement of female prisoners from the Downtown Jail to the Satellite Jail. These include temporary walls for makeshift corridors to meet requirements for separation of sight and sound between inmates.

**5. Implement video visitation.** This tool would free up space in the facility for other purposes, such as attorneys visits, and could even occur off-site in an existing building or the Downtown Jail. Video visitation would also allow the Jail to expand visiting hours. The Sheriff's Office is commended for already in discussions with vendors, and is encouraged to consider offering some video visitation sessions free of charge to inmates.

The Jail should support contact visits by making modifications to the facilities, in part to facilitate family reunification when people are released from jail. The current facility configuration does not allow contact visits.

**6. Develop storage solutions outside the Satellite Jail.** Storage space in both jail facilities is a problem. Both jails are crowded with supplies and old equipment, creating an unsafe environment. Hallways at both facilities are used for storage, the garage at intake is used for storing beds, and food supplies have been reduced in the kitchen to make room for commissary activities. Additionally, any new spaces (secure) should be designed with the future in mind allowing for the capability to offer additional storage space.

**7. Improve areas for food preparation.** Exterior space should be provided for extra food storage and the commissary should not be located in the kitchen, due to lack of sufficient space and resources for storage and meal preparation. A remodel of the kitchen should also be budgeted and scheduled.

**8. Expand the property room.** The property room is currently crowded and insufficient to meet the needs of the Jail; it stands open all the time.

**9. Relaunch the Satellite Facility.** A large new lobby can help rebrand the Satellite Jail facility. This lobby should be welcoming to the public, family-friendly, and provide conspicuous notice of visiting regulations and hours. The space should be normalized with couches and chairs to create a warmer atmosphere. This space presents opportunities for positive public relations campaigns.

**10. Schedule regular facilities inspections and maintenance.** Many smaller issues of the facility regarding electrical and mechanical components failed or became ineffective due to a lack of maintenance. It is advised that all County jail facilities be fully inspected every 3-5 years. Special attention to the foundation and roof are also highly recommended. Such inspections may help prevent serious issues in the future.

## Additional Recommendations for the Satellite Jail Facility

**11. Add a women's dormitory**, a mental health unit with single and double soft cells and a small dorm, and a program and treatment space.

**12. Build a larger booking area** that can house pretrial services, a public defender intake space and family visiting spaces.

**13. Consider expanding the medical unit.**

**14. Consider expanding the kitchen to provide program space.** Use this space to provide training in food services and cook meals for the homeless. Consider using inmate labor in other County facilities to save money and further integrate low-level offenders into the community. Use trustee drivers to operate vans as a work-furlough program to deliver food to the homeless who are not in shelters.

**15. Consider improving security and providing constitutional conditions of confinement** as well as capacity to legally overcrowd, by moving from the control room approach to direct line of site, opening the pods for active hands on supervision. This new setup would improve staff-inmate relations, improving security, and saving staff.

**16. Consider accepting federal prisoners into the jail** if the Feds make a financial commitment to Champaign County, to develop and upgrade facilities as needed to house extra inmates. Conduct research to determine what federal grants are available if Champaign elects to house federal prisoners.



## Office of the State's Attorney

The Office of the State's Attorney prosecutes criminal and traffic cases in the Circuit Court and handles dependency, neglect, abuse and juvenile delinquency proceedings. On the civil side, it handles proceedings brought by any County officer, defends the County, and gives legal opinions to county officials who request them.

The office has 21 attorneys and 22 support staff. Each attorney is assigned two DUI, traffic, child support enforcement, and civil cases, as well as three felony courtrooms, misdemeanors, and juvenile abuse cases. One is the First Assistant State's Attorney, who is assigned to spend much of his time in courtrooms, assisting or training. The State's Attorney herself most recently handled the Mental Health Court, including cases in which defendants are found to be unfit to stand trial due to their mental health condition.

Demand for these prosecutorial positions is high, turnover is low, and the quality of prosecutors is good. Although once a rural county, the presence of an important nationally recognized university and the resulting cosmopolitan setting, along with good administration and working conditions, all combine to make the office attractive to lawyers in the state.

The office filed 3,465 felony cases in 2011, consistent over the last five years. At 2,148, the number of juvenile cases filed in 2011 increased about 14 percent over the same five-year period. Although crime has been falling, work produced by the office has been static.

### 9.1 State's Attorney Operations

There appears to be little overt conflict among the prosecution, the courts, law enforcement, and the defense bar. The local legal culture seems to encourage respect for the roles of the various participants.

This can be readily seen in the way "discovery" of documents is provided in criminal cases. A criminal defendant is entitled to "discover" what documentary information on which the prosecution is basing the criminal charges. In many American counties, this obligation is the basis for constant conflict as the prosecution withholds or delays providing the information. This is not so in Champaign County where the prosecution regularly provides the police reports, lab reports, and witness and other statements that underlie the criminal charges, with only occasional conflict in an unusual case.

The present State's Attorney feels that the Office helps to move cases quickly and that there are few bottlenecks in the present system. She opines that the attorneys make strong efforts to get defendants out on their own recognizance or on bond for those who qualify.

As described in the Courts section of this report, a novel system of arraigning or holding a bond hearing for all defendants arrested was instituted promptly through an criminal calendar, held seven days a week at set times of the day. Because of this daily hearing, arresting officers must complete their arrest reports immediately in order to be ready for the hearing. The reports are immediately assigned to the State's assistants responsible for that type of case. The assistants prepare the criminal complaint, all of

which are then reviewed by the State's Attorney or the First Assistant. Appropriate level of charging and consistency are emphasized in this review, and the State's Attorney feels there is much greater consistency than in the past and far less over or under charging. With that said, the State's Attorney believes the Office is very aggressive about prosecuting cases involving driving under the influence.

Several years ago, the judges and the clerk created "continual" jury terms. Jurors now come in to serve once a week and multiple overlapping pools are pulled so that a jury pool is available to go to trial at all times. In addition, almost all courtroom and calendar conflicts have been eliminated through fixed assignment of prosecutors and public defenders to each courtroom. While private attorneys can occasionally have a time conflict with another courtroom, these are rare.

As a result, they are ready to go to trial at any time, for any case. There are no delays due to the usual reasons of no court available, or calendar conflicts among the various participants.

One frustrating problem is the delay in handling of mental health cases where the defendant is found unfit to stand trial, resulting in commitments to state hospitals. Although they are in low volume - only seven cases last year - the waiting list to get into state facilities is long, and defendants often spent months in custody before they could be transferred to the state. The State's Attorney has dealt with these cases herself. These long term cases, though few in number, contributed significantly to the various jail population problems due to the length of their stay. This problem is seen throughout Illinois.

The State's Attorney had also acted as the line deputy in handling the Mental Health Court. However, the Mental Health Court operations ended in May of this year, freeing the State's Attorney to take up policy issues facing the Office and the County.

The State's Attorney has been very active in attempting to integrate the County's electronic data systems, apparently playing a mediating role in dealing with the plethora of data sources. She receives praise from other participants for having achieved significant improvements in data integration in Champaign County's criminal justice data flow.

Court observers note that the office under the present administration rarely files charges that cannot be supported by the underlying facts. This is not always the case; in many jurisdictions where there can be constant warfare between the prosecutor's office and the defense bar, and sometimes the courts. Nor is there a sense that cases are *undercharged*. Law enforcement feels that cases involving officers are taken sufficiently seriously.

## 9.2 Diversion as a Prosecutorial Function

However, there is a palpable sense among the defense bar, reinforced by observation of the arraignment calendar, that many minor cases that could be handled through alternative means such as through diversion, social, or community programs that support dispute resolution, mediation, etc, are charged as criminal offenses.

There is little doubt that a substantial number of cases on a recent arraignment calendar, over half (about 25 percent personal disputes, and about a third marijuana, paraphernalia or alcohol possession) would be well suited for handling through either a dispute resolution or a drug and alcohol program, as discussed elsewhere in this report. In many other counties, nationally, these cases would not be charged through the formal process.

Until recently, Champaign County had an adult diversion program, which is an approach to low-level offenders widely used in the United States. Instead of filing minor charges against an offender, which

then must be prosecuted in a courtroom proceeding (bringing into play the prosecutor, defender, judge, and other courtroom personnel and probation office supervision), the same effect can be achieved by having the State's Attorney Office sign an agreement with the offender to undergo a period of informal supervision. Should another offense occur during the period of supervision, the offender can be prosecuted for both the original offense and the new one through normal court proceedings.

The level of supervision is usually the same as it occurs in post-conviction probation, but there is no court proceeding. Jurisdictions with a heavy caseload and resulting system workload find diversion programs to be a great boon to overworked prosecutors, defenders, and courts.

The County still has a juvenile diversion program, Juvenile Court Alternative Initiative, which is operated by the probation department. It also has a felon diversion program and the Second Chance program.

The County's adult diversion program was eliminated when the assigned counselor retired and the position was eliminated in the budget. Over the longer term, this decision can be costly to the County. For each case not diverted, a fractional share of a prosecutor, defender, judge, and other support personnel is needed to prosecute the case. When there are fewer serious offenses that might otherwise be diverted, these fractional shares can add up to significant costs in downstream case processing that could be avoided.

### 9.3 Finding and Recommendation

**Finding:** There are a sufficient number of lesser offenses in Champaign County's system that a diversion program would likely be a cost effective way to reduce system workload while maintaining the same level of supervision that currently occurs with these offenders.

**Recommendation:** The County should consider reinstating a diversion program to assure supervision of lesser offenders while reducing the costs of courtroom proceedings and downstream system costs. The State's Attorney's Office should decide which defendants should go into the program and the supervision could be handled by the probation department, much as the juvenile division program now operates.



# Champaign County Courts

## Structure

Champaign County courts are part of the Sixth Judicial Circuit, together with five other adjoining Illinois counties. As in all Illinois courts, the county has 11 judges divided into two levels: six circuit judges and five associate court judges.

## Selecting Judges

Illinois' judicial selection structure invites local attorneys to apply for a position as an associate judge. Associate judges are appointed and serve four-year appointments. They have limited jurisdiction, presiding over higher volume dockets like traffic and small claims. They may hear felony cases only with permission from the Supreme Court, which all of the Associate Circuit Judges in Champaign County have been granted.

In turn, circuit judges are elected and serve for an initial term of four years, after which they must stand for a "retention" election (should Judge X be retained in office, a 60% affirmative vote results in a six-year term.) If a circuit judge position becomes vacant, the replacement is appointed by the Supreme Court Justice from the 4th District to finish the term. Then, the voters select the new judge in an election at the beginning of the next term. Once elected by the voters, initially or to fill a vacancy, there is a single vote whether to retain or not; it becomes a permanent position thereafter.

Three of the Champaign circuit judges are "resident," meaning they face an election only in Champaign County. The other three stand for election among all six counties in the Sixth Judicial Circuit. Circuit judges have general jurisdiction and are able to hear any kind of case.

The number of judges is determined by the Illinois Supreme Court. Funding for judges and court reporters is provided by the state. Seventeen other court employees are funded through the county's General Corporate fund. A law librarian is funded by a case filing fee.

## Governance

Court governance is provided by a Presiding Judge in Champaign County who is appointed by the Chief Judge of the Sixth Circuit; both operate under rules of the Illinois Supreme Court. The Chief Judge of the circuit can issue Circuit Administrative Orders and establish local court rules. The Presiding Judge can issue County Administrative Orders that govern operations in that County. These last two powers that order court rules and county operations are significant. In many other counties nationally, judges' orders have been employed as a chief means of re-engineering the justice system towards best practice.

The Presiding Judge is assisted by a Court Administrator. The Court Administrator reportedly handles many daily administrative tasks and supervises the Court Services/Probation Department, the Juvenile Detention staff, and the Circuit Court employees.

In Champaign, the Court Administrator has the unusual task of supervising the Public Defender in addition to the usual work of managing the budget, personnel, contracts, and facilities for the Circuit Court. This difference from the national norm is significant in various ways touched upon in this report.

Champaign County courts organize their work into various subject matters, typically ones such as: traffic, small claims, juvenile, arraignments, misdemeanors, felonies, civil, family, and two special categories called “problem solving courts.” In the future, it will be instrumental to the implementation of this study to actually budget these individual subject matters by prosecution, defense, and judiciary and separate Constitutional “positions” to judge, prosecutor and defense as well. This would allow some input per the Board’s budget parameters as a whole, rather than the line item currently employed for some, but not all.

Champaign judges are assigned types of cases by the Presiding Judge under an administrative order issued every two years. Each judge manages his or her own calendar, determining the number and types of cases that need to be heard on a given day. There seems to be general agreement that Champaign judges work diligently by coming in early, leaving late, and on the whole, handling cases expeditiously. This pattern is actually quite exemplary and far from the national norm observed in studies of this type. Elsewhere, judges are often known for short hours, absence, failure to be available for duty calls at night and weekends, and not very often for hard work.

## 10.1 Court Operations

### Daily Arraignments and Related Reforms

A remarkable feature of Champaign courts is the seven-day a week arraignment and bond hearing calendar, held daily including holidays. These hearings consist of bringing an arrestee or a person charged with a crime “before” a judge to be informed of the charges and, if in custody, to be considered for some form of release. Most, if not all of the in-custody arraignments, are done by remote video from the jail, a commonplace convenience in many jurisdictions, albeit one that is debated in others.

This daily schedule was instituted many years ago to deal with a jail overcrowding problem and has had a distinct impact on courthouse culture and jail populations. No criminal defendant is taken into custody for more than 24 hours without a judicial review of his custody status and most are reviewed within about 17 hours, surely at the low end of the range for U.S. jurisdictions. This procedure eliminates one of the single biggest causes of jail overcrowding: failure to promptly make a decision about appropriate custody status resulting in large proportions of arrestees needlessly taking up expensive custody space. It also creates an enormous opportunity for improved system management throughout, and its potential has only been minimally tapped.

There was a companion reform in 2005 that affected jail crowding. The courts collaboration with other criminal justice agencies undertook population issues with the adoption of Administrative Order 2005107, which required the cases of in-custody felony defendants be resolved within 60 calendar days after arraignment. In 2006, the Presiding Judge Difanis is credited with implementing the continuous jury system for organizing the availability of jurors that helped to alleviate jail crowding and better utilized the new courthouse facilities. Continuous juries led to the County Board’s renewed interest in the make-up of jury members, notably the underrepresentation of minorities.

In 2008, Champaign County's Integrated Justice Information System (JANO/New World) was a focus of discussions.

### **Case Processing**

While ILPP was not able to access all judges, and thus had limited information to some degree, many attorneys were interviewed. These attorneys deal with the courts daily and report in an organized manner resulting in comparatively short times for criminal cases to be heard and resolved. Champaign County has a heavy felony caseload, which requires more time. However, pending cases only make up 7.0% of total cases, similar to the six county average at 7.2%.<sup>19</sup> This means that Champaign County courts' justice processing rates are also relatively fast.

Observations of an arraignment calendar on weekdays confirmed that:

1. Arraignments were prompt
2. They were conducted in a manner that was brisk, businesslike, courteous, and effective in managing the calendar
3. Trial or pretrial dates were set within a two month period
4. The fact patterns of the offenses were, with one exception, for very minor crimes that would not or may not have been prosecuted in many other jurisdictions

Because of these apparently rapid processing results and their positive impacts on system workload and jail crowding, the court's internal procedures were not closely examined.

### **Specialized Courts**

Special mention should be made of the County's two "Problem Solving Courts": a Drug Court and a Mental Health Court.

Established in 1999, the Drug Court is a well-regarded effort to modify traditional court procedures to reduce the incidence of drug addiction among criminal defendants. The Drug Court teams up treatment providers, prosecutors, defense attorneys, law enforcement, and Probation/Court Services personnel. Clients receive intensive drug treatment and testing, attend 12-step programs, attend court each week, and either work gainfully or attend education or training. After a year of continuous sobriety, a client who has completed all of treatment programs, has no pending criminal charges, and whom the judge believes no longer requires intense monitoring graduates from the program.

The Mental Health Court was set up in January 2011 and disbanded in May 2013. Clients were monitored by a team of legal and medical professionals and were given incentives and sanctions to comply with the program. Though the numbers involved in the Mental Health Court were much smaller than in the Drug Court, the program was viewed as a success in dealing with this particularly intractable and chronic population. This program did not speed up an individual case, but likely reduced the recycling of defendants repeatedly through the system, in addition to reducing harm to families, employment, and communities.

These two kinds of specialized courts have become popular among forward thinking jurisdictions in the past decade and implementation is now spreading rapidly in federal courtrooms.

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<sup>19</sup> Comparisons of the six counties in Illinois that are similar to Champaign is available in Appendix II.

## Judges and the Community

A new courthouse was built in 2002. Stimulated by an incident in 1997, courthouse security measures were a major program and design priority when the courthouse was built and continues to operate in a manner more typical of larger urban jurisdictions with more serious threats to court security. This design may have had an unintended consequence. Several of the attorneys interviewed felt there has been significantly decreased interaction with the local judiciary due to the locked security corridors for judges and closed courtrooms. Many of the civilians interviewed had similar, although not harsh, opinions of public access to the courthouse. Previously open courtrooms are now largely closed off, and attorneys and judges rarely mix except at social events. At least some attorneys view this isolation of the judiciary as an unhealthy development in the local courtroom culture. A substantial number of casual interviews of citizens coming and going from the courthouse voiced parallel opinions about the “distance” from the man on the street.

## Sentencing

The perception of attorneys who practice in multiple jurisdictions is that sentencing for lesser offenses is much harsher in Champaign County than in other jurisdictions both in the Sixth Circuit and other parts of the state.<sup>20</sup> While it is not in the scope of this study to review sentencing, which is a highly discretionary aspect of the judicial function, ILPP presents this summary comparison as a point of reference. This is especially true with regard to cases involving driving under the influence. Variation among jurisdictions occurs because of variation in local attitudes toward various crimes, but it is unusual to see sharp differences in adjacent counties, although there are few objective standards by which to judge sentencing standards.

One local attorney described a case involving a teenager stopped for weaving who tested at twice the legal limit and received 10 days in jail; in addition to the huge costs of fines, defense, and insurance, she won't drive again until she is 22: “This is much higher than in neighboring counties. But if you went to the Lincoln Mall and asked the public, they would have said she should get six months!” Of course, that is true only if it was not their 16-year old child. Sentencing is always an “art” as much as a “science” of deterrence, and as such, there is both little data on the impact of relatively harsh sentencing and of the adverse impacts on the community, the system, or other priorities. While the above 10-day sentence, presented as a single illustration only, was not costly to the County jail, the pattern is likely costly to the system as a whole.

## 10.2 Court Staffing

While an analysis of the staffing of the court and its administration was not a significant part of this study, repeated observations by multiple team members and various interviews suggested that the court should re-examine its staffing ratios in three areas: bailiffs, courthouse entry screening, and court administration.

## 10.3 The Public Defender

The Public Defender in Champaign County is presently subject to the administrative authority of the Presiding Judge. This organizational and political location within the justice system is somewhat unique, but nonetheless it is viewed without askance as an integral part of the court's budgetary and administrative responsibility. Compared to other counties nationally, the Court “rules” the system quite vividly.

<sup>20</sup> Comparisons of the six counties in Illinois that are similar to Champaign is available in the Appendix II.

This view of the normal structure is so deeply entrenched in Champaign County that when ILPP first requested an interview of the Public Defender for the system assessment, the request was initially refused, more for reasons of local disagreements about the study at the outset than anything else. After discussions regarding the broader perspective of the adversarial structure of a court system, with a prosecution, defense, and neutral judiciary, ILPP was quickly and graciously granted permission to interview, collect data, and study the “other side” of the prosecution function within the courts. Still, it must be observed that the courts do not administer or even manage the prosecution, but are two levels over the public defense; this has implications for other aspects of the justice system that bear rethinking.

Under the present system, the Public Defender is subject to budget cuts, even though the amounts of money involved are relatively small. The State’s Attorney has also been subject to budget cuts, but presumably has a greater capability to resist them and reallocate funds. Overall, the public defenders suffer from lack of an investigator and mobile computer capability to take notes or make recordings, limited computer and JANO access, and no paralegals. Attorneys must do everything themselves, which is not a wise use of time of a more expensive and likely less clerically adept employee. This pattern of occupying a secondary stature organizationally is quite the exception.

## 10.4 Findings

### **1. The daily arraignment or bond hearing procedure in Champaign County has been remarkably effective in promptly reviewing cases and reducing jail bed demand.**

Seven day a week criminal hearings’ are quite rare in American jurisprudence, but are a salutary boon to the criminal justice process. The County is to be complimented for effectively instituting this process, along with the resultant effect on jailhouse populations and speedier handling of cases.

### **2. The time required to process cases in Champaign courts is exemplary.**

While ILPP did not formally study the duration of criminal processes, by all accounts, cases move along expeditiously through the judicial system. This finding is consistent with the jail population information available.

### **3. The method of selecting judges may contribute to isolation of the judiciary from the mainstream of the county; it may be one of several factors that are perceived to contribute to wide disparities in incarceration of African-Americans in Champaign County.**

The method of selecting judges in Champaign County is dictated by state law, and therefore, is presumably the same as in other counties in the state. But the demographic makeup of the court is more reflective of Champaign County in the 1950s than it is of the more diverse population in present-day Champaign. This is hardly surprising: any group of people that selects its own membership and successors will inevitably favor those who look and think like themselves. Over time, this can lead to group demographics (the local judiciary) that have become quite different from those of the broader community, which is subject to larger economic, political, and cultural forces that shape it. In a modern democracy, this is likely to gradually lead to a gap in understanding between the courts and some members of the public it serves.

### **4. The Public Defender is overly dependent on the court for its funding as well as its budget and administrative priorities.**

## 10.5 Recommendations

**1. The Presiding Judge should issue an administrative order establishing an advisory committee** that represents the diversity of the community's population to assist the judges in selecting replacement judges, in addition to managing items like jury policy and related court functions that bear on public access.

**2. The Court should undertake efforts to open the courthouse and judiciary** to greater and more positive interaction with the public it serves. This can be accomplished through more training for court security officers, more visitor friendly entrance proceedings (parking, camera and recorder rules), and more outreach about the inner workings and policies of the court. The current Presiding Judge has already moved strongly in this direction.

**3. The organizational structure should be changed** so the Public Defender reports directly to the Presiding Judge rather than through the Court Administrator.

The County's immediate three branches -- courts, prosecution, and defense -- can be better managed administratively if Public Defender moved from reporting through the Court Administrator to reporting directly to the County. This action confers a more remote and neutral budgeting perspective on the justice system. This would be an important change in the posture of the defense function for indigents and more closely mirror the private defense function.

The Presiding Judge has the authority to hire and fire, so this would be a modification or sharing of that chain of command. Of course, the Courts will always retain control and preside over the case and the lawyers representing each side. However, by adding a more distant and disinterested party, the County Administrator, the sides may find a more balanced and long-term perspective in budgeting.

## Reentry



Programs, services, and related resources working to restore and return offenders -- whether incarcerated or released -- to the community as responsible citizens must be enhanced and strengthened with a comprehensive aim to reduce recidivism. As the Champaign County Justice Task Force (CCJTF) points out in their 2013 Recommendations, establishing a re-entry program is a crucial step in reducing recidivism, particularly for the 44.8% of offenders on parole in the County who are rearrested and incarcerated in the County Jail within three years of release from state prison<sup>21</sup>. Their report confirms that newly-released offenders are inadequately prepared for their return to the community, where the only resource established to assist them is an overworked parole agent who lacks the time and training necessary to connect offenders with supportive services to aid in successful reentry. The Task Force explains limitations in current facilities and programs available to parolees within the County. The report calls for the creation of a reentry program for Champaign County that will enhance public safety, promote rehabilitation, and potentially reduce racial disparity in the criminal justice system<sup>22</sup>.

The benefits of reentry extend to all actors involved in the criminal justice system. A reentry program is essential to an efficient public safety plan where high jail populations and very high incarceration costs are accompanied by high rates of recidivism and additional costs. Reentry programs have been proven to reduce recidivism and, in turn, to significantly reduce jail crowding, as well as related court and law enforcement costs. Reentry programs have proven to be effective behavior-changing mechanisms and, thus, benefit society by greatly enhancing public safety, preserving families, and strengthening social networks and support systems.

The County must dedicate PSST funds to the reentry effort. Reentry for adults is key to crime prevention among youths, as preventing recidivism for a parent allows a child to grow up in an intact family. Reentry is strongly linked with the proposed Day Reporting Center facility that will allow a community-based center for monitoring, treatment, and services. Minor offenders will be sanctioned and monitored in the community, while receiving needed services, paying taxes, and potentially raising their children. The County cannot depend initially on grant funding because of a long funding cycle and a bias toward established and proven programs. Without financial commitment and buy-in from the County, the reentry program will almost certainly fail.

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<sup>21</sup> Recommendations p. 13, citing IDOC.

<sup>22</sup> A chart comparing recommendations from the Champaign County Justice Task force and those from ILPP's Draft Report is contained in Appendix V.

## 11.1 The First Step Reentry Program

The proposed Champaign County First Step Reentry Program will provide Intensive Case Management to better prepare offenders for release and provide a coordinated discharge planning process. The objective is to help rehabilitate inmates with identified treatment needs while providing public safety through enhanced community supervision.

A First Step Reentry Plan for Champaign County works through collaborative efforts between criminal justice and social services agencies and various community-based organizations. These groups have common goals of: expanding jail and community offender rehabilitative services, establishing a system of housing and employment for offenders, and creating new and expanding existing diversion practices. As the Task Force promotes in its recommendations, the proposed reentry program should be founded through a partnership between Champaign County, the IDOC, and a number of service providers in the community.

Only a systematic expansion of current efforts will produce the volume of coverage appropriate to achieving the public safety and efficiency values that Champaign seeks. Therefore, a system of expansion and coordination has been designed to create an overarching Jail Reentry Plan that will eventually touch every offender entering the justice system. This systemic approach is commensurate with Champaign's public safety and community values.

The Justice Task Force calls for a first-stop landing point for parolees, developed and eventually led by a program coordinator with the support of the Criminal Justice Executive Council (CJEC)<sup>23</sup>. CJEC should fund this position, and the program should coordinate with the IDOC and employ peer mentors to lower the recidivism rate for state parolees. The steps in the following plan to support inmates in their return to the community following incarceration are in tune with the Task Force's sound recommendations for an expanded and reinforced County reentry program.

### **Enlightened Intensive Case Management and Reentry Planning**

The Champaign Plan for Offender Integration and the processes by which inmates will flow through the newly strengthened system incorporates elements of the National Institute of Correction's Principles of Effective Intervention for Reducing Recidivism:

- Assessing inmate risks and needs
- Enhancing inmate motivation
- Providing intelligent referral to proper services and providers
- Addressing cognitive behavioral functioning
- Working with "Natural Supports," including families and faith-based groups
- Giving positive reinforcement
- Providing ongoing support
- Creating measurable outcomes
- Building in quality assurance

The Plan establishes a reentry system that manages and accounts for offenders' strengths and needs and provides tailored intensive case management with a coordinated discharge planning process.

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<sup>23</sup> Page 14 of Task Force Recommendations

## Tracks

The Strategic Plan identifies the tracks by which offenders are moved into the new system. These tracks are:

- Pretrial
- Probation
- General Offenders / General Sentenced
- Specialized Courts

These tracks are important because they identify the junctures at which the Plan will be implemented. All tracks have access to a large number of inmates. Each track overseer will do risk assessment, case management, and discharge planning for each offender moving through their track. This “cut them off at the pass” approach ensures that all inmates in the system will get the expected assessment and services they require for reentry.

## Risks, Strengths, and Needs Assessments

Risks, strengths, and needs assessments are at the heart of enlightened intensive case management leading to discharge planning, and they are the hallmark of this newly strengthened reentry system.

Each offender entering the system will undergo a risk assessment. This will determine the level of danger the individual poses to society and to those in custody around them, as well as the individual’s treatment-related risks, such as drug abuse or anger management needs. Thus, the risk assessment will also dictate the kinds of programs for which individuals are eligible. In accordance with Department of Corrections specifications, there are five applicable risk levels including: low, moderate, high drug, high property, and high violent.

Offenders will also participate in a strengths and needs assessment. Intensive Service Coordinators (ISCs) will then be able to use this assessment as a tool in program placement and individual case management.

Developing a triage matrix with associated service programs within each service category will help the County determine “who gets what,” based on offenders’ needs as well as local issues (e.g., resource availability, timelines, and case-mix).

- Education and Skills Training
- Family Planning and Parenting
- Mental Health Services
- Employment Services
- Community Health Center
- Substance Abuse Treatment Services
- HIV/STD Testing and Counseling

The analyses from an offenders’ needs assessments will point out mental health and substance abuse problems, as well as educational and vocational deficiencies.

## Intensive Case Management

These assessments will help ISCs refer eligible offenders to relevant services and begin planning for release and reentry with the appropriate level of supervision.

Essential elements of intensive case management include:

- A service program(s) needs assessment
- Individualized service plans
- Provision of services
- Transition planning
- Links to community services

Program placement will be determined by ISCs through the Triage Matrix. The Triage Matrix will be developed with specific guidelines for program eligibility. In establishing the eligibility criteria, the Triage Matrix will take into account the offender's risk level, needs, sentence length, and resource availability. Based on Triage Matrix, ISCs will direct offenders to applicable programs both inside and outside of the Jail.

ISCs will also work with the offender to create a Service and Discharge Plan. This plan, based on the above assessments, will direct the offenders' in- and out-of-jail rehabilitation. It will take advantage of the offender's strengths and, simultaneously, address deficiencies by referring the offender to relevant programs. These programs can include substance abuse, family and parenting skills, vocational skills, and mental health counseling. Offenders will be required to sign off on their individual plans for Courts, Probation, and other agencies and programs involved with reentry.

In creating Offender Service and Discharge Plans, Intensive Service Coordinators (ISCs) will also focus on natural support systems in the community. This focus will establish a social support structure for the offender even before release, which will greatly assist in the transition process. Family reunification will be considered first, and ISCs work with both the offender and their family to rebuild family ties before release. Families will be actively engaged in the discharge planning process.

ISCs will also coordinate their efforts with Champaign Probation and Court Services, and with probation officers, who will be at the center of the newly reformulated reentry system. In the scheduled follow-up, which will occur one year post-release, the ISC coordinates closely with the probation officer.

## 11.2 Role of Probation: Supervision Strategies to Enhance Reentry Outcomes

Probation agencies can implement reentry strategies, but they cannot fully succeed at transforming reentry in isolation. Full transformation requires commitment from a consortium of stakeholders — the jail, parole, probation & court services, law enforcement, and other nontraditional partners such as health and human service providers, housing authorities, workforce development boards, faith-based organizations, and formerly incarcerated people. These entities have already begun to address reentry as part of their work in the community. Supervision is only part of the solution, but it is an essential element given Probation and Parole's mandate to manage offenders released from the Jail. Given its unique position and mandate, Probation will play a leadership role in the success of reentry. The following principles are key:

- Define success as recidivism reduction in measureable terms
- Tailor conditions of supervision
- Focus resources on moderate- and high-risk parolees
- Implement earned discharge
- Implement place-based supervision

- Engage partners to expand intervention capacities
- Front-load supervision resources

Research clearly identifies the first days, weeks, and months after release from jail as a particularly high-risk period. Early involvement by Probation staff can contribute to reentry success by helping the probationer understand the conditions of release and the expectations of the probation agency once release occurs.

Probation, with the support of the ISC, should provide a “bridge” of interventions and case management strategies targeting individuals at the appropriate level of risk and need.

By planning to collaborate with other stakeholders at the policy and case management levels. Probation can redesign and implement more effective approaches to supervision. These approaches will support successful completion of probation supervision and improve reentry outcomes.

Coordination will be especially important in the first few days and weeks after release; the most successful models involve community partners before release. Towards these ends, Probation Officers will be working with reentry clients to:

- Assess criminogenic risk and need factors
- Develop and implement supervision case plans that balance surveillance and treatment
- Involve clients to enhance their engagement in assessment, case planning, and supervision
- Engage informal social controls to facilitate community reintegration
- Incorporate incentives and rewards into the supervision process
- Employ graduated, problem-solving responses to violations of conditions in a swift and certain manner

As with other behavioral management approaches to supervision, the purpose of responding to violations should be to confront behavior in a way that changes that behavior without necessarily requiring a costly return to Jail, which in turn disrupts the reentry and reintegration process.

To be sure, high-risk offenders who present a real threat to the community may be returned to jail when they commit a serious violation or a new crime. However, there are many offenders whose minor violations may be better met with swift and certain interventions that are proportional to the seriousness of the violation and that address the reasons that the violation occurred. For example, if a violation involves substance abuse, an appropriate, community-based reentry intervention may be increased drug testing or drug treatment.

Responding to violations by reentry clients with a continuum of available sanctions and rewards—from low-intensity, community-based options to highly secure residential and institutional options—can be more effective in preventing relapse and future offending, and less expensive than revocation of parole and reincarceration.

### 11.3 Discharge and Community Transition

Inmates will be engaged in discharge planning throughout their incarceration, although reentry orientation prior to release is most important. Representatives from Probation will lead this phase, and social service organizations will orient the inmates approximately 30 days before release, connecting them with programs available in the community. As the Task Force recommends, a program coordinator should also begin work with the IDOC to make contact with those offenders in state prison who will be released to Champaign County at least 30 days prior to release.

Probation Officers and program coordinators, working closely with parole agents, will review with the inmates all court requirements and rules, and describe the incentives for compliance and the consequences for non-compliance with the treatment plan and regulations. This information about the terms of their supervision will help offenders transition into the probation and parole systems and avoid recidivism due to failure to report, to participate in required programs, or to abide by court-ordered restrictions.

For those offenders being released on parole into Champaign County, the Task Force recommends that a reentry staff person lay the groundwork for a life plan in a visit prior to release. This plan would then be finalized upon arrival at the First Stop facility with the assistance of formerly incarcerated people functioning as peer mentors<sup>24</sup>. The role of peer mentors will be to assist in the development of each offender's life plan, building on the individual's strengths and promoting involvement of family and community support groups<sup>25</sup>. For state parolees who are released into Champaign, the County should establish whether any state funding is available to support local intervention and provide services tied to reimbursement.

Discharge planning will generally include introduction to relevant, available, and geographically appropriate resources the offender will need to reenter society. In addition, the assigned Intensive Service Coordinators will ensure that the soon-to-be-released inmates have identified tangible resources necessary to optimize successful reentry, such as:

- Identification (driver's license, social security card)
- Clothing
- Housing or housing advice
- Educational and employment resources
- Attention to medical needs, including where and how to obtain prescription medications
- Transportation or bus fare and instructions
- Written instructions and referrals to relevant programs

## 11.4 Recommendations

1. **Champaign County should establish a Reentry Council comprised of a Board-appointed group that represents a cross-section of justice system leaders and prominent community stakeholders.** This group should first meet monthly, then quarterly once established and supported by subcommittees, to address obstacles to reentry.

This Council is called the Jail Collaborative in Allegheny County (Pittsburgh), PA. The Jail Collaborative has been most effective at dealing with chronic offenders and public health issues, in an offenders' transition from jail into the community. Reentry staff, the Sheriff, county and justice system leaders, treatment providers, family services, and community leaders work together to explore options, share information, and define policies to facilitate successful reentry. Other counties that have successfully implemented such a plan have sought applications and appointed the formerly incarcerated to serve as Reentry Council members.

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<sup>24</sup> P. 14 of the Task Force recommendations

<sup>25</sup> P. 15 of the Task Force Recommendations

2. **Reentry staff should focus on conceptualizing, researching, designing, and writing grants for reentry.** Once the Reentry Council is formed, grants should be a standing subcommittee that reports to the Council. Additionally, the County should commit \$50,000 to hiring a full-time staff person to conceptualize, research, design, and submit grants applications to seeks state funding to provide programs and services for state releases.



## Behavioral and Mental Health

Substance-abusing, mentally ill, and sometimes physically ill offenders occupy a disproportionate number of jail beds. In 2006, the US Department of Justice reported that 64% of jail inmates, or 479,900 nationwide, have a mental health history. One-quarter of mentally ill state and jail inmates have been incarcerated at least three times before. Mental health crisis calls to police have increased an average of 37.5% over the last four years.

In 2005, the Treatment Advocacy Center determined that a “seriously mentally ill person” in Illinois was almost three times more likely to be incarcerated than hospitalized. Chicago’s Cook County Jail houses more persons with mental illnesses (1200) than any single public or private psychiatric hospital in the state. Cook County entered into a Consent Decree in 2010 with the U.S. Department of Justice to improve their mental health services. A pilot program for persons leaving the Cook County jail (operated by Thresholds) reduced recidivism by more than 65%.

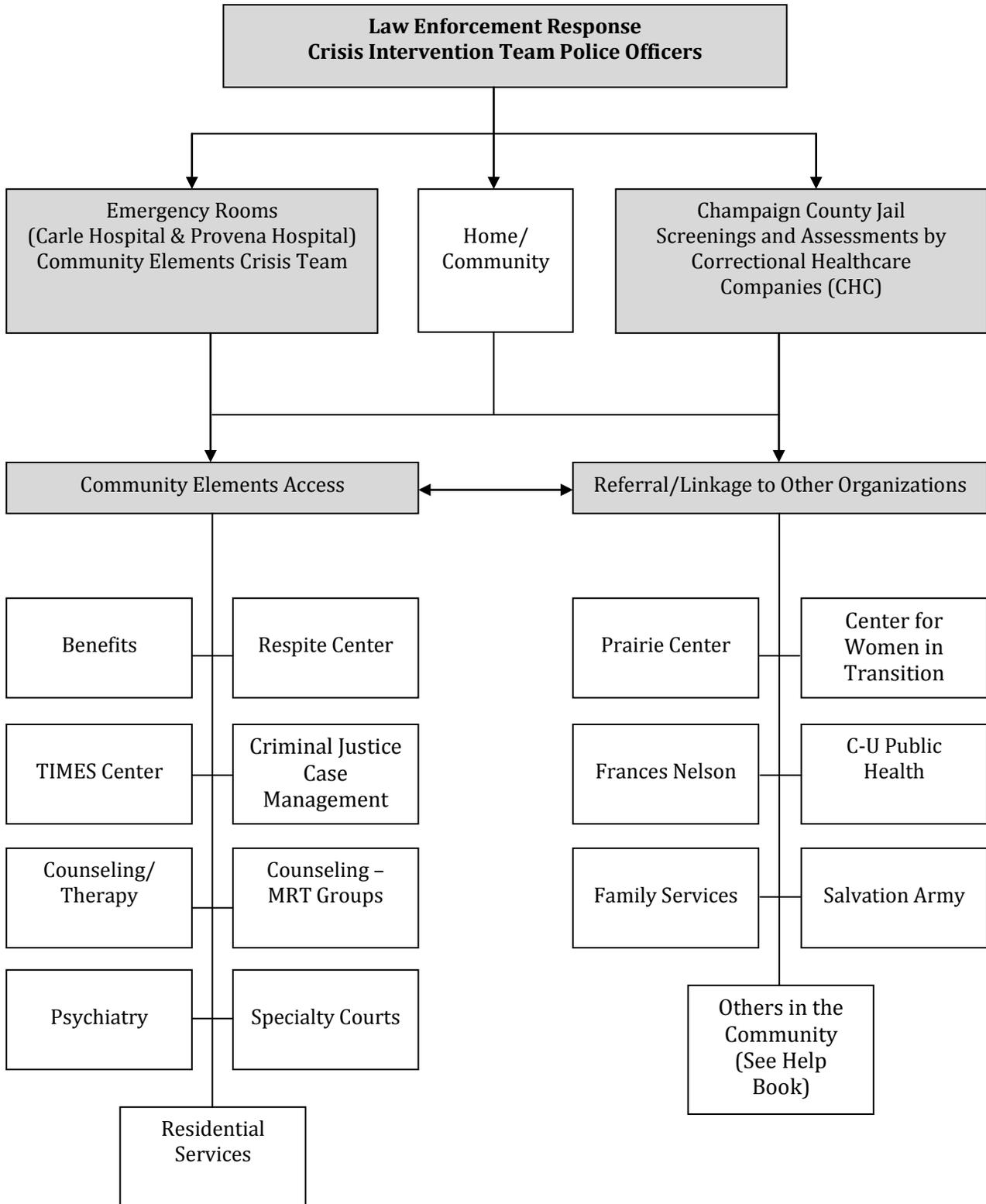
In McLean County, Justice Committee members agreed with Sheriff Mike Emery that the issue of housing mentally ill detainees is a priority in light of problems outlined in a recent report by an NIC consultant. The NIC offered to help design a potential expansion of the jail, as well as provide mental health training staff.

Though the mentally ill fall susceptible to a revolving door of streets, arrest, incarceration, and hospitalization, research suggests these that outcomes can be improved through the accurate screening and assessment of individuals’ risk to public safety and their clinical needs, and then matching these results to appropriate accountability and treatment measures.

### 12.1 Mentally Ill Offenders in Champaign County

The Champaign Sheriff’s Office estimates that of the arrested individuals in 2012 (5,412), well over 50% had mental health and/or substance abuse problems. The following flow chart depicts the justice process and current system in Champaign County, for the mentally ill and the justice process.

**HANDLING MENTALLY ILL OFFENDERS THROUGH  
CHAMPAIGN COUNTY'S CRIMINAL JUSTICE SYSTEM**

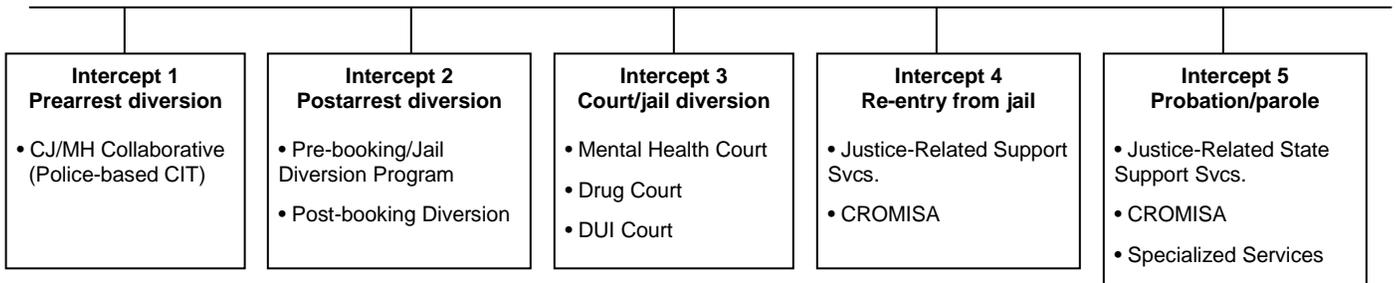


**Diversion From Jail**

Channeling appropriate offenders into various forms of mental health treatment instead of incarceration is especially important. Providing meaningful and effective alternative programs and support services is critical because it is less costly and more effective at addressing mental illness.

Community-based diversion programs, such as Crisis Intervention Teams (CIT) and wraparound programs, are showing good results in directing people with mental illness into services, before and in lieu of jail.

**Champaign County: Diversion at the 5 Intercepts**



CIT= Crisis Intervention Team

CJ/MH= Criminal Justice/Mental Health Collaboration, U.S. Dept. of Justice

CROMISA= Community Reintegration of Offenders with Mental Illness and Substance Abuse Disorder program

**CIT Police Training**

Contact with the mentally ill offender begins at arrest. Crisis Intervention Teams (CITs) of law enforcement officers have undergone training to identify mental illness, de-escalate, and refer those individuals to treatment. In Champaign County’s Sheriff’s office, 25% are CIT trained and similar proportions have this training in other departments. CIT is considered best-practice. Increased CIT training is a critical step if Champaign County hopes to reduce the number of mentally ill offenders in its justice system and ensure that those individuals are being referred to proper treatment in the community.

**Police Department Responses on CIT Training and Mental Health**

Department	Number of Officers	Percent of Officers CIT Trained	Number of Arrests in 2012	Percentage of Arrested Individuals with Mental Illness
Champaign County Sheriff’s Office	54	25%	1,107	>50% with mental health and/or substance abuse problems
Champaign Police Department	117	24%	9,395*	>1% mental health transports
Urbana Police Department	54	25%	5412*	1%
University of	65	34%	294 incarcerated	

Illinois Police Department			in Champaign	
Rantoul Police Department	32	19%	952	
Illinois State Police in Champaign	54	3.7%	516	

\*Number shows subjects arrested, some of whom were arrested on multiple occasions. Percentage of arrested individuals with mental illness may be either a calculated number or a department estimate. The University of Illinois Police Department was unable to provide information in the last column and the Rantoul Police Department and Illinois State Police do not capture that data.

The departments should each continue to work toward training many more of their law enforcement officers, as the Urbana Police Department has done in setting a goal of raising the percentage of CIT trained officers on staff from 25 to 50%. The Sheriff’s Office also aims at 50%. Community Elements, with the support of the Sheriff’s Office, has obtained funding from the State of Illinois DHS for two FTE Crisis Workers. The Champaign Police Department has taken great strides in the past year to develop training, policies and procedures as well.

Some departments are not fully aware of the mental health status of their arrestees. This represents a flaw in department protocol for collecting and recording this critical information.

**Detoxification for Offenders with Substance Use Disorders**

As noted by the Champaign County Criminal Justice Task Force in their June 21, 2013 report, 50% of inmates in the County jail need substance abuse or mental health care, a low figure compared to the national statistics<sup>26</sup>. The Task Force recommended that a detoxification unit be made available in the community, a service to which police could divert offenders at arrest. The County previously had such a unit directed by Prairie Center Health Systems, but it was eliminated by state funding cuts, leaving no publicly funded detoxification services available within 80 miles of Champaign-Urbana<sup>27</sup>. Such a unit should collaborate with criminal justice and other community service providers, including Prairie Center Health Systems, which is in collaborative discussions with local Hospitals and the State of Illinois Division of Alcoholism and Substance Abuse<sup>28</sup>.

**Specialty Courts: Drug and Mental Health**

Many mentally ill offenders also have substance abuse disorders (“dual diagnosis”). Drug Court services include behavioral assessments of participants and possible treatment options. Adults are referred through the Drug Court Team, with Judge Jeffrey B. Ford, a state’s attorney and public defender, probation, Prairie Center Health Systems, TASC (Treatment Alternatives for Safer Communities) and Community Elements. The Court admits offenders with non-violent felony convictions and substance abuse problems selected by TASC.

The Task Force found that 66% of Drug Court clients avoided recidivism over five years. The Drug Court program should be sustained in Champaign County with the continuation of contracts with the Drug Court Coordinator and the Deputy Sheriff to the Drug Court Team<sup>29</sup>.

<sup>26</sup> Task Force Recommendations p. 40; Federal Bureau of Prisons 2000; Mumola 1999.

<sup>27</sup> Task Force Recommendations p. 41.

<sup>28</sup> Task Force Recommendations p. 42.

<sup>29</sup> Task Force Recommendations p. 42-46.

From January 2011 to May 2013, a Mental Health Court provided integrated treatment and oversight for offenders with a clinical diagnosis of a major mental illness and identifiable substance abuse problems. This Court handled high need cases, but not necessarily high risk offenders. Many of them were released on the condition that they attend the Substance Abuse Center. The Mental Health Court was discontinued in May of this year due to a philosophical difference between Judge Ford and State's Attorney Reitz, but the basic services continues without major apparent impact from the closure.

### **Mental Health Crisis Center**

One of the Task Force's main recommendations for jail diversion was a community-based mental health crisis center requiring collaboration between service providers and government agencies, such as the County, cities, Mental Health Board, and Public Health Departments<sup>30</sup>. The Task Force recommended that the County approach the cities and university police, the Mental Health Board and local Boards of Health to jointly fund a program of crisis intervention case managers assigned to manage cases diverted from the jail to alternative mental health programming<sup>31</sup>.

The Task Force further called for the County to commit to the development of and secure funding for a Community-Based Mental Health Crisis Center or Unit, including the employment of a program coordinator/supervisor. ILPP also supports this unit, which would serve as a secure treatment location to which mentally ill offenders could be diverted away from the jail, possibly with the cooperation of one of the local hospitals or behavioral health care providers<sup>32</sup>. To this end, the Sheriff's Office has already begun working to open a Community Resource Center (CRC), which will house the two FTE Crisis Workers noted in the CIT Police Training section above.

### **Addressing Mental Illness in the Jail**

Jail mental health services are contracted to Correctional Healthcare Companies, a private mental health services company based in Peoria, Illinois with an active caseload exceeding 50% of the inmate population. Mental health program services are proactive (3,548 inmates, 2,240 follow ups in seven months) and the program has the support of security and administration staff.

Outsourcing mental health services in the jail replaced a contract with the Mental Health Center of Champaign, a nonprofit organization that provided a "Crisis Team" to deliver training to jail staff and counseling services to all entering inmates showing signs of mental illness. The Team also provided an on-call counselor to assist police in the field. Following three suicides in 2004, Health Professionals Ltd. replaced the Mental Health Center.

In contracting with private providers, accountability is critical for both data integration and compliance. To ensure accountable services, the County should engage an independent expert to monitor contract compliance and patient outcomes. The focus should be a system that tracks offenders with mental illness throughout the justice system and in the community and avoids isolating the jail from local community services and networks of data sharing. The County has already made significant progress in this area since ILPP's draft report by joining an online database aimed at increasing data integration for mental health in Illinois jails and hiring employees of local providers to work in the jail to address linkages and

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<sup>30</sup> Task Force Recommendations p. 37.

<sup>31</sup> Task Force Recommendations p. 39

<sup>32</sup> Task Force Recommendations p. 40

“Frequent Fliers”<sup>33</sup>. This progress is outlined in more detail below in the “Referral and Linkage” section of Reentry of Mentally Ill Offenders in the Community.

### **Funding Treatment of Incarcerated Patients**

Behavioral health care for inmates is extremely costly, but recent federal legislation has made Medicaid funding available for services rendered to inmates outside of correctional facilities. In 1997, the U.S. Department of Health and Human Services approved reimbursement for services to inmates treated for at least 24 hours outside of state or local correctional facilities. For a number of reasons, many states, including Illinois, did not take advantage of this ruling to diminish the high costs of healthcare for local government agencies. However, according to their web page, the State of Illinois does intend to advance new Affordable Care Act reforms within the state<sup>34</sup>.

While criteria for Medicaid eligibility previously limited this coverage to a narrow population, changes brought on by Affordable Care Act will extend Medicaid funding to cover all poor adults, i.e., most inmates. Effective in January 2014, this expansion will allow local agency reimbursement for 100% of health care services to inmates who are transported to clinics and hospitals, including offenders on probation, parole, or house arrest. The County is positioned to take advantage of these reimbursements to garner enormous cost savings. The Sheriff’s Office will need to work with Medicaid and local social services to create systematic collaboration and ensure that eligible inmates are enrolled and treated<sup>35</sup>.

The Affordable Care Act also gives state Medicaid programs the option to create “health homes for enrollees with chronic conditions,” offering Champaign further options for newly Medicaid-eligible offenders. Health homes are a team approach to conditions, including mental health and substance abuse disorders, in which a centralized provider coordinates a patient’s health care to ensure accessibility and continuation of comprehensive quality care. The County should take full advantage of the opportunity to the extent possible in Illinois, to receive funding for health homes and referrals of enrollees to community and social support services.

## **12.2 Reentry of Mentally Ill Offenders in the Community**

### **Community Elements**

Community Elements is the County’s main provider of prevention, intervention, and treatment services to eligible individuals residing in Champaign County. These services are funded by many sources, including the State of Illinois and the Champaign County Mental Health Board, and have or will be subject to funding cuts and subsequent capacity issues due to the State’s financial environment. The Community Elements Executive Director explains that because of reductions in funding, “we are currently experiencing lack of access to adult psychiatry appointments with over 200 individuals on the wait list for this service.”

<sup>33</sup> <http://www.ucimc.org/content/how-privatization-destroyed-award-winning-suicide-prevention-program-champaign-county-jail>

<sup>34</sup> <http://www2.illinois.gov/gov/healthcarereform/Pages/TheAffordableCareAct.aspx>

<sup>35</sup> <http://www.usatoday.com/story/news/nation/2013/06/25/stateline-medicaid-prisoners/2455201/>

## Referral and Linkage to Other Organizations

ILPP sent out a questionnaire to a list of behavioral and mental health programs for incarcerated and released offenders to measure successes and locate gaps in any interagency cohesion and collaboration. The list of relevant programs was supplied to us by Nancy Griffin and Captain Allen Jones. While several attempts were made to reach out to staff over two months, only half of the programs responded to the questionnaire, which can be found in Appendix VI to this report.

The results confirmed that there is little collaboration in Champaign County between the various public and private agencies that provide mental health services to offenders. Responding agencies had no way of tracking offender movement across services and did not use any uniform measure of individual success rates. This means that many offenders are “slipping through the cracks” between what should be a continuum of care between the community, the jail, and reentry services.

To remedy this lack of collaboration, the Sheriff’s Office signed a memorandum of understanding (MOU) with the State Department of Human Services and Community Elements to join Jail Data Link, a project designed to assist in identification and case management of mentally ill individuals. Data Link provides an online database containing information on individuals from the Division of Mental Health and Community Elements. The MOU aims to reduce recidivism among mentally ill detainees and provide continuity of care.

The Sheriff’s Office also signed an MOU with Community Elements for jail staff to address linkages and “Frequent Fliers”, with future expansion to address Affordable Care Act enrollment. The County is funding these two employees through a grant from the Champaign County Mental Health Board.

The Sheriff’s Office is also working toward signing an MOU with Prairie Health Substance Abuse for jail staff, funded by the Champaign County Mental Health Board, to provide linkages and/or referrals for substance abuse treatment.

These developments demonstrate the Sheriff’s commitment to improving data integration and continuum of care across the system. Efforts in this direction should continue to be priority for justice system officials, the County Mental Health Board and local service providers.



## Women in the Justice System

Women represent the fastest growing segment of incarcerated people in the US. The number of women incarcerated in the United States since 1990 has jumped 92 percent and shows no sign of receding. In fact, according to a recent study at the Northeastern College of Criminal Justice, prison rates for women are increasing faster than for men.<sup>36</sup> Many jurisdictions construct and operate custodial facilities and develop programming based on the risks and needs of male inmates, ignoring the uniquely different requirements of women. Gender responsive risk and needs assessment tools, facilities and programs require reengineering to accommodate the complex communicable diseases, reproductive health, and substance abuse and mental health issues that are present among incarcerated women.

Research shows that women are less likely to have committed violent offenses whereas men commit nearly twice the violent crimes that women do<sup>37</sup>. Women are also more likely to have been convicted of crimes involving alcohol, other drugs, or property. Female offenders have been found to play “no substantial role in drug trafficking” as most of their drug convictions relate to using drugs<sup>38</sup>. Many of their property crimes are economically driven, often motivated by poverty and/or the abuse of alcohol and other drugs. In a study of California inmates, 71.9% of women had been convicted on a drug or property charge, versus 49.7% of men.

### WOMEN OFFENDERS IN CHAMPAIGN COUNTY

Currently, Champaign County’s tracking sample reveals that nearly a quarter of the offenders who move through the jail are female where at any point in time, the jail consists of 11% females. The rapid release of female offenders suggests that they do not pose the type of public safety risk that requires a custodial sanction. They are placed in a facility where they are unable to meet their needs, and monitored at an unnecessary security level. As described in the Facilities section of this report, the Downtown Jail is extremely poorly maintained and does not allow for adequate delivery of medical and mental health care.

Female inmates in Champaign County do not have access to gender responsive programming. The needs of female inmates are distinct from the predominately male population:

1. **Medical needs**, e.g., reproductive health, high affliction of autoimmune and chronic diseases relative to men, requirements for special medical and social services while incarcerated
2. **Mental health issues**, e.g., history of physical and sexual abuse, higher rates of depression
3. **Social needs**, e.g., children and family relationships, stress related to family concerns

<sup>36</sup> <http://www.gainesvilletimes.com/section/21/article/81344/>

<sup>37</sup> Bloom, B., ChesneyLind, M., & Owen, B. (1994). Women in California prisons: Hidden victims of the war on drugs. San Francisco, CA: Center on Juvenile and Criminal Justice.

<sup>38</sup> Phillips, S. & Harm, N. (1998). Women prisoners: A contextual framework. In J. Harden & M. Hill (Eds.), *Breaking the rules: Women in prison and feminist therapy* (pp. 119). New York: Haworth Press.

## 13.1 The Unique Needs of Women Offenders

Research over the past several decades very clearly differentiates between male and female offenders; how they act in jail, how they respond to treatment, and what makes them change criminal behavior. Researchers have long acknowledged that women develop and grow from connections, not separation<sup>39</sup>. Women thrive in a context of attachment and affiliation with others. Addressing specific needs of women through gender responsive programs provides a foundation to assist jail administrators in better managing women offenders, allocate resources more cost effectively, and establish policies and procedures that can have a more significant impact on costly recidivism.

### **Balance Risk and Needs**

In Champaign County, the vast majority of women commit minor offenses. They are not dangerous, nor feared by the public. This permits them to be programmed in minimum security and/or community-based sanctions and services options. A properly implemented justice system response would have fewer women in custody for shorter periods of time, and few in pretrial status. Problems related to parenting, childcare, and self-conception issues are important needs of women offenders.

### **Substance Abuse Treatment and Mental Health Programs**

Incarcerated women experience a higher rate of substance and mental health issues. Quality gender appropriate programs should be designed for a relatively short window of opportunity available during the period of incarceration. Wrap around services that will transition and connect women to community based after care needs to be further developed so there is follow up and continuity following release from custody.

A wide range of gender responsive treatment and services should be developed to maximize outcomes in a cost effective, safe, and humane manner. Examples of programs that support women's needs include parenting, domestic violence, life skills (mentoring/support group) and women's health education (basic sex education and HIV prevention). These need to be made available to women in both custodial and noncustodial settings for successful integration shortly after and beyond release.

### **Extended Visitation**

More than two thirds of incarcerated women have minor children and often suffer from anxiety and depression related to separation and fear of loss of custody. Over half (54%) of the children of incarcerated mothers never visit their mothers during the period of incarceration<sup>40</sup> due to: the pervasive attitude that women do not deserve to see their children, barriers to visitation such as the isolated locations of women's prisons, lack of transportation, and a lack of understanding the importance of ongoing contact with the parent to maintain ties and reunify when released.

The impact of female incarceration is different from males and has more devastating effects on children. When a father goes to prison, the mother continues or assumes the role of primary caretaker 90% of the

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<sup>39</sup> Covington, S. (1998). The relational theory of women's psychological development: Implications for the criminal justice system. In R. Zaplin (Ed.) *Female crime and delinquency: Critical perspectives and effective interventions*. Gaithersburg, MD: Aspen Publishers.

<sup>40</sup> Bloom, B. & Steinhart, D. (1993). *Why punish the children? A reappraisal of the children of incarcerated mothers in America*. San Francisco, CA: National Council on Crime and Delinquency.

time; men assume the primary caretaker role when the female parent is incarcerated only 28.31% of the time.<sup>41</sup>

Options for longer visitation in a more appropriate setting for women with minor children should be explored. Facilities need to be “child friendly” in design and operation.

### **Classification and Screening**

The classification process should determine the location and type of facility in which an offender is placed. Based on this placement, certain programs and treatment options may or may not be provided, such as support groups, women-oriented substance abuse treatment, or extended visitation with children. Validated gender appropriate classification procedures and risk/need assessment tools should account for differences between male and female inmates. These can lead to more appropriate and cost effective services and better correctional outcomes.

### **Training**

Staff training should include gender responsive principles and practices. Any specialized training should incorporate volunteers who are regularly connected with the program.

### **Interagency Collaboration**

Effective interagency coordination reduces the burden on correctional facilities to address the critical health needs of women while improving appropriate discharge plans and continuity of care. Applying the community based model of health care delivery is an important means of addressing gaps in services and programs for women and may prevent relapse, reincarceration, and other poor outcomes. Such efforts will benefit the communities into which these women return.

Recent improvements in technology provide opportunities for incarceration facilities, public health departments and social services to seamlessly share information and provide appropriate resources upon release.

## **13.2 Guiding Principles for Gender Responsiveness in the Justice System**

Research from Bloom, Owens, and Covington (2003) provides six guiding principles that should be established in all phases of the corrections system.<sup>42</sup> These best practice principles can have a significant impact on changing women’s lives, recidivism, and halting the generational cycle of crime. These guiding principles are:

1. Acknowledging that gender makes a difference:
2. Creating an environment based on safety, respect, and dignity
3. Developing policies, practices, and programs that are relational and promote healthy connections to children, family, significant others, and the community
4. Addressing substance abuse, trauma, and mental health issues through comprehensive integrated and culturally relevant services and appropriate supervision

<sup>41</sup> Parke, Ross D. and ClarkeStewart, K. Alison (2001). Effects of Parental Incarceration on Young Children. U.S. Department of Health and Human Services. Urban Institute. <http://aspe.hhs.gov/HSP/prison2home02/parke&stewart.pdf>.

<sup>42</sup> More detail on these principles are available at <http://static.nicic.gov/Library/020417.pdf>.

5. Providing women with opportunities to improve their socioeconomic conditions
6. Establishing a system of community supervision and reentry with comprehensive, collaborative services

The Oregon Intermediate Sanctions for Female Offenders Policy Group recommends that women specific correctional programs include:

- Facilitation of visitation between women offenders and their children.
- Child care arrangements for women in community based programs.
- Promotion of support systems and relationships that help women to develop healthy connections.
- Mentors who exemplify individual strength and growth while also providing caring support.
- Residential substance abuse treatment resources for all women whose criminal behavior is related to their chemical dependency.<sup>43</sup>

### 13.3 Recommendations

Champaign County should immediately:

- Remove women from the Downtown facility. The Sheriff's Office has already obtained technical assistance and is moving forward with accomplishing this goal.
- Separate women from the high security male dominated jail culture.
- Enact the changes recommended in the space planning portion of this report.
- Collect justice system data for the subpopulation of women offenders separate from aggregate data.
- Use CJEC as a forum to discuss how to the system functions to keep families intact.

Champaign must acknowledge the need to differentiate male and female offender's treatment and programs by acquiring gender specific classification systems, risk and need assessment tools, different visiting polices, staff training, redefining equality in terms of providing opportunities relevant to each gender, and understanding the appropriate needs in order to create an effective system. Whenever possible, women should be treated in the least restrictive programming environment available while keeping in mind that the level of security should depend on both treatment needs and concern for public safety.

The more restrictive physical custodial management for men may be inappropriate for most women. The NIC has compiled a directory of 250 community based programs designed specifically for female offenders, with program name and contact information, jurisdiction, mode of delivery, etc.

This publication is available for free at <http://nicic.gov/Library/016671>.

Champaign County should support family reunification and work with family services to develop feasible requirements to retain custody. Currently, women have a limited amount of time to complete programming that is simply not available at the Downtown Jail for lack of adequate facilities. Consequently, they lose custody of their child. Family services should work with the Sheriff's Office to develop a plan that conforms to community values and the inmate's needs. In addition, funding for the Department of Child and Family Services in Champaign is funded based on how many children are taken

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<sup>43</sup> Belknap, J, Dunn, M., & Holsinger. (1997). Moving toward juvenile justice and youth serving systems that address the distinct experience of the adolescent female. Ohio: Gender Specific Services Work Group Report.

away from their families. This provides perverse incentives for an organization that is in charge of keeping families together.

## 13.4 Resources

- The NIC, a division of the U.S. Department of Justice, provides free technical assistance and a very good library of online and free publications. The large, rich literature about best practices for working with women involved in the justice system is available on the left column of this page: <http://nicic.gov/WomenOffenders>.
- National Resource Center on Justice Involved Women also provides technical assistance and lots of resources at: <http://www.cjinvolvedwomen.org>.
  - For example, see: "Ten Truths That Matter When Working with Justice Involved Women" at: [http://cjinvolvedwomen.org/sites/all/documents/Ten\\_Truths\\_Brief.pdf](http://cjinvolvedwomen.org/sites/all/documents/Ten_Truths_Brief.pdf).



# Racial Disparity

## *Observations in Champaign County*

In the United States, minorities, particularly African-Americans, are generally overrepresented both as offenders and victims in the justice system. In 2011, Blacks and Hispanics were imprisoned at higher rates than whites in all age groups for both male and female inmates. Despite the seemingly inevitable racial disproportions in the jails, the importance of addressing racial disparities within the criminal justice system becomes further evident when examining Champaign's population due to the perception, whether true or not, by some that these disparities are not based on justice or reasons of crime severity, but on race. The quality of justice requires that the perception alone be addressed.

Even if there is little or no racial disparity in fact, the justice system must deal with the perception proactively to enlist the full potential of community support for public safety. That goal may mean discussing the issues, research, training, and programs, or actual modifications in policies and procedures. This discussion follows the above principles and leads to recommendations to follow all of these approaches.

### 14.1 Racial Data in Champaign County

While there are ongoing debates in the community on the extent and severity of racial disparity in Champaign's criminal justice system, it is undeniable and particularly interesting that upwards of 60% of the County's inmate population is African-American, while the general County population itself is only comprised of 12% African-Americans. That difference does not prove that the disparity is disproportionate to the crimes committed or intentional or wrong in any case, but it does raise the issue as one to be studied and identified problems remedied. The County must ensure that policies and practices are consistent and perceived to align the values of the community for public safety and community integrity.

ILPP's approach places a strong emphasis on outcomes and on performance that fully reflects the concerns around racial disparity, and yet realistically deals with the requirements of the administration of justice and public safety. One method that researchers use to evaluate racial disparity at the gateway of the justice system is comparing racial breakdown of the driving population against that of individual's stopped.

The data shows blacks are stopped at a far greater proportion of their population than other minorities. The data does not prove racial discrimination as this would require very sophisticated social science research and even then, research questions and definitions would be a "slippery slope." But the data demonstrates that the perception of disparity is not unreasonable and should be dealt with.

Events in recent years have raised the issues of racism and use of force in many jurisdictions nationally. There is now a political and social will, perhaps greater than ever before, to confront and address these issues of perception, and not wait to prove or disprove that real and serious disparity exists. There is a sharpened focus that can have a catalytic impact on Champaign, stimulating the police to work with its partners and communities towards the attainment of common goals. ILPP recognizes that emotions and energy can be transformed into strategies for accomplishing significant and sustained positive change.

## 14.2 Beginning the Dialogue

Both economic climate and racial strife have significantly impacted police-community relations in the United States, and to a much lesser but visible way in Champaign County. Disquiet about discrimination, use of force, and police attitudes have eroded public confidence in many communities; however, in Champaign, the communities are still positioning themselves on the issue of race. It is a perfect time to prioritize the discussion of racial disparity and develop ways to improve at least the perception and hopefully avoid unjust outcomes.

Communities have developed the awareness that police cannot control crime and disorder without the support of the communities they serve. Improving trust always requires changing perceptions, making ongoing improvements in the quality and integrity of services, and considering the adoption of a strategy that is strongly focused on community, recognizes diversity, and promotes greater mutual respect and cooperation than exists. Champaign is already a harmonious community that has a history of facing its problems and tackling challenges, however the County must acknowledge that there is a perception of disparity, and that objective risk assessment instruments are a powerful solution toward dealing with any racially motivated unequal treatment, perceived or actual.

## 14.3 Findings

- While the County's African-American community has attempted to direct attention to issues of race, leaders in the criminal justice system have left the appearance of racial disparities in the jail largely unacknowledged. Raw data cannot easily support "overt" police racial profiling without extensive study. This research is expensive and time consuming, and can be easily debated on subjective bases. But data can establish serious statistical discrepancies that underlie appearance and perception.
- Champaign's recent appointment of a highly respected and well known African-American commander from the Urbana Police Department as Chief of Police contributes greatly to a more open discussion of race relations from both ends of criminal justice: by the citizens as well as by the leaders capable of enacting change.
- The County is committed to investing in good community and race relations. This commitment calls for improving public confidence in eradicating any intentionality in disproportionate number of stops. Attention should be paid to incidents that may not be serious in themselves, but influence subsequent events via police actions and responses. These issues should be fully explored to better understand and test whether different communities perceive police displaying a high or low level of exemplary fairness and integrity. If the County can survey attitudes towards law enforcement and how it handles crime, such research may reveal targets for improving community and race relations.
- Racism can happen at multiple intersections of contact, but in Champaign-Urbana, certain racial patterns have occurred consistently at arrest, particularly for non-violent offenses. The percentages of charges against black people in Champaign topped 75% for possession of 30 grams of marijuana or less as well as for "vehicular noise", and 80% for resisting an officer and improper walking on a roadway, or jaywalking. In 2011, 49%, or nearly half, of people arrested in Urbana were African American. This was the third consecutive year in which the number of arrests had decreased and the percentage of black people arrested had increased. These data do not yet prove racism or intentional racial disparity between criminal behavior and consequences. In fact, on examination, they may demonstrate a policy against certain behaviors

that are cultural and also criminalized, and thus aimed at behavior rather than race. However, because they raise the issue of perceptions of race based disparity, they require attention.

## 14.4 Recommendations

- The County should review and, if warranted, study any serious prejudice-based claim of disparity in order to implement an improvement for resolution.
- Invest in local research on racial disparities in the justice system in cooperation with the University of Illinois. The County should work with a methods expert and 2-3 neutral and interested persons (like the prior board chair) and respected local figures of the black community. A short local study can focus further on risk assessment instruments and procedures for all decisions that could otherwise be overly subjective and inadvertently based on culture, familiarity, or race.
- Emphasize the significance of bias free policing in police training and take time and invest in resources to understand community conflict and neighborhood tensions. Policing with the consent and in response to the needs of the total community are vital for promoting mutual responsibility and broadening the capacity to sustain reductions in crime and disorder. Rigor in consultative arrangements is a necessary precursor to understanding problems from different perspectives, to eradicate stereotyping, and promote caring, professional attitudes.

The ILPP team does not see bias free policing as relevant only to stop searches or traffic stops and arrests (though these perhaps need to be explored). The overarching goal is to monitor police activities on a micro level (e.g. the implementation of the Professional Traffic Stops Bias Free Police Training Program) as well as explore the extent of the efforts to create a fair and open minded, anti racist organization that seeks to reassure wide sections of the community and increasingly inspire public confidence.

- After adopting a validated pretrial release risk/needs assessment instrument, further review release patterns to ensure that they represent objective decision-making. The pretrial release decision is one of the earliest points in the system where significant information about the defendant is gathered that can be used to make fair and objective evaluations about risk which are not driven by race, ethnicity, gender or class. In Hennepin County, Minnesota, a pretrial risk scale was used by the Community Corrections Pretrial Unit in 2006 to conduct “full bail evaluations” to inform pretrial release decisions in the Fourth Judicial District. After researchers found that three of the nine indicators were correlated with race, but were not significant predictors of pretrial offending or failure to appear in court, those three indicators were eliminated and a new scale was adopted the following year.
- Establish a best-practice prosecution assessment to assist state attorneys in monitoring and guarding against any unrecognized racial bias in prosecutorial decision making. The County should use data collection and analysis tools to selectively track and manage prosecutorial discretion at the critical decision making stages of case processing to determine whether any unwarranted disparities result.

In 2005, the Prosecution and Racial Justice (PRJ) program was implemented in Milwaukee County, WI, Mecklenburg County, NC, and San Diego County, CA for the purpose of developing “statistical tools and analytic protocols capable of identifying patterns that suggest where race or ethnicity are inappropriately influencing prosecutors’ decisions.” After implementing the PRJ, the counties found that relatively junior prosecutors were filing drug paraphernalia charges at a

much higher rate against non-whites. The district attorney was able to eliminate the evident disparity by stressing diversion to treatment or dismissal and requiring junior staff to consult with their supervisors prior to filing such charges.

# Criminal Justice Executive Council

*Collaborative Strategic Planning by Justice System Leaders*



An underdeveloped local justice system's planning, analysis, coordination, and management functions lead to crowding and ineffectiveness, amongst many other problems. Establishing a criminal justice advisory board has nationally been the single most effective and potent tool in the continuing movement towards modernization and best practice. Champaign County has taken the initiative to establish a Criminal Justice Executive Committee (CJEC), which will lead to reduced crowding and costs, while greatly improving budget and systemic efficiencies.

The NIC has found that the administrative problems of an underdeveloped justice system are not isolated to the jail alone but are actually a system-wide condition requiring intergovernmental and interagency response. Champaign's CJEC clearly appreciates the system-wide need to coordinate data management and develop strategies to improve case flow and reduce the potential for crowding.

## 15.1 Coordination in Champaign County

A CJEC is particularly effective when applied to jurisdictions where jail crowding is a severe or chronic problem. In Champaign County, crowding had been dramatically reduced by an informal version of this mechanism. However, there is still "categorical overcrowding", such as mental health and dual diagnosis cases, reoccurring appearances among the homeless, the impoverished minority criminal with a poor appearance record, etc. Categorical crowding directs attention to the most obvious targets for more focused management on priorities and resource allocation.

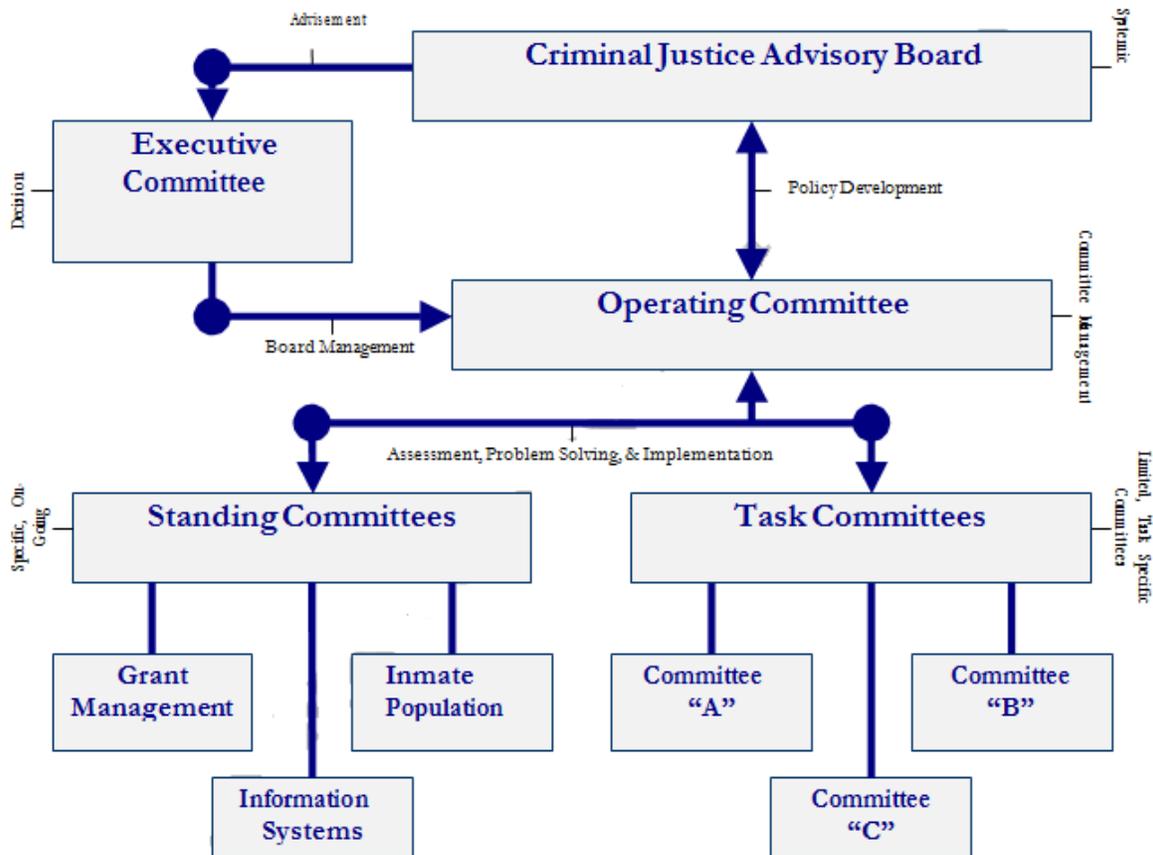
The newly established CJEC will continue to address gaps and minor duplications in programs and services from arrest through disposition, along with missing links in database integration, causes of delays, some areas of system bloating, and substantial costs that could be allocated to higher priorities.

Implementing an integrated information system that transcends organizational boundaries must arrive by the coordinated efforts of all involved parties. However, it is in the nature of organizations that managers, in general, are more concerned with optimizing the functions of their own agencies than paying attention to the needs of others for whom they are not responsible. When managers are independently elected officials, there is no requirement for them to coordinate their efforts.

Led by the Presiding Judge, the State's Attorney, and Sheriff, Champaign has quietly and effectively implemented an informal group. However, shared decision making, especially over jails, requires a formalized global sense of responsibility. Champaign County, through the CJEC, is ripe to implement the necessary degree of coordinated management.

## 15.2 Structure and Setup

A sample structure of the Criminal Justice Advisory Board is illustrated as follows. For a more detailed outline of the Bylaws of the Champaign CJAB, please refer to Appendix VII. These structure and bylaws serve as a handy template to adapt toward local norms.



There are various models for a Criminal Justice Advisory Board, but all include a basic organization and structure that incorporate:

- A mission statement that acknowledges the mutual need for such a group, its statutory limitations/authority and its universal interests.
- Executive level participation, leadership, and attendance at every meeting when major policy directions are considered.
- Standing and ad hoc committees to address continuing management issues such as jail use/caps and the resolution of interagency issues such as ways to deal with the backlog of cases, which may require night courts or expedited calendars.
- Outcome oriented management information that emphasizes the results of a program under review and gives group participants an understanding of the “big picture.”

- Clear delegation of responsibilities for staffing system efforts, leading various committees, and implementing changes to which the entire group has agreed.

The CJAB provides a connecting front between areas of planning, analysis, and coordination. Establishing a CJAB would be advantageous on many fronts, including a better understanding of crime and criminal justice problems, greater cooperation among agencies and units of local government, clearer objectives and priorities, more effective resource allocation, and better quality criminal justice programs and personnel. Though improving such a complex network of issues through the CJAB requires unprecedented cooperation and commitment from each criminal justice agency to put aside issues of “turf” and coordinate, this should not be a serious obstacle due to the collective growing interest in Champaign County in improving the criminal justice system.

Importantly, CJAB is not meant to be a public or open body, with public participation or public members. Meetings are not to be announced or reported and minutes are to be for internal use only. CJAB is to be **an internal administrative management group** that will seek to manage and generate policy and procedure reengineering to implement this study and other priorities, and develop solutions to future problems. The group cannot do its job in a goldfish bowl surrounded by public viewers. The public has much open access to the Board and various committees that can, in that way, input and communicate public concerns and priorities to CJAB.

ILPP believes that with the formal CJEC working together to solve the underlying causes of arising problems (such as establishing field citations for misdemeanors and greatly improved pretrial release), a great deal of new jail space could soon be made available for some short-term demands at this time, and soon thereafter for consolidating the facilities.

### 15.3 Recommendations

The County should formally establish its CJEC to actively manage the criminal justice system. The solution is simple but effective: meet and talk through the forum of the operations committee. Prior to distribution of ILPP’s final report, the Presiding Judge should convene the following persons to be appointed to the Board. This management group should initially consist of the Presiding Judge, a Sheriff, the County Administrator, the two city police chiefs (Champaign and Urbana), the State’s Attorney, and Board Chair or board member over budget, and a Vice Chancellor from UICU. These 8 members must be facilitated by an outsider to the County, who is experienced with the entire criminal justice system but is not involved with any local agency, case, or cause. The facilitator’s role is to move the agenda of this study to the degree that it is adopted in its final form, and to facilitate the policy and administrative management of the overall criminal justice system as a system.

The next step, after establishing the formal CJEC, should be to implement the study and begin the gradual process of developing a criminal justice system budget, starting with sharing budgets, then commenting on budgets, and eventually coordinating the budgets of the criminal justice agencies in advance of the County’s final budget.

Responsibilities for this group should include:

- Prioritizing system issues and setting courses of action for addressing these issues
- Managing criminal justice resources to their maximum potential; (some jurisdictions have developed a criminal justice budget) and coordinating grants
- Responding to critical issues and collectively developing resolutions before they
- Become crises

In addition, Champaign's CJEC should form standing subcommittees including second level leadership in the areas of:

- Inmate population management
- Information systems
- Grant management

The standing committees should be comprised of CJAEC and non-CJAB members, with the CJAB member reporting to the full council.

Task committees should also be created when specific issues arise within the CJEC (e.g. resolving the flow of paperwork between agencies), supply written information to the CJEC, and then disband. The membership of the task committees should include non CJEC members and have balanced representation for main topics.



## Information Technology

In most American jurisdictions, county criminal justice is less a system than a loosely assembled set of parts. Law enforcement agencies typically initiate an arrest that triggers activity in the jail system, courts and service organizations. Many of the components are directed by independently elected or appointed public officials, each responsible for the operation of their own “domain” and are not accountable to others.

Since no single official is responsible for the whole system, it follows that each agency is unaware of consequences and interactions of other agencies until a controversial incident causes them to reach a mutual accommodation wherein this process restarts again.

### 16.1 Following Offender Flow

The system can also be viewed as a flow or stream. A crime is committed, an investigation is made, and a criminal is arrested and booked into the jail. Pre-conviction services (bail, bond) and supervision occur and an arrest report is prepared and sent to the prosecutor who prepares criminal charges based primarily on that report. Various scheduling activities occur among the prosecution, defense, and courts. Some information is exchanged (discovery and presentation of evidence), and some decisions are recorded. Adjudication finally occurs, almost always as a result of a plea, and post-conviction services such as probation or parole are rendered if an offender is convicted. As data is entered into a series of fields in a database, or boxes in paper form, the information is mostly static after the arrest, aside from dates and outcomes of court events. Some of what each agency does or does not do is passed along to all of the downstream agencies. The effects are not always intended or even known to the acting agency.

The arrest report is the single document containing the largest amount of information that will be needed by almost everybody downstream. As cases progress downstream, basic information about the crime in the majority of cases is changed little, if at all. Criminal history and other initial information is noted and cross-referenced to many other sources of information, including charges and status in the system. Nationally, significant progress has been made in the last two decades in developing management information systems for the various components of a criminal justice system but the big conundrum for the past decade has been getting the different parts to integrate with each other and the overall system.

### 16.2 Information Technology in Champaign

Champaign County is clearly in better shape than many other counties throughout the country, largely due to the adoption of JANO, the court record management system, and its integration with the database systems of law enforcement agencies.

The flow of data in Champaign County begins with the entry of an arrest report into a law enforcement electronic database. The Sheriff uses New World Systems, which is very popular with law enforcement agencies that also run jails. Champaign and Urbana, along with the university, all use a locally developed database called Area-wide Records Management System (ARMS). Some of the smaller municipalities use Village Police Software, a records management system developed by a firm from Savoy, IL.

The courts use Clericus Magnus from JANO Justice Systems for integrating court and public defender data with New World data. ARMS is also integrated into JANO, except for arrest reports.

The County also uses a jury management system from Judicial Systems from Texas that complements JANO and seems to serve its users well.

The combination of New World and JANO was hailed at the time of its purchase as “the first integrated justice system of this magnitude” in Illinois. A New World press release at the time quoted then Presiding Judge J.G. Townsend as saying:

“The new system allows communication between modules, providing judicial personnel with critical real time information, and eliminating the need to re key data. Not only will our productivity increase, but we will increase community safety and security by having better information at our fingertips.”

The County certainly deserves kudos for the level of integration it has achieved. Criminal histories are generally available, reentry of information within the court system has been greatly reduced, and much information within the judicial system and the State’s Attorney’s office is immediately accessible.

## 16.3 Missing Integrations

Several important shortcomings remain and a decade later, Judge Townsend’s goals are in significant respects still more aspiration than fact.

A significant number of law enforcement agencies do not integrate their arrest reports and other data electronically. Integration has two aspects: data transfer and document transfer. Data transfer means that the individual pieces of information are electronically transmitted to a database that recognizes and organizes the information. Document transfer means that reports prepared in one system are converted to an electronic image such as a pdf.

Arrest reports from agencies that use ARMS are not currently electronically transferred. They produce a paper report in their own system, and then physically deliver that paper report to the State’s Attorney. ARMS now has the capability to produce PDF of reports (offense and arrest) and route them electronically to the State’s Attorney’s Office (SAO). All of these activities needed in the traditional, paper document flow create delays in decision making. In the meanwhile, nobody knows what the status of the defendant, which causes more delay.

The State’s Attorney’s office creates even more paper documents from criminal complaints that also need reentry into the court’s JANO system. This is another roadblock in the system because the information is unavailable for the others in the criminal justice system.

Information in the arrest report, now entered in separately by each entity, contains foundational information that is needed by downstream agencies, especially the state’s attorney, defense, and courts. Judge Townsend’s goal of “eliminating the need to re-key data” remains unmet due to this lack of integration.

A related lack of integration is related to the Computer Assisted Dispatch system. The County currently uses the Tiburon system, and is about to upgrade it. While ARMS and the Firehouse applications used by several agencies have successfully integrated data from the Tiburon system, it remains isolated from other county systems. Handling traffic violations – the County’s largest volume of offenses – would be expedited if the CAD system were integrated with all law enforcement operations and JANO. In addition, it would significantly improve the speed, extent, and quality of information available throughout the system.

A second lack of integration is a problem facing state courts in many states: how to implement electronic filing in civil cases. It is beyond the scope of this report to explore this in any detail, except to note that under the new Circuit Clerk discussions have been initiated to accomplishing this, and secondly, that the existing infrastructure is well suited to accomplish this at a minimal additional cost.

A third lack of integration is the scarcity of electronic discovery which increases delay and costs to the county overall in equipment, clerical time, and for rendering parties. In Champaign County, the prosecution regularly provides police and lab reports, witness and other statements that underlie criminal charges with paper copies. Electronic discovery is fast, inexpensive and makes information promptly available for decisions made by defendant, prosecution, and courts.

Champaign County has the great advantage of having the electronic infrastructure in place to readily accomplish digital discovery. It is lacking only electronic copies of the law enforcement documents, such as arrest, crime and crime laboratory reports. Since ARMS now has the capability to produce PDFs of reports (offense and arrest) and route them electronically to the SAO, when those agencies deliver reports in PDF format, then the State’s Attorney can begin providing the information to the defense.

JANO was initially structured to provide electronic discovery to the public defender, and could be readily adapted to do so. However, the ability to provide security to transmission of documents to private attorneys is presently missing. The County will have to establish virtual private network (VPN) connections to authorized private law offices that represent criminal defendants in Champaign County. Fortunately, the cost of doing so is minimal and should not prove a burden to accomplish.

A fourth lack of integration is the underuse of computers in the courtroom. Both the state’s attorney and public defender should begin using the “case notes” function already built into JANO. Instead of making paper notes in their case files that have to be maintained in addition to the digital information that is kept on JANO, litigating attorneys could transition to digital notes, assuming adequate portable equipment were available. The present dual record keeping is wasteful, slow and costly.

The final remaining obstacle to data integration is the lack of an overall plan and institutional authority for integrating data in the county’s criminal justice system. The County presently has a METCAD Policy Committee it uses to share information about technology systems among participants. It grew out of laws requiring a 911 emergency communications system enacted over 30 years ago. It has proven itself helpful but not dispositive of information technology issues. It lacks a means of setting priorities, authority to make decisions and tools to focus resources. There has been one county-wide meeting in the recent past that advanced planning for an integrated dispatch/police records management/criminal justice system but no further meetings are planned due to lack of budgetary support.

Champaign needs an overall plan for assuring a smoothly integrated justice information system, along with a mechanism for making decisions, choosing priorities, maximizing efficient funding and avoiding turf wars.

## 16.4 Findings

Despite commendable achievements in justice system electronic integration, important remaining steps are incomplete:

1. Law enforcement reports should be provided in digital format.
  - a. The data underlying law enforcement reports should be provided electronically to JANO and other data systems, including both arrest reports and CAD DATA.
  - b. The State's Attorney should be filing criminal complaints electronically.
2. The full capabilities of JANO and other data systems are not being utilized.
  - a. Electronic discovery would expedite the legal process.
  - b. Prosecutors and the public defender need to fully use the case note functionality of JANO.
3. The lack of an overall, countywide data integration plan and authority has slowed Champaign County's commendable early start on data integration.

## 16.5 Recommendations

### **Integrate countywide data**

The lack of an overall, countywide data integration plan and authority has slowed Champaign County's commendable early start on data integration. The County should develop an overall plan to achieve full integration by having arrest report data directly entered into JANO's database and having complaints filed electronically.

### **Filing/transfer of criminal complaints and discovery electronically**

The State's Attorney should be filing criminal complaints electronically. The full capabilities of JANO and other data systems are not being utilized. Electronic discovery would expedite the legal process. Prosecutors and the public defender need to fully use the case note functionality of JANO.

### **Provide reports in digital format**

Improve law enforcement reporting systems and transfer flow to each agency by development of digital reporting. Reports should be provided in digital format. The data underlying law enforcement reports should be provided electronically to JANO and other data systems, including both arrest reports and CAD data.

### **Improve courtroom technology**

The courtroom should utilize computers to access calendars, pleadings, demonstrative evidence and other justice information. These computers should be available to judges, attorneys, and courtroom personnel.

# Public Safety Budget

## *Financing County Justice System Operations*



This section of the report is designed to determine the level of Champaign County expenditures for the administration of justice, compared to other jurisdictions, and make general comment about the ability of Champaign County to finance these functions.

ILPP selected six comparison counties, three just smaller in population and three just larger in population, compared to Champaign County.<sup>44</sup> Financial information for each county was obtained from information sent by each county to the State Comptroller and reported in the individual county level Annual Financial Reports at the State of Illinois Comptroller website.<sup>45</sup> Rates per capita were calculated for each of the six counties, added together, and then divided by 6. This produced a six county average – a “composite peer county” or benchmark – that could be used for comparison purposes. Highlights are presented, below. A detailed work sheet appears in Appendix VIII.<sup>46</sup>

### 17.1 General Measures of Champaign County’s Ability to Provide Services, Including Justice Services

When considering all of the financial measures as a whole, no one indicator or measure stands out. The Champaign County scores are very close to the six county average scores on most measures.<sup>47</sup> This provides support for concluding that there is nothing unusual about how Champaign County finances work or how it finances justice operations.

- Based on Assessed Valuation (EAV) the Champaign County ability to finance government is about the same (-1.5% less) than the average of the six comparison counties.
- Total County Appropriations per capita and Total County Expenditures per capita are also very close to the six county averages. Champaign County exceeds the six county averages by 1.1% and 2.3% respectively. In other words, Champaign County takes in slightly less money and spends slightly more money. But, these are very slight, even negligible differences from the six county averages.

<sup>44</sup> This analysis could be replicated using other counties. These six counties were selected so as to avoid any hint of “cherry picking” the comparison counties.

<sup>45</sup> Illinois has a uniform financial reporting system. Each unit of government is required to submit an Annual Financial Report, n AFR, using uniform reporting rules and definitions. The URL to the website is: <http://www.comptrollerconnect.ioc.state.il.us/Office/LocalGovt/ViewReports2002/SelectLocalGov.cfm?CFY=&C4=&BetaSel=>

<sup>46</sup> This worksheet contains sources and citations, and detailed data for each county.

<sup>47</sup> Detail for each county appears on the worksheet in Appendix VIII. There are instances where one or more counties have scores that are not close to the average. Each county is different. Comparing Champaign County to an average of the six counties smoothes out these differences.

- A key expenditure measure (Total Combined General and Special Revenue Disbursement, Expenditures and Expenses (less Capital Expenditures and a few other specialized categories)<sup>48</sup> shows that Champaign County residents pay \$379.42 per capita on County government, -6.3% less than the six county average per capita rates.
- The ratio of one Champaign County full time staffer to every 259.57 residents is a little richer than the residents-to-worker average for the six counties. This represents a 2.7% better level of service in Champaign County.
- Total salaries paid to all full time and part time County workers amounts to \$173.19 per citizen annually. This is -5.7% lower than the six county average. Thus, the slightly higher level of service appears to be achieved at a slightly lower cost.
- The per capita debt load of the six comparison counties varies widely. The Champaign County Debt per capita is \$256.72. or -8.7% less than the six county average per capita cost.

## 17.2 Justice System Specific Financial Measures

Despite the promise of a uniform financial reporting system, it became clear that comparison of detailed accounts and functions is unreliable because different counties classify expenses into different categories.<sup>49</sup> This made it impossible to directly compare Public Safety,<sup>50</sup> Corrections,<sup>51</sup> and Judicial/Legal Expense<sup>52</sup> categories. When these three categories are combined, however, a uniform picture of county level practices emerges.

<sup>48</sup> The few other specialized categories that have been excluded are listed in row 270t, page 5 of the AFR, and include: "Debt Service, Enterprise, Internal Service, Fiduciary, & Discretely Presented Component Units"

<sup>49</sup> "Expenditures for the judicial activities of local governments include costs associated with criminal courts, grand jury, public defender, civil courts, and maintenance of the law library. County governments are usually charged with responsibility for these programs. Expenditures for judiciary represented \$389.5 million or 1.5% of total FY 2011 spending. This represents an increase of \$11.1 million from FY 2010 when All Governments spent \$378.4 million in this category In FY 2011; Counties reported \$383.6 million or 98.5% of Judiciary and Legal expenses, while various government types reported the remaining \$5.9 million. ... Counties aid \$383,584,85 for judiciary/legal. (Page 29 & 30 of 2011Fiscal Responsibility Report Card Report at: <http://www.ioc.state.il.us/index.cfm/linkservid/A100FE27-9A71-1961-446FB6A04CFE4D49/showMeta/0/>)

<sup>50</sup> Discussion with a representative of the State Comptroller's Office confirmed that county expenditures should be roughly comparable at higher levels of data aggregation but that differences in reporting would be a problem if detailed accounts were to be compared. This analysis was designed to avoid this complication. This same representative noted that it is reasonable to add "Public Safety", "Corrections" and "Judicial/Legal" categories together to arrive at an estimate of what Illinois counties spend on the justice system. In fact, these categories are aggregated in some of the State Comptroller's reports.

<sup>51</sup> "The Public Safety Expense category includes expenditures for the protection of persons and property, primarily through police and fire protection services. Protective building inspection is also included in the category. In addition, several special purpose districts, such as mosquito abatement or soil and water conservation districts report a substantial amount of their annual expenditures in Public Safety. Public Safety continues to be the largest expenditure category for local governments, accounting for \$6.3 billion or 24.1% of all government expenditures. Municipalities spent \$3.3 billion for public Safety, accounting for 52.5% of all Public Safety expenditures. Counties spent \$588,076,588 on public safety in 2011." This from State Comptroller, Report Card, table 7, pages 29 & 30 of: 2011 Fiscal Responsibility Report Card Report at: <http://www.ioc.state.il.us/index.cfm/linkservid/A100FE27I9A71I1961I446FB6A04CFE4D49/showMeta/0/>

<sup>52</sup> "The Corrections category includes costs related to the confinement and correction of adults and minors serving time in local jails. Associated costs in the corrections category include probation, parole, and pardon activities. County governments are generally charged with responsibility for this programmatic expenditure; however some municipal governments may provide data for corrections. Expenditures for programs related to corrections represented \$176.2 million or 0.7% of total FY 2011 spending. This represents a decrease of over \$4.7 million from FY 2010 when All Governments spent \$181million in this category. ...Counties spent \$76,196,471 on Corrections. (Page 29 and 30 of 2011Fiscal Responsibility Report Card Report at: <http://www.ioc.state.il.us/index.cfm/linkservid/A100FE27I9A71I1961I446FB6A04CFE4D49/showMeta/0/>)

Champaign County spent \$137.70 per capita on Public Safety, Corrections and Judicial/Legal functions in 2011. This is 36.3% of the total \$379.42 per capita expenditure for Total General and Special Revenue Disbursements, Expenditures and Expenses (less Capital outlay and a few specialized expenses.)

- The 36.3% share is -8.6% below the six county average share.
- The Champaign County \$137.70 per capita expenditure for Public Safety, Corrections and Judicial/Legal functions (combined) is -13.8% less than the six county average.

Stated another way, this shows that Champaign County expenditures for Public Safety, Corrections and Judicial/Legal functions are less than in comparable counties. The per capita expenditure is -13.8.3% less, and the proportion of General and Special Revenue expended is -8.6 % less.

This is an unexpected finding because, as discussed elsewhere in this report, it appears that the County has what can be called an “active” justice system, given the low crime and adult arrest rates. This speaks to the efficiency with which cases and people are being processed through the justice system.

### 17.3 Funding Future Criminal Justice Initiatives

This section will outline the current state of the Champaign County justice budget and show that funding the recommended changes in the coming years will be both feasible and advantageous.

#### Current State of Affairs

As mentioned earlier in this report, the workload of the Champaign County criminal justice system has not grown significantly over the past ten years. In fact, the over all trend has been a flat to declining workload, with two exceptions; that is, the rising probation caseload and a modest increase in number of prison commitments.

This trend coincides with the Justice and Public Safety Expenditures in Champaign County, which as observed in the following chart, have remained relatively unchanged in past years.

Year	Justice and Public Safety Expenditures	Percent of General Corporate Fund
2006	\$18,026,440	63%
2007	\$18,535,591	62%
2008	\$19,627,459	61%
2009	\$20,932,837	62%
2010	\$19,776,978	63%
2011	\$19,193,462	62%
2012	\$19,568,939	62%

In the previous section comparing Champaign to six other counties of similar size, ILPP identified that Champaign currently spends less per capita on Public Safety, Corrections and Judicial/Legal functions and is slightly better able to finance government than the average the comparison county in 2011. However, while deferred maintenance of facilities has reduced expenditures over the short term, that deferral has now created a situation that may propel expenditures to a higher level.

## New Sources of Funds

There are two main sources for funding system and facility improvements. The first source should be the cost savings that result from system re engineering described throughout this report. It should produce lower costs and improved public safety outcomes. Some of these improvements call for increased **initial investment to achieve substantial ongoing savings later on.**

The second source of funding available for implementation of new programs and facilities is Champaign County's Public Safety Sales Tax Fund. Since 1999, a ¼ cent sales tax for public safety has been the primary source of revenue for this fund. The annual growth of the fund is forecasted at a rate of 2.5% in FY2014 and beyond.<sup>53</sup> Among expenditures currently covered by the Public Safety Sales Tax Fund is technology funding for the Sherriff, State's Attorney, Court Services and Coroner. Future revenues contributing to the fund are projected to outpace expenditures in FY2014 and beyond.<sup>54</sup>

In the same way that funds have been employed for justice system technology in Champaign County, some percentage or amount of the Public Safety Sales Tax Fund could finance the implementation of those recommendations from this report that are deemed beneficial by the County Board. The idea is to improve the mix of "investments" by the County, with no net change in expenditures. The targets of these funds for both facilities and measures to reduce facility use through reentry programming should be made explicit by the County Board.

The Action Plan contained in the recommendations of this report will save money in the long term through measures that increase the overall efficiency of Champaign County's criminal justice system.

Each of the recommendations in the final plan will include a cost and future savings element that demonstrates how much the initiatives, if implemented by the Board, will save the County over the short and long terms.

It would be a good investment for the County to use existing funds set aside for public safety to finance system improvements that would save money immediately and over time, and improve the effectiveness of Champaign public safety, corrections and judicial offices.

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<sup>53</sup> Deb Busey's Champaign County Financial Forecast for General Corporate, Public Safety & Capital Asset Replacement Funds.

<sup>54</sup> "Expenditures for the judicial activities of local governments include costs associated with criminal courts, grand jury, public defender, civil courts, and maintenance of the law library. County governments are usually charged with responsibility for these programs. Expenditures for judiciary represented \$389.5 million or 1.5% of total FY 2011 spending. This represents an increase of \$11.1 million from FY 2010 when All Governments spent \$378.4 million in this category. In FY 2011; Counties reported \$383.6 million or 98.5% of Judiciary and Legal expenses, while various government types reported the remaining \$5.9 million. ... Counties aid \$383,584,85 for judiciary/legal. (Pages 29 & 30 of 2011 Fiscal Responsibility Report Card Report at: <http://www.ioc.state.il.us/index.cfm/linkservid/A100FE27I9A71119611446FB6A04CFE4D49/showMeta/0/> Note this analysis excludes capital outlay. It does not account for any annual contribution to a sinking fund that might smooth out eventual large jumps in capital outlay to pay for deferred maintenance or construction of new facilities.

**Appendix II**

**Comparative Analysis of Crime and Justice  
System Indicators and Measures**

**Champaign County Compared to a Benchmark  
“Peer” County Made Up of Six Other Illinois  
Counties**

**Prepared by  
Institute for Law and Policy Planning**

**March 2013**

## Introduction

The analysis provides a context within which to view the justice system operating within Champaign County, Illinois. It compares Champaign County crime and criminal justice indicators with a composite or “peer” county benchmark. The composite county is made up of the average rates per 1,000 population of six comparison counties.<sup>1</sup> In this way, it presents reference points against which the justice system operating within the geographic boundaries of Champaign County can be compared.<sup>2</sup>

The analysis is ordered to roughly follow the typical sequence of processes that take a case/adult person through the justice system from arrest to final disposition and sentencing.

This work will provide justice system officials with analyses that are designed to encourage study, discussion and reflection. It shows the kinds of information that can be collected, further refined and analyzed to increase understanding of the justice system operating within Champaign County. The comparisons should not be initially regarded as “good” or “bad” until they are better understood. This is an initial exploration. If successful, it will raise important questions.<sup>3</sup>

### Quick Summary ---

The data has been summarized as follows. The results are also detailed in the following table and accompanying diagnostic worksheet.

**State Comparison:** Comparison of Champaign with statewide averages<sup>4</sup> show Champaign County is a much, much safer place. Champaign rates per 1,000 population are from 80% to 90% below statewide rates. Champaign's much lower crime, adult arrest, and system processing rates provide an important

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<sup>1</sup>The six comparison counties include Illinois counties just smaller and just larger in population size. The analysis could be replicated using other counties.

<sup>2</sup> Detailed County- by -County comparisons are detailed in the diagnostic worksheet.

<sup>4</sup> This will be the only reference to a comparison between Champaign County and the statewide averages. Comparative data appears in the diagnostic worksheet, attached, but is not relevant because statewide rates are so very different than the rates in smaller counties.

backdrop to put the crime problem in Champaign and the response to crime into perspective. Champaign County is a very safe place to live.

**Six County Average:** This is a "composite county" made up of the six counties most similar in size to Champaign – Winnebago, Madison, St. Clair, Sangamon, Peoria, and McLean. This "composite county" is used as a comparison benchmark. It is much more relevant for assessment purposes than comparison with the State averages.

**What should we expect?** The Champaign County crime rate is -26.6% less than the six-county-average (the composite county) and the Champaign County adult arrest rate is -26.3% less than the six-county-average. Because adult arrests represent the input into the local justice system, it makes sense to expect that subsequent system processing rates to also be about -26% below the six county average rates.

#### **What do the results tell us?**

1. Violent (person) crimes, the crimes we are most worried about, make up a much larger percentage of crimes reported in Champaign County. The person crime index is only -7.2% below the six-county-average, while the property crime index is -30.6% below the average. As a result, person crimes in Champaign County make up 30.2% more of the total crimes reported than the comparison benchmark of the six counties.

This raises a fundamental question: What is it about the county that would lead to more serious person crimes? Are these crimes really more serious, or are they simply regarded and treated as more serious crimes in Champaign County?

2. Adult arrests present a similar picture. The violent (person) adult arrest rate is 26.2% above the six-county-average, while the adult arrest rate for property crimes is -37.2% below the six-county-average rate. And the adult arrest rate for non-index (less serious) crimes is -34.7% below the six-county-average.

3. The total criminal case-filing rate is lower than expected (-30.1% below the six-county-average), and, there is an emphasis on felony complaints.

The emphasis on serious criminal matters appears again in the examination of the filing of criminal cases. The Champaign County felony complaints filed rate is +39.3% higher than the six-county-average while the misdemeanor complaints filed rate is -59.9% below the six-county-average. This means that a much larger portion of the criminal case filings are for felony matters. The processing of these cases is much more labor intensive. This has workload and expenditure consequences.

4. Felony cases dispositions per 1,000 population are also elevated above the six county averages, while indicators and measures of misdemeanor dispositions fall well below the six county averages. Felony dispositions represented 61.3% of the combined felony and misdemeanor dispositions in Champaign County, a proportion that is 89.3% higher than the six county average.

5. For Champaign County, the number of felony defendants in Circuit Court per 1,000 population and the total felony sentences to IDOC per 1,000 population were both elevated 48.8% above the six county average rate per 1,000 population.

6. The number of persons under probation supervision per 1,000 population in Champaign Co. in 2010 was 14.3% above the six county average. Like many of the processing indicators reviewed here, it is elevated above what we would normally expect.

In general, one would expect that most Champaign County justice processing rates would match the adult arrest rate and be about -26% below the six county average. Also, since the Champaign County filing rate per 1,000 population is -30.1% lower than the six county average filing rate, it should produce a smaller workload for subsequent stages of the system. This does not seem to be the case.

Finding the felony probation rate +20.2% above the six county average is consistent with the over representation of felony matters through out the system. However, finding the misdemeanor probation rate elevated 3.0% above the six county average was unexpected.

7. The average daily population of the Champaign County jail and the annual admissions to jail are well below the six county

average (-27.3% and -20.7%, respectively). The average length of jail stay is very close to the six county average.

8. Prison admissions from Champaign County, expressed as a rate per 1,000 population were 14.1% higher than the six county average. The proportions of new admissions that are probation violators is at about the average rate of the six county average.

**Conclusion:**

The Champaign County crime, adult arrest and criminal filing rates per 1,000 population are well below the six county average rates. But, as cases and people push deeper into the justice process, the Champaign County rates approach and then substantially surpass the six county averages.

The focus of this analysis has been on comparing Champaign County to the composite average. However, the data also shows that there are great differences in the justice system processing rates among the counties that are similar in size to Champaign County. Every county is different.

Even though these counties operate under the same state statutory framework, they have developed different ways of doing business. There are different local legal cultures in each county. This leads to differences in justice system processing rates.

These processing rates can be changed if the agencies operating within any of these counties collectively elect to do so. In other words, the processing rates and the resulting workload should not be taken as a "given". They can be changed. They can be managed.

**Summary Table**  
**Champaign County Crime and Justice System Indicators:**  
**Comparison of Rates per 1,000 Population:**  
**Six Illinois Counties and Statewide**

Col.	Crime and Justice Indicator	Champaign County		% Difference: Champaign vs. 6 Co. Average
		Number	Rate per 1,000 Population (or %)	
1	County Population 2009	195,671	n/a	n/a
	<b><i>Crime and Adult Arrests - 2009</i></b>			
2-3	Total Index Crimes Reported (2009)	6,125	31.3	-26.6%
4-5	Violent (Person) Crime Index	1,308	6.7	-7.2%
6	Violent Person Crimes as % of Total Index Crimes	n/a	21.4%	30.2%
7-8	Property Crimes Reported Index	4,817	24.6	-30.6%
9-10	Tot. Index and Non-Index Adult Arrests	2,624	13.4	-26.3%
11-12	Total Adult Index Arrests	1,654	8.5	-20.4%
13-14	Index Violent Person Adult Arrests	697	3.6	26.2%
15-16	Index Property Adult Arrests	957	4.9	-37.2%
17-18	Tot Adult Arrests for Non-Index Crimes	970	5.0	-34.7%
	<b><i>Circuit Court Filings and Disposition Indicators - 2010</i></b>			
19-20	Total Fel. & Misd. Cases Filed, Circuit Crt	3,619	18.5	-30.1%
21-22	Felony Cases Filed Cir. Ct.	2,166	11.1	39.3%
23-24	Misdemeanor Cases Filed Circuit Court	1,453	7.4	-59.9%
25	Felony Filings as % of Total Filings, Circuit Crt.	n/a	59.9%	89.6%
26	Misdemeanor Filings as % of Total Filings, Cir. Crt.	n/a	40.1%	-41.3%
27-28	Total Criminal Cases Disposed of in Circuit Court	4,090	20.9	-25.1%
29	Dispositions as % of Criminal Filings in Cir. Crt	n/a	113.0%	7.3%
30-31	Felony Cases Disposed of in Cir. Crt	2,507	12.8	51.9%
32	Felony Dispos as % of Felony Filings in Cir. Crt	n/a	115.7%	5.1%
33	Felony Dispos as % of total Crim. Dispos	n/a	61.3%	89.3%
34-35	Crim. Misdemeanors Disposed of in Cir. Crt	1,583	8.1	-58.4%
36	Misd. Dispo as % of Misd. Filings in Cir Crt	n/a	108.9%	4.5%
37	Criminal Cases Reinstated in Circuit Court	270	n/a	n/a
38-39	Crim. Cases Pending as % of Crim Cases files	2,853	78.8%	-13.7%
40	Crim Cases as % of All Case Filings in Cir. Crt	n/a	7.9%	-27.2%
	<b><i>Disposition of Felony Defendants 2010</i></b>			
41-42	Number of Felony Defendants, Circuit Court	2,507	12.8	48.8%
43-44	Total Convicted by Plea or Court or Jury Trial	1,586	8.1	54.3%
45	Fel. Defendants Convicted by Pleas of Guilty	1,566	n/a	n/a
46	Fel. Defendants Convicted by Court or Jury	20	n/a	n/a
47	Found Not Guilty by Court or Jury	20	n/a	n/a

48-49	Remaining balance including Dismissals	901	4.6	39.3%
50-51	Total Felony Sentences to IDOC, 2010	598	3.1	48.8%
52	Sentences to IDOC as % of total Felony Convictions	n/a	37.7%	-6.7%
53-54	Total Felony Sentences to Probation	909	4.6	66.1%
55	Sentence to Probation as % of Total Convicted	n/a	57.3%	9.1%
56	Other Felony Sentences	79	n/a	n/a
57	Other Fel. Sentences as % of Total Fel. Convict.	n/a	5.0%	-29.6%
	<b><i>Local &amp; State Corrections – Adults Under Supervision, 2009</i></b>			
58-59	Average Daily Jail Population (local)	264.2	1.4	-27.3%
60-61	Annual Admissions to Jail	7,888	40.3	-20.7%
62	Average Length of Stay (days)	12.2	n/a	-1.6%
	<b><i>Field Supervision Metrics – 2010</i></b>			
63-64	Number on Misd. or Felony Probation	1,693	8.7	14.3%
65-66	Number on Misdemeanor Probation	525	2.7	3.0%
67	Number on Misd. Prob. as % of Total on Prob.	n/a	31.0%	6.7%
68-69	Number on Felony Probation	1,168	6.0	20.2%
70	Number on Fel Prob as % of Total on Probation	n/a	69.0%	-2.8%
	<b><i>Prison Metrics – 2010</i></b>			
71-72	Prison Admissions	726	3.7	14.1%
73-74	New Sentence Prison Admits	502	2.6	13.0%
75-76	Technical Violators Admitted to Prison	224	1.1	16.5%
77	Technicals as % of Total Prison Admissions	n/a	30.9%	1.2%

## Organization of the Data in The Diagnostic Work Sheet

**Rows 16 through 21** present data for the six comparison counties that are just larger and just smaller in population than Champaign County. That was the only criteria used to select the comparison counties. This same exercise could be repeated using other counties.

**Row 22** shows the mean average rate per 1,000 population for the six comparison counties. Think of this row as a “composite county” representing the average rates per 1,000 of the six counties.

**Row 24** displays statewide totals and statewide rates per 1,000. Unlike the six county average (row 24) which represents a mean average of the individual rates per 1,000 for each of the seven comparison counties, the statewide average provides the average rate for the state as a whole. Note that large jurisdictions will weigh heavily on the statewide averages. A

state rate could be computed that would exclude the large counties.

**Row 26** displays the Champaign County data. It is deliberately displayed in bold font.

**Rows 28 and 29** shows the percent (%) difference between Champaign County and the six county average (row 22), and the statewide average. (row 24 ). In most cases, this is expressed as a percentage difference in the rate per 1,000. In some instances, this is a difference in percent or proportion. The column heading will allow the reader to see the unit of count. Even though the statewide averages are provided, they are not discussed or presented in the main body of the report because of the very large differences between state and small county rates per 10,000 population. They simply are not very relevant.

**Information about the sources of the data** appears on the last page of the analysis document. Note that all of this data is what we can call “secondary data”; that is, it comes from a report published by some state agency that initially received the data from agencies operating the justice system within Champaign County. This is your data. Also note that in most cases it is data from 2009 or 2010. Circumstances may have changed since then.

There are 77 **columns** of data. Each represents a different indicator or measure. In most cases, the data in the columns are paired; that is, a first column presents a number, while the next column presents a rate per 1,000 population. In some cases a column will present a proportion or percent of another total. These are clearly marked in the column headings by the indicator n=number; rate = rate per 1,000 population; or % = percent.

**A Caution:** The reader will see that, for some measures, there is great variation in the rates per 1,000 for the individual six counties. This is an indication that these counties operate quite differently. But, from a practical standpoint, recognize that the very high or very low rates will skew the six county average rate per 1,000.











	A	B	AI	AJ	AK	AL	AM	AN
	Champaign County, Illinois		Case Dispositions, Continued					
1	Diagnostic Worksheet &							
2	Comparative Anal		31	32	33	34	35	36
3	1							
4				Total	Total	Criminal	Criminal	Total
5				Fel. Disp.	Felony	as % of	as % of	Misd. Disp.
6				as % of	as % of	Cases	Cases	as % of
7				Felony	Dispositions	Misdemeanor	Misdemeanor	Misdemeanor
8				Filings	as % of	Cases	Cases	Filings
9				in	Crim. Disp.	Disposed	Disposed	in
10				in	in	in	in	in
11				Circuit	Circuit	Circuit	Circuit	Circuit
12				Court	Court	Court	Court	Court
13				2010	2010	2010	2010	2010
14	County		rate	%	%	n	rate	%
15								
16	Winnebago		12.4	94.9%	40.7%	5416	18.1	106.4%
17	Madison		11.3	102.8%	28.1%	7737	28.8	103.8%
18	St. Clair		6.0	130.4%	15.6%	8575	32.5	107.5%
19	Sangamon		5.5	116.8%	40.5%	1573	8.0	97.5%
20	Peoria		7.6	108.1%	36.4%	2480	13.3	99.4%
21	McLean		7.8	107.5%	33.0%	2670	15.9	110.7%
22	Six County Average		8.4	110.1%	32.4%		19.5	104.2%
23								
24	State		64.5	100.8%	21.5%	299596	235.2	104.8%
25								
26	Champaign		12.8	115.7%	61.3%	1,583	8.1	108.9%
27								
28	Champaign Co. vs 6 Co. Average:		51.9%	5.1%	89.3%		-58.4%	4.5%
29	Champaign Co. vs State Average		-80.1%	14.8%	184.8%		-96.6%	4.0%
30								
31	Source 1					Source 5		
32								











	A	B	BS	BT	BU	BV	BW
1	Champaign County, Illinois	Probation Metrics					
2	Diagnostic Worksheet &						
3	Comparative Anal	1	63	64	65	66	67
4							
5							
6							
7							Number
8			Number on Misd.	Number on Misd.	Number On	Number On	Number On
9			Or Felony Probation Placement	Or Felony Probation Placement	Misdemeanor Probation Placement	Misdemeanor Probation Placement	Misdemeanor Probation Placement
10		Total					
11		Estimated Population					as % of
12		July 1 2009	2010	2010	Only	Only	Total
13							
14	County	n	n	rate	n	rate	%
15							
16	Winnebago	299,702	4381	14.6	2,511	8.4	57.3%
17	Madison	268,457	1897	7.1	530	2.0	27.9%
18	St. Clair	263,617	1354	5.1	130	0.5	9.6%
19	Sangamon	195,716	977	5.0	382	2.0	39.1%
20	Peoria	185,816	1458	7.8	352	1.9	24.1%
21	McLean	167,699	966	5.8	157	0.9	16.3%
22	Six County Average			7.6		2.6	29.1%
23							
24	State	1,273,840	88793	69.7	39,528	31.0	44.5%
25							
26	Champaign	195,671	1693	8.7	525	2.7	31.0%
27							
28	Champaign Co. vs 6 Co. Average:			14.3%		3.0%	6.7%
29	Champaign Co. vs State Average			-87.6%		-91.4%	-30.3%
30							
31		Source 1	Source 8		Source 8		
32							

	A	B	BX	BY	BZ	CA	CB
1	Champaign County, Illinois		Probation Metrics, Continued				
2	Diagnostic Worksheet &						
3	Comparative Anal	1	68	68	70		
4							
5							
6							
7					Number On		
8							
9			Number On	Number On	Felony Probation Placement		
10		Total					
11		Estimated Population July 1 2009	Felony Probation Placement	Felony Probation Placement	as % of Total		
12							
13							
14	County	n	n	rate	%		
15							
16	Winnebago	299,702	1,870	6.2	42.7%		
17	Madison	268,457	1,367	5.1	72.1%		
18	St. Clair	263,617	1,224	4.6	90.4%		
19	Sangamon	195,716	595	3.0	60.9%		
20	Peoria	185,816	1,106	6.0	75.9%		
21	McLean	167,699	809	4.8	83.7%		
22	Six County Average			5.0	70.9%		
23							
24	State	1,273,840	49,265	38.7	55.5%		
25							
26	Champaign	195,671	1,168	6.0	69.0%		
27							
28	Champaign Co. vs 6 Co. Average:			20.2%	-2.8%		
29	Champaign Co. vs State Average			-84.6%	24.3%		
30							
31		Source 1	Source 8				
32							



	A	B	CI
1	Champaign County, Illinois		
2	Diagnostic Worksheet &		
3	Comparative Anal	1	77
4			
5			
6			
7			
8			Percent
9			Technical
10		Total	Violators
11		Estimated	To Prison
12		Population	% of Total
13		July 1 2009	2010
14	County	n	%
15			
16	Winnebago	299,702	30.5%
17	Madison	268,457	29.9%
18	St. Clair	263,617	34.5%
19	Sangamon	195,716	36.0%
20	Peoria	185,816	30.1%
21	McLean	167,699	21.9%
22	Six County Average		30.5%
23			
24	State	1,273,840	29.5%
25			
26	Champaign	195,671	30.9%
27			
28	Champaign Co. vs 6 Co. Average:		1.2%
29	Champaign Co. vs State Average		4.5%
30			
31		Source 1	
32			

## Diagnostic Worksheet and Comparative Analysis Sources

**Source 1:** 1 July 2009 Population in Illinois Counties from Quick Facts, US Census Bureau at: <http://quickfacts.census.gov/qfd/index.html>

**Source 2:** Illinois UCR Offenses Reported, provided by the Illinois State Statistical Analysis Center, maintained by the State of Illinois Criminal Justice Information Authority at:  
<http://www.icjia.state.il.us/public/sac/index.cfm?metasection=forms&metapage=r aw>

**Source 3:** Illinois Adult Arrests, provided by the Illinois State Statistical Analysis Center, maintained by the State of Illinois Criminal Justice Information Authority at:  
<http://www.icjia.state.il.us/public/sac/index.cfm?metasection=forms&metapage=r aw>

**Source 4:** Case Filings and Dispositions, provided by the Administrative Office of the Courts and available on line at the Illinois State Statistical Analysis Center, maintained by the State of Illinois Criminal Justice Information Authority at:  
<http://www.icjia.state.il.us/public/sac/index.cfm?metasection=forms&metapage=r aw>

**Source 5:** Illinois Circuit Court Caseloads and Statistical Records, provided by the Administrative Office of the Courts and available on line at the Illinois State Statistical Analysis Center, maintained by the State of Illinois Criminal Justice Information Authority at:  
<http://www.icjia.state.il.us/public/sac/index.cfm?metasection=forms&metapage=r aw>

**Source 6:** Illinois Criminal Justice Information Authority, State Statistical Analysis Center, IDOC Adult Admissions 1990-2011, provided by the Illinois State Statistical Analysis Center, maintained by the State of Illinois Criminal Justice Information Authority at:  
<http://www.icjia.state.il.us/public/sac/index.cfm?metasection=forms&metapage=r aw>

**Source 7:** ICJAI Analysis of Illinois Department of Corrections, Jail and Detentions Standards Unit data, provided by the Illinois State Statistical Analysis Center, maintained by the State of Illinois Criminal Justice Information Authority at:  
<http://www.icjia.state.il.us/public/sac/index.cfm?metasection=forms&metapage=r aw>

**Source 8:** Active Adult Probation Cases and Felony Probation Cases, Administrative Office of the Illinois Courts, provided by the Illinois State Statistical Analysis Center, maintained by the State of Illinois Criminal Justice Information Authority at:

[http://www.icjia.state.il.us/public/sac/index.cfm?metasection=forms&metapage=r  
aw](http://www.icjia.state.il.us/public/sac/index.cfm?metasection=forms&metapage=r<br/>aw)

**Source 9:** Felony Sentences, provided by the Administrative Office of Illinois Courts (AOIC) Felony Sentences, provided by the Illinois State Statistical Analysis Center, maintained by the State of Illinois Criminal Justice Information Authority at:  
[http://www.icjia.state.il.us/public/sac/index.cfm?metasection=forms&metapage=r  
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## APPENDIX III

### CHAMPAIGN COUNTY PRETRIAL SERVICES PILOT PROGRAM

A Working Document Prepared by the Institute for Law & Policy Planning  
July 29, 2013

#### **SECTION 1:    ROLE OF PRETRIAL SERVICES PROGRAM**

1. Per §725 ILCS 187/5, Champaign County Pretrial Services (CCPS) shall interview and assemble verified information concerning the community ties, employment, residency, criminal record, and social background of arrested persons to assist the court in determining the appropriate terms and conditions of release.
  - a. Implementation of assessment services will begin as Phase I of the pilot program.
2. Supervise the defendant's compliance with the terms and conditions imposed by the court to reduce the likelihood of criminal activity and to ensure appearance for all scheduled hearings.
  - b. Implementation of supervision services will begin as Phase II of the pilot program.

#### **SECTION 2:    ASSESSMENT OPERATIONS (PHASE I)**

##### **I. OVERVIEW OF KEY ACTIVITIES**

1. Criminal histories will be reviewed by CCPS as part of bail investigation (i.e., risk assessment) presented to the judicial officer.
  - a. Champaign County Sheriff's Office (CCSO) will run criminal histories on arrested individuals at booking and provide access to CCPS. (Criminal histories will be used by CCSO to classify detained inmates.)
2. CCPS will obtain a list of arrested individuals from the CCSO (e.g., Arraignment/Bond Court List).
  - a. CCPS Risk Assessment Specialist will prioritize individuals listed for bail investigations.
3. CCPS Risk Assessment Specialist will conduct brief interview with accused defendant prior to arraignment/bond hearing. Interview may occur face-to-face or via video conferencing.
  - a. Defendant will be formally advised that interview is voluntary and instructed not to discuss charges.
  - b. CCPS will complete intake interview form (to be created). Information collected will include demographics (age, race, marital status, dependents), residency (address, length of residency, telephone, co-habitants), employment and education history (current

employer, source of income, education level, military history), health history (alcohol and drug use history, mental health history, current medications), and criminal history (prior convictions, terms of imprisonment, active supervision, reasons for missed court appearances).

- c. CCPS will obtain three references and their contact information from defendant.
  - d. Information provided by defendant will be cross-checked with booking information gathered by CCSO for consistency.
4. CCPS Risk Assessment Specialist will contact at least one reference to verify information provided by defendant.
- a. Verification will include primary place of residence, location of employment, and known alcohol or substance use issues. The name and relation of the person providing verification will be noted in the bond report.
  - b. If verification does not occur, then it will be noted in the bond report presented to the judicial officer.
5. CCPS Risk Assessment Specialist will communicate with collateral contacts when appropriate.
- a. If the defendant is on active probation locally, CCPS will contact probation officer for status information.
  - b. In domestic violence cases, CCPS will contact the victim and ascertain:
    - The victim's concern for his/her personal safety if the defendant were released;
    - The location the defendant will reside (i.e., can the defendant return to the home); and
    - Availability of weapons to the defendant.
  - c. Information gathered through collateral contacts will be provided in the bond report.
6. CCPS Risk Assessment Specialist will complete objective risk assessment and bond report for arraignment hearing.
- a. Copies of bond report will be provided to public defender/defense counsel and state's attorney at arraignment hearing.
  - b. A recommendation for release conditions will be included with the bond report using pre-established criteria set by the court.

- c. CCPS Risk Assessment Specialist will be present at arraignment hearing to answer questions by the judicial officer and to receive any directives from court.

## II. ADDITIONAL ACTIVITIES

1. CCPS Risk Assessment Specialist will review daily inmate population and conduct reconsiderations.
  - a. Status of pretrial inmates will be tracked to monitor detention of low risk defendants and/or significant changes (e.g., holds released, charges dropped). If appropriate, the Risk Assessment Specialist will conduct a follow-up investigation and notify the defense counsel.
2. CCPS Risk Assessment Specialist will complete affidavit of indigency to assist in determination of whether counsel should be appointed (*optional*).
3. CCPS Risk Assessment Specialist will conduct assessments and initiate pre-arraignment release of low risk arrestees (*optional*).
  - a. If authorized via an administrative order from the court, low risk arrestees may be released on their own recognizance (except for exclusionary offenses set by the court) following bail investigation by Risk Assessment Specialist.

## III. DESCRIPTION OF DAILY ACTIVITIES

*CCPS Risk Assessment Specialist #1 will arrive at Champaign County Jail at 0600 hours and obtain list of arrestees from the past 24 hours. Arrestees will be prioritized for interviewing based on the nature of their charges and the likelihood for pretrial release. Criminal histories of arrestees will be retrieved from CCPD, along with booking cards. Once information is gathered and reviewed, Risk Assessment Specialist #1 will commence conducting interviews and verification calls, performing risk assessments, and completing bond reports. Risk Assessment Specialist #2 will begin assisting at 0800 hours.*

*Bond reports will be delivered to courthouse and disseminated by noon. Risk Assessment Specialist #1 will appear at arraignment hearing. Risk Assessment Specialist #2 will initiate work on individuals arrested after arraignment court cut-off time. Risk Assessment Specialist #2 will also meet with defendants to review program supervision rules (as part of Phase II) prior to release from jail. Conducting reconsideration investigations of the pretrial inmate population will also be the responsibility of Risk Assessment Specialist #2.*

*On weekends, CCPS Risk Assessment Specialist #3 will follow the above routine of Risk Assessment Specialist #1 for the bond hearings, and assist in preparation for the Monday arraignment hearing.*

IV. STAFFING

1. Initial staffing for the pilot program will be two full-time employees, working Monday through Friday, and one part-time employee covering weekends.
  - a. Risk Assessment Specialist #1 will serve as team lead.
  - b. Risk Assessment Specialists will adjust hours when necessary to provide coverage for employees who use vacation and personal time.

Positions	Primary Duties	Status/Hours	Salary	Benefits
Risk Assessment Specialist #1	Initiates casework, conducts investigations, presents bond reports in courts, serves as team lead	FTE; M-F; 0600-1500	TBD	TBD
Risk Assessment Specialist #2	Assists investigations; helps prepare bond reports; processes released defendants, handles reconsiderations; provides coverage for PTE.	FTE; M-F; 0800-1700 (Provides coverage for team lead and PTE)	TBD	TBD
Risk Assessment Specialist #3	Initiates casework and conducts investigations for bond hearing, prepares material for Monday arraignments	PTE; Weekends; 0600-1500 (Provides coverage for FTEs)	TBD	TBD

V. IMPLEMENTATION OF PHASE I

1. Finalize Phase I pilot design by September 15, 2013.
  - a. Formally recognize formation of pilot program among stakeholders, define roles and responsibilities of involved parties, and agree on business process flow.
2. Formalize program policies and procedures by October 15, 2013.
  - a. Establish, in detail, structure of program and rules for daily operation.
  - b. Develop program documents (e.g., interview form, bond report, etc.)
  - c. Initiate development of software solution for program activities.
  - d. Create criteria for release recommendation based on risk level and charge type.
3. Select program staff by November 1, 2013.
4. Complete staff training by November 15, 2013.
  - a. Provide training on program’s policies and procedures, interpreting criminal histories, interviewing techniques, assessing risk objectively, and preparing bond reports.

5. Complete program testing by November 30, 2013.
  - a. Ensure consistency in bail investigations and bond reports.
  - b. Establish business flow from start to finish.
  - c. Confer with stakeholders and make program adjustments, in necessary.
6. Formally launch pilot program's services by December 1, 2013
7. Collect and analyze pilot data by August 1, 2014.
  - a. Gather information on pilot program activities and outcomes. Information should include: interview rate, percent of risk assessments completed, recommendations by type, rate of recommendation acceptance, release rate, pretrial inmate population level, appearance rates, re-arrest rates, risk level (from risk assessment instrument), and reconsideration rate.
  - b. Assess staffing levels set in Phase I and determine if appropriate.
  - c. Determine system acceptance of pilot initiative.
  - d. Make program modifications, if necessary.
8. Plan for Phase II implementation by October 1, 2014.
  - a. If desired results are achieved and system acceptance of pilot program exist, assess if supervision component will enhance program operations (i.e., improve appearance rate and heighten compliance with court-ordered release conditions).

### **SECTION 3: SUPERVISION OPERATIONS (PHASE II)**

#### **I. OVERVIEW OF KEY ACTIVITIES**

1. Program participants will be supervised according to their objective risk assessment score.
  - a. Low risk program participants will receive minimum supervision services, while higher risk program participants will receive more intensive supervision services to mitigate their risk level.
  - b. All program participants will have their criminal records routinely run to monitor additional arrests.
  - c. Supervision Officer shall instruct program participant to not discuss the case; no legal advice shall ever be provided by the Supervision Officer.

2. The CCPS Supervision Officer will refer program participants to community-based services.
  - a. Program participants will be referred to community-based resources that address their criminogenic needs, such as education/employment services, alcohol or drug treatment, and mental health care.
  - b. Ideally, services initiated during pretrial phase will be maintained post-sentencing (i.e., probation).
3. The CCPS Supervision Officer will remind program participants of their next court date, the time of the hearing, and the location of the event.
  - a. Program participants will be reminded of their next court date during each contact with Supervision Officer.
  - b. Supervision Officer will call program participant within 48 -72 hours of court date to remind program participant of hearing.
4. The CCPS Supervision Officer will seek termination or a review hearing for program participants who fail to comply with conditions of release.
  - a. Participants who fail to appear in court should have a bench warrant issued and their supervision status changed to “absconder.” The Supervision Officer should attempt to locate the program participant using their contacts and schedule surrender.
  - b. If a participant is re-arrested on a felony offense, domestic violence, or driving while intoxicated, then he or she should be removed from the program and deemed ineligible for supervision services for a set period, usually two years.
  - c. Program participants who violate general release conditions (i.e., not re-arrested or missed court) should have a review hearing set through the State Attorney’s Office.
5. The CCPS Supervision Officer will provide a compliance report to the judicial officer.
  - a. Supervision officer will provide a brief written summary of the program participant’s performance under supervision to the court prior to sentencing (possibly as part of presentence report).

## II. ADDITIONAL ACTIVITIES

1. GPS surveillance equipment will be utilized for high risk defendants granted pretrial release.
  - a. GPS will be utilized to monitor travel restrictions and curfews (or home confinement).
2. Drug testing using instant urinalysis cups will be randomly performed on program participants by supervision officers.

- a. Results of testing should trigger community-based services for program participant to needed services, if necessary.

### III. DESCRIPTION OF DAILY ACTIVITIES

*Assigned Supervision Officer should meet with program participant within 72 hours of release from jail to review conditions of release and information gathered during pre-release interview. Exploration of criminogenic needs should be conducted using motivational interviewing to determine community-based service needs. Depending on the participant's risk level, a reporting schedule should be agreed upon between the Supervision Officer and the participant. Supervision methods may include phone check-ins, face-to-face meetings, field visits.*

*Subsequent contacts by the Supervision Officer should monitor court appearance at hearings and any contact with law enforcement. Program participants should be routinely asked to provide proof of residency and employment (or other, such as school). Non-compliant program participants should receive tighter supervision services to avoid revocation and improve compliance. The participant's attorney should be contacted to address poor compliance, if necessary.*

*The Supervision Officer should dedicate a portion of their day to making court reminder calls and locating absconders.*

### IV. STAFFING

1. Staffing needs for CCPS supervision services should be determined using data obtained in Phase I.
  - a. Explore adding program participants to existing caseloads of probation officers.

### V. IMPLEMENTATION OF PHASE II

1. Upon completion of Phase I assessment, establish staffing plan for supervision services by October 1, 2014.
2. Formalize program policies and procedures for supervision services by November 1, 2014.
  - a. Results of the risk assessment will determine level of supervision services.
3. Provide training for staff by November 15, 2014.
4. Launch supervision services by December 1, 2014
5. Collect and analyze Phase II data by August 1, 2015.
  - a. Gather information on pilot program activities and outcomes. Information should include: caseload size, cases by supervision level, referrals to community-based agencies, court appearance rates, re-arrest rates (by offense level), and review hearings conducted.

- b. Assess staffing levels and determine if appropriate.
- c. Gauge system acceptance of pilot initiative related to supervision services.
- d. Make program modifications, if necessary.

**SECTION 4: RELEASE RECOMMENDATIONS & SUPERVISION LEVELS BY RISK LEVEL**

**I. RISK ASSESSMENT PRAXIS**

1. Adopt a praxis that correlates with the deployed risk assessment instrument (The eight question Virginia Risk Assessment Instrument is recommended).
  - a. The praxis will reflect a rational use of system resources (e.g., jail, supervision services) based on the risk level of the individual and the nature of their offense; system resources will target higher risk individuals to mitigate risk to public safety and non-appearance for court.
  - b. The praxis will standardize the bail recommendation made by the pilot program in the bond report to the court.
  - c. The praxis will also determine the level of supervision provided to program participants in Phase II.
  - d. Development of the praxis should occur with input from criminal justice stakeholders and community members.

The tables below are provided for illustrative purposes only. Dollar ranges should be created to coincide with percentage and cash bond recommendations. (Certain offenses, such as capital offenses, should be excluded.)

<b>PRAXIS #1: NON-ASSAULTIVE MISDEMEANORS &amp; TRAFFIC</b>		
<i>Risk Level</i>	<i>Bail Recommendation</i>	<i>Supervision Level</i>
Low	Release on Recognizance	Non-applicable
Below Average	Release on Recognizance	Non-applicable
Average	Release on Recognizance	Non-applicable
Above Average	Percentage Bond	Standard
High	Percentage Bond	Intensive

<b>PRAXIS #2: ASSAULTIVE MISDEMEANORS &amp; DOMESTIC VIOLENCE</b>		
<i>Risk Level</i>	<i>Bail Recommendation</i>	<i>Supervision Level</i>
Low	Release on Recognizance	Non-applicable
Below Average	Release on Recognizance	Non-applicable
Average	Percentage Bond	Administrative
Above Average	Percentage Bond	Standard
High	Percentage Bond	Intensive

<b>PRAXIS #3: NON-ASSAULTIVE FELONIES</b>		
<i>Risk Level</i>	<i>Bail Recommendation</i>	<i>Supervision Level</i>
Low	Release on Recognizance	Non-applicable
Below Average	Percentage Bond	Administrative
Average	Percentage Bond	Standard
Above Average	Percentage Bond	Standard
High	Cash Bond	Intensive

<b>PRAXIS #4: ASSAULTIVE FELONIES</b>		
<i>Risk Level</i>	<i>Bail Recommendation</i>	<i>Supervision Level</i>
Low	Percentage Bond	Administrative
Below Average	Percentage Bond	Standard
Average	Percentage Bond	Standard
Above Average	Cash Bond	Intensive
High	Cash Bond	Intensive

## II. LEVELS OF SUPERVISION

1. Establish supervision services appropriate for the risk level of the individual (example below).
  - a. Administrative Supervision: post-release office conference (within 72 hours), bi-weekly phone reporting, court date reminder calls, and face-to-face office contact as needed.
  - b. Standard Supervision: post-release office conference (within 72 hours), bi-weekly phone reporting, court date reminder calls, monthly office contact with supervision officer, criminal history checks, alcohol/drug testing, and participate in identified community-based services.
  - c. Intensive Supervision: post-release office conference (within 72 hours), weekly office contact with supervision officer, weekly phone reporting, court date reminder calls, criminal history checks, alcohol/drug testing, participate in identified community-based services, and GPS monitoring (in certain cases).

## APPENDIX IV: Direct Supervision Principles

The following document was provided at the National Institute of Corrections, 5th annual symposium on "Direct Supervision".

The element "Staff to Inmate Ratio," in the second principle "Effective Supervision," has been expanded and refined to include the information that has been gained from experience with the recent population explosion and the resulting extreme overcrowding. This issue will be addressed in greater detail later in the symposium.

A rather significant addition was made to the fifth principle, "Manageable and Cost Effective Operations." An element titled "Opportunities for Reintegration" was added to address the important developments in programming that occurred during the last several years of the eighties. We originally believed that such an objective was neither appropriate nor attainable for detention facilities. As we became comfortable with that belief, some "upstarts" came along and proved that it could be a very meaningful addition to the conceptual framework of direct supervision.

The remaining modifications, elaborations, and enhancements can best be gained from reading the following revised principles in their entirety. As you read, keep in mind that there should never be a "final version." The next revision should continue to benefit, as this version did, from the collective input from practitioners in the field. Please do not hesitate, to send your recommendations and/or comments.

### THE PRINCIPLES OF DIRECT SUPERVISION

The principles of direct supervision were first drafted in 1982 for the purpose of explaining the content of the concept. The term "direct supervision" was easily misinterpreted to simply mean that officers were to be in direct contact with inmates, and that this contact, by itself, would produce the desired behavioral objectives. While certain benefits are realized from merely placing officers in contact with the inmates they are supervising, the full potential of this practice is not realized until it is integrated into a comprehensive system of inmate management. It was, therefore, necessary to define in detail the universal principles of this new concept of direct supervision to distinguish it from its more simplistic predecessors and to enable practitioners to fully optimize the concept.

The draft principles were comprised of user observations about the universal components of successful direct supervision facilities. These principles were further supported by observations of unsuccessful experiences in direct supervision which served to negatively confirm their validity. Since the principles were observations of successful practice rather than theoretical constructions, the issue of validity related to the accuracy of the observer. The principles remained in the tentative draft form for the remainder of the eighties where they were put to the repeated test of the operational direct supervision facilities that came on line during that period. The final version of the principles of direct supervision, that are presented herein, reflects the additional observations of the practitioners in the field since the original 1982 draft. This process has crystallized the principles into a coherent, consistent inmate management concept that has proven useful to practitioners in the field.

These principles have been successfully utilized to communicate the content of the direct supervision concept to many jurisdictions around the country. The principles have also been helpful in

identifying problems in direct supervision operations as well as missed opportunities to improve operations. Rather than reacting to an operational problem in an ad hoc manner, managers have proactively diagnosed the problem from a uniform conceptual framework of what principles were not being fully implemented.

The order in which the principles are presented could arguably be changed to comply with one's order of priority. It is difficult to say that one principle is more important than another, such a determination may relate more to individual perspectives rather than any universal validity. The order of presentation was not intended to imply an order of value or priority.

A thorough conceptual understanding of the principles enables the correctional administrator to maximize the return the agency's investment in this concept. There are many substantive benefits to be derived from their total application. In these times of scarce resources and escalating demand for services, it is essential that correctional agencies receive the "biggest bang for their buck."

## PRINCIPLE I EFFECTIVE CONTROL

A fundamental task of facility administrators is to control the behavior of the inmates committed to their custody. As breathing is fundamental to the sustainment of a person's life, so is effective control to the operation of a correctional facility. While it is a precondition for being it is not the purpose for being.

The control of inmate behavior in a direct supervision facility is achieved by a fundamental commitment to an integrated proactive inmate management system rather than reacting to the inevitable negative inmate behavior that results from a traditional containment-oriented management approach. When the six sub-element of this principle are in place, effective control will have been achieved. On the other hand, when inmate control problems are encountered, these six sub-elements will prove helpful in identifying the source of the problem.

### A. Total Control

Effective control means that staff are in control of the total institution. The concept of territoriality that prevails in many facilities where inmates have their territory and staff have theirs is unacceptable in a direct supervision facility. All space in a direct supervision facility is staff space and the control of this space is never shared with the inmates. This means that there are no inmate housing areas that staff are restricted from entering because of safety concerns with the concerns with the possible exception of certain individual cells within the mental health segregation units. Any inmate, housing area that is unsafe for staff is also unsafe for inmates and therefore is not effectively controlled by staff. Any inmate activity that is controlled by inmates is not controlled by staff. Staff must fully manage all of the space and activities within a facility in order to achieve total control.

Implicit in the understanding of total control is the fundamental precept that some inmates will require maximum custody housing characteristic of the podular/remote surveillance model. This is not an exception to the rule of direct supervision; it is a fundamental precondition that inmates who will not comply with the verbal instructions of staff be housed in a maximum custody unit with high security and vandal proof fixtures, furnishings, and finishes. The very existence of this option is critical to the successful operation of the general population units. The objective of direct supervision administrators is to house as

few of their population as possible in such expensive units without compromising the axiom that only compliant inmates are permitted to be housed in direct supervision housing units.

**B. Sound Perimeter Security**

A sound perimeter security that is sufficient to impede escapes permits the interior of the facility to function in a more normalized environment, with greater flexibility of internal operating procedures. The outdoor exercise areas and individual cells are particularly vulnerable for breaching perimeter security. Frequent security inspections of these areas should of course be made in order to detect any efforts to compromise the structural integrity of the perimeter.

A sound perimeter security also means that a unit officer should never be in a position to facilitate the escape of an inmate from the facility. The doors that unit staff control should not lead to a direct path of escape from the facility. If inmates are successful in penetrating a door controlled by a unit officer, it should only lead to an equally secure area to which access is controlled by central control.

**C. Population Divided into Manageable Groups**

The size of inmate groups should not exceed that which can be effectively managed. When staff perceive that the size of the inmate group that they are supervising is not manageable they will lack the confidence to function at their highest potential. There are several important variables that determine size of an inmate group that can be effectively managed. These variables include: the custody classification of inmates, the structural design features of the space in which inmates are, contained, the type of activity in which inmates will be involved, and the depth and quality of supervision. This issue will be more explicitly examined under element A of Principle II, Staff-to-Inmate Ratio.

**D. Easily "Surveillable" Areas**

Effective control of inmates is facilitated by the unit officer being in a position to easily observe the area he controls. Since the unit officer is required to move about the unit, this does not mean that there is one point in the unit from which all areas of the unit are visible. Lines of sight should be unobstructed to permit an officer to see most areas of the unit by a turn of the head and all areas by making a few steps. In addition to the officer having a good view of his unit, inmates should also be able to easily view the entrances to rooms from activity areas to provide a quality known as "protectable space" to the unit. When inmates perceive that an area is unsafe because it is out of the line of sight of the supervising officer, they will react to this perception accordingly. While ease of surveillance is an important element, it must be balanced with the advantages of dispersal of dayroom activities.

**E. Accountability For Behavior**

An important ingredient in achieving effective control is establishing an atmosphere of accountability for one's behavior. This is accomplished by both inmate management techniques and structural design features. If inmates have a feeling of anonymity they are emboldened to engage in unacceptable behavior. Therefore, it is important for staff to demonstrate their knowledge of individual inmates by frequently addressing them by name. By enhancing their ability to recall the names of inmates and by dealing with inmates as individuals as much as possible, staff can effectively strip away the mask of anonymity that influences misbehavior.

One practice that some direct supervision institutions have found useful to increase accountability is to require the inmate to fill out a cell inspection form when being assigned to a new cell. The inmates identify all signs of graffiti and vandalism that are in the cell and are responsible for any subsequent additions. For this to work effectively the cells must, for the most part, be free of vandalism and graffiti. One institution reported that when they ran out of cell inspection forms, they noticed an increase in the incidence of graffiti.

A facility design that incorporates the concept of space accountability, such as single cells and dedicated space for one unit, further supports an atmosphere of accountability. When a unit has its own dedicated space the accountability for its condition is clear. It has been found that it is better to have a smaller outdoor exercise area dedicated to a specific housing unit than for units to share a larger space.

Consequences for behavior should be consistent. Misbehavior as well as positive behavior should be reinforced through some meaningful action. In fact, accountability for positive behavior may provide the greatest payoff.

#### **F. Maximize Inmate Self Control**

Most inmates are very capable of exercising control over their behavior when provided the opportunity and the motivation. It is important to provide opportunities that facilitate the inmates' exercise of self-control. The opportunity to retreat to an individual cell when tempted to display aggressive behavior is one example of such an opportunity. The hyperactive inmate is provided an opportunity to release his energy in the outdoor exercise area at any time of the day. This opportunity provided to inmates to control their own environment in these basic ways also provides the opportunity to exert self-control over their behavior. Consistent accountability for their behavior by vigilant staff also provides significant motivation for controlling their own behavior.

## **PRINCIPLE II EFFECTIVE SUPERVISION**

Effective supervision of inmates is closely related to effective control but more specifically refers to the interaction between the unit officer and the inmate. Effective supervision is the primary means by which desirable inmate behavior is achieved. It is a dynamic process that the unit officer employs to proactively manage inmate behavior. By fully utilizing the collective knowledge of how human behavior can be effectively managed, housing officers can become very effective supervisors.

To achieve effective supervision it is imperative that the following sub-elements of this principle be in place. All too often, correctional administrators become overly satisfied with the initial positive results of placing an officer in a direct supervision environment. As a result, the opportunity to fully develop the unit officer's potential to become a truly effective supervisor is missed. In order for the full benefits of direct supervision to be realized, the following sub-elements should be practiced.

#### **A. Staff-to-Inmate Ratio**

As indicated in sub-element D of the first principle, Effective Control, the population should be divided into manageable groups. It follows that the number of inmates that a unit officer is required to supervise will have a critical bearing on how effective this supervision will be. Experience has been gained

over the first decade of direct supervision practice that provides valuable insight into what this figure can be.

In the beginning, assumptions were made based upon experience in other settings of what a desirable inmate-to-officer ratio should be. The Federal Prison System recommended the figure of 50 inmates to a unit based on its theory of unit management. The first three metropolitan correctional centers used this figure as a reference in their architectural programs; however, architectural considerations reduced the actual number to 48 cells per unit in New York and San Diego and 44 in Chicago. Other local jurisdictions experimenting with direct supervision facilities were persuaded to adopt a ratio of 32 inmates to a supervisor. In Vancouver, British Columbia's Remand Center, they believed that a ratio of 16 inmates to one officer should not be exceeded in their concept of "dynamic supervision."

While there is no argument against the concept that the fewer the inmates the more effective the supervision, fiscal reality dictates that an officer supervise as many inmates as possible. The San Diego MCC provided some interesting information from their early overcrowding experiences. They determined that an officer could effectively supervise more than 48 inmates; however, they also found that officers could not complete all of the functional tasks during their shifts when the population exceeded 85 to 90 inmates. Based on this information the Federal Prison System began designing housing units with 64 cells. Many local jurisdictions followed this lead.

As Contra Costa County became overcrowded, they were obliged to assign more inmates to a housing unit than their 46-cell design capacity. They worked out an agreement with the deputies' union to assign a second officer to a unit when the number of inmates exceeded 64. This labor agreement has been replicated with bargaining units in other jurisdictions and provides important precedent for universal acceptance. Contra Costa also designed their new West County facility with 64 cells to a housing unit.

With the revision of the single cell standard by the American Correctional Association, local jurisdictions, such as Orange County in Florida and Montgomery County in Maryland, designed their direct supervision housing units with 32 double cells. This configuration permits one officer to supervise 64 inmates when all cells are fully occupied.

One fact that has emerged from the varied experiences with staff-to-inmate ratios is that one officer supervising 64 inmates is more effective than two officers supervising 100 inmates. This conclusion by practitioners based on their clinical observation is further supported by research conducted by Dr. Richard Wener and his associates in their comparison of direct vs. indirect supervision facilities. Wener found that the placement of the second officer on a unit invariably resulted in a lower level of supervisory effectiveness.

There are obviously many variables that affect the desirable ratio of unit officers to inmates, not the least of which are the individual skills of the unit officer. Because of these intricacies, an absolute empirical ratio that is the best for all applications may be an unrealistic expectation. The experiences of the first decade in direct supervision do offer some guiding "rules of thumb." Since it has been demonstrated that officers can effectively supervise 64 inmates, that one officer will experience difficulty in performing the functional task of managing his unit for more than 85 inmates, and that precedent has been established in union negotiations for assigning the second officer when the population on the unit reaches 65 inmates, then certain conclusions are forthcoming.

1. If double celling is design policy, then two 32-double-cell units would be preferable to one 64-double-cell unit.
2. If partial double celling, such as one third of the cells being double celled is acceptable policy, then a 48-cell unit would be desirable.
3. If policy is to adhere to single celling then a 64 bed unit would be desirable.

**B. Officer in Control of Unit**

A critical precondition to assigning a single officer to manage a housing unit is that the officer have sufficient authority commensurate with his or her responsibilities. Since officers will exercise their authority through verbal commands rather than physical force, it is imperative that officers not be expected to contend with an inmate that is not compliant with their orders. Inmates that refuse to obey the verbal commands of the unit officer are in effect beyond the officer's control and must be removed from the unit.

As long as the unit officer remains in control of the inmate's behavior, the officer is to be encouraged to handle minor disciplinary infractions informally. This presents a technical problem that may conflict with professional and state standards and case law on inmate discipline. In many jurisdictions officers are not authorized to impose sanctions for disciplinary infractions other than counseling and reprimand. One of the most severe sanctions that may be imposed on an inmate is punitive segregation and may only be imposed through formal disciplinary procedure.

One of the more effective methods for unit officers to exert their control over inmates is to restrict an offending inmate to his or her room for a specific period of time for a minor rule infraction. In order to preserve this important authority, efforts should be made to assure that such exercise of authority by the unit officer does not violate applicable case law or state standards. Each jurisdiction should consult with its legal counsel to structure an acceptable procedure whereby an officer retains the authority to direct an inmate to remain in his room for a specific period of time.

This has been accomplished in many jurisdictions by the officer directing the inmate to return to his room for a limited period of time or until the infraction is investigated by a supervisor. The period of time that an officer may restrict an inmate to his room does not have to be extensive to accomplish the objective. In most cases four hours should be sufficient.

The fact that an inmate voluntarily returns to his cell and remains there without the door being locked for the period of time imposed by the officer accomplishes the intended purpose of discipline. Any inmate who fails to follow the direction of the officer under these circumstances should be promptly removed from the unit.

**C. The Officer's Leadership Role**

One of the major sources of inmate violence is the struggle for leadership among inmates. This is a natural group dynamics reaction when a leadership void exists in any social structure. However, the struggle for leadership in an inmate group is characteristically violent and brutal. Inmate rapes, for example, are often tactics employed by inmates to exert their dominance over others and command a leadership position.

In order to avoid this constant vying for leadership by inmates, it is better for the officer to fill this leadership void. There is only room for one leader on a housing unit and the officer should jealously protect this role. The officer should not share the leadership role with another by placing one inmate in a subordinate role to another. The officer's duties should be structured to support and emphasize his role as undisputed leader of the unit. Any inmate that competes for the leadership role has to be dealt with effectively, even if that involves his removal from the housing unit.

#### **D. Frequent Supervision by Management**

Management must actively assume responsibility for assuring that staff are successful in effectively supervising inmates. Supervisors and administrators need to maintain a high visibility profile on the units to assure that staff are performing their duties correctly, are consistent with practices on other shifts and units, and their actions are fully supportable by management. The exercise of considerable independent authority by unit officers requires frequent monitoring to ensure that this authority is not abused.

There is a natural tendency for supervisors to spend most of their time in areas that demand the most attention and to respond to incidents. The housing units, for the most part, can be expected to run smoothly and not demand a great deal of attention from supervisors. Therefore, supervisors will have to structure their visits to the units to assure that proper supervisory attention is being given to the performance of job task by the unit officers. This attention should be given in a supporting way and care should be taken to avoid undermining unit officers' authority.

The decentralized unit management organizational structure is desirable for direct supervision facilities. Organizing several housing units under one supervisor is an important consideration for minimizing the inconsistencies in inmate management practices that are frequently encountered between units and shifts. In the typical hierarchical organizational structure the supervisors tend to concentrate their attention on areas other than the housing units because of the few operational problems generated there. As a result, insufficient supervisory time is devoted to proactively avoiding the problems that result from operational inconsistencies in the housing areas.

#### **E. Techniques of Effective Supervision and Leadership**

A considerable body of knowledge has been collected and verified concerning techniques of supervision and leadership in all forms of human endeavors. Most of these techniques are also applicable to supervision and leadership in a direct supervision facility. Mastery of these techniques will enable the officer to accomplish his objectives skillfully and with a sense of professional competence.

The officer who practices the correct techniques of supervision and leadership on a daily basis will soon become expert in skills that are highly transferable. These skills will prove invaluable to the entire organization when the unit officer is eventually promoted to a supervisory position. All too often officers are promoted from the ranks to supervisory positions without the proper training and skills for the job. One of the residual benefits of a direct supervision facility which practices the accepted techniques of effective supervision and into the supervisory, and leadership will be the movement of highly skilled individuals into the supervisory, and eventually the command, ranks.

### PRINCIPLE III COMPETENT STAFF

The key resource of a direct supervision facility is competent staff. When a correctional facility emphasizes the management of inmate behavior rather than their physical containment, the effectiveness of staff is most critical. When successful operation is dependent upon staff rather than technological devices or physical barriers, staff have to be sufficiently competent to achieve these important objectives. Assignment to a direct supervision housing unit can provide officers the unique opportunity to develop their full potential as inmate managers.

#### A. Recruit Qualified Staff

The first requirement for assuring competent staff is to recruit staff that have the qualifications to perform the duties of a direct supervision unit officer. A candidate for this position should have the ability to relate effectively to people, to learn the skills required of this position, and to have leadership potential. An important character trait is to have the basic courage to work in direct contact with inmates. Qualified candidates do not have to be college graduates but should be capable of participating beneficially in the required training.

#### B. Effective Training

In addition to basic correctional officer training, the officer needs to be trained in the history, philosophy, and principles of direct supervision. The content and dynamics of the unit officer's duties must be thoroughly explained. The officer should also receive extensive training in the critical skills of effective supervision, leadership, and interpersonal communications.

#### C. Effective Leadership by Management

Many of the constitutional deprivations that courts have found existing in many American correctional facilities result from the failure of the administration to effectively supervise the inmates. The eighth amendment clearly places the responsibility for protecting inmates with correctional administrators. It is critical that supervisors and managers visit the unit with sufficient frequency to assure that staff are functioning consistent with institutional policy. Policy should be adequately documented to provide a consistent structure that will facilitate continuity between shifts and units. In order to maximize the benefits of direct supervision, management will have to engineer the role of the housing officer and structure the supervisors' visits to assure competent performance.

### PRINCIPLE IV SAFETY OF STAFF AND INMATES

Probably the greatest concern about being incarcerated or seeking employment in a detention facility is personal safety. Our detention facilities have gained a reputation of danger that creates fear. It is imperative that a facility assure the safety of staff and inmates, as well as create the perception of safety, in order for the full benefits of direct supervision to be achieved. The following elements emphasize why this principle is so important.

**A. Critical to Mission and Public Expectations**

Despite the general fear of detention facilities in our society, there is a public expectation that inmates should be safe, and the staff who operate these facilities should not be exposed to undue hazards. The basic mission of a detention facility is to provide safe and secure custody of its wards until they are released.

**B. Life Safety Codes**

Prisons and jails have all too often been the scenes of tragic fires. During the past 15 years there have been more, than a dozen mass-fatality fires in American correctional facilities. The fatalities from these fires occurred primarily from smoke inhalation which resulted from deficient evacuation plans and key control procedures. Any facility, regardless of architectural style or inmate management style, must be responsive to these critical issues.

**C. Personal Liability**

Millions of dollars have been paid in court-awarded damages to victims or their families as a result of personal injuries sustained in detention facilities because of preventable unsafe conditions. It is a travesty that these public funds were not spent in the first place to correct the unsafe conditions responsible for the injuries. The facility administrator's obligation to protect prisoners has been clearly established in case law.

**D. Inmate Response to Unsafe Surroundings**

A critical day-to-day element of this principle is how inmates respond to unsafe surroundings. Their response is rather predictable -- self-preservation. It is one of the basic instincts of man. Inmates attempt to enhance personal safety by acquiring defensive weapons, affiliating with a kindred group for common defense, presenting themselves as tough persons not to be messed with, or by purchasing security with cash or kind. Inmates often commit violent or destructive acts in order to be placed in administrative or punitive segregation, where they perceive it to be safer than with the general population. The very acts which practitioners identify as the primary inmate management problems are often normal reactions to unsafe surroundings.

When personal safety is assured, as it must be in a direct supervision facility, inmates do not find these defensive strategies necessary or in their best interest. On the contrary, such behavior is dysfunctional. It does not fulfill their needs and serves no constructive purpose. For example, in facilities where a high level of safety is achieved as well as the perception of safety by staff and inmates, there is an almost total absence of contraband weapons.

**E. Staff Response to Unsafe Working Conditions**

Staff's response to unsafe conditions is not too different from inmates' since self-preservation is a basic instinct that we all have in common. Staff often affiliate with unions to achieve safer working conditions. They avoid personal contact with inmates and avoid patrolling areas perceived by them to be unsafe. Staff often avoid coming to work altogether by using an excessive amount of sick leave for stress-related disabilities and at other times by simply abusing the sick leave system. They are also known to

occasionally carry their own personal and prohibited weapons, and some have tried to buy personal safety from inmates through the granting of special favors.

#### F. Fear-Hate Response

The inevitable result of an unsafe environment is the "fear-hate" response. Fear and hate are closely related emotions. We usually hate those we fear and fear those we hate. The inmates' fear and the resultant hate of other inmates and staff lead to some, hideous consequences. When staff possess a hatred for inmates the situation is further exacerbated. The combined result of all of this intense hatred for one another is a "cancerous" working environment which is extremely hazardous. Such conditions fueled the atrocities of the tragic New Mexico State Prison riot in 1980.

### PRINCIPLE V MANAGEABLE AND COST EFFECTIVE OPERATIONS

One very practical consideration for any facility is that it be manageable and cost effective. Taxpayers are reluctant to spend more than they have to on corrections operations, and rightly so. However, detention expenses cannot be avoided by neglect. Some communities and states have tried this strategy, only to find it far more costly in the long run. Many jurisdictions are already spending more on detention than they consider is proportionate to their tax base without achieving their mission and goals. The effective application of the following six sub-elements will enable the facility to fulfill its mission while at the same time reducing costs and improving manageability.

#### A. Reduced Construction Costs

The first cost savings that can be derived from the application of direct supervision principles is a basic component cost characteristic that is unique to the concept. The absence of vandal-proof and security style furnishings, fixtures, and finishes throughout 90% of the facility is the major contributor to lower construction cost. When one considers the cost differential between security/vandal-proof components and commercial grade alternatives, the savings can be significant. A credible knowledge base regarding the performance of commercial grade material in direct supervision facilities has been acquired over the past 15 years to permit administrators to confidently select less costly alternatives to security/vandal-proof components without the concern that future replacement costs will cancel out cost savings.

#### B. Wider Range of Architectural Options

In a facility where destructive inmate behavior will be tightly controlled, the architect is free to select a wider range of materials to improve the manageability of the facility. For example, acoustics is a critical factor in the day-to-day operation of a detention facility. Good acoustical qualities facilitate officers' effective communication with inmates, enable them to clearly hear radio communications, as well as aid in the detection of security breaches. The use of carpeting in the dayroom area is an inexpensive acoustical treatment that is a feasible option in a direct supervision facility. Wood cell doors are advantageous because they do not expand like a steel door does in a fire and impede safe evacuation. This option can be selected without concern that the doors will be defaced.

**C. Reduced Vandalism**

Operating costs can be dramatically reduced by curtailing vandalism. The almost total absence of graffiti and vandalism in a direct supervision facility is achieved by maintaining accountability for behavior and promptly correcting any such occurrences in the event they do occur. Most direct supervision facilities have demonstrated that this can be achieved and frequently find that the detention facility is one of the few public buildings in the community that continues to remain free of graffiti and vandalism for a sustained period.

**D. Anticipate Fundamental Needs**

As indicated previously, much negative inmate behavior is driven by efforts to fulfill human needs. Proactive managers use their knowledge of how human needs affect behavior to achieve the behavioral response they are seeking. They perceive them as environmental forces that can be effectively manipulated to assist them in accomplishing their agencies' missions and goals. If the inmate understands that most of his fundamental human needs can be on a general housing unit, then he has a very important investment in remaining on the unit.

Once an inmate's security needs are met, the most powerful forces affecting the inmate's behavior is the need to communicate and have contact with family and significant others. This need is particularly strong when a person is incarcerated. The fulfillment of this need then becomes an influential dynamic in managing the general housing unit. The timing and conditions of the visiting area are all very important. If contact visits are available to those who conduct themselves responsibly, the motivation for responsible behavior is greatly enhanced. The potential loss of privileges that affect an inmate's relations with his loved ones is one of the most potent forces that can be applied to achieve responsible inmate behavior.

Telephone access is likewise an important priority for the inmate. Through the telephone, he is able to keep in communication with the important people in his life. We all know how frustrating it can be when our telephone access is limited when we have a need to communicate with someone important to us. Therefore, another important ingredient for the general housing unit is sufficient collect call phones to meet the population's telephone needs. Not only does this meet the inmate's need, but it relieves the officer from the distracting and time-consuming task of processing inmate, telephone calls.

Self-esteem and the esteem of others is a powerful motivating dynamic that is often overlooked in managing inmates. In fact, most inmates are starved for the fulfillment of this important human need and are amazingly responsive to the slightest gestures of recognition. This basic need is one of the underlying reasons inmates will work so hard to prepare for competitive unit inspections when the only tangible reward is a can of soda and the opportunity to watch late night TV. The unit officer who understands how to utilize this important motivating force to achieve unit objectives will structure opportunities for positive reinforcement of desirable behavior.

Television viewing is an important part of contemporary life. Most of the inmates have been raised on it since infancy. They have been conditioned to sit quietly in front of the tube for hours on end. Considering how effectively television occupies an inmate's time, it is one of the most economical devices we can obtain for this purpose. This is particularly true in those institutions where, such equipment is purchased from the inmate welfare fund.

Television is by no means a panacea. As in the home, it can be the source of a great deal of strife. On a housing unit of 50 felons representing a variety of cultural backgrounds, the resulting discord over channel selection can be violent. The solution to this problem is to have sufficient television sets to be responsive to basic interest of the population. Usually two to four sets are sufficient, depending on the design of the unit and the mix of the population. Using multiple sets can keep the sound volume lower and divide the population into smaller and more compatible groups.

Inmates should be able to purchase important items from the inmate store, or commissary on a regular basis. When inmates are unable to make purchases from the inmate commissary they will make their purchases from other inmates with all of the negative factors.

The service of meals also takes on an exaggerated importance in correctional institutions. Good food well prepared and presented goes a long way toward increasing the inmate's investment in the general unit. On the other hand, unprofessional preparation and presentation of the same basic food can cause considerable unrest. It is important that management assure that the quality and the level of preparation and presentation are consistent with what jurisdiction is paying for this service.

Security of personal property is another important consideration. The lack of secure storage for the inmate's personal property contributes to a high incidence of theft, along with concomitant corrective actions attempted by the inmate.

A great many problems occur in multiple or gang showers. The installation of sufficient individual shower stalls virtually eliminates the difficulties associated with this daily activity.

Physical exercise is an effective way to release pent-up emotional tensions which accompany the stress of incarceration. The opportunity for exercise is also a condition of confinement required by the courts. When the unit is designed to meet this need, it is no longer a management problem.

Inmate idleness still remains one of the leading management problems in a detention facility. The introduction of educational and industrial opportunities can contribute significantly to the resolution of that problem. The income earned by the inmate's involvement in industrial activities provides significant motivation to become and remain eligible for these assignments. Inmates involved in constructive activity are seldom management problems.

#### **E. Sanitation and Orderliness**

A very important dynamic in managing a unit in a direct supervision facility is the set of activities involved in maintaining a clean and orderly unit. These activities promote a healthy interaction between staff and inmate in which the inmate becomes conditioned to responding to the officers' directives. Equally important is the opportunity provided on a regular basis for the inmate to resist the officers' directives verifying the validity of the classification decision. The orderly state of the unit is also a continual reminder that the officer is exerting active control of the unit. Competition between units for a prize awarded to the cleanest unit can produce amazing results in maintaining a high standard of sanitation and orderliness. This activity also provides an important structured opportunity for the unit officer to develop his leadership skills. While the consumption of cleaning supplies increases as a result of such activities the resultant effect is considered worth the investment when long-term maintenance trade-offs are taken into consideration.

**F. Opportunities for Reintegration**

This sixth element, reintegration or redirection, has evolved since the original development of the principles of direct supervision. "Rehabilitation," or variations - on this theme, was not considered an appropriate objective for detention facilities wherein the majority of inmates may be awaiting trial. The attainability of this objective, even for sentenced offenders, was also highly questionable. It evolved, however, because direct supervision jail administrators found that with the resolution of many of the day-today inmate management problems, which previously consumed much of their attention, they were in a position to direct their managerial efforts to the broader problems of detention administration.

The incredible increase in detention populations during the eighties heightened the urgency for diverting as many offenders from the continuing cycle of arrest and incarceration. The drug epidemic that is sweeping the nation demanded a more substantive response than temporarily detaining the traffickers. The increased jailing of mentally ill offenders, which resulted from the de-institutionalization of mental health services, prompted renewed efforts to divert this category from the criminal justice system.

Several direct supervision jail administrators found that they were now in a position to address these perplexing problems. Their early efforts at program for drug abusers and the mentally ill were very encouraging. They also found that educational programming was very successful, even for short-term detention offenders. Surprisingly, there was considerable interest among inmates for involvement in these programs. From a purely operational perspective, they found that inmates who were involved in programming presented even fewer management problems than those on general population units who were not engaged in any meaningful activity. Educators presenting the programming material found the inmates who volunteered for these programs to be well motivated. The educators found the working conditions safe and were delighted to further find that they were not distracted from their teaching activities by discipline problems as they had experienced in other learning environments. Facility administrators also discovered that some of the unit officers demonstrated exceptional skills and aptitudes for the program areas in which they were involved. Physically, the housing unit was found to be a workable educational and/or treatment environment.

From a cost benefit perspective, the involvement of inmates in programming may eventually deliver the greatest cost savings to the jurisdiction. The communities that are willing to make the minimal investment in programming are in effect maximizing the return on the already enormous investment they are presently making in the correctional system. They are maximizing their return on both their capital investment and their staff investment. Should any of the inmates be redirected through their involvement in the programming, such residual benefits could prove to be very significant. The programming potential that has been demonstrated by some very creative detention facility administrators in the past few years has been extremely encouraging in this regard.

## PRINCIPLE VI EFFECTIVE COMMUNICATION

Effective communication is a critical element in the operational strategy of all human enterprises. Detention facilities are not exceptions, and management must be sensitive to the important impact of the various elements of this principle.

**A. Frequent Inmate and Staff Communications**

Frequent communication between staff and inmates should be encouraged. Effective communications between the leader and the led is a critical ingredient of leadership. In this regard, management should structure the unit officer's duties so that frequent communication with all inmates is a requirement of the post and not merely left up to the initiative of the officer. The greatest asset an officer has in avoiding both individual and group problems with the inmates he is supervising is good communications. Despondent and self-destructive inmates will be identified more promptly, and inmates will often advise staff of illegal activities being planned by other inmates if they have the opportunity to do so without running the risk of being identified. The inmate's cooperation is motivated both by an expectation of favorable treatment from the administration and by a desire not to have his living conditions jeopardized by the irresponsible actions of others, particularly if he does not stand to benefit.

**B. Communication Among Staff Members**

Because of the assignment of individual officers to separate units, there is a particular need for management to facilitate effective communications among staff members. Unit officers who are achieving the mission and goals of their unit with the cooperation they have elicited from the inmates often find that the obstructions they may encounter appear to be placed there by other staff members. They may not be able to obtain the supplies they need in a timely fashion, the officer on the other shift may not enforce the rules consistently, the supervisor may be perceived as constantly inspecting their units looking for discrepancies. Management must be sensitive to these dynamics so that officer over identification with the "cooperative" inmates is effectively prevented and promptly detected should it begin to occur. This can be prevented by establishing good channels of communication between shifts and between assignments. Arrange lunch breaks to be taken with other unit officers. It can also be achieved through shift roll calls, timely and clear policy and procedure statements, post orders, and unit logs. Team meetings associated with a unit management structure have also been found effective in providing the necessary opportunities for staff communication.

**C. Training and Techniques of Effective Communication**

Interpersonal communications is a vital supervisory skill in which all staff should receive thorough training. The techniques of effective communication will greatly assist the unit officer in achieving his objectives. Considerable knowledge has been assembled over the years by communication specialists in correctional settings and should be fully utilized to enhance the effectiveness of the officer. The officer's acquisition of these important communication skills and his mastery of them through daily application will serve him well in other assignments as well as prepare him for promotional opportunities.

## PRINCIPLE VII CLASSIFICATION AND ORIENTATION

The classification and orientation of inmates must be an integral part of the day-to-day operations of direct supervision facilities.

**A. Knowing With Whom You Are Dealing**

The officer must know with whom he is dealing and should have the benefit of as much information about the inmate as possible. While it is true that detention facilities often receive many prisoners on whom little information exists, they also receive many repeaters whose confinement records should detail, among other things, their behavior patterns in confinement.

**B. Orientation**

Inmates should be told promptly and coherently what is expected of them. Any correctional facility is a strange and structured environment, and a direct supervision facility is unique among detention and correctional facilities. A carefully structured orientation program will save a lot of time and misunderstanding and will provide a further opportunity to learn about the inmates' behavior. A videotaped orientation presentation in the various languages that are frequently encountered among admitted inmates has proven extremely effective.

**C. Assumption of Rational Behavior**

Human behavior is amazingly responsive to expectations communicated. This has been demonstrated frequently in educational settings and has been the object of considerable research. When we convey to a person the kind of behavior we expect from him, either verbally or nonverbal, his tendency is to respond to these cues.

The traditional detention facility approach is to treat all newly admitted inmates as potentially dangerous until they prove otherwise. The officers' expectation of the new inmates' behavior in these situations is clearly transmitted. In a direct supervision facility the reverse approach is taken. All new inmates are treated with a clear expectation that they will behave as responsible adults until they prove otherwise. Staff are equipped to deal with those who prove otherwise, but the vast majority of inmates conduct themselves responsibly even during the admission process. The application of the "self-fulfilling prophecy" theory in detention and correctional settings has proven to be an effective management enhancement.

**D. Maximum Supervision during Initial Hours of Confinement**

Special attention during the orientation period is indicated since the first 24 to 48 hours of confinement is a critical period in the detention process. The highest rate of suicide occurs during this period, accounting for nearly half the total jail suicides. Intensive supervision at this phase of the detention process and the collection of behavioral information indicating self-destructive ideation's will contribute to a lower suicide rate.

## PRINCIPLE VIII JUSTICE AND FAIRNESS

To advocate that correctional facilities operate, in a just and fair manner sounds more like a cause than a principle of correctional facility management. However, the many implications of this issue in a correctional facility warrant further examination, and because of its significance to correctional facility management, it is regarded as an operational principle.

**A. Critical to Mission and Public Policy**

A critical part of the mission of most detention facilities is the provision of just custody. This is in recognition of the fundamental obligation to comply with constitutional standards and other applicable codes and court decisions. Despite wide public confusion regarding the role of the correctional facility, there is a public expectation that prisoners should be treated fairly and in accordance with the provisions of the law.

Unfortunately, a large segment of the public and even some corrections practitioners appear to be oblivious of the Fifth Amendment prohibition against pretrial punishment. The Supreme Court's May 1980 decision in Bell v. Wolfish is explicit in its interpretation of the Fifth Amendment to prohibit the imposition of any condition of confinement on pretrial prisoners for the purposes of punishment. Most pretrial punishment advocates back down when they are confronted with the illegality of their position and veil their position with such comments as "we can't make it too nice for them, can we?" or "we can't make it a country club" and "jails need to look jail-like". It becomes particularly obvious what is meant by these comments when used to criticize normal housing accommodations that are devoid of the harshness of the traditional jail. Even though the harsher furnishings are costlier, they are preferred because they are perceived to fulfill the punishment objective.

There is no place for the self-appointed public avenger in a professionally run constitutional correctional facility. Such inappropriate preoccupations are counterproductive to achievement of the legitimate objective of proactive management of the facility. It is, therefore, not only legally correct to manage facilities in harmony with our constitutional obligations, but it is also a critical element in the principles and dynamics of managing direct supervision facilities.

**B. Consistent Root Cause of Collective Violence**

The level of violence in our society has reached such alarming proportions that there have been two Presidential commissions appointed to study this phenomenon within the past 20 years. After examining the history of collective violence in the United States, they were able to identify a set of root causes which were present in all of the many occurrences. One consistent root cause, which is particularly relevant to the correctional setting, is that in every such event there was strong feeling by the participants that they had been treated unfairly.

When a person is in a captive status, the impact of unfair treatment is greatly magnified. This is particularly true of Americans because we have been conditioned to expect fair and just treatment from our government. As a principle of inmate management, it is not sufficient for management to be, in fact, just and fair, it is also vitally important that management's actions be perceived by the inmate population as just and fair.

**C. Critical Leadership Quality**

As referred to previously, the officer's role as the leader of the unit is an important dynamic in exerting positive control over the inmate population. A critical quality of any leader is a keen sense of fairness that can be consistently depended upon by subordinates. Any compromise of the officer's reputation for fairness will seriously jeopardize his operational effectiveness.

**D. Formal Administrative Remedy and Disciplinary System**

There will always be those cases where the inmate does not accept the officer's position. Regardless of the basis for the inmate's disagreement, a formal administrative procedure should exist in which to channel such disputes. A credible third party review is not only a good pressure release mechanism but also serves as a good monitoring system to ensure consistency of equitable treatment.

**Conclusion**

These principles and dynamics of detention facility management are neither dogma nor a philosophy around which management approach was designed. They represent the collective observations of both successful and unsuccessful examples of direct supervision detention facilities over a period of several years and under the leadership of a succession of chief executive officers.

It is reasonable to conclude that, if these principles and dynamics are implemented within an institution that is designed to facilitate them, they will achieve the same beneficial results as the successful examples. The results will be a safe, secure, humane, and just facility which will be considered an appropriate place for the detention of American citizens charged with crimes and requiring detention as well as those serving sentences.

## PRINCIPLES OF RUNNING A DIRECT SUPERVISION HOUSING UNIT

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1. Think like a good supervisor.
2. Expect the best: The self-fulfilling prophecy.
3. Set clear expectations with inmates.
4. Use positive reinforcement techniques.
5. Hold inmates accountable for their behavior.
6. Treat inmates with respect and consideration: The Golden Rule.
7. Be just and fair.
8. Rely on the least restrictive supervisory techniques necessary.
9. Manage the unit by walking and talking.
10. Identify and address inmate concerns.
11. Be a Source of Information and Services.
12. Encourage inmates to take responsibility for themselves.
13. Plan and supervise unit activities.
14. Develop and measure personal goals for the unit.
15. Apply policy and procedure appropriately to achieve unit goals and objectives.
16. Take the initiative to keep your supervisor and co-workers informed.
17. Take the initiative: just do it.
18. Take calculated risks.
19. Be creative in managing the unit.
20. Be flexible in managing the unit.
21. Be a role model for the unit.
22. Be yourself.

## APPENDIX V: Task Force Champaign Recommendations

<u>ILPP Recommendations</u>	<u>Task Force Recommendations</u>
<p><u>1. Pretrial</u></p> <p>a. Champaign County should establish a pretrial services program operated as a stand along unit of the court. The program should gather and verify information for all bond eligible defendants prior to the first appearance hearing.</p> <p>b. Participation in the pretrial services program by the defendant should be voluntary.</p> <p>c. Champaign County should seek technical assistance from the pretrial Justice Institute (PJI) in implementing a pretrial justice program.</p> <p>d. Provide the activities of pretrial services programs are often instrumental in balancing often unintentional injustices in the criminal justice system.</p> <p>e. The county should consider the use of inmate welfare funds to start bond fund to support the release of indigent suspects who can be a felony released pretrial.</p> <p>f. Should implement an objective risk assessment tool.</p> <p>g. Explore the possibility of creating a bail policy that incorporates a praxis.</p> <p>h. Intensive training on the risk assessment instrument should be provided to the interviewers as well as the judicial officers.</p> <p>i. Once implemented, the risk assessment instrument should be validated by a professional researcher to ensure the tool is producing desired results.</p> <p>j. Each case should receive individual treatment, the hearing should be conducted in a manner where the defendant is effectively advised of their rights and possible actions taken against him or her and interested parties should be allowed to attend or observe the proceedings.</p> <p>k. The pretrial services program should play a significant role in the meaningful "second" appearance (if the offender is not released at arraignment) by providing a formal written report to the judicial officer, state attorney, and public defender.)</p> <p>l. Champaign should consider having the pretrial services program complete the affidavit of indigency prior to the first appearance hearing.</p> <p>m. The electronic monitoring program operated by the Champaign County Sheriff's Office should partner with the newly formed pretrial services program to monitor higher risk defendants awaiting trial.</p>	<p><u>1. Pretrial</u></p> <p>Expand pre-trial services into a comprehensive pre-trial services program to avoid unnecessarily incarcerating people not convicted of a crime</p> <p>a. Provide a screening function in order to appropriately confine keeping in the mind the least restrictive conditions necessary for pre-trial release.</p> <p>b. Provide supervision of individuals who continue to reside in the community while awaiting trial.</p>

<p>2. (Mental) Health</p> <p>a. Require clients to self-report to programs about whether or not are incarcerated.</p> <p>b. Providers discussed "The need to develop additional educational, alcohol, drug, and group counseling programs for offenders, including anger management and domestic violence, both within the jail and for those offenders who do not require custody.</p> <p>c. Jails should consider building better housing for mentally ill inmates who cannot safely be housed with others.</p> <p>d. Based on ILPP's work, develop a system plan that is cost effective and prioritized. Interagency collaboration is at the top of the list of Best Practices for serving the mentally ill in jails.</p> <p>e. Establish a local mental health provider. Consider using the County mental health agency in jail (but need to figure out funding).</p> <p>f. Hold contractors more accountable.</p> <p>g. Recommend that police develop a systematic standard definition and data collection methods.</p> <p>h. While screening can be accomplished by trained custody staff, assessment must be conducted by a trained mental health practitioner</p> <p>i. Jails must provide mental health screening and assessment to identify mental illness, COD, developmental disabilities and important risk factors such as suicide risk and withdrawal from alcohol and other drugs.</p> <p>j. A basic principle of evidence based practices is to prioritize primary treatment resources for offenders who are at the highest risk to reoffend.</p> <p>k. "Agencies should seek to maintain medical and mental health records electronically and to ensure compatibility among electronic records systems among county agencies and for sharing with community organizations such as Community Elements.</p> <p>l. Employ the GAINS intercept model and its brief mental health screening tool. The GAINS screening tool is the national model and is easy for intake staff at jail to use on all arrestees.</p> <p>m. Following in jail assessment, housing, treatment, and medication related decisions must be made that provide appropriate referrals and specified levels of intervention and management.</p> <p>n. Make CIT officer training a department priority in line with national best practice models for police response to mentally ill individuals</p> <p>o. Create a plan to adjust department detainee handling and arrest procedure to include consistent collection and recording of arrestee mental health status.</p> <p>p. Champaign County should engage in policy making and planning around the Affordable Care Act (ACA), which will take effect in January 3rd.</p>	<p>2. (Mental) Health</p> <p>Develop a comprehensive behavioral health system of care that avoids incarceration, reduces recidivism and promotes rehabilitation for person with mental health and substance use disorders</p> <p>a. Implement a mental health system</p> <p>i. Provide leadership and support for community collaboration to reduce the number of the mentally ill in jails.</p> <p>ii. Increase crisis response and intervention</p> <p>iii. Train law enforcement officers on crisis intervention</p> <p>iv. Increase access to mental health services</p> <p>v. Connect the behavioral health services in jail</p> <p>vi. Strengthen aftercare</p> <p>vii. Identify persons with disability and evaluate to see if diversion program is appropriate</p> <p>viii. Require use of evidence based models or best practices</p> <p>ix. Give high space priority for behavioral health care.</p> <p>b. Administer substance use disorder services</p> <p>i. Create a detoxification unit within the jail</p>
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<p>3. Restorations and alternative detention</p> <p>Expand community sanctions to include a full range of community based diversion, deferred adjudication and sentencing options</p> <ul style="list-style-type: none"> <li>a. Implement an array of penalties that will not only limit the high costs and negative effects of incarceration but also costs of community supervision.</li> <li>b. Administer restorative sentences</li> <li>c. Create restorative justice centers</li> <li>d. Execute a more expansive use of electronic supervision sentences</li> </ul>	<p>3. Restorations and alternative detention</p> <p>Seeking outside assistance in further developing the Classification and Risk Assessment for the inmate population.</p> <ul style="list-style-type: none"> <li>a. Hire an outside consultant to help classify inmates</li> <li>b. criteria for classification should be approved and adopted by the Criminal Justice Coordinating Council,</li> <li>c. Increase staffing for classification.</li> <li>d. Use an outside facilitator(s) work with the facilities task force to immediately implement changes to the existing facilities to accommodate modified control and classification system.</li> <li>e. Abandon the Downtown Jail immediately</li> <li>f. Take immediate steps to eliminate the segregation holding of inmates at the booking area.</li> <li>g. Modify existing housing units at the satellite jail.</li> <li>h. Implement video visitation</li> <li>i. Develop storage solutions outside the satellite jail</li> <li>j. Improve areas for food preparation</li> <li>k. Expand the property room.</li> <li>l. Relaunch the Satellite Facility</li> <li>m. Add a women's dormitory, a mental health unit with single and double soft cells and a small dorm, and a program and treatment space.</li> <li>n. Build a larger booking area that can house pretrial services, a public defender intake space and family visiting spaces.</li> <li>o. Consider expanding the medical unit.</li> <li>p. Consider expanding the kitchen to provide program space.</li> <li>q. Consider improving security and providing constitutional conditions of confinement as well as capacity to legally</li> </ul>
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<p><b>4. Racial Disparity</b></p> <p>a. The County should eagerly review and if warranted, study any identified prejudice based serious claim of disparity in order to implement some method for improvement for resolution.</p> <p>b. Invest in deeper local research on racial disparities in the criminal justice system in cooperation with the University of Illinois. ILPP suggests the County work with a methods expert and 213 neutral and interested persons</p> <p>c. Emphasize the significance of biasfree policing in police training and take time and invest in resources to understand community conflict and neighborhood tensions.</p> <p>d. After adopting a validated pretrial release risk/needs assessment instrument, further review release patterns to ensure that they represent objective decision making.</p> <p>e. Establish a best practice prosecution assessment to assist state attorneys in monitoring and guarding against any unrecognized racial bias in prosecutorial decision-making.</p>	<p><b>4. Racial Disparity</b></p> <p>Form a racial justice task force to identify measures needed to address the disproportionate number of African Americans in the county jail.</p> <p>a. Include people with expertise in criminal justice, racial justice analysis, and equity policy.</p>
<p><b>5. Reentry</b></p> <p>a. Responding to violations by reentry clients with a continuum of available sanctions and rewards—from low intensity, community based options to highly secure residential and institutional options—can be more effective in preventing relapse and future offending, and less expensive than revocation of parole and reincarceration.</p>	<p><b>5. Reentry</b></p> <p>Establish a re-entry program for people returning to the community after completing a sentence in an Illinois department of corrections prison</p> <p>a. Assist in developing a life plan through peer mentors who promote the involvement of their client's family.</p> <p>b. Provide resources such as employment opportunities</p>
<p><b>6. Budget</b></p> <p>a. There are two main sources for funding system and facility improvements. The first source should be the cost savings that result from system reengineering described throughout this report.</p> <p>b. The second source of funding available for implementation of new programs and facilities is Champaign County's Public Safety Sales Tax Fund.</p>	<p><b>6. Budget</b></p> <p>Identify and acquire adequate funds to implement best practice services and community sanctions</p>

<p>7. Staff</p>	<p>7. Staff</p>
<p>a. The Presiding Judge should convene the following persons to be appointed to the Board.</p> <p>b. This management group should initially consist of the Presiding Judge, a Sheriff, the County Administrator, the two city police chiefs (Champaign and Urbana), the State's Attorney, and Board Chair or board member over budget, and a Vice Chancellor from UCU. These 8 members must be facilitated by an outsider to the County, who is experienced with the entire criminal justice system but is not involved with any local agency, case, or cause. The facilitator's role is to move the agenda of this study to the degree that it is adopted in its final form, and to facilitate the policy and administrative management of the overall criminal justice system as a system.</p> <p>c. The next step, after establishing the CJAB, should be to implement the study and begin the gradual process of developing a criminal justice system budget, starting with sharing budgets, then commenting on budgets, and eventually coordinating the budgets of the criminal justice agencies in advance of the County's final budget.</p> <p>d. In addition, the CJAB should form standing subcommittees including second level leadership in the areas of:</p> <ul style="list-style-type: none"> <li>• Inmate population management</li> <li>• Information systems</li> <li>• Grant management</li> </ul>	<p>Create a coordinating council to plan and coordinate steps that can be taken to reduce recidivism in the county, further restorative justice and ensure that the criminal justice system operates both effectively and cost effectively</p> <p>a. Hire three staff persons to facilitate the work of the Criminal Justice Coordinating Council in policy and programmatic planning and coordination, data analysis and outcome measurement and secretarial support.</p>

## APPENDIX VI: Mental Health Questionnaire

Dear      [insert Mental or Behavioral Health Program]     ,  
ILPP is conducting a Criminal Justice System and Needs Assessment Study for Champaign County. We are currently collecting data on community services and programs available, both in and outside the jail, to offenders in the County. We are seeking to identify impacts and gaps in these programs and services to learn what is needed, and so we would greatly appreciate you filling out the attached questionnaire about your program or service.

### Questions:

1. Name of program, sponsor, Board (if any), and Directors?
2. Source(s) of program or service funding?
3. Number of offenders served
  - a. in the jail?
  - b. in the community?
4. Level of activity (units of service, number of meetings per patient, doses of methedone, job referrals, etc)?
5. How do you measure the success of your program/service, beyond these activity numbers?
6. Are there any reports or data available on the success and impact of your organization; outcomes? If yes, please identify relevant data and documents.
7. Where has your program seen success?
8. How do you define your organization's impact on the community?
9. Does your organization work within the Champaign County Criminal Justice System? If yes, at what stage (incarceration, drug or mental health court, post-release reentry to the community)?
10. Do you have any suggestions or ideas about this aspect or area of the County's criminal justice system?

Thank you in advance for your help.

## APPENDIX VII: Proposed Bylaws of Champaign's CJEC

The following articles and by-laws of Allegheny County are provided as a model from which Champaign County can develop its own articles and by-laws. The ones below offer a wide arrange of organizational issues and formats meant to be helpful to Champaign's CJEC.



# Allegheny County Criminal Justice Policy Board

## Bylaws of the Allegheny County Criminal Justice Policy Board

### **Article I: Name**

The name of this Board is the Allegheny County Criminal Justice Policy Board, and it will be referred to as the Board in the following bylaws.

### **Article II: Authority**

The County Executive and the President Judge established the Board in December 2002.

### **Article III: Purpose**

#### ***Section A: Principal Mission***

The principal mission of the Board is to serve as the forum for identifying issues and solutions, proposing actions, and facilitating cooperation that will improve public safety and the Allegheny County criminal justice system. The Board is committed to providing the coordinated leadership necessary to establish cohesive public policies and programs which are based on research and evaluation, systemic planning, and collaborative implementation. This commitment entails effective resource utilization and targeted funding strategies as part of its goal.

#### ***Section B: Guiding Principal***

The Board is committed to serve as the planning body for the criminal justice system in Allegheny County.

### ***Section C: Recommendations***

The Board may make recommendations to decision makers pertaining to criminal justice issues. The recommendations are non-binding.

### **Article IV: Members**

There are twenty-one voting members on the Board who are members due to the position they hold. These twenty-one members serve on the board as long as they occupy the position:

- County Executive (Co-Chair)
- President Judge (Co-Chair)
- Administrative Judge
- Representative, Juvenile Court Judge
- District Attorney
- County Council Public Safety Chair
- Sheriff
- County Clerk of Courts
- County Manager
- District Court Administrator
- Public Defender
- Jail Warden
- Director, Health Department
- Director, Emergency Management
- Mayor of Pittsburgh
- Pittsburgh Chief of Police
- Representative, District Justices
- President, Chief of Police Association
- Representative, State Government
- Representative, Crime Victims
- Representative, Private Sector

Board members may nominate candidates for representative positions to the Co-Chairs, who have the authority to select the members.

## **Article V: Meetings**

### ***Section A: Regular Meetings***

The Board meets on the first Thursday of January, April, July, and October beginning at 11:45 a.m.

### ***Section B: Designees***

Board members may designate one chief of staff person to represent them and vote at Board meetings. Any member wishing to appoint a designee is to identify the designee in written correspondence addressed to the Co-Chairs of the Board. Designees can be changed only by notifying the Co-Chairs in writing.

### ***Section C: Quorum***

A quorum is no less than a simple majority of the total membership. Designees cannot be counted when determining a quorum. Action may be taken by a majority of those present voting and by not less than a majority of the quorum.

### ***Section D: Special Meetings***

The Co-Chairs of the Board may convene a special meeting. Written notice must be served at least 48 hours in advance. Only items included in the written notice may be discussed or considered.

## **Article VI: Officers**

### ***Section A: Co-Chairs***

The County Executive and the President Judge are the principle executive officers for the Board. They exercise general supervision and control over the affairs of the Board. In addition, the Co-Chairs have such powers and duties as the Board may assign from time to time.

### ***Section B: Vice-Chair***

The Vice-Chairperson will have the power and perform the duties that the Co-Chair(s) prescribe. In instances when both of the Chairs cannot attend a meeting, then the Vice-Chair will preside over the meeting.

## **Article VII: Voting**

Each Board member has one vote. Designees may vote on behalf of a member if they have been identified in written correspondence to the Co-Chairs.

## **Article VIII: Standing Committees**

### ***Section A: Executive Committee***

The Executive Committee provides leadership in strategic planning and policy development for the Board. It ensures that the Board and committees maintain their systemic goals and objectives. Additionally, the Executive Committee administers and facilitates the business of the Board on matters coming before it. Other duties include:

- Reviewing recommended policies and programs, implementation plans, timetables, and projected costs submitted by committees.

- Designating existing structures or creating new structures for the achievement of Board goals.
- Monitoring the implementation of policy directives and their outcomes.
- Planning the agenda for the Board meetings.

### **Membership**

The membership of the Executive Committee will include the Co-Chairs, the Vice-Chair, and four other members selected from the Board.

### **Meetings**

The Executive Committee meets on the first Thursday of those months where a Board meeting does not occur (February, March, May, June, August, September, November, and December). The meetings begin at 11:45 a.m.

### ***Section B: Jail Oversight***

The Jail Oversight Board duties include the operation and maintenance of the prison, the safekeeping of inmates, and the employment of a warden. It also ensures:

- Living conditions within the prison are healthful and otherwise adequate.
- The prison is being operated in accordance with its regulations, the laws and regulations of the Commonwealth and of the United States.
- All prescribed responsibilities assigned to the Jail Oversight Board, per the Act of December 10, 1980 (P.L. 1152, N0. 208), are performed as required.

### **Membership**

The Jail Oversight Board consists of nine members. It will be composed of the County Executive, three judges from the Court of Common Pleas, one of whom shall be the President Judge or his/her designee, the county sheriff, the county controller, the mayor of a city within the County, and three private citizen members.

The common pleas judges are to be selected by the President Judge. Private citizen members are appointed by the County Executive for terms no longer than three years in duration.

### **Meetings**

The Jail Oversight Board meets on the second Thursday of the month at Conference Room 1 of the Courthouse. The meetings begin at 4:00 p.m.

### ***Section C: Grant Oversight***

The Grant Oversight Committee researches, evaluates, procures, and oversees grants obtained from local, state, and Federal sources. The Committee's responsibilities include:

- Assisting departments and agencies in securing grant funding.
- Facilitating collaboration among departments and agencies for grant-related projects.
- Reviewing grants applications pursued by County departments and agencies to ensure that they are in accordance with the Board's systemic planning objectives.

- Determining viable, long-term fiscal options for grant funded projects.
- Ensuring compliance with local, state, and Federal guidelines for grant funds obtained on behalf of the County.

### **Membership**

The membership of the Grant Oversight committee will include, but is not limited to, one representative from the following: the County Executive, the District Attorney, the Court of Common Pleas, the Sheriff, the Public Defender, the County Jail, Emergency Management, County Police, and the City of Pittsburgh. Each entity will select their representative. Additional members may be chosen by the Executive Committee.

### **Meetings**

The Grant Oversight Committee meets on the third Thursday of the month at Conference Room 1 of the Courthouse. The meetings begin at 3:30 p.m.

### ***Section D: Information Systems***

The Information Systems Committee oversees the electronic integration of information between government agencies and departments. Included in the Committee's responsibilities are:

- Producing an annual information systems comprehensive plan for the criminal justice system, including objectives and timelines.
- Monitoring the purchasing of hardware and software by agencies and departments within the criminal justice system for compatibility and integration purposes.

- Promoting the sharing and linking of information contained in electronic form between agencies and departments.
- Standardizing the definition of terms, including abbreviations, and reducing data entry errors to enhance reliability of data exchanged between agencies and departments.
- Seeking up-to-date technologies for application in the criminal justice system.

### **Membership**

The membership of the Information Systems Committee will include, but is not limited to, one representative from the following: the County Executive, the District Attorney, the Court of Common Pleas, the Sheriff, the Public Defender, the County Jail, Emergency Management, County Police, and the City of Pittsburgh. Each entity will select their representative. Additional members may be chosen by the Executive Committee.

### **Meetings**

The Information Systems Committee meets on the third Thursday of the month at Conference Room 1 of the Courthouse. The meetings begin at 10:30 a.m.

## **Article IX: Task Committees**

### ***Section A: Purpose***

Task committees are formed under the approval of the Executive Committee for the purpose of investigating and analyzing specific areas within the criminal justice system. Recommendations formed by the task committees are submitted to the Executive Committee for review and, if

acceptable, presented to the Board for advisement. Task committees also assist in the implementation and evaluation of approved plans.

**Section B: Members**

Task committees may include members from the public and private sectors and are not limited in size. At least one member must be from the Board.

**Section C: Meetings**

Meetings of the task committees should occur on a regular basis, as agreed to by the committee members. All members of task committees should be notified of meetings one week prior to the scheduled date.

**Article X: Protocol**

*Robert's Rules of Order* governs all Board meeting and standing committees except in instances of conflict between the rules of order and the bylaws of the Board or provision of law.

**Article XI: Conflict of Interest**

Members of the Board, a standing committee, or a task committee must disclose to the Co-Chairs, in writing, any interest they may have in an agency or organization, beyond their appointed position, that may benefit from their involvement on the Board. Such member(s) will abstain from voting when appropriate.

**Article XII: Compensation**

Members of the Board, a standing committee, or a task committee shall not receive compensation, beyond their normal salary, for their service.

**Article XIII: Records**

Correct and complete written minutes of all Board and standing committee meetings will be maintained and open to the public.

**Article XIV: Political Advocacy**

The Board, as a body, will not take any position whatsoever with respect to the candidacy of any person or public office.

**Article XV: Amendment of Bylaws**

Proposed amendments to the bylaws are to be included on the agenda of a regularly scheduled Executive Committee meeting. If approved by the Executive Committee, the proposal will be forwarded to the Board at a regularly scheduled meeting for approval. Any action in response to the proposed change in the bylaws taken by the Board becomes effective immediately.

**Article XVI: Signatures**

I hereby certify that the foregoing is true, correct, and complete copy of the Bylaws of the Allegheny County Criminal Justice Policy Board, as in effect on this \_\_\_ day of \_\_\_\_\_, 2003.

\_\_\_\_\_  
Co-Chair

\_\_\_\_\_  
Co-Chair

# APPENDIX VIII: Comparative County Worksheet



9	10	11	12	13	14	15	16
<b>Combined General &amp; Special Revenue</b>	<b>Combined General &amp; Special Revenue</b>						
<b>Disbursements &amp; Expenditures All 2011 Dollars</b>	<b>Disbursements &amp; Expenditures All 2011 per capita</b>	<b>Total Full Time Employees 2011 N</b>	<b>Number Residents per fulltime Employee 2011</b>	<b>Total salary paid to All employees 2011 dollars</b>	<b>Total salary paid to All employees 2011 per capita</b>	<b>Total Debt Outstanding 2011 Dollars</b>	<b>Total Debt Outstanding 2011 per capita</b>
\$ 112,341,906	\$ 382.12	1303	225.63	62839473	213.74	\$ 174,155,733	\$ 592.38
\$ 104,760,242	\$ 390.23	783	342.86	43968782	163.78	\$ 5,516,505	\$ 20.55
\$ 89,265,533	\$ 330.30	903	299.29	38950569	144.12	\$ 89,690,245	\$ 331.87
\$ 91,766,992	\$ 461.50	721	275.79	31529061	158.56	\$ 19,108,402	\$ 96.10
\$ 76,169,861	\$ 407.69	845	221.11	42145170	225.58	\$ 93,523,030	\$ 500.57
\$ 78,278,191	\$ 458.96	723	235.90	33433451	196.03	\$ 24,134,066	\$ 141.50
	\$ 405.13		266.76		\$ 183.64		\$ 280.49
<b>#####</b>	<b>\$ 379.42</b>	<b>777</b>	<b>259.57</b>	<b>34929229</b>	<b>173.19</b>	<b>\$ 51,775,820</b>	<b>\$ 256.72</b>
	-6.3%		-2.7%		-5.7%		-8.5%

Source 4  
270t  
excludes  
Capital  
Outlay  
& other

Source 2  
AFR-page 3  
Does not  
include  
Contract  
Employees

Source 5

interprise funds, Internal Service, Fudiciary or Discretely Presented Units.

17	18	19	20	21	22	23
Combined General & Special Revenue Disbursements Expenditures & Expenses All 2011 Dollars	Combined General & Special Revenue Disbursements Expenditures Expenses All 2011 per capita	Combined General & Special Revenue Disbursements Expenditures & Expenses Col X-Z 2011 Dollars	Combined General & Special Revenue Disbursements Expenditures Expenses Col X-Z 2011 per capita	Expenses Col X-Z as % of Total Expenditures (col 17) 2011	Combined General & Special Revenue Disbursements Expenditures & Expenses Public Safety 2011 Dollars	Combined General & Special Revenue Disbursements Expenditures & Expenses Corrections 2011
\$ 112,341,906	\$ 382.12	\$ 69,544,402.00	\$ 236.55	61.9%	\$55,058,505.00	\$ -
\$ 104,760,242	\$ 390.23	\$ 33,065,305.00	\$ 123.17	31.6%	\$17,006,789.00	\$ 6,607,757
\$ 89,265,533	\$ 330.30	\$ 30,065,751.00	\$ 111.25	33.7%	\$22,089,006.00	\$ 747,895
\$ 91,766,992	\$ 461.50	\$ 32,386,125.00	\$ 162.87	35.3%	\$18,779,842.00	\$ -
\$ 76,169,861	\$ 407.69	\$ 33,474,725.00	\$ 179.17	43.9%	\$12,235,959.00	\$ 9,377,931
\$ 78,278,191	\$ 458.96	\$ 24,888,963.00	\$ 145.93	31.8%	\$ 9,110,255.00	\$ -
	\$ 405.13		\$ 159.82	39.7%		
<b>\$ 76,523,431</b>	<b>\$ 379.42</b>	<b>#####</b>	<b>\$ 137.70</b>	<b>36.3%</b>	<b>#####</b>	<b>\$ 12,173,712</b>
	-6.3%		-13.8%	-8.6%		

270t  
excludes  
Capital  
Outlay  
& other

Sum of  
columns  
22-24

Col 20/ Col 1  
Source 2  
252t  
excludes  
Capital  
Outlay  
& other

Source 2  
253t  
excludes  
Capital  
Outlay  
& other

**24  
Combined  
General &  
Special  
Revenue  
Disbursements  
Expenditures &  
Expenses  
Judiciary &  
Legal  
2011**

\$14,485,897.00  
\$ 9,450,759.00  
\$ 7,228,850.00  
\$13,606,283.00  
\$11,860,835.00  
\$15,778,708.00

#####

Source 2  
254t  
excludes  
Capital  
Outlay  
& other

# APPENDIX IX: Average Daily Population Estimates



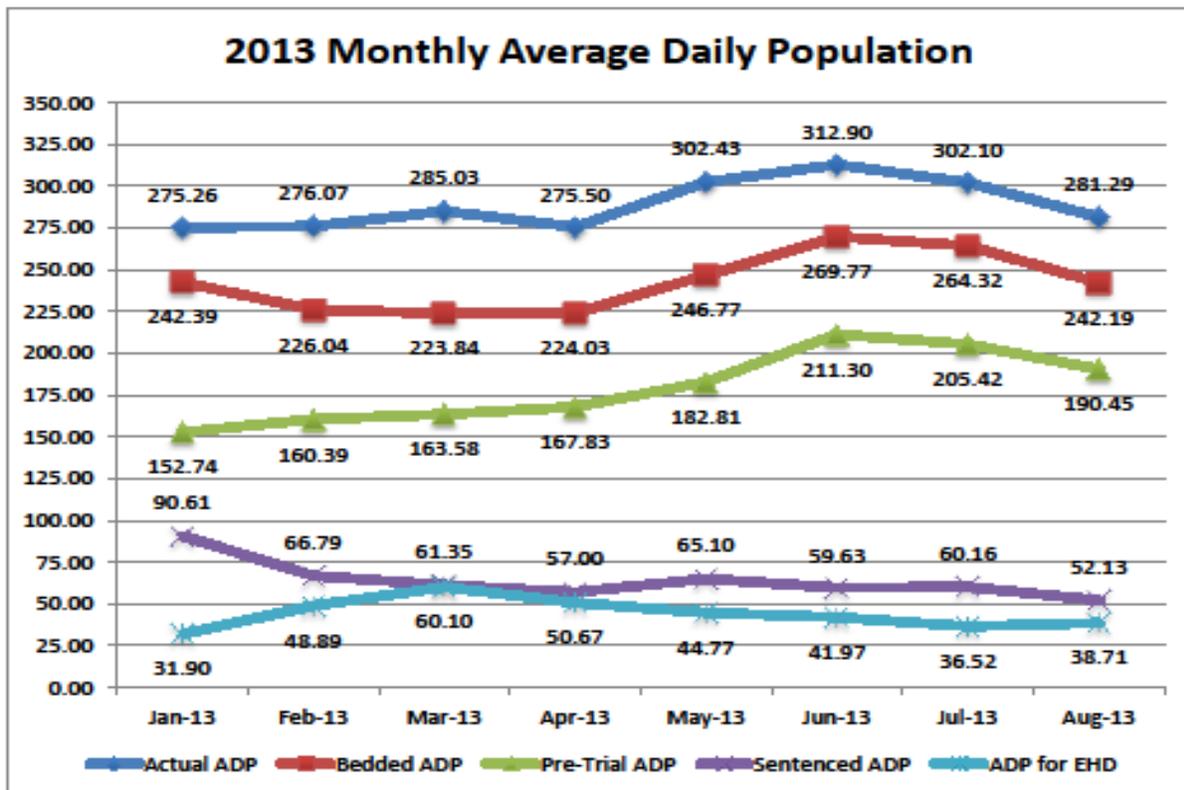
**SHERIFF DAN WALSH  
CHAMPAIGN COUNTY SHERIFF'S OFFICE**

204 E. Main Street  
Urbana, Illinois 61801-2702  
(217) 384-1204

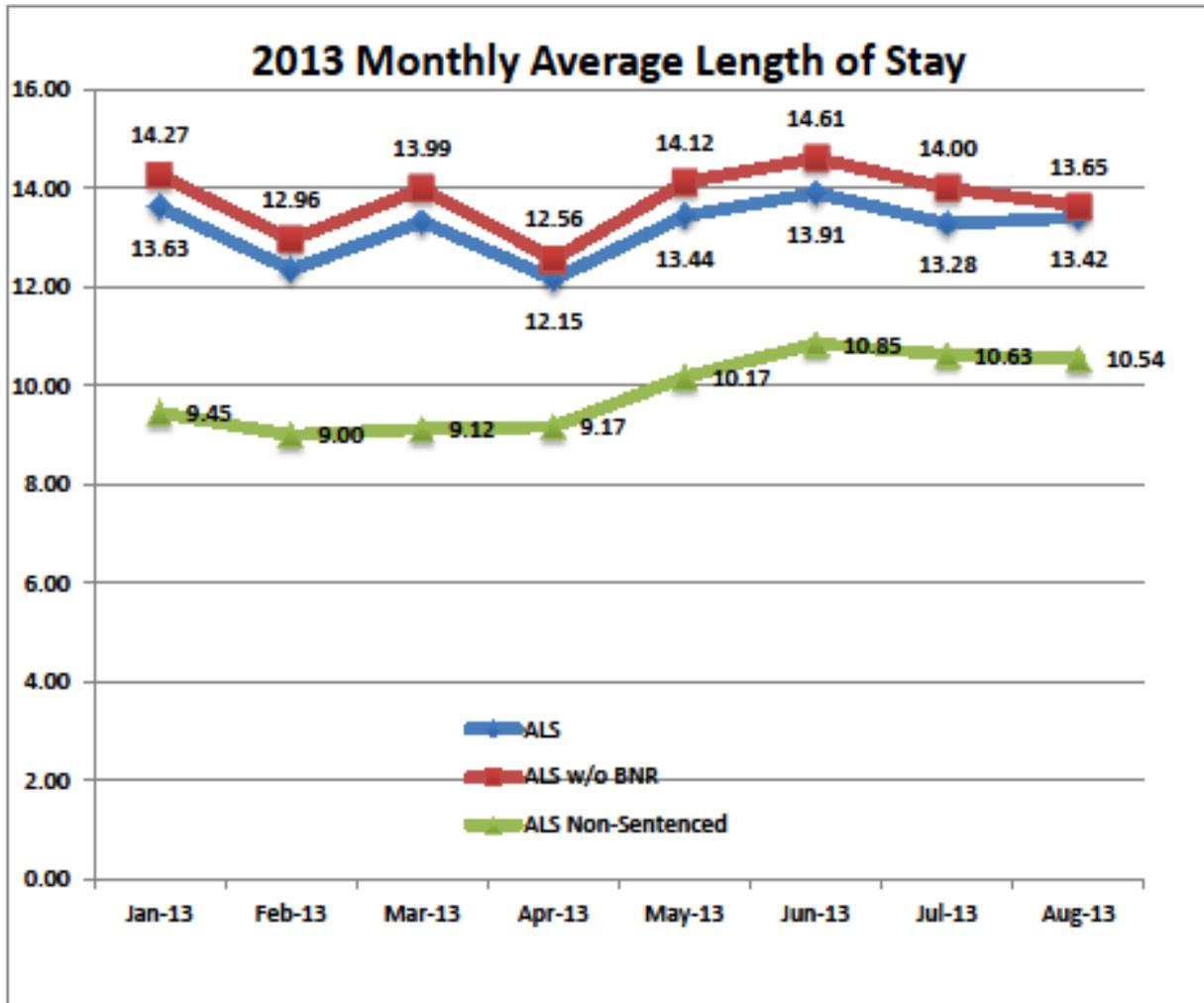
To: Sheriff Dan Walsh  
From: Captain Allen Jones  
Date: September 5, 2013  
Subj: August 2013 Jail Population Data

I am pleased to report that we continue to see a downward trend in our Average Daily Population at the Champaign County Jail. Our total ADP for August decreased 7% from July for a total Monthly ADP of 281.29. The "Bedded" ADP for July showed an 8% decrease to 242.19. The difference in reduction percentage is due to the slight increase in the ADP for our Electronic Home Detention program for July.

The corresponding reductions in Pre-Trial population is one that we hope to sustain for some time to come.



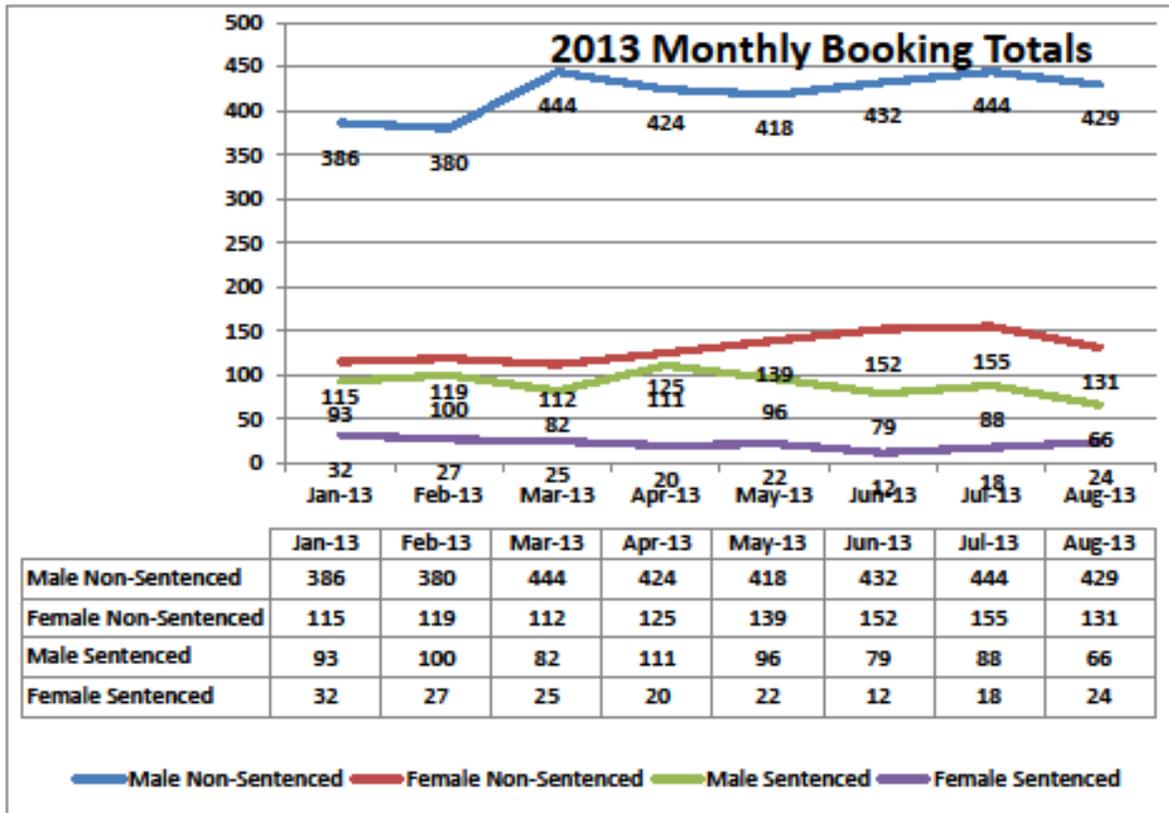
Viewing our Average Length of Stay (ALS) statistics we are seeing additional positive downward trends. Focusing on the ALS w/o BNR values\*, we see that our ALS is the lowest since April 2013. The continued decrease, albeit slight, in ALS for non-sentenced/pre-trial populations is extremely positive for us, especially in regards to preventing any crowding or housing issues. It is my desire to continue that trend however larger decreases must be realized in order to increase the efficiencies of managing our jail.



\* ALS w/o BNR considers actual length of stay in custody (sentenced & non-sentenced) without those that are booked in and released the same day via the BNR program established to capture prints and photographs of those summoned to court and not actually housed at the jail.

Reviewing the number of Bookings (sentenced and non-sentenced) received at the jail during the month of August 2013 we find a decrease in all intakes except for sentenced females. As you know, CCSO adopted the formal NTA in Lieu of Arrest Policy and we continue to work with the local police agencies and CJEC to address the factors that can lead to increases in jail bookings. I am encouraged by the reduction in bookings (particularly non-sentenced) through these efforts.

The chart below demonstrates the numbers of intakes presented by male and female for both categories:



The listing of the Top 10 AWOW charges for the non-sentenced (male & female) bookings during the month of August 2013 is included below. (Note: This chart does not correlate with the chart above in that multiple charges may be recorded for a single arrest)

STATUTE	Aug 13 Total	Jul 13 Total
DOMESTIC BATTERY	63	67
DRIVING SUSPENDED OR REVOKED LICENSE	50	46
DRIVING UNDER THE INFLUENCE OF ALCOHOL	49	47
RESIST OR OBSTRUCTING A PEACE OFFICER	31	39
DUI BAC .08 OR MORE	27	26
DISORDERLY CONDUCT	24	N/A
BURGLARY	19	24
POSSESSING A CONTROLLED SUBSTANCE	18	N/A
CRIMINAL DAMAGE TO PROPERTY	18	N/A
THEFT: \$300 AND UNDER	16	N/A

## Appendix X: Interviews and Contacts

**Aalmonds, Aaron**

Champaign County Board Member, District 8

**Aalmonds, Carrol**

**Betz, Thomas E.**

County Board Vice-Chair  
Deputy Chair of County Facilities  
Champaign County Board Member, District 8

**Adcock, David**

Director, Urbana Adult Education  
Urbana School District  
Urbana School Board

**Blue, Jeff**

County Engineer, Highway Department

**Alix, Christopher**

Champaign County Board Member, District 9

**Bolt, Kris**

Chief Deputy, Champaign County Sheriff's Office

**Ammons, Carol**

County Board Representative to Jail Project  
Planning Team  
Deputy Chair of Policy, Personnel &  
Appointments  
Champaign County Board Member, District 5

**Branham, Lynn**

Task Force Member

**Bruno, Tom**

Private Defense Attorney

**Anderson, Kellie**

Program Manager, Project READ

**Busey, Deb**

County Administrator, Champaign County  
Brookens Administrative Center

**Anderson, Janet**

Champaign County Board Member, District 7

**Butler, Boyd**

Illinois State Police

**Beasley, Tammy**

Administrative Assistant  
Executive Director of Public Safety, University  
of Illinois Police Department

**Caldwell, Ralph**

Director, METCAD

**Bedwell, Kirk**

Justice Systems Technology Coordinator,  
Champaign County

**Campbell, Peter**

GEO Solidarity Committee

**Benner, Mike**

Executive Director, Greater Community AIDS  
Project of East Central Illinois

**Carter, Lloyd, Jr.**

Assistant Deputy Chair of Justice & Social  
Services  
Champaign County Board Member, District 5

**Bennett, Scott**

Task Force Member

**CC District**

**CCSO In-Custody**

Champaign County Sheriff's Office

**Bensyl, Ron**

Champaign County Board Member, District 2

**Champaign-Urbana Public Health District**

**Berger, Nidia**

Mental Health Worker, Champaign Count  
Sheriff's Office

**Christensen, Jeffrey T.**

Executive Director of Public Safety  
Chief of Police  
University of Illinois at Urbana – Champaign  
Police Department

**Berkson, Astrid J.**

INSTITUTE FOR LAW & POLICY PLANNING

**Cobb, Anthony**

Chief of Police, Champaign Police Department

**Cognition Works**

**Connolly, Patrick J.**

Chief of Police, Urbana Police Department

**Cowart, Lorraine**

Deputy Chair of Highway & Transportation  
Champaign County Board Member, District 5

**Cravens, Robert**

Lt. Corrections Division  
Champaign County Sheriff's Office

**Curry, Bill**

English as a Second Language

**Daniels, Dennis**

Executive Director, Jesus is the Way Prison  
Ministry

**David Nisbet**

Vineyard Church

**DeLorenzo, Michael**

Associate Chancellor  
University of Illinois at Urbana – Champaign  
Office of the Chancellor

**DeYoung, Lori**

Danville Health Care System  
Veteran Justice Outreach Program

**Difanis, Thomas**

Presiding Judge, Champaign County

**Dolinar, Brian**

**Downtown Jail**

Champaign County Sheriff's Office

**Driscoll, Mark**

Task Force Member  
Mental Health Board Member, Community  
Elements

**Dumas, Lolita**

Books to Prisoners

**Eddy, Douglas**

**Esry, Aaron**

Champaign County Board Member, District 4

**Ferguson, Sheila**

Task Force Member

**Ford, Jeff Judge**

**Frances Nelson Health Care/Promise  
Healthcare**

**Frankie, Elizabeth**

Operations Manager  
Rantoul Police Department

**Garrington, Steve**

Salvation Army Stepping Stone Shelter

**GED/Urbana Adult Education**

**George, Ray**

Manager, Food Service at Champaign County Jail

**Godey, Harmony**

Mental Health Worker  
Champaign County Sheriff's Office.

**Gordon, Joe**

Director of Probation and Court Services  
Juvenile Detention Center, Champaign County

**Grau, Hiram**

Director, Illinois State Police

**Greater Community AIDS Project**

**Greenwalt, Nancy**

Executive Director  
Promise Healthcare  
Frances Nelson Health Center  
Frances Nelson Dental Center, Smile Healthy

**Griffin, Nancy**

Corrections Program Coordinator  
Champaign County Sheriff's Office

**Hall, John**

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Director, Planning and Zoning

**Harwath, Amy**

**Holderfield, Stephanie**

Champaign County Board Member, District 1

**Holland, Roger**

Court Administrator, Champaign County

**Irwin, Laura**

Nurse, Corrections Health Services  
Champaign County Jail

**James, Stan**

Champaign County Board Member, District 2

**Jay, John D.**

Vice Chair  
Assistant Deputy Chair of Highway &  
Transportation  
Assistant Deputy Chair of County Facilities  
Champaign County Board Member, District 1

**Johnson, Michael**

Lt. Champaign County Sheriff's Office

**Jones, Allen**

Capt. Superintendent of Corrections  
Champaign County Sheriff's Office

**Kelly, Karen**

Service Coordinator  
Community Service Center of Northern  
Champaign County

**Kibler, Jeff**

Champaign County Board Member, District 3

**Kilgore, James**

Task Force Member

**Kirby, Michael**

Alcoholics Anonymous

**Kirland, Kirk**

Coordinator, Champaign County Jail  
Maintenance

**Judge Klaus**

**Kurtz, Alan**

Deputy Chair of Environment & Land Use,  
Champaign County Board Member, District 7.

**Langenheim, Ralph L.**

Champaign County Board Member, District 8

**Lipton, Mark**

**Lyddon, Steve**

Lt. FOIA Officer  
Illinois State Police

**Lyubansky, Mikhail**

**Maxwell, Gary W.**

Champaign County Board Member, District 1

**McCallister, Kevin**

Coordinator EHD  
Champaign County Sheriff's Office

**McDowell, Thomas**

Salvation Army Stepping Stone Shelter

**McGinty, Brendan M.**

Deputy Chair of Finance  
Champaign County Board Member, District 9

**Men's SAFE House**

**Michaels, Diane**

Champaign County Board Member, District 2

**Mitchell, Max**

Champaign County Board Member, District 3

**Moorew, Cameron**

CEO, Regional Planning Commission

**Moser, W. Stephen**

Champaign County Board Member, District 4

**Muslim Services**

**Narcotics Anonymous**

**Nelson, Debbie**

Cognition Works

**Nickens, Tawanna**

Adult Education Director

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Parkland College Adult Education

**O'Connor, Stanley S.**

Champaign County Board Member, District 4

**Park, Billi Jo**

Freedom of Information Office  
Illinois State Police

**Parker, James A.**

**Petrie, Patti**

Champaign County Board Member, District 6

**Pryde, Julie**

Public Health Administrator, Champaign –  
Urbana Public Health District

**Quisenberry, James**

Assistant Deputy Chair of Policy, Personnel, &  
Appointments  
Champaign County Board Member, District 9

**Rappaport, Julian**

Community Task Force

**Record, Stephanie, Ed.M., LCSW.**

Executive Director, Crisis Nursery

**Reinhart, Alan**

Facilities Director  
Champaign County Administrative Services  
Physical Plant Division1

**Restoration Urban Ministries**

**Reynolds, Stacy**

Nurse, Champaign County Sheriff Jail

**Rhodes, Andy**

Director, Champaign County IT Department

**Rhodes, Kay**

Administrative Assistant  
County Administrator, Champaign County

**Richards, Michael**

Deputy Chair of Justice & Social Services  
Chair of the Community Justice Task Force  
Champaign County Board Member, District 6

**Rietz, Julia**

Justice & Social Services Chair  
Chair of the Community Justice Task Force  
State's Attorney, Champaign County

**Risbee, Sargeel**

Mcclean County Pre-Trial Coordinator

**Rollins-Gray, Benita**

Community Task Force

**Rosales, Giraldo**

Assistant Deputy Chair of Finance  
Champaign County Board Member, District 6

**Rosenbaum, Randy**

Public Defender  
Champaign County Public Defender Office

**Sanders, Joel R., Sgt.**

Urbana Police Department

**Sapp, Josh, Sgt.**

Corrections Division  
Champaign County Sheriff's Office

**Schleinz, Teresa**

Secretary, Champaign County Sheriff's Office

**Schroeder, Jonathan**

Assistant Deputy Chair of Environment & Land  
Use  
Champaign County Board Member, District 3

**Sport and Healthcare Classes**

Vineyard Church

**Suardini, Bruce**

Prairie Center Health Systems

**Sullivan, William**

Community Task Force

**Swain, Sue**

Administrative Jail Nurse  
Champaign County Sheriff's Office

**Tanner-Harold, Donna**

Parenting Classes

**TIMES Center**

INSTITUTE FOR LAW & POLICY PLANNING

**Treatment Alternatives for Safe Communities**

**Waggle, Bob**

Maintenance, Champaign County

**Walsh, Dan, Sheriff**

Champaign County Sheriff's Office

**Weibel, C. Pius**

County Board Chair

Champaign County Board Member, District 7

**Women's SAFE House**

**Yandell, Renae**

Crime Analysis, Champaign Police Department

**Zachariah, Alex Rhema, Dr. Prof, MBBS, MD, MS, FCAMS**

Compassion Now Network for All (CNN4All)

**Zachary, Briana**

Human Resources, Community Elements

**Zell, Diane**

President

National Alliance on Mental Illness Champaign County

**Ziegler, Steve**

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