

PROPOSAL

Inmate Population Forecasting and Analysis Update

for

Minnehaha County South Dakota

**Bill Garnos
Jail Consultant**

April 2013

April 5, 2013

Sheriff Mike Milstead
Minnehaha County Sheriff's Office
Law Enforcement Center
320 W. 4th St.
Sioux Falls, SD 57104

Subject: **Proposal to Update the Inmate Population Forecast
and Analysis for Minnehaha County, South Dakota**

Dear Sheriff Milstead:

Thank you for this opportunity to submit my proposal to update the Inmate Population Forecast and Analysis study that I completed for Minnehaha County in 1999. Enclosed are three copies of the proposal, as you requested.

It is my understanding you are planning for the relocation of your Community Corrections Center, and as part of this process you would like to update the County's inmate population forecast to support your facility planning efforts.

As you may recall, I was serving as Vice President of CSG Consultants when I conducted the previous planning study in 1999. Although I have continued working full-time as a jail planning consultant since then, I am now an independent consultant working on my own.

The enclosed proposal outlines my background and qualifications, a project approach and schedule, and a fee proposal. I would be happy to work with you and the County to refine the scope of services and schedule to ensure that this project meets your specific needs.

Thank you for your consideration. If you have any questions or need additional information, please do not hesitate to contact me.

Sincerely,



Bill Garnos
Jail Consultant

2204 NE 75th Terrace
Gladstone, Missouri 64118

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Overview

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

Bill Garnos 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 the Executive Policy Analyst and Management 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 nationally-recognized jail and prison consulting firm.

The purpose of this proposal is to update the Inmate Population Forecast and Analysis study that was completed for Minnehaha County in 1999. The County is currently planning for the relocation of its Community Corrections Center, and as part of this process, the County would like to update its inmate population projections for facility planning purposes.

The following proposal provides:

- **Consultant Background and Qualifications** — A brief biography for the consultant, including his prior Minnehaha County jail experience and national jail consulting experience;
- **Project Approach** — The consultant's project understanding, work plan, and proposed project schedule; and
- **Fee Proposal** — A breakdown of the estimated hours of professional services by task, and related project expenses.

The proposed study will include:

- **Review of Past Studies** — A review and analysis of previous studies of the County's jail needs;
- **County Population Projections** — A review of the current population and population projections for Minnehaha County and surrounding counties;

- **Crime Index Offenses** — An update of statistical reports on the number of Crime Index Offenses reported in Minnehaha County since the previous study, including violent crime and property crime;
- **Criminal Case Filings** — A review of the number and type of criminal cases filed in Circuit Court in Minnehaha County since the previous study;
- **Inmate Population Trends** — A detailed analysis of Minnehaha County's inmate population trends since the previous study, including the number of bookings each month at the Minnehaha County Jail, and the average daily population of the County's jail system;
- **Inmate Population Projections** — Updated inmate population projections for facility planning purposes; and
- **Facility Capacity Requirements** — An updated estimate of the number and type of jail beds needed by the County to support its inmate population projections.

Based on the proposed Work Plan, it is estimated that the project can be accomplished in approximately 90 days. Given the scope of work outlined in this proposal, a total of four on-site trips are suggested over the 90-day project period.

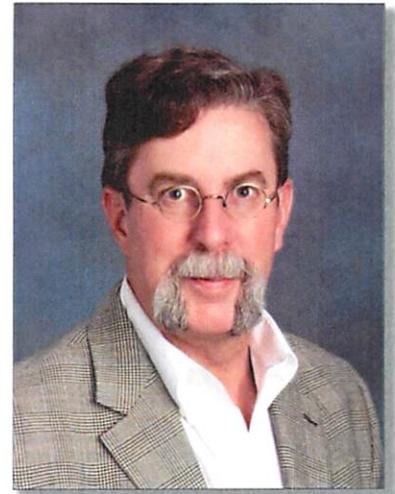
If, during the course of the project, it is determined that additional services, on-site meetings, or presentations are needed to successfully complete the project, this schedule and the fee proposal can be amended to ensure that the County's specific needs are fully met.

Based on the scope of services and project approach outlined in this proposal, it is estimated that the study can be completed for **\$12,472**, including professional services and related project expenses. This fee proposal is based on an estimated total of 128 hours of professional services and four trips on-site from Kansas City. A detailed breakdown is provided showing the basis for the fee proposal.

Consultant Background and Qualifications

Bill Garnos, Jail Consultant

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Gladstone, MO 64118
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Biography

For more than 23 years, I have been a nationally-recognized consultant specializing in the planning, design, and operation of jail and prison facilities. I have directed or assisted with jail facility planning projects for more than 100 cities and counties in 27 states, and have worked on three state correctional master plans.

My 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.

I served as an expert witness in federal court on jail conditions. I have completed the Planning of New Institutions (PONI) program at the National Institute of Corrections (NIC), and NIC training on Objective Jail Classification. I 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*.

I began my consulting career in 1989 with Correctional Services Group (CSG) in Kansas City. In 1995, my business partner and I formed CSG Consultants to continue the jail and prison consulting business. In 1998, CSG Consultants was acquired by The Facility Group in Smyrna, Georgia. I ran their Kansas City office until 2004, and then worked as an independent jail consultant. From 2007 to 2009, I worked for DLR Group out of their Overland Park, Kansas office. I served as a national resource for DLR Group's 15 offices, and was responsible for justice business development for a four-state region. In 2009, I returned to work as an independent jail consultant.

Prior South Dakota State Government Experience — Before becoming a consultant in 1989, I spent seven years in South Dakota state government. I served on the Governor's staff through two administrations (Governors Janklow and Mickelson) as the Executive Policy Analyst and

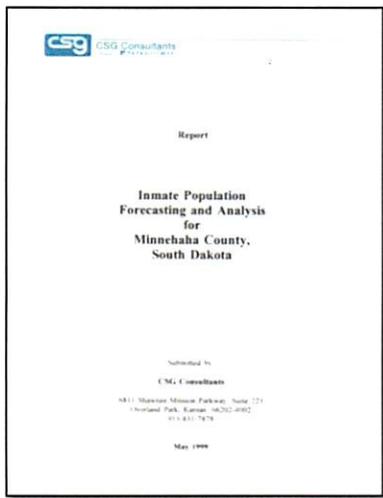
Management Analyst for Corrections, and was the State Project Director for Corrections. I later served as the Executive Assistant to the Secretary of the Department of Corrections (Lynne DeLano), and assisted with the oversight of the state correctional institutions and parole services.

While in state government, I coordinated the expansion of the state prison system, and monitored compliance with a federal court order on conditions of confinement and overcrowding at the South Dakota State Penitentiary. I also coordinated the closure of the University of South Dakota at Springfield and its conversion into a medium-security prison facility with vocational training for inmates. I was also responsible for coordinating the passage of a state constitutional amendment to reorganize South Dakota's correctional institutions and state hospitals into a cabinet-level Department of Corrections and Department of Human Services.

Education — I have a Bachelor of Science degree in Criminal Justice from the University of South Dakota (USD), conferred in 1981. I also served as President of the USD Student Association.

Minnehaha County Jail Experience

Inmate Population Forecasting and Analysis for Minnehaha County, South Dakota



In 1999, Minnehaha County retained CSG Consultants to conduct an analysis of the County's inmate population trends and to develop inmate population projections to support the County's jail construction project. Bill Garnos, as Vice President of CSG Consultants, conducted the study.

The study included:

I. Review of Past Studies — A review and analysis of previous studies of 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 (i.e., 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 being held for City ordinance violations, inmates being held for state offenses, and inmates being held for a federal agency (i.e., the U.S. Marshals Service or Immigration and Naturalization Service) each month;
- **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 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.

Minnehaha County Jail Programming and Master Plan Report



In 1999, Minnehaha County retained Spitznagel, Inc., BWBR Architects, and CSG Consultants to develop the programming (i.e., space requirements) and Master Plan for jail construction.

Bill Garnos assisted with the study by providing the program planning principles and standards, the architectural and operational program, the staffing plan, and estimated annual operating costs.

The study included:

I. Program Planning Principles and Standards — A review of the basic jail planning principles and standards affecting the facility’s design, including:

- Facility Mission Statement;
- Facility Goals and Objectives;
- National Correctional Standards;
- Room and Space Standards;
- Americans with Disabilities Act (ADA) Requirements;
- Other Design Guidelines;
- Inmate Housing Concept;
- Security Concepts; and
- Operational Overview.

II. Architectural and Operational Program — A detailed architectural and operational program for the space requirements for each of the facility’s functional areas, including:

- Jail Administration / Security;
- Control Stations;
- Vehicular Sally Port;
- Intake and Release;
- Records and Classification;
- Inmate Housing;
- Visitation;
- Inmate Programs;
- Medical and Mental Health Services;
- Food Service;
- Laundry;
- Public Lobby;
- Court / Hearing Room;
- Staff Services;
- Maintenance and Facility Storage; and
- Power Plant and Mechanical Areas.

III. Staffing Plan — An analysis of the number and type of staff needed to support the jail’s organizational concepts and the architectural and operational program, including:

- Principles Affecting Jail Staffing;
- Current Jail Staffing Level;
- Staffing Goals;
- Proposed Staffing; and
- Staffing Comparisons.

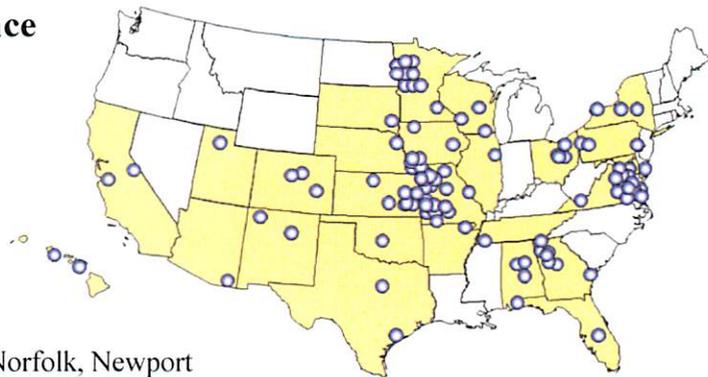
IV. Estimated Project Cost — A breakdown of the project’s estimated construction costs and annual operating costs.

V. Schedule Options — A breakdown of the estimated construction schedule, advantages, and disadvantages for three different construction delivery methods, including Design/Bid/Build, Design/Build, and Construction Management.

VI. Master Plan — Zoning diagrams, site diagrams, and advantages and disadvantages of two different building options.

National Jail Consulting Experience

In addition to my consulting work on the Minnehaha County Jail, I have directed or assisted with jail facility planning projects for more than 100 cities and counties in 27 states. These projects include the following:



- **Hampton Roads Regional Jail** (Cities of Norfolk, Newport News, Hampton, and Portsmouth), **Virginia** — Jail Planning Services (2012), facility activation services 1996 – 1999), Security and Operations Plan (1996), Community-Based Corrections Plan (1993 – 1994), Facility Planning Study (1991, 1993 – 1994), and Needs Assessment (1991, 1993).
- **Osborne County** (Osborne), **Kansas** — Jail Needs Assessment Study (2011 – 2012).
- **Clay County** (Spencer), **Iowa** — Jail Needs Assessment Study (2010).
- **Hawaii Department of Public Safety** — Staffing Requirements for the Maui Regional Public Safety Complex (2009), and Staffing Requirements for the Oahu Community Correctional Center (2009).
- **Mono County** (Bridgeport), **California** — Inmate Population Trends and Projections (2009).
- **Clear Creek County** (Georgetown), **Colorado** — Inmate Trends and Jail Expansion Recommendations (2009).

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- **Clinton County (Plattsburg), Missouri** — Financial Feasibility Study for a New Jail (2008).
 - **Oklahoma County (Oklahoma City), Oklahoma** — Updated Inmate Population Trends and Projections (2008), Needs Assessment Update (2007), and Detention Center Needs Assessment (2004 – 2005).
 - **Mills County (Glenwood), Iowa** — Inmate Population Projections (2007).
 - **Fulton County (Atlanta), Georgia** — Jail Long-Term Feasibility Study (2006).
 - **Loudoun County (Leesburg), Virginia** — Public Safety Site Master Plan (2006), and Community-Based Corrections Plan and Planning Study (2004 – 2005).
 - **Chatham County (Savannah), Georgia** — Inmate Population Projections (2006).
 - **Southwest Iowa Regional Jail (Mills, Montgomery, and Fremont Counties)** — Inmate Population Projections (2006).
 - **Miami County (Paola), Kansas** — Inmate Population Projections (2006).
 - **San Benito County (Hollister), California** — Inmate Population Projections (2005).
 - **Montgomery County (Montgomery), Alabama** — Updated Inmate Population Projections (2005), and Inmate Capacity Requirements (2001).
 - **Cobb County (Marietta), Georgia** — Updated Inmate Population Projections (2005), and Inmate Population Forecast (1999).
 - **Dakota County (Dakota City), Nebraska** — Updated Inmate Population Projections (2004 – 2005), and Inmate Population Trends and Projections (2002).
 - **Taney County (Forsyth), Missouri** — Inmate Population Projections (2004).
 - **Hood County (Granbury), Texas** — Jail Needs Assessment / Master Plan (2004).
 - **Butler County (Butler), Pennsylvania** — Pre-Architectural Jail Planning and Site Selection (2003 – 2004).
 - **Davis County (Farmington), Utah** — Jail Needs Assessment Study (2003 – 2004).
 - **Bibb County (Macon), Georgia** — Law Enforcement Center Needs Assessment, Inmate Population Projections (2003).
 - **Kankakee County (Kankakee), Illinois** — Updated Inmate Population Projections (2003), and Inmate Capacity Requirements (2001).
 - **Calhoun County (Port Lavaca), Texas** — Jail Feasibility Study (2002), and Courthouse Needs Assessment Study (2002).
 - **Gordon County (Calhoun), Georgia** — Inmate Population Projections (2002).
 - **Cochise County (Bisbee), Arizona** — Jail Needs Assessment and Pre-Architectural Program (2001 – 2002).
 - **Rock County (Janesville), Wisconsin** — Expansion Pre-Design Program (2001 – 2002), Assessment of the Caravilla Facility (2001), and Correctional Needs Assessment Study (2000).
 - **Riverside Regional Jail (Cities of Petersburg, Colonial Heights, and Hopewell, and the Counties of Chesterfield, Prince George, Surry, and Charles City), Virginia** — Expansion Feasibility Study (2001), Inmate Population Projections (1994), and Needs Assessment (1991).

- **Chesterfield County** (Chesterfield), **Virginia** — Jail Facility Planning Study (2000 – 2001), Community-Based Corrections Plan (2000 – 2001), and Jail Needs Assessment (1992).
- **Talladega County** (Talladega), **Alabama** — Inmate Population Projections (2001).
- **Bates County** (Butler), **Missouri** — Inmate Population Projections (2001).
- **Allen County** (Iola), **Kansas** — Inmate Population Projections (2000 – 2001).
- **Adair County** (Kirksville), **Missouri** — Inmate Population Projections (2000).
- **Neosho County** (Erie), **Kansas** — Inmate Population Projections (2000).
- **Waupaca County** (Waupaca), **Wisconsin** — Jail Needs Assessment and Pre-Architectural Program (1999).
- **Fayette County** (Fayetteville), **Georgia** — Inmate Population Projections (1998 – 1999).
- **Cherokee County** (Canton), **Georgia** — Inmate Population Projections (1998).
- **Shelby County** (Memphis), **Tennessee** — Expert witness in U.S. District Court in Little v. Shelby County involving conditions of confinement and gang violence (1997, 2000), and Needs Assessment for the Expansion of the Criminal Justice Center (1996 – 1997).
- **Becker, Clay, Clearwater, Hubbard, Mahnomon, Norman, Polk, Red Lake, and Wadena Counties, Minnesota** — Regional Jail Construction Planning Study (2000), and Nine-County Cooperative Detention Study (1999).
- **Boone County** (Columbia), **Missouri** — Jail Needs Assessment Study (1999, 2000, 2002), and Jail Staffing Study (1999).
- **Johnson County** (Iowa City), **Iowa** — Inmate Population Projections and Jail Program (1999).
- **Tazewell County** (Tazewell), **Virginia** — Community-Based Corrections Plan (1997 – 1999).
- **Cass County** (Harrisonville), **Missouri** — Jail Needs Assessment and Facility Study (1998 – 1999).
- **4th Judicial Circuit** (Atchison, Gentry, and Nodaway Counties), **Missouri** — Regional Jail Feasibility Study (1998).
- **43rd Judicial Circuit** (Caldwell, Clinton, Daviess, DeKalb, Livingston, and Ray Counties), **Missouri** — Inmate Population Projections (1998).
- **Jefferson County** (Birmingham), **Alabama** — Inmate Population Projections (1997).
- **31st Judicial District** (Allen, Neosho, and Woodson Counties), **Kansas** — Inmate Population Projections (1997).
- **Adams County** (Brighton), **Colorado** — Jail Capacity Planning Study (1996).
- **City of Richmond, Virginia** — Community-Based Corrections Plan (1994 – 1996).
- **Virginia Peninsula Regional Jail** (Cities of Williamsburg and Poquoson, and the Counties of York and James City), **Virginia** — Security and Operations Plan (1995 – 1996), and Facility Planning Study (1993).
- **Erie County** (Buffalo), **New York** — Jail Facilities Evaluation (1995).

- **Mercer County (Mercer), Pennsylvania** — Jail Capacity Assessment (1995).
- **28th Judicial Circuit (Barton, Cedar, Dade, and Vernon Counties), Missouri** — Regional Justice Center Feasibility Study (1994 – 1995).
- **City of Norfolk, Virginia** — Community-Based Corrections Plan (1994), and Facility Planning Study (1994).
- **Baltimore County (Towson), Maryland** — Correctional Facility Study (1994).
- **Camden County (Camdenton), Missouri** — Jail Needs Assessment Feasibility Study (1994).
- **Laclede County (Lebanon), Missouri** — Inmate Population Projections (1994).
- **City of Chesapeake, Virginia** — Community-Based Corrections Plan (1993 – 1994), and Detention Needs Assessment (1990 – 1991).
- **Peumansend Creek Regional Jail (Cities of Alexandria and Richmond, and the Counties of Arlington, Caroline, Loudoun, and Prince William), Virginia** — Facility Planning Study (1993 – 1994).
- **Harvey County (Newton), Kansas** — Pre-Design Jail Planning Study (1993 – 1994).
- **Pamunkey Regional Jail (Counties of Caroline and Hanover, and the Town of Ashland), Virginia** — Facility Planning Study (1993).
- **City of Farmington and San Juan County, New Mexico** — Correctional Facility Evaluation (1993).
- **Escambia County (Pensacola), Florida** — Inmate Population Projections (1993).
- **Buchanan County (St. Joseph), Missouri** — Inmate Population Projections (1993).
- **San Miguel County (Las Vegas), New Mexico** — Pre-Design Space Program (1993), and Jail Site Evaluation (1991).
- **Philadelphia, Pennsylvania** — Operational and Architectural Program for the Curran Fromhold Correctional Facility (1992), and Physical Plant Standards for the Philadelphia Prison System (1992).
- **Oneida County (Utica), New York** — Jail Needs Assessment (1992).
- **St. Louis County (Clayton), Missouri** — Correctional Master Plan (1992).
- **Highlands County (Sebring), Florida** — Inmate Population Projections (1992).
- **Lyon County (Emporia), Kansas** — Inmate Population Projections and Pre-Architectural Space Program (1991 – 1992).
- **Medina County (Medina), Ohio** — Inmate Population Projections (1992).
- **Lincoln County (Hugo), Colorado** — Jail Pre-Design Program (1990 – 1991).
- **Onondaga County (Syracuse), New York** — Inmate Transportation Analysis (1990).
- **Richland, Knox, and Morrow Counties, Ohio** — Inmate Population Projections (1990).
- **La Crosse County (La Crosse), Wisconsin** — Inmate Population Projections (1990).
- **Jasper County (Joplin), Missouri** — Inmate Population Projections (1990).

Project Approach

This section provides an overview of my proposed approach to this project, including:

- **Project Understanding** — My understanding and acknowledgment of the project's specific services, expectations, and deliverables;
- **Work Plan** — My proposed plan to provide these services; and
- **Project Schedule** — An estimated timeline for completing the proposed work.

Project Understanding

It is my understanding that the Minnehaha County Commissioners and Sheriff are seeking to update the inmate population forecast and analysis report that was conducted in 1999, to provide information for facility planning purposes.

The proposed study will include:

- **Review of Past Studies** — A review and analysis of previous studies of the County's jail needs;
- **County Population Projections** — A review of the current population and population projections for Minnehaha County and surrounding counties;
- **Crime Index Offenses** — An update of statistical reports on the number of Crime Index Offenses reported in Minnehaha County since the previous study, including violent crime and property crime;
- **Criminal Case Filings** — A review of the number and type of criminal cases filed in Circuit Court in Minnehaha County since the previous study;
- **Inmate Population Trends** — A detailed analysis of Minnehaha County's inmate population trends since the previous study, including the number of bookings each month at the Minnehaha County Jail, and the average daily population of the County's jail system;
- **Inmate Population Projections** — Updated inmate population projections for facility planning purposes; and

- **Facility Capacity Requirements** — An updated estimate of the number and type of jail beds needed by the County to support its inmate population projections.

Work Plan

To ensure that we have a clear and mutual understanding, the proposed Work Plan is organized into the following six project tasks.

- **Task 1. Project kick-off and orientation meeting with the County.**
- **Task 2. Review of population and criminal justice statistical indicators.**
- **Task 3. Analysis of the County's inmate population trends and profile.**
- **Task 4. Development of inmate population projections.**
- **Task 5. Assessment of current and future jail capacity requirements.**
- **Task 6. Final report and presentation of recommendations to the County.**

The following pages provide a brief description of each of these project tasks.

Task 1. Project kick-off and orientation meeting with the County.

Following notice to proceed, the first project meeting will be conducted. The purpose of this meeting will be to discuss the County's specific needs and expectations for this project, the methodology to be used, and the activities to be accomplished (and problems to be avoided) as the project moves forward.

This orientation meeting will also address the types of information to be gathered, the technical analysis process, the nature of the results being sought, and the types of findings and recommendations to be presented at the project's conclusion.

A proposed project schedule will be presented for discussion purposes, and meeting times and completion dates will be finalized. Following this initial meeting, the proposed project schedule will be refined so that all of the participants will be aware of how and when the work will be accomplished, the logistics of each task in relation to other project tasks, and the dates for completion of major tasks.

Throughout the project, I will work closely with the Sheriff, County Commissioners, and County staff to ensure that the project's objectives are fully met.

Task 2. Review of population and criminal justice statistical indicators.

There are numerous trends and factors that, to some extent, all have an impact on Minnehaha County's criminal justice system, and the County's need for jail services. These trends can be tangible and quantifiable, such as the County's population, or they can be intangible and difficult to quantify, such as public attitudes toward crime and offenders. 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 often 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 population, crime rate, or number of arrests are declining. While there may or may not be a direct statistical correlation, it is still important in a planning effort such as this to examine the trends in those areas that are both quantifiable and generally believed to have some impact on the County's need for jail services.

The 1999 study included a review of the current population and population projections for Minnehaha County and its surrounding counties. Since then, the 2000 and 2010 Census have been conducted, and new population projections have been developed based on that data. The new study will provide a current update of these County population trends and projections, compare them to the previous projections, and use the new data and projections as the basis for the County's updated inmate population forecast.

The 1999 study also examined other statistical indicators in Minnehaha County's criminal justice system. The study included a review of Crime Index Offenses reported in the County from 1989 – 1996 (the most recent available data at that time), as well as the number and type of criminal cases filed in Circuit Court from FY 1990 – FY 1998.

As part of the study, an examination will be made of the trends and changes in Minnehaha County's population, crime, arrests, criminal case filings, and other available statistical indicators, and an assessment will be made of the impact of these trends on the County's current and future jail needs. In the final report, the statistical data on these trends will be presented in easily understood tables and graphs, and also explained in a narrative format.

Task 3. Analysis of the County's inmate population trends and profile.

This project includes an analysis of Minnehaha County's current and future jail bed needs. Therefore, the project requires a clear understanding of the County's current and historical inmate population trends, as well as those of the other jurisdictions which house inmates at the Minnehaha County Jail.

The 1999 study provided a detailed analysis of Minnehaha County's inmate population trends for each month during preceding ten years (i.e., 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 being held for City ordinance violations, inmates being held for state offenses, and inmates being held for a federal agency (i.e., the U.S. Marshals Service or Immigration and Naturalization Service) each month;
- **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.

As part of the study, jail population data will be collected and analyzed to document growth trends and changes in these components of County's inmate population. This data will also provide information on the profile and composition of the County's current inmate population.

This information will provide a consistent and objective foundation for subsequent discussions on the County's current jail capacity, and the extent that the County's existing and planned facilities can meet the County's current and future needs for jail capacity.

In the final report, the statistical data on the County's inmate population trends will be presented in easily understood tables and graphs, and also clearly explained in a narrative format.

Task 4. Development of inmate population projections.

Based on the County's inmate population trends, correlations will be identified between historical trends and relevant demographic data, and formulas and relationships will be developed that can be applied to the County's current population projections to estimate the amount and type of jail capacity that will be required in the future.

Inmate population projections will be developed for Minnehaha County for facility planning purposes, based on the County's current population projections and inmate population trends. A variety of different forecasting methodologies will be used, including projections based on:

- The County's current inmate population growth trends;
- Trends in the County's rate of incarceration (ROI), or the number of inmates per 1,000 County population; and
- Trends in the average length of stay (ALOS) in the Minnehaha County jail system.

The development of inmate population projections and the forecast of jail capacity requirements involves the following general steps:

- Examination of historical inmate population trends;
- Examination of the County's population trends;
- Establishment of a baseline forecast of the County's average daily population (ADP) of inmates;
- Assessment of the total number and type of jail beds needed;
- Analysis of the inmate housing that is currently available or planned, and its continued viability; and
- Determination of the number and type of new or additional jail beds needed.

The results of this analysis will provide important planning information regarding both the number and type of jail beds that the County will need in the immediate future and in the long-term to support its needs for secure confinement.

In addition to the changing profile of the County's inmate population, other characteristics of the criminal justice system are also changing, many of which have significant implications on the number — and more importantly, the *type* — of jail beds, support services, and programs needed by the County, particularly for medical and mental health beds.

These and other factors all affect the number and type of jail beds, support services, and programs needed by the County to support its inmate population. This study will help the County to understand these issues and their implications, and determine how the County's existing resources — including the Minnehaha County Jail — can best be utilized to support the current and projected demands on the County's jail system.

Task 5. Assessment of current and future jail capacity requirements.

As mentioned in the preceding task, this project includes an analysis of the County's current and future jail bed needs. Therefore, the project requires a clear understanding of the existing and potential operational capacity of the Minnehaha County Jail and Community Corrections Center.

Based on the inmate population projections, an overall forecast of jail capacity requirements will be developed to convert the inmate projections into the total amount of jail capacity (jail beds) needed by the County to support the projections.

As part of the study, an assessment will be made of the jail's current operational capacity, as well as any current plans for expanding (or reducing) that capacity. Again, this information will provide a consistent and objective foundation for subsequent discussions regarding the County's specific jail needs, and the extent that the Minnehaha County Jail and Community Corrections Center can meet the County's current and future needs for jail capacity.

The inmate population projections and the forecast of jail capacity requirements will be developed for the next 10 to 20 years for facility planning purposes. Clear explanations will be provided for the methodologies used, and the assumptions on which the forecast models are based.

Task 6. Final report and presentation of recommendations to the County.

An important part of this project is providing a framework for discussing the County's current jail situation and future jail needs. The information on inmate population trends, projections, and jail capacity (from preceding tasks) will be used to provide a starting point for the County's subsequent discussions on the County's specific jail situation, and ultimately, for discussions on the extent that the Minnehaha County Jail and Community Corrections Center can meet the County's current and future needs for jail capacity.

As part of this project, I will:

- Present the preliminary findings with regard to the County's inmate population trends, projections, and jail capacity;
- Provide an overview of the major issues identified at the on-site meetings with the Sheriff and other County officials;
- Discuss the impact of these issues on the Minnehaha County Jail and Community Corrections Center; and
- Discuss preliminary recommendations for new or additional jail capacity.

I will then prepare a final report and formal presentation of the study’s findings and conclusions. At the conclusion of the project, I will provide a presentation to the Sheriff and County Commissioners to provide an overview of the study’s findings and conclusions, specific recommendations for new or additional jail capacity, and the rationale for these changes.

It is understood that there are many complicated issues that will have to be explored as part of this endeavor. The project should be seen as an opportunity to identify and discuss these critical jail planning issues, and to help the County determine the best options for accommodating the current and projected growth of its inmate population.

It is also understood that this project involves a certain amount of consensus-building with regard to the problems and solutions that the County is attempting to address. I believe the final report from this project should strive to achieve a balance — between providing sufficient detail to support the conclusions and recommendations, and at the same time, remaining clear, concise, and focused on its objective.

Project Schedule

Based on the preceding Work Plan, I believe the project can be accomplished in approximately 90 days, as shown in the proposed schedule below:

Work Plan	Month 1				Month 2				Month 3			
	1	2	3	4	1	2	3	4	1	2	3	4
Task 1. Project kick-off and orientation meeting with the County.												
Task 2. Review of population and criminal justice statistical indicators.												
Task 3. Analysis of the County’s inmate population trends and profile.												
Task 4. Development of inmate population projections.												
Task 5. Assessment of current and future jail capacity requirements.												
Task 6. Final report and presentation of recommendations to the County.												

I have attempted to develop a Work Plan that I believe can provide the full scope of services requested by the County, and provide ample opportunity for input from County officials. At the

same time, the Work Plan is designed to remain focused on the project's objectives and its completion.

Given the scope of work outlined in this proposal, a total of four on-site trips are suggested over the 90-day project period. For discussion purposes, the following meeting schedule is proposed.

On-Site Meetings	Purpose / Topics
#1	Project orientation. Project schedule. Discussion of data requirements and data collection. Discussion of study goals and objectives. Tour existing jail facilities.
#2	Continue data collection. Conduct interviews with Sheriff, County officials, and other local criminal justice system officials. Review preliminary data and findings.
#3	Review of the study's preliminary findings, conclusions, and recommendations. Review of draft report.
#4	Presentation of final report.

If, during the course of the project, it is determined that additional services, on-site meetings, or presentations are needed to successfully complete the project, this schedule and the following fee proposal can be amended to ensure that the County's specific needs are fully met.

Fee Proposal

Based on the scope of services and project approach outlined in this proposal, it is estimated that the study can be completed for **\$12,472**, including professional services and related project expenses. This fee proposal is based on an estimated total of 128 hours of professional services and four trips on-site from Kansas City.

The following table provides a breakdown of the basis for the fee proposal.

Professional Services				Hours	
Task 1.	Project kick-off and orientation meeting with the County.			16	
Task 2.	Review of population and criminal justice statistical indicators.			24	
Task 3.	Analysis of the County's inmate population trends and profile.			32	
Task 4.	Development of inmate population projections.			16	
Task 5.	Assessment of current and future jail capacity requirements.			16	
Task 6.	Final report and presentation of recommendations to the County.			24	
Total Hours				128	
Hourly Rate				\$75	
Subtotal for Professional Services				\$9,600	
Project Expenses		Quantity	Units	Unit Cost	Total
Mileage (4 trips, Kansas City to Sioux Falls)		2,864	miles @	\$0.50	\$1,432
Lodging		6	nights @	\$120	720
Meals		8	days @	\$40	320
Copying / Printing / Miscellaneous					400
Subtotal for Project Expenses					\$2,872
Total Contract (Professional Services + Project Expenses)					\$12,472

Thank you again for the opportunity to present this proposal. I would be happy to meet with you to discuss the proposal, and to refine or expand the proposed scope of the project to meet the County's specific needs.

If you have any questions or need additional information, please do not hesitate to call or e-mail.