

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

**January 8, 2014**

**Bill Garnos  
Jail Consultant**

# **First Meeting — August 2013**

**Consultant Background and Previous Studies**

**Overview of the Current Project**

**Current Criminal Justice Statistical Indicators**

**Current Inmate Population Trends**

**County Population Projections**

**Current Capacity of the Jail and CCC**

# **Criminal Justice Statistical Indicators**

**Criminal Offenses Reported** — 21% increase over past five years (2008 – 2012).

**Adult Arrests** — 50% increase over past five years.

**Criminal Case Filings in Circuit Court** — 79% increase in Felony case filings over the past 10 years (FY 2003 – FY 2012), and 44% increase in Class One Misdemeanor case filings.

# **Inmate Population Trends**

**Monthly Bookings**

**Average Daily Population (ADP)**

- **by Gender**
- **by Jurisdiction**
- **by Facility**
- **by Classification**

**High and Low Daily Population**

**Length of Stay**

**ADP — Work Release**

# **Second Meeting — September 2013**

**Review of Data Covered at the First Meeting**

**Preliminary Inmate Population Projections**

**Preliminary Forecast of Jail Capacity Requirements**

# **Final Report — November 2013**

**Updated Inmate Population Trends**

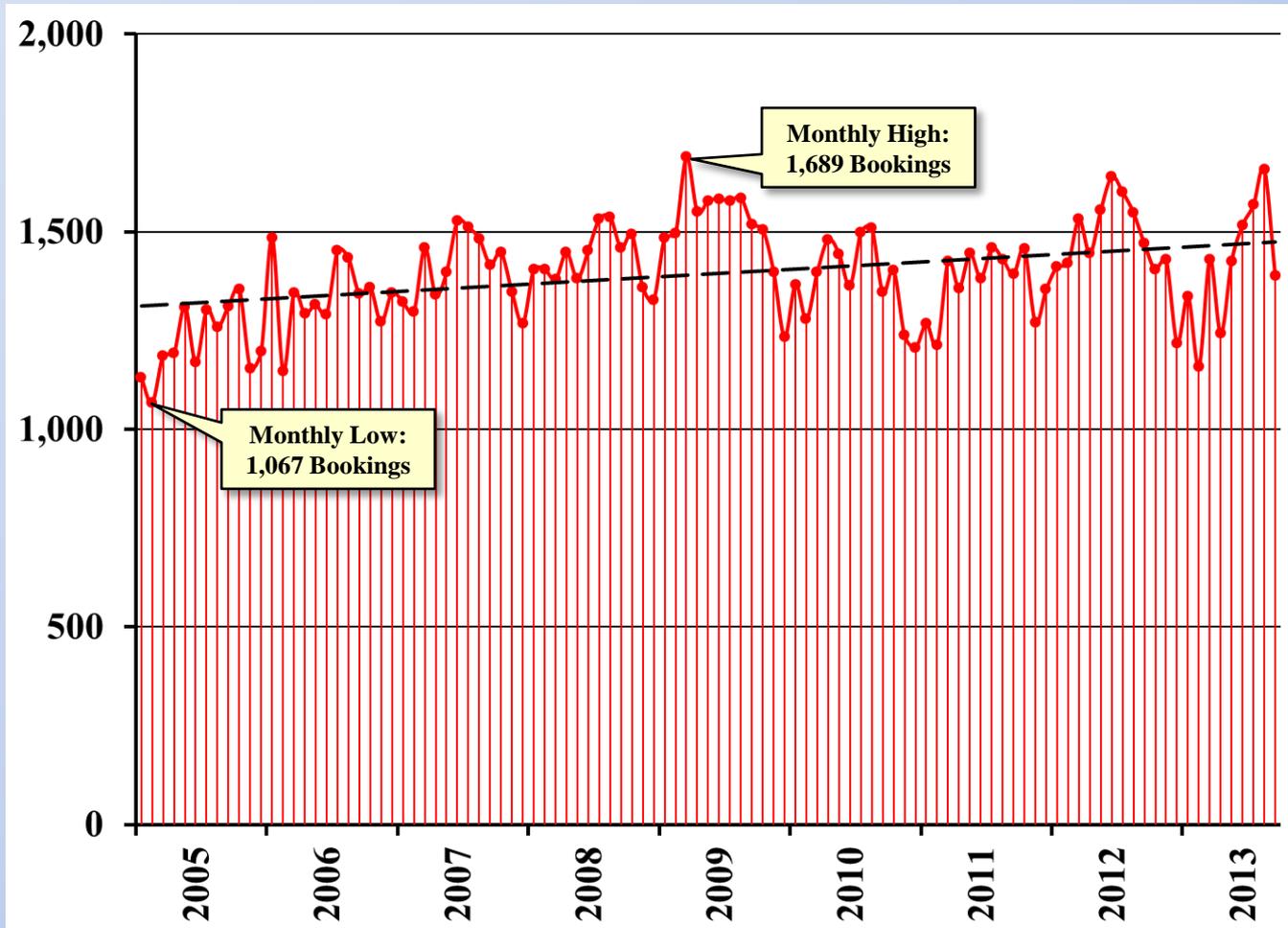
**Updated Inmate Population Projections**

**Updated Forecast of Jail Capacity Requirements**

**Conclusions and Recommendations**

# **Updated Inmate Population Trends**

# Monthly Bookings



# **Average Daily Population (ADP)**

by Gender

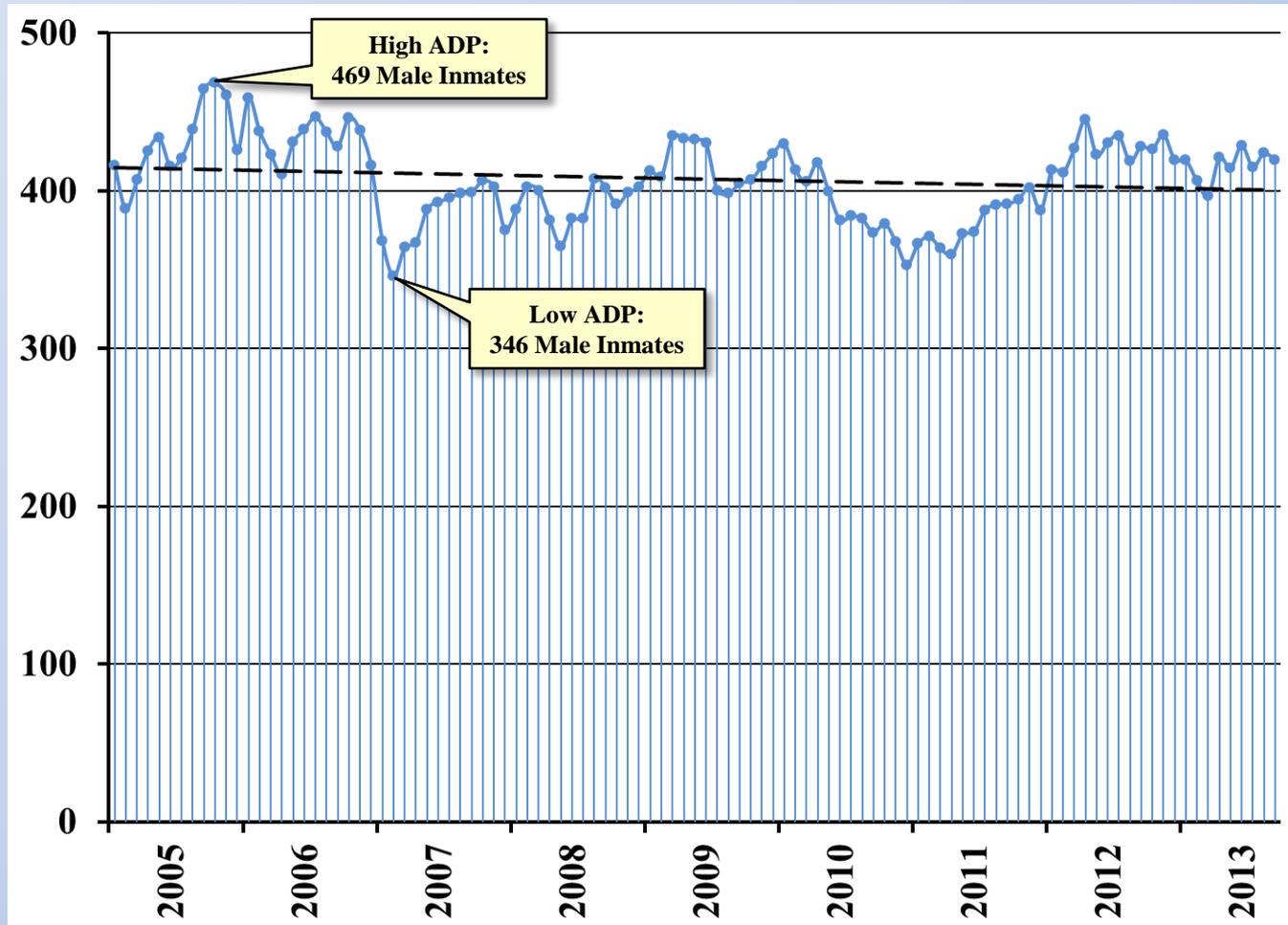
by Jurisdiction

by Facility

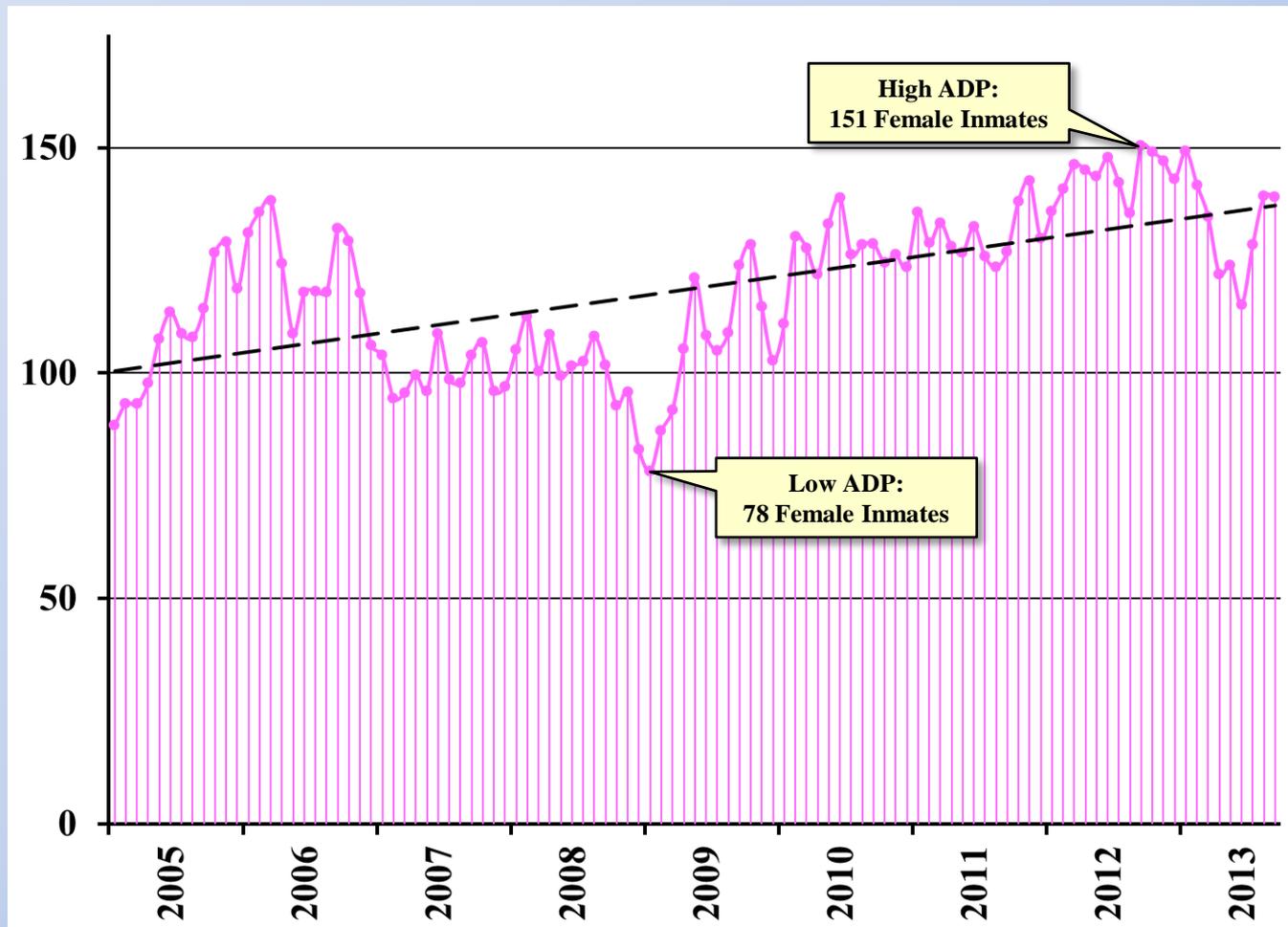
by Classification

# **ADP by Gender**

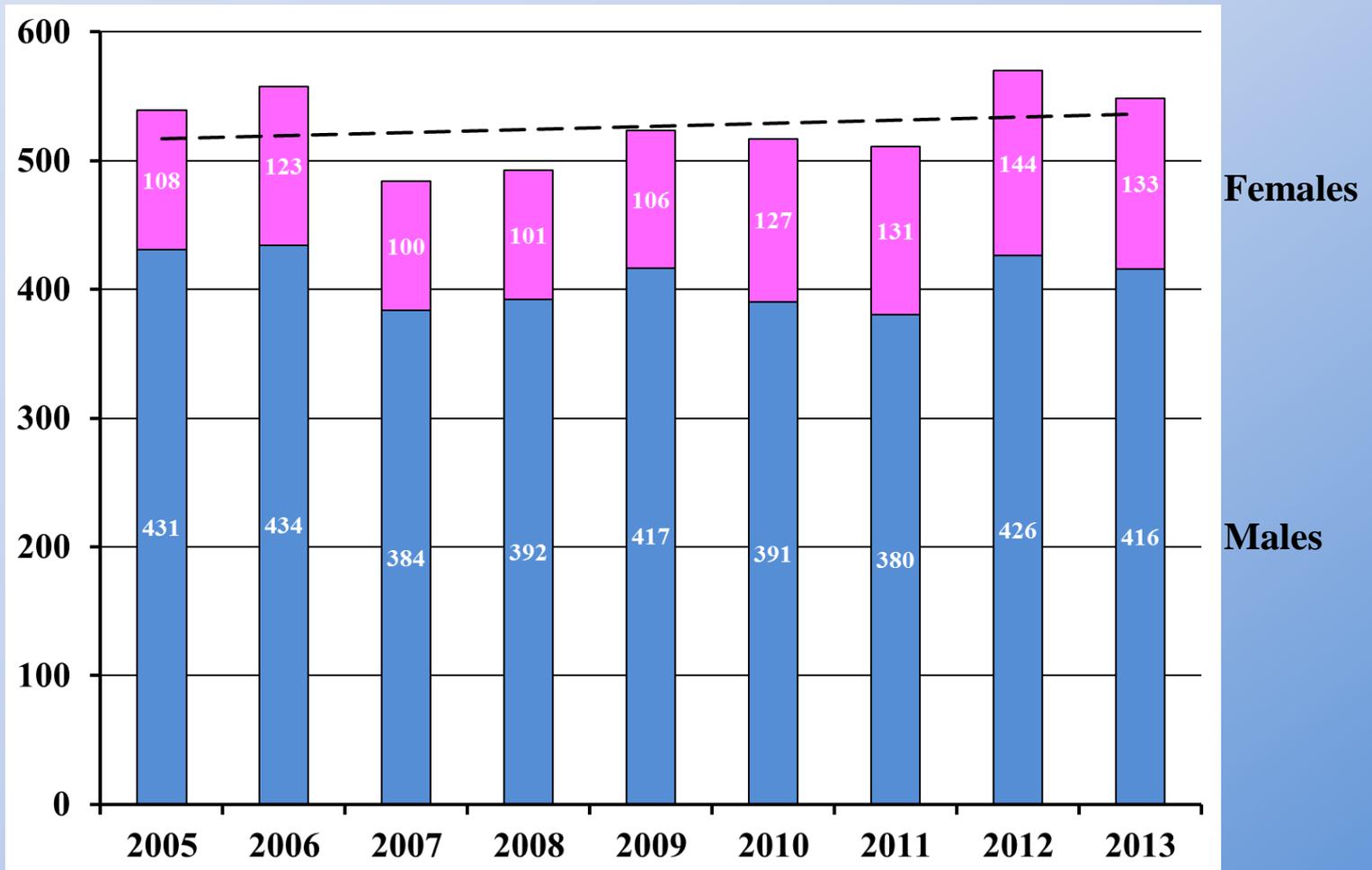
# ADP — Males



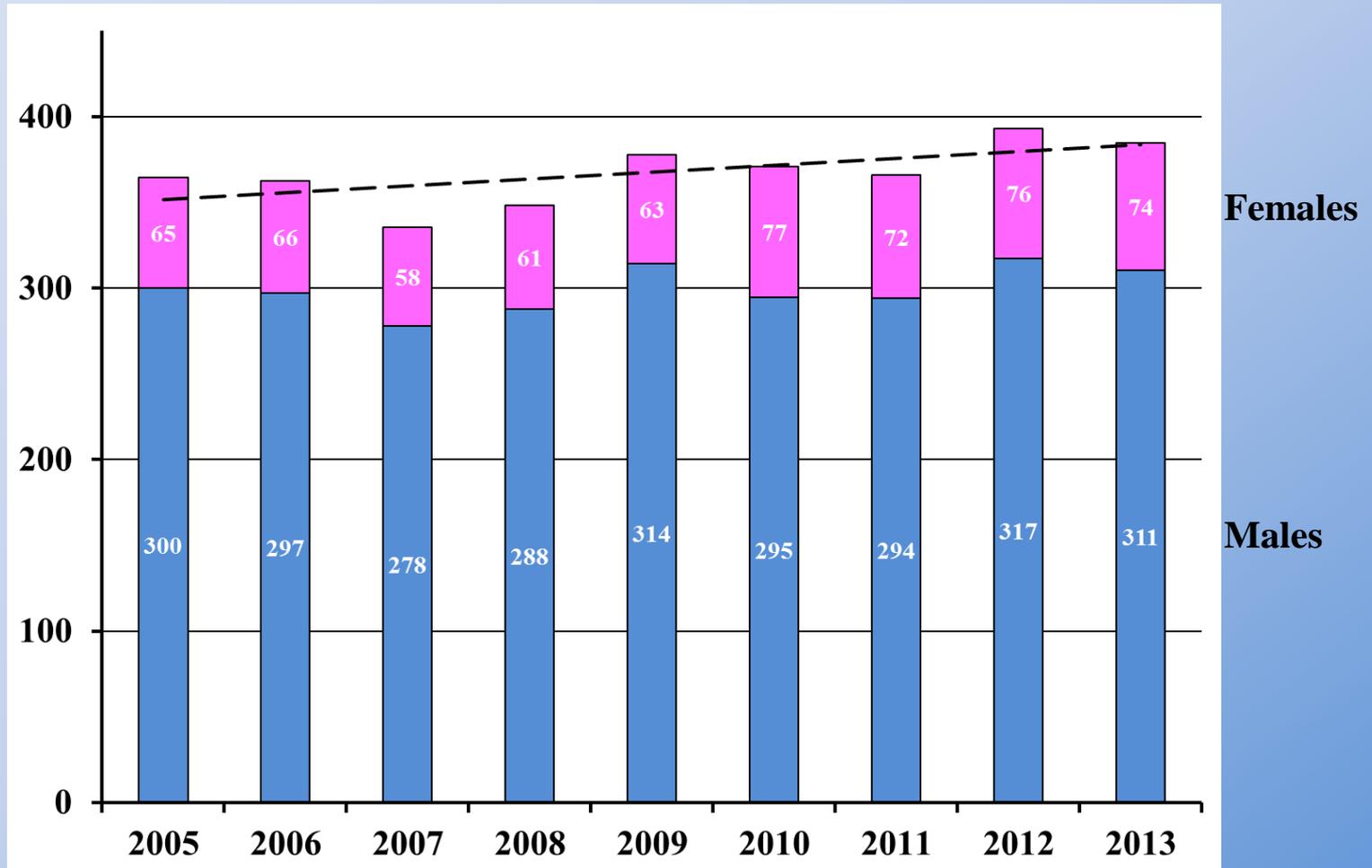
# ADP — Females



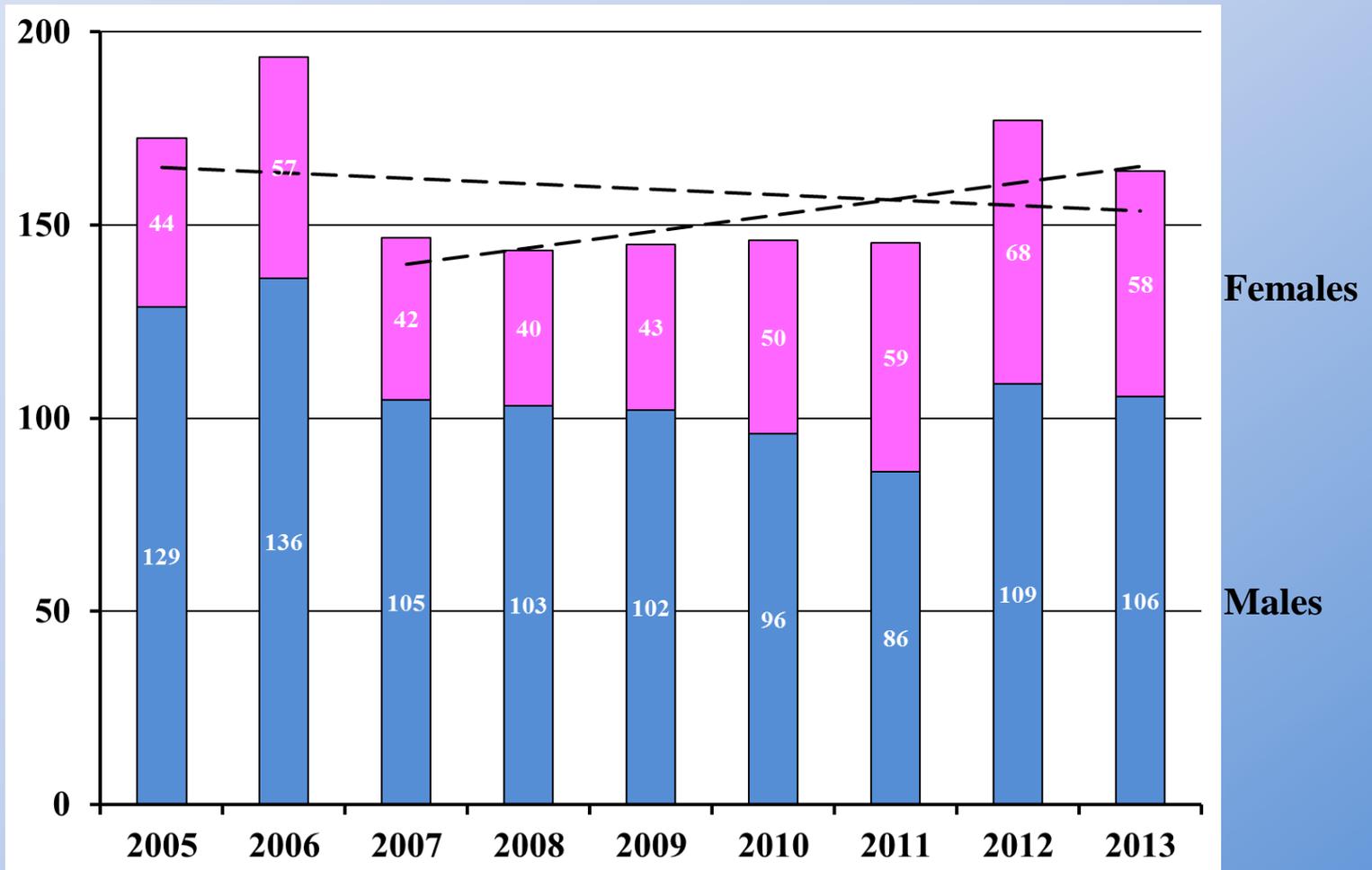
# Annual ADP by Gender



# Annual ADP by Gender — Jail

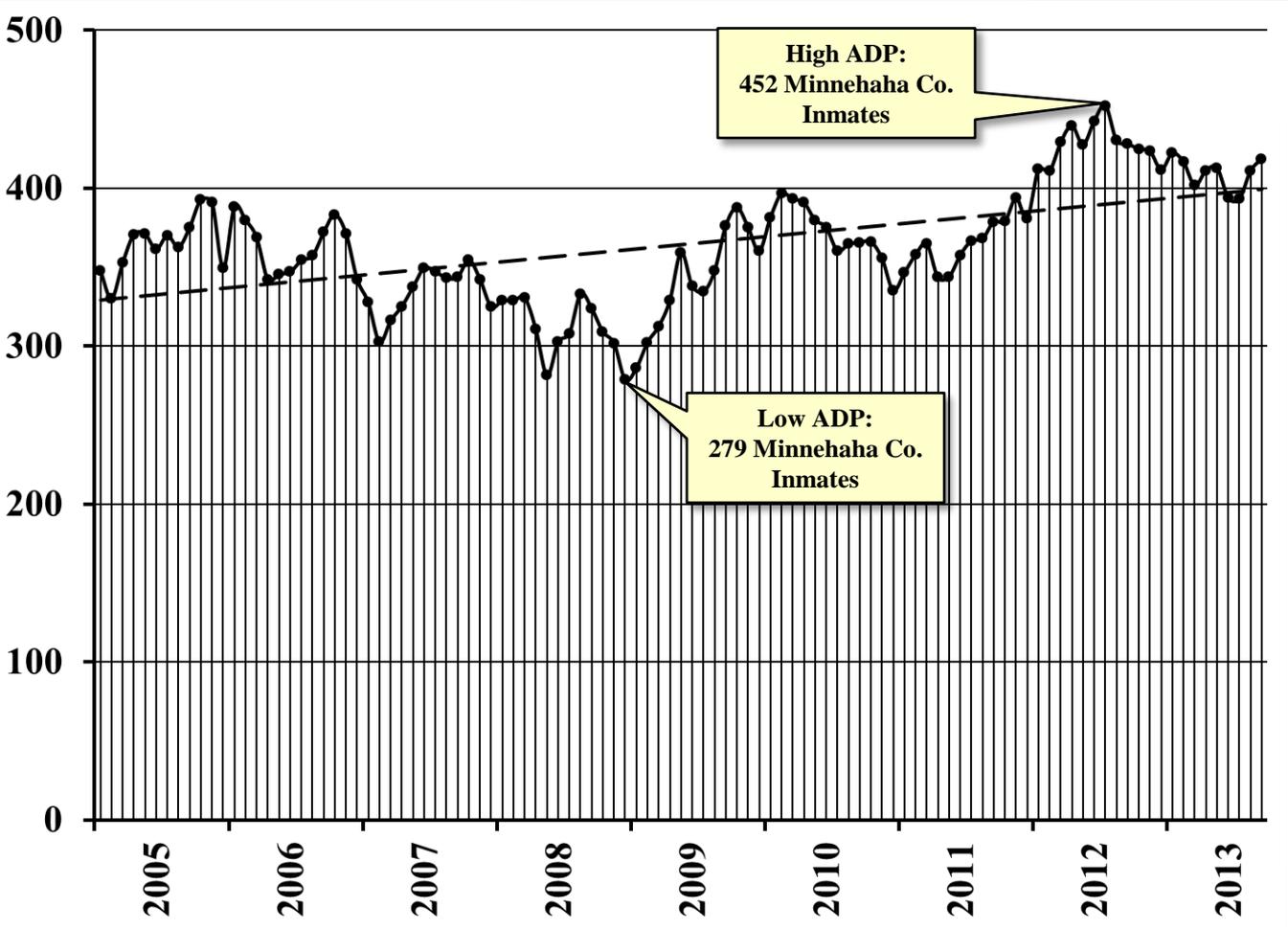


# Annual ADP by Gender — CCC

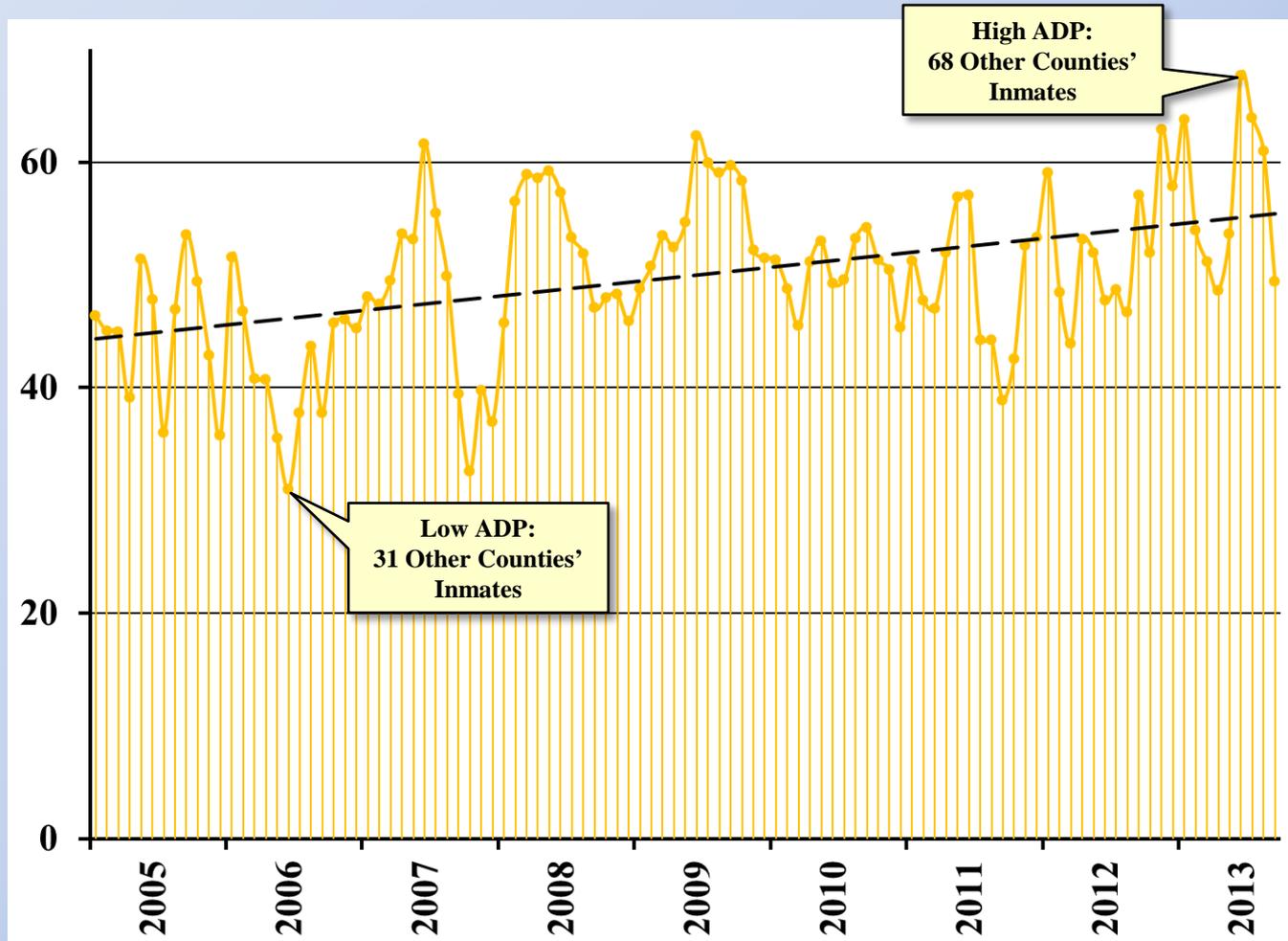


# **ADP by Jurisdiction**

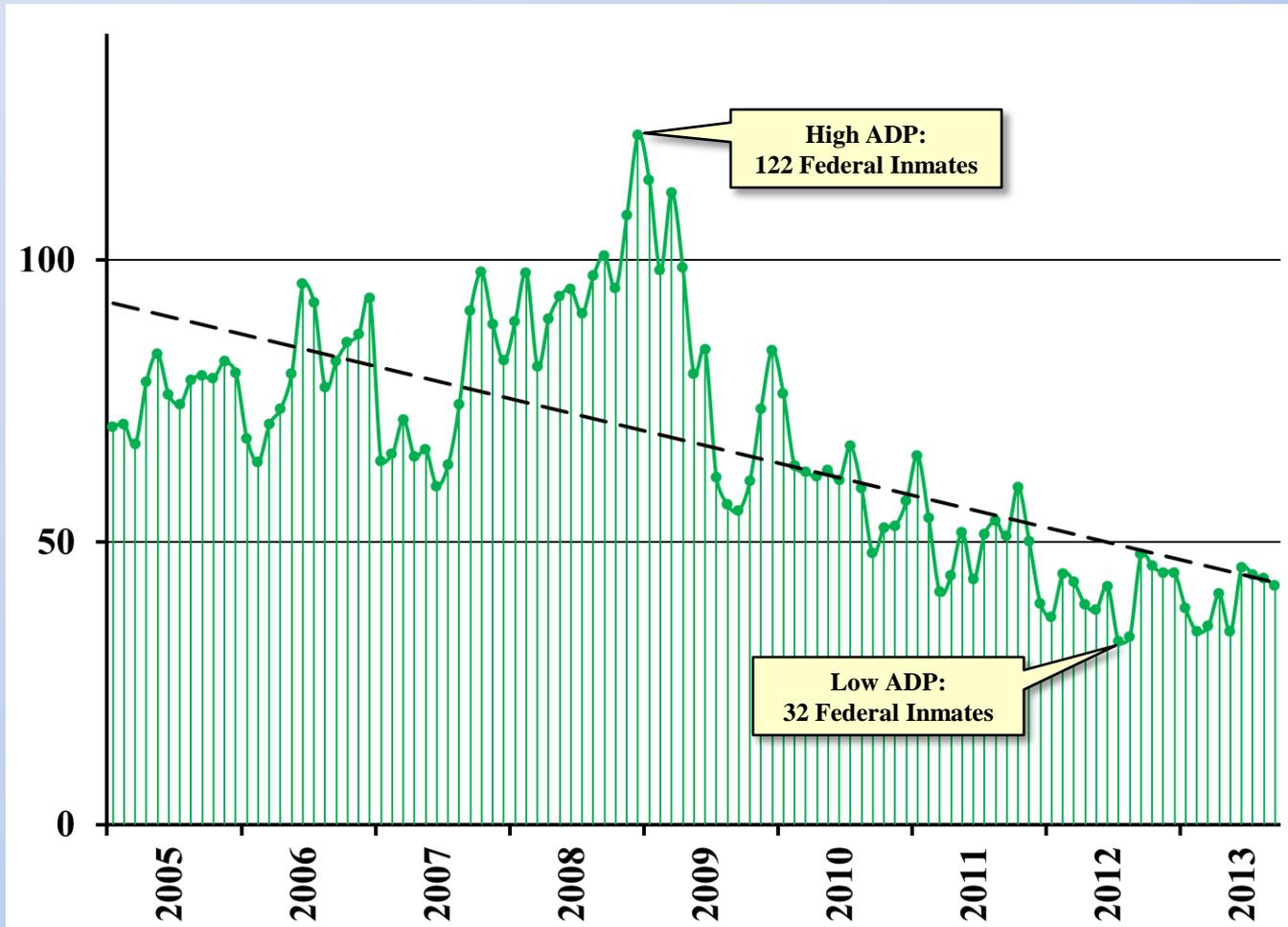
# ADP — Minnehaha County Inmates



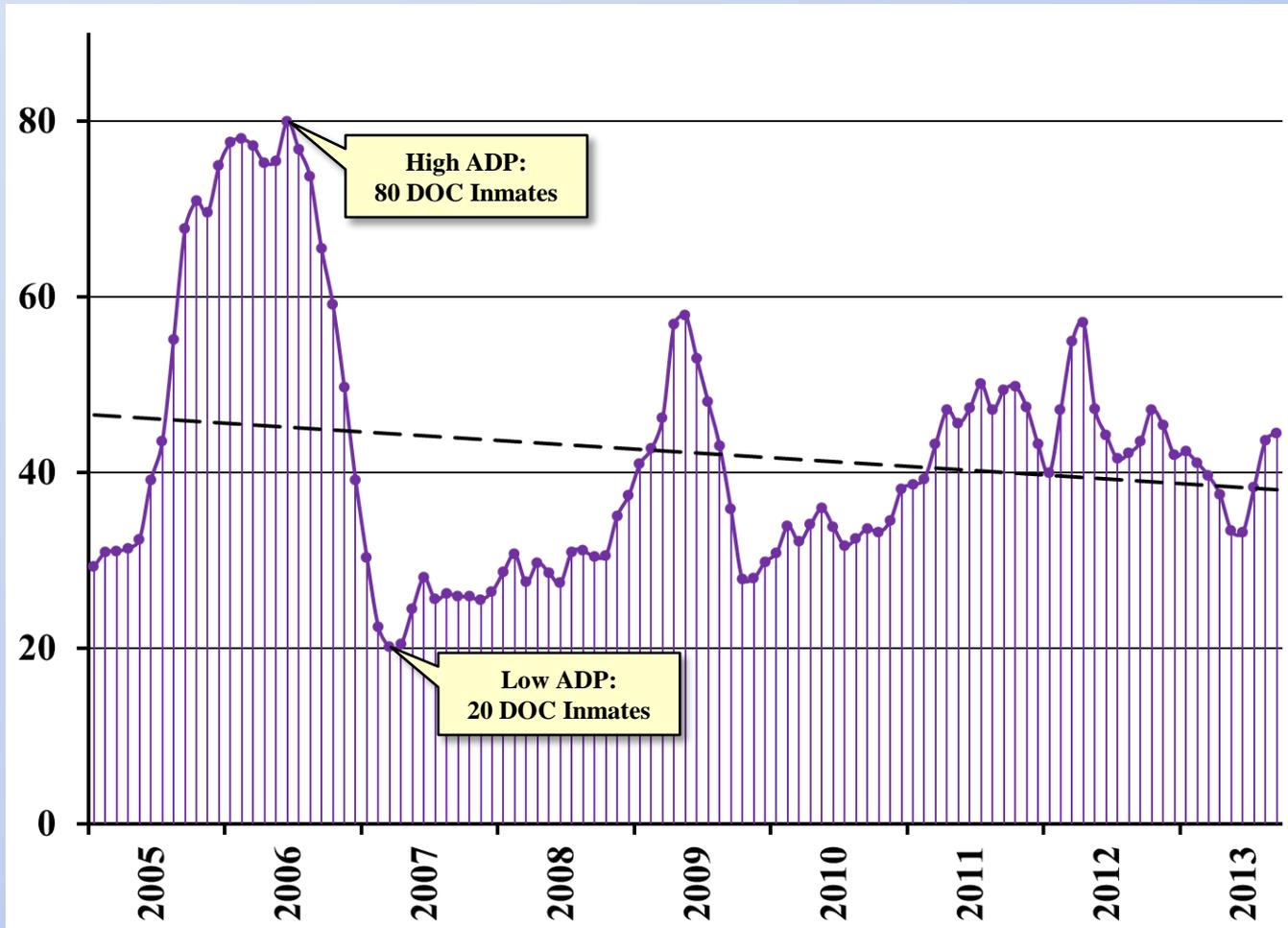
# ADP — Other Counties' Inmates



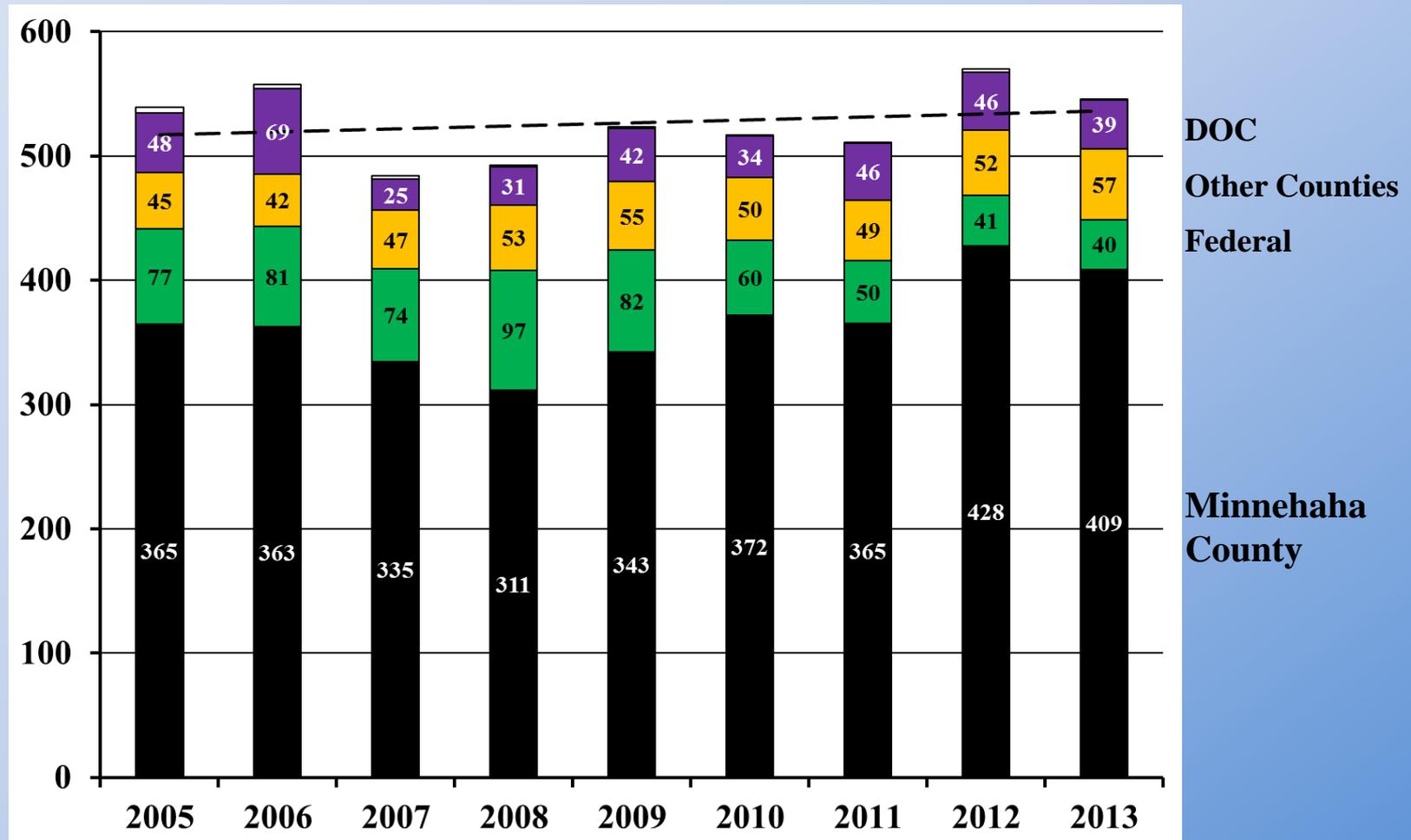
# ADP — Federal Inmates



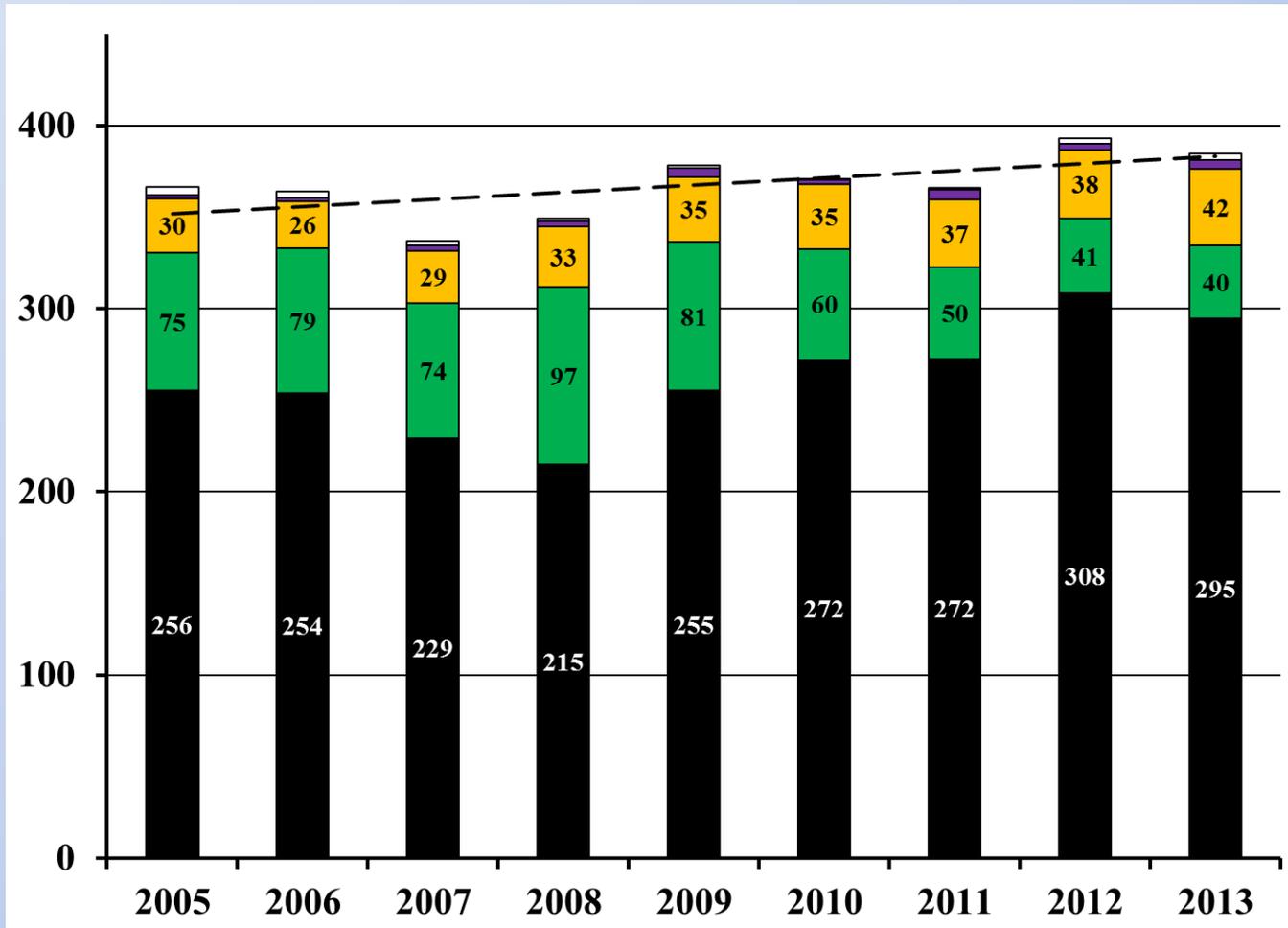
# ADP — DOC Inmates



# Annual ADP by Jurisdiction



# Annual ADP by Jurisdiction — Jail

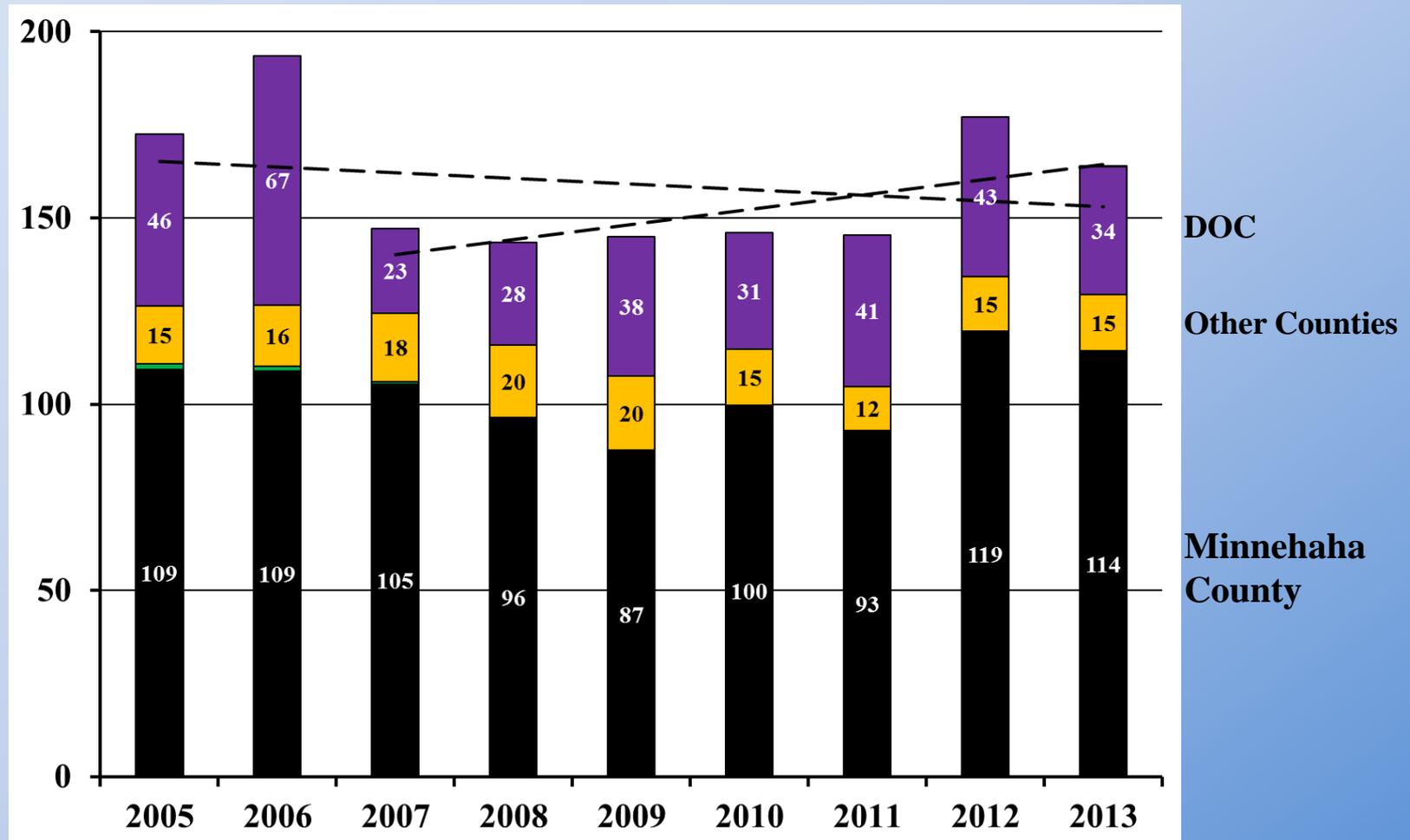


Other Counties

Federal

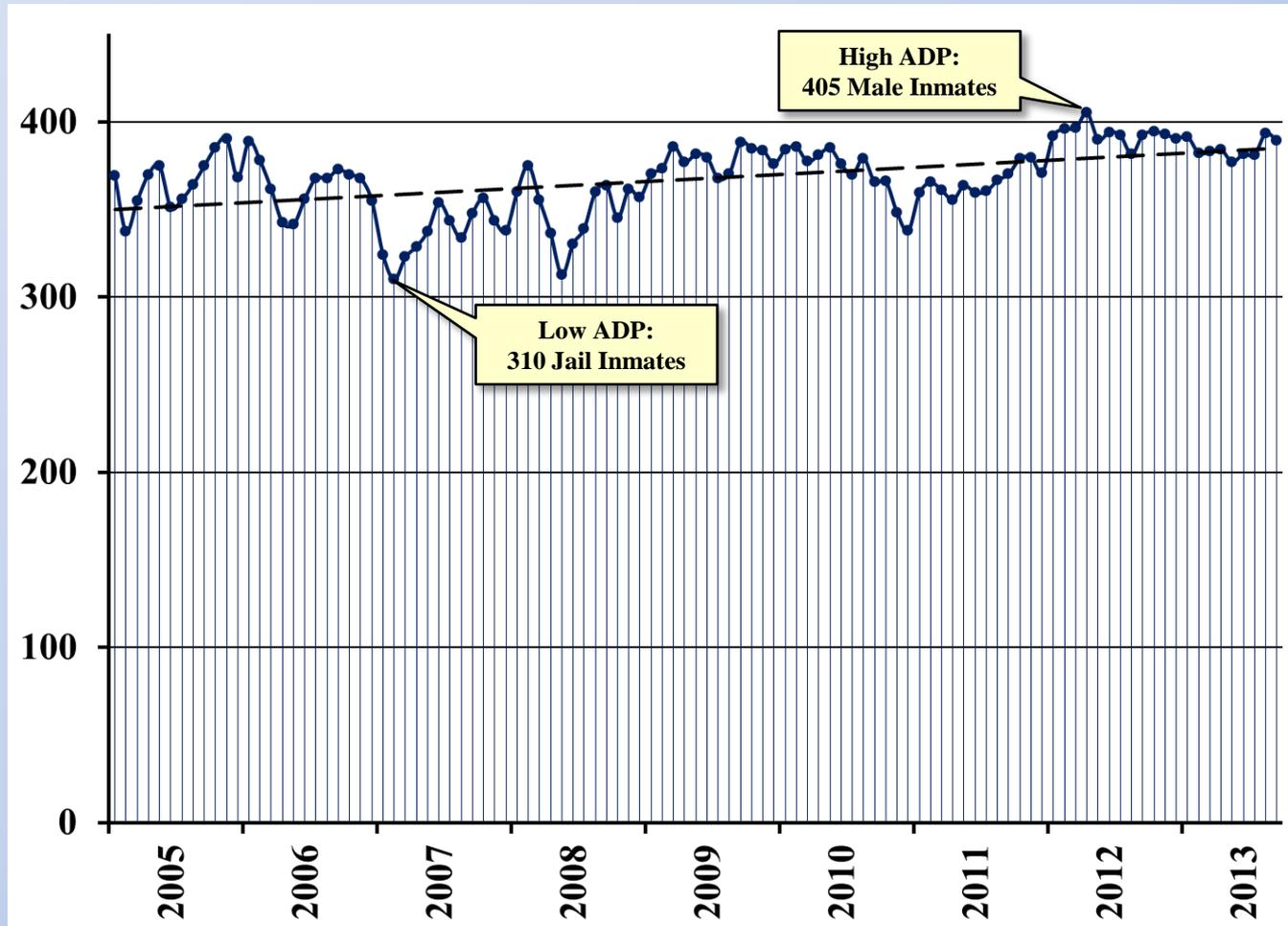
Minnehaha  
County

# Annual ADP by Jurisdiction — CCC

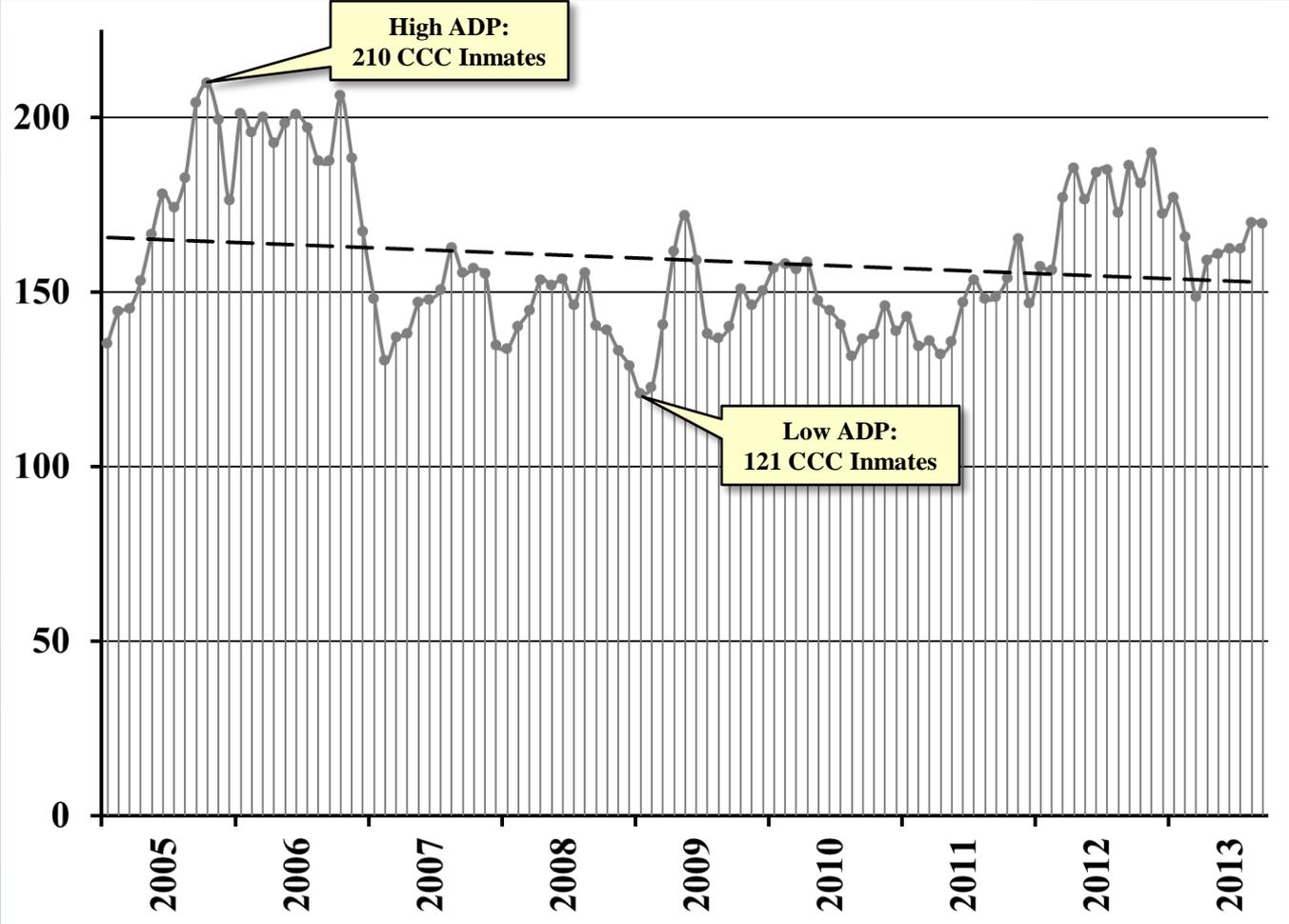


# **ADP by Facility**

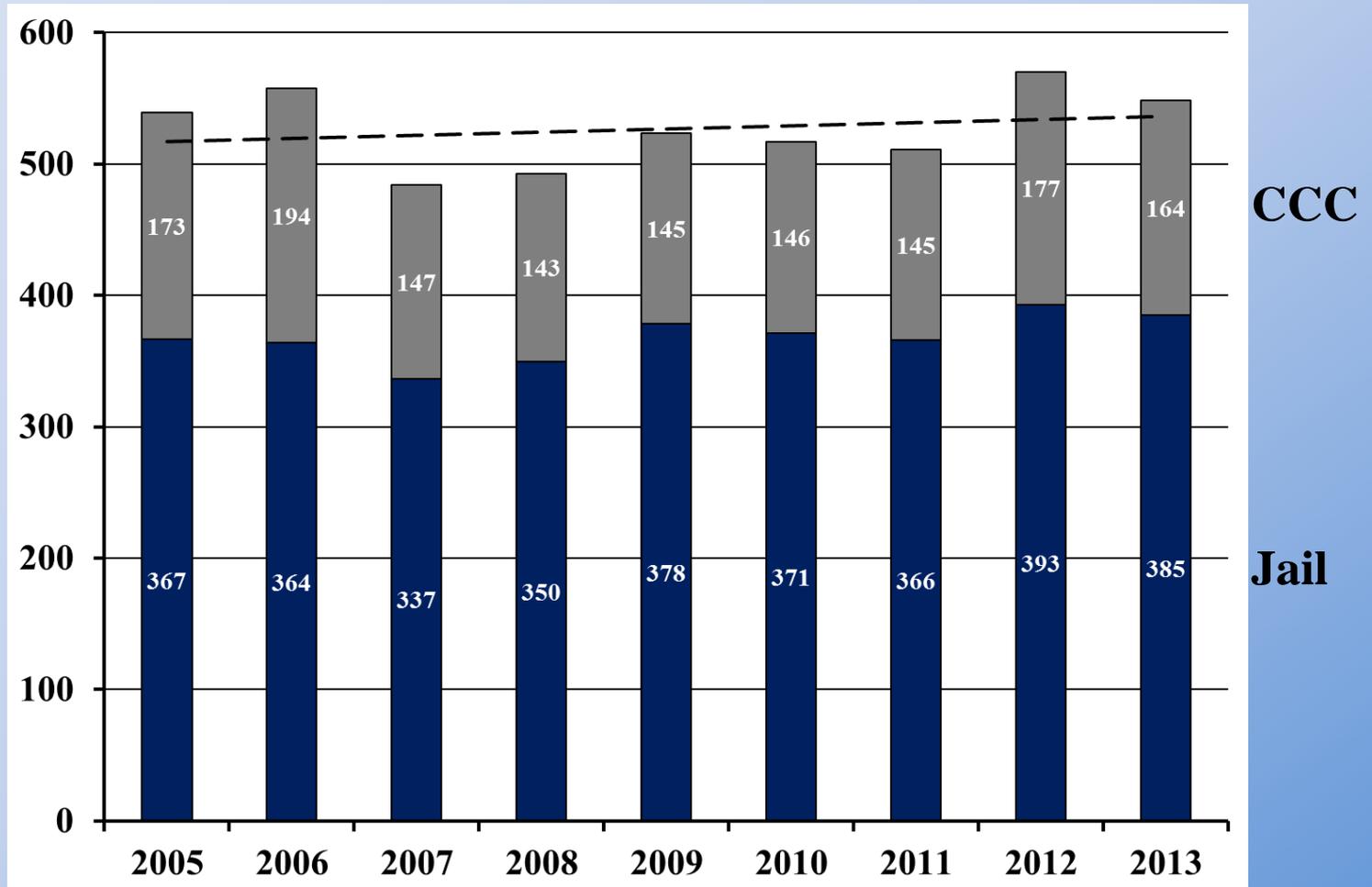
# ADP — Minnehaha County Jail



# ADP — Community Corrections Center

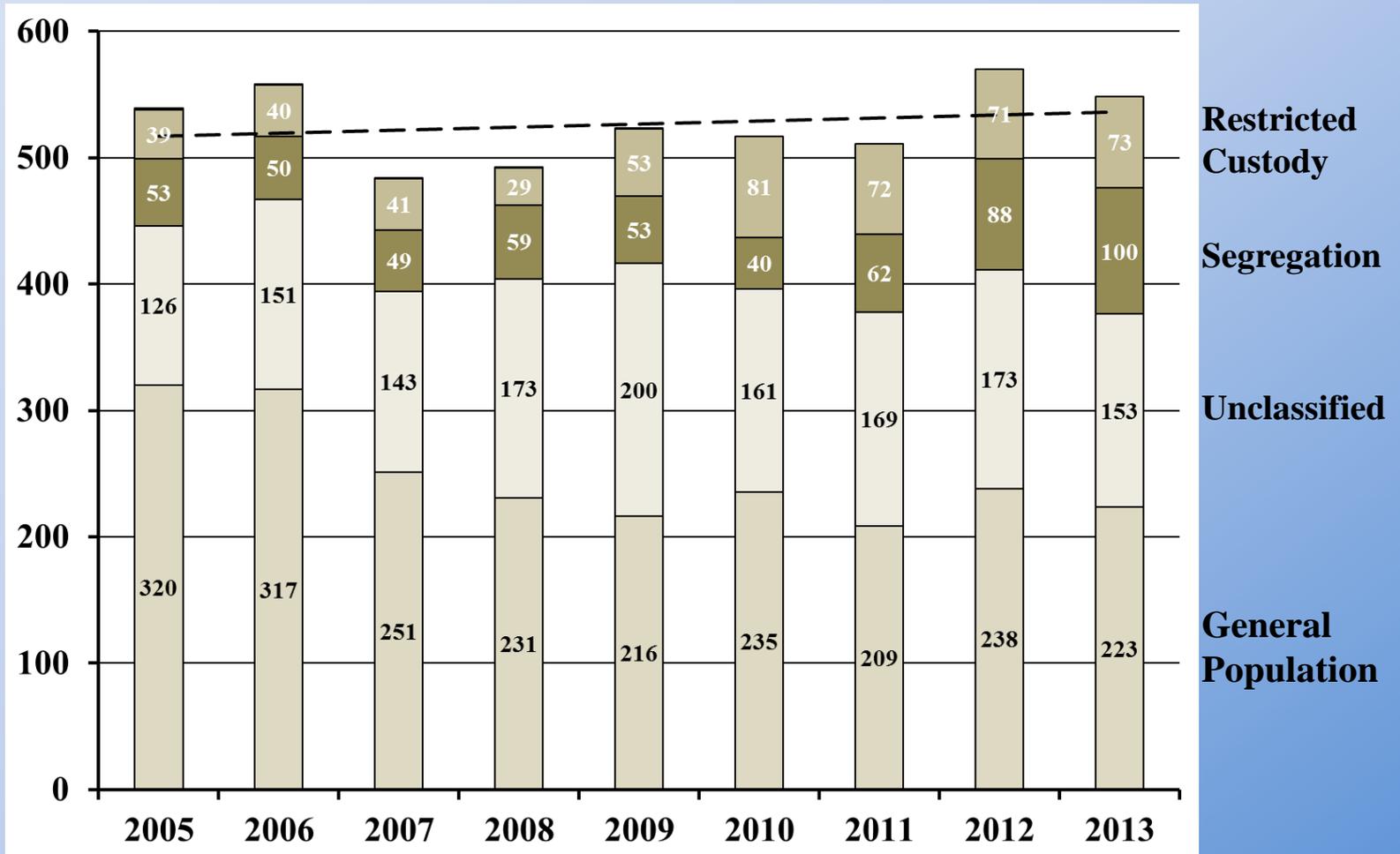


# Annual ADP by Facility



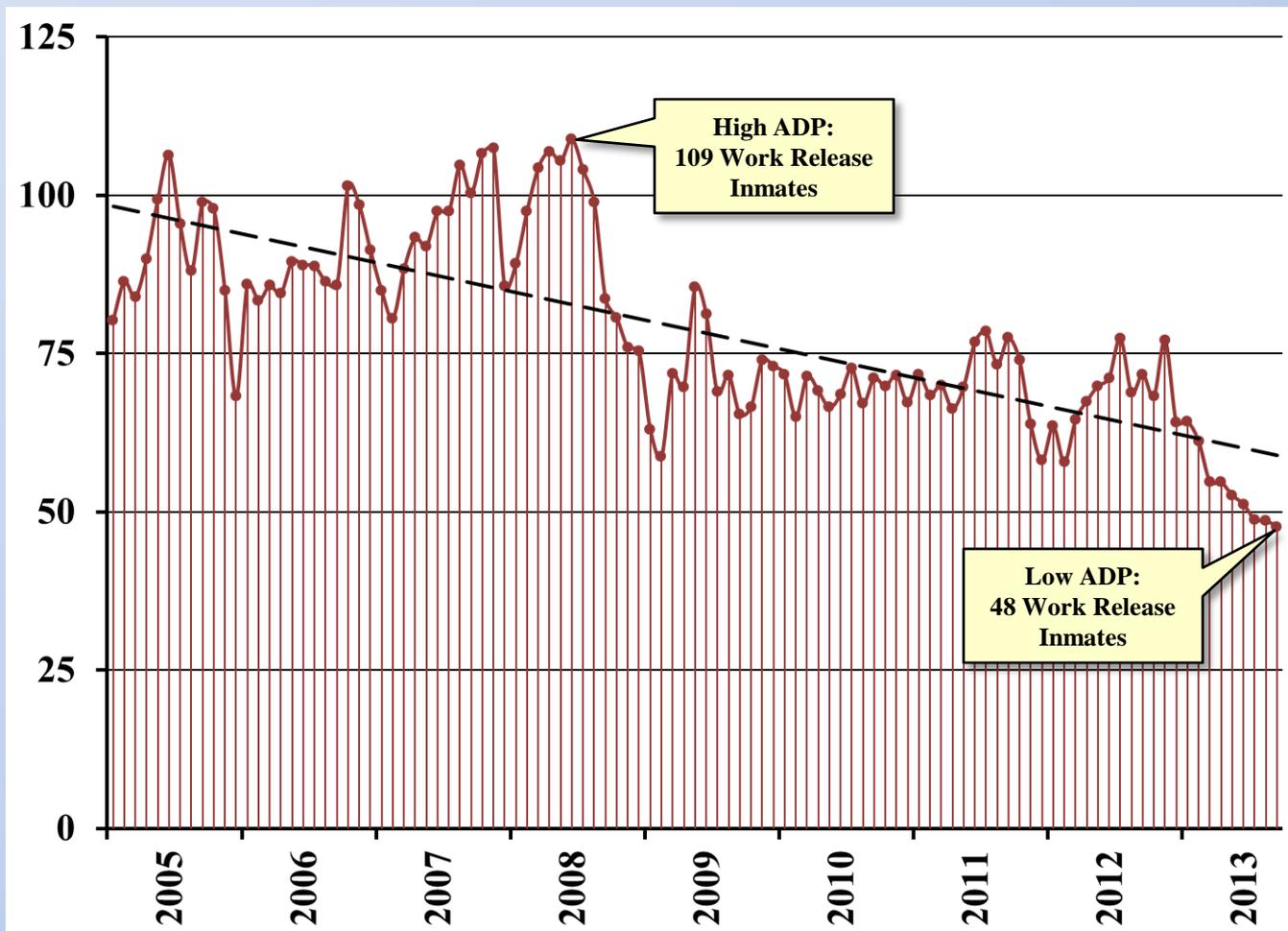
# **ADP by Classification**

# Annual ADP by Classification



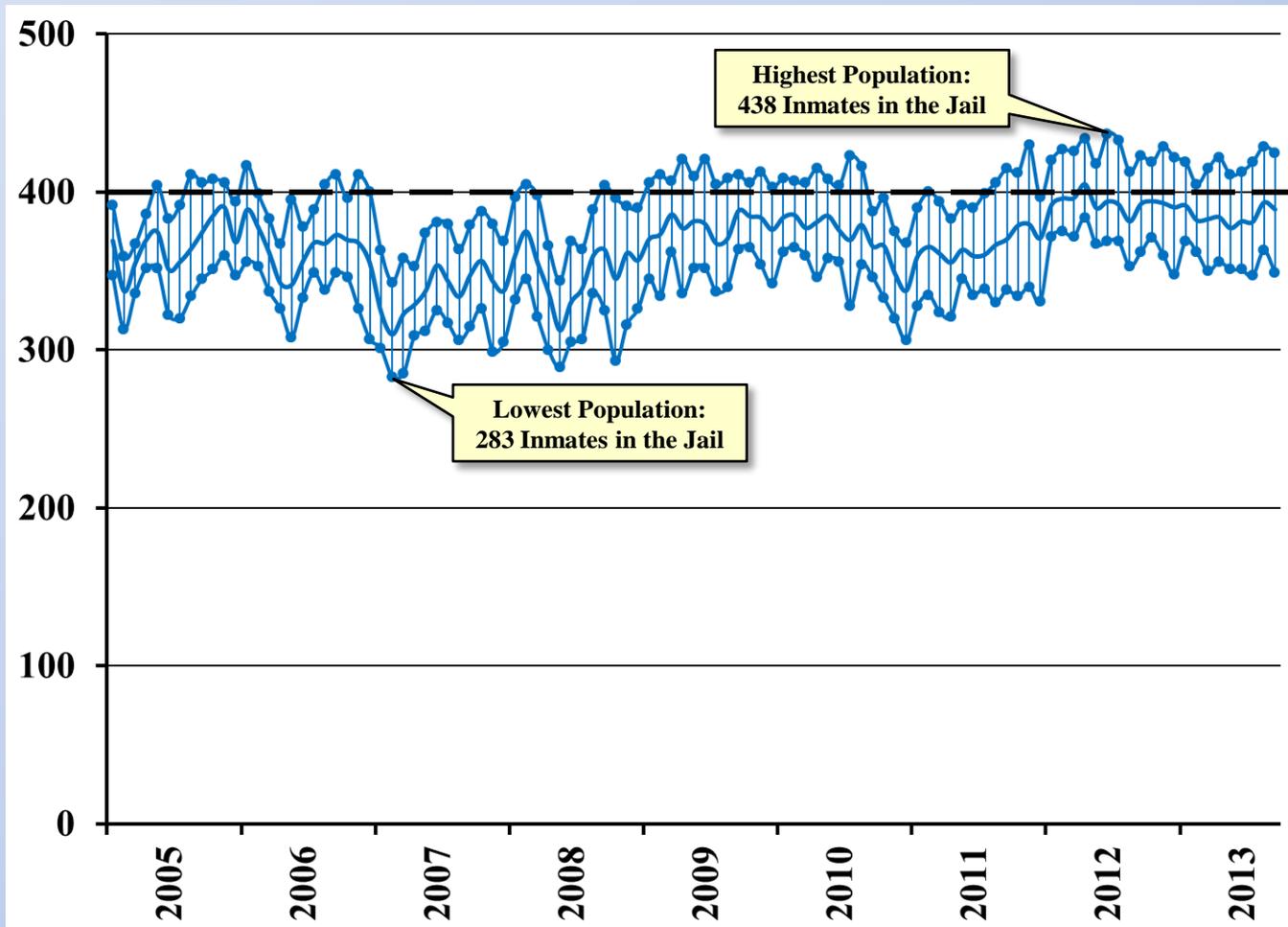
# **ADP — Work Release**

# ADP — Work Release Inmates



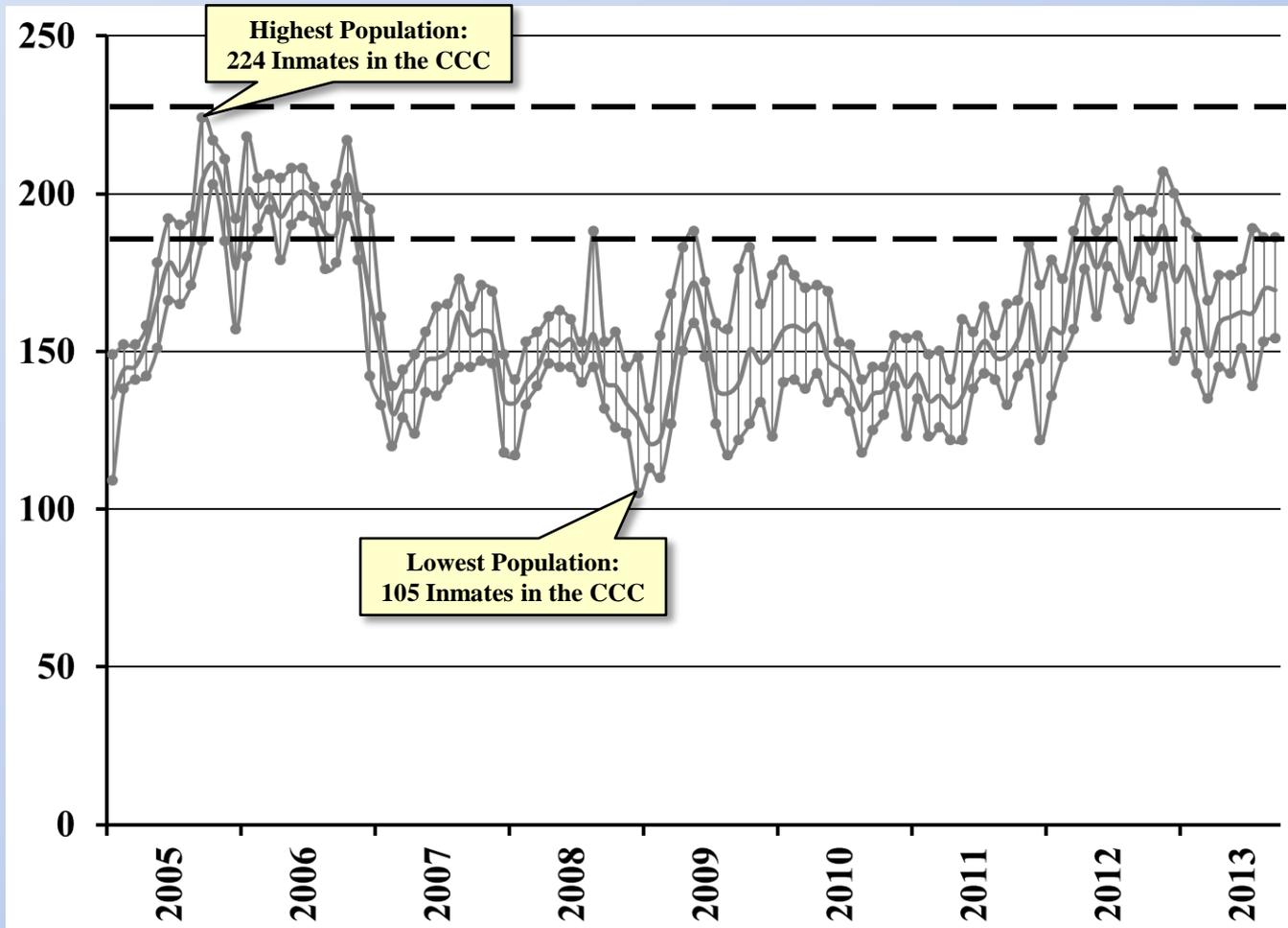
# **High and Low Daily Population**

# High and Low — Jail



**Capacity:  
400 Beds**

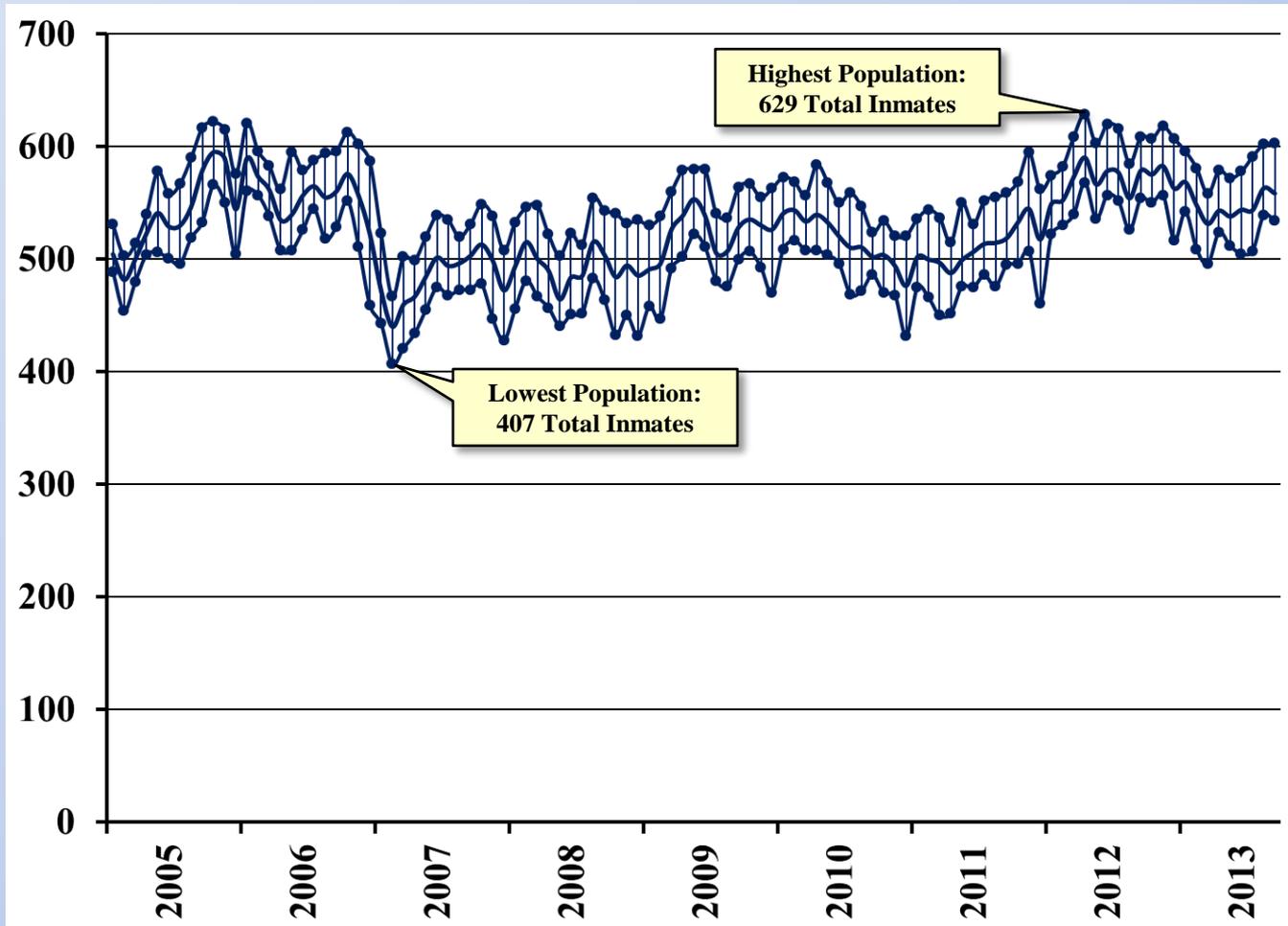
# High and Low — CCC



**Capacity:**  
228 Beds

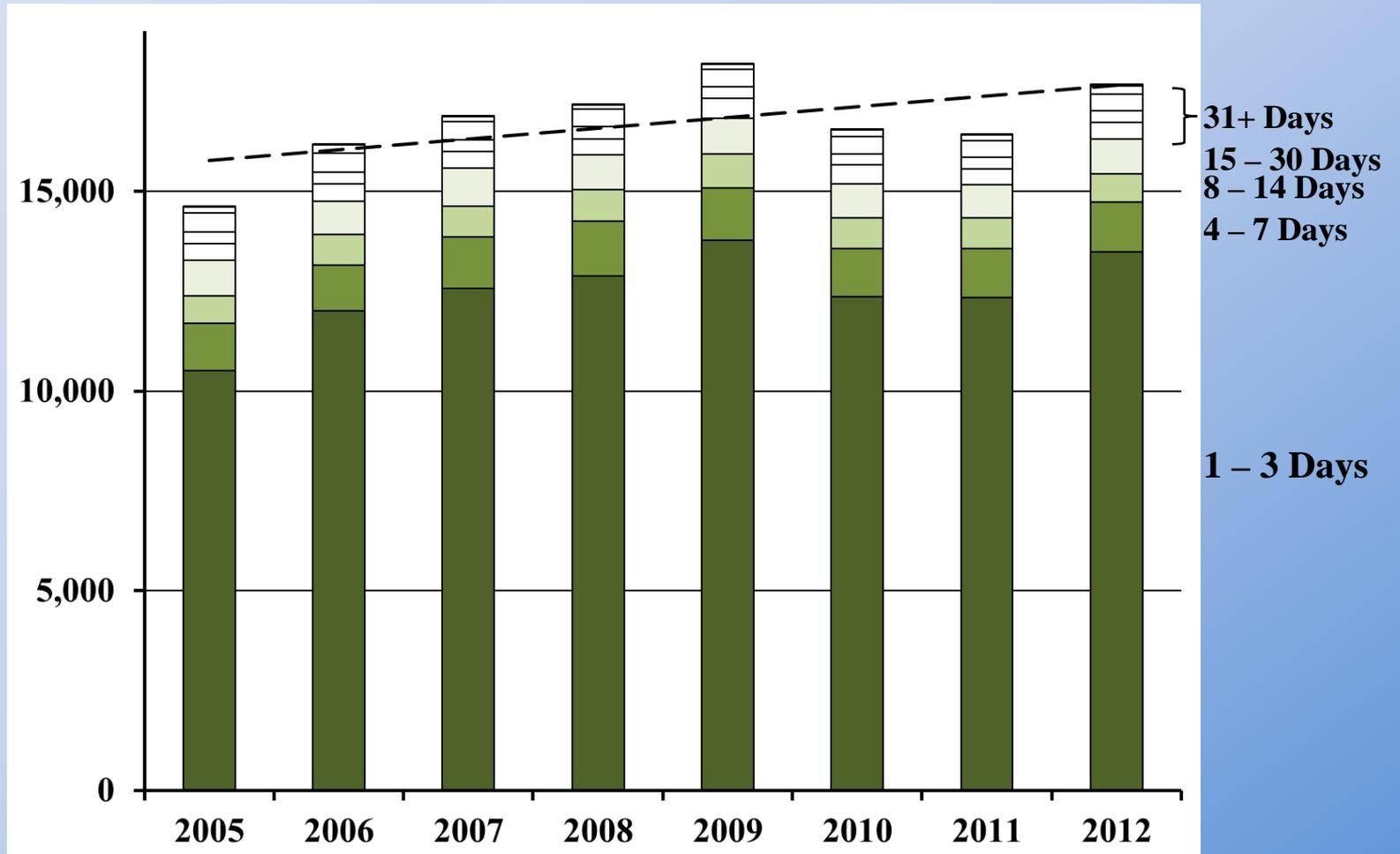
**Operational  
Capacity:**  
185 Beds

# High and Low — Total Inmates



# **Length of Stay**

# Annual Releases by Length of Stay



# County Population Projections

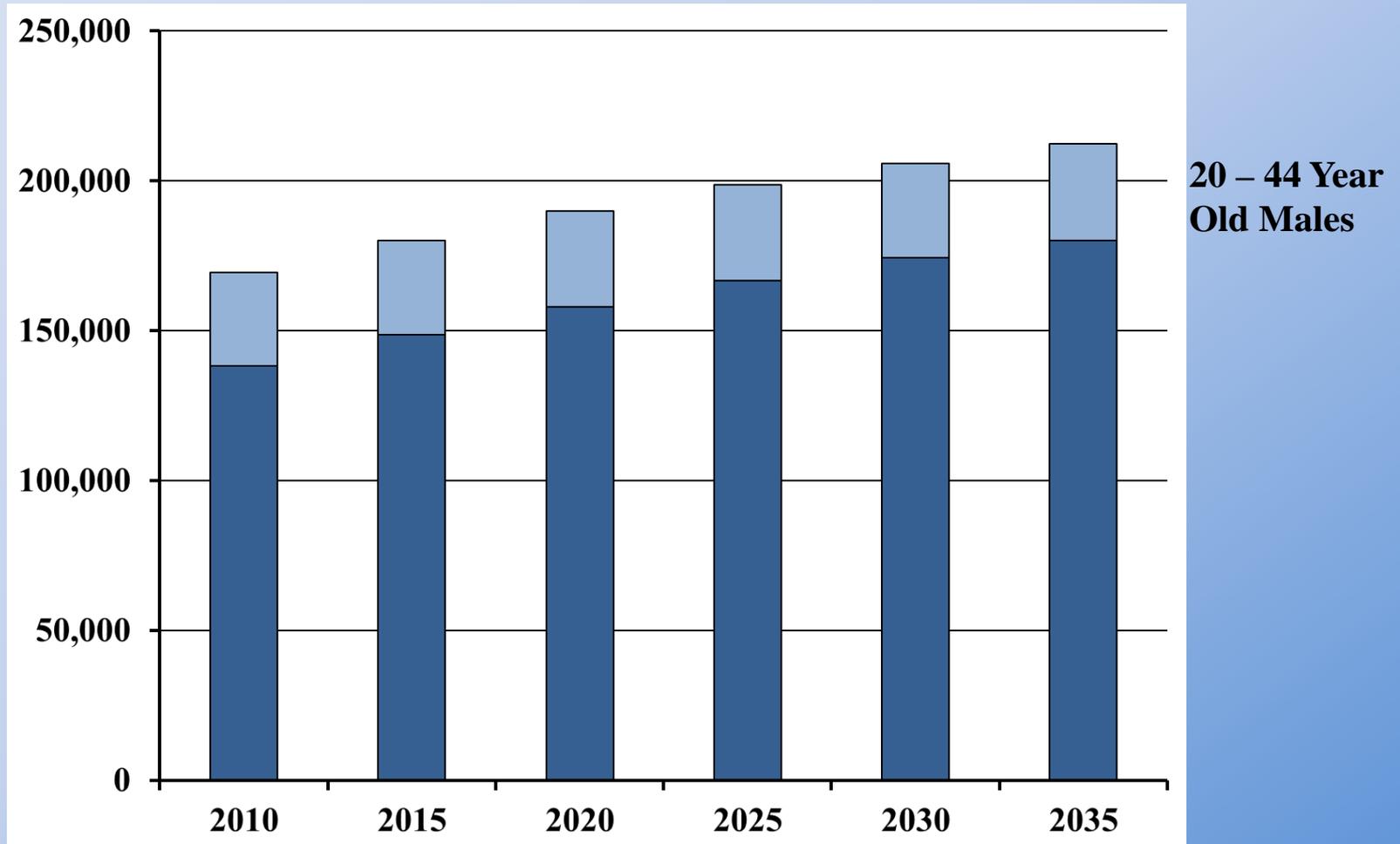
# **County Population Projections**

## **Projections for Minnehaha County**

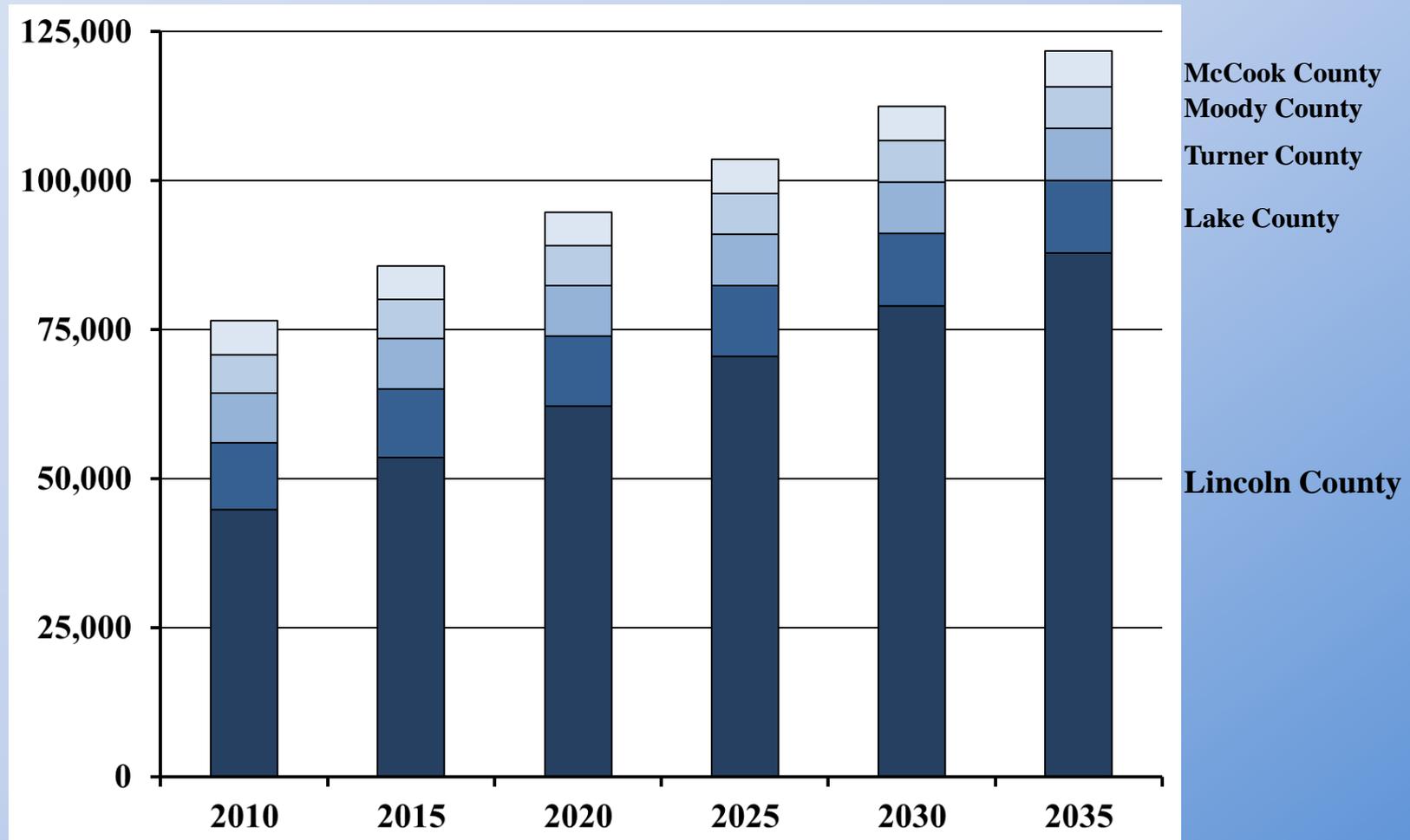
- **Total County Population**
- **20 – 44 Year Old Males**

## **Projections for Surrounding Counties**

# Projections for Minnehaha County



# Projections for Surrounding Counties



# **Current Jail Capacity**

# **Current Capacity**

**Capacity of the Minnehaha County Jail**

**Capacity of the Community Corrections Center**

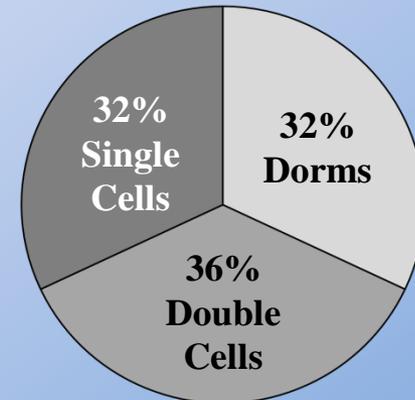
**Capacity of the County Jail System**

**Type of Housing**

- **Dormitories**
- **Double Cells**
- **Single Cells**

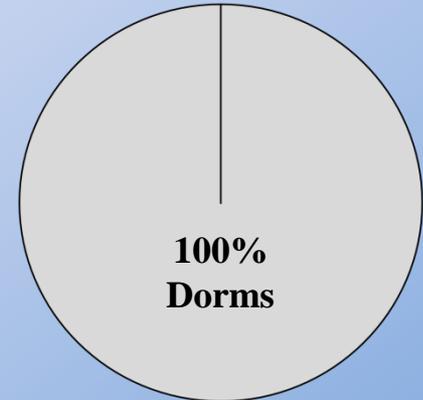
# Capacity of the Minnehaha County Jail

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%
<b>Total</b>	<b>400 Beds</b>	<b>100%</b>



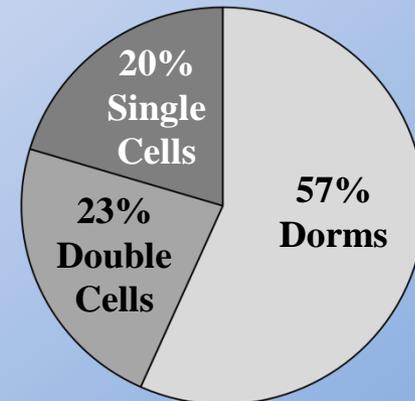
# Capacity of the CCC

Type of Housing	Total Capacity	% of Total
3 Dorms	228 Beds	100%
<b>Total</b>	<b>228 Beds</b>	<b>100%</b>



# Capacity of the County Jail System

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



**Updated  
Inmate Population Projections**

# Disclaimers

- **Not an exact science. No commonly accepted methodology for conducting inmate population projections.**
- **Projections degrade over time. The further out the projections are made, the less reliable they become.**
- **Long range projections should be used for long-term master planning and site planning.**

# **Disclaimers**

- **Inmate projections are different than capacity requirements.**
- **Actual inmate population fluctuates above and below the trend line.**
- **Projections are primarily based on historical trends.**
- **Inmate population projections are for facility planning purposes.**

# **Projection Models**

**MODEL 1. 2007 – 13 ADP Trend Projections**

**MODEL 2. 2005 – 13 ADP Trend Projections**

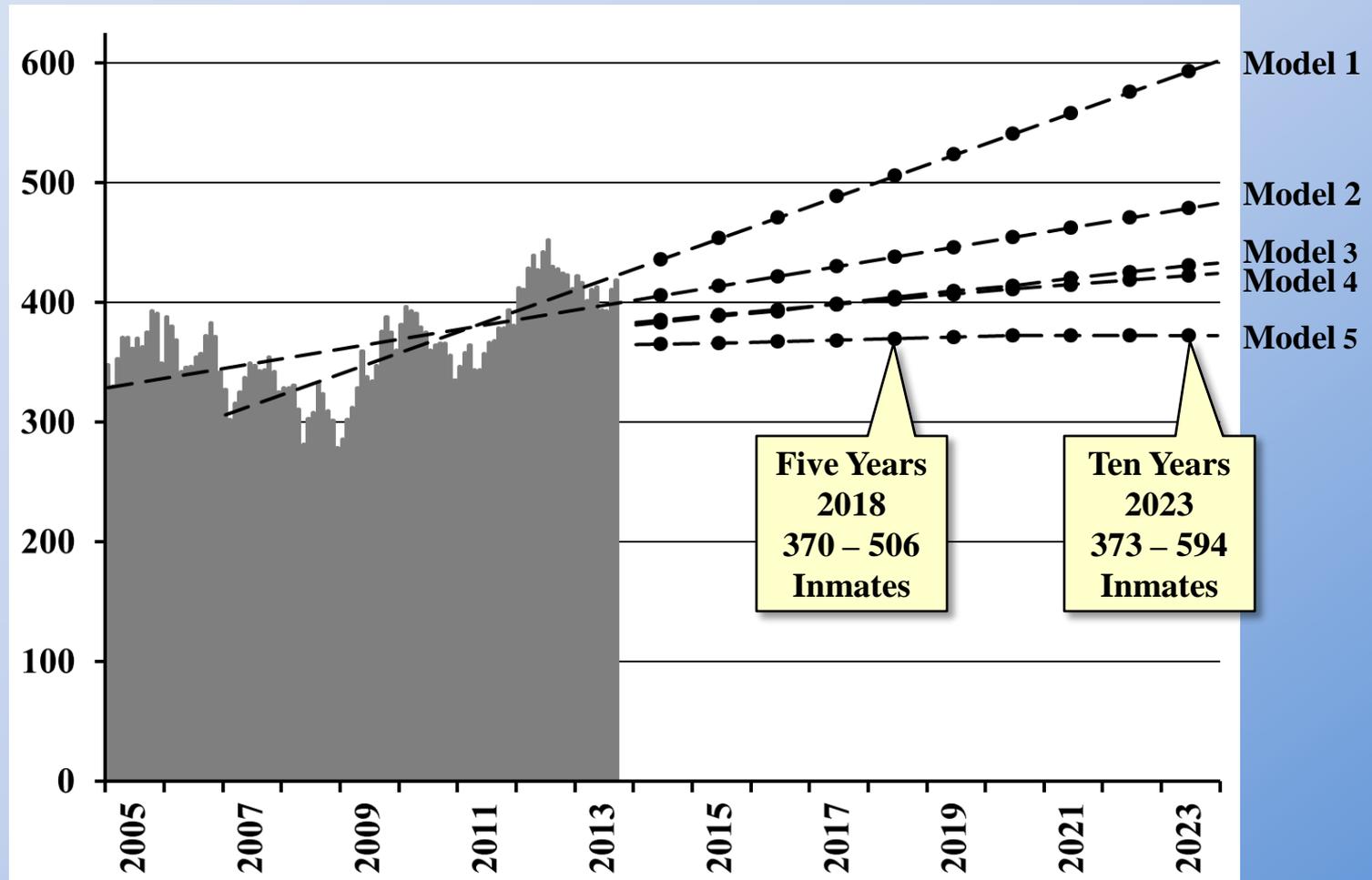
**MODEL 3. Average Length of Stay (ALOS)**

**MODEL 4. Rate of Incarceration (ROI)**

**MODEL 5. Age-at-Risk Rate of Incarceration**

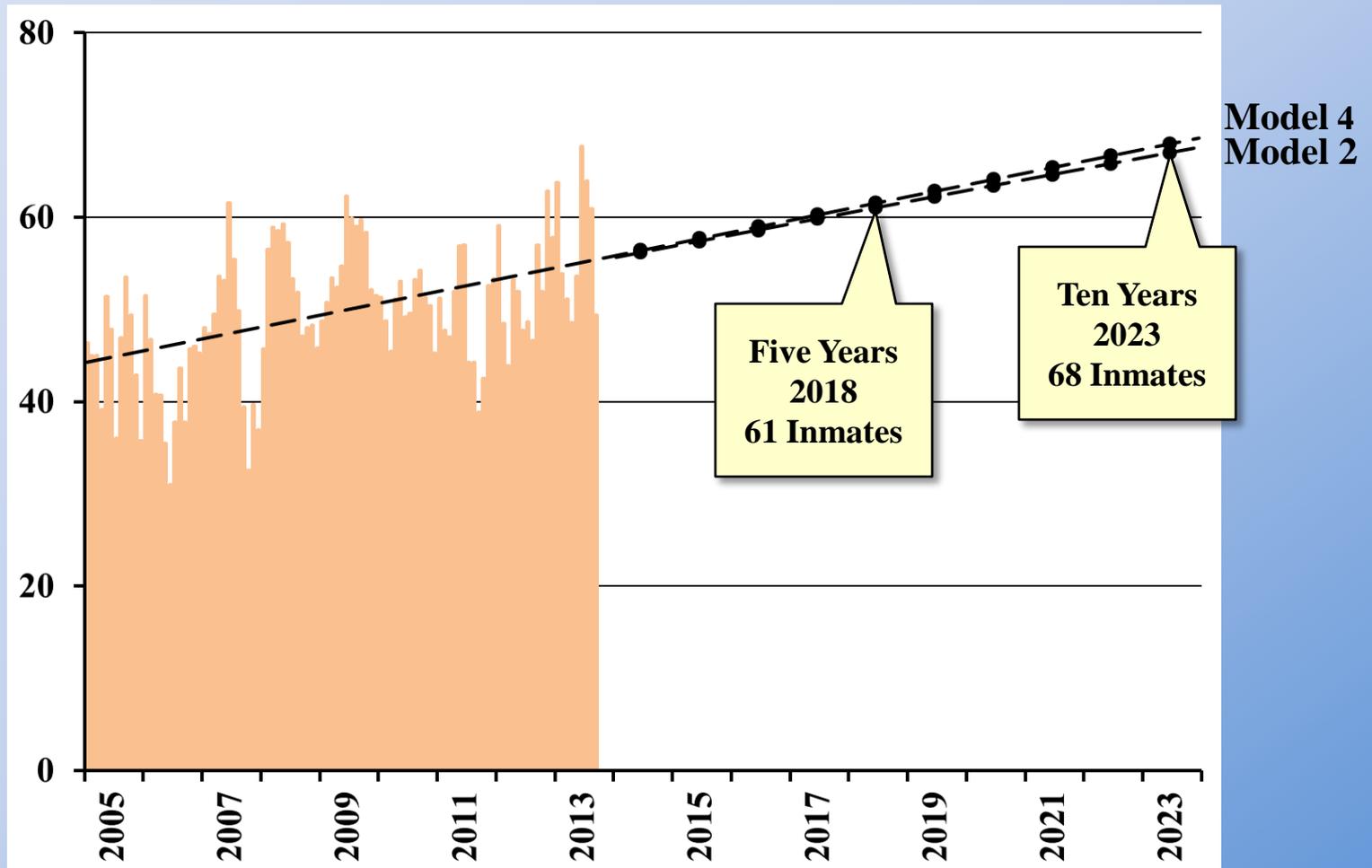
# Inmate Population Projections — Next 10 Years

## Minnehaha County Inmates



# Inmate Population Projections — Next 10 Years

## Other Counties' Inmates



# Impact of the Criminal Justice Initiative (SB 70)

- Primary purpose is “to improve public safety and contain prison costs.”
- “Refocus” prison space on violent and career criminals.
- Improve parole and probation system and victim services.
- Reduce recidivism and improve offender accountability.

# Impact of the Criminal Justice Initiative (SB 70)

- Sweeping changes to the state corrections system will take some time to impact local jails — either positively or negatively.
- Primary impact on jail populations will be from additional felony probationers.
- Governor's Office has estimated the number of additional felony probationers for each county over the next three years (FY 13 – FY 15).

# Methodology for Estimating Impact of SB 70

In FY 11, Pennington County had 868 felony probationers. Of these, 409 (47%) violated the terms of their probation. Of these:

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

# Methodology for Estimating Impact of SB 70

- Projected additional felony probationers with CJI.
- Estimate additional felony probation violators (@ 47%).
- ALOS for additional felony probation violators (@ 60 days).
- ALOS for additional felony probation violators sentenced to jail (@ 180 days).

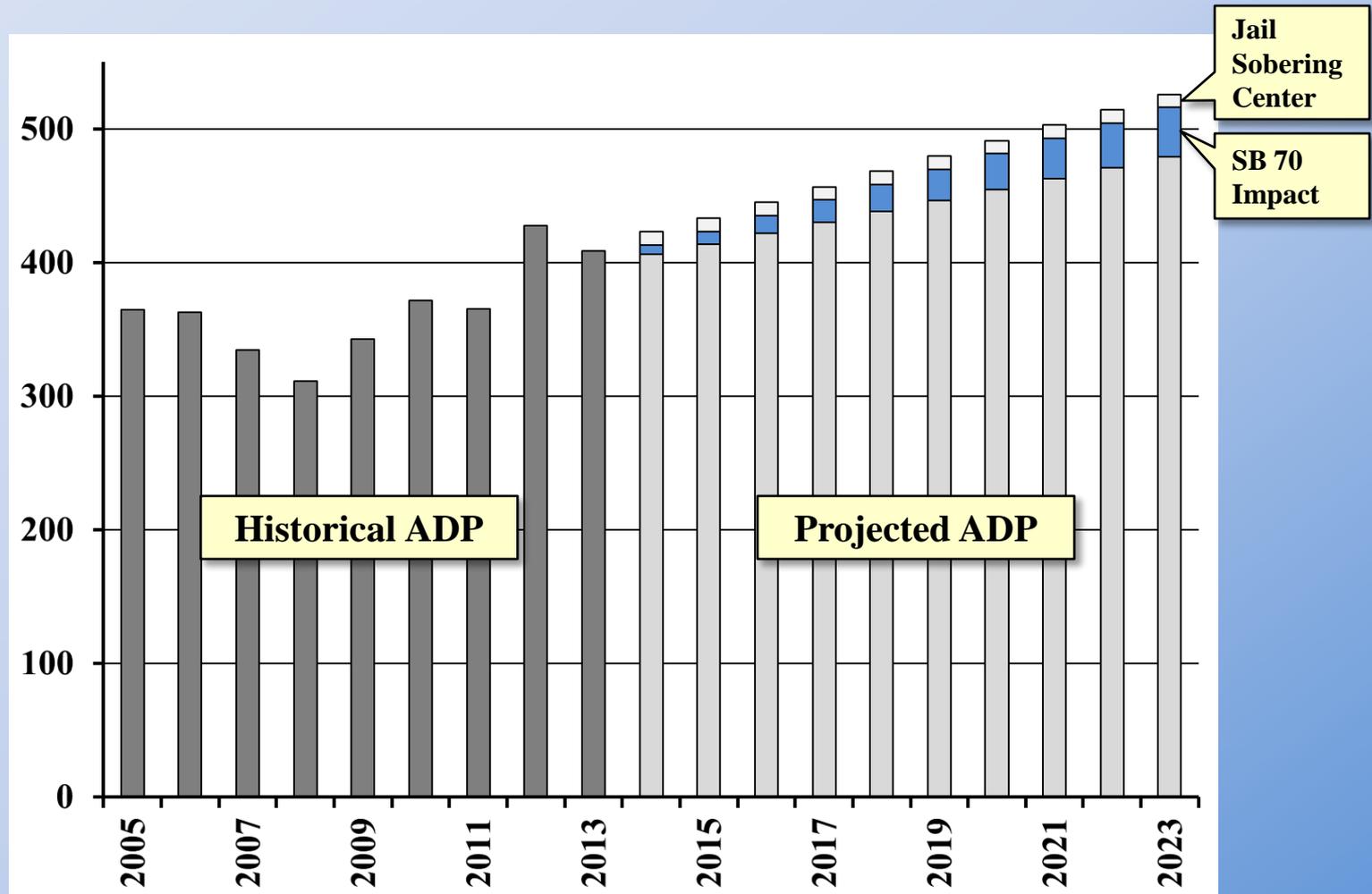
# Estimated Impact of SB 70 on Minnehaha County's Jail Population

<b>Fiscal Year</b>	<b>Minnehaha County</b>	<b>Surrounding Counties</b>	<b>Additional ADP</b>
FY 2013	2	0	2
FY 2014	7	2	10
FY 2015	9	3	12

*Inmates*

# Inmate Population Projections — Next 10 Years

## Minnehaha County Inmates



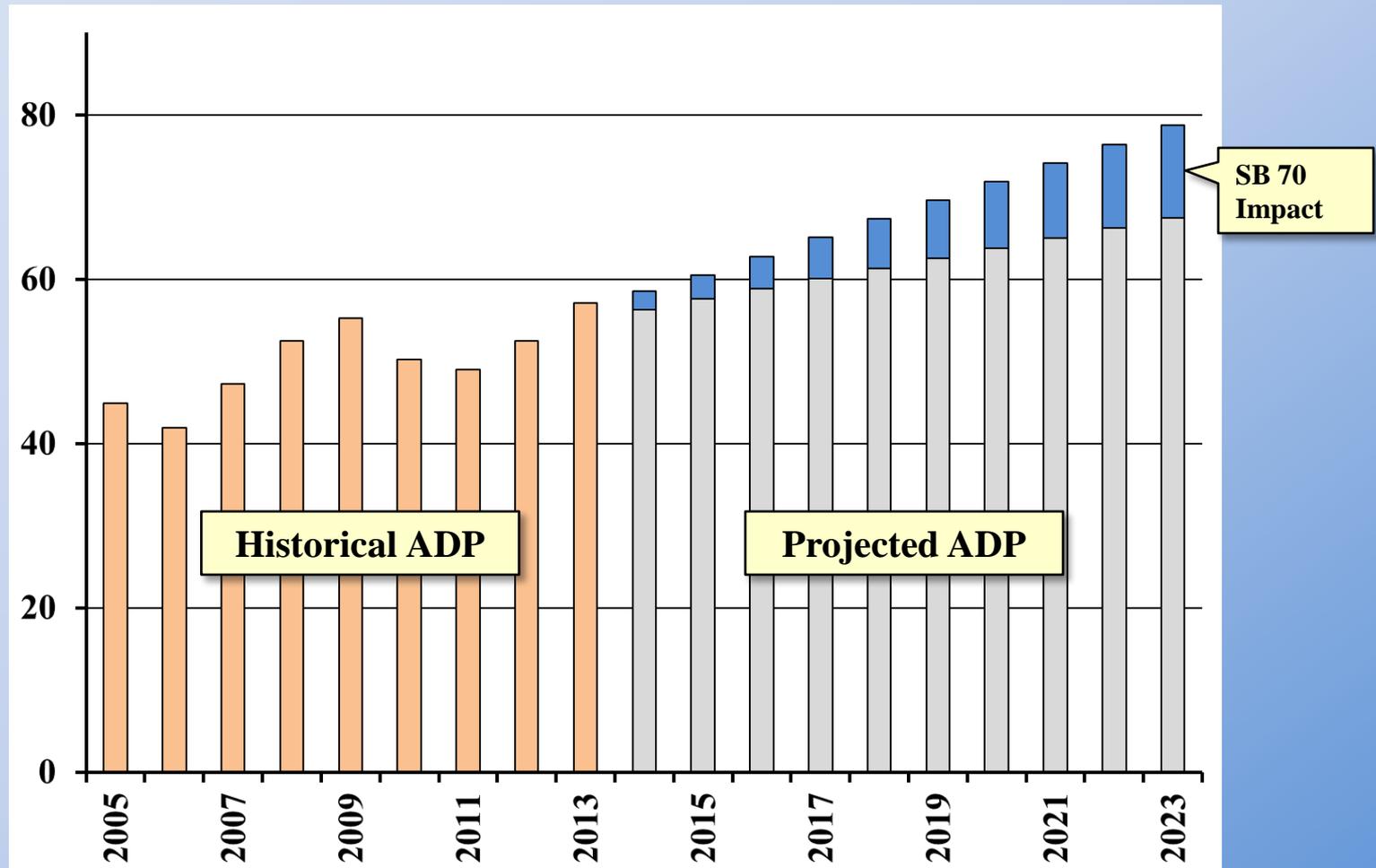
# Baseline ADP Projections — Minnehaha County

<b>Forecast Year</b>	<b>Year</b>	<b>Minnehaha County</b>	<b>SB 70 Impact</b>	<b>Sobering Center</b>	<b>Total ADP</b>
5	2018	439	20	10	<b>468</b>
10	2023	479	37	10	<b>526</b>

*Inmates*

# Inmate Population Projections — Next 10 Years

## Other Counties' Inmates



# Baseline ADP Projections — Other Counties

<b>Forecast Year</b>	<b>Year</b>	<b>Other Counties</b>	<b>SB 70 Impact</b>	<b>Total ADP</b>
5	2018	61	6	<b>67</b>
10	2023	68	11	<b>79</b>

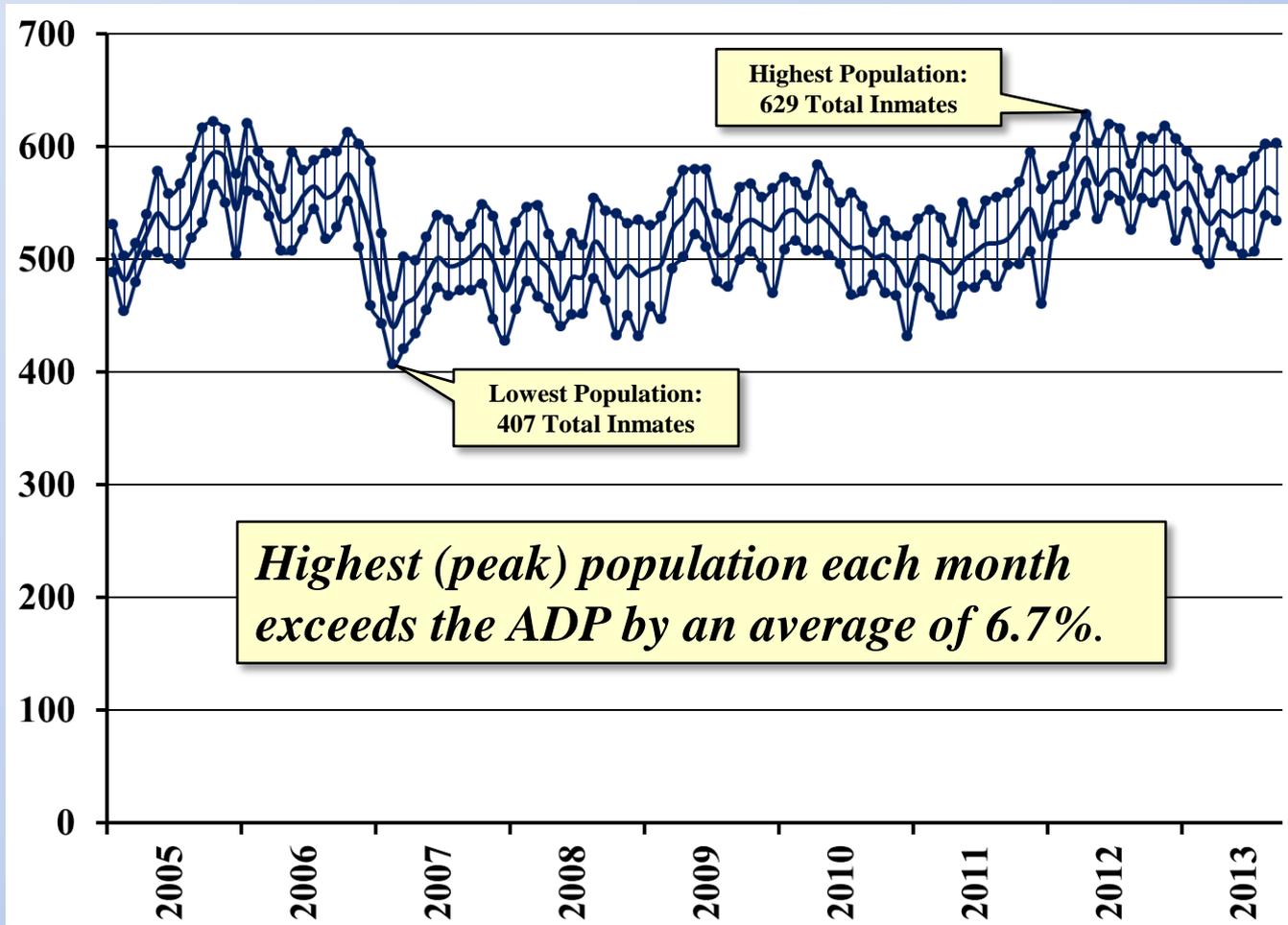
*Inmates*

# **Forecast of Jail Capacity Requirements**

# Methodology for Capacity Requirements

- Establish baseline ADP (inmate) projections.
- “Peaking Factor” — to accommodate routine peak populations each month (@ 6.7%).
- “Classification Factor” — to separate and segregate different groups of inmates (@ 10%).
- Baseline ADP + Peaking Factor + Classification Factor = Total Jail Beds Needed.

# High and Low — Total Inmates



# Total Jail Capacity Requirements — Minnehaha County

<b>Forecast Year</b>	<b>Year</b>	<b>Total ADP</b>	<b>Peaking Factor</b>	<b>Classification Factor</b>	<b>Total Jail Beds Needed</b>
5	2018	<b>468</b>	31	50	<b>550</b>
10	2023	<b>526</b>	35	56	<b>617</b>
15	2028	<b>584</b>	39	62	<b>685</b>
20	2033	<b>641</b>	43	68	<b>753</b>
		<i>Inmates</i>			<i>Beds</i>

# Total Jail Capacity Requirements — Other Counties

<b>Forecast Year</b>	<b>Year</b>	<b>Total ADP</b>	<b>Peaking Factor</b>	<b>Classification Factor</b>	<b>Total Jail Beds Needed</b>
5	2018	<b>67</b>	5	7	<b>79</b>
10	2023	<b>79</b>	5	8	<b>92</b>
15	2028	<b>90</b>	6	10	<b>106</b>
20	2033	<b>101</b>	7	11	<b>119</b>
		<i>Inmates</i>			<i>Beds</i>

# Total Jail Capacity Requirements

<b>Forecast Year</b>	<b>Year</b>	<b>Minnehaha County</b>	<b>Other Counties</b>	<b>Federal</b>	<b>DOC</b>	<b>Total Jail Beds Needed</b>
5	2018	550	79	50	35	<b>714</b>
10	2023	617	92	50	35	<b>796</b>
15	2028	685	106	50	35	<b>876</b>
20	2033	753	119	50	35	<b>957</b>
		<i>Beds</i>	<i>Beds</i>	<i>Beds</i>	<i>Beds</i>	<b><i>Beds</i></b>

# **Conclusions and Recommendations**

# Conclusions and Recommendations

Minnehaha County is facing some critical decisions regarding its jail facilities.

- Main jail downtown has been operating at 97% of capacity for the past two years.
- Main jail's peak population has exceeded capacity for 23 of past 24 months.

# Conclusions and Recommendations

- CCC has averaged 94% of its operational capacity for the past 19 months.
- CCC's peak population has exceeded its operational capacity in all but 4 months during that period.
- CCC building was not designed to serve as a correctional facility, and does not provide space for inmate programs, activities, administration, and other support services.
- Last year, NIC consultants noted “potential safety and liability issues that the County must address.”

# Conclusions and Recommendations

This study began with the recognition that the CCC needs to be replaced.

- Downtown jail is also full, and operating at or beyond its designed capacity.
- As a result, CCC also has to serve as an overflow facility when the main jail is full.

# Conclusions and Recommendations

Minnehaha County has supported its jail operations by providing jail beds for other counties, the U.S. Marshals Service, and the Department of Corrections (DOC).

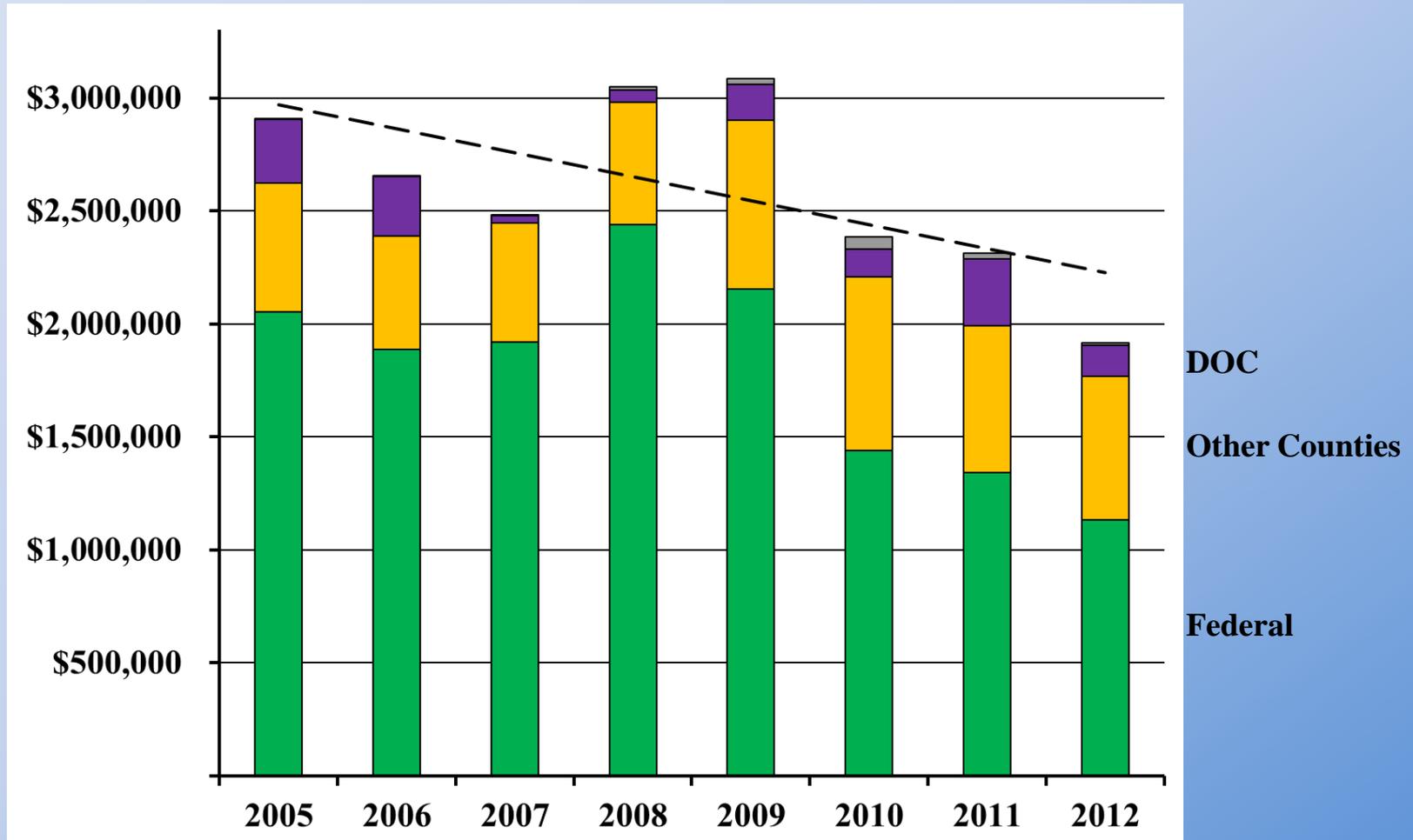
- Since 2005, almost 30% of the inmate population in the county jail system has been held for other jurisdictions.
- Minnehaha County has received more than \$21 million in revenue during this period to help offset the cost of its jail operations.

# Conclusions and Recommendations

As Minnehaha County's own inmate population has continued to increase, the system's ability to accommodate other jurisdictions has rapidly declined.

- Minnehaha County's inmate population has increased from an ADP of 311 inmates in 2008, to 428 inmates in 2012.
- Result has been a 37 percent loss of annual revenue over the past five years.

# Annual Revenue from Other Jurisdictions



# Conclusions and Recommendations

Jail system has more higher-risk inmates with greater security requirements, and more inmates with special needs or who require special management.

- Number and percentage of inmates who require segregation or restricted custody has increased.
- 57% of the combined capacity of the Jail and CCC consists of open dormitory housing.

# 1. Facility Options

Analysis of advantages, disadvantages, construction costs, and operational costs of different facility options is beyond the scope of this study.

- CCC needs to be replaced.
- Replacement facility should be designed for correctional purposes, provide reasonably sized housing units, and provide space for inmate programs and services, consistent with current jail standards.
- Designed to accommodate future expansion.

# 1. Facility Options

Consideration should be given to expansion of the main downtown jail, to provide additional secure housing (single cells and double cells).

- Downtown jail was designed for vertical expansion, which is difficult when operating at or beyond capacity.
- May be more cost effective to address the need for additional “hard” beds through new construction at a new site.

# 1. Facility Options

Current intake and release area should be carefully re-examined as part of any facility construction planning.

- Last year, the Minnehaha County Jail had more than 17,000 bookings (and subsequent releases), with 75% staying in jail for less than 3 days.
- Intake and release processing are critical jail functions.
- Consideration should be given to the design, efficiency, temporary holding capacity, and staffing of the intake and release area.

## 2. Classification System

Consideration should be given to adopting a new inmate classification system.

- Current system has limited capability to define and distinguish between inmate security requirements in a detailed manner.
- Objective classification system provides a better tool for determining appropriate inmate housing and program assignments.
- Better system can also provide a degree of liability protection for the County.

### **3. Criminal Justice Initiative (SB 70)**

Minnehaha County needs to carefully monitor the on-going impact of the CJI on the County's inmate population.

- Changes to the state corrections system will take some time to impact local jails — either positively or negatively.
- Funding may be available to help mitigate any negative impact.

## 4. Housing Inmates for Other Jurisdictions

As the County pursues new, replacement, or expanded facilities and jail capacity, consideration needs to be given to the needs of other jurisdictions.

- Lincoln County, other counties, the U.S. Marshals Service, and the DOC rely on the Minnehaha County jail system to provide incarceration services.
- Minnehaha County benefits from the revenue it receives from these agencies.
- Jail system's ability to accommodate federal inmates — the biggest customer and revenue source — has become increasingly difficult.

## 5. Alternatives to Incarceration

Minnehaha County should be commended for its efforts to explore, establish, and expand programs that provide an alternative to incarceration.

- These programs allow the County to better manage and control the utilization of its jail beds, and provide resources for offenders that would otherwise be unavailable in jail.
- There may be some potential in shifting Work Release inmates to home incarceration with rigorous electronic monitoring.
- However, the number of inmates on Work Release is declining, and at its lowest point since 2005.

## 6. Jail Staffing

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.

- Personnel are the largest cost component in a jail's operational budget.
- Facilities and staffing are the keys to an effective jail operation.
- Jail design issues should be driven by staff efficiency.

# Conclusions and Recommendations

Minnehaha County is facing some important, multi-million dollar decisions regarding the future of the County's jail system.

The County's Criminal Justice Advisory Committee has discussed several important jail planning issues — and these discussions need to continue.

Hopefully, the extensive graphs, data, and trend analysis in this report will aid in those discussions.

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**January 8, 2014**

**Bill Garnos  
Jail Consultant**