



# Jail and Justice System Assessment

A National Institute of Corrections Technical Assistance  
Report for Beltrami County, MN Sheriff's Office

Technical Resource Providers:

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October 23 – 25, 2017

## Jail and Justice System Assessment



### DISCLAIMER

This technical assistance activity was funded by the Jails Division of the National Institute of Corrections. The Institute is a Federal agency established to provide assistance to strengthen state and local correctional agencies by creating more effective, humane, safe, and just correctional services. The resource persons who provided the onsite technical assistance did so through a contract, at the request of the Beltrami County Sheriff's Office, and through the coordination of the National Institute of Corrections. The direct onsite assistance and the subsequent report are intended to assist the agency in addressing issues outlined in the original request and in efforts to enhance the effectiveness of the agency. The contents of this document reflect the views of Mr. Joseph Fenton and Mr. Mark Goldman. The contents do not necessarily reflect the official views or policies of the National Institute of Corrections.



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# Jail and Justice System Assessment

## Section 1. Background

### Request for Technical Assistance

Sheriff Phil Hodapp, Beltrami County, MN, submitted a request for a Jail and Justice System Assessment (JJSA) from the National Institute of Corrections.

Mark Goldman and Joseph Fenton were contracted by NIC to deliver the on-site technical assistance that was scheduled from October 23 – 25, 2017. Mr. Fenton and Mr. Goldman coordinated arrangements for the visit and technical assistance activities with Jail Administrator Melissa Bohlmann.



The Beltrami County Sheriff operates a 140-bed jail, originally completed in 1989. The jail includes housing units on three floors and a mezzanine. The lower level of the jail includes a 60-bed minimum security dorm unit with two adjacent dayrooms that is operated as a direct supervision unit with a staff member assigned to the unit. The facility laundry is operated by the inmates in this unit and this unit also serves as the Huber (work release program) unit for the facility.

### *National Institute of Corrections*



The National Institute of Corrections (NIC) is a small federal agency within the Department of Justice, Bureau of Prisons. NIC was established in the 1970's to be the primary federal source of assistance to state and local correctional agencies. The Jails Division of NIC helps local jails across the country by providing training, technical assistance, and information services.



The main level of the jail includes the public entrance and lobby. There are six single level housing units with a combination of cells and dormitory beds. Women inmates are primarily housed on this level. Included on this level is a recent addition to the facility that added administrative offices, staff locker rooms and break room, and a new facility kitchen. The old kitchen space is being used as program space. The vehicle sallyport is located on the main level, but new admissions are processed on the third level of the facility. The first level of a two-level control room controls access to the facility and access to the first level housing units.

The third level of the facility includes a celled unit used for segregation, a dormitory unit, and four double bunked celled units with mezzanine. The second level of the two-level control room controls access to the housing units on this level. This level also has the facility booking area with four holding cells, a medical exam area and an indoor recreation area. Visiting is provided on this level using video visiting kiosks, and remote video visiting is available for a charge.

The Minnesota Department of Corrections inspects jail facilities for compliance with the Minnesota Jail Standards. A review of inspection reports from 2015, 2016, and 2017 indicate that the Beltrami County jail meets Minnesota jail standards. Ongoing issues noted in the inspection reports that are being addressed by the jail administration include developing and implementation of a formal classification system and recruitment and retention of staff. A new classification scoring system has been implemented and staff has been trained on its use. The administration has not been able to maintain the allotted level of jail staffing due to problems with recruitment and retention of jail staff. Recruitment of new staff had been hindered by a requirement that staff have an associates level degree or higher education level. This requirement has been changed to a high school degree and recruitment efforts are improving. Maintaining the allotted staff level will help enable staff to complete their daily duties more efficiently and effectively.

## Jail and Justice System Assessment (JJSA)

### *JJSA Purpose and Goals*

Jurisdictions frequently request the JJSA because the jail is “crowded,” and, as such, under some scrutiny. Jail officials are unable to fully control the flow of inmates in and out of the jail. Policy and practice in individual justice system components are the primary drivers of the inmate population. Although the jail possesses a wealth of information about how the rest of the system is operating, jail staff are often unaware that the information they have in the data they routinely collect will reflect the impact of those system policy and practices. In the meantime, the rest of the criminal justice system is sure it is managing their role in the system the best it can, and often feels taxed to the limit. The key criminal justice partners work well as individuals to respond to the growing crowding issues, including changing their policies to implement measures that may negatively impact crowding.

## Jail and Justice System Assessment



The purpose of the JJSA is to determine the need for improvements to the existing jail and its operations (including the potential need for new construction and/or renovation) and to determine the need for improvements to enhance the effectiveness of the overall justice system. This is accomplished through an assessment of the jail against professional standards and accepted management practices and an examination of the major components of the justice system including law enforcement, courts, prosecution, defense counsel, and community sanctioning options.

The JJSA demonstrates to the stakeholders that beyond their common purpose, they can negatively impact the overall criminal justice system by implementing measures to reduce the jail population. The jail benefits by better population management; the other components benefit by sharing information and minimizing redundancy; and all will be working smarter, not just harder.

The JJSA helps to assess how well the system is handling the demands it faces; determine if the existing services and programs are meeting their needs and are consistent with public safety (the community's) concerns; and make sure those programs are having the desired impact on the system, and more specifically, the jail population.

The ultimate goal of the JJSA is to provide the jurisdiction with a solid, unbiased assessment of the condition of the jail and what opportunities could exist in the long-term, and what can be done in the interim period that will assist in making the jail safer and possibly a more efficient operation.

### *JJSA Activities*

The JJSA process includes a brief assessment of the jail, a review of selected jail and system data, interviews with key criminal justice officials, and a community meeting -- all of which occur over a three-day period when the NIC Technical Resource Providers are present in the community. The community meeting provides an opportunity to:

- Educate the participants about the role of justice system policies and practices on the use of the jail and the size of the jail population;
- Provide participants with the Technical Resource Providers' preliminary findings based on the jail assessment and interviews;
- Provide participants with some preliminary options to address detention and other criminal justice system needs; and
- Provide a forum for participants to share their concerns and ideas about the issues raised and initiate discussions about planning for change.

### Preparations for the On-Site Visit

Prior to the on-site visit, Joe Fenton and Mark Goldman contacted Jail Administrator Bohlmann to get further detail on the County's expectations and desired outcomes for the JJSA. Captain Bohlmann



## Jail and Justice System Assessment



advised that the request for the JJSA was prompted by a need to address a jail facility that is not meeting the needs of the Sheriff's Department, including the lack of appropriate housing to classify an increasingly higher security inmate and the increased need to house inmates in facilities outside the county, with the availability of beds outside Beltrami County becoming harder to find. The JJSA is a first step for community discussion about these issues.

These discussions resulted in the following scope of work for the Jail and Justice System Assessment:

- Make necessary preparations for the onsite visit;
- Conduct an entrance meeting with Sheriff Hodapp and key staff and other stakeholders to gather additional background information, review the desired outcomes for the JJSA, and confirm the agenda for the three-day site visit, (Appendix B, list of Attendees);
- Conduct a tour of the Beltrami County Jail to get an overall perspective of issues and conditions;
- Interview key justice system officials including the sheriff, prosecutor, public defender, judges, police, probation, members of county administration, and community service providers;
- Facilitate a town hall meeting to present information about the jail and the impact of system policies and practices on its use; present preliminary assessment findings, review jail and system data; present information about the facility development process, and discuss community readiness for planning (Appendix C, list of Town Hall Attendees);
- Conduct an exit meeting with Sheriff Hodapp and key stakeholders to review the site visit activities and discuss next steps; and
- Prepare a technical assistance report outlining the findings and recommendations developed pursuant to the JJSA.

To prepare for the onsite visit the Technical Resource Providers:

- Outlined the necessary on-site preparations for the local point of contact, Jail Administrator Bohlmann, including a draft of an onsite agenda and list of persons to be interviewed;
- Developed and forwarded structured interview questions for those justice officials scheduled for interviews;
- Requested selected jail trend and snapshot data;
- Reviewed the pre-JJSA survey completed/coordinated by Captain Bohlmann;
- Reviewed and conducted preliminary analysis of jail data provided by the sheriff's office;
- Prepared an agenda and slides for the community meeting;
- Gathered available statistics on county population, arrests, and court filings; and
- Finalized and confirmed the overall agenda for the JJSA with Captain Bohlmann.

The following documents were reviewed during the course of this activity:

- JJSA technical resource materials;
- County jail population data;
- Court case filing information;
- State jail inspection reports;



- Various documents and reports providing information about criminal justice activity within Beltrami County.

The following persons were interviewed during the on-site visit:

- **Phil Hodapp, Sheriff**
- **Ernie Beitel, Chief Deputy Sheriff**
- **Melissa Bohlmann, Jail Administrator**
- **Calandra Allen, Assistant Jail Administrator**
- **Kay Mack, County Administrator**
- **Reed Olson, County Commissioner**
- **Jim Lucachick, County Commissioner**
- **Richard Anderson, County Commissioner**
- **Trish Hansen, State Probation/Parole District Supervisor**
- **Jennifer Nelson, Public Defender**
- **Annie Huesby, District Judge**
- **Tuleah Palmer, Northwest Indian Community Development Center**
- **Greg Croucher, Senior MN Department of Corrections Jail Inspector**

Several of the above-named, along with other officials, attended the Kick-off Meeting as well. A list of the kick-off meeting participants is included in Appendix (B).

### Purpose of the Report

The purpose of this report is to document:

- The Technical Resource Providers' impressions regarding the jail facilities and operations;
- The Technical Resource Providers' assessment of local criminal justice system practices and use of alternatives;
- A summary of the interviews conducted with key criminal justice officials;
- A summary of the Town Hall Meeting held during the JJSA in Beltrami County; and
- The Technical Resource Providers' recommendations regarding the planning process and the steps that should occur to develop a long-range plan to meet the County's correctional needs.



## Section 2. Community Profile

Developing a comprehensive community profile should include a review of county census information and projections, including population by age, income levels, levels of education attainment, employment data and recent increases/decreases in the population. Data affecting population stability; i.e. number of people moving into/out of the county per year, employment rates, family ties to the area should also be reviewed.

Community resources such as health and social services, schools, employment services, etc. should also be surveyed and documented. These are services and resources, which may assist the jail and related offender programs in addressing needs and reducing recidivism.

The following is a brief presentation of the types of information which is representative of what might be included in a comprehensive community profile.

### Overview of Beltrami County

Beltrami County is located in north central Minnesota. The county seat is located in **the city of Bemidji**. It was noted during meetings that while the county is large in area, Bemidji serves as the center of services and retail in the county and has a day population that significantly exceeds the number of city residents. The county is a total of 3,056 square miles, of which 551 square miles is lake and river. The County is bordered by nine other Minnesota Counties and the Mississippi river flows through Beltrami County. According to the 2010 Census the County population was 44,581.



The County Board of Commissioners is the governing body of Beltrami County. Consisting of 5 elected officials, the Board of

## Community Profile



In order to accurately assess the historical growth in the inmate population, as well as to project that growth into the future, it is necessary to assess the factors external to the criminal justice system that impact the jail population. These include general population changes, economy, crime and other social factors, and changes in laws and/or enforcement priorities. For example, increases in the number of people in the population at-risk (younger, less affluent, less educated people, more transient) are assumed to adversely affect the jail population.



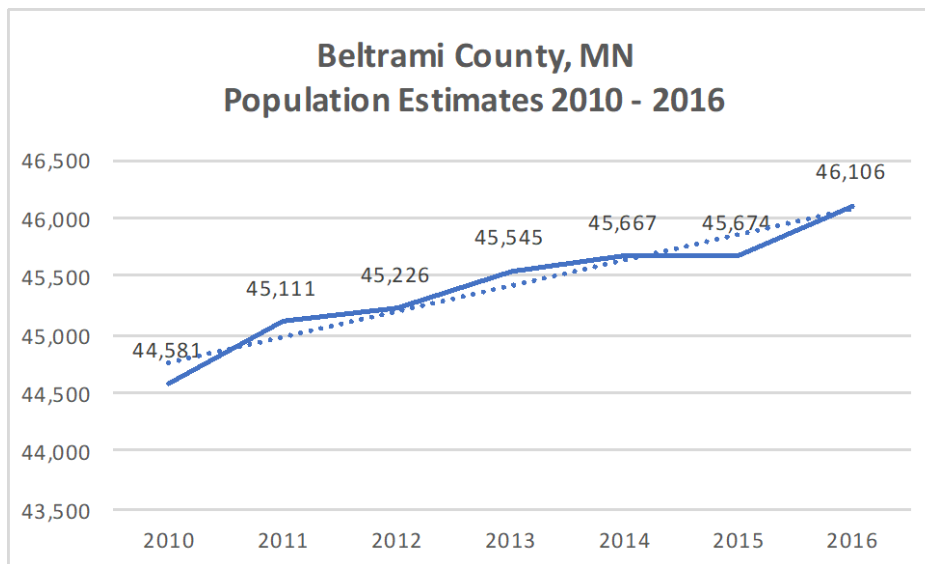
Commissioners serves as the taxing authority, the contracting body and the chief administrators of public funds. The County Administrator serves as the chief operating officer for the county and acts as a liaison between the Board and county departments. Among other duties, the County Board enacts laws, ensures compliance of laws and secures professional services for the county.

Population Profile

*Historical Population Trends and Projections*

The county population according to the 2010 Census was 44,581. According to Census Bureau estimates, the county population has experienced annual increases since the 2010 census through 2016. Speculation about the reasons for increases include increased birth rates, development of lakeshore housing, and the return of retirees to Beltrami County.

Beltrami County Historical Population Trends



*Components of Change*

From 2010 to 2016, Beltrami County added over 1,500 residents. It is useful to understand the components of population change because it offers insight into the causes of growth or decline, and it helps highlight important areas of inquiry that may have an impact on the criminal justice system. For example, if the reason for increase is largely retirees returning to the County, that would not likely cause an increased impact on the criminal justice system, however, a new industry moving to the community might attract a transient worker population that could have an impact on the criminal justice system.



Demographics

Age

The following table provides a breakdown of the Beltrami County population by age groupings in 2015. Beltrami County population trends higher in the 15 to 24 age group compared to the overall Minnesota age demographics, while the 25 to 64 age group trends lower.

<b>Beltrami County, MN Population Estimates by Age (2015)</b>			
<b>Age Category</b>	<b>Population</b>	<b>Percent</b>	<b>MN Percent</b>
Preschool (Under 5)	3,439	7.6%	6.4%
School Age (5 to 14)	6,170	13.6%	13.3%
High School Age (15 to 19)	3,759	8.3%	6.7%
College Age (20 to 24)	4,686	10.3%	6.6%
Young Adults (25 to 44)	10,178	22.4%	26.0%
Older Adults (45 to 64)	10,860	23.9%	27.0%
Seniors (65 and Older)	6,342	14.0%	14.0%

The following table provides a breakdown of the Beltrami County population by race groupings in 2015. The county population is predominantly White (74.1%), but lower than the state percent of white residents. The County’s American Indian population of 20.7% is higher than the state average of 1%, due to the presence of two Indian reservations in the county.

<b>Beltrami County, MN Population Estimates by Race (2015)</b>			
<b>Age Category</b>	<b>Population</b>	<b>Percent</b>	<b>MN Percent</b>
White	33,662	74.1%	84.8%
Black or African American	372	0.8%	5.5%
American Indian and Alaska Native	9,413	20.7%	1.0%
Asian	396	0.9%	4.4%
Native Hawaiian or Pacific Islander	47	0.1%	0.1%
Other	119	0.3%	1.5%
Two or more races	1,425	3.1%	2.7%

A number of indicators determine the economic health of a jurisdiction. No single indicator should be considered by itself. Rather, a range of indicators should be analyzed together to get a comprehensive



view of the economy. Several indicators for Beltrami County, which are representative of the types of data essential to review in developing a Community Profile for Beltrami County are presented below.

*Income and Poverty*

Beltrami County lags the state in personal income and household income according to household income and poverty 2011-2015 estimates from the Census Bureau. The following table provides a breakdown of key county income and poverty data with comparisons to the state data. The poverty rate for Beltrami County is 13.0%, compared to the poverty rate of 7.3% for the state. This data supports the analogical comments from the stakeholders indicating that Bertami County has a percentage of the population that lives below the poverty level, that can contribute to the crime rate. Income data provides an indicator of how well the county is faring in the current economic climate and how stressed individuals and families may be due to their economic condition. It would be helpful to understand the correlation between crime and the economy, as it can impact both bed space needs for the jail and the ability of the county to pay the costs of incarceration and other public safety services.

Income and Poverty 2011 - 2015 Estimates		
	Beltrami County	Minnesota
Per Capita Income	\$22,524	\$32,157
Median Household Income	\$44,757	\$61,492
Poverty Rate	13.0%	7.3%

*Employment*

The employment rate is another indicator of the economic condition of the county. The unemployment rate for Beltrami County (10.6%) was higher than the overall state unemployment rate (5.6%). The unemployment rate for Beltrami County age groups 16-19 (20.3%), 20-24 (20.3%), and 25-29 (15.4%) are also above the state averages for the same age groups. Employment rates in these young adult age ranges tend to be an indicator of the propensity for involvement in the criminal justice system.

*Education*

Education is yet another factor that contributes to the overall community profile. Compared to Minnesota residents over age 25, Beltrami County has 3% more residents with no high school diploma or equivalency. Beltrami residents are 4.3% more likely than other Minnesota residents to have attained the level of a high school diploma, but 3.8% less likely to have achieved a Bachelor’s degree. Lower educational attainment, along with economic stressors, are community risk factors that can impact public safety demands.



<b>Educational Achievement for Residents age 25 and over</b>		
	<b>Beltrami County</b>	<b>Minnesota</b>
Less than 9th Grade	2.9%	3.0%
9th grade to 12th grade, no diploma	7.6%	4.1%
High school graduate or equivalency	29.9%	25.2%
Some college, no degree	20.9%	21.4%
Associate's degree	9.4%	11.5%
Bachelor's Degree	19.3%	23.1%
Graduate or professional degree	10.0%	11.7%

## Community Resources

All communities have programs and services that serve at-risk and justice-involved individuals. Some may be used extensively by the justice system, while others exist as hidden resources waiting to be discovered. A Community Profile should include an inventory of community assets and resources, which could serve justice involved persons both in the jail and in community alternatives. An example of a format for gathering information about the programs and services that may be available in the community is presented on the following page.

There was a general perception among the criminal justice stakeholders in Beltrami County that there are not sufficient resources in the county, particularly for mental health and addiction treatment, to address the criminal justice need. This perception is described further throughout this report.

# Jail and Justice System Assessment



Criminal Justice System Program/Services Inventory									
Program	Operator	Purpose(s) Services Offered	Eligibility Criteria	Exclusionary Criteria	Referral Sources	Functional Capacity	Length of Stay	Ave. Per Diem Cost	Funding Source
Example: Domestic Violence Program	County	To decrease the prevalence and incidents of domestic violence, to educate and provide awareness of Domestic violence, emergency shelter and services as available	Victim of Domestic Violence or Sexual Assault	None	Application/self-referral, referrals from other domestic violence programs	Emergency shelter holds up to 3 families at a time, other services are open	Up to 90 days with follow up as needed	N/A	Federal and State





## Section 3. Criminal Justice System Profile

In developing the criminal justice system profile, information describing current criminal justice agency staffing, resources, and workload is gathered and reviewed. Historical law enforcement data, including information on reported crime, crime rates, offense types, and law enforcement policies and practices is collected and analyzed.

Historical court data including information on court structure and schedules, misdemeanor and felony filings, etc. is also collected and analyzed.

Key criminal justice policymakers including the judges, probation, prosecuting attorney, public defender, the sheriff, jail administrator, and other local law enforcement agency representatives are typically interviewed to get their input and perspective on the needs of the criminal justice system and the jail.

The results of this review are used to develop the Criminal Justice System Profile.

### Overview of Beltrami County, MN Criminal Justice Agencies

#### *Law Enforcement*

The primary local law enforcement agencies in Beltrami County, MN include the Beltrami County Sheriff's Office, City of Bemidji Police Department, and the Minnesota State Patrol. Other law enforcement agencies that serve the community include the Red Lake Tribal Police, Leech Lake Tribal Police, Blackduck Police, Minnesota Bureau of Criminal Apprehension, Minnesota Dept. of Natural Resources, U.S. Border Patrol, FBI, and U.S. Marshals.

The Bemidji Police Department and the Sheriff's Department are the primary arresting agencies in Beltrami County. Tribal Councils maintain a detention facility that houses misdemeanor Native American arrestees, while all non-Native arrestees and felony arrestees are held in the county jail.

### *Criminal Justice System Profile*



A justice system needs assessment should include a review of the overall functions and resources of the existing county criminal justice system with the intent of answering the following questions:

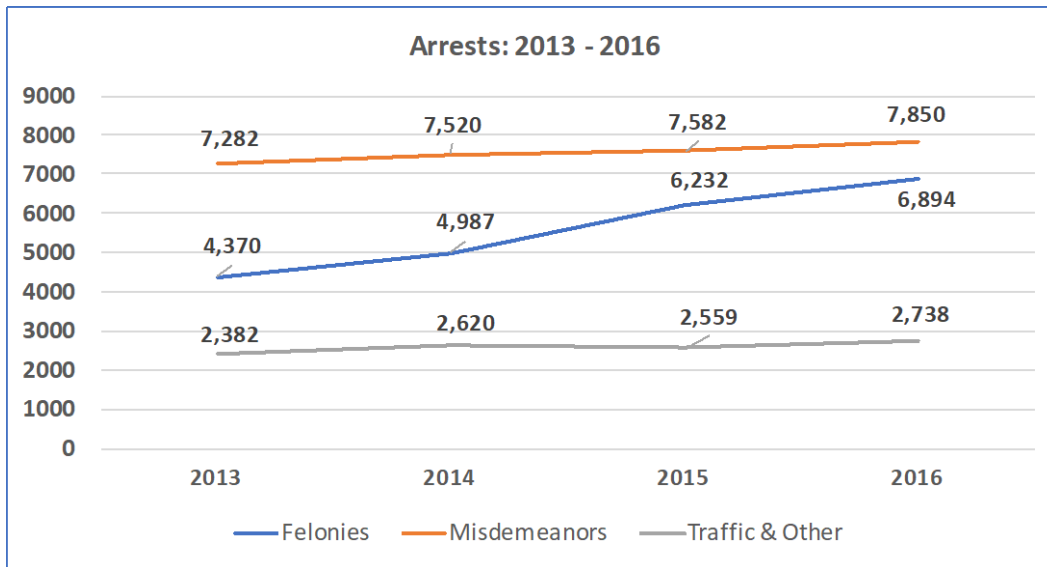
- How well is the current system working?
- Are existing services and programs used to their fullest extent and effectiveness?
- Are there apparent gaps in services and programs?
- Are cases processed through the system in a timely and efficient manner?
- How can the criminal justice system do a better job?

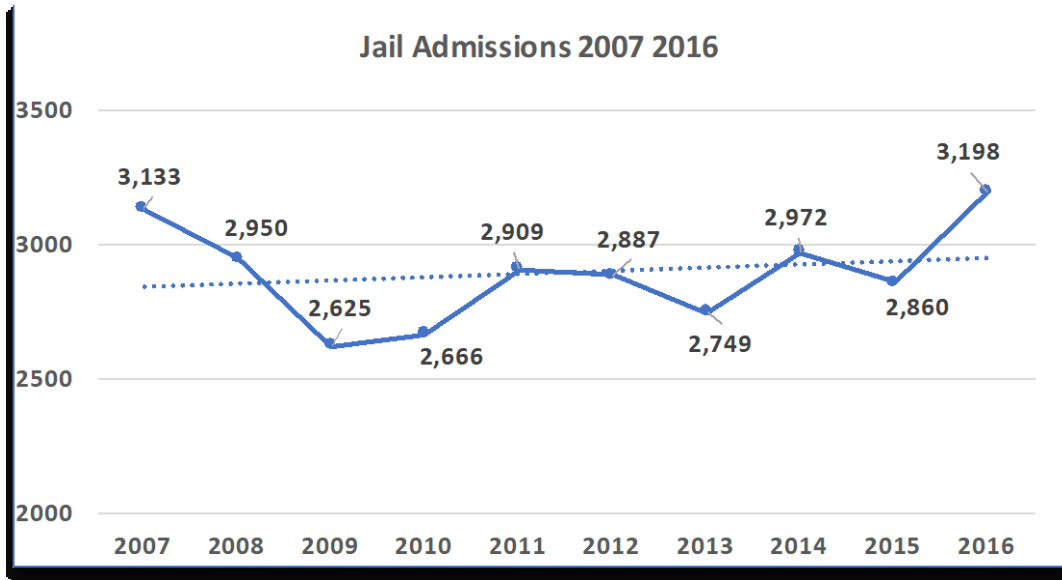
The results of this review are used to develop the Criminal Justice System Profile.

## Jail and Justice System Assessment



Felony, Misdemeanor and Traffic arrests made during the years 2013 through 2016 all show upward trends. Felony arrests during that timeframe show a significant increase, from 4,370 in 2013 to 6,894 in 2016. Beltrami County and Bemidji City officials indicated that there is a trend toward more significant drug offenses and more crimes of violence that result in more felony arrests being made. Law enforcement also indicated that there is an increase in the number of drug related DWI arrests due to increased training for officers to identify drug related DWI offenders.





The increased trend in both felony arrests and jail admissions will lead to an increase in the jail population unless there is a corresponding increase in inmates being released through bond or other pre-trial release program.

### *Courts*

The role of the courts in managing the county criminal justice system cannot be overstated. Case processing, judicial decisions and understanding of the role of the jail can influence the number of inmates housed in the county jail.

The Beltrami County District Court recently had a fourth judge appointed to the Court that has jurisdiction in all civil, probate, juvenile, criminal, and traffic cases filed in Beltrami County. The District has a DWI court with a capacity of 20-25 and has applied for grants with the US Department of Justice, Bureau of Justice Assistance, in the past few years to begin a Substance Abuse Court, but those grants have not been awarded to Beltrami County.

During the on-site visit, Judge Annie Clasesson-Huseby was interviewed by phone. Judge Huseby is the recently appointed judge who previously served as the County Attorney for Beltrami County from 2014 until her October 2017 appointment to the court. Judge Huseby indicated that there has been an increase in the number of case filings, particularly drug related cases and drug related DWI cases. There is a corresponding caseload for juvenile custody cases as more parents are spending time in custody. With regard to setting bonds, Judge Huseby indicated that she feels the judges set appropriate bonds as dictated by individual cases, and that inmates with failure to appear warrants and with warrants from other counties generally require the judges to set higher bonds or no bond. Notice to appear notices are frequently not able to be delivered because the target population tends to

## Jail and Justice System Assessment

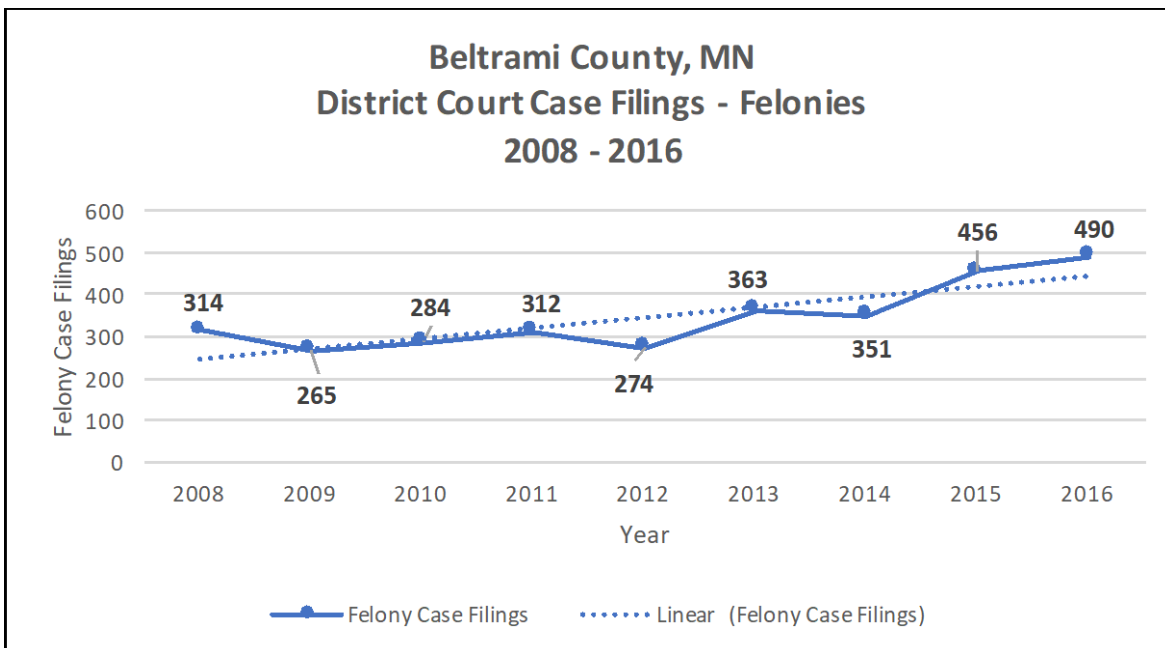


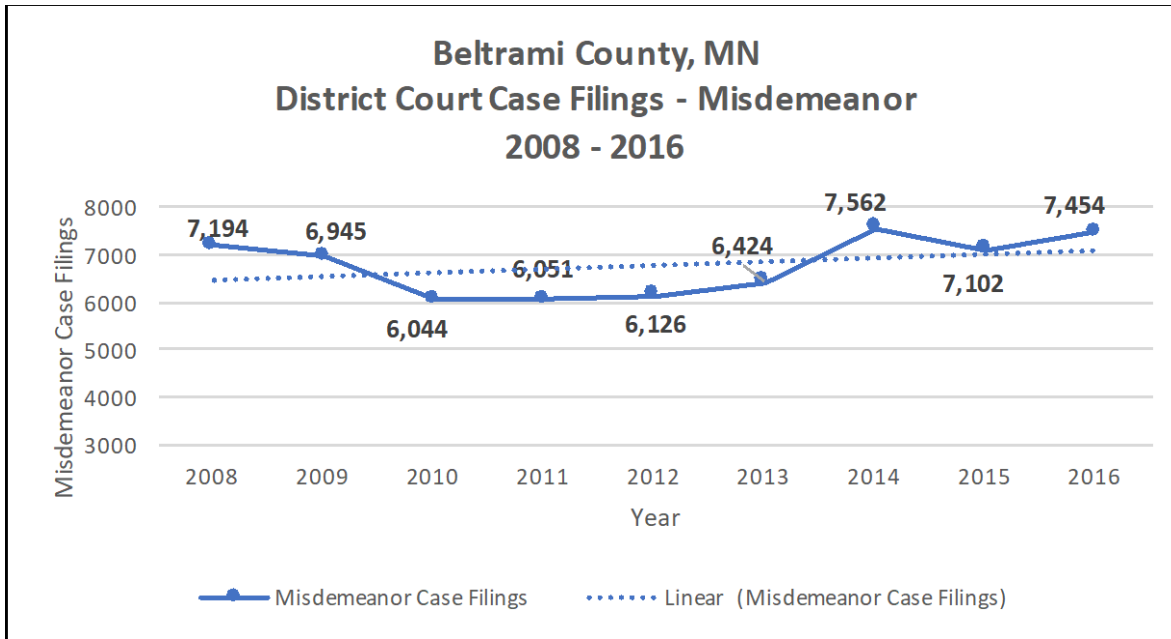
be transient and changes addresses and phone numbers. Where notice to appear is delivered, there is sometimes a problem arranging transportation to the court due to the physical size of the county and lack of reliable public and private transportation options.

The District Court Judges currently do not provide weekend arraignments. When a detainee is committed to the jail during the weekend, bond is not set until first appearance on Monday. This results in inmates not being able to be released from the jail for up to 48 hours and increases the work load for the jail staff to move inmates to court on Monday morning for arraignment hearings.

There are limited sentencing options for judges to use for pre-trial diversion or sentencing. While there is electronic monitoring available, it has not been used extensively as a pre-trial or as a sentencing option. Huber (work release/study release) is used as a sentencing option, but those inmates are currently housed in the open dormitory unit in the jail creating the potential for contraband to be introduced into the facility.

The graphs below show the number of felony and misdemeanor court filings in Beltrami County from 2008 through 2016. Felony case filings were on an upward trend from 2008 through 2014 but felony filings spiked by more than 100 between 2014 and 2015 and by an additional 34 between 2015 and 2016. Misdemeanor cases have trended slightly higher over the same period. Filings are an indicator of the court's workload. Workload may impact the efficiency with which cases are processed through the system and the amount of time an offender is detained in the jail awaiting trial or sentencing. The significant increase in the number of felony filings over the past two years is likely to impact the numbers of inmates housed in the jail and the length of stay for inmates in the jail during case processing.





*Sheriff and Staff*

Sheriff Hodapp initiated the request for the JJSA because the jail has reached its rated capacity and Beltrami County is meeting the detention needs of the county by housing inmates in neighboring counties. The county has budgeted \$285,000 for this year to house inmates in other facilities. That does not include the staff and other costs associated with transportation to and from facilities outside Beltrami County.

Sheriff Phil Hodapp, Chief Deputy Ernie Bectel , Jail Administrator Melissa Bohlmann, and Assistant Jail Administrator Calandra Allen met with the Technical Service Providers. The county has experienced a rise in the number of felony drug related commitments over the past few years that has increased the number of pre-adjudicated defendants being held in the jail, for longer periods of time. This has caused the jail to meet, and more frequently, exceed the rated capacity of the jail facility.

The Sheriff’s staff also noted that there are more inmates being committed to the jail who have mental health and/or substance abuse symptoms and that the offenses are more likely to include a charge involving violence. There has been an increase in DWI offenses related to drug use.

The County had a three-phase renovation program designed, including adding a new laundry and dormitory housing unit, administrative offices, kitchen and staff break and locker areas; a new intake area; and renovated program and meeting spaces and health care spaces. The first phase of the plan was implemented, adding the new laundry and minimum-security housing unit, administrative offices, staff break and locker room and kitchen. Subsequent phases were put on hold because the plan did not add secure housing to meet the growing needs of the county and there was a need to add a post to the staffing plan for the new intake housing unit.

## Jail and Justice System Assessment



The renovation that was completed opened space in the jail to provide programs in the old kitchen area and there are plans to renovate the old laundry into medical office space. The jail administration has encouraged substance abuse treatment programs, religious programs, and Native American programs to use the program space. There is still limited space available for officials from law enforcement, public defender's office, and attorneys to meet privately with detainees.

There is currently no provision for weekend arraignments. This results in all detainees committed to the jail from Friday PM through Monday AM unable to be released from the jail on bond during the weekend and requires transporting inmates to the court on Monday morning for first appearance hearings.

The Jail Administration has worked with the MN Department of Corrections over the past three years to develop a scored classification tool. The jail is classifying inmates using the classification tool, which has resulted in a greater number of inmates being classified into a higher medium and maximum classification level. Because state jail standards require maximum security inmates to be housed in single occupancy cells and medium security inmates to be housed in one or two-person cells, the jail beds are not always able to be fully utilized. For example, beds in the new minimum-security unit in the basement sometimes go unused because not enough inmates in the jail meet the classification criteria to be held in that unit.

The jail has had issues with recruiting and retaining staff to meet the allotment of officers assigned to the jail. Recently, a requirement that applicants have an associate or bachelor degree was amended to allow applicants with high school diplomas to apply, and a recruitment campaign was initiated. The number of qualified applicants has increased, and the jail administration is optimistic that they will be able to hire and retain staff to meet their staff roster.

### *Prosecutor*

The Beltrami County Attorney's Office prosecutes all adult and juvenile felony and misdemeanor cases in Beltrami County. Attorney represents all Beltrami County elected officials and departments, including the sheriff's office and the jail.

The County Attorney position is currently being filled on a temporary basis due to the appointment of previous County Attorney, Annie Clasesson-Huseby, as a fourth judge in the District Court.

### *Public Defender*

Jennifer Nelson is the managing attorney for the 9<sup>th</sup> District Public Defender Office that serves Beltrami, Clearwater and Hubbard Counties. The Public Defender's Office represents both adult and juvenile defendants. Eight attorneys represent indigent adult defendants in Beltrami County.

Ms. Nelson said that inmates with mental health issues is an ongoing problem. People in mental health crisis do not have community resources to deal with the problem, so it escalates to a law enforcement



issue where the defendant ends up being jailed. Ms. Nelson indicated the DWI Court is a useful resource for clients and believes a Drug Court would also be beneficial for those struggling with drug addiction.

Ms. Nelson believes electronic monitoring is not being used to its full potential for either pre-trial or sentenced inmates and that establishing protocol for its use might help allow more defendants to use electronic monitoring.

The limited amount of interview space available in the jail limits the ability of the Public Defender staff to visit defendants at the jail.

There has been discussion among criminal justice stakeholders about beginning to use video for first appearance hearings to reduce the number of inmate movements to court. Ms. Nelson expressed that the Public Defender's Office would not favor using video for this purpose because it dehumanizes the court process and might result in higher bonds or other adverse consequences for the defendant who is not afforded the opportunity to face the Court in person.

Ms. Nelson estimates that up to 95% of the criminal defendants in Beltrami County qualify for public defender services. She believes that bonds in Beltrami County are somewhat higher than in neighboring counties.

The court system seems to move inmates effectively through the system with felony pre-trial defendants held in the jail generally reaching trial within about five months. Continuances, where they occur, are generally due to a backlog in the state lab testing, where results can take two months or more to be processed.

### *Parole and Probation*

The Parole and Probation Department is a state agency that oversees local adult and juvenile offenders on probation and offenders released from prison with a condition of parole. Ms. Trish Hanson is the District Supervisor who supervises sixteen officers, fourteen of whom serve Beltrami County.

Caseloads are divided by type and seriousness of offenses and include sex offenders, high risk DWI, juvenile and minimum security adult, domestic violence, and high risk offenders. The Parole and Probation officers provide pre-sentence investigations for offenders and generally have them completed within 3-4 weeks from adjudication, although a sex offender PSI may take up to 8 weeks due to the requirement for a psycho-social evaluation to be completed.

Ms. Hanson indicated that drug crimes have shown a marked increase in recent years and that while there are resources available in the county to address drug and alcohol addiction problems, there is a lack of capacity to deal with the growing problem. The lack of capacity sometimes requires longer stays in the jail waiting for assessments to be completed and bed space availability.



Ms. Hanson noted that the County had previously provided a Sentence to Service Program where her office provided supervision for sentenced inmates to provide community service throughout the county. At one time, the program provided three crews of up to 11 inmates to provide services in the county. The program was reduced in scope and now has been suspended.

### *County Administrator*

The County Administrator, Kay Mack, was interviewed as part of the JJSA. Ms. Mack indicated that the county, while physically large in size, has property taxing authority over just 30% of the total land in the county due to the areas of water, state parks land, federal parks land, and tribal reservations. The county has outstanding bond commitments for recently completed new buildings and renovations including the justice center, jail remodel, and judicial center.

Ms. Mack indicated that inmates with mental health and substance abuse issues has contributed to the jail population growth. She is hopeful that the recent merger between Sanford Health and the Upper Mississippi Health Services will provide a more stable funding source for community resources to deal with mental health and substance abuse issues.

Ms. Mack indicated that while attempts have been made to reach out and partner with the tribal communities, there remains a mistrust that the Native American population is disproportionately represented in the Beltrami County criminal justice system. She recommends that the tribal communities be included on any type of coordinating council developed to address the jail and other criminal justice issues.

### *County Supervisors*

Three of the five County Commissioners were interviewed as part of the JJSA. There is consensus among the three commissioners that there is a need to address the increasing population at the jail, particularly with the increasing cost of housing inmates in facilities out of the county.

While the three-phase plan to renovate the existing facility would certainly have resulted in a more effective jail operation, particularly with regard to intake and booking, it failed to address the increasing need for additional beds, and was halted after the first phase was completed.

The decisions about whether to build a new facility outside the city, build a new facility inside the city, or renovate and expand the existing facility to meet the future jail needs of the county each have positive and negative consequences to them. How to fund the different options and achieve community support for the selected option is also a dilemma the commissioners will need to grapple with.





The Commissioners and Bemidji city officials have been proactive about meeting some of the community needs that may help reduce the impact of the growing jail population. There is a new 60-unit low income housing facility that will open in coming weeks that is designed to offer homeless individuals the opportunity to be off the street and begin a process of alcohol and drug intervention. The County was also successful in securing a grant to address those with mental health issues in the community, and Sanford Health will soon be opening a new 16-bed residential mental health facility in Bemidji.

### *State Department of Corrections*

Greg Croucher, Senior Detention Facility Inspector from the Minnesota Department of Corrections, indicated that the jail facility and jail staff have made significant strides in the past three to four years to meet the standards of the Minnesota Department of Corrections for local jail facilities. Two of the ongoing issues that Mr. Croucher noted were the classification tool used to decide where to house inmates in the facility and the difficulty to recruit and retain staff to meet the allotted level of jail staffing.

Mr. Croucher said that the jail staff implemented a new classification scoring instrument three years ago and classification of inmates has been more consistent since a formal system of classification has been used. With regard to recruiting and retaining staff, the Sheriff's Office has revised the requirement for jail staff to have at least an Associate level education and is now recruiting more eligible candidates who they hope they will be able to retain to maintain their allotted staffing level.

Mr. Croucher indicated that there are fewer available beds for the county to house inmates as the northern counties in the state face their own crowding issues. Available beds to house inmates in the state will likely be farther away, resulting in increased transportation costs, and more expensive as the availability of beds decreases.

### *Overall System Analysis*

Based on the data collected and the interviews with Beltrami County justice system officials, it appears to the Technical Resource Providers that the justice system in Beltrami County is generally working efficiently to move defendants through the justice system, particularly those pre-trial defendants in the jail. The addition of a fourth judge to the District will likely help to continue to move defendants through the system. Some issues that tend to delay adjudication such as state crime lab testing delays are generally beyond the control of county officials to expedite.

It is evident that the justice system officials are cognizant of the size limitations of the jail, and the limited resources to effectively deal with the impact of mental health and substance abusers held in custody and the long-term effects they have on the justice system. Justice system officials work together to ensure that offenders who do not pose an immediate threat to public safety, or who are



required to be detained by statute, are given the opportunity to be released from confinement or, in the case of acute mental illness, are transferred to appropriate treatment facilities when space is available.

While Beltrami County criminal justice officials share the common goal of moving defendants through the system as efficiently and effectively as possible while maintaining the safety of the community and its residents, there seems to be an underlying sense among stakeholders that justice may not be entirely served for all offenders entering the Beltrami County criminal justice system due to jail limitations.

### Case Flow Mapping

Although it is beyond the scope of the JJSA, a criminal justice profile should include an assessment of the processes by which cases move through the justice system. Case flow maps describe each of the steps and key decision points in the justice process and include such information as the policies and practices of agencies/officials involved at each stage, workload, policy and program options that may be available at each stage, average timelines, and any gaps or inefficiencies in the process.

Recommendations resulting from this case flow review may include changes in policies and practices, improvements in communication and coordination, and implementation of alternative programs and/or services. The goal is to identify opportunities for maximizing the efficiency and overall effectiveness of the justice system. See **Appendix D** for more information about the key decision points in the case flow process and the program and process options, which may improve the functioning of the justice system and potentially reduce crowding in the jail.



## Section 4. Jail Population Profile

### Inmate Profile

The Technical Resource Providers requested selected jail data prior to the onsite visit. This section of the report provides a summary of the Technical Resource Providers' preliminary analysis of the data provided. The data included a sampling of a one-day snapshot.

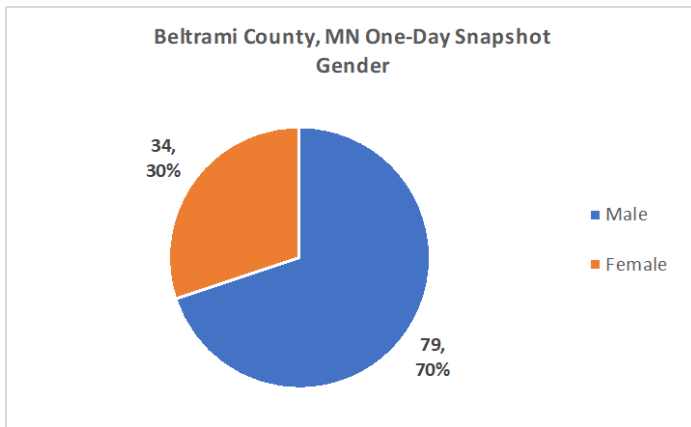
The table below highlights some of the key characteristics of the inmate population drawn from the single day snapshot data provided. The table is representative of the types of profile information which should be collected and analyzed, but is based on a very limited amount of data.

BELTRAMI COUNTY JAIL ONE-DAY SNAPSHOT										
LIST ALL INMATES INCARCERATED IN THE FACILITY OR HOUSED IN ANOTHER FACILITY										
DATE: 10/2/17										
Gender (M/F)	Age	Race	Residence	Most Serious Charge	Charge Level	Detention Status	Violent Crime (Y/N)	Alcohol/Drug Related (Y/N)	County Detainee Housed Outside the County (Y/N)	Detainee Contracted From Outside the County (Y/N)
M	51	NA	3	4th Degree Assault	O	P	Y	Y		
M	26	NA	2	5th Degree Controlled Substance	F	S	N	N		
M	19	NA	3	Violate Order for Protection	M	P	N	N		
M	28	B	1	5th Degree Assault	F	P	Y	N		
M	63	W	2	1st Degree DWI	F	H	N	Y		
F	21	W	2	Fleeing a Peace Officer in a Motor Vehicle	F	P	N	N		
M	24	W	1	3rd Degree DWI	O	P	N	Y		
M	43	NA	3	1st Degree DWI	F	P	N	N		
M	44	W	2	Criminal Vehicular Operation	O	P	N	Y		
M	25	NA	3	5th Degree Drugs	F	P	N	N		
F	22	NA	3	5th Degree Drugs(w)	F	P	N	Y		
M	26	W	1	Domestic Assault	F	P	Y	N		
M	63	NA	2	Interfer with 911 call	M	P	N	Y		
M	52	W	2	Driving after Cancellation	O	P	N	N		
F	20	W	2	1st Degree Drugs	F	P	N	N		
F	30	NA	1	Parole Violation	F	H	N	Y		
F	30	NA	3	3rd Degree Drugs	F	P	N	Y		
M	40	W	3	5th Degree Drugs	F	P	N	N		
F	43	NA	1	Theft	M	P	N	N		
M	45	NA	3	Driving after Cancellation	O	S	N	N		
M	38	W	3	Hire/Act to Hire Prostitution	F	P	N	N		
F	39	NA	1	5th Degree Drugs	O	P	N	Y		
F	37	NA	1	Violate Order for Protection	F	P	N	Y		
F	48	NA	1	DWI	O	P	N	Y		
M	23	NA	3	Domestic Assault	M	P	N	Y		
<b>Race:</b>	Native American (NA)	<b>Residence:</b>	In City (1)			Felony (F)	<b>Detention Status:</b>		Pre-Sentenced (P)	
	Black (B)		In County (2)			(M)			Sentenced (S)	
	Hispanic (H)		In State (3)			Other (O)			Hold (H)	
	White (W)		Out of State (4)						Other (O)	
	Other or Unknown (O)									

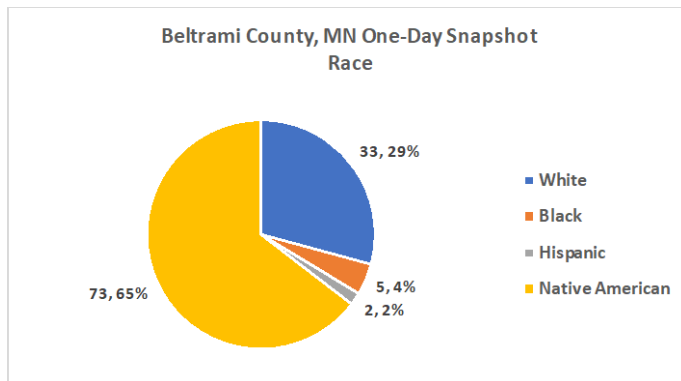


### Inmate Profile - Gender

The women’s population at the Beltrami County jail is 30% of the jail population. Typically, the TSP’s find women’s population in jails is between 12% and 15% of the population, so the women’s population held at the Beltrami County jail is statistically higher than most other jail facilities. The jail administration speculated that there are more arrests for high level felony drug offenses and violent offenses that preclude a bond amount that women defendants can post.



As noted earlier in this report, the Racial breakdown of Beltrami County according to the 2010 census is 74.1% white and 20.4% American Indian. By contrast, the jail population is 65% American Indian and 29% white according to the one-day snapshot.



## Jail Population Profile



Data on the current jail population is collected and analyzed to develop a profile of its criminal, adjudication, behavioral, social, and demographic characteristics.

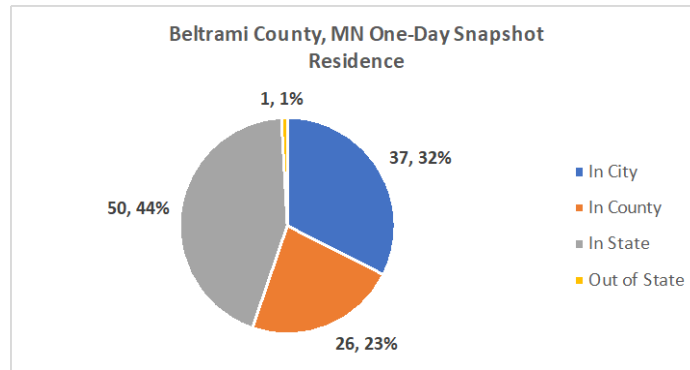
The profile is useful in several ways:

- Developing forecasts of space needs and specifications for detention and alternative programs;
- Identifying classifications of offenders based upon risk and offenses;
- Determining specific programs and services required to address offender needs; and
- Developing strategies for managing offenders through a continuum of community sanctions and programs.



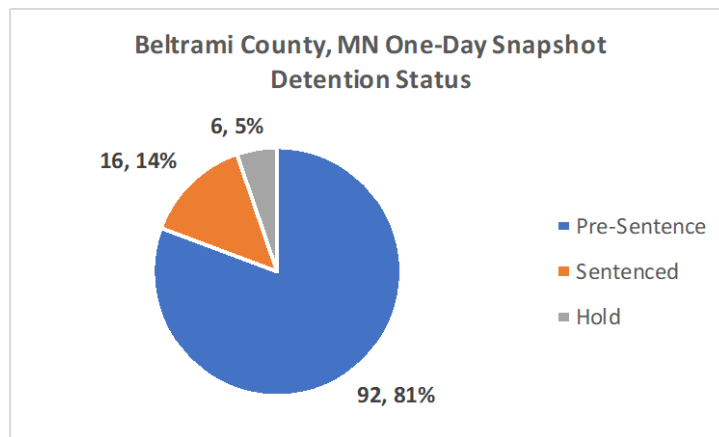
### Inmate Profile – Residence

The snapshot of inmates detained at the jail shows that 55% are from Bemidji or Beltrami County and 44% are from Minnesota but not from Beltrami County. One inmate was from another state at the time of the snapshot of the jail population.



### Inmate Profile – Detention Status

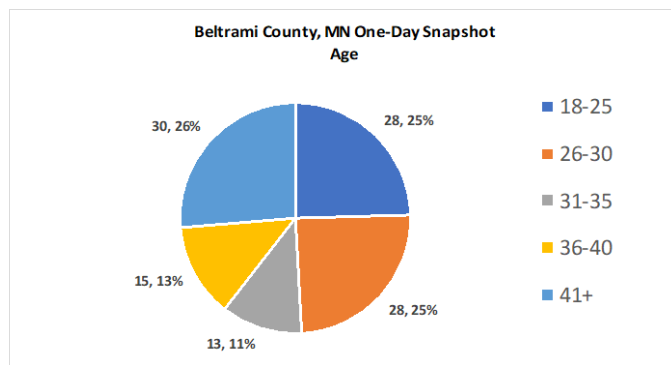
81% of the inmates identified in the one-day snapshot were pre-trial detainees, 14% are serving sentences at the jail and 5% are being held for other agencies. The high percentage of detainees in pre-trial status is reflective of a high-risk offender who is not able to post a bond or is not eligible for bond. We would expect this number to continue to grow if the trend toward more arrests for felony drug, DWI and offenses of violence continues as noted earlier in this report.





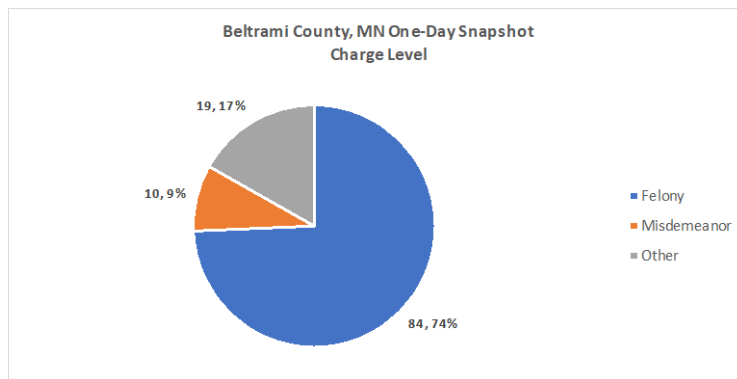
### Inmate Profile – Age

The age profile from the one-day snapshot indicate that 50% of the inmates housed at the jail on that day were between 18 and 30 years old. This age group tends to be the highest risk age group for encounters with the criminal justice system. Beltrami County has a higher percentage of detainees over the age of 40 than we might expect. Typically, this age group has either aged out and is no longer inclined to interact with the criminal justice system, made their way to the state prison system, or died. The high percentage of this age group in the Beltrami County jail may be indicative of increasing substance abuse use with limited resources to break the cycle of abusing substances.



### Inmate Profile – Charge Level

Seventy-four percent of the detainees in the Beltrami County jail are detained for felony charges. This number is reflective of the trend toward more arrests and jail admissions for felony offenses in the County. If the trend continues, the percentage of felony detainees would be expected to increase the population of the jail.





*Implications for Planning*

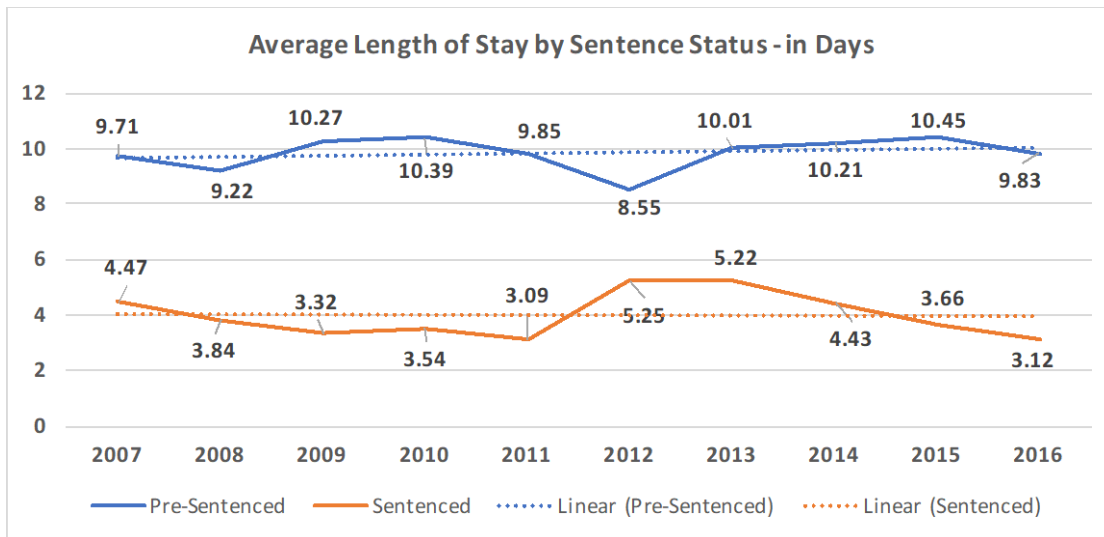
Inmate profile data provides a picture of who is in jail and their characteristics. This information is helpful in providing a breakdown of future housing needs by size, classification and custody level. It also provides information about the risks and needs of offenders that the facility must be prepared to address. For example, if the age of detainees in the jail continues to trend older, we would expect a corresponding increase in the medical expenses for those detainees.

Historical Trends

The following graphs show annual historical trends and rates of change on factors that influence the size of the jail population including Average Daily Population and Average Length of Stay. Together with the previously noted inmate trends, these factors generally form the basis for projecting the number and type of jail beds needed to meet future needs.

**Average Length of Stay**

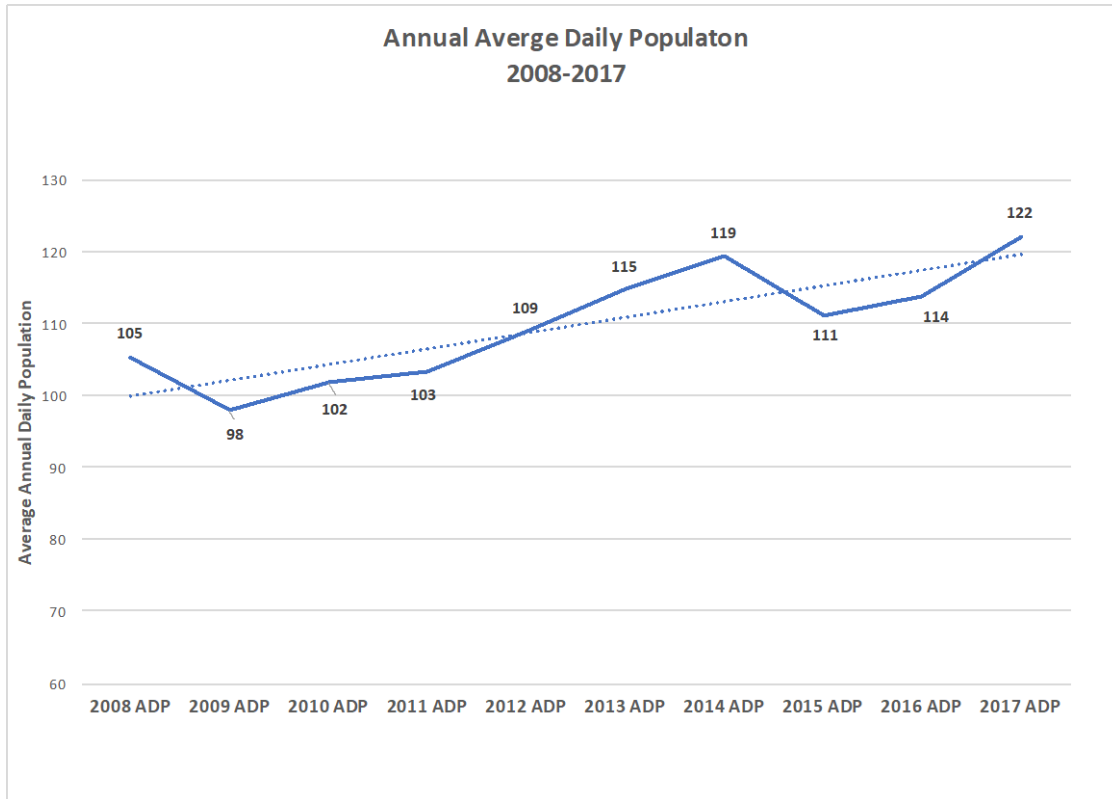
The number of annual jail days divided by the number of jail admissions for the year provides the average length of stay in jail as shown in the following graph.





### Average Daily Population

The average daily population of the jail facility is calculated by dividing the total number of jail days by 365. The graph below shows the annual daily population for the years 2008 through 2016.

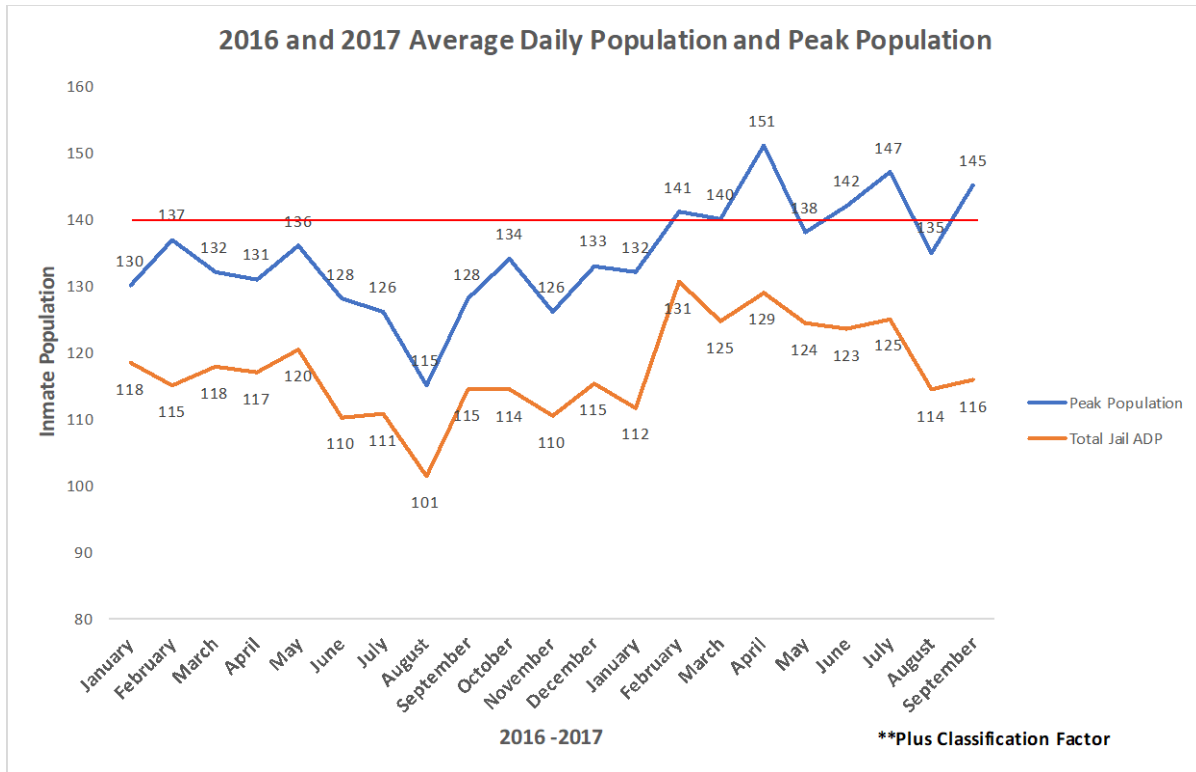


### Average Daily Population and Peaking Factor

While the actual daily population may be above or below the average population for the year on any given day, the average daily population is an indicator about how jail use compares to the capacity of the jail. There are times such as during weekends, festivals and other events, targeted crime initiatives, etc., where the jail population will “peak”, and be above the average daily population. This should be a consideration when planning future jail needs. The graph below shows the average daily population and the monthly peaking factor for 2016 and 2017.



## Jail and Justice System Assessment



### Classification Factor

While the peaking factor in Beltrami County indicates that on any given day the actual number of people in the jail exceed the number of spaces to put them, the classification factor compounds that problem. At any given time in a jail facility people need to be separated for various reasons. The most obvious example is that we do not want to house women in the same housing unit as men, other considerations include housing minimum and maximum security inmates separately; housing those inmates who might be predators separate from those with a propensity to be victims; etc. Separating these different classifications of detainees means that there will likely be beds in the facility that the staff will not be able to use. The classification factor will generally add 8% to 10% more beds when planning for future needs.

Although the total official capacity is 140, the actual capacity given current staffing parameters and because maximum security and segregation inmates must be single-celled (another Minnesota requirement), the actual operational capacity is closer to 120. Because the number of inmates frequently exceeds this, Beltrami often houses as many as 20 of its inmates in other jurisdictions' jails.



As out-of-county placement and transportation is costly, this was one of the reasons the Sheriff requested the NIC Jail and Justice System Assessment.

## Section 5. Facility Assessment

The Beltrami County jail was built in 1989 next to the old county courthouse in the center of the County seat Bemidji. The jail is part of the county government complex, adjacent to the courthouse annex, and with an underground connection to the much newer courthouse. Across the street are other county buildings that have been added over time; these accommodate city and county law enforcement, county administration, social services agencies and other government functions.



All the original units are small. Some contain single and two-person cells, while other units have small dormitories with groupings of four beds. Each unit has a dayroom, and all are designed for and operated with indirect supervision – physical separations between staff and inmates, with staff in glass control rooms and other staff roving through the housing areas.

In 2004, the jail’s basement was renovated, creating a 60-bed direct supervision dormitory unit with two large dayrooms and other support and program areas. However, due to Minnesota’s jail staffing requirements, the population of this dorm is limited to 48. To

### **Jail Assessment**



A primary goal of a Jail Assessment is to compare and evaluate the performance of existing facilities with current and future needs. Building soundness and adaptability, living conditions and sanitation levels, fire and life safety, safety and security, programs and services, inmate classification and housing, compliance with standards, layout, and capacity are all considerations in conducting an assessment.

The assessment provides information for the jurisdiction to determine the need for facility improvements or the development of new facilities.



increase the population above that, a second staff position would be required around the clock, requiring as many as five additional staff.

Although the total official capacity is 140, the actual capacity given current staffing parameters and because maximum security and segregation inmates must be single-celled (another Minnesota requirement), the actual operational capacity is closer to 120. Because the number of inmates frequently exceeds this, Beltrami often houses as many as 20 of its inmates in other jurisdictions' jails. As out-of-county placement and transportation is costly, this was one of the reasons the Sheriff requested the NIC Jail and Justice System Assessment.

### Caveat Regarding this Initial Facility Assessment

The comments contained within this document are based on a brief walk-through of the Jail; discussions with administrators, staff, and inmates; a discussion with a State of Minnesota jail inspector, and a review of the existing plans and proposed renovation plans.

To help Beltrami County make sound, objective, information-based decisions regarding expansion, renovation and/or new construction, a much more in-depth and comprehensive evaluation of the building is warranted. The evaluation team should include a full array of justice facility engineers, including electrical, civil, structural, mechanical, plumbing, and electronics; justice facility architects; and jail operators.

### Global Comments about the Beltrami County Jail

Best it can do with existing physical limitations. Considering that the design and some building systems are outdated, that inmates are on four levels, that sightlines are poor, and that the number of line staff on duty at the same time is as few as five, the Beltrami County Jail appears to be operating effectively. As stated by a Minnesota Department of Corrections jail auditor who is familiar with all Minnesota county jails, "Beltrami County administrators and staff do the best they can considering the limits of the facility and the limited number of staff."

The building is very well maintained; it appears to be in superior condition for a building that has been occupied 24 hours a day, seven days a week for 28 years. It is very clean and there are few signs of damage caused by inmates.

Continuous Improvements over Time. The Sheriff's Office and Jail's administrators and staff, backed by the County Commissioners and County Administrator, have made many operational and design improvements over time. These include up-to-date monitors in control rooms; video visiting, enabling families to visit from home; providing more programs including cultural ones for Native



Americans; adding a Direct Supervision housing unit; and adding more space for programs, food services, administration and operations, and lockers and a break area for staff. The County stays abreast regarding best practices. Training appears to be rigorous and continuous for administrators and all staff.

Positive Staff-Inmate Communications and Absence of Tension. Although there are many physical barriers between staff and inmates throughout the Beltrami County Jail (except for the added basement dormitory), communications between staff and inmates appears frequent and primarily positive. While one hesitates to generalize from a single tour of a jail, it appears that administrators and staff make themselves available to listen to and talk with inmates, and help them address their concerns and issues. Even in the high security housing areas, inmates seemed respectful of staff and administrators, and the technical assistance providers never felt any tension or uncomfortableness.

At first glance, inmates in the Beltrami County Jail appear to have very few complaints compared to inmates in many other jails. That speaks highly of administrators and staff.

Comparatively Pleasant Ambiance. Compared to many of the hundreds of jails that the technical service providers have toured, the Beltrami County Jail has a much less institutional atmosphere.

Noise levels are relatively low in the Jail, apparently for several reasons: staff are responsive, housing units are predominately small, and there are sound absorbing materials, such as carpeting, in the one large unit, the minimum security dormitory.

In other housing areas, floors are concrete, but with a tan epoxy finish; they are well maintained and appear more like vinyl tile. Concrete walls are painted tan rather than gray. Concrete block, another material that is commonly used in jails, is also more attractive and less institutional-appearing in the Beltrami Jail due to its warm colors and texture.



Carpeting in the Minimum Security Dormitory's Sleeping Area

## Booking and Intake/Release/Transportation

The Booking and Intake area is admittedly one of the worst components in the Beltrami County Jail. This is acknowledged by the Sheriff's Office and the County Commission, as they previously approved a three-phase renovation plan to create a new Booking and Intake/Release/Transportation area on the first level, as well as other significant improvements to the Jail.

## Jail and Justice System Assessment



This component is on two levels, with inmates brought in on the first level and then taken by elevator to the second level for processing and holding. Moving those who have just been arrested, often under the influence of alcohol and drugs, through corridors and up and down elevators that are out of the line of sight of other staff (except via cameras) can be dangerous, very stressful and time-consuming.



Vehicular Sallyport



Booking Office

The Vehicular Sallyport can accommodate two vehicles, but it appears that it is sometimes used for staging incoming supplies, which slightly compromises its use. Also, law enforcement officers must back out; drive-through vehicular sallyports are safer.

The Booking Office is somewhat cramped, and it lacks a physical separation between inmates being booked and staff. Newer Booking Offices have excellent sightlines of holding rooms and other Intake/Release/Transportation functions; Beltrami's does not.



Holding Cell



Property Storage

The Holding Cell capacity is inadequate at times; more are needed. Each should be visible from the Booking workstation or another staff station.



Due to lack of space, property storage is in three different non-adjacent rooms on three floors, which is inefficient and more time-consuming for staff than if it was in a single room adjacent to the inmate changing area.

### Housing Areas

Although the Beltrami County jail's capacity is insufficient to accommodate its peak populations, none of the cells and dorms are or appear crowded. That is because the State of Minnesota has strict standards regarding inmate/staffing ratios, space standards, and placing maximum security and special management inmates in single cells. Beltrami County fully complies with all state mandates.

The dormitory in the basement that was added 15 years after the Jail was built contains 60 beds and adequate sleeping and dayroom space for that number. However, Minnesota standards require two staff if there are more than 48 inmates in a direct supervision dormitory, and the County has not found it worthwhile to fund another five staff (approximate number needed for each 24/7 position) to be able to add 12 more inmates.<sup>1</sup> Similarly, some of the single cells appear large enough for a second bunk and still meet standards, but doing so would reduce the relatively scant number of single cells which are required for maximum security and several other population categories.



Single Cell that may contain enough space for an upper bunk, but single cells are required for certain populations



Four person sleeping area within one of the original dormitories, all of which are small

While many of the single, two-person and four-person cells are off corridors, some are in small indirect supervision pods. All cells and dormitories have cameras, with viewing by staff in two housing control rooms. One of these control rooms also functions as central control.

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<sup>1</sup> Minnesota Administrative Rules, 2911.0900 Staffing Requirements.

## Jail and Justice System Assessment



Views of inmate areas are poor to non-existent in the linear portions of the jail. Staff perform cell checks on a regular basis, as required, and, ideally, staff in the control rooms can see activities that occur the rest of the time. However, research shows that staff watching video monitors are less

effective than those with direct lines of sight. Also, research finds that indirect supervision is less effective than direct supervision in positively influencing inmate behavior, minimizing assaults and the destruction of property. Direct supervision also contributes to staffs' job satisfaction, reducing the use of sick leave and reducing turnover.

The housing that was added in the basement in 2004 adapted the research on direct supervision. This housing has an open staff workstation and highly visible dayroom and sleeping areas.



One of two Control Rooms

The minimum security inmates' bathroom is non-institutional in appearance and balances privacy and staff visibility.



Direct Supervision Workstation



60 Bed Dormitory in the Jail's Basement

## Jail and Justice System Assessment



Minimum Security Inmates' Bathroom



Dayroom with TV, dining/game, and reading areas

## Support Areas

The Beltrami County Jail has had two examination rooms and a medical office. These spaces are undersized for their functions. At the time of the J&JSA, the Sheriff's Office was preparing to repurpose a larger space for health services.



Medical Office



Examination Room

The first phase of a three-phase renovation plan included a new state-of-the-art kitchen and a new laundry room. Their former spaces were inadequate and have been repurposed for other functions. Phases 2 and 3 of the renovation plan are on hold pending further studies and decisions regarding Jail replacement vs. expansion.





Kitchen



Laundry

### Program Areas

For recreation, the Beltrami County Jail is limited to an indoor recreation room. The consistent and most prevalent complaint that the technical service providers heard from inmates was about the lack of an outdoor recreation area. Administrators and staff agreed that it would be physically and mentally healthy for inmates to be able to get fresh air and recreate outdoors. Providing this in the current building would require either demolishing an adjacent building (the Courthouse Annex) or building an outdoor recreation area on the roof – both options would be expensive and have significant challenges related to inmate movement and sightlines between inmates and the public.

Although it is a pleasant space, the indoor recreation room is smaller than a half-court gymnasium, and the ceilings are relatively low for recreation. The primary active sport that occurs in this space is handball.

Fortunately for them, inmates can use the recreation room every day, seven days a week. However, given the layout of the jail, escorting inmates through narrow corridors and up and down staircases to and from this space is time consuming for staff and has potential dangers.

## Jail and Justice System Assessment



Indoor Recreation



Programs' Room, Formerly the Kitchen

On each level of the jail, including the basement, there is at least one room for inmate programs. One of these is the former kitchen. Programs include the Bemidji Program for Recovery and Native American cultural treatment programs provided by the Northwest Indian Community Development Center. Two jail staff are assigned to oversee programs in addition to training staff.

Visiting with family members initially took place in non-contact visiting booths. Now all family visits are conducted via Video Visiting. Family members can either use the video stations in the jail, or from their homes (the latter for a fee), which helps facilitate more frequent visits, with reduced demand on jail staff to move inmates to and from their housing units.



Non-Contact Visiting Station



Video Visiting (and Canteen and Messaging)

## Administrative and Staff Support Areas

Administrative and staff support areas were greatly expanded and improved as a result of a recent renovation and expansion into space adjoining the jail. Two new administrative offices and conference area were created as well as a staff break room and staff locker rooms. The only reported problem with the break room is that often there are too few staff on duty for any of them to take breaks.



Deputy Administrator's Office



Staff Break Room

## Building Soundness and Adaptability

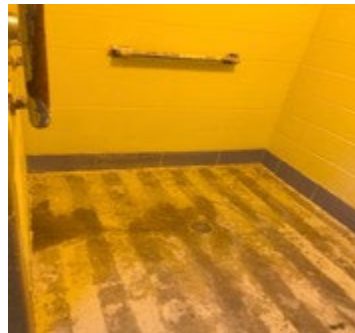
Given the age of the building, the Technical Resource Providers noted that the physical plant has been extremely well maintained. No significant problems with the building were evident during the walk through or noted during interviews.

The county maintenance staff have provided ongoing maintenance to the Jail in a manner that has likely prolonged the viability of the facility. New technologies, including cameras and monitors, have been incorporated into the jail.

## Sanitation Levels

Generally, the facility is exceptionally clean and orderly.

One building surface issue was observed during the walkthrough -- the floors in the showers in the original housing units. The County is actively researching new flooring materials that are durable, slip resistant, and easy to maintain.



Shower in need of new Floor

## Safety and Security

Beltrami County wisely installed a tunnel between the Jail and the new Courthouse that enables staff to walk inmates to and from court hearings. This is safer and more secure than transporting inmates via vans or walking them between buildings

## Jail and Justice System Assessment



The jail has one suicide watch cell. It is visible from one of the housing control rooms, and like all other cells has a camera. It has a hole in the floor that functions as a toilet, and has no windows. While the ambiance of the jail overall is comparatively pleasant (for a jail), the suicide watch cell is depressing.



Suicide Watch Cell

Considering that the jail has inmates on four different levels (including a mezzanine), that the layout is not conducive to directly observing most inmates (without cameras), that booking is on two levels, that all inmates must be escorted to activities, there are relatively few security staff positions. Exacerbating this problem are staff vacancies.

A photograph of a staff roster board. The board is divided into four columns labeled TEAM 1, TEAM 2, TEAM 3, and TEAM 4. Each team has a list of names on small white cards. TEAM 1 includes SGT. MIKE, KYLE, SUE, DANI, CHRIS S., MICHAEL, JOHN, and VACANCY. TEAM 2 includes SGT. MARIO, KATE, ADAM, MITCH, WYATT, BRANDON, and VACANCY. TEAM 3 includes SGT. RICHARD, TIFFINY, TYLER, CHASE, SHAWN, DANIEL, and VACANCY. TEAM 4 includes SGT. ANTHONY, NICK, SABRINA, LUCAS, DARYL, CHRIS, and VACANCY. To the right of the teams, there are two columns of names: CHELSEA, JARED, JAKE, COLE, and several VACANCY slots.

Correctional Staff and Vacancies by Shift

Reportedly, staff turnover has been a problem, which of course further jeopardizes safety and security. The Sheriff's Office and County recently made a significant change to improve staff recruitment and their longevity – correctional staff are no longer required to have a college degree. This seems to be helping.



Most staff now work 12- hour shifts. Although that is what many say they prefer, they may not be as alert and responsive the last few hours, which can of course jeopardize safety and security. Eight hour shifts also provide scheduling flexibility that 12-hour shifts make more difficult to attain.

Another security issue is that Hubers (work releasees) are mixed with Minimum Security inmates. Even with very careful screening of Hubers when they return from work, the absence of separated housing for this population can result in contraband issues. This situation is compounded because the laundry is done by inmates in the minimum security basement unit, providing access to the rest of the facility.

### Compliance with Standards

Although this assessment was not an audit of compliance with applicable jail standards, the consultants did observe operations, interview staff and inmates and observed virtually all areas of the facility. There were no indications of significant standards-compliance issues outside the physical limitations of the facility noted in this report. The State inspector, who completed an inspection of the facility in July 2017, found the Jail in compliance with 99 percent of Minnesota Jail standards. Excellent for an older jail!

The linear layout of much of the Jail limits the staff ability to supervise inmates, which is a concern with Prison Rape Elimination Act (PREA) standards, but the jail has been PREA audited and has achieved compliance with PREA standards. The Beltrami Jail's showers meet PREA standards and most also meet Americans with Disabilities Act (ADA) requirements.



PREA & ADA Compliant Shower

### Summary

In summary, the existing jail facility has many issues that include:

- Lack of sufficient capacity.
- Insufficient number of single cells for populations that such are required.
- No outdoor recreation yard.
- Four levels of cells and dormitories that need to be managed 24/7.
- Inadequate and poorly configured and located Booking/Intake/Transportation/Release areas, and drive-in/back out vehicular sallyport.;
- Poor sightlines in many areas.

## Jail and Justice System Assessment



- Relatively few security and inmate management staff; staff vacancies; 12- hour shifts; and staff turnover and recruitment have been challenges, but are improving.
- Inadequate medical spaces.
- Although there are windows almost everywhere, most have obscure glass which prohibit views of nature, especially important for the many mentally ill inmates, but beneficial for all.
- Inadequate support services space including medical exam areas, video arraignment, visiting, program space, indoor and outdoor recreation.
- Inadequate spaces for law enforcement and other court officers to meet with inmates.
- Inadequate storage space, and corridors are used for storage.
- Hubers (work releasees) are not kept completely separate from other inmates.

The Technical Resource Providers noted that the staff of the facility are committed to providing a safe and secure facility, and the facility was noted as clean, well-maintained and orderly. The TRP's were able to enter each of the housing units and interact with the inmates in the units. While the facility has limitations due to age, capacity, and layout, the jail staff appear to apply sound correctional principles to effectively manage the inmate population.



## Section 6. Town Hall Meeting

### Introductions and Expectations

The town hall meeting was opened with a welcome and introductions of the Technical Resource Providers and the attendees. A list of participants attending the meeting is provided in Appendix C.

### Overview of the National Institute of Corrections

The Technical Resource Providers provided a brief overview of the National Institute of Corrections.

The National Institute of Corrections is an agency within the U.S. Department of Justice that was established to provide leadership, training, and technical assistance to the field of corrections. NIC provides technical assistance to individual jurisdictions. The technical assistance is usually an on-site evaluation of a specific problem the agency is trying to solve. It is followed up with a written report that contains recommendations for addressing the issue.

The NIC Information Center, based in Aurora, CO, is a clearinghouse for a variety of corrections-related information. The Information Center contains video tapes, publications, sample manuals, training plans, etc. on a variety of jail topics. Some of the materials are provided at no charge, others may be borrowed, and still others may be viewed at the Information Center.

NIC has a website that is an excellent resource for everyone in corrections. Visitors can download a variety of documents from the publications section. The website also includes descriptions of programs and services, training schedules, and links to other useful websites. NIC also supports several online communities for correctional professionals.

### Jail and Justice System Assessment Purpose and Process

The Technical Resource Providers briefly described the JJSA purpose and process.

The purpose of the JJSA is to assist communities in beginning the process of determining the need for improvements to the existing jail and its operations (including the potential need for new construction and/or renovation) and/or the need for improvements to enhance the effectiveness and efficiency of the overall justice system.

The process typically includes four main steps:

## Jail and Justice System Assessment



1. Jail assessment. The Technical Resource Providers conduct a brief assessment of the jail including the physical plant and operations, to identify potential life, health, safety, and liability issues that may be important for the community to address both in the short term and in the long term.
2. Review jail and justice system data. This includes inmate profile data (typically one-day snapshot) to describe who is in jail, inmates profile characteristics, and the levels of risk and need they may present in the community. It may also include trend data on jail use that show the use of the jail over time and includes such indicators as number of admissions, average daily population, average length of stay, and rate of release. It may also include other justice system data that may indicate the impact of the system on the use of the jail. Such data typically includes arrests, court filings, dispositions, etc. Historic and projected population changes are also key data to review.
3. Interviews with key justice system officials. Discussions with justice system officials help bring a common understanding of the policies and practices of the agencies that comprise the local justice system. This helps the County understand how the system works and why it is important to provide an opportunity to address inefficiencies and/or incongruence in policy and practices that adversely affect the jail. The interviews also provide an opportunity to get the impressions of key policy makers on the "jail issue" and the role they can play in helping solve problems.
4. Town hall meeting. The JJSA typically culminates with a town hall meeting, which brings together justice system officials with funding authority representatives and community members. The purposes of the community meeting are to:
  - Educate the participants about the role of justice system policies and practices on the use of the jail and the size of the jail population.
  - Provide participants with the Technical Resource Providers' preliminary findings based on the jail assessment and interviews.
  - Provide participants with some preliminary options to address detention and other criminal justice system needs.
  - Provide a forum for participants to share their concerns and ideas about the issues raised and initiate discussions about planning for change.

### Issues Prompting the Request for the JJSA

Sheriff Hodapp requested technical assistance from NIC to provide the county with direction in how to go about planning for, and meeting, its current and future incarceration needs. The jail has reached its capacity and the age of the facility creates significant maintenance and life safety issues. The Sheriff's





Office is currently housing inmates out of county in other facilities at considerable expense for both housing and transportation costs. Technical assistance from NIC in the form of a Jail and Justice System Assessment was requested as a first step to beginning discussion about a solution to the crowding issue.

### Preliminary Assessment Findings

The Technical Resource Providers reviewed their preliminary assessment findings with the participants.

#### *Current Jail Conditions and Concerns*

- Lack of sufficient overall capacity;
- Lack of sufficient appropriate housing to manage different custody levels and separate high risk and special needs inmates;
- Inefficient layout and design;
- Inadequate medical, program, and meeting spaces;
- Inadequate storage space;
- Inefficient booking area;
- Lack of outdoor recreation

#### *Local Justice System Policy and Practice Issues*

The Technical Resource Providers noted the degree to which most of the criminal justice partners demonstrated effective community with and deference for the other partners. While this suggests that the criminal justice system is working well, there are also results of this collaboration and cooperation that does not fit well with the mission of community safety and ensuring defendants appear in court and are held accountable for their actions.

The Technical Resource Providers identified the following justice system policy and practice issues based on interviews with justice system officials:

- Lack of a pretrial services program;
- Expand the access to alternatives to incarceration including exploring day reporting where persons under court supervision would be required to participate in programs, seek employment and improve their education while being supervised;
- Need for additional mental health and substance abuse services in the jail and community generally. Services available outside the County may create an undue burden on the ability of defendants to access the programs;
- Fee-based services such as electronic monitoring for pre-trial or sentencing options may have the result of excluding people who require services but are unable to pay. These services are generally less expensive than jail housing and out-of-county housing so may be a better option for the County to consider.
- Determine the drivers of the average length of stay.



## Facility Development Process

The Technical Resource Providers provided a brief overview of the facility development process.

The facility planning process starts with determining if building a new jail is the best and most appropriate option to consider. It is a planning process that may—or may not—result in a new jail. It is likely to result in system-wide improvements that enhance the efficiency and effectiveness of the justice system and may, or may not, result in the construction of facilities.

- Phase 1: Project Recognition - This phase includes a problem definition, an assessment of the current facilities, programs, liabilities, and resources. This is the point where the justice agencies need to work together to identify the key issues they are facing, develop work groups to focus on specific processes, and consider how to proceed.
- Phase 2: Needs Assessment - Phase 2 includes information gathering, identifying options (facility, alternatives, and policy changes), and continuing the evaluation of facilities, operations, and programs. This phase is discussed in greater detail later.
- Phase 3: Pre-architectural Program Development - This next phase includes activities that take place when there is a decision to renovate, add-on to existing, or build new. These activities include functional and space programming, scenarios, planning for future operations, and operational efficiencies that may be realized. Projected staffing must also be addressed.
- Phase 4: Project Definition and Implementation Plan - Phase 4 includes an analysis of all options to meet the program, economic feasibility, life cycle evaluation of the options, and conceptual design drawings. In addition, the jurisdiction should be developing support for the preferred and alternative options, and working to move to the next stage in planning.

In this phase, the burning questions about a new jail project are answered. These include:

1. Who would be in the jail? (*Are there more alternatives available that will keep offenders out of jail, classifications, types of beds?*)
2. How big would the jail be? (*Directly related to decisions about alternatives, arrest and sentencing practices, number of beds.*)
3. How would it operate? (*Type of inmate supervision, centralized or decentralized services, visiting method, etc.*)

## Jail and Justice System Assessment



4. What would it look like? (*Not actual design, but instead a study of the stacking and organization of the building: 1 story, 2 story, how the building positions on the site.*)
  5. What site may be selected and where is it? (*Evaluation of potential sites, test fitting the program and parking requirements on the site, environmental studies, etc.*)
  6. When will it be ready to use? (*Schedule for funding, design, construction, transition, and opening of new facility.*)
  7. How much does it cost? (*Preliminary cost estimates*)
  8. What happens to the old jail? (*Renovate, Demolish, refurbish for another purpose, etc.*)
- Phase 5: Design Phases - Phase 5 includes schematic design where the building layout and appearance begin to take shape, design development where the drawings are refined and systems and materials are selected, and construction documents that are final and used for bidding the project.
  - Phase 6: Bidding - The bidding phase includes advertising the bid, bidder qualifications, selection of the successful bidder, and contract negotiations.
  - Phase 7: Construction - This phase includes permitting, construction monitoring and supervision, contract administration, and materials testing. Construction completion also includes punch listing the building, commissioning, testing the systems, warranties, as-built drawings, etc. The facility transition planning process should begin at this phase.
  - Phase 8: Occupancy - Phase 8 includes all of the activities needed to accept the building and get it ready for occupancy. This includes activities such as installation of owner supplied furnishings and equipment, grand opening activities, begin the maintenance cycle, occupancy permits, and moving in.
  - Phase 9: Post-Occupancy - Phase 9 includes fine-tuning the facility, policies and procedures. After 6 months, conducting a post-occupancy evaluation of how the facility works—both operationally and the physical plant.

Several of these phases may overlap during the facility development process, but none should be omitted unless there is a determination to suspend the process.



### Needs Assessment

The JJSA, in many respects, represents Phase I, project recognition. After project recognition, the next step is to conduct a thorough needs assessment – Phase 2. The Technical Resource Providers reviewed the needs assessment process, providing feedback on their initial impressions of facility needs and data provided by the jail.

The components of a good, thorough needs assessment include:

1. Interviews with/information collection from all Criminal Justice System (CJS) partners, including:
  - a. What are the current policies/practices for each CJS component?
  - b. What issues (e.g., booking fees; workloads; changes in laws) must be considered?
  - c. Are the policies/practices mandated or elective?
2. Design a data collection instrument to quantify system processing (courts, sentencing options, etc.) of accused and convicted offenders, collect and analyze the data, and issue a report. This data collection is broader than a jail data collection. This type of data would be collected when assessing the justice system as a whole. Data collected must include:
  - a. Volume/type of contacts/arrests;
  - b. Decisions - street (to arrest, summons, etc.) and jail;
  - c. Types of releases and lengths of stay.
3. Issue a report describing current policies, issues considered, and the workloads being experienced.
4. Design a data collection instrument to take a snapshot of who is in jail, collect and analyze the data, and issue a report. The data collected must include a number of elements, including but not limited to:
  - a. Gender
  - b. Race
  - c. Ethnicity
  - d. Residence
  - e. Charge Status
  - f. Charge Type
  - g. Date and time booked into jail and date and time of release
  - h. Release type (bond, ROR, sentence completed, electronic monitoring, etc.)

## Jail and Justice System Assessment



5. Evaluate alternatives to incarceration.
  - a. Inventory the available alternatives;
  - b. Determine level of alternatives usage and coordination; and
  - c. Discuss possible additional alternatives and/or different/expanded use of existing programs.
6. Population Projections and Capacity Recommendations
  - a. Examine jail data (admissions, length of stay, average daily population), and
  - b. Correlate the CJS data collected above and develop different forecast scenarios for bed needs.
7. An evaluation of the facilities used to hold individuals who are sent for diversion, alternatives, and jail. The evaluation should include an assessment of the facility conditions, compliance with building codes and operational standards. It should also include an analysis of the current facility location and whether or not the location continues to be effective (e.g., is transportation available to the site).
8. Jails tend to become crowded before population growth is identified, so it is important to effectively manage the jail population. A series of recommendations should result from a complete needs assessment and should include alternatives to incarceration, changes to the justice system and/or case processing, and, if supported by data, construction of new facilities (jail or alternatives).



### Community Readiness

The Technical Assistance Providers engaged the Stakeholders in assessing the readiness of the community to begin the process of planning to assess and solve the challenges the community faces regarding dealing with offenders being processed through the criminal justice system.

#### **System Challenges**

The participants were asked to identify some of the challenges that the community will likely face as they move forward to solve jail and justice system challenges.

Issues identified that may impede progress toward addressing Criminal Justice Issues included:

- Money and Financing that may be required – renovation or addition is very costly
- The current jail building fits well into the County building “campus:
- What to do with current building if the decision is to build new
- If an off-site option is selected impact on inmate movements
- Community Understanding of the issues
  - Lack of understanding of needs
  - Lack of understanding of empathy for those incarcerated
- Planning to meet higher level of violently prone and mentally ill inmates
- Lack of Mental Health beds available in Minnesota
- Identifying most cost effective solution(s)
- Stakeholder buy-in to solutions

#### **Ideas to Address System Challenges**

Participants in the meeting were asked to identify ideas that will help solve or mitigate some of the challenges to meet the needs of the criminal justice system.

Ideas that were presented to overcome the identified challenges

- Presenting the issues to the Public
- Completing a Needs Assessment to identify the needs of the Criminal Justice System
- Identify a Product or Project to address Jackson County issues
- Identify financing options
  - Donations
  - Public/Private Partnerships
  - Other
- Create a diversified committee to guide the process
- Use of media to communicate to the community

#### **Next Steps**

While not attended by the decision makers in the County, discussion of next steps included:

- There is an identified need to coordinate availability and use of community mental health, substance abuse treatment and other social service resources to help break a cycle of mental health and

## Jail and Justice System Assessment



substance abuse admissions to the jail;

- There is a need to explore how best to renovate and/or add to the existing jail, or build a new jail to meet the growing detention needs in the County;
- Participants discussed the possibility of creating a Criminal Justice Coordinating Council, made up of criminal justice stakeholders and community service providers to map the future needs of Beltrami County criminal justice detention needs and other alternatives that might help reduce the number of people committed to the jail.

### NIC Resources

NIC jail planning training programs and technical assistance are available at each phase of planning:

Planning of New Institutions (PONI): Appropriate when a jurisdiction is entering or just beginning a needs assessment. The team should be comprised minimally of the operating agency CEO (sheriff, director of corrections), the jail administrator, a commissioner, and a fourth team member who may be another commissioner, the finance manager, a judge, etc. The PONI program is provided on-site to allow for the maximum participation of stakeholders. NIC provides the instructors and all materials to conduct the 3-day class.

Managing Jail Design and Construction (MJDC): Appropriate when the needs assessment is complete or nearly complete and a decision to proceed has been made. This training is provided on-site as technical assistance. The team must include the project manager, the jail administrator, staff selected to work on the project. Because this is taught on-site, more team members are encouraged to attend so there is an overall understanding of the design and construction processes. Others who may attend include commissioners, operating agency staff, etc.

How to Open a New Institution (HONI): This should be requested at least 18 months in advance of opening. It is recommended that the transition team be formed earlier than this and receive the training during design. This helps them to be more effective during both design and construction. This is an on-site program for the transition team.



## Section 7. Conclusions and Recommendations

### Conclusions

1. As stated by the State Jail Inspector, Beltrami County does a very good job operating and maintaining its jail, even with too little capacity, insufficient space, and not enough staff.
2. The Sheriff and Jail Administrators, backed by the County Commission and County Manager, continue to make improvements in operations and staffing, programs, and the jail facility. They stay abreast of and apply “Best Practices.”
3. The need for more jail beds in Beltrami County has become more evident the last few years. The feasibility of housing Beltrami inmates in other counties’ jails may decline, according to a state jail auditor. Furthermore, transportation and per diem costs are expensive and are likely to increase over time.
4. Currently, approximately 42 percent of Beltrami’s beds are considered Minimum Security. More beds are needed for special populations/special needs and for Maximum Security.
5. One way to reduce Beltrami’s bed needs would be to further expand alternatives to incarceration. There are many substance abusers and mentally ill alleged and convicted offenders who might be good candidates for expanded recovery courts such as Drug Court and Mental Health Court.
6. The facility is generally in sound physical condition. It has been well maintained with a focus on cleanliness and organization.
7. Communications between inmates, administrators and staff is good. Inmates appear to have few complaints.
8. Previous renovations -- the new kitchen, offices, staff lockers and break room, and laundry – have greatly improved the Jail. Proposed additional renovations (phases 2 and 3 of a three-phase plan) appear to be well designed, too, and would improve operations, especially of Booking/Intake/Release/Transportation. However, the County has wisely decided to hold off on additional renovations until decisions are made regarding the long-term occupancy of the jail and the feasibility of adding more beds vs. new construction.
9. The jail lacks views of outdoors (most windows have obscure glass) and outdoor space, both of which are important for mental health.
10. Sightlines in much of the original jail are poor. The jail is very dependent on cameras, which are less effective than direct lines of sight.
11. Attracting and keeping good staff has been a challenge. The recent adjustments in criteria –





making those without college degrees eligible should continue to help reduce vacancies.

12. The facility complies with virtually all of Minnesota Jail standards, the Americans with Disabilities Act (ADA), and the Prison Rape Elimination Act (PREA).
13. The criminal justice system and social service agency stakeholders seem to work well together.
14. The jail staff presents as genuinely concerned and committed to providing a safe and secure environment for those who are committed to the facility.

## Recommendations

The Technical Resource Providers offer the following recommendations to move forward in assessing detention/corrections needs and in developing systemic strategies to better manage the use of the jail and alternatives to incarceration, all in the interest of maximizing public safety and fostering rehabilitation.

1. Launch a **Criminal Justice/Social Services Coordinating Council**. Beltrami County should establish an ongoing committee to provide a forum to address and attack criminal justice issues and other directly related issues such as the large numbers of substance abusers and the mentally ill who are charged with criminal offenses. The Criminal Justice/Social Services Coordinating Council should include key criminal justice stakeholders as well as those from human services, mental health, substance abuse, and education. The Council should meet monthly.
2. Conduct a comprehensive **Needs Assessment** focused on offenders, the Jail and non-custody alternatives for pre-sentenced and sentenced offenders.
3. Expand **non-custody alternatives**. This should include a **Mental Health Court, a Drug Court**, or a combined Wellness Court, especially since national research shows that such courts help reduce recidivism and reduce costs, and because of the high prevalence of mental illness and addictions among the inmate population.
4. Explore ways to **separate Hubers and weekenders from other inmates**. Ideally, housing and program space for those who frequently and regularly go in and out of any jail should be separate from that for other inmates. This should be an objective of a subsequent renovation and expansion or a new jail.
5. **Continue to provide and expand programs** that can help inmates become law-abiding, contributing members of the community once they are released. The Jail should more fully utilize existing resources in Beltrami County, including the Northwest Indian Community Development Center. Expand re-entry and prevention programs too, drawing from research on “What Works.”



6. Continue to study and implement ways to **improve staff satisfaction and retention** and, subsequently, jail operations. Adding a staff breakroom was a big improvement, although staff state that they rarely have time to take breaks. Adding staff locker rooms was also beneficial. No longer requiring college degrees, a recent change, may also result in more staff who work at the jail for many years.
7. Conduct a **staffing analysis** of the existing jail with a focus on providing increased active supervision.
8. Especially until more beds are available, aim to **minimize out-of-county placements** in several ways. One, if feasible, increase the functional capacity with minor operational and physical design changes (that are acceptable to DOC). Secondly, continue to review classification regularly, and provide more incentives for maximum-security inmates to work their way into medium-security (to reduce the need for single cells and be able to place a higher percentage of inmates in two-person cells). Thirdly, as previously noted, expand the use of non-custody placements and alternatives.
9. Reassess the **amount of bonds** and eligibility for **Release on Own Recognizance (ROR)**.
10. As many are in jail for failure to appear in court, study and implement ways to provide more effective **court date reminders**. Also, study ways to better enable court appearances by **improving transportation**.
11. Develop and study **options for providing a fully functional Best Practices-based Jail**, with options to include a new jail; expansion and further renovations to the existing jail; and continued boarding at other counties' jails. For each option establish pros and cons, and estimate staffing levels, operational costs, and initial costs.
12. Follow each step of the **facility development process** that was presented at the town hall meeting and is outlined in this report. Doing so will help ensure that the resulting expanded or new jail meets Beltrami County's objectives and needs for many years to come; employs best practices; is staff efficient, safe and secure; and promotes rehabilitation.
13. Continue to use **NIC resources**. Attend a **Planning of New Institutions (PONI)** program.
14. **Visit other new jails** to learn what is required in contemporary correctional facilities, and to determine which operational and design elements are well-suited for Beltrami County.



## Appendix A - On-site Agenda

### **Jail and Justice System Assessment Agenda**

#### **Day One – Monday, October 23, 2017**

9:00 AM– 10:30 AM	Entrance Meeting with Sheriff, Jail Administrator, and other key officials to clarify the purpose of the JJSA, gather additional background information, review the desired outcomes for the technical assistance activity, and confirm the agenda for the three-day site visit
10:45 AM – 11:45 AM	Interview with Sheriff and command staff (Chief Deputy, Jail Commander, others identified by the Sheriff)
12:00 PM – 1:00 PM	Lunch
1:00 PM – 2:30 PM	Tour and brief assessment of the jail
2:30 PM – 3:30 PM	Interview: Reed Olson, County Commissioner
3:30 PM – 4:30 PM	Interview: Kay Mack, County Administrator
4:30 PM – 6:00 PM	Unscheduled (Technical Resource Providers meet to review jail impressions)

#### **Day Two – Tuesday, October 24, 2017**

8:15 AM - 9:15 AM	Interview: Judge Annie Huesby
9:30 AM - 10:30 AM	Interview: Jennifer Nelson, Managing Public Defender
10:45 AM – 11:45 AM	Interview: Tuleah Palmer, Northwest Indian Community Development Center
LUNCH (11:45 AM 1:00 PM)	

## Jail and Justice System Assessment



- 1:00 PM - 2:00 PM Interview: Trish Hanson, State Probation/Parole District Supervisor
- 2:15 PM - 3:30 PM Interview: Greg Croucher, Senior Detention Facility Inspector
- 3:30 PM – 5:00 PM Unscheduled (Technical Resource Providers meet to review jail impressions and preparation for Community Meeting)

### Day Three – Wednesday, October 25, 2017

- 8:00 AM – 11:30 AM Community Meeting
- 11:30 AM - Noon Closeout meeting and discussion of next steps
- 1:00 PM – 2:00 PM Interview: Jim Lucachick, County Commissioner
- 2:00 PM – 3:00 PM Interview: Richard Anderson, County Commissioner

## **JJSA Community Meeting Wednesday, October 25, 2017 8:30 AM – 11:30 AM Agenda**

- I. Welcome and introductions; JJSA overview
  - What is NIC?
  - NIC Resources and Services
  - Attendee introductions and expectations
  - What is a JJSA?
- II. Presentation of jail observations and impressions, jail data indications
- III. Review of the inventory of existing and potential alternatives or processes that could impact jail population
- IV. Facility development process overview with special emphasis on Needs Assessment as a starting point in the planning process
- V. Readiness assessment planning
- VI. Next steps
- VII. Adjourn



## *Appendix B – List of Opening Meeting Attendees*

Patrick Plemel, Manager, Sanford Behavioral Health  
Mindy O'Brien Superintendent, NMJC  
Wanda L. Lyons, Detention Administrator, Red Lake Nation  
Colandra Allen, Beltrami County Jail Assistant Administrator  
Kay Mack, Beltrami County Administrator  
Trish Hanson, District Supervisor, Department of Corrections Probation and Parole  
Bob Summerville, Beltrami County Court Administrator  
Susan Burggraf, Special Agent in Charge BCA  
Christopher (Sean) Dudley, Special Agent, FBI  
Jennifer Nelson, Managing Attorney Public Defender Office  
Reed Olson, Beltrami County Commissioner  
Melissa Bohlman, Beltrami County Jail Administrator  
Ernie Beitel, Beltrami County Sheriff's Office, Chief Deputy  
Phil Hodapp, Beltrami County Sheriff  
Nate Matthews, Bemidji City Manager  
Mike Mastin, Bemidji City Police Chief  
Joe Fenton, NIC Contract Representative  
Mark Goldman, NIC Contract Representative



## *Appendix C – List of Community Meeting Attendees*

Patrick Plemel, Manager, Sanford Behavioral Health  
Reed Olson, Beltrami County Commissioner  
Melissa Bohlman, Beltrami County Jail Administrator  
Rick Klun, Executive Director, Center City Housing Corp.  
Grace Pastoor, Bemidji Pioneer Reporter  
Jillian Gandsey, Bemidji Pioneer Photographer  
Edward Busta, Beltrami County Jail Program Director/Staff Trainer  
Andrew Richards, Beltrami County Jail Program Director/Staff Trainer  
Colandra Allen, Beltrami County Jail Assistant Administrator  
Lynn Kistler, Treatment Director, Bemidji Area Program for Recovery  
Phil Hodapp, Beltrami County Sheriff  
Tara May, Beltrami County Resident  
Aldene Morrison, Beltrami County Resident  
Joe Fenton, NIC Contract Representative  
Mark Goldman, NIC Contract Representative



## Appendix D - A Comprehensive Approach to Addressing Jail Overcrowding and Use of Alternatives

This appendix includes information for the local jurisdiction to consider in developing a systemic approach to addressing jail overcrowding.<sup>2</sup> It expands on the discussion of decision points in the criminal justice case flow process presented in the Town Hall Meeting.

In developing a comprehensive approach, it is helpful to integrate policies, practices and programs within the context of the case flow process for the jurisdiction. Case processing is basically a series of stages or decision points that occur as the case of a person accused of a crime moves from arrest through final disposition. Day-to-day decisions and agency policies of key criminal justice system policy-makers impact outcomes and use of limited resources. Functions overlap and there is interdependence among all justice system components -- changes in one area may have positive or negative impact on other areas. Policies and practices can be modified at each stage to achieve optimal use of the jail and other alternative programs available to the system. There is joint responsibility among key actors for management and use of resources and for achieving desired results.

The types of improvements that can be made to improve the efficiency of the system to manage jail overcrowding include both process and policy changes:

*Process changes* include changes in practice or policy intended to improve efficiency of the case handling process. Results of process changes may include:

- Reduce delays in case processing;
- Reduce need for costly programs;
- Reduce length of confinement in detention.

*Program changes* involve implementation of interventions for specific offender populations intended to improve effectiveness of system. They may be designed to:

- Address a specific social problem;
- Improve offender competencies/skills to reduce recidivism;
- Help hold offenders accountable;
- Provide less restrictive and less costly options.

A number of policy, practice and program options appropriate to each key decision point are outlined below.

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<sup>2</sup> The content in this section is excerpted from the "Project Guide – Alternatives to Incarceration for Offenders", a publication authored by Mark Martin for the DOJ Native American and Alaskan Technical Assistance Project (2005).



### *DECISION POINT #1 – Decision to Arrest*

Following a report or observation of an offense, law enforcement has several options in dealing with the alleged perpetrator. The officer may elect to:

- Warn and release;
- Issue a citation;
- Divert or refer the alleged perpetrator to other services; or
- Arrest and transport to jail

The system goals at this point are to stop the offending behavior, report the behavior to the prosecutor for the possible filing of charges, and to assure the alleged perpetrator's appearance in court. Many situations can be resolved informally at this stage by law enforcement officers possessing good problem assessment and resolution skills and discretion to divert alleged perpetrators to alternative services. Policy and practice options that should be in place at this stage include:

- Agency policy authorizing citation in lieu of arrest for specified offenses;
- Agency policy authorizing diversion in lieu of arrest for specified offenses;
- Court policy authorizing summons in lieu of arrest for persons with active warrants; and
- Mental health crisis intervention training for law enforcement officers.

Alternative programs/strategies to consider for use at this stage of the process include:

- Detoxification facilities/services;
- Emergency mental health services;
- Mobile crisis intervention services; and
- Law enforcement diversion programs.

### *DECISION POINT # 2 –Decision to Detain Pre-trial*

Once the alleged perpetrator is taken into custody, a decision regarding the need for pre-trial detention is made. This decision is typically based upon the severity of the charges, the alleged offender's level of stability in the community, and his or her behavior at the time of arrest. The availability of resources in the community to mitigate the risk of further offending is also often a factor. The judge may delegate release authority to the jail or other criminal justice officials for certain offenses based upon some preset criteria. Some jurisdictions have established pre-trial release programs to conduct pre-trial release screening and supervision. Pre-trial screening programs are able to conduct more in-depth background assessments and often use risk assessment instruments to measure and predict risk of re-offending of offenders who may be released. Pre-trial programs may also screen individuals who may be appropriate for diversion from formal processing.

The goals of the system at this stage are to prevent further offending and to assure availability of the accused for appearance in court. Policy and practice options that improve decision-making and outcomes at this stage include:





- Court delegated release authority;
- Court established bail schedule and procedures;
- Use of validated risk instruments;
- Pre-trial release and diversion screening.

Alternative programs/strategies to consider at this stage include:

- Pre-trial services program with release conditions;
- Community supervision;
- Electronic monitoring;
- Day reporting;
- House arrest;
- Urinalysis;
- Access to mental health and substance abuse services.

### *DECISION POINT #3 – Decision to Prosecute*

When a case is presented for prosecution, the prosecutor reviews the arrest report or citation and decides how to proceed. The prosecutor may proceed with the original charge, amend the charge based upon the facts of the case, or decline prosecution. The prosecutor may also elect to defer prosecution while providing the accused the option of participating in a diversion program if such is available.

The prosecutor is the gatekeeper of the system. He or she or she decides what cases get filed and at what level of charges. The prosecutor also influences how quickly cases get processed through the system. A number of policy and program options are appropriate at this stage to improve the efficiency of the system and assure appropriate use of program resources. Policy and practice options include:

- Early case screening;
- Accelerated calendar for jail cases;
- Use of diversion.

Alternative programs/strategies to consider at this stage include:

- Diversion programs;
- Dispute resolution/mediation programs;
- Access to mental health and substance abuse services;
- Community service and competency development programs.

### *DECISION POINT #4 – Decision to Release from Pre-trial Detention*

If an individual is initially detained upon arrest, he or she has the right to a detention hearing before a judge. The judge may elect to release the accused from detention with or without conditions. The goal



of the system at this stage is to provide the level of supervision and structure necessary to prevent further offending and to assure the availability of the accused for court. Information about the alleged crime, the individual's background and home situation, and risk of re-offending are helpful to the judge in making the pre-trial release decision.

Policy and practice options that improve decision-making and outcomes at this stage include:

- Prompt bail settings;
- Realistic bail schedules;
- Timely bond review hearings;
- Range of non-bail release options:
  - Release on Recognizance (ROR) (unsupervised)
  - ROR (supervised)
  - Third party release
  - Conditional release
- Range of bail release options:
  - Unsecured bail
  - Deposit bail
  - Property bail
  - Surety bail
  - Full cash bail
- Access to counsel or advocate at initial hearing.

Alternative programs/strategies to consider at this stage include:

- Pre-trial release screening programs;
- Community supervision;
- Electronic monitoring;
- Day reporting;
- House arrest;
- Urinalysis;
- Access to treatment and support services as needed.

### *DECISION POINT # 5 -- Decision of Guilt or Innocence*

As the case proceeds, there may be several hearings including a preliminary hearing, arraignment, trial, etc. The goal of the system is to make a determination of guilt or innocence. The timeliness and efficiency of the trial process has a significant impact on use of the jail and other resources.

There are a number of policy and program options that serve to reduce the amount of time accused offenders spend in jail awaiting the outcome of their case. Policy and practice options include:



- Effective calendaring of cases;
- Docket priority for in-custody cases;
- Adoption of case progression standards;
- Periodic bond review by jail staff, prosecutor, public defender and court administrator.

Alternative programs/strategies that support efficient functioning of the system at this stage include:

- Expediter program;
- Community supervision;
- Electronic monitoring;
- Day reporting;
- House arrest;
- Urinalysis;
- Access to services.

### *DECISION POINT # 6 –Sentencing Decision*

If the offender has been found guilty at trial, the court has several options. It may order a pre-sentence investigation, impose a sanction immediately, or defer sentencing pending successful completion of specified conditions. The timeliness and efficiency of the pre-sentence investigation process is a factor at this stage. Time delays between the finding of guilt and imposition of sentence impact detention usage. Having a range of sentencing options available at this stage provides the court the flexibility to impose sanctions and conditions that may be more effective in addressing the offending behavior.

The goals of the system at this stage are to protect the community, hold the offender accountable, and to prevent future offending through rehabilitative programming. Policy and practice options that may improve decision-making and outcomes at this stage include:

- Timely preparation of Pre-Sentence Investigations;
- Enhanced case advocacy at sentencing;
- Criteria for use of alternative sanctions;
- Use of risk assessment tools to decide level of supervision.

Alternative programs/strategies to be considered to provide a range of sanctioning options include:

- Fines/restitution;
- Community service;
- Day fines;
- Community supervision/case management;
- Intensive community supervision;
- Electronic monitoring;
- Day reporting;
- Drug testing;
- Alternative education programs;



- Job training/placement services;
- Mediation/Victim reconciliation programs;
- Counseling;
- Substance abuse treatment;
- Family Support Services;
- Work programs;
- Residential programs (halfway houses, residential treatment).

### *DECISION POINT #7 – Sentence Modification Decision*

After conviction, the sentences offenders receive may be modified under certain circumstances. For some, good behavior and compliance with the provisions of their sentences can lead to early release or discharge. More often, sentence modifications occur as a result of a violation of a condition of probation or parole. When a probation or parole violation is alleged, the offender is often placed into jail pending a hearing on the matter. When limited options are available to respond to such violations, revocation often results in additional jail time for offenders. Many communities discover a sizable portion of their jail population to be comprised of probation and parole violators. A number of policy and program options may be considered to manage the use of detention for this population while holding them accountable for their behavior on community supervision. Policy and practice options to consider include the following:

- Use of graduated sanctions in lieu of detention for probation/parole violations;
- Time sensitive policies regarding detainers and revocations;
- Use of good time;
- Use of incentives including early release/discharge for good behavior and program progress/completion.

Program options include many of those listed in the previous decision point as sanctioning options. The goal is to think strategically in the use of these sanctions in level of intensity and in combinations that allow a “ratcheting up” in response to misbehavior and a “ratcheting down” as offenders demonstrate positive behavior and compliance with conditions of community supervision.

### Structured Decision-making

A comprehensive justice system model utilizing an array of alternative programs and strategies requires policies and tools that structure decision-making within the case process. That is, decision-makers use objective criteria and risk assessment instruments to match offenders with the appropriate levels of supervision and programs based upon an assessment of their risks and needs. *Risk*



*instruments*<sup>3</sup> are typically used within the criminal justice system to guide pre-trial release decisions and placement decisions after disposition. These instruments generally measure the probability that an offender will re-offend within a particular time frame if placed in community supervision.

Before developing or adapting an existing risk instrument, the justice system needs to decide what it wants to accomplish with the risk instrument. In a pretrial context, it may be to decrease failure to appear rates and further criminal actions by defendants awaiting trial, while releasing the maximum number of defendants under the least restrictive conditions. Research into different risk instrument models helps to answer questions about what characteristics to measure, how this is accomplished, what interventions are most effective, what client populations are most positively impacted, and how community safety can be taken into consideration.

### Summary

The development of an effective system of local alternatives and sanctions is largely dependent upon the ability of the jurisdiction to bring key criminal justice decision makers together as a “policy team” or “criminal justice coordinating committee”. Typically, no single agency or person has the authority, or ability, to bring about changes in “system” policies that impact every agency that has a stake in how the local criminal justice system functions. If the highest authority sanctions a policy team, effective leadership is established and the membership represents all major system players, and is charged with a definitive mission with clear goals and objectives, the opportunity to implement lasting, effective and efficient change is substantial. In order for alternatives to traditional detention placement to have lasting system wide impact, the effort must be well organized, with thoughtful input, consistent participation and on-going support.

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<sup>3</sup> It is important to note that a pretrial risk assessment looks at factors in terms of public safety and likelihood of court appearance. Separate and different risk assessment instruments are also used to determine how inmates should be managed while in the jail.



## Appendix E – Town Hall Meeting Slides



### What is the National Institute of Corrections (NIC)?

- DOJ → BOP → NIC
- Divisions in Washington DC and Aurora, CO
- NIC Resources
  - Programs and training
  - Technical assistance to jurisdictions
- NIC Information Center
- NIC website: [www.nic.gov](http://www.nic.gov)

### Introductions

A photograph showing a group of people seated in a room for a town hall meeting, with an American flag in the background.

### JJSA Goals

- Help jurisdictions understand their justice system components, and begin an inventory of their system.
- Educate jurisdictions so they understand it is never just a "jail problem," but it is a justice system and a community issue.
- Provide information about the facility development process.
- Guide jurisdictions in a process to begin assessing their readiness for planning.



### Systemic Observations

- CJ Partners and Social Services work well together
- Common goals
- Interest in independently working on moving offenders efficiently through the system



### Systemic Observations

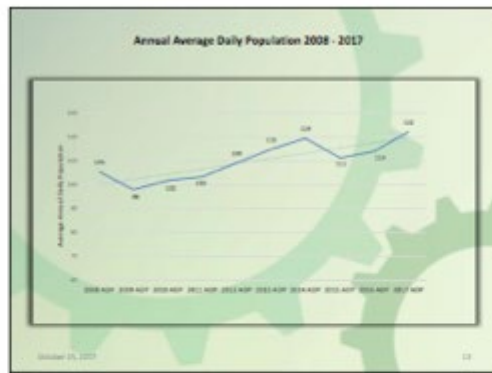
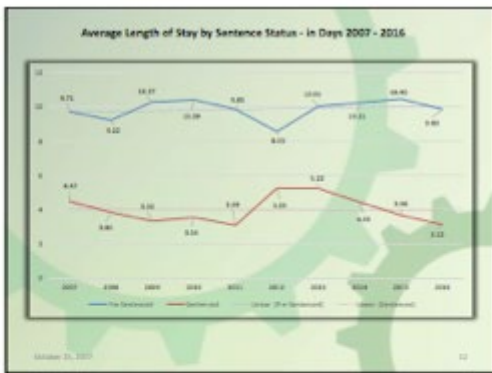
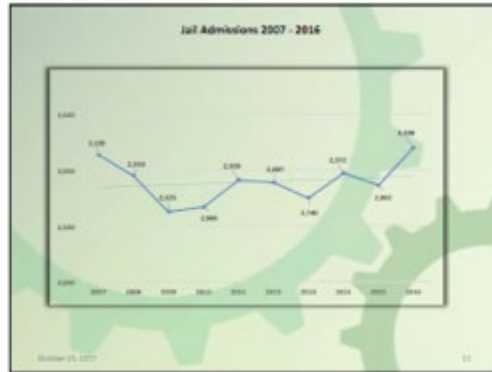
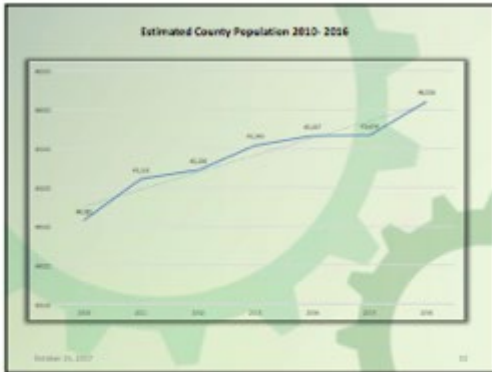
- Insufficient resources
  - Mental Health Treatment (statewide)
  - Inpatient Addiction Treatment
  - Transportation
  - Housing
  - Employment
- There is an effort to identify resources
  - Need to coordinate efforts

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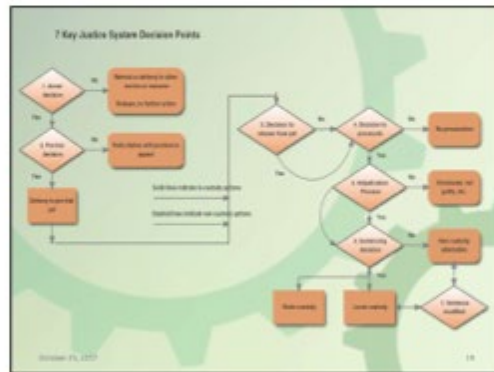
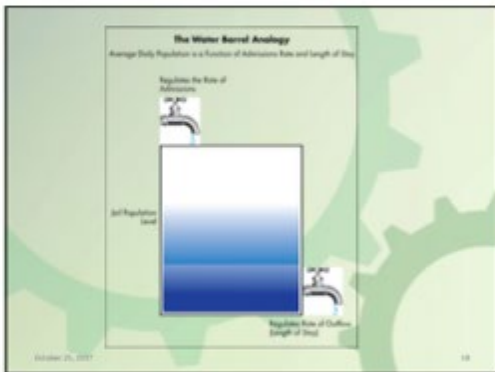
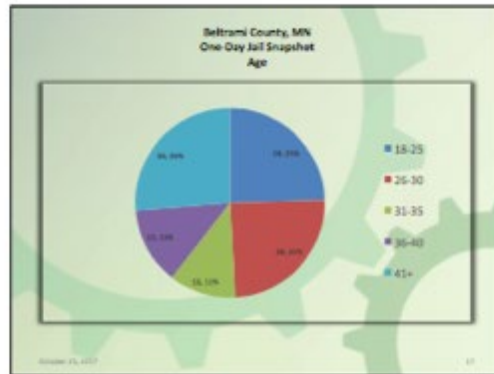
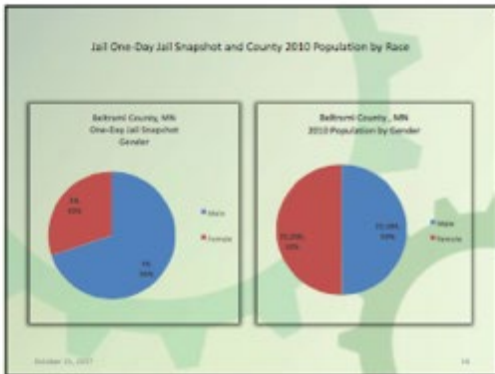
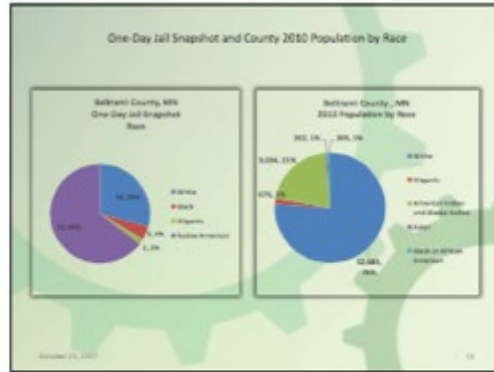
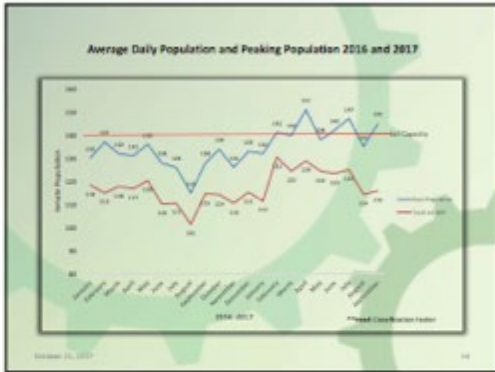
## Detention Population Profile

*Jail and Justice System  
Assessment*

November 2017

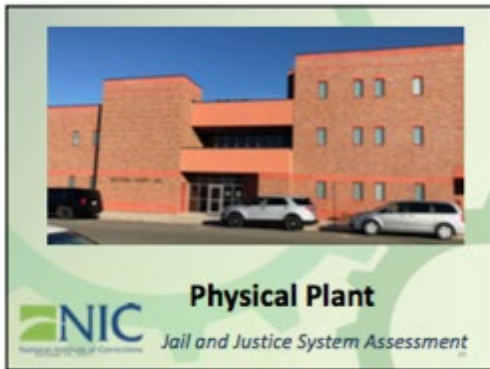


# Jail and Justice System Assessment





# Jail and Justice System Assessment



### Application of Standards to Jails

OTHER INSTITUTIONS & BUSINESSES	JAILS
• Environmental codes	• Same
• Fire codes	• Same
• Safety codes (OSHA)	• Same
• Building codes	• Same
• Clean air/smoke free requirements	• Same
• Accessibility requirements (ADA)	• Same
• Food service sanitation codes	• Same
• Employee rights laws and rules	• Same
• Worker training and certification	• Same

**Plus...  
Inmates' Rights & PREA**

### Positive Characteristics

- Looks terrific for a 28 year-old Jail
- Well maintained – Clean – Few Signs of Abuse
- Continuous Improvements over Time
- State Auditor: "Beltrami County does the best they can considering the limits of the facility and the limited number of staff"
- Very good inmate-staff communications in spite of lots of barriers
- Few Complaints from Inmates

### Positive Characteristics

- Beltrami has been Adapting Evidence-Based Practices -- Where Feasible -- such as Direct Supervision, & Effective Programs

### Positive Characteristics

- Improving Conditions for Staff, including:
- Locker Rooms & Break Room *(but need time to use it)*
- Video Visiting *(less staff movement)*


### Positive Characteristics

- Improving Services with New Kitchen & New Laundry



### Positive Characteristics

- Compliant with Standards:
  - Minnesota DOC's
  - Fire Marshall's
  - Prison Rape Elimination Act (PREA)



November 26, 2013 24

### Positive Characteristics

- Ambience is Much Better than Most Jails:
  - While Full, Housing Areas do not Feel Crowded
  - Not Noisy
  - Not Depressing




November 27, 2013 25

### Concerns & Limitations

with the Physical Plant

- Inadequate Capacity
- Too Few Single Cells for Maximum, Special Needs
- Too Few Medium Security Cells




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### Concerns & Limitations

with the Physical Plant

- Far from Ideal Environment for Mentally Ill Inmates, including Suicidal  
*(should have Direct Supervision, natural light, views of nature, some control over environment, time outdoors)*



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### Concerns & Limitations

with the Physical Plant

- Basement Dorms Reduced Crowding, but Dorms can only be used for Minimum Security Inmates
- Hubers & Weekenders not Fully Separated from other Minimums  
*(contraband)*



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### Concerns & Limitations

with the Physical Plant

- Booking is Too Small, Much Too Spread Out, on 2 Levels, Lacks Visibility by Staff



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### Concerns & Limitations

with the Physical Plant

- Medical was Designed for a Much Smaller, Younger & Healthier Population than Now

### Concerns & Limitations

with the Physical Plant

- No Outdoor Recreation
- No Fresh Air
- Few Views of Nature – Especially Helpful for Mentally Ill (& all, including Staff)

### Concerns & Limitations

with the Physical Plant

- Poor Sightlines for Staff
- Very Dependent on Cameras
- Basement is Only Direct Supervision

### Concerns & Limitations

with the Physical Plant

- Staff Shortages, Recruitment, Burnout & Turnover *(but the situation is improving)*

### Concerns & Limitations

with the Physical Plant

- Lobby is Small
- Scant Waiting Area
- Few Video Visiting Stations for Families





## Needs Assessment

Components

### Recommendations

- Justice system and/or case processing changes
- Alternatives to incarceration
- Renovation
- New facility construction (if supported by data)

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## Recommendations

- Launch a Criminal Justice/Social Services Coordinating Council
  - Meet Monthly
  - Identify & Attack Issues Collectively, Perhaps Starting with Mentally Ill Offenders
- Conduct a Comprehensive Needs Assessment focused on Offenders, the Jail and Non-Custody Alternatives

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## Recommendations

- Develop & Study Options for Providing a Fully Functional Best Practices-based Jail, including:
  - New Jail
  - Expansion
  - Minor Renovations (Phases 2 & 3) & Boarding in Other Jails
  - Expanded Non-Custody Alternatives
- Develop a Mental Health or Wellness Court
- Explore Ways to Separate Hubers & Weekenders

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## Recommendations

- More Fully Utilize Existing Resources, including the Northwest Indian Community Development Center
- Continue to Study & Implement Ways to Improve Staff Satisfaction & Retention & Jail Operations
- Continue & Expand the Provision of Evidence-Based Programs within the Jail & in the Community, including for Women, Native Americans, Mentally Ill

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## Recommendations

- To help Limit Bed Needs:
  - Seek Ways to Reduce Continuances
  - Study/Consider Weekend Arraignments
  - Implement a more Effective Court Date Reminder System
  - Increase the Array of Sanctions for Probation Violators
  - Explore Law Enforcement Officers Diverting Low Level Offenders to Hospitals & Other Placements
  - Continuously Review Evidence-Based Best Practices for Alternatives to Incarceration, & Seek Grants & Partners to Implement the Best

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## Recommendations

- Especially until more Beds are Available, Aim to Minimize Out-of-County Placements through:
  - Increasing the Functional Capacity with Minor Operational & Design Changes (acceptable to DOC)
  - Review Classification with the Aim of Reducing the Maximum Security Population
  - Non-Custody Placements & Alternatives
  - Bond Amounts and Eligibility for Release on Own Recognizance
- Study & Implement Ways to Address Transportation Issues (e.g., Court Appearances, Probation)

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### Systems Planning Process

Requires....

- ✓ A certain degree of readiness
- ✓ Local officials prepared to ensure the maximum benefit
- ✓ Time, coordination, expertise, objectivity, and preparation
- ✓ Strategies to develop "buy-in"

### Assessing Readiness

- Helps to identify:
  - Issues that may impede the process.
  - Opportunities for strengthening the process.
  - Potential allies or supporters who will help move the planning process forward.

### Systems Planning

Assessing readiness to proceed:

- Identify who will drive the overall project
- Determine the needs of those who are unsure, and use those needs to jump-start their involvement
- Develop a work plan ...
  - Structure the process
  - Define planning team roles & responsibilities
  - Time commitment

### Systems Planning

Challenges include:

- Lack of understanding, leadership "buy-in," participation, commitment
- Denial
- Competing time demands
- Inadequate resource commitment
- Getting the right players and right consultant

### Needs Assessment


Tasks

- Develop a policy group, a system mission, and goals
- Review standards/legal requirements
- Evaluate existing facility standards compliance, alternative programs, staffing levels, current criminal justice system and policies
- Identify options



### Readiness Assessment Activity

- What are YOUR ideas to overcome challenges and increase the readiness for planning?



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### Next Steps


*Jail and Justice System Assessment*



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### What Next?

- First 30 Days
- What should be started in the next 3 - 6 months?
- Of these, what are the top three priorities to be completed in the next 3 months?



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