

First Interim Report:
Grafton County Jail/HOC Study
CRS Inc, SMRT and PB/A
November 8, 2006

Introduction

This interim report is provided to the Jail Study Committee in advance of the November 15 meeting, presenting our initial findings from our analysis of the jail inmate population. The report is divided into four parts:

1. Description of the inmates who are housed in the jail and the dynamics of their admissions and length of stay
2. Review of jail occupancy patterns in recent years
3. Initial projections of future jail populations
4. Introduction of potential points of intervention in the criminal justice system as a starting point for considering policy decisions to reduce the demand for jail beds in the future.

1. Jail Inmates: Who Are They and Why Are They In Our Jail?

An examination of the current jail population is the starting point for our consideration of future jail needs.

The Grafton Count Department of Corrections has revised its inmate management information systems several times in the past decade. We were fortunate to receive inmate records for the five-year period ending in 2005 from a dataset that had been archived by jail officials. The inmate records had already been analyzed by Department personnel, and we were able to enhance their previous efforts.

The database included 5,717 records, each describing an “admission” to the jail during the five-year period. For this study, an “admission” is one person being admitted to the jail, regardless of the number of charges. The 5,717 inmates in our database spent of total of more than 203,000 days in confinement after they were admitted; some of these days were spent in 2006 because we included inmates who were admitted late in 2005.

Admissions, “Detention Days” and Length of Stay

Unfortunately, many reports of jail inmate characteristics only describe the number of inmates *admitted* to the jail. But viewed alone, admissions often present a skewed description of the inmate population. We believe that it is also important to examine the number of days inmate spend in confinement-- or *detention days*-- along with admissions, in order to fully understand the jail population.

One way to understand detention days is to think of them as representing the characteristics of inmates in jail on an average day. In Figure 1 we find that 17.4% of the inmates admitted in the five years ending in 2005 were female, but that these inmates

accounted for only 10.5% of the detention days. On an average day, we would expect to find only 10.5% of the inmates to be female during the five years. This is reflected in the average length of stay for females (21.5 days) which is lower than males (38.6 days).

Figure 1: Gender

GENDER	2001 - 2005			2005 Only		
	Percent Admits	Percent Det Days	Aver Length of Stay	Percent Admits	Percent Det Days	Aver Length of Stay
Female	17.4%	10.5%	21.5	18.2%	14.0%	25.2
Male	82.6%	89.5%	38.6	81.5%	85.7%	34.4
Total	-	-	35.6	-	-	32.7

Figure 1 compares the characteristics of the inmates admitted in 2005 to the inmates admitted during the five years, revealing a marked increase in the length of stay for females, and a slight decrease in the length of stay for males. Females represented a higher proportion of inmates in 2005 (18.2% vs. 17.4%) and this, combined with the longer length of stay, boosted the proportion of female detention days by one-third (from 10.5% in 2001-2005 to 14.0% in 2005).

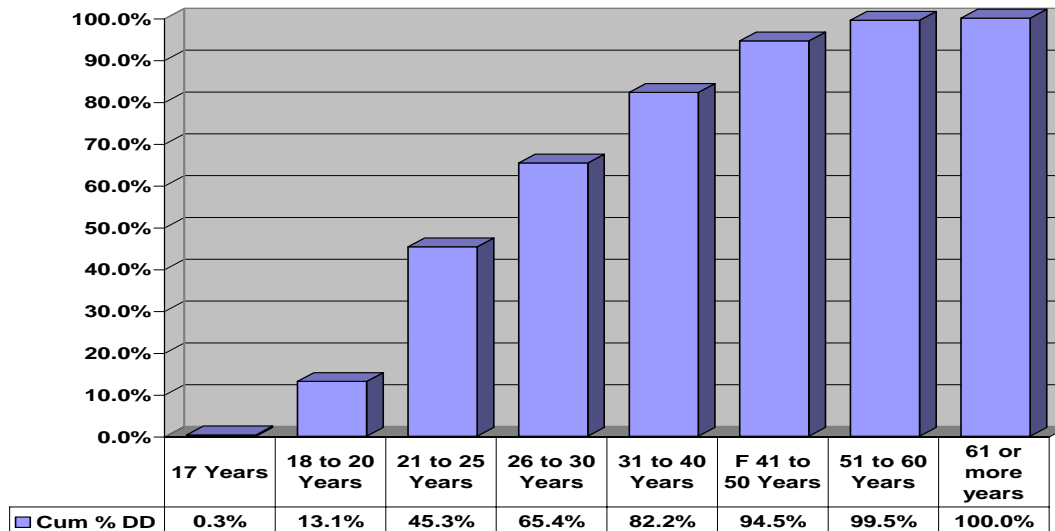
The age of inmates at the time of their admission is significant for projection purposes. Figure 2 examines inmate ages in the year 2005.

Figure 2: Age of Inmates at Admission, Year 2005

Age At Admission 2005	Admissions	Percent Admits	Detention Days	Percent Det Days	Aver Length of Stay
A 17 Years	11	0.9%	131	0.3%	11.9
B 18 to 20 Years	163	12.8%	5,323	12.8%	32.7
C 21 to 25 Years	358	28.1%	13,405	32.2%	37.4
D 26 to 30 Years	202	15.9%	8,358	20.1%	41.4
E 31 to 40 Years	260	20.4%	7,017	16.9%	27.0
F 41 to 50 Years	208	16.3%	5,129	12.3%	24.7
G 51 to 60 Years	59	4.6%	2,059	4.9%	34.9
H 61 or more years	12	0.9%	217	0.5%	18.1
Totals	1,273	100.0%	41,639	100.0%	32.7

It should not be surprising to find many young inmates in the jail. In the 1970's the conventional wisdom was that age 25 was the magic year, after which persons would be less at risk for committing crimes. This concept has slowly eroded, and now we find a higher proportion of inmates who are older than 25 years. Figure 3 shows the cumulative percent of detention days by the age of inmates for 2005.

Figure 3: Cumulative Percent of Detention Days by Age, 2005



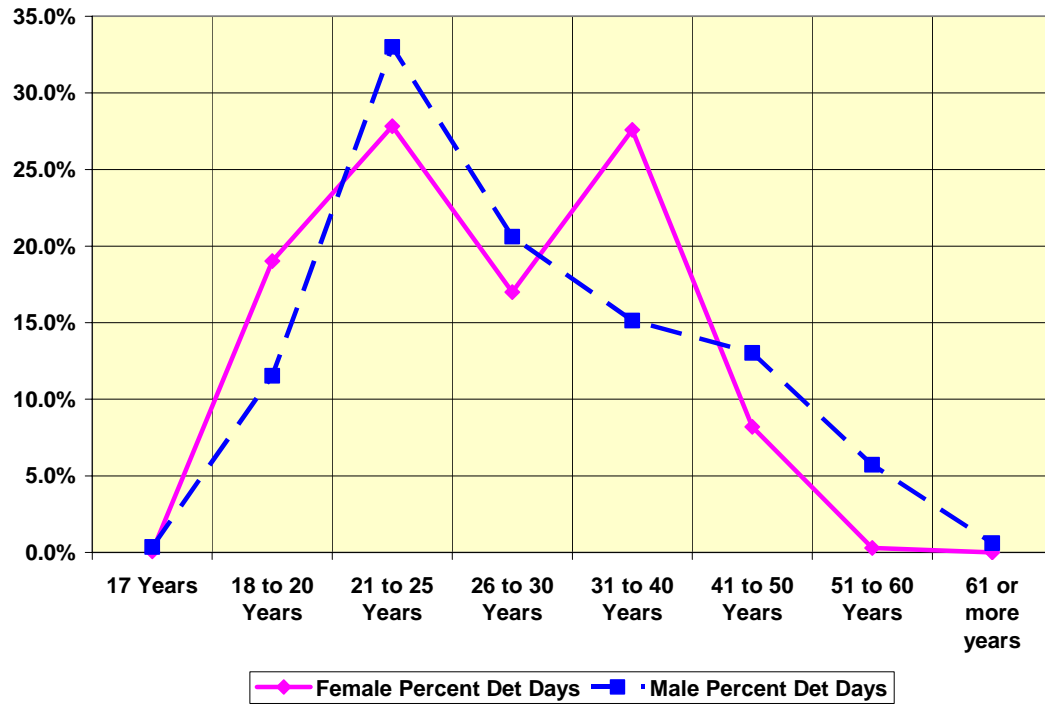
Less than half of the inmates in the jail were under the age of 26 in 2005 (45.6%); conversely, 54.4% of the inmates were age 26 or older. The “aging” of the jail population is consistent with national trends, and also corresponds to the characteristics of the county’s general population. This analysis of age is central to one of the methods we have used to project future jail bedspace needs.

The age profile of inmates varied somewhat by gender, as shown in Figures 4 and 5.

Figure 4: Gender and Age Percent of Detention Days, Year 2005

Age at Admission ▼	GENDER ►		GENDER ►	
	Female Percent Admits	Female Percent Det Days	Male Percent Admits	Male Percent Det Days
A 17 Years	0.9%	0.1%	0.9%	0.4%
B 18 to 20 Years	15.9%	19.0%	12.1%	11.5%
C 21 to 25 Years	22.8%	27.8%	29.4%	33.0%
D 26 to 30 Years	14.7%	17.0%	16.1%	20.6%
E 31 to 40 Years	26.3%	27.6%	19.1%	15.1%
F 41 to 50 Years	17.2%	8.2%	16.1%	13.0%
G 51 to 60 Years	2.2%	0.3%	5.2%	5.7%
H 61 or more years	0.0%	0.0%	1.2%	0.6%

Figure 5: Gender and Age Percent of Detention Days, Year 2005



As Figure 5 suggests, female inmates were generally older than male inmates, with 27.6% of the female detention days being accrued by females who were age 31 to 40 years old.

Most inmates admitted to the jail were residents of New Hampshire (Figure 6). It is not surprising to find a high proportion of jail inmates who are “local” and this inmate characteristic influences the feasibility of some alternative to confinement programs.

Figure 6: Residence of Inmates Admitted to Jail, 2000 - 2006

State of Residence	Percent of Admissions
Massachusetts	0.00%
Maine	3.96%
New Hampshire	0.72%
New York	72.58%
Vermont	0.53%

Source: Alternate dataset from jail

A very small proportion of inmates reported they were married at the time of admission (16.5%) and these inmates accrued only 12.2% of the detention days. Marital status was unknown for 25.6% of the inmates. This characteristic also contributes to the eligibility of inmates for some alternative to confinement programs, and to their security classification while confined.

Figure 7: Marital Status at Admission, 2001 - 2005

MARITAL STATUS 2001-2005	Number of Admissions	Percent Admits	Detention Days	Percent Det Days
Unknown	216	3.8%	51,971	25.6%
Divorced	682	12.0%	15,452	7.6%
Married	941	16.5%	24,832	12.2%
Single	3,855	67.7%	111,101	54.6%
Widow(ed)	23	0.4%	353	0.2%

The preceding narrative describes some of the *personal* characteristics of jail inmates. Now we will examine their *circumstances* of confinement.

Inmates are confined at the jail for many reasons, but two major categories emerge:

- Pretrial (inmates who have not been convicted of a crime)
- Sentenced (inmates who have been convicted or who have entered a guilty plea)

Figure 8 compares pretrial and sentenced populations for the five-year period to the most recent year (2005), with surprising results.

Figure 8: Status of Inmates (Pretrial, Sentenced)

STATUS	Years 2001 - 2005				Year 2005 Only
	Admissions	Percent Admits	Detention Days	Percent Det Days	2005 Det Day %
Pretrial	3,830	67.0%	128,027	62.8%	42.4%
Sentenced	1,887	33.0%	75,682	37.2%	57.6%
Totals	5,717 admits		203,709 detention days		

It appears that the sentenced population is becoming a larger proportion of the jail in recent years, comprising 57.6% of the detention days in 2005. This finding contrasts to our recent experience in many other counties in New England and in the United States. Nationally, pretrial detainees comprise the majority of jail beds, and this proportion has been growing in recent years.

We will explore this phenomenon in our interviews with county officials, and during the upcoming committee meeting. This has a profound influence on future jail populations, and on the ability to develop alternatives to confinement.

Length of stay varied markedly for the inmates confined in the five year period. The jail is the only secure detention facility available to law enforcement agencies in Grafton County-- there are no police "lockups." The Sheriff provides extraordinary assistance to agencies that arrest suspects who require detention, by transporting them to the jail for admission. Most of these arrestees are released within a matter of hours, or within 72 hours. Figure 9 suggests that 40.3% of the inmates admitted during the five-year period were released within three days (see dashed box). But these short-term inmates accounted for only 2.9% of the detention days served (see double box).

Figure 9: Length of Stay, 2001 - 2005

Length of Stay 2001 - 2005	Admissions	Percent Admits	Detention Days	Percent Det Days
1 day	984	17.2%	984	0.5%
2 days	1,032	18.1%	2,064	1.0%
3 days	288	5.0%	864	0.4%
4 - 5 days	491	8.6%	2,077	1.0%
6 - 10 days	506	8.9%	4,040	2.0%
11 - 20 days	543	9.5%	8,580	4.2%
21 - 30 days	285	5.0%	7,272	3.6%
31-60 days	604	10.6%	27,040	13.3%
61 - 90 days	266	4.7%	19,782	9.7%
91 - 120 days	225	3.9%	24,355	12.0%
121 - 180 days	214	3.7%	31,493	15.5%
181 - 270 days	193	3.4%	43,304	21.3%
271 - 365 days	51	0.9%	16,207	8.0%
366 to 546 days	35	0.6%	15,647	7.7%
Totals	5,717	100.0%	203,709	100.0%

Conversely, only 4.94% of the inmates admitted to the jail were confined for 121 to 365 days (lower dashed box) but they accrued 44.8% of the detention days (lower double box). This contrast between admissions and detention days is depicted in Figure 10.

Figure 10: Length of Stay, 2001 -2005

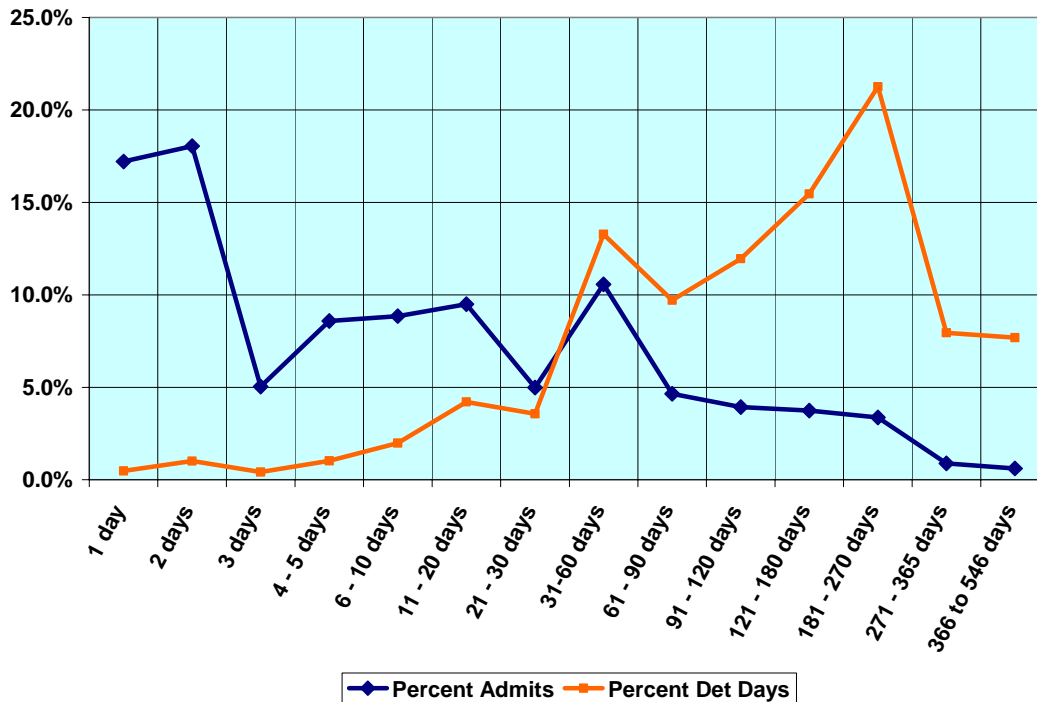
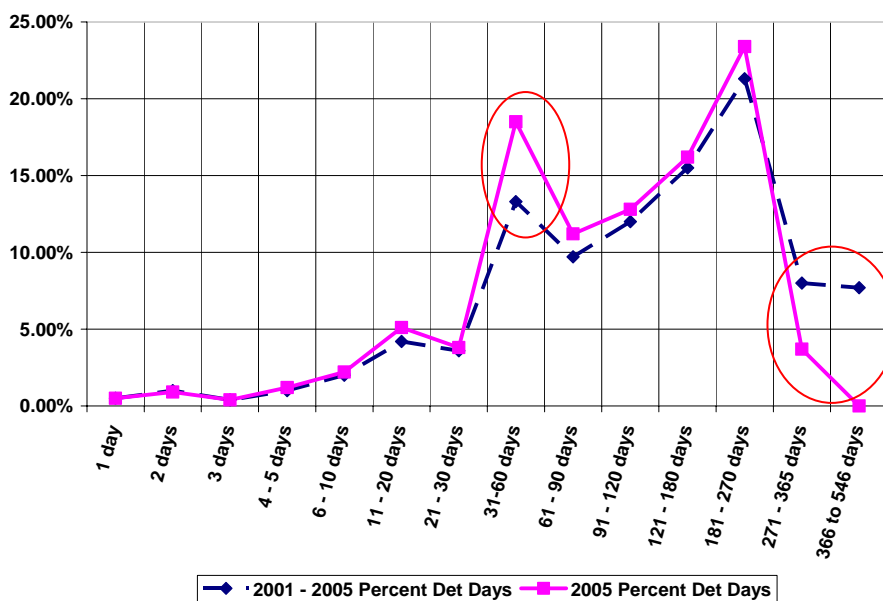


Figure 10 suggests that the only time category in which the admissions and detention days are roughly matched is 31 to 60 days. The detention day peaks at 31-60 days and 181-270 days will be further analyzed. Figure 11 suggests that the 31-60 day spike is a recent development.

Figure 11: Percent Detention Days, 2001 - 2005 and 2005



The shifting length of day characteristics warrant further examination as we plan for future jail populations, and consider alternatives to confinement. When the length of stay profiles are compared for pretrial and sentenced inmates, more variation is revealed.

Figure 12: Length of Stay by Status, 2001 - 2005

2001 - 2005 Length of Stay	Pre-trial				Sentenced			
	Admits	Percent Admits	Det Days	Per Det Days	Admits	Percent Admits	Det Days	Per Det Days
1day	682	17.8%	682	0.4%	302	16.0%	302	0.3%
2 days	718	18.7%	1,436	0.9%	314	16.6%	628	0.7%
3 days	197	5.1%	591	0.4%	91	4.8%	273	0.3%
4 - 5 days	353	9.2%	1,488	0.9%	138	7.3%	589	0.6%
6 - 10 days	360	9.4%	2,853	1.8%	146	7.7%	1,187	1.3%
11 - 30 days	347	9.1%	7,306	4.5%	196	10.4%	3,056	3.3%
21 - 30 days	179	4.7%	6,281	3.9%	106	5.6%	2,759	2.9%
31-60 days	364	9.5%	29,318	18.2%	240	12.7%	13,877	14.8%
61 - 90 days	173	4.5%	14,994	9.3%	93	4.9%	15,701	16.8%
91 - 120 days	150	3.9%	17,801	11.0%	75	4.0%	8,258	8.8%
121 - 180 days	139	3.6%	28,840	17.9%	75	4.0%	12,824	13.7%
181 - 270 days	115	3.0%	26,637	16.5%	78	4.1%	19,264	20.6%
271 - 365 days	35	0.9%	11,344	7.0%	16	0.8%	6,421	6.9%
366 to 546 days	18	0.5%	11,878	7.4%	17	0.9%	8,591	9.2%
Totals	3,830	100.0%	161,449	100.0%	1,887	100.0%	93,730	100.0%

Figure 13 highlights two peak length-of-stay time frames for sentenced offenders, which will be explored in subsequent research.

Figure 13: Length of Stay by Status, 2001 - 2005

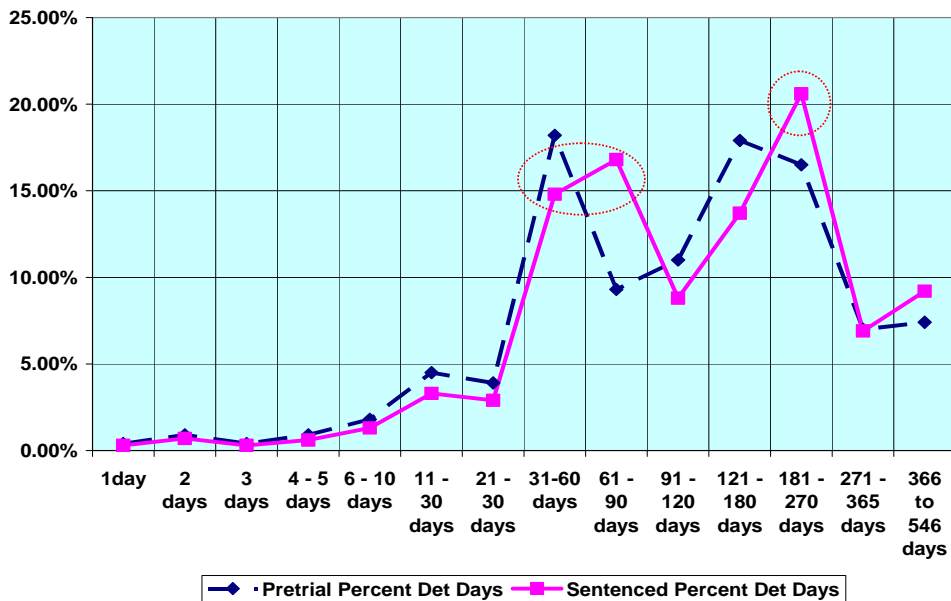


Figure 14 explores the length of stay dynamics by gender, for admissions.

Figure 14: Length of Stay, Admissions, by Gender, 2001 - 2005

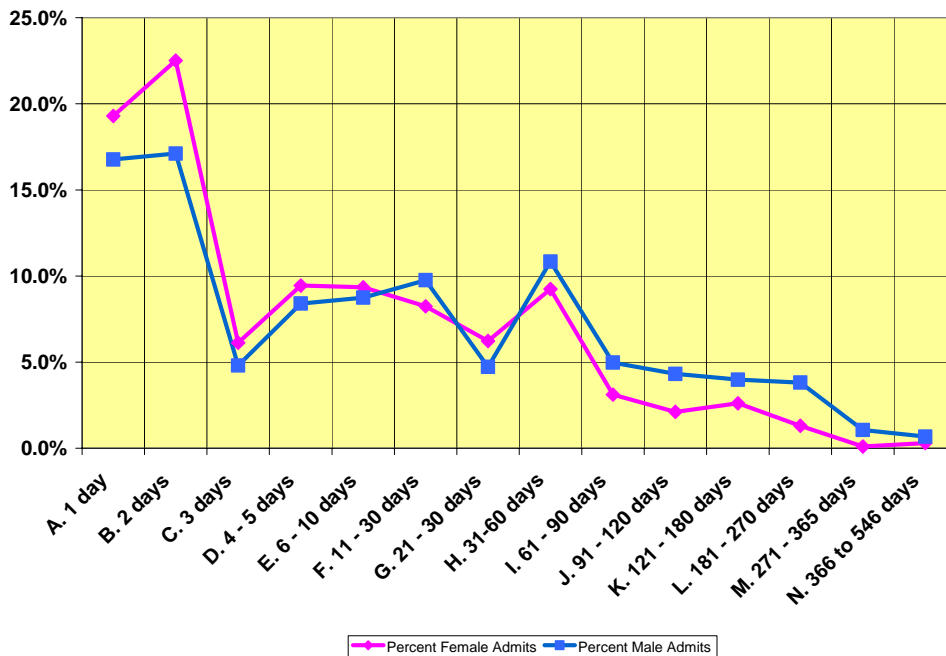
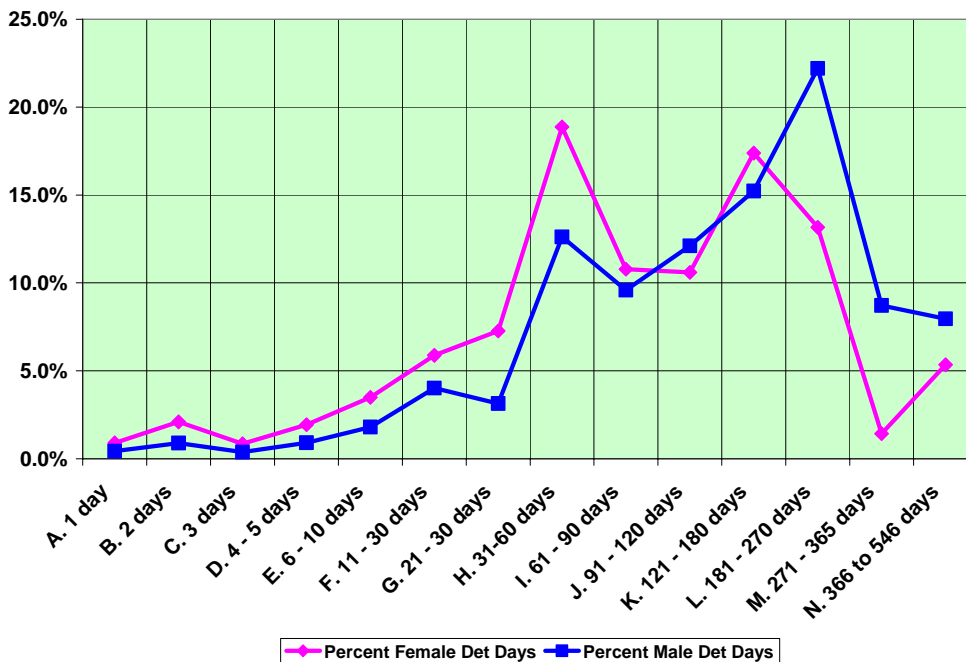


Figure 15 depicts the gender differences for detention days, noting that male inmates accrue a higher proportion of longer detentions (181 days and more.)

Figure 15: Length of Stay, Detention Days, by Gender, 2001 - 2005



Each person admitted to the jail was charged with (pretrial) or convicted of (sentenced) one or more offenses. Figure 16 displays the most frequent offenses (according to detention days) and compares the five year dataset with the 2005 findings.

Figure 16: Primary Offense by Percentage of Detention Days

Offense	2001 - 2005 Det Days%	2005 Det Day %
<i>Probation Violation</i>	20.3%	20.0%
Assault	11.5%	13.4%
Drug	3.7%	7.4%
Theft	6.6%	6.8%
Drug Possession	4.9%	6.6%
Habitual Offender	4.8%	5.1%
<i>Bail Breach</i>	2.2%	4.1%
<i>FTA- Failure to Appear</i>	4.7%	3.6%
Sexual Assault	3.9%	3.1%
DWI- Driving While Intoxicated	3.8%	2.8%
MV OAR/S Operating After Suspension/ Revocation	2.8%	2.8%
Burglary	4.6%	2.7%
Criminal Threatening	2.4%	2.6%
<i>Violation of Protective Order</i>	2.4%	2.0%
Forgery	1.4%	1.5%
Criminal Trespass	1.4%	1.3%
<i>Contempt of Court</i>	1.6%	1.3%
Bail Jump	0.7%	1.2%
Reckless Conduct	0.9%	1.1%
Criminal Mischief	0.9%	1.1%
Shoplifting	1.1%	0.9%
Robbery	1.2%	0.9%
Resisting Arrest	0.9%	0.8%
Fugitive from Justice	0.7%	0.7%
Non Support	0.4%	0.6%
T and S - Treatment and Services	0.9%	0.6%
Escape	0.6%	0.5%
False Report	0.3%	0.5%
Disorderly Conduct	0.2%	0.5%
Bad Check	0.9%	0.4%
<i>Bail Revocation</i>	0.1%	0.3%
Witness Tampering	0.3%	0.3%
Disobey Officer	0.2%	0.2%
<i>Failure to Make Restitution</i>	0.3%	0.2%
Capias	0.1%	0.1%
Stalking	0.1%	0.1%
<i>FTPF- Failure to Pay Fine</i>	0.1%	0.1%
Fraud	0.5%	0.1%
Hold for Court	0.6%	0.0%
Felon In Possess Weapon	0.2%	0.0%

Figure 16 (continued)

Offense	2001 - 2005 Det Days%	2005 Det Day %
Indecent Exposure	0.1%	0.0%
<i>Bench Warrant</i>	0.1%	0.0%
Arson	0.2%	0.0%
Cruelty to Animals	0.1%	0.0%
Falsify Physical Evidence	0.1%	0.0%
Firearm	0.2%	0.0%
Hinder Apprehension	0.1%	0.0%
Interfere with Custody	0.1%	0.0%
Murder	0.9%	0.0%
MV Reckless Conduct	0.5%	0.0%
Negligent Homicide	0.1%	0.0%
Perjury	0.1%	0.0%
Receiving Stolen Property	0.1%	0.0%
Sex Offender Registration	0.1%	0.0%
<i>Violation of Court Order</i>	0.1%	0.0%

One initial finding from the analysis of offense is that violation of conditions of release, probation or other court orders accounts for 31.6% of all detention days accrued in 2005 (see offenses that are shaded and italicized above.) This, along with other findings, will be explored through interviews and committee discussions.

Figure 17 describes the court associated with inmate admission, along with the number of admissions and detention days accrued from 2001 through 2005.

Figure 17: Court

COURT	Admissions	Percent Admits	Detention Days	Percent Det Days	Aver Length of Stay
BELKNAP	31	0.5%	286	0.1%	9.2
BERLIN	16	0.3%	730	0.4%	45.6
CARROLL	20	0.3%	79	0.0%	4.0
CHESHIRE	2	0.0%	365	0.2%	182.5
CLAREMONT	3	0.1%	6	0.0%	2.0
COLEBROOK	3	0.1%	187	0.1%	62.3
CONCORD	3	0.1%	125	0.1%	41.7
COOS	70	1.2%	2,389	1.2%	34.1
DOVER	2	0.0%	44	0.0%	22.0
EBW	1	0.0%	13	0.0%	13.0
FRANKLIN	5	0.1%	65	0.0%	13.0
GOFFSTOWN	1	0.0%	2	0.0%	2.0
GORHAM	4	0.1%	141	0.1%	35.3
GRAFTON	1,489	26.0%	59,930	29.4%	40.2
HAVERHILL	332	5.8%	12,976	6.4%	39.1

Figure 17 continued

COURT	Admissions	Percent Admits	Detention Days	Percent Det Days	Aver Length of Stay
HILLSBOROUGH	7	0.1%	70	0.0%	10.0
HOLD	2	0.0%	121	0.1%	60.5
KEENE	1	0.0%	44	0.0%	44.0
LACONIA	1	0.0%	5	0.0%	5.0
LANCASTER	8	0.1%	376	0.2%	47.0
LEBANON	991	17.3%	41,877	20.6%	42.3
LITTLETON	597	10.4%	23,042	11.3%	38.6
LITTLETON FAMILY	1	0.0%	3	0.0%	3.0
MANCHESTER	3	0.1%	9	0.0%	3.0
MERRIMACK	10	0.2%	375	0.2%	37.5
MID-FL EXTRADITE	2	0.0%	52	0.0%	26.0
N.A.	972	17.0%	26,218	12.9%	27.0
NASHUA	2	0.0%	23	0.0%	11.5
NEW LONDON	1	0.0%	162	0.1%	162.0
NEWPORT	2	0.0%	103	0.1%	51.5
NHSP (State Police)	6	0.1%	215	0.1%	35.8
OTHER	12	0.2%	44	0.0%	3.7
PLYMOUTH	977	17.1%	27,832	13.7%	28.5
PROBATION	52	0.9%	1,316	0.6%	25.3
ROCKINGHAM	5	0.1%	123	0.1%	24.6
SPU- Secure Psych Unit	1	0.0%	3	0.0%	3.0
SULLIVAN	68	1.2%	2,768	1.4%	40.7
T&S- Treatment and Services	4	0.1%	496	0.2%	124.0

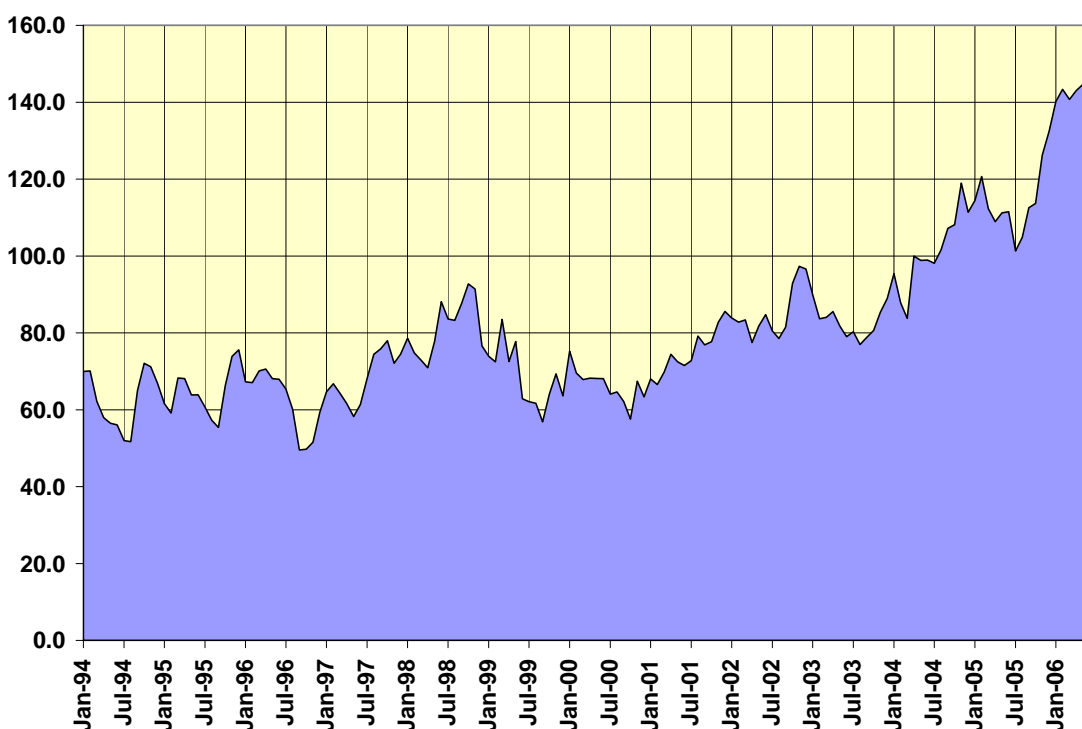
The preceding pages present our initial review of data derived from individual inmate records. Now we turn our attention to overall jail occupancy and trends.

2. Jail Occupancy

Daily jail populations fluctuate, sometimes dramatically. Jail officials, and Grafton County, have very little authority to determine who is admitted to jail, when they arrive, and how long they are confined. Rather, the jail population is the result of the decisions of many law enforcement and judicial officials.

Figure 18 depicts the *monthly* fluctuation of the jail population from January 1994 to mid-2006. Although the average daily population (ADP) rises and falls during this time period, there is not doubt that the jail population is increasing.

Figure 18: Monthly Jail Average Daily Population (ADP), 1/94 - 6/2006



Admissions to the jail have fluctuated in the past six years, but have also increased.

Figure 19: Annual Admissions by Gender

	Year 2000	Year 2001	Year 2002	Year 2003	Year 2004	Year 2005
Female	101	149	243	209	162	221
Male	840	877	852	880	1025	998
Total	941	1,026	1,095	1,089	1,187	1,219

Figure 20 shows admissions on a graph. Female admissions dropped in 2004 while male admissions increased markedly.

Figure 20: Graph of Admissions by Gender, 2000 - 2005

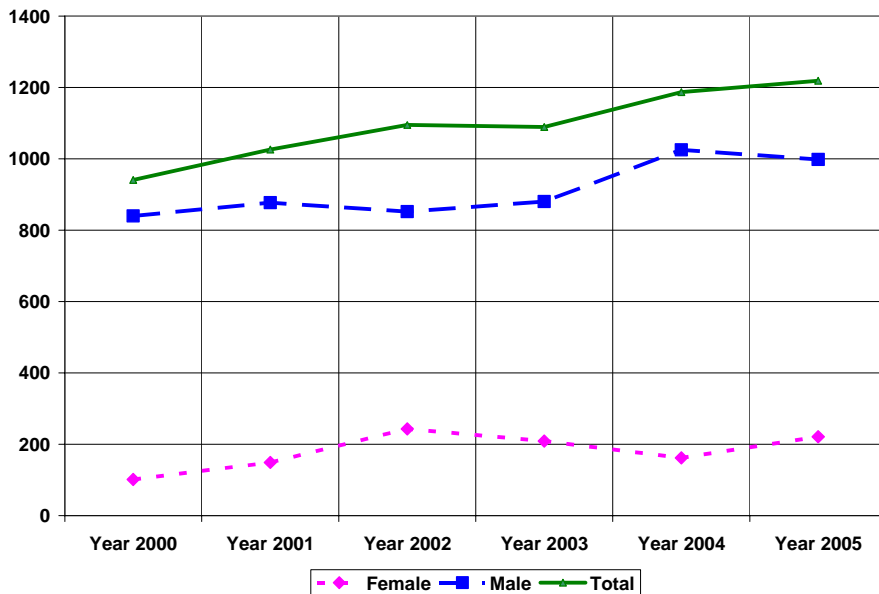


Figure 21 compares admissions to average daily populations (ADP) and calculates the average length of stay (ALOS) for each year.

Figure 21: Average Daily Population, Admissions and Average Length of Stay, 2000 - 2005

	2000	2001	2002	2003	2004	2005
Average Daily Pop (ADP)	66.4	74.8	85.1	82.9	100.9	114.2
Admissions	912	1,011	1,046	1,054	1,140	1,174
ALOS - Average Length of Stay (Days)	26.6	27.0	29.7	28.7	32.3	35.5

According to Figure 21:

- Average daily population increased by 72.0% between 2000 and 2005
- Admissions increased by 28.7% during that period
- Average length of stay increased by 33.5%

The dramatic growth in the daily population was fueled by a combination of rising admissions and longer periods of confinement-- a perfect storm of sorts.

3. Projecting Future Jail Populations

The analysis of past jail populations provide the starting point for projecting future needs. It is also important to determine if the jail population is closely tied to the dynamics of the county's general population. Figure 22 describes the age characteristics of the current county population and projects them to the year 2025.

Figure 22: Grafton County Population Projections, 2005 - 2025

Age	2005	2010	2015	2020	2025	Change
15 to 19	7310	6783	6511	6130	6356	▼
20 to 24	7860	8017	7460	7113	6794	▼
25 to 29	4946	5687	5864	5214	4953	-
30 to 34	4981	5296	6120	6240	5655	▲
35 to 39	4661	4638	4944	5637	5897	▲
40 to 44	5390	4358	4347	4573	5346	-
45 to 49	6955	5704	4620	4552	4897	▼
50 to 54	7130	7684	6294	5039	5073	▼
55 to 59	6527	8146	8466	6852	5605	▼
60 +	16879	21707	27805	34329	38248	▲
total	72639	78020	82431	85679	88824	▲

Source: New Hampshire Office of Energy and Planning, 2004

Grafton County is project to grow by 16,185 residents (22.3%) by 2025. However, the age of residents is predicted to shift markedly, as shown by the arrows in the table. The proportion of residents age 60 or more is projected to increase by 126.6%.

We have generated jail projections using a “demographic” methodology. This approach compares the jail population in a given year (2005) to the county general population for the same year, establishing a ratio between the two, according to age characteristics. Although the county general population is project to grow by 22.3%, the consideration of age cohorts produces a much different projection, as shown in Figure 23.

Figure 23: Projected Jail Population Using Age/Demographic Methodology

Age	2005	2010	2015	2020	2025
15 to 19	9.54	8.9	8.5	8.0	8.3
20 to 24	34.26	34.9	32.5	31.0	29.6
25 to 29	20.09	23.1	23.8	21.2	20.1
30 to 34	11.51	12.2	14.1	14.4	13.1
35 to 39	13.30	13.2	14.1	16.1	16.8
40 to 44	10.22	8.3	8.2	8.7	10.1
45 to 49	8.34	6.8	5.5	5.5	5.9
50 to 54	3.17	3.4	2.8	2.2	2.3
55 to 59	1.48	1.8	1.9	1.6	1.3
60 +	1.48	1.9	2.4	3.0	3.3
TOTAL	114.00	114.63	114.01	111.61	110.80

According to the age/demographic methodology, the jail population would be expected to *decline* slightly in the next 20 years. [Insert your own favorite joke about statistics here... we can share them at the meeting.]

Figure 24: Chart of Age/Demographic Jail Projections

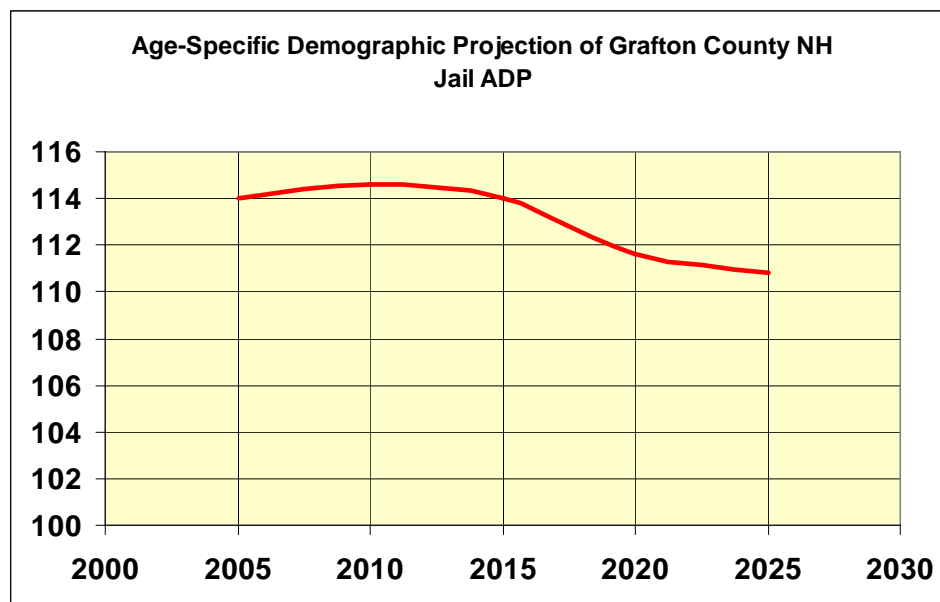


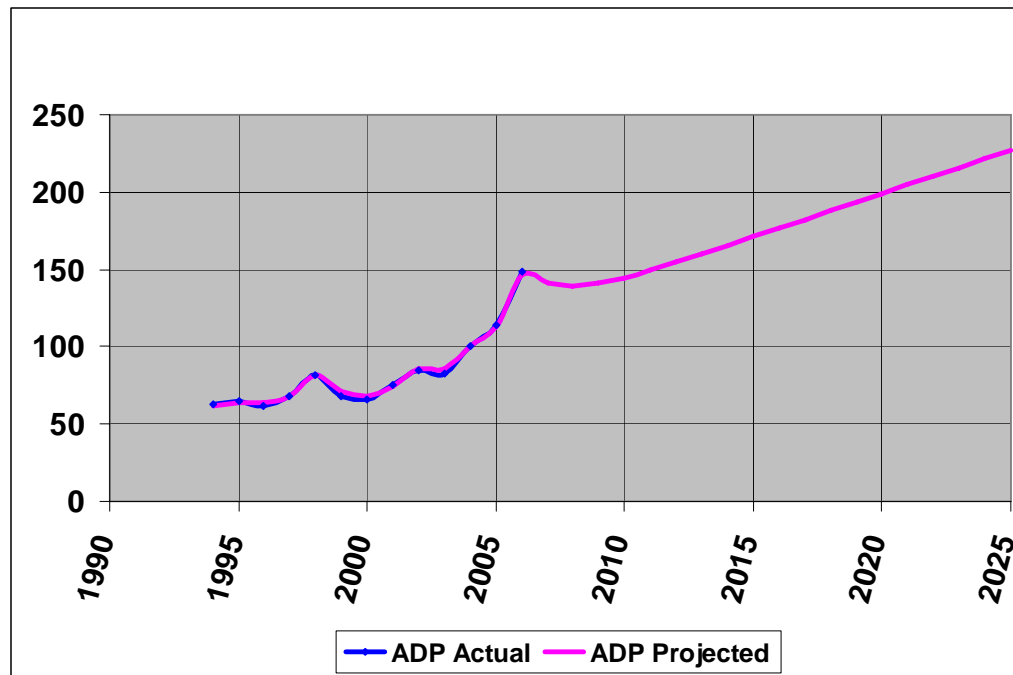
Figure 25 presents the initial findings from a “time series” projection. This projection uses past experience as the basis for a regression analysis that calculates a “best fit” line that passes through the past values, establishing a trend line for the future. Using the monthly data provided from 1994 through 2005, the following projections were generated.

Figure 25: Time Series Projection of Jail Population

Year	Project Average Daily Population
2007	142
2010	145
2015	171
2020	199
2025	227

According to the time series methodology, the average jail population would increase by 99.1% between 2005 (114 adp) and 2025 (227 adp). [Insert another favorite joke about statistics here, if you are not crying by now...]

Figure 26: Time Series Projections



Which projection is accurate? Are there other methods to project future needs? We will discuss these questions at the next meeting.

From Average Daily Populations to *Bedspace* Needs

Average daily populations (ADP) are only part of the process of projecting future *bedspace* needs. A “classification factor” and a “peaking factor” must also be calculated and added.

The practice of analyzing and separating jail inmates into appropriate housing groups is called classification. Classification acknowledges the need to assign inmates to housing units, programs and services, based on their individual characteristics, needs and behavior. Classification goes far beyond the rudimentary separation of males from females, or adults from minors.

Because inmates need to be separated into groups and placed in the appropriate type of housing, it is not possible to use every jail bed every day. An inmate classified as high risk, for example, cannot be housed in a low security dormitory with low-risk inmates. A male inmate cannot be housed in a vacant bed in a female housing area. A newly-admitted inmate must be housed with other new admissions for 72 hours and cannot be placed in a housing unit with other inmates who have already been medically cleared. It is rare for the number and types of jail beds to exactly match the inmate population on a given day. To ensure that a sufficient number of beds are available for each inmate classification, it is necessary to apply a “classification factor” to the projected average daily population.

A peaking factor is used to reflect the need to accommodate anticipated changes and fluctuations in the daily counts. We have daily count data that allows us to generate a peaking factor that reflects the actual experience in Grafton County, once the base ADP projections have been established.

4. Statistical Projections Are Just a Starting Point

The statistical projections are based on a review of past and recent practices. They assume that nothing will change-- clearly a shaky assumption. We suggest that there are three categories of change to be considered by the Committee as we attempt to forecast future jail needs.

Figure 27: Types of Changes That Might Effect Future Jail Needs

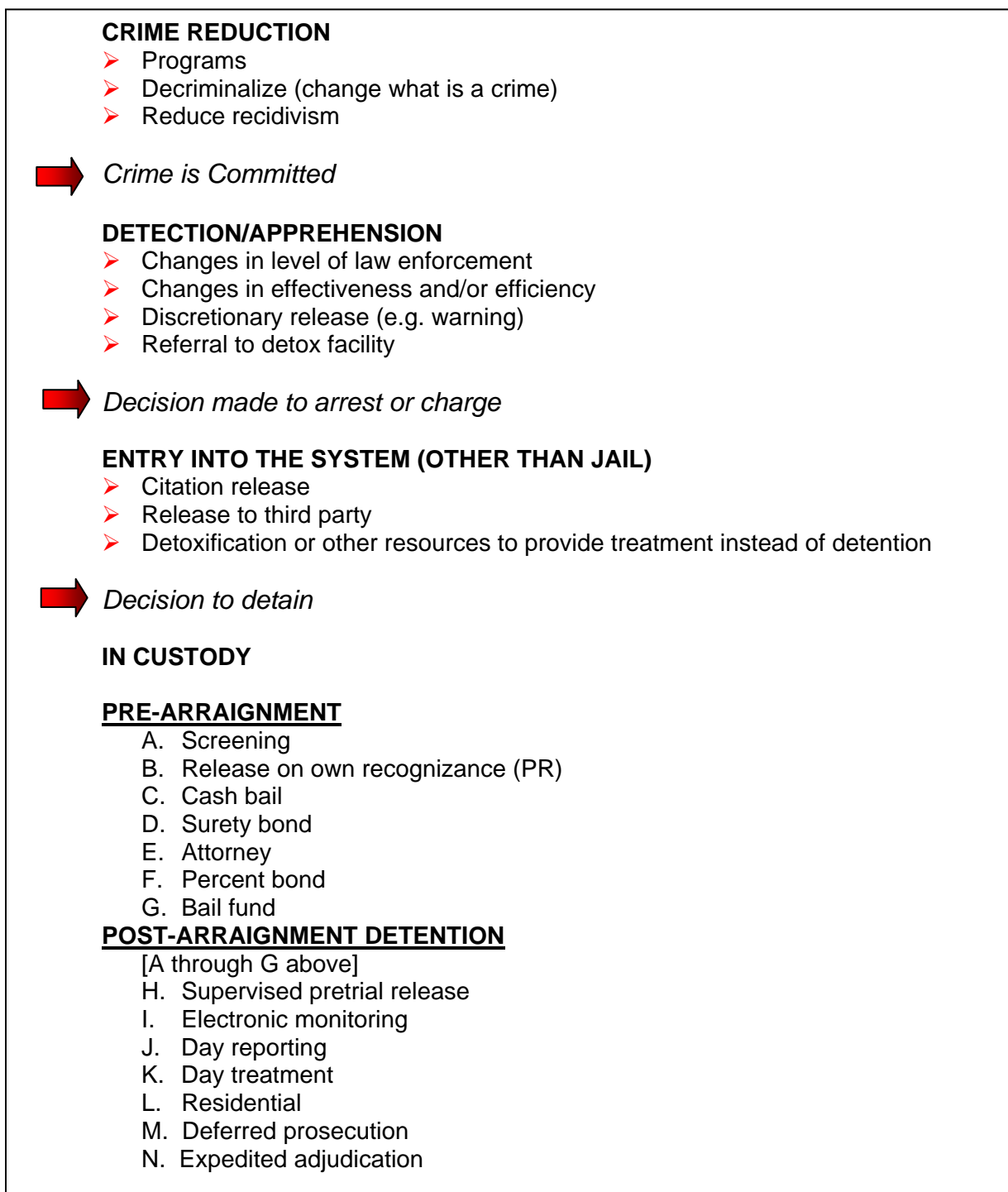
Type of Change	What Grafton County Should do About it
Changes that have already occurred that are not reflected in the projections	<i>Determine</i> the impact and <i>adjust</i> projections and plans accordingly.
Changes that are anticipated , but which are not under the control of the county	<i>Anticipate</i> the changes, and make plans to monitor, evaluate and manage the impact.
Changes that are desired and can be made by the county	(1) <i>Determine</i> which changes are cost-beneficial and acceptable in terms of public safety. (2) <i>Implement</i> the changes, monitor and <i>evaluate</i> the impact, and adjust as needed.
	FOR ALL CHANGES.... establish and implement mechanisms to monitor the system and evaluate operations and programs.

We believe that Grafton County should be proactive in its efforts to manage the rate of growth of future jail populations. Finding effective points of intervention requires a further review of the data and the active participation of staff, officials and stakeholders in the identification of alternative policies and practices.

Examining Intervention Points in the Criminal Justice System

The Committee's upcoming discussions may be aided by the following chart that identifies opportunities to change the way that the system operates.

Figure 28: Opportunities and Alternatives to Reduce the Demand for Jail Beds in the Criminal Justice Process¹



¹ Adapted from studies prepared for Grayson County, Texas, Palm Beach County, Florida, and Nassau County, New York.

- O. Expedited adjudication
- P. Case management
- Q. Defense enhancements (fees, public defender, etc.)
- R. Expedited forensic testing
- S. Divert into federal system
- T. Expedited/enhanced appointed defense attorney

Adjudication-- finding of guilt

PRE-SENTENCE DETENTION

- Pre-sentence investigations
- Continued release options
- Deferred sentencing

Determination of Sentence

SENTENCE (Sanctions)

Monetary Sanctions

- Fines
- Restitution
- Fees and Costs
- Work in lieu of fines
- "Laying Out" fine
- Work off obligations while jailed or in community

Service

- Community service

Supervision

- Community Supervision (Probation) - regular, intensive, specialized caseloads
- Parole
- Electronic monitoring
- Day reporting
- Split sentence-- jail and probation

Treatment

- Substance abuse
- Mental health
- Day treatment

Residential

- Alternative to jail
- Prerelease from jail
- Work release
- Weekend sentences

Institutional

- Treatment (e.g. substance abuse)
- Jail (with or without in-house programs, work programs, treatment)
- State Prison

Aftercare (after release)

- Employment programs
- Post-release programs

The Next Steps

The next meeting provides the first opportunity to examine the initial data and projections, and to discuss questions and concerns. Interviews with stakeholders are being conducting prior to, and following the meeting.

Eventually, the Committee needs to identify the *types* of interventions that are of interest, and which seem feasible for Grafton County. We will assist by estimating the potential impact of potential interventions on the future jail population. At the end of this discussion, the consultants need clear guidance that will allow them to adjust and finalize bedspace projections. It will likely take more than one meeting to accomplish these deliberations.

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