

**Jail Needs
Assessment
for
Codington County
South Dakota**

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Jail Needs Assessment for Codington County, South Dakota

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Executive Summary

In April 2015, Codington County contracted with Bill Garnos, a nationally-recognized jail consultant, for the purpose of conducting a Jail Needs Assessment study, consisting of the following:

- Task 1. Review of Current Trends in Codington County's Criminal Justice System.
- Task 2. Review of Previous Jail Studies and Facility Assessments.
- Task 3. Assessment of the County Detention Center and Current Jail Capacity.
- Task 4. Analysis of the County's Current Inmate Population Trends and Profile.
- Task 5. Inmate Population Projections and Jail Capacity Requirements.
- Task 6. Final Report and Presentation.

During the course of this study, Bill met with and provided presentations to the Codington County Justice Advisory Committee at their regular meetings on March 12, April 9, June 16, July 21, and August 18, 2015. Additional days were spent on-site for inmate population data collection and the facility assessment on April 10, June 17, July 22, and August 5 – 6, 2015.

The Consultant — Bill Garnos is a nationally-recognized consultant specializing in the planning, design, and operation of jail facilities. He has directed or assisted with jail planning projects for more than 100 cities and counties in 27 states, and assisted with three state prison system master plans. Bill specializes in the development of jail needs assessment studies, regional jail feasibility studies, inmate population trends and projections, facility evaluations, alternatives to incarceration, operational cost studies, space programming, jail staffing plans, standards compliance, and the activation of new jail facilities and offender programs.

Bill currently works as an independent jail consultant. He previously served as the Senior Justice Planner at DLR Group, as the Senior Program Manager for the Justice Division at The Facility Group, as Vice President of CSG Consultants, and as the Senior Criminal Justice Planner for Correctional Services Group. Before becoming a consultant in 1989, Bill served on the Governor's staff in South Dakota through two administrations as the Executive Policy Analyst and Management Analyst for Corrections, and was the State Project Director for Corrections.

Bill is currently the Mayor of the City of Gladstone, Missouri. He received a Bachelor of Science degree in Criminal Justice from the University of South Dakota in 1981, and graduated from Watertown Senior High School in 1976.

Report Organization

This report includes a Table of Contents, and separate page listings for the Graphs and Tables and for photographs — for ease of reference.

Executive Summary — The Executive Summary provides a description of the project tasks, the consultant’s background, an overview of how the report is organized, and an outline of the report’s conclusion. (See pages 1 – 5.)

I. Review of Previous Jail Studies — This section provides a brief description of four recent jail studies, including facility assessments conducted by the Sheriff’s Department and the Facility Needs Committee in 2006, information that preceded the vote for a new Justice Center in 2014; and a Jail Facility Analysis completed by the National Institute for Jail Operations earlier this year. (See pages 6 – 16.)

II. Criminal Justice Statistical Indicators — This section provides a review of statistical data on crime and arrest trends in Codington County, criminal case filing trends in Circuit Court, and county population projections. (See pages 17 – 28.)

III. Inmate Population Trends — This section examines the inmate population trends at the Codington County Detention Center over the past seven years (2008 – 2014), and for 2015 to date (January – September) — a period of 93 months. This section looks at the number of jail bookings, the Average Daily Population (ADP), and the high and low inmate population range for each month during this period. Separate ADP breakdowns are also provided for (1) Codington County inmates, (2) inmates held at the Detention Center for other jurisdictions, and (3) total inmates. (See pages 29 – 46.)

An inmate population profile was also developed, and provides a “snapshot” of the inmate population at the Detention Center by gender, by age, by residence, by race/ethnicity, by the number of days in jail, by jurisdiction, by court status, and by alcohol/drug related charges and offenses. (See pages 47 – 55.)

IV. Inmate Population Projections — This section provides inmate population projections for facility planning purposes, and a forecast of Codington County’s future jail capacity requirements. (See pages 56 – 69.)

V. *Assessment of the Existing Jail Facility* — This section of the report includes:

- Photos showing current jail conditions; (See pages 70 – 85.)
- A discussion and review of American Correctional Association (ACA) Jail Standards; and (See pages 86 – 90.)
- An assessment of the existing jail facility's "capacity." (See pages 91 – 98.)

VI. *Conclusion* — Codington County is currently facing some critical decisions regarding its jail facility. The Detention Center building, by all assessments, is

- Outmoded / outdated;
- Under-sized;
- Poorly laid out and organized;
- Worn out;
- Comprised primarily of dormitory style housing;
- Lacking sufficient space for support services, including kitchen and laundry;
- Not designed for staff observation or interaction with inmates;
- Lacking natural light;
- Lacking adequate inmate program space;
- Lacking an intake and release area that efficiently supports that function, and which provides appropriate temporary holding capacity;
- Unable to meet current, accepted, minimum jail standards or legal-based jail guidelines; and
- Unable to be renovated or expanded in a way that addresses current deficiencies.

Since 2008, the inmate population at the Detention Center has zig-zagged up and down, but has steadily increased — at an average annual rate of growth of just under 3 percent per year. However, in 2015, the inmate population at the Detention Center increased significantly, from an Average Daily Population (ADP) of 59 inmates in 2014, to an ADP of 68 inmates during the first nine months of 2015.

All of Codington County's criminal justice statistical indicators show a modest rate of growth, and support the expectation that these factors will continue to grow at a modest rate. Likewise, the application of several different forecasting models to Codington County's inmate population trends all showed a continuing, modest rate of growth for the County's inmate population.

Then, during the course of this study, the Detention Center hit new record high inmate populations in each of the last three months, with:

- An ADP of 78 inmates in July — with daily populations ranging from 66 to 89 inmates (a new daily record high);
- An ADP of 79 inmates in August — with daily populations ranging from 73 to 86 inmates; and
- An ADP of 80 inmates in September — with daily populations ranging from 73 to 88 inmates.

The Detention Center also hit a new record high of 309 jail bookings in July this year, and the second highest monthly total of 283 bookings last month, in September.

These record high spikes in the inmate population have thrown a wrench into the County's inmate population projections. These last three months have helped to tip the overall trend lines up, but when factored in as part of 93 monthly data points, the forecasting models all still show a relatively modest overall rate of growth into the future.

Based on the average of four forecasting models, it is estimated that the Detention Center will have:

- *Five Years* — An ADP of 70 inmates (with model results ranging from 64 – 76 inmates), requiring a total of 88 jail beds in five years (by 2020);
- *Ten Years* — An ADP of 77 inmates (with model results ranging from 67 – 87 inmates), requiring a total of 97 jail beds in five years (by 2025);
- *15 Years* — An ADP of 83 inmates (with model results ranging from 70 – 98 inmates), requiring a total of 106 jail beds in 15 years (by 2030); and
- *20 Years* — An ADP of 90 inmates (with model results ranging from 72 – 109 inmates), requiring a total of 114 jail beds in 20 years (by 2035).

Despite the various assumptions and measurements of the County's overall inmate population growth over the past several years, these projections — which were developed for facility planning purposes — must be assessed against the actual record high inmate population levels that the Detention Center has now experienced.

Before hitting the record population spikes over the past three months, it seemed like 100 to 120 beds was a good, reasonable, and practical capacity goal for a new jail facility. Now, having experienced an ADP of 80 inmates last month, and a daily high of 89 inmates in July, and a high of 88 inmates last month, it would seem prudent to plan for an initial jail capacity in the 120 to 140 bed range for a new facility.

Mathematical models and trend analysis cannot replace Midwestern pragmatism. Ultimately, the County will need to decide how large a new jail should be — given all the historical data, emerging issues, and current projections. (*See pages 99 – 101.*)

The study's final section also provides specific conclusions regarding:

- The type of jail beds needed;
- Housing inmates for other jurisdictions;
- The intake and release area;
- The Criminal Justice Initiative (SB 70);
- Alternatives to incarceration; and
- Work Release. (*See pages 101 – 104.*)

Codington County needs to make some important, multi-million dollar facility decisions. It is understood that there is little public sympathy for jail conditions, or public support for a new jail facility. However, the existing Detention Center is clearly inadequate for the County's current and future use, and creates a huge potential for liability for the County. At the same time, the County needs to continue to monitor, manage, and control the use of its jail resources as much as possible.

Hopefully, the graphs, data, and trend analysis in this report will aid the County in its efforts to make good decisions regarding the appropriate size for a new jail facility, and to help educate the public about the need for a new jail facility.

I. Review of Previous Jail Studies

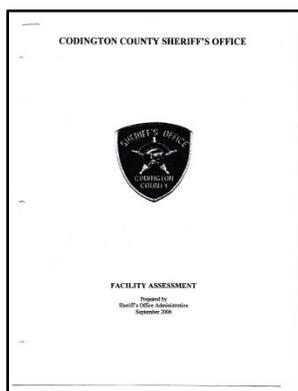
Codington County has already done considerable work to identify its jail facility deficiencies and space needs. Therefore, to incorporate this prior work into the current jail planning effort, a review was made of four recent jail studies, including

- The Facility Assessment conducted by the Codington County Sheriff's Department in 2006;
- The Facility Needs Committee's Study Task Force Recommendations in 2006;
- The information that preceded the vote for a new Justice Center in 2014; and
- The Jail Facility Analysis completed by the National Institute for Jail Operations in 2015.

This review of the previous jail assessments provides different perspectives on the same County problem. This section provides a brief synopsis of these previous jail studies, to take full advantage of the work that the County has already completed.

It should be kept in mind that the focus of this review is on the current jail facility (i.e., the building) and not on the jail's operations, policies and procedures, or staffing.

Facility Assessment, Codington County Sheriff's Office — 2006



In 2006, the Codington County Sheriff's Office completed a Facility Assessment. The report was *"an assessment of the most important issues as seen by the administration of the Sheriff's Office ..."*¹ The report included the following background information on the Detention Center.

In 1974 the Codington County Law Enforcement/ Detention Center was erected using grant funds. ... The building was built as a regional detention center and Law enforcement/Emergency

¹ *Facility Assessment*, Codington County Sheriff's Office, September 2006. [Note: A full copy of the report is available on the Codington County Justice Advisory Committee's website.]

Management facility. ... The cost of construction of this facility was \$725,000.00. The final construction constituted 7,194 square feet of work space. The detention center was designed to be a regional center with 38 beds. ... In 1998, a 5,500 square foot addition was made to the Sheriff's Office/Detention Center. The addition cost was \$1.9 million. The addition made the Law Enforcement Center a total of 12,694 square feet. ... The addition to the Detention Center added 14 additional beds. As a result of this addition the Detention Center was able to house juveniles in a secured location according to changing federal standards. ... When constructed the building was projected to meet public safety needs for approximately 10 to 15 years. ...

In 1974, the detention center was constructed with 38 beds. In 1984 the Sheriff's Office took over management of the detention center. This added one chief jailer and four full-time jailers to the Sheriff's Office staff. With modifications and additions, the detention center at present has 70 beds. The Codington County Detention Center has met state and federal standards to be used as a co-located facility for the housing of juvenile offenders. As the Detention Center is a regional facility we currently contract with the counties of Deuel, Hamlin, Clark and Kingsbury for the housing of prisoners. At present there are nine full-time jailers, two part-time jailers, a full-time cook and Chief Jailer to total 13 personnel. Prisoner populations have grown. In 1985 there was daily average population of 20.85 prisoners per day. In 2005, the average daily population was 52.29 prisoners per day. At the time of this report, September 21, 2006, the population of the jail is at 68. During the summer of 2006, the inmate population had spiked as high as 82 inmates. The "linear" design of the jail, along with the increased population, is not conducive for security, monitoring and/or movement of prisoners within the facility. Along with the age of the facility and the rising inmate population, the building is suffering from insufficient plumbing, electrical and security issues. The kitchen area was redesigned to make room for additional equipment and more space to meet demands of the detention center. Due to over population, several areas of the detention center have been used as bedding areas, utilizing portable cots for additional inmates.²

² Facility Assessment, Codington County Sheriff's Office, September 2006.

“New Facility Concerns” for the Detention Center were listed as follows.

1. Employees

- a. *Personal storage closets or lockers.*
- b. *Employee restrooms, locker area, changing area*
- c. *Secure/Private entrance.*
- d. *Secure/Private parking*

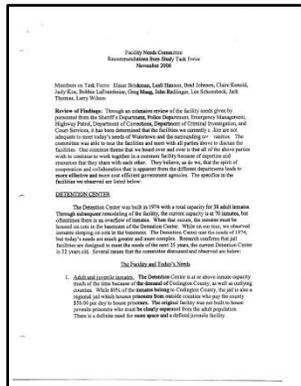
2. Facility

- a. *Construct a round, pod design, with centralized control room, maximizing visibility/inmate activity.*
- b. *Update locks and cells to maximize safety and security.*
- c. *Update camera and recording equipment.*
- d. *Larger booking area to accommodate more than one booking at a time.*
- e. *Separate storage area for inmate property.*
- f. *Separate dorm style area for male/female work release inmates.*
- g. *Separate changing area for male/female work release inmates.*
- h. *Two separate outdoor recreation areas.*
- i. *Ample cell space to meet the needs of the rising prisoner population well into the future.*
- j. *Two confinement cells, male/female.*
- k. *Two intoxication cells, male/female.*
- l. *Juvenile cells, male/female, sight and sound separate from adults*
- m. *Multiple computer work stations for bookings, logging and reports.*
- n. *Secured area for storage of inmate medications.*
- o. *Kitchen area large enough to expand for future needs.*
- p. *Ample food storage with Freezer and Refrigerator units.*
- q. *Large secure garage area for transporting of prisoners.*
- r. *Large storage area for Detention Center Supplies, Surplus equipment.*

- s. Large storage area for Detention Center records.
- t. Library area for inmate use (AA, NA meetings, etc.).
- u. Closed circuit TV (public access, in cell inmate access) with multiple stations for inmate visitation.³

Facility Needs Committee, Recommendations from Study Task Force — 2006

In 2006, a citizens' committee conducted an extensive review of the County's facility needs at the Courthouse and at the Detention Center, and "determined that the facilities we currently utilize are not adequate to meet today's needs of Watertown and the surrounding communities."⁴ The Committee's report included the following observations regarding the Detention Center.



The Detention Center was built in 1974 with a total capacity for 38 adult inmates. Through subsequent remodeling of the facility, the current capacity is at 70 inmates, but oftentimes there is an overflow of inmates. When that occurs, the inmates must be housed on cots in the basement of the Detention Center. ... The Detention Center met the needs of 1974, but today's needs are much greater and more complex. Research confirms that jail facilities are designed to meet the needs of the next 25 years, the current Detention Center is 32 years old. Several issues that the committee discussed and observed are below:

The Facility and Today's Needs

1. Adult and juvenile inmates. *The Detention Center is at or above inmate capacity much of the time because of the demand of Codington County, as well as outlying counties. While 80% of the inmates belong to Codington County, the jail is also a regional jail which houses prisoners from outside counties who pay the county \$50.00 per day to house*

³ Facility Assessment, Codington County Sheriff's Office, September 2006.

⁴ Facility Needs Committee, Recommendations from Study Task Force, November 2006. Task Force members included Elmer Brinkman, Lesli Hanson, Brad Johnson, Claire Konold, Judy Koe, Bobbie LaFramboise, Greg Maag, John Redlinger, Lee Schoenbeck, Jack Thomas, and Larry Wilson. [Note: A full copy of the report is available on the Codington County Justice Advisory Committee's website.]

*prisoners. The original facility was not built to house juvenile prisoners who must be clearly separated from the adult population. There is a definite need for more space and a defined juvenile facility.*⁵

The Committee unanimously agreed that *“the present facility at the Detention Center and the Courthouse (judicial system) does not meet the present needs of this community and further study should continue.”*⁶ The Committee recommended that this “further study” should:

1. *Include as many of the surrounding counties as possible in the discussion.*
2. *Explore funding sources from city, county, state, and federal granting sources.*
3. *Provide tours for the community so citizens can fully understand the overcrowding and technology needs.*
4. *Proceed in a conservative and responsible manner to ensure a process where all stakeholders will be optimally served.*
5. *Research the usage of the existing structures for other purposes if a new facility is recommended through the study.*⁷

Jail Information Provided Before the 2014 Vote for a New Justice Center

A limited amount of information on the Codington County Detention Center was published prior to the 2014 vote for a new Justice Center. On the fact sheet, it stated *“The National Institute of Corrections states the average lifespan of a jail is 30-40 years. The Codington County Detention Center is 40 years old, built for a capacity of 38 inmates in 1973. The aged facility creates safety concerns of supervision and prisoner movement.”*⁸

⁵ *Facility Needs Committee, Recommendations from Study Task Force, November 2006.*

⁶ *Facility Needs Committee, Recommendations from Study Task Force, November 2006.*

⁷ *Facility Needs Committee, Recommendations from Study Task Force, November 2006.*

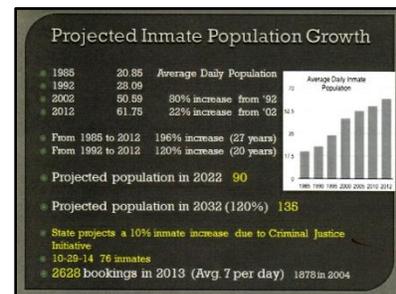
⁸ *Codington County Justice Center, Watertown, South Dakota (flyer / fact sheet), General Overview.*

Some of this public information on the County's jail needs were as follows.

120% Increase From 1992 to 2012

- *Currently have an average daily population of 60 inmates, a **196% population increase** since 1985*
- *Projections show **135 inmates** per day by 2032*
- *Existing jail will not accommodate more than **78 total inmates***
 - *Have a total of 96 beds, but can only fill approximately **80%** due to classification and segregation*
- *Sheriff's office generates **18%** of their overall budget*
- *It would cost **\$400,000 to \$500,000** annually to transport prisoners if the jail is separate from the courthouse*
 - *5 staff members and two vehicles*
 - *\$500,000 X 40 years (life of current jail) = \$20,000,000⁹*

Other material on the County's inmate population growth indicated that the Average Daily Population (ADP) at the jail had increased 120 percent over the past 20 years — from an ADP of 28 inmates in 1992, to 62 inmates in 2012. If this rate of growth continues, it was estimated that Codington County would have a projected inmate population of 90 inmates in 2022 (i.e., in 10 years), and 135 inmates in 2032 (i.e., in 20 years).



The public education material also mentioned that the State of South Dakota has projected a 10 percent inmate increase due to the Criminal Justice Initiative.¹⁰

Other public education material included the annual average inmate population at the Detention Center for each year from 1985 through 2012 (a period of 28 years). This information is shown in the tables on the following page.

⁹ Codington County Justice Center, Watertown, South Dakota (flyer / fact sheet), Detention Center/Jail Overview.

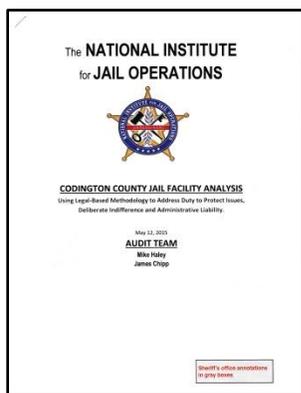
¹⁰ Codington County Justice Center, Watertown, South Dakota (flyer / fact sheet), General Overview.

Annual Population by Year — Codington County Detention Center (1985 – 2012)

Year	Average Population						
1985	21	1992	28	1999	44	2006	61
1986	23	1993	42	2000	46	2007	55
1987	18	1994	32	2001	38	2008	58
1988	17	1995	34	2002	51	2009	56
1989	25	1996	41	2003	49	2010	56
1990	25	1997	41	2004	55	2011	55
1991	25	1998	49	2005	52	2012	62

**Codington County Jail Facility Analysis,
National Institute for Jail Operations — 2015**

In May 2015, a jail facility analysis was conducted by two auditors (inspectors) from the National Institute for Jail Operations (NIJO). NIJO was contracted to conduct an analysis and inspection of the Codington County Detention Center, including:



- A review of the facility structure, design, and ability to safely and securely house violent and non-violent criminals as ordered by the courts; and
- A brief on-site inspection of physical plant conditions, observation of prisoner and staff movement, training, and a general overview of jail operations.

The NIJO uses what it calls “Legal Based Jail Guidelines” for its inspections. NIJO’s inspections are focused primarily on those physical plant and operational jail issues that have been litigated and addressed by the courts. Their “legal-based methodology” is designed to address “duty to protect” issues, “deliberate indifference,” and administrative liability.

The NIJO report found as follows.

This review found that the current physical condition, general operations and staffing levels of Codington County Jail is at substantial risk of prisoner litigation including but not limited to:

- *Constitutional violations of prisoners 8th and 14th amendments.*
- *Civil liability for “Failure to Protect” issues involving prisoner management.*
- *Being found culpable by federal courts of “Deliberate Indifference”, involving prisoners’ rights.*
- *Litigation involving clearly established rights of prisoners.¹¹*

The NIJO report included numerous findings and recommendations, organized as follows.

Facility Review

Physical Structure

- *Sally Port / Booking Garage*
- *Perimeter Security*
- *External Barriers*
- *Emergency Generator*
- *Facility Roof Control*
- *Kitchen*
- *Laundry*
- *Prisoner Property Storage*
- *Prisoner Housing Areas*
- *Lines of Sight*
- *Jail Control Room*
- *Booking Holding Cells*
- *American Disability Act (ADA) Cell*

Medical Services

*Safety, Security, and Control
of Prisoners*

- *Lines of Sight*
- *Cameras/CCTV*
- *Fire Evacuation Routes*
- *Fire Inspections*
- *Court / Prisoner Transportation to/from Jail*
- *Cell Space (Dormitory Units and Cells)*
- *Natural Lighting*

Staffing Concerns

- *Staff Supervision*

Prisoner Management

- *Prisoner Classification*
- *Prisoner Discipline*

Some of the specific findings regarding the Detention Center facility include the following.

During the on-site inspection, it became clear the facility has numerous challenges and limitations ...¹²

The facility layout is cumbersome ...¹³

¹¹ *Codington County Jail Facility Analysis*, National Institute for Jail Operations, 2015, page 7.

¹² *Codington County Jail Facility Analysis*, National Institute for Jail Operations, 2015, page 9.

The physical structure (jail building) is dysfunctional. The varied levels of prisoner housing, the lack of adequate support space and the flow of the buildings are not conducive to good risk management.¹⁴

The prisoner housing areas ... have several issues of concern which pose significant risk management issues.¹⁵

The facility has numerous areas with poor line of sight.¹⁶

Jail control area is undersized and inadequate.¹⁷

The booking holding cells are inadequate for appropriate security operations The current physical structure conditions are totally inadequate for a jail environment. The lack of proper holding facilities, lack of segregation cells and the current construction material in place presents safety risks for officers and arrestees.¹⁸

With regard to the inmate housing areas at the Detention Center, the NIJO inspectors stated as follows.

Observation of dormitory areas available space does not appear to meet adequate square feet of clear floor space. Occupancy limits for dormitory style housing units should generally be determined by requiring 40 square feet of clear floor space for the first inmate and 18 feet of clear floor space for each additional inmate.

Observation of single and double cell areas available cell space do not appear to meet adequate square feet of clear floor space. In existing facilities, double celling should be limited to cells with an area of 55 square feet or more.

While conducting the onsite review of the facility, the dayroom space in each type of housing unit was observed along with the

¹³ *Codington County Jail Facility Analysis*, National Institute for Jail Operations, 2015, page 9.

¹⁴ *Codington County Jail Facility Analysis*, National Institute for Jail Operations, 2015, page 10.

¹⁵ *Codington County Jail Facility Analysis*, National Institute for Jail Operations, 2015, page 12.

¹⁶ *Codington County Jail Facility Analysis*, National Institute for Jail Operations, 2015, page 12.

¹⁷ *Codington County Jail Facility Analysis*, National Institute for Jail Operations, 2015, page 13.

¹⁸ *Codington County Jail Facility Analysis*, National Institute for Jail Operations, 2015, page 13.

available space in the sleeping/bunk area. Although measurements were not taken during this review, it appeared that the size of the dayrooms and or the common areas do not provide for adequate space for prisoners to move freely about their cell area and to engage in authorized activities with a minimum of impediment.¹⁹

The NIJO inspectors also noted the complete lack or limited amount of natural light in the inmate housing areas.

Windows in the housing units have been painted over to minimize communication or visual observations between prisoners in the housing units and the public. This significantly reduces the amount of natural light available to prisoners. Observations of the dormitory areas did not appear to have any access to natural light at all.

In considering the factors involved in the lack of cell-dayroom space and the limits on outside recreation access, the limited access to natural light is a concern in the opinion of the inspectors. The concerns specifically are due to the combination of prisoner's not having the ability to move freely about their cell area and to engage in authorized activities with a minimum of impediment, limitations to outside recreation areas for extended times during inclement weather and the lack of natural lighting may create an environment that contributes to prisoner unrest and or disturbances. ... Both inspectors initial reaction, ... based on many years of experience assessing various jail facilities, is that the current combination of deficiencies should be of great concern to jail officials. This combination of conditions may pose a risk to the safe, secure, and orderly environment for staff and prisoners.²⁰

The NIJO inspectors also noted the “physical layout and limitations” of the facility’s special management housing units are “insufficient” for managing prisoners that are “at risk for assaultive or self-destructive behavior,” and for prisoners that have “demonstrated behavior contrary to the rules and regulations of the facility.” The lack of specialized housing units “may pose a significant risk to the safety, security, order, and control of the facility.”²¹

¹⁹ Codington County Jail Facility Analysis, National Institute for Jail Operations, 2015, page 16.

²⁰ Codington County Jail Facility Analysis, National Institute for Jail Operations, 2015, pages 16 – 17.

²¹ Codington County Jail Facility Analysis, National Institute for Jail Operations, 2015, pages 18 – 19.

The report concluded *“NIJO finds that the Codington County Sheriff’s Office is putting forth good faith efforts to run a constitutionally safe jail, maximizing the limited resources and budget provided to them. However, they are severely limited by the facility design and staffing to operate a constitutionally safe jail.”*²²

²² *Codington County Jail Facility Analysis*, National Institute for Jail Operations, 2015, page 19.

II. Criminal Justice Statistical Indicators

There are numerous trends and factors that, to some extent, all have an impact on Codington 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 is 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.

As part of this study, an examination was made of the trends and changes in Codington County's current crime and arrest trends, criminal case filing trends in Circuit Court, and the county's population projections.

A. Crime Trends in Codington County

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 have been seven years of annual crime data collected for Codington County. During this period, the total number of criminal offenses reported in Codington County increased steadily from 2,561 offenses in 2008, to a high of 2,990 offenses in 2013 (a 17 percent increase), and then dropped back down to 2,610 offenses last year (2014). Overall, this represents an Average Annual Rate of Growth (AAROG) of 0.5 percent per year over the past seven years.

The highest number of reported offenses were for:

- 13B – Simple Assault
- 290 – Destruction/Damage/Vandalism of Property

- 90C – Liquor Law Violations
- 90D – Driving Under the Influence
- 35A – Drug/Narcotic Violations

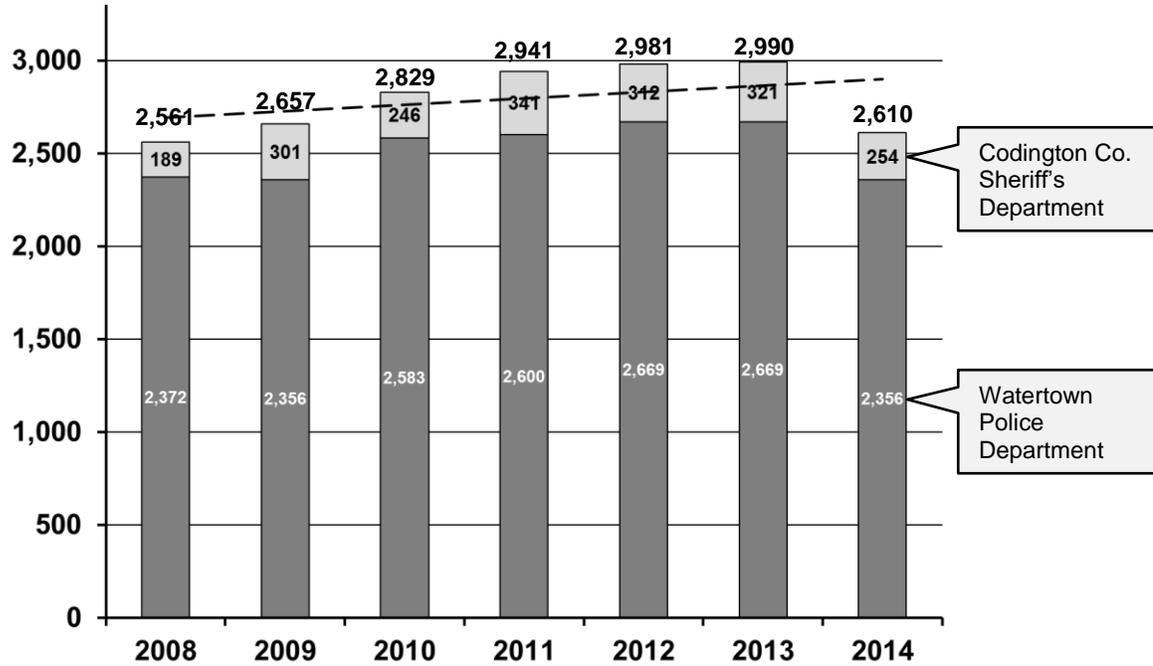
These five offense categories represent almost half (49 percent) of the crime reported in Codington County over the past seven years (2008 – 2014).

On average, approximately 90 percent of the offenses were reported by the Watertown Police Department, and 10 percent were reported by the Codington County Sheriff's Office.

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 Codington County over the past seven years (2008 – 2014).

Criminal Offenses Reported in Codington County (2008 – 2014)



Offenses	2008	2009	2010	2011	2012	2013	2014
09A – Murder & Non-Negligent Manslaughter	0	1	0	1	0	1	0
11A – Rape	21	21	25	20	16	12	13
11B – Sodomy	1	0	2	3	5	4	2
11C – Sexual Assault With An Object	0	1	1	1	1	0	0
11D – Fondling	12	20	29	16	16	16	19
13A – Aggravated Assault	18	29	46	51	53	49	46
13B – Simple Assault	278	314	405	379	355	369	306
13C – Intimidation	25	21	59	55	87	76	72
23B – Purse-snatching	1	0	0	0	0	0	0
23C – Shoplifting	68	72	113	95	103	92	76
23D – Theft From Building	123	153	152	139	160	183	155
23E – Theft From Coin-Operated Machine or Device	1	4	2	0	2	0	0
23F – Theft From Motor Vehicle	88	79	119	90	63	124	92
23G – Theft of Motor Vehicle Parts or Accessories	25	23	18	17	13	16	7
23H – All Other Larceny	198	143	166	165	158	177	160
26A – False Pretenses / Swindle/Confidence Game	39	47	53	42	46	47	56
26B – Credit Card / Automatic Teller Machine Fraud	19	16	17	13	6	21	21
26C – Impersonation	35	26	33	31	61	29	50
35A – Drug / Narcotic Violations	157	154	158	202	233	300	254
35B – Drug Equipment Violations	90	93	93	118	150	212	193

Offenses	2008	2009	2010	2011	2012	2013	2014
36A – Incest	1	0	0	2	0	1	1
36B – Statutory Rape	9	6	1	6	11	1	4
39A – Betting / Wagering	1	0	0	0	0	0	0
40A – Prostitution	0	0	2	1	1	3	1
100 – Kidnapping / Abduction	3	6	1	3	9	9	0
120 – Robbery	0	4	1	4	2	4	2
200 – Arson	7	4	1	2	2	1	3
220 – Burglary / Breaking & Entering	89	90	92	91	133	142	105
240 – Motor Vehicle Theft	37	38	43	40	33	34	29
250 – Counterfeiting / Forgery	34	26	29	22	24	28	33
270 – Embezzlement	10	23	14	12	9	10	4
280 – Stolen Property Offenses	6	1	7	6	4	23	14
290 – Destruction / Damage / Vandalism of Property	392	341	350	368	306	267	266
370 – Pornography / Obscene Material	8	13	20	13	13	7	13
510 – Bribery	0	0	0	0	0	0	1
520 – Weapon Law Violations	6	7	4	20	13	17	14
90A – Bad Checks	5	4	7	2	4	2	2
90B – Curfew / Loitering / Vagrancy Violations	1	0	0	1	0	0	0
90C – Disorderly Conduct	31	41	50	50	40	77	65
90D – Driving Under the Influence	231	240	189	196	218	222	163
90E – Drunkenness	0	49	42	66	62	53	53
90F – Family Offenses, Nonviolent	1	0	1	5	4	13	19
90G – Liquor Law Violations	265	326	265	366	330	225	193
90H – Peeping Tom	0	0	0	0	1	1	2
90I – Runaway	81	49	45	47	35	3	0
90J – Trespass of Real Property	20	20	14	25	18	15	10
90Z – All Other Offenses	124	152	160	155	181	104	91
Total Offenses Reported	2,561	2,657	2,829	2,941	2,981	2,990	2,610

Source: Crime in South Dakota, 2008 – 2014, Office of the Attorney General, Division of Criminal Investigation, Criminal Statistical Analysis Center. Reporting agencies include the Watertown Police Department and the Codington County Sheriff's Office.

B. Arrest Trends in Codington County

Since the introduction of NIBRS, there has been seven years of annual arrest data collected for Codington County. During this period, the total number of adult arrests in Codington County increased from 1,091 adult arrests in 2008, to a high of 1,394 adult arrests in 2011 (a 28 percent increase), and then dropped back down to 1,170 adult arrests last year (2014). Overall, this represents an Average Annual Rate of Growth (AAROG) of 1.7 percent per year over the past seven years.

The highest number of adult arrests were for:

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

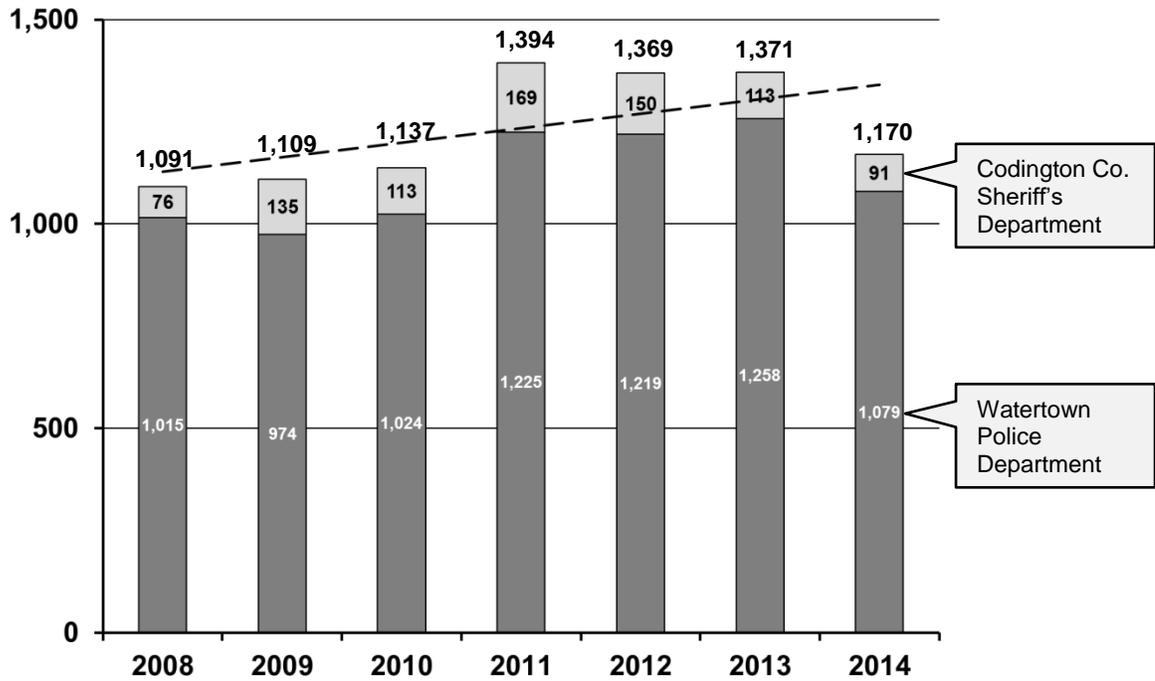
These four offense categories represent 62 percent of the adult arrests in Codington County over the past seven years (2008 – 2014).

On average, approximately 90 percent of the adult arrests were provided by the Watertown Police Department, and 10 percent were provided by the Codington County Sheriff's Office.

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 Codington County over the past seven years (2008 – 2014).

Adult Arrests in Codington County (2008 – 2014)



Offenses	2008	2009	2010	2011	2012	2013	2014
09A – Murder & Non-Negligent Manslaughter	0	1	0	0	0	1	0
11A – Forcible Rape	7	7	10	4	4	3	1
11B – Forcible Sodomy	0	0	0	0	1	1	0
11C – Sexual Assault With An Object	0	0	0	1	0	0	0
11D – Forcible Fondling	3	4	4	5	3	1	3
13A – Aggravated Assault	12	13	20	35	30	33	26
13B – Simple Assault	172	135	155	165	165	196	168
13C – Intimidation	7	6	13	11	23	35	27
23C – Shoplifting	30	34	65	80	77	75	56
23D – Theft From Building	16	16	9	14	10	15	13
23F – Theft From Motor Vehicle	10	7	3	2	5	18	2
23G – Theft of Motor Vehicle Parts or Accessories	0	2	0	0	2	0	1
23H – All Other Larceny	4	7	8	4	7	16	25
26A – False Pretenses / Swindle/Confidence Game	8	8	15	14	7	9	8
26B – Credit Card / Automatic Teller Machine Fraud	0	0	0	0	0	0	2
26C – Impersonation	18	10	14	14	14	8	7
35A – Drug / Narcotic Violations	123	109	111	169	185	241	181
35B – Drug Equipment Violations	20	23	25	29	34	45	46
36B – Statutory Rape	5	2	2	0	1	0	0
40A – Prostitution	0	0	3	0	2	2	1

Offenses	2008	2009	2010	2011	2012	2013	2014
100 – Kidnapping / Abduction	0	0	0	1	1	4	0
120 – Robbery	0	1	1	2	1	0	0
200 – Arson	1	0	0	0	1	0	2
220 – Burglary / Breaking & Entering	13	15	14	22	16	18	19
240 – Motor Vehicle Theft	7	7	8	7	4	8	5
250 – Counterfeiting / Forgery	10	7	8	6	8	10	7
270 – Embezzlement	5	12	7	5	6	3	2
280 – Stolen Property Offenses	3	1	3	3	0	5	2
290 – Destruction / Damage / Vandalism of Property	34	26	36	42	32	27	27
370 – Pornography / Obscene Material	2	2	5	6	1	1	1
520 – Weapon Law Violations	5	2	2	10	4	12	5
90A – Bad Checks	5	4	7	2	4	2	2
90B – Curfew / Loitering / Vagrancy Violations	1	0	0	1	0	0	0
90C – Disorderly Conduct	31	25	32	28	23	50	46
90D – Driving Under the Influence	228	231	184	194	214	220	162
90E – Drunkenness	0	49	42	66	61	53	53
90F – Family Offenses, Nonviolent	0	0	0	0	0	13	19
90G – Liquor Law Violations	209	232	215	314	288	184	183
90H – Peeping Tom	0	0	0	0	1	1	2
90I – Runaway	0	1	0	0	0	0	0
90J – Trespass of Real Property	18	17	10	25	18	13	10
90Z – All Other Offenses	84	93	106	113	116	48	56
Total Offenses Reported	1,091	1,109	1,137	1,394	1,369	1,371	1,170

Source: Crime in South Dakota, 2008 – 2014, Office of the Attorney General, Division of Criminal Investigation, Criminal Statistical Analysis Center. Reporting agencies include the Watertown Police Department and the Codington County Sheriff's Office.

C. Criminal Case Filings in Circuit Court in Codington County

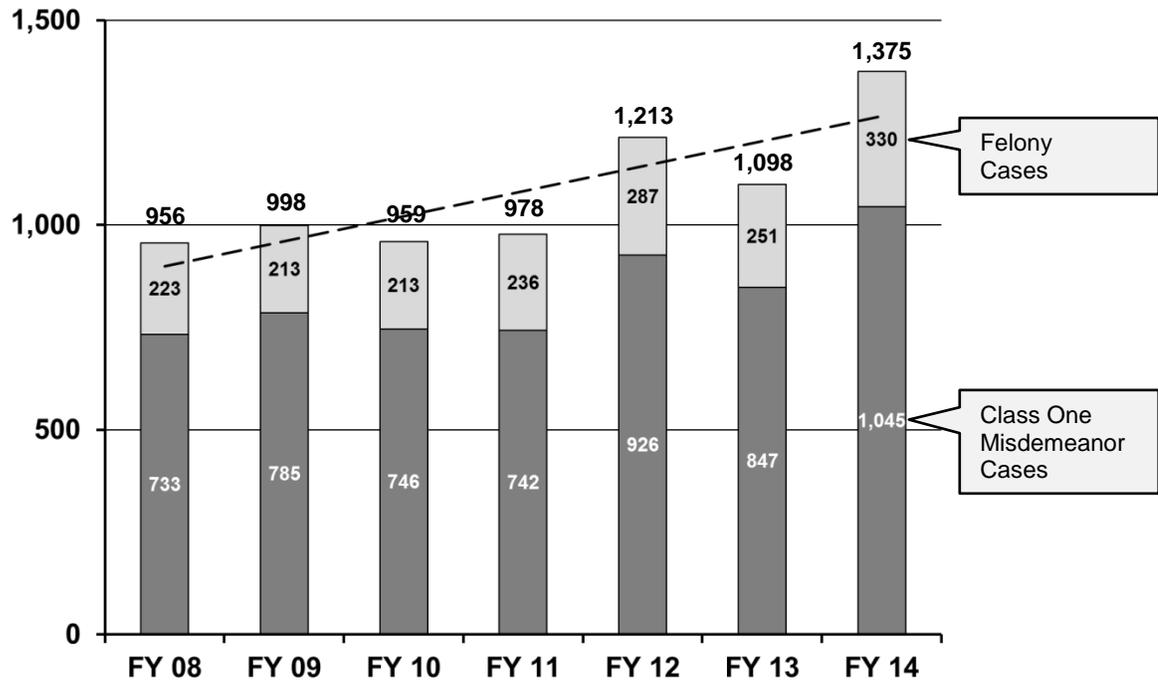
As part of this study, an examination was made of the number of criminal cases filed in Circuit Court in Codington County over the past seven fiscal years (FY 2008 – FY 2014) for Felonies and Class One Misdemeanors. For purposes of this study, criminal case filings for Class Two Misdemeanors and Petty Offenses were excluded, as these have less impact on the County's jail bed utilization.

- *Total Criminal Case Filings* — Over the past seven fiscal years, the number of criminal case filings for Felonies and Class One Misdemeanors in Codington County has increased from 956 total cases in FY 2008, to a high of 1,375 total cases in FY 2014 — an increase of 44 percent. Overall, this represents an Average Annual Rate of Growth (AAROG) of 7 percent per year over the past seven years.
- *Felonies* — Over the past seven fiscal years, the number of case filings for Felonies in Codington County has increased from 223 felony cases in FY 2008, to 330 felony cases in FY 2014 — an increase of 48 percent.
- *Class One Misdemeanors* — Over the past seven fiscal years, the number of case filings for Class One Misdemeanors in Codington County has increased from 733 cases in FY 2008, to 1,045 cases in FY 2014 — an increase of more than 43 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 Codington County over the past seven fiscal years.

**Criminal Case Filings in Circuit Court
 in Codington County (FY2008 – FY2014)**



Criminal Cases	FY 2008	FY 2009	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014
Class One Misdemeanor	733	785	746	742	926	847	1,045
Felony	223	213	213	236	287	251	330
Total Criminal Case Filings	956	998	959	978	1,213	1,098	1,375

Source: Annual Report of the South Dakota Unified Judicial System, Fiscal Year 2008 – Fiscal Year 2014, Unweighted Criminal Caseload

Note: Criminal caseload data for Circuit Court also includes a large volume of filings for Class Two Misdemeanors, Petty Offenses, and Municipal Offenses, which have not been included for purposes of this jail needs assessment study (i.e., Class One Misdemeanor cases and Felony cases are more likely to involve some amount of jail time).

D. Population Projections for Codington County

Total County Population

According to the U.S. Census Bureau, the total population of Codington County has increased from:

- 22,698 people in 1990; to
- 25,897 people in 2000; to
- 27,227 people in 2010.

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

The current population of Codington County was estimated at 27,938 people in 2014.

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

- 27,227 people in 2010; to
- 28,120 people in 2015; to
- 28,932 people in 2020; to
- 29,627 people in 2025; to
- 30,204 people in 2030; to
- 30,691 people in 2035.²³

This represents an increase of 9 percent to Codington County's total population over the next 20 years (2015 – 2035).

20 – 44 Year Old Males

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

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

equally to the jail population. For example, changes in the number of children or elderly in the county do not affect the 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 Codington 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 Codington County will continue to grow, but at a slower 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:

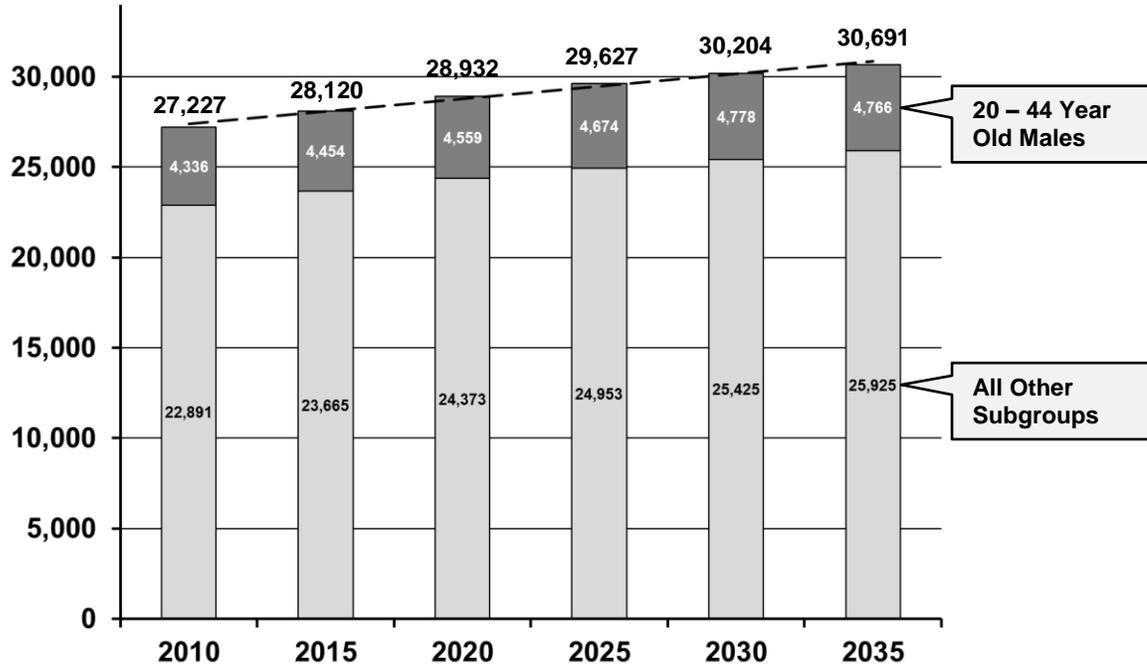
- 4,336 people in 2010; to
- 4,454 people in 2015; to
- 4,559 people in 2020; to
- 4,674 people in 2025; to
- 4,778 people in 2030; to
- 4,766 people in 2035.²⁴

This represents an increase of 7 percent over the next 20 years (2015 – 2035) for this primary "age-at-risk" demographic. Therefore, while the population of Codington County will continue to experience moderate growth, the population group which contributes the most jail inmates is also expected to experience moderate growth.

The graph and table on the following page show the projected population of Codington 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 Codington County (2010 – 2035)



Population Group	2010	2015	2020	2025	2030	2035
20 – 44 Year Old Males	4,336	4,454	4,559	4,674	4,778	4,766
All Other Subgroups	22,891	23,665	24,373	24,953	25,425	25,925
Total County Population	27,227	28,120	28,932	29,627	30,204	30,691

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

III. Inmate Population Trends

Of all statistical indicators, past jail population trends provide the best information with regard to the County's utilization of jail beds. While crime trends, arrests trends, criminal case filing trends, and County population trends all have an impact, to some extent, on the County's demand for jail services, 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 the inmate population trends at the Codington County Detention Center over the past seven years (2008 – 2014), and for 2015 to date (January – September) — a period of 93 months. This section looks at the number of jail bookings, the ADP, and the high and low inmate population range for each month during this period.

An inmate population profile was also developed, and provides a breakdown of the inmate population by gender, by age, by residence, by race/ethnicity, by the number of days in jail, by jurisdiction, by court status, and by alcohol/drug related charges and offenses.

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.

Total Annual Bookings

Over the past seven years, the total number of jail bookings at the Detention Center has increased from 2,203 bookings in 2008, to 2,567 bookings in 2014 — an increase of 17 percent during this seven-year period. Overall, this represents an Average Annual Rate of Growth (AAROG) of 3 percent per year over the past seven years.

Monthly Bookings

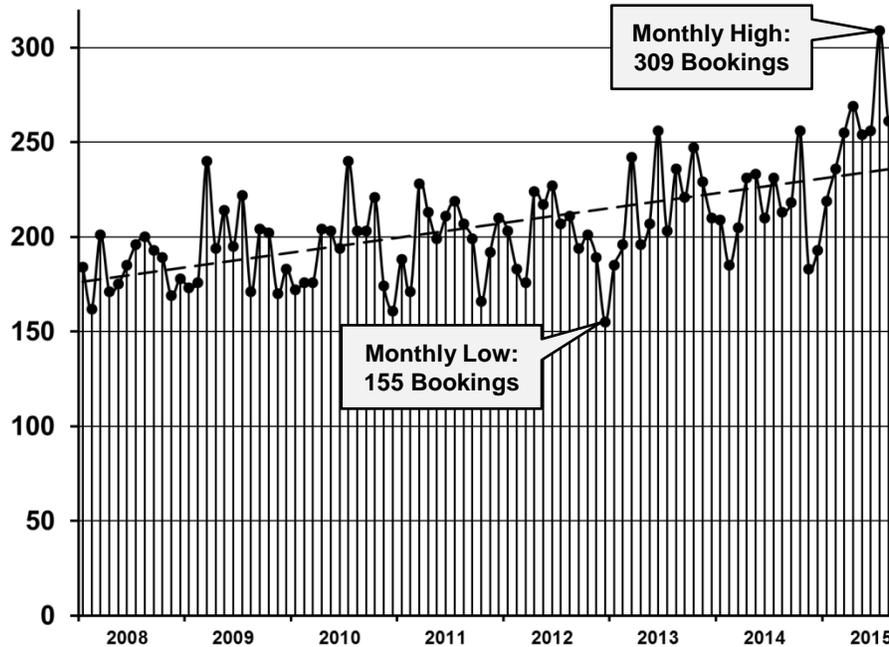
Over the past seven years, the number of jail bookings each month at the Detention Center has increased from an average of 184 bookings per month in 2008, to an average of 214 bookings per month in 2014. During the first nine months of 2015, the

Detention Center has averaged 260 bookings per month — an increase of 22 percent over 2014.

Since 2008, the number of bookings each month ranged from a low of 155 bookings in December 2012, to a high of 309 bookings in July 2015.

The graph and table on the following page show the number of jail bookings at the Codington County Detention Center for each month from 2008 through 2015 to date, including the high, low, and overall trendline.

Monthly Bookings at the
 Codington County Detention Center (2008 – 2015)



Month	2008	2009	2010	2011	2012	2013	2014	2015
January	184	173	172	188	203	185	209	219
February	162	176	176	171	183	196	185	236
March	201	240	176	228	176	242	205	255
April	171	194	204	213	224	196	231	269
May	175	214	203	199	217	207	233	254
June	185	195	194	211	227	256	210	256
July	196	222	240	219	207	203	231	309
August	200	171	203	207	211	236	213	261
September	193	204	203	199	194	221	218	283
October	189	202	221	166	201	247	256	
November	169	170	174	192	189	229	183	
December	178	183	161	210	155	210	193	
Monthly Average	184 Bookings	195 Bookings	194 Bookings	200 Bookings	199 Bookings	219 Bookings	214 Bookings	260 Bookings
Annual Total	2,203 Bookings	2,344 Bookings	2,327 Bookings	2,403 Bookings	2,387 Bookings	2,628 Bookings	2,567 Bookings	2,342 Bookings

Source: Codington County Sheriff's Office.

B. Average Daily Population (ADP)

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.

$$\boxed{\begin{array}{c} \text{Total Prisoner} \\ \text{Days (TPD)} \\ \text{in the Month} \end{array}} \div \boxed{\begin{array}{c} \text{\# of Days} \\ \text{in the Month} \end{array}} = \boxed{\begin{array}{c} \text{Average Daily} \\ \text{Population} \\ \text{(ADP)} \end{array}}$$

The following pages provide important planning information on the ADP of the Codington County Detention Center. The data was also broken down (“disaggregated”) to examine the ADP of Codington County inmates and for those inmates held at the Detention Center for other jurisdictions.

Codington County’s ADP

Over the past seven years, the number of Codington County inmates in the Detention Center has remained fairly stable, with an ADP of:

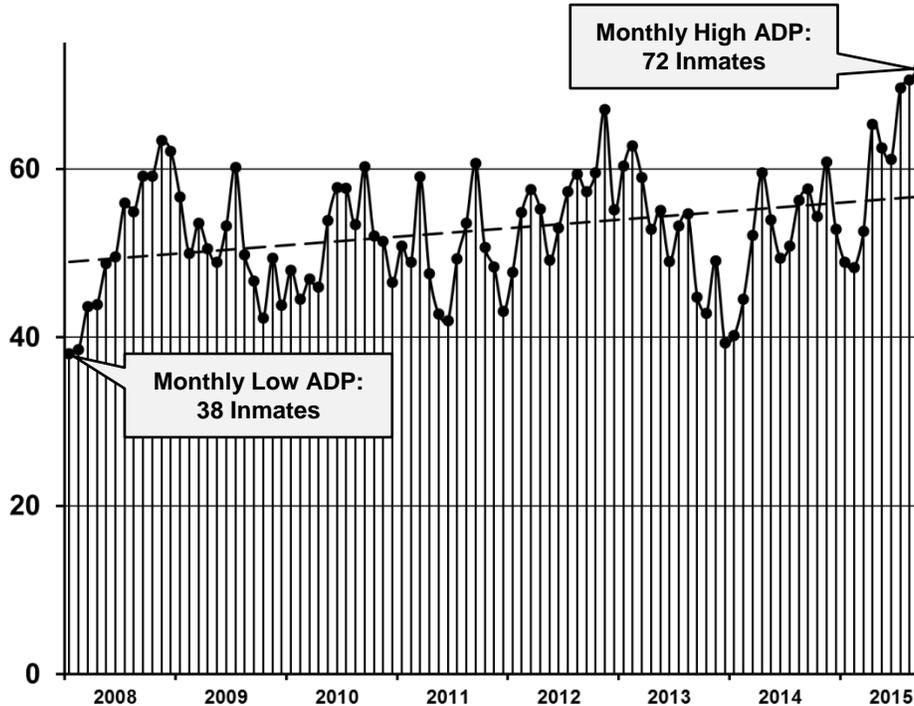
- 51 Codington County inmates in 2008;
- 50 Codington County inmates in 2009;
- 52 Codington County inmates in 2010;
- 50 Codington County inmates in 2011;
- 56 Codington County inmates in 2012;
- 52 Codington County inmates in 2013; and
- 53 Codington County inmates in 2014.

During the first nine months of 2015, the Detention Center held an ADP of 61 Codington County inmates.

Since 2008, the ADP of Codington County inmates each month ranged from a low of 38 Codington County inmates in January 2008, to a high of 72 Codington County inmates last month (September 2015). The Detention Center hit a new record high ADP of 70, 71, and 72 Codington County inmates in each of the last three months (July, August, and September 2015).

The graph and table on the following page show the ADP of Codington County inmates in the Detention Center for each month from 2008 through 2015 to date, including the high, low, and overall trendline.

**Codington County's Average Daily Population at the
 Codington County Detention Center (2008 – 2015)**



Month	2008	2009	2010	2011	2012	2013	2014	2015
January	38	57	48	51	48	60	40	49
February	39	50	45	49	55	63	45	48
March	44	54	47	59	58	59	52	53
April	44	51	46	48	55	53	60	65
May	49	49	54	43	49	55	54	62
June	50	53	58	42	53	49	49	61
July	56	60	58	49	57	53	51	70
August	55	50	53	54	59	55	56	71
September	59	47	60	61	57	45	58	72
October	59	42	52	51	60	43	54	
November	63	49	51	48	67	49	61	
December	62	44	47	43	55	39	53	
Annual ADP	51 Inmates	50 Inmates	52 Inmates	50 Inmates	56 Inmates	52 Inmates	53 Inmates	61 Inmates

Source: Codington County Sheriff's Office.

Inmates Held for Other Jurisdictions

Over the past seven years, the number of inmates held at the Codington County Detention Center for other jurisdictions has remained fairly stable, with an ADP of:

- 6 inmates held for other jurisdictions in 2008 and 2009;
- 5 inmates held for other jurisdictions in 2010 and 2011;
- 6 inmates held for other jurisdictions in 2012, 2013, and 2014.

During the first nine months of 2015, the Detention Center held an ADP of 7 inmates for other jurisdictions.

Since 2008, the ADP of inmates held for other jurisdictions each month ranged from a low of 1 inmate held for another jurisdiction in January 2010, to a high of 11 inmates held for other jurisdictions in July 2009.

Over the past seven years (2008 – 2014), Codington County has received a total of approximately \$829,014 in revenue for holding inmates from other jurisdictions.

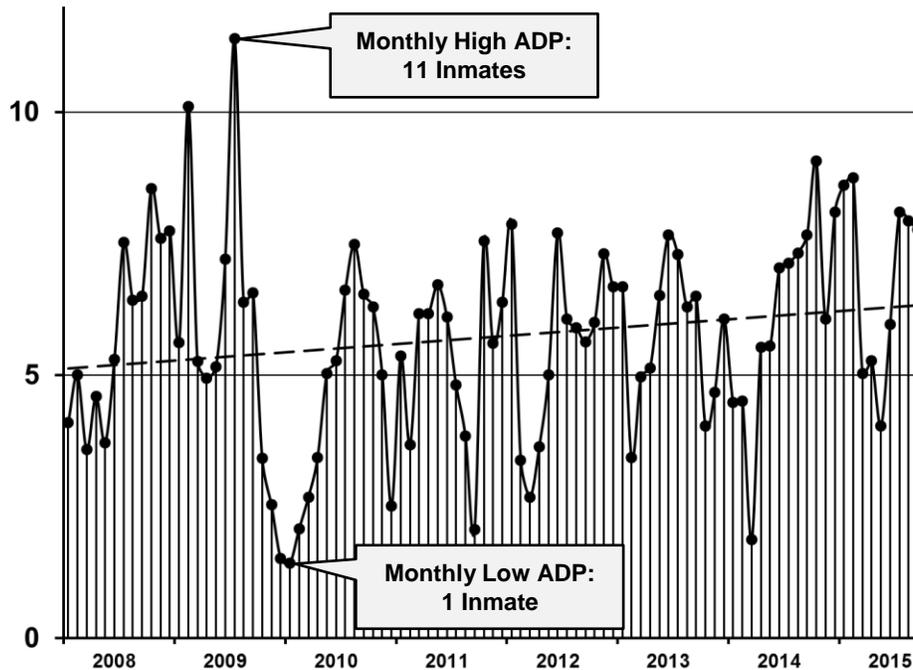
The graph and table on the following page show the ADP of inmates held in the Detention Center for other jurisdictions for each month from 2008 through 2015 to date, including the high, low, and overall trendline.

The graph and tables on the page after that show the annual distribution of inmates held in the Detention Center for Clark County, Deuel County, Hamlin County, and for other agencies for 2008 through 2015 to date.

The graph and table after that show the annual revenue that Codington County has received for holding inmates from other jurisdictions over the past seven years.

A three-page table is then provided showing a detailed breakdown of the ADP of inmates held for other jurisdictions each month from 2008 through 2015 to date.

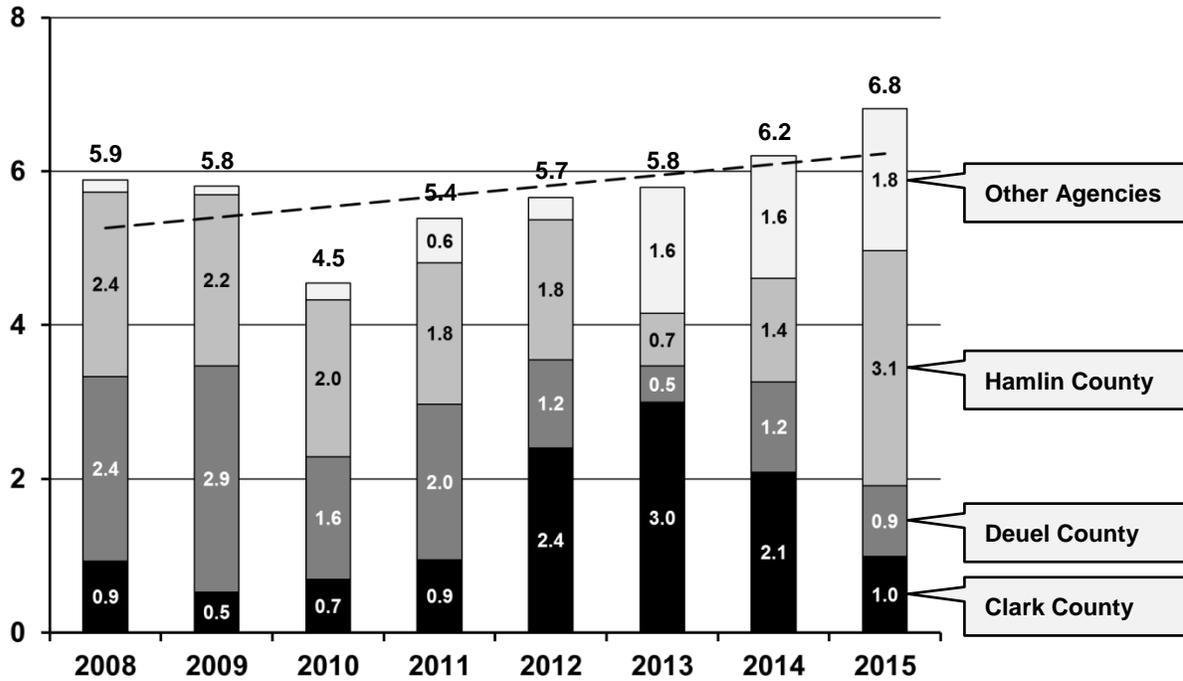
Other Jurisdictions' Average Daily Population at the
 Codington County Detention Center (2008 – 2015)



Month	2008	2009	2010	2011	2012	2013	2014	2015
January	4	6	1	5	8	7	4	9
February	5	10	2	4	3	3	5	9
March	4	5	3	6	3	5	2	5
April	5	5	3	6	4	5	6	5
May	4	5	5	7	5	7	6	4
June	5	7	5	6	8	8	7	6
July	8	11	7	5	6	7	7	8
August	6	6	7	4	6	6	7	8
September	7	7	7	2	6	7	8	8
October	9	3	6	8	6	4	9	
November	8	3	5	6	7	5	6	
December	8	2	3	6	7	6	8	
Annual ADP	6 Inmates	6 Inmates	5 Inmates	5 Inmates	6 Inmates	6 Inmates	6 Inmates	7 Inmates

Source: Codington County Sheriff's Office.

**Annual Breakdown of Other Jurisdictions' Average Daily Population
 at the Codington County Detention Center (2008 – 2015)**

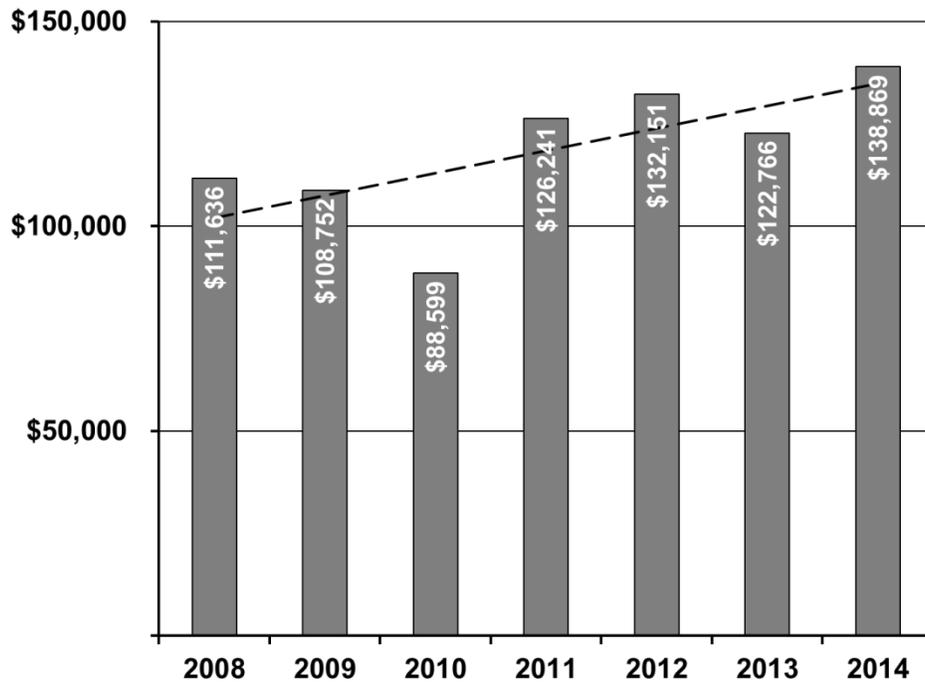


Jurisdiction	2008	2009	2010	2011	2012	2013	2014	Jan – Sept 2015
Clark County	0.9	0.5	0.7	0.9	2.4	3.0	2.1	1.0
Deuel County	2.4	2.9	1.6	2.0	1.2	0.5	1.2	0.9
Hamlin County	2.4	2.2	2.0	1.8	1.8	0.7	1.4	3.1
Other Jurisdictions	0.2	0.1	0.2	0.6	0.3	1.6	1.6	1.8
Total	5.9	5.8	4.5	5.4	5.7	5.8	6.2	6.8
	Inmates							

Jurisdiction	2008	2009	2010	2011	2012	2013	2014	Jan – Sept 2015
Clark County	16%	9%	15%	18%	42%	52%	34%	15%
Deuel County	41%	51%	35%	38%	20%	8%	19%	13%
Hamlin County	41%	38%	45%	34%	32%	12%	22%	45%
Other Jurisdictions	3%	2%	5%	11%	5%	28%	26%	27%
Total	100%							

Source: Codington County Sheriff's Office.

**Annual Revenue from Contracts with Other Jurisdictions
 at the Codington County Detention Center (2008 – 2014)**



Month	2008
2008	\$ 111,636
2009	108,752
2010	88,599
2011	126,241
2012	132,151
2013	122,766
2014	138,869
7-Year Total	\$ 829,014

Source: Codington County Sheriff's Office.

**Monthly Breakdown of Other Jurisdictions' Average Daily Population
at the Codington County Detention Center (2008 – 2015)**

Year	Month	Clark County	Deuel County	Hamlin County	Other Jurisdictions	TOTAL ADP
2008	January	0.0	2.0	2.0	0.0	4.1
	February	0.2	1.7	2.8	0.4	5.0
	March	0.0	1.5	2.1	0.0	3.6
	April	1.2	1.7	1.8	0.0	4.6
	May	1.0	2.0	0.7	0.0	3.7
	June	1.6	3.3	0.4	0.0	5.3
	July	1.1	3.6	2.8	0.0	7.5
	August	1.0	2.5	2.7	0.2	6.4
	September	1.1	2.0	2.6	0.8	6.5
	October	1.4	3.0	4.0	0.2	8.5
	November	1.3	2.0	3.9	0.4	7.6
	December	1.2	3.5	2.9	0.1	7.7
2009	January	1.7	1.5	1.9	0.5	5.6
	February	3.1	4.8	2.3	0.0	10.1
	March	0.1	2.8	2.4	0.0	5.3
	April	0.1	2.1	2.3	0.5	4.9
	May	0.1	2.4	2.6	0.1	5.2
	June	0.2	4.2	2.6	0.2	7.2
	July	0.6	5.5	5.3	0.0	11.4
	August	0.4	4.0	2.0	0.0	6.4
	September	0.2	2.6	3.7	0.0	6.6
	October	0.0	3.2	0.2	0.0	3.4
	November	0.0	1.4	1.0	0.1	2.5
	December	0.0	0.9	0.6	0.0	1.5
2010	January	0.3	0.6	0.5	0.0	1.4
	February	0.2	0.6	1.3	0.0	2.1
	March	1.0	0.5	1.2	0.0	2.7
	April	0.4	0.8	1.9	0.3	3.4
	May	0.0	0.7	4.3	0.0	5.0
	June	0.1	2.9	2.3	0.0	5.3
	July	1.0	2.5	3.1	0.0	6.6
	August	1.9	3.1	2.2	0.4	7.5
	September	1.2	3.4	1.2	0.7	6.5

Year	Month	Clark County	Deuel County	Hamlin County	Other Jurisdictions	TOTAL ADP
	October	1.3	2.2	1.7	1.2	6.3
	November	0.9	1.4	2.7	0.0	5.0
	December	0.0	0.4	2.1	0.0	2.5
2011	January	0.2	1.0	4.0	0.2	5.4
	February	0.0	0.6	2.7	0.4	3.7
	March	0.4	1.6	3.5	0.7	6.2
	April	0.9	3.2	1.7	0.5	6.2
	May	1.6	3.4	1.7	0.0	6.7
	June	2.0	3.1	1.0	0.0	6.1
	July	1.8	1.7	1.3	0.0	4.8
	August	1.4	1.4	0.3	0.8	3.8
	September	1.0	0.6	0.4	0.0	2.1
	October	0.8	2.8	3.5	0.4	7.5
	November	0.3	2.7	0.6	2.0	5.6
	December	0.9	2.2	1.3	2.0	6.4
2012	January	1.5	3.8	2.1	0.5	7.9
	February	0.8	1.6	1.0	0.0	3.4
	March	0.9	1.2	0.5	0.2	2.7
	April	0.7	0.8	1.7	0.5	3.6
	May	0.9	1.1	2.2	0.8	5.0
	June	3.1	0.5	3.0	1.1	7.7
	July	3.8	0.8	1.4	0.0	6.1
	August	2.7	1.5	1.6	0.1	5.9
	September	3.0	1.1	1.3	0.2	5.6
	October	3.6	0.8	1.6	0.0	6.0
	November	4.5	0.1	2.7	0.0	7.3
	December	3.3	0.4	2.9	0.2	6.7
2013	January	3.1	0.2	2.2	1.2	6.7
	February	1.4	0.3	1.1	0.6	3.4
	March	2.3	0.3	1.6	0.8	5.0
	April	3.8	0.4	0.3	0.6	5.1
	May	3.7	0.1	0.8	2.0	6.5
	June	4.7	1.3	0.2	1.5	7.7
	July	4.6	0.3	0.3	2.1	7.3
	August	3.9	0.3	0.4	1.6	6.3
	September	3.1	0.3	0.2	3.0	6.5
	October	1.4	0.6	0.1	1.9	4.0

Year	Month	Clark County	Deuel County	Hamlin County	Other Jurisdictions	TOTAL ADP
	November	1.8	0.8	0.5	1.5	4.7
	December	2.0	0.9	0.5	2.6	6.1
2014	January	1.2	1.3	0.8	1.1	4.5
	February	1.4	1.0	0.5	1.6	4.5
	March	1.0	0.1	0.6	0.2	1.9
	April	1.6	0.1	1.9	1.9	5.5
	May	2.0	1.0	0.7	1.9	5.5
	June	2.1	1.2	1.4	2.3	7.0
	July	2.5	1.5	0.7	2.4	7.1
	August	2.6	1.5	1.5	1.7	7.3
	September	3.5	0.9	2.2	1.1	7.7
	October	3.8	2.7	1.6	0.9	9.1
	November	1.8	1.1	1.7	1.4	6.1
	December	1.4	1.8	2.3	2.6	8.1
2015	January	2.1	0.1	1.9	4.6	8.6
	February	1.0	0.9	2.4	4.5	8.8
	March	0.2	1.2	2.2	1.5	5.0
	April	0.1	0.9	2.9	1.4	5.3
	May	0.1	0.1	2.7	1.1	4.0
	June	1.6	0.4	2.2	1.7	6.0
	July	2.1	0.9	4.1	1.0	8.1
	August	1.2	1.5	4.7	0.5	7.9
	September	0.6	2.3	4.4	0.5	7.8
	October					
	November					
	December					

2008 – 2015 AVERAGE:	1.5	1.6	1.9	0.8	5.7
2008 – 2015 HIGH:	4.7	5.5	5.3	4.6	11.4
2008 – 2015 LOW:	0.0	0.1	0.1	0.0	1.4

Source: Codington County Sheriff's Office. Billing to Other Agencies Reports.

Total ADP

Over the past seven years, the total number of inmates in the Detention Center — including both Codington County inmates and inmates held for other jurisdictions — has remained fairly stable, with a total ADP of:

- 57 inmates in 2008;
- 56 inmates in 2009 and 2010;
- 55 inmates in 2011;
- 62 inmates in 2012;
- 58 inmates in 2013; and
- 59 inmates in 2014.

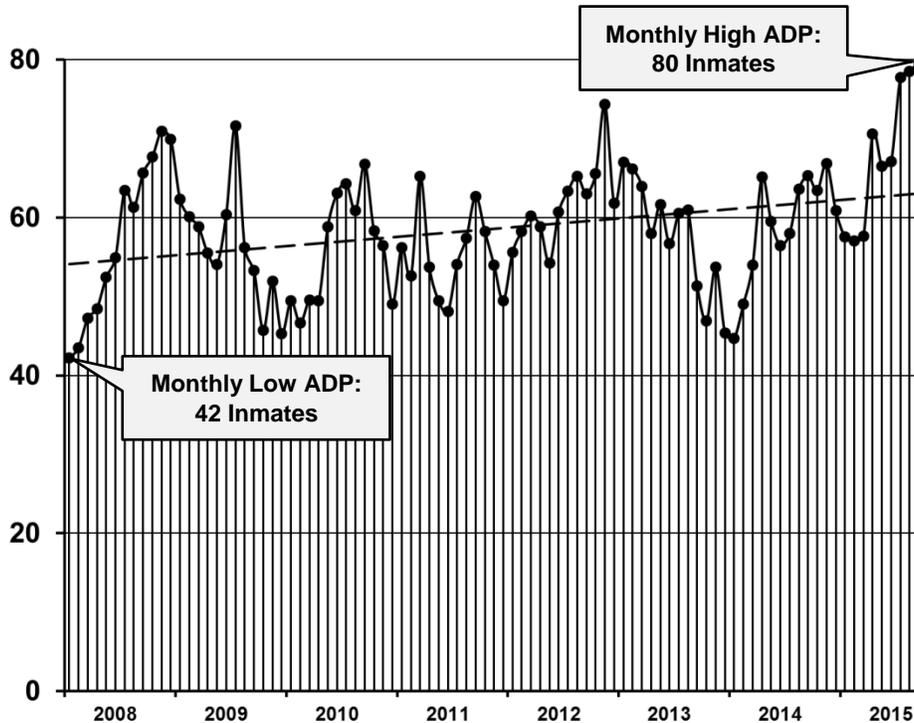
During the first nine months of 2015, the Detention Center held a total ADP of 68 inmates.

Since 2008, the total ADP of inmates each month ranged from a low of 42 inmates in January 2008, to a high of 80 inmates last month (September 2015). The Detention Center hit a new record high total ADP of 78, 79, and 80 inmates in each of the last three months (July, August, and September 2015).

The graph and table on the following page show the total ADP of inmates in the Detention Center for each month from 2008 through 2015 to date, including the high, low, and overall trendline.

The graph and tables on the page after that show the annual distribution of inmates held in the Detention Center for Codington County and for other jurisdictions for 2008 through 2015 to date.

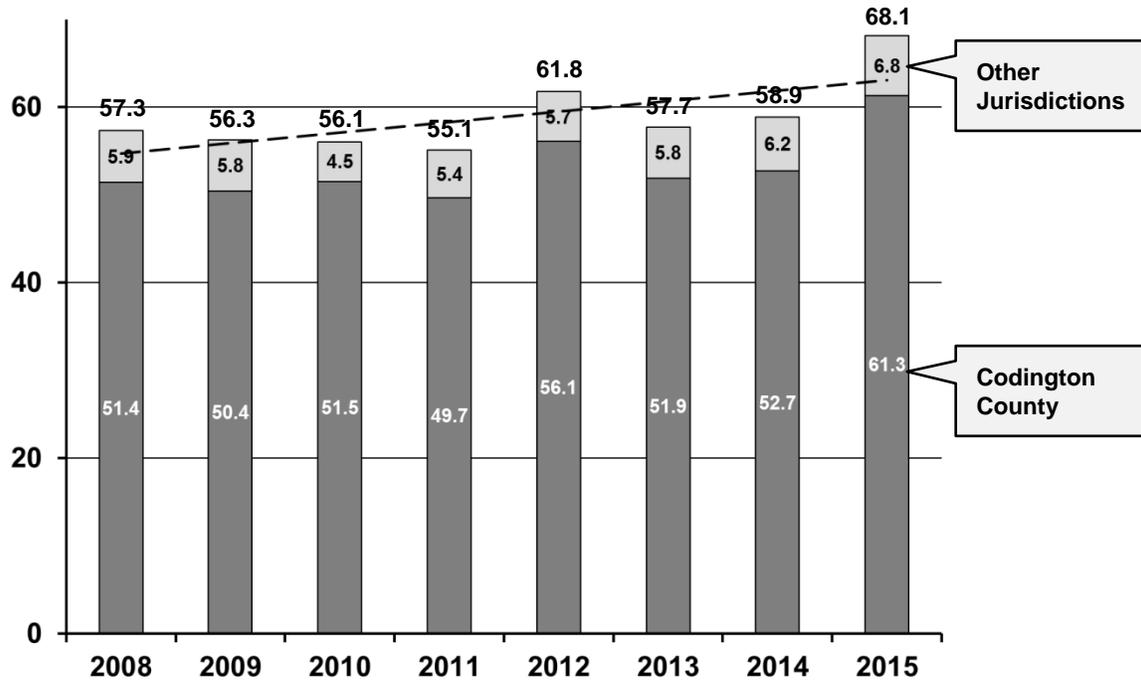
**Total Average Daily Population at the
 Codington County Detention Center (2008 – 2015)**



Month	2008	2009	2010	2011	2012	2013	2014	2015
January	42	62	49	56	56	67	45	58
February	44	60	47	53	58	66	49	57
March	47	59	50	65	60	64	54	58
April	48	55	49	54	59	58	65	71
May	52	54	59	49	54	62	60	67
June	55	60	63	48	61	57	56	67
July	63	72	64	54	63	61	58	78
August	61	56	61	57	65	61	64	79
September	66	53	67	63	63	51	65	80
October	68	46	58	58	66	47	63	
November	71	52	56	54	74	54	67	
December	70	45	49	49	62	45	61	
Annual ADP	57 Inmates	56 Inmates	56 Inmates	55 Inmates	62 Inmates	58 Inmates	59 Inmates	68 Inmates

Source: Codington County Sheriff's Office.

**Annual Breakdown of the Total Average Daily Population
 at the Codington County Detention Center (2008 – 2015)**



Jurisdiction	2008	2009	2010	2011	2012	2013	2014	Jan – Sept 2015
Codington County	51.4	50.4	51.5	49.7	56.1	51.9	52.7	61.3
Other Jurisdictions	5.9	5.8	4.5	5.4	5.7	5.8	6.2	6.8
Total	57.3 Inmates	56.3 Inmates	56.1 Inmates	55.1 Inmates	61.8 Inmates	57.7 Inmates	58.9 Inmates	68.1 Inmates

Jurisdiction	2008	2009	2010	2011	2012	2013	2014	Jan – Sept 2015
Codington County	10%	10%	8%	10%	9%	10%	11%	10%
Other Jurisdictions	90%	90%	92%	90%	91%	90%	89%	90%
Total	100%							

Source: Codington County Sheriff's Office.

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 Detention Center.

Over the past seven years, the total number of inmates in the Detention Center each day ranged from:

- 35 – 82 inmates in 2008;
- 38 – 82 inmates in 2009;
- 37 – 82 inmates in 2010;
- 37 – 73 inmates in 2011;
- 47 – 82 inmates in 2012;
- 39 – 81 inmates in 2013; and
- 36 – 77 inmates in 2014.

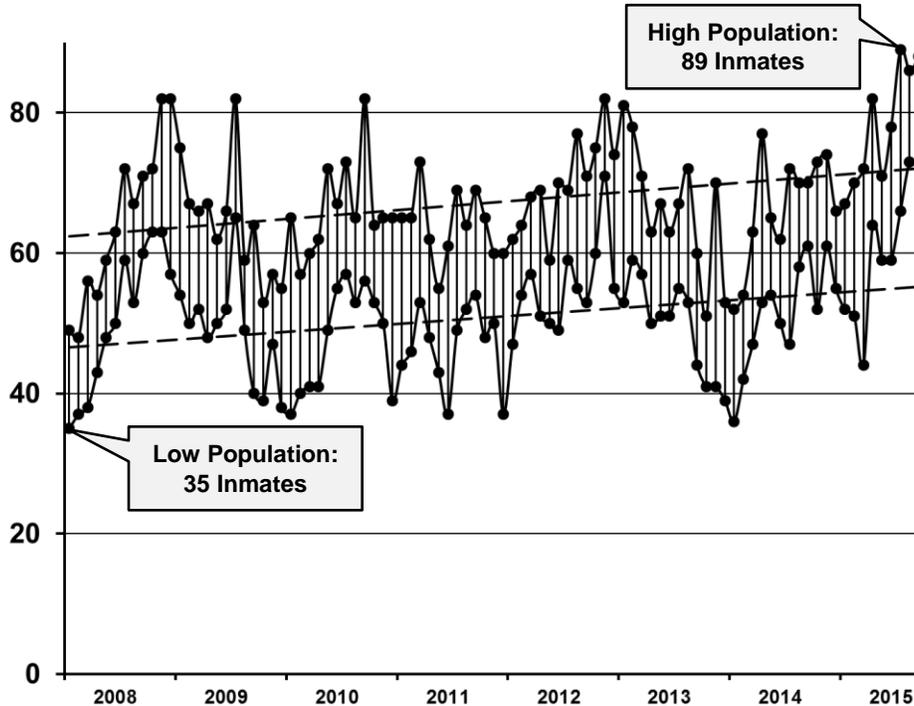
During the first nine months of 2015, the total number of inmates in the Detention Center each day ranged from 44 – 89 inmates.

Since 2008, the highest daily inmate population at the Detention Center was 89 inmates, which occurred on July 19, 2015. The lowest inmate population at the Detention Center was 35 inmates, which occurred on January 11 and 12, 2008.

Since 2008, the highest (peak) population each month exceeded the ADP for that month by an average of 14.9 percent.

The graph and table on the following page show the highest and lowest inmate population at the Detention Center each month for 2008 through 2015 to date.

**High and Low Inmate Population at the
 Codington County Detention Center (2008 – 2015)**



Month	2008	2009	2010	2011	2012	2013	2014	2015
January	35 – 49	54 – 75	37 – 65	44 – 65	47 – 62	53 – 81	36 – 52	52 – 67
February	37 – 48	50 – 67	40 – 57	46 – 65	54 – 64	59 – 78	42 – 54	51 – 70
March	38 – 56	52 – 66	41 – 60	53 – 73	57 – 68	57 – 71	47 – 63	44 – 72
April	43 – 54	48 – 67	41 – 62	48 – 62	51 – 69	50 – 63	53 – 77	64 – 82
May	48 – 59	50 – 62	49 – 72	43 – 55	50 – 59	51 – 67	54 – 65	59 – 71
June	50 – 63	52 – 66	55 – 67	37 – 61	49 – 70	51 – 63	50 – 62	59 – 78
July	59 – 72	65 – 82	57 – 73	49 – 69	59 – 69	55 – 67	47 – 72	66 – 89
August	53 – 67	49 – 59	53 – 65	52 – 64	55 – 77	53 – 72	58 – 70	73 – 86
September	60 – 71	40 – 64	56 – 82	54 – 69	53 – 71	44 – 60	61 – 70	73 – 88
October	63 – 72	39 – 53	53 – 64	48 – 65	60 – 75	41 – 51	52 – 73	
November	63 – 82	47 – 57	50 – 65	50 – 60	71 – 82	41 – 70	61 – 74	
December	57 – 82	38 – 55	39 – 65	37 – 60	55 – 74	39 – 53	55 – 66	
Annual Range	35 – 82 Inmates	38 – 82 Inmates	37 – 82 Inmates	37 – 73 Inmates	47 – 82 Inmates	39 – 81 Inmates	36 – 77 Inmates	44 – 89 Inmates

Source: Codington County Sheriff's Office.

D. Inmate Population Profile

In order to better understand the composition of the County's current inmate population, a profile was developed of the 74 inmates housed at the Detention Center on August 2, 2015. Although this was only a one-day "snapshot," it is believed to provide a representative sampling the Detention Center's typical inmate population.

This inmate population profile provides a breakdown of the inmate population by:

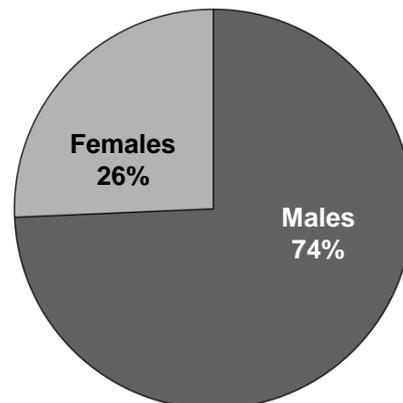
- Gender;
- Age;
- Residence;
- Race / Ethnicity;
- Number of Days in Jail;
- Jurisdiction;
- Court Status; and
- Alcohol / Drug Related Charges / Offenses.

Gender

On the day the inmate population profile was developed (i.e., August 2, 2015), there were a total of 74 inmates in the Codington County Detention Center. Of these:

- 55 inmates (74 percent) were males; and
- 19 inmates (26 percent) were females.

Gender	# of Inmates	% of Total
Male	55	74%
Female	19	26%
Total	74	100%

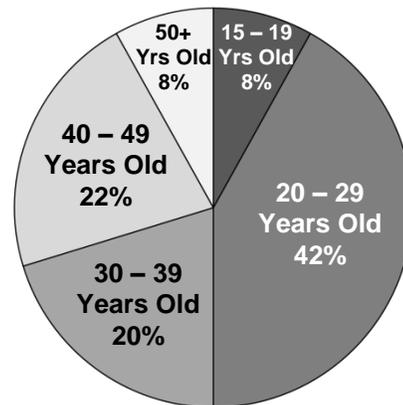


Age

Of the 74 inmates in the Detention Center on August 2:

- 6 inmates (8 percent) were between the ages of 15 and 19 years old;
- 31 inmates (42 percent) were between the ages of 20 and 29 years old;
- 15 inmates (20 percent) were between the ages of 30 and 39 years old;
- 16 inmates (22 percent) were between the ages of 40 and 49 years old; and
- 6 inmates (8 percent) were age 50 or older.

Age	# of Inmates	% of Total
15 – 19	6	8%
20 – 29	31	42%
30 – 39	15	20%
40 – 49	16	22%
50+	6	8%
Total	74	100%

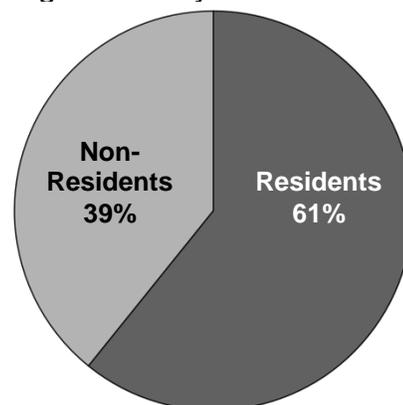


Residence

Of the 74 inmates in the Detention Center on August 2:

- 45 inmates (61 percent) were residents of Codington County; and
- 29 inmates (39 percent) were not residents of Codington County.

Residence	# of Inmates	% of Total
Codington County	45	61%
Other	29	39%
Total	74	100%

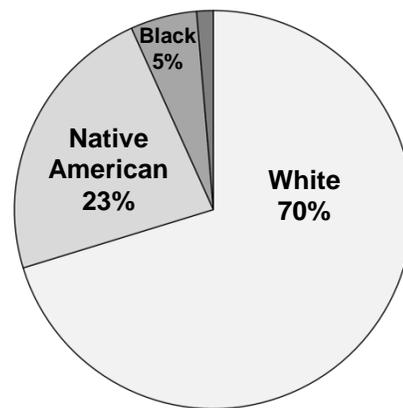


Race / Ethnicity

Of the 74 inmates in the Detention Center on August 2:

- 52 inmates (70 percent) were white;
- 17 inmates (23 percent) were Native American;
- 4 inmates (5 percent) were black; and
- 1 inmate (1 percent) was Hispanic.

Race / Ethnicity	# of Inmates	% of Total
White	52	70%
Native American	17	23%
Black	4	5%
Hispanic	1	1%
Total	74	100%

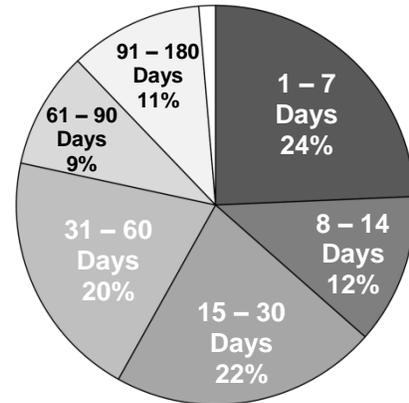


Days in Jail

Of the 74 inmates in the Detention Center on August 2:

- 18 inmates (24 percent) had been in jail 1 to 7 days;
- 9 inmates (12 percent) had been in jail 8 to 14 days;
- 16 inmates (22 percent) had been in jail 15 to 30 days;
- 15 inmates (20 percent) had been in jail 31 to 60 days;
- 7 inmates (9 percent) had been in jail 61 to 90 days;
- 8 inmates (11 percent) had been in jail 91 to 180 days; and
- 1 inmate (1 percent) had been in jail more than 180 days.

Days in Jail	# of Inmates	% of Total
1 – 7 Days	18	24%
8 – 14 Days	9	12%
15 – 30 Days	16	22%
31 – 60 Days	15	20%
61 – 90 Days	7	9%
91 – 180 Days	8	11%
181+ Days	1	1%
Total	74	100%

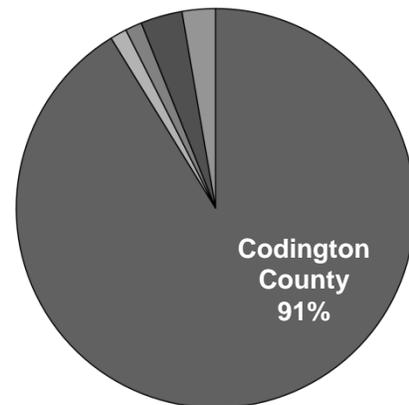


Jurisdiction

Of the 74 inmates in the Detention Center on August 2:

- 68 inmates (91 percent) were being held for Codington County;
- 1 inmate (1 percent) was being held for Clark County;
- 1 inmate (1 percent) was being held for Deuel County;
- 3 inmates (3 percent) were being held for Hamlin County; and
- 2 inmates (3 percent) were being held for other jurisdictions or agencies.

Jurisdiction	# of Inmates	% of Total
Codington County	68	91%
Clark County	1	1%
Deuel County	1	1%
Hamlin County	3	3%
Other Jurisdictions	2	3%
Total	74	100%



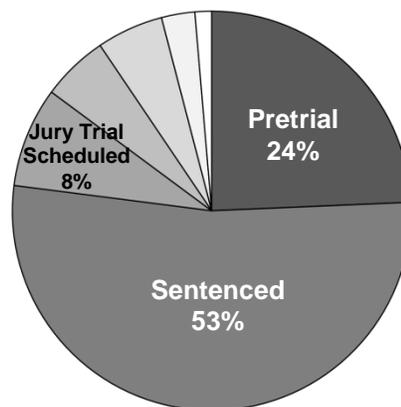
1 inmate held for both Codington and Hamlin Counties.

Court Status

Of the 74 inmates in the Detention Center on August 2:

- 18 inmates (24 percent) were being held pretrial;
- 39 inmates (53 percent) were serving sentences;
- 6 inmates (8 percent) had a jury trial scheduled;
- 4 inmates (5 percent) had a Pre-Sentence Investigation (PSI) ordered;
- 4 inmates (5 percent) were being held for probation violations;
- 2 inmates (3 percent) were being held for juvenile probation violations; and
- 1 inmate (1 percent) was being held for extradition proceedings.

Court Status	# of Inmates	% of Total
Pretrial	18	24%
Sentenced	39	53%
Jury Trial Scheduled	6	8%
PSI Ordered	4	5%
Probation	4	5%
Juvenile Probation	2	3%
Extradition Proceedings	1	1%
Total	74	100%

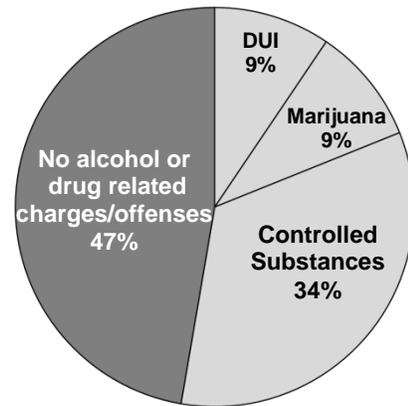


Alcohol / Drugs

Of the 74 inmates in the Detention Center on August 2:

- 9 percent of the inmates were being held for Driving Under the Influence (DUI), some with and some without other charges;
- 9 percent were being held for Marijuana and other charges;
- 34 percent were being held for ingesting, possessing, and/or distribution of a Controlled Substance, some with and some without other charges; and
- 47 percent had no alcohol or drug charges or offenses.

Charge / Offense	% of Total
DUI (with or without Other Charges)	9%
Marijuana (+ Other Charges)	9%
Controlled Substances (with or without Other Charges)	34%
No alcohol or drug charges or offenses	47%
Total	100%



Note: Some inmates have multiple charges that involve a DUI, and/or Marijuana, and/or Controlled Substances. Inmates with multiple alcohol and/or drug related charges were distributed between related categories to avoid double-counting.

Of the 35 inmates (47 percent) in the Detention Center on August 2 that had no alcohol or drug charges or offenses:

- 14 inmates (19 percent) were being held for a violent crime (such as murder, rape, aggravated assault, etc.);
- 10 inmates (14 percent) were being held for a property crime (such as grand theft, forgery, etc.); and
- 11 inmates (15 percent) were being held for on other charges and offenses (such as making a false report, indecent exposure, etc.).

The table on the following three pages provides a detailed breakdown of the profile data on the 74 inmates in the Detention Center on August 2, 2015.

**Inmate Population at the Codington County Detention Center
August 2, 2015**

Gender	Age	Race/ Ethnicity	Jurisdiction	Resident	Days in Jail	Court Status	Sentence	Bond	Charge
Male	71	White	Codington	Yes	49	Pretrial		\$2,500 c/s	Indecent Exposure
Male	60	White	Codington	Yes	11	Sentenced	20		DUI3
Male	54	White	Codington	Yes	19	Sentenced	90		DUI3
Male	52	White	Codington	Yes	2	Probation		No Bond	Possession of Controlled Substance
Male	51	White	Codington	Yes	102	Sentenced	180		DUI4
Male	51	White	Codington	Yes	10	Sentenced	16		Simple Assault
Male	49	Native American	Codington	Yes	23	Sentenced	80		Failure to Appear, Possession of Marijuana, Simple Assault
Male	49	White	Codington	No	33	Jury Trial Scheduled		\$1,000	Grand Theft, Failure to Appear
Male	49	White	Codington	Yes	5	Probation		No Bond	Possession of Controlled Substance
Male	44	White	Codington	Yes	83	Pretrial		\$19,000	Possession of Controlled Substance, Possession of Marijuana, Burglary, Grand Theft
Male	44	Black	Clark	No	49	Sentenced	90		DUI3
Male	43	White	Codington	No	25	Sentenced	90		Ingesting Controlled Substance
Female	43	White	Codington	Yes	39	Sentenced	180		Possession of Controlled Substance, Ingesting Controlled Substance
Male	42	Black	Codington	No	16	Pretrial		\$25,000	Distribution of Controlled Substance, Possession of Controlled Substance
Male	42	Black	Wilson, NC	No	67	Extradition Proceedings		No Bond	Murder
Male	42	White	Codington	No	67	Sentenced	90		Felony Check Charges
Male	41	White	Codington	Yes	227	Jury Trial Scheduled		\$50,000	Rape
Male	41	White	Hamlin	No	34	Sentenced	180		DUI4
Male	41	Black	Codington	No	16	Pretrial		\$50,000	Distribution of Controlled Substance, Possession of Controlled Substance
Female	41	White	Codington	No	23	Sentenced	60		Grand Theft
Male	40	White	Codington	Yes	81	Sentenced	180		DUI3
Female	40	White	Codington	Yes	1	Pretrial		\$10,000	Aggravated Assault Domestic
Male	39	White	Codington	No	60	Jury Trial Scheduled		\$3,000 c/s	Aggravated Assault
Female	38	White	Codington	Yes	16	Sentenced	120		Possession of Controlled Substance
Female	36	White	Deuel	No	20	Sentenced	365		Viol Requirements Death
Male	35	Hispanic	Hamlin	No	40	Sentenced	90		DUI3
Male	34	White	Codington, Hamlin	Yes	38	Sentenced	180		Burglary, Theft
Male	34	Native American	Codington	Yes	81	Sentenced	90		Intentional Damage
Male	34	White	Codington	No	12	Pretrial		\$56,000	Aggravated Assault,

Jail Needs Assessment for Codington County, South Dakota

Gender	Age	Race/ Ethnicity	Jurisdiction	Resident	Days in Jail	Court Status	Sentence	Bond	Charge
									Possession of Controlled Substance, Theft, Forgery
Male	34	White	Codington	No	11	Sentenced	90		Possession of Controlled Substance
Female	34	Native American	Codington	Yes	1	Pretrial		\$300	False Report
Male	33	Native American	Codington	Yes	96	Sentenced	297		Possession of Controlled Substance, Ingesting Controlled Substance, Simple Assault
Male	32	White	Codington	Yes	39	Sentenced	120		Sex Offender Register, Simple Assault
Male	32	White	Codington	Yes	8	Pretrial		No Bond	DUI3, Possession of Marijuana
Female	31	White	Codington	Yes	2	Probation		No Bond	Possession of Controlled Substance
Male	30	White	Codington	Yes	1	Pretrial		\$3,000	Simple Assault of a Law Enforcement Officer
Male	30	Native American	Codington	Yes	5	Sentenced	20		Firearm while Intoxicated
Male	29	White	Codington	No	5	Pretrial		\$1,284	Petty Theft
Female	29	White	Codington	Yes	4	Pretrial		\$500	False Report
Female	28	White	Codington	No	20	Pretrial		\$2,000	Distribution of Controlled Substance, Possession of Controlled Substance
Female	28	Native American	Codington	No	96	PSI Ordered		\$3,000	Ingesting Controlled Substance, Failure to Appear
Female	27	Native American	Codington	No	11	Sentenced	90		Ingesting Controlled Substance
Male	27	White	Codington	Yes	39	Sentenced	60		Forgery
Male	27	White	Codington	No	3	Pretrial		\$25,000	Aggravated Assault
Female	26	White	Codington	Yes	88	Sentenced	90		Grand Theft
Male	26	White	Codington	Yes	1	Pretrial		\$1,000	Burglary, Possession of Marijuana
Male	26	Native American	Codington	No	33	PSI Ordered		\$4,500	Grand Theft, Failure to Appear
Female	25	Native American	Codington	Yes	6	Sentenced	30		Possession of Controlled Substance
Male	25	White	Codington	No	39	Sentenced	135		Grand Theft
Female	24	Native American	Codington	Yes	33	PSI Ordered		\$3,200	Distribution of Controlled Substance, Possession of Controlled Substance, Possession of Marijuana
Female	24	White	Codington	No	25	Sentenced	30		Identity Theft
Male	24	Native American	Codington	Yes	86	Sentenced	92		Unauthorized Use of Motor Vehicle, Possession of Marijuana, DUI
Male	24	White	Codington	Yes	26	Jury Trial Scheduled		\$1,000	Possession of Controlled Substance, Ingesting Controlled Substance
Male	24	Native American	Codington	No	13	Jury Trial Scheduled		\$1,000	Ingesting Controlled Substance, Possession of Marijuana, DUI
Male	23	Native American	Codington	No	52	Sentenced	90		Ingesting Controlled Substance
Male	23	White	Codington	Yes	102	Sentenced	180		Distribution of Controlled Substance
Female	23	Native American	Codington	Yes	26	Sentenced	30		Possession of Controlled Substance

Gender	Age	Race/ Ethnicity	Jurisdiction	Resident	Days in Jail	Court Status	Sentence	Bond	Charge
Female	23	White	Codington	Yes	11	Sentenced	75		Possession of Controlled Substance
Male	22	White	Codington	No	16	Sentenced	21		Sex Offender Register
Male	21	White	Codington	No	38	Sentenced	45		Burglary
Male	21	White	Codington	Yes	4	Pretrial		\$6,000	Failure to Appear, Criminal Entry of a Motor Vehicle, Assault
Male	21	White	Codington	Yes	18	Sentenced	120		Burglary
Male	21	White	Codington	Yes	123	Sentenced	150		Ingesting Controlled Substance, Possession of Marijuana, Failure to Appear
Male	20	White	Codington	Yes	135	PSI Ordered		\$9,000	Distribution of Controlled Substance, Ingesting Controlled Substance
Male	20	White	Codington	Yes	138	Sentenced	180		Child Abuse, Simple Assault
Male	20	White	Codington	No	131	Sentenced	204		Child Abuse, Simple Assault
Male	20	Native American	Codington	No	3	Pretrial		\$550	Underage Possession of Alcohol
Male	20	White	Codington	Yes	1	Pretrial		\$1,000	DUI3
Male	19	White	Codington	Yes	5	Sentenced	90		Simple Assault
Male	19	White	Codington	Yes	5	Pretrial		\$1,000	Possession of Controlled Substance
Female	19	Native American	Codington	Yes	30	Jury Trial Scheduled		\$20,000	Ingesting Controlled Substance, Escape
Male	18	White	DOC	No	2	Probation		No Bond	DOC Aftercare Violation
Male	17	White	Codington	Yes	19	Juvenile Probation		No Bond	Juvenile Probation Violation
Female	15	Native American	Codington	Yes	8	Juvenile Probation		No Bond	Juvenile Probation Violation

IV. Inmate Population Projections

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

- Inmate population projections for the next 20 years for Codington County inmates, inmates held for other jurisdictions, and total inmates, based on current trends; and
- A forecast of jail capacity requirements for Codington County (i.e., total jail beds needed), based on the inmate population projections.

There is no commonly accepted methodology for making inmate population projections. The National Institute of Corrections (NIC), the National Sheriffs' Association (NSA), 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 are fairly simple. As a consultant, I have been preparing inmate population projections for cities and counties — and reviewing the projections of other consultants — for more than 26 years. In my experience, the statistically complex models do not necessarily produce more accurate projections, and the methodology is often difficult for citizens and elected officials to understand or explain.

In my opinion, inmate population projections should meet two tests — (1) they should be reasonable, and (2) 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.

A. Codington County Inmates

As part of this study, a number of different, commonly used forecasting methodologies were applied to Codington County's inmate population trends in order to estimate the County's future jail population. The results of three forecasting models were used to develop a range of inmate population projections for the next ten years.

- **Model 1A. Rate of Incarceration (ROI) Projections** — Projections based on the 2008 – 2015 average ROI of 1.9 inmates per 1,000 County residents.
- **Model 2A. Average Daily Population (ADP) Trend Projections** — Projections based on the ADP trend of Codington County inmates from 2008 – 2015.
- **Model 3A. Five-Year Average Daily Population (ADP) Trend Projections** — Projections based on the ADP trend of Codington County inmates over the past five years (October 2010 – September 2015).

Based on the results of these three models, it is estimated that Codington County will have an annual average daily population (ADP) of:

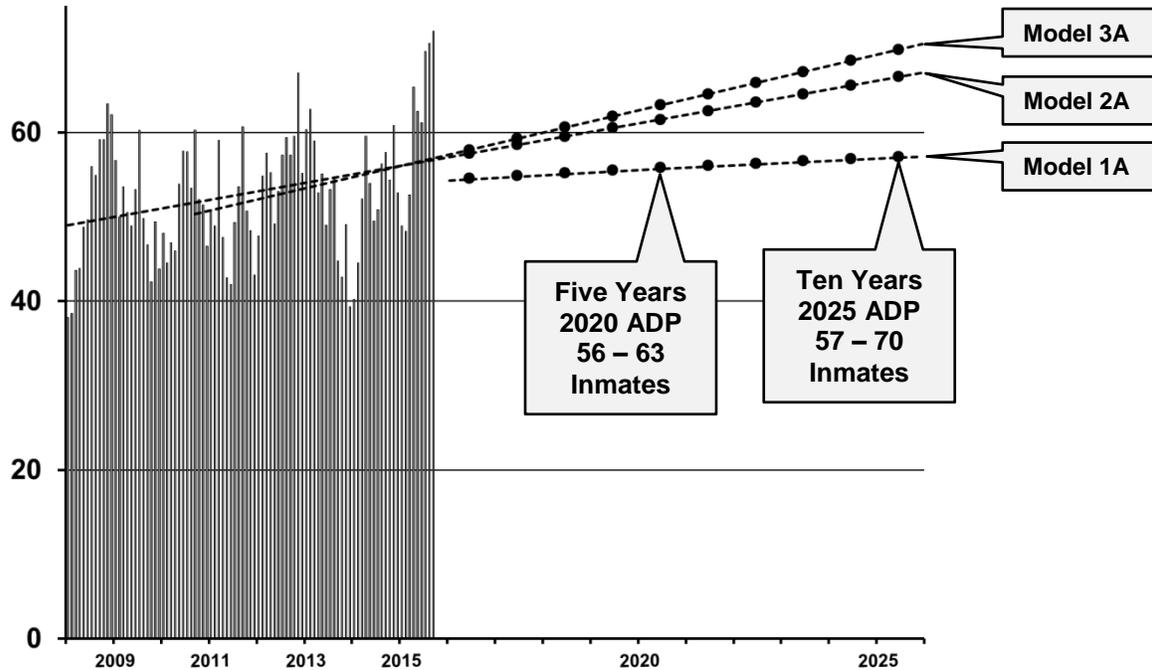
- 56 – 63 inmates in five years (by 2020); and
- 57 – 70 inmates in ten years (by 2025).

Long range projections estimate that Codington County will have an ADP of:

- 58 – 76 inmates in 15 years (by 2030); and
- 59 – 83 inmates in 20 years (by 2035).

The graph and table on the following page show the County's actual inmate population from 2008 to 2015, and the results of the inmate population projection models for the next ten years.

**ADP Projections — Codington County Inmates
 at the Codington County Detention Center (2016 – 2025)**



Forecast Year	Year	Model 1A <i>ROI Projections</i>	Model 2A <i>ADP Trend</i>	Model 3A <i>5-Yr. ADP Trend</i>
1	2016	55	58	58
2	2017	55	59	59
3	2018	55	60	61
4	2019	56	61	62
5	2020	56	62	63
6	2021	56	63	65
7	2022	56	64	66
8	2023	57	65	67
9	2024	57	66	69
10	2025	57	67	70

Model 1A — Rate of Incarceration (ROI) Projections. Projections based on the 2008 – 2015 average ROI of 1.9 inmates per 1,000 County residents.

Model 2A — Average Daily Population (ADP) Trend Projections. Projections based on the ADP trend of Codington County inmates from 2008 – 2015.

Model 3A — Five-Year Average Daily Population (ADP) Trend Projections. Projections based on the ADP trend of Codington County inmates over the past five years (October 2010 – September 2015).

B. Other Jurisdictions' Inmates

The same forecasting methodologies were also applied to the inmate population trends for inmates being held at the Detention Center for other jurisdictions. The results of these three forecasting models were used to develop a range of inmate population projections for the next ten years.

- **Model 1B. Rate of Incarceration (ROI) Projections** — Projections based on the 2008 – 2015 average ROI of 0.4 inmates per 1,000 County residents for Clark, Deuel, and Hamlin Counties, plus the ADP trend for inmates from other jurisdictions.
- **Model 2B. Average Daily Population (ADP) Trend Projections** — Projections based on the ADP trend of inmates held for other jurisdictions from 2008 – 2015.
- **Model 3B. Five-Year Average Daily Population (ADP) Trend Projections** — Projections based on the ADP trend of inmates held for other jurisdictions over the past five years (October 2010 – September 2015).

Based on the results of these three models, it is estimated that the Detention Center will have an annual average daily population (ADP) of:

- 7 – 9 inmates from other jurisdictions in five years (by 2020); and
- 8 – 11 inmates from other jurisdictions in ten years (by 2025).

Long range projections estimate that the Detention Center will have an ADP of:

- 9 – 13 inmates from other jurisdictions in 15 years (by 2030); and
- 9 – 15 inmates from other jurisdictions in 20 years (by 2035).

It should be noted that, as part of the development of Model 1B, the population projections for Clark County, Deuel County, and Hamlin County were reviewed, as these three counties contribute approximately 87 percent of the inmates held at the Detention Center for other jurisdictions.

Over the next 20 years (2015 – 2035), the population of Clark and Deuel Counties are expected to decline slightly, and the population of Hamlin County is expected to increase. Combined, the total population of these three counties is expected to increase less than 4 percent over the next 20 years.

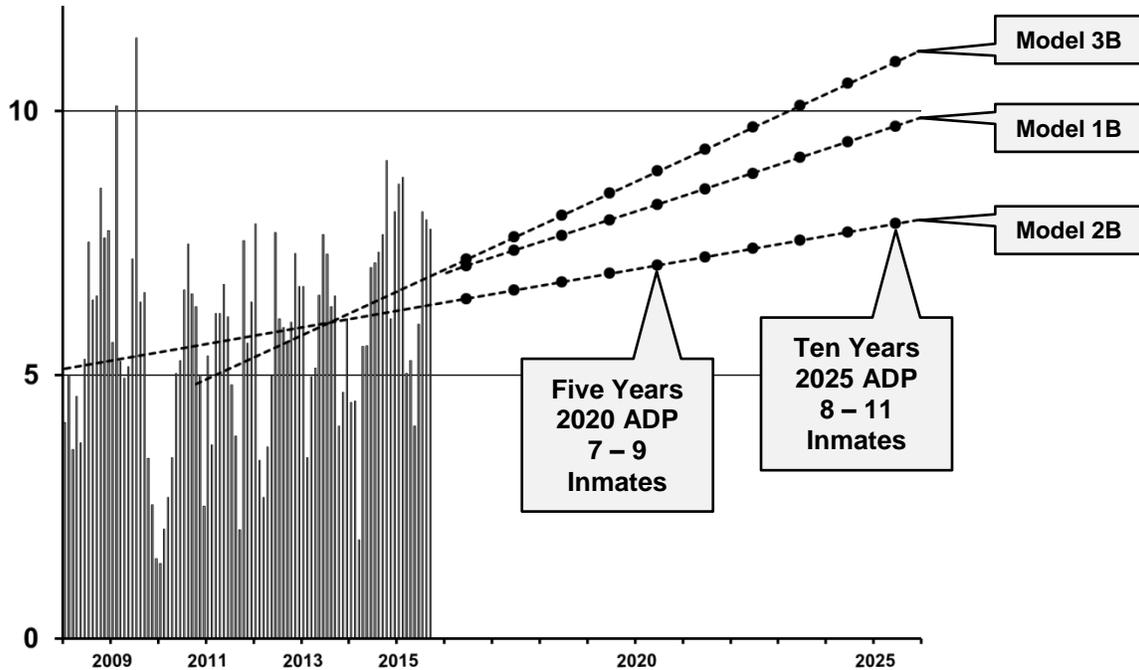
Population Projections for Clark, Deuel, and Hamlin Counties

Year	Clark County	Deuel County	Hamlin County	Combined Population
2010	3,701	4,348	5,915	13,964
2015	3,548	4,313	6,054	13,915
2020	3,401	4,270	6,248	13,919
2025	3,286	4,247	6,513	14,046
2030	3,177	4,203	6,843	14,223
2035	3,060	4,131	7,225	14,416

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

The graph and table on the following page show the actual inmate population held at the Detention Center for other jurisdictions from 2008 to 2015, and the results of the inmate population projection models for the next ten years.

**ADP Projections — Other Jurisdictions' Inmates
 at the Codington County Detention Center (2016 – 2025)**



Forecast Year	Year	Model 1B <i>ROI Projections</i>	Model 2B <i>ADP Trend</i>	Model 3B <i>5-Yr. ADP Trend</i>
1	2016	7	6	7
2	2017	7	7	8
3	2018	8	7	8
4	2019	8	7	8
5	2020	8	7	9
6	2021	9	7	9
7	2022	9	7	10
8	2023	9	8	10
9	2024	9	8	11
10	2025	10	8	11

Model 1B — Rate of Incarceration (ROI) Projections. Projections based on the 2008 – 2015 average ROI of 0.4 inmates per 1,000 residents for Clark, Deuel, and Hamlin Counties, plus the ADP trend for inmates from other jurisdictions.

Model 2B — Average Daily Population (ADP) Trend Projections. Projections based on the ADP trend of other jurisdictions' inmates from 2008 – 2015.

Model 3B — Five-Year Average Daily Population (ADP) Trend Projections. Projections based on the ADP trend of other jurisdictions' inmates over the past five years (October 2010 – September 2015).

C. Total Inmates

The results of the forecasting models for Codington County inmates and for inmates held for other jurisdictions were then combined to estimate the County's total future jail population. The combined results were used to develop a range of inmate population projections for the next ten years.

- **Model 1C. Rate of Incarceration (ROI) Projections** — Projections based on the 2008 – 2015 average ROI of Codington County inmates; *plus* projections based on the average ROI of inmates from Clark, Deuel, and Hamlin Counties; *plus* the ADP trend projections for inmates from other agencies.
- **Model 2C. Average Daily Population (ADP) Trend Projections** — Projections based on the ADP trend of Codington County inmates from 2008 – 2015, *plus* the projections based on the ADP trend of inmates held for other jurisdictions from 2008 – 2015.
- **Model 3C. Five-Year Average Daily Population (ADP) Trend Projections** — Projections based on the ADP trend of Codington County inmates over the past five years (October 2010 – September 2015), *plus* the projections based on the ADP trend of inmates held for other jurisdictions over the past five years.

In addition, a fourth forecasting methodology — based on average length of stay — was used to further test the results of the preceding models.

- **Model 4. Average Length of Stay (ALOS) Projections** — Projections based on the annual ALOS at the Detention Center from 2008 – 2014, applied to the trend in bookings.

Based on the results of these models, it is estimated that the Codington County Detention Center will have a total annual ADP of:

- 64 - 76 inmates in five years (by 2020); and
- 67 – 87 inmates in ten years (by 2025).

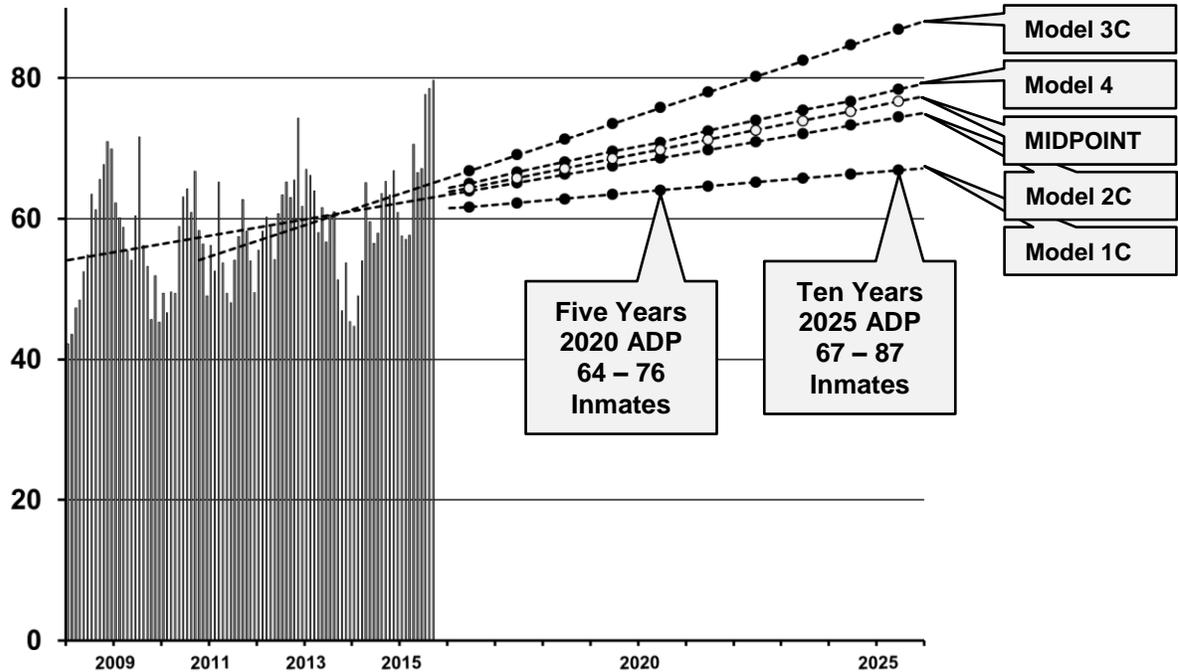
Long range projections estimate the Detention Center will have a total annual ADP of:

- 70 – 98 inmates in 15 years (by 2030); and
- 72 – 109 inmates in 20 years (by 2035).

The midpoint (average) of these four models was then calculated, and serves as the baseline ADP projections for jail planning purposes.

The graph and table on the following page show the total inmate population at the Detention Center from 2008 to 2015, and the results of the inmate population projection models for the next ten years.

**ADP Projections — Total Inmates
 at the Codington County Detention Center (2016 – 2025)**



Forecast Year	Year	Model 1C <i>ROI</i>	Model 2C <i>ADP Trend</i>	Model 3C <i>5-Yr. ADP Trend</i>	Model 4 <i>ALOS</i>	MIDPOINT <i>Average</i>
1	2016	62	64	67	65	64
2	2017	62	65	69	67	66
3	2018	63	66	71	68	67
4	2019	63	67	74	70	69
5	2020	64	69	76	71	70
6	2021	65	70	78	73	71
7	2022	65	71	80	74	73
8	2023	66	72	83	75	74
9	2024	66	73	85	77	75
10	2025	67	74	87	78	77

Model 1C — Rate of Incarceration (ROI) Projections. Projections based on the 2008 – 2015 average ROI per 1,000 County residents.

Model 2C — Average Daily Population (ADP) Trend Projections. Projections based on the total ADP trend from 2008 – 2015.

Model 3C — Five-Year Average Daily Population (ADP) Trend Projections. Projections based on the total ADP trend over the past five years (October 2010 – September 2015).

Model 4C — Average Length of Stay (ALOS) Projections. Projections based on the annual ALOS from 2008 – 2014.

A number of important points must be kept in mind regarding these projections.

First, inmate population projections are not the same as jail capacity requirements. As is discussed in the following section, 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, the facility's actual inmate population fluctuates (or zigzags) above and below the trend line. Therefore, for facility planning purposes, we should look at where the current trends are leading in five to ten years.

Third, a note of caution must be made when using historical data to predict the future. Many counties 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. This is why many new jail facilities are either full when they open, or fill up much quicker than had been predicted. There are many counties that have built or expanded their jail facility to meet their ten-year projections, only to find their new facility at (or beyond) its capacity within three to five years.

While this "systemic accommodation" frequently occurs, it is difficult to quantify the impact this has had on a county's historical inmate population trend data, and the extent to which the county's inmate population projections should be adjusted (increased) to account for this factor.

Finally, it is important to view inmate population projections within an appropriate context. The projections are based on the County's actual inmate population trend from 2008 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.

The inmate population projection trendlines in the preceding graph should not be viewed as hard, straight, and unwavering lines. They are simply a graphic illustration of where the inmate population is heading, given the County's current trends, for facility planning purposes. There are a variety of forces that are pushing the line up (or pushing up the rate of growth), and at the same time, there are forces pushing down on the line (or holding down the rate of growth). Any significant change in this balance will have an impact on the County's future jail needs.

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 current facility planning purposes.

D. Forecast of Jail Capacity Requirements

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. In reality, the jail's actual inmate population fluctuates above and below that 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.

While it is clear that a jail needs more beds than its ADP (in order to accommodate routine peaks and provide for inmate classification and separation), there is no commonly accepted methodology for estimating the total amount of capacity (jail beds) that will be needed to support the County's inmate population projections.

For facility planning purposes, many consultants and Departments of Corrections across the country recommend using the "80 percent rule" — that is, a jail should be considered "full" when 80 percent of its beds are occupied. This formula typically allows for sufficient additional capacity to accommodate routine peaks in the inmate population, and to provide

for the separation of males and females, and to further separate inmates with different security requirements. When the occupancy level exceeds more than 80 percent of capacity, it becomes progressively more difficult to accommodate the routine peaks in the inmate population, and to properly place inmates into an appropriate housing area based on their classification.

For Codington County, the highest (peak) inmate population each month was examined from 2008 to 2015 to date. During this period, the highest (peak) population at the Codington County Detention Center each month exceeded the ADP for that month by an average of 14.9 percent. Therefore, for facility planning purposes, a peaking factor of 15 percent should be added to the projected baseline 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 is similar to the rationale behind the "80 percent rule," but is more appropriate given Codington County's actual experience with its jail population, and the range of population fluctuations that typically occur at the Detention Center.

Applying these calculations to the baseline ADP projections, it is estimated that the Codington County Detention Center will need a total of:

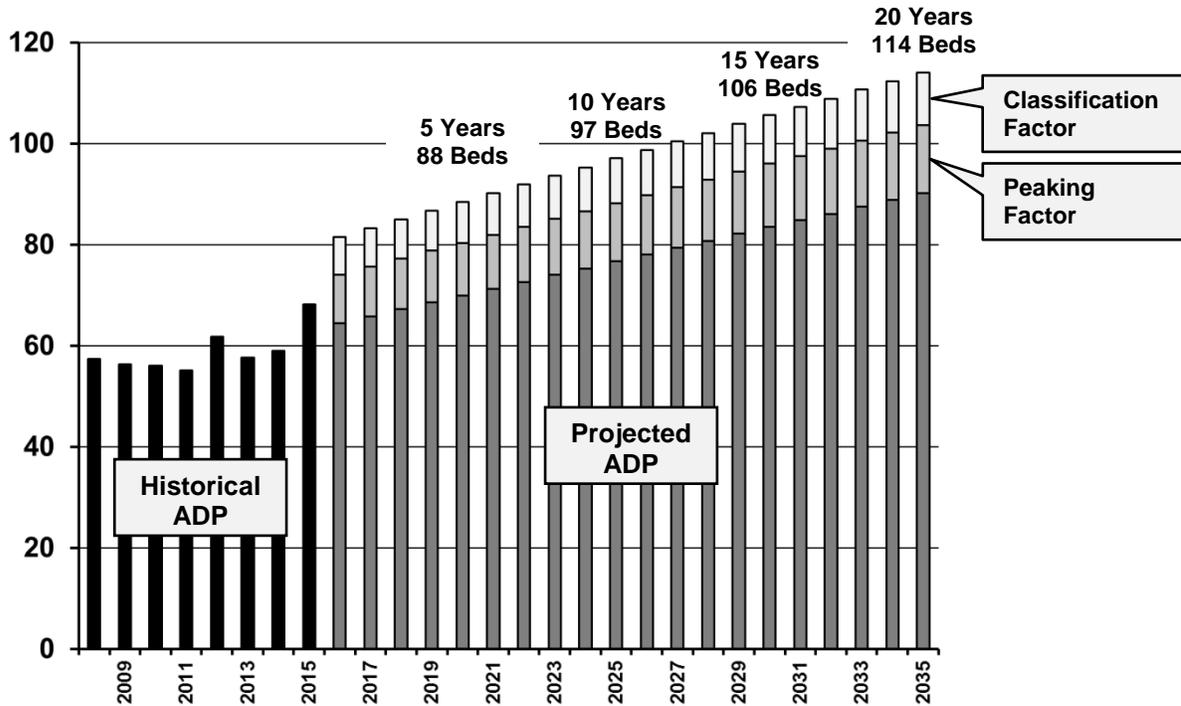
- 88 jail beds in five years (by 2020), to support a total ADP of 70 inmates; and
- 97 jail beds in ten years (by 2025), to support a total ADP of 77 inmates.

Long range projections estimate that Codington County will need a total of:

- 106 jail beds in 15 years (by 2030), to support an ADP of 83 inmates; and
- 114 jail beds in 20 years (by 2035), to support an ADP of 90 inmates.

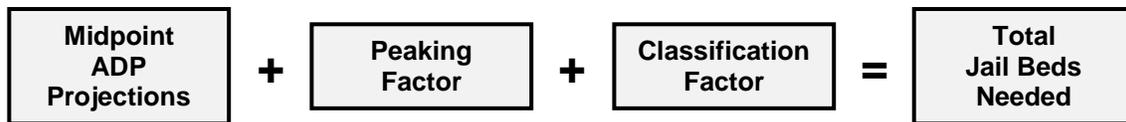
The graph and table on the following page shows the projected inmate population and estimated jail capacity requirements for each of the next 20 years, for facility planning purposes.

**Forecast of Jail Capacity Requirements
 for the Codington County Detention Center (2016 – 2035)**



Forecast Year	Year	Actual Total ADP	Midpoint ADP Projections	Peaking Factor @ 15%	Classification Factor @ 10%	Total Jail Beds Needed
	2008	57				
	2009	56				
	2010	56				
	2011	55				
	2012	62				
	2013	58				
	2014	59				
	2015	68				
1	2016		64	10	7	81
2	2017		66	10	8	83
3	2018		67	10	8	85
4	2019		69	10	8	87
5	2020		70	10	8	88
6	2021		71	11	8	90
7	2022		73	11	8	92
8	2023		74	11	9	94
9	2024		75	11	9	95
10	2025		77	12	9	97

Forecast Year	Year	Actual Total ADP	Midpoint ADP Projections	Peaking Factor @ 15%	Classification Factor @ 10%	Total Jail Beds Needed
11	2026		78	12	9	99
12	2027		79	12	9	100
13	2028		81	12	9	102
14	2029		82	12	9	104
15	2030		83	13	10	106
16	2031		85	13	10	107
17	2032		86	13	10	109
18	2033		87	13	10	111
19	2034		89	13	10	112
20	2035		90	14	10	114



Peaking Factor — Based on the average percentage (15 percent) that the high inmate population each month exceeded the ADP for that month from 2008 – 2015. Peaking factor allows for routine fluctuations in the inmate population.

Classification Factor — Additional capacity needed 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.

V. Assessment of the Existing Jail Facility

Each of the previous assessments discussed in Section I of this report reached the same conclusions regarding the current Codington County Detention Center facility. The Sheriff's Office, the citizens involved with the County's previous Facility Needs Committee, the architects and engineers involved with the previous efforts for a new Justice Center, and the jail inspectors from the National Institute for Jail Operations — ALL have reached the same conclusion regarding the current jail facility.

Also, as discussed in Section I, It should be kept in mind that the focus of this review is on the current jail facility (i.e., the building) and not on the jail's operations, policies and procedures, or staffing.

This section of the report includes:

- Photos showing current jail conditions;
- A discussion and review of American Correctional Association (ACA) Jail Standards; and
- An assessment of the existing jail facility's actual "capacity."

A. Current Jail Photos

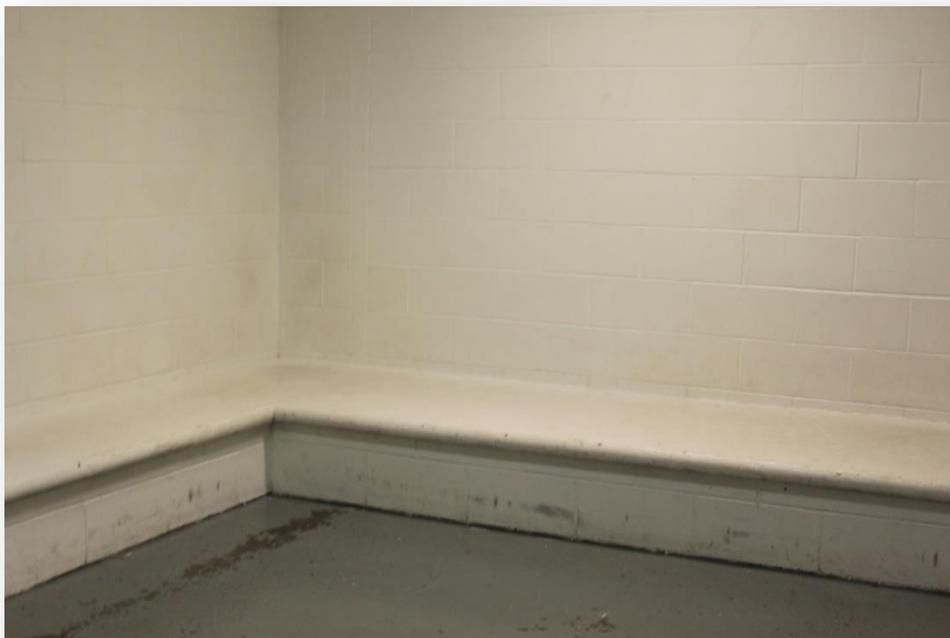
The following pages provide photos showing the current conditions and layout of the Detention Center — as taken on August 6, 2015. The photos show the following inmate housing areas and other jail support areas.

- Juvenile Boys
- Tank
- Work Release 1
- Work Release 2
- Dorm 1
- Dorm 2
- Maximum
- Segregation
- Maximum Cell
- Segregation Cell
- Outdoor Exercise Area
- Master Control
- Central Corridor
- Booking Area
- Kitchen
- Laundry
- Public Lobby
- Visitation Booth

Juvenile Boys (dorm, 4 beds)



Tank



Work Release 1 (dorm, 12 beds)



Work Release 1 (dorm, 12 beds)



Work Release 1 (dorm, 12 beds)



Work Release 2 (4 rooms, 12 beds)



Work Release 2 (4 rooms, 12 beds)



Dorm 1 (dorm, 12 beds)



Dorm 1 (dorm, 12 beds)



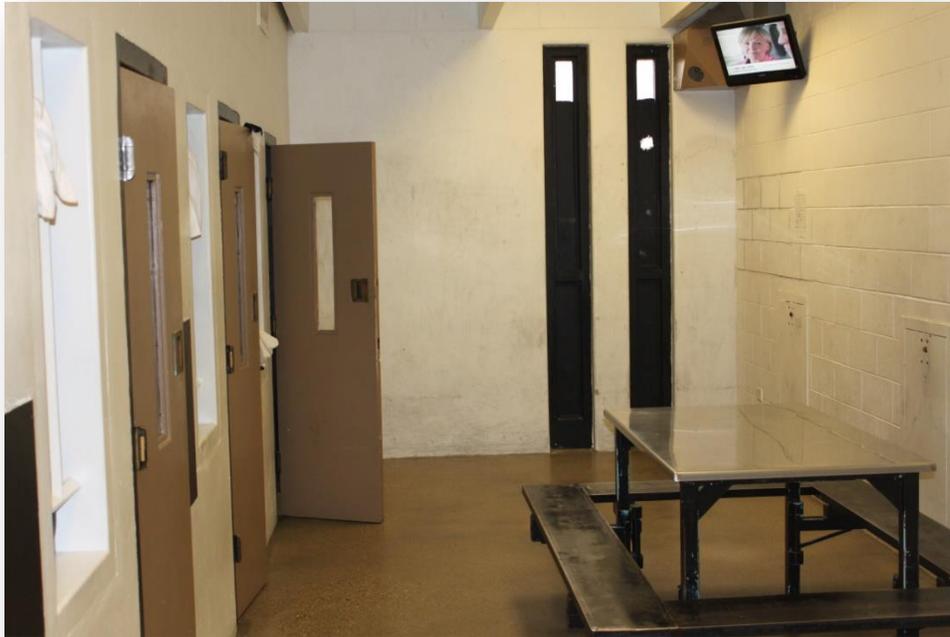
Dorm 2 (dorm, 12 beds)



Dorm 2 (dorm, 12 beds)



Maximum (5 cells, 8 beds)



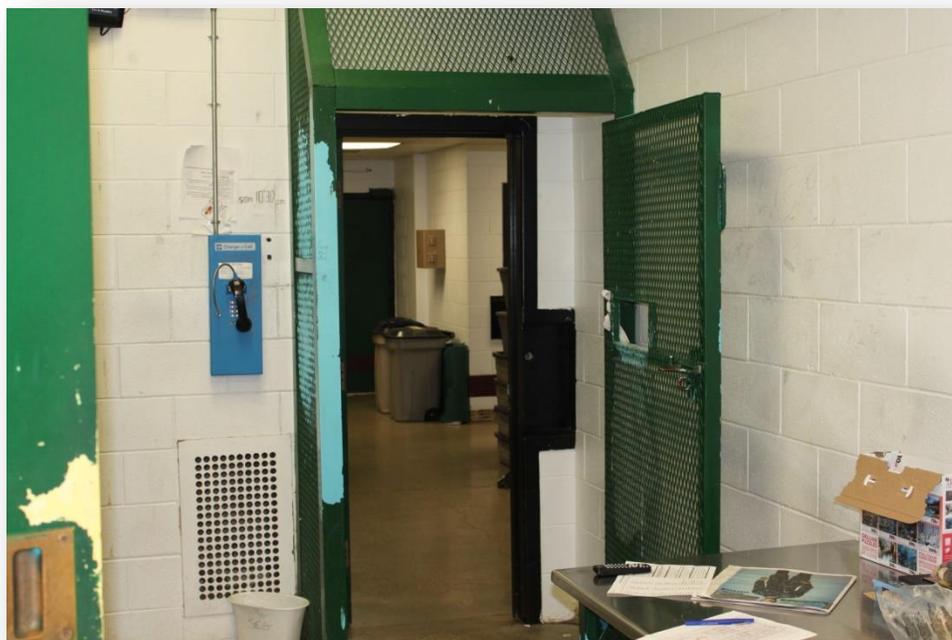
Maximum (5 cells, 8 beds)



Segregation (3 cells, 3 beds)



Segregation (3 cells, 3 beds)



Maximum Cell



Segregation Cell



Outdoor Exercise Area



Outdoor Exercise Area



Master Control



Master Control



Central Corridor



Booking Area



Kitchen



Kitchen



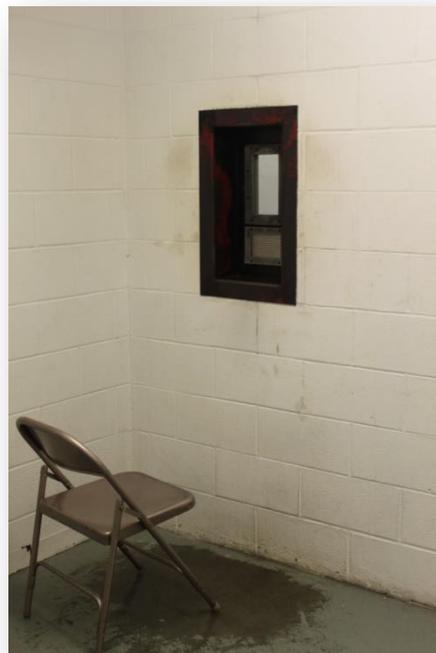
Laundry



Public Lobby



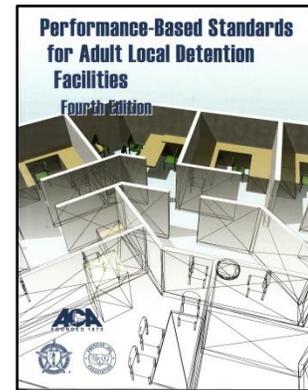
Visitation Booth



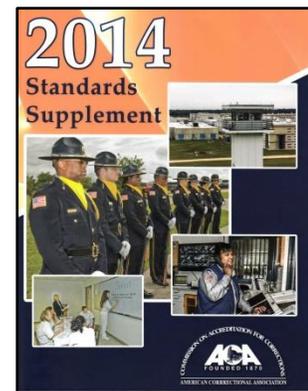
B. American Correctional Association (ACA) Jail Standards

South Dakota is one of several states with no state jail standards and no state jail inspection program. In the absence of state standards, consideration should be given to the minimum jail standards established by the American Correctional Association (ACA) when assessing the adequacy of current jail space, and when planning new jail facilities.²⁵

ACA Standards are national professional jail standards. ACA Standards are not *federal* standards, as the federal government does not maintain standards for local jail facilities. ACA Standards “are frequently referred to by the executive, legislative, and judicial branches of local, state, and federal jurisdictions as the professional benchmark for judging the quality of a detention operation.”²⁶



The American Correctional Association (ACA) and the Commission on Accreditation for Corrections (CAC) are private, nonprofit organizations that administer the only national accreditation program for jail facilities. Their purpose is to promote improvement in the management of correctional agencies through the administration of a voluntary accreditation program, and the ongoing development and revision of relevant, useful standards. The accreditation program offers jail facilities the opportunity to evaluate their operations against national standards, remedy deficiencies, and upgrade the quality of correctional programs and services. The recognized benefits from this process include improved management, a defense against lawsuits through documentation, the demonstration of a good faith effort to improve conditions of confinement, increased accountability and enhanced public credibility, a safer and more humane environment for staff and offenders, and the establishment of measurable criteria for upgrading programs, personnel, and the physical plant on a continuing basis.²⁷



²⁵ See note on “legal-based jail standards” later in this section.

²⁶ Standards for Adult Local Detention Facilities, Third Edition, American Correctional Association, March 1991, page vi.

²⁷ See Performance-Based Standards for Adult Local Detention Facilities, Fourth Edition, American Correctional Association, June 2004, page xvi.

ACA Standards address services, programs, and operations essential to good correctional management, including administrative, staff, and fiscal controls, staff training and development, physical plant, safety and emergency procedures, sanitation, food service, rules and discipline, and a variety of subjects that comprise good correctional practice. These standards are under continuous revision to reflect changing practice, current case law, new knowledge, and agency experience with their application.²⁸

Most ACA Standards apply to jail operations, including policies, procedures, and practices. There are, however, a few ACA Standards regarding the jail's physical plant, layout, and design that should be kept in mind during the facility assessment and planning process. The most important of these affect the minimum size of the inmate housing areas (cells and dorms), dayrooms, and exercise areas, which comprise most of the square footage in a jail facility.

The following are the ACA Jail Standards that directly affect the physical plant, minimum space requirements, and environmental conditions (i.e., minimum lighting levels, access to natural light, maximum noise levels, ventilation, temperature, and humidity).

Single-Occupancy Cells

4-ALDF-1A-09 Revised August 2008. *Single cells in general population provide at least 35 square feet of unencumbered space. At least 70 square feet of total floor space is provided when the occupant is confined for more than 10 hours per day.*

Multiple-Occupancy Rooms/Cells

4-ALDF-1A-10 *Multiple-occupancy rooms/cells house between two and 64 occupants and provide 25 square feet of unencumbered space per occupant. When confinement exceeds 10 hours per day, at least 35 square feet of unencumbered space is provided for each occupant.*

Cell/Room Furnishings

4-ALDF-1A-11 *Each inmate confined in a cell/room is provided with the following:*

- *a sleeping surface and mattress that allows the inmate to be at least 12 inches off the floor*

²⁸ See Performance-Based Standards for Adult Local Detention Facilities, Fourth Edition, ACA, page xviii.

- *access to a writing surface and proximate area to sit*
- *a place to store clothes and personal belongings*

Dayrooms

- 4-ALDF-1A-12** *Dayrooms with space for varied inmate activities are situated immediately adjacent to inmate sleeping areas. Dayrooms provide a minimum of 35 square feet of space per inmate (exclusive of lavatories, showers, and toilets) for the maximum number of inmates who use the dayroom at one time. No dayroom encompasses less than 100 square feet of space, exclusive of lavatories, showers, and toilets.*
- 4-ALDF-1A-13** *Dayrooms provide sufficient seating and writing surfaces. Dayroom furnishings are consistent with the custody level of the inmates who are assigned.*

Environmental Conditions

- 4-ALDF-1A-14** *Revised August 2008. Light levels in inmate cells/rooms are at least 20 foot-candles in personal grooming areas and at the writing surface. Lighting throughout the facility is sufficient for the tasks performed. Measurements are documented by a qualified source and are checked at least once per accreditation cycle.*
- 4-ALDF-1A-15** *Revised August 2006. (Existing only) All inmate rooms/cells provide access to natural light.*
- 4-ALDF-1A-16** *Revised August 2006. (Renovation, Addition, New Construction only) All inmate rooms/cells provide the occupants with access to natural light by means of at least three-square feet of transparent glazing, plus two additional square feet of transparent glazing per inmate in rooms/cells with three or more inmates.*
- 4-ALDF-1A-17** *Each dayroom provides a minimum of 12 square feet of transparent glazing with a view to the outside, plus two additional square feet of glazing per inmate whose room/cell does not contain an opening or window with a view to the outside.*

- 4-ALDF-1A-18** Revised January 2012. *Noise levels in inmate housing units do not exceed 70 dBA (A Scale). Measurements shall be conducted annually by a qualified source with at least one measurement taking place during night time and one measurement taking place during day time.*
- 4-ALDF-1A-19** Revised August 2007. *A ventilation system supplies at least 15-cubic feet per minute of circulated air per occupant with a minimum of five-cubic feet per minute of outside air. Toilet rooms, and cells with toilets, have no less than four air changes per hour unless state or local codes require a different number of air changes. Air quantities are documented by a qualified technician not less than once per accreditation cycle.*
- 4-ALDF-1A-20** Revised August 2006. *Temperature is mechanically raised or lowered to acceptable comfort levels.*

Facility Design

- 4-ALDF-2A-18** *Physical plant designs facilitate continuous personal contact and interaction between staff and inmates in housing units. All living areas are constructed to facilitate continuous staff observation, excluding electronic surveillance, of cell or detention room fronts and areas such as dayrooms and recreation space. (Renovation, addition, new construction only)*

Classification and Separation

- 4-ALDF-2A-34** Revised January 2007. *Single occupancy cells/rooms are provided when indicated for the following:*
- *maximum and close custody*
 - *inmates with severe medical disabilities*
 - *inmates suffering from serious mental illness*
 - *sexual predators*
 - *inmates likely to be exploited or victimized by others*
 - *inmates who have other special needs for single-occupancy housing*

No less than 10 percent of the rated capacity of the facility is available for single occupancy.

A Note Regarding “Legal-Based Jail Standards”

The National Institute for Jail Operations (NIJO) uses what it calls “legal-based jail guidelines” for its inspections. NIJO’s inspections are focused primarily on those physical plant and operational jail issues that have been litigated and addressed by the courts. Their “legal-based methodology” is designed to address “duty to protect” issues, “deliberate indifference,” and administrative liability.

NIJO is a division of the National Sheriffs’ Association’s Center for Public Safety, and was formed in 2011. The NIJO believes that many jails have *“incorporated and adopted practices that do not adhere to, exceed, or do not meet what the respective federal, Circuit Court and state statutes require.”*²⁹

NIJO’s approach to jail inspections is not without merit. If a jail is taken to court for problems related to overcrowding or other jail conditions, the courts will assess the situation based on constitutional requirements — and not on whether it complies with ACA standards.

That said, ACA Jail Standards are not irrelevant in the jail assessment, planning, and design process. While the vast majority of ACA Jails Standards affect *operations*, there are a few that establish reasonable, minimum square footage standards for cells and dorms, for dayrooms, for inmate exercise areas, and for environmental conditions.

Many of the “legal based jail guidelines” make it difficult for jail planners and architects to *quantify* the number and the size of required spaces — or to assess the adequacy of existing jail spaces and facilities. Even though the ACA Jail Standards do not establish any sort of a *“constitutional minima,”* they provide a valuable resource and serve as the basis for assessing space needs and for facility planning.

Also, in many states with state jail inspection programs, the state standards are the same as, or very similar to, the ACA Jail Standards — so they are an integral part of the jail needs assessment and planning process.

At the same time, there is also merit to looking at a jail facility using “legal based jail guidelines,” focusing on physical plant and operational issues that have been litigated and addressed by the courts.

However, when assessing whether something is too small, or too crowded, or too hot, or too cold — or when planning a new facility and deciding how big something needs to be, or how many are needed, ACA Jail Standards provide relevant, professional guidance.

²⁹ *Codington County Jail Facility Analysis*, National Institute for Jail Operations, May 12, 2015, page 2.

C. Current Jail “Capacity”

The word “capacity” is used frequently in jail planning, but the term can mean different things to different people. Planners, architects, engineers, jail inspectors — and the staff who run the jail — all view jail “capacity” differently. There is also “design capacity,” “rated capacity,” and “operational capacity” — and other terms (such as “functional capacity”) used in jail space assessments and facility planning discussions.

A jail’s “capacity” is even difficult to describe as a concept. In some states, the state will set the “rated capacity” of a jail facility, based on the application of that state’s jail standards and regulations. In some states, jail facilities are not allowed to exceed their “rated capacity.” In other states, jail facilities may continue to operate at two or three times its “rated capacity,” and do so with relative impunity for decades.

Some states have only one state jail inspector, who can only provide a limited amount of assistance and oversight to county jail facilities. Other states have fairly rigorous state oversight of jail facilities, and jail planning and design. And some states operate their own unified corrections system (jails + prisons).

It should also be noted that several states with state jail standards and inspection programs have established methodologies for how a jail facility’s “capacity” is established. In these states and elsewhere, a jail’s “capacity” typically does not include:

- Temporary holding cells in the booking area; or
- Special management cells.

Several states — including South Dakota — have no state jail standards and no state jail inspection program. Though county jails are authorized and delegated to the authority of the Sheriff by state statute, jail facilities are operated, maintained, staffed, planned, and designed with virtually no state oversight or inspection.

In South Dakota, the “capacity” of the county jail is established by the Sheriff. And the jail’s ability (and willingness) to accommodate an inmate population beyond that capacity, is also at the discretion (and responsibility) of the Sheriff.

“Capacity” of the Codington County Detention Center

The Codington County Detention Center is considered a 96-bed facility.

The table on the following page shows the breakdown of inmate housing areas at the Detention Center.

Current Capacity of the Codington County Adult Detention Center

Housing Unit	Males / Females	Cells / Dorms	# of Beds
Main Level			
Medium	Males	2 One-Person Cells 3 Two-Person Cell	8 Beds
Maximum	Males	2 One-Person Cells 3 Two-Person Cell	8 Beds
Dorm 1	Males	Dorm (6 Bunkbeds)	12 Beds
Dorm 2	Males	Dorm (6 Bunkbeds)	12 Beds
Women 1	Females	3 Two-Person Cells	6 Beds
Women 2	Females	Dorm (2 Bunkbeds)	4 Beds
Minimum	Males or Females	3 Two-Person Cells	6 Beds
Segregation	Males	3 One-Person Cells	3 Beds
Juvenile Boys	Juvenile Males	Dorm (2 Bunkbeds)	4 Beds
Juvenile Girls	Juvenile Females	Dorm (2 Bunkbeds)	4 Beds
Handicapped Cell	Males or Females	Dorm (1 Bunkbed)	2 Beds
Tank	Males or Females	Dorm (2 Benches)	2 Beds
Confinement	Males or Females	1 One-Person Cell	1 Bed
Basement Level			
Work Release 1	Males	Dorm (6 Bunkbeds)	12 Beds
Work Release 2	Males or Females	Dorm (6 Bunkbeds in 4 Rooms)	12 Beds
TOTAL			96 Beds

Inmate housing on the main floor and in the basement includes:

- 8 one-person cells (8 beds);
- 12 two-person cells (24 beds); and
- 9 dormitories (64 beds).

Two-thirds of the Detention Center’s current capacity consists of dormitory-style housing.

Current Capacity by Type of Inmate Housing

Type of Housing	Quantity	Total Beds	# of Total Capacity
One-Person Cells	8	8 Beds	8%
Two-Person Cells	12	24 Beds	25%
Dorms	9	64 Beds	67%
TOTAL		96 Beds	100%

Capacity Based on Minimum Jail Standards

As part of this study, a general assessment was made of the capacity of the Codington County Detention Center — if ACA Jail Standards for minimum square footages are applied to the inmate housing areas in the current facility. The inmate housing areas were measured, and the size and occupancy level of each housing unit were then compared to the ACA Jail Standards for:

- 35 square feet of unencumbered space in single-occupancy cells;³⁰

³⁰ See 4-ALDF-1A-09, Performance-Based Standards for Adult Local Detention Facilities, Fourth Edition, American Correctional Association, June 2004. (Revised August 2008.) “Unencumbered space” is defined as “usable space that is not encumbered by furnishings or fixtures. At least one dimension of the unencumbered space is no less than seven feet. In determining the unencumbered space, the total square footage is obtained and the square footage of the fixtures is subtracted. All fixtures must be in operational position for these calculations.”

- 25 square feet of unencumbered space per occupant in multiple-occupancy cells;³¹ and
- 35 square feet of space per inmate in dayroom areas.³²

Cells — The Medium and Maximum housing units each have five cells, and the Segregation and Minimum units each have three cells. The cells measure approximately 5 ft. 8 in. wide by 9 feet deep — or approximately 51 square feet (SF). The bed and sink/toilet comprise approximately 19 SF of “encumbrances,” leaving approximately 32 SF of “unencumbered” space in each cell. At the ACA Standard of 35 unencumbered SF per inmate, the cells are close to the minimum size needed for one inmate. However, even at 25 unencumbered SF per inmate for multiple-occupancy housing, the cells are too small for two inmates.

It should be noted that there are other obvious issues in terms of the cells’ compliance with other ACA Jail Standards (such as the lack of certain cell furnishings, and certain environmental conditions). But, strictly in terms of minimum square footage, the eight single-occupancy cells in the Detention Center are close to meeting minimum size requirements. However, the 12 cells that are used for housing two inmates are undersized for double-occupancy.

Dayrooms — The Medium and Maximum housing units each have five cells. The dayrooms in these units measure approximately 261 SF. At the ACA Standard of 35 SF per inmate, the dayrooms are sized to accommodate up to seven inmates at one time. Therefore, in terms of minimum square footage, these dayrooms are adequately sized to support their five cells at single-occupancy, but are slightly undersized to support their current occupancy level of eight beds (2 one-person cells, and 3 two-person cells).

The Segregation and Minimum housing units each have three cells. The dayrooms in these units measure approximately 128 SF and 136 SF. (The dayrooms are basically the same size, but the Segregation unit has a security vestibule.) At the ACA Standard of 35 SF per inmate, the dayrooms are sized to accommodate up to three (almost four) inmates at one time. Therefore, in terms of minimum square footage, the Segregation unit’s dayroom is adequately sized to support its three cells at single-occupancy, but the Minimum unit’s dayroom is undersized to support its current occupancy level of six beds (3 two-person cells).

³¹ See 4-ALDF-1A-10.

³² See 4-ALDF-1A-12.

Again, it should be noted that there are other obvious issues in terms of the dayrooms' compliance with other ACA Jail Standards, particularly certain environmental conditions regarding natural light and ventilation. But, in terms of minimum square footage, the dayrooms are appropriately sized if the cells are used for single-occupancy. However, dayrooms are undersized to support double-occupancy housing.

Dormitories — Dorm 1 and Dorm 2 on the main floor each contain 12 beds, and each measures approximately 428 SF. Subtracting 92 SF for encumbrances (six bunkbeds), leaves approximately 336 SF of space in each dorm. At the ACA Standard of 25 unencumbered SF per inmate for multiple-occupancy housing, plus 35 SF per inmate for dayroom space, the dorms are sized to accommodate five (almost six) inmates.

The Juvenile Boys, Juvenile Girls, and Women 2 units each contain four beds, and each dorm measures approximately 203 SF. Subtracting 48 SF for encumbrances (two bunkbeds, sink, toilet, and shower), leaves 154 SF of space in each dorm. At the ACA Standard of 25 unencumbered SF per inmate for multiple-occupancy housing, plus 35 SF per inmate for dayroom space, the dorms are sized to accommodate two inmates.

Again, it should be noted that there are other obvious issues in terms of the dormitories' compliance with other ACA Jail Standards, particularly certain environmental conditions regarding natural light and ventilation. Also, the dormitories do not provide a distinct dayroom area, separate from the inmate sleeping areas. The dormitories are each basically one large room (with bunkbeds, a table, showers, toilets, and sinks).

Handicapped Cell — The Handicapped Cell has two beds (one bunkbed), and measures approximately 115 SF. Subtracting 64 SF for encumbrances (bunkbed, table, toilet, sink, and shower), leaves approximately 52 SF of unencumbered space. At the ACA Standard of 25 unencumbered SF per inmate for multiple-occupancy housing, the Handicapped Cell is large enough for double occupancy, but it does not have a dayroom, and has no access to natural light. Dedicated handicapped cells are also typically designed for single occupancy.

Work Release Dorms — There are two dormitory housing units in the basement — Work Release 1 and Work Release 2. Each has 12 beds (six bunkbeds). Work Release 1 is in one large basement room, and Work Release 2 consists of four separate sleeping rooms (former offices), plus a separate dayroom and separate restroom/shower area.

Work Release 1 measures approximately 763 SF. Subtracting 92 SF for encumbrances (6 bunkbeds), leaves 671 SF of space. At the ACA Standard of 25 unencumbered SF

per inmate for multiple-occupancy housing, plus 35 SF per inmate for dayroom space, the dorm is sized to accommodate approximately 11 inmates.

Work Release 2 consists of four sleeping rooms (former offices). Two of these rooms measure approximately 95 SF, and each contain one bunkbed, leaving 80 SF of unencumbered space in each room. The other two rooms measure approximately 115 SF, and each contain two bunkbeds, leaving 84 SF of unencumbered space in each room. Therefore, at the ACA Standard of 25 unencumbered SF per inmate for multiple-occupancy housing, these four sleeping rooms are adequately sized for their current occupancy.

The dayroom in Work Release 2 measures approximately 190 SF. At the ACA Standard of 35 SF per inmate, the dayroom is sized to accommodate only five inmates.

Again, it should be noted that there are other obvious issues in terms of these dormitories' compliance with other ACA Jail Standards, particularly certain environmental conditions regarding natural light and ventilation.

Based on the application of ACA Jail Standards to the current inmate housing areas, it is estimated that the Detention Center should have an occupancy level or capacity of approximately 62 beds.

The table on the following page shows a breakdown of the current capacity and the estimated capacity of each housing unit based on minimum square footage standards.

Estimated Capacity based on ACA Jail Standards

Housing Unit	Cells / Dorms	Current Capacity	Estimated Capacity based on ACA Stds.
Main Level			
Medium	2 One-Person Cells 3 Two-Person Cell	8 Beds	5 Beds
Maximum	2 One-Person Cells 3 Two-Person Cell	8 Beds	5 Beds
Dorm 1	Dorm (6 Bunkbeds)	12 Beds	6 Beds
Dorm 2	Dorm (6 Bunkbeds)	12 Beds	6 Beds
Women 1	3 Two-Person Cells	6 Beds	3 Beds
Women 2	Dorm (2 Bunkbeds)	4 Beds	2 Beds
Minimum	3 Two-Person Cells	6 Beds	3 Beds
Segregation	3 One-Person Cells	3 Beds	3 Beds
Juvenile Boys	Dorm (2 Bunkbeds)	4 Beds	2 Beds
Juvenile Girls	Dorm (2 Bunkbeds)	4 Beds	2 Beds
Handicapped Cell	Dorm (1 Bunkbed)	2 Beds	1 Bed
Tank	Dorm (2 Benches)	2 Beds	
Confinement	1 One-Person Cell	1 Bed	
Basement Level			
Work Release 1	Dorm (6 Bunkbeds)	12 Beds	12 Beds
Work Release 2	Dorm (6 Bunkbeds in 4 Rooms)	12 Beds	12 Beds
TOTAL		96 Beds	62 Beds

Outdoor Exercise Area — The outdoor exercise area measures approximately 971 SF. ACA Jail Standards for a facility of this size requires that the outdoor exercise area provide “15 square feet per inmate for the maximum number of inmates expected to use the space at one time, but not less than 750 square feet of unencumbered space.”³³ Therefore, the current outdoor exercise area is adequately sized for the jail’s current occupancy level.

Again, it should be noted that there are other issues in terms of the outdoor exercise area’s compliance with other ACA Jail Standards, including the need for suitable covered/enclosed exercise area for use in inclement weather. Other assessments have also identified security-related issues concerns with the current outdoor exercise area.

Natural Light — The need for natural light is a particular problem for the Detention Center. ACA Jail Standards require as follows.

- 4-ALDF-1A-15** Revised August 2006. (Existing only) *All inmate rooms/cells provide access to natural light.*

- 4-ALDF-1A-16** Revised August 2006. (Renovation, Addition, New Construction only) *All inmate rooms/cells provide the occupants with access to natural light by means of at least three-square feet of transparent glazing, plus two additional square feet of transparent glazing per inmate in rooms/cells with three or more inmates.*

- 4-ALDF-1A-17** *Each dayroom provides a minimum of 12 square feet of transparent glazing with a view to the outside, plus two additional square feet of glazing per inmate whose room/cell does not contain an opening or window with a view to the outside.*

Some of the inmate housing units at the Detention Center provide no natural light, and some have windows which have been almost entirely painted (to reduce inmate communications and visibility from outside). The Work Release dormitories in the basement also provide no natural light, but this is of less concern as these inmates leave the facility regularly.

³³ See 4-ALDF-5C-03.

VI. Conclusion

Codington County is currently facing some critical decisions regarding its jail facility. The purpose of this study was threefold:

- To conduct an independent assessment of Codington County's jail facility;
- To analyze the County's inmate population trends, and develop inmate population projections for facility planning purposes; and
- To work with and advise the Codington County Justice Advisory Committee as it studies the County's current jail space needs.

The Detention Center building, by all assessments, is

- Outmoded / outdated;
- Under-sized;
- Poorly laid out and organized;
- Worn out;
- Comprised primarily of dormitory style housing;
- Lacking sufficient space for support services, including kitchen and laundry;
- Not designed for staff observation or interaction with inmates;
- Lacking natural light;
- Lacking adequate inmate program space;
- Lacking an intake and release area that efficiently supports that function, and which provides appropriate temporary holding capacity;
- Unable to meet current, accepted, minimum jail standards or legal-based jail guidelines; and
- Unable to be renovated or expanded in a way that addresses current deficiencies.

Since 2008, the inmate population at the Detention Center has zig-zagged up and down, but has steadily increased — at an average annual rate of growth of just under 3 percent per year. However, in 2015, the inmate population at the Detention Center increased significantly, from an Average Daily Population (ADP) of 59 inmates in 2014, to an ADP of 68 inmates during the first nine months of 2015.

All of Codington County's criminal justice statistical indicators show a modest rate of growth, and support the expectation that these factors will continue to grow at a modest rate. Likewise, the application of several different forecasting models to Codington County's inmate population trends all showed a continuing, modest rate of growth for the County's inmate population.

Then, during the course of this study, the Detention Center hit new record high inmate populations in each of the last three months, with:

- An ADP of 78 inmates in July — with daily populations ranging from 66 to 89 inmates (a new daily record high);
- An ADP of 79 inmates in August — with daily populations ranging from 73 to 86 inmates; and
- An ADP of 80 inmates in September — with daily populations ranging from 73 to 88 inmates.

The Detention Center also hit a new record high of 309 jail bookings in July this year, and the second highest monthly total of 283 bookings last month, in September.

These record high spikes in the inmate population have thrown a wrench into the County's inmate population projections. These last three months have helped to tip the overall trend lines up, but when factored in as part of 93 monthly data points, the forecasting models all still show a relatively modest overall rate of growth into the future.

In 2014, the Detention Center had an ADP of 59 inmates. During the first nine months of 2015, the Detention Center has had an ADP of 68 inmates. Based on the average of four forecasting models, it is estimated that the Detention Center will have:

- *Five Years* — An ADP of 70 inmates (with model results ranging from 64 – 76 inmates), requiring a total of 88 jail beds in five years (by 2020);
- *Ten Years* — An ADP of 77 inmates (with model results ranging from 67 – 87 inmates), requiring a total of 97 jail beds in five years (by 2025);
- *15 Years* — An ADP of 83 inmates (with model results ranging from 70 – 98 inmates), requiring a total of 106 jail beds in 15 years (by 2030); and
- *20 Years* — An ADP of 90 inmates (with model results ranging from 72 – 109 inmates), requiring a total of 114 jail beds in 20 years (by 2035).

Despite the various assumptions and measurements of the County's overall inmate population growth over the past several years, these projections — which were developed for facility planning purposes — must be assessed against the actual record high inmate population levels that the Detention Center has now experienced.

Before hitting the record population spikes over the past three months, it seemed like 100 to 120 beds was a good, reasonable, and practical capacity goal for a new jail facility. Now, having experienced an ADP of 80 inmates last month, and a daily high of 89 inmates in July, and a high of 88 inmates last month, it would seem prudent to plan for an initial jail capacity in the 120 to 140 bed range for a new facility.

Mathematical models and trend analysis cannot replace Midwestern pragmatism. Ultimately, the County will need to decide how large a new jail should be — given all the historical data, emerging issues, and current projections.

Type of Jail Beds Needed — Consideration also has to be given to the changing profile of Codington County's inmate population, which has significant implications for the number — and more importantly, the *type* — of jail beds needed by the County.

In the past, most jail designs have attempted to provide some sort of balance between minimum, medium, and maximum security housing. Today, the problem is more complicated. County jails have to accommodate more high-risk offenders, with greater security requirements, and more inmates with special needs or who require special management.

This is a particular problem at the Codington County Detention Center, since two-thirds of the jail's capacity consists of open dormitory housing. In addition, with the growing use of diversion programs — like the 24/7 Program, which are designed to divert low-risk offenders from incarceration — the remaining jail population consists of fewer inmates who are suitable for dormitory style housing.

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. Therefore, in addition to the *number* of jail beds, it will be just as important to make good decisions regarding the *type* of jail beds — and the distribution between single cells, double cells, and dormitory housing — to be included in a new facility.

Housing Inmates for Other Jurisdictions — Codington County has helped to support its jail operations, in part, by providing jail beds for other jurisdictions, primarily Clark, Deuel, and Hamlin Counties. Since 2008, approximately 10 percent of the inmate population in the Codington County Detention Center has been inmates held for other

jurisdictions — for which Codington County has received more than \$800,000 to help offset the cost of its jail operations.

However, as Codington County's own inmate population has continued to increase — from an ADP of 51 inmates in 2008, to 61 inmates for the first nine months of 2015, and monthly ADPs of 70, 71, and 72 Codington County inmates over the past three months, the Detention Center's ability to accommodate other jurisdictions' prisoners (and to continue to receive revenue) is declining.

Other counties and other jurisdictions have come to rely on the Codington County Detention Center to provide some or all of their incarceration needs. Without Codington County, there are few if any other realistic options for these agencies (without traveling long distances). Codington County also benefits from the revenue it receives from these other jurisdictions. Up until now, the Detention Center has been able to accommodate most of the needs of these other agencies. However, the Detention Center's ability to accommodate prisoners from other jurisdictions has become increasingly difficult — and will grow more difficult as Codington County's own inmate population continues to grow. 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 potentially provide to help offset the high costs of jail operations.

Intake and Release Area — Last year, the Codington County Jail had 2,567 jail bookings — or an average of seven bookings per day. 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 Codington County, the design, efficiency, temporary holding capacity, and staffing of the intake and release area should be carefully examined as part of any facility construction planning.

Criminal Justice Initiative (SB 70) — Many 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 some of the impact on counties — it is important that Codington County carefully monitor the on-going impact of the CJI on the County's jail population.

Alternatives to Incarceration — Codington County can be commended for its efforts to explore and embrace alternatives to incarceration, including the 24/7 program, to try to reserve its jail beds for those inmates who truly need confinement.

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.

Programs like the 24/7 Program allow the County to better manage and control the utilization of its limited jail capacity. Codington 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.

There is no question that programs like the 24/7 Program can have a positive effect on the County's jail population. In addition to helping with jail population management, these programs are particularly valuable in that they can provide services and referrals that are generally unavailable to individuals who are incarcerated. These programs attempt to carve out their own target population, and provide a local resource as an alternative to incarceration for a limited number of carefully screened, "non-violent" offenders.

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

Much of the community support and judicial support behind programs like the 24/7 Program has been based on the cost effectiveness of these programs, while not compromising public safety. Expanding the use of alternatives to incarceration naturally means that the community and judiciary must take greater risks with a larger number of offenders. Consequently, it must be kept in mind that the cost effectiveness of these programs must be balanced against a realistic assessment of the risk to public safety that these programs can create — especially if expanded too much, or too soon, or with too few resources. Otherwise, the programs may begin to lose some of the local support they have worked so hard to establish.

Work Release — Minnehaha County and Pennington County have recently shifted their Work Release inmates from a residential confinement facility to home incarceration with rigorous electronic monitoring. This transition to electronic monitoring 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. As Codington County moves

forward with it jail planning, consideration should be given to whether any new facility should have its own dedicated Work Release housing area (with its own entrance and exit, locker/changing room(s), and separated from the general population) — or whether the Work Release program can or should transition to electronic monitoring.

Codington County needs to make some important, multi-million dollar facility decisions. It is understood that there is little public sympathy for jail conditions, or public support for a new jail facility. However, the existing Detention Center is clearly inadequate for the County's current and future use, and creates a huge potential for liability for the County. At the same time, the County needs to continue to monitor, manage, and control the use of its jail resources as much as possible.

Hopefully, the graphs, data, and trend analysis in this report will aid the County in its efforts to make good decisions regarding the appropriate size for a new jail facility, and to help educate the public about the need for a new jail facility.