



Douglas County Jail & Mental Health Court Study

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Introduction

The Douglas County Correctional Facility was constructed in 1999, and has served Douglas County for 16 years with only minor modifications. The facility has been managed and maintained exceptionally well and functions essentially as designed. The facility was designed with a capacity of 197 inmates in a direct supervision operational model. In early 2000's the one housing unit was modified from exclusively work release to be able to house minimum security inmates as well. This lowered the capacity to the current 186 bed capacity.

The facility was designed based on a needs assessment conducted by Carter Goble Lee in 1995 that indicated the following bed space needs:

Year	Beds Needed
2000	120
2005	156
2010	192
2015	228

Due to aggressive re-entry and other programs initiated when the facility opened and since, the inmate population has seen slower growth than originally predicted in this needs assessment. Douglas County continues to have very low per capita populations when compared both locally and nationally.

Since the facility was built there have been significant changes in inmate profiles; there has been substantial growth in the number and percentage of women inmates, causing the facility to be over capacity, and creating the need to house females in facilities outside Douglas County. Because the inmate programs to reduce recidivism target those who embrace change, the inmates who remain incarcerated are increasingly more violent and have more mental health and co-occurring disorders. This increases the percentages of inmates with special needs and maximum security classifications.

In the summer of 2014 Treanor Architects was asked to study the needs of the Douglas County Correctional Facility. With increasing average daily populations, and changing demographics of typical inmates, the staff found it difficult to accommodate all the inmates that needed to be housed. That study found there were needs for additional bed capacity for special needs and maximum classification as well as space for work release and re-entry programs and housing.

Before the County embarked on solutions for this need, they commissioned Treanor Architects to study ways in which the population can be reduced through alternatives to incarceration. Strategies for this reduction focused on diversionary court programs that would give alternatives to incarceration for persons with mental illness, substance abuse issues or co-occurring issues. Treanor brought on board experts in these fields both locally and nationally to study these alternatives. This report is the culmination of a year of study of the specific issues affecting the population in Douglas County.

DOUGLAS COUNTY, KANSAS REPORT

Introduction

Huskey & Associates was retained by the Douglas County, KS County Manager's office to accomplish the following objectives:

- Determine the number of bookings and inmates in the Douglas County Jail who are serious mentally ill based on nationally accepted definitions.
- Document the characteristics of SMI inmates in the Douglas County Jail.
- Estimate the number of individuals who could be considered for a mental health court and alternatives to jail on an annual basis.
- Estimate the number of individuals that will need to be served per day in a mental health court and in alternatives to jail.
- Project the number of jail beds that could be saved by implementing a mental health court.

Huskey & Associates is a nationally recognized justice planning firm with hands-on correctional experience in three states, and with extensive experience in conducting justice projects in Kansas and in 169 other jurisdictions in 37 states.

In this research project, Huskey & Associates partnered with the Douglas County Core Planning Team, Douglas County Sheriff's Office, the University of Kansas, School of Social Welfare, and the Bert Nash Community Mental Health Center.

Research Methodology

Data were gathered on all inmates booked during April, July, October 2014 and January 2015. During these four months, a total of 1,971 jail bookings occurred, or an average of 493 monthly bookings. This represents 33.3% of the total estimated jail bookings for a 12-month period thus providing a sufficient sample of the jail inmates for this research project.

Data were gathered manually through a case record review by Douglas County Jail staff and Bert Nash Community Mental Health Center staff using a standardized questionnaire developed by H&A. The following twelve variables were examined for all 1,971 bookings:

1. Legal status (pre-trial or sentenced)
2. Age
3. Sex
4. Race
5. Charged with a violent felony/misdemeanor
6. Charged with an escape charge/history of escape
7. Douglas County resident
8. Prior mental health treatment
9. Prior psychiatric hospitalizations
10. Existence of co-occurring substance use disorder
11. Length of stay in jail
12. Found or suspected of having a serious mental illness (SMI)

SMI was defined in this project as:

Participants who at any time during a given year had a diagnosable mental, behavior or emotional disorder that resulted in functional impairment which substantially interfered with or limited one or more major life activities.

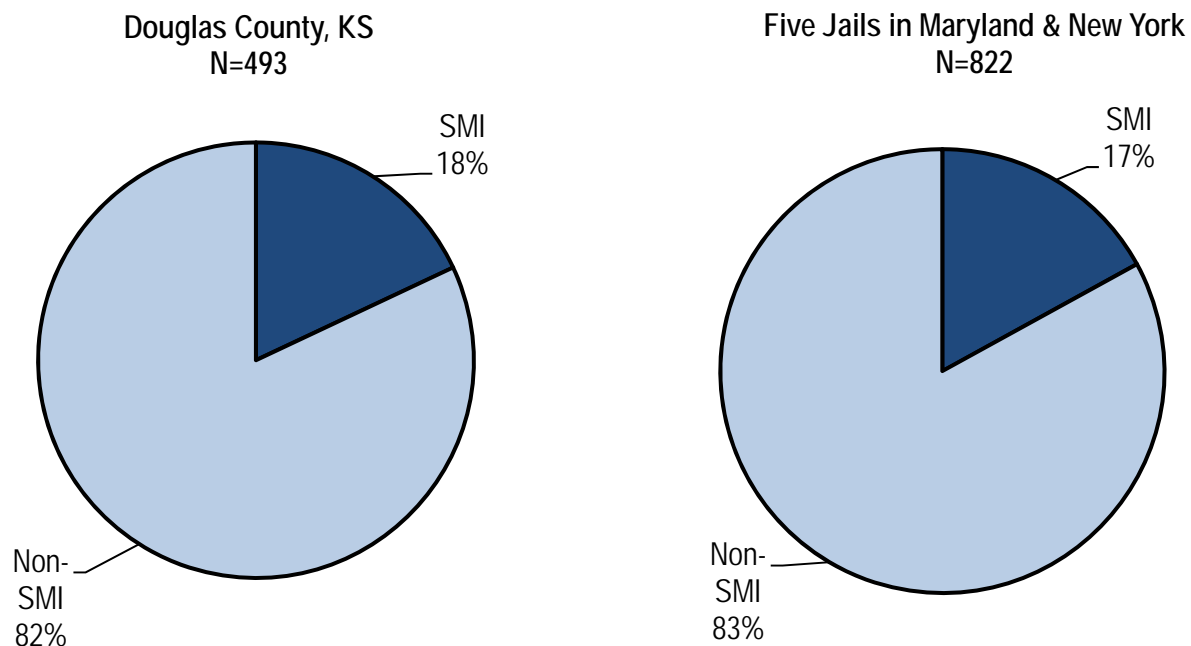
This definition is used by the U.S. Substance Abuse Mental Health Services Administration (SAMHSA) to define serious mental illness. The research team also reviewed criteria used in other jurisdictions, and it decided on this definition used by SAMHSA.

Findings

Number Jail Bookings Determined to be SMI

Using this definition, all inmates booked during this time period were examined. Among the 493 average monthly bookings, 89, or 18% were classified as serious mentally ill (SMI). The incidence of SMI in Douglas County Jail is similar to other jurisdictions. Figure 1 shows the findings of a nationally accepted study of five jails in Maryland and in New York documenting that 17% of the bookings in these five jails were classified as SMI.¹

Figure 1
Percent of Total Jail Bookings that Are Serious Mentally Ill



Source: Douglas County Jail. 2015

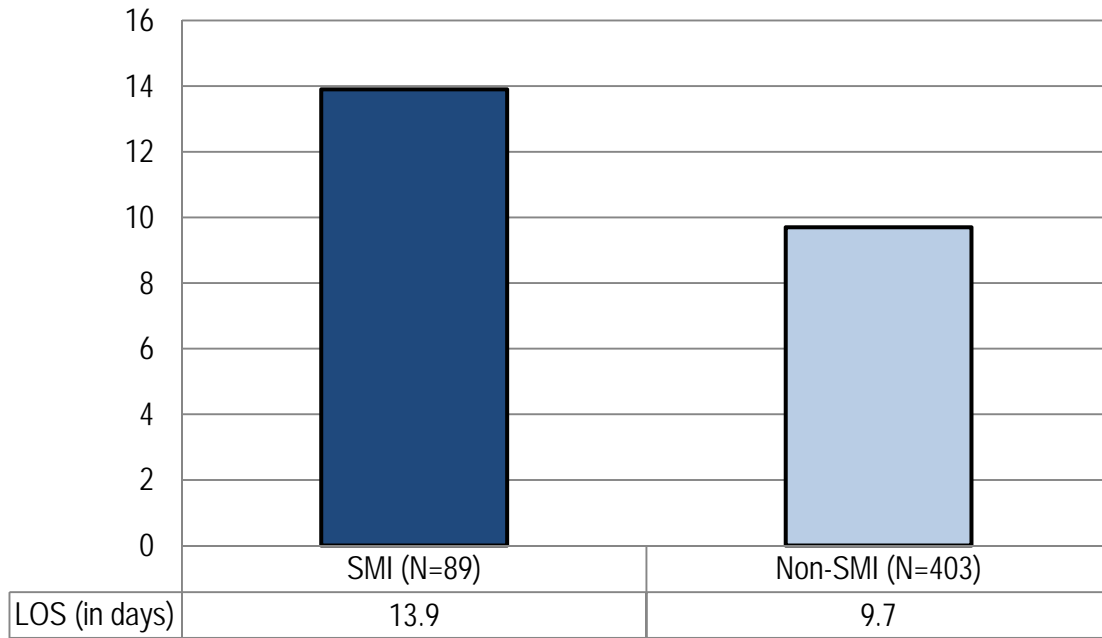
Source: Steadman et al 2009

¹ Steadman, H. J., Osher, F. C., Robbins, P. C., Case, B., & Samuels, S. (2009). Prevalence of serious mental illness among jail inmates. *Psychiatric Services*, 60, 761–765.

Length of Stay of SMI vs. Non-SMI

On average, the SMI inmate stayed four days longer in the Douglas County Jail than the Non-SMI (13.9 days for SMI compared to 9.7 days for Non-SMI). An increase in length of stay for SMI inmates resulted in a greater number of SMI inmates housed in jail on a daily basis.

Figure 2
Average Length of Stay in Jail for SMI vs. Non-SMI



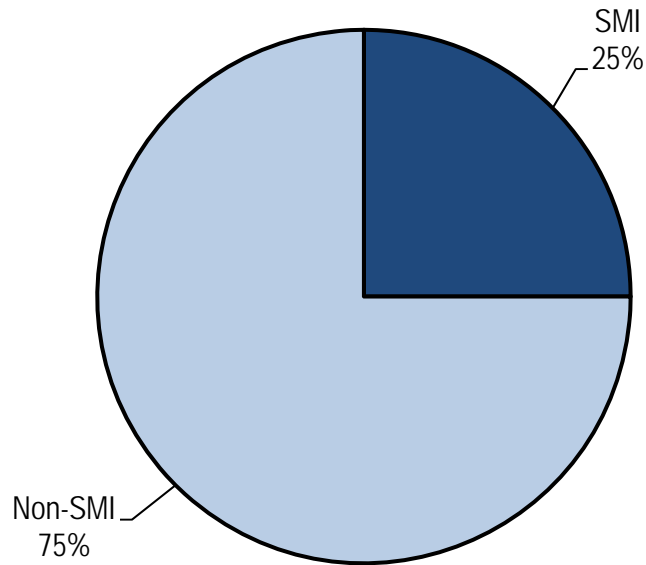
Source: Douglas County Jail 2015

Note: Average LOS taken for April, July, and October 2014 since not all individuals confined in January 2015 had been released.

Average Daily Jail Population Determined to be SMI

An average of 168 inmates was confined in the Douglas County Jail during the study period². Of these 168 inmates, 42 or 25% of the inmates confined were determined to be SMI. This is higher than bookings due to the longer length of stay of these inmates.

Figure 3
Percent of Average Daily Jail Population that SMI and Non-SMI



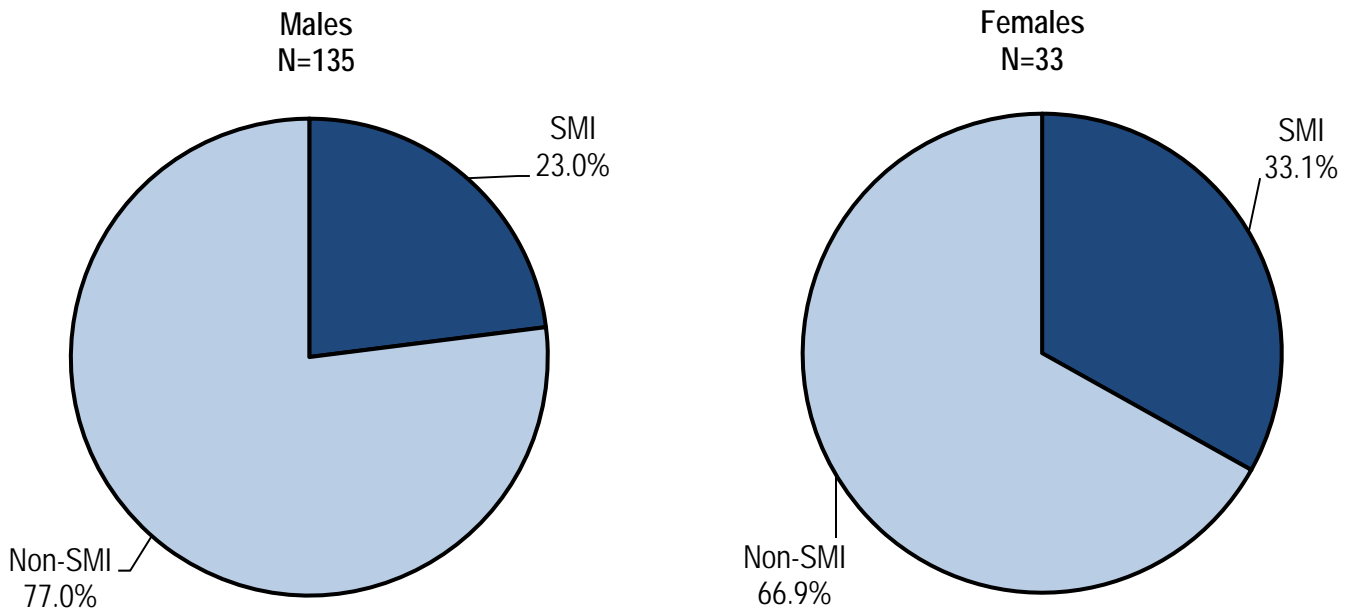
Source: Douglas County Jail. 2015

² Since inmates were still in custody during January 2015, April, July and October were selected since inmates had an admit and a release date during these three months thereby allowing the average daily population to be calculated.

Number Jail Inmates Determined to be SMI by Sex

Figure 4 shows the average number of SMI individuals housed in the Douglas County Jail by sex on a daily basis during April, July and October 2014 and in January 2015. While almost one quarter of the male jail population was SMI during this study period, one-third of the female jail population was SMI. Similarly, Steadman et al 2009 found that 31.0% of female jail inmates were SMI³.

Figure 4
Average Number SMI Housed in Jail on Daily Basis by Sex



Source: Douglas County Jail. 2015

³ Ibid.

Characteristics of Jail Inmates who are SMI

Demographic Characteristics

Table 1 documents that almost two-thirds (65%) of the SMI bookings were male, while the remaining 35% were female. The average age for an SMI booking was 35 years. More than three-quarters of the SMI bookings were White (78%), 17% were Black and 5% American Indian/ Alaska Native combined. Nearly 88% of SMI bookings were Douglas County residents.

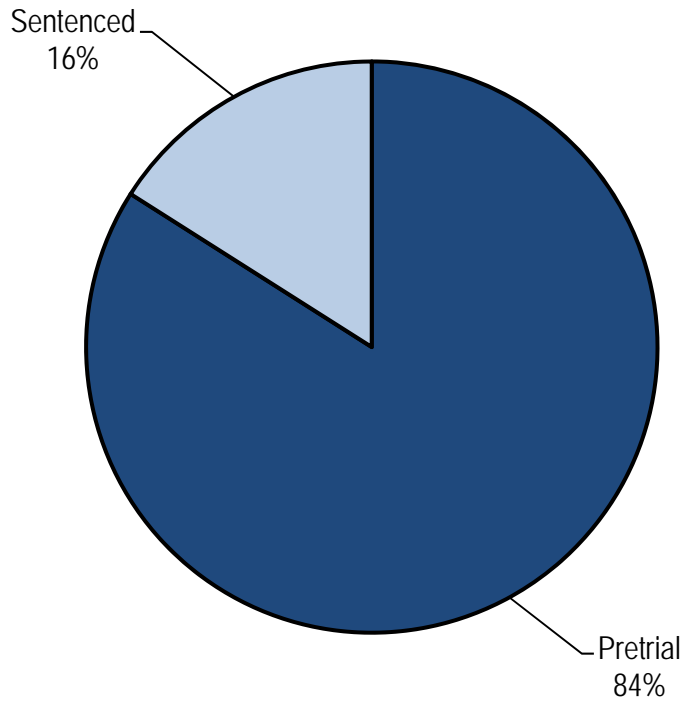
Table 1
SMI Demographic Characteristics

SMI Demographic Characteristics		
	N=89	%
Gender		
Male	58	65.2%
Female	31	34.8%
Total	89	100.0%
Age		
18-21yrs	12	12.9%
22-25yrs	15	16.8%
26-29yrs	10	11.5%
30-39yrs	27	29.7%
40-49yrs	15	16.2%
50+yrs	12	12.9%
Total	89	100.0%
Mean Age	35 years	
Race		
White	70	78.4%
Black	15	16.6%
American Indian/ Alaska Native	5	5.0%
Total	89	100.0%
Douglas County Resident		
Yes	78	87.4%
No	11	12.6%
Total	89	100.0%
Note: Differences in total due to rounding		

Legal Status

Eight out of ten (84%) of the SMI bookings were awaiting trial, compared to 16% sentenced to jail.

Figure 5
Percent of Serious Mentally Ill Bookings by Legal Status



Source: Douglas County Jail. 2015

Offense

On average, 80% of SMI bookings were not charged with a violent felony/misdemeanor offense.

Table 2
SMI Bookings Charged with a Violent Felony or Violent Misdemeanor Offense

Yes	18	19.9%
No	72	80.1%
Total	89	100.0%

Source: Douglas County Jail.

This compares to 56%-70% of national jail populations who are not charged with a violent offense.⁴ These findings highlight the non-violent nature among SMI jail inmates in Douglas County and nationally.

Additionally, over 99% of the SMI bookings did not have an escape charge or a history of escape.

Table 3
SMI Bookings Charged with an Escape Charge and History of Escape

Yes	1	0.6%
No	89	99.4%
Total	89	100.0%

Source: Douglas County Jail.

These findings point out that the majority of the SMI inmates in the Douglas County Jail are charged with non-violent crimes and thus could be considered for an alternative to jail.

⁴ James, D. J., & Glaze, L. E. (2006). Mental health problems of prison and jail inmates. Washington, DC: Bureau of Justice Statistics. Ditton, P. P. (1999). Mental health and treatment of inmates and probationers. Washington, DC: Bureau of Justice Statistics.

Prior Mental Health Treatment

All of the SMI inmates booked in the Douglas County Jail had previously received mental health treatment.

Table 4
SMI Bookings that Received Prior Mental Health Treatment

Yes	89	100.0%
No	0	0.0%
Total	89	100.0%

Source: Douglas County Jail.

This compares to 9% for males and 23% for females among national jail populations who previously received treatment.⁵

Additionally, nearly 71% of SMI bookings in Douglas County experienced prior psychiatric hospitalizations, 8% more of the males had been previously hospitalized.

Table 5
SMI Bookings with Prior Psychiatric Hospitalizations

Yes	43	70.8%
No	15	29.2%
Total	58	100.0%

Source: Douglas County Jail.

⁵ Todd D. Minton and Daniela Golinelli, *Jail Inmates at Midyear 2013 - Statistical Tables*. (Washington, DC: U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, 2014), appendix table 3, p. 11.

Recidivism

During the 4 month study period, nearly 17% of SMI individuals were booked more than once compared to 12.3% of the non-SMI.

Table 6
SMI Inmates vs. Non-SMI Inmates by Number of Bookings in 4-Month Study Period

	SMI Inmates		Non-SMI Inmates	
	N	%	N	%
1 Booking	213	83.2%	1,210	87.7%
> 1 Booking	43	16.8%	169	12.3%
Total Inmates	256	100.0%	1,379	100.0%

Source: Douglas County Jail.

Eight out of ten SMI inmates (83.2%) were only booked once, while 16.8% were booked more than once. In comparison, 87.7% of the Non-SMI inmates were only booked once, while 12.3% were booked more than once. Because this snapshot does not cover all months in a year, some of these individuals may have been booked in other months not captured in this study. Therefore, at least 16.8% of the SMI and 12.3% of the Non-SMI inmates in this study were booked more than once.

This percent is likely to increase if additional months are examined. Among national jail populations, between 26% and 54% were incarcerated three or more times.⁶ The Sheriff's reentry program has offered support services to individuals released from jail thus helping to reduce the recidivism rate in Douglas County.

Co-occurring Substance Use Disorders

Nearly 77% of SMI bookings in Douglas County jail had a co-occurring substance use disorder demonstrating the need for an integrated treatment approach focusing on psychiatric and substance use problems at the same time.

Table 7
SMI Bookings Diagnosed with Co-occurring Substance Use Disorders

Yes	68	76.5%
No	21	23.5%
Total	89	100.0%

Source: Douglas County Jail.

⁶ James, D. J., & Glaze, L. E. (2006). Mental health problems of prison and jail inmates. Washington, DC: Bureau of Justice Statistics. Ditton, P. P. (1999). Mental health and treatment of inmates and probationers. Washington, DC: Bureau of Justice Statistics. Ditton, P. P. (1999). Mental health and treatment of inmates and probationers. Washington, DC: Bureau of Justice Statistics.

This compares to 38%-76% nationally who had a co-occurring substance use disorder in addition to a psychiatric disorder.⁷

Number of Douglas County Inmates Who Meet Screening Criteria for Potential Mental Health Court

The project team developed screening criteria to be considered for a mental health court in Douglas County based on the criteria of mental health courts in other jurisdictions. All SMI inmates were examined using the following nationally accepted screening criteria for a potential mental health court in Douglas County:

1. Any pre-trial defendant or convicted male or female offender age 18 and older.
2. Must be found or suspected of having a serious mental illness (SMI).
3. Not charged/convicted with a violent felony or violent misdemeanor offense.
4. Not charged/convicted with an escape charge and does not have a history of escape.
5. Participants are required to reside in Douglas County, KS (does not exclude homeless). The offense with which they are charged must have occurred within the Court’s jurisdiction and they agree to maintain residence in Douglas County during their participation in the Mental Health Court.

When all SMI bookings were examined using these criteria, 12.8% of the average monthly bookings met all five criteria, 11.2% of the males booked on a monthly basis and 17.3% of the females met all five criteria.

Table 8
Average Number of Douglas County Bookings Who Met Screening Criteria
For a Mental Health Court in Douglas County

Male (N=366)		Female (N=127)		Total (N=493)	
N	% of Total	N	% of Total	N	% of Total
41	11.2%	22	17.3%	63	12.8%

Source: Huskey & Associates. Douglas County Jail and Bert Nash Community Mental Health Center. 2015.

⁷ Ibid.

Mental Health Court Projections

The following factors were used as a basis for the projected number of SMI offenders who will participate in a potential mental health court in Douglas County:

- 12.8% of total Douglas County jail bookings met all screening criteria for consideration for a mental health court.
- 20% of the individuals accepted during initial screening are assumed to be excluded after a thorough assessment is conducted of the offender's background, and some individuals will choose not to participate.
- SMI offenders are estimated to participate in the MHC for an average of 90 days. They are likely to continue in treatment after discharge from the MHC.
- SMI offenders would be admitted only once in a month to avoid double counting.
- If SMI offenders were not accepted into a MHC, they would stay in jail for an average of 13.9 days.

Projection Methodology

Several nationally accepted projection models were examined to project the number of individuals who will participate in the mental health court through 2026.⁸

The method the project team selected was the ordinary least squares regression (OLSR) model based on the number of jail bookings during the most recent time period 2010-2014. This method was used because it examined the relationship between the historical trends in jail bookings and the most recent time period (2010-2014). This OLSR model found the "best-fit" values of the parameters (bookings and time) and predicted the future bookings, if the historical trend continues. This model predicted an average annual growth rate in jail bookings of 0.7% during 2016-2026 based on historical trends. This growth rate was factored into the projections for the number of SMI jail inmates who will be eligible for a mental health court.

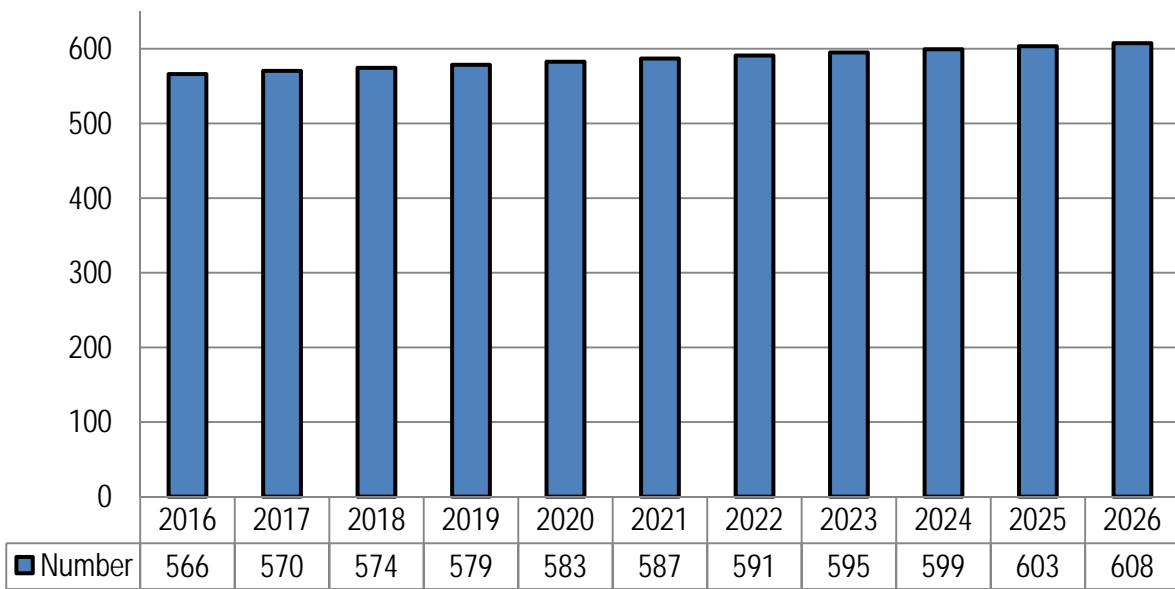
Using projected bookings, the factors described above were considered when determining the number of individuals who will participate in the mental health court in the future.

⁸ Exponential smoothing ES and moving averages (MA) models were excluded after examination because both methods smoothed out the highest number of bookings that occurred during 2013-2014 thus not providing an accurate pattern of the historical trends during the entire time period (2010-2014).

Projections

Based on these factors, the number of SMI individuals eligible for the mental health court on an annual basis is projected to be 566 in 2016 and reach 608 by 2026. Figure 6 represents 12.8% of the projected number of individuals booked into the Douglas County Jail per year who will meet the screening criteria, it reduces by 20% the individuals accepted at screening who drop out during the assessment due to their offense background or choosing not to participate, and it counts SMI individuals once in a given month to avoid double counting.

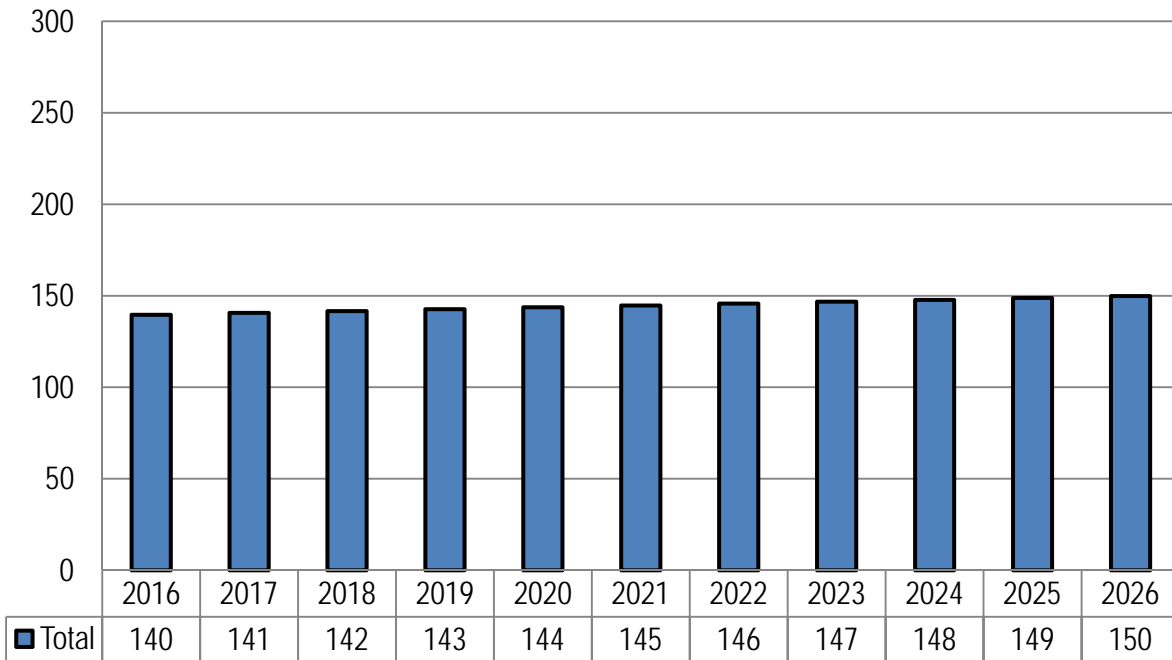
Figure 6
Projected Number of SMI Individuals Eligible for Mental Health Court Annually
2016-2026



Source: Huskey & Associates.

Figure 7 shows the estimated number of individuals that will need to be served on a daily basis. The projection assumes that SMI will stay in the mental health court an average of 90 days. It is also acknowledged that these individuals will continue in treatment after discharge from the court. Assuming these individuals will participate in the mental health court for an average of 90 days, the projected average daily caseload of SMI offenders to be served in the mental health court will be 140 in 2016 and this caseload is estimated to grow to 150 by 2026.

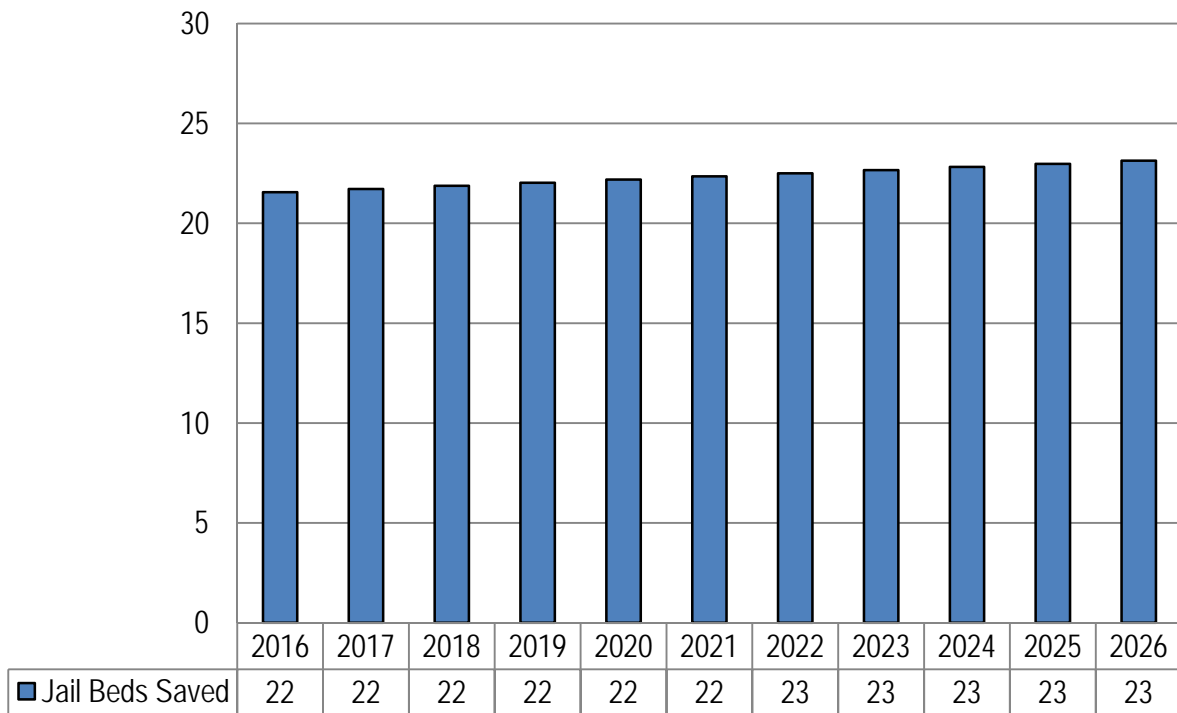
Figure 7
Projected Average Number of SMI Offenders Participating in Mental Health Court on a Daily Basis
2016-2026



Source: Huskey & Associates. Assumes length of stay of 90 days.

The mental health court is expected to provide needed services and supervision to individuals suffering from serious mental illness eligible for release from jail. If they are not released, these SMI inmates will not receive these needed services. Additionally, these SMI inmates will stay in jail longer than non-SMI based on historical trends. Based on the projection of 566 SMI individuals being diverted from jail in 2016, this results in an average of 22 jail beds that could be saved on a daily basis ((bookings x length of stay)/365)). The number of jail beds saved could grow to an average of 23 jail beds by 2026 if historical trends in bookings continue.

Figure 8
Projected Number of Jail Beds that could be saved through SMI Program on a Daily Basis
2016-2026



Source: Huskey & Associates. Projected ADP based on (projected admissions x 90 days LOS)/365 days.