



# Duval County Jail Population Profile, Future Population Forecast, and Classification System Review Proposal

Proposal Submitted by  
CGL Management Services, LLC

## Introduction

At the request of Duval County, CGL is presenting the following scope of service to produce a complete profile and analysis of the jail population, a ten-year jail population forecast, and a review and recommendations for the jail classification system. This document outlines the research tasks and costs associated with the proposed effort. Resumes for project director and forecasting specialist, Wendy Ware, follows in the appendix of this document.

### RESEARCH TASKS TO BE COMPLETED

This section details all the tasks that CGL will complete as part of the jail population analysis, forecast, and classification review effort.

Task	Time from Project Start
Task 1: Kick Off Meeting and Data Availability Research	Month 1
Task 2: Assess Overall Data Availability and Aggregate Data Collection	Months 1-3
Task 2b: Produce Available Extract Files	Months 1-3
Task 3: Conduct Offender Analysis and Classification System Review	Months 2-5
Task 4: Produce Draft Forecast and Establish Assumptions	Month 5-7
Task 5: Draft Final Report, On-Site Presentation	Months 6-8

#### Task 1. Kick Off Meeting and Data Availability Research (Month 1).

During the first month of the study, CGL will conduct a virtual meeting (site visit can be arranged if requested) to meet with appointed county representatives to review tasks laid out in this proposal for refinement or expansion. Second, this meeting will establish the necessary path for the data required/available to be collected for adequate completion of the project.

#### Task 2: Assess Overall Data Availability and Aggregate Data Collection (Months 1-3)

The first major task will be to assess the data available from Duval County. CGL Project team members will consult with Duval County officials over this time frame to ensure the right data are being identified for collection. CGL staff will spend considerable time with Duval County staff to research policies and the county correction systems and identify past demographic, crime, arrest, court processing, sentencing disposition and correctional population trends. Understanding what data sources are available is critical to the projection task (as well as other aspects of the entire study).

These data sources will then be separated into two main categories:

1. **Aggregate data** that are usually available in existing reports and;
2. **Individual case level data files** that are captured and stored on the County's information data system.

**Aggregate data** is ideally comprised of:

- **Jail admissions** by month for the most recent 5-7-year period
- **Jail releases** by month for the most recent 5-7-year period
- **Jail population** by month for the most recent 5-7-year period
- **Daily jail population counts** for most recent 5-year period
- County and **arrest data** for the most recent 5-year period
- County **demographic counts and future projections** by age group for the most recent 5-year period and projected 10-year horizon

In addition to aggregate data, we will also need to have an intimate knowledge of the sentencing laws and practices in the county, define basic terminology of admissions and releases into the system, and establish rules for sentence calculations. A comprehensive list of upcoming legislation and/or policy and practice changes, including alternatives, that may influence the jail population will also be requested. It is understood that all these data may not be available, however, the more that can be collected the more accurate the simulation model.

### **Task 2 B: Produce Available Extract Files (Month 1-3)**

As a result of the COVID-19 pandemic and its effect on jail populations, expanded data extract files will be requested for comparison and analysis. This will allow an assessment of the jail population pre- and post-COVID-19 with the ultimate goal of identifying any potential permanent jail population changes that will affect future jail population levels.

**Extract file data** will be comprised of:

1. Releases from jail (January 2019-July 2024).
2. Current confined jail population (snapshot of end-of-day population), 2 snapshots December 31, 2019 and June 30, 2024.

CGL will work with the jail information staff to determine what data can be readily extracted from the data system and ready it for statistical analysis. CGL personnel are well versed in computer systems and due to their unique experience in this area and commitment to the project, they will

make themselves as available to County staff to assist in generating the case level extract files in any way necessary. If certain information cannot be gleaned from the data system or is simply not available, random samples of the current jail population and jail releases will be used to supplement the extract files as resources allow.

### **Task 3. Conduct Offender Analysis and Classification System Review (Months 2-5)**

The analysis completed from the data collected from the County will identify key offender sub populations and the movement of these populations through the Duval County jail system. These sub-groups will be identified by their socio-demographics, criminal history, arrest offenses, offense severity, legal status, length of stay, sentences, special needs, and custody levels. From these characteristics, key assumptions concerning inmate flow through the jail will be established. These assumptions will be built into the Wizard Simulation software to build a unique model of the Duval County jail and generate a baseline 10-year projection of the population. The Wizard simulation model is a proprietary product of CGL described in task 4.

At the conclusion of offender analysis and generation of comprehensive tables describing trends and the jail population, CGL will make a site visit to review and discuss findings with the County. This visit will serve to validate and verify data collected and analyzed as well as provide an opportunity to get information on assumptions from County staff.

Alongside the completion of the jail population analysis, a classification system review will be completed. Detainee classification data will be requested along with the data extracts requested for the jail population analysis and forecast effort. Combined with details on classification policies and procedures and initial and reclassification forms, if available, CGL will review the current classification system and bed utilization under that system to make recommendations on improvements if necessary.

### **Task 4. Produce Draft Forecast and Establish Assumptions (Months 5-7)**

The data collected will be used to develop a baseline 10-year projection of the of the Duval County jail population and to produce an analysis of trends that are the major “drivers” of the current jail population. The jail projections will be produced by CGL using the Wizard Simulation software – a proprietary product. Ten years is the standard length of CGL jail projections, however, longer term projections can be discussed and produced.

The Wizard Simulation model makes use of the Monte Carlo simulation techniques by adding an element of randomness to the simulation model. Random numbers are generated and used by the simulation process to determine the offender group composition and lengths of stay associated with a system. Individual cases are processed by the model through a series of probability distribution arrays or matrices that provide computations for specific cases. When loaded with accurate data, the model will mimic the flow of offenders through a justice system.

The final assumptions on which the simulation model will be based typically include items that are not currently available from existing data sources (number of future bookings, the impact of recently passed legislation, new law enforcement policies, etc.). These assumptions will be suggested by CGL but finalized in conjunction with the County. Once the final assumptions have been agreed upon and built into the simulation model, final projections will be issued. This finalized model will provide a baseline 15-year forecast that can be disaggregated by gender and classification level. More disaggregation may be available, based on data.

The final forecast will also have an added peaking factor applied. The peaking factor of a jail population is a historical metric determined by finding the highest point the jail population reached above the annual average for each of the past five years. This calculation is typically generated by gender and then applied to the annual average daily population forecast (ADP) to adequately plan for the maximum number of beds needed in each forecast year.

#### **Task 5. Draft final Report, On-Site Presentation (Month 6-8)**

Once the final assumptions have been agreed upon and built into the model, final projections will be issued and presented to decision-makers. A briefing report detailing all data used to build the simulation model and assumptions used will be provided to the County for future reference. Ms. Ware will make a final site visit to present the forecast and findings to County officials.

CGL project manager, Wendy Ware, is well versed in all jail alternative policies and practices currently in use nationally and serves on multiple advisory committees within foundations and on local criminal justice advisory committees. As requested by the County, Ms. Ware will be available to advise on potential customized jail reduction and/or alternative strategies as appropriate for the conditions in Duval County. If certain proposed practices and policies are of interest to the County, CGL can produce ad-hoc “what-if” scenarios to the jail population forecast. By utilizing the simulation model, CGL researchers will have the ability to change certain assumptions surrounding

admissions and or length of stay in any number of permutations and determine these changes impact on the future jail population. For example, if court processing times were reduced for certain violent felonies and offenders transferred to DOC, what would be the impact on the jail population? Similarly, if expanded deflection or diversion programs were implemented that reduced jail admissions for certain individuals, what would be the impact on the jail population. CGL will be able to run alternative scenarios during the contract. Any number of scenarios are possible and can be quantified using our forecast method.

### **TOTAL COSTS**

The total all-inclusive costs for completing this study is \$100,000.

## Appendix A:

### Wendy Ware, Project Director

Wendy serves as a Senior Vice President with CGL and leader of its Research, Analysis, and Forecasting Unit. Ms. Ware is recognized as one of the nation's leading experts in state and local corrections analysis, forecasting, jail reform, sentencing trends and practices, sentencing guidelines development, prediction, and simulation modeling techniques. Throughout the course of her 30-year career, Wendy has completed over 500 forecasting simulation models for state prison, local jail, federal facilities, juvenile systems and community corrections.

Wendy currently serves as a senior advisor to the MacArthur Foundation Safety and Justice Challenge, a ten-year 100-million-dollar data driven initiative aimed at reducing unnecessary jail incarceration in selected sites. This initiative, currently in its 8th year, includes 57 counties, cities and states and network wide has seen a 22% reduction in jail populations using methods including jail deflection and diversion, increase case processing, reduction in high utilizers using wrap-around re-entry, and alternative placement for low-risk individuals.

Wendy's additional research and policy development expertise projects center on topics that include, but not limited to, jail reform and reduction efforts, behavioral health initiatives, pre-trial risk assessment, sentencing guidelines reform, the impact of truth-in-sentencing, mandatory prison terms, juvenile systems, legislative reform measures, prison and jail population reduction and reform, prison and jail classification systems, alternative sentencing, defection and diversion, court processing expediency, alternative programming development, and jail and prison database programming.

### Similar Projects:

Bernalillo County Jail Staffing Study, Albuquerque, New Mexico

Buncombe County Detention Facility Needs, Asheville, North Carolina

Clinton County Prison Operations Review, Lock Haven, Pennsylvania

Cumberland County Jail Needs Assessment, Bridgeton, New Jersey

Jackson County Validation of Needs, Medford, Oregon

Lancaster County New Correctional Facility Owner's Representative, Lancaster, Pennsylvania

Riverside County Countywide Master Planning, Riverside, California

Sacramento County Adult Correctional System Review, Sacramento, California  
Santa Barbara County Public Safety Realignment, Santa Barbara, California  
Santa Clara County Sheriff's Office Staffing Review Phase 1, San Jose, California  
Sonoma County Criminal Justice Master Plan, Santa Rosa, California  
Travis County Jail System Needs Analysis and Master Plan, Austin, Texas  
Ventura County Jail Consulting, Ventura, California  
Louisville Metro Jail Operations and Facilities Review, Louisville, Kentucky  
San Francisco COMPAS Risk and Needs Assessment Validation Study, San Francisco, California  
Santa Cruz SB863 Consulting, Santa Cruz, California  
Alabama Department of Corrections Four Prison Program, Statewide, Alabama  
Colorado State Prison Utilization Study, Statewide, Colorado  
Florida Department of Corrections Operations Study, Tallahassee, Florida  
District of Columbia Department of Corrections Correctional Treatment Facility Annex, Wash, DC  
Georgia Department of Corrections State Prison Facility Program Needs Assessment, Georgia  
Iowa Department of Corrections Operations Review, Des Moines, Iowa