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Springfield Jail Analysis  
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The City of Springfield is considering putting a measure on the November ballot that would authorize bonds to construct a 100-bed jail, and a companion measure to authorize a property tax levy for operating costs. After initial construction and start up the City surmises that operating costs can be significantly offset through collection of vehicle impound fees, fines, forfeited bail and funds no longer paid to Lane County for dedicated use of 5 jail beds.

On July 21, 2004 the Board of County Commissioners requested that the Sheriff prepare an analysis of the proposed Springfield jail operating costs, and options for renting additional beds from the Lane County Jail as an alternative. This report is in response to that request.

There are several underlying assumptions about how the proposed Springfield Jail (PSJ) would be designed in order to construct a staffing analysis and estimate costs. The attached diagram is a graphic that provides basic functional relationships from which staffing patterns can be determined. The facility would include two fifty-bed housing units. The assumption is that these are either single or two person cells for maximum flexibility to segregate classification types. Attached to each housing unit, or pod is an outdoor area that can be accessed freely by inmates in the pod. In between the two pods and located near or at the entrance to the facility is a booking/records station at which inmates are processed at admission and release, and files/records are maintained. Because the building project has the potential to include combined services of a police station, courthouse and jail, it is unclear where the accounting associated with collection of fines and bail will occur. If at the jail this booking station could minimally provide space for this activity to occur as well. Finally we have provided six segregation cells as a control tool in the event they are needed.

This analysis will examine costs associated with staffing, food services, medical care, laundry services, general expense such as office supplies, and administrative overhead which would include utility costs, maintenance, insurance and indirects. This cost also includes AIRS charges.

#### Standards for Operation

ORS Chapter 169 provides minimal standards for operating a jail (local corrections facility) in the State of Oregon. Though not mandated by law the Oregon State Sheriff's Association has adopted approximately 250 standards which county jails voluntarily comply with. The ORS standards below, are enhanced by current case law. Staffing levels, services and project costs in this analysis are in response to the standards listed below, and are considered minimal.

169.005 Definitions for ORS 169.005 to 169.677 and 169.730 to 169.800.

(4) "Local correctional facility" means a jail or prison for the reception and confinement of prisoners that is provided, maintained and operated by a county or city and holds persons for more than 36 hours.

169.030 Construction, maintenance and use of local correctional facilities by county and city; renting suitable structure; provision of facilities by another county or city.

(3) Any county and any incorporated city may, by agreement, provide, maintain, and use for their separate requirements, such a local correctional facility as is required by this section.

169.076 Standards for local correctional facilities. Each local correctional facility shall:

(1) Provide sufficient staff to perform all audio and visual functions involving security, control, custody and supervision of all confined detainees and prisoners, with personal inspection at least once each hour. Such supervision may include the use of electronic monitoring equipment when approved by the Department of Corrections and the governing body of the area in which the facility is located.

(2) Have a comprehensive written policy with respect to:

(a) Legal confinement authority.

(b) Denial of admission.

(c) Telephone calls.

(d) Admission and release medical procedures.

(e) Medication and prescriptions.

(f) Personal property accountability which complies with ORS 133.455.

(g) Vermin and communicable disease control.

(h) Release process to include authority, identification and return of personal property.

(i) Rules of the facility governing correspondence and visitations.

(3) Formulate and publish plans to meet emergencies involving escape, riots, assaults, fires, rebellions and other types of emergencies; and regulations for the operation of the facility.

(4) Not administer any physical punishment to any prisoner at any time.

(5) Provide for emergency medical and dental health, having written policies providing for:

(a) Licensed physician review of the facility's medical and dental plans.

(b) The security of medication and medical supplies.

(c) A medical and dental record system to include request for medical and dental attention, treatment prescribed, prescriptions, special diets and other services provided.

(d) First aid supplies and staff first aid training.

(6) Prohibit firearms from the security area of the facility except in times of emergency as determined by the administrator of the facility.

(7) Insure that confined detainees and prisoners:

(a) Will be fed daily at least three meals served at regular times, with no more than 14 hours between meals except when routinely absent from the facility for work or other such purposes.

(b) Will be fed nutritionally adequate meals in accordance with a plan reviewed by a registered dietician or the Department of Human Services.

(c) Be provided special diets as prescribed by the designated facility physician.

(d) Shall have food procured, stored, prepared, distributed and served under sanitary conditions, as defined by the Department of Human Services rules as authorized by ORS 624.100.

(8) Insure that the facility be clean, and provide each confined detainee or prisoner:

(a) Materials to maintain personal hygiene.

- (b) Clean clothing twice weekly.
- (c) Mattresses and blankets that are clean and fire-retardant.
- (9) Require each prisoner to shower at least twice weekly.
- (10) Forward, without examination or censorship, each prisoner's outgoing written communications to the Governor, jail administrator, Attorney General, judge, Department of Corrections or the attorney of the prisoner.
- (11) Keep the facility safe and secure in accordance with the State of Oregon Structural Specialty Code and Fire and Life Safety Code.
- (12) Have and provide each prisoner with written rules for inmate conduct and disciplinary procedures. If a prisoner cannot read or is unable to understand the written rules, the information shall be conveyed to the prisoner orally.
- (13) Not restrict the free exercise of religion unless failure to impose the restriction will cause a threat to facility or order.
- (14) Safeguard and insure that the prisoner's legal rights to access to legal materials are protected.

### Staffing

This is by far the most complex and largest cost associated with operating a jail. Staffing needs to be provided at minimal levels 24 hours each day, 7 days per week. Depending upon activities afforded to the inmate population, staffing levels may need to be increased commensurately. Staffing classifications also need to be matched appropriately to job duties associated with operating the jail.

In our functional design we have assigned one officer station in each of the two housing pods. Each pod would house 48 inmates. To meet statutory requirements of personal hourly inspections of each inmate these pods should not be left without a staff person present at any given time, day or night. At this staffing level, each officer has 75 seconds to inspect each inmate. Any interruptions to that activity, such as conducting clothing changes, feeding, dealing with medical issues, housing inmates, releasing inmates, cleaning activities etc. will reduce this time.

In addition to housing supervision an officer station has been provided to the booking area of the facility. This person may provide functions such as searches of the inmate at booking, entering the lodging into AIRS, completing requisite paperwork, classifying inmates, tracking housing assignments, and assisting the housing officers as necessary.

Because each employee will be required to have a minimal 15-minute break in each four hour work period, and a one half hour meal period in the middle of the work day, we have provided a relief post as well. With all minimal breaks and meal periods for the booking and housing officers, and for the relief officer, there are four hours of unassigned time each day which can be assigned to duties in support of housing and booking. These activities could include maintaining reading materials for the inmates, supervising religious activities, maintaining a law library, assisting with laundry exchange, supervising feeding of the inmates, supervise/coordinate social and attorney visitations etc.

Our analysis provides for a records/accounting post associated with the jail, either onsite or at the police station, but dedicated to maintaining inmate records, performing accounting functions and carrying out other clerical functions. Without more information about operations in the Springfield PD it is unknown how the functions of this position might integrate with other functions in the department. Therefore, this analysis will treat this as a stand alone position, 24 hours per day, seven days per week.

Finally, an operation of this magnitude needs a supervisor or manager to oversee its functions and compliance with laws and standards, as well as managing personnel issues associated therewith. With reservation only one position is added for this purpose at the sergeant level. It could easily be argued that at least two are required. For the sake of identifying minimal costs, however, only one will be included in this analysis.

Lane County Sheriff's Office Corrections Division conducted an exhaustive staffing analysis of the jail under a grant from the National Institute of Corrections. Through the examination of accrued leave times and actual usage, as well as other causes for staff not being at their assigned posts, it has been calculated for Lane County that it requires 5.5 FTE to staff each 24 hour post operating seven days per week.

To staff this facility, then, the following minimal positions are required using the aforementioned posts and relief factor for a 24 hour per day and seven day per week operation.

*Corrections Officer:	4 posts x 5.5 relief factor =	22 officers
Supervisor:	1 post x 1.0 relief factor =	1 supervisor
Records/accounting:	1 posts x 5.5 relief factor =	6 clerks
TOTAL STAFFING		29 FTE

\*Should police officers be elected to provide relief, the staffing contingent could be reduced by 5 FTE but would necessitate an equivalent drain in available time for other police operations.

The attached spreadsheet reflects current Springfield police officer and sergeant salaries midpoint on their pay range, less 10% respectively for the corrections officer and jail supervisor. The clerk/accountant salary is current wages for the City of Springfield.

There has been some thought that the corrections officers would be civilian positions requiring an even lesser salary than Corrections officers, and other sworn personnel in the region. This logic is flawed when considering Oregon's statutory scheme for certification by the Oregon Department of Public Safety Standards and Training.

Select citations from ORS Chapter 181 clarify standards for certification as they relate to corrections officers:

181.610 Definitions for ORS 181.610 to 181.712.

(5) "Corrections officer" means an officer or member of a law enforcement unit who is employed full-time thereby and is charged with and primarily performs the duty of custody,

control or supervision of individuals convicted of or arrested for a criminal offense and confined in a place of incarceration or detention other than a place used exclusively for incarceration or detention of juveniles.

181.652 Certification of corrections officers required; extension; when training to commence. (1) Except for a person who has requested and obtained an extension pursuant to subsection (2) of this section, no person may be employed as a corrections officer by any law enforcement unit for more than one year unless the person is a citizen of the United States, and:

(a) The person has been certified as being qualified as a corrections officer under the provisions of ORS 181.610 to 181.712 and the certification has neither lapsed nor been revoked pursuant to ORS 181.661, 181.662 and 181.664 (1) and not been reissued under ORS 181.664 (2); or

(b) The person is exempted from the certification requirement under ORS 181.660.

181.660 Application of minimum standards and training to certain persons; certification based on experience, education or training. (1) The minimum standards and minimum training requirements established pursuant to ORS 181.640 (1) do not apply to:

(a) The Superintendent of State Police.

(b) Any individual who is a constable of the justice court.

(c) Any sheriff's deputy appointed with authority only to receive and serve summons and civil process.

(d) Any municipal parole officer.

(e) Any dog control officer commissioned by a city or county.

(f) Any individual appointed by the Superintendent of State Police under ORS 181.265.

(g) An individual performing the duties of a reserve officer who has not been required by the law enforcement unit utilizing the individual to receive training for certification as a certified reserve officer.

Simply stated, any corrections officer or supervisor working in the PSJ will be required to be certified in the State of Oregon by DPSST which then creates a community of interest with other certified officers in the Springfield Police Officers' Union. There is no question that a unit clarification petition by that bargaining unit will result in the corrections officers becoming a part of that union. Once that occurs wages will be determined through wages paid in comparable jurisdictions; most likely those wages and benefits afforded Springfield police officers or Lane County Sheriff's Office deputy sheriffs. Due to these factors, and for the purpose of this analysis using wages 10% below current police officer salaries is a rational, but unproven approach. Benefits in this analysis are actual benefits for the City of Springfield.

## Food

Most likely the PSJ will contract for food service from a private contractor. Without a formal bidding process it is difficult to determine actual costs for this size of facility. For costing purposes in this analysis Lane County Jail per meal cost @ \$1.73 will be used. It needs to be understood, however, that these costs are realized through operating a scratch kitchen using inmate labor to augment paid cooks.

ORS requires that inmates "...will be fed daily at least three meals served at regular times, with no more than 14 hours between meals except when routinely absent from the facility for work or

other such purposes.” Based on this requirement our analysis uses 100 beds x 3 meals per day x 365 days = 109,500 meals @ \$1.73 per meal.

### Medical

Regardless of policies which may limit admission of prisoners with medical needs, it will be impossible for Springfield to operate a facility and avoid all medical costs. Lane County’s experience is that this population within our community is very unhealthy and a large percentage within our system require care, as required under ORS standards. Without experience from which to draw conclusions and to make an analysis it is difficult to calculate these costs. Nonetheless, recognizing there are going to be expenses in this category, and to give Springfield the benefit of a conservative cost, one third of Lane County’s experience on a per bed basis is used. These costs anticipate emergency medical care, medications, professional office visits etc.

### Laundry

Like food service, it is anticipated that Springfield will contract for these services but determining actual costs will require soliciting bids. Using Lane County’s experience on a per bed basis results in a cost of \$1,052.11 per bed year. Also like food service, these costs are conservative as inmates are used to augment paid staff to carry out this mandate.

### General Office Supplies

This category includes forms, pens, copier charges, computer maintenance, AIRS charges, finger printing, photographs etc.

### Administrative Overhead

These charges include city overhead and indirects, facility maintenance, utilities, law library materials etc.

### Jail as a Deterrent to Crime

The cost of running a jail is the more tangible issue involved in the public policy debate about the efficacy of jails. Whether or not the jail actually fulfills anticipated objectives specified in public policy is another question. In Lane County, and perhaps in the cities, there has not been a robust engagement in answering the question: “what is the role of the jail in the criminal justice system?” We have many choices from which to choose: retribution, just deserts, restoration, deterrence, incapacitation, rehabilitation, or to ensure appearance in court. And it could be justifiably argued that the jail could serve more than one function in carrying out public policy.

For Springfield, this question needs to be honestly answered when considering whether or not to build its own jail. Worthy of discussion regardless of the policy choice, because it is central to the most intense debates, is the issue of deterrence and rehabilitation. Simply put, does jail deter crime, and does jail rehabilitate those who have engaged in criminal activity?

Preeminent researchers of the psychology of criminal conduct and “what works” such as D.A. Andrews, James Bonta, and Ed Latessa have amassed an enormous body of research and meta analysis in an attempt to make sense out of the very complex information and data laced with emotion, politics and government finance. At the risk of oversimplifying the discussion, following are citations which summarize the folly of using incarceration to deter crime based on the research (Andrews, D.A. and Bonta, James. The Psychology of Criminal Conduct. Anderson Publishing: Cincinnati, 2003).

...there is little evidence supporting get-tough interventions such as three-strikes and truth-in-sentencing laws. Researchers have not ignored the opportunity to evaluate these major criminal justice policies. What they found was that crime rates have not been affected. ...Contrary to expectations, the lowest general and violent crime rates were found in states that did not have either type of legislation. (p. 333)

Many offenders evidence poor self-regulation skills...Their thinking tends to be concrete and oriented to the present situation. A childhood history of erratic and frequent punishment is common and may produce a certain level of tolerance for punishment. Some offenders have biological-temperamental traits that make them unresponsive to punishment. (p.346)

Inhibiting behavior requires judgments of the likelihood of certain outcomes. To the dismay of economic and rational choice theories of crime, offenders (and people in general) do not operate like computers. They do not always weigh the pros and cons of behavior carefully and accurately before making their choice. Studies of offenders show that they tend to underestimate the chances of being punished and overestimate the rewards of crime. (p.346)

A general policy of punishment to inhibit undesirable behavior is wrought with difficulties. Yet, it is difficult to abandon the belief that punishment is an effective deterrent. The human belief in the efficacy of punishment is resilient to change. We are taught from childhood that punishment will suppress behavior. Years of socialization and anecdotal portrayals of how fear of punishment have “turned people around” are difficult to ignore. Add to this the political currency of get-tough rhetoric and it seems we have no option but to punish.

We are faced with a need to discourage inappropriate behaviors and express dissatisfaction with violation of law. Punishing to express disapproval of antisocial behavior is one thing; punishing to deter is another matter. Scholars aware of the psychology of punishment have noted that the necessary conditions

for effective punishment are virtually impossible to meet for the criminal justice system. Police cannot be everywhere to ensure the certainty of detection, the courts cannot pass sentences quickly, and correctional officials have difficulties ensuring adequate supervision and monitoring.

...A multi-pronged attack involving a shifting of the rewards and costs for both criminal and prosocial behavior rather than a one-sided attack would more likely produce the desirable results. ..reductions in recidivism are found with offender rehabilitation programs that depend on reinforcement and not punishment.

This is not to say that the PSJ cannot serve a useful public policy role in the community such as just deserts, retribution or incapacitation. Not to be overlooked or minimized either is the importance of ensuring defendants are in court at their appointed appearances. Given the system angst over Lane County's FTA rate a pretrial holding facility would be another important execution of public policy.

### The Jail and Public Policy

What does this mean for the PSJ and other small city jails who believe their jails will reduce crime in their respective jurisdictions? There is no scientific research to support the belief that jails are a deterrent to crime, if that is the public policy which the jail is to address. If reducing crime in our communities is the overall objective then Springfield would be better served to collaborate with other stakeholders in the Lane County justice system to design and implement a comprehensive approach to criminal behavior. This would include the full spectrum jail operated by the Lane County Sheriff; field services provided by Parole and Probation; and an array of treatment services to address identified risks and needs. If, however, Springfield views its issues as confined to its boundaries, then pushing criminals into other jurisdictions through a punishment model may serve its purposes, but to the detriment of its county partners.

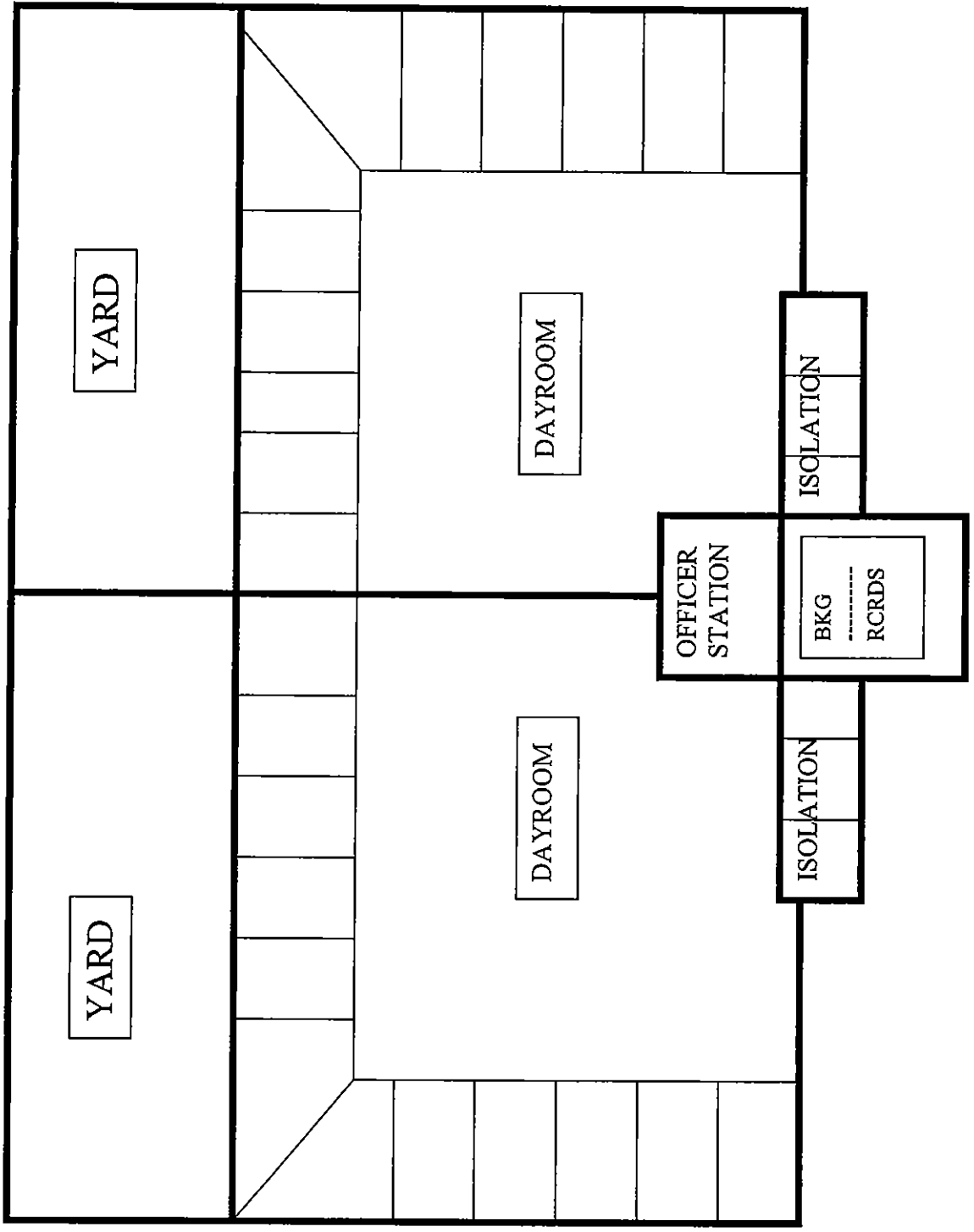
This isn't to say there are not other important public policy issues which can be addressed through a city jail. As mentioned above is the potential for pretrial capacity which will ensure appearance in court. Also mentioned above would be the message that "you commit the crime in Springfield, you do the time in Springfield" without an expectation of reduced crime rates in Lane County.

### Summary and Recommendation

No doubt Springfield is experiencing a high level of frustration over its status of having nearly the highest property crime rate in Oregon. The causes of crime generally, and in Springfield specifically are much more complex than can be solved by building a jail. For years the PSCC and the Lane County justice system stakeholders have struggled to cooperatively address crime in this community in a comprehensive manner which will cause a measurable reduction in crime. Unfortunately our public finance structure is fundamentally flawed leaving us very few options.



Perhaps Springfield would more effectively address its criminal justice public policies on an interim basis through expanding its contract with Lane County which has 119 jail beds available (see attachment). This would obviously save the capital construction costs at least for the near term. In the meanwhile, Springfield needs to examine its partnership with the rest of the county justice system and decide whether or not there are greater system benefits (thus Springfield benefits) in strengthening that partnership towards the end of reducing crime.



# SPRINGFIELD JAIL

## Cost Analysis

(Commissioner Request)

Functional Program Not Attached

STAFFING		Salary	Benefits	FTE	Notes	Subtotal		
	Officers	\$3,646	\$1,677.16	22.00	<sup>1</sup>	\$1,405,314		
	Sprvisr	\$4,631	\$2,130.26	1.00	<sup>2</sup>	\$81,135		
	Rcrds/Actng	\$2,708	\$1,272.76	6.00	<sup>3</sup>	\$286,615		
	M&S	\$500		29.00		\$14,500		
	Total Staffing Cost						\$1,787,564	
<b>FOOD</b>								
	109,500 meals @		\$1.73	per meal	<sup>4</sup>	\$189,435		
<b>MEDICAL</b>								
	100 beds @		1406.33044	per bed	<sup>5</sup>	\$140,633		
<b>LAUNDRY</b>								
	100 beds @		1,052.11	per bed	<sup>6</sup>	\$105,211		
<b>GENERAL OFFICE EXPENSE</b> - forms, pens, pencils, copier, pc maintenance, finger printing, mugshots etc.						\$100,000		
<b>ADMINISTRATIVE OVERHEAD</b> - City costs, facility maintenance, utilities, AIRS charges						\$200,000		
<b>ANNUAL COST</b>						\$2,522,844		
						Per bed per day	\$69.12	

<sup>1</sup> 4 officer posts, 5.5/post, police officer step 3 less 10%

<sup>2</sup> 1 jail manager, sgt. step 3 less 10%

<sup>3</sup> 1 clerk post, 5.5/post, clerk step 3

<sup>4</sup> County jail actuals

<sup>5</sup> 1/3 county jail actual per bed cost

<sup>6</sup> County actuals per bed cost (includes mattresses, blankets, inmate clothing etc.)

<sup>7</sup> Cost may be understated for lack of insurance premiums associated with the operation of a 100-bed correctional facility

**FY '05 OPERATING COSTS FOR ADDITIONAL CONTRACT BEDS ON AN INTERIM BASIS\*\*\*\*\***

Cost Centers	# Beds	# FTE	Classification	Salary Step	Salary/Benefits	Staff Costs	Inmate M&S***	Year 1 Costs
Second Floor Dorms	84	9	Deputy Sheriff**** Staff M&S*	DS2, Step 3	\$ 88,352.73	\$ 795,174.53		\$ 795,174.53
						\$ 14,238.00		\$ 14,238.00
		1	Corrections Cook Staff M&S*	Step 3	\$ 50,320.04	\$ 50,320.04		\$ 50,320.04
			Inmate M&S**			\$ 1,582.00	\$ 336,756.00	\$ 1,582.00
								\$ 343,491.12
								<del>\$ 1,204,805.69</del>
Intake	35	6	Deputy Sheriff Staff M&S*	DS2, Step 3	\$ 88,352.73	\$ 530,116.35		\$ 530,116.35
			Inmate M&S**			\$ 9,492.00		\$ 9,492.00
							\$ 140,315.00	\$ 143,121.30
								<del>\$ 682,729.65</del>
FSO Staffing & Transport*****		2	Facility Security Officers Staff M&S*	FSO Step 3	\$ 61,841.00	\$ 123,682.00		\$ 123,682.00
						\$ 3,164.00		\$ 3,164.00
		1	Deputy Sheriff Staff M&S*	DS2, Step 3	\$ 88,352.73	\$ 88,352.73		\$ 88,352.73
						\$ 1,582.00		\$ 1,582.00
								<del>\$ 216,780.73</del>
<b>Total Cost</b>	<b>119</b>	<b>19</b>						<del>\$ 2,104,316.07</del>
<b>Per Bed Cost (Total Cost / 119 beds)</b>								<del>\$ 17,683.33</del>
<b>Daily Per Bed Cost (Per Bed Cost / 365 days)</b>								<del>\$ 48.45</del>

\* Staff M&S calculated at \$1582 per employee.  
 \*\* Inmate M&S (food, medical, clothing etc.) calculated at \$4009 per bed.  
 \*\*\* M&S does not include indirects as the Sheriff's Office will not be charged any additional indirect in FY '05. If the beds are operated in FY '06, indirects would have to be added to the cost calculation.  
 \*\*\*\* Deputies working overtime would be necessary for the first 9 months of a jail bed expansion. That cost is included in this calculation. If positions are filled with regular trained staff, the overtime cost should not be included in a FY '06 calculation.  
 \*\*\*\*\* "FSO Staffing & Transport" component needs to be added to either the "Intake" or "Second Floor Dorms" programs, taken separately or together.  
 \*\*\*\*\* Costing is predicated upon the maintenance of existing municipal contracts with Eugene & Springfield