

# Chronic Minor Offenders In the Pinellas Jail

An Examination of the  
Adult Jail Population

April 2009



# 9 patients made nearly 2,700 ER visits in Texas

**AP** Associated Press



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AUSTIN, Texas – Just nine people accounted for nearly 2,700 of the emergency room visits in the Austin area during the past six years at a cost of \$3 million to taxpayers and others, according to a report. The patients went to hospital emergency rooms 2,678 times from 2003 through 2008, said the report from the nonprofit Integrated Care Collaboration, a group of health care providers who care for low-income and uninsured patients.

"What we're really trying to do is find out who's using our emergency rooms ... and find solutions," said Ann Kitchen, executive director of the group, which presented the report last week to the Travis County Healthcare District board.

The average emergency room visit costs \$1,000. Hospitals and taxpayers paid the bill through government programs such as Medicare and Medicaid, Kitchen said.

Eight of the nine patients have drug abuse problems, seven were diagnosed with mental health issues and three were homeless. Five are women whose average age is 40, and four are men whose average age is 50, the report said, the Austin American-Statesman reported Wednesday.

"It's a pretty significant issue," said Dr. Christopher Ziebell, chief of the emergency department at University Medical Center at Brackenridge, which has the busiest ERs in the area.

Solutions include referring some frequent users to mental health programs or primary care doctors for future care, Ziebell said.

"They have a variety of complaints," he said. With mental illness, "a lot of anxiety manifests as chest pain."

# **Chronic Minor Offenders in the Pinellas Jail**

- Chronic minor offenders are an ongoing issue with extensive costs**
- While programs are in place to alleviate, and are heavily used, analysis shows that this issue continues to be a major impact and cost to Pinellas Justice System**
- The chronic minor offenders are surely represented across other systems including Health and Human Services, Substance Abuse, Mental Health, EMS, and Hospitals costing millions of dollars while not receiving the continuum of care needed to stabilize or at least minimize impacts.**

## **Reviews Conducted Since August 2007**

- **Data Collaborative jail population analysis for cross system interactions, A Better Understanding of the Jail Population, in August 2007**
- **JCS review of transient records leading to in-depth review of 17 chronic minor offenders. A summary memo on 7 of these individuals was completed in August 2007**
- **JCS update to the reviews of 17 chronic minor offenders in April 2008 (51 new arrests since August 2007)**
- **JCS initial review of Pinellas Hope client interaction with the jail in April 2008**
- **JCS expanded review of 6387 transient records spanning November 2005 through April 2008**
- **JCS initial review of 4753 local ordinance violation records in June 2008**
- **JCS review of shelter/homeless addresses in 2007 and 2008**
- **JCS Point in Time review for January 25, 2009**

# Homeless Review August 2007

- Initial review of Jail data(JMS) from 2005 through August 2007 displayed specific trends in chronic minor offender bookings and identified 17 key individuals for initial review based on patterns
- Seven (7) of these reviews were selected for summary and accounted for approximately 90 separate arrests and close to 880 jail days during the 22 month period.
- At an estimated cost of \$92 per day to be housed at the jail, these 7 individuals would cost almost \$80,960 in jail costs alone (not including obvious medical costs)
- Most of the arrests listed were open container, trespass, panhandling, and failure to appear.

# Updated Homeless Review April 2008

Following up on the earlier review of 17 individuals, records were updated and approximately **51** new arrests had occurred from August 2007 through April 2008 for the group.

The seven initially used for the review memo, demonstrated an additional 30 arrests for six of the seven individuals from August 2007 through April 2008.

[One individual, an apparent homeless veteran, has had 11 arrests since August 2007 and 26 total since November 2005.]

# **Updated Homeless Review April 2008**

**Since August 2007, arrests for the seven were for one of the following: panhandling, trespass, open container, FTA open container or trespass, public urination, etc with only one having a resisting without violence.**

**These arrests accounted for an additional 195 days in jail.**

**At a highly conservative cost of \$92 per day which does not account for medical needs, these arrests total over \$17,940 in additional costs.**

**Total cost for the seven individuals from November 2005 through April 2008 is approximately \$99,000 at \$92 per day**

Smith, Carl J  
2/13/1956  
Spin: 1379479

|                    |       |
|--------------------|-------|
| Alcohol in park    | 10    |
| Disorderly intoxic | 7     |
| Drink 500 ft       | 8     |
| muni ord           | 1     |
| open container     | 57    |
| panhandle          | 10    |
| RAWDV              | 2     |
| resist w/out viol  | 2     |
| resist merchant    | 1     |
| retail theft       | 1     |
| trespass           | 9     |
| FTA                | 5     |
|                    | <hr/> |
|                    | 113   |



2000-2006  
Approximately 1500 Days  
@ \$92, approximately \$138,000

**Carl Smith passed away at age 50 on December 12, 2006 in St. Petersburg. In one of his final arrests, his address was listed as We Help, St Pete; a Clinic, food pantry, housing assistance organization. Time from last arrest to death was approximately 5 months. In the 8 month period from November 2005 to last arrest in June 2006, Mr. Smith was arrested 15 times for 155 days in jail at an approximate cost of \$14,260 at \$92 per day. Further followup review shows over 100 arrests from 2000 through 2006 with a total of at least 113 charges:**



# **JMS Data Analysis**

- **Analysis of JMS data from 2005 through April 2008 shows 6387 Records with address listed as “transient”.**
- **Accounts for approximately 3789 unique individuals within the 6387 records.[Due to spelling and DOB variations, records required extensive manual review and intervention to perform the analysis and calculate arrests]**
- **While not always an accurate indicator, manual analysis was done of these records to determine trends and patterns in the data set.**
- **This data does not account for an address of a homeless shelter, friend or relative provided at booking or instances of refusing to provide an address.**

# JMS Data Analysis (Continued)

| Year of Arrest | Records |
|----------------|---------|
| 2005           | 309     |
| 2006           | 2351    |
| 2007           | 2819    |
| 2008           | 908     |
| Grand Total    | 6387    |

| Race        | F   | M    | Grand Total |
|-------------|-----|------|-------------|
| A           | 1   | 10   | 11          |
| B           | 149 | 1018 | 1167        |
| H           | 26  | 225  | 251         |
| I           | 1   | 6    | 7           |
| U           |     | 4    | 4           |
| W           | 692 | 4255 | 4947        |
| Grand Total | 869 | 5518 | 6387        |

# JMS Data Analysis (Continued)

| Age At Arrest |      |
|---------------|------|
|               |      |
| Less than 20  | 125  |
| 20-29         | 799  |
| 30-39         | 1191 |
| 40-49         | 2506 |
| 50-59         | 1375 |
| 60-69         | 362  |
| 70 and above  | 29   |
|               | 6387 |

|                       |         |
|-----------------------|---------|
| Min at time of Arrest | 18 (60) |
| Max at time of arrest | 76 (1)  |
| Average age at Arrest | 43      |

# JMS Data Analysis (Continued)

Of the roughly 3789, approximately 448 individuals had 3 or more arrests during the 2005 through April 2008 period where address was listed as transient. [52 with over 10 arrests listing Transient; 10 with over 20 arrests]

Most of these same individuals had a large volume of additional arrests with other listings in the address field and going back far prior to the 2005 data range.[a few of these individuals are highlighted later]

These arrests were almost entirely for transient related offenses such as open container, drinking within 500 ft, trespass, panhandling, disorderly intoxication, etc.

**Note: 1 and 2 arrest examples were not focused on as chronic, however minor review did show some indication of transient type offenses**

# **JMS Data Analysis** (Continued)

- Of the 448 chronic users with 3 or more transient arrests, 65 were reviewed in depth to determine offense type trends and broader arrest patterns.
- 62 of the 65 had primarily the transient type offenses mentioned previously for their histories.
- Most had histories that spanned a far longer period of time than covered by the data set used in the analysis and some appeared to be newly chronic offenders
- For example:
  - \*1981 – 2008 with over 200 cases for mostly transient type off.
  - \*1986 – 2008 with over 114 cases for mostly transient type off.
  - \*1999 – 2008 with 66 cases, 60 for transient type off.

# JMS Data Analysis (Continued)

## Severely chronic example:

- Arrests listed from 3/14/81 through 4/21/08 in CJIS
- Appears to have over 200 arrests over time period

|           |           |           |          |           |           |
|-----------|-----------|-----------|----------|-----------|-----------|
| 1981 – 5  | 1982 – 5  | 1983 – 2  | 1984 – 4 | 2009-2    |           |
| 1985 - 6  |           | 1986 – 11 |          | 1987 – 11 | 1988 – 4  |
| 1989 – 9  | 1990 – 8  | 1991 – 4  | 1992 – 3 |           |           |
| 1993 – 3  | 1994 – 0  | 1995 – 0  | 1996 – 4 |           |           |
| 1997 – 9  | 1998 – 13 |           | 1999 – 8 | 2000 – 7  |           |
| 2001 – 11 |           | 2002 – 8  | 2003 – 8 | 2004 – 8  |           |
| 2005 – 11 |           | 2006 – 10 |          | 2007 – 15 | 2008 – 14 |

# **Local Ordinance Violation Analysis: June 2008**

**Justice and Consumer Services reviewed records from November 2005 through May 2008 specifically related to local ordinance violations**

**The initial list included 4753 records which were ordinance only related arrests. Ordinance violations accompanied by other charges were excluded from the records.**

**The records accounted for 3844 unique arrests for local ordinance violations.**

# **Local Ordinance Violation Analysis: June 2008 (continued)**

**From these arrests, the data showed approximately 12,051 related jail days using booking dates and release dates**

**Of these days, roughly 5000 were failure to appear for previous ordinance violation. Open container violations accounted for roughly another 4000 days.**

**An examination of instances accumulating 20 plus days in jail over the 2 ½ year period showed roughly 152 individuals with jail days ranging from 20 to 249. The associated number of arrests for these individuals ranged from 1 to 31 for the time period**

**The total number of unique arrests for the 152 individuals was 1060 for a total of 7198 estimated jail days or 59.7% of the overall ordinance jail days**



## Analysis of JMS Data for 2007 & 2008

- Shows 5489 charges with homeless-related addresses
- Account for 3911 unique arrests

| Address Listed    | Arrests |
|-------------------|---------|
| 1120 N BETTY LANE | 39      |
| 1339 PARK ST      | 331     |
| 1400 4TH AVE S    | 91      |
| 1701 18TH AVE S   | 5       |
| 1801 5TH AVE      | 16      |
| 226 6TH S         | 221     |
| 401 15 ST N       | 19      |
| 423 11 AVE S      | 208     |
| 4359 35TH N       | 15      |
| 5625 PARK BL      | 130     |
| HOMELESS          | 16      |
| TRANSIENT         | 2820    |
|                   | 3911    |

| Year | Number |
|------|--------|
| 2007 | 1877   |
| 2008 | 2034   |

## **Homeless Point in Time Review at Jail**

### **January 25, 2009 @ 10PM**

40 individuals with homeless related addresses

#### **Age:**

20-29: 5 people

30-39: 8 people

40-49: 16 people

50-59: 8 people

60 and above: 3 people

#### **Race/Gender**

35 male/5 female

31 white/2 hispanic/7 black

#### **Arrests represented 73 charges in the data with majority charges being:**

11 FTA

4 disorderly conduct/intox

18 trespass

6 open container

9 violation injunction domestic

#### **Addresses:**

1339 Park: 3 people

226 6th St S: 5 people

Transient: 32 people

## Booking Review: Daily Booking Reports in XML

```
<?xml version="1.0" standalone="yes" ?>
- <NewDataSet>
  - <admitted>
    <DOCKET>1338584</DOCKET>
    <LNAME>OCONNOR</LNAME>
    <FNAME>ROBERT</FNAME>
    <DOB>05/02/1956</DOB>
    <RACE>W</RACE>
    <SEX>M</SEX>
    <INMATE_STATUS>A</INMATE_STATUS>
    <ARREST_CHARGE_LITERAL>POSS OF COCAINE</ARREST_CHARGE_LITERAL>
    <ADMITTED_DATE>2009-01-23T23:55:55-05:00</ADMITTED_DATE>
  </admitted>
  - <admitted>
    <DOCKET>1338583</DOCKET>
    <LNAME>POLLARD</LNAME>
    <FNAME>SHAWN</FNAME>
    <DOB>06/14/1978</DOB>
    <RACE>W</RACE>
    <SEX>F</SEX>
    <INMATE_STATUS>I</INMATE_STATUS>
    <ARREST_CHARGE_LITERAL>DISORDERLY INTOXICATION</ARREST_CHARGE_LITERAL>
    <ADMITTED_DATE>2009-01-23T23:55:00-05:00</ADMITTED_DATE>
  </admitted>
  - <admitted>
    <DOCKET>1338582</DOCKET>
    <LNAME>ARNESON</LNAME>
    <FNAME>RHONDA</FNAME>
    <DOB>09/27/1966</DOB>
    <RACE>W</RACE>
    <SEX>F</SEX>
    <INMATE_STATUS>A</INMATE_STATUS>
```

# Booking Review: PEMHS

|                   | PCSO | PEMHS | PCT   |
|-------------------|------|-------|-------|
| Admits 11/08/08   | 147  | 23    | 15.6% |
| Admits 11/09/08   | 93   | 15    | 16.1% |
|                   |      |       |       |
| Releases 11/08/08 | 160  | 20    | 12.5% |
| Releases 11/09/08 | 90   | 11    | 12.2% |
|                   |      |       |       |

# Booking Review:

## Central Florida Behavioral Health Network

- 51 clients matched
  - 3 of the 51 were identified with mental health issues
  - 36 had multiple admissions (9 of them this FY)
  - 38 were admitted prior to FY 08/09
  - 13 were admitted in FY 08/09
- 
- All were arrested after their last admission date.