



Study for the

Clark County

Sheriff's Office and Jail
Springfield, Ohio

The Year 2045 Plan

July 2023



Purpose

To project rated bed needs to the Year 2045 based on inmate data and trends over the past several years, as well as analyzing County demographics, bookings, releases, average daily population, and average length of stay per inmate.

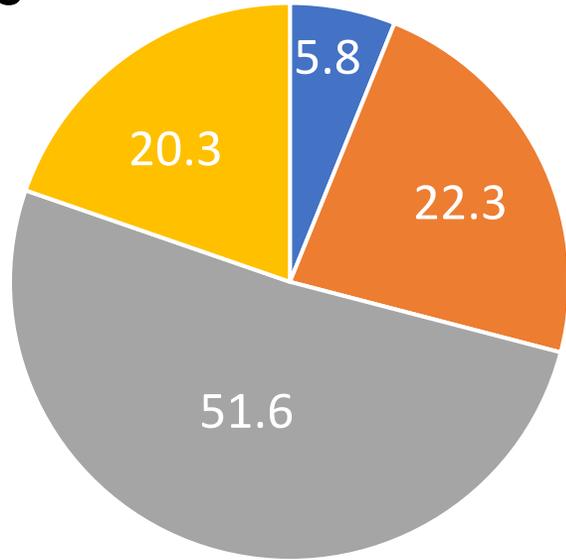


Jail Management Data and Trending Projections to Year 2045



DEMOGRAPHICS OVERVIEW

AGES



■ Under 5 ■ Under 18 ■ 19-64 ■ Over 65

INCOME

Median Household Income
Persons in Poverty

CLARK

\$44,037
16.9%

OHIO

\$48,071
14.8%

EDUCATION

High School Degree
College Degree

88.7%
18.9%

91.1%
29.7%

HOUSING

Own Home
Median Home Value

69.8%
\$110,400

68.7%
\$135,600

Historical population		
Census	Pop.	%±
1820	9,533	—
1830	13,114	37.6%
1840	16,882	28.7%
1850	22,178	31.4%
1860	25,300	14.1%
1870	32,070	26.8%
1880	41,948	30.8%
1890	52,277	24.6%
1900	58,939	12.7%
1910	66,435	12.7%
1920	80,728	21.5%
1930	90,936	12.6%
1940	95,647	5.2%
1950	111,661	16.7%
1960	131,440	17.7%
1970	157,115	19.5%
1980	150,236	-4.4%
1990	147,548	-1.8%
2000	144,742	-1.9%
2010	138,333	-4.4%
2020	136,001	-1.7%

U.S. Decennial Census^[6]
 1790-1960^[7] 1900-1990^[8]
 1990-2000^[9] 2020 ^[2]



DIFFERENT INMATES TODAY

DOOR 1

- The Bad
- Fewest number of inmates
- How most older jails are designed

DOOR 2

- The Addictions
- Likely the least harmful
- Most jails are not designed for them

DOOR 3

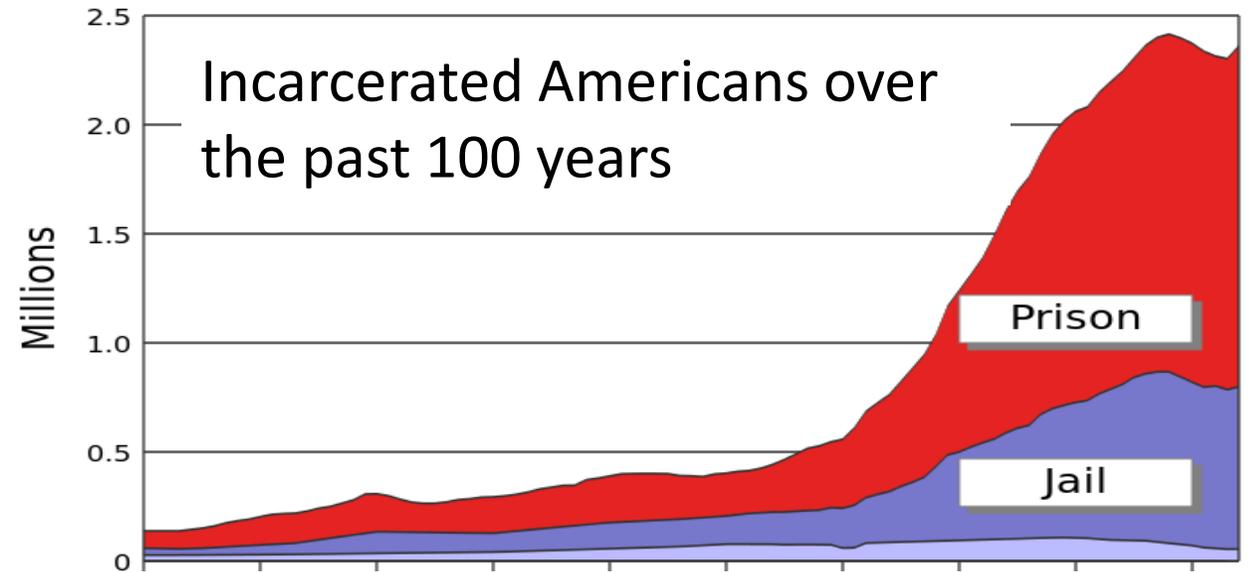
- Mental Health / Behavioral Management
- Multiple issues
- Likely the most harmful
- Most jails are not designed for them



OVER CAPACITY

WHY ARE JAILS OVER CAPACITY?

- Female population
- Emphasis on drunk driving charges
- Mandatory arrests for Domestic Violence
- Addictions
- Deinstitutionalization of persons with mental illness
- Lack of community-based resources
- Mandatory minimum sentencing practices
- Restrictions on judicial discretion

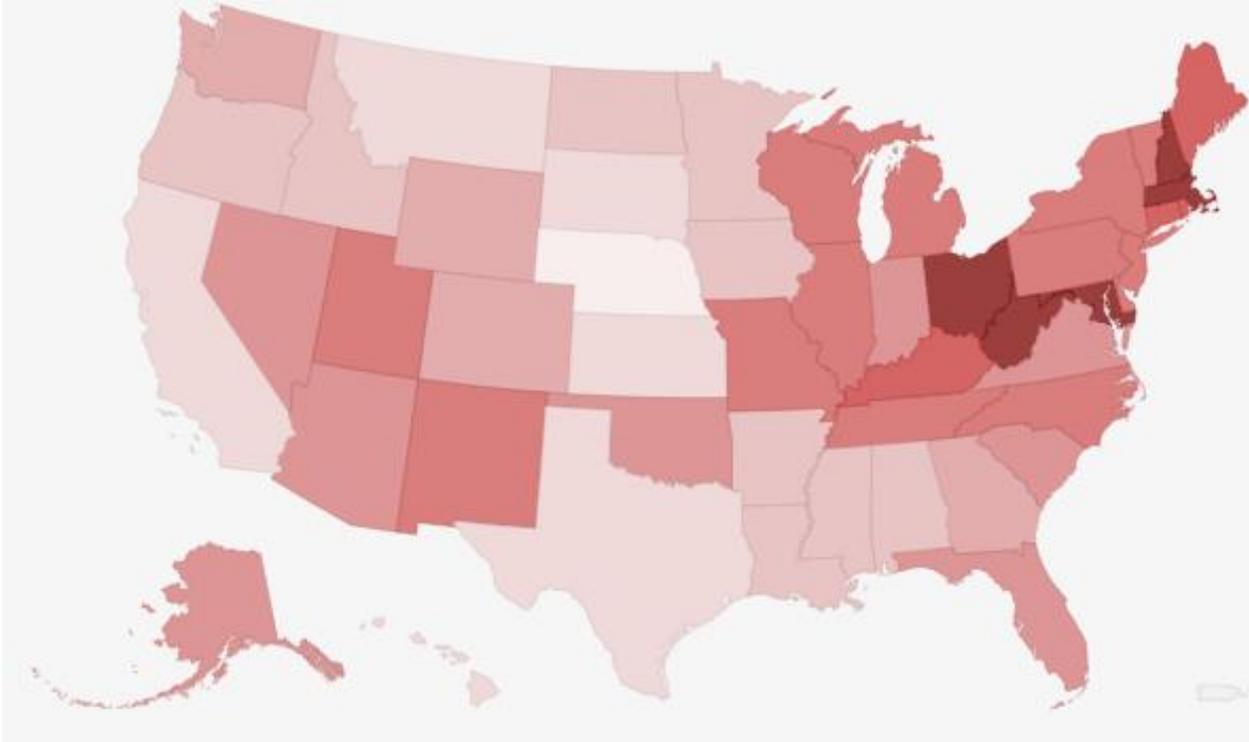


U.S.A. jails now hold more than

600,000

people on any given day - more than triple their population in 1985

OPIOID OVERDOSE DEATHS



STATE WITH THE HIGHEST PREVALENCE

- 1. West Virginia
43.4
- 2. New Hampshire
35.8
- 3. Ohio
32.9

West Virginia has a Opioid Overdose Death Rate (Age-Adjusted) value of 43.4, followed by New Hampshire with 35.8 and Ohio with 32.9. The following map shows all of the states colored according to their Opioid Overdose Death Rate (Age-Adjusted).

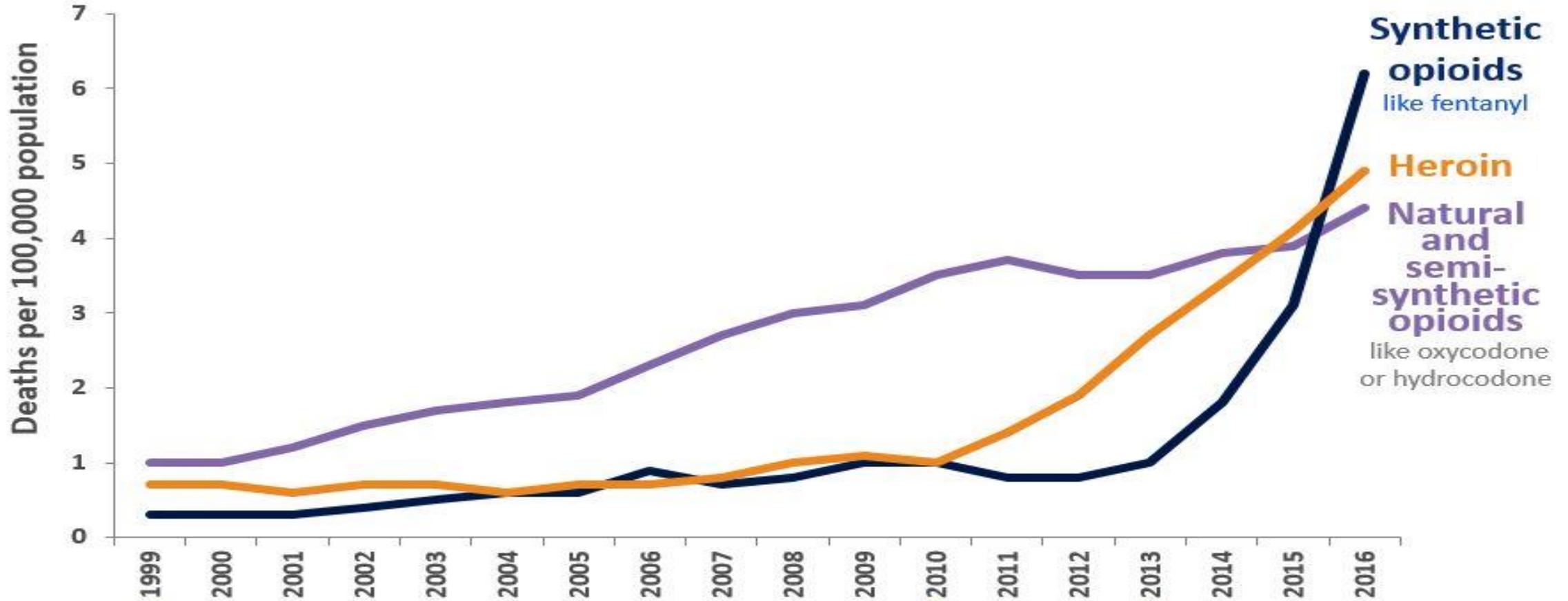
Opioid Overdose Death Rate (Age-Adjusted) is defined as opioid overdose death rate per 100,000 population (age-adjusted).



Opioid Overdose Death Rate (Age-Adjusted) per 100,000 People

Dataset: Kaiser Family Foundation analysis of Centers for Disease Control and Prevention (CDC), National Center for Health Statistics
Source: Kaiser Family Foundation State Health Facts

3 WAVES of the Rise in Opioid Overdose Deaths



Wave 1: Rise in Prescription Opioid Overdose Deaths

Wave 2: Rise in Heroin Overdose Deaths

Wave 3: Rise in Synthetic Opioid Overdose Deaths

STATISTICAL MODELS for Forecasting

The **Time-Series Model** is the recommended jail forecasting as it tracks the most data over the longest period of time. The model looks at data from past jail use, measured at set intervals to plot broad trends that are used to map anticipated future demand.

DLZ has used this model on over 95 Jail Capacity Studies.

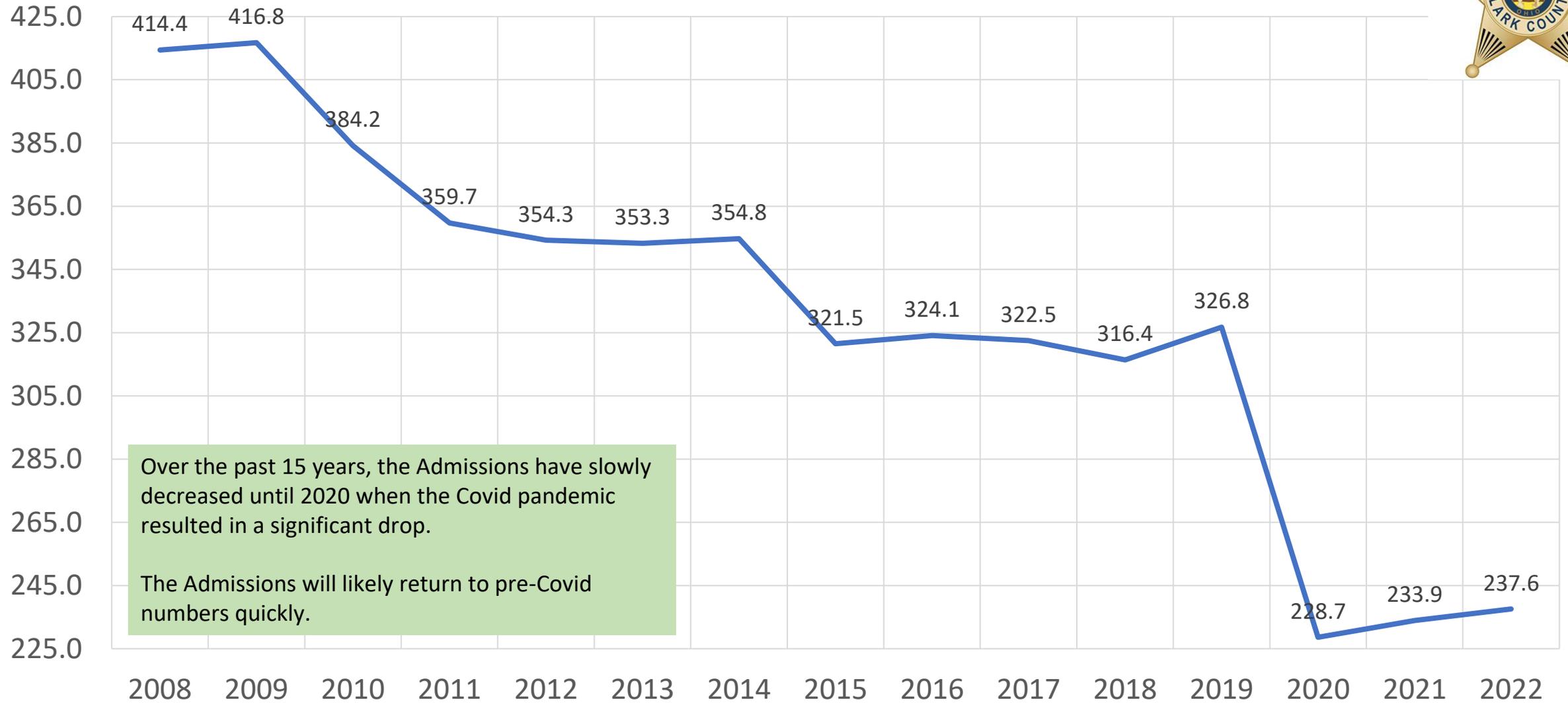
The **Regression Model** attempts to reveal the many variables that influenced the jail and then speculate how casual relationships between selected variables will affect future demand.

A **Rate Analysis** uses a jurisdiction's rate of incarceration, rate of admissions, as the basis of the forecast. When compared over a span of years, this data provides an indicator against which to measure change.

In the context of corrections, the **Ratio Model** (sometimes called a stock/flow analysis) looks at the relationships between the number of individuals who move in and out of a jail and the length of time they spend in custody. This model uses a ratio to measure growth in jail admissions as compared with releases to forecast future Average Daily Population.

Jail Exist Analysis is used to calculate lengths of stay and examines a multitude of inmate processing variables. The problem is this is usually a moment in time and not a series of years of data.

ADMISSIONS – Total: Men and Women



Over the past 15 years, the Admissions have slowly decreased until 2020 when the Covid pandemic resulted in a significant drop.

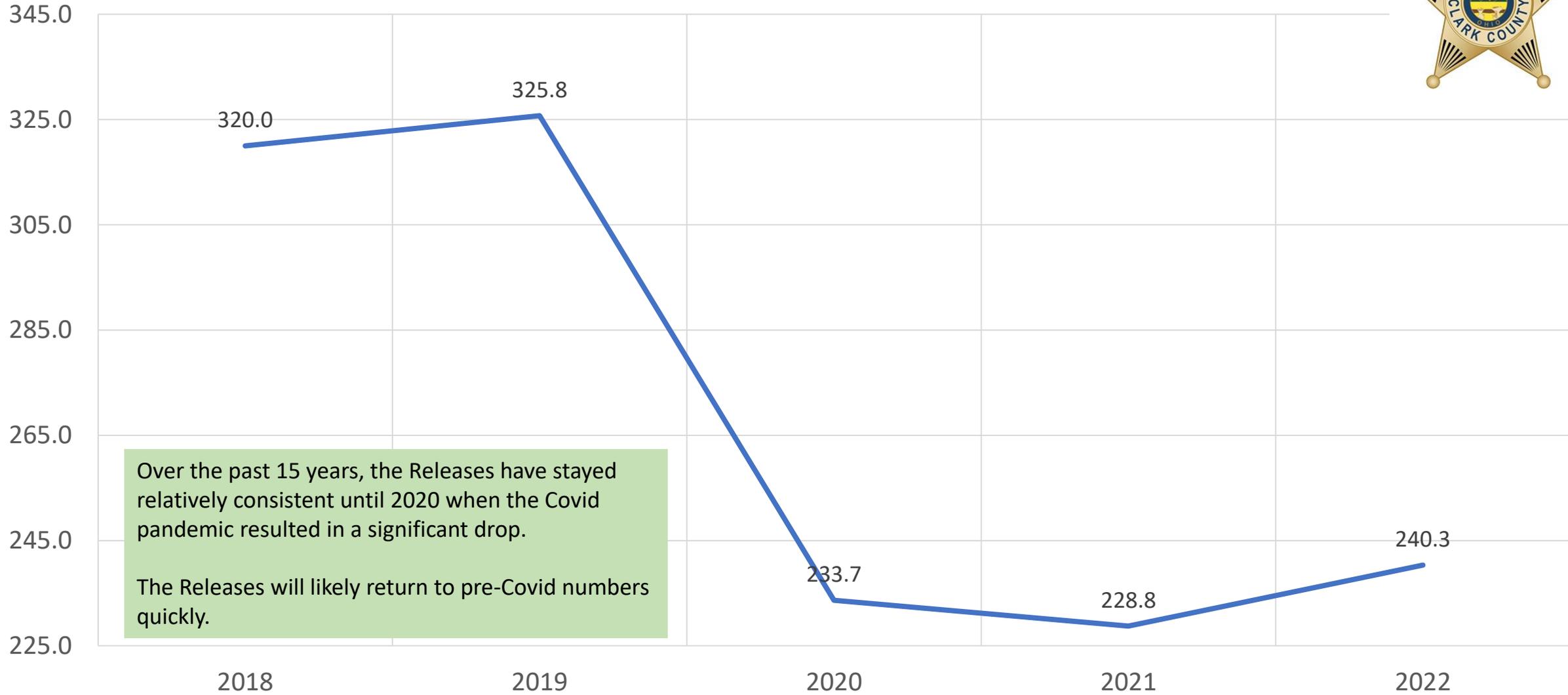
The Admissions will likely return to pre-Covid numbers quickly.

Covid pandemic



Note: Data provided by Clark County Sheriff's Office

RELEASES – Total: Men and Women

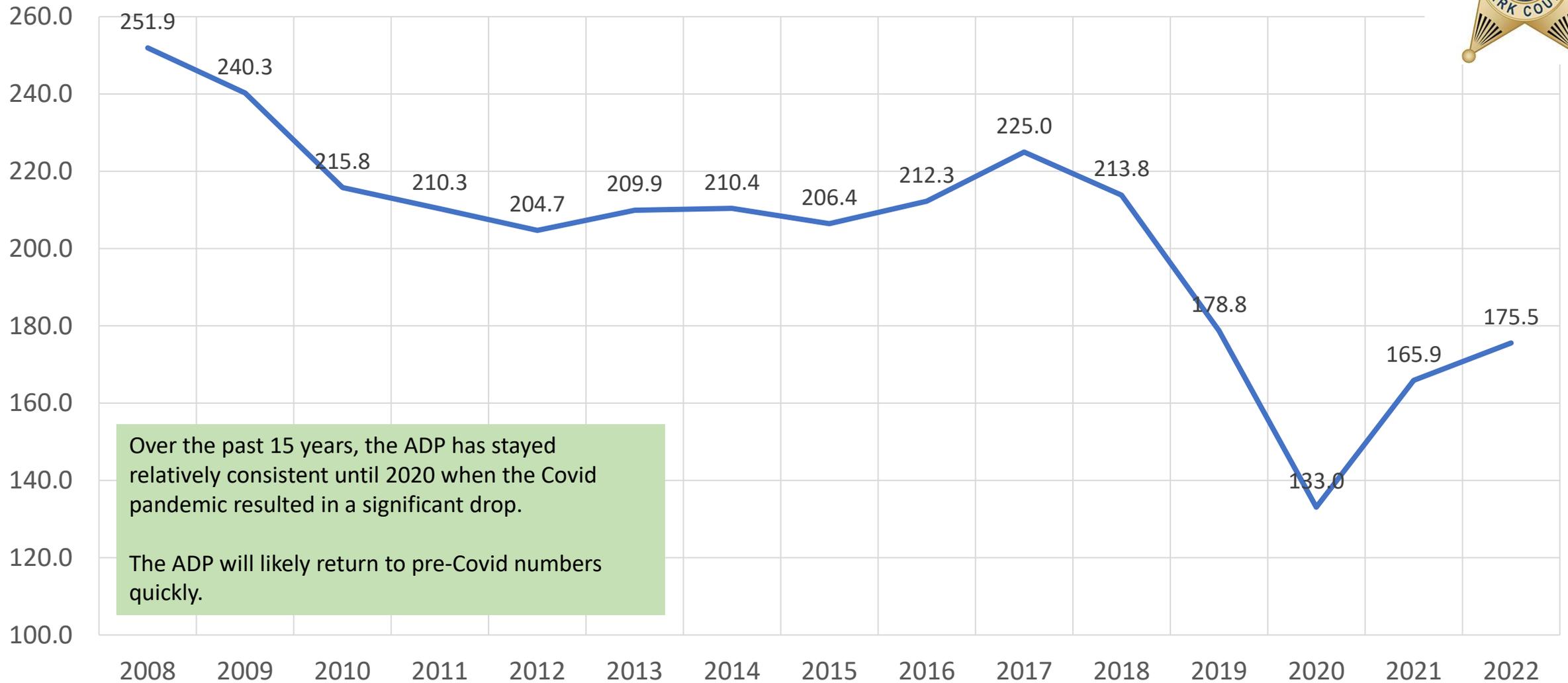


Over the past 15 years, the Releases have stayed relatively consistent until 2020 when the Covid pandemic resulted in a significant drop. The Releases will likely return to pre-Covid numbers quickly.

Covid pandemic

AVERAGE DAILY POPULATION (ADP)

Total: Men and Women



Over the past 15 years, the ADP has stayed relatively consistent until 2020 when the Covid pandemic resulted in a significant drop.

The ADP will likely return to pre-Covid numbers quickly.

Covid pandemic



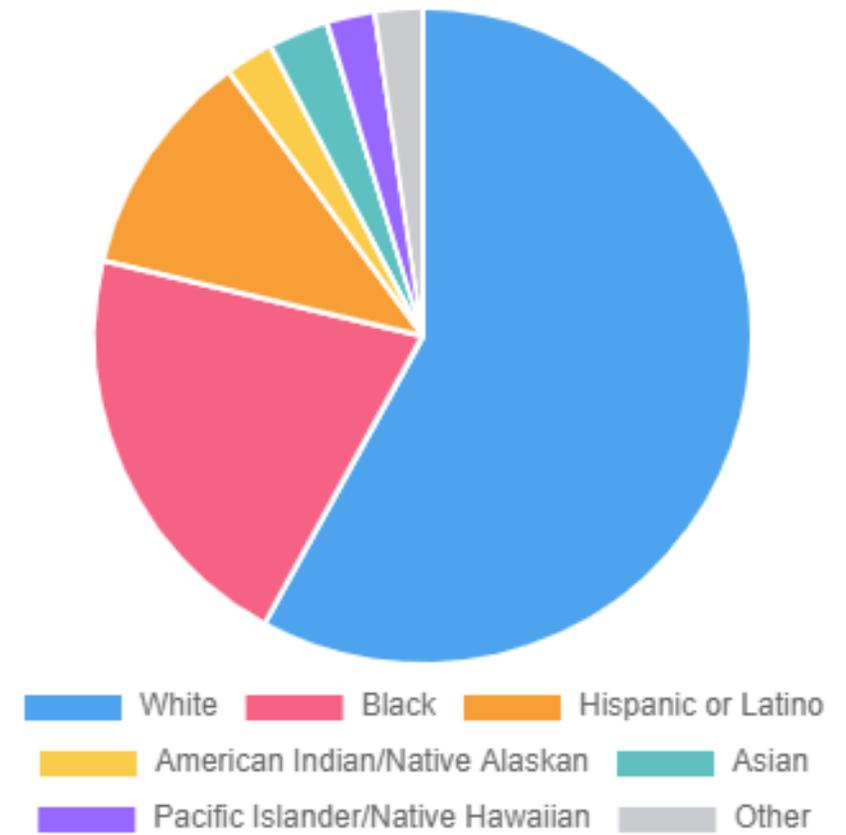
Note: Data provided by Clark County Sheriff's Office

INMATE RACE & ETHNICITY

July 15, 2023



Race	Inmates	% Total
White	98	57.99%
Black	35	20.71%
Hispanic or Latino	19	11.24%
American Indian/Native Alaskan	4	2.37%
Asian	5	2.96%
Pacific Islander/Native Hawaiian	4	2.37%
Other	4	2.37%
Total	169	100.0%



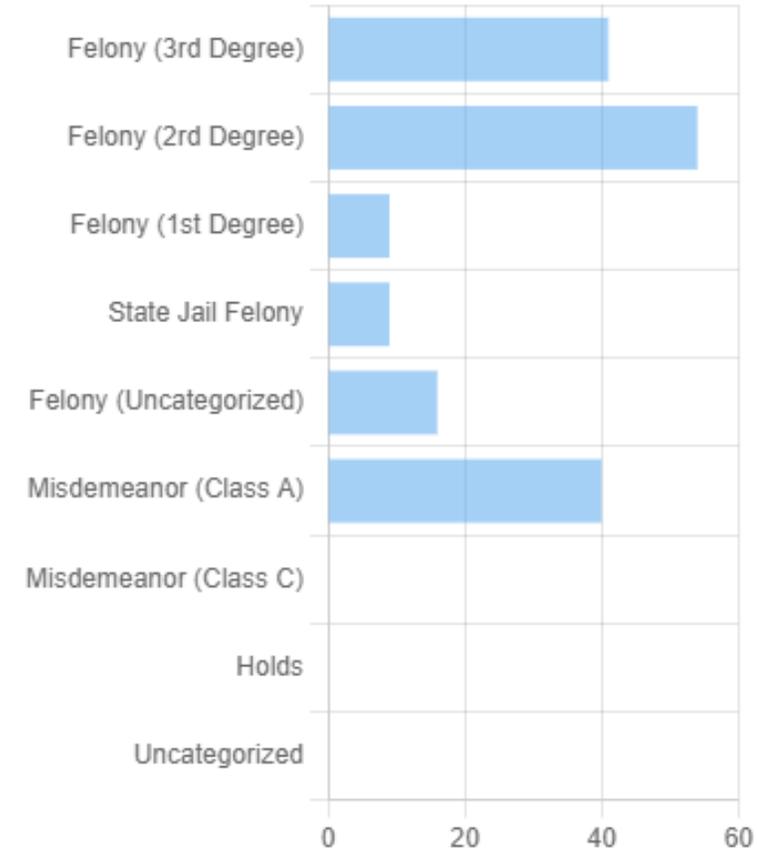
Demographic, Crime and Inmate data is compiled from public reports provided by the Clark County Sheriff's Department, Ohio Corrections, United States Department of Justice, Federal Bureau of Investigation and the United States Census Bureau.

INMATE CRIMINAL CHARGES

July 15, 2023



Charge	Inmates	% Total
Felony (3rd Degree)	41	24.26%
Felony (2nd Degree)	54	31.95%
Felony (1st Degree)	9	5.33%
State Jail Felony	9	5.33%
Felony (Uncategorized)	16	9.47%
Misdemeanor (Class A)	40	23.67%
Misdemeanor (Class C)	0	0.00%
Holds	0	0.00%
Uncategorized	0	0.00%



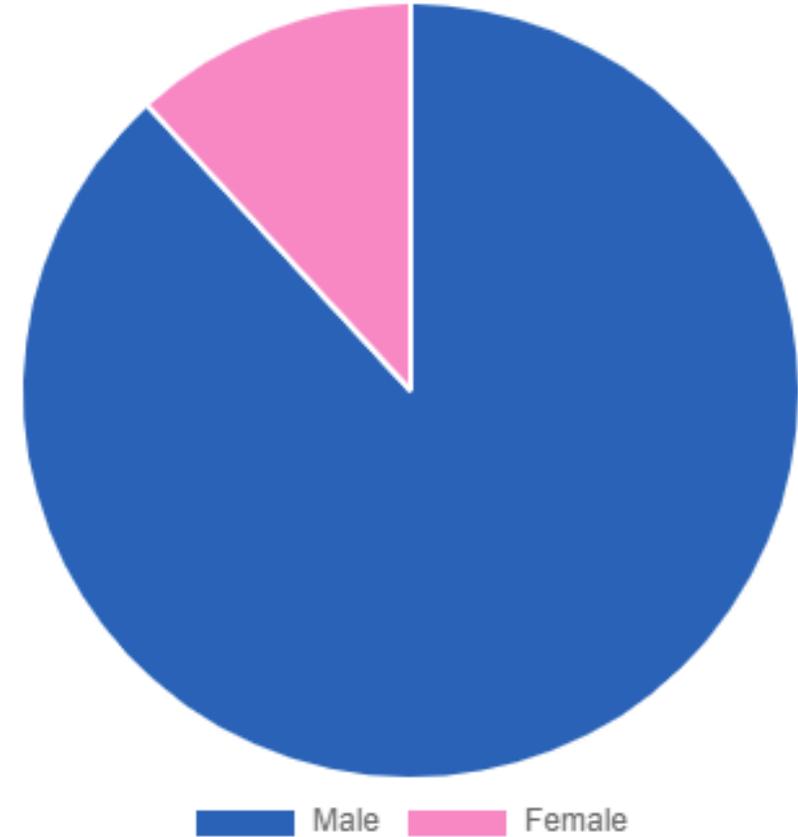
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INMATE GENDER

July 15, 2023



Sex	Inmates	% Total
Male	149	88.17%
Female	20	11.83%
Total	169	100.0%



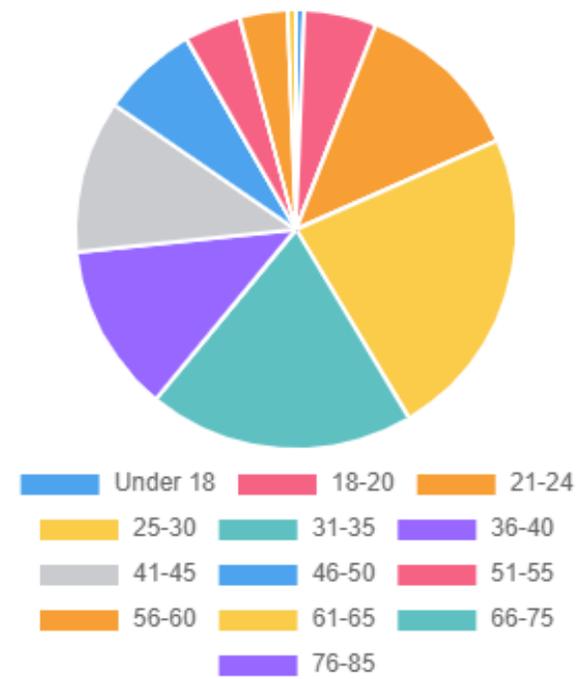
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INMATE AGE

July 15, 2023



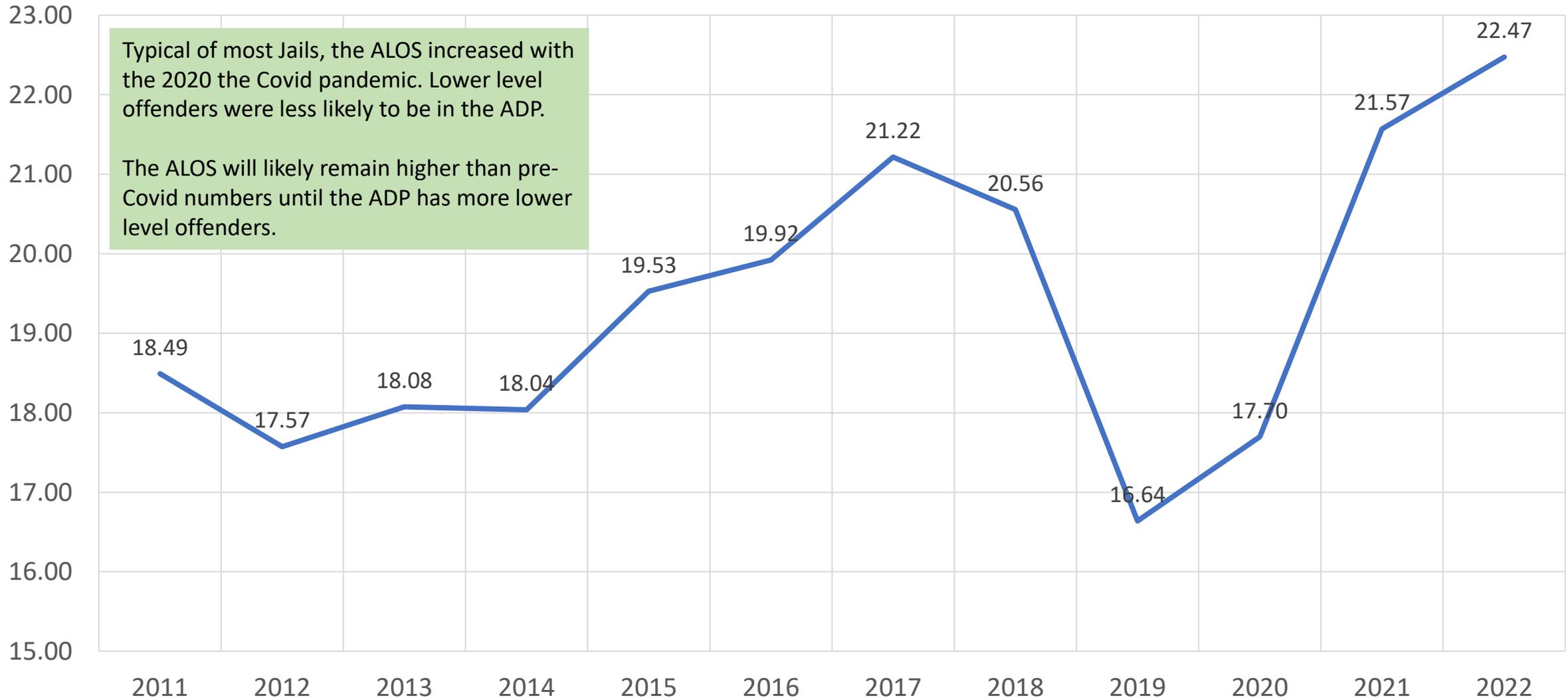
Age	Inmates	% Total
Under 18	1	0.59%
18-20	9	5.33%
21-24	21	12.43%
25-30	39	23.08%
31-35	33	19.53%
36-40	21	12.43%
41-45	19	11.24%
46-50	12	7.10%
51-55	7	4.14%
56-60	6	3.55%
61-65	1	0.59%
66-75	0	0.00%
76-85	0	0.00%
Total	169	100.0%



Demographic, Crime and Inmate data is compiled from public reports provided by the Clark County Sheriff's Department, Ohio Corrections, United States Department of Justice, Federal Bureau of Investigation and the United States Census Bureau.

The Average Length of Stay is computed by dividing the Average Daily Population by the number of annual Admissions (Bookings) and multiplying that number by 365 (days is a year)

AVERAGE LENGTH OF STAY (ALOS) – Total: Men and Women



█ Covid pandemic



Note: Data provided by Clark County Sheriff's Office

FACTORS THAT INFLUENCE ADP

Number of Admissions to Jail

- County population
- Number of law enforcement officers
- Booking and cite-and release policies
- County booking fee policy
- Availability of pre-booking alternatives
- Access to comprehensive pretrial services
- Failure To Appear and warrant policy
- Pretrial FTA investigation and court return policies
- Pretrial supervision, monitoring and tracking
- Violation of supervision rate and policy
- Juveniles certified as adults to stand trial
- State policy of returning inmates to counties
- Contracts with other agencies
- Availability of alternative sanction and diversion options
- Quantity of system intervention
- Policies of the media

Average Length of Stay

- Access to timely pretrial assessment
- Early appointment of legal counsel
- Pretrial release options
- Bonding policy
- Pretrial bond review procedures
- Early case resolution procedures
- Charge and plea-bargaining policies
- Local case processing times
- Diversion and deferred sentence options
- Availability of jail alternatives (treatment, work release, etc.)
- Eligibility criteria for jail alternatives
- Sentencing mandates
- Sentence lengths
- Stepdown options from to jail to alternative facilities / programs
- Prevailing philosophy regarding punishment versus treatment

RENOVATE / EXPAND OR BUILD NEW

- Renovation and expansion does work in some facilities
- However, renovation and expansion of existing facilities is often not always possible or fiscally responsible
- Potential issues with renovation or expansion
 - *Ohio Jail Standards / ACA compliance issues*
 - *ADA compliance*
 - *Staffing efficiency*
 - *Systems renovation cost*
 - *Existing spaces are not adequate*
 - *Lack of program spaces*
 - *Disruption of jail operations*
 - *Acquisition of additional property often required*



National Institute of Corrections
U. S. Department of Justice

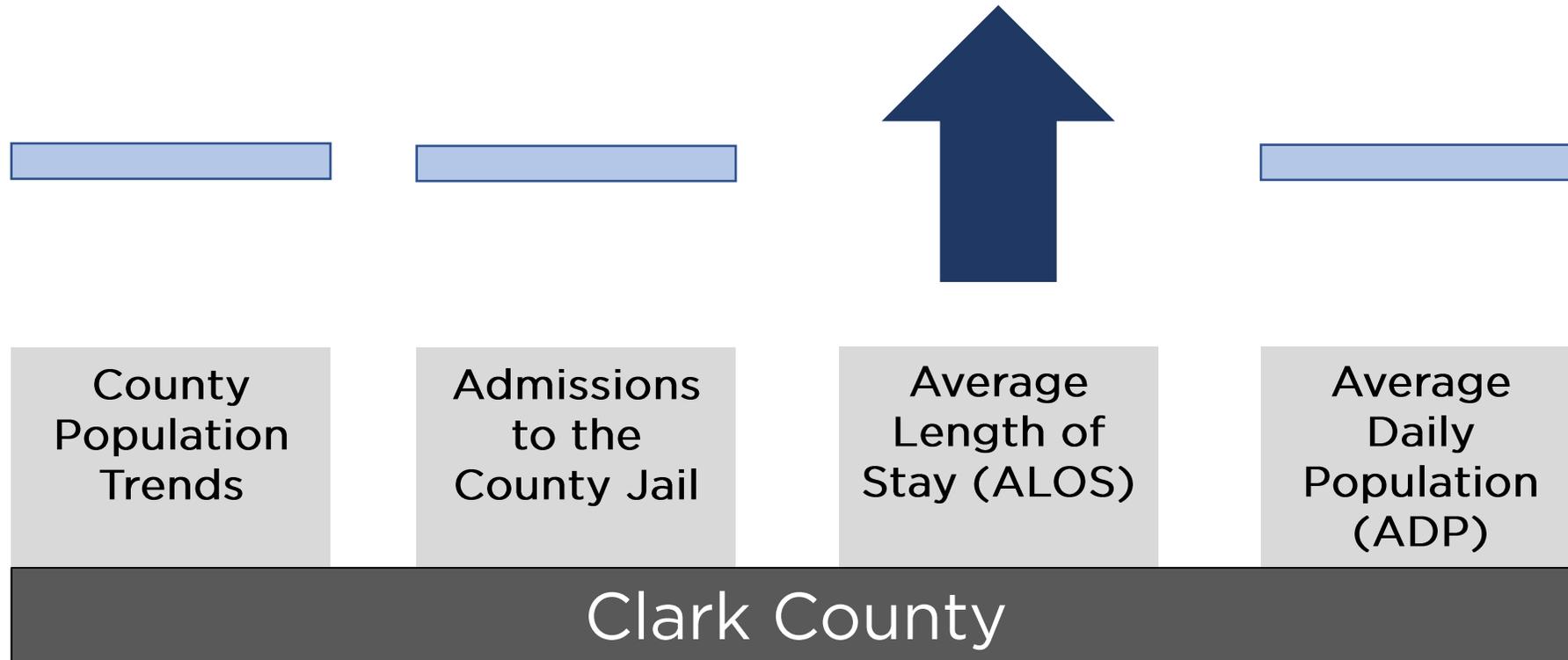
Jail Design Guide:
A Resource for Small,
Medium and Large
Sized Jails

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Correctional Program Specialist

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FORECASTING JAIL CAPACITY

Jail capacity forecasts are developed on an analysis of four data types:



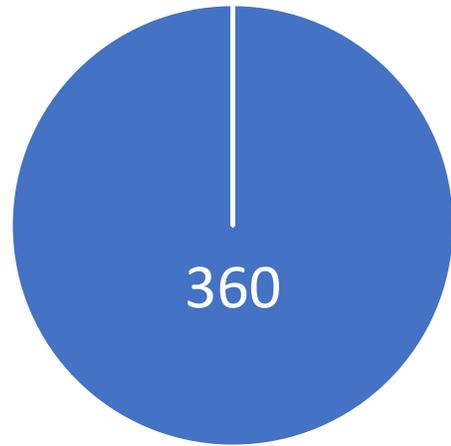
OBJECTIVE CLASSIFICATION: 80% RULE and GROWTH POTENTIAL


National Institute of Corrections
U. S. Department of Justice

Objective Jail
Classification Systems:
A Guide for Jail
Administrators

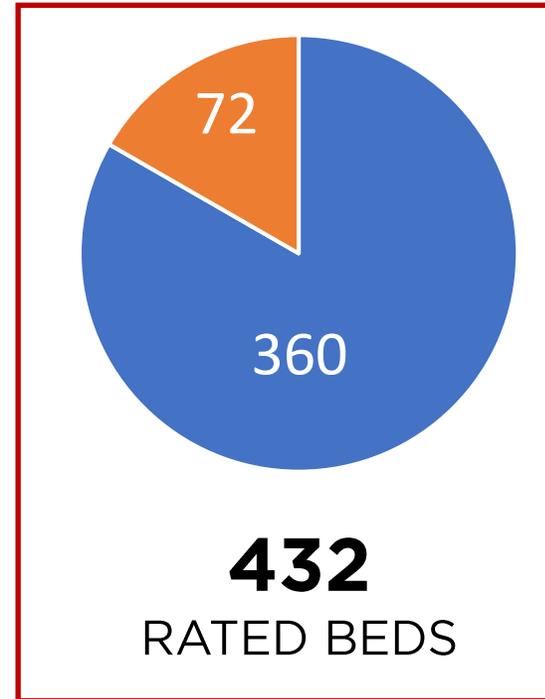
80% rule: Difficult to
classify and to
separate prey from
predator in
overcrowded jails.

Safety and Security
of Inmates and Staff



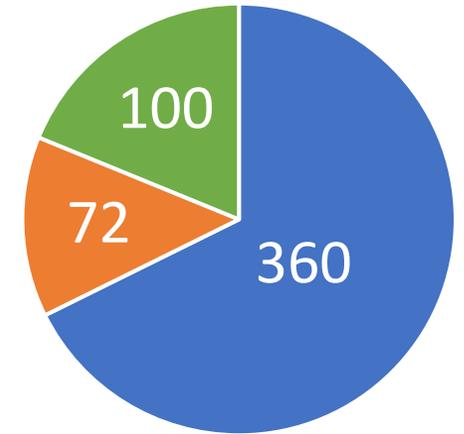
360
RATED BEDS

*Meets Year 2045 ADP
projections (360) with
0% classification*



432
RATED BEDS

*Meets Year 2045 ADP
projections (360) with
20% classification (72)*



532
RATED BEDS

*Meets Year 2045 ADP
projections (360) with 20%
classification (72) and
additional growth (100)*

HOUSING INMATES out of County

# of INMATES	COST PER DAY	# of DAYS	ANNUAL COST
1	\$70 per day	365	\$25,550
10	\$70 per day	365	\$255,500
50	\$70 per day	365	\$1,277,500
100	\$70 per day	365	\$2,555,000
250	\$70 per day	365	\$6,387,500

Finding beds can be difficult

Additional costs include: staffing, transportation & medical

Some counties are paying more per inmate per day

IMPLEMENTATION of a Systems Masterplan

The key to long-term successful management of a jail is the implementation of a system masterplan: **a set of policy and program strategies that will enable Clark County not only to react to change, but also to influence and shape the course of that change.**

A Systems Masterplan addresses the following:

- Pre-booking options
- Pretrial release services
- Classifications and use of objective risk assessment
- Adjudication policies and practices
- Diversion options
- Sentencing alternatives
- Program adherence to evidence-based practices
- Sanction policies and programs
- Jail re-entry and discharge planning
- Data availability and integration

PLAN TO REDUCE Admissions into the Jail

Recommendations to further reduce admissions are as follows:

- Establish a comprehensive pretrial program
- Fund local detoxification services
- Increase the use of non-jail sanctions
- Develop diversion options for the mentally ill
- Reduce the use of jail for probation violations through a structured sanction policy



PLAN TO REDUCE ALOS in the Jail

Recommendations to reduce the Average Length of Stay in the Jail are as follows:

- Implement an Early Case Resolution (ECR) practice
- Reduce the time between citation and a court hearing
- Expedite the movement of inmates from the jail to alternatives
- Programs to address the societal issues of today's inmates

The ALOS is the primary driver in Average Daily Population.

These are just a sample of possibilities. The degree Clark County implements alternatives will determine whether the Jail may be at the higher end or lower end of the jail forecast scenarios.

The Year 2045 Plan for Clark County Sheriff's Office and Jail

432 Rated Bed
Jail

135,000 to
145,000 GSF

During Schematic Design, the Gross Square Feet will be determined in Owner Design Review meetings and with the development of a working floor plan design.

DESIGN CONCEPTS

Behavioral Health Planning and Design

Priority Populations

- Severe and Persistent Mental Illness (SPMI); Chronic Care; High-Risk Population

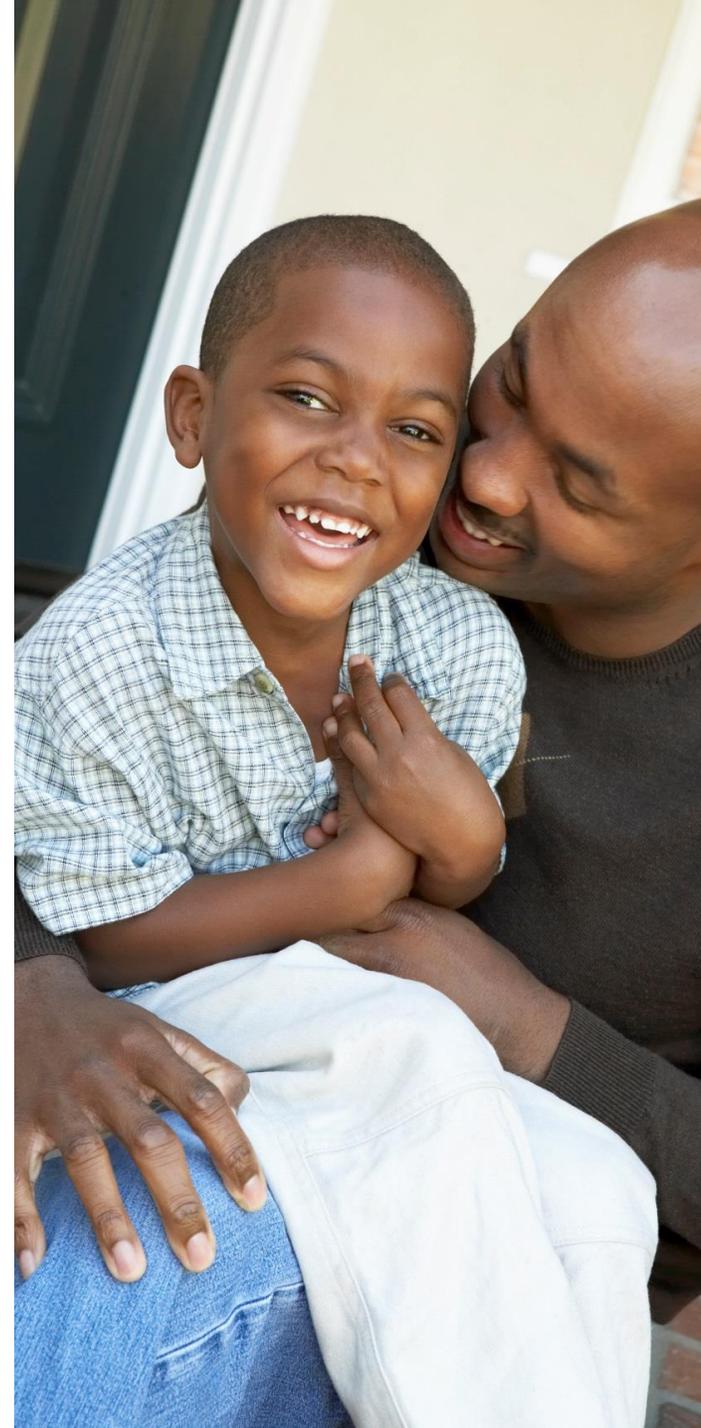
Continuum of Care/Re-entry and Reintegration

Substance Use/ Co-occurring Disorders

- Detoxification
- Assessment
- Opioid Program
- Medication Assisted Treatment (MAT)

Evidence Based Treatment Approaches

- Integration of wholistic treatment (counseling, medical)
- Responsiveness to criminogenic and healthcare needs
- Trauma-informed / Gender Responsive



Redefining Treatment in a Secure Setting



- Intake / Deflection
- Housing units for mentally-ill inmates are appropriate (i.e. size, location)
- Adequate number and accessibility of program rooms
- Single cell housing for certain mental health categories
- Step-down system and transition unit for suicide intervention
- De-escalation Rooms; Detoxification Units; Therapeutic Communities for Special Populations (i.e. Veterans, MAT, Re-Entry/ Life Skills)
- Therapeutic and enriched built environment/less institutional
- Access to spaces with fresh air and sunlight

Designated Acute Unit

- Develop Criteria (Entrance / Exit)
- Establish, execute in unison with multidisciplinary team
- Mental Health as gate keeper
- Management always multidisciplinary approach
- Normalized environment



Design Attributes

- Kept small and manageable
- Easy access and clear line of site
- Individual Cells with common area
- Therapeutic community and structured programming



Non-Acute Unit

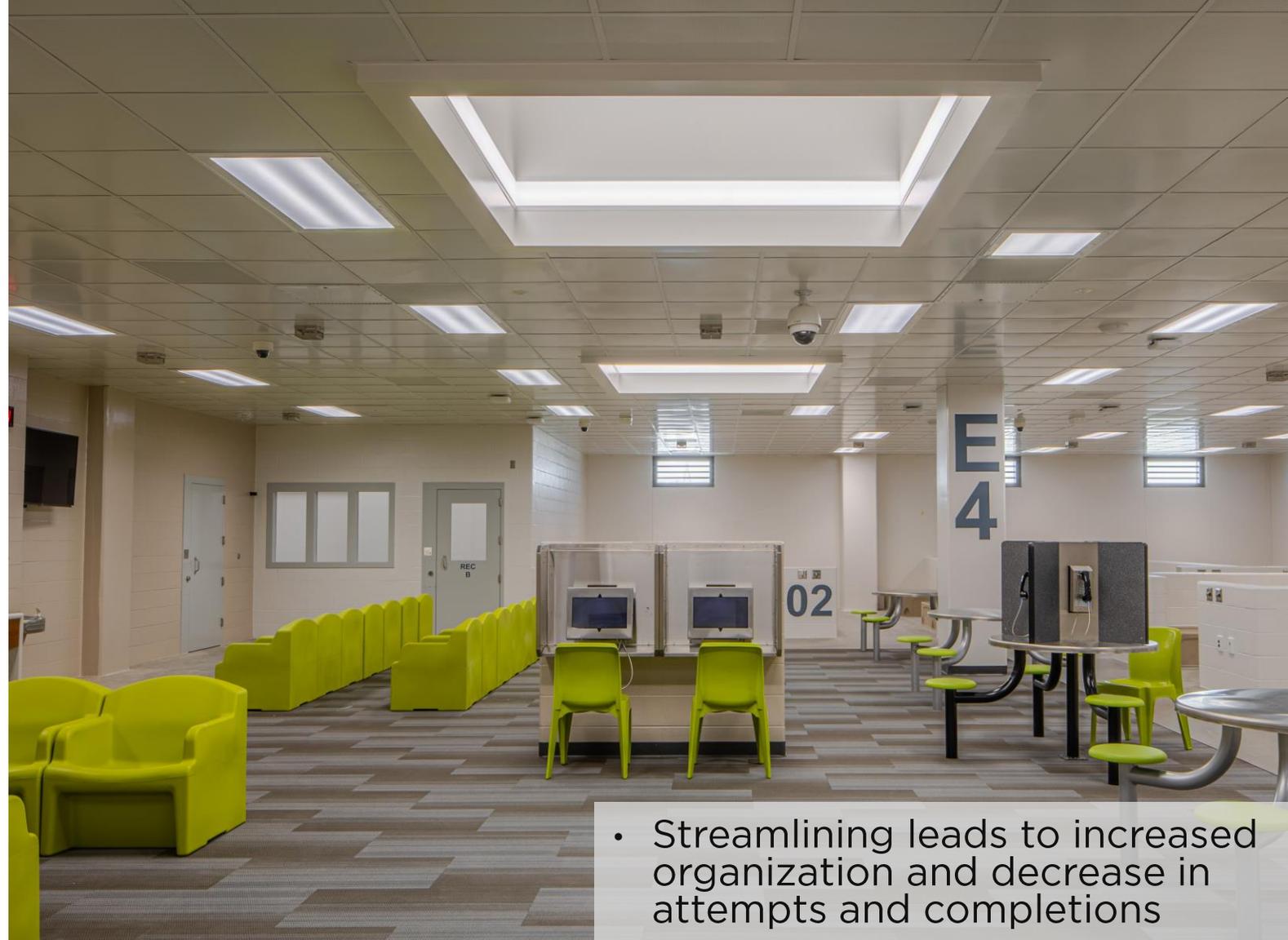
- Develop Criteria (Entrance/Exit)
- Establish, execute in unison with multidisciplinary team
- Mental Health as gate keeper
- Regular follow-ups by MHP's
- Therapeutic community and structured programming

Design Attributes

- Medium to small
- Promotes normalization, socialization and open observation
- Subgroupings promotes relationships for small groups as well as overall unit

Ensuring development of a step-down system for suicide intervention which include:

- Systematic observation of recovery
- Socialization significantly aids mood
- Groups eliminates risk of isolation
- Focused programming/monitoring



- Streamlining leads to increased organization and decrease in attempts and completions
- Increased manageability
- Lower strain/stress on staff

Recruitment and Retention Strategies

STAFF TRAINING

HEALTH AND WELLNESS

SPACES FOR STAFF



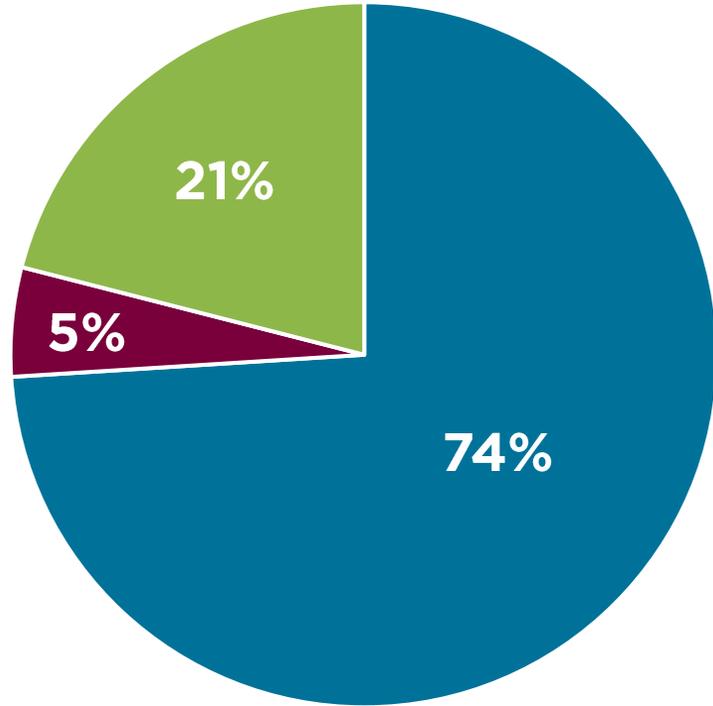
Potential Site



Approximately 140,000 GSF with Sheriff's Office and 434 rated beds

OPERATIONAL STAFFING

STAFFING ASSESSMENT



Total Employee Costs

Includes salaries, fringe benefits, and pension contributions

Capital Costs

Includes capital expenditures and debt service

All Other Costs

Includes non-personnel expenses such as contracts, supplies, and utilities

If the average deputy position is \$83,000 (salary and benefits), a 24/7 staff post will cost at least \$8.3M over the next 20 years



OUR GOAL

The right number and type of staff,
in the right place,
at the right time,
doing the right thing.

STAFFING RECOMMENDATIONS

It is critical to ensure proper risk management and jail safety and security that inmates know that both supervisors and staff are present and able to appear unannounced and unexpected.

The most common symptom of inadequate staffing levels in most jails is the number of fixed posts that are filled at the beginning of the shift, but then often “pulled” when needs occur elsewhere in the jail.

Inadequate staffing results in supervisors working a jail post and jail staff performing duties in an inconsistent manner.

Provide correct staffing to validate the jail’s classification system.

Provide for increased security inside the modular housing perimeter.

ACCURATE PROJECT COSTS

A staffing analysis should be completed at each phase of design

Identify
Total
Project
Costs

Mission
and
operational
philosophy

Supervision
methods

Organizational
information

Operational
preferences

Staff
availability

COSTS and SCHEDULE

COST INDEX - Inflation



Cost Index

Turner's First Quarter Building Cost Index:

A shortage of skilled labor in the construction industry is contributing to an increase in labor rates. In addition, trade contractors are being selective in taking on work to maintain balance with available labor

Turner Building Cost Index—which measures costs in the non-residential building construction market in the United States—has increased to a value of 1349 (100 in base year 1967).

Information for 2nd quarter year 2023 to date will be released soon.

Quarter	Index	% Change
1 st Quarter 2023	1349	1.28
4 th Quarter 2022	1332	1.60
3 rd Quarter 2022	1311	2.18
2 nd Quarter 2022	1283	2.23

Turner has prepared the construction cost forecast for more than 80 years. Used widely by the construction industry and Federal and State governments, the building costs and price trends tracked by The Turner Building Cost Index may or may not reflect regional conditions in any given quarter. The Cost Index is determined by several factors considered on a nationwide basis, including labor rates and productivity, material prices and the competitive condition of the marketplace. This index does not necessarily conform to other published indices because others do not generally take all of these factors into account.

Based on the Cost Index and Factor for Ohio construction, we estimate approximately 7-9% per year construction cost increases

432 RATED BEDS – Projected Costs

PROBABLE HARD CONSTRUCTION COSTS

\$72,000,000 to \$78,000,000

Based on a new Clark County Sheriff's Office and Jail with 432 rated beds (140,000 gross square feet)

Probable Costs are based on a **Spring 2026** Bidding Period

PROBABLE SOFT COSTS

**Approximately 20%
of
Total Project Costs**

TOTAL PROJECT COSTS

*Hard
Construction
Costs*

+

Soft Costs

=

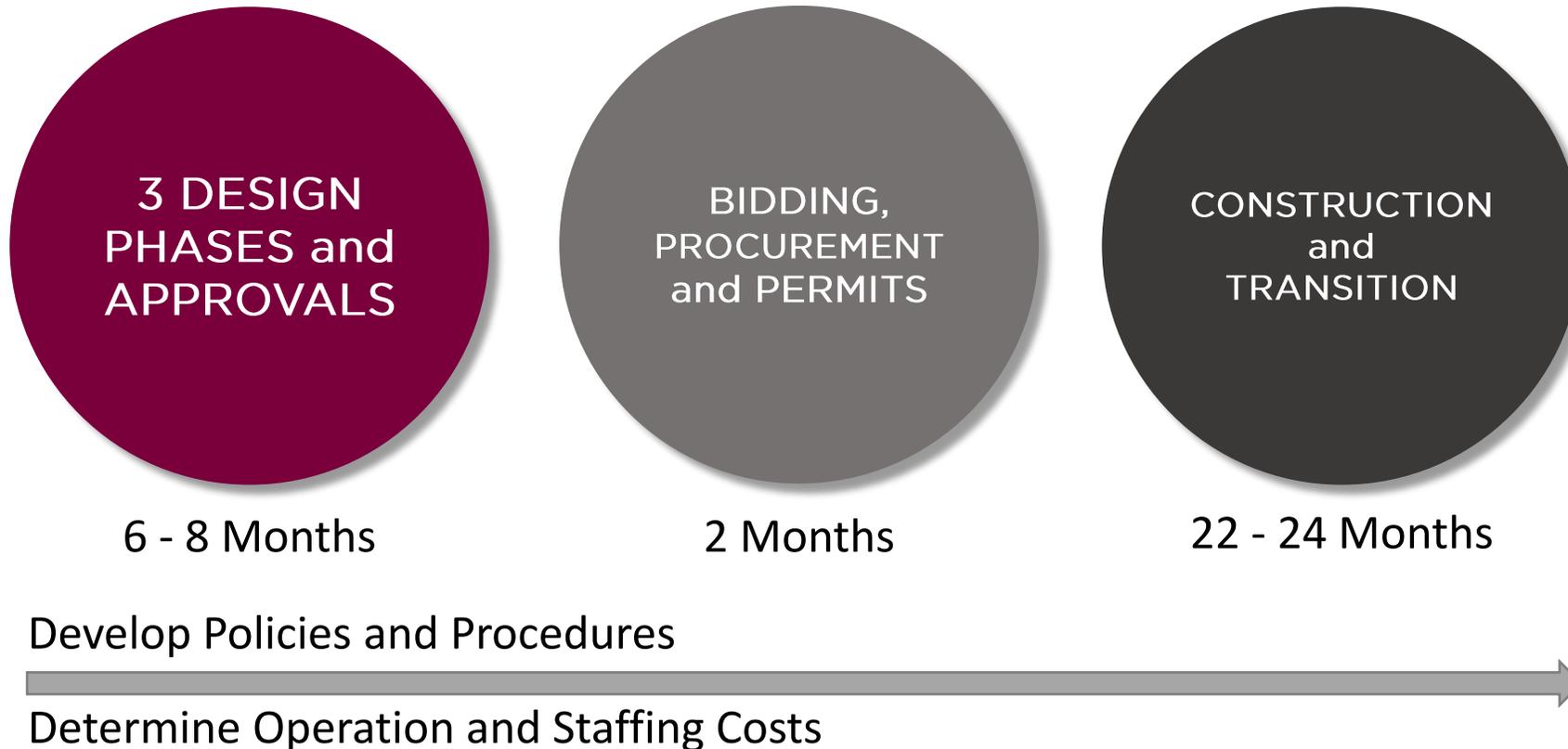
*Total
Project
Costs*

SCHEDULE FOR PROJECT

Feasibility Study

July 2023

Determine Financing Capabilities and Opportunities



CLARK COUNTY

Ohio

The 2045 Plan

Final Report
identifies a
Scope, Schedule,
and Budget

New 432 Rated
Bed Jail is
Recommended –
meets rated bed
and classification
needs to Year
2045

Generate an
Awareness
and
Build a
Consensus



THANK YOU