

Technical Assistance Report
NIC TA 11J1048

Jail & Justice System Assessment



For

Lewis & Clark County, Montana

May 24 – 27, 2011



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Disclaimer

RE: NIC Technical Assistance No. NIC TA 11J1048

This technical assistance activity was funded by the Jails Division of the National Institute of Corrections. The Institute is a federal agency established to provide assistance to strengthen state and local correctional agencies by creating more effective, humane, safe, and just correctional services.

The resource persons who provided the onsite technical assistance did so through a cooperative agreement, at the request of the Lewis & Clark County Sheriff's Office, and through the coordination of the National Institute of Corrections. The direct onsite assistance and the subsequent report are intended to assist the agency in addressing issues outlined in the original request and in efforts to enhance the effectiveness of the agency.

The contents of this document reflect the views of Robert Aguirre and Mark Goldman. The contents do not reflect the official views or policies of the National Institute of Corrections.

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1. Executive Summary

Robert Aguirre and Mark Goldman conducted a Jail and Justice System Assessment (J&JSA) for Lewis & Clark County, Montana, in late May of 2011. This was orchestrated and underwritten by the National Institute of Corrections' Jails Division.

Sheriff Leo Dutton and Captain and jail administrator Dave Fradette provided a great deal of data and other information prior to the on-site activities, and they planned three days of interviews and meetings, including a community meeting.

This report summarizes Goldman's and Aguirre's J&JSA's events, findings, and recommendations. Below is a summary of some of the key recommendations. Other recommendations and more detail on these are in section 9 of this report.

- Create and sustain a Criminal Justice Coordinating Council. The existing monthly Mental Health meetings attended by some justice and social service entities could form the start of the CJCC.
- Continue building excellent working relationships not only with other justice agencies but with social service agencies and providers, including those that provide Mental Health, Substance Abuse, and Medical/Physical Health services.
- Continue building working relationships with Mental Health and Medical/Physical Health providers. Continue with a full time nurse, and greatly increase the time that mental health providers spend with inmates.
- Continue developing and implementing alternatives to incarceration for those who pose low security risks and can benefit from work and rehabilitative programs, while helping to limit operational costs.
 - Continue and expand home confinement with electronic monitoring to include more people charged with non-violent lower level felonies;
 - Continue with the implementation of Drug Court, and expand it over time to include many with alcohol, drug, and mental health issues;
 - Explore establishing Probation for certain misdemeanants;
 - Continue with the 24/7 program, but relocate it to an area that is less congested (than the jail);
 - Explore developing a Day Reporting program;
 - Consider establishing a more formal Pre-Release screening and monitoring program. This could be connected to the existing 24/7 program and home confinement, as well as Day Reporting.
- Keep on operating the jail in a very commendable way evidenced by excellent communications among staff and between staff and inmates; a very quiet, calm and clean environment; and diligent and committed staff.
- Although most jail staff like their 12 hour shifts, consider shorter shifts in order to help ensure that staff are alert and productive the entire time that they are on duty.
- As some in the Lewis & Clark County justice system believe that Pre-sentence investigations take too long because there are too few investigators, negatively

impacting the number of inmates in the jail, this issue should be studied, and if verified more investigators should be requested from Probation.

- Take the next steps needed to expand or build a new facility: hire a justice consultant to develop a detailed jail needs assessment, study building and site options, develop a master plan, and develop an operational and architectural program.
- Make more interim improvements to the jail, measures that will improve the jail's operations until a new facility is built or a major remodel and expansion is undertaken; interim improvements to consider include:
 - Double-bunking more cells (and eliminating inmates sleeping in dayrooms), and
 - Converting one or two housing units to short-term and/or special needs housing.
- Use the library just for programs; and providing more (and more often) substance abuse, counseling/mental health, GED/education, job skills/life skills, and religious programs.
- Continue maintaining the Law Enforcement Center and jail on an on-going basis, including finding a solution to prevent leaks from showers to offices below.
- Continue to educate the public regarding jail and law enforcement needs.
- Begin exploring funding options.

The consultants hope that this Jail and Justice System Assessment will serve as a step towards improving the criminal justice system and facilities in Lewis & Clark County.

2. Preface

The Jail and Justice System Assessment is one of several technical assistance programs provided by the National Institute of Corrections' (NIC) Jails Division. Many years ago, the Jails Division and the technical assistance programs centered primarily on the functionality of jails, assuming that a jail's problems were self-created. Over time it was realized that not all of the issues or difficulties resided with the jail or were within the jail's ability to fix. It has become more widely accepted and understood that the "Jail" is a reflection of the criminal justice system, and to a larger extent, the entire community.

As knowledge increased over time, NIC moved beyond concern with just the physical plant and began looking at the jail population. This occurred because, even after careful planning, jails were quickly filled beyond their rated capacities. The inquiry into the jail population issue began by asking, "Who is in the jail, why are they there, and what is keeping them from being released?"

In an article in the magazine American Jails (January/February 2003 edition), Neil Vance (D.P.A. from the University of Arizona), a noted author and lecturer on the criminal justice system, identified fourteen "usual suspects" when analyzing jail population:

1. Cite and Release Practices
2. Initial Appearance Court
3. Bail/Pretrial Release
4. Prosecutor Charging Decision
5. Defense Counsel Waivers
6. Alcohol-Related Charges
7. Mentally Ill Inmates
8. Probation Department Inmates
9. Sentencing Alternatives
10. State D.O.C. Inmates
11. Failures to Appear
12. Warrants
13. Court Case Flow / Calendaring
14. Management Information Systems

These fourteen "suspects" represent a comprehensive starting point from which Lewis & Clark County can begin to develop a list of issues to examine and review. Often the wider system can feel threatened by this review process and take a very defensive posture. Neither this report nor the NIC assessment process is designed to fix blame; rather, the process is that of conscientious managers reviewing the effectiveness of their local system through an analytical process. Lewis & Clark County is no different than any other county system except that it has taken the responsible step of beginning to seriously examine how its criminal justice system does business and of determining the impact of the jail on the system as well as the impact of the system on the jail.

There are three components of fluid dynamics that impact the jail population in any criminal justice system: policies, practices, and procedures. Within each of the fourteen "usual suspects" identified above, it is essential to ask criminal justice system

policymakers and leaders what is being done and why things are done in that manner. The answer “because that’s the way we’ve always done it,” is no longer acceptable to many. Politicization of criminal justice system issues diminishes the legitimacy of the process of discovering how a criminal justice system is functioning or not functioning. Remembering that the jail is the most expensive sanction in the continuum of sanctions available helps to keep the criminal justice process in perspective.

To assist jurisdictions such as Lewis & Clark County, the National Institute of Corrections’ Jails Division provides the following booklets upon request. In addition to the booklets recommended below, the National Institute of Corrections website, www.nicic.org, contains additional information.

Recommended Booklets:

[A Second Look at Alleviating Jail Crowding: A Systems Perspective](#), Bureau of Justice Assistance, U.S. Department of Justice, NCJ 182507, October 2000.

[Getting It Right: Collaborative Problem Solving for Criminal Justice](#); by Peggy McGarry and Becki Ney, NIC Accession Number 019834, U.S. Department of Justice, National Institute of Corrections, June 2006.

[Guidelines For: Developing A Criminal Justice Coordinating Committee](#), by Robert C. Cushman, NIC Accession Number 017232, January 2002.

[How to Collect and Analyze Data: A Manual for Sheriffs and Jail Administrators](#); 2nd Edition, by Gail Elias, National Institute of Corrections, U.S. Department of Justice (1999).

[Jail Crowding: Understanding Jail Population Dynamics](#), by Mark A. Cunniff, January 2002, NIC Accession Number 017209

[Jail Design Review Handbook](#), Goldman, Mark; National Institute of Corrections, 2003. <http://nicic.gov/Library/018443>

[Jail Resource Issues: What Every Funding Authority Needs To Know](#), by Gary M. Bowker, NIC Accession Number 017372, National Institute of Corrections, U.S. Department of Justice, February 2002.

[Preventing Jail Crowding: A Practical Guide](#), 2nd Edition, by Robert C. Cushman, NIC Accession Number 016720, May 2002.

Recommended DVD’s:

[Beyond the Myths: The Jail in Your Community](#); National Institute of Corrections, U.S. Department of Justice.

3. Background

The Lewis & Clark County Detention Center was built in 1985 with 54 beds, a small increase in capacity from the 19th century jail that it replaced.



1890 Jail



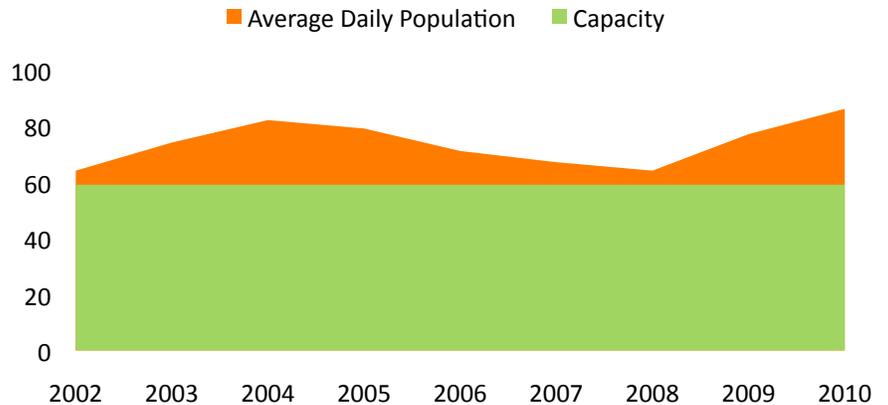
1985 (current) Jail

Virtually every year since it became operational its Average Daily Population (ADP) has exceeded its design capacity.

Even though the capacity was raised to 59, the Detention Center has continued to have more inmates than beds. When the population exceeds the ADP, which is about half of the time, the crowding situation is exacerbated.

In addition to the continuous shortage of beds, the Detention Center has many physical shortcomings – including plumbing leaks into offices below and inadequate space – which are detailed later in this report.

Crowding within the Lewis & Clark County Detention Center: 2002 - 2010



As a result of these longstanding issues, Sheriff Leo Dutton requested that the National Institute of Corrections (NIC) provide a Jail and Justice System Assessment (J&JSA).

4. Technical Assistance Preparations & Overview of On-Site Activities

To prepare for the J&JSA, the following activities took place:

- Sheriff Leo Dutton assigned the jail commander, Captain David Fradette, as the County's J&JSA coordinator.
- Captain Fradette, Mark Goldman, and Robert Aguirre had multiple phone conversations about the site visit, interviews, community meeting, the Detention Center, and the County Justice System.
- Mark Goldman and Robert Aguirre requested that Captain Fradette provide historical data, a floor plan, and copies of building inspection reports – all to aid the analysis. Goldman sent a data request form for the Captain and his staff to complete.
- With data provided from all the courts and law enforcement agencies within Lewis & Clark County, Captain Fradette and his staff completed the data form, providing information on arrests, court filings, jail bookings, and the inmate population.
- Goldman and Aguirre studied the floor plan, reviewed a building inspection report, and analyzed the data provided by Captain Fradette. The completed form is Appendix A.

Goldman & Aguirre conducted the following activities while in Lewis & Clark County:

- Met with Sheriff Dutton and Captain Fradette to review on-site activities and schedules, to answer questions about the Jail and Justice System Assessment, and to learn more about their objectives.
- Toured the jail and conducted a general and preliminary assessment of the physical plant and operations in terms of life safety, conditions of confinement, sanitation, security, observation and supervision, and provision of space for each jail function. The consultants focused on housing, inmate management, intake and release, and program areas.
- Assessed in a broad way the adequacy of policies, procedures, and post orders.
- Interviewed individuals and small groups (e.g., three judges) that are part of the justice system.
- Discussed the jail and justice system data that the consultants analyzed.
- Reviewed the overall functioning of the local criminal justice system, its planning and coordination capacity, and the relationship of the jail to the law enforcement community and the court system.
- Presented initial observations and several recommendations at a well-attended community meeting.
- Discussed findings and recommendations with the Sheriff and Jail Captain.

5. Interviews

Prior to the on-site visit, the Jail Captain arranged more than two full days of interviews with representatives of justice agencies within Lewis & Clark County, including those that are entities of other governments: the State of Montana, the cities of Helena and East Helena, as well as two private providers.

The following page contains a list of everyone who was interviewed. It is followed by key excerpts from these interviews.

Lewis + Clark

Judge: was 3 - one added Jan 11

* Judge Nancy Sweeney	- L&C County, Clerk-Dist Court
Judge Mary Root	JUSTICE COURT SUPERVISOR
Judge Claudia Bagley	Helena Municipal Crt Administrator
JASON GRIMMIS:	PATROL CAPTAIN, LEWIS + CLARK SHERIFF'S OFFICE
Dave Peterson	Sgt of Criminal Investigations / MRDTE
Timothy West	Sgt Detention LCSO
SCOTT Ferguson	Sgt Detention LCSO
Laurel Bulson	Sgt Detention LCSO
CLAIR R. SWAIN	Sgt Detention Center
David Schmitz	Co. Building Maint. Supervisor
LEO GALLAGHER	County Attorney
Mike Menahan	Deputy County Attorney
Jon Moog	Regional Deputy Public Defender
DEREK BROWN	COUNTY COMMISSIONER
mike murray	" "
Andy Hurthansen	" "
Eric Byers	Chief Administrative Officer - L&C County
Dale J. Aschlin	Chief of Police - East Helena
Andrew KNAPP	MHP
ANNETTE CARTER	STATE PROBATION & PAROLE OFFICER II
Amy Tenney	Helena Pre-release Center Director
KELLY BLAKE	DIRECTOR, L&C COMMUNITY DEVELOPMENT
Sharon Naugon	Community Development Director, Helena
Kathy Gealey	District Judge
Jim Reynolds	DISTRICT JUDGE
Dorothy McCarter	District Judge
Michelle Cuddy	Center for Mental Health CRT Supervisor

Key Issues Discussed During Lewis & Clark County Interviews:

Interviewees	Information & Comments
Sheriff Leo Dutton & Captain Dave Fradette	<ul style="list-style-type: none"> • The jail has been over capacity open since it opened in 1985. • The population has been as high as 90. • They want to know more about what is needed. • Arrests have decreased, but not the ADP. • In their view more beds are definitely needed, and a new jail would be better than expansion. • Expansion may not be a good option because of considerable site constraints, because expansion would not solve issues related to leaks from the jail to office areas, and because all jail components, not just housing units, need more space. • There is only one female pod; it is often inadequate for the number of female inmates. • Judges work closely with the Jail to release inmates to help limit and control crowding. • Also to control the population, judges set bonds over the weekend. • Due to the limited capacity, sometimes inmates are transferred to another jail that is about 30 miles away. • A 4th District Court has been added recently. This could speed up court processing, but it also could contribute to more people being sentenced to the jail. • A considerable population in the jail is probation and parole violators; some come from the Pre-Release Center. • In their opinion, if more beds were available, the inmate population would be higher. • The 24/7 program – which diverts those with DUI and other alcohol-related offenses – has helped limit the number of inmates. • Own Recognizance Release is <u>not</u> being utilized at present. • There is <u>no</u> Probation program for misdemeanants, only for felons. • There is <u>no</u> Work Release program or space for such. • Most inmates are unemployed before they are booked. • A new jail should have a lot more parking, and it should be expandable. • They would prefer for a new building to also include space for other parts of the Sheriff's Office.

Sheriff Leo Dutton &
Captain Dave
Fradette, continued

- Building a new justice center for all justice agencies is not practical as the historic courthouse, next to the jail, has been renovated and is “a keeper.”
- Most likely, a bond issue will be needed to fund a major project.
- The building that accommodates the Lewis & Clark County Sheriff’s Office and Detention Center also houses the Helena Police Department. Space for non-jail functions is inadequate. As a result, Helena Police has moved some functions to the airport, and the 911/Dispatch center is scheduled to be relocated soon.
- Lewis & Clark County lacks a criminal justice coordinating council or other multi-agency justice committee that meets regularly. The Sheriff and Captain understand the benefits that such a group could provide.
- They have toured other jails and are interest in Direct Supervision for a new jail.
- The jail is staffed by 23 non-sworn officers. Medical services are privatized. Meals are purchased from the state prison system, and these are quick chilled at the prison and rethermalized at the jail. Previously the jail purchased meals from a convalescent home, and the change was made to reduce costs.
- The Sheriff and the Captain understand the need for and support the establishment of a Criminal Justice Coordinating Council (or similar), and taking next steps to more thoroughly and comprehensively study, plan for, and implement physical and operational improvements to the justice system and the jail.

Clerk of District Court,
Nancy Sweeny
City Court Clerk,
Claudia Bagley
Justice Court Clerk,
Mary Root

- Most of those charged with minor offenses are booked and released.
- The number of people incarcerated for violating court orders and probation requirements is increasing. Those charged and convicted of domestic violence offenses is also increasing.
- As in many other states, tougher laws regarding drunk driving has also contributed to the number of inmates.
- House arrest is used a great deal, particularly for misdemeanants; and participants pay a daily fee for this.
- The 24/7 program is working for many, but many with alcohol and drug problems need more than daily testing.
- As a pilot project, a Drug Court is in the process of being established.
- For juveniles, there is a Pre-Trial Diversion program, and those who need to be incarcerated are accommodated out-of-county.

- There is no current Pre-Release program for adults; creating one could help limit the inmate population.
- Similarly, there is no Day Reporting program, but this should be considered.
- The Court Clerks prefer for the jail to remain next to the courts, as it is now.

Captain Jason
Grimmis (Sheriff's
Patrol)

Sergeant Dave
Peterson (Sheriff's
Investigations)

- Reportedly, calls for service have increased substantially over the last four years.
- They believe that violent crimes, including domestic violence, and burglaries have gone up, and many of these are drug related.
- Heroin and abuse of prescription medicines have become more prevalent.
- More inmates have significant mental health issues, and some of these are veterans.
- When the jail is full, more officers report increasing the use of citations. Most of those charged (but not convicted) with misdemeanors are not incarcerated.
- They believe that approximately 180 beds are needed.
- The jail lacks a separate area for processing juveniles (before they are released or transferred). Without such, there are many operational challenges when juveniles are brought into the jail.

Jail Sergeants' Tim
West, Laurel Bulson,
Clair Swain, & Scott
Ferguson

- They are all shift commanders.
- They all have been through extensive training, have been to much newer and well-regarded jails, and understand the value of direct supervision, good communications with inmates, continuous monitoring, treating inmates fairly, and inmate programs.
- One of the biggest problems is an undersized and inadequate booking/intake/release area, including too few holding cells, too few observation cells, and too little space for processing and interviewing inmates.
- Jail staff consists of the Captain, 4 Sergeants (them), 4 Corporals, 14 Line Officers, and 1 Transportation Officer.
- The Sergeants work 10 hour shifts, everyone else works 12 hour shift. In spite of concerns that many people are less alert and less effective when working 12 hour shifts, Lewis & Clark County staff greatly prefer that (compared with 8 or 10 hour shifts).
- Whenever there are maintenance issues, County maintenance staff are called and come promptly. They are aware that with 24/7 occupancy, jails age 3.5 years for every year occupied as compared to most other building types.
- More staff are needed during the day shift.

-
- Staff go into every housing unit at least every 30 to 45 minutes.
 - Visibility from the Control Room and the Sergeants' Office is limited; cameras are relied on.
 - Many inmates have significant mental health issues, but limited access to counselors. Mental health resources in the jail and the community do not meet needs.
 - Programs that are provided in the Library (the only programs room) include Narcotics Anonymous, Alcoholics Anonymous, Religious services and programs, and counseling.
 - Inmates have daily access to the enclosed recreation yard, except during inclement weather.
 - Regarding food services, inmates like the relatively new Cook Chill/Rethermalization system, with meals prepared in a prison and then transported while frozen to the jail. There are no food service staff in the jail; inmate workers complete the meals.
 - Law Enforcement staff are paid about \$5/hour more than Detention staff.
 - Spectrum provides medical services. A nurse is at the jail one shift five days a week. The local hospital does medical clearances.
 - The last suicide was in 1998. No one has escaped from the jail.
 - The most significant physical problems with the jail are inadequate space for inmates and all functions, and showers that leak into offices below. Other building challenges have been temperature control (too hot at times), and sprinklers that are too easily activated.
 - They are receptive to the idea of putting second bunks in more cells (only one cell was double-bunked at the time of the J&JSA).
 - There is no formal classification system now, but classification will be implemented during the summer (2011). Most of the inmates are "frequent fliers" that the staff know.
-

Building Supervisor
Dave Schmitz

- The County has 13 maintenance staff; the Law Enforcement Center's issues are addressed expeditiously.
 - The biggest building-related problems are:
 - leaks from the showers to offices below; numerous fixes have been attempted but some leaks persist; liners (like on pick-up trucks) are now being considered;
 - toilet and sinks' push buttons, which sometimes stay on;
 - inmates stuffing toilets;
 - Previously many items have been replaced, including cell doors and locks, and heat pumps.
 - A cost efficient way of adding more double-bunks has been found; another county that built a new jail has offered its old bunk beds.
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County Attorney/
Prosecutor Leo
Gallagher
Deputy County
Attorney Mike
Menahan

- Changes in crimes include more Driving Under the Influence, and more felonies related to alcohol and drugs.
 - More offenders have significant mental health and substance abuse problems, many co-occurring.
 - Due to the availability of services compared with other places, Helena is a "magnet for needier people," which may exacerbate issues related to crime and the jail.
 - The State of Montana is supportive of more alternatives, including drug and mental health courts.
 - The 24/7 drug and alcohol testing program is helping in several ways including by promoting accountability. Participants submit to frequent and regular urine testing and pay a \$4/day fee.
 - The Drug Court will be a welcome addition to the justice system.
 - From their perspective, sometimes it appears that Public Defenders contribute to jail crowding by taking considerable time in searching for appropriate placement options.
 - Most cases are resolved within 30 days.
 - (From their view) Pre-sentence investigations take too long, as much as nine weeks, in part due to too few investigators. Investigators are part of Probation.
 - Because the city and county are widely perceived as good places to live, the population will continue to grow, which will impact the jail and justice system.
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County Attorney/
Prosecutor Leo
Gallagher
Deputy County
Attorney Mike
Menahan, continued

- They suggest more Specialty Courts, similar to Drug Courts, that can help people address their problems that lead to criminality early on.
- Currently in Lewis & Clark County there are “Mental Health” meetings that involve the jail, law enforcement, and program providers. These could be expanded to include other justice system and social service entities and form the beginning of the Criminal Justice Coordinating Council.

Public Defender John
Moog

- The Public Defender’s office is part of a state agency. The office in Helena covers Lewis & Clark and two other counties.
- Eight of the 10 public defenders in the Helena office focus on Lewis & Clark County.
- He believes that property crimes are going up, and attributes this to the recession.
- The Public Defender believes that the jail is crowded in part because it is too easy to charge individuals with felonies, and because too many of those charged and convicted of misdemeanors are incarcerated. He recommends that the jail primarily house those with violence offenses, including domestic violence, and burglaries.
- To reduce continuances (which contribute to ALOS), he said he would need more attorneys.

County Commissioners
Mike Murray, Derek
Brown, & Andy
Hunthausen;
County Administrator
Eric Bryson

- All three Commissioners and the County Administrator strongly support the establishment of a Criminal Justice Coordinating Council. County Administrator Bryson had very positive experiences with a CJCC in another county, and the Council there helped considerably with the planning, design, funding, and construction of a new highly-regarded jail.
- All four also endorse a concerted planning effort, including a needs assessment study of offender populations and building and non-building options.
- They understand that the Law Enforcement Center and Detention Center have too little space for all jail and law enforcement functions, too few cells, and that the jail’s layout makes observation, supervision, and manageability challenging.
- They support more programs in the jail, and know that space limits this.

<p>County Commissioners Mike Murray, Derek Brown, & Andy Hunthausen; County Administrator Eric Bryson, continued</p>	<ul style="list-style-type: none"> • They also want more alternatives to incarceration, including Specialty Courts. Work Release and Community Service should also be considered. • The County should continue to seek and apply “best practices.” • As a next step, several County leaders are going to NIC’s Planning of New Institutions (PONI) program in August.
<p>Helena Police Chief Troy McGee East Helena Police Chief Dale Aschim Montana Highway Patrol Sergeant Drew Knapp</p>	<ul style="list-style-type: none"> • All of the law enforcement departments in the county work very well together. • The jail is “wearing out,” has too little space, and is “critically overcrowded.” As a result, non-incarceration options for those arrested who pose little risk are often pursued. • Space for the Helena Police department is insufficient; this lead to relocating their Patrol division to the airport. • The Helena Police Chief likes the fact that his department is collocated with the Sheriff’s Office, and adjacent to other justice system departments. He prefers for collocation to continue. • They know a new or greatly expanded building is needed, but believe that funding must wait for improved economic times. • They believe that certain crimes are increasing, including domestic violence, DUI’s, and homicides (although there are still few homicides). • A new or expanded jail should consider having enough beds for Helena’s federal court; now federal inmates are housed in Great Falls. • If there are more beds they believe that the incarceration rate will increase.
<p>Probation & Parole’s Annette Carter</p>	<ul style="list-style-type: none"> • Probation & Parole is part of the Montana Department of Corrections. • Probation is only for felons; there is no probation for misdemeanants. • At the time of the J&JSA there were about 735 individuals on parole and probation in Lewis & Clark County. • Those on probation and parole in other Montana counties can choose to relocate to Lewis & Clark County, and reportedly many do so. • In Helena there is a Pre-Release center for those transitioning from state prison with approximately 98 beds.

<p>Probation & Parole's Annette Carter, continued</p>	<ul style="list-style-type: none"> • In Montana there are five levels of probation, including Intensive. • Those who commit minor violations may receive short term stays (72-hours) in jail and intervention hearings. • Probationers and parolees who commit new felonies are incarcerated in state prisons. • On average there are about 7 to 11 parolees and probationers in the Lewis & Clark County Detention Center. A new or expanded jail should accommodate at least 20 probationers and parolees (based on current numbers). • Space is needed in the jail for probation and parole hearings. • There are many advantages to Probation and Parole being very close to the jail.
<p>Nancy Everson, Finance Director</p>	<ul style="list-style-type: none"> • Under Montana law, bond issues must be approved by the voters. • Staffing may be paid for by operational mill levies.
<p>Several Inmates</p>	<ul style="list-style-type: none"> • Most inmates prefer living in cells rather than in the dormitory. Reasons include less noise and more alone time. • Would prefer to have more visiting. With only three visiting booths, visiting is often limited to fifteen minutes. • To some inmates, Alcoholics Anonymous is very helpful, but many alcoholics need to meet more often than weekly, and additional programs are desired. • Staff are respected and considered professional and helpful. • Compared to other jails that two of the interviewed inmates have been in, the Lewis & Clark Detention Center is considered "pretty good," and its food is "not bad at all."
<p>District Court Judges Kathy Seeley, Jim Reynolds, Dorothy McCarter</p>	<ul style="list-style-type: none"> • Drug Court is starting in August. • Jail can make some people worse; more alternatives are needed. • They support the concept of a Criminal Justice Coordinating Council. • Own Recognizance Release is used by the judges, but a formal Pre-Trial Release program may be beneficial and should be seriously considered.

Michelle Cuddy,
Center for Mental
Health

- The Center for Mental Health is a private entity and has approximately 25 staff in Helena.
 - Center staff do suicide and homicide evaluations, and they make recommendations.
 - The Center's Assertive Community Treatment (ACT) program helps make sure that mentally ill people, particularly those on probation and parole, take their medications.
 - There are group homes and adult foster care in Lewis & Clark County.
 - More and more appropriate space is needed for counseling at the jail. Now some counseling is done in non-contact visiting booths – which are poorly suited for this function.
 - The Center's administrator participates in regular mental health meetings with justice system leaders, and is interested in a Criminal Justice Coordinating Council.
 - Much of the Center's funding comes from Medicaid.
 - The Center's administrator is open to providing more therapy to inmates.
-

6. Jail & Law Enforcement Building Assessment

Lewis & Clark County's Law Enforcement Facility is a multi-use three level (including mezzanines in housing units) structure, plus it contains a partial basement.

The first level contains offices, training rooms, and support areas for the City of Helena's Police Department, the Lewis & Clark County Sheriff's Office, and until it is relocated later in 2011, the 911 Dispatch Center.

The Detention Center is primarily on the 2nd level, with cells and one dormitory also on a mezzanine (or 3rd) level.

General Comments:

- As can be seen on the floor plan on the next page, the footprint is compact, with comparatively little space for each function.
- The building has been well-maintained. Floors, doors, glazing, and so forth appear much newer than their 26 years.
- Some long-standing building issues, most notably leaks from inmate showers to law enforcement offices on the first floor, remain problematic in spite of many attempts to remedy them.
- The most significant problem with the building is that every component of the jail and law enforcement building is undersized for its functions and the number of inmates and staff.
- Compared to many other jails, the Lewis & Clark County Jail is quiet and calm; this is a positive reflection on staff and administrators.

Booking/Intake/Release:

- New arrestees are brought in via an enclosed vehicle sallyport that is two vehicles in length.



- Booking/Intake is very small, with just three Holding Cells, only one of which has a toilet. This wet cell is primarily used for Protective Custody as there are too few cells and none are designed for PC or other special needs inmates.
- Other inmates who need to be kept separate from others are often confined in the only program space, often referred to as the Library.
- Although well organized, inmate property storage is also undersized for the current population.



Control Room & Sergeants' Office:

- The main control room is off Booking and is elevated with sightlines into Pods 1-4 and close-circuit video views of Pods 5-8 and all door entrances and other areas.
- Due to distances, glare and reflections, and physical barriers, sightlines from control and the sergeants' office are compromised.



Housing:

- The housing design is podular remote with indirect supervision.
- There are eight pods, each with a mezzanine level.
- Each of the pods has a dayroom for dining, television, and passive recreation.
- Seven of the eight pods were designed with all single occupancy cells.



- Most of the single cells have not (yet) been double occupied, but for years some inmates have been sleeping on extra bunks placed on floors in dayrooms.



- The eighth pod is a two level dormitory.



Support & Program Areas:

- In recent years Medical and Mental Health have experienced challenges regarding providers.
- There is too little space for Medical/Physical Health, but it will soon have additional space.
- Mental Health has no permanently assigned space. Finding available spaces that offer acoustical privacy is very difficult.
- Many inmates desire greater access to mental health and substance abuse providers.
- The facility's library is the only space in the jail that is suitable for programming. Of course, that is only when it is not being used for other functions. Commonly, it serves as overflow from Booking and for housing people who need to be isolated from others. No bathroom or showers are adjacent; therefore inmates need to be escorted to facilities, which drains staff resources.



- The three Visitation booths and the one Attorney room are too few, and sometimes they are not available as they are now used to hold inmates when Booking is crowded.
- Attorney-client visitation space now holds the electronic fingerprint station because the booking/intake space is inadequate.



- Recreation space, while adequate, contains some blindspots. The roof is grated, so it is unusable during inclement weather including much of winter.



- The Kitchen/Food Service area is sized similar to that of a single family's kitchen; it was never meant to prepare meals.
- The Jail used to receive meals from a community/elderly home; however, it now receives "quick chill meals" from the Montana Department of Corrections. A lack of counter space impedes the production/distribution of those meals.



- There is just one washer and one dryer serving the entire jail. Laundry storage is insufficient.



Offices and Work Areas for Lewis & Clark County Sheriff's Office and for Helena Police Department

- Office and other work areas for both law enforcement agencies have been inadequate in size for years.
- To meet present demands, the Patrol Division of the City Police Department has been moved to the airport.
- The 911 Dispatch Center is also scheduled to be moved by the end of June 2011.
- Some of the space in the partial basement has been renovated for law enforcement functions.
- The photo on the right is of an office used by Detectives; other offices are similarly jam-packed.



- Most jail and Sheriff's Office records are kept in one room.



- To help encourage staff to stay fit and healthy, there is a staff exercise room.



- Although the building is kept in very good shape overall, and all building issues are quickly addressed, there are significant and continuous plumbing issues. Water seeps from some of the showers in housing units into offices on the first floor, including that of the Helena Police Chief. The County Maintenance Department has attempted to fix this problem many times, but it has yet to be completely resolved.



- The jail and Sheriff's Office are exceptionally clean and well-maintained: the County Maintenance Department has clearly committed to properly monitoring and maintaining the serviceability of the facility.

7. Community Meeting

The Jail and Justice System Assessment's Community Meeting was very well attended, with over 50 in the audience.

Sheriff Dutton began with an introduction and description of many of the issues facing the Law Enforcement Center and jail. This was followed by a presentation by the two consultants, Goldman and Aguirre. Both presentations used PowerPoint, and all the slides from the NIC consultants' presentation are contained in Appendix D. This appendix also contains the sign-in sheets.

8. Findings

Justice Facilities

- The current Lewis & Clark County Law Enforcement Center -- which houses the County Sheriff's Office, Jail, and the Helena Police Department -- is in downtown Helena, which is both the County seat and the State capitol.
- The Law Enforcement Center is adjacent to and connected to the historic Courthouse, and on the other side of the Courthouse is the old jail, which was renovated into a theater.
- Other Lewis & Clark County and State justice agencies are nearby, most within walking distance. Some are in County-owned buildings, and others are in leased space.

The Law Enforcement Center

- The Law Enforcement Center (including the jail) was completed and occupied in 1985. It was built in response to the longstanding recognition that the previous jail, built in 1890, had many shortcomings.
- When built, the jail's capacity was 54. The current capacity, 59, was largely achieved by adding more beds in the dormitory housing unit.
- Reportedly the Jail was at capacity when opened, and the Average Daily Population (ADP) has exceeded capacity ever since. Initially one of the contributors to the jail's population was contracts to house federal pretrial inmates. It was reported that this relationship ended about 15 years ago to make space available to meet local needs.
- The Average Daily Population (ADP) currently ranges from the high 60's to the low 80's. During the visit of the NIC consultants, the inmate population was 78.
- There is far too little space for most functions, including:
 - Intake/booking/transportation/release;
 - Housing;
 - Isolation and Segregation;
 - Physical Health/Medical Services;
 - Counseling and Mental Health Services;
 - Administration;
 - Inmate programs, including substance abuse and self-help programs;
 - Laundry; and
 - Storage.
- Sightlines are poor due to the jail's configuration and large number of blindspots. Staff observation is further compromised by the limited number of staff.
- The Lewis & Clark County jail is very clean, odor-free, and most of it is bright.

Law Enforcement Agencies

- In Lewis & Clark County, there are four law enforcement agencies:
 - Lewis & Clark County,
 - Helena,
 - East Helena, and
 - Montana state Highway Patrol.
- These law enforcement agencies are the primary contributors to the jail population. The other contributor is the Montana Department of Corrections' Parole and Probation Department.

Parole and Probation

In Montana, all Parole and Probation is part of the state's Department of Corrections. Parole and Probation only handles felons. There is no probation department for the municipal courts, which handles misdemeanor crimes.

Courts

In Montana, including in Lewis & Clark County, there are three types of courts:

- **Justice of the Peace Courts.** These set bonds on felony and misdemeanor crimes and traffic violations.
- **Justice Courts, sometimes referred to as Municipal Courts.** These set bonds and hear misdemeanor cases. Justice Courts also hold preliminary hearings on all felony cases unless a waiver to district court is agreed to by the prosecution and defense. In Lewis & Clark County there are two Justice Courts.
- **District Courts.** In Lewis & Clark, there were three District Courts until earlier in 2011, when a fourth was added. District Courts have primary responsibility for civil matters and all felony crimes; they also serve as the courts of appeals for misdemeanor cases. In addition to other responsibilities, the newest District Court will serve as a drug court.

Bed Needs and Alternatives to Incarceration

- The crowding issue has caused other parts of the system to accommodate and employ other techniques, such as issuing citations for some people who might otherwise be incarcerated. It will be crucial to account for that pent-up demand while in the analysis portion of the planning in order to help determine bed needs. Equally relevant to the discussion is the question of how many of those individuals now being diverted really need to be in jail. It is important to keep in balance the issue of public safety and how big is “big enough.” The larger the facility, the bigger the operations budget. Central to the question then, is, “What are we as a community willing to pay for over the life-cycle of the jail, and how do we maximize community safety?”
- There are relatively few current alternatives to incarceration in Lewis & Clark County, but these have expanded recently (and will further expand later in 2011).
- Current alternatives to incarceration consist of:
 - Probation and Parole for those who have been convicted of felonies;
 - 24/7 program, with frequent drug and alcohol testing; and
 - Electronic monitoring and house arrest.
- An alternative program that will be implemented soon (summer 2011):
 - Drug Court.
- Lewis & Clark County currently lacks the following alternatives:
 - Probation for misdemeanants;
 - (Formalized) Pre-trial release;
 - Work Release and Community Release; and
 - Day Reporting.

Jail Management & Staff

- The Jail appears to be extremely well managed as evidenced by the sense of calm that permeates the facility, and excellent communications among administrators, staff and inmates.
- The Jail Captain and his next-in-command work very well together and with their staff.

Inmate Programs

- Programs are limited by the fact that the only program room, the Library, is often used for holding and temporary housing.
- Inmates, administrators, and staff wish to expand programs. These should include GED/education, job skills/life skills, counseling/mental health, religious, and substance abuse programs.

Data

Justice System Data. Prior to the on-site Jail and Justice System Assessment, data was solicited from the law enforcement agencies, the courts, and the county jail. It appears that some of the data is more accurate than others.

- The early 2000's data from the City of Helena Police Department may be problematic. As a result between 2000 and 2010 there appears to be a reduction in the reported crime, but this was questioned.
- The court data from the Justice and District Courts during the same time frame (2000 – 2010) remained relatively stable and flat.
- No additional data was provided from (or requested of) the County Attorney, although typically the court data represents the filings of action by the County Attorney. It would be interesting to determine what the declination rate is for those same years, if it is maintained. This often helps explain some of the many variances in the law enforcement data and the actual filing actions taken by the prosecutor.

County Growth Data. In the larger context it is noteworthy that for 2000 – 2010, the County's population went up by 12% without a similar increase in the crime rate, at least in this preliminary look at the data.

Jail Data. See Recommendations (next section) regarding Standardized Daily Population Report.

9. Recommendations

The recommendations herein are based on a review of data, input during meetings, and the collective experience of the two consultants. Please note, however, that the Jail and Justice System Assessment was quite brief and a much more in-depth study is warranted.

Recommendations Regarding a Criminal Justice Coordinating Council (CJCC) and a Criminal Justice Planning Committee (or one committee that handles both functions):

- Create a Criminal Justice Coordinating Council (CJCC, or with another name) reporting to the County Board with the mission to manage, oversee, and improve the criminal justice system. The committee will include County, City, and locally based State justice system leaders (such as the Sheriff, the Jail administrator, a judge from

each court, a public defender, and a senior probation officer); program providers (including Mental Health and Substance Abuse); and citizen representatives. The existing monthly Mental Health meetings attended by some justice and social service entities could form the start of the CJCC.

- Charge the Criminal Justice Coordinating Council (and/or the Planning Committee) with the following:
 - Helping to limit the inmate population by establishing and evaluating current and new alternatives to incarceration;
 - Providing input and guidance to the team that studies renovation and new construction options for the Sheriff's Office and Detention Center;
 - Fostering justice system communications and collaboration;
 - Enhancing mechanisms to provide data to help justice system leaders and the County Board make information-based decisions;
 - Mapping the justice system to identify inefficiencies/delays for each of the seven decision points (decision to arrest, decision to detain pre-trial, decision to release from pre-trial detention, decision to prosecute, adjudication outcome, sentencing decision, sentence modification decision) and examine all factors that impact the jail population;
 - Either as a function of the CJCC or a Criminal Justice Planning Committee, in conjunction with a justice system and facilities planner or planning company:
 - determine and project justice system, staffing, program, and bed needs;
 - study and make recommendations on alternatives to incarceration, renovation and expansion options, and sites; and
 - develop a jail (or jail and justice system) master plan.

Recommendations Regarding Jail Operations

- **Shifts.** Although most Lewis & Clark County jail staff like their 12 hour shifts, consider shorter shifts in order to help ensure that staff are alert and productive the entire time that they are on duty.
- **Classification.** Move forward with the planned classification system. It is understood that housing by classification category will be compromised by the limited number of housing units and cells (until a new facility is built or the existing facility is expanded).
- **Health.** Continue building working relationships with Mental Health and Medical/Physical Health providers. Continue with a full time nurse, and greatly increase the time that mental health providers spend with inmates.
- **Inmate Programs.** Expand existing inmate programs to include:
 - GED/education,
 - Job skills/life skills,
 - Counseling/mental health,

- Religious, and
- Substance abuse programs (including frequent NA and AA).
- **Standardized Daily Population Report.** At the time of the visit, there was no standardized daily population report issued by the jail that identified inmates' status. Because of the variability of the population throughout a 24 hour period, it is suggested that a time be established for a daily report. Many jails do this at 12:01 AM each day. This does not replace security counts that take place at the change of each shift. The daily count document should include the following:
 - Holding count;
 - Pretrial and sentenced count by pod (the pod count should show the actual numbers compared with the rated capacity); and
 - Male and Female.

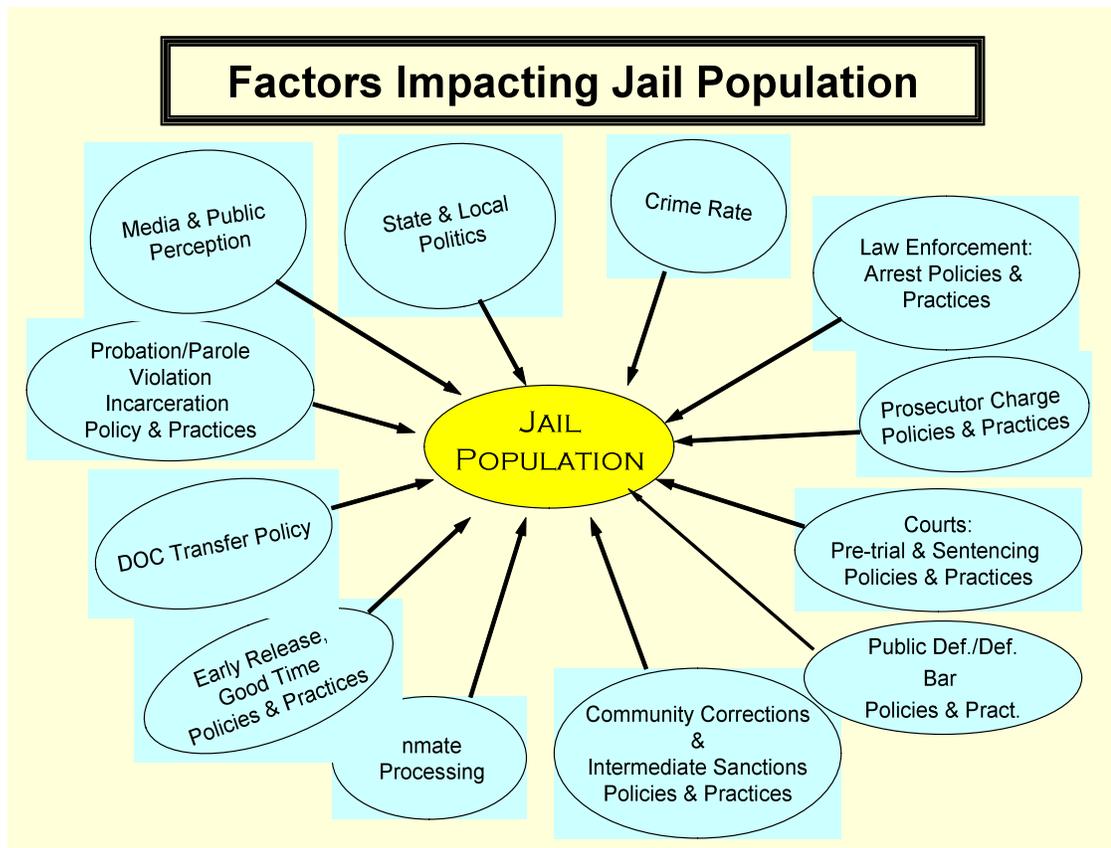
Recommendations Regarding Alternatives to Incarceration:

- Continue developing and implementing alternatives to incarceration for those who pose low security risks and can benefit from work and rehabilitative programs, while helping to limit operational costs.
 - **Electronic Monitoring.** Expand home confinement with electronic monitoring to include more people charged with non-violent lower level felonies;
 - **Drug/Specialty Courts.** Continue with the implementation of Drug Court, and expand it over time to include many with alcohol, drug, and mental health issues;
 - **Probation.** Explore establishing Probation for certain misdemeanants;
 - **24/7.** Continue with the 24/7 program, but relocate it to a place with more space (rather than in the jail Booking and Visiting areas, as these areas are too small even for jail functions);
 - **Day Reporting.** Explore developing a Day Reporting program; and
 - **Pre-Release Program.** Consider establishing a more formal Pre-Release screening and monitoring program. This could be connected to the existing 24/7 program and home confinement, as well as Day Reporting.
- Continue learning “what works” from other jurisdictions, and make changes to alternatives to incarceration accordingly.

Other Criminal Justice System Recommendations:

- As some in the justice system believe that Pre-sentence investigations currently take too long because there are too few investigators, and because this negatively impacts the number of inmates in the jail, this issue should be studied. If verified, Probation should seek more investigators.

- Develop strategies among law enforcement, jail booking, prosecution, defense, and service providers to maximize diversion from booking and/or prosecution for those who are eligible (e.g., do not pose a risk of harming others).
- Consider additional sentenced time cut incentives (often referred to as “Sheriff’s good time”) through program participation for sentenced inmates.
- Continue building excellent working relationships not only with other justice agencies but with social service agencies and providers, including those that provide Mental Health, Substance Abuse, and Medical/Physical Health services.



Recommendations Regarding the Jail: What Can be Implemented Now

- Set an operating capacity of 80-85% of the total rated capacity. This would better enable staff to house inmates based on their classification categories, and would provide enough beds to enable temporary short-term population counts over capacity.
- Study ways that the Intake/Booking area can be more functional and accommodate and process more inmates until a new Booking area is built.
- Develop a jail population control management function, designed to monitor the inmate population and help the system manage that population.

- Implement and distribute a jail population report to all criminal justice system agencies. The “Daily Jail Population Count Report” should occur at a single specified time (such as 12:01 AM), providing counts of inmates by category and sentence status
- Make more interim improvements to the jail, measures that will improve the jail's operations until a new facility is built or a major remodel and expansion is undertaken. Interim improvements to consider include:
 - Double-bunking more cells,
 - Converting one or two housing units to short-term and/or special needs housing,
 - Using the library just for programs, and providing more substance abuse, mental health, and life-skills programs; and
 - Repairing and preventing leaks from showers to offices below.

Recommendations Regarding Preparing for Expanding or Building a New Jail and Law Enforcement Offices

- Hire a justice system and facilities planning consultant to do a comprehensive needs assessment and master plan;
- Continue to educate the public regarding jail and law enforcement needs; and
- Begin exploring funding options.

Appendix A: Information Requested & Provided

The following data form was created by Goldman & Aguirre and completed by Captain Fradette, with information also provided by others in the Sheriff's Office, other law enforcement agencies, and the courts.

Lewis & Clark County, Montana
Questions & Requests for Available Information
for Robert Aguirre + Mark Goldman for the
NIC-sponsored Jail & Justice System Assessment

Please provide names, title, and phone numbers for Lewis & Clark County's:

County Commissioners:

Mike Murray, Commissioner (406) 447-8304
Derek Brown, Commissioner (406) 447-8304
Andy Hunthausen, Commissioner (406) 447-8304

County Manager:

Eric Bryson, Chief Administrative Officer (406) 447-8311

Sheriff:

Leo Dutton, Sheriff (406) 447-8287

Jail Administrator:

David Fradette, Captain (406) 447-8246

County Attorney:

Leo Gallagher, County Attorney (406) 447-8270

County Court Judge:

Michael Swingley, Justice of the Peace (406) 447-8201

Municipal Court Judge, City of Helena:

Bob Wood, Judge (406) 447-8464

Municipal Court Judge, City of East Helena:

Tori Marion, Judge (406) 227-5321

District Court Judge:

Jeffrey Sherlock, Judge (406) 447-8205
Dorothy McCarter, Judge (406) 447-8205

Kathy Seeley, Judge (406) 447-8205
Jim Reynolds, Judge (406) 447-8205

Director of Probation, Helena Office

Annette Carter, (406) 444-0929

Public Defender:

Jon Moog, (406) 444-0104

Police Chiefs within Lewis & Clark County:

Helena Police Department

Troy McGee, Chief (406) 447-8477

East Helena Police Department

Dale Aschim, Chief (406) 227-8686

Montana Highway Patrol:

Drew Knapp, Sergeant (406) 461-4102

Mayors within Lewis & Clark County:

City of Helena

James Smith, Mayor (406) 447-8410

City of East Helena

Anthony Strainer, Mayor (406)227-5321

Pre-Trial Services Administrator (if exists) **N/A**

Provider(s) of substance abuse programs to offenders **UNK**

Provider(s) of mental health services:

Center for Mental Health (406) 449-5650

Managers of other existing non-custody alternatives, such as Drug Court **N/A**

Other people that you recommend we meet with:

Helena Pre Release Center:

Amy Tenney, Administrator (406) 447-3281

US Marshals Office:

Chuck Bulson, Deputy Marshal (406) 457-5151

Please provide information on the existing Lewis & Clark County Jail, including (if available):

Most recent Fire Marshall's report.

Most recent inspection report by the state agency responsible for monitoring jails.
The inspection is done by Montana Peer Review. It was created by the Montana Sheriff's and Peace Officers Association.

Any other reports on the Jail. **None.**

Floor plans and site plans (if available). It would be most useful to have a half size floor plan with a clear scale (such as 1/4" equals 1 foot), and also an 8 1/2" x 11" or 8 1/2" x 17" version of the floor plans. **8 1/2" x 11"**.

Year built: **1985**

Year(s) renovated: **N/A**

Scope of renovation(s): **N/A**

Total number of beds that meet Montana's minimum standards: **We initially had (54) beds but have added (5) additional to (59).**

Other Justice System functions in the same building as the jail:
Lewis & Clark County Sheriff's Office
Helena Police Department

Other County (non-Justice) functions in the same building:
Disaster and Emergency Services

In the following table, please provide information on existing housing within the Lewis & Clark County Jail:

	Number of Cells or Dorms of this type	Total Rated Capacity in Cells or Dorms of this type
Single Cells	35	
Two Person Cells	1	
Multi-occupancy Cells/Dormitories	1 dorm / 22 beds	
Other (indicate what)	(2) temporary holding cells (1) PC cell	
Total	61	

Information (to the extent available) on numbers of or percentages of inmates incarcerated for various lengths of stay such as:

These numbers are based on a weekly summary of those incarcerated:

- 4 hours or less
- 4 – 8 hours
- 8 hours – 24 hours / **8**
- 24 hours – 2 days / **0**
- 3 days – 7 days / **9**
- 8 days – 14 days / **9**
- 15 days – 30 days / **6**
- 31 days – 90 days / **20**
- 91 – 180 days / **8**
- 181 – 365 days / **3**
- more than 365 days

For each of the last 10 years, how many people were booked into the Jail, and what was the average daily population (ADP), and **average length of stay (ALOS)** or total number of Jail Days Served:

Year	Jail Bookings	Average Daily Population	Jail ALOS or Total Number of Jail Days Served
2001			
2002	2,254	64	11
2003	2,935	74	10
2004	2,954	82	11
2005	2,968	79	10
2006	2,618	71	11
2007	2,897	67	9
2008	2,970	64	9
2009	2,911	77	13
2010	2,989	86	11

For each of the arresting agencies in Lewis & Clark County, please provide (please photo-copy for each agency):

Lewis & Clark County Sheriff's Office					
Year	Number of Arrests				
	Felony	Misdemeanor	Criminal Traffic	Other	Total
2001					
2002					
2003	1038	818			
2004	1205	996			
2005	1068	857			
2006	1062	869			
2007	1164	920			
2008	801	581			
2009	827	619			
2010	656	487			

Helena Police Department					
Year	Number of Arrests				
	Felony	Misdemeanor	Criminal Traffic	Other	Total
2001					
2002					
2003	3248	2884			
2004	3175	2773			
2005	2886	2508			
2006	2372	2009			
2007	2665	2282			
2008	1907	1660			
2009	1349	1186			
2010	1328	1152			

East Helena Police Department					
Year	Number of Arrests				
	Felony	Misdemeanor	Criminal Traffic	Other	Total
2001					
2002					
2003	64	49			
2004	76	67			
2005	41	37			
2006	67	56			
2007	24	21			
2008	56	47			
2009	79	63			
2010	38	30			

Montana Highway Patrol					
Year	Number of Arrests				
	Felony	Misdemeanor		Other	Total
2009	0				
2010	5	135			140

Indicate the total number of outstanding criminal warrants at the end of December for the past 10 years:

Unable to provide this information.

For each existing non-custody alternative to incarceration, indicate: **NONE**

Name of alternative:

Contact person's name, email address and phone number:

How many alleged and/or convicted offenders were in the program in each of the last 5 years?

What is the average length of time that someone is on this program?

What is the target population (e.g., 2 or more convictions for drunk driving)?

How many staff?

How is it funded?

What is the annual cost?

If there are measures of program success or failure, what are these?

Is there some form of Criminal Justice System Management Committee? **NO**

If yes, please describe who (positions) is on the committee, how often it meets, and its mission.

Are there recent laws that have been passed by the state legislature that you believe will have a significant impact on the local criminal justice system? **YES** If so, please describe.

There is a program that will be passed into law this year that is called **24/7 program**. This is modeled after one in South Dakota. Anyone that is charged with his or her second or higher offense of DUI has to participate in the program if they post bail or are released by the court from jail. They are required to report and give a breath sample twice a day. We were the pilot program in Lewis & Clark County for it. People in the program stay out of jail as long as they are not giving a positive reading for alcohol during the breath test. If they do then they are arrested for violating the program.

Regarding Court cases, how many criminal cases of each major category were there in each of the past 10 years?

Year	Types of Court Cases / Justice Court of Lewis & Clark County				Total
		Misdemeanor	Criminal Traffic	Probation Violations or PTR	
2001		2311		711	3149
2002		4760		1079	5839
2003		6085		1006	7091
2004		5646		1306	6952
2005		5260		1259	6579
2006		5871		841	6712
2007		6294		831	7125
2008		5832		849	6681
2009		5641		834	6475
2010		6367		731	7098

Year	Types of Court Cases / Municipal Court City of Helena				Total
		Misdemeanor	Criminal Traffic	Other (if any)	
2001		2620	4710	275	7605
2002		2141	9105	447	11693
2003		4544	6569	484	11597
2004		3716	4970	372	9058
2005		2119	8840	319	11278
2006		1626	5848	282	7756
2007		1865	7052	215	9132
2008		1732	6315	561	8608
2009		1567	5628	485	7680
2010		1651	5458	432	7541

Year	Types of Court Cases / District Courts – Lewis & Clark County				
	Felony		Criminal Traffic	Other (if any)	Total
2001	294				294
2002	301				301
2003	339				339
2004	328				328
2005	362				362
2006	301				301
2007	391				391
2008	394				394
2009	327				327
2010	317				317

Does Lewis & Clark County have a juvenile detention center available locally? **NO**

If not, what does the County do with pre-adjudicated and adjudicated juveniles? **They are transported and held at a juvenile facility in the City of Great Falls, Cascade County.**

In Lewis & Clark County, can juveniles be waived to the adult court and jail? **NO.** **They can only be placed in adult court based on the crime and if they are close to the age of 18 years. They cannot be held in this facility unless they turn 18 years.**

Is there a central criminal justice information system shared by justice agencies within Lewis & Clark County? **YES** If “yes,” then which agencies share the system? **Lewis & Clark County Sheriff’s Office, Helena Police Department and East Helena Police share a Records Management System.**

Has Lewis & Clark County ever considered joining with one or more other counties and operating a regional jail? **NO.** If no, why not? **I don’t think it has ever been considered due to jurisdictional reasons. Another reason I would assume would be the factor of the size of this state and the distance between each county seat that has a jail.** If so, what happened with this idea?

For any questions about these questions, please email them to mark@markgoldman.org or call 404.373.8440.

Thank you very much.

Appendix B: Data on the Inmate Population, Courts, & Arrests

Prior to coming to Lewis & Clark County, Bob Aguirre and Mark Goldman requested data that could help highlight trends and current conditions in the County's jail and justice system. Thanks to Sheriff Dutton, Captain Fradette, his staff, and others in the justice system three types of data were requested and received:

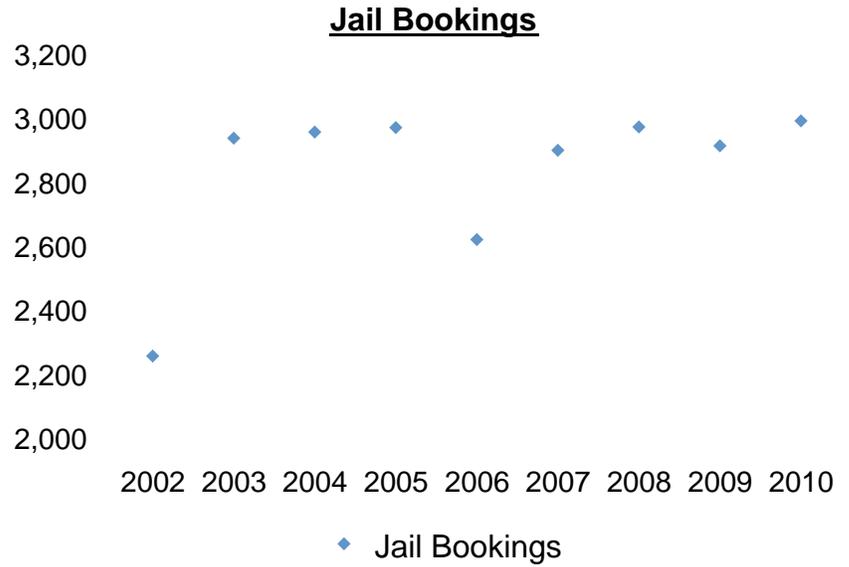
1. Jail
 - Jail Bookings
 - Length of Stay
 - Average Daily Population
 - Average Length of Stay
 - Building information (floor plan, inspection report)
2. Courts:
 - Justice Court – Lewis & Clark County
 - Municipal Court – City of Helena
 - District Court – Lewis & Clark County
3. Arrests:
 - Lewis & Clark County Sheriff's Office
 - Helena Police Department
 - East Helena Police Department
 - Montana Highway Patrol

The following pages contain graphs and charts along with brief preliminary interpretations which will be discussed during interviews and meetings.

1. Jail Data

1.A Jail Bookings

Year	Jail Bookings
2002	2,254
2003	2,935
2004	2,954
2005	2,968
2006	2,618
2007	2,897
2008	2,970
2009	2,911
2010	2,989



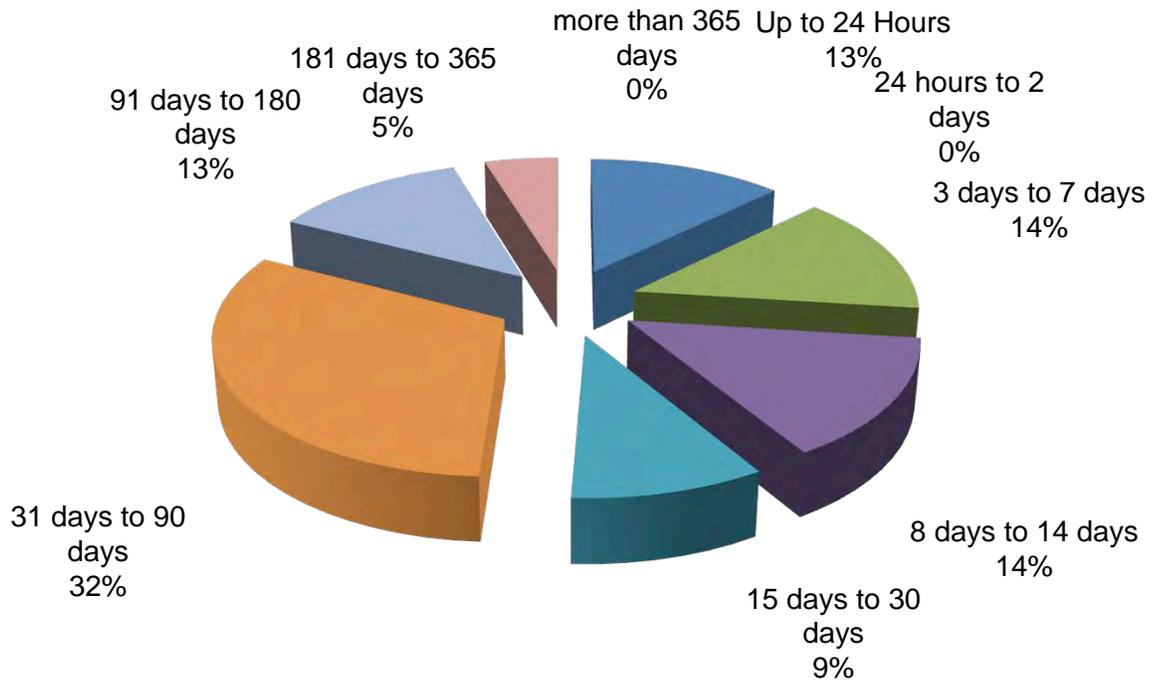
Preliminary Observation: The number of people booked into the jail each year was fairly constant between 2003 and 2010.

1.B Length of Stay

Inmate Length of Stay	
Length of Stay	Number of Inmates
Up to 24 Hours	8
24 hours to 2 days	0
3 days to 7 days	9
8 days to 14 days	9
15 days to 30 days	6
31 days to 90 days	20
91 days to 180 days	8
181 days to 365 days	3
more than 365 days	0

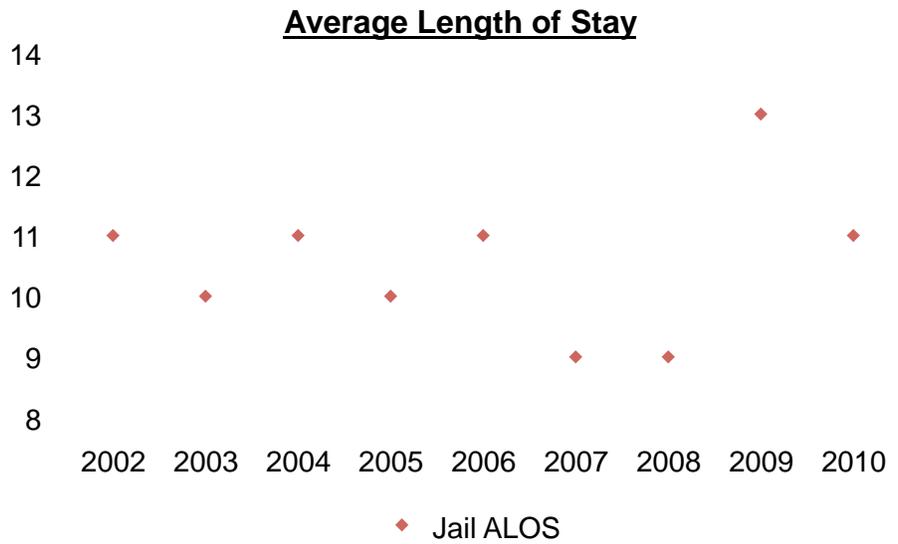
Preliminary Observation: Recently a snapshot of the inmate population indicated that about half of the inmates in the Lewis & Clark County Jail had been incarcerated for up to 30 days, and only about 17% had been in more than 90 days. This may indicate that most alleged offenders move through the justice system quickly, and/or that few are sentenced to jail for more than six months. However, preliminary conclusions based on one snapshot can be ill-advised and discussion and more study are warranted.

Length of Stay



1.C Average Length of Stay

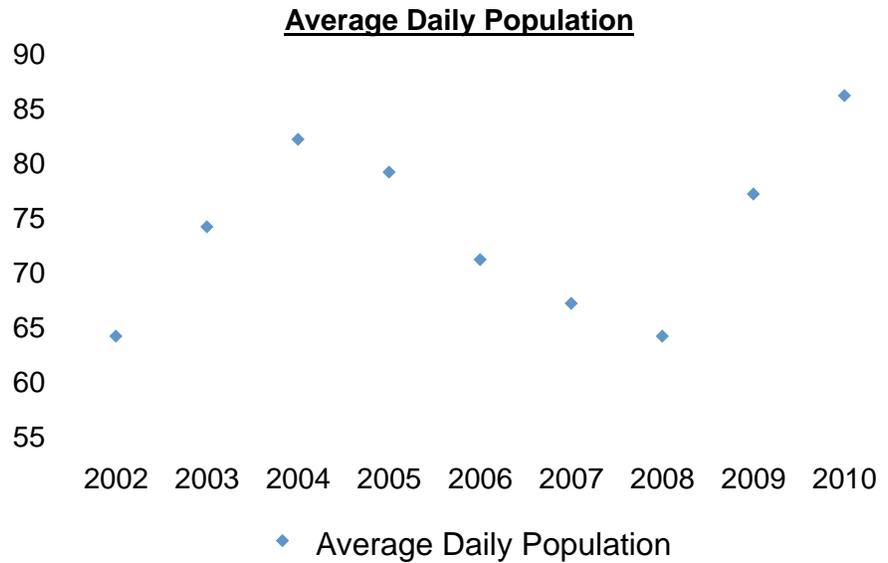
Year	Jail ALOS
2002	11
2003	10
2004	11
2005	10
2006	11
2007	9
2008	9
2009	13
2010	11



Preliminary Observation: The average length of stay (ALOS) ranged from nine to 13 days over the last nine years. Like the previous table and graph, this may indicate that the courts operate efficiently, minimizing confinement of pre-sentenced inmates. Also, it may indicate that those who are sentenced to the jail are relatively few and their sentences are comparatively short.

1.D Average Daily Population

Year	Average Daily Population
2002	64
2003	74
2004	82
2005	79
2006	71
2007	67
2008	64
2009	77
2010	86

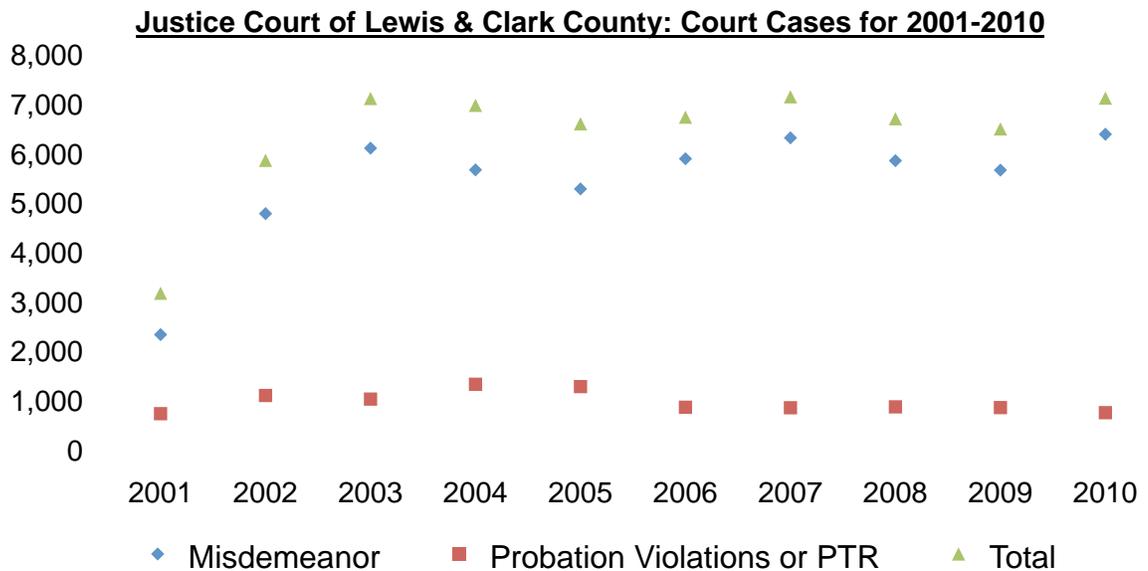


Preliminary Observation: The average daily population (ADP) in the Lewis & Clark County Jail continuously exceeded its rated capacity of 54 over the last nine or more years. The facility's average daily population ranged from 19% above capacity to 34% above capacity. Peak populations were more severe. Over the last two years the ADP increased 34%; hopefully this was an anomaly and this rate of increase will not continue.

2. Court Data

2.A Types of Court Cases / Justice Court of Lewis & Clark County

Types of Court Cases / Justice Court of Lewis & Clark County					
	Felony	Misdemeanor	Criminal Traffic	Probation Violations or PTR	Total
2001	N/A	2,311	N/A	711	3,149
2002		4,760		1,079	5,839
2003		6,085		1,006	7,091
2004		5,646		1,306	6,952
2005		5,260		1,259	6,579
2006		5,871		841	6,712
2007		6,294		831	7,125
2008		5,832		849	6,681
2009		5,641		834	6,475
2010		6,367		731	7,098

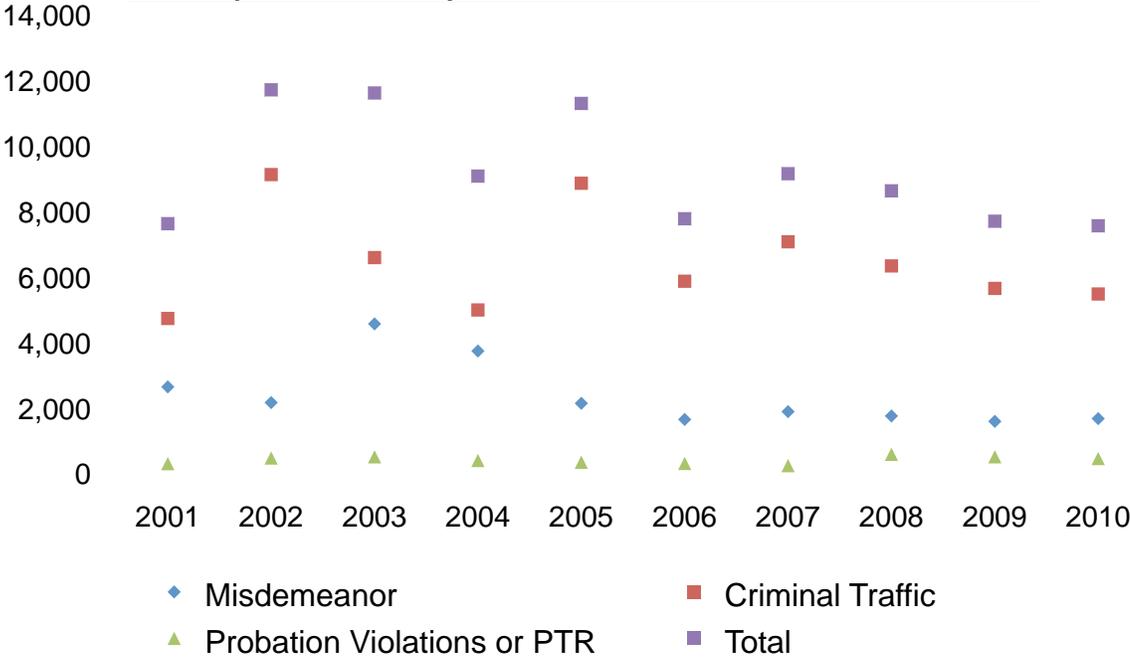


Preliminary Observation: Since 2003 the numbers of proceedings in the Lewis & Clark County Justice Court for misdemeanors and for probation violations were fairly steady.

2.B Types of Court Cases / Municipal Court – City of Helena

	Types of Court Cases / Municipal Court - City of Helena				
	Felony	Misdemeanor	Criminal Traffic	Probation Violations or PTR	Total
2001		2,620	4,710	275	7,605
2002		2,141	9,105	447	11,693
2003		4,544	6,569	484	11,597
2004		3,716	4,970	372	9,058
2005		2,119	8,840	319	11,278
2006		1,626	5,848	282	7,756
2007		1,865	7,052	215	9,132
2008		1,732	6,315	561	8,608
2009		1,567	5,628	485	7,680
2010		1,651	5,458	432	7,541

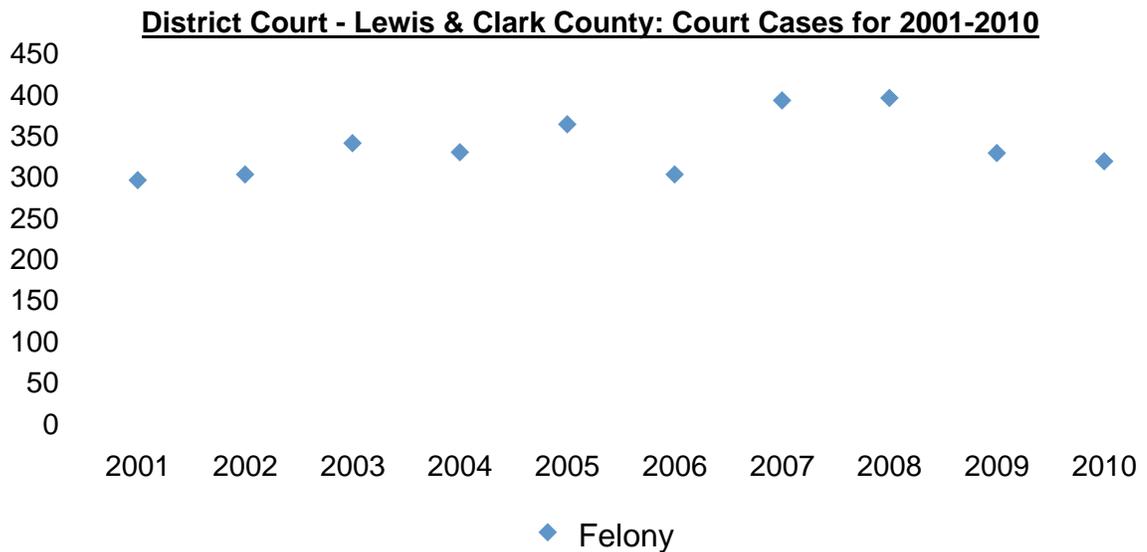
Municipal Court - City of Helena: Court Cases for 2001-2010



Preliminary Observation: Misdemeanor cases in the City of Helena’s Municipal Court decreased after 2004 and were relatively constant afterwards. Similarly, criminal traffic cases were highest in 2002 and 2005 and were fairly steady after 2006.

2.C Types of Court Cases / District Court – Lewis & Clark County

	Types of Court Cases / District Courts - Lewis & Clark County				Total
	Felony	Misdemeanor	Criminal Traffic	Probation Violations or PTR	
2001	294				294
2002	301				301
2003	339				339
2004	328				328
2005	362				362
2006	301				301
2007	391				391
2008	394				394
2009	327				327
2010	317				317



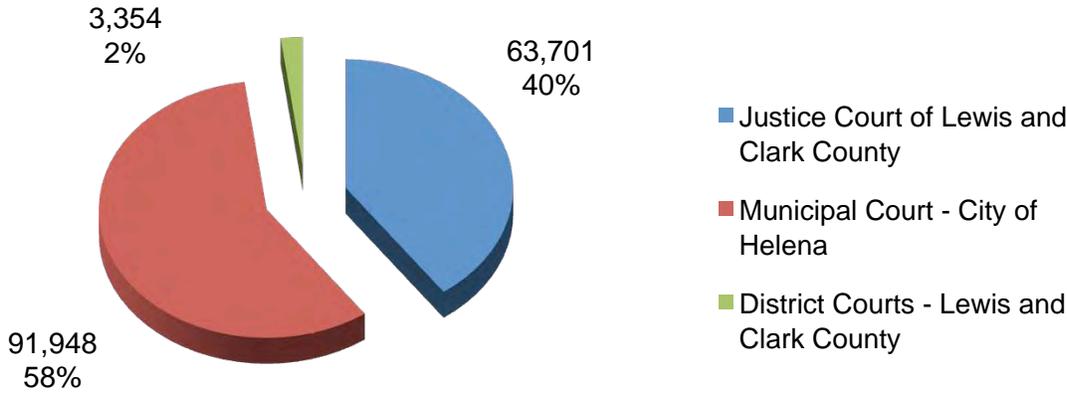
Preliminary Observation: Those charged with or sentenced for felonies were more likely to be incarcerated than misdemeanor and traffic cases, and are therefore particularly important to study when assessing a jail and justice system (although those sentenced for more than a year to serve are usually transferred from a county jail to a state prison).

The number of felony cases was moderately steady overall after 2001, although the numbers increased substantially in 2007 and 2008. Fortunately, the number of felony cases was lower in 2009 and 2010.

2.D Total Number of Cases for 2001-2010 by Jurisdiction

Year	Justice Court of Lewis & Clark County	Municipal Court – City of Helena	District Courts – Lewis & Clark County
2001	3,149	7,605	294
2002	5,839	11,693	301
2003	7,091	11,597	339
2004	6,952	9,058	328
2005	6,579	11,278	362
2006	6,712	7,756	301
2007	7,125	9,132	391
2008	6,681	8,608	394
2009	6,475	7,680	327
2010	7,098	7,541	317
Total	63,701	91,948	3,354

Total Court Cases for 2001-2010 by Jurisdiction



Preliminary Observation: The percentage of felony cases was very low compared with misdemeanor, criminal traffic, and probation violation cases.

3. Arrest Data

Data provided includes the following:

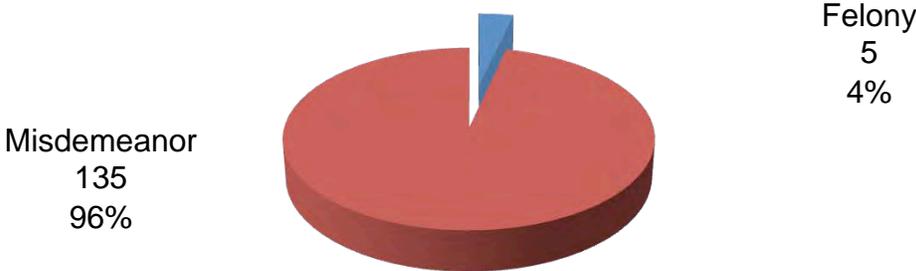
Agency	Provided by County
Lewis & Clark County Sheriff's Office	Annual numbers of felony and misdemeanor arrests for 2003-2010.
Helena Police Department	
East Helena Police Department	
Montana Highway Patrol	Numbers of felony and misdemeanor arrests for 2010.

Because the data from the Montana Highway Patrol was only for one year and the data for the other three law enforcement agencies was for eight years, the Highway Patrol's numbers are not included in the analysis of totals for all agencies. The Montana Highway Patrol data is shown below.

3.A Montana Highway Patrol Arrests by Felony and Misdemeanor

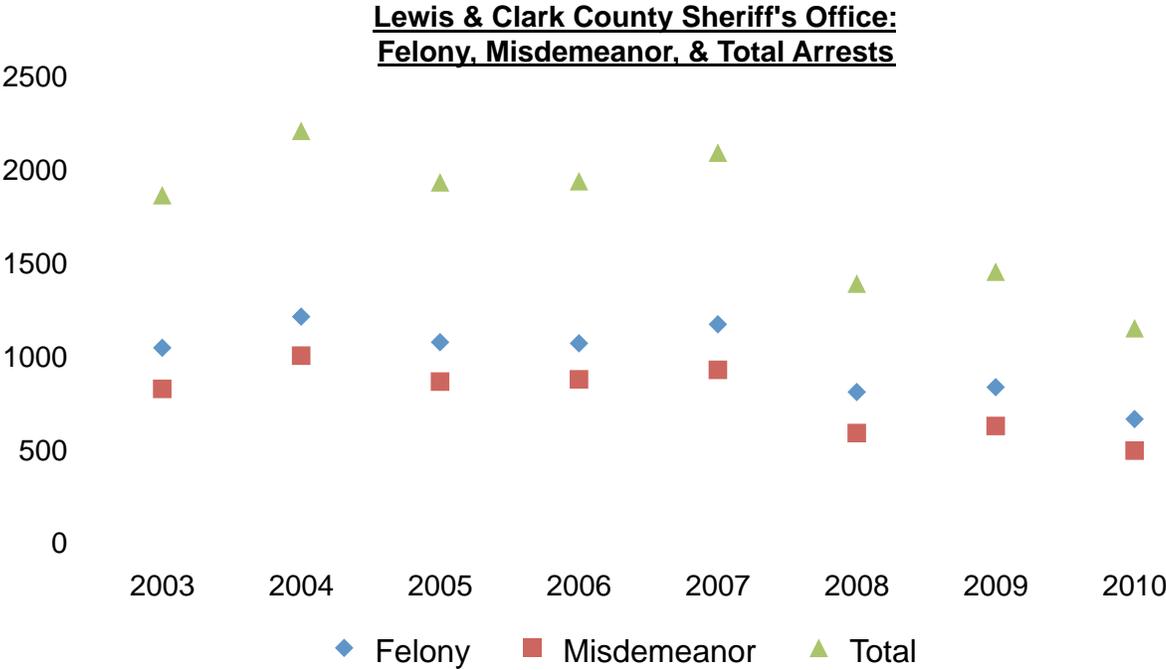
Montana Highway Patrol			
Year	Number of Arrests		
	Felony	Misdemeanor	Total
2010	5	135	140

Montana Highway Patrol: Felony and Misdemeanor Arrests



3.B Lewis & Clark County Sheriff's Office Arrests by Felony & Misdemeanor

Lewis & Clark County Sheriff's Office			
Year	Number of Arrests		
	Felony	Misdemeanor	Total
2003	1,038	818	1,856
2004	1,205	996	2,201
2005	1,068	857	1,925
2006	1,062	869	1,931
2007	1,164	920	2,084
2008	801	581	1,382
2009	827	619	1,446
2010	656	487	1,143

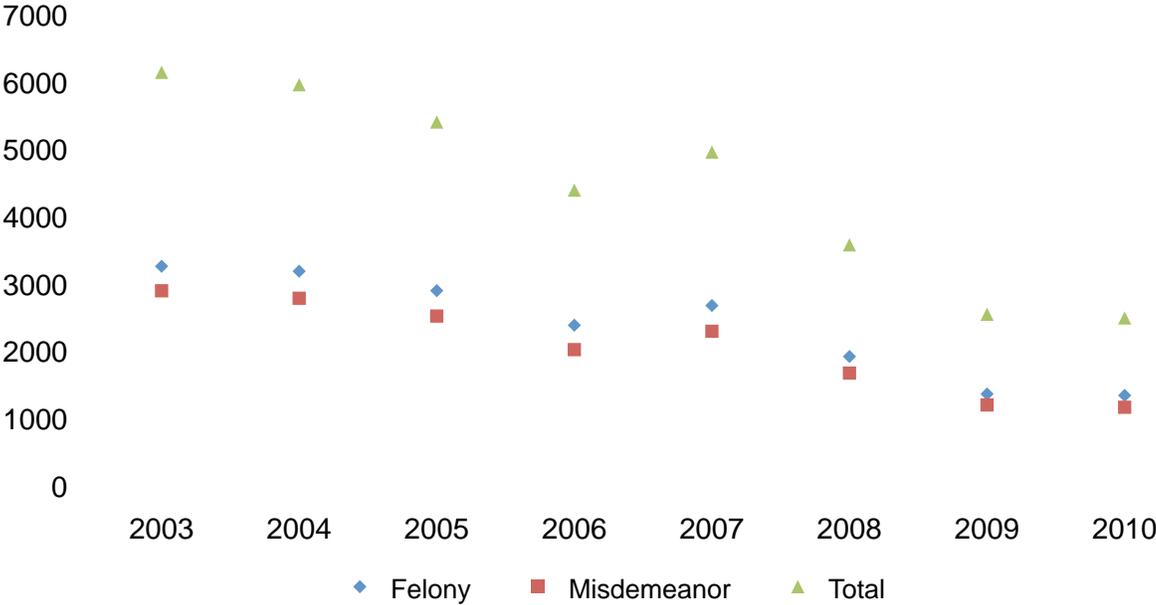


Preliminary Observation: The number of arrests by the Sheriff's Office for both felonies and misdemeanors were relatively steady between 2003 and 2007 and then declined. The lower numbers held through (at least) 2010. Hopefully this will continue. Unfortunately, there were more arrests for felonies than for misdemeanors each year between 2003 and 2010. The same was true for the other local law enforcement agencies.

3.C Helena Police Department Arrests by Felony & Misdemeanor

Helena Police Department			
Year	Number of Arrests		
	Felony	Misdemeanor	Total
2003	3,248	2,884	6,132
2004	3,175	2,773	5,948
2005	2,886	2,508	5,394
2006	2,372	2,009	4,381
2007	2,665	2,282	4,947
2008	1,907	1,660	3,567
2009	1,349	1,186	2,535
2010	1,328	1,152	2,480

Helena Police Department: Felony, Misdemeanor, & Total Arrests



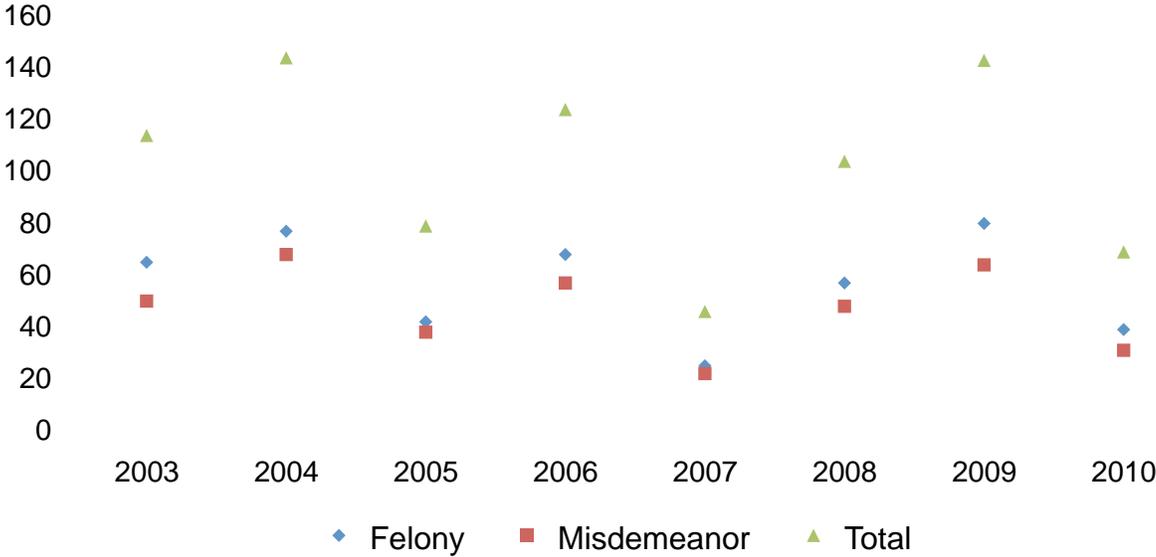
Preliminary Observation: The number of arrests for both misdemeanors and felonies by the Helena Police Department decreased dramatically between 2003 and 2009, and then remained relatively steady in 2010.

The number of arrests by Helena Police far exceeded the numbers from other law enforcement agencies in Lewis & Clark County.

3.D East Helena Police Department Arrests by Felony & Misdemeanor

East Helena Police Department			
Year	Number of Arrests		
	Felony	Misdemeanor	Total
2003	64	49	113
2004	76	67	143
2005	41	37	78
2006	67	56	123
2007	24	21	45
2008	56	47	103
2009	79	63	142
2010	38	30	68

East Helena Police Department: Felony, Misdemeanor, & Total Arrests

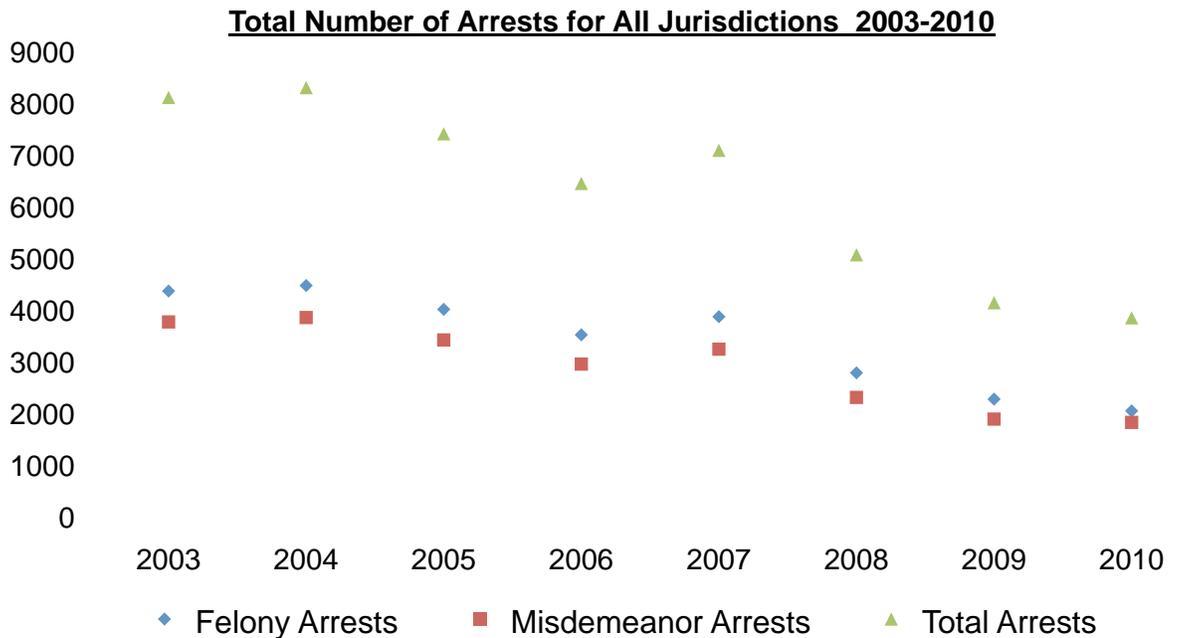


Preliminary Observation: Compared to the other agencies, East Helena Police arrested relatively few individuals. Their numbers varied considerably between 2003 and 2010, but without a clear trend.

3.E Total Number of Arrests for All Jurisdictions

(except Montana Highway Patrol)

Total Number of Arrests for All Jurisdictions: 2003-2010			
Year	Felony Arrests	Misdemeanor Arrests	Total Arrests
2003	4,350	3,751	8,101
2004	4,456	3,836	8,292
2005	3,995	3,402	7,397
2006	3,501	2,934	6,435
2007	3,853	3,223	7,076
2008	2,764	2,288	5,052
2009	2,255	1,868	4,123
2010	2,027	1,804	3,831
Total	27,201	23,106	50,307



Preliminary Observation: The numbers of arrests for misdemeanors, arrests for felonies, and total arrests by all agencies (except Highway Patrol, for which limited data has been received) declined between 2003 and 2010. Hopefully this downward trend will continue.

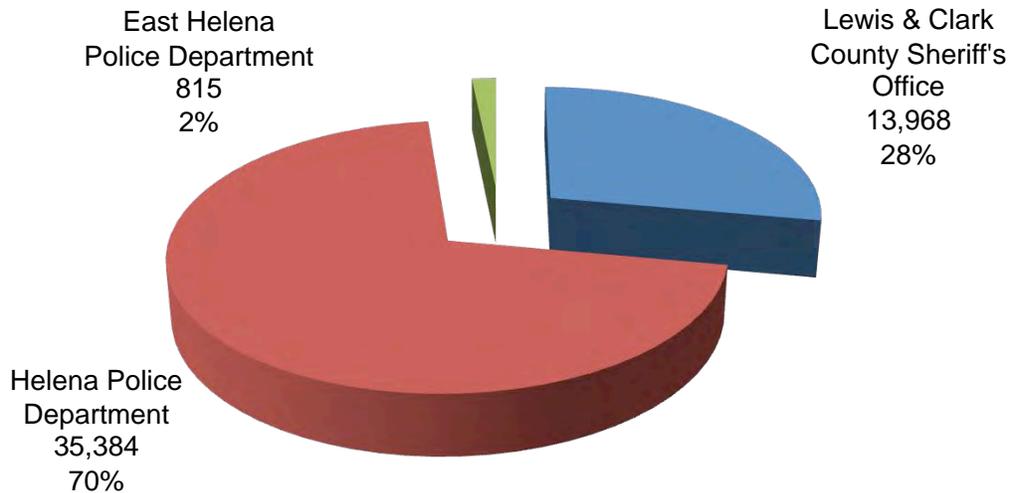
Arrests for felonies were consistently higher than arrests for misdemeanors.

3.F Percentage of Total Arrests by Jurisdiction

(excluding Montana Highway Patrol)

Total Number of Arrests: 2003-2010			
Year	Lewis & Clark County Sheriff's Office	Helena Police Department	East Helena Police Department
2003	1,856	6,132	113
2004	2,201	5,948	143
2005	1,925	5,394	78
2006	1,931	4,381	123
2007	2,084	4,947	45
2008	1,382	3,567	103
2009	1,446	2,535	142
2010	1,143	2,480	68
Total	13,968	35,384	815

Percentage of Total Arrests by Jurisdiction: 2003-2010



Preliminary Observation: More than two-thirds of all arrests were by the Helena Police Department, and most of the other arrests were by the County Sheriff's Office.

Appendix C: Interview Schedule

Below and on the next two pages is the interview schedule arranged by Captain Fradette that Goldman and Aguirre followed.

Lewis & Clark County Jail & Justice System Assessment

Proposed Schedule

Day	Activity	Estimated Amount of Time
Sunday, May 22	Travel to Helena	
Monday, May 23	Introductory meeting with Sheriff Dutton and Jail Administrator/ Captain Dave Fradette	1 hour Monday, May 23 0800-0900
	Tour of Jail, Sheriff's Office, Courthouse <i>(along with jail operator(s) and a maintenance staff)</i>	2 – 2.5 hours Monday, May 23 0900-1100
Monday afternoon, all day Tuesday, & Wednesday morning	Meetings <i>(order does not matter; up to availability; with 10-15 minutes between meetings; if & when needed Mark & Bob can lead separate meetings at the same time):</i>	
	<ul style="list-style-type: none"> • <i>(together if feasible)</i> Clerk of District Court, Court Administrator (if any), District Court, Justice Court • Clerk of District Court, Nancy Sweeny • City Court Clerk, Claudia Bagley • Justice Court Clerk, Mary Root 	1.5 hours Monday, May 23 1100-1200
	<ul style="list-style-type: none"> • Sheriff's Office <i>(particularly Patrol & Investigations, either separately or together)</i> • Captain Jason Grimmis • Sgt Dave Peterson 	1.5 hours Monday, May 23 1300-1430
	<ul style="list-style-type: none"> • Jail staff <i>(several individually or in a group, as long as it doesn't interfere with operations)</i> • Sgt Tim West • Sgt laurel Bulson • Sgt Clair Swain 	1.5 hours Monday, May 23 1445-1615

<ul style="list-style-type: none"> • Maintenance (of Jail) • Buildings Supervisor, Dave Schmitz 	1 hour Tuesday, May 24 0800-0900
<ul style="list-style-type: none"> • County Attorney/Prosecutor • Leo Gallagher 	1 hour Tuesday, May 24 0900-1000
<ul style="list-style-type: none"> • Public Defender • Jon Moog 	1 hour Tuesday, May 24 1000-1100
<ul style="list-style-type: none"> • County Commissioners Mike Murray, Derek Brown & Andy Hunthausen • <i>County Administrator, Eric Bryson</i> 	1 – 1.5 hours Tuesday, May 24 1100-1230
<ul style="list-style-type: none"> • Other Police Departments -- including Helena's, Montana Highway Patrol, others? • Helena Police Chief Troy McGee • East Helena Police Chief Dale Aschim • Montana Highway Patrol Sgt Drew Knapp 	1 – 1.5 hours Tuesday, May 24 1300-1430 
<ul style="list-style-type: none"> • Montana Department of Corrections (<i>including Probation & Parole</i>) • Annette Carter 	1 hour Tuesday, May 24 1500-1600
<ul style="list-style-type: none"> • <i>Nancy Everson - Finance Director</i> 	1600 - 1700

continued

Day	Activity	Estimated Amount of Time
	<ul style="list-style-type: none"> Other providers of alternatives to incarceration & post-release programs <i>(together)</i> Amy Tenney, Pre release Center Administrator 	1 – 1.5 hours Wednesday, May 25 0830-0930
	<ul style="list-style-type: none"> Community Development & Planning Sharon Haugen, City of Helena Community Planning Director Kelly Blake, Lewis and Clark County Community Planning Director 	45 minutes Wednesday, May 25 0945-1030
	<ul style="list-style-type: none"> Inmates <i>(several in a group, if this is acceptable)</i> 	45 minutes Wednesday, May 25 1045-1115
	<ul style="list-style-type: none"> Finance Director 	45 minutes
	<ul style="list-style-type: none"> State Dept. of Public Health & Human Services' Mental Health, & Drug & Alcohol Addiction Divisions <i>(local representatives, same meeting if feasible)</i> 	1 hour
	<ul style="list-style-type: none"> 	
	<ul style="list-style-type: none"> Citizens or Community Group(s) who are particularly interested in the Jail <i>(if any)</i> Working luncheon with community leaders Helena Airport community room 	1 hour each Wednesday, May 25 11:30 - 1300
	<ul style="list-style-type: none"> Others, as desired by the Sheriff, Jail Administrator or County Commission 	TBD
Wednesday early afternoon	Wrap-up meeting with Sheriff Dutton and Jail Administrator/ Captain Dave Fradette	1 – 1.5 hours
Wed., mid-afternoon	Prepare for Community Meeting	
Wednesday evening	Community Meeting	2 hours
Thursday	Depart	

Appendix D: Community Meeting: Attendees and Presentation

The Jail and Justice System Assessment's Community Meeting was very well attended, with over 50 attendees. Below and on the next page are the sign in sheets.

Lewis & Clark, 5/25/11
Community Meeting

Sign in

David Fradette	LCSO
Marshall Gingery	Planning Board
Jim Smith	City
Debbie Thomas	City
Carl Kachman	multiple roles
Bob Drake	Tri-Lakes Fire
LOREN DAVIS	DAVIS BUS MACHINERY
DALE ASSLIN	EAST HELENA P.D.
Lee Holmes	Last Chance Tours
Ellen River	Shoppix
JAMES B. BROWN	C.W.G., P.C. ARCHITECTS
Stella Scott	Public Defender Office
DAN ELLISON	HELENA CITY COMMISSION
TROY MITCHELL	HPD
JOHN SOLKINS	SPH
Debbie Allen	MOT AERD
Bob Fustin	Ambassador
Britisa Anderson	KLH
CHUCK BUTLER	Ambassador
Christina Snyder	City
Daniel Rynher	DM-Helema
Mike Wall	PAUL TOWNSEND
Derek Brown	County Commission
Dick Anderson	DAC
Aubrey Bricker	The Friendship Center
BOB GRASSEN	MORRISON - MARLE

page 1/2

SIGN IN Community Meeting

J.R. FEUCHT	HELENA FIRE DEPT
Amy O'Neill	Helena Valley Bank
Jackie Schenk	Helena Schenk Ins.
Leo Dutton	Star App - Lewis & Clark County
Mike Murray	County Commissioner - Lewis & Clark
Howard Skerwin	NWR
Jeff Woodman	Helena Airport
Liz Baugester	HDBO
Skip Haboldt	Helena Retired
Tim Meldeum	HELENA SMA ARCHITECTS
Jason Davis	HELENA SMA ARCHITECTS
Cathy Bunnell	Chamber
Peggy Stebbins	St. Peter's
Rick Hays	
Eric Lynn	LCSC County
Eric Griffith	LCC
Alan Nicholas	Helena
Ron Alles	City
Ed Johnson	Helena
Jason Grimm's	LCSC
Andrew Knapp	MHP
Brett Friede	LCSC
Angela Brandt	Independent Record
ELIZAWILEY	Independent Record
Nick Rychajlo	ITS

page 2/2

Sheriff Leo Dutton started the meeting by welcoming participants with an introduction and a PowerPoint presentation about the jail.

This was followed by a presentation by Aguirre and Goldman, and then a question and answer session.

Goldman and Aguirre's PowerPoint presentation is on the following pages.

Jail & Justice System Assessment

for

Lewis & Clark County, Montana

Sponsored by the National Institute of Corrections

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May 2011

Bob Aguirre & Mark Goldman

U. S. Department of Justice National Institute of Corrections JAILS DIVISION



**A National Resource for Local Jails
and Criminal Justice Systems**

National Institute of Corrections

Services:

- Technical Assistance
- Training
- Publications and Information Delivery (www.nicic.org)
- Research and Evaluation
- Policy and Standards Formulation

Lewis & Clark County Jail & Justice System Assessment

Activities / Process:

- Collect & Review Data
- Interviews & Discussions
- Community Input
- Recommendations
- Report



Lewis & Clark County Jail & Justice System Assessment

Review of Criminal Justice Data

1. Jail

- Jail Bookings
- Length of Stay
- Average Daily Population
- Average Length of Stay
- Building information (floor plan, inspection report)

2. Courts:

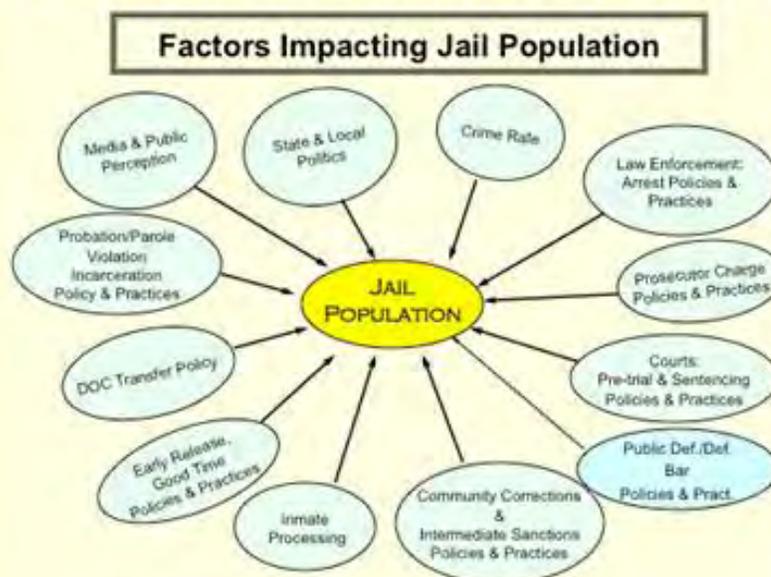
- Justice Court – Lewis & Clark County
- Municipal Court – City of Helena
- District Court – Lewis & Clark County

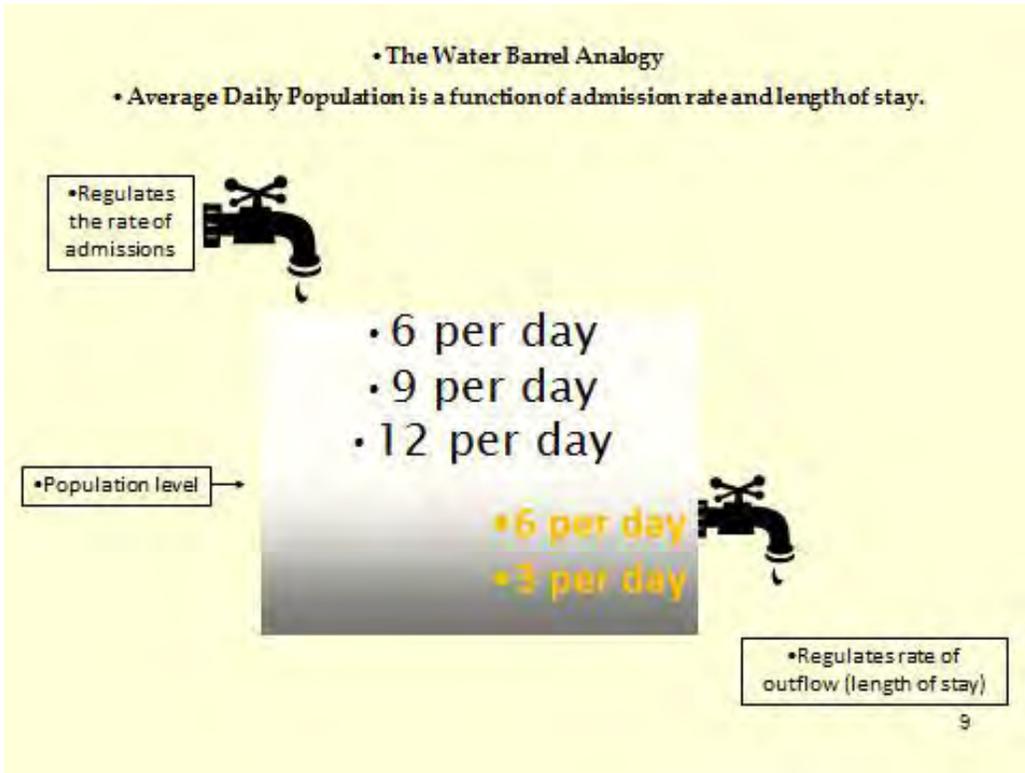
3. Arrests:

- Lewis & Clark County Sheriff's Office
- Helena Police Department
- East Helena Police Department
- Montana Highway Patrol

Lewis & Clark County Jail & Justice System Assessment

Review of Criminal Justice Data: Why?





Lewis & Clark County Jail & Justice System Assessment

Jail Bookings



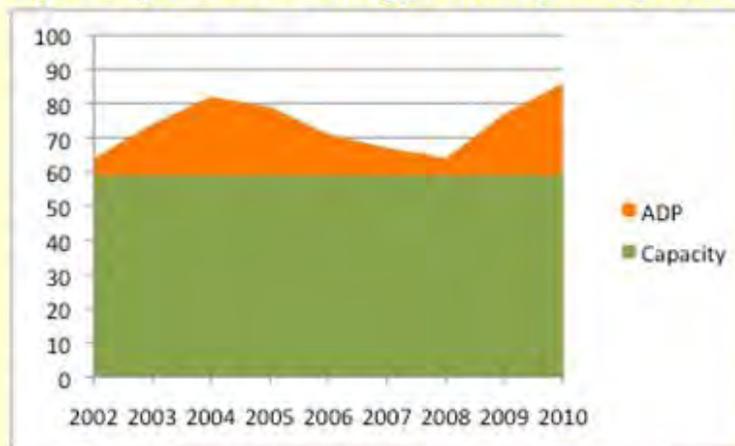
Lewis & Clark County Criminal Justice Data

Length of Stay in Jail



Lewis & Clark County Criminal Justice Data

Capacity vs. Average Daily Population



Note: Peak populations are considerably higher than ADP

Lewis & Clark County Criminal Justice Data

Recent Inmate Snapshot

Pre-Sentenced	51	66%
Sentenced	26	34%



Lewis & Clark County Criminal Justice Data

Recent Inmate Snapshot

Males	69	90%
Females	8	10%



Lewis & Clark County Criminal Justice Data

Recent Inmate Snapshot

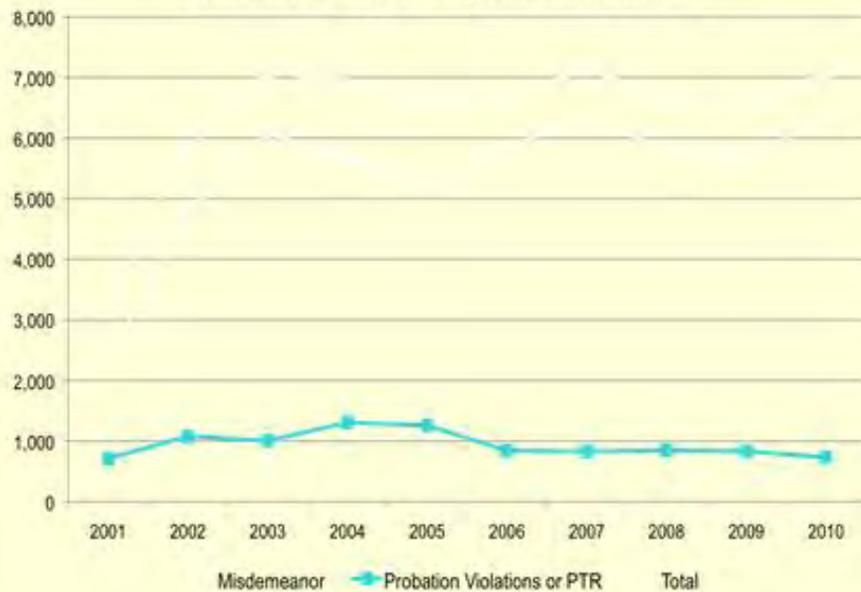
City Court	19	23%
East Helena	0	0%
Justice Court	8	10%
District Court	38	47%

Pre-Release	3	4%
Probation & Parole	3	4%
DOC	3	4%
Out of County	7	9%

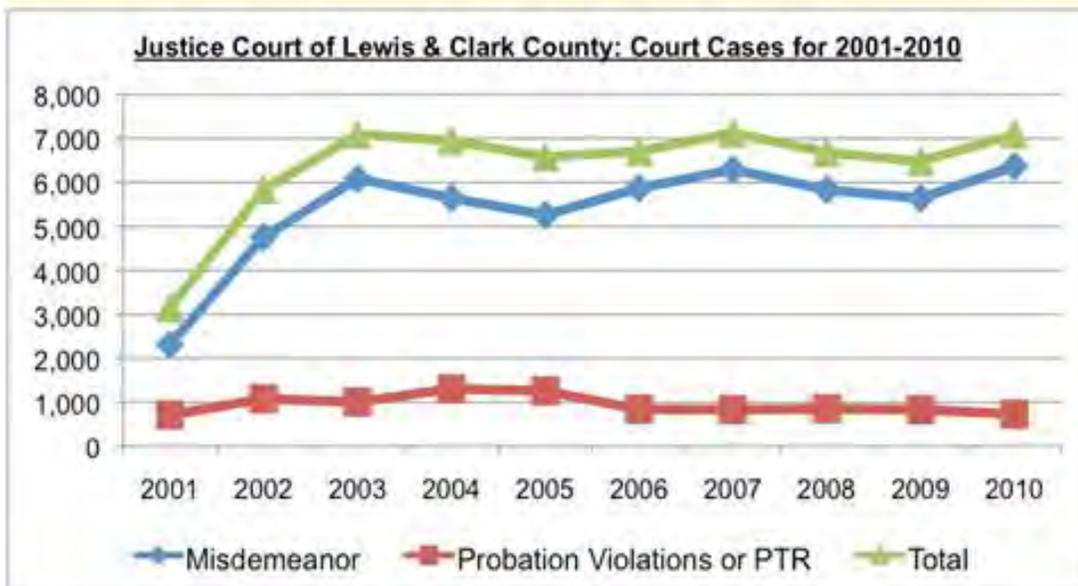


Lewis & Clark County Criminal Justice Data

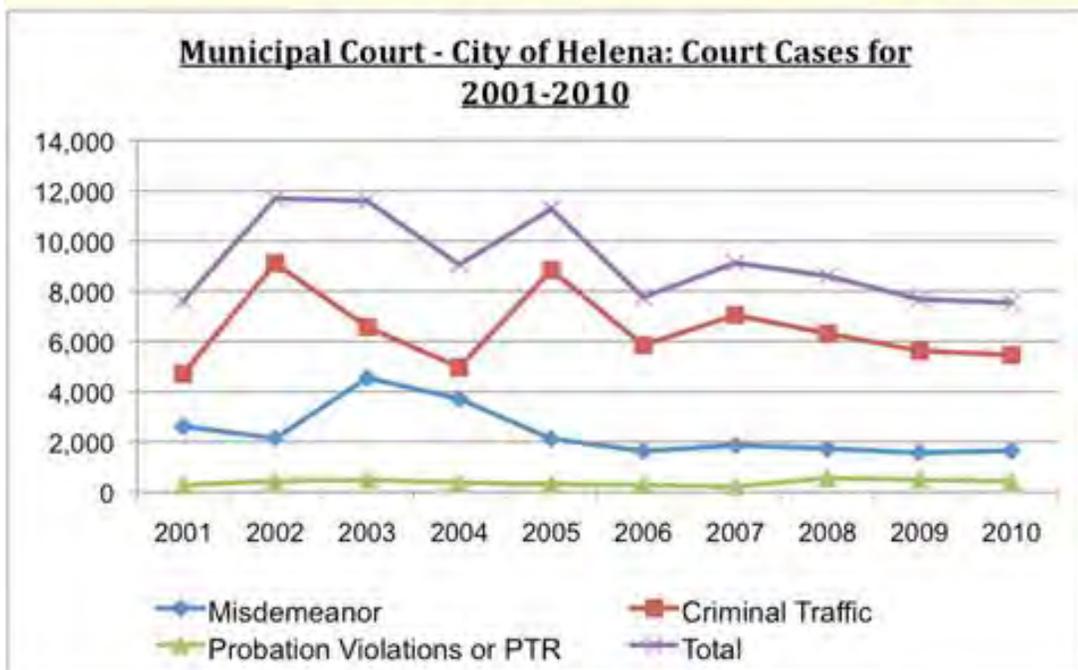
Justice Court of Lewis & Clark County: Court Cases for 2001-2010



Lewis & Clark County Criminal Justice Data: Courts

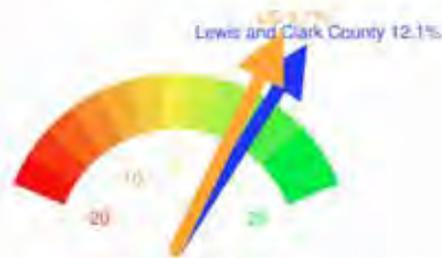


Lewis & Clark County Criminal Justice Data: Courts



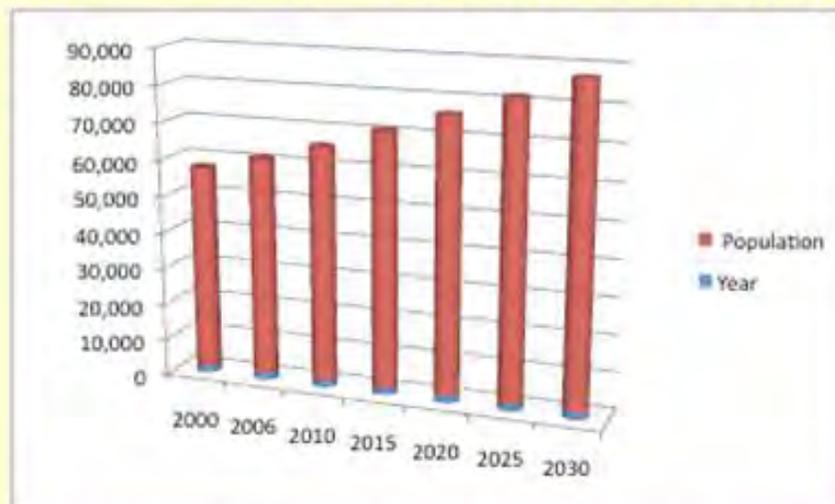
Lewis & Clark County **General Population**

Population Growth Rate



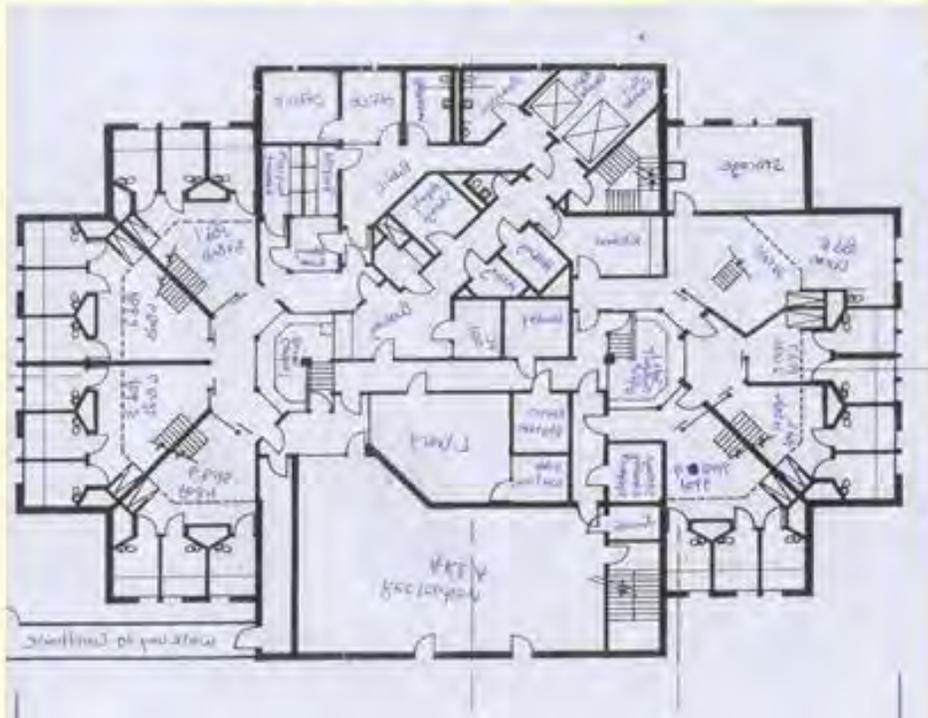
Name	Census 2000	Census 2010	Population Growth
Lewis and Clark County	55,716	63,395	12.1%
United States	281,421,906	308,745,538	9.7%

Lewis & Clark County **General Population**



•Montana Population Projections: Lewis and Clark County. Demographic Database, 11/2007 Regional Economic Projection Series, NPA Data Systems, Inc. (2000 Census, 2006 Census July 1 Estimates)

Lewis & Clark County Jail



Lewis & Clark County Jail Building Issues



- Housing below national standards

- Too few beds,
- Sleeping on floor



Lewis & Clark County
Jail Building Issues



Every area is too small, especially Booking / Intake



Lewis & Clark County
Jail Building Issues

Inadequate space for programs, health services, interviews, visiting, storage, food services



Lewis & Clark County
Jail Building Issues

Building is extremely well maintained, but plumbing issues persist; showers leak to offices below



Lewis & Clark County
Building Issues

Too little space for Helena Police & Lewis & Clark Sheriff's Office



Preliminary Findings

- Jail is very well managed, quiet, calm
- Building is extremely well-maintained, clean
- Jail has been over capacity since built
- Too little space for everything: Jail housing, booking, programs, support
- Inadequate space for Helena Police & Sheriff's Offices

Preliminary Findings

- Medical & Mental Health Services in the Jail have been challenges: providers, level of service, increasing needs
- Justice system has been relatively flat over last 7+ years
- Jail employs "best practices" to have safe, compliant, well-managed, & humane Jail

Preliminary Findings

- More beds are definitely needed but the number of beds needed can be lessened by:
 - Current & planned alternatives: 24/7 program, Drug Court
 - Pre-trial release & supervision program
 - More non-custody alternatives
 - Fewer court continuances

Preliminary Recommendations & Next Steps

- Create & Institutionalize a Criminal Justice Coordinating Council
- Make interim improvements including:
 - Double bunk some cells
 - Relocate 24/7 program



Preliminary Recommendations & Next Steps

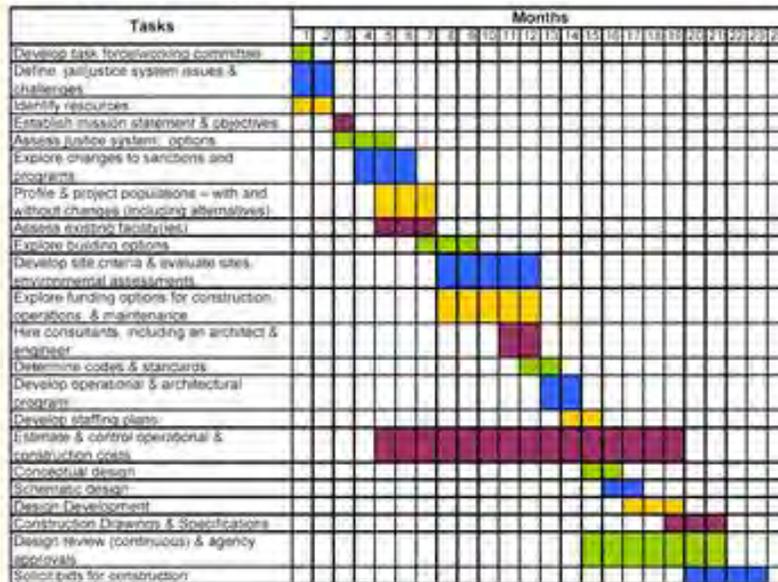
- Implement Drug Court; later expand to Mental Health & Substance Abuse
- Explore pre-trial screening, release, & supervision program
- Review staffing – hours, day shift numbers
- Expand in-custody programs: substance abuse, mental health, GED, work crews, others

Preliminary Recommendations & Next Steps

- Expand mental health services
- Stabilize medical health services
- Conduct Needs Assessment including:
 - inmate profiles & projections,
 - building & site options & analyses,
 - short & long-term master planning
- Continue extensive training

Typical Planning, Design, Construction & Activation Process

Planning & Design Process



Lewis & Clark County Jail & Justice System Assessment

Questions?