

# Evaluation of the Sangamon County Criminal Justice System



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# SANGAMON COUNTY ACKNOWLEDGEMENTS

Staff at all Sangamon County agencies were extremely generous with their time and cooperation over the course of this project. Without their assistance in providing data and explaining their operations, the analysis contained in this report would not have been possible. We in particular acknowledge the cooperation of the key Sangamon County justice system stakeholders: Judge Patrick Kelley, Sheriff Neil Williamson, State's Attorney John Schmidt, Public Defender Brian Otwell, and County Board Chairman Andy VanMeter. Their openness and willingness to candidly share perceptions of local justice system issues made a major contribution to this report.

# SANGAMON COUNTY PREFACE

In August 2007, Sangamon County selected MGT of America, Inc. to assess the current jail population, develop a forecast of future population levels, review and determine projected levels of crowding, and assess alternative strategies to manage jail crowding. Significant elements of this study include:

1. Assess population trends and demographics.
2. Develop short and long-term population projections.
3. Evaluate capacity capabilities of the current physical plant.
4. Assess the efficiency of current jail utilization, taking into account State of Illinois Detention Standards, American Correctional Association (ACA) Standards, and other operations considerations.
5. Evaluate justice system processes and coordination between key stakeholders.
6. Compare justice system performance with other similarly sized systems.
7. Assess alternative programs to control jail crowding.

MGT reviewed of Sangamon County's current and future jail capacity needs and recommendations that will address issues we noted. Over the course of our analysis, we gathered and reviewed an extensive range of data made available by Sangamon County. Additionally, we observed jail operations and the court processes, interviewed and collected data from other counties and conducted interviews with the stakeholders in the local government and criminal justice system. A list of those individuals interviewed is included in Appendix A.

Over the course of the project, MGT interviewed a number of additional program managers and line staff, as well as members of the public to gather information on the jail crowding and capacity issues. We collected data from the Illinois Criminal Justice Information Authority, the Illinois State Police, the Illinois Department of Corrections, and the Administrative Office of the Illinois Courts. MGT also conducted a peer review of justice system performance with available data from McLean, Champaign, Macon and Peoria counties.

# SANGAMON COUNTY EXECUTIVE SUMMARY

This report shows there are many factors that have played a role in the growth of the Sangamon County Jail population. However, the county's jail crowding issue is manageable. We conclude that a comprehensive program that encompasses capacity management initiatives, justice system process improvements, program alternatives to incarceration, information management, and improved policy coordination, will effectively address current and projected jail crowding issues. The county justice system can effectively respond to jail crowding without recourse to physical expansion of the jail or construction of new jail facilities.

## **Population Analysis**

The jail population has grown rapidly in the last eight years. From 2000 through 2006, the average daily jail population increased by 57 percent from 237 to 372. In June 2003, the population climbed over its design capacity of 314 and has since never consistently fallen below that level. Our analysis of the jail population makes the following findings:

- This growth is not attributable to the external factors that typically drive jail populations. Crime is down from historical levels, arrest rates are flat, jail bookings are steady, and underlying community demographics appear stable.
- Internal justice system dynamics are driving growth. An increasing proportion of filings and bookings are felony cases, with significantly longer lengths of stay. The average length of stay for misdemeanants has gone up by 3 days or 21 percent, since 2000. Admissions held longer than 24 hours are increasing. Length of stay for offenders released on bond is increasing. The number of females held in the jail has increased by nearly 300 percent over the last eight years and now makes up over 14 percent of the total jail population.
- This past growth notwithstanding, we project very slow future growth for the jail population. The jail's population will increase at a rate of 0.8 percent per year, rising to an average daily population of 396 in 2012, and 416 by 2018.

## **Capacity Management**

The Sangamon County Jail's rated capacity of 314, assumes a total double-celling rate of 27 percent. In comparison with other county jails, states and national standards, Sangamon County makes extremely conservative use of double occupancy cells. Moreover, the Sangamon County jail currently sleeps offenders on the floors of the cells when its population rises above its rated capacity. The operation of the jail would be better served by installing permanent 2<sup>nd</sup> bunks in cells and increasing the rated capacity of the jail to reflect these additional beds. This action would reduce the current potential liability at the jail posed by sleeping inmates on the floor,

improve living conditions in the jail housing units, and help address current and projected levels of crowding. If half of the current general population cells (excluding segregation and medical) are permanently double-bunked, and all dormitories remain double-bunked, the rated capacity of the jail will increase rise by 88 beds to 402. At a 75 percent rate of double-celling, the rated capacity of the jail climbs to 444 beds. This increase would easily accommodate the population peaks recently experienced by the jail. For those times when the population exceeds reasonable capacity levels, the jail should develop a formal population/capacity management plan that outlines operational steps to assure the safety and security of the facility at times of extreme crowding.

### **Justice System Process Improvements**

Our review of county justice system processing identified a number of issues, which if addressed, could result in more efficient case processing and less pressure on the jail. Key findings include:

- Expanded use of Notice to Appear (NTA) citations and implementation of jail booking fees are proven means to assure jail bookings are reserved for appropriately serious offenders.
- Requiring bond reports, assuring adequate public defender representation, and offering appropriate plea agreements as early as possible in the judicial process, are effective mechanisms for expediting the movement of low-level offenders out of the jail.
- Establishing a protocol for the maximum duration of felony trials would increase impetus to speed up court processing of more serious offenders.
- Ensuring adequate salary levels for State's Attorney and Public Defender staff attorneys is critical to reduce staff turnover and assure the productive, professional casework that results in efficient justice system processing.

### **Alternative Programs**

The county makes relatively little use of jail diversion programs as a means of controlling offender population levels. Many counties employ such programs, which rely on systematic risk screening that ensures offenders meet stringent criteria for placement. We reviewed home confinement, work, and pre-trial supervision programs that all appear to be effective models for diverting low-risk pre-trial and sentenced offenders. The program with the most significant potential for Sangamon County appears to be pretrial supervision targeted to defendants who have been in custody for a week or more and who have been unable to secure release via bail or

their own recognizance. The research on these programs shows very low rates of “failure to appear” and pretrial crime rates, along with significant impact on jail population levels.

### **Information Management**

County justice system agencies have very little data to develop metrics that indicate processing efficiency and operational performance. There are few standard monthly reports summarizing basic data such as bookings, dispositions, or releases. Although these data may exist in “piece meal” format, there are few summary reports available that can be run on command. Regular reporting and analysis of activity and performance measures provides management with tools to improve operational efficiency and improve accountability. The development of a “dashboard” of key performance measures for all key stakeholder justice system agencies can be a critical management tool for guiding policy development.

### **Communication and Coordination**

Key justice stakeholders – the sheriff’s office, the judiciary, the State’s Attorney, the Public Defender, and the County Board, generally recognize the potential benefit of working together, but the ongoing demands and challenges faced by each individual stakeholder tend to make such efforts a lower priority than addressing more immediate issues. The County Board does host a large gathering of key justice managers on a regular basis, but these meetings do not provide an adequate forum for policy discussions.

Lack of coordination and communication comes at a price. Many local governments find that even limited efforts at inter-agency coordination help streamline the entire local justice system by improving policy planning and cooperation among law enforcement, court, and correctional agencies.

There are a variety of models to facilitate policy communication and coordination among local government and justice system stakeholders, ranging from chartered policy councils to more informal management working groups. These models begin from the premise that each actor in the local justice system has a unique role, but that better justice system outcomes can result from collaboration on policy and information-sharing. Sangamon County should begin the process of developing a system where justice system stakeholders and local government officials can approach policy planning on a systemic basis. Creation of a forum for meaningful communication and coordination on vital justice system issues would be a major step in this direction. This effort

also requires a commitment on the part of all justice system agencies to further develop and share their performance measurement data.

### **Summary of Key Findings and Recommendations**

1. The county does not require new or expanded jail facilities to manage the projected jail population over the next ten years.
2. Installing a limited number of double bunks in general population cells can safely increase jail capacity.
3. The County should not invest resources in converting available space at the Sangamon County Juvenile Detention Facility to housing for adult offenders.
4. Development of formal policies that direct operational responses during periods of high population levels will improve management preparedness for periods of extreme crowding, should they arise.
5. The Superintendent and select management staff at the jail should receive professional jail administrator training.
6. The Sheriff's Office should develop detailed policy and procedures on issuance of "Notice to Appear" citations for county deputies and jail booking staff.
7. County justice system stakeholders should review the advisability of issuing Notices to Appear citations for minor felonies.
8. County justice system stakeholders should develop a policy to impose a reasonable booking fee on law enforcement agencies bringing arrestees to the jail.
9. Sangamon County should establish a system for preparing bond reports on all offenders prior to their initial bond hearing.
10. The hiring of two additional full-time Assistant Public Defenders to lower caseloads and improve case processing efficiency is an important needed step to improved case processing.
11. Sangamon County justice system stakeholders should assess the implementation of felony case processing protocols.
12. Increased salaries for Assistant State's Attorney staffing and Assistant Public Defenders will reduce staff turnover and help assure more professional, productive casework.
13. Each justice system stakeholder office should designate case coordinators to monitor and expedite case processing.
14. Requiring early plea offers for misdemeanor and low-level felony offenses will improve the flow of low-level offenders out of the jail.
15. The county should develop program alternatives to incarceration, beginning with a pre-trial supervision program.
16. Information technology staff in the Sheriff's office should identify data available in the New World system and improve its reporting capability.

17. County justice system agencies need comprehensive review of data system and management reporting needs.
18. Development of a management reporting system that establishes metrics to evaluate the performance of each actor in the local justice system will improve stakeholder knowledge of key operational trends and help inform more effective policymaking.
19. Sangamon County should form a Criminal Justice Council to improve coordination of policymaking and operations among key justice system stakeholders.
20. Periodic objective performance audits of the justice system to provide ongoing assessments of progress on the issues identified in this report would keep stakeholders on top of emerging trends and allow for continued refinement of policies to address key issues.

# SANGAMON COUNTY

## 1.0 JAIL POPULATION ANALYSIS

### **Background**

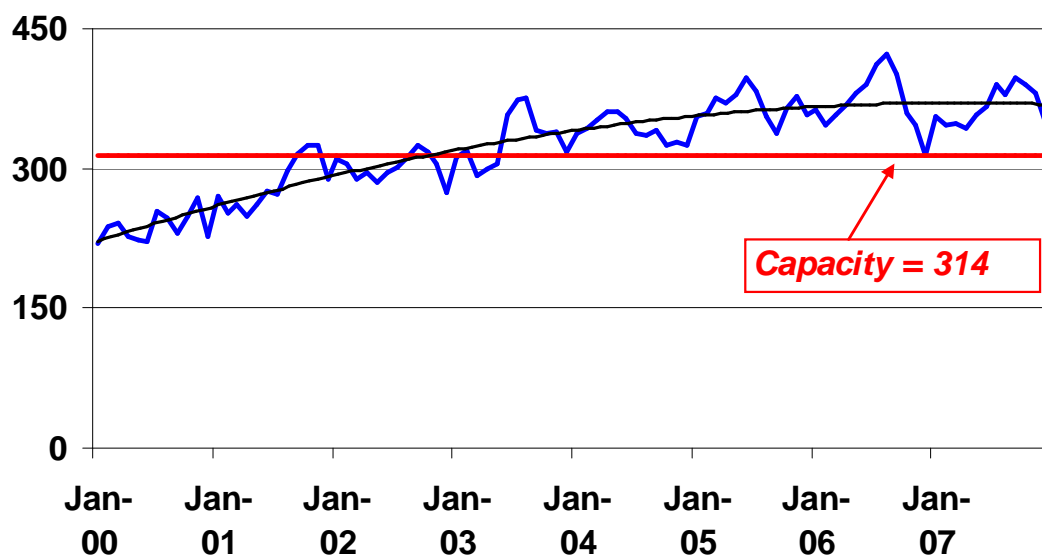
Constructed in 1991, the Sangamon County Detention Facility replaced the former aging jail with a modern, multi-level structure designed to securely separate offender groups. Also referred to as the Sangamon County Jail, the facility houses pre-trial offenders, sentenced misdemeanants, and sentenced felons awaiting transfer to the state prison system. Facility housing units have a podular design and can accommodate direct supervision of offenders in four major cellblocks. The facility was originally designed with significant excess capacity to accommodate peaks and surges in jail population growth. However, an escalation of the jail population in recent years has eliminated this excess capacity. Today, the population of the Sangamon County Jail routinely exceeds its rated capacity of 314.

Increases in a jail population strain the limited resources of county government and increase the demands placed on security staff responsible for monitoring, escorting, and maintaining security over a growing number of offenders. Medical issues and special program needs also increase as the population grows. Correctional facility crowding also enhances the potential for violence as more offenders are packed into limited space. The questions posed in this study are whether the current county jail structure can adequately accommodate current and future population growth, and what alternatives may exist for better management of the size of the jail population and the local justice system.

### **Population History**

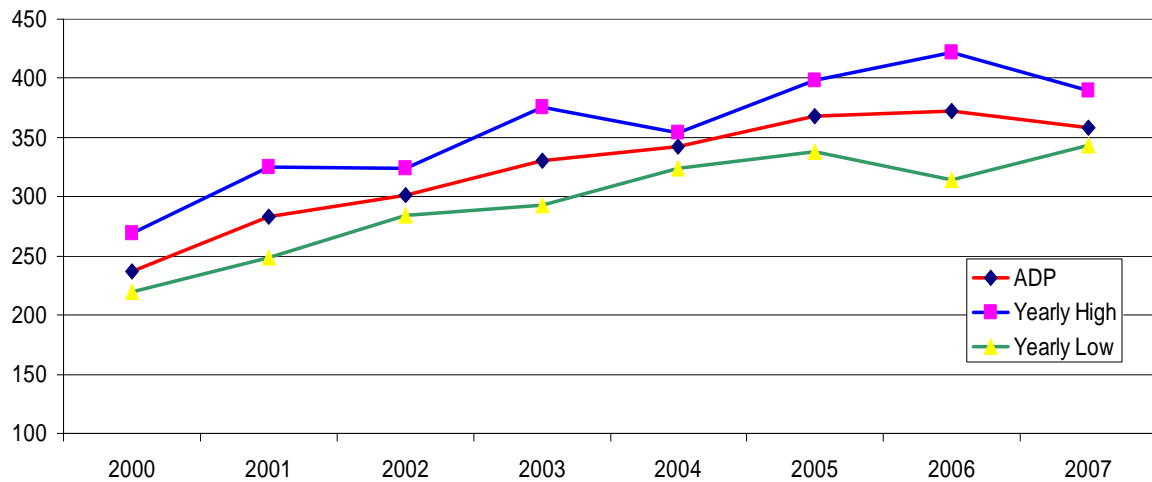
Sangamon County has experienced significant growth in its county jail population since calendar year 2000. From 2000 through 2006, the average daily jail population increased by 57 percent from 237 to 372. In June 2003, the population climbed over its design capacity of 314 and has since never consistently fallen below that level. The growth in the jail population however began to level out in 2005 and the jail has consistently averaged approximately 368 offenders over the last three years.

## Average Daily Population



The jail population, while growing, has fluctuated dramatically. In 2006, while the jail averaged 372 inmates for the year, the population level ranged from a low of 314 to a high of 422, a swing of 34 percent of the jail's rated capacity. The peaks of these fluctuations present serious management challenges for the jail. In August of 2006, as the average daily population of the jail peaked at 422, jail managers housed inmates on floors and in the gymnasium until the population decreased. In 2007 however, the jail population stabilized somewhat, with both the peak population level and the average daily population falling below 2006 and 2005 levels.

### Jail Average Daily Population



One of the key objectives underlying this study is understanding the cause of this growth in the jail population through the first half of this decade. We looked at an extensive amount of data in evaluating this issue, including:

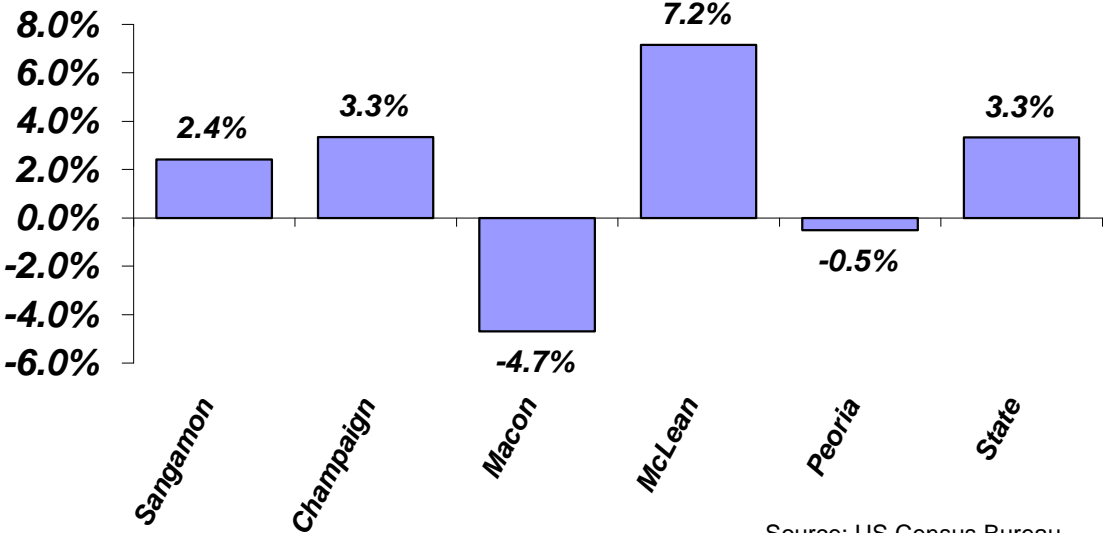
- County population demographics;
- Crime and arrest data;
- Offender characteristics;
- Jail intake and releases;
- Length of stay; and
- Court processes.

The following represents our analysis of these factors.

#### Demographics

In 2000, Sangamon County’s population of 188,951 residents made it the 10<sup>th</sup> most populous county in Illinois, well behind the 5,376,741 residing in Cook County and between St. Clair County (256,082) and Peoria County (183,433). Since that time, the county has experienced a moderate rate of population growth, totaling 2.4 percent over the last six years. With average yearly growth of 0.4 percent, the county reached an estimated population of 193,524 in 2006. This rate of growth is lower than the state average of 3.3 percent for this same period and ranks in the middle of peer urban counties, as shown on the following page.

### Population Change: 2000 to 2006

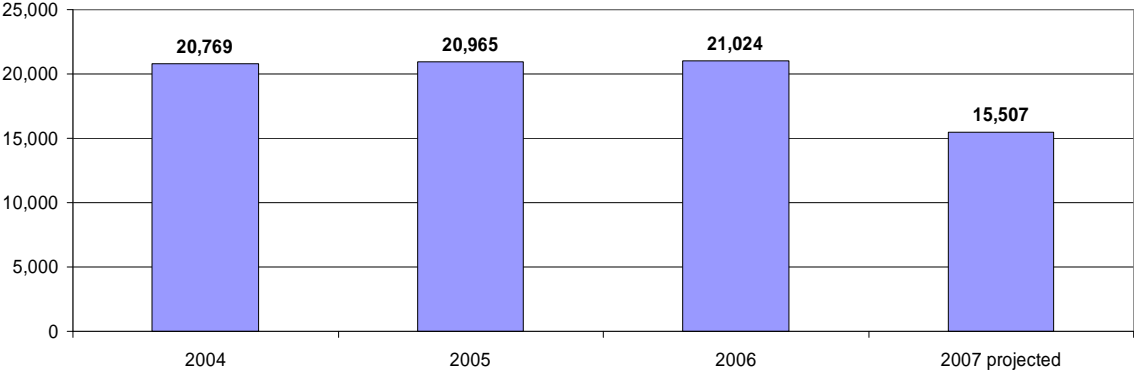


This relatively stable population level, along with average income levels and a somewhat older population (median age of 37) suggests little upward demographic pressure on crime rates, and by inference, upon the size of the jail population.

**Crime Rates**

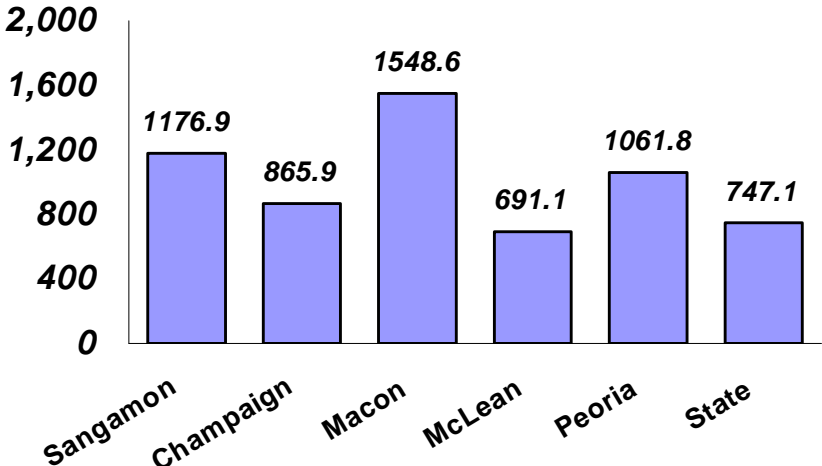
Overall indicators of crime in Sangamon County provide little explanation for the increase in the jail population that has occurred over the last four years. Total arrests by police agencies in Sangamon County show a slight increase from 2004-2006, with a projected significant drop in 2007.

### Total Arrests

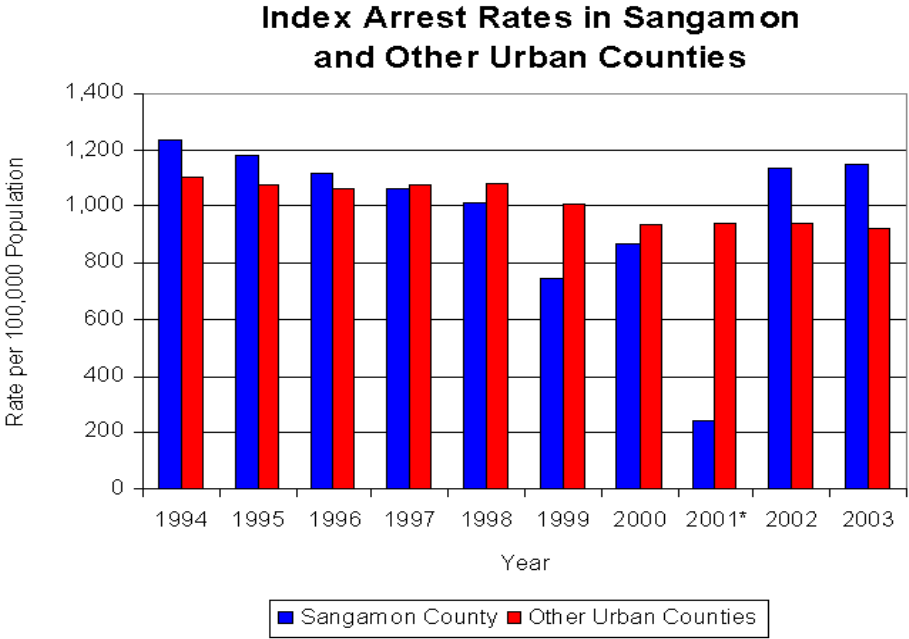


Sangamon County has historically experienced high rates of index crimes (serious offenses including Murder, Criminal Sexual Assault, Robbery, Aggravated Assault/Battery, Burglary, Theft, and Arson). For 2006, Sangamon County’s index crime arrest rate of 1,177 was 57 percent higher than the State of Illinois arrest rate of 747, and was slightly above the average of the four peer counties (Champaign, Macon, McLean, and Peoria).

### Arrest Rate (per 100,000 population)



Sangamon County’s overall index crime rate reached its peak in 1994 and consistently declined through 1990’s, only to be followed by a surge in the index crime rate beginning in 2000.

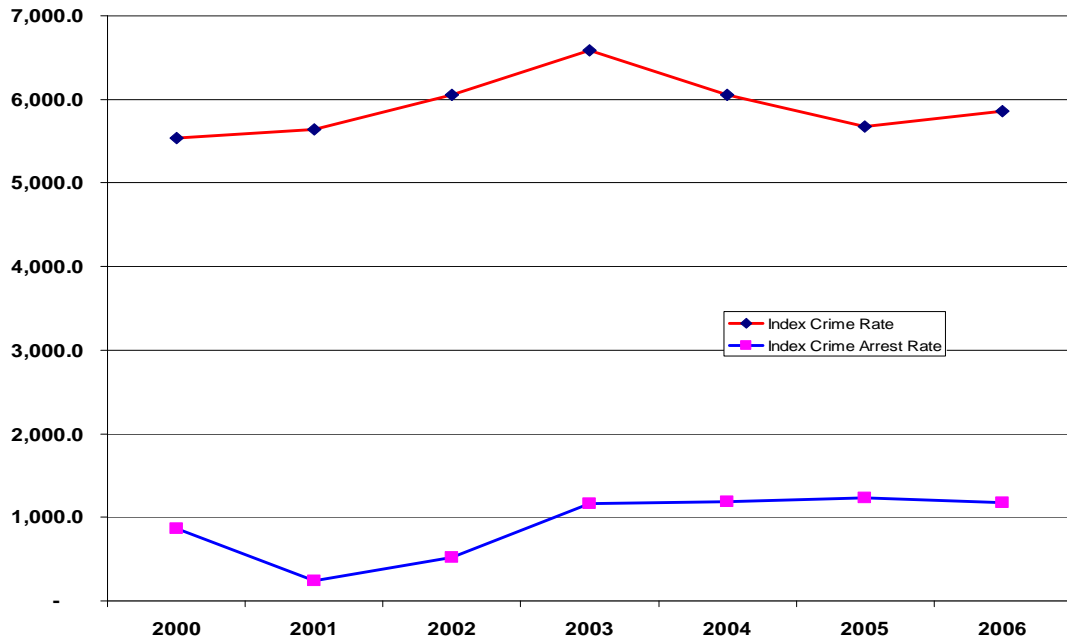


Source: ICJIA calculation using Illinois State Police and U.S. Census Bureau data

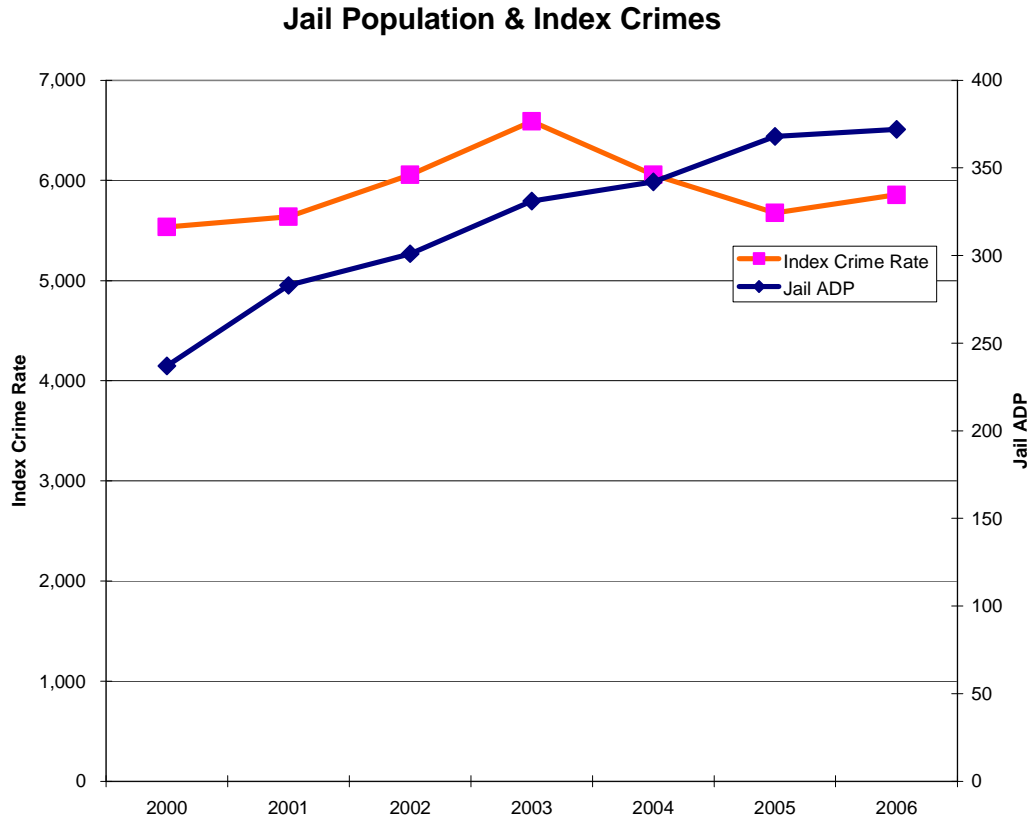
\*Springfield PD did not report arrest data in 2001

Peaking in 2003, Sangamon County’s index crime rate has since dropped significantly and the arrest rate (arrests per 100,000) for index crimes has flat-lined.

### Index Crime & Arrest Rates



Moreover, the index crime rate throughout these years is substantially below the level that existed in the early 1990's, a period when the jail population was much lower. As the following chart indicates, there appears to be little or no relationship between index crime rates and the jail population levels.



**Drug Arrests**

Arrests for drug offenses (not included in index crime arrests) declined in the late 1990's but increased dramatically in 2002 (it should be noted that 2001 data in the following Illinois State Police chart do not include Springfield Police Department statistics and thus are significantly understated.)

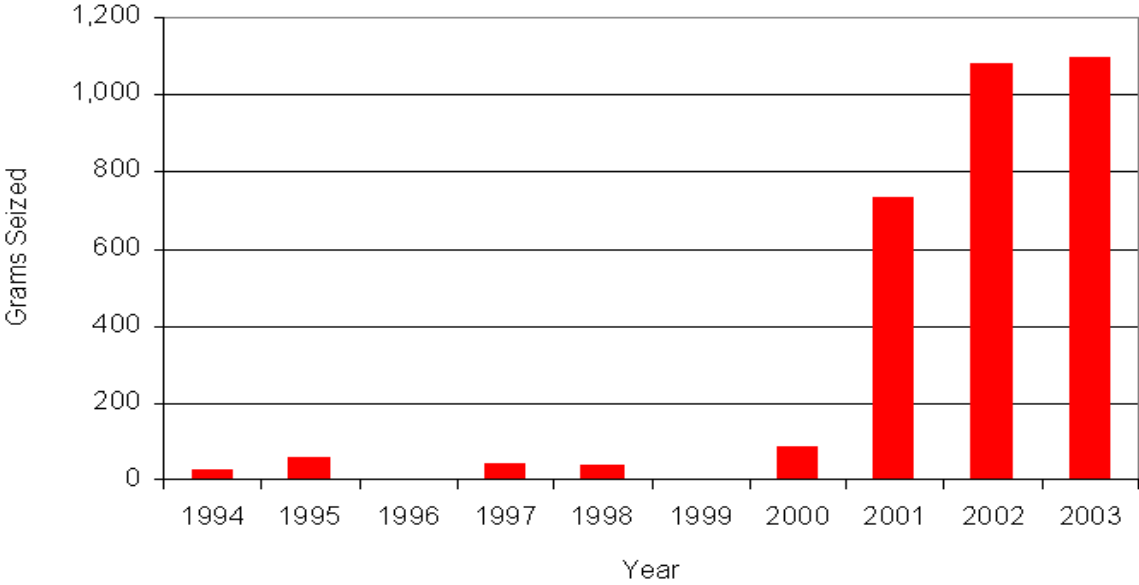
### Sangamon County Drug Crime Arrests



The 2000 – 2003 growth in the county jail population appears to parallel the increase in drug arrests in the county during that time. While other urban counties in Illinois experienced a leveling of drug arrests, Sangamon County had a significant increase, rising from a rate of 530 drug arrests per 100,000 population in 2000 to a rate of nearly 900 in 2003. Since this increase in 2003 however, drug arrest rates in Sangamon County have declined and stabilized.

For Sangamon County, methamphetamine appears to be the primary cause of this increase in drug arrests. During the past decade methamphetamine production in Illinois has evolved from a little-known drug to a major problem for local law enforcement jurisdictions. Further, unlike many other drugs, methamphetamine production and use is not localized in metropolitan areas. Much of its activities are taking place in Illinois’ rural jurisdictions, and the impact on Sangamon County has been disproportionately large. The quantity of methamphetamine seized in Sangamon County increased between 1994 and 2003 by 4,100 percent , from 26 grams to 1,100 grams. Other urban counties in Illinois experienced increases, but not as large as Sangamon County’s.

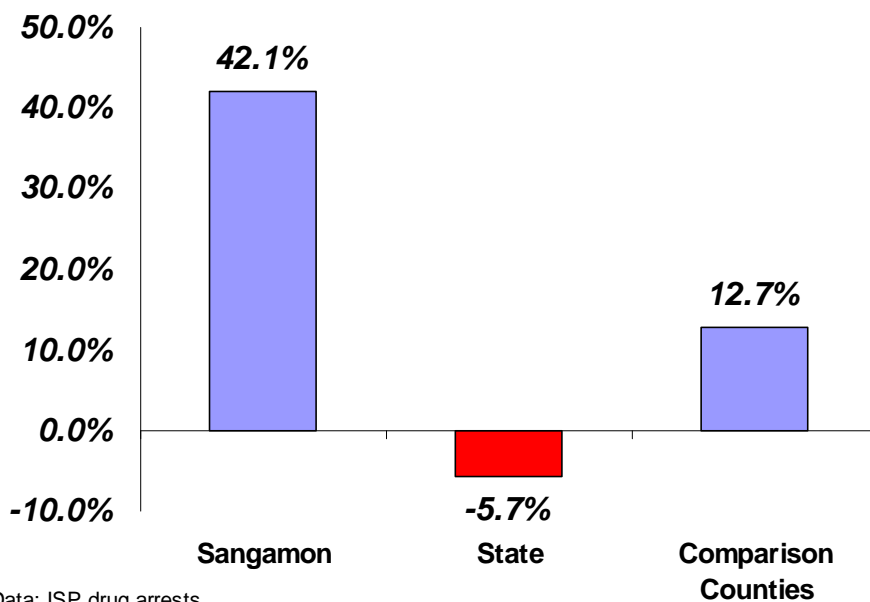
### Methamphetamine Seized in Sangamon County



Source: Illinois State Police

The impact of methamphetamines and other drug offenses is clearly seen in the increase in the drug crime arrest rate for Sangamon County over the last six years. The drug crime arrest rate increased by over 42 percent from 2000 to 2006. The majority of this increase occurred between 2000 and 2003. This increase runs counter to the state as a whole which experienced a decrease of 5.7 percent for this same time period. Illinois' overall decrease was driven by a 9.2 percent decrease for Cook County. The peer urban counties of Champaign, Macon, Mclean and Peoria also experienced an increase in the drug crime arrest rate, but not at the level found in Sangamon County.

### Change in Drug Crime Rates: 2000 - 2006

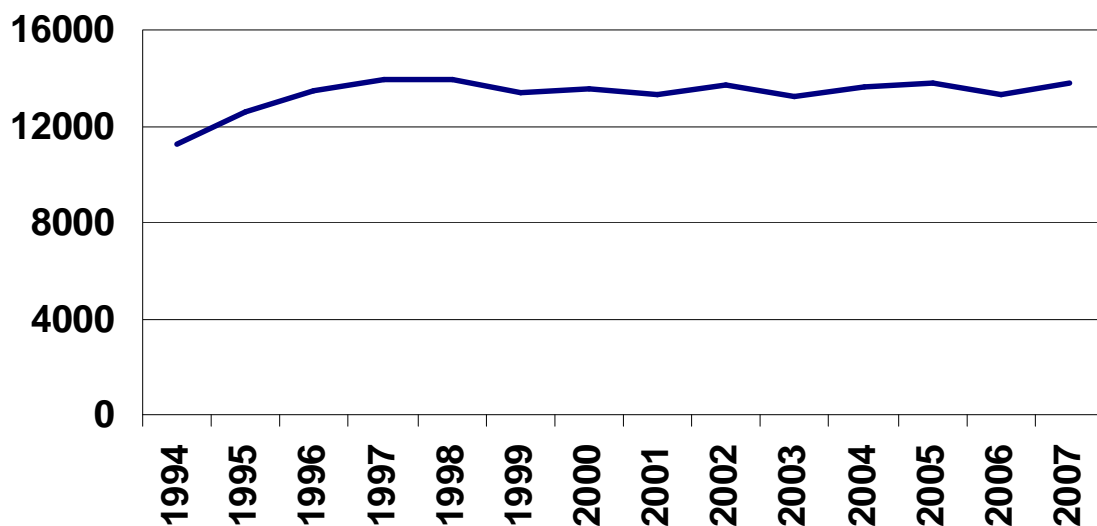


The data suggest that increases in drug crime arrests, and particularly methamphetamine crimes, could have had a major impact on the increase in the jail’s population growth that occurred between 2000 and 2003, but have not played a significant role since in increasing the jail population since that time.

#### County Jail Bookings

Data provided by the Sheriff’s office indicate that bookings into the county jail have been very stable for the last ten years, averaging between 13,000 and 14,000 annually since 1997.

## Number of Bookings per Year



Persons arrested and held for over 24 hours in the Sangamon County jail comprised 33.4 percent of all bookings in 2000. By 2006, the number of offenders held longer than 24 hours accounted for 39.2 percent of all bookings. Similarly, between 2000 and 2006, total bookings decreased by an annual average of -0.1 percent. However, persons held over 24 hours after admission to the jail increased from 2000 to 2006 by an average annual rate of 2.6 percent. Total admissions to the jail fell by 4.0 percent between 2005 and 2006. Male bookings have shown no distinct historical trends over the past 6 years while female bookings have shown an overall increase.

**Sangamon County  
Historical Admissions: 2000-2007**

| Year                           | Held Over 24 Hours | Total Admissions | % Over 24 Hours |
|--------------------------------|--------------------|------------------|-----------------|
| 2000                           | 4,483              | 13,421           | 33.4%           |
| 2001                           | 4,791              | 13,283           | 36.1%           |
| 2002                           | 4,845              | 13,681           | 35.4%           |
| 2003                           | 5,086              | 13,233           | 38.4%           |
| 2004                           | 5,124              | 13,616           | 37.6%           |
| 2005                           | 5,316              | 13,867           | 38.3%           |
| 2006                           | 5,223              | 13,310           | 39.2%           |
| 2007*                          | 2,444              | 6,497            | 37.6%           |
| <b>Avg. % Change 2000-2006</b> | <b>2.6%</b>        | <b>-0.1%</b>     | <b>2.8%</b>     |

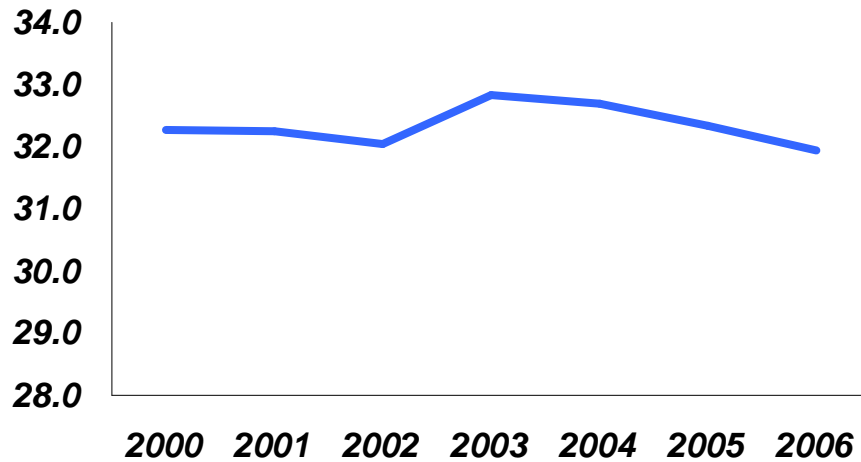
\*Through June 2007.

As with arrest and crime data, total booking show no growth, and accordingly have little apparent relationship to the increases in the jail population experienced in recent years.

**Offender Characteristics**

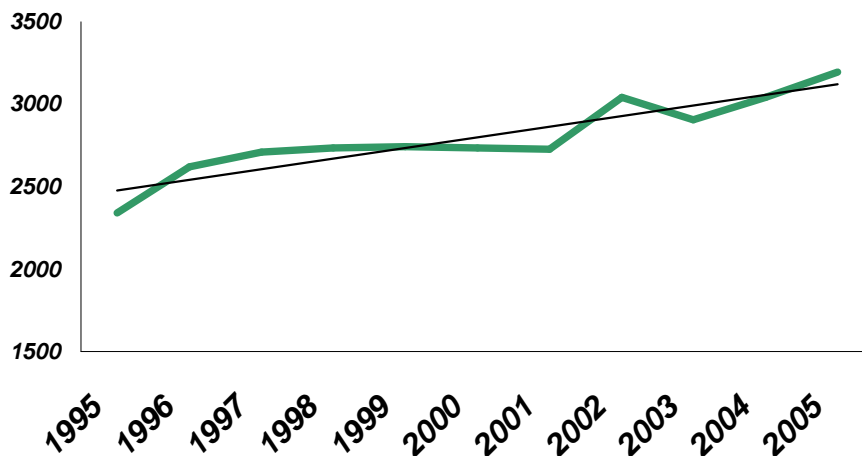
On an anecdotal basis, jail staff indicates that increases in the offender population may be related to the intake of older detainees who, as a result, have longer criminal histories and many past jail incarcerations. If this were the case, their criminal history may limit their ability to be bonded out of jail and could extend the length of their court case. Our analysis found no evidence for this claim. In fact, the average age of offenders has remained at approximately 32 years of age since 2000, and has recently trended downward slightly.

## Average Age



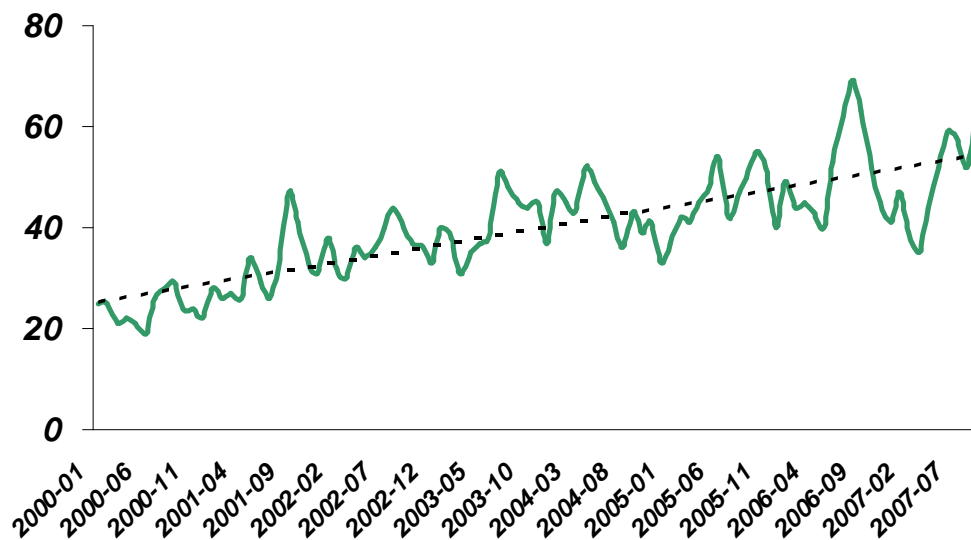
As we have found in other jurisdictions across the state, female arrest rates and subsequent intake into county jails are increasing. For Sangamon County, the number of females booked into the jail has increased relatively consistently since 1995. In 1995, 2,343 or 18.6 percent of bookings were for females. By 2005, this number had risen by 36 percent to 3,194 and represented 23 percent of all bookings.

## Female Bookings Per Year



These increased bookings have had a direct impact on the female population in the jail. Since early 2000, the female population has risen from 21 to a count of 63 by mid-2007, and now accounts for nearly 14 percent of the total jail population, a somewhat higher proportion than in the comparison counties, which range from 10.1 percent in Peoria County to 12.2 percent in Champaign County. Female offenders tend to be incarcerated disproportionately for drug offenses. This rise in the female populations accounts for roughly 35 percent in the overall growth of the jail population. An increasing female population further limits the housing flexibility of jail administration, as females must be kept separate from male offenders.

## Female Population

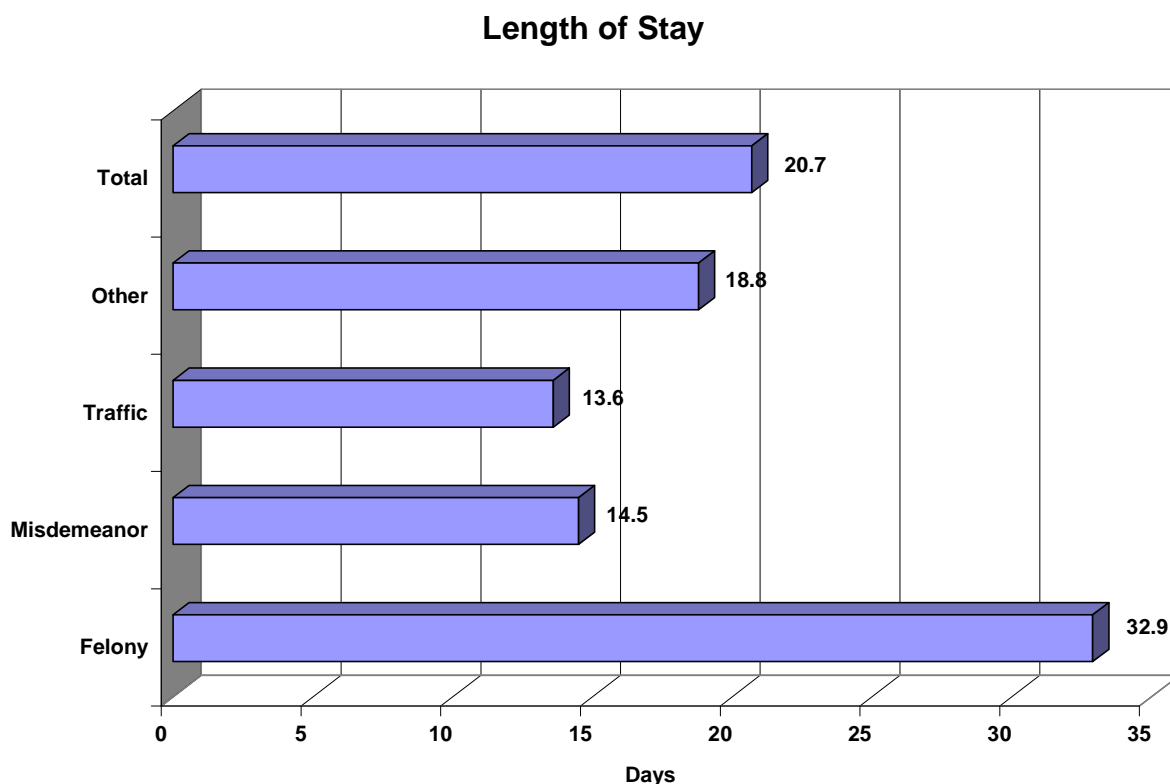


### *Felons Admissions*

We also examined detailed booking data to evaluate trends in felony commitments. Even if overall bookings are flat, if felony intake is increasing then the impact on the jail population can be significant, as felons generally stay a considerably longer length of time in the jail due to:

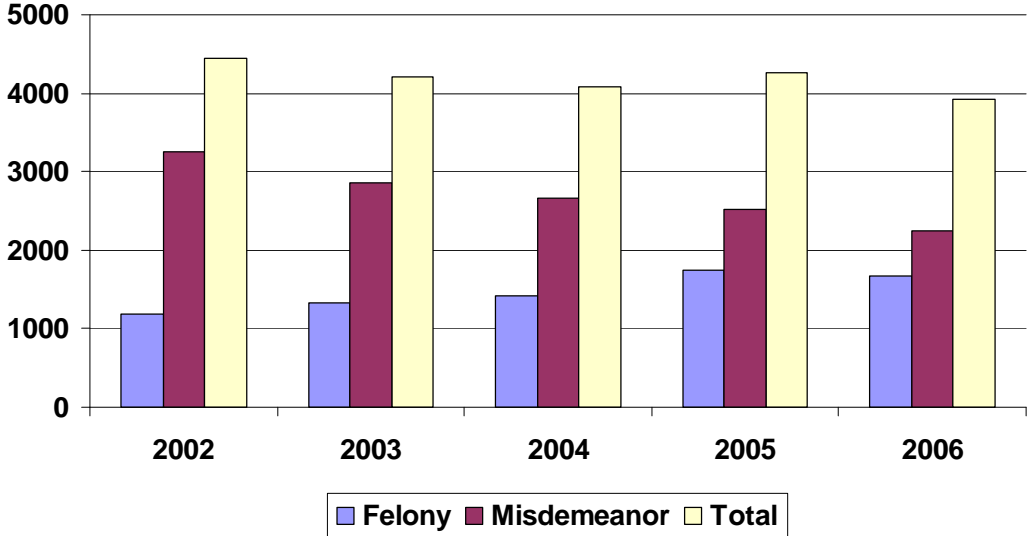
- More complicated, serious charges extend length of court cases.
- Seriousness of offenses increases bond levels and results in an inability to post bond.
- Courts less likely to release felony offenders.

We found that while a felon’s length of stay in the jail has not increased over the last six years, felons on average stay in the jail nearly twice as long as misdemeanants. For 2007, the average felon stayed 31.4 days in the county jail, a 0.6 percent decrease from the 2000 length of stay of 31.6 days. By contrast, misdemeanants’ length of stay in 2007 was 16.4 days. The following chart shows the average length of stay by type of charge.



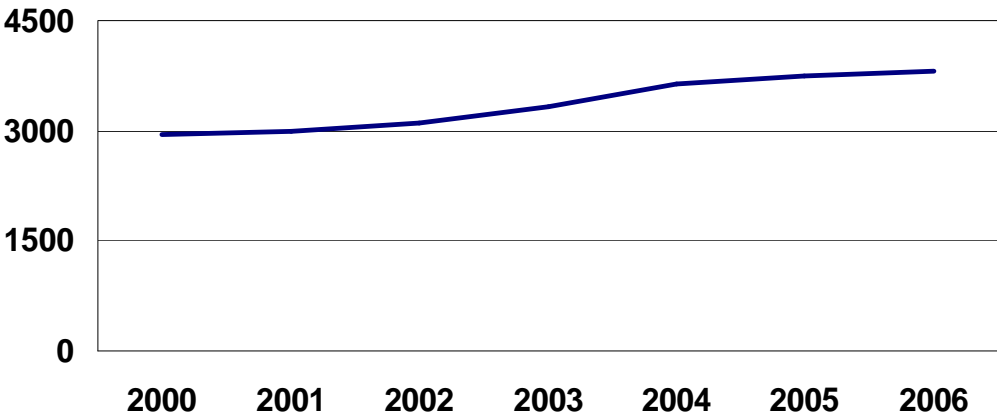
The longer length of stay for felons is particularly significant because the number of felony cases processed by the jail is also on the rise. From 2002 to 2006 the average number of felony cases filed has increased by nearly 500, from 1,182 to 1,672. This increase occurred while misdemeanor filings decreased by nearly 1,000 in that same time frame.

### Criminal Cases Filed



Corresponding to the increase in cases filed, felony bookings have increased substantially since 2000, rising from 2,953 to 3,822, a 29 percent increase. Recent data, however, appears to indicate that felony bookings are beginning to level off.

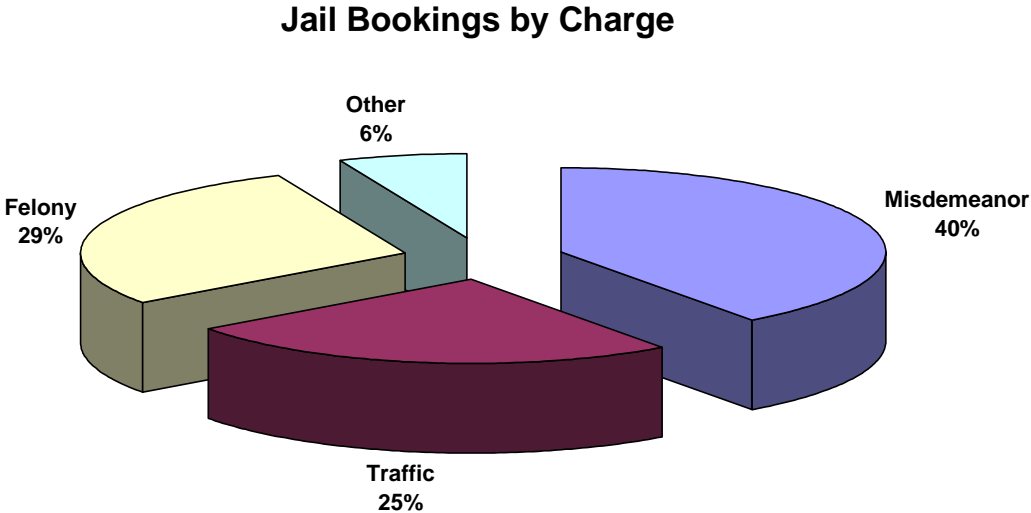
### Felony Bookings



The effect of an increasing felony population cannot be understated. Significant growth in that segment of the jail population with by far the longest length of stay is a primary factor in increasing the jail population. With an increase of nearly 1,000 felony bookings over the past 7 years, we estimate that the increased number of felon admissions has increased the jail average daily population by 71 offenders over this period.

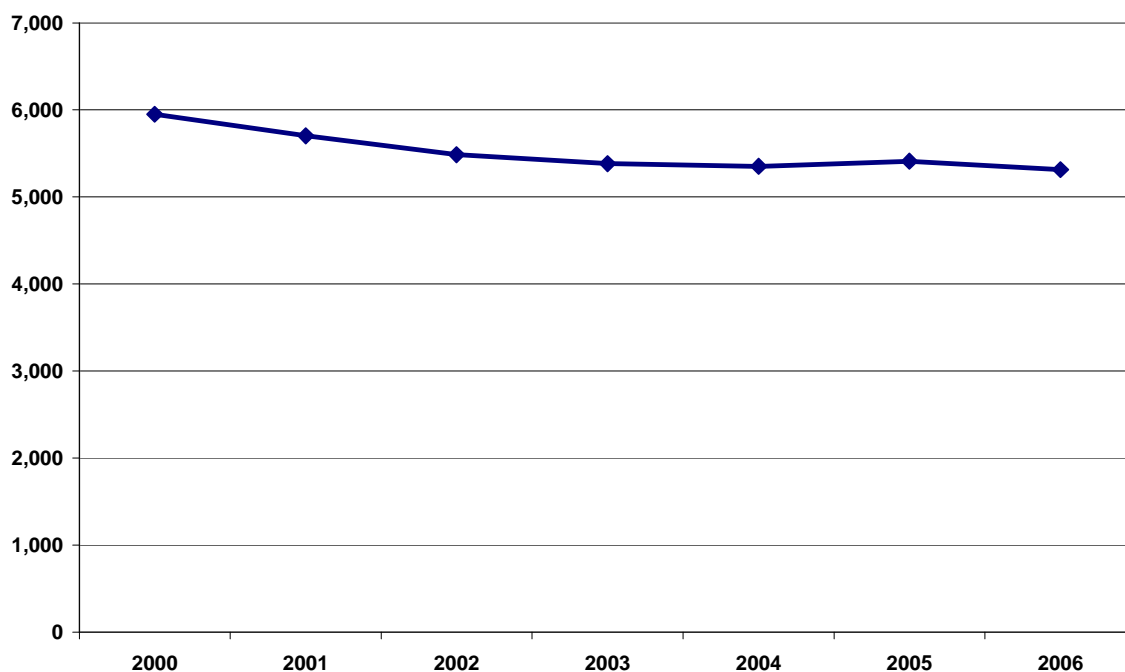
**Misdemeanant Length of Stay**

Misdemeanants make up the majority of intake into the county jail. In 2007, this category represented 40 percent of all booking charges while traffic offenses make up an additional 25 percent. Bookings for felony offenses represent 29 percent of all intakes.



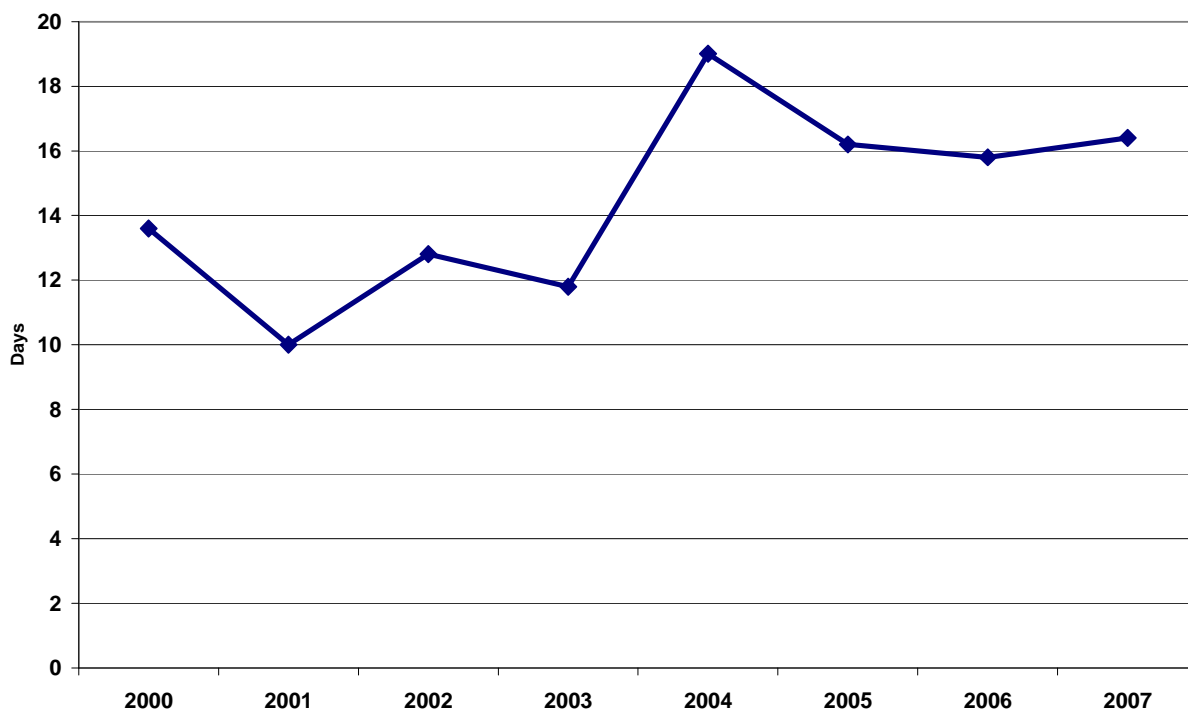
While still the single largest group at 40 percent of total bookings, misdemeanor bookings into the jail have actually declined since calendar year 2000 by nearly 11 percent.

### Misdemeanor Bookings



However, unlike felonies, misdemeanor cases are experiencing an increase in the average length of stay. While misdemeanor length of stay in the jail peaked in 2003 and has since declined, the current average length of stay as of 2007, 16.4 days, is still approximately 21 percent longer than the length of stay in 2000.

### Misdemeanant Length of Stay

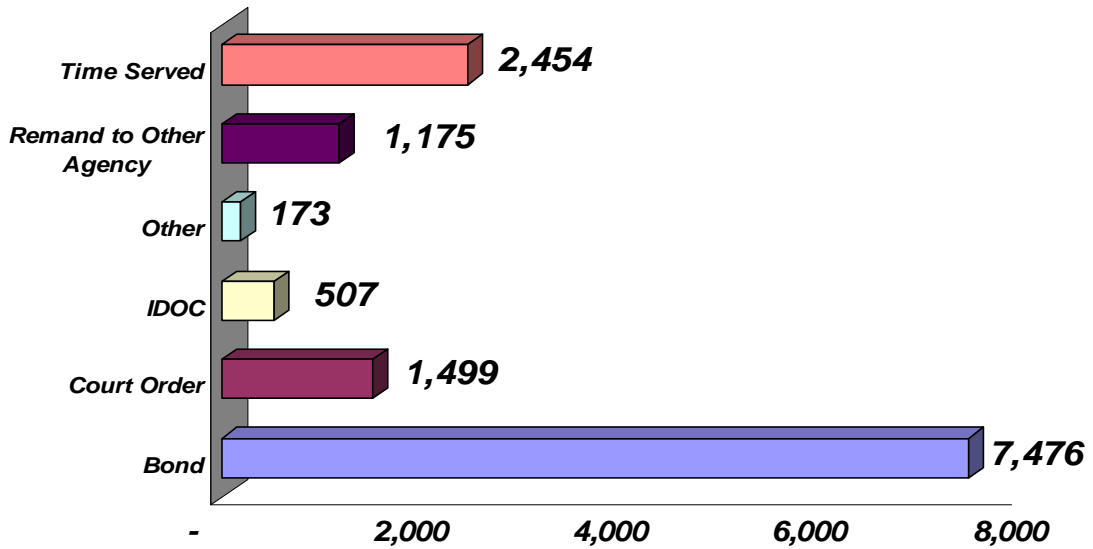


Length of stay for misdemeanants in 2007 is more than 2 days longer than it was in 2000. With over 5,000 admissions from misdemeanors annually, the impact of longer misdemeanor stays has a significant impact upon the size of the jail population. We estimate that this longer length of stay has increased the average daily jail population by 21 offenders since calendar year 2000.

#### Releases

The majority of offenders are released from the jail on bond. Over half of those released in 2006 were bonded out. Only 18 percent of releases had completed serving their sentence, while 507 were transferred to the Illinois Department of Corrections.

### Number Released by Release Type - 2006



There have been no significant changes in the number of releases from the jail between 2000 and 2007. Including the annualized 2007 data, releases from the jail have decreased by an annual rate of 0.4 percent since 2000. The average length of stay for persons released from the jail from between calendar years 2000 and 2007 was 20.7 days. This represents an average annual increase of 1.5 percent between 2000 and 2007. Persons released on bond during this same period, averaged a length of stay of 3.0 days in the county jail, an annual average of 4.6 percent.

**Sangamon County  
Historical Releases & Average Length of Stay (Days)  
By Release Type: 2000-2007**

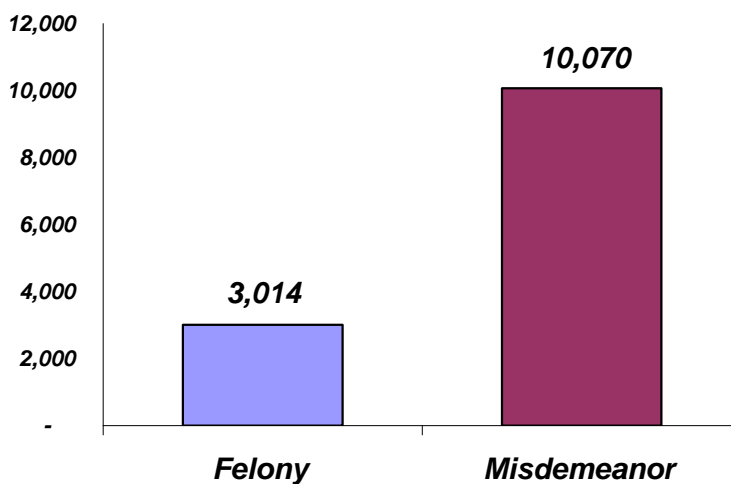
| Year                             | No. of Releases | Bond        | No Charges Filed | IDOC        | Other       | Time Served  | Total       |
|----------------------------------|-----------------|-------------|------------------|-------------|-------------|--------------|-------------|
| 2000                             | 13,421          | 2.5         | 2.3              | 49.8        | 20.8        | 25.0         | 20.1        |
| 2001                             | 13,283          | 3.0         | 2.0              | 50.8        | 19.0        | 23.0         | 19.6        |
| 2002                             | 13,681          | 2.5         | 1.6              | 47.5        | 18.5        | 21.0         | 21.1        |
| 2003                             | 13,233          | 2.8         | 1.5              | 62.3        | 22.0        | 21.8         | 22.1        |
| 2004                             | 13,616          | 2.8         | 2.0              | 47.5        | 21.8        | 20.3         | 18.9        |
| 2005                             | 13,867          | 4.0         | 3.0              | 50.5        | 25.5        | 23.3         | 21.3        |
| 2006                             | 13,310          | 3.2         | 2.5              | 51.2        | 23.2        | 20.3         | 20.4        |
| 2007*                            | 12,994          | 3.0         | 2.0              | 52.6        | 21.0        | 22.6         | 21.8        |
| <b>Avg. (2000-2007)</b>          | --              | <b>3.0</b>  | <b>2.1</b>       | <b>51.5</b> | <b>21.5</b> | <b>22.2</b>  | <b>20.7</b> |
| <b>Avg. % Change (2000-2007)</b> | <b>-0.4%</b>    | <b>4.6%</b> | <b>1.1%</b>      | <b>1.9%</b> | <b>0.7%</b> | <b>-0.9%</b> | <b>1.5%</b> |

\*Annualized from mid-year numbers.

Misdemeanants exit from the jail at a rate three times that of felons. This is a result of several factors, including:

- Misdemeanant intake is between 2 -3 times higher than felons;
- Misdemeanants are more likely released early with a Notice to Appear; and
- Bail is typically set much lower than for felons.

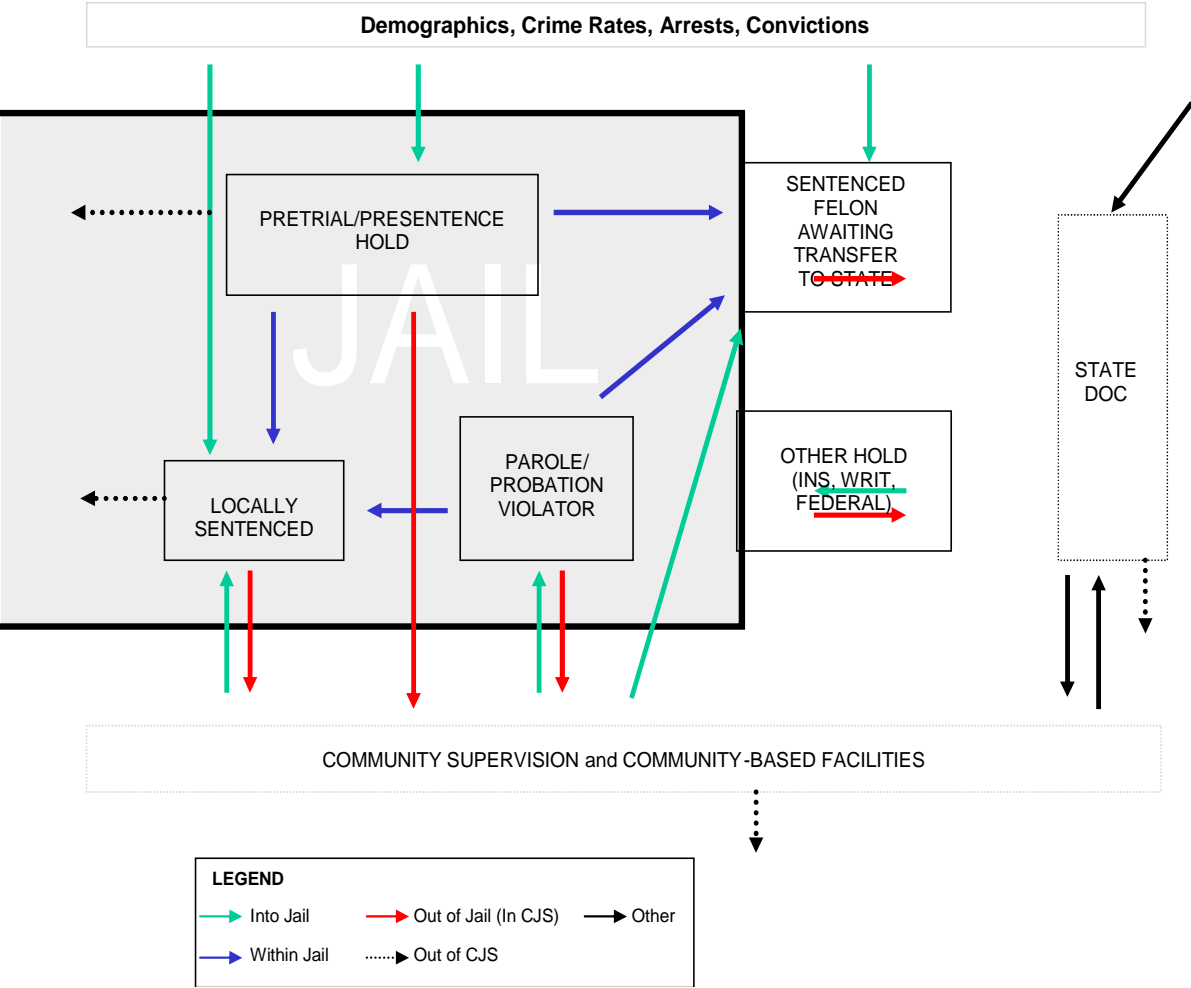
**Number Released by Offense Category - 2006**



## SANGAMON COUNTY 2.0 JAIL POPULATION PROJECTIONS

Correctional population projections should be seen as tools for understanding the origin and direction of offender population changes. Projection models mimic and predict future population levels as well as estimate the impact of new and proposed changes in laws, policies, and administrative practices. The projections of the Sangamon County jail population were developed by Dr. James Austin, of the JFA Institute, Washington D.C. Dr. Austin has developed a justice process modeling system for simulating and forecasting offender population levels. This model has successfully generated offender population forecasts in over 50 state and local jurisdictions across the country, and represents the state of the art in correctional population forecasting tools.

The model produces monthly projections of the total offender population and key offender sub-groups for a 10-year time horizon. Projections for the number of persons on probation to include segments for intensive supervision, house arrest, pre-release, warrants, and other sub groups also can be produced. These projections can be further disaggregated by gender and sentencing status. The following chart graphically summarizes the justice system processes modeled in the forecast:



Institutional planners may use the model to predict future population by custody levels to better prepare for increases or decreases in the demand for bed space and programmatic resources. Policy makers can foresee the effects of changes in current laws or policies prior to their implementation. Researchers can sort out and isolate the effects of specific practices otherwise obscured in the complex web of criminal justice activity.

## **Approach to Sangamon County Projections**

The forecast of the jail population in Sangamon County looks at a wide variety of factors that can influence the future growth or decline in the criminal justice system population. The forecast seeks to mimic the county's booking and sentencing structure, as well as the flow of inmates to and from the jail. Therefore, it must look at a wide array of data that have both a direct and indirect impact on inmate population growth. These factors can be separated into two major categories - external and internal.

*External* factors reflect the interplay of demographic, socio-economic, and crime trends that produce arrests, and offenders' initial entry into the criminal justice system. Criminologists have long noted that certain segments of the population have higher rates or chances of becoming involved in crime, being arrested, and being incarcerated. This is known as the "at-risk" population, which generally consists of younger males. The high crime rate ages are 15-25, while the high adult incarceration rate is between the ages of 18 and 44. When the at-risk population is expected to dramatically increase in a jurisdiction, one can also expect some additional pressure on criminal justice resources, all things being equal.

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

For example, one of the most difficult numbers to estimate is the number of jail admissions for the next five years. People enter jail for four basic reasons: 1) they have been arrested and are awaiting court disposition; 2) they have been directly sentenced by the courts (new court commitments); 3) they have failed to complete their term of probation and are now being sentenced to prison for a violation or new crime and are awaiting transfer to prison; or, 4) they have failed their term of parole (or post-release supervision) and are awaiting return to prison for a new crime or a technical violation. A large percentage of people moving through the criminal justice system are those who have failed to complete probation or parole. A complete projection model thus should have a "feedback loop" that captures the relative rate of community supervision failures. Since each justice system has a unique set of policies, the model developed for each system must take into account the appropriate sentencing laws and court practices.

The model takes into account a number of factors and offender classifications including: gender, committing crime, legal status, bail status and special needs of the offender. Data utilized to make these projections derives from three primary sources: (1) demographic, reported crime and arrest trends, (2) counts as reported by the sheriff's office used for historical trends; and (3) analysis of release files that captured admission and release data as generated by the sheriff's office. Technical information on the model can be found in Appendix B.

Our analysis indicates there is no single factor that can reasonably account for the growth in the county jail inmate population, particularly the growth experienced over the last four years. The key external drivers of jail population size such as crime, law enforcement activity, and community demographics do not appear to be factors in Sangamon County. In fact, most of the typical influences on jail population levels suggest that the jail population should **not** be growing:

- Crime is down from historical levels;
- Arrest rates are flat;
- Jail bookings have not grown in the last ten years; and
- Underlying county population demographics appear stable.

In most systems with rapidly increasing jail populations, one or more of these factors plays a significant role in driving increases in the jail population.

Instead, in Sangamon County internal justice system dynamics appear to be driving jail population growth. The most significant factors identified in our analysis include:

- An increasing proportion of criminal case filings and jail bookings are felony cases, with significantly longer lengths of stay. Felony bookings have increased by 29 percent since 2000. Anecdotal evidence suggests that this may be at least partially attributable to changes in state criminal statutes that elevate offenses to felony status and reduce charging discretion. Due to their significantly longer length of stay, growth in felony bookings has a disproportionate impact upon the jail population growth.
- The average length of stay for misdemeanants has gone up by over 2 days or 21 percent, since 2000. With over 5,000 bookings into the jail annually, a small increase in length of stay for misdemeanants can aggravate jail crowding.
- Admissions held longer than 24 hours are increasing. While overall admissions to the jail have actually gone down slightly over the last seven years, the number of offenders held longer than 24 hours has increased by nearly 17 percent.

- Length of stay for short-term offenders is increasing. The average length of stay for offenders released on bond is currently 3 days and has increased on average by 4.6 percent over the last seven years. Offenders released with no charges filed have an average length of stay of 2.1 days.
- The number of females held in the jail has increased by nearly 300 percent over the last eight years and now makes up over 14 percent of the total jail population. Much of this increase appears related to drug offenses.

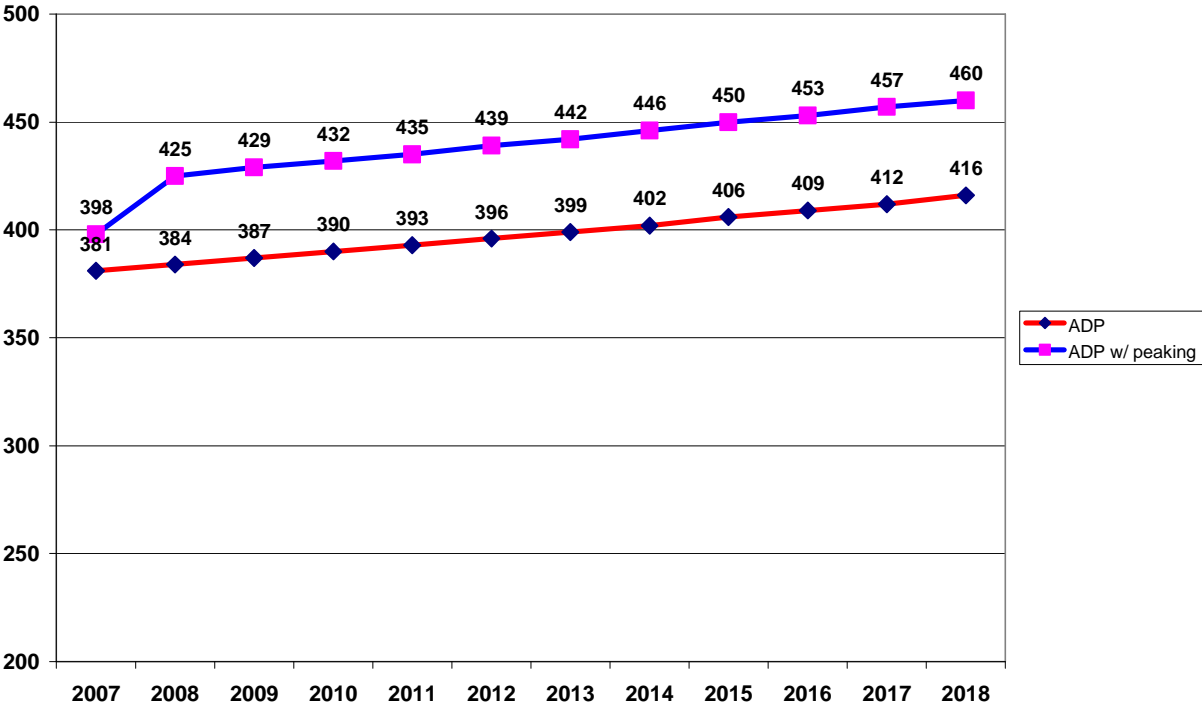
These findings suggest that reducing length of stay for misdemeanor and other low-level offenders by expedited case processing or diversion into alternative programs could reduce current jail population levels.

Looking to the future, the model suggests the following key factors will produce very modest growth in the jail population over the next ten years:

- Slow growth in the population of Sangamon County, (0.4 percent annual growth over the next ten years), based upon projections by the Sangamon County Regional Planning Commission;
- Stabilization of growth in felony bookings into the jail; and
- Continuation of current justice system policies, operational practices, and levels of law enforcement activity.

We project the jail population will grow from current levels at an approximate annual rate of 0.8 percent, from an average daily population of 381 in 2007 to 416 in 2018. This represents total growth of 9.2 percent over the next ten years. Because jail populations can fluctuate dramatically, it is also important to identify the most offenders the jail may house in a given a year. Using a peaking factor of 11 percent (the historical average of the peak population versus the average daily population for each of the last 8 years) we project that the jail will have to accommodate a maximum of 460 offenders by the year 2018. The following chart presents our jail population forecast.

### Sangamon County Jail Population Forecast



Based on this projected rate of growth, we foresee no reason for physical expansion of the county jail or construction of a new jail facility. Population levels projected here may have an impact upon the staffing and operational resource requirements of the jail. However, in terms of capacity needs, projected population levels are manageable within the context of development of reasonable alternative programs and increased justice system processing efficiency.

**RECOMMENDATION 2-1:**

**The county does not require new or expanded facilities to manage the projected jail population over the next ten years.** The level of population growth forecast for the jail is sufficiently modest, that it can be managed by policy and operational initiatives adopted by local justice system stakeholders.

Having identified the projected demand for jail beds over the next ten years, our analysis next examines how the local justice system can best respond to this demand. There are three primary dimensions of this analysis: 1) management of available jail capacity, 2) justice system processing issues, and 3) alternative programs that could divert offenders from the jail.

# SANGAMON COUNTY

## 3.0 JAIL CAPACITY MANAGEMENT

There are multiple ways to define the capacity of a correctional facility, each with its own purpose and validity. For example, when designing a future correctional facility, architects follow predetermined standards to quantify the capacity of their designs. Often times this determination assumes single ceiling. When administrators of growing correctional agencies try to calculate the capacity of an existing facility, they must look beyond the design to incorporate the current operational realities they face. Finally, for warden's and superintendents, day – to – day issues such as mechanical failures, staffing shortages and other factors influence the capacity at which they can operate. These perspectives produce different values for a facility's capacity. In simplest terms, however, the capacity of a correctional facility can be considered as the number of offenders a facility can safely accommodate while meeting its mission. The three most common approaches to defining capacity as described in the Dictionary of Criminal Justice Data Terminology are as follows:

- **Design Capacity:** The number of offenders a facility was originally designed to house or currently has the capacity to house based upon subsequent planned modifications to the facility. The approach is premised upon the original intent of the facility designer. Design capacity is often a static number that may reflect outdated or invalid assumptions on facility use that are inconsistent with contemporary practices.
- **Rated Capacity:** The number of offenders a facility can house without overcrowding, as determined by comparison with some set of explicit standards applied to groups of facilities. As used by many systems, rated capacity refers to an administrative determination of the maximum number of offenders who can be housed safely and provided basic services. This approach to capacity definition is flexible and incorporates ongoing changes in correctional practice, facility usage, and offender characteristics.
- **Operational Capacity:** The number of offenders a facility can house at a specific time, given immediate physical plant and operational issues. This approach is of more utility on the day-to-day management of a facility and is reflective of the number of inmates that can be housed taking into account short-term factors such as maintenance problems or staffing shortfalls that may negatively impact capacity.

Our analysis focused on the rated capacity of the Sangamon County Jail, taking into account all current factors that influence facility capacity utilization.

Establishing correctional capacity levels requires a professional assessment of a facility's physical plant, mission, population characteristics, security levels, social density, support facilities, and operational practices. All of these factors are evaluated in terms of their impact upon the humane, safe management of the offender population in a manner consistent with professional and judicial standards.

### **Professional Capacity Standards**

In understanding the capacity of a jail, it is critical to recognize that jails house diverse population groups, including felons, misdemeanants, sentenced offenders, pre-trial detainees, mentally ill, and traffic offenders. These different types of inmates may require different housing, services, and management strategies. Jail standards recognize these requirements and establish a number of factors that must be taken into account. Illinois Jail Standards, section 701.70 Classification and Separation states in part:

- *Persons being detained as witnesses shall be separated from detainees charged with an offense.*
- *Pretrial detainees shall be separated from convicted offenders by housing unit.*
- *Detainees who are mentally ill, developmentally disabled, dually diagnosed, or emotionally disturbed shall be housed or tiered and maintained under supervision as recommended by a mental health professional.*
- **When possible**, *non-criminal offenders such as traffic violators, non-support cases, and persons charged with civil contempt who are supervised under the indirect supervision option shall be kept separate by detention room cluster or cell block from persons charged with criminal offenses.*
- **When possible**, *misdemeanants and felons should be housed separately, except where the detainee's prior history warrants similar housing.*

American Correctional Association (ACA) standards cite similar but less specific guidelines concerning housing assignments. The most applicable standards are:

- 4-ALDF-2A-32 (Non-mandatory) Inmate management and housing assignment are based on age, gender, legal status, custody needs, special problems and needs, and behavior. Male and female inmates are housed in separate rooms/cells.
- 4-ALDF-2A-35 (Non-mandatory) Inmates not suitable for housing in multiple occupancy cells are housed in single occupancy cells. No less than 10 percent of the rated capacity of the facility is available for single occupancy.

Non-mandatory standards are guidelines established by the American Correctional Association that promote sound correctional management principles. In terms of capacity assessment, current standards address the amount of living space that should be made available for incarcerated individuals, dayroom and washroom availability, as well as program and operational practices. ACA living space standards are as follows:

- Segregation: 70 sq. ft. of floor area, 35 ft unencumbered;
- Single cells: 35 ft. unencumbered (70 sq. ft. of total floor area when the occupant is confined more than 10 hours daily);
- Multiple occupancy: 25 sq. ft unencumbered (35 sq. ft. of unencumbered space when the occupant is confined more than 10 hours daily);
- Dayrooms: 35 sq. ft per inmate for the maximum occupancy at any given time; and
- Plumbing fixtures: One toilet, wash basin, and shower for every 12 inmates (1 toilet for every 8 females).

ACA standards recognize that a number of factors make double celling unavoidable in many jurisdictions, and therefore generally allow for double celling of up to 90 percent of a facility's capacity, provided other space requirements are met. These standards address only the most fundamental determinant of facility capacity and thus represent just a starting point in an assessment of facility capacity. Further, these standards represent best practices in the most general sense and as such do not apply to every situation facing a jurisdiction.

Standards addresses the number of occupants to be housed in a cell by stating that all cells should have a "maximum occupancy" of two and a minimum of 50 square feet of floor space. There are no other references to the number of individuals to be housed in a cell cited in the Illinois Jail Standards.

The American Correctional Association addresses the primary issue of the number of occupants per cell by stating that "No less than 10 percent of the rated capacity of the facility is available for single occupancy" and:

- *4-ALDF-2A-34 Single occupancy cells/rooms are **available** when indicated for the following:*
  - *Maximum and closed custody*
  - *Inmates with severe medical disabilities*
  - *Inmates suffering from serious mental illness*
  - *Sexual predators*

- *Inmates likely to be exploited or victimized by others*
- *Inmates who have other special needs for single-occupancy housing*
- *4-ALDF-2A-51 The standards committee determined that segregation housing does not have to be single celled.*

The primary requirement stated in the ACA jail standards in regards to the number of offenders housed in a cell is to ensure that no less than 10 percent of facility housing be single occupancy and that single cells be available but not required for specific population types.

### **Housing Classification**

The security designation of a facility has a major impact upon the number of offenders that may safely be housed. As a detention facility, the Sangamon County Jail manages multiple security levels in one facility, a fact that both complicates its operation and in effect reduces its effective capacity. For example, the need to maintain a certain number of beds to be available for certain types of offenders such as females, reduces the discretion of facility management in making full use of available beds in an institution. Similarly, the presence within the population of special needs inmates including those with mental health needs, protective custody, and medical issues, will impact the capacity of the facility.

### **Program Services**

Any consideration of capacity must take into account the ability of a facility to provide an adequate level of mandatory services. Mandatory program services in correctional facilities include basic medical/mental health treatment, visitation, dietary services, case management, religious services, and recreation. Academic/vocational programming and substance abuse treatment are also key program services components. Lack of access to these critical services can diminish the effective capacity level of a facility.

### **Staffing**

The level of staff supervision authorized and present in a facility, particularly in housing areas, can have a significant impact upon facility capacity. For example increasing the level of double celling in a housing unit may be predicated upon an increase in staff coverage in order to maintain adequate staff supervision of the increased number of inmates in the area. This is especially critical when determining the capacity levels for higher security inmates. In these

instances, any increase in the number of offenders on a particular unit must be accompanied by an appropriate increase in staff assigned to the unit.

### **Support Facilities**

Support facilities refer to basic physical plant infrastructure, including water, heat, electricity, sewage treatment, and building maintenance systems. In general, these systems are designed to support a specific maximum population level. Deterioration of these systems over time may result in a subsequent decrease in the actual capacity of a facility as their functionality diminishes. The number of “down cells” or cells that cannot be occupied due to physical plant problems is directly related to the condition of these support facilities.

Also included in the area of support facilities are those functions that are critical or essential to maintaining the welfare of the inmates. These include dietary services, maintenance capability, health care, laundry, warehouse space, etc. Significant deficiencies in these essential support functions will impact the capability of the facility to manage safely a specified number of inmates.

### **Resource Availability**

The resources available to an agency significantly affect the number of inmates housed in a facility. Rising population levels and stagnant or declining budgets have resulted in effective increases in facility capacity levels in many jurisdictions. Faced with the marginal cost of adding an offender to a facility population at or near its capacity, versus contracting out the placement of that offender at a much higher cost to another public or private correctional facility, many agencies have adjusted facility capacity levels upward in order to live within available budgetary resources.

Facility capacity then, is not a static number derived from facility design documents. It is instead a function of a complex and dynamic relationship between a facility physical plant and the administrative/program/operational factors summarized above. In practice correctional administrators must take into account all of these factors to realistically assess the capacity of their facilities.

**Female Capacity**

In reviewing rated capacity, it is essential to recognize both total facility capacity and rated capacity available for housing each gender. The following table identifies current general population and dorm capacities by gender at the Sangamon County Jail and the reported average population for calendar year 2007 through September. The data show that the jail’s allocation of capacity between male and female offenders is very close to national averages, and that both males and females utilize approximately 88 percent of capacity, as currently defined by the jail.

**Sangamon County Jail: Male and Female Capacity**

| Gender | General Population & Dorm Capacity | Percent of Total Capacity | National Average* | 2007 Average population |
|--------|------------------------------------|---------------------------|-------------------|-------------------------|
| Male   | 216                                | 85.7%                     | 87.3%             | 86.4%                   |
| Female | 36                                 | 14.3%                     | 12.7%             | 13.6%                   |
| Total  | 252                                | 100.0%                    | 100.0%            | 100%                    |

*\*Source: United States Department of Justice Office of Justice Programs, May 2006.*

**Sangamon County Jail Capacity**

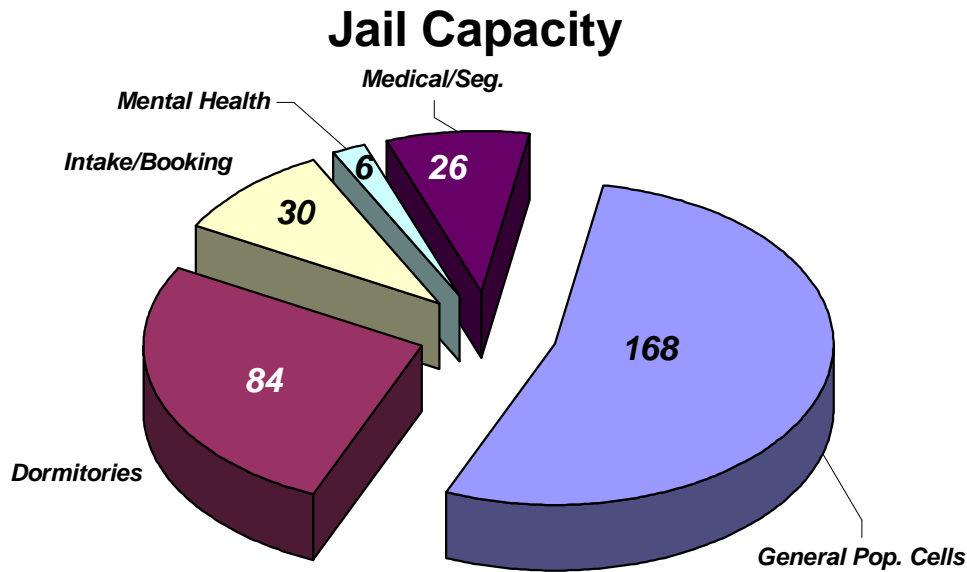
The Sangamon County Jail identifies its rated capacity as 314 beds, allocated in the following manner:

| Function                   | Number of Beds |
|----------------------------|----------------|
| General Population         | 252            |
| Disciplinary Segregation   | 12             |
| Administrative Segregation | 8              |
| Booking                    | 30             |
| Medical                    | 6              |
| Mental Health              | 6              |
| Total                      | 314            |

This capacity level assumes the following:

- All General Population Cells are single-bunked. (168 beds)
- All Dormitories (male and female work release and trustees) are double-bunked. (84 beds)
- Intake/Booking area has 10 cells that are single-bunked and three holding areas that have a total capacity of 10. (30 beds)

- Two of the four mental health cells in the booking area are double bunked. (6 beds)
- Medical, administrative segregation and disciplinary segregation are all single-celled. (26 beds)

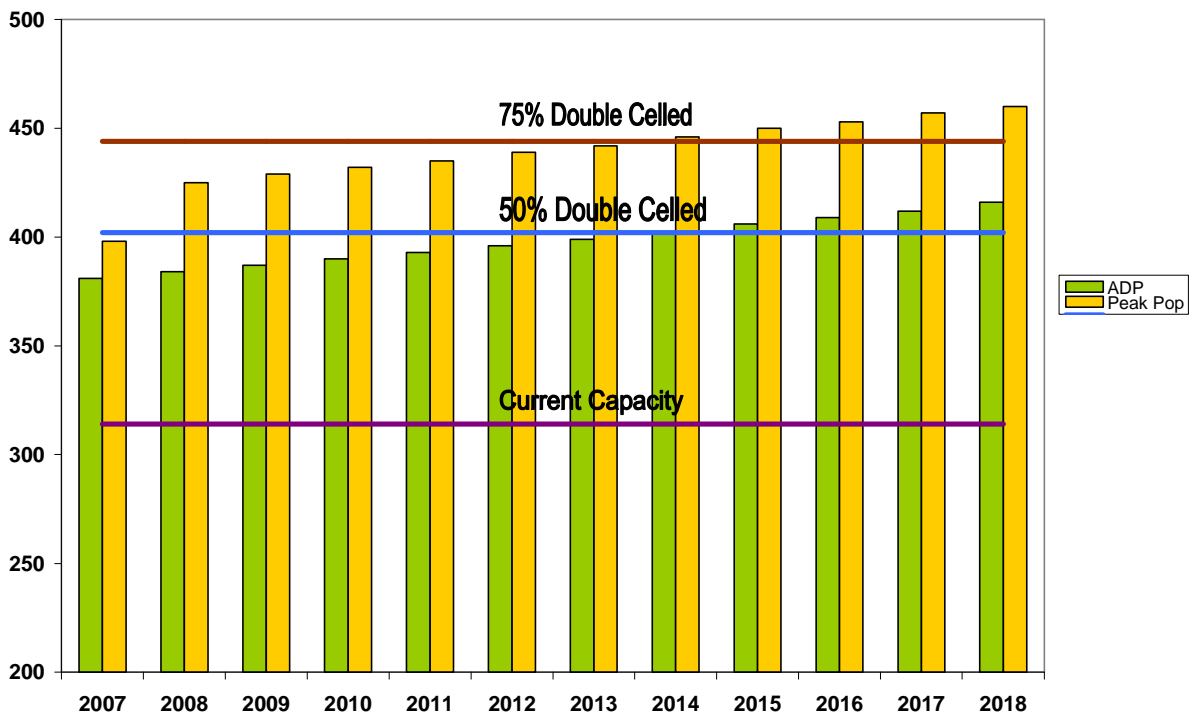


The Sangamon County Jail’s rated capacity of 314, assumes a total double-celling rate of 27 percent. In comparison with other county jails, states, and national standards, Sangamon County makes extremely conservative use of double occupancy cells. The jail’s rated capacity only assumes double bunking of dormitory rooms and double celling of 2 mental health rooms. Over the course of our work with other Illinois counties we have found double occupancy levels ranging from 20 percent to 100 percent. The Illinois Department of Corrections places over 80 percent of its inmate population in double cells. In our work in Illinois, California, New York, Texas, Florida, Oklahoma, Mississippi, Indiana, Kentucky, North Dakota, Ohio, Puerto Rico, Arizona, New Mexico Virginia, and the District of Columbia we see extensive, routine double celling in both state and local correctional facilities.

The federal courts, most recently in *Rhodes v. Chapman*, have repeatedly upheld the constitutionality of double celling. The American Correctional Association, as noted earlier, regularly accredits facilities that are 100 percent double celled. Most jurisdictions have adopted a position that double celling represents the most economical and efficient means to accommodate growing inmate population levels.

The Sangamon County jail currently sleeps offenders on the floors of the cells when its population rises above its rated capacity. The operation of the jail would be better served by installing permanent 2<sup>nd</sup> bunks in cells and increasing the rated capacity of the jail to reflect these additional beds. This action would reduce the current potential liability at the jail currently posed by sleeping inmates on the floor and improve living conditions in the jail housing units. Most significantly, an increase in the jail capacity helps to address current and projected levels of crowding. If half of current general population cells (excluding segregation and medical) are permanently double-bunked, and all dormitories remain double-bunked, the rated capacity of the jail will increase rise by 88 beds to 402. At a 75 percent rate of double celling, the rated capacity of the jail climbs to 444 beds. This increase would easily accommodate the population peaks recently experienced by the jail. From 2006 through the majority of 2007, there were only 3 months with average daily populations over 400. The additional capacity also provides the jail with flexibility to respond to the projected increases in the jail population through 2014 in a cost-effective manner. We estimate the cost of the extra bunk to be \$250 per cell.

**Projected Jail Population & Capacity Alternatives**



**RECOMMENDATION 3-1:**

**Increase the rated capacity of the jail by permanently installing double bunks.** The jail should install double bunks in 50-75 percent of its current general population single occupancy cells. The implementation of double celling should be limited to ensure that health, safety, security, service delivery, and operational policies are not compromised. Determining an appropriate level of permanent double celling should take into consideration the available program services, staffing, and support facilities as well as the physical structure of the jail.

**Utilization of the Sangamon County Juvenile Detention Facility**

We also explored the feasibility of using current unoccupied space at the county's juvenile detention facility to ease crowding at the jail. Currently the detention facility has a largely unused wing that could house up to 24 offenders. The facility's population has remained largely stable since the opening of the facility, and management does not foresee immediate local demand for the space in question.

Current statutes allow housing of juvenile and adult offenders in the same building or complex, only if absolute sight and sound separation can be maintained between the two populations. We examined the physical space available and observed the operations of the facility to determine if the available space in question could be effectively segregated from the operation of the juvenile center.

Our assessment indicates that extensive physical modifications at significant expense would be required to allow any portion of the facility to be utilized by adults. Additional operating expense would also be required for correctional officers to staff the facility. Finally, the presence of an adult unit in the facility would significantly complicate the operation of the juvenile facility. We conclude that the costs and issues associated with adult use of any portion of the Sangamon County Juvenile Detention Facility would significantly exceed any benefits that might be achieved.

**RECOMMENDATION 3-2:**

**The County should not invest resources in converting available space at the Sangamon County Juvenile Detention Facility to housing for adult offenders.**

### **Development of Crowding Procedures**

Operating a complex correctional facility requires the development of standard procedures to ensure that critical situations are handled consistently and that all staff has the same direction. We found that other county jails have standard procedures in place to direct the operations of the jail, when the population reaches pre-identified crowding levels. These procedures include limited movement outside the cell, lockdown, privilege modifications, and expanded issuance of Notices to Appear in lieu of incarceration. The intent of these policies is to ensure the security of staff and offenders during extreme circumstances. We interviewed numerous staff in the Sangamon County Jail and found the facility responds to crowding informally. There are no formal policies or practices to guide management actions when the population reaches crowding levels.

#### **RECOMMENDATION 3-3:**

**Develop formal operational policies to be enacted during periods of crowding.** The Sheriff's office and facility administration should identify a fixed population level where the facility is considered crowded. At the level identified, administrators should believe that the population level could potentially reduce their ability to safely maintain the custody and control of those incarcerated. When the facility reaches this level of crowding, standard policies should trigger practices that improve operational control of the population.

### **Management Training**

Throughout our review of crowding at the jail, facility managers were extremely open and cooperative in discussing the issues they face. In our assessment, the Superintendent of the Jail and his management team has done an effective job in responding to the challenges posed by the growth in the jail population over the past several years. We do note however, that senior management at the jail have had limited opportunities for training in "best practices" in jail administration. The National Institute of Corrections offers an excellent training program for jail managers that address security, programs, health care, and fiscal management issues. We believe such training is an excellent professional development opportunity for jail managers that could provide long-term benefits for the county.

#### **RECOMMENDATION 3-4:**

The Superintendent and select management staff at the jail should receive professional jail administrator training.

# SANGAMON COUNTY

## 4.0 JUSTICE SYSTEM PROCESSES

At each stage in the processing of offenders from initial arrest, to incarceration, to charging, and ultimate disposition, individual actors in the criminal justice system exercise discretion in the processing of individual cases. How this discretion is exercised and the amount of information available at each step in the process can have a significant impact upon how efficiently individuals are processed through the system. Efficient processing typically results in effective use of jail beds as a justice system resource----low-level offenders are processed or diverted quickly through the jail in order to reserve space for those offenders who potentially pose a threat to the public.

We conducted a review of justice system processing to identify areas where changes in policy or procedures may result in improved efficiency and better use of available jail space. We believe the following areas have significant potential for improving the operational efficiency of the local justice system.

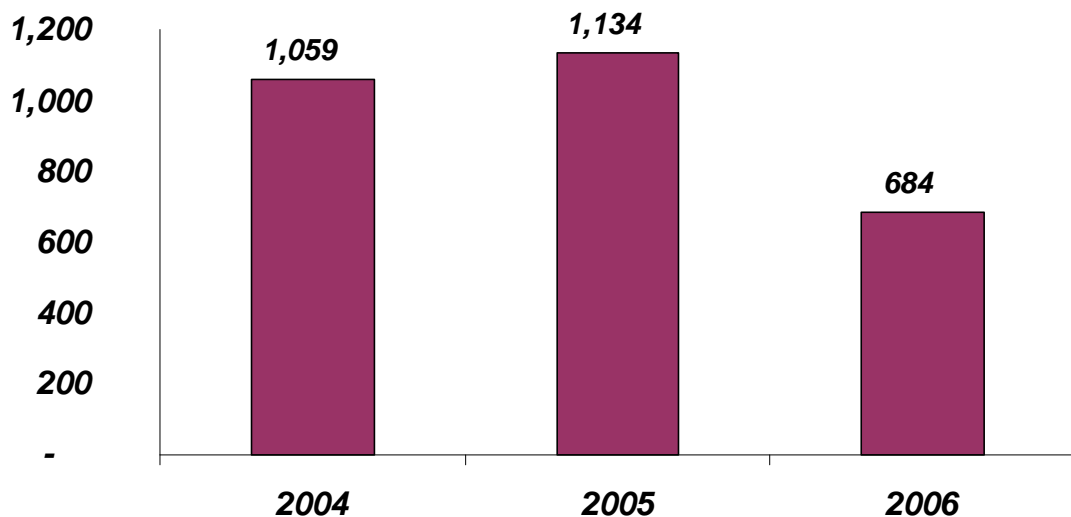
### **Use of Notices to Appear in Lieu of Incarceration**

Many jurisdictions across the United States use Notice to Appear (NTA) or citations as a method to divert arrestees for minor offenses from the jail. Their experience shows that persons arrested for minor offenses such as shoplifting, public intoxication, criminal trespass, or disorderly conduct generally pose little risk to the public and have a high probability of appearing in court. For police departments, NTA's provide an alternative to incarceration for non-violent, low risk arrestees. Those individuals can be issued an NTA on the scene, eliminating the need to escort them to the jail. For the jail, NTA's are one of the few means available to control their population levels. Jail staff informed us they make greater use of NTAs when their population rises. Use of NTA's also benefit the arrestee as it allows them to remain out of jail, continue employment, and maintain family connections.

We interviewed staff from the Springfield Police Department (SPD), the Sheriff's office, and the jail to gain a full understanding of local practices on issuing Notices to Appear (NTAs). In all cases, those interviewed informed us that NTA's are commonly issued for misdemeanors and traffic offenses in the county. For SPD arrests, the discretion to issue an NTA lies with the arresting officer on the scene or at the county jail upon booking. For Sheriff's office arrests, the discretion lies with the shift supervisor at the county jail.

Our review found a significant decrease in the number of NTA's issued by the county jail in 2006. This decrease is unusual given the fact that the jail experienced record crowding that year. Further, the number of NTA's issued appears small in relation to the very large number of people booked into the jail who stay less than 24 hours. In 2006, over 8,000 persons were booked into the jail, but released within 24 hours. Many of these individuals can probably be diverted from the booking process by more effective use of NTA's.

### Notices to Appear Issued



Currently, issuance of an NTA is at the discretion of the arresting officer in the case if a municipality or the shift supervisor at the jail. This places all the responsibility for a decision on whether to jail a given offender on the officer. In this situation, the safest decision for an officer will typically be to jail the offender. In order to facilitate effective use of NTA's police agencies require clearly written guidelines that set forth eligibility criteria and procedures to guide their use. Establishment of detailed policy on NTA's would allow the Sheriff to authorize county deputies to issue NTA's, as the SPD currently does, and expedite processing of NTA's at the jail.

#### **RECOMMENDATION 4-1:**

**The Sheriff's Office should develop detailed policy and procedures on issuance of "Notice to Appear" citations for county deputies and jail booking staff.** Such a policy should establish the type of offender eligible for an NTA, establish review criteria, and outline associated operating procedures. The policy should expand authority to issue NTA citations to field deputies and booking staff.

Both the Springfield Police Department and the Sheriff's office indicate they do not issue NTA's for felony arrests. They suggested that they did not want to risk releasing someone who could ultimately be involved in a serious crime. We contacted several counties to discuss their practices regarding issuance of NTA's for felony cases. Champaign County, for instance does make limited use of NTA's for some Class 3 and Class 4 felonies. Class 4 felonies include the following offense categories:

- Theft under \$300;
- Drug Possession 30 – 500 grams, 1<sup>st</sup> offense;
- Aggravated Assault;
- Possession of Burglary Tools;
- Obstructing Justice;
- Retail Theft of Property under \$150; and
- Criminal Trespass with persons present.

Judge John P. Shonkwiler, Chief Judge of the 6<sup>th</sup> Judicial Circuit in Champaign explained that the issuance of NTA's for minor felonies has been a reasonable and successful practice in their jurisdiction. For Sangamon County, the use of NTA's in some minor felony cases could have a significant impact on reducing the jail population. This practice should be closely governed by written policy and criteria should be established. We estimate that if *only ten percent* of *minor* felony cases were issued a notice to appear, the average daily population of the county jail would decrease by five offenders.

**RECOMMENDATION 4-2:**

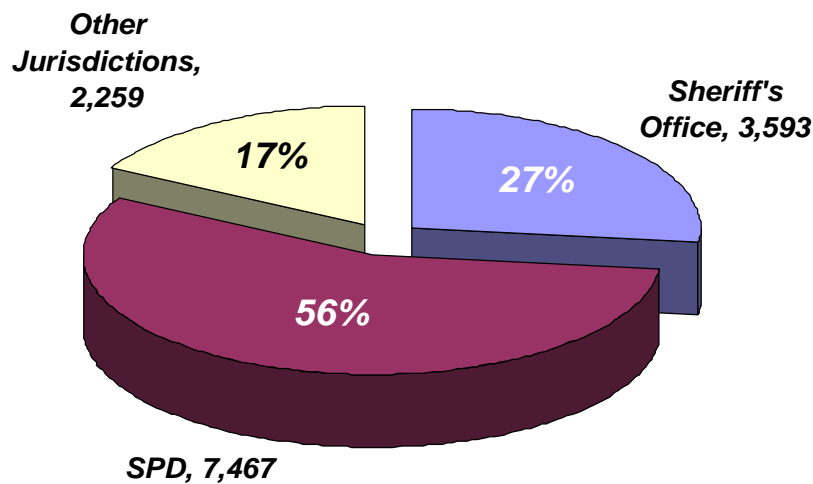
**County justice system stakeholders should review the advisability of issuing Notice to Appear citations for minor felonies.** The county law enforcement agencies, in partnership with the county jail, local judges, State's Attorney and Public Defenders should consider establishing reasonable guidelines for the issuance of Notices to Appear for minor felonies. These guidelines should be detailed, but still allow law enforcement officers to exercise discretion.

**Booking Fees**

As manager of the jail, the Sheriff's Office has a direct interest in assuring efficient use of jail capacity. Other local law enforcement agencies may have less concern over crowding at the jail, and as a result, not pay as much attention to the type of arrestees sent to the jail.

The Springfield Police Department (SPD) is the largest provider of arrestees to the jail, contributing 56 percent of all bookings. The Sangamon County Sheriff's office represents the second largest source with 27 percent of all bookings. The remaining 17 percent are from Rochester, Chatham, Jerome, Riverton and other local jurisdictions.

### Jail Bookings by Jurisdiction



Many jurisdictions create an incentive for police agencies to make responsible use of NTA citations through the imposition of a booking fee that covers at least a portion of the cost of processing an offender into the jail. All California county jails charge booking fees, as do jails in King County (Seattle), Maricopa County (Phoenix), and Washoe County (Reno). Fees in these counties range up to \$125 per booking. Studies of the impact of booking fees show that their presence tends to make area police agencies more selective in their use local jails.

A booking fee policy in Sangamon County could have similar impact upon non-county law enforcement agencies, encouraging law enforcement agencies to prioritize their use of the jail. Issues that require careful consideration in development of such a policy include fee waivers for very small jurisdictions or certain types of offenses, the methodology for calculation of the fee, and collection procedures.

**RECOMMENDATION 4-3:**

**County justice system stakeholders should develop a policy to impose a reasonable booking fee on non-county law enforcement agencies bringing arrestees to the jail.**

## **Court Processes**

As noted previously, the growing number of felons in the jail and the increasing length of stay for misdemeanants have a major influence on the jail population. Once a felon is booked into the jail, the jail is at the mercy of the court system regarding the release of the offender. Trial preparation, plea negotiations, and court continuances can cause an individual to stay in the jail for an extended length of time.

Obviously, the growing length of stay for long-term offenders has a serious influence on the jail population. If the county administrators and the courts could implement practices and programs that reduced the length of stay for felony cases for example, the impact would be dramatic. We determined that *for every one day the felony average length of stay is lowered, the average population of the county jail will decrease by 10 offenders.*

Through interviews conducted, analysis of data and our direct observation, we found court practices that tended to expand the case duration and ultimately increase the jail's population. We observed court hearings on November 26<sup>th</sup> 2007 and January 7, 2008 in the courtrooms of four different circuit judges, for the purpose of evaluating the flow of cases. While we noted distinct improvement in court processing in January, our overall observation found issues with case movement and use of continuances.

Many factors contribute to this situation and there is clearly no single entity or actor in the justice system responsible for delays in case movement. Instead, the issue appears to be a combination of factors that interact to slow down the justice system, compounded by less than optimal planning and coordination among justice system stakeholders. We identified the following areas as key issues that could result in substantial improvements in the efficiency of case processing through the justice system, and correspondingly reduce jail crowding.

### **Bond Reports**

The most common type of release from the jail is via bond. Bond hearings take place every day but Saturday and current judicial procedures call for a bond hearing before the court within 48 hours of incarceration, with the exception of weekends. While there is no readily available data on the number of offenders who make bond at their initial hearing, defendants often fail to post bond and to subsequently at a later date, have their bond lowered to an affordable level, at which point they are released from jail. Failure to set an appropriate level of

bond in these cases can result in unnecessary days of incarceration for offenders judged to pose a low risk to the public.

The key to setting an appropriate bond level is adequate information on the background of the offender, the facts on the arrest, and an assessment of the likely charges in the case. In order to provide this key information to the defense, prosecution, and the court as soon as possible, many jurisdictions require a bond report be prepared prior to an offender's initial hearing. This report summarizes all of the pertinent information in the case for use in establishing an appropriate level of bond.

Sangamon County has experimented with use of bond reports. Formerly, the court requested that bond reports be prepared for offenders who had failed to post bond, enabling better-informed decisions upon lowering bond requirements. However, the program did not have a significant impact upon jail crowding and was discontinued. By focusing only on offenders after they had failed to make bond, this approach failed to address the key decision point in the bond review process, the initial bond determination. The program did not address the initial days of jail incarceration attributable to excessively high bond levels, severely limiting its potential benefit. A more effectively structured bond reporting program would provide necessary information as early as possible in the process, thereby avoiding unnecessary jail confinement for offenders who can be safely released.

**RECOMMENDATION 4-4:**

**Sangamon County should establish a system for preparing bond reports on all offenders prior to their initial bond hearing.** The county should staff this program with two probation officers, assigned responsibility for interviewing and making bond recommendation reports on all offenders prior to their preliminary hearing before the court. These reports should be made available to the presiding judge, the State's Attorney, and the Public Defender.

**Public Defender Resources**

One of the key issues in slowing down case processing is use of continuances. While there are many factors associated with requests for continuances, lack of resources for the Public Defender's office plays a particularly important role. In order for cases to move expeditiously to plea agreements or trial, the defense must be adequately prepared to argue the case. Large caseloads can also cause defense attorneys to overlook minor cases, where defendants are candidates for expedited release from jail.

The Public Defender currently has the equivalent of 8.5 staff attorneys (four full-time and the remainder on contract) responsible for managing over 4,000 annual case filings. A review of public defender staffing in Champaign and McLean counties shows staffing levels approximately 50 percent higher in those counties with lower caseloads. Limited public defender staff resources result in large caseloads for existing staff, severely limiting the amount of time available for public defenders to prepare their cases. The lack of defense preparation time leads inevitably to continuances, and a significant slowing down of the judicial process. Inadequate public defender staffing in effect produces a bottleneck in the processing of cases, which can prolong pre-trial jail stays. Our assessment indicates that two additional attorneys in the Public Defender's Office would significantly expedite case processing.

**RECOMMENDATION 4-5:**

**Authorize the hiring of two additional full-time Assistant Public Defenders to lower caseloads and improve case processing efficiency.**

**Continuances**

A number of people interviewed indicated that historically, Sangamon County courts have allowed a great deal latitude to both the defense and the prosecution in granting continuances. Anecdotal evidence indicates that some private defense bar attorneys use this latitude strategically to delay court deliberation and frustrate the prosecution of cases. In other cases, ready recourse to continuances diminishes any sense of urgency in resolving cases, again potentially prolonging pre-trial jail stays.

The most effective means to address this issue is judicial leadership. If judges send a clear message to all parties that efficient case processing is a priority and that continuances will not be granted routinely, cases tend to move more quickly. We saw ready evidence of this in Sangamon County. During the course of this project, felony court judges took an active role in promoting a more aggressive attitude toward case processing. In recent months, we noted definite changes in the attitude and behavior of all the actors in the judicial process that reflected an emphasis on moving cases.

To address case processing speed, many other jurisdictions have established Felony Trial Protocols that establish benchmarks and timeframes for case consideration. The Conference of State Court Administrators (CSCA), the Conference of Chief Justices (CCJ), and the American Bar Association (ABA) have established the following standards for time frames from arrest to final disposition:

|             | COSCA & CCJ | ABA                                                     |
|-------------|-------------|---------------------------------------------------------|
| Felony      | 180 days    | 90% in 120 days<br>98% in 180 days<br>100% in 12 months |
| Misdemeanor | 90 days     | 90% in 30 days<br>100% in 90 days                       |

Case processing protocols are most successful where their use sets expectations that should be met, absent mitigating circumstances. If protocols establish reasonable time frames, given existing judicial system capacity and resources, they can provide needed impetus for the expeditious processing of routine cases.

**RECOMMENDATION 4-6:**

**Sangamon County justice system stakeholders should assess the implementation of felony case processing protocols.** Protocols should establish realistic goals for case processing and define those circumstances under which continuances will be granted. Data on approved continuances should be collected to allow refinement of the system as needed.

**State’s Attorney and Public Defender Staff Turnover**

Turnover among experienced lawyers in both the State’s Attorney and Public Defender’s offices can also significantly slow court processes. The complexity of the justice system and the magnitude of the workload are best managed by seasoned staff familiar with justice system processes, and who have established effective working relationships with other actors in the system. Retaining experienced staff and filling vacancies in a timely manner are critical to the productivity of both the State’s Attorney and Public Defender’s offices.

Unfortunately, salary levels in both of these offices are typically not competitive with entry-level salaries for lawyers in either the public or private sectors. Assistant State’s Attorney salaries for staff assigned to Misdemeanor and Felony court start at \$30,000 and \$38,000 respectively. By comparison, salaries for Assistant State’s Attorneys in McLean, Champaign, Grundy, Peoria, Rock Island, Adams, and St. Clair counties range from 25-30 percent higher than these levels for the same positions. The market for attorneys is particularly tight in Springfield, with even higher salaries available at the Illinois Attorney General’s Office, the Illinois Appellate Defender, and the Illinois State’s Attorney’s Appellate Prosecutor (state agencies), as well as the major private law firms. Disparities in salary level make it extremely difficult to recruit and retain

staff attorneys for county justice system offices, resulting in frequent vacancies and inexperienced staff with lower levels of productivity. This issue has an indirect, but significant effect upon the overall efficiency of the local justice system, and upon jail crowding.

**RECOMMENDATION 4-7:**

**Increase salaries for Assistant State’s Attorney staffing and Assistant Public Defenders.** The county should conduct a comprehensive review of pay scales for these positions with a goal of establishing salary levels for entry-level and existing staff that will attract and retain quality staff.

**Case Expeditors**

Efficient coordination and movement of cases through the justice system requires cooperation and communication between the offices of the major stakeholders in the justice system. To facilitate this function, designation of specific personnel within each office to monitor and respond to case processing issues is often valuable. These staff can jointly monitor case aging reports to identify offenders not moving through the system, identify impediments in the process, and develop plans to accelerate case movement. The Public Defender, the State’s Attorney, the Sheriff, Probation, and the Courts should all have one person designated to assess case processing efficiency on an ongoing basis and to work with other stakeholders to identify and resolve potential bottlenecks. This responsibility should be assigned to a senior-level staff person with access to the agency executive.

**RECOMMENDATION 4-8:**

**Assign responsibility in each stakeholder office for coordinators to monitor and expedite case processing.** The Sheriff’s Office already has a staff person designated as court liaison who can serve in this role. The other key stakeholder agencies should be able to accomplish this function with a very modest increase or realignment of staff resources.

**Plea Offers**

Data shows that the majority of bookings into the jail are for misdemeanor and low-level felony cases that ultimately enter into pleas agreements. The sooner in the process that prosecutors make pleas offers, the sooner these cases come to disposition, and move through the jail. This requires a system to identify and triage cases that can potentially be settled very early in the process. Sangamon County prosecutors in many cases make plea offers for such offenders at their preliminary hearings. This practice needs to be formalized into a policy that establishes a process for identifying cases for an early plea offer and outlines parameters for such offers.

Specific exemptions need to be included in the policy to allow the State's Attorney discretion in cases with extenuating circumstances. Such a policy would result in a more consistent use of early plea offers and could favorably affect the jail population by accelerating the processing of low-level offenders through the justice system.

**RECOMMENDATION 4-9:**

**Establish a policy requiring early plea offers for misdemeanor and low-level felony offenses.**

The policy should include offense criteria and provide exemptions for exceptional cases.

# SANGAMON COUNTY

## 5.0 ALTERNATIVES TO INCARCERATION

Sangamon County makes relatively little use of jail diversion programs as a means of controlling the offender population levels. These types of programs are employed by many counties and require a systematic risk screening prior to placement. Those offenders that meet stringent criteria for placement in a diversion program are channeled through an approval process that typically includes the court system.

There are many benefits to a jail diversion program, including:

- Reduced jail crowding.
- Reduced jail support expenses. Food, medical, and other support costs reduce as the offender is no longer housed there.
- Employment of arrestee maintained. The arrestee can maintain employment while in the diversion program. This allows the individual to continue to earn an income to support themselves and their family. Incarceration interrupts employment which can lead to job termination. Lack of employment has been correlated with increased risk of offending.
- Maintaining family connections.
- The offender frequently pays at least a portion of the cost of the program.

We reviewed three programs that could provide some of these benefits to Sangamon County.

### **Comprehensive Home Incarceration Program – Champaign County**

Champaign County initiated a Comprehensive Home Incarceration Program (CHIP) to divert misdemeanants and non-violent minor felony cases from incarceration. After arrest, the subjects are interviewed and screened by the Sheriff's office. If the arrestee meets basic criteria and the interviewing officer believes that the individual would be a good candidate for program, they recommend placement in CHIP to the court. The court reviews the request and makes a final determination. The capacity of the program is 60 detainees, but between 20 and 60 are in the program at any time. The Sheriff's office administers the program and participants are placed on electronic monitoring from their residence. Sheriff's deputies routinely monitor the residence to ensure compliance.

Champaign County has found this program reduces population pressures in their county jail. This program, along with other measures enacted by the county has allowed the jail to consistently remain below its rated capacity and avoid the problems associated with overcrowding.

### **Sheriff's Work Alternative Programs**

The Sheriff's Work Alternative Program (SWAP) was created in Cook County in response to serious overcrowding at the jail in the mid-1990's and was intended to be an alternative to incarceration for sentenced non-violent offenders. The program has since been replicated in DuPage and a number of other counties.

As a condition of a sentence, participation in SWAP requires formal court action. The program is considered an alternative to incarceration for non-violent offenders, and has been endorsed and effectively utilized by the courts. The primary target groups for the program are non-violent first offenders and those offenders facing possible probation violations. All violent offenders and sex offenders are excluded from participation.

In DuPage County, an average of 50 offenders per day reported to the program. Offenders provided between five and fifteen days of work service within the program and could complete sentence requirements over a six to twelve month period, while living at home. Unlike other similar work programs in other counties, offenders participating in SWAP are under the direction and supervision of the sheriff, but not in the formal custody of the sheriff. As a result, the offender can leave the program at any time and not be placed on escape status. In these cases, the failure to participate as required is reported to the court and can result in a filing of violation of probation or conditional discharge.

While SWAP programs have proved an effective diversion, they are costly to operate. DuPage County utilized nine officers to manage a 50-person program.

### **Pretrial Supervision**

Pretrial supervision programs target defendants who have been in custody for at least a week or more and who have been unable to secure release via bail or their own recognizance. These offenders have been assessed as suitable risks for release under supervision. Possible criteria for such consideration are based on the severity of offense (murder, rape, and other major crimes are automatically prohibited) and risk factors such as age, gender, prior convictions/arrests, gang membership, employment record, education, residency, and

drug/alcohol abuse. Probation agents administer the program and may use electronic detention technology if deemed necessary.

The research on these programs generally shows very low rates of “failure to appear” and pretrial crime rates, as well as significant positive impacts on jail population. This is due to the fact that without such a release valve the defendants are likely to remain in custody for a considerable period of time before the court renders a final disposition. From a review of the demographic data of the jail and the arrest and disposition data within the county, it appears that a supervised pretrial release program could have a significant impact on the jail population growth without negatively affecting public safety.

**RECOMMENDATION 5-1:**

**Develop program alternatives to incarceration, beginning with a pre-trial supervision program.** Justice system stakeholders should develop programs that divert non-violent, low risk offenders from incarceration. The programs should admit only those who would normally serve time in jail, either on a pre-trial basis or as a sentenced offender. In terms of operational cost, the pretrial supervision program is probably the most cost-effective in that requires only two additional probation agents, while targeting a significant number of pre-trial offenders.

## SANGAMON COUNTY

# 6.0 INFORMATION MANAGEMENT

The local justice system generally lacks meaningful, accurate performance measure data. There is no central repository of planning or research data available to justice system stakeholders seeking basic information on the operational performance of the system or its characteristics.

The county recently updated the jail's offender database. This system, developed by New World Systems, has a correctional management component used by the county jail. Our review of the capabilities of this software package found that it is able to meet the day-to-day operational needs of the jail for booking, housing, classification, visiting, scheduling, and case management. However, the software lacks ready-made management level reports that would benefit jail administration. Admission and release trends, population charts, and summary offender demographics would assist jail staff in analyzing past and future trends and make them better able to prepare for the future.

In the absence of such reports, outside researchers can usually go directly to the data system and extract the necessary data. However, in Sangamon County, there is currently no staff adequately trained in the data system to be able to extract data. As a result, we had great difficulty in adequately assessing the data system's strengths and weaknesses. The staff that does utilize the data system has limited knowledge and training on creating customized reports. Sheriff's Office IT staff requires the expertise and familiarity with the system to meet the information needs of justice system stakeholders.

### **RECOMMENDATION 6-1:**

**Identify data available in the New World system and develop system-reporting capability.** We recommend a three part process to accurately quantify the data system issues. First, county IT staff should receive advanced training from New World Systems on the capabilities and customization of the jail's new information system. Second, if necessary, a trained data base professional with research skills should be tasked with dissecting the system to determine what data it contains and how it can be extracted. Finally, set extract and reports should be written for the system so they can be run on a monthly and quarterly basis. Both extract files and monthly count report of detailed admissions, releases and jail population should be produced, as well as reports on other data of interest to justice system stakeholders. If the in-depth examination of the system from task one indicates that there is not enough data available to provide this desired reports, a recommendation should be made on how to adapt the system to enable the collection and reporting of such data.

Similar data reporting issues are apparent with the Circuit Clerk's JANO system. There appears to be an abundance of data on the movement of cases through the justice system, but the system lacks basic reporting functionality. A process similar to that described above is required to identify all of the data elements contained in the system and develop a means for extracting ad hoc reports.

Finally, the State's Attorney's and Public Defender's offices lack basic litigation management systems to track and monitor attorney caseloads, case progress, and staff productivity. Such systems are found in justice agencies around the nation and provide a critical office management tool, as well as data on overall system performance.

Given the number of data issues present among key justice system actors, the county would be well-served to conduct a formal assessment of justice system data system needs that identifies and prioritizes key issues, and establishes a long-term plan that addresses current deficiencies.

**RECOMMENDATION 6-2:**

**Conduct a comprehensive review of data system and management reporting needs in all county justice system agencies.** The review should address both short and long-term needs, with an emphasis upon creating a management reporting capability in each agency.

As described above, local justice system agencies have very little data on processing efficiency and operational performance. Realistically, most of the impressions of key stakeholders on the performance of the system are based on anecdotal evidence. There are few standard monthly reports summarizing basic data such as bookings, dispositions, or releases. Although these data may exist in "piece meal" format, there are no summary reports available to stakeholders, other than very basic information such as overall jail population summaries.

Regular reporting and analysis of activity and performance measures provides management with tools to improve operational efficiency. Moreover, sharing of such data with other stakeholders can improve accountability. Consequently, there has been movement among justice agencies to develop standardized metrics that can provide stakeholders with critical information on justice system performance. The following tables present samples of commonly used justice system performance measures. These data can be tracked over time to identify changing trends in justice system operations or compared against stated goals or benchmarks to assess performance. Where possible, we have identified existing sources for the data required for the report.

**Monthly Case Processing Summary - Circuit Clerk System (source: Jano)**

|                   | Pending Cases-<br>Beginning of<br>Month | New Cases<br>Filed | Cases<br>Disposed | %<br>Disposed | Pending Cases-<br>End of Month |
|-------------------|-----------------------------------------|--------------------|-------------------|---------------|--------------------------------|
| <i>Felony</i>     |                                         |                    |                   |               |                                |
| <i>Non-Felony</i> |                                         |                    |                   |               |                                |
| <i>Total</i>      |                                         |                    |                   |               |                                |

**Clearance Rate (# of incoming cases/disposed cases) – Circuit Clerk System (source: Jano)**

- Total \_\_\_\_\_
- Felony \_\_\_\_\_
- Non-Felony \_\_\_\_\_

**On-Time Processing (% of cases disposed within predetermined time guidelines) – Circuit Clerk System (source: Jano)**

- % of Felony Cases disposed within 180 days: \_\_\_\_\_
- % of Misdemeanor Cases disposed within 90 days: \_\_\_\_\_

**Case Aging Report**

| Age          | Number of Cases | Percentage | Cumulative<br>Percentage |
|--------------|-----------------|------------|--------------------------|
| 1-60 days    |                 |            |                          |
| 61-120 days  |                 |            |                          |
| 121-180 days |                 |            |                          |
| 181-240 days |                 |            |                          |
| 241-300 days |                 |            |                          |
| 301-360 days |                 |            |                          |
| 361+ days    |                 |            |                          |

**Court Processing Timeframes – Circuit Clerk System (source: Jano)**

|                                                               | Felony | Non-Felony | Total |
|---------------------------------------------------------------|--------|------------|-------|
| Average time between arrest and formal charges                |        |            |       |
| Average time between arrest and initial court appearance      |        |            |       |
| Average time between initial appearance and final disposition |        |            |       |

**Trial Date Certainty (Average Number of Court Appearances to Final Disposition)**

- Total \_\_\_\_\_
- Felony \_\_\_\_\_
- Non-Felony \_\_\_\_\_

**Number Cases filed per Circuit Judge:** \_\_\_\_\_

**Public Defender Caseload:** \_\_\_\_\_

**State’s Attorney Caseload:** \_\_\_\_\_

**Disposition Breakdown– Circuit Clerk System (source: Jano)**

|            | Dismissal | Bench Trial | Jury Trial | Plea | Court Action |
|------------|-----------|-------------|------------|------|--------------|
| Felony     |           |             |            |      |              |
| Non-Felony |           |             |            |      |              |
| Total      |           |             |            |      |              |

**Charging Patterns**

|                                                                          | Number of Cases | Percent |
|--------------------------------------------------------------------------|-----------------|---------|
| Total defendants referred for prosecution                                |                 |         |
| Defendants arrested for a felony and charged with a felony               |                 |         |
| Defendants arrested for a felony and charged with a lesser felony        |                 |         |
| Defendants arrested for a felony and charged with a misdemeanor          |                 |         |
| Defendants arrested for a misdemeanor and charged with a felony          |                 |         |
| Defendants arrested for a misdemeanor and charged with a misdemeanor     |                 |         |
| Defendants arrested for a felony and released without charges filed      |                 |         |
| Defendants arrested for a misdemeanor and released without charges filed |                 |         |

**County Jail Population-**(source: New World System, currently does not capture PreTrial or Sentenced variables)

|             | <u>Last Month</u> | <u>Previous Month</u> | <u>Last Year</u> |
|-------------|-------------------|-----------------------|------------------|
| • Total     | _____             | _____                 | _____            |
| • Pretrial  | _____             | _____                 | _____            |
| • Sentenced | _____             | _____                 | _____            |
| • Male      | _____             | _____                 | _____            |
| • Female    | _____             | _____                 | _____            |

**County Jail Percent of Rated Capacity** (Population divided by Rated Capacity: \_\_\_\_\_)  
(source: New World System)

**County Jail Bookings-** (source: New World System, will need reports coded to capture Felony and Non-Felony variables)

|            | Month Total | Year To Date | Last Year To Date | # Change | % Change |
|------------|-------------|--------------|-------------------|----------|----------|
| Felony     |             |              |                   |          |          |
| Non-Felony |             |              |                   |          |          |
| Total      |             |              |                   |          |          |

**Jail Intake to Release Ratio** (Month Intake/Month Releases) - (source: New World System)

- Total \_\_\_\_\_
- Felony \_\_\_\_\_
- Non-Felony \_\_\_\_\_

**Jail Offender Incidents- County Jail's New World System**

|                           | Month Total | Year To Date | Last Year To Date | # Change | % Change |
|---------------------------|-------------|--------------|-------------------|----------|----------|
| Major Incidents           |             |              |                   |          |          |
| Inmate on Inmate Assaults |             |              |                   |          |          |
| Inmate on Staff Assaults  |             |              |                   |          |          |

**RECOMMENDATION 6-3:**

Develop a management reporting system that establishes metrics to evaluate the performance of each actor in the local justice system.

# SANGAMON COUNTY

## 7.0 POLICY COMMUNICATION AND COORDINATION

Experience in other counties shows that effective justice system resource management and policy development requires ongoing communication and policy coordination by the key justice stakeholders – the sheriff’s office, the judiciary, the State’s Attorney, the Public Defender, and the County Board. In Sangamon County, stakeholders generally recognize the potential benefit of working together, but the ongoing demands and challenges faced by each individual stakeholder tend to make such efforts a lower priority than addressing more immediate issues. The County Board does host a large gathering of key justice managers on a regular basis, but these meetings appear to be largely devoted to status reports which are useful, but do not provide an adequate forum for policy discussions. Many of the persons interviewed for this report indicated that these meetings were helpful, but did not provide the type of coordinated policy planning the system needs.

This lack of coordination and communication comes at a price. To the extent that the key agencies in the local justice system act in full knowledge of their respective priorities, plans, and operational issues, the potential for working together in a complementary fashion to address issues of mutual interest increases. Many local governments also find that even limited efforts at inter-agency coordination help to streamline the entire local justice system of justice by improving communication and cooperation among law enforcement, court, and correctional agencies.

Lack of communication is apparent in the lack of basic information shared among criminal justice agencies and elected officials. As noted earlier performance measurement data is often not collected or readily available throughout the local justice system. Information on caseloads, processing times, key decision points in justice system processes for example can provide the basis for understanding the system’s strengths, as well as the opportunities available for improvement. Conversely, decisions made with inadequate information or understanding of system-wide impacts often produces unintended or unanticipated effects.

There are a variety of models to facilitate policy communication and coordination among local government and justice system stakeholders, ranging from chartered policy councils to more informal management working groups. These models begin from the premise that each actor in the local justice system has a unique role, but that better justice system outcomes can result from

collaboration on policy and information-sharing. The most common county model found in Midwest states is the Criminal Justice Coordinating Council, which is very common in Michigan and Ohio. The National Institute of Corrections has been an active proponent of these coordinating councils as a key mechanism for better justice system planning, and provides technical assistance to counties interested in establishing such bodies. We recommend that Sangamon County begin the process of developing a system whereby justice system stakeholders and local government officials can approach policy planning on a systemic basis. The objective should be creation of a forum for meaningful communication and coordination on vital justice system issues. This effort requires a commitment on the part of all justice system agencies to further develop and share their performance measurement data.

**RECOMMENDATION 7-1:**

**Sangamon County should form a Criminal Justice Council to improve coordination of policymaking and operations among key justice system stakeholders.** A sample of by-laws for such a Council is attached in Appendix C.

Because the justice system is not static, one of the responsibilities of the Council should be to assess the system's ongoing response to policy and operational initiatives designed to address the issues raised in this report. This information will assist the Council in formulating policy that effectively addresses issues as they arise.

**RECOMMENDATION 7-2:**

**Commission periodic objective performance audits of the justice system to provide ongoing assessments of system progress on the issues identified in this report.**

# SANGAMON COUNTY

## APPENDIX A: PERSONS INTERVIEWED

Greg Allen  
Jail Superintendent, McLean County

Don Barber  
Comptroller, Sangamon County Sheriff's Office

Roy Barnett  
Chief, Chatham Police Department

Ron Beckner,  
Lieutenant, Sangamon County Jail

Jim Birge,  
Manager, Sangamon County Farm Bureau

Ted Buecker  
Chairman, Public Safety Committee, Sangamon County Board

Debbie Cook  
Information Systems Manager, Office of the Sangamon County Circuit Clerk

Jeff Cowdrey  
Supervisory Deputy U.S. Marshal, Central District of Illinois

Terry Durr  
Superintendent, Sangamon County Jail

Vince Fox  
Sergeant, Sangamon County Jail

Robert Eggers  
Circuit Judge, 7<sup>th</sup> Judicial Circuit

Andy Goleman  
Member, Sangamon County Board

Don Hinkey  
Clinical Director, McFarland Mental Health Center

Roger Holland  
Court Administrator, Champaign County

Larry Jones  
Jail Superintendent, Macon County

Dave Kamper  
Member, Sangamon County Board

Patrick Kelley  
Presiding Judge, 7<sup>th</sup> Judicial Circuit

Steve Knox  
Executive Director, Triangle Center

Rosemary Long  
Member, Sangamon County Board

Barb Mabie  
Court Administrator, 7<sup>th</sup> Judicial Circuit

Ryan McCrady  
County Administrator, Sangamon County

Terry Moore  
Director, Juvenile Probation and Detention Services

Sue Myerscough  
Appellate Judge, 4<sup>th</sup> District

Jon Noll  
Private Defense Attorney, Springfield, IL

Brian Otwell  
Public Defender, Sangamon County

Kenneth Page  
Executive Director, Springfield NAACP

George Preckwinkle  
Member, Sangamon County Board

John Schmidt  
State's Attorney, Sangamon County

John P. Shonkwiler  
Chief Judge, 6<sup>th</sup> Judicial Circuit

Steve Smith  
Corrections Superintendent, Peoria County

Bill Strayer  
Assistant Superintendent, Sangamon County Jail

Vicki Thompson  
Sergeant, Sangamon County Jail

Mike Torchia  
Director, Adult Probation Services

Andy Van Meter  
Chairman, Sangamon County Board

Dan Walsh  
Sheriff, Champaign County

Doug Williamson  
Deputy Chief, Springfield Police Department

Neil Williamson  
Sheriff, Sangamon County

# SANGAMON COUNTY

## APPENDIX B: TECHNICAL DESCRIPTION OF THE PROJECTION MODEL

The population forecast methodology is based on a stochastic entity simulation model. It is stochastic in the sense that the model is conceptually designed around the movement of individual cases (offenders) into, through, and out of correctional populations defined by the user. The model also makes use of Monte Carlo simulation techniques by adding an element of randomness to the simulation model. Random numbers are generated and used by the simulation process to determine the offender group composition and lengths of stay. Individual cases are processed by the model through a series of probability distribution arrays or matrices that provide computations for specific cases. When loaded with accurate data, the model will correctly mimic the flow of offenders through a jail system.

The forecasted populations are composed of: (1) cases confined at the beginning of the simulation, and (2) cases admitted to the population at any point after the start of the simulation. The existing offender population and new offender admissions are modeled separately. By disaggregating a system in this manner, the user can adjust each of these sub-populations without altering the process of other sub-groups. This is particularly significant for completing analyses on the forecasted population.

In order to understand the process, it is useful to briefly discuss the output of the model. The model produces two types of projections. First, it produces offender population projections, such as the incarcerated prison, jail or community program populations. These outputs are usually of primary importance. However, the model also can project movements into and out of various statuses and produce numerous admission and release projections. The computer program produces these outputs in the form of vectors that represent a ten-year time span.

The process can be described as follows. First, the existing jail population and supervised release population are decremented. This is done for several populations in a multi-step process. For example, the existing jail population members are each assigned to an offense group using Monte Carlo techniques. For each member of the offense groups, a time remaining to be served is computed. Through this process, the time in jail is calculated for each inmate and the presence of each offender is marked on the prison trace vector. When an inmate exits jail to probation, for example, a mark is made on the probation-supervision release movement trace vector. The offenders may recycle back through the jail again, eventually exiting the system or exceeding the

maximum length of the projection. At each stage of the offender's progress, and for each movement, appropriate trace vectors are updated. A similar process is used for the existing supervised release populations and for the new intake populations. The result is a set of fully updated trace vectors that comprise the population and movement projections.

The movements and outputs are especially useful in terms of monitoring how well the model is replicating the actual flow of cases through the system. The basic building blocks of the model are:

**ID GROUPS:**

Case identifiers or offender groups that are meaningful within the context of the local jurisdiction's record keeping system and are similar to the way in which cases are processed through the corrections system (i.e. Male A Felons, Female D Felons, Sentenced Offenders, etc.).

**LEGAL STATUSES:**

Stages or conditions associated with the operation of the system (i.e., Convicted, Confined, Pre-Adjudication, and Probation): custody levels are typically operationalized as statuses.

**FLOW:**

Connections between statuses, which represent the paths or flows of a person, could take through the system and the length of stay (or lag) in each status (i.e. Pretrial to Convictions, Detention to Release).

These three basic building blocks – ID groups, statuses, and flows – and other features such as sentencing, earned credits, minimum thresholds for time served, comprise a set of attributes tailored to the specific needs of decision makers. The identification of important sub-groups by local officials ensure that the necessary data are collected and that final projections will be useful and provide the level of detail necessary to finalize housing plans.

# SANGAMON COUNTY

## APPENDIX C: JUSTICE COUNCIL BY-LAWS

### ARTICLE I PURPOSE

The Criminal Justice Council (Council) provides leadership in setting goals and priorities for the County criminal justice system. The Council facilitates coordination of local justice agency planning, reviews grant applications, and disseminates information to better support efforts to reduce crime and promote safer communities. The Council provides a forum to consider and resolve common policy and operational issues, thereby enhancing the effectiveness, coordination, and efficiency of all components of the local criminal justice system.

### ARTICLE II MEMBERSHIP

The membership of the Council shall consist of the following:

- Chief Judge;
- County Board Chairman;
- State's Attorney;
- Springfield Chief of Police;
- Juvenile Court – Representative Judge;
- Public Defender;
- Sheriff

Duties of the Council include but are not limited to the following:

- Serves as the operational component of the Council to handle any and all appropriate issues brought before it.
- Establish subcommittees as it may deem necessary or desirable, appoint persons thereto, who need not be members of the Criminal Justice Council, and oversee the operation of said subcommittees, including approval of subcommittee reports.

ARTICLE III  
ELECTION OF CHAIRPERSON

- A). The Council, at its last quarterly meeting during an election year, shall elect a Chairperson by a majority vote of the Council.
- B). The Chairperson shall be elected for a two year term. The term of office shall begin the 1<sup>st</sup> day of January, following the last quarterly meeting of an election year.
- C). Duties of the Chairperson include but are not limited to the following:
  - Preside over all meetings of the Executive Board and Council.
  - Responsible for the appointment of all subcommittee Chairpersons
  - Responsible for providing general direction to the Council.
  - Prepares meeting agendas.

ARTICLE IV  
VOTING

- A). A quorum shall consist of a simple majority of the Council members or their alternates.
- B). A majority shall consist of 51% of the quorum.
- C). Voting action taken by the Council will require a majority vote of a quorum.

ARTICLE V  
MEETINGS

- A). The Council shall meet eight (8) times annually.
- B). The Chairperson of the Council, or a majority of its members may convene a special meeting of the Council.
- C). The Chairperson or a majority of its members may convene a special meeting of the Council.

ARTICLE VI  
BYLAWS

- A). Any proposed amendment or repeal of these bylaws shall be mailed to the Council, no later than 30 days prior to the date, that the amendment or repeal will be voted on.
- B). These bylaws may be amended or repealed by a majority of the members present at a meeting of the Council.