Needs Assessment Final Report

**December 2022,
Revised February 2023**

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LANCASTER COUNTY
CORRECTIONAL FACILITY

Introduction & Methodology

The County of Lancaster, Pennsylvania, has recognized the need to build a new correctional facility to meet the needs of its justice system. A consultant team led by CGL has been contracted to represent the County in the effort to replace the current facility, which dates back to the mid-nineteenth century. One task is to prepare a Needs Assessment to profile the Lancaster County Prison population, assess justice system conditions, and forecast the County Prison needs. The JFA Institute (JFA) assisted the Team in conducting the assessment.

The Needs Assessment provides analysis of the Lancaster County criminal justice trends with special attention directed at the local prison population. The analysis is based on both aggregate and individual level data provided by the County Prison. Collectively, these data are used to construct a simulation model of the Lancaster County prison. From this model a forecast of the prison population was produced. The model is most reliable for projections up to 10 years, but the forecast was carried out to 2050 as requested by the County. The simulation model JFA used to forecast the Lancaster County Prison population was built using the Wizard projection software, illustrated in Figure 1. This computerized simulation model mimics the flow of detainees through the local prison system over a ten-year forecast horizon and produces monthly projections.

Because Wizard attempts to mirror the County's system, it must include a wide array of data that have both a direct and indirect impact on local prison population growth. A variety of factors underpin a correctional system's long-term projection. These factors can be separated into two major categories – external and internal.

External factors reflect the interplay of demographic, socio-economic and crime trends that produce arrests, and offenders' initial entry into the criminal justice process.

Internal factors reflect the various decision points within the criminal justice system that cumulatively determine local prison admissions and length of stay (LOS). These decisions begin with police and end with County officials who, within the context of the court-imposed sentences, have the authority to release, recommit, give and restore a wide array of good time credits, and offer programs that may reduce re-arrest and re-conviction.

The data JFA collected from the County encompasses these two factors. The purpose of collecting aggregate data was to examine County demographic, crime, arrest, local prison bookings and local prison population trends over time. JFA also received two local prison extract data files. One file consisted of a snapshot of the local prison population on September 30, 2022. The other file consisted of all local prison releases for calendar-year 2019 and the most recent 12 months. Two timeframes for the release file allowed for analysis of the impact of the COVID-19 pandemic on the Lancaster County Prison system by comparison of pre-COVID-19 (2019) and post-COVID-19 attributes and statistics. All files were provided by the Lancaster County Prison with data available from the data system.

Figure 1 - Projection Simulation Model
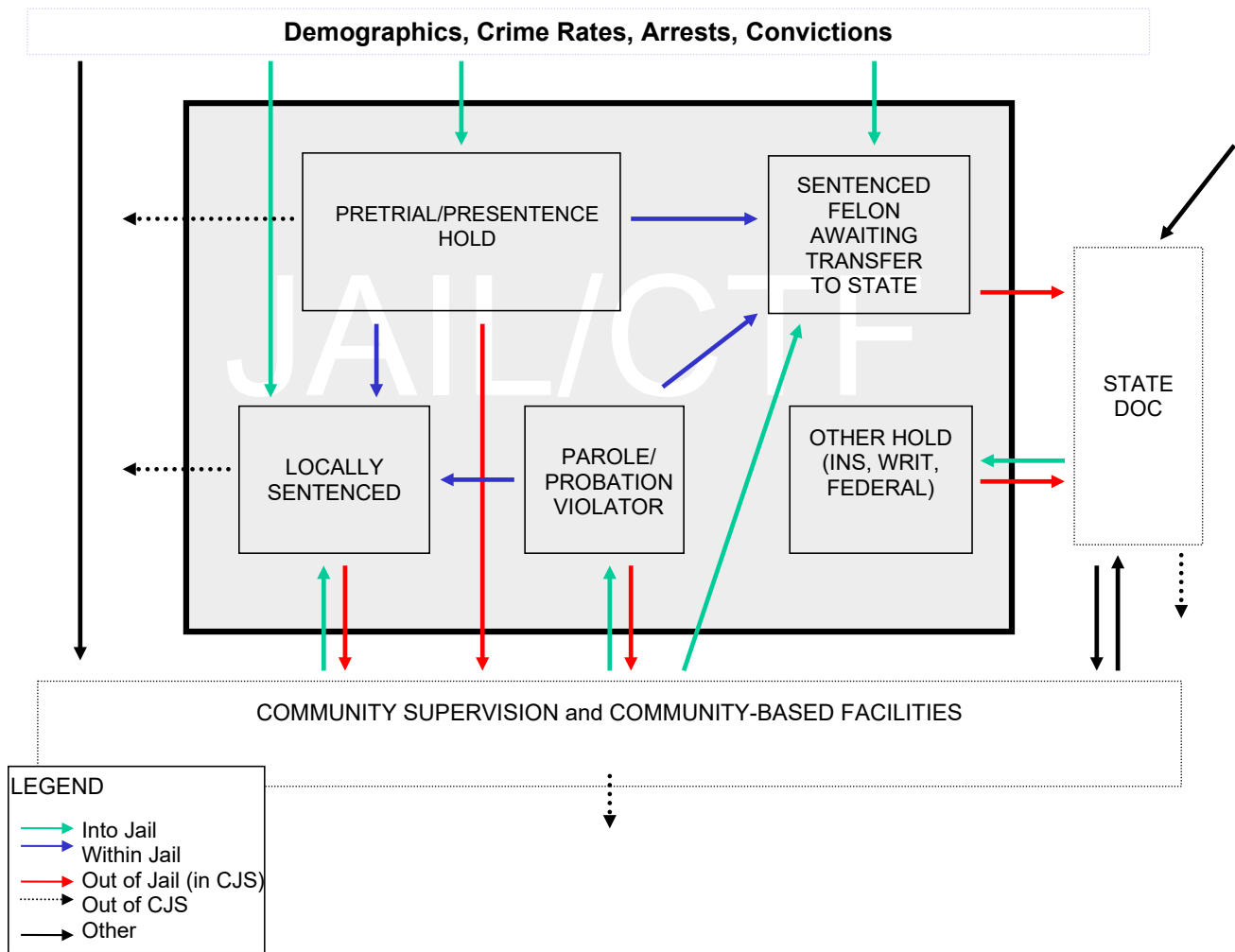
The snapshot of local prison population data allowed JFA to quantitatively understand the attributes of the population that must be housed and managed daily. The snapshot file was also used to profile the local prison population in terms of their socio-demographic attributes, number and type of charges, bail amounts and classification level. The release data were used to track detainees from booking to release to determine the number of persons that entered the local prison, the length of time that they remained, and the timing and mode by which they were released.

To augment these data, the Team conducted interviews with Lancaster County court, local prison, and general government officials. In addition, the Team conducted a Public Listening Session in October.

The simplest explanation of how the simulation model works is as follows. The size of the population is the product of the admissions and the inmate's length of stay (LOS). This can be simply stated in the following equation.

Admissions x LOS = ADP (Average Daily Population or Average Local prison Population) / 365.25

Minor changes in either or both of these two factors can have an enormous impact on the ADP. For example, there were approximately 4,981 bookings (regular admits and central booking detainees) into the Lancaster County Prison in 2021. The average length of stay of releases from the local prison in 2021 was 51 days. Using the simple calculation of Admissions x LOS, the daily population is estimated to be 700. If the number of admissions remained constant, but the LOS was reduced by an average of 3 days, the average daily population (ADP) would drop by nearly 50 persons. Conversely, if the LOS was increased by three days, the local prison population would increase by the same amount.

These examples illustrate just how sensitive the local prison system is to law enforcement, court processing, and sentencing practices. Of course, if the number of admissions increased or decreased with no change in LOS, the population would also increase or decrease, respectively. From this baseline methodology, the Wizard simulation model adds complexity and increases the accuracy of forecasting a local prison population by disaggregating the population into key groups with similar paths through the justice system. The Wizard Simulation model is an example of a stochastic entity in the sense that the model is conceptually designed around the movement of individual cases (detainees) into, through, and out of a local prison. The model also 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 mimics the flow of detainees though a local prison system and produces a monthly forecast accurate to within 2 percent.

Stakeholder Engagement

To augment the data analysis, CGL and JFA conducted interviews with more than 29 Lancaster County court, local prison, and general government officials. These interviews were geared towards expanding the Team's understanding of the most influential factors on the detainee population not observable from the various data sources. This information included the impact of law enforcement practices and policies, court processing policies, and recently enacted sentencing laws. Such information is usually very complex in nature and warrants examination to accurately construct a simulation model of the County's Prison system.

A list of the various stakeholders is provided in the following figure.

Figure 2 - Lancaster County Stakeholders

▪ Advisory Committee	▪ County Commissioner Trescot	▪ Juvenile Probation
▪ Adult Probation & Parole Services	▪ County Information Technology	▪ President/District Judge
	▪ County Warden	▪ PrimeCare Medical
▪ Bail Administrators	▪ Clerk of Courts	▪ Prothonotary
▪ Behavioral Health & Development Services	▪ Children & Youth Agency	▪ Public Defender's Office
▪ Chief Probation Officer	▪ Domestic Relations	▪ Sheriff's Office
▪ County Administration	▪ Drug & Alcohol Commission	▪ Victim/Witness Service
▪ County Commissioner D'Agostino	▪ District Attorney's Office	▪ Youth Intervention Center
▪ County Commissioner Parsons		

The stakeholders identified several criminal justice system initiatives that are positively impacting the jail population.

❖ County and Court strong support for three treatment courts – Adult Drug, Mental Health, and Veteran's.

❖ District Court Administration large participation in Treatment Courts and Domestic Violence and DUI court.

❖ Drug and Alcohol Commission participation in the Recovery Advocacy Service Empowerment (RASE) program to place individuals from the prison and into residential treatment facilities to overcome drug and alcohol addictions.

❖ Chaplain volunteer program providing 30 different programs in facility.

❖ Probation & Parole working with re-entry officers to assist finding housing for inmates upon release.

❖ Mental Illness/Substance Abuse (MISA) program being administered by a mental health task force with goal to provide inmates seriously mentally ill the opportunity to receive treatment for mental health and substance abuse while in jail and to be transitioned into residential treatment as quickly as possible.

❖ District Attorney started a new diversion program "Pathways to Recovery" in June 2022 for individuals who commit low-level offenses related to drug & alcohol addiction.

The findings and results of the Needs Assessment were presented to various stakeholder groups throughout the data gathering, analysis, and projection development process.

CGL and the project Advisory Committee hosted a county-wide listening session on September 21, 2022. In addition to commenting about details related to location and timing of future listening sessions, the following themes were raised by community members:

Project Programming and Design

- Needs Assessment. People inquired on how the data for establishing who is in the facility was being gathered. They also commented on the high percentage of people they felt were there in pretrial circumstances asking what was being done to get them back home and at their jobs.

- Space and Programming. Many of the speakers addressed the need for space to conduct classes, host religious ceremonies, group therapy, and allow for confidential treatment (such as sexual assault consultation). Others spoke about the need for a transitional space for the time before their date of their release to get them ready to go out into society again.

- Design of Facility. Neighbors near the site expressed comments about having a design that would be "nice to live next to" and fit in with the neighborhoods nearby. They also voiced concerns about increased traffic and how that would be mitigated with the new facility. People spoke about the importance of natural light and nature to assist with healing for those incarcerated.

Criminal Justice Trends

- Mental and Behavioral Health. The public recognized the increase of behavioral and mental health conditions with the inmates and detainees and asked questions about how the new facility would address these issues.

- Reasons for Incarceration. Public comments were given about the reasons for incarceration and focused on ways to reduce placing people in jail. People spoke about false convictions along with the impacts to an individual's mental health once incarcerated. People also spoke about increased opportunities for diversion.

Key County Trends

This section details the internal and external factors driving the Lancaster County Prison population as gleaned from the data and subsequently input into the simulation model.

County Population Growth

Criminologists have long noted that certain segments of the population have higher rates or chances of becoming involved in crime, being arrested, and being incarcerated. This is known as the "at-risk" population, which generally consists of younger males. The high crime rate ages are 15-25, while the high adult incarceration rate is between the ages of 18 and 44. When the at-risk population is expected to increase in a jurisdiction, one can also expect some additional pressure on criminal justice resources, all things being equal.

Figure 3 provides data on the total resident population and at-risk estimates for Lancaster County from 2015 to 2021. Over this time frame, the total resident population has increased by an annual average of only 1.0%. The at-risk population, here designated as males ages 15-44, has also remained static between 2015 to 2021, also growing by an annual average of only 1.0%. Up to date projections of these populations are also provided. Three resident population forecasts are displayed. For simplicity, the "middle" forecast is chosen here for analysis. If analysis is based strictly on the historical estimates, the fact that the at-risk population has seen little to know growth in recent years would suggest that the impact of this population on future reported crime will be minimal. The forecasted resident population predicts the number of residents in the County to grow by 11% overall between 2021 and 2040. This is slightly lower than projections for the nation-as-a-whole. Slow growth in the resident population would indicate, strictly on the basis of the number of persons residing in the county, that future increases will not be substantial enough to put pressure on either the crime rate or the local prison population.

Figure 3 - Historical & Projected Resident Population

Note: EDC is the Economic Developement Company;
EDC #1 forecast is based on actual average growth for 2011-2020
EDC #2 forecast is based on actural average growth for 2018-2020
County Plannning Commission forecast was done in 2012

651,982
612,723
588,854

535,811 538,160 541,332 543,969 545,724 552,597 553,652

Percent Change
2021 Actual to 2040 Projected
Lancaster (EDC #1): 11%
US: 13%

100,295 100,583 101,208 101,735 102,143 103,869 104,581

2015 2016 2017 2018 2019 2020 2021 2025 2030 2035 2040

Resident Population — At Risk (Males 15-44) — County Planning Commission — EDC Forecast #1 — EDC Forecast #2

Source: Lancaster County Economic Development Council, County Planning Commission, and US Census Bureau.

Historical Reported Crimes and Arrests

Reported crime and arrest data reported in Tables 1 and 2 refer to offenses reported by law enforcement agencies to the Pennsylvania Uniform Crime Reporting System. Although, historically, there has been no strong or consistent association between reported crime rates and local prison admissions, observing these data can provide some anecdotal evidence that allows insight into county local prison admission trends. It should be noted here that the Pennsylvania Uniform Crime Reporting System includes simple assaults. This offense is excluded when calculating crimes per 100,000 residents for Lancaster County (the crime index) here as they are not traditionally included in Uniform Crime Reporting of violent crime levels and their inclusion would inflate the County's crime rates.

The total number of Part I reported crimes between 2015 and 2021 in Lancaster County has experienced a sizeable decline. The average annual change over this time period was -12%. Violent crimes have seen an average annual decrease of 9% while property crimes had an average annual decrease of 13%. The impact of the COVID-19 pandemic can be seen in the single year declines in 2020 and 2021. However, the overall trend began pre-COVID-19 with 2018 and 2019 both seeing declines.

Table 1 - Historical Reported Crime

Attribute	2015	2016	2017	2018	2019	2020	2021	*Average Percent Change*
Murder & Negligent Manslaughter	16	8	15	12	14	12	9	*-1%*
Manslaughter by negligence	2	3	1	5	4	5	4	*61%*
Rape	238	191	209	206	197	17	79	*43%*
Robbery	277	274	243	162	156	125	37	*-23%*
Aggravated assault	459	494	683	588	572	573	270	*-4%*
Simple assault	2,083	2,155	2,183	2,162	1,756	1,485	1,327	*-7%*
Part I Violent Crime	**3,075**	**3,125**	**3,334**	**3,135**	**2,699**	**2,217**	**1,726**	***-9%***
Burglary	1,153	1,039	946	749	579	454	302	*-20%*
Larceny-Theft	6,315	6,220	6,001	5,053	4,752	3,586	2,652	*-13%*
MV Theft	242	239	314	271	265	273	186	*-2%*
Arson	27	46	36	33	22	41	37	*14%*
Part I Property Crime	**7,737**	**7,544**	**7,297**	**6,106**	**5,618**	**4,354**	**3,177**	***-13%***
Total Part I Crime	**10,812**	**10,669**	**10,631**	**9,241**	**8,317**	**6,571**	**4,903**	***-12%***
Resident Population	535,811	538,160	541,332	543,969	545,724	552,597	553,652	*1%*
At Risk Population (Males 15-44)	100,295	100,583	101,208	101,735	102,143	103,869	104,581	*1%*

Source: www.ucr.pa.gov

There is a much stronger relationship between arrests, compared to crimes, and the number of persons admitted to a local prison system since a high proportion of arrests result in a local prison booking. Total arrests trends have mirrored reported crime in recent years in Lancaster County. Total arrests (for both Part I and Part II crimes) decreased an annual average of 10% between 2015 and 2021. While arrests for Part I violent offenses have seen in an increasing trajectory between 2015 and 2021 (up an annual average of 3%), both Part I property arrests and Part II arrests have been decreasing consistently. It should be noted that increases in violent arrests can impact a local prison population, as persons held for violent crimes generally have longer average lengths of stay. The impact of declining arrests on local prison bookings would indicate a decreasing volume of bookings per year.

The average annual increase in the number of arrests for Group A offenses (all serious violent and property crimes reported to The Arkansas Crime Information Center) was 2.4%. The total number of arrests has fluctuated in recent years and shows no clear trends. With arrest numbers being inconsistent from year to year, it is difficult to link them to historical local prison bookings.

Table 2 - Historical Arrests

Attribute	2015	2016	2017	2018	2019	2020	2021	*Average Percent Change*
Murder & Neglegent Manslaughter	11	8	11	11	15	10	6	*-4%*
Manslaughter by negligence	2	3	0	9	2	4	5	*-*
Rape	50	23	49	49	44	26	16	*-5%*
Robbery	115	141	105	111	84	63	18	*-20%*
Aggravated assault	199	224	417	312	485	601	264	*16%*
Part I Violent Total	**377**	**399**	**582**	**492**	**630**	**704**	**309**	***3%***
Burglary	253	138	208	194	177	167	76	*-12%*
Larceny-Theft	1,789	1,785	1,885	1,572	1,346	824	698	*-13%*
MV Theft	30	55	46	51	71	49	41	*12%*
Arson	14	16	13	12	12	23	11	*5%*
Part I Property Total	**2,086**	**1,994**	**2,152**	**1,829**	**1,606**	**1,063**	**826**	***-13%***
Part I Total	**2,463**	**2,393**	**2,734**	**2,321**	**2,236**	**1,767**	**1,135**	***-11%***
Part II Total	11,638	11,733	12,244	12,090	10,430	7,499	6,195	*-9%*
Total Arrests	**14,101**	**14,126**	**14,978**	**14,411**	**12,666**	**9,266**	**7,330**	***-10%***
Total Males Arrested	12,278	10,115	10,807	10,377	9,170	6,690	5,277	*-12%*
Total Females Arrested	3,843	4,011	4,171	4,034	3,496	2,576	2,053	*-9%*

Source: www.ucr.pa.gov

Crime Rate

The County's crime rate per 100,000 residents in 2021 was 645.9 (Table 3). This was significantly lower than the crime rate statewide. Furthermore, Lancaster's crime rates have been declining at an increased rate since 2015 compared to Pennsylvania as a whole. As seen in Figure 4, the County crime rates have been declining since 2018 even as the resident population grows.

Both reported crime and arrests have been consistently declining and the resident at-risk population has seen stagnant growth in recent years. One would not expect to see a remarkable change in any of these trends in upcoming years and thus their impact on the future local prison population is assumed to be minimal. Of note, however, are the recent increases in Part I Violent arrests which could fuel increases in the local prison population.

Table 3 - Historical Crime Rates per 100,000 Residents

Year	PA Violent	PA Property	PA Total Crime	County Violent	County Property	County Total
2015	315.4	1,813.2	2,128.6	185.1	1,444.0	1,629.1
2016	315.9	1,739.2	2,055.1	180.2	1,401.8	1,582.1
2017	313.0	1,644.3	1,957.3	212.6	1,348.0	1,560.6
2018	305.4	1,489.2	1,794.6	178.9	1,122.5	1,301.4
2019	306.0	1,403.8	1,709.8	172.8	1,029.5	1,202.3
2020	389.5	1,644.1	2,033.6	132.5	787.9	920.4
2021	-	-	-	72.1	573.8	645.9
Average Percent Change	*5%*	*-2%*	*0%*	*-12%*	*-14%*	*-14%*

Source: County rates calculated by JFA using data from www.ucr.pa.gov & census.gov. Simple Assault is not included in the violent crime rate calculation. Pennsylvania rates from fbi.gov Crime Data Explorer.

Figure 4 - Historical Crime Rates and Resident Population

Note: Violent rate does not inlcude Simple Assault

Year	County Violent Crime Rate	County Property Crime Rate	Total	Resident Population
2015	185.1	1,444.0	1,629.1	535,811
2016	180.2	1,401.8	1,582.1	538,160
2017	212.6	1,348.0	1,560.6	541,332
2018	178.9	1,122.5	1,301.4	543,969
2019	172.8	1,029.5	1,202.3	545,724
2020	132.5	787.9	920.4	552,597
2021	72.1	573.8	645.9	553,652
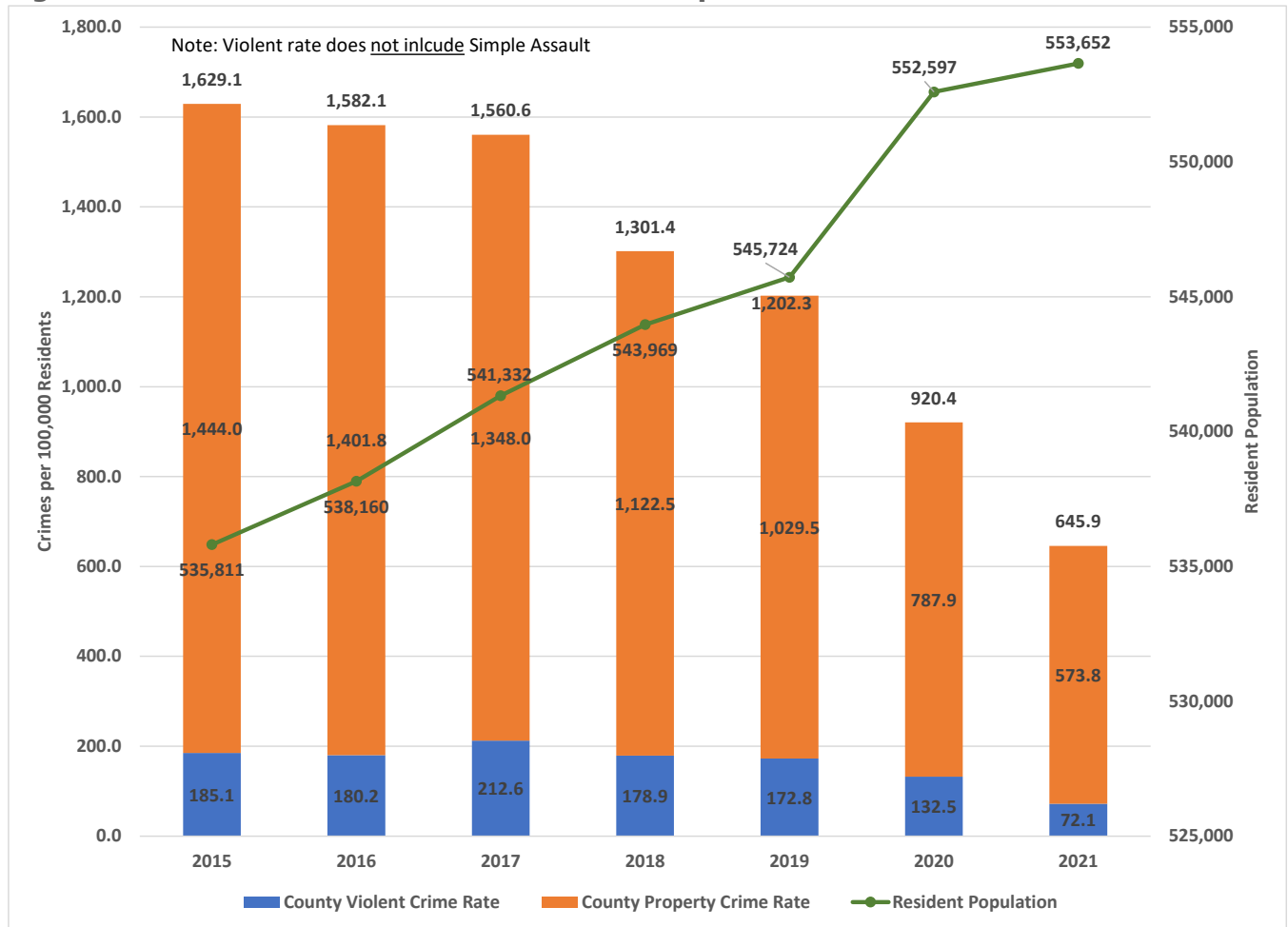
Historical County Prison Population Trends

Table 4 presents historical bookings to the Lancaster County Prison by type and details the ADP with peaking factor between 2017 and 2022. Figure 5 also displays the ADP with peaking factor. The population peaking factor is a rough estimate of maximum bed-space needs based on the actual ADP. It is defined as the percentage that the population peak for the year was above the daily average. It should be noted that this peaking factor does not include a classification factor which is typically added to ensure the right security level of beds are available for use by the local prison at any given time. Due to limited data availability, JFA was unable to quantify an exact classification factor for the Lancaster local prison, however, typically combined classification and population peaking factors average an additional 15 percent of the ADP.

Bookings sharply decreased in 2020 likely due to mitigation efforts put in place in response to the COVID-19 pandemic. The lower volume of bookings seen in 2020 was sustained through 2021 and, early indicators show, 2022. Most bookings are admissions to the County Prison (versus the Central Booking Detainees) although both groups show the same trends.

The ADP for the same time period shows a similar trend to bookings with the ADP decreasing in 2020, although not to the same degree as bookings. Table 4 shows the average LOS for each year. The decrease in ADP was tempered by a corresponding increase in the average length of stay. The LOS in the local prison increased sharply in 2020 from 35 days in 2019 to 50 days. Again, the COVID-19 pandemic is the culprit. Mitigation efforts nationwide led to a "hardening" of jail populations as many low severity misdemeanor and non-violent felony defendants were released increasing the proportion of persons held with poor criminal histories and violent felony charges. Persons with these attributes average longer stays in jail. Further, average lengths of stay increased during the pandemic due to a slowdown in the disposition of criminal charges (court case processing).

While historical ADP trends are important to document and report on annually, it should be noted that it is unclear if the population has fully stabilized at the lows seen since 2020. Many factors will be at play as the court system continues to ramp up and a new normal comes into clearer focus in relation to arrest rates.

Table 4 - Historical County Prison Bookings by Type 2017-2022

Year	Admits	Calculated Admits LOS (days)	Central Booking Detainees	Detainee LOS (hours)	Total	Calculated Total LOS (days)	ADP	Peaking Factor	ADP with Peak
2017	5,726	56	2,673	10.9	8,399	38	884	13%	997
2018	6,166	52	2,535	7.5	8,701	37	876	11%	970
2019	5,973	48	2,307	8.4	8,280	35	789	8%	854
2020	3,501	70	1,423	8.1	4,924	50	677	16%	788
2021	3,753	68	1,228	8.2	4,981	51	700	11%	775
2022 (ann'd)	3,756	74	1,063	7.7	4,819	58	765	4%	796
Average Percent Change	*-5.9%*	*7.5%*	*-15.9%*	*-5.5%*	*-8.8%*	*10.0%*	*-2.5%*	*-7.4%*	*-4.3%*

Source: Lancaster County Prison Daily Commitment Logs.

Figure 5 - Historical ADP with Peaking

Average Percent Change
2017-2022
ADP: -2.5%
ADP w/ Peak: -4.3%
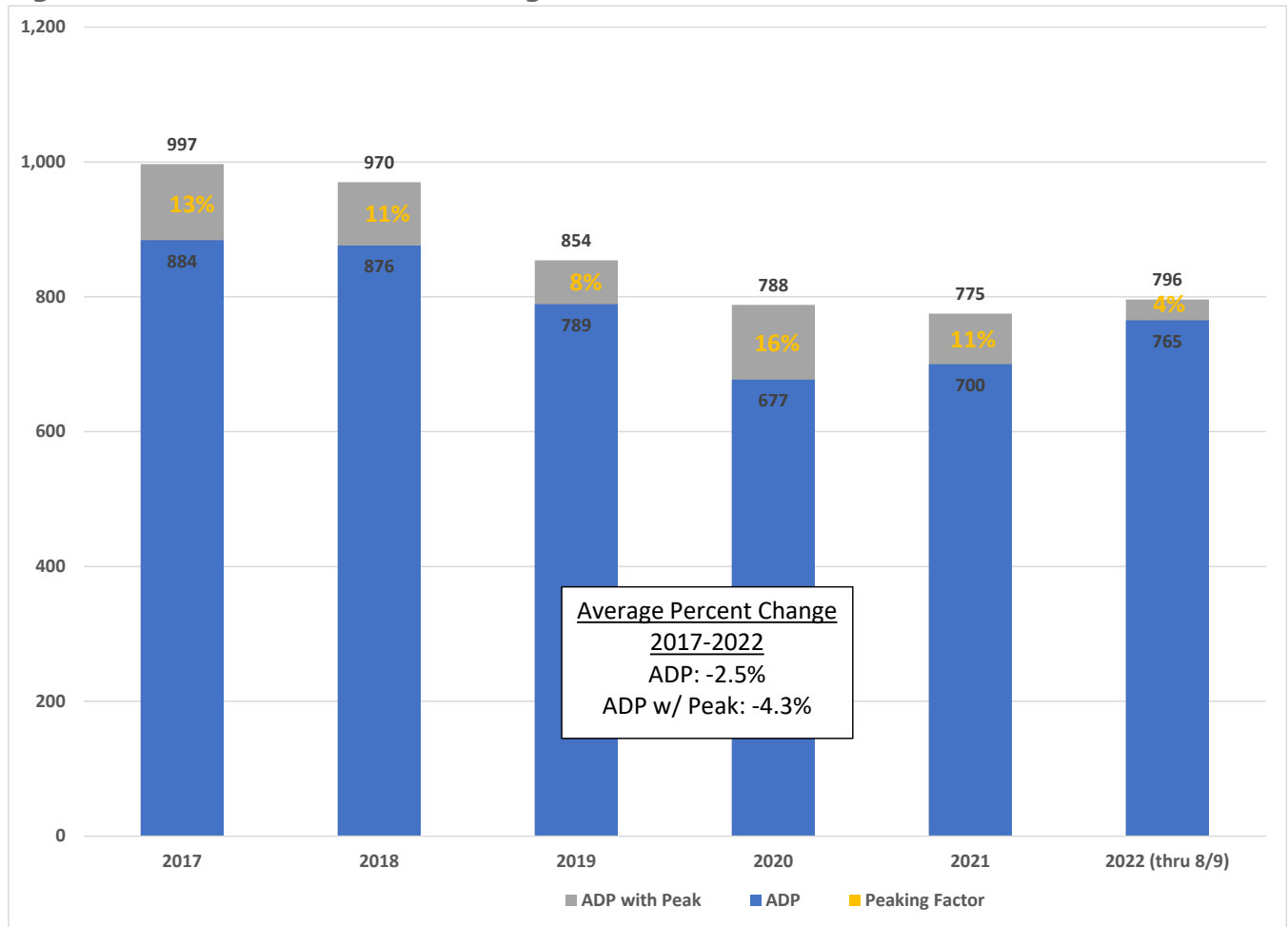
Source: Lancaster County Prison Daily Commitment Logs.

Analysis of the Lancaster County Prison Snapshot

Tables 5 through 9 display data on persons housed in the Lancaster County Prison on September 30, 2022. As mentioned previously, these data assist JFA in understanding the attributes of the local prison population that must be housed and managed daily. Table 5 provides a demographic profile and Table 6 describes the local prison population by most serious offense. Table 7 details the population by classification level. Table 8 describes attributes and behavioral needs gleaned from the Level of Service Indicator-Revised assessment. The intake assessment is a quantitative survey of offender attributes and offender situations relevant for making decisions about levels of supervision and treatment. Table 9 details the historical medical and mental health needs of the local prison population.

A pre-COVID-19 snapshot was not available due to data system limitations. Thus, a pre/post pandemic comparison of snapshots is not provided.

Summary of Attributes of County Prison Population on September 30, 2022

1. Much of the local prison population was male (85%). Males had a significantly longer average length of stay to date than females (180 days for males versus 107 days for females).

2. The average age of persons in the local prison was 37.5 years. The majority of persons were ages 25 through 44.

3. The largest portion of the local prison population by race was White (50%).

4. A majority of persons had no bond (58%). Persons held for a bond of over $10,000 had the longest average length of stay to date (278 days).

5. A majority of persons are awaiting court action (69%). This group has a longer length of stay so far than locally sentenced persons. This is likely because a large portion of the population is being held for a most serious charge of violent felony. The disposition of such cases takes longer, and these persons are more likely to remain in custody during the court processing period.

6. A large portion of the population was admitted as county probation violators (30%). This is an unusually large proportion for a local detention facility.

7. Persons that had been held in the local prison for greater than six months accounted for 29% of all the local prison population.

Summary of County Prison Population by Most Serious Offense on September 30, 2022

1. Charge level data (felony versus misdemeanor) was not available due to data system limitations. This limited the capacity to determine how "hard" the jail population is. While a vast majority are held for a most serious charge that was violent in nature, charge level would have provided an additional layer of detail.

2. Persons held for a murder, sex or assault charge had the longest average length of stay so far. Assault charges were the largest single category (21%) and averaged a length of stay to date of 181 days, slightly above 168 days, the average of all persons held.

3. Felony probation/parole violators accounted for 5% of the detainee population and had an average length of stay to date of 51.1 days.

4. Persons held for a drug sale/trafficking charge comprised 12% of the population and averaged a length of stay to date of 186 days.

5. Persons held for any property charge comprised 18% of the population and collectively averaged a length of stay to date of 98 days.

6. As seen in Table 7, one-third of the jail is classified under maximum security housing.

Summary of County Prison Population by Behavioral & Medical Needs on September 30, 2022

1. Intake assessment scoring shows that 83% of the population has a previous State prison incarceration.

2. Intake assessment scoring shows that 36% of the population has previously received treatment for mental health and 56% have a history of substance abuse. It is important to note that the intake assessment scoring is determined by a mix of self-reporting and available records. This may limit the accuracy of scoring, but the intake assessment results still provide a general description of needs for a population.

3. Intake assessment scoring shows that 17% of persons held consider themselves to be homeless.

4. From summary reports provided by Prime Care Medical Inc., additional descriptions of mental health and medical needs can be gleaned (Table 9). Over the last five years, the number of medical consultations has increased an annual average of 22%, the most significant increases occurring in 2021 and 2022. It is unclear if this is related to the pandemic or an increase in available services.

5. The proportion of persons on medical medication has increased by an annual average of 16% per year for the past five years and averaged 46% of the population for those five years.

6. The proportion of inmates receiving mental health treatment while in the Lancaster County Prison and the proportion of those diagnosed with a serious mental illness have both increased over the last five years. Persons receiving treatment averaged 39% of the population between 2018 and 2022 while those diagnosed with a serious mental illness averaged 7%.

Table 5 - Attributes of County Prison Population (September 30, 2022)

Attribute	Number	Percent	Average Length of Stay (days)
Total	**817**	**100.0%**	**168.3**
Gender			
Female	120	14.7%	107.4
Male	697	85.3%	178.9
Race			
Black	172	21.1%	178.3
Hispanic	212	25.9%	189.7
White	412	50.4%	151.7
Other	21	2.6%	198.9
Legal Status			
Awaiting Court Action	561	68.7%	172.6
Sentenced	247	30.2%	61.4
Other	9	1.1%	162.1
Admission Type			
County probation violator	254	31.1%	106.7
Held for Trial	470	57.5%	199.8
Other	8	1.0%	152.5
Sentenced	48	5.9%	79.2
State parole violator	37	4.5%	310.3
Classification			
Minimum	371	45.4%	108.5
Medium	197	24.1%	129.6
Maximum	209	25.6%	334.6
None	40	4.9%	42.0
Age at Release			
Under 18	3	0.4%	439.6
18 - 24	122	14.9%	164.2
25 - 34	258	31.6%	161.7
35 - 44	226	27.7%	160.5
45 and older	208	25.5%	183.7
Average Age	37.5		
Median Age	36.2		
Bail at Release			
None	472	57.8%	108.1
$1000 or less	9	1.1%	72.3
$1001-$2,500	9	1.1%	133.5
$2,501-$5,000	18	2.2%	61.7
$5,001-$10,000	19	2.3%	157.4
$10,001 and over	290	35.5%	277.7
Military Status			
None	800	97.9%	166.8
Active or inactive	17	2.1%	293.2

Source: Lancaster County Prison Data Extracts.

Table 6 - County Prison Population by Most Serious Charge (September 30, 2022)

Charge Group	Number	Percent	Average Length of Stay (days)
Total	**817**	**100.0%**	**168.3**
Murder	40	4.9%	569.6
Sex	80	9.8%	220.7
Assault	170	20.8%	181.3
Robbery	13	1.6%	129.5
Other violent	112	13.7%	158.7
Subtotal Violent	**415**	**50.8%**	**218.6**
Drug sale	99	12.1%	185.6
Drug possession	33	4.0%	87.2
Subtotal Drug	**132**	**16.2%**	**161.0**
Burglary	25	3.1%	114.6
Fraud/forgery	24	2.9%	93.4
Theft	68	8.3%	89.9
Other Property	30	3.7%	105.2
Subtotal Property	**147**	**18.0%**	**97.8**
Weapons	10	1.2%	183.5
DUI	40	4.9%	75.6
Probation/parole violator	2	0.2%	20.8
Other non-violent	8	1.0%	156.2
Disorderly conduct	2	0.2%	77.7
Traffic	5	0.6%	128.9
Uknown	56	6.9%	76.0
Subtotal Other	**123**	**15.1%**	**91.1**

Source: Lancaster County Prison Data Extracts.

Table 7 - County Prison Population by Classification Level (September 30, 2022)

Classification Level	Female		Male		Total	
	umber	Percent	Number	Percent	Number	Percent
Minimum	62	52%	245.0	35%	307	38%
Medium	26	22%	178.0	26%	204	25%
Maximum	21	18%	245.0	35%	266	33%
None	11	9%	29.0	4%	40	5%

Source: Lancaster County Prison Data Extracts.

Table 8 - County Prison Population by Intake Assessment Item (September 30, 2022)

Intake Assessment Questions	Number	Percent
Total	**817**	**100.0%**
Do you consider yourself homeless		
No	633	77.5%
Yes	139	17.0%
Have you ever attempted suicide		
No	666	81.5%
Yes	104	12.7%
Have you ever served in the US military		
No	742	90.8%
Yes	27	3.3%
In the past 6 months have you used alcohol or other drugs		
No	624	76.4%
Yes	99	12.1%
Inmate has a history of drug/alcohol abuse		
No	338	41.4%
Yes	461	56.4%
Inmate's first incarceration in jail		
No	723	88.5%
Yes	78	9.5%
Inmate has mental health treatment history		
No	504	61.7%
Yes	296	36.2%
One or more incarcerations (adult prison only)		
No	83	10.2%
Yes	678	83.0%
Recent psychiatric hospitalization		
No	723	88.5%
Yes	84	10.3%
Suicide attempt within past month		
No	787	96.3%
Yes	12	1.5%

Source: Lancaster County Prison Data Extracts.

Table 9 - County Prison Historical Medical & Mental Health Attributes

Attribute	2018	2019	2020	2021	2022	Average Percent Change
Medical Attributes					Annualized	
Number of intake screenings	5,382	5,190	3,169	3,692	3,872	-5.3%
Number of patients detoxed	1,317	1,603	1,058	1,225	1,223	0.8%
Number of medical transports	661	572	613	713	674	1.1%
Total outside consultations	714	627	681	1,039	1,462	22.4%
Mental Health Attributes (statistics are monthly average percentage of ADP)					Average thru August	
Psychiatrist/individuals seen	20%	24%	26%	29%	26%	7.1%
Psychologist/individuals seen	62%	69%	77%	63%	62%	0.7%
Mental health worker/individuals seen	75%	90%	80%	94%	98%	7.7%
Involuntary mental health commitments	1%	1%	<1%	1%	1%	16.7%
Patients waiting transfer to State Hospital	<1%	<1%	<1%	<1%	<1%	-18.7%
Patients on suicide watch	10%	13%	11%	11%	13%	8.9%
Attempted suicide	<1%	<1%	<1%	<1%	<1%	-
Patients on mental health scale - Category A	25%	29%	23%	22%	22%	-2.7%
Patients on mental health scale - Category B	25%	20%	19%	19%	23%	-1.0%
Patients on mental health scale - Category C	33%	36%	40%	44%	45%	8.6%
Patients on mental health scale - Category D	6%	6%	8%	8%	8%	8.6%
On psychiatric meds	33%	34%	37%	40%	40%	5.4%
On medical meds	36%	35%	49%	48%	63%	16.4%

Source: Prime Care Medical Inc. Monthly Count Sheet for Lancaster County Prison.

Analysis of Lancaster County Prison Releases

Tables 10 through 13 detail findings concerning persons released from the Lancaster County Prison in calendar year 2019 and from the most recent 12 months prior to September 12, 2022. As discussed previously, release data assists JFA in determining the number of persons entering the local prison, the length of time that they remain, and the timing and mode by which they are released.

General Attributes of Releases over the last 12 months

1. Most releases were male (79%) and had a length of stay of 83 days. Female releases averaged a significantly shorter LOS (44 days). Overall, the average stay for all releases was 74 days. Adding in central booking detainees to produce a comparable figure, the total LOS of all individual brought to the LCP is 58 days, is significantly longer than the national average of 35 days for 2022.

2. Blacks and Hispanics averaged a longer LOS than Whites.

3. Releases without a bond set averaged a stay in the local prison of 66 days. Releases with a bond of $10,000 or more had an LOS of 115 days.

4. Persons released awaiting court action (64% of releases) had an ALOS of 34 days while sentenced persons (34% of releases) averaged 154 days.

5. Releases that were booked as a County Probation Violator comprised 26% of releases and had an ALOS of 75 days.

Releases over the last 12 months by Most Serious Charge

1. As expected, releases of persons charged with a violent offense had the longest ALOS (119 days).

2. Releases categorized in the assault charge group comprised 12% of releases with an ALOS of 110 days.

3. Releases with a most serious charge of drug sale/trafficking had an ALOS of 117 days. This charge group comprised 9% of releases.

4. Releases with a top charge of theft comprised 8% of releases with an ALOS of 50 days.

Releases over the last 12 months by Release Reasons & Length of Stay

1. The 3,677 release events from the Lancaster County Prison were generated by 4,780 persons of which 973 (or 20%) were released more than once.

2. The vast majority of releases (60%) occurred after 10 days from booking.

3. The primary release reason was 'Paroled.' This group comprised 33% of releases and had an average length of stay of 92 days.

4. Releases exiting due to being "Sentenced to DOC" comprised 7 percent of releases but had, by far, the longest ALOS of 325 days.

5. "Paroled" and "Sentenced to DOC" releases are the drivers of the Lancaster County Prison population. These two groups make up 73% of the beds in the system on any given day.

Comparison of the pre-COVID-19 (CY 2019) and post-COVID-19 (most recent 12 months) Release Cohorts

1. CY 2019 releases had an ALOS of 48 days, 56% lower than post-COVID-19. This is primarily due to case processing back-logs caused by the pandemic.

2. The proportion of releases when examining gender, race, and age did not see any significant differences between cohorts.

3. The proportion of locally sentenced bookings decreased post-COVID-19.

4. Differences in the volume of releases by release reason were negligible between cohorts excepting "Bench Warrant Dismissed" which increased post-COVID-19.

5. The proportion of releases exiting after a stay of 30 days or more increased post-COVID-19.

Table 10 - Attributes of County Prison Releases, 2019 versus September 13, 2021 - September 12, 2022

Attribute	2019			Last 12 Months		
	Number	Percent	Average Length of Stay (days)	Number	Percent	Average Length of Stay (days)
Total	**6,124**	**100.0%**	**47.6**	**3,677**	**100.0%**	**74.3**
Gender						
Female	1,317	21.5%	37.0	783	21.3%	43.7
Male	4,807	78.5%	50.5	2,894	78.7%	82.6
Race						
Black	1,156	18.9%	50.6	742	20.2%	82.9
Hispanic	1,293	21.1%	54.3	854	23.2%	85.5
White	3,604	58.9%	44.0	2,030	55.2%	44.0
Other	71	1.2%	57.9	1	0.0%	67.2
Legal Status						
Awaiting Court Action	4,113	67.2%	27.0	2,356	64.1%	33.8
Sentenced	1,879	30.7%	95.8	1,258	34.2%	153.6
Other	132	2.2%	3.2	63	1.7%	4.4
Admission Type						
County parole violator	1,488	24.3%	49.8	950	25.8%	75.1
Held for Trial, Further Hearing, Witness	3,716	60.7%	46.4	2,365	64.3%	72.9
Other	81	1.3%	44.7	23	0.6%	168.1
Sentenced	701	11.4%	43.7	226	6.1%	54.9
State parole violator	138	2.3%	76.0	113	3.1%	116.3
Classification at Release						
Minimum	2,890	47.2%	40.6	1,495	40.7%	66.8
Medium	316	5.2%	95.9	501	13.6%	80.9
Maximum	1,123	18.3%	86.1	593	16.1%	195.9
None	1,795	29.3%	26.8	1,088	29.6%	15.3
Release Authority						
Court of common pleas	4,986	81.4%	54.0	3,119	84.8%	83.3
Magisterial District Judge	981	16.0%	11.8	429	11.7%	12.9
Other	33	0.5%	122.3	13	0.4%	57.3
PA Board of Probation & Parole	124	2.0%	56.2	116	3.2%	61.1

Table 10 - Attributes of County Prison Releases, 2019 versus September 13, 2021 - September 12, 2022 (continued)

Attribute	2019			Last 12 Months		
	Number	Percent	Average Length of Stay (days)	Number	Percent	Average Length of Stay (days)
Age at Release						
Under 18	10	0.2%	38.9	1	0.0%	852.0
18 - 24	1,030	16.8%	47.3	525	14.3%	73.6
25 - 34	2,345	38.3%	46.3	1,270	34.5%	73.8
35 - 44	1,602	26.2%	46.2	1,106	30.1%	75.8
45 and older	1,137	18.6%	52.5	775	21.1%	72.4
Average Age	35.3			36.8		
Median Age	33.4			35.3		
Bail at Release						
$0	4,064	66.4%	38.7	2,646	72.0%	66.4
$1000 or less	138	2.3%	46.1	37	1.0%	55.4
$1001-$2,500	133	2.2%	51.9	53	1.4%	55.3
$2,501-$5,000	233	3.8%	38.1	120	3.3%	46.2
$5,001-$10,000	244	4.0%	42.7	130	3.5%	59.2
$10,001 and over	1,312	21.4%	77.8	691	18.8%	114.7

Source: Lancaster County Prison Data Extracts.

Table 11 - County Prison Releases by Most Serious Charge, 2019 versus September 13, 2021 - September 12, 2022

Charge Group	2019			Last 12 Months		
				Number	Percent	Average Length of Stay (days)
Total	**6,124**	**100.0%**	**47.6**	**3,677**	**100.6%**	**74.3**
Murder	20	0.3%	258.4	15	0.4%	654.7
Sex	203	3.3%	111.3	143	3.9%	182.5
Assault	738	12.1%	6.6	425	11.6%	109.7
Robbery	83	1.4%	92.4	20	0.5%	121.1
Other violent	720	11.8%	67.6	342	9.3%	79.0
Subtotal Violent	**1,764**	**28.8%**	**50.4**	**945**	**25.7%**	**118.5**
Drug sale	556	9.1%	91.5	316	8.6%	116.5
Drug possession	450	7.3%	21.9	217	5.9%	32.7
Subtotal Drug	**1,006**	**16.4%**	**60.4**	**533**	**14.5%**	**82.4**
Burglary	154	2.5%	68.1	72	2.0%	121.7
Fraud/forgery	279	4.6%	44.9	104	2.8%	51.3
Theft	742	12.1%	35.1	282	7.7%	50.1
Other Property	628	10.3%	19.3	241	6.6%	37.5
Subtotal Property	**1,803**	**29.4%**	**33.9**	**699**	**19.0%**	**53.3**
Weapons	63	1.0%	46.7	46	1.3%	77.9
DUI	534	8.7%	32.3	227	6.2%	31.2
Probation/parole violator	59	1.0%	8.9	14	0.4%	6.0
Other non-violent	332	5.4%	18.2	37	1.0%	30.7
Disorderly conduct	29	0.5%	18.2	11	0.3%	51.2
Traffic	114	1.9%	44.2	28	0.8%	51.3
Unknown	420	6.9%	17.1	1,137	30.9%	58.2
Subtotal Other	**1,551**	**25.3%**	**25.5**	**1,500**	**40.8%**	**53.4**

Source: Lancaster County Prison Data Extracts.

Table 12 - County Prison Releases by Reason, 2019 versus September 13, 2021 - September 12, 2022

Release Category	2019				Last 12 Months			
	Number	Percent of Releases	Average LOS (days)	Calculated ADP	Number	Percent of Releases	Average LOS (days)	Calculated ADP
Total	**6,124**	**100.0%**	**47.6**	**806**	3,677	100.0%	74.3	748
Bail posted	1,105	18.0%	18.3	55	647	17.6%	24.6	44
Bench warrant dismissed	350	5.7%	9.0	9	386	10.5%	14.8	16
Expiration/time served	176	2.9%	35.7	17	69	1.9%	54.5	10
Other	713	11.6%	28.3	55	265	7.2%	43.2	31
Paroled	1,833	29.9%	64.1	322	1,215	33.0%	91.7	305
Probation	156	2.5%	28.6	12	95	2.6%	45.7	12
Release to other authority	1,053	17.2%	34.5	99	523	14.2%	38.1	55
Returned to DOC	255	4.2%	40.6	28	198	5.4%	63.2	34
Sentenced to DOC	401	6.5%	186.1	204	269	7.3%	325.3	240
Terminated probation/parole	82	1.3%	23.1	5	10	0.3%	46.0	1

Source: Lancaster County Prison Data Extracts.

Table 13 - County Prison Releases by Length of Stay, 2019 versus September 13, 2021 - September 12, 2022

Length of Stay	2019	Last 12 Months
Total Jail Releases	**6,124**	**3,677**
Total Number of Persons Released	**4,780**	**3,172**
Persons with one release	3,807	2,754
Persons with two releases	724	346
Persons with three releases	177	59
Persons with four releases	48	11
Persons with five or more releases	24	2
Average (Mean)	47.6	74.3
Median	14.9	20.2
Number releases within 24 hours	371	184
Number released between 1 and 3 days	972	630
Number released between 3 and 10 days	1,056	644
Number released between 10 and 30 days	1,747	632
Number released between 30 and 90 days	1,030	742
Number released over 90 days	906	845
Unknown	42	0

Source: Lancaster County Prison Data Extracts. Note: National average for local prison LOS is 23 days

Prison Population Forecasts

This section presents the local prison forecasts and the key assumptions that have a significant impact on all the projections results. In making these estimates we utilized the Wizard projection software to generate forecasts of correctional populations. The Wizard software mimics the flow of persons through the County's system over a forecast horizon ending in 2050 and produces yearly projections of the average daily population. The base assumption for the simulation model is that most conditions in the jail, including profile of individuals admitted, LOS and release practices will remain contact and reflect data presenter din the above report.

Tables 14 and 15 present the forecasts generated from this model. The forecasts are also presented in Figures 6 and 7, respectively. The Table 14 forecast is a baseline projection and an alternative to this baseline. Table 15 presents an alternative "classification" forecast and also includes peaking factor. Figure 8 provides forecasts of the Baseline ADP with peaking factor included and a forecast of central booking detainee admission and ADP for space planning purposes.

The baseline forecast projects the Lancaster County Prison ADP to grow at an average annual rate of only 0.7% between 2023 and 2050. The forecasted ADP in 2050 is 909. The alternative projection to the baseline predicts a mildly higher average annual increase of 1.0% ending with an ADP of 947 in 2050. Both the baseline and alternative forecast assume no substantial changes to the make-up of admissions into the facility (i.e., gender, age, most serious charge, admission reason, release reason, etc.) throughout the forecast period. Additional assumptions separating the baseline and alternative forecast are presented below:

1. The baseline forecast model assumes the total number of admissions to the facility will grow at an average rate similar to the EDC #1 demographic forecast and the LOS will remain at 2021 levels.

2. The alternative assumption assumes the total number of admissions will rebound to levels similar to 2019 over the next 3 years. During that time, LOS will also decrease 20% from 2021 levels.

The resulting forecasts are very similar in growth and ultimate capacity needs, with increased differential in the next three years.

The classification with peaking forecast model projects the Lancaster County Prison ADP to grow at an average annual rate of only 0.7% between 2023 and 2050. The forecasted ADP in 2050 is 1,219. The alternative projection to the classification with peaking predicts a mildly higher average annual increase of 1.0% ending with an ADP of 1,271 in 2050. Both the baseline and alternative forecast assume an 11.8% peaking factor and an additional 20% classification factor is applied to the ADP forecast to ensure the right number and type of beds are available in each forecast year.

Table 14 - Projections of the Lancaster County Prison Population 2023-2050, Baseline & Alternative

Year	Baseline ADP	Alternative ADP
2023	745	735
2024	755	722
2025	766	740
2026	776	814
2027	787	820
2028	794	827
2029	800	834
2030	806	840
2031	811	845
2032	816	850
2033	821	855
2034	826	861
2035	831	866
2036	836	871
2037	841	876
2038	846	881
2039	851	887
2040	856	892
2041	861	897
2042	866	903
2043	872	908
2044	877	914
2045	882	919
2046	887	925
2047	893	930
2048	898	936
2049	903	941
2050	909	947
Average Annual Percent Change	*0.70%*	*1.00%*

Source: JFA.

Figure 6 - Actual and Projected Lancaster County Prison Population, Baseline & Alternative
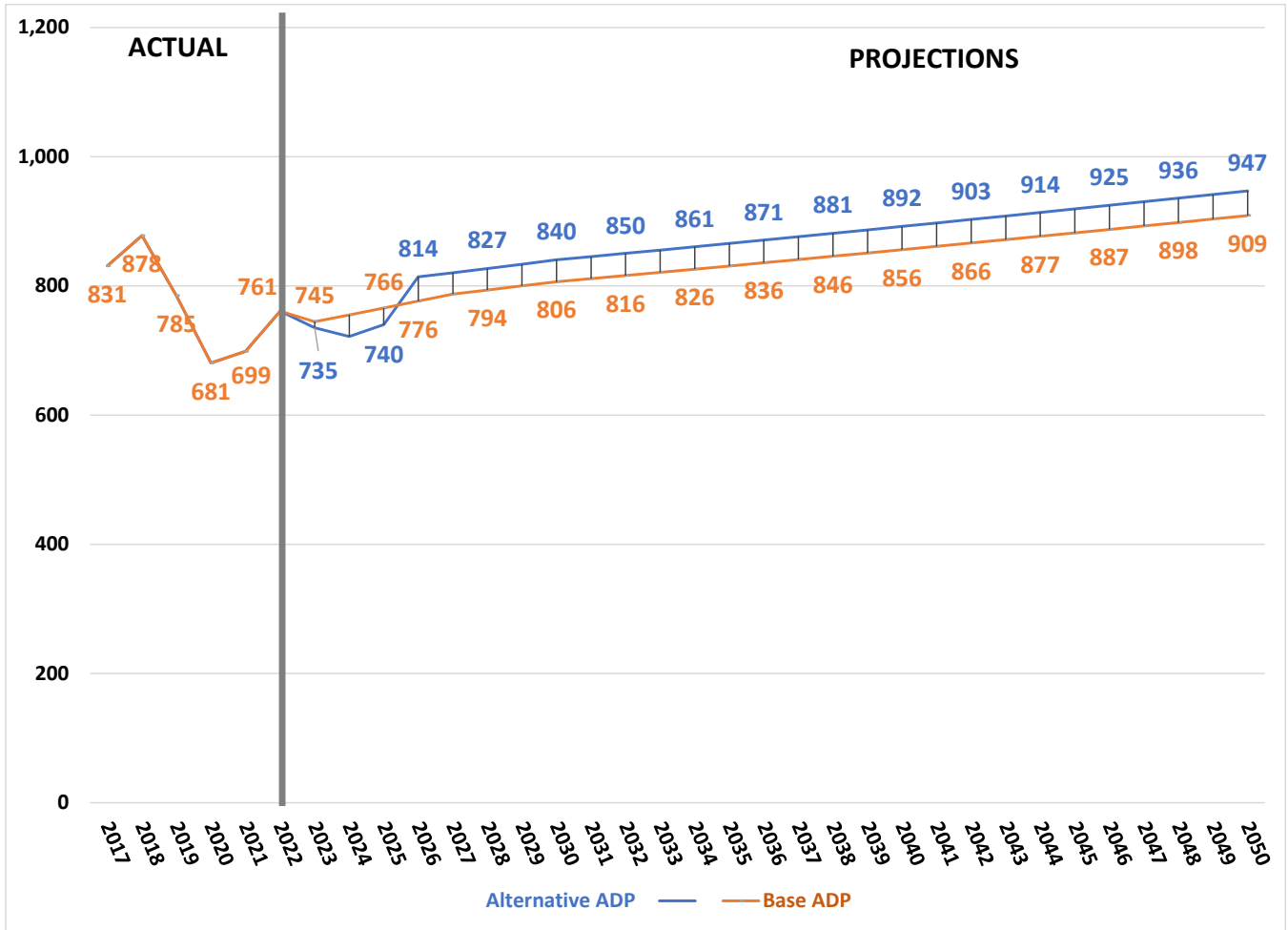
Table 15 - Projections of the Lancaster County Prison Population with Classification and Peaking 2023-2050, Baseline & Alternative

Year	Classification Peaking Baseline	Classification Peaking Alternative
2023	999	986
2024	1,013	968
2025	1,027	993
2026	1,042	1,092
2027	1,056	1,101
2028	1,065	1,109
2029	1,073	1,118
2030	1,082	1,127
2031	1,088	1,134
2032	1,095	1,141
2033	1,101	1,148
2034	1,108	1,155
2035	1,115	1,162
2036	1,121	1,168
2037	1,128	1,175
2038	1,135	1,183
2039	1,142	1,190
2040	1,148	1,197
2041	1,155	1,204
2042	1,162	1,211
2043	1,169	1,218
2044	1,176	1,226
2045	1,183	1,233
2046	1,190	1,241
2047	1,198	1,248
2048	1,205	1,255
2049	1,212	1,263
2050	1,219	1,271
Average Annual Percent Change	*0.70%*	*1.00%*

Source: JFA.

Figure 7 - Actual and Projected Lancaster County Prison Population with Classification and Peaking, Baseline & Alternative
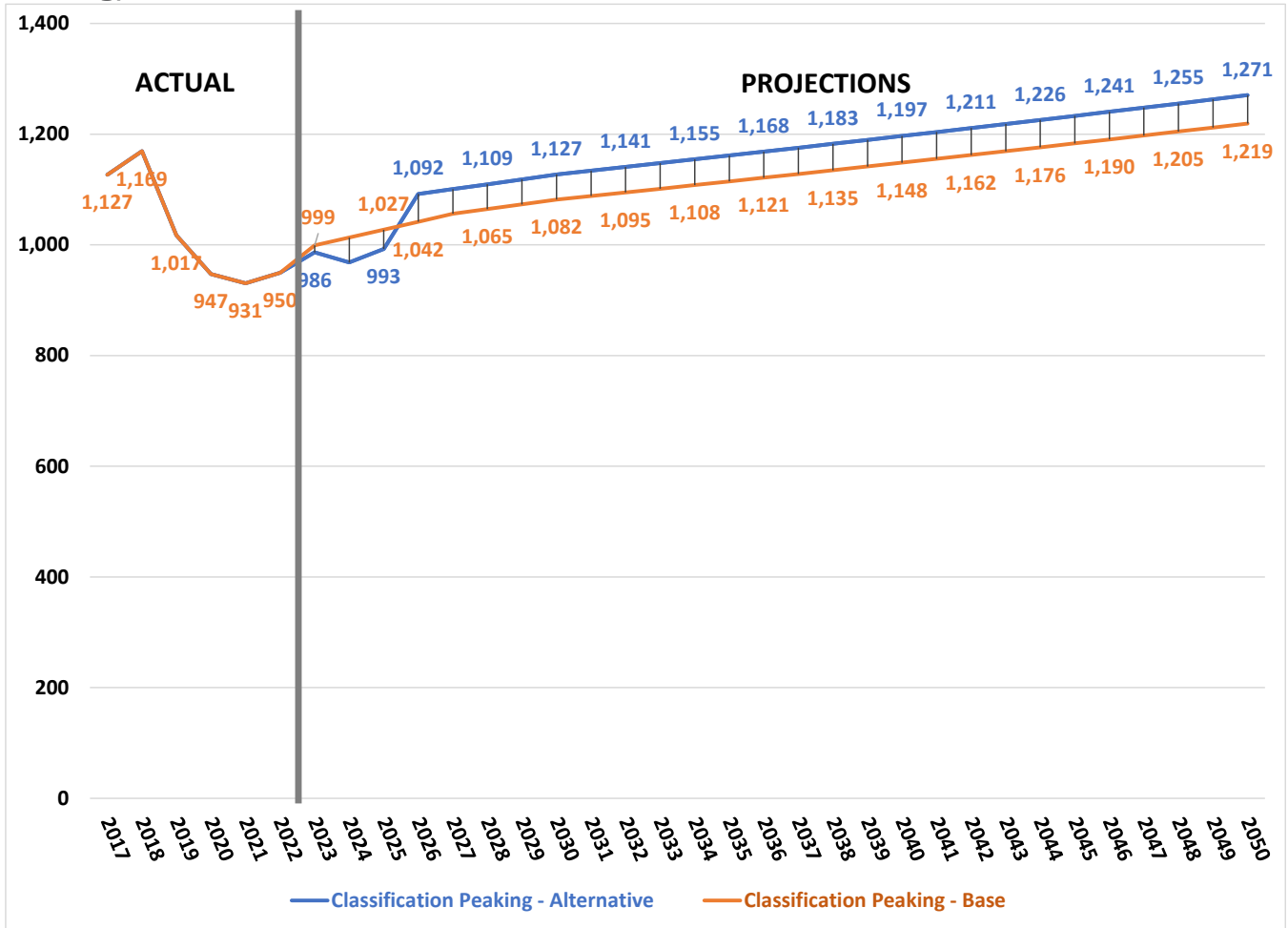
Figure 8 - Actual and Projected Lancaster County Prison Population, ADP with Peaking and Central Booking Detainee Admissions