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Inmate Population Forecasting and Analysis for Minnehaha County, South Dakota

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Inmate Population Forecasting and Analysis for Minnehaha County, South Dakota

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Executive Summary

CSG Consultants, a nationally recognized criminal justice consulting firm, was retained by Minnehaha County in February of 1999 to conduct an analysis of the County's inmate population trends and to develop inmate population projections to support the County's jail construction project.

The following is an overview of the findings.

I. Review of Past Studies

As part of this project, a number of past studies of the County's jail needs were reviewed. A review of these past studies shows the difficulty the County and other consultants have had attempting to develop jail population projections for Minnehaha County. Using a variety of forecasting methodologies, the County's average daily jail population for the year 2000 has been previously estimated at between 232 and 517 inmates, with the Jail Expansion Task Force's estimate (from 1990) at 423 inmates.

II. County Population Projections

As a County's population grows, the demands on its criminal justice system also grow. More crime, more arrests, more criminal case filings, and an increasing jail population can all be attributed, at least in part, to a County's growing population.

A. Population Projections for Minnehaha County

From 1980 to 1990, the County's total population increased by more than 13 percent, from 109,435 in 1980 to 123,809 in 1990.

According to the State Data Center, current projections show the County's total population increasing by almost 17 percent from 1990 to the year 2000. The County's total population is projected to increase by 10 percent from the year 2000 to 2010, and to increase by 4 percent from 2010 to 2020.

The County Planning Department's projections show the County's population increasing even faster. By the year 2015, the County Planning Department projects that the population of Minnehaha County will grow to 177,000, nearly 30 percent greater than in 1995 (and 9 percent higher than the State Data Center's projections for that year).

B. Population Projections for Surrounding Counties

The combined population of the five counties surrounding Minnehaha County (i.e., Lincoln, Lake, Turner, Moody, and McCook) has grown steadily, and is projected to continue to increase through the year 2020.

Lincoln County is projected to grow from a population of 15,427 in 1990, to 18,394 in the year 2000, to 22,204 in 2010, to 27,234 in 2020. The populations in the other four counties are projected to remain stable or decline slightly over the next 20 years.

III. Crime Index Offenses

Over the past eight years of available information, the total crime index in Minnehaha County has been increasing, from 4,797 index crimes in 1989, to 5,736 crimes in 1996 (the most recent available data). This represents an increase of 20 percent over this eight-year period.

Violent crime (i.e., murder, rape, robbery, and aggravated assault) in Minnehaha County has increased by 52 percent over the past eight years. Property crime (i.e., burglary, theft, and motor vehicle theft), which comprises more than 90 percent of the County's total crime index, has increased by 17 percent over the past eight years.

IV. Criminal Case Filings

Overall, the total number of criminal cases filed in Minnehaha County (for Felonies and Class One Misdemeanors) has increased over the past nine years, from 5,260 cases in FY 1990 to 6,164 in FY 1998. This represents an increase of more than 17 percent during this nine-year period.

Criminal case filings were exceptionally high in FY 1996 and FY 1997, due primarily to a large increase in the number of filings for Class One Misdemeanors.

V. Inmate Population Trends

A. Total Bookings

Over the past ten years, the number of bookings at the Minnehaha County Jail has been steadily increasing, from an average of 647.5 bookings per month in 1989,

to 930.4 bookings per month in 1998. This represents an increase of almost 44 percent during this ten-year period.

B. Average Daily Population by Sex

Over the past ten years, the inmate population in the Minnehaha County jail system has consisted of approximately 89 percent males, 10 percent females, and 1 percent juveniles.

C. Average Daily Population by Jurisdiction

The inmate population in the Minnehaha County jail system can be broken down into four basic groups:

- Those being held for city ordinance violations;
- Those being held on state offenses;
- Those being held for a federal agency (i.e., the U.S. Marshal or the Immigration and Naturalization Service); and
- Those being held for other counties.

Over the past ten years, approximately 85 percent the inmate population in the jail system has consisted of inmates being held on state offenses (both pretrial and sentenced). Approximately 9 percent of the inmate population consisted of inmates being held for a federal agency (primarily the U.S. Marshals Service). Approximately 5 percent of the inmate population consisted of inmates being held for other counties (mostly for Lincoln County). Less than one-half of 1 percent of the inmate population consisted of inmates being held for city ordinance violations.

D. Average Daily Population by Facility

In June of 1993, the County opened the Community Corrections Center (CCC), which is used to house inmates on work release or community service, and other minimum (and occasionally medium) security inmates.

In 1996, the County entered into a Letter of Understanding with the American Civil Liberties Union (ACLU) which capped the population at the main jail at a maximum of 166 inmates.

These two factors have directly affected the number and type of inmates being held at each facility.

In 1996, as a result of the population cap, the ADP at the CCC (188.0) actually exceeded the ADP at the main jail (148.1). In 1997 and 1998, the CCC housed almost half (47 percent) of the County's total inmate population.

E. Work Release

Over the past eight years, approximately 25 percent of the inmate population in the Minnehaha County jail system have been on work release.

In the last two years (1997 and 1998), both the number and percentage of inmates on work release has declined, with work release inmates comprising only 19 percent of the total inmate population.

VI. Inmate Population Projections

Two sets of inmate population projections were developed for planning purposes, using two different forecasting models.

- **Model #1** was based on the current jail population trends for city, state, federal, and other counties' inmates over the past ten years (i.e., 1989 - 1998).
- **Model #2** was based on the historical correlation between the growth of the jail population and the growth of the County's total population over the past ten years, as applied to the population projections for Minnehaha County.

Since the two models produced virtually the same outcome, the midpoint of the two projections was calculated, and used as the baseline ADP forecast for planning purposes.

In ten years (i.e., by the year 2008), the baseline forecast shows a total ADP of 428 inmates, including 401 inmates being held on state charges, 24 inmates being held for other counties, and 3 held for city ordinance violations.

Obviously, inmate population projections are not an exact science. There are a multitude of ever-changing variables, both tangible and intangible, that can directly impact the size of the Minnehaha County jail population. Changes in criminal penalties, law enforcement policies, sentencing practices, and crime rates will all have a direct impact on the County's future jail population and its need for additional jail beds.

VII. Facility Capacity Requirements

To determine the total number of jail beds needed by Minnehaha County, two factors were then applied to the baseline ADP projections.

A peaking factor was applied to the baseline forecast to accommodate routine fluctuations above the ADP. To determine an appropriate peaking factor, an analysis was made of the average percentage that the high inmate population exceeded the ADP during the past 12 months. During this period, the peak population averaged 5.3 percent over the ADP each month. Therefore, a peaking factor of 5.3 percent was added to the baseline ADP forecast.

A classification factor was then applied in order to ensure sufficient jail capacity for inmate classification and management purposes. A conservative classification factor of 10 percent was used to provide sufficient capacity to allow for the separation of males from females, to separate inmates by security classification, and to allow further segregation for administrative, disciplinary, and protective custody purposes.

By applying these two factors to the baseline ADP forecast, the total number of jail beds needed by Minnehaha County was calculated. Using this methodology, it is estimated that Minnehaha County will need a total of 496 jail beds by the year 2008 (not including beds for federal inmates).

Interviews with the U.S. Marshals Service and Immigration and Naturalization Service indicates that these federal agencies would utilize more jail beds in Minnehaha County if they were available. According to the U.S. Marshal, the Marshals Service has estimated that it needs approximately 75 jail beds in Minnehaha County to support its present and projected needs. In addition, the Immigration and Naturalization Service indicate that they could utilize up to 20 jail beds in Minnehaha County to support their growing needs, which have resulted from the additional agents and enforcement occurring in the area.

If these additional beds for federal inmates are added, it is estimated that Minnehaha County will need a total of 591 jail beds by the year 2008.

A. Classification Profile

As part of this project, a classification profile was developed to determine the number of minimum, medium, and maximum security beds needed by the County.

The Minnehaha County Jail utilizes an objective inmate classification assessment, which categorizes inmates as minimum, medium, or maximum custody according to a number of risk assessment criteria.

According to this profile, approximately 73 percent of the inmate population in Minnehaha County require minimum security, 6 percent require medium security, and 21 percent require maximum security.

B. Work Release

Over the past eight years, approximately 25 percent of the inmate population in Minnehaha County has been on work release. Assuming this trend continues, it is estimated that by 2008, there will be approximately 121 inmates on work release.

C. Total Beds Needed

If the additional beds for federal inmates are included, it is estimated that Minnehaha County will need a total of 591 jail beds by the year 2008.

The CCC can be reasonably expected to provide approximately 150 beds for housing work release inmates, inmates providing community service (i.e., "sentenced-to-serve"), trustees, and selected other minimum custody inmates.

Subtracting the beds that can be provided at the CCC, it is estimated that the County will need a total of 441 new inmate beds by the year 2008.

Of the estimated 441 inmate beds needed, approximately 122 (or 28 percent) are "income beds" for holding federal inmates and other counties' inmates, for which Minnehaha County will receive revenue.

VIII. Alternatives to Incarceration

The Technical Assistance Report prepared by the National Institute of Corrections Jails Division in September of 1998 outlined 27 specific changes that have been made in the past 15 months that affect the County's jail operations. Many of the changes are designed to enhance safety and security, and include additional cameras, securing the basement unit at the CCC, securing vehicles used for inmate transports, emergency lighting, etc. Other changes are designed to reorganize staff responsibilities to better respond to current work demands, and to adjust shift coverages and staff schedules to better respond to the high demands of the weekday daytime workload.

None of the operational changes appear to have had a significant impact on the County's overall inmate population numbers, or created any new "bottlenecks" in the system.

Rather, the changes are part of an on-going effort to make operational adjustments to respond to the growing and changing demands of the inmate population.

With regard to alternatives to incarceration, the County has already initiated a "sentence-to-serve" program which allows inmates to earn one day's credit for each two days worked in community service. This program reduces the number of days served by the inmates in the program. An electronic monitoring program is also available through the Glory House.

Working with the County's Criminal Justice Coordinating Committee, jail staff conducted a review of all persons booked into the jail on weekends from February 26 through March 20 of 1999, to determine how many inmates could potentially be served by a pretrial release program. During the three-week survey period, a total of 95 people were booked for eligible offenses. Of those, 90 were released on bond within 24 hours of arrest. Only 5 individuals could have been potentially served by a pretrial diversion program.

Jail beds are a finite and expensive resource, which must be reserved for those offenders who require secure confinement prior to trial because of the nature of their crime, their risk of flight, or their criminal history, and for those who require jail time as part of their criminal sentence. Since the number of jail beds is limited, and the cost of secure confinement is so high, it is important that the need for public safety be balanced against the use of more cost-effective sanctions and alternatives to incarceration.

It must be kept in mind, however, that there is a point of diminishing returns with these programs. Only certain, carefully screened offenders can be safely and appropriately diverted from incarceration. Some offenders, by the nature of their crime or their criminal history, are not appropriate candidates for diversion.

It must also be kept in mind that most of these alternative programs carry a price tag of their own, so any potential savings in new jail beds will be offset somewhat by the cost involved with establishing and expanding alternatives to incarceration and additional intermediate sanctions.

Expanding the use of alternatives to incarceration naturally means that the community and judiciary must take greater risks with a larger number of offenders. Consequently, it must be kept in mind that the cost effectiveness of these programs must be balanced against a realistic assessment of the risk to public safety that these programs can create if expanded too much, or too soon, or with too few resources. Otherwise, the programs may begin to lose some of the local support they have worked so hard to establish.

Overall, the County needs to continue to support and expand its existing alternatives and diversion programs, and to implement new programs, as much as the community and judiciary can support.

I. Review of Past Studies

As part of this project, a number of past studies of the County's jail needs were reviewed. These studies included:

- "Public Safety Center — A Feasibility and Action Study for Minnehaha County and City of Sioux Falls, South Dakota," by Gauger-Parrish, Inc., St. Paul, Minnesota, May, 1972;
- "Minnehaha County Jail Expansion Task Force — Final Report and Recommendations," August 7, 1990;
- "Technical Assistance to Minnehaha County," NIC TA 90J-1380, by Robert G. Deichman, October 10, 1990;
- "Detention Facility Study, Minnehaha County," by Mark C. Weber;
- "Technical Assistance Report — PONI Phase I Assessment, Minnehaha County, Sioux Falls, South Dakota," NIC TA No. 98-J1213, by Robert P. Gibson and James A. Rowenhorst, September 1 - 3, 1998; and
- "Technical Assistance Report — Minnehaha County Sheriff's Department, Sioux Falls, South Dakota," NIC Technical Assistance #99J1065, by Edward H. Terry, November 28, 1998.

With regard to jail population projections, in 1990, the Minnehaha County Jail Expansion Task Force noted as follows.¹

The best estimate the task force could make of inmate population in Minnehaha County is that by the year 2000 the jail population will be somewhere between 400 to 500 prisoners. Approximately half of the jail population will be on work release.

Population projections are very difficult to estimate. The further out the projection is made, the less reliable the estimate becomes. . . .

¹ "Minnehaha County Jail Expansion Task Force — Final Report and Recommendations," August 7, 1990, pages 3 - 4.

If past growth is indicative of future trends, then the estimates of the task force of 400 to 500 inmates are probably the best that can be made without a detailed study.

The task force also looked at the factors that have contributed to the increase in the jail population. The cumulative effect of all the following factors contribute to the current jail population and the need to address future growth now.

1. Minnehaha County has increased in population from 109,435 in 1980, to an estimated population of 128,000 in 1990. This is an increase of 17%. There is every reason to believe that the next decade will see comparable growth.
2. It is thought that the crime personality of a community alters and gets more severe as the population exceeds 100,000.
3. Jail populations are mostly male between the ages of 18 to 35. The last of the "baby boomers" are moving through the system as are the first of their children.
4. State legislators have mandated sentences for certain crimes.
5. Better law enforcement techniques have resulted in more incarcerations.
6. About 25% of Minnehaha County's jail population is because of DWI's.

Also in 1990, a Technical Assistance Report funded by the National Institute of Corrections Jails Division concluded as follows.²

In 1980 the average daily inmate population of the Minnehaha County Jail was 41.3 inmates. Almost ten years

² "Technical Assistance to Minnehaha County," NIC TA 90J-1380, by Robert G. Deichman, October 10, 1990.

later, on June 13, 1990, the population of the Minnehaha County Jail is 222 inmates.

From 1987 to 1989, the average daily inmate population of the County Jail experienced the most significant increase. During this three-year period of time, the average daily inmate population increased on the average of 30 inmates per years. That is 90 additional inmates in three years.

Already during the first five months of 1990, the average daily inmate count has increased from 152.9 inmates in May of 1989 to 209.9 inmates in May of 1990 — an increase of 57 inmates when compared to May of 1989. It should be noted that the summer months traditionally reflect the largest increases in the jail population. I believe that if this trend continues, we could be looking at an average daily inmate population of over 250 inmates by the end of December of 1990.

A subsequent study by Mark Weber summarized the different inmate population projections that had been developed for Minnehaha County.³

Underlying a decision to remodel or expand the present facility is projected need — development of inmate population projections. This report attempts to address this issue.

Five inmate population projections were developed. The first repeats the Task Force Report. The last four are variations of a New York State Commission on Correction average daily formula. This formula was also used in a 1973 regional jail report which contains Minnehaha County jail data.

Table 1 presents a summary of five inmate population projections by year 2000. . . . Each of the three growth rate projections represent a progressive refinement of Minnehaha County population.

³ "Detention Facility Study, Minnehaha County," by Mark C. Weber, page 1.

Table 1
Average Daily Population by 2000

Task Force Estimate:	423 Inmates
Constant Rate:	232 - 261
Growth Rate (Graph 1A):	459 - 517
Growth Rate (Graph 1B):	396 - 446
Growth Rate (Graph 1C):	450 - 506

A review of these past studies shows the difficulty the County and other consultants have had attempting to develop jail population projections for Minnehaha County. Using a variety of forecasting methodologies, the County's average daily jail population for the year 2000 has been estimated at between 232 and 517 inmates, with the Task Force's estimate at 423 inmates.

II. County Population Projections

This section of the report examines the current and projected population growth of Minnehaha County and the surrounding counties (Lincoln, Lake, Turner, Moody, and McCook).

As a County's population grows, the demands on its criminal justice system also grow. More crime, more arrests, more criminal case filings, and an increasing jail population can all be attributed, at least in part, to a County's growing population.

A. Population Projections for Minnehaha County

The population of Minnehaha County has grown steadily, and is projected to continue to increase through the year 2020.

From 1980 to 1990, the County's total population increased by more than 13 percent, from 109,435 in 1980 to 123,809 in 1990.

According to Minnehaha County's Comprehensive Development Plan:

Recent county growth trends have been impressive, reaching an estimated population of 143,000 persons in 1997, 15.5 percent above the 1990 Census figure of 123,809. As expected, Sioux Falls contributed significantly to the population increase. The 1997 estimated Sioux Falls population was 113,600. An additional 3,900 city residents lived in Lincoln County, pushing the total Sioux Falls population to 117,500. Nearly 80 percent of the 1997 county population lived in Sioux Falls.⁴

According to the State Data Center, current projections show the County's total population increasing by almost 17 percent from 1990 to the year 2000. The

⁴ Minnehaha County Comprehensive Development Plan, Minnehaha County Planning Department, adopted December 15, 1998, page 3-1.

County's total population is projected to increase by 10 percent from the year 2000 to 2010, and to increase by 4 percent from 2010 to 2020.⁵

The County Planning Department's projections show the County's population increasing even faster. By the year 2015, the County Planning Department projects that the population of Minnehaha County will grow to 177,000, nearly 30 percent greater than in 1995 (and 9 percent higher than the State Data Center's projections for that year).⁶

The number of 20 to 34 year old males in Minnehaha County was also examined, as this is the group which comprises most of the County's jail population. Data for this population group show the number of 20 to 34 year old males in the County declining by 3 percent from 1990 to the year 2000. The number of 20 to 34 year old males is then projected to increase by more than 19 percent from the year 2000 to 2010, and to then decline by 14 percent from 2010 to 2020 (back to approximately the level in 1990).⁷

The table and graph on page 15 show the projections for Minnehaha County's total population and the number of 20 to 34 year old males in five-year increments from 1990 through 2020.

B. Population Projections for Surrounding Counties

The combined population of the five counties surrounding Minnehaha County (i.e., Lincoln, Lake, Turner, Moody, and McCook) has grown steadily, and is projected to continue to increase through the year 2020.

Lincoln County is projected to grow from a population of 15,427 in 1990, to 18,394 in the year 2000, to 22,204 in 2010, to 27,234 in 2020. The populations in the other four counties are projected to remain stable or decline slightly over the next 20 years.

According to the State Data Center, current projections show the combined population of the five surrounding counties increasing by almost 7 percent from 1990 to the year 2000. The five surrounding counties' population is projected to

⁵ South Dakota County Population Projections: 1995 - 2020, State Data Center, Business Research Bureau, University of South Dakota, 1997, page 169.

⁶ Minnehaha County Comprehensive Development Plan, pages 3-8 and 3-9.

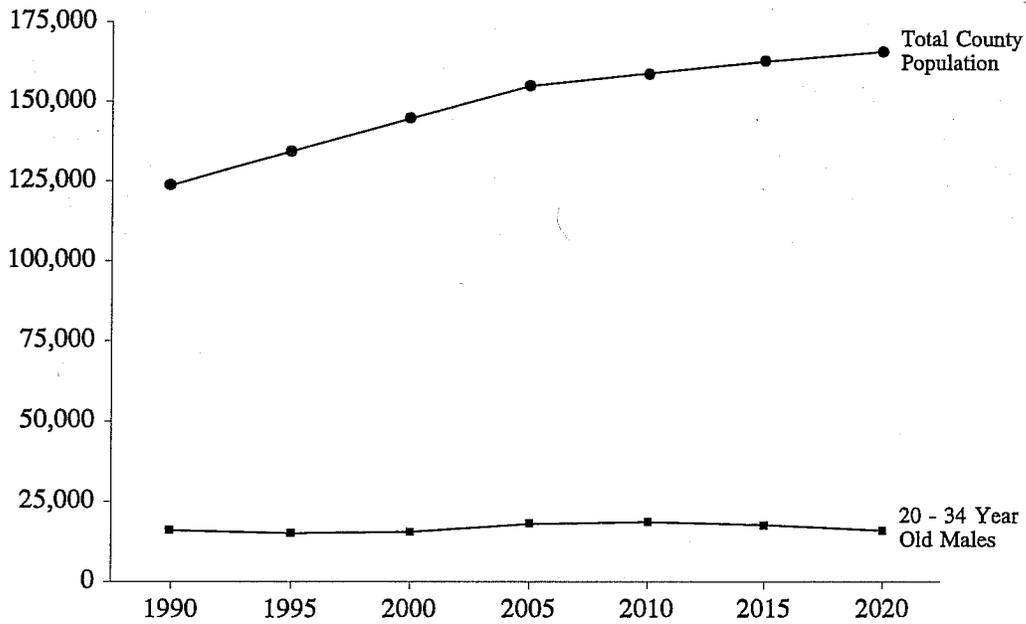
⁷ South Dakota County Population Projections: 1995 - 2020, page 168.

increase by 8 percent from the year 2000 to 2010, and to increase by 10 percent from 2010 to 2020 (due primarily to the growth in Lincoln County).⁸

The table and graph on page 16 show the projections for each of the five surrounding counties' population in five-year increments from 1990 through 2020.

⁸ South Dakota County Population Projections: 1995 - 2020, pages 139, 145, 151, 172, and 208.

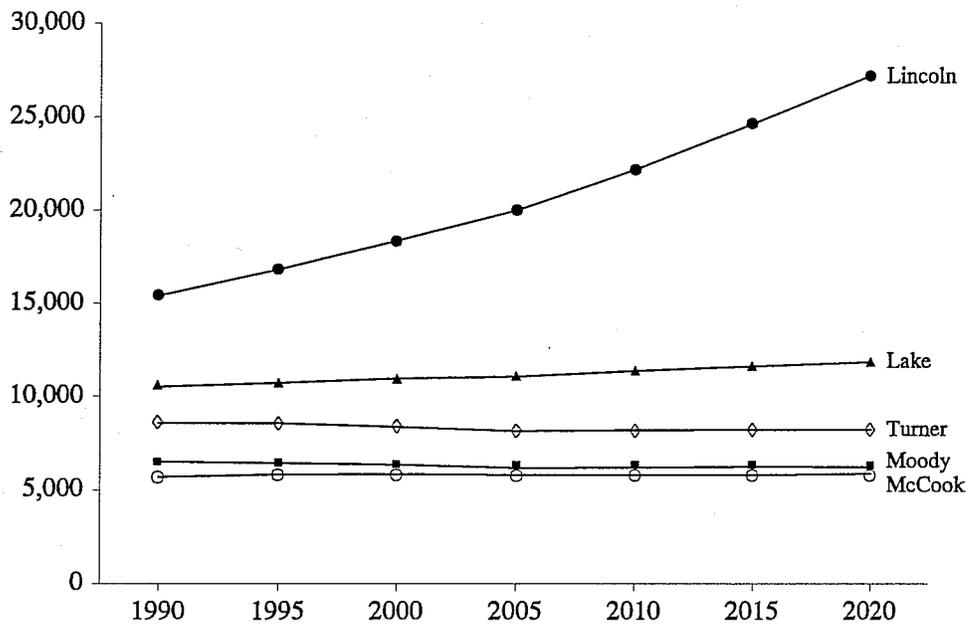
Population Projections for Minnehaha County



	1990	1995	2000	2005	2010	2015	2020
20 - 34 Year Old Males	16,105	15,199	15,570	18,160	18,718	17,789	16,016
Total County Population	123,809	134,477	144,745	154,882	158,833	162,564	165,648

Source: South Dakota County Population Projections: 1995 - 2020, State Data Center, Business Research Bureau, University of South Dakota, 1997.

Population Projections for Surrounding Counties



County	1990	1995	2000	2005	2010	2015	2020
Lincoln County	15,427	16,860	18,394	20,024	22,204	24,665	27,234
Lake County	10,550	10,750	10,985	11,097	11,393	11,650	11,880
Turner County	8,576	8,588	8,396	8,158	8,223	8,238	8,226
Moody County	6,507	6,445	6,367	6,192	6,200	6,255	6,237
McCook County	5,688	5,831	5,846	5,808	5,821	5,821	5,880
Total	46,748	48,474	49,988	51,279	53,841	56,629	59,457

Source: South Dakota County Population Projections: 1995 - 2020, State Data Center, Business Research Bureau, University of South Dakota, 1997.

III. Crime Index Offenses

For the purpose of measuring the trend and distribution of crime on the national and state level, the Uniform Crime Reporting System (UCR) utilizes a "crime index," which is composed of those crimes considered to best represent the local crime problem and the most serious crimes. Standard definitions are used in the state and national programs in order to maintain uniform and consistent data. In South Dakota, this data is compiled by the Criminal Statistics Analysis Center in the Office of the Attorney General.

The UCR Crime Index consists of the following seven offenses:

Violent Crimes

Murder
Forcible Rape
Robbery
Aggravated Assault

Property Crimes

Burglary
Theft
Motor Vehicle Theft

The UCR Crime Index is based on the number of "actual offenses known." These statistics are based on all complaints of crime received by law enforcement agencies from victims, law enforcement officers, or other sources. Whenever complaints of crime are determined through investigation to be unfounded or false, they are eliminated from the actual count. The number of "actual offenses known" in the eight crime categories is reported without regard to (1) whether anyone was arrested for the crime; (2) whether the stolen property was recovered; (3) local prosecution policies; or (4) any other restrictive consideration.

Data from the UCR Crime Index is used to establish and analyze basic crime rates and trends in a particular area. It should also be noted that the Uniform Crime Reporting Program utilizes "summary based reporting," which means that when multiple offenses occur at the same time, only the most serious offense is reported for statistical purposes. For example, if a person is murdered and his car is stolen, only the murder would be counted for crime reporting purposes.

The number of reported index offenses is also used to establish a crime rate, which the UCR calculates as the number of offenses per 100,000 residents. Typically, as the population of an area increases or decreases, so will the amount of crime in the area. Therefore, the crime rate (or number of reported offenses per 100,000 residents) provides a means for determining whether the amount of crime in an area is increasing at a faster or slower rate than the area's population.

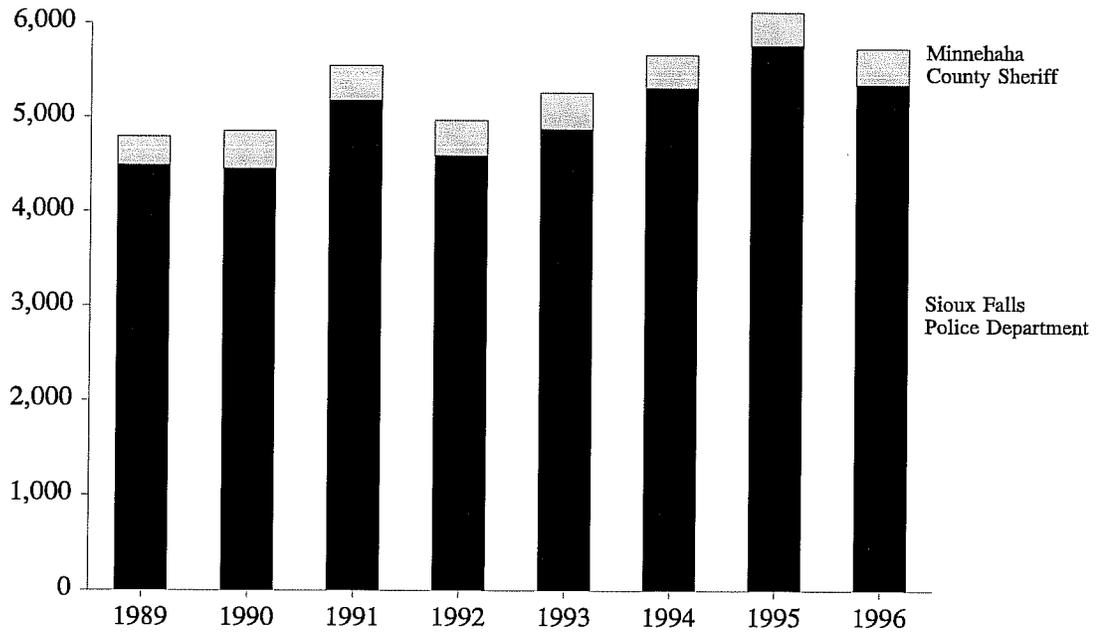
Over the past eight years of available information, the total crime index in Minnehaha County has been increasing, from 4,797 index crimes in 1989, to 5,736 crimes in 1996

(the most recent available data). This represents an increase of 20 percent over this eight-year period.

Violent crime (i.e., murder, rape, robbery, and aggravated assault) in Minnehaha County has increased by 52 percent over the past eight years. Property crime (i.e., burglary, theft, and motor vehicle theft), which comprises more than 90 percent of the County's total crime index, has increased by 17 percent over the past eight years.

The table and graph on page 19 provide a breakdown of the number of crime index offenses for each of the seven offense categories in Minnehaha County for 1989 through 1996.

Crime Index Offenses in Minnehaha County



Crime Index Offense	1989	1990	1991	1992	1993	1994	1995	1996
Murder	2	4	2	1	2	4	5	1
Forcible Rape	96	85	95	103	107	71	74	102
Robbery	34	33	35	34	45	57	85	66
Aggravated Assault	209	210	266	335	351	376	369	350
Burglary	771	690	936	750	869	972	1,032	990
Larceny	3,497	3,687	4,039	3,603	3,682	3,960	4,300	3,989
Motor Vehicle Theft	188	147	179	145	210	228	259	238
Total Index Crimes	4,797	4,856	5,552	4,971	5,266	5,668	6,124	5,736

Source: Crime in South Dakota, 1989 - 1996, Criminal Statistics Analysis Center, Office of Attorney General.

IV. Criminal Case Filings

The number and type of criminal case filings can also provide important information regarding trends in the County's criminal justice system that may influence jail planning.

In analyzing criminal case filing information, it should be kept in mind that each case represents a separate complaint, information, or indictment. A single case may include multiple defendants and/or charges.

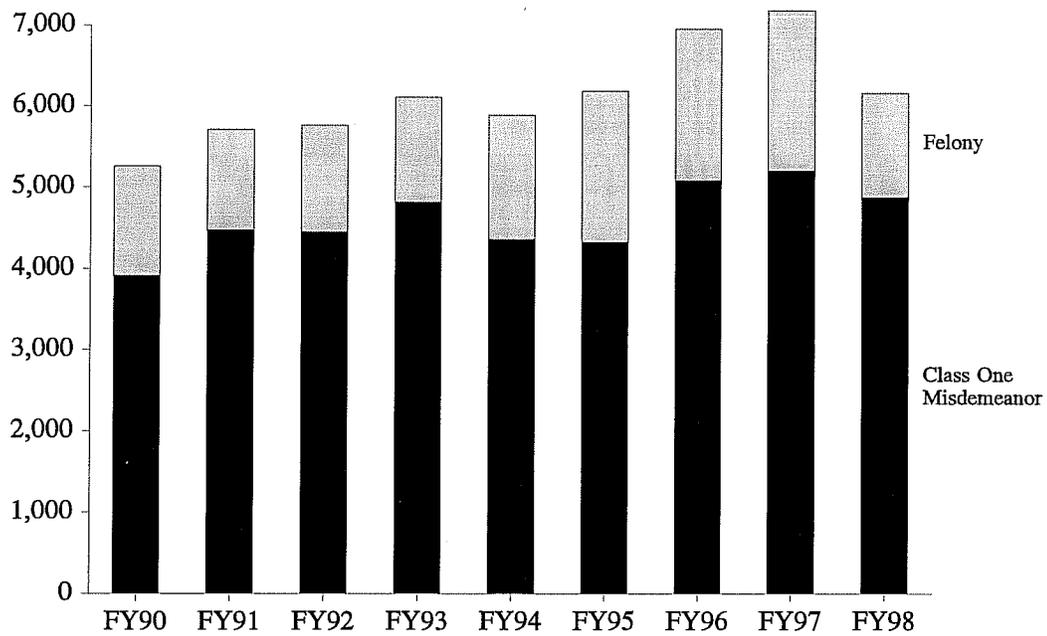
For purposes of this study, an examination was made of the number of criminal cases filed in Circuit Court in Minnehaha County, including Felonies and Class One Misdemeanors. Class Two Misdemeanors and Petty Offenses were excluded, as these have less impact on jail bed utilization.

Overall, the total number of criminal cases filed in Minnehaha County (for Felonies and Class One Misdemeanors) has increased over the past nine years, from 5,260 cases in FY 1990 to 6,164 in FY 1998. This represents an increase of more than 17 percent during this nine-year period.

Criminal case filings were exceptionally high in FY 1996 and FY 1997, due primarily to a large increase in the number of filings for Class One Misdemeanors.

The table and graph on page 21 provide a breakdown of the number of criminal cases filed for Felonies and Class One Misdemeanors in Minnehaha County for FY 1990 through FY 1998.

Criminal Case Filings in Minnehaha County



Criminal Case Filings	FY90	FY91	FY92	FY93	FY94	FY95	FY96	FY97	FY98
Class One Misdemeanor	3,914	4,473	4,450	4,820	4,359	4,328	5,081	5,205	4,881
Felony	1,346	1,245	1,317	1,289	1,536	1,860	1,876	1,978	1,283
Total	5,260	5,718	5,767	6,109	5,895	6,188	6,957	7,183	6,164

Source: Annual Report of the South Dakota Unified Judicial System, Fiscal Year 1990 - 1998.

V. Inmate Population Trends

Of all statistical indicators, past jail population trends provide the best information with regard to the County's utilization of jail beds. While crime trends, arrests trends, criminal case filing trends, and County population trends all have an impact, to some extent, on the County's criminal justice system, it is clear that the number of bookings and the facility's average daily population provide the most direct information regarding trends in the County's actual utilization of jail beds.

This section of the report examines various inmate population trends in Minnehaha County over the past ten years (i.e., 1989 - 1998). This section looks at the number of bookings each month, as well as the average daily population of the County's jail system.

The average daily population (ADP) of a jail facility is one of the single most important statistical indicators in assessing the need for jail beds. The ADP is a statistical calculation used to establish the average inmate population at any given point in time. Obviously, in reality, the actual number of inmates in a facility can fluctuate significantly, above or below the average, depending on the actual number of inmate admissions and releases, which occur on a daily basis.

As part of this study, ADP data for Minnehaha County was collected for each month from January of 1989 through December of 1998 (i.e., 120 months). Data for the first quarter of 1999 (January through March) was also analyzed, to determine if growth trends are continuing.

The ADP data was broken down ("disaggregated") in a variety of ways to identify historical and emerging trends in various components of the County's inmate population.

- The ADP data was analyzed by sex, to identify trends with regard to the number of males, females, and juveniles in the system.
- The ADP data was analyzed by jurisdiction, to identify trends with regard to the number of inmates being held for city ordinance violations, those being held on state offenses, those being held for a federal agency (i.e., the U.S. Marshal or the Immigration and Naturalization Service), and those being held for other counties.
- The ADP data was analyzed by facility, to identify trends with regard to the number of inmates held at the main downtown jail and those held at the Community Corrections Center.
- The ADP data was also analyzed to identify trends in the number of inmates on work release.

A. Total Bookings

The number of bookings is an important indicator of the quantity and frequency of prisoners being brought into a jail facility. The number of admissions also has an impact on the size of the overall jail population, and provides an insight into the demands placed on the facility's intake and release area, and the staff involved with the processing of inmates into (and out of) the facility.

Over the past ten years, the number of bookings at the Minnehaha County Jail has been steadily increasing, from an average of 647.5 bookings per month in 1989, to 930.4 bookings per month in 1998. This represents an increase of almost 44 percent during this ten-year period.

Monthly bookings ranged from a low of 502 (in February of 1989) to a high of 1,017 (in August of 1997).

Although the number of bookings tend to be greater on certain days of the week, the average number of bookings per day has increased from 21.6 per day in 1989 to 31.0 per day in 1998.

The table and graph on page 26 show the number of bookings for each month from 1989 through 1998.

B. Average Daily Population by Sex

Over the past ten years, the inmate population in the Minnehaha County jail system has consisted of approximately 89 percent males, 10 percent females, and 1 percent juveniles.

The percentage of males in the jail system ranged from 85 to 91 percent. Females ranged from 9 to 14 percent of the inmate population. Juveniles accounted for 0 to 2 percent of the inmate population.

In 1998, both the number and percentage of females in the system increased significantly, comprising 14 percent of the total inmate population last year.

The tables and graphs on pages 27 - 29 show the ADP for each month from 1989 through 1998, broken down by males (page 27), females (page 28), and juveniles (page 29). The table and graph on page 30 show the annual ADP of males, females, and juveniles combined.

C. Average Daily Population by Jurisdiction

The inmate population in the Minnehaha County jail system can be broken down into four basic groups:

- Those being held for city ordinance violations;
- Those being held on state offenses;
- Those being held for a federal agency (i.e., the U.S. Marshal or the Immigration and Naturalization Service); and
- Those being held for other counties.

Over the past ten years, approximately 85 percent the inmate population in the jail system has consisted of inmates being held on state offenses (both pretrial and sentenced). Approximately 9 percent of the inmate population consisted of inmates being held for a federal agency (primarily the U.S. Marshals Service). Approximately 5 percent of the inmate population consisted of inmates being held for other counties (mostly for Lincoln County). Less than one-half of 1 percent of the inmate population consisted of inmates being held for city ordinance violations.

Inmates being held on state offenses ranged from 82 to 87 percent of the total inmate population. Federal inmates ranged from 7 to 12 percent of the inmate population. Inmates from other counties ranged from 4 to 6 percent of the inmate population. Inmates being held on city ordinance violations ranged from 0 to 1 percent of the inmate population.

The tables and graphs on pages 31 - 35 show the ADP for each month from 1989 through 1998, broken down by those being held on city ordinance violations (page 31), state offenses (page 32), federal charges (page 33), for other counties (page 34), and the total (page 35). The table and graph on page 36 show the total annual ADP of city, state, federal, and other counties' inmates combined.

D. Average Daily Population by Facility

In June of 1993, the County opened the Community Corrections Center (CCC), which is used to house inmates on work release or community service, and other minimum (and occasionally medium) security inmates. Inmates with violent crimes or sex offenses are not housed at the CCC.

In 1996, the County entered into a Letter of Understanding with the American Civil Liberties Union (ACLU) which capped the population at the main jail at a maximum of 166 inmates.

These two factors have directly affected the number and type of inmates being held at each facility. Up until the opening of the CCC in 1993, all of the County's inmate population were held at the main jail. Since the imposition of the population cap on the main jail in 1996, the CCC has had to accommodate a greater percentage of the system's inmates, as it is the only facility available to the County to handle the "overflow" from the main jail.

In 1996, as a result of the population cap, the ADP at the CCC (188.0) actually exceeded the ADP at the main jail (148.1). In 1997 and 1998, the CCC housed almost half (47 percent) of the County's total inmate population.

The tables and graphs on pages 37 - 38 show the ADP for each month from 1989 through 1998 for the main jail and the CCC. The table and graph on page 39 show the annual distribution of the ADP between the two facilities.

E. Work Release

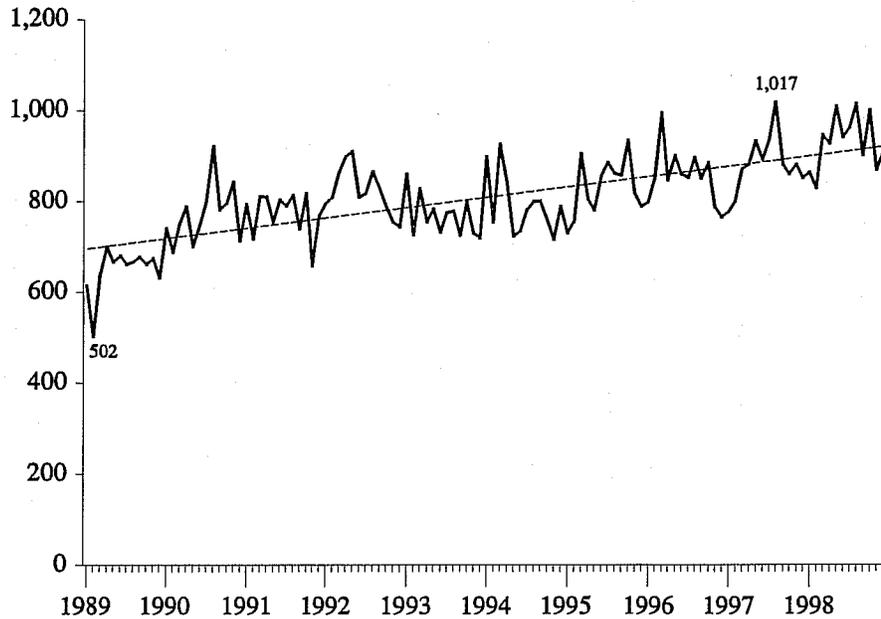
Over the past eight years, approximately 25 percent of the inmate population in the Minnehaha County jail system have been on work release. (Other inmates may be eligible for work release, but are not actively participating in the work release program for a variety of reasons.)

The percentage inmates on work release ranged from 18 to 30 percent of the inmate population.

In the last two years (1997 and 1998), both the number and percentage of inmates on work release has declined, with work release inmates comprising only 19 percent of the total inmate population.

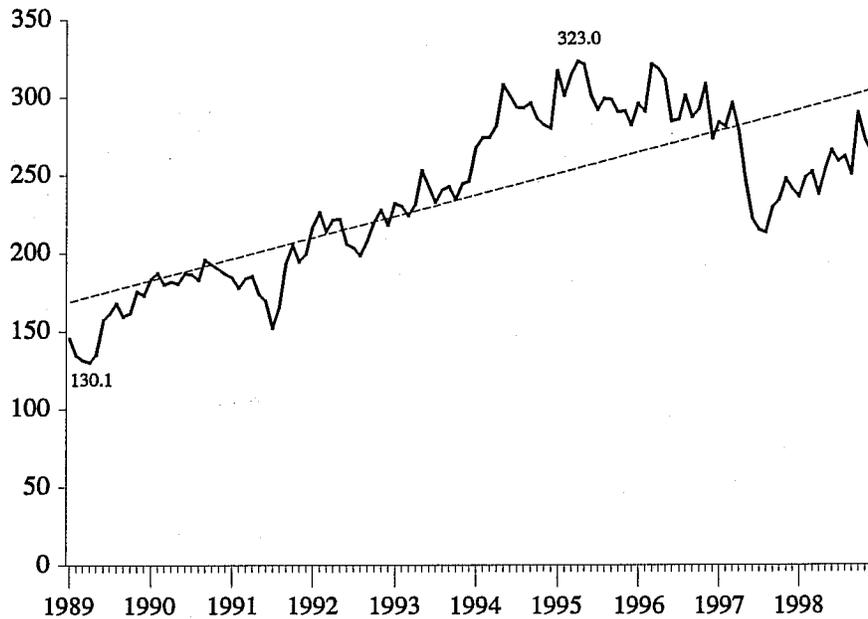
The table and graph on page 40 show the ADP of inmates on work release for each month from 1989 through 1998, broken down by males and females.

Total Bookings



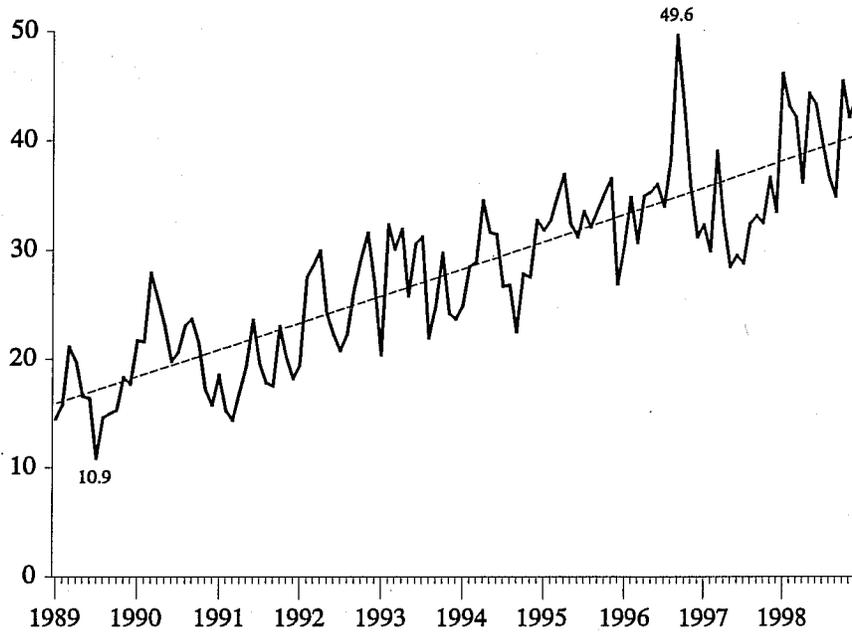
Month	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998
January	614	740	793	794	860	898	730	797	776	863
February	502	688	717	809	726	754	756	850	799	829
March	637	751	811	863	827	925	904	994	870	945
April	700	788	810	899	754	842	805	847	881	927
May	666	700	753	910	783	723	780	900	932	1,008
June	680	749	803	809	732	734	856	860	892	941
July	661	800	790	818	775	780	885	852	935	961
August	666	921	813	865	778	799	861	896	1,017	1,013
September	677	782	739	829	725	800	857	850	881	902
October	661	796	818	789	798	759	934	884	860	1,000
November	674	842	658	754	730	715	817	787	881	869
December	632	713	768	743	718	788	788	765	851	907
Average	647.5	772.5	772.8	823.5	767.2	793.1	831.1	856.8	881.3	930.4

Average Daily Population — Males



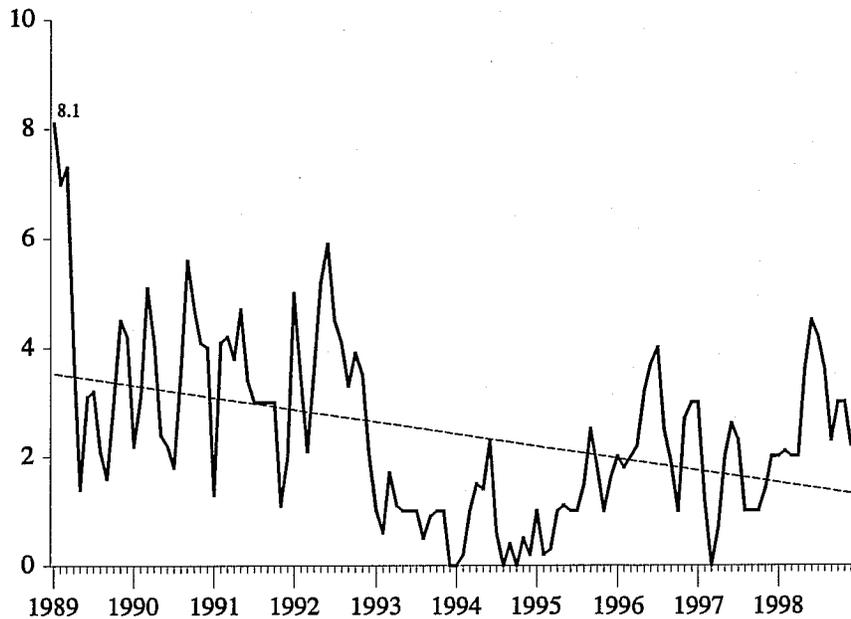
Month	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998
January	145.5	183.2	184.4	216.5	231.8	267.3	317.0	295.6	283.8	236.0
February	134.6	187.4	177.7	226.0	230.0	274.1	301.0	290.7	281.2	248.4
March	131.5	179.8	183.7	214.0	224.1	274.2	314.6	321.3	296.2	252.1
April	130.1	181.8	185.2	221.3	231.3	281.6	323.0	318.1	278.3	237.8
May	134.9	180.4	173.6	221.9	253.0	308.1	320.9	311.1	246.3	253.5
June	157.1	186.9	169.2	205.9	242.3	300.9	300.9	284.6	221.8	265.7
July	161.1	186.4	152.0	203.3	232.5	293.3	291.8	285.6	215.0	259.0
August	167.9	182.9	165.3	198.4	240.5	293.0	299.0	300.8	213.2	262.0
September	159.4	195.6	193.4	207.9	242.7	296.2	298.4	287.0	229.4	250.8
October	161.6	192.3	205.0	220.3	234.5	286.1	290.4	292.2	233.9	289.7
November	175.5	189.8	194.4	227.6	244.6	282.2	290.9	308.3	247.7	272.9
December	172.9	186.6	199.5	217.9	246.0	279.9	282.0	273.4	241.0	263.9
Average	152.7	186.1	182.0	215.1	237.8	286.4	302.5	297.4	249.0	257.7

Average Daily Population — Females



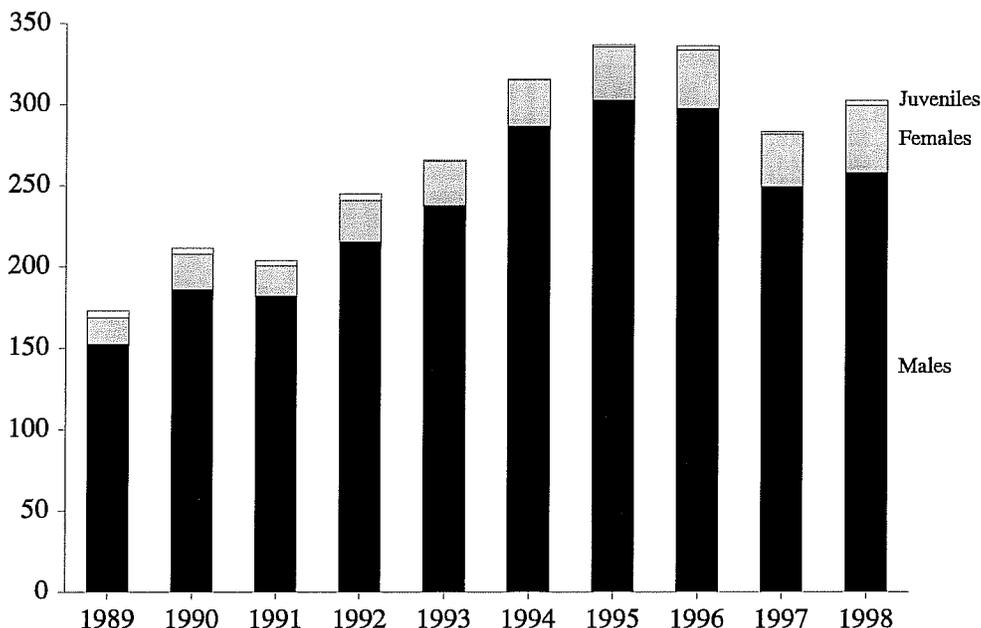
Month	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998
January	14.5	21.7	18.5	19.4	20.4	24.9	31.8	30.4	32.3	46.1
February	15.8	21.6	15.3	27.5	32.3	28.5	32.7	34.8	29.9	43.1
March	21.1	27.9	14.4	28.6	30.1	28.9	34.9	30.7	39.0	42.1
April	19.7	25.6	16.9	29.9	31.9	34.5	36.9	34.9	32.6	36.2
May	16.6	23.1	19.3	24.2	25.8	31.6	32.4	35.3	28.5	44.3
June	16.4	19.8	23.6	22.3	30.6	31.4	31.2	36.0	29.5	43.3
July	10.9	20.6	19.6	20.8	31.2	26.7	33.5	34.0	28.8	39.8
August	14.6	23.1	17.8	22.3	22.0	26.8	32.1	38.3	32.4	36.7
September	15.0	23.7	17.5	26.4	24.9	22.5	33.6	49.6	33.1	34.9
October	15.3	21.5	23.0	29.2	29.7	27.8	35.1	42.8	32.5	45.4
November	18.3	17.2	20.2	31.5	24.2	27.5	36.5	35.9	36.6	42.1
December	17.7	15.8	18.2	27.0	23.7	32.7	26.9	31.2	33.5	43.7
Average	16.3	21.8	18.7	25.8	27.2	28.7	33.1	36.2	32.4	41.5

Average Daily Population — Juveniles



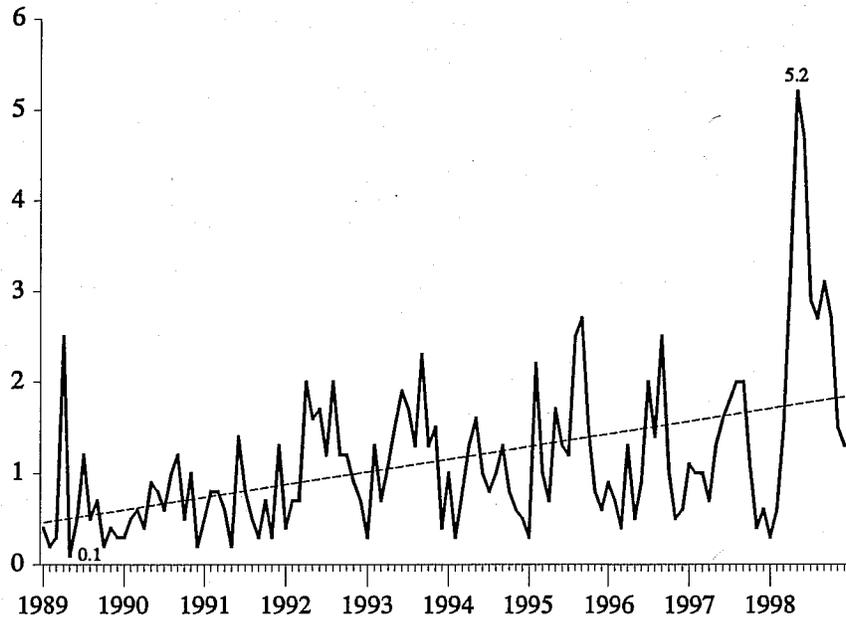
Month	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998
January	8.1	2.2	1.3	5.0	1.0	0.0	1.0	2.0	3.0	2.0
February	7.0	3.1	4.1	3.4	0.6	0.2	0.2	1.8	1.2	2.1
March	7.3	5.1	4.2	2.1	1.7	1.0	0.3	2.0	0.0	2.0
April	3.8	4.1	3.8	3.6	1.1	1.5	1.0	2.2	0.7	2.0
May	1.4	2.4	4.7	5.2	1.0	1.4	1.1	3.2	2.0	3.6
June	3.1	2.2	3.4	5.9	1.0	2.3	1.0	3.7	2.6	4.5
July	3.2	1.8	3.0	4.5	1.0	0.6	1.0	4.0	2.3	4.2
August	2.1	3.6	3.0	4.1	0.5	0.0	1.5	2.5	1.0	3.6
September	1.6	5.6	3.0	3.3	0.9	0.4	2.5	1.9	1.0	2.3
October	3.0	4.7	3.0	3.9	1.0	0.0	1.8	1.0	1.0	3.0
November	4.5	4.1	1.1	3.5	1.0	0.5	1.0	2.7	1.4	3.0
December	4.2	4.0	2.0	2.0	0.0	0.2	1.6	3.0	2.0	2.2
Average	4.1	3.6	3.1	3.9	0.9	0.7	1.2	2.5	1.5	2.9

Average Daily Population — Males, Females, and Juveniles Combined



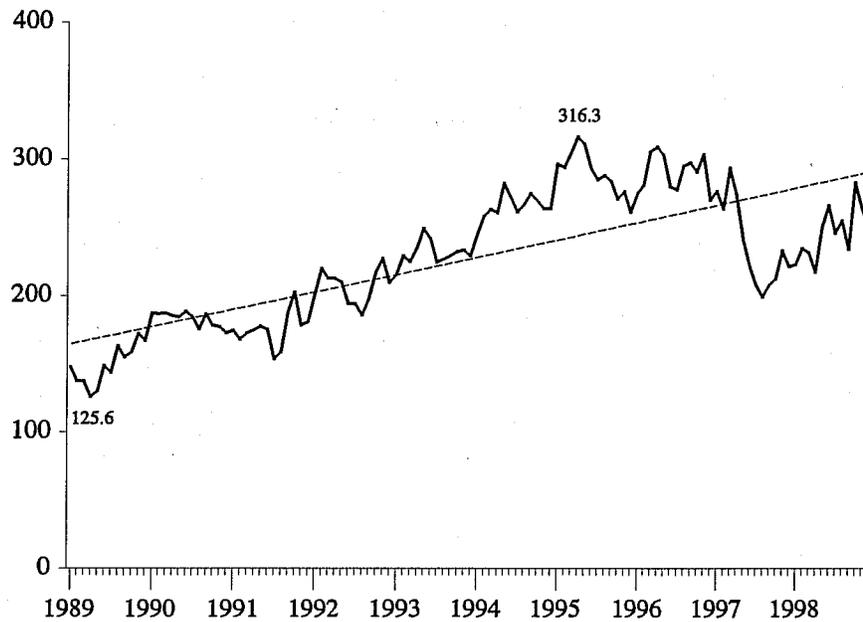
Month	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998
Males	152.7	186.1	182.0	215.1	237.8	286.4	302.5	297.4	249.0	257.7
Females	16.3	21.8	18.7	25.8	27.2	28.7	33.1	36.2	32.4	41.5
Juveniles	4.1	3.6	3.1	3.9	0.9	0.7	1.2	2.5	1.5	2.9
Total	173.2	211.5	203.8	244.8	266.0	315.8	336.9	336.1	283.0	302.1

Average Daily Population — City



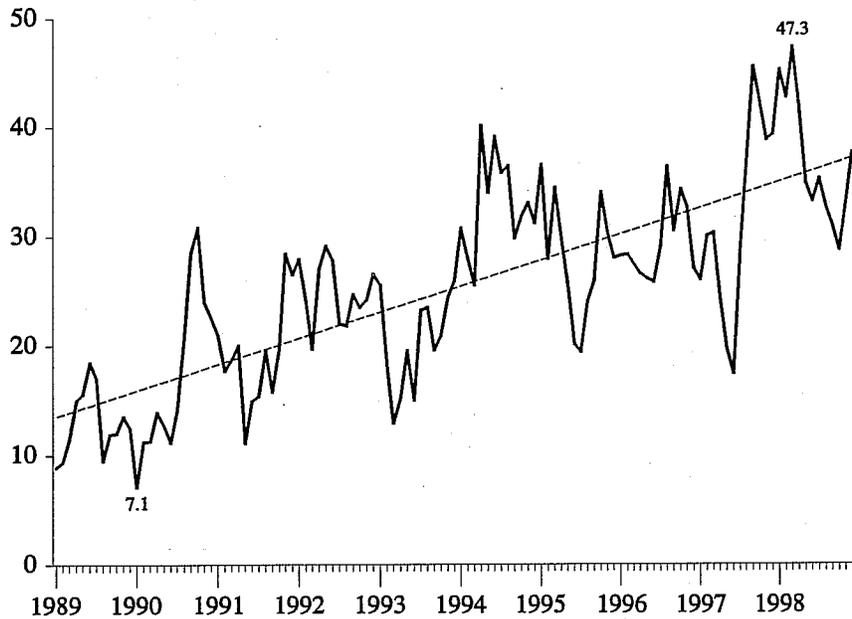
Month	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998
January	0.4	0.3	0.5	0.4	0.3	1.0	0.3	0.9	1.1	0.3
February	0.2	0.5	0.8	0.7	1.3	0.3	2.2	0.7	1.0	0.6
March	0.3	0.6	0.8	0.7	0.7	0.8	1.0	0.4	1.0	1.5
April	2.5	0.4	0.6	2.0	1.1	1.3	0.7	1.3	0.7	3.2
May	0.1	0.9	0.2	1.6	1.5	1.6	1.7	0.5	1.3	5.2
June	0.5	0.8	1.4	1.7	1.9	1.0	1.3	0.9	1.6	4.7
July	1.2	0.6	0.8	1.2	1.7	0.8	1.2	2.0	1.8	2.9
August	0.5	1.0	0.5	2.0	1.3	1.0	2.5	1.4	2.0	2.7
September	0.7	1.2	0.3	1.2	2.3	1.3	2.7	2.5	2.0	3.1
October	0.2	0.5	0.7	1.2	1.3	0.8	1.5	1.0	1.1	2.7
November	0.4	1.0	0.3	0.9	1.5	0.6	0.8	0.5	0.4	1.5
December	0.3	0.2	1.3	0.7	0.4	0.5	0.6	0.6	0.6	1.3
Average	0.6	0.7	0.7	1.2	1.3	0.9	1.4	1.1	1.2	2.5

Average Daily Population — State



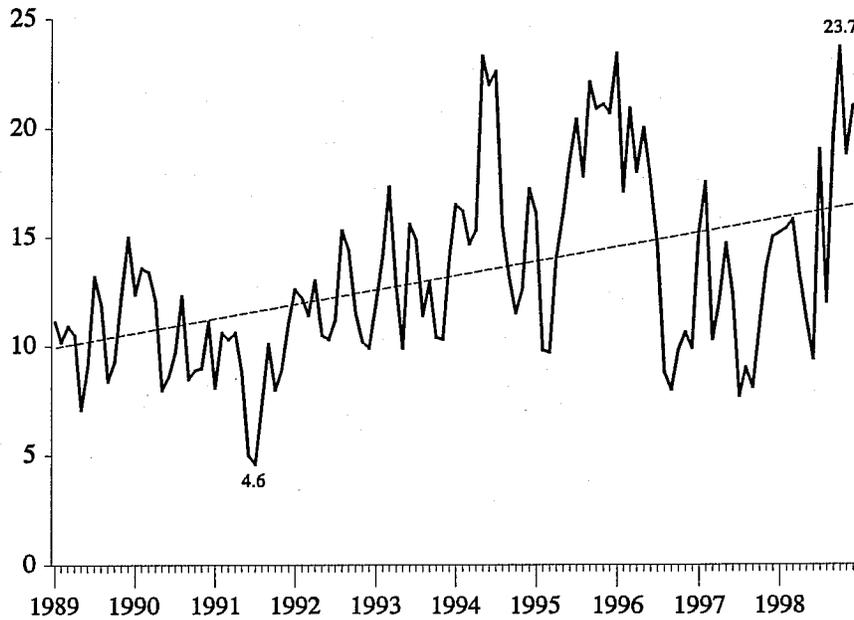
Month	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998
January	147.7	187.2	174.5	200.0	215.3	244.0	296.7	275.3	276.7	223.2
February	137.5	186.7	167.9	220.0	229.2	258.2	293.9	281.2	263.8	234.8
March	137.3	187.2	172.5	212.9	225.0	263.0	304.8	305.3	293.5	231.6
April	125.6	185.2	174.7	212.8	235.2	260.8	316.3	309.2	274.6	217.5
May	130.0	184.3	177.4	210.0	249.0	282.2	310.9	303.1	241.0	250.1
June	148.6	188.3	174.9	194.3	241.5	272.5	293.1	279.9	222.5	266.2
July	143.6	184.4	153.6	194.0	224.8	261.4	285.1	277.7	208.0	245.9
August	162.8	175.5	158.5	185.6	226.9	266.7	288.1	295.0	199.1	254.9
September	154.8	186.7	187.6	197.2	229.3	274.7	283.7	297.4	207.9	234.4
October	158.4	178.2	202.6	217.2	232.4	269.7	271.0	290.9	212.9	282.9
November	171.9	177.1	178.1	227.3	233.5	263.9	276.2	303.2	232.9	264.7
December	167.0	172.5	180.7	209.9	229.2	263.9	261.2	270.0	221.5	249.9
Average	148.8	182.8	175.3	206.8	230.9	265.1	290.1	290.7	237.9	246.3

Average Daily Population — Federal



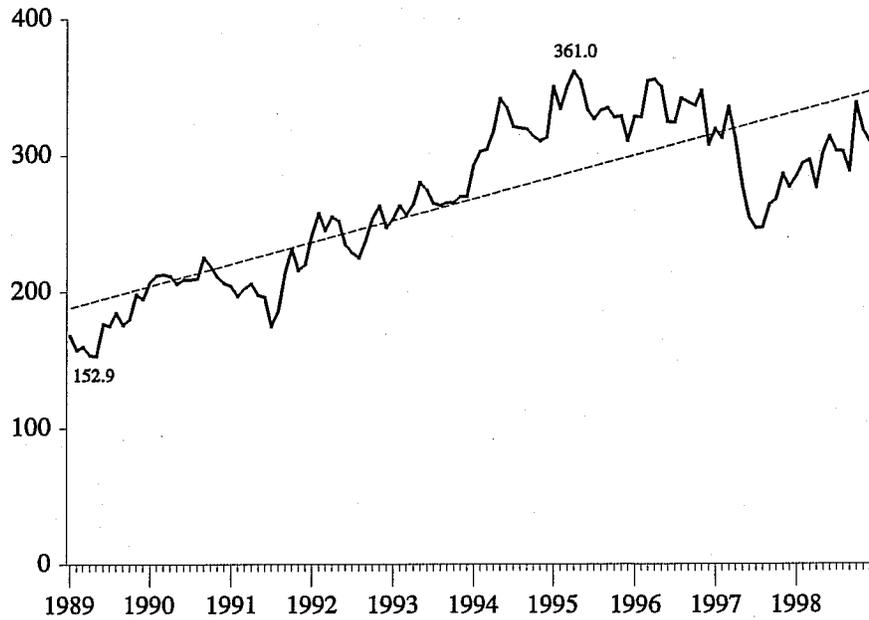
Month	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998
January	8.9	7.1	21.0	27.9	25.5	30.7	36.5	28.2	26.0	45.2
February	9.4	11.2	17.7	24.1	18.3	28.0	27.9	28.3	30.0	42.7
March	11.4	11.3	18.7	19.7	12.9	25.5	34.4	27.4	30.3	47.3
April	15.0	13.9	20.0	27.0	15.2	40.1	29.9	26.6	24.3	41.9
May	15.6	12.7	11.1	29.1	19.5	34.0	25.7	26.1	19.7	34.8
June	18.4	11.2	14.9	27.8	15.0	39.1	20.1	25.8	17.4	33.2
July	17.0	14.1	15.4	22.0	23.2	35.8	19.4	29.0	28.6	35.2
August	9.5	20.7	19.6	21.8	23.5	36.4	24.0	36.3	36.5	32.7
September	11.9	28.5	15.8	24.7	25.0	29.8	25.9	30.5	45.5	31.0
October	12.0	30.8	19.7	23.5	20.9	31.8	34.0	34.3	42.3	28.7
November	13.5	24.0	28.4	24.2	24.4	33.0	30.3	32.6	38.8	33.0
December	12.4	22.5	26.5	26.5	25.9	31.2	28.0	27.0	39.3	37.6
Average	12.9	17.3	19.1	24.9	20.3	33.0	28.0	29.3	31.6	36.9

Average Daily Population — Other Counties



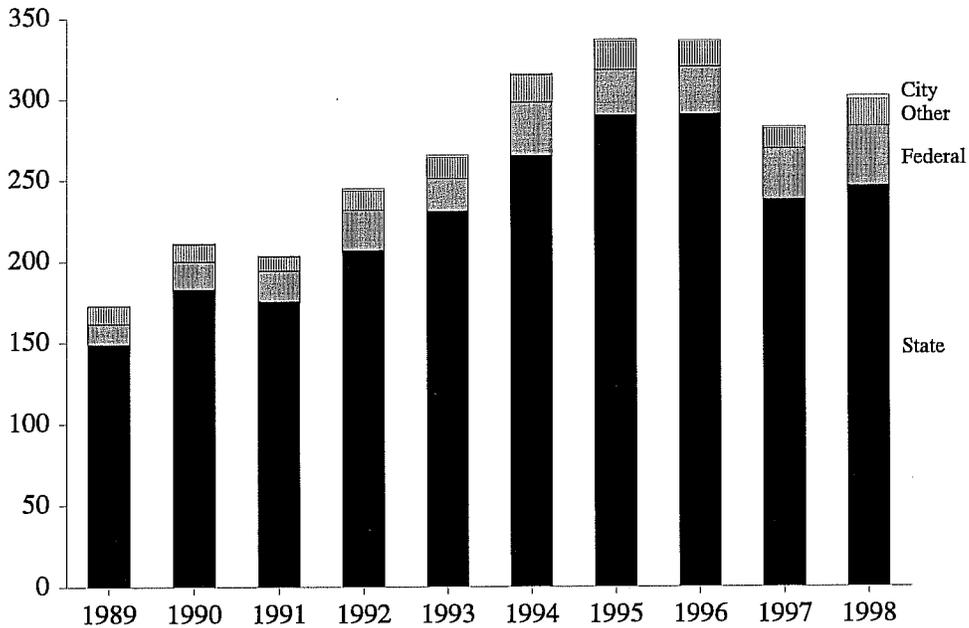
Month	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998
January	11.1	12.4	8.1	12.6	11.9	16.5	16.1	23.4	15.2	15.2
February	10.2	13.6	10.6	12.2	14.1	16.2	9.8	17.1	17.5	15.4
March	10.9	13.4	10.3	11.4	17.3	14.7	9.7	20.9	10.3	15.8
April	10.5	12.1	10.6	13.0	12.7	15.3	14.0	18.0	12.0	13.3
May	7.1	8.0	8.8	10.5	9.9	23.3	16.0	20.0	14.7	11.2
June	9.1	8.6	5.0	10.3	15.6	22.0	18.5	17.6	12.4	9.4
July	13.2	9.7	4.6	11.2	14.9	22.6	20.4	14.7	7.7	19.0
August	11.9	12.3	7.3	15.3	11.4	15.5	17.8	8.8	9.0	12.0
September	8.4	8.5	10.1	14.4	11.8	13.2	22.1	8.0	8.1	19.5
October	9.3	8.9	8.0	11.5	10.4	11.5	20.9	9.8	10.9	23.7
November	12.4	9.0	8.9	10.2	10.3	12.6	21.1	10.6	13.6	18.8
December	15.0	11.1	11.1	9.9	14.0	17.2	20.7	9.9	15.0	21.0
Average	10.8	10.6	8.6	11.9	12.9	16.7	17.3	14.9	12.2	16.2

Average Daily Population — Total



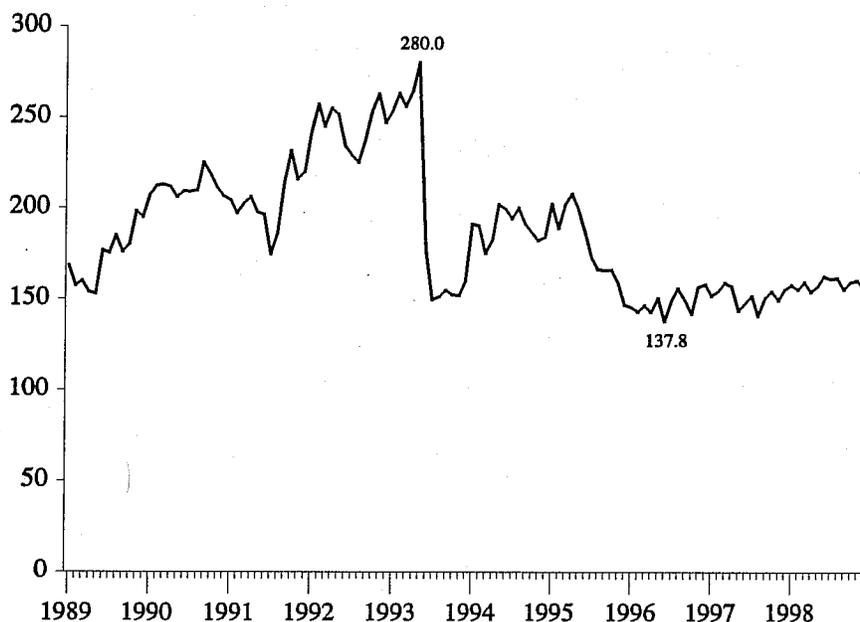
Month	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998
January	168.2	207.2	204.3	241.0	253.2	292.2	349.9	328.0	319.2	284.1
February	157.5	212.1	197.1	257.1	263.0	302.8	333.9	327.5	312.4	293.6
March	160.0	212.8	202.4	244.9	256.0	304.2	350.0	354.1	335.2	296.3
April	153.7	211.6	206.0	254.9	264.4	317.6	361.0	355.3	311.6	276.0
May	152.9	206.0	197.7	251.4	280.0	341.2	354.5	349.8	276.8	301.5
June	176.6	209.0	196.3	234.2	274.1	334.7	333.1	324.3	254.0	313.6
July	175.2	208.9	174.7	228.7	264.8	320.7	326.3	323.6	246.3	303.1
August	184.8	209.7	186.2	224.9	263.2	319.8	332.6	341.6	246.7	302.4
September	176.0	225.0	213.9	237.6	268.5	319.2	334.5	338.5	263.6	288.1
October	180.0	218.5	231.2	253.6	265.2	313.9	327.5	336.1	267.4	338.1
November	198.3	211.1	215.8	262.7	269.8	310.2	328.4	346.9	285.8	318.1
December	194.9	206.5	219.8	247.0	269.8	313.0	310.5	307.7	276.6	309.9
Average	173.2	211.5	203.8	244.8	266.0	315.8	336.9	336.1	283.0	302.1

ADP — City, State, Federal, and Other Counties Combined



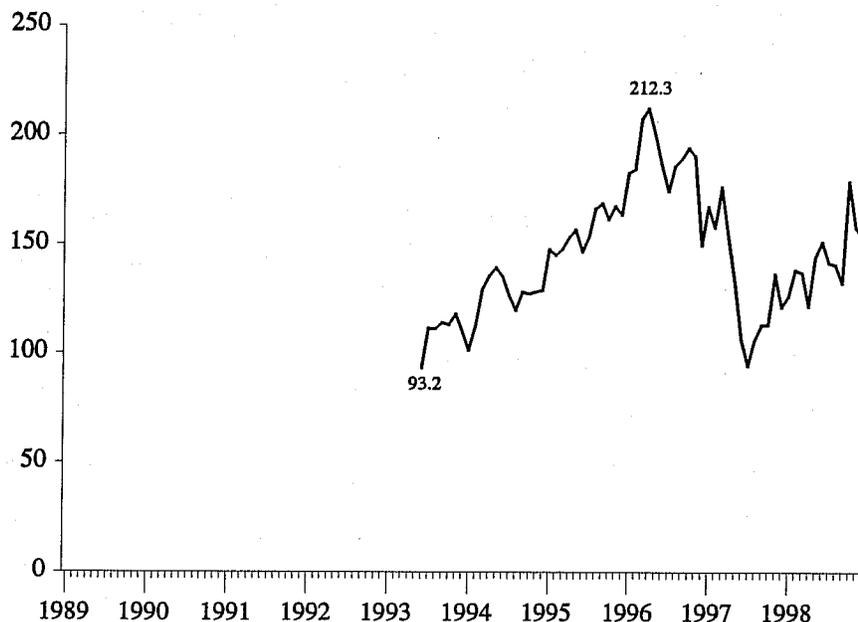
Month	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998
City	0.6	0.7	0.7	1.2	1.3	0.9	1.4	1.1	1.2	2.5
State	148.8	182.8	175.3	206.8	230.9	265.1	290.1	290.7	237.9	246.3
Federal	12.9	17.3	19.1	24.9	20.3	33.0	28.0	29.3	31.6	36.9
Other	10.8	10.6	8.6	11.9	12.9	16.7	17.3	14.9	12.2	16.2
Total	173.2	211.5	203.8	244.8	266.0	315.8	336.9	336.1	283.0	302.1

Average Daily Population — Jail



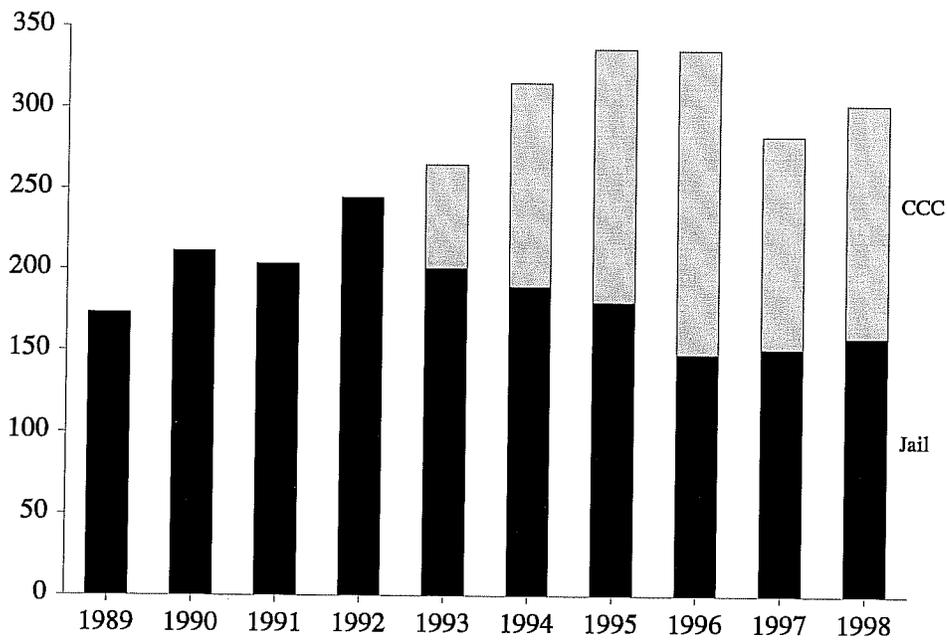
Month	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998
January	168.2	207.2	204.3	241.0	253.2	191.0	202.2	145.4	151.9	157.9
February	157.5	212.1	197.1	257.1	263.0	190.1	188.8	143.1	154.4	155.4
March	160.0	212.8	202.4	244.9	256.0	175.0	202.0	146.5	159.0	159.4
April	153.7	211.6	206.0	254.9	264.4	182.2	207.7	142.9	157.1	154.1
May	152.9	206.0	197.7	251.4	280.0	201.9	199.7	150.3	143.8	157.2
June	176.6	209.0	196.3	234.2	176.9	199.6	186.3	137.8	147.7	162.6
July	175.2	208.9	174.7	228.7	149.5	194.2	173.0	149.1	151.8	161.3
August	184.8	209.7	186.2	224.9	151.1	200.0	166.2	155.8	140.9	161.8
September	176.0	225.0	213.9	237.6	154.7	191.2	165.8	149.4	150.7	155.5
October	180.0	218.5	231.2	253.6	152.2	186.7	166.1	142.0	154.2	159.4
November	198.3	211.1	215.8	262.7	152.0	182.1	158.9	156.6	149.5	160.3
December	194.9	206.5	219.8	247.0	159.6	184.1	147.0	158.1	155.4	156.5
Average	173.2	211.5	203.8	244.8	201.1	189.8	180.3	148.1	151.4	158.5

Average Daily Population — Community Corrections Center



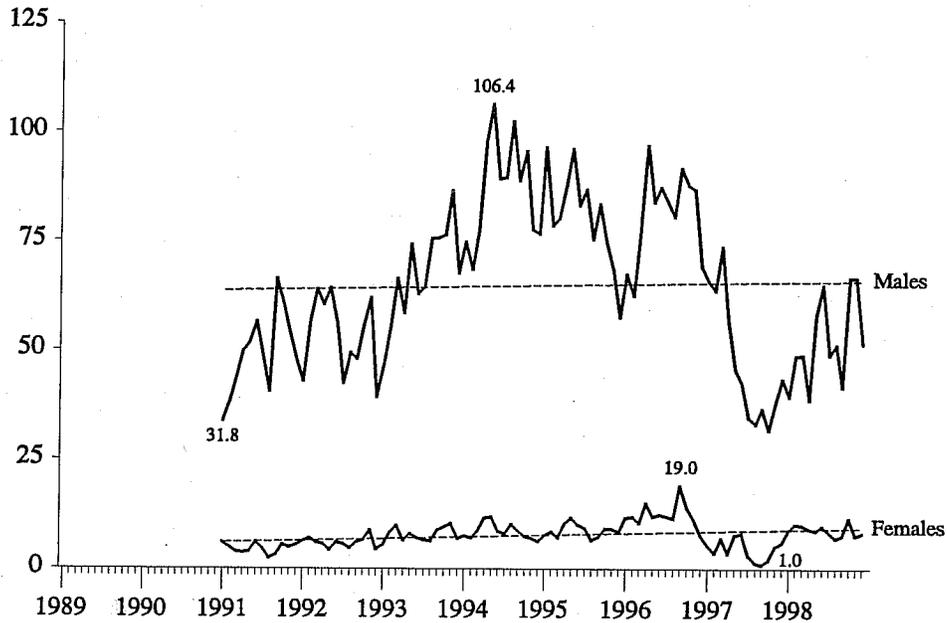
Month	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998
January						101.2	147.6	182.5	167.2	126.2
February						112.7	145.0	184.4	158.0	138.1
March						129.1	148.0	207.5	176.2	136.9
April						135.4	153.2	212.3	154.5	121.8
May						139.2	156.6	199.5	132.9	144.2
June					93.2	135.0	146.8	186.5	106.3	151.0
July					111.2	126.4	153.2	174.4	94.4	141.7
August					111.0	119.8	166.3	185.8	105.8	140.6
September					113.8	128.0	168.7	189.1	112.9	132.5
October					113.0	127.2	161.3	194.1	113.1	178.6
November					117.8	128.1	167.5	190.3	136.3	157.8
December					110.1	128.8	163.5	149.6	121.1	153.4
Average					110.0	125.9	156.5	188.0	131.6	143.6

ADP — Jail and CCC Combined



Month	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998
Jail	173.2	211.5	203.8	244.8	201.1	189.8	180.3	148.1	151.4	158.5
CCC					64.2	125.9	156.5	188.0	131.6	143.6
Total	173.2	211.5	203.8	244.8	266.0	315.8	336.9	336.1	283.0	302.1

Average Daily Population — Work Release



Month	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998
January			39.9	49.3	52.0	82.3	104.1	79.1	71.2	48.4
February			43.2	63.6	63.5	75.7	87.0	74.5	67.6	59.0
March			47.7	70.0	76.2	86.1	87.5	87.6	80.7	58.9
April			53.5	66.2	65.0	109.4	97.9	111.9	60.1	47.9
May			55.6	68.5	82.2	118.3	107.8	95.9	53.2	67.1
June			62.5	62.1	69.9	97.8	93.4	99.7	50.5	74.8
July			53.2	48.2	71.0	97.6	96.2	96.0	37.9	57.5
August			43.0	54.1	82.0	112.6	82.0	92.2	34.7	58.3
September			69.5	54.1	84.6	97.7	90.8	110.6	37.5	49.3
October			66.4	62.3	86.1	103.0	83.9	101.8	34.0	78.3
November			58.9	70.8	96.8	84.7	77.7	98.1	43.2	74.3
December			53.2	43.8	74.6	83.0	66.2	76.8	49.3	59.8
Average			53.9	59.4	75.3	95.7	89.5	93.7	51.7	61.1

VI. Inmate Population Projections

Two sets of inmate population projections were developed for planning purposes, using two different forecasting models.

- **Model #1** was based on the current jail population trends for city, state, and other counties' inmates over the past ten years (i.e., 1989 - 1998).

This model assumes that these components of the jail population are going to continue to grow for the next ten years at the same rate they have increased over the past ten years.

Federal inmates were excluded from the model, as past trends in the ADP of federal inmates are not considered to be a valid indication of the current and projected number of beds needed for federal inmates. (Note: Beds for federal inmates are discussed in Section VII on Facility Capacity Requirements.)

The graph and table on page 42 show the results of Model #1.

- **Model #2** was based on the historical correlation between the growth of the jail population and the growth of the County's total population over the past ten years, as applied to the population projections for Minnehaha County.

Data on inmates from other counties was correlated with the combined population of the five surrounding counties, and the population projections for those counties, instead of using Minnehaha County's historical and projected population.)

This model assumes that the jail population is going to continue to grow for the next ten years in relation to the projected growth of the County's total population (and the growth of the surrounding counties).

Again, federal inmates were excluded from the model, as past trends are not considered a valid indication of the number of beds needed for federal inmates.

The graph and table on page 43 show the results of Model #2.

The results of the two forecasting models were very close to each other through the year 2005. (Differing by less than one-half of one percent.) The results of Model #2 declined slightly from the year 2005 and beyond, primarily because the rate of growth in the County's population begins to decline at that point. (Note: The County's population is not expected to decline, but a slower annual rate of growth is projected.)

The graph and table on page 44 show a comparison of the results of Models #1 and #2.

Since the two models produced virtually the same outcome, the midpoint of the two projections was calculated and used as the baseline ADP forecast for planning purposes.

In ten years (i.e., by the year 2008), the baseline forecast shows a total ADP of 428 inmates, including 401 inmates being held on state charges, 24 inmates being held for other counties, and 3 held for city ordinance violations.

The graph and table on page 45 show the baseline ADP forecast.

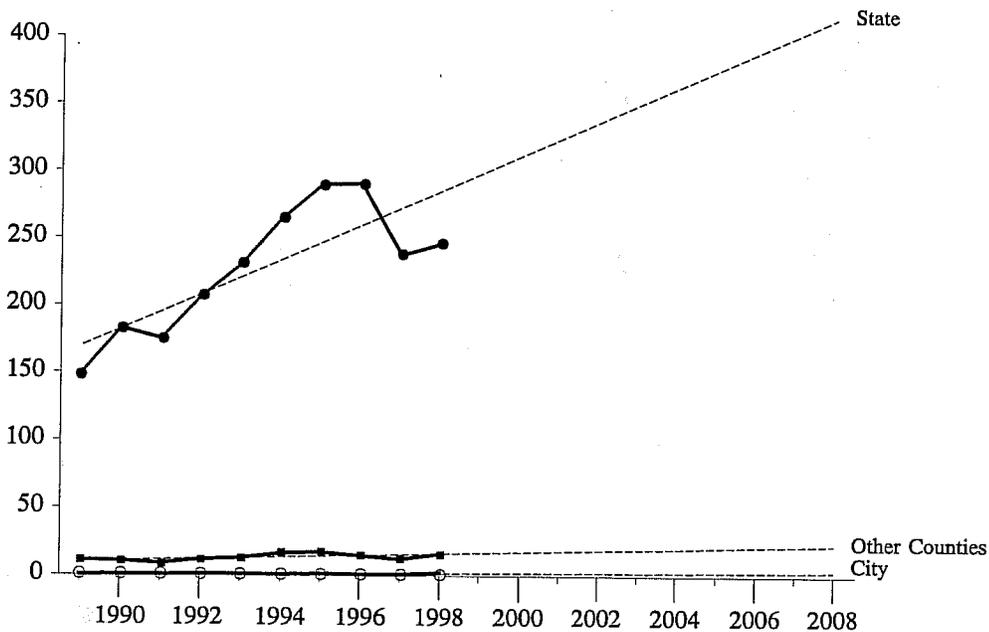
Obviously, inmate population projections are not an exact science. There are a multitude of ever-changing variables, both tangible and intangible, that can directly impact the size of Minnehaha County's jail population. Changes in criminal penalties, law enforcement practices, sentencing policies, and crime rates will all have a direct impact on the County's future jail population and its need for additional jail beds.

In addition, as noted by the Jail Expansion Task Force in 1990, "the further out the projection is made, the less reliable the estimate becomes."⁹

Nonetheless, it is believed that the inmate population presented here provide reasonable planning goals for the County.

⁹ "Minnehaha County Jail Expansion Task Force — Final Report and Recommendations," August 7, 1990, page 4.

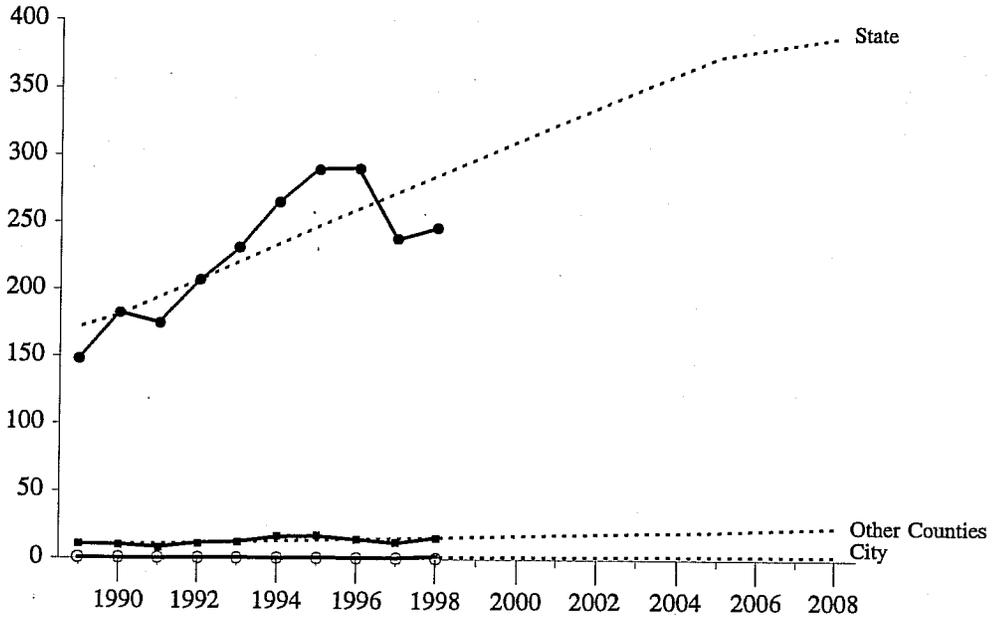
**Model #1
Inmate Population Projections
(Based on Current Jail Population Trends*)**



Year	City	State	Other Counties	Total
1999	1.9	298.3	16.9	317.1
2000	2.1	311.2	17.6	330.8
2001	2.2	324.0	18.3	344.5
2002	2.3	336.9	18.9	358.2
2003	2.5	349.8	19.6	371.9
2004	2.6	362.7	20.3	385.6
2005	2.7	375.5	21.0	399.2
2006	2.9	388.4	21.6	412.9
2007	3.0	401.3	22.3	426.6
2008	3.2	414.2	23.0	440.3

* Does not include Federal inmates.

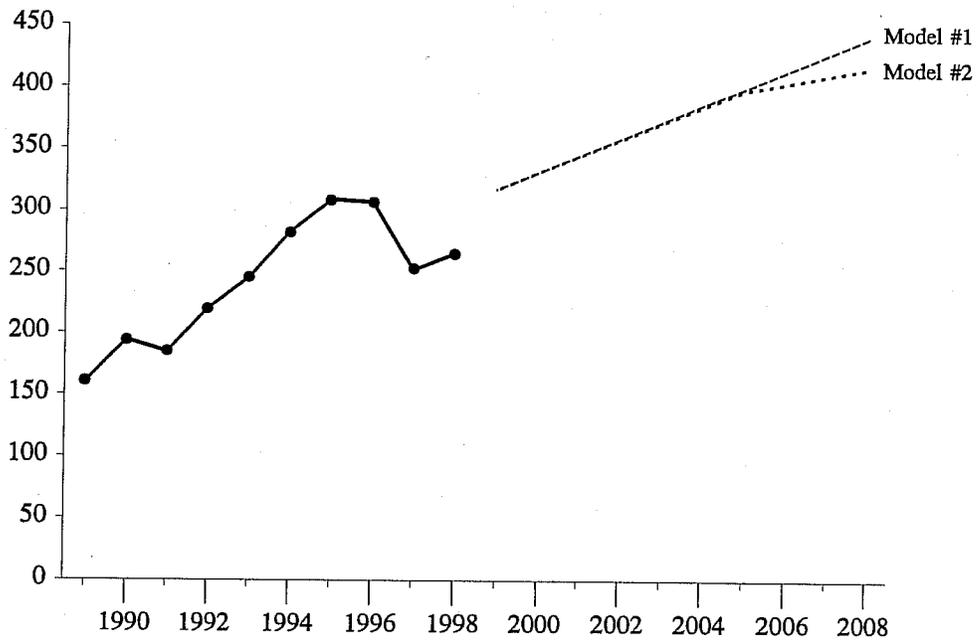
**Model #2
Inmate Population Projections
(Based on County Population Growth*)**



Year	City	State	Other Counties	Total
1999	1.9	298.1	17.0	317.1
2000	2.1	310.8	17.7	330.6
2001	2.2	323.4	18.4	344.0
2002	2.3	336.0	19.1	357.4
2003	2.5	348.5	19.7	370.7
2004	2.6	361.1	20.4	384.1
2005	2.7	373.7	21.1	397.5
2006	2.8	378.6	22.1	403.5
2007	2.8	383.5	23.2	409.5
2008	2.9	388.4	24.2	415.5

* Does not include Federal inmates.

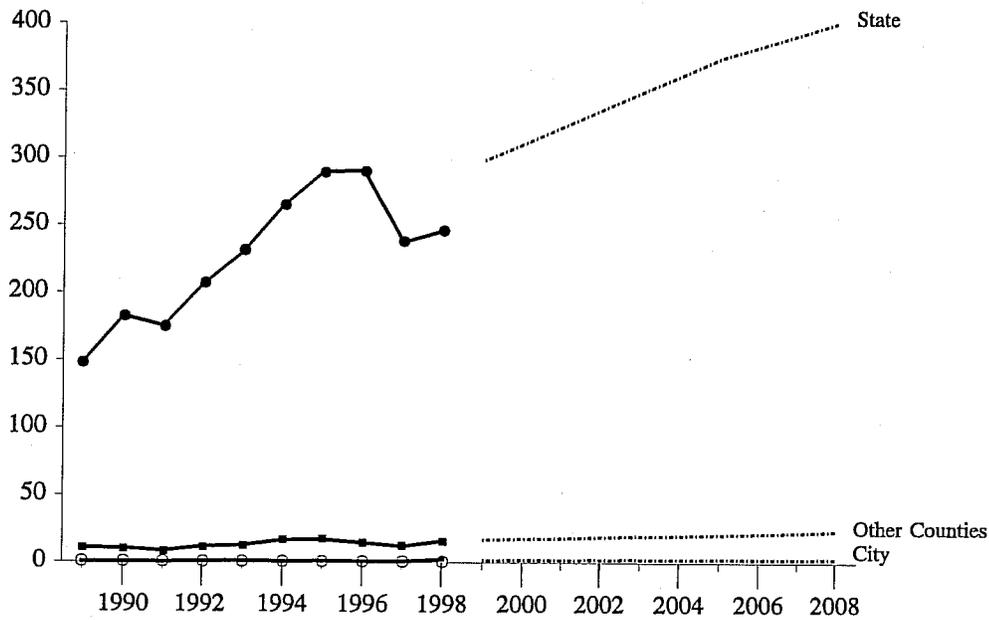
**Comparison of Inmate Population Projections
from Models #1 and #2 ***



Year	Model #1 Jail Population Trend Forecast	Model #2 County Population Growth Forecast
1999	317.1	317.1
2000	330.8	330.6
2001	344.5	344.0
2002	358.2	357.4
2003	371.9	370.7
2004	385.6	384.1
2005	399.2	397.5
2006	412.9	403.5
2007	426.6	409.5
2008	440.3	415.5

* Does not include Federal inmates.

**Average Daily Population
Baseline Forecast**
(Not including Federal inmates)



Year	City	State	Other Counties	Total
1999	1.9	298.2	17.0	317.1
2000	2.1	311.0	17.7	330.7
2001	2.2	323.7	18.3	344.2
2002	2.3	336.4	19.0	357.8
2003	2.5	349.2	19.7	371.3
2004	2.6	361.9	20.4	384.8
2005	2.7	374.6	21.0	398.4
2006	2.8	383.5	21.9	408.2
2007	2.9	392.4	22.7	418.0
2008	3.0	401.3	23.6	427.9

VII. Facility Capacity Requirements

To determine the total number of jail beds needed by Minnehaha County, two factors were then applied to the baseline ADP projections.

A peaking factor was applied to the baseline forecast to accommodate routine fluctuations above the ADP. To determine an appropriate peaking factor, an analysis was made of the average percentage that the high inmate population exceeded the ADP during the past 12 months (i.e., April of 1998 through March of 1999). As shown in the following table, during this period, the peak population averaged 5.3 percent over the ADP each month. Therefore, a peaking factor of 5.3 percent was added to the baseline ADP forecast.

Peaking Factor Calculation

Month	ADP	Peak	% Peak Exceeds ADP
April 1998	276.0	305	10.5%
May 1998	301.5	311	3.2%
June 1998	313.6	328	4.6%
July 1998	303.1	313	3.3%
August 1998	302.4	321	6.2%
September 1998	288.1	314	9.0%
October 1998	338.1	360	6.5%
November 1998	318.1	341	7.2%
December 1998	309.9	323	4.2%
January 1999	307.3	318	3.5%
February 1999	314.3	316	0.5%
March 1999	310.5	325	4.7%
Average			5.3%

A classification factor was then applied in order to ensure sufficient jail capacity for inmate classification and management purposes. A conservative classification factor of 10 percent was used to provide sufficient capacity to allow for the separation of males

from females, to separate inmates by security classification, and to allow further segregation for administrative, disciplinary, and protective custody purposes.

By applying these two factors to the baseline ADP forecast, the total number of jail beds needed by Minnehaha County was calculated.

The results of these calculations are shown in the following table.

Forecast of Capacity Requirements
(Not including Federal inmates)

Year	City	State	Other Counties	Total Beds
1999	2	345	20	367
2000	2	360	20	383
2001	3	375	21	399
2002	3	390	22	414
2003	3	404	23	430
2004	3	419	24	446
2005	3	434	24	461
2006	3	444	25	473
2007	3	454	26	484
2008	4	465	27	496

Using this methodology, it is estimated that Minnehaha County will need a total of 496 jail beds by the year 2008, including 465 beds for inmates being held on state offenses (both pretrial and sentenced), 27 beds for other counties, and 4 beds for city ordinance violators.

Beds for Federal Agencies

Interviews with the U.S. Marshals Service and the Immigration and Naturalization Service indicate that these federal agencies would utilize more jail beds in Minnehaha County if they were available. Because of the population cap on the main jail, the U.S. Marshals Service is currently forced to keep some of its federal inmates in other jail facilities

outside Minnehaha County. Therefore, the historical ADP of federal inmates in the Minnehaha County Jail has been lower than it would have been had sufficient beds been available. According to the U.S. Marshal, the Marshals Service has estimated that it needs approximately 75 jail beds in Minnehaha County to support its present and projected needs.

In addition, the Immigration and Naturalization Service indicates that they could utilize up to 20 jail beds in Minnehaha County to support their growing needs, which have resulted from the additional agents and enforcement occurring in the area.

If these additional beds for federal inmates are added, it is estimated that Minnehaha County will need a total of 591 jail beds by the year 2008 (i.e., ten years from now).

A. Classification Profile

As part of this project, a classification profile was developed to determine the number of minimum, medium, and maximum security beds needed by the County.

The Minnehaha County Jail utilizes an objective inmate classification assessment, which categorizes inmates as minimum, medium, or maximum custody according to:

- The severity of their current charges and convictions, including any detainers or warrants;
- Their most serious prior conviction;
- Their institutional assault history;
- Escape history;
- Institutional disciplinary history;
- Number of prior felony conviction(s);
- Alcohol/drug abuse; and
- Stability factors.

The classification assessment is then scored, and a custody level is recommended. A supervisor then reviews the recommendation, and approves or disapproves the custody level assignment. Inmates may subsequently be re-classified, up or down, depending on their behavior or changes to their assessment factors.

In developing the classification profile, two “snapshot” profiles were developed of the actual inmate population at both the jail and the CCC. The results of these two profiles were then compared and averaged (as both profiles produced similar results).

The results of this classification profile are shown in the table on the following page.

Classification Profile

Classification	Jail	Community Corrections Center		Total
		Work Release	Other	
Minimum	44%	100%	100%	73%
Medium	13%			6%
Maximum	43%			21%
Total	100%	100%	100%	100%

According to this profile, approximately 73 percent of the inmate population in Minnehaha County are classified as minimum custody, 6 percent are classified as medium custody, and 21 percent are classified as maximum custody.

All of the inmates housed at the CCC were classified as minimum custody. It should also be noted that a large percentage (44 percent) of the inmates housed at the main jail downtown were classified as minimum custody, but are not suitable for housing at the CCC because their current charge(s) or history includes a crime of violence or a sex offense, or because their behavior prevents them from being housed there.

B. Work Release

As noted in Section V.E., over the past eight years, approximately 25 percent of the inmate population in Minnehaha County has been on work release. Assuming this trend continues, it is estimated that by 2008, there will be approximately 121 inmates on work release.

C. Total Beds Needed

If the additional beds for federal inmates are included, it is estimated that Minnehaha County will need a total of 591 jail beds by the year 2008.

The CCC can be reasonably expected to provide approximately 150 beds for housing work release inmates, inmates providing community service (i.e., "sentenced-to-serve"), trustees, and selected other minimum custody inmates.

Subtracting the beds that can be provided at the CCC, it is estimated that the County will need a total of 441 new inmate beds by the year 2008.

Estimated Inmate Beds Needed in 2008

Type	Beds
State Offenses (pretrial and sentenced)	465
Other Counties	27 *
City Ordinance Violators	4
Federal	
• U.S. Marshals Service	75 *
• Immigration and Naturalization Service	20 *
Total Inmate Beds Needed	591
Minus Capacity of CCC	-150
Total New Inmate Beds Needed	441

* Income beds.

Of the estimated 441 inmate beds needed, approximately 122 (or 28 percent) are "income beds" for holding federal inmates and other counties' inmates, for which Minnehaha County will receive revenue.

Using the classification profile that was developed, and assuming that the CCC provides beds for 150 minimum custody inmates, it is estimated that the new

inmate beds will be needed to support an inmate population that is 64 percent minimum custody, 8 percent medium custody, and 28 percent maximum custody.

Classification Breakdown of New Beds

Classification	Total New Beds	% of New Beds
Minimum	281	64%
Medium	36	8%
Maximum	124	28%
Total	441	100%

This information should be carefully considered during the subsequent architectural programming of the new jail facility. Although a large percentage of the new beds appear to be needed to support a minimum custody inmate population, it should be kept in mind that 150 of the inmates with the least security requirements are to be housed dormitory-style at the CCC. The remainder of the minimum custody population (i.e., those that cannot be housed at the CCC) may or may not be suitable for dormitory-style housing.

Again, the number and type of beds to be provided at the CCC should be carefully considered when deciding the number and type of new jail beds to be constructed.

VIII. Alternatives to Incarceration

As part of this study, CSG was asked to review the impact of jail operating procedures on the inmate population numbers, and to review the alternatives to incarceration presently being used in the County.

The Technical Assistance Report prepared by the National Institute of Corrections Jails Division in September of 1998 outlined 27 specific changes that have been made in the past 15 months that affect the County's jail operations.¹⁰ Many of the changes are designed to enhance safety and security, and include additional cameras, securing the basement unit at the CCC, securing vehicles used for inmate transports, emergency lighting, etc. Other changes are designed to reorganize staff responsibilities to better respond to current work demands, and to adjust shift coverages and staff schedules to better respond to the high demands of the weekday daytime workload.

None of the operational changes appear to have had a significant impact on the County's overall inmate population numbers, or created any new "bottlenecks" in the system. Rather, the changes are part of an on-going effort to make operational adjustments to respond to the growing and changing demands of the inmate population.

While current jail operating procedures do not appear to be driving up the inmate numbers or causing an increase to the inmates' length of stay, our opinion (and that of the preceding NIC consultants) is that the current physical layout of the jail facility is a major impediment to staff efficiency. The jail's design is inherently staff intensive. The facility's intake and release area, in particular, is congested and cumbersome during normal daily operations, and is worse during periods of peak activity.

With regard to alternatives to incarceration, the County has already initiated a "sentence-to-serve" program which allows inmates to earn one day's credit for each two days worked in community service. This program reduces the number of days served by the inmates in the program. An electronic monitoring program is also available through the Glory House.

One of the long term recommendations in the Technical Assistance Report suggested that "expansion of alternatives to jail can give judges more options in sentencing and/or pretrial release."¹¹

¹⁰ "Technical Assistance Report — PONI Phase I Assessment, Minnehaha County, Sioux Falls, South Dakota," NIC TA No. 98-J1213, by Robert P. Gibson and James A. Rowenhorst, September 1 - 3, 1998, Appendix IV.

¹¹ "Technical Assistance Report — PONI Phase I Assessment," page 18.

Working with the County's Criminal Justice Coordinating Committee, jail staff conducted a review of all persons booked into the jail on weekends from February 26 through March 20 of 1999, to determine how many inmates could potentially be served by a pretrial release program.

Criteria for pretrial release included:

- Defendant is a resident of Minnehaha or Lincoln County;
- Defendant is unable to post bond within 24 hours of arrest; and
- Defendant has never been charged with failure to appear.

Eligible offenses included:

- DWI (first offense);
- Reckless driving (first offense);
- Driving while revoked, suspended, or without a license (first offense);
- Petty theft, 1st or 2nd degree (first offense);
- Possession of marijuana, under two ounces (first offense);
- Possession of drug paraphernalia (first offense); and
- Insufficient funds check, 2nd or 3rd degree (first offense).

During the three-week survey period, a total of 95 people were booked for eligible offenses. Of those, 90 were released on bond within 24 hours of arrest. Only 5 individuals could have been potentially served by a pretrial diversion program.

This information suggests that there may not be a sufficient number of people coming into the system that could benefit from the implementation of a formal pretrial services program. Such a program would need to include pretrial investigations and case management services, which may not be cost effective unless the program diverts a significant number of individuals out of the jail (who would otherwise remain incarcerated without the program).

Jail beds are a finite and expensive resource, which must be reserved for those offenders who require secure confinement prior to trial because of the nature of their crime, their risk of flight, or their criminal history, and for those who require jail time as part of their criminal sentence. Since the number of jail beds is limited, and the cost of secure

confinement is so high, it is important that the need for public safety be balanced against the use of more cost-effective sanctions and alternatives to incarceration.

There is no question that pretrial services, the use of intermediate sanctions, and other community-based sentencing alternatives can have a positive effect on the County's jail population. In addition to helping with jail population management, these programs are particularly valuable in that they can provide services and referrals that are generally unavailable to individuals who are incarcerated. Each of these programs attempt to carve out their own target population, and provide a local resource as an alternative to incarceration for a limited number of carefully screened, "non-violent" offenders.

It must be kept in mind, however, that there is a point of diminishing returns with these programs. Only certain, carefully screened offenders can be safely and appropriately diverted from incarceration. Some offenders, by the nature of their crime or their criminal history, are not appropriate candidates for diversion. In addition, some programs are beginning to see more repeat offenders who have already been through one or more alternative programs, and who should not be considered for participation again.

It must also be kept in mind that most of these alternative programs carry a price tag of their own, so any potential savings in new jail beds will be offset somewhat by the cost involved with establishing and expanding alternatives to incarceration and additional intermediate sanctions.

Much of the community support and judicial support behind these alternatives to incarceration has been based on the cost effectiveness of these programs, while not compromising public safety. Expanding the use of alternatives to incarceration naturally means that the community and judiciary must take greater risks with a larger number of offenders. Consequently, it must be kept in mind that the cost effectiveness of these programs must be balanced against a realistic assessment of the risk to public safety that these programs can create if expanded too much, or too soon, or with too few resources. Otherwise, the programs may begin to lose some of the local support they have worked so hard to establish.

Overall, the County needs to continue to support and expand its existing alternatives and diversion programs, and to implement new programs, as much as the community and judiciary can support.