



MEMORANDUM

Date: February 13, 2024

To: The Honorable Chair and Members
Pima County Board of Supervisors

From: Jan Leshner 
County Administrator

Re: **Final Report of the Pima County Adult Detention Center Blue Ribbon Commission**

Background

In March 2023, I empaneled the Pima County Adult Detention Center Blue Ribbon Commission (Commission) in response to a presentation and request from Sheriff Chris Nanos to the Board of Supervisors (Board) asking for assistance to fund the construction of a new jail, citing the existing facility's condition and age. The Commission is comprised of ten members of the community with expertise and backgrounds in corrections, law enforcement, the justice and legal system, the private construction industry, and the clergy. The Commission's work focused on assessing the needs of the Pima County Adult Detention Center (PCADC) and estimated costs for possible improvements. This memorandum summarizes the key findings in the Commission's report, provides additional context where necessary and includes recommendations for next steps.

Overall, it is clear from the Commission's Final Report that the jail is experiencing substantial overcrowding, with impacts in particular to special medical units and deteriorating major infrastructure systems.

Commission Charge

The Commission was tasked with reviewing information gathered from County staff, through public meetings, conversations with stakeholders, the public, the survey and subject matter experts, for the purposes of assessing three areas:

- 1) The current condition of the Pima County Adult Detention facility to determine the need and feasibility for design and capacity improvements and/or construction of a new facility.
- 2) Best practices and standards and other factors impacting operations given industry changes since the County facility was built.
- 3) Funding options available to the County for facility improvements and/or construction of a new facility and related services.

The Commission Chair created three working groups for Facilities, Operations and Finance, each made up of three Commission members. Information developed by the working groups was submitted for review and discussion by the full Commission. After this deliberative

process and public outreach, the Commission submitted its [Final Report and Recommendations](#) to me on January 31, 2024.

The Commission's Final Report culminated 11 months of work. The Commission reached consensus on recommendations within the scope, and provided additional observations and suggestions on issues that arose through their deliberations and public input.

This in no way was an easy task. I would like to thank the Commission for their exceptional dedication and hard work.

Pima County Adult Detention Center (PCADC) and Previous Facility Expansions

The PCADC is located west of downtown Tucson, close to courts and other services. It is a medium and maximum security facility with a bed capacity of 2,030. The County's jail population and needs have changed over time. In the late 1970s, the County was placed under a Federal consent decree, ordering the County to build a new jail facility to address overcrowding and conditions at the jail at that time. Using voter-approved bonds, the Tower, as it is known now, was completed in 1984 and constructed with a bed capacity of 468 to meet the Federal conditions. The facility was further expanded in the late 1980s and early 2000s with the West Unit and East Unit to keep up with jail population demands. Today, the facility is over capacity in critical areas and struggling to meet the changing demographics, programming needs and medical care requirements. This is not unique to Pima County, as other counties and cities across the country face similar circumstances.

Commission Final Report Key Findings

In reviewing the Final Report, it is clear that the facility is experiencing significant capacity issues combined with mounting facility infrastructure system deficiencies and constraints. As would be expected, these are two main drivers facing the PCADC that directly impact operations.

Facility Conditions

The Commission finds that the facility's deteriorating conditions are largely due to age, deferred repair and maintenance and abuse/vandalism. The result is that major infrastructure systems have been compromised leading to the need for substantial improvements, such as the need for full replacement of cast iron pipes throughout the 40-year old Tower and other major repairs and improvements as outlined on Page 25 of the report. These types of repairs and large-scale improvements are not inconsequential, are very costly and impact operations of the facility. For example, the repairing of waste lines sometimes require lockdowns of whole housing units due to the old and outdated design that make it difficult to locate and access lines.

The County has spent \$6.8 million over the past six years on repair and maintenance, not including necessary capital improvement projects that were made to address short-term needs as they arise. There is no recurring dedicated source of funding for improvements for the jail. The approved budget for FY24 includes approximately \$1.04 million for repair and maintenance.

Jail Capacity and Operations

The Commission's Report provides an overview of the alarming capacity issues faced today. The PCADC is considered a full-service facility that houses male, female and juvenile offenders of all criminal and risk classifications. Currently, PCADC bookings average 19,000 individuals a year, which is an average of 52 new inmates per day, with daily populations fluctuating up to as much as 100 inmates throughout the day.

Based on inmate classification and segregation needs, the PCADC reaches operational capacity when 85 percent of bed space is utilized. The PCADC had multiple units at or over 100 percent capacity for the months of January 2023 through November 2023, specifically in the areas noted as a priority in the Commission's Final Report and the public survey. These primary critical areas include the medical, mental health and detoxification units, including certain housing pods.

Medical, Mental Health and Detox Facilities

The number of higher custody inmates or inmates who require additional supervision is increasing and requiring more health care services. A review of data for the period of January 2023 through November 2023 shows:

- Medical staff saw on average 1,032 individuals monthly for chronic medical conditions. The current facility does not meet current needs of medical staff, with no room for additional needed exam rooms, private contacts or therapy space.
- The mental health unit averaged 112 percent capacity monthly. The PCADC medical provider averaged 393 mental health evaluations monthly and an average of 631 individuals were on mental health medications. Providers are constrained due to limited space, especially for treatment of individuals remanded to the PCADC with acute mental illness or exhibiting extreme behavior.
- For the detoxification unit, on average, 61 percent of those medically screened at booking are put on detox protocols. Upon booking, there is an automatic detoxification hold of five days for observation, with these patients in detox protocol needing constant observation. As currently designed, these protocols limit the maximum use of all beds in designated housing units. Between the period of January through mid-December 2023, there were approximately 9,654 individuals placed on detox protocols for either opiates, alcohol, benzodiazepines, or some combination. This is a monthly average of 805. Detox protocols for opiates make up the majority of the detox engagement, with an average of 650 monthly, or 81 percent of total detox counts.¹

If broken down by the jail's three units, the Tower and the East Unit experienced the most capacity issues. The East Unit includes the mental health unit, detoxification monitoring, and low / medium security capacity, while the Tower mostly houses medium to maximum security

¹ For reference, in 2016, the monthly average for *opioid protocols* was 211 monthly - today representing a 208% increase.

inmates. Attachment A shows the average housing count percentages for all pods in the Tower, East and West Units. For the period of January 2023 to November 2023:

- East Unit saw the most overcrowding of all the units, with the majority of pods averaging over 110 percent capacity monthly.
- For the Tower, two housing units averaged 104-105 percent capacity, with all remaining months being over 95 percent. Four other housing units operated over 85 percent capacity.

Jail Population

Jail population numbers are impacted by many external factors. While not discussed extensively in the report, the Commission recognized the impact of many of these on incarceration rates and increasing strain on the facility. Unlike prisons, which have more stable populations serving longer sentences, jails have a much more transient population. The PCADC houses individuals who are awaiting trial or sentencing or cannot post bond, serving shorter terms (less than a year), or waiting to be transferred to prison. Some programs can be difficult to implement for individuals with short-term lengths of stay.

In the PCADC, between January 2022 through November 2023, 55 percent of those booked were released within 48 hours. Overall, 89 percent were released in 90 days or less between January 2022 and November 2023. A rising trend that has impacted this is the shift in charges. Several years ago, jail population charges were typically more misdemeanors than felonies. Today, we see around 94 percent felony charges versus 6 percent misdemeanors, which come with increased lengths of stay. A snapshot of the jail population in early December showed 1,768 people incarcerated in the PCADC, with 87 percent of those being held pending charges. Of those pending charges, 94 percent of them were being held on felony charges.

The Commission's Final Report discusses this trend, its effects on jail population increases, and need for further discussion and review of the criminal justice process and wrap around services. This will have implications on projected jail populations. Much debate has occurred regarding the Commission's work on future projected jail populations and bed capacity over the next 20 years and the ultimate size of the facility. The Commission recognized the inherent limitations in its jail population projections, and concurred in the Final Report that additional review and information is needed to further inform those numbers and look at ways to successfully reduce them. To do that however, the County would need participation from stakeholders from the criminal justice system, justice services, medical care providers and other social service network providers.

Public Outreach

Several methods were used to solicit input from the public. The Commission held public meetings between March 2023 and August 2023. Public input was also received through an online feedback form provided on the Commission's page on the County website, which provided the meeting schedule and all meeting materials. The overwhelming majority of public comments were received through the recent Commission public survey.

During the time in which the Commission met, I received approximately 240 emails from individuals who identified as being residents of Pima County asking to express their opposition to and urging the Board to reject the Blue Ribbon Commission's initial findings. These emails asked that the Board focus on investments in community-based services to reduce the population of the Pima County jail and address the root causes of incarceration.

Commission Public Survey

As part of the Commission's ongoing work, a survey was promoted and conducted by the County after the release of the Commission's initial findings in December. The survey was conducted online between December 27, 2023 through January 13, 2024. The survey sought public feedback on the current state of our Adult Detention Center, the growing needs related to our incarcerated population and sentiments on funding any improvements.

The full Commission Survey Results Report, including every free text comment received (numbering 956) is included in the Commission's Final Report.

There were 1,987 unique surveys started, with 1,626 fully completed (82 percent). A fully completed survey was defined as having completed each survey question, including the final open text comment field. For this analysis, staff reviewed all available answers for each question, meaning no answers were excluded regardless of full completion of survey. It was important to include all question responses to fully report public input.

The public survey results generally aligned with some of the discussion and findings in the Commission's Final Report. Overall, the majority of survey respondents agreed that the current facility is inadequate to meet current needs and that some level of improvements to the facility are needed, especially in the critical areas of medical, mental health and detox. Results from both the survey selection options and the open text comments feedback noted that the facility is at or over capacity and specifically highlighted facility deficiencies, overall space deficiencies for housing and programming, and staffing deficiencies.

Other prevalent themes centered around an individual's incarceration period and program deficiencies such as lack of social services, ineffective rehabilitation, lack of coordinated reentry planning, and connection to social services. Other themes in the open text comments included understanding or addressing the deficiencies in the criminal justice process, specifically the rate of incarceration, types of charges, and alternatives to incarceration.

Several other themes were also prevalent, including the call to redirect this funding to the community social services network. For staff's full survey analysis of the questions and open text comments, please see Attachment B.

Jail Improvement Alternatives and Costs

Based on the Final Report, the Commission arrived at two possible jail improvement alternatives. As part of their process, members considered criteria that would yield alternatives that would minimize disruptions to the existing facility operations, address all critical needs identified, address any need for temporary relocation of inmates displaced by construction activities and others. The two alternatives chosen included: 1) rehabilitate and

renovate the facility, including new housing capacity, or 2) build a new modern facility. The costs estimated for both alternatives range from \$620 million to \$860 million.

The Commission's cost analysis of both of the alternatives in the Final Report were based on cost information from general contractors, design consultants and government agencies on nine correctional facilities. These facilities were a mix of county jails and state prisons constructed between 2010 and 2019, with bed capacities of 352 to 2,376. The costs were then adjusted for our market and included a 5-year cost escalation. As outlined in the Commission's report, these are just possible estimated costs and are not reflective of all potential total project costs. Examples include the unknown costs associated with finding a temporary location for displaced inmates during construction, additional medical services, transport and staffing if renovation/rehabilitation of the existing facility is preferred. An extensive review of these alternatives, and any others that might arise, will need to be undertaken.

Another critical discussion point was funding. In reviewing funding sources available to the County, the Commission considered a sales tax, a jail district excise tax or general obligation bonds repaid with property taxes as feasible options. The County for decades funded traditional government capital and infrastructure projects, such as wastewater treatment facilities, libraries, parks, courts, and animal care center through voter-approved bond revenues. The original existing Tower and subsequent jail expansions were funded through voter-approved bonds.

Regarding other possible taxes, the Commission noted that aside from other counties having approved general sales taxes, 10 of the 15 Arizona counties also have approved jail district taxes, with Cochise County being the most recent to receive voter approval in May 2023 for a 20-year half-cent Jail District Excise tax for a new jail facility. The Jail District Tax offers a recurring source of revenue for programs, staffing, maintenance and capital improvements.

Recommendation

Addressing jail conditions today is not just about the facility itself. It will require a multi-faceted strategy that considers various factors in order to properly modernize the facility to encourage public safety, rehabilitation, cost savings, reintegration and community support. Based on the Commission's work and much of the public input received, there are several areas to consider. First, addressing the physical infrastructure is crucial to ensuring the facilities are safe, right-sized, clean and conducive to rehabilitation. Second, implementing programs aimed at reducing recidivism rates is essential. Third, looking at the criminal justice system for opportunities to address sentencing policies, gaps and alternatives to incarceration for non-violent offenders is key to alleviate overcrowding and promote a more humane system. Moreover, fostering community partnerships to provide support for reintegration post-release is vital for successful rehabilitation. Finally, promoting accountability and transparency is necessary to address any systemic issues.

Due to what we are seeing today at the PCADC, this discussion is timely as we are not in a crisis mode and have an opportunity to properly integrate a comprehensive approach. The Commission's Final Report articulates key issues confronting the PCADC today and serves as an important first step in this effort. The report further suggests that consideration be given

to a possible next phase of discussions centered on how to safely and successfully reduce incarceration rates.

The Commission submitted 8 final recommendations and observations as outlined on Pages 17 and 18 of the Executive Summary. I find all of their recommendations to be thoughtful, timely and appropriate.

I support initiating the following recommendations:

- 1) Contract with a 3rd party consultant to initiate a high-level feasibility study on the conditions of the PCADC and provide to them the Commission's Final Report as part of the information intake. The study should determine what improvements can/need to be done, develop a possible masterplan and assess costs.
- 2) Review for inclusion in the proposed budget for Fiscal Year 2025/2026 an increase in the funding to the Correctional Health Services Contract to enhance the availability of comprehensive medical, dental and behavioral health services to those in the PCADC to ensure compliance with national standards and best outcomes for those in a Pima County detention setting, providing the community standard of care, minimizing the need for off-site health services and adverse outcomes related to both physical and behavioral health.
- 3) Establish a new commission, the charter for which will be brought to the Board at a later date, as part of a second phase in this effort involving stakeholders in the criminal justice system and care providers, as stated in my [September 5, 2023 memorandum](#) to the Board.

The new commission will consider possible improvement alternatives that explore a lower bed capacity than projected by the Commission, incorporating specific programmatic proposals to reduce jail populations, based on a larger review of the criminal justice system and possible procedural changes, with related metrics.

- 4) Create a County Finance Working Group that can look further into County funding sources, including revisiting the County's use of general obligation bonds, that can inform not only the purposes of this current effort, but also possible other future large-scale capital and infrastructure needs.

JKL/anc

Attachments

- c: The Honorable Chris Nanos, Pima County Sheriff
The Honorable Laura Conover, Pima County Attorney
Carmine DeBonis, Jr., Deputy County Administrator
Francisco García, MD, MPH, Deputy County Administrator and Chief Medical Officer
Steve Holmes, Deputy County Administrator
Diana Durazo, Senior Advisor to the County Administrator
Sarah Davis, Senior Advisor to the County Administrator
Martyn Klell, Interim Director, Project, Design and Construction
Ellen Moulton, Director, Pima County Finance Department

ATTACHMENT A

Pima County Adult Detention Center Units Housing Capacity Percentages in 2023

The information below is reflective of point-in-time census counts for each housing location in the PCADC between January and November 2023. Justice Services and the Sheriff's Department provided the data to highlight capacity limitations at the facility.

The East Unit includes the mental health unit, detoxification monitoring, and low/medium security capacity. In 2023, the East Unit saw the most overcrowding of all units, with 5 of the 8 pods averaging over 110% capacity monthly. Table 1 shows the East Units average monthly housing counts capacity percentages.

Table 1. East Unit Housing Counts (January – November 2023)

<u>EAST</u>	<u>COUNT</u>	<u>JAN</u>	<u>FEB</u>	<u>MAR</u>	<u>APRIL</u>	<u>MAY</u>	<u>JUNE</u>	<u>JULY</u>	<u>AUG</u>	<u>SEPT</u>	<u>OCT</u>	<u>NOV</u>	<u>AVE</u>
1P - M - INTAKE***	64	106%	47%	84%	92%	103%	102%	88%	88%	91%	83%	83%	88%
1Q - F - INTAKE*	64	78%	92%	78%	91%	103%	109%	112%	112%	122%	121%	117%	103%
1R - F - LOW / MED*	64	109%	75%	91%	113%	106%	113%	113%	118%	119%	118%	116%	108%
1S - M / F- MH**	42	105%	159%	103%	98%	101%	106%	106%	109%	111%	114%	118%	112%
2P - M - LOW	64	87%	66%	95%	83%	84%	98%	98%	120%	114%	112%	106%	97%
2Q - M - LOW	64	93%	97%	91%	82%	83%	95%	95%	118%	115%	116%	107%	99%
2R - M - MED*	64	120%	99%	113%	114%	116%	108%	108%	121%	121%	119%	117%	114%
2S - M - MED*	64	118%	114%	114%	115%	107%	102%	102%	121%	119%	115%	114%	113%
EAST INF	32	52%	51%	46%	59%	65%	71%	69%	69%	65%	70%	62%	62%

*Red highlights indicate an average monthly overage in housing – specifically averaging 100% or over monthly

**1S is the PCADC Mental Health Housing Unit

*** Highlights indicate detox monitoring capacity

For the Tower, two housing units averaged roughly 104-105% capacity over this same period, with all remaining months being over 95%. Table 2 below shows the average monthly housing counts for Tower pods.

Table 2. PCADC Tower Housing Counts (January – November 2023)

<u>TOWER</u>	<u>BEDS</u>	<u>JAN</u>	<u>FEB</u>	<u>MAR</u>	<u>APRIL</u>	<u>MAY</u>	<u>JUNE</u>	<u>JULY</u>	<u>AUG</u>	<u>SEPT</u>	<u>OCT</u>	<u>NOV</u>	<u>ave</u>
1A - F - INTAKE	70	62%	106%	53%	50%	66%	74%	74%	83%	93%	87%	86%	76%
2A - M - JRAR – L*	70	108%	114%	117%	106%	96%	97%	97%	110%	106%	103%	95%	104%
2B - M JRAR – H*	70	121%	119%	111%	101%	94%	97%	97%	103%	102%	102%	109%	105%
2C - M - LOW	70	80%	85%	85%	87%	83%	90%	90%	91%	96%	95%	93%	89%

2D - M - MED	70	77%	42%	53%	69%	93%	92%	92%	98%	96%	95%	93%	82%
3A - M - HI	70	93%	93%	94%	93%	92%	93%	93%	95%	97%	94%	96%	94%
3 B - M - M/HI	70	93%	83%	85%	79%	78%	71%	71%	96%	95%	96%	90%	85%
3C M - HI	70	97%	91%	90%	86%	91%	91%	91%	96%	97%	96%	96%	93%
3D - M - HI	70	92%	89%	87%	85%	89%	91%	91%	96%	98%	96%	95%	92%
4A - M - MAX	70	55%	53%	50%	49%	48%	45%	45%	40%	53%	51%	35%	48%
4B - M - OVRFLW	70	82%	90%	89%	90%	85%	90%	90%	69%	91%	82%	53%	83%
4C - M - MAX	70	48%	55%	53%	50%	49%	61%	61%	55%	46%	40%	44%	51%
4D - M - MAX	70	64%	64%	60%	62%	60%	75%	75%	69%	59%	54%	63%	64%

*Red highlights indicate an average monthly overage in housing – specifically averaging 100% or over monthly

**1S is the PCADC Mental Health Housing Unit

*** Highlights indicate detox monitoring capacity

The West Unit is reserved for remanded juveniles and maximum security. During the January – November 2023 period, all pods in the West Unit remained under the 85% threshold.

ATTACHMENT B



MEMORANDUM

Date: February 9, 2024

To: Jan Leshar
County Administrator

From: Sarah Davis 
Senior Advisor

Re: **Blue Ribbon Commission Public Survey Findings**

Overview

Between December 26th and January 13th, Pima County Blue Ribbon Commission and the Pima County Administrator's Office sought to elicit critical feedback from the public on the Blue-Ribbon Commission's work to determine appropriateness of a new jail facility, renovation of the current jail facility, or retention of the current facility, as is. The survey asked an assortment of questions to determine respondents' direct knowledge (or interaction with) the facility, the physical viability of the facility, and feedback on the facility's impact on the population served.

Methodology

The survey analysis is reflective of the mixed method survey design, specifically counts of responses to predetermined question responses options, and theming of all qualitative feedback comments. The survey sections included: Demographics of Respondents, Detention Center Conditions, Detention Center Mandated Programs and Services, Detention Center Funding Possibilities, and an Open Text Comment Section.

Additional free text opportunities were provided to query a respondent's interaction with the jail, thoughts on the primary goal of the jail, and current conditions. Each section delineates the responses gathered from the responses collected. It is imperative to include all responses to each question, regardless of full completion of the survey. Over the two-week period, 1,987 surveys were opened and started, with 1,626 (82%) respondents fully completing the survey.

Survey Responses

Demographics

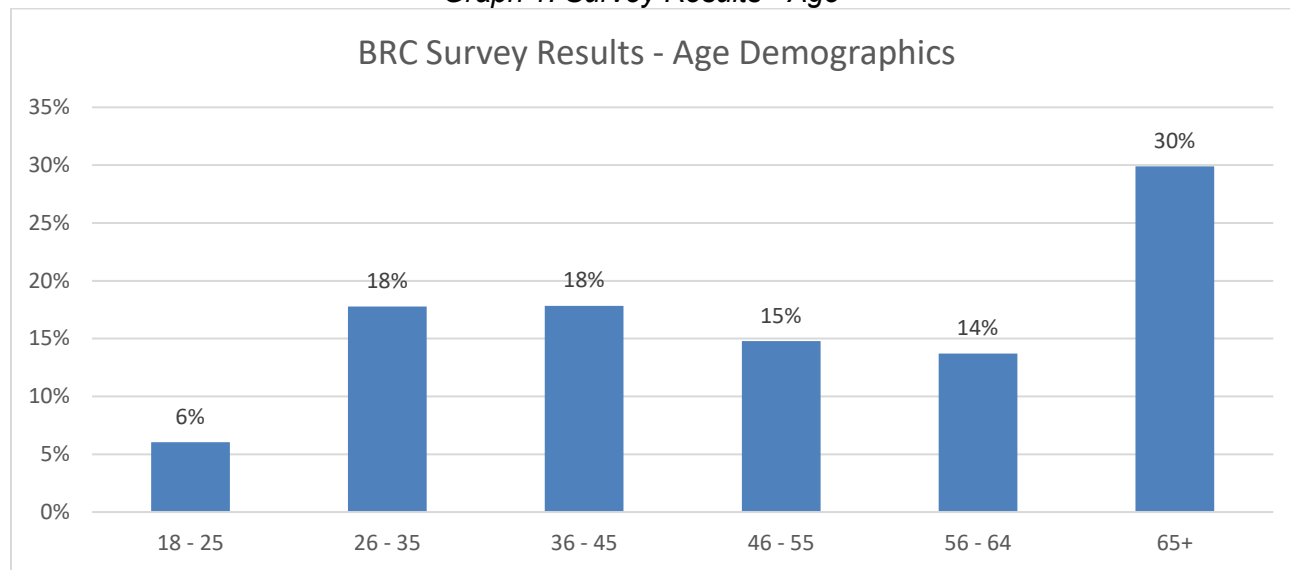
Of the 1,987 survey respondents – 1,840 completed the demographics section of the survey. Demographics questions included age, gender identity, race, and ethnicity identity.

Survey Demographics Data – Age

Of the survey respondents - 65 and over were almost twice as large of a respondent group as any other age range – representing 30% (550 unique individuals) of the responses. 36 – 45 and 26 – 35 were the next two largest age ranges that were represented in the data set at 18% for both

(328, and 327, respectively). 46 – 55 and 56 – 64 represented 272, and 252 unique respondents (15% and 14%, respectively) and 18 – 25 represented the smallest group of 111 respondents (6%).

Graph 1. Survey Results - Age

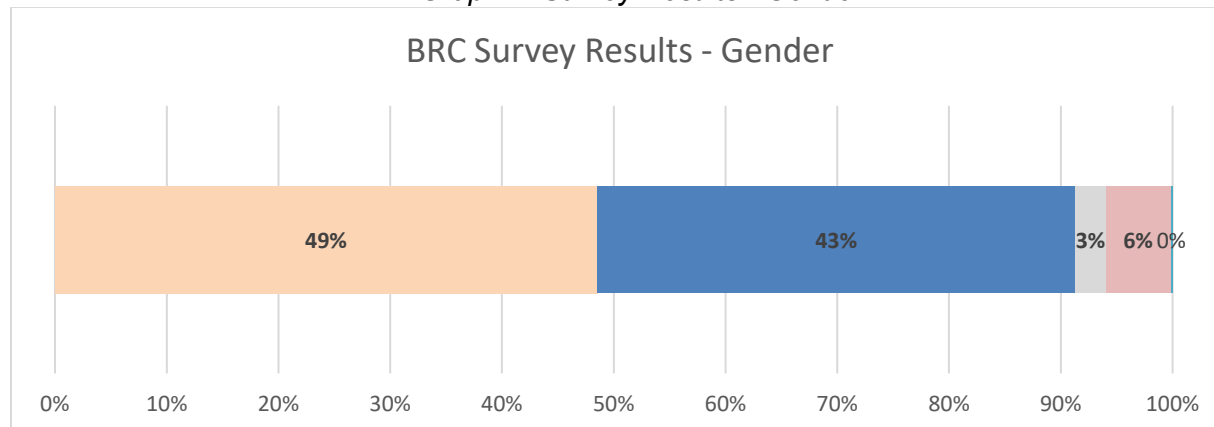


Survey Demographics Data – Gender

Within the 1,840 respondents that surveyed the Demographics 'gender' question – 893 respondents (49%) identified as 'female' whereas 787 (43%) identified as 'male,' 50 (3%) identified as non-binary and 107 (6%) preferred not to answer. Three survey respondents (0%) responded with open text responses with answers not reflective of the question, nor fall into count categories.

Notably, female respondents exceeded the next largest respondent group by over 100 unique responses, evenly distributed across the age group options – not singularly representative in any specific age group (ranging from 48% - 52% of all age group respondents).

Graph 2. Survey Results - Gender



Survey Data – Race and Ethnicity Identity

Pertaining to race and ethnicity the majority of respondents identified as ‘non-Hispanic / white’ (86%) however, on the open text field respondents (8.5%) highlighted mixed / multiple race identities, and Latino/a/x, regional Tribal affiliations, or Mexican American as primary respondent groups.

Pima County Resident and / or Voter

Most survey respondents (1,347 or 73% of the 1,840 that responded) have lived in Pima County more than 10 years, and 92% of the 1,840 unique responses indicated that they are registered voters.

Respondent Familiarity with the Jail

*Question: Where do you get your **information** pertaining to the Pima County Adult Detention Complex?*

Responses were collected from 1,812 unique individuals on how respondents get their information on the jail (1,787 who selected from the available list with an additional 25 who added just an open text comment – resulting 1,812 unique responses).

When asked about how the survey respondents get their information / know about the jail the overwhelming majority of respondents (949 – 53% of unique respondents) cited the **local media**. The second most common selection was associated with **personal social networks** – such as family, friends, or direct work, organizations / associations (606 – 34% of unique respondents), and third was tied between **social media** (431 – 24% of unique respondents) and **Law Enforcement Agencies in Pima County** (426, 24% of unique respondents).

These counts were followed by **work, frequent visits or incarcerated** comprising 378 (21%) of unique responses. The rest of the responses (Pima County Website, Other Websites, ‘I don’t know’, and other all represented fewer than 20% of responses).

Of the ‘Other’ (free text qualifier), 34 respondents answered with a free-text option. Of the 34 total responses 23 (68%) responses were attributed to ‘Personal Social or Work Networks.’ This is reflective specifically familial involvement with the facility, work-related (social work, work-related jail interactions or affiliated work agency – such as courts, attorneys, probation).

Seven respondents specifically detailed that they were current or former employees of the Sheriff’s Department in the facility, and the remaining responses were ‘formally incarcerated, prefer not to answer, or Pima County-related knowledge of the facility e.g., website or the Blue-Ribbon Commission.’

Purpose of the Pima County Adult Detention Complex

*Question: In your opinion, what should be the **primary goal** of the Pima County Adult Detention Center? SELECT ALL THAT APPLY*

Following the knowledge and familiarity of the jail question, the survey sought to solicit public feedback on the perceived purpose of the Pima County Adult Detention Complex (PCADC) with a select all option for the following choices: Punitive, Deterrence, Rehabilitation, Reintegration into the Community, I don't know, and / or an 'OTHER – free text option.'

For this question there were a total of 1,764 unique respondents with 3,762 selections (average 2 selections per person) and 246 open text comments. Respondents ranged from selecting only one option to multiple (up to 4), and some with solely an open text response (142 respondents).

The analysis methodology for this question was to review selection patterns in addition to quantifying the number of counts overall. Overarchingly, across the 3,762 selections, 'Rehabilitation' was the most frequently selected choice (58%) of selection response, followed by 'Reintegration into the Community' (56%) – 27% and 26.5% of the total, respectively, and 'Punitive' and 'Deterrence.'

For those that selected one option 178 (37% of the respondent group) selected that the primary focus of PCADC should be '**Punitive**' followed by 112 (24% of the respondent group) selecting the primary focus should be '**Rehabilitative**.'

For respondents that selected TWO or THREE options from the allowable choices (599, and 348 unique respondents, respectively), the most common permutation of selections for the primary goal of the jail was '**Rehabilitation and Reintegration**'. Respondents that selected three selections, '**Deterrence, Rehabilitation, Reintegration**' were the most common selections as a group. Respondents that selected four or more, selected all options.

Open text comments were directed at a few different goals / priorities for the detention facility – 246 open text comments were themed to determine priorities, 142 (58% of free text comments, 8% of total respondents) of those comments did not complete the selection, and solely completed the free text option.

Overall, the largest themes presented in the open text comment section were **the safe and humane holding** of an individual while awaiting their case / court outcome. The next most prevalent grouping of comments was directed at the concept **that incarceration is inhumane, cruel punishment** and that there should be **divestment from the carceral system**. The third most common open text theme was the facility provides **community safety**. Notably, there were several comments directed at community services, investment in augmenting robust social services, reentry planning, and upstream approaches to incarceration as a means to reduce the cycle of justice involvement, and that jail facilities aren't able to provide the provider-level rehabilitation for some at risk individuals.

Conditions of the Pima County Adult Detention Complex

Question: Based on what you know about the Pima County Adult Detention Center - is its condition adequate for current and future needs? SELECT ALL THAT APPLY

Of the 1,732 unique respondents that answered this question, overwhelmingly, 922 (64%) feel that the facility is NOT adequate for current and future needs. The two most prevalent responses to the select all that apply options were that the facility is '**Unsafe and Unsanitary**' (72% of unique selections, 22% of the total unique respondents) and that the facility is '**Deteriorating and Failing**' (70% of unique selections, 21% of total unique respondents). Respondents, similar to the previous questions selected an average of two selections per respondent.

The open text comment section of this question of adequacy of the facility yielded 254 responses, and had prevalent themes associated with **operational deficiencies, overall inadequacy without any possibility of being made adequate**, and comments highlighting **inadequate services (specifically social, medical, mental health and detoxification services)**. The primary theme from the free-text option was '**Operational Deficiencies.**' This theme was presented in a few different forms, specifically deficiencies in overall operations, operational culture, and lack of management represented 20% of the primary focus of the unique comments. Additionally, if this theme group wasn't stated as a primary comment theme it was alluded to in the secondary or tertiary comment themes.

The next most prevalent comment group was **Jail inadequacy, jail deaths, inadequate critical services** such as medical, mental health and detox services. These comments are reflections of ineffective ability to keep detained individuals safe, rehabilitated, effectively reentered into the community, and engaged (or reengaged) in community resources such as health, behavioral health, housing, or other social services. There are additional comments dedicated to redirecting the investment to other community social, education, housing, health, and human services.

Question: Does the Pima County Adult Detention Center have adequate facilities for the provision of mandated programs and services to incarcerated individuals?

Pertaining to the adequacy of the facilities, and special program and service areas, 53% of respondents stated that the facility is deficient, whereas 30% detailed they were unsure, and 16% stated the facility service areas were adequate.

Question: Which facilities need to be improved or expanded. SELECT ALL THAT APPLY

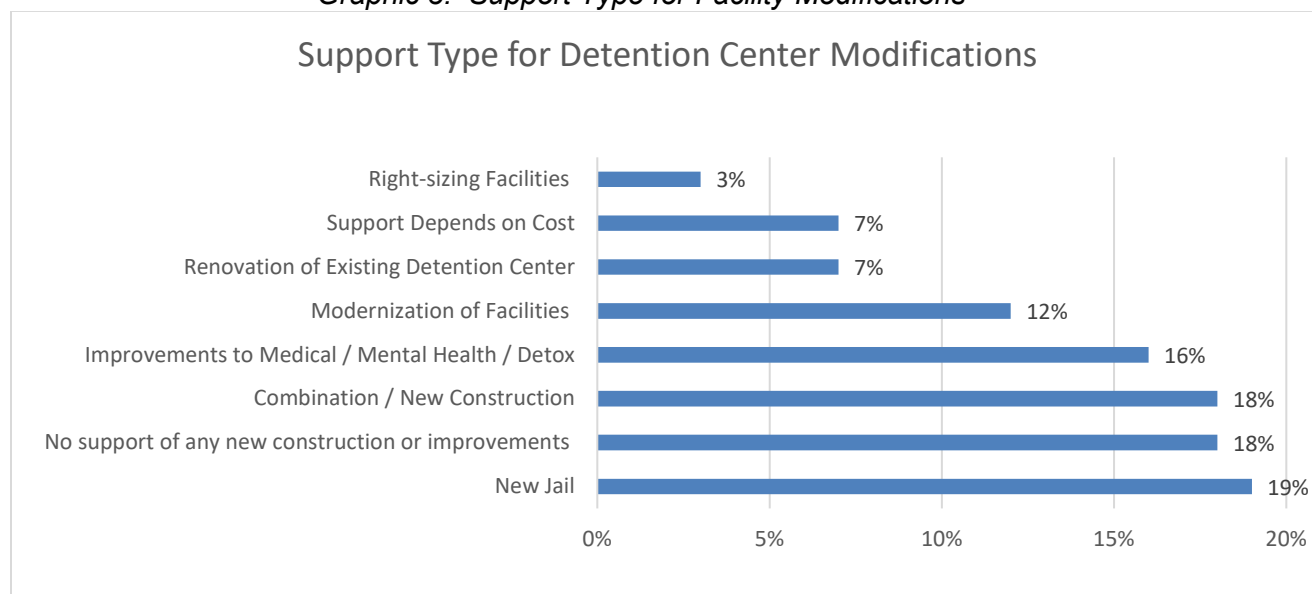
With just over 1,700 unique respondents, and almost 5,200 unique selections, each respondent selected an average of three options per respondent. Aligned with the direction of previous comments and selections throughout the survey, **the mental health unit, detoxification unit and medical unit** were the most prevalent selections. Followed by detainee programmatic areas such as **activity spaces, education and training, meal services**. Finally, the operational areas such as **intake, staff spaces and visitation**. Notably, it should be underscored that 84% of respondents felt the mental health unit was the primary improvement need, with ~73% of responses directed to improvements to detox and medical units.

Directives and Funding

Two questions were directed to the public to understand what sort of facility modification they would or would not support and if approved by the legislative body (the Pima County Board of Supervisors) what type of funding the public might consider.

The majority of respondents indicated that some level of facility adjustment needs to be made to the facility – either brand new jail, renovation of existing facility, combination of both, or specific improvements to housing or service spaces in the center. Of the unique respondents (1,670 that responded to the question of supporting jail construction), 19% support a new jail, 18% do NOT support any new construction, nor improvements, and 56% (sum of categories addressing facility modification) support some level of renovation, modernization, improvements to specific spaces, or a combination of renovation / new construction. followed by 7% who would support depending on cost.

Graphic 3. Support Type for Facility Modifications



While the majority of respondents supported some level of jail modification, 42.5% they will not support any taxation to pay for any facility modification or new facility, whereas 22.5% stated that they would like to see a facility bond election, and 15.9% selected a regional jail excise tax.

Public Comment

The public comment section of the survey allowed survey respondents to add an open text comment for inclusion. Over 950 unique respondents added an open text comment representing feedback directly responsive to the Blue-Ribbon Commissions' proposals, and the current state of the jail facility.

These comments ranged from direct responses to the facility proposals in the Blue-Ribbon Commissions' plan (new facility, modification to existing facility, no support for the facility investment); thoughts and feedback on jail operations, increasing rates of incarceration, and justice process; directed feedback on the operational deficiencies throughout the facility resulting in adequate safety of incarcerated individuals, staff, and assurance of available medical, mental health and detoxification services; broader comments targeted at rededication of any funding to enhancement of community services (specifically social, health, mental health and substance use, housing); and finally, comments directing action in upstream approaches to incarceration, alternatives to incarceration, and how the system can effectively provide supports to individuals at risk of cycling through the justice system.

Facility Proposals

Of the respondents that had a comment directed at the facility recommendation 11% stated a preference for a completely new facility, followed by 13% who responded that any monies in this proposal should be directed toward other community-based investments. Roughly 20% directed a comment to the inadequacy of the space and the need for modifications, renovations, or directed special attention to special populations, and the inadequacy of the medical, mental health and detox units. These comments were coupled with direction to assure a safe, and humane facility that adequately serves the population while incarcerated (clearly citing the deficiencies in the current housing of incarcerated individuals).

Operational and System Deficiencies

A prevalent theme in the open comment section was around the population increases of the detained population. These comments were coupled with a call to investigate the entire justice process from arrest, through case processing, detention, and reentry. These comments directed feedback to call for alternatives to incarceration, reduction on the reliance on incarceration. These comments were either coupled with a proposal for renovation of the facility, or in lieu of any fiscal investment of the facility.

In all primary, secondary, and tertiary themes – operational deficiencies remained prevalent. The reference points for the operational deficiencies were either represented in lack of management and / or oversight, staffing deficiencies and training, and largely operational culture. These themes were often coupled with the treatment of incarcerated individuals, jail deaths and lack of fiscal or managerial oversight of the facility, and its deterioration.

Finally, associated with operational and system deficiencies, one of the most prevalent themes was the inadequacy of the mental health, medical and detoxification units – both programmatically and the lack of facility capacity. There were comments directed toward the inadequacy of training to deal with individuals needing these services, or other chronic medical support. The limitations around these services also alluded to the increased safety risk, increased jail deaths, and oversight of the treatment of individuals incarcerated in the facility.

Comments directed toward the criminal justice system were directed at the rate of incarceration, types of crimes (felony versus misdemeanor), ability to process court cases timely, and policing.

Coupled with this was opportunities to enhance alternatives to incarceration, and lack of effective reentry planning.

Community Services and Resources

There was a prevalent theme around community services – specifically, mental health, substance use services, housing, education, and direct reference to investment in system-level / upstream approaches to community services to prevent the cycle of incarceration and calls for restorative justice. The theming of these comments also direct attention to alternatives to incarceration, a meaningful investment in community support and a divestment from jails.

Overall Findings

Overarchingly, between the selected answers and the opportunity to submit feedback, the public largely supports some level of improvement to the facility, but there are large groups that do NOT support a new facility, nor any improvements to the existing facility. Of those that do not support the investment – a portion feel that the facility should be punitive, and the others feel that the money should be directed to social support.

Comments and survey responses largely aligned with a directed effort to focus on operational and programmatic deficiencies in critical medical, mental health and detoxification capacity – both the facility and service provision. Of those that felt that some level of investment / modification to the facility indicated that any facility modification be coupled with an increased effort to provide a humane, safe, and rehabilitative environment for individuals while they are incarcerated.

Fiscal comments were largely directed abjectly at no / minimal support, and if supporting, to find alternate funding, not just Pima County taxpayers. There were suggestions to find alternate federal funding, propose a sales tax or no funding support at all.

Finally, regardless of the facility decision, the public has been clear that coupled with any facility consideration, that there be a careful planning process to assure that there is adequate planning for at-risk populations, the safety and humane treatment of individuals, and a directed assessment of social services, reentry connection to social services and a broader look at how we look upstream and reduce incarceration.

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