

*Brown County
South Dakota
Detention Center*

PLANNING STUDY

February 2022

HMN Architects, Inc

GA Johnson

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In September 2021 Brown County selected HMN Architects, Inc. to evaluate the jail needs and prepare information to allow the county to evaluate 5 options. We have prepared a program that would address the future needs of the Sheriff's Office and Jail, the jail is the focus.

We will explore 5 options for the county to consider:

1. Close the existing jail and house inmates out of County. Option A
2. Continue to operate the existing jail and house out of County. Option B
3. Addition and Renovation to meet the needs of Brown County and potential open bed revenue from other entities. Option C.
4. Build a new facility to modern standards that is scalable, in terms of bed count, to either meet the counties 20-year projected needs or larger to capture some open bed revenue. Option D.
5. Add new jail into existing building shell and renovate an existing office building to new Sheriff's Office. Option E.

HMN was directed to provide the following services:

- Executive Summary
- County Population
- Crime Data Analysis
- Existing Jail Condition
- Demand for Jail Beds
- Space Needs Program
- Conceptual Plan
- Site Analysis
- Project Budget

The approach to the study was derived from the experience HMN has providing similar services for other county justice facilities, accepted planning procedures, and from researching and analyzing unique circumstances in Brown County.

The initial step included meeting with the Sheriff and staff to receive input, establish needs, and tour the existing facility.

Space needs were developed from:

- Sheriff's Input
- Current Constitutional Standards for Adult Detention Facilities
- Life Safety Codes
- Accessibility Codes
- Accepted Planning Guidelines
- HMN Experience Planning and Designing Justice Facilities

The following are the findings of the Planning Study:

Brown County lies on the North line of South Dakota. Its North boundary line abuts the South boundary line of the state of North Dakota.

The county has a total area of 1,731 square miles, of which 1,713 square miles is land and 18 square miles (4.6%) is water. The County population in 2020 was 38,301, making it the fourth-most populous county in South Dakota

The Brown County Sheriff's Office is a full-service professional law enforcement agency providing crime prevention patrol; criminal investigation; civil process service; court security and jail detention services to the citizens of the county.

Historical jail data was provided by the Sheriff's office, based on the data available the inmate population growth trend indicates, based on a 20-year projection:

Major Factors Driving Demand for Jail Beds:

- County population growth.
- Increase in crime rate.
- Increase in criminal case filings.
- Requirements to separate inmates by classification.
- Potential open bed revenue from other counties and law enforcement agencies.

Space Needs Program

The Space Needs Program provides a breakdown of space requirements for the Sheriff's Office approximately 11,224 SF and Jail and Jail Support approximately 42,334 square feet of initial construction will be required to meet the needs. The study also identifies the need for 40 public parking spaces and 40 secured parking spaces for staff.

Conceptual Plan

The conceptual plan was prepared for the purpose of future design development, site planning, and public presentation purposes. The conceptual plan is designed to meet the anticipated need for the next 20 years and includes provisions for future expansion.

Project Budget

The Study recommends a project budget for all 4 of the options noted above. The construction cost was developed from HMN's recent experience with similar projects and reviewed by a local construction manager for accuracy.

Crime data is used to calculate the demand for jail beds and is included within the Jail Population Study.

Ben Crooks with Justice System Solutions was retained by HMN Architects as a consultant to prepare a jail population study. That study is attached at the end of the report.

General:

A jail is one of the most intensively used building types, operating 24 hours a day year-round with an inherently abusive occupancy load. For a jail that has been modified over the years, The Brown County Jail is remarkable in its apparent good condition. The exterior is appealing with brick and well maintained. The jail proper was clean and without odors or sticky surfaces often seen in heavily over used jails. A high degree of care is obviously given to the maintenance of the building. The linear bar front jail was built to house 48 detainees on 3 floors. There are six separate classifications with a mix of single cells and dorm holding. The plumbing, HVAC, and other equipment is beyond its useful life and will require replacement.

Deficiencies:

A detention facility is considered an I-3 occupancy by the building code and the code has some specific requirements for this type of occupancy. Deficiencies in an existing facility can be broken down into three distinct categories: Building Code Violations, ACA Violations, and General “Best Practices” for Modern Detention Design. Although none of the items listed below are required to be corrected at this time the County should consider a plan for corrective measures. Correcting these items would protect the County against lawsuits, improve safety, and allow the County to profit from open bed revenue.

Building Code Deficiencies:

1. HVAC in General. The code requires 100% outside air and multiple air changes per hour. (fresh air)
2. I-3 occupancy requires electrically operated remote release on backup power and keyed backup in case of an emergency.
3. Minimum width of a sleeping area must be 7'-0" minimum.
4. Lighting levels.
5. ACA Deficiencies:
6. Natural light requirement is not met.
7. Toilet fixture count including showers is not met.
8. The actual rating of the facility using ACA required square footages will reduce the rated capacity of the facility.

“Best Practices” Deficiencies:

1. No central control or central viewing into inmate areas.
2. Inmate corridors should be 8'-0".
3. Dayroom tables with individual seats.
4. No defined secure perimeter – two door system centrally controlled.
5. Video surveillance, intercoms, and other security electronics including water control.
6. Drive through vehicle sallyport.
7. Limit vertical travel.
8. Minimize detainee movement and maximize sightlines to inmate areas.
9. Defined staff, public, and jail business (24/7, Bond) entries to the facility that do not compromise security and staff efficiency.

Operations:

The existing jail operations occur on 3 floors and rely on an elevator to move detainees through the facility. Operating the current facility is labor intensive, dangerous, and very inefficient. The vehicle sallyport is on the first level, booking and holding on the lower level, housing is on the first and second level, and recreation is on the second level. The process of bringing a detainee into the facility includes the following:

1. Enter the facility through the vehicle sallyport on the first level.
2. Transport the detainee to the lower level via elevator to book in and holding.
3. Once booked in and assigned the appropriate classification the elevator is used to transport to the appropriate floor (First or Second).
4. Daily the detainees are escorted down a narrow hallway to recreation. Some may require an elevator ride.

Due to the design of the facility all detainee movement must be escorted and managing the elevator is time consuming.

The kitchen is on the lower level and has similar issues regarding vertical travel.

The facility also includes a juvenile housing area adjacent to adult detention areas in a remodeled area. Juveniles must also travel vertically to attend classes and other programs.

Due to the vertical travel required daily the current facility creates one of the most inefficient designs for jail operations. Due to the vertical travel required the County should consider discontinuing the use of the current facility to house detainees.

Conclusions:

The Brown County Jail, while pleasing in outward appearance and being well maintained the facility may be close the end of its serviceable capacity. It would be feasible to correct some, but not all the deficiencies listed above, will be costly, require the jail to house out of county, and construction duration would be extended. Due to the vertical travel required the County should consider discontinuing the use of the current facility to house detainees. The current facility is grossly undersized based on the findings in the jail population study.

Long term inmate population projections are difficult to predict and should be used for long term master planning. Facility planning decisions can also be made by other factors such as building geometry and project budget. There are numerous trends and factors that impact the need for jail beds.

To estimate the future needs for the county Ben Crooks was retained by HMN Architects as a consultant to prepare a jail population study. That study is attached at the end of the report.

DETENTION HOUSING**Component: Public**

Area Description	Approximate Size			Number of Areas	Net Sq. Feet	Remarks
Weather Vestibule	8	x	8	1	64	Provide weather protected access to the public lobby. The vestibule shall provide a layer of afterhours security, with an intercom provided at the interior door.
Lobby / Entrance / Waiting	10	x	20	1	200	Locate adjacent to the Sheriff's Department offices, Records, Public Visitation, and will serve as Waiting. Provide access to Public Restroom facilities. Public Lobby will function during office hours only. Space for a future metal detector shall be provided.
Men's Toilet	10	x	18	1	180	Provide Men's toilet at the Public Lobby with two water closets, one urinal, three lavatories, and toilet partitions.
Women's Toilet	10	x	18	1	180	Provide Women's toilet at the Public Lobby with three water closets, three lavatories, and toilet partitions.
Janitor Closet	8	x	8	1	64	Mop sink and supply storage
Video Visitation	12	x	16	10	1,920	Monitor location for video visitation with inmate in detention housing. One station per pod. DOES NOT WANT VIDEO VISIT - VIDEO VISIT IS RECOMMENDED

Total SF 2,608

Component: Armory

Area Description	Approximate Size			Number of Areas	Net Sq. Feet	Remarks
Storage	14	x	20	1	280	Fixed storage to be provided for weapons, tactical gear, and ammunition storage. Provide secured access and exhaust to exterior. Provide work surface and upper cabinets on one side. Provide worksurface for gun cleaning

Total SF 280

Component: Training

Area Description	Approximate Size			Number of Areas	Net Sq. Feet	Remarks
Classroom / Conference / Training	28	x	30	1	840	Adequate space to accommodate 20 people with training tables and 30 people in lecture seating. Provide voice and data connections.
Tactical Training	40	x	40	1	1,600	Provide wrestling style mat and ventilation for the use of pepper balls, paint balls, and rubber bullets. Provide AV rough in.
Storage	8	x	8	1	64	Storage for chairs and tables.
Coffee Bar	6	x	10	1	60	Sink, microwave, upper and lower cabinets, and power for coffee maker and under counter refrigerator.
Toilet	8	x	8	1	64	Storage for training materials.
Total SF					2,628	

Component: Support

Area Description	Approximate Size			Number of Areas	Net Sq. Feet	Remarks
Men's Locker Room - Detention Officers	30	x	24	1	720	Provide lockers for 25 men, one toilet, one urinal, and one shower. Space to be shared with jail and staff. Locker size to be 12" x 18".
Women's Locker Room - Detention Officers	30	x	24	1	720	Provide lockers for 25 women, two toilets, and one shower. Space to be shared with jail and staff. Locker size to be 12" x 18".
Break Room - Detention Area	12	x	16	1	192	Provide upper and lower cabinets, space for two four person tables, sink, and refrigerator.
Total SF					1,632	

Component: Detention Intake and Booking

Area Description	Approximate Size			Number of Areas	Net Sq. Feet	Remarks
Vehicle Sallyport	36	x	60	1	2,160	A drive through sallyport with parking for 4 to 6 patrol cars. Direct access to the Processing / Booking Area.
Clean / Dirty Bullpen	12	x	12	2	288	Direct access to the Vehicle Sallyport. Cell to include a toilet, flushing floor drain, and bunk or bench.
Arrestee's Officer SP	14	x	16	1	224	Area for the arresting officer to prepare paperwork and communicate with the booking officer without entering the jail. Direct access to the Vehicle Sallyport. Provide casework and work surface for property surrender, access to body scanner, and breathalyzer.
Body Scan	8	x	8	1	64	Area for body scanner, provide power and data.
Toilet	6	x	8	1	48	Lockable unisex toilet with one toilet, one lavatory and direct connection to the officer's sallyport.
Dirty Holding	8	x	12	2	192	Bucking chute style holding cell with a combo type toilet and bench or bunk. Direct access to the Vehicle Sallyport and open holding. Provide a view into the cell from booking.
Holding	8	x	12	6	576	Holding cell with a combo toilet and bench. Provide a view into cell from booking.
Open Hold	16	x	16	1	256	Provide benches with cuff rings in the booking area with 4-man bench.
Booking Desk	14	x	20	1	280	Processing Desk to be raised with work surface for 3 positions. Provide voice and data connections, camera monitors, indirect access to the officers sallyport, and view of all holding cells.
Decon	6	x	8	1	48	Secured shower with provisions for a de-icer. Access from the vehicle sallyport.
Fingerprint	4	x	10	2	80	Casework to accommodate a fingerprint station.
Toilet	6	x	8	1	48	Lockable unisex toilet with one toilet, one lavatory and direct connection to the Booking area for staff use.
Isolation Cells	8	x	12	1	96	Cell to include a combo toilet and bunk for holding of inmates suspected to be contagious or requiring frequent supervision. Provide camera in cell for 24-hour monitoring. View from booking and exhaust to the exterior.
Padded Cell	8	x	12	2	192	View from booking and exhaust to the exterior, flushing floor drain, padded cell material, 8" high concrete bunk.
Issue	8	x	16	1	128	Storage of clean inmate uniforms with direct access to Laundry and inmate Property Storage. Provide pass-thru to Dress In/Out.

Dress In/Out	8	x	8	1	64	Provide shower and combo toilet for arrestee to clean up, change into uniform, and surrender remaining property.
Property Storage	20	x	20	1	400	Provide hanging bag type system for storage of inmate property, area for bulk items, and locked storage for valuables and money. Room to be secured and ventilated to the exterior.
Interview	10	x	12	2	240	Provide secured room for inmate interviews with audio and visual recording. Anticipate "Zoom" meetings and mental health screenings. Power and Data will be required.
Contact Visit	8	x	10	2	160	Provide room for Attorney / Client visitation with a view from booking. Inmate entrance from jail side and Attorney entrance from public side.
Bond	5	x	10	1	50	Non-contact visit window with pass-thru for paperwork. Inmate entrance from jail side and bonding agent entrance from public side. Provide supervision from the Booking area.
24-7 Program	8	x	16	1	128	Provide entrance, waiting area, and toilet for 24-7 sample collection. Need room for 3 - 4 24-7 Kiosks.
24-7 Office	10	x	12	1	120	Office with work surface and millwork for storage. Locking door, near 24-7 entrance.

Total SF 5,842

Component: Detention Support

Area Description	Approximate Size			Number of Areas	Net Sq. Feet	Remarks
Kitchen	36	x	44	1	1,584	Full commercial type kitchen with receiving area for deliveries.
Laundry	16	x	16	2	512	Provide commercial laundry equipment and folding table. Direct access to Issue. Provide 2 washer and 2 dryers sized based on bed count.
Janitor Closet	8	x	8	1	64	Mop sink and storage
Video First Appearance	14	x	16	1	224	Provide secured room with camera and waiting area for five.
Visitation	4	x	8	8	256	Provide non-contact visit stations. 2-way handset on each side.
In / Outdoor Exercise	30	x	50	1	1,500	Provide exercise area with glazed retractable overhead door and acoustical treatment.
Central Control	16	x	16	1	256	Control area with view to Satellite Control and direct access to toilet.
Satellite Control	16	x	16	2	512	Control area with view into detention housing and direct access to toilet.

Exam	10	x	14	1	140	Inmate exam room with examination table.
Medical Holding Cell	8	x	12	6	576	Will double as isolation cell.
Medical Toilet	8	x	8	1	64	Toilet for use by inmates in medical area.
Nurse/Dentist office	10	x	12	1	120	Area with upper and lower cabinets for storage and work surface. Power and data for 2 work areas.
Jail SGT	10	x	16	2	320	Two offices for jail SGT's have 5 now provide room for 6, 3 in each office.
Storage for Jail	8	x	12	1	96	Storage room for equipment and uniforms.
Jail Administrator Office	12	x	14	1	168	Provide office with area for desk, lateral file storage, and voice and data connections. This office needs to be in the same building as the detention area and prefer it to be outside the secure perimeter.

Total SF 6,392

Component: Detention Housing

Area Description	Approximate Size			Number of Areas	Net Sq. Feet	Remarks
General Population Cells	8	x	12	88	8,448	Cells, double bunked, toilet, desk, shelf, mirror, intercom, and under bunk storage with 7 dayrooms for classification. 150 beds for 20-year projections. Rear chase cells.
Men's Trustee	12	x	12	4	576	Dorm for 4 trustees with Dayroom, bunks, dayroom table, and typical detention equipment.
Female Trustee	12	x	12	4	576	Dorm for 4 trustees with Dayroom, bunks, dayroom table, and typical detention equipment.
Trustee toilet/shower	4	x	12	2	96	One for each male and female trustee area.
Dayrooms	30	x	30	10	9,000	7 Dayrooms, square footage is calculated by the ACA standards. Each dayroom will have dayroom tables with individual seats and skylight.
Dayroom Toilet	3	x	4	10	120	Toilet for use when cells are locked.
Dayroom Shower	5	x	12	20	1,200	Showers, 1 head per 12 inmates. If multiple heads are required, the area will be secured so only one inmate may shower at a time.

20,016 Approximate

Component: Building Support

Area Description	Approximate Size			Number of Areas	Net Sq. Feet	Remarks
Mechanical				As Required	2,800	Equipment rooms located as necessary for mechanical and electrical equipment.
Janitor Closets	4	x	4	4	64	Located as necessary, one for detention housing, one for booking, one for kitchen, and one for Sheriff's Department.
Receiving	6	x	12	1	72	Area to receive deliveries and temporary storage.

Total SF 2,936**Total Detention Housing SF: 42,334****Component: Juvenile Holding/Housing - Remodel in Existing Facility**

Area Description	Approximate Size			Number of Areas	Net Sq. Feet	Remarks
General Population Cells	8	x	12	16	1,536	Cells, double bunked, toilet, desk, shelf, mirror, intercom, and under bunk storage with 4 dayrooms for classification. 16 beds 4 cells per classification.
Juvenile Dayroom	12	x	32	4	1,536	Dorm for 4 trustees with Dayroom, bunks, dayroom table, and typical detention equipment.
Juvenile intake	12	x	24	1	288	Booking and intake area for Juvenile detainees
Juvenile Holding	8	x	12	3	288	Juvenile holding cells adjacent to juvenile intake.
Dayroom Toilet	3	x	4	4	48	Toilet for use when cells are locked.
Dayroom Shower	5	x	12	1	60	Showers, 1 head per 12 inmates.

3,756 Approximate

SHERIFF'S OFFICE**Component: Public**

Area Description	Approximate Size			Number of Areas	Net Sq. Feet	Remarks
Weather Vestibule	8	x	8	1	64	Provide weather protected access to the public lobby. The vestibule shall provide a layer of afterhours security, with an intercom provided at the interior door.
Lobby / Entrance / Waiting	10	x	20	1	200	Locate adjacent to the Sheriff's Department offices, Records, Public Visitation, and will serve as Waiting. Provide access to Public Restroom facilities. Public Lobby will function during office hours only. Space for a future metal detector shall be provided.
Men's Toilet	10	x	18	1	180	Provide Men's toilet at the Public Lobby with two water closets, one urinal, three lavatories, and toilet partitions.
Women's Toilet	10	x	18	1	180	Provide Women's toilet at the Public Lobby with three water closets, three lavatories, and toilet partitions.
Janitor Closet	8	x	8	1	64	Mop sink and supply storage
Reception	12	x	12	2	288	Provide secured reception at Lobby, one for jail and one for Sheriff's Office
Report / Interview	10	x	10	1	100	Area to file a report or interview with access from the Sheriff's Department and Public Lobby. Provide casework for storage of forms and area to draft report.

Total SF 1076**Component: Sheriff's Department Admin**

Area Description	Approximate Size			Number of Areas	Net Sq. Feet	Remarks
Sheriff	14	x	20	1	280	Provide office with area for desk, lateral file storage, conference table for four, voice and data connections, two side chairs, and view to the exterior. Locate with visual and acoustical privacy, secondary exterior access, and proximity to the Conference Room.
Chief Deputy	12	x	12	1	144	Provide office with area for desk, lateral file storage, voice, and data connections, two side chairs, and view to the exterior. Locate with visual and acoustical privacy and proximity to the Conference Room.
Command - Future	12	x	12	1	144	Provide office with area for desk, lateral file storage, voice, and data connections, two side chairs, and view to the exterior. Locate with visual and acoustical privacy and proximity to the Conference Room.

Secretary / Reception	10	x	12	5	600	Provide work surface, voice and data connections, and files. Area to be access control to the Sheriff's Department. Combined with lobby reception
Conference Room	14	x	18	1	252	Conference area for departmental use with a table to seat 12. Provide acoustical isolation and voice and data connections. View to the Exterior optional.
Investigations Office	12	x	14	4	672	Provide office with area for desk, lateral file storage, and voice and data connections
Narcotics Office	10	x	10	1	100	Provide office with area for desk, lateral file storage, and voice and data connections, close to reception and public lobby. This office will be used for sex offender registration
D.A.R.E.	10	x	10	1	100	Provide office with area for desk, lateral file storage, and voice and data connections, close to reception and public lobby. This office will be used for sex offender registration
Workroom	6	x	16	1	96	Area for storage of office supplies and office equipment. Provide casework, and voice and data connections. Central location in the Sheriff's Department is desirable. Copy machine
Men's Toilet	10	x	18	2	360	Provide Men's toilet in the Sheriff's Department for staff with one water closet, one urinal, one lavatory, and toilet partition.
Women's Toilet	10	x	10	2	200	Provide Women's toilet in the Sheriff's Department for staff with one water closets, one lavatory
Janitor Closet	8	x	8	1	64	Mop sink and supply storage
Storage	8	x	12	1	96	Provide area for open shelving for Sheriff Department supplies.
Interview Rooms	10	x	14	3	420	Provide table and chairs with view from Observation, voice, and data connections, visual and sound recording capabilities. One to be a hard interview on secure side.
Observation	8	x	14	1	112	Provide one-way views into Interview rooms and storage for visual and sound recording equipment. Provide built-in storage and work surface.

Total SF 3640

Component: Patrol

Area Description	Approximate Size			Number of Areas	Net Sq. Feet	Remarks
Patrol Supervisor Office	10	x	12	2	240	Provide office with area for desk, lateral file storage, and voice and data connections. Shared space
Patrol Deputy Squad Room	12	x	8	5	480	Provide an open office area with six workstations. Each workstation to include work surface and voice and data connections. Provide access to the exterior through non-public areas.
Visiting Law Enforcement	10	x	12	2	240	Provide office with area for desk, lateral file storage, and voice and data connections, shared access.
Storage	12	x	14	1	168	Provide shelving and lockable storage for materials used by Patrol.

Total SF 1128**Component: Records**

Area Description	Approximate Size			Number of Areas	Net Sq. Feet	Remarks
Jail Records	12	x	20	1	240	Provide secured centralized storage of Sheriff's Department records. Area to be secured. Need to be near jail.
Sheriff's Department Records	10	x	10	1	100	Provide secured centralized storage of Sheriff's Department records. Area to be secured. Small area

Total SF 340**Component: Evidence**

Area Description	Approximate Size			Number of Areas	Net Sq. Feet	Remarks
Process	12	x	14	1	168	Area for preliminary evidence processing. Provide, sink, work surface, area for center worktable, and storage cabinets. Provide access for bulky items.
Vehicle Processing	18	x	30	1	540	
Evidence Lab	12	x	14	1	168	Area for evidence processing. Provide, sink, work surface, area for center work table, fume hood, and storage cabinets.
Temporary Storage Lockers	2	x	10	1	20	Lockable two-sided storage lockers for temporary custody of evidence.
Body Ice Box Storage	8	x	8	2	128	Storage room for double body ice box. Provide emergency power. Direct access vehicle sallyport.
Evidence Storage	20	x	40	1	800	Evidence storage with fixed storage shelving. Adequate exhaust to exterior. Direct access to the vehicle sallyport.

Total SF 1824

Component: Armory

Area Description	Approximate Size			Number of Areas	Net Sq. Feet	Remarks
Storage	14	x	20	1	280	Fixed storage to be provided for weapons, tactical gear, and ammunition storage. Provide secured access and exhaust to exterior. Provide work surface and upper cabinets on one side. Provide worksurface for gun cleaning

Total SF 280**Component: Building Support**

Area Description	Approximate Size			Number of Areas	Net Sq. Feet	Remarks
Mechanical				As Required	2800	Equipment rooms located as necessary for mechanical and electrical equipment.
Janitor Closets	4	x	4	4	64	Located as necessary, one for detention housing, one for booking, one for kitchen, and one for Sheriff's Department.
Receiving	6	x	12	1	72	Area to receive deliveries and temporary storage.

Total SF 2936**Total SF 11,224**

The county has not identified potential sites to explore for either a new facility or an addition to the existing facility. The study will also look at an existing building suitable to add a detention facility within the existing shell.

Existing Sheriff's Office Site Addition (Option C):

Due to the outcome of the quantity of beds needed indicated in the jail population study, size of a housing unit to satisfy the jail population study, and the availability of open space adjacent to the existing this option may not be feasible. Costly options which may be feasible include closing a street, infilling the existing courtyard on the North side of the courthouse, or construction across a street with a tunnel or skywalk. This infilling the courtyard or closing a street would need to rely on continuing to use the existing 48 beds to meet the jail population study and limited possibility of any open bed revenue. Closing a street would also require the County to purchase property adjacent to the existing the jail. Tunnels and skywalks are costly and a security concern. Staff would prefer that the Sheriff's office and detention center staff are connected. Attached are some diagrams showing the size of a housing addition required with respect to the space available, jail support will need to occur as a remodel within the existing space. Typically, we would look for reasons why it is a good idea, but in this case, there are many roadblocks limiting the appeal for an addition.

Greenfield Site (Option D):

The county has not identified a "greenfield" site or sites to evaluate at this time, but there are some options that would be appealing. Typically, we would recommend a site that is relatively flat, access to utilities including sewer, access to travel routes, accessible to the public, and easily secured. Depending on the shape of the property and expansion plans we would recommend 5 acres minimum. Included is a sketch of a detention housing and jail support diagram on the site owned by the county just Northwest of the existing jail. The sketch shows an expansion that would allow the county to capitalize on the potential for open bed revenue identified in the jail population study. Greenfield sites are always appealing since it allows the facility to be designed for the unique needs of each county and can be economical in relation to remodel projects.

Infill Existing Building (Option E):

The county has requested that HMN evaluate an existing building they can purchase for the purpose of constructing a new detention facility within the existing shell and remodel an existing office for the sheriff's office. The existing warehouse is 154,160 square feet and the program for the detention functions will need roughly 42,000 square feet. The construction of the warehouse will work nicely to infill with detention housing. The existing office building is 12,000 SF and would be adequate to remodel to house the Sheriff's office in the future.

HMN has been tasked with providing five options for Brown County to consider:

1. Close the existing jail and house inmates out of County. Option A
2. Continue to operate the existing jail and house out of County. Option B
3. Addition and Renovation to meet the needs of Brown County and potential open bed revenue from other entities. Option C.
4. Build a new facility to modern standards that is scalable, in terms of bed count, to either meet the counties 20-year projected needs or larger to capture some open bed revenue. Option D.
5. Add new jail into existing building shell and renovate an existing office building to new Sheriff's Office. Option E.

Option A:

Estimated cost for this option is provided in the Project Budget section of this report. Does not include any construction.

Option B:

Estimated cost for this option is provided in the Project Budget section of this report. Does not include any construction.

Option C:

Sketch showing three separate locations for a detention housing pod in relation to the existing jail. The addition is sized for 128 beds and assumes that the existing 48 will continue to be utilized.

Option D:

Sketch showing a 176 bed (Brown County) to 256 (Open Bed Revenue) bed detention pod with jail support spaces noted in the program. Does not include new Sheriff's Office space, detention only.

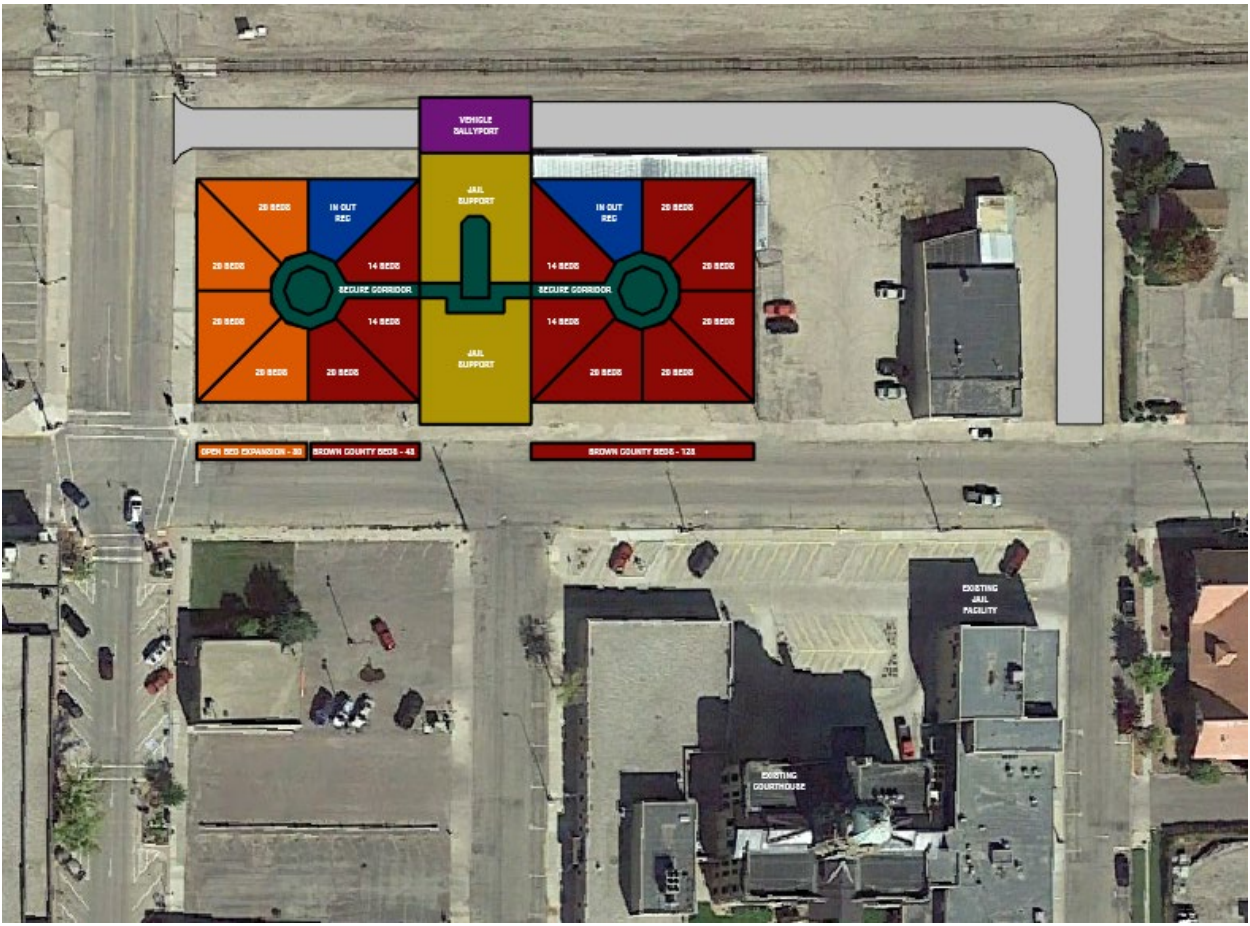
Option E:

Infill existing building with a detention housing pod and jail support similar to option D.

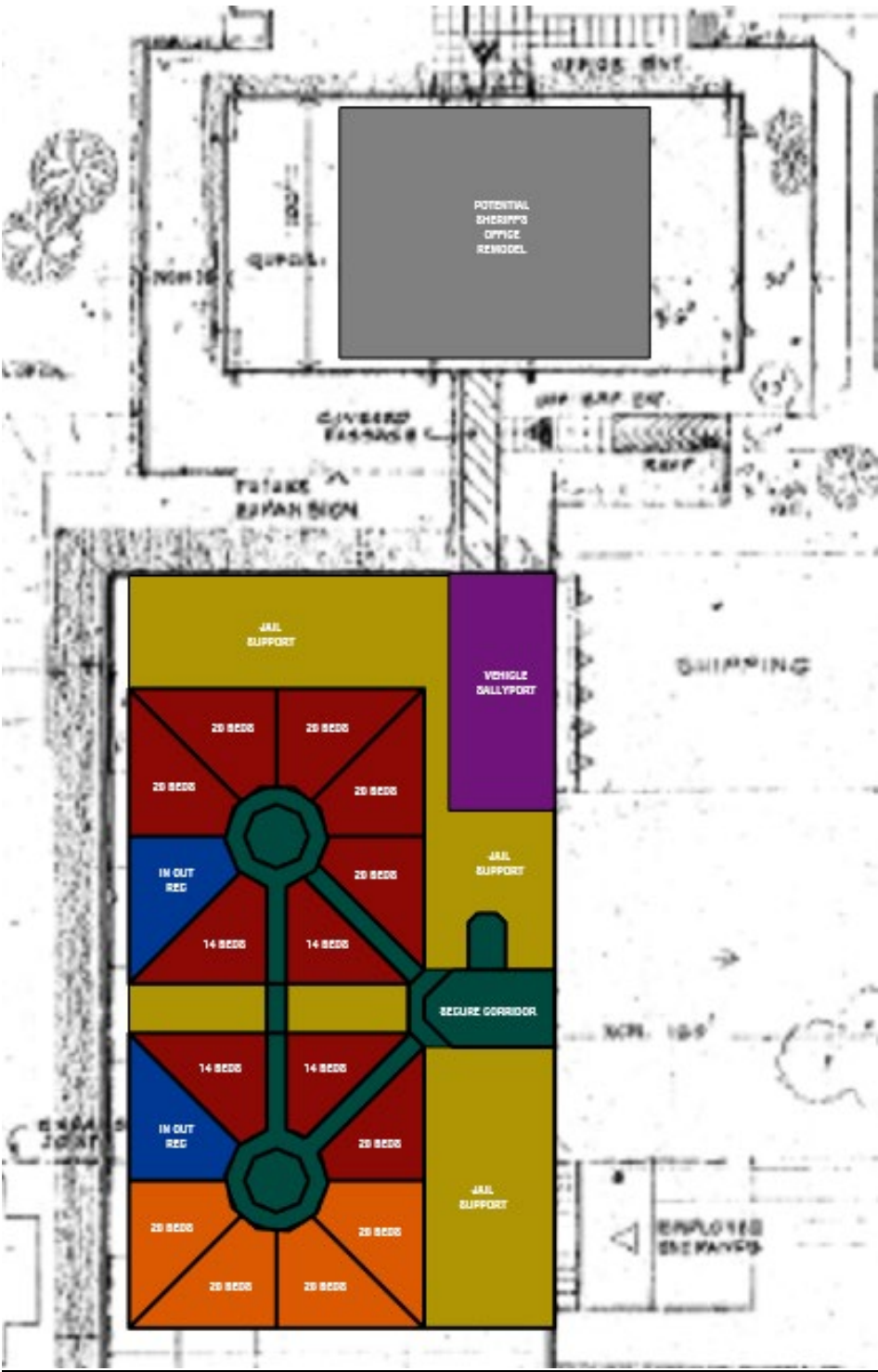
OPTION C CONCEPT SKETCH



OPTION D FLOOR PLAN



OPTION E CONCEPT FLOOR PLAN



50' WIDE ROAD

20' 4.0m

10' ALLEYS

UPPER EXT.

COVERED ENTRANCE

OFF BAY EXT.

FUTURE EXPANSION

SWIMMING

EMPLOYEE PARKING

RECREATING

FOUNDRY

EMPLOYEE PARKING 5-6 CARS

FUTURE EXPANSION

FUTURE SPUR

NORTH

Option A – CLOSE JAIL HOUSE OUT OF COUNTY

PRELIMINARY PROJECT BUDGET - Close Jail				
YEAR	BEDS NEEDED	DAILY	DAILY COST	YEARLY COST
2023	143	\$85	\$12,155	\$4,436,575
2024	144	\$88	\$12,730	\$4,646,304
2025	145	\$92	\$13,331	\$4,865,713
2026	146	\$96	\$13,960	\$5,095,240
2027	147	\$99	\$14,617	\$5,335,345
2028	148	\$103	\$15,305	\$5,586,505
2029	149	\$108	\$16,025	\$5,849,222
2030	150	\$112	\$16,778	\$6,124,018
2031	152	\$116	\$17,682	\$6,453,898
2032	154	\$121	\$18,631	\$6,800,370
2033	156	\$126	\$19,628	\$7,164,234
2034	157	\$131	\$20,544	\$7,498,565
2035	159	\$136	\$21,638	\$7,897,852
2036	161	\$142	\$22,787	\$8,317,084
2037	163	\$147	\$23,992	\$8,757,218
2038	165	\$153	\$25,258	\$9,219,255
2039	167	\$159	\$26,587	\$9,704,244
2040	169	\$166	\$27,982	\$10,213,281
TOTALS:				\$123,964,922

*Daily rate escalation of 4% per annum.

Option B – Continue to use existing jail and house out of County

PRELIMINARY PROJECT BUDGET - Use Existing Jail					
YEAR	BEDS NEEDED	BEDS OUT	DAILY	DAILY COST	YEARLY COST
2023	143	95	\$85	\$8,075	\$2,947,375
2024	144	96	\$88	\$8,486	\$3,097,536
2025	145	97	\$92	\$8,918	\$3,254,994
2026	146	98	\$96	\$9,370	\$3,420,093
2027	147	99	\$99	\$9,844	\$3,593,191
2028	148	100	\$103	\$10,342	\$3,774,666
2029	149	101	\$108	\$10,863	\$3,964,909
2030	150	102	\$112	\$11,409	\$4,164,332
2031	152	104	\$116	\$12,098	\$4,415,825
2032	154	106	\$121	\$12,824	\$4,680,774
2033	156	108	\$126	\$13,589	\$4,959,855
2034	157	109	\$131	\$14,263	\$5,206,010
2035	159	111	\$136	\$15,106	\$5,513,595
2036	161	113	\$142	\$15,993	\$5,837,456
2037	163	115	\$147	\$16,927	\$6,178,405
2038	165	117	\$153	\$17,910	\$6,537,290
2039	167	119	\$159	\$18,945	\$6,915,000
2040	169	121	\$166	\$20,034	\$7,312,467
TOTALS:					\$85,773,773

*Daily rate escalation of 4% per annum.

Option C – Addition and Renovation (128 New Beds – 48 Existing Beds)

Construction Contract.....	\$13,922,584
Professional Fees.....	\$1,670,710
General Conditions.....	\$696,129
Design and Construction Contingency.....	\$835,355
FF&E.....	\$350,000
Construction Testing.....	\$50,000
Reproduction and Miscellaneous Expenses.....	\$20,000
PROJECT BUDGET.....	\$17,544,788

Notes:

1. Assumes bidding during fourth quarter 2022
2. Assumes project will utilize a Construction Manager
3. Not included in budget:
 - a. Land Acquisition
 - b. Remediation of hazardous materials
 - c. Legal, issuance and finance cost
 - d. Start-up supplies and moving expenses
4. Includes equipment for video visitation
5. Includes medium renovation of entire existing jail, +/- 16,311 Square Feet.

Option D – 176 BED JAIL (Brown County Detainees)

Construction Contract.....	\$26,073,112
Professional Fees (Arch/CM)	\$3,128,773
General Conditions.....	\$1,303,656
Design and Construction Contingency.....	\$1,564,387
FF&E.....	\$350,000
Remodel Allowance.....	\$1,000,000
Construction Testing.....	\$50,000
Reproduction and Miscellaneous Expenses.....	\$20,000
PROJECT BUDGET.....	\$33,489,928

Notes:

1. Assumes bidding during fourth quarter 2022
2. Assumes project will utilize a Construction Manager
3. Not included in budget:
 - a. Land Acquisition
 - b. Remediation of hazardous materials
 - c. Legal, issuance and finance cost
 - d. Start-up supplies and moving expenses
4. Includes equipment for video visitation

Option D.1 – 256 BED JAIL (Open Bed Revenue)

Construction Contract.....	\$32,528,600
Professional Fees (Arch/CM)	\$3,903,432
General Conditions.....	\$1,626,430
Design and Construction Contingency.....	\$1,951,716
FF&E.....	\$350,000
Remodel Allowance.....	\$1,000,000
Construction Testing.....	\$50,000
Reproduction and Miscellaneous Expenses.....	\$20,000
PROJECT BUDGET.....	\$41,430,178

Notes:

1. Assumes bidding during fourth quarter 2022
2. Assumes project will utilize a Construction Manager
3. Not included in budget:
 - a. Land Acquisition
 - b. Remediation of hazardous materials
 - c. Legal, issuance and finance cost
 - d. Start-up supplies and moving expenses
4. Includes equipment for video visitation

Option E – Infill Existing Building – 176 Beds (Brown County Detainees)

Construction Contract.....	\$18,105,880
Professional Fees (Arch/CM)	\$2,172,706
General Conditions.....	\$905,294
Design and Construction Contingency.....	\$1,086,353
FF&E.....	\$350,000
Property Acquisition.....	\$5,000,000
Remodel Allowance (Existing Jail).....	\$200,000
Construction Testing.....	\$50,000
Reproduction and Miscellaneous Expenses.....	\$20,000
PROJECT BUDGET.....	\$27,890,232

Notes:

1. Assumes bidding during fourth quarter 2022
2. Assumes project will utilize a Construction Manager
3. Not included in budget:
 - a. Remediation of hazardous materials
 - b. Legal, issuance and finance cost
 - c. Start-up supplies and moving expenses
4. Includes equipment for video visitation

Option E.1 – Infill Existing Building – 265 Beds (Open Bed Revenue)

Construction Contract.....	\$22,637,784
Professional Fees (Arch/CM)	\$2,716,534
General Conditions.....	\$1,131,889
Design and Construction Contingency.....	\$1,358,267
FF&E.....	\$350,000
Property Acquisition.....	\$5,000,000
Remodel Allowance (Existing Jail).....	\$200,000
Construction Testing.....	\$50,000
Reproduction and Miscellaneous Expenses.....	\$20,000
PROJECT BUDGET.....	\$33,464,474

Notes:

1. Assumes bidding during fourth quarter 2022
2. Assumes project will utilize a Construction Manager
3. Not included in budget:
 - a. Remediation of hazardous materials
 - b. Legal, issuance and finance cost
 - c. Start-up supplies and moving expenses
4. Includes equipment for video visitation

Option E.2 – Existing Office Remodel for Sheriff’s Office - OPTIONAL

Construction Contract.....	\$1,609,587
Professional Fees (Arch/CM)	\$193,150
General Conditions.....	\$80,479
Design and Construction Contingency.....	\$96,575
FF&E.....	\$100,000
Construction Testing.....	\$20,000
Reproduction and Miscellaneous Expenses.....	\$10,000
PROJECT BUDGET.....	\$2,109,792

Notes:

1. Assumes bidding during fourth quarter 2022
2. Assumes project will utilize a Construction Manager
3. Not included in budget:
 - a. Remediation of hazardous materials
 - b. Legal, issuance and finance cost
 - c. Start-up supplies and moving expenses
4. Includes equipment for video visitation

The results of this report indicate that Brown County has 5 options to consider noted in the executive summary and detailed in the report. The county will need to consider the following questions while choosing an option:

1. Budget to maintain the existing facility.
2. Potential for a lawsuit due to the age of the facility and the changes in building code, life safety code, and standard practice for detention design (ACA).
3. Safety of staff and public due to the design of the existing facility.
4. Does the county want to capitalize on the ability to collect open bed revenue?
5. How much open bed revenue would the county like to build for? The sheriff has shown that they can indeed attract business.
6. Is a new modern facility appropriate for the county?

The space needs program shows a need for a modern sheriff's office and the need for modern jail support. The jail population study shows the current need and the projected need out to year 2040. A jail is considered full when 80% of the beds are occupied.

Although the current facility is in relatively good condition and serviceable for the near future the facility is deficient when it comes to a modern Law Enforcement Center and extremely undersized and overcrowded.

Due to the cost of housing out of county the two options we explored for Brown County to farm out their detainees is not financially feasible.

Due to the physical size of a modern detention facility and the limited area around the existing facility it would not be feasible to add on to the existing facility.

The county needs to begin to plan to replace the existing facility with a new modern detention center sized to meet the needs of the county for years to come. The study identifies two options with different bed count variations:

1. Build on a greenfield site.
2. Build within an existing warehouse available for sale.

There are significant advantages to purchasing the existing building complex and infilling with a modern expandable jail. HMN and GA Johnson have toured the facility and did not identify any roadblocks with infilling the existing facility to meet the county's needs. The advantages include:

1. Significant construction cost savings associated with infilling, as displayed in the cost estimates. (shell cost greater than building cost)
2. There is enough square footage for a justice center and could double the beds if needed in the future or use the space for the sheriff's office.
3. There is an office building that would require minimal remodel and be converted to a new modern sheriff's office.
4. The facility could be planned to be constructed in phases to add beds as needed or funding becomes available.
5. Construction could start immediately.

The only short-term disadvantage is the existing warehouse is larger than needed and may have some elevated utility costs until occupied.

Considering all the options we have explored in this study it is apparent that the existing detention area is undersized, staff inefficient, potentially dangerous, and needs to be replaced with a modern indirect supervision detention center. Our professional recommendation would be for the county to purchase the existing building and begin looking at the options along with associated costs and funding options available. This recommendation considers overall cost of ownership and potential to meet all future needs.

Due to the assorted options presented the county may have some difficult discussions and HMN would be glad to answer or offer any recommendations to assist in the decision making.

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- ES-2 Brown County Inmate Population Trends
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Executive Summary

As part of the Needs Assessment, the Brown County Sheriff's Department requested that the project team *"provide the County with the information necessary to make effective decisions concerning the scope of the project, to include:*

- a. A current, independent, Jail Population Study with 20-year projections of bed space needs*
- b. An assessment of other counties in South Dakota, and possibly North Dakota, jail bed space needs*
- c. A projected staffing requirement for bed space needs (Indirect and Direct Supervision models)*
- d. A determination of the potential for "open bed revenue"*

HMN Architects included Ben Crooks, a nationally recognized jail consultant, on its project team for the purpose of conducting the independent Jail Population Study. The consultant outlined a work plan organized into five major tasks.

- Task 1 Review of trends in Brown County's criminal justice system.
- Task 2 Analysis of the County's inmate population trends and profile.
- Task 3 Inmate population projections and jail capacity requirements.
- Task 4 Projected staffing requirements based on preliminary design concept.
- Task 5 Final Report.

The Consultant — Ben Crooks is an internationally-recognized consultant specializing in the planning, design, and operation of jail facilities. He has directed or assisted with jail planning projects for more than 150 counties, cities, states, and countries. Mr. Crooks specializes in the development of jail needs assessment studies, 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, operations and offender programs.

Mr. Crooks currently works as an independent jail consultant and is an administrator of a county jail in Oklahoma. He previously served as the Senior Vice President of Latin American Operations at CGL Companies and currently the Director of Justice System Solutions, LLC, both correctional infrastructure needs assessment, operations assessment, and correctional staffing assessment consulting firms.

ES-1 CRIMINAL JUSTICE STATISTICAL INDICATORS — This section provides a review of statistical data on crime and arrest trends in Brown County and criminal case trends over the past eight years of data provided.

Criminal Justice Statistical Indicators – Executive Summary

Year	2013	2014	2015	2016	2017	2018	2019	2020	Change	% Change	Annual % Change	CAGR	Average
Brown County Population	38,136	38,255	38,400	38,900	39,290	39,145	38,839	38,533	703	1.9%	0.2%	0.1%	38,709
South Dakota Population	842,316	849,129	853,988	862,996	872,868	878,698	884,659	886,667	44,351	5.4%	0.7%	0.6%	863,522
Brown County Avg. Admissions Per Month	264	263	270	296	293	261	256	187	7	2.8%	0.4%	-0.4%	272
Brown County Annual Admissions	3,172	3,156	3,234	3,553	3,519	3,130	3,069	2,242	-103	-3.2%	-0.4%	-0.4%	3,262
IR per 100,000 Brown County	4.75	5.06	5.85	6.37	6.99	7.28	8.14	6.65	3.4	40.1%	5.0%	7.0%	6.4
South Dakota County Jail Population	1,199	1,232	1,258	1,345	1,278	1,197	1,255	1,234	56	4.7%	0.6%	0.6%	1,252
IR per 100,000 South Dakota	34.4	33.0	28.7	29.4	30.0	28.3	28.4	29.5	-6.06	-1.2%	-0.1%	-2.4%	30
Brown County Average Length of Stay	14.5	14.4	14.9	14.1	14.8	17.0	18.3	23.0	9	58.6%	7.3%	3.0%	16.4
South Dakota Crime Rate per 100,000	323	328	385	422	430	405	408	383	60	18.6%	2.3%	3.0%	366.4
Brown County Crime Rate 100,000	105	112	130	141	155	163	185	153	48	46.0%	5.7%	7.4%	143.3

Source: Bureau of Justice Statistics, Brown County Jail, Vera Institute, US Census Bureau, various other websites (2013-2020)

ES-2 BROWN COUNTY INMATE POPULATION TRENDS — This section examines the inmate population trends at the Brown County Jail over the past eight years. Considered are the number of jail bookings, the average daily population (ADP), and the high and low inmate population range for each year during this period. Separate breakdowns are provided of the inmate population by gender (male or female).

Year	2013	2014	2015	2016	2017	2018	2019	2020	Change	% Change	Annual % Change	CAGR	Average
Inmate Avg. Daily Population	40	43	50	55	61	64	72	59	19	47.5%	5.9%	5.0%	55
Brown % Male	78%	77%	78%	76%	74%	77%	74%	64%	-13%	-16.9%	-2.1%	-2.3%	76%
AVG # of Male Inmates	31	33	39	42	45	49	53	38	7	12.5%	1.6%	2.6%	42
Brown County % Female	23%	23%	21%	22%	26%	23%	25%	36%	13%	13.1%	1.6%	5.9%	23%
AVG # of Female Inmates	9	10	11	12	16	15	18	21	12	33.3%	4.2%	11.2%	13
Brown County Avg. Admissions Per Month	264	263	270	296	293	261	256	187	7	2.8%	0.4%	-0.4%	272
Brown County Annual Admissions	3,172	3,156	3,234	3,553	3,519	3,130	3,069	2,242	-103	-3.2%	-0.4%	-0.4%	3,262
Brown County Average Length of Stay	14.5	14.4	14.9	14.1	14.8	17.0	18.3	23.0	9	58.6%	7.3%	3.0%	16.4

Source: Bureau of Justice Statistics, Brown County Jail, Vera Institute, US Census Bureau, various other websites (2013-2020)

ES-3 BROWN COUNTY INMATE POPULATION PROJECTIONS — This section looks at the historical and projected population of Brown County, and develops inmate population projections for facility planning purposes, and provides a forecast of Brown County's future jail capacity requirements.

Brown County, South Dakota Inmate Population Projections (2025-2040)

PROJECTION MODEL	2025	2030	2035	2040
Brown County Population	40,173	42,301	43,814	45,328
South Dakota Population	935,248	973,361	1,008,197	1,043,032
Brown County Admissions	2,306	2,371	2,726	3,135
1) Historical Trend % Increase				
=	59	60	62	64
2) Historical Compound Annual Growth Rate (CAGR)				
=	59	59	59	60
3) Ratio to Brown Population % Increase	59	59	61	61
4) Ratio to South Dakota Population % Increase	62	62	64	66
5) Ratio to Brown Intake % Increase	61	61	70	80
6) IR to South Dakota Population				
a. Existing =	276	288	298	308
b. High =	322	335	347	359
c. Average =	284	295	306	316
e. Low =	265	276	286	296
7) Intake to ALOS				
a. Existing =	116	119	137	157
b. High =	145	149	172	198
c. Average =	103	106	122	141
e. Low =	91	94	108	124
8) % of State Population				
a. Existing =	63	66	68	70
b. High =	63	66	68	70
c. Average =	60	63	65	67
e. Low =	51	53	54	56
9) ARIMA Box Jenkins	82	82	88	93
10) ARIMA Exponential Smoothing	59	61	65	70
AVERAGE OF ALL MODELS	120	124	132	140
<i>Peaking Factor 9%</i>	<i>11</i>	<i>11</i>	<i>12</i>	<i>13</i>
<i>Classification Factor 11%</i>	<i>14</i>	<i>15</i>	<i>16</i>	<i>17</i>
Total Peaking & Classification	25	26	28	29
Brown County Bed Forecast Requirement	145	150	159	169

Utilizing 10 projection models and all data provided and collected by the consultant, Brown County has a bed space need of approximately 169 beds to meet the needs through the year 2040. All peaking and classification factors are included in this projection. The current need based on data is 145 beds and a subsequent need of an additional 24 beds over the next 20 years.

Brown County has expressed the desire to provide additional beds for contract housing of inmates from other jurisdictions if an expansion or new construction is completed. Contact was made with counties in both South and North Dakota to gauge the interest in contracting for beds with the following results listed the table below.

Combined Brown County and Contract Bed Space Requirements (2025-2040)

COUNTY AVERAGE OF ALL MODELS	120	124	132	140
Estimated Rate of Growth	4.3%	9.8%	13.7%	17.6%
PROJECTION YEAR	2025	2030	2035	2040
Dickie County, North Dakota	2	0.2	0.3	0.4
Campbell County, South Dakota	2	0.2	0.3	0.4
Edmunds County, South Dakota	1	0.1	0.1	0.2
Corson County, South Dakota	3	0.3	0.4	0.5
McPherson County, South Dakota	3	0.3	0.4	0.5
Walworth County, South Dakota	30	2.9	4.1	5.3
Grant County, South Dakota	1	0.1	0.1	0.2
McIntosh County, North Dakota	3	0.3	0.4	0.5
LaMour County, North Dakota	1	0.1	0.1	0.2
TOTAL PROJECTED NEEDS INCREASE	-	4	6	8
Total Annual Contract Beds	46	50	52	54
Total County & Contract Bed Needs	166	174	184	194
Peaking Factor 9%	15	16	17	17
Classification Factor 11%	20	21	22	23
TOTAL PROJECTED BEDSPACE NEED	201	211	222	235

If Brown County chooses to provide bed space under contract to other counties identified above, it is projected that the bed space need will be 201 beds and an additional 34 beds needed through the year 2040. All peaking and classification factors are included in this projection.

Based on a bed contract cost of \$85 per bed, per day, Brown County could collect between \$1.4 and \$1.6 million annually through other jurisdiction bed contracts. Although no contract beds could be guaranteed, all counties contacted indicated that there were no future plans in place to build or expand any of their own facilities.

Estimated Contract Bed Annual Revenue

PROJECTION YEAR	2025	2030	2035	2040
Total Annual Contract Beds	46	50	52	54
Projected Contract Cost Per Day	\$85	\$85	\$85	\$85
ANNUAL CONTRACT REVENUE	\$1,427,150	\$1,566,690	\$1,622,761	\$1,678,830

ES-3 STAFFING FOR PROJECTED NEEDS

Preliminary Staffing for Indirect Supervision Inmate Management

STAFFING CONCEPT SUMMARY							
by Major Functional Component							
		M-F Bus.	Shift 7-Day	Days	Nights	SRF	NAWH
Position	8-5	Business	12 Hour	12 Hour	SRF	TOTAL	TOTAL
1. Facility Administration	6	0	0	0	1.2	6	6
2. Facility Services	2	0	0	0	1.2	2	2
3. Food Services	1	0	0	0	1.2	1	1
4. Medical Services	Contract						
5. Security	6	0	10	8	1.2	28	28
6. Program Services	2	0	0	0	1.2	2	2
7. Inmate Housing	0	0	4	2	1.2	8	8
GRAND TOTALS	17	0	14	10	1.2	46.6	47

In order to staff an approximate 250 bed facility appropriately utilizing an Indirect Supervision method of management (intermittent supervision), there is an estimated need for approximately 47 staff. The final design of a facility will determine the precise staffing requirements.

Preliminary Staffing for Direct Supervision Inmate Management

STAFFING CONCEPT SUMMARY							
by Major Functional Component							
	M-F Bus.	Shift					
		7-Day	Days	Nights		SRF	NAWH
Position	8-5	Business	12 Hour	12 Hour	SRF	TOTAL	TOTAL
1. Facility Administration	6	0	0	0	1.2	6	6
2. Facility Services	2	0	0	0	1.2	2	2
3. Food Services	1	0	0	0	1.2	1	1
4. Medical Services	Contract						
5. Security	6	0	10	8	1.2	28	28
6. Program Services	2	0	0	0	1.2	2	2
7. Inmate Housing	0	0	16	16	1.2	38	38
GRAND TOTALS	17	0	26	24	1.2	77.0	77

In order to staff an approximate 250 bed facility appropriately utilizing a Direct Supervision method of management (24/7 presence in housing units), there is an estimated need for approximately 77 staff. The final design of a facility will determine the precise staffing requirements.

ES-4 CONCLUSIONS AND RECOMMENDATIONS — This section summarizes the study's overall findings, conclusions, and recommendations to support Brown County's current jail planning process and decision-making.

The population of Brown County is projected to grow over the next 20 years at slow rate. Over the 20 years from 2021 to the year 2040 the County population is expected to increase by approximately 5,000 or about 12%. The Brown County Jail currently has 48 beds available (design capacity) with an average daily population as high as 52-75 inmates. Based on the data provided by the county and analyzed by the consultant, it is evident that the County is operating at about 119%-146% design capacity. While many jails in the country operate at or over capacity, the risks are drastically elevated when it comes to litigation against the County, and the risk to staff and inmates is at an intolerable level. While an investment in detention infrastructure is never popular to constituents, the impacts of possible litigation could be much worse.

It is the recommendation of the consultant that Brown County assess options for expansion of the current jail facility or begin the process for constructing a new, larger facility. In some instances, overcrowding can be managed for the short term through adjustments to court holding and processing practices, and through the use of alternatives to incarceration whenever possible. In the case of Brown County, the average daily population is well above the design capacity (48 beds) of the facility, and excessively over the operational capacity (40 beds) since 2016. In 2020 the jail decreased to an ADP of 59 inmates, but this was most likely only due to the pandemic and precautions taken by law enforcement and the courts to reduce the confined population.

Summary of Bed Space Needs

	Current Capacity	PROJECTED NEEDS			
		2025	2030	2035	2040
Brown County	48	145	150	159	169
Contract Beds	-	56	61	63	66
TOTAL	48	201	211	222	235

Finally, it is important for the County to monitor the Average Length of Stay (ALOS) closely in coming months to ensure that the number does not continue to rise. An increase in the ALOS can significantly increase the average daily population if not at least maintained, and hopefully reduced quickly.

Introduction and Overview of Needs Assessment

As part of the Needs Assessment, the Brown County Sheriff's Department requested that the project team *"provide the County with the information necessary to make effective decisions concerning the scope of the project, to include:*

- a. A current, independent, Jail Population Study with 20-year projections of bed space needs*
- b. An assessment of other counties in South Dakota, and possibly North Dakota, jail bed space needs*
- c. A projected staffing requirement for bed space needs (Indirect and Direct Supervision models)*
- d. A determination of the potential for "open bed revenue"*

HMN Architects included Ben Crooks, a nationally recognized jail consultant, on its project team for the purpose of conducting the independent Jail Population Study. The consultant outlined a work plan organized into four major tasks.

- | | |
|--------|--|
| Task 1 | Review of Trends in Brown County's Criminal Justice System. |
| Task 2 | Analysis of the County's Inmate Population Trends and Profile. |
| Task 3 | Inmate Population Projections and Jail Capacity Requirements. |
| Task 4 | Projected Staffing Requirements for each option |
| Task 5 | Final Report. |

The Consultant — Ben Crooks is an internationally-recognized consultant specializing in the planning, design, and operation of jail facilities. He has directed or assisted with jail planning projects for more than 150 counties, cities, states, and countries. Mr. Crooks specializes in the development of jail needs assessment studies, 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, operations and offender programs.

Mr. Crooks currently works as an independent jail consultant and is an administrator of a county jail in Oklahoma. He previously served as the Senior Vice President of Latin American Operations at CGL Companies and currently the Director of Justice System Solutions, LLC, both correctional infrastructure needs assessment, operations assessment, and correctional staffing assessment consulting firms.

I. Report Organization

Executive Summary — The Executive Summary provides a brief description of the project tasks, an overview of how the report is organized, and an outline of the report's conclusions.

Criminal Justice Statistical Indicators — This section provides a review of statistical data on crime and arrest trends in Brown County and criminal case trends over the past eight years of data provided.

Brown County Inmate Population Trends — This section examines the inmate population trends at the Brown County Jail over the past eight years. Considered are the number of jail bookings, the average daily population (ADP), and the high and low inmate population range for each year during this period. Separate breakdowns are provided of the inmate population by gender (male or female).

Brown County Inmate Population Projections — This section looks at the historical and projected population of Brown County, develops inmate population projections for facility planning purposes, and provides a forecast of Brown County's future jail capacity requirements.

Preliminary Staffing for Projected Needs – This section provides the estimated staffing requirements based on the projected needs in both a Direct Supervision and Indirect Supervision method of inmate management.

Conclusion and Recommendations — This section summarizes the study's overall findings, conclusions, and recommendations to support Brown County's current jail planning process and decision-making.

II. Criminal Justice Statistical Indicators

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

Generally, as a county's population grows, the demands on its criminal justice system also grow. More crime, more arrests, more criminal case filings, and an increasing jail population can often be attributed, at least in part, to a county's growing population. It is not unusual, however, to find jurisdictions where the jail population is increasing, while the county's population, crime rate, or number of arrests are declining. While there may or may not be a direct statistical correlation, it is still important in a planning effort such as this to examine the trends in those areas that are both quantifiable and generally believed to have some impact on the County's need for jail services.

Additionally, in a state such as South Dakota with an overall population that is small and primarily rural in many counties, it is common that counties look to one another for assistance in regards to jail bed needs. Duplication of services by counties for jail bed services is much too costly to justify the establishment of a jail in each county. Subsequently, this study includes a review of adjacent counties that have expressed a desire for potential jail bed contracts to supply their needs. It is important to note that no solicitation of formal contracts was made by the consultant, but rather discussions with each Sheriff or their representatives was conducted to gauge their needs. The projected increase of those expressed needs was completed based on common criminal justice trends of Brown County for the 20-year projections.

Criminal justice statistical projections are based largely on historical trends experienced by the entity(s) over a long-term period. These trends provide logic to a projected growth rate by considering current crime and arrest trends, and criminal case filing trends in Circuit Court, changes in laws, population changes, cultural practices, law enforcement and courts applications of the laws, as well as other factors. Considering the year 2020 and 2021 presented challenges within the criminal justice system and a precautionary reduction of jail bed occupation in many cases, these years are considered but with a lessor impact on the trend determinations.

CRIME, ARRESTS, & INCARCERATION RATES

To measure the trend and distribution of crime on the county and state level, the South Dakota Attorney General uses Group A Crimes and Group B Crimes to define specific types of crimes and arrests. Standard definitions are used in the state programs to maintain uniform and consistent data.

The crime Group Index consists of the following offenses:

Group "A" Offenses	
09A - Murder & Nonnegligent Manslaughter	26B - Credit Card/Automated Teller Machine Fraud
09B - Negligent Manslaughter	26C - Impersonation
09C - Justifiable Homicide	26D - Welfare Fraud
100 - Kidnapping/Abduction	26E - Wire Fraud
11A - Rape	26F - Identity Theft
11B - Sodomy	26G - Hacking/Computer Invasion
11C - Sexual Assault With An Object	270 - Embezzlement
11D - Fondling	280 - Stolen Property Offenses
120 - Robbery	290 - Destruction/Damage/Vandalism of Property
13A - Aggravated Assault	35A - Drug/Narcotic Violations
13B - Simple Assault	35B - Drug Equipment Violations
13C - Intimidation	36A - Incest
200 - Arson	36B - Statutory Rape
210 - Extortion/Blackmail	370 - Pornography/Obscene Material
220 - Burglary/Breaking & Entering	39A - Betting/Wagering
23A - Pocket-picking	39B - Operating/Promoting/Assisting Gambling
23B - Purse-snatching	39C - Gambling Equipment Violation
23C - Shoplifting	39D - Sports Tampering
23D - Theft From Building	40A - Prostitution
23E - Theft From Coin-Operated Machine or Device	40B - Assisting or Promoting Prostitution
23F - Theft From Motor Vehicle	40C - Purchasing Prostitution
23G - Theft of Motor Vehicle Parts or Accessories	510 - Bribery
23H - All Other Larceny	520 - Weapon Law Violations
240 - Motor Vehicle Theft	64A - Human Trafficking, Commercial Sex Acts
250 - Counterfeiting/Forgery	64B - Human Trafficking, Involuntary Servitude
26A - False Pretenses/Swindle/Confidence Game	720 - Animal Cruelty

Source: *Cime in South Dakota, Office of the Attorney General*

Group "B"
90A - Bad Checks
90B - Curfew/Loitering/Vagrancy
90C - Disorderly Conduct
90D - Driving Under the Influence
90E - Drunkenness
90F - Family Offenses, Nonviolent
90G - Liquor Law Violations
90H - Peeping Tom
90I - Runaway
90J - Trespass of Real Property
90Z - All Other Offenses

Source: *Cime in South Dakota, Office of the Attorney General*

As part of this study, an examination was made of the number and type of offenses reported in Brown County over the past eight years of available data (2013 – 2020).

Total Crime Rate — Over the past eight years, the total crime rate for Brown County has steadily increased, from a low of 104.9 offenses per 100,000 in 2013 to a high of 185.4 offenses per 100,000 by 2019. The State's Crime Rate has increased over the same period. In 2011 South Dakota's Crime Rate was 256 per 100,000 and has increased to 383 per 100,000 by 2020.

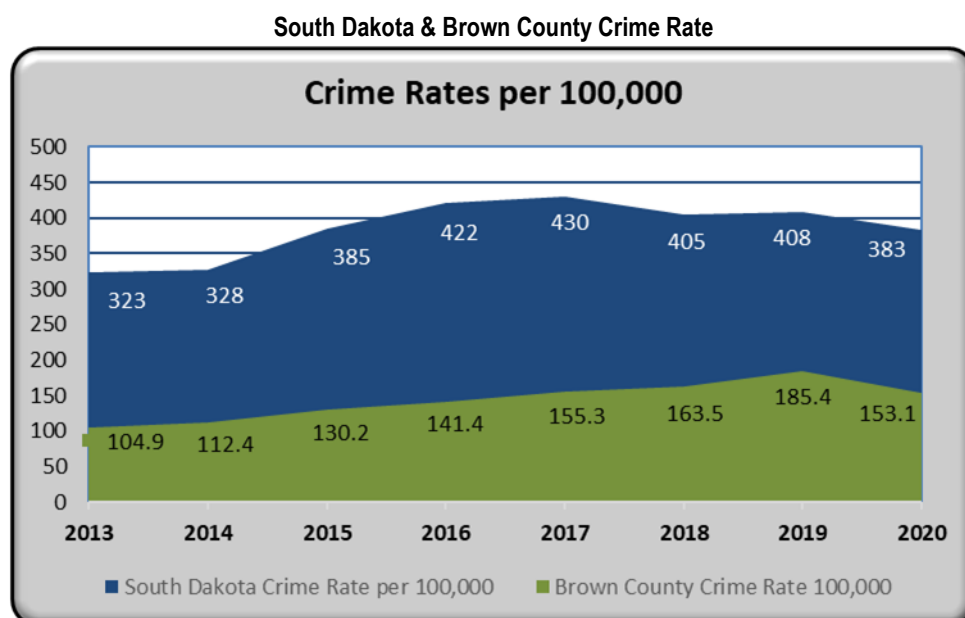
Note: It should be noted that crime statistics can be easily misinterpreted. Caution must be used when examining and interpreting crime statistics, particularly when done as part of an analysis of the County's jail capacity needs. In many counties, the amount of reported crime is declining, while the County's jail population is increasing. Although this may seem contradictory, it must be kept in mind that crime statistics only include the eight "most serious" offenses, and only include reported offenses. The vast majority of the criminal offenses that are routinely committed, and serious offenses that go unreported, are not included in the UCR system's crime index.

The following graph and table depict the crime rate for both the State of South Dakota and Brown County from 2013-2020.

Crime Rate Table (South Dakota & Brown County)

Year	2013	2014	2015	2016	2017	2018	2019	2020	Change	% Change	Annual % Change	CAGR	Average
South Dakota Crime Rate per 100,000	323	328	385	422	430	405	408	383	60	18.6%	2.3%	3.0%	366.4
Brown County Crime Rate 100,000	104.9	112.4	130.2	141.4	155.3	163.5	185.4	153.1	48	46.0%	5.7%	7.4%	143.3

Source: Bureau of Justice Statistics, Brown County Jail, Vera Institute, US Census Bureau, various other websites (2013-2020)



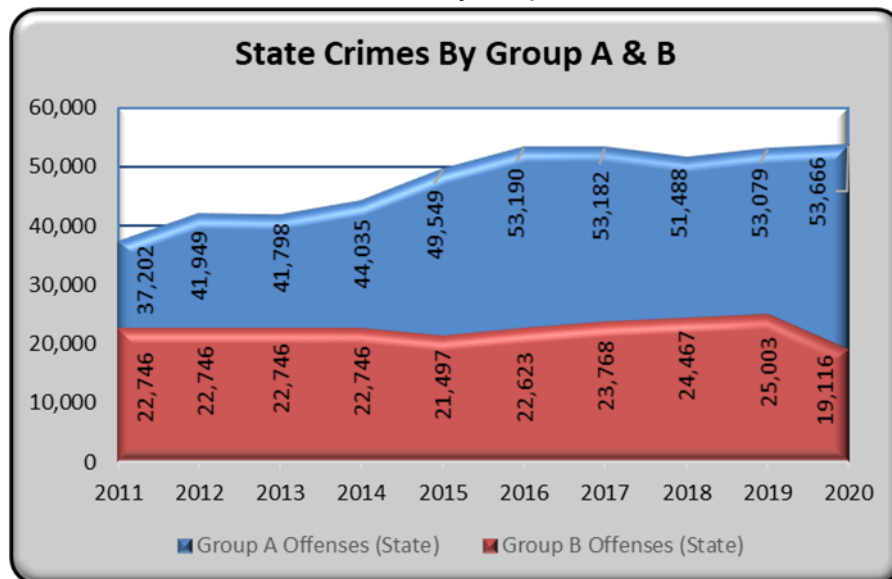
South Dakota Crime Groups A & B — Over the past ten years, the State Attorney General has generated a state crime report listing all reported Group A (serious crimes) and Group B (non-violent) by county and law enforcement agency. South Dakota total Group A offenses have increased over the period (2011-2020) by 44%. State Group B offenses have decreased by 16% since 2011. The total offenses increased by 21%.

South Dakota Crimes by Group A & B

SOUTH DAKOTA GROUP A OFFENSES													
Offense Group	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	# Change	% Change	Average
Group A Offenses (State)	37,202	41,949	41,798	44,035	49,549	53,190	53,182	51,488	53,079	53,666	16,464	44%	47,914
Group B Offenses (State)	22,746	22,746	22,746	22,746	21,497	22,623	23,768	24,467	25,003	19,116	-3,630	-16%	22,746
TOTAL OFFENSES (STATE)	59,948	64,695	64,544	66,781	71,046	75,813	76,950	75,955	78,082	72,782	12,834	21%	70,660

SOURCE: Office of the Attorney General, Division of Criminal Investigation 2011-2020)

State Crimes by Group A & B

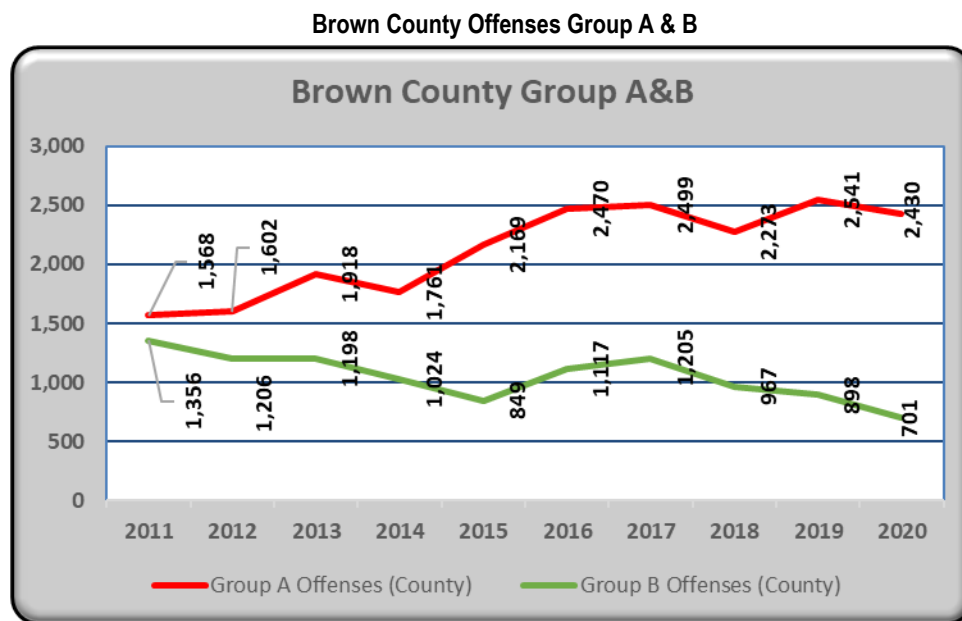


As depicted in the chart and graph below, the Brown County Group A & B offenses combined have increased approximately 7% from 2011 to 2020, while total arrests decreased by 24% since 2011. Group A crimes increased in number by 862 or 55% by 2020. Group B crimes decreased by 655 or 48% by 2020.

Brown County Offenses by Group A & B

BROWN COUNTY GROUP A & B OFFENSES													
BROWN COUNTY GROUP A OFFENSES													
Group A Offenses (County)	1,568	1,602	1,918	1,761	2,169	2,470	2,499	2,273	2,541	2,430	862	55%	2,123
Group A Offense %	54%	57%	62%	63%	72%	69%	67%	70%	74%	78%	-	45%	67%
BROWN COUNTY GROUP B OFFENSES													
Group B Offenses (County)	1,356	1,206	1,198	1,024	849	1,117	1,205	967	898	701	-655	-48%	1,052
Group B Offense %	46%	43%	38%	37%	28%	31%	33%	30%	26%	22%	-	-24%	33%
TOTAL OFFENSES (COUNTY A&B)	2,924	2,808	3,116	2,785	3,018	3,587	3,704	3,240	3,439	3,131	207	7%	3,175

SOURCE: Office of the Attorney General, Division of Criminal Investigation 2011-2020)



Arrests

Arrest trends are another important statistical indicator in the criminal justice system. Data on arrests are broken down into arrests for Group A crimes and Group B crimes. As part of this study, an examination was made of the number and type of arrests in Brown County over the past ten years of available data (2011 – 2020).

Total Arrests — Over the past ten years, the total number of arrests in Brown County were highest in 2011 and 2012, with a total of 1,983 arrests and 1,799 arrests respectively. The total number of arrests then increased in 2013 to a total of 1,876 arrests, but only 60% of total offenses. Between 2014 and 2020 offenses increased through 2017 and then took a significant decline to 2020 with total of 3,131 offenses. Arrests also followed the same trend in numbers and percentage of arrests with the low in 2020 of 48% arrests of offenses committed. The overall average for the period 2011-2020 was 58% arrests made of offenses committed for Groups A&B.

Group A Arrests — Arrests for Group A offenses (the most serious offenses) represent an average of 44% of the total arrests, and consist primarily of arrests for larceny/theft, burglaries, and aggravated assaults. Over the past ten years, the number of arrests for Group A offenses in Brown County ranged from a low of 628 arrests in 2014, to a high of 967 arrests in 2017. The number of Group A offense arrests has seen a change of 82 in total since 2011, or an increase of 11% over the period. Group A offense arrests have declined over the same period by 13%.

Group B Arrests — Arrests for Group B offenses (the less serious offenses) represent an average of 56% of the total arrests, and consist primarily of arrests for DUI, drug possession, simple assaults, and “other offenses.” Over the past ten years, the number of arrests for Group B offenses in Brown County were highest in 2011 and 2017, with 1,257 arrests and 1,209 arrests respectively. The highest percentage of arrests for Group B offenses were in 2011 through 2013 with 63% of arrests being Group B offenses.

The following graph and table show the number of arrests by groups in Brown County over the past ten years of available data (2011–2020).

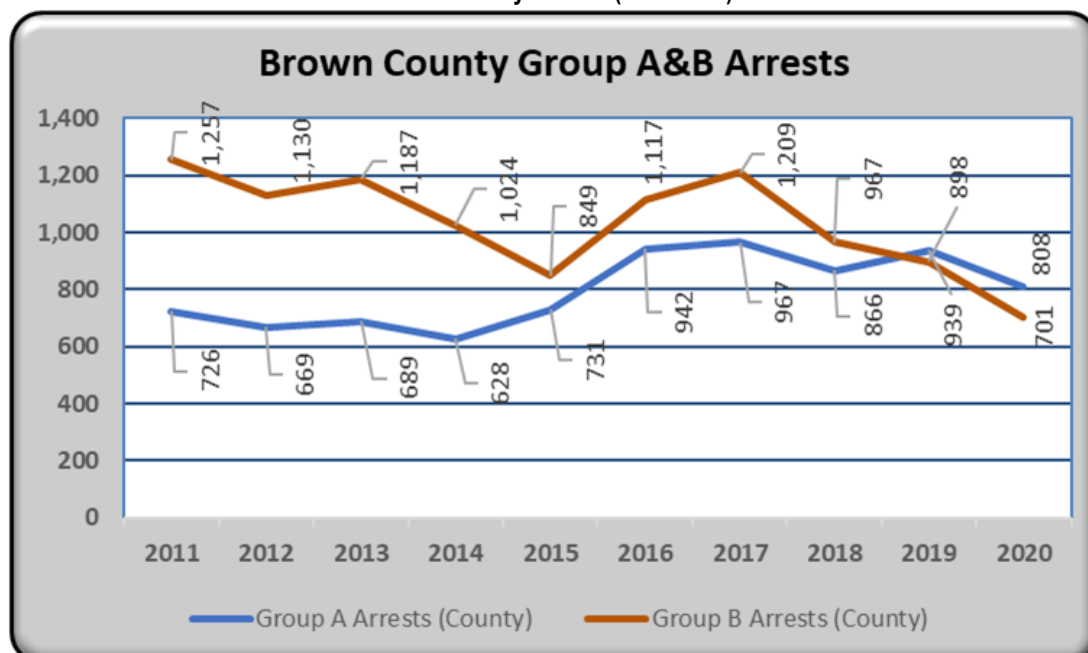
Total Arrests Brown County 2011-2020

BROWN COUNTY GROUP A & B OFFENSES													
BROWN COUNTY GROUP A OFFENSES													
Group A Arrests (County)	726	669	689	628	731	942	967	866	939	808	82	11%	797
Group A Offense Arrests %	46%	42%	36%	36%	34%	38%	39%	38%	37%	33%	-	-13%	38%
Group A by Overall Arrest %	37%	37%	37%	38%	46%	46%	44%	47%	51%	54%	-	17%	44%
BROWN COUNTY GROUP B OFFENSES													
Group B Arrests (County)	1,257	1,130	1,187	1,024	849	1,117	1,209	967	898	701	-556	-44%	1034
Group B Offense Arrests %	93%	94%	99%	100%	100%	100%	100%	100%	100%	100%	-	8%	99%
Group B by Overall Arrest %	63%	63%	63%	62%	54%	54%	56%	53%	49%	46%	-	-2%	56%
TOTAL ARRESTS (COUNTY A&B)	1,983	1,799	1,876	1,652	1,580	2,059	2,176	1,833	1,837	1,509	-474	-24%	1,830
TOTAL ARREST % (COUNTY A&B)	68%	64%	60%	59%	52%	57%	59%	57%	53%	48%	-	-29%	58%

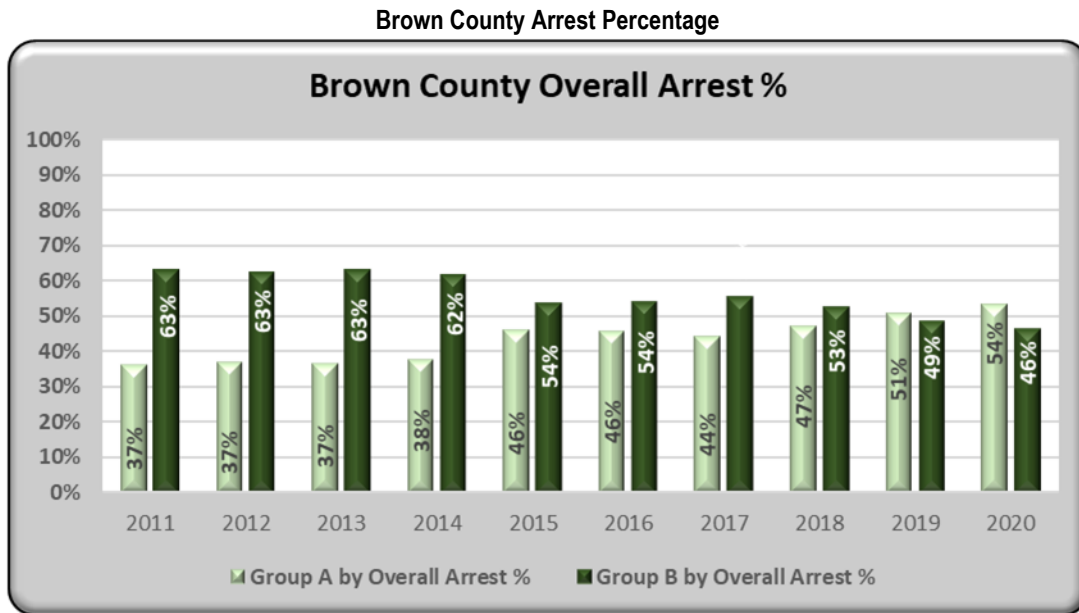
SOURCE: Office of the Attorney General, Division of Criminal Investigation 2011-2020)

As illustrated in the graph below, in 2019 Group A and Group B arrests both began declining and were nearly equal in number. The longer-term trend indicates that Group A offenses have increased while Group B offenses declined over the data period from 2011-2020.

Brown County Arrests (2011-2020)



Arrests for the period 2011-2020 followed a similar trend with Group B arrests declining and Group A arrests increasing. Both remained nearly equal in 2019 with a slight increase in Group A arrests in 2020.



III. State, County & Inmate Population Trends

Of all statistical indicators, historical and projected population of the State, County, and the County's inmate population trends provide the best indicators of the County's future growth as a whole and the jail bed space needs. While crime trends, arrests trends, and County population trends all have an impact on the County's demand for jail services, the number of bookings and the jail's historical average daily population (ADP) of inmates provide the most direct information regarding trends in the County's actual jail bed needs.

STATE AND COUNTY POPULATION

South Dakota population over the past 10 years (through 2020) has increased by approximately 7.7% overall from 823,579 in 2011 to 886,667 in 2020, and an estimate growth of approximately 1% annually, and a compound annual growth rate (CAGR) of .64%. Brown County population over the same period has also grown but by a much lower percentage and obviously lower number. The annual percentage change of the period from 2011-2020 was only .2% overall, with an overall percentage change of 1.9%. Brown County population increased consistently from 2011 through 2018 and then shows a slight decrease in 2019 and 2020.

The table below illustrates both the state and county population from 2011-2020.

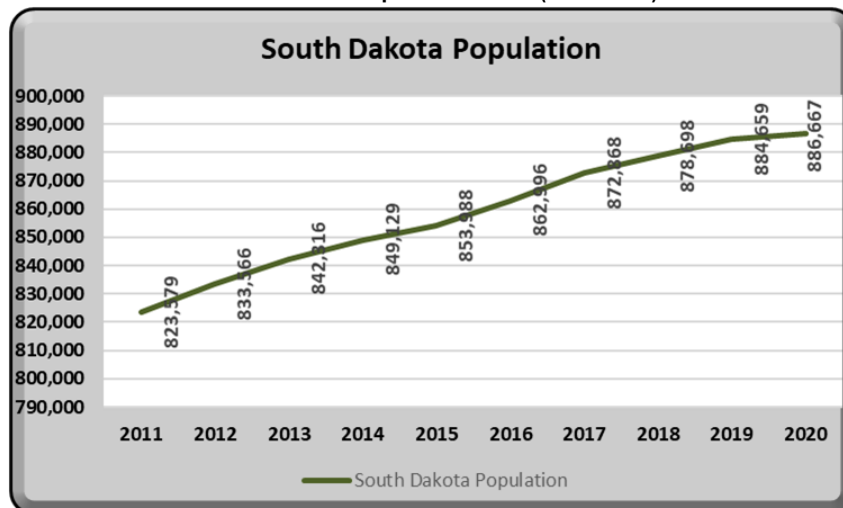
South Dakota and Brown County Population (2011-2020)

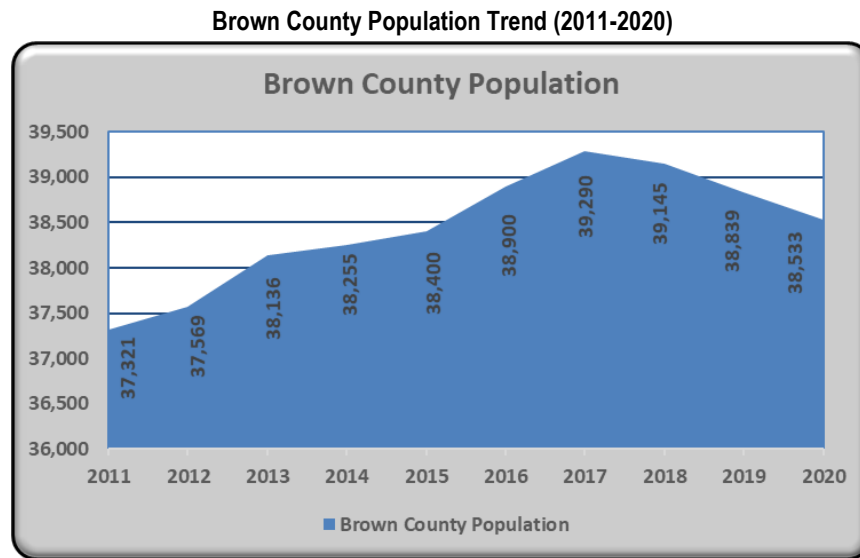
Year	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Change	% Change	Annual % Change	CAGR	Average
Brown County Population	37,321	37,569	38,136	38,255	38,400	38,900	39,290	39,145	38,839	38,533	703	1.9%	0.2%	0.1%	38,709
South Dakota Population	823,579	833,566	842,316	849,129	853,988	862,996	872,868	878,598	884,659	886,667	63,088	7.7%	1.0%	0.6%	863,522

Source: Bureau of Justice Statistics, Brown County Jail, Vera Institute, US Census Bureau, various other websites (2013-2020)

The overall state population has steadily increased over the 10-year period by approximately 63,000.

South Dakota Population Trend (2011-2020)





INTAKES/ADMISSIONS/BOOKINGS

The number of admissions 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 Admissions — Over the past eight years, the total number of jail admissions, or intakes, at the Brown County Jail have followed a similar trend of the county population with a slight increase in 2016 and 2017 followed by a gradual decrease through 2020. The overall change from 2013 to 2020 experienced a -3.3% change, or -.4% average per year. 2020 saw the lowest number of intakes primarily due to Covid-19 considerations by law enforcement and the judicial system.

Monthly Admissions — Over the past eight years admissions at the Brown County Jail have averaged 272 per year. The high monthly average was in 2016 at 296 and the lowest in 2020 at 187 per month. The overall change by percentage is consistent with annual differences. Since 2016 there has been a slight decrease in the overall monthly average admissions. For the purposes of this analysis, trends were determined from 2013-2019. The year 2020 was not utilized due to the anomaly of the pandemic.

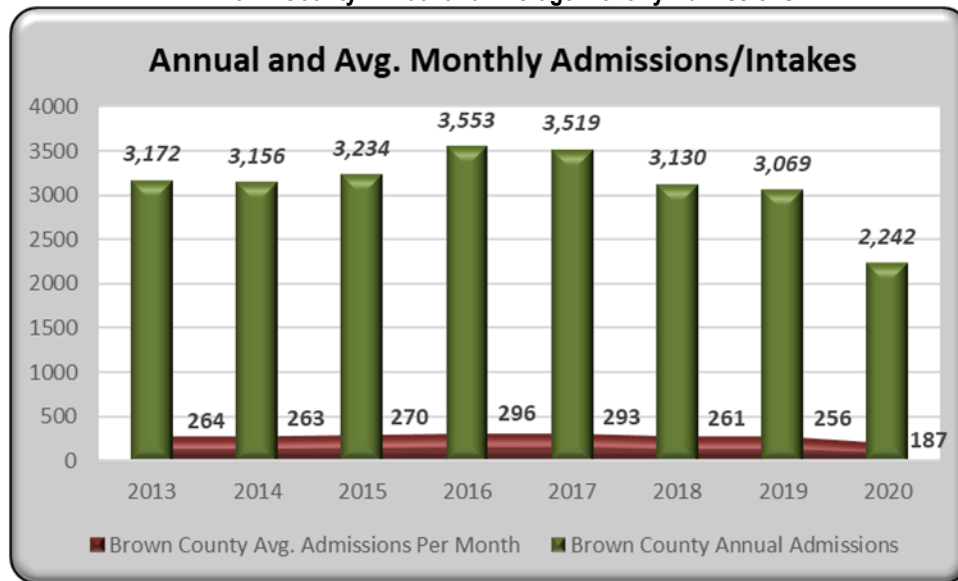
The table and chart below provide the annual and monthly admissions data.

Brown County Admissions (2013-2020)

Year	2013	2014	2015	2016	2017	2018	2019	2020	Change	% Change	Annual % Change	CAGR	Average
Brown County Avg. Admissions Per Month	264	263	270	296	293	261	256	187	-9	-3.2%	-0.4%	-0.4%	272
Brown County Annual Admissions	3,172	3,156	3,234	3,553	3,519	3,130	3,069	2,242	-103	-3.2%	-0.4%	-0.4%	3,262

Source: Bureau of Justice Statistics, Brown County Jail, Vera Institute, US Census Bureau, various other websites (2013-2020)

Brown County Annual and Average Monthly Admissions



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. Although summary reports may be generated by the jail each month, they do not track inmate population data consistently, and most jails do not analyze the data. The Brown County Sheriff's Office provided data and extensive effort was made to research data provided by the State Attorney Generals reports, Bureau of Justice Statistics, and the FBI crime reports to gather enough base data to create valid projection models for Brown County. This analysis of ADP data was based on the years 2013-2020 as this was the information tracked and provided by Brown County.

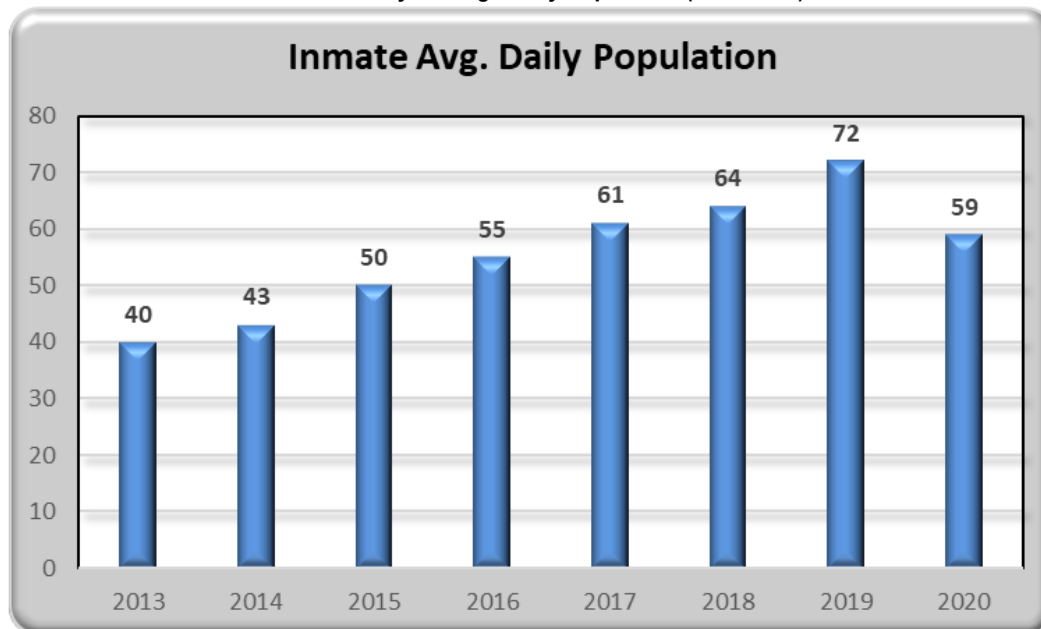
As illustrated below, the average daily population (ADP) for Brown County over the period of 2013-2020 has increased from 2013-2019 before decreasing to approximately 59 in 2020. The increase in the ADP between 2013 and 2019 can be attributed primarily to the increase in population and arrests, as well as the increase in the Average Length of Stay (ALOS) that will be discussed in the following section. The percentage change of the 8-year period is 47.5% overall. The ADP for the period 2013-2020 was 55 inmates.

Brown County Average Daily Population

Year	2013	2014	2015	2016	2017	2018	2019	2020	Change	% Change	Annual % Change	CAGR	Average
Inmate Avg. Daily Population	40	43	50	55	61	64	72	59	19	47.5%	5.9%	5.0%	55

Source: Bureau of Justice Statistics, Brown County Jail, Vera Institute, US Census Bureau, various other websites (2013-2020)

Brown County Average Daily Population (2013-2020)



INMATE POPULATION BY GENDER

Male Inmates

Since 2013, the ADP of male inmates each year ranged from a low of 31 male inmates in 2013, to a high of 53 male inmates in 2019. Over the past 8-years, males have comprised an average of 76 percent of the County's inmate population. The number of male inmates on average has decreased over the period by 13% overall, or a 2.1% annual decrease.

Female Inmates

Since 2013, the ADP of female inmates each year ranged from a low of 9 female inmates in 2013, to a high of 21 by 2020. Over the past 8-years, females have comprised an average of 23% percent of the County's inmate population. This represents an increase of 33.3% over the period, or 4.2% increase annually.

The graph and table on the following page show the ADP of Brown County's male and female inmate population for each year from 2013 through 2020.

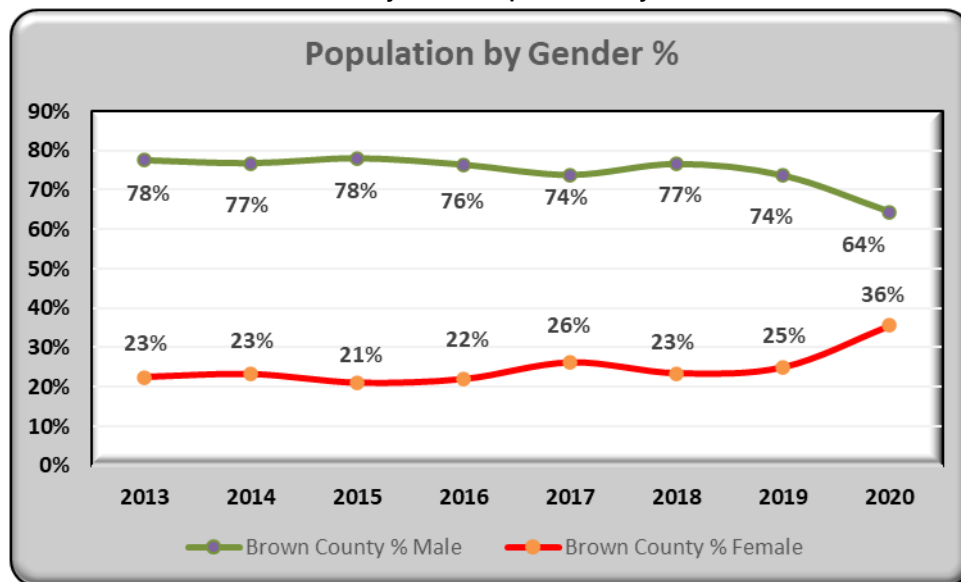
Brown County ADP (Male & Female)

Year	2013	2014	2015	2016	2017	2018	2019	2020	Change	% Change	Annual % Change	CAGR	Average
Brown County % Male	78%	77%	78%	76%	74%	77%	74%	64%	-13%	-16.9%	-2.1%	-2.3%	76%
AVG # of Male Inmates	31	33	39	42	45	49	53	38	7	12.5%	1.6%	2.6%	42
Brown County % Female	23%	23%	21%	22%	26%	23%	25%	36%	13%	13.1%	1.6%	5.9%	23%
AVG # of Female Inmates	9	10	11	12	16	15	18	21	12	33.3%	4.2%	11.2%	13

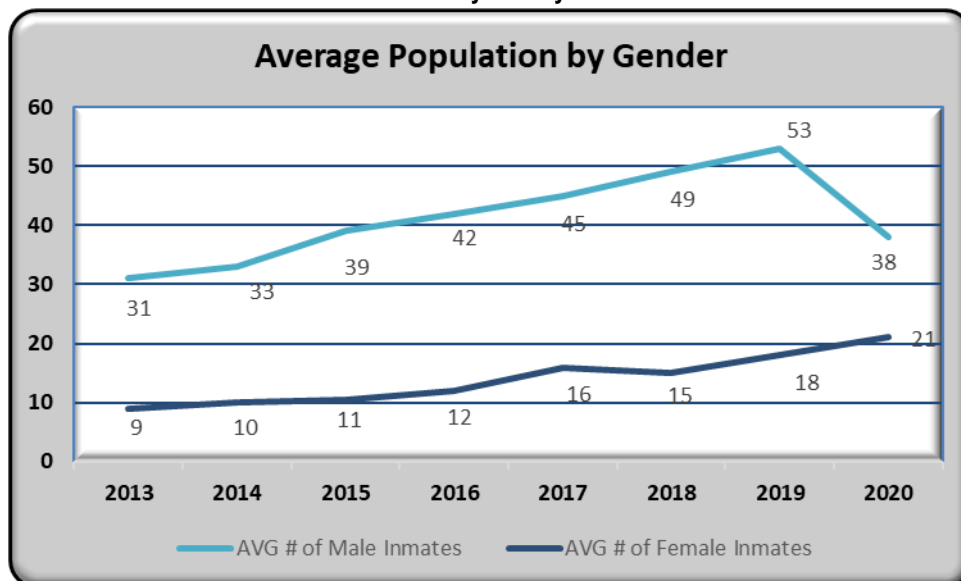
Source: Bureau of Justice Statistics, Brown County Jail, Vera Institute, US Census Bureau, various other websites (2013-2020)

The chart below illustrates a downward trend since 2015 in both male and female bed needs.

Brown County Inmate Population % by Gender



Brown County ADP by Gender



Brown County ADP Monthly Averages (by Gender)

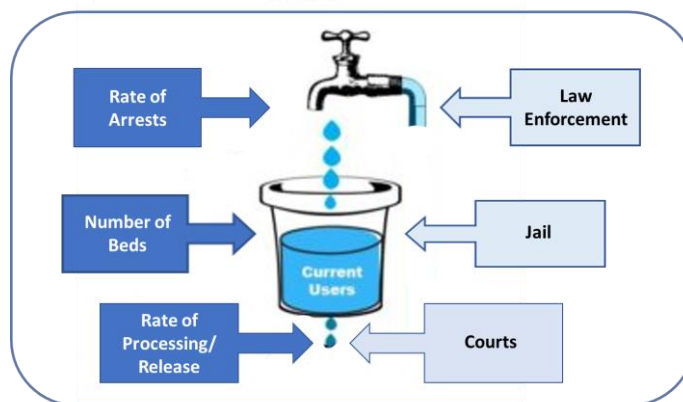
		Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	ADP
2013	Male	29	29	38	37	34	32	33	36	32	27	24	22	31
	Female	9	10	7	6	6	7	6	9	13	10	10	10	9
		38	39	45	43	40	40	39	45	46	37	34	31	40
2014	Male	26	36	38	36	36	32	29	30	32	33	29	33	33
	Female	9	10	9	13	12	8	11	9	11	9	9	12	10
		35	45	48	49	48	40	40	40	43	42	38	45	43
2015	Male	46	43	36	32	36	47	41	41	37	29	35	40	39
	Female	11	10	10	11	9	9	11	12	13	13	13	11	11
		57	53	46	42	45	56	52	53	50	42	48	51	50
2016	Male	41	35	35	39	35	40	43	43	50	48	52	47	42
	Female	13	12	10	9	9	15	15	13	12	14	13	11	12
		54	47	46	48	45	55	58	56	62	63	64	59	55
2017	Male	57	55	44	45	42	43	45	48	45	39	37	35	45
	Female	13	14	17	22	16	18	18	20	15	14	15	11	16
		70	69	61	66	58	60	63	68	61	53	52	46	61
2018	Male	43	47	46	48	45	50	46	55	52	48	55	51	49
	Female	16	15	14	15	15	19	15	12	12	15	16	15	15
		59	62	60	63	60	69	62	67	65	63	71	65	64
2019	Male	52	54	58	61	51	52	57	54	57	48	49	47	53
	Female	20	21	21	26	20	16	19	19	12	14	14	16	18
		72	74	79	87	72	67	76	73	69	62	64	63	72
2020	Male	49	47	39	32	41	39	41	42	45	45	39	44	42
	Female	18	18	12	11	14	18	19	19	18	17	17	18	17
		67	64	51	43	56	57	60	61	63	63	56	62	59
AVG		56	57	54	55	53	56	56	58	57	53	53	53	55

AVERAGE LENGTH OF STAY

The average length of stay (ALOS) is one of the most critical pieces of information that a jail should monitor on a regular and ongoing basis. The ALOS is a key indicator of population trends and serves as a warning of an increasing or decreasing population. Although the jail has no control of the ALOS, monitoring can provide information to relay to the courts in order to manage the population more efficiently. A slight change in the ALOS affects the number of beds required to house inmates and remain within the operational capacity. The peaking and classification factors allow for the fluctuations of the ALOS in the short term, special circumstances, however an increase of the ALOS over time will cause overcrowding in a jail very quickly.

One analogy of the affect the ALOS can have on a jail population is depicted in the diagram below:

Average Length of Stay Analogy



In the above diagram, as the rate of arrests or admissions changes the jail population increases or decreases depending on the courts ability to process cases accordingly. As the courts slow (higher ALOS) or admissions increase, or both, the jail population will increase drastically. If the courts processing time decreases (lower ALOS) the jail population will decrease accordingly assuming arrests remain steady or decrease.

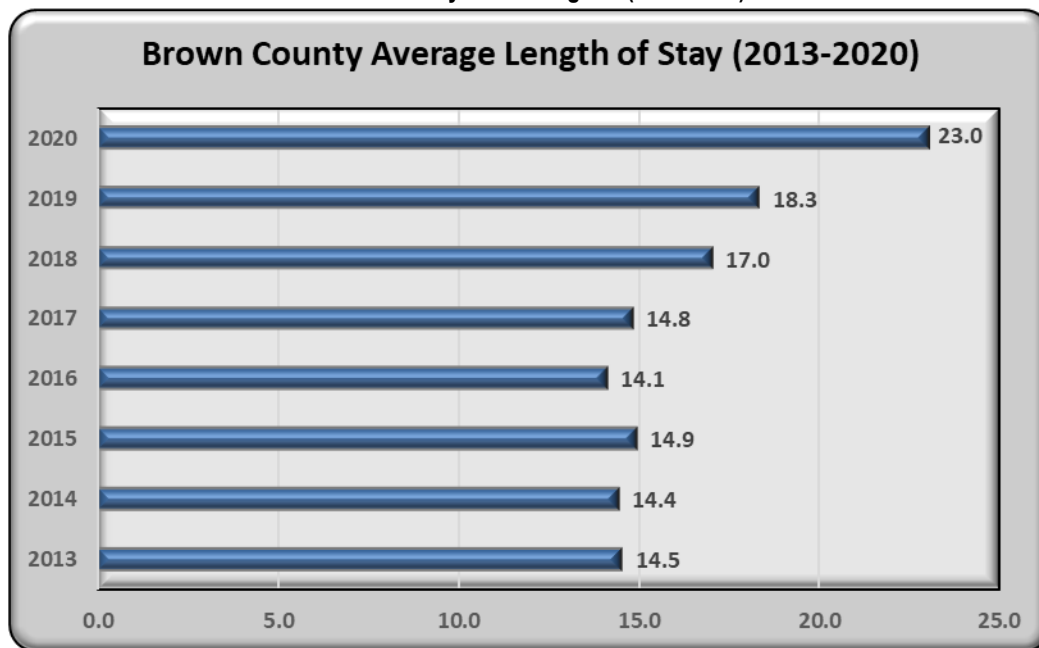
Brown County's ALOS has steadily increased between 2013 and 2020, rising drastically in 2020 to 23 days. Due to a significant decrease in admissions from 3,069 to just 2,242 in 2019 and 2020 respectively, the average daily population remained low in 2020. The overall change over the period was a 9 day increase or an almost 59% increase in the amount of time someone spent in jail awaiting case disposition.

Brown County Average Length of Stay (ALOS) (2013-2020)

Year	2013	2014	2015	2016	2017	2018	2019	2020	Change	% Change	Annual % Change	CAGR	Average
Brown County Average Length of Stay	14.5	14.4	14.9	14.1	14.8	17.0	18.3	23.0	9	58.6%	7.3%	3.0%	16.4

Source: Bureau of Justice Statistics, Brown County Jail, Vera Institute, US Census Bureau, various other websites (2013-2020)

Brown County ALOS Diagram (2013-2020)



However, if admissions increase to the average over the eight-year period of 3,262, the average daily population will increase to approximately 124 inmates.

Brown County ALOS Historical & Projected to 2030

ADMISSIONS											
Average Length of Stay		3,172	3,156	3,234	3,553	3,519	3,130	3,069	2,242	2025 Projected 2,306	2013-2019 AVG 3,262
	24.0	123	126	131	152	149	124	120	65	70	132
	23.0	114	117	122	142	140	115	111	59	63	124
	22.0	105	108	113	132	130	107	103	53	57	115
	21.0	96	100	104	122	120	98	95	47	51	106
	20.0	88	91	95	113	111	90	86	41	44	97
	19.0	79	82	86	103	101	81	78	35	38	88
	18.3	73	76	80	96	94	75	72	30	34	82
	18.0	70	74	77	93	92	72	69	29	32	79
	17.0	62	65	69	83	82	64	61	22	25	70
	16.8	60	63	67	82	80	62	59	21	24	68
	16.0	53	56	60	74	72	55	53	16	19	61
	15.9	52	55	59	73	71	54	52	16	18	60
	14.9	43	47	50	63	62	46	43	10	12	51
	14.8	43	46	49	62	61	45	42	9	12	50
	14.5	40	43	46	59	58	42	40	7	10	48
	14.4	39	43	46	58	57	41	39	6	9	47
	14.1	37	40	43	55	54	39	37	5	7	44
	2013	2014	2015	2016	2017	2018	2019	2020	2025	2030	

IV. Population Projections

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

- ✓ The historical and projected population of Brown County;
- ✓ Inmate population projections for the next 20 years for Brown County, based on current trends; and
- ✓ A forecast of jail capacity requirements (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 20 years. In my experience, the statistically complex models do not necessarily produce more accurate projections, and the methodology is often difficult for constituents and elected officials to understand, explain, or accept.

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 mathematical model that yields logical, evidence-based results that are replicable. Counties must consider the cost of expansion and the liability or risk of not having enough beds when required. While it is best to have more beds than necessary at any given time, it is not fiscally responsible to over build without purpose.

It should also be noted that projections degrade over time — meaning, the further out the projections are made, the less reliable the estimates 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 10 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, including jail capacity, can be driven as much or more by other factors — such as building geometry, site restrictions, or what the County can afford.

Changes in the County as a population, business and industry, laws, and law enforcement practices can drastically affect the need or lack of need of jail beds. All the listed factors should be considered for the future when planning to expand or assess the County's jail bed needs. When major impact events occur within the County Criminal Justice system, projections should be revisited and revised.

INMATE POPULATION PROJECTIONS

As part of this study, 10 different but commonly used forecasting methodologies were applied to Brown County's inmate population trends in order to estimate the County's future inmate population for facility planning purposes. A total of 14 models were tested originally with ten providing valid projections. It should be noted that some models project lower based on data, while others project higher. In order to obtain a logical result of factors considered, the average of the valid models is utilized for final projections.

Overview of the Inmate Population Projection Models and Results

The following is a list and general description of the inmate population projection models that were tested and applied to Brown County's inmate population trends in order to estimate the County's future inmate population.

MODEL 1 — Historical Trend % Increase - *Based on Brown County's Average % increase in county population trend over the past 120 months (2011 – 2020).*

MODEL 2 — Historical Compound Annual Growth Rate - *Based on the average growth rate of the County population over the past 10 years.*

MODEL 3 — Ratio to Brown County Population % Increase - *Based on Brown County's population percentage annual increase over the past 10 years.*

MODEL 4 — Ratio to South Dakota Population % Increase - *Based on South Dakota's population percentage annual increase over the past 10 years.*

MODEL 5 – Ratio to Brown Intake % Increase – *Based on the historical rate of intakes over the historical period and projected rate of increase through the projection period.*

MODEL 6 – Incarceration Rate to South Dakota Population – *Based on the South Dakota projected rate of incarceration and historical data for incarceration rates.*

MODEL 7 – Intake to ALOS – *Based on the historical average length of stay for the historical data points.*

MODEL 8 – Percentage of State Population – Based on the percentage of state population change of the historical period.

MODEL 9 — ARIMA Box Jenkins Projections Model - The Box-Jenkins Model is a mathematical model designed to forecast data ranges based on inputs from a specified time series. The Box-Jenkins Model analyzes time series data based on such data as daily, monthly or annual inmate counts, intakes, arrests, and extracts trends over longer periods of time.

MODEL 10 — ARIMA Exponential Smoothing - Exponential smoothing is a rule of thumb technique for smoothing time series data (intakes, counts, arrests, etc.) using the exponential window function. Whereas in the simple moving average the past observations are weighted equally, exponential functions are used to assign exponentially decreasing weights over time.

The results of the four other models were rejected as being invalid.

The valid projection model results reduced to five-year increments are as follows resulting in a projected bed space need for Brown County of 140 total beds by the year 2040.

:

Brown County Bed Need Projections				
PROJECTION MODEL	2025	2030	2035	2040
1) Historical Trend % Increase				
= 0.70%	59	60	62	64
2) Historical Compund Annual Growth Rate (CAGR)				
0.13%	59	59	59	60
3) Ratio to Brown Population % Increase	59	59	61	61
4) Ratio to South Dakota Population % Increase	62	62	64	66
5) Ratio to Brown Intake % Increase	61	61	70	80
6) IR to South Dakota Population				
a. Existing = 29.55	276	288	298	308
b. High = 34.43	322	335	347	359
c. Average = 30.32	284	295	306	316
e. Low = 28.34	265	276	286	296
7) Intake to ALOS				
a. Existing = 18.30	116	119	137	157
b. High = 23.00	145	149	172	198
c. Average= 16.38	103	106	122	141
e. Low = 14.40	91	94	108	124
8) % of State Population				
a. Existing = 0.7%	63	66	68	70
b. High = 0.7%	63	66	68	70
c. Average= 0.6%	60	63	65	67
e. Low = 0.5%	51	53	54	56
9) ARIMA Box Jenkins 0.83	82	82	88	93
10) ARIMA Exponential Smoothing 0.82	59	61	65	70
AVERAGE OF ALL MODELS	120	124	132	140

V. Jail Capacity Requirements

Inmate population projections are not the same as jail capacity requirements. As 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).

The facility's actual inmate population fluctuates above and below the trend line due to the reasons stated above. Therefore, for facility planning purposes, we should look at where the current trends are leading in five to ten years. As new and additional jail beds become available, if expansion occurs, policies and practices can change, resulting in even greater demands for jail capacity. The judicial branch often seizes the opportunity to be more liberal in sentencing if beds are available, or law enforcement increases patrols, arrests, etc. 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 may be adjusted (increased) to account for this factor. The ideal situation remains that a criminal justice system would not view availability as an opportunity to drastically change systemic practices.

Finally, it is important to view inmate population projections within appropriate context. The projections are largely based on the County's actual inmate historical population trends. At any given time during this period, Brown 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 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 down (and at the same time, there can be factors that force the trends upward). Any significant change in this balance will have an impact on the County's future jail bed needs.

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 estimate the total number of jail beds needed, a peaking and classification factor must be considered.

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, bond out, plead, etc. Many jail populations also fluctuate during certain times of the year such as holiday periods, major events within the County, etc.

Classification Factor — There must be sufficient jail capacity for inmate classification and management purposes to separate and segregate different types of inmates. 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 to allow for inmate classification and separation), there is no definitive methodology for estimating the total amount of capacity (jail beds) that will be needed to support the County's inmate population projections. The peaking and classification are best calculated utilizing the county's historical trends.

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 Brown County, a minimum amount of data was available to provide for an average of peaking above the ADP over any extended period of time. Therefore, to estimate the peaking factor, the consultant utilizes a percentage of 9% for peaking. Therefore, a peaking factor of 9 percent was added to the projected baseline ADP forecast to accommodate routine fluctuations in the County's inmate population. A classification factor of 11 percent was added to allow for the proper separation and segregation of different types of inmates. Applying these calculations to the baseline ADP projections, it is estimated that Brown County will need a total of 145 county inmate beds by the year 2025 and 169 beds by the year 2040.

The table below depicts the projected peaking and classification for Brown County.

Summary of Projections and Peaking and Classification Factors				
PROJECTION MODEL	2025	2030	2035	2040
AVERAGE OF ALL MODELS	120	124	132	140
<i>Peaking Factor 9%</i>	11	11	12	13
<i>Classification Factor 11%</i>	14	15	16	17
Total Peaking & Classification	25	26	28	29
Brown County Bed Forecast Requirement	145	150	159	169

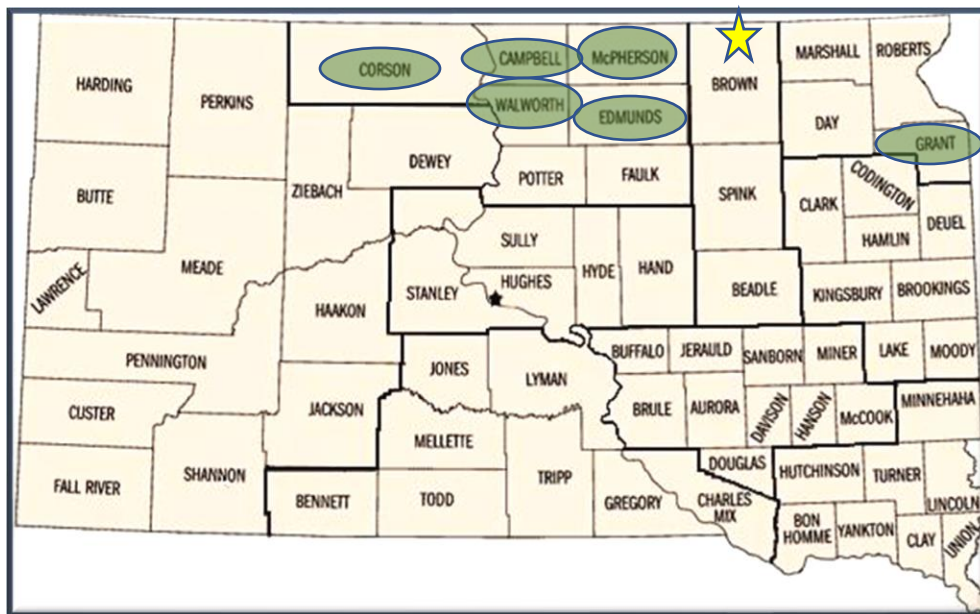
CONTRACT BED SPACE NEEDS

Brown County currently houses inmates for various jurisdictions (counties) in the State of South Dakota as well as North Dakota. It is expected that the demand for contract beds will remain for the foreseeable future. The Brown County Sheriff's Office provided a list of County's that currently house inmates in Brown County and may desire to contract beds in the future as well.

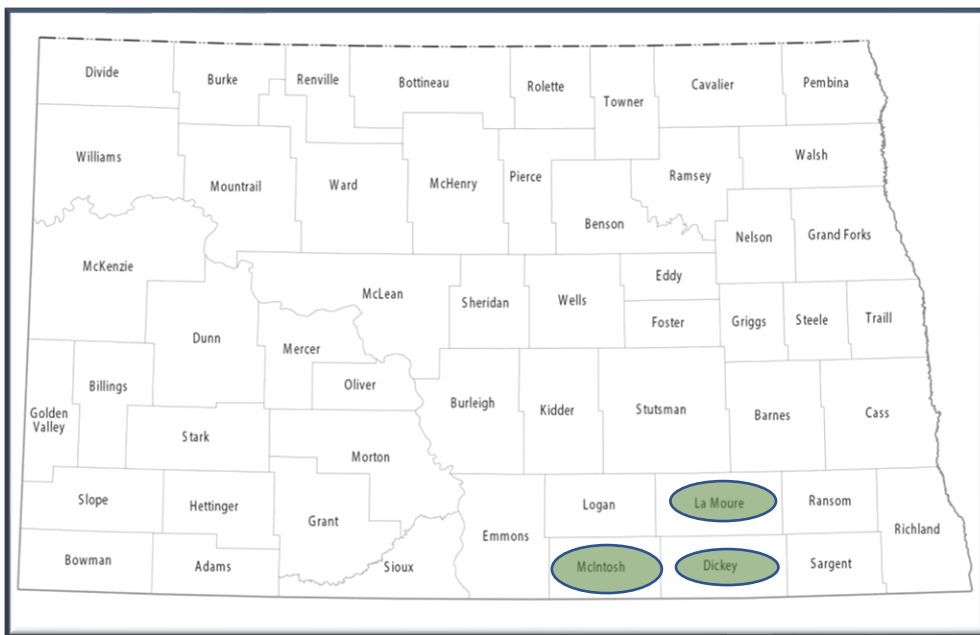
The consultant made contact with the Sheriff from each County contact provided (except Grant, LaMour & Edmunds) and discussed their anticipated contract bed space needs both presently and in the future. For the three counties the consultant was not able to reach, one (1) bed each was included as place holder based on their county population. The counties surveyed are as follows:

County Contract Bed Interest			
JURISDICTION	DISTANCE	CONTRACT INTEREST	LONG TERM INTEREST
Dickey County, North Dakota	50 Miles	Yes	Yes
Campbell County, South Dakota	90 Miles	Yes	Yes
Edmunds County, South Dakota	30 Miles	-	-
Corson County, South Dakota	159 Miles	Yes	Yes
McPherson County, South Dakota	39 Miles	Yes	Yes
Walworth County, South Dakota	80 Miles	Yes	Yes
Grant County, South Dakota	96 Miles	-	-
McIntosh County, North Dakota	80 Miles	Yes	Yes
LaMour County, North Dakota	75 Miles	-	-

South Dakota Contract Beds



North Dakota Contract Beds



In order to anticipate the contract bed needs over the projected period more accurately, a certain amount of growth had to be applied to the stated current needs of each county contacted. The rate of growth, and therefore the projected needs, were calculated using the rate of population growth anticipated. The following table represents the estimated needs for each county and the projected growth by year through the Brown County projection years.

Estimated Contract Beds

Estimated Rate of Growth	4.3%	9.8%	13.7%	17.6%
PROJECTION MODEL	2025	2030	2035	2040
Dickie County, North Dakota	2	0.2	0.3	0.4
Campbell County, South Dakota	2	0.2	0.3	0.4
Edmunds County, South Dakota	1	0.1	0.1	0.2
Corson County, South Dakota	3	0.3	0.4	0.5
McPherson County, South Dakota	3	0.3	0.4	0.5
Walworth County, South Dakota	30	2.9	4.1	5.3
Grant County, South Dakota	1	0.1	0.1	0.2
McIntosh County, North Dakota	3	0.3	0.4	0.5
LaMour County, North Dakota	1	0.1	0.1	0.2
TOTAL PROJECTED NEEDS INCREASE	-	4	6	8
TOTAL CONTRACT BEDS	46	50	52	54

The perspective contract counties all indicated the desire to continue contracting beds as opposed to building within their own county facility.

POTENTIAL CONTRACT REVENUE

Based on the information provided by counties with an interest in contracting beds, a contract value was utilized of \$85 per bed per day in order to determine the potential revenue. If Brown County was to build a jail with the needs of other counties included in the total bed space, it is possible that the County would realize a revenue of at least \$1.4 million annually in 2025 (depending on construction), and as much as \$1.6 million annually by 2040. No consideration of increased rates or inflation were applied to these estimates.

Potential Contract Bed Space Revenue Estimates

Estimated Rate of Growth	4.3%	9.8%	13.7%	17.6%
PROJECTION YEAR	2025	2030	2035	2040
Total Annual Contract Beds	46	50	52	54
Projected Contract Cost Per Day	\$85	\$85	\$85	\$85
ANNUAL CONTRACT REVENUE	\$1,427,150	\$1,566,690	\$1,622,761	\$1,678,830

TOTAL BROWN COUNTY BED SPACE REQUIREMENTS WITH CONTRACT BEDS

If the County chooses to accommodate the needs of other counties that are willing to contract for bed space the peaking and classification factors would need to reflect the adjusted **operational capacity** to include the additional contract beds. This adjustment would apply the factors to the average of all projection models, plus the contract bed needs. The table below illustrates the adjusted need. By the year 2040 Brown County would require 235 beds.

Contract Bed Adjustment for Bed Space Requirement

PROJECTION MODEL	2025	2030	2035	2040
AVERAGE OF ALL MODELS	120	124	132	140
Total Annual Contract Beds	46	50	52	54
Peaking Factor 9%	15	16	17	17
Classification Factor 11%	20	21	22	23
TOTAL PROJECTED BEDSPACE NEED	201	211	222	235

VI. Preliminary Staffing Estimates

The Preliminary Staffing Estimates portion of the report summarizes the staff requirements derived from the review of the preliminary design concepts and the requirements for each of the two options (Direct & Indirect Supervision methods of management) presented for the development of the Brown County Staffing Estimates. The “staffing estimates” consider the deployment of all detention officers and support personnel required to operate at full capacity. The goal is to determine a reasonable level of staff required to operate efficiently; utilize resources effectively; and minimize the need for compensation/overtime hours that can cause fatigue of staff and risk complacency in security of both staff and inmates.

Applicable Standards

The review of preliminary design concepts was conducted considering the applicable regulatory standards governing staffing requirements for jails.

There are three sets of regulatory standards, aside of departmental policy, that provide guidance for the staffing of the Brown County detention facility. Those standards are provided by the Prison Rape Elimination Act of 2003 (945 USC 15601), the American Correctional Association, and the South Dakota Codified Laws, Title 24, Chapter 11. The Prison Rape Elimination Act is mandated by federal law. The American Correctional Association (ACA) standards are not binding but are recognized by most courts as correctional best practices. The South Dakota Jail Standards are in part based on the ACA standards. In addition to these standards, officials can gain insight as to the court's position on jail staffing by reviewing applicable case law.

PREA Standards

The Prison Rape Elimination Act of 2003 (945 USC 15601) also known as PREA, provided for a commission to develop standards to be adopted by the U.S. Attorney General to detect, prevent, and respond to rapes that take place in prisons and other detention facilities. Standard § 115.13 of this act addresses staffing and sets forth the following provisions:

§ 115.13 Supervision and monitoring.

(a) The agency shall ensure that each facility it operates shall develop, document, and make its best efforts to comply on a regular basis with a staffing plan that provides for adequate levels of staffing, and, where applicable, video monitoring, to protect inmates against sexual abuse. In calculating adequate staffing levels and determining the need for video monitoring, facilities shall take into consideration:

- 1. Generally accepted detention and correctional practices;*
- 2. Any judicial findings of inadequacy;*
- 3. Any findings of inadequacy from Federal investigative agencies;*

4. *Any findings of inadequacy from internal or external oversight bodies;*
5. *All components of the facility's physical plant (including "blind-spots" or areas where staff or inmates may be isolated);*
6. *The composition of the inmate population;*
7. *The number and placement of supervisory staff;*
8. *Institution programs occurring on a particular shift;*
9. *Any applicable State or local laws, regulations, or standards;*
10. *The prevalence of substantiated and unsubstantiated incidents of sexual abuse; and*
11. *Any other relevant factors.*

(b) In circumstances where the staffing plan is not complied with, the facility shall document and justify all deviations from the plan.

(c) Whenever necessary, but no less frequently than once each year, for each facility the agency operates, in consultation with the PREA coordinator required by §115.11, the agency shall assess, determine, and document whether adjustments are needed to:

1. *The staffing plan established pursuant to paragraph (a) of this section;*
2. *The facility's deployment of video monitoring systems and other monitoring technologies;*
and
3. *The resources the facility has available to commit to ensure adherence to the staffing plan.*

(d) Each agency operating a facility shall implement a policy and practice of having intermediate-level or higher-level supervisors conduct and document unannounced rounds to identify and deter staff sexual abuse and sexual harassment. Such policy and practice shall be implemented for night shifts as well as day shifts. Each agency shall have a policy to prohibit staff from alerting other staff members that these supervisory rounds are occurring, unless such announcement is related to the legitimate operational functions of the facility.

This standard also requires "adequate" staffing along with supervision of staff to ensure compliance. The main focus of this standard is to provide enough security to be able to respond to sexual assaults with adequate numbers of staff in a timely manner and to provide adequate supervision to ensure that inappropriate relationships do not develop between staff and inmates.

ACA Standards

The American Correctional Association uses standard 4-ALDF-2A-14 as a performance based standard and I-CORE-2A-09 as a minimum standard for meeting acceptable criteria for staffing. A recent U.S. Appeals Court decision (Cody v. Hillard) concluded that the ACA standards can be used to determine constitutional requirements.

The Core Standard for staffing is as follows:

Sufficient Staff

I-CORE-2A-09 (Ref. 4-ALDF-2A-14)

Sufficient staff, including a designated supervisor, are provided at all times to perform functions relating to staff safety and the security, custody, and supervision of inmates as needed to operate the facility in conformance with the standards.

This standard requires a designated supervisor "at all times" along with a sufficient amount of detention staff. Industry standard provides for 3 levels of supervision: line level staff, supervisory staff, and command staff. The number of staff that is deemed "sufficient" can be determined based on several factors, including the philosophy of operation and the programs provided. Other determining factors are the design of the facility's components, the types and frequency of internal inmate movement, and the various risks and needs of the inmate population.

The ACA standard 3-ALDF-1C-03 provides some guidance in determining this number by stating the following:

Staffing Requirements

3-ALDF-1C-03

Staffing requirements for all categories of personnel are determined on an ongoing basis to ensure that inmates have access to staff, programs, and services. Staffing requirements should be determined on more than inmate population figures and should include review of staffing needs for health care, academic, vocational, recreation, library, and religious programs and services. Workload ratios reflect such factors as goals, legal requirements, character, and needs of the inmates supervised, and other duties required of staff. Workloads should be sufficiently low to provide access to staff and effective services.

A staffing plan for a detention facility should consider all of these factors and provide staffing and supervision coverage at a sufficient level to meet security and program objectives.

Court Cases

In addition to the above standards, there have been numerous court cases that address the issue of staffing. The holdings of key court decisions that address staffing may be summarized as follows:

Staff must be provided:

- To protect inmates (from themselves and from other inmates);
- To make regular visits to inmates-occupied areas and to maintain communication with inmates;
- To respond to inmates calls for assistance;
- To classify and separate inmates;
- To ensure the safety of inmates at all times;
- To maintain security;

- To process and supervise female inmates;
- To operate electronic surveillance;
- To ensure that all required inmates' activities, services, and programs are delivered (medical, exercise, visits, etc.).

Courts have frequently found jail administrators and elected officials liable for incidents that have resulted from inadequate staffing. Costly damage awards have often been levied when staff and officials are found negligent in selecting, retaining, assigning, and supervising staff.

APPROACH AND METHODOLOGY

The consultant began the staffing program development of two options by discussing and reviewing relevant information and data related to staffing of new facility. Information reviewed included standard practices and operating procedures, current staffing levels, staff deployment schedules, and compilation of current trends related to Net Annual Work Hours (training requirements, vacation, sick leave, compensation time, overtime, etc.). The consultant then utilized the preliminary architectural concept design as a basis for determining proper placement of staff in all functional posts of the facility(s).

SECURITY STAFFING

While staffing levels are assumed to be “maintained” in many jails over the years, the use of compensatory or overtime usually exceeds a reasonable level, and often creates a heavy expense not necessarily considered in annual budgeting. The ratio of inmates to security staff is critical to proper and safe operations. It is important to understand that this ratio must consider many factors such as design of facility, level of services provided to inmates and staff, level of leadership positions and operational approach to inmate management, among other factors. There is no firm ratio that is considered standard for the industry. However, industry best practices suggest a security to inmate ratio between 3:1 and 6:1 depending on design. A shift ratio should be approximately 20:1, indicating that for each security staff position on duty there should be no more than 20 inmates.

METHODS OF DEVELOPING SHIFT RELIEF FACTOR

Properly staffing a detention center involves much more than multiplying the number of posts to be covered by the number of shifts. Proper staffing is determined by having the right number and type of staff, in the right place, at the right time, doing the right things. A major part of determining proper staffing is the calculation of the relief factor to ensure proper coverage of the recommended security posts. Providing proper relief, or staff coverage, is critical in determining adequate staffing for jail operations.

The translation of posts to Full Time Equivalent (FTE's) positions is made by applying an appropriate relief factor. The Shift relief Factor ensures that the operations can maintain even when staff are out for illness, vacation, or training.

APPROACH AND METHODOLOGY

Unlike most other government or justice functions, the jail is a 24-hour, 365 days-a-year operation that has substantial security and life safety requirements. As stated previously, the security-related positions, or posts in the jail, must be staffed even when the scheduled officer calls in sick, takes vacation or is away on required training.

The process used for conducting this staffing estimate and calculating a proper relief factor was based on the *Staffing Analysis Workbook for Jails: Second Edition*, produced by the National Institute of Corrections, and is considered to be the “industry standard” process for determining appropriate staffing for local detention facilities.

The following passage is an excerpt from the *Staffing Analysis Workbook for Jails: Second Edition, 2003*:

“Many staffing issues and problems jails face, such as high overtime costs, the inability to cover needed posts, or the inability to free staff from their posts for training can be attributed to inaccurate calculation of the actual number of hours staff is available to work in the jail. This critical step requires collecting and analyzing information that will provide an accurate depiction of the real number of staff hours that are available to be scheduled for each full-time position in the jail budget. It produces accurate net annual work hours (NAWH) for each position....

An accurate NAWH for each job classification requires information on all possible time-off categories. Different classifications of employees will have different NAWH, because of the amount of vacation time or training time that is allotted and used.”

It is important to point out that not every post or position requires relief. Relief is typically applied to security posts that must be staffed during certain shift work hours to maintain safe, critical operations. Typically, relief is not applied to support posts and positions. Therefore, positions such as Administrators, Administrative Assistants, Office Specialists, and Records Analysts will not have relief applied. Another example are the detention officers that work in classification and records. While this classification could be applied in the future, relief will not be applied to these positions as they are assumed to be on a “business hours” shift and do not need to have relief when they are unable to be at work.

In order to describe/recommend appropriate staffing for the County, a proper NAWH is calculated for each major category of job classification to determine the number of staff that must be employed to efficiently fill posts, even when some staff are absent. Categories included were: time taken away for compensatory time, vacation, personal time, sick leave, holidays, Family Medical Leave Act, workers compensation, military leave, administrative leave with pay, emergency leave, weather/disasters, court time, health and safety, unpaid time off, training, meetings, and any other factors that divert an assigned officer to something other than their assigned post. While employees take time off for legitimate reasons, security posts must still be staffed to maintain the safety and security of the facilities. Therefore, the actual time off data is used to determine the proper amount of relief staff that must be hired to provide adequate coverage at all times and minimize compensatory time.

Considering the possible options of Direct Supervision and Indirect Supervision methods of inmate management, the tables below illustrate the calculated Net Annual Work Hours for each major classification category.

Net Annual Work Hours (NAWH)			
Item		Business	Security
1	Total Hours Contracted Per Employee Per Yr.	2,086	2,086
2	Avg Hours of Vacation Per Year	144	144
3	Avg Hours of Sick Leave Per Year	144	144
4	Avg Hours of Personal Time Per Year	0	0
5	Avg Hours of Training Per Year	16	24
6	Avg Hours of Comp Time Per Year	0	0
7	Total Hours Off Per Year (Lines 2-6)	304	312
Net Annual Work Hours (Line 1 minus line 7)		1,782	1,774
Total Annual Hours/NAWH =		1.2	1.2

The data used in this analysis assumes the following and is based on averages:

- Vacation, sick leave, compensatory time, etc. is used during a fiscal calendar year.
- Training takes place during scheduled shift hours instead of on an officer's day off. This increases the number of posts that must be covered. If training for staff occurs on their day off, they would be afforded compensatory time for those training hours.

Proper relief factors will vary depending upon the type of post/position in which they are applied. For example, a post that is staffed for 40 hours each week will require less staff (and relief) than a post that is staffed 24/7. What is important when determining the required relief for a particular job classification is to factor an accurate NAWH. For Brown County's staffing estimates development for each option, the consultant has applied the appropriate classification by each programmed post assignment. As the NAWH is changed, so will the appropriate relief factor required. For example, if additional vacation is authorized for a certain classification of staff, the relief requirement will increase in order to properly staff the positions filled by that staff classification.

PRELIMINARY STAFFING ESTIMATE

Consistent with the methodology described above, the preliminary design concept was utilized as the basis for staffing each post for the total required period of time per day. For example, at least one housing unit officer is required to be present in each housing unit 24 hours per day, 7 days per week in a Direct Supervision setting. In a 12-hour shift rotation this requires two officers per day to fill the 24-hour period. Assuming there will be time required for training, sick leave, etc., as described in the NAWH section above, these positions require the SRF to be included. Therefore, with a 1.2 shift relief factor, a 12-hour shift requires 4.8 FTEs to staff each position properly. When the additional SRF staff percentages are not required for that particular post, they are tasked with additional duties that may not be anticipated on a regular basis such as incident response, inmate movement escorts, higher than normal intake periods, etc.

Another example to explain the program is that most of the command and administrative staff, while critical to command, control, management, and effective operations, they are not 24-hour positions and not critical for maintaining daily security of inmates. These positions are scheduled to work a Monday through Friday “business shift” from 8:00 am to 5:00 pm and do not require relief if an FTE calls in sick or is attending training.

The staffing program determines that after application of proper relief factors to all appropriate positions, there is justification for a total number of 77 staff for Direct Supervision and approximately 47 for Indirect Supervision required to manage detention operations within the standards mentioned above for Brown County. This includes the operation of all areas in use for housing, programs, services and support. Current operations include the contracting of services for medical and possibly food services. Regardless of whether contracted or not, a total number of staff that will work at the facility is critical to determining proper staff services within the facility.

The tables below are a summary of the two preliminary staffing programs developed for the two management methods.

Direct Supervision Management Approach

BROWN COUNTY JAIL STAFFING PROGRAM (Direct Supervision)												
FACILITY ADMINISTRATION												
Position	M-F Bus. 8-5	Shift						Shift Relief	SRF	SRF TOTAL	NAWH	NAWH TOTAL
		7-Day Business	Days 12 Hour	Nights 12 Hour	Days/ Week	Hours/ Week	Hours/ Yr					
Administration												
Jail Administrator	1.0				5	40.0	2,086	No	1.2	1.0	1,782	1.0
Assistant Jail Administrator	1.0				5	40.0	2,086	No	1.2	1.0	1,782	1.0
Accounting/Admin Assistant	1.0				5	40.0	2,086	No	1.2	1.0	1,782	1.0
Inmate & Courts Services	1.0				5	40.0	2,086	No	1.2	1.0	1,782	1.0
Admin. SGT/Training/PREA Coordinator	1.0				5	40.0	2,086	No	1.2	1.0	1,782	1.0
Payroll Clerk	1.0				5	40.0	2,086	No	1.2	1.0	1,782	1.0
TOTAL ADMINISTRATION	6.0	0.0	0.0	0.0			12,514			6		6
FACILITY SERVICES												
Position	M-F Bus. 8-5	Shift						Shift Relief	SRF	SRF TOTAL	NAWH	NAWH TOTAL
		7-Day Business	Days 12 Hour	Nights 12 Hour	Days/ Week	Hours/ Week	Hours/ Yr					
Maintenance Shops												
Maintenance Supervisor	1.0				5	40.0	2,086	No	1.2	1.0	1,782	1.0
Maintenance Specialists (Carp, Elect, Plumb, Paint, etc.)	1.0				5	40.0	2,086	No	1.2	1.0	1,782	1.0
TOTAL FACILITY SERVICES	2.0	0.0	0.0	0.0			4,171			2		2
FOOD SERVICES												
Position	M-F Bus. 8-5	Shift						Shift Relief	SRF	SRF TOTAL	NAWH	NAWH TOTAL
		7-Day Business	Days 12 Hour	Nights 12 Hour	Days/ Week	Hours/ Week	Hours/ Yr					
Food Preparation (Assumes the use of Inmate Workers)												
Food Service Supervisor	1.0				5	40.0	2,086	No	1.2	1.0	1,782	1.0
TOTAL FOOD SERVICES	1.0	0.0	0.0	0.0			2,086			1		1
MEDICAL SERVICES (CONTRACT)												
Position	M-F Bus. 8-5	Shift						Shift Relief	SRF	SRF TOTAL	NAWH	NAWH TOTAL
		7-Day Business	Days 12 Hour	Nights 12 Hour	Days/ Week	Hours/ Week	Hours/ Yr					
Medical Service (CONTRACTED)												
TOTAL MEDICAL SERVICES	0.0	0.0	0.0	0.0								0
SECURITY												
Position	M-F Bus. 8-5	Shift						Shift Relief	SRF	SRF TOTAL	NAWH	NAWH TOTAL
		7-Day Business	Days 12 Hour	Nights 12 Hour	Days/ Week	Hours/ Week	Hours/ Yr					
Security												
Shift Supervisor			2.0	2.0	7	336.0	17,519	Yes	1.2	4.8	1,774	
Response/Escort Officer			2.0	0.0	7	168.0	8,760	Yes	1.2	2.4	1,774	
Control Room Officer			2.0	2.0	7	336.0	17,519	Yes	1.2	4.8	1,774	
Subtotal Security Adm.	0.0	0.0	6.0	4.0						12		12
Intake Processing												
Intake Processing Supervisor (SGT)	1.0				7	84.0	4,380	Yes	1.2	1.0	1,774	
Intake Officer			4.0	4.0	7	672.0	35,038	Yes	1.2	9.6	1,774	10.0
Classification Officers	1.0				5	40.0	2,086	No	1.2	1.0	1,774	1.0
Inmate Records Clerks/Property Room Officer	1.0				5	40.0	2,086	No	1.2	1.0	1,774	1.0
Subtotal Intake Processing	3.0	0.0	4.0	4.0						13		13
Court Processing & Transport												
Transport Coordinator	1.0				5	40.0	2,086	No	1.2	1.0	1,774	1.0
Transport Officers	2.0				5	80.0	4,171	No	1.2	10.0	1,774	2.0
Subtotal Intake Processing	3.0	0.0	0.0	0.0						3		3
TOTAL SECURITY ADMINISTRATION	6.0	0.0	10.0	8.0			93,643			27.6		28
PROGRAMS												
Position	M-F Bus. 8-5	Shift						Shift Relief	SRF	SRF TOTAL	NAWH	NAWH TOTAL
		7-Day Business	Days 12 Hour	Nights 12 Hour	Days/ Week	Hours/ Week	Hours/ Yr					
Program Services Administration												
Programs Sergeant/Volunteer Coordinator	1.0				5	40.0	2,086	No	1.2	1.0	1,782	1.0
Work Release Officer	1.0				5	40.0	2,086	No	2.2	1.0	1,782	1.0
TOTAL PROGRAMS	2.0	0.0	0.0	0.0			2,086			2		2

GENERAL CUSTODY HOUSING													
Position	M-F Bus. 8-5	Shift					Hours/ Week	Hours/ Yr	Shift Relief	SRF	SRF TOTAL	NAWH	NAWH TOTAL
		7-Day Business	Days 12 Hour	Nights 12 Hour	Days/ Week								
General Custody Housing Units - 10 Units (2 Indirect)													
Unit 1 Officer			2.0	2.0	7	336.0	17,519	Yes	1.2	4.8	1,774		
Unit 2 Officer			2.0	2.0	7	336.0	17,519	Yes	1.2	4.8	1,774		
Unit 3 Officer			2.0	2.0	7	336.0	17,519	Yes	1.2	4.8	1,774		
Unit 4 Officer			2.0	2.0	7	336.0	17,519	Yes	1.2	4.8	1,774		
Unit 5 Officer			2.0	2.0	7	336.0	17,519	Yes	1.2	4.8	1,774		
Unit 6 Officer			2.0	2.0	7	336.0	17,519	Yes	1.2	4.8	1,774		
Unit 7 Officer			2.0	2.0	7	336.0	17,519	Yes	1.2	4.8	1,774		
Unit 8 Officer			2.0	2.0	7	336.0	17,519	Yes	1.2	4.8	1,774		
TOTAL GENERAL CUSTODY CLUSTER		0.0	0.0	16.0	16.0	140,152				38.4	38		

STAFFING CONCEPT SUMMARY by Major Functional Component							
Position	M-F Bus.	Shift			SRF	NAWH	TOTAL
		7-Day Business	Days 12 Hour	Nights 12 Hour			
1. Facility Administration	6	0	0	0	1.2	6	6
2. Facility Services	2	0	0	0	1.2	2	2
3. Food Services	1	0	0	0	1.2	1	1
4. Medical Services	0	0	0	0	1.2	0	0
5. Security	6	0	10	8	1.2	28	28
6. Program Services	2	0	0	0	1.2	2	2
7. General Custody Housing	0	0	16	16	1.2	38	38
GRAND TOTALS	17	0	26	24	1.2	77.0	77

TOTAL INMATE CAPACITY	250
Overall Staff Ratio to Inmates	3.2
Custody (Housing) Staff to Inmates	6.5

Indirect Supervision Management Approach

BROWN COUNTY JAIL STAFFING PROGRAM (Indirect Supervision)													
ADMINISTRATION													
Position	M-F Bus. 8-5	Shift							Shift Relief	SRF	SRF TOTAL	NAWH	NAWH TOTAL
		7-Day Business	Days 12 Hour	Nights 12 Hour	Days/ Week	Hours/ Week	Hours/ Yr						
Administration													
Jail Administrator	1.0				5	40.0	2,086	No	1.2	1.0	1,782	1.0	
Assistant Jail Administrator	1.0				5	40.0	2,086	No	1.2	1.0	1,782	1.0	
Accounting/Admin Assistant	1.0				5	40.0	2,086	No	1.2	1.0	1,782	1.0	
Inmate & Courts Services	1.0				5	40.0	2,086	No	1.2	1.0	1,782	1.0	
Admin. SGT/Training/PREA Coordinator	1.0				5	40.0	2,086	No	1.2	1.0	1,782	1.0	
Payroll Clerk	1.0				5	40.0	2,086	No	1.2	1.0	1,782	1.0	
TOTAL ADMINISTRATION	6.0	0.0	0.0	0.0			12,514			6		6	
FACILITY SERVICES													
Position	M-F Bus. 8-5	Shift							Shift Relief	SRF	SRF TOTAL	NAWH	NAWH TOTAL
		7-Day Business	Days 12 Hour	Nights 12 Hour	Days/ Week	Hours/ Week	Hours/ Yr						
Maintenance Shops													
Maintenance Supervisor	1.0				5	40.0	2,086	No	1.2	1.0	1,782	1.0	
Maintenance Specialists (Carp, Elect, Plumb, Paint, etc.)	1.0				5	40.0	2,086	No	1.2	1.0	1,782	1.0	
TOTAL FACILITY SERVICES	2.0	0.0	0.0	0.0			4,171			2		2	
FOOD SERVICES													
Position	M-F Bus. 8-5	Shift							Shift Relief	SRF	SRF TOTAL	NAWH	NAWH TOTAL
		7-Day Business	Days 12 Hour	Nights 12 Hour	Days/ Week	Hours/ Week	Hours/ Yr						
Food Preparation (Assumes the use of Inmate Workers)													
Food Service Supervisor	1.0				5	40.0	2,086	No	1.2	1.0	1,782	1.0	
TOTAL FOOD SERVICES	1.0	0.0	0.0	0.0			2,086			1		1	
MEDICAL SERVICES (CONTRACT)													
TOTAL MEDICAL SERVICES	0.0	0.0	0.0	0.0			0.0					0	
SECURITY													
Position	M-F Bus. 8-5	Shift							Shift Relief	SRF	SRF TOTAL	NAWH	NAWH TOTAL
		7-Day Business	Days 12 Hour	Nights 12 Hour	Days/ Week	Hours/ Week	Hours/ Yr						
Security													
Shift Supervisor			2.0	2.0	7	336.0	17,519	Yes	1.2	4.8	1,774		
Response/Escort Officer			2.0	0.0	7	168.0	8,760	Yes	1.2	2.4	1,774		
Control Room Officer			2.0	2.0	7	336.0	17,519	Yes	1.2	4.8	1,774		
Subtotal Security Adm.	0.0	0.0	6.0	4.0						12.0		12	
Intake Processing													
Intake Processing Supervisor (SGT)	1.0				7	84.0	4,380	Yes	1.2	1.0	1,774		
Intake Officer			4.0	4.0	7	672.0	35,038	Yes	1.2	9.6	1,774	10.0	
Classification Officers	1.0				5	40.0	2,086	No	1.2	1.0	1,774	1.0	
Inmate Records Clerks/Property Room Officer	1.0				5	40.0	2,086	No	1.2	1.0	1,774	1.0	
Subtotal Intake Processing	3.0	0.0	4.0	4.0						12.6		13	
Court Processing & Transport													
Transport Coordinator	1.0				5	40.0	2,086	No	1.2	1.0	1,774	1.0	
Transport Officers	2.0				5	80.0	4,171	No	1.2	2.0	1,774	2.0	
Subtotal Intake Processing	3.0	0.0	0.0	0.0						3		3	
TOTAL SECURITY	6.0	0.0	10.0	8.0			93,643			27.6		28	
PROGRAM SERVICES ADMINISTRATION													
Position	M-F Bus. 8-5	Shift							Shift Relief	SRF	SRF TOTAL	NAWH	NAWH TOTAL
		7-Day Business	Days 12 Hour	Nights 12 Hour	Days/ Week	Hours/ Week	Hours/ Yr						
Programs Sergeant/Volunteer Coordinator	1.0				5	40.0	2,086	No	1.2	1	1,774	1	
Work Release Officer	1.0				5	40.0	2,086	No	1.2	1	1,774	1	
TOTAL PROGRAMS	2.0	0.0	0.0	0.0			2,086			2.0		2	

GENERAL CUSTODY HOUSING												
Position	M-F Bus. 8-5	Shift								SRF TOTAL	NAWH TOTAL	
		7-Day Business	Days 12 Hour	Nights 12 Hour	Days/ Week	Hours/ Week	Hours/ Yr	Shift Relief				
General Custody Housing Units - 10 Units												
Housing Officer			4.0	2.0	7	504.0	26,279	Yes	1.2	7.2	1,774	7.0
TOTAL GENERAL CUSTODY	0	0	4	2			26,279			7.2		8

STAFFING CONCEPT SUMMARY							
by Major Functional Component							
Position	M-F Bus. 8-5	Shift			SRF	TOTAL	NAWH TOTAL
		7-Day Business	Days 12 Hour	Nights 12 Hour			
1. Facility Administration	6	0	0	0	1.2	6	6
2. Facility Services	2	0	0	0	1.2	2	2
3. Food Services	1	0	0	0	1.2	1	1
4. Medical Services	0	0	0	0	1.2	0	0
5. Security	6	0	10	8	1.2	28	28
6. Program Services	2	0	0	0	1.2	2	2
7. Inmate Housing	0	0	4	2	1.2	8	8
GRAND TOTALS		17	0	14	1.2	46.6	47

TOTAL INMATE CAPACITY	250
Overall Staff Ratio to Inmates	5.3
Custody (Housing) Staff to Inmates	31

COMPENSATORY TIME

Overtime/compensatory time is the norm in many detention settings but makes budgeting very difficult. A properly staffed facility can avoid uncontrollable costs, making not only the budgeting and planning cycle much easier to manage, but operations overall. While there are many instances where paying overtime is cheaper than hiring additional staff, due to there not being a requirement for payment of additional leave, insurance and other fringe benefits, overtime is a resource that must be closely monitored and managed to avoid becoming the norm. Aside of becoming a difficult cost to manage, too much overtime results in staff that are tired, burned out, and not as alert as they should be while working. The very nature of the work that is performed by detention staff dictates that staff should be rested, ready and alert. Failure to do so can easily result in harm to inmates, staff and the general public. The heightened liability and financial consequences could result in costs far greater than hiring adequate numbers of staff. The staffing program developed for the Brown County Detention Center preliminary design concept considers a need for minimal overtime.

ANNUAL PERSONNEL COST ESTIMATES

Operational costs estimates are difficult to predict for any jail budget exercise and more so without consistent detail from past years expenses to base future budget estimates. Assuming "business as usual" when it comes to jail expansion/construction, nor assuming that the jail is a supplemental budget to the Sheriff's law enforcement operation, is never the proper approach, yet these are both too often the case. Carrying poor practices from previous operations into a new or expanded jail facility will only prolong the ultimate failure of a substantial investment. A new or even expanded facility provides an opportunity to improve the operations and not simply move a lessor operation to a new facility.

Based on the assumption that the County not only desires a modern, purpose designed and constructed jail facility that meets and exceeds standards, a preliminary cost estimate for staff has been estimated in 2021 dollars using a current overall monthly salary average of \$27,118. Additionally, a fringe benefit estimate for a total full-time employee (FTE) cost of \$36,609 or \$17.55 per hour on average. While not a precise cost, the result will provide a reasonable order of magnitude cost estimate and can help with assessing the impact of the staffing decisions and operational approach.

ANNUAL PERSONNEL COST MODELS:**COST ESTIMATE (Direct Supervision)**

Total Personnel	Average Salary Expense	TOTAL	County Employment Benefit Cost (.35)	Annual Expense
77	\$27,118	\$2,098,933	\$734,627	\$2,833,560

COST ESTIMATE (Indirect Supervision)

Total Personnel	Average Salary Expense	TOTAL	County Employment Benefit Cost (.35)	Annual Expense
47	\$27,118	\$1,274,546	\$446,091	\$1,720,637

ORGANIZATIONAL CONSIDERATIONS

The staffing models for each option are similar in every aspect except for the security staff positions. A Direct Supervision method of operation requires more staff due to the presence of a detention officer in almost all housing units 24 hours per day. The Indirect Supervision method of operation only requires periodic checks of housing units and routine tasks throughout the day such as food service, medication pass, cell checks, etc. The major difference in the two options aside of staff requirements, is the establishment of “management” within the housing units. A housing unit that does not employ direct supervision is generally managed most of the time by the most dominating inmate or inmates. Direct supervision management creates an environment that can be managed by the detention officer by virtue of their constant presence. It is human nature to develop a reliance on the person that has the most control of a situation or environment and that provides a sense of “security.” When an officer is not consistently present to fill that void of the inmates, another inmate will. Furthermore, an officer’s constant presence enables them to learn the tendencies and habits of the inmates in the housing unit and this enables the officer to better assess the state of mind. This assessment provides the operation with better conditions for being proactive in de-escalating issues prior to an incident, recognizing and avoiding suicide risks, and generally maintaining anxiety among the housing unit inmates. A simple analogy is the typical family dynamics of having consistent responsible adult supervision for children.

VII. Conclusion and Recommendations

The purpose of this study was to conduct:

- ✓ *A current, independent, Jail Population Study with 20-year projections of bed space needs*
- ✓ *An assessment of other counties in South Dakota, and possibly North Dakota, jail bed space needs*
- ✓ *A projected staffing requirement for bed space needs (Indirect and Direct Supervision models)*
- ✓ *A determination of the potential for "open bed revenue"*

The population of Brown County is projected to grow over the next 20 years at slow pace. Over the 20 years from 2021 to the year 2040 is expected that the county will increase by approximately 5,000 in total population or about 12%. The Brown County Jail currently has 48 beds available (design capacity) with an average daily population as high as 52-75 inmates. Based on the data provided by the county and analyzed by the consultant, it is evident that the County is operating at about 119%-146% design capacity. While many jails in the country operate at or over capacity, the risk are drastically elevated when it comes to litigation against the County, and the risk to staff and inmates is at an intolerable level. While an investment in detention infrastructure is never popular to constituents, the impacts of possible litigation could be much worse.

It is the recommendation of the consultant that Brown County assess options for expansion of the current jail facility or begin the process for constructing a new, larger facility. In some instances, overcrowding can be managed for the short term through adjustments to court holding and processing practices, and the use of alternatives to incarceration whenever possible. In the case of Brown County, the average daily population was well above the design capacity (48 beds) of the facility, and excessively over the operational capacity (40 beds) since 2016. In 2020 the jail decreased to an ADP of 59 inmates, but this was most likely only due to the pandemic and precautions taken by law enforcement and the courts to reduce the confined population.

Considering many factors as demonstrated throughout the report, ***it is recommended that the County plan to increase the jail bed availability to approximately 169 beds*** (including peaking and classification). This capacity is projected to address the jail bed needs through the year 2040, but does not include contract beds for other jurisdictions. ***If the County chooses to provide bed space for other jurisdictions as listed in previous sections of this assessment, the County is projected to need approximately 235 beds to accommodate contract bed needs.*** It should be noted that total projected bed needs do not consider the distinct design of the housing units and the segregation of genders and classifications. The size and design of each housing unit will have some bearing on the actual facility bed counts. For example, if the typical housing unit is 48 beds vs 72 beds, two units will result in 96 beds, four units 192 beds. While 72 bed units may result in 144 beds or 216 beds. A number such as 235 beds needed would likely result in 240 beds ($48 \times 5 = 240$ or $72 \times 3 = 216$). Brown County is currently holding an average of 76% male and 24% female inmates. Utilizing these percentages can assist with the determination of housing unit capacities and breakdowns during the design phase.

Finally, it is important for the County to monitor the Average Length of Stay (ALOS) closely in coming months to ensure that the number does not continue to rise. An increase in the ALOS can significantly increase the average daily population if not at least maintained, and hopefully reduced quickly.

As other factors and possibilities are discussed and considered for planning purposes it is recommended that a consistent record of data is kept to better project the needs as time progresses, and periodic updates to the projections be conducted. These data requirements are as follows:

1. Daily, monthly and annual jail population numbers;
2. Daily, monthly and annual jail admissions;
3. Criminal court filings (Group A & B), at least monthly;
4. ***Average Length of Stay monthly and annually.***