



CUYAHOGA COUNTY

CRIMINAL JUSTICE SYSTEM ASSESSMENT

**AUGUST 7, 2019
9:00AM**



Cuyahoga County, Criminal Justice Center Master Plan



Westlake
Reed
Leskosky

presented to:

Cuyahoga County Justice Complex Executive Steering Committee

In Association With:





Agenda Discussion Topics

- I. Call to Order**
- II. Roll Call**
- III. Housekeeping & Protocol**
- IV. Proposal & Vote to Include Designated Cleveland Bar Association Representative on Steering Committee**
- V. Project Scope & Background**
 - A. Project Scope
 - B. Project Approach
 - C. Purpose of the Meeting
- VI. Historical Court Trends & Projected Future Needs**
 - A. Court of Common Pleas
 - B. Domestic Relations Court
 - C. City of Cleveland Municipal Courts
 - D. Housing Court

VII. Criminal Justice System Historical Trends & Projected Needs

A. Discuss Vision & Mission Statement for the Criminal Justice System

B. Criminal Justice System Trends

1. Demographic Trends
2. Crime and Arrest Trends
3. Court Trends Impacting the Jail Population
4. Jail Trends
5. Comparative Jail Analysis

C. Forecast of Future Detention Population Capacity Requirements

D. Summary of System Assessment

VIII. Policy Actions that can Reduce Jail Capacity Needs

A. Jail Population Management Initiatives

B. Reduced Admission Initiatives

C. Reduced Length-of-Stay Initiatives

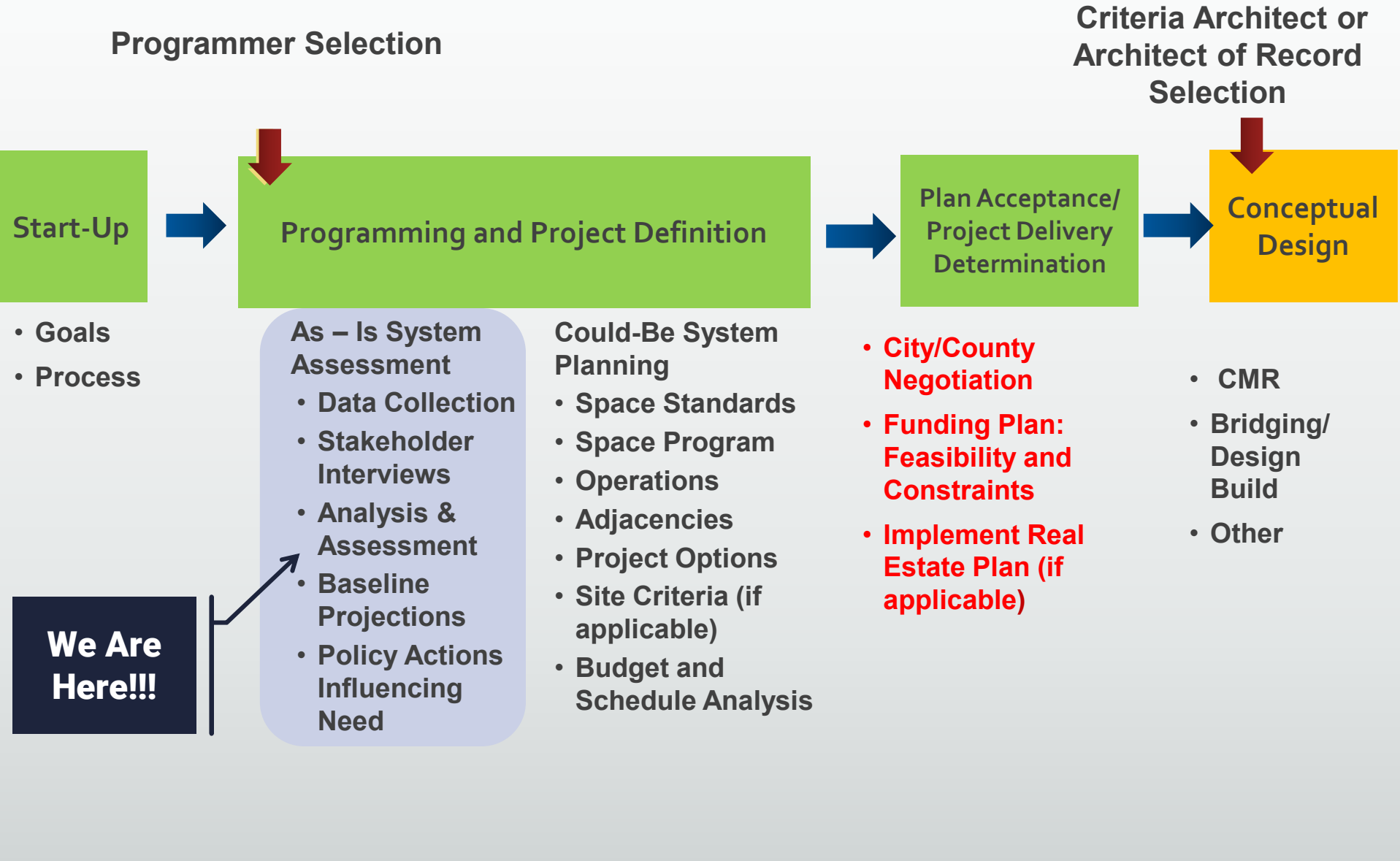
X. Polling & Discussion

XI. Questions for Determination on 9/17



Project Scope & Background

Project Overview – Flow Chart



Project Understanding

“ . . . develop facility space criteria and opportunities and provide space programming options for consideration by the County and justice system stakeholders, including options for renovation of existing space, new construction of replacement space or a hybrid of renovation and new construction – resulting in a consensus decision regarding the best approach to meeting current and future needs. . .”

The Tangible . . .

“ . . . the foundation for planning is the vision for the future . . . a new paradigm focused on process improvements, increased efficiency & effectiveness, standard of care and ultimately improved outcomes for each individual, the community and society . . .”

. . . The Intangible

Scope of Programming – Agencies & Facilities

	Jail I	Jail II	Police Admin. Bldg.	Courts Tower		Subtotal Justice Center			Historic Courthouse		Courthouse Square	Total		
	DGSF	DGSF	DGSF	Courtrooms	DGSF	Courtrooms	Beds	DGSF	Courtrooms	DGSF	DGSF	Courtrooms	Beds	DGSF
Court of Common Pleas - General Division			33,599	35	211,636	35		245,235	6	13,933	15,460	41		274,628
Court of Common Pleas - Domestic Relations								-	6	45,973		6		45,973
Clerk of Courts	13,840				25,103			38,943		9,393	8,360			56,696
County Prosecutor					40,483			40,483			15,405			55,888
Public Defender											31,375			31,375
Cleveland Municipal Court - General Division	600		2,349	16	83,046	16		85,995						85,995
Cleveland Municipal Court - Housing Division				1	8,016	1		8,016						8,016
Cleveland Municipal Court Clerk					36,767			36,767						36,767
Cleveland Department of Law					8,909			8,909			2,815			11,724
Others (Sheriff, Court Support, etc.)					2,741			2,741						2,741
Detention	185,268	179,318					1,765	364,586					1,765	364,586
Sheriff Administration	60,121							60,121						60,121
Probate								-	6	33,200		6		33,200
Court of Appeals								-	1	20,647		1		20,647
Cleveland Police Department			TBD					-						-
County Law Library								-		11,641				11,641
Other Non-Court Agencies								-			9,770			9,770
Cafeteria					10,849			10,849						10,849
Atrium					28,657			28,657						28,657
Parking					209,754			209,754						209,754
Mechanical/Bldg Support				Included in BGSF					Included in BGSF		Incl. in BGSF	Included in BGSF		
Total	259,829		35,948	52	665,961	52		1,141,056	19	134,787	83,185	54	1,765	1,359,028

08/09 Note: All area allocations subject to final verification

Meeting Purpose

“ . . . a comprehensive discussion of what historic trends and patterns have been, what the future would be if these trends continue, and what the future could be based on policy and operational changes as a basis for informed decision-making . . .

. . . the conversation is a prelude to reaching a (consensus) Steering Committee determination on September 17, 2019 regarding the number of judicial positions and detention beds as a basis for facilities programming and development . . . but more importantly setting the foundation for the underlying philosophic basis for providing justice services to our community in the future.”



Historic Court Trends & Projected Needs

Court Planning Overview

Process Overview

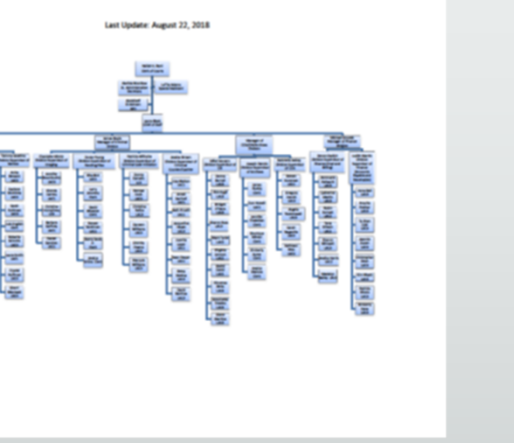
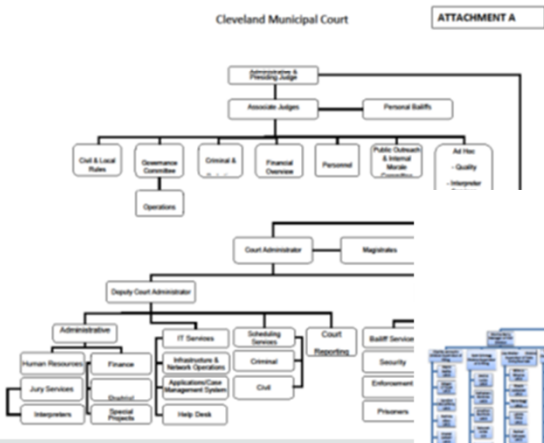
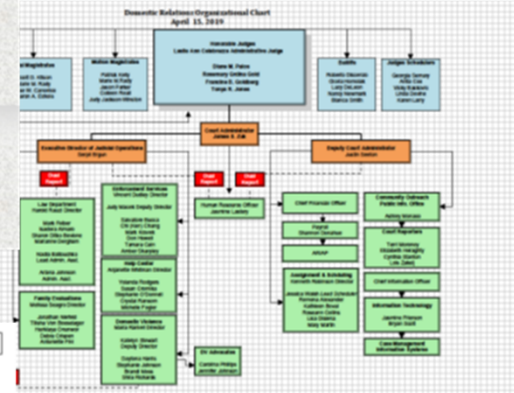
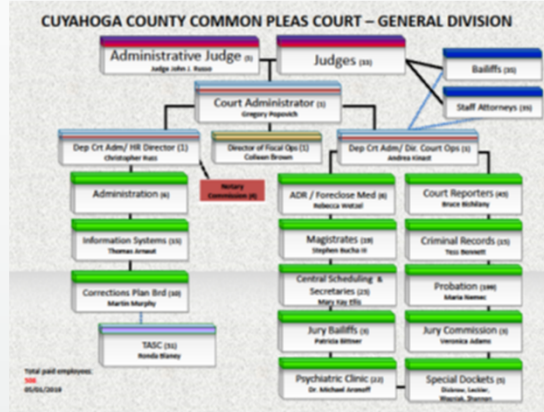
Questions	Tasks
What do we have?	Inventory <ul style="list-style-type: none">• Components• Facilities• Existing Space
What do we need?	Projections <ul style="list-style-type: none">• Population• Caseload (demand)• Judicial officers Program <ul style="list-style-type: none">• Staffs• Functions• Standards• Space
What can we do?	Options

Historical Court Trends & Projected Needs

- This section provides ***analysis of court related historical data trends and preliminary projections of caseloads and estimates of judicial officers*** for the Courts and Justice Partner organizations included in the study.
- The purpose of these projections is to establish an analytical basis for the subsequent development of a comprehensive space program. ***These projections are not prescriptive (defining what should happen) but descriptive (showing what is likely to happen given the historical trends).***
- ***Population and caseload factors commonly have a connection to total numbers of judicial officers*** which in turn, together with operational changes and funding factors, ***impact the staffing expectations of the judicial system support and partner organizations.***
- Once determined, these will combine with functional interests and approved space standards ***to frame a complete picture of judicial system space requirements for the future.***

Inventory – Court Related Components

Components
Court of Common Pleas – General Division
Court of Common Pleas – Domestic Relations Division
Clerk of Courts
County Prosecutor
Public Defender
Cleveland Municipal Court – General Division
Cleveland Municipal Court – Housing Division
Cleveland Municipal Court Clerk
Cleveland Department of Law
Others



Inventory – Court Components - Deployment

Components	Sub-units	Tower 1	Tower 2	Hist CT	Cths Sq
Court of Common Pleas – General Division	17	●	●	●	●
Court of Common Pleas – Domestic Relations Division	10			●	
Clerk of Courts	5	●		●	
County Prosecutor	6	●			
Public Defender	7				●
Cleveland Municipal Court – General Division	9	●	●		
Cleveland Municipal Court – Housing Division	4	●			
Cleveland Municipal Court Clerk	7	●			
Cleveland Department of Law	1	●			
Others (Sheriff, Ct Support, etc.)		●	●	●	●

Inventory – Court Components - Space

	Jail	Police Admin. Bldg	Courts Tower		Historic Courthouse		Courthouse Square	Total	
	DGSF	DGSF	Courtrooms	DGSF	Courtrooms	DGSF	DGSF	Courtrooms	DGSF
Court of Common Pleas - General Division		33,599	35	211,636	6	13,933	15,460	41	274,628
Court of Common Pleas - Domestic Relations					6	45,973		6	45,973
Clerk of Courts	13,840			25,103		9,393	8,360	0	56,696
County Prosecutor				40,483			15,405	0	55,888
Public Defender							31,375	0	31,375
Cleveland Municipal Court - General Division	600	2,349	16	83,046				16	85,995
Cleveland Municipal Court - Housing Division			1	8,016				1	8,016
Cleveland Municipal Court Clerk				36,767				0	36,767
Cleveland Department of Law				8,909			2,815	0	11,724
Others (Sheriff, Court Support, etc.)				2,741				0	2,741
Total	14,440	35,948	52	416,701	12	69,299	73,415	64	609,803

08/09 Note: All area allocations subject to final verification

Criminal Justice System Trends & Projected Needs

- ***Caseload as measured by “filings” is the most common measure of demand for judicial system services.*** While filings are not the only indicator of judicial workload, they are the most consistently kept, most commonly available and most easily compared with other jurisdictions in the state (and to some extent elsewhere).
- ***Filing trends can be identified from historical data, and projections of future filings can be developed using various statistical methodologies arising from these trends.***
- This Consultant has found, over 30 years of experience and experimentation with a wide range of statistical models of varying degrees of sophistication, ***that these few simple, relatively straightforward ones are frequently the best for the limited purpose intended;*** supporting estimates of judicial officers and related staffs which serve as a basis for the space programming effort that will follow.
- ***Caseload and workload are not necessarily synonymous.*** In the court setting, cases and case filings in particular, have a specific meaning that is set by higher authority, typically the State Supreme Court or the Legislature. Case types and categories are reported by each local court in a consistent manner and form for inclusion in a statewide data base or statistical report of the overall court system. ***Case filings, as has been indicated, are the most basic and easily compared measure of demand for judicial system services.***

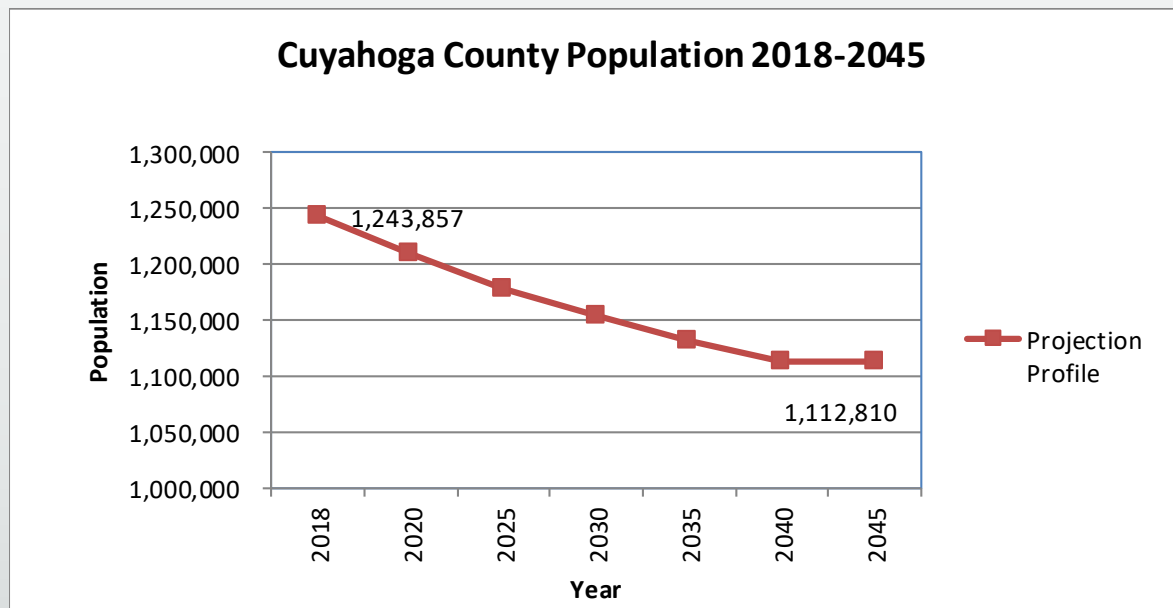
Projections - Population

Population trends are considered an important factor underlying demand for judicial and correction system services.

- Cuyahoga County has experienced a lengthy period of declining population
- This decline is expected to continue though at a slower rate.

Projection Profile

2018	2020	2025	2030	2035	2040	2045
1,243,857	1,209,550	1,179,030	1,154,210	1,131,380	1,113,970	1,112,810



Summary Analysis	
County Population	
2008-2018	
# Chg	% Chg
(47,683)	-4%
2018-2045	
# Chg	% Chg
(131,047)	-11%
2008-2045	
# Chg	% Chg
(178,730)	-14%

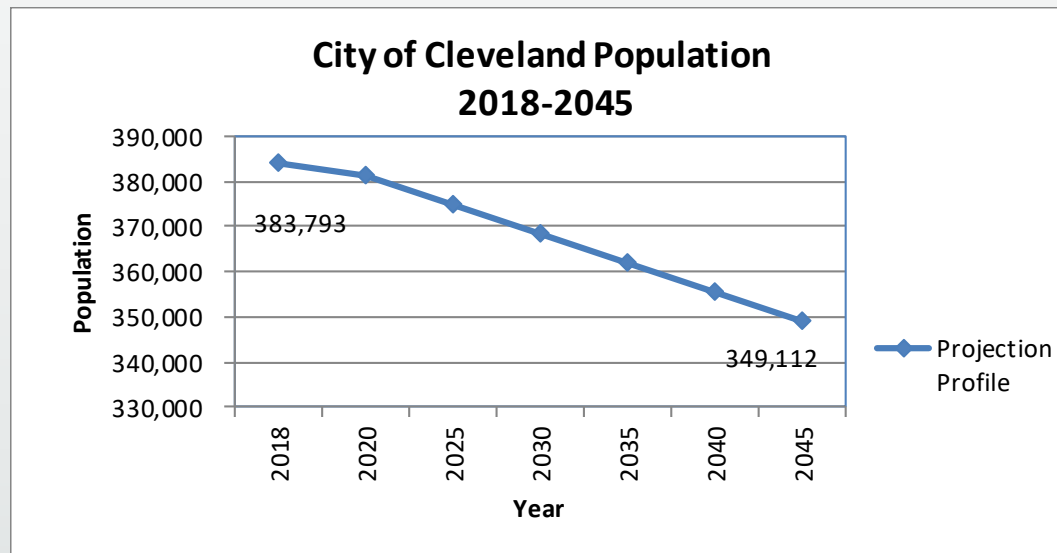
Source : Historical and Projected: Cuyahoga Planning Dept. - . Projected: Ohio Department of Development - Development Services Agency
https://development.ohio.gov/reports/reports_pop_est.htm

Projections - Population

The City of Cleveland has experienced a lengthy period of declining population that will likely continue at a lower rate

Projection Profile (Est by average real number decline/yr 2013-2018) (1,285)

2018	2020	2025	2030	2035	2040	2045
383,793	381,224	374,802	368,379	361,957	355,534	349,112



Summary Analysis City Population	
2008-2018	
# Chg	% Chg
(24,468)	-6%
2018-2045	
# Chg	% Chg
(34,682)	-9%
2008-2045	
# Chg	% Chg
(59,150)	-14%

Source: Historical data provided by City of Cleveland Planning Department and Cuyahoga County Planning Commission . Projections extrapolated based on the average annual real number decline 2013-2018

Demographic Trends

City of Cleveland Population Trends – A Positive Future

During the 30 plus years of declining population and reduced economic activity, Cleveland initiated significant efforts to reestablish economic activity in its downtown. ***Over the last decade, the City has attracted billions of dollars in private sector investment, areas such as Cleveland’s central business district, Tremont, Ohio City and Shaker Square have stabilized and are growing.*** In 2019 comments reported by the media, the Downtown Cleveland Alliance (DCA) estimates that 16,000 residents now live in downtown with 1,000 new residents being added each year. However, there are still areas within Cleveland’s City limits that are distressed and have not benefited from this surge of economic activity.

This effort has helped. Since 2012 the average decline per year has slowed and this reduced rate is expected to continue to 2045. The following table summarizes the historical and projected trends for City of Cleveland. ***City leaders appear optimistic that there will be a further stabilization of this declining trend or maybe even resurgence after 2030.*** They point to the following:

- ***Improved economic conditions generally***
- ***New housing developments especially in the downtown area***
- ***Relatively low land costs***
- ***Improvements in “livability” factors such as parks, events, recreation, sports teams, hospitality and destination attractions.***
- ***Increasing availability of land for commercial development that could fuel job growth***

Revised 08/09 Slide duplicated from Section VIIB

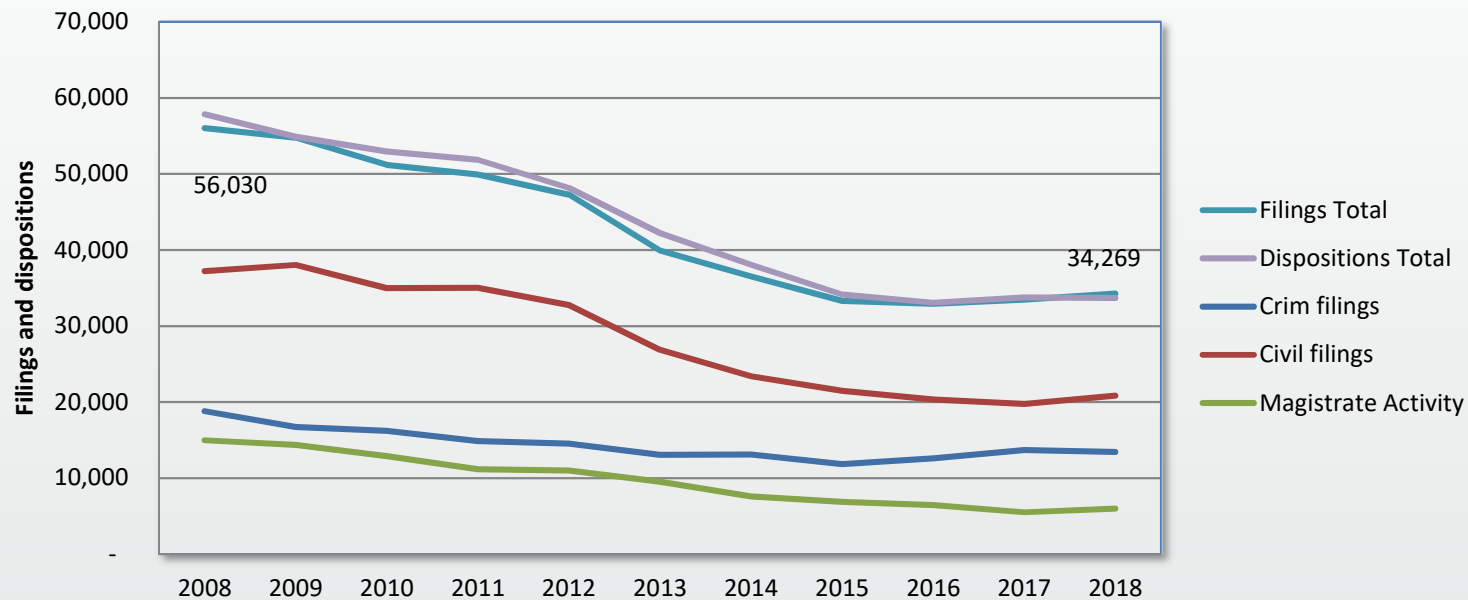
Projections - Population

Population “Take Away(s)”

- The data shows a continuing pattern of decline in County and City populations; however, the rate of decline has slowed in recent years and this trend is expected to continue into the future.
- *This pattern of general population decline can be expected to result in lower court caseloads, but it is important to recognize that caseload declines may not (and most likely will not) be directly proportional to population declines due to a wide range of intervening factors including (but certainly not limited to) demographic changes, economic conditions, crime trends, police/sheriff policies and staffing, prosecutorial policies and staffing, legislative mandates and programmatic initiatives.*
- **It is clear from our observation that that Cuyahoga County and the City of Cleveland are taking steps to slow and eventually reverse the long-term population decline of the area. Despite this, official projections of future population do not, at this point, see any return to population growth within the time period covered by this study.**

Projections – Court of Common Pleas – General Division

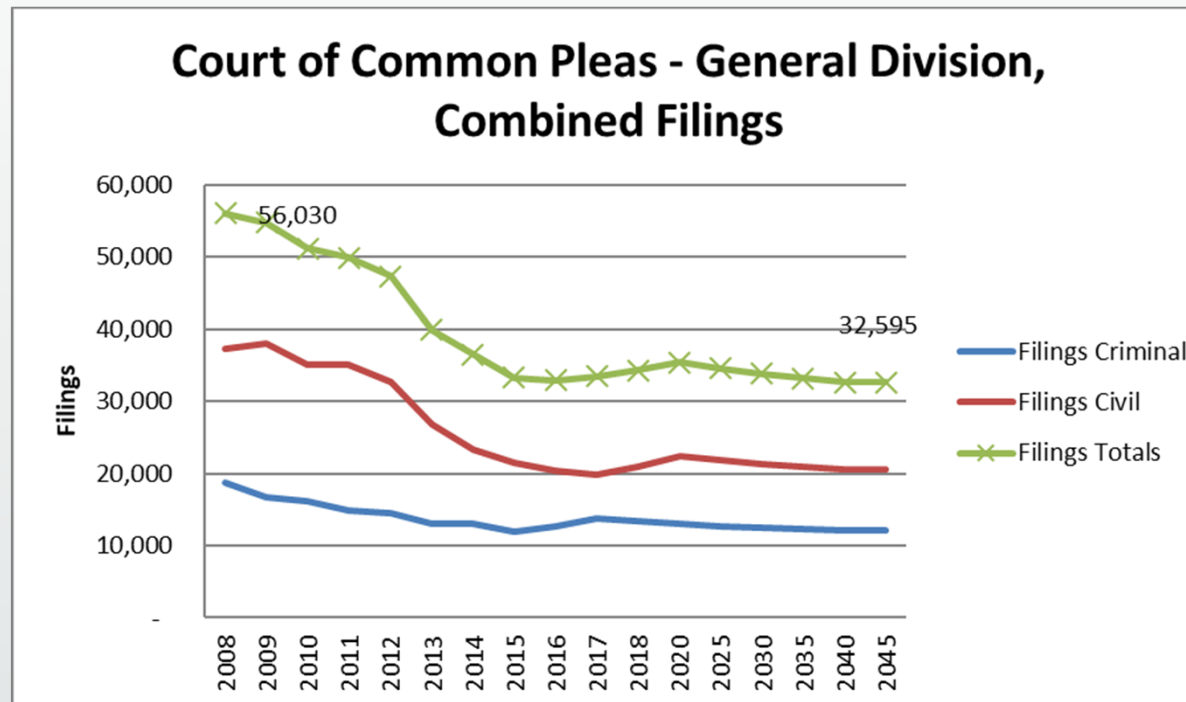
Court of Common Pleas - General Division



- *Criminal Filings have declined about 29% since 2008* but show an *increase in the last 3 years*
- *Civil Filings have declined about 44% since 2008* but have been stable to *slightly increasing in the last 4 years*
- *Overall Filings have declined about 39%*
- *Disposition rates have kept pace with filings.*

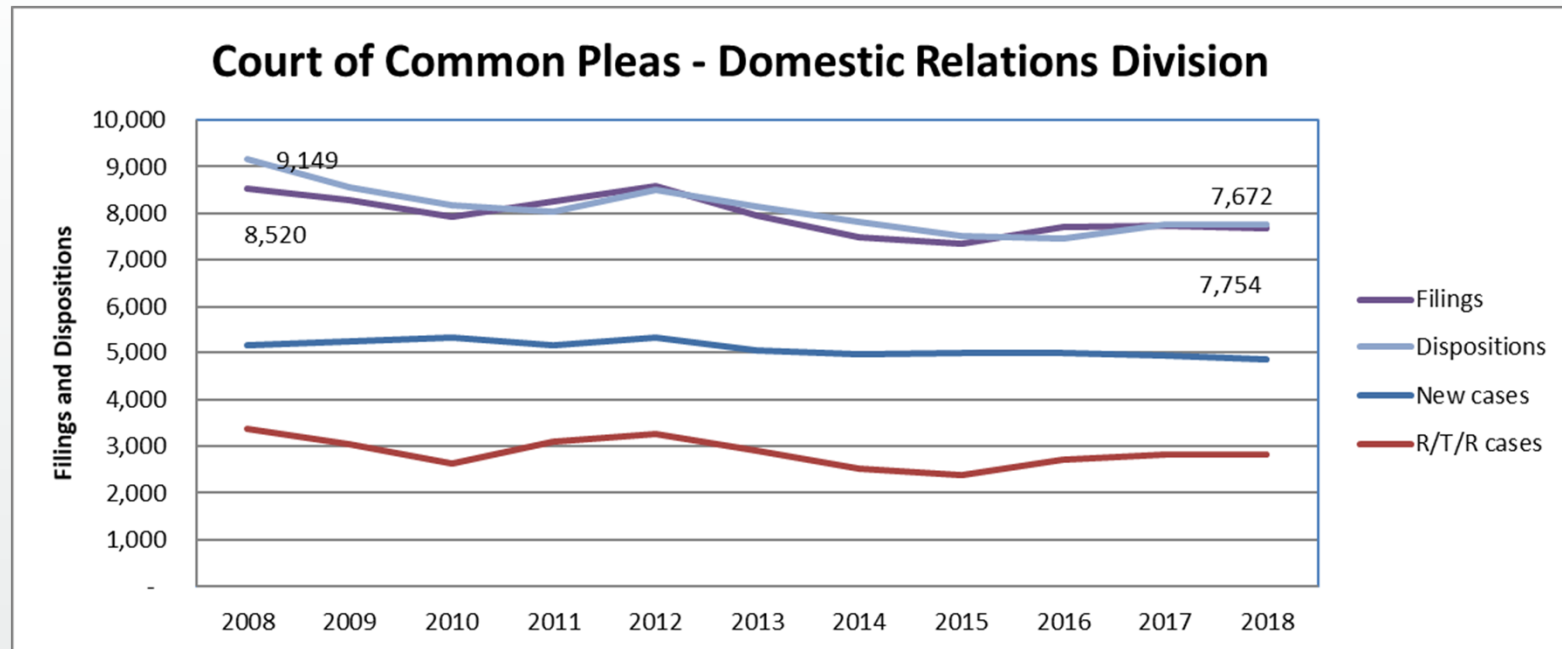
Projections – Court of Common Pleas – General Division

Filings	2018	2020	2025	2030	2035	2040	2045
Criminal	13,437	13,066	12,737	12,469	12,222	12,034	12,021
Civil	20,832	22,362	21,798	21,339	20,917	20,595	20,574
Totals	34,269	35,428	34,535	33,808	33,139	32,629	32,595



- *Criminal Filings* may have a *short-term rise as the City adds additional police officers*
- *Civil Filings* will have a *sharp near term increase due to Board of Revision cases being returned*
- *Total Filings* will *increase in the short term* and then *resume gradual decline as population decline continues*

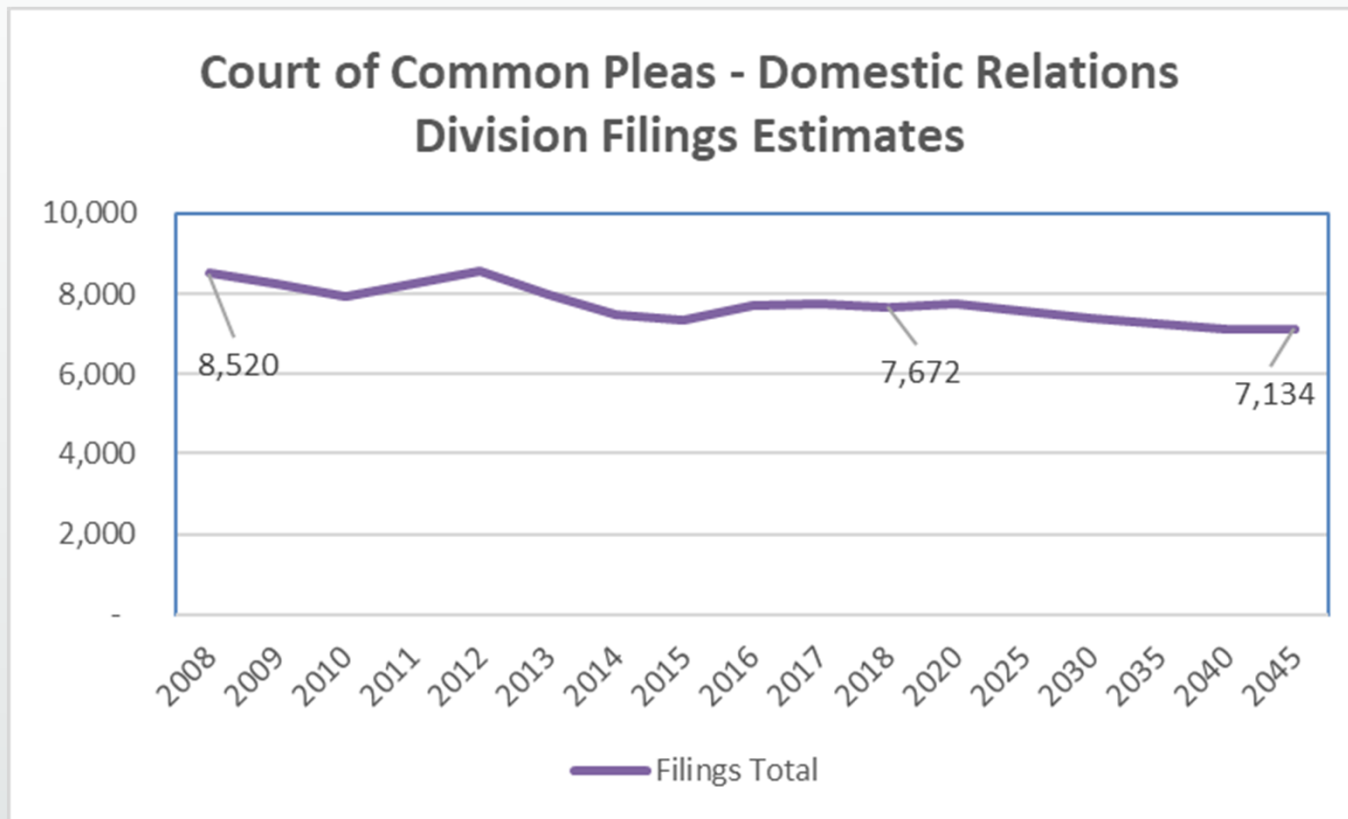
Projections – Court of Common Pleas – Domestic Relations



- *New case filings have declined only marginally since 2008*
- *Reopened/Transferred/Reactivated cases have also declined marginally since 2008*
- *Total filings have been stable to slightly declining*
- *Case filing trends do not have a strong relationship to population trends.*

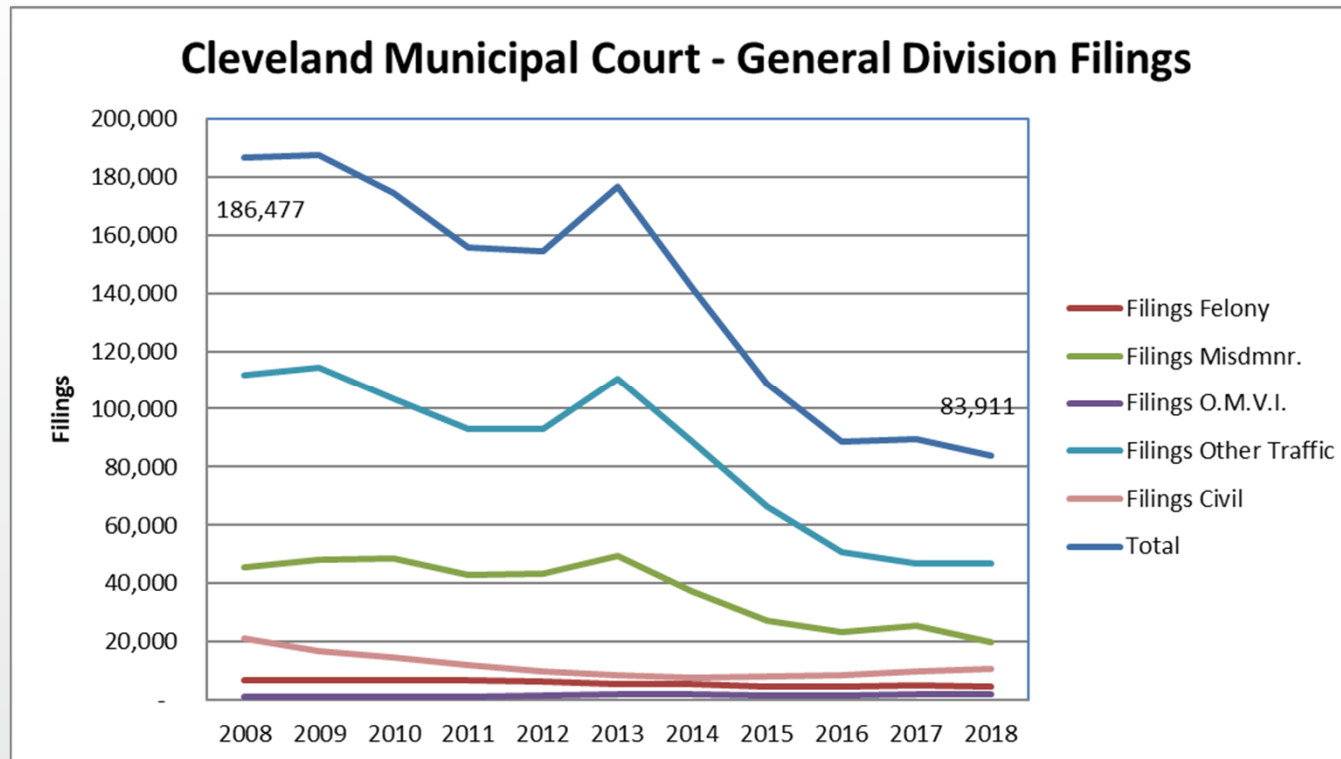
Projections – Court of Common Pleas – Domestic Relations

Filings	2018	2020	2025	2030	2035	2040	2045
Total	7,672	7,754	7,559	7,399	7,253	7,142	7,134



- *Total filings are expected to be stable* to slightly declining to 2045
- There are *potential developments in court jurisdiction* and service models *that may impact future caseloads*
- The *court's focus is evolving* from a focus on adjudication *to a more service-oriented approach* which can be *expected to impact staffing in the future*.

Projections – Cleveland Municipal Court – General Division



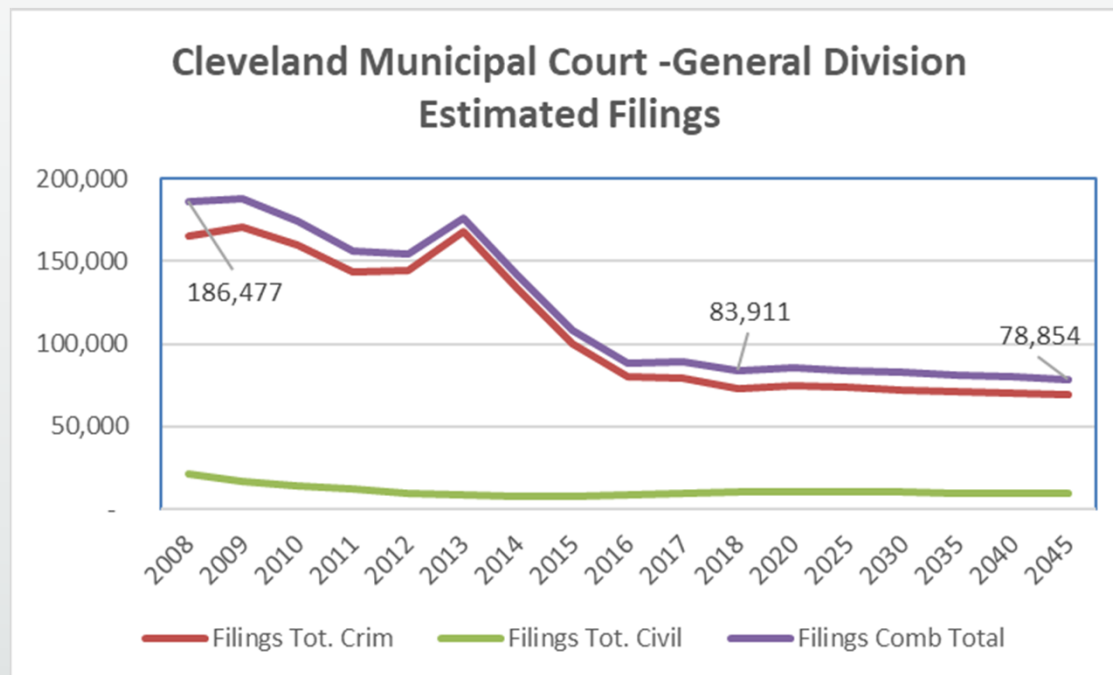
Why the decline?

- *General population decline*
- *Demographic shifts*
- *Changes in police practices*
- *Ending of traffic camera citations*
- *End of the economic recession and the foreclosure crisis*

- Total *case filings have declined by 55%* since 2008
- The *largest declines in volume and rate have been in criminal misdemeanors (57%) and other traffic (58%)*
- *Civil filings have declined about 50%*
- OMVI filings have increased
- There is a *clear-cut reduction in the rates of decline since 2016*

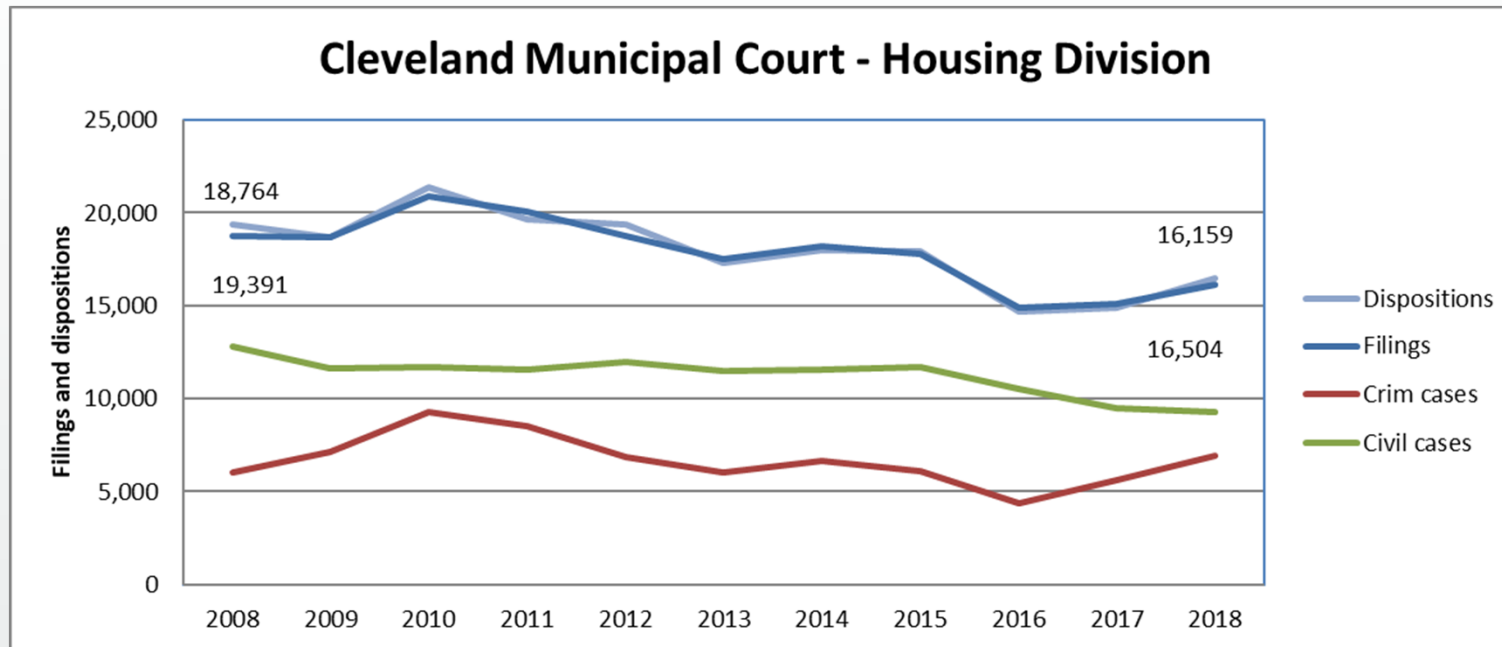
Projections – Cleveland Municipal Court – General Division

	2018	2020	2025	2030	2035	2040	2045
Felony	4,516	4,625	4,572	4,519	4,466	4,413	4,360
Misd	19,681	21,603	21,239	20,875	20,511	20,147	19,783
OMVI	2,067	1,961	2,023	2,086	2,148	2,211	2,273
Traff	46,951	46,637	45,851	45,065	44,280	43,494	42,708
Civil	10,696	10,624	10,445	10,266	10,087	9,908	9,729
Total Filings	83,911	85,450	84,131	82,812	81,493	80,173	78,854



- The *City expects to add as many as 250 police officers* by 2020
- If this happens (as budget numbers suggest) *there will likely be immediate increases in felony and especially misdemeanor filings.*
- While long term *decline is still projected it will be from a new "normal"*

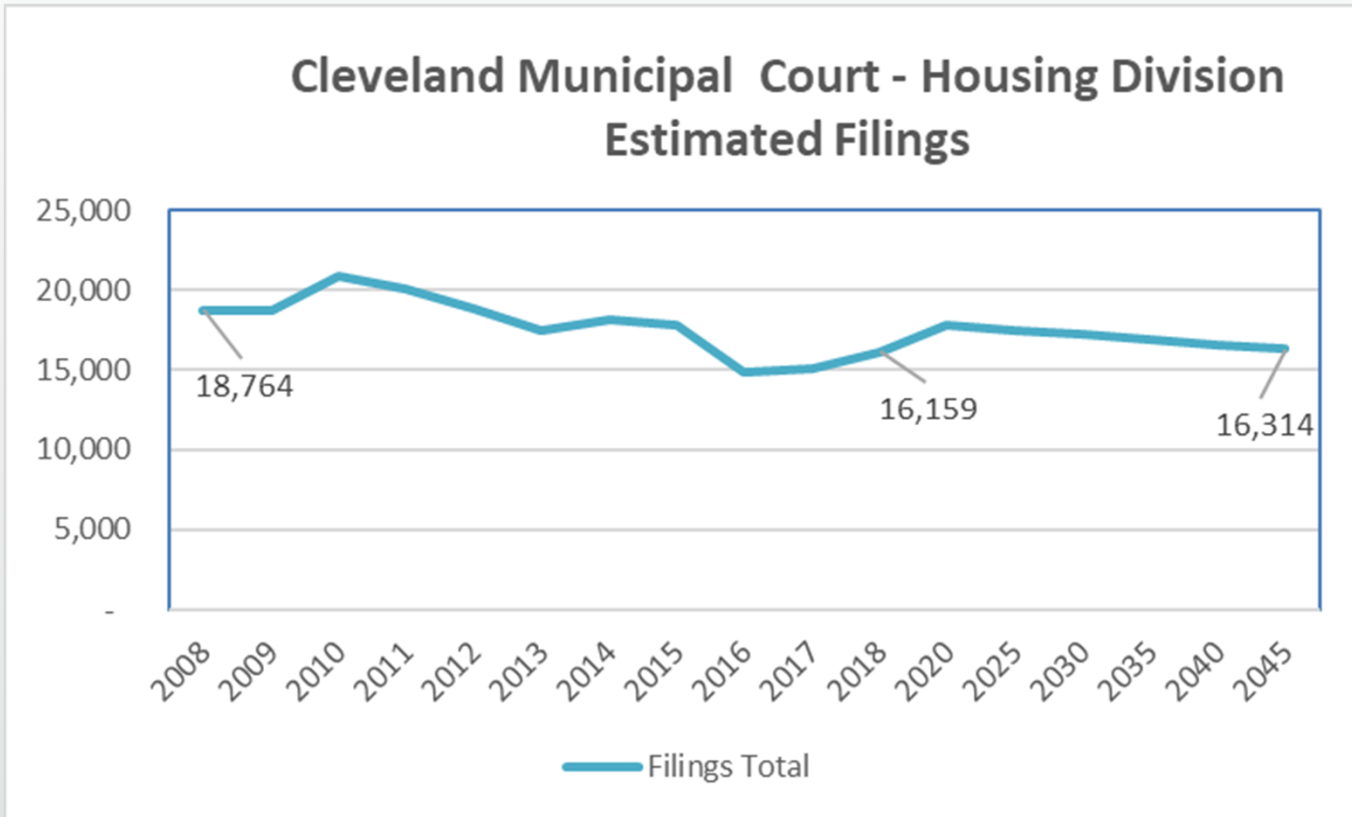
Projections – Cleveland Municipal Court – Housing Division



- *Housing Court filings overall are down but not by much*
- *Civil cases have slowly declined.*
- *Criminal cases and recently increased*
- *There is no clear-cut linkage to City population declines*

Projections – Cleveland Municipal Court – Housing Division

2018	2020	2025	2030	2035	2040	2045
383,793	381,224	374,802	368,379	361,957	355,534	349,112
16,159	17,814	17,514	17,214	16,914	16,614	16,314



- *Little change is projected in Housing Court filings*
- There are *potential changes in the court’s jurisdiction* that could lead to *case filing increases*.
- At the moment, *a stable caseload is the best estimate*.

Projections – Judicial Officers

The development of estimates of the future number of Judicial Officers (including judges and magistrates) for the respective courts included in this study is a critically important factor in determining the long-term facility space needs of the judicial system.

All three courts in the Justice Center study have two kinds of judicial officers: judges and magistrates. *The judges are elected, and the magistrates are appointed. Given the differences in elected versus appointed positions, as well as some workload related considerations, it is reasonable to assume that reductions in the number of Magistrates would be the most probable approach.*

The number of elected judges for each court has been held constant in each analysis while potential changes occur in the count of magistrates for each court.

The assumption inherent in the analysis is *that the existing level of filings/judicial officer constitutes a reasonable caseload and that the existing complement of judicial officers by court is adequate to conduct timely proceedings and provide effective and efficient justice and dispute resolution.*

Projections – Judicial Officers

Estimated Judicial Officers - All Courts

		Combined Estimates of Future Judicial Officers						
		Existing	2020	2025	2030	2035	2040	2045
Common Pleas General Division	Judges	34	34	34	34	34	34	34
	Mag*	11	11	11	10	10	9	9
	Total	45	45	45	44	44	43	43

Common Pleas Domestic Relations	Judges	5	5	5	5	5	5	5
	Mag	19	19	19	18	18	17	17
	Total	24	24	24	23	23	22	22

Municipal Court General Division	Judges	12	12	12	12	12	12	12
	Mag	11	11	11	11	10	10	10
	Total	23	23	23	23	22	22	22

Municipal Court Housing Division	Judges	1	1	1	1	1	1	1
	Mag *	6	6	6	6	6	6	6
	Total	7	7	7	7	7	7	7

Combined Courts Totals	Judges	52	52	52	52	52	52	52
	Mag	47	48	47	46	44	42	42
	Total	99	99	99	98	96	94	94

Note: Magistrate count held constant through 2025



VII

Criminal Justice System Trends & Projected Needs

Current Jail Capacity

	Operational Capacity				Overflow Capacity		
	No. of Cells	No of Beds	Snapshot Utilization	% of total capacity	Sleds/Floor Beds	Snapshot Utilization	
Jail I							
Cells	785	921	734	72.8%	569	-	
Dormitories	-	420	274	27.2%	138	-	
TOTAL	785	1,341	1,008		707	-	
Jail II							
Cells	480	960	780	88.0%	428	-	
Dormitories	-	171	106	12.0%	94	-	
TOTAL	480	1,131	886		522	-	
Subtotal Jail I & II							
Cells	1,265	1,881	1,514	79.9%	997	-	
Dormitories	-	591	380	20.1%	232	-	
TOTAL	1,265	2,472	1,894		1,229	-	
ODRC Recommended Capacity (Report of 02/11/2019) Adjusted to include 118 beds under construction - conversion of former kitchen Jail I)	1,883						
Bedford Heights Jail Annex							
Cells	15	22	7	8.8%			
<i>(ODRC Rated Capacity Reduced 08/2019)</i> Dormitories	-	179	73	91.3%			
TOTAL	15	201	80				
ODRC Rated Capacity (Report of 02/28/20195)	116						
Euclid Jail Annex*							
Cells	43	83	34	100.0%			
<i>* To Be Closed</i> Dormitories	-	-	-	0.0%			
TOTAL	43	83	34				
ODRC Reccomended Capacity (Report of 05/17/2019)	32						
System-Wide Totals							
Cells	1,323	1,986	1,555	77.4%	997	-	
Dormitories	-	770	453	22.6%	232	-	
TOTAL	1,323	2,756	2,008		1,229	-	
ODRC Recommended Capacity (Report of 02/11/2019) Adjusted to include 118 beds under construction - conversion of former kitchen Jail I)	2,031						

Housing Distribution		
Operational Capacity as a % of Rated Capacity		136%
Cell Housing	48%	
Single Cells		24%
Double Cells		49%
Dormitory Housing	28%	28%

Revised 08/09 Corrected added capacity for Jail 1 4th floor renovation; Revised ODRC rated capacity for Bedford Heights per recent determination

Medical/Mental Health Capacity

ID	Identified Utilization	Operational Capacity			% of total capacity	Overflow Capacity		Notes
		No. of Cells	No of Beds	Snapshot Utilization		Sleds/Floor Beds	Snapshot Utilization	
Jail I - 7th Floor								
7A	Male Mental Health - Acute	8	8	8		5	0	
7B	Female General Population/Female MHU	24	26	23		20	0	One Multi-Purpose Rooms converted to 3 man cell
7C	Male Mental Health	24	26	21		20	0	One Multi-Purpose Rooms converted to 3 man cell
7D1	Male Mental Health - Acute	8	8	8		5	0	
7D2	Male MRO/Developmentally Disabled		22	16		10	0	Dormitory
7E	Male General Population - Minimum		48	47		20	0	
7F	Male General Population - Step Down Medium	24	26	25		20	0	One Multi-Purpose Rooms converted to 3 man cell
7G	Male Veteran - Medium	24	26	17		20	0	One Multi-Purpose Rooms converted to 3 man cell
7H	Male General Population - Minimum		48	48		20	0	Dormitory
Subtotal		112	238	213		140	0	
Jail I - 6th Floor								
6B	Male Medical - Special Needs	15	30	10		12	0	
6C	Male Medical - Special Needs	18	36	21		0	0	
6E	Male Medical	24	26	22		20	0	
6F	Male Medical	24	26	17		20	0	
6G	Female Medical	18	23	15		12	0	One Multi-Purpose Rooms converted to 3 man cell 4 cells converted to 4 bed ward
6H	Male Medical Isolation	3	10	3		5	0	Renovated - 1 single Neg pressure/1-3 bed/1-6 bed
Subtotal		102	151	88		69	0	
Subtotal - Mental Health Beds			116		4.21%			
Subtotal - Medical Beds			151		5.48%			
Total Medical/Mental Health Beds			267		9.69%			

Current Space Utilization

DETENTION	Jail I	Jail II	Total	
	DGSF	DGSF	Beds	DGSF
Administration/General Detention Functions	7,182	7,741		14,923
Staff Service/Training	8,740	5,974		14,714
Intake	2,687	-		2,687
Housing Units	131,586	110,117	1,765	241,703
Direct Housing Support, Program Space	9,067	10,739		19,806
Recreation	5,742	9,888		15,630
Visiting	7,059	4,010		11,069
Medical	10,837	-		10,837
Detention Support Services	2,368	30,849		33,217
Total	185,268	179,318	1,765	364,586

**Excludes Euclid & Bedford Detention Facilities*

08/09 Note: All area allocations subject to final verification

FY 18 & FY 19 Operating Costs

I. Operating Costs (FY, January – December)

a. Includes Jail 1 & 2, Euclid, and Bedford Heights

b. FY18 Operating Costs

- Based on actual expenditures
- 2,393 ADP
- Bedford Heights became operational May 2018

c. FY19 Operating Costs **\$122.64/day = \$44,760/Bed/Yr.**

- Based on budget allocations
- 2,188 ADP YTD (July 31,2019)

	FY18	FY19	% Increase
Operating Costs	\$76,140,695	\$97,957,499	28.7%
Per Diem	\$87.17	\$122.64	40.7%

Source: Cuyahoga Sheriff's Department Fiscal Division

FY 18 & FY 19 Health Care Costs

I. Health Care Costs

- a. A subset of overall operating costs
- b. For FY19
 - Based on estimated expenditures
 - Transitioning from combined health care staff (County & Metro Health) to exclusively Metro Health staff

	FY18	FY19	% Increase
Health Care Costs	\$9,252,986	\$13,241,587	43.1%

Source: Cuyahoga Sheriff's Department Fiscal Division

FY 18 & FY 19 Authorized Staffing

I. Staffing (Authorized County Positions)

a. For FY19:

- Increases in staffing are all security positions
- The position of Lieutenant created
- 60 new Corrections Officers positions
- 73 County-employed health care staff transitioning to contract staff ** beginning May 2019

Job Classification	FY18	FY19	7/2019 Vacancies
Security	683	759	80
Civilian	27	27	5
County Health Care	73	**	**
TOTAL	783	786	85

Source: Cuyahoga Sheriff's Department Fiscal Division



VIIA

Discuss Vision and Mission Statement for the Criminal Justice System

Discuss Vision and Mission Statement

In June 2018, the stakeholders in the Cuyahoga County criminal justice system established the ***Cuyahoga County Criminal Justice Council (CJC)***, a collaboration agreement that looks to make a positive difference in the local criminal justice system by ***communicating, coordinating, planning and advocating for system improvements, programs, and polices in the interests of advancing justice, fairness and public safety.***

Key Purpose:

- Bring together key decision makers on a regular basis to openly discuss issues that affect the criminal justice system;
- Identify problems and issues;
- Proactively address issues through planning, coordination, and cooperation;
- Generate data that increases knowledge of the criminal justice system and strengthens decision-making;
- Initiate programs and policies which enhance the functionality of the criminal justice system and increase public safety.



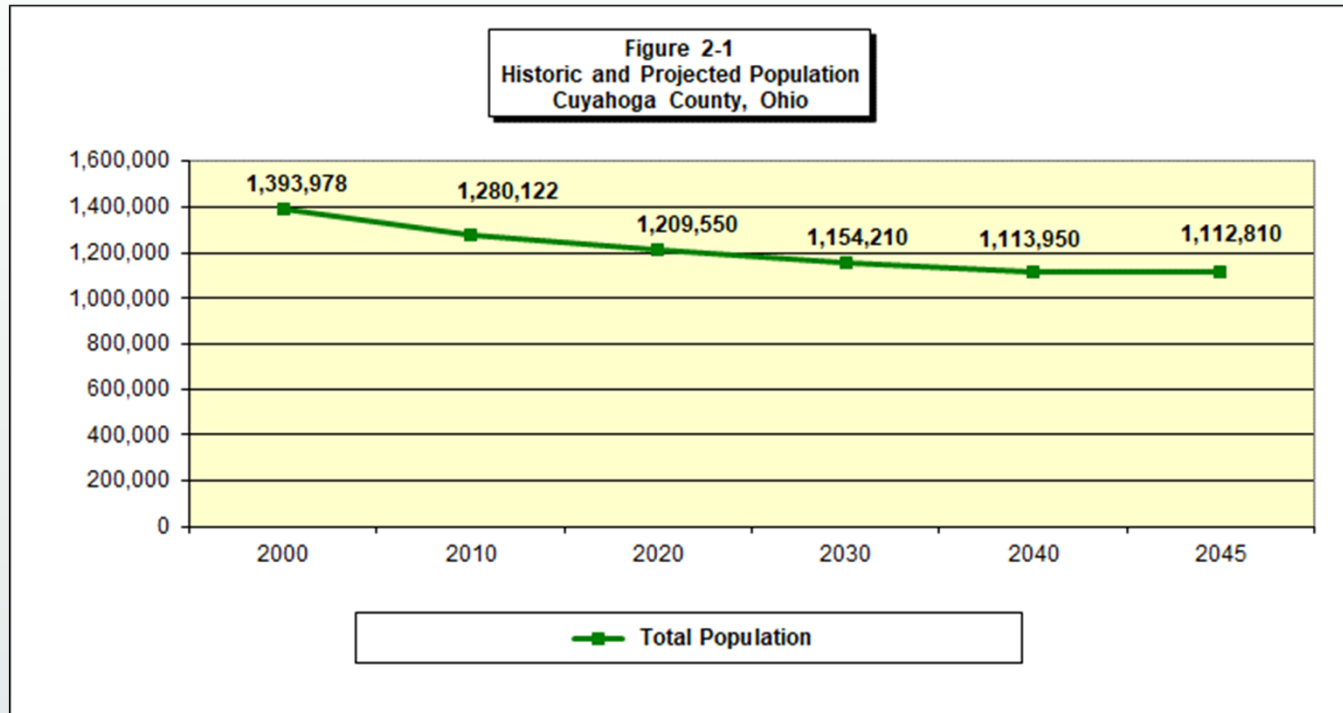


VIIB

Criminal Justice System Trends

Demographic Trends

County Population Trends – Historic and Projected

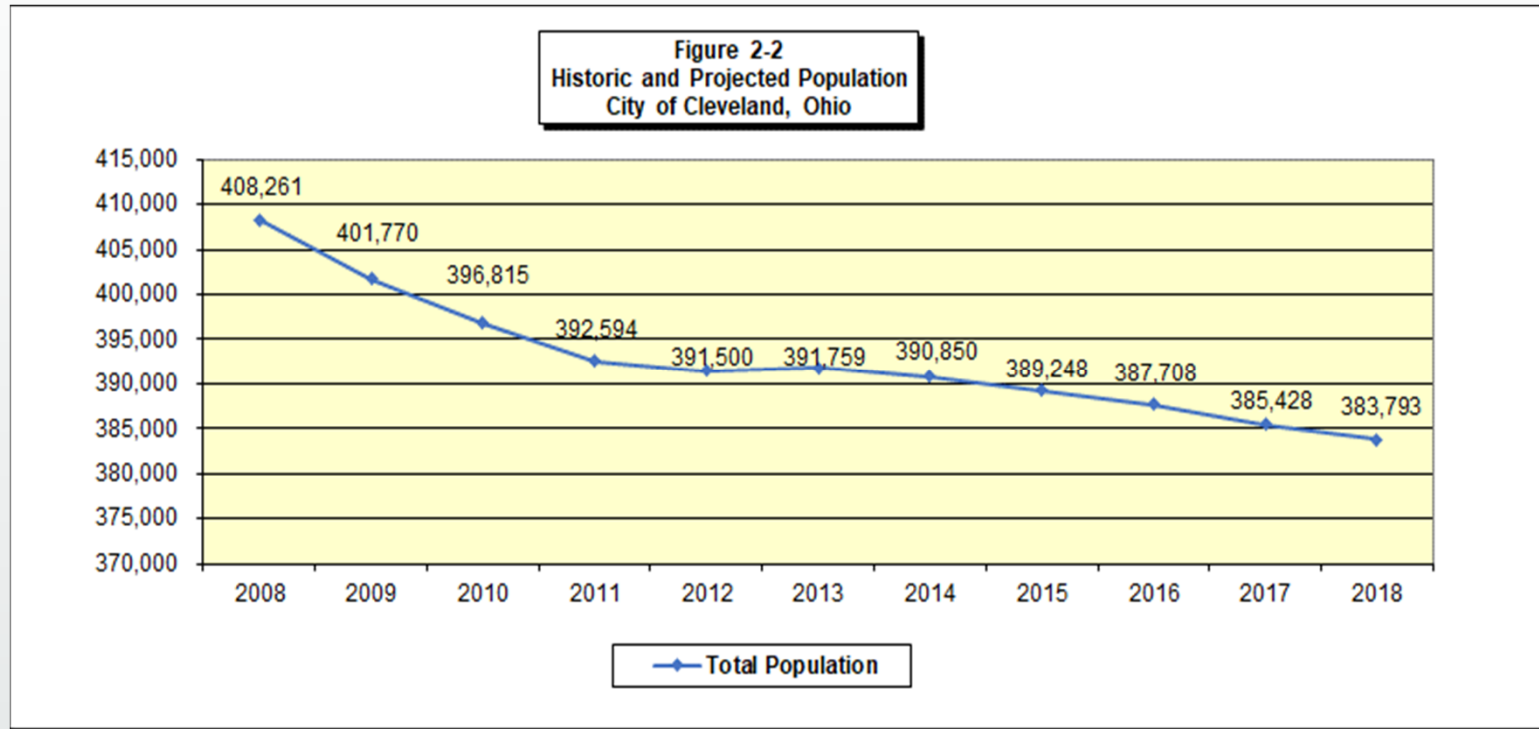


Source: Office of Research, Ohio Development Services Agency.
https://development.ohio.gov/reports/reports_pop_est.htm

- Over the past twenty years Cuyahoga County population decreased by 13.3% (a total decrease of 184,428 population).
- Cuyahoga County population is projected to decrease by 8% between 2020 to 2045 (a total decrease of 96,740 population).

Demographic Trends

City of Cleveland Population Trends – Historic and Projected



Source: City of Cleveland Planning Department.

- Total City of Cleveland population decreased by 6% between 2008 and 2018.
- Assuming a continued annual decline of 1,285 population (average between 2013 and 2018) the City of Cleveland population would be 349,112 by 2045, or a 9% decrease from 2018.
- The City of Cleveland population comprised 31.4% of total Cuyahoga County population in 2017.

City of Cleveland Population Trends – A Positive Future

During the 30 plus years of declining population and reduced economic activity, Cleveland initiated significant efforts to reestablish economic activity in its downtown. ***Over the last decade, the City has attracted billions of dollars in private sector investment, areas such as Cleveland’s central business district, Tremont, Ohio City and Shaker Square have stabilized and are growing.*** In 2019 comments reported by the media, the Downtown Cleveland Alliance (DCA) estimates that 16,000 residents now live in downtown with 1,000 new residents being added each year. However, there are still areas within Cleveland’s City limits that are distressed and have not benefited from this surge of economic activity.

This effort has helped. Since 2012 the average decline per year has slowed and this reduced rate is expected to continue to 2045. The following table summarizes the historical and projected trends for City of Cleveland. ***City leaders appear optimistic that there will be a further stabilization of this declining trend or maybe even resurgence after 2030.*** They point to the following:

- ***Improved economic conditions generally***
- ***New housing developments especially in the downtown area***
- ***Relatively low land costs***
- ***Improvements in “livability” factors such as parks, events, recreation, sports teams, hospitality and destination attractions.***
- ***Increasing availability of land for commercial development that could fuel job growth***

Demographic Trends

2017 Cuyahoga County Population Profile

Table 2-1 2017 POPULATION PROFILE Cuyahoga County, Ohio			
	% of Total Population		% of Total Population
Gender:		Poverty Status of Families:	
Males	47.4%	Income above Poverty	85.7%
Females	52.6%	Income below Poverty	14.3%
Totals:	100%	Totals:	100%
Race/Ethnicity:		Household Income:	
Caucasian	63.2%	Less than \$10,000	10.8%
African-American	29.7%	\$10,000 to \$19,999	12.6%
Native American	0.3%	\$20,000 to \$29,999	11.4%
Asian or Pacific Islander	2.9%	\$30,000 to \$39,999	10.2%
Other & Two or More Races	3.9%	\$40,000 to \$49,999	8.7%
Totals:	100%	\$50,000 to \$74,999	16.7%
Educational Attainment:		\$75,000 to \$99,000	10.7%
No High School Diploma	11.5%	\$100,000 to \$199,999	14.6%
High School Graduate	28.3%	\$200,000 or More	4.3%
Some College, No Degree	22.0%	Totals:	100%
Associate Degree	7.4%	Unemployment:	
Bachelor's Degree	18.2%	Employed	94.1%
Master's Degree or Higher	12.7%	Unemployed	5.9%
Totals:	100%	Totals:	100%

Source: Office of Research, Ohio Development Services Agency.

- Cuyahoga County population has slightly more females, with a Caucasian majority (63.2%).
- African-Americans are the largest defined minority population at 29.7%.
- The poverty level of 14.3% is higher than the State of Ohio average of 11.2%. Almost half of the population has an annual income level of less than \$40,000.
- Cuyahoga County's Median Household Income is \$45,289, which is 10.6% lower than the State of Ohio at \$50,674.
- Unemployment was approximately 1% higher than the State of Ohio average of 5%.

Demographic Trends

Socio-Economic Factors Driving Criminal Justice System

Table 2-2 2018 COMMUNITY HEALTH ASSESSMENT - HEALTH INDICATORS Cuyahoga County, Ohio				
Indicator Name	Cuyahoga County	City of Cleveland	State of Ohio	United States
Average Life Expectancy	76.5	72.2	N/A	78.7
% of Population Living in Food Desert Areas	35.6%	60.7%	N/A	N/A
% of Obese Adult Residents	30.0%	35.0%	32.0%	29.9%
% of Current Cigarette Use Among Adults	21.0%	35.2%	23.0%	15.5%
% Insufficient Physical Activity	24.0%	58.1%	26.0%	N/A
% of Children Less than 6 Years Old with Blood Lead Levels of 5 ug/dl or Higher	8.2%	12.4%	2.0%	3.3%
% of Houses Built Prior to 1950	39.7%	65.2%	26.9%	17.8%
Premature Births per 100 Live Births	11.9	14.5	10.3	9.6
Infant Mortality Rate (per 1,000 Live Births)	8.7	12.0	7.4	5.9
Mortality Rate for All Causes (per 100,000 population)	836.9	1063.2	832.3	728.8

Source: 2018 Cuyahoga County Community Health Assessment.

- Cuyahoga County fares worse than Ohio and the US on mortality rates.
- The City of Cleveland, which represents roughly 1/3 of Cuyahoga County's population, fares worse on many indicators of well being, including higher percentage of population living in food dessert areas and higher mortality rates for all causes.

Demographic Trends

Socio-Economic Factors Driving Criminal Justice System

Table 2.3
2018 COMMUNITY HEALTH ASSESSMENT - OTHER INDICATORS
Cuyahoga County, Ohio

Indicator Name	Cuyahoga County	City of Cleveland	State of Ohio	United States
High School Graduation Rate	89.5%	81.0%	89.6%	87.4%
Percent of Total Residents Below Poverty	18.1%	35.0%	14.6%	14.0%
Homicide Rate (per 100,000 population)	14.2	28.3	6.5	6.1
Rate of Child Abuse & Neglect among Children (per 1,000 children)	7.3	13.9	N/A	9.1
Violent Crime Rate (per 100,000 pop.)	589.0	1631.3	290.0	NA
Rate of Gun-Related Deaths (per 100,000 population)	18.5	31.2	12.9	11.3
Rate of Drug-Induced Deaths (per 100,000 population)	44.9	73.8	N/A	16.3
Rate of Unintentional Opioid-Related Deaths (per 100,000 population)	38.2	61.8	32.9	13.3

Source: 2018 Cuyahoga County Community Health Assessment.

- Cuyahoga County rate of homicides, gun related deaths, drug induced deaths, and opioid related deaths is substantially higher than the US average.
- The City of Cleveland fares worse than the County, Ohio and the US on most indicator of well being, including a substantially higher rate of residents below poverty level, homicide rate, rate of child abuse and neglect, violent crime, rate of gun deaths, rate of drug induced deaths, and rate of opioid related deaths.

Demographic Trends

National Trends in Factors Driving Criminal Justice System

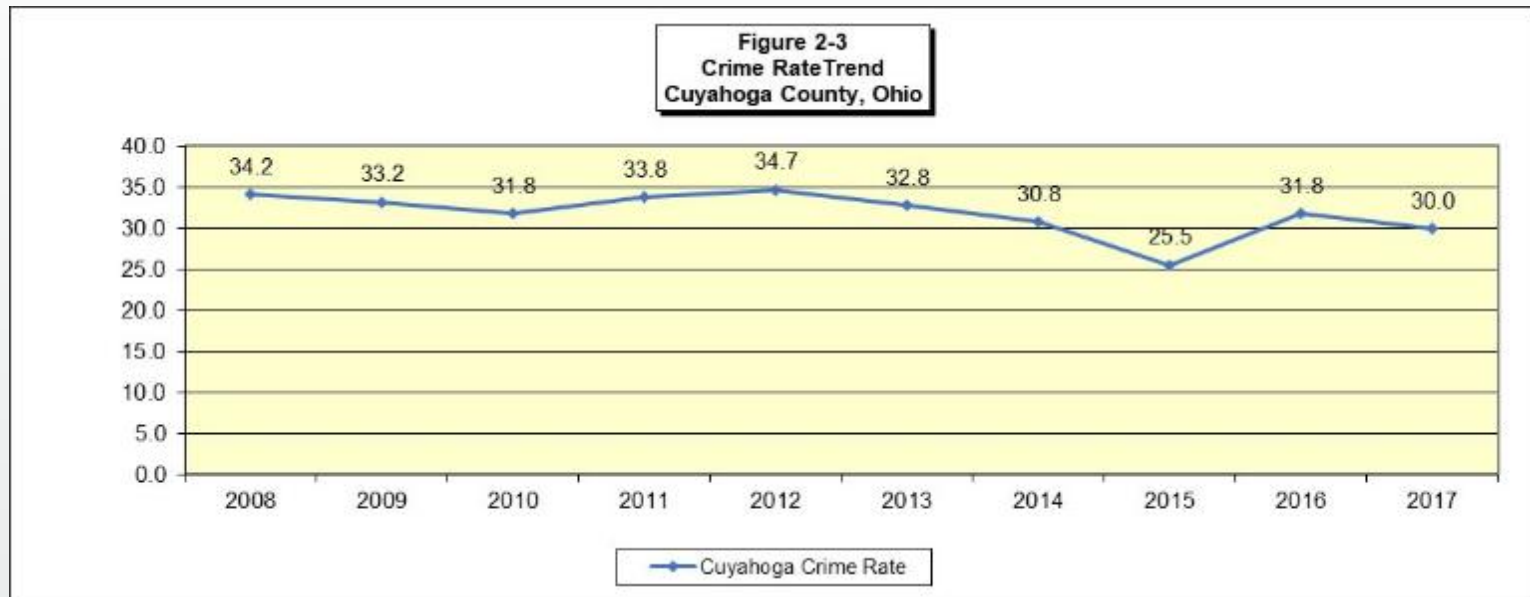
- **Social and Economic Factors**
 - Homelessness
 - Drug and Alcohol addiction
 - Mental Illness
 - Trauma
 - Domestic Violence
 - Poverty
 - Lack of Education
 - Unemployment
- **Crime and Arrest Rates**
- **Bail, Probation and Parole Practices**
- **Population and Demographic Trends**
- **Law Enforcement, Prosecution, Judicial and Probation/Parole Policies and Practices**
- **Racial and Ethnic Disparities**
- **Continuum of Supervision and Alternatives to Incarceration**
- **Availability of Community Based Treatment and Rehabilitative Programs (Mental Health, Substance Abuse, Employment, Housing)**
- **Sentencing Statutes and Guidelines**
- **Rehabilitative Programming During Incarceration**
- **Transition and Re Entry Services Available in the Community After Incarceration**
- **Recidivism Rates**

List of Community Partners and Allied Agency Interviews

- Front Line Services
- Public Library/ASPIRE
- Oriana House
- Ohio Guidestone
- St. Vincent Charity
- Board of Developmental Disabilities
- Bellfaire
- ADAMHS Board
- CHAP/Medworks
- Toward Employment
- Mom's First
- DHHS
 - Homeless Services
 - Job and Family Services
 - Reentry Services
 - Research and Evaluation
- Recovery Resources
- Center for Families and Children
- TASC (Treatment Alternatives to Street Crime)
- Metro Health
- Addiction Recovery Advocacy Group

Crime and Arrest Trends

Crime Trends – Cuyahoga County

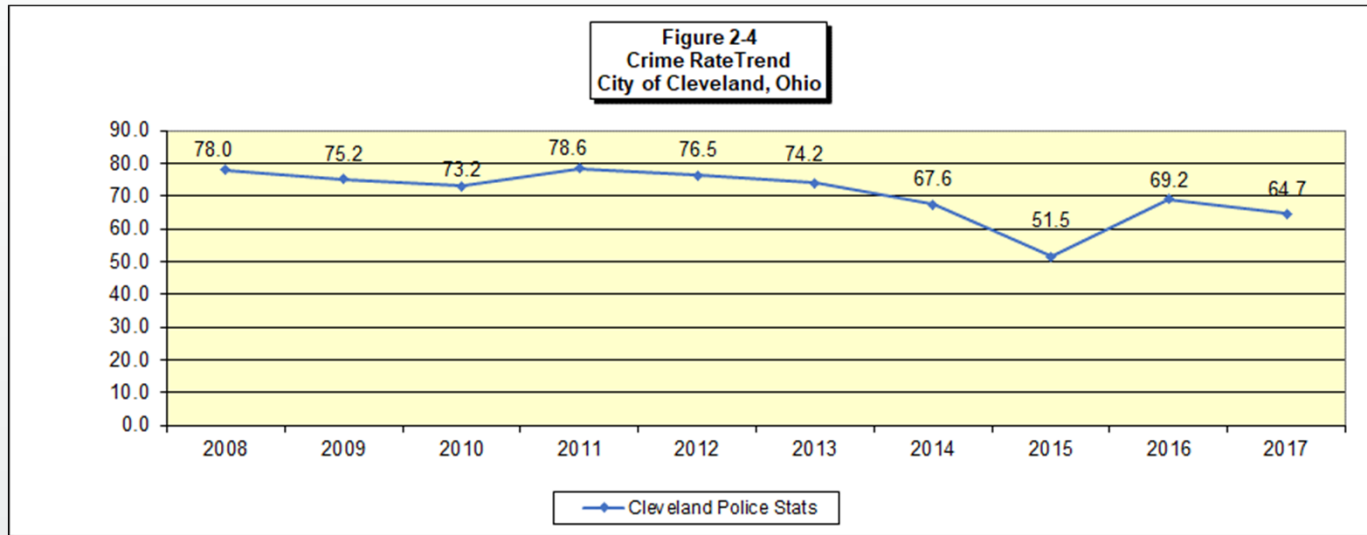


Source: Ohio Office of Criminal Justice Services & Ohio Development Services Agency.

- The **Crime Rate** is reported Part I Crimes per 1,000 population. Reported Part I Crimes include murder, forcible rape, robbery, aggravated assault, burglary, larceny-theft, motor vehicle theft and arson.
- Total Reported **Part I Crime in Cuyahoga County decreased by 16.5% from 2008 to 2017**, peaking at 44,128 reported crimes in 2008 and dropping to 36,850 reported crimes in 2017.
- The **Part I Crime Rate decreased by 12.3% during the period**, peaking at 34.7 in 2012.
- The **Cuyahoga County Part I Crime Rate was 18.6% higher than the State of Ohio Crime Rate in 2017**.

Crime and Arrest Trends

Crime Trends – City of Cleveland

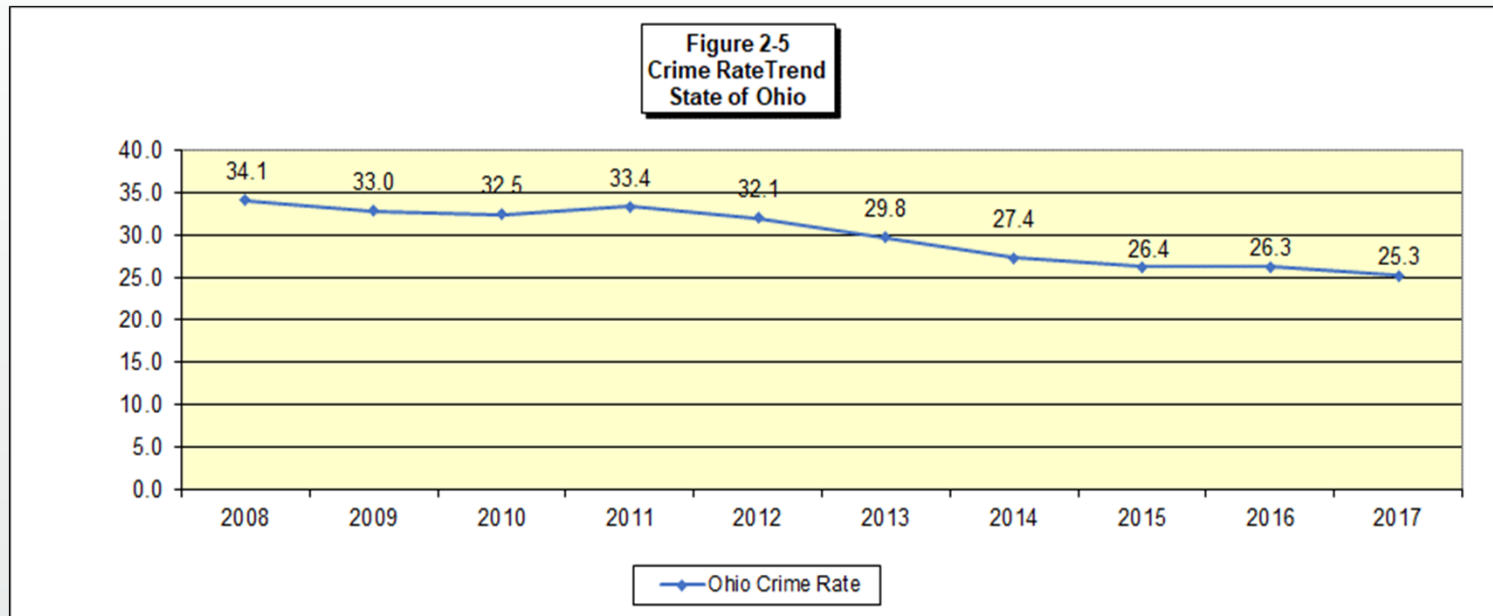


Source: Ohio Office of Criminal Justice Services & Ohio Development Services Agency.

- Total **City of Cleveland Reported Part I Crime decreased by 21.7% from 2008 to 2017**, peaking at 31,845 in 2008 and dropping to 24,943 in 2017.
- The **Part I Crime Rate decreased by 17.1% during the period**, peaking at 78.6 reported crimes per 1,000 population in 2011, dropping to 64.7 in 2017.
- **In 2017, the City of Cleveland represented 31.4% of the total Cuyahoga County Population and accounted for 67.7% of all Crime Index Offenses.**
- The **Crime Rate in the City of Cleveland in 2017 (64.7) is substantially higher than the crime rates in Cuyahoga County (30.0), the State of Ohio (25.3), and the United States (28.4).**
- NOTE: Data discrepancy between this source and Cleveland Division of Police Services (2017 City source 31,271 reported crimes, this source 24,943 reported crime.)

Crime and Arrest Trends

Crime Trends – State of Ohio

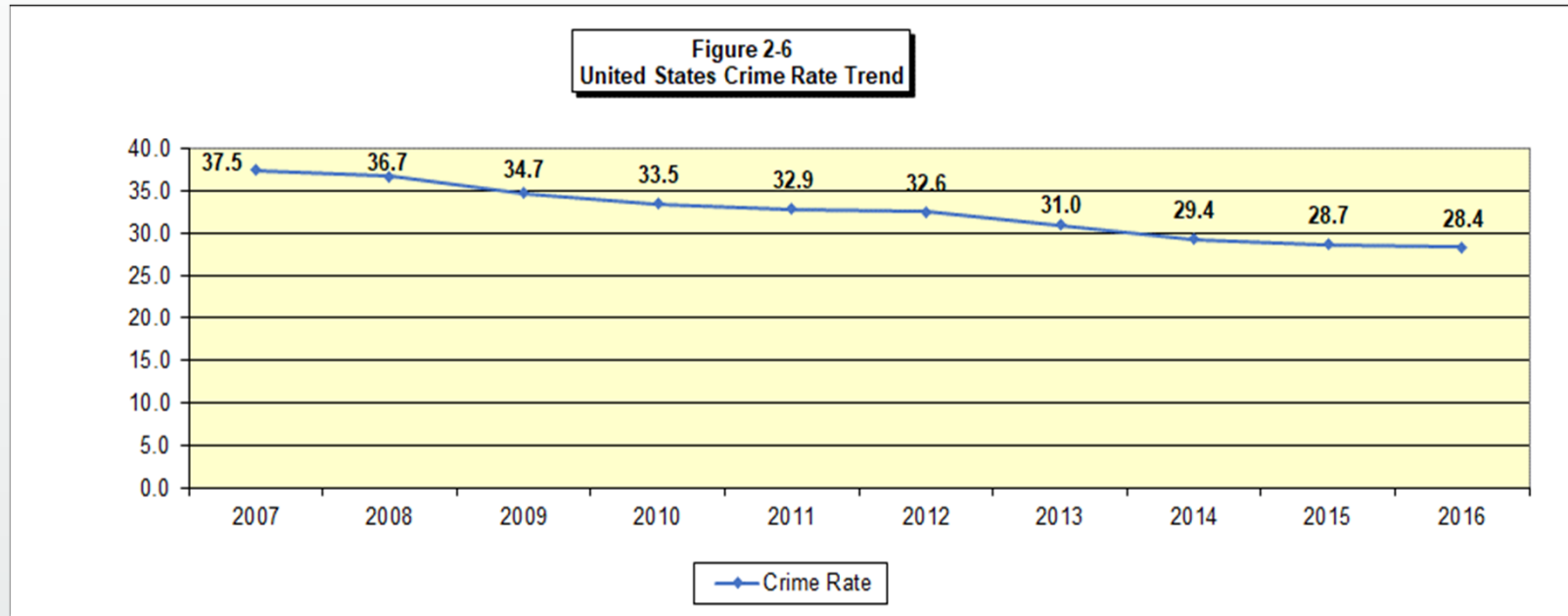


Source: Ohio Office of Criminal Justice Services & Ohio Development Services Agency.

- **Total State of Ohio Reported Part I Crimes decreased by 25.7% from 2008 to 2017**, peaking at 392,919 in 2008, and dropping to 292,030 by 2017.
- **The Ohio Part I Crime Rate decreased by 25.8% during the period**, peaking at 34.1 reported crimes per 1,000 population in 2008, dropping to 25.3 in 2017.

Crime and Arrest Trends

Crime Trends- United States



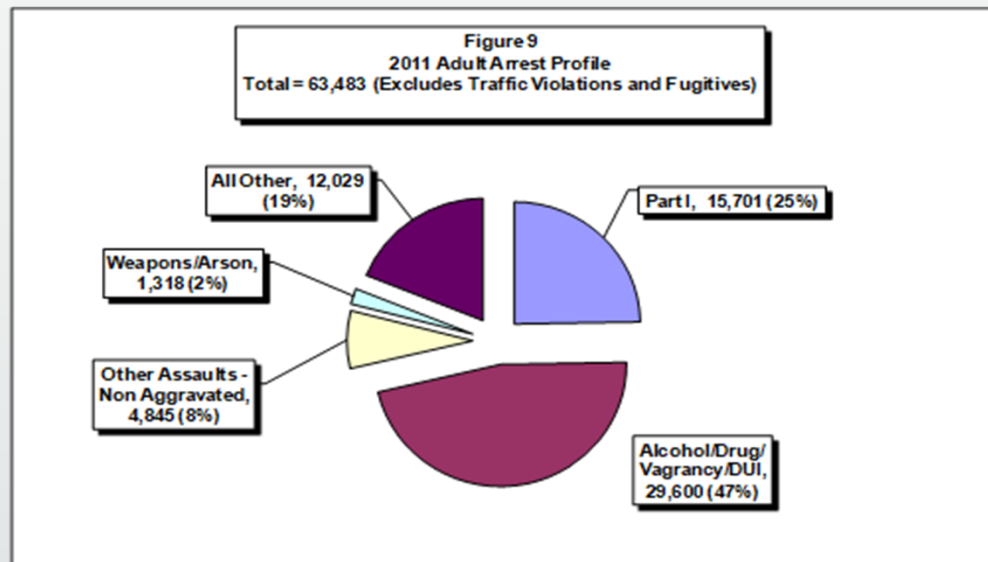
Source: FBI Criminal Justice Information Services Division & US Census.

- **Total reported Part I Crime in the United States decreased by 18.9% from 2007 to 2016**, peaking at 11,305,182 in 2007, and dropping to 9,167,220 by 2016.
- **The Part I Crime Rate in the United States decreased by 24.3% during the period**, peaking at 37.5 Reported Part I Crimes per 1,000 US population in 2007 and dropping to 28.4 by 2016.

Crime and Arrest Trends

Cuyahoga County Arrest Trends and Profile - Not Available

- 24 out of 58 arresting agencies (59%) do not report arrests to the Ohio UCR/NIBRS data base (OIBRS) as a result it was not possible to develop an analysis of basis for arrest – which in turn impacts the jail population.
- Based on 35+ years in working with urban jurisdictions, the following is typical of what the arrest profile could be:



Notes:

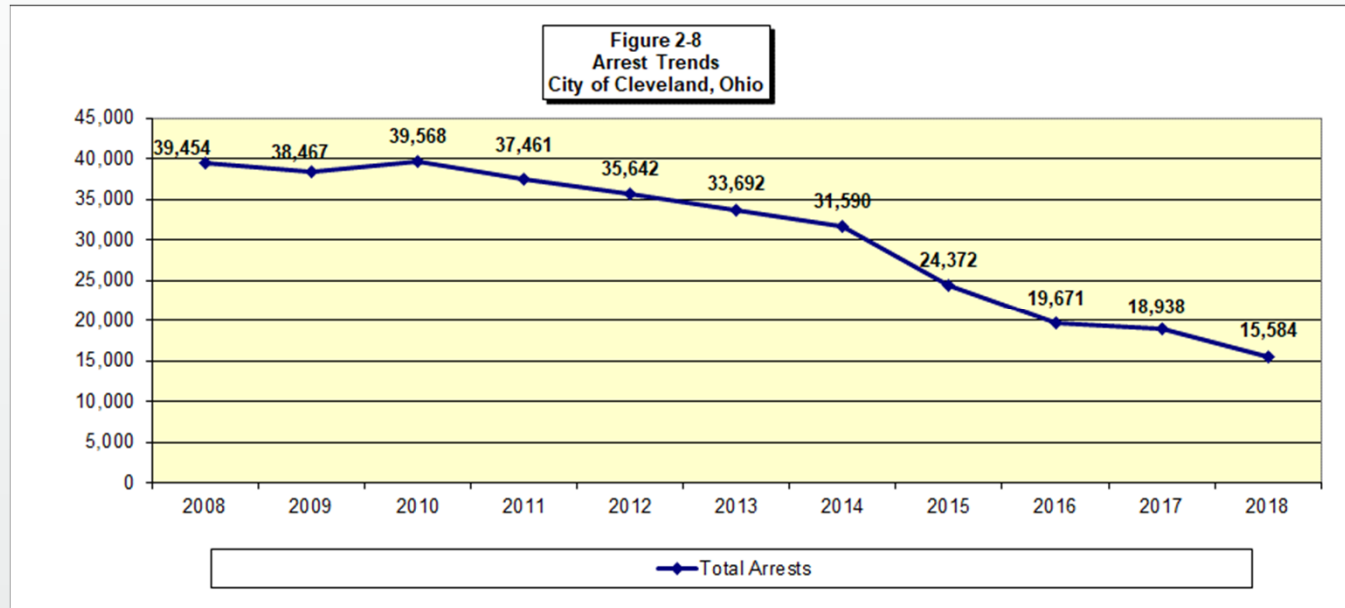
1. Part I Arrests Include: Murder, Manslaughter, Rape, Robbery, Aggravated Assault, Burglary, Theft, and Auto Theft.
2. Alcohol/Drug/Vagrancy/DUI Arrests Include: Forgery & Counterfeiting, Fraud, Embezzlement, Vandalism, Prostitution & Commercialized Vice, Narcotics, Gambling, DUI, Liquor Laws, Drunkenness, Disorderly Conduct, and Vagrancy.

- **In this example:**

- ❑ The majority (47%) of adult arrests were for offenses including alcohol, drugs, vagrancy, DUI, Disorderly Conduct, Vandalism, Prostitution, Drunkenness, Narcotics, Gambling and other non-violent offenses.
- ❑ Arrests for serious Part I crimes represent only 25% of all adult arrests.

Crime and Arrest Trends

Arrest Trends – City of Cleveland

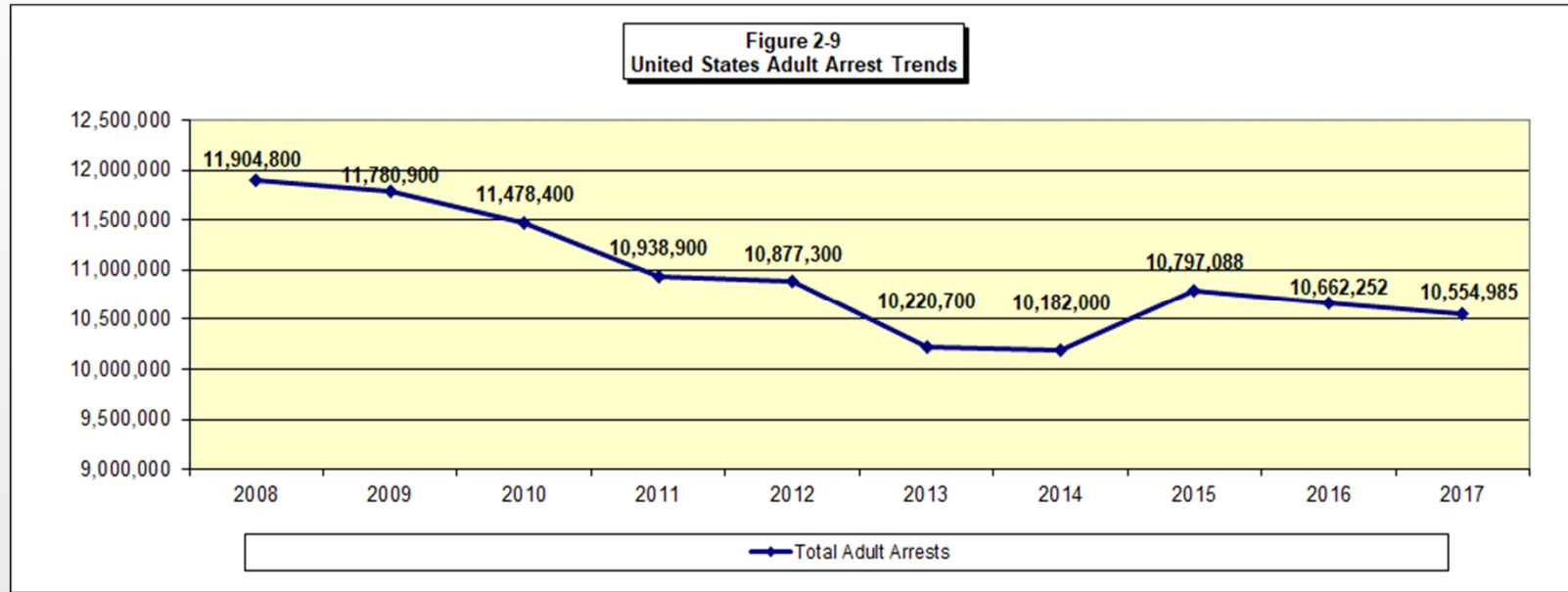


Source: City of Cleveland Police Services.

- **Total Arrests in the City of Cleveland decreased by 60.5% between 2008 and 2018.**
- The **City of Cleveland Arrest Rate in 2017 was 49.1 arrests per 1,000 population**, higher than the United States Arrest Rate of 41.9 in 2017.
- **In 2005 the City of Cleveland Police Department initiated a Crisis Intervention Team (CIT). Historical data shows a 300% increase in encounters between 2014 and 2018** CIT (336 in 2014 increasing to 1,346 in 2018). Further information indicates that **41% of CIT encounters were with individuals with mental illness, and most (75%) are taken to a hospital and not arrested.** Many of the persons encountered by CIT have been seen by ADAMHS Board providers before and after the encounter. Schizophrenia at 31% was the largest category of mental health diagnosis for persons encountered by CIT.

Crime and Arrest Trends

Arrest Trends – United States



Source: FBI Criminal Justice Information Services Division & US Census.

- **Total Adult Arrests decreased by 11.3% from 2007 to 2016**, peaking at 11,904,800 in 2008 and dropping to 10,554,985 total arrests in 2017.
- **The Total Adult Arrest Rate (all Part I and Part II arrests per 1,000 population) decreased by 19.1%**, peaking at 51.8 arrests per 1,000 population in 2008 and dropping to 41.9 in 2017.

Court Trends Impacting the Jail Population

Prosecutor's Office Diversion Trends

Table 2-4 Alternative and Diversion Programs and Services (Annual Case Data 2008-2018) Cuyahoga County, Ohio												
	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	% CHANGE
Admitted	603	628	463	489	423	525	528	498	600	497	517	-14%
Completed	422	409	423	352	335	251	351	345	346	330	242	-43%
Revoked	188	193	170	183	46	265	142	105	189	41	52	-72%

Note: Two staff assigned.

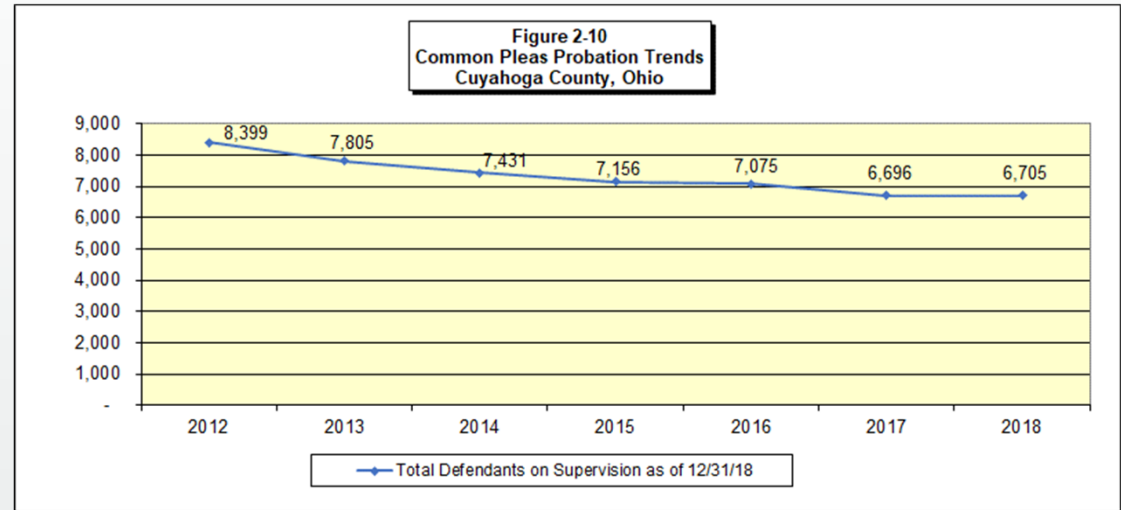
Source: Cuyahoga County Prosecutors Office.

- The Cuyahoga County Prosecutor's Office has statutory authority to operate a diversion program.
- The CCPO's Diversion Program is a first-time offender program for defendants charged with non-drug, non-violent offenses. There has been a 14% decrease in the number of individuals admitted into the program, and a 43% decrease in individuals completing the program.
- Applicants can have no prior felony conviction, and must admit guilt and plead guilty. The case is stayed pending successful completion of the program, which is supervised by Common Pleas Probation Pre-Trial Services. Requirements are :
 - Bimonthly reporting for up to one year
 - Drug testing
 - 50 hours of community service
 - Full payment of restitution
- Criminal case is dismissed and record is expunged after successful completion.

Court Trends Impacting the Jail Population

Probation Trends – Cuyahoga County Court of Common Pleas

- *The number of defendants on probation at year end decreased by 20% between 2012 and 2018.*
- The Probation Department uses the Ohio Risk Assessment System (ORAS) to assess risk and needs. All cases referred for PSI have an ORAS assessment completed, (roughly 83% of defendants on probation have an ORAS score).
- *Roughly one-third of defendants in 2018 scored at a low to moderate risk (predictive of recidivism), and one-third scored at extreme high or high risk.* In 2018 the highest level of conviction for defendants on probation (87%) was a felony.
- *The Probation Department does not maintain data on the number of inmates that have a technical violation of probation.*



Source: Cuyahoga County Court of Common Pleas Annual Reports 2012 to 2018.

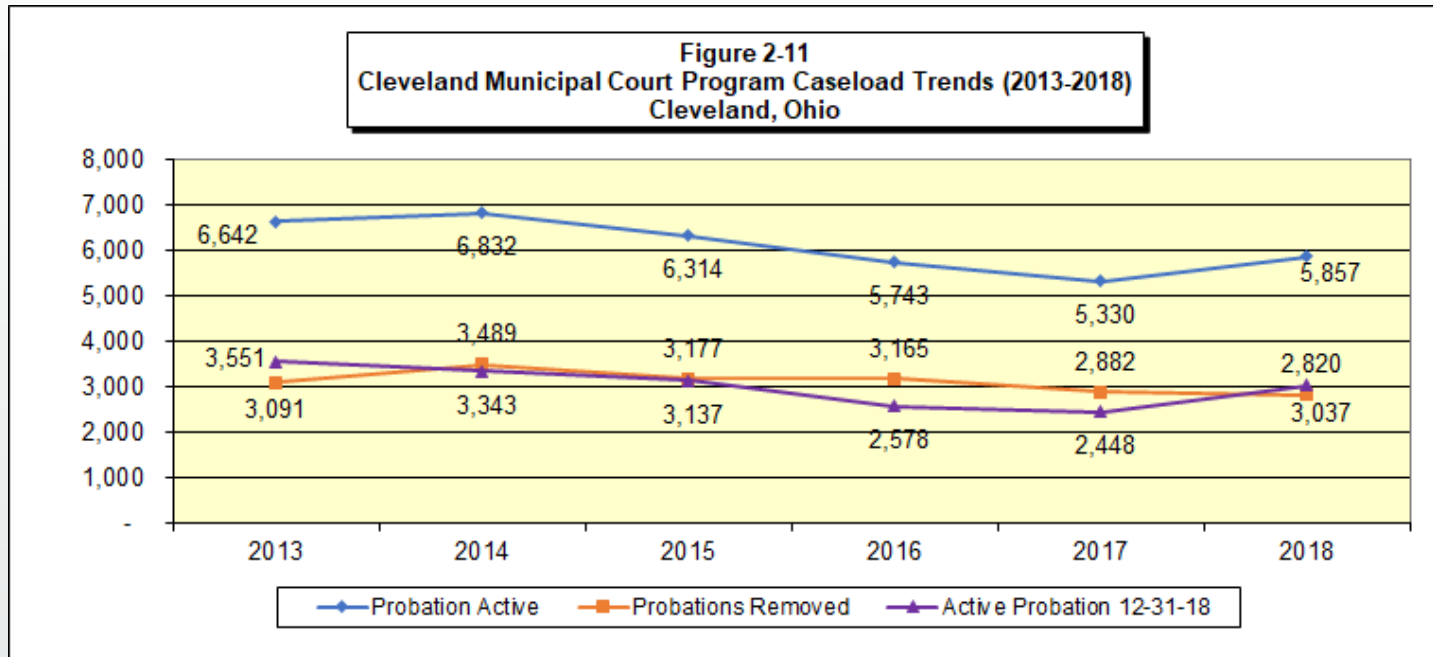
**Table 2-5
Ohio Risk Assessment System (ORAS) - 2018
Cuyahoga County, Ohio**

Extreme High	High	Moderate	Low Moderate	Low	Total
89	1,413	2,400	389	1,228	5,519
2%	26%	43%	7%	22%	100%

Source: Cuyahoga County Court of Common Pleas Annual Reports 2014-2018.

Court Trends Impacting the Jail Population

Probation Trends – Cleveland Municipal Court



Source: Cleveland Municipal Court Probation Department.

- Active *probation cases (new cases)* in the Cleveland Municipal Court decreased by 12% between 2013 and 2018.
- Active probation cases on December 31st of each year decreased by 14.5% between 2013 and 2018.
- The Cleveland Municipal Court Probation Department does not maintain data on technical violation of probation.

Court Trends Impacting the Jail Population

Probation Caseloads – Cleveland Municipal Court

Table 2-6 Probation Caseload Referrals Cuyahoga County, Ohio						
	2013	2014	2015	2016	2017	2018
AANA/CA	1,400	1,221	900	587	454	421
Court Community Service	963	950	469	454	362	371
CCW	30	8	2	5	7	6
DIET (Grant)	360	253	342	180	300	251
Dove Batter's Program (Grant)	22	18	0	0	0	0
DUI/ATJ	776	700	538	552	464	474
Home Detentions	23	61	31	42	27	42
Interlock	81	39	26	19	26	21
Shoplifters Alternative	208	203	249	108	72	57
SCRM/EM	0	0	72	63	101	142
TOTAL	3,863	3,453	2,629	2,010	1,813	1,785

Source: Cleveland Municipal Court Probation Department.

- The Cleveland Municipal Court *probation caseload referral to various programs and supervision services decreased by 54% between 2013 and 2018.*

Court Trends Impacting the Jail Population

Common Pleas Mental Health/Developmental Disability Court Trends

Table 2-7 Mental Health/Developmental Disabilities							
	2013	2014	2015	2016	2017	2018	% Change
New Individuals Identified as MH/DD Court Eligible*	862	-	794	605	389	746	-13%
Offenders Assigned to Supervision	611	413	442	353	456	515	-16%
MH/DD Supervision Caseload Year End	-	750	700	652	618	609	-19%
Completed/Terminated from Supervision	-	-	-	467	446	455	-3%

*Statistics reflect new intakes only; excludes ongoing or reassigned caseload
Source: Cuyahoga County Court of Common Pleas Annual Reports 2013-2018.

- **Identification, assignment and supervision caseloads in the MH/DD Court decreased between 2013 and 2018.**
- **Criteria for MH/DD court referral is limited to active psychosis or IQ below 75.**
- 2018 MH/DD Court participation data indicates:
 - 74% of MH/DD participants were diverted at arraignment or transferred
 - 85% had a felony as highest level of conviction
 - 36% were assessed with developmental disabilities
 - 73% terminated successfully (no jail or prison time)
 - 45% of MH/DD court hearings are violation hearings
- **In 2018 only 746 individuals (out of 31,776 +/- admissions & an ADP of 2,343) were identified for MH/DD court,** although national data suggest that anywhere from 15% to 40% of incarcerated persons have a serious mental illness.

Court Trends Impacting the Jail Population

Common Pleas Drug Court/Recovery Court Trends

Table 2-8 Drug/Recovery Court							
	2013	2014	2015	2016	2017	2018	% Change
Defendants Screened for Eligibility	118	229	228	225	261	315	167%
Formally Placed Into Drug Court	87	114	76	57	127	107	23%
Formally Placed Into Recovery Court	-	-	74	63	75	65	-12%
Participants Graduated From Program	54	59	39	55	64	65	20.4%

Source: Cuyahoga County Court of Common Pleas Annual Reports 2013-2018.

- The majority of drug court participants (75%) are opiate dependent.
- In 2015 Drug Court was expanded to include Recovery Court, a second track that deals not only with drug and alcohol addiction, but trauma related to mental health issues. In 2018 42 defendants graduated from Recovery Court (only year data was reported).
- Only 315 participants were screened for eligibility for the Drug/Recovery Court, although national statistics would suggest that 60% to 80% of incarcerated persons have a history of substance use disorders.

Court Trends Impacting the Jail Population

Common Pleas Veteran's Court Trends

Table 2-9 Veteran's Court							
	2013	2014	2015	2016	2017	2018	% Change
Clients Entering Program	-	-	-	55	52	-	-5%

Source: Cuyahoga County Court of Common Pleas Annual Reports 2013-2018.

- The Veteran's Court was established as a specialized docket in 2015 to assist in rehabilitation of Veteran's involved in the criminal justice system. There are an estimated 80,000 Veteran's in Cuyahoga County, and the Sheriff's Department indicated that 550 Veteran's were booked into the jail in 2017. No client data was provided in the 2018 annual report.

Common Pleas Re-Entry Court Trends

Table 2-10 Re-Entry Recovery Court							
	2013	2014	2015	2016	2017	2018	% Change
Referred to Court	1032	-	1627	1587	-	-	54%

Source: Cuyahoga County Court of Common Pleas Annual Reports 2013-2018.

- The Re-Entry Court was established in 2007 as a specialized docket to address the needs of offenders returning from state prison back to the community. According to data provided by the Re Entry Court in 2018, 92% of defendants in the program did not return to prison within three years.
- Data that is reported only shows the number referred to the Re-Entry Court, not actual number of participants.

Court Trends Impacting the Jail Population

Common Pleas-Electronic Monitoring Trends

Table 2-11 Court of Common Pleas Electronic Monitoring Trends						
	2014	2015	2016	2017	2018	% Change
Placed on GPS and/or Alcohol Monitor	103	537	1151	1297	1230	1094%
Successful Completion		70%	85%	89%	81%	

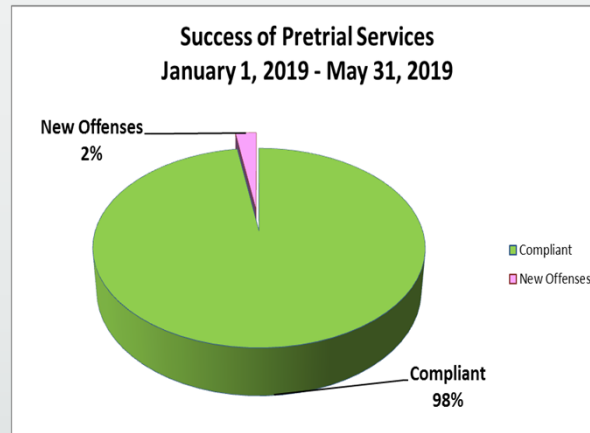
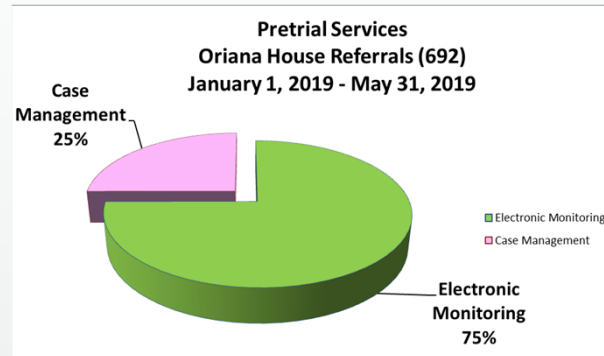
Source: Cuyahoga County Court of Common Pleas Annual Reports 2014-2018.

- In 2014 the Court of Common Pleas and Sheriff's Department initiated GPS and Alcohol monitoring as an alternative to incarceration.
- In 2018 approximately 976 offenders were monitored on GPS. Roughly 60% were on Court Supervised Release (awaiting trial) and 40% were monitored as a condition of Community Control Sanction (condition of sentence). In 2018 81% of offenders successfully completed the terms of supervision, and 10% were unsuccessfully terminated due to non compliance with the program.
- The Cuyahoga County Sheriff's Office provides the monitoring equipment and surveillance of the program. Defendants are charged \$8 per day for the GPS monitor and \$10 per day for the alcohol monitor, and \$10 per day if both GPS and alcohol monitor.

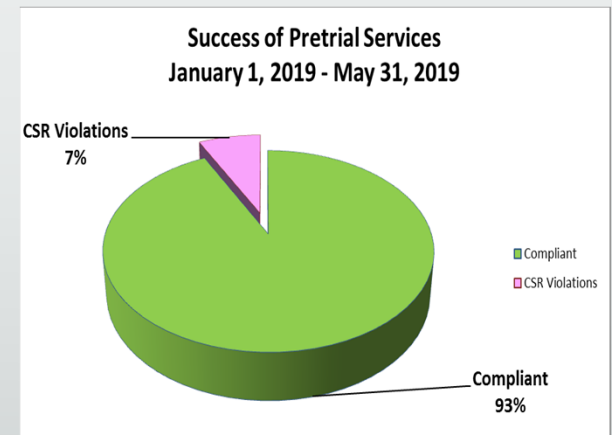
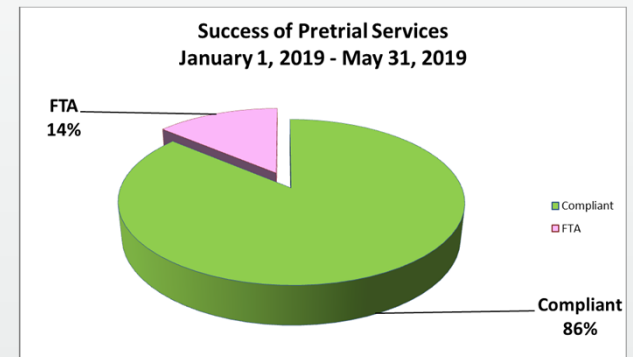
Court Trends Impacting the Jail Population

Cleveland Municipal Court – Pretrial Services Diversion

- Relatively new initiative **January 2019 – May 2019 data**
- **692 Defendants placed on Court Supervised Release**
 - **515 (75%) Electronic Monitoring Devices**, mostly GPS.
 - **177 (25%) case management supervision without device monitoring.**
- Measures of Success:
 - **Failure to appear rate** reduced from 42% before implementation to **14% year to date**;
 - **Only 7% (51) defendants** out of 692 had **warrants issued for non-compliance**
 - **Only 2% (7) defendants** out of 692 were **arrested for new offense**



Source: Cleveland Municipal Court Pretrial Services, 2019.

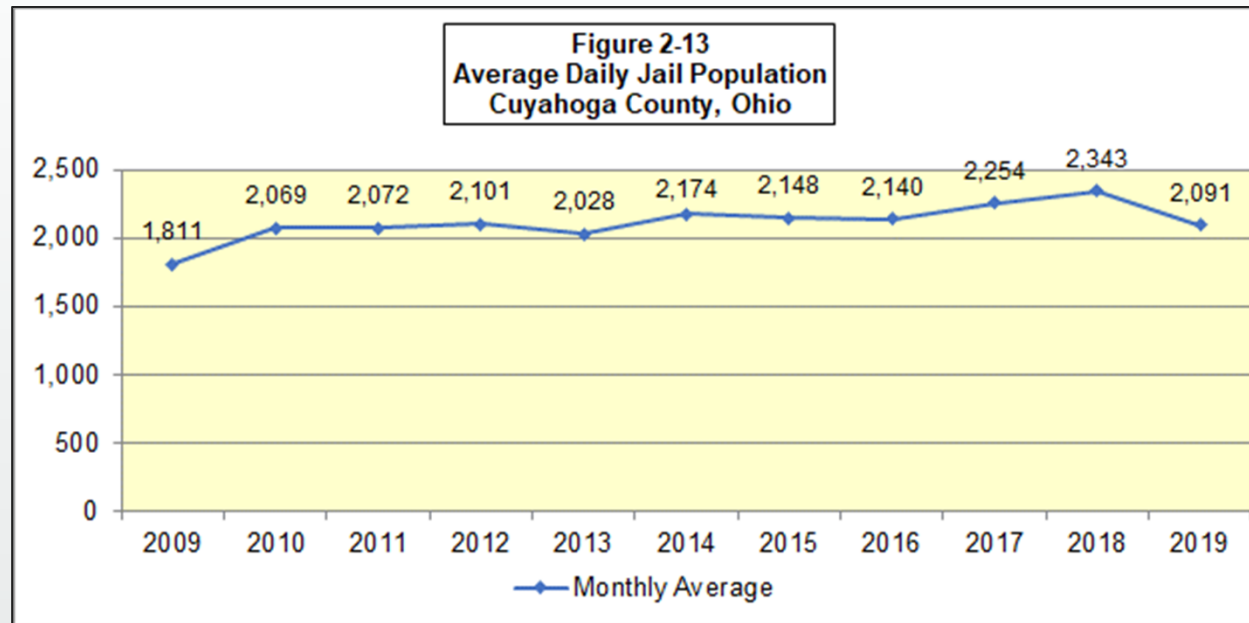


Court Trends Impacting the Jail Population

Common Pleas Bond Profile

- *Data Pending*

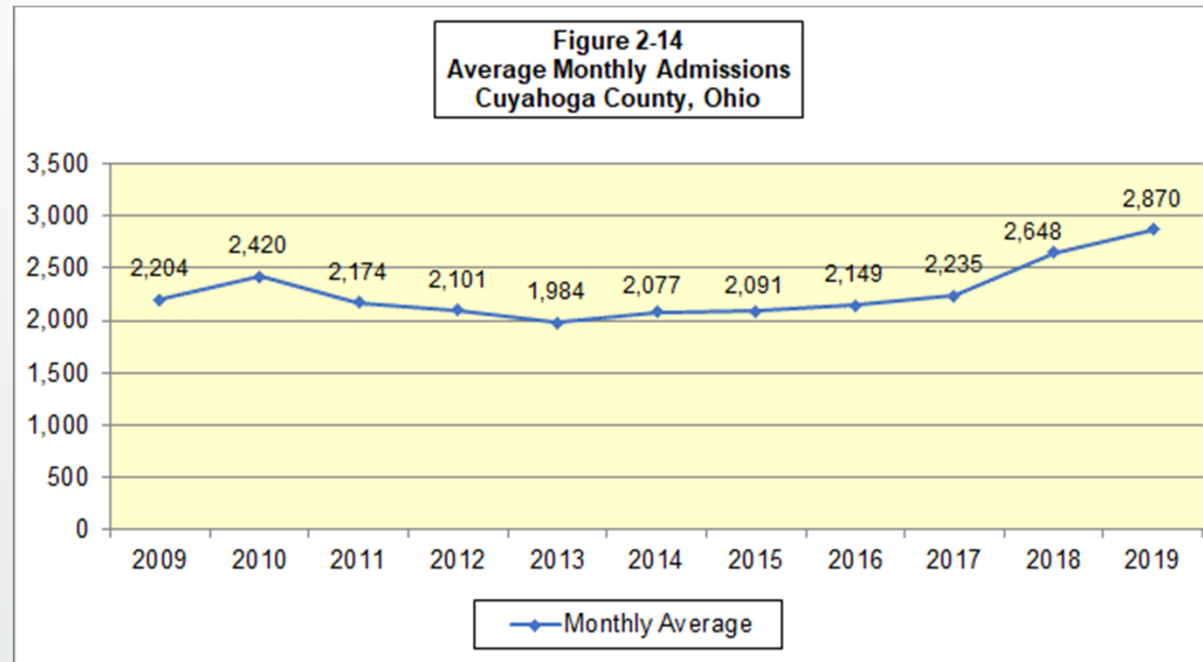
Average Daily Jail Population



Source: Cuyahoga County IT Department.

- The total percentage **increase in Average Daily Population (ADP) during the 11-year period was 15.5%**; actual number increase was 280.
- **ADP peaked** at a monthly average of **2,343 in 2018**, which was a 29% increase over the 2009 ADP.
- The **City of Cleveland had 240 inmates in jail when they negotiated the move to the Cuyahoga County Detention Center**. The City of Cleveland **current inmate average daily population is 115**.

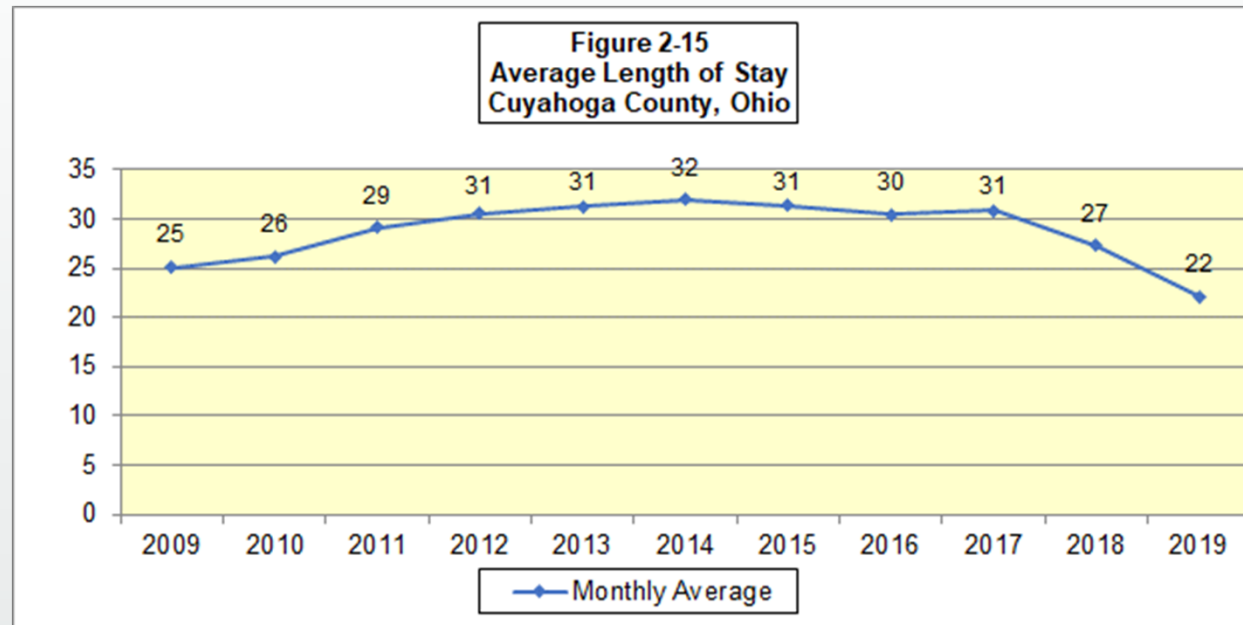
Average Monthly Admissions



Source: Cuyahoga County IT Department.

- The total **percentage increase in admissions (ADM) during the 11-year period was 30.2%**; actual number increase was 666.
- Admissions **peaked at a monthly average of 2,870** in 2019.
- **Between 2016 and 2019 average monthly admissions increased by 34%.**

Average Length of Stay



Source: Cuyahoga County IT Department.

- The total **percentage decrease in average length (ALOS) of stay during the 11-year period was 12%**; actual number increase was 3 days.
- **Average length of stay peaked at a monthly average of 32 days** in 2014.
- The 2017 national average length of stay in all US jails was 26 days. (Jail Inmates in 2017 - published April 25, 2019 by Bureau of Justice Statistics).

Inmate Profile

Based on a snap shot profile of the offender population in jail on December 31, 2018:

- A total of **87% of the population was Male**.
- Approximately **69% of the jail population was African American**, compared to 29.7% of the general population that is African American.
- The **age group - 25 to 34** represented approximately **36% of the population**.
- Roughly **one-third (31%) of the population was housed for 100 days or more**.
- There were a total of **71 different arresting agencies**.
- The **Cleveland Division of Police (32.7%)** and **Cuyahoga County Sheriff's Department (28.5%)** were the **arresting agencies for over 60% of the population**.
- Based on a snapshot of population on July 31, 2019 (ADP 2,282) **22.3% of the defendants in jail were detained for Felony 4 or Felony 5 offenses**.

Table 2-13 INMATE PROFILE (December 31, 2018) Cuyahoga County, Ohio		
	Number	Percent
SEX		
> Male	1,862	87.0%
> Female	278	13.0%
TOTAL	2,140	100.0%
RACE		
> African American	1,474	68.9%
> Caucasian	545	25.5%
> Hispanic	79	3.7%
> Other	39	1.8%
> Asian	2	0.1%
> Native American	1	0.0%
TOTAL	2,140	100.0%
Age:		
>18	14	0.7%
>18 - 24	442	20.7%
>25 - 34	762	35.6%
>35 - 44	474	22.1%
>45 - 54	285	13.3%
>55 and older	163	7.6%
TOTAL	2,140	100.0%
LENGTH OF STAY		
> Less than 1 Day	60	2.8%
>1 to 7 Days	242	11.3%
>8 to 14 Days	179	8.4%
>15 to 28 Days	248	11.6%
>29 to 59 Days	410	19.2%
>60 to 99 Days	347	16.2%
>100 Days or More	654	30.6%
TOTAL	2,140	100.0%
ARRESTING AGENCY		
> Cleveland	699	32.7%
> Cuyahoga County Sheriff's Department	609	28.5%
> Parma	52	2.4%
> Euclid	49	2.3%
> East Cleveland	44	2.1%
> Lakewood	42	2.0%
> Cuyahoga Metropolitan Housing Authority	39	1.8%
> State of Ohio	33	1.5%
> U.S. Federal	31	1.4%
> All Other Agencies	394	18.4%
> No Arresting Agency Listed	148	6.9%
TOTAL	2,140	100.0%

Source: Cuyahoga County IT Department.

Inmate Profile – Sentenced vs Pre-Trial and Case Type

Table 2-14 INMATE PROFILE Sentenced/Pretrial & Case Type (June 1, 2019) Cuyahoga County, Ohio		
	Number	Percent
Sentenced/Pretrial:		
> Either (P/S)	89	3.9%
> Neither	92	4.0%
> Pretrial	1,393	61.3%
> Sentenced	698	30.7%
Total	2,272	100.0%
Case Type:		
> Felony	1,850	81.4%
> Misdemeanor	256	11.3%
> Undetermined	166	7.3%
Total	2,272	100.0%

Source: Cuyahoga County IT Department.

- The percentage of pretrial offenders (61.3%) is slightly lower than the 2017 National average of 65% (Jail Inmates in 2017 - US Department of Justice). This could be due to some pretrial offenders being in the categories shown in Table 2-16 as Either or Neither.
- **Over 81% of the inmate population was detained on felony charges.**
- Based on a review of prisoner codes Probation Capias or Probation Warrant in the jail between July 11th and 14th, 2019 a total of **7% of the offenders in the jail were detained for technical violation of probation.** This tracks with Common Pleas Court monitoring of jail bed utilization for technical violation of probation, which was 8% of beds utilized by the Court of Common Pleas in the first half of 2019. **Defendants released on technical violation of probation had an average length of stay of 10 to 12 days, compared with 5 to 7 days without a probation violation capias or warrant.**

Inmate Offense Profile

Table 2-15 INMATE OFFENSE PROFILE (June 26, 2019) Cuyahoga County, Ohio		
	Number	Percent
OFFENSE TYPE		
> Violent Offenses	839	39.0%
> Sex Offenses	98	4.6%
> Drug Offenses	191	8.9%
> Property Offenses	244	11.3%
> DUI	41	1.9%
> Domestic Violence	133	6.2%
> Probation Violation	175	8.1%
> All Other Offenses	431	20.0%
TOTAL	2,152	100.0%
<i>Source: Cuyahoga County IT Department.</i>		

- Based on the June 26, 2019 snap shot of the jail population roughly 40% of the offenders in the jail are held for violent offenses. Violent offenses include murder, manslaughter, assault, aggravated arson, robbery, burglary, and kidnapping.
- Other offenses (20%) include phone harassment, carrying concealed weapon, failure to comply with order, obstructing justice, interference with custody, conspiracy, and possession of criminal tools.
- Probation violation (8.1%) represents violations with no new charges listed.

Inmate Bond Profile

Based on a study conducted by the Pretrial Justice Institute in 2017:

- **25% of the felony pretrial population in jail remained detained throughout the pretrial period, with an average length of stay in jail of 104 days.** Of the 75% that were released, whether by financial or non-financial means, the **average length of stay was 17 days.**
- **38% of the jail population that was released on personal bond spent more than a week** in jail before being released.
- **28% of those with a bond of \$5,000 or less never posted it** and remained detained throughout the pretrial period.
- The same study indicated that **defendants released on PR bonds had the lowest failure to appear rate at 12%**

Table 2-16 INMATE PROFILE BOND AMOUNT (June 1, 2019) Cuyahoga County, Ohio		
	Number	Percent
Bond Amount:		
> \$1,000 or Less	44	0.9%
> \$1,001 - \$4,999	200	4.2%
> \$5,000 - \$9,999	203	4.2%
> \$10,000 - \$24,999	275	5.7%
> \$25,000 - \$49,999	165	3.4%
> \$50,000 - \$99,999	197	4.1%
> \$100,000 - \$499,999	177	3.7%
> \$500,000 - \$999,999	43	0.9%
> \$1,000,000 or Higher	77	1.6%
> Null or \$0 Bond	3,416	71.2%
> Sentenced		0.0%
Total	4,797	100.0%

Source: Cuyahoga County IT Department.

Note: Additional data pending re: bond amounts and length of stay in jail.

Cuyahoga County Detention Center Special Needs Population Profile

National Trends

- National data suggests the prevalence of mental illness in jail is as high as 65%, and individuals with serious mental illness in jail is anywhere from 15% to 40%.
- National data suggests the prevalence of substance use disorder in the jail population is as high as 70%, and that 63% to 83% of arrestees had drugs in their system at the time of arrest.
- National data confirm that three times as many people with serious mental illness are in jails and prisons than in hospitals.

- Based on a snapshot of the detention center population on **July 1st, 166 pretrial defendants and 56 sentenced inmates were flagged with mental health issues.** The **average length of stay of these 222 inmates was 94 days at the time of the snapshot.** This represents **only 10.6% of the population**, substantially lower than national data would suggest.
- **Metro Health initiated a more comprehensive screening for serious mental illness on all inmates booked into the jail as of July 12, 2019.** This should lead to more accurate information on the number of inmates booked into the jail with a serious mental illness – **and is anticipated to result in an increased demand for treatment.**
- The detention center **estimates that 77% of inmate population has a substance use disorder.**
- Per the Jail Housing Classification Plan **116 beds are identified as MH treatment** including step-down beds. This represents only **4.3% of the operational capacity** of the jail, **5.7% of the ODRC recommended rated capacity, or 5.5% of current ADP.**
- The Board of Developmental Disabilities collected data on all persons served between July 2016 and July 2017 and found that **1,087 individuals that were served by the DD Board had also been in the jail.**
- Jail Liaisons (6 agencies providers) work in the jail to identify and provide linkages for the mental health population. **Data collected in 2018 indicate that 503 new clients were identified, and the average case load for all agencies is 384 cases, or 16.4% of the 2018 average daily population.**
- In 2017 there were **56 pregnant females in the jail.**
- The detention center medical staff estimate that 2/3 of the jail population is on some form of medication.
- Data on individuals incarcerated (3) or more times during the period January 1, 2016 to December 31, 2017 reveals 5,486 unique individuals, which represents 10.5% of the admissions in 2016 & 2017.

Incarceration Rate Comparison

Table 2-17 INCARCERATION RATE COMPARISON Cuyahoga County, Ohio			
County	2018 Population	2019 ADP	Incarceration Rate
Cuyahoga	1,222,682	2,091	1.71
Franklin, Ohio	1,310,300	2,014	1.54
Hamilton, Ohio	816,684	1,524	1.87
Montgomery, Ohio ⁽¹⁾	532,331	807	1.52
Summit, Ohio ⁽¹⁾	541,918	674	1.24
Mecklenburg, NC	1,074,596	1,525	1.42
Cook, Illinois	5,180,493	5,837	1.13
Harris, Texas	4,698,619	8,073	1.72
Dallas, Texas	2,637,772	4,810	1.82
Bexar, Texas	1,986,049	3,958	1.99
Wayne, Michigan	1,753,893	1,689	0.96
Allegheny, Pennsylvania	1,218,452	2,259	1.85
Milwaukee, Wisconsin	948,201	885	0.93
Bergen, New Jersey	936,692	1,150	1.23
Denton, Texas	859,064	1,087	1.27
Comparative Average	1,749,647	2,592	1.46
<u>Notes:</u> (1) ADP is FY2018.			
<i>Source: Chinn Planning, Inc.</i>			

- The Cuyahoga County *incarceration rate is 17% higher than the group average.*



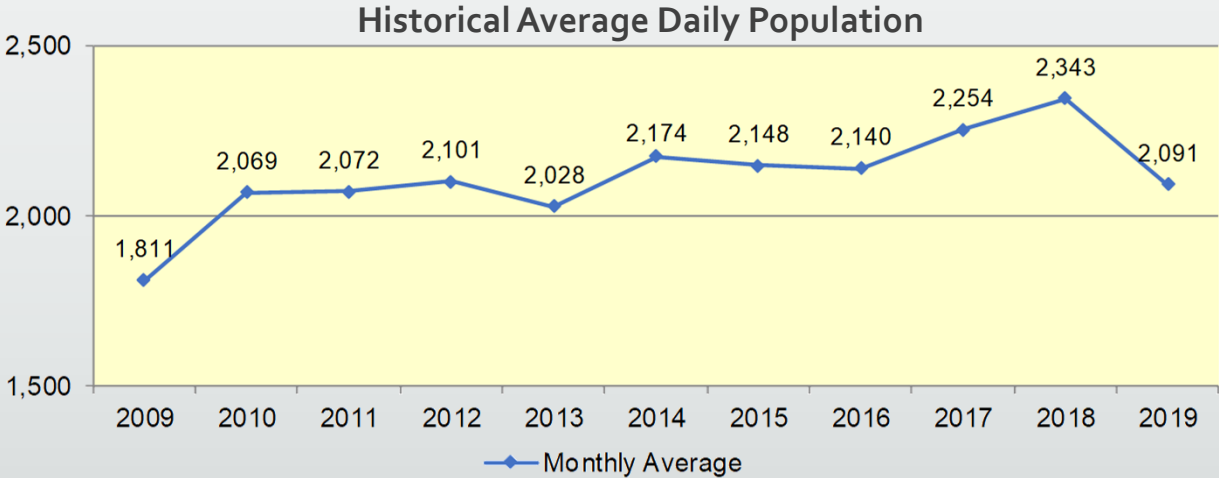
VIIC

Forecast of Future Detention Population Capacity Requirements

Jail Population Forecast

Baseline Forecast

- *Historical average daily population in the Cuyahoga County Detention Center was used to develop various forecast models.*
- *A factor of 10% is added to the baseline average daily population forecasts to account for peaks in population and additional capacity required for classification of inmates based on actual historic data comparing ADP to peak populations.*



Jail Population Forecast

High, Medium, Low Growth Scenario Forecast Models

- **High Growth Forecast Models:**

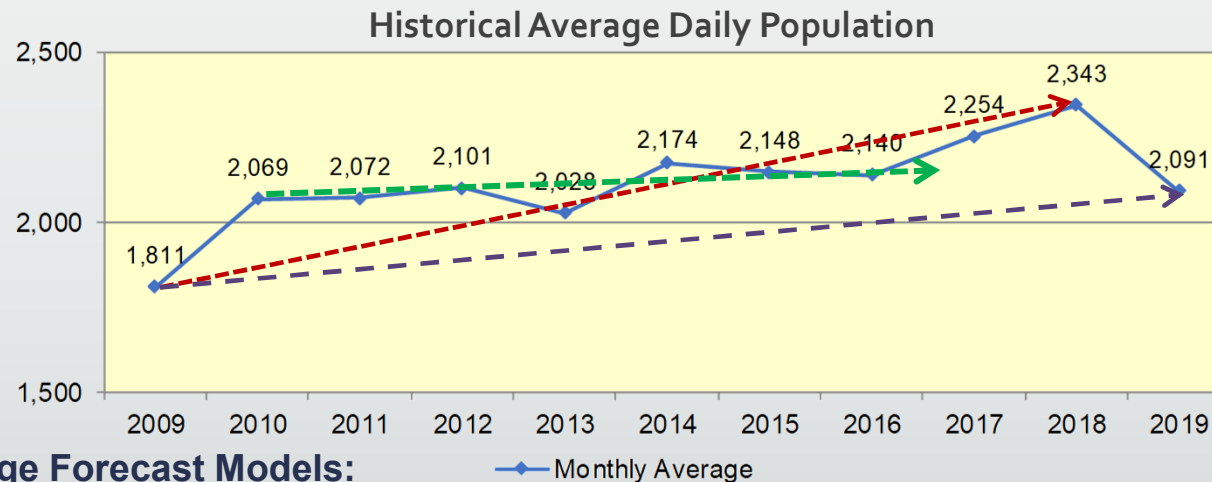
These models use **2009 to 2018 growth patterns, high incarceration rate (2018), and high 2018 average daily population of 2,343 inmates** as the base for the forecast.

- **Moderate Growth Forecast Models:**

These models use **2009 to 2019 moderate growth patterns, moderate incarceration rate (2019), and 2019 average daily population of 2,091 inmates** as the base for forecast.

- **Low Growth Forecast Models**

These models use **2010 to 2016 low growth patterns, 2010 to 2016 average incarceration rate of 1.67, and the 2010 to 2016 ADP of 2,105 inmates** as the base for forecast.



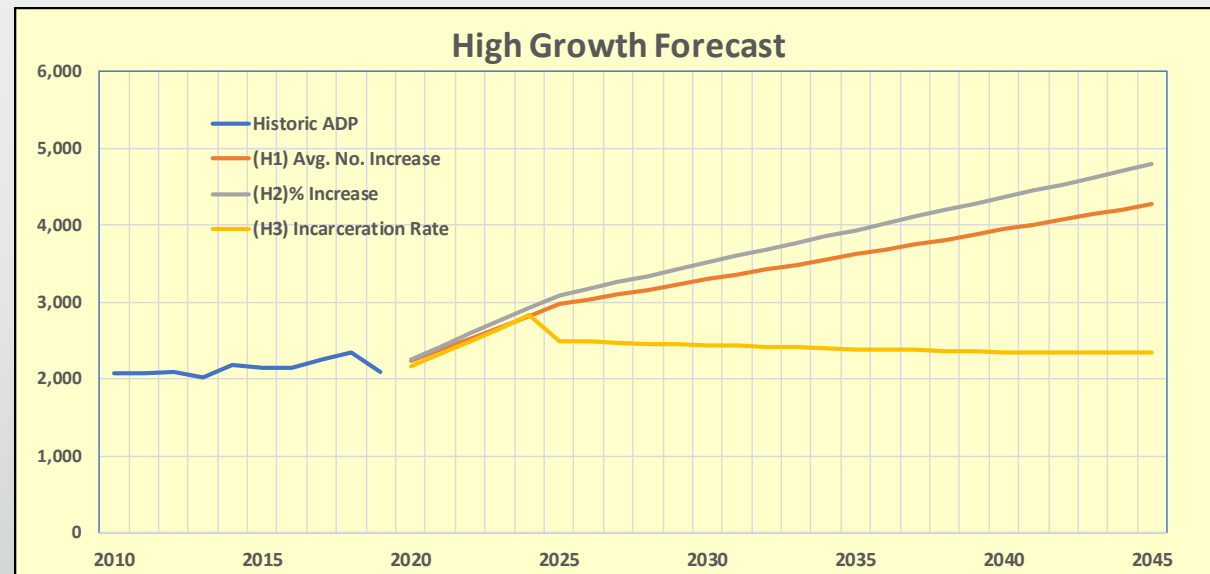
- **System Change Forecast Models:**

These models use **the low growth patterns of 2010 to 2016 and the 2010 to 2016 ADP of 2,105 as the base for forecasting**, but assume **10%, 15% or 20% reductions in ADP in the jail due to implementation of criminal justice system changes and alternatives to incarceration.**

Jail Population Forecast

High Growth Forecast Models:

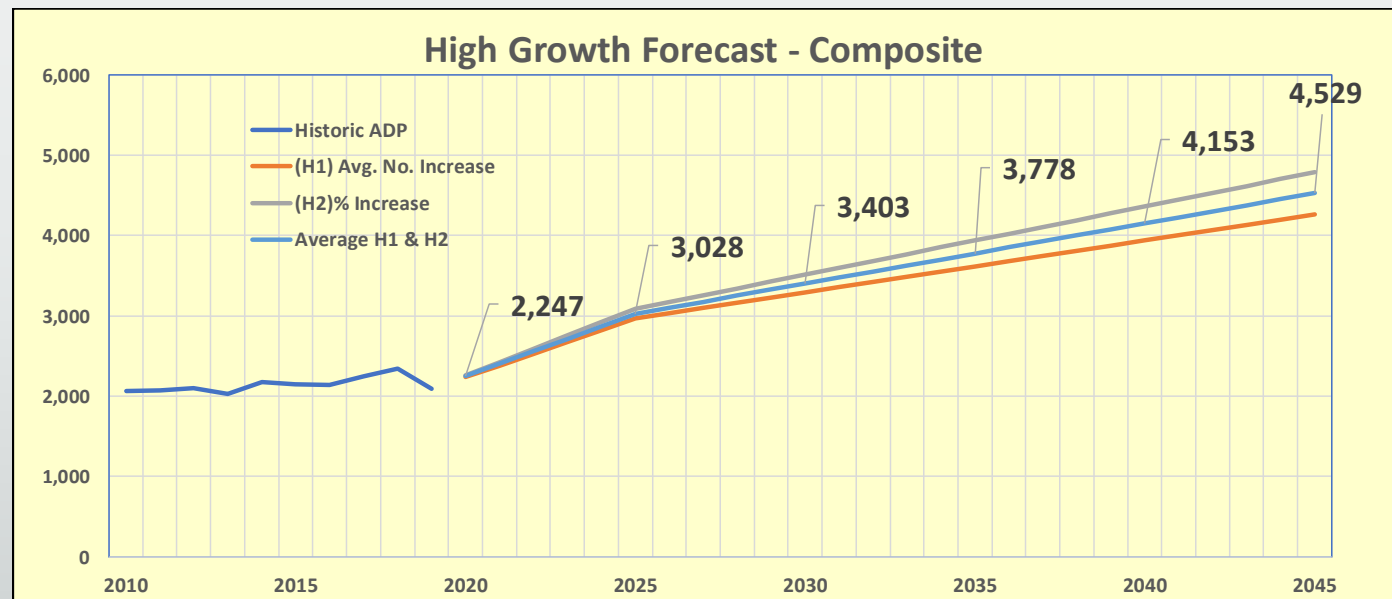
INMATE POPULATION FORECAST MODELS					
	2025	2030	2035	2040	2045
High Growth Forecast Models					
Forecast 1 - Avg. Number Increase - 2009-2018 - 59.1/Year + 10% Peaking/Classification	2,698 270	2,993 299	3,289 329	3,584 358	3,880 388
Bedspace Estimate	2,967	3,292	3,617	3,943	4,268
Forecast 2 - Percentage Increase - 2009-2018 - 3.3%/Year + 10% Peaking/Classification	2,807 281	3,194 319	3,580 358	3,967 397	4,353 435
Bedspace Estimate	3,088	3,513	3,938	4,363	4,789
Forecast 3 - 2018 Incarceration Rate - 1.92 + 10% Peaking/Classification	2,264 226	2,216 222	2,172 217	2,139 214	2,137 214
Bedspace Estimate	2,490	2,438	2,389	2,353	2,350



Jail Population Forecast

High Growth Forecast Models – Composite Projection:

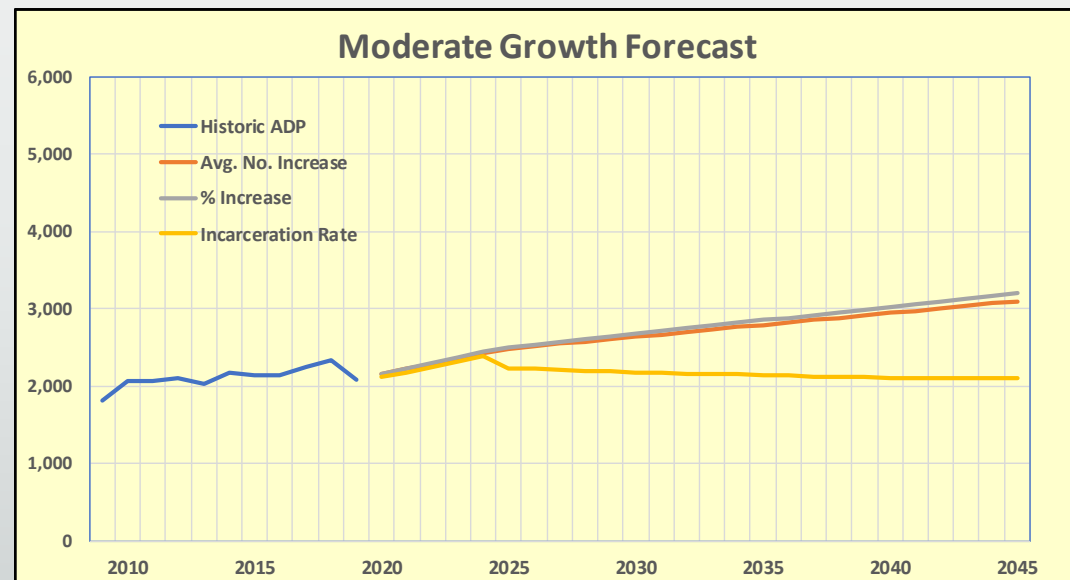
INMATE POPULATION FORECAST MODELS					
	2025	2030	2035	2040	2045
High Growth Forecast Models					
Forecast 1 - Avg. Number Increase - 2009-2011 + 10% Peaking/Classification	2,698 270	2,993 299	3,289 329	3,584 358	3,880 388
Bedspace Estimate	2,967	3,292	3,617	3,943	4,268
Forecast 2 - Percentage Increase - 2009-2018 + 10% Peaking/Classification	2,807 281	3,194 319	3,580 358	3,967 397	4,353 435
Bedspace Estimate	3,088	3,513	3,938	4,363	4,789
Composite - Average of Forecasts 1 & 2 + 10% Peaking/Classification	2,752 275	3,093 309	3,434 343	3,775 378	4,116 412
Bedspace Estimate	3,028	3,403	3,778	4,153	4,529



Jail Population Forecast

Moderate Growth Forecast Models:

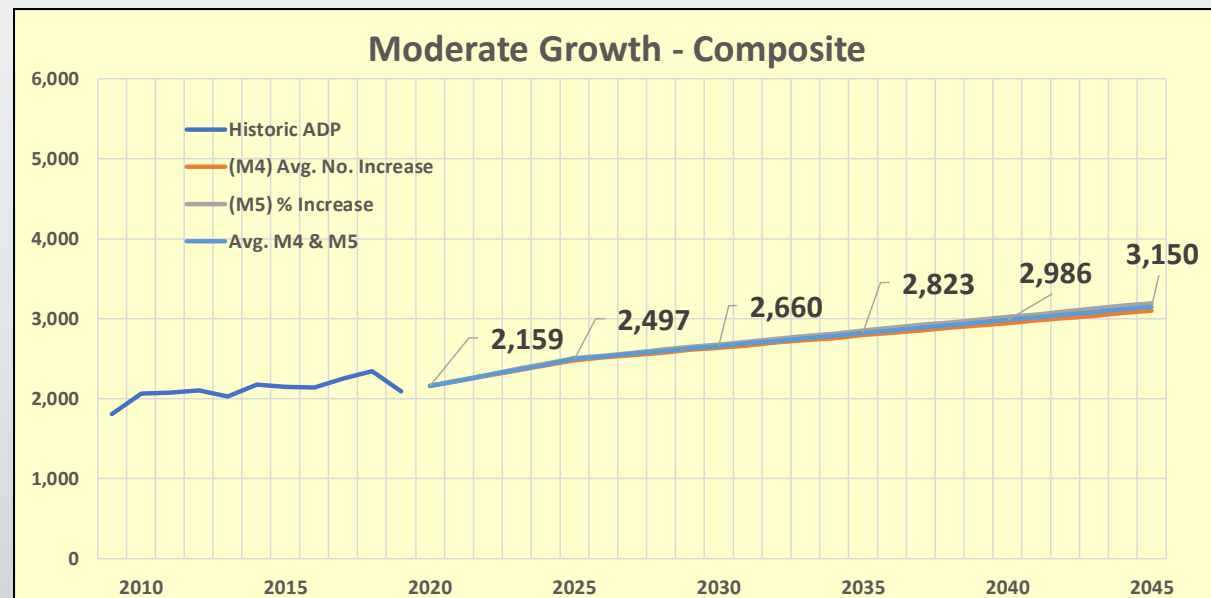
INMATE POPULATION FORECAST MODELS					
	2025	2030	2035	2040	2045
Moderate Growth Forecast Models					
Forecast 4 - Avg. Number Increase - 2009-2019 - 28/Year + 10% Peaking/Classification	2,259 226	2,399 240	2,539 254	2,679 268	2,819 282
Bedspace Estimate	2,485	2,639	2,793	2,947	3,101
Forecast 5 - Percentage Increase - 2009-2019 - 1.5%/Year + 10% Peaking/Classification	2,279 228	2,436 244	2,593 259	2,750 275	2,906 291
Bedspace Estimate	2,507	2,680	2,852	3,025	3,197
Forecast 6 - 2019 Incarceration Rate - 1.72 + 10% Peaking/Classification	2,028 203	1,985 199	1,946 195	1,916 192	1,914 191
Bedspace Estimate	2,231	2,184	2,141	2,108	2,105



Jail Population Forecast

Moderate Growth Forecast Models - Composite:

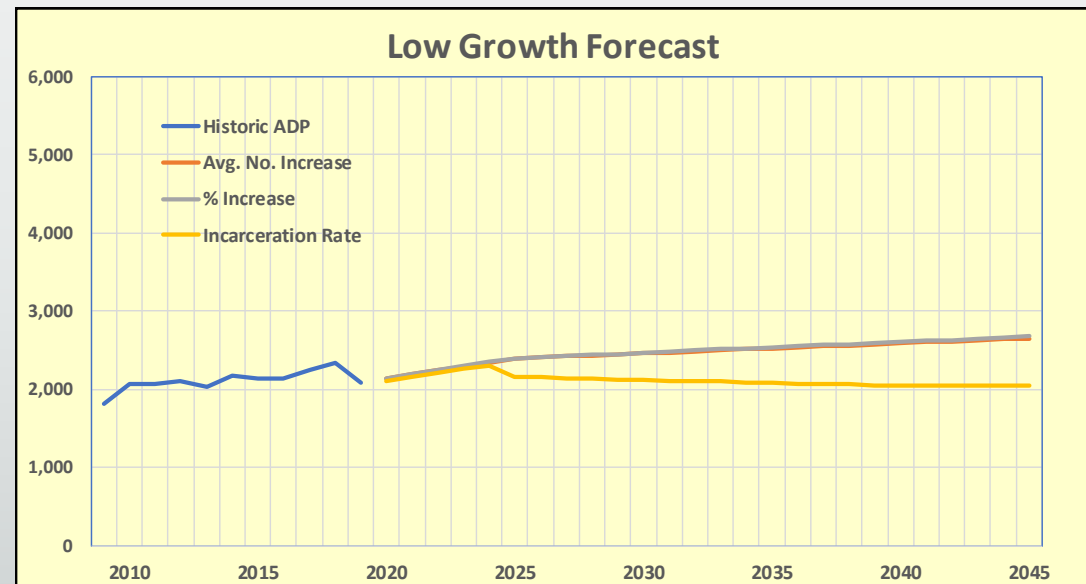
INMATE POPULATION FORECAST MODELS					
	2025	2030	2035	2040	2045
Moderate Growth Forecast Models					
Forecast 4 - Avg. Number Increase - 2009-2019 + 10% Peaking/Classification	2,259 226	2,399 240	2,539 254	2,679 268	2,819 282
Bedspace Estimate	2,485	2,639	2,793	2,947	3,101
Forecast 5 - Percentage Increase - 2009-2019 + 10% Peaking/Classification	2,279 228	2,436 244	2,593 259	2,750 275	2,906 291
Bedspace Estimate	2,507	2,680	2,852	3,025	3,197
Composite - Average of Forecasts 4 & 5 + 10% Peaking/Classification	2,269 227	2,418 242	2,566 257	2,714 271	2,863 286
Bedspace Estimate	2,497	2,660	2,823	2,986	3,150



Jail Population Forecast

Low Growth Forecast Models:

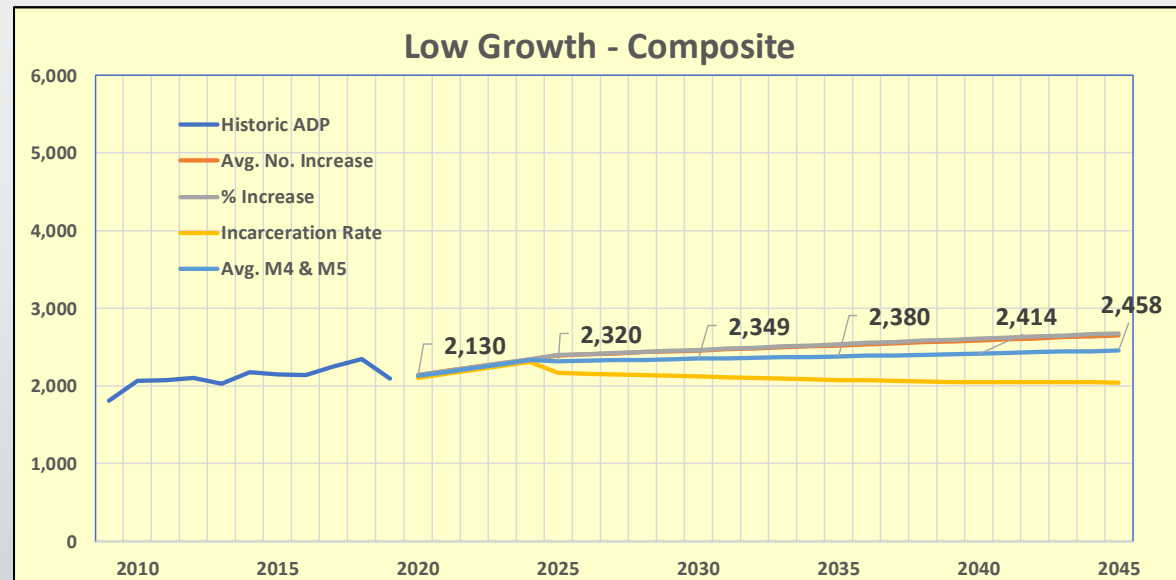
INMATE POPULATION FORECAST MODELS					
	2025	2030	2035	2040	2045
Low Growth Forecast Models					
Forecast 7 - Avg. Number Increase - 2010-2016 - 11.8/Year + 10% Peaking/Classification	2,176 218	2,235 223	2,294 229	2,353 235	2,412 241
Bedspace Estimate	2,393	2,458	2,523	2,588	2,653
Forecast 8 - Percentage Increase - 2009-2019 - .6%/Year + 10% Peaking/Classification	2,181 218	2,244 224	2,307 231	2,370 237	2,433 243
Bedspace Estimate	2,399	2,468	2,538	2,607	2,677
Forecast 9 - 2010-2016 Average Incarceration Rate - 1.67 + 10% Peaking/Classification	1,969 197	1,928 193	1,889 189	1,860 186	1,858 186
Bedspace Estimate	2,166	2,120	2,078	2,046	2,044



Jail Population Forecast

Low Growth Forecast Models - Composite:

INMATE POPULATION FORECAST MODELS					
	2025	2030	2035	2040	2045
Low Growth Forecast Models					
Forecast 7 - Avg. Number Increase - 2010-201 + 10% Peaking/Classification	2,176 218	2,235 223	2,294 229	2,353 235	2,412 241
Bedspace Estimate	2,393	2,458	2,523	2,588	2,653
Forecast 8 - Percentage Increase - 2009-2019 + 10% Peaking/Classification	2,181 218	2,244 224	2,307 231	2,370 237	2,433 243
Bedspace Estimate	2,399	2,468	2,538	2,607	2,677
Forecast 9 - 2010-2016 Average Incarceration + 10% Peaking/Classification	1,969 197	1,928 193	1,889 189	1,860 186	1,858 186
Bedspace Estimate	2,166	2,120	2,078	2,046	2,044
Composite - Average of Forecasts 7, 8 & 9 + 10% Peaking/Classification	2,109 211	2,135 214	2,163 216	2,194 219	2,235 223
Bedspace Estimate	2,320	2,349	2,380	2,414	2,458

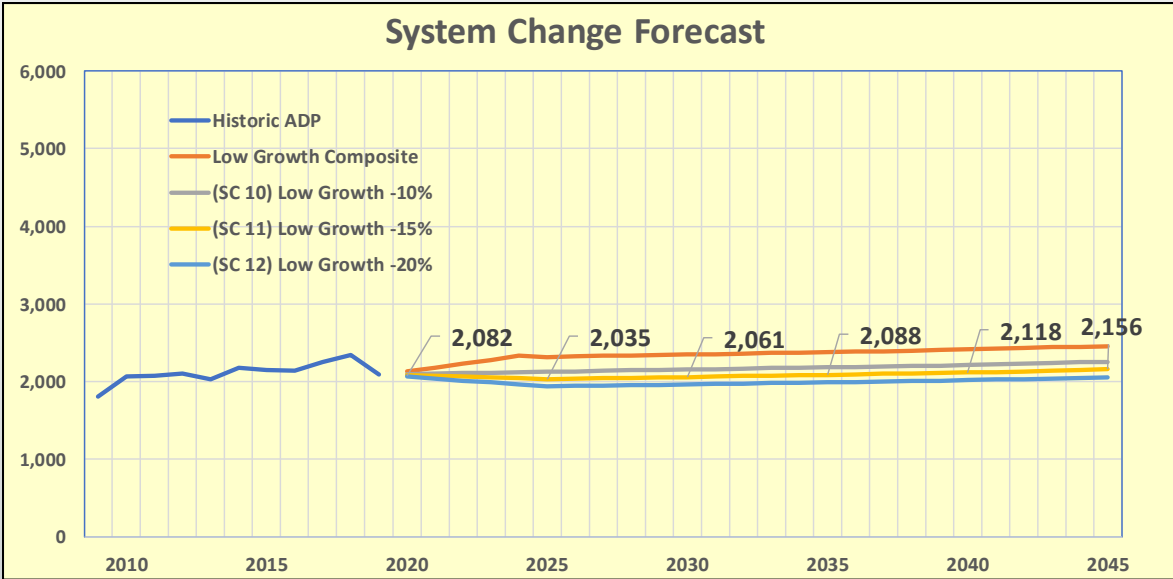


Jail Population Forecast

System Change Forecast Models & Composite:

INMATE POPULATION FORECAST MODELS					
	2025	2030	2035	2040	2045
System Change Forecast Models					
Forecast 10 - Low Growth Composite	2,109	2,135	2,163	2,194	2,235
- 10% Population Reduction - Alternatives	(211)	(214)	(216)	(219)	(223)
+ 10% Peaking/Classification	232	235	238	241	246
Bedspace Estimate	2,130	2,157	2,185	2,216	2,257
Forecast 11 -- Low Growth Composite	2,109	2,135	2,163	2,194	2,235
- 15% Population Reduction - Alternatives	(316)	(323)	(330)	(337)	(344)
+ 10% Peaking/Classification	242	245	248	251	254
Bedspace Estimate	2,035	2,061	2,088	2,118	2,156
Forecast 12 -- Low Growth Composite	2,109	2,135	2,163	2,194	2,235
- 20% Population Reduction - Alternatives	(422)	(430)	(438)	(446)	(454)
+ 10% Peaking/Classification	253	256	259	262	265
Bedspace Estimate	1,940	1,961	1,988	2,019	2,050
Composite - Forecast 11	1,850	1,873	1,898	1,925	1,960
+ 10% Peaking/Classification	185	187	190	193	196
Bedspace Estimate	2,035	2,061	2,088	2,118	2,156

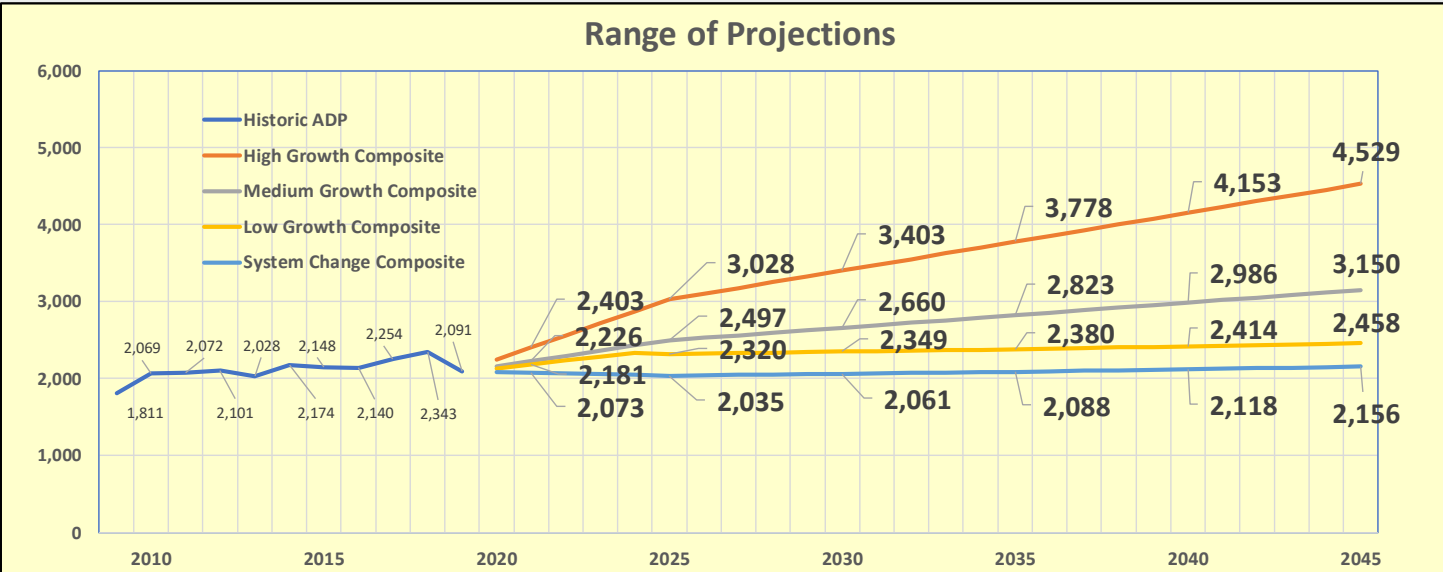
1,850	1,873	1,898	1,925	1,960
185	187	190	193	196
2,035	2,061	2,088	2,118	2,156



Jail Population Forecast

Range of Projections:

INMATE POPULATION FORECAST MODELS					
	2025	2030	2035	2040	2045
High Growth Forecast Models					
Composite - Average of Forecast 1 & 2	2,752	3,093	3,434	3,775	4,116
+ 10% Peaking/Classification	275	309	343	378	412
Bedspace Estimate	3,028	3,403	3,778	4,153	4,529
Moderate Growth Forecast Models					
Composite - Average of Forecast 1 & 2	2,269	2,418	2,566	2,714	2,863
+ 10% Peaking/Classification	227	242	257	271	286
Bedspace Estimate	2,497	2,660	2,823	2,986	3,150
Low Growth Forecast Models					
Composite - Average of Forecast 1 & 2	2,109	2,135	2,163	2,194	2,235
+ 10% Peaking/Classification	211	214	216	219	223
Bedspace Estimate	2,320	2,349	2,380	2,414	2,458
System Change Forecast Models					
Composite - Average of Forecast 1 & 2	1,850	1,873	1,898	1,925	1,960
+ 10% Peaking/Classification	185	187	190	193	196
Bedspace Estimate	2,035	2,061	2,088	2,118	2,156



Jail Population Forecast

Factors Driving Jail Population

- **Lack of centralized booking.**
- **Lack of comprehensive pre-trial screening using validated risk assessment**, and identification for alternative disposition (veterans, mental health, drug courts or mental health diversion).
- **Multiple jurisdictions/courts setting bond** (no unified risk assessment tool or bond schedule).
- **Population in jail for Violation of Probation (8% to 10%)—technical not new offense.** Excessive length of supervision can result in violations and increased lengths of stay in jail.
- **Homeless population** (NO PR bond without verified address in Common Pleas).
- **Time lapse between jail admission, posting bond and release on bond**, connection into a specialty court, and availability of identified treatment bed.
- **High percentage of people in jail that cannot make small amount of bail** as reported in the PJI study, and when adding court costs there is high percentage of people in jail that do not have the capacity to pay.
- **Lack of a approach to jail population management - jail “expeditor” or “client advocate” position that would focus on daily review of the jail population to expedite processing.** Barriers, such as the lengthy process to clear warrants, could be eliminated with assistance of trained staff to navigate the system and move cases through the jail.
- **Increasing admissions have a greater impact on average daily population detention population versus length of stay.**
- **Substantial increase in opioid and heroin addiction in Ohio.**

Jail Population Forecast

Factors Driving Jail Population

- **Insufficient mental health and substance abuse treatment in the jail.** Community service providers have been working to map the very significant overlap of jail population with mental health, substance abuse, homeless, developmental disability services, and employment assistance populations and services in the community.
- **Medications for managing mental health and other treatment needs in the community are often disrupted** (or changed without consultation of providers in the community) in the jail. This can result in poor outcomes for the mental health population in the jail. The average length of stay in jail in 2018 was 30 days, but the average length of stay for the mental health population was 117 days.
- **Lack of programming and interviewing space in the jail, and limited access for service providers, the Public Defender & the Defense Bar** in the jail due to control by jail administration and CO's. Jail staff assigned to programs and services are committed and knowledgeable about treatment needs, but very understaffed for a facility of its size.
- **Low level offenders (Felony 4 and 5) that are in jail.**
- **MAT Services (Medication Assisted Treatment) are lacking in the community and in the jail.**
- **Insufficient capacity of residential treatment options** (shelters, residential treatment, mental health treatment & sober living homes) especially for offenders charged with sex offenses and arson.



VIID

Summary of System Assessment

Summary of System Assessment

- Although Cuyahoga County population, ***crime and arrest rates, and filings in the Court of Common Pleas and Municipal Courts are all on the decline the detention center population has increased.*** Socio-economic factors that drive the jail population include mental illness, substance use disorder, homelessness, poverty, lack of education and employment, exposure to violence and trauma and recurring admissions which are prevalent in the jail population.
- ***There is not a common or unified vision and mission statement for the criminal justice system in Cuyahoga County.*** Many studies have pointed to improvements needed in the system (central booking, pretrial screening, bail reform) but while each of the individual entities that comprise the system are striving for better outcomes, the complex structure of the system and lack of a clear and unified vision for the future the criminal justice system has not made significant changes that could result in reduced detention capacity requirements.
- ***There are critical data and information gaps in the criminal justice system, which makes decision making difficult.*** Information systems are fragmented and disconnected, which can lead to delays in processing defendants through the system. Improved information management and data sharing can lead to program and outcome improvements by monitoring data and trends across multiple criminal justice system agencies and in turn contribute to informed management of jail capacity as a limited resource.

Summary of System Assessment

- Although ***there are alternative supervision programs and services, specialty courts, and an array of community service providers in the County, the linkages and assessment to programs and services is not seamless or timely.*** Due to lack of a central booking, assessment and pre-trial screening process for all inmates detained, ***there is a wide discrepancy among defendants on length of stay and timely connections to services and programs that are available.***
- ***The use of the detention center as a sanction for community supervision and alternative programs is problematic due to the collateral damage that results from incarceration, even for a short period of time.*** This can include loss of job, housing, children and other protective factors.
- ***The use of detention capacity to house low level offenders*** that can not make bail is costly in both capital/operational and human costs. In areas of the country where cash bail has been eliminated crime has not increased and the failure to appear rates have not increased.
- ***Cuyahoga County has an abundance of system officials and service providers/programs that seek to intervene with defendants in the criminal justice system to provide better outcomes. With coordinated leadership, clear vision, improved information systems, and implementation of justice system reforms Cuyahoga County can reduce future detention center capacity requirements without jeopardizing public safety, and realize improved outcomes for individuals that intersect with the criminal justice system.***

Summary of System Assessment

National Trends in Controlling and Managing Jail Capacity

Cook County report: Sharp drop in jail population, but crime did not jump

By [Abigail Blachman](#) | May 9, 2019

OPINION

Editorial:: Probation and parole are supposed to be alternatives to incarceration, not engines for it



A national study has found that a large proportion of people “fail” probation or parole and end up back in jail or prison due to technical and other low-level violations.

(Rick Loomis / Los Angeles Times) BY THE TIMES EDITORIAL BOARD

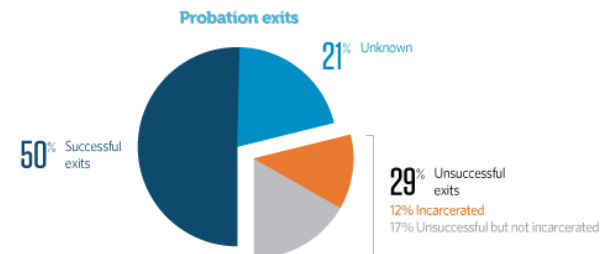
JUNE 22, 2019 3:15 AM

Community Supervision a Leading Driver of Incarceration

Nearly 350,000 probationers and parolees are sent to jail or prison annually

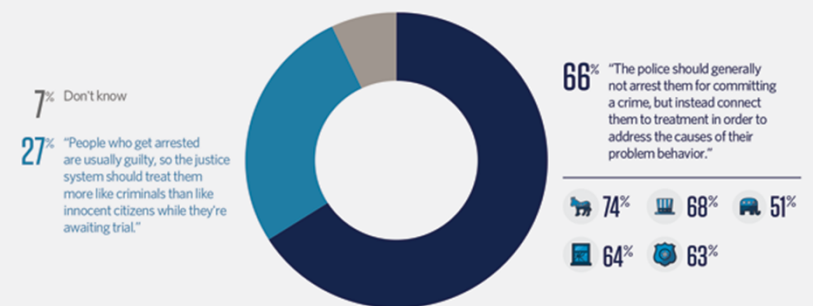
ARTICLE December 19, 2018 By: [Jake Horowitz](#), Connie Utada & Monica Fuhrmann Topics: [U.S. State Policy](#) Projects: [Public Safety Performance](#) Tags: [Public safety](#)

Nearly a Third of Supervision Terms End in Failure
Probation and parole exits and outcomes, 2016



2 in 3 Americans Say Crimes Driven by Addiction or Mental Illness Should Be Met With Treatment, Not Jail

Sometimes, police come into contact with people who are accused of committing minor crimes driven by addiction or mental illness. Which of the following comes closer to your view about what should happen in these situations?



Summary of System Assessment

National Trends in Controlling and Managing Jail Capacity

EDITORIAL

If Addiction Is a Disease, Why Is Relapsing a Crime?

By [The Editorial Board](#)



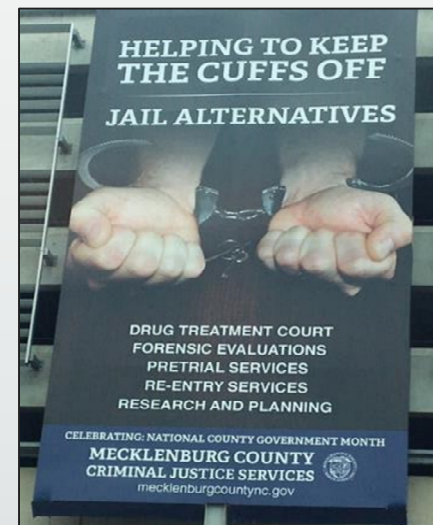
Towards Employment (TE) reentry pathways have results. TE's programming for individuals with criminal records exceed national benchmarks. In 2017,

- 612 people were placed in good jobs with average starting wage of \$10.46/hour. 335 of these people had a criminal record.
- 181 people advanced with average advance wages of \$11.39
- 252 people received skill or credentialed training.



Every year, thousands of innocent people are sent to jail only because they can't afford to post bail, putting them at risk of losing their jobs, custody of their children - even their lives.

By Nick Pinto



Mecklenburg County, North Carolina



Summary of Projected Need Capital & Operational Cost Implications of Decision-Making

Court Projections

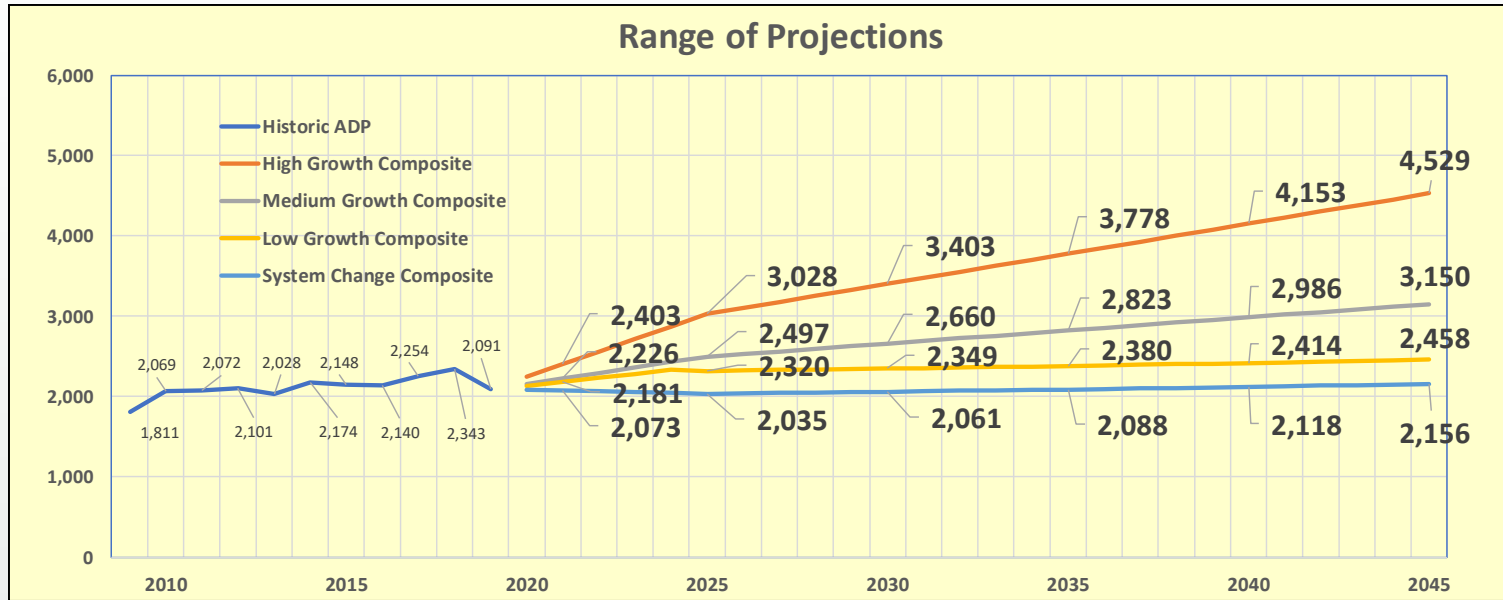
Estimated Judicial Officers - All Courts

		Combined Estimates of Future Judicial Officers						
		Existing	2020	2025	2030	2035	2040	2045
Common Pleas General Division	Judges	34	34	34	34	34	34	34
	Mag*	11	11	11	10	10	9	9
	Total	45	45	45	44	44	43	43
Common Pleas Domestic Relations	Judges	5	5	5	5	5	5	5
	Mag	19	19	19	18	18	17	17
	Total	24	24	24	23	23	22	22
Municipal Court General Division	Judges	12	12	12	12	12	12	12
	Mag	11	11	11	11	10	10	10
	Total	23	23	23	23	22	22	22
Municipal Court Housing Division	Judges	1	1	1	1	1	1	1
	Mag *	6	6	6	6	6	6	6
	Total	7	7	7	7	7	7	7
Combined Courts Totals	Judges	52	52	52	52	52	52	52
	Mag	47	48	47	46	44	42	42
	Total	99	99	99	98	96	94	94

Note: Magistrate count held constant through 2025

Judicial Officer Projections reflect a reduction of 5 FTE's, which equates to a reduction in total need to standard of about 50,000 SF or about \$43.8M in Project Costs relative to new construction as well as potential operational savings.

Detention Capacity Projections



Basis for Planning Occupancy + 10 yrs	Capacity 2035	Capacity 2045
Current Rated Capacity	2,216	2,216
Current Operational Capacity	2,756	2,756
Average Daily Population 7/31	2,188	2,188
High Growth Forecast	3,778	4,529
Moderate Growth Forecast	2,823	3,150
Low Growth Forecast	2,380	2,458
System Change Forecast	2,088	2,156

Range of Capital & Operational Costs – 2035 Projections

	2035				
	Capacity	Capital Cost (M)	Project Cost (M)	Operational Cost (M)	Operational Cost -Delta
Current Rated Capacity	2,216				
Current Operational Capacity	2,756				
Average Daily Population 7/31	2,188			\$ 97.96	
High Growth Forecast	3,778	\$ 674.4	\$ 876.7	\$ 169.1	\$ 71.2
Moderate Growth Forecast	2,823	\$ 503.9	\$ 655.1	\$ 126.4	\$ 28.4
Low Growth Forecast	2,380	\$ 424.8	\$ 552.3	\$ 106.5	\$ 8.6
System Change Forecast	2,088	\$ 372.7	\$ 484.5	\$ 93.5	\$ (4.5)
Assumptions	costs in current 2019 Dollars				
	Area/ Bed Allowance	340			
	Construction Cost/SF	\$525.00			
	Allowance for Project Soft Costs	30%			
	Excludes Site Acquisition or Development				
	Operational Cost per Diem	\$122.64			

**Costs are illustrative based on cost of six recent facilities adjusted to 2019 Cleveland market*

Range of Capital & Operational Costs – 2045 Projections

	2045				
	Capacity	Capital Cost (M)	Project Cost (M)	Operational Cost (M)	Operational Cost -Delta
Current Rated Capacity	2,216				
Current Operational Capacity	2,756				
Average Daily Population 7/31	2,188			\$ 97.96	
High Growth Forecast	4,529	\$ 808.4	\$ 1,051.0	\$ 202.7	\$ 104.8
Moderate Growth Forecast	3,150	\$ 562.3	\$ 731.0	\$ 141.0	\$ 43.0
Low Growth Forecast	2,458	\$ 438.8	\$ 570.4	\$ 110.0	\$ 12.1
System Change Forecast	2,156	\$ 384.8	\$ 500.3	\$ 96.5	\$ (1.4)
Assumptions	costs in current 2019 Dollars				
	Area/ Bed Allowance	340			
	Construction Cost/SF	\$525.00			
	Allowance for Project Soft Costs	30%			
Excludes Site Acquisition or Development					
	Operational Cost per Diem	\$122.64			

**Costs are illustrative based on cost of six recent facilities adjusted to 2019 Cleveland market*



Policy Initiatives that can Reduce Jail Capacity Needs

Introductory Comments

- Two **primary factors contribute** to the **Average Daily Population** or capacity needs for the Cuyahoga County Jail:
 - **Admissions**
 - **Average Length-of-Stay**
- The following **initiatives are predicated on agreement that the population** of the Cuyahoga County Jail **could be reduced by impacting these factors**.
- Many of the **initiatives outlined to support a reduction of the ADP are not the province of a single agency or component of the justice system**, but rather require **systemic cooperation and consensus . . . with leadership by champions within the system**.
- **Initiatives or alternative to detention are not free . . .but typically can be highly effective on a human capital basis and economical on a capital and operational cost basis**.
- All **initiatives need to be evaluated to assure** that they provide **appropriate justice services to the community and the individual**, and have real **financial cost/benefits** of the **investment** in the alternative.
- **Initiatives** and alternatives to detention (including current programs) should **include metrics for Managing for Results** (MFR) to assure that they are **impacting the jail**

"The overarching issue is reaching a consensus and commitment to the mission of the jail in Cuyahoga County and the Justice System and establishing a mechanism to monitor and manage it's use "

Management Initiatives

- MI1** **Develop, adopt by consensus and commit to a Mission Statement** establishing the framework for the utilization of jail capacity in the Cuyahoga County Jail System.
- MI2** **Implement Jail Population Management Committee** as a subset of the CJC with a mission to assure that the use of jail capacity is reflective of the mission and agreed to jail capacity.
- MI3** **Provide staff resources for a jail “expeditor” or “client advocate” position that would focus on daily review of the jail population to expedite processing.** Barriers, such as the lengthy process to clear warrants, could be eliminated with assistance of trained staff to navigate the system and move cases through the jail.
- MI4** **Develop a robust Jail Information Management System** providing key metrics related to population management. (Also will aid in other initiatives for reduced admissions & length-of -stay by providing real-time data – e.g. diversion, reduced time lapse between admission, posting bond & release on bond).
- MI5** **MI6 Establish Criminal Trial Overflow Calendar** - allows stacked trials before a single judge to be reassigned to another Judge when two or more trials go forward on the same date.
- MI6** **Assignment of the Common Pleas Judge at criminal case creation** - allows Public Defender or Defense Bar to staff case early

** Initiative with programming/facility Implications*

Reduced Admission Initiatives

- ADM1** ***Develop & Adopt a Unified Bail/Bond Schedule*** for all Cuyahoga Courts handling criminal cases.
- ADM2** ***Implement Pretrial Screening & non-cash bond release on a county-wide basis*** based on adopted unified risk assessment tool with supervision as appropriate to the risk assessment recommendations.* (See related ALOS Initiative ALOS1)
- ADM3** ***Develop non-cash pre-trial release program for homeless arrestees.***
- ADM4** ***Expand Crisis Intervention county-wide & increase resources for alternative placement*** of those with Mental Health, Substance Abuse or Detox issues as an alternative to arrest, booking and detention or treatment in the jail.*
- ADM5** ***Develop alternative sanctions for technical Violation of Probation*** (8% to 10% of current jail population). (See related ALOS Initiative ALOS1)

** Initiative with programming/facility Implications*

Reduced Average Length-of-Stay Initiatives

- ALOS1** **Initiate Comprehensive Assessment Process** for diversion to alternative facility, program, specialty (court referral veterans, mental health, drug courts) or non-cash bond release.* (See related Admissions Initiative ADM2)
- ALOS2** **Develop Specialty Court(s) for Early Disposition** (collaborative triage effort – Prosecutor, Public Defender, Private Bar, Probation co-located for ease of communication with each other as well as with the offender targeted at lower level offenses (Misdemeanor, Felony 4 & 5 that can be disposed of quickly) - can close as much as 40+% of criminal cases within 90 days of arrest.*
- ALOS3** **Initiate tracking of those jailed for Technical Violations of Probation** (failed drug test, etc.) and review for release. (See related Management Initiative MI4 & Admissions Initiative ADM5)
- ALOS4** **Invest in expanded capacity for other residential treatment options** (shelters, residential treatment, sober living homes) especially for offenders charged with sex offenses and arson as an alternative to treatment in the jail.* (See related Admissions Initiative ADM2)
- ALOS5** **Expand eligibility for placement in specialty court programs** e.g. Mental Health Court.
- ALOS6** **Improve in-custody access to offenders** for Public Defender, Defense Bar and Community Providers.*
- ALOS7** **Countywide Interpreting Coordination and Scheduling** for Justice Agency Interpreting (voice and written)
- ALOS8** **Reduce or eliminate delay in trials or plea** – Medical Examiner Reports, Discovery, Competency etc. – Provide additional resources if needed

** Initiative with programming/facility Implications*

Implementation & Evaluation

Initiative		Anticipated Impact	Cost Avoidance			Implementation Costs			Anticipated Savings		Implementation Actions
			Capital	Operating	TOTAL	Initial	Operating	TOTAL	One-time	Annual	
MI1	<i>Develop, adopt by consensus and commit to a Mission Statement</i>										
MI2	<i>Implement Jail Population Management Committee</i>										
MI3	<i>Develop a robust Jail Information Management System</i>										
ADM1	<i>Develop & Adopt a Unified Bail/Bond Schedule</i>										
ADM2	<i>Implement Pretrial Screening & Supervised non-cash bond release on a county-wide basis</i>										
ADM4	<i>Expand Crisis Intervention county-wide & increase resources for alternative placement</i>										
ALOS2	<i>Pre-trial Review for all County-City Jailed defendants</i>										
ALOS3	<i>Develop Specialty Court(s) for Early Disposition</i>										

An Example of Implementation/Evaluation

Initiative		Anticipated Impact	Cost Avoidance			Implementation Costs			Anticipated Savings		Implementation Actions
			Capital	Operating	TOTAL	Initial	Operating	TOTAL	One-time	Annual	
MI1	Develop, adopt by consensus and commit to a Mission Statement										
MI2	Implement Jail Population Management Committee										
MI3	Develop a robust Jail Information Management System										
ADM1	Develop & Adopt a Unified Bail/Bond Schedule										
ADM2	Implement Pretrial Screening & Supervised non-cash bond release on a county-wide basis	150	\$ 34.81	\$ 6.71	\$41.52	\$ 0.50	\$ 1.13	\$1.63	\$ 34.31	\$ 39.90	15 staff @ \$75K/yr
ADM4	Expand Crisis Intervention county-wide & increase resources for alternative placement										
ALOS2	Pre-trial Review for all County-City Jailed defendants										
ALOS3	Develop Specialty Court(s) for Early Disposition										

Each Bed (in today's dollars):

- Project Cost of Development \$ 232,050
- Annual Operating Costs \$ 44,764
- 30 Year Operating Cost \$1, 342,908

25 Beds Saved Generates

- \$5.8M Savings in Project Costs
- \$1.12M Annually in Operating Costs
- \$33.6M 30 Year Operating Cost



Polling Questions & Discussion



Questions for Determination Steering Committee Meeting 9/17

Steering Committee Meeting 9/17

- **Determination of projection filings/caseload resulting in the number of Judicial Officers as a basis for space programming**
- **Determination of Jail Capacity as a basis for space programming – Initial Occupancy (+ Future Expansion if appropriate)**

Basis for Planning Occupancy + 10 yrs	Capacity 2035	Capacity 2045
Current Rated Capacity	2,216	2,216
Current Operational Capacity	2,756	2,756
Average Daily Population 7/31	2,188	2,188
High Growth Forecast	3,778	4,529
Moderate Growth Forecast	2,823	3,150
Low Growth Forecast	2,380	2,458
System Change Forecast	2,088	2,156

- **Determination of Initiatives to be adopted (and relied on by the planning team) relative to reducing demand for detention capacity in Cuyahoga County as part of a broader plan for improved facilities**
- **Review of functional and physical evaluation of existing facilities as a basis for planning**
- **Discussion of “best practices” to be explored and considered in space program development**



CUYAHOGA COUNTY

CRIMINAL JUSTICE SYSTEM ASSESSMENT

AUGUST 7, 2019
9:00AM



Cuyahoga County, Criminal Justice Center Master Plan



Westlake
Reed
Leskosky

presented to:

Cuyahoga County Justice Complex Executive Steering Committee

In Association With:

