



Jail and Justice System Assessment

A National Institute of Corrections Technical Assistance
Report for Aroostook County, ME Sheriff's Office

Technical Resource Providers:

Karen Albert
Roger Lichtman

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Final

Jail and Justice System Assessment



DISCLAIMER

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Jail and Justice System Assessment

Section 1. Background

Request for Technical Assistance

County Administrator Ryan Pelletier and former Sheriff Shawn Gillen submitted a request for a Jail and Justice System Assessment (JJSA) from the National Institute of Corrections (NIC). Karen Albert and Roger Lichtman were contracted by NIC to deliver the on-site technical assistance on June 18-20, 2024. Mr. Lichtman and Ms. Albert coordinated arrangements for the visit and technical assistance activities with the County Administrator Ryan Pelletier.

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. It is important to note, that jail officials are rarely able to control the flow of inmates in and out of the jail. Policy and practice in the individual justice system components (i.e., law enforcement, prosecution, courts) are the primary drivers of the inmate population. Moreover, 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 policies 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. Oftentimes, key criminal justice partners work well as individuals to respond to the growing crowding issues without fully understanding the potential impacts on the other system components, including changing their policies to implement measures that may negatively impact crowding.

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.

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, expansion, 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 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 (TRP) 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 jail 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, Karen Albert contacted Jail Administrator Ryan Pelletier to get further detail on the County's expectations and desired outcomes for the JJSA. Administrator Pelletier advised that the request for the JJSA was prompted by a need to address a fluctuating inmate population in the Aroostook County Detention Center (jail), lack of appropriate types of housing for inmates – especially females, and more violent and special needs inmates, and the need for strategies to educate the community to gain their support in addressing gaps in services and for potential funding to address these issues. Past initiatives to increase bed capacity have failed, due in part to the lack of community involvement in the program. The JJSA was requested as a way to continue the 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 key staff to gather additional background information, review the desired outcomes for the JJSA, and confirm the agenda for the three-day site visit;
- Conduct a brief tour of the Aroostook County Detention Center to get an overall perspective of issues and conditions;
- Interview key justice system officials including at a minimum the sheriff, prosecutor, public defender, judges, police, and probation;
- Facilitate a town hall meeting to present information about the local 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;
- Conduct an exit meeting with 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, 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 or coordinated by Sheriff Johnson;
- Reviewed and conducted preliminary analysis of jail data provided by the sheriff's office;
- Prepared an agenda (Appendix A) 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 the local point of contact.

Jail and Justice System Assessment



The following documents were reviewed during this activity:

- JJSA technical resource materials;
- County jail population data;
- Various documents and reports providing information about criminal justice activity within Aroostook County.

The following persons completed a questionnaire or were interviewed during the on-site visit:

- Ryan Pelletier, County Administrator
- Pete Johnson, Sheriff
- Matthew Cummings, Chief, Town of Fort Fairfield Police
- Michael DeLena, Chief, Fort Kent Police Department
- Chris Hayes, Chief, Presque Isle Police Department
- Adam Pinette, Adult Probation and Parole Officer, Region III
- Brandy Fuller, Aroostook County Community Correction Program, Supervisor
- Billie-Jo Caron, Aroostook County Community Corrections Program, Case Manager
- Craig Clossey, Commander, Sheriff's Office
- Shanna Morrison, Sergeant, Sheriff's Office Support
- Todd Collins, District Attorney
- Toby Jandreau, Public Defender
- Bryan Jandreau, Facilities and IT Director
- Heidi Rackliffe-Aroostook County Action Program, Director of Programs
- Jail Study Commission members
- Julia Macek, Aroostook Mental Health Services, Program Director
- Melissa Caminiti, Groups Partnership Director
- Various other Aroostook County Detention Center staff
- Various inmates.

Several of the above-named, along with other officials, attended the Town Hall Meeting as well. A list of the planning meeting participants is included in Appendix B.

The TRPs met via video conferencing with the Jail Commission team on December 7th, 2023 and conducted the onsite visit June 18-20, 2024.

Purpose of the Report

The purpose of this report is to document:

- The technical resource providers' (TRPs) impressions regarding the jail facilities and operations;
- The TRPs 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 Aroostook 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

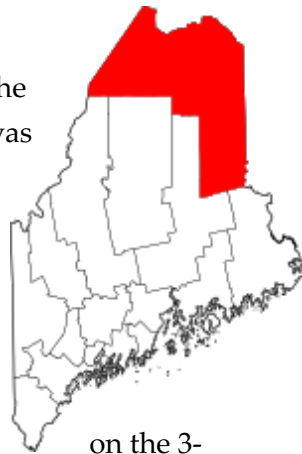
Developing a Community Profile should include a review of county census information and projections, including population by age, income levels, level of education attainment, employment data and recent increases or decreases in the population. Data affecting population stability; i.e. number of people 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 that may assist the jail and related inmate programs in addressing needs and reducing recidivism.

Following is a brief presentation of the types of information that is representative of what might be included in a Community Profile.

Overview of Aroostook County

Aroostook County is in northern Maine along the Canada-United State Border. The population was 67,105 in 2020.¹ The county seat is in Houlton, yet the largest city is Presque Isle, ME. The county is 6,800 square miles of land making it the largest county in Maine and the largest in the United States east of the Mississippi river.



The establishment and adoption of policy falls on the 3-member Board of County Commissioners, and the execution 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.

¹ "Census - Geography Profile: Aroostook County, Maine". United States Census Bureau. Retrieved November 21, 2021.



policy is the responsibility of the County Administrator who is appointed solely based on executive and administrative qualifications.

The Treasurer, Sheriff, Registers of Deeds, District Attorney, Judge of Probate and the Register of Probate, are elected pursuant to the Constitution and laws of the State of Maine. All actions relating to personnel, fiscal matters and general administration of the County shall be accomplished in cooperation with the County Administrator.

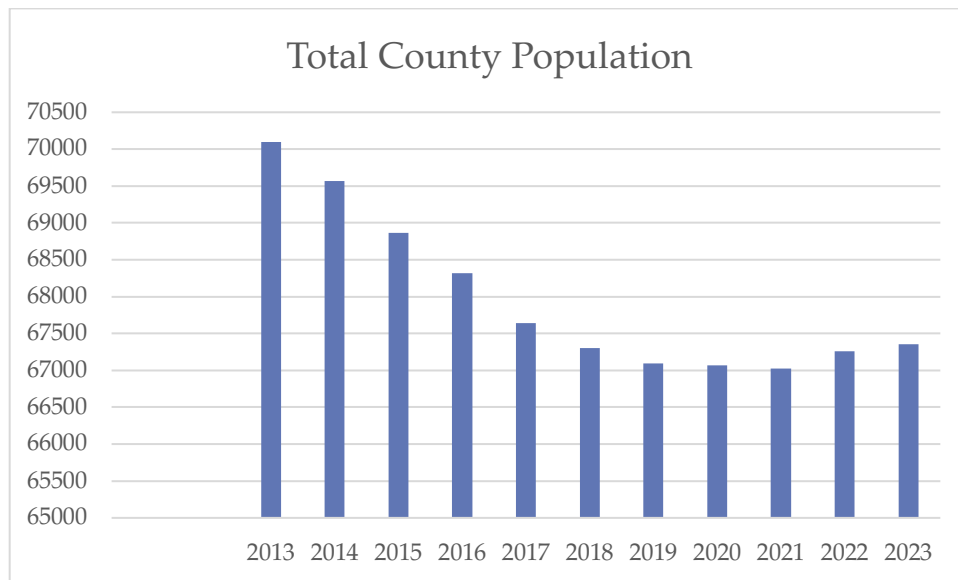
County Board serves as the taxing authority, the contracting body, and the chief administrators of public funds. Among other duties, the County Board enacts laws, ensures compliance of laws, and secures professional services for the county.

Population Profile

Historical Population Trends and Projections

The county population according to the 2010 U.S. Census was 71,870. The population has been relatively stable over the past four years.

Aroostook County Historical Population Trends



Components of Change

From 2013 to 2021 the Aroostook population decreased by approximately 3,000 residents, although there was a slight increase in 2022. 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. For example, are people drawn by the geographic location, services available in the community, work opportunities, etc.?



Demographics²

The following table provides a breakdown of the Aroostook County population by race in 2020.

<i>Race</i>	<i>Percent</i>
White	94.5%
American Indian	2%
Black	1.1%

The county population is predominately White (94.5%) according to U.S. Census Bureau 2020 population estimates. Individuals of American Indian ethnicity represent the next largest group at 2% of the county population. These figures are consistent with the total population in Maine. The county female population, at 50.1%, is comparable to the 50.7% rate for Maine, and 50.4% rate for the U.S.

The percentage of the county population 65 or older is 25.9% compared to Maine at 22.5% and the US at 17.3 percent. The demographics of the community are important to understand to identify the numbers and trends of at-risk age groups which are typically in their 20s and low 30s. The apparent aging of the Aroostook population may signal a trend in younger populations moving to larger cities, as reported by stakeholders interviewed, or there may be a correlation between the aging population represents the decline in the overall population.

Socioeconomic Profile³

Several 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 Aroostook County, which are representative of the types of data essential to review when developing a Community Profile for Aroostook County, are presented below.

Income and Poverty

Aroostook County lags the state and U.S. in persons employed and has a higher poverty rate. The table that follows compares the county to the state and national statistics. The county poverty rate was 4.6% higher than the state rate.

Income and Poverty (2020)			
	<i>Aroostook County</i>	<i>Maine</i>	<i>U.S.</i>
Employed	53.8%	62%	63%
Poverty Rate	15.4%	10.8%	11.5%
No health Insurance	9%	8.4%	11.5%

² United States Census Bureau: American FactFinder. Retrieved from <http://factfinder.census.gov>

³ Ibid



Employment data can be an indicator of how well a 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 impacts both bed space needs for the jail and the ability of a county to pay the costs of incarceration and other public safety services. It is helpful to look at the rates over time to see if they are increasing or decreasing. Further investigation might provide insight into what may be driving the rates in either direction.

Education

Education is yet another factor that contributes to the overall community profile. Aroostook County compares favorably with the rest of Maine in its residents’ high school graduation rates

	Aroostook	Maine	US
High school graduate	90.6%	94.10%	89.1
Bachelor’s degree	21.4%	34.10%	34.3
Household w/ computer	87.5%	92.90%	98
Households w/ Internet subscription	77.4%	87.30%	88.3

County residents appear to lag behind the state and national average in attaining bachelor’s and advanced degrees. Households with a computer and Internet subscriptions significantly lag behind the state and nation, but this is consistent with other rural counties such as Washington and Piscataquis. Moreover, as Tony Gauvin, writes in “A Story of Five Counties”⁴ even the universities in Aroostook are “preparing rural students for urban jobs.” Despite this assertion, the county staff interviewed disagreed with Gauvin’s assessment.

Senate bill 3565 would allow the continuation of the Affordable Connectivity Program to extend funding which provides a monthly benefit that allows eligible low-income households to receive discounted Internet service. Affordable connectivity correlates positively with increased employment rates and earnings for low-income households.⁵ Lower educational attainment, along with economic stressors, are community risk factors that can impact public safety demands.

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.

⁴ Gauvin, T. *Rural Decline in Maine: A Story of Five Counties*. <https://internal.umfk.edu>

⁵ Michell, T. 2024. The End of the ACP: How MVNOs can navigate the changing funding landscape. Gigs.



There was a general perception among the criminal justice stakeholders that there is not sufficient substance use disorder and mental health resources in the county to address the criminal justice need. This perception is described further throughout this report. The existing services, which are touted as effective by those interviewed, do not provide sufficient capacity to accommodate the populations in need. A particular need is residential treatment, and without such options, law enforcement is forced to disregard persons in need or choose jail bed space for the safety of the potential arrestee and the community. Lack of sufficient residential placements is further exacerbated by the distance local law enforcement officers must travel to obtain such services.

A community profile should include an inventory of community assets and resources that 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.

Jail and Justice System Assessment



Criminal Justice System Program/Services Inventory									
Program	Operator	Purpose(s) 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 Aroostook County Criminal Justice Agencies

Law Enforcement

The primary local law enforcement agencies in Aroostook County include the Aroostook County Sheriff's Office (Sheriff's Office), and the local police departments of Houlton, Presque Isle, Fort Fairfield, Fort Kent, Caribou, and Ashland. The Maine State Police, Maine Warden Service, Forestry Service, Border Patrol, and Customs and Border Protection also provide law enforcement in the County.

Each law enforcement agency asked to complete the questionnaire responded quickly. There is general agreement that there is a significant and growing population of persons with mental illness and/or substance abuse (i.e., opioids/heroin). Resources for

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?

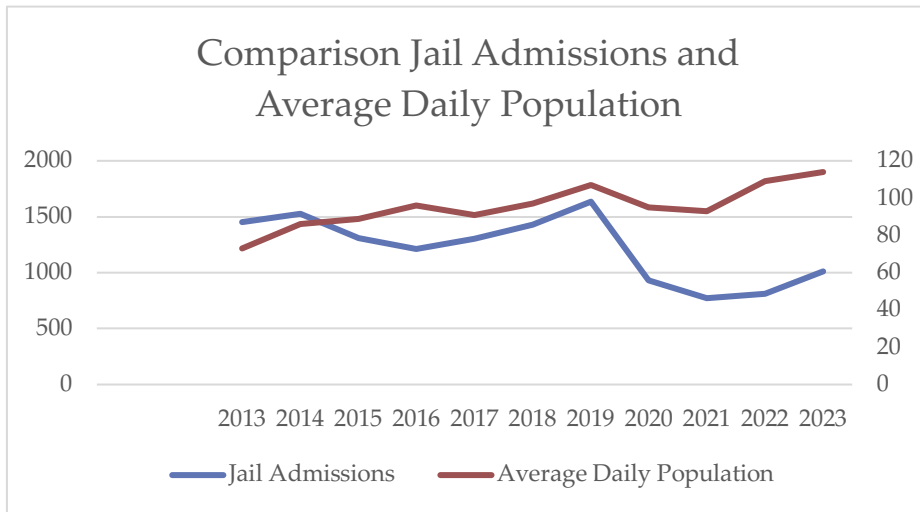
The results of this review are used to develop the Criminal Justice System Profile.



persons with mental health issues are reportedly limited for pre-adjudicated arrestees.

There was general agreement that law enforcement practices (e.g., number of arrests) are not influenced by jail crowding. However, the availability of resources such as detox centers or 24-hour local access to mental health care could potentially reduce the number of arrests.

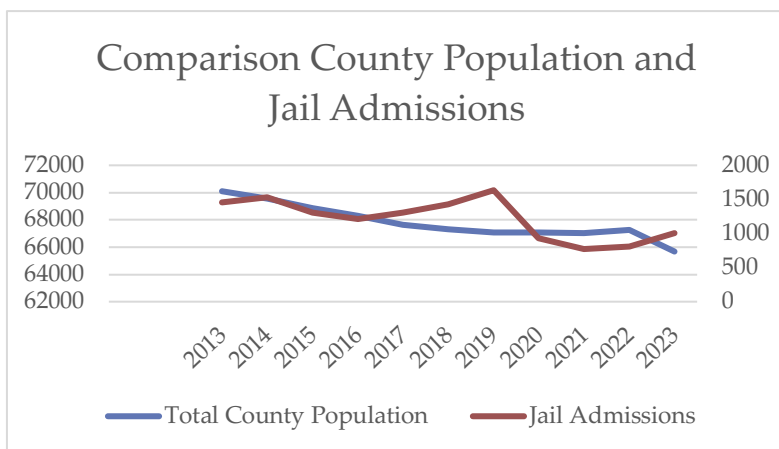
The figure below highlights the trend in arrests in Aroostook County as compared to the average daily jail population during the ten-year period of 2013 through 2023.



The number of arrests realized a steady increase from 2016 until 2020 - likely a result of COVID-19, and then a similar steady increase from 2021 to today. The average daily population has been somewhat consistent with the jail admission until 2020 when the jail admission dropped significantly, but the average daily population

decreased only slightly during this same time period. Since 2021, the average daily population has continued to increase at a high rate. Identifying the reason(s) for this increase can assist decision-makers in determining future bed needs.

The relationship between the county population and jail admission can also be telling. Judging from the table that follows there doesn't appear to be a correlation between the overall county population and the number of jail admissions. Despite the steady decrease in the overall population, jail admissions have increase over time except during COVID-19.



It is interesting that the county population and jail admissions were trending consistently from 2014 to 2016, and then from 2017 to 2019 there was a significant increase in jail population that did not trend with the county population. The jail admissions decreased significantly during the COVID-19 period because of the jail effectively being "closed" for new

admissions. However, since 2021, the jail admissions have increase at a trajectory comparable to 2017 –



2019. Determining the reason for the increase in the jail admissions during that period could signal a trend that should be monitored on an ongoing basis.

Courts

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

Court managed pretrial programming, other than the Sheriff's Office's Aroostook County Community Corrections Program (ACCCP), has not been explored in the County, although many of the criminal justice partners (i.e., judges, district attorney, probation staff, etc.) appear to be amenable to exploring the benefits of such programs. The Sheriff's Office program affords otherwise incarcerated individuals an opportunity to participate in supervised release. The ACCCP is funded through the jail fund and includes four case managers including a supervisor. The program focuses on monitoring rather than treatment unless ordered by the court or desired by the client. Staff acknowledge the need for more substance use and mental health programs. There is a flat \$25 fee to participant in the program. Program violations are reported to the district attorney to determine if a motion to revoke will be issued. There are reportedly approximately 135 program participants in the program for 1-2 years depending on the charges.

Although one of the courts is collocated with the jail, video technology for conducting arraignments is being used since COVID-19. The use of video technology reduces the number of escorts into the courtroom, thereby improving overall courthouse security, and avoiding movement from the jail to the courthouse. While defense attorneys often question the merit of video technology due to inability to meet with clients, the attorneys interviewed indicated that the jail staff are exceptionally responsive to meeting their needs. Deference to attorneys was supported by program leaders who report that their visits are suspended upon arrival of attorneys.

Aside from commitment to either prison or jail, sentencing options are limited. The judiciary declined to visit with the technical resource providers, so the information provided relies on newspaper articles and interviews with other stakeholders. Moreover, there is an interest in exploring residential treatment programming.

Prosecutor

Maine district attorneys are the elected representatives of the state in all criminal and some juvenile matters. The primary responsibility of the district attorney, with his or her assistants, is to prosecute all criminal cases filed in the superior and district courts. Each district has at least four full-time assistant district attorneys. The district attorney and the assistant district attorneys are paid by the state and are not allowed to have their own private practice of law.



The Prosecutor's Office serving Aroostook County is part of region 8. In addition to the district attorney, there is one deputy, five assistants, five legal assistants, three victim-witness assistants, and one staff supervisor. District attorneys are responsible for prosecuting criminal cases in Region 8.

Public Defender

Recently, there has been concerns about the lack of attorneys to provide legal services to low-income people to provide for their constitutional right to counsel. Referred to as a "constitutional crisis,"⁶ The Maine Legislature unanimously passed legislation to create ten new public defenders, of which two will cover Aroostook, Piscataquis, and Penobscot counties.

While these attorneys will provide counsel during arraignment, the need for an assigned attorney post arraignment could continue to be an issue. The TRPs met with one defense attorney who commutes from the Portland area to Aroostook County to provide counsel to a defendant. The prosecutors confirm that many if not most cases are plea bargained. The data suggest that these agreements are made after the justice involved person has been incarcerated for several months.

Ongoing analysis of the case processing data must continue to determine which factors are barriers to inmates receiving defense counsel and trial in an expedient manner.

Parole and Probation

Maine Department of Corrections Community Corrections, i.e., Probation and Parole is a state agency responsible to supervise and case manage post-conviction clients who are either on probation or are still under supervision after being release from a county jail or state correction facility. Region 3 offices in Aroostook County are in Caribou, Houlton, Presque Isle. There is no county-level probation equivalent in the County.

As a general practice, pre-sentence investigations are not conducted. However, upon request of the court, probation officers are responsible for completing pre-sentence investigations, which are typically conducted within six weeks of a felony conviction, for use in a sentencing hearing.

Approximately 33% of the incarcerated persons are committed on a form of motion to revoke probation or probation revocations, of which many of the charges are drug related.

Community Corrections has a range of options available to manage persons in their charge. The range includes a "do nothing" approach to short jail stays. These options can potentially contribute to crowded conditions in the jail.

⁶ Abrahamson, R., 2024. More than 100 Mainers are in jail awaiting lawyers. The fix remains elusive. Morning Sentinel 2/25/2024.



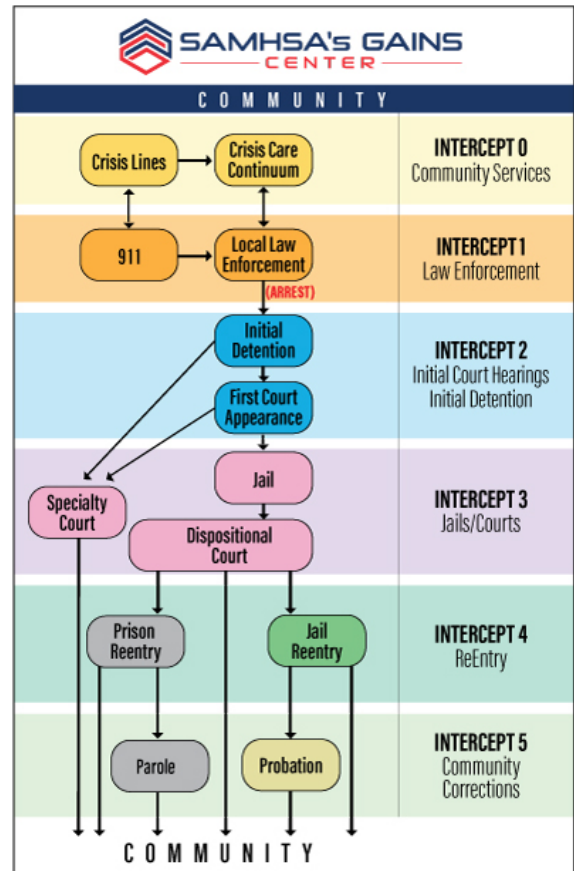
Transportation outside of the major cities is difficult in part due to limited times transportation is available. Transportation is not reportedly an issue for Community Corrections meetings, many of which are conducted via video. Services are not typically fee-based

Probation staff reported reasonable access to their probationers in the jail; however, meeting space is severely lacking. Staff most often meet with their clients in a small multipurpose/interview room.

Case Flow Mapping

Although it is beyond the scope of the JJSA, a criminal justice profile should include an assessment of the process 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 C for more information about the key decision points in the case flow process and the program and process options that may improve the functioning of the justice system and potentially reduce crowding in the jail. Alternatively, the Sequential Intercept Model provides a range of options or points where mental health and substance use interventions can be used to identify treatment needs.





Section 4. Jail Population Profile

Inmate Profile

The technical resource providers requested select jail data prior to the on-site 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.

Below are several figures highlighting some of the key characteristics of the inmate population drawn from the data provided. The figures are representative of the types of profile information which should be collected and analyzed, but the analysis provided herein is based on a very limited amount of data.

Inmate Profile - Gender

The female population in the 2024 sample accounted for 14% of the total held – consistent with the national average of 13.4% for females in jail in 2021.⁷

Inmate Profile - Age

The inmate population in 2015 ranged from 19 to 84 years of age, with the average age of 37.

One-Day Snapshot – Residence

Most of the inmates in the one-day sample were County residents (84%). It is suspected that most of the out-of-county inmates are in surrounding counties. Given that information, it is likely that justice involved persons will return to the county.

One-Day Snapshot – Custody Status

Unlike contrarians in other communities, it appears after numerous discussions, that all stakeholders want to do what is right in terms of the jail and the justice system as a whole. According to our understanding, 95% of the jail detainees are non-adjudicated felons, and many have prior arrests. The jail population

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 inmates based upon risk and offenses;
- Determining specific programs and services required to address inmate needs; and
- Developing strategies for managing inmates through a continuum of community sanctions and programs.

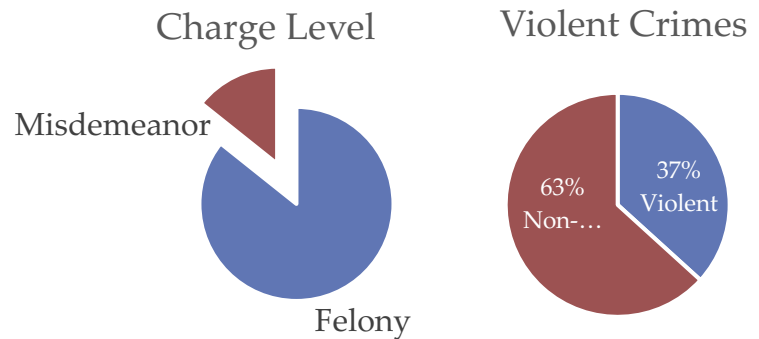
⁷ Jail Inmates in 2021 – Statistical Tables, Bureau of Justice Statistics. December 2022, NCJ 304 on Women Offenders-2015. Correctional Population in the United States, 2013-Bureau of Justice Statistics published December 19, 2014.



on the day of our visit was ~95, although the current ADP has been as high as 114 with a maximum design capacity of 117, and a functional capacity of 94.

One-Day Snapshot – Charge Type

An important consideration in managing the inmate population is determining whether the inmates are charged with violent or nonviolent crimes. Clearly managing a population of alleged violent inmates will be different than a population of nonviolent inmates. This data also informs the criminal justice partners of the potential to determine the types of beds necessary to manage the population as well as determining if some nonviolent inmates could be managed successfully in the community. The data collected for the one-day snapshot indicates that while more than 86% of the inmates are charged with a felony, only approximately one-third of the inmates are incarcerated for a violent crime. In many cases, the felonies are based on motions to revoke probation and/or drug related charges.



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 types of risks and needs inmates present that the facility must be prepared to address.

Historical Trends

There appears to be a potential correlation between the average length of stay and the daily jail population. The average length of stay drivers, e.g., time to process cases, sentence length, time held pretrial should be monitored. This is a common occurrence with jail populations.

A responsive criminal justice system is fluid in its decision making to maximize sustainable jail population management. One of the difficulties with such a responsive approach is the outcome impacts of these decisions. A formal risk assessment is not conducted as part of the bond decision; however, a criminal history is conducted and provided to the judge at first appearance. Bond decisions

Jail and Justice System Assessment



are typically made based on (a) the likelihood the individual will appear in court, and (b) safety of the community.⁸ Data regarding bond amounts, appearance rates, and new arrests can help inform the criminal justice partners to avoid incarcerating people who merely do not have the ability to pay, and to confine those who present a risk to the community. A validated risk and needs assessment can support bail and bond decisions in Aroostook County.

⁸ It is assumed that community safety includes preventing the arrestee from influencing or intimidating witnesses.



Section 5. Facility Assessment

The Aroostook County Detention Center was opened originally in 1889. The facility resides in a building adjacent to the courthouse and across the street to the office of the Sheriff, who is responsible for operating the jail. The jail was expanded in 1985 to allow for a rated capacity of 85. The expansion was accommodated by relocating functions in the basement level to other areas and expanding further into the basement.

The jail is located in the southernmost of three population centers in the county. Located in the county seat of Houlton, the jail is approximately a one-hour drive from the largest population center, Presque Isle and an additional 20 minutes from Caribou. The jail, originally built in 1889, is well beyond its useful lifespan. Any non-detention building such as an office or school being utilized approximately eight to 10 hours per day has a useful lifespan of approximately 30 years based on allowable depreciation schedules. Obviously, with routine maintenance, buildings last well beyond that. A jail being utilized 24/7 may have an expected life span of one of a typical office or school building. However, with proper maintenance, jails can effectively function considerably longer periods. However, to expect a jail in a rural community with a harsh environment to function for 50 years, let alone 135 years is unrealistic.

The average daily population for 2022 was reportedly 85 inmates, but there has been an ongoing increase since COVID-19 such that the population averages 119 inmates. Space limitations existing in the facility hinder the ability to separate females based on their classification and custody levels and some separations of male inmates as needed due to classification or keep separates. The table that follows illustrates the total number of beds in relation to the functional capacity of 94 when considering peaking and classification factors.⁹ The trajectory of the population suggests

⁹ Average daily population is based on averages. Peaking factors represent 10% increase in the population accounting for times when the population exceeds the averages. The classification factor includes a 10% increase

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.

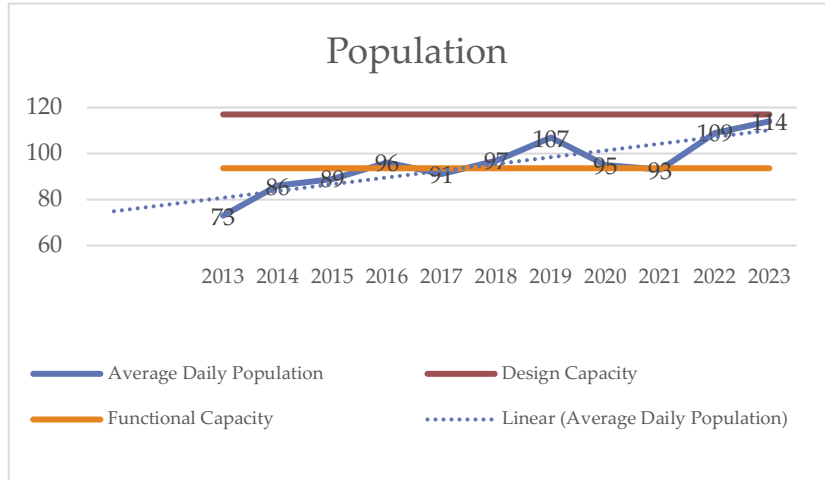
The assessment provides information for the jurisdiction to determine the need for facility improvements or the development of new facilities.



that the number of incarcerated persons will increase both in terms of jail admissions and average length of stay.

Access to the facility for new arrests is via a single-car vehicle sallyport. If there are multiple arrests during one incident, law enforcement may have to stage their vehicle outside of the sallyport until space is available.

Once inside the facility, the arrestee undergoes intake processing. The booking area includes open spaces



for computer booking, fingerprint and photo equipment and body scanner. There is no holding area in intake processing, so inmates must be moved following intake processing to housing. Staff use an Initial Housing Assignment Flowchart to determine appropriate housing.

Law enforcement officers report there is sufficient space to conduct intake process although this space was observed by the TRP as woefully insufficient due to the cramped space and lack of separation of the arrestee to the workstations.

Once booked, the inmate will typically be placed in the intake holding cell. Due to lack of appropriate housing, these spaces are also used for special needs and special management inmates (i.e., suicide watch, administrative segregation, medical, etc.)

Generally, housing is open dormitory with bunk beds. Housing is located on floors of the facility with access via stairs and one elevator resulting in inefficient staffing and limiting supervision of incarcerated persons. The single cell housing adjacent to booking provides for limited observation. Since suicidal and special management inmates occupy this space, these cells are camera monitored – along with numerous other monitors. While dormitory style housing is prevalent throughout the facility, visibility into the units is typically limited to the dayroom and not the multi-occupancy sleeping areas. This, in effect, linear design significantly restricts the ability for staff to effectively observe and actively supervise inmates.

Despite the crowded conditions, jail staff reports minimal incidents. It should be noted that the inmates observed and interviewed during the site visit were compliant, respectful, and answered

recognizing appropriate separations of males and females, high risk from low risk, and other separation factors. While a needs assessment would calculate the true peaking and classification factors, an industry “placeholder” of 20% is used to illustrate the need bed capacity to reflect population ebb and flows.



questions candidly and honestly – a credit to the jail staff who informed the inmates of the activities that were to occur during the onsite tours. All inmates interviewed indicated that they felt safe in their housing unit.

It is important to note that jail operations must meet the requirements of most other institutions and businesses, including environmental codes, fire codes, safety codes, building codes, clean air and smoke free requirements, accessibility requirements (ADA), food service sanitation codes, employee rights, laws and rules, and worker training and certification. In addition, however, jails are also responsible for complying with inmate rights, including the provisions of the Prison Rape Elimination Act (PREA).¹⁰

Building Soundness and Adaptability

Given the age of the building, the technical resource providers noted that the physical plant has been well maintained and noted no significant structural problems. There are occasions of plumbing backups, and regular maintenance issues. Despite the advanced age of the building, the staff manages to keep it clean and functioning. Also, it is our understanding that as of late, staffing is at authorized levels. Further, the attitude of the staff is excellent, realizing they are fighting the physical plant daily and making the most of a bad situation.

Living Condition and Sanitation Levels

Generally, the facility is clean and orderly. The HVAC system seemed to be functioning properly. The facility was basically clean due in part to the conscientiousness of the staff. One workforce inmate is assigned to facility housekeeping functions. The lack of appropriate storage is a concern – both in terms of volume of storage and the types of items stored together. It is very difficult to keep vermin at bay when there is insufficient storage capacity in appropriate locations.

There is no outer drying area to the shower; inmates must exit the shower, obtain their towel and clothing, and dress in their cell, thereby raising potential privacy and PREA issues. Neither the showers nor the toilet areas have access to grab bars for persons who require these ADA compliant measures.

¹⁰ The Prison Rape Elimination Act, 42 U. S. C. 15602-15609 (2003) provides for standards for the prevention, detection, response and monitoring of sexual abuse in adult prisons and jails. Retrieved from http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=108_cong_public_laws&docid=f:publ079.108.pdf



Fire and Life Safety

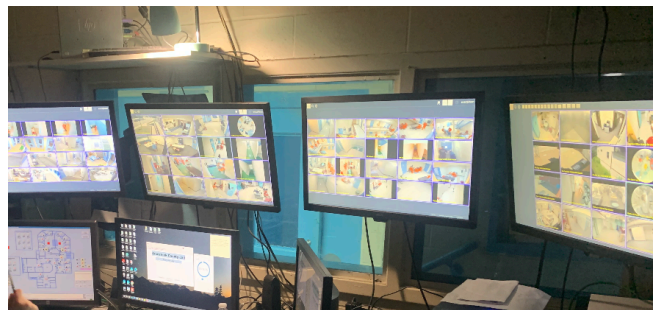
There are numerous fire and life safety issues that simply cannot be addressed or make little sense to address in a building of this vintage. Despite a smoke detection system being installed, there is no suppression system or smoke evacuation, nor adequate windows for smoke dissipation. There is a lack of physical and electronic security, although the camera system helped. Along with the security, the ability to address PREA also presents some concerns. Evacuation of the facility requires inmates to exit the building, into the outdoor recreation area that is secured by tall fencing that does little to prevent the introduction of contraband or protection from visibility from public areas.

There is limited monitoring of the property inmates maintain due to in part to staff deployment that is not sufficient to provide more than ongoing security rounds.

Storage is sufficient but located throughout the facility in vacated areas with limited preplanning. This is not to say the spaces are disorganized, the storage exists in pockets of spaces rather than a more central location.

Safety and Security

The jail staff are responsible for monitoring cameras at the jail, conducting security rounds, and managing the inmate population. Officers view the single-cell housing cell fronts from the control room with camera monitors significantly blocking the view to the cell fronts.



Programs and Services

Any jail is merely a tool that will either enhance or impede the operations of the staff. This jail building is clearly an impediment to good staff operations and makes it nearly impossible to run successfully. As an example, there are numerous programs and counselling opportunities that can be afforded to detainees, but there is only one room in the jail suitable to house those programs and there is competition for time with other programs and attorney visits which take precedence. Recreation, education, religion, substance use, mental health services, and others are provided but limited due to the lack of appropriate space for programs. There is no formal reentry programming from the jail back into the community. Current programs are mostly limited to providing the inmates with leisure reading materials and television. Non-contact visit spaces and corridors may be used for one-to-one visits.

Jail and Justice System Assessment



Indoor recreation is limited to dayroom activities with medicine balls and sandbags. Outdoor recreation is sufficiently sized, but equipment recently purchased requires a reinforced foundation and leveling of the asphalt play area. Moreover, the fenced area has visibility from public area and allows for passing contraband, and provides for marginal security, at best. Access to the outdoor recreation area is not ADA compliant resulting in staff having to escort inmates outside of the secure

perimeter to access the area.

Food is prepared in a kitchen arguably sufficiently sized to accommodate the current population. A contract provider oversees the preparation with the assistance of inmate workers. Staff serve meals to the inmates who eat in their housing units. On occasions when the one facility elevator is inoperable, staff must carry trays to the appropriate housing floor.

Visits are most often conducted via handheld tablet devices. Two non-contact visiting booths are available; these are most often used for professional visits. The visiting areas are cramped and as reflected in the adjacent photograph, the visiting booths are small and do not provide for private conversations without the addition of the cardboard covers applied during confidential visits, which renders inadequate observation of the area in the event of an emergency. Moreover, neither the inmate side of visitation nor the visitor side are ADA accessible.



Alternative Correctional Healthcare (ACH) is a contract health care provider serving northern Maine. ACH is reported to take a holistic approach to health care including medical, mental health, and substance use disorders. ACH distributes medication and triages inmate health care concerns. Community resources are accessed as needed. There is limited and inappropriate space for addressing health care needs. The exam room displayed to the left is woefully too small, and during the site visit water backup was coming from the drain. Other spaces are merely for storing medication carts. Often triage is conducted at the housing unit entrance.

Inmates' personal laundry is washed and dried in bulk by a workforce inmate using a commercial washer and dryer.



Inmate programs coordinated by Sgt. Morrison are impressive and robust given the lack of program space. Programs offered include Thinking for a Change, Knitting, Career Center, ServSafe Certification, and Diploma & Adult Ed. Some programs are conducted via video conferencing.

Inmate Classification and Housing

Inmate classification assessment tools allow jail operations to assess and then appropriately house incoming inmates. Typically, the booking officer makes an initial assessment as to whether the condition of the inmate is suitable for acceptance into the jail. Once the booking process is completed, booking officers would then determine if the inmate can be housed in intake housing or whether specialized housing (e.g., medical, mental health, special management, etc.) is necessary. Once assigned to intake housing, a case manager/programs coordinator would complete a more formal classification whereby the inmate is assessed in terms of risk to the facility or any needs that must be addressed while in the facility.

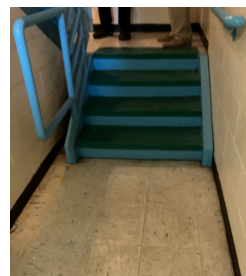
The classification system is generated through the jail records management system; it is not known if the system is validated. The current crowding situation in the facility limits the ability of the jail staff to separate inmates according to the most appropriate classification. In some cases, inmates are housed in areas more secure than appropriate for their classification and vice versa.

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 numerous hurdles to meet ADA compliance as noted in the adjacent photos.

There was no indication of significant standards-compliance issues outside the physical limitations of the facility noted in this report. The Department of Corrections inspection, conducted biennially, indicated 100% compliance with the minimum standards for county detention facilities in December 2022. This is not atypical when establishing minimum standards and working with agencies to find operational means to overcome physical plant deficiencies.

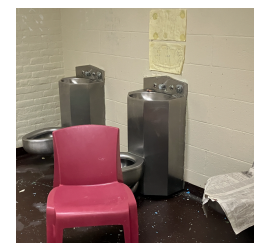
Beyond the issues of staffs' inability to actively supervise inmates, the existing physical plant is a significant deterrent in meeting PREA standards. Gang toilets and showers limit privacy during personal activities leaving inmates having to fashion their own privacy as noted in the adjacent photograph by bring a chair to the toilet area.



Access to Outdoor Recreation



Typical Shower





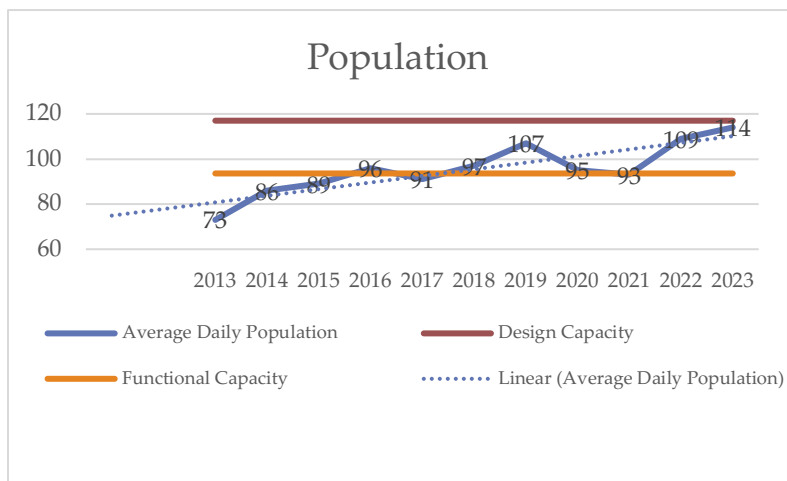
Layout

The facility is a compact layout with a linear design. The compact layout allows staff to make rounds in the jail every thirty minutes, but the linear design limits the ability for staff to truly monitor inmate activities in the cellblocks.

Capacity

Prior to 2020 the population often exceeded the design capacity and always exceeded the operational capacity.

Functional or operational capacity accounts for peaking and classification factors (allowing space for inmates to be housed according to their classification – gender, security, special needs). Operational capacity is expressed as a percentage of design capacity – commonly 80% of the design capacity.¹¹ This percentage, which accommodates the peaking and classification factors, will vary from one facility to another, based on factors such as the types of inmates held, housing unit design, and proximity of staff.



The adjacent figure compares the average daily population using a 20% peaking and classification factor (80% operational capacity – the true bed availability to meet need) and the design capacity. The jail has not met bed needs for many years except during the COVID-19 pandemic when virtually no new arrestees were committed to jail.

Summary

Summarizing the findings can be described in terms of what works well, what doesn't work well, and what is a significant concern. The evaluation of the operations as affected by the physical plant and the physical plant itself, for the purposes of the town hall presentation has been divided into three sections borrowed from an old Clint Eastwood movie, "The Good, The Bad and The Ugly".

¹¹ Sources: Martin, M. D., & Rosazza, T. A. (2004). *Resource Guide for Jail Administrators*. Washington, DC (320 First St., NW, Washington 20534): U.S. Dept. of Justice, National Institute of Corrections; *Beyond the Myths* (U.S. Justice Department) retrieved from June 3, 2016, <https://www.youtube.com/watch?v=XylgTmdur9M>

Jail and Justice System Assessment



The existing jail facility has a number of issues that include:

- Lack of sufficient operational capacity;
- Inefficient layout and design – the facility design and staffing levels limit staff observation of areas without physically entering housing units;
- Inadequate support services space, including medical exam areas, video arraignment, visiting, program space, and indoor and outdoor recreation;
- Inadequate meeting spaces for law enforcement, probation and parole, and other official visitors;
- Inadequate storage space;
- Inadequate space in intake and booking

The technical resource providers noted that the facility staff demonstrated commitment to providing a safe and secure facility, and the facility was noted as clean, well-maintained for its age, and orderly. The TRP's were able to enter each of the cellblocks and interact with the inmates in the units. While the facility has limitations due to age, capacity, and layout, the jail staff appears to be using sound correctional principles to manage the incarcerated 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 B. The following expectations for the meeting were offered by attendees:

- Avoid using the jail for substance abuse disorders and persons with mental health issues
- Provision of direction to move forward
- Understand community perspectives
- Provide better information; understand more
- Address the jail location
- To have the TRPs share their experience regarding jails
- Hear from others, and obtain information from others
- Identify relationship to other communities
- Incorporate services and increase partnerships
- Identify issues, what the jail needs, and share observations
- Support the process
- Recognition that “something new” is needed

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 videotapes, 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:

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 influence of justice system policies and practices on the use of the jail and the size of the jail population.

Jail and Justice System Assessment



- 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

Former sheriff Shawn Gillen and County Administrator Ryan Pellitier requested technical assistance from NIC to provide the county with resources and education as to how to go about planning for, and meeting, its current and future incarceration needs. The jail is an aged facility and has exceeded its operational capacity. Technical assistance from NIC in the form of a Jail and Justice System Assessment was requested as a step to finding 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 operational capacity;
- Inefficient layout and design – the facility design and staffing levels limit staff observation of areas without physically entering housing units;
- Inadequate support services space, including medical exam areas, video arraignment, visiting, program space, and indoor and outdoor recreation;
- Inadequate meeting spaces for law enforcement, probation and parole, and other official visitors;
- Inadequate storage space;
- Inadequate space in intake and booking

Local Justice System Policy and Practice Issues

The TRPs noted the degree to which most of the criminal justice partners demonstrated effective communication 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 do not result in the preferred outcomes 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 alternatives to incarceration; especially residential;
- Lack of sufficient access to alternatives to incarceration, including day reporting whereby persons under court supervision would be required to participate in programs, seek employment, and/or improve their education while being supervised;
- Insufficient mental health and substance use disorder services in the jail and community generally;
- Need for better understanding the drivers of the average length of stay;
- Continued and enhanced involvement of all criminal justice stakeholders.

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 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 build. 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 addressed. 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.*)
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? (*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, determining 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, opening ceremonies/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

Phase I - project recognition – was initiated during the JJSA process. The criminal justice partners have determined the need for some action to be taken with respect to the jail crowding.



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. 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. Describe 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. The data collected must include a element, 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
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.
7. Conduct 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 (i.e., determine the standards they are accountable to). It should also include an analysis of the current facility location and whether or not the location continues to be effective (e.g., is public transportation available to the site).
8. Jails have a tendency to become crowded before the population growth is identified if it is not continually monitored, so it is important to effectively and regularly monitor 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

Throughout the systems planning process, a determination of readiness must be assessed. Local officials must ensure that the planning process will provide the maximum benefit. Planning takes time, coordination, expertise, objectivity and preparation. By making sure that justice system officials and community leaders are ready to invest these resources in the process, it is more likely the planning effort will have a positive outcome. Additionally, if justice system officials are not ready to plan, strategies can be developed to get their “buy-in” before proceeding with the planning process.

Assessing readiness can help identify:

1. Issues/obstacles that may impede the process;
2. Opportunities for strengthening the process; and
3. Potential allies or supporters who will help move the planning process forward.

Some tips for assessing readiness to proceed with the system planning process are:

1. Identify criminal justice system partners and/or stakeholders who will drive the overall project. These are people who are well respected and committed to seeing the project to its conclusion. They have the enthusiasm to motivate participants and are committed to being inclusive.

Criminal justice stakeholders have already been identified and are currently serving on the Jail Commission. This group is charged with exploring options and determining a cost effective approach to manage the criminal justice system

2. Find out what the needs are of those who are slow to come on board and use those needs as a “jump-start” for their involvement. The process should be of benefit to individual agencies (e.g., human services, etc.) as well as the system as a whole.
3. Develop a work plan to structure the process and help planning team members understand their role, responsibilities, and time commitments.

There are a number of challenges to effective systems planning. As the planning process begins, some of the challenges not addressed by the previous suggestions may include:

1. Lack of understanding of the purpose and benefits of planning;
2. Lack of leadership “buy-in” to the process;
3. Lack of participation -- “It’s not my job;”

Jail and Justice System Assessment



4. Lack of commitment – “It’s OK if someone else is willing to do it;”
5. Denial – “If it ain’t broke, don’t fix it;”
6. Competing demands for time;
7. Failure to commit adequate resources to the process;
8. Getting the right players to the table;
9. Getting the right consultants/advisors/architects.

It will be important to consider each of these challenges and develop a way to address them as the planning process begins.

Next Steps

The technical resource providers and attendees discussed the following next steps (in the next 3-6 months) necessary to continue moving forward to addressing the jail issue.

- Expand the existing Jail Commission to a formal Criminal Justice Coordinating Council (CJCC) to provide a forum to address system issues impacting the jail and to improve functioning of the system.
- Reach out to NIC Jails Division to determine if technical assistance can be provided to facilitate the implementation of the CJCC and presenting the JJSA information to the county commissioners.
- Initiate a comprehensive systems planning process to determine gaps in systems services and strategies to address the gaps.
- Begin to identify issues and prepare for a needs assessment for which funding has already been designated.

NIC Resources

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

Planning of New Institutions (PONI): Appropriate when entering or just beginning needs assessment. The team should be comprised 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. All team members must be policy-level decision-



makers. This training is held National Academy of Corrections in Aurora, CO and all travel, lodging, and meal costs are reimbursed by NIC.

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

1. The correlation between the county population and jail population should continue to be monitored. The driver of the inmate population appears to be the increase in the number of days inmates are held in the jail. The average daily population and the average length of stay indicate a correlation, more than any other population driver – county population, admissions. Any increases in the average length of stay should be explored further to determine the cause – case processing time, sentence length, time spent pretrial. The judiciary must be consulted through this process if not for input, certainly awareness.
2. The sheriff has employed alternatives to crowding in the jail by housing inmates out-of-county or seeking approval from the courts for participation in the Community Corrections Program.
3. The design limits opportunities for active supervision of the inmate population. The housing units are relatively small for adaptation to direct supervision without substantial increases in staffing or modification to units to allow staff to manage more than one unit at a time.
4. There is no program space that supports addressing inmate criminogenic needs (e.g., substance use disorders, mental health, education, etc.) necessary for successful community reentry.
5. There is limited recreation space for inmates to exercise. Outdoor recreation, indoor recreation and even space in the dayrooms for recreation activities is essential to effective behavior management and sustained good physical health.

Recommendations

The technical resource providers offer the following action steps to move forward in assessing and addressing jail needs and in developing systemic strategies to better manage the use of the jail.

1. Establish a criminal justice coordinating council to provide a forum to address criminal justice system issues. Many of the key criminal justice stakeholders are already involved in the Jail Commission, but the other stakeholders, such as human services (i.e., veterans, mental health, judiciary, etc.) and education, must also be included.
2. Support continued development of community supervision and sanctioning options through probation and pretrial programming.
3. Key officials of the justice system and County government should continue discussions to determine the need for new jail construction and/or repurposing the existing facility to address current and future incarceration needs.
4. The criminal justice coordinating council should consider opportunities to streamline and

Jail and Justice System Assessment



combine service delivery to: (a) community residents, (b) the population in the criminal justice system (e.g., probation and parole), and (c) persons who are incarcerated in the Aroostook County Detention Center.

5. At a point when construction of a new jail facility appears necessary, a county commissioner, the sheriff, jail administrator, and other criminal justice stakeholder should attend the NIC PONI Program and take advantage of any follow-up assistance which might be available.
6. Visit other new facilities to get a sense of what is required in contemporary jail facilities and operations.
7. Conduct a staffing analysis of the existing jail with a focus on increasing active supervision of the inmate population.

The action steps outlined above are excellent first steps. They should place Aroostook County in a good position to determine their jail needs and make needed improvements to the overall justice system.

The technical resource providers wish to commend County Administrator Ryan Pelletier, Sheriff Peter Johnson, Jail Commander Craig Clossey, and in particular Tammy Pelletier who coordinated interviews, town hall meeting location and supplies, and support for the process, and local county officials for their hard work and time in preparing for the JJSA and supporting the technical resource providers while on-site. Their efforts were instrumental to a successful effort



Appendix A - Aroostook County Jail and Justice System Assessment 3-Day Agenda

Day 1 – June 18

Caribou Courthouse – Law Library, 144 Sweden St, Caribou

9 – 10am Ryan Pelletier (County Administrator), Peter Johnson (Sheriff), Craig Clossey (Jail Administrator)

10-11am Todd Collins, District Attorney

11-12am Heidi Rackliffe, Director of Programs, Aroostook County Action Program (ACAP)

12-1pm LUNCH

1-1:30pm Monthly County Commissioners’ Meeting – Administrative Hearing Room

JJSA is included near the beginning of the regular meeting to provide a brief update on activities/processes.

1:30-2:30pm

2:30-3:30pm Toby Jandreau, ESQ Lead Public Defender

3:30-4:30pm Phone meeting Julia Macek, LCSW, Program Director, Aroostook Mental Health Services (AMHC)

Day Two – June 19

8:15 AM - 5:00 PM Jail Tour / Meeting with Sheriff Johnson and Jail Administrator Clossey

Day Three – June 20

9:00 AM – 12:30 AM Community Meeting

1230 AM – 1pm Closeout meeting and discussion of next steps



JJSA Community Meeting Agenda

June 20, 2024 – 09:00 AM – 1:00 pm

Presque Isle City Council Chambers – 12 Second St, Presque Isle

9:00 AM – 12:30 AM

Zoom Meeting ID: 860 2572 3256 Passcode: 612673

- 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 Town Hall Attendees

Penny Thompson, City of Caribou
Joseph Underwood, Presque Isle Representative
Ryan Pelletier, Aroostook County Administrator
Paul Underwood, Aroostook County Commissioner
Craig Clossey, Aroostook County Sheriff's Office, Jail Administrator
Bryan Jandreau, Facilities and IT Director, Aroostook County
Heidi Rackliffe, ACAP, Director of Programs
Norman L. Fournier, Aroostook County Commissioner
Donald Guimond, Jail Commission Member
Carroll Theriault, Jail Commission Member
Matthew Cummings, Chief of Police, Fort Fairfield, Jail Commission Member
Kai Libby Committee, Cary, Jail Commission Member
Paula Brewer, Bangor Daily News, Presque Isle
Kevin Freeman, City Council Chair, City of Presque Isle, Jail Commission Member
Tom Powers, Presque Isle Industrial Council
Tim Goff, Town of Fort Fairfield, Town Manager
Erica Pelletier, Aroostook County Sheriff's Office, Chief Deputy
Lt. Brian L. Harris, Maine State Police, Jail Commission Member
Tammy Pelletier, Operations Assistant, Aroostook County Commissioners' Office

Participating via video conferencing:

David D. Cyr, Town Manager, Frenchville
Todd Collins, District Attorney
Tyler Brown, City Manager, Presque Isle
Julia Macek, Aroostook Mental Health, Program Director

NIC technical resource providers Karen Albert and Roger Lichtman



Appendix C - 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.¹² 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 and skills to reduce recidivism;
- Help hold offenders accountable;
- Provide less restrictive and less costly options.

¹² 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).



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

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 and strategies to consider for use at this stage of the process include:

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

DECISION POINT # 2 –Decision to Detain Pretrial

Once the alleged perpetrator is taken into custody, a decision regarding the need for pretrial 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 pretrial release programs to conduct pretrial release screening and supervision. Pretrial 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. Pretrial 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;
- Pretrial release and diversion screening.

Alternative programs and strategies to consider at this stage include:

- Pretrial 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 and strategies to consider at this stage include:

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



DECISION POINT #4 – Decision to Release from Pretrial 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 pretrial 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 and strategies to consider at this stage include:

- Pretrial 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 and 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 and strategies to be considered to provide a range of sanctioning options include:

- Fines and restitution;
- Community service;
- Day fines;
- Community supervision and case management;
- Intensive community supervision;
- Electronic monitoring;
- Day reporting;
- Drug testing;
- Alternative education programs;
- Job training and placement services;
- Mediation and 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 and parole violations;
- Time sensitive policies regarding detainers and revocations;
- Use of good time;
- Use of incentives including early release for good behavior and program progress and 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*¹³ are typically used within the criminal justice system to guide pretrial 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.

¹³ 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.

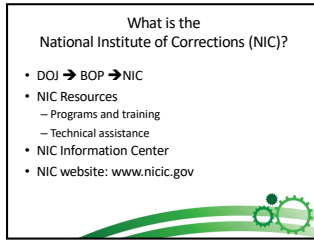


Appendix D – Town Hall Meeting Slides

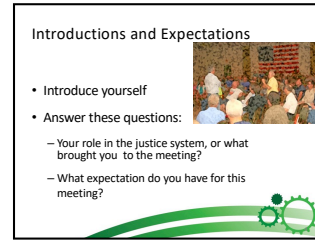
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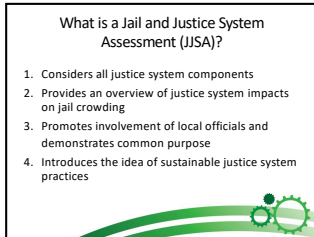
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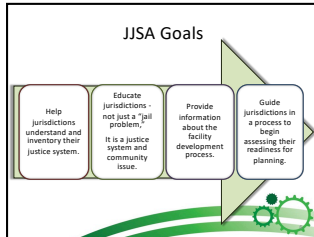
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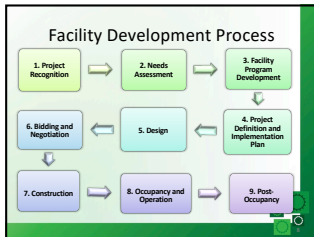
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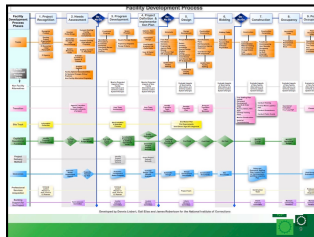
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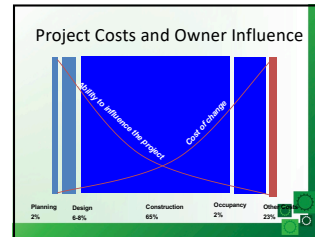
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Facility Development Process
Phase 1 - Project Recognition

- Problem definition
- Assess current facilities, programs, liabilities, and resources
- Justice partners work together to:
 - Identify key issues
 - Develop work groups
 - Consider how to proceed

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Facility Development Process
Phase 2 - Needs Assessment

12

Facility Development Process
Phase 3 - Pre-Architectural Program

- Functional program, scenarios, and a space program
 - Includes planning for future operations
 - Plan for operational efficiencies
- Preliminary staffing plan

13

Facility Development Process
Phase 4 - Project Definition and Implementation Plan

14

Facility Development Process
Phase 5 - Design

8-12 months to complete

Design Types:

- Schematic
- Design Development
- Construction Documents

15

Facility Development Process
Phase 6 - Bidding and Negotiation

2-4 months to complete

Tasks include:

- Advertise for bids
- Bidder qualifications
- Selection
- Contract negotiations

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Facility Development Process
Phase 7 - Construction

<p>Construction</p> <ul style="list-style-type: none"> • Permits • Construction monitoring and supervision • Contract administration • Materials testing 	<p>Construction Completion</p> <ul style="list-style-type: none"> • Punch list • Commission • Systems test • Warranties • As-built drawings
---	---

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Facility Development Process
Phase 8 - Occupancy and Operation

2-4 months to complete

Tasks include

- Building acceptance, prepare for occupancy (permits, cleaning, etc.)
- Install owner-purchased furnishings
- Public events
- Move-in

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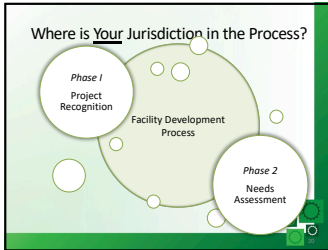
Facility Development Process
Phase 9 - Post Occupancy

6-9 months to complete

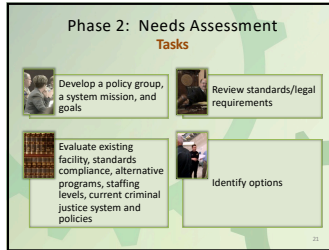
Tasks include

- Fine tune policies and procedures
- Assess operations
- Post occupancy evaluation

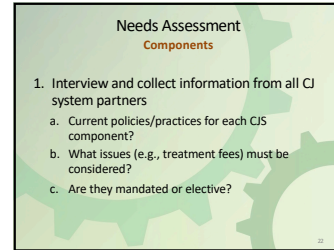
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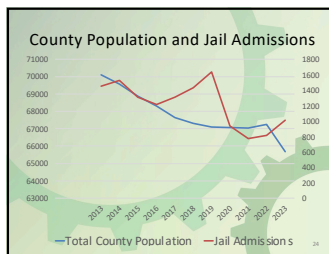
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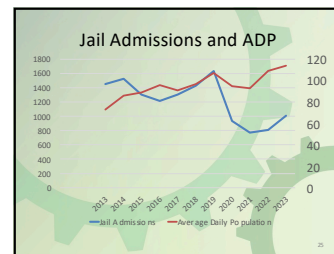
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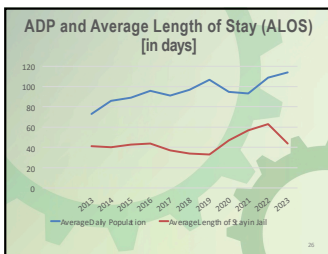
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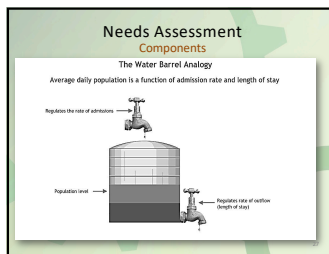
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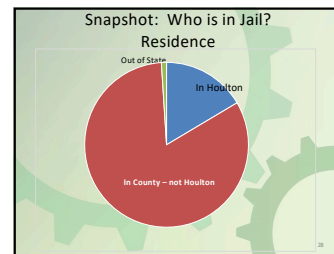
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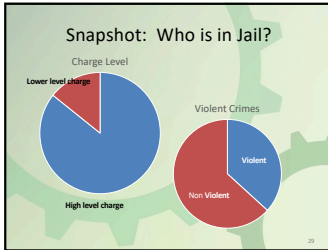
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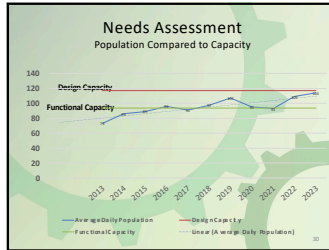
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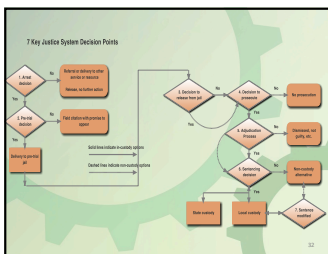
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- Needs Assessment**
Components
- Evaluate alternatives to incarceration
 - Inventory alternatives
 - Consider 7 key justice system decision points
 - Determine level of usage and coordination
 - Compile and discuss alternatives

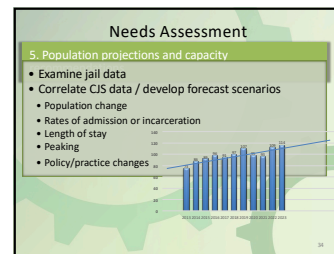
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32

- Observations and Impressions of Alternatives**
- Probation
 - Post-conviction
 - ACCCP
 - No Risk and Needs Assessment
 - Judiciary
 - Drug Court
- There is support for use of alternatives*

33



34

- Needs Assessment**
Components
- 6. Evaluate facilities (diversion / alternatives / jail)**
- Assess facility conditions, compliance with building codes and operational standards.
 - Analyze location effectiveness
 - Consider legislative modifications

35

- The Good**
- Skilled and Compassionate Staff
 - Cleanliness is Next to Godliness
 - Adequate Staffing Levels (Recent)
 - Staff makes the Most of a Bad Situation
 - Availability of Community Mental Health and Substance Abuse Programs
 - All Stakeholders committed to Doing What is Right
 - 95% Non-Adjudicated Felons

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- The Bad**
- Physical Facility Condition-Mechanical and Plumbing System's Deficiencies
 - Physical Facility Floor Plan
 - Sight Lines
 - Physical Location of the Facility
 - Lack of Facilities to Meet Codes and Standards Including ADA
 - Communication Between Service Providers Could Use Improvement
 - Case Worker Load of 75
 - Adequacy of Staff and Communication for Offices of DA, PD and Judges

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7/5/24

Application of Standards to Jails

OTHER INSTITUTIONS AND 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**

Jail standards - DOC


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Models of Inmate Management

- Physical containment model.
 - Barriers
 - Separate Staff from Inmates
- Effective inmate management model.
 - Situation normal adult behavior
 - 90-95% will assimilate to appropriate adult behavior
 - Six Elements
- Our framework for observations and findings.

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Physical Condition



**135
Years Old**

Equivalent
to

**567
Years Old**

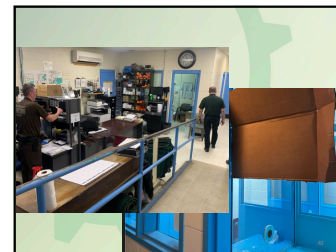
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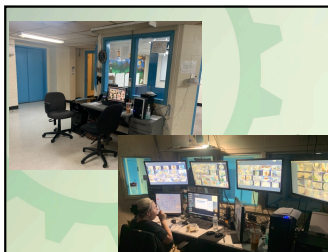
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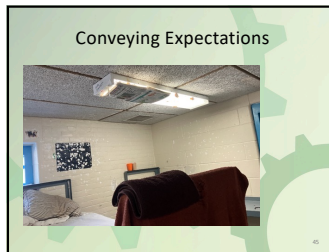
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The Ugly

- Fire and Life Safety Issues
- Physical and Electronic Security
- Total Lack of Program Space (One Room)
- PREA Concerns
- On-Going Maintenance- Doing Nothing is Not an Option
- Crowding – Impediment to Effective Classification
- 95% Recidivism Rate
- Effective Connections to Aftercare Services
- Data versus perception

46



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48



49

Cost – Benefit Analysis

- Do nothing
 - Extreme liability exposure
 - Federal intervention
 - Potential fire casualty consequences
- Bring facility into compliance
 - Major renovation
 - Facility may not meet operational needs
 - Temporary housing during renovation phasing
- Build new
 - “Form follows function”

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Needs Assessment Components

7. Recommendations

- a. Justice system and/or case processing opportunities
- b. Consideration of site alternatives
 - Transition to site alternatives

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Readiness Assessment Planning

Jail and Justice System Assessment

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Systems Planning Process

Requires....

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

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What Next?

- Create Criminal Justice Coordinating Council
 - Identify key stakeholders
 - Broader perspective
 - Improve communication
 - Resources available through NIC
 - Site visits to other facilities

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NIC Jail Planning Programs and Technical Assistance

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graph LR; PONI[Planning of New Institutions (PONI)] --> MIDC[Managing Jail Design and Construction (MIDC)]; MIDC --> HONI[How to Open a New Institution (HONI)];
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