

**Inmate Population
Forecast and
Analysis Update**

for

**Minnehaha County
South Dakota**

**Bill Garnos
Jail Consultant**

November 2013

**Inmate Population Forecast and Analysis
for Minnehaha County, South Dakota**

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Acknowledgments

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Pennington County Sheriff's Department

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Executive Summary

In 1999, Minnehaha County retained CSG Consultants to conduct an analysis of the County's inmate population trends and to develop inmate population projections as part of the planning process that led to the construction of the County's current jail facility. The study was completed by Bill Garnos, who at that time served as Vice President of CSG Consultants.

The purpose of this study is to provide Minnehaha County's Criminal Justice Advisory Committee with detailed information on the County's current inmate population trends, and updated inmate population projections, for facility planning purposes.

Consultant Background

Bill Garnos has been a nationally-recognized jail consultant for more than 23 years. Bill has directed or assisted with jail facility planning projects for more than 100 cities and counties in 27 states, and has worked on three state correctional system master plans.

Bill's consulting work has been specialized in the development of jail needs assessment studies, regional jail feasibility studies, inmate population trends and projections, alternatives to incarceration, facility planning studies, space programming, staffing plans, operational cost projections, and the activation of new jail facilities.

Bill is a former South Dakotan, with a degree in Criminal Justice from the University of South Dakota. Before becoming a consultant in 1989, Bill spent over seven years in South Dakota state government, serving on the Governor's staff through two administrations as a Management Analyst, as the Executive Policy Analyst for Corrections, and as the State Project Director for Corrections. Bill later served as the Executive Assistant to the Secretary of the Department of Corrections, before moving to the Kansas City area to join a national criminal justice consulting firm.

Bill has served as an expert witness in federal court on jail conditions, and has completed the Planning of New Institutions (PONI) program at the National Institute of Corrections (NIC), and NIC training on Objective Jail Classification. Bill was a contributor to the book *Correctional Facility Design and Detailing*, and also updated a study for the NIC entitled *Managing Long-Term Inmates: A Guide for the Correctional Administrator*.

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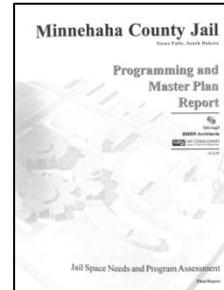
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In 1999, Bill Garnos completed the *Inmate Population Forecasting and Analysis for Minnehaha County*, as part of the County's planning process for a new jail facility.

Later in 1999, Bill was part of a team with Spitznagel, Inc. and BWBR Architects to develop the programming (space requirements) and Master Plan for jail construction.

Bill assisted the project by providing the jail planning principles and standards, the architectural and operational program, the staffing plan, and the estimated annual operating costs for the new jail.



Project Overview

Earlier this year, Sheriff Mike Milstead contacted Bill Garnos to discuss the County's current jail situation, and need for updated inmate population projections to assist with the County's facility planning process.

In April, Bill submitted a proposal for consulting services to update the inmate population forecast and analysis for Minnehaha County. The proposal was approved in June, and the project kick-off meetings were conducted on June 20, 2013.

Following extensive data collection and analysis, two presentations were provided to the Criminal Justice Advisory Committee. The first presentation was on August 5, 2013, and provided (1) an overview of the current project, (2) a review of current criminal justice statistical indicators, (3) a review of current inmate population trends, (4) County population projections, and (5) the capacity of the County's current jail system.

Bill's second presentation to the Criminal Justice Advisory Committee was on September 10, 2013, and provided preliminary findings with regard to (1) the inmate population projections, and (2) the forecast of jail capacity requirements for Minnehaha County.

Subsequent on-site meetings were conducted on October 10, 2013, with the State's Attorney, the South Dakota Department of Corrections, the U.S. Marshals Service, and the Chief Probation Officer to discuss the County's current and future jail needs.

Report Organization

This report includes the current study's complete findings and conclusions, and incorporates the material and discussions from the two public meetings with the County's Criminal Justice Advisory Committee.

The report is organized as follows:

- **Executive Summary** — Provides an overview of the project and final report, including the consultant's background and experience, on-site project meetings, organization of the final report, and the study's primary findings and conclusions.
- **I. Review of Previous Studies** — Provides a review of two previous studies involving the Minnehaha County Jail, including the *Inmate Population Forecasting and Analysis* completed by CSG Consultants in 1999, and the *Jail and Justice System Assessment* funded through the National Institute of Corrections (NIC) in 2012.
- **II. Criminal Justice Statistical Indicators** — Provides a review of current trends in the County's criminal justice system, including crime, arrests, and criminal case filings, and the impact of these trends on the County's current and future jail needs.
- **III. Inmate Population Trends** — Provides a detailed analysis of current trends in the County's inmate population, including monthly and annual data on the number of jail bookings, the average daily population (ADP) of inmates, the high and low inmate population, length of stay, and number of inmates on Work Release.
- **IV. Inmate Population Projections** — Provides inmate population projections for facility planning purposes, and a forecast of jail capacity requirements for Minnehaha County. This section includes a review of the current population projections for Minnehaha County and surrounding counties, and a breakdown of the current capacity of the County's two jail facilities.
- **V. Conclusions and Recommendations** — Provides the consultant's conclusions and recommendations for the Criminal Justice Advisory Committee's consideration, based on the findings in this study.

The report includes a huge amount of material, with numerous graphs, data tables, and extensive narrative. The detailed analysis is intended to provide information to assist the County with its current jail facility planning efforts. The data in this report can also be used to support the discussion of other important issues — including alternatives to incarceration, the use of electronic monitoring for work release inmates, housing inmates for other jurisdictions, etc.

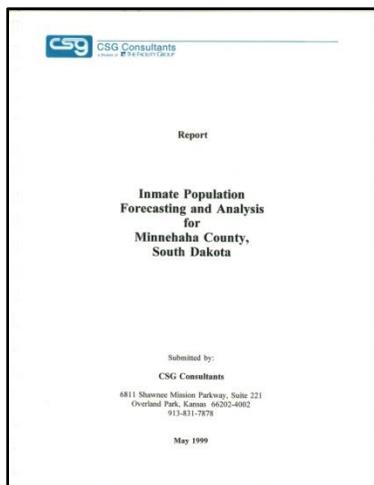
I. Review of Previous Studies

This section provides a review of two previous studies involving the Minnehaha County Jail system. These studies include:

- *Inmate Population Forecasting and Analysis for Minnehaha County, South Dakota*, CSG Consultants, May 1999; and
- *Jail and Justice System Assessment*, Minnehaha County Sheriff's Office, NIC Technical Assistance No. 13J1036, by Dennis Liebert and April Pottorff, December 18 – 19, 2012.

The primary purpose of this study is to update the inmate population trends and projections developed in the 1999 study. Portions of the *Jail and Justice System Assessment (JJSA)* are also directly relevant to issues in the current study. Therefore, excerpts from both studies are referenced throughout this report where appropriate.

A. Inmate Population Forecasting and Analysis, May 1999



In 1999, Minnehaha County retained CSG Consultants to conduct an analysis of the County's inmate population trends and to develop inmate population projections as part of the planning process that led to the construction of the County's current jail facility. Bill Garnos, as Vice President of CSG Consultants, conducted the study.

The Study included:

I. Review of Past Studies — A review of six previous studies and reports on the County's jail needs.

II. County Population Projections — A review of the current population and population projections for Minnehaha County and surrounding counties.

III. Crime Index Offenses — A review of statistical reports on the number of Crime Index Offenses reported in Minnehaha County from 1989 – 1996 (the most recent available data at that time), including violent crime and property crime.

IV. Criminal Case Filings — A review of the number and type of criminal cases filed in Circuit Court in Minnehaha County from FY 1990 – FY 1998.

V. Inmate Population Trends — A detailed analysis of Minnehaha County’s inmate population trends for each month during preceding ten years (1989 – 1998), including:

- **Total Bookings** — The total number of bookings each month at the Minnehaha County Jail;
- **Average Daily Population by Sex** — Separate analyses of the average daily population (ADP) of male inmates and female inmates each month;
- **Average Daily Population by Jurisdiction** — Separate analyses of the ADP each month for City ordinance violators, inmates held for state offenses, and federal inmates;
- **Average Daily Population by Facility** — Separate analyses of the ADP each month at the Minnehaha County Jail and at the Community Corrections Center (CCC); and
- **Work Release** — The ADP of inmates in the Minnehaha County jail system on work release.

VI. Inmate Population Projections — Two sets of inmate population projections were developed for planning purposes, using two different forecasting models. Since the two models produced virtually the same outcome, their midpoint was used as the baseline ADP forecast.

VII. Facility Capacity Requirements — To determine the total number of jail beds needed by the County, a peaking factor and a classification factor were then applied to the baseline ADP forecast. The study also included:

- **Classification Profile** — A breakdown of the number of minimum, medium, and maximum security jail beds needed by the County;
- **Work Release** — An estimate of the number of work release beds needed; and
- **Total Beds Needed** — An estimate of the total number of jail beds needed, including “income beds” for holding federal inmates and other counties’ inmates, the capacity of the CCC, and the number of new (additional) jail beds needed.

VIII. Alternatives to Incarceration — The study included a review of the Technical Assistance Report prepared by the National Institute of Corrections’ Jails Division and its recommendations for changes to the County’s jail operations. The Study also provided a review of the programs in Minnehaha County that provide an alternative to incarceration.

Key Findings from the 1999 Study

Average Daily Population (ADP). The 1999 study estimated that in 10 years — by 2008 — Minnehaha County will have a total ADP of 428 inmates, including 401 inmates held on state charges, 24 inmates held for other counties, and 3 held for city ordinance violations.¹

Jail Capacity Requirements. After applying a peaking factor and a classification factor, the 1999 study estimated that in 10 years — by 2008 — Minnehaha County will need a total of 496 jail beds, to support the projected ADP of 428 inmates.²

Beds for Federal Agencies. Based on interviews conducted as part of the 1999 study, it was estimated that the U.S. Marshals Service needed approximately 75 jail beds in Minnehaha County to support its current and projected needs. In addition, the Immigration & Naturalization Service (INS) indicated the need for 20 jail beds in Minnehaha County to support their growing needs.

Total Jail Beds Needed. Adding the beds for federal inmates, the 1999 study estimated that Minnehaha County will need a total of 591 jail beds in 10 years (by the year 2008).³ At the time of the 1999 study, the capacity of the Community Corrections Center (CCC) was considered to be approximately 150 beds. Subtracting the beds at the CCC, it was estimated that the County will need a total of 441 new inmate beds in 10 years (by 2008).⁴

The 1999 study noted, “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.”⁵

The table on the following page is from the 1999 study, and shows how the 10-year forecast of capacity requirements was calculated.⁶

¹ *Inmate Population Forecasting and Analysis for Minnehaha County, South Dakota*, CSG Consultants, May 1999, pages 4 and 42, and page 46 (graph and data table).

² *Inmate Population Forecasting and Analysis*, pages 5 and 48.

³ *Inmate Population Forecasting and Analysis*, pages 5 and 49.

⁴ *Inmate Population Forecasting and Analysis*, pages 6 and 51.

⁵ *Inmate Population Forecasting and Analysis*, pages 6 and 51.

⁶ *Inmate Population Forecasting and Analysis*, page 51.

Estimated Jail Beds Needed in 2008
From the 1999 Jail Study

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

* Income beds.

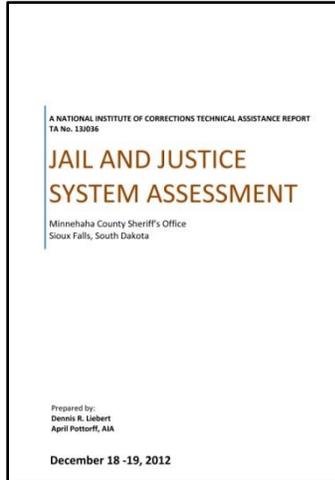
Comparison of 10-Year Projections from the 1999 Study with Actual ADP

Total ADP, not including Federal Inmates — The 1999 study estimated that in 10 years (by 2008) the Minnehaha County jail system will have a total ADP of approximately 428 inmates, not including federal inmates. In 2008, the jail system held an actual total ADP of 396 inmates, not including federal inmates. Therefore, the 10-year ADP estimate (for 2008) from the 1999 study was approximately 8 percent higher than the actual ADP for 2008.

Federal Inmates — The 1999 study estimated that federal agencies (the U.S. Marshals Service and INS) will need a total of approximately 95 jail beds in Minnehaha County. In 2008, the jail system held an actual total ADP of 97 federal inmates. Therefore, the estimate for federal inmates from the 1999 study was less than 2 percent below the actual ADP of federal inmates in 2008.

Total ADP, All Inmates — The 1999 study estimated that by 2008 the Minnehaha County jail system will have a total ADP of 523 inmates, including all inmates (Minnehaha County's, other counties', federal inmates, etc.). In 2008, the jail system held an actual total ADP of 493 inmates (including all inmates). Therefore, the 10-year ADP estimate (for 2008) from the 1999 study was approximately 6 percent higher than the actual ADP for 2008.

B. Jail and Justice System Assessment, December 2012



In December 2012, a *Jail and Justice System Assessment (JJSA)* was completed for the Minnehaha County Sheriff's Office. The assessment was funded by the National Institute of Corrections (NIC), with on-site technical resources provided by Dennis Liebert and April Pottorff.

The purpose and goals of the assessment were stated as follows:

Jurisdictions frequently request a JJSA because the jail or community corrections center (CCC), which they operate is "crowded", or, it is in poor condition and, as such, under some scrutiny. Jail officials are unable to fully control the flow in and out of the jail CCC, yet they must provide for the safe and secure management of all those remanded to the Sheriff's custody. Changes in policy and practice in an individual justice system component can cause changes in the inmate population. However, each component of the system often works in a vacuum – unaware of what the rest of the system is doing. In this instance, the pre-dominant issue is the condition and size of the CCC and the near capacity of both the CCC and the jail facility.

The jail was newly constructed in 2003 with 400 secure beds. It serves as a regional jail. Neighboring Lincoln County does not have a jail. Parts of the older, closed jail are still available for possible renovation and re-use for some type of secure housing or other possible uses.

The CCC, located on Russell Street, was opened in 1992 with three units totaling 231 beds. However, one of the units houses 124 residents, which is too large and difficult to observe. Another unit can only be entered through the boiler room. The building is a renovated Elks Lodge.

The goals of the JJSA are to help jurisdictions understand their justice system components, and to begin an inventory of their systems; to educate jurisdictions so they understand it is never just a "jail or CCC problem," but is in fact, a justice system problem and a community problem; provide information about the facility development process in a way that leads them to educated

*decisions about the need to build and/or to explore alternatives;
and to guide jurisdictions in a process to begin assessing their
readiness for planning.⁷*

The JJSA included a tour and assessment of the jail and CCC, a review of jail and system data, meeting with key criminal justice officials, a stakeholder’s meeting, and a Town Hall meeting. These activities occurred over a two-day period when the NIC technical resource providers were on-site.

The technical assistance report was organized as follows:

- **Part I. Background** Pages 3 – 6
- **Part II. Locational Overview and Population Profile** Pages 7 – 8
- **Part III. Average Daily Population – Historical Data** Pages 9 – 11
- **Part IV. Jail/Community Corrections Center Population Profile** Page 12
- **Part V. Summary of On-Site Meetings and Activities** Pages 13 – 29
- **Part VI. Next Steps and Recommendations** Page 30
- **Appendices A – G**

The report included a brief County overview and County population profile.⁸ The report included a limited amount of annual ADP data for the preceding four years (2009 – 2012 to date), including an annual breakdown of the ADP at the jail and at the CCC by jurisdiction and by gender.⁹ The report also provided a one-day snapshot profile of the inmate population at the jail (380 inmates) and at the CCC (155 inmates) on the day of their site visit (December 19, 2012).¹⁰

The consultants’ notes from the on-site meetings include the following:

⁷ *Jail and Justice System Assessment*, Minnehaha County Sheriff’s Office, NIC Technical Assistance No. 13J1036, by Dennis Liebert and April Pottorff, December 18 – 19, 2012, pages 3 – 4.

⁸ *Jail and Justice System Assessment*, pages 7 – 8.

⁹ *Jail and Justice System Assessment*, pages 9 – 10.

¹⁰ *Jail and Justice System Assessment*, page 12.

After serving time at state correctional facility in Sioux Falls, many former inmates stay local to Sioux Falls after their release (more resources, jobs, etc.).

Minnehaha Jail essentially serves as a “regional” jail. Lincoln County, the county adjacent to the south, does not have a jail so all inmates are housed at Minnehaha jail. In addition, several nearby counties use Minnehaha as overflow or to house special needs inmates.

When beds are available the state and the US Marshal (USMS) contract with the county to hold inmates. The USMS currently pays \$78 per day to house inmates at the jail. The cost per day is scheduled to increase to \$80/day in the near future.

Local population in the jail is increasing. The only relief valve to free up beds in the jail when it is crowded is to move minimum and medium security inmates appropriate for a dormitory setting to the CCC or reduce the number of contract inmates.

Community Corrections Center (CCC)

- A former Elks Lodge houses the CCC and is located on Russell Street across from the new Event Center site.*
- Use of facility as a CCC is under a conditional use permit with Sioux Falls (City) developed in 1992. The Conditional Use Permit includes an agreement between the City and the County that stipulates that no persons convicted of violent or sex crimes can be housed at the facility (permit letter is included in the appendix).*
- The criterion in the agreement prevents inmates that can be classified as eligible for Work Release from participating in the program.*

Most state inmates (DOC) are lowest risk/classification and are in the Work Release program at the CCC.

To manage the long-term use of secure beds at the jail, a new CCC could include dormitories for minimum and medium populations.

There is legislation in the works that will transfer responsibility of certain sentenced inmates from the state to the county. This will further impact the average daily population in the jail and CCC.

The city would be interested in the county selling the current CCC property for development more conducive with the current re-development in the neighborhood. The city's new Events Center is under construction across the street. It is predicted the new Event Center will generate development in the immediate area, especially in the way of hotels. The county is considering whether this might be a viable option. This would be a good opportunity to improve and expand the CCC and to be able to offset some of the costs by selling the Russell Street property.¹¹

The consultants provided the following overall "Observations and Impressions":

Jail and CCC are near, and sometimes over capacity

CCC – housing units are too large, 124 & 83

One unit at CCC can only be entered through boiler room

No direct supervision at CCC

Camera surveillance is minimal and the equipment is outdated and in some cases inoperable

More staff were needed at the CCC to provide supervision, especially because of the inefficient design and number of inmates in each unit in the current facility

The new Jail has efficient design and incorporates direct supervision

The old jail (now mostly vacant) has potential to be remodeled into usable space for program spaces, medium security beds, additional detox units or other therapeutic communities

¹¹ *Jail and Justice System Assessment*, pages 13 – 14.

A full needs assessment study is required to understand the best and most cost effective use of the old jail space

There is a real willingness among stakeholders to examine entire Criminal Justice System

Many alternative programs are in place, but there are other options should be explored (community service, etc.)

The CCC was opened in 1992. It was a former Elks Lodge. Clearly, the building was never meant to house inmates. Currently there are three dormitory units spread between two floors. There is a 124 bed male dormitory, an 83 (+/-) female dormitory and a 24 beds male dormitory unit for a total of approximately 231 beds. The kitchen has been closed and food is provided by the new kitchen at the main jail.

There are many deficiencies with the current CCC, including, but not limited to:

- There is only one dining room to be used by both male and female inmates, at separate times. Therefore meal times are scheduled.*
- Each of the housing units can only be observed, if staff enter the unit and circulate.*
- There is some camera surveillance in the housing units, but it is minimal and the equipment is out of date and sometimes inoperable.*
- There are no program areas available to County inmates. The dining room is used for contact visitation when meals are not being served. This situation can lead to contraband problems in the facility.*
- There are limited medical services for County inmates at CCC. They must be brought to the main jail.*
- The 124 bed unit and the 84 bed unit are too large to be observed from any one location and cannot be properly supervised because of the number of inmates in the units.*

- *More staff are need to be assigned to CCC to provide better and more constant supervision of the housing units. One staff person should be assigned to each unit, fulltime, on all shifts.*
- *The 24 bed housing unit can only be entered though the boiler room. Though no code review was done by the TRPs, this appears to violate some housing code. This should be further explored.*
- *DOC inmates are held in the CCC as well as sentenced and pretrial County inmates. This facility is definitely not appropriate housing, in our opinion, for pretrial inmates.*
- *Because of the number of inmates of the units, the fact that they are on two floors and visibility in the units is poor, we believe that there are potential safety and liability issues that the County must address if this facility remains operational.¹²*

The assessment included some photographs of existing conditions at the CCC,¹³ and concluded with an overview of the facility development process.¹⁴

¹² *Jail and Justice System Assessment*, pages 22 – 23.

¹³ *Jail and Justice System Assessment*, page 24.

¹⁴ *Jail and Justice System Assessment*, pages 25 – 29.

II. Criminal Justice Statistical Indicators

There are numerous trends and factors that, to some extent, all have an impact on Minnehaha County's need for jail beds. These trends can be *tangible* and quantifiable, such as the County's population, or they can be *intangible*, such as public attitudes toward crime and offenders. These trends can have a *direct* impact on the County's jail population, or they may *indirectly* affect the need for jail beds. The analysis is complicated further by the fact that there is no general agreement as to which factors have the most impact, or the most direct impact, on the size of the County's jail population.

Generally, 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. It is not unusual, however, to find jurisdictions where the jail population is increasing, while the County's overall population, crime rate, arrests, or criminal case filings are declining.

Nonetheless, while there may or may not be a direct statistical correlation, it is important in a facility planning effort such as this to at least examine the trends in those areas that are both quantifiable and generally believed to have some impact on the County's need for jail beds. These statistical indicators include:

- The amount of crime reported in Minnehaha County;
- The number of arrests by law enforcement agencies in the County; and
- The number of criminal case filings in court in the County.

It should be noted that there are other statistical indicators in the criminal justice system, some of which may provide even greater insights into emerging trends — trends which could ultimately affect jail planning. For example, probation data for Minnehaha County could potentially show changes and trends in the number of probation referrals, average daily caseload, average case length, number and disposition of probation violations, etc. As part of this study, an attempt was made to obtain probation data for Minnehaha County, but it was unavailable.

A. Crime and Arrests

Crime Index Offenses

For the purpose of measuring crime trends on the national and state level, the Uniform Crime Reporting System (UCR) previously utilized a "crime index," composed of eight serious crime

classifications considered to best represent the overall volume and rate of crime. The UCR Crime Index consisted of the following eight offenses:

Violent Crimes:

- Murder
- Rape
- Robbery
- Aggravated Assault

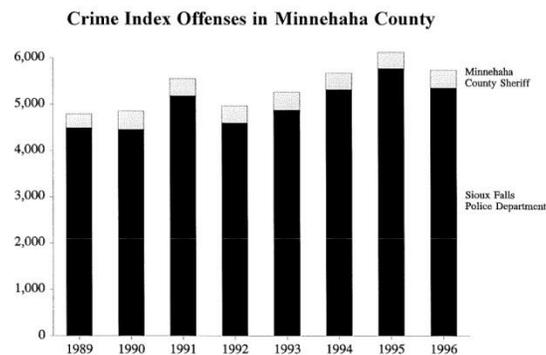
Property Crimes:

- Burglary
- Larceny / Theft
- Motor Vehicle Theft
- Arson

1999 Study Findings — With regard to the number of Crime Index Offenses in Minnehaha County, the 1999 study stated as follows:

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.¹⁵



2013 Study Findings — The 1999 study examined the number of Crime Index Offenses reported annually in Minnehaha County over an eight-year period (1989 – 1996). During this period, Minnehaha County had an average of 5,371 Crime Index Offenses reported annually.

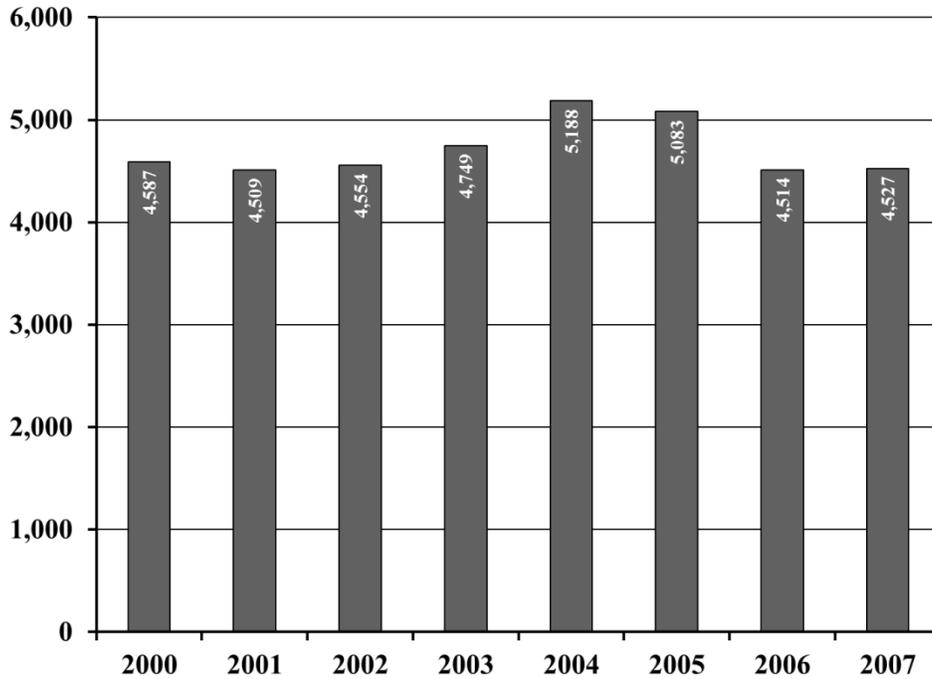
In 2008, South Dakota changed its crime reporting format to a much more detailed Incident-Based Reporting System (IBRS), which is discussed further in the next section.

¹⁵ *Inmate Population Forecasting and Analysis for Minnehaha County, South Dakota*, CSG Consultants, May 1999, pages 17 – 18 (narrative) and page 19 (graph and data table).

During the eight-year period before the reporting system changed formats (2000 – 2007), Minnehaha County had an average of 4,714 Crime Index Offenses reported annually — approximately 12 percent less than the eight-year crime average in the 1999 study.

The graph and table on the following page show the number and type of crime index offenses reported in Minnehaha County over the eight-year period (2000 – 2007) before the reporting system changed formats.

Crime Index Offenses Reported in Minnehaha County (2000 – 2007)



Offenses	2000	2001	2002	2003	2004	2005	2006	2007
Murder	2	2	0	3	3	4	7	2
Forcible Rape	80	72	123	113	118	153	127	101
Robbery	56	38	52	41	45	73	39	48
Aggravated Assault	280	230	246	262	295	276	240	220
Burglary	693	829	778	883	1,058	797	906	733
Larceny	3,180	3,093	3,079	3,124	3,312	3,384	2,922	3,089
Motor Vehicle Theft	261	205	217	286	324	357	248	294
Arson	35*	40*	59	37	33	39	25	40
Total	4,587	4,509	4,554	4,749	5,188	5,083	4,514	4,527

Source: Crime in South Dakota 2000 – 2007, Office of the Attorney General, Division of Criminal Investigation, Criminal Statistical Analysis Center. Reporting agencies include the Sioux Falls Police Department and the Minnehaha County Sheriff’s Office. Data is based on the older Uniform Crime Reporting (UCR) system.

* Arson was not included in South Dakota’s Crime Index until 2002, but was added here to provide consistent data.

Current Criminal Offenses Reported

In 2008, South Dakota changed from the Uniform Crime Report (UCR) system to the National Incident-Based Reporting System (NIBRS). NIBRS is significantly more detailed and collects more data on each incident and arrest, which allows for a level of analysis that was previously unavailable.

Since the introduction of NIBRS, there has been five years of annual crime data collected for Minnehaha County. During this five-year period, the total number of criminal offenses reported in Minnehaha County increased from 15,231 offenses in 2008, to 18,568 offenses in 2012 — an increase of 21 percent.

The highest number of reported offenses were for:

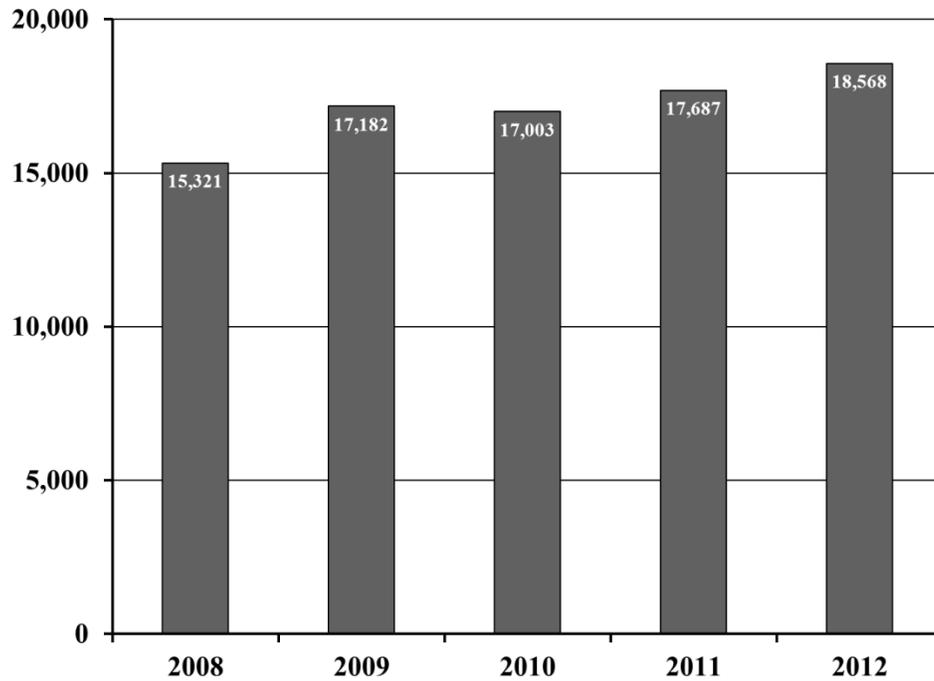
- 290 – Destruction/Damage/Vandalism of Property
- 13B – Simple Assault
- 90D – Driving Under the Influence
- 23H – All Other Larceny
- 35A – Drug/Narcotic Violations
- 23C – Shoplifting

These six offense categories represent more than half (54 percent) of the crime reported in Minnehaha County over the past five years (2008 – 2012).

It should be noted that crime statistics can be easily misinterpreted. Caution must be used when examining and interpreting crime statistics, particularly when done as part of an analysis of the County's jail capacity needs.

The graph and table on the following pages show the number and type of criminal offenses reported in Minnehaha County over the past five years (2008 – 2012).

Criminal Offenses Reported in Minnehaha County (2008 – 2012)



Offenses	2008	2009	2010	2011	2012
09A – Murder & Non-Negligent Manslaughter	5	2	5	5	3
09B – Negligent Manslaughter	0	0	0	0	0
09C – Justifiable Homicide	0	0	1	0	0
11A – Forcible Rape	151	151	106	122	164
11B – Forcible Sodomy	7	4	8	6	4
11C – Sexual Assault With An Object	3	9	15	3	0
11D – Forcible Fondling	71	58	68	36	37
13A – Aggravated Assault	368	290	362	277	451
13B – Simple Assault	1,729	1,754	1,824	1,834	1,795
13C – Intimidation	136	143	150	168	177
23A – Pocket-picking	25	26	33	23	36
23B – Purse-snatching	10	11	14	15	17
23C – Shoplifting	895	1,221	1,206	1,174	1,278
23D – Theft From Building	380	392	373	462	485
23E – Theft From Coin-Operated Machine or Device	7	28	14	16	9
23F – Theft From Motor Vehicle	684	904	882	822	779
23G – Theft of Motor Vehicle Parts or Accessories	99	140	98	67	90
23H – All Other Larceny	1,234	1,256	1,369	1,494	1,617
26A – False Pretenses / Swindle/Confidence Game	162	155	154	156	172
26B – Credit Card / Automatic Teller Machine Fraud	153	226	213	198	170

Offenses	2008	2009	2010	2011	2012
26C – Impersonation	238	296	216	198	243
26D – Welfare Fraud	0	0	1	3	2
26E – Wire Fraud	0	0	0	0	0
35A – Drug / Narcotic Violations	1,086	1,308	1,193	1,363	1,505
35B – Drug Equipment Violations	795	976	896	1,070	1,209
36A – Incest	4	2	8	11	12
36B – Statutory Rape	81	104	80	99	92
39A – Betting / Wagering	0	0	1	0	0
39B – Operating / Promoting/Assisting Gambling	0	0	0	0	0
39C – Gambling Equipment Violations	0	0	0	2	0
39D – Sports Tampering	0	0	0	0	0
40A – Prostitution	3	2	6	14	22
40B – Assisting or Promoting Prostitution	3	2	1	1	18
100 – Kidnapping / Abduction	12	9	20	19	35
120 – Robbery	47	47	56	77	71
200 – Arson	39	26	26	68	62
210 – Extortion / Blackmail	1	3	1	1	2
220 – Burglary / Breaking & Entering	769	857	1,175	988	984
240 – Motor Vehicle Theft	240	330	269	298	311
250 – Counterfeiting / Forgery	234	261	222	193	185
270 – Embezzlement	153	113	93	94	72
280 – Stolen Property Offenses	29	27	27	40	42
290 – Destruction / Damage / Vandalism of Property	1,878	2,048	2,052	2,129	2,130
370 – Pornography / Obscene Material	34	47	53	54	39
510 – Bribery	0	1	0	0	0
520 – Weapon Law Violations	45	30	49	46	58
90A – Bad Checks	0	0	0	0	0
90B – Curfew / Loitering / Vagrancy Violations	106	148	156	222	252
90C – Disorderly Conduct	773	920	838	945	1,006
90D – Driving Under the Influence	1,721	1,728	1,612	1,673	1,600
90E – Drunkenness	2	0	0	0	0
90F – Family Offenses, Nonviolent	110	199	160	169	215
90G – Liquor Law Violations	500	525	453	444	370
90H – Peeping Tom	0	0	0	0	0
90I – Runaway	266	357	388	456	556
90J – Trespass of Real Property	22	28	38	101	143
90Z – All Other Offenses	11	18	18	31	48
Total Offenses Reported	15,321	17,182	17,003	17,687	18,568

Source: Crime in South Dakota 2008 – 2012, Office of the Attorney General, Division of Criminal Investigation, Criminal Statistical Analysis Center. Reporting agencies include the Sioux Falls Police Department and the Minnehaha County Sheriff’s Office. Data is based on National Incident-Based Reporting System (NIBRS) statistics.

Adult Arrests

Data on the number of adult arrests was previously unavailable through the UCR system, and was not included in the 1999 study.

Since the introduction of NIBRS, there has been five years of annual arrest data collected for Minnehaha County. During this five-year period, the total number of adult arrests in Minnehaha County increased from 4,381 arrests in 2008, to 6,570 arrests in 2012 — an increase of 50 percent.

The highest number of adult arrests were for:

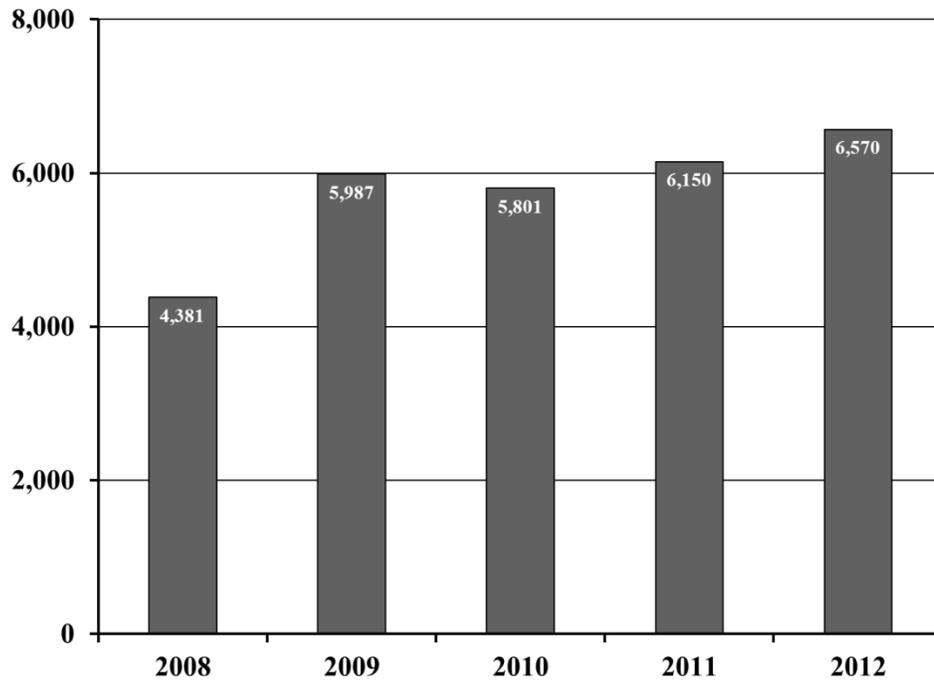
- 90D – Driving Under the Influence
- 35A – Drug/Narcotic Violations
- 13B – Simple Assault

These three offense categories represent more than half (59 percent) of the adult arrests in Minnehaha County over the past five years (2008 – 2012).

Again, caution must be used when examining and interpreting arrest statistics, particularly when done as part of an analysis of the County's jail capacity needs. As previously discussed with regard to crime statistics, annual trends in the number of arrests in the County may or may not reflect trends in the County's jail population.

The graph and table on the following pages show the number and type of adult arrests in Minnehaha County over the past five years (2008 – 2012).

Adult Arrests in Minnehaha County (2008 – 2012)



Offenses	2008	2009	2010	2011	2012
09A – Murder & Non-Negligent Manslaughter	4	1	3	5	3
09B – Negligent Manslaughter	0	0	0	0	0
09C – Justifiable Homicide	0	0	0	0	0
11A – Forcible Rape	7	5	2	8	10
11B – Forcible Sodomy	0	0	0	1	0
11C – Sexual Assault With An Object	0	0	0	0	0
11D – Forcible Fondling	3	7	2	1	2
13A – Aggravated Assault	91	118	135	105	208
13B – Simple Assault	419	797	847	859	913
13C – Intimidation	18	33	55	63	62
23A – Pocket-picking	0	3	0	1	1
23B – Purse-snatching	0	2	2	2	1
23C – Shoplifting	290	631	664	605	672
23D – Theft From Building	5	8	4	7	4
23E – Theft From Coin-Operated Machine or Device	0	0	0	0	1
23F – Theft From Motor Vehicle	4	17	17	16	19
23G – Theft of Motor Vehicle Parts or Accessories	0	1	0	0	1
23H – All Other Larceny	15	23	31	24	45
26A – False Pretenses / Swindle/Confidence Game	21	34	27	22	27
26B – Credit Card / Automatic Teller Machine Fraud	0	1	0	0	0

Offenses	2008	2009	2010	2011	2012
26C – Impersonation	6	2	4	3	1
26D – Welfare Fraud	0	0	0	0	0
26E – Wire Fraud	0	0	0	0	0
35A – Drug / Narcotic Violations	530	1,130	1,035	1,147	1,166
35B – Drug Equipment Violations	25	53	41	51	91
36A – Incest	0	0	0	3	0
36B – Statutory Rape	1	2	4	0	2
39A – Betting / Wagering	0	0	0	0	0
39B – Operating / Promoting/Assisting Gambling	0	0	0	0	0
39C – Gambling Equipment Violations	0	0	0	1	0
39D – Sports Tampering	0	0	0	0	0
40A – Prostitution	1	0	0	10	12
40B – Assisting or Promoting Prostitution	1	0	1	0	21
100 – Kidnapping / Abduction	3	1	3	6	3
120 – Robbery	10	11	12	14	20
200 – Arson	0	0	0	2	4
210 – Extortion / Blackmail	0	0	0	0	0
220 – Burglary / Breaking & Entering	26	52	60	52	60
240 – Motor Vehicle Theft	17	30	28	19	22
250 – Counterfeiting / Forgery	9	20	20	15	8
270 – Embezzlement	2	0	2	2	2
280 – Stolen Property Offenses	0	3	7	12	9
290 – Destruction / Damage / Vandalism of Property	31	69	57	81	88
370 – Pornography / Obscene Material	0	0	0	0	1
510 – Bribery	0	1	0	0	0
520 – Weapon Law Violations	6	15	25	18	30
90A – Bad Checks	0	0	0	0	0
90B – Curfew / Loitering / Vagrancy Violations	105	143	154	219	250
90C – Disorderly Conduct	670	790	684	781	833
90D – Driving Under the Influence	1,704	1,716	1,597	1,656	1,586
90E – Drunkenness	2	0	0	0	0
90F – Family Offenses, Nonviolent	43	72	77	67	96
90G – Liquor Law Violations	287	170	154	149	111
90H – Peeping Tom	0	0	0	0	0
90I – Runaway	2	0	1	0	0
90J – Trespass of Real Property	20	13	30	94	141
90Z – All Other Offenses	3	13	16	29	44
Total Arrests	4,381	5,987	5,801	6,150	6,570

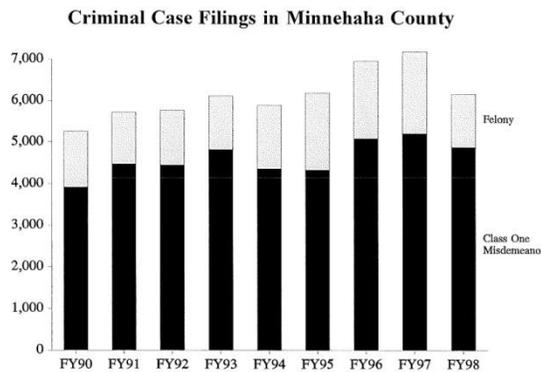
Source: Crime in South Dakota 2008 – 2012, Office of the Attorney General, Division of Criminal Investigation, Criminal Statistical Analysis Center. Reporting agencies include the Sioux Falls Police Department and the Minnehaha County Sheriff’s Office. Data is based on National Incident-Based Reporting System (NIBRS) statistics.

B. Criminal Case Filings

As was noted in the 1999 study, the number of criminal case filings can also provide information regarding trends in the County’s criminal justice system that may influence jail planning.

1999 Study Findings — With regard to the number of criminal case filings in Minnehaha County, the 1999 study stated as follows:

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.¹⁶

2013 Study Findings — As part of this study, an examination was made of the number of criminal cases filed in Circuit Court in Minnehaha County over the past ten fiscal years (FY 2003 – FY 2012) for Felonies and Class One Misdemeanors. For purposes of this study, criminal case filings for Class Two Misdemeanors and Petty Offenses were excluded, as these have less impact on the County’s jail bed utilization.

- **Total Criminal Case Filings** — Over the past ten fiscal years, the total number of criminal case filings for Felonies and Class One Misdemeanors has increased from 6,121 total cases in FY 2003, to 9,300 total cases in FY 2012 — an increase of almost 52 percent.

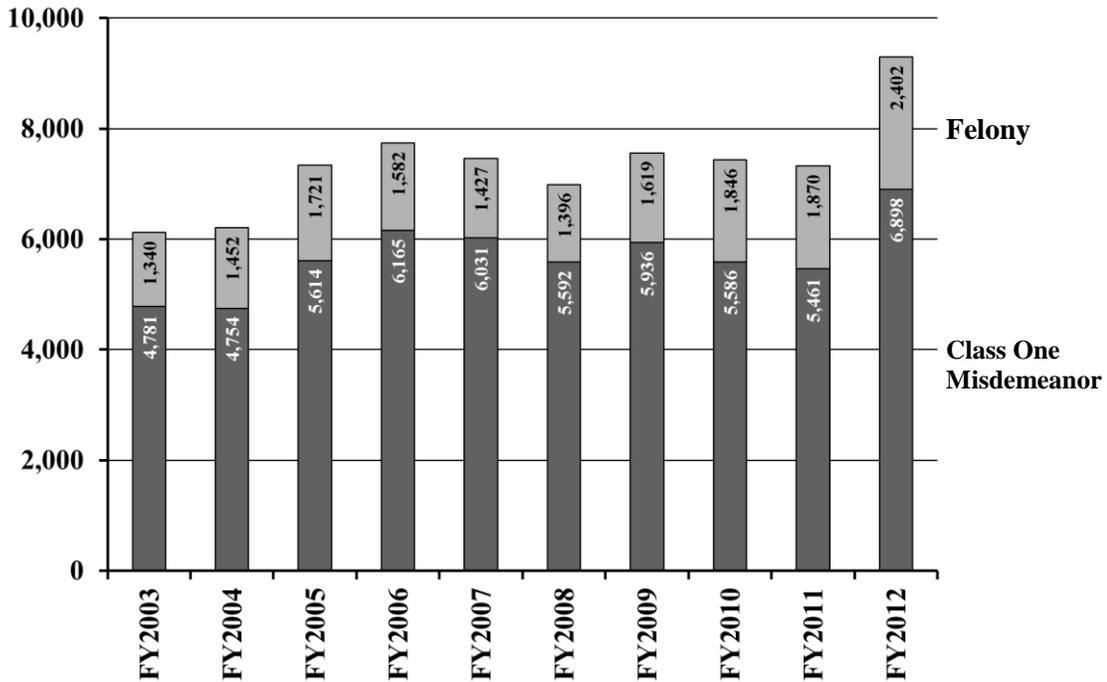
¹⁶ *Inmate Population Forecasting and Analysis for Minnehaha County, South Dakota*, CSG Consultants, May 1999, page 20 (narrative) and page 21 (graph and data table).

- *Felonies* — Over the past ten fiscal years, the total number of case filings for Felonies has increased from 1,340 felony cases in FY 2003, to 2,402 felony cases in FY 2012 — an increase of more than 79 percent.
- *Class One Misdemeanors* — Over the past ten fiscal years, the total number of case filings for Class One Misdemeanors has increased from 4,781 cases in FY 2003, to 6,898 cases in FY 2012 — an increase of more than 44 percent.

Again, caution should be used when drawing conclusions from criminal court caseload statistics, particularly when done as part of an analysis of jail capacity needs.

The graph and table on the following page show the number and type of criminal case filings in Minnehaha County over the past ten fiscal years.

Criminal Case Filings in Circuit Court in Minnehaha County (FY2003 – FY2012)



Criminal Case	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011	FY 2012
Class One Misdemeanor	4,781	4,754	5,614	6,165	6,031	5,592	5,936	5,586	5,461	6,898
Felony	1,340	1,452	1,721	1,582	1,427	1,396	1,619	1,846	1,870	2,402
Total	6,121	6,206	7,335	7,747	7,458	6,988	7,555	7,432	7,331	9,300

Source: Annual Report of the South Dakota Unified Judicial System, Fiscal Year 2003 – Fiscal Year 2012.

Note: Criminal caseload data also includes a large volume of filings for Class Two Misdemeanors and Petty Offenses, which have not been included here for purposes of this jail study.

III. Inmate Population Trends

As was discussed in the 1999 study, 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 jail’s average daily population (ADP) of inmates 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 eight years (2005 – 2012), and 2013 to date (January – September) — a period of 105 months. This section looks at the number of jail bookings, the ADP, the high and low inmate population range, and Length of Stay (LOS).

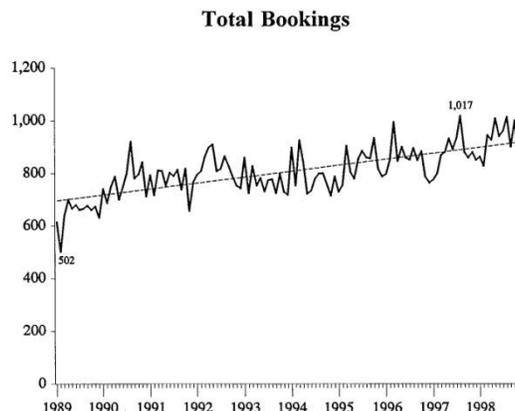
The ADP data was broken down (“disaggregated”) in a variety of ways to identify historical and emerging trends in various components of the County’s inmate population, including an analysis of the ADP by gender, by jurisdiction, by facility, by inmate classification, and for inmates on work release.

A. Bookings

The number of bookings is an important indicator of the quantity and frequency of people being processed into (and subsequently out of) the jail system. Admissions and releases also have an impact on the size of the overall jail population, and provide 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.

1999 Study Findings — With regard to the number of bookings at Minnehaha County Jail, the 1999 Study stated as follows:

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).¹⁷

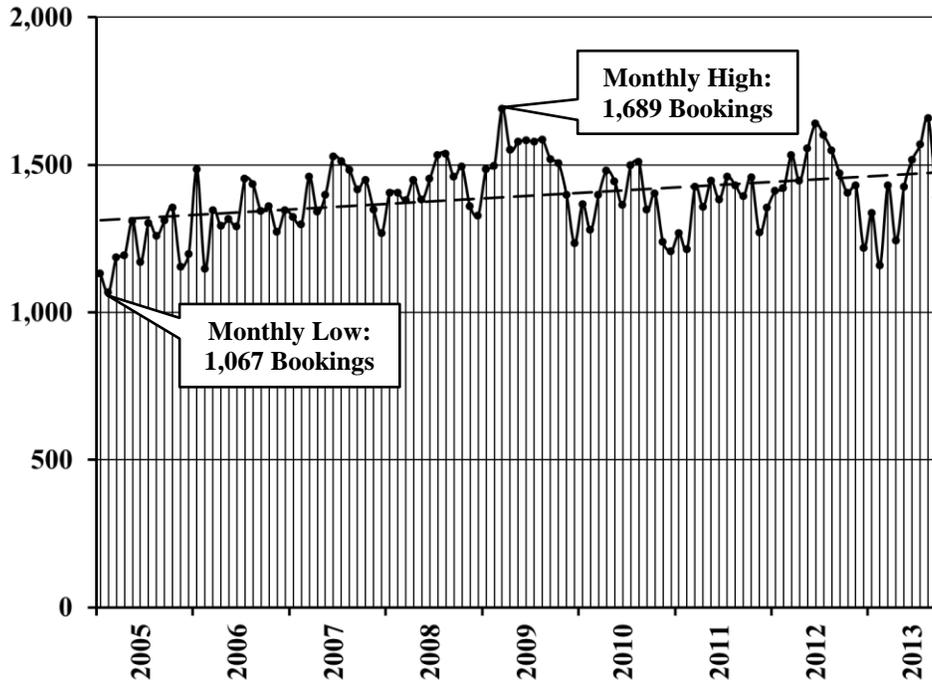
2013 Study Findings — As part of this study, the number of bookings at the Minnehaha County Jail was reviewed for each month from 2005 to present.

- *Total Annual Bookings* — Over the past eight years, the total number of jail bookings has increased from 14,635 bookings in 2005, to 17,674 bookings in 2012 — an increase of almost 21 percent during this eight-year period. The total number of jail bookings in 2012 was 58 percent higher than it was in 1998 (at the conclusion of the 1999 study). The highest number of annual bookings occurred in 2009, with a total of 18,207 bookings.
- *Monthly Bookings* — Over the past eight years, the number of jail bookings each month has increased from an average of 1,220 bookings per month in 2005, to an average of 1,473 bookings per month in 2012 — an increase of almost 21 percent. During this period, the number of bookings each month ranged from a low of 1,067 bookings in February 2005, to a high of 1,689 bookings in March 2009. This compares to a range of 502 to 1,017 bookings per month during the 10-year period (1989 – 1998) analyzed in the 1999 study.
- *Average Bookings per Day* — Over the past eight years, the number of jail bookings per day has increased from an average of 40 bookings per day in 2005, to an average of more than 48 bookings per day in 2012. This compares to an average of 31 bookings per day in 1998 (at the conclusion of the 1999 study). The highest number of bookings occurred in 2009, with an average of 50 bookings per day.

The graph and table on the following page show the number of jail bookings at the Minnehaha County Jail for each month from 2005 through 2013 to date, including the high, low, and overall trendline.

¹⁷ *Inmate Population Forecasting and Analysis for Minnehaha County, South Dakota*, CSG Consultants, May 1999, page 23 (narrative) and page 26 (graph and data table).

Monthly Bookings at the Minnehaha County Jail (2005 – 2013)



Month	2005	2006	2007	2008	2009	2010	2011	2012	2013
January	1,131	1,485	1,322	1,406	1,485	1,367	1,267	1,412	1,337
February	1,067	1,148	1,298	1,405	1,496	1,279	1,214	1,420	1,159
March	1,187	1,345	1,460	1,380	1,689	1,398	1,426	1,532	1,431
April	1,193	1,293	1,341	1,448	1,551	1,481	1,358	1,445	1,242
May	1,310	1,316	1,398	1,382	1,579	1,444	1,445	1,555	1,426
June	1,169	1,292	1,528	1,453	1,583	1,364	1,383	1,639	1,517
July	1,302	1,453	1,511	1,532	1,579	1,498	1,459	1,601	1,568
August	1,258	1,434	1,483	1,538	1,586	1,510	1,431	1,548	1,657
September	1,312	1,343	1,417	1,459	1,520	1,347	1,393	1,470	1,389
October	1,354	1,360	1,448	1,493	1,506	1,403	1,457	1,404	
November	1,154	1,272	1,348	1,359	1,399	1,238	1,271	1,429	
December	1,198	1,346	1,268	1,328	1,234	1,206	1,355	1,219	
Monthly Average	1,220	1,341	1,402	1,432	1,517	1,378	1,372	1,473	1,414
Annual Total	14,635	16,087	16,822	17,183	18,207	16,535	16,459	17,674	12,726

Source: Minnehaha County Sheriff's Office.

B. Average Daily Population

The Average Daily Population (ADP) 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. (Total Prisoner Days ÷ # of Days in the Month = ADP.)

The following pages provide important planning information on the ADP of Minnehaha County's jail system. The 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.

- *ADP by Gender* — The ADP data was analyzed by gender, to identify trends with regard to the number of male and female inmates in the county jail system.
- *ADP by Jurisdiction* — The ADP data was analyzed by jurisdiction, to identify trends with regard to the number of inmates being held for Minnehaha County, those being held for other counties, those held for a federal agency (the U.S. Marshals Service), and those being housed for the South Dakota Department of Corrections (DOC).
- *ADP by Facility* — 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 (CCC).
- *ADP by Classification* — The ADP data was analyzed by inmate classification, to identify trends with regard to the inmate population's security and custody requirements, including the number of inmates who are considered suitable for "general population," and those requiring segregation or restricted custody.
- *ADP on Work Release* — The ADP data was also analyzed to identify trends in the number of inmates participating in the jail's work release program.

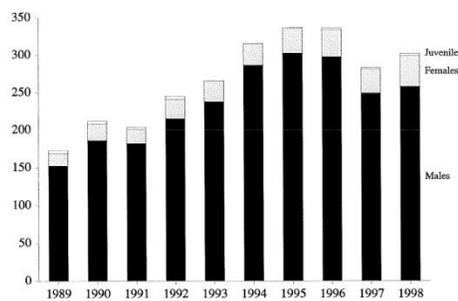
Average Daily Population by Gender

1999 Study Findings — With regard to the ADP of the Minnehaha County jail system by gender, the 1999 Study stated as follows:

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.

Average Daily Population — Males, Females, and Juveniles Combined



In 1998, both the number and percentage of females in the system increased significantly, comprising 14 percent of the total inmate population last year.¹⁸

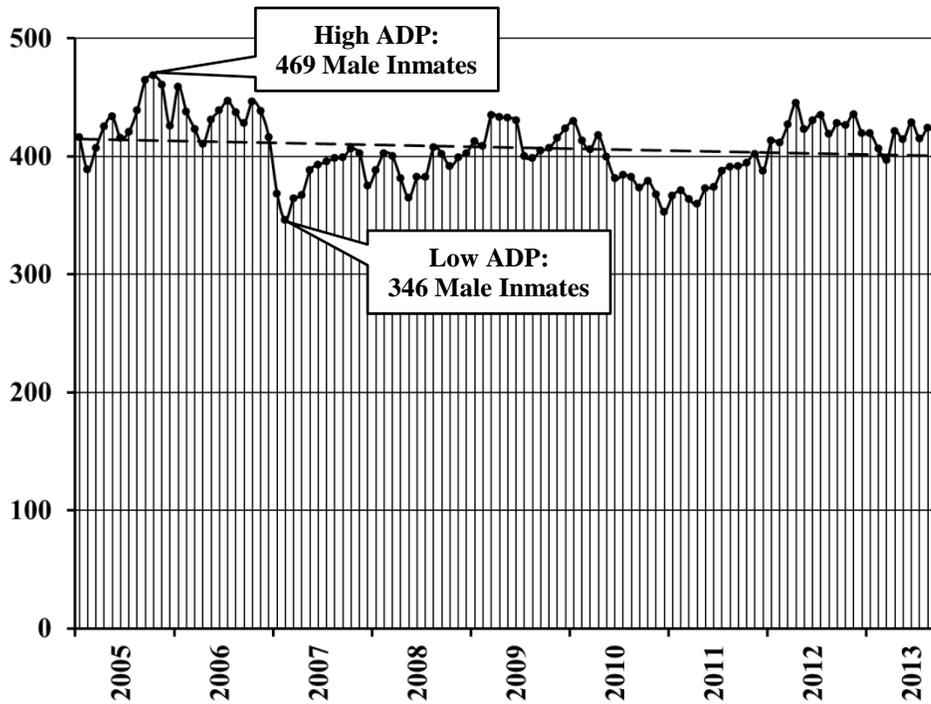
2013 Study Findings — As part of this study, the ADP by gender was reviewed for each month from 2005 to present.

- **Total Males** — Overall, the trend in the total number of male inmates in the county jail system has remained fairly stable. In 2005, males represented 80 percent of the inmate population. In 2012, males comprised an average of 75 percent of the inmate population. Since 2005, the monthly ADP of male inmates in the county jail system ranged from a high of 469 male inmates in October 2005, to a low of 346 males in February 2007.
- **Total Females** — Overall, the trend in the number of female inmates has been increasing. In 2005, females represented 20 percent of the inmate population. In 2012, females comprised more than 25 percent of the inmate population. Over the past eight years, the number of female inmates has increased from an ADP of 108 females in 2005, to an ADP of 144 females in 2012 — an increase of almost one-third (33 percent). Since 2005, the monthly ADP of female inmates in the county jail system ranged from a high of 151 female inmates in September 2012, to a low of 78 females in January 2009.

The graphs and tables on the following two pages show the ADP of the county jail system by gender for each month from 2005 through 2013 to date, including the high, low, and overall trendline.

¹⁸ *Inmate Population Forecasting and Analysis for Minnehaha County, South Dakota*, CSG Consultants, May 1999, page 23 (narrative) and pages 27 - 30 (graphs and data tables).

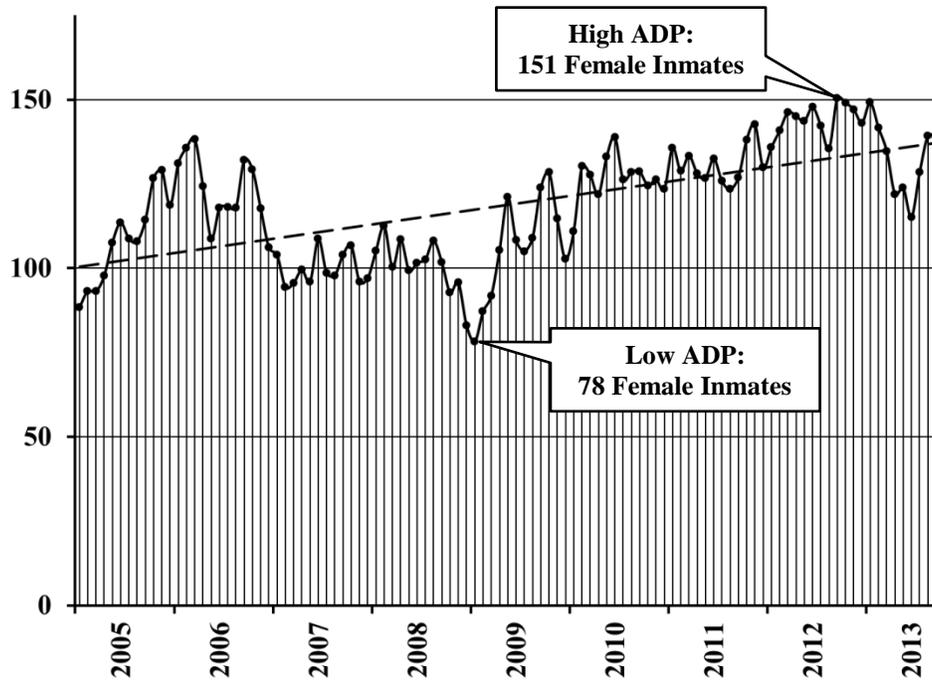
Average Daily Population — Males (2005 – 2013)



Month	2005	2006	2007	2008	2009	2010	2011	2012	2013
January	416	459	369	389	413	430	366	413	419
February	389	438	346	403	409	413	371	411	406
March	407	423	364	400	435	406	364	427	397
April	425	411	367	381	433	418	360	445	421
May	434	431	389	365	432	399	373	423	414
June	416	439	393	382	430	381	374	431	429
July	421	447	396	383	400	384	388	435	415
August	439	437	399	407	398	382	391	419	424
September	465	428	399	402	405	373	392	428	420
October	469	447	407	391	407	379	395	426	
November	461	438	403	399	416	368	402	436	
December	426	416	375	403	424	353	388	420	
Total Annual ADP	431	434	384	392	417	391	380	426	416

Source: Minnehaha County Sheriff's Office. Data includes all inmates at the Minnehaha County Jail and the Community Corrections Center.

Average Daily Population — Females (2005 – 2013)



Month	2005	2006	2007	2008	2009	2010	2011	2012	2013
January	88	131	104	105	78	111	136	136	149
February	93	136	94	113	87	130	129	141	142
March	93	138	96	100	92	128	133	146	135
April	98	124	100	108	105	122	128	145	122
May	108	109	96	99	121	133	127	144	124
June	114	118	109	102	108	139	133	148	115
July	109	118	99	103	105	126	126	142	128
August	108	118	98	108	109	128	123	135	139
September	114	132	104	102	124	129	127	151	139
October	127	129	107	93	129	125	138	149	
November	129	118	96	96	115	126	143	147	
December	119	106	97	83	103	123	130	143	
Total Annual ADP	108	123	100	101	106	127	131	144	133

Source: Minnehaha County Sheriff's Office. Data includes all inmates at the Minnehaha County Jail and the Community Corrections Center.

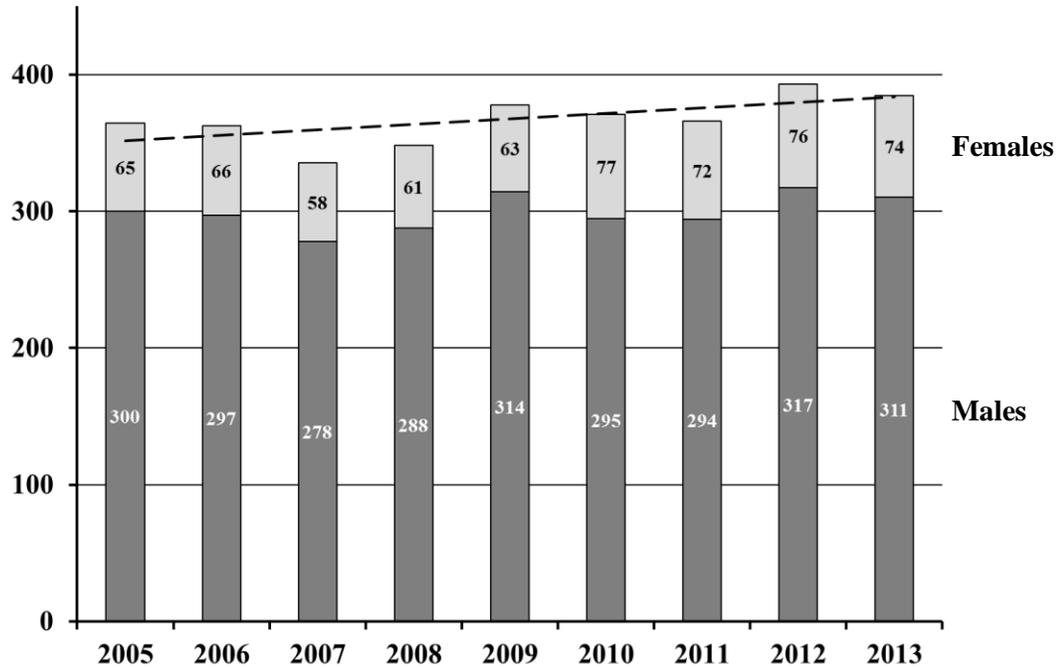
Total Annual ADP by Gender

The total annual ADP by gender was also reviewed for each facility from 2005 to present.

- *Males / Females at the Jail* — Overall, the distribution of male and female inmates at the Jail has remained fairly stable. In 2005, there was a total ADP of 300 males and 65 females at the Jail — 82 percent males and 18 percent females. In 2012, there was a total ADP of 317 males and 76 females at the Jail — 81 percent males and 19 percent females.
- *Males / Females at the CCC* — In 2005 and 2006, the inmate population at the CCC was unusually high, due to a large number of DOC inmates being housed there during some DOC facility renovations. The number of inmates at the CCC dropped from a total ADP of 194 inmates in 2006, to an ADP of 147 inmates in 2007. Since then, the number of male inmates at the CCC has remained fairly stable, while the number of female inmates has increased. In 2007, there was an ADP of 105 males and 42 females at the CCC — 71 percent males and 29 percent females. In 2012, there was a total ADP of 109 males and 68 females at the CCC — 62 percent males and 38 percent females.
- *Males / Females in the County Jail System* — In 2005, there was a total ADP of 431 males and 108 females in the county jail system — 80 percent males and 20 percent females. In 2012, there was a total ADP of 426 males and 144 females in the county jail system — 75 percent males and 25 percent females.

The graphs and tables on the following three pages show the total annual ADP by gender for the Jail, the CCC, and the county jail system as a whole for 2005 through 2013 to date.

Total Annual ADP by Gender at the Minnehaha County Jail (2005 – 2013)

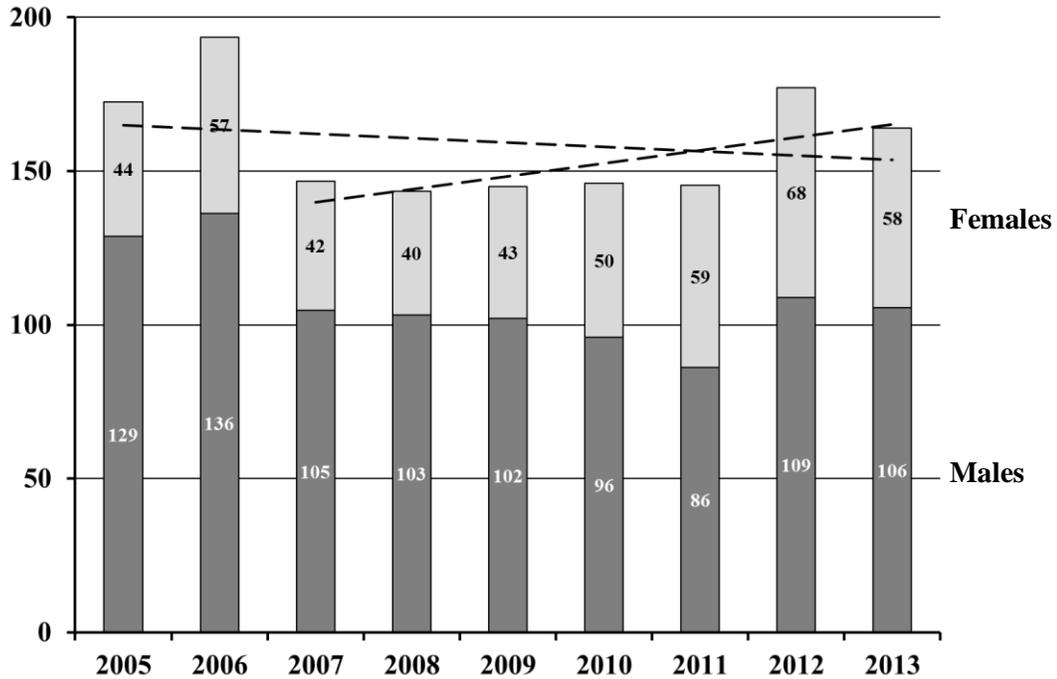


Gender	2005	2006	2007	2008	2009	2010	2011	2012	2013 Jan – Sept
Males	300	297	278	288	314	295	294	317	311
Females	65	66	58	61	63	77	72	76	74
Total Annual ADP	367	364	337	350	378	371	366	393	385

Gender	2005	2006	2007	2008	2009	2010	2011	2012	2013 Jan – Sept
Males	82%	82%	83%	82%	83%	79%	80%	81%	81%
Females	18%	18%	17%	17%	17%	21%	20%	19%	19%
Total	100%								

Source: Minnehaha County Sheriff’s Office. Data includes all inmates at the Minnehaha County Jail.

Total Annual ADP by Gender at the CCC (2005 – 2013)

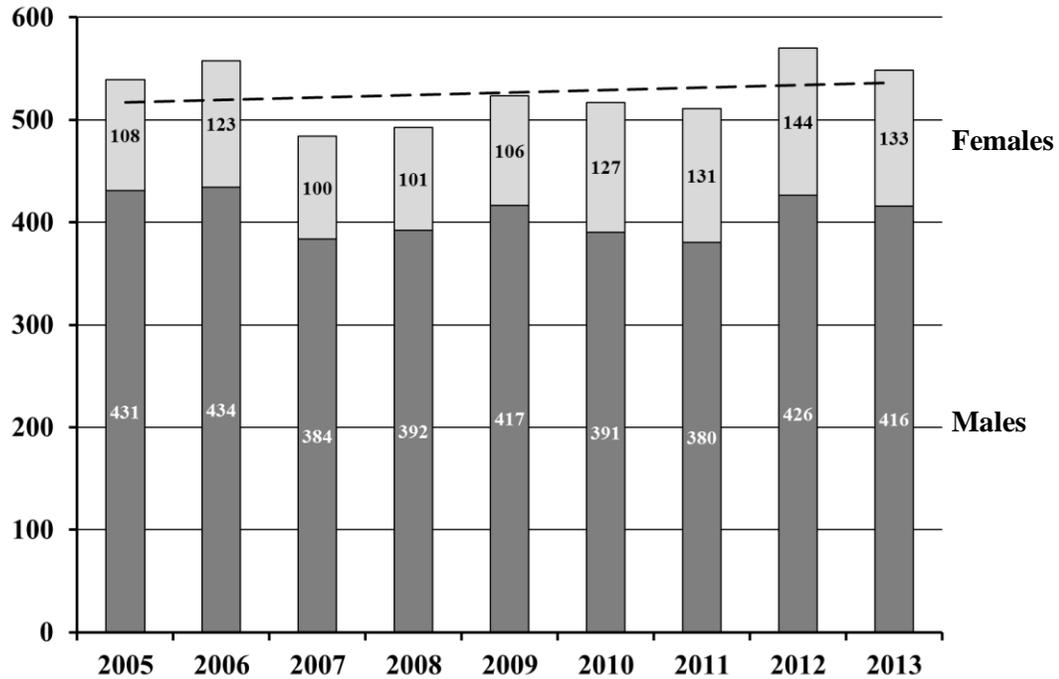


Gender	2005	2006	2007	2008	2009	2010	2011	2012	2013 Jan – Sept
Males	129	136	105	103	102	96	86	109	106
Females	44	57	42	40	43	50	59	68	58
Total Annual ADP	173	194	147	143	145	146	145	177	164

Gender	2005	2006	2007	2008	2009	2010	2011	2012	2013 Jan – Sept
Males	75%	70%	71%	72%	70%	66%	59%	62%	64%
Females	25%	30%	29%	28%	30%	34%	41%	38%	36%
Total	100%								

Source: Minnehaha County Sheriff’s Office. Data includes all inmates at the Community Corrections Center.

Total Annual ADP by Gender (2005 – 2013)



Gender	2005	2006	2007	2008	2009	2010	2011	2012	2013 Jan – Sept
Males	431	434	384	392	417	391	380	426	416
Females	108	123	100	101	106	127	131	144	133
Total Annual ADP	539	558	484	493	523	517	511	570	549

Gender	2005	2006	2007	2008	2009	2010	2011	2012	2013 Jan – Sept
Males	80%	78%	79%	80%	80%	76%	74%	75%	76%
Females	20%	22%	21%	20%	20%	24%	26%	25%	24%
Total	100%								

Source: Minnehaha County Sheriff’s Office. Data includes all inmates at the Minnehaha County Jail and the Community Corrections Center.

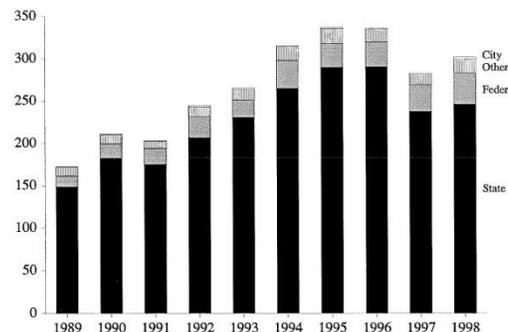
Average Daily Population by Jurisdiction

1999 Study Findings — With regard to the ADP of the Minnehaha County jail system by jurisdiction, the 1999 Study stated as follows:

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.*

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



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.¹⁹

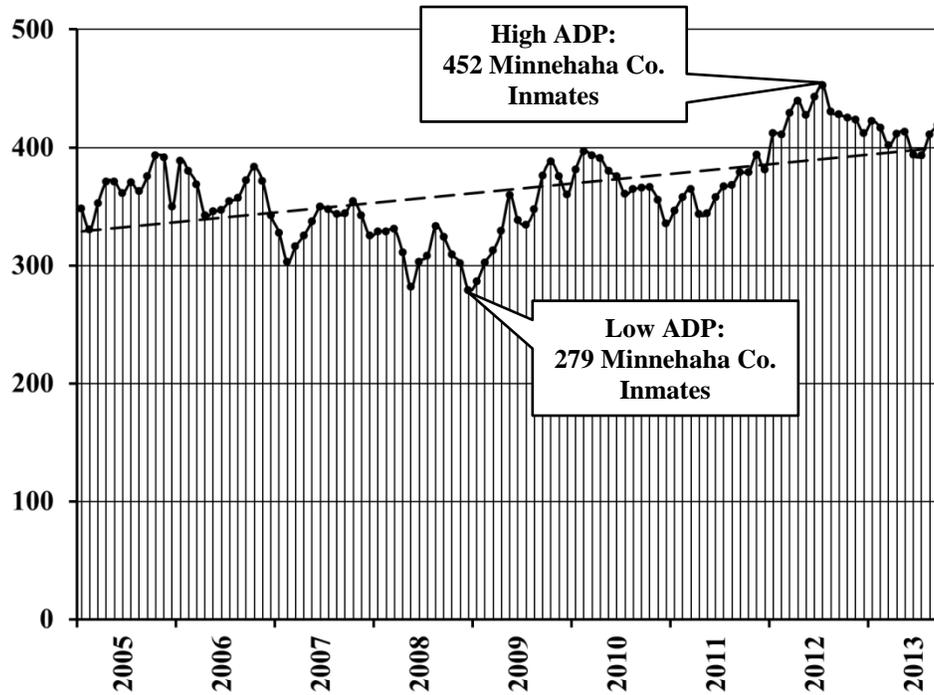
¹⁹ *Inmate Population Forecasting and Analysis for Minnehaha County, South Dakota*, CSG Consultants, May 1999, page 24 (narrative) and pages 31 - 36 (graphs and data tables).

2013 Study Findings — As part of this study, the ADP by jurisdiction was reviewed for each month from 2005 to present.

- *Minnehaha County Inmates* — Overall, the trend in the number of Minnehaha County inmates in the county jail system has been increasing. In 2005, the county jail system held an ADP of 365 Minnehaha County inmates. In 2012, the jail system held an ADP of 428 Minnehaha County inmates — an increase of more than 17 percent. Since 2005, the monthly ADP of Minnehaha County inmates in the county jail system ranged from a high of 452 Minnehaha County inmates in July 2012, to a low of 279 Minnehaha County inmates in December 2008.
- *Other Counties' Inmates* — Overall, the trend in the number of inmates held in the Minnehaha County jail system for other counties has been increasing. In 2005, the county jail system held an ADP of 45 inmates for other counties (primarily Lincoln County). In 2012, the jail system held an ADP of 52 inmates for other counties — an increase of almost 17 percent. Since 2005, the monthly ADP of other counties' inmates in the Minnehaha County jail system ranged from a high of 68 inmates from other counties in June 2013, to a low of 31 inmates from other counties in June 2006.
- *Federal Inmates* — Overall, the trend in the number of federal inmates in the county jail system has been declining significantly. From 2005 to 2008, the number of federal inmates increased, from an ADP of 77 federal inmates in 2005, to an ADP of 97 federal inmates in 2008. Since then, the number of federal inmates has declined significantly, to an ADP of 41 federal inmates in 2012 — a decrease of almost 58 percent in the past five years. Since 2005, the monthly ADP of federal inmates in the county jail system ranged from a high of 122 federal inmates in December 2008, to a low of 32 federal inmates in July 2012.
- *DOC Inmates* — As previously mentioned, the number of DOC inmates held in the Minnehaha County jail system was unusually high in 2005 and 2006, due to a large number of DOC inmates being housed there during some DOC facility renovations. The number of DOC inmates in the county jail system dropped from a total ADP of 69 DOC inmates in 2006, to an ADP of 25 DOC inmates in 2007. Since then, the number of DOC inmates has increased, to an ADP of 46 DOC inmates in 2011 and 2012 — an increase of 83 percent. Since 2005, the monthly ADP of DOC inmates in the county jail system ranged from a high of 80 DOC inmates in June 2006, to a low of 20 DOC inmates in March and April 2007. Since 2011, all DOC inmates held in the Minnehaha County jail system have been females.

The graphs and tables on the following four pages show the ADP of the county jail system by jurisdiction for each month from 2005 through 2013 to date, including the high, low, and overall trendline.

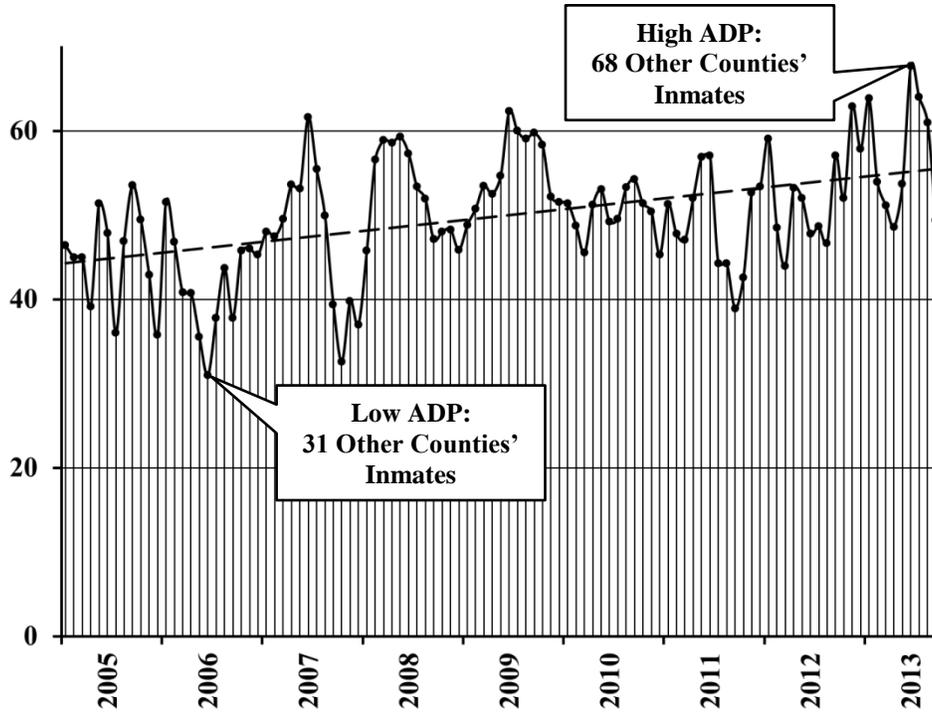
Average Daily Population — Minnehaha County Inmates (2005 – 2013)



Month	2005	2006	2007	2008	2009	2010	2011	2012	2013
January	348	388	328	329	286	381	347	412	422
February	330	380	303	329	302	397	358	411	417
March	353	369	316	331	313	393	365	429	402
April	371	342	325	311	329	391	344	440	411
May	371	346	337	281	359	380	344	428	413
June	361	347	350	303	338	375	358	443	394
July	370	354	347	308	334	360	367	452	393
August	363	357	343	333	348	365	368	430	411
September	375	372	344	324	376	366	379	428	419
October	393	383	355	309	388	366	379	425	
November	391	371	342	302	375	356	394	423	
December	349	342	325	279	360	335	381	412	
Total Annual ADP	365	363	335	311	343	372	365	428	409

Source: Minnehaha County Sheriff's Office. Data includes all inmates at the Minnehaha County Jail and the Community Corrections Center.

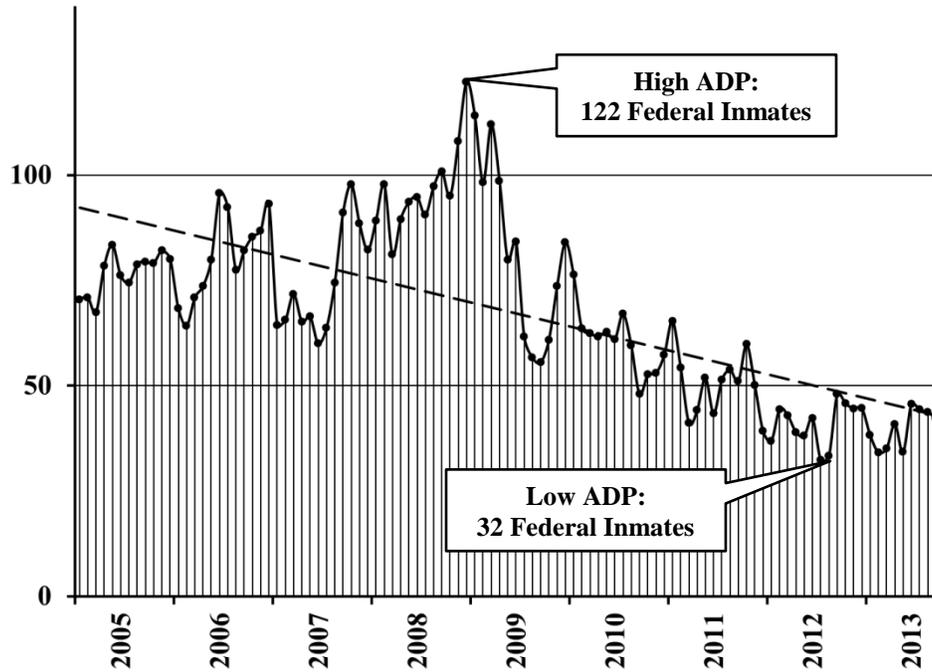
Average Daily Population — Other Counties' Inmates (2005 – 2013)



Month	2005	2006	2007	2008	2009	2010	2011	2012	2013
January	46	52	48	46	49	51	51	59	64
February	45	47	47	57	51	49	48	48	54
March	45	41	49	59	53	45	47	44	51
April	39	41	54	59	52	51	52	53	49
May	51	36	53	59	55	53	57	52	54
June	48	31	62	57	62	49	57	48	68
July	36	38	55	53	60	50	44	49	64
August	47	44	50	52	59	53	44	47	61
September	54	38	39	47	60	54	39	57	49
October	49	46	33	48	58	51	43	52	
November	43	46	40	48	52	50	53	63	
December	36	45	37	46	52	45	53	58	
Total Annual ADP	45	42	47	53	55	50	49	52	57

Source: Minnehaha County Sheriff's Office. Data includes all inmates at the Minnehaha County Jail and the Community Corrections Center.

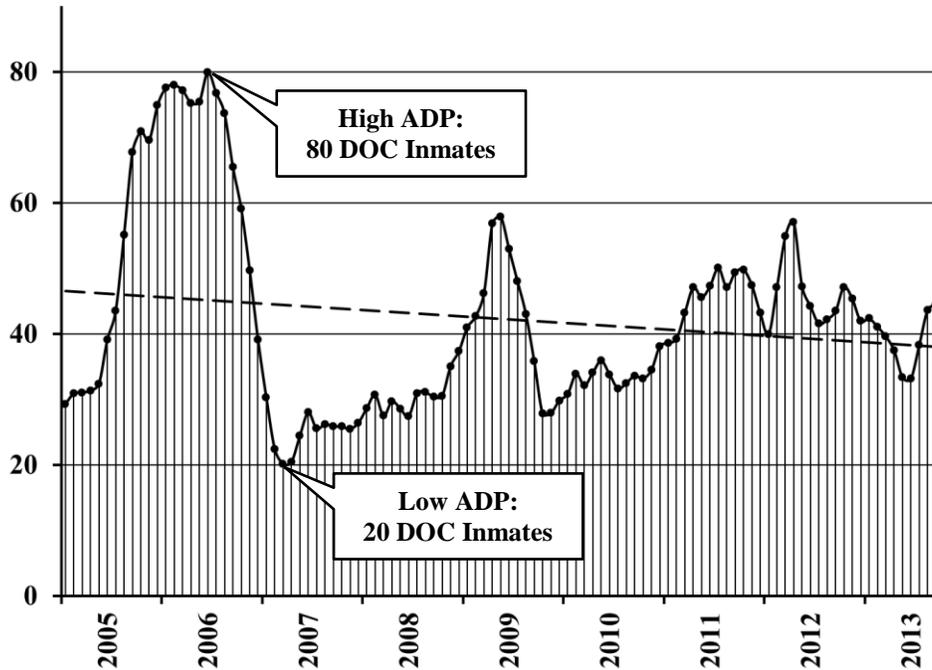
Average Daily Population — Federal Inmates (2005 – 2013)



Month	2005	2006	2007	2008	2009	2010	2011	2012	2013
January	70	68	64	89	114	76	65	37	38
February	71	64	66	98	98	64	54	44	34
March	67	71	72	81	112	62	41	43	35
April	78	74	65	90	99	62	44	39	41
May	83	80	66	94	80	63	52	38	34
June	76	96	60	95	84	61	43	42	46
July	74	92	64	91	62	67	51	32	44
August	79	77	74	97	57	59	54	33	44
September	79	82	91	101	56	48	51	48	42
October	79	85	98	95	61	53	60	46	
November	82	87	89	108	74	53	50	45	
December	80	93	82	122	84	57	39	45	
Total Annual ADP	77	81	74	97	82	60	50	41	40

Source: Minnehaha County Sheriff's Office. Data includes all inmates at the Minnehaha County Jail and the Community Corrections Center.

Average Daily Population — DOC Inmates (2005 – 2013)



Month	2005	2006	2007	2008	2009	2010	2011	2012	2013
January	29	78	30	29	41	31	39	40	42
February	31	78	22	31	43	34	39	47	41
March	31	77	20	28	46	32	43	55	40
April	31	75	20	30	57	34	47	57	37
May	32	75	24	29	58	36	46	47	33
June	39	80	28	27	53	34	47	44	33
July	44	77	26	31	48	32	50	42	38
August	55	74	26	31	43	32	47	42	44
September	68	65	26	30	36	34	49	44	44
October	71	59	26	31	28	33	50	47	
November	70	50	26	35	28	35	47	45	
December	75	39	26	37	30	38	43	42	
Total Annual ADP	48	69	25	31	42	34	46	46	39

Source: Minnehaha County Sheriff's Office. Data includes all inmates at the Minnehaha County Jail and the Community Corrections Center.

Total Annual ADP by Jurisdiction

The total annual ADP by jurisdiction was also reviewed for each facility from 2005 to present.

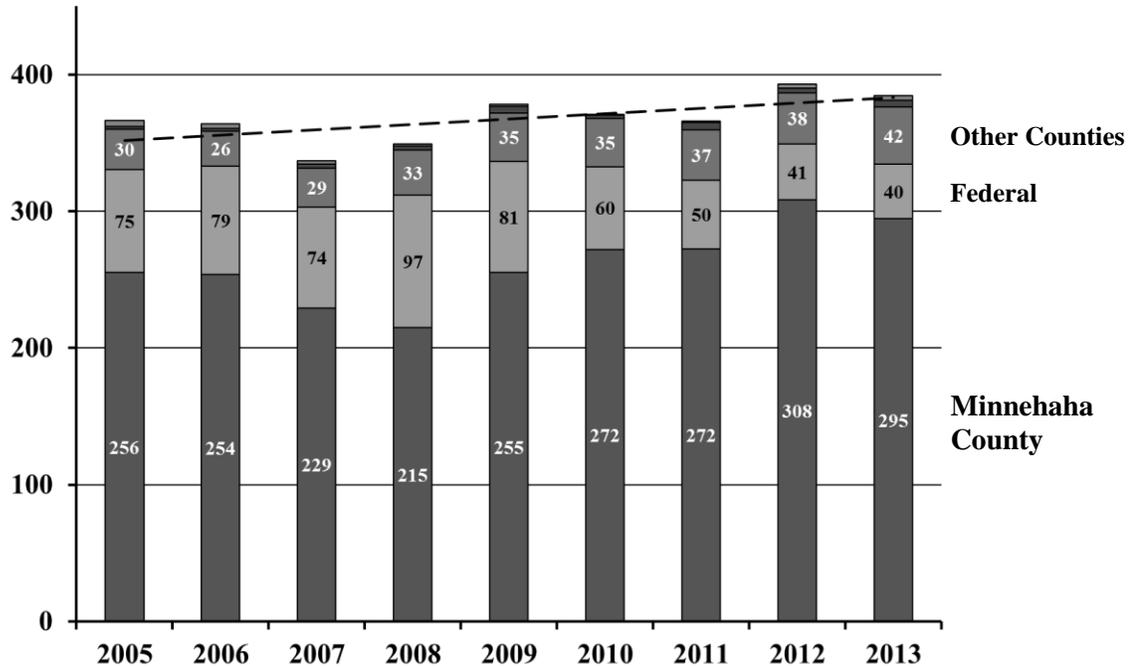
- *Jurisdictions at the Jail* — In 2005, there was a total ADP of 367 inmates at the Jail — 70 percent for Minnehaha County and 30 percent for other counties and the federal government. In 2012, there was a total ADP of 393 inmates at the Jail — 78 percent for Minnehaha County and 22 percent for other counties and the federal government.

All federal inmates are housed at the Jail, as these inmates require a secure jail setting. Very few DOC inmates are housed at the Jail, and those that are housed there consist of a few inmate workers who provide kitchen and janitorial services.

- *Jurisdictions at the CCC* — As previously mentioned, the inmate population at the CCC was unusually high in 2005 and 2006, due to a large number of DOC inmates housed there during DOC facility renovations. In 2007, there was a total ADP of 147 inmates at the CCC — 72 percent for Minnehaha County and 28 percent for other counties and the DOC. In 2012, there was a total ADP of 177 inmates at the CCC — 67 percent for Minnehaha County and 33 percent for other counties and the DOC.
- *Jurisdictions in the County Jail System* — In 2005, there was a total ADP of 539 inmates in the county jail system — 68 percent for Minnehaha County and 32 percent for other counties, the federal government, and the DOC. In 2012, there was a total ADP of 570 inmates in the county jail system — 75 percent for Minnehaha County and 25 percent for other counties, the federal government, and the DOC.

The graphs and tables on the following three pages show the total annual ADP by jurisdiction for the Jail, the CCC, and the county jail system as a whole for 2005 through 2013 to date.

Total Annual ADP by Jurisdiction at the Minnehaha County Jail (2005 – 2013)

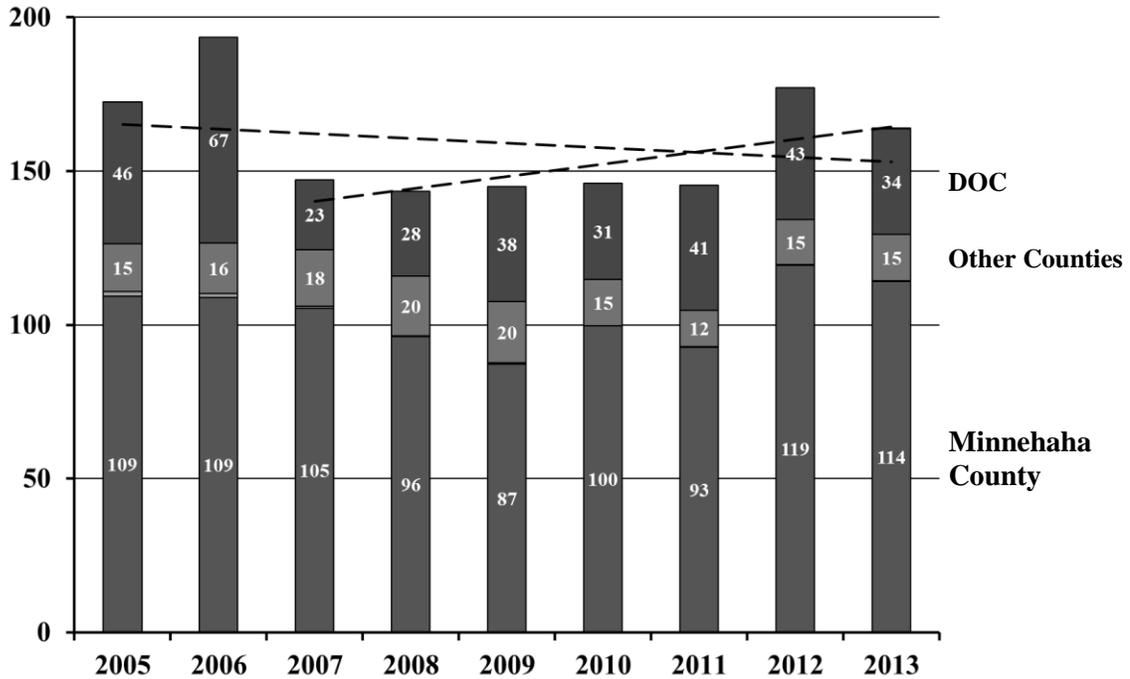


Jurisdiction	2005	2006	2007	2008	2009	2010	2011	2012	2013 Jan – Sept
Minnehaha County	256	254	229	215	255	272	272	308	295
Federal	75	79	74	97	81	60	50	41	40
Other Counties	30	26	29	33	35	35	37	38	42
DOC	2	2	3	3	5	2	5	3	5
Other	4	3	2	2	1	1	1	3	3
Total Annual ADP	367	364	337	350	378	371	366	393	385

Jurisdiction	2005	2006	2007	2008	2009	2010	2011	2012	2013 Jan – Sept
Minnehaha County	70%	70%	68%	62%	68%	73%	74%	78%	77%
Federal, Other Counties, & DOC	30%	30%	32%	38%	32%	27%	26%	22%	23%
Total	100%								

Source: Minnehaha County Sheriff's Office. Data includes all inmates at the Minnehaha County Jail.

Total Annual ADP by Jurisdiction at the CCC (2005 – 2013)

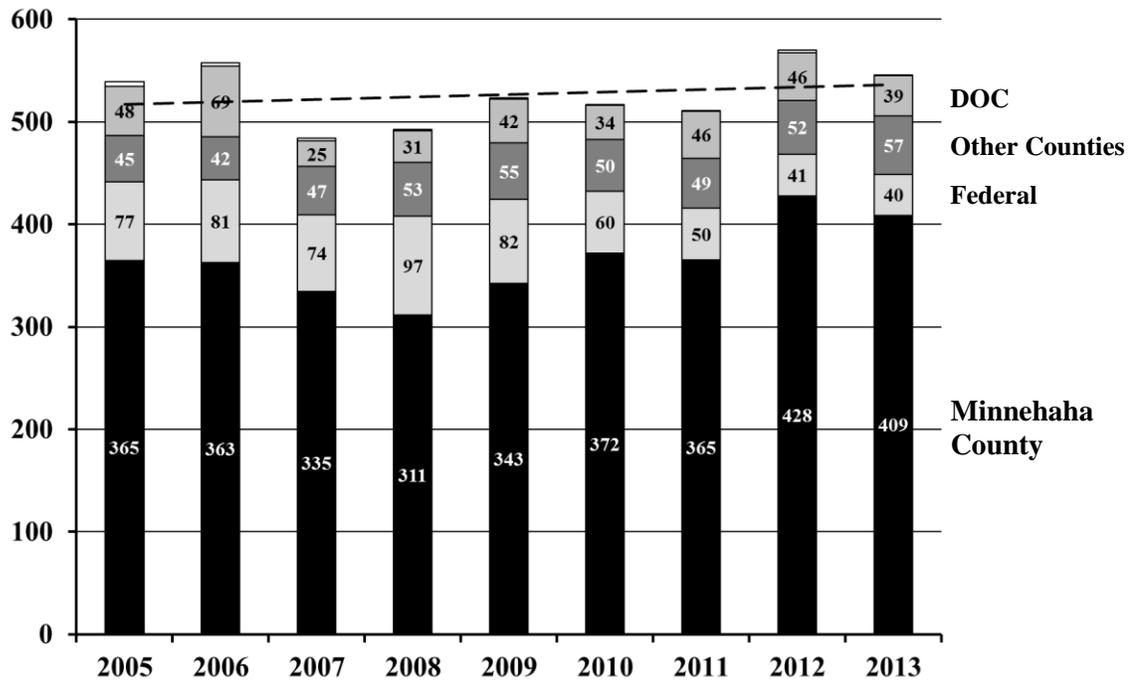


Jurisdiction	2005	2006	2007	2008	2009	2010	2011	2012	2013 Jan – Sept
Minnehaha County	109	109	105	96	87	100	93	119	114
Federal	2	1	1	0	0	0	0	0	0
Other Counties	15	16	18	20	20	15	12	15	15
DOC	46	67	23	28	38	31	41	43	34
Other	0	0	0	0	0	0	0	0	0
Total Annual ADP	173	194	147	143	145	146	145	177	164

Jurisdiction	2005	2006	2007	2008	2009	2010	2011	2012	2013 Jan – Sept
Minnehaha County	63%	56%	72%	67%	60%	68%	64%	67%	70%
Federal, Other Counties, & DOC	37%	44%	28%	33%	40%	32%	36%	33%	30%
Total	100%								

Source: Minnehaha County Sheriff's Office. Data includes all inmates at the Community Corrections Center.

Total Annual ADP by Jurisdiction (2005 – 2013)



Jurisdiction	2005	2006	2007	2008	2009	2010	2011	2012	2013 Jan – Sept
Minnehaha County	365	363	335	311	343	372	365	428	409
Federal	77	81	74	97	82	60	50	41	40
Other Counties	45	42	47	53	55	50	49	52	57
DOC	48	69	25	31	42	34	46	46	39
Other	4	3	2	2	1	1	1	3	0
Total Annual ADP	539	558	484	493	523	517	511	570	549

Jurisdiction	2005	2006	2007	2008	2009	2010	2011	2012	2013 Jan – Sept
Minnehaha County	68%	65%	69%	63%	65%	72%	71%	75%	75%
Federal, Other Counties, & DOC	32%	35%	31%	37%	35%	28%	29%	25%	25%
Total	100%								

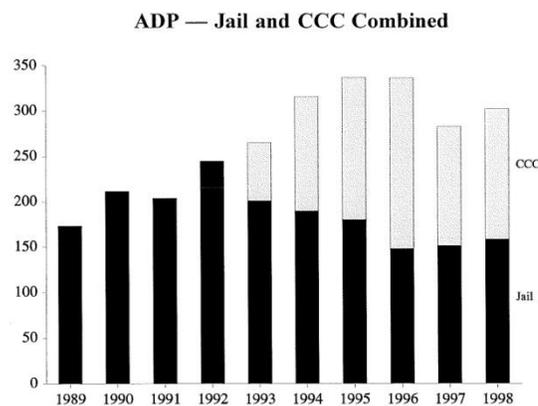
Source: Minnehaha County Sheriff's Office. Data includes all inmates at the Minnehaha County Jail and the Community Corrections Center.

Average Daily Population by Facility

1999 Study Findings — With regard to the ADP of the Minnehaha County jail system by facility, the 1999 Study stated as follows:

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.²⁰

²⁰ *Inmate Population Forecasting and Analysis for Minnehaha County, South Dakota*, CSG Consultants, May 1999, pages 24 - 25 (narrative) and pages 37 - 39 (graphs and data tables).

2013 Study Findings — As part of this study, the ADP was reviewed for each facility for each month from 2005 to present.

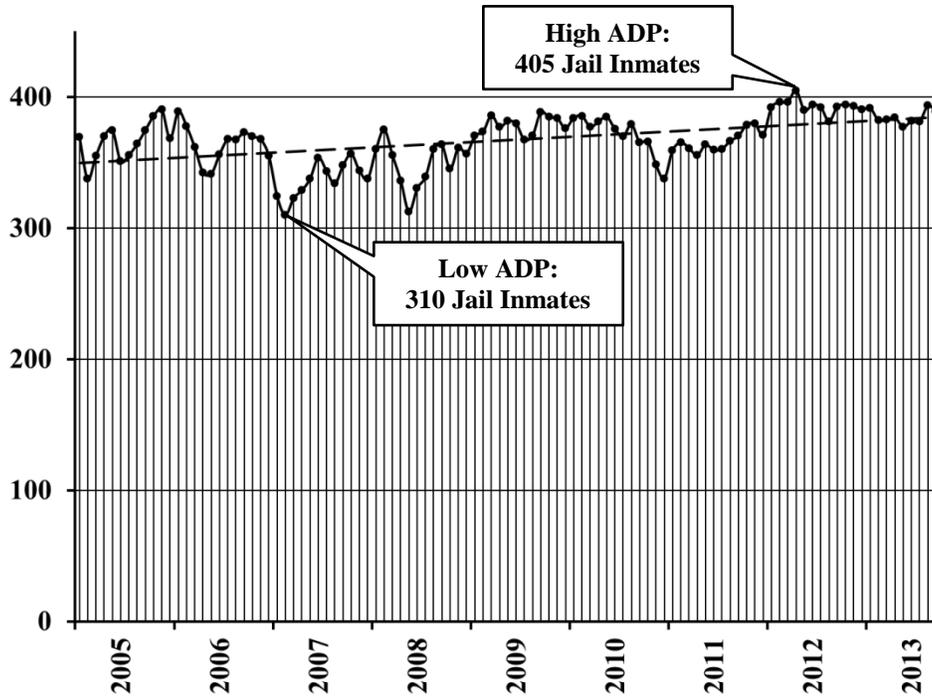
- *Minnehaha County Jail* — Overall, the trend in the number of inmates at the downtown jail has been increasing. In 2005, the Jail held an ADP of 367 inmates. In 2012, the Jail held an ADP of 393 inmates — an increase of more than 7 percent. Since 2005, the monthly ADP at the Jail ranged from a high of 405 inmates in April 2012, to a low of 310 inmates in February 2007.
- *Community Corrections Center* — As previously mentioned, the inmate population at the CCC was unusually high in 2005 and 2006, due to a large number of DOC inmates housed there during DOC facility renovations. In 2007, the CCC held an ADP of 147 inmates. In 2012, the CCC held an ADP of 177 inmates — an increase of more than 17 percent. Since 2005, the monthly ADP at the CCC ranged from a high of 210 inmates in October 2005, to a low of 121 inmates in January 2009.

Total Annual ADP by Facility

The total annual ADP by facility was also reviewed for the county jail system as a whole, from 2005 to present. In 2005, there was a total ADP of 539 inmates in the county jail system — 68 percent at the Jail and 32 percent at the CCC. In 2012, there was a total ADP of 570 inmates in the county jail system — 69 percent at the Jail and 31 percent at the CCC.

The graphs and tables on the following two pages show the ADP at each facility for each month from 2005 through 2013 to date, including the high, low, and overall trendline. Following those, a graph and table are provided showing the total annual ADP by facility for 2005 through 2013 to date.

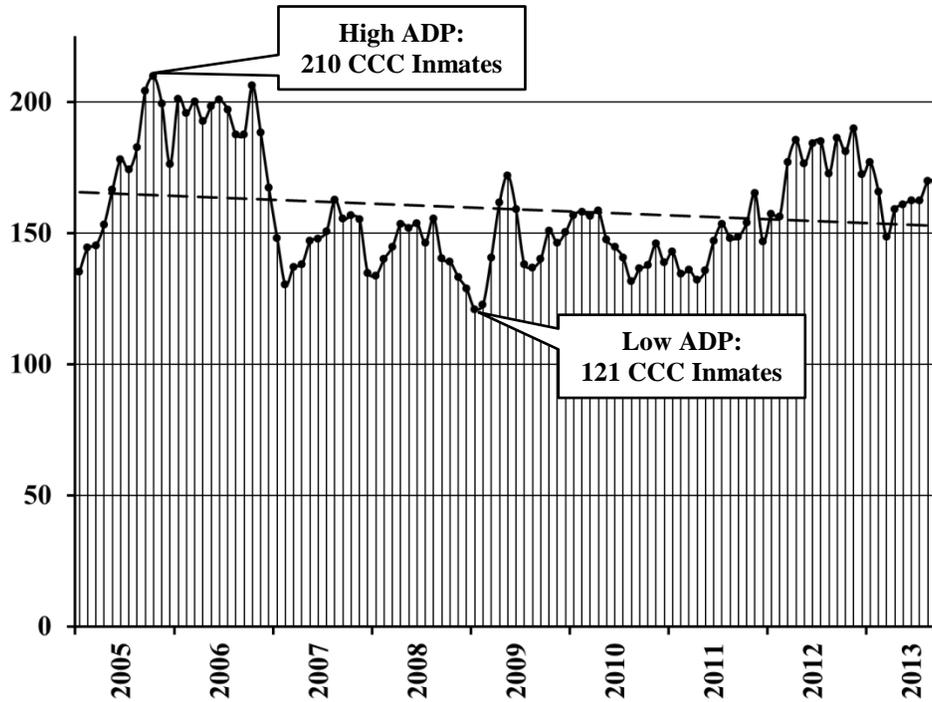
Average Daily Population — Minnehaha County Jail (2005 – 2013)



Month	2005	2006	2007	2008	2009	2010	2011	2012	2013
January	369	389	324	360	370	384	359	392	392
February	337	378	310	375	373	386	365	396	382
March	355	362	323	356	386	377	361	396	383
April	370	342	329	336	377	381	356	405	384
May	375	341	338	313	382	385	364	390	377
June	351	356	354	330	380	376	360	394	382
July	356	368	343	339	367	370	360	392	381
August	364	368	334	360	370	379	367	381	393
September	375	373	348	364	388	366	370	393	389
October	385	370	357	345	385	366	379	394	
November	390	368	344	361	384	348	380	393	
December	368	355	338	357	376	338	371	390	
Total Annual ADP	367	364	337	350	378	371	366	393	385

Source: Minnehaha County Sheriff's Office. Data includes all inmates at the Minnehaha County Jail.

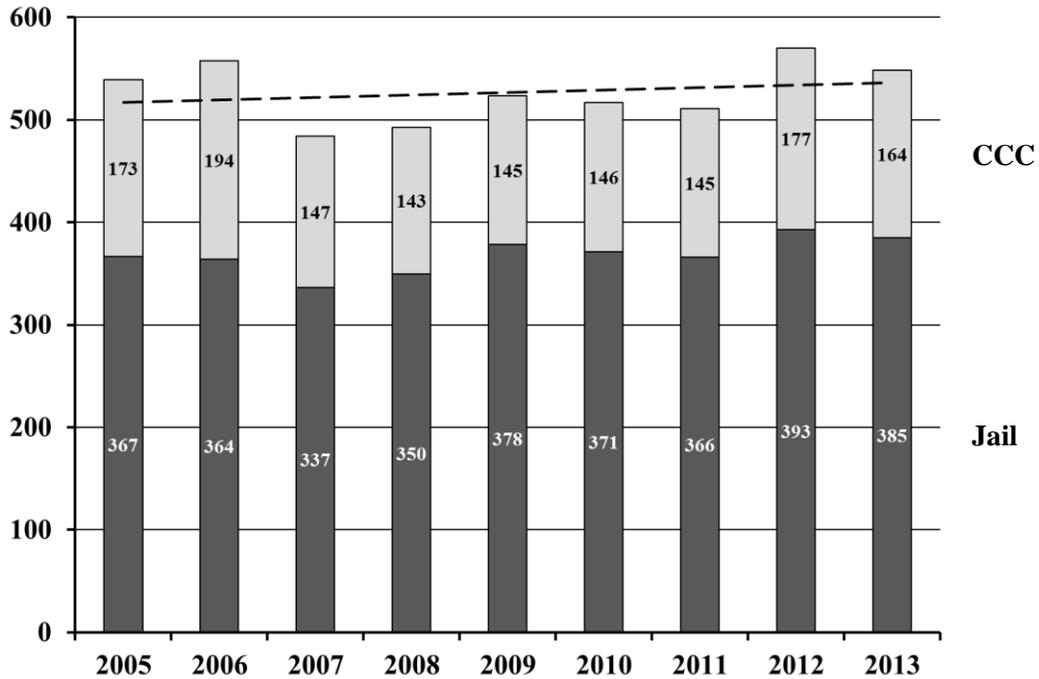
Average Daily Population — Community Corrections Center (2005 – 2013)



Month	2005	2006	2007	2008	2009	2010	2011	2012	2013
January	135	201	148	134	121	157	143	157	177
February	144	196	130	140	123	158	134	156	166
March	145	200	137	145	141	156	136	177	149
April	153	193	138	154	162	159	132	185	159
May	166	198	147	152	172	148	136	177	161
June	178	201	148	154	159	145	147	184	163
July	174	197	151	146	138	141	153	185	162
August	183	188	163	156	137	132	148	173	170
September	204	187	155	140	140	137	149	186	170
October	210	206	157	139	151	138	154	181	
November	199	188	155	133	146	146	165	190	
December	176	167	135	129	150	139	147	173	
Total Annual ADP	173	194	147	143	145	146	145	177	164

Source: Minnehaha County Sheriff's Office. Data includes all inmates at the Community Corrections Center.

Total Annual ADP by Facility (2005 – 2013)



Month	2005	2006	2007	2008	2009	2010	2011	2012	2013 Jan – Sept
Jail	367	364	337	350	378	371	366	393	385
CCC	173	194	147	143	145	146	145	177	164
Total Annual ADP	539	558	484	493	523	517	511	570	549

Month	2005	2006	2007	2008	2009	2010	2011	2012	2013 Jan – Sept
Jail	68%	65%	70%	71%	72%	72%	72%	69%	70%
CCC	32%	35%	30%	29%	28%	28%	28%	31%	30%
Total	100%								

Source: Minnehaha County Sheriff’s Office. Data includes all inmates at the Minnehaha County Jail and the Community Corrections Center.

ADP by Classification

An inmate classification system is used to establish an inmate's custody level and security requirements. Classification systems are typically based on (1) an inmate's current criminal charges or sentence, (2) their criminal history, and (3) other risk assessment factors, such as previous escape attempts or disciplinary problems while in custody. The classification system is used to (1) establish an appropriate inmate housing assignment, (2) identify any special management issues that may affect how or where the inmate is housed, and (3) assist in determining an inmate's eligibility for certain programs.

The classification system and breakdown is important for facility planning purposes because, ideally, the security level of the inmate housing should meet or exceed the custody requirements of the inmate population. In other words, there should be sufficient maximum security housing available for those inmates who are classified as needing maximum security, with enough single cells for inmates who require separation, segregation, or special management. Similarly, inmates requiring minimum or low-medium custody do not necessarily need to be housed in a maximum security housing unit or single cells.

As part of this study, the total annual ADP by classification was reviewed for the county jail system as a whole, from 2005 to present.

In 2005, there was a total ADP of 539 inmates in the county jail system. Of these:

- 320 (59 percent) were classified as general population;
- 126 (23 percent) were unclassified;
- 53 (10 percent) were classified as requiring segregation; and
- 39 (7 percent) were classified as requiring restricted custody.

In 2012, there was a total ADP of 570 inmates in the county jail system. Of these:

- 238 (42 percent) were classified as general population;
- 173 (30 percent) were unclassified;
- 88 (15 percent) were classified as requiring segregation; and
- 71 (12 percent) were classified as requiring restricted custody.

A review of the classification data from 2005 to present suggests three conclusions:

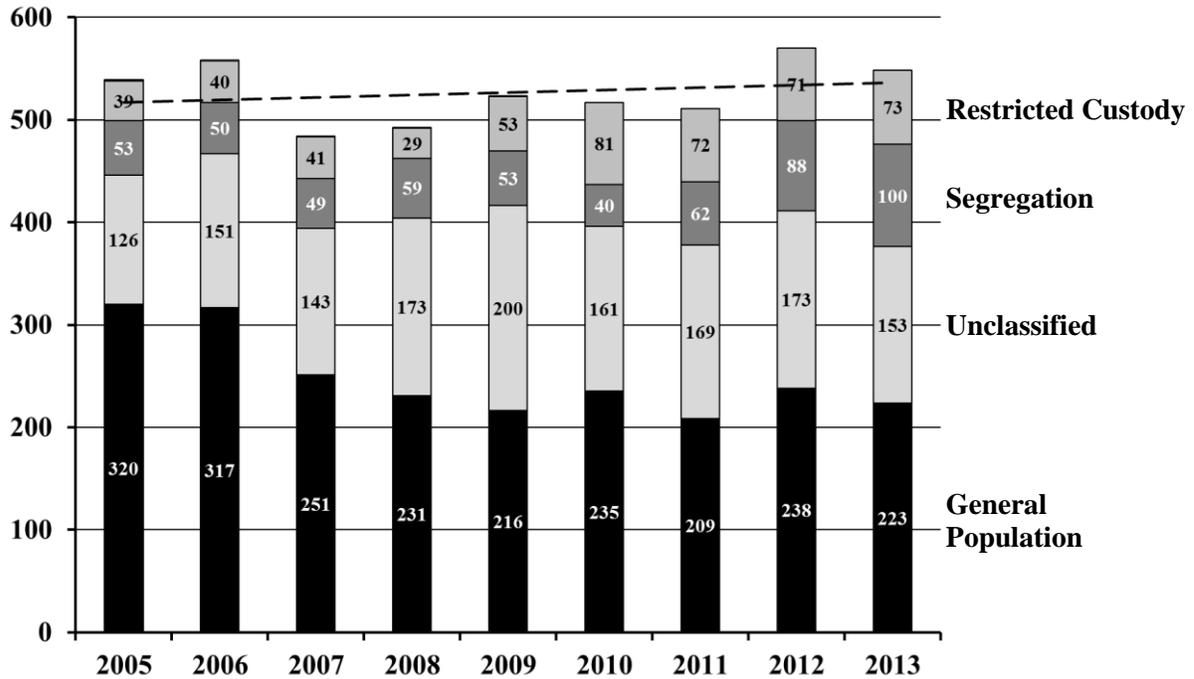
- Both the number and percentage of inmates in the county jail system who are classified as appropriate for general population has declined;

- Both the number and percentage of inmates in the county jail system who are unclassified (due to not being in the jail system long enough to be classified) has increased; and
- Both the number and percentage of inmates in the county jail system who are classified as requiring segregation or restricted custody has increased.

These three factors have a significant impact on the County's ability to house inmates in an appropriate housing unit, consistent with their custody level and security requirements.

The graph and table on the following page show the total annual ADP by classification for the county jail system as a whole for 2005 through 2013 to date.

Total Annual ADP by Classification (2005 – 2013)



Jurisdiction	2005	2006	2007	2008	2009	2010	2011	2012	2013 Jan – Sept
General Population	320	317	251	231	216	235	209	238	223
Unclassified	126	151	143	173	200	161	169	173	153
Segregation	53	50	49	59	53	40	62	88	100
Restricted Custody	39	40	41	29	53	81	72	71	73
Total Annual ADP	539	558	484	493	523	517	511	570	549

Jurisdiction	2005	2006	2007	2008	2009	2010	2011	2012	2013 Jan – Sept
General Population	59%	57%	52%	47%	41%	46%	41%	42%	41%
Unclassified	23%	27%	30%	35%	38%	31%	33%	30%	28%
Segregation	10%	9%	10%	12%	10%	8%	12%	15%	18%
Restricted Custody	7%	7%	8%	6%	10%	16%	14%	12%	13%
Total	100%								

Source: Minnehaha County Sheriff's Office. Data includes all inmates at the Minnehaha County Jail and the Community Corrections Center.

ADP on Work Release

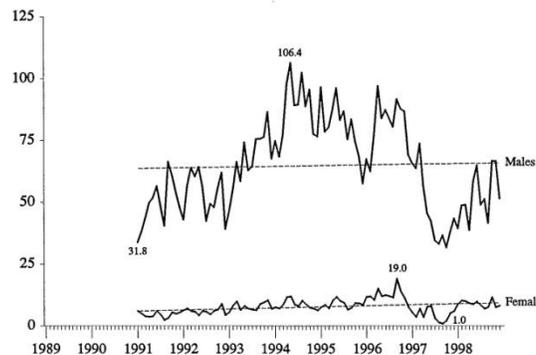
1999 Study Findings — With regard to the Work Release population in the Minnehaha County jail system, the 1999 Study stated as follows:

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 of 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.²¹

Average Daily Population — Work Release

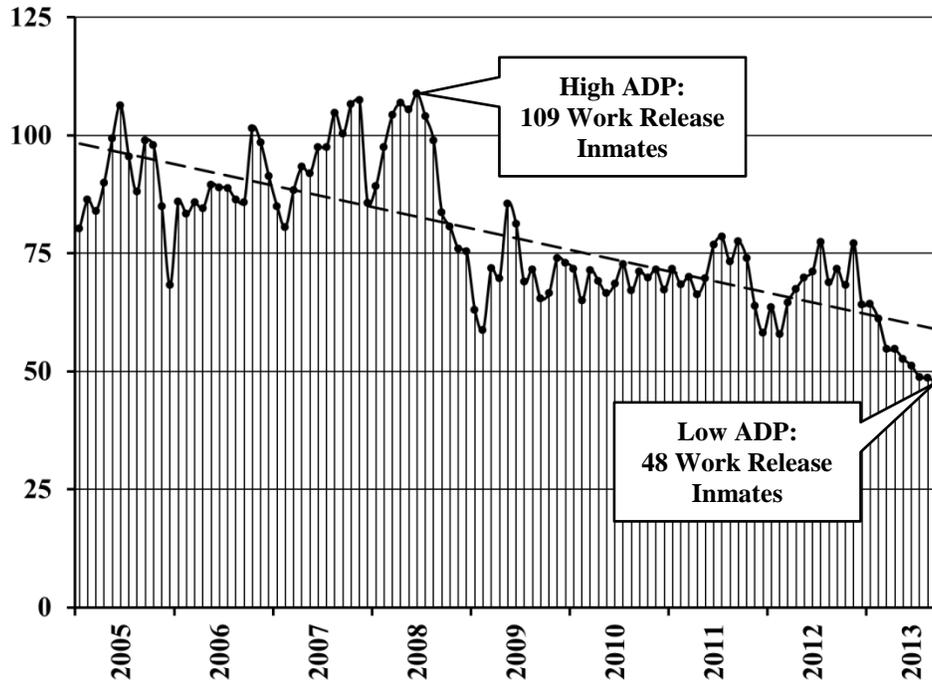


2013 Study Findings — As part of this study, the ADP of work release inmates was reviewed for each month from 2005 to present. Overall, the trend in the number of inmates on work release has been declining at a significant rate. In 2005, the county jail system had an ADP of 90 inmates on work release. In 2012, the county jail system had an ADP of 69 inmates on work release — a decrease of almost 24 percent. In 2013, the ADP of work release inmates has continued to decline, from 64 inmates on work release in January 2013, to 48 inmates on work release in September 2013 – the lowest number of inmates on work release since 2005.

The graph and table on the following page show the ADP of inmates on work release in the county jail system for each month from 2005 through 2013 to date, including the high, low, and overall trendline.

²¹ *Inmate Population Forecasting and Analysis for Minnehaha County, South Dakota*, CSG Consultants, May 1999, page 25 (narrative) and page 40 (graph and data table).

Average Daily Population — Work Release Inmates (2005 – 2013)



Month	2005	2006	2007	2008	2009	2010	2011	2012	2013
January	80	86	85	89	63	72	72	64	64
February	86	83	81	98	59	65	68	58	61
March	84	86	88	104	72	71	70	65	55
April	90	85	93	107	70	69	66	68	55
May	99	90	92	105	86	67	70	70	53
June	106	89	98	109	81	69	77	71	51
July	95	89	97	104	69	73	78	77	49
August	88	86	105	99	72	67	73	69	49
September	99	86	100	84	65	71	78	72	48
October	98	102	107	81	67	70	74	68	
November	85	99	107	76	74	72	64	77	
December	68	91	86	75	73	67	58	64	
Total Annual ADP	90	89	95	94	71	69	71	69	54

Source: Minnehaha County Sheriff’s Office. Inmates on Work Release are housed at the Community Corrections Center.

C. High and Low Inmate Population

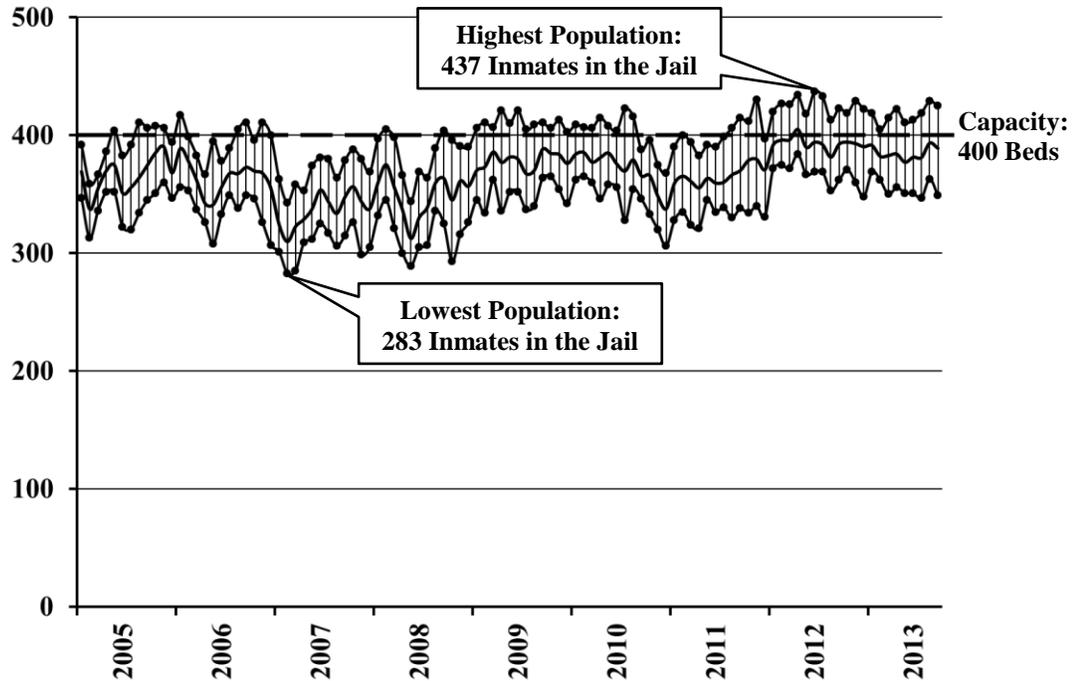
While the ADP is used for measuring inmate population growth over time, it is important to recognize that, in reality, the County's actual inmate population fluctuates up and down — above and below the *average* — based on the number of inmate admissions and releases, which occur on a daily basis. Therefore, data was also examined on the high (peak) and low inmate population range each month at the Jail, the CCC, and for the county jail system as a whole.

- *High and Low Daily Population at the Jail* — Since 2005, the highest inmate population at the Jail was 437 inmates, which occurred on June 24, 2012. The lowest inmate population at the Jail was 283 inmates, which occurred on February 14, 2007.
- *High and Low Daily Population at the CCC* — Since 2005, the highest inmate population at the CCC was 224 inmates, which occurred on September 25 and 26, 2005. The lowest inmate population at the CCC was 105 inmates, which occurred on December 25 (Christmas day), 2008.
- *High and Low Daily Population in the County Jail System* — Since 2005, the highest inmate population in the county jail system as a whole was 629 inmates, which occurred on April 14, 2012. The lowest inmate population in the county jail system was 407 inmates, which occurred on February 15, 2007.

During this period, the highest (peak) population each month exceeded the ADP for that month by an average of 6.7 percent.

The graphs and tables on the following three pages show the highest and lowest inmate population each month at the Jail, the CCC, and for the county jail system as a whole for 2005 through 2013 to date.

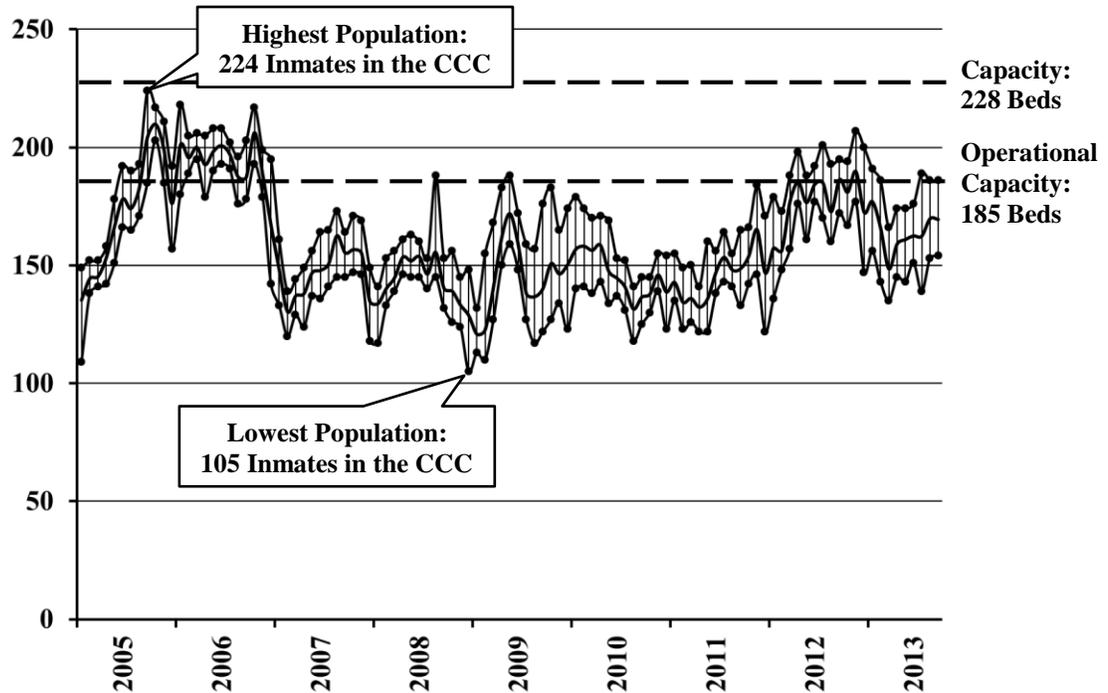
High and Low Daily Population — Minnehaha County Jail (2005 – 2013)



Month	2005		2006		2007		2008		2009		2010		2011		2012		2013	
	High	Low																
January	392	347	417	356	363	301	397	332	406	345	409	362	390	328	420	372	419	369
February	359	313	399	353	343	283	405	345	411	334	407	365	400	335	427	375	405	362
March	367	336	383	337	358	285	398	321	407	362	406	360	394	324	426	372	415	350
April	386	352	367	326	353	309	366	300	421	336	415	346	383	321	434	384	422	356
May	404	352	395	308	374	312	344	289	410	352	408	358	392	345	418	367	411	351
June	383	322	378	333	381	325	369	305	421	352	404	356	390	335	437	369	413	351
July	392	320	389	349	380	317	364	307	405	337	423	328	399	339	433	369	419	347
August	411	334	405	338	364	306	389	336	409	340	416	354	406	330	413	353	429	363
September	406	345	411	349	379	315	404	325	411	364	388	346	415	338	423	362	425	349
October	408	351	396	346	388	326	396	293	406	365	396	333	412	334	419	371		
November	406	360	411	326	380	299	391	316	413	354	375	320	430	340	429	360		
December	394	347	400	307	369	305	390	326	403	342	368	306	397	331	422	348		
Annual Range	411 – 313 Inmates		417 – 307 Inmates		388 – 283 Inmates		405 – 289 Inmates		421 – 334 Inmates		423 – 306 Inmates		430 – 321 Inmates		437 – 348 Inmates		429 – 347 Inmates	

Source: Minnehaha County Sheriff's Office. Data includes all inmates at the Minnehaha County Jail.

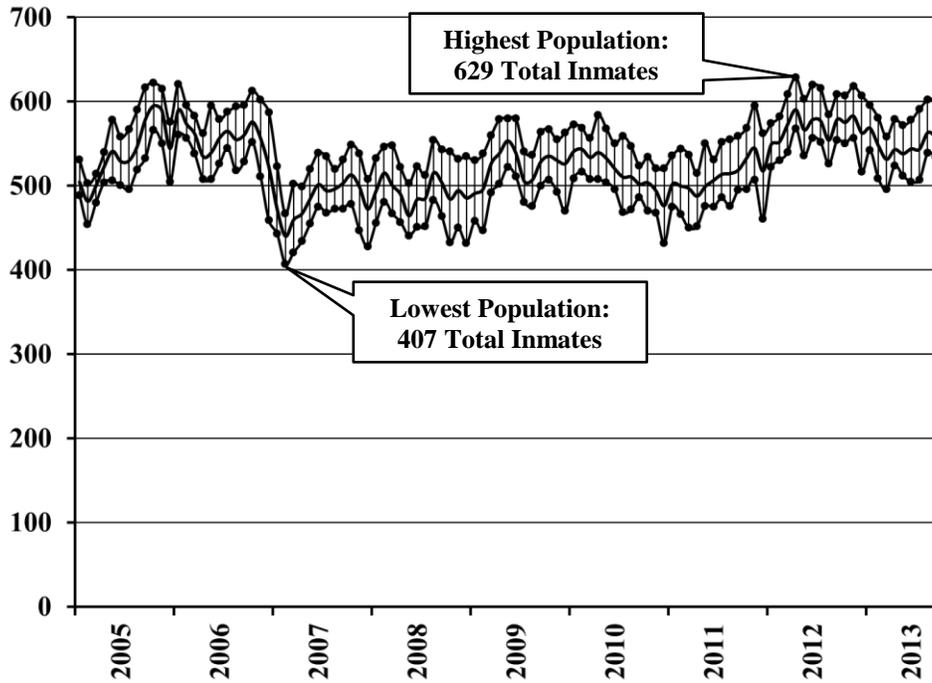
High and Low Daily Population — Community Corrections Center (2005 – 2013)



Month	2005		2006		2007		2008		2009		2010		2011		2012		2013	
	High	Low																
January	149	109	218	180	161	133	141	117	132	113	179	140	155	135	179	136	191	156
February	152	138	205	189	139	120	153	133	155	110	174	141	149	123	173	148	186	143
March	152	141	206	195	144	129	156	139	168	127	170	138	150	126	188	157	166	135
April	158	142	205	179	149	124	161	146	183	150	171	143	141	122	198	176	174	145
May	178	151	208	190	156	137	163	145	188	159	169	134	160	122	188	161	174	143
June	192	166	208	193	164	136	160	145	172	148	153	137	156	138	192	177	176	151
July	190	165	202	191	165	141	153	140	159	127	152	131	164	143	201	170	189	139
August	193	171	196	176	173	145	188	145	157	117	141	118	155	141	193	160	186	153
September	224	185	203	178	164	145	153	132	176	122	145	125	165	133	195	172	186	154
October	217	203	217	193	171	147	156	126	183	127	145	130	166	142	194	167		
November	211	185	199	179	169	146	145	124	165	134	155	139	184	146	207	177		
December	192	157	195	142	149	118	148	105	174	123	154	123	171	122	200	147		
Annual Range	224 – 109 Inmates		218 – 142 Inmates		173 – 118 Inmates		188 – 105 Inmates		188 – 110 Inmates		179 – 118 Inmates		184 – 122 Inmates		207 – 136 Inmates		191 – 135 Inmates	

Source: Minnehaha County Sheriff's Office. Data includes all inmates at the Community Corrections Center.

High and Low Daily Population — Total Inmates (2005 – 2013)



Month	2005		2006		2007		2008		2009		2010		2011		2012		2013	
	High	Low																
January	531	489	621	561	523	443	533	456	530	458	573	509	536	475	574	522	596	542
February	503	454	596	557	467	407	546	481	538	447	569	517	544	466	582	530	581	509
March	514	480	583	538	502	421	548	467	560	492	557	508	537	450	609	540	558	496
April	540	504	562	508	499	434	522	457	579	502	584	508	515	452	629	568	579	524
May	578	506	595	508	520	455	503	441	580	522	568	504	550	476	603	536	572	512
June	558	501	579	526	539	475	523	451	580	511	550	496	531	475	620	557	578	505
July	567	496	588	545	535	468	513	452	541	481	559	469	552	486	616	552	591	507
August	590	519	594	518	520	473	554	483	537	476	547	472	555	476	585	526	602	539
September	617	533	596	529	531	473	543	464	564	500	524	486	559	495	609	554	603	534
October	622	566	613	552	549	478	541	433	567	507	534	470	569	496	607	550		
November	615	550	602	511	538	447	532	450	555	493	521	468	595	507	618	557		
December	576	505	587	459	508	428	535	432	563	470	521	432	562	461	607	517		
Annual Range	622 – 454 Inmates		621 – 459 Inmates		549 – 407 Inmates		554 – 432 Inmates		580 – 447 Inmates		584 – 432 Inmates		595 – 450 Inmates		629 – 517 Inmates		603 – 496 Inmates	

Source: Minnehaha County Sheriff's Office. Data includes all inmates at the Minnehaha County Jail and the Community Corrections Center.

D. Length of Stay

As part of this study, the Length of Stay (LOS) was examined for inmates released from the Minnehaha County jail system. As previously noted, the total number of jail bookings each year has increased by almost 21 percent from 2005 to 2012. Likewise, the number of inmates *released* from the county jail system has also increased by almost 21 percent during this period.

As previously mentioned, the number of bookings is an important indicator of the quantity and frequency of people being processed into — and subsequently out of — the jail system. Data on inmate admissions and releases also provide insights into the demands placed on the jail's intake and release area, and the staff involved with the processing of inmates into — and out of — the jail.

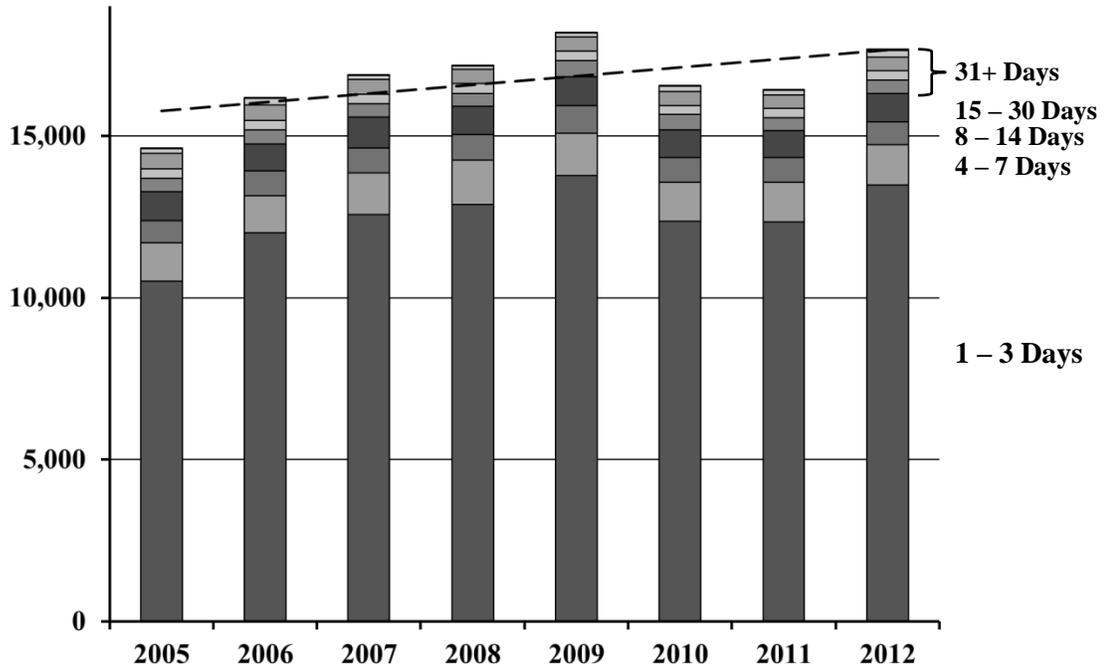
Most jail studies of this type focus on issues of jail capacity, and the inmates who remain incarcerated. It is important to keep in mind that jails serve *two* functions. One is to provide for the safe and secure custody of the inmates who stay in jail. The other, and equally important function, is to process a huge number of people into and out of the jail, and who do not stay in the system very long.

In 2012, the Minnehaha County Jail booked in a total of 17,674 people — and released a total of 17,673 people. Of those released, 13,479 (or 76 percent) were in jail for less than 3 days. Overall, the percentages released within different time frames has remained consistent since 2005. Overall, on average, of those people released from custody each year:

- 75 percent stayed 1 – 3 days;
- 7 percent stayed 4 – 7 days;
- 5 percent stayed 8 – 14 days;
- 5 percent stayed 15 – 30 days;
- 3 percent stayed 31 – 60 days;
- 2 percent stayed 61 – 90 days;
- 3 percent stayed 91 – 180 days;
- 1 percent stayed 181 – 365 days; and
- 0.1 percent stayed more than 365 days.

The graph and table on the following pages show the LOS for people released from custody from 2005 through 2013 to date.

Total Annual Releases by Length of Stay (2005 – 2013)



Length of Stay	2005	2006	2007	2008	2009	2010	2011	2012	2013 Jan – Sept
1 – 3 Days	10,519	12,002	12,559	12,887	13,765	12,371	12,341	13,479	9,227
4 – 7 Days	1,187	1,151	1,308	1,358	1,308	1,197	1,230	1,242	878
8 – 14 Days	686	756	762	791	867	767	759	716	538
15 – 30 Days	874	844	962	880	891	853	832	877	617
31 – 60 Days	420	429	396	402	489	477	393	415	331
61 – 90 Days	288	302	300	311	302	260	299	285	230
91 – 180 Days	476	482	454	420	428	452	403	422	344
181 – 365 days	162	207	125	121	128	168	154	210	127
Over 365 Days	9	17	12	11	20	16	13	27	19
Total Annual Releases	14,621	16,190	16,878	17,181	18,198	16,561	16,424	17,673	12,311

Length of Stay	2005	2006	2007	2008	2009	2010	2011	2012	2013 Jan – Sept
1 – 3 Days	72%	74%	74%	75%	76%	75%	75%	76%	75%
4 – 7 Days	8%	7%	8%	8%	7%	7%	7%	7%	7%

Length of Stay	2005	2006	2007	2008	2009	2010	2011	2012	2013 Jan – Sept
8 – 14 Days	5%	5%	5%	5%	5%	5%	5%	4%	4%
15 – 30 Days	6%	5%	6%	5%	5%	5%	5%	5%	5%
31 – 60 Days	3%	3%	2%	2%	3%	3%	2%	2%	3%
61 – 90 Days	2%	2%	2%	2%	2%	2%	2%	2%	2%
91 – 180 Days	3%	3%	3%	2%	2%	3%	2%	2%	3%
181 – 365 days	1%	1%	1%	1%	1%	1%	1%	1%	1%
Over 365 Days	0%	0%	0%	0%	0%	0%	0%	0%	0%
Total	100%								

Source: Minnehaha County Sheriff’s Office. Note: Data in the graph is for 2005 – 2012 to allow a direct comparison between full years’ data.

IV. Inmate Population Projections

This section provides inmate population projections for facility planning purposes, and a forecast of Minnehaha County’s current and future jail capacity requirements. The section includes:

- Current estimates of the Minnehaha County’s population and that of surrounding counties;
- Inmate population projections for the next 20 years, based on current trends; and
- A forecast of jail capacity requirements for Minnehaha County (i.e., total jail beds needed), based on the inmate population projections.

A. County Population Projections

Minnehaha County

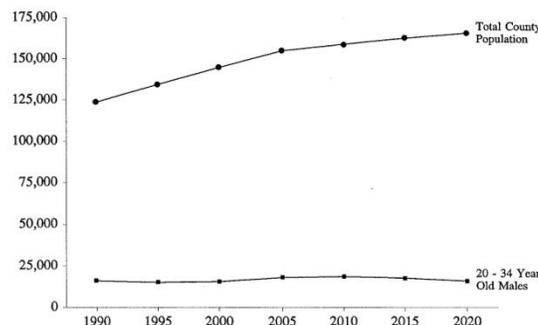
1999 Study Findings — With regard to population projections for Minnehaha County, the 1999 Study stated as follows:

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 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.

Population Projections for Minnehaha County



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).²²

2013 Study Findings — According to the U.S. Census Bureau, the total population of Minnehaha County has increased from:

- 123,809 people in 1990; to
- 148,281 people in 2000; to
- 169,468 people in 2010.

This represents an increase of almost 37 percent to Minnehaha County's total population over the past 20 years (1990 Census – 2010 Census).

Current projections indicate that Minnehaha County's population will continue to grow significantly over the next 25 years, from:

- 169,468 people in 2010; to
- 180,180 people in 2015; to
- 190,105 people in 2020; to
- 198,679 people in 2025; to
- 205,960 people in 2030; to
- 212,353 people in 2035.²³

This represents an increase of more than 25 percent to Minnehaha County's total population over the next 25 years (2010 – 2035).

As previously mentioned, as a County's population grows, the demands on its criminal justice system – and its jail system – also grow. However, for jail planning purposes, it should be kept in mind that not all population subgroups (age and sex) contribute equally to the jail population. For example, changes in the number of children or elderly in the county do not affect the

²² *Inmate Population Forecasting and Analysis for Minnehaha County, South Dakota*, CSG Consultants, May 1999, pages 12 – 13 (narrative) and page 15 (graph and data table).

²³ *Preliminary Population Projections for the State of South Dakota and All of its Counties, 2010 – 2035*, SDSU Rural Life and Census Data Center.

county's jail population or jail capacity requirements. Similarly, since most inmates are males, changes or growth in the county's female population are not a primary contributor to the county's inmate population growth.

Therefore, for jail planning purposes, an examination was also made of the projected growth of the number of 20 – 44 year old males in Minnehaha County, who are considered to be the primary “age-at-risk” demographic for contributing to jail population. Current projections indicate that the number of 20 – 44 year old residents in Minnehaha County will continue to grow, but at a much lower rate of growth than the County's total population. Over the next 20 years, the number of 20 – 44 year old males are projected to increase from:

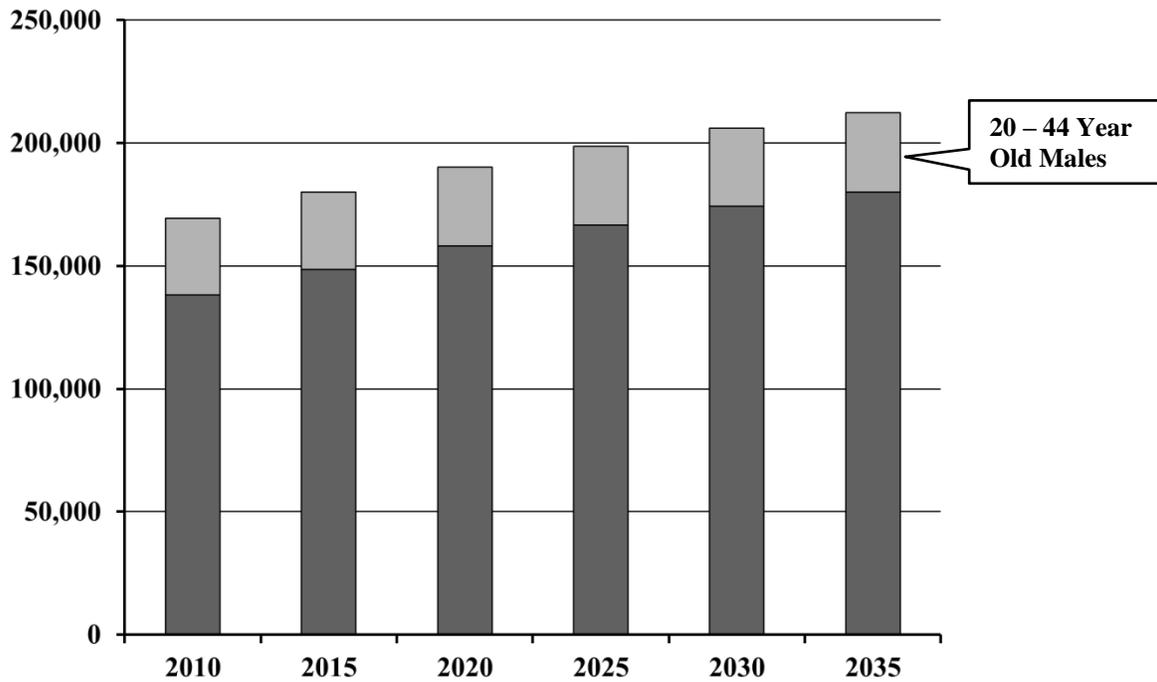
- 31,118 people in 2010; to
- 31,455 people in 2015; to
- 32,009 people in 2020; to
- 32,002 people in 2025; to
- 31,572 people in 2030; to
- 32,160 people in 2035.²⁴

This represents an increase of only 3 percent over the next 25 years for this primary “age-at-risk” demographic. Therefore, while the population of Minnehaha County will continue to experience significant growth, the population group which contributes the most jail inmates is expected to grow at a much slower rate than the County as a whole.

The graph and table on the following page show the projected population of Minnehaha County for 2010 through 2035, including the number of 20 – 44 year old males.

²⁴ Preliminary Population Projections for the State of South Dakota and All of its Counties, 2010 – 2035, SDSU Rural Life and Census Data Center.

Population Projections for Minnehaha County (2010 – 2035)



Population Group	2010	2015	2020	2025	2030	2035	25-Year Increase
20 - 44 Year Old Males	31,118	31,455	32,009	32,002	31,572	32,160	3%
Total County Population	169,468	180,180	190,105	198,679	205,960	212,353	25%

Source: Preliminary Population Projections for the State of South Dakota and All of its Counties, 2010 – 2035, SDSU Rural Life and Census Data Center.

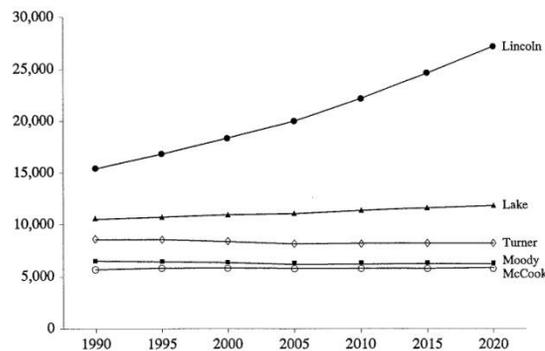
Surrounding Counties

1999 Study Findings — With regard to population projections for the counties surrounding Minnehaha County, the 1999 Study stated as follows:

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.

Population Projections for Surrounding Counties



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 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).²⁵

2013 Study Findings — According to the U.S. Census Bureau, the combined total population of the five counties surrounding Minnehaha County (Lincoln County, Lake County, Turner County, Moody County, and McCook County) has increased from:

- 46,748 people in 1990; to
- 56,683 people in 2000; to

²⁵ *Inmate Population Forecasting and Analysis for Minnehaha County, South Dakota*, CSG Consultants, May 1999, pages 13 – 14 (narrative) and page 16 (graph and data table).

- 76,479 people in 2010.

This represents an increase of almost 64 percent to the total population of the five counties that surround Minnehaha County over the past 20 years (1990 Census – 2010 Census).

Current projections indicate that the total population of the five surrounding counties will continue to grow significantly over the next 25 years, from:

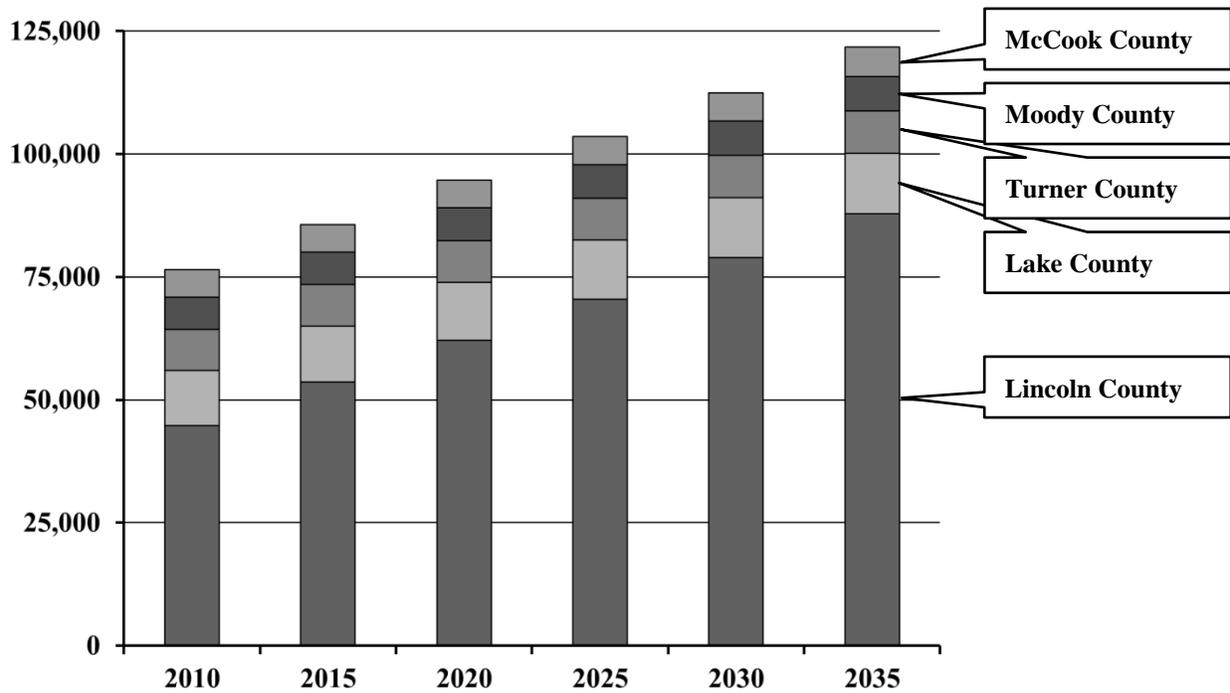
- 76,479 people in 2010; to
- 85,736 people in 2015; to
- 94,741 people in 2020; to
- 103,584 people in 2025; to
- 112,508 people in 2030; to
- 121,717 people in 2035.²⁶

This represents an increase of more than 59 percent to the surrounding counties' total population over the next 25 years (2010 – 2035). This growth is fueled primarily by Lincoln County – the largest of the five surrounding counties — whose population is expected to almost double over the next 25 years.

The graph and table on the following page show the projected population of the five counties surrounding Minnehaha County for 2010 through 2035.

²⁶ Preliminary Population Projections for the State of South Dakota and All of its Counties, 2010 – 2035, SDSU Rural Life and Census Data Center.

Population Projections for Surrounding Counties (2010 – 2035)



County	2010	2015	2020	2025	2030	2035	25-Year Increase
Lincoln	44,828	53,631	62,170	70,483	78,966	87,910	96%
Lake	11,200	11,442	11,732	11,995	12,151	12,208	9%
Turner	8,347	8,417	8,491	8,581	8,649	8,659	4%
Moody	6,486	6,603	6,709	6,825	6,926	7,002	8%
McCook	5,618	5,642	5,639	5,700	5,816	5,938	6%
Total	76,479	85,736	94,741	103,584	112,508	121,717	59%

Source: Preliminary Population Projections for the State of South Dakota and All of its Counties, 2010 – 2035, SDSU Rural Life and Census Data Center.

B. Inmate Projections

There is no commonly accepted methodology for making inmate population projections. The National Institute of Corrections (NIC), the American Correctional Association (ACA), and the American Jail Association (AJA) do not recommend or endorse any particular forecasting methodology. Models that work well in one jurisdiction may or may not produce a reliable forecast in another jurisdiction. Counties that are designing new or expanded jails have to determine for themselves which trends and which mathematical models will provide them with reasonable growth estimates for facility planning purposes.

There are numerous different forecasting models. Some can be very complex, and some can be fairly simple. The statistically complex models do not necessarily produce more accurate projections, and their methodology is often difficult for citizens and elected officials to understand or explain.

Inmate population projections should meet two tests — they should be *reasonable*, and they should be *rationally derived*. In other words, the projections should be reasonable, given the County's recent history and current trends, and they should be developed using some sort of a mathematical model that yields the results, and which is replicable.

It should also be noted that projections degrade over time — meaning, the further out the projections are made, the less reliable the estimate becomes. Projections for the next ten years should be used to help facilitate decision-making about the County's current jail capacity requirements. Long-range inmate population projections (for ten to 20 years into the future) should only be used for long-term master planning and site planning purposes. It should also be kept in mind that facility planning decisions can be driven as much or more by other factors — such as building geometry, site restrictions, or what the County can afford to build or operate.

1999 Study Findings — With regard to the inmate population projections for Minnehaha County, the 1999 Study stated as follows:

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. ...

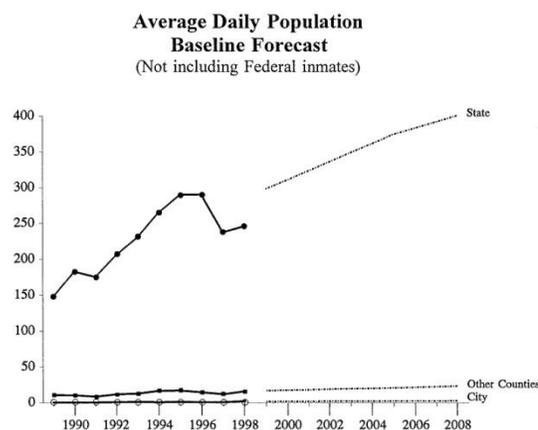
- *Model #2 was based on the historical correlation between the growth of the jail population and the growth of the County's total population over the past ten years, as applied to the population projections for Minnehaha County.*

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 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.) ...



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.²⁷

2013 Study Findings — As part of this study, five number of different, commonly used forecasting methodologies were applied to Minnehaha County's inmate population trends and County population trends in order to develop estimates of the County's future jail population. The five forecasting methodologies included:

- **MODEL 1. 2007 – 13 ADP Trend Projections** — Projections based on the trend in the ADP of Minnehaha County inmates from 2007 – 2013.
- **MODEL 2. 2005 – 13 ADP Trend Projections** — Projections based on the trend in the ADP of Minnehaha County inmates from 2005 – 2013.
- **MODEL 3. Average Length of Stay (ALOS) Projections** — Projections based on the ALOS from 2005 – 2012, applied to the County's population projections.
- **MODEL 4. Rate of Incarceration (ROI) Projections** — Projections based on the average ADP per 1,000 residents from 2005 – 2012, applied to the County's population projections.
- **MODEL 5. Age-at-Risk Rate of Incarceration (ROI) Projections** — Projections based on the average ADP per 1,000 male residents 20 – 44 years old from 2005 – 2012, applied to the County's population projections for that demographic subgroup.

These models produced a wide range of inmate projections for Minnehaha County inmates, ranging from an ADP of:

- 370 – 506 Minnehaha County inmates in five years (by 2018); and
- 373 – 594 Minnehaha County inmates in ten years (by 2023).

²⁷ *Inmate Population Forecasting and Analysis for Minnehaha County, South Dakota*, CSG Consultants, May 1999, pages 41 – 42 (narrative) and pages 43 – 46 (graphs and data tables).

The graph and table on the following page show the results of these five forecasting models for Minnehaha County inmates.

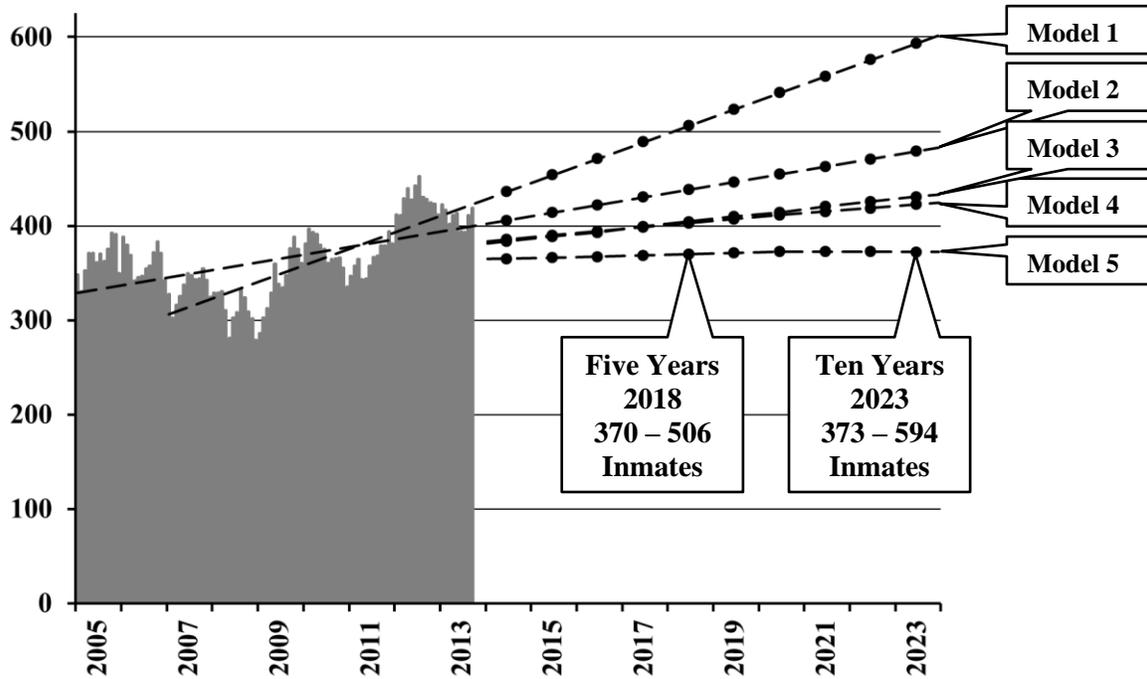
For facility planning purposes, it is recommended that the results of Model 2 be used as the baseline forecast for Minnehaha County inmates. This model produced results that are in the middle of the range of forecasts, and assumes that the ADP of Minnehaha County inmates will continue to increase at the same rate of growth as it has from 2005 through 2013 to date.

The results of Model 2 suggest that the ADP of Minnehaha County inmates will increase to:

- 439 Minnehaha County inmates in five years (by 2018);
- 479 Minnehaha County inmates in ten years (by 2023);
- 520 Minnehaha County inmates in 15 years (by 2028); and
- 561 Minnehaha County inmates in 20 years (by 2033).

[Note: In subsequent sections, two adjustments are made to these baseline ADP projections — one to adjust for the estimated impact of the Criminal Justice Initiative (also known as Senate Bill 70) recently passed in South Dakota, and one to provide an allowance for the addition of a Jail Infirmary Sobering Center, currently being considered by the County.]

Results of Projection Models for Minnehaha County Inmates (2014 – 2023)



Forecast Year	Year	High	Middle	Low		
		MODEL 1 2007 – 13 ADP Trend Projections	MODEL 2 2005 – 13 ADP Trend Projections	MODEL 3 ALOS Projections	MODEL 4 ROI Projections	MODEL 5 Age-at-Risk ROI Projections
1	2014	437	406	384	385	365
2	2015	454	414	389	390	366
3	2016	472	422	393	394	367
4	2017	489	430	399	399	369
5	2018	506	439	405	403	370
6	2019	524	447	410	407	371
7	2020	541	455	414	412	373
8	2021	559	463	421	415	373
9	2022	576	471	426	419	373
10	2023	594	479	431	423	373

Other Counties' Inmates

For facility planning purposes, the same five forecasting methodologies were also applied to the inmate population trends and county population trends of the counties surrounding Minnehaha County, in order to develop estimates for the other counties' future jail population, currently housed in the Minnehaha County jail system.

Three of the models produced untenable results, or had insufficient data. Two of the models (Model 2 and Model 4) produced almost identical results. Therefore, for facility planning purposes, the midpoint of the results of these two models is recommended as the baseline forecast for other counties' inmates to be housed in the Minnehaha County jail system.

The graph and table on the following page show the results of these two forecasting models for other counties' inmates.

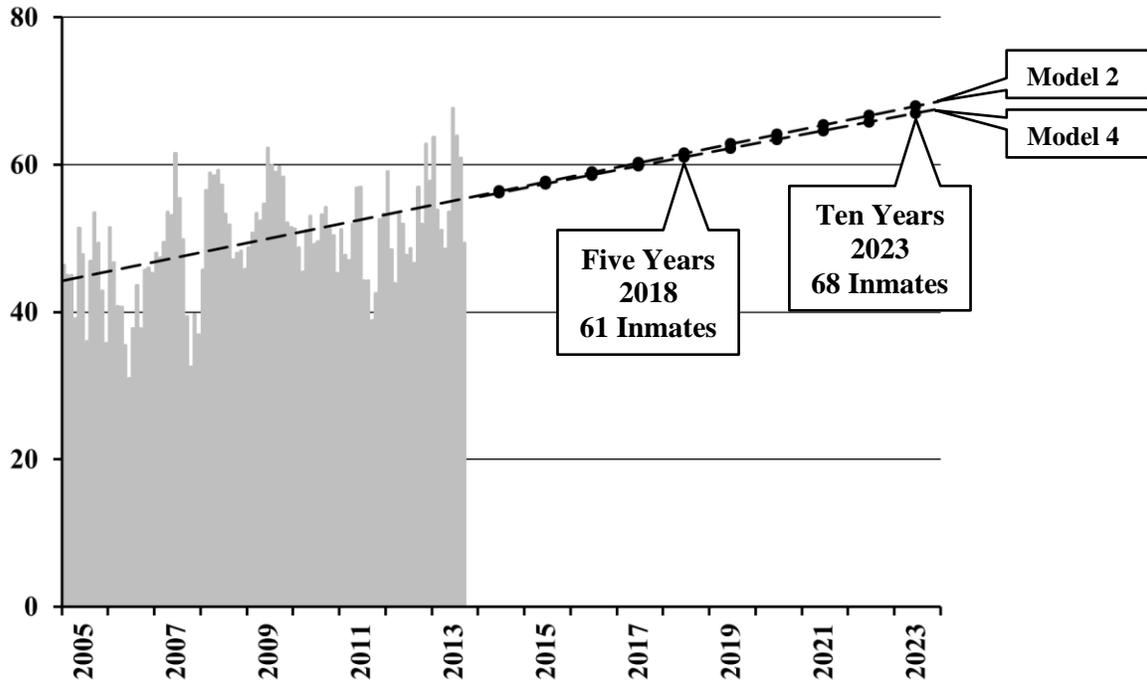
The results of Model 2 and Model 4 suggest that the ADP of other counties' inmates to be housed in the Minnehaha County jail system will increase to:

- 61 other counties' inmates in five years (by 2018);
- 68 other counties' inmates in ten years (by 2023);
- 74 other counties' inmates in 15 years (by 2028); and
- 80 other counties' inmates in 20 years (by 2033).

[Note: In subsequent sections, an adjustment is made to these baseline ADP projections to adjust for the estimated impact of the Criminal Justice Initiative (also known as Senate Bill 70) recently passed in South Dakota.]

Following the graph and table on the next page is a table showing the recommended baseline ADP projections for Minnehaha County inmates and for other counties' inmates to be housed in the Minnehaha County jail system for each of the next 20 years (2014 – 2033).

Results of Projection Models for Other Counties' Inmates (2014 – 2023)



Forecast Year	Year	MODEL 2	MODEL 4
		2005 – 13 ADP Trend Projections	ROI Projections
1	2014	56	56
2	2015	58	57
3	2016	59	59
4	2017	60	60
5	2018	62	61
6	2019	63	62
7	2020	64	63
8	2021	65	65
9	2022	67	66
10	2023	68	67

Baseline ADP Projections for Minnehaha County and Other Counties' Inmates

Forecast Year	Year	Minnehaha County Inmates	Other Counties' Inmates	Minnehaha + Other Counties' Inmates
1	2014	406	56	462
2	2015	414	58	472
3	2016	422	59	481
4	2017	430	60	491
5	2018	439	61	500
6	2019	447	63	509
7	2020	455	64	519
8	2021	463	65	528
9	2022	471	66	537
10	2023	479	68	547
11	2024	487	69	556
12	2025	496	70	565
13	2026	504	71	575
14	2027	512	72	584
15	2028	520	74	594
16	2029	528	75	603
17	2030	536	76	612
18	2031	544	77	622
19	2032	552	79	631
20	2033	561	80	641

Inmates

Inmates

Inmates

A number of important points must be kept in mind regarding these projections, some of which were discussed in the 1999 study.

First, inmate population projections are not the same as jail capacity requirements. The facility needs more jail beds than the average projected inmate population in order to accommodate routine fluctuations (peaks) in the facility's population, and for inmate classification and management purposes (to separate and segregate different types of inmates).

Second, it should be kept in mind that the jail system's actual inmate population fluctuates above and below the trend line. The County needs to take this into account when deciding on the initial capacity and the potential for future expansion of any new or replacement facilities.

Third, a note of caution must be made when using historical data to predict the future. Many counties with crowded jail facilities have underestimated their true jail needs by relying on past inmate population trends. In many cases, arrest decisions, prosecution policies, and sentencing practices are all impacted, to some extent, by the knowledge that the jail is full. As new and additional jail beds become available, these policies and practices can change, resulting in even greater demands for jail capacity.

Finally, it is important to view inmate population projections within an appropriate context. The projections are based on the County's actual inmate population trends from 2005 to present. At any given time during this period, the County's actual inmate population has been the result of a unique combination of factors within the criminal justice system that affect (1) jail admissions, (2) jail releases, and (3) the length of stay in jail — all of which have been impacted, to some extent, by the combined efforts of law enforcement, prosecution, and the courts.

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 County's jail population. The County's growing and changing population, public attitudes toward crime, 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 capacity. Nonetheless, it is believed that the inmate population projections presented here provide a reasonable basis for facility planning purposes.

Impact of the Criminal Justice Initiative on the County's Jail Population

This year, the South Dakota State Legislature the Criminal Justice Initiative (CJI), also known as the Public Safety Improvement Act, or Senate Bill 70 (SB 70). The purposes of the legislation was “to improve public safety, hold offenders more accountable, and reduce corrections spending. An issue brief provided the following overview.

Facing continued growth of its prison system, South Dakota enacted comprehensive reforms to the state's sentencing and corrections system. A bipartisan, interbranch group of state officials, the Criminal Justice Initiative Work Group — which received intensive technical assistance from The Pew Charitable Trusts and its partners — developed the reforms. The comprehensive legislation, Senate Bill 70, refocuses prison space on violent and career criminals, improves the parole and probation system and victim services, and reduces recidivism with particular emphasis on substance-abusing offenders.²⁸

According to the Issue Brief, the Work Group developed policy recommendations to strengthen supervision and interventions, focus prison space on violent and career criminals, and ensure the quality and sustainability of reforms. Legislation advancing the recommendations — SB 70, the Public Safety Improvement Act — passed with overwhelming bipartisan support and was signed into law by Governor Dennis Daugaard on February 6, 2013.

The primary purpose of the CJI is “to improve public safety and contain prison costs.” According to the Issue Brief, SB 70 is projected to reduce anticipated prison growth in South Dakota by 716 beds, avert the construction of two prisons, and save state taxpayers \$207 million in construction and operating costs through 2022. Legislation also redirects \$8 million from the current budget to programs and policies proven to reduce recidivism and improve offender accountability. An ongoing investment in these programs of \$4.9 million annually is expected.

Since its passage, there has been some concern and discussion among county officials as to the CJI's impact on the counties and on county jail populations. CJI's “impact on counties” has been described as follows by the Governor's Office:

²⁸ *South Dakota's 2013 Criminal Justice Initiative*, Public Safety Performance Project, The Pew Charitable Trusts, Issue Brief, June 2013, page 1.

BENEFITS:

Preliminary Hearings/Grand Jury Hearings

- *Preliminary hearings and grand jury hearings for misdemeanor offenses will be eliminated in South Dakota. Preliminary/grand jury hearings impose a significant cost on counties currently.*
- *Counties will benefit from the elimination of preliminary/grand jury hearing costs on misdemeanor offenses.*

SAVIN

- *South Dakota will develop a Statewide Automated Victim Information and Notification (SAVIN) system, which will assume primary responsibility for victim notification in the state.*
- *Counties will benefit from the elimination of primary responsibility for victim notification.*

Restitution Collection

- *South Dakota will develop an automated restitution collection system. Currently, offenders owe restitution to victims as well as counties. The new system will more effectively collect restitution on offenders who are under supervision as well as those who are not.*
- *Counties will benefit from additional revenue from restitution collection.*

Earned Discharge

- *Earned discharge from probation and parole will reduce the amount of offenders under supervision. Some probationers and parolees spend time in county jail currently.*
- *Counties will benefit from fewer offenders under supervision due to earned discharge.*

HOPE Program

- *The South Dakota HOPE Program will place high-risk probationers on an intense supervision program. Many of these high-risk probationers would have otherwise been sent to prison or jail. For probationers on the South Dakota HOPE Program, the state will pay jail and treatment costs.*
- *Counties will benefit from a program that keeps offenders sober and out of long jail sentences.*

Drug and DUI Courts

- *Drug and DUI courts will expand. “Alternative courts” are proven to keep offenders sober and keep them from re-offending. Many of these offenders would have gone to jail or prison.*
- *Counties will benefit from alternative courts that keep offenders out of jail and reduce recidivism.*

Reinvestment Fund

- *The state of South Dakota has allocated \$1,000,000 that will go to counties who see more probationers as a result of the Criminal Justice Initiative.*
- *Counties will benefit from state funds to reward counties for dealing with offenders in the community.*

LIABILITIES:

Jail Days

- *Projections show that South Dakota may add 500 felony probationers after three years as a result of the Criminal Justice Initiative. This would be an increase of roughly 11%.*
- *45 of 66 counties are projected to see 3 or fewer additional felony probationers.*
- *Based on Pennington County statistics, 8% of felony probationers spend some time in county jail (time served or sentenced time).*
- *Counties will have the liabilities of extra felony probationers, some of whom will use county jail bed days.*

Additional Felony Probationers — Some of the sweeping changes to the state corrections system will take some time to impact local jails — either positively or negatively. An effort has been made by the Governor’s Office to estimate the number of felony probationers for each county in the state, and the potential number of additional felony probationers that each county may have over the next three years (by FY 2015).

- *Minnehaha County* — For Minnehaha County, it is estimated that there may be as many as 90 additional felony probationers in three years — in addition to the projected number of felony probationers that would occur without the CJI.
- *Surrounding Counties* — For the five counties surrounding Minnehaha County, it is estimated that there may be as many as a total of 27 additional felony probationers in three years — 18 in Lincoln County, 3 in Lake County, 3 in Turner County, 1 in

Moody County, and 2 in McCook County — in addition to the projected number of felony probationers that would occur without the CJI.

Pennington County — As part of the process of identifying the potential impact these additional felony probationers will have on the local jail population, Pennington County provided some important planning information on its felony probationers — and its felony probation violators. At the end of FY 2011, Pennington County had 868 felony probationers. Of these 868 felony probationers, 409 (47 percent) violated the terms of their probation, and 477 (53 percent) did not violate the terms of probation.

Of the 409 felony probation violators:

- 206 (50 percent) had their probation reinstated;
- 84 (21 percent) were revoked to state prison;
- 49 (12 percent) posted bond until their next scheduled court date;
- 48 (12 percent) were sentenced to county jail; and
- 22 (5 percent) were sentenced to time already served in county jail.

Estimating the Impact of CJI on the County Jail Population — As part of this study, an attempt was made to obtain the same type of information on the number and disposition of felony probation violators in Minnehaha County, but the information was not available. Therefore, a methodology was developed to estimate the impact of the CJI on Minnehaha County's jail population, using the estimates from the Governor's Office on the number of additional felony probationers, and the data from Pennington County on the impact of their felony probation violators on their county jail system.

The methodology took the projected number of additional felony probationers, and estimated that 47 percent will violate the terms of their probation. It then estimated that these additional felony probation violators would each have an average length of stay (ALOS) of 60 days in the county jail. The methodology then estimated that 12 percent of these additional felony probation violators will be sentenced to the county jail, for an ALOS of 180 days. These additional days in the county jail for the additional felony probation violators were then combined into Total Prisoner Days (TPD), and then converted to an Average Daily Population (ADP).

Using this methodology, it is estimated that Minnehaha County will have an ADP of 9 additional jail inmates in FY 2015, as a result of the CJI. The same methodology was used to estimate the impact on the surrounding counties, and it is estimated they will have a combined ADP of 3 additional jail inmates in FY 2015 as a result of the CJI.

The tables on the following two pages show the methodology and calculations used for estimating the impact of the CJI on Minnehaha County's and the surrounding counties' jail population.

For purposes of this study, these ADP estimates for the next three years were then extrapolated into the future to estimate the potential impact on the Minnehaha County jail system — both for Minnehaha County and for the surrounding counties who house their inmates in the Minnehaha County jail system.

The methodology, admittedly, is not perfect. Ideally, for the purpose of estimating the impact on Minnehaha County, the experience of Minnehaha County (and not Pennington County) should be used. Also, there is little information to substantiate the ALOS that should be used in the calculations for holding the additional felony probation violators the county jail, and the ALOS for the additional felony probation violators who are sentenced to county jail time.

It is also unclear how the statewide projections were developed that suggest “South Dakota may add 500 felony probationers after three years as a result of the Criminal Justice Initiative” — which was used as the basis for estimating the impact on individual counties.

The impact of the additional felony probation violators on Minnehaha County's jail population is different than the impact it will have on Pennington County. Also, data that was studied as part of the development of the CJI suggests that the courts in Minnehaha County “already seem to follow a loose Presumptive Probation for non-violent Class 5 and Class 6 felonies,” which could lower the potential impact on the county's jail population. However, absent better data, the methodology provides a reasonable basis for estimating the impact of the CJI on Minnehaha County's future jail population for the purposes of this study.

Estimated Impact of CJI (SB70) on Minnehaha County’s Jail Population

	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15
1 Felony Probationers	591	709	770	804	937			
2 Projected Felony Probationers without CJI						1,049	1,175	1,316
3 Projected Felony Probationers with CJI						1,065	1,245	1,406
4 Projected Additional Felony Probationers with CJI						16	70	90
5 Projected Additional Felony Probation Violators @ 47%						7	33	42
6 ALOS for Additional Felony Probation Violators @ 60 Days						439	1,963	2,526
7 ALOS for Additional Felony Probation Violators Sentenced to Jail @ 180 Days						158	707	909
8 TPD for Additional Felony Probation Violators						597	2,670	3,436
9 ADP for Additional Felony Probation Violators						2	7	9

Abbreviations: CJI Criminal Justice Initiative (i.e., Senate Bill 70).
 ALOS Average Length of Stay (in days).
 TPD Total Prisoner Days.
 ADP Average Daily Population.

Notes:

1. Historical number of felony probationers for Minnehaha County. (Source: Governor’s Office.)
2. Projected number of felony probationers for Minnehaha County without the passage of the CJI. (Source: Governor’s Office.)
3. Projected number of felony probationers for Minnehaha County with passage of the CJI. (Source: Governor’s Office.)
4. Projected number of additional felony probationers for Minnehaha County with passage of the CJI. (Row 3 minus Row 2.)
5. Projected number of additional felony probation violators for Minnehaha County. Assumes 47 percent of felony probationers will violate the terms of their probation, based on data from Pennington County. (Row 4 multiplied by 0.47.)
6. Estimated ALOS (in days) for the additional felony probation violators. Assumes additional felony probation violators will spend an average of 60 days in jail. (Row 5 multiplied by 60.)
7. Estimated ALOS (in days) for additional felony probation violators sentenced to jail. Assumes 12 percent of felony probation violators will be sentenced to jail, based on data from Pennington County, and assumes these violators will spend an average of 180 days in jail. (Row 5 multiplied by 0.12, multiplied by 180.)
8. Estimated TPD for additional felony probation violators and additional felony probation violators sentenced to jail. (Row 6 plus Row 7.)
9. Estimated additional ADP for the additional felony probation violators and additional felony probation violators sentenced to jail. (Row 8 divided by 365.)

Estimated Impact of CJJ (SB70) on Surrounding Counties' Jail Population

	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	
1	Felony Probationers	228	202	237	249	240			
2	Projected Felony Probationers without CJJ						244	248	251
3	Projected Felony Probationers with CJJ						248	269	279
4	Projected Additional Felony Probationers with CJJ						5	21	27
5	Projected Additional Felony Probation Violators @ 47%						2	10	13
6	ALOS for Additional Felony Probation Violators @ 60 Days						133	597	768
7	ALOS for Additional Felony Probation Violators Sentenced to Jail @ 180 Days						48	215	277
8	TPD for Additional Felony Probation Violators						181	812	1,045
9	ADP for Additional Felony Probation Violators						0	2	3

Abbreviations: CJJ Criminal Justice Initiative (i.e., Senate Bill 70).
ALOS Average Length of Stay (in days).
TPD Total Prisoner Days.
ADP Average Daily Population.

Notes:

1. Historical number of felony probationers for surrounding counties. (Source: Governor's Office.)
2. Projected number of felony probationers for surrounding counties without the passage of the CJJ. (Source: Governor's Office.)
3. Projected number of felony probationers for surrounding counties with passage of the CJJ. (Row 2 *plus* Row 4.)
4. Projected number of additional felony probationers for surrounding counties with passage of the CJJ. (Source: Governor's Office for potential addition by FY15. Projections for FY13 and FY14 were extrapolated.)
5. Projected number of additional felony probation violators for surrounding counties. Assumes 47 percent of felony probationers will violate the terms of their probation, based on data from Pennington County. (Row 4 *multiplied* by 0.47.)
6. Estimated ALOS (in days) for the additional felony probation violators. Assumes additional felony probation violators will spend an average of 60 days in jail. (Row 5 *multiplied* by 60.)
7. Estimated ALOS (in days) for additional felony probation violators sentenced to jail. Assumes 12 percent of felony probation violators will be sentenced to jail, based on data from Pennington County, and assumes these violators will spend an average of 180 days in jail. (Row 5 *multiplied* by 0.12, *multiplied* by 180.)
8. Estimated TPD for additional felony probation violators and additional felony probation violators sentenced to jail. (Row 6 *plus* Row 7.)
9. Estimated additional ADP for the additional felony probation violators and additional felony probation violators sentenced to jail. (Row 8 *divided* by 365.)

Impact of the Jail Infirmery Sobering Center

Minnehaha County is currently considering different options for its Detox Center. Currently, people who are intoxicated are placed on protective custody holds and brought to the Detox Center, which is operated by a separate county agency, independent from the jail. Many remain in Detox until they are sober, and then they are released. Due to the limited number of beds available in Detox, the holds are frequently moved into the jail's intake area. Also, any intoxicated individuals in Detox who are uncooperative go into the jail since Detox does not have security staff.

Under the policy and procedural changes that are being considered, intoxicated individuals will receive only an initial screening at Detox, and almost all will be moved into the jail. The jail will be remodeling an area for a jail infirmery that will include several housing areas that can hold people who are sobering up. These people will be in the jail's custody, and the number of people who will actually be in the Detox Center will be significantly lower than it currently is.

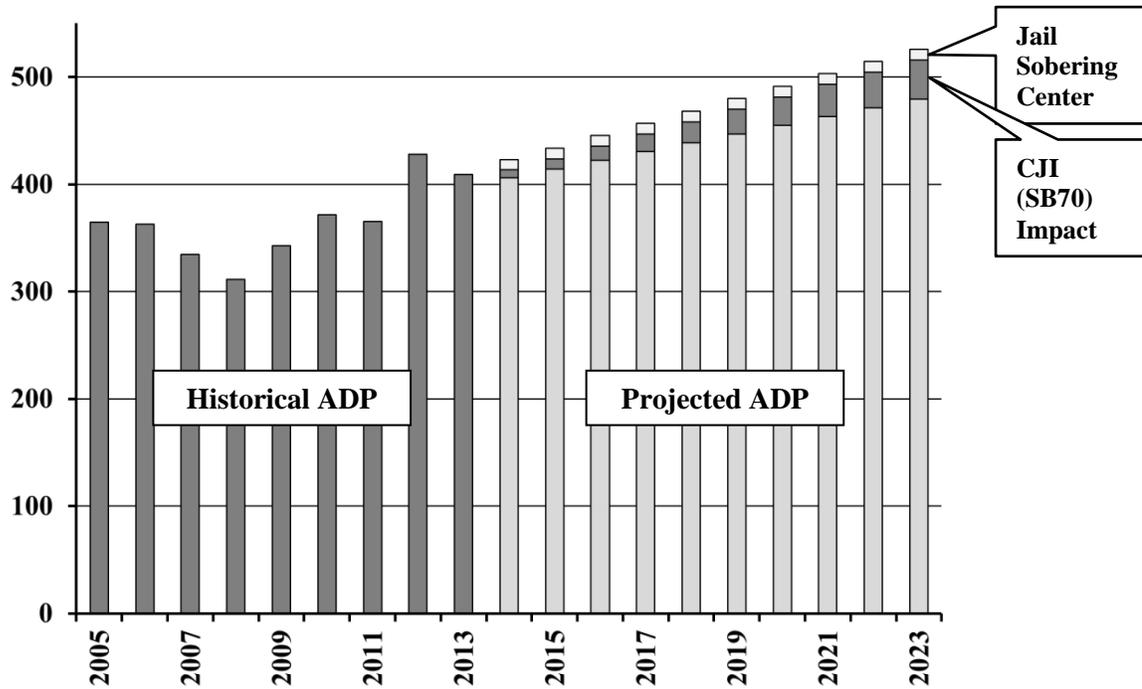
Since this issue came up late in this study, no historical data is available on the ADP that will shift from Detox into the jail. It is estimated that the number will vary, but will typically range from 5 to 15 people, and may be as high as 20.

It is also not clear at this point how many additional beds will be available in the Jail Infirmery Sobering Center. It is estimated that the jail may gain 30 – 40 beds through the remodeling, but these would consist primarily of group holding cells, so it is not clear if these beds should be added to the jail's "capacity."

The graph and table on the following page show the baseline ADP forecast of Minnehaha County inmates for the next ten years (2014 – 2023), the estimated additional impact of the CJI, and an allowance for the Jail Infirmery Sobering Center.

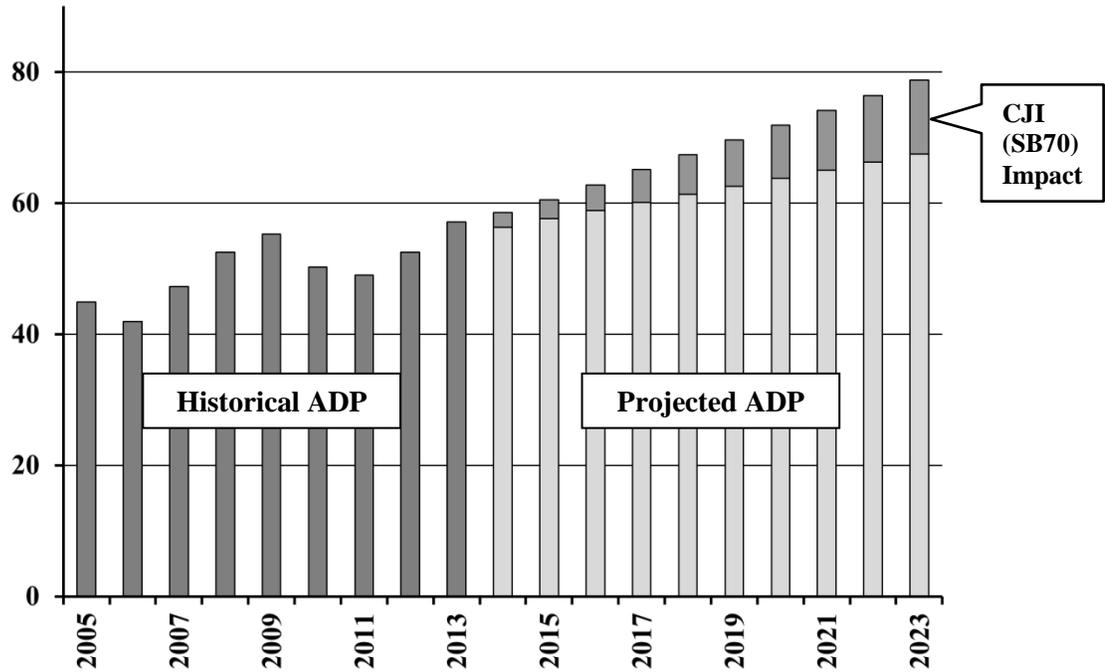
Following the next page are a graph and table showing the baseline ADP forecast for the surrounding counties, and the estimated additional impact of the CJI on these other counties' future jail population.

Inmate Population Projections for Minnehaha County Inmates (2014 – 2023)



Forecast Year	Year	Baseline ADP Projections	Estimated CJ I (SB70) Impact	Allowance for Jail Sobering Center	Total ADP for Minnehaha County
1	2014	406	7	10	423
2	2015	414	9	10	434
3	2016	422	13	10	445
4	2017	430	16	10	457
5	2018	439	20	10	468
6	2019	447	23	10	480
7	2020	455	27	10	491
8	2021	463	30	10	503
9	2022	471	33	10	515
10	2023	479	37	10	526

Inmate Population Projections for Other Counties' Inmates (2014 – 2023)



Forecast Year	Year	Baseline ADP Projections	Estimated CJI (SB70) Impact	Total ADP for Other Counties
1	2014	56	2	59
2	2015	58	3	60
3	2016	59	4	63
4	2017	60	5	65
5	2018	61	6	67
6	2019	63	7	70
7	2020	64	8	72
8	2021	65	9	74
9	2022	66	10	76
10	2023	68	11	79

C. Facility Capacity Requirements

1999 Study Findings — With regard to jail facility capacity requirements for Minnehaha County, the 1999 Study stated as follows:

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). ... [D]uring 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, 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).²⁹

2013 Study Findings — As was done in the previous study, the next step in the facility planning process involves estimating the total number of jail beds (jail capacity) needed to support the projected inmate population. The average daily population (ADP) is just that — an *average*. Therefore, to determine the total number of jail beds needed, two factors must be considered — a peaking factor and a classification factor.

- *Peaking Factor* — All jail populations fluctuate to a certain extent. Inmate populations go up and down every day, based on the number of inmate admissions and releases. Many jail facilities fill up over the weekend (due to weekend arrests, etc.), but will see their inmate numbers decline somewhat by mid-week, as inmates are released, make bond, or plead guilty. Many jail populations also fluctuate during certain times of the year.
- *Classification Factor* — There must be sufficient jail capacity for inmate classification and management purposes to separate and segregate different types of inmates. The additional capacity is needed to provide enough jail beds to allow for the separation of males and females, to separate inmates by custody classification (minimum, medium, or maximum security), and to allow further segregation for administrative and disciplinary purposes.

In the Minnehaha County jail system, the highest (peak) inmate population each month was examined over the past 105 months (January 2005 through September 2013). During this period, the peak population each month averaged 6.7 percent higher than the ADP for that month.

²⁹ *Inmate Population Forecasting and Analysis for Minnehaha County, South Dakota*, CSG Consultants, May 1999, pages 47 – 49.

Therefore, for facility planning purposes, a peaking factor of 6.7 percent should be added to the projected ADP forecast to accommodate routine fluctuations in the County's inmate population. A classification factor of 10 percent was then added to allow for the proper separation and segregation of different types of inmates. This methodology for estimating capacity requirements should provide a reasonable basis for facility planning purposes, given Minnehaha County's actual experience with its jail population.

Minnehaha County Inmates — Applying these calculations to the ADP projections, it is estimated that Minnehaha County will need a total of:

- 550 jail beds in five years (by 2018), to support an ADP of 468 Minnehaha County inmates;
- 617 jail beds in ten years (by 2023), to support an ADP of 526 Minnehaha County inmates;
- 685 jail beds in 15 years (by 2028), to support an ADP of 584 Minnehaha County inmates; and
- 753 jail beds in 20 years (by 2033), to support an ADP of 641 Minnehaha County inmates.

Other Counties' Inmates — Applying the same methodology to the ADP projections for the surrounding counties, it is estimated that Minnehaha County will need a total of:

- 79 jail beds in five years (by 2018), to support an ADP of 67 inmates from other counties;
- 92 jail beds in ten years (by 2023), to support an ADP of 79 inmates from other counties;
- 106 jail beds in 15 years (by 2028), to support an ADP of 90 inmates from other counties; and
- 119 jail beds in 20 years (by 2033), to support an ADP of 101 inmates from other counties.

The tables on the following two pages show the total ADP, peaking factor, classification factor, and total jail beds needed for Minnehaha County inmates and inmates from other counties.

Jail Capacity Requirements for Minnehaha County Inmates (2014 – 2033)

Forecast Year	Year	Total ADP for Minnehaha County	Peaking Factor (@ 6.7%)	Classification Factor (@ 10%)	Total Jail Beds Needed
1	2014	423	28	45	497
2	2015	434	29	46	509
3	2016	445	30	48	523
4	2017	457	31	49	536
5	2018	468	31	50	550
6	2019	480	32	51	563
7	2020	491	33	52	577
8	2021	503	34	54	590
9	2022	515	34	55	604
10	2023	526	35	56	617
11	2024	538	36	57	631
12	2025	549	37	59	644
13	2026	561	38	60	658
14	2027	572	38	61	672
15	2028	584	39	62	685
16	2029	595	40	64	699
17	2030	607	41	65	712
18	2031	618	41	66	726
19	2032	630	42	67	739
20	2033	641	43	68	753

Inmates

Beds

Beds

Beds

Note: The Total ADP for Minnehaha County includes the baseline ADP forecast, plus the additional impact from the CJI, and an allowance for the Jail Infirmary Sobering Center.

Jail Capacity Requirements for Other Counties' Inmates (2014 – 2033)

Forecast Year	Year	Total ADP for Other Counties	Peaking Factor (@ 6.7%)	Classification Factor (@ 10%)	Total Jail Beds Needed
1	2014	59	4	6	69
2	2015	60	4	6	71
3	2016	63	4	7	74
4	2017	65	4	7	76
5	2018	67	5	7	79
6	2019	70	5	7	82
7	2020	72	5	8	84
8	2021	74	5	8	87
9	2022	76	5	8	90
10	2023	79	5	8	92
11	2024	81	5	9	95
12	2025	83	6	9	98
13	2026	86	6	9	100
14	2027	88	6	9	103
15	2028	90	6	10	106
16	2029	92	6	10	108
17	2030	95	6	10	111
18	2031	97	6	10	114
19	2032	99	7	11	116
20	2033	101	7	11	119

Inmates

Beds

Beds

Beds

Note: The Total ADP for Other Counties includes the baseline ADP forecast, plus the additional impact from the CJL.

Total Jail Capacity Requirements

In addition to the jail capacity needed for Minnehaha County's inmates and other counties' inmates, consideration also needs to be given to the secure housing needs for the U.S. Marshals Service and the South Dakota Department of Corrections (DOC). These agencies have come to rely on the Minnehaha County jail system to accommodate some of its inmate housing needs. However, their jail bed needs are driven as much (or more) by budgetary considerations, rather than natural population growth trends.

As part of this study, meetings were held with both the U.S. Marshals Service and the DOC, to discuss their current and future needs for inmate housing in the Minnehaha County jail system.

Federal Inmates

As previously noted, the trend in the number of federal inmates in the county jail system has been declining significantly. From 2005 to 2008, the number of federal inmates increased, from an ADP of 77 federal inmates in 2005, to an ADP of 97 federal inmates in 2008. Since then, the number of federal inmates has declined significantly, to an ADP of 41 federal inmates in 2012 — a decrease of almost 58 percent in the past five years. During the first nine months of 2013 (January – September), the Minnehaha County Jail held an ADP of 40 federal inmates.

All federal inmates are housed at the Jail, as these inmates require a secure jail setting.

According to the U.S. Marshals Service, from 2008 to present, the South Dakota District has had the need for local detention services for an ADP of approximately 68 federal inmates. Of these, approximately:

- 40 – 50 federal inmates have typically been held at the Minnehaha County Jail;
- 10 – 20 federal inmates have typically been held at the South Dakota State Penitentiary; and
- 5 – 10 federal inmates have typically been held at the Yankton County.

While the U.S. Marshals Service has to rely on local facilities to temporarily house the federal inmates under their jurisdiction, the U.S. Marshals Service cannot “guarantee” or “contract” for a certain specified or dedicated number of local jail beds. Therefore, the U.S. Marshals Service has to use local jail beds on an “as needed” basis — and “as available.” Therefore, as the number of Minnehaha County inmates and other counties' inmates in the Minnehaha County Jail increases, the Jail's ability to accommodate federal inmates decreases. As a result, when the Jail is “full,” the U.S. Marshals Service has to relocate and distribute its federal inmates elsewhere.

Based on discussions conducted as part of this study, it is estimated that the U.S. Marshals Service could and would house an ADP of approximately 50 federal inmates in the Minnehaha County Jail — if the beds are available.

DOC Inmates

As previously mentioned, the number of DOC inmates held in the Minnehaha County jail system was unusually high in 2005 and 2006, due to a large number of DOC inmates being housed there during DOC facility renovations. The number of DOC inmates in the county jail system dropped from a total ADP of 69 DOC inmates in 2006, to an ADP of 25 DOC inmates in 2007. Since then, the number of DOC inmates has increased, to an ADP of 46 DOC inmates in 2011 and 2012 — an increase of 83 percent.

Since 2011, all DOC inmates held in the Minnehaha County jail system have been females, and almost all have been housed at the CCC. Very few DOC inmates are housed at the Jail, and consist of a few inmate workers who provide kitchen and janitorial services.

Based on discussions conducted as part of this study, it is estimated that the DOC is currently planning on (and budgeted for) housing an ADP of approximately 30 female DOC inmates in the Minnehaha County jail system. The DOC can also continue to provide a few inmate workers at the Jail — but who do not provide direct revenue to the County, as they provide kitchen and janitorial services to support the County's jail operations.

Revenue from Holding Inmates for Other Jurisdictions

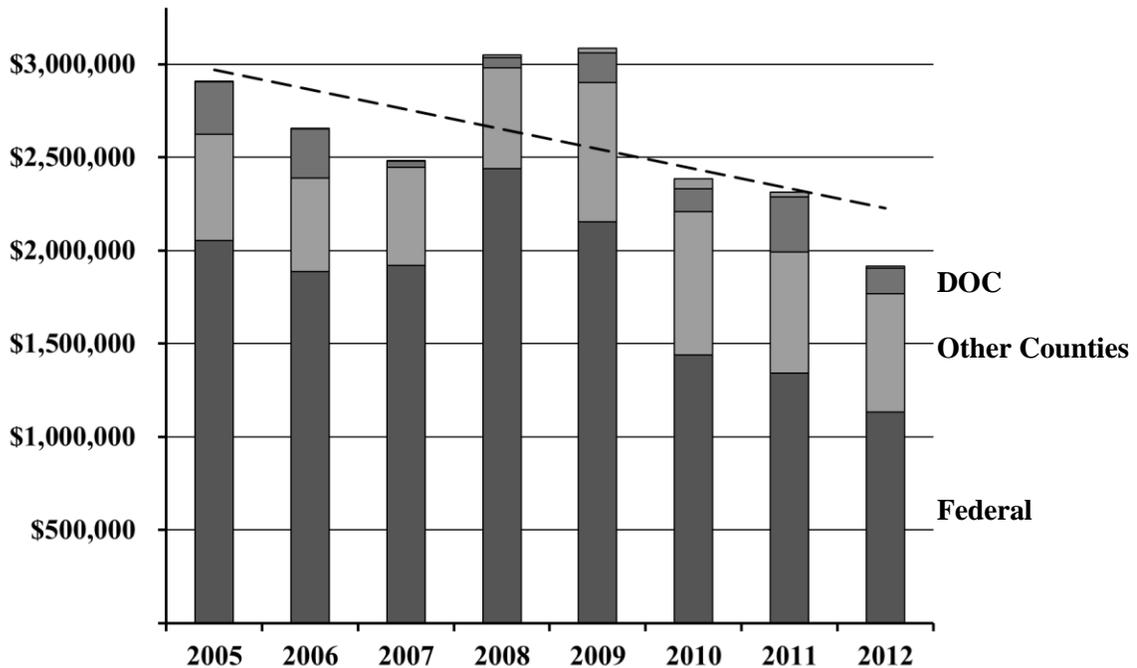
From 2005 – 2012, Minnehaha County has received a total of approximately \$20.8 million in revenue for housing inmates for other jurisdictions, including:

- \$14.4 million (69 percent) for holding federal inmates;
- \$4.9 million (24 percent) for holding inmates for other counties; and
- \$1.4 million (7 percent) for holding DOC inmates.

As the number of Minnehaha County inmates has continued to increase, the Jail's ability to accommodate federal inmates has declined. As a result, the amount of annual revenue the County receives for holding inmates for other jurisdictions has also declined — with 2012 showing the lowest annual revenue since 2005.

The graph and table on the following page show the annual revenue for 2005 – 2012 for holding inmates for other jurisdictions.

Total Annual Revenue from Inmate Housing for Other Jurisdictions (2005 – 2012)



Year	Federal	Other Counties	DOC / State	Other	Annual Total
2005	\$ 2,052,435	\$ 572,469	\$ 280,888	\$ 999	\$ 2,906,791
2006	1,887,884	499,823	265,282	1,882	2,654,871
2007	1,918,413	528,092	33,700	937	2,481,142
2008	2,440,776	538,385	57,269	13,835	3,050,265
2009	2,153,101	748,646	159,768	22,480	3,083,996
2010	1,440,023	767,499	123,965	52,174	2,383,661
2011	1,340,808	652,302	294,861	25,618	2,313,589
2012	1,131,293	636,798	138,518	7,771	1,914,380
Total for 2005 – 2012	\$ 14,364,733	\$ 4,944,015	\$ 1,354,251	\$ 125,695	\$ 20,788,694

Source: Minnehaha County Sheriff's Office. Data includes revenue for all inmates held for other jurisdictions at the Minnehaha County Jail and the Community Corrections Center.

Total Jail Capacity Requirements

By combining estimated jail bed needs for Minnehaha County inmates, other counties' inmates, federal inmates, and DOC inmates, it is estimated that Minnehaha County will need a total of:

- 714 jail beds in five years (by 2018) — 550 for Minnehaha County inmates, 79 for other counties' inmates, 50 for federal inmates, and 35 for DOC inmates;
- 795 jail beds in ten years (by 2023) — 617 for Minnehaha County inmates, 92 for other counties' inmates, 50 for federal inmates, and 35 for DOC inmates;
- 876 jail beds in 15 years (by 2028) — 685 for Minnehaha County inmates, 106 for other counties' inmates, 50 for federal inmates, and 35 for DOC inmates; and
- 957 jail beds in 20 years (by 2033) — 753 for Minnehaha County inmates, 119 for other counties' inmates, 50 for federal inmates, and 35 for DOC inmates.

Again, it should be kept in mind that these estimates are for facility planning purposes only, and to assist the County with its on-going discussions regarding how best to accommodate these jail needs.

The table on the following page shows the estimated total jail capacity requirements for all inmates for each of the next 20 years.

Total Jail Capacity Requirements for All Inmates (2014 – 2033)

Forecast Year	Year	Beds for Minnehaha County Inmates	Beds for Other Counties' Inmates	Beds for Federal Inmates	Beds for DOC Inmates	Total Jail Beds Needed
1	2014	497	69	50	35	651
2	2015	509	71	50	35	665
3	2016	523	74	50	35	681
4	2017	536	76	50	35	698
5	2018	550	79	50	35	714
6	2019	563	82	50	35	730
7	2020	577	84	50	35	746
8	2021	590	87	50	35	762
9	2022	604	90	50	35	779
10	2023	617	92	50	35	795
11	2024	631	95	50	35	811
12	2025	644	98	50	35	827
13	2026	658	100	50	35	843
14	2027	672	103	50	35	860
15	2028	685	106	50	35	876
16	2029	699	108	50	35	892
17	2030	712	111	50	35	908
18	2031	726	114	50	35	924
19	2032	739	116	50	35	941
20	2033	753	119	50	35	957
		<i>Beds</i>	<i>Beds</i>	<i>Beds</i>	<i>Beds</i>	<i>Beds</i>

Current Capacity of the Minnehaha County Jail System

Minnehaha County Jail — The Minnehaha County Jail currently has a capacity of 400 beds. The Jail has 14 separate inmate housing units, consisting of open dormitories, double cells (2-person cells), and single cells. Different housing units are operated by direct supervision (with an officer posted within the housing unit) or by indirect supervision (with an officer in an enclosed control station, or supervising inmates remotely or intermittently).

The Jail is currently comprised of:

- 2 dormitory units, with a combined total of 128 beds (32 percent of the Jail’s capacity);
- 3 blocks of double cells, with a combined total of 144 beds (36 percent of the Jail’s capacity);
- 7 blocks of single cells, with a combined total of 112 beds (28 percent of the Jail’s capacity); and
- 2 blocks of single cells with cameras, with a combined total of 16 beds (4 percent of the Jail’s capacity).

Community Corrections Center — The Community Corrections Center (CCC) is a former Elks’ Club building, which the County has been operating as a minimum security facility since 1993. The CCC is comprised of three separate dormitory housing units, with a total of 228 beds, and operated by indirect supervision. However, because of the facility’s current staffing, operational issues, and facility limitations, the CCC’s operational capacity is considered to be 185 beds.

Minnehaha County Jail System — Combined, the Jail and CCC provide a total system capacity of 628 beds, including:

- 356 beds in dormitories (57 percent of the system’s total capacity);
- 144 beds in double cells (23 percent of the system’s total capacity); and
- 128 beds in single cells (20 percent of the system’s total capacity).

The tables on the following two pages provide a breakdown of the current capacity of the Jail and the CCC, and for the County’s jail system as a whole.

Current Capacity of the Minnehaha County Jail — 400 Beds

Housing Area	Designation	Type of Supervision	Classification	Gender	Type of Housing	Capacity
Dorm A	General Pop.	Dorm	Minimum	Male	Dorm	64
Dorm B	General Pop.	Dorm	Minimum	Male	Dorm	64
C Block	Medical Segregation	Indirect	Varies	Male (Top Tier) Female (Bottom Tier)	Single Cells (w/ camera)	8
D Block	Sex Offenders	Indirect	Med/Max	Male	Single Cells	18
E Block	Sex Offenders	Indirect	Med/Max	Male	Single Cells	18
F Block	Sheltered Medical	Indirect	Varies	Male	Single Cells	8
G Block	General Pop.	Indirect	Med/Max	Female	Single Cells	24
H Block	General Pop.	Direct	Med/Max	Female	Double Cells	48
I Block	Medical Segregation	Indirect	Varies	Male	Single Cells (w/ camera)	8
J Block	Disc / Admin Seg	Indirect	Max	Male	Single Cells	18
K Block	Max Security	Indirect	Max	Male	Single Cells	18
L Block	Sheltered Medical	Indirect	Varies	Male	Single Cells	8
M Block	General Pop.	Direct	Med/Max	Male	Double Cells	48
N Block	General Pop.	Direct	Med/Max	Male	Double Cells	48
Total:						400

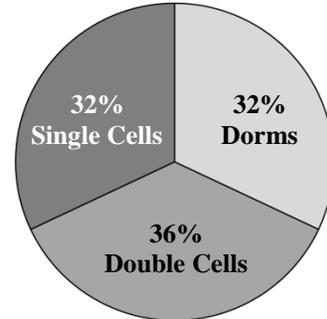
Note: Temporary holding in the Intake and Release area is not included in the facility's "capacity."

Current Capacity of the Community Corrections Center — 228 Beds

Housing Area	Designation	Type of Supervision	Classification	Gender	Type of Housing	Capacity
Unit 1	Min / WR/ Trusty	Indirect	Minimum	Female	Dorm	87
Unit 2	Min / WR/ Trusty	Indirect	Minimum	Male	Dorm	109
Unit 3	Min / WR/ Trusty	Indirect	Minimum	Male	Dorm	32
Total:						228

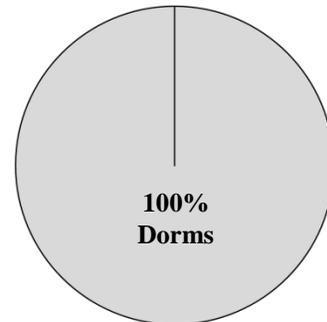
Capacity of the Minnehaha County Jail by Type of Housing

Type of Housing	Total Capacity	% of Total
2 Dorms	128 Beds	32%
3 Blocks of Double Cells	144 Beds	36%
7 Blocks of Single Cells	112 Beds	28%
2 Blocks of Single Cells (w/ camera)	16 Beds	4%
Total	400 Beds	100%



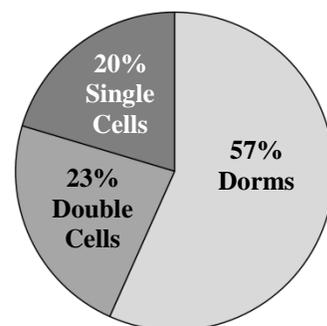
Capacity of the Community Corrections Center by Type of Housing

Type of Housing	Total Capacity	% of Total
3 Dorms	228 Beds	100%
Total	228 Beds	100%



Total Capacity of the Minnehaha County Jail System by Type of Housing
Combined Capacity of the Minnehaha County Jail and the Community Corrections Center

Type of Housing	Total Capacity	% of Total
Dorms	356 Beds	57%
Double Cells	144 Beds	23%
Single Cells	128 Beds	20%
Total	628 Beds	100%



V. Conclusions and Recommendations

Minnehaha County is currently facing some critical decisions regarding its jail facilities. The main jail downtown has been operating with an inmate population that averages 97 percent of the facility's capacity for the past two years, and its peak population has exceeded capacity for 23 of the past 24 months.

The Community Corrections Center has been operating out of a former Elks' Club building since 1993. The inmate population at the CCC has averaged 94 percent of its operational capacity for the past 19 months, with a peak population which has exceeded its operational capacity in all but four of the months during that period. The building was not designed to serve as a correctional facility, and does not provide space for inmate programs, activities, administration, and other basic support services. The facility is minimally staffed, and occupies a prime piece of real estate that could be used for better purposes.

Last year, consultants representing the National Institute of Corrections reached the same conclusion, and noted "potential safety and liability issues that the County must address"³⁰ at the CCC.

This study began with the recognition that the CCC needs to be replaced. It quickly became apparent that the main downtown jail was also full, and operating at or beyond its designed capacity. As a result, the CCC also has to serve as an overflow facility when the main the jail is full.

Even before the main downtown jail was replaced ten years ago, Minnehaha County has supported its jail operations, in part, by providing jail beds for other jurisdictions, including Lincoln County, other surrounding counties, the U.S. Marshals Service, and the Department of Corrections. Since 2005, almost 30 percent of the inmate population in the Minnehaha County jail system has been held for other jurisdictions — for which Minnehaha County has received more than \$21 million to help offset the cost of its jail operations. However, as Minnehaha County's own inmate population has continued to increase — from an average daily population of 311 inmates in 2008, to 428 inmates in 2012 — the system's ability to accommodate other jurisdictions has rapidly declined, resulting in a 37 percent loss of annual revenue over the past five years.

Minnehaha County can be commended for its efforts to explore and embrace alternatives to incarceration, including the 24/7 program, to try to reserve its finite number of jail beds for those inmates who truly need secure confinement — similar to what the State has done with its Criminal Justice Initiative (SB 70) to refocus the use of its limited prison space for violent and career criminals. As was noted in the 1999 study of Minnehaha County's inmate population trends:

³⁰ *Jail and Justice System Assessment*, page 23.

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.³¹

Consideration also has to be given to the changing profile of the County's inmate population, which has significant implications for the number — and more importantly, the *type* — of jail beds needed by the County. Most jail designs attempt to provide some sort of balance between minimum, medium, and maximum security housing. (The capacity of the current downtown jail, for example, consists of 32 percent open dormitories, 36 percent double cells, and 32 percent single cells.) Today, the problem is more complicated. The county jail has to accommodate more higher-risk offenders, with greater security requirements, and more inmates with special needs or who require special management.

This is a particular problem for Minnehaha County, since 57 percent of the combined capacity of the Jail and CCC consists of open dormitory housing. Data reviewed as part of this project confirmed that both the number and percentage of inmates who are appropriate for general population has declined, and the number and percentage of inmates who require segregation or restricted custody has increased. These factors have a significant impact on the County's ability to house inmates in an appropriate housing unit, consistent with their custody level and security requirements.

In addition, Minnehaha County's current inmate classification system has a very limited capability to define and distinguish between inmate security requirements in a detailed manner. The current system places inmates into very broad classification categories. When, for example, the main jail is full, and the least dangerous inmates need to be identified and moved to available beds at the CCC, the classification system is the primary tool for selecting appropriate inmates for transfer. Other objective classification systems typically use a formula or point system for dividing inmates into several security categories. So, when inmates with the lowest security requirements need to be identified (typically for transfer or release), it is a fairly straightforward, objective, and defensible process.

Based on the findings in this study, a number of specific recommendations are offered for the County's consideration:

³¹ *Inmate Population Forecasting and Analysis for Minnehaha County, South Dakota*, CSG Consultants, May 1999, pages 54 – 55.

1. Facility Options — There are a number of facility options which the County can pursue. The analysis of the advantages, disadvantages, construction costs, and operational costs of these different options, however, is beyond the scope of this study.

CCC — It is clear that the County needs to replace the CCC as soon as possible. If the CCC is to also serve as an “overflow” facility for the main jail, consideration should be given to a facility that is designed for correctional purposes, provides a number of different but reasonably sized housing units, and that is capable of handling inmates who require “low-medium” custody, and not just “minimum security.” The replacement facility should also provide sufficient space for inmate programs and services, administration, inmate processing, and other minimum space requirements, consistent with current professional jail standards.³²

Main Downtown Jail — Consideration should be given to the expansion of the main downtown jail, with the emphasis on providing additional secure housing (single and double cells), and not on additional dormitory space. It is understood that the Jail was originally designed for vertical expansion. Even though the County’s new courthouse was designed for and later successfully expanded upwards, this is difficult to do in jail facility that is at or beyond its capacity, while fully maintaining current jail operations.

It may be more cost effective to address the need for additional “hard” beds through new construction at a new site, rather than through new construction on top of a building already operating at capacity. But that conclusion would be more appropriately reached by architects and engineers, with some real cost estimates to compare. This study did not examine what the original plans were for those additional floors on the main jail, or what the potential additional capacity would be. The best option for the County may be to expand the downtown jail as originally planned and designed, or replacing the CCC with a facility that could accommodate more than just minimum security inmates (and with the potential for future expansion) — or both.

Intake and Release Area — Last year, the Minnehaha County Jail had more than 17,000 jail bookings, and subsequent releases, with 75 percent staying in jail for less than three days. Intake and release processing are critical jail functions. Intake processing, in particular, can be potentially volatile and dangerous, and must be conducted in a safe, secure, and orderly manner. With the large and growing number of jail bookings (and releases) in Minnehaha County, the design, efficiency, temporary holding capacity, and staffing of the intake and release area should be carefully re-examined as part of any facility construction planning.

2. Classification System — Consideration should be given to adopting a new inmate classification system. While the full implementation of a new system can be time-consuming and will likely require additional resources, it can be an invaluable inmate management tool,

³² See *Performance-Based Standards for Adult Local Detention Facilities, Fourth Edition*, published by the American Correctional Association (ACA), 2004, and the *2012 Standards Supplement*.

provide safeguards for making appropriate inmate housing and program assignments, and can provide a degree of liability protection for the County.

3. Criminal Justice Initiative (SB 70) — As noted in the study, some of the sweeping changes to the state corrections system will take some time to impact local jails — either positively or negatively. While efforts have been made to estimate its impact on the counties and on county jail populations — with funding available to help mitigate any negative impact on the counties — it is important that Minnehaha County carefully monitor the on-going impact of the CJI on the County’s jail population.

4. Housing Inmates for Other Jurisdictions — Lincoln County, other surrounding counties, the U.S. Marshals Service, and the DOC have all come to rely on the Minnehaha County jail system to provide some or all of their local incarceration needs. Without Minnehaha County, there are few if any other realistic options for these agencies. Minnehaha County also benefits from the revenue it receives from these agencies. Up until now, the Minnehaha County jail system has been able to accommodate most of the needs of these other agencies. However, the system’s ability to accommodate federal inmates — who have been the biggest customer and revenue source — has become increasingly difficult, and has at times required the U.S. Marshals Service to remove some of its federal inmates to make room for Minnehaha County’s inmates. As the County pursues new, replacement, or expanded facilities and jail capacity, serious consideration needs to be given to the projected needs of these other agencies — and the revenue they can provide to help offset the high costs of jail operations.

5. Alternatives to Incarceration — Minnehaha County should be commended for its efforts to explore, establish, and expand its programs that provide an alternative to incarceration. These programs allow the County to better manage and control the utilization of its limited jail capacity. The 1999 study concluded that “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.”³³

Work Release — Pennington County is currently in the process of shifting its work release inmates to home incarceration with rigorous electronic monitoring. This program appears to have some real potential as an alternative to having to provide jail beds for these inmates, who are out in the community most of the time anyhow. Minnehaha County has begun exploring this concept, to see if it would work in Minnehaha County, and whether the courts would support such a plan. The number of inmates on work release in Minnehaha County, however, has dropped significantly, and is currently at its lowest point since 2005. It should be recognized,

³³ *Inmate Population Forecasting and Analysis for Minnehaha County, South Dakota*, CSG Consultants, May 1999, page 55.

therefore, that the increased use of alternatives and diversion programs cannot “alleviate” the County’s current need for additional jail capacity.

6. Jail Staffing — Personnel are by far the largest cost component in a jail’s operational budget. As plans are made to expand the County’s jail capacity, careful consideration needs to be given to the jail system’s overall staffing requirements. Jail facilities and jail staffing are the keys to an effective jail operation, and it makes no sense to address one without the other. Jail design issues need to be driven by staff efficiency, and an appropriate mix of uniformed, civilian, and contractual personnel.

Minnehaha County needs to make some important, multi-million dollar facility decisions for the future of the County’s jail system. During the course of this study, the County’s Criminal Justice Advisory Committee has discussed a number of important jail planning issues, including the possible use of electronic monitoring for work release inmates (instead of housing them at the CCC), and the extent to which Minnehaha County can (or should) house inmates for other jurisdictions. Hopefully, the extensive graphs, data, and trend analysis in this report will aid in those discussions.