



**A Report to the Citizens  
of Salt Lake County, The County Mayor,  
and the County Council**

**December 2001**

**A Performance Audit of the**

**Salt Lake County Jail**

**Craig B. Sorensen**

**County Auditor**

A PERFORMANCE AUDIT

of the

SALT LAKE COUNTY JAIL

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# A Performance Audit of the Salt Lake County Jail

*Jail operational expenditures were nearly \$40 million in 2000.*

## I. Executive Summary

### Background

We recently completed a performance audit of the Salt Lake County Jail. The Sheriff administers and operates the jail system in accordance with Utah Code section 17-22-4 which states, *“The common jails in the several counties shall be kept by the sheriffs...”*

Principal funding for the jail is from the tax revenues of the County’s general fund. Jail operational expenditures in 2000 were \$39.9 million, and for 2001 they are budgeted to be \$47.7 million.

Salt Lake County has two jails, the new Adult Detention Center (now called the Metro Jail) opened in 2000, serves as the principal jail, and Oxbow Jail, a minimum security detention center opened in 1992. A chief deputy and his staff oversee the principal line functions of booking, transporting and guarding of inmates, as well as the administrative and jail support functions.

As of September 27, 2001, the inmate population at Metro was 1,603, at Oxbow the population was 278, and an additional 66 offenders were on electronic monitoring, thus not housed at either facility. Therefore, total offenders under Sheriff’s custody were 1,947. Neither facility operates at capacity. Metro has an operational capacity of 2,080 and Oxbow has a capacity of 552.

Both jails have a “podular” design, comprised of separate pods—four at Metro and one at Oxbow—that are triangular or semi-circular in shape, each containing 8 housing units (except Oxbow which has 9). Housing units, in turn, typically have 32 inmate cells apiece, all facing an open, common area. Inmates are classified as minimum, medium, or maximum security and wear a blue, brown or yellow jumpsuit depending on classification. Certain inmates, classified as “trustees,” are allowed work responsibilities for such tasks as food handling, sewing, and laundry. Central to our audit was a survey of 25 jails throughout the country. We

*Sixteen jail survey responses, out of 25 questionnaires mailed, were usable in comparison data.*

mailed a 12-page questionnaire to each jail and asked for specific cost, inmate population, and operations information. Nineteen county jails responded. One of the responses was not usable because the jail was actually a State Department of Corrections facility, which made the information provided non-comparable. Two responses pertained to only one of multiple facilities in each of those counties, so their information was incomplete and not useful. Thus, 16 jails formed the basis for our analysis. We also gleaned information from a phone survey conducted prior to the mailing.

Finally, our audit staff worked extensively with the jail's fiscal analyst, the various line and staff command at the jail, and with information services personnel to gather, analyze, and verify data.

**We found that:**

- *Jail costs can be reduced by setting a cap on the number of housing units.*
- *A reduction in housing units from the currently-funded 32 units to 29 or 26 units would result in the release of 8.5% (159) to 18% (338) of the inmate population.*
- *Cities are not paying and the State is only partially paying on the billings for jail usage rendered by the County.*
- *Collecting on billings to municipalities that use the jail would benefit the jail's financial position more than setting inmate population caps.*
- *Increasing electronic monitoring of inmates and establishing pre-booking processing centers can reduce jail costs.*
- *Mothballing Oxbow jail would result in maximum annual savings of \$1 million.*
- *Results from the national survey of jails show that the County jail medical costs are the highest surveyed and the overall fully-loaded jail costs are in the higher category, though not the highest.*

**Reducing jail size to 29 housing units would cut the jail's 2002 budget by \$3.5 million.**

- ***Providers in addition to Volunteers of America (VOA) need to be explored for diversion of individuals taken into custody for public intoxication.***

***Jail costs can be reduced by setting a cap on the number of housing units.*** Currently, 32 housing units are operational. Reducing units to 29 would cut costs by \$3.5 million from the proposed 2002 budget, and by \$5.3 million if housing units were reduced to 26. A 29 housing-unit cap would result in 13 Class C and 146 Class B misdemeanants being released from jail as of the date we performed our analysis, September 27, 2001. A 26 housing-unit cap would require that an additional 39 Class B and 92 Class A misdemeanants, and 49 third-degree felons be released from jail. The Sheriff's ability and authority to cap the population in conjunction with the Salt Lake County Council has been affirmed in an opinion from the District Attorney's Office, dated November 2, 2001. See Appendix F.

***A reduction in housing units from the currently funded 32 units to 29 or 26 units would result in the release of 8.5% (159) or 18% (338) of the inmate population, respectively.*** Our snapshot examination of inmate population conducted on September 27, 2001, analyzed the housing-unit requirements for current inmate population based on 32 budgeted housing units. We determined that given the requirements of objective inmate classification, 159 inmates would need to be released if jail housing units were reduced to 29 units. Further, we determined that an additional 179 (a total of 338) would need to be released if jail housing units were reduced to 26 units.

***Cities are not paying and the State is only partially paying on billings for jail usage rendered by the County.*** The County bills federal, state and municipal jurisdictions for inmates jailed on charges from these jurisdictions at a per diem rate of \$70.78, \$57.36 and \$57.62, respectively. The top five municipal jail users, accounting for 86 percent of the amounts billed, but unpaid, from 1997 through 2000 are as follows: Salt Lake, \$7,454,075; West Valley, \$2,170,298; South Salt Lake, \$1,620,734; Sandy, \$976,206; and West Jordan, \$954,940. The cities respond that they are already paying for the jail through taxes levied on their citizens by the County's general fund. However, this controversy was settled in favor of counties by a 1984 Utah Supreme Court case which affirms Salt Lake County's right to bill municipalities for confinement relating to municipal ordinance violators.



**Collecting on billings to municipalities that use the jail would benefit the jail's financial position more than setting inmate population caps.** A jail cap of 26 housing units would reduce the number of Class B and Class C misdemeanants to levels occurring during the consent decree years of 1992-1998 where the court mandated certain population levels. During this period, about \$2 million was billed each year. However, since the lifting of the decree that number has risen to the point where 2001 projected potential revenues from billings are \$7.7 million. Therefore, a cap set at 26 housing units could reduce billings again to the \$2 million level, thereby forfeiting \$5.7 million in potential revenue.

**Increasing electronic monitoring of inmates and establishing pre-booking processing centers can reduce jail costs.** These are two policy options proposed by the Criminal Justice Services Division (CJS). For example, increasing electronic monitoring by 150 participants would reduce jail population and costs but, according to CJS, would require three additional case managers and one clerical staff at an annual cost of \$190,000 to \$210,000. Pre-booking processing centers could be used to release to alternative programs detainees that do not meet "holdable offense guidelines." Some counties, responding to our survey, noted that they have several pre-booking alternative program options.

**Mothballing Oxbow could result in a \$1 million annual savings.**

**Mothballing Oxbow Jail would result in maximum annual savings of \$1 million.** We estimate that mothballing Oxbow would produce cost savings of up to \$1 million, depending on the choice of five options. With Oxbow inmates transferred to Metro, it could reach capacity by 2003-2004. We estimate the yearly cost savings would be \$1,004,000 providing the Oxbow laundry facility remains operational. If a laundry facility is built at Metro at a cost of \$500,000, the first year savings would be \$504,000 with on-going yearly savings thereafter of \$1,004,000. The Sheriff has proposed selling Oxbow and building two new pods at Metro, at a net cost of \$25 million after selling Oxbow for \$16 million.

**Results from the national survey of jails show that the jail's medical costs are the highest surveyed and the overall fully-loaded jail costs are in the higher category, though not the highest.** Salt Lake County Jail medical costs were \$13.83 per inmate day compared to the survey average of \$8.32. Salt Lake's was the highest, at \$13.83, while the lowest was El Paso, Texas at \$4.32. However, the County jail has a highly-rated jail health program that was awarded national distinction as recipient of the 2001 Facility of the Year. Likewise, the health program does not have any significant claims or lawsuits against it for inadequate or improper inmate care. Salt Lake County jail had fully-loaded daily cost per inmate in 2000 of \$61.15 and is increasing. Three other jails came in at the

\$64 average level. The highest was Denver at \$84.88, while two others were around \$74, but the two lowest, Fresno and El Paso were \$37 to \$38. Two other respondents to this question had fully-loaded costs of \$44.21 and \$50.56. We found a strong correlation between daily cost-per-inmate and the supervisor-to-employee ratios.

***Options in addition to Volunteers of America need to be explored for diversion of individuals taken into custody for public intoxication.***

Volunteers of America (VOA), a private, nonprofit organization, maintaining a 60-bed adult facility and another 40-bed facility for women with children, is the only pre-booking source of jail diversion. We calculate their cost per client day to be \$88.55; the County's direct cost is only \$3.19 due to federal and state program subsidies. 675 intoxicated individuals were accepted into Volunteers of America in 2000, but they are at capacity and in need of expansion. Other charitable organizations could also be considered for contracting to house intoxicants.

Please refer to Section IV of this report for more details about these and other findings.

## II. Introduction

The Sheriff has administrative charge over jails within the County and appoints a chief deputy, jail commander, to oversee operations. Jail staff totals 676.9 full-time equivalent (FTE) employees, categorized as 439 sworn officers, 163 administrative civilian personnel, and 74.9 civilian medical personnel. The jail is a general fund organization with expenditures of \$39.9 million in 2000 and budgeted expenditures of \$47.7 million in 2001.

Salt Lake County has two jails, the Adult Detention Center (Metro), and Oxbow. Metro, the main jail, housing inmates of all classifications, opened in 2000 at a cost of \$120 million. On the other hand, Oxbow houses only minimum security inmates and opened in 1992 as an alternative to overcrowding at the then-existing County Jail in downtown Salt Lake City. Both jails are now located within close proximity of one another with Metro at 9<sup>th</sup> West and 34<sup>th</sup> South and Oxbow at 11<sup>th</sup> West and 31<sup>st</sup> South.

All cities within the County, and state and federal law enforcement agencies use the jail to house detainees. The jail bills these various agencies for providing its facilities to house inmates, but cities ignore the bills based on their contention that their citizens are already paying for jail usage through general tax assessments. This argument is not supported by Utah case law, statutory law, or by practice in some county jails we surveyed.

The population of both jails as of September 27, 2001, was 1,947 with 1,603 at Metro, 278 at Oxbow, and 66 on electronic monitoring and not incarcerated. Considering that Metro's capacity is 2,080 and Oxbow's is 552, both facilities have room for more inmates and currently are not operating at maximum capacity.

Both jails have a podular design, quite different from the linear design of long, straight rows of cells familiar to most people from jails portrayed in TV and movies. A podular design is triangular or semi-circular in shape. Metro has four pods, each containing 8 housing units with most housing units containing 32 inmate cells that can be double-bunked to house 64 inmates, the exception being certain dormitory-style units. Oxbow is considered one single pod of 9 housing units.

When arresting officers bring detainees to the jail, a registered nurse first administers a preliminary physical examination on the detainee following which an officer takes a digital set of fingerprints and makes a digital mug shot. If the individual's physical health does not disqualify them for admission to the jail, they are booked, administered a more extensive physical and mental health assessment, including a PPD skin test for tuberculosis, and dressed into housing in the jail.

***Jail inmate population was 1,947 as of September 27, 2001.***

***Average length of stay in jail is 20.48 days, but 54.8% of inmates booked are released within three days.***

Bookings at the jail totaled 30,938 in 2000. Average length of stay was 20.48 days, yet 54.8 percent of inmates released in 2000 were in the jail no longer than three days.

The jail contracts with private providers for physician and mental health care. Food services are also provided under contract. Administration provides certain inmates at the jail, called "trustees," the opportunity to help with such duties as sewing, laundry and food handling.

### **III. Scope and Objectives**

The scope of our audit encompassed jail operations, including actual and budgeted revenues and expenditures, inmate population levels, and service contracts. To a limited extent, we also looked at the jail's role in the overall criminal justice system to obtain an understanding of how other agencies influence inmate population. Our audit focused only on jail performance issues. We did not examine inmate funds, commissary accounts or petty cash or other imprest funds.

Our objectives were as follows:

- To benchmark, on a comparative basis, the Salt Lake County Jail with other jails across the country in a survey that would seek to obtain information relating to budgets, costs, inmate population, and organizational issues such as jail design and supervision model.
- To seek ways in which costs could be reduced or revenues increased through various methods, including diversion programs, electronic monitoring, pre-booking facilities, collection of past-due and current bills to cities within the County, and the capping of inmate population to reduce the number of operating housing units.
- To gain an understanding of the physical layout and staffing model at the jail.
- To determine the ramifications of mothballing Oxbow, and any additional costs or reduction in costs that would occur therefrom.
- To obtain an understanding of how federal, state and municipal entities are being billed for their use of the jail, why municipalities and the State, to a lesser extent, are not paying their bills, and what further action could be taken to obtain full payment.

## IV. Findings and Policy Options

Our findings and policy options are divided into seven sections: National Jail Survey, Jail Design and Staffing, Oxbow Closure, Jail Billings, Health Care Issues, Jail Population Capping and Diversion, Rehabilitation and Population Management.

### 1.0 National Jail Survey

One of the primary objectives of this audit was to compare Salt Lake County jail operations to those of other jails around the country. To accomplish this, we conducted a national jail survey.

As potential survey participants, we judgmentally selected 25 counties based on county population, our prior survey experience, and input from both Sheriff's Office personnel and County Council members. We also attempted to maintain a geographic balance between the eastern and western United States among the counties selected. (See Appendix A for a list of selected peer counties.) In addition, we set out to identify some counties with privately-operated jails, for inclusion in our comparison survey.

Shelby County, TN was eliminated from the survey group after initial phone inquiries revealed that one of their two facilities houses inmates sentenced for from one to eight years. This made that facility more like a state penitentiary than a county jail. It also precluded those sentenced to a year from being in their more traditional jail facility, making that facility also not comparable to the other jail systems in the survey group.

Tulsa, OK was added to the survey group as a privately run facility. We identified The David L. Moss Criminal Justice Center located in Tulsa as the privately operated county jail that serves the largest county population. (Tulsa County 2000 census population was 563,299, making it the 98th largest county in the country.) This facility was identified as such through Internet research and telephone inquiries of representatives of those companies.

#### 1.01 Telephone Survey

During our pre-audit survey work it became apparent that there are certain basic jail characteristics that must be understood before a valid comparison of one jail to another can be made. Some of these key jail characteristics include:

*Comparing the Salt Lake County Jail with other jails nationwide was a primary objective of the audit.*

- The jail supervision mode.
- The jail facility design.
- The year of jail construction.
- The circumstances under which inmates are accepted by jails.
- The existence or non-existence of a consent-decree-imposed population cap.
- The inmate classification method.

To identify these and other key attributes of the surveyed county jails, we developed a questionnaire and conducted a telephone survey, a copy of which is attached as Appendix B. A summary of the phone survey results, with the respondents divided into groups based on the reported supervision mode, is included as Appendix C. Tulsa County is shown in a separate group for privately-operated jails, although Tulsa is a 100% “direct supervision” jail.

## 1.02 Written Survey

We then developed a written jail survey, a copy of which can be found in Appendix D. We received input from the jail administrator and his staff and used information from *The Corrections Yearbook - Jails* (1999 and 2000) to assist in the development of this survey. We e-mailed, mailed, and/or faxed the written survey to individuals identified during the phone survey as appropriate contacts at each of the 25 survey counties. Data obtained through responses to this written survey form the basis for the findings presented in this section. (A summary of the written survey results is included as Appendix E.)

Our findings related to the national jail survey are:

- **The Salt Lake County jail 's fully-loaded daily cost per inmate was at the low end of the “high” group of surveyed counties in 2000 but, based on 2001 budgets, is moving towards the high end of the “high” group in 2001.**
- **The Salt Lake County jail had the highest year 2000 daily, per-inmate medical costs of the jails in our survey at \$13.83; the surveyed jails’ average was \$8.32.**
- **Several surveyed counties have multiple pre-booking release practices and program options available, while Salt Lake County has only a detoxification facility option.**

- Of the surveyed counties that stated that city residents pay county taxes to fund jail operations, 54% said that the cities also reimburse their county for the per-diem confinement cost of some of their inmates.

**1.1 The Salt Lake County jail 's fully-loaded daily cost per inmate was at the low end of the “high” group of surveyed counties in 2000 but, based on 2001 budgets, is moving towards the high end of the “high” group in 2001.**

We asked the surveyed jails to provide us the 2001 budgeted and 2000 actual jail expenditures from their budgets. In addition, we asked if they considered the reported jail budget amounts representative of the full cost of operating their jail and, if not, to provide us with the types and amounts of expenditures that should also be included in that full cost. Only those county jails that responded by providing us with these jail related, non-jail budget costs, and those that indicated that their budgeted amounts were the full-cost of jail operations, were included in our comparison of the “fully-loaded jail operations cost.”

As shown in Tables 1 and 2 below, the Salt Lake County jail's fully-loaded daily cost per inmate was at the low end of the “high” group of surveyed counties in 2000 (\$61.15 per day, seventh highest of eleven overall). But, based on 2001 budgets, is moving towards the high end of the “high” group in 2001. (\$69.27 per day, fourth highest of 12 overall).

*Salt Lake County Jail's fully-loaded daily cost per inmate was \$61.15, seventh highest in our comparison group of 11 other jails.*

County	Fully-Loaded Operational Cost	Avg Daily # of Inmates	Daily Cost per Inmate	% Capacity	Supervision Mode	
Fresno, CA	\$32,181,598	2,358	\$ 37.39	103%	Multiple Types	} Low Group
El Paso, TX	\$30,180,111	2,167	\$ 38.16	81%	Linear/Indirect	
Franklin, OH	\$32,030,642	1,985	\$ 44.21	91%	100% Linear	
Contra Costa, CA	\$31,060,297	1,683	\$ 50.56	134%	100% Direct	} High Group
<b>Salt Lake, UT</b>	<b>\$40,976,606</b>	<b>1,836</b>	<b>\$ 61.15</b>	<b>71%</b>	<b>100% Direct</b>	
Pierce, WA	\$30,459,370	1,302	\$ 64.09	99%	Direct/Indirect	
Pinellas, FL	\$60,359,055	2,577	\$ 64.17	90%	Linear/Direct	
St. Louis, MO	\$27,329,747	1,165	\$ 64.27	95%	100% Direct	
Sacramento, CA	\$84,466,466	3,160	\$ 73.23	74%	Multiple Types	
Clark, NV	\$65,365,156	2,409	\$ 74.34	165%	Direct/Indirect	
Denver, CO	\$63,696,961	2,056	\$ 84.88	156%	Multiple Types	

**Table 1.** 2000 daily cost per inmate using fully-loaded operational cost.

County	FY2001 Fully-Loaded Operational Cost	Avg. Daily # of Inmates	Daily Cost per Inmate	Supervision Mode	% Capacity
Travis, TX	\$ 36,847,019	2,800	\$ 36.05	Direct/Indirect	143%
Fresno, CA	\$ 35,760,059	2,450	\$ 39.99	Multiple Types	103%
Contra Costa, CA	\$ 31,250,678	2,026	\$ 42.26	100% Direct	134%
El Paso, TX	\$ 31,880,668	2,000	\$ 43.67	Linear/Indirect	81%
Franklin, OH	\$ 36,469,995	2,132	\$ 46.87	100% Linear	91%
Pierce, WA	\$ 31,198,283	1,302	\$ 65.65	Direct/Indirect	99%
Pinellas, FL	\$ 70,852,494	2,850	\$ 68.11	Linear/Direct	90%
St. Louis, MO	\$ 29,201,216	1,165	\$ 68.67	100% Direct	95%
<b>Salt Lake, UT</b>	<b>\$ 48,948,501</b>	<b>1,936</b>	<b>\$ 69.27</b>	<b>100% Direct</b>	<b>71%</b>
Sacramento, CA	\$ 90,394,950	3,500	\$ 70.76	Multiple Types	74%
Clark, NV	\$ 73,968,713	2,590	\$ 78.24	Direct/Indirect	165%
Denver, CO	\$ 64,927,224	2,100	\$ 84.71	Multiple Types	156%

**Table 2.** 2001 daily cost per inmate using fully-loaded operational cost.

While removing the jails’ non-tax revenue improves Salt Lake County’s standing somewhat, they are still in the “high” group, and the fifth highest of 12 overall at \$61.41 in 2001, as shown in Table 3.

County	FY2001 Fully-Loaded Operational Cost	FY2001 Budgeted Non-Tax Revenue	Fully-Loaded Cost Less Non-Tax Revenue	Daily per Inmate Cost	% Capacity
El Paso, TX	\$ 31,880,668	\$ 14,390,819	\$ 17,489,849	\$ 23.96	81%
Fresno, CA	\$ 35,760,059	\$ 8,850,776	\$ 26,909,283	\$ 30.09	103%
Franklin, OH	\$ 36,469,995	\$ 10,336,500	\$ 26,133,495	\$ 33.58	91%
Travis, TX	\$ 36,847,019	\$ 392,000	\$ 36,455,019	\$ 35.67	143%
Contra Costa, CA	\$ 31,250,678	\$ 675,838	\$ 30,475,840	\$ 41.35	134%
St. Louis, MO	\$ 29,201,216	\$ 9,032,131	\$ 20,169,085	\$ 47.43	95%
Sacramento, CA	\$ 90,394,950	\$ 13,311,321	\$ 77,083,629	\$ 60.34	74%
<b>Salt Lake, UT</b>	<b>\$ 48,948,501</b>	<b>\$ 5,555,093</b>	<b>\$ 43,393,408</b>	<b>\$ 61.41</b>	<b>71%</b>
Pierce, WA	\$ 31,198,283	\$ 379,620	\$ 30,818,663	\$ 64.85	99%
Pinellas, FL	\$ 70,852,494	\$ 2,689,648	\$ 68,162,846	\$ 65.53	90%
Clark, NV	\$ 73,968,713	\$ 1,775,694	\$ 72,193,019	\$ 76.37	165%
Denver, CO	\$ 64,927,224	\$ 2,120,000	\$ 62,807,224	\$ 81.94	156%

**Table 3.** 2001 daily cost per inmate using fully-loaded operational cost, less non-tax revenue.

While factors such as percentage of capacity and type of supervision mode have some impact on daily cost per inmate, as shown in the tables above, there does not appear to be a consistent correlation. Survey results show that the number of employees per inmate and supervisors per employee also appears to affect the daily cost per inmate calculation. (See Tables 4 and 5 on page 7)



County	Year 2000 Total staffing	Average daily # of Inmates	Avg. Daily Employee to Inmate Ratio	% Capacity	Supervision Mode
Sacramento, CA	590	3160	1 to 5.4	74%	Multiple Types
Franklin, OH	424	1985	1 to 4.7	91%	100% Linear
Contra Costa, CA	381	1684	1 to 4.4	134%	100% Direct
Ada, ID	176	664	1 to 3.8	96%	Direct/Indirect
Pierce, WA	346	1302	1 to 3.8	99%	Direct/Indirect
Bexar, TX	1020	3752	1 to 3.7	90%	Direct/Indirect
St. Louis, MO	339	1165	1 to 3.4	95%	100% Direct
El Paso, TX	635	2167	1 to 3.4	81%	Linear/Indirect
Clark, NV	722	2409	1 to 3.3	165%	Direct/Indirect
Tulsa, OK	367	1157	1 to 3.2	72%	100% Direct
Fresno, CA	795	2358	1 to 3.0	103%	Multiple Types
Travis, TX	860	2515	1 to 2.9	143%	Direct/Indirect
<b>Salt Lake, UT</b>	<b>639</b>	<b>1836</b>	<b>1 to 2.9</b>	<b>71%</b>	<b>100% Direct</b>
Pima, AZ	533	1330	1 to 2.5	80%	100% Direct
Denver, CO	834	2056	1 to 2.5	156%	Multiple Types
Pinellas, FL	1206	2577	1 to 2.1	90%	Linear/Direct

Table 4. 2000 employees-to-inmate ratios.

County	Supervisor to Employee Ratio	Supervision Mode
Bexar, TX	1 to 14.0	Direct/Indirect
Fresno, CA	1 to 13.0	Multiple Types
Ada, ID	1 to 11.0	Direct/Indirect
Travis, TX	1 to 10.5	Direct/Indirect
Contra Costa, CA	1 to 10.0	100% Direct
Clark, NV	1 to 9.0	Direct/Indirect
Franklin, OH	1 to 8.6	100% Linear
Sacramento, CA	1 to 8.4	Multiple Types
St. Louis, MO	1 to 7.7	100% Direct
Denver, CO	1 to 7.5	Multiple Types
<b>Salt Lake, UT</b>	<b>1 to 7.1</b>	<b>100% Direct</b>
Tulsa, OK	1 to 6.5	100% Direct
Pinellas, FL	1 to 6.0	Linear/Direct

Table 5. 2000 supervisors-to-employees ratios.

*A strong correlation exists between the supervisor-to-employee ratio and the cost per inmate day.*

There is a particularly strong correlation with the supervisor-to-employee ratio. Of the ten jails in the 2001 cost-per-inmate-day comparison, that also reported this ratio, five of the six higher-cost per day jails have a higher supervision density than the four lower-cost per day jails. Salt Lake County's supervisor-to-employee ratio is 1 to 7.1, the 3rd highest supervision density out of 13 jails that provided this information. Their employee-to-inmate ratio is 1 to 2.9, the 4th highest density of employees to inmates out of 16 jails that provided this information. These ratios, like the inmate cost per day, do not appear to correlate very strongly with the supervision modes employed or the percentage of capacity.

For more information related to jail design and staffing issues, please refer to section 2.0 of this report.

**1.2 The Salt Lake County jail had the highest year 2000 daily, per-inmate medical costs of the jails in our survey at \$13.83; the surveyed jails' average was \$8.32.**

We asked the surveyed jails for a breakout of their medical, dental, and mental health related costs, including any medical related security costs. We also asked specific questions that were designed to determine the scope of medical and dental services provided by the jails. Table 6 below summarizes the valid responses we received to the medical cost questions, along with the corresponding scope of services responses.

County	Personnel	Operations	Total Medical Costs	Daily per Inmate Medical Cost	Pre-Booking Screening	Post-Booking Evaluation	TB Screening	Clinical Exams			# of On-Site Lab Tests Listed
								ENT	Rectal	Dental	
Franklin, OH	126,523	2,856,983	2,983,506	4.12	X	X	X	N	X	X	5
El Paso, TX	1,190,336	2,229,155	3,419,491	4.32	X	X	X	?	?	X	0
Bexar, TX	3,784,385	4,284,540	8,068,925	6.14	X	X	X	N	N	X	1
Pinellas, FL	3,679,444	2,422,440	6,101,884	6.49	X	X	X	X	X	X	4
Pierce, WA	2,370,996	1,463,908	3,834,904	8.34	X	?	X	?	?	X	1
Denver, CO			7,575,050	10.09	X	?	X	?	?	X	1
Sacramento, CA	7,667,944	7,615,736	15,283,680	13.25	X	X	X	X	X	X	5
<b>SL County</b>	<b>4,746,225</b>	<b>4,065,540</b>	<b>8,811,765</b>	<b>13.83</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>5</b>

**Table 6.** 2000 Daily, per-Inmate Medical Cost.

As shown in the table, Salt Lake County had the highest year 2000 daily, per-inmate medical cost, which was calculated using the average number of incarcerated inmates (those on electronic monitoring were excluded from the calculation) of the surveyed jails that responded.

For more information related to the jail medical cost survey and other jail health care issues, please refer to section 5.0 of this report.

**1.3 Several surveyed counties have multiple pre-booking release practices and program options available, while Salt Lake County has only a detoxification facility option.**

As indicated in Table 7 below, several surveyed counties have multiple pre-booking release practices and program options available.

County	# of Admissions (Bookings)	Most Serious Crime			Incarceration rate	Pre-Booking Release Practices and Programs					
		Misdemeanor	Felony	Other		Felony Drug Court	Detoxification Facility	Mental Illness Prog./Court	DUI Diversion	Released on Own Recog.	Misdemeanor Drug Court
Travis, TX	56,582	60%	33%	7%	345	N	N	N	N	N	N
Denver, CO	54,196				379	X	X	X	X	N	N
Clark, NV	51,976				240	X	N	N	N	N	N
Hamilton, OH	50,766				213	?	?	?	?	?	?
Pinellas, FL	44,566				324	N	N	N	N	N	N
Franklin, OH	40,320	68%	30%	2%	199	N	N	N	N	N	N
Fresno, CA	39,071				303	X	N	N	N	X	N
<b>Tulsa, OK</b>	<b>35,278</b>				<b>219</b>	N	X	N	N	N	N
Salt Lake, UT	30,938	66%	34%	0%	208	N	X	N	N	N	N
<b>St. Louis, MO</b>	<b>30,830</b>				<b>115</b>	X	N	N	N	N	N
<b>Pima, AZ</b>	<b>30,162</b>				<b>187</b>	N	X	X	N	N	N
<b>Contra Costa, CA</b>	<b>30,000</b>				<b>211</b>	X	N	X	N	X	X
<b>Pierce, WA</b>	<b>28,225</b>				<b>180</b>	N	N	X	N	X	N
El Paso, TX	16,347	39%	19%	42%	294	?	?	?	?	?	?

**Table 7.** Admissions, incarceration rate, and pre-booking release practices and programs.

Xs indicate pre-booking services provided. The bottom of the table, sorted in descending order by number of bookings, shows the often positive effect of pre-booking programs on the incarceration rate (the average daily number of incarcerated inmates per 100,000 citizens). While Salt Lake County employs many of these options on a post-booking basis, the only pre-booking option the County has is a detoxification facility, VOA, which has limited capacity.

For more information related to pre-booking release practices and program options, please refer to sections 6.0 and 7.0 of this report.

**1.4 Of the surveyed counties that stated that city residents pay County taxes to fund jail operations, 54% said that the cities also reimburse their county for the per-diem confinement cost of some of their inmates.**

Seven surveyed jails reported that cities do reimburse their counties for jail costs.

Salt Lake County bills, but is not paid by cities for the per-diem cost of their municipal ordinance violators. However, as shown in Table 8 below, of the 13 surveyed counties that stated that city residents pay county taxes to fund jail operations, seven (54%) said that the cities also reimburse their county for the per-diem confinement cost of some of their inmates.

County	Do City Residents Pay County Taxes to Fund Jail?		If Yes, Do Cities Also Reimburse for Some Inmates?		
	Yes	No	Yes	No	Rate
St. Louis, MO	X		X		\$30.00
Hamilton, OH	X			X	
Pierce, WA	X		X		\$57.00
Travis, TX		X			
Salt Lake, UT	X			X	
Pinellas, FL	X			X	
Tulsa, OK	X			X	
Bexar, TX	X		X		\$50.00
Milwaukee, WI	X		X		\$14.57
Denver, CO		X			
Franklin, OH	X		X		\$60.00
Pima, AZ	X		X		1st Day \$70.51, \$51.79 After
Ada, ID	X		X		Various
Contra Costa, CA		X			
Fresno, CA	X			X	
Sacramento, CA	X			X	
Clark, NV		X			

Table 8. City tax payments and reimbursement.

The survey results show that the practice of cities paying both tax dollars and per-diem cost of housing some of their inmates to their counties for jail operations is an accepted practice in many jurisdictions. For more information related to billings for municipal ordinance violators and its relationship to the possibility of setting an inmate cap, please refer to sections 4.0 and 6.0 of this report.

## 2.0 Jail Design and Staffing

Throughout the United States there are 2 main types of jail design.

- **Linear design** consists of long corridors of single or multiple occupancy cells in straight lines.

*The Salt Lake County jail is podular design.*

- **Podular design** consists of inmate housing areas divided into manageable-sized units or pods with cells arranged in a triangular or rectangular fashion around a common dayroom.

The old County jail was linear design. Currently, both jails operated by Salt Lake County are podular design. In addition, jails, in general, are operated using three different types of supervision modes.

- **Direct Supervision.** The officer is stationed directly inside the housing unit. Inmate movement is minimal.
- **Indirect or Remote Supervision.** The officer observes inmates, usually in a podular designed facility, from a secure, glassed-in control booth. Some cameras are also used for observation.
- **Intermittent Supervision.** The officer must patrol corridors to observe cells. The officer cannot see any one cell without going up to it, and at that point, cannot see into any other cells.

*Salt Lake County jails use a combination of direct and indirect supervision models.*

Salt Lake County jails use a combination of direct and indirect supervision. Jail management concedes that direct supervision is less cost-effective than indirect supervision. However, arguments for direct supervision are that corrections officers have more effective control; thus, inmate-on-inmate, inmate-on-officer liability suits and settlements are reduced. However, Salt Lake County general liability claims paid over the last nine years have averaged only \$166,025 per year, substantially below the cost of maintaining two modes of supervision. We determined that the cost of indirect tower supervision in pod B at Metro was \$122,000 in salary alone per year. There are other pods that employ tower supervision.

The scope of our audit included a limited analysis of jail design and staffing. However, when we were working on other sections of the audit, we found the following:

- **Metro has a mixed inmate-supervision model employing both direct and indirect supervision, simultaneously, in the same housing unit.**
- **Oxbow is designed for minimum security, indirect supervision, but employs direct supervision.**

- Although the jail is designed to minimize movement, forty-nine Movement/Critical Incident Response Team (M-CIRT) officers are employed.
- Court liaison staff has become a “help-line” for courts and families.
- Personnel costs, as a percentage of cost per inmate day, have increased from 66% in 1994 to 74% in 2001.
- Some sworn salaries are higher than national averages, while other sworn salaries are lower than national averages.

**2.1 Metro Jail has a mixed inmate-supervision model employing both direct and indirect supervision, simultaneously, in the same housing unit.**

Two pods in Metro are designed with control towers. In the maximum security area, officers are stationed in the housing unit with the inmates. In addition, officers are stationed in some of the control towers. As a result, both direct and indirect supervision modes are being used simultaneously.

By using both methods of supervision in maximum security, personnel costs increase by approximately \$122,000, salary alone, per year for pod B. Jail management indicated that the additional officers are stationed in the towers because the officers in the housing unit with the inmates feel more secure with the additional back-up.

**2.2 Oxbow is designed for minimum security, indirect supervision, but employs direct supervision.**

Currently, direct supervision is used at Oxbow Jail to manage minimum security inmates. Direct supervision is used at both County jail facilities because correction officers move back and forth between the two locations. Using the same type of supervision at both locations allows personnel to easily work at both locations. In addition, objective jail classification is easier to implement at both locations with the same supervision mode in place.

Using direct supervision at Oxbow, to manage minimum security inmates, creates added personnel costs, because more officers are needed to manage a facility with direct supervision.

*Pod B (maximum security) uses both direct and indirect supervision, increasing salary cost alone by \$122,000.*

*M-CIRT teams at the jail require an annual expenditure of \$2.1 million.*

**2.3 Although the jail is designed to minimize movement, forty-nine Movement/Critical Incident Response Team (M-CIRT) officers are employed.**

Podular jails that implement direct supervision are designed to minimize the movement of inmates. Programs and services are brought to the inmates to assist in minimizing their movement.

The County jail system currently employs 49 M-CIRT officers. For any one shift, there are approximately 10 officers covering both locations. Although these officers' duties include the movement of inmates, their main purpose is to serve as a critical incident response team (CIRT) in the event of an emergency such as riot, assault, etc.

The average salary, without benefits, of an M-CIRT officer is \$30,693 per year. This translates to \$2.1 million per year (benefits included) to employ the M-CIRT team at the jails.

**2.4 Court liaison staff has become a "help-line" for courts and families.**

As part of our audit, we interviewed jail staff. One of the complaints was that the court liaison staff cannot get their work done because they are constantly answering questions over the telephone for inmates' families and the courts. This causes the time it takes to release inmates to increase.

Jail administration indicated that the phone numbers for the court liaison staff have been changed so that outside calls will decrease. Jail administration is continuing to try to resolve this problem so that court liaison staff can focus on their assigned tasks.

**2.5 Personnel costs, as a percentage of cost per inmate day, have increased from 66% in 1994 to 74% in 2001.**

Some of the increase in personnel costs is due to the increase in inmate population. In 1994, the average inmate population was 1,003. As of July 31, 2001, the average inmate population was 1,936.

Also, in 1994, sworn personnel performed many of the tasks that civilian employees now perform. For example, in 1994, seven correctional officers were also used as Emergency Medical Technicians (EMT's). Currently, the correctional officers do not perform medical services, only civilian medical staff perform these functions.

The current number of allocations for civilian posts will be the same amount as needed when the jail is at full capacity. As the inmate population increases, economies of scale for personnel will be achieved. See **Appendix J for a detailed analysis of jail personnel costs.**

**2.6 Some sworn personnel salaries are higher than national averages, while other sworn personnel salaries are lower than national averages.**

As shown in the table below, the average salaries for captain and lieutenant ranks are higher than national averages, while the jail administrator, sergeant, and correction officer salaries are lower than national averages.

	Agency Administrator	2 <sup>nd</sup> in Command	3 <sup>rd</sup> in Command	4 <sup>th</sup> in Command	Line Staff
<b>Larger Jails (Inmate Population 1000 - 1999)</b>	\$100,743	\$66,506	\$60,582	\$54,910	\$33,191
<b>Salt Lake County</b>	\$90,264	\$73,584	\$64,248	\$51,350	\$30,693

*Table 9. Captains and lieutenants average salaries at Salt Lake County jail rank higher than national averages.*

**2.7 Option for Consideration:**

An option for the County’s consideration:

***2.7.1 A jail staffing and operations expert be retained to perform a jail efficiency and effectiveness study with particular attention to the mix of direct and indirect supervision.***



**3.0 Oxbow Closure**

*By closing Oxbow, full capacity at Metro could occur in 2003 or 2004.*

Oxbow is designed to house 552 inmates. The capacity at Metro can currently accommodate the inmates that are held at Oxbow. By closing Oxbow and assuming a 3% growth in inmate population, full capacity at Metro, alone, would not occur until 2003 or 2004. However, the State of Utah Population Estimates Committee projects flat growth through 2007 for Utah “at risk for incarceration” population (males 18-24), which drives jail growth. Thus, the date for reaching full capacity could be pushed out past 2003-2004.

The Audit Division, with the assistance of Jail administration, performed an analysis to determine the savings and additional costs that would be incurred if Oxbow were mothballed. One of the main issues discussed was the laundry facility at Oxbow, which is used to provide laundry services for inmates housed at both jails. The following table summarizes the alternatives available for the laundry facility:

		<b>Projected Additional Costs</b>
<b>Scenario A</b>	Continue to use Oxbow laundry facility	\$ 0
<b>Scenario B</b>	Construct laundry facility at Metro	\$500,000
<b>Scenario C</b>	Contract laundry (low estimate \$ .30/lb.)	\$186,700
<b>Scenario C</b>	Contract laundry (high estimate \$.63/lb.)	\$392,072

**Table 10.** *Constructing a laundry facility at Metro would cost approximately \$500,000.*

In addition, some expenses can be avoided if Oxbow were mothballed. Jail administration indicated that 16 positions can be eliminated, thus generating a savings of \$891,000 for personnel costs. Utilities are expected to decrease approximately 33 percent, or \$57,000. Some other miscellaneous expenses that will be reduced include the following:

<b>Expense</b>	<b>Expense Reduction</b>
Janitorial Supplies & Service	\$14,000
Facility Management Charges	\$32,500
Machinery & Equipment Maintenance	\$ 7,000
Mileage Allowance	\$ 3,000
<b>Total Miscellaneous Expense Reduction</b>	<b>\$56,500</b>

**Table 11.** *Miscellaneous expense could be reduced by approximately \$56,500 if Oxbow were mothballed.*

After several discussions, we concluded that there are five options for consideration.

**3.1 Move Oxbow inmates to Metro and use the laundry facility at Oxbow.** This option would generate a savings of \$1,004,000 per year.

**3.2 Move Oxbow inmates to Metro and build a laundry facility at Metro.** Constructing a laundry facility at Metro will cost approximately \$500,000. Thus, the first year savings for mothballing Oxbow, after the laundry facility is built, will be \$504,000. The ongoing savings per year after the laundry facility is built will be \$1,004,000.

**3.3 Move Oxbow inmates to Metro and out-source laundry cleaning to a bidder.** Jail administration contacted several businesses to get an estimate for the cost of contracting laundry services. The estimates ranged from \$ .30 per pound to \$ .63 per pound. Considering these estimates, the savings for mothballing Oxbow and outsourcing laundry services will range from \$612,000 to \$817,000 per year.

**3.4 Keep Oxbow jail open.** This option will not result in any savings.

**3.5 Sell Oxbow and build new pods at Metro.** Last year the County had the option of selling Oxbow for \$16 million. After the bond is paid, \$4.7 million in principal, the remaining funds could be used to build new pods at the Metro Jail. The cost of constructing one pod is \$25 million, and two pods \$41 million. Construction of new pods will take approximately two years.

***Building two new pods at Metro would cost \$41 million.***

*The County bills federal, state and municipal jurisdictions for their use of the jail.*

#### 4.0 Jail Billings

In our audit of the County jails, we examined the amount owed the County for use of its jail facilities. Federal, state, and municipal jurisdictions all house their inmates at County jail facilities. Those jurisdictions are billed for the costs of incarceration for jailing their inmates.

Each jurisdiction is billed at a set per diem rate. Rates are as follows: federal \$70.78, state \$57.36, and municipal \$57.62. Billed amounts are calculated by multiplying each jurisdiction's total man-days by the per diem rate. Total man-days are the number of days an inmate was held on a specific jurisdiction's order.

The Sheriff's Office has implemented a billing system to ensure that all jurisdictions are charged for each of their inmates. The Sheriff's billing clerk determines jurisdictional responsibility for each of the inmates following their release. Through reports generated by County Information Systems, the fiscal coordinator assigns the correct jurisdiction to bill for each inmate.

The practice of billing municipalities for their jail use goes back as far as 1986. The County has not received any payment of municipal jail bills since 1999. Prior to March, 1999, Sandy City, South Jordan, and Bluffdale paid several of their jail bills. Sandy City made one payment of \$3,342.06 in January, 1987. South Jordan made one payment of \$460.06 in June 1993, and 13 payments from September, 1995, to September, 1996. Payments totaled: \$13,637.96. Bluffdale City made payments of \$57.62 and \$835.49 in January and March, 1999.

The passage of Senate Bill 241 by the Utah State Legislature, allowing Salt Lake County to create a special jail district to fund jail operations, was an attempt to address the current jail billing dilemma. However, the bill fails in its attempt to remedy jail billing issues. The County Council passed a resolution on September 25, 2001, requesting the District Attorney's office suggest changes to SB 241 to improve the language, and to develop an equitable formula for charging municipalities for incarcerating inmates for municipal ordinance violations. See District Attorney's opinion, dated September 21, 2001, at Appendix F.

Jail billing issues will continue to cause contention between Salt Lake County and its cities if no resolution is reached.

We found the following:

- **Some municipalities over-use the jail.**
- **Municipalities do not pay their jail bills.**

- Salt Lake County can legally collect payment for municipal billings.
- The Sheriff’s billing procedures for municipalities are both fairly and consistently applied.
- Utah State Department of Corrections does not fully reimburse the jail for housing its inmates.
- The State does not send verification indicating the reason for payment of less than billed amounts.

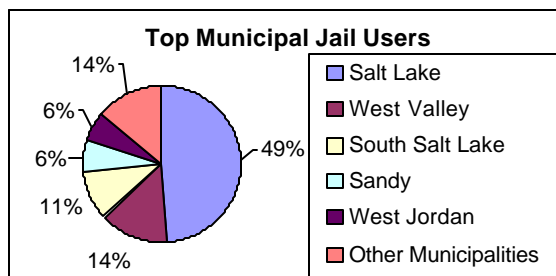
#### 4.1 Some municipalities over-use the jail.

Municipalities within Salt Lake County use County jail facilities to house inmates that violate only local laws and municipal ordinances. The cities that currently hold their municipal ordinance violators in County jail facilities are as follows: Salt Lake, South Salt Lake, West Valley, Midvale, Sandy, South Jordan, West Jordan, Alta, Herriman, Bluffdale, Holladay, Taylorsville, Draper, Riverton, and Murray. There are 15 municipalities in total, not including unincorporated Salt Lake County.

According to the Sheriff’s Office and Auditor’s Office billing records, the top five municipal users of the jail from the period 1997 to 2000 were **Salt Lake City** at \$7,454,075, **West Valley** at \$2,170,298, **South Salt Lake** at \$1,620,734, **Sandy** at \$976,206, and **West Jordan** at \$954,940.

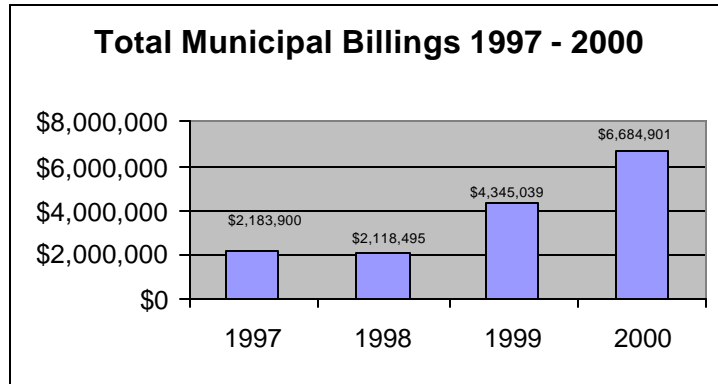
These five cities, alone, accounted for 86% of total municipal jail billings from 1997 to 2000 (see Figure 1). Individually, Salt Lake City accounted for 49%, West Valley 14%, South Salt Lake 11%, Sandy 6%, and West Jordan 6% of total jail billings over the same time period (1997-2000).

*The top five municipal users of the jail, accounting for 86% of municipal billings, are Salt Lake City, West Valley, South Salt Lake, Sandy, and West Jordan.*



**Figure 1.** Top 5 municipal uses of the County jail accounted for 86% of the total municipal jail billings from 1997 - 2000.

During the four-year period, jail use by most municipalities has increased. There was an overall increase in jail billings of 206% (\$2,183,900 to \$6,684,901) from 1997 to 2000 (see Figure 2).



**Figure 2.** Total municipal jail billings have increased 206% from 1997 to 2000.

From 1997 to 2000 jail billings have increased:

	1997	2000	
• Salt Lake City	\$1,418,970	\$3,064,316	107%
• West Valley	\$ 353,556	\$ 722,455	104%
• South Salt Lake	\$ 81,029	\$ 792,155	878%
• Sandy	\$ 93,523	\$ 468,188	401%
• West Jordan	\$ 77,104	\$ 459,269	496%

In 2000, based on jail billings per capita, South Salt Lake, Salt Lake City, and Midvale were the top three users of County jail facilities. South Salt Lake, despite being one of the lowest populated cities in the County, has the highest per capita jail billings and the highest number of police officers per 1,000 citizens. Salt Lake City, the largest city in the County, ranks 2<sup>nd</sup> in officers per 1,000 citizens and jail billings per capita. Midvale, the eighth largest city, ranks 4<sup>th</sup> in officers per 1,000 citizens and 3<sup>rd</sup> in jail billings per capita.

	Population	Billing	Jail Billing per Capita	Officers per 1,000 Citizens
South Salt Lake	22,038	792,155	\$ 35.94	2.90
Salt Lake City	181,743	3,064,316	\$ 16.86	2.18
Midvale	27,029	448,954	\$ 16.61	1.59
West Jordan	68,336	459,269	\$ 6.72	1.07
West Valley	108,896	722,455	\$ 6.63	1.46
Murray	34,024	217,982	\$ 6.41	1.85
Taylorsville**	57,439	315,313	\$ 5.49	0.57
Sandy	88,418	468,188	\$ 5.30	1.29
South Jordan	29,437	121,911	\$ 4.14	0.95
Unincorporated*	225,726	550,135	\$ 2.44	1.11
Draper**	25,220	42,037	\$ 1.67	0.75
Riverton**	25,011	30,603	\$ 1.22	0.42
Bluffdale**	4,700	1,719	\$ 0.37	0.28

\* Holladay and Herriman are included in the unincorporated billings, but not their crimes or officers.

\*\*These cities contract with the Sheriff for law enforcement.

**Table 12.** *Indicates municipality’s population, billed amount for 2000, billings per capita, and officers per 1,000 citizens.*

Logic would follow that Salt Lake County’s larger cities would have higher jail billings and more officers per 1,000 citizens than the County’s smaller cities. However, of the five largest cities in Salt Lake County (1) Salt Lake City, (2) West Valley, (3) Sandy, (4) West Jordan, and (5) Taylorsville, only three rank in the top five in jail billings per capita.

Two of the smallest cities, South Salt Lake and Midvale are 1<sup>st</sup> and 3<sup>rd</sup> in jail billings per capita. Specifically, South Salt Lake, the 11<sup>th</sup> largest city, has a per capita jail bill (\$35.94) that more than doubles that of Salt Lake City (\$16.86), the largest city in Salt Lake County. Midvale, the 8<sup>th</sup> largest city, has per capita jail billings of \$16.61, only \$0.27 less than that of Salt Lake.

The preceding information would indicate that South Salt Lake and Midvale, despite being two of the smaller cities in Salt Lake County, use the jail disproportionately compared to other cities in the County.

**4.2 Municipalities do not pay their jail bills.**

Salt Lake County municipalities use County jail facilities to house their municipal ordinance violators. Each municipality is billed based on actual jail use. The jail’s fiscal coordinator ensures that all cities are accurately billed for each of their inmates. The cities receive a detailed bill indicating

***Cities within Salt Lake County refuse to pay their jail bills.***

the name of all inmates they are financially responsible for (municipal ordinance violators) and the number of days each of them stayed in the jail.

Despite such efforts, all of Salt Lake County’s cities *refuse* to pay for their use of County jail facilities.

The cities contend that they do not have to pay their jail bills because they are already paying into the County’s general fund to keep the jail operating and that payment covers the bill. The cities are not funding their own jails, although the Legislature, in the 2001 General Session, modified the authority of municipalities to specifically provide for the building and maintenance of city jails for the temporary confinement of municipal ordinance violators. However, the cities rely on the county to provide needed jail facilities. In the meantime, the cities collect and retain the fines offenders pay when found guilty in municipal courts. Table 13 below shows the court fines collected by the cities and the unincorporated Salt Lake County.

	<b>Population</b>	<b>Billing</b>	<b>Jail Billing per Capita</b>	<b>Court Fines Collected</b>
<b>South Salt Lake</b>	22,038	792,155	\$ 35.94	\$ 1,800,000
<b>Salt Lake City</b>	181,743	3,064,316	\$ 16.86	\$ 4,604,599
<b>Midvale</b>	27,029	448,954	\$ 16.61	\$ 1,392,544
<b>West Jordan</b>	68,336	459,269	\$ 6.72	\$ 1,195,221
<b>West Valley</b>	108,896	722,455	\$ 6.63	\$ 706,239
<b>Murray</b>	34,024	217,982	\$ 6.41	\$ 991,728
<b>Taylorsville**</b>	57,439	315,313	\$ 5.49	\$ 983,496
<b>Sandy</b>	88,418	468,188	\$ 5.30	\$ 1,987,235
<b>South Jordan</b>	29,437	121,911	\$ 4.14	\$ 774,254
<b>Unincorporated*</b>	209,642	550,135	\$ 2.62	\$ 1,986,257
<b>Draper**</b>	25,220	42,037	\$ 1.67	\$ 369,512
<b>Riverton**</b>	25,011	30,603	\$ 1.22	\$ 208,792
<b>Bluffdale**</b>	4,700	1,719	\$ 0.37	\$ 97,750

**WVC and SLC fines are estimated based on relative-fine collection percentage of other cities applied to 3<sup>rd</sup> District Court data.**

**\*Holladay and Herriman are included in the unincorporated billings, but not their crimes or officers.**

**\*\*These cities contract with the Sheriff for Law Enforcement**

**Table 13.** *Total court fines collected and jail billings per capita for municipalities in 2000.*

Municipalities create an inequitable situation for the County by keeping the entire amount of court fines and refusing to pay the County for incarceration costs. The cities generate revenue while avoiding the payment of incarceration costs at Salt Lake County's expense.

Uncollected municipal jail bills result in a loss of revenue to the County. Potential revenue lost due to uncollected municipal jail bills from 1997 to 2000 is \$15.3 million. See Figure 2 above. Also, the time and effort to bill municipalities is wasted by allowing municipalities to escape payment of their jail bills.

### **4.3 Salt Lake County can legally collect payment for municipal billings.**

The ability of the County to bill and collect billed amounts from the cities has been augmented by the Utah Supreme Court decision in the Utah County v. Orem City case. The court's decision affirmed Utah County's right to charge municipalities for the costs of incarcerating municipal ordinance violators in the County jail.

The Utah Supreme Court states in their opinion:

*"a city may use the county jail for incarceration of municipal ordinance offenders, but only if the board of county commissioners has given its consent. In this case, Utah County has conditioned its acceptance of city prisoners upon the payment of incarceration costs." (See Appendix F).*

By the issuance of a monthly bill for jail usage it can reasonably be assumed that the County has conditioned the acceptance of city ordinance violators on payment of those jail bills.

Federal and state entities reimburse the jail for most inmates held on their authority, so it would be a reasonable conclusion that Salt Lake County's municipalities should also reimburse the jail for housing their inmates.

### **4.4 The Sheriff's billing procedures for municipalities are both fairly and consistently applied.**

The jail's fiscal coordinator receives the prisoner release docket from Information Services daily. Their report records all inmates released on the previous day. The fiscal coordinator goes through all inmates listed on the release docket and assigns the jurisdiction responsible for each inmate. Assignment of responsibility is only made to a jurisdiction after the inmate has been released and all court documents and any other documents pertaining to the inmate's arrest have been examined (charges, warrants,

***Utah County v. Orem City buttresses Salt Lake County's argument for collecting from municipalities for their use of the jail.***



commitments). The number of charges against an inmate makes the assignment of jurisdiction difficult. Frequently, an inmate is booked into the jail with numerous charges. Only after careful examination of all charges, commitments, and other documents is jurisdictional responsibility assigned.

After the initial jurisdictions have been assigned, the release docket is set aside for two to three days to allow additional court or arrest documents to arrive, and related charges that may have been added after the initial report was run. Additional documents may change the number of days charged to the responsible jurisdiction. A second accuracy check in assigning the jurisdictions is done at this time for each inmate released on the specified day.

Two weeks after jurisdictional responsibility has been assigned, a daily jurisdiction summary report is generated. This report lists inmates by jurisdiction, dates booked and released, inmate charges, and the number of days the jurisdiction will be charged. The report is checked for inmate days that may not have been assigned. Once all days are accounted for, the jurisdiction preliminary summary report is requested. This report lists all inmates by jurisdiction, gives date booked and released, inmate charges, and number of days each jurisdiction will be charged for the month. After corrections are made, the jurisdiction final summary report is requested. A copy of the billing is sent to the Sheriff for his signature. One copy of the final report is filed in the fiscal division files. The other copy of billing information is forwarded to the Auditor's Office for processing.

The time window in which this process is completed for a given month is one month after the last day of the billing month. For instance, the July billing would be submitted to the Auditor's Office for processing during the first week in September.

The Sheriff's Office has implemented additional procedures to ensure accuracy and fairness. The procedures are as follows: (1) municipalities will only be charged if the offense committed is a class B or C misdemeanor; (2) if a municipal charge, warrant, or commitment carries the same date(s) as a State charge or document, the municipalities will not be billed for days in common; (3) if more than one municipality charge, warrant, or commitment carries the same date(s) as another municipality document, the cost of the inmate will be shared equally among the municipalities; and, (4) to ensure all jurisdictions are properly identified for billing purposes, each is assigned a code.

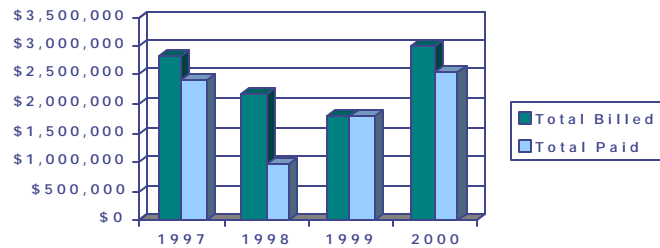
Based on the foregoing, we conclude that the jail billing process is fairly and consistently applied to all jurisdictions billed for jail use.

### 4.5 Utah State Department of Corrections does not fully reimburse the jail for housing its inmates.

*The State has paid 78% of what the County has billed them in the last four years for jail usage.*

Salt Lake County consistently subsidizes the cost of housing state inmates and has no statutory authority to recover unreimbursed costs. From 1997 to 2000 the State has been billed \$9,853,063, of which only \$7,722,113 (78%) has been paid.

State allocated funds have been consistently insufficient to cover billed amounts for jail use. Illustrated in Figure 3 below are the insufficient reimbursement amounts from 1997 to 2000.



	1997	1998	1999	2000
Amount Billed	\$2,846,217	\$2,187,290	\$1,797,198	\$3,022,358
Amount Paid	\$2,408,143	\$968,575	\$1,810,001	\$2,535,394
Amount Unpaid	\$438,074	\$1,218,716	\$(12,802)	\$486,964
Percent Paid	84.6%	44.3%	100.7%	83.9%

**Figure 3.** *The State of Utah does not fully reimburse the County for jail use.*

The County is dependent on an annual appropriation by the legislature that is allocated to all 29 counties, and historically has a low funding priority.

The State reimburses the County through State-appropriated funds based on a formula, which by statute, consists of a core rate. The core rate is determined following the County completing the State’s worksheet which indicates what the State will consider allowable and unallowable costs. The core rate is then averaged among the 29 counties. According to the State reimbursement worksheet, each of the 29 counties is assigned an individual county medical (Salt Lake County-\$12.64) and transport rate (Salt Lake County-\$0.77).

Then, the state formula allocates to each county a *not-to-exceed* amount. When jail billing invoices reach the not-to-exceed amount, the invoices continue; however, the County does not receive further reimbursement.

In addition, current state law does not allow reimbursement to the County for State inmates on electronic monitoring. Since the per-day cost of an inmate on electronic monitoring is only about \$25, rectifying this situation would be a win-win solution for both the County and the State. The County would be able to recover the costs and the costs to the State would be reduced.

On October 9, 2001, it was reported to the County Council that the Utah legislative leadership has committed to assist the County in securing its highest priority legislative initiative in the next session. The County selected “*full-jail-cost reimbursement*” as the top legislative initiative and has received some assurances by legislative leadership that assistance will be provided on this matter. The Utah Association of Counties (UAC) is also backing this initiative.

**4.6 The State does not send verification indicating the reason for payment of less than billed amounts.**

Payment of State jail bills occurs when the jail billing office sends the State an invoice to the State Corrections Office. An auditor for the Corrections Office meets with the jail billing office to examine all court documents on inmates serving probation commitments. Following examination of the documents and billable days, the State will submit a check for payment of a quarterly invoice. Payment amounts are consistently less than billed amounts. The State has never submitted an adjusted invoice justifying the insufficient payment amounts. The fiscal coordinator has requested that verification and reconciliation of the invoice be sent along with the check. The State Corrections Office has indicated to the fiscal coordinator that, as of September 1, 2001, verifications and reconciliations of jail billings will be sent.

**4.7 Options for consideration:**

Options for the County’s consideration include the following:

***4.7.1 The County may discontinue the practice of billing municipalities for jail use, and realize the related personnel savings.***

***4.7.2 The County may continue jail billings and formulate a method for billing and collecting for disproportionate use of the jail.***

***4.7.3 The County may condition acceptance of city inmates in County jail facilities on payment by the cities.***

*4.7.4 The County may pursue legal recourse against municipalities to collect for past/current jail billing amounts.*

*4.7.5 The County may lobby the State Legislature leadership for total reimbursement of incarceration costs for State inmates, including allowing for the reimbursement for State inmates placed on electronic monitoring.*

## **5.0 Health Care Issues**

The jail provides health care services to inmates under the constitutional principle of responding to “serious medical needs,” and the doctrine of “deliberate indifference” issued by the courts, meaning the jail cannot be deliberately indifferent to the serious health care needs of inmates.

Accordingly, they provide health care services through a system of on-site doctors, nurses and mental health workers, and off-site care primarily at the University of Utah Medical Center. The jail provides medications to inmates as prescribed and is equipped with 16 examination rooms, an on-site lab, x-ray table and two dentist chairs. Total health care expenditures for 2000 were \$8.8 million and are expected to reach \$10 million in 2001.

A 1984 court-ordered consent decree has driven the scope of mental health service delivery at the jail that today has a 48-bed sub-acute mental health unit and 18-bed acute unit.

On the medical side, a 25-bed acute unit, will allow for on-site care of many conditions previously requiring transport to an off-site hospital. This includes IV administration, and care for extremely high blood pressure, certain chest pains and certain complicated conditions in pregnancies. Currently, the on-site acute medical unit is not functional, but will be opened once the new medical services contract, currently being negotiated, is signed and additional lab equipment is in place.

Outside contractors provide all physician and pharmacy services, and mental health and dental care. However, all nurses are County employees. Some lab work is sent off-site and x-rays, while taken on-site, are digitally transmitted to a private company for reading. Personnel staffing levels for health care are listed in Table 14.

*Jail health care expenditures were \$8.8 million in 2000, and are projected to reach \$10 million in 2001.*

Specialty	Provider	Staff Size
Physicians	Contractor	9 (8 of these are part-time)
Nurses	County	68 full-time equivalents
Dentist	Contractor	1 part-time
Mental Health Professionals	Contractor	15.7 full-time equivalents

**Table 14.** *Nurses are County employees, but mental health professionals, the dentist and the physicians are all contracted. One of the “physicians” is an advanced nurse practitioner.*

*Jail medical care services are accredited by the NCCHC.*

Medical services are accredited by the National Commission on Correctional Health Care (NCCHC), and have been accredited by this organization for at least 10 years, with the exception of 1996. Accreditation is not required by law, but is used to advance the stature and reputation of the health services as a means to avoid inmate law suits. The NCCHC awarded the Salt Lake County Jail its “Facility of The Year” award in 2001.

Our audit, while not assessing the quality of health care, found the following relating to financial matters and delivery of care:

- **Jail health-care costs of \$13.83 per inmate day were the highest among survey respondents.**
- **A substantial number of inmates are receiving psychotropic drugs.**
- **A 1984 consent decree has driven a higher standard for mental health care, as a protective measure.**
- **Releasing mentally-ill inmates with adequate transitional medication and after-care presents an ongoing challenge.**

**5.1 Jail health-care costs of \$13.83 per inmate day were the highest among survey respondents.**

Our survey questionnaire asked jails to list “medical/dental/mental health and related security staff” costs for 1999, 2000 and budgeted costs for 2001 broken out by two categories, personnel and operations. Combining

personnel and operations created a total health-care cost figure. Seven jails responded to the requests for health-care costs, others failed to respond.

We divided health care costs by 365 (for the number of days in a year) and divided them again by the average daily incarcerated inmate population (see Appendix E), to arrive at a cost per inmate day. Table 15 below shows the results of this exercise. The “Personnel” and “Operations” columns added together equal the “Total” (health care cost) column. The last column provides the health care cost per inmate day.

Survey Results: Daily Medical Cost in \$ Per Inmate Based on Actual Costs in 2000						
	County	Major City	Personnel	Operations	Total	Cost
1	Franklin, Ohio	Columbus	126,523	2,856,983	2,983,506	4.12
2	El Paso, Texas	El Paso	1,190,336	2,229,155	3,419,491	4.32
3	Bexar, Texas	San Antonio	3,784,385	4,284,540	8,068,925	6.14
4	Pinellas, Florida	St.Petersburg	3,679,444	2,422,440	6,101,884	6.49
5	Pierce, Washington	Tacoma	2,370,996	1,463,908	3,834,904	8.34
6	Denver, Colorado	Denver			7,575,050	10.09
7	Sacramento, CA	Sacramento	7,667,944	7,615,736	15,283,680	13.25
8	Salt Lake, Utah	Salt Lake	4,746,225	4,065,540	8,811,765	13.83
	AVERAGE					8.32

**Table 15.** *Salt Lake County has the highest medical cost per inmate day. All counties do pre-booking and TB screening.*

After reviewing this data, Salt Lake County jail administration asked their contracted health care consultant and designated health authority, Phase 2 Consultants, to call each of the jails to further question them regarding the scope of their health care services with the intent of explaining the wide variance between Salt Lake County and other jails.

Phase 2 Consultants formulated its own questionnaire, included with this report as Appendix G, that among other things requests information relating to accreditation, female population, pharmaceutical costs, physician and nursing staff size, and the existence and number of beds in mental health units. During the follow-up survey, Franklin Ohio reported total medical costs of \$5.2 million to Phase 2 Consultants, almost double the amount reported in the Auditor’s survey.

***Franklin, County, Ohio nearly doubled its jail medical cost response, to \$5.2 million, in a follow-up survey.***

Phase 2 Consultants summarized their results in a matrix, included as Appendix H, listing categories used in Salt Lake’s medical expense report to arrive at the \$8.8 million with such titles as “Total Public Safety” and “In Custody Pharmacy.” They then checked off those categories that respondents stated were not in their health care budgets.

Phase 2 Consultants concluded that Salt Lake County’s per-day rate should be reduced to \$8.59 based on the checked-off, and thus excluded, cost categories. The most frequently excluded category was “public safety,” a \$1.3 million item in Salt Lake County’s jail medical expense report that was used exclusively for salaries of sworn officers guarding acute and sub-acute mental health units. Even though respondents to Phase 2’s follow up questioning stated they had not included public safety in their cost figure, the Auditor’s Office questionnaire did ask respondents to include these amounts in their medical care costs.

In adjusting to \$8.59 per inmate day, Phase 2 Consultants excluded from Salt Lake County’s medical costs those items they stated other counties were not including. For example, if Pinellas excluded public safety costs, but not psychiatric costs, and Pierce excluded psychiatric, but not public safety, then Phase 2 Consultants excluded both categories for Salt Lake County in arriving at the County’s adjusted inmate-per-day cost.

However, the Auditor’s Office took a different approach in analyzing this data. We excluded costs, on a jail by jail basis, such that Salt Lake County’s downward adjustment would be different, when compared with Pinellas, than it would be compared with Pierce, as shown in Table 16. We provide more detailed data supporting these comparisons in Appendix I.

Auditor’s Analysis of Phase 2’s follow-up Data			
Salt Lake Adjusted Cost	Compared with	Surveyed County’s Cost	% Comparison
\$10.74	Bexar, TX	\$6.14	75%
10.13	Pinellas, FL	6.49	56%
8.77	Franklin, OH	4.12	113%
11.01	Pierce, WA	8.34	32%
8.28	El Paso, TX	4.32	92%
10.86	Denver, CO	10.09	8%

**Table 16.** *When excluding cost categories from Salt Lake County that other counties purportedly did not include, Salt Lake’s medical cost per day is still, on average, 63% higher.*

In arriving at Salt Lake's "adjusted cost" we excluded the cost categories that each county purportedly did not include. For example, Phase 2 Consulting reported that Bexar's budget does not include public safety and in-custody ambulance, costs that to Salt Lake County were \$1,294,836 and \$79,571, respectively. Subtracting these amounts and other costs not included by Bexar from Salt Lake's \$8,811,765 creates an adjusted medical expense total of \$6,844,285 which when divided by 365 days and again by 1,746 incarcerated inmates adjusts the per day inmate medical rate to \$10.74, compared to Bexar's \$6.14.

Total comparability of the surveyed jails, from a medical standpoint, may never be achieved. Community standards, demographics, political climate and the overall state of medical care within a particular geographic area vary so widely as to render exact comparisons impossible. Nevertheless, no jail exists in complete isolation as totally unique unto itself. The quest for comparative data is not only enlightening but also essential as a basis on which to measure efficiency.

Continuing efforts to compare Salt Lake County with other jails nationwide can result in better efficiency and serve as a model for standard setting in jail medical operations. An ad hoc committee comprised of personnel from the jail, Auditor's Office, and Phase 2 Consulting should be formed to continue the process and refinement of bench-mark efforts already initiated. These continued efforts would lead to a better understanding of the jail medical budget and operations.

As an additional source for determining the reasonableness of the Salt Lake County Jail's medical costs, we turned to *The 2000 Corrections Yearbook* published by the Criminal Justice Institute, and found corroborating evidence to support our findings.

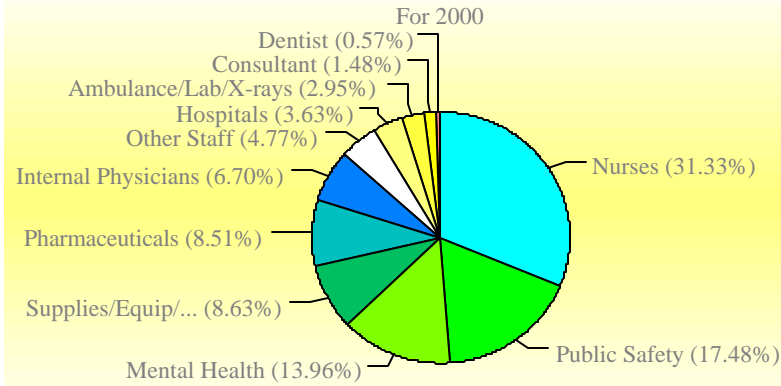
For example, in 1999, the most recent year of available data, medical costs per inmate day in Clark County (Las Vegas), Nevada were \$5.48 and in Travis (Austin), Texas they were \$6.44. However, some counties were higher than Salt Lake, like Multnomah County (Portland), Oregon at \$14.45 and Nassau County (Long Island), New York at \$18.26.

A more detailed analysis of Salt Lake County Jail health costs shows how the money is actually spent and provides policy makers a clearer picture of operations. Nurses and nursing staff form the basis of health-care delivery and are the largest single item among various health-care categories as shown in Figure 4 on the next page.

***The 2000 Corrections Yearbook corroborates medical cost survey results.***



**\$8.8 Million Health Cost Breakdown**



Nurses	\$2,760,000
Public Safety	\$1,540,000
Mental Health - contract	\$1,230,000
Supplies/Equip/Other	\$760,000
Pharmaceuticals - contract	\$750,000
Internal Physicians - contract	\$590,000
Other Staff	\$420,000
Hospitals/Physicians	\$320,000
Ambulance/Lab/X-ray	\$260,000
Consultant - contract	\$130,000
Dentist	\$50,000
<b>Total</b>	<b>\$8,810,000</b>

**Figure 4.** Personnel costs are the bulk of jail health care expenses with nursing and nursing-related staff making up nearly one-third of those costs.

*The Denver Jail has a smaller medical staff than Salt Lake but spends heavily for outside hospital care.*

A comparison with the Denver Jail provides for analysis from a jail in a neighboring state where medical staffing levels at the jail are not as high as Salt Lake's and off-site medical care, contracted with a local county hospital, is more heavily utilized. Denver has 38 nurses compared to Salt Lake's 63; they assign three nurses to their mental health unit compared to Salt Lake's 11. Physician salaries are about \$400,000, for two FTE physicians, compared to Salt Lake's \$590,000 a year physician cost.

Salt Lake County Jail medical administrators and staff favor a model where health care can be administered on-site as much as possible, rather than at off-site hospitals, believing that cost savings can be achieved. No cost

*A 24-bed acute medical unit is slated for immediate opening.*

*The National Commission on Correctional Health bestowed its Facility of the Year award for 2001 on the Salt Lake County Jail.*

studies have been performed to verify this assertion. Adding to this desire for in-house care is the sometimes unfavorable state of relations with area hospitals due to the jail's policy to not pay for inmate hospital care related to a pre-existing condition, based on advice from the County District Attorney. In fact, one local hospital will not accept inmates for treatment. Senate Bill 152, passed in the 2001 legislative session seeks to remedy this situation by requiring the county to pay hospitals at a capitated Medicaid rate.

As a result of the in-house care preference, a 24-bed acute medical unit was incorporated into the Metro jail design allowing for additional in-house care with a reduced need to send inmates to an external hospital. This yet-to-be-opened unit will increase County costs with the physician contractor from the current \$0.94 per inmate day (or \$669,045 on an annual basis, assuming an average daily jail population of 1,950) to an as-yet-to-be negotiated rate.

Salt Lake County jail medical costs are relatively high, but its health care program is a nationally-recognized, accredited, award-winning model staffed by health care workers held in high regard by their peers and County administrators for innovative, forward-thinking health-care delivery.

Especially noteworthy is the implementation in 2000 of a computerized medical records system that allows health professionals to readily retrieve the history of inmate illnesses and any procedures administered, including medications.

In addition, the jail has no significant claims against it at this time for insufficient or ill-administered care, a fact jail administration refers to when defending the level of health care spending. One jail health care worker advocates the position that "all health care is expensive and bad health care is more expensive," adding that his goal is to provide the baseline standard of care in the most efficient way possible.

The goal of this report is to encourage improved health care delivery staffing, and organizational structure at the jail, while at the same time recognizing the value of bringing costs under scrutiny as a way of creating efficiencies and cost-effective physical and mental-health care for the inmate population.

## **5.2 A substantial number of inmates are receiving psychotropic drugs.**

Psychotropic drugs are those administered for mental illnesses, including depression. We examined a 12-month period from July, 2000 through June, 2001 and found that on average 48%, or 364 of the 754 inmates on medications were on psychotropic medications. Based on this information, nearly 300 inmates on psychotropic medications would be in the general population since the acute and sub-acute mental health units only have 66 beds.

*The number on psych medications is now 15% of the inmate population, compared to 20% in June when 404 inmates were in that category.*

From a cost perspective, the percentage was the same, with 48% of all expenditures on drugs accruing to psychotropic medications. The County paid nearly \$750,000 to the contracted pharmaceutical provider in 2000. As a percentage of total jail inmates, an average of 18% were on psych medications, reaching as high as 22% in January and 20% in June of 2001.

*Since June, the mental health contractor has worked to reduce the number of inmates on psych medications to the point where it is now 15 percent of the jail population, down from 20 percent—a laudable achievement.*

Jail mental health policy is to delay administration of medication for mild psychiatric symptoms, such as sleeplessness or depression, until completion of psychotherapy sessions by a non-psychiatrist mental-health worker. Only after six such sessions will the inmate be referred to a psychiatrist who may prescribe psychotropic drugs, if considered necessary.

The jail has contracted with a national pharmaceutical provider for all medication, deliverable by UPS, including an occasional visit to the jail from a pharmacist. The provider has calculated the psych-medication cost per inmate to be \$23.71 in May 2001, and \$19.35 in June. The company also provided a comparison of psych-medication costs with 13 other jails for June 2001. Salt Lake County, at \$19.35, ranked fifth highest in the group that ranged from a low of \$1.67 per inmate to a high of \$38.88.

In prescribing anti-depressants, the jail mental-health-service provider takes into consideration whether the inmate has been receiving medication outside the jail.

### **5.3 A 1984 consent decree has driven a higher standard for mental health care, as a protective measure.**

The jail operates under a mental-health consent decree issued in 1984 that resulted from a lawsuit filed by guardians of mental health inmates. It mandates construction of a mental health unit (accomplished at the time), 24-hour-a-day mental-illness screening, segregation of the mentally ill from the general jail population, and ongoing treatment.

*The jail has met the provisions of the 1984 consent decree by separating the mentally ill from the general population and offering treatment.*

The follow-up survey of jails conducted by Phase 2 Consulting showed that the Salt Lake County Jail, with 66 mental health beds—48 in sub-acute and 18 in acute—was exceeded by at least one jail, Pinellas, Florida, with 71 beds. However, Denver reported 32 beds; Pierce, Washington reported 30 beds and El Paso, Texas reported no in-patient mental health unit at all. The County cost of the mental-health contract at the jail exceeds \$1 million annually. Unlike Salt Lake County, none of the other counties has been the subject of a consent decree directed at mental health services.

The jail mental-health contractor estimates that five percent of the jail population or about 100 inmates are seriously mentally ill. Some of these would be housed in general population since no more than 66 beds are available in the mental-health units.

The consent decree influences the cost of mental-health care because it specifies certain courses of action in providing care to the mentally ill. These additional levels of mental-health care are provided in response to the standard directed under the decree as a protective measure.

Since the jail already has a 66-bed unit and staff in place for the needs of the mentally ill, the jail could petition the court to vacate the consent decree as a way to reduce expectations of the standard of care that should be provided to the mentally ill at the jail.

#### **5.4 Releasing mentally-ill inmates with adequate transitional medication and after-care presents an ongoing challenge.**

The mental-health-care contractor estimates that 20% to 40% of seriously mentally-ill inmates are released from jail every month, 20% of whom can be accepted immediately into Valley Mental Health (Valley), and therefore receive medication, because they are Medicaid eligible. The other 80 percent have to wait until they can reapply and be accepted again into Medicaid. Incarcerated individuals become ineligible for Medicaid or SSI coverage and have to reapply once they are out of jail. Jail administration receives a \$400 bounty for each new inmate reported to Medicaid.

The issue involved is one of funding. The jail does not accept responsibility for supplying medications to those released from the jail. Valley has proposed that a transitional supply of medications be made available to released mentally-ill inmates, enough so that they would have treatment while reapplying for Medicaid benefits. However, unless a patient is currently in Valley's system, they may not see an immediate responsibility for this individual until processing and paperwork can occur.

The jail has proposed that a Social Security representative come to the jail periodically to initiate the re-application process with inmates anticipated for release, thus reducing the time it takes for reinstatement. The main obstacle has been limited resources and workload at Social Security. Nevertheless, it is a worthy solution that should continue to be pursued.

#### **5.5 Options for consideration:**

Options for the County's consideration include the following:

***5.5.1 An ad hoc committee be formed comprised of the jail, Phase 2 Consulting, the Auditor's Office, Council and Mayor's Office to annually benchmark jail health services and costs against other***

***Many seriously-mentally-ill inmates released from jail have to reapply for Medicaid, potentially creating a lapse in treatment and medications.***

*similar jails throughout the country as an aid in the budget-setting process.*

*5.5.2 Phase 2 Consulting conduct a study of nursing levels at the jail to determine if costs can be reduced and if nursing staff can be used more efficiently.*

*5.5.3 The contracted mental-health provider review the appropriateness of psychotropic medication practices at the jail and make recommendations.*

*5.5.4 The jail administrator work with the District Attorney's Office to have the 1994 court-ordered consent decree regarding mental-health delivery at the jail vacated as a way to stabilize treatment expectations, since extensive mental health delivery is already in place.*

*5.5.5 The mental-health contractor secure the services of the Social Security Administration to visit the jail to re-qualify soon-to-be-released inmates for Medicaid benefits as a way to ensure their continuance on needed medication.*

## **6.0 Jail Population Capping and Diversion**

The primary impetus for performing this audit was the concern of several County Council members with the size of, and recent increases in, the jail budget. These council members expressed an interest in exploring ways to control, and possibly reduce this budget, including the possibility of reducing the inmate population. In relation to this, we became aware of a recent update to the Utah State Code, in section 17-22-5.5, that grants the Sheriff, in conjunction with the county legislative body, the authority to establish an inmate population cap.

We asked the District Attorney's Office to provide us with their legal interpretation as to whether a cap could be imposed, and, if so, under whose authority and under what conditions.

*The District Attorney issued an opinion that a maximum operating jail capacity, or cap, could be established.*

The District Attorney's response to us stated, in part, that in accordance with Utah law, "*the Sheriff could, with the consent of the County legislative body, establish a maximum operating (jail) capacity.*" The response went on to say that this cap could be set at a level, "*that was less than the total design or construction capacity of the facility if the available staffing (based upon appropriation authorized by the county legislative body) was insufficient to staff the entire facility.*" (See District Attorney's Opinion Letter, dated November 2, 2001, at Appendix F.)

As a result, one of the audit's objectives was to determine the potential effect of setting inmate caps at various levels, from both a financial and a

community impact standpoint. In conjunction with the Sheriff's Office and the County Council, we agreed to analyze the effects of setting a 29 and 26 housing-unit cap. These caps represent a reduction of three and six housing units, respectively, from the current 32 housing-unit level.

To accomplish this analysis we performed a "what type of inmate would come out of the jail" study, based on the composition of the jail population on a particular day. We also analyzed, in conjunction with the Sheriff's fiscal section, the financial savings that could be realized by operating at the 29 and 26 unit levels. Based on the study criteria, our findings related to this analysis are:

- **At a 29 housing-unit cap, the most serious current charge of inmates that would be released from jail would consist of 13 Class C misdemeanors and 146 Class B misdemeanors.**
- **At a 26 housing-unit cap, the most serious current charge of the additional inmates that would be released would consist of 38 Class B misdemeanors, 92 Class A misdemeanors, and 49 third-degree felonies.**
- **At 29 and 26 housing units, savings of \$3.5 million and \$5.3 million, respectively, from the jail's proposed 2002 budget could be achieved.**
- **The Criminal Justice Services Division (CJS) would be primarily tasked with the responsibility of supervising the inmates that would no longer be incarcerated.**

**6.1 At a 29 housing-unit cap, the most serious current charge of inmates that would be released from the jail would consist of 13 Class C misdemeanors and 146 Class B misdemeanors.**

Our inmate study was conducted using the actual jail population on September 27, 2001. From the 1,881 inmates housed at both the Oxbow and Metro jails on that day, the following inmate categories were *excluded* from release consideration:

- Inmates held on a federal charge, including INS and military.
- Inmates on a State Adult Probation and Parole hold.
- Inmates with any type of aggravated charge.

*Inmates on domestic violence and aggravated charges, among others, were excluded from consideration for release from jail if a cap were established.*

- Inmates with any type of domestic violence charge.
- Inmates sentenced to a conditional release.
- Juveniles.

After these exclusions, 620 inmates remained eligible for release.

Based on current capacity, we calculated that a reduction of approximately 159 inmates would be necessary to allow the jail to operate at 29 housing units, while still maintaining their inmate classification standards (i.e. separation by minimum, medium, and maximum security inmates). Starting from the least serious current charge of the 620 inmates eligible for release, and working towards more serious charges, the most serious current charge of the 159 inmates to be released on that date would include 13 C misdemeanors and 146 B misdemeanors. The specific most serious current charges of those 159 inmates consist of:

- Alcohol & drug-related charges	50	(31.5%)
- Theft/burglary-related charges	29	(18.2%)
- Driving-related charges	29	(18.2%)
- Failure-to-appear charges	11	(6.9%)
- Various other charges (trespass-disorderly conduct)	40	(25.2%)

Of these 159 inmates, 81 (51%) were being held on a warrant and 47 (30%) were already sentenced as of the study date. As a result, releasing those 128 inmates would be in direct conflict with a judicial order. The Jail Commander has asserted his belief that the release authority granted under Utah Code Section 17-22-5.5 permits the release of such inmates.

**6.2 At a 26 housing-unit cap, the most serious current charge of the additional inmates that would be released would consist of 38 Class B misdemeanors, 92 Class A misdemeanors, and 49 third-degree felonies.**

Moving to a 26 housing-unit cap would require the release of approximately an additional 179 inmates. After reducing the 159 inmates necessary at a 29 housing-unit cap, and continuing from least serious current charge to more serious charges, the most serious charge of the additional 179 to be released would include 38 B misdemeanors, 92 A misdemeanors, and 49 third-degree felonies.

*A 26 housing-unit cap could result in 49 third-degree felons being released from jail.*

Specifically, the most serious current charges of the 130 A and B misdemeanants consist of:

-	Theft/burglary-related charges	34	(26%)
-	Alcohol and drug-related charges	32	(25%)
-	Forgery-related charges	19	(15%)
-	Assault/battery-related charges	14	(11%)
-	Driving-related charges	12	(9%)
-	Weapons-related charges	2	(1.5%)
-	Various other charges (criminal mischief, failure to appear)	17	(13%)

The most serious current charge of the 49 third-degree felons consists of:

-	Forgery-related charges	14	(29%)
-	Drug-related charges	14	(29%)
-	Theft/burglary-related charges	7	(14%)
-	Vehicle-related charges, including one automobile homicide	4	( 8%)
-	Assault-related charges	4	( 8%)
-	Various other charges (fail to respond to police command)	6	(12%)

It is interesting to note that, based on this day's snapshot, if the cap were set at 27 housing units, no felons would need to be released.

**6.3 At 29 and 26 housing units, savings of \$3.5 million and \$5.3 million, respectively, from the jail's proposed 2002 budget could be achieved.**

The related financial analysis shows that the jail could operate 29 housing units in 2002 at a budget of \$46,519,223, or \$3.5 million less than their proposed 2002 budget at the current 32 housing unit level, and \$1.2 million less than their 2001 adopted budget.

At 26 housing units, the 2002 jail budget would be \$44,719,223, or \$5.3 million less than their proposed 2002 budget at the current 32 housing-unit level, and \$3.0 million less than their 2001 adopted budget.



The legislative authority to set an inmate cap is separate and independent from the County's authority to set conditions on use of the jail for municipal ordinance offenders, as the District Attorney has pointed out. However, the two issues are interrelated. Potential 2001 municipal billing revenue is approximately \$7.7 million, or about \$5.7 million more than the \$2 million per year billed from 1992 to 1998, when the consent-decree- imposed population cap was in place.

On the other hand, the population-cap analysis shown above indicates that an approximately \$1.2 million reduction from the 2001 budget can be achieved by setting a cap at 29 housing units, and a \$3 million reduction can be achieved by setting a cap at 26 housing units. However, since city ordinance violations result in B and C misdemeanor charges, these caps would exclude many city ordinance violators that were excluded during the consent decree years. As a result, potential municipal revenue could be reduced to somewhere around the \$2 million consent-decree-era level, depending on the exact level of the cap.

Consequently, if the collection of municipal billings was enforced, it would be more cost effective than setting an inmate cap. For example, if an inmate cap were set at 26 housing units to save \$3 million, potential revenue of at least \$5.7 million would likely be lost.

*The jail would lose about \$5.7 million in additional revenue if it capped the inmate population and at the same time collected on billings to municipalities.*

#### **6.4 The Criminal Justice Services Division (CJS) would be primarily tasked with the responsibility of supervising the inmates that would no longer be incarcerated.**

The Sheriff/County Council "release" authority requires that associated inmates be released to a supervised or other alternative-to-incarceration program. Criminal Justice Services is the County division that is primarily responsible for conducting, sponsoring, and/or coordinating supervised alternative-to-incarceration programs. Consequently, we asked them to provide input on their ability to handle the increased supervision load associated with these housing-unit caps, the approaches they would envision taking in that regard, and an estimate of any associated costs.

Their response included a list of general recommendations which addressed, as they described it, "ways to reduce the jail population while honoring commitments to *public safety, holding offenders accountable* and at the same time seeing that they receive some modicum of *competency development.*" Their recommendations, which represent general approaches to accomplish the objectives quoted above, and are not necessarily associated with any specific level of inmate reduction, unless expressly indicated, are summarized below:

- Expand Sheriff's electronic monitoring by 150 participants, with corresponding intensive Criminal Justice Services supervision,

requiring three additional case managers and one clerical staff to supervise and track those participants (estimated annual cost: \$190,000 to \$210,000).

- Consider a jail booking policy that precludes the booking of non-violent B and C misdemeanants.
- In concert with the above booking policy, establish a pre-booking processing center, or several centers, wherein offenders that do not meet “holdable offense guidelines” would be released to alternative programs. CJS suggests that the Sheriff take the lead in development, no estimated cost was provided.
- Identify potential additional misdemeanor offenses for inclusion on the “no book release” list and corresponding reinstatement of “no book releases” for eligible, low risk, misdemeanor offenders, after review by the Criminal Justice Advisory Council (CJAC), in conjunction with the Sheriff’s Office and CJS.
- Review the jail’s use as an administrative hold unit for the courts and various jurisdictions. CJS notes that 44 (27%) of the 159 inmates identified for release in our study, at a 29 housing-unit cap, were being held by local courts on a “cash only bail” basis. This review could be conducted by CJAC.
- Avoid, in any case, a situation that could cause the reinstatement of court mandated “consent decree releases,” (CDRs).
- Develop a Sheriff’s Home Detention (with work details) Program. CJS suggests that the Sheriff take the lead in developing, no estimate provided.
- Convert the old Sheriff’s sub-station at 4500 South Main into a day-treatment center wherein clients could “warm body” report and receive case management services. CJS will develop at an estimated cost of \$435,000 to \$450,000.
- Develop an “Enhanced Substance Abuse Supervision Program” through which inmates would be screened for treatment eligibility, released under CJS supervision, and be expected to attend intensive inpatient or day-treatment substance-abuse programs. CJS and the County Substance Abuse Services will develop with estimated costs of \$500,000 to \$1,000,000, due to the need to develop additional treatment resources. CJS asserts that the high front-end costs are worthwhile because, *“the long-term effect is that these clients are less likely to re-offend and reappear before the courts nor take up bed space in the future.”*

***A Sheriff’s Home Detention Program is among several CJS recommendations for reducing jail population.***

At their November 6, 2001, Council of the Whole meeting, the County Council passed a resolution forming a committee, to be chaired by the District Attorney, to examine the specifics of setting an inmate cap. This

committee was to include representatives from all the organizations that would have a role in, input to, and/or be affected by the setting of such a cap.

## **6.5 Options for consideration:**

Options for the County's consideration include the following:

***6.5.1 Maintain 32 housing units and pursue a prospective solution to recovering some or all municipal ordinance violator incarceration costs.***

***6.5.2 Set a housing-unit cap and release inmates to alternative-to-incarceration programs, continue to book and release to maintain the cap level, and evaluate whether to pursue the reimbursement for municipal ordinance violator incarceration costs.***

***6.5.3 Establish a pre-booking "processing" center or centers, maintain 32 housing units until center(s) are functional, phase-in housing-unit cap when pre-booking center(s) are completed, operate pre-booking center(s) to maintain cap, and evaluate whether to pursue reimbursement for municipal ordinance violator incarceration costs.***

## **7.0 Rehabilitation and Population Management**

Jail population is driven by two factors: 1) *the number of inmates admitted, and 2) how long they stay*. These factors, in turn, are influenced by dynamic social issues, such as victims and defendants rights, and emphasis on community safety. Likewise, the number of inmate admissions is affected by changes in the type of inmate being booked initially into the jail, and changing arrest policies at the front end. Whereas, length of confinement is due largely to sentencing policies at the back end. To better understand the factors affecting Salt Lake County jail population and determine current practices and potential alternatives to limit or reduce future jail population, we examined and analyzed the following aspects of jail diversion and rehabilitation in Salt Lake County, to the extent records were available.

We reviewed jail diversion and rehabilitation programs conducted by the County Sheriff, other County agencies, and nonprofit agencies, at both County jail locations and in the community. We looked at the procedures of three municipal arresting agencies that book criminals into the County jails. We focused on three arresting municipalities that represent the largest percentage of total bookings, based on jail billing records: ***Salt Lake City, South Salt Lake City, and West Valley City***. Finally, we analyzed the impact of criminal justice system policies on jail population growth, including, but not limited to, judicial sentencing practices, pre-trial release programs, probation practices, and alternatives-to-jail programs.

***The goal of the criminal justice system is to divert detainees from jail and reduce jail time, while at the same time preventing premature releases.***

Overall, we found that a primary objective of the criminal justice system is to divert potential inmates from jail, or attempt to shorten custody periods, and still ensure that neither premature nor inappropriate releases occur. Justice court judges are sometimes concerned, for example, that a person booked at 6:00 p.m., on any given day, is released before the judge has a chance to review the case the next morning.

One of the key factors we found in solving jail diversion and population management issues is understanding the interdependence among all criminal justice system components in the ongoing effort to prevent repeated criminal activity, manage the growth of jail population, and maintain public safety. One thing is certain, jail diversion/rehabilitation programs have become an integral part of local criminal justice systems because of their positive effect on recidivism, and relative low cost to the County.

Rehabilitation programs conducted at jail sites are designed to prevent or reduce recidivism, the tendency for criminals to repeatedly break the law and return to jail. In communities throughout the country, various programs have been implemented or proposed to expedite, improve, and provide alternatives to incarceration. John P Dantis, Director, Bernalillo County Corrections, New Mexico, summed it up best in an article “*Judges on the Payroll: A Radical Approach to Population Management*,” published in ***The 2001 Large Jail Network Bulletin***:

*“My experience . . . tells me that jails do not work when it comes to reducing recidivism. If jails worked, then why are so many being built and expanded? Reducing recidivism is contingent on how successful we are at educating and providing employment and mental-illness and substance-abuse treatment to offenders.”*

Law enforcement agencies play a major role as the “front-end player” in the criminal justice system. Even though, normally, law enforcement officers do not determine arrest and booking policy, their interpretation and implementation of these policies can have a significant effect on the size of jail populations. The number of jail bookings, alone, is greatly affected by decisions and policy interpretation made by an arresting officer.

***Judges handed down longer sentences in the 90's due to the war on drugs and “three strikes and you're out” legislation.***

More than any other element of the criminal justice system, judges have the responsibility for making decisions that balance appropriate punishment and rehabilitation goals, while maintaining public safety. Longer jail sentencing by judges over the decade of the 90's were reflective of more stringent sentencing guidelines in reaction to the war on drugs, and the “three strikes and you're out” federal legislation. The rationale for stricter sentencing guidelines was that if chronic offenders are in jail and off the street, they are not committing another crime. Thus, public safety is preserved and policy makers rest more comfortably when the public interest is better served. There is also a misconception among some policy makers that, overall, incarceration is the least-cost alternative, and that jail population management is the least-complicated way to manage offenders.

We found that:

- Numerous jail diversion programs are offered as collaborative efforts through County agencies and community nonprofit groups.
- The County Sheriff conducts one diversion program at the County jail, the “Sheriff’s Home Electronic Detention” Program (SHED).
- There are 51 rehabilitative programs currently offered at the two County jail sites, sponsored by various religious and nonprofit organizations in the County.
- Arresting agencies are aware of the need to limit County jail population, and are generally cooperative in their booking practices, but express some frustration with the complexity and time consumed in the process.
- Agencies within the County’s criminal justice system are aware of the various post-booking rehabilitative/jail diversion programs and fully utilize them, to their existing capacity. There is a continuing need for inter-agency coordination and cooperation to effectively use these alternative-to-jail programs.
- Despite the best efforts of the County’s rehabilitative programs, our recent random sampling of jail inmates indicated that 93 % are repeat offenders.

### **7.1 Numerous jail diversion programs are offered as collaborative efforts through County agencies and community nonprofit groups.**

This section will highlight some findings on jail diversion and rehabilitation programs extracted from some of the relevant literature. We also highlight one of the County jail diversion programs. Finally, an outline of the County’s Criminal Justice Services division is developed to examine program content, operating costs, outcomes, and ongoing challenges.

These extracts from the “*Kansas Sentencing Commission Survey*,” November 1997, made the following observations about jail diversion programs:

- “*It is hard to prove credibility of intermediate sanction (go-between programs which are locally called jail diversion or incarceration alternatives) programs to policy makers and legislatures. To date there is limited evidence that intermediate sanctions have achieved their intended goals, especially in the area of correctional savings.*” (Emphasis added).
- “*Few states have consistent and well-developed (jail diversion) programs.*”
- “*(Diversion programs) cannot be viewed as a magic bullet that can solve the problem of rising (jail) costs. In addition, matching specific offenders to specific programs is important to success.*”
- “*Diversion and rehabilitation programs are promoted as less costly alternatives to jail*”.

A report by the U.S. Department of Justice, Office of Justice Programs, entitled “*A Second Look at Alleviating Jail Crowding*,” dated October 2000, stated:

*“Many jurisdictions have succeeded in curbing jail population growth and avoiding the need for larger facilities without compromising community safety by using combinations of system measures and carefully considering alternatives.”*

***The County’s only pre-booking jail diversion program is Volunteers of America.***

A key consideration in solving correctional problems is understanding the inter-dependence among all criminal justice system components in preventing crime, while still maintaining public safety. Jail diversion programs can be put into play either before or after booking and filing of formal charges. The only pre-booking jail diversion program currently in place for all law enforcement agencies in the County is a detoxification center operated by Volunteers of America (VOA), a national, nonprofit organization. VOA operates seven programs in Salt Lake County, and in three other counties in Utah.

We took an in-depth look at VOA’s 60-bed adult facility in west Salt Lake City, and a 40-bed facility in Murray used primarily by women and their dependent children, on a first-come-first-served basis. If the Murray facility is not full, single women may be admitted. The Salt Lake center serves mostly homeless and low-income men and women. Both facilities are funded under a contract with the County’s Substance Abuse Services Division.

At the Salt Lake site, there are 50 beds available for men and 10 for women. The facility also has about 20 mattresses on the floor that are available for intoxicants. The Salt Lake City police department calls the VOA nightly to determine how many beds are available. Salt Lake City is the predominant user of VOA. However, beds can be reserved for other agencies if they call to reserve space. Otherwise, if someone comes in off the street, either as a referral or voluntarily, they get any available space.

Once availability is determined, the arresting officer transports the offender to the site in handcuffs, serves a citation, and admits the intoxicant. The person remains there voluntarily until sober. The VOA center also patrols the streets each night and picks up individuals that could have been arrested, a proactive measure that reduces jail bookings. If the site is full, the arresting officer is issued a refusal number by VOA to allow booking at the County jail. VOA has admission restrictions :

- The person must be intoxicated or in withdrawal to be admitted,
- If the person has a history of disruptive behavior at the site, they cannot be re-admitted for up to 90 days,
- Comatose clients cannot be admitted, and
- If a medical problem is discovered at the time of admission, the arresting officer has to resolve the problem before the intoxicant is admitted.

The Salt Lake VOA averages 80% of capacity each day, year round. Per VOA records, arresting agencies referred 671 persons in 2000. This number of jail diversions reduces bookings by an average of 1.84 persons per day. The agency van patrol picked up another 155 potential detainees. The 671 individuals admitted from arresting agencies represents 30% of the 2,232 total VOA admissions. The typical profile of an admitted intoxicant is shown in Table 17 on the next page.

*Diversion of public intoxicants to VOA reduces jail bookings an average of 1.84 persons per day.*

Intoxicant Profile		
1. Predominantly white		68 %
2. Predominantly male		83 %
3. Ages 35-54		59 %
4. Never married		44 %
5. Unemployed		38 %
6. Homeless or independent		70 %
7. No high school education		27%
8. Arrested during prior 6 months		49 %
9. Income level is zero		77 %
10. Repeat client, 1 to 4 times prior admissions		56 %
11. Drugs of choice	-alcohol	59 %
	-cocaine	11 %
	-methamphetamine	10 %
12. First started using drugs 11-18 years old		50 %
13. 2,183 of the 2,232 admissions started using tobacco between age 11-18		98 %
14. Use drugs 2 to 3 days per week		91%

**Table 17.** *Public Intoxicant profile.*

Salt Lake County Substance Abuse Service’s records show, for fiscal 2000, a total of 675 public intoxicant admissions by arresting agencies, slightly more than the 671 reported by VOA. County records also reflect annual total expenditures of \$59,774 to house public intoxicants. This calculates to \$88.55 per individual per day ( $\$59,774/675$ ). The County General Fund contributed \$2,151 of the total \$59,774, while federal grants, State funds, medicaid reimbursements and other donations covered the balance. Thus, the County’s contribution represents 3.6% of the total funding for public intoxicants. Based on individual expenses of \$88.55 for a 24 hour period, the cost to the County would be \$3.19 to house an individual ( $\$88.55 * 3.6\%$ ). However, note that the relative low cost to the County is a result of Substance Abuse Service’s ability to obtain generous funding from outside sources.

The County jail records indicated that 549 public intoxication offenders were admitted to the jail during the year 2000. Since in the year 2000 the booking-process costs were \$91.53 per person, as determined in the “*Second Interim Evaluation Report for the Salt Lake County Sheriff’s Home Electronic Detention (SHED) Program*,” conducted by the Byrne Partnership Evaluation Team, University of Utah Social Research Institute, the total cost to the County to book and house one offender for one day was at least that much. Using this booking cost as a conservative measurement of the one-day holding cost results in an annual cost of \$50,250 for the 549 booked public intoxicants. If these same offenders were taken to VOA, at a cost to the County of \$3.19, the savings for the year would have been \$48,499.

The major hurdle to expanding programs like Volunteers of America is overcoming community resistance through zoning restrictions. It took five



years to obtain zoning approval for VOA's women's facility in Murray. Communities resist permitting such a facility in their boundaries. The current VOA sites have no room for expansion.

We contacted other organizations that offer detoxification facilities and services, such as *The Salvation Army, Catholic Community Services, The Road Home (formerly Travelers Aid Society), and the Salt Lake Rescue Mission*. The Salvation Army, which does have other substance abuse agreements with the County, indicated that they could accommodate an additional eight people, four men and four women, on a nightly basis, at a cost of \$17.50 to \$39.00 per day. There does not appear to be any impediment to the County's pursuing additional bed space with any of these agencies.

We also contacted Criminal Justice Service's Division (CJS) of the County Human Services Department, the primary County agency providing alternatives to incarceration. They achieve their goals through a balance of jail release with varying levels of supervision, offender education, substance abuse programs, and other offender accountability programs.

They accomplish these objectives through three major programs: 1) *pre-trial services*, 2) *probation services*, and 3) *court and treatment services*. Referral of offenders to these programs is normally based on the recommendations of CJS and the orders of the courts CJS serves. Each of these programs is reviewed in the following section of this report.

*Pre-trial services screens individuals for release from jail and supervises their release at a cost of \$2.17 per client day.*

The *pre-trial services unit* provides screeners at the metro jail 24-hours a day to release offenders to pre-trial programs after booking. They also provide staffing at offender's court appearances, provide criminal-record information to courts, and supervise offenders ordered to CJS-alternative programs. Finally, they coordinate and conduct several "in-jail" rehabilitation programs.

For the pre-trial services unit, the daily cost to service one offender on release averages an estimated \$1.40. Taking into consideration the total division budget for the year 2000, of \$5,550,555, divided by their 2,555,000 client days the cost is \$2.17 per client day. Forty percent of all eligible booked offenders are released to pre-trial services. Offenders not eligible for pre-trial release are federal detainees, judicial holds, adult probation and parole detainees on state holds, those on new judicial commitments, and those on outstanding warrants.

Eighty-six percent of all pre-trial felony releases appeared at court appointments in 2000. In the first half of 2001, 86% of misdemeanor releases completed their program requirements. In calendar year 2000, 30,938 offenders were booked into the County jails. Of that total, 98%, or 30,380, people were screened for pre-trial diversion, and 9,317 or 30% were released.

The *probation services unit* of CJS monitors, interviews, evaluates, and supervises offenders, prepares pre-sentencing reports, and makes recommendations to courts regarding offenders on probation. Some 2,100 pre-trial offenders are managed per month, or 25,200 per year.

The *court and treatment services unit* provides case management, outpatient treatment, and administrative support to three drug courts: *Felony Drug Court*, *Court Alternative Treatment (CAT) for Salt Lake City*, and *Misdemeanor Drug Court (MDC)*. In addition, the agency contracts with community-based providers who conduct other treatment programs as prescribed by the courts. *The treatment services sub-unit* is licensed by the state to provide outpatient mental-health and substance-abuse services. Fifteen separate treatment programs are coordinated through this sub-unit. One example of an outcome of these programs follows. For the 32 graduates from the CAT program in the year 2000, our research discovered that while 71% had shown multiple arrests before graduation, only 31% were subsequently arrested after graduation from CAT. Thus, the CAT program seems to have a positive effect on recidivism.

***39.2% of Drug Court participants were re-arrested within 18 months of graduation from the program, compared to 78% of those who did not participate.***

A pertinent analysis prepared by the *Utah State Commission on Criminal and Juvenile Justice*, dated August, 2001, compared graduates from the Salt Lake County Felony Drug Court with a group of similar offenders who did not participate in the program. Out of 143 graduates, only 39.2 % had a new arrest for any offense within 18 months of graduation. Whereas, the analysis of the comparison group showed that 78% had new arrests within 18 months of release. Likewise, within 18 months of graduation, only 15.4% of the drug court participants had a new arrest for a drug-related offense, while 64 % of the control group had a new arrest for a drug-related offense.

The court and treatment services unit currently has 270 participants in the Felony Drug Court program alone. The estimated daily cost is \$7.10 per participant. By comparison, private in-patient treatment for similar clients is estimated by court and treatment services to be \$300 per day per client.

A Mental Health Court has recently been instituted at the district court level. Twenty-five offenders have been selected for initial consideration. The first court date was September 10, 2001. The treatment services sub-unit has evaluated eligible participants and processing will be coordinated by a Valley Mental Health employee on contract to Criminal Justice Services.

As a final observation on this aspect of the criminal justice system, CJS pre-trial case managers estimate spending up to 30% of their time manually searching various incompatible databases for court-related information. A state-of-the-art information system capable of sharing data, on line, from a common data base, could free case managers to provide more services. For the year 2000, the division, on average, had 7000 offenders in "open" status that could have received services on an any given day. Thus, any additional time made available by more efficient information systems has significant incremental value.

## **7.2 The County Sheriff conducts one diversion program at the County jail, the “Sheriff’s Home Electronic Detention” Program (SHED).**

As stated on the County Sheriff’s Intranet site: *“Sheriff Kennard has given the ... jail a mandate to provide positive opportunities to inmates. The alternative-to-jail program, Sheriff’s Home Electronic Detention (SHED), was instituted as an effort to reduce jail populations and create opportunities for inmates. The program was instituted in 1997, and .....offers the low-risk inmate a chance to make something positive out of a jail sentence, while at the same time creating additional bed space for persons convicted of more serious crimes.”* This is the only jail diversion program operated by the Sheriff.

Participants currently wear an electronic ankle-bracelet to monitor their whereabouts. In conjunction with this audit, other types of monitoring systems have been explored, which may provide better response and be less expensive. As an example, a voice track system tracks participants with telephone based technology and a voice verification process. The system claims it can track individuals on an unlimited basis, allows for determination at any time, whether the subject is at work, or any number of predetermined places throughout the day. The key benefits are that the system is unobtrusive, needs no in home equipment, is easy to use, and is cost efficient.

Both male and female inmates are eligible for the SHED program. However, the program is restricted to “adult” inmates who are not on jail restriction by the courts or other agencies, and not currently booked for violent or sex crimes. Participants must also reside within Salt Lake County. Transient and homeless inmates are excluded because participants must have a telephone and a place of residence. Moreover, a point scale is used to determine overall eligibility, which is limited to approximately 100 persons. Currently, the number of participants fluctuates between 80 and 100 persons at any given time.

SHED program participants’ travel is restricted to work and return to home. They work for the Sheriff’s office and other County agencies for the first 10 to 12 weeks in the program, which has a positive impact on the County’s budget. For example, during the year 2000, SHED people worked at the County Fine Arts facilities and saved the agency an estimated \$50,000, according to Fine Arts management. During the current year, the work crews have primarily cut lawns at the jail, the Sheriff’s administration building, the east and west Sheriff’s patrol buildings, and two senior citizen retirement centers.

The jail produces a monthly report of program completions, failures, number employed, hours spent, and equivalent man-days, by participant. For the year 2000, 99,640 work hours were reported. At the minimum wage of \$5.15 per hour, a savings of \$513,146 is estimated to have been realized by the County.

*Repeat bookings among SHED participants dropped from an average of 10.3 in the year prior to program participation to 3.1 in the year after completion.*

During the final two weeks of each participant's program, they can look for private employment and, once employed, keep the money they earn. Participants can also earn up to 10 days good time. There are currently ten jail employees operating the program. Four officers coordinate activities, three officers operate work crews, and three provide clerical assistance.

The *University of Utah Social Research Institute* evaluated the SHED program two years in a row. The last report, prepared in early 2000, analyzed recidivism data from 1999, the year after participants left the program. Thus, the report reached back to follow-up on 1998 SHED participants. The number of repeat bookings on 1998 SHED participants dropped from **10.3**, for the year prior to entering the program, to **3.1** the year after discharge from the program. Among the 206 study participants, the average number of days spent in jail during the year before entering the program was **122**, however, the year after release the number of jail-days fell to **19**. The study concluded that the program was cost-effective. Actual SHED program costs for the study period were \$492,164. Whereas, comparable inmate housing costs were \$640,960, providing taxpayers a 30% return on the investment. The report concluded that: "*the program protects public safety, teaches responsible behaviors to inmates, rewards successful compliance, and punishes non-compliance.*"

### **7.3 There are 51 rehabilitative programs currently offered at the two County jail sites, sponsored by various religious and nonprofit organizations in the County.**

The criminal justice system is facing different challenges than existed just 15 years ago:

- Greater numbers of mentally ill persons, drug users, drunk drivers,
- Persons charged with domestic violence,
- Mandatory sentencing laws,
- Victims and prisoner-rights advocates,
- Prosecution of juveniles as adults, and
- Renewed emphasis on community safety.

All of these developments have challenged officials to develop programs to alleviate jail crowding, and make efficient use of limited jail space. However, an unanticipated outcome has been expensive over-building of jails which has left counties short of funds for operation. One of the newest and largest jails in the nation, the \$373 million, 4,100 bed, twin towers in Los Angeles County, was vacant for 16 months for lack of operating funds,

***The Jails Services Division of the Sheriff's Office lists 51 rehabilitative programs.***

and still is not operating at capacity. The relatively new Utah County jail's opening was delayed for many months for the same reason.

Various programs have likewise been initiated to reduce jail time as offenders move through the system. The Sheriff's Jails Services Division provided us with a descriptive list of 51 rehabilitative programs offered at the Metro and Oxbow jail sites, including: Employment Preparation, Anger Management, Life Choices, Alcoholics Anonymous, Language, Art, Writing, Library Services, along with Substance Abuse Education, the last of which is discussed further below. At the old Metro jail about 12 programs were offered and there were no classrooms available.

Some programs are conducted jointly. Some are regularly offered, others as time or conditions allow. Both volunteers and nonprofit organizations teach classes. Some are structured classes, others are seminar/discussion-groups. Some programs are funded under federal grants on a contractual basis through County agencies. Programs are offered to all classifications of inmates, but most are offered to "minimum" and "medium" security inmates. A total of 2,938 inmates participated in all of the programs, and 595 classes produced 435 graduates during the annual period ending June 2001.

***Year-to-date inmate telephone revenue is \$660,737, but none of it accrues to the jail's revenue account for use by the jail.***

Revenues from the Jail's Commissary Fund provided \$100,000 support for the programs for the period ending June, 2001. It is also a fairly common occurrence for revenue generated on inmate phones in county jails throughout the country to be credited to the jail "organization" in the general fund for use in funding inmate programs. In the year 2000, revenue generated from inmate telephones was \$582,009. For year-to-date 2001, revenue generated from inmate telephones is \$660,737.

The County Council would have to approve an exception to the County's long-established practice of crediting all such revenue to the County Telecommunication Internal Service Fund to enable the jail to use this revenue directly. If this practice were to be adopted the effect would be an increase in the indirect charge from the Telecommunication fund to all County organizations on a prorata basis.

***The Granite School District works with inmates to obtain their GED.***

One particularly successful program helps inmates obtain their General Equivalency Diploma (GED). Several related programs offered by Criminal Justice Services (CJS) combine with the major program sponsored by Granite School District Community Education Department. Inmates get tutorial help, and structured classes to assist in obtaining the GED. Grant monies are available to offset most of the cost of the GED exam, the County pays the remainder. Taking the classes and passing an exam earns up to 60 days of good time toward release.

We contacted the Granite School District and spoke with personnel about their program, which has been functioning since 1991. All of the people teaching in the program are certified professionals. They provided a sampling of feedback responses to a questionnaire that participants complete. These are their responses to the question:

*“Do you have any thoughts that you would be willing to share with the community?”*

- *“Need more education, a lot of us are uneducated.”*
- *“Not all prisoners are bad, give them a chance.”*
- *“Be understanding and do not judge a person by looks alone.”*
- *“Without this program, I would have just wasted my time here, instead I have actually accomplished something.”*
- *“The materials are out of date, this program needs more money, and the health book was written in 70’s when HIV was not heard of.”*
- *“Without education people have no chance to get out of the situation that brought them here in the first place.”*
- *“You’ll never know how good it made me feel to get my GED certificate.”*

Granite School District estimates that the typical 25-year-old inmate functions two to three grade levels below the grade level actually completed and that 60% are illiterate. Records show that inmates have basic skills at or below the 10<sup>th</sup> grade level. A sample for the year 2000 indicated that 291 individuals out of 536 enrolled, or 54%, were at that level. The number of enrollees has increased from 346 in 1996 to 536 in 2000, or 55%. The units of credits earned grew from 382 to 481, or 26%. For the 2001 spring quarter, 254 inmates earned some credit and 40 persons completed high school graduation requirements. Jail records show that of the 40 persons that graduated from the program by the end of 2000, 28, or 70%, have not been re-jailed as of July 2001.

We found that the philosophy under girding the correctional educational programs vary from state to state. In some states, the philosophy is that jail is a punishment and educational dollars should not be wasted on the inmates. In other states, education is used to divert prisoners and the goal is to maintain order in the jails. Others see education as a way to reduce recidivism, and to meet a basic need. The Granite School District indicates that the Utah State Legislature has taken the “basic need” view. Thus, the school district is involved in securing federal and State monies to provide the major portion of the funding.

***CATS is a substance abuse program conducted by Valley Mental Health***

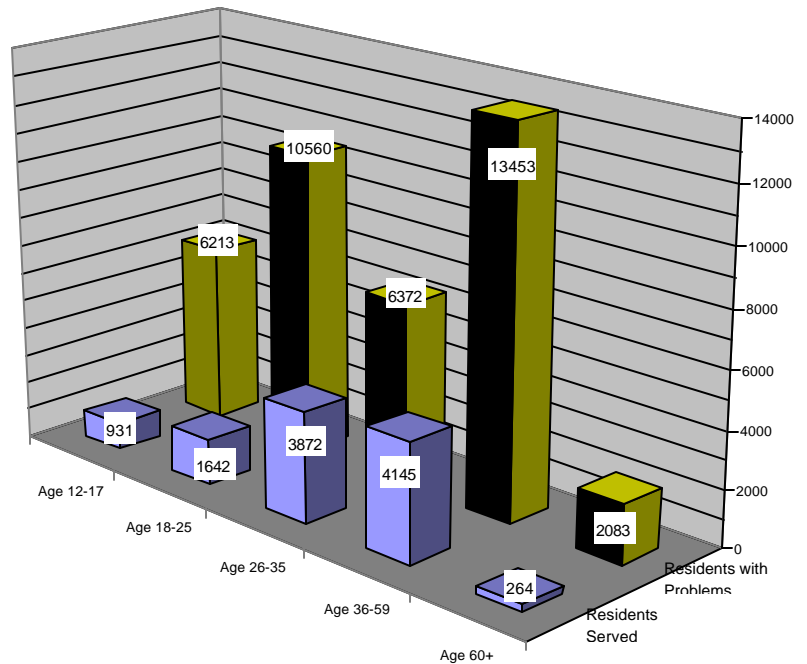
The funding for the program for the Granite School District's current budget, 2000-2002, is \$80,475. Federal grants provided \$54,500, Granite School District funded \$20,975, and the Jail Commissary contributed \$5,000. All of the salaries of the personnel involved are paid by the District. Thus, the County contribution represents 6.2% of the total annual direct funding.

The second successful program, conducted in combination with others, is directed at substance abuse. The lead program is the Correctional Addiction Treatment Service (CATS), sponsored by Salt Lake County Division of Substance Abuse. This program is funded by a federal grant and contracted to Valley Mental Health. Persons are screened at the jail for participation. Selectees then enter a six-month structured program while incarcerated. After-care covers up to another 16-week probationary period. Currently, the program enrolls only men. Inmates must have at least an 8-month sentence to be eligible.

The selected group is tested both before and after completion, and as a group they get involved in planning all activities. Valley Mental Health and County Substance Abuse are working to double the number of participants. Since its notarity has grown, judges are sentencing people to the program. This causes problems when sentenced inmates are not eligible for CATS. Correctional officers anecdotally indicate that they see a positive change in the inmate's attitude and behavior.

There is an obvious need for an effective substance abuse program, whether conducted at the jail or at another point in the criminal justice system. Substance abuse treatment appears more effective today because of well-trained staff, better technology, and the range of services provided by private, nonprofit and County agencies. Substance abuse is not limited to the jail population. The community as a whole has very real substance abuse challenges that we have outlined in more detail in Figure 5.

Figure 5  
County Residents with Severe & Extreme Abuse Problems vs. Number Served in Treatment Programs



Source: Salt Lake County Division of Substance Abuse Services

■ Residents Served  
■ Residents with Problems

Figure 5. Substance abuse in Salt Lake County.

These programs take on added significance when we consider that alcohol and/or drugs are associated with 80% of the crimes for which inmates are booked in the County jails. Consider the figures provided by County Substance Abuse (See Table 17).

Substance Abuse Does Not Occur in a Vacuum	
■ Alcohol and Drugs are Associated with!	■ 51% of Assaults
	■ 45% of rapes
	□ 80% of Child Abuse
	□ 51% of Auto Thefts
	□ 55% of Burglaries
	□ 68% of Manslaughter charges
	□ 52% of Murders

Table 17: Substance Abuse related crimes.

A study conducted by the *University of Utah Social Research Institute* in early 2000 showed that substance abuse has so powerful a hold on inmates, that, for example, 57% of those in the SHED program, who violated the rules, *did so to pursue their alcohol or drug habit.*



***Re-arrest among CATS participants was reduced by 60% over the two-year period following release.***

A two-year study of a treatment program similar to the Salt Lake County program was conducted in Montgomery County, Maryland. The study showed that recidivism was reduced by 45% and re-arrest reduced nearly 60%, two years after release. Almost 50% of the program participants continued treatment after release as compared to 6% of a comparison group, who had not received treatment while in jail. If those statistics were applied to Salt Lake County, the following would result:

Of the 43 graduates from the CATS program during the year 2000:

- If 60%, or 26 offenders, stayed out of jail for two years at a daily savings of \$61.15 (2000 fully-loaded cost), the savings on 26 inmates would be \$1,589 for one day.
- The savings would be ***\$579,985 for one year, and \$1,159,920 for two years.***

The Salt Lake County CATS program cost for the year 2000 was \$93,000 of which \$70,000 was funded from a federal grant, so the County's net cost was \$23,000. For 2000, 21 inmates completed the course, and 57% have not come back to the jail, as of July, 2001.

The Jail Services Division does not fund the programs offered at the jail by outside organizations. The division provides time and space for the classes and a library storage area for materials. The division personnel coordinate scheduling, secure homework, provide reports, keep roles, and orient new instructors. Besides these educational/rehabilitative programs, inmates work in the kitchen, act as barbers, work on cleaning and light maintenance, work in the laundry and assist with library duties.

The annual report on jail programs, prepared by the Jail Services Division, shows that most inmates were graduates of other jail programs such as:

- ***Life Skills*** - where inmates learn basic literacy and functional survival skills,
- ***Basic Employment Preparation*** - where inmates learn how to apply for work,
- ***Motivational Speaker Program*** - where values and living a balanced life are taught.

For participants in the year 2000 Life Skills Program, 92 out of 153, or 60% have not been re-jailed. Other recidivism statistics were not available.

From discussions with jail correctional officers, they indicate that the most obvious result of these programs is the improvement in the day-to-day population control within the jails. By giving inmates avenues to focus their energy, as well as mental and physical outlets, the jail is safer and more controlled.

**7.4 Arresting agencies are aware of the need to limit County jail population, and are generally cooperative in their booking practices, but express some frustration with the complexity and time consumed in the process.**

We have identified 27 arresting agencies, including local, state and federal agencies that admit people to the jails. We spotlighted three local cities for contact, to determine how they function with relation to the County jail. We interviewed patrol officers and their commanders from *South Salt Lake*, *West Valley* and *Salt Lake City*. All three city police departments have a city attorney available 24 hours to prepare charges. Each has one justice court with one full-time judge, except Salt Lake City, which operates its justice court through the Third District Court until July, 2002. Thereafter, Salt Lake City will inaugurate their own Justice Courts. South Salt Lake has only a part-time judge and operates a night court during the week. The courts review class B and C misdemeanor cases.

These cities can divert offenders from the County jail through issuance of citations, bringing defendants to a judge at night court, or recommending them to limited diversion programs. City police officials seem to be aware of the need to reduce jail bookings. If diversion programs are ordered through the justice courts, offenders are referred to city-operated or private programs.

Nonetheless, these three cities are the highest users of the County jails, based on jail-billing records. South Salt Lake attributes their use of the jail to low-income residents, many on welfare, high commercial concentration, significant drug abuse, growing immigrant population, and a location at two major interstate off-ramps, I-15 and I-80. Until recently, South Salt Lake has had private clubs that allow totally nude dancing in a no-alcohol environment. An average of four to five arrests occur per day for public intoxication in South Salt Lake.

West Valley City attributes low-income residents and immigrants frustrated with coping in a new environment as reasons for high jail use. Areas of Salt Lake City, especially around Pioneer Park, have a high concentration of transient population, shelters, and other services for the homeless which seem to be a breeding ground for jailable offenders.

A last major concern at the arresting level for each of the arresting agencies is the identifying of offenders using an alias. For example, one potential arrestee, whose record we reviewed, had 25 aliases at the time of arrest. There is a need for all the agencies to be tied to an ID system with the jail. At present most of the cities have their own systems, which are limited and not tied into the jail system. The jail has a much larger information base, and a tie in would provide the officer in the field with a resource for identifying offenders. Jail officials have offered to provide this service, for

*South Salt Lake attributes its jail use to low-income residents, significant drug abuse and location near freeway off-ramps.*

a fee, which municipal budget constraints seem to not be able to accommodate.

**7.5 Agencies within the County’s criminal justice system are aware of the various post-booking rehabilitative/jail diversion programs and fully utilize them, to their existing capacity. There is a continuing need for inter-agency coordination and cooperation to effectively use these alternative-to-jail programs.**

In Salt Lake County, the criminal trial courts are the 3<sup>rd</sup> District Court and Justice Courts. In addition, specialty courts are conducted at the district court and justice court sites, such as Domestic Violence Court, Drug Courts and Mental Health Court. The cities within the County boundaries do not have their own criminal justice services agency. Some diversion programs are available through the different courts, but for the most part cities rely on nonprofit groups. If those programs are full, or there is not one available for the particular need, then the only alternative is incarceration.

A 2001 report entitled, “*Jail Bloating: A Common But Unnecessary Cause of Jail Overcrowding*,” by Allen R. Beck, Ph.D. states:

*“The cost of delay in terms of impact on the jail is phenomenal... study after study shows that dramatic reductions in jail populations can be obtained by improving the speed of cases moving through the criminal justice system.”*

One of the most obvious answers to the problem stated by Dr. Beck is improved inter-agency coordination and cooperation. The Salt Lake County Criminal Justice Advisory Council (CJAC) was organized as a collaborative effort between a myriad of governmental organizations, nonprofit agencies, and concerned citizens, whose stated desire is “*to reduce crime within the geographical boundaries of Salt Lake County and to ensure the safety of its citizens.*”

CJAC volunteers from at least 22 agencies meet at least bi-monthly, to pursue the goals of it’s mission statement:

*“To make the Salt Lake County Criminal Justice System more efficient and cost effective by bringing together criminal justice professionals with state and local policy makers to design, implement and coordinate the system functions and responsibilities.”*

CJAC’s objective is embodied in the following statement:

*“Criminal justice is the most expensive service offered through County Government. The purpose of CJAC is to make the system*

*more efficient and effective by bringing together judges, state and local policy makers, and criminal justice professional to discuss issues and find solutions.”*

CJAC has authored a crime reduction plan and several subcommittees are in place. They continue to meet every other month. The County Mayor is the chairperson with a Justice Court Judge as assistant chair. The Director of Criminal Justice Services is acting chair.

There is a clear need for coordination among the myriad of organizations within the criminal justice system. During the process of gathering information for this audit, several agencies were questioned about recommendations for improvement. They all agreed that CJAC can play a vital role. There is an ongoing need to address the systemic problems and complaints, and provide a mechanism for reviewing and acting on suggestions for improvement at the operating level of the system.

**Questions or problems that have surfaced that could be addressed are:**

- Public intoxicants need detox facilities that have more capacity.
- Judges want more say about releases, electronic monitoring, good time, and bail.
- Offenders with aliases cause confusion and time-consuming, labor-intensive research.
- Jail personnel would like all the courts to use video arraignments to save time and costs.
- Some judges want to see offenders personally.
- Since most agencies that deal with the court-liaison section of the jail are on incompatible computer systems, they must fax everything to the courts.
- Court liaison feels like they have become a customer service help-line for questions from the courts and inmate families, thus impeding their efficiency.
- Courts complain that they cannot get information timely.
- Some judges do not follow sentencing guidelines and require “cash-only” bail, a constitutionally questionable practice.
- Night courts are needed, including on weekends, so that all booking paperwork does not have to be done in five days, and can be spread out over a seven-day week.

- Consistency is needed in paperwork that comes to the jail. Currently, each court has it's own format.

The main challenge for CJAC is the lack of authority to cause different agencies to respond. If a sub-committee comes up with a solution, it has no authority to ensure agencies will implement the idea.

**7.6 Despite the best efforts of the County’s rehabilitative programs, a random sampling of jail inmates on June 10, 2001 indicated that 93% are repeat offenders.**

*A sample of 25 female and 77 male inmates showed that 93% were repeat offenders.*

We selected a random sample of inmate booking histories, from a roster dated June 10, 2001. Our sample included 25 female and 77 male inmates. The table below shows how many times inmates had been booked prior to and after the June date. The sample was reviewed on October 9, 2001 for follow-up purposes. The table also indicates age ranges, average number of bookings, and range of bookings per individual. Records going back to 1986 show that one person had been booked 49 times, another 34 times. The person that had been booked 34 times is 34 years old. He had first been booked at age 19 for contempt of court, subsequent bookings were for: having an open alcohol container, disorderly conduct, assault, and domestic violence. The last booking was for the charge of criminal homicide with bail set at \$750,000 (see Table 18 below).

# from sampling	# booked prior to June 10 booking	# booked after June 10 booking	Repeaters	Age Range	Average number of bookings	# of bookings range
Females(25)	23 (92%)	3 (12%)	23 (92%)	21 to 50	8	1 to 29
Males (77)	69 (89%)	14 (18%)	72 (93%)	19 to 47	9.37	1 to 49
Total (102)	92 (90%)	17 (16.6%)	95 (93%)			

**Table 18.** *Random sample of repeaters incarcerated at jail on June 10, 2001.*

District Attorney, David E. Yocom, in his report: *“The Use & Abuse of the Salt Lake County Jail System 1985-1994”* stated the following:

*“A recent study done by Salt Lake County Criminal Justice Services of 74 jail inmates booked for public intoxication, showed that each arrestee had an average of 18 prior jail bookings. One individual had 71 prior bookings and another had 66. It is obvious that repeated arrests and bookings of public intoxicants is not a deterrent to their criminal conduct.” . . . . “The relationship between the number of jail*

*bookings and criminal activity in Salt Lake County has little or no connection. If Salt Lake City doubles their bookings, as they have done from 1988 to 1994, does the crime index show substantial decrease? The answer is NO. The crime index as published by the Utah Department of Public Safety shows no substantial change in crime rates between 1985 and 1994 for major users of the jail. The reason there is no correlation between the crime index and jail bookings is that jail bookings are a matter of police arrest policy, rather than a reflection of the number of serious crimes committed in the community. If a police officer has no restrictions by department policy and the jail does not have booking restrictions, bookings will increase whether the crime increases or decreases.”*

**7.7 Options for consideration:**

Options for the County’s consideration include the following:

- 7.7.1** *Provide funding for Volunteers of America to provide more space for public intoxicants.*
- 7.7.2** *Consider pursuing contracts with other agencies, such as the Salvation Army, as alternate sites for public intoxication offenders.*
- 7.7.3** *Improve coordination between Criminal Justice Services and the County jail with arresting agencies and the courts concerning untimely release of offenders.*
- 7.7.4** *Continue and enhance Criminal Justice Services drug court programs, and fund for other rehabilitation programs to deal with non-violent offenders.*
- 7.7.5** *Explore technologically sophisticated electronic monitoring devices capable of monitoring even transient individuals, whether at work, or any number of pre-determined places, in an unobtrusive, user-friendly, and cost-efficient way.*
- 7.7.6** *Provide more challenging and skill-building jobs for the inmates in the SHED program.*
- 7.7.7** *Add more inmates to the SHED program.*
- 7.7.8** *Determine whether inmate phone revenue should be credited to the jail to help fund inmate programs or if it should continue to be credited to the County Telecommunication fund.*

- 7.7.9 *Encourage, reinforce or expand, as funding permits, programs like CATS, and GED, which help control in-jail behavior, and manage jail population growth by reducing recidivism.*
- 7.7.10 *Provide better training and education for court justices regarding sentencing guidelines, and constitutionally questionable issues like “cash-only” bail.*
- 7.7.11 *Maintain statistics on recidivism, such as reports regarding pre- and post-program arrests, to provide verification of program value.*
- 7.7.12 *Make fingerprint ID systems of all arresting agencies compatible, so that persons giving aliases can be more expeditiously identified.*
- 7.7.13 *Provide focus and support for the Criminal Justice Advisory Council and appoint a representative from the County Council.*
- 7.7.14 *Establish night courts and a pre-booking processing center to divert non-violent misdemeanants, thus reducing bookings at the jail, and reducing the work load for the jail court liaison services.*

**Peer Counties selected for Jail Survey**

County Name	State	Census Population April 1, 2000	Overall County Population ranking
<i>Bexar County</i>	<i>TX</i>	<i>1,392,931</i>	<b>24</b>
<i>Clark County</i>	<i>NV</i>	<i>1,375,765</i>	<b>25</b>
<i>Sacramento County</i>	<i>CA</i>	<i>1,223,499</i>	<b>29</b>
<i>Oakland County</i>	<i>MI</i>	<i>1,194,156</i>	<b>30</b>
<i>Franklin County</i>	<i>OH</i>	<i>1,068,978</i>	<b>33</b>
<i>St. Louis County</i>	<i>MO</i>	<i>1,016,315</i>	<b>34</b>
<i>Contra Costa County</i>	<i>CA</i>	<i>948,816</i>	<b>38</b>
<i>Milwaukee County</i>	<i>WI</i>	<i>940,164</i>	<b>39</b>
<i>Westchester County</i>	<i>NY</i>	<i>923,459</i>	<b>40</b>
<i>Pinellas County</i>	<i>FL</i>	<i>921,482</i>	<b>41</b>
<i>DuPage County</i>	<i>IL</i>	<i>904,161</i>	<b>42</b>
<i>Salt Lake County</i>	<i>UT</i>	<b>898,387</b>	<b>43</b>
<i>Shelby County</i>	<i>TN</i>	<i>897,472</i>	<b>44</b>
<i>Orange County</i>	<i>FL</i>	<i>896,344</i>	<b>45</b>
<i>Bergen County</i>	<i>NJ</i>	<i>884,118</i>	<b>46</b>
<i>Montgomery County</i>	<i>MD</i>	<i>873,341</i>	<b>49</b>
<i>Marion County</i>	<i>IN</i>	<i>860,454</i>	<b>50</b>
<i>Hartford County</i>	<i>CT</i>	<i>857,183</i>	<b>51</b>
<i>Hamilton County</i>	<i>OH</i>	<i>845,303</i>	<b>52</b>
<i>Pima County</i>	<i>AZ</i>	<i>843,746</i>	<b>53</b>
<i>Travis County</i>	<i>TX</i>	<i>812,280</i>	<b>56</b>
<i>Fresno County</i>	<i>CA</i>	<i>799,407</i>	<b>58</b>
<i>Pierce County</i>	<i>WA</i>	<i>700,820</i>	<b>71</b>
<i>El Paso County</i>	<i>TX</i>	<i>679,622</i>	<b>75</b>
<i>Denver County</i>	<i>CO</i>	<i>554,636</i>	<b>101</b>
<i>Ada County</i>	<i>ID</i>	<i>300,904</i>	<b>188</b>



## Preliminary Jail Survey

1. What is the current average daily number of inmates in your jail? (Does this include any on electronic monitoring programs)
  
2. What is the composition of your county? (i.e. number of cities, population of unincorporated area, etc.)
  
3. Who is your jail operated by and how many facilities are inmates housed in?
  
4. What jurisdictions do you accept inmates from? (Verify Countywide also)
  
5. Do any cities or other jurisdictions have holding facilities and, if so, how long are inmates usually housed there? (Follow-up question: Is a court appearance required before assignment to jail?)
  
6. If you accept state inmates, are these overflow from the state prison, pre-sentencing, both, and/or other?
  
7. What year was your jail or jails built?
  
8. What is your jail supervisory mode? Direct Indirect Linear Combination Other
  
9. What is your jail facility design? New type/podular Old type/linear Other
  
10. What method of inmate classification do you use? Objective/point system Subjective Other
  
11. Are you operating under a consent decree or any other imposed inmate population limit?

## Jail Phone Survey: 100% Direct Supervision Group

	Salt Lake, UT	Bergen, NJ	Pima, AZ	Contra Costa, CA	St. Louis, MO	Milwaukee, WI
<b>Total Population</b>	898,017	884,118	803,618	933,141	1,016,315	940,164
<b>Unincorporated &amp; Contract Area</b>	338,096		320,000	304,000		
<b>Number of Facilities</b>	<i>Two</i>	<i>One</i>	<i>Two</i>	<i>Four</i>	<i>One</i>	<i>Two</i>
<b>Calculated Incarceration Rate</b>	208	68	187	211	115	394
<b>Operated By</b>	<i>Sheriff</i>	<i>Sheriff</i>	<i>Sheriff</i>	<i>Sheriff</i>	<b>Dpt of Justice Services</b>	<i>Sheriff</i>
<b>Capacity</b>	<b>2632</b>	<b>1128</b>	<b>1886</b>	<b>1461</b>	<b>1230</b>	<b>3394</b>
<b>Calculated % of Capacity</b>	<b>71%</b>	<b>53%</b>	<b>80%</b>	<b>134%</b>	<b>95%</b>	<b>109%</b>
<b>Electronic Monitoring Status</b>	<b>80</b>	<b>25-30</b>	<b>None</b>	<b>61</b>	<b>State Probation &amp; Parole</b>	<b>250</b>
<b>Average Daily Inmates</b>	<b>1870</b>	<b>600</b>	<b>1500</b>	<b>1965</b>	<b>1165</b>	<b>3700</b>
<b>Circumstances Under Which Inmates are Accepted From:</b>						
<b>County</b>	<i>All Inmates</i>	<i>All Inmates</i>	<i>All Inmates</i>	<i>All Inmates</i>	<i>All Inmates</i>	<i>All Inmates</i>
<b>State</b>	<i>Presentencing Awaiting Trial Back for Trail Parole Violators</i>	<i>Presentencing Awaiting Trial Back for Trail</i>	<i>Presentencing Awaiting Trial</i>	<i>Presentencing Awaiting Trial Parole Violators</i>	<i>All Trail Phases Awaiting Parole Violators</i>	<i>State DOC Parole Violators</i>
<b>Federal</b>	<i>Awaiting Trial, Awaiting Disposition</i>	<i>Refused to Respond</i>	<i>If Also Locally Charged, Some INS</i>	<i>Awaiting Trial, Awaiting Disposition</i>	<i>Contract w/ US Marshall for those in Trial Phase</i>	<i>U.S. Marshall</i>

Jail Phone Survey: 100% Direct Supervision Group, *Continued...*

	Salt Lake, UT	Bergen, NJ	Pima, AZ	Contra Costa, CA	St. Louis, MO	Milwaukee, WI
<b>Design</b>	Podular 100%	Podular 100%	Podular 60 % Dormitory 40%	Podular 100%	Podular 100%	Podular 29 % Dormitory 71%
<b>Consent Decree</b>	No	No	No	No	No	No
<b>Classification Method</b>	Objective Point System	Objective Point System	Subjective/ Objective Hybrid System	Objective Point System	Objective Point System	Objective Point System
<b>Use of Other Holding Facilities</b>	No	Yes <i>Most Cities Hold a Few Hrs to a Few Days</i>	No	Yes <i>Cities (4 of 26) Hold for Less Than 24 Hrs.</i>	Yes <i>Some Cities Have Them, Time Held Varies.</i>	Yes <i>Cities Hold Less Than 48 Hrs. Milwaukee Holds Longer</i>
<b>Court Appearance Before Admit</b>	No	Yes <i>Arrested Next Morning Before Entering Jail</i>	No <i>Within 24 Hrs. Video Appearance</i>	No <i>Some Cities take Directly to Court and Avoid Booking Fees</i>	No	No
<b>Year Built</b>	ADC 2000 Oxbow 1992	2000	Main 1984, Addition 1997, Mail Annex 1987	Main 1981, Minimum 1930's Medium 1990	1998	Cnty Jail 1992, H. of Corr. 1953 w/ addtn 1999 Corr. Facility 1988

# Jail Phone Survey: Direct/Indirect Combination

Appendix C, Page 3 of 12

	Clark NV	Ada, ID	Orange, FL	Bexar, TX	Hamilton, OH	Pierce, WA	Montgomery, MD	Travis, TX
<b>Total Population</b>	<b>1,375,765</b>	<b>300,904</b>	<b>896,344</b>	<b>1,392,931</b>	<b>845,203</b>	<b>700,820</b>	<b>873,341</b>	<b>812,280</b>
<b>Unincorporated &amp; Contract Area</b>	<b>1,020,340</b>							<b>300,000</b>
<b>Calculated Incarceration Rate</b>	<b>240</b>	<b>247</b>	<b>463</b>	<b>237</b>	<b>213</b>	<b>180</b>	<b>105</b>	<b>345</b>
<b>Number of Facilities</b>	<i>Two*</i>	<i>One</i>	<i>Three*</i>	<i>Two</i>	<i>Four</i>	<i>Two</i>	<i>Two</i>	<i>Three</i>
<b>Operated By</b>	<i>Sheriff</i>	<i>Sheriff</i>	<i>County</i>	<i>Sheriff</i>	<i>Sheriff</i>	<i>Sheriff</i>	<i>County DOC</i>	<i>Sheriff</i>
<b>Capacity</b>	<b>1,488</b>	<b>776</b>	<b>3,940</b>	<b>3,670</b>	<b>2465</b>	<b>1272</b>	<b>571</b>	<b>1958</b>
<b>Calculated % of Capacity</b>	<b>165%</b>	<b>96%</b>	<b>105%</b>	<b>90%</b>	<b>137%</b>	<b>99%</b>	<b>161%</b>	<b>143%</b>
<b>Electronic Monitoring Status</b>	<b>140</b>	<b>40</b>	<b>?</b>	<b>150</b>	Dept. Of Prob. Provides	<b>42</b>	<b>40</b>	Dept. Of Prob. Provides
<b>Average Daily Inmates</b>	<b>2,450</b>	<b>742</b>	<b>4,150</b>	<b>3,300</b>	<b>1,800</b>	<b>1,260</b>	<b>920</b>	<b>2800</b>
<b>Circumstances Under Which Inmates are Accepted From:</b>								
<b>County</b>	Unincorp & Contract, Misdemeanors: City Jail Until 1st Appt.	All Inmates	All Inmates	All Inmates	All Inmates	All Inmates	All Inmates	All Inmates
<b>State</b>	Presentencing Awaiting Trial	Presentencing Awaiting Trial Back for Trail	Presentencing Awaiting Trial Back for Trail	Awaiting Trial Back for Trail Parol Violators	Presentencing Awaiting Trial Awaiting Transport	Parol Violators People Charged with Felony in County Jurisdiction	Presentencing Awaiting Trial Back for Trail	Presentencing Awaiting Trial Back for Trail
<b>Federal</b>	Very Few, One Day or Less	12 Beds for Fed. Court Appt.	INS 48 hrs Until Transport	Awaiting Trial and Transport, and During Trial	Contract: 30 to 50 on Average	Very Few	Contract: US Marshall, 8 Housed Last Month	Awaiting Trial or Disposition

\*One of these facilities is being leased

# Jail Phone Survey: Direct/Indirect Combination *Continued...*

Appendix C, Page 4 of 12

	Clark NV	Ada, ID	Orange, FL	Bexar, TX	Hamilton, OH	Pierce, WA	Montgomery, MD	Travis, TX
<b>Design</b>	Podular 100%	Podular 14 % dormitory 69% Linear 17%	Podular and dormitory (Work Release)	Podular 65 % dormitory 35% Linear -	Podular 61 % dormitory 39%	Podular 85 % Linear 15%	Podular 83 % Apt. 15% Linear 2%	Podular 35 % dormitory 60% Linear 5%
<b>Consent Decree</b>	No	No	No	No	Yes	Yes	No	No
<b>Supervision</b>	Indirect 100%*	Direct 69% Indirect 31%	Direct 64% Podular** Remote 36%	Direct 60% Indirect 40%	Direct 39% Podular Remote 61%	Direct 39% Indirect 61%	Direct 32% Indirect 66% Linear 2%	Direct 25% Indirect 75%
<b>Classification Method</b>	Objective/ Point System	Objective/ Point System	Subjective Tree System	Objective/ Point System	Subjective/ Objective Hybrid	Objective/ Point System	Objective Pion System	Objective Pion System
<b>Use of Other Holding Facilities</b>	Yes <i>Own and Use One in Laughlin</i>	No	Yes <i>Some City's, Very Short Term Use</i>	Yes <i>Public Intox only.</i>	Yes <i>2 or 3 Cities, Short-term Use</i>	Yes <i>1 of 17 cities, with 30 inmate CAP</i>	No	No
<b>Court Appearance Before Admit</b>	No	No	No <i>Within 24 Hrs. Appearance by Video</i>	Yes <i>With the exception of Parole Violators</i>	No	No	No <i>Commissioner on Duty 24 Hrs</i>	No
<b>Year Built</b>	1984	Addition 1995, main: 1977, Work Release: 1992, Annex: 1998	Large Campus: 1972-78 Work Release: 1989	Main: 1988, Annex: 1994	Treatment Fac: Late 1980's, main: 1985, Warehouse: 1992	main: 1984, Annex: 1996	Detention Cntr: 1960, Expanded: '70, '80 and '90	Various buildings: 1977 to 2001

\*70% of the time like Direct Supervision \*\* Terms "indirect" and "podular remote" are synonymous.

## Jail Phone Survey: Multiple Supervision Group

	Denver, CO	Oakland, MI	Sacramento, CA	Fresno, CA
<b>Total Population</b>	<b>554,636</b>	<b>1,083,592</b>	<b>1,223,499</b>	<b>799,407</b>
<b>Unincorporated &amp; Contract Area</b>			<b>800,000</b>	<b>est. 300,000</b>
<b>Calculated Incarceration Rate</b>	<b>379</b>	<b>161</b>	<b>286</b>	<b>303</b>
<b>Number of Facilities</b>	<i>Two</i>	<i>Seven</i>	<i>Three</i>	<i>Four</i>
<b>Operated By</b>	<i>Mgr. Of Safety</i>	<i>Sheriff</i>	<i>Sheriff</i>	<i>Sheriff</i>
<b>Capacity</b>	<b>1,350</b>	<b>1,850</b>	<b>4,732</b>	<b>2,348</b>
<b>Calculated % of Capacity</b>	<b>156%</b>	<b>95%</b>	<b>74%</b>	<b>103%</b>
<b>Electronic Monitoring</b>	<b>Very Few</b>	Community Corrections and Probation	Some in Work Release	<b>25</b>
<b>Average Daily Inmates</b>	<b>2,100</b>	<b>1,750</b>	<b>3,500</b>	<b>2,425</b>
<b>Circumstances Under Which Inmates are Accepted From:</b>				
<b>County</b>	All Inmates <i>(and Courtesy Holds for Other Counties)</i>	All Inmates	All Inmates	All Inmates
<b>State</b>	Presentencing Awaiting Trial Back for Trail	Hold for short periods, trial, writs, to testify	Presentencing Awaiting Trial  Parole Violators	<i>(All Inmates are Considered State in California)</i>  Parole Violators
<b>Federal</b>	Contract: US Marshall, According to Availability	None	Contract: US Marshall, INS, Parole Violators	Some, Awaiting Trial and Transfer

## Jail Phone Survey: Multiple Supervision Group *Continued...*

	Denver, CO	Oakland, MI	Sacramento, CA	Fresno, CA
<b>Design</b>	Podular 26% Dormitory 52% Linear 22%	Podular 73% Dormitory - Linear 27%	Podular 83% Circular 9% Linear 8%	Podular 53% Dormitory 18% Linear 29%
<b>Consent Decree</b>	<b>No</b>	<b>No</b>	<b>No</b>	<b>Yes</b>
<b>Supervision</b>	Direct 74% Indirect 12% Remote - Linear 14%	Direct 68% Indirect 5% Remote - Linear 27%	Direct (Mod) 16% Indirect 66% Remote - Linear 8% <i>Hybrid Direct 9%</i>	Direct 9% Hybrid Direct/ Indirect 62% Linear 29%
<b>Classification Method</b>	<b>Objective Point System</b>	<b>Objective w/ Decision Tree</b>	<b>Subjective/ Objective Hybrid</b>	<b>Objective Point System</b>
<b>Use of Other Holding Facilities</b>	<b>Yes</b> <i>Own and Use Their Own</i>	<b>Yes</b> <i>33% cities have, hold for 24 to 48 hrs</i>	<b>Yes</b> <i>Some of the 6 Cities</i>	<b>Yes</b> <i>Some Cities Up to 48 Hrs</i>
<b>Court Appearance Before Admit</b>	<b>Yes</b> <i>Appearance Required Between Holding and Jail</i>	<b>Yes/No</b> <i>Felons, Assaults: No Non-Assaults: Yes</i>	<b>No</b>	<b>No</b> <i>Pre-arraignment for Convenience. Some Cities Have Their Own Courts.</i>
<b>Year Built</b>	<b>Jail 1954,</b> <b>Additions 1982,</b> <b>Holding 1978</b>	<b>1973,1980,1989,</b> <b>1990, 1997</b>	<b>Main 1989,</b> <b>Other Converted 1950's</b>	<b>S. Annex 1930's,</b> <b>Remodeled Sat 1986,</b> <b>Main 1989,</b> <b>N. Annex 1992</b>

## Jail Phone Survey: Linear/Direct or Indirect Supervision

	West Chester, NY	Pinellas, FL	Hartford CT	El Paso, TX	Marion, IN	DuPage, IL
<b>Total Population</b>	<b>923,459</b>	<b>878,499</b>	<b>857,183</b>	<b>679,622</b>	<b>860,454</b>	<b>904,161</b>
<b>Unincorporated &amp; Contract Area</b>		<b>377,870</b>		<b>est. 180,000</b>	<b>438,000</b>	<b>111,388</b>
<b>Calculated Incarceration Rate</b>	<b>135</b>	<b>324</b>	<b>105</b>	<b>294</b>	<b>291</b>	<b>80</b>
<b>Number of Facilities</b>	<i>One</i>	<i>One</i>	<i>One</i>	<i>Two</i>	<i>Four</i>	<i>One</i>
<b>Operated By</b>	<i>County DOC</i>	<i>Sheriff</i>	<i>State</i>	<i>Sheriff</i>	<i>Sheriff</i>	<i>Sheriff</i>
<b>Capacity</b>	<b>1,400</b>	<b>3,183</b>	<b>1,006</b>	<b>2464</b>	<b>2457</b>	<b>852</b>
<b>Calculated % of Capacity</b>	<b>89%</b>	<b>90%</b>	<b>89%</b>	<b>81%</b>	<b>102%</b>	<b>85%</b>
<b>Electronic Monitoring Status</b>	Dept of Probation	<b>None</b>	<b>None</b>	<b>None</b>	Dept. of Comm. Corr. Provides	<b>None</b>
<b>Average Daily Inmates</b>	<b>1,250</b>	<b>2,850</b>	<b>897</b>	<b>2,000</b>	<b>2,500</b>	<b>725</b>
<b>Circumstances Under Which Inmates are Accepted From:</b>						
<b>County</b>	All Inmates and Some for Other Counties w/ Warrant	All Inmates	All Inmates	All Inmates	All Inmates	All Inmates
<b>State</b>	Presentencing Awaiting Trial Parole Violators	Presentencing Back for Trail	Presentencing Awaiting Trial Back for Trail	Presentencing Awaiting Trial Back for Trail	Presentencing Awaiting Trial	Presentencing Awaiting Trial Back for Trail
<b>Federal</b>	Awaiting Trial, Awaiting Disposition, Currently 80 Inmates	US Marshall (5 to 10/Month)	Inmates in the Process of Going to Court	Pre-trial During trial Pre-transfer Currently 800	Fed Charges, Arrested in County, For Court Appearance.	Hold on Commitment Paper, Hold Over Flow if They Have Room.



## Jail Phone Survey: Linear/Direct or Indirect Supervision, *Continued...*

	West Chester, NY	Pinellas, FL	Hartford, CT	El Paso, TX	Marion, IN	DuPage, IL
<b>Design</b>	Podular 36% Dormitory 19% Linear 45%	Podular 12% Linear 88%	Podular ?% Linear ?% (%s Not Available)	Podular 57.5% Linear 42.5%	Podular 47 % Dormitory 10% Linear 43%	Podular 65 % Linear 35%
<b>Consent Decree</b>	<b>No</b>	<b>No</b>	<i>Refused to Answer</i>	<b>No</b>	<b>Yes,</b> <i>(Only Central Receiving)</i>	<b>Yes,</b> <i>No Double Bunking</i>
<b>Supervision</b>	Direct 55% Indirect - Remote - Linear 45%	Direct (Mod) 12% Indirect - Remote - Linear 88%	Direct (Mod) ?% Indirect - Remote - Linear ?%	Direct - Indirect 57.5% Remote - Linear 42.5%	Direct - Indirect 57% Remote - Linear 43%	Direct - Indirect 65% Remote - Linear 35%
<b>Classification Method</b>	<b>Subjective</b>	<b>Objective Point System</b>	<b>Objective Point System</b>	<b>Objective Point System</b>	<b>Objective Point System</b>	<b>Subjective</b>
<b>Use of Other Holding Facilities</b>	<b>Yes</b> <i>One of 43 Cities Holds Overnight or Few Hrs</i>	<b>Yes</b> <i>Never Housed Over Night</i>	<b>Yes</b> <i>All Police Departments Have Holding Facilities</i>	<b>No</b>	<b>Yes</b> <i>Own and Use Their Own</i>	<b>Yes,</b> <i>2 of 35 Cities Has Small Jail, Others Have Rooms etc.</i>
<b>Court Appearance Before Admit</b>	<b>Yes</b> <i>Person is available to Appear Before 24 Hrs.</i>	<b>No</b>	<b>No</b>	<b>No</b> <i>No, Court Appearance "Soon"</i>	<b>Yes</b> <i>Yes, 24 Hour Bail Commissioner.</i>	<b>Yes</b> <i>Except for some Felons, 2 a Day Bond Courts</i>
<b>Year Built</b>	Penitentiary 1917, Additions 1990, Core 1933, Addition 1992, Womens 1965, Additions 1980	Late 1970s With Several Additions	?	Down Town 1983, Annex 1997	Main 1950, Addition 1980, 2nd Jail, 1997	Main 1984, Addition 1995,

# Jail Phone Survey: 100% Linear Supervision

	<b>Franklin, OH</b>
<b>Total Population</b>	<b>1,068,978</b>
<b>Unincorporated &amp; Contract Area</b>	
<b>Calculated Incarceration Rate</b>	<b>199</b>
<b>Number of Facilities</b>	<i>Two</i>
<b>Operated By</b>	<i>Sheriff</i>
<b>Capacity</b>	<b>2,331</b>
<b>Calculated % of Capacity</b>	<b>91%</b>
<b>Electronic Monitoring Status</b>	<b>None</b>
<b>Average Daily Inmates</b>	<b>2,132</b>
<b>Conditions Under Which Inmates are Accepted From:</b>	
<b>County</b>	All Inmates
<b>State</b>	Awaiting Trial Awaiting Transport During Trial
<b>Federal</b>	Contract w/ US Marshall 100 Pre-trial, Trial and Transit

# Jail Phone Survey: 100% Linear Supervision, *Continued...*

	<b>Franklin, OH</b>
<b>Design</b>	<b>Linear      100%</b>
<b>Consent Decree</b>	<b>No</b>
<b>Supervision</b>	Linear      100%
<b>Classification Method</b>	<b>Other- Several Types of Criteria</b>
<b>Use of Other Holding Facilities</b>	<b>Yes</b> <i>10 that hold up to 8 hrs</i>
<b>Court Appearance Before Admit</b>	<b>No</b> <i>Arraignment is at 1st available date after booking</i>
<b>Year Built</b>	<b>Main            1971, Remodel        1988, 2 Nort Wing    1985, So. Wing        1991,</b>

# Jail Phone Survey: Privately Operated Facility

	<b>Tulsa, OK</b>
<b>Total Population</b>	<b>563,299</b>
<b>Unincorporated &amp; Contract Area</b>	
<b>Average Daily Inmates</b>	<b>1,235</b>
<b>Calculated Incarceration Rate</b>	<b>219</b>
<b>Capacity</b>	<b>1,714</b>
<b>Calculated % of Capacity</b>	<b>72%</b>
<b>Electronic Monitoring Status</b>	<b>None</b>
<b>Number of Facilities</b>	<i>One</i>
<b>Operated By</b>	<i>Corrections Corporation of America</i>
<b>Conditions Under Which Inmates are Accepted From:</b>	
<b>County</b>	All Inmates
<b>State</b>	Awaiting Trial Awaiting Transport During Trial Parole Violators
<b>Federal</b>	Contract w/ US Marshall. 100 Pre-trial, Trial and Transit Inmates

## Jail Phone Survey: Privately Operated Facility *Continued...*

	<b>Tulsa, OK</b>
<b>Design</b>	<b>Podular 100%</b>
<b>Consent Decree</b>	<b>Yes</b> Old one still exists, under consideration for removal
<b>Supervision</b>	<b>Direct 100%</b>
<b>Classification Method</b>	<b>Objective Point System</b>
<b>Use of Other Holding Facility</b>	<b>Yes</b> Some of the 8-9 cities have 2-3 cells.
<b>Court Appearance Before Admit</b>	<b>No</b> Within 24 to 48 hours. Have video court 7 days/week and traffic court 5 days/week at the jail.
<b>Year Built</b>	<b>1999</b>

**Survey of Jail Operations,  
Funding, and Alternative Programs**  
(Requested by the Salt Lake County Sheriff's & Auditor's Office)

Name of Institution: \_\_\_\_\_ Location: \_\_\_\_\_, \_\_\_\_\_.  
City State

1. What are your 2001 *budgeted* and 2000 & 1999 *actual* jail expenditures by personnel, operations, and capital? Please also breakout the amounts attributed to medical, dental, mental health and inmate meals.

<u>Breakout of jail expenditures</u>	<u>FY 2001 Budgeted</u>	<u>FY 2000 Actual</u>	<u>FY 1999 Actual</u>
Personnel, <b>excluding med/dent/mental health and security staff</b>	_____	_____	_____
Med/dent/mental health and related security staff	_____	_____	_____
Operations, <b>excluding med/dent/mental health and security</b>	_____	_____	_____
Med/dent/mental health and related security	_____	_____	_____
Inmate meal cost	_____	_____	_____
Capital expenditures	_____	_____	_____
Debt service costs	_____	_____	_____

2. Do you consider the amounts reported in response to question #1 representative of the full cost of operating the jail?

Yes     No - the full cost of operating the jail would also include (e.g. indirect cost allocation, etc):

<u>Description</u>	<u>FY 2001 Budgeted</u>	<u>FY 2000 Actual</u>	<u>FY 1999 Actual</u>
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

**Survey of Jail Operations,  
Funding, and Alternative Programs**  
(Requested by the Salt Lake County Sheriff's & Auditor's Office)

3. What are your 2001 *budgeted*, 2000, and 1999 *actual* jail related *non-tax revenue* amounts by type (e.g. state reimbursements & federal grants, private grants, etc)?

<u>Description</u>	<u>FY 2001 Budgeted</u>	<u>FY 2000 Actual</u>	<u>FY 1999 Actual</u>
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

4. How many jail-related lawsuits, *broken out by reason for the suit*, have been filed against your County by inmates in the last four years?

<u>Description</u>	<u>FY 2000</u>	<u>FY 1999</u>	<u>FY 1998</u>	<u>FY 1997</u>
Assault – failure to protect	_____	_____	_____	_____
Assault – excessive force	_____	_____	_____	_____
Healthcare issues	_____	_____	_____	_____
Overcrowding	_____	_____	_____	_____
Services (religious, visiting, mail)	_____	_____	_____	_____
Other – specify _____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____

**Survey of Jail Operations,  
Funding, and Alternative Programs**  
(Requested by the Salt Lake County Sheriff's & Auditor's Office)

5. What were your total litigation related costs, broken out by judgments paid and defense costs, over the last four years?

<u>Description</u>	<u>FY 2000</u>	<u>FY 1999</u>	<u>FY 1998</u>	<u>FY 1997</u>
Judgements paid	_____	_____	_____	_____
Costs of defense	_____	_____	_____	_____
<b><i>Total costs, if detail not available</i></b>	_____	_____	_____	_____

6. a) What was your average\* daily population, *excluding non-custody programs*, for the years 2000, 1999, 1998 and **1990**, broken out as indicated below.

<u>Description</u>	<u>FY 2000</u>	<u>FY 1999</u>	<u>FY 1998</u>	<u><b>FY 1990</b></u>
Pre-trial, un-convicted	_____	_____	_____	_____
Convicted, awaiting sentencing	_____	_____	_____	_____
Convicted, sentenced	_____	_____	_____	_____
<b><i>Total Average Daily Population</i></b>	_____	_____	_____	_____

Is your average\* daily population subject to a:

- Federal consent decree
- Local building restriction
- Locally imposed CAP

If so, what level is inmate population restricted to? \_\_\_\_\_

\* If yearly average is not available, please provide the date of snapshot.



**Survey of Jail Operations,  
Funding, and Alternative Programs**  
(Requested by the Salt Lake County Sheriff's & Auditor's Office)

b) What was your average\* length of inmate stay for the years 2000, 1999 and 1998, broken out by:

<u>Description</u>	<u>FY 2000</u>	<u>FY 1999</u>	<u>FY 1998</u>
Pre-trial, un-convicted	_____	_____	_____
Convicted, awaiting sentencing	_____	_____	_____
Convicted, sentenced	_____	_____	_____
<b><i>Over-all average, if detail is not available</i></b>	_____	_____	_____

c) Please provide other information on your jail population as indicated below:

<u>Description</u>	<u>FY 2000</u>	<u>FY 1999</u>	<u>FY 1998</u>
Number of <b><i>admissions</i></b> : (based on most serious offense)			
Felonies	_____	_____	_____
Misdemeanor arrests	_____	_____	_____
Other arrests (e.g. public intoxication)	_____	_____	_____
Number of <b><i>releases</i></b> :			
Felonies	_____	_____	_____
Misdemeanor arrests	_____	_____	_____
Other arrests	_____	_____	_____

\* If a yearly average is not available, please provide the date of snapshot.

**Survey of Jail Operations,  
Funding, and Alternative Programs**  
(Requested by the Salt Lake County Sheriff's & Auditor's Office)

<u>Description</u>	<u>FY 2000</u>	<u>FY 1999</u>	<u>FY 1998</u>
Number of <i>inmate deaths</i> by:	_____	_____	_____
Homicides	_____	_____	_____
Suicides	_____	_____	_____
AIDs related	_____	_____	_____
Accidental	_____	_____	_____
Escape/Assault	_____	_____	_____
Natural causes	_____	_____	_____
Other	_____	_____	_____
Number of inmate assaults on staff:	_____	_____	_____
Number of inmate assaults on inmates	_____	_____	_____

7. a) Describe the procedure your county uses for pretrial release:

1) The jail administrator has release authority for pretrial defendants.     Yes  No

	<u>FY 2000</u>	<u>FY 1999</u>	<u>FY 1998</u>
If "Yes" how many inmates released this way ?	_____	_____	_____

**Survey of Jail Operations,  
Funding, and Alternative Programs**  
(Requested by the Salt Lake County Sheriff's & Auditor's Office)

2) A non-jail agency handles pretrial release.     Yes  No

FY 2000       FY 1999       FY 1998

If "Yes" how many inmates released this way ?      \_\_\_\_\_

b) Identify any practices that you, or others in your local criminal justice system, use to help reduce jail population.

***Pre-booking practices and programs:***

- Issue citation and release
- Transport to pre-booking processing center, or other jail diversion process for evaluation as to disposition, including:

- Release on own recognizance
- Misdemeanant Drug Court
- Felony Drug Court
- John's Program
- Hooker's Program
- Detoxification Facility (outside Jail)
- Healthy Sexual Expression Programs (Gays/Lesbians)
- Mental Illness Programs/Courts
- Other programs, specify: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

***Pre-trial, post-booking practice and programs:***

- Release on own recognizance
- Electronic monitoring
- Jail work-release program
- Weekender program
- Other programs, specify: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

**Survey of Jail Operations,  
Funding, and Alternative Programs**  
(Requested by the Salt Lake County Sheriff's & Auditor's Office)

8. What is your jail's staffing allocation broken out by *sworn officer* and *non-sworn civilian* employee, and what is your *supervisor* to *employee* ratio for the past three years?

<u>Description</u>	<u>FY 2000</u>	<u>FY 1999</u>	<u>FY 1998</u>
Number of sworn officers	_____	_____	_____
Number of non-sworn civilians	_____	_____	_____
Supervisor to employee ratio (e.g. 1/10)	_____/_____ /	_____/_____ /	_____/_____ /
Staff attrition rate *			
Sworn officers, only	_____	_____	_____
Non-sworn civilians, only	_____	_____	_____
<b><i>Over-all attrition rate, if no detail available</i></b>			

\*The percent of line staff that left the jail system during the year

9. Do city residents pay county taxes to fund some of the operations of jail?  Yes  No

If "Yes," do the cities also reimburse your county for the per diem confinement cost for certain types of inmates, such as city ordinance violators?

Yes, city residents do fund jail operations with tax dollars, and cities *do reimburse* for per diem confinement.

Yes, city residents do fund jail operations with tax dollars, but cities *do not reimburse* for per diem confinement.

**Survey of Jail Operations,  
Funding, and Alternative Programs**  
(Requested by the Salt Lake County Sheriff's & Auditor's Office)

10. What is your cost per inmate day for billing purposes?

<u>Description</u>	<u>January 1st 2001</u>	<u>January 1st 2000</u>	<u>January 1st 1999</u>
Actual cost per inmate per day	_____	_____	_____
Federal billing rate	_____	_____	_____
State billing rate	_____	_____	_____
Municipal billing rate	_____	_____	_____

11. What are the reasons for, and advantages or disadvantages of, operating more than one jail facility? (for those that have prisoners housed in more than one location)

Reasons for operating more than one facility:

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Advantages of more than one facility:

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

**Survey of Jail Operations,**  
**Funding, and Alternative Programs**  
**(Requested by the Salt Lake County Sheriff's & Auditor's Office)**

Disadvantages of multiple facility operations:

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12. What are the reasons for, and advantages or disadvantages of, a non-Sheriff entity operating the jail? (for those operated by other than a Sheriff)

Reasons for non- Sheriff's entity operating the jail:

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Advantages of non- Sheriff's entity operating the jail:

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Disadvantages of non- Sheriff's entity operating the jail:

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**Survey of Jail Operations,  
Funding, and Alternative Programs**  
(Requested by the Salt Lake County Sheriff's & Auditor's Office)

13. a) Describe the scope of medical/dental services provided in your jail? Check appropriate service listed below, and indicate whether they are performed in-house or are out-sourced:

	<u>Yes</u>	<u>No</u>	<u>In House</u>	<u>Out Source</u>
Pre-booking medical screening?	9	9	9	9
General medical evaluation after booking, including review of prior medical records?	9	9	9	9
Tuberculosis screening?	9	9	9	9
In-house clinical examinations?	9	9	9	9
ENT exams?	9	9	9	9
Rectal exams?	9	9	9	9
Dental exams and routine procedures?	9	9	9	9

- b) Who provides funding for inmate medical care performed offsite?
- 9 County Hospital Budget
  - 9 Jail Budget
  - 9 Other County Agency \_\_\_\_\_
  - 9 None

**Survey of Jail Operations,  
Funding, and Alternative Programs**  
(Requested by the Salt Lake County Sheriff's & Auditor's Office)

Yes      No  
9            9

c) Do you perform any on-site lab testing?

If so, please specify which tests are performed below:

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

d) Who provides funding for inmate medical care for pre-existing conditions?

- 9      County Hospital Budget
- 9      Jail Budget
- 9      Other County Agency \_\_\_\_\_
- 9      None

14. Do you house your inmates at any other facilities under any circumstances? 9 \_\_\_\_\_ Yes 9 \_\_\_\_\_ No

If "Yes," check the appropriate answer below:

	<u>Amount Paid</u>
9 _____ At a federal facility at a cost per inmate of	\$ _____ / inmate
9 _____ At a state facility at a cost per inmate of	\$ _____ / inmate
9 _____ At a municipal facility at a cost per inmate of	\$ _____ / inmate
9 _____ At overflow private facility	\$ _____ / inmate



**Survey of Jail Operations,**  
**Funding, and Alternative Programs**  
**(Requested by the Salt Lake County Sheriff's & Auditor's Office)**

15. Do you follow some type of jail standards? 9 \_\_\_\_\_ Yes 9 \_\_\_\_\_ No

If Yes," who establishes and are they mandatory or do you follow them voluntarily?

Jail standards established by :

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Compliance is: 9 \_\_\_\_\_ Mandatory 9 \_\_\_\_\_ Voluntary

## Summary of Written Jail Surveys (as of 11/15/01)

Survey Questions:	<i>Population - Unincorporated &amp; Contract Area</i>	<i>Total County Population</i>	<i>FY2001 Budget</i>	<i>Indicated Increase to Bring to Full-Cost</i>	<i>Calculated Fully-loaded Operational Cost</i>	<i>Current Avg. Daily # of Inmates (Includes Electronic Monitoring)</i>	<i>Corresponding Calculated Cost per Inmate Day</i>	<i>FY2001 Budgeted Non- tax Revenue</i>
<b>County</b>								
<i>100% Direct Supervision</i>								
Salt Lake, UT	338,096	898,017	\$ 47,748,501	\$ 1,200,000	\$ 48,948,501	1,936	\$ 69.27	\$ 5,555,093
Pima, AZ	320,000	803,618	\$ 25,224,990	-	\$ 25,224,990	1,500	\$ 46.07	*
Contra Costa, CA	304,000	933,141	\$ 29,179,616	\$ 2,071,062	\$ 31,250,678	2,026	\$ 42.26	\$ 675,838
St. Louis, MO		1,016,315	\$ 24,015,550	\$ 5,185,666	\$ 29,201,216	1,165	\$ 68.67	\$ 9,032,131
Tulsa, OK	-	563,299	-	-	-	1,235	-	-
<i>Direct/Indirect Comb. Supervision</i>								
Clark, NV	1,020,340	1,375,765	\$ 73,968,713	0	\$ 73,968,713	2,590	\$ 78.24	\$ 1,775,694
Ada, ID	-	300,904	-	-	-	782	-	-
Bexar, TX	-	1,392,931	\$ 38,967,195	\$ 9,018,277	\$ 47,985,472	3,450	\$ 38.11	0
Hamilton, OH <sup>c</sup>	-	845,203	\$ 22,466,527	-	\$ 22,466,527	1,800	\$ 34.20	0
Pierce, WA	-	700,820	\$ 31,198,283	0	\$ 31,198,283	1,302	\$ 65.65	\$ 379,620
Travis, TX	300,000	812,280	\$ 36,847,019	0	\$ 36,847,019	2,800	\$ 36.05	\$ 392,000
<i>Multiple Supervision</i>								
Denver, CO	-	554,636	\$ 64,927,224	0	\$ 64,927,224	2,100	\$ 84.71	\$ 2,120,000
Sacramento, CA	800,000	1,223,499	\$ 77,874,988	\$ 12,519,962	\$ 90,394,950	3,500 (1,800 in Work Rel.)	\$ 70.76	\$ 13,311,321
Fresno, CA	est. 300,000	799,407	\$ 30,686,054	\$ 5,074,005	\$ 35,760,059	2,450	\$ 39.99	\$ 8,850,776
<i>Linear/Direct or Indirect Supervision</i>								
Pinellas, FL	377,870	878,499	\$ 67,609,585	\$ 3,242,909	\$ 70,852,494	2,850	\$ 68.11	\$ 2,689,648
El Paso, TX	est. 180,000	679,622	\$ 31,880,668	0	\$ 31,880,668	2,000	\$ 43.67	\$ 14,390,819
<i>100% Linear Supervision</i>								
Franklin, OH	-	1,068,978	\$ 36,469,995	0	\$ 36,469,995	2,132	\$ 46.87	\$ 10,336,500

## Summary of Written Jail Surveys (as of 11/15/01)

County	Calculated Fully-loaded Cost Less Non-tax Revenue	Corresponding Calculated Cost per Inmate Day	FY2000 Actual Expenditures	Indicated Increase to Bring to Full-Cost	Calculated Fully-loaded Operational Cost	Year 2000 Avg. Daily # of Inmates (Includes Electronic Monitoring)	Corresponding Calculated Cost per Inmate Day	FY2000 Actual Non-tax Revenue
<b>100% Direct Supervision</b>								
Salt Lake, UT	\$ 43,393,408	\$ 61.41	\$ 39,976,606	\$ 1,000,000	\$ 40,976,606	1,836	\$ 61.15	\$ 4,204,671
Pima, AZ	-	-	\$ 23,453,678	-	\$ 23,453,678	1,330	\$ 48.31	*
Contra Costa, CA	\$ 30,574,840	\$ 41.35	\$ 28,626,590	\$ 2,433,707	\$ 31,060,297	1,683	\$ 50.56	\$ 1,005,107
St. Louis, MO	\$ 20,169,085	\$ 47.43	\$ 22,144,081	\$ 5,185,666	\$ 27,329,747	1,165	\$ 64.27	\$ 8,554,248
Tulsa, OK	-	-	-	-	-	1,157	-	-
<b>Direct/Indirect Comb. Supervision</b>								
Clark, NV	\$ 72,193,019	\$ 76.37	\$ 65,365,156	0	\$ 65,365,156	2,409	\$ 74.34	Not available
Ada, ID	-	-	-	-	-	664	-	-
Bexar, TX	\$ 47,985,472	\$ 38.11	\$ 38,352,478	\$ 8,068,925	\$ 46,421,403	3,752	\$ 33.90	0
Hamilton, OH <sup>c</sup>	\$ 22,466,527	\$ 34.20	\$ 20,266,214	0	\$ 20,266,214	1,848	\$ 30.05	\$ 905,321
Pierce, WA	\$ 30,818,663	\$ 64.85	\$ 30,459,370	0	\$ 30,459,370	1,302	\$ 64.09	\$ 35,061
Travis, TX	\$ 36,455,019	\$ 35.67	-	-	-	2,515	-	-
<b>Multiple Supervision</b>								
Denver, CO	\$ 62,807,224	\$ 81.94	\$ 61,388,458	\$ 2,308,503	\$ 63,696,961	2,056	\$ 84.88	\$ 2,724,274
Sacramento, CA	\$ 77,083,629	\$ 60.34	\$ 72,542,692	\$ 11,923,774	\$ 84,466,466	3,160	\$ 73.23	\$ 14,536,797
Fresno, CA	\$ 26,909,283	\$ 30.09	\$ 27,312,422	\$ 4,869,176	\$ 32,181,598	2,358	\$ 37.39	\$ 8,310,732
<b>Linear/Direct or Indirect Supervision</b>								
Pinellas, FL	\$ 68,162,846	\$ 65.53	\$ 59,183,045	\$ 1,176,010	\$ 60,359,055	2,577	\$ 64.17	\$ 1,929,600
El Paso, TX	\$ 17,489,849	\$ 23.96	\$ 30,180,111	0	\$ 30,180,111	2,167	\$ 38.16	\$ 13,583,273
<b>100% Linear Supervision</b>								
Franklin, OH	\$ 26,133,495	\$ 33.58	\$ 32,030,642	0	\$ 32,030,642	1,985	\$ 44.21	\$ 10,981,684

## Summary of Written Jail Surveys (as of 11/15/01)

County	Calculated Year 2000 Fully-loaded Cost Less Non-tax Revenue	Corresponding Calculated Cost per Inmate Day	Jail Related Lawsuits FY 1997-2000	Total Litigation Costs FY 1997-2000 (Does not Include Defense Cost)	Number of Inmate Deaths FY 1998-2000	# of Inmate Assaults on Staff FY 1998-2000	# of Inmate Assaults on Inmates FY 1998-2000	Year 2000 Sworn Staffing Allocations	Year 2000 Non-Sworn Staffing Allocations	Year 2000 Total Staffing Allocations
<b>100% Direct Supervision</b>										
Salt Lake, UT	\$ 36,771,935	\$ 54.87	-	\$ 1,755,763	-	-	-	421	218	639
Pima, AZ	-	-	-	-	4**	101**	345**	376	157	533
Contra Costa, CA	\$ 30,055,190	\$ 48.93	45	\$ 1,066,434	9	170	986	267	114	381
St. Louis, MO	\$ 18,775,499	\$ 44.15	-	-	3	-	-	185	154	339
Tulsa, OK	-	-	10 (Yr. 2000 Only)	-	5**	36**	78**	0	367	367
<b>Direct/Indirect Comb. Supervision</b>										
Clark, NV	-	-	-	-	-	-	-	520	202	722
Ada, ID	-	-	-	-	0	-	-	114	62	176
Bexar, TX	\$ 46,421,403	\$ 33.90	30	-	19	112	702	951	69	1,020
Hamilton, OH <sup>c</sup>	\$ 19,360,893	\$ 28.70	-	-	-	-	-	-	-	-
Pierce, WA	\$ 30,424,309	\$ 64.02	1	-	6	-	-	280	66	346
Travis, TX	-	-	-	-	10	-	-	565	295	860
<b>Multiple Supervision</b>										
Denver, CO	\$ 60,972,687	\$ 81.25	-	-	6	-	-	715	119	834
Sacramento, CA	\$ 69,929,669	\$ 60.63	-	\$ 1,832,606	-	-	-	402	188	590
Fresno, CA	\$ 23,870,866	\$ 27.74	2	-	9	194	2,132	447	348	795
<b>Linear/Direct or Indirect Supervision</b>										
Pinellas, FL	\$ 58,429,455	\$ 62.12	28	-	7	79	815	814	392	1,206
El Paso, TX	\$ 16,596,838	\$ 20.98	-	-	4	43	941	588	47	635
<b>100% Linear Supervision</b>										
Franklin, OH	\$ 21,048,958	\$ 29.05	-	-	9	-	-	370	54	424

## Summary of Written Jail Surveys (as of 11/15/01)

County	Calculated Sworn % of Total	Calculated Avg. Daily Inmate to Employee Ratio	YR2000 Supervisor to Employee Ratio	Year 2000 Staff Attrition Rate	Notes:
<i>100% Direct Supervision</i>					
Salt Lake, UT	66%	2.9	1/6.4	-	
Pima, AZ	71%	2.5	-	-	Personnel, Training Center, Finance, and Material Management sections were identified as serving the entire dept., could not provide breakout amount for jail
Contra Costa, CA	70%	4.4	1/10.0	7.6%	
St. Louis, MO	55%	3.4	1/7.7	5.0%	
Tulsa, OK	0%	3.2	1/6.5	68.0%	
<i>Direct/Indirect Comb. Supervision</i>					
Clark, NV	72%	3.3	1/9.0	7.1%	
Ada, ID	65%	3.8	1/11.0	22.5%	
Bexar, TX	93%	3.7	1/14.0	12.5%	Medical costs are in the Hospital District budget, they also indicated that full-cost would include support costs such as Business Office, Personnel, Training, but did not provide corresponding amounts
Hamilton, OH <sup>c</sup>	-	-	-	-	
Pierce, WA	81%	3.8	-	6.0%	
Travis, TX	66%	2.9	1/10.5	8.7%	
<i>Multiple Supervision</i>					
Denver, CO	86%	2.5	1/7.5	12.2%	
Sacramento, CA	68%	5.4	1/8.4	-	
Fresno, CA	56%	3.0	1/13.0	-	
<i>Linear/Direct or Indirect Supervision</i>					
Pinellas, FL	67%	2.1	1/6.0	5.0%	
El Paso, TX	93%	3.4	-	25.5%	
<i>100% Linear Supervision</i>					
Franklin, OH	87%	4.7	1/8.6	14.6%	

## Summary of Written Jail Surveys (as of 11/15/01)

<i>Counties Surveyed that Did not Respond or Responses were not usable</i>	Total County Population	Explanation
<b>Bergen, NJ</b>	884,118	Did not respond
<b>Milwaukee, WI</b>	940,164	Only 1 of 2 facilities responded, as a result, their only valid, comparable response is in the city tax area
<b>Orange, FL</b>	896,344	Did not respond
<b>Montgomery, MD</b>	873,341	Did not respond
<b>Oakland, MI</b>	1,083,592	Did not respond
<b>Westchester, NY</b>	923,459	Did not respond
<b>Hartford, CT</b>	857,183	Provided a partial response, but they are actually a State Department of Corrections facility, not usable due to non-comparability.
<b>DuPage, IL</b>	904,161	Did not respond
<b>Marion, IN</b>	860,454	Only 1 of 4 facilities responded, as a result their only valid, comparable responses are in the Multiple facility and Non-Sheriff operated areas.

- Did not respond to question.

\* Seven revenue categories were listed, but the corresponding \$ amounts were not.

\*\* 1999 & 2000 only.

c Financial information provided applies to only 1 of 2 facilities.

## Inmate Medical Costs

County	Medical (2001 Budgeted)				Medical (2000 Actual)				Comments/Differences from Salt Lake County in services provided
	Personnel	Operations	Total	Medical Cost per Inmate Day*	Personnel	Operations	Total	Medical Cost per Inmate Day*	
Ada, ID	-	-	-	-	-	-	-	-	Did not provide complete medical financial info, no service differences, no to on-site lab testing
Bexar, TX	\$4,220,991	\$ 4,797,286	\$ 9,018,277	\$ 7.49	\$ 3,784,385	\$ 4,284,540	\$ 8,068,925	\$ 6.14	All costs in the Hospital District budget, No ENT or rectal exams, 1 on-site lab test listed
Clark, NV	-	-	-	-	-	-	-	-	Did not break-out medical personnel costs, no service differences noted, 3 on-site lab tests listed
Contra Costa, CA	-	-	-	-	-	-	-	-	Did not break-out medical costs, Medical eval after booking on selected inmates only, rectal exams blank, 2 on-site lab tests listed
Denver, CO			\$ 7,800,000	\$ 10.18			\$ 7,575,050	\$ 10.09	Did not separate medical costs by personnel and operations, Medical eval after booking, ENT, and rectal exams blank, 1 on-site lab test listed
El Paso, TX	\$1,227,880	\$ 2,760,608	\$ 3,988,488	\$ 5.46	\$ 1,190,336	\$ 2,229,155	\$ 3,419,491	\$ 4.32	ENT and rectal exams blank, no to on-site lab testing
Franklin, OH	\$ 131,434	\$ 2,886,444	\$ 3,017,878	\$ 3.88	\$ 126,523	\$ 2,856,983	\$ 2,983,506	\$ 4.12	No ENT exams, 5 on-site lab tests listed
Fresno, CA	-	-	-	-	-	-	-	-	Costs in the Human Health Services budget, Mental Health costs not broken out, no differences in listed services, 1 on-site lab test listed
Hamilton, OH	-	-	-	-	-	-	-	-	Financial info provided applies to only 1 of 2 facilities, Responded only to on-site lab testing question, 3 of those listed
Pierce, WA	\$2,590,952	\$ 1,283,502	\$ 3,874,454	\$ 8.42	\$ 2,370,996	\$ 1,463,908	\$ 3,834,904	\$ 8.34	Medical eval after booking, ENT, and rectal exams blank, 1 on-site lab test listed
Pima, AZ	-	-	-	-	-	-	-	-	Personnel cost for medical not broken-out, No medical eval after booking, they perform only CLIA waived tests on-site
Pinellas, FL	\$5,474,966	\$ 3,483,583	\$ 8,958,549	\$ 8.61	\$ 3,679,444	\$ 2,422,440	\$ 6,101,884	\$ 6.49	No differences noted, provide all on-site lab testing as needed, 4 examples listed
Sacramento, CA	\$8,051,341	\$ 7,996,522	\$ 16,047,863	\$ 12.56	\$ 7,667,944	\$ 7,615,736	\$ 15,283,680	\$ 13.25	No differences noted, 5 on-site lab tests listed
Salt Lake, UT	\$6,575,218	\$ 3,416,077	\$ 9,991,295	\$ 14.64	\$ 4,746,225	\$ 4,065,540	\$ 8,811,765	\$ 13.83	2001 costs are based on actual through 9-30-2001, projected out to the full-year.
St. Louis, MO									Invalid costs response, costs are in the Department of Health budget, No service differences noted, 5 on-site lab tests listed
Travis, TX	-	-	-	-	-	-	-	-	Did not break-out medical costs, no medical eval after booking, dental exams/routine procedures, no to on-site lab testing
Tulsa, OK	-	-	-	-	-	-	-	-	Did not provide financial information, no differences in listed services, no to on-site lab testing

\* Calculated using only incarcerated inmates, (excluding any on electronic monitoring)

## Inmate Meal Costs

County	Inmate meals (2001 Budgeted)	Meal Cost per Day*	Inmate meals (2000 Actual)	Meal Cost per Day*	Notes
Ada, ID	\$ 464,624	\$ 1.72	\$ 423,753	\$ 1.86	
Bexar, TX	\$ 3,229,583	\$ 2.68	\$ 3,229,533	\$ 2.46	
Clark, NV	\$ 2,550,874	\$ 2.85	\$ 2,493,585	\$ 3.01	
Contra Costa, CA	-	-	-	-	Did not break-out
Denver, CO	\$ 2,452,145	\$ 3.20	\$ 2,228,198	\$ 2.97	
El Paso, TX	\$ 1,644,451	\$ 2.25	\$ 1,539,451	\$ 1.95	
Franklin, OH	\$ 2,242,734	\$ 2.88	\$ 2,199,973	\$ 3.04	
Fresno, CA	\$ 3,249,413	\$ 3.67	\$ 3,171,182	\$ 3.72	
Hamilton, OH	-	-	-	-	Financial info provided applies to only 1 of 2 facilities
Pierce, WA	\$ 1,336,580	\$ 2.91	\$ 1,447,468	\$ 3.15	
Pima, AZ	-	-	-	-	Did not provide break-out of personnel cost
Pinellas, FL	\$ 3,367,974	\$ 3.24	\$ 3,107,665	\$ 3.30	
Sacramento, CA	\$ 4,283,484	\$ 3.35	\$ 3,355,724	\$ 2.91	
Salt Lake, UT	-	-	\$ 1,779,973	\$ 2.79	
St. Louis, MO	\$ 1,648,682	\$ 3.88	\$ 1,696,348	\$ 3.99	
Travis, TX	-	-	-	-	Did not provide
Tulsa, OK	-	-	-	-	Did not provide financial information

\* Calculated using only incarcerated inmates (excluding any on electronic monitoring).



## Year of Construction and Debt Service Cost

County	Year of most recent jail build, addition, or expansion	Type	Debt Service Cost		
			2001	2000	1999
Ada, ID	1998	Build /Partial	-	-	-
Bergen, NJ	1999	Re-build /All	Did not respond to written survey		
Bexar, TX	1994	Build /Partial	-	-	-
Clark, NV	1984	Build	-	-	-
Contra Costa, CA	1990	Build /Partial	-	\$ 224,594	0
Denver, CO	1982	Addition	\$ 227,187	\$ 227,252	\$ 226,545
DuPage, IL	1995	Addition	Did not respond to written survey		
EIPaso, TX	1997	Build /Partial	\$ 16,463,426	\$ 17,080,667	\$ 17,068,240
Franklin, OH	1991	Build /Partial	\$ 1,507,260	\$ 1,594,585	\$ 1,647,885
Fresno, CA	1992	Build /Partial	-	-	-
Hamilton, OH	1992	Build /Partial	-	-	-
Hartford, CT		Unknown	Response to written survey not used		
Marion, IN	1997	Conversion	Written surevey received from only 1 of 4 facilities		
Milwaukee, WI	1999	Addition	Written survey received from only 1 of 2 facilites		
Montgomery, MD	1990's	Expansion	Did not respond to written survey		
Oakland, MI	1997	Build /Partial	Did not respond to written survey		
Orange, FL	1989	Build /Partial	Did not respond to written survey		
Pierce, WA	1996	Build /Partial	-	-	-
Pima, AZ	1997	Addition	-	-	-
Pinellas, FL	Several additions since late 70's		-	-	-
Sacramento, CA	1989	Build /Partial	\$ 5,528,236	\$ 4,043,336	\$ 4,083,453
Salt Lake, UT	2000	Build /Partial			
St. Louis, MO	1998	Build /All	0	0	0
Travis, TX	2001	Addition	-	-	-
Tulsa, OK	1999	Build /All	Financial information not provided		
Westchester, NY	1992	Addition	Did not respond to written survey		

## Average Length of Stay

County	Average Length of Stay			Pre-trial/ Convicted/Sentenced Detail Provided		Noteworthy post-booking release practices and programs (Different from those offered in Salt Lake County)
	2000	1999	1998	Yes	No	
Ada, ID	-	-	-	-	-	Parenting skills
Bexar, TX	23	22	20		X	Did not complete related questions
Clark, NV	11	11	18		X	Intensive Supervision (Automon)
Contra Costa, CA	-	-	-	-	-	Probation & Parole (also ROR, EM, work-release, weekender)
Denver, CO	33.86	-	-		X	Community Corrections, Graffiti Program
El Paso, TX	21,141*	39,95*	-	X		Did not provide detailed practices and programs
Franklin, OH	10,45*	10,45*	9,40*	X		None listed
Fresno, CA	21	21	23		X	None noteworthy (Elec Monitoring)
Hamilton, OH	13	13	14		X	Did not provide detailed practices and programs
Pierce, WA	16.9	12.93	16.8		X	BTC & Work Crew
Pima, AZ	15	11	-		X	Jail release for probation violators
Pinellas, FL	21	20	17		X	Family Violence Deferred Prosecution
Sacramento, CA	Provided this info for only 1 of their 2 facilities					
Salt Lake, UT	20.475	-	-		X	
St. Louis, MO	38	39	-		X	Jail Administrator has limited pre-trial release on recognizance authority, 120 Day substance abuse treatment program
Travis, TX	71	-	-		X	None noteworthy
Tulsa, OK	16.53	13.43	-		X	None noteworthy (Elec Monit, Wrk-release, Weekender)

\* El Paso and Franklin's numbers are separated into two categories: Pre-trial, Unconvicted, Convicted Sentenced

## Surveyed Counties Admissions and Pre-Booking Release Practices and Programs

County	# of Admissions (Bookings)			2000 Most Serious Crime			Pre-Booking Release Practices and Programs					
	1998	1999	2000	Misdemeanor	Felony	Other	Felony Drug Court	Detoxification Facility	Mental illness Prog./Court	DUI Diversion	Released on Own Recog.	Misdemeanor Drug Court
Ada, ID	-	-	-				-	-	-	-	-	-
Bexar, TX	-	-	-				-	-	-	-	-	-
Clark, NV	46,914	51,252	51,976				X	-	-	-	-	-
Contra Costa, CA	26,000	28,000	30,000				X	N	X	N	X	X
Denver, CO	54,196	57,287	54,196				X	X	X	X	N	N
El Paso, TX	-	14,909	16,347	39%	19%	42%	-	-	-	-	-	-
Franklin, OH	42,121	39,374	40,320	68%	30%	2%	N	N	N	N	N	N
Fresno, CA	40,320	38,999	39,071				X	N	N	N	X	N
Hamilton, OH	50,055	52,442	50,766				-	-	-	-	-	-
Pierce, WA	29,004	29,323	28,225				N	N	X	N	X	N
Pima, AZ	-	30,579	30,162				N	X	X	N	N	N
Pinellas, FL	-	43,893	44,566				N	N	N	N	N	N
Sacramento, CA	Provided this info for only 1 of their 2 facilities											
<b>Salt Lake, UT</b>	<b>30,153</b>	<b>32,002</b>	<b>30,938</b>	<b>66%</b>	<b>34%</b>	<b>0%</b>	<b>N</b>	<b>X</b>	<b>N</b>	<b>N</b>	<b>N</b>	<b>N</b>
St. Louis, MO	31,452	30,708	30,830				X	N	N	N	N	N
Travis, TX	-	-	56,582	60%	33%	7%	N	N	N	N	N	N
Tulsa, OK	-	15,781	35,278				N	X	N	N	N	N

**X** Indicates Service Provided

**N** Indicates Service Not Provided

- Indicates No Response

Note: Only Travis, Franklin, Salt Lake and El Paso provided misdemeanor/ felony/other detail.

## Surveyed Counties' Releases

County	# of Releases			2000		
	1998	1999	2000	Misde- meanor	Felony	Other
Ada, ID	-	-	-			
Bexar, TX	-	-	-			
Clark, NV	55,117	50,991	52,137			
Contra Costa, CA	20,000	22,000	24,000			
Denver, CO	-	-	-			
El Paso, TX	-	12,961	16,347	39%	21%	40%
Franklin, OH	41,498	39,288	40,282	68%	30%	2%
Fresno, CA	40,063	39,054	38,910			
Hamilton, OH	48,132	50,637	48,562			
Pierce, WA	28,945	29,176	28,213			
Pima, AZ	-	30,598	29,850			
Pinellas, FL	-	43,977	41,672			
Sacramento, CA	Provided this info for only 1 of their 2 facilities					
<b>Salt Lake, UT</b>	<b>30,079</b>	<b>31,906</b>	<b>30,516</b>	<b>66%</b>	<b>34%</b>	<b>0%</b>
St. Louis, MO	-	30,835	30,513			
Travis, TX	-	-	54,234			
Tulsa, OK	-	15,696	35,317			

*Note: Only Franklin, Salt Lake and El Paso provided misdemeanor/ felony/other detail.*

# City Tax Payments and Reimbursement Rates

County	City Residents Pay County Taxes to Fund Jail Operations		Cities also Reimburse for Some Inmates	Stated per Inmate Day Rates			
	Yes	No	Yes	Municipal Rate	State Rate	Federal Rate	Their Stated Rate
Ada, ID	X		X	Various	\$ 40.00	\$ 54.00	\$ 54.00
Bexar, TX	X		X	\$ 50.00	\$ 50.00	\$ 50.00	\$ 50.00
Clark, NV		X		-	-	-	\$ 80.41
Contra Costa, CA		X		-	\$ 59.00	-	\$ 76.79
Denver, CO		X		-	\$ 50.39	\$ 56.80	\$ 72.00
El Paso, TX	Did not Respond		Did not Respond	-	-	\$ 57.98	\$ 57.98
Franklin, OH	X		X	\$ 60.00	\$ 60.00	\$ 40.00	-
Fresno, CA	X			-	\$ 44.00	\$ 75.00	\$ 36.55
Hamilton, OH	X		Unknown/ambiguous answer	\$ 65.00	-	\$ 49.73	-
Milwaukee, WI	X		X	\$ 14.57	\$ 39.00-57.00	\$ 60.00	-
Pierce, WA	X		X	\$ 57.00	\$ 57.00	\$ 51.65	\$ 57.00
Pima, AZ	X		X	1st day \$ 70.51, \$ 51.79 thereafter	-	-	-
Pinellas, FL	X			-	-	-	-
Sacramento, CA	X			-	\$ 56.76	\$ 67.39*	-
Salt Lake, UT	X			\$ 57.62	\$ 57.36	\$ 70.78	-
St. Louis, MO	X		X	\$ 30.00	\$ 22.50	\$ 74.50	\$ 84.53
Travis, TX		X		-	-	-	\$ 44.00
Tulsa, OK	X			Stated single billing rate of \$37.88			

\* Calculated average of their two facilities

## Surveyed Counties Operating More than One Facility Reasons, Advantages and Disadvantages

### *Survey respondents with multiple facilities (to which this question applied)*

Bexar	Marion
Contra Costa	Pierce
Denver	Pima
El Paso	Pinellas
Franklin	Sacramento - Did not respond to the 'reasons' question
Fresno	St. Louis
Hamilton - Did not respond to these questions	Travis

## Reasons

<i>“Room for growth and/ or to address over-crowding”</i>	<b>6 Counties:</b> ~Pinellas, Bexar, Marion, Franklin, El Paso, Fresno
<i>“Fund smaller capital projects, less expensive campus-style buildings”</i>	<b>3 Counties:</b> ~Travis, Marion, Contra Costa,
<i>“Better accessibility over large geographic area of the County”</i>	<b>2 Counties:</b> ~Contra Costa, Pima
<i>“Building restrictions required smaller buildings”</i>	<b>2 Counties:</b> ~Contra Costa, Pima
<i>“Separate ST pre-arraigned holding from sentenced or continued cases”</i>	<b>1 County:</b> ~Denver
<i>“Separate from work release center”</i>	<b>1 County:</b> ~St. Louis
<i>“Economies of scale (I.e. food, supplies)”</i>	<b>1 County:</b> ~Pierce
<i>“Allows Supervision Technique Flexibility”</i>	<b>1 County:</b> ~Pinellas
<i>“Better accessibility to decentralized courts”</i>	<b>1 County:</b> ~Contra Costa
<i>“Allows flexibility in financial/planning issues.”</i>	<b>1 County:</b> ~Pinellas

## Advantages

*“Better separation of male, female, and other classifications”*

**6 Counties:**

~Bexar, El Paso, Marion, Contra Costa, Pima, Sacramento

*“No advantages”, even though applicable*

**4 Counties:**

~Franklin, Pierce, Travis, Denver

*“Lessens over-crowding, room for expansion”*

**3 Counties:**

~Bexar, Fresno, El Paso

*“Better ability to modernize inmate services”*

**2 Counties:**

~Contra Costa, Fresno

*“Better facilitation of inmate movement”*

**1 County:**

~Marion

*“Having work release separate lessens opportunity to introduce contraband”*

**1 County:**

~St. Louis

*“Staff available for emergencies (flood, fire, riot)”*

**1 County:**

~Pinellas

*“Less stress on officers”*

**1 County:**

~Marion

*“Smaller inmate population increases ability to control”*

**1 County:**

~Contra Costa

*“Convenience for arresting agencies”*

**1 County:**

~Pima

## Disadvantages

*“Higher transportation costs for court appearances, admissions, releases, etc. ”*

**7 Counties:**

~St. Louis, Pierce, Franklin, Denver, El Paso, Contra Costa, Pima

*“Higher staffing costs, requires more staff etc.”*

**6 Counties:**

~Pierce, Pinellas, Marion, Denver, El Paso, Contra Costa

*“Generally higher costs”*

**2 Counties:**

~Marion, Fresno

*“Duplication of work”*

**2 Counties:**

~El Paso, Fresno

## Disadvantages (Continued...)

<i>“Diverging (<b>inconsistent</b>) policies and procedures and/or operations”</i>	<b>2 Counties:</b> ~Contra Costa, Pinellas
<i>“<b>Staff intensive</b>, services must be taken to the inmate, or vice versa.”</i>	<b>1 County:</b> ~Travis
<i>“<b>Staff shortage</b>”</i>	<b>1 County:</b> ~ Bexar
<i>“Requires <b>more equipment</b>”</i>	<b>1 County:</b> ~ El Paso
<i>“Lack of available <b>parking</b>”</i>	<b>1 County:</b> ~Pinellas
<i>“Greater opportunity for <b>lawsuits</b>”</i>	<b>1 County:</b> ~Marion
<i>“<b>Communication</b> between facilities and work shifts is more difficult”</i>	<b>1 County:</b> ~Sacramento
<i>“Maintaining a spirit of <b>cooperation</b> between facilities is more difficult”</i>	<b>1 County:</b> ~Sacramento



## Surveyed Counties Non-Sheriff Entity Operating the Jail Reasons, Advantages and Disadvantages

*Survey respondents with a non-Sheriff Entity Operating the Jail (to which this question applied)*

St. Louis

Tulsa (Privately Operated)

Marion (1 of 4 facilities privately operated)

### Reasons

<i>“By charter, Sheriff is only responsible for civil cases and process serving, Dept. of Justice Services responsible for operating jail.”</i>	<b>1 County:</b> ~St. Louis
<i>“Increased accountability, financial incentives for governing authority”</i>	<b>1 County:</b> ~Tulsa
<i>“Cost-savings”</i>	<b>1 County:</b> ~Marion
<i>“Allow smaller departments to address and work with manpower issues”</i>	<b>1 County:</b> ~Marion

### Advantages

<i>“Civil service employees not working for elected official could be less subject to turnover since Sheriff could consider jail less important than other operations such as patrol”</i>	<b>1 County:</b> ~St. Louis
<i>“Provides increased program opportunities for detainees (addictions treatment, anger management, general education, vocational education)”</i>	<b>1 County:</b> ~Tulsa
<i>“Allows Sheriff to focus on local law enforcement”</i>	<b>1 County:</b> ~Tulsa
<i>“Increased resources available”</i>	<b>1 County:</b> ~Tulsa
<i>“Allows for a more objective approach to handling inmates”</i>	<b>1 County:</b> ~Marion
<i>“Cost savings”</i>	<b>1 County:</b> ~Marion
<i>“Better community relations”</i>	<b>1 County:</b> ~Marion

## Disadvantages

*“Lack of opportunity for ‘new blood’ associated with newly elected Sheriff”*

**1 County:**  
~St. Louis

*“Lack of sworn officers”*

**1 County:**  
~Tulsa

*“Lack of prior law enforcement experience”*

**1 County:**  
~Marion

*“A privately-owned jail would look at the **bottom line** for **stockholders**, not taxpayers”*

**1 County:**  
~Marion



**DISTRICT ATTORNEY**  
SALT LAKE COUNTY

**DAVID E. YOCOM**  
DISTRICT ATTORNEY



**CIVIL DIVISION**

**Karl Hendrickson**  
Division Administrator

**Mary Ellen Sloan**  
Assistant Division Administrator

September 21, 2001

Craig B. Sorensen  
Salt Lake County Auditor  
2001 South State Street.#N2200  
Salt Lake City, Utah 84190

- Re:           (1)     County Billing of Cities for Municipal Ordinance Violators Incarcerated  
                      In the County Jail (*Utah County v. Orem City*, 699 P.2d 707 (Utah 1985))
- (2)     Creation of a Special Service District for Jail Facilities (Senate Bill 241)

Dear Craig:

You have requested an opinion for use by your office in your audit and review of County Jail operations and funding. The first issue raised by you relates to the continued legal viability of the Utah Supreme Court decision in *Utah County v. Orem City*, 699 P.2d 707 (Utah 1985). This 1985 case has not been overruled or distinguished by any subsequent decision of the Utah Supreme Court. Additionally, Utah Code Ann. § 10-8-58 continues in effect with no substantive modifications. It continues to provide in § 10-8-58(4) that municipalities may use the County jail for the confinement or punishment of offenders ... with the consent of the County legislative body. As the Court noted in 1985, nothing in this language precludes charging municipalities for the costs of incarceration of municipal ordinance violators. Subsequent to the decision of the Court affirming Utah County's right to charge municipalities for the costs of incarcerating municipal ordinance violators, the Utah Legislature adopted Utah Code § 10-8-58.5 providing that a municipality may also contract with private contractors for the management, maintenance, operation and construction of city jails. Finally, in the 2001 General Session, the Legislature modified the authority of municipalities to operate city jails to specifically provide for the erection and maintenance of city jails for the temporary confinement (not to exceed 72 hours) of persons convicted of violating any city ordinances. When read in their totality these two statutory provisions allow cities to directly construct and operate post conviction correctional facilities for the temporary confinement of municipal ordinance violators and additionally authorize cities to either privately contract for jail facilities or utilize County jails upon such terms as the County legislative bodies dictate including necessary and appropriate reimbursement for the costs of incarcerating those prisoners.

The second issue raised by your letter relates to the implementation of Senate Bill 241 enacted in the 2001 General Session which allows a county of the first class to establish a special service district for "providing, operating and maintaining a jail for the confinement of municipal, state and other detainees and prisoners." Senate Bill 241 was proposed as a resolution of the jail billing issues in Salt Lake County. It authorizes the County to create a special service district for the above-listed purposes. The legislation does not require a county of the first class to establish a special district for jail services, but merely permits such a district as an alternative to existing county statutory authorization for the construction and operation of county jails and the statutory authorization for municipalities to create city jails, contract with private contractors for the construction and operation of city jails or utilize with consent of the county legislative body, county jail facilities.

A special district created by the county for the provision of Jail services would be under the operational control of the County legislative body but, under Utah law (Utah Code Ann. § 17A-2-1313), is a "separate body political and corporate and a quasi-municipal public corporation distinct from each county or municipality in which the service district is located." As with other special service districts created by the County, the County legislative body could create an administrative control board or delegate all or part of the performance of the jail services to county officers. The administrative control board, should the Council elect to appoint one, differs from other administrative control boards in that it has a specific number of members and a specific appointment process. While the legislative body retains discretion as to which management prerogatives are assigned to the administrative control board, that board, if created, is statutorily given the authority to review and approve any amounts billed to the special district as reimbursement to the County for services provided by the County.

The Jail District legislation possesses a number of features which make it difficult to implement and operate. Specifically, the Jail is to be funded from property taxes and those taxes may not be imposed without the proposition being submitted to a County-wide vote at a general or special election. Additionally, if a property tax is approved by the electorate, the amount of the tax levy is an equivalent **permanent** reduction in the County's general fund property tax capacity and an increasing annual reduction in the County's certified tax rate. As drafted it would force tax increase notices each year merely to maintain the prior years revenue. Without these annual "tax increases" the County's general fund certified tax rate would ultimately be driven to zero. The feature is unique to the Jail district legislation since the customary practice of the Legislature has not been to permanently reduce taxing capacity but merely to require offsetting tax rate decreases in the first year of implementation. Should the County implement a Jail District and at a future date require increased property tax capacity to provide other general fund services, it will be required to seek either a legislative solution or create other special districts with specialized service responsibilities.

The Jail Services District legislation also limits the district to funding Jail services from property taxes and expressly precludes the charging of fees for Jail services. Utah Code Ann. 17A-2-1320(3) provides that "a special service district which provides jail service... may not

impose any fee or charge under this section for the service it provides." This is reinforced by new language in § 17A-2-1-1322(3)(a), "a tax levied under this section shall be the sole **source of funding** for a special service district that provides jail service....." While these two provisions clearly prohibit the district from charging either the county or the cities for the costs of incarceration of county or municipal ordinance violators the language is of such breadth that it prohibits the imposition of a number of inmate charges which the County currently imposes (such as medical co-payments). It is also arguably in conflict with provisions which allow charging state and federal entities for housing prisoners committed to the County Jail. These statutory conflicts should be legislatively reconciled prior to the creation of a jail district.

As noted above, the district is a body corporate and politic separate from the County. Jail facilities constructed, purchased or operated by the district are district Jail facilities and not County jail operations. This distinction raises questions as to the degree to which the County Sheriff and County Council can exercise control over the Jail population. The authority of the Sheriff with respect to jails is set out Utah Code Ann. § 17-22-2(1)(g) as the authority to "take charge and keep the **county jail** and the Jail prisoners;...." No cross reference exists in the Special Service District Act that makes the property or jail facility of the special service district also the "county jail" of the county. While the county legislative body maintains general control over the district and can designate the Sheriff as the management and supervisory officer over the special service district's jail, it is not clear from the legislation that general powers given the Sheriff with respect to County jails or county contract jails (which are found in § § 17-22-2, 17-22-4, 17-22-5.5 and 17-22-5.5) are also applicable when the Sheriff operates the jail of a separate body corporate and politic such as a special district. In particular, it is not clear that the authority set out in § 17-22-5.5 relating to the establishment of population caps is also applicable to jails operated by a special service district. While the language is broad enough to arguably allow such control, it would be preferable to obtain legislative classification and reconciliation prior to creation of the district.

In summary, the authority of the County legislative body to impose fees for the incarceration of municipal or county ordinance violators as recognized by *Utah County vs Orem City*, id. has not been modified or restricted by either later court decisions or statutory amendments. The County legislative body continues to have authority to establish conditions for using county jail facilities for those purposes.

Second, the creation of a special service district for county-wide jail services and the effective operation of such a district is problematic given the need for legislative modifications. No funding authority exists for such a district absent its approval by the electorate at a general or special election. Should the electorate approve a property tax levy, the general fund taxing capacity of the county will be permanently reduced. The legislation specifically prohibits the charging of fees for jail services, thus, arguably eliminating the ability of the county or district to charge for state or federal prisoners or to charge inmates for such things as medical co-payments.

Craig B. Sorensen  
September 21, 2001  
Page 4

Finally, specific statutory grants of authority to the County legislative body and the Sheriff relating to the common jails of the county have not been expressly made applicable to jail facilities operated by a special district. Thus, issues remain unresolved as to whether the Sheriff or County may rely on that authority for the classification of jail inmates, development and implementation of alternative incarceration programs, and establishment of maximum operating capacities. These issues should be resolved legislatively prior to the creation of a special service district for jail services.

If I can provide further clarification, please contact me.

Sincerely,

Karl L. Hendrickson  
Civil Division Administrator  
(801) 468-2657



## DISTRICT ATTORNEY

SALT LAKE COUNTY

**DAVID E. YOCOM**

DISTRICT ATTORNEY



CIVIL DIVISION

**Karl Hendrickson**  
Division Administrator

**Mary Ellen Sloan**  
Assistant Division Administrator

November 2, 2001

Jim Wightman, Director  
Audit Division  
Salt Lake County Auditor's Office  
2001 South State Street, N-3300  
Salt Lake City, Utah 84190

RE: Your Memo of October 2, 2001, Relating to Issues Relevant to  
Your Audit of the Jail Operation Funding

Dear Jim:

In your memo of October 2, 2001, you asked us to respond to three separate sets of issues relating, to the operation of the Salt Lake County Jail. The first set of questions related to certain zoning restrictions applicable to the Oxbow Jail. Rena Beckstead of this office has addressed those issues in a memo dated October 25, 2001. As the memo is very clear and succinct with respect to each individual question, I have attached it as Exhibit A to this letter rather than restating those responses here.

The second set of issues raised by your memo relates to the imposition of population caps by the county on the ADC and/or Oxbow Facility. Operating capacities for county jails may be established by the sheriff with the approval of the county legislative body in accordance with the provisions of Utah Code Ann. § 17-21-5.5(2). That section provides specifically as follows:

“(2) Except as provided in subsection (3), each county sheriff shall:

(a) with the approval of the county legislative body, establish a maximum operating capacity for each jail facility under the sheriff's control, based on facility design and staffing; and

(b) upon a jail facility reaching its maximum operating capacity:

(i) transfer prisoners to another appropriate facility:

(A) under the sheriff's control; or

(B) available to the sheriff by

contract; or

(ii) release prisoners:

(A) to a supervised release program, according to release criteria established by the sheriff, or

(B) to another alternative incarceration program developed by the sheriff."

The only limitation upon the sheriff and County Council establishing maximum operating capacities is that those capacities may serve to modify provisions of a contract with the Department of Corrections relating, to housing in a county jail individuals sentenced to the custody of Department of Corrections. Given the breadth of the statutory language, it would be my conclusion that the sheriff could, with the consent of the county legislative body, establish a maximum operating capacity that was less than the total design or construction capacity of the facility if the available staffing, (based upon appropriations authorized by the county legislative body) was insufficient to staff the entire facility. It is important to note that the authority to release offenders upon reaching the maximum operating capacity is not absolute but it is predicated upon releases being made to a "supervised release program" or "another alternative incarceration program." This authority is separate and independent from the authority granted county legislative bodies pursuant to Utah Code Ann. § 10-8-58 to consent (or presumably not consent) to municipal use of the county jail for the confinement and punishment of municipal ordinance offenders.

A separate component of your question with respect to maximum operating capacities related to differential requirements with respect to booking restrictions or prohibitions on certain categories of offenders. As noted above, Utah Code Ann. § 10-8-58 generally provides absolute discretion to county legislative bodies to prohibit municipal use of county jails for municipal ordinance violators. Restrictions on booking would generally flow from the classification policy developed by the county sheriff under Utah Code Ann. § 17-22-5. Among the factors the sheriff may consider in classification of the inmates are those which relate to reasonably providing for the safety and well-being of the inmates and the community. This allows the sheriff to prioritize available jail capacity by seriousness of offense or risk to the community and utilize alternative incarceration programs or supervised release programs for individuals posing a less serious risk to the community (if the facility is at maximum operating capacity).



Jim Wightman  
November 2, 2001  
Page 3

The third issue raised by your memo related to the current status of the "1981 Agreement" and the extent to which subsequent agreements between Salt Lake County and Salt Lake City may have affected its enforceability. With the exception of the resolution of the jail billing lawsuit in 1981, and the lease of holding cells from Salt Lake City in the old Circuit Court Building, none of the documents relating to the transactions between the city and county reference Jail billing issues. Those issues generally became subsumed in a series of land transactions relating to city and county ownership of the Metropolitan Hall of Justice and the City and County Building. A chronology of the events and supporting documentation is attached in a memo prepared by Patrick Holden of this office, which is attached to this letter and identified as Exhibit B, with various supporting attachments. The "1981 Agreement" does contain a recital in the stipulation that the county acknowledges its countywide obligation for jail funding. That recitation, however, is not incorporated into the order signed by the judge as either a term of the order or condition imposed or agreed on by the county. The other reference to jail service obligations is contained in a lease from Salt Lake City to Salt Lake County of a limited number of holding cells in what was formerly used as the Circuit Court Building. The city leased those cells to the county to be used by the county for the incarceration of municipal ordinance violators generally not just those incarcerated by Salt Lake City.

Finally, as Patrick notes all prior agreements except a 1992 agreement exchanging use between the Metropolitan Hall of Justice and the City-County Building were superseded by a 1999 agreement entered into by the county and city. Terms of the 1999 agreement supersede the prior agreements not only with respect to occupancy of various portions of the Metropolitan Hall of Justice and jail facilities but also specifically supersede any prior agreement relating to the use of those facilities by the county and city.

While absolute certainty with respect to judicial resolution of legal issues such as the jail cost issues between the county and the cities of the county cannot be obtained, I believe the documents and their terms adequately support the conclusion that there was no perpetual resolution of the jail cost issue. With the exception of the holding facilities in the Circuit Court Building, there was no contractual assumption by Salt Lake County of an obligation to provide jail services to all municipalities within the county. Finally, there is a strong legal basis for asserting that any agreement between Salt Lake County and Salt Lake City with respect to use of the Metropolitan Hall of Justice Jail Facilities related solely to those facilities and is not controlling with respect to either Oxbow or the Adult Detention Center.

If I can answer further questions, please contact me.

Sincerely,

KARL L. HENDRICKSON  
Division Administrator

## Phase 2 Follow-up Questionnaire

### Survey Questionnaire for SL County Jail

1. What is the individual's name and title?

#### Accreditation and Guidelines

2. Are you NCCHC Accredited? If not are you accredited by the ACA health services or other accrediting health services body? Which?
3. Do you have any court mandates or consent decrees that require you to run provide certain services or programs? What are they?

#### Specialty and Expense Questions

4. What inpatient specialties do you provide?
5. If you had a prisoner with significant cellulitis, how would this patient be handled?
6. If you had a diabetic prisoner with a sugar of 550 and ketones in his urine, how would this patient be handled?
7. Are external hospital/physician costs included for in your medical expense reports?
8. Are security/transportation costs included in your medical expense reports?
9. What are your pharmaceutical costs? What are their psychotropic costs per month? (These are all mental health issues. Anti-depressant, anti-psychotics) (If they don't have any, are they paid for by the jail or some other provider?)

#### Facility Characteristics

10. What is your average daily census?
11. What is the female population of your prisoners? Are they housed at the same facility? Do the separate units require more staff?
12. Do you have an in-patient medical unit? How many beds?
13. How many of your prisoners have mental conditions? Do you have an in-patient mental unit? How many beds? Are they acute, sub-acute or general population? (# of each)
14. Do you have a CLIA certified lab onsite? If not, what % of labwork goes external? What are your procedures for TB testing? Does every prisoner get a PPD? Do you have negative air cell (isolation) units?

### Physicians and Nursing Staff

15. How Many FTE Physicians do you have? What is their pay rate (yearly salary)?  
What is the physician to prisoner ratio? (If the individual doesn't know this, we can calculate it from the numbers we receive)
16. How many FTE Nurses do you have? What is their pay rate (yearly salary)? %  
Benefits ? What is the nurse to prisoner ratio? (If the individual doesn't know this, we can calculate it from the numbers we receive)
17. Nursing ratio for outpatient?
18. Nursing ratio for inpatient?
19. Nursing ratio for mental health?

### Procedures

20. Who does your intake screening?
21. Is your intake screening patterned after NCCHC? Describe your intake screening?
22. Do you have a 14-day Health Assessment?
23. NCCHC has a 24-hour turn around time for sick visits, do you have this? If not, what is your turn around time?
24. What level of nurse (LPN, RN, etc) does the in-take screening?
25. What level of nurse does your health care request screening?

### Mental Health

26. Do you "outsource" any of your mental health services? If so where, and at what level? (Example: If you had an acutely suicidal, self-harming prisoner, what would you do with this individual?)
27. If you do not outsource, what kind of medical services do you offer? (If they are not NCCHC)

# Phase 2's Matrix

## Financial Breakdown compared to 6 of 7 Surveyed Counties

### Financial Breakdown

0 x = not included in survey data

2000 ? = do not know if it was included in survey data

	SL Co Jail	Bexar, TX	Pinellas, FL	Franklin, OH	Pierce, WA	El Paso, TX	Denver, CO
Prisoner Day	1898	3752	2577	1985	1302	2167	2056
<b>Personnel Costs</b>							
Perm and Prov (medical staff)	\$ 2,144,072						
*Total Public Safety	\$ 1,294,836	x	x	x		x	x
Medical Staff Benefits	\$ 864,029						
Overtime	\$ 248,843						
*Personnel Other	\$ 67,941	?	?	?	?	?	?
Professional - Health Supervisor	\$ 57,244			x		x	
Temporary	\$ 50,384			?			
Personnel Subtotal	\$ 4,727,349						
<b>Operations Costs</b>							
*Approximate cost for Psych	\$ 1,200,000		x	x<150,000	x	x	
In custody Pharmacy	\$ 765,044						
In custody Health (Symph Mobilex, Phase 2...)	\$ 551,276						
In custody Medical (Outsourced costs)	\$ 389,678		x			x	
Professional Medical Fees	\$ 332,158						
*Medical Supplies	\$ 192,977	?	?	?	?	?	?
*In custody Ambulance	\$ 79,571	x	x	x			
In custody Dental	\$ 48,580						
*Operations Other	\$ 79,947	?	?	?	?	?	?
Operations Subtotal	\$ 3,639,231						
<b>Other Costs</b>							
*Office Equip/Mach & Equip	\$ 442,605	?	?	x	?	?	?
*Other	\$ 2,580	?	?	?	?	?	?
Other Subtotal	\$ 445,185						
<b>Total</b>	<b>\$ 8,811,765</b>	<b>\$ 8,068,925</b>	<b>\$ 6,101,884</b>	<b>\$ 5,245,904</b>	<b>\$ 3,834,904</b>	<b>\$ 3,419,491</b>	<b>\$ 7,575,050</b>
Per Prisoner Day	\$ 12.72	\$ 5.89	\$ 6.49	\$ 7.24	\$ 8.07	\$ 4.32	\$ 10.09
SL County definite exclusions "removed"	\$ 6,237,358	\$ 7,437,358	\$ 5,847,680	\$ 5,887,509	\$ 7,611,765	\$ 5,870,007	\$ 7,516,929
1) SL Per Prisoner Day definite exclusions "removed"		11.67	9.18	9.24	11.94	9.21	11.80
SL definite and possible exclusions "removed"	\$ 5,661,842	\$ 6,844,285	\$ 5,254,607	\$ 5,686,657	\$ 7,018,692	\$ 5,276,934	\$ 6,730,879
2) SL Per Prisoner Day definite and possible exclusions "removed"		10.74	8.25	8.92	11.01	8.28	10.56
Nursing Cost	\$ 21.53	\$ 13.59	\$ 17.97	NA	\$ 22.64	\$ 13.83	\$ 25.69
SL @ Other County Cost		\$ 1,353,365	\$ 1,789,548		\$ 2,254,612	\$ 1,377,265	\$ 2,558,347
Change in Cost		\$ 790,707	\$ 354,524		\$ (110,540)	\$ 766,807	\$ (414,275)
SL Cost with Change In Nursing		\$ 8,021,058	\$ 8,457,242		\$ 8,922,305	\$ 8,044,958	\$ 9,226,040
SL/Prisoner/Day with Change in Nursing and Definite Exclusions	\$ 9.50	\$ 9.59	\$ 7.93		\$ 11.15	\$ 7.37	\$ 11.45
3) SL/Prisoner/Day with Change in Nursing, Definite and Possible Exclusions	\$ 8.59	\$ 8.74	\$ 7.07		\$ 10.29	\$ 6.51	\$ 10.31

\*Three months worth of data annualized

?-Prisoner is responsible for medical costs. County picks them up if the Prisoner doesn't pay

### SL Prisoner Per day Comparison Range from \$6.51 to \$10.31

#### Methodology:

- 1) Prisoner man day of 1898 comparable to other numbers submitted.
- 2) Salt Lake was compared to each county for comparable costs.
- 3) Exclusions were excluded because they were more than likely not in the medical budget, but the specific question was not asked.
- 4) Nursing costs for Salt Lake were decreased to the payrate of the comparison county to adjust for change in salary due to change in demographics.
- 5) Comparison goes from \$6.51 per prisoner to \$10.31 per prisoner.
- 6) We recognize that the actual costs for Salt Lake Medical per prisoner per day is \$13.83. The breakdown is comparing the costs that the other counties accounted for in their budgets with the same line items in our budget.

# Medical Cost Per Day from 2000 Corrections Yearbook

*The 1999 data for “Largest” Jail Systems in the U.S. show an average of \$8.25 per prisoner per day*

	Population	Medical	Medical Cost Per Day	Mental Health Personal
Maricopa, AZ	6569	\$ 12,000,000	\$ 5.00	3
Santa Clara, CA	4451	\$ 15,429,070	\$ 9.50	0
Broward, FL	4455	\$ 13,011,965	\$ 8.00	0
Dade, FL	6797	\$ 16,586,000	\$ 6.69	15
Hillsborough, FL	3248	\$ 8,500,000	\$ 7.17	9
Orange, FL	4113	\$ 9,543,403	\$ 6.36	11
Cook, IL	9490	\$ 32,000,000	\$ 9.24	105
Baltimore, MD	3306	\$ 10,992,236	\$ 9.11	43
Wayne, MI	2760	\$ 21,409,196	\$ 21.25	50
Clark, NV	2448	\$ 4,895,869	\$ 5.48	5
Multnomah, OR	2006	\$ 10,578,505	\$ 14.45	20
Philadelphia, PA	6578	\$ 19,133,776	\$ 7.97	122
Bexar, TX	3660	\$ 5,132,847	\$ 3.84	20
Harris, TX	8200	\$ 12,230,700	\$ 4.09	39
Travis, TX	2420	\$ 5,688,109	\$ 6.44	23
King, WA	2833	\$ 97,813	\$ 0.09	13
Totals	73334	197229489	\$ 7.37	30
Average			\$ 8.25	

\*\*\* Survey was conducted in same basic format as County Audit  
(Per Criminal Justice Institute)

Salt Lake County Auditor  
 Summary of Phase II proposed reductions to our Medical Expense Survey Questions  
 Removal of Both "X" and "?" Marked expenses from Salt Lake County's Expenses

<b>Category</b>	<b>SLCo Jail 2000 Actual</b>	<b>Bexar, TX</b>	<b>Pinellas, FL</b>	<b>Franklin, OH</b>	<b>Pierce, WA</b>	<b>EIPaso, TX</b>	<b>Denver, CO</b>
Prisoner Days	1,836						
SHED (Monitored Release Program)	90						
INCARCERATED Prisoner Days	1,746						
Salt Lake County Jail, 2000 Actual Exp.		\$8,811,765	\$8,811,765	\$8,811,765	\$8,811,765	\$8,811,765	\$8,811,765
<b>Personnel</b>							
Perm & Prov Med Staff	2,144,072	0	0	0	0	0	0
Total Public Safety	1,294,836	-1,294,836	-1,294,836	-1,294,836	0	-1,294,836	-1,294,836
Medical Staff Benefits	864,029	0	0	0	0	0	0
Overtime	248,843	0	0	0	0	0	0
Personnel - Other	67,941	-67,941	-67,941	-67,941	-67,941	-67,941	-67,941
Professional - Health Supvr	57,244	0	0	-57,244	0	-57,244	0
Temporary	50,384	0	0	0	0	0	0
Subtotal Personnel	4,727,349	-1,362,777	-1,362,777	-1,420,021	-67,941	-1,420,021	-1,362,777
<b>Operations</b>							
Psych services	1,200,000	0	0	-1,200,000	-1,200,000	-1,200,000	0
In-custody Pharmacy	765,044	0	0	0	0	0	0
In-custody Health (contracts)	551,276	0	0	0	0	0	0
In-custody Medical (Outsourced)	389,678	0	-389,678	0	0	-389,678	0
Professional Medical Fees	332,158	0	0	0	0	0	0
Medical Supplies	192,977	0	0	0	0	0	0
In-custody Ambulance	79,571	-79,571	-79,571	-79,571	0	0	0
In-custody Dental	48,580	0	0	0	0	0	0
Operations - Other	79,947	-79,947	-79,947	-79,947	-79,947	-79,947	-79,947
Subtotal Operations	3,639,231	-159,518	-549,196	-1,359,518	-1,279,947	-1,669,625	-79,947
Other Costs							
Office equip	442,605	-442,605	-442,605	-442,605	-442,605	-442,605	-442,605
Other	2,580	-2,580	-2,580	-2,580	-2,580	-2,580	-2,580
Subtotal Other	445,185	-445,185	-445,185	-445,185	-445,185	-445,185	-445,185
<b>Sub total EXCLUSION</b>		-1,967,480	-2,357,158	-3,224,724	-1,793,073	-3,534,831	-1,887,909
<b>TOTAL</b>	8,811,765	6,844,285	6,454,607	5,587,041	7,018,692	5,276,934	6,923,856
<b>Per INCARCERATED Prisoner Day</b>	<b>13.83</b>	<b>10.74</b>	<b>10.13</b>	<b>8.77</b>	<b>11.01</b>	<b>8.28</b>	<b>10.86</b>

Appendix I

<b>Agency Reported Cost - Total</b>	8,068,925	6,101,884	2,983,506	3,834,904	3,419,491	7,575,050
<b>Agency Reported Cost Per- Prisoner-Day</b>	6.14	6.49	4.12	8.34	4.32	10.09

# Jail Sworn Personnel

Job #	Job Title	1994 # of FTE's	1994 Salary Total	1998 # of FTE's	1998 Salary Total	2001 # of FTE's	2001 Salary Total
110	Chief Deputy Sheriff	0	\$0	2	\$168,528	1	\$90,264
1160	Corrections Captain P29	0	\$0	0	\$0	4	\$294,336
1286	Sheriff Captain	2	\$123,840	2	\$140,040	0	\$0
2279	Corrections Lieutenant P24	6	\$273,024	11	\$662,904	13	\$835,224
3285	Corrections Sergeant P17	20	\$646,968	27	\$1,332,180	49	\$2,516,148
4420	Corrections Corporal 21	2	\$63,216	0	\$0	0	\$0
4421	Corrections Officer P5	140	\$3,558,936	226	\$6,787,956	372	\$11,417,751
	<b>Total</b>	<b>170</b>	<b>\$4,665,984</b>	<b>268</b>	<b>\$9,091,608</b>	<b>439</b>	<b>\$15,153,723</b>

- 1994 data does not include the 9<sup>th</sup> and 10<sup>th</sup> floors at old Metro or Pod C at Oxbow
- 1998 does include 9<sup>th</sup> and 10<sup>th</sup> floors of old Metro plus Pod C at Oxbow
- 2001 includes new Metro Jail and all pods at Oxbow
- In 1994 & 1998 sworn personnel performed civilian personnel functions.

# Jail Medical Personnel

Job #	Job Title	1994 # of FTE's	1994 Salary Total	1998 # of FTE's	1998 Salary Total	2001 # of FTE's	2001 Salary Total
2173	Nursing Supervisor	0	\$0	0	\$0	3	\$153,984
2313	Director of Nursing 29	0	\$0	0	\$0	1	\$57,072
2428	Jail Nursing Manager 27	2	\$82,584	1	\$47,952	0	\$0
2431	Jail Health Administrator	0	\$0	1	\$50,352	1	\$59,880
2428	Jail Nurse 21/23/24	0	\$0	8	\$325,968	54.95	\$2,407,842
3285	Corrections Sergeant (EMT)	1	\$30,696	0	\$0	0	\$0
4421	Corrections Officer P5 (EMT)	7	\$183,192	6	\$178,248	0	\$0
3555	Institutional LPN	0	\$0	8	\$236,496	3	\$100,728
3607	LPN 15	10	\$219,744	0	\$0	0	\$0
3740	Pharmacy Technician	0	\$0	0	\$0	2	\$55,200
6108	Billing Specialist	1	\$24,696	1	\$30,456	0	\$0
6758	Secretary 14 (Medical)	0	\$0	0		1	\$23,520
6111	Medical Billing Adjudicator	0	\$0	0	\$0	1	\$22,992
6585	Medical Transcriptionist	0	\$0	0	\$0	1.95	\$53,823
6575	Jail Clerk (Medical)	0	\$0	3	\$61,992	6	\$130,320
9995	Temporary (Medical Clerk)	0	\$0	2	\$36,566	0	\$0
6597	Office Specialist 11	3	\$51,936	0	\$0	0	\$0
	<b>Total</b>	<b>24</b>	<b>\$592,848</b>	<b>30</b>	<b>\$968,030</b>	<b>74.9</b>	<b>\$3,065,361</b>



# Jail Civilian Personnel

Job #	Job Title	1994 # of FTE's	1994 Salary Total	1998* # of FTE's	1998* Salary Total	2001 # of FTE's	2001 Salary Total
2332	Facilities Mgr. 26	0	\$0	0	\$0	1	\$44,760
3285	Corrections Sergeant (Maint.)	2	\$71,376	1	\$47,892	0	\$0
8560	Maint. & Repair Spec.	0	\$0	0	\$0	13	\$324,600
4420	Corrections Corporal (Maint.)	0	\$0	1	\$40,704	0	\$0
4421	Corrections Officer P5 (Maint.)	7	\$187,944	5	\$159,096	0	\$0
6042	Assist. Document Services Spvrs.	1	\$21,288	1	\$29,856	0	\$0
6252	Criminal History Clerk	10	\$200,976	12	\$278,232	0	\$0
2406	IS Supervisor 21	0	\$0	0	\$0	1	\$32,232
6444	IS Specialist 13/15	0	\$0	0	\$0	11	\$307,656
2650	Prisoner Services Spvrs.	0	\$0	0	\$0	1	\$34,776
2652	Court Liaison Spvrs. 21	0	\$0	0	\$0	1	\$32,232
3285	Corrections Sergeant (C. Liaison)	1	\$33,192	0	\$0	0	\$0
6038	Assist. Court Liaison Spvrs.	0	\$0	0	\$0	1	\$25,344
4420	Corrections Corporal (C. Liaison)	1	\$36,360	0	\$0	0	\$0
4421	Corrections Officer P5 (C. Liaison)	6	\$170,040	4	\$124,464	0	\$0
5801	Personnel Specialist	0	\$0	0	\$0	1	\$31,992
6690	Purchasing Coord. 16**	1	\$23,112	1	\$22,848	0	\$0
6695	Purchasing Coord. 18**	0	\$0	0	\$0	1	\$36,240
6758	Secretary 14**	0	\$0	3	\$73,944	3	\$73,536

\* 1998 Bailiff and Court Correction Officer totals were removed from analysis for consistency.

\*\* Have always been civilian positions

# Jail Civilian Personnel Continued

Job #	Job Title	1994 # of FTE's	1994 Salary Total	1998* # of FTE's	1998* Salary Total	2001 # of FTE's	2001 Salary Total
6599	Office Specialist 13	2	\$42,336	0	\$0	0	\$0
8965	Warehouse/Dock Worker 13	0	\$0	0	\$0	9	\$207,600
9995	Temporary Position**	0	\$0	10	\$581,901	9	\$390,978
2651	Processing/Releasing Spvsr.	0	\$0	0	\$0	1	\$33,072
6036	Assist. Book/Release Spvsr.	0	\$0	0	\$0	5	\$129,672
6037	Assist. Commissary/Visiting Spvsr.	0	\$0	0	\$0	3	\$74,064
4421	Corrections Officer P5 (Commissary)	2	\$55,920	0	\$0	0	\$0
4421	Corrections Officer P5 (Visiting)	3	\$76,656	0	\$0	0	\$0
4426	Classification Specialist 15	0	\$0	6	\$133,416	0	\$0
6170	Classification Specialist	0	\$0	0	\$0	9	\$214,872
4421	Corrections Officer P5 (Classification)	1	\$24,912	0	\$0	0	\$0
4421	Corrections Officer P5 (Prisoner Funds)	1	\$25,536	0	\$0	0	\$0
6402	Fiscal Coordinator	1	\$31,464	1	\$35,208	1	\$29,880
6144	Cash Acctg. Supervisor	0	\$0	0	\$0	2	\$58,920
6460	Jail Billing Specialist	0	\$0	0	\$0	1	\$30,168
6575	Jail Clerk	0	\$0	11	\$232,632	78	\$1,694,832
6597	Office Specialist 11	10	\$177,000	0	\$0	0	\$0
6580	Jail Teller	0	\$0	0	\$0	11	\$236,136
	<b>Total</b>	<b>49</b>	<b>\$1,178,112</b>	<b>56</b>	<b>\$1,760,193</b>	<b>163</b>	<b>\$4,043,562</b>

Appendix J, Page 4 of 6

\* 1998 Bailiff and Court Correction Officer totals were removed from analysis for consistency.

\*\* Have always been civilian positions

# Jail Kitchen Personnel

Job #	Job Title	1994 # of FTE's	1994 Salary Total	1998 # of FTE's	1998 Salary Total	2001 # of FTE's	2001 Salary Total
2434	Kitchen Manager 23	2	\$60,288	0	\$0	0	\$0
5128	Baker 17	3	\$67,632	3	\$91,920	0	\$0
5129	Cook	7	\$166,344	3	\$78,792	0	\$0
	<b>Personnel Total</b>	<b>12</b>	<b>\$294,264</b>	<b>6</b>	<b>\$170,712</b>	<b>0</b>	<b>\$0</b>
			Actual		Actual		Budget
	<b>Food Cost Total</b>		<b>\$881,633</b>		<b>\$1,199,575</b>		<b>\$1,770,826</b>
	<b>Total</b>		<b>\$1,175,897</b>		<b>\$1,370,287</b>		<b>\$1,770,826</b>

Appendix J, Page 5 of 6

- ARAMARK currently contracts to provide meals at the jail. They charge \$.905 per meal.
- ARAMARK contract for 2001 includes both food and kitchen staffing. Prior to 2001, kitchen staffing was a County jail function.

# Jail Personnel Summary

	1994	1994	Percent	1998	1998	Percent	2001	2001
	# of	Salary	of 1994	# of	Salary	of 1998	# of	Salary
	FTE's	Total	Total	FTE's	Total	Total	FTE's	Total
Jail Sworn	170	\$4,665,984	69.3%	268	\$9,091,608	75.8%	439	\$15,153,723
Medical	24	\$592,848	8.8%	30	\$968,030	8.1%	74.9	\$3,065,361
Jail Civilian	49	\$1,178,112	17.5%	56	\$1,760,193	14.7%	163	\$4,043,562
Kitchen	12	\$294,264	4.4%	6	\$170,712	1.4%	0	\$0
<b>Total</b>	<b>255</b>	<b>\$6,731,208</b>	<b>100.0%</b>	<b>360</b>	<b>\$11,990,543</b>	<b>100.0%</b>	<b>676.9</b>	<b>\$22,262,646</b>
Jail Expenditures		\$14,285,172			\$27,429,249		YTD	\$25,762,344
Avg. Jail Popul.		1003			1312		YTD	1936
<b>Inmate Cost/Day</b>		<b>\$39.02</b>			<b>\$57.28</b>		<b>YTD</b>	<b>\$62.78</b>
County Popul.		792,000			837,710		YTD	898,387
Total Personnel Cost		\$9,411,285			\$19,832,809		YTD	\$19,158,003
Personnel Cost/ Inmate Day		\$25.71			\$41.41		YTD	\$46.68
% Personnel cost to total cost/day		66%			72%		YTD	74%

- 2001 jail expenditures represent year-to-date expenditures through July 31, 2001, confirmed with Sheriff's fiscal representatives.
- 2001 average jail population represents year-to-date prisoner days through July 31, 2001.

SALT LAKE COUNTY  
**SHERIFF'S OFFICE**

**Aaron D. Kennard**  
Sheriff

**James E. Bell**  
Undersheriff



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**Sheriff's Office Administration    2001 S. State Street #S-2700    Salt Lake City, UT 84190    (801) 468-3900**

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*January 7, 2002*

*Mr. Craig Sorensen  
Salt Lake County Auditor  
2001 South State, N-3300  
Salt Lake City, Utah 84119*

*Mr. Sorensen:*

*Attached is the Sheriff's response to the recent Performance Audit of the Salt Lake County Jail. My staff and I appreciate having had considerable input during the audit process, and the opportunity to review the draft final report and submit this response.*

*The members of the Audit Team from both the Auditor's Office and the Sheriff's Office are to be commended for their considerable work and professionalism.*

*Sincerely,*

A handwritten signature in cursive script that reads "Aaron D. Kennard".

Sheriff Aaron D. Kennard

ADK/lt

## **Sheriff's Office Response to the November 2001 Performance Audit of the Salt Lake County Jail**

When the County Council directed this audit, the Sheriff's Office responded by acknowledging the value of audits "in assessing the costs, efficiencies and effectiveness of County operations." I welcomed this opportunity to gain information which could assist me in my statutory role of "keeper of the jails." (17-22-4, UCA)

As promised by the Council and County Auditor Craig Sorenson, my staff was allowed to fully participate in the audit process. My staff, in turn, made every effort to educate the Audit Team about the complex business of Corrections at the county level. And I believe my staff provided all information requested. Those interactions were professionally conducted, and I commend each of those involved for their efforts.

I believe the Performance Audit was useful in educating the Council and other interested parties about many Jail issues. It was unfortunate, however, that **the time constraints on the auditing process and the presentation of data as it was still being gathered resulted in budget decisions for 2002 being based on data which had not been finalized or validated.**

**While audits are a legitimate and useful process, the process of on-going "show and tell" Power Point presentations during this audit was not. The data should have been collected and analyzed, the conclusions drawn, the report written, and the audited agency's response obtained before the dissemination.**

The methodology used, "benchmarking" with similar size agencies and jurisdictions, was appropriate. However, I believe two deficiencies undermine the value of the conclusions reached. First, the small number of respondents compromised the usefulness of the benchmark data. As the reader reviews the many charts, it is self evident that conclusions are often based on a limited number of other jurisdictions. The audit properly limited itself to judgements (for which my staff was allowed input) about similar operations. But the result was a small pool of comparables.

Only 16 of 25 jurisdictions provided useable data. And not every one of those jurisdictions provided all requested information. For example, only ten jurisdictions constitute the basis of the full costing analysis in Table 1. Interestingly, not even all those jurisdictions could detail medical costs (see Table 6).

Secondly, no independent verification exists for the data received, in spite of considerable efforts by the Auditor's Office to do phone follow-up. Salt Lake County has a recognized full-cost accounting system. All costs of operations are drawn from the appropriate budget. The same is simply not true for many other jurisdictions. It would have been preferable to had taken the time, budget, and interest to obtain the official budget records of each responding jurisdiction or even do some on site visits to determine the actual budget accounting system.

**Although 2001 was budgeted at \$47.7 million, final expenditures will be approx. \$2,497,000.00 less, some 5.23% below budget.**

The Sheriff's Office agrees with all of the data in the report as it relates to the costs of Jail operations for Salt Lake County. I believe the report demonstrates the accuracy of the work product of our own Fiscal Division. I am particularly gratified that the Auditor's Office validated the methodology of the Jail billing process. Clearly, the issue is whether to collect Jail billings from municipalities, not whether they are accurate.

Before a brief response to each of the major points of the audit, it is important to note that the new Metro Jail was opened in Jan. 2000. The construction design and staffing plan were agreed to by the County Commission and the Sheriff's Office. The public showed overwhelming support for the bond to construct the Metro Jail. The expansion capacity to 4600 prisoners at this site was a farsighted strategic decision. 2000, the new Metro Jail's start-up year, was the budget year for which the most recent actual budget data was analyzed. While the County opened a state-of-the-art Jail, with new technologies and a commitment to "direct supervision" prisoner management, the economies of scale will clearly advantage the County's budget when all 32 Metro Jail Housing Units are in use. Additional economies of scale will accrue if, and when, additional housing pods are added to the new Metro Jail.

It is also important to note that Jail populations fluctuate by time of day, day of week and season of year. For example, the audit used Thursday Sept. 27 as a population analysis date, with our concurrence. The 0800 counts for the week were: 9/24 (Monday)-1961, 9/25 (Tuesday)-1966, 9/26 (Wednesday)-1948, 9/27 (Thursday)-1947, 9/28 (Friday)-1968, 9/29 (Saturday)-1999, and 9/30 (Sunday)-1989. The high count since the new Metro Jail opened was 2014 on Oct. 21, 2001. Some but not all fluctuation is predictable. Jail operational decisions are necessarily built on predicted high prisoner population peaks.

The Sheriff's Office response is linked to the numbering of the Performance Audit. For brevity, we have only responded to those points which we believe require additional explanation, we believe were outside the scope of the audit, or with which we substantially disagree with the data or conclusions. In some cases, we also report actions taken in response to the audit.

## **1.1 Fully Loaded Prisoner Costs**

As noted in the audit, revenues generated for the County from the inmate phone system are not credited to the Jail budget, unlike almost all other Jails. This amount was \$595,588.09 in 2000, which, if credited, would decrease the fully loaded prisoner day cost from \$61.15 to \$60.25. More importantly, most Jails dedicate such funds to inmate programs and services, unlike Salt Lake County. Commissions received to date in 2001 are \$908,492.57.

## 1.1 Table 5 Supervisor to Inmate Ratios

The survey instrument did not define whether this ratio was to be reported for sworn or civilians or both combined, nor did it define whether the number was to include all supervisors or just first line supervisors. We are concerned that the ratios reported may not be consistent. The Sheriff's Office is strongly committed to maintaining a proper span of control for jail operations, given the critical nature of the work and believes the current span of control reported is appropriate, having been based on the independent staffing studies.

## 2.0 Jail Design and Staffing

Although outside the scope of the audit, this section makes some analysis of staffing. It appears that having learned some information, it became necessary to include it in the report.

2.1 At the time construction began, the County anticipated contracting to house State prisoners. Two pods were therefore built with towers. Fortunately, such contracts were not entered into. After operating the Jail, management determined that staffing two of the towers for the most difficult of the male maximum security prisoners in B pod, was a needed safety enhancement. No other towers are staffed. Staffing the towers (which is done with existing staff, rather than new allocations), has restored the confidence of the housing officers that they will be observed if they are at risk with this dangerous population. Security posts and control operations are consistent with direct supervision.

Only if the housing officers were withdrawn from the units would indirect or remote supervision be occurring. The Jails do not use a combination of direct and indirect supervision.

2.2 The decision to operate Oxbow under direct supervision was based on the management decision of not operating under two different philosophies and policies, as both inmates and staff move between facilities.

2.3 An activity report of M/CIRT activities, which was not requested during the audit, is attached, to demonstrate the need and value for this function. The reader is reminded that in order to reduce the raw number of FTEs to 24 hours a day/ seven days a week coverage posts (or how many people are working at any one time), divide by 5.1.



- 2.4 We concur that the court liaison on staff has become a help line for courts and families. This is due to the failure of some other criminal justice agencies to centralize and coordinate their ability to respond to such inquiries, and their practice of disclosing these non-published phone numbers. **During the audit, the Jail changed Court Liaison phone numbers to attempt to reduce the number of interruptions of the work of this unit.**
- 2.5 Jail staffing in 1994 was unacceptably low by any standard, even for a linear jail like the old Metro Jail. The increase in personnel costs from 1994 to 2000 reflects a more appropriate staffing pattern.
- 2.6 This table compares voluntarily submitted by 25 similar size jurisdictions of Jan. 1, 2000 data from “The 2000 Corrections Yearbook - Jails” with 2001, rather than 2000 Salt Lake County data. Correctional salaries, like all County salaries, are actually set using the Salt Lake Area Compensation Study. No analysis of benefits was included in the Yearbook data.
- 2.7 The Sheriff’s Office does not understand why yet another staffing study has been recommended. The Sheriff’s Office has a competent Jail Command staff who have, and can, make management staffing decisions based on familiarity with our own building and operations. But, if the Council deems another study to be appropriate, I request it not be paid for out of the Sheriff’s Office budget again.

### 3.0

#### **Oxbow Closure**

**The Sheriff’s Office agrees with the projected cost savings, and will be mothballing the Oxbow facility in 2002.**

As Sheriff, I will be requesting the reopening of Oxbow if, and when, the Metro Jail can no longer house all prisoners lawfully presented for incarceration. This may happen during 2002. The Audit assumption of 2003 or 2004 fails to recognize that only 2000 of the 2080 beds are really available as a portion of the male maximum prisoners must be single celled, and there will have to be independent male and female bed caps. It is certainly the prerogative of the County to set a cap on the Jail population, and the Sheriff’s Office will encourage and support efforts to restrict who comes in the front door of the Jail.

**On Dec. 19, 2001, the Sheriff’s Office adopted the proposed standardized booking policy originating in CJAC and endorsed by LEADS. A copy is attached.**

## 4.0

### Jail Billings

- 4.4 The Sheriff's Office appreciates the audit determination of the accuracy and fairness of the municipal jail billing process, especially as it has been a tactic of some opponents of municipal jail billing to attempt to discredit the bills themselves, rather than address the issue.
- 4.7.2 **As Sheriff, I support the concept of the County Council, conditioning the use of the County Jail on payment for housing of municipal prisoners. And since such billing can only be determined after a prisoner has left custody, there must be the political will to enforce the billing, including litigation, if necessary. I support option 4.7.2. and 4.7.4.**
- 4.7.3 **As Jail billing issues can only be resolved at the end of a prisoner's incarceration, it is almost impossible to administratively bar municipal prisoners at the front end of the process.**
- 4.7.5 **As Sheriff, I support option 4.7.5 calling for aggressive lobbying of the State legislative leadership for full reimbursement of incarceration costs for state prisoners, including those placed on electronic monitoring.**

## 5.0

### Health Care Issues

The County's Health Authority, Howard Salmon and Phase 2 consultants, presented data to the audit team, which presents a different approach on benchmarks and comparables for this topic. The data presented has been included as part of the Auditor's report.

It has been in the County's best fiscal interest to accurately identify all health services costs, as State reimbursement for state prisoners is based in part, on actual health services costs. Not all jurisdictions can, or chose to do that level of analysis.

Comparisons in the survey were simply not of like operations. Two examples are illustrative. First, the long-standing consent decree led to the construction and operation of a mental health unit inside the Metro Jail. Having such a unit requires 24-hour housing security staff and RN coverage, a health service cost not occurring in many jails. Additionally, in many jurisdictions, the costs of mental health care are not in the Jail's budget, but in the budget of the local government or nonprofit mental health provider. Second, the RN model used is necessary to meet the requirements of Utah licensure laws, which are different from most other states. This allows lower licensed professionals to perform medical duties, which must be performed by RNs in Utah. And the local labor market has priced RN compensation significantly higher than some other areas of the country.

The County should be proud that we were able to move from NCCHC probationary status to “Facility of the Year” so quickly. If that has led to unnecessary health service costs (as opposed to apple vs. orange comparisons with dissimilar operations), the Sheriff’s Office will cooperate in identifying those costs and addressing them.

**The Sheriff’s Office supports options 5.5.1, 5.5.3, 5.5.4, and 5.5.5. The elimination of 25 RN allocations resulting from the budget cuts for 2002 was made after input from the Health Authority, and will result in a 37% reduction in total RN allocations when the reduction-in-force is completed.**

The Jail has not yet begun participating in the SSA bounty program. Chief Paul Cunningham has expressed his concern about the ongoing pressure from the Social Security Administration to participate in their “bounty” program. The program is designed to save the federal government money by identifying individuals who can be removed from Medicaid while incarcerated. Upon leaving the Jail, they have to reapply for benefits, interrupting access to services. This is a public policy issue that will have to be resolved by the County Council.

## **6.0 Jail Population Capping**

6.1-2 Although useful for framing the impact of setting various levels of prisoner caps, this analysis did not look at any prior criminal history or appearance history. Nor was any analysis done of the cumulative effect of a cap, i.e., while you release x prisoners to establish a cap, you must maintain the cap over time, making daily decisions to refuse admission or release. Experience with the prior cap imposed by a federal court consent decree makes it obvious that caps exacerbate criminal justice processing efficiency, encourage nonappearance by offenders, and frustrate the judiciary, law enforcement, victims, and the public.

**The vast majority of the prisoners who would be released under either scenario studied are in jail as either sentenced prisoners or pursuant to a judicial order. Whether the Council establishes a lower cap than the current 32 units, or when the cap is reached with the mothballing of Oxbow, the County must know the answer to the question as to whether 17-22-5.5, UCA permits the release of such prisoners. A District Attorney’s Office opinion on this topic will be sought by my Office.**

6.5 **As Sheriff, I support option 6.5.1. The closing of Oxbow eliminates a cap higher than 32 housing units. Prior to demand exceeding the natural prisoner cap of 32 units, I will make a series of recommendations to the County Council regarding the enforcement of the federal contract cap, booking restrictions, and a release plan pursuant to 17-22-5.5, UCA.**

**I also support study of a pre-booking processing center. Given the number of bookings per day, however, it will be important to do a detailed cost/benefit analysis to determine whether such a program is cost effective when all costs are included.**

## **7.0 Jail Diversion and Rehabilitation Programs**

- 7.7 The Sheriff's Office agrees with the audit's conclusion that controlling the jail population is a criminal justice system issue, not just a Jail budget issue. **All of the options suggested should be explored in appropriate forums, such as CJAC, LEADS, Council Committee of the Whole, etc.**



Additional M/CIRT STATISTICS Sept. 2001

13 Forced Cell entries.

4 additional uses of force involving O.C. or A.C.T.

82 other requests for response and/or service not included in the stats sheet or other numbers.

Recorded 50 video tapes of the above listed events.

These numbers do not reflect the many times M/CIRT staff were "loaned" to other units for temporary tasks i.e. searching in booking when busy, assisting with clothing changes, and taking injured staff for medical treatment after industrial injuries etc.

During the month of September, 2001, there were a total of 324 of these security checks conducted on a routine basis. However, on September 11th through September 14th, the Jail instituted continuous perimeter security of the Metro Jail, O Pod, The SOB, and the Special Operations Building. There are no hard numbers of how many of these checks were made.

Aaron D. Kennard  
Sheriff

# SALT LAKE COUNTY SHERIFF'S OFFICE

Chief Deputies

Paul Cunningham  
L. Jeff Carr

James E. Bell  
Undersheriff

<b>SPECIAL ORDER</b>		<b>Number: 01-108</b>	
<b>Subject</b>	<b>New Booking Procedure</b>	<b>Issued</b> 12-13-01	<b>Effective</b> 12-19-01
<b>Reference</b>	<b>Sheriff's Office Policy &amp; Procedure 3-2-08.04</b>	<b>Amends:</b>	
<b>Distribution</b>	<b>All Members and For Posting</b>	<b>Rescinds</b>	<b>No. Pages</b> 1

Effective Dec. 19, 2001, the following changes in the Office booking policy will be implemented

3-2-08.04 Misdemeanant Jail Booking

- (1) Adults may be booked into jail when a compelling reason exists. Booking may be required in the following circumstances:
  - (a) State law or other authority mandates jail booking for certain crimes.
  - (b) The suspect cannot be identified to the member's satisfaction, and photographs and/or fingerprints are necessary for identification.
  - (c) A commitment exists.
  - (d) There is a minimum of three outstanding warrants, bail on any single warrant exceeds \$1500, or the suspect is wanted in another jurisdiction that will extradite.
  - (e) The offense is a crime against persons or involves the use of a weapon, or there is reason to believe the suspect poses an imminent threat to others.
  - (f) Further investigation is necessary and the suspect may flee, conceal, or destroy evidence.
  - (g) The offense may develop into a felony. Example: trespass may turn into a burglary.
  - (h) The suspect is a threat to himself or others and other options to place the individual are not available such as with family, mental health facilities, or the Detox Center.
- (2) Members booking a misdemeanor for a compelling reason will articulate that reason in their report, for supervisory review.
- (3) Supervisors will review the articulated compelling reason for policy compliance.

  
Sheriff Aaron D. Kennard

# State of Ohio Annual Jail Report 2000

## Introduction

The following report describes Ohio's jails in 2000 and draws comparisons between and within the state's four primary jail classifications over the past five years. These comparisons include average daily population, capacity, cost, staffing, and jail-related incidents. In addition to these comparisons, the report compares Ohio's Full-Service jails nationally on a number of factors related to capacity, cost, and staffing. For Ohio, the data presented provides a breakdown of the characteristics and makeup of the state's 251 jails.

Ohio's jail system is composed of four primary classifications: Full-Service (FSJ); Minimum-Security (MSJ); Five-Day (5D); and Eight-Hour (8HR) jails. All jails within these classifications are inspected annually by the Ohio Department of Rehabilitation and Correction's Bureau of Adult Detention. In addition to the inspection process for the aforementioned 251 jails, a self-report is conducted for Ohio's 68 Temporary Holding Facilities (THF). This self-report process is completed by each facility and forwarded to the Bureau of Adult Detention. Information on THFs is not included in this report.

In 2000, there were a total of 95 Full-Service, 15 Minimum-Security, 103 Five-Day, and 38 Eight-Hour jails inspected by the Bureau of Adult Detention. These inspections occurred throughout the year; therefore, the actual numbers and percentages reported reflect only what was observed on the day of the inspection.

This information should not be considered a true "snapshot" of Ohio's jails due to the time differences between inspections.

## Jail Population

Figure 1 illustrates the average daily population (ADP) of Ohio's jails over the past five years. During 2000, Ohio's jails held an average daily population of 17,274 persons. This figure represents a 1 percent increase over the previous year and a 32 percent increase over 1996. Full-Service jails held an average daily population of 16,133 inmates, up from 15,951 in 1999. Five-Day jails were the only jail classification that reduced the average daily population, down from 380 in 1999 to 371 in 2000. On average, Ohio jails confined 152 persons per 100,000 Ohio residents, which is consistent with 1999.

As was the case in 1999, Ohio's jails did not have a "statewide" crowding problem in 2000, although crowding continues to be a problem for Full-Service jails operating in Ohio's urban areas.

Figure 2 categorizes Ohio's 95 Full-Service jails by capacity. Ohio's nine largest jails, those with a capacity of over 500, represented over 49 percent of the total capacity and housed over 49 percent of the Average Daily Population for Full-Service jails. Jails with a capacity of 100 to 500 operated, on an average, at 93.4 percent of capacity, representing the highest percentage of capacity among the jail size categories. The 28 jails in this size category housed approximately 37 percent of Ohio's Full-Service jails' average daily population during 2000.

Paralleling national population trends over the past five years, jail capacities also continued to rise. In 2000, the housing capacity of Ohio's Full-Service, Minimum-Security, and Five-Day jails was 19,504 beds, representing an occupancy rate of approximately 88.3 percent. This is down slightly from the 89.8 percent occupancy rate for 1999. Jail capacities steadily increased from a low of 7,934 beds in 1983 to its current number of 19,504, representing an increase of

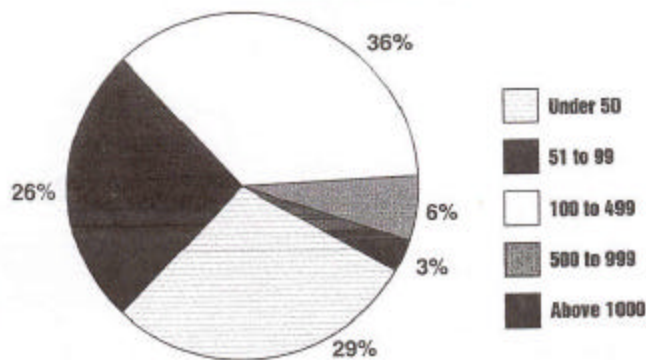
**Figure 1**  
**Average Daily Population**

	1996	1997	1998	1999	2000
FSJ	12,245	13,783	14,959	15,951	16,133
MSJ	690	923	735	704	719
5D	344	371	377	380	371
8HR	48	39	29	43	51
<b>Total</b>	<b>13,327</b>	<b>15,116</b>	<b>16,100</b>	<b>17,078</b>	<b>17,274</b>



Figure 2

**Snapshot of Ohio's Full-Service Jail Capacity**



\* Capacity reflects a decrease of 822 beds that were overreported for 1999.

Figure 3

**Average Daily Population and Jail Capacity**

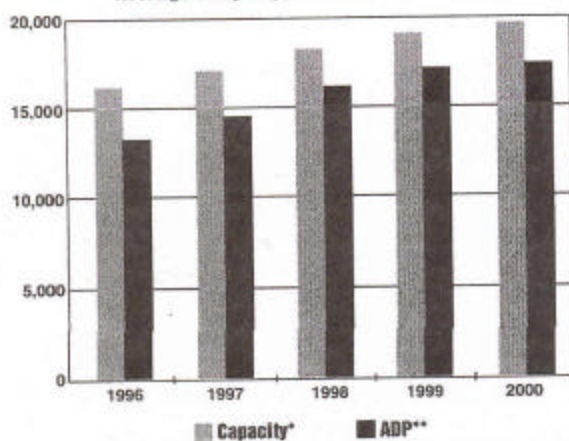
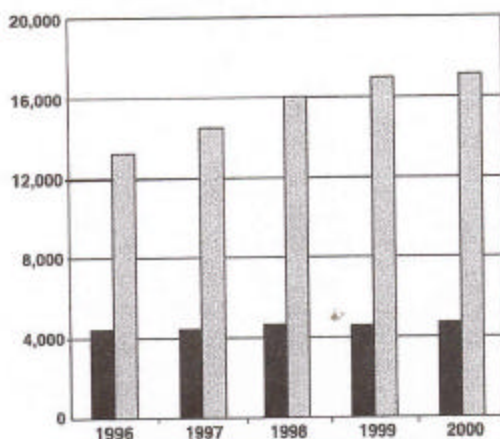


Figure 4

**Average Daily Population and Staffing Levels**



146 percent. Figure 3 highlights both population and capacity increases since 1996.

Based upon the ADP for 2000, Full-Service jails housed an estimated 91.7 percent of their rated capacity. Throughout the year, the ADP of Full-Service jails ranged from a low of 76 percent to a high of 108.3 percent.

In general, no other jail classifications reached 100 percent of capacity throughout the year. Minimum-Security jails were, on average, housing 75 percent of their rated capacity, a decrease of 2 percent from 1999. Five-Day jails, on average, operated at 40 percent capacity, a decrease of 17 percent from 1999.

**Jail Security Staff**

Just as the total housing capacity has continued to maintain pace with an increasing offender population, full-time staffing levels have as well. Figure 4 indicates that after a decrease of 3 percent in 1999, full-time staffing levels increased 5 percent in 2000. Ohio jails' full-time female corrections officer level increased slightly from 1,261 in 1999 to 1,285 for 2000. Overall, female staff represent 27 percent of all full-time jail corrections staff. Male correction officer levels also increased from 3,390 in 1999 to 3,464 full-time correction officers or 73 percent of the total in 2000. Overall, 4,749 full-time correction officers were employed by Ohio's 251 jails. This constituted a 2 percent increase from 1999.

**Jail Inmates**

Utilizing the figures gleaned from the jails on the date of inspection, 17,024 persons were confined in Ohio's Full-Service, MSJ, and Five-Day jails. Of these, 8,515, or 50 percent were awaiting court action on current charges, while 7,874, or 46.3 percent, were serving court-imposed sentences. The remaining 635, or 3.7 percent, of the population were being temporarily housed through agreements with other agencies such as the Ohio Department of Rehabilitation and Correction (parole violators), U.S. Marshals Service, or Immigration and Naturalization Service.

Figure 5 illustrates the number of sentenced, unsentenced, and other inmates. Overall, 50 percent of the inmates were unsentenced and 46 percent were serving a sentence. Full-Service jails showed the greatest amount of variation between sentenced and unsentenced inmates with approximately 52 percent unsentenced, 44 percent sentenced, and 4 percent other. As expected, nearly all of the inmates housed in Minimum-Security jails were serving court-imposed sentences (99 percent), while just under three quarters of the inmates housed in Five-Day jails were unsentenced (74 percent).

**Offender Confinement**

Figure 6 shows that offenders held in Ohio's Minimum-Security jails stayed for longer periods of time in 2000. The average stay in a Minimum-Security jail during 2000 was 44.4 days, up from 38.8 in 1999. This represents the longest confinement period for any of Ohio's jail classes. Full-Service jails had an increase of 1.9 days in the average stay, from 20.6 in 1999 to 22.5 in 2000. Five-Day jails remained consistent with 1997, 1998, and 1999, with an average stay of 1.5 days for offenders.

Ohio's jails experienced another reduction in the number of persons waiting to serve their sentence. During 2000, Ohio's jails reduced the number of persons waiting to serve their sentence by 44 percent. A total of 3,397 persons were waiting to serve their jail sentence, down from 6,036 the previous year. Nearly all of these offenders were waiting to serve their term in a Full-Service jail. This represents the third consecutive year of decline.

**Average Cost per Day**

Full-Service and Minimum-Security Ohio jail classifications realized an increase in average cost per day during

2000. It is important to note that the daily costs for each jail were weighted according to their average daily population. Weighting the reported costs for each facility by the average daily population produces a more accurate representation of the average cost per day for each classification. Therefore, an unusually high average cost per day for one jail, for example, does not skew the average cost for an entire jail classification as would occur in the traditional method of calculating an average. The number of jails not reporting average cost per day during the 2000 annual inspection decreased from 1999. For full-service jails, 21 did not report an average cost per day, compared with 23 last year. Five-Day and Minimum-Security jails did not report an average cost per day for 84 and 3 jails respectively, compared with 87 and 6 last year.

Figure 7 indicates that the largest increase in the 2000 average cost per day came from the Minimum-Security jails. These jails experienced an increase from \$56.77 in 1999 to \$66.45 in 2000. Full-service jails realized a modest increase of \$4.25 from \$62.43 in 1999 to \$66.68 in 2000. After realizing the most significant increase among the three classifications last year, Five-Day jails dropped from a cost of \$76.80 to \$75.69.

The average meal cost increased in the Full-Service and Five-Day jails while decreasing in the Minimum-Security jails. The average meal cost for the Minimum-Security jails, traditionally the lowest, decreased from \$1.62 in 1999 to \$1.38 during 2000. The Full-Service jails' average meal cost increased from \$1.60 in 1999 to \$1.64 in 2000. This is the first year since 1997 that meal costs have increased in Full-Service jails. Five-Day jails also experienced a slight increase in meal cost, from \$3.72 in 1999 to \$3.76 during 2000.

### Jail Incidents

For the purpose of this report, a jail incident is defined as the occurrence of an inmate suicide, fire precipitated by inmate(s), escapes, and inmate assaults. In 2000, inmate suicides increased to 13, up from 10 in 1999. Of the 13 reported

**Figure 5**  
**Survey of Jail Inmates**

<b>Sentenced</b>	<b>7872</b>
Male	6844
Female	1026
Juvenile	2
<b>Unsentenced</b>	<b>8514</b>
Male	7351
Female	1112
Juvenile	51
<b>Other</b>	<b>589</b>
Male	436
Female	149
Juvenile	4

suicides, 10 suicides occurred in Full-Service jails, 2 occurred in Eight-Hour jails, 1 occurred in a Five-Day jail. The number of fires reported increased to seven, the same level as 1998, up from the four reported fires in 1999. Full-Service jails reported four fires during 2000, while Five-Day and Minimum-

Security jails reported one and two respectively.

The only decrease noted in jail incidents was in the number of escapes, which is detailed in Figure 9. Incidents declined from 43 in 1999 to 20 during 2000. However, this number excludes reported escapes involving walkaways failing to return from work release or other programs. These were counted in previous years. Full-Service jails registered ten escapes, while Minimum-Security jails had nine escapes during 2000. The other escape was reported from an Eight-Hour jail.

For the third year in a row, the bureau collected information on the frequency of inmate-on-inmate and inmate-on-staff assaults. The type of assault (e.g., fight, kick, throwing of liquids, etc.) and location within the jail (e.g., food service, recreation area, receiving, etc.) were not recorded. Figure 10 shows a comparison between 1998, 1999, and 2000.

**Figure 6**

### Average Length of Stay

	1996	1997	1998	1999	2000
FSJ	16.5	19.9	23.8	20.6	22.5
MSJ	25.1	30.1	31.0	38.8	44.4
5D	2.2	1.5	1.5	1.5	1.5

**Figure 7**

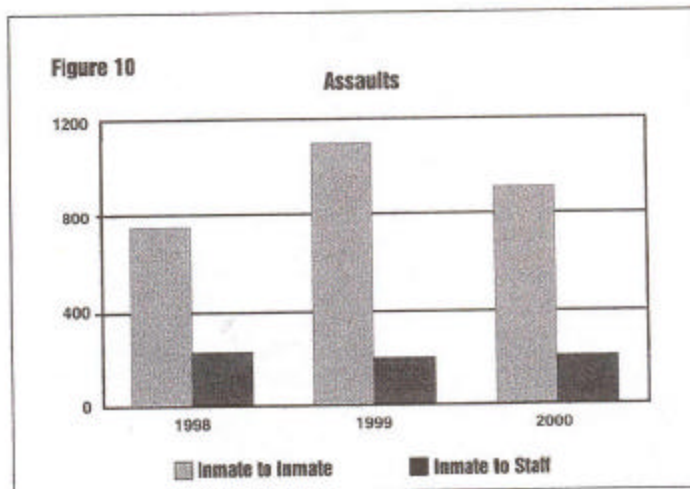
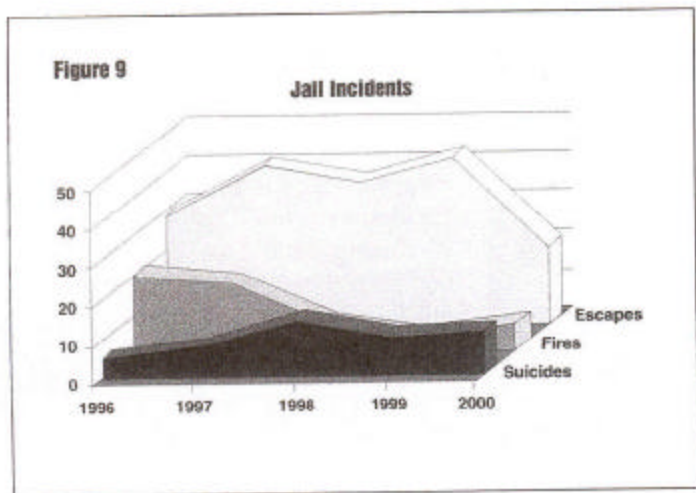
### Average Cost Per Day

	1996	1997	1998	1999	2000
FSJ	\$54.54	\$56.69	\$56.63	\$62.43	\$66.68
MSJ	\$58.05	\$55.15	\$53.08	\$56.77	\$66.45
5D	\$59.09	\$50.09	\$58.06	\$76.80	\$75.69

**Figure 8**

### Average Meal Cost

	1996	1997	1998	1999	2000
FSJ	\$1.72	\$1.77	\$1.71	\$1.60	\$1.64
MSJ	\$1.17	\$1.49	\$1.49	\$1.62	\$1.38
5D	\$2.89	\$2.94	\$3.02	\$3.72	\$3.76



For 2000, a total of 213 inmate-on-staff assaults were reported in Ohio's jails. The vast majority, 86.9 percent or 185, occurred in Full-Service jails. Five-Day jails had a total of 28 or 13.1 percent. Eight-Hour jails reported 2 inmate-on-staff assaults. There were no inmate-on-staff assaults reported in Minimum-Security jails.

During 2000, inmate-on-inmate assaults reversed the significant increase of 1999. The reported assaults decreased 17 percent, from 1,092 in 1999 to 906 during 2000. All but 2 percent occurred in Full-Service jails. Minimum-Security jails accounted for 1.8 percent and Five-Day jails accounted for the remaining 0.2 percent.

#### Minimum Jail Standards

The 2000 annual inspections revealed that compliance with the *Minimum Standards for Jails in Ohio* for each jail classification remained consistent overall. Full-Service jails increased from a compliance rating of 86 percent in 1999 to 90 percent during 2000. Five-Day jails also increased in 2000 from 87 percent compliance in 1999 to 92 percent. Minimum-Security jails dropped from 92 percent compliance in 1999 to 90 percent during 2000. The focal points of the 2000 annual jail inspection standards included separation, classification, security inspections, sanitation, and administrative segregation.

Caution should be taken when comparing compliance rates over time. Each year, jails are inspected on approximately 10 percent of the total number of *Minimum Standards for Jails in Ohio*. Thus, the inspections focus on different standards each year.

#### Comparisons to National Trends

As in past years, this report compares Ohio nationally over the same five-year period on a number of important factors related to capacity, cost, and staffing. In an effort to examine how Ohio compares to other jurisdictions across the country, national jail information was collected from two sources: the *1999 Corrections Yearbook* and the *Bureau of Justice Statistics*.

The data obtained from the Bureau of Justice Statistics is based upon midyear 2000 (June 30, 2000). For Ohio, the information will focus on the Full-Service and Minimum Security jails, as those classification mirror those in other states.

The average cost per day in Ohio rose from \$62.27 in 1999 to \$66.6 during 2000. Although the 1999 and 2000 national figures were unavailable at press time, this \$4.40 increase

**Figure 11**

#### Comparison of Ohio and National Rates

	1996	1997	1998	1999	2000
<b>Average Cost Per Day</b>					
Ohio	\$54.54	\$56.69	\$56.08	\$62.27	\$66.67
U.S.	\$55.41	\$54.53	\$54.39	N/A	N/A
<b>Ratio of Inmates Per Officer</b>					
Ohio	3.0	3.2	3.4	3.7	3.5
U.S.	4.7	4.9	5.2	5.1	N/A
<b>% Capacity Occupied</b>					
Ohio	87.6%	90.2%	93.0%	90.8%	90.8%
U.S.	92.0%	97.0%	97.0%	93.0%	92.0%
<b>Average Daily Population</b>					
Ohio	12,935	14,106	15,694	16,665	16,852
U.S.	515,432	556,586	593,808	607,978	621,149
<b>% Increase in Population</b>					
Ohio	1.1%	13.7%	6.7%	6.1%	1.2%
U.S.	2.3%	8.0%	6.7%	2.4%	2.2%
<b>Incarceration Rate Per 100,000</b>					
Ohio	116	126	140	152	152
U.S.	196	212	219	222	226
<b>Sex of Local Jail Inmates</b>					
Ohio					
Male	88.2%	87.3%	87.1%	85.7%	86.5%
Female	11.8%	12.7%	12.9%	14.3%	13.5%
U.S.					
Male	89.2%	89.4%	89.2%	88.8%	88.6%
Female	10.8%	10.6%	10.8%	11.2%	11.4%

in average cost per day places Ohio jails significantly above the 1998 national average of \$54.39.

Ohio's jails continued to excel in terms of the ratio of jail inmates to full-time security officers. Ohio's ratio decreased 0.2 to 3.5 (3.5:1) inmates to each officer and remained well below the national midyear average of 5.1 (5.1:1) in 1999 (2000 figures unavailable). Despite the marked increase in population over the past several years, Ohio has maintained a low inmate-to-officer ratio.

During 2000, Ohio's Full-Service and Minimum-Security jails operated at 90.8 percent capacity, remaining consistent with the previous year. Jails across the United States averaged 92 percent capacity, a 1 percent reduction from last year. Over the past six years, neither Ohio nor the U.S. averaged 100 percent of capacity; however, during 1997 and 1998 the national average did reach 97 percent of capacity. Although jails operated, on average, at lower percentages of their capacity, jail populations as a whole increased. Ohio's average daily population increased 1.2 percent, compared with a 2.2 percent increase nationally. This national increase mirrored 1996 and 1999 figures of 2.3 percent and 2.4 percent respectively. Ohio's incarceration rate per 100,000 remained at 152, still well below the national average of 226. This was the first year in the past five that Ohio's incarceration rate remained the same, although the rate has increased 36 per 100,000 since 1996. The national increase over the same period was 30 per 100,000.

Male inmates made up 86.5 percent of the local jail inmate population in Ohio during 2000, a small increase of 0.8 percent over 1999. Nationally, male inmates made up 88.6 percent of the inmate population, with 11.4 percent being female. The percentage of females confined in Ohio's jails decreased 0.8 percent to 13.5, but remained 2 percent above the national average.

## Highlights of 2000

During 2000, Ohio's jails reduced the number of persons waiting to serve sentences by 49 percent from 1999 to its current figure of 3,397. This is down significantly from 1996, when the waiting list was 17,569. This was accomplished while maintaining a confinement ratio of 152 persons per 100,000 and realizing a 1 percent increase in average daily population.

Ohio has continued to increase its jail housing capacity through the utilization of capital construction program. Ohio's jail capacity, has increased over 146 percent since 1983. In addition, Ohio jails have realized a reduction in jail-related incidents, such as fire, suicide, and escapes.

Nationally, Ohio compares favorably in the ratio of inmates per officer. Ohio jail ratio of 3.5 inmates per officer is well below the national average of 5.1 inmates per officer. Ohio's average daily population increased at a lower level than the national average of 2.2 percent during 2000. Ohio also fares well in its incarceration rate which is 74 persons below the national average of 226 per 100,000.

Ohio's jails and the Department of Rehabilitation and Correction have formed a working partnership to achieve safe, secure, efficient, and lawful jails throughout the state. Through capital construction grants totaling almost \$270 million, the state of Ohio has assisted local jurisdictions in the construction and renovation of jails.

In addition to capital construction grants, the Department of Rehabilitation and Correction's Bureau of Adult Detention inspects each jail during the year for the purpose of Jail Standards compliance monitoring, technical assistance, and training needs identification.

If you would like more information, please contact the Department of Rehabilitation and Correction, Bureau of Adult Detention, at (614) 752-1066 or visit the Department of Rehabilitation and Correction's Web site at: [www.odrc.state.oh.us](http://www.odrc.state.oh.us)

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*Bureau of Adult Detention, Scott E. Blough, 1050 Freeway Drive, North Columbus, Ohio 43229, Telephone (614) 752-1066, [www.drc.state.oh.us/web/bad.htm](http://www.drc.state.oh.us/web/bad.htm)*