



June 5, 2020

Pamela Freeman-King
Business Administrator
Buncombe County General Services
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RE: BUNCOMBE COUNTY JAIL NEEDS ASSESSMENT PROPOSAL

Dear Ms. King:

CGL is thrilled to be chosen to conduct the Buncombe County Jail Needs Assessment. As requested in your letter, we have developed the following proposal to provide the professional services for the project.

BUNCOMBE COUNTY JAIL NEEDS ASSESSMENT PROPOSAL

Work Plan

Task 1: Initial Meetings with County Management

CGL will hold initial discussions with the County Project Manager to confirm the parameters of the review. The goals of these discussions will be to clarify project objectives, identify data needs, and finalize a collaborative project work schedule. During these initial discussions, we will also establish the protocols for progress reports and lines of communication required to keep the County fully briefed upon project developments.

Task 2: Stakeholder Meetings

CGL will conduct meetings with key stakeholders during the initial meetings with the County Project Manager. The goal of these meetings will be to discuss the detention system issues facing the County. Our objective will be to obtain a clear picture and understanding of the workings of the detention system, the issues that are affecting its growth and effectiveness, and the options considered in the past to address system performance.

Task 3: Conduct In-Custody Population Analysis

The project team will complete a comprehensive study of the justice system's in-custody population to identify its demographic characteristics, document the type and extent of local criminal activity, and assess program needs. This analysis will provide the foundation for our analysis of current system operations and potential strategies that may provide alternatives to incarceration.

As a first step in this analysis, we will assess the quality and extent of in-custody population data already obtained by the Team and available from the County's data system. Data will include offender characteristics, legal status,

sentence information, length of stay information, charge characteristics, and custody classification. We will consult with County officials on the availability, collection, and storage of this data.

We will work with the County to extract additional data needs from existing information systems in a manner that minimizes demands on county IT staff. The project team will then analyze this data to identify key offender sub-populations, their characteristics, and the patterns of movement of these populations through the system. The resulting analysis will provide a comprehensive understanding of the demographics, security requirements, and program needs of the Buncombe County in-custody population, as well as the County's current approach to managing the flow of in-custody through the justice system.

Task 4: Assess Current Justice System Policies and Practices

In order to understand the context for the specific factors influencing the size of the detention population, it is essential that the project team gain a comprehensive understanding of the policy context for local justice system processes and operations. Accordingly, we will conduct a thorough review of the local agency operating policies and procedures that govern the processing of persons through the justice system. Our initial focus of inquiry will address understanding those policies and practices that have a direct bearing on the processing of individuals through the justice system. Specifically, we will study the following areas:

- Statutes and court rules that govern pretrial release, pretrial diversion, sentencing, and case processing.
- Law enforcement practices relating to arrest and citation release.
- Court practices in issuing summonses instead of warrants.
- Bail decision-making practices and the availability of pretrial release options.
- Case processing practices, particularly pertaining to how they relate to the detained population.
- Sentencing decisions and the availability of sentencing alternatives.

We will evaluate the relationship of policies and practices in these areas to current and historical crime, and arrest trends as well as demand for detention beds.

Task 5: Review In-Custody and Community-based Alternative Sanctions

CGL will conduct a full review of current in-custody and community-based alternative sanctions programs. The project team will identify capacity, program participation level, and completion rates for offender programs and services offered. The inventory will examine probation and program service staffing as well as budget allocations for these services. The inventory process will include the locations that each program is offered; the capacity of the program in terms of annual number of participants; the percent of capacity which the program has operated during the evaluation period; the completion rate of participants; and the failure rate for participants including the reason for the failure to complete the program. We will also develop program performance metrics that identify activity levels, workload, and cost-efficiency.

We will examine the premises behind the decisions to implement specific programs, review the evolution of the County's approach to providing these programs, and identify potential alternatives for future program development. Included in this review will be the identification of the strengths/weakness and appropriateness of current program strategies and approaches, and assessment of overall performance and use of resources.

Task 6: Staffing Analysis

The project team will develop an understanding of current facility staff deployment, including the critical workload and policy issues driving staff deployment patterns. We will address custody, program, and support staffing requirements associated with current facility operations as well as future required service levels. The process that be utilized to obtain this information will include review of each staffing post or job assignment on each shift in relation to the function served, workload, coverage requirements, and operational/program need served for detention system facilities and programs. The analysis will develop and apply an updated relief factor to determine the number of staff required to provide required post coverage. Having established staffing requirements, we will also evaluate issues in maintaining required levels of staffing, including recruitment, selection, training, and retention issues.

Task 7: Existing Facilities Analysis

CGL will conduct an overall evaluation of the Buncombe County Detention Facility including its adequacy to meet current staff and inmate security needs. This will necessitate a review of any previous physical plant studies, approved projects, and identified future capital needs. The project team will review the adequacy of current facility space use and allocations and prioritize future capital needs and investment requirements.

Task 8: Forecast Detention Needs

CGL has developed a sophisticated model for simulating and forecasting pre-trial, sentenced inmate, probation, and other correctional populations. Because no two criminal justice systems are the same, the model allows analysts to customize and construct processes that mimic the actual flow of offenders through a jurisdiction's criminal justice systems, based on the unique sentencing structure and policy environments of the target system.

The output of the model is a 25-year projection of the number of persons as they flow through each component of the county justice system. By changing key assumptions, the model also provides a means for specifically measuring the impact of changes in policy, law, or operational practices on each component of the justice system. This will allow us to test the impact of specific alternative programs or policies upon the status quo forecast of system populations.

The next step is to forecast the current bed capacity needs for each of these same offender groups. Because in-custody populations may fluctuate dramatically, it will be necessary to establish a population peaking factor that reflects the percentage of time the detention system may be over capacity or unoccupied at various times of the year. These data are vital in establishing policy on how to manage the system at the margins of its capacity.

We calculate the peaking factor by measuring the population counts for the major sub-groups over a 12-month period. We will then establish the current bed capacity levels for the same offender classification typologies and make comparisons between the population levels over a 12-month period with the established capacity figures. We will also examine the daily population counts recorded over the past 12 months to identify seasonal and weekly fluctuations.

Having mapped out the current bed capacity and the historic population counts; we can establish current bed capacity needs both overall and within specific offender groups. If we identify opportunities for policy changes or programs that may reduce the detention population, we will use the model to project the impact of these changes upon the justice system.

Task 9: Review Options and Strategies with Stakeholders

Upon completion of our analysis, we will vet the alternative strategies developed with the County. We will solicit their comment and input, and modify the proposals as needed. The objective of this task is to prioritize those specific strategies and proposals that are feasible, consistent with the stakeholder objectives, and have the greatest positive impact on the local justice system. The proposals that pass this review will advance for further development.

Task 10: Analyze Cost Impact Options

We will prepare a detailed cost analysis for each option that passes stakeholder review that projects the future costs of recommended programs and compares these costs against savings realized by reductions in the detention population and changes to existing programs. The analysis will project the long-term capital and operating cost impacts of proposed strategies to the County. To the extent that the proposals make possible significant changes in future detention population levels, the analysis will include an assessment of alternative means to manage a corresponding downsizing of facilities to achieve optimal effectiveness and cost-savings.

Task 11: Develop Implementation Plans

The project team will prepare a detailed implementation plan in support of each strategy or proposal that passes stakeholder review. The implementation plans will include a clear statement of anticipated outcomes and include high-level major milestones, assignment of responsibility for key tasks, and timeframes for achievement of tasks supporting implementation.

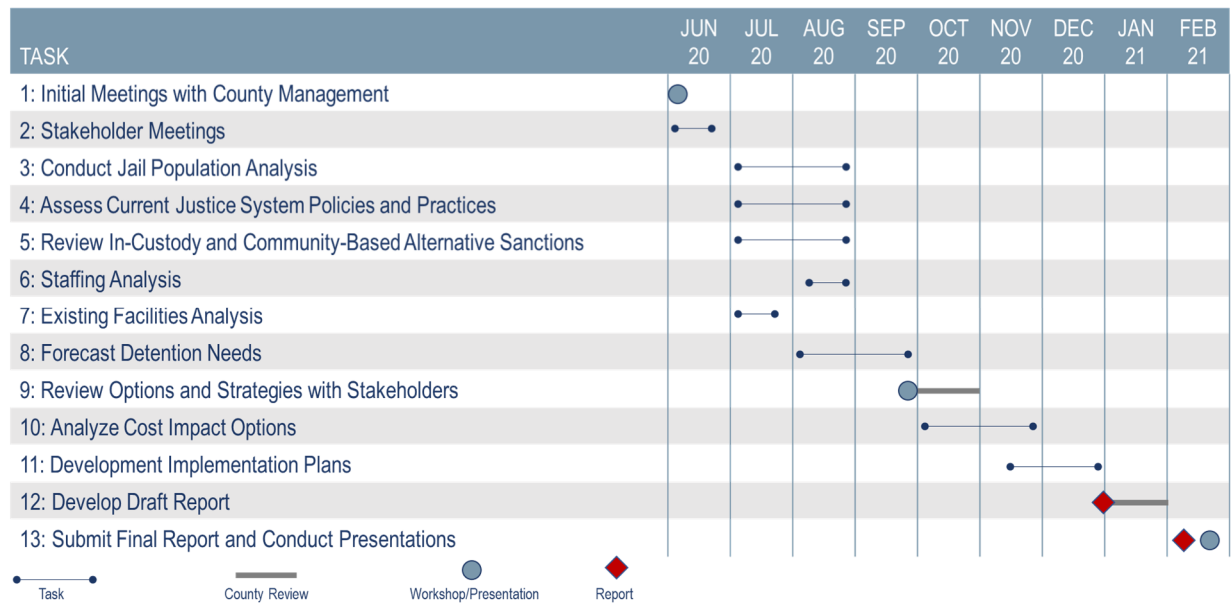
Task 12: Develop Draft Report

We will develop a draft report and submit in electronic format for review by the County. The report will summarize all the project team's work and the resulting program strategies, with supporting documentation. We will meet with the County to answer questions, address concerns, and make any modifications to the report that may be required.

Task 13: Submit Final Report and Conduct Presentations

Having incorporated the comments received from the draft report review, CGL will assemble the material in a manner to present the final report to the County. The final updated report will incorporate draft review comments, describe the recommended strategies, refine the supporting data and presentation documents, fine-tune a detailed implementation plan, and present the projected cost impact/savings of the recommendations. Following a presentation to the County and Sheriff's Office, we will publish the document as a final report in electronic format.

Schedule



Fee

The fee below correlates with the scope and schedule provided above. Cost per task includes all labor costs and reimbursable expenses.

Task Descriptions	
Task 1: Initial Meetings with County Management	\$ 11,769
Task 2: Stakeholder Meetings	\$ 28,377
Task 3: Conduct Offender Population Analysis	\$ 10,200
Task 4: Assess Current Justice System Policies and Practices	\$ 14,200
Task 5: Review In-Custody and Community-based Alternative Sanctions	\$ 8,200
Task 6: Staffing Analysis	\$ 6,600
Task 7: Existing Facilities Analysis	\$ 25,617
Task 8: Forecast Detention Needs	\$ 9,400
Task 9: Review Options and Strategies with Stakeholders	\$ 20,129
Task 10: Analyze Cost Impact Options	\$ 9,280
Task 11: Develop Implementation Plans	\$ 13,960
Task 12: Develop Draft Report	\$ 34,160
Task 13: Submit Final Report and Conduct Presentations	\$ 25,969
Total Costs	\$ 217,860

Please let us know if you have any questions regarding our proposed work tasks, schedule or fee. All information provided in this proposal is open for discussion and negotiation.

My contact details are at the bottom of this letter. Again, we are excited to work with Buncombe County on this important project.

Sincerely,



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