

Jail Assessment

City of Lakewood

August 2009

Ohio Department of Rehabilitation & Correction

Bureau of Adult Detention



Purpose

This document is provided at the request of the Lakewood City Police Department for the purpose of an outside perspective on the current jail operation. This information should be added to other sources to aid local leaders in making informed decisions with respect to local criminal justice functions and/or changes to infrastructure. The information and data provided in this document is compiled from a variety of sources and should be interpreted in the context that is addressed. The Bureau of Adult Detention does not take a formal position with regard to recommendations, yet it is intended to serve as a resource and discussion point for decision-makers.

Description

The current design of the jail facility is considered antiquated (built in 1958) resulting in difficulties in managing the daily population (consistently overcrowded). The police department itself is running out of operational space including administration to supervise the jail. The City of Lakewood is exploring and taking action to develop plans in building a new jail and police station. All operational funding and future fiscal budgeting comes out the Police Department's General Fund.

The Lakewood Police Department has 94 sworn officers; 4 Full-Time Correction Officers for the jail facility. Female prisoners are supervised by a combination of 11 Full-Time female dispatch officers. If a Corrections Officer is not available, a sworn police officer is assigned to handle all jail duties and responsibilities (same gender police officers will apply to supervising prisoners). The Captain of Administration and Services is responsible for the operation and direct supervision of all jail activities.

Currently the population of the City of Lakewood is at 51,305; the city has lost 9% of its total population since the year 2000. The median average household income is \$41,994, median family income is \$50,046 and the per capita income is at \$21,587 (average single person living in Lakewood); 9.2% of all families live below poverty level and 12.5% per individual live below poverty level. Economically there is development of several condominiums (Rockport Square) that are currently being built. Phase 1 of the project is nearly complete and all units are sold (\$200,000 average starting price). There is some industry in the city but most of the income is derived from property tax.

Year	Population
2005	52,100
2006	51,800
2007	51,305

The City of Lakewood provides an amenity of services to the citizens; Police, Fire, Ambulance, Parks Dept., Public Works (provides leaf pickup, backyard retrieval of trash collection, snow removal, etc.). The city also has Youth Services, Office on Aging, Waste Water Treatment (city has own water department). Additionally the City of Lakewood’s Government and Education is comprised of the following: the Municipal Court system, Mayoral Council form of government, and the Lakewood Board of Education.

Jail Activity

Table 1: Current Capacities

The following table illustrates the existing housing capacities compared to population counts for males and females:

	Male	Female	TOTALS
Bureau Recommended Capacity	11	5	16
Actual Capacity	8	3	11
Average Daily Population in 2007	11	3	14
Population on day of survey	18	3	21

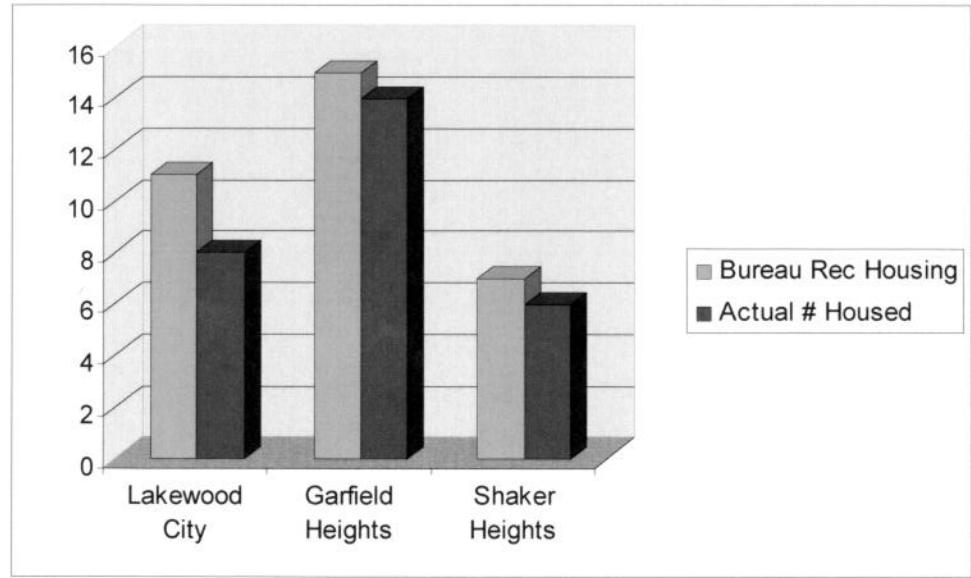
Sources: Bureau of Adult Detention Inspection data and 1-day snapshot for CY2007.

Table 1 Analysis:

Although the total number of inmates on the day of the annual inspection were five more than the rated capacity, the average daily population of inmates for the CY2007 was under the rated capacity. This is typically a better gauge than the one-day snapshot provided during the annual inspection.

Chart 1: Comparing Current Capacities

The following chart illustrates the existing housing capacities for males across three similar jurisdictions:



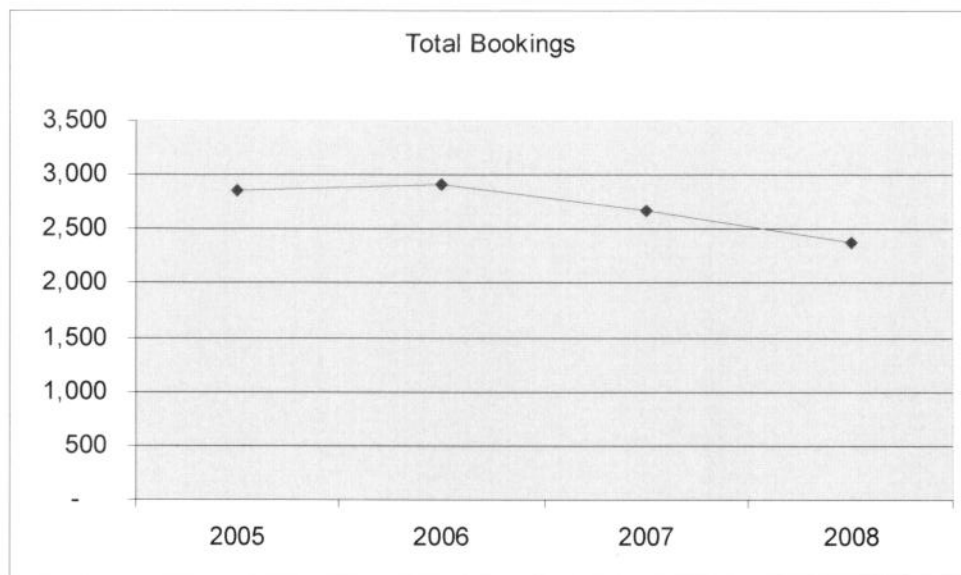
Sources: Bureau of Adult Detention Inspection data and 1-day snapshot for CY2008.

Chart 1 Analysis:

When comparing Bureau rated capacities for males to actual capacities among similar jails, all three are operating below capacity, on average, for the year.

Chart 2: History of Total Bookings from 2005 - 2008

The following graph depicts the history of total bookings over a 4-year period:



Sources: Bureau of Adult Detention Inspection data and 1-day snapshot for years 2005-08.

Chart 2 Analysis:

The trend line for total bookings has declined from CY2005 – CY2008. This trend is consistent with population decline during the same basic time period which provides a good overall analysis of incarceration rate per number of residents.

Table 2: Legal Status of Jail Population Comparison by Similar Jurisdictions

The following table depicts the legal status of inmates compared across jurisdictions:

	Lakewood City		City of Garfield Heights		City of Shaker Heights	
	Annual	% of Total	Annual	% of Total	Annual	% of Total
2005						
Sentenced	259	11%	330	14%	77	23%
Un-Sentenced	2163	89%	1951	86%	263	77%
Total	2422		2281		340	
2006						
Sentenced	303	12%	370	16%	93	24%
Un-Sentenced	2177	88%	1883	84%	297	76%
Total	2480		2253		390	

2007						
Sentenced	240	9%	340	14%	80	20%
Un-Sentenced	2429	91%	2076	86%	322	80%
Total	2669		2416		402	

Sources: Lakewood City, City of Garfield Heights and City of Shaker Heights Jail Inmate Booking Data for years 2005-07

Table 2 Analysis:

Legal status of inmates informs on the use or lack of use of community control sanctions. High percentages of unsentenced inmates should lead decision makers to create or increase the use of pre-trial services, generate the need to expedite case processing or further development of diversion programs.

Table 3: Average Length of Stay Data (ALOS) by Similar Jurisdictions (in days)

The following table compares the average length of stay for sentenced and unsentenced offenders across three jurisdictions.

	Lakewood City		City of Garfield Heights		City of Shaker Heights	
	Males	Females	Males	Females	Males	Females
2005						
Sentenced	3.12	1.31	1.56	1.31	2.10	2.10
Un-Sentenced	4.12	2.43	.67	.77	2.10	2.10
2006						
Sentenced	3.09	1.42	1.8	1.34	2.35	2.35
Un-Sentenced	5.21	3.32	.27	.58	2.35	2.35
2007						
Sentenced	3.02	1.34	1.59	1.25	2.31	2.31
Un-Sentenced	3.43	2.33	.63	.34	2.31	2.31

Sources: Lakewood City, City of Garfield Heights and City of Shaker Heights Jail Inmate Booking Data for years 2005-07

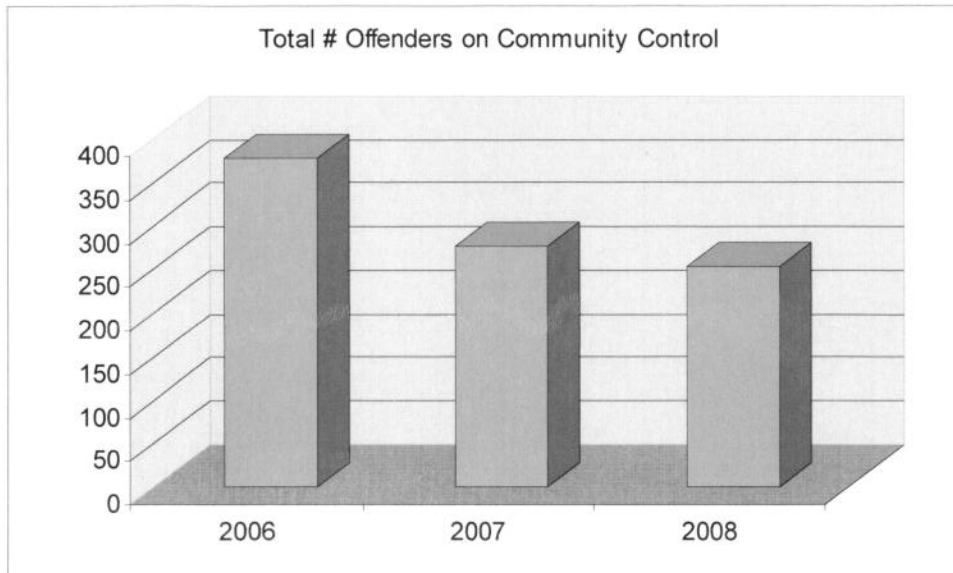
Table 3 Analysis:

Average lengths of stay help to identify bond or sentencing practices. Based on the information provided from all three jurisdictions, the movement of inmates through the jail system is expeditious.

Court Activity

Chart 3: Community Control Activities

The following bar graph shows the number of offenders sanctioned to community control from Lakewood City Municipal Court between CY2006-CY2008



Sources: Lakewood City community control data from 2006-07

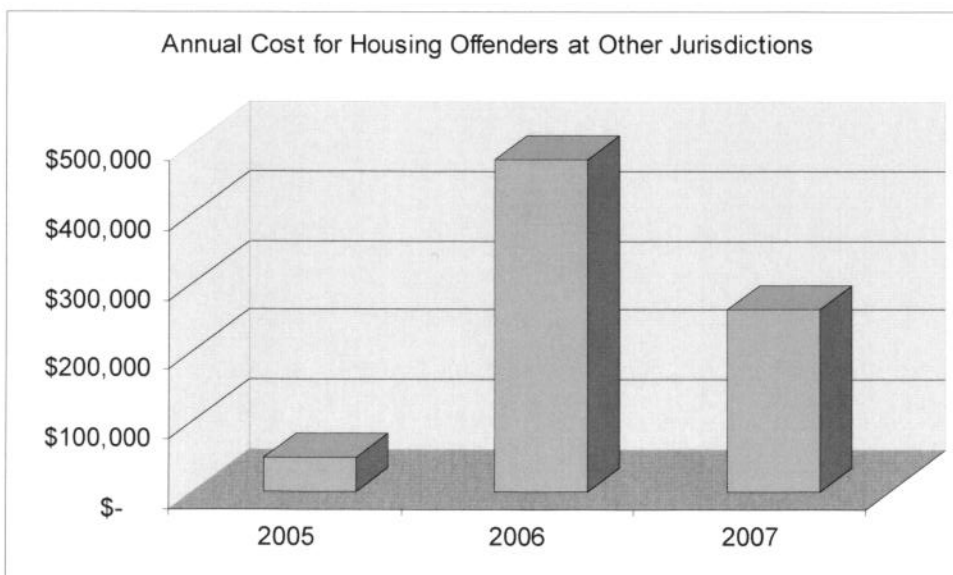
Chart 3 Analysis:

The number and type of offenders on community control reflects local sentencing practices. According to the bar graph above, the number of offenders sentenced to community control has substantially declined which typically results in higher jail populations, especially those who are unsentenced. Despite such decreases in community control numbers, the jail population has not significantly increased.

Fiscal Activity

Chart 4 : Costs of Housing Offenders in Other Jurisdictions

The following bar graph shows the costs associated with sending inmates from the City of Lakewood to other jurisdictions:



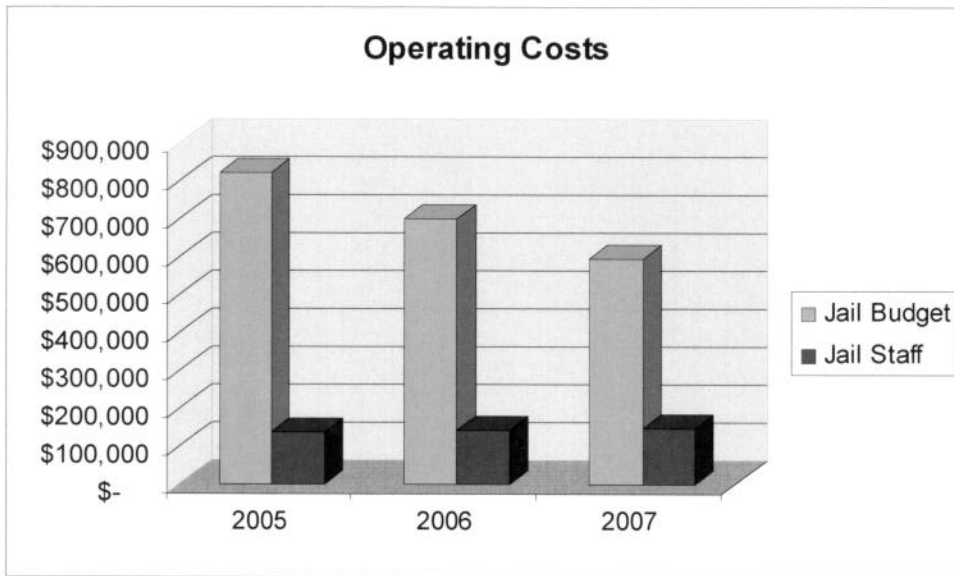
Sources: Lakewood City budget data for years 2005-07

Chart 4 Analysis:

Costs for housing inmates in other jurisdictions has dropped drastically from CY2006 to CY2007 after a sharp increase from CY2005. This is also consistent with the decline in population and possibly case filings, however, further research should be conducted on activities from CY2005 to CY2006 to determine if the data was accurate or practices significantly altered.

Chart 5: Operating Costs

The following bar graph shows the costs associated with operating the jail:



Sources: Lakewood City budget data

Chart 5 Analysis:

The jail budget, when compared to staff costs, appears disparate. Staff costs are typically a much higher percentage of the overall operating budget, especially in relation to this assessment and the relatively small number of annual bookings. Further research of these costs should be explored to better evaluate allocation of resources.

Capital Assessment

The Lakewood City jail is housed on the first floor within the Lakewood Police headquarters, Lakewood, Ohio in Cuyahoga County. The facility was built in 1958 and has had minimal renovation of its roofing system and HVAC system.

The jail houses eight males and six females, but the rated capacity is sixteen (16) consisting of eleven (11) males and five (5) females.

The kitchen area of the jail is located in the hallway close to receiving and booking. The room designated for receiving and booking could be considered inadequate for operations and the room also houses monitors and security cameras which are obsolete.

The cells are constructed of steel bars and concrete flooring and does not have a secured vestibule. There is one shower each in the male and female units. The dimensions of the cells are less than the recommended 85 square feet minimum. There is no designated dayroom space within the housing units. While the natural lighting appears to be adequate for the size of the jail, there is no artificial lighting system in the cells.

The asphalt parking and side-walk appears to be in fair condition, but the storm drain tends to overflow into the meeting rooms on the street level. The roof drains on the asphalt roofing system appear to be clogged, but the general condition of the jail is fair.

CAPITAL NEEDS ASSESSMENT

Lakewood City Jail

BUREAU OF ADULT DETENTION

Section 1: Facility Basic Information

Date: June 03, 2009 Inspector: Joel Cummings Region: North

Name of Jail: Lakewood City Jail

Address: 12650 Detroit Avenue City: Lakewood Zip: 44107

County: Cuyahoga Fax #: 216-529-7727 Phone #: 216-521-6773

Alt. Phone #: 216-529-6751 Email Address: gary.stone@lakewood.oh.net

Operating Authority: ☐ County ☒ City ☐ Village ☐ Township ☐ Regional ☐ Other

Sheriff/Chief/Supt.: Timothy J. Malley, Chief Jail Administrator: Gary D. Stone, Captain

Commissioners/Mayor/Manager Address: Edward Fitzgerald, Mayor

Year Jail Opened: 1958 Major Renovation Dates: None

Jail Classification

Full service Jail ☐ Minimum Security Jail ☐ 12-Day Jail ☒ 12-Hour Jail ☐ Temporary Holding Facility ☐

Section 2: FACILITY CONDITION SURVEY

SECURITY:

Identify the existence of items listed below and complete the remaining useful life. Indicate the condition using either "Good, Fair or Poor" or an asterisk with comments. If condition is not "OK", comments are required. Any mold observations must be noted.

ITEM	NO.	IDENTIFY (Yes/No *)		CONDITION (Good/Fair/Poor*)			REMAINING USEFUL LIFE	COMMENTS/OBSERVATION
Control Center	1	Yes			Fair			Space is confined-Old technology
Perimeter Security-Fence		No						
Entrance & Exits	1	Yes				Poor		No Interlocking Doors
Security Equipment /Weapon Storage	1	Yes			Fair			Weapon Storage is located in a closet in the common hall-way
Exterior Lighting	1	Yes		Good				
Cameras		Yes			Fair			

Site Data

Lot Size: _____, Parking: _____, Handicap Parking: _____ 2 _____ Amenities: _____

SITE CONDITION:

Identify the existence of items listed below and complete the remaining useful life. Indicate the condition using either "Good, Fair or Poor" or an asterisk with comments. If condition is poor, comments are required. Any mold observations must be noted.

ITEM	NO.	IDENTIFY (Yes or No)		CONDITION (Good/Fair/Poor)			REMAINING USEFUL LIFE	COMMENTS/OBSERVATION
Parking-Asphalt-Concrete		Yes			Fair		5 years	
Side-Walks-Asphalt-Concrete		Yes		Good				
Drainage		Yes			Fair			
Storm Drainage		Yes				Poor		Storm water back-up into the facility was reported several times.
Gas & Electric Utilities		Yes		Good				
Landscaping		Yes			Fair			Erosion problem is evident

Building Data

Use Group: I-3. B Existing Building Area: _____, Construction Type: _____, Building Heights: _____

BUILDING ENVELOPE (EXTERIOR):

Identify the existence of items listed below and complete the remaining useful life. Indicate the condition using either "Good, Fair or Poor" or an asterisk with comments. If condition is poor, comments are required. Any mold observations must be noted.

ITEM	NO.	IDENTIFY (Yes or No)		CONDITION (Good/Fair/Poor)			REMAINING USEFUL LIFE	COMMENTS/OBSERVATION
Roofing System								
Flat Roof-Asphalt		Yes			Fair		15 years	See Pictures
Pitched Roof								
Gutters & Down Spouts		Yes				Poor		Roof Drain blockade and ponding water –See pictures
Construction Type								
Metal Frame	N/A							
Wood Frame								
Structural Steel								
Masonry		Yes		Good			25 years	
Structural Concrete		Yes		Good				Structural cracks are not evident
Envelope								
Brick Veneer		Yes		Good				Structural cracks are not evident
Stucco finish	N/A							
Painting								
Others								
Windows & Doors								
Door Types		Yes		Good				
Glazing		Yes		Good				Rust or infiltration or structural cracks are not evident
Window Frames		Yes		Good				Rust or infiltration or structural cracks are not evident

Structural Systems							
Substructure-Foundation			Good				Structural cracks are not evident
Super structure-Walls			Good				Structural cracks are not evident

INTERIORS:

Identify the existence of items listed below and complete the remaining useful life. Indicate the condition using either "Good, Fair or Poor" or an asterisk with comments. If condition is poor, comments are required. Any mold observations must be noted.

ITEM	NO.	IDENTIFY (Yes or No)	CONDITION (Good/Fair/Poor)			REMAINING USEFUL LIFE	COMMENTS/OBSERVATION
Common Areas /Walls, Floors & Ceiling							
Dayrooms		Yes		Fair			No designated dayroom space –Peeling paint
Inmates Housing		Yes			Poor		Does not meet the required State standard of unencumbered space
Toilets		Yes		Fair			
Receiving/Booking		Yes		Fair			Space designated for receiving and booking is inadequate
Showers		Yes		Fair			Not clean
Kitchen							
Walls					Poor		No designated kitchen
Floors					Poor		No designated kitchen
Floor Drains	N/A						
Grease Interceptors	N/A						
Mechanical Systems							
Plumbing		Yes	Good				
Boilers		Yes	Good				
Domestic Hot-Water lines		Yes	Good				
HVAC System		Yes	Good				
Duct System		Yes			Poor		Evidence of dust collection on the face of the return registers

Electrical Systems							
Emergency Back-up/Generator		Yes		Good			Sound preventative maintenance operation
Smoke & Fire Detection		Yes		Good			
Fire Alarm System		Yes		Good			

ENVIRONMENTAL CONDITIONS:

ITEM	NO.	IDENTIFY (Yes or No)		CONDITION (Good/Fair/Poor)			REMAINING USEFUL LIFE	COMMENTS/OBSERVATION
Lighting Levels		Yes		Good				
Natural Lights		Yes			Fair			
Hazardous-Materials	N/A							
Cold Storage	N/A							
Dry Storage	N/A							
Ventilation System		Yes			Fair			

Data Limitations

For the purposes of this assessment, data were derived from the City of Lakewood, City of Shaker Heights, City of Garfield Heights, U.S. Census Bureau and the Bureau of Adult Detention. Actual data were collected from existing management information systems, in-person collection efforts from annual data inspections or from follow-up visits during the course of this assessment.

Findings and Recommendations:

This assessment is a limited snapshot of the current jail situation. Additional analysis and discussion should be on-going to assess population trends and criminal justice activity. This function is a role of those closely associated with the local justice system, both operationally and fiscally. Analysis and discussion should include such things as: is the increase in jail population associated with the overall population or has the length of stay increased; have enforcement practices affected the jail population; have sentencing practices changed in terms of criminal sentencing or philosophy. The following are recommendations based upon this limited snapshot and should continue to be part of the executive-level discussion:

R1: Due to population reductions in the city and ultimately the jail, expansions efforts should be based upon future trends.

Based upon data presented in this report, population declines are evident in the overall population of the City of Lakewood in addition to the jail. This trend is not unusual and should be taken into consideration before expansion efforts are initiated for jail expansion. Evaluation of court case filings has also shown a downward trend from CY2006 (8,625) to CY2007 (7,660) with a higher estimation in CY2008 (8,984). This information, coupled with the current economic climate, would tend to suggest a lower than expected need for jail beds for the city of Lakewood when compared to the overall population.

R2: Recent justice-related changes in Cuyahoga County have increased efficiencies to the extent that jail over-population issues have been mitigated.

As a result of coordinated efforts within Cuyahoga County's criminal justice system, jail populations continue to decline which has resulted in the increase of offenders accepted from local jurisdictions. There is a cost associated with housing offenders in the county jail for longer sentences, however, the majority of this is attributed to the limited 12-day classification of the current jail. A deeper analysis of the type of offenders being housed at other jurisdictions should be done to determine if diversion would be a better and less expensive option.

R3: There are limited space options when over-population occurs.

High volumes of arrests result in operational stress due to the lack of beds or immediate release/transfer options. To alleviate this burden, options such as revised bond guidelines or jail case management agreements (emergency release measures) could be imposed.

R4: There is a need for modifications and updating in the housing area of the jail.

As this report indicates in the capital assessment section, there is a need to make alterations in the housing unit in addition to the need to provide a general update of the facilities. These improvements could result in a limited number of additional beds and improved management efficiencies in the jail area.

R5: The average length of stay for offenders is well below the allowable 12-day limit classification of the jail.

Assessment of the average length of stay by offenders reveals constant turnover, well below the 12-day limit that classifies the jail. Overall, this reflects positively on the expediency of the local justice system, yet creates a scenario that the jail is not being maximized for 12-day or under sentences.

Contact Information Regarding this Report:

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