

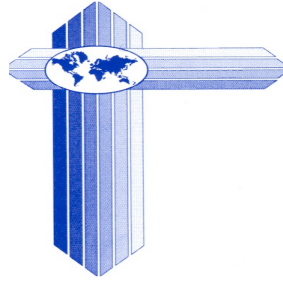
CITY OF SHELBY

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CORRECTIONS AT THE CROSSROADS 5-YEAR ANALYSIS 10-YEAR ANALYSIS CROSSROADS CORRECTIONAL CENTER

The attached document is an analysis and review prepared by the City of Shelby of the previous 5 and 10 year period of a correctional facility operating in our community. The document provides information concerning several areas of concern expressed by the general public when consideration was given on the site selection process of Correction Corporation of America to locate Crossroads Correctional Center in Shelby, Montana.

The 660-bed facility is located within the corporate city limits of Shelby, Toole County, Montana. The analysis identifies several specific areas of interest expressed by a group of 10 residents (5-rural, 5-city) prior to the public hearing process that was conducted as part of the correctional facility site selection process. These specific areas of interest became the topics researched by elected officials as they considered the potential positive and negative impacts of a correctional facility in their community. It is appropriate to routinely look back and review these areas to quantify the impacts of a correctional facility in a rural Montana community.

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Crossroads Correctional Center 10-Year Evaluation

SAFETY

- A. Escapes: As reported by Crossroads Correctional Center, there have been no escapes reported at the facility. There was a related event, as the private prisoner carrier transporting several inmates from the Shelby facility reported an escape attempt while purchasing lunch for the inmates while transporting them to the state prison in Deer Lodge. The incident occurred 180 miles south of Shelby. All inmates were captured. Update: In the 10 year period, no escapes or attempts have been made at Crossroads Correctional Center.
- B. Crime Rates: According to Under-sheriff, Mike Lamey, officers did find their schedules varying to allow for activities associated with Crossroads Correctional Center. As evidenced in the Montana Board of Crime Control Statistics, the Toole County crime rate and crime index has decreased by approximately one-half since the correctional facility has opened. A report of activity will be presented by the Toole County Office of Public Safety in the near future. (Appendix, Section A: Montana Board of Crime Control Statistics; Section J: Toole County Office of Public Safety Report) Update: The Toole County Office of Public Safety has conducted a study of the impact of the Crossroads Correctional Center on the Toole County Department of Public Safety from 2005 to 2008. The study looked at 4 areas of impact. The areas include Civic Process, Criminal Investigation, Detention Issues and Other Impacts. The final conclusion of the study indicated that CCC accounted for approximately 1320 man hours expended by the Toole County Office of Public Safety over the last four years averaging 330 man hours per year. (Appendix, Section J: Toole County Office of Public Safety Report; Section K: Toole County Office of Public Safety Impact Study)
- C. Welfare: Social Services reported no increase in the numbers of individuals on assistance as a direct result of the correctional facility. It was noted that many of those individuals who were receiving assistance were taken off the welfare rolls as they garnered employment with the correctional facility. Update: The number of Families Achieving Independence in Montana (FAIM) has remained relatively the same from 1998 to 2008. Before CCC opened, there were 13 families enrolled in the FAIM program. In 2007, only 11 families were enrolled. Medical Assistance numbers went from 339 in 1998 to 322 in 2007 with some fluctuations in the interim years. Food Stamps have remained fairly constant although the Department of Public Health & Human Services reports large fluctuations from month to month on number of recipients. (Appendix, Section B: Montana Department of Public Health & Human Services Statistics)
- D. Prison Release: CCC officials report no problems with prisoner release situations. Many of the inmates are from areas outside the area and are anxious to leave this area and return to their homes and families. The average length of stay for inmates at Crossroads Correctional Center is 24 months.

Update: The average length of stay for inmates is now 475.48 days (approximately 21 months). CCC officials report that inmates are generally picked up by relatives or friends or taken to the Great Falls bus depot upon release.

- E. Work Release: The correctional facility will not establish an unsupervised work release program. It is anticipated that in 2005 a supervised work program will be enacted to allow inmates to perform work at or on public facilities and roadways in the community. A local opinion survey indicated strong support in the community for this type of program.

Update: A supervised work release program has not been initiated at Crossroads Correctional Center. Inmates do receive training in carpentry, food service training, safety training, chemical training and laundry training.

IMPACTS

- A. Population: Crossroads Correctional Center employs 162 people from all over the Golden Triangle area. Employee rolls show 71 from Shelby, 27 from Cut Bank, 24 from Conrad and smaller numbers from Valier, Sunburst, Choteau, Whitlash, Dodson, Chester, Browning, Helena, Brady, Great Falls, Geysler, Joplin and Kevin.

Update: Crossroads Correctional Center now houses 623 inmates in the 660 bed facility. CCC presently employs 181 people (160 daily staff) from the Golden Triangle area. Employee rolls show 82 from Shelby, 31 from Cut Bank, 14 from Conrad, 12 from Valier, 6 from Browning and smaller numbers from Brady, Chester, Choteau, Great Falls, Havre, Ledger and Sunburst. (Appendix, Section C: Population of Shelby/Toole County)

- B. Schools: Actual numbers are not available for the number of new students in the Shelby school system directly related to parent employment at the Center. Officials at Shelby Elementary School estimate 10 new students are from families whose parents are employed at Crossroads Correctional Center. At the high school, it is believed 5 new students have family members employed at the prison facility.

Update: It is unknown how many students have family employed at CCC. (Appendix, Section D: Shelby School District #14 Enrollment)

- C. Health Care: Crossroads Correctional Center offers basic medical, dental, and optometry services to the inmate population. The facility does have a pharmacy, laboratory, emergency care and preventative medicine services. Skilled nursing care is also available 24 hours a day. Crossroads has averaged \$156,620.00 in physician fees for the last three years. Mark Cross, CEO of Marias Medical Center reported the facility has increased the volume of medical services performed at the Medical Center. He estimated that the prison facility generated an average of \$100,000 to \$150,000 yearly in medical services administered to the prison population. He also noted one full-time physician was originally added to the Marias Medical Center staff in direct relation to the increase in patient load, but at the present time, one full-time physician's assistant and two part-time physicians are covering the caseload for the facility. Mr. Cross further noted that Crossroads Correctional Center has also brought more families to the community positively affecting the volume of medical services performed at the Marias Medical Center and Health Care facility and increased the available workforce in the community.

He further noted that Crossroads Correctional Center has been working in partnership with Marias Medical Center in disaster planning and emergency procedures for the facility. Crossroads Correctional Center has also provided the necessary security measures for inmates visiting the medical center. Mr. Cross noted he has not had any negative feedback from staff and patients in the handling and performing of services in regard to the inmate population.

Update: Crossroads Correctional Center reported \$160,484.00 in physician fees to Marias Health Care Center in the last year. Marias Medical Center averages a gross billing per month of \$11,085 and cash collections on this billing of \$8,961 for the hospital. Marias Health Care provided professional services of physician and doctor coverage. The physical assistant is three-quarter time and the doctor is half time. (Appendix, Sect. E: Crossroads Correctional Center Breakdown)

- D. Economics: Crossroads Correctional Center does try to make as many purchases locally as they are able, but are hindered by the national vendors they are required to use. They report 5% of their supply purchases made from Toole County businesses and 75% from Montana based businesses.

1. Payroll: The annual payroll for CCC employees averages \$3,911,353.00. Yearly figures vary as prison populations fluctuate. Considerable pay increases occurred in 2004. The estimated payroll of \$4,756,038 brings the average salary to approximately \$30,000 per year.

Update: The 2008 payroll figure indicates the payroll at CCC has nearly doubled since 2003 to \$6,341,897.00. As indicated above, a pay increase was instituted in 2004 as well as the prison population increased, increasing the amount of staff necessary to operate the facility. (Appendix, Section E: Crossroads Correctional Center Breakdown)

2. Utilities: Between the years of 2001 and 2003, Crossroads Correctional Center averaged \$228,229.00 in gas and electricity. They spent an average of \$89,962.00 per year in water, sewer and sanitation services from the City of Shelby.

Update: New utility averages for 2005-2008 is \$107,531.00 per year in water, sewer and sanitation services from the City of Shelby. Crossroad Correctional Center averaged \$304,849.00 per year in gas and electricity. (Appendix, Section E: Crossroads Correctional Center Breakdown)

- E. Taxes: The total county taxable value has decreased from the year 2000. Taxable value in Toole County in 2000 was \$14,554,951.00. Presently, the taxable value is \$13,386,073. Boyd Jackson, Toole County Treasurer, sites the decrease in number of working oil companies and their productivity in north Toole County as the reason for the decrease. The prison has had tremendous impact financially to the county in offsetting some of those losses. Crossroads Correctional Center contributed \$444,996.82 for 2004 in taxes for their prison site.

Update: Taxable value has increased over 9% each year since 2004. In addition to Crossroads Correctional Center contributions oil and gas activity has increased in Toole County. Wind generation will soon have a positive impact in the coming years. (Appendix, Section F: Tax Contributions of Crossroads Correctional Center)

- F. Judicial System: Merle Raph, county attorney, feels the prison facility has had

some impact in the judicial system of Toole County, but found it not remarkable considering 500 people were added to the county's population. Instances of bad checks, partner abuse and misconduct were more frequent in Toole County during the first year of prison operation as the employment population was fluctuating. These instances have tapered off as prison employment has stabilized. The district court caseload for domestic relations and criminal cases has remained relatively constant since the correctional facility has opened.

Update: Toole County Attorney, Merle Raph responded to our request for an update with the following comments: "As I wrote in my five year assessment, the prison represents roughly ten percent of the population of Toole County. As such, it is a natural consequence that crime would increase in Toole County, Montana. In the beginning, this office had a large increase in misdemeanors but a mutual understanding now exists that certain misdemeanors are to be handled in the Department of Corrections administrative process while other more serious misdemeanors are referred to the Toole County Sheriff." He goes on to say, "There hasn't been a remarkable increase in felonies, given the increase in population, but the severity of the felonies is worthy of comment. This office tried a death penalty deliberate homicide case to a jury and convicted three inmates of riot for the beating of two correctional officers. Additionally, two inmate rapes were investigated but not prosecuted." Mr. Raph also commented, "The transitional nature of the workforce at the correctional facility has stabilized with only a few criminal incidents involving correctional officers each year. These have been cases of illegal articles such as illicit drugs, tobacco and communication devices being transported into the facility. There have been numerous problems in the notification and investigation of alleged criminal acts but an ongoing dialogue is taking place to address these issues."

Toole County Clerk of Court, Sandra Peers has provided additional information on the District Court cases involving CCC inmates. (Appendix, Section G: Toole County District Court Statistics and Section H: Toole County District Court Statistics Involving CCC Inmates)

- G. Law Enforcement: Again, the Toole County Office of Public Safety is conducting internal research as to the effects Crossroads Correctional Center has had on law enforcement in Toole County. Some information was gathered from recorded City Council minutes.

Update: The Toole County Office of Public Safety has conducted an impact study of Crossroads Correctional Center on the office from 2005-2008. In the study, four areas were highlighted: Civic Process, Criminal Investigations, Detention Issues and Other Impacts. The study is included in Appendix, Section K. (Appendix, Section J: Toole County Office of Public Safety Report; Section K: Toole County Office of Public Safety Impact Study)

- H. Fire Department: The Shelby Volunteer Fire Department does have the required fire suppression capabilities for Crossroads Correctional Center as well as the necessary equipment and manpower. The fire department has spent extra training time related to the facility in fighting potential fires and rescue operations. To date, the fire department has not had to respond to any fire calls from the correctional facility.

Update: The Shelby Volunteer Fire Department does have a new pumper which will have a positive impact if needed at the Correctional Center. Again, no fires have been reported at the correctional facility.

LOCAL LAND VALUES

- A. Property Adjacent to Crossroads Correctional Center: An increase in property values is reported as these properties now have the provision of public utilities including water, sewer, gas and electricity adjacent to their land.
- B. Toole County/City of Shelby Property Values: Between 1998 and 2004, the Toole County mill value went from \$16,630.00 to \$13,386.00. During the same time period, the City of Shelby mill value went from \$2845.00 to \$2937.00. In comparison to other rural Montana communities which are experiencing drastic declines in property values, the values in Toole County appear to have slightly decreased.
Update: The City of Shelby mill value has remained fairly constant in the last reporting period. The County mill value has increased over 9% each year from 2004. (Appendix, Section I: Toole County/City of Shelby Tax Valuations)

APPENDIX

- A. Montana Board of Crime Control Statistics for Toole County
- B. Montana Dept. of Public Health and Human Services for Toole County
- C. Population of Shelby/Toole County
- D. Shelby School District #14 Enrollment
- E. Crossroads Correctional Center Breakdown
- F. Tax Contributions of Crossroads Correctional Center
- G. Toole County District Court Statistics
- H. Toole County District Court Statistics Involving CCC Inmates
- I. Toole County/Shelby Tax Valuations
- J. Toole County Office of Public Safety Report
- K. Toole County Office of Public Safety Impact Study

A.
MONTANA BOARD OF CRIME CONTROL STATISTICS
FOR TOOLE COUNTY

Year	Population	Crime Index	Crime Rate	Homicide	Rape	Robbery	Aggravated Assault	Burglary	Larceny
1998	4823	120	2488	0	2	1	21	23	70
1999	4739	134	2828	0	4	1	21	23	74
2000	4740	76	1603	0	0	0	18	12	40
2001	5280	93	1761	0	0	1	9	14	60
2002	5310	0	0	0	0	0	0	0	0
2003	5149	52	1010	1	2	0	9	5	32
2004	5149	123	2389	0	0	0	19	16	71
2005	5391	92	1706	0	2	0	20	11	49
2006	5142	90	1750	0	3	0	20	12	47
2007	5099	80	1569	0	0	0	18	10	47
2008									

Year	Simple Assault	Domestic Abuse	Arson	Forgery	Fraud	Embezzlement	Stolen Property	Vandalism	Weapon Law Violation
1998	30	18	2	10	5	0	0	69	3
1999	20	8	3	0	4	0	2	53	1
2000	45	19	2	4	4	0	59	53	3
2001	48	14	0	3	5	0	5	61	5
2002	0	0	0	0	0	0	0	0	0
2003	33	17	1	1	0	0	0	42	1
2004	39	22	1	4	1	0	1	41	0

2005	37	19	1	8	1	0	0	49	1
2006	50	30	1	2	6	0	0	47	0
2007	19	31	1	2	3	0	2	34	0
2008									

Year	Prostitution	Sex Offender	Drug Offender	Gambling Offender	Family Offense	DUI	Liquor Law Viol.	Disorderly Conduct	Other
1998	0	6	158	0	2	44	48	24	4
1999	0	6	112	0	4	31	113	18	155
2000	0	3	96	0	2	27	85	18	78
2001	0	10	0	0	0	24	72	31	45
2002	0	0	0	0	0	0	0	0	0
2003	0	2	128	0	0	0	0	0	0
2004	0	2	100	0	0	0	0	0	0
2005	0	4	97	0	6	11	27	10	16
2006	0	1	89	0	9	10	18	25	28
2007	0	3	51	0	2	17	15	23	37
2008									

Year	Curfew	Runaway	Motor Vehicle. Theft
1998	4	6	3
1999	6	7	11
2000	20	15	6
2001	15	11	9
2002	0	0	0
2003	0	0	3

200 4	0	0	7
200 5	2	1	10
200 6	0	3	8
200 7	0	0	5
200 8			

Information gathered from Montana Board of Crime Control.

Descriptions:

- Population: United States Census Bureau estimated population provided by the United States Department of Justice.
- Crime Index: Total of the seven most serious crimes used to measure the crime rate. The seven crimes are: homicide, rape, robbery, aggravated assault, burglary, larceny, and motor vehicle theft.
- Crime Rate: The rate of the seven index crimes per 100,000 people.
- Homicide: Crimes against persons.
- Rape: The carnal knowledge of a person, forcibly and /or against that person's will; or not forcibly or against the person's will where the victim is incapable of giving consent because of his/her temporary or permanent mental or physical incapacity.
- Robbery: The taking, or attempting to take, anything of value under confrontational circumstances from the control, custody, or care of another person by force or threat of force or violence and/or by putting the victim in fear of immediate harm.
- Aggravated Assault: Crime against persons.
- Burglary/Breaking and Entering: The unlawful entry into an occupied building or other structure with the intent to commit an offense.
- Larceny/Theft Offenses: The unlawful taking, carrying, leading, or riding away of property from the possession, or constructive possession, of another person.
- Simple Assault: An unlawful physical attack by one person upon another where neither the offender displays a weapon, nor the victim suffers obvious severe or aggravated bodily injury involving apparent broken bones, loss of teeth, possible internal injury, severe laceration or loss of consciousness. (Not included in Domestic Abuse figures)
- Domestic Abuse: Where a person (a) knowingly or purposely causes bodily injury to a family member, household member or partner, or (b) purposely or knowingly causes reasonable apprehension of bodily injury to a family member, household member or partner.
- Arson: To unlawfully and intentionally damage, or attempt to damage, any real or personal property by fire or incendiary device.
- Forgery/Counterfeiting: The altering, copying or imitation of something, without authority or right, with the intent to deceive or defraud by passing the copy or thing altered or imitated as that which is original or genuine; or the selling, buying, or possession of an altered, copied, or imitated thing with the intent to deceive or defraud.
- Fraud Offenses: The intentional perversion of the truth for the purpose of inducing another person, or other entity, in reliance upon it to part with some thing of value or to surrender a legal right.
- Embezzlement: The unlawful misappropriation by an offender to his/her own use or purpose of money, property, or some other thing of value entrusted to his/her care, custody, or control.
- Stolen Property: Receiving, buying, selling, possessing, concealing, or transporting any property with the knowledge that it has been unlawfully taken, as by Burglary, Embezzlement, Fraud, Larceny, Robbery, etc.
- Vandalism of Property/Criminal Mischief: (Except Arson)

- **Weapon Law Violations:** The violation of laws or ordinances prohibiting the manufacture, sale, purchase, transportation, possession, concealment, or use of firearms, cutting instruments, explosives, incendiary devices, or other deadly weapons.
- **Prostitution:** To unlawfully engage in or promote sexual activities for profit.
- **Sex Offenses:** Any sexual act directed against another person, forcibly and/or against that person's will; or not forcibly or against the person's will where the victim is incapable of giving consent.
- **Drug/Narcotic Offenses:** The violation of laws prohibiting the production, distribution, and/or use of certain controlled substances and the equipment or devices utilized in their preparation and/or use.
- **Gambling Offenses:** To unlawfully bet or wager money or something else of value; assist, promote, or operate a game of chance for money or some other stake; possess or transmit wagering information; manufacture, sell, purchase, possess, or transport gambling equipment, devices or goods; or tamper with the outcome of a sporting event or contest to gain a gambling advantage.
- **Family Offenses:** Unlawful, nonviolent acts by a family member (or legal guardian) which threaten the physical, mental or economic well being or morals of another family member, and which are not classifiable as other types of offenses, such as Assault, Incest, etc. This offense includes "Abandonment"; "Desertion"; "Neglect"; "Nonsupport"; and "Nonviolent Cruelty" to other family members. It also includes the nonpayment of court ordered alimony, as long as it is not considered to be "Contempt of Court" within the reporting jurisdiction.
- **Driving Under the Influence (DUI):** Driving or operating a motor vehicle or common carrier while mentally or physically impaired as the result of consuming an alcoholic beverage or using a drug or narcotic.
- **Liquor Law Violations:** The violation of laws or ordinances prohibiting the manufacture, sale, purchase, transportation, possession, or use of alcoholic beverages; or providing.
- **Disorderly Conduct:** Any behavior that tends to disturb the public peace or decorum, scandalize the community, or shock the public sense of morality.
- **Other:** All crimes which do not fall under the other 25 crime categories in this report.
- **Curfew/Loitering/Ungovernable:** The violation of a court order, regulation, ordinance, or law requiring the withdrawal of persons from the streets or other specified areas; prohibiting persons from remaining in an area or place in an idle or aimless manner; or prohibiting persons from going from place to place without visible means of support.
- **Runaway:** A person under 18 years of age who has left home without the permission of his/her parent(s) or legal guardian.
- **Motor Vehicle Theft:** The theft of a motor vehicle. Includes: automobiles, buses, recreational vehicles, trucks and other motor vehicles. Also includes the unauthorized use of a motor vehicle.

B.

MONTANA DEPT. OF PUBLIC HEALTH

AND HUMAN SERVICES FOR TOOLE COUNTY

Year	*FAIM	Medical Assistance	Food Stamps
	Average Monthly Cases	Average Monthly Medicaid	Average Number of Recipients Monthly
1998	13	339	285
1999	14	293	267
2000	16	316	236
2001	16	294	233
2002	15	269	216
2003	17	267	210
2004	7	339	289
2005	18	333	291
2006	13	283	299
2007	11	322	279

Information gathered from Montana Dept. of Public Health & Human Services.

*FAIM – Families Achieving Independence in Montana

C.
POPULATION OF SHELBY/TOOLE COUNTY

Year	Population of Shelby	Toole County Population
1998	2,647	4,823
1999	2,596	4,739
2000	3235	4,740
2001	3315	5,280
2002	3304	5,310
2003	*3306	** 5,149
2004	3365	5164
2005	3420	5298
2006	3419	5183
2007	3417	5144

Information
provided by U.S. Census Bureau.

* 24.89%
increase from 1998
** 6.75%
increase from 1998

D.
Shelby School District
#14
Enrollment

Year	Enrollment
1999	721
2000	686
2001	649
2002	632
2003	602
2004	621
2005	598
2006	573
2007	557
2008	551

Information gathered from Montana Office of Public Instruction.

Description of Service	Year			
	2001	2002	2003	Average
Salaries & Benefits	\$3,855,472	\$4,189,253	\$3,689,335	\$3,911,353
Property Taxes	\$ 417,051	\$ 521,873	\$ 491,387	\$ 476,770
Water, Sewer & Sanitation	\$ 88,381	\$ 89,738	\$ 91,767	\$ 89,962
Gas & Electric	\$ 217,654	\$ 238,331	\$ 228,702	\$ 228,229
Physician Services	\$ 236,278	\$ 143,774	\$ 89,810	\$ 156,620
Totals	\$4,814,836	\$5,182,969	\$4,591,019	\$4,862,934

E.

Description of Services	Year					
	2004	2005	2006	2007	Estimated 2008	Average
Salaries & Benefits	\$4,890,455	\$5,314,858	\$5,637,173	\$6,131,338	\$6,341,897	\$5,863,144
Property Taxes	\$446,031	\$451,565	\$458,913	\$484,166	\$494,771	\$467,089
Water, Sewer & Sanitation	\$104,619	\$96,970	\$97,030	\$112,615	\$112,916	\$104,830
Gas & Electric	\$272,838	\$245,142	\$314,851	\$329,499	\$361,914	\$304,849
Physician Services	\$106,327	\$121,009	\$104,947	\$120,667	\$160,484	\$122,687
Totals	\$5,820,270	\$6,229,544	\$6,612,914	\$7,178,335	\$7,471,982	\$6,662,609

CROSSROADS CORRECTIONAL CENTER
BREAKDOWN

Information provided by Crossroads Correctional Center – November, 2004.

F.
TAX CONTRIBUTIONS
OF
CROSSROADS CORRECTIONAL CENTER

Year	Amount
1998	N/A
1999	\$ 74,168.31
2000	\$ 440,753.37
2001	\$ 421,382.55
2002	\$ 515,675.31
2003	\$ 485,022.37
2004	\$ 444,996.82
2005	\$ 440,326.45
2006	\$ 450,076.82
2007	\$ 478,332.11
TOTAL	\$3,750,733.90

Information provided by Toole County Treasure Office – Dec. 28, 2004 and October 7, 2008.

G.
TOOLE COUNTY DISTRICT COURT STATISTICS

Year	Domestic Relations	Civil Cases	Criminal Cases	Commitments	Total Cases
1998	22	36	59		117
1999	22	39	44		105
2000	29	63	39		131
2001	18	72	47		137
2002	27	38	68		133
2003	11	43	39		93
2004	21	67	54		142
2005	31	95	55	3	184
2006	25	107	38	3	173
2007	29	119	38	6	192
2008	24	70	21	4	119

Information provided by Toole County Clerk of Court Office – Dec. 28, 2004
and October 2, 2008.

H.

Year	Total Cases	Type of Case
2000	4	Drugs*
2001	1	Felony assault
2002	-	
2003	1	Homicide
2004	2**	Rape/ Felony Assault

**Toole County District Court Statistics
Involving CCC Inmates**

Information provided by Toole County Clerk of Court/Toole County Attorney Office – January 17, 2005.

- * (1) Drugs/guard
- (1) Drugs/prisoner
- (1) Drugs/conspiracy
- (1) Drugs/visitor

* * The felony assault case occurred in 2004, but will be tried in 2005.

Year	Domestic Relations	Criminal	Civil	Total Cases
2005	2	0	14	16
2006	1	5(Assault w/weapon, riot, assault)	5	11
2007	0	0	3	3
2008	1	0	6	7

Information provided by Toole county Clerk of Court – October 2, 2008.

I.
TOOLE COUNTY/CITY OF SHELBY
TAX VALUATIONS

Year	Toole County Mill Value	City of Shelby Mill Value	Shelby Taxable Valuation
1998-1999	16,630.33	2,861.76	2,861,756
1999-2000	16,010.33	2,761.08	2,761,084
2000-2001	14,554.95	3,218.42	3,218,421
2001-2002	13,876.06	3,171.35	3,171,349
2002-2003	13,897.32	3,152.84	3,152,847
2003-2004	13,441.64	2,973.07	2,937,073
2004-2005	13,386.97	2,937.19	2,937,189
2005-2006	13,412.95	2,896.02	2,896,022
2006-	14,237.73	2,882.13	2,882,128

2007			
2007-2008	14,748.59	2,928.55	2,928,554
2008-2009	14,988.59	2,877.48	2,877,479

Information gathered from Toole County Revenue Budget and Taxable Valuation/Mill Levy History and Analysis.

J.
Toole County Office of Public Safety
Correctional Center Report

Crossroads Correctional Center Related Hours Monthly

Year	Jan.	Feb.	March	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Total
1999													
2000								8					8
2001				60		7	9.5	7	14	6			103.5
2002	2	13	4	2.5	16		23	6	10	0	8		84.5
2003													No report
2004													No report
2005											5	6	11 21
2006	0	6	0	8	12	6	1	0	0	0	8	6	47
2007	4	3	2	4	0	2	8	6	8	0	6	0	43
2008	4	1	9	2	0	3	7						

Information gathered from Shelby City Council Minutes.
Open spaces indicate no report was given to the council during that reporting period.

Toole County Department of Public Safety Report

The Toole County Department of Public Safety has conducted a study of the impact of the *Crossroads Correctional Center* operated by *Corrections Corporation of America* on the Toole County Department of Public Safety from 2005 to 2008. In this study we looked at 4 area of impact that CCA has had on our agency over the past 4 years. We broke those areas of impact down into Civil Process, Criminal Investigation, Detention Issues, and Other areas of Impact. (see attached appendixes for further explanations)

The final conclusion of this study indicated that CCA accounted for the very conservative estimate that over the past 4 years the TCDPS expended **1320 man hours** with issues directly relating to CCA being located in Toole County.

Overview

(Prepared from Toole County Department of Public Safety Report)

Civil Process (2005-October 2008)

Civil Process	Total Hours	Average Hours Per Year
Clerical Impact	53.5	14.27

Actual Service	82	21.87
Total	135.5	36.14 hours per year

Criminal Investigations (2005-October 2008)

Criminal Investigations	Total Man Hours	Average Hours Per Year
Criminal Investigations	472	125.87 hours per year

Detention Issues (2006-October 2008)

Detention Issues	Total Man Hours	Average Hours Per Year
# Transported	90	44.72
In-state Warrant	7	2.55
Out-of-state Warrant	2	.72
Local Criminal Holds	6	2.18
Total	105	50.17 hours per year

Other Impacts (2006- October 2008)

Other Impacts	Total Man Hours	Average Hours Per Year
EMS Dispatch Incidents	38	13.81
Other responses	21	7.64
Traffic Man Hours	66	24
Administrative Man Hours	66	24
Total	191	69.45 hours per year

Civil Process

The Toole County Department of Public Safety is the agency tasked with serving all civil process relating to inmates and staff at CCA. This includes wage garnishments on staff, orders of protection, and criminal court summons on inmates, as well as civil court action such as child custody and marriage dissolution on inmates. Many of these papers come from out of county or state and do not directly come through the local court system. Impact on our office can be broken down to 2 separate categories:

Clerical Impact:

When a paper is received by our office it is imputed into our computer system, assigned a file, and issued to an officer for service. This is all done by the department civil clerk. When the service is made by the officer, the clerk then issues the appropriate “return of service” or manages any funds or property returned depending on the type of service conducted. The amount of clerical time required per civil paper is approximately 30 minutes per paper.

Year	<u>Total CCC Civil Papers</u>	<u>Clerical Hours</u>
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*2005	30	15
2006	28	14
2007	23	11.5
**2008	26	13

Actual Service:

Due to the high level of security at CCA any time that an officer attempts to make service at the prison a considerable amount of time is required just passing through security. A normal civil process service at the prison takes about 1 hour. The number of papers served usually makes little difference in time required as travel to and from and security screening is the main time considerations. In an attempt to save time, papers are now held (if time permits) and service is only made when multiple papers can be served at one time. (This was not done prior to 2007)

<u>Year</u>	<u>Total CCC Civil Papers</u>	<u>Service Attempts</u>	<u>Total Hours</u>
*2005	30	30	30
2006	28	28	28
2007	23	10	10
**2008	26	14	14

Conclusion:

Civil process impacting the Toole County Department of Public Safety involving CCA has averaged **34 man hours per year** over the past 4 year period

<u>Year</u>	<u>Clerical Hours</u>	<u>Service Hours</u>	<u>Total Hours</u>
*2005	15	30	45
2006	14	28	42
2007	11.5	10	21.5
**2008	13	14	27

* CFS instituted 10-5-05-data estimate prior to that date

** As of 10-1-08

Criminal Investigations

The Toole County Department of Public Safety investigates all felony criminal occurrences and allegations that happen at CCA. However the nature of the case dictates the amount of time required for the investigation. Tracking this has been difficult due to the nature of criminal investigative procedure itself. Prior to this report we attempted to report actual time spent at CCA collecting evidence, conducting interviews, and direct coordination with CCA staff. This does not however provide an accurate picture of the time that goes into a criminal investigation. The criminal investigation does not stop after the initial response to the incident. It continues and encompasses such things as report writing, evidence submission and management, follow-up interviews, research, witness and trial preparation, and other case specific requirements. The majority of cases investigated at CCA involve sexual assaults on inmates by other inmates, sexual assaults involving staff, drug smuggling, or violent assaults on inmates or staff. The simplest case investigated will take a **minimum of 8 man hours** from beginning to end. A more complicated case with numerous offenders such as the January 2006 riot that resulting in the stabbing of 2 inmates, and the felony assaulting of 3 correctional officers, or the May 2008 alleged sexual assault of an inmate by a correctional officer take considerably more time and effort. In the riot case a minimum of **250 man hours** were spent conducting interviews,

processing and submitting evidence, preparing for trial, and doing case specific follow-up investigation. The sexual assault case consumed at least **20 man hours** due to inmates being moved to other state facilities prior to notification of the offense. This necessitated additional travel time and investigative time spent.

	<u>Criminal Investigations</u>	<u>Minimum Man Hours</u>
2005	19	152
2006	18	144
2007	12	96
*2008	10	80

Conclusion:

In the past 4 year the Toole County Department of Public Safety can conservatively state that they have consumed at least **750 man hours** investigating criminal cases at CCA.

* As of 10-1-08

Detention Issues

Impact on the *Toole County Detention Center* can be broken down into three categories:

Shuttle Transport Holds:

Due to the location of CCA the *State of Montana Prisoner Transport System* makes numerous trips to Shelby shuttling inmates from one state facility to another. This has facilitated the Toole County Jail being used as a Pick-up/Drop-off point for inmates from other agencies to easily accommodate this transport. Agencies all along the High Line now drop there inmates off at our facility to be picked up by the *Inmate Transport Shuttle*. These are short term holds that are not processed into our facility and are done as a courtesy for other agencies. An example would be *Blaine County* has an inmate ready to go to *Montana State Prison*. This inmate is dropped off at Toole County at 8AM and is held in the booking room cage until the shuttle van arrives at 11AM for the pick up. During this 3 hour time frame Toole County Jail Staff monitored and cared for the inmate and coordinate with the transportation shuttle and staff. At present we are averaging 2-3 inmate drop offs per month for an average of **6 to 9 man hours a month** on inmate transport holds.

Other Agency Warrants:

Inmates being released after serving their sentences at CCA that have outstanding warrants from other agencies are arrested by our officers. The warrants are served and the inmates are incarcerated and then extradited to the various agencies that issued the warrants. In-state misdemeanor warrants take approximately **1 hour** for an officer to respond to the prison, arrest, serve the warrant and transport the prisoner to the Toole County Jail. The inmate is processed into the facility taking approximately **1 hour**. The inmate is then held in jail until the agency that holds the warrant arrived to take custody of the inmate. This usually lasts less than 72 hours as we bill the agency at \$50.00 per day for holding the inmate. The arresting officer then has an additional **1hour** of paperwork compiling all case related documents, writing his offense report and managing his case file.

Out-of-state felony warrants work much the same with some marked differences. In this case the inmate may be held as long as 90 days and we are unable to bill the originating agency for holding costs. This is due to the *Interstate Inmate Extradition Compact* that the State of Montana is party to. All costs including inmate medical then fall back on Toole County. At minimum an out of state warrant arrest requires at least **5 additional man hours**.

Local Criminal Holds:

These are inmates that commit offenses while incarcerated at CCA and then discharge there sentence with the State of Montana and then revert to local custody. This is also a very difficult issue to quantify the impact. Any inmate held in our facility costs us an average of \$50.00 per day to hold. It also places certain burdens on our facility and staff. As the majority of inmates held in Toole County Detention center are inmates on misdemeanor charges it is very difficult for us to mix these more serious felony (often predatory) inmates with local misdemeanor offender. This has necessitated our agency having to house these inmates in higher security facilities at local tax payer expense. We have been successful on occasion in trading inmates with other facilities to make this much more affordable. As these hold can last for many months while the case works its way through court we have had to be creative in our response to these issues. An example of this would be the January 2006 riot at CCA that involved 5 inmates being criminally charged, and then all 5 of then being released to our custody during the next year. 2 of the inmates were held in our facility and 3 were housed in Cascade, Hill, and Pondera County Jails for long periods of time. The two inmates held locally were held for a combined 140 days and necessitated **hundreds of man hours** each for court transport, processing and care. The 3 inmates held in other facilities required long distance transport and high security for court appearances as they were considered a very high security threat.

<u>Year</u>	<u>#Transport</u>	<u>In state warrant</u>	<u>Out of state warrants</u>	<u>Local Criminal Holds</u>
*2005	no data	no data	no data	no data
2006	30	1	1	5
2007	30	2	0	0
**2008	30	4	1	1

* CFS instituted 10-5-05-no data available

** As of 10-1-08

Approximation as no records are maintained

Conclusion:

Inmate Detention issues have resulted in the use of at least **250 man hours** over the past 4 years. Inmate detention costs at a minimum of **\$7000.00** have occurred.

Other Impacts

There are many other issues that impact the Toole County Department of Public Safety in regards to CCA being located in Toole County. In general we will break them down into the following categories.

Administration:

The administration of the TCDPS meets with and coordinates with the administration of CCA on a fairly regular basis. Sheriff Mattoon sits on the Prison Advisory Board. We have been involved in joint emergency table top exercises, as well as joint mock incidents. We have worked to provide mutual support and a favorable working environment between the two entities. A significant amount of time and energy has been expended trying to determine the extent that CCA has impacted our agency. This administrative action is conservatively estimated at a **minimum of 2 hours** per month.

Traffic Issues:

Periodically deputies conduct traffic patrols on the prison access roads and roads around the prison. We also receive citizen complaints regarding erratic driving by prison staff and visitors in the area of the prison. This necessitates the re-direction of our traffic patrols to cover this isolated

area, often at high traffic times where we would normally be in other areas (school zones) due to CCA shift change schedule. Traffic accidents have occurred that require our response and investigation. We safely estimate that we have spent an average of **2 man hours per month** involved with traffic issues involving CCA in the past four years.

CCA Staff:

CCA employs approximately 200 employees. Many of these individuals live in this county and have come to Toole County only due to the employment at this facility. These employees have families and have increased the population of Toole County. As with any increase in population however that does have an impact on our agency. Their children are involved in the same incidents that any children are involved in. They are arrested for curfew violation, minor in possession of alcohol, and other such status offenses. The parents (employee's and spouses) are involved in the same type of interaction with local law enforcement that other citizens are. They are involved in minor traffic accidents, domestic disturbances, mental health issues, child custody issues, and are also the victims of crimes. It should be pointed out that these citizens do not appear to have a higher or lower instance of interaction with law enforcement than the general population. It does not seem possible to quantify the direct impact these citizens have on our agency without considerable effort, but this impact should be noted.

Miscellaneous Impact:

The Toole County Dispatch Center provides emergency dispatch services for fire and medical emergencies at CCA. Deputies respond to any variety of complaints in the area from reported hunters shooting near the prison, to suspicious persons or vehicles sighted near, but off prison grounds. Once again it is not possible to quantify these issues but they should be noted as they do cause an impact on our agency.

	<u>EMS DISPATCH INCIDENTS</u>	<u>OTHER RESPONSE</u>	<u>Traffic Man Hours</u>	<u>Administrative Man Hours</u>
*2005	no data	no data	24	24
2006	17	5	24	24
2007	13	7	24	24
**2008	8	9	18	18

NOTE: EMS and OTHER RESPONSE is not shown in estimated man hours.

* No data / prior to CFS format

** As of 10-1-08

Conclusion:

CCA has impacted the Toole County Department of Public Safety a very conservative estimate of **200 man hours** in these areas of study over the past 4 years.