
Belknap County – Development of a Community Transitions Center

*A planning/transition document,
designed to assist the County in making an educated
decision in regards to the planning of a potential
Community Corrections Center.*

Alternative Solutions Associates, Inc.

EXECUTIVE SUMMARY

Alternative Solutions Associates, Inc. (ASAI) has been tasked to advise the County regarding jail design that will allow for the design and development of a Community Corrections Center. This would include recommendations as to the size of the proposed facility, including the number of beds needed. This planning/transition document is designed to assist officials to guide inmate movement and placement of inmate within the Belknap County Jail consistent with known best practice. It is understood ASAI is not an architectural firm; recommendations for program space is based on data from the previous report, and a review of present data provided by Belknap County staff.

ASAI believes that it is important that the development of this Center involves working closely with the County Commissioners, the Superintendent, jail staff, and other key community members. Most important to this entire process has been the coordinated efforts of facilitated workshops and regular meetings with the Planning Team to make sure these recommendations fit the goals and objectives of Belknap County, and that this is coordinated throughout the criminal justice system spectrum. As such, these best practices should fully fit into the existing system of alternatives to incarceration and jail programming, and enhance a process that has worked well in the past. The overarching goal is increased public safety and reduced recidivism.

This report addresses the following items as identified in the scope of work.

- An overview of best practice options as they relate to community corrections and jail reentry
- Recommendations for assessment and placement of high risk offenders both in a jail and a community setting—based on risk levels, length of stay, and targeted needs
- Review of current in jail programming and recommended changes
- Review the present community correction and early intervention programs
- Present options that fit the Belknap County – based upon review of in jail programming and community based options for programs that can safely divert and manage offenders in the community
- An overview of planning meetings, both onsite and GoTOMeeting web conferences
- A review of the Community Correction Center as a standalone facility that can provide programming and services to Belknap County inmates;

- Suggestions for the potential options for that facility: for minimum security inmates, work release inmates, as well as a check-in place for those on electronic monitoring and day reporting
- Present options for the jail program design which incorporates evidence based programming throughout the system—offering such programming as the offender moves through the system
- Review and recommend curricula that will meet the needs of this population and recommend the requisite training for staff in these curricula
- Review of group space needed for the facility
- Review of number of beds and the size of the units
- Staffing recommendations
- Next steps in the jail planning
- Summary

BEST PRACTICE: MODELS FOR PROGRAMMING IN JAILS

Objectively Assess Criminogenic Risks/Needs: Routine screening and assessment of an individual's risks, needs, and capacities is an essential component of an effective jail transition intervention strategy. A brief screen during the booking process should capture risk to reoffend, medical, mental health, and substance abuse issues, and [may] include a checklist to identify less immediate needs, such as employment and housing. Screening information will inform decisions about classification and placement in the jail, and indicate whether a more in-depth assessment is warranted. Further information may be necessary to measure the severity of substance abuse or mental health issues identified during the initial screening and to construct an individual transition plan. Ongoing assessment will inform the construction of an individual's initial jail-to-community transition plan and subsequent revisions to that plan.

Target Higher-Risk Individuals: Programming placement must be driven by the risk/needs level of offenders, in order to ensure services are provided to those with the highest risk/needs. Evidence based programming is based on research that is proven to work with a targeted population.

Determine Dosage and Intensity of Services: Once placed appropriately, there is also a need to provide appropriate program dosage to achieve offender behavioral change. For example, higher risk offenders need a larger dosage of programming than lower risk offenders. Regular quality assurance practices are also essential to insure that the intended program delivery and the daily process related to same are reviewed for fidelity on a regular basis.

Address Individual's Greatest Criminogenic Needs: Implicit in this approach is the understanding that "one size" does not fit all and that plans should be tailored for each individual based upon validated screening and assessment results. Some higher risk individuals, for example, will need extensive services and support including intensive case management to effectively transition to the community while their lower risk counterparts may only need minimal assistance, if any.

Use Cognitive-Behavioral Interventions: Within such a program, evidence based curricula that are proven to be effective with offender populations must also be utilized.

The scope of the targeted interventions may range from formal treatment offered in custody to, more commonly, access to community-based providers, volunteers, or family members who conduct "in-reach" into the jail. Some interventions will occur in jail while others will take place in the community after release. Many interventions will begin in jail and continue with a community-based provider after the individual's release from jail, facilitating greater continuity of service which leads to a higher likelihood of behavioral change and better long-term public safety outcomes.

Pre-release interventions, delivered either by jail staff or community-based providers, may include: provision of informational resource packets, information bins in the facility, or a designated Resource Officer; brief training programs that prepare individuals for reentry; services such as drug and alcohol treatment, educational programs, and job training; access to community-based and informal social supports such as family, mentors and members of the faith community; and case management to facilitate continuity of care (wherein individual clients retain a single case manager/transition planner before and after release).

Discharge interventions are designed to aid the individual's transition from jail to the community and to sustain gains made through pre-release interventions. Examples of discharge interventions include: resource packets; referrals to community agencies; scheduled appointments in the community; a temporary supply of medication; identification documents; updated transition plans; transportation to a service provider, home, or probation office; and contact information for key individuals who will facilitate the individual's service plan in the community.

Transition Planning: A transition plan is essential in preparing individuals for release and enhancing long term reintegration, particularly for those who are assessed as moderate or high-risk/need. The plan specifies the types of interventions an individual needs, when and where interventions should occur and who will deliver them, and the activities for which the individual needs to take responsibility.

In the jail setting, informed by risk to reoffend, a transition plan can be as simple as receiving resource packets before release or as comprehensive as working with a case manager and community based providers weeks or months before release and upon return to the community. For higher risk individuals who warrant more comprehensive transition plans, these plans should be informed by an individual's initial screening and assessment and regularly reviewed and updated in jail and after release.

Transition plans typically specify pre-release interventions to be delivered either by jail staff or community-based providers conducting jail "in-reach". Plans will also include discharge interventions to address the "moment of release"—those critical first hours and days after release from jail—and to facilitate the provision of needed services in the community. The plans may target issues such as housing, employment, family reunification, educational needs, substance abuse treatment, and health and mental health services. In many cases, a discharge plan may be the primary intervention for individuals who are released within a short period after their initial admission to jail. This requires a coordinated effort between the Jail staff, Probation, and community providers, with regularly scheduled multi-disciplinary team meetings.

Continuity Post-Release: Work done while in jail to begin treatment, develop relationships with service providers, and connect individuals to service appointments in the community will have little impact after release without follow-up in the community. Accordingly, it is important that community-based organizations and support networks provide continuity of care—or in many cases, initiate care—through services, training, treatment, and case management when an individual is released. Although volunteers are often utilized to provide supportive services to inmates, evidence based programs must be facilitated by trained professionals. Examples of community-based interventions include service provision in areas such as job readiness training, substance abuse treatment and mental health counseling; post-

release case management; access to reentry information through outreach or a toll-free hotline; engaging informal social supports; and post-release supervision, as applicable.

Quality Assurance: Evidence based systems incorporate quality assurance practices wherein key stakeholders work together to evaluate both curriculum and fidelity of programming within their system. This quality assurance ensures that processes are followed, such as the review of risk scores and risk assessments to ensure that offenders are placed in appropriate programming and then are provided a transition plan that allows for connection to community providers.

Quality assurance components include:

- Team Collaboration
- Strength-Based, Supportive Approach
- Results-Oriented
- Coaches Possess High Level of Expertise
- Relationships are Important
- Individual-Focused and Centered
- Long-Term Sustainability
- Celebrate Success

Quality assurance teams review and enhance existing curricula and review assessment and programming practices. This includes process measures of reviewing day to day practices and review of program outcomes to insure fidelity and evaluate the success of the model.

REVIEW OF CURRENT IN JAIL PROGRAMMING

Assessment: Presently a criminogenic risk needs assessment is not being utilized for placing inmates into the program. This is partly due to limited staffing resources, as each assessment takes approximately 1.5 hours to complete. Assessing criminogenic risks and needs will allow for targeting high risk offenders for interventions and services.

Transition Planning: At present there are limited case management services – other than what can be provided by the Program Director, or by Horizons staff with ADAPT.

Interventions: At present, the Jail is limited to either grant funded programming or programming that is provided by volunteers. The Alcohol and Drug Abuse Prevention and treatment program (ADAP) provides for psycho-educational classes through a curriculum offered once per week for two hours. This program also provides for basic release planning for offenders. The program used to provide additional services via a grant, however the grant has ended and replacement funding was not secured.

Dosage and Intensity of Services: The ADAP is run by Horizons, the provider of mental health and substance abuse treatment for offenders. The concern with this program model is that the dosage is much too low and that there is a long waiting list for the program.

A fully developed evidence based continuum of treatment is essential to achieve the goal of reduction in recidivism. In order to be successful, this process must be coordinated with Jail staff, Probation and community based providers. Due to limited funding it is difficult at the present time to provide the comprehensive services needed in an evidenced based assessment and treatment system.

REVIEW OF COMMUNITY PROGRAMMING

The Belknap County Department of Corrections 2012 Annual Report describes the recent upward trend of the booking of new inmates at an all time high. However, the average length of stay overall shows a decline, crediting earlier release options through bail, shorter sentences, the use of alternative programs and sentencing options. Belknap County offers several diversion and early intervention programs.

Juvenile Court Diversion – A 3 to 6 month program for juveniles aged 16 and under. Juvenile's contract is made through a meeting called the Reparative Panel. Juvenile will be randomly drug screened, will be given community service hours based on the type of crime committed, and will meet or phone in weekly with case manager. Many other contract items can be added such as: apology letters, restitution, grades in school, job, etc. No program fee. *No conviction if successfully completed.*

Theft Education & Diversion (TED) – A 90 day program for first-time shoplifting/theft offenders. The program fee is \$375. The educational component of this program is a 7-lesson course that covers topics such as victim impact, legal repercussions, types of shoplifters, and behavior-change strategies. The course also explores justifications and consequences of the shoplifter. Written in a Motivational Interviewing style, STOPLifting draws from personalized feedback and other evidence-based approaches to help shoplifters move from ambivalence to awareness to a change in behavior. Each student completes a confidential survey so the program can be tailored to the individual. *No conviction if successfully completed.*

Alcohol & Drug Education & Diversion (ADED) – A 90 day program for first-time alcohol or substance offenders who need more supervision than just going through the Challenge program. The Challenge program, or other online modality, is required in ADED, however if individual has already gone through Challenge or during intake presents substance issues beyond Challenge, he/she must get a LADC evaluation. Any treatment recommendations made by the LADC through the evaluation will become part of the individual's contract. Participants must meet weekly with case manager, submit to random drug and alcohol screens, pay the program fee of \$375.00, and attend Operation Impact in Concord and write a 250 word essay on how they were impacted, or take a tour of BCHOC. Other items may be added to individual's contract based on need and appropriateness. *No conviction if successfully completed.*

Adult Misdemeanor Court Diversion – A 6 to 12 month program for individuals 17 years and older that are currently charged with a misdemeanor. Participant must meet weekly (or as directed) with their case manager. They must completed up to 75 hours of community service as directed by their case manager, attend either Operation Impact and write a 250 word essay or take a BCHOC tour, attend life skills classes as assigned by their case manager, pay restitution if applicable, submit to random drug screens, complete a LADC evaluation (including full payment to LADC for evaluation and follow up) if required and follow through with treatment recommendations. Program fee is \$400.00. Additional items may be added to individual's contract based on need and appropriateness. *No conviction if successfully completed.*

Adult Felony Court Diversion - A 10 to 18 month program for individuals 17 years and older that are currently charged with a felony. Participant must meet weekly (or as directed) with their case manager. They must completed up to 100 hours of community service as directed by their case manager, attend either Operation Impact and write a 250 word essay or take a BCHOC tour, attend life skills classes as assigned by their case manager, pay restitution if applicable, submit to random drug screens, complete a LADC evaluation (including full payment to LADC for evaluation and follow up) if required and follow through with treatment recommendations. Program fee is \$500.00. Additional items may be added to individual's contract based on need and appropriateness. *No conviction if successfully completed.*

As shown, Belknap County currently offers a well-developed system of early interventions within the community. The largest gap in the present system is providing intensive services for the high risk to reoffend population being held in the jail. These inmates add to the daily census and increase the need for additional beds and resources for correctional population management. By developing these programs and investing in long term correctional census management, the County can help to control long term costs of operations of the facility.

RECOMMENDATIONS FOR IMPLEMENTING EVIDENCE BASED PRACTICES

1. Early intervention and screening/assessment: It is critical there is an early screening and assessment process to classify and target offenders appropriately in all parts of the system. This includes identifying low risk offenders, who can be considered for alternative programs and move out of the jail; as well as high risk offenders who can be targeted for intensive treatment services at the jail. This process must guide treatment and placement of all types. This information should be used to triage offenders for placement in evidence based interventions.

The PROXY takes into consideration:

- Current Age
- Age of First Arrest
- Number of Prior Arrests

Utilization of a Risk/Needs Assessment for higher risk offenders is essential. At present there is no criminogenic risk needs assessment being completed at the Belknap County Jail. This information must be used to target high and medium risk offenders for placement into the intensive treatment unit, as well as determining whether each inmate is able to participate in

groups in this type of setting. This effort must be coordinated collaboratively by Jail staff, Probation, and community based providers.

2. Development of a full continuum of care system: There is a need to develop a full continuum of care system for offenders - offering assessments and targeting evidence-based services for higher risk offenders. This model currently exists within the Belknap restorative justice program; however it is not fully integrated in all parts of the system. Ultimately, once developed, a universal continuum of care system should be used throughout Belknap County, regardless of an offender's placement. Providers offer some of this transition planning, but it is not fully coordinated for all high risk to offenders

Those in the jail treatment unit should be high or medium risk offenders. The Consultant, DOC, and Restorative Justice representatives have discussed that although treatment can be initiated in the jail, a progression to community based transition services is a critical component of an evidence based chain of services for offenders throughout the continuum.

It is crucial to recognize that mental health treatment in the criminal justice population must always be coupled with addressing cognitive and criminogenic issues. Mental health services are provided in the jail however, these services must be integrated with evidence based programming designed to change cognitive and criminogenic needs for each offender. This is an important step moving forward and must be considered when recommending and planning services.

This integrated system of services both in jail and in the community is a critical factor in the recidivism reduction process. This requires collaboration between the Jail staff, Probation, and community based providers in jail, and extending to providers in the community. Although Restorative provides some programming, there is presently limited cognitive behavioral programming. Cognitive behavioral programming has been found to be most crucial in assisting offenders in making long term sustained changes in their life.

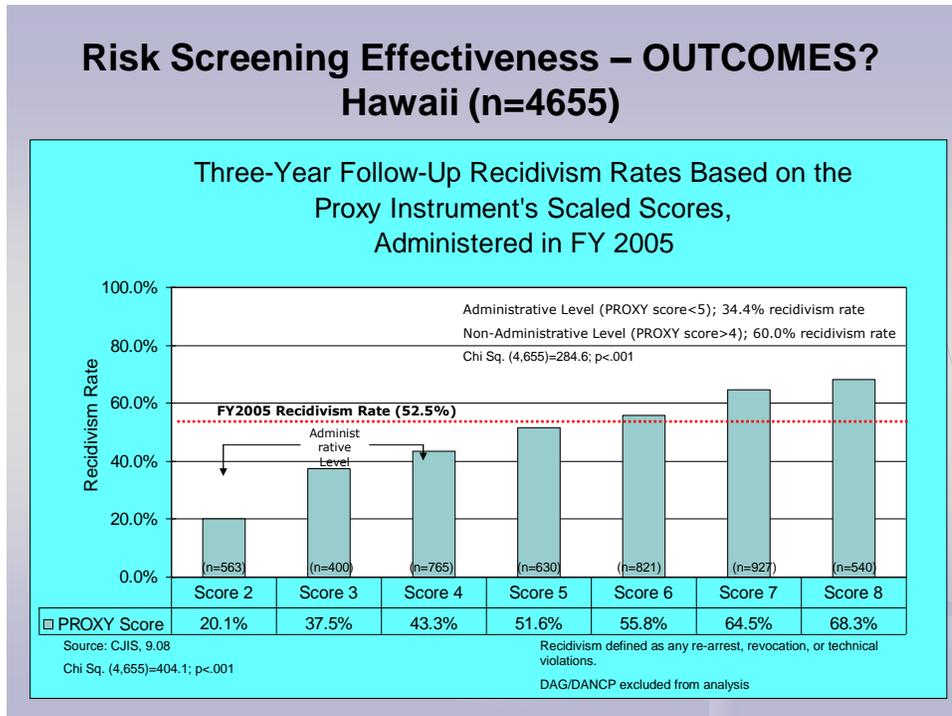
3. Re-focusing on evidence based programming and classes: Although there are services being provided at the jail currently, evidence based curricula are only used in a small number of programs and because of reduction in grant funding, the dosage for inmates is very low and does not provide enough service to initiate long term change. The ADAP program does evidence based programs however the dosage is not nearly enough to impact long term change. The County needs to begin to implement evidence based programming in the new program design.

Evidence based services and developing a release plan for all high risk offenders, will provide a continuum of care upon re-entry into the community for these offenders, which is an essential part of the process. Beyond the jail, services across the criminal justice system should adhere to evidence based, known best practices.

There is also a need to establish a set of core programs that fit the needs of the clients. Draft program schedules in the Proposed Capacity and Programming Section illustrate examples of an evidence based model. The core classes include cognitive behavioral intervention (Thinking for a Change), substance abuse treatment through New Directions or Living in Balance curricula, employment and job readiness, anger management, education programs, and groups that address co-occurring disorders. The new jail will provide dedicated spaces for these programs.

4. Triage and case planning: There is a need to triage cases by risk to reoffend for placement into the intensive treatment program in the DOC. The triage will allow for movement

and case planning throughout the system. Clear guidelines should be developed by a collaborative group of Belknap County stakeholders to determine offender risk levels that are appropriate for various interventions. At a minimum, this group should consist of representatives from jail classification, jail programming, probation staff, community corrections and key providers. The multidisciplinary team could also act as a quality assurance team reviewing entrance into the program, as well as developing a continuum of care plan for each offender. To do this there needs to be staff dedicated to completion of assessment on the population targeted for intensive treatment, this assessment take a minimum of 1.5 hours to complete. Case management staff could be trained to completed these assessments.



The PROXY screener provides an illustration of the target group for treatment. Those targeted should be the offenders that score 5 and above on the PROXY. These offenders are much more likely to return to jail. Inmates in this program should be serving a minimum of two to three months in the jail to attend the program. These offenders that are both high risk and needs, should receive a full criminogenic risk/needs assessment to determine programming and transition planning needs. This is in keeping with the Risk Need Responsivity Model for effective practices:

Risk Need Responsivity Model

Risk

- Predicting propensity for re-offense and classifying accordingly.

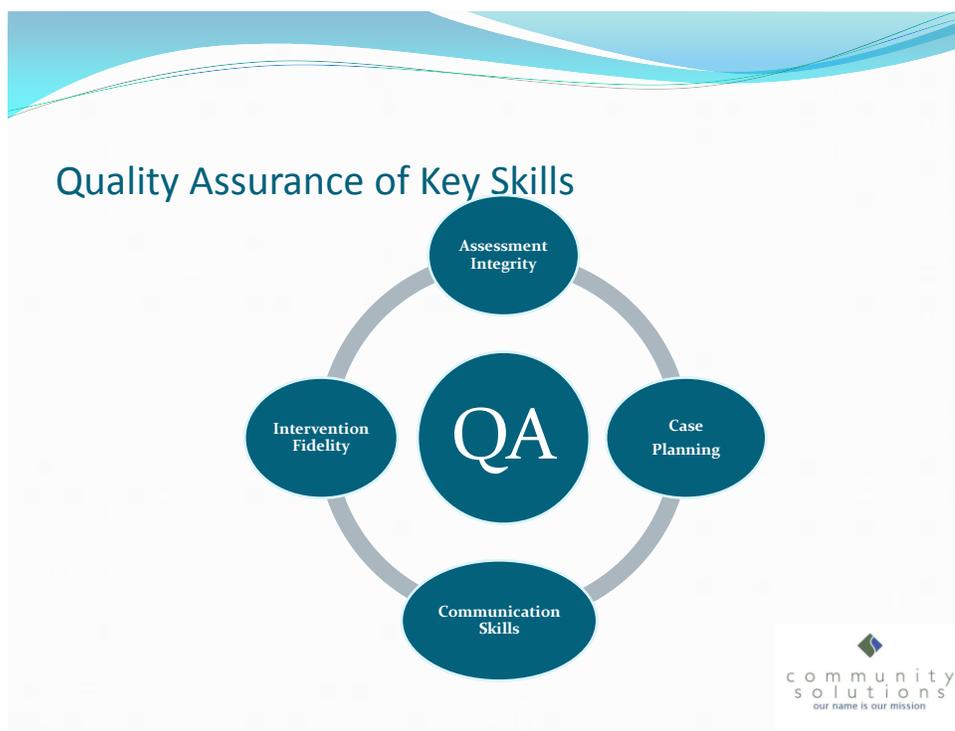
Need

- Dynamic factors that influence an offender's likelihood for successful transition from jail to the community.

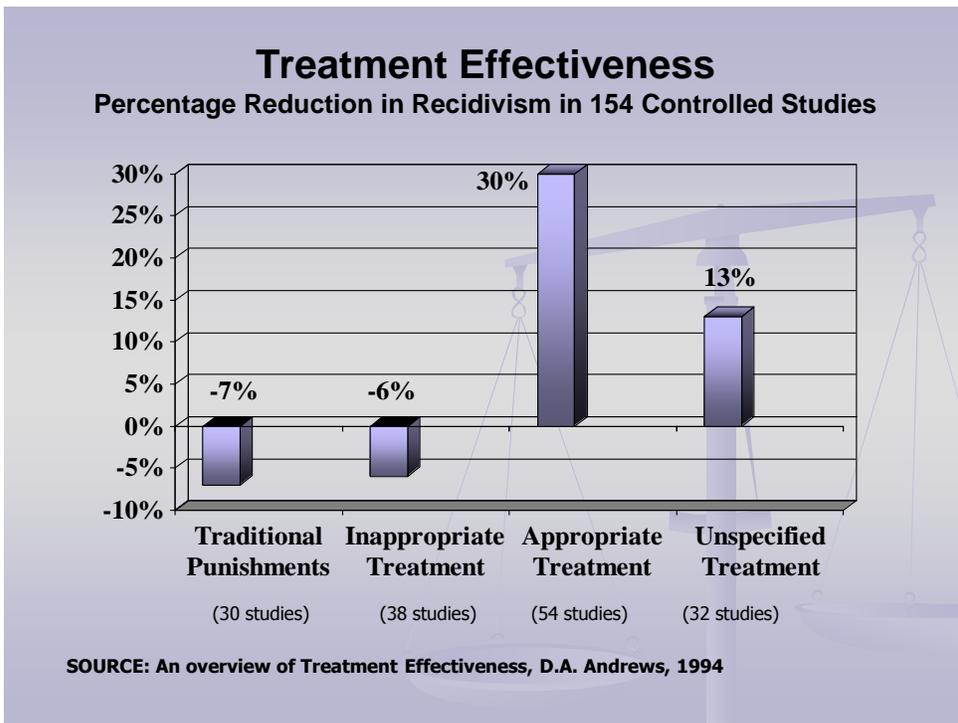
Responsivity

- Correctional programs should be matched to offender characteristics such as learning style, level of motivation, and the individual's personal and interpersonal circumstances.

5. Quality assurance: There is a need to set up a quality assurance team comprised of jail program staff, probation staff, and community providers to review all existing curricula, review the ability to deliver these services with fidelity, ensure there is a set of core programming along the continuum of care, and ensure that process and flow are followed as agreed upon and designed. Each of these agencies should be using evidence based curricula with continuity all along the continuum. The quality assurance team will be able to provide updates to the County Commissioners and other key committees, moving forward. This illustration shows the process of continues quality improvement both in the jail and the community.



6. Resource allocation: The County must utilize individuals with the professional skills and training needed to implement jail based programming, rather than relying on volunteers and funds from outside grants as the sole means for delivering these programs and services. Local community based agencies are an asset for these jail programming services. Utilizing private providers is a cost effective model aligned with evidence based programming and practice. This Consultant recommends that the County develop a plan to secure a qualified community based provider(s) to implement/facilitate the jail programming services. Although some funds can be obtained through a grant, the County should fund these positions as a long term cost reduction model in an effort to reduce jail census moving forward. By doing so the County can help manage their jail population and reduce cost over time. The illustration below shows counties that implement effective treatment over an extended period of time may reduce recidivism rates by as much as 30%.



Benefits of the recidivism reduction model

Local jails around the country have been able to utilize recidivism reduction models, resulting in recidivism reduction much like that realized by Sullivan County as shown here:

- Sullivan County 18%
- NH DOC 51%
- The recidivism rate for Sullivan County is based on those completing the TRAILS program.
- They represent a high risk to reoffend that generally recidivates at about a 60% rate.

The benefits of this are both recidivism reduction and a reduction in the jail census.

Sullivan County Projected Numbers

Year	RGA Projections	Actual
2009	123	100
2010	128	103
2011	132	112
2012	138	127
2013	143	106

Facility Review

This report will build upon the recent study completed by Ricci Greene Associates and will focus on the following:

- A review of the Community Correction Center as a standalone facility that can provide programming and services to Belknap County inmates;
- The addition may also be connected to the existing jail facility depending on the recommendations of an architect, and of course pending approval of the County Commissioners, the delegates, and Belknap County community members.
- Suggestions for the potential options for that facility: for minimum security inmates, work release inmates, as well as a check-in place for those on electronic monitoring and day reporting
- Review of group space needed and programming equipment needed for the facility
- Review of number of beds and the size of the units
- Review of existing data and information provided in previous reports
- This does not include any schematic that will be needed by the county to finalize the costs any other factors

OVERVIEW OF PLANNING MEETINGS

February 11 -12, 2015 Meetings

The first onsite meetings were held in Belknap County on February 11th and 12th. Day One meetings included Superintendent Daniel Ward Dave Berry Deputy Superintendent, Commissioner Burchell, Facilities Director Dustin Muzzey, Restorative Center Director, Brian Loanes, Consultants Ross Cunningham and Kevin Warwick.

Day Two meetings included Program Director Brian Loanes Don Lemay and Nicole Mills Community Corrections, Horizons' Jacqui Abikoff, Superintendent Ward Deputy Superintendent Berry and Commissioner Burchell.

There were several phone calls previously with Superintendent Ward and his staff to review materials and discuss potential options for the building. This meeting was a first step to review the potential options for a Community Corrections Center in Belknap County, and how the Community Corrections Center concept could be applied in Belknap County. There was also discussion of issues in the existing facility and how the two facilities would work together if the

County chooses to move forward. Potential additions to the building proposed in the Ricci Greene plan were discussed as that model provided a plan for a complete new facility; our task is to develop a concept of a Community Corrections Center as a standalone facility. Areas of concern in the existing facility include the issue that the attic and the gym we never intended to house inmates and could be closed with the opening of the new CCC. We also discussed the operational issues of a women's unit and how many beds would be needed to ensure increasing housing needs could be effectively managed in the new facility. The Facilities Director, Commissioner Burchell, and the Superintendent were very helpful in providing both discussion of issues and their views of potential options in a Community Corrections Center. The recommendations are listed below in the facility review.

Day Two focused on the existing jail and community programs and their impact on a new facility. The court based programs were discussed, along with their impact on a new facility and how this process could be enhanced. The community corrections staff described their work release and electronic monitoring operations. These programs include Community Service, Work Release, Furloughs, Day Reporting, Pretrial Supervision, Administrative Home Confinement (a/k/a electronic monitoring or bracelet programs) and most notably Re-entry. During 2012 fifty inmates were placed on electronic monitoring with a savings of 4775 days of supervision outside the jail (2012 annual report). We discussed the programs and how they have advanced over the year, to allow for very limited jail bed space to manage as effectively as possible.

These initial meetings allow the Consultant Team to begin assessing the existing facility and programming. Next, we begin to develop a strategy of programs and facility design that will allow the County to reach their goals of both improved facility structure and offering evidence based programs, which allows the County to better manage their jail population moving forward.

February 24th and 27th Meetings

A GoToMeeting web conference was held on February 24th with Superintendent Ward and key staff to go over the Consultant Team's initial recommendations in preparation for a February 27th "go to" meeting where the Commissioners would have a chance to review initial findings. This meeting provided a chance for the Consultant Team to discuss programming recommendations, facility size options, and other issues. This meeting was helpful preparation for the February 27th meeting.

On Friday February 27th a meeting with Superintendent Daniel Ward, Commissioner Burchell, Consultants Kevin Warwick and Ross Cunningham took place. Another meeting was held with Commissioner DeVoy on March 3rd and Commissioner Taylor on March 5th to review the same information, in effort to provide an update for each Commissioner prior to the meeting.

Each of the Commissioners provided their thoughts and potential questions related to the facility size, the types of programs, staffing recommendations, and potential issues moving forward in the planning and design of a new Community Corrections Center. The Consultant provided

information regarding potential size for the facility, offering the pros and cons of each of these options. Information regarding these options is provided below. These meetings were the steps in preparation for a Commissioners' meeting on March 24th that would be open to the public.

March 24th Commissioners' Meeting:

This was a large meeting open to the public held on March 24th from 5-7 pm at the County Commissioners' office. County Commissioners, along with Delegates, county staff members, and community members attended the meeting. A presentation was followed by questions and answers and comments by the Commissioners and others attending the meeting. There was a great deal of dialogue regarding the options for construction, as well as staffing and the potential for implementing evidence based programming. At the end of the meeting the Commissioners voted to draw up a Request for Proposals in order to hire an architect for schematic design and costs estimates. The information provided by the architect will assist the County in making a final decision to move forward on construction of a Community Correction Center.

OVERVIEW OF COMMUNITY CORRECTIONS CENTER

Review of Community Corrections Center

- Number of beds
- Type of office space
- Potential square footage of the facility
- Reviewing of programming Model
- Review of staffing needs
- Program staff
- Correctional and support staff

What is a Community Corrections Center?

The goals of a Community Corrections Center are different than traditional jail facilities as it includes the following:

- A Public Safety Initiative
- A Systems Approach to Managing Offenders
- An Evidence-Based Decision Making Model
- A "Business" Model Focused on Effective Use of Resources and Improved Outcomes

The objective of this is to develop both housing and programming that enables the County to achieve the long term goals of increasing local public safety and reducing recidivism, through the development of an improved system to manage offenders. The outcomes would include reduced long term census and a facility that is more cost effective going forward.

Components of a Community Corrections Center

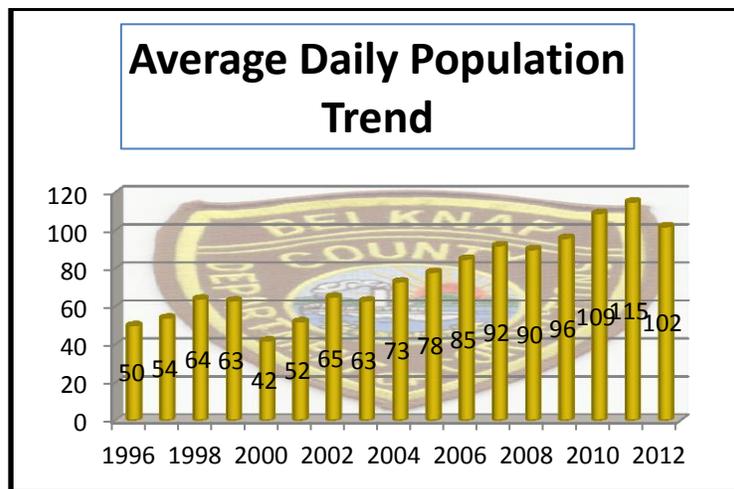
- Residential Minimum Security Treatment Center for male and female inmates

- Heavy commercial grade construction
- Work Release Center for male and female offenders
- Residential housing for both male and female minimum security inmates
- Day Reporting Center for male and female inmates
- Group Space for men’s and women’s programs, and aftercare treatment
- Dormitory style housing

The building design is different than a traditional correctional facility in that there are no private cells. Inmates live in dormitory style housing with central bathrooms. This reduces costs for the construction of cells and for costs of extra bathrooms in each of the cells. The building also provides for group space for facilitation of evidence based recidivism reduction programs for offenders, as well as support for work release as the inmates transition back to the community. The scope of work for ASAI was to look at this as a standalone facility and making recommendation to a style of building similar to that of the Sullivan County facility built in August of 2010.

The following is an overview of the layout of the inmate beds proposed for the Community Corrections Center.

PROPOSED CONSTRUCTION OF A COMMUNITY CORRECTIONS CENTER



Even though the trend data presented in the Belknap County Department of Corrections 2012 Annual Report reveals a slight downward event in the year 2012, the average daily population remains well above the original design capacity of 87 beds since 2007 and that this level continues to require the use of an industry space, a classroom, and the gym to for additional housing areas.

In keeping with national trends, Belknap County Department of Corrections has also found that the female population continues to absorb a greater percentage of the total bookings of new intakes as represented by a 4% increase to 25.6% of the total number of new criminal bookings during 2012.

Both of these issues would be addressed through the construction of a Community Corrections Center.

COMMUNITY CORRECTIONS CENTER CAPACITY AND PROGRAMMING

30 Treatment Beds (20 men/10 women)

34 Work Release Beds (24 men/10 women)

= 64 Total Beds (44 men/20 women)

With this design, the Community Corrections Center would be able to house up to 64 inmates, allowing for closure of the annex and gym areas where inmates are presently housed due to overcrowded conditions. This should also allow for closure of a space in the existing facility currently being utilized for women.

There would be an inmate worker/work release unit in the facility with 34 total beds. Inmate workers would be able to complete various institutional jobs on the grounds of the facility, while work release inmates would be eligible to go out in the community to work towards the end of their sentence. A portion of their income would be paid in rent to the County. The women's inmate worker unit would be separated from the men's, but would operate in the same fashion as the men's inmate worker units.

Thirty (30) inmates would participate in treatment programming at any given time, rotating inmates in and out after completion of treatment services. There would be 20 male beds and 10 women beds for treatment, each of these in separate dormitory style units. Men and women would not participate in any programming together.

PROGRAM SCHEDULE/CURRICULA RECOMMENDATIONS

Below is a draft schedule of services for programming for inmates. Inmates would attend classes all day in the Unit focused on evidence based programming that has proven to reduce recidivism. It is recommended that a private provider be contracted to deliver these services. Inmates would be assessed for risk/needs and provided services based on recommended dosage for each risk level. This program design has incorporated 200-300 hours of these evidence based programs – the dosage needed for long term reduction in recidivism. There would be a similar program for women, however the group would provide for gender specific treatment including some trauma based groups such as *Seeking Safety* and other groups that meet the specific needs of women.

Men's Schedule

7:00 AM - 8:00 AM	Count Time/ Inspection	Count Time / Inspection	Count Time / Inspection	Count Time/ Inspection	Count Time/ Inspection	Count Time/ Inspection	Count Time/ Inspection
8:00 AM - 9:00 AM	Sick Call/Medical Recreation Time	Sick Call/Medical Recreation Time	Sick Call/Medical Recreation Time	Sick Call/Medical Recreation Time	Sick Call/Medical Recreation Time	Sick Call/Medical Recreation Time	Sick Call/Medical Recreation Time
9:00 AM - 10:00 AM	Coping Skills Ms. Charland	9:30-11:45 Parenting Inside and Out Ms. Kennedy	Community Meeting/Current Events	9:30-11:45 Parenting Inside and Out Ms. Kennedy	Coping Skills Ms. Charland	Recreation Time	Recreation Time
10:05 AM - 11:05AM	Drug and Alcohol Education Ms. Magee		Co-Occurring Challenges Ms. Charland		Drug and Alcohol Education- Ms. Magee	Bible Study Ralph 10 AM to 11 AM	Study Time
11:10 AM - 12 PM	Relationships Ms. Hoyt		Anger Management Mr. Taber		Criminal and Addictive Thinking (Habits of Mind) Ms. Miles	Unit Recreation	Unit Recreation
1:05 PM - 2:25 PM	Meetings	Meetings	Meetings	Meetings	Meetings	Break	Break
2:30 PM - 4:00 PM	Thinking for a Change Mr. Cameron	Thinking for a Change Mr. Cameron	Hi Set Tutoring Ms. McCabe	Criminal and Addictive Thinking Ms. Miles	TED Talk Video Ms. Magee	Study Time	Study Time

Women's Schedule

TIME	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
8:30 AM - 9:45AM	T4C/MRT New Directions	Seeking Safety	T4C/MRT New Directions	Seeking Safety	T4C/MRT	Study Leisure Time Visits	Study Leisure Time Visits
10:00 - 11:00 AM	Covington	Ready Set Work	Covington	Ready Set Work	Covington		
12:30 - 1:45 PM	Education-GED	DV Prevention Anger Management	Education-GED	Education-GED	Education-GED		
2:00 - 3:00 PM		Parenting		Literacy-Tutoring			
3:00 - 4:00 PM			Community Meeting				
3:00 - 6:00 PM	Count 4-12 Shift Dinner	Count 4-12 Shift Dinner	Count 4-12 Shift Dinner	Count 4-12 Shift Dinner	Count 4-12 Shift Dinner	Count 4-12 Shift Dinner	Count 4-12 Shift Dinner
6:00- 9:00 PM	Education-ESL Bible Studies NA Meeting Study/Leisure Time	Cinema-therapy Study/Leisure Time Visits	Education-ESL Bible Studies Creative Writing Study/Leisure Time	Cinema-therapy Study/Leisure Time AA Meeting Visits	Education-ESL Creative Writing Study/Leisure Time	Study Leisure Time Dinner Study Open classroom	Study Time Dinner Study Open Classroom
9:00 - 10:00 PM	Shower Lock In	Shower Lock In	Shower Lock In	Shower Lock In	Shower/Lock In	Shower Lock In	Shower Lock In

This evidence based programming would include the offerings of:

- Cognitive groups
- Drug and alcohol education
- Job readiness groups
- Education groups
- Anger management classes
- Parenting classes
- Family programming
- Mental health programming
- Criminal and Addictive thinking
- *Seeking Safety*(women's program)

GROUP SPACE

- One group room for men near treatment room
- One group room for women
- One group room outside the perimeter of the secure facility (can be used by Day Reporting, Community Corrections, and Aftercare)
- Each group room set up with LCD screen and ability to do PowerPoint presentations

As the men will be in treatment classes throughout the day a group room will be right off the unit for the men to access throughout the day. This limits the need for movement of inmates into other parts of the facility and reduces the need for additional correctional staff. The men's inmate worker unit will be able to access the group room when needed as well.

Likewise, there will be a group room for the women within their unit, and women's worker unit will be able to access that as well.

The group room outside the perimeter could be used when needed by inmates when escorted there, but it primarily will be used by community corrections and for community aftercare programs for inmates. There may be times that women and men participate in groups together in a supervised setting.

OFFICE SPACE

- Office for 5 program staff
- 3 Clinicians
- 2 Case Managers

This office space would include rooms for the program staff working in the facility during day and evening hours.

CONTROL ROOM

There is a need for a control room in the new facility which would have the following benefits:

- Address the issue that the control room needs to be completely updated to support the entire department.
- A new control room in the new facility would support both the jail and the Community Corrections Center

At present the control room at the Belknap DOC is an older outdated unit which needs to be updated regardless of the decision for building a new facility. We are recommending that a new control room be constructed in the new facility, providing for a complete security system for both the new Community Corrections Center and the existing facility. This would allow for all key areas doors, etc. to be controlled from one place for both facilities. The consultant team believes this is an essential item if the County decides to build a Community Corrections Center.

OTHER SUPPORT AREAS

- Work release office
- Drug testing area

A small staff office for both work release and for the storage of electronic monitoring equipment could be housed at the facility; this could also be part of the repurposing of the existing facility.

Option Two Space

STAFF TRAINING AND ADMINISTRATION NEEDS

- Administrative staff offices
- Training room - that would allow for a classification space in the old jail
- Locker rooms for staff.
- Staff break room

This space is part of Option Two. The benefits of providing staff training space and some additional space for administrative staff offers the ability to manage the facility and provide support for staff onsite. However, there are cost increases for this option.

EXISTING FACILITY NEEDS

- May need to replace heating plants, HVAC system, roof ,skylights, electric and plumbing needs to be looked at during the renovations
- Master control center may needs review and replacement, and connected to the new Community Corrections Center
- Card reader access to the building
- Areas that can be repurposed with the new jail
- Need to close out the attic work release area as living area and repurpose for other facility needs
- The gym is currently used for the women housing which will move to CCC
- There is a small six bed unit for the remaining women at the jail, for the women in the jail not in treatment programming
- The House of Correction area of the facility needs to be repurposed for jail needs and closed as living areas
- The costs to renovate these areas would be cost prohibitive and would not meet the long term needs of the DOC staff and inmates
- Parking and access to the yard

The existing attic area that now houses inmates can be repurposed for another use as the new building is used. There is very limited space in the building and this would allow for

improved operations. The gym could also be repurposed as inmates move out and into the new Community Corrections Center. The goal in this process would be to build the new facility, then begin renovations of the existing building after the inmates move to the new CCC, providing seamless transitions into the new building.

The goal with a new Community Corrections Center and a renovated existing facility will be to provide an operational system that improves the ability to deliver services and provide good care and custody of the inmates while maintaining the safety of the staff. It is critical that these renovations occur in the existing facility if the County wants to ensure safe and secure operations for utilizing that facility in the future. The Community Corrections Center is only part of the solution to the outdated existing facility and overcrowding issues.

HOUSING

With the opening of a Community Correction Center, the County would have 64 new beds. With the closing of the Attic, the gym (for living), and the House of Correction, the jail would retain 50 beds, for a total bed capacity of up to 114 inmates. This would provide for future needs, and reduce safety and security risks in the three areas being repurposed as nonliving space.

The existing facility would primarily be used to house pre-trial inmates, medium and maximum sentenced inmates. The Community Correction Center would be used for sentenced minimum security male and female offenders.

STAFFING

There was a great deal of time spent reviewing the staffing plans of the new facility based on information from Belknap County, as well as from other counties with similar program designs regarding their staffing decisions.

- How would staff interact in both facilities?
- How many staff is needed for programming?
- How would the building function day to day?
- What are the programmatic staffing needs?
- Would those be providers or jail staff?
- How many correctional staff is needed to monitor the unit?
- What would be the core duties?
- What reductions if any will be there for the existing facility?
- How would staff interact in both buildings?

FACILITY OPTIONS

As described below, the County is offered two options for the Community Correction Center facility. The first is just inmate housing, a control room, and staff areas for program staff. The second is an expanded option that provides for some space for administrative staff, a training room, and small recreational space for inmates. It should be noted that in schematic design the County should explore both one floor and two floor options.

Square Footage

Building including living area for clients bathrooms, men's and women's treatment and work release / workers unit

- Square Footage 15,191 SF
- Public Area 1500 SF
- Control Room 650 SF
- Staff Offices 600 SF
- Group Space 1500 SF

Total = 19,411 SF

+ 15 % grossing factor = 22,327 SF

19

Other Key Areas

- Custody Admin 500 SF
 - Admin 1500 SF
 - Indoor Recreation 2500 SF
- Total 4500 SF**

Combined with other page = 22,327 SF

with grossing factor $5175 + 22,327 = 27,502$ SF

Need to add a multiplier for corridors, mechanical chasses, thickness of walls

Net gross adds 15%

20

This was discussed at length in our meetings on site, the GoToMeetings, and also with the Superintendent and Commissioners in subsequent meetings. Ross Cunningham was also able to provide guidance through his experience with a similar model in Sullivan County. Kevin Warwick has worked with facilities of this type around the country. We discussed each of the questions above and the need to add jail program staff to provide services in the CCC and support the security staff in the management of the facility. This combination of staff devoted to recidivism reduction programming and staff devoted to security would provide a balanced approach to the staffing the facility. The new facility being connected to the existing facility

would allow for some efficiencies of staffing, in particular if the plan to repurpose the HOC attic and gym for non living purpose continues.

Funding of program staff was also discussed. At present the Belknap County Program Director is the only staff person funded by the County dedicated to jail programming. The rest of the program relies on volunteers to provide services or agencies such as Horizons that are funded through a grant without sustainability. The Consultants are recommending the County consider funding of the program staff in an effort to reduce recidivism rates by providing a range of core programming for offenders who are high risk of incarceration. This requires both clinical staff to run programs as well as case management staff to provide for release planning and transition support as they reentry the community. Sullivan County has been able to reduce recidivism rates to 18% for high risk offenders, as a result of implementing this model. The Consultant Team recommends three Clinicians to run programming. This includes a full day program for men and for women, and two Case Managers to work with offenders on release plans in an effort to provide a smooth transition into the community. This was discussed at length at the March 24th meeting with the Commissioners, Delegates, and community members having a chance to ask questions and provide comments.

STAFFING

STAFF REASSIGNMENT

There is the possibility of some potential reassignment of staff due to closing of areas. However, the Superintendent would need to be able to make those decisions after the design has been finalized and decisions have been made as to the repurposing of the existing facility. As discussed in the Commissioner's meeting, the Consultant Team recommends that this be finalized after completing schematic design and cost estimates.

PROGRAM STAFFING

- 2 case managers
- 3 clinicians
- 2 case managers and 3 clinicians

Case Managers will provide in jail support and post release planning. The Clinicians will run groups in the CCC and provide crises support for all, including the jail. The jail should consider hiring a community based provider agency to deliver these services. They often come with the working knowledge of the community, and have the ability to deliver these same services at a lower cost than jail based staff. The County should consider utilizing a community provider for these services as they are often less costly and have the skills needed to provide these types of programs. There are local providers that could be considered to provide these services.

SECURITY AND SUPPORT STAFF

- A full time admin assistant and 1 part time (1.5 FTE); currently 32 hours is provided.
- 1 correctional supervisor
- 5 Correctional Officers

There would be one correctional officer assigned to the unit per shift to cover 24 hours per day, seven days per week. This equates to five staff dedicated to the unit. We are

recommending one supervisor be in charge of the overall operations of the unit. Right now there are 32 hours of clerical time dedicated to the entire Belknap DOC. We are recommending with the operations of the facility that this be increased to 1.5 FTE staff.

Correctional staffing if there is no program staff:

It should be noted that without programming staff that are providing structured services to offenders in groups, the cost of correctional staff would be increased. There would be a need to add 1 correctional officer per shift, to accommodate an inmate population in need of greater incentives. Inmates participating in the community corrections program gain skills to improve behavior and act differently as they move through the process.

CRITICAL PLANNING ACTION STEPS

It is our estimation that a Community Corrections Center coupled with intensive inmate programming represents the most viable option going forward for Belknap County. The following are some key recommendations.

1. Belknap County needs to consider a plan of building a Community Corrections Center along with making some renovations to their existing facility. This provides for a cost effective alternative option as a first step in solving the facility and overcrowding issues in Belknap County Jail.
2. The County, once the Community Correction Center is built, needs to consider repurposing the HOC, the attic, and the gym for nonliving unit purposes.
3. ASAI recommended the county consider hiring an architect to provide for Schematic design as well as cost estimates for the facility. This should include options for at least two sizes: the one presented to the Commission, and perhaps an option for a one floor facility.
4. ASAI calculated the needs of the Community Corrections Center to be a 64 bed facility based on estimates from the Ricci Greene and Bennett study. This is four beds more than those studies indicated, to address the specialized needs of women in the facility. This includes 30 Treatment Beds (20 men/10 women), 34 Work Release Beds (24 men/10 women) for a total of 64 beds (44 men/20 women).
5. The structure allows for a step down model allowing inmates to progress through the system and pay for a portion of their cost while on work release and/or electronic monitoring towards the end of their sentence.
6. The County, if they approve this model going forward, should build the new facility first and then provide for renovations of the existing facility. This will allow the County to house all the inmates in the County facilities, and avoid the costs of housing out inmates to a neighboring county.
7. The County will need additional programming and correctional staff to monitor inmates in the facility. This includes 5 program staff and six security staff. If the County chooses not to hire programming staff, there would be a need for additional correctional staff.

8. The County should consider closing the HOC, the attic, and the gym after completion of the CCC, to avoid housing out of inmates during this transitional period and thus avoid costs for the County.

CRITICAL PLANNING ACTION STEPS		
Action Step	Who will be Responsible?	What needs to be done by When?
Review existing programs	ASAI	Complete
Review existing reports and make recommendations for adjustments	ASAI DOC Superintendent Commission	March 24, 2015
GoToMeeting	ASAI DOC staff	February 24, 2015
Provide for recommendations for Community Corrections Center options	ASAI Superintendent DOC staff	Review in March 24th meeting Final report April 2015
On site meeting to review Initial recommendations	ASAI DOC staff	March 24th
Recommended staffing for the Community Corrections Center including program staff	ASAI	March 24, 2015 Draft for Go to Meeting February 24, 2015
Hire architect for final cost evaluations and design of CCC and review of renovation costs	Commission DOC Superintendent	May 2015

NEXT PHASE OF THE PLANNING PROCESS

- Recommend construction of the new facility first, followed by renovations of the old building, which allows for the County to avoid housing of inmates out of county
- Plan for the repurposing of the attic, gym, and HOC areas that are not suited for long term inmate housing
- Hire an architect for schematic design
- Finalize a recommended staff pattern based on the schematic design
- Provide costs for these staff positions
- Provide for several costs options to allow the County to make a decision to move forward

SUMMARY

The Belknap County Jail has a wide array of experienced staff working in all aspects of programming. Skilled professionals, both in the jail and in the community, can facilitate evidence based programs as long as there is a system wide commitment for such. The jail has had many challenges fully implementing programs due to lack of funding, which needs to be addressed. However with some recommended adjustments, the County will be able to implement the programmatic changes needed to fully develop an evidence based system of programs and transitional services for offenders.

The County needs to rethink the present system of service in the jail, utilizing community based providers funded at a level that will allow improved services rather than relying on grants. Correctional staff can be used to work within the units providing supervision and support for the program, while contracted provider agencies facilitate the programming and transitional services for the inmates. This will promote continuity of care as inmates will work with the same providers both while in the jail and when released in the community. The combination of the repurposing of the gym, attic, and the Hoc, along with the construction of the new CCC, allows for the County to provide for the safety and security of inmates, while the provision of programs will improve the quality of life for inmates, the inmates' families, as well as the residents of Belknap County.

Integrating best practice throughout the system - targeting high risk offenders for case management and programming, providing evidence based programming and curricula both in jail and in the community, all driven by the screen and assessment - is an essential part of this process.

It is important to note that in this Consultant's opinion the County needs to seriously consider the outlined Community Corrections Center and upgrading of existing facilities, or another cost effective option to address the current situation faced by Belknap County. Continued use of the current facility presents health and safety issues for DOC staff and inmates. The combination of an outdated facility along with overcrowding conditions is a recipe for serious issues that could cause the County to incur costs down the road.

The community corrections concept provides an opportunity for the County to initiate solving both existing facility and operational issues, as well as providing a solution to the present overcrowding conditions of the jail. This report provides the first steps in the process from which a schematic design by an architectural firm will be able to provide final cost options. This will offer the County the ability to make a final educated decision in order to address these critical issues.