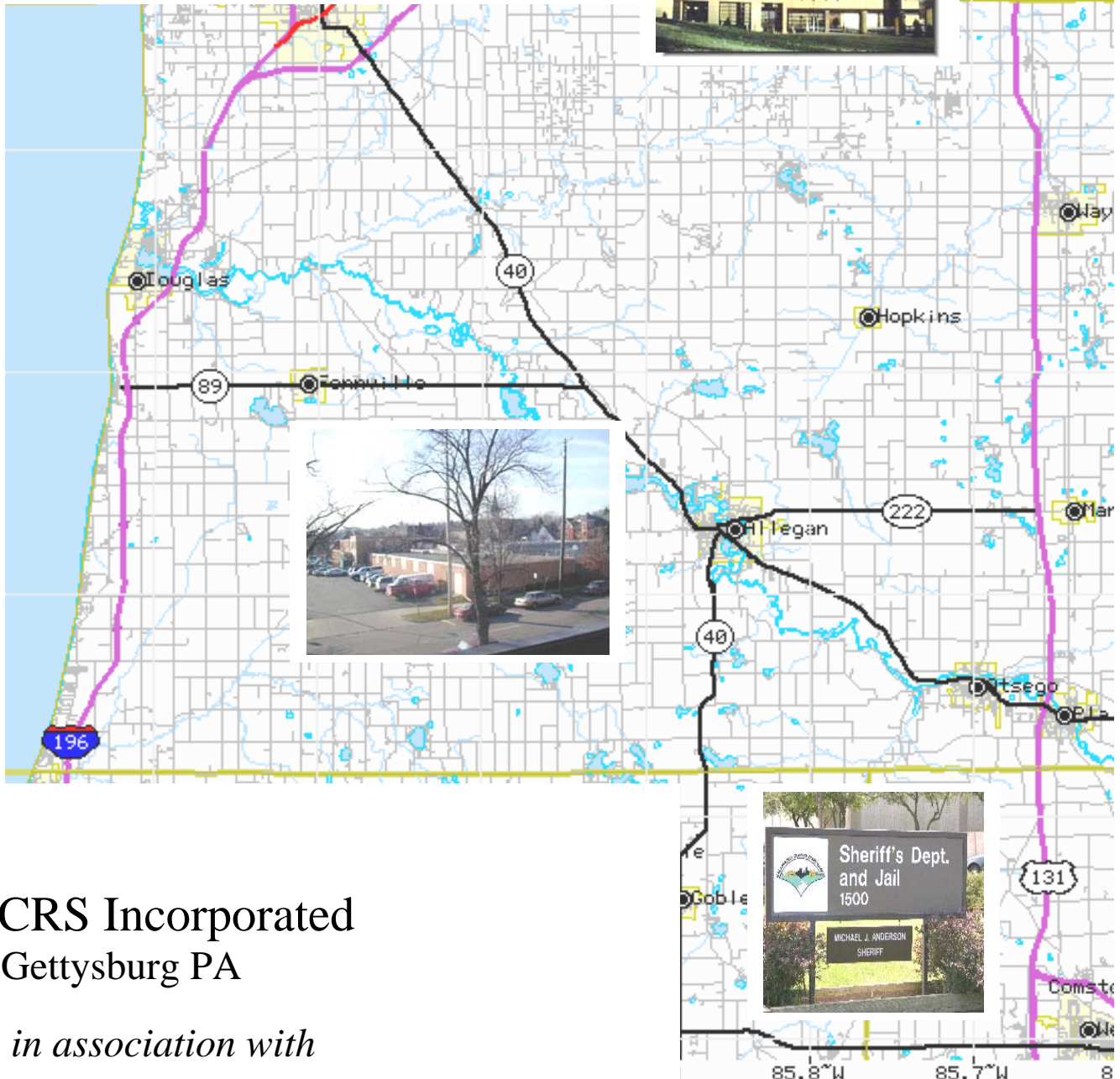


Regional Jail Feasibility Study

Allegan, Kalamazoo and
Kent Counties, Michigan



CRS Incorporated
Gettysburg PA

in association with

Luminosity, Inc.
St. Petersburg FL

December 2008

Regional Jail Feasibility Study

Allegan, Kalamazoo and Kent Counties, Michigan

Submitted to the *Regional Jail Exploratory Committee*

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CRS, Incorporated

A Non-Profit Organization Founded in 1972

Gettysburg, PA 17325

www.correction.org

Rod Miller, Project Director

Donald J. Walter J.D. , Senior Analyst

Kyle McCarty, Research Assistant

Joseph Heltzel, Research Assistant

In association with

Luminosity, Inc.

St. Petersburg FL

Marie Van Nostrand Ph.D.

Johnny Bardine J.D.

Regional Jail Exploratory Committee

Allegan County

Blaine Koops, Sheriff
Steve McNeal, Chairman, County Commissioners
Robert Sarro, County Administrator
James Hull, Undersheriff
Lt. Deborah Marculis, Jail Administrator

Kalamazoo County

Michael J. Anderson, Sheriff
Peter Battani, County Administrator
Michael Bowen, Undersheriff
Thomas Shull, Captain, Jail Administrator

Kent County

Lawrence A. Stelma, Sheriff
Wayman Britt, County Administrator
Jon Hess, Undersheriff
Randy Demory, Captain, Jail Administrator
Darrell Singleton, Captain, Jail Administrator
Jon Denhof, Kent County Purchasing

William Page, MMRMA

EXECUTIVE SUMMARY

Regional Jail Feasibility Study

Allegan, Kalamazoo and Kent Counties, Michigan

December 2008

This report summarizes findings and presents recommendations. Individual appendices provide detailed information and guidance for *each* of the participating counties. Appendix D summarizes the findings of a national survey of regional jails that was conducted on behalf of the three counties.

Methodology. At the beginning of the study, the parties agreed that each county's situation, needs and options should be explored *separately* as a foundation for exploring potential regional partnerships. To that end, the contractor implemented the following tasks for each county: (1) Reviewed existing facilities and operations; (2) Analyzed historical jail occupancy and operational data; (3) Examined inmate characteristics using local data; (4) Developed projected bedspace needs; (5) Identified the potential range of options to meet projected needs; and (6) Estimated 30-year life cycle costs for each option. Numerous site visits were made to each county. Five meetings were held with the Steering Committee.

Defining "Regional Jail. From initial meetings it seemed that the committee was focused on the feasibility of a *new facility*. Subsequent discussions with county officials produced a broader definition that expanded the scope of this project. As a result, the consultants explored a full range of potential regional "*partnerships*" that might offer solutions to the needs of the participating counties.

Regional Partnerships May Take Many Forms. The consultants explored a wide range of potential regional partnerships, including:

- Facilities, supplying needed inmate beds
- Physical assets, including specialized beds and equipment
- Services such as inmate transport, medical and mental health care, food service
- Expertise, such as training and technical assistance
- Commodities, such as food, clothing and supplies

Types of Partners. In addition to the three counties involved with this study, other potential partners were identified, including: other counties, municipalities, the State of Michigan, federal agencies such as the U.S. Marshals Service (USMS) or Immigration and Customs Enforcement (ICE), and private for-profit and non-profit entities.

Evaluating Partnerships. Participants agreed that potential regional partnerships should be explored as a means to an end-- providing each partner with benefits that could not be realized alone.

The following types of benefits were identified:

- Financial benefits
 - Annual cost savings
 - Long-term total cost savings
- Effectiveness, such as a program or service that is more successful
- Quality of services or facilities
- Flexibility to adapt to changing needs and situations
- Criminal justice system benefits, such as expanding sentencing options available to the courts

While costs were at the top of the list, participants underscored the importance of other benefits, even if costs might be higher. Officials made it clear that in some instances, higher cost options might be desirable if other benefits such as effectiveness or flexibility are realized.

Individual County Needs. Appendices A, B and C provide detailed information and data for each county. 30-year bedspace projections were developed for each county to facilitate the life cycle cost analysis process. The projections suggest a high rate of growth for Kent County, a moderate rate of growth for Kalamazoo County, and conflicting findings for Allegan County. Figure A presents the projections for each county, extended 30 years for the purposes of the life cycle cost analysis.

Figure A: Review 30-Year Projections

	Allegan County	Kalamazoo County	Kent County	Total ADP for 3 Counties
Year 2013	202	390	1,733	2,325
Year 2018	218	410	1,999	2,627
Year 2023	234	429	2,265	2,928
Year 2028	250	449	2,531	3,230
Year 2033	266	469	2,797	3,532
Year 2038	282	489	3,063	3,834

Many forces shape the number and types of inmates who comprise the jail population and their length of stay. These are described in each individual county appendix (A, B and C). There has been a great deal of speculation--- and concern-- about potential state legislation that would shift responsibility for more inmates to the counties. It is possible that jail populations will increase at an even higher rate if Michigan legislators continue the trend that has brought more state-bound inmates to county jails.

National Practices. Appendix D presents a detailed review of findings from a national survey of regional jails, along with tables that provide the specific information and insights provided by respondents.

The national survey of regional jails identified:

- 80 existing regional jails in 22 states
- 14 regional jail projects in 11 states currently under consideration or recently abandoned
- 19 states that have statutes authorizing or related to regional jails

More than half of all regional jails are found in Virginia, West Virginia and Mississippi, but the context in those states differs markedly from the situation in Michigan:

- Virginia provides state construction and operating subsidies;
- West Virginia has a statewide authority that builds and operates regional jails and bills counties for their use; and
- Mississippi “regional” jails are county facilities that house up to 250 state inmates for \$29/day.

In other states there are several jails that consider themselves regional, but only serve the municipalities within one county (by their definition, Allegan, Kalamazoo and Kent counties already operate regional jails).

When the jails described above are set aside, less than 40 regional jails are left. Out of more than 3,200 jails in the United States, regional jails are an *exception*.

Regional Jail Size. Only 3 regional jails were over 800 beds; 78.3% had 400 beds or less; 86.7% had 600 beds or less; and 95.0% had 800 beds or less. At 400 beds, the planned new Allegan County Jail would be larger than nearly 80% of the nation’s regional jails.

Suggested Process. The consultants used the national research to outline a suggested process for exploring potential regional partnerships:

1. Agree on what, if any, benefits are offered by partnerships (self interest).
2. Establish consensus about the “bottom lines” that must be achieved if a partnership is worth pursuing.
3. Be candid about critical issues (e.g. site, control, cost allocation) that are “deal breakers” and articulate these to all potential partners.
4. Look for new partners, having described self interests and critical issues clearly.

Legal Considerations. Does Michigan law allow counties to enter into regional partnerships to build and/or operate a jail? The brief answer is “not specifically.” While inter-local agreements appear to offer an avenue for the creation and operation of a regional jail, there are many requirements of the enabling legislation that make it less desirable. The more prudent route appears to lie with the Joint Public Buildings Act. *The counties should secure an opinion from the state Attorney General as to the applicability of the act to a regional jail.*

Evaluating Options for Each County. Several distinct options were developed for each county. 30-year life cycle costs analyses were calculated for each option. Figure B summarizes the findings.

Figure B: Total 30-Year Costs and Rank (lowest to highest)

Option	30-Year Total Life Cycle Costs In \$ Millions (Ascending Rank in Parentheses)		
	Allegan	Kalamazoo	Kent
1 No Change	NA	NA	\$3,334.4 (1)
2. Lockup and Regional	\$426.9 (3)	\$1,271.7 (3)	NA
3 Lockup + Min + Regional	\$379.3 (1)	\$1,211.3 (1)	NA
4. Co-Locate	\$426.4 (2)	NA	NA
5. New Jail, Not Phased	NA	NA	NA
6. New Jail , Phased Opening	\$612.6 (4)	\$1,254.1 (2)	NA
7. Partner in Regional Jail After 9 Years	NA	NA	\$3,822.7 (3)
8. Reduce Overall Demand for Jail Beds (10%)	NA	NA	\$3,408.9 (2)
9. Expand Current Jail in Increments	NA	NA	\$3,926.9 (4)

Key	Requires regional partnership with one or more partners	Not applicable- analysis not conducted
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There are many potential regional partnerships for each of the three counties to consider, but only one county (Allegan) appears to have the potential for a near-term regional *facility*. Some partnerships should be explored immediately; other opportunities will present themselves in later years. The counties should be ready to revisit regional opportunities periodically.

Near- and long-term options are described for each county in Figure 21 (page 47).

Recommendations are provided in Section IX (page 57).

APPENDIX A: Allegan County

APPENDIX B: Kalamazoo County

APPENDIX C: Kent County

APPENDIX D: National Survey of Regional Jails

APPENDIX E: Life Cycle Cost Details

APPENDIX F: County Population and Crime Statistics

APPENDIX G: Design Notes

I. INTRODUCTION

Allegan, Kalamazoo and Kent Counties operate separate jails in southwest Michigan. All three jails are either near, at or over capacity. Kalamazoo county has sought voter approval for new jail funding without success. Allegan County was poised to put a new jail to a vote, but withdrew the referendum before the election.

In mid-2007 the three counties formed a partnership to explore the feasibility of a regional jail. A joint Request for Proposals was issued and in January 2008 the selected consultant, CRS Inc. of Gettysburg, Pennsylvania, began work on the study.

This report summarizes findings and presents recommendations. Individual appendices (A, B, and C) provide detailed information and guidance for each of the participating counties. Appendix D summarizes the findings of a national survey of regional jails that was conducted on behalf of the three counties.

Methodology

At the beginning of the project the consultant altered the design of the study, with the permission of the counties. The steering committee that has guided this project from its inception concurred with the suggestion that each county's situation, needs and options be explored *separately* as a foundation for exploring potential regional partnerships. To that end, the contractor implemented the following tasks for each county:

- Reviewed existing facilities and operations
- Analyzed historical jail occupancy and operational data
- Examined inmate characteristics using local data
- Developed projected bedspace needs
- Identified the potential range of options to meet projected needs
- Estimate 30-year life cycle costs for each option

At least three site visits were made to each county. Five meetings were held with the Steering Committee. The consultants spent more time on site, and made more trips, than initially anticipated but this did not increase the costs to the counties.

Assistance

The consultants received a great deal of assistance from various county officials and personnel throughout this project, in various forms. Without this level of participation, the breadth and depth of research and analysis would not have been possible. Capt. Randy Demory (Kent County) ably and patiently served as project coordinator for the counties.

II. DEFINING “REGIONAL JAIL”

The Request for Proposals outlined a series of tasks and products that were designed to inform policymakers about the potential benefits and challenges associated with developing a “Western Michigan regional jail facility.” At the first meeting with the Steering Committee, the consultants asked the participants to describe their interests and concerns associated with a regional venture. All three counties were clear in their need to have the regional jail “issue” resolved one way or the other because local taxpayers were frequently asking if regional options had been explored. To some extent, the unanswered regional questions were holding up local progress.

From the discussion it was clear that participants envisioned some sort of *newly-constructed facility*. Subsequent discussions with county officials at the beginning of the study produced a broader definition that expanded the scope of this project. The consultants explored the range of potential regional “*partnerships*” that might offer solutions to the needs of the participating counties.

Regional Partnerships May Take Many Forms

The expanded view of regional options opened new avenues to be explored through the study. Participants identified many precedents for regional partnerships in their own counties, such as airport, solid waste, 9-1-1 call centers, and other ventures that brought several jurisdictions together to meet common needs.

They also acknowledged that many Michigan jails already participate in various forms of partnerships, including:

- Housing overflow inmates from another county through various contractual or informal mechanisms
- Providing housing and services for selected special needs inmates from another county
- Sharing special resources, such as training aids, or inviting other counties to participate in local events
- Coordinating transportation of inmates to reduce costs and improve security

As the preceding list suggests, regional partnerships may focus on:

- Physical assets, such as jail beds or special equipment
- Services such as inmate transportation, medical care, mental health care, or food service
- Expertise, such as training and technical assistance
- Commodities, such as food, clothing and supplies (For example, Hampden County, Massachusetts, manufactures clothing and bedding for other county jails)

There Are Many Types of Potential Partners

In the context of jails, the Steering Committee identified a broad range of potential partners, which could be classified as:

- Counties
- Municipalities
- State of Michigan
- Federal agencies such as the U.S. Marshals Service (USMS) or Immigration and Customs Enforcement (ICE)
- Private for-profit and non-profit entities

As the scope of potential forms and partners expanded, the range of potential regional partnerships expanded substantially.

The Bottom Line: Benefits Unavailable by Going It Alone

At the end of the initial meeting, participants agreed that potential regional partnerships should be explored as a means to an end: providing each partner with benefits that could not be realized alone. The national research conducted for this project identified many instances in which a county's perceived benefits from a regional partnership were not valuable enough to propel them through the negotiations and compromises that are inevitably a part of any joint venture.

The Steering Committee identified the following types of benefits that might make pursuing regional partnerships worth the effort:

- Financial benefits
 - Annual cost savings
 - Long-term total cost savings
- Effectiveness, such as a program or service that is more successful
- Quality of services or facilities
- Flexibility to adapt to changing needs and situations
- Criminal justice system benefits, such as expanding the sentencing options available to the courts

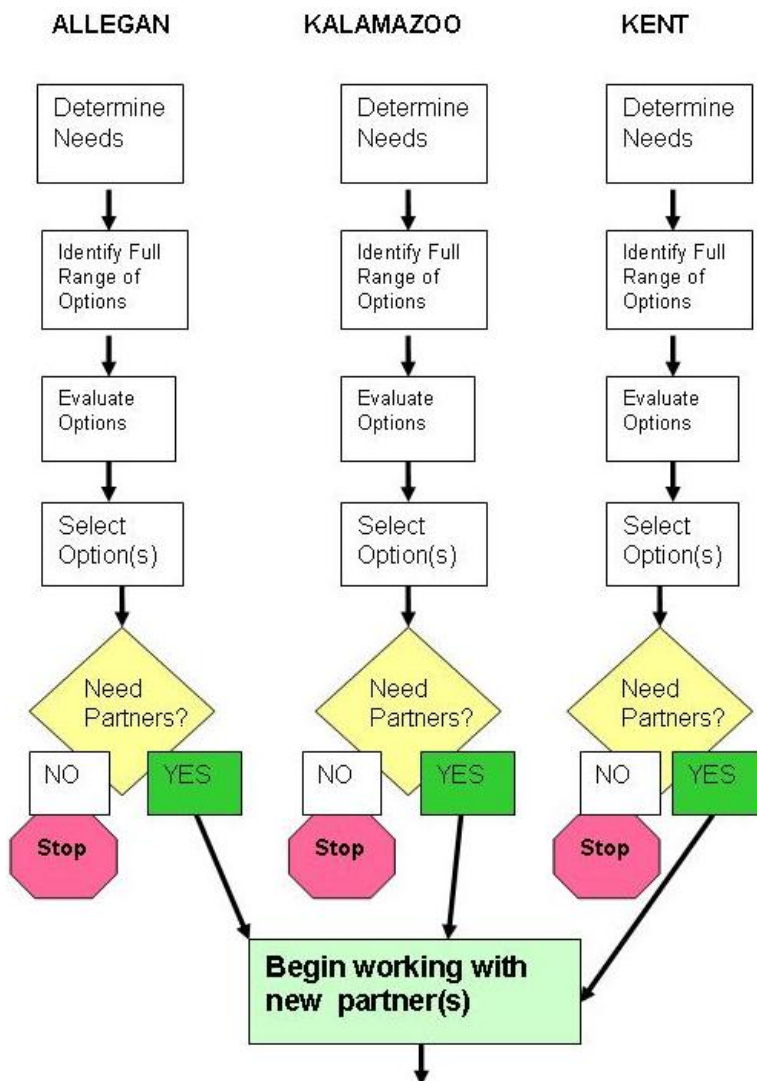
While costs were at the top of the list, participants underscored the importance of other benefits, even if costs might be higher. Officials made it clear that in some instances, higher cost options might be desirable if other benefits such as effectiveness or flexibility are realized.

III. DECISION TREE FOR COUNTY POLICYMAKERS

During several of the Steering Committee meetings participants became involved in discussions involving site, governance, and other details associated with a regional facility. These interactions were often frustrating because they were approached in an ad hoc manner. For example, location discussions were constrained by the lack of definition as to which partners might be involved in a venture and what numbers and types of inmates they might bring to it.

Figure 1 presents a schematic diagram of the first elements of a decision tree, during which each county examines its needs and options and selects the option(s) to be pursued.

Figure 1: First Elements of Decision Tree



The Steering Committee discussions underscored the need for a decision-making tool, in the form of a decision tree, to help policymakers focus on key questions and decisions in an efficient manner. As participants realized that the purpose of this study:

- Was not to “find a need for a regional facility,” but rather to
- Identify potential partnerships that would be beneficial for individual counties

With this new perspective, they focused more clearly on the definition of local needs and options—regardless of regional implications. To that end, the rudimentary decision tree was developed (Figure 1) to ensure that each county would be able to identify *if* one or more regional partnerships would be worth pursuing, and to avoid wasting time and resources resolving issues that might not be pertinent in the long run.

If more than one of the three counties emerges from the decision making process wanting a regional partner, then planning and negotiations should move forward to develop a response to meet the specific needs that brought them to the table. Depending on the nature of the venture, other partners might be recruited as needed.

Appendices A, B and C provide detailed information for each county, including:

- A. Introduction
- B. Base Data on Jail Occupancy
- C. Inmate Characteristics
- D. Projected Jail Bedspace Needs
- E. Comparative Incarceration Rates
- F. Types of Beds Needed
- G. Peaking and Classification Factors
- H. Construction Plans and Information
- I. Life Cycle Cost Analysis

IV. SUMMARY OF INDIVIDUAL COUNTY NEEDS

Appendices A, B and C provide detailed information and data for each county. This section of the report provides a brief snapshot of each, identifying issues and needs. These will be compared and contrasted in Section V.

Allegan County

Allegan County officials agree that the current jail must be replaced, but continuing disagreement on *where* to locate the new jail has delayed progress. The county commission endorsed building a new jail on a new site in July 2004 but progress has been slowed by internal debates since then. The commission recently received proposals for planning assistance and is poised to retain design services in the near future.

The average daily jail population has ranged from 160 to 180 in the past decade, sometimes overfilling its 173 bed capacity. The local criminal justice system has worked hard to help the jail live within its capacity. Allegan County has one of the lowest incarceration rates in Michigan (12th lowest out of Michigan's 83 counties.) If Allegan County had the average *national* jail incarceration rate of 2.59 its average daily inmate population would currently be 295—90% higher.

The recent constrained practices have skewed future inmate population projections. Officials realize that there will be a surge of jail use when additional space is finally available. For the purposes of this study, the consultants have used projections that predict an average daily inmate population of 309 in 30 years.

While county officials have wrestled with long term jail solutions, construction costs have soared. Four years ago planners estimated the cost of a 240 bed facility on a new site to be \$26 million. Using an average facility size of 423 gross square feet per bed,¹ based on national experience for jails under 500 beds, and a construction cost estimate of \$300 per square foot, a 165,200 square foot jail could cost Allegan County nearly \$50 million.

Kalamazoo County

Kalamazoo County officials have wrestled with jail problems for more than a decade. Several consultant studies have identified needs, options and costs, but taxpayers have turned down two millage requests in recent years. The county has taken a creative and proactive approach to pending cuts in state revenue sharing, decreasing annual costs each year and putting the savings into a criminal justice capital fund. The fund could contain as much as \$17 million by the time a new jail would be constructed. Officials hope that this strategy will make the difference when voters are once again asked to approve a millage proposal.

¹ See Appendix D, Life Cycle Cost Data, for a review of per-bed gsf data according to jail size.

The jail has been chronically overcrowded. Officials authorized boarding excess inmates in other counties several months ago and the total jail population (held in the local jail plus those boarded out) has soared to nearly 400 inmates in recent months, 22% more than the current jail's capacity of 327. The local criminal justice system has cut jail use for both pretrial and sentenced inmates in an effort to keep the jail population close to the jail capacity.

Such efforts are confirmed by the inmate data that shows only 5.1% of jail beds in 2006 and 2007 housed low or minimum security inmates, compared to 33.1% in Kent County. Kalamazoo County's incarceration rate of 1.36 per 1,000 is 9th lowest of Michigan's 83 counties. If the national average incarceration rate of 2.59 per 1,000 were in place, Kalamazoo would currently be responsible for 624 inmates.

Sheriff Anderson makes a compelling argument that the lack of jail space has created serious scofflaw problems in the community. Because of jail crowding, the courts are hesitant to use scarce jail beds for offenders who chronically violate their community sentences for lower level offenses, such as non-support and driving after suspension. Working with local and state officials, the county opened tents in the jail recreation yard as a temporary resource for the courts.

Projecting future jail populations proved difficult in Kalamazoo County. Recent efforts to reduce the use of jail beds have been successful, temporarily leveling jail population growth. The consultants initially projected a low rate of growth. These figures were revisited when the inmate population surged in 2008 as inmates were boarded in other county jails. The revised projections predict major jail growth, with jail populations exceeding 1,000 inmates by the year 2038.

Current plans call for the current jail to undergo a complete renovation and for additional beds and support spaces to be added to bring the total capacity on the current site to 625 beds. Earlier plans for a new jail on a new site, as part of a larger justice complex, were abandoned after voters rejected funding. Recent studies estimate construction costs for the 625 bed jail at \$54.5 million for a 243,277 square foot complex. At a current construction cost of \$300 per square foot, the planned facility could cost \$73 million.

Kent County

Kent County is nationally recognized for its innovative programming, justice system coordination and collaboration, and effective jail reporting. It would be hard to find a county that has done more to collect and analyze information and to share it with stakeholders. Kent County brings the only acceptable jail beds to the table in discussions with Allegan and Kalamazoo counties. While Allegan and Kalamazoo counties face complete replacement of their substandard facilities, or major renovation and expansion, Kent County must replace several outmoded and decaying linear design housing units that comprise nearly half of its secure beds.

The jail system is nearing its functional capacity. The current site has been master-planned to accommodate future expansion. The current jail system has a total capacity of 1,478 in three facilities:

- Main Jail: 1,170 beds (520 in old linear facility)
- Community Reentry Center: 248 beds
- Honor Camp: 60 beds

In August 2008 county voters approved a millage renewal for the jail. This will generate approximately \$27 million for construction/renovation, in addition to maintaining operating levels. County officials told voters that the 520 linear jail beds would be “razed” and replaced. Increases in jail construction costs have officials worried that the \$27 million might not fully cover the cost of replacing those beds. It is unlikely that funds will be available to expand the overall capacity of the jail system.²

The average daily jail population has increased by 41.1% in the past ten years, from 959 in 1998 to 1353 in 2007. But daily jail populations are rarely average, and the highest male and female daily counts in August 2007 totaled 1,482.

In recent meetings associated with this study, Kent County officials acknowledged that the jail system is currently consistently operating above its functional capacity. Inmate population projections developed by the consultants suggest an average daily inmate population of 3,063 in the year 2038, based on the continuation of current practices. When peaking and classification factors are added, there is a projected need for 3,358 beds in the year 2038, 1,880 more beds (127% increase.)

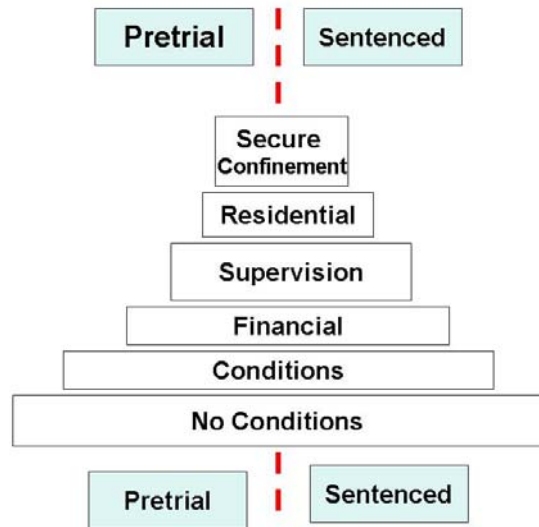
Local Criminal Justice System

The jail population in each county is the product of the actions and decisions of officials who comprise the local criminal justice system. Each county has its own form of a “detention/corrections continuum” that is available to the criminal justice system. To some extent, the jail population is comprised of inmates for whom no other viable alternative was available, or who were determined to pose a safety risk.

Figure 2 provides a basic diagram of such a continuum, in which the degree of intervention (and usually costs) increase as a defendant or offender moves up the continuum.

Each county has a different constellation of alternatives. The range of options available to officials *at each decision point* in the criminal justice process will influence the number of persons who will be in jail and the length of time they will stay there. The balance of options and their use will be different for each county, and will change over time.

² Officials have been exploring ways to increase the amount of capital funding, from other sources and by considering longer-term bonds that would have lower annual costs. At the time this report was finalized, \$33 million was possibly available for construction.

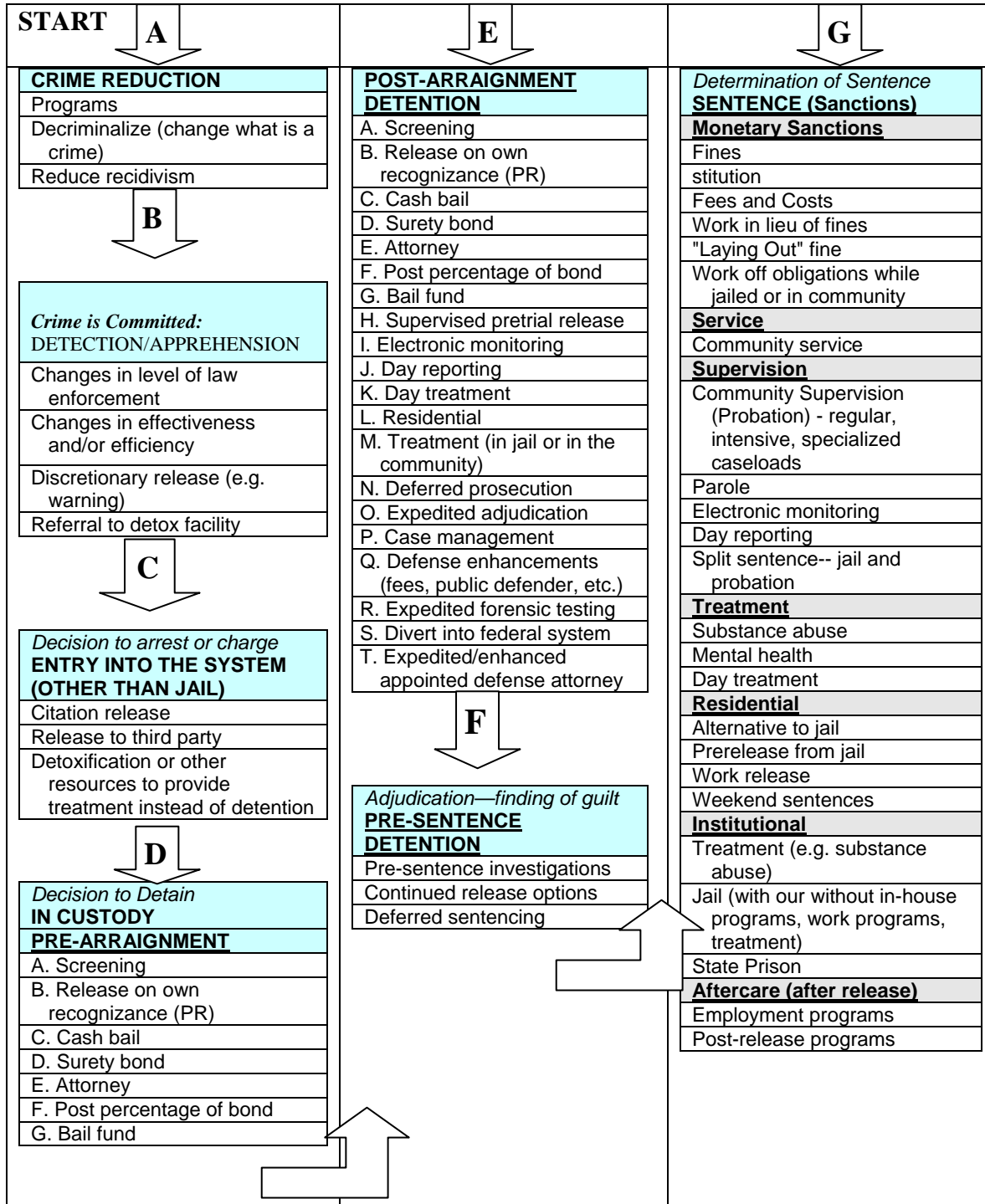
Figure 2: A Detention/Corrections Continuum

Because many elements of the system change frequently, officials need to be vigilant, to communicate effectively, and to evaluate outcomes frequently in an effort to maintain an effective local system.

Figure 3 presents a list of potential options for each decision point in the criminal justice process.

County officials should compare the options described in Figure 3 to the current alternatives available to their local officials. Through this process, officials may identify:

- Existing options that should be *expanded*
- New options that should be *developed*

Figure 3: Potential Options at Each Criminal Justice Decision Point

V. COMPARISON OF THREE COUNTY NEEDS AND OPTIONS

As the preceding pages suggest, each of the three participating counties face serious and costly jail needs. The following narrative compares and contrasts the characteristics and needs of the three counties, laying a foundation for the consideration of regional partnerships that might meet local needs. Appendix F presents county population and crime data, to provide a broader context for this analysis.

Projected Inmate Populations

30-year bedspace projections were developed for each county to facilitate the life cycle cost analysis. These were initially generated by the consultant using a linear regression methodology. The projections suggest a high rate of growth for Kent County, a moderate rate of growth for Kalamazoo County, and conflicting findings for Allegan County.

The consultants' projections for Allegan County were reviewed by county officials. They found the low rate of growth to be unlikely when pent up demand for beds is considered. Therefore, the projections for Allegan County have been revised, using the latest calculations presented by their planning consultants, Voorhis Robertson Justice Systems.

Figure 4 presents the revised projections for each county, extended 30 years for the purposes of the life cycle cost analysis. Figure 5 displays the projections in a graph.

Figure 4: Review 30-Year Projections

	Revised Allegan County	Revised Kalamazoo County	Kent County	Total ADP for 3 Counties
Year 2013	202	390	1,733	2,325
Year 2018	218	410	1,999	2,627
Year 2023	234	429	2,265	2,928
Year 2028	250	449	2,531	3,230
Year 2033	266	469	2,797	3,532
Year 2038	282	489	3,063	3,834

There has been a great deal of speculation about potential state legislation that would shift responsibility for more inmates to the counties. It is possible that jail populations will increase at an even higher rate if Michigan legislators continue the trend that has brought more state-bound inmates to county jails and county-based alternatives to confinement.

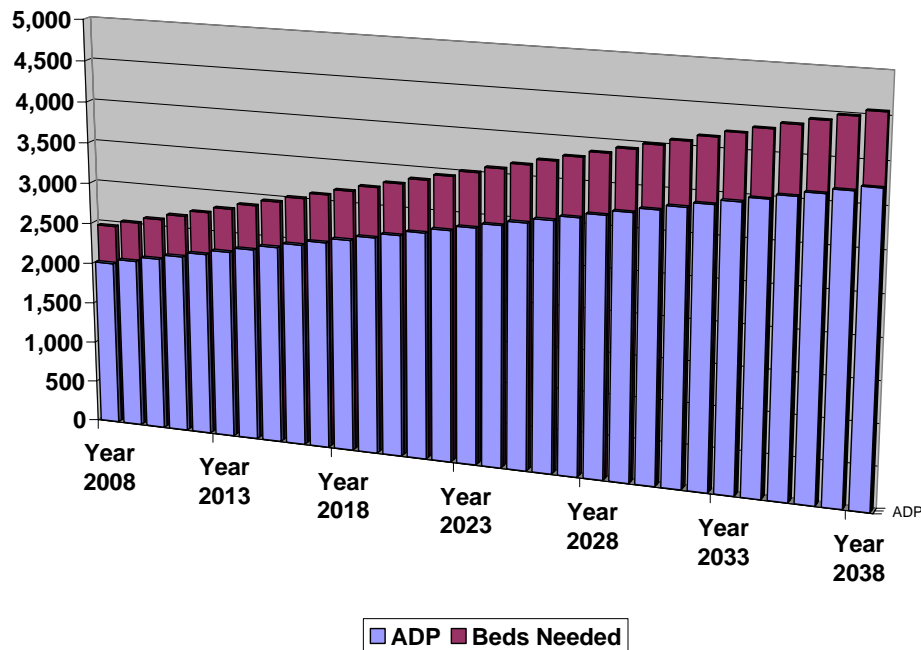
Estimated Bedspace Needs

Safely accommodating expected inmate populations (average daily population -ADP) demands a supply of beds that accommodates peaking and classification needs. The

weighted average peaking and classification factors for the three counties is 22%. Adding 22% to the projected ADP produces the number of beds needed.

Figure 5 shows the projected ADP and the impact of the peaking and classification factors, describing the total number of beds needed by year.

Figure 5: Projected ADP and Bedspace Needs



According to this analysis, the three counties will require more than 2,000 additional beds in the next 30 years.

Current and Planned Bedspace Supply

The three county jails currently provide a total of 1,978 beds:

- Allegan County - 173 beds
- Kalamazoo County - 327 beds
- Kent County - 1,478 beds

Future bedspace supplies are difficult to predict. Two counties face serious facility needs that require voter approval. For the purposes of the life cycle cost analysis, the consultants made the following assumptions:

- Allegan County adds 227 new beds in 2011 when a new 400-bed jail is opened.
- Kalamazoo County renovates and expands its jail in 2014, expanding capacity to 625 beds.

- Kent County's construction funds from the recent millage renewal will replace 520 aging linear jail beds and add 56 beds to the main jail.

These expansion events are depicted in Figure 6 and are compared to projected bedspace demand.

Figure 6: Projected Bedspace Supply and Demand

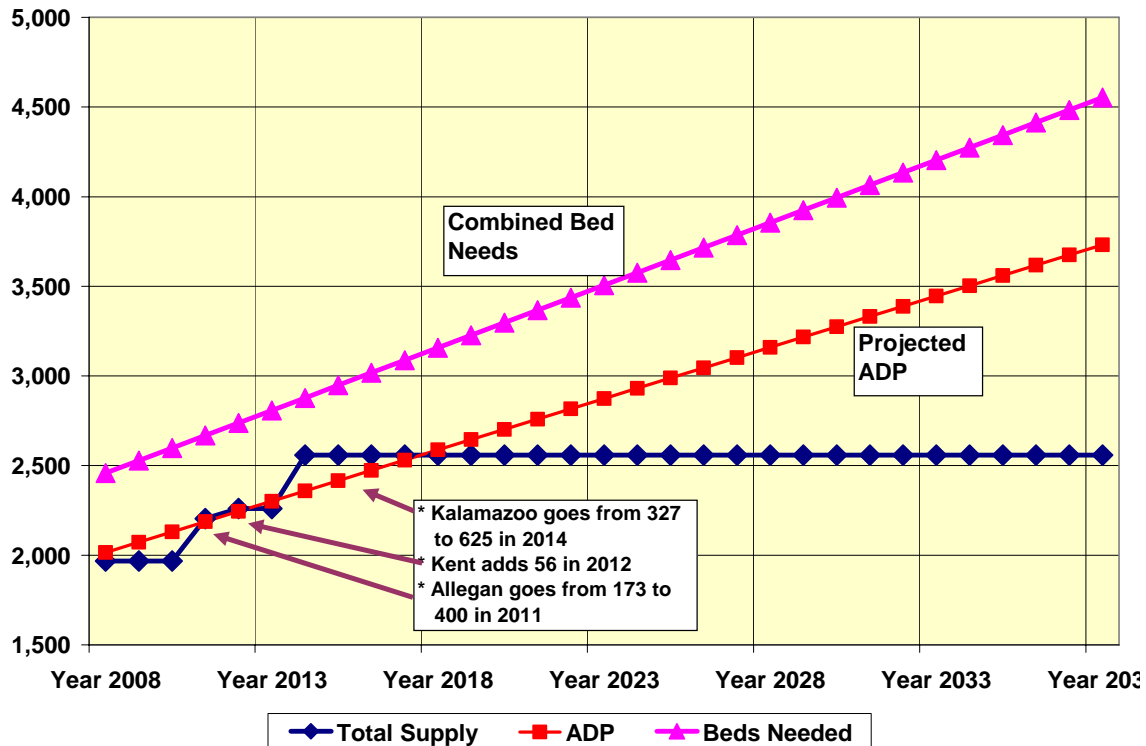


Figure 6 suggests that planned expansion in each of the three counties would not produce enough beds to safely accommodate future bedspace needs. The chart also highlights the current shortfall in beds. No county currently has the needed beds to meet peaking and classification demands. The chart also suggests that current plans will only produce enough beds to meet projected ADP in two of the next 30 years.

Types of Bedspaces Needed

Sufficiency of jail bedspaces is not just a matter of the total number of beds, but also the right types of bedspaces. Gender is a major consideration. Recent experience in the three counties reveals similarities with regard to the proportion of female inmates:

- Kent 11.1% female
- Kalamazoo 12.9% female
- Allegan 11.9% female

Length of stay is another important consideration, especially for potential regional ventures. Figure 7 compares length of stay characteristics for all inmates released from Allegan, Kalamazoo and Kent counties in 2006 and 2007.

Figure 7: Length of Stay Characteristics, Inmates Released in 2006 and 2007 (Combined)

	Percent of Inmates On An Average Day Who Will Spend More Than...			
	31 days	61 days	91 days	181 days
Allegan	77.2%	62.2%	47.9%	21.5%
Kalamazoo	44.6%	31.1%	11.7%	5.7%
Kent	68.2%	57.7%	28.7%	15.8%

Another perspective is provided by analyzing the number of inmates who are processed annually. Most regional jails in the United States involve at least one jurisdiction that has closed its one-county jail and moved all of its inmates to the regional facility. The feasibility of such arrangements is influenced by the scale of the jail operation that would be closed.

Figure 8 describes the number of inmates that would have been transported to a regional jail (or another county jail) in 2007 if the local county jail had been closed. In practice, most counties that close their long-term jails maintain some sort of short-term holding capability to process inmates who are spending only a few hours or days in jail.

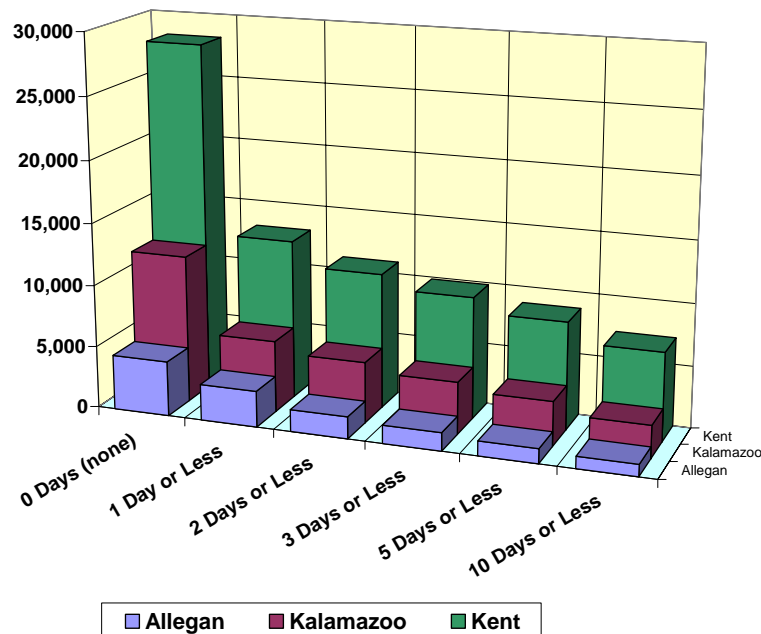
The numbers in Figure 8 describe the number of inmates who would have to be transported if the local short-term detention facility had the corresponding length of stay (in the right column.) As the information in Figure 8 suggests, closing a jail and transporting inmates to another location is less feasible as the size of the jail population increases.

Figure 8: Impact of Short-Term Detention

Length of Local Detention	Number of Initial Admissions (Inmates) Who Would Have Required Transport in 2007		
	Allegan	Kalamazoo	Kent
0 Days (none)	4,425	11,899	28,137
1 Day or Less	2,908	5,769	12,894
2 Days or Less	1,777	4,913	10,944
3 Days or Less	1,479	4,201	9,839
5 Days or Less	1,185	3,594	8,685
10 Days or Less	965	2,659	7,131

For example, transporting nearly 12,000 inmates annually in Kalamazoo County would be both costly and dangerous. If Kalamazoo had a 72-hour holding facility (3 days), 4,201 inmates would still require initial transport to the regional facility.

These calculations reflect the number of *initial* intake transports. Each of these would require a corresponding release transport back to the sending facility, and many would require transport back to the sending jurisdiction for court proceedings. Figure 9 presents this information as a graph, suggesting the magnitude of transport effort that would be required for each county.

Figure 9: Impact of Short-Term Detention

Comparing the characteristics and needs of the three counties provides a starting point for considering regional partnerships that might address local needs. Section VIII builds on this foundation as specific options are explored.

VI. SUMMARY OF NATIONAL PRACTICES

One of the major tasks assigned to the consultants required identifying and contacting regional jails throughout the United States, and counties that had considered regional jails but failed to follow through. This task was assigned to Luminosity Solutions, Inc., of St. Petersburg, Florida, with assistance from the other consultants.

Appendix D presents a detailed review of findings along with tables that present the specific information and insights provided by respondents. Readers are encouraged to review those materials to gain the most value from this work.

The findings from this task were intended to be used in several ways, including:

- To gain an understanding of the full range of practices that are currently in effect in the United States
- To learn about the challenges encountered by those who developed regional partnerships and the strategies used to successfully address the challenges
- To develop a base of knowledge and contacts that would help the counties to explore specific regional ventures in the future, if necessary

The findings were not meant to limit the imagination of the counties as they consider ways that partnerships might meet their needs. Just because a specific type of venture has not yet been created, or has not been identified, does not rule it out as an appropriate avenue for the counties to explore.

Range of Practice

The research, including a survey of regional jails, identified a broad range of current practices in the field, on various scales including:

- Size/scale of venture
- Number of partners
- Types of partners (e.g. local, county, state, federal, and private)
- Types of inmates served
- Structure of governing entity
- Division of costs
- Location and its selection
- Programs and services offered
- Provision of transportation services
- And more

The initial research identified:

- 80 existing regional jails in 22 states
- 14 regional jail projects in 11 states currently under consideration or recently abandoned
- 19 states that have statutes authorizing or related to regional jails, and
- 33 journal articles and other publications (see Appendix D for a Regional Jail Bibliography)

The research results were used to develop and implement a survey of all identified regional jails (80) in the United States. The survey presented 28 questions related to regional jail development, implementation, and operation. In addition, current regional development entities were surveyed, as were recently abandoned regional jail projects.

Unfortunately there is no single source that identifies all regional jails. The consultants identified 80 regional jail facilities, located in most geographic areas of the United States. The 80 regional jails are located in 22 states:

- | | |
|-------------------|----------------------|
| • Alaska (2) | • North Carolina (1) |
| • Arkansas (2) | • North Dakota (2) |
| • Georgia (1) | • Ohio (4) |
| • Idaho (1) | • Oregon (1) |
| • Illinois (1) | • South Carolina (2) |
| • Kentucky (5) | • South Dakota (1) |
| • Maine (1) | • Texas (1) |
| • Minnesota (4) | • Vermont (3) |
| • Mississippi (8) | • Virginia (25) |
| • Missouri (1) | • Washington (2) |
| • Montana (2) | • West Virginia (10) |

Appendix D presents a list of the 80 facilities along with contact information. Figure 10 displays the regional jails by state.

Many Regional Jails Have “Unusual” Circumstances

Virginia and West Virginia have the most regional jails (25 and 10 respectively). Mississippi is third with 8 identified regional jails (11 according to the MS Department of Corrections.) More than half of all regional jails are located in these states, but their circumstances are different than those found in Michigan and in many other states.

There is an easy explanation for the concentration of regional jails in Virginia and West Virginia: large construction and operating subsidies from the state. Virginia has aggressively promoted the construction of regional jails for many years. The state will pay 50% of the construction costs for regional jails, and only 25% of jails built by individual cities and counties. In 2007, state funding accounted for over 40% of jail

operating costs. The level of state funding provided to jails in Virginia, and the financial incentives offered to jurisdictions that join regional ventures, are unparalleled.

Figure 10: Regional Jails By State



In West Virginia, all jails are part of a regional jail system that has replaced locally operated jails. A statewide authority is responsible for operating the jails, and the same authority builds jails and state prisons. It should not be surprising that 1,700 state inmates are currently “backed up” in the regional jail system—out of less than 6,000 total state prisoners. Mississippi has eleven “regional jails”³ that are actually county facilities that house up to 250 state inmates under contract (for \$29 per day).

There are also several jails that consider themselves regional, but which only serve one county and the municipalities within the county. By their definition, Allegan, Kalamazoo and Kent counties already operate regional jails.

Organizational Structure

The National Institute of Corrections classifies regional consolidated jails into seven different organizational structures:

- Type I - A consortium of jurisdictions which agree to operate a regional facility for both pretrial and sentenced inmates, with shared control by a jail board drawn from the participating bodies, as well as joint pro rata funding. In this arrangement, there are no other jail facilities in the participating jurisdiction. (27 facilities responded to survey)

³ Another regional jail in Hinds County is currently on hold because of the projected cost of the facility. In Fall 2008 county supervisors delayed a vote on the jail to consider reducing the project by 100 beds.

- Type II - The same arrangement as Type I except that some jurisdictions in the consortium also maintain their own local facilities for pretrial inmates. (2 facilities responded to survey)
- Type III - A multi-jurisdictional facility exclusively for certain sentenced offenders; the participating jurisdictions also continue to operate their own jails for both pretrial and sentenced inmates. (2 facilities responded to survey)
- Type IV - A multi-jurisdictional facility holding both pretrial and sentenced inmates; some jurisdictions in the consortium continue to operate their own jails. (5 facilities responded to survey)
- Type V - A locally operated facility which accepts referrals from other participating jurisdictions and the state, generally for work release; all jurisdictions are charged a fee-for-service for all persons confined in the regional unit. (1 facility responded to survey)
- Type VI - A single jurisdiction accepts pretrial and/or sentenced inmates on a set fee-for-service basis, with total control remaining with the operating jurisdiction. (4 facilities responded to survey)
- Type VII - Consolidated city-county jurisdiction. (No facilities responded to survey)

The first four types are all variations of a structure in which two or more localities operate a regional jail with none, some, or all of the partners maintaining local jails. These types are recognized as more traditional regional jails while types V, VI, and VII generally are not. Figure 11 compares and contrasts the characteristics of the seven types of regional structures.

Figure 11: Characteristics of Seven Types of Regional Structures

Type (per NIC)	Operated By	Maintain Local Jails?	Type of Inmates Housed		Accept Other Juris- dictions?	Number of Facilities
			Pretrial	Sentenced		
I	Consortium	None	Yes	Yes		27
II	Consortium	All	Yes	No		2
III	Consortium	All	No	Yes		2
IV	Consortium	Some	Yes	Yes		5
V	One County	NA	No	Yes	State	1
VI	One County	NA	Yes	Yes		4
VII	City/County	NA	Yes	Yes		0

Figure 12 (in two parts) describes each of the responding jails according to several characteristics. The jails are presented in ascending order of size (capacity).

Figure 12, Part 1: Regional Jails Surveyed in Order of Size

Facility Name	State	Capacity	Number of Gov Entities	Public Private	Profit or Non Profit	NIC #	Construction Subsidy?	Operating Subsidy?	Male	Female	Low	Med.	High	Spec. Needs
Beadle County Regional Corr. Ctr.	SD	60		Public	Non- Profit	V I			Y	Y	Y	Y	Y	N
Southside Regional Jail	VA	100	2	Public	Non- Profit	I	Y	Y	Y	Y	Y	Y	Y	Y
Southwest Multi- County Correction Center	ND	118	6	Public	Non- Profit	I			Y	Y	Y	Y	Y	Y
Middle Peninsula Regional Security Center	VA	121	5	Public	Non- Profit	I	Y	Y	Y	Y	Y	Y	Y	Y
Northern Oregon Regional Corrections	OR	150	4	Public	Non- Profit				Y	Y	Y	Y	Y	N
NortheastRegional Corrections Center	MN	150	5	Public	Non- Profit	II I			Y	N	Y	N	N	N
Kentuck River Regional Jail	KY	154	2	Public	Non- Profit	I V			Y	Y	Y	Y	Y	Y
Tri-County Regional Jail	OH	160	3	Public	Non- Profit	I			Y	Y	Y	Y	Y	Y
Mini-Cassia Criminal Justice	ID	172	2	Privat e	Profit	I			Y	Y	Y	Y	Y	Y
Multi-County Correctional Center	OH	178	2	Public	Non- Profit	I			Y	Y	Y	Y	Y	Y
Northwest Regional Corrections Center	MN	188	3	Public	Non- Profit	II			Y	Y	Y	Y	Y	Y
Two Bridges Regional Jail	ME	209	2	Public	Non- Profit	I			Y	Y	Y	Y	Y	Y
Central Virginia Regional Jail	VA	246		Public	Non- Profit	I	Y	Y	Y	Y	Y	Y	Y	Y
Daviess/DeKalb County Regional Jail	MO	280	2	Public	Profit	I	Y	Y	Y	Y	Y	Y	Y	Y
Virginia Peninsula Regional Jail	VA	290	4	Public	Non- Profit	I	Y	Y	Y	Y	Y	Y	Y	Y
South Fulton Municipal Regional Jail	GA	323	2	Public	Non- Profit	I			Y	Y	Y	Y	Y	N

Figure 12, Part 2: Regional Jails Surveyed in Order of Size

Facility Name	State	Capacity	Number of Gov Entities	Public Private	Profit or Non Profit	NIC #	Construction Subsidy?	Operating Subsidy?	Male	Female	Low	Med.	High	Spec. Needs
Peumansend Creek Regional Jail	VA	336	6	Public	Non-Profit	III	Y	Y	Y	Y	Y	Y	N	N
Winston-Choctaw County Regional Correctional Facility	MS	355	4	Public	Profit	V			Y	Y	Y	Y	N	N
Chelan County Regional Justice Center	WA	383	4	Public	Non-Profit	I	Y		Y	Y	Y	Y	Y	Y
West Virginia Regional Jail and Correctional Authority (10 facilities)	WV	384	11	Public	Non-Profit		Y	Y	Y	Y	Y	Y	Y	Y
Missoula County Detention Facility	MT	394	5	Public	Non-Profit	VI			Y	Y	Y	Y	Y	Y
Stone County Regional Correctional Facility	MS	395	1	Public	Non-Profit	VI			Y	Y	Y	Y	Y	N
Pamunkey Regional Jail	VA	400	3	Public	Non-Profit	I	Y	Y	Y	Y	Y	Y	Y	Y
Bolivar County Regional Correctional Facility	MS	450	4	Public	Non-Profit	VI			Y	Y	Y	Y	Y	Y
NW Regional Adult Detention Center	VA	565	4	Public	Non-Profit	II	Y	Y	Y	Y	Y	Y	Y	Y
Corrections Center of Northwest Ohio	OH	600	6	Public	Non-Profit	IV	Y		Y	Y	Y	Y	Y	Y
SW Virginia Regional Jail Authority (4 facilities)	VA	603	10 in 4 jails	Public	Non-Profit	I	Y	Y	Y	Y	Y	Y	Y	N
Blue Ridge Regional Jail Authority	VA	760		Public	Non-Profit	I	Y	Y	Y	Y	Y	Y	Y	Y
Rappahannock Regional Jail	VA	960	4	Public	Non-Profit	I	Y	Y	Y	Y	Y	Y	Y	N
Riverside Regional Jail	VA	1,160	7	Public	Non-Profit	IV	Y	Y	Y	Y	Y	Y	Y	Y
Hampton Roads Regional Jail	VA	1,250	4	Public	Non-Profit	IV	Y	Y	Y	Y	Y	Y	Y	Y

Two columns in Figure 12 identify whether a jail receives construction and/or operating subsidies. In addition to West Virginia and Virginia, construction subsidies were identified in Ohio (not currently offered), Missouri and Washington. When the jails that were provided with construction subsidies are subtracted, only 16 facilities are left.

Capacity of Regional Jails

The size of regional jails is of particular interest for the purposes of this study. Figure 13 describes the capacity of the 60 regional jails for which capacity is known, including all of the jails that responded to the survey.

Figure 13: Capacity of Regional Jails

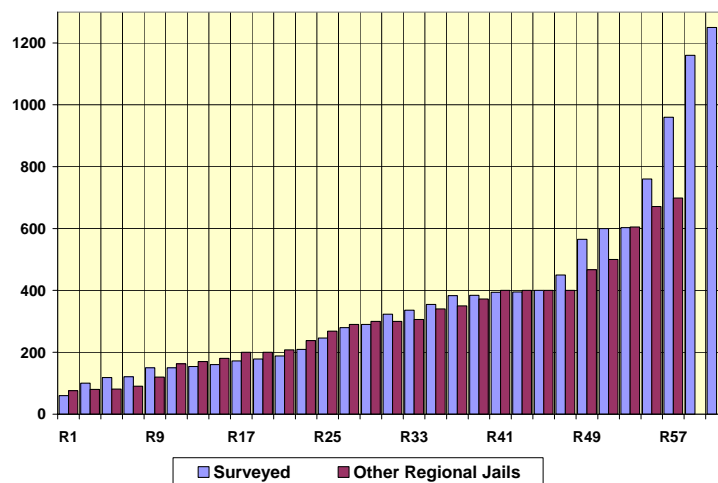


Figure 13 shows that only 3 regional jails were over 800 beds, and that:

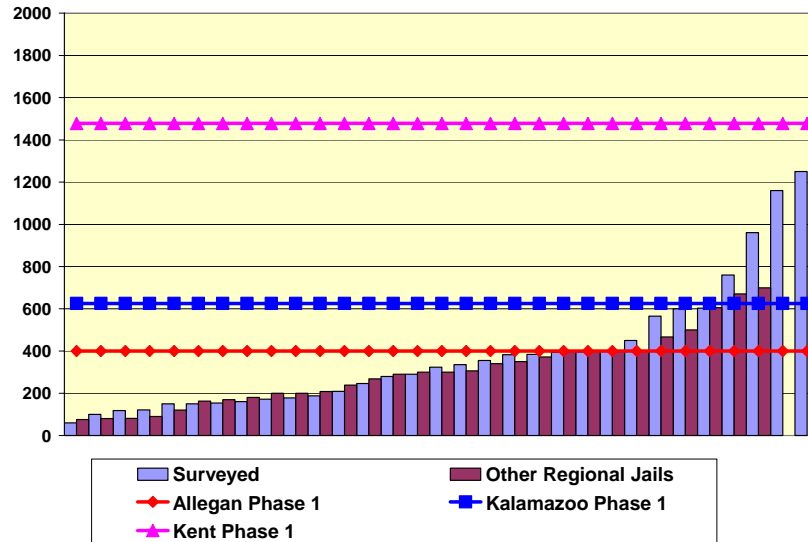
- 47 regional jails (78.3%) had 400 beds or less
- 53 regional jails (86.7%) had 600 beds or less
- 57 regional jails (95.0%) had 800 beds or less

These findings contrast with the scale of current and planned jail operations in Allegan, Kalamazoo and Kent Counties. These three counties are involved with jail planning to meet current and future needs, with the following characteristics:

- Allegan County is planning a new jail that will have 400 beds in Phase 1, expandable to 800 beds
- Kalamazoo County is planning to renovate and expand its jail to provide 625 beds in Phase 1, expandable to 950
- Kent County currently operates a 1,478-bed jail system

Figure 14 compares the size of planned jail operations to the capacity of regional jails.

Figure 14: Regional Jail Capacity Compared to Local Plans and Capacity



The size of the three participating jurisdictions contrasts sharply with the scale of regional jails in the United States:

- Kent County's current capacity exceeds the size of all regional jails
- Kalamazoo's Phase 1 plans would be larger than 90% of the regional jails
- Allegan County's Phase 1 plans would be larger than 78% of all regional jails

Kalamazoo and Allegan combined Phase 1 plans would total 1,025 beds, larger than all but 2 regional jails.

Governance Structure

Some form of regional jail authority or board governs every regional jail that responded to the survey. The specifics, composition, and personnel vary, but not greatly, and the objectives are the same—governing, managing, and operating the regional facility. Typically, county officials, sheriffs, jail administrators, and other key shareholders comprise the regional jail board. For example, at the Northeast Regional Correctional Center in Saginaw, Minnesota, the governing board is comprised of commissioners from participating counties—three from St. Louis, the largest county in the consortium, and one from each of the other four participating counties.

Virginia offers another example of a regional jail authority (*Va. Code Ann. § 53.1-106*. Members of jail or jail farm board or regional jail authority; powers; payment

of pro rata costs):

A. Each regional jail or jail farm shall be supervised and managed by a board or authority to consist of at least the sheriff from each participating political subdivision, and one representative from each political subdivision participating therein who shall be appointed by the local governing body thereof. Any member of the local governing body of each participating political subdivision shall be eligible for appointment to the jail or jail farm board or regional jail authority. However, no one shall serve as a member of the board or authority who serves as an administrator or superintendent of a correctional facility supervised and managed by the board.

Methods of Sharing Operating Cost

Regional Jails reported four distinct ways of sharing operating costs. The most common involved sharing costs based on:

- Percentage of bed ownership per jurisdiction
- Per diem rates calculated for bed usage set monthly, quarterly, or annually
- Proportionate to the allocation of beds which is reviewed annually.

The fourth is used by one regional jail, a unique formula that includes a base rate (percent of each county population) and the 5 year average jail days used by each county.

Inmate Transportation

Inmate transportation varies from facility to facility, often reflecting the type of facility and types of inmates housed. In localities where there is only the regional jail and no other locally operated jails, inmate transport is done by the arresting agency to the jail and by a jail transport team after initial admission. Several facilities that hold pretrial inmates reported using video arraignment equipment to reduce court transports.

Site Selection Decision Making Process

The site selection process for the location of each regional jail was somewhat unique to the circumstances of each system; however, common elements and themes were identified as part of the reported site selection processes. These criteria included the following:

1. Central location
2. Proximity to all participating jurisdictions including law enforcement, courthouses, and service providers
3. Appropriate zoning, non-residential
4. Available county owned land
5. County owned land with room for expansion
6. Largest participating county

Construction Funding

Several different methods were used to finance the construction of regional jails. The majority of regional jails funded their construction through a type of municipal bond or a revenue bond issued by the regional jail authority. Some regional jails received 50% reimbursement of capital costs from the state (Virginia and Ohio). Two jails received federal and state grants to build their facilities. One regional jail was built using reserve funds while another facility—Davies/DeKalb County Regional Jail in Pattonsburg, Missouri—financed their facility through a half-percent sales tax increase in each of the participating jurisdictions. The West Virginia Regional Jail and Correctional Authority utilized their state-mandated bonding power.

Factors That Prompted the Development of the Regional Facility

The regional jails that responded to the survey provided information regarding the factors that prompted them to develop a regional jail. An analysis of the information revealed six primary reasons, listed below by frequency reported:

1. Condition of current facilities - described as obsolete, antiquated, in the process of being condemned, deteriorating, poor, and did not meet standards
2. Additional bed space needs - due to crowding and future projected need
3. Improvements required by federal and/or circuit court order
4. Financial incentives – more cost effective, state match, grants
5. No current jail
6. Desired programming space – educational and industries

Obstacles to the Regional Jail Development Process

The regional jails that responded to the survey provided information regarding significant obstacles that needed to be overcome during the development process. Seven primary obstacles were described:

1. Citizen opposition to facility location – “not in my back yard”
2. Joint powers agreement – developing and securing buy-in from participating jurisdictions
3. Cooperation and agreement from participating jurisdictions – planning, financing, architectural design, construction, staffing, and operations
4. Sheriffs’ resistance to a regional jail instead of expanding their own facilities
5. Site selection – zoning and agreement on location (transportation distances)
6. Financial – support for bond
7. Convincing localities of the advantages of a regional jail

Effective Development Strategies

Current regional jails reported development strategies they found to be the most effective. Many different strategies were provided and they varied from jail to jail. There were a few consistent themes. The first, and most common, was the use of the National Institute

of Corrections' training, resources, and library. Numerous regional jails recommended NIC training for regional jail planning and direct supervision as well as the jail center's Planning of New Institutions (PONI) and How to Open a New Institution (HONI) programs. The NIC Jails Division was a highly recommended resource.

A second theme was the success achieved by educating both the participants and the public at large. Public education in community gatherings and in other arenas was recommended as well as educating participants about the advantages of a regional jail.

Other effective development strategies included "staying the course" (10 years in one case), working closely with a consultant firm, and close construction management.

Improving the Development Process

Survey respondents were asked what they would have done differently during the development process. An analysis of the responses identified three common themes. First, respondents said they would have done a better job ensuring that the appropriate human resources needed to plan and sustain the partnership, monitor the general contractor, write policies and procedures, and provide general oversight were available. Several facilities reported that the process is resource intensive and it is critical the process is adequately staffed.

Second, jails reported they wished they had visited more facilities and they recommended visits to numerous existing facilities at the beginning of the process. Finally, many jails reported they would build a larger facility and add more beds if they had the opportunity to do things differently. Other reported improvements included not occupying the jail before construction is 100% complete, hiring the superintendent first, and hiring a better security consultant/having better security measures.

Advice for Jurisdictions Considering a Regional Jail

The following question was posed to current regional jails across the country – "What advice would you offer to jurisdictions who are considering a regional facility?" Pages of responses were received, and are reported in some detail in Appendix D. A short list of advice follows:

- Understand that the partnership itself is a living, breathing entity and needs constant support and attention.
- Educating both county commissioners and sheriffs to the total operation of the criminal justice system is very important.
- Visit regional facilities that are currently operating.
- Consider the extensive benefits of concentrating medical and mental health inmates in a single regional facility.
- Don't depend on outside sources of revenue.

- Build it bigger than you think you need, and build in more storage space than you think you need, especially for records storage.
- Staff it appropriately.
- Form the transition team early.
- Central location is critical, as transportation for law enforcement officers is usually a point of contention.
- Be prepared for turf issues.
- Emphasize the financial and operational advantages for all concerned - sheriffs and administrators.
- Build it large enough for anticipated programs and expansion.

Appendix D provides more summaries of the survey findings, along with detailed tables with specific data and information for each regional jail that responded to the survey. Appendix D also provides:

- Regional Jail Bibliography
- A Directory of All Identified Regional Jails in the United States
- A Copy of the Regional Jail Survey and the Survey Cover Letter
- Contact Information for Each of the Survey Respondents
- Regional Jails Statutory Authority

Washington State Study

In addition to the comments provided in the survey, the document “Regional Jails in the State of Washington: Regional Jail Study Final Report” (May 2001) was shared by the Washington Association of Sheriffs and Police Chiefs.

The Association conducted an independent study of regional jails which was not a feasibility study for any specific project. Their work was supported in part by funding from the National Institute of Corrections. Their report contains valuable information on regional jails. Advice, conclusions and recommendations found in this document are summarized in Appendix D. The study concluded that regional jails are a viable alternative for the State of Washington, offering the following potential benefits:

1. Economies of scale
2. Construction cost savings
3. The possibility of operating expense savings based on annual per prisoner costs
4. Improved jail housing conditions
5. Improved provision of inmate services
6. Provision of special offender services
7. Safer and more secure facilities
8. Enhanced public and officer safety

Conclusions and Advice

Figure 15 summarizes the consultants' conclusions regarding regional partnerships and suggests the implications for the three counties who sponsored this study.

Figure 15: Regional Partnerships: Conclusions and Development Advice

	Findings	Implications for developing potential regional partnerships
1.	Partnerships may, <i>under the right circumstances</i> , offer substantial benefits to the participating counties in terms of cost efficiencies and effectiveness.	Each partner should examine the full range of available options. If a regional partnership emerges as a viable solution, each partner should have a clear understanding of the benefits that are being sought.
2.	Developing and implementing regional solutions poses a high degree of difficulty.	Potential partners must be prepared for the time and effort that will be required.
3.	The difficulty of developing regional partnerships usually increases as the number of potential partners increases.	Potential partners should be cautious about inviting too many jurisdictions to be involved with the initial development process.
4.	It is not unusual for one or more partners to drop out during the development process, for various reasons. Recently, increases in projected costs have prompted some partners to withdraw. ¹	Each potential partner must have a clear understanding of the benefits that are being sought through partnerships, and should be ready to drop out when those are no longer available.
5.	Regional partnerships work best when the partners have similar philosophies and goals.	Early in the partnership and throughout the development process, each partner should be candid and clear about its values, philosophies and goals for its participation in the partnership.
6.	With a few exceptions, once opened, regional facilities seem to enjoy stable long-term operation. The exceptions involve conflicting needs of the partners regarding further expansion, ² and changing inmate populations that make it difficult to find enough of the right type of inmates to fill available beds. ³	Partners should anticipate long-term difficulties during the development process, using the experience of other jurisdictions. The planning process should examine a variety of future scenarios that might cause problems, and enlist the partners in finding pre-emptive solutions during the development process.
7.	Three central issues have been stumbling blocks: (1) location; (2) governance and control; and (3) division of costs. Some jurisdictions have invested a great deal of time and energy on regional ventures only to have them dissolve when one or more of these issues has to be made.	It is important to bring these critical issues up as early as possible in the development process.

In conclusion, it seems clear that while regional partnerships offer many benefits, they also pose many challenges. The consultants suggest the following basic process for each county that is interested in a potential regional partnership:

Suggested Process for Exploring a Regional Partnership

1. Agree on what, if any, benefits are offered by partnerships (self interest).
2. Establish consensus about the “bottom lines” that must be achieved if a partnership is worth pursuing.
3. Be candid about critical issues (site, control, cost allocation) that are “deal breakers” and articulate these to all potential partners. [Do not waste your time or the time of potential partners by not being clear from the beginning of negotiations.]
4. Look for new partners, having described self interests and critical issues clearly.

¹ The most recent example of this situation is found in King County (Seattle), Washington. Municipalities have been forced to find housing for their municipal offenders because the county has decided to stop offering space (for a fee) in its jails. Several partnerships have been tentatively formed to explore regional jails, and some of the initial partners have withdrawn, or are evaluating other options, as the develop costs have increased, and when long-term cost projections have increased.

² Corrections Center of Northwest Ohio is experiencing this difficulty. The four small counties that comprise two-thirds of the votes on the authority do not support expansion. But the two larger jurisdictions (City of Toledo and Lucas County) provide two-thirds of the inmates and would like the facility to expand.

³ Some of the partners in the Peumansend Creek Regional Jail, VA, have been unable to fill all of their beds at the regional jail because they do not have enough inmates who meet the criteria for the facility in terms of low level of security and length of stay.

VII. LEGAL CONSIDERATIONS

Does Michigan law allow counties to enter into regional partnerships to build and/or operate a jail? The brief answer is “not specifically.” A brief review of national practices will set the stage for exploring the question further.

Legal Authority for Regional Jails in Other States

In nearly every case, a regional jail is enabled by state statute. Laws in 19 states—Alabama, Arkansas, Florida, Georgia, Kentucky, Maine, Minnesota, Mississippi, Missouri, Montana, North Dakota, Ohio, Oregon, South Carolina, South Dakota, Texas, Virginia, Washington, West Virginia—were identified, providing a comprehensive survey of regional jails’ statutory authority and legal enactment across the country (see Appendix D for a list of authorities).

Nationally, there appear to be four primary ways that regional jails are legally enabled:

1. Statutes enabling two or more municipalities to create either a regional jail or regional jail authority
2. Statutes allowing for two or more municipalities to create inter-local cooperative agreements
3. Statutes defining a regional jail as one in which a county or city jail contracts with the state Department of Corrections to house state inmates (Mississippi)
4. Statutes that specifically name municipalities that are to participate in a regional jail

Regional Jail Authority Statutes

The most common type of statutes are ones in which two or more cities, counties, or municipalities are permitted either to participate in a regional jail or form a regional jail authority, the purpose of which is to operate a regional jail.

Inter-local Agreements

Another type of relevant statute is one in which two or more municipalities are allowed to contract with each other to form cooperative agreements. An example of this is the Arkansas statute, which reads in pertinent part that:

Title 25. State Government.

Chapter 20. Interlocal Cooperation Act.

Subchapter 1 -- General Provisions

A.C.A. § 25-20-104 Agreements for joint or cooperative action -- Authority to make -- Requirements generally.

- (a) Any governmental powers, privileges, or authority exercised or capable of exercise by a public agency of this state alone may be exercised and enjoyed

jointly with any other public agency of this state which has the same powers, privileges, or authority under the law and jointly with any public agency of any other state of the United States which has the same powers, privileges, or authority, but only to the extent that laws of the other state or of the United States permit the joint exercise or enjoyment.

(b) Any two (2) or more public agencies may enter into agreements with one another for joint cooperative action pursuant to the provisions of this chapter. Appropriate action by ordinance, resolution, or otherwise pursuant to law of the governing bodies of the participating public agencies shall be necessary before the agreement may enter into force.

At first glance, this statutory provision does not appear specifically applicable to regional jails, yet this statute has been used to enable regional jails in Arkansas because the state Attorney General issued an opinion⁴ that makes it clear that the status authorizes the creation of regional jail facilities.

County and State Contracts

A far less common way in which states statutorily enact regional jails is to permit existing local jails to contract with the state corrections departments to house state inmates, thereby “regionalizing” the jail. For example, a Mississippi statute reads in part:

TITLE 47. Prisons and Prisoners; Probation and Parole.

CHAPTER 5. Correctional System.

Miss. Code Ann. § 47-5-931 Incarceration of State Offenders in County Owned for Leased Correctional Facilities.

(1) The Department of Corrections, in its discretion, may contract with the board of supervisors of one or more counties and/or with a regional facility operated by one (1) or more counties, to provide for housing, care and control of not more than three hundred (300) offenders who are in the custody of the State of Mississippi. Any facility owned or leased by a county or counties for this purpose shall be designed, constructed, operated and maintained in accordance with American Correctional Association standards, and shall comply with all constitutional standards of the United States and the State of Mississippi, and with all court orders that may now or hereinafter be applicable to the facility. If the Department of Corrections contracts with more than one (1) county to house state offenders in county correctional facilities, excluding a regional facility, then the first of such facilities shall be constructed in Sharkey County and the second of such facilities shall be constructed in Jefferson County.

⁴ Opinion 57 ARGR 13 from the office of the Arkansas Attorney General makes clear that A.C.A. § 25-20-101-108 authorizes the creation of regional jail facilities.

Location-specific Contracts

The fourth way in which state legislatures have enacted regional jails authorizing statutes is to specifically identify the parties participating in the regional jail and legislating the precise organization, duties, and powers of the regional jail.⁵

Legal Authority in Michigan

Michigan law does not specifically identify jails as a potential joint venture between government entities. At the same time, Michigan law does not *exclude* jails from being covered by existing statutes. This was the case in Arkansas with the Interlocal Cooperation Act (see previous text). The existing statute did not specifically authorize jails. But an opinion from the Arkansas Attorney General concluded that the existing statute authorizes the creation of regional jail facilities.

Article VII Section 28 of the Michigan Constitution lays a foundation for various types of intergovernmental ventures (emphasis added):

The legislature by general law shall authorize two or more counties, townships, cities, villages or districts, or any combination thereof among other things to: enter into contractual undertakings or agreements with one another or with the state or with any combination thereof for the joint administration of any of the functions or powers which each would have the power to perform separately; share the costs and responsibilities of functions and services with one another or with the state or with any combination thereof which each would have the power to perform separately; transfer functions or responsibilities to one another or any combination thereof upon the consent of each unit involved; cooperate with one another and with state government; lend their credit to one another or any combination thereof as provided by law in connection with any authorized publicly owned undertaking.

It is interesting to note that the Michigan Municipal Risk Management Authority operated under this provision of the Constitution for two years, prior to enactment of more specific enabling legislation.

Two bodies of legislation have been examined by the consultants:

- Joint Public Buildings Act of 1923
- Urban Cooperation Act of 1967

Each is examined in more detail in the following narrative.

⁵ See, e.g., Maine §§1801-1805 Lincoln and Sagadahoc Multicounty Jail Authority Act (TITLE 30-A. Municipalities and Counties. PART 1. Counties. CHAPTER 17. Lincoln and Sagadahoc Multicounty Jail Authority) which created the Two Bridges Regional Jail between the Maine counties of Lincoln and Sagadahoc.

Joint Public Buildings Act of 1923 (Act 35 of 1951)

This legislation provides for counties and other jurisdictions to enter into joint contracts (123.922) and raise funds for public buildings, including joint ventures. Excerpts are presented below (emphasis added).

123.922 Public buildings; contracts.

Sec. 2. The cities, villages, townships and counties aforesaid, acting under the provisions of this act, shall have power and are hereby authorized, through their proper agents, servants and employees to enter into the necessary contracts with each other and with other persons for the acquiring and maintaining of a building or the acquiring of a site or sites and the erection, construction and maintenance, either jointly or severally, in any manner which may be necessary and which they shall deem expedient for the purpose of establishing and maintaining joint ownership, operation and maintenance of a building or buildings to be used for public purposes to the extent and in the manner now provided by law.

123.923 Public buildings; financing obligations; joint ventures.

Sec. 3. The cities, villages, townships and counties aforesaid, acting under the provisions of this act, shall have power and they are hereby authorized to raise by taxation or loan in sum or sums necessary for the payment of obligations entered into under the provisions of this act in the manner and to the extent provided by law for the acquiring and maintenance of public buildings by such municipalities, it being the intent and purpose of this act that counties and cities may enter into joint adventures in the erection of buildings for public purposes to the same extent and with the same authority and power that is granted to counties and cities for the purpose of maintaining separate public buildings.

The Joint Public Buildings Act appears to authorize such joint ventures as a regional jail serving two or more counties. But as with the Arkansas legislation, regional jails are not specifically authorized. Therefore, the counties would be wise to seek an opinion from the state Attorney General to clarify applicability, or secure legislation that specifically authorizes regional jail projects.

This latter strategy was used to enable the creation of group self insurance pools and municipal risk management corporations. Legislation was passed in the 1980's amending Act 35 to specifically authorize the development of these entities. This legislative approach might be necessary for regional jails.

Urban Cooperation Act of 1967

Another potential provision under which a regional jail might be created and operated is provided in the Urban Cooperation Act of 1967. Counties are specifically identified as a "unit of local government" for the purposes of this legislation. Excerpts from the

legislation are included below, with emphasis added.

Urban Cooperation Act of 1967

AN ACT to provide for interlocal public agency agreements; to provide standards for those agreements and for the filing and status of those agreements; to permit the allocation of certain taxes or money received from tax increment financing plans as revenues; to permit tax sharing; to provide for the imposition of certain surcharges; to provide for additional approval for those agreements; and to prescribe penalties and provide remedies.

124.502 Definitions.

Sec. 2. As used in this act:

- (a) "Interlocal agreement" means an agreement entered into under this act.
- (b) "Local governmental unit" means a county, city, village, township, or charter township...

The statute describes many elements of interlocal agreements in detail. 124.505a provides for the levy of a property tax. But the statute provides for the termination or rescission of the agreement by a "...a referendum of the residents of a local governmental unit that is a party to the agreement not more than 45 days after the approval of the agreement by the governing body of the local governmental unit." It further specifies:

- (4) If within 45 days of the meeting at which an interlocal agreement is approved by a governmental unit under subsection (3) a petition is signed by a minimum of 8% of the registered electors of that local governmental unit voting in the last general election before the adoption of the agreement, a referendum shall be held in that local governmental unit at the next regularly scheduled election or at a special election held for this purpose. If a majority of the electors of the local governmental unit voting on the agreement approve the agreement, the local governmental unit may enter into the agreement...

The referendum provision is similar to the requirements of the Revenue Bond Act of 1933 which prescribes the bonding authority and limits for counties and other entities. One provision of that act states:

If within 45 days after the publication of the notice a petition, signed by not less than 10% or 15,000 of the registered electors, whichever is less, residing within the limits of the borrower, is filed with the clerk, or other recording officer, of the borrower, requesting a referendum upon the question of the issuance of the bonds, then the bonds shall not be issued until approved by the vote of a majority of the electors...

The Urban Cooperation Act does not excuse partners from liability:

- (2) An interlocal agreement does not relieve a public agency of any obligation or responsibility imposed upon it by law except to the extent of actual and timely performance thereof by 1 or more of the parties to the agreement or any legal or administrative entity created by the agreement in which case the performance may be offered in satisfaction of the obligation or responsibility.

If state funds are involved with the venture, the interlocal agreement must receive approval from the governor as to its proper form and compatibility with state laws.

Emergency Telephone Service (9-1-1)

A good case study may be found in the statewide 9-1-1 legislation that has successfully established regional authorities throughout the state. The enabling legislation is built upon the *Urban Cooperation Act of 1967* (Act 7 of 1967). The *Inter-Government Contracts Between Municipalities Act* (Act 138 1982) clarifies the intent of the legislature with regard to authorizing regional authorities for this purpose.

Summary

While inter-local agreements might appear to offer a more immediate avenue for the creation and operation of a regional jail, there are many requirements of the enabling legislation that make it less desirable. The more prudent route appears to lie with the Joint Public Buildings Act.

The counties should secure an opinion from the state Attorney General as to the applicability of the act to a regional jail.

It is possible that the counties might have to seek special legislation to clarify the circumstances under which regional jails may be created and operated. This would not appear to be a major barrier to joint ventures in Michigan.

VIII. OPPORTUNITIES FOR REGIONAL PARTNERSHIPS ⁶

At this point in the report, the initial framework for the study comes back into play. Regional partnerships may focus on:

- Physical assets, such as jail beds or special equipment
- Services such as inmate transportation, medical care, or food service
- Expertise such as training and technical assistance
- Commodities, such as food, clothing and supplies⁷

Each of these approaches will be examined in the context of the three counties that are participating in this study.

The biggest challenge facing all three counties involves finding needed beds to house current and future inmate populations. These needs will be explored from two perspectives: (A) supply, and (B) quality and cost-efficiency

The first perspective is proving the most costly and challenging to all three counties.

A. Physical Assets: Overall Supply of Inmate Beds

Appendices A, B and C describe the situation of each county in more detail. Figure 16 summarizes each county's current situation and plans.

Figure 16: Jail Capacities and Bedspace Needs, 2007 and 2013

	Allegan	Kalamazoo	Kent
Current Jail Capacity	173	327	1,478
Functional Capacity ⁸	121	259	1,338
2007 Average Daily Population (ADP)	163	366	1,353
2007 Net Daily Beds	(41)	(107)	(15)
<i>Planned Bed Capacity in 2013</i>	400	625	1,534
Projected 2013 <i>Bed Needs</i>	286	604	1,898
2013 Net Beds	+114	+21	(364)

⁶ This report focuses on partnerships between *counties*. Federal agencies, and the Michigan Department of Corrections are also potential partners for some ventures. The consultants consider these entities to be secondary partners, who might help round out a regional project, but who are not likely to be principal partners.

⁷ e.g. Hampden County, Massachusetts, manufactures clothing and bedding for other county jails

⁸ Functional capacity is defined by actual beds minus classification factor and peaking factor that were calculated separately for each county (Allegan 30.1%; Kalamazoo 20.7%; Kent 9.5%).

Kent County received voter approval in August and hopes to be adding 56 beds by 2013. But Kent County's functional capacity is projected to fall substantially short of bedspace needs in the coming years, as suggested in Figure 17.

Figure 17: Kent County ADP and Beds Short

	ADP	Beds Short
Year 2013	1,733	-364
Year 2018	1,999	-655
Year 2023	2,265	-946
Year 2028	2,531	-1,237
Year 2033	2,797	-1,528
Year 2038	3,063	-1,820

Kent County has planned its current site to support substantial expansion. The long term capacity of the site has not been clearly established, but it is likely that careful planning and design would find ways to add another 1,500 beds. To accommodate this, substantial expansion of site and facility infrastructure would be required.

If Allegan and Kalamazoo Counties pass referenda for new jail construction in 2009, each county should have excess bedspace capacity over its needs by the year 2013. Figure 18 compares the potential and planned expansion options for all three counties.

Figure 18: Current, Planned and Further Expansion Capabilities

JAIL BED CAPACITY	Allegan	Kalamazoo	Kent
Current Jail Capacity	173	327	1,478
<i>Planned Bed Capacity by 2013⁹</i>	400	625	1,534
Additional Expansion Capabilities	400	325	Undetermined
Total Long-Term Capacity	800	950	---

When long-term capacities are compared to 30-year bedspace needs, Allegan County would need to expand beyond its initial 400 beds by the year 2038. Kalamazoo County would need to expand well beyond its planned 950 beds to meet projected bed needs in the year 2038, when the "high" population forecasts are used. Projecting future needs for

⁹ Allegan and Kalamazoo counties must pass referenda to secure funding for planned expansion. Kent County has received voter approval, but there is uncertainty about the number of beds that may be constructed in light of escalating jail construction costs.

both counties was difficult because constrained use of the jail by the criminal justice system in recent years due to overcrowding suppressed the data on which future needs were projected.

1. Range of Options Considered for Life Cycle Cost Calculations

Although each county has articulated specific plans to meet their long-term jail needs, this study was designed to expand the range of options considered, including the potential for regional partnerships. A detailed life cycle cost analysis was conducted for each county, providing cost estimates for several options (see Appendix E). Each county had a unique set of options. In all, nine distinct options were examined for one or more county:

1. No change. Continue to operate current jail without improvements, board excess inmates at other counties as possible.
2. Lockup and Regional. Reduce operation of the current jail to a short-term lockup (72 hours or less) and transport longer-term inmates to a regional jail.
3. Lockup, Minimum Security and Regional. Operate the lockup described in Option 2, plus minimum security beds sufficient to meet 20% of all detention days.
4. Co-Locate. Build local beds in a complex that includes additional regional beds that share core spaces and services, operated by a regional authority.
5. New Jail, All Beds Opened At Once. Build and operate a new one-county jail, opening all of its beds at one time.
6. New Jail, Phased Opening. Build a new one-county jail but phase the opening of beds to reduce operating costs.
7. Become a partner in a large regional jail that would open in Year 9, paying a daily rate for operations and facility costs as an “owner” of the facility, continuing to operate current local jail beds for the foreseeable future.
8. Become a partner in a large regional jail and reduce overall demand for beds by 10% per year beginning in the first year.
9. Expand current jail complex in increments to meet growing bed needs.

Several options were evaluated for each county, but some options were not feasible for some counties and were therefore not evaluated. For example, Options 2 and 3 are not feasible for Kent County because of the scale of current operations and the number of inmates that would require transport.

Option 8 was not considered by Allegan and Kalamazoo Counties because their current levels of jail use are well below state and national average, and it is unlikely that further

reductions could be realized. Figure 19 describes the specific options that were evaluated with a life cycle cost analysis for each county, acknowledging that some options were not feasible for some counties.

Figure 19: Options Considered for Each County

	Allegan	Kalamazoo	Kent
1 No Change	No	No	Yes
2. Lockup and Regional	Yes	Yes	No
3 Lockup + Min + Regional	Yes	Yes	No
4. Co-Locate	Yes	No	No
5. New Jail, Not Phased	No	No	No
6. New Jail , Phased Opening	Yes	Yes	No
7. Partner in Regional Jail	No	No	Yes
8. Partner in Regional Jail and Reduce Demand by 10%	No	No	Yes
9. Expand Current Jail in Increments			Yes

The reasons that caused the consultants to reject a specific option are described below.

- Allegan County
 - Option 1 is not feasible because of condition of current jail, which has outlived its useful life
 - Option 5 is not feasible because any new jail would be opened in phases to reduce costs
 - Option 7, 8 and 9 are not applicable because it involves using current beds for a long term; a similar regional partnership is examined in Options 2 and 3
- Kalamazoo County
 - Option 1 is not feasible due to the number of beds that would be needed from other counties on an ad hoc basis, and the condition of the current jail.
 - Option 4 is not feasible because Kalamazoo County's projected bed needs will completely fill the jail site, leaving no room for another operation.
 - Option 5 is not feasible because any new jail would be opened in phases to reduce costs
 - Options 7, 8, and 9 are not applicable because it involves using current beds for a long period of time; a similar regional partnership is examined in Options 2 and 3

- Kent County¹⁰
 - Option 2 is not feasible because it would require transporting more than 2,500 inmates to other locations.
 - Option 3 is not feasible due to high levels of inmate transport that would be involved (over 2,000 inmates)
 - Option 4 would not be strategically wise for Kent County because it would tie up much of the county's future expansion for a regional operation, leaving insufficient local expansion options.
 - Options 5 and 6 are not applicable because most of Kent County's jail beds are in new facilities that do not need to be replaced.

2. Life Cycle Cost Methods and Assumptions

A life cycle cost analysis provides an opportunity to examine costs for each alternative that is under consideration in terms of:

- Total annual costs
- Total 30 year costs
- Daily costs
- Individual cost elements

A life cycle cost analysis is an *exercise* that makes it possible to compare costs for various options while holding many variables constant between them. *Life cycle cost calculations are not projections of actual future costs.* Rather, they offer a point-in-time opportunity to compare cost characteristics of various options as a tool for policymakers.

After decisions are made to pursue specific options, careful planning and analysis will produce reliable estimates of costs.

The analysis requires many *assumptions* to be articulated, including:

- Future inmate population growth
- Inflation of various cost elements
- Type of facilities to be constructed
- Staffing patterns for future facilities

¹⁰ Although Option 1 is presented in this analysis, it is not a realistic or feasible option because of the number of board-out beds that would be required, but is included at the request of county officials.

It was necessary to develop 30-year inmate population projections for the life cycle cost analysis. Once a course of action has been chosen, more detailed planning will be required to develop more accurate and reliable projections.

The outcomes of the analysis will be influenced by the various assumptions that have been made, making it especially important to secure a consensus of the participants as the methodology was constructed. The assumptions were discussed in several meetings.

The Steering Committee was closely involved with the construction of the life cycle cost analysis. The initial findings were reviewed with each county before being shared with others. Appendix E describes the life cycle cost analysis methodology in detail.

A central decision about the methodology was made by the participants in June 2008: the analysis would examine costs for a 30-year period. Other decisions and assumptions are briefly reviewed here, with more detail provided in Appendix E.

a. Assumption: Facility Size

Facility layout, design and construction are factors that will influence initial and future costs. It is necessary to make assumptions about facility characteristics in order to estimate staffing, operational costs and construction costs. Unfortunately, the range of practice in the United States, and even in Michigan, covers a broad spectrum. One way to gauge the size of jails is to calculate the average building area per bed (in square feet.) In 39 facilities studied by the consultants, this measure ranged from 176 square feet (Miami-Dade County FL) to 627 square feet (Shawnee County KS). Conventional wisdom suggests that the area per bed will decrease as the size of facility increases because expensive core spaces do not expand in direct proportion to the number of beds. The research conducted by the consultants affirmed that assumption, finding:

- Average of 413 square feet per bed for jails under 500 beds
- Average of 347 square feet per bed for jails from 500 - 999 beds
- Average of 300 square feet per bed for jails over 999 beds

b. Assumption: Facility Construction Costs

The cost of jail construction has soared in recent years for many reasons. Construction cost estimates offered by consultants who have worked for the three counties vary significantly. Many of these estimates are several years old and do not reflect subsequent inflation. After discussions with several architects and with the steering committee, the consultants selected a construction cost figure of \$300 per square foot for total project costs.

Any major jail construction project in this new era—local or regional—will incur unprecedented capital costs.

c. Assumption: Construction Financing Costs

The steering committee approved several assumptions regarding the financing of jail construction:

1. Serial bonds would be used
2. Bonds would have a 20-year maturity
3. Bond interest rates would be those that are current as of the date of the life cycle cost calculations (4.8% as of the end of July 2008)

d. Assumption: Operating Costs

Historically, staffing costs comprise 70% of all jail costs over a 30 year period, and as much as 80% of annual jail operating costs. Three operating cost components were central to the life cycle cost analysis:

1. Staffing costs
2. Medical costs
3. Other operating costs

Establishing baseline operating costs for the life cycle cost analysis required careful review of the range of practice, and the identification of appropriate examples. Several Michigan counties were analyzed and the findings of a Washington State study were also considered.

The average daily staffing cost for facilities analyzed in the Washington study was \$52.68, in the year 2000. This was the foundation for the costs that are used in this analysis. This also reinforces the assumption that current board-in rates for jail inmates in Michigan are artificially low.

Medical costs varied significantly between the seven Michigan counties studied by the consultants (See Appendix E). Medical costs are applied as a rate per detention day in this analysis, and “follow” inmates who are boarded in other counties (medical costs are not included in board rates).

The remaining costs associated with jail operations (e.g. food, clothes, supplies) were collapsed into a single category. These costs are also applied as a daily rate for inmates housed in the respective facility (not those housed in other counties).

e. Assumption: Bedspace Projections

Separate projections have been prepared for each county. These have been reviewed and accepted by the participating counties and provide the basis for this analysis. These

projections were generated using a linear regression methodology that analyzed past jail occupancy and forecasted future needs based on past experience.

f. Assumption: Location

The steering committee has instructed the consultants to conduct this analysis without selecting a site for regional facilities. To the extent possible, this has been accomplished in this analysis.

g. Assumption: Board-Out Rates

Initially, the steering committee instructed the consultants use the average current board rates available in Southern Michigan. But this rate (approximately \$35/day) is artificially low and will not produce accurate cost projections if it is used. After further discussion with the Steering Committee, the consultants were authorized to analyze actual jail costs in other Michigan counties and to derive a realistic board-out rate from the findings. The consultants used the average daily cost for three Michigan counties as the basis (\$62.72/day).

3. Life Cycle Cost Findings

The life cycle cost findings are described in detail for each county in Appendices A, B and C. The methodology is explained in Appendix E.

Figure 20 presents the total 30-year costs that were calculated for each option, for each county.

4. A County-by-County Review of Regional Bedspace Options

This study has generated a great deal of information and data—perhaps too much for policymakers to digest at one time. The following narrative attempts to point out where various types of regional partnerships might be of interest to each county in terms of providing sufficient bedspace to meet future needs.

a. Allegan County

Near Term Options. Allegan County could realize substantial savings through a partnership with one or more nearby counties. Kalamazoo County would be an ideal partner but it does not have sufficient space on its jail site to accommodate the long term needs of Allegan County. Unfortunately, Allegan County is a candidate for an immediate regional solution but the best partner is not available.

Figure 20: Total 30-Year Costs and Rank (lowest to highest)

Option	30-Year Total Life Cycle Costs In \$ Millions (Ascending Rank in Parentheses)		
	Allegan	Kalamazoo	Kent
1 No Change	NA	NA	\$3,334.4 (1)
2. Lockup and Regional	\$426.9 (3)	\$1,271.7 (3)	NA
3 Lockup + Min + Regional	\$379.3 (1)	\$1,211.3 (1)	NA
4. Co-Locate	\$426.4 (2)	NA	NA
5. New Jail, Not Phased	NA	NA	NA
6. New Jail , Phased Opening	\$612.6 (4)	\$1,254.1 (2)	NA
7. Partner in Regional Jail After 9 Years	NA	NA	\$3,822.7 (3)
8. Reduce Overall Demand for Jail Beds (10%)	NA	NA	\$3,408.9 (2)
9. Expand Current Jail in Increments	NA	NA	\$3,926.9 (4)

Key	Requires regional partnership with one or more partners	Not applicable- analysis not conducted
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A final round of communication should be conducted with other counties in the region to determine if they are now interested in collaborating. If this proves unproductive, Allegan will be forced to continue on its own.

Long Term Options. The consultants have met with county officials on several occasions and have tried to convey imperatives about the planning and design of the new 400-bed jail:

- Master plan the new jail site to allow for maximum future expansion of the initial new jail, with the prospect of attracting partners for a regional operation in the future.
- Design the new jail to allow for efficient expansion of both housing and support services, well beyond the 800 bed build out that is currently discussed.

Comments. Allegan County is the only participant in the study that is planning to use a site that would allow for a large regional jail. Allegan County's location would be convenient for Kalamazoo and Kent counties and for other possible partners in the future. While it is unlikely that Allegan County will open their next jail as a regional facility, there will be opportunities to expand it into a regional operation if the county plans and designs its new jail properly.

b. Kalamazoo County

Near Term Options. The location of the current jail., combined with the scale of projected future jail bed needs, limit the options available to Kalamazoo County. The County will have to work carefully with designers to ensure that construction on the current site will be able to meet long term needs. A new jail site would open new options.

Long Term Options. It is possible that long-term jail needs will eventually exceed the capacity of the current site. At that time, a regional partnership with Allegan County could be very cost-beneficial.

c. Kent County

Near Term Options. Kent County will be constructing over 500 new jail beds in the near future, replacing 520 beds in the old linear section of their jail complex. Even if officials are able to add 100 more beds during this phase of construction, the county will still not have enough functional jail capacity to meet needs for the next five years. This shortfall is projected to grow steadily in subsequent years.

Meeting the county's jail needs in the long term will require the support of taxpayers, most likely through one or more referenda. Having just taken a millage renewal to the voters in August 2008, officials may be hesitant to present another—larger—proposal in the near future. Option 2 anticipates joining a regional partnership in 2016. This scenario will produce growing crowding until the regional partnership is available. Kent County could explore short- and long-term contracts with other counties to provide beds to avoid such crowding. Allegan County might have excess capacity in its new jail that would be helpful. Ottawa County and other nearby counties with excess capacity could also be approached.

Note that although Option 1 (replace linear beds and rent bedspace from other counties) was included in this analysis and was least costly over the 30 years, it is not a feasible option. Kent County would not be able to find enough beds to meet its growing needs, at a reasonable cost. The county would also lose control over the cost for such beds, because it would be at the mercy of the "market" for jail beds in Michigan. This option was included in the analysis to demonstrate the impact of failing to take proactive steps, not as a viable option that should be considered.

Long Term Options. It appears that the current site might accommodate expansion to meet 30-year bed needs through a series of phased additions, as described in Option 4.

There will be serious logistical challenges in the years preceding the construction of the “next” addition. Crowding may become acute before each addition is approved. Short term contracts to board inmates with nearby counties could prove very helpful. Conversely, neighboring counties might be interested in entering into contracts to use excess capacity in a Kent County addition, as was the case with Lapeer County, which contracted with St. Clair County. Such partnerships would make it more feasible to add jail beds before crowding becomes acute.

The life cycle cost analysis suggests that Kent County might realize savings by expanding jail capacity in a regional facility rather than adding on to the current jail (see Options 7 and 8). The scale of Kent County’s future needs make it an attractive partner for future regional ventures. Experience in other states suggests that developing a regional partnership takes many years. It is not too early for Kent County to explore a long-term partnership with one or more jurisdictions.

5. A Two-County Venture

At one point in the study, a joint venture between Allegan and Kalamazoo counties appeared promising. This option would have involved the construction of a single new jail facility, either on a new site or on an existing site in either county. The facility would be located in one of the counties and would fully replace an existing jail that is in need of replacement. The other county would operate a lockup facility and house minimum security inmates; both functions would be housed in the existing jail with some modest renovations.

Kalamazoo was viewed as the logical base for such a venture. Allegan County would have reduced the use of its current jail and sent inmates who are held for more than three days, or who are not classified as minimum security, to the joint facility. This is similar to Allegan’s “lockup and minimum security” option but would involve a specific partner and location (Kalamazoo). The facility would have *combined* the two new jails that the counties are planning to build: 400 beds for Allegan County, 625 beds for Kalamazoo County. All Kalamazoo County inmates would be accommodated at the joint facility.

But revised inmate population forecasts for Kalamazoo County produced much higher estimates of future jail bed needs. These higher projections left no room for a partner on the current site, ending exploration of this option. Prior to that time a life cycle cost analysis was conducted. The analysis assumed that the assignment of both operating and construction costs would correspond to the proportion of the total beds used by each partner.

The analysis concluded that Kalamazoo County could realize 22.4% savings over building its jail alone, and that Allegan County could realize a much more modest savings (1.6%). If this option had been pursued, the first step would be to develop a cost sharing structure that provides Allegan County with more incentives to participate.

With Kalamazoo no longer in need of a partner, Allegan County would have to find one or more partners in order to pursue this option.

6. Summary of Bedspace Supply Findings

Providing adequate standards-compliant facilities to meet current and future jail inmate populations poses one of the most difficult and costly challenges to each participating county. If current plans are implemented in the three counties, jail construction and costs will exceed \$150 million in the next five years. Construction costs usually represent only ten percent of the total costs of owning and operating jails over a 30 year life cycle, posing further strain on county budgets.

Figure 21 summarizes near and long term construction plans and identifies potential regional bedspace partnerships.

Figure 21: Summary of Bedspace Plans and Potential Regional Partnerships

	Near Term	Long Term
Allegan	<p><u>Plan</u> to build 400 bed jail on new site (requires voter approval.)</p> <p>Quickly canvass other counties to identify potential partners who might want to contract for unused beds.</p>	<p>Various regional partnerships possible if new jail site and building are planned and designed to accommodate expansion beyond local needs.</p> <p>Short term contracts with other counties to use empty beds would help reduce net costs to the county.</p>
Kalamazoo	<p><u>Plan</u> to renovate/expand jail to 625 bed capacity with a long term capacity of 1,200 (requires voter approval.)</p>	<p>Current site restricts hosting regional ventures, but careful planning and design should produce enough beds to meet long term local needs.</p> <p>Short term contracts with other counties to use empty beds would help reduce net costs to the county.</p>

(continued)

Figure 21 (continued)

	Near Term	Long Term
Kent	<p><u>Plan</u> to use \$27 million approved by voters in August 2008 to replace linear beds. Attempt to construct net additional capacity in this phase if possible.</p> <p>Overflow beds will be needed in increasing numbers as current system becomes crowded. Short-term contracts with nearby counties could prove cost efficient.</p>	<p>Periodic crowding expected as need for additional beds builds to the level required to trigger construction of more beds. Short-term contracts could prove cost efficient.</p> <p>Short-term contracts to house inmates for other counties might accelerate timing of additions.</p> <p>Regional partnerships on other sites might prove less costly than continuing to add more beds on the current site. Regional options should be reviewed before <u>each</u> major on-site expansion is pursued.</p>

The preceding narrative explored the overall supply of beds to house future inmates in the three counties. The next section of this report explores other types of partnerships that might prove beneficial.

B. Physical Assets: Quality and Cost-Efficiency of Facilities

Regional partnerships offer opportunities to improve the quality of facilities in the three counties, and to also offer some cost efficiencies for some types of inmates. 30 of the 40 regional jails surveyed for this project house “special needs” inmates (See Figure 10).

1. Definition of Special Needs

The definition of special needs varies, but usually includes the following:

1. Medical needs (including contagious diseases, chronic and terminal illness)
2. Elderly inmates
3. Pregnant inmates
4. Inmates with disabilities
5. Elderly inmates
6. Inmates with mental health needs
7. Suicide risks
8. Youthful or juvenile inmates
9. Inmates with language difficulties

10. Habitual offenders
11. Longer term sentenced inmates
12. Chronic public inebriates (Seattle has had success with this population)
13. Inmates with substance abuse problems
14. Inmates needing detoxification services and settings
15. Inmates who need to develop work habits and/or acquire skills
16. Inmates in need of educational services
17. Inmates with special treatment and/or programming needs
18. Inmates in need of re-entry services
19. Inmates requiring separation or segregation
20. Inmates who need to be in protective custody
21. High security inmates
22. Security threat groups (gangs)
23. High profile inmates
24. Celebrity inmates
25. Inmates with specialized religious needs or practices

In addition to the regional jails that provide housing for such special needs inmates, many other jails have formal or informal agreements to house such inmates for other counties. There is ample precedent to assemble various types of special needs inmates in one location. This usually results in better conditions of confinement for those inmates, often reducing the isolation that they encounter at their local jails. Regional partnerships¹¹ that bring special needs inmates together almost always result in the provision of better programs, services and supervision. The courts have generally accepted the displacement of such inmates from their communities when the conditions of confinement are better through a regional partnership, including the provision of services and programs.

Female inmates should not, without more, be considered “special needs.” The consultants advise caution about approaching the female inmate population in this manner. A growing body of caselaw affirms the rights of female inmates to receive comparable facilities and services compared to their male counterparts. All but one of the 39 regional jails studied in this project housed female inmates. While it is possible that collecting all female inmates in one facility within the 3-county region might provide better overall conditions of confinement, including better separation according to classification, the displacement of female inmates as a “class” from the courts, their families, and their communities would create serious concerns. However, to the extent that female inmates have some of the special needs described in the preceding narrative, their transfer to another jurisdiction may be acceptable.

Reentry. Inmates who are near the end of their time in jail are another inmate population that is usually not designated as having “special needs.” Many counties have developed, or are developing, programs to prepare such inmates for successful return into their communities. The inmate data analyzed for this study confirms that many inmates spend enough time in jail to receive reentry services. Many jails make special housing

¹¹ Note that a “regional partnership” such as this usually involves a host county housing special needs inmates for other counties, not the operation of a separate regional facility.

arrangements for such inmates as they near release; some larger jurisdictions operate separate pre-release or reentry facilities; for example, Davidson County (Nashville) TN just opened a new “Offender Reentry Center.” Figure 22 describes the proportion and the number of the inmates in the three jails on an average day that will spend more than 30, 60 or 90 days.

Figure 22: Percent of Daily Jail Population Spending Over 30, 60 or 90 Days

	Inmates on Average Day Who Will Spend More Than <u>x</u> Days in Jails					
	Percent (%) and Number of Inmates					
	30 Days		60 Days		90 Days	
Allegan	62%	102	45%	73	21%	34
Kalamazoo	48%	227	31%	165	12%	44
Kent	68%	923	58%	781	29%	388

Clearly, there are sufficient numbers in each county to make reentry programs and services feasible. Each county also houses a significant number of inmates whose homes are in another county, who would benefit from transfer to their home county toward the end of their sentence.

2. Opportunities for Regional Partnerships

Because all three counties are planning major jail construction projects, there are many immediate opportunities to explore regional partnerships to address special needs inmate populations. Providing appropriate and efficient facilities for these inmates will require careful planning and responsive design. Long-term agreements could be developed between two or more counties to provide for the housing and care of selected populations, in time to guide the design of new and renovated facilities.

Kent County, for example, has expressed an interest in developing a mental health unit that would serve the other two counties (and possibly more). While Allegan and Kalamazoo Counties do not currently have facilities to offer, both have expressed an interest in planning their new facilities to accommodate such partnerships.

If two or more counties are willing to develop long-term partnerships with regard to special needs inmates, all parties could benefit. Overall costs could be reduced while the quality of facilities, programs and services could be improved.

Although counties sometimes transfer prisoners to another county which is their home county, such arrangements have not been formalized. The three counties could develop a formal agreement to transfer and house inmates who are nearing release to their home

county to facilitate the provision of reentry programs and services. Such an “inter-county compact” could be expanded to include other counties in the region, or even throughout the state.

The timing could not be better for the three counties involved with this study to explore these opportunities.

C. Services

The scope of this study was expanded to identify opportunities for regional partnerships that do not involve the construction or operation of facilities (jail beds). It follows that the benefits enjoyed through regional jail partnerships in other jurisdictions might also be realized for jail services. The consultants researched precedents for such partnerships and identified a few examples. However, that should not constrain the deliberations of the three counties.

The consultants assert that significant savings and/or quality improvements may be found through the development of regional partnerships for:

- Medical services (Kent County’s contractor has even asked for a consortium of counties to bid for medical services)
- Mental health services
- Food service
- Commissary
- Programs (e.g. substance abuse treatment, education, reentry)
- Transportation services
- Electronic monitoring

The Kansas Transportation Assistance Program¹² is a centralized communication system in which most counties participate, reducing duplication of inmate transports. An informal relay system between sheriffs and police agencies in Washington, Oregon, California, Idaho, Utah, Montana, Wyoming and South Dakota was designed to provide shuttle services for persons who need to be transported due to warrants.¹³

Figure 23 describes the number of inmate transports implemented by Kalamazoo County in July 2008. With two deputies required for each transport, these are costly trips.

¹² *Kansas' Transportation Assistance Program: Ride-Sharing to Jail*. Scott, Michael J. State Innovations Briefs, November 1996, P013-9603. Council of State Governments (Lexington, KY).

¹³ *Northwest Warrant Officers Cooperative Transport System.*, Pennington County Sheriff's Office (N.P.). 1998. Not copyrighted. NIC accession no. 014841.

Figure 23: Out of County Transports, Kalamazoo County, July 2008

Two deputies were required for each transport

Date	Location	Number of Inmates	
		Picked Up	Dropped
7/31/2008	Jackson Prison		7
	Chelsea (SAI)		1
	Kent Co.		1
	Osceola Co.	1	
7/30/2008	Calhoun Co.	1	1
7/28/2008	Calhoun Co.	1	
7/25/2008	Osceola Co.		5
	Kent Co.		2
	Barry Co.	1	5
	Jackson Prison		4
	Jackson Co.		1
	Mason Co.	1	
	Clinton Co.	1	
7/23/2008	Allegan Co.	1	
7/18/2008	Barry Co.		7
	Calhoun Co.		1
	Ingham Co.	1	
7/17/2008	Jackson Prison		5
	Livingston Co.		1
	Macomb Co.		1
	Iosco Co.	1	
	Allegan Co.		1
	Kent Co.		1
	Newago	1	
7/16/2008	VanBuren Co.	3	
7/15/2008	Calhoun Co.	1	
	Cass Co.	1	
7/11/2008	Allegan Co.	1	
7/10/2008	Calhoun Co.		1
	Barry Co.		1
	Jackson Prison		4
	Macomb Co.	1	
7/9/2008	Osceola Co.	1	
7/8/2008	Livingston Co.	1	
	Kent Co. Forensic		1
7/3/2008	Jackson Prison		3
	Ingham Co.	1	
	Barry Co.	1	
7/1/2008	Kent Co. Forensic		1
TOTAL		21	55

The three counties could identify services (not limited to those previously described) that are of interest and explore formal and informal arrangements that could reduce costs, improve quality and in some instance, improve public safety.

D. Expertise

There are already precedents for sharing expertise between the three counties, and with other jurisdictions. Employee training programs are one example that has proven efficient and effective.

As the counties approach major jail construction projects, opportunities for sharing expertise will expand. The counties could actively seek assistance from each other, and from other jurisdictions who have been involved with jail construction in recent years, for assistance with:

- Facility planning
- Securing public support for financing
- Facility design
- Construction documents review
- Equipment and furnishings selection
- Transition planning
- Post-occupancy evaluation

Assistance might take many forms. A neighbor might be asked to review jail plans at various stages of development to identify concerns about safety, security, sight lines, staffing and overall operations. Similarly, planning documents and experience might be shared. Review of construction documents prior to bidding could identify errors, omissions and could suggest improvements.

There are many opportunities to share expertise that could be explored by the three counties. Requests for assistance should not be limited to sheriffs' offices; other county agencies could also provide important guidance.

E. Commodities

Finally, regional partnerships might offer cost savings with regard to the acquisition of various commodities that are needed for jail operations. These might include, but should not be limited to:

- Food
- Inmate uniforms
- Inmate bedding
- Equipment (radios, computers, security devices and much more)
- Drug and alcohol testing supplies

- Program supplies
- Other supplies and commodities

As with some of the other potential partnerships, the smaller counties (Allegan and Kalamazoo) are likely to realize more savings because Kent County has already achieved an economy of scale. But Kent County's willingness to participate and to convene groups to explore such opportunities will keep the county on the front line of regional partnerships, which may yield long-term benefits.

Notes About Possible Private Sector Involvement

At the outset of this study, participants asked if the private sector might figure into long term solutions by:

- Providing financing for new construction
- Building a new facility and leasing it back
- Operating a facility

These roles have been assumed by the private sector in other states, sometimes with good results, other times with difficulty. In the opinion of the consultants, private sector involvement would not enhance any of the solutions that might be implemented by the three counties. While individual counties might decide for various reasons to explore private options, the consultants do not believe that such approaches will change the overall range of options available.

Many (if not most) of the private/public jail partnerships in the United States were pursued because the public client needed an alternative to securing voter approval for jail construction. In a few instances, the private sector was invited because the locality had difficulty maintaining standards compliance. As mentioned earlier in this report, most states structure county finances in a manner that allows them to take on costly long-term contracts with going to the voters for approval. This is not the case in Michigan, where any major long-term expenditure that exceeds a county's authorized revenue stream must be taken to the voters for approval.

Simply put, private partnerships have usually been used as an "end run" around the voters. Therefore, this strategy holds little promise in Michigan unless statutes are revised.

Summary and Caution

There are many potential regional partnerships for each of the three counties to consider. Some should be explored immediately; other opportunities will present themselves in later years. The counties should be ready to revisit regional opportunities many times in the future.

Regional jail research conducted for this project assembled helpful guidance and advice from jurisdictions who have developed regional partnerships, and from some who tried but failed.

The research sends a few strong messages:

- Regional partnerships offer many benefits, if properly conceived and implemented
- Partnerships are usually difficult to develop
- Once development issues are overcome, regional solutions become lasting resources for their partners

According to the national survey, there were two financial opportunities that offered strong incentives to the partners who eventually built a regional facility:

- State construction subsidies were provided for 26 of the 43 regional jails that responded to the survey (Virginia, West Virginia, Missouri, Ohio, Washington)
- Some regional ventures did not require the partners to secure voter approval

For many jurisdictions, the second benefit (avoiding a referendum) was key to their interest in regional partnerships. Some of these counties had been unsuccessful in their efforts to secure voter approval for new single-county jails. But under state laws, regional partnerships offered an avenue for constructing and operating a new facility without a referendum. These laws also made it possible for some counties to build one-county facilities without voter approval through lease-purchase agreements and other private sector financing.

A note of caution is in order: Michigan counties do not have the same fiscal options and resources that are available to counties in most other states. The authority of Michigan counties is limited by state law. County commissioners may not enter into a long term agreement, such as a lease-purchase contract, a long term contract for boarding a large number of inmates at another facility, or a regional jail, unless their current revenue streams are sufficient to fund the agreement. Therefore, approval for additional taxing authority (mill request) must be granted by the voters. In Michigan, a long term contract for participation in a regional jail would almost certainly have to be approved by voters in *each* participating county. This is not the case for most counties in the United States.

Under Michigan law,¹⁴ counties *are* able to issue bonds for construction projects without voter approval. But acting without voter approval is not without its political risks. According to the law:

...the governing body shall publish a notice of intent to issue bonds. If within 45 days after the publication of the notice a petition, signed by not less than 10% or 15,000 of the registered electors, whichever is less, residing within the limits of

¹⁴ Revenue Bond Act of 1933, Act 94 of 1933. Section 141.133

the borrower, is filed with the clerk, or other recording officer, of the borrower, requesting a referendum upon the question of the issuance of the bonds, then the bonds shall not be issued until approved by the vote of a majority of the electors of the borrower qualified to vote and voting on the bonds at a general or special election.

This provision of the law effectively prevents most Michigan counties from issuing construction bonds for most projects without express approval from the voters. Presumably, that would be the case here. Not only would county voters have final authority to approve both construction and operating costs for a regional jail, but voters in all participating jurisdictions would have to give permission for the complete project to proceed. If even one partner fails to pass their referendum, the project would have to be restructured, delayed or abandoned.

IX. RECOMMENDATIONS

A. Recommendations for More than One County

Figure 24 presents recommendations that apply to two or more counties.

Figure 24: Recommendations That Apply to More Than One County

		Alln	Kzo	Kent	Comments
I.	Criminal Justice System				
	Convene stakeholders in an effort to evaluate current criminal justice system, identify needs for change, and reach a consensus on characteristics of a balanced system. Develop a long term plan to achieve the balance.	✓	✓	✓	
II.	Planning				
A.	Establish a clear long-term capacity for the site at the outset.	✓	✓	✓	
B.	Locate the first phase on the site in a manner that facilitates future expansion and flexibility.	✓	✓	✓	For Kent this will be Phase II
C.	Identify special inmate populations/types that the county is willing to <i>receive</i> from other counties. Look for potential partners who might send inmates.	✓	✓	✓	
D.	Identify special inmate populations/types that the county is willing to <i>send</i> to other counties. Look for potential partners who might receive Kent County inmates.	✓	✓	✓	
E.	Use NIC resources to guide planning, including PONI, Total Systems Planning, Design Review and Transition	✓	✓		
F.	Look at other facilities to learn from their success and mistakes, but do not be limited by them.	✓	✓	✓	
G.	Examine opportunities to partner with other jurisdictions with regard to special needs inmates.	✓	✓	✓	
III.	Design				
A.	Design new facilities and additions for future flexibility to meet changing inmate populations, standards, policies and partners.	✓	✓	✓	e.g. fewer low security inmates

(continued)

(Figure 24 continued)

		Alln	Kzo	Kent	Comments
B.	Explore emerging housing unit design concepts that bring ample natural light into dayspaces, decreasing construction and operating costs.	✓	✓	✓	See Appendix G
C.	Evaluate initial designs in terms of opportunities to reduce operating costs if the jail population eases in the future.	✓	✓	✓	
D.	At each stage of the design process, consider staffing needs and explore design changes that will improve the efficiency and effectiveness of staff.	✓	✓	✓	See NIC Staffing Analysis Workbook for Jails, 3rd Ed.
E.	Consider incorporating design features that will facilitate expanded use of inmate labor in housing units, program areas, and support services areas of the facility.	✓	✓	✓	For more information, contact www.jailwork.com
IV.	Operations				
A.	<u>Transportation</u> . Establish an inmate transportation data collection protocol. Analyze periodically and compare with other jurisdictions to identify potential partnerships. Enlist higher education resources to study potential efficiencies.	✓	✓	✓	
B.	<u>Special Needs</u> . Analyze special needs inmates periodically to identify trends and needs. Discuss potential partnerships with other jurisdictions at least annually.	✓	✓	✓	See Section VIII of this report for list of special needs inmates
C.	<u>Services</u> . Identify jail and jail-related services that might be improved, or for which costs might be reduced, through regional efforts. Discuss potential partnerships with other jurisdictions at least annually.	✓	✓	✓	See Section VIII of this report for list of services
D.	<u>Commodities</u> . (a). If not already using it, consider the state purchasing program. (b). Examine commodities purchased on an annual basis to identify potential savings through partnerships with other jurisdictions. Discuss potential partnerships with other jurisdictions at least annually.	✓	✓	✓	See Section VIII of this report for list of commodities

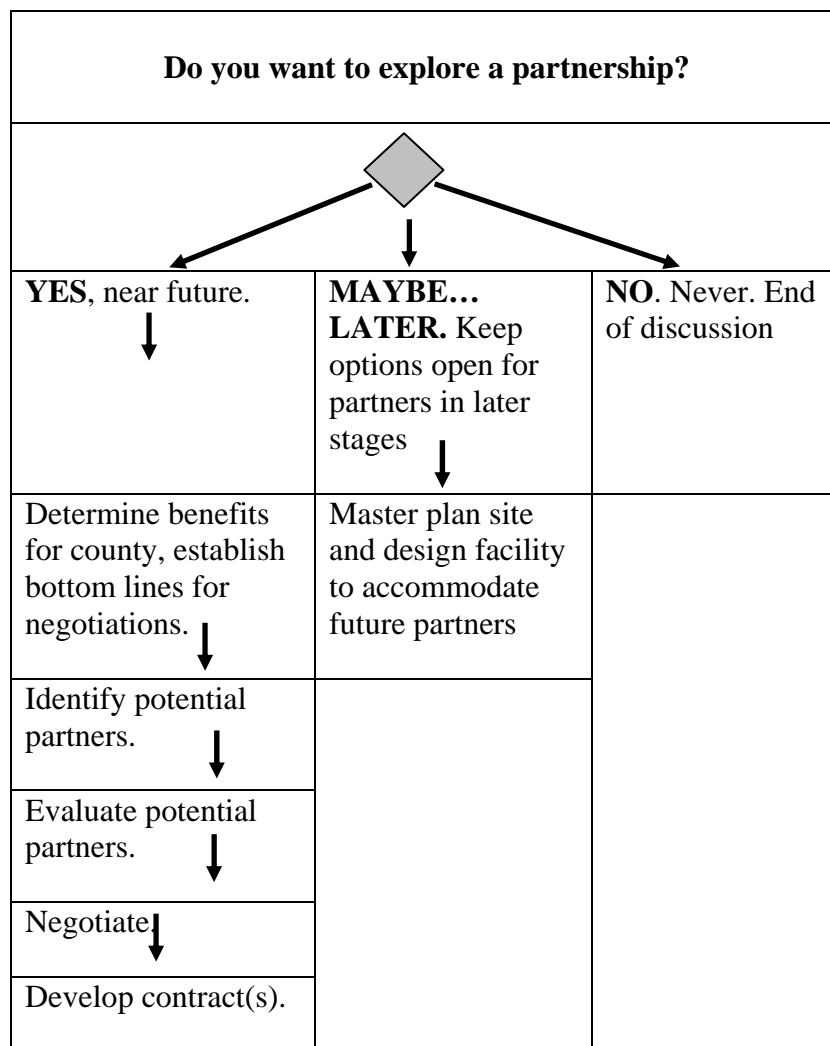
B. Additional Recommendations for Individual Counties

Allegan County

Revisit the current planned size of new jail (400 beds Phase 1, 800 beds build out.) Stakeholders should work with the consultant to articulate policies and to predict trends, on which revisions may be based.¹⁵

Use the decision process in Figure 25 to move forward with, or turn away from potential partnerships in the first phase of new jail construction.

Figure 25: Decision Making Flowchart



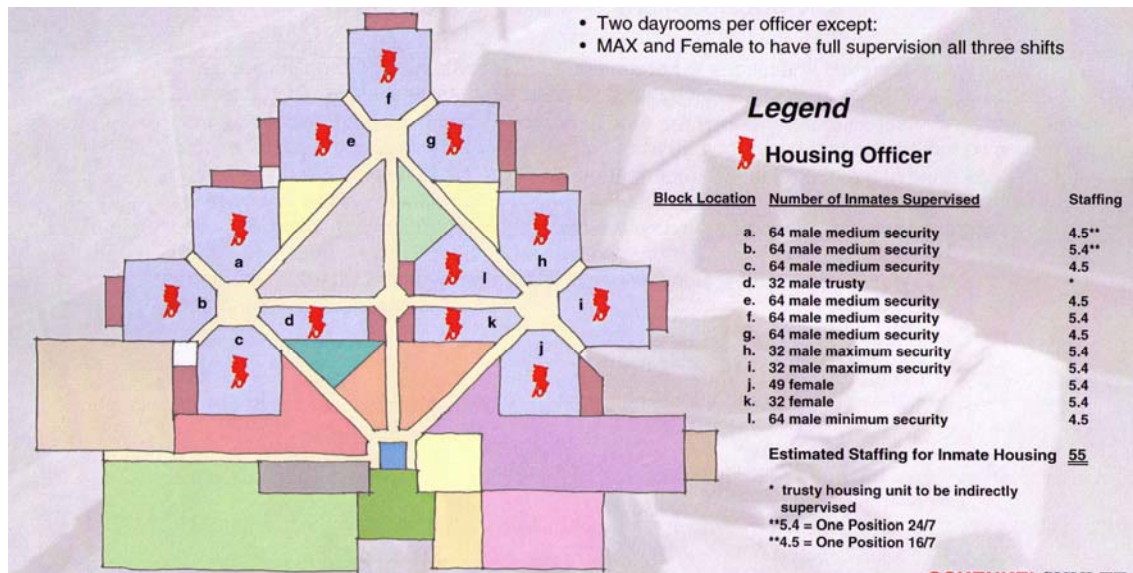
¹⁵ The consultant is providing services without cost to Allegan County for this purpose.

Kalamazoo County

Revisit the decision to keep the jail on the current site. If the county is now open to another site, explore potential partnerships with Allegan County (see Page 48, *A Two County Venture*). Explore potential regional partnerships using the decision process outlined for Allegan County.

If the decision is made to remain on the current site, revisit the latest concept plan for expansion of the jail (see Figure 26) with a focus on staffing, inmate movement, and the potential for future expansion. The county should consider a multistory solution to conserve room on the site, consolidate operations, improve movement and circulation, and reduce staffing costs. The use of “in-board” cells would also open new opportunities to reduce the size of the expansion and make it more staff efficient (See Appendix G: Design Notes).

Figure 26: Current Concept Plan for Jail Expansion (Direct Supervision)



IF Allegan County moves ahead with new construction first, consider contracting with them for beds to “buy time” for the current jail.

IF Kalamazoo County moves ahead with new construction first, discuss potential board-in contracts with Allegan and other counties.

Kent County

The county should launch a systems planning effort, similar to the one that produced the current jail in the mid-1980's, to examine future challenges and opportunities. This will provide an opportunity to examine the changes in the system and the possible imbalances that have developed. "Renovate" the criminal justice system as part of the overall planning process.

Officials should continue to make carefully-reasoned choices that balance immediate and long-term costs. It will be tempting to make design decisions that reduce initial costs (and thereby increase the number of beds to be constructed), but such options often incur higher long term operating costs.¹⁶

Increase net bed gain in this upcoming round of construction. Look at alternative approaches that would use limited space on the site better and leave more room for future expansion.

As neighboring counties move forward with funding for jail expansion or replacement, meet with them to explore a contract to board Kent inmates:

- In the first 5-10 years after construction is complete (use excess beds until the host county needs them)
- Provide longer term housing for Kent inmates

A final reminder: the recommended approach outlined at the end of Section VI merits review here.

Suggested Process for Exploring a Regional Partnership

1. Agree on what, if any, benefits are offered by partnerships (self interest).
2. Establish consensus about the "bottom lines" that must be achieved if a partnership is worth pursuing.
3. Be candid about critical issues (site, control, cost allocation) that are "deal breakers" and articulate these to all potential partners. Do not waste your time or the time of potential partners by not being clear from the beginning of negotiations.
4. Look for new partners, having described self interests and critical issues clearly.

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¹⁶ Building dormitories instead of cells is an example of a design decision that reduces construction costs but which may increase future staffing costs.

APPENDICES

APPENDIX A: Allegan County

APPENDIX B: Kalamazoo County

APPENDIX C: Kent County

APPENDIX D: National Survey of Regional Jails

APPENDIX E: Life Cycle Cost Details

APPENDIX F: County Population and Crime Statistics

APPENDIX G: Design Notes

APPENDIX A:

Allegan County

APPENDIX A: Allegan County

EXECUTIVE SUMMARY

Allegan County officials agree that the current jail must be replaced, but disagreement on *where* to locate the new jail delayed progress until recently. The county commission endorsed building a new jail on a new site in July 2004 but progress has been slowed by internal debates since then. The commission has received proposals for planning assistance and planning to retain design services in the near future.

The average daily jail population has ranged from 160 to 180 in the past decade, sometimes overfilling 173 bed capacity of the aging jail.

The local criminal justice system has worked hard to keep the demand for jail beds low enough to avoid crowding the jail. Allegan County has one of the lowest incarceration rates in Michigan (12th lowest out of Michigan's 83 counties.) If Allegan County had the average *national* jail incarceration rate of 2.59 its average daily inmate population would currently be 295—81% higher.

The recent constrained practices have skewed future inmate population projections. Officials realize that there will be a surge of jail use when additional space is finally available. Initial statistical projections suggested a very low rate of growth. More recent calculations have produced forecasts that show an increase in the jail daily population to 309 in thirty years, a 90 percent increase over the thirty year period (a rate of 2.15% per year). For the purposes of this study, the consultants have used projections that predict an average daily inmate population of 309 in 30 years.

While county officials have wrestled with long term jail solutions, construction costs have soared. Four years ago planners estimated the cost of a 240 bed facility on a new site to be \$26 million. Using an average facility size of 423 gross square feet per bed,¹ based on national experience for jails under 500 beds, and a construction cost estimate of \$300 per square foot, a 165,200 square foot jail could cost Allegan County nearly \$50 million. Officials have announced their interest in building a 400 bed jail that could be expanded to 800 beds.

After discussions with Allegan County officials, the consultants developed 30-year cost projections for four distinct scenarios:

1. Lockup and Regional. Reduce operation of the current jail to a short-term lockup (72 hours or less) and transport longer-term inmates to a regional jail (68.2% of all inmates admitted to the Allegan County Jail are released within 72 hours)
2. Lockup, Minimum Security and Regional. Operate the lockup described in one, plus minimum security beds sufficient to meet 20% of all detention days.

¹ See Appendix D, Life Cycle Cost Data, for a review of per-bed gsf data according to jail size.

3. Co-Locate with A Regional Jail. Build and operate 400 Allegan County beds in a complex that includes 800 regional beds operated by a regional authority.
4. 400 Beds Jail Phased Opening. Build a 400 bed jail for Allegan County but phase the opening of beds, beginning with 300 beds, adding 50 beds after five years and the final 50 beds ten years later.

Figure A.0 presents the costs associated with each option.

Figure A.0: 30-Year Life Cycle Cost Analysis

Total Annual Costs	Year 1	Year 10	Year 20	Year 30	30-Year Total	Average/Yr
1. Lockup & Regional	\$5,687,624	\$10,799,917	\$16,583,695	\$24,919,489	\$428,961,224	\$14,298,707 (3)
2. Lockup & Minimum & Regional	\$6,049,140	\$9,559,397	\$14,547,240	\$21,728,813	\$379,279,016	\$12,642,634 (1)
3. Co-locate w/Regional	\$6,049,140	\$10,709,588	\$16,488,518	\$24,793,256	\$426,422,887	\$14,214,096 (2)
4. 400 Beds Phased	\$6,058,546	\$17,693,574	\$24,251,672	\$30,852,851	\$612,640,094	\$20,421,336 (4)

Because of the scale of the planned new jail, several types of regional partnerships offer significant initial and long-term cost savings. Unfortunately, the most logical partner for a regional venture, Kalamazoo County, does not have corresponding needs. If Allegan County is interested in realizing savings, the search for potential partners must be broadened.

A. INTRODUCTION

Allegan County has been involved with jail planning efforts for several years. The county participated in the NIC Planning of New Institutions (PONI) program in 2002 and has retained several consultants in recent years, including:

- DMG Maximus (2001)
- Voorhis Robertson Justice Systems- VRJS (2003)
- Harrison-Landmark Design developed conceptual plans for 240 bed jail and 40 bed juvenile facility (2005)

Three committees were previously involved:

- Law Committee of the County Board of Commissioners
- Planning of New Institutions (PONI) Committee
- Justice Complex Committee

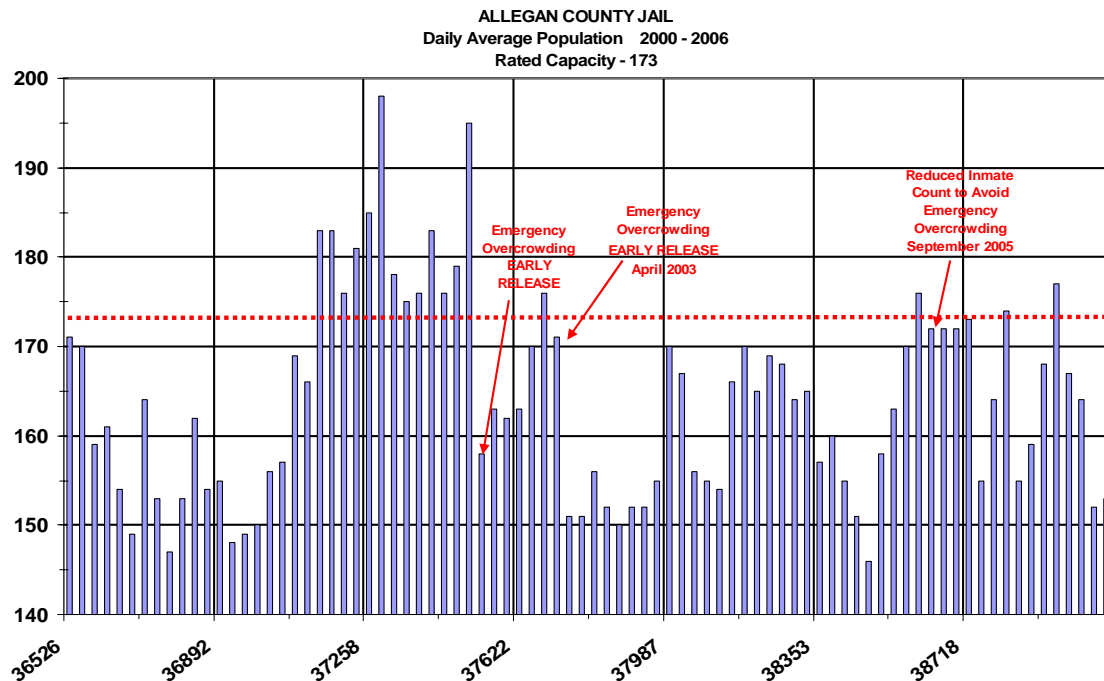
A new committee, “Professional Services and Funding Workgroup” was created in 2008 and is currently active.

The county will eventually replace its current facility with a new facility. As time has passed, costs have escalated. The scale of the initial construction project may have to be revisited when the parties finally decide to move forward in earnest due to construction costs.

B. JAIL OCCUPANCY

Figure A.1 depicts the occupancy from 2000 to 2006, including 3 emergency releases that were implemented.

Figure A.1: Average Daily Population by Month, 2000 - 2006



The chart depicts a great deal of fluctuation from month to month, which is not unusual in a jail of this size. While the jail population stays near 150 most of the time, the peaks are dramatic, some nearly reaching 200.

C. INMATE CHARACTERISTICS

Planning for future jail needs requires an understanding of the characteristics of the inmate population. Although the consultants were able to secure large computer data files from Kent and Kalamazoo counties, Allegan County inmate records were not available for this analysis because the inmate management information system was in the process of being converted. However, hard copies were printed for all admissions for the years 2006 and 2007, providing data on the date of admission, date of release, age and gender. The consultants' employees hand-entered this information for computer analysis, creating a data base that contains 9,358 inmate records. This database, although limited, was helpful and the findings are summarized in the following pages.

None of the previous planning reports that were provided by the county included a description of the inmate population. This is unfortunate, as it would have offered the opportunity for comparisons with past years.

Length of Stay

Length of stay characteristics in Allegan County were similar to those encountered in the other two counties:

- 68.2% of all inmates were released within 3 days but they accounted for only 7.2% of the detention days (beds used)
- 87.8% of all inmates were released within 30 days, and these inmates used only 11.5% of the detention days
- 4.3% of all inmates admitted to the Allegan County Jail stayed over 90 days, but these inmates occupied 47.9% of the beds

Figure A.2 presents the length of stay breakdowns for the two year period.

Figure A.2: Length of Stay Categories, All Inmates Admitted 2006 - 2007

Total of 2006 and 2007 Admissions	% Admissions	% Detention Days	Cumulative % Admits	Cumulative % Det Days
1 Day	36.7%	2.5%	36.7%	2.5%
2 Days	25.3%	3.4%	62.0%	5.9%
3 Days	6.2%	1.3%	68.2%	7.2%
4 to 5 Days	6.3%	1.9%	74.5%	9.1%
6 to 10 Days	4.7%	2.5%	79.2%	11.5%
11 to 30 Days	8.5%	11.3%	87.8%	22.8%
31 to 60 Days	5.0%	15.0%	92.8%	37.8%
61 to 90 Days	2.9%	14.3%	95.7%	52.1%
91 to 180 Days	3.1%	26.4%	98.7%	78.5%
181 to 270 Days	1.0%	13.9%	99.7%	92.4%
271 to 365 Days	0.2%	4.3%	99.9%	96.7%
366 to 547 Days	0.1%	1.9%	100.0%	98.6%
Over 548 Days	0.0%	1.4%	100.0%	100.0%

The inmate length of stay characteristics underscore the diverse functions of the jail, where the majority of inmates are booked and released in a matter of a few days, while the daily population of the jail is comprised of inmates who measure their time in jail in months.

Figure A.3 presents a graph comparing admissions and detention days for the two year period, underscoring the importance of looking at both dimensions in order to ensure an accurate picture of jail dynamics. Figure A.4 compares admissions and detention days as cumulative percentages of the total.

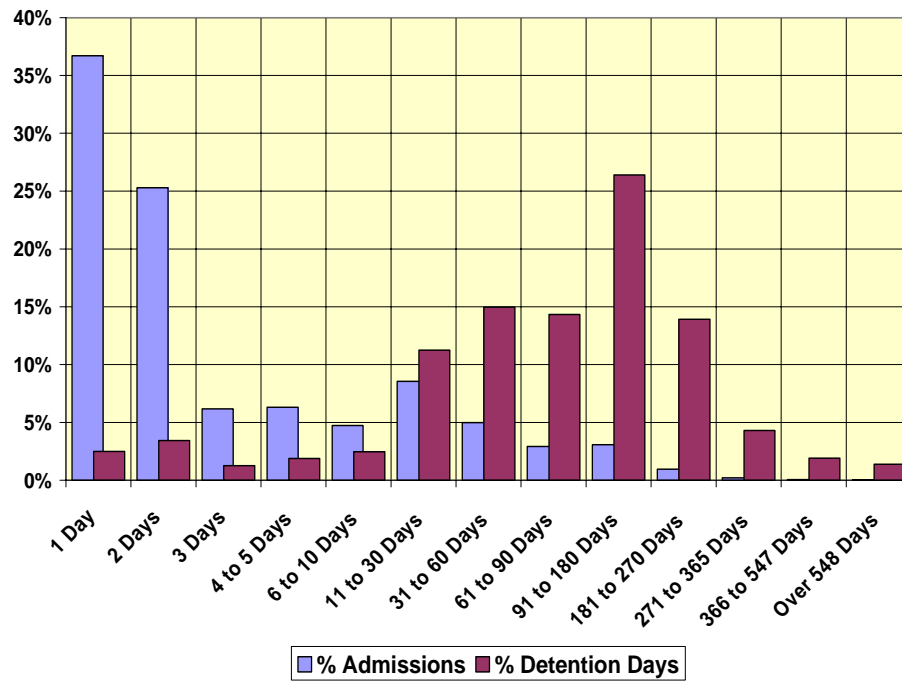
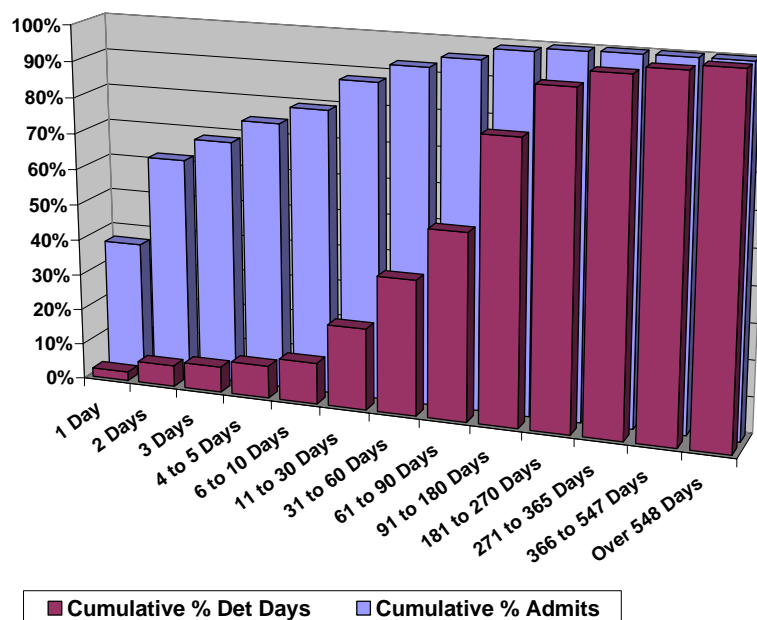
Figure A.3: Length of Stay Characteristics, 2006 - 2007

Figure A.3 highlights the proportion of beds (detention days) used by inmates who spend between 91 and 180 days in jail (over 25% of all days). Inmates who spend between 30 and 180 days used 55.4% of all beds; inmates spending from 30 days to 365 days account for 70.4% of all beds used during the two years.

Figure A.4: Cumulative Admissions and Detention Days, 2006 - 2007

Length of stay characteristics have an impact on potential regional partnerships, suggesting the volume of inmate transportation that might be required. The two-year length of stay findings may be presented another way, focusing on the composition of the jail population on an average day. Figure A.5 offers this perspective.

Figure A.5: Inmate Length of Stay Characteristics, “Average Day”

Percent of inmates on an average day who will be spending more than:	Percent of Inmates
1 Day	97.5%
2 Days	94.1%
3 Days	92.8%
5 Days	90.9%
10 Days	88.5%
30 Days	77.2%
60 Days	62.2%
90 Days	47.9%
180 Days	21.5%
270 Days	7.6%
365 Days	3.3%
547 Days	1.4%

In terms of actual numbers of inmates, the experience from the year 2007 is very informative. For example, if Allegan County were to close its jail and collaborate with one or more counties, it would be advisable to have some sort of short-term detention capability in Allegan County in order to decrease the volume of transports. Figure A.6 describes the impact of providing short-term detention in Allegan County.

Figure A.6: Number of Inmates Requiring Transport for Various Short-Term Detention Scenarios

Length of Local Detention	Number of Initial Admissions (Inmates) Who Would Have Required Transport in 2007
0 Days (no detention)	4,425 (all admits)
1 Day or Less	2,908
2 Days or Less	1,777
3 Days or Less	1,479
5 Days or Less	1,185
10 Days or Less	965

Note that for each initial transport described in Figure A.6, a return for release would be required, and in many cases additional transports to court proceedings would be needed.

Figure A.7 compares length of stay characteristics for inmates admitted in each of the two years. Although the number of admissions in 2007 *fell* markedly (from 4,933 to 4,425, a 10% drop), the overall average length of stay *increased* during the same period from 14.4 to 15.0 days (4.2%).

Figure A.7: Comparison of Length of Stay Characteristics, 2006 and 2007

Length of Stay	2006 Percent Admits	2007 Percent Admits	Change 2006 - 2007	2006 Percent Det. Days	2007 Percent Det. Days	Change 2006 - 2007
1 Day	38.9%	34.3%	▼	2.7%	2.3%	▼
2 Days	25.1%	25.6%	▲	3.5%	3.4%	▼
3 Days	5.7%	6.7%	▲	1.2%	1.3%	▲
4 to 5 Days	6.0%	6.6%	▲	1.8%	2.0%	▲
6 to 10 Days	4.5%	5.0%	▲	2.4%	2.5%	▲
11 to 30 Days	8.0%	9.2%	▲	10.5%	12.0%	▲
31 to 60 Days	4.5%	5.5%	▲	13.6%	16.5%	▲
61 to 90 Days	3.1%	2.7%	▼	15.3%	13.3%	▼
91 to 180 Days	3.1%	3.1%	–	27.2%	25.6%	▼
181 to 270 Days	0.9%	1.0%	▲	12.9%	15.0%	▲
271 to 365 Days	0.2%	0.2%	–	5.0%	3.6%	▼
366 to 547 Days	0.0%	0.1%	▲	1.3%	2.6%	▲
Over 548 Days	0.1%	0.0%	▼	2.7%	0.0%	▼
Average Length of Stay	14.4	15.0		14.4	15.0	

Gender

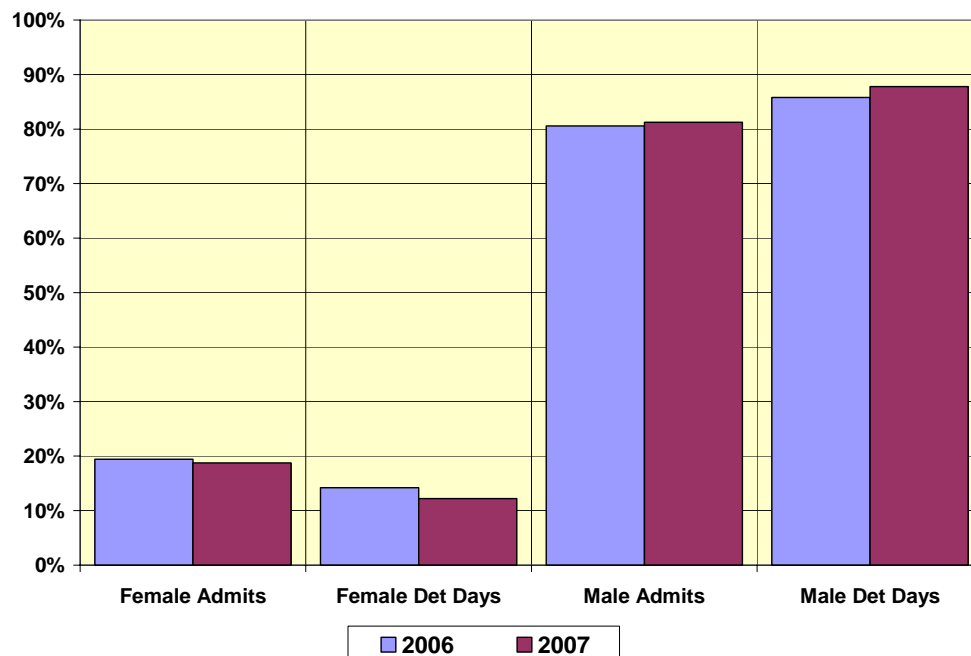
Male inmates accounted for an average of 86.8% of detention days and 80.9% of the admissions during the two years, as shown in Figure A.8.

Figure A.8: Gender, 2006 and 2007

	2006	2006	2007	2007	Total	Total
Female Admissions	958	19.4%	829	18.7%	1,787	19.1%
Male Admissions	3,975	80.6%	3,596	81.3%	7,571	80.9%
Female Det. Days	10,130	14.2%	8,114	12.2%	18,244	13.2%
Male Det. Days	61,071	85.8%	58,417	87.8%	119,488	86.8%

Figure A.9 compares the gender dynamics for the two years. Female admissions and detention days decreased in 2007. It is not unusual for female populations to fluctuate significantly from year to year.

Figure A.9: Admissions and Detention Days by Gender, 2006, 2007

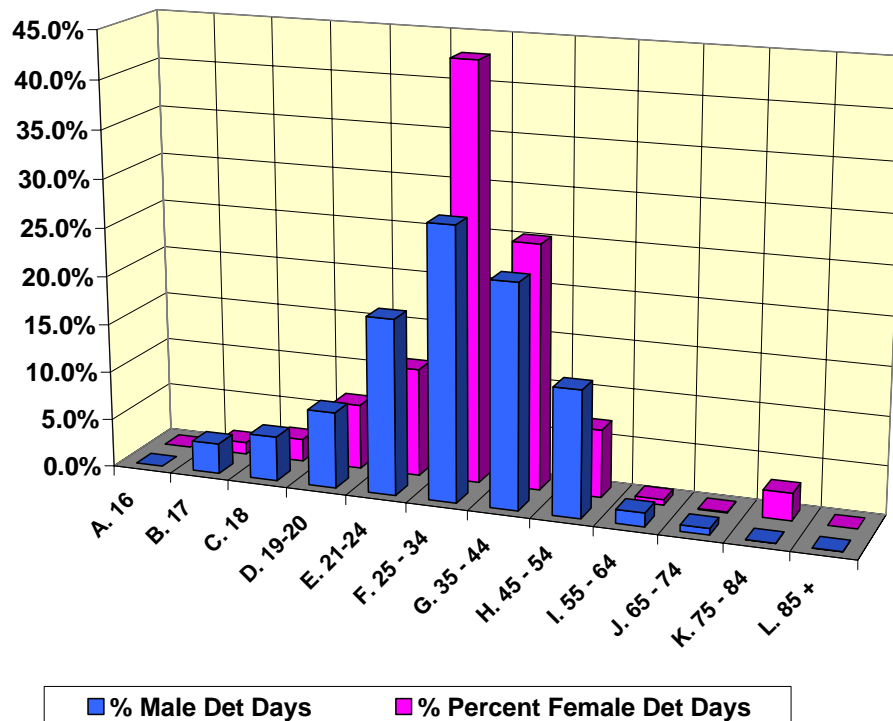


Age

Age of inmates at admission was the final data element available for analysis. Figure A.10 compares the age of inmates by gender, using detention days as the measure. Figure A.11 displays the information in a graph.

Figure A.10: Age of Inmates by Gender, 2006 and 2007

Age At Admission	Percent Female Detention Days	Percent Male Detention Days
16 Years	0.0%	0.0%
17 Years	1.2%	3.1%
18 Years	2.3%	4.6%
19-20 Years	6.7%	7.9%
21-24 Years	11.1%	18.1%
25 - 34 Years	42.9%	28.1%
35 - 44 Years	25.2%	23.0%
45 - 54 Years	7.0%	13.0%
55 - 64 Years	0.6%	1.4%
65 - 74 Years	0.1%	0.7%
75 - 84 Years	2.8%	0.0%

Figure A.11: Age of Inmates by Gender, 2006 and 2007

It is interesting to note that inmates age 25 or older accounted for 78.6% of all male detention days, and 66.3% of all female detention days. Jail populations nationally are aging, and Allegan County is not an exception to this trend.

Figure A.12: Age of Inmates and Average Length of Stay, 2006 and 2007

Age At Admission	2006 % DD	2007 % DD	2006 ALOS	2007 ALOS
16 Years	0.0%	0.0%	1.7 ¹	
17 Years	3.7%	2.0%	16.0	8.5
18 Years	4.4%	4.2%	15.0	16.6
19-20 Years	8.4%	7.0%	14.1	13.2
21-24 Years	16.5%	18.0%	13.7	14.9
25 - 34 Years	30.7%	29.4%	14.8	15.6
35 - 44 Years	21.4%	25.4%	13.7	16.9
45 - 54 Years	12.3%	12.2%	16.0	14.3
55 - 64 Years	1.8%	0.8%	12.7	4.9
65 - 74 Years	0.8%	0.4%	17.1	12.1
75 - 84 Years	0.0%	0.8%	1.8	130.8
85 Years and Older	0.0%	0.0%	25.0 ²	
Total for All			14.4	15.0

1. Three 16-year-old inmate spent a total of 5 days, which is 0.007% of detention days.

2. One 85+ year-old inmate spent 25 days, which is 0.003% of detention days.

D. PROJECTIONS

Projecting future Allegan County inmate populations proved challenging. When the consultants used traditional linear regression methods with annual jail data the result was a virtually flat rate of growth. Discussions with county officials suggest that key stakeholders in the local criminal justice system have skewed their practices in recent years in an effort to avoid housing inmates at other counties.

Fortunately, a comprehensive planning study was completed by VRJS in 2004. This study generated a range of projections. The “high” VRJS projections excluded occupancy data for the year 2003, when new alternatives to confinement were first introduced. The “low” VRJS projections included the year 2003 figures.

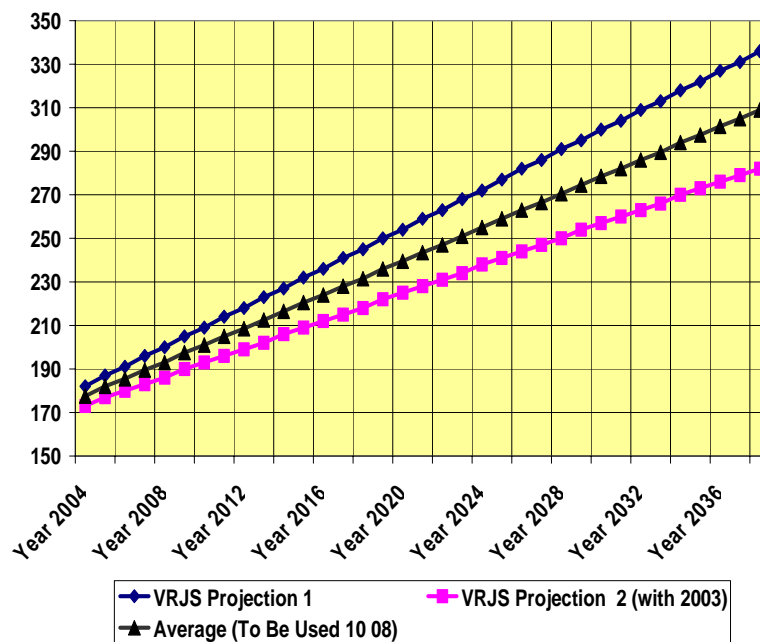
As Undersheriff Hull noted, 2003 signaled a paradigm shift for the local criminal justice system in which new alternatives to jail were introduced.

After extensive consultation with the team’s statistician, the consultants concluded that the most realistic projections to use at this time would be generated by *averaging* the two VRJS forecasts. Figure A.13 presents the product of those calculations.

Figure A.13: New Projections

	New Projections 10 20 08
Year 2008	193
Year 2013	213
Year 2018	232
Year 2023	251
Year 2028	271
Year 2033	290
Year 2038	309

Figure A.14 depicts the average projections (center line), compared to the two VRJS forecasts.

Figure A.14: VRJS High, Low and Average Projections

Many forces shape the number and types of inmates who comprise the jail population, and their length of stay. Figure A.15 identifies *some* of the changes that could have an impact on future jail needs.

Figure A.15: Forces That Could Increase or Decrease Future Jail Needs

	Increase Demand for Jail Beds	Could Go Either Way	Decrease Demand for Jail Beds	
↑	<ul style="list-style-type: none"> • Sentencing Practices • Increase in Drug Use • Increased Violations (Probation, Conditions of Release) • Mandatory Sentences • Pent-Up Demand Released with New Jail • Increased Law Enforcement Effort • Moving More State Prisoners to Jails • Downturn in Economy 	Changes In Officials	<ul style="list-style-type: none"> • Expanded Use of Alternatives to Confinement • Filling Treatment Gaps in the Community • Slower Rate of General Population Growth • Decrease in Law Enforcement Effort 	↓

Some of the preceding forces may be shaped by policymakers (e.g. policies, laws, sentencing) while others are outside of their control (e.g. economy, population growth).

E. INCARCERATION RATES

Allegan County has a very low incarceration, compared to other Michigan counties. In 2007 the incarceration rate was 1.53 per 1,000, as shown in Figure A.16.

Figure A.16: Selected Michigan County Incarceration Rates (Jails with 100 Beds or More) All ranks are from Low to High

County Name	Jail Capac.	Rank Jail Size	2007 County Population	2004 Beds per 1000	2007 Beds Per 1000	2004 Rank Incar Rate	2007 Rank Incar Rate
Allegan	173	58	112,761	1.54	1.53	19	17
Bay	220	64	107,517	2.01	2.05	29	26
Berrien	341	70	159,589	2.09	2.14	34	33
Branch	139	53	46,194	2.99	3.01	66	63
Calhoun	630	78	136,615	4.53	4.61	82	82
Cass	116	48	50,551	2.24	2.29	39	37
Chippewa	117	49	38,922	3.02	3.01	67	62
Clare	172	57	30,697	5.40	5.60	83	83
Clinton	216	63	69,755	3.14	3.10	70	67
Eaton	224	65	107,390	2.09	2.09	35	29
Emmet	105	46	33,393	2.07	3.14	33	68
Genesee	580	77	434,715	1.31	1.33	9	9
Grand	194	59	85,479	1.87	2.27	26	35
Ingham	665	79	279,295	2.37	2.38	48	43
Ionia	132	52	64,053	2.05	2.06	31	27
Isabella	196	60	66,693	3.04	2.94	68	61
Jackson	442	74	163,006	2.61	2.71	55	55
Kalamazoo	327	68	245,333	1.36	1.33	11	8
Kent	1,478	81	604,330	2.18	2.45	37	46
Lapeer	123	51	92,012	1.33	1.34	10	10
Lenawee	287	67	101,243	2.82	2.83	62	60
Livingston	254	66	183,194	1.43	1.39	15	11
Macomb	1,438	80	831,077	1.75	1.73	24	23
Mason	110	47	28,750	3.78	3.83	77	77
Mecosta	97	44	42,090	2.29	2.30	45	39
Michigan	15,181	--	8,188,132	1.85	1.85	--	--
Monroe	343	71	153,608	2.25	2.23	40	34
Montcalm	205	61	62,950	2.84	3.26	64	70
Muskegon	370	72	174,386	2.12	2.12	36	32
Newaygo	212	62	49,171	4.25	4.31	81	81
Oakland	1,878	82	1,206,089	1.49	1.56	17	18
Ottawa	462	75	259,206	1.83	1.78	25	24
Saginaw	513	76	202,268	2.45	2.54	49	48
Sanilac	119	50	43,640	2.65	2.73	57	57
Shiawassee	165	55	71,753	2.26	2.30	41	38
St. Clair	423	73	170,119	1.00	2.49	4	47
St. Joseph	165	56	62,449	2.62	2.64	56	52
Van Buren	158	54	77,931	2.01	2.03	30	25
Washtenaw	332	69	350,003	0.98	0.95	3	3
Wayne	2,951	83	1,985,101	1.43	1.49	16	15

F. TYPES OF BEDS NEEDED

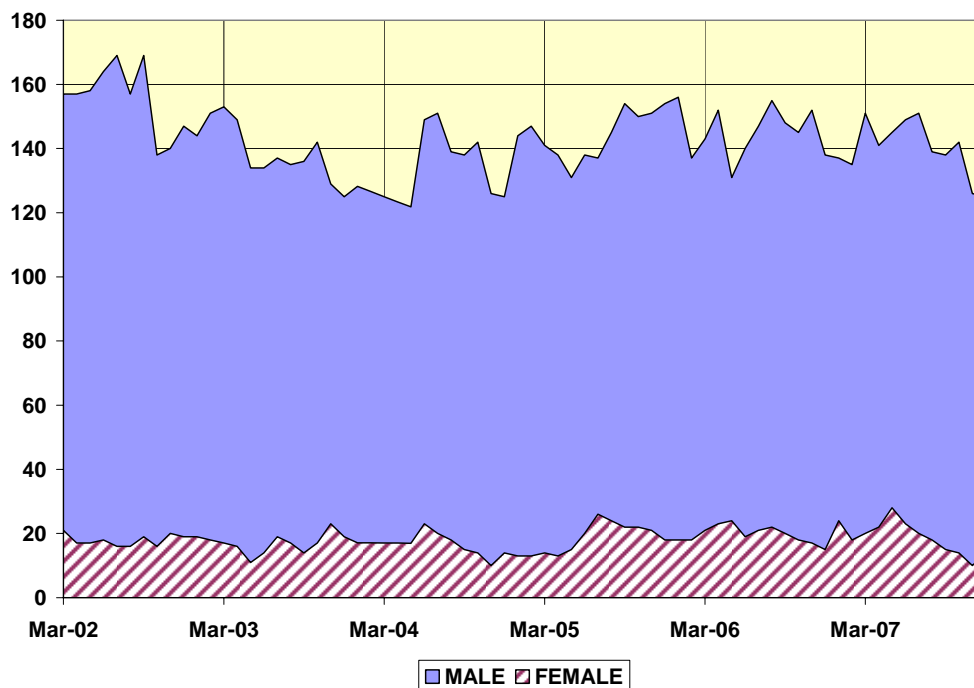
It is important to identify the types of inmates who comprise the daily jail population, as prelude to bedspace planning efforts. Figure A.17 identifies gender and status (sentenced, unsentenced) for recent inmate populations.

Figure A.17: Breakdown of Average Daily Population 2002 - 2007

Breakdown of Average Daily Population (monthly data)	Total	MDOC	Allegan	Sentenced	Unsentenced	Sent. FEMALE	Sent. MALE	Unsent. FEMALE	Unsent. MALE	TOTAL FEMALE	TOTAL MALE
Average 2002 - 2007	161.6	8.3	153.5	77.8	97.1	9.8	66.5	8.3	77.2	16.6	131.4
Average 2007	158.7	8.3	150.3	76.9	81.8	10.3	66.7	8.6	73.3	18.8	139.9
Average Percent 2002 - 2007	--	5.1%	95.0%	48.1%	60.1%	6.1%	41.2%	5.1%	47.8%	10.3%	81.3%
Average Percent 2007	--	5.3%	94.7%	48.5%	51.6%	6.5%	42.0%	5.4%	46.2%	11.9%	88.2%

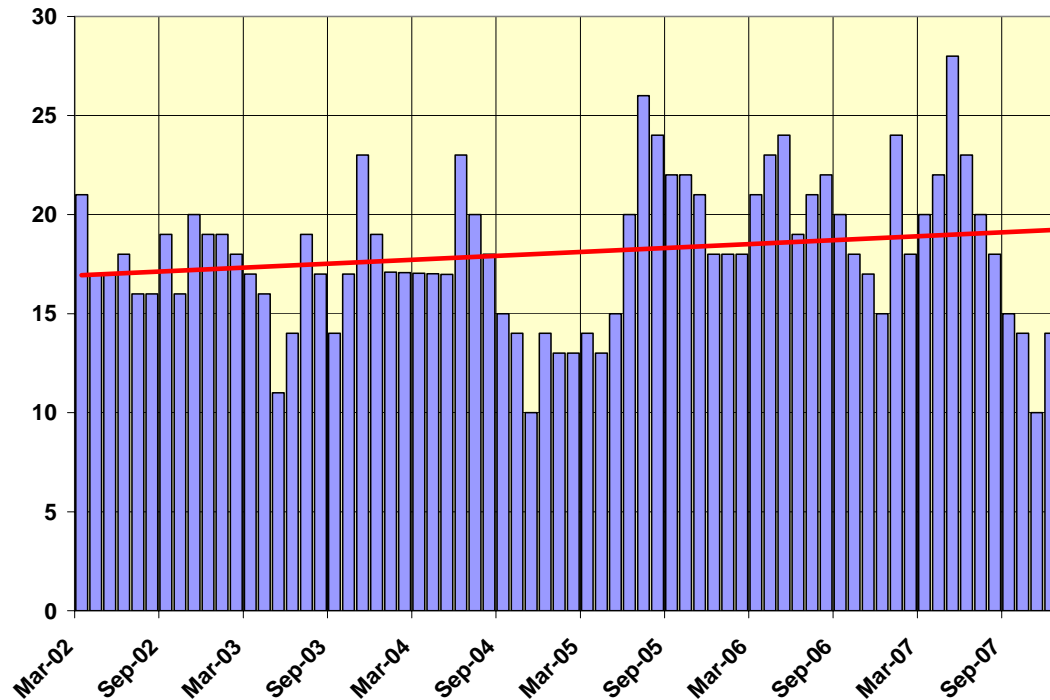
The relatively small female inmate population tended to fluctuate a great deal in recent years, and shown in Figure A.18.

Figure A.18: Male and Female ADP 2002 - 2007



Projecting the female population separately yields an increase of 3.94 APD over 10 years (.394 per year) or an increase of 20.4% over the 10 year period (2.04% per year), as shown in Figure A.19.

Figure A.19: Female ADP with Trend Line



The level of security associated with the inmate population is also an important planning consideration. Both Maximus and VRJS divided projected needs according security classification. Figure A.20 reveals significant differences between the two approaches.

Figure A.20: Level of Security, Maximum and VRJA Studies

Level of Security	Maximus (2001)	VRJS (2004)	Maximus %	VRJS %
High/Max	19	48	8.8%	20.0%
Medium	76	128	35.2%	53.3%
Minimum/General	93	64	43.1%	26.7%
Medical/MH	28		13.0%	0.0%
TOTAL	216	240		

Maximus predicted the need for more minimum security beds (43.1% of total) while VRJS found the need for medium security beds to be the highest (53.3%).

G. PEAKING AND CLASSIFICATION

Average daily population forecasts (ADP) address the number of inmates who are expected to be confined. But the mechanics of jail operations, and the fluctuation of daily populations, require analysis in order to determine how many *beds* will be needed to accommodate the ADP. The information provided by the county did not include descriptions of peaking and classification factors used by the previous consultants. The consultants conducted an independent peaking analysis using the 2007 daily jail occupancy data.

A “peaking factor” uses recent daily jail occupancy data to predict the peaks that will exceed the average daily population. Figure A.21 describes the breakdown of the inmate population on the 12 highest days in 2007. To create a peaking factor, the twelve highest days are averaged and then subtracted from the average daily population for the year. The difference is calculated as a percentage, which is the peaking factor.

Figure A.21: Calculation of Peaking Factor, 2007 Daily Data

	12 highest day counts 2007 Male	12 highest day counts 2007 Female
Highest day	163	32
Second highest day	160	30
Third	159	30
Fourth	159	30
5 th	159	29
6 th	157	29
7 th	157	29
8 th	157	29
9 th	157	29
10 th	156	29
11 th	156	28
12 th	156	28
Aver High	158	29
Average Daily Pop.	138	18
Difference	20	11
Percent of Difference (Average High vs Average Daily)	14.50%	61.10%

Clearly, the peaking factors for male and females are different. This is to be expected with such a small female population, where the addition of ten inmates might represent a 30% increase. But the disparate female peaking characteristics should not be discarded. A “weighted average” was calculated, combining the male and female peaking and considering their relative proportions of the total population. Using this methodology An overall peaking factor of 20.1% was generated.

A “classification factor” reflects the operational realities of classifying and separating inmates in the jail setting. Generally, the classification factor is higher for small jails, and lower for larger facilities. A 15% factor is recommended for Allegan County.

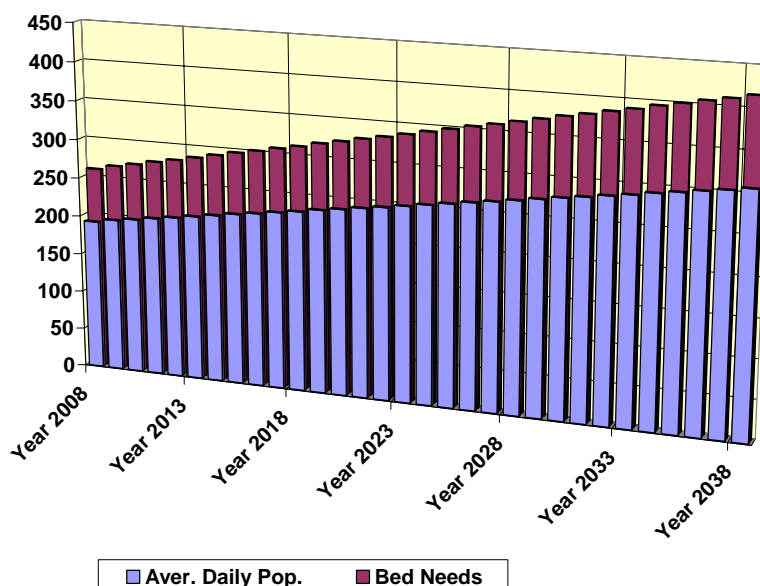
To convert ADP into bedspace needs the peaking and classification factors are applied to the ADP for each year, as shown in Figure A.22.

Figure A.22: Bedspace Needs Using Peaking and Classification Factors

	Projected Average Daily Population	Add Peaking and Classification Factors	Projected Bed Needs
Year 2010	201	69	270
Year 2015	221	76	297
Year 2020	240	83	322
Year 2025	259	89	348
Year 2030	279	96	375
Year 2035	298	103	400
Year 2038	309	107	416

Figure A.23 shows the projected average daily inmate population compared to the projected bed needs.

Figure A.23: Projected ADP and Bed Needs



H. CONSTRUCTION PLANS AND INFORMATION

Previous planning studies have identified the need for a 240 bed jail with the following characteristics:

- 114,701 gross square feet (gsf) of building
- 77,990 net square feet (nsf)
- Average of 478 square feet (gsf) per bed

Construction and staffing costs have been estimated by previous consultants for a downtown site and a new larger site. These are compared in Figure A.24.

Figure A.24: Construction and Staffing Cost Estimates

	Construction Costs	Staffing Costs	Capacity	Staffing Costs per Bed per Day
Current site	\$30,054,685	\$2,814,565	240 beds	\$32.13
New site	\$26,134,509	\$2,868,043	240 beds	\$32.74
Existing Jail	--	\$2,050,043	173 beds 2004	\$34.46

Using the 2008 budget and an estimated jail occupancy of 59,495 detention days (163 ADP), the operating costs other than staffing costs appear to be \$8.49 per detention day.²

Timing for bringing a new jail on line is difficult to predict. The best case scenario could have a new jail on line in three years, but it seems possible that it could take longer due to the need for a referendum vote, and the speed with which planning and design activities are progressing.

County officials recently received proposals from jail planners and will be seeking design services. The current plan is to design an 800 bed facility and to build 400 beds in the first stage. Using figures the consultants developed for this study, a new 400-bed facility could be expected to cost \$49,560,000 based on the following assumptions:

- 400 beds
- 165,200 gsf building (413 sf/bed)
- \$300/sf construction and project cost

The county has requested additional assistance from the consultants with regard to revisiting the suggested size of the proposed new facility. This assistance will be provided in January 2008.

² Jail budget of \$516,900 (non- employee costs) divided by detention days.

I. Life Cycle Cost Analysis

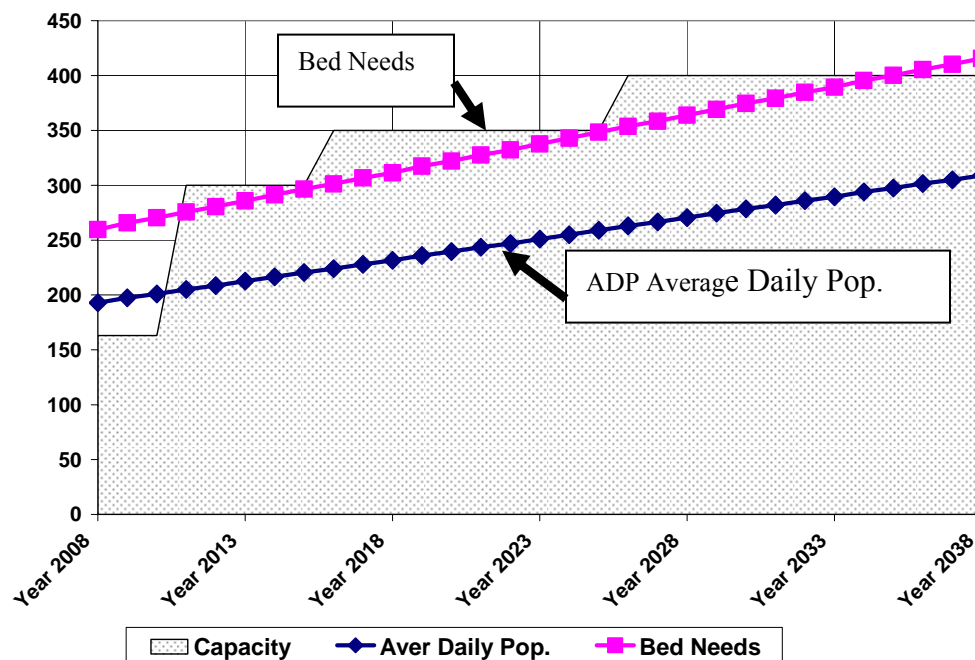
Introduction

The life cycle cost methodology and assumptions that have guided the following analysis are described in Appendix E. This report presents findings with a minimum of narrative. Kent County officials have reviewed these figures and met with the consultants to discuss them before they were shared with the other counties.

Bedspace Supply and Demand

Figure A.25 depicts the projected annual detention days needed, compared to the capacity and functional beds available for a new 400-bed jail.

Figure A.25: Projected ADP, Bed Needs and Bedspace Supply (400 Bed Jail)



Scenarios Considered

After discussions with Allegan County officials, the consultants developed 30-year cost projections for four distinct scenarios:

1. Lockup and Regional. Reduce operation of the current jail to a short-term lockup (72 hours or less) and transport longer-term inmates to a regional jail (68.2% of all inmates admitted to the Allegan County Jail are released within 72 hours)
2. Lockup, Minimum Security and Regional. Operate the lockup described in one, plus minimum security beds sufficient to meet 20% of all detention days.

3. Co-Locate with A Regional Jail. Build and operate 400 Allegan County beds in a complex that includes 800 regional beds operated by a regional authority.
4. 400 Beds Jail Phased Opening. Build a 400 bed jail for Allegan County but phase the opening of beds, beginning with 300 beds, adding 50 beds after five years and the final 50 beds ten years later.

Life Cycle Cost Analysis Findings

Figure A.26 describes the annual, 30-year total, and average projected costs for each of the four scenarios. Figure A.27 displays the annual costs in a graph.

Figure A.26: Annual Life Cycle Costs, 30-Year Totals, Average Annual

Total Annual Costs	Year 1	Year 10	Year 20	Year 30	30-Year Total	Average/Yr
1. Lockup * Regional	\$5,687,624	\$10,799,917	\$16,583,695	\$24,919,489	\$428,961,224	\$14,298,707
2. Lockup+ Minimum + Regional	\$6,049,140	\$9,559,397	\$14,547,240	\$21,728,813	\$379,279,016	\$12,642,634
3. Co-locate w/Regional	\$6,049,140	\$10,709,588	\$16,488,518	\$24,793,256	\$426,422,887	\$14,214,096
4. 400 Beds Phased	\$6,058,546	\$17,693,574	\$24,251,672	\$30,852,851	\$612,640,094	\$20,421,336

Figure A.27: Annual Costs for Five Scenarios

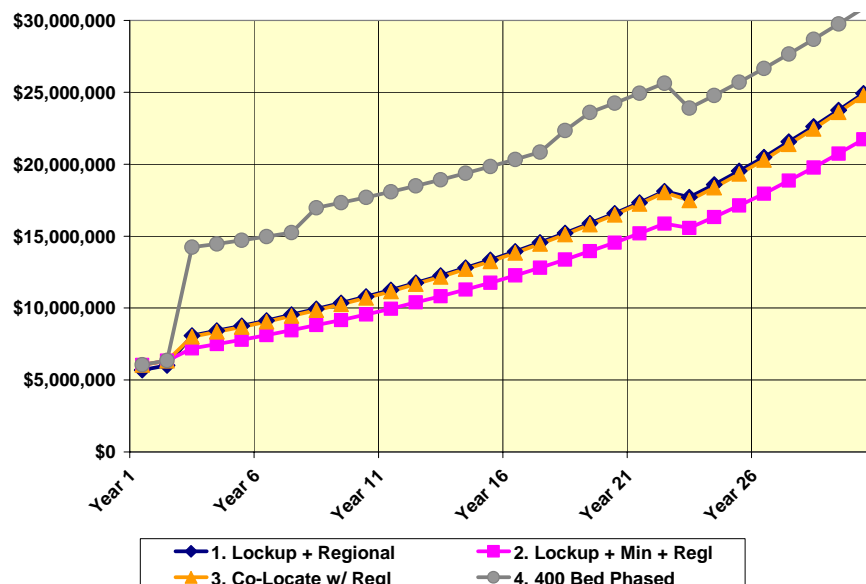


Figure A.28 displays the total 30-year costs for each option.

Figure A.28: Total 30-Year Costs

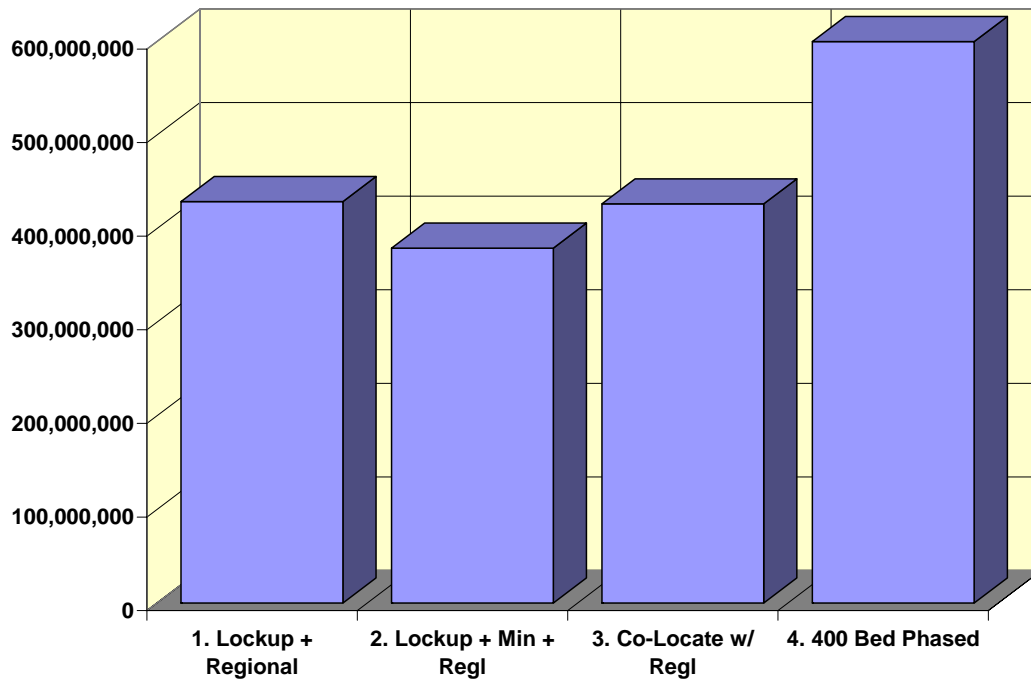


Figure A.29 summarizes the rank of each option using 30-year totals, average annual, and average daily costs. The rank order does not vary for any of the measures.

Figure A.29: Rank Order of Options (Low to High)

	Rank for Total 30-Year Costs	Percent Total Over Lowest Cost Option (2)
1. Lockup + Regional	3	13.1%
2. Lockup+ Minimum + Regional	1	0
3. Co-locate with Regional	2	12.4%
4. 400 Beds Phased	4	61.5%

The life cycle cost findings present a clear and consistent fiscal view of the four options. A new, freestanding 400 bed facility is the most expensive option, costing 61.5% more than the lowest cost option (Option 2).

Feasibility

Options 1 and 2 require a regional partner that houses the majority of the county's inmates in a large facility that provides lower costs than a single-county jail.

Option 3 requires a different kind of partnership, in which Allegan provides the site on which a regional facility is co-located, sharing core spaces and services in order to lower costs for both parties.

Near Term Feasibility

Unfortunately, neither Kalamazoo nor Kent counties have a near-term need that would be best served through a regional partnership. Kalamazoo County is planning to renovate and expand its jail, with 625 beds in the first phase and nearly 1,000 beds as the planned build out. This will be as large as any regional facility and will enjoy similar economies of scale. But the current jail site does not have enough space to accommodate both Kalamazoo's long term needs and the needs of Allegan County. The Kent County jail site might be large enough to accommodate Allegan County's needs for ten or fifteen years, but Kent County will be needing all of the additional capacity of the site for its own inmates in the next 30 years.

Unless Allegan County can find one or more other partners in the region with which to partner, Options 1, 2 and 3 are not within reach.

Long Term Feasibility

The site restrictions that Kent and Kalamazoo Counties will likely face in the long term may create opportunities to develop a regional jail on the Allegan County Jail site. Although the economies that this type of partnership would bring to Allegan County would not be realized for many years, they would nonetheless reduce the county's jail costs when the regional partnership is eventually implemented.

Course of Action

Allegan County should once again communicate with other counties in the region to ensure that there are no current jail needs that might form the foundation for a regional facility.

If no potential partners are found, Allegan County should develop the new jail site and plan the new facility in a manner that would allow a major regional facility to be constructed on the site in the future. Planning and design efforts should provide for the efficient expansion of core spaces and services, such as the kitchen, if a future partnership is developed on the site.

Life Cycle Cost Assumptions

These figures have been prepared following the instructions of the steering committee:

- Wage rates are based on current Allegan County salary and benefits
- Medical costs and other costs are also based on current experience
- Inflation rates of 4.09% for employee costs and 3.0% for all other costs were applied
- Construction costs were calculated at \$300/sf for total project costs
- A 20-year serial bond in the amount of \$42.2 million was used to calculate capital costs (4.8% interest)
- Regional jail costs based on a 1,200 facility
- Regional jail costs were applied for detention days used only

APPENDIX B:

Kalamazoo County

APPENDIX B:

Kalamazoo County

Executive Summary

Kalamazoo County officials have wrestled with jail problems for more than a decade. Several consultant studies have identified needs, options and costs, but taxpayers have turned down two millage requests in recent years. The county has taken a creative and proactive approach to pending cuts in state revenue sharing, decreasing annual costs each year and putting the savings into a criminal justice capital fund. The fund could contain as much as \$17 million by the time a new jail would be constructed. Officials hope that this strategy will make the difference when voters are once again asked to approve a millage proposal.

The Kalamazoo County Jail has been chronically overcrowded for several years. Officials authorized boarding excess inmates in other counties several months ago and the total jail population (held in the local jail plus those boarded out) has soared to more 400 inmates in recent months, 22% more than the current jail's capacity of 327.

The local criminal justice system has cut jail use for both pretrial and sentenced inmates in an effort to keep the jail population close to the jail capacity. Such efforts are confirmed by the consultants' analysis of inmate data that found only 5.1% of jail beds in 2006 and 2007 housed low or minimum security inmates, compared to 33.1% in Kent County. Kalamazoo County's incarceration rate of 1.33 per 1,000 is 8th lowest of Michigan's 83 counties. If the national average incarceration rate of 2.59 per 1,000 were in place, Kalamazoo would currently be responsible for 624 inmates.

Sheriff Anderson makes a compelling argument that the lack of jail space has created serious scofflaw problems in the community. Because of jail crowding, the courts are hesitant to use scarce jail beds for offenders who chronically violate their community sentences for lower level offenses, such as non-support and driving after suspension. Working with local and state officials, the county opened tents in the jail recreation yard during the summer months as a temporary resource for the courts.

Projecting future jail populations proved difficult in Kalamazoo County. Recent efforts to reduce the use of jail beds have been successful, temporarily leveling jail population growth. The consultants initially projected a low rate of growth. These figures were revisited when the inmate population surged in 2008 as inmates were boarded in other county jails. The revised projections predict major jail growth, with jail populations exceeding 1,000 inmates by the year 2034. Although the new projections were based on recent jail experiences, they are remarkably close to long-term projections described by consultants in two earlier jail planning studies.

Current plans call for the current jail to undergo a complete renovation and for additional beds and support spaces to be added, bringing the total capacity on the current site to 625 beds, with a long-term build out of 950 beds. Earlier plans for a new jail on a new site, as

part of a larger justice complex, were abandoned after voters rejected funding. Earlier planning studies commissioned by the county estimated construction costs for the 625 bed jail at \$54.5 million, for a 243,277 square foot complex. According to new estimates developed by the regional jail consultants, the planned facility could cost nearly \$73 million (using a construction cost estimate of \$300 per square foot). But if the newest jail population projections are correct, the county would need approximately 1,200 beds within 30 years; a facility that size would cost approximately \$108 million if it is built in one phase.

The life cycle cost process evolved through a series of drafts and discussions with county officials. A broad range of solutions was initially considered using the first bedspace projections (later revised.) The initial scenarios were:

1. No Change. Continue to operate 327 bed jail and board excess prisoners out in other counties as space is available.
2. Lockup and Regional Jail. Reduce operation of the current jail to a short-term lockup (72 hours or less) and transport longer-term inmates to a regional jail (64.7% of all inmates admitted to the Kalamazoo County Jail are released within 72 hours)
3. Lockup, Minimum Security and Regional. Operate the lockup described in one, plus minimum security beds sufficient to meet 20% of all detention days.
4. Co-Locate with A Regional Jail. Build and operate 625 Kalamazoo County beds in a complex that includes 575 regional beds operated by a regional authority.
5. 625 Bed Renovation/Expansion Not Phased. Build and operate a 625 bed jail from its completion.
6. 625 Beds With Phased Opening. Build a 625 bed jail for Kalamazoo County but phase the opening of beds, beginning with 450 beds and adding 50 beds every five years thereafter (75th year).

Based on the initial findings, several scenarios were excluded from further consideration: (1) No Change, (4) Co-Locate and (5) Non-phased Expansion.

The remaining three options were revisited using revised bedspace projections. The 30-year costs for each option were determined:

1. Lockup and Regional Jail-- \$1,271,653,491
2. Lockup and Minimum Security, Regional Jail-- \$1,211,293,108
3. 1,200 Bed Facility on Current Site with Phased Opening-- \$1,254,113,760

Option 2 offers substantial savings, if a large regional jail were to be developed in the region. Unfortunately, the scope of the county's long-term needs might make it difficult to develop this option.

A. INTRODUCTION

There are no shortage of planning studies to review in Kalamazoo County. Many consultants have offered their expertise and guidance, including:

- 1996. American University management audit
- Institute for Law and Policy (2000)
- April 2002. Tower Pinkster Titus, CGA, HOK (build 625 beds to house ADP of 563). 243,277 gsf. \$54,468,871
- March 2005. Schenkel Schultz. Second opinion, alternative design and staffing. 221,670 gsf. \$42,867,820 for a smaller scope project. County administrator suggested that the two costs are “roughly equivalent from a cost standpoint.” 204.5 employees for direct supervision (Sheriff says 207.5). 182.5 staff for indirect supervision (three control towers each “supervising” 208 inmates). After research administrator suggested indirect would be closer to 193.5, and that the different did not justify going to indirect model

The jail has been chronically overcrowded. Officials recently decided to authorize boarding excess inmates in other counties and this has relieved some of the stress that has plagued the jail operators in recent years.

The current facility opened in 1973 with a capacity of 268. In 1982 the capacity was increased to 286 beds following renovation of the work release area. In 1984 medical cells were converted to general population cells, bringing the capacity to 303. In 1993 more extensive renovations increased the capacity to 327, the current level.

There appears to be agreement that the current jail is seriously substandard and must be replaced, or at least completely renovated.

Annual fluctuations by month are described in Figure B.3. 2007 generated the largest difference between the average monthly ADP and the highest month, with the highest month 11.1% over the annual average, and a 19.9% difference between the lowest and highest months.

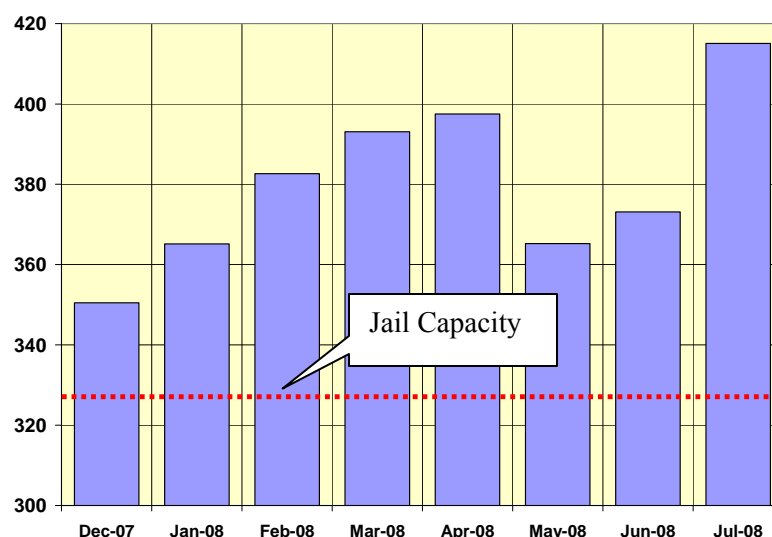
Figure B.3: Low, Average and High Monthly ADP, 2001 – 2007

Month	2001	2002	2003	2004	2005	2006	2007
Average For Year	339.9	341.0	339.4	358.9	361.8	339.5	365.5
Lowest Month	326.0	327.7	320.4	348.5	329.8	322.5	333.3
Highest Month	364.0	354.1	359.3	370.8	383.3	370.0	406.0
Percent High Over Aver.	7.1%	3.8%	5.9%	3.3%	5.9%	9.0%	11.1%
Percent High Minus Low Over Average	11.2%	7.7%	11.5%	6.2%	14.8%	14.0%	19.9%

Kalamazoo County officials have worked together to manage the jail population in an effort to reduce crowding. The result of their efforts, a temporary leveling of the rate of jail population growth, demonstrates the elasticity of the demand for jail beds. Figure B.3 shows that the ADP for the years 2001 through 2006 remained fairly stable, averaging 346.8 for the six years. While a tribute to the cooperative efforts of criminal justice officials, these practices could not be sustained indefinitely.

In 2007 the county authorized the transfer of inmates to other jails and the jail population increased markedly in the subsequent months. Figure B.4 displays the average monthly inmate population for the first months of 2008. The red line on the graph indicates the 327 bed capacity of the current jail. In July 2008 the total inmate population exceeded the jail capacity by 27 percent.

Figure B.4: 2008 Average Daily Populations by Month



The jail population has been influenced by a variety of community-based correctional programs that have been developed, largely with state funding, since 1990. The county's

Community Corrections Advisory Board oversees the development and operation of various alternatives, including:

- Community Service Work Program CSWP
- Day Reporting
- Drug Testing
- Drunk Driver Cognitive Change Program
- Electronic Monitoring Program
- Jail Screening
- Life Skill Training Classes
- Mental Health Assessments
- Pretrial Supervision Program
- Probation Residential Services
- Substance Abuse Assessments

These programs and services are intended, in part, to reduce demand for both pretrial and sentenced jail beds. These efforts appear to have been successful, although the exact impact on the jail is difficult to calculate. In spite of these activities, the jail population continues to grow at a steady rate.

Status of Inmates

It is important to look behind the average daily figures to gain a better understanding of the types of inmates confined in the jail, and their status in the criminal justice system. The county identifies inmates based on their legal status:

- Sentenced or Unsented
- Felony or Misdemeanor
- Civil
- Detainer

Figures B.5 and B.6 examine these characteristics for the period of 2001 to 2007.

Figure B.5: Average Daily Inmates by Status, 2001 - 2007

Year	Unsent Felon	Sent Felon	Both Sent and Unsent Felon	Unsent Misd	Sent Misd	Both Sent and Unsent Misd	Civil	Detainer	Total
Yr 2001	117.8	41.4	19.2	28.4	69.7	5.8	11.3	49.6	343.1
Yr 2002	114.1	41.9	18.3	37.3	55.0	6.8	13.2	54.3	341.0
Yr 2003	117.1	47.4	16.4	39.4	41.8	5.5	19.2	52.6	339.4
Yr 2004	139.5	39.1	17.6	44.4	41.0	5.0	13.8	58.4	358.9
Yr 2005	149.0	33.5	20.6	46.7	36.3	7.0	14.2	54.4	361.8
Yr 2006	134.5	53.9	18.2	35.3	34.4	3.3	6.4	53.6	339.5
Yr 2007	127.1	81.8	22.5	33.3	38.0	3.8	4.7	54.4	365.5
Average	128.4	48.4	19.0	37.8	45.2	5.3	11.8	53.9	349.9

Figure B.5 shows the number of inmates by year according to status. The major shift that is discernable in the past seven years has been with the Sentenced Misdemeanor category. That inmate group showed a marked decline, from nearly 70 in 2001 to 38 in 2007 (a 46% decrease). The low-risk offenders who are sentenced to jail for misdemeanor offenses are a primary target for several of the alternative programs and the decline in numbers of inmates in recent years suggests some success. On the other hand, the sentenced felon population edged up from 2001 to 2006 and spiked in 2007.

Figure B.6 displays the average number of inmate by status for the seven year period ending in 2007. It underscores the impact of unsentenced felons on the total jail population, averaging more than one-third of all jail beds during the period. This inmate group is especially difficult to divert from confinement. Similarly, inmates who have detainers are not able to be diverted until the holds that other agencies have placed on them have been resolved.

Figure B.6: Average Inmates by Status, 2001 - 2007

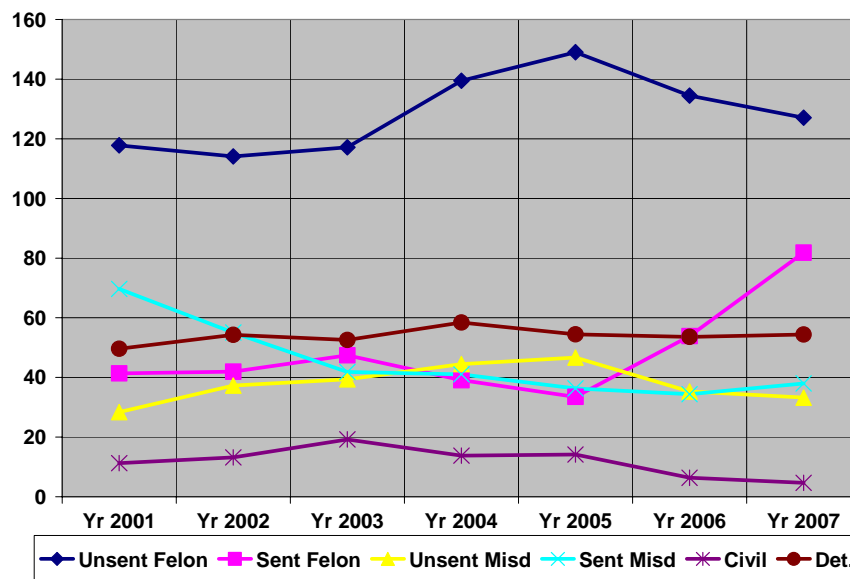


Figure B.7 describes inmate status as a proportion of the total jail population.

Figure B.7: Percent of Average Daily Population by Status, 2001 - 2007

Year	Unsent Felon	Sent Felon	Both Sent and Unsent Felon	Unsent Misd	Sent Misd	Both Sent and Unsent Misd	Civil	Detainer
2001	34.3%	12.1%	5.6%	8.3%	20.3%	1.7%	3.3%	14.5%
2002	33.5%	12.3%	5.4%	10.9%	16.1%	2.0%	3.9%	15.9%
2003	34.5%	14.0%	4.8%	11.6%	12.3%	1.6%	5.7%	15.5%
2004	38.9%	10.9%	4.9%	12.4%	11.4%	1.4%	3.8%	16.3%
2005	41.2%	9.3%	5.7%	12.9%	10.0%	1.9%	3.9%	15.0%
2006	39.6%	15.9%	5.4%	10.4%	10.1%	1.0%	1.9%	15.8%
2007	34.8%	22.4%	6.1%	9.1%	10.4%	1.0%	1.3%	14.9%
Average	36.7%	13.8%	5.4%	10.8%	13.0%	1.5%	3.4%	15.4%

The preceding tables and charts offer several insights into the nature of the jail population. The following table reviews the seven categories in descending order based on the proportion of the jail beds used.

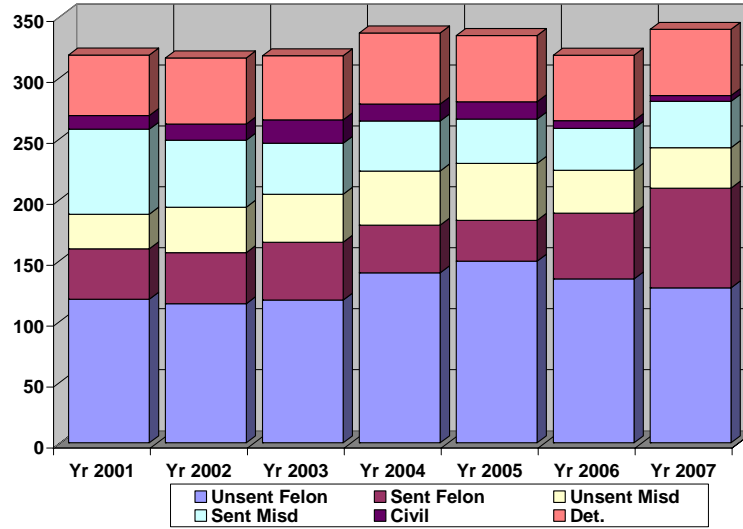
Figure B.8: Proportion of Beds Used by Status

Category	Aver. # Beds	Aver % Beds	Comments
Unsentenced Felons	128.4	36.7%	Peaked in 2005 and has fallen in the following two years
Detainer	53.9	15.4%	Steady over the seven years.
Sentenced Felons	48.4	13.8%	Steady, then sharp, increase from 33.5 beds in 2005 to 81.8 beds in 2007 (possibly as a result of boarding inmates in other counties)
Sentenced Misdemeanor	45.2	13.0%	Dropped from 69.7 beds in 2001 to 34.4 beds in 2006. Slight rise in 2007.
Unsentenced Misdemeanor	37.8	10.8%	Increased and then fell off in past 2 years.
Both sent. and unsent. Felon	19.0	5.4%	Relatively steady.
Civil	11.8	3.4%	Peaked in 2003 at 19.2 beds and has fallen to 4.7 in 2007.
Both sent. and unsent. Misd.	5.3	3.4%	Relatively steady.

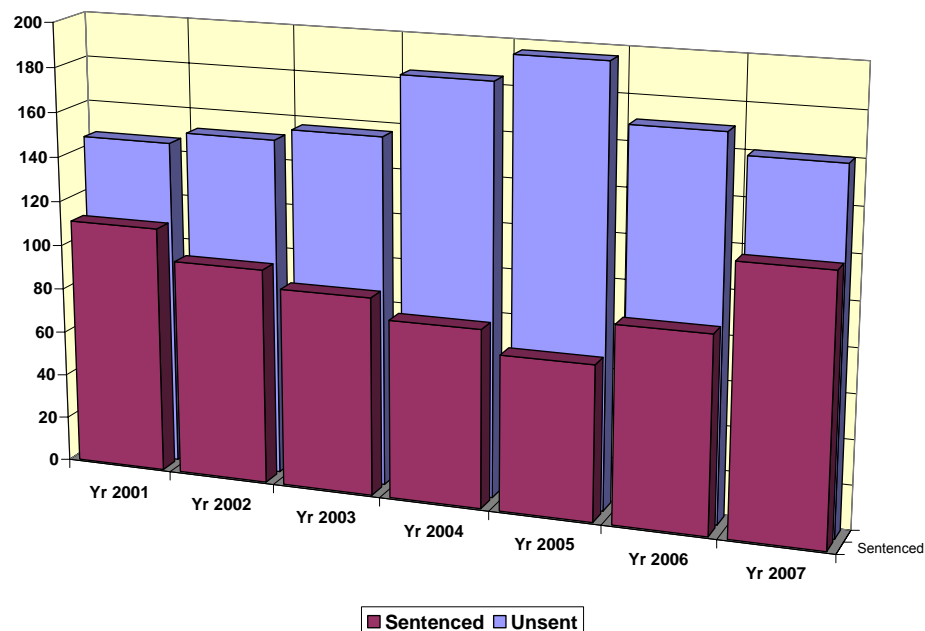
Unsentenced inmates comprise the largest component of the daily jail population, as shown by Figures B.9 and B.10.

Figure B.9: Status of Jail Inmates, 2001 – 2007 (Average Daily Beds Used)

Year	2001	2002	2003	2004	2005	2006	2007	Average
Unsentenced	146.2	151.4	156.5	183.9	195.7	169.7	160.3	166.3
Sentenced	111.0	97.0	89.2	80.1	69.8	88.2	119.8	93.6
Both	25	25.2	21.9	22.6	27.6	21.6	26.3	24.3
Detainer	49.6	54.3	52.6	58.4	54.4	53.6	54.4	53.9
Civil	11.3	13.2	19.2	13.8	14.2	6.4	4.7	11.8

Figure B.10: Status of Jail Population, 2001 -2007 (Average Daily Beds Used)

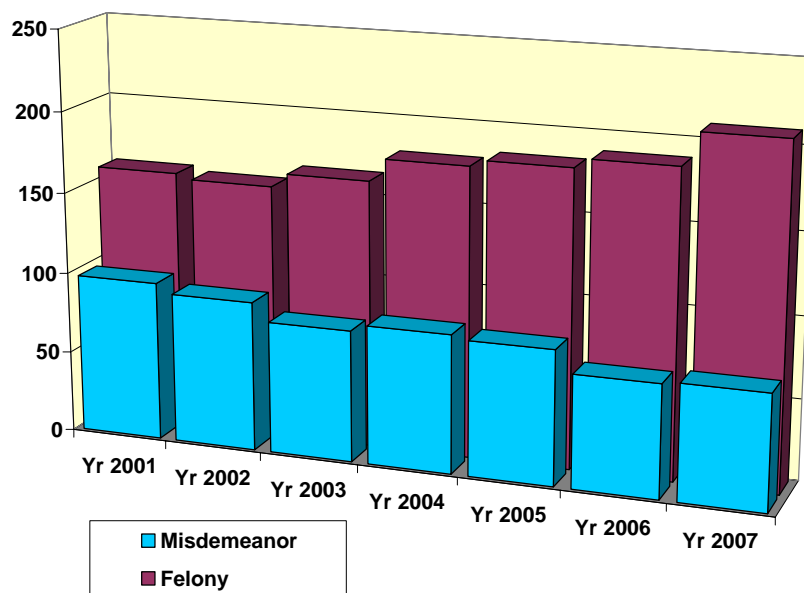
The chart in Figure B.10 highlights the impact of changes in the sentenced population. In 2007 the number of unsentenced inmates continued to decline, but a sharp increase in sentenced inmates more than offset the decline and created an overall increase in jail occupancy.

Figure B.11: Sentenced vs. Unsented Beds Used, 2001 - 2007

Level of Charges

Inmates with felony charges accounted for the majority of beds used in the past seven years. The number of inmates with misdemeanor charges increased steadily until 2005 and has declined sharply since then, as shown in Figure B.12.

Figure B.12: Comparison of Felony and Misdemeanor Occupancy



The pattern of offenses shown in Figure B.12 is consistent with the experience of other counties who are struggling with jail crowding. Misdemeanor offenders are more easily diverted from confinement, both before disposition (pretrial) and after sentencing. The reduction in the number of inmates charged with misdemeanors is also consistent with the decline in the number of inmates who have been classified as low security risks (minimum and community custody).

Unfortunately, as the proportion of inmates charged with felony offenses increases, jail personnel are faced with an inmate population that poses more risk. This risk is amplified by the types of jail housing units that are available and their condition. The jail was designed to provide a range of security settings, including minimum security. When medium security inmates are housed on low security settings, such as multiple occupancy cells and dormitories, it is more difficult to ensure inmate safety and security.

C. INMATE CHARACTERISTICS

To examine the characteristics of inmates who occupy the jail, nearly 24,000 inmate records were analyzed. This represents all of the inmates who were released from the jail in the years 2006 and 2007. The information was generated by the jail management information system in database format.

Length of Stay

The number of days each inmate spends in confinement has many implications for the design and operation of the jail. This characteristic also has great importance with regard to the feasibility of a regional solution. Figure B.13 describes the number of releases and total days spent for several length of stay categories.

Figure B.13: Length of Stay Categories, Inmates Released in 2006 and 2007

Length of Stay Category	Releases	Percent of Releases	Detention Days	Percent of Detention Days	Average Length of Stay
A. <1 Days	8,201	34.5%	0	0.0%	0.0
B. 1 Days	4,059	17.1%	4,059	1.6%	1.0
C. 2 Days	1,711	7.2%	3,422	1.4%	2.0
D. 3 Days	1,424	6.0%	4,272	1.7%	3.0
E. 4 - 5 Days	1,215	5.1%	5,388	2.1%	4.4
F. 6 - 10 Days	1,869	7.9%	14,441	5.7%	7.7
G. 11 - 30 Days	2,142	9.0%	32,019	12.7%	14.9
H. 31 - 60 Days	2,216	9.3%	75,577	30.1%	34.1
I. 61 - 90 Days	464	1.9%	33,874	13.5%	73.0
J. 91 - 180 Days	388	1.6%	48,749	19.4%	125.6
K. 181 - 270 Days	68	0.3%	14,937	5.9%	219.7
L. 271 - 365 Days	31	0.1%	9,525	3.8%	307.3
M. 366 - 548 Days	10	0.0%	4,070	1.6%	407.0
O. 731-1096 Days	1	0.0%	847	0.3%	847.0
Totals	23,799 Releases		251,180 det. days		10.6 days

While the “average” length of stay was 10.6 for the two years, this calculation, without more, is very deceptive. Figure B.14 describes the varied periods of confinement encountered by jail inmates in the past two years.

Figure B.14: Cumulative Percent of Length of Stay, 2006 – 2007

Length of Stay Category	1	2	3	4	5
	Percent of Releases	Percent of Detention Days	Cumulative Percent Releases	Cumulative Perc. Det. Days	Percent of Inmates “Staying Longer”
A. <1 Days	34.5%	0.0%	34.5%	0.0%	100.0%
B. 1 Days	17.1%	1.6%	51.5%	1.6%	98.4%
C. 2 Days	7.2%	1.4%	58.7%	3.0%	97.0%
D. 3 Days	6.0%	1.7%	64.7%	4.7%	95.3%
E. 4 - 5 Days	5.1%	2.1%	69.8%	6.8%	93.2%
F. 6 - 10 Days	7.9%	5.7%	77.6%	12.6%	87.4%
G. 11 - 30 Days	9.0%	12.7%	86.6%	25.3%	74.7%
H. 31 - 60 Days	9.3%	30.1%	96.0%	55.4%	44.6%
I. 61 - 90 Days	1.9%	13.5%	97.9%	68.9%	31.1%
J. 91 - 180 Days	1.6%	19.4%	99.5%	88.3%	11.7%
K. 181-270 Days	0.3%	5.9%	99.8%	94.3%	5.7%
L. 271-365 Days	0.1%	3.8%	100.0%	98.0%	2.0%
M. 366-548 Days	0.0%	1.6%	100.0%	99.7%	0.3%
O. 731-1096 Days	0.0%	0.3%	100.0%	100.0%	0.0%

Line D of the table shows that 64.7% of all inmates admitted to the jail were released within three days (see column 3). These inmates accounted for only 4.7% of the detention days (beds) used (see column 4). Viewed another way, 95.3% of all beds were used by inmates spending more than 3 days (see column 5). Similarly:

- 86.6 percent of all inmates were released within 30 days
- These inmates accounted for only 25.3 percent of the detention days (beds)
- 74.7% of the beds were used by inmates who spent *more than 30 days*.

The last bullet has many implications for jail design and operations, as well as for the feasibility of a regional arrangement. Nearly three-quarters of all beds used in Kalamazoo County are occupied by inmates who will spend at least 30 days in jail. Looking further down column 5 we find that:

- 44.6% of the inmates on an average day will spend more than 60 days in jail
- 31.1% will spend over 90 days
- 11.7% will spend more than six months

These figures help clarify the public misperception that jail inmates do not spend many days in confinement.

Analyzing the two years separately, a shift in length of stay characteristics may be discerned. The overall average length of stay for 2007 was 11.2 days, a 12 percent increase from 10.0 in 2006.

The Figure B.15 shows the trend for each length of stay category, revealing a decrease in the proportion of inmates spending 30 days or less, in addition to an increase with most of the longer categories.

Figure B.15: Length of Stay Categories Compared, 2006 and 2007

Length of Stay Category	Detention Days		Percent of Detention Days		Change	Average Length of Stay	
	2006	2007	2006	2007	2007	2006	2007
A. >1 Days	0	0	0.0%	0.0%	-	0.0	0.0
B. 1 Days	2,078	1,981	1.7%	1.5%	▼	1.0	1.0
C. 2 Days	1,866	1,556	1.5%	1.2%	▼	2.0	2.0
D. 3 Days	2,295	1,977	1.9%	1.5%	▼	3.0	3.0
E. 4 - 5 Days	2,830	2,558	2.3%	2.0%	▼	4.4	4.4
F. 6 - 10 Days	7,527	6,914	6.1%	5.4%	▼	7.8	7.7
G. 11 -30 Days	15,986	16,033	13.0%	12.5%	▼	15.0	14.9
H. 31 - 60 Days	35,704	39,873	29.1%	31.0%	▲	34.1	34.1
I. 61 - 90 Days	15,660	18,214	12.8%	14.2%	▲	72.2	73.7
J. 91 - 180 Days	22,939	25,810	18.7%	20.1%	▲	128.9	122.9
K. 181 - 270 Days	9,464	5,473	7.7%	4.3%	▼	220.1	218.9
L. 271 - 365 Days	4,685	4,840	3.8%	3.8%	-	312.3	302.5
M. 366 - 548 Days	1,644	2,426	1.3%	1.9%	▲	411.0	404.3
O. 731 - 1096 Days	0	847	0.0%	0.7%	▲		847.0
Totals	122,678	128,502				10.0	11.2

Many inmates entered the jail with more than one charge (38.2% of releases). Inmate length of stay generally increased with the number of charges, as shown in Figure B.16.

Figure B.16: Number of Charges at Admission, 2006 - 2007

Number of Charges	Releases	Percent of Releases	Detention Days	Percent of Detention Days	Average Length of Stay
1	14,715	61.8%	94,512	37.6%	6.4
2	5,778	24.3%	74,846	29.8%	13.0
3	2,026	8.5%	41,530	16.5%	20.5
4	710	3.0%	19,567	7.8%	27.6
5	336	1.4%	11,373	4.5%	33.8
6	129	0.5%	5,047	2.0%	39.1
7	54	0.2%	1,859	0.7%	34.4
8	32	0.1%	1,447	0.6%	45.2
9	11	0.0%	408	0.2%	37.1
10	4	0.0%	273	0.1%	68.3
11	1	0.0%	47	0.0%	47.0
12	2	0.0%	96	0.0%	48.0
15	1	0.0%	175	0.1%	175.0
Totals:	23,799		251,180		10.6

The charge classification for the primary charge was analyzed (see Figure B.17). As expected, inmates with higher charge classifications (indicating lesser offenses) spent less time in jail. Inmates charged with Class 1 offenses, the most serious, accounted for 58.7% of all detention days.

Figure B.17: Charge Classification, 2006 - 2007

Charge Class	Releases	Percent of Releases	Detention Days	Percent of Detention Days	Average Length of Stay
1	8,395	35.3%	147,494	58.7%	17.6
2	20	0.1%	711	0.3%	35.6
3	12,402	52.1%	75,726	30.1%	6.1
4	223	0.9%	1,230	0.5%	5.5
5	256	1.1%	541	0.2%	2.1
7	201	0.8%	1,738	0.7%	8.6
Not Given	2,303	9.7%	23,740	9.5%	10.3
Totals	23,800	100.0%	251,180	100.0%	10.6

Figure B.18 describes the charge category for each inmate at the time of admission. Note that alcohol charges represented 12.4% of all releases, but only 6.3% of the detention days, with a corresponding length of stay of 5.4 days. Conversely, inmates charged with drug offenses represented 17.3% of the releases but 20.3% of the detention days, with an average length of stay of 12.4 days.

Figure B.18: Charge Category, 2006 - 2007

Descending rank shown in (parentheses)

Charge Category	Releases	Percent Releases	Detention Days	Percent Detention Days	Average Length of Stay
Not Given	2,303	9.7% (6)	23,740	9.5% (3)	10.3
Alcohol	2,956	12.4% (3)	15,926	6.3% (7)	5.4
Breaking/ Entering	711	3.0%	17,143	6.8% (6)	24.1
Burglary	23	0.1%	404	0.2%	17.6
Civil	671	2.8%	4,460	1.8%	6.6
Dept. of Nat. Res.	16	0.1%	50	0.0%	3.1
Drugs	4,127	17.3% (1)	51,032	20.3% (2)	12.4
Federal Crime	6	0.0%	372	0.1%	62.0
Firearms, Arson	234	1.0%	5,352	2.1%	22.9
Fraud	1,938	8.1% (7)	20,961	8.3% (4)	10.8
Gambling	13	0.1%	83	0.0%	6.4
Juvenile Crime	15	0.1%	625	0.2%	41.7
Larceny	618	2.6%	8,060	3.2%	13.0
Ordinance	253	1.1%	520	0.2%	2.1
Other	2,043	8.6% (5)	12,520	5.0% (8)	6.1
Property	677	2.8%	6,520	2.6%	9.6
Robbery	74	0.3%	2,678	1.1%	36.2
Sex	440	1.8%	10,545	4.2%	24.0
Traffic	2,647	11.1% (4)	18,033	7.2% (5)	6.8
Violent	4,035	17.0% (2)	52,156	20.8% (1)	12.9
Totals	23,800		251,180		10.6

Inmates confined for violation of probation occupied the most beds (20.8% of detention days) with an ALOS of 12.9 days. While inmates charged with federal offenses had the highest ALOS (62 days) they accounted for only 0.1% of detention days.

Figure B.19 examines the most frequent individual charges.

Figure B.19: Primary Charge Description in Descending Order of Detention Days

Charge Description	Releases	Percent of Releases	Detention Days	Percent of Detention Days	Average Length of Stay
Not Given	2,303	9.7%	23,740	9.5%	10.3
VCSA Possession Of Narcotics Or Cocaine <25grms	884	3.7%	12,852	5.1%	14.5
Domestic Violence 1st	1,965	8.3%	9,620	3.8%	4.9
Child Support Fail To Pay/Leaving State	1,339	5.6%	8,143	3.2%	6.1
VCSA Delivery Man <50grams Cocaine/Narcotic	311	1.3%	7,073	2.8%	22.7
Operate Rev/Allow Susp To Oper	1,337	5.6%	6,473	2.6%	4.8
VCSA- Possession Marijuana	1,071	4.5%	6,285	2.5%	5.9
Armed Robbery	59	0.2%	5,707	2.3%	96.7
Uttering & Publishing	308	1.3%	5,093	2.0%	16.5
Domestic Violence Second Offense Notice	330	1.4%	5,065	2.0%	15.3
Assault W/Dangerous Weapon (Fel. Assault)	261	1.1%	4,798	1.9%	18.4
Home Invasion 2nd Degree	156	0.7%	4,598	1.8%	29.5
Home Invasion 1st Degree	124	0.5%	4,269	1.7%	34.4
Controlled Substance Delivery Manufacture	292	1.2%	4,088	1.6%	14.0
Assaulting/Resisting/Obstructing	247	1.0%	4,068	1.6%	16.5
Retail Fraud-2nd Degree	376	1.6%	4,054	1.6%	10.8
SADP Diversion	509	2.1%	3,947	1.6%	7.8
Police Officer Resisting & Obstructing	241	1.0%	3,835	1.5%	15.9
Motor Vehicle Unlawful Driving Away	179	0.8%	3,492	1.4%	19.5
Weapons Carrying Concealed Weapon	147	0.6%	3,425	1.4%	23.3
Retail Fraud-3rd Degree	510	2.1%	3,383	1.3%	6.6
B&E Building W/ Intent	130	0.5%	3,321	1.3%	25.5
Larceny In A Building	169	0.7%	3,251	1.3%	19.2
VCSA 2nd Offense/Double Penalty	81	0.3%	3,044	1.2%	37.6
Ouil 3rd Or Subsequent Offense	150	0.6%	3,034	1.2%	20.2
Operate While Intoxicated (OWI)	1,472	6.2%	2,857	1.1%	1.9
Operate Ouil Per Se	376	1.6%	2,837	1.1%	7.5
Domestic Viol 3rd Off	124	0.5%	2,686	1.1%	21.7
VCSA Creation Delivery Methamphetamine	132	0.6%	2,642	1.1%	20.0
Robbery-Unarmed	70	0.3%	2,639	1.1%	37.7
Assault With Intent To Murder	18	0.1%	2,410	1.0%	133.9

25.6% of the inmates had some form of hold or detainer as shown in Figure B.20. As expected, the length of stay for these inmates was substantially longer (19.6 days, compared to 7.5 days for inmates without a hold or detainer).

Figure B.20: Inmates with Detainers, 2006 - 2007

Crime Class	Releases	Percent of Releases	Detention Days	Percent of Detention Days	Average Length of Stay
None or Not Given	17,706	74.4%	132,035	52.6%	7.5
Detainer or Hold	6,094	25.6%	119,145	47.4%	19.6
Totals	23,800		251,180		10.6

Data describing each inmate's classification was provided in the dataset. A few classification categories had only one or two inmates in the database; these are shaded in Figure B.21.

Figure B.21: Classification of Inmates, 2006 - 2007

Classification	Releases	Percent of Releases	Detention Days	Percent of Detention Days	Average Length of Stay
Close	893	3.8%	29,315	11.7%	32.8
Close Med. A/E	1	0.0%	303	0.1%	303.0
Close Medium	13	0.1%	836	0.3%	64.3
High	90	0.4%	6,266	2.5%	69.6
Low	449	1.9%	5,513	2.2%	12.3
Med Pre.	3,902	16.4%	25,482	10.1%	6.5
Med Pre. Close	1	0.0%	46	0.0%	46.0
Med. A/E	3,567	15.0%	66,540	26.5%	18.7
Med. A/E Close	5	0.0%	244	0.1%	48.8
Med. A/E Med. A	1	0.0%	305	0.1%	305.0
Medium	8,649	36.3%	96,962	38.6%	11.2
Medium Close	2	0.0%	341	0.1%	170.5
Medium High	1	0.0%	208	0.1%	208.0
Minimum	80	0.3%	945	0.4%	11.8
Very Low	479	2.0%	5,823	2.3%	12.2
Not Given ¹	5,667	23.8%	12,051	4.8%	2.1
Totals	23,800		251,180		10.6

¹ Many inmates were not classified due to their short length of stay. These inmates were released from confinement before the classification process could be implemented.

When the 16 classification categories are collapsed into three major groups, medium security is clearly the primary classification for the inmate population. The number of inmates classified as minimum or low custody is unusually low. In Kent County, these inmates comprise over 30 percent of the daily population. This finding is consistent with other evidence of efforts to divert defendants and offenders from confinement through the use of alternatives.

Figure B.22: Classification Category 2006 - 2007

Classification Category	Releases	Percent of Releases	Detention Days	Percent of Detention Days	Average Length of Stay
High, Close	997	5.5%	36,720	15.4%	36.8
Medium	16,128	88.9%	190,128	79.5%	11.8
Minimum or Low	1,008	5.6%	12,281	5.1%	12.2

The arresting authority was recorded for each inmate at admission. The most frequent agencies (with one percent or more of the releases) are described in Figure B.23. This information shapes the feasibility of a regional solution because of the transportation implications.

Figure B.23: Arresting Agencies Admitting One Percent or More, 2006 -2007

Arresting Agency	Releases	Percent of Releases	Det. Days	Percent of Det. ays	Average Length of Stay
Kalamazoo County Sheriff	9,187	38.6%	107,938	43.0%	11.7 days
Kalamazoo Police Dept.	8,930	37.5%	87,665	34.9%	9.8 days
City of Portage	836	3.5%	14,905	5.9%	17.8 days
Kalamazoo Township	948	4.0%	7,823	3.1%	8.3 days
Western Michigan University	510	2.1%	1,782	0.7%	3.5 days

Each inmate's reason for release was analyzed. Inmates released when they posted bonds accounted for 34.3% of the releases but only 7.3% of the detention days, with an ALOS of 2.3 days. But inmates who were released after serving their sentences accounted for nearly twice the amount of detention days as releases (30.0% of detention days compared to 16.9% of releases.) Over seven percent of all inmates were released early, accounting for nearly 26 beds on an average day in the two-year period.

Figure B.24: Reason for Release 2006 - 2007

Reason for Release	Releases	Percent Releases	Detention Days	Percent Det Days	Average Length of Stay
Court Order	4,374	18.4%	21,435	8.5%	4.9
Dropped Charges	24	0.1%	705	0.3%	29.4
Early Release	825	3.5%	18,674	7.4%	22.6
Escape	6	0.0%	405	0.2%	67.5
Fines and Costs Paid	125	0.5%	210	0.1%	1.7
Released to Hospital	17	0.1%	205	0.1%	12.1
Other	125	0.5%	585	0.2%	4.7
Boarded Out	2	0.0%	92	0.0%	46.0
Posted Bond	8,170	34.3%	18,417	7.3%	2.3
Sentenced to Prison	422	1.8%	31,932	12.7%	75.7
Release Hold	710	3.0%	7,830	3.1%	11.0
Sentenced to Community Service	1	0.0%	1	0.0%	1.0
Turned Over to Other	4,024	16.9%	74,876	29.8%	18.6
Time Served	4,013	16.9%	75,343	30.0%	18.8
Warrant Denied	934	3.9%	418	0.2%	0.4
Weekender Out	25	0.1%	52	0.0%	2.1
TOTAL	23,797		251,180		10.6

Inmate Personal Characteristics

The following tables present information that describes some of the personal characteristics of the inmate population. Figure B.25 examines inmate gender and Figure B.26 displays inmate race.

Figure B.25: Gender with Length of Stay Categories

Detention Day Cuts	Releases		Percent of Releases		Detention Days		Percent of Detention Days	
	Male	Female	Male	Female	Male	Female	Male	Female
A. >1 Days	5,804	2,395	31.2%	46.2%	0	0	0.0%	0.0%
B. 1 Days	3,258	801	17.5%	15.5%	3,258	801	1.5%	2.4%
C. 2 Days	1,362	348	7.3%	6.7%	2,724	696	1.3%	2.1%
D. 3 Days	1,148	276	6.2%	5.3%	3,444	828	1.6%	2.5%
E. 4 - 5 Days	999	216	5.4%	4.2%	4,431	957	2.0%	2.8%
F. 6 - 10 Days	1,530	339	8.2%	6.5%	11,804	2,637	5.4%	7.8%
G. 11 - 30 Days	1,757	385	9.4%	7.4%	26,324	5,695	12.1%	16.9%
H. 31 - 60 Days	1,885	331	10.1%	6.4%	64,279	11,298	29.6%	33.6%
I. 61 - 90 Days	410	54	2.2%	1.0%	29,934	3,940	13.8%	11.7%
J. 91 - 180 Days	360	28	1.9%	0.5%	45,410	3,339	20.9%	9.9%
K. 181 - 270 Days	63	5	0.3%	0.1%	13,870	1,067	6.4%	3.2%
L. 271 - 365 Days	26	5	0.1%	0.1%	7,959	1,566	3.7%	4.7%
O. 731- 1096 Days	10	1	0.1%	0.0%	4,070	847	1.9%	2.5%
Totals:	18,612	5,184	100.0%	100.0%	217,507	33,671	100.0%	100.0%

Figure B.26: Race 2006 – 2007

Race	Releases	Percent of Releases	Detention Days	Percent of Detention Days	Average Length of Stay
Asian	23	0.1%	87	0.0%	3.8
Black	10,834	45.5%	138,088	55.0%	12.7
Indian	17	0.1%	226	0.1%	13.3
Unknown	821	3.5%	7,012	2.8%	8.5
White	12,099	50.8%	105,764	42.1%	8.7
Not Given	6	0.0%	3	0.0%	0.5
Totals	23,794	100.0%	251,177	100.0%	10.6

Figure B.27 suggests that the majority of jail inmates were born in Michigan (66.6%) or in nearby states.

Figure B.27: Place of Birth, Descending Order of Number of Releases
(All birth places with 0.4% or more of releases)

Place of Birth	Releases	Percent Releases	Detention Days	Percent Detention Days	Average Length of Stay
Kalamazoo	10,287	44.0%	104,830	41.6%	10.2
Chicago	1,338	5.6%	19,991	8.0%	14.9
Battle Creek	717	3.0%	6,766	2.7%	9.4
Detroit	607	2.6%	7,124	2.8%	11.7
Not Given	595	2.5%	4,742	1.9%	8.0
Benton Harbor	565	2.4%	7,197	2.9%	12.7
Grand Rapids	368	1.5%	3,770	1.5%	10.2
Plainwell	220	0.9%	2,246	0.9%	10.2
Jackson	200	0.8%	2,319	0.9%	11.6
South Haven	183	0.8%	1,550	0.6%	8.5
Lansing	163	0.7%	1,973	0.8%	12.1
Flint	162	0.7%	1,819	0.7%	11.2
Mexico	158	0.7%	2,384	0.9%	15.1
Paw Paw	158	0.7%	1,177	0.5%	7.4
Allegan	156	0.7%	1,479	0.6%	9.5
Three Rivers	149	0.6%	1,580	0.6%	10.6
Muskegon	111	0.5%	658	0.3%	5.9
St Joseph	93	0.4%	503	0.2%	5.4
South Bend	92	0.4%	745	0.3%	8.1
Saginaw	91	0.4%	1,053	0.4%	11.6
Memphis	87	0.4%	812	0.3%	9.3
Vicksburg	86	0.4%	706	0.3%	8.2

Most inmates were single, separated or divorced at the time of their release (81.7%), as shown in Figure B.28.

Figure B.28: Marital Status at Time of Admission

Marital Status	Releases	Percent of Releases	Detention Days	Percent of Det. Days	Average Length of Stay
Not Given	1,554	6.5%	10,870	4.3%	7.0
Single	15,967	67.1%	174,076	69.3%	10.9
Married	2,463	10.3%	23,736	9.4%	9.6
Separated	1,026	4.3%	10,477	4.2%	10.2
Divorced	2,461	10.3%	28,201	11.2%	11.5
Widowed	163	0.7%	1,648	0.7%	10.1
Sign. Other	163	0.7%	2,071	0.8%	12.7
Total	23,800	100.0%	251,180	100.0%	10.6

More than one-third of all inmates had not completed high school (35.4%). 21.6% of the inmates had completed one or more year of college.

Figure B.29: Last Grade Completed at Time of Admission 2006 - 2007

Last Grade Completed	Number of Releases	Percent Releases	Total Detention Days	Percent Detention Days	Average Length of Stay
Grades 1 - 6	137	0.6%	2,084	0.9%	15.2
Grades 7 - 9	1,100	5.0%	12,781	5.4%	11.6
Grades 10-11	6,532	29.7%	83,013	34.8%	12.7
Grade 12	9,449	43.0%	104,524	43.9%	11.1
Two Years College	3,758	17.1%	30,570	12.8%	8.1
Four Years College	908	4.1%	4,464	1.9%	4.9
Over Four Years College	92	0.4%	796	0.3%	8.7
Not Given	1,822	8.3%	12,925	5.4%	7.1

D. PROJECTIONS

Projecting future jail populations has proven very difficult in Kalamazoo County. Various statistical methods produce a wide range of long-term projections. Unfortunately, the feasibility of potential regional partnerships hinge on the scale of future jail operations, making the projections a lynchpin in the analysis of regional options.

Forecasting Future Inmate Populations

Earlier planning studies produced independent forecasts. The consultants have generated several new projections for future inmate populations. All of these projections are compared and contrasted in Figure B.30, and are displayed as a graph in Figure B.31.

The following sources and methodologies were considered in this analysis:

1. Institute for Law and Policy (ILP) projections (2000) “high” projections.
2. ILP “Mid” projections.
3. Tower Pinkster (2001) projections
4. New linear regression analysis using annual occupancy data from the year 1984 forward.²
5. New linear regression analysis using monthly data from January 2006 through August 2008, a period of 32 months. This dataset captured the period immediately preceding the resumption of boarding inmates at other jails.
6. New growth rate analysis using annual occupancy data from 1993 (15 years).³
7. New growth rate analysis using the average compound growth rate for the preceding 20 years to project future inmate populations.

Figure B.30: Comparison of Seven Jail Population Projections

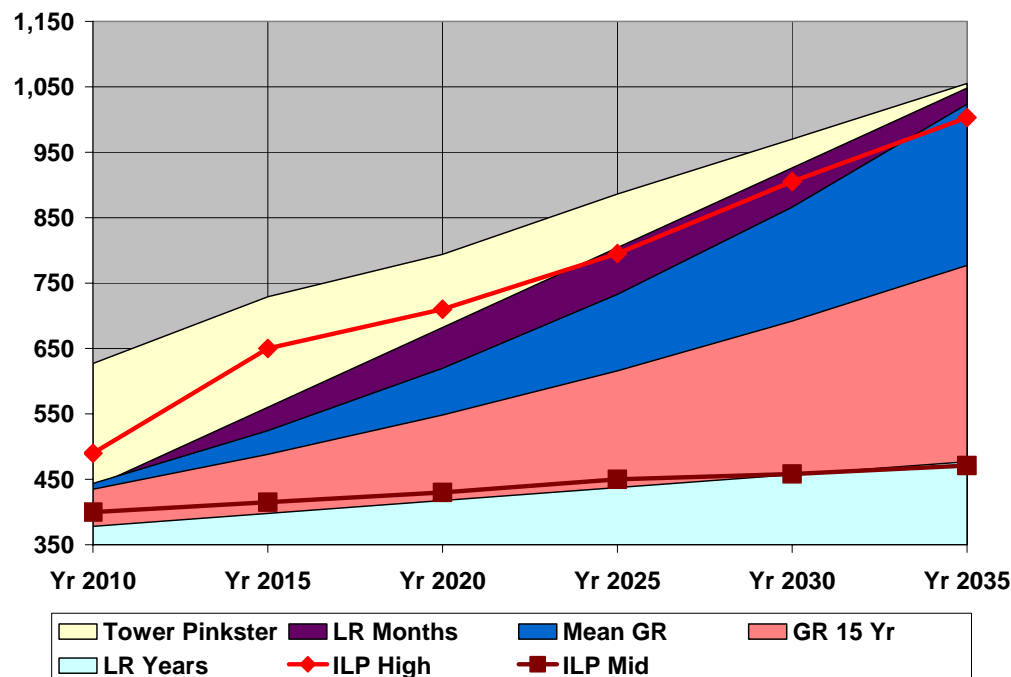
Year	1. ILP High	2. ILP Mid	3. Tower Pink. 2001	4. Linear Regress. - Years	5. Linear Regress. - Months	6. Growth Rate 15 Yrs	7. Aver. Growth Rate – 20 Yrs
2010	490	400	627	378	438	435	444
2015	650	415	729	398	560	488	524
2020	710	430	794	418	682	548	620
2025	795	450	886	437	804	616	733
2030	905	458	970	457	926	692	866
2035	1,003	471	1,055	477	1,048	777	1,024

² A linear regression analysis uses historical data (annual or monthly) to calculate a “best fit line” that statistically describes the rate of growth in previous years. Projections are generated by extending this line into the future.

³ Growth rate analysis calculated the average annual *compounded* growth rate of the jail population for the 15 year period, and this rate was applied to future years to generate projections.

Figure B.31 graphs the seven projections, illustrating the broad range of findings, but also showing that four projections nearly converge in the year 2035.

Figure B.31: Projected Jail Inmate Population



Four distinct projections calculations predict that the average daily jail population (ADP) will be between 1,003 and 1,055 in the year 2035. The four projects vary by only one-half percent, an unusually constellation of findings given the varied methods used and number of years projected. The consultants believe that these projections, best characterized by solution set #5 (Linear Regression, Monthly), should be used as the forecasts on which jail options will be analyzed.

The suggested forecasts are consistent with an annual compounded growth rate of 3.40%, which is the average of the annual compounded growth rates for a twenty year period. Nationally, jail populations grew by an annual compounded rate of 3.82% between 1995 and 2006 (11 years).

The forecast predicts remarkable expansion in the inmate population. The consultants believe that the forecast is reasonable in light of the varied statistical methods that support it, but that Kalamazoo County might be able to reduce the rate of growth through continued efforts to manage the jail population. The projections generated through method 6, analyzing annual growth rates for the past 15 years, suggest a lower rate of growth, with an ADP of 777 in the year 2035 (25.6% less).

As previous jail planners have done in their reports for Kalamazoo County, the current consultants offer a low and high set of jail population forecasts. These are summarized in Figure B.32.

Figure B.32: Recommended Low and High Jail Population Forecasts

Year	HIGH FORECAST 5. Linear Regression 32 Months	LOW FORECAST 6. Growth Rate 15 Years
2010	438	435
2015	560	488
2020	682	548
2025	804	616
2030	926	692
2035	1,048	777

The consultants believe that Kalamazoo County should: (1) plan for the high forecasts; but (2) work toward realizing the low forecasts

Jail planning efforts must consider the potential 30-year growth represented by the high forecasts. The current site is somewhat limited and it is important that site planning and facility design efforts must be developed in a manner that will accommodate the high forecasts.

Many forces shape the number and types of inmates who comprise the jail population, and their length of stay. Figure B.33 identifies *some* of the changes that could have an impact on future jail needs.

Figure B.33: Forces That Could Increase or Decrease Future Jail Needs

	<i>Increase Demand</i> for Jail Beds	Could Go Either Way	<i>Decrease Demand</i> for Jail Beds	
↑	<ul style="list-style-type: none"> • Sentencing Practices • Increase in Drug Use • Increased Violations (Probation, Conditions of Release) • Mandatory Sentences • Pent-Up Demand Released with New Jail • Increased Law Enforcement Effort • Moving More State Prisoners to Jails • Downturn in Economy 	Changes In Officials	<ul style="list-style-type: none"> • Expanded Use of Alternatives to Confinement • Filling Treatment Gaps in the Community • Slower Rate of General Population Growth • Decrease in Law Enforcement Effort 	↓

Some of the preceding forces may be shaped by policymakers (e.g. policies, laws, sentencing) while others are outside of their control (e.g. economy, population growth).

E. INCARCERATION RATE

An “incarceration rate” compares the number of inmates in jail to the general population. Kalamazoo County has a very low incarceration rate, 1.33 per 1,000. Only eight Michigan counties have a lower incarceration rate, as shown in the Figure B.34.

Figure B.34: Incarceration Rates for Michigan Jails With Over 100 Beds

All ranks are from Low to High

County Name	Jail Capac.	Rank Jail Size	2007 County Population	2004 Beds per 1000	2007 Beds Per 1000	2004 Rank Incar Rate	2007 Rank Incar Rate
Allegan	173	58	112,761	1.54	1.53	19	17
Bay	220	64	107,517	2.01	2.05	29	26
Berrien	341	70	159,589	2.09	2.14	34	33
Branch	139	53	46,194	2.99	3.01	66	63
Calhoun	630	78	136,615	4.53	4.61	82	82
Cass	116	48	50,551	2.24	2.29	39	37
Chippewa	117	49	38,922	3.02	3.01	67	62
Clare	172	57	30,697	5.40	5.60	83	83
Clinton	216	63	69,755	3.14	3.10	70	67
Eaton	224	65	107,390	2.09	2.09	35	29
Emmet	105	46	33,393	2.07	3.14	33	68
Genesee	580	77	434,715	1.31	1.33	9	9
Grand	194	59	85,479	1.87	2.27	26	35
Ingham	665	79	279,295	2.37	2.38	48	43
Ionia	132	52	64,053	2.05	2.06	31	27
Isabella	196	60	66,693	3.04	2.94	68	61
Jackson	442	74	163,006	2.61	2.71	55	55
Kalamazoo	327	68	245,333	1.36	1.33	11	8
Kent	1,478	81	604,330	2.18	2.45	37	46
Lapeer	123	51	92,012	1.33	1.34	10	10
Lenawee	287	67	101,243	2.82	2.83	62	60
Livingston	254	66	183,194	1.43	1.39	15	11
Macomb	1,438	80	831,077	1.75	1.73	24	23
Mason	110	47	28,750	3.78	3.83	77	77
Mecosta	97	44	42,090	2.29	2.30	45	39
Michigan	15,181	--	8,188,132	1.85	1.85	--	--
Monroe	343	71	153,608	2.25	2.23	40	34
Montcalm	205	61	62,950	2.84	3.26	64	70
Muskegon	370	72	174,386	2.12	2.12	36	32
Newaygo	212	62	49,171	4.25	4.31	81	81
Oakland	1,878	82	1,206,089	1.49	1.56	17	18
Ottawa	462	75	259,206	1.83	1.78	25	24
Saginaw	513	76	202,268	2.45	2.54	49	48
Sanilac	119	50	43,640	2.65	2.73	57	57
Shiawassee	165	55	71,753	2.26	2.30	41	38
St. Clair	423	73	170,119	1.00	2.49	4	47
St. Joseph	165	56	62,449	2.62	2.64	56	52
Van Buren	158	54	77,931	2.01	2.03	30	25
Washtenaw	332	69	350,003	0.98	0.95	3	3
Wayne	2,951	83	1,985,101	1.43	1.49	16	15

Kalamazoo County has the lowest incarceration of the three counties involved with the regional feasibility study, although Allegan County is very close. Both Kalamazoo and Allegan counties have crowded jails, restraining the use of jail beds by the system.

The inmate data presented in section C of this appendix (Figure B.22) revealed a very low proportion of inmates who are classified as minimum or low security risks (5.1%). This is unusual for a jail but is consistent with a system that is working hard to divert defendants and offenders from confinement, because low risk inmates are the best candidates for diversion.

Kent County has a higher incarceration rate and also has a much higher proportion of low risk inmates in its jail (over 30%). Although Kent County also has many community-based alternatives to confinement, it also has low security facilities that house low risk inmates who participate in re-entry and work programs.

It is likely that Kalamazoo County will increase its incarceration rate when more and better jail beds become available, filling the current gap in the continuum of facilities available to meet the needs of the criminal justice system.

F. TYPES OF BEDS NEEDED

Average daily population forecasts (ADP) address the number of inmates who are expected to be confined. However, the mechanics of jail operations and the fluctuation of daily populations require analysis in order to determine how many **beds** will be needed to accommodate the ADP.

Previous planning studies have used two factors to determine the number of beds needed to house projected average daily inmate populations: peaking and classification.

A “peaking factor” uses recent daily jail occupancy data to predict the peaks that will exceed the average daily population. Figure B.35 describes the breakdown of the inmate population on the 12 highest days in 2007. To create a peaking factor, the twelve highest days are averaged and then subtracted from the average daily population for the year. The difference is calculated as a percentage, which is the peaking factor.

The preceding analysis yields a peaking factor of 15.7%. The Tower Pinkster report used a 10% peaking factor.

A “classification factor” reflects the operational realities of classifying and separating inmates in the jail setting. Generally, the classification factor is higher for small jails, and lower for larger facilities. Tower Pinkster used a 5% classification factor.

Applying the classification and peaking factors adds 20.7% to the projected ADP to produce the estimated number of beds needed.

Figure B.35: Twelve Highest Days in 2007 and Peaking Factor Calculations

Month	Date	Unsent Felon	Sent. Felon	Both	Unsent Misd	Sent Misd	Both	Civil Other	Det.	Total
Sept	9	130.0	110.0	28.0	54.0	46.0	7.0	5.0	54.0	434.0
Sept	17	136.0	104.0	29.0	56.0	36.0	4.0	4.0	57.0	426.0
Sept	8	127.0	113.0	28.0	46.0	50.0	8.0	2.0	51.0	425.0
August	17	133.0	105.0	22.0	40.0	55.0	4.0	3.0	61.0	423.0
Sept	14	122.0	105.0	35.0	54.0	40.0	6.0	6.0	55.0	423.0
August	25	131.0	107.0	20.0	33.0	55.0	5.0	4.0	67.0	422.0
Sept	30	132.0	115.0	26.0	40.0	53.0	6.0	1.0	49.0	422.0
October	1	144.0	114.0	23.0	38.0	45.0	5.0	2.0	51.0	422.0
August	19	142.0	106.0	18.0	34.0	54.0	5.0	4.0	58.0	421.0
Sept	16	132.0	105.0	30.0	53.0	38.0	4.0	3.0	56.0	421.0
July	22	132.0	91.0	27.0	50.0	56.0	5.0	4.0	54.0	419.0
July	30	139.0	93.0	25.0	44.0	50.0	4.0	8.0	55.0	418.0
Aver High		133.3	105.7	25.9	45.2	48.2	5.3	3.8	55.7	423.0
Annual Average		127.1	82.0	22.4	33.2	38.0	3.8	4.7	54.3	365.6
Beds Over Average		6.2	23.7	3.5	11.9	10.1	1.4	-0.9	1.3	57.4
Percent Over Annual Average		4.9%	28.9%	15.7%	35.9%	26.6%	37.8%	18.2%	2.4%	15.7%

Peaking factors traditionally decline as inmate populations increase. For example, the peaking factor for Kent County, with nearly 1,500 jail beds, is only 2.0%. Due to the rate of projected growth of the inmate population, the consultants have calculated peaking and classification factors that decline as the size of the jail increases, from 20.7% in the first year to 10.0% in Year 2010 for the High Projections, and at a lower rate for the Low Projections (See Figure 3.36).

Figure 3.36: Converting Projections to Bed Needs

	High Projections ADP	Peaking and Classif. Factor	High Bed Needs	Low Projections ADP	Peaking and Classif. Factor	Low Bed Needs
Year 2010	438	19.7%	524	435	20.1%	522
Year 2015	560	17.2%	656	488	18.6%	579
Year 2020	682	14.7%	782	548	17.1%	642
Year 2025	804	12.2%	902	616	15.6%	712
Year 2030	926	10.0%	1,019	692	14.1%	789
Year 2035	1,048	10.0%	1,153	777	12.6%	875
Year 2038	1,121	10.0%	1,233	833	11.7%	931

Gender

The Tower-Pinkster study suggested that 13% of the future jail population on an average day will be female. The inmate data described earlier in this report found that 21.9% of the inmates released in 2006 and 2007 were females, and that they accounted for 15.5% of the detention days for those two years.

Type of Bedspaces

Again, the Tower Pinkster study is the most recent source of information regarding types of beds that will be needed. Figure B.37 summarizes the findings.

Figure B.37: Tower Pinkster Bed Distribution

	Type of Beds	Male	Female	Percent of Male Beds	Percent of Female Beds
MAX	Admin/Disc Seg	28	2	5.1%	2.5%
	Special Management	28	2	5.1%	2.5%
	Max General Population	56	4	10.2%	4.9%
MED	General Population	336	48	61.3%	59.3%
MIN	General Population	100	25	18.2%	30.9%
	Total	548	81	87.1%	12.9%
	Max	112	8	20.4%	9.9%
	Med	336	48	61.3%	59.3%
	Min	100	25	18.2%	30.9%
Total of Male and Female					
	Security Category	Total Beds	Percent of Total		
	Max	120	19.1%		
	Med	384	61.0%		
	Min	125	19.9%		

As reported earlier, the classification of inmates released in 2006 and 2007 had a different distribution, primarily between medium and minimum custody. But the mix of security classifications can be expected to shift as the jail capacity expands, making the findings from the inmate data less suitable to determine future needs.

H. CONSTRUCTION PLANS AND INFORMATION

Kalamazoo County retained Schenkel Schultz in 2005 to provide a “second opinion” about the Tower Pinkster findings and recommendations, and to evaluate the staffing implications of direct vs. indirect supervision. Figure B.37 summarizes the findings.

Figure B.38: Comparison of Consultant Findings

	Tower Pinkster (TP)	Schenkel Schultz (SS)	Notes
Gross Square Feet	243,277	221,670	TP provided law enforcement space, SS did not
Capital Costs	\$54,468,871	\$42,867,820	Co. Administrator concluded the costs are “roughly equivalent”
Staffing	204.5 direct super. 182.5 indirect	222.9 direct super.	(1) Sheriff’s figure of 207.5 for direct supervision was adopted. (2) County disputed TP indirect figures, found them low.

After an exhaustive comparison of the two studies, the county concluded:

- Construction costs were roughly equivalent when all factors were considered.
- Tower Pinkster (TP) staffing levels were not adequate for indirect supervision.
- When TP staffing levels for indirect are adjusted, the difference between direct and indirect is negligible.
- Direct supervision should continue to be the planned management system.

The Kalamazoo County Jail is substandard and needs to be replaced, or at least fully renovated. Two proposals have been submitted to the voters for approval, without success. The county has not set a schedule for securing voter approval for planned jail renovation and expansion on the current site. But county officials have been creative in their efforts to put money aside for jail construction and a substantial down payment will be available when the project is finally presented to the public for approval.

I. LIFE CYCLE COST CALCULATIONS AND SUMMARIES

The life cycle cost methodology and the assumptions that have guided the following analysis are described in Appendix E for readers who would like more detail. The life cycle cost process provides several views of the costs associated with various solutions to future jail needs. The methodology holds variables constant in order to give users an “apples to apples” comparison. The results are intended to be used to make current decisions.

Scenarios Initially Considered

The life cycle cost process evolved through a series of drafts and discussions with county officials. A broad range of solutions was initially considered using the first bedspace projections (later revised.) The *initial* scenarios were:

1. No Change. Continue to operate 327 bed jail and board excess prisoners out in other counties as space is available.
2. Lockup and Regional Jail. Reduce operation of the current jail to a short-term lockup (72 hours or less) and transport longer-term inmates to a regional jail (64.7% of all inmates admitted to the Kalamazoo County Jail are released within 72 hours)
3. Lockup, Minimum Security and Regional. Operate the lockup described in one, plus minimum security beds sufficient to meet 20% of all detention days.
4. Co-Locate with A Regional Jail. Build and operate 625 Kalamazoo County beds in a complex that includes 575 regional beds operated by a regional authority.
5. 625 Bed Renovation/Expansion Not Phased. Build and operate a 625 bed jail from its completion.
6. 625 Beds With Phased Opening. Build a 625 bed jail for Kalamazoo County but phase the opening of beds, beginning with 450 beds and adding 50 beds every five years thereafter (75 beds in the 15th year).

30-year life cycle costs were calculated for each of the initial six scenarios. The relative rank of costs were the same for all of the LCC measures, as shown in Figure B.39.

Figure B.39: Average Daily Costs (Lowest to Highest)

	Annual Costs	Total Costs	Average Annual Costs	Cost Per Day
1 No Change	1	1	1	1
2. Lockup and Reg'l	2	2	2	2
3 Lockup Min. & Reg'l	4	4	4	4
4. Co-Locate	3	3	3	3
5. 625 Bed Ren/Exp	6	6	6	6
6. 625 Phased	5	5	5	5

Based on the initial findings, several scenarios were excluded from further consideration, as shown in Figure B.40.

Figure B.40: Status of Scenarios After First Round of Study

	Status	Discussion
1 No Change	X Excluded	Not enough excess capacity to meet county's needs in other jails; no control over cost.
2. Lockup and Regional	✓ Continued	
3 Lockup, Minimum and Regional	✓ Continued	
4. Co-Locate	X Excluded	Site not large enough to accommodate two facilities.
5. 625 Bed Renovation/Expansion, Not Phased	X Excluded	Any solution would involve phased opening to curb costs.
6. 625 Bed Phased Opening	✓ Continued	

After the first round of life cycle costs were reviewed, the long term bedspace forecasts were revisited and revised markedly upward. These new calculations were used to revise the life cycle cost analysis for three scenarios:

1. Lockup and Regional Jail
2. Lockup and Minimum Security, Regional Jail
3. 1,200 Bed Facility on Current Site with Phased Opening

The three remaining scenarios used the high bedspace forecasts, producing markedly different findings for the two lockup options (1 and 2).

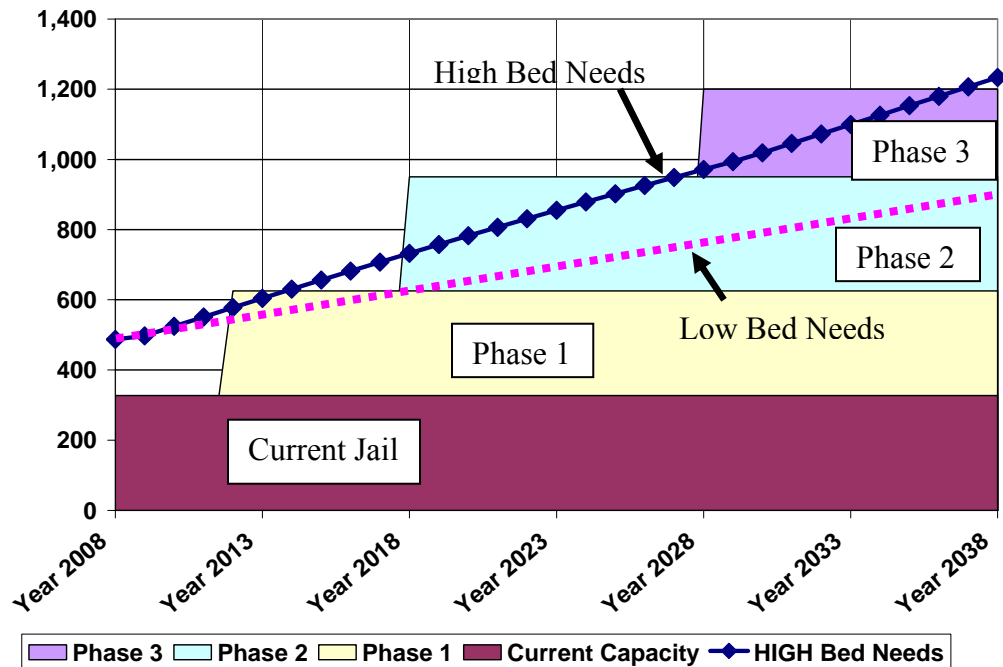
Bedspace Supply and Demand

Figure B.41 shows the high projected bedspace needs (upper line) and the low projected needs (lower line). The chart shows the current jail capacity of 327 beds, and three phased expansions of a 1,200 bed jail:

- Phase 1: 625 Beds
- Phase 2: 950 Beds
- Phase 3: 1,200 Beds

The chart depicts the impact that the low projections would have on long term expansion needs, essentially allowing the second phase to meet all needs through year 2038.

Figure B.41: Projected Bedspace Needs and Supply for 1,200 Bed Renovated/Expanded Jail (Phased Opening)



Accommodating 1,200 beds on the current site will require revisions to current plans.

Life Cycle Cost Findings

Figure B.42 displays the annual costs for each option over a 30 year period.

Figure B.42: Annual Costs

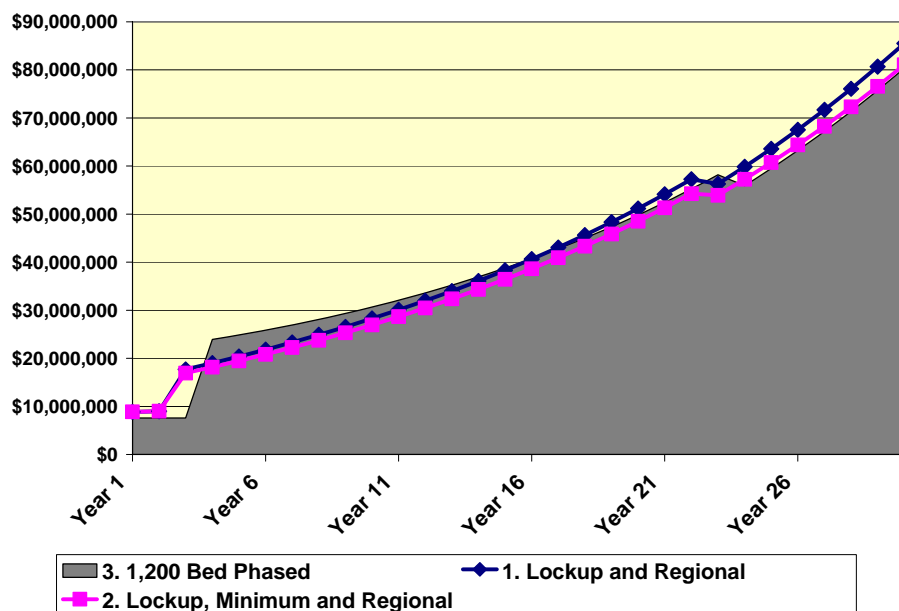


Figure B.43 provides a closeup of annual costs, showing that Option 3 (1,200 bed phased) becomes the least costly option in year 25.

Figure B.43: Annual Costs Years 20 to 30

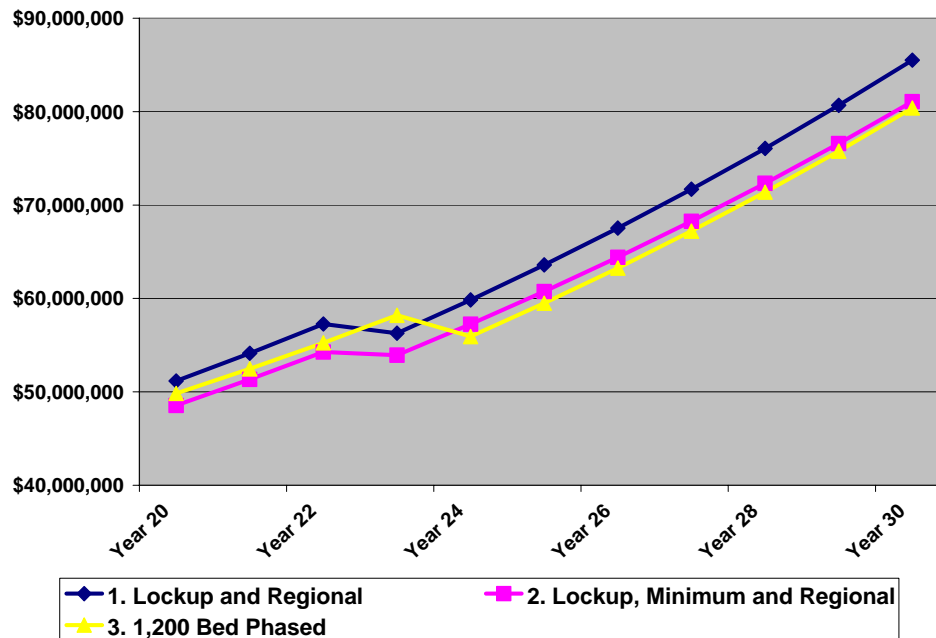


Figure B.44 summarizes annual costs and presents average daily costs for five year increments over a 30 year period. Year 25 finds Option 3 becoming the least costly on both measures.

Figure B.44: Annual and Average Daily Costs
(**Bold** denotes lowest)

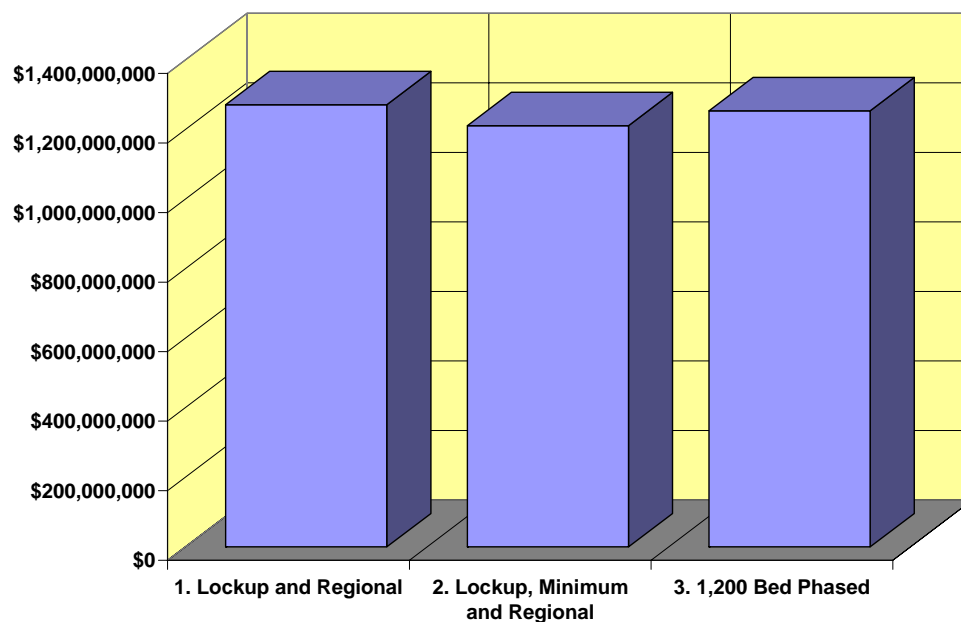
	Year 5	Year 10	Year 15	Year 20	Year 25	Year 30
1. Lockup and Regl.	\$20,377,058	\$28,274,614	\$38,309,669	\$51,152,751	\$63,585,264	\$85,519,460
	\$109.20	\$122.33	\$138.97	\$159.75	\$174.33	\$208.95
2. Lockup Min Regl.	\$19,470,281	\$26,953,033	\$36,440,021	\$48,532,632	\$60,734,351	\$81,069,397
	\$104.34	\$116.61	\$132.18	\$151.56	\$166.51	\$198.08
3. 1,200 bed Phased	\$24,856,256	\$30,668,872	\$38,775,875	\$49,824,570	\$59,492,669	\$80,391,135
	\$133.20	\$132.68	\$140.66	\$155.60	\$163.11	\$196.42

Total 30-year costs for the three options are relatively close, as are average annual costs. Figure B.45 shows a 3.5% difference between the lowest overall cost (Option 2) and Option 3, and a 5.0% difference between Option 2 and Option 1.

Figure B.45: Total 30-Year and Average Annual Costs

	Total 30-Year Costs	Average Annual Cost	
1. Lockup and Regional	\$1,271,653,491	\$42,388,450	5.0% More than Option 2 (\$60,360,384)
2. Lockup, Minimum and Regional	\$1,211,293,108	\$40,376,437	
3. 1,200 Bed Phased	\$1,254,113,760	\$41,803,792	3.5% More than Option 2 (\$42,820,653)

The relative difference between total annual costs is depicted in Figure B.46.

Figure B.46: Total 30-Year Costs

Assumptions

These figures have been prepared following the instructions of the steering committee:

- Wage rates are based on current Kalamazoo County salary and benefits
- Medical costs and other costs are based on average in cost survey
- Inflation rates of 4.0% for employee costs and 3.0% for all other costs were applied
- Construction costs were calculated at \$300/sf for total project costs
- A 20-year serial bond used to calculate capital costs (4.8% interest)
- Regional jail costs based on a 1,200 bed facility
- Regional jail costs were applied for detention days used only
- Regional costs include a twice daily transport system to each sending site

APPENDIX C:

Kent County

APPENDIX C:

Kent County

EXECUTIVE SUMMARY

Kent County is nationally recognized for its innovative programming, justice system coordination and collaboration, and effective jail reporting. It would be hard to find a county that has done more to collect and analyze information and to share it with stakeholders.

Kent County brings the only acceptable jail beds to the table in discussions with Allegan and Kalamazoo counties. While Allegan and Kalamazoo counties face complete replacement of their substandard facilities, or major renovation and expansion, Kent County must replace several outmoded and decaying linear design housing units that comprise nearly half of its secure beds.

The jail system is nearing its functional capacity. The current site has been master-planned to accommodate future expansion. The current jail system has a total capacity of 1,478 in three facilities:

- Main Jail: 1,170 beds (520 in old linear facility)
- Community Reentry Center: 248 beds
- Honor Camp: 60 beds

In August 2008 county voters approved a millage renewal for the jail. This will generate approximately \$27 million for construction/renovation, in addition to maintaining operating levels. County officials told voters that the 520 linear jail beds would be “razed” and replaced. Increases in jail construction costs have officials worried that the \$27 million might not fully cover the cost of replacing those beds. It is unlikely that funds will be available to expand the overall capacity of the jail system.¹

The average daily jail population has increased by 41.1% in the past ten years, from 959 in 1998 to 1353 in 2007. But daily jail populations are rarely average, and the highest male and female daily counts in August 2007 totaled 1,482.

In recent meetings associated with this study, Kent County officials acknowledged that the jail system is currently consistently operating above its functional capacity. Inmate population projections developed by the consultants suggest an average daily inmate population of 3,063 in the year 2038, based on the continuation of current practices. When peaking and classification factors are added, there is a projected need for 3,358 beds in the year 2038, 1,880 more beds (127% increase.)

¹ Officials have been exploring ways to increase the amount of capital funding, from other sources and by considering longer-term bonds that would have lower annual costs. At the time this report was finalized, \$33 million was possibly available for construction.

County officials had hoped to expand the jail capacity using capital funds from the August 2008 millage renewal. A recent architectural and engineering study suggested that the 520 beds could be replaced and 56 new beds could be constructed for \$27 million, but these estimates now appear too optimistic. Officials are exploring ways to increase funding for jail construction with hopes of adding a modest amount of additional beds.

Costs for further expansion of the current jail are daunting. The architectural study explored an expansion scenario that would add a total of 632 beds and improve “core” services, involving approximately 200,000 square feet of new construction and major renovation. At current construction costs, such a project could cost as much as \$60 million.

The consultants developed 30-year cost projections for four distinct scenarios:

1. Continue on current course, pass the millage and board excess inmates out as the demand exceeds the supply of beds.
2. Become a partner in a large regional jail that would open in Year 9, paying a daily rate for operations and facility costs as a “co-owner” of the facility.
3. Become partner in large regional jail in Year 9 and reduce overall demand for beds by 10% per year beginning in the first year.
4. Expand the current jail complex in increments to meet growing needs.

The 30-year total costs for each option were calculated:

Option 1: Replace Linear Beds and Board Out.....	\$3,314,344,161
Option 2: Join Regional Jail in 9 Years.....	\$3,822,704,031
Option 3: Join Regional and Reduce Bed Demand by 10%.....	\$3,408,926,712
Option 4: Expand Jail Complex in Increments.....	\$3,926,925,333

Although Option 1 has the lowest total cost, its feasibility is questionable. This option assumes that substantial beds will be available at other jails-- nearly 1,700 beds by Year 30. Option 2 annual costs track closely with Option 1, but does not rely on finding ad hoc beds for inmates because Kent County would be a partner in a regional jail.

Becoming a co-owner of a large (1,200+ bed) regional jail increases annual costs substantially when the facility is first opened. This is the result of facility debt service costs that end after 20 years when the serial bonds are retired.

Expanding the current jail in increments would require a series of major construction projects, along with corresponding debt service. This option is the most costly over the 30 year period, \$103.6 million more than Option 2 (2.7%).

A. INTRODUCTION

Of the three counties involved with the regional study, Kent brings the most (actually the only) acceptable jail beds to the table. While Allegan and Kalamazoo counties face replacement of their substandard facilities, Kent is challenged with replacing several outmoded and decaying linear design housing units.

It might be said that Kent County has approached planning and design “by the book.” Undertaking “total systems planning” in the late 1980’s, the county proceeded to renovate its criminal justice system and construct a state-of-the-art (at the time) jail expansion. Efforts were guided by a criminal justice system plan developed by David Bennett in 1990 (Bennett Report). The report projected Year 2005 average daily inmate populations to be between 994 and 1,280. The average daily population (ADP) in 2005 was 1,298.

Kent County is known nationally for its innovative programming, justice system coordination and collaboration, and innovative and effective jail reporting. It would be hard to find a county that has done more to collect and analyze information and to share it with stakeholders.

Capacity

The Kent County system has grown steadily, as suggested by the following milestones:

- 1958: Original (Main) jail constructed, linear design, capacity of 240
- 1968: Honor Camp opened, capacity of 48
- 1974: 116 beds added to Main Jail
- 1982: Work release facility created at Salvation Army, capacity of 48
- 1983: Another 122 beds added to Main Jail, bringing capacity to 573
- 1985: Female offenders (up to 25) housed at Project Rehab under new contract
- 1990: Voters approve 0.84 mills to construct new jail addition
- 1993: New addition, renovation complete with Main Jail capacity of 1000, and system capacity of 1,152
- 1999: Work release facility moved from Salvation Army to Kent Oaks facility adjacent to jail, with a capacity of 136 (system capacity of 1,237)
- After additional beds added and other adjustments, the total inmate capacity of 1,478 beds is distributed in three facilities—
 - Main Jail 1,170 beds (520 in old linear facility)
 - Community Reentry Center 248 beds
 - Honor Camp 60 beds

A recent study by Harrison-Landmark Design underscored the need to replace the 520 linear beds in the Main Jail because of serious health, safety and maintenance problems.

B. BASE DATA ON JAIL OCCUPANCY

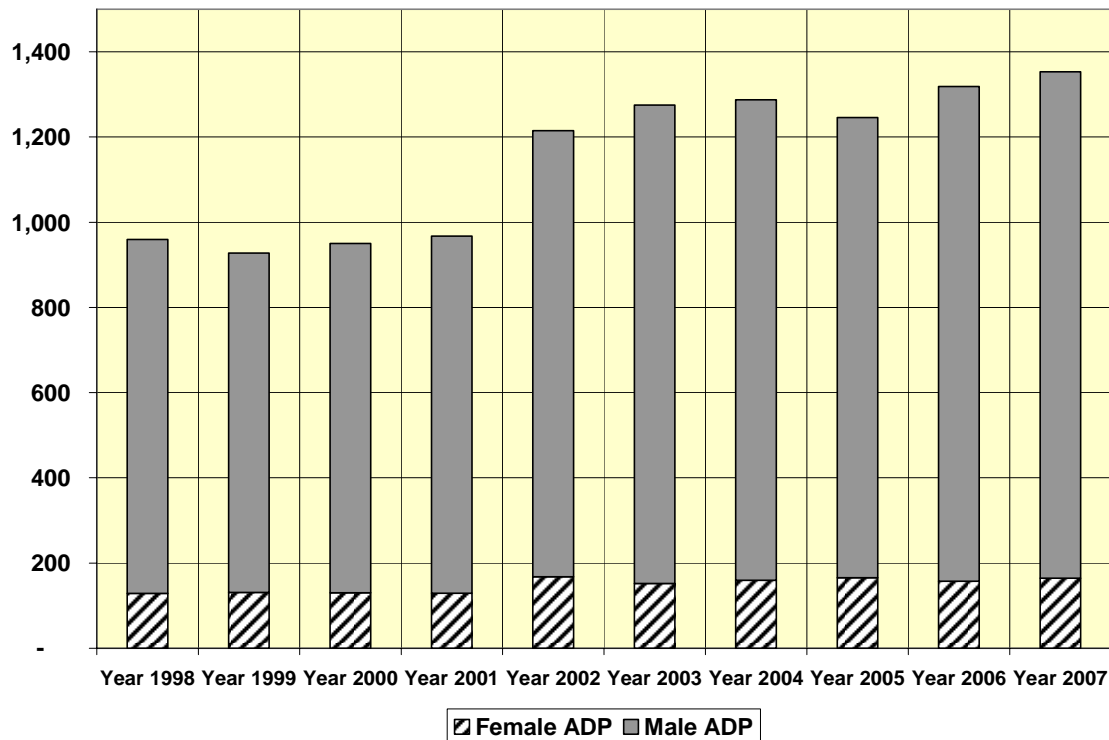
Male and female occupancy has grown significantly since 1998, as shown in Figure C.1.

Figure C.1: Average Daily Inmate Population (ADP) 1998 – 2007

Year	Female ADP	Male ADP	TOTAL
Year 1998	129	830	959
Year 1999	131	797	928
Year 2000	130	820	950
Year 2001	129	838	967
Year 2002	168	1,047	1,215
Year 2003	152	1,123	1,275
Year 2004	160	1,128	1,287
Year 2005	166	1,080	1,246
Year 2006	157	1,161	1,318
Year 2007	164	1,189	1,353

The total population has increased by 41.4% in the past nine years (Figure C.2). The male population increased by 43.2% while the female population increased by 27.1%.

Figure C.2: Average Daily Inmate Population (ADP) 1998 – 2007



Monthly populations varied, as shown in the table and chart below (Figures C.3 and C.4). August was the peak month for five years and September for two years. January had the lowest ADP in four years and April for three.

Figure C.3: Average Monthly Population: 1998 - 2007

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007
January	1,156.9	1,042.6	1,098.9	1,121.9	1,200.9	1,259	1,208	1,276	1,344	1,348
February	1,170.5	1,085.4	1,156.5	1,158.4	1,216.0	1,261	1,300	1,294	1,321	1,326
March	1,166.4	1,116.3	1,137.5	1,156.7	1,190.3	1,258	1,305	1,323	1,299	1,364
April	1,169.2	1,121.5	1,159.2	1,174.6	1,146.8	1,223	1,338	1,285	1,266	1,320
May	1,158.6	1,085.9	1,154.7	1,155.1	1,175.5	1,272	1,341	1,269	1,306	1,335
June	1,133.8	1,120.6	1,182.3	1,175.4	1,171.8	1,316	1,296	1,265	1,341	1,348
July	1,145.7	1,119.0	1,177.8	1,183.0	1,238.7	1,300	1,299	1,288	1,389	1,358
August	1,184.2	1,167.0	1,156.8	1,211.8	1,235.2	1,292	1,250	1,314	1,407	1,429
September	1,165.0	1,165.2	1,173.6	1,191.1	1,267.4	1,290	1,322	1,329	1,353	1,416
October	1,132.4	1,127.1	1,183.4	1,192.0	1,266.1	1,305	1,306	1,303	1,387	1,366
November	1,146.7	1,137.9	1,181.3	1,198.0	1,243.9	1,316	1,294	1,311	1,386	1,317
December	1,074.2	1,102.3	1,140.7	1,169.0	1,205.4	1,235	1,278	1,317	1,346	1,310
Low	1,074.2	1,042.6	1,098.9	1,121.9	1,146.8	1,223	1,208	1,265	1,266	1,310
High	1,184.2	1,167.0	1,183.4	1,211.8	1,267.4	1,316	1,341	1,329	1,407	1,429

Figure C.4 illustrates the peaks and valleys in relation to the annual average daily population.

Figure C.4: Average Monthly Population and Annual Average: 1998 - 2007

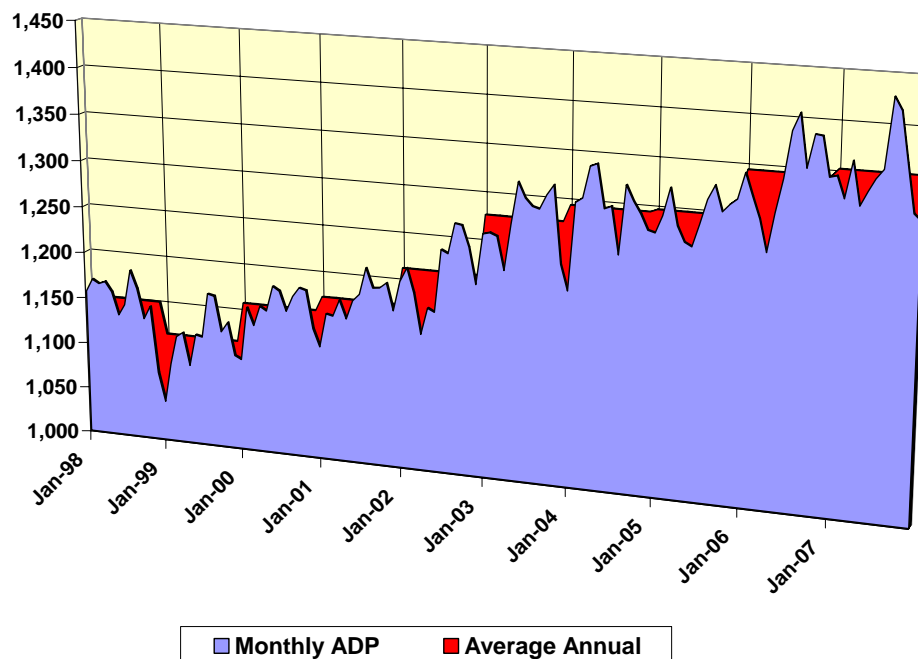
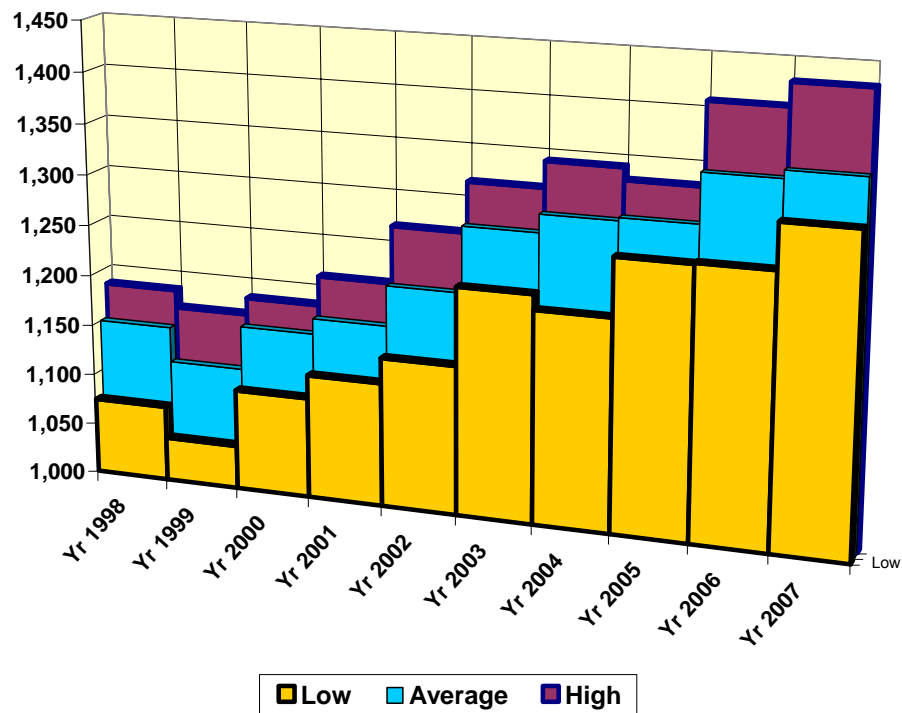


Figure C.5 shows the relationship between monthly low and high populations, compared to the average for the respective year.

Figure C.5: Low and High Monthly Average Compared to Annual Average, 1998 - 2007



C. INMATE CHARACTERISTICS

The consultant was provided with inmate-specific information for more than 56,000 inmates released in 2006 and 2007. This provided the opportunity to examine selected characteristics of the inmate population in a manner that was replicated in Kalamazoo County, facilitating comparison. An extensive description of jail inmates, operations and dynamics is issued annually. The following tables and charts are offered as a supplement to the annual reports.

The following pages present the findings from analysis of the inmate database. Additional narrative and comments will be provided in the final report, following discussions with county officials.

Length of Stay

The number of days each inmate spends in confinement has many implications for the design and operation of the jail. This characteristic also has great importance with regard to the feasibility of a regional solution. Figure C.6 describes the number of releases and total days spent for several length of stay categories.

Figure C.6: Length of Stay Categories, Inmates Released in 2006 and 2007

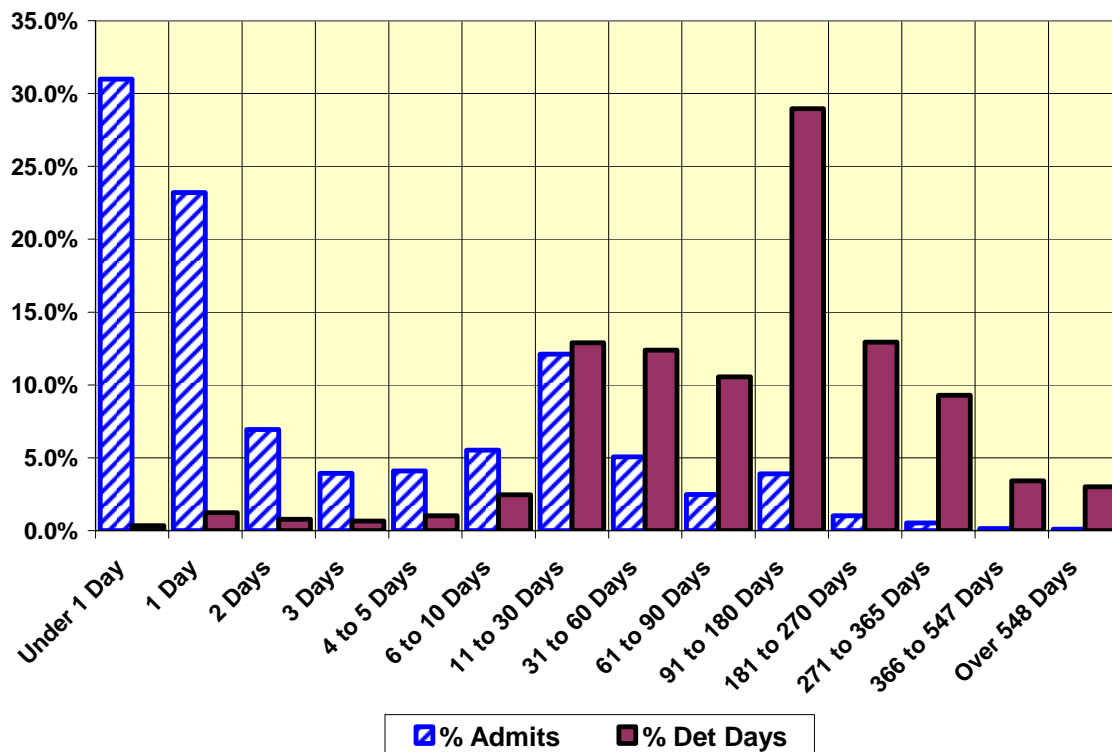
Length of Stay	Number Re-leased	% Re-eased	Cumul % Releases	Det Days	% Det Days	Cumul % Det Days	Percent Staying Longer Than...
A. Less Than 1 Day	17,433	31.0%	31.0%	3,376	0.3%	0.3%	99.7%
B. 1 Day	13,052	23.2%	54.2%	12,008	1.2%	1.6%	98.4%
C. 2 Days	3,901	6.9%	61.1%	7,521	0.8%	2.4%	97.6%
D. 3 Days	2,209	3.9%	65.0%	6,451	0.7%	3.0%	97.0%
E. 4 to 5 Days	2,309	4.1%	69.2%	9,984	1.0%	4.0%	96.0%
F. 6 to 10 Days	3,107	5.5%	74.7%	24,036	2.5%	6.5%	93.5%
G. 11 to 30 Days	6,817	12.1%	86.8%	125,436	12.9%	19.4%	80.6%
H. 31 to 60 Days	2,851	5.1%	91.9%	120,630	12.4%	31.8%	68.2%
I. 61 to 90 Days	1,393	2.5%	94.3%	102,685	10.6%	42.3%	57.7%
J. 91 to 180 Days	2,195	3.9%	98.2%	281,915	29.0%	71.3%	28.7%
K. 181 to 270 Days	576	1.0%	99.3%	125,867	12.9%	84.2%	15.8%
L. 271 to 365 Days	298	0.5%	99.8%	90,452	9.3%	93.5%	6.5%
M. 366 to 547 Days	77	0.1%	99.9%	33,290	3.4%	97.0%	3.0%
N. Over 548 Days^a	56	0.1%	100.0%	44,380	3.0%	100.0%	0.0%
TOTALS	56,274			988,031			

- a. It is likely that some of the inmates cited in the "Over 548 Days" categories are errors in the jail records that were provided for analysis, most likely referring to inmate who were transferred out but not removed from the active record.

Figure C.7 depicts the length of stay dynamics of the jail. The striped bars describe length of stay based on admissions, the solid bars describe detention days—or how beds are used. Using the table and the chart, the following observations may be made:

- 31% of all inmates admitted to the jail spend less than a day, but they account for only 0.3% of the beds used.
- 3.9% of the inmates will spend between 91 and 180 days, but they occupy 29.0% of all the jail beds used.
- The last column on Figure C.6 preceding table describes the percent of inmates who will spend more than a specified amount of time in the jail—80.6% will spend more than 9 days, 68.2% will spend more than 30 days, and so on.

Figure C.7: Inmate Releases Compared to Detention Days, 2006 - 2007



If the total detention days are divided by the total releases, the average length of stay (ALOS) is 17.6 days. This is a deceptive figure, suggesting that the jail does not house long term inmates. But the preceding detention day data corrects the misconception.

Analyzing the two years separately, a shift in length of stay characteristics may be discerned. The overall average length of stay for 2007 was 17.9 days, a 6.5% increase from 2006. The number of releases increases slightly between 2006 and 2007 (1.2%), but the increase in length of stay more than offset this drop and produced an increase in the number of detention days (beds used). Figure C.8 compares 2006 and 2007 length of stay patterns.

The table below shows the trend for each length of stay category.

Figure C.8: Length of Stay Categories Compared, 2006 and 2007

	2006	2007	2006	2007		2006	2007
Length of Stay Categories	Det Days	Det Days	% Det Days	% Det Days	Trend	ALOS	ALOS
A. Less Than 1 Day	1,747	1,630	0.4%	0.3%	▼	0.2	0.2
B. 1 Day	6,382	5,625	1.3%	1.1%	▼	0.9	0.9
C. 2 Days	3,679	3,842	0.8%	0.8%	-	1.9	1.9
D. 3 Days	3,361	3,091	0.7%	0.6%	▼	2.9	2.9
E. 4 to 5 Days	4,853	5,131	1.0%	1.0%	-	4.3	4.3
F. 6 to 10 Days	11,305	12,731	2.3%	2.6%	▲	7.7	7.7
G. 11 to 30 Days	65,173	60,262	13.5%	12.3%	▼	18.2	18.6
H. 31 to 60 Days	60,565	60,064	12.5%	12.3%	▼	42.1	42.5
I. 61 to 90 Days	52,601	50,084	10.9%	10.2%	▼	73.8	73.7
J. 91 to 180 Days	136,800	145,115	28.3%	29.6%	▲	128.6	128.3
K. 181 to 270 Days	58,524	67,344	12.1%	13.8%	▲	216.0	220.8
L. 271 to 365 Days	42,933	47,518	8.9%	9.7%	▲	304.5	302.7
M. 366 to 547 Days	17,517	15,774	3.6%	3.2%	▼	437.9	426.3
N. 548 or More Days	18,238	11,371	3.8%	2.3%	▼	759.9	710.7
Totals	483,678	489,582				16.8	17.9

Many inmates entered the jail with more than one charge (31.3%). Inmate length of stay generally increased with the number of charges, as shown in Figure C.9.

Figure C.9: Number of Charges at Admission, 2006 - 2007

Number of Charges	Releases	Percent of Releases	Detention Days	Percent of Detention Days	Average Length of Stay
1	38,667	68.7%	428,006	44.0%	11.1
2	10,956	19.5%	247,335	25.4%	22.6
3	3,947	7.0%	137,558	14.1%	34.9
4	1,525	2.7%	76,097	7.8%	49.9
5	625	1.1%	40,428	4.2%	64.7
6	297	0.5%	22,621	2.3%	76.2
7	131	0.2%	10,109	1.0%	77.2
8	53	0.1%	4,898	0.5%	92.4
9	26	0.0%	2,251	0.2%	86.6
10	15	0.0%	2,066	0.2%	137.7
11	4	0.0%	252	0.0%	62.9
12	9	0.0%	1,008	0.1%	112.0
13	3	0.0%	632	0.1%	210.6
Total	56,258		973,259		17.3

The charge level for the primary charge was analyzed. As expected, inmates with felony charges spent more time in jail. As the severity of charge declined, so did the average length of stay. Inmates charged with felony offenses accounted for 74.8% of all detention days. Figure C.10 displays these findings.

Figure C.10: Charge Level, 2006 - 2007

Charge Level	Releases	Percent of Releases	Detention Days	Percent of Detention Days	Average Length of Stay
Felony 1	2,416	4.3%	189,872	19.5%	78.6
Felony 2	3,769	6.7%	202,786	20.8%	53.8
Felony 3	10,453	18.6%	327,438	33.6%	31.3
Felony 4	400	0.7%	8,865	0.9%	22.2
Misd. 1	20,969	37.3%	170,963	17.6%	8.2
Misd. 2	11,723	20.8%	45,502	4.7%	3.9
Misd. 3	6,463	11.5%	26,783	2.8%	4.1
Misd. 4	3	0.0%	113	0.0%	37.6
Total	56,258	100.0%	973,259	100.0%	17.3

Figure C.11 describes the status of each inmate's primary charge. Note that 52.7% of all detention days were served by inmates who were released after completing a sentence. Figure C.12 examines the most frequent primary charges.

Figure C.11: Charge Status, 2006 - 2007

Charge Status	Releases	Percent of Releases	Detention Days	Percent of Detention Days	Average Length of Stay
Bonded Out	10,255	18.2%	81,509	8.4%	7.9
Combined with Other Charge	285	0.5%	7,388	0.8%	25.9
Detainer Lifted	268	0.5%	1,695	0.2%	6.3
Dismissed	2,115	3.8%	26,421	2.7%	12.5
End of Sentence	15,704	27.9%	512,552	52.7%	32.6
No Interim Bond Set	17	0.0%	469	0.0%	27.6
No Probably Cause	174	0.3%	576	0.1%	3.3
No Show by Weekender	7	0.0%	188	0.0%	26.9
Nolle Pros	135	0.2%	10,397	1.1%	77.0
Not Arraigned in Time	24	0.0%	372	0.0%	15.5
PA Bonded Out	16,082	28.6%	8,357	0.9%	0.5
Picked Up on Hold	40	0.1%	966	0.1%	24.1
Released at Court	9,192	16.3%	94,481	9.7%	10.3
Sentenced to Prison	1,942	3.5%	227,885	23.4%	117.3
Triage Rejected	18	0.0%	3	0.0%	0.2
Total	56,258	100.0%	973,259	100.0%	17.3

**Figure C.12: Description for Charges Accounting for One Percent or More
of Detention Days, 2006 - 2007**

Charge Description	Re- leases	Percent of Releases	Detention Days	Percent of Detention Days	Average Length of Stay
Probation Violation	3,701	6.6%	105,528	10.8%	28.5
VCSA - Delivery/Manufacture	795	1.4%	51,561	5.3%	64.9
Family- Nonpayment of Child Support	3,503	6.2%	38,108	3.9%	10.9
VCSA- Possession (Narcotic/cocaine, 25	1,020	1.8%	35,079	3.6%	34.4
OWI- Operating Under the Influence	2,557	4.5%	24,146	2.5%	9.4
Robbery- Armed	182	0.3%	23,071	2.4%	126.8
Forgery- Uttering and Publishing	442	0.8%	21,883	2.2%	49.5
OWI- Operating Under the Influence- 3rd	455	0.8%	21,324	2.2%	46.9
Assault- w/dangerous weapon	548	1.0%	17,117	1.8%	31.2
Home Invasion- 1st Degree	199	0.4%	15,801	1.6%	79.4
OWI Operating While Intoxicated	2,637	4.7%	12,577	1.3%	4.8
Domestic Violence- 3rd Offense	191	0.3%	12,311	1.3%	64.5
Stolen Property- Receiving and	411	0.7%	12,292	1.3%	29.9
Robbery - Unarmed	164	0.3%	12,276	1.3%	74.9
CSC -1st- Penetration w/Penis	62	0.1%	12,253	1.3%	197.6
Home Invasion- 2nd Degree	156	0.3%	12,135	1.2%	77.8
Operating- License Suspended, Revoked	1,510	2.7%	11,956	1.2%	7.9
Child Support - Criminal	852	1.5%	11,463	1.2%	13.5
Domestic Violence	1,792	3.2%	10,297	1.1%	5.7
Weapons, Carrying Concealed	292	0.5%	10,181	1.0%	34.9
VCSA- Deliver/Manuf. Marijuana	417	0.7%	10,048	1.0%	24.1
B & E- Building with Intent	212	0.4%	9,788	1.0%	46.2
VCSA Cocaine- Sell/Deliver	104	0.2%	9,309	1.0%	89.5

Inmates confined for violation of probation occupied the most beds (10.8% of detention days) with an ALOS of 28.5 days. Several drug charges combined for a total of 10.9% of all detention days. Several Operating While Intoxicated or Under the Influence charges combined to represent 6.0% of all detention days.

Inmates were classified into ten categories based on their needs and risk. Classification procedures are implemented for all inmates who are not released shortly after admission and employ the “objective jail classification” model that is promoted by the National Institute of Corrections. Classification assignments are summarized in Figure C.13.

Figure C.13: Classification of Inmates, 2006 - 2007

Classify	Admits	Percent of Admits	Detention Days	Percent of Detention Days	Average Length of Stay
CLOSE	415	0.7%	65,575	6.7%	158.0
HIGH	32	0.1%	7,215	0.7%	225.5
MEDASLT	1,780	3.2%	121,898	12.5%	68.5
MEDIUM	5,014	8.9%	279,173	28.7%	55.7
MEDPRE	619	1.1%	41,729	4.3%	67.4
MINIMUM	1,177	2.1%	63,811	6.6%	54.2
MINPRE	4,487	8.0%	109,430	11.2%	24.4
LOW	4,120	7.3%	96,393	9.9%	23.4
VERYLOW	3,074	5.5%	52,155	5.4%	17.0
SPECIAL	3	0.0%	3,491	0.4%	1,163.5
UNCLASS.^a	35,537	63.2%	132,388	13.6%	3.7
Total	56,258	100.0%	973,259	100.0%	17.3

a. Inmates who are confined for 3 days or less are usually not classified.

When the preceding classification categories are collapse into three groups, the detention days are distributed as:

- Close and High -- 7.5%
- Medium -- 45.5%
- Minimum and Low -- 33.1%

The arresting authority was recorded for each inmate at admission. The most frequent agencies are presented in the Figure C.14 (over one percent of detention days). This information shapes the feasibility of a regional solution because of the transportation implications.

**Figure C.14: Arresting Agencies Admitting One Percent or More,
2006 -2007**

Arresting Agency	Admits	Percent of Admits	Detention Days	Percent of Detention Days	Average Length of Stay
Grand Rapids PD	25,350	45.1%	388,465	39.9%	15.3
Kent Co. Sheriff	15,331	27.3%	363,545	37.4%	23.7
Wyoming PD	4,582	8.1%	67,194	6.9%	14.7
Kentwood PD	2,543	4.5%	33,351	3.4%	13.1
Walker PD	1,881	3.3%	24,712	2.5%	13.1
Mich. State Police	2,048	3.6%	19,312	2.0%	9.4
Turned Self In	676	1.2%	15,898	1.6%	23.5
Grandville PD	1,344	2.4%	14,817	1.5%	11.0

Similar to the earlier “charge status” data, Figure C.15 describes the reasons for each inmate’s release from the jail.

Figure C.15: Reason for Release 2006 - 2007

Release Reason	Releases	Percent of Releases	Detention Days	Percent of Detention Days	Average Length of Stay
End of Sentence	8,160	14.5%	301,692	31.0%	37.0
Released to Prison	1,690	3.0%	178,414	18.3%	105.6
Time Served	3,508	6.2%	124,918	12.8%	35.6
Released to Other Agency	2,740	4.9%	98,167	10.1%	35.8
Fines and Costs Paid	1,183	2.1%	80,387	8.3%	68.0
Bonded	21,384	38.0%	52,470	5.4%	2.5
Released at Court	3,919	7.0%	38,377	3.9%	9.8
Bond Company	4,175	7.4%	23,002	2.4%	5.5
Credit for Time Served	1,203	2.1%	22,075	2.3%	18.3
Detainer Lifted	884	1.6%	14,182	1.5%	16.0
Other	532	0.9%	11,511	1.2%	21.6
Fines Paid	2,545	4.5%	11,235	1.2%	4.4
Charge Dismissed	1,029	1.8%	7,638	0.8%	7.4

Inmate Personal Characteristics

The following tables present information that describes some of the personal characteristics of the inmate population.

Gender

Female inmates accounted for approximately 21% of releases in each year, but only 12.0% of detention days. In each year, female average length of stay was approximately half that of male inmates as shown in Figure C.16.

Figure C.16: Jail Occupancy by Gender for Years 2006 and 2007

	2006					2007				
Gender	Release	Percent of Releases	Detention Days	Percent of Detention Days	Average Length of Stay	Releases	Percent of Releases	Detention Days	Percent of Detention Days	Average Length of Stay
Female	6,027	20.9%	58,116	12.0%	9.6	5,870	21.4%	58,694	12.0%	10.0
Male	22,848	79.1%	425,562	88.0%	18.6	21,513	78.6%	430,888	88.0%	20.0
Total	28,875		483,678		16.8	27,383		489,582		17.9

Over 70% of inmates were single at the time of admission, as shown in Figure C.17. Another 11.4% were divorced or widowed.

Figure C.17: Marital Status at Time of Admission

Marital Status	Admits	Percent of Admits	Detention Days	Percent of Detention Days	Average Length of Stay
Divorced	6,095	10.8%	101,152	10.4%	16.6
Married	8,991	16.0%	150,396	15.5%	16.7
Single	40,149	71.4%	705,558	72.5%	17.6
Widow/er	317	0.6%	5,339	0.5%	16.8
Total	56,258		973,259		17.3

Nearly two-thirds of all inmates gave a Grand Rapids address as their home at the time of admission. Nearly 75% of all inmates gave addresses within Kent County, as shown in Figure C.18.

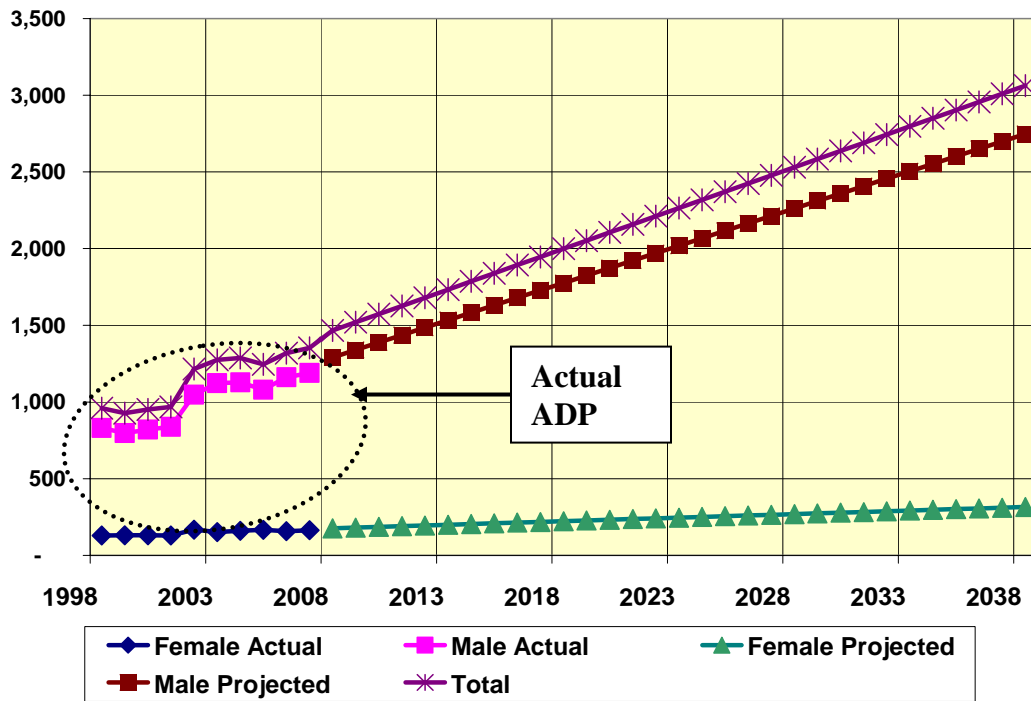
Figure C. 18: Home Address (Zip Code) for Codes with One Percent or More of Detention Days

ZIP Code	Admits	Percent of Admits	Detention Days	Percent of Det. Days	Average Length of Stay
49507 Grand Rapids	9,425	16.8%	184,653	19.0%	19.6
49503 Grand Rapids	6,136	10.9%	111,788	11.5%	18.2
49504 Grand Rapids	5,128	9.1%	80,984	8.3%	15.8
49509 Grand Rapids	3,410	6.1%	61,415	6.3%	18.0
49506 Grand Rapids	3,385	6.0%	59,028	6.1%	17.4
49508 Grand Rapids	3,151	5.6%	55,356	5.7%	17.6
49505 Grand Rapids	2,977	5.3%	49,127	5.0%	16.5
49525 Grand Rapids	1,049	1.9%	13,831	1.4%	13.2
49512 Grand Rapids	703	1.2%	10,447	1.1%	14.9
49548 Kentwood, Wyoming	2,048	3.6%	32,499	3.3%	15.9
49321 Comstock Park	1,116	2.0%	14,695	1.5%	13.2
49544 Walker	794	1.4%	13,022	1.3%	16.4
49546 Walker	908	1.6%	11,595	1.2%	12.8
49319 Cedar Springs	773	1.4%	11,187	1.1%	14.5
49341 Rockford	926	1.6%	10,992	1.1%	11.9
Unspecified	3,516	6.2%	87,574	9.0%	24.9
SUBTOTALS					
Grand Rapids	35,364	63.04%	626,629	64.48%	17.7
Kent County	41,929	74.74%	720,619	74.15%	17.2

D. PROJECTIONS

It was necessary to create 30-year projections for the life cycle cost analysis. This was accomplished using historical occupancy data from 1984 forward, and applying a linear regression ARIMA model. Our projections continue the trend, estimating the average jail population will be 3,063 inmates in Year 2038 (30 years). Male and female populations are projected separately, as shown in Figure C.19.

Figure C.19: 30 Year Linear Regression Projections



The annual projected inmate populations are summarized in Figure C.20.

Figure C.20: Thirty Year Linear Regression Projections

	Female	Male	Total
Year 2009	181	1,339	1,520
Year 2013	199	1,533	1,733
Year 2018	223	1,776	1,999
Year 2023	246	2,019	2,265
Year 2028	269	2,262	2,531
Year 2033	292	2,505	2,797
Year 2038	315	2,747	3,063

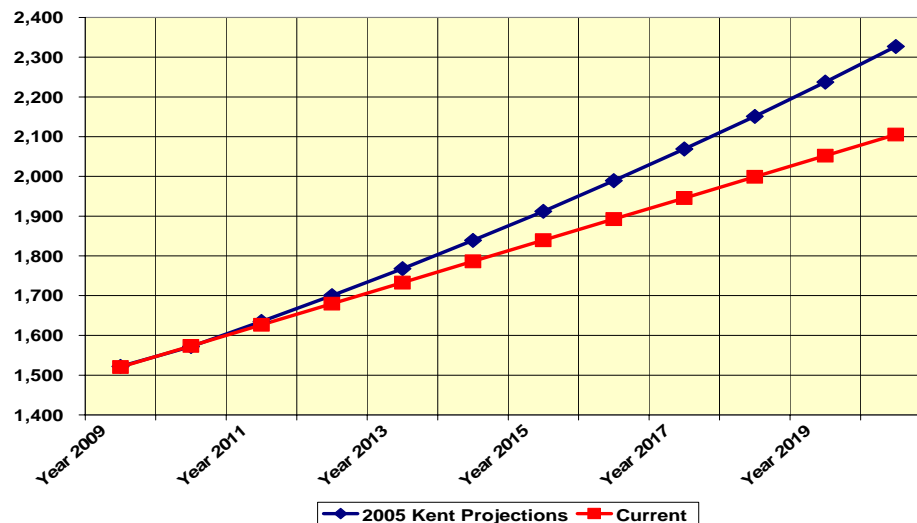
Inmate population projections were developed for the county in 2005. The years that have past since those studies were completed provide the advantage of hindsight. Figure C.21 compares current projections with those developed in earlier studies.

Figure C.21: Comparison of Recent Projections and Forecasts

	2005 Kent Projections	Current Projections			Kent Minus Current
		Female	Male	Total	
Year 2009	1,522	181	1,339	1,520	2
Year 2010	1,572	186	1,388	1,573	(1)
Year 2011	1,635	190	1,436	1,627	8
Year 2012	1,700	195	1,485	1,680	20
Year 2013	1,768	199	1,533	1,733	35
Year 2014	1,839	204	1,582	1,786	53
Year 2015	1,912	209	1,631	1,839	73
Year 2016	1,989	213	1,679	1,892	97
Year 2017	2,069	218	1,728	1,946	123
Year 2018	2,151	223	1,776	1,999	152
Year 2019	2,237	227	1,825	2,052	185
Year 2020	2,327	232	1,873	2,105	222

As Figure C.21 suggests, the earlier projections are higher than the projections developed for this study, with the difference between the two growing each year. Figure C.22 illustrates the difference between the two projections.

Figure C.22: Comparison of Current to Previous Projections



Many forces shape the number and types of inmates who comprise the jail population and their length of stay. Figure C.23 identifies *some* of the changes that could have an impact on future jail needs.

Figure C.23: Forces That Could Increase or Decrease Future Jail Needs

	<i>Increase Demand for Jail Beds</i>	<i>Could Go Either Way</i>	<i>Decrease Demand for Jail Beds</i>	
↑	<ul style="list-style-type: none"> • Sentencing Practices • Increase in Drug Use • Increased Violations (Probation, Conditions of Release) • Mandatory Sentences • Pent-Up Demand Released with New Jail • Increased Law Enforcement Effort • Moving More State Prisoners to Jails • Downturn in Economy 	Changes In Officials	<ul style="list-style-type: none"> • Expanded Use of Alternatives to Confinement • Filling Treatment Gaps in the Community • Slower Rate of General Population Growth • Decrease in Law Enforcement Effort 	↓

Some of the preceding forces may be shaped by policymakers (e.g. policies, laws, sentencing) while others are outside of their control (e.g. economy, population growth).

Kent County has recently created a Criminal Justice Coordinating Council (CJCC) that will be well-positioned to monitor the overall justice system and to analyze planned and unplanned changes and their impact on the jail system.

E. INCARCERATION RATES

An “incarceration rate” compares the number of inmates in jail to the general population. Kent County has a moderate incarceration rate, 2.45 per 1,000 in 2007. Kent County’s incarceration rate ranks 46th of 83 Michigan counties -- 37 counties had higher rates. Figure C.24 displays incarceration rate figures for selected Michigan counties.

Figure C.24: Incarceration Rates for Michigan Jails with Over 100 Beds
All ranks in right columns are from Low to High

County Name	Jail Capac.	Rank Jail Size	2007 County Population	2004 Beds per 1000	2007 Beds Per 1000	2004 Rank Incar Rate	2007 Rank Incar Rate
Allegan	173	58	112,761	1.54	1.53	19	17
Bay	220	64	107,517	2.01	2.05	29	26
Berrien	341	70	159,589	2.09	2.14	34	33
Branch	139	53	46,194	2.99	3.01	66	63
Calhoun	630	78	136,615	4.53	4.61	82	82
Cass	116	48	50,551	2.24	2.29	39	37
Chippewa	117	49	38,922	3.02	3.01	67	62
Clare	172	57	30,697	5.40	5.60	83	83
Clinton	216	63	69,755	3.14	3.10	70	67
Eaton	224	65	107,390	2.09	2.09	35	29
Emmet	105	46	33,393	2.07	3.14	33	68
Genesee	580	77	434,715	1.31	1.33	9	9
Grand	194	59	85,479	1.87	2.27	26	35
Ingham	665	79	279,295	2.37	2.38	48	43
Ionia	132	52	64,053	2.05	2.06	31	27
Isabella	196	60	66,693	3.04	2.94	68	61
Jackson	442	74	163,006	2.61	2.71	55	55
Kalamazoo	327	68	245,333	1.36	1.33	11	8
Kent	1,478	81	604,330	2.18	2.45	37	46
Lapeer	123	51	92,012	1.33	1.34	10	10
Lenawee	287	67	101,243	2.82	2.83	62	60
Livingston	254	66	183,194	1.43	1.39	15	11
Macomb	1,438	80	831,077	1.75	1.73	24	23
Mason	110	47	28,750	3.78	3.83	77	77
Mecosta	97	44	42,090	2.29	2.30	45	39
Monroe	343	71	153,608	2.25	2.23	40	34
Montcalm	205	61	62,950	2.84	3.26	64	70
Muskegon	370	72	174,386	2.12	2.12	36	32
Newaygo	212	62	49,171	4.25	4.31	81	81
Oakland	1,878	82	1,206,089	1.49	1.56	17	18
Ottawa	462	75	259,206	1.83	1.78	25	24
Saginaw	513	76	202,268	2.45	2.54	49	48
Sanilac	119	50	43,640	2.65	2.73	57	57
Shiawassee	165	55	71,753	2.26	2.30	41	38
St. Clair	423	73	170,119	1.00	2.49	4	47
St. Joseph	165	56	62,449	2.62	2.64	56	52
Van Buren	158	54	77,931	2.01	2.03	30	25
Washtenaw	332	69	350,003	0.98	0.95	3	3
Wayne	2,951	83	1,985,101	1.43	1.49	16	15
Michigan	15,181	--	8,188,132	1.85	1.85	--	--

F. TYPES OF BEDS NEEDED

As ADP projections are converted into future bedspace needs, it is important to identify the types of beds that are needed.

Gender

Figure C.25 divides the total bed needs by gender, using the ratio between male and female beds provided by the linear projections.

Figure C.25: Bedspace Needs by Gender (Includes peaking and classification)

	Total Beds	Female	Male
Year 2009	1,665	198	1,467
Year 2013	1,898	217	1,681
Year 2018	2,189	243	1,946
Year 2023	2,480	268	2,212
Year 2028	2,771	294	2,477
Year 2033	3,062	318	2,744
Year 2038	3,358	346	3,012

Type of Bedspaces

A June 8, 2005 memorandum explores projected needs and identifies the types of beds that are needed:

- Segregation beds (10%)
- Infirmary beds (1%)
- Intake holding beds (8%)
- Maximum security beds (12%)
- Medium beds (41%)
- Minimum beds (28%)

Earlier in this report, the proportions of inmates released in 2006 and 2007 were described in terms of security classification (Figure C.13).

When the preceding classification categories are collapse into three groups, the detention days are distributed as:

- 7.5% Close and High
- 45.5% Medium
- 33.1% Minimum and Low

G. PEAKING AND CLASSIFICATION

Average daily population forecasts (ADP) address the number of inmates who are expected to be confined. But the mechanics of jail operations, and the fluctuation of daily populations, require analysis in order to determine how many **beds** will be needed to accommodate the ADP.

Previous planning studies have used two factors to determine the number of beds needed to house projected average daily inmate populations: peaking and classification. The 2005 projections use a 2% peaking factor and a 7.5% classification factor. These factors have been added to the new inmate population projections to generate the number of beds needed, as shown in Figure C.26.

Figure C.26: Peaking and Classification Factors Added to Current Projections

	Average Daily Population	Peaked and Classified (add 9.5%)
2009	1,520 inmates	1,665 beds
Year 2013	1,733 inmates	1,898 beds
Year 2018	1,999 inmates	2,189 beds
Year 2023	2,265 inmates	2,480 beds
Year 2028	2,531 inmates	2,771 beds
Year 2033	2,797 inmates	3,062 beds
Year 2038	3,063 inmates	3,358 beds

The peaking factor used by previous consultants appeared low and an updated peaking analysis was conducted. The results are shown in Figure C.27.

The methodology required the identification of the highest male and female count for each month in 2007. These high daily counts were compared to the average daily for the month, producing a percent difference between the two. The percents for each month were then averaged to generate a peaking factor for each gender. Figure C.27 displays the elements of this analysis.

The new analysis generated the following peaking factors:

- Male: 7%
- Female: 18%

Figure C.27: Analysis of Peaking Factor

Month (2007)	Average	Maximum	Minimum	Max less Average	Max less Min	Perc of average	Percent of Min
MALE							
January	1,173	1,202	1,150	29	52	2.4%	4.4%
February	1,164	1,219	1,108	55	111	4.7%	9.5%
March	1,211	1,235	1,185	24	50	2.0%	4.1%
April	1,164	1,208	1,129	44	79	3.8%	6.8%
May	1,168	1,213	1,130	45	83	3.9%	7.1%
June	1,172	1,218	1,135	46	83	3.9%	7.1%
July	1,197	1,234	1,169	37	65	3.1%	5.4%
August	1,260	1,304	1,205	45	99	3.5%	7.9%
September	1,255	1,300	1,205	45	95	3.5%	7.6%
October	1,198	1,235	1,145	37	90	3.1%	7.5%
November	1,155	1,192	1,114	37	78	3.2%	6.8%
December	1,150	1,208	1,100	58	108	5.1%	9.4%
AVERAGES	1,189	1,231	1,148	42	83	3.5%	7.0%
FEMALE							
January	174	190	162	16	28	9.1%	16.1%
February	162	177	147	15	30	9.5%	18.6%
March	153	166	140	13	26	8.4%	17.0%
April	155	168	146	13	22	8.2%	14.2%
May	168	180	155	12	25	7.4%	14.9%
June	170	187	159	17	28	10.0%	16.5%
July	161	193	145	32	48	19.6%	29.8%
August	171	178	156	7	22	4.3%	12.9%
September	160	175	147	15	28	9.2%	17.5%
October	168	182	154	14	28	8.4%	16.7%
November	161	179	148	18	31	10.8%	19.2%
December	161	180	144	19	36	11.7%	22.3%
AVERAGES	164	180	150	16	29	9.7%	18.0%
WEIGHTED AVERAGE							8.33%

A weighted average peaking factor was generated from the data, with a value of 8.33%. However, after discussions with county officials, the consultants decided to use the previous peaking and classification factor of 9.5% for the purpose of this study.

H. CONSTRUCTION PLANS AND INFORMATION

The 2006 Harrison-Landmark study identified three options for replacing jail beds and adding capacity. The scale and estimated costs for each are described in Figure C.28.

Figure C.28: Harrison-Landmark Options, 2006

Option	New Construction Area	Construction Cost Estimate	Beds Added	Replace Linear Beds?	Notes
A	125,000 sq. ft.	\$25 - \$27 million	56 beds	Yes	No significant improvements in core services
B	225,000 sq. ft.	\$45 - \$47 million	56 beds	Yes	Major improvements to core services
C	325,000 sq. ft.	\$65 - \$67 million	632 new beds	Yes	Major improvements to core services

The study was optimistic in finding that all of the linear jail beds could be replaced (520 beds) and a small gain in beds could be realized for \$25 to \$27 million. Kent County officials are concerned that funds from the August 2008 millage renewal will not be sufficient to replace the linear beds, and they are working on strategies to increase the funds available for construction.

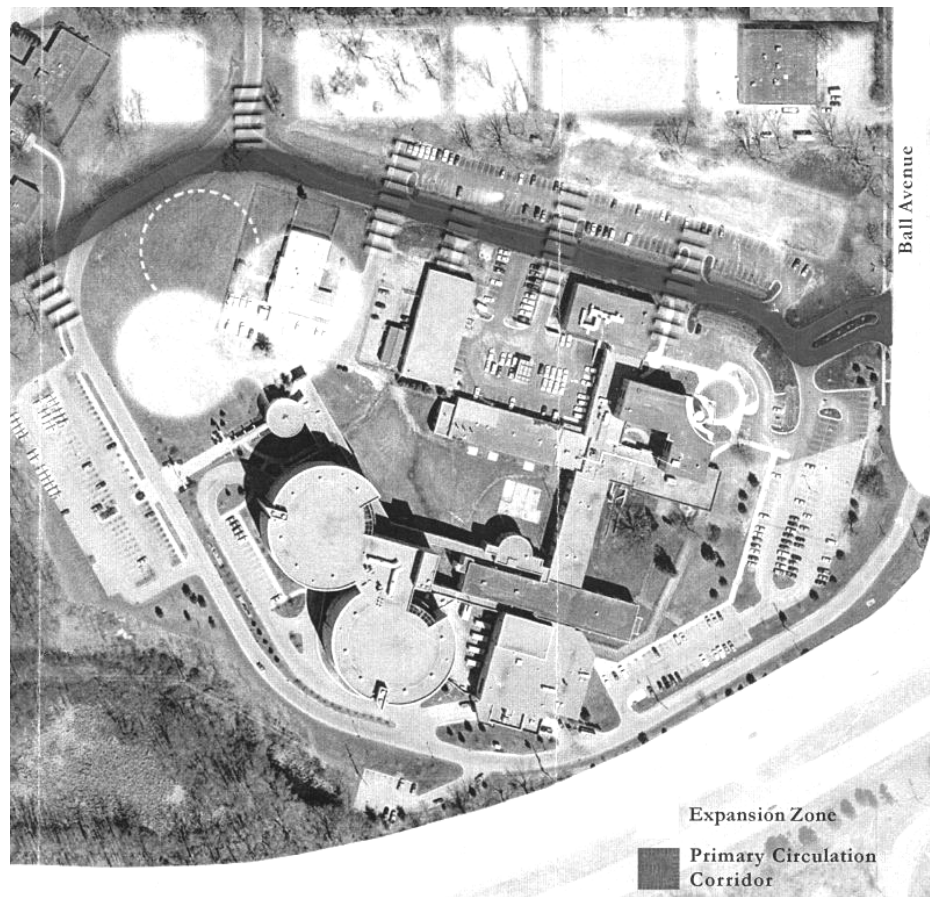
The Harrison-Landmark study also underscored the need to eventually replace (and possibly expand) key support areas such as the jail kitchen.

The current jail site was initially designed to accommodate substantial jail expansion. The next phase of expansion should be based on a revised site master plan that ensures sufficient land area to meet long term needs.

Figure C.29 shows a site plan diagram that indicates possible locations for future jail expansion. One of these expansion footprints will likely be used to replace the 520 linear beds.

Jail design practices have evolved substantially since the new jail “towers” were constructed. Standards have changed, opening new housing unit design opportunities and efficiencies. Kent County should consider all available design options to ensure that the remaining space on the jail site is used efficiently.

Figure C.29: Jail Site



I. LIFE CYCLE COST CALCULATIONS AND SUMMARIES

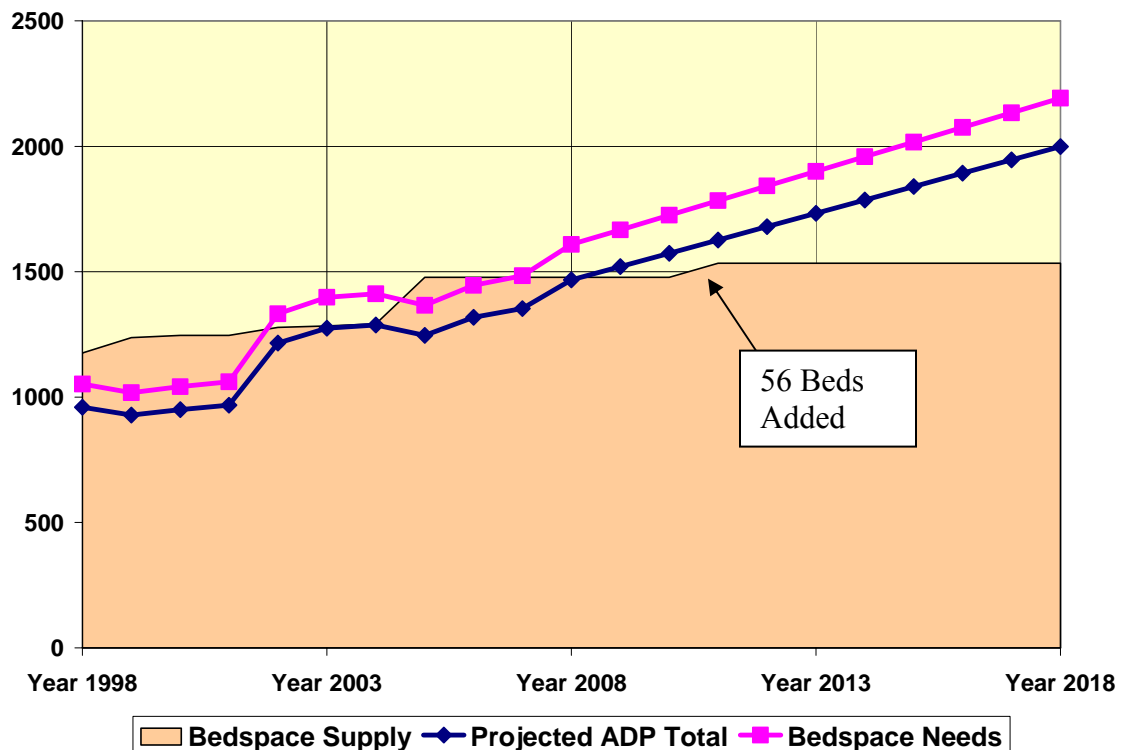
Introduction

The life cycle cost methodology the assumptions that have guided the following analysis are described in Appendix E. This report presents findings with a minimum of narrative. Kent County officials have reviewed these figures and met with the consultants to discuss them before they were shared with the other counties.

Bedspace Supply and Demand

Figure C.30 depicts the previous inmate populations, projected average inmate populations (lower line), bedspace needs (upper line) and supply of jail beds (solid area). The chart only goes 10 years out and represents a closeup of the dynamics that may be expected in the near future.

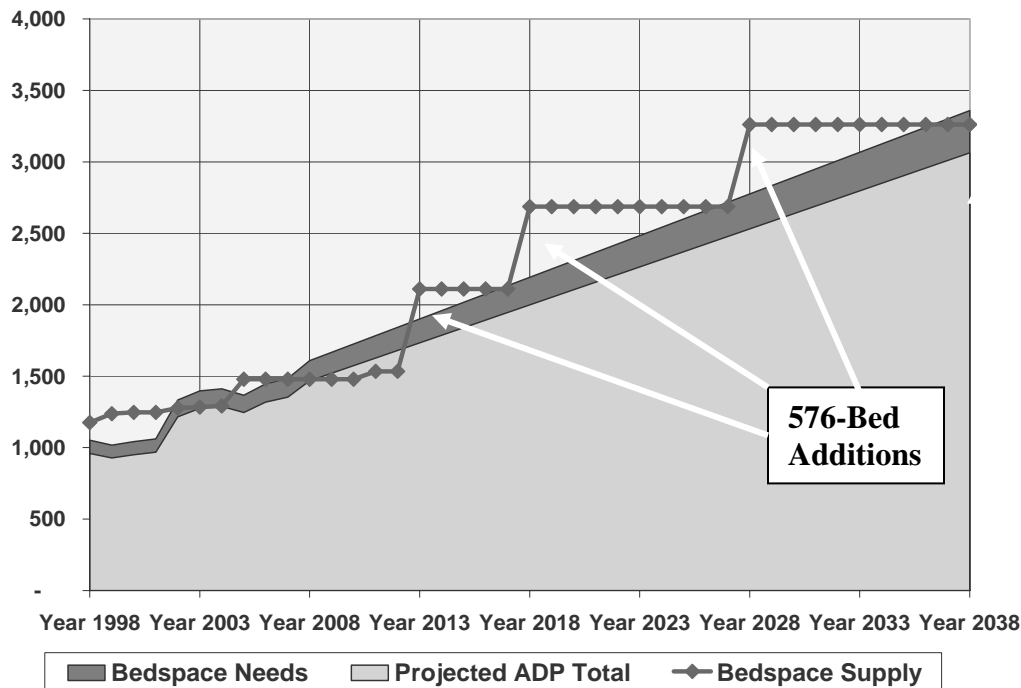
Figure C.30: 10-Year Projected ADP, Bedspace Needs and Bed Supply



This near term snapshot suggests difficult times for Kent County. The demand for beds is expected to rise steadily, while the supply of beds only increases slightly in 2011—if construction funds provided by the August 2008 millage vote will stretch that far.

Figure C.31 provides a 30-year view of needs and *potential* supply. In this figure, beds have been added in increments of 576² as the bed needs grow. To accommodate projected growth, three 500-bed additions would be required in the next 30 years.

Figure C.31: -30 Year ADP, Bedspace Needs and Incremental Jail Expansion



Without a substantial increase in bedspaces—or a significant reduction in demand—Kent County could be nearly 500 beds short by the year 2015. If the current jail complex is expanded to meet projected bed needs, the number of beds would nearly double within 30 years.

Scenarios Considered

As a starting point for discussions with Kent County officials, the consultants have developed 30-year cost projections for four distinct scenarios:

1. Continue on current course, pass the millage and board excess inmates out as the demand exceeds the supply of beds.
2. Become a partner in a large regional jail that would open in Year 9, paying a daily rate for operations and facility costs as a “co-owner” of the facility.
3. Become a partner in a large regional jail in Year 9 and reduce overall demand for beds by 10% per year beginning in the first year.

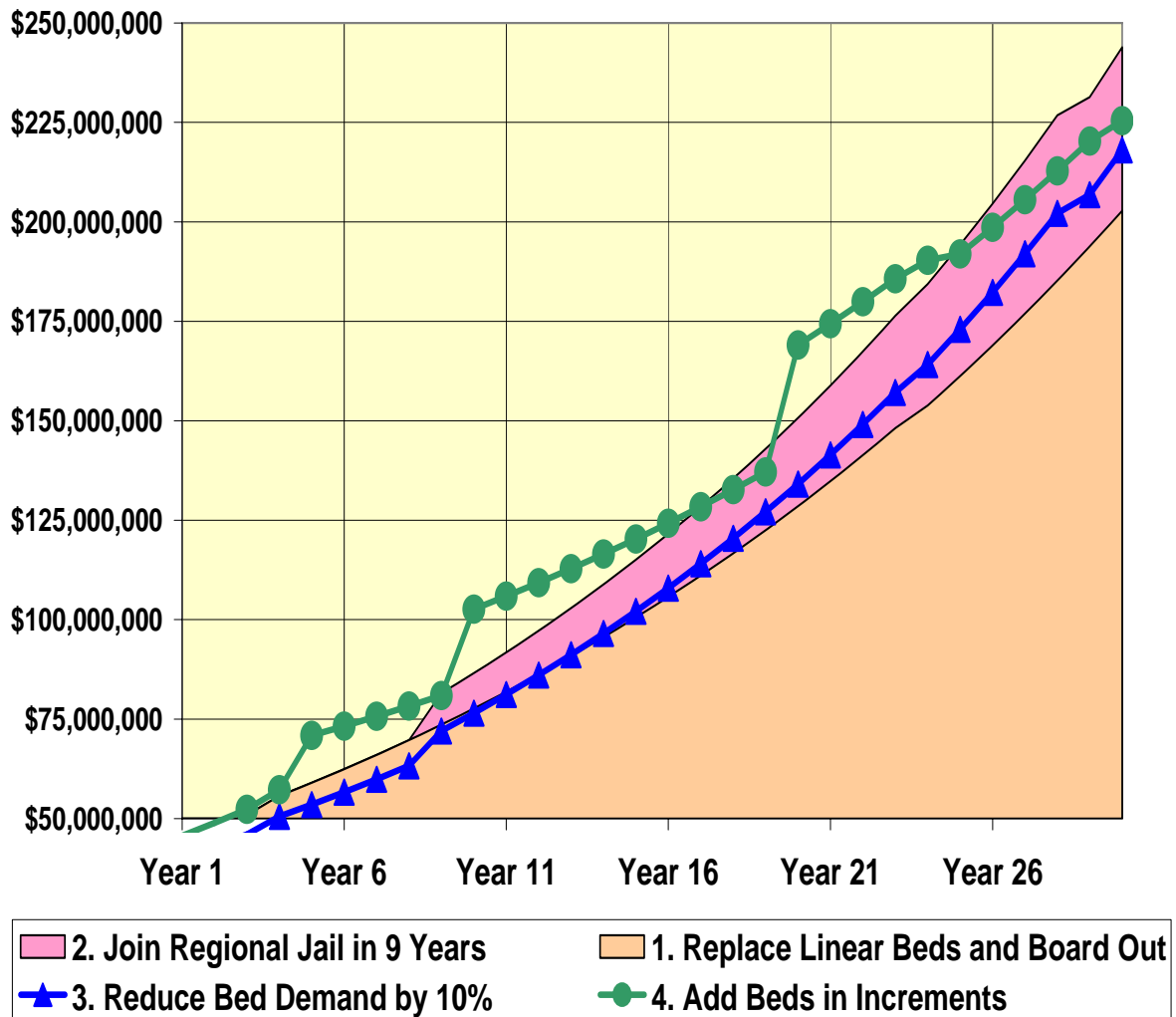
² The most recent architectural study examined the construction and operating costs for 576 housing additions. Although more efficient approaches may be found, the 576 bed figures were used for this analysis.

4. Expand the current jail complex in increments to meet growing needs. This option requires approximately 100,000 square feet of infrastructure replacement and expansion in the first phase.

Findings

Figure C.32 charts the annual projected costs for each of the four scenarios.

Figure C.32: Annual Costs for Four Scenarios



The ups and downs in the line that represents annual costs for Option 4 (incremental expansion) correspond to the debt service incurred with each phase of expansion.

Figure C.33 shows the cumulative costs of debt service for each year.

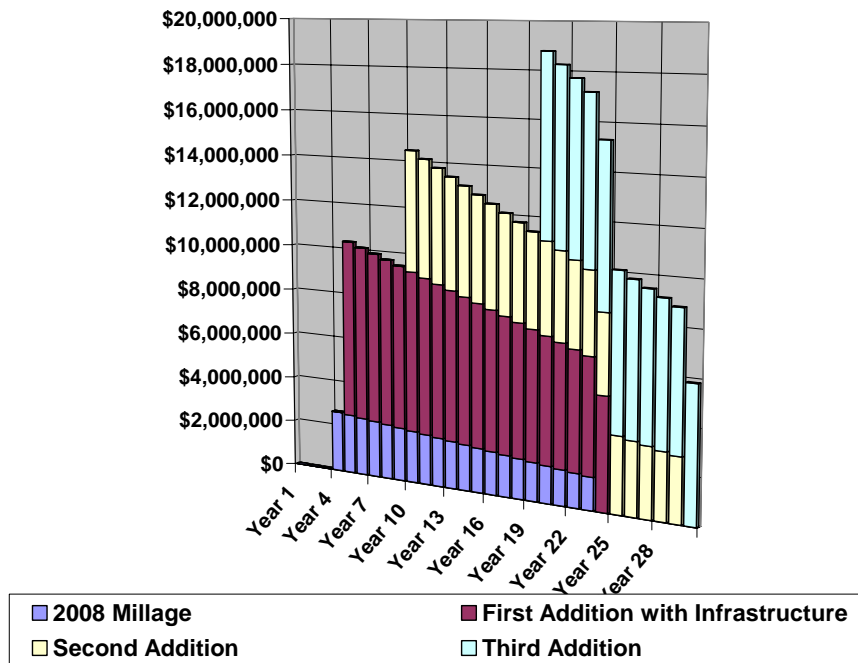
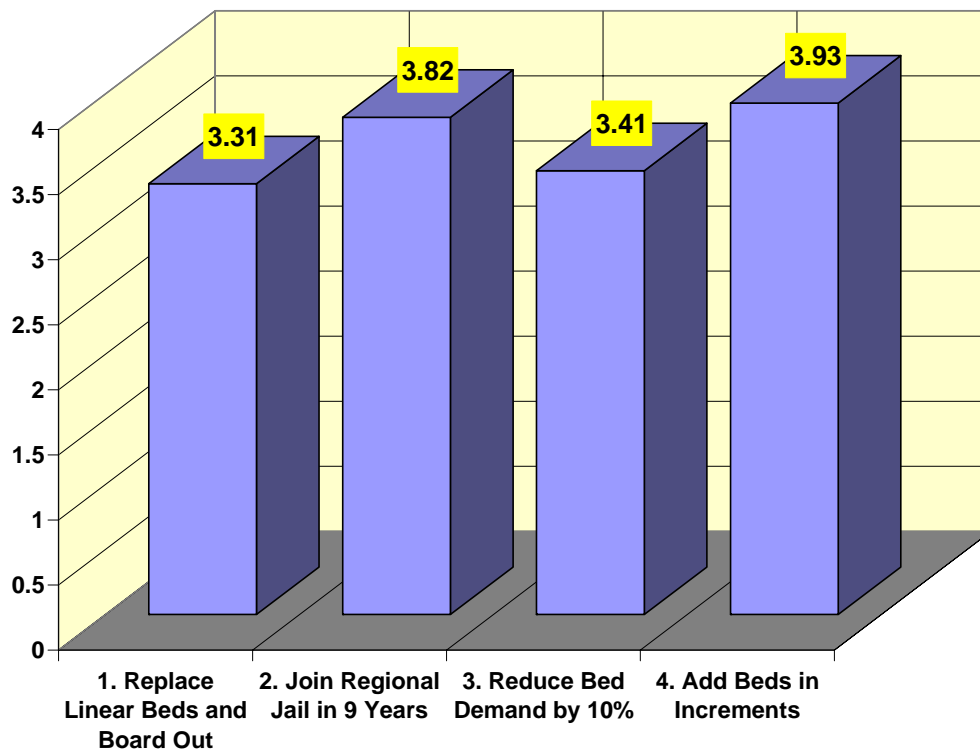
Figure C.33: Cumulative Debt Service Costs by Year, Option 3

Figure C.34 shows the total 30-year costs for the three scenarios.

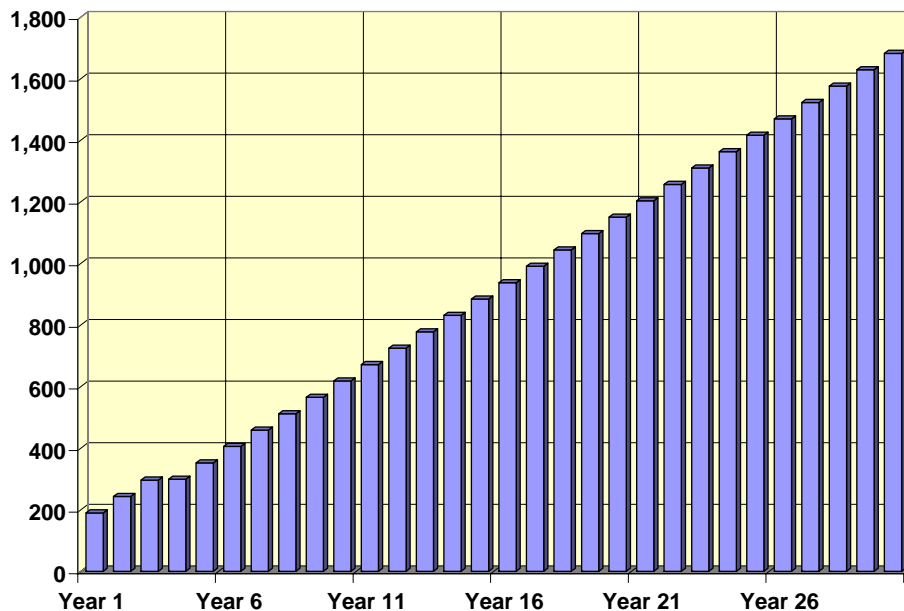
Figure C.34: Total 30-Year Costs for Four Scenarios (In \$ Billions)

If Option 4, adding beds on the current site in increments, is the benchmark for comparison purposes:

- Option 1, Replace Linear Beds and Board Out is 15.6% less
- Option 2, Join Regional in 9 Years is 2.7% less
- Option 3, Join Regional Jail and Reduce Demand by 10% is 13.2% less

While Option 1 appears to be the least costly over time, the feasibility of this option is questionable. It relies on the availability of sufficient numbers of beds at a reasonable board rate. Figure C.35 describes the number of board beds required each year for Option 1.

Figure C.35: Number of Board Beds Needed, Option 1



Life Cycle Cost Analysis Assumptions

These figures have been prepared following the instructions of the steering committee:

- Wage rates are based on current Kent County salary and benefits
- Medical costs and other costs are also based on current experience
- Inflation rates of 3.6% for employee costs and 2.6% for all other costs were applied
- A 20-year serial bond in the amount of \$27 million was included (4.8% interest)
- Construction costs for the additions in Option 3 were based on architects' estimates of facility size, \$300 per square foot project costs, inflated by 4.0% per year from 2009 to the year of construction

APPENDIX D:

National Survey of Regional Jails

APPENDIX D: A SURVEY OF REGIONAL JAILS IN THE UNITED STATES

The following pages summarize the findings of a comprehensive survey of regional jails conducted by Marie Van Nostrand Ph.D. and Johnny Bardine J.D., of Luminosity, Inc., under contract to CRS Inc. Their work was supplemented by members of the CRS Inc. project team including Rod Miller, Project Director.

Methodology

Extensive research was conducted on the topic of regional jails in the United States as a part of the current feasibility study. The comprehensive research included information on regional jails generally as well as key evaluation criteria and other critical factors to be considered by the Regional Jail Exploratory Committee and other interested stakeholders when assessing the feasibility of a Western Michigan Regional Jail.

Initial research efforts included:

1. Review of all regional jail materials provided by the National Institute of Corrections (NIC)
2. Consultation with the NIC jails division staff including an interview with Fran Zandi, Jails Division Correctional Program Specialist
3. Review of all regional jail related articles published in *American Jail* magazine by the American Jail Association (AJA) between 1987 and 2006
4. Review of *Who's Who in Jail Management*, 5th Edition, a jail directory published in 2007 by the American Jails Association, containing the most current information available on 3,163 jails in the United States
5. Searching LexisNexis to identify news articles related to regional jails published over the past 2 years
6. Analysis of laws in all 50 states regarding statutes related to regional jails
7. Review of academic journal articles on the topic of regional jails identified through the resources of a university library and
8. Implementation of an exhaustive Internet search for online information related to regional jails

The initial research identified:

- 80 existing regional jails in 22 states
- 14 regional jail projects in 11 states currently under consideration or recently abandoned
- Statutes authorizing or related to regional jails in 19 states, and
- 33 journal articles and other publications (see Attachment A – Regional Jail Bibliography)

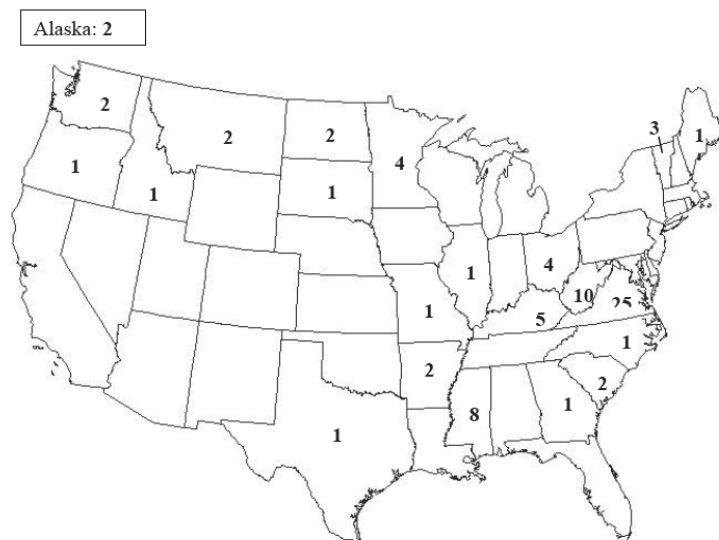
The research results were used to develop and implement a survey of all identified regional jails (80) in the United States. The survey presented 28 questions related to regional jail development, implementation, and operation. In addition, current regional development entities were surveyed, as were recently abandoned regional jail projects.

There is no single source that identifies all regional jails. This research identified 80 regional jail facilities, spanning the country and located in most geographic areas. The 80 regional jails are located in 22 states:

- Alaska (2)
- Arkansas (2)
- Georgia (1)
- Idaho (1)
- Illinois (1)
- Kentucky (5)
- Maine (1)
- Minnesota (4)
- Mississippi (8)
- Missouri (1)
- Montana (2)
- North Carolina (1)
- North Dakota (2)
- Ohio (4)
- Oregon (1)
- South Carolina (2)
- South Dakota (1)
- Texas (1)
- Vermont (3)
- Virginia (25)
- Washington (2)
- West Virginia (10)

Attachment B presents a list of the 80 facilities along with contact information. Figure D.1 displays the regional jails by state.

Figure D.1: Regional Jails By State



A comprehensive survey was developed which consists of 28 items designed to elicit from respondents detailed information about the development, implementation, and operation of their regional jail and to form a comprehensive picture of regional jails in America (see Attachment C – Regional Jail Survey).

The survey was mailed with a letter of introduction (see Attachment D – Survey Request Letter) to all 80 regional jails. Survey participants were provided with three options to submit the survey: mail, fax, or online using the Luminosity Survey Research Center.

Of the 80 jails surveyed, 43¹ facilities (54%) located in 15 states completed the survey (see Attachment E – Survey Respondent Contact Information). The survey results were reviewed and analyzed and a summary provided below.

Summary of Survey Findings

The following narrative summarizes the findings from the 43 jails that responded to the survey.

Many Regional Jails Have Unique Circumstances or Definitions

Virginia and West Virginia have the most regional jails (10 and 25 respectively). Mississippi is third with 8 identified regional jails (11 according to the MS Department of Corrections.) More than half of all regional jails are located in these states, but their circumstances are different than those found in Michigan and in many other states.

There is an easy explanation for the concentration of regional jails in Virginia and West Virginia: large construction and operating subsidies from the state. Virginia has aggressively promoted the construction of regional jails for many years. The state will pay 50% of the construction costs for regional jails, and only 25% of jails built by individual cities and counties. In 2007, state funding accounted for over 40% of jail operating costs. The level of state funding provided to jails in Virginia, and the financial incentives offered to jurisdictions that join regional ventures, are unparalleled.

In West Virginia, all jails are part of a regional jail system that has replaced locally operated jails. A statewide authority is responsible for operating the jails, and the same authority builds jails and state prisons. It should not be surprising that 1,700 state inmates are currently “backed up” in the regional jail system—out of less than 6,000 total state prisoners.

Mississippi has eleven “regional jails”² that are actually county facilities that house up to 250 state inmates under contract (for \$29 per day).

There are also several jails that consider themselves regional, but which only serve one county and the municipalities within the county. By their definition, Allegan, Kalamazoo and Kent counties already operate regional jails.

¹ One respondent was the Southwest Regional Jail Authority, headquartered in Meadowville, Virginia, which operates four facilities—in Haysi, Tazewell, Abingdon, and Duffield. Another respondent was the West Virginia Regional Jail Authority which operates ten facilities across the state.

² Another regional jail in Hinds County is currently on hold because of the projected cost of the facility. In Fall 2008 county supervisors delayed a vote on the jail to consider reducing the project by 100 beds.

Organizational Structure

The National Institute of Corrections categorizes regional consolidated jails into seven different organizational structures:

- Type I - A consortium of jurisdictions which agree to operate a regional facility for both pretrial and sentenced inmates, with shared control by a jail board drawn from the participating bodies, as well as joint pro rata funding. In this arrangement, there are no other jail facilities in the participating jurisdiction. (27 facilities)
- Type II - The same arrangement as Type I except that some jurisdictions in the consortium also maintain their own local facilities for pretrial inmates. (2 facilities)
- Type III - A multi-jurisdictional facility exclusively for certain sentenced offenders; the participating jurisdictions also continue to operate their own jails for both pretrial and sentenced inmates. (2 facilities)
- Type IV - A multi-jurisdictional facility holding both pretrial and sentenced inmates; some jurisdictions in the consortium continue to operate their own jails. (5 facilities)
- Type V - A locally operated facility which accepts referrals from other participating jurisdictions and the state, generally for work release; all jurisdictions are charged a fee-for-service for all persons confined in the regional unit. (1 facility)
- Type VI - A single jurisdiction accepts pretrial and/or sentenced inmates on a set fee-for-service basis, with total control remaining with the operating jurisdiction. (4 facilities)
- Type VII - Consolidated city-county jurisdiction. (No facilities)

The first four types are all variations of a structure in which two or more localities operate a regional jail with none, some, or all of the partners maintaining local jails. These types are recognized as more traditional regional jails while types V, VI, and VII generally are not. Figure D.2 compares and contrasts the characteristics of the seven types of regional structures.

Nearly two-thirds of all regional jails characterize their facilities as type I, serving two or more jurisdictions and operated by a representative board or authority, with no other jails being operated in the participating jurisdictions. Type IV is the second most common structure, a multi-jurisdictional facility holding both pretrial and sentenced inmates with some jurisdictions in the consortium continuing to operate their own jails. Four facilities reported being type VI, two facilities as type II, two as type III and one facility as type V. No type VII arrangements were reported.

Figure D.2: Characteristics of Seven Types of Regional Structures

Type	Operated By	Maintain Local Jails?	Type of Inmates Housed		Accept Other Jurisdictions?	Number of Facilities
			Pretrial	Sentenced		
I	Consortium	None	Yes	Yes		27
II	Consortium	All	Yes	No		2
III	Consortium	All	No	Yes		2
IV	Consortium	Some	Yes	Yes		5
V	One County	NA	No	Yes	State	1
VI	One County	NA	Yes	Yes		4
VII	City/County	NA	Yes	Yes		0

Number of Participating Localities

The number of localities that participated in each regional jail varied. The most common situation for a regional jail is one where two or more municipalities—usually counties—share one regional facility. The majority of regional jails serve three or four localities; a few had only two participating localities. The most municipalities that one regional jail served were seven, as at the Riverside Regional Jail in Virginia. Situations that are less typical are found in West Virginia and Mississippi. West Virginia operates within a statewide authority; therefore its 10 facilities serve all 55 counties. In Mississippi, regional jails serve all the cities within a single county and also house state inmates, as mentioned earlier.

Public vs. Private Ownership and Operation

All 43 regional jails that responded to the survey are publicly owned and operated. Three facilities reported that they were “revenue generating,” charging per diems to house state and federal inmates and inmates from other counties. Typically, the revenue is used to offset the cost of operating the regional jail.

Geographical Area Served

The area served by the regional jails range from approximately 150 sq. mi. (Hampton Roads Regional Jail in Virginia and Georgia’s South Fulton Municipal Regional Jail) to approximately 14,000 sq. mi. (Northwest Regional Corrections Center in Minnesota). West Virginia’s 10 facilities serve the entire state (24,230 sq. mi.).

Year Built

Of the 30 regional jails that reported the year the facility was built, three were built or converted to a regional facility in the 1970’s (1976 and 1977), two in the 1980’s, 18 in the 1990’s and 7 since the year 2000.

Figure D.3 (in two parts) compares the responding jails according to several key characteristics. *All findings are presented in extensive tables in Attachment G.*

Figure D.3, Part 1: Regional Jails Surveyed in Order of Size

Facility Name	State	Capacity	Number of Gov Entities	Public Private	Profit or Non Profit	NIC #	Construction Subsidy?	Operating Subsidy?	Male	Female	Low	Med.	High	Spec. Needs
Beadle County Regional Corr. Ctr.	SD	60		Public	Non- Profit	V I			Y	Y	Y	Y	Y	N
Southside Regional Jail	VA	100	2	Public	Non- Profit	I	Y	Y	Y	Y	Y	Y	Y	Y
Southwest Multi- County Correction Center	ND	118	6	Public	Non- Profit	I			Y	Y	Y	Y	Y	Y
Middle Peninsula Regional Security Center	VA	121	5	Public	Non- Profit	I	Y	Y	Y	Y	Y	Y	Y	Y
Northern Oregon Regional Corrections	OR	150	4	Public	Non- Profit				Y	Y	Y	Y	Y	N
NortheastRegional Corrections Center	MN	150	5	Public	Non- Profit	II I			Y	N	Y	N	N	N
Kentuck River Regional Jail	KY	154	2	Public	Non- Profit	I V			Y	Y	Y	Y	Y	Y
Tri-County Regional Jail	OH	160	3	Public	Non- Profit	I			Y	Y	Y	Y	Y	Y
Mini-Cassia Criminal Justice	ID	172	2	Privat e	Profit	I			Y	Y	Y	Y	Y	Y
Multi-County Correctional Center	OH	178	2	Public	Non- Profit	I			Y	Y	Y	Y	Y	Y
Northwest Regional Corrections Center	MN	188	3	Public	Non- Profit	II			Y	Y	Y	Y	Y	Y
Two Bridges Regional Jail	ME	209	2	Public	Non- Profit	I			Y	Y	Y	Y	Y	Y
Central Virginia Regional Jail	VA	246		Public	Non- Profit	I	Y	Y	Y	Y	Y	Y	Y	Y
Daviess/DeKalb County Regional Jail	MO	280	2	Public	Profit	I	Y	Y	Y	Y	Y	Y	Y	Y
Virginia Peninsula Regional Jail	VA	290	4	Public	Non- Profit	I	Y	Y	Y	Y	Y	Y	Y	Y
South Fulton Municipal Regional Jail	GA	323	2	Public	Non- Profit	I			Y	Y	Y	Y	Y	N

Figure D.3, Part 2: Regional Jails Surveyed in Order of Size

Facility Name	State	Capacity	Number of Gov Entities	Public Private	Profit or Non Profit	NIC #	Construction Subsidy?	Operating Subsidy?	Male	Female	Low	Med.	High	Spec. Needs
Peumansend Creek Regional Jail	VA	336	6	Public	Non-Profit	III	Y	Y	Y	Y	Y	Y	N	N
Winston-Choctaw County Regional Correctional Facility	MS	355	4	Public	Profit	V			Y	Y	Y	Y	N	N
Chelan County Regional Justice Center	WA	383	4	Public	Non-Profit	I	Y		Y	Y	Y	Y	Y	Y
West Virginia Regional Jail and Correctional Authority (10 facilities)	WV	384	11	Public	Non-Profit		Y	Y	Y	Y	Y	Y	Y	Y
Missoula County Detention Facility	MT	394	5	Public	Non-Profit	VI			Y	Y	Y	Y	Y	Y
Stone County Regional Correctional Facility	MS	395	1	Public	Non-Profit	VI			Y	Y	Y	Y	Y	N
Pamunkey Regional Jail	VA	400	3	Public	Non-Profit	I	Y	Y	Y	Y	Y	Y	Y	Y
Bolivar County Regional Correctional Facility	MS	450	4	Public	Non-Profit	VI			Y	Y	Y	Y	Y	Y
NW Regional Adult Detention Center	VA	565	4	Public	Non-Profit	II	Y	Y	Y	Y	Y	Y	Y	Y
Corrections Center of Northwest Ohio	OH	600	6	Public	Non-Profit	IV	Y		Y	Y	Y	Y	Y	Y
SW Virginia Regional Jail Authority (4 facilities)	VA	603	10 in 4 jails	Public	Non-Profit	I	Y	Y	Y	Y	Y	Y	Y	N
Blue Ridge Regional Jail Authority	VA	760		Public	Non-Profit	I	Y	Y	Y	Y	Y	Y	Y	Y
Rappahannock Regional Jail	VA	960	4	Public	Non-Profit	I	Y	Y	Y	Y	Y	Y	Y	N
Riverside Regional Jail	VA	1,160	7	Public	Non-Profit	IV	Y	Y	Y	Y	Y	Y	Y	Y
Hampton Roads Regional Jail	VA	1,250	4	Public	Non-Profit	IV	Y	Y	Y	Y	Y	Y	Y	Y

Rated Capacity

Rated capacity varies significantly in regional jails across the country. The average rated capacity of the respondent jails, excluding West Virginia, is 133. The rated capacities ranged from 60 beds (Beadle County Regional Correctional Center in South Dakota) to 1,250 (Hampton Roads Regional Jail in Virginia).

The size of regional jails is of particular interest for the purposes of this study. Figure D.4 describes the capacity of 60 regional jails for which capacity was known, including all of the jails that responded to the survey.

Figure D.4: Capacity of Regional Jails

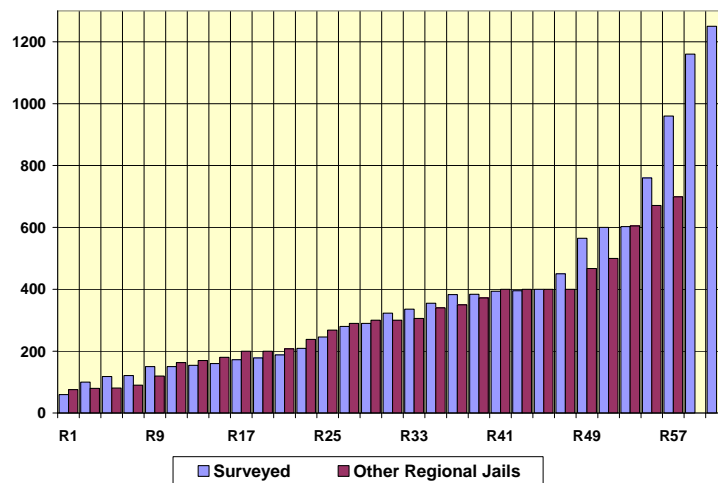


Figure D.4 shows that only 3 regional jails were over 800 beds, and that:

- 47 regional jails (78.3%) had 400 beds or less
- 53 regional jails (86.7%) had 600 beds or less
- 57 regional jails (95.0%) had 800 beds or less

These findings contrast with the scale of current and planned jail operations in Allegan, Kalamazoo and Kent Counties. These three counties are involved with jail planning to meet current and future needs, with the following characteristics:

- Allegan County is planning a new jail that will have 400 beds in Phase 1, expandable to 800 beds
- Kalamazoo County is planning to renovate and expand its jail to provide 625 beds in Phase 1, expandable to 950
- Kent County currently operates a 1,478-bed jail system

Types of Inmates Housed

Because nearly two-thirds of the responding regional jails have only one central facility that serves all of the participating localities (no separate local jails) it is not surprising that more than three-fourths hold all types of inmates, including male, female, all risk levels (low, medium, high), pretrial, sentenced, and special needs. Five facilities hold all types of inmates excluding special needs while two additional facilities hold all types of inmates except classifications of high risk and special needs. One facility holds only inmates that are male, low risk, and sentenced.

Primary Form of Inmate Supervision

Three primary inmate supervision forms were identified: (1) linear intermittent; (2) podular -indirect supervision; and (3) podular - direct supervision. Nearly half (48%) reported their primary form of inmate supervision was podular – direct supervision. Sixteen percent reported linear indirect, 16% reported podular – indirect, and 20% reported a relatively even combination of podular direct and indirect supervision.

Legal Authority

In nearly every case, a regional jail is enabled by state statute. Laws in 19 states—Alabama, Arkansas, Florida, Georgia, Kentucky, Maine, Minnesota, Mississippi, Missouri, Montana, North Dakota, Ohio, Oregon, South Carolina, South Dakota, Texas, Virginia, Washington, West Virginia—were identified, providing a comprehensive survey of regional jails’ statutory authority and legal enactment across the country (see Attachment F – Regional Jail Statutory Authority).

There appear to be four primary ways that regional jails are legally enabled:

1. Statutes enabling two or more municipalities to create either a regional jail or regional jail authority
2. Statutes allowing for two or more municipalities to create inter-local cooperative agreements
3. Statutes defining a regional jail as one in which a county or city jail contracts with the state Department of Corrections to house state inmates (MS)
4. Statutes that specifically name municipalities that are to participate in a regional jail.

Regional Jail Authority Statutes

The most common type of statutes are ones in which two or more cities, counties, or municipalities are permitted either to participate in a regional jail or form a regional jail authority, the purpose of which is to operate a regional jail.

Typically, the statute will read similarly to Alabama’s Code of Ala. § 14-6A-1 (2008), which reads in full:

TITLE 14. Criminal Correctional and Detention Facilities.
CHAPTER 6A. Establishment of Regional Jail Authorities.

Code of Ala. § 14-6A-1 Multi-County Establishment of Regional Jail Authority.
Establishment -- Participation.

(a) The county commissions of two or more counties may, by resolution and with the initial consent of their respective sheriffs, establish a regional jail authority for the purpose of constructing, maintaining, and operating a regional jail facility for the counties participating in the regional jail authority.

(b) A county which desires to join an existing regional jail authority may, by resolution and with the initial consent of the sheriff, request participation in the existing regional jail authority. The regional jail authority may by resolution approve the requesting county's participation in the authority, and if approved, the county shall participate with all rights and obligations of the original counties participating in the regional jail authority.

Other similar statutes include:

- Florida - *Fla. Stat. § 950.001* Regional jails; establishment, operation.
TITLE 47. Criminal Procedure and Corrections (Chs. 900-985).
CHAPTER 950. Jails and Jailers.
- Georgia - *O.C.G.A. § 42-4-90-105* Regional Jail Authorities Act.
TITLE 42. Penal Institutions.
CHAPTER 4. Jails.
ARTICLE 5. Regional Jail Authorities.
- Kentucky - *KRS § 441.800-820* Regional Jail Authorities.
TITLE XL. Crimes and Punishments.
CHAPTER 441. Jails and County Prisoners.
- Minnesota - *Minn. Stat. § 641.261* Regional Jails.
CHAPTER 641. County Jails.
County Regional Jails.
- Missouri - *§ 221.400-430 R.S.Mo.* Regional Jail Districts.
TITLE 13. Correctional and Penal Institutions (Chs. 217-221).
CHAPTER 221. Jails and Jailers.
- Montana - *Mont. Code Anno., § 7-32-2201* Establishing detention center --
detention center contract -- regional detention center -- authority for county to
lease its property for detention center.
TITLE 7. Local Government. CHAPTER 32. Law Enforcement.
PART 22. Detention Centers.
- North Dakota - *N.D. Cent. Code, § 12-44.1-02* Establishing correctional facilities
-- Correctional facility contracts -- Regional corrections centers.
TITLE 12. Corrections, Parole, and Probation.
Part VIII. Penal and Correctional Institutions.
CHAPTER 12-44.1. Jails and Regional Correction Centers.

- Ohio - *ORC Ann. 307.93* Multicounty, municipal-county or multicounty-municipal correctional centers; privatization.
TITLE 3. Counties.
CHAPTER 307. Board of County Commissioners—Powers.
- South Dakota - *S.D. Codified Laws § 24-11-4* Use by two or more political subdivisions – Contracts.
TITLE 24. Penal Institutions, Probation, and Parole.
CHAPTER 24-11. Jails.
- Virginia - *Va. Code Ann. § 53.1-95.2* Jail authority.
TITLE 53.1. Prisons and Other Methods of Corrections.
CHAPTER 3. Local Correctional Facilities.
ARTICLE 3.1. Jail Authorities.
- Washington - *Rev. Code Wash. (ARCW) § 70.48.095* Regional jails.
TITLE 70. Public Health and Safety.
CHAPTER 70.48. City and County Jails Act.
- West Virginia - *W. Va. Code Ch. 31, Art. 20-Art.32* West Virginia Regional Jail and Correctional Facility Authority.
CHAPTER 31. Corporations.

Inter-local Agreements

Another type of relevant statute is one in which two or more municipalities are allowed to contract with each other to form cooperative agreements. An example of this is the Arkansas statute, which reads in pertinent part that:

Title 25. State Government.
Chapter 20. Interlocal Cooperation Act.
Subchapter 1 -- General Provisions
A.C.A. § 25-20-104 Agreements for joint or cooperative action -- Authority to make -- Requirements generally.

(a) Any governmental powers, privileges, or authority exercised or capable of exercise by a public agency of this state alone may be exercised and enjoyed jointly with any other public agency of this state which has the same powers, privileges, or authority under the law and jointly with any public agency of any other state of the United States which has the same powers, privileges, or authority, but only to the extent that laws of the other state or of the United States permit the joint exercise or enjoyment.

(b) Any two (2) or more public agencies may enter into agreements with one another for joint cooperative action pursuant to the provisions of this chapter. Appropriate action by ordinance, resolution, or otherwise pursuant to law of the governing bodies of the participating public agencies shall be necessary before the agreement may enter into force.

At first glance, this statutory provision does not appear particularly applicable to regional jails, yet this statute has been used to enable regional jails in Arkansas. Opinion 57 *ARGR 13* from the office of the Arkansas Attorney General makes clear that A.C.A. § 25-20-101-108 authorizes the creation of regional jail facilities.

County and State Contracts

A far less common way in which states statutorily enact regional jails is to permit existing local jails to contract with the state corrections departments to house state inmates, thereby “regionalizing” the jail. See, for example, the Mississippi statute, which reads in pertinent part:

TITLE 47. Prisons and Prisoners; Probation and Parole.

CHAPTER 5. Correctional System.

Miss. Code Ann. § 47-5-931 Incarceration of State Offenders in County Owned for Leased Correctional Facilities.

(1) The Department of Corrections, in its discretion, may contract with the board of supervisors of one or more counties and/or with a regional facility operated by one (1) or more counties, to provide for housing, care and control of not more than three hundred (300) offenders who are in the custody of the State of Mississippi. Any facility owned or leased by a county or counties for this purpose shall be designed, constructed, operated and maintained in accordance with American Correctional Association standards, and shall comply with all constitutional standards of the United States and the State of Mississippi, and with all court orders that may now or hereinafter be applicable to the facility. If the Department of Corrections contracts with more than one (1) county to house state offenders in county correctional facilities, excluding a regional facility, then the first of such facilities shall be constructed in Sharkey County and the second of such facilities shall be constructed in Jefferson County.

(2) The Department of Corrections shall contract with the boards of supervisors of the following counties to house state inmates in regional facilities: (a) Marion and Walthall Counties; (b) Carroll and Montgomery Counties; (c) Stone and Pearl River Counties; (d) Winston and Choctaw Counties; (e) Kemper and Neshoba Counties; (f) Holmes County and any contiguous county in which there is located an unapproved jail; and (g) Bolivar County and any contiguous county in which there is located an unapproved jail. The Department of Corrections may contract with the boards of supervisors of the following counties to house state inmates in regional facilities: (a) Yazoo County, (b) Chickasaw County, (c) George and Greene Counties, (d) Washington County, (e) Hinds County, and (f) Alcorn County. The Department of Corrections shall decide the order of priority of the counties listed in this subsection with which it will contract for the housing of state inmates. For the purposes of this subsection the term "unapproved jail" means any jail that the local grand jury determines should be condemned or has found to be of substandard condition or in need of substantial repair or reconstruction.

Location-specific Contracts

The fourth way in which state legislatures have enacted regional jails authorizing statutes is to specifically identify the parties participating in the regional jail and legislating the precise organization, duties, and powers of the regional jail. See, e.g., Maine §§1801-1805 Lincoln and Sagadahoc Multicounty Jail Authority Act (TITLE 30-A. Municipalities and Counties. PART 1. Counties. CHAPTER 17. Lincoln and Sagadahoc Multicounty Jail Authority) which created the Two Bridges Regional Jail between the Maine counties of Lincoln and Sagadahoc.

Governance Structure

Some form of regional jail authority or board governs every regional jail that responded to the survey. The specifics, composition, and personnel vary, but not greatly, and the objectives are the same—governing, managing, and operating the regional facility. Typically, county officials, sheriffs, jail administrators, and other key shareholders comprise the regional jail board. For example, at the Northeast Regional Correctional Center in Saginaw, Minnesota, the governing board is comprised of commissioners from participating counties—three from St. Louis, the largest county in the consortium, and one from each of the other four participating counties.

Virginia offers another example of a regional jail authority, found in *Va. Code Ann. § 53.1-106*. Members of jail or jail farm board or regional jail authority; powers; payment of pro rata costs. To wit, in pertinent part:

A. Each regional jail or jail farm shall be supervised and managed by a board or authority to consist of at least the sheriff from each participating political subdivision, and one representative from each political subdivision participating therein who shall be appointed by the local governing body thereof. Any member of the local governing body of each participating political subdivision shall be eligible for appointment to the jail or jail farm board or regional jail authority. However, no one shall serve as a member of the board or authority who serves as an administrator or superintendent of a correctional facility supervised and managed by the board.

Methods of Sharing Operating Cost

Regional Jails reported four distinct ways of sharing operating costs. The most common involved sharing costs based on: (1) percentage of bed ownership per jurisdiction; (2) per diem rates calculated for bed usage set monthly, quarterly, or annually; and (3) proportionate to the allocation of beds which is reviewed annually. One regional jail uses a unique formula that includes a base rate (percent of each county population) and the 5 year average jail days used by each county.

Inmate Transportation

Inmate transportation varies from facility to facility, often reflecting the type of facility and types of inmates housed. In localities where there is only the regional jail and no other locally operated jails, inmate transport is done by the arresting agency to the jail

and by a jail transport team after initial admission. Several facilities that hold pretrial inmates reported using video arraignment equipment to reduce court transports.

Site Selection Decision Making Process

The site selection process for the location of each regional jail was somewhat unique to the circumstances of each system; however, common elements and themes were identified as part of the reported site selection processes. These criteria included the following:

1. Central location
2. Proximity to all participating jurisdictions including law enforcement, courthouses, and service providers
3. Appropriate zoning, non-residential
4. Available county owned land
5. County owned land with room for expansion
6. Largest participating county

Construction Funding

Several different methods were used to finance the construction of regional jails. The majority of regional jails funded their construction through a type of municipal bond or a revenue bond issued by the regional jail authority. Some regional jails received 50% reimbursement of capital costs from the state (Virginia and Ohio). Two jails received federal and state grants to build their facilities. One regional jail was built using reserve funds while another facility—Davies/DeKalb County Regional Jail in Pattonsburg, Missouri—financed their facility through a half-percent sales tax increase in each of the participating jurisdictions. The West Virginia Regional Jail and Correctional Authority utilized their state-mandated bonding power.

Factors That Prompted the Development of the Regional Facility

The regional jails that responded to the survey provided information regarding the factors that prompted them to develop a regional jail. An analysis of the information revealed six primary reasons, listed below by frequency reported:

1. Condition of current facilities - described as obsolete, antiquated, in the process of being condemned, deteriorating, poor, and did not meet standards
2. Additional bed space needs - due to crowding and future projected need
3. Improvements required by federal and/or circuit court order
4. Financial incentives – more cost effective, state match, grants
5. No current jail
6. Desired programming space – educational and industries

Most regional jails were developed to respond to one or more of these factors.

Notable Obstacles to the Regional Jail Development Process

The regional jails that responded to the survey provided information regarding significant obstacles that needed to be overcome during the development process. Seven primary obstacles were described:

1. Citizen opposition to facility location – “not in my back yard”
2. Joint powers agreement – developing and securing buy-in from participating jurisdictions
3. Cooperation and agreement from participating jurisdictions – planning, financing, architectural design, construction, staffing, and operations
4. Sheriffs’ resistance to a regional jail instead of expanding their own facilities
5. Site selection – zoning and agreement on location (transportation distances)
6. Financial – support for bond
7. Convincing localities of the advantages of a regional jail

Effective Development Strategies

Current regional jails reported development strategies they found to be the most effective. Many different strategies were provided and they varied from jail to jail. There were a few consistent themes. The first, and most common, was the use of the National Institute of Corrections’ training, resources, and library. Numerous regional jails recommended NIC training for regional jail planning and direct supervision as well as the jail center's Planning of New Institutions (PONI) and How to Open a New Institution (HONI) programs. The NIC Jails Division was a highly recommended resource.

A second theme was the success achieved by educating both the participants and the public at large. Public education in community gatherings and in other arenas was recommended as well as educating participants about the advantages of a regional jail.

Other effective development strategies included “staying the course” (10 years in one case), working closely with a consultant firm, and close construction management.

Improving the Development Process

Survey respondents were asked what they would have done differently during the development process. An analysis of the responses identified three common themes. First, respondents said they would have done a better job ensuring that the appropriate human resources needed to plan and sustain the partnership, monitor the general contractor, write policies and procedures, and provide general oversight were available. Several facilities reported that the process is resource intensive and it is critical the process is adequately staffed.

Second, jails reported they wished they had visited more facilities and they recommended visits to numerous existing facilities at the beginning of the process. Finally, many jails reported they would build a larger facility and add more beds if they had the opportunity to do things differently. Other reported improvements included not occupying the jail

before construction is 100% complete, hiring the superintendent first, and hiring a better security consultant/having better security measures.

Advice for Jurisdictions Considering a Regional Jail

The following question was posed to current regional jails across the country – “What advice would you offer to jurisdictions who are considering a regional facility?” The responses are presented below.

- A. I strongly support it. It is important to understand, however, that the partnership itself is a living, breathing entity and needs constant support and attention. There are three separate local criminal justice systems here. Educating both county commissioners and sheriffs to the total operation of the criminal justice system is very important. People at the table need to feel comfortable asking questions so it is sometimes important to separate out the law enforcement group from the commissioners so that they can speak freely and express concerns, etc. before they are expected to speak out at public meetings. Valuing the importance of meeting the public safety aspect of jail operations as well as the importance of the county budget in meetings and discussions is important. My best advice would be when you look at someone to hire to work with the planning and later the development of the partnership and the jail, don't look only at the criminal justice credentials and education also take a long look at personality; communication skills and experience working with groups from different backgrounds. You can find the professional corrections person with all the skill and ability to chart out the statistical projection of your jail needs, etc, and can do a great educational presentation but the work is around the table in groups of diverse people who are all decision-makers so your consultant needs to be a full package. Finally, you need strong leadership from elected positions who can bring folks along with confidence and positive outlook.
- B. Visit regional facilities that are currently operating.
- C. There are enormous advantages to the organizational structure of an independent jail authority. Consider the extensive benefits of concentrating medical and mental health inmates in a single regional facility. Efficiencies such as doing dialysis or ob-gyn services in a single facility are extensive.
- D. On-site tours provide the greatest insight to prospective localities.
- E. Hire a superintendent as soon as possible. Make sure the jail is "right" sized. Don't depend on outside sources of revenue. Make maximum use of technology. A management team should be in place before design takes place.
- F. Visit, talk, and listen to jurisdictions that have already constructed a regional facility. Don't just listen to positives as with everything, there may be negatives.
- G. Send teams to visit other regional facilities (same advice to anyone planning a new facility). Build it bigger than you think you need, and build in more storage space than you think you need, especially for records storage. Have a policy & procedure group to work on policies and procedures together - representing all the agencies. Are the philosophies of the current jail managers or sheriffs similar? If

- not, work those out in advance. You need to be really clear about who has what responsibility, what it is going to cost, and how to resolve disputes. Is it better to have one county operating the facility and the others just contract to send people there? I would think that staff would have to work for a specific county, probably the one where the building is actually sited. I would recommend against partnering with a state department of corrections, as prison culture can be so different than basic county jails (lots of property, contact visits, lots more programming, etc).
- H. Staff it appropriately. Form the transition team early. Ensure all jurisdictions are on board with associated costs.
 - I. Many factors should be considered before becoming a regional jail, some factors are political and some practical. Central location is critical, as transportation for law enforcement officers is usually a point of contention. It is quite helpful to rely on professional assistance or consultation when considering all factors. In addition, education for the decision making authorities is a critical component of the planning stage. That can usually be provided by the National Institute of Corrections at little or no cost to the participants. Prior to occupying new facilities, staff should receive thorough training in the principles and dynamics of direct supervision; to alleviate the trepidation associated with the transition.
 - J. Look at other jails that have made the move. Compare cost of consolidation efforts to other jails. Focus on staff development and team building.
 - K. The most important issue that should always be considered is to hire the Superintendent BEFORE any other person is hired, including consultants. The selection of the Superintendent sets the tone and direction of the planning and construction of the building, the hiring of all employees including the planning, construction, activation/transition, and operations teams. The Superintendent becomes the "point person" for coordinating and communicating instructions from the Authority to the architects and construction teams. The Superintendent instructs the activation team to ensure proper operating procedures are developed to provide direction for the architects during planning and the operations team when the jail is completed. Hire the Superintendent first.
 - L. I like the concept. Large distances complicate our operation.
 - M. Great way to go.
 - N. Have a clear reporting structure for the Director. The current structure is problematic with the Director reporting to two decision making bodies. Establish a clear understanding of how current costs as well as future costs will be paid for.
 - O. Locate and employ a jail commander as a consultant that has been through this process before. It can even be from a smaller jail. All jails seem to share the same issues, just at varying scales.
 - P. Be prepared for turf issues. Virginia has eliminated a lot of problems due to 50% reimbursement incentive.
 - Q. Emphasize the financial and operational advantages for all concerned - Sheriffs and Administrators.

- R. I would recommend that all small counties go together.
- S. Build it large enough for anticipated programs and expansion.
- T. A good option for sharing costs - well worth the research.
- U. All parties need to set aside differences and work together for the facility to be a success.
- V. Ensure funding to build for future needs (at least 20 years) and use an independent structure (like an authority or board) for jail operations; i.e., no lead locality.
- W. Give me a call and I will help in any way possible with Policy and Procedure and rules and regulations [Daviness/DeKalb County Regional Jail Pattonsburg, MO].

In addition to the comments provided in the survey, the document “Regional Jails in the State of Washington: Regional Jail Study Final Report” (May 2001) was shared by the Washington Association of Sheriffs and Police Chiefs. The Association conducted an independent study of regional jails which was not a feasibility study for any specific project. Their work was supported in part by funding from the National Institute of Corrections. Their report contains valuable information on regional jails. Advice, conclusions and recommendations found in this document are presented below.

1. Regional jails are a viable alternative for local corrections. However, not every county is a good candidate for a multiple county jail.
2. Transportation must be addressed in any effort to provide multiple jurisdiction jail services.
3. Jurisdictions with similar needs, philosophies, and goals have a better chance of success.
4. Any successful effort to create a regional jail requires strong leadership and the partners’ commitment to the concept.
5. Equal representation of each partner jurisdiction is crucial to the building of trust and a successful working relationship.
6. The employment of an excellent corrections professional as the jail administrator increases the possibility of success.
7. Communication is an extremely important factor in the process of creating a regional jail board, and subsequently constructing and operating a regional jail.
8. The effort to create a multiple jurisdiction regional jail must occur at the local level with commitment to the effort by local officials.
9. The concept of a regional jail is viable, but it requires a marketing effort so that the public understands a regional jail’s value.
10. The economic value of a regional jail to the community should be determined and publicized.

11. Regional jails address the needs of each participating jurisdiction better if the jail is operated by all jurisdictions through a board, as opposed to one jurisdiction operating the jail.
12. Regional jails need to be located where resources (employees, goods and services, inmate services) are readily available.
13. Regional jails must be located where utilities and infrastructure (sewer, water, electricity, gas, roads, and proper drainage) are available to support the jail operation.
14. Construction of regional jails can save money.
15. The operation of regional jails has the potential to provide better services for more inmates at a lower cost per prisoner, but does not necessarily represent an overall operations savings to member jurisdictions. There must be a measurement of what existed before the regional jail, and at what cost, in comparison to improvements realized by operation of a regional jail (lower crime, more prisoners incarcerated, less risk of financial loss through litigation, safer and less stressful working environment for prisoners, less jail violence, improved public safety, etc.).

The study concluded that regional jails are a viable alternative for the State of Washington, offering the following potential benefits:

1. Economies of scale
2. Construction cost savings
3. The possibility of operating expense savings based on annual per prisoner costs
4. Improved jail housing conditions
5. Improved provision of inmate services
6. Provision of special offender services
7. Safer and more secure facilities
8. Enhanced public and officer safety

Finally, they concluded that any jurisdictions which are going to build a new jail, or extensively remodel an existing jail, should give serious consideration to a multiple jurisdiction facility.

Current and Recently Abandoned Regional Jails Projects in the U.S.

A significant part of the research for the Western Michigan feasibility study involved identifying, cataloging, and contacting other localities nationwide who are either currently engaged in the regional jail process or began in that process, but ultimately decided against pursuing a regional jail. The research identified 9 regional jail projects in 11 states currently under consideration and 5 that were recently abandoned.

The primary source for this information was LexisNexis, a premier national research database. LexisNexis provides a searchable index of over 8,500 of the world's news

sources. The search examined over 3,400 newspapers from across the country for the past two years. Figure D.5 describes the projects, identifying their state, localities involved, and status of the project.

Figure D.5: Regional Jail Projects Under Consideration or Recently Abandoned

State	Localities In the Process of Developing or Studying Regional Jail Partnerships
Alabama	Vestavia, Mountainbrook, Irondale
Idaho	Lincoln, Gooding, Jerome and Camas
Idaho/WA	Spokane Co. WA and Kootenai County, ID
Michigan	Marquette, Delta, and the Hannahville Indian Community (exploring a “special needs” jail for the Upper Peninsula)
Michigan	Presque-Isle, Otsego, Montmorency, Alpena, Oscoda, Alcona, Iosco
Michigan	15 counties in the Upper Peninsula (feasibility of regional solutions in the Upper Peninsula and re-use of closed state prisons)
Missouri	Jackson County and 18 cities (this project does not extend beyond county lines, involves only municipalities within the county)
South Carolina	Lee, Colleton, and Laurens Counties
Virginia	Blue Ridge Regional Jail, Appomattox, Amherst
Wisconsin	Calumet, Outagamie and Winnebago Counties
	Localities That Studied Regional Partnerships and Abandoned Development Efforts
Iowa	Mills, Montgomery, Fremont
Nebraska	Cuming, Wayne, Stanton and Thurston
North Dakota	Barnes, Dickey, Griggs, LaMoure, Ransom, Sargent and Steele Counties and Valley City
Virginia	Pittsylvania and Danville
Wisconsin	Grant, Green, Iowa, Lafayette and Richland

It is interesting to note that the state with the most regional jails currently under consideration is Michigan. Fifteen counties in the Upper Peninsula are currently exploring the potential of regional jail partnerships through a study funded by the Michigan Department of Corrections. The study is being administered by the Upper Peninsula Commission for Area Progress Services, Inc. (UPCAP) and has been awarded to CRS Inc., the non-profit firm that completed this project. The study also looks at two closed prison camps to determine their suitability for use as jails. The study is projected for completion in March 2009.

The Hannahville Indian Community received funding from the Bureau of Indian Affairs (U.S. Dept. of Interior) to conduct a “special needs” regional jail feasibility study with Marquette and Delta Counties in Michigan’s Upper Peninsula. This study will be completed in 2009.

The Lower Peninsula counties of Presque-Isle, Otsego, Montmorency, Alpena, Oscoda, Alcona, and Iosco are also believed to be exploring a regional jail solution.

Seven other regional jail projects are currently being explored in Alabama, Idaho, Missouri, South Carolina, Virginia and Wisconsin, as well as a partnership between two states – Idaho and Washington. For the purposes of the feasibility study, analyzing regional projects that were abandoned is just as important as successfully completed and current projects. Five abandoned projects were identified, one each in the states of Iowa, Nebraska, North Dakota, Virginia, and Wisconsin.

Conclusions and Advice

Figure D.6 summarizes the consultants’ conclusions regarding regional partnerships and suggests the implications for the three counties who sponsored this study.

Figure D.6: Regional Partnerships: Conclusions and Development Advice

	Findings	Implications for developing potential regional partnerships
1.	Partnerships may, <i>under the right circumstances</i> , offer substantial benefits to the participating counties in terms of cost efficiencies and effectiveness.	Each partner should examine the full range of available options. If a regional partnership emerges as a viable solution, each partner should have a clear understanding of the benefits that are being sought.
2.	Developing and implementing regional solutions poses a high degree of difficulty.	Potential partners must be prepared for the time and effort that will be required.
3.	The difficulty of developing regional partnerships usually increases as the number of potential partners increases.	Potential partners should be cautious about inviting too many jurisdictions to be involved with the initial development process.
4.	It is not unusual for one or more partners to drop out during the development process, for various reasons. Recently, increases in projected costs have prompted some partners to withdraw. ¹	Each potential partner must have a clear understanding of the benefits that are being sought through partnerships, and should be ready to drop out when those are no longer available.

(continued)

Figure D.6 (continued)

	Findings	Implications for developing potential regional partnerships
5.	Regional partnerships work best when the partners have similar philosophies and goals.	Early in the partnership and through the development process, each partner should be candid and clear about its values, philosophies and goals for its participation in the partnership.
6.	With a few exceptions, once opened, regional facilities seem to enjoy stable long-term operation. The exceptions involve conflicting needs of the partners regarding further expansion, ² and changing inmate populations that make it difficult to find enough of the right type of inmates to fill available beds. ³	Partners should anticipate long-term difficulties during the development process, using the experience of other jurisdictions. The planning process should examine a variety of future scenarios that might cause problems, and enlist the partners in finding pre-emptive solutions during the development process.
7.	Three central issues have been stumbling blocks: (1) location; (2) governance and control; and (3) division of costs. Some jurisdictions have invested a great deal of time and energy on regional ventures only to have them dissolve when one or more of these issues has to be made.	It is important to bring these critical issues up as early as possible in the development process.

In conclusion, it seems clear that while regional partnerships offer many benefits, they also pose many challenges. The consultants outline specific recommendations and offer a basic process for each county that is interested in a potential regional partnership in the main body of the report.

¹ The most recent example of this situation is found in King County (Seattle), Washington. Municipalities have been forced to find housing for their municipal offenders because the county has decided to stop offering space (for a fee) in its jails. Several partnerships have been tentatively formed to explore regional jails, and some of the initial partners have withdrawn, or are evaluating other options, as the develop costs have increased, and when long-term cost projections have increased.

² Corrections Center of Northwest Ohio is experiencing this difficulty. The four small counties that comprise two-thirds of the votes on the authority do not support expansion. But the two larger jurisdictions (City of Toledo and Lucas County) provide two-thirds of the inmates and would like the facility to expand.

³ Some of the partners in the Peumansend Creek Regional Jail, VA, have been unable to fill all of their beds at the regional jail because they do not have enough inmates who meet the criteria for the facility in terms of low level of security and length of stay.

For more information, contact:

About the three
Sponsoring counties: Capt. Randy Demory
Kent County Correctional Facility, Michigan
(616) 632-6406
Randy.Demory@kentcountymi.gov

About the feasibility study: Rod Miller, CRS, Inc.
(717) 338-9100
rod@correction.org

About the national research: Marie VanNostrand, Ph.D., Luminosity, Inc.
(727) 525-8955
results@luminosity-solutions.com

ATTACHMENTS

Attachment A: Regional Jail Bibliography
Attachment B: Regional Jails in the United States
Attachment C: Regional Jail Survey
Attachment D: Survey Cover Letter
Attachment E: Survey Respondent Contact Information
Attachment F: Regional Jails Statutory Authority
Attachment G: Detailed Findings from All Respondents

Attachment A – Regional Jail Bibliography

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- Virginia Department of Corrections, Bureaus of Research, Reporting, and Evaluation. (1978) Final Report: Evaluation of the Joint Confinement and Corrections Operations Project. Richmond, Virginia.
- White, D. (1991). Regional Facilities: Solutions for the '90s. *American Jails*, January/February, 102-105.

Attachment B - Regional Jails in the United States**Alaska**

Kotzebue Regional Jail
P.O. Box 46, 258 D Fourth Avenue
Kotzebue, AK 99572-0046
Valdez Regional Jail
P.O. Box 307 212 Chenaga Avenue
Valdez, AK 99686

Arkansas

Delta Regional Jail
880 E. Gaines Street
Dermott, AR 71638
Pulaski County Regional Detention Facility
3201 W. Roosevelt Road
Little Rock, AR 72204

Georgia

South Fulton Municipal Regional Jail
6500 Watson Street
Union City, GA 30291

Idaho

Mini-Cassia Criminal Justice Center
1415 Albion Avenue
Burley, ID 83318

Illinois

Tri-County Detention/Justice Center
1026 Shawnee College Road
Ullin, IL 62992

Kentucky

Big Sandy Regional Detention Center
P.O. Box 1390
Paintsville, KY 41240
Kentucky River Regional Jail
P.O. Box 7664
200 Justice Drive
Hazard, KY 41701
McCracken Regional Jail
400 S. 7th Street
Paducah, KY 42003
Montgomery County Regional Jail
751 Chenault Lane
Mount Sterling, KY 40353
Three Forks Regional Jail
2475 Center Street
Beattyville, KY 41311

Maine

Two Bridges Regional Jail
P.O. Box 408 522 Bath Road
Wiscasset, ME 04578

Minnesota

Northeast Regional Correctional Center
6102 Abrahamson Road
Saginaw, MN 55779
Northwest Regional Correction Center
816 Marin Avenue, Suite 110
Crookston, MN 56716
Regional Correctional Center (VOA)
1771 N. Kent Street
Roseville, MN 55113
Tri-County Community Corrections
600 Bruce Street
Crookston, MN 56716

Mississippi

Bolivar County Regional Correctional Facility
2792 Hwy 8 W
Cleveland, MS 38732-8713
Carroll/Montgomery Regional Correctional Facility
1440 Highway 35
Vaider, MS 39176
Forrest County Regional Jail
316 Forrest Street
Hattiesburg, MS 39401
George County Regional Correctional Facility
154 Industrial Park Road
Lucedale, MS 39452
Holmes Humphreys Regional Correctional Facility
23234 Highway 12 E
Lexington, MS 39095
Kemper-Neshoba Regional Correctional Center
300 Industrial Park Road
De Kalb, MS 39328
Stone County Regional Correctional Facility
1420 Industrial Park Road
Wiggins, MS 39577
Winston/Chocktaw County Regional Correctional Facility
2460 Hwy 25 North
Louisville, MS 39339

Missouri

Daviess/DeKalb County Regional Jail
102 N. Meadows Lane
Pattonsburg, MO 64670

Montana

Cascade County Regional Detention Center
3800 Ulm N. Frontage Road
Great Falls, MT 59404-5595
Missoula County Detention Facility
2340 Mullan Road
Missoula, MT 59808

North Carolina

Bertie-Martin Regional Jail
230 County Farm Road
Windsor, NC 27983-9080

North Dakota

Southwest Multi-County Correction Center
66 Museum Drive
Dickinson, ND 58601
Walsh County Regional Correctional Center
638 Cooper Avenue
Grafton, ND 58237-1535

Ohio

Corrections Center of Northwest Ohio
03151 County Road 2425
Stryker, OH 43557-9418
Multi-County Correctional Center
1514 Victory Road
Marion, OH 43002-1831
Southeastern Ohio Regional Jail
16677 Riverside Drive
Nelsonville, OH 45764
Tri-County Regional Jail
4099 State Route 559
Mechanicsburg, OH 43044

Oregon

Northern Oregon Regional Corrections
201 Webber Road
The Dalles, OR 97058

South Carolina

Orangeburg-Calhoun Regional DC
1520 Ellis Avenue P.O. Box 9000
Orangeburg, SC 29116-9000
Sumter/Lee Regional Detention Center
1250 Winkles Road
Sumter, SC 29153-7466

South Dakota

Beadle County Regional Correctional Center
455 4th Street SW
Huron, SD 57350

Texas

Bowie County/Bi-State Correctional Center
100 N. Stateline Avenue
Texarkana, TX 75501-5666

Vermont

Chittenden Regional Correctional Facility
7 Farrell Street
South Burlington, VT 05403
Marble Valley Regional Correctional Facility
167 State Street
Rutland, VT 05701
St. Johnsbury Regional Correctional Facility
1270 US Rt 5
St. Johnsbury, VT 05819

Virginia

Albemarle/Charlottesville Regional Jail
160 Peregrine Lane
Charlottesville, VA 22902
Alleghany County Regional Jail
268 W. Main Street
Covington, VA 24426-1543
Blue Ridge Regional Jail Authority
510 Ninth Street
Lynchburg, Virginia 24504
Central Virginia Regional Jail
P.O. Box 1257
Orange, Virginia 22960
Hampton Roads Regional Jail
2690 Elmhurst Lane
Portsmouth, VA 23701
Middle Peninsula Regional Jail
P.O. Box 403
Saluda, VA 23149
Middle River Regional Jail
P.O. Box 2744
Staunton, Virginia 24402
New River Valley Regional Jail
P.O. Box 1067
Dublin, VA 24084
Northern Neck Regional Jail
P.O. Box 1090
Warsaw, VA 22572
Northwestern Regional Adult Detention Center
141 Fort Collier Road
Winchester, VA 22603

Pamunkey Regional Jail
P.O. Box 510
Hanover, VA 23069

Peumansend Creek Regional Jail
P.O. Box 1460
Bowling Green, VA 22427

Piedmont Regional Jail
P.O. Drawer 388
Farmville, VA 23901

Rappahannock Regional Jail
P.O. Box 3300
Stafford, VA 22555-3300

Riverside Regional Jail
1000 River Road
Hopewell, VA 23860

Rockbridge Regional Jail
258 Greenhouse Road
Lexington, VA 24450

Southside Regional Jail
244 Uriah Branch Way
Emporia, VA 23847

Southwest Virginia Regional Jail Authority (four facilities)

Abington
P.O. Box 279
Meadowview, VA 24361

Duffield
P.O. Box 487
5251 Boone Trail Road
Duffield, VA 24244

Haysi
P.O. Box 425
1550 Kiwanis Park Road
Haysi, VA 24256

Tazewell
102 Water Street,
Tazewell, VA 24651

Virginia Peninsula Regional Jail
9320 Merrimac Trail
Williamsburg, VA 23185

Western Tidewater Regional Jail
2402 Godwin Boulevard
Suffolk, VA 23434

Western Virginia Regional Jail
5885 West River Road
Salem, VA 24153

Washington

Chelan County Regional Justice Center
401 Washington Street Level 2
Wenatchee, WA 98801
King County Regional Justice Center
620 W. James Street
Kent, WA 98104

West Virginia Regional Jail and Correctional Facility Authority (10 facilities)

Central Regional Jail
300 Days Drive
Sutton, WV 26601
Eastern Regional Jail
94 Grapevine Road
Martinsville, WV 25465-3434
North Central Regional Jail
#1 Lois Lane
Greenwood, WV 26415
Northern Regional Jail
RD 2 Box 1
Moundsville, WV 26041
Potomac Highlands Regional Jail
13 Dolan Drive
Augusta, WV 26704
South Central Regional Jail
1001 Centre Way
Charleston, WV 25309-1001
Southern Regional Jail
1200 Airport Road
Beaver, WV 25813
Southwestern Regional Jail
13 Gaston Caperton Drive
Holden, WV 25625
Tygart Valley Regional Jail
400 Abbey Road
Belington, WV 26250
Western Regional Jail
1 O'Hanlon Place
Barboursville, WV 25504

Attachment C - Regional Jail Survey

Thank you again for taking the time to complete this survey.

1. Facility name
2. Facility address
3. Primary contact information
 - Name:
 - Phone:
 - Fax:
 - Email:
 - Address:
4. How many localities participate in the regional jail?
Please list the localities by name.
5. How many square miles are there in the geographical region served by the regional jail?
6. Is the regional facility public or private?
7. Is the regional facility for profit or non-profit?
8. Please describe the governance structure of the regional jail?
9. Under what legal authority does the regional jail operate? **Please attach supplemental information, i.e., statute, relevant administrative code section, county agreements, etc.**
10. What year was the regional jail built?
11. How was the site of the regional jail facility selected?
12. How was the construction paid for or financed?
13. What was the total construction cost?
14. How many square feet were constructed?
15. What is the primary management system of the facility (e.g. direct supervision, podular indirect, linear, etc.)?

16. The National Institute of Corrections reports that regional consolidated jails may be categorized into seven different organizational arrangements. Based on the categories defined by NIC below, which best describes your facility? **Circle one; if additional explanation is required, please attach a separate sheet.**

Type I - A consortium of jurisdictions which agree to operate a regional facility for both pretrial and sentenced inmates, with shared control by a jail board drawn from the participating bodies, as well as joint pro rata funding. In this arrangement, there are no other jail facilities in the participating jurisdiction.

Type II - The same arrangement as Type I except that some jurisdictions in the consortium also maintain their own local facilities for pretrial inmates.

Type III - A multi-jurisdictional facility exclusively for certain sentenced offenders; participating jurisdictions also continue to operate their own jails for both pretrial and sentenced inmates.

Type IV - A multi-jurisdictional facility holding both pretrial and sentenced inmates; some jurisdictions in the consortium continue to operate their own jails.

Type V - A locally operated facility which accepts referrals from other participating jurisdictions and the state, generally for work release; all jurisdictions are charged a fee-for-service for all persons confined in the regional unit.

Type VI - A single jurisdiction accepts pretrial and/or sentenced inmates on a set fee-for-service basis, with total control remaining with the operating jurisdiction.

Type VII - Consolidated city-county jurisdiction.

17. What is the rated capacity of the facility?

18. What type of inmates do you house?

Sex

Males (Y/N)

Females (Y/N)

Classifications

Low (Y/N)

Medium (Y/N)

High (Y/N)

Special Needs (Y/N)

If special needs, what type (medical, mental health, etc.):

Court Status

Pretrial (Y/N)

Post-conviction (Y/N)

19. How are inmates transported?
20. Who bears the responsibility?
21. Who pays for transportation?
22. How are the annual operating costs divided among participating jurisdictions?
23. What factors prompted the development of the regional facility?
24. What major obstacles were encountered?
25. What development strategies proved most effective?
26. What would you have done differently during the development process?
27. What advice would you offer to jurisdictions who are considering a regional facility?
28. Have there been any significant changes in facility operations, occupancy, membership or operating practices since the facility opened? ____Y ____N If so, please describe.

Attachment D – Survey Request Letter

March 21, 2008

Facility Name

Attn:

Address Line 1

Address Line 2

RE: Regional Jail Survey

Dear Attn:

I am writing on behalf of three Michigan counties - Allegan, Kalamazoo, and Kent - who are exploring the feasibility of a regional solution to their growing jail needs. CRS, Inc., has been selected to conduct a comprehensive feasibility study. CRS is partnering with Luminosity, Inc., to implement a national survey.

We are asking for assistance from those in the field who have developed regional partnerships, and also from those who have considered regional solutions and decided not to proceed. We recognize that there is much to be learned from your experience and we thank you in advance for your willingness to share information and contacts.

We are contacting all regional facilities and asking them to share their experiences. The questions contained in the survey ask you to share your experiences with regard to the development and operation of a regional partnership. We also hope you will identify others who can contribute to this process.

Your assistance will be invaluable to the Michigan counties who are exploring regional solutions, and to others who might consider this approach in the future. We will send you a summary of our findings and we will make them available to others who may benefit from your insights.

We would encourage you to complete the survey online at your earliest convenience by going to <http://src.luminosity-solutions.com> and entering regionaljail as the username and survey as the password.

If you are unable to complete the survey online, please fax your completed survey to 321-406-0275 or mail them to: Luminosity, Inc. 1767 Tanglewood Drive NE St. Petersburg, FL 33702.

Luminosity, Inc.
1767 Tanglewood Drive NE
St. Petersburg, FL 33702
727-525-8955
www.luminosity-solutions.com

Attachment D – Survey Request Letter

As you complete the survey, please identify pertinent documents, statutes, web addresses, and other resources that will help us understand your development process and operations. Supporting documentation and resources should be emailed to results@luminosity-solutions.com or mailed to the address listed above.

If you have any questions about this project, please contact:

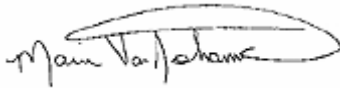
About the survey: Marie VanNostrand, Ph.D., Luminosity, Inc.
(727) 525-8955
results@luminosity-solutions.com

About the feasibility study: Rod Miller, CRS, Inc.
(717) 338-9100
rod@correction.org

About the counties: Capt. Randy Demory
Kent County Correctional Facility, Michigan
(616) 632-6406
Randy.Demory@kentcountymi.gov

Thank you in advance for your participation in the survey. We look forward to sharing the results with you.

Best regards,



Marie VanNostrand, Ph.D.
Sr. Consultant

Luminosity, Inc.
1767 Tanglewood Drive NE
St. Petersburg, FL 33702
727-525-8955
www.luminosity-solutions.com

Attachment E - Survey Respondent Contact Information**Georgia**

South Fulton Municipal Regional Jail
John Mansch
6500 Watson St.
Union City, GA 30291
770-774-9660

<http://www.unioncityga.org/index.asp?nid=77>

Idaho

Mini-Cassia Criminal Justice Center
Dennis Dexter
1415 Albion Avenue
Burley, ID 83318
208-878-1136

<http://www.cassiacounty.org/law-enforcement/mcjustice.htm>

Kentucky

Kentucky River Regional Jail
Tim Kilburn
200 Justice Drive
Hazard, KY 41701
606-436-0622

Maine

Two Bridges Regional Jail
Leonard LeGrand
P.O. Box 408 522 Bath Road
Wiscasset, ME 04578
207-882-4268

<http://www.lisajail.org/>

Minnesota

Northeast Regional Corrections Center
Warren Salmela
6102 Abrahamson Rd.
Saginaw, MN 55779
218-729-3411

<http://www.arrowheadregionalcorrections.org/>

Northwest Regional Corrections Center
Susan E. Mills
816 Marin Ave Suite 110
Crookston, MN 56716 218-470-8100

Mississippi

Bolivar County Regional Correctional Facility
Thomas G. Taylor
2792 Highway 8 W
Cleveland, MS 38732 662-843-7478

<http://www.co.bolivar.ms.us/Regionalcorrectional.htm>

Stone County Regional Correctional Facility
Franklin D. Brewer
1420 Industrial Park Rd.
Wiggins, MS 39577
601-928-7042

Winston-Choctaw County Regional Correctional Facility
Timothy H. Palmer
2460 Hwy 25 North
Louisville, MS 39339
662-773-2528
<http://wccrcf.org/>

Missouri

Daviess/DeKalb County Regional Jail
Larry Hadley
102 N Meadows Lane
Pattonsburg, MO 64670
660-367-2200
<http://ddcrj.com/>

Montana

Missoula County Detention Facility
Susan Hintz
2340 Mullan Road
Missoula, MT 59808
406-258-4071
<http://www.co.missoula.mt.us/mcsheriff/aboutusMCDF.htm>

North Dakota

Southwest Multi-County Correction Center
Ken Rooks
66 Museum Drive
Dickinson, ND 58601
701-456-7790
<http://www.swmccc.com/>

Ohio

Corrections Center of Northwest Ohio
Jim Dennis
03151 County Road 2425
Stryker, OH 43557-9418
419-428-3800 ext. 300
<http://www.ccnoregionaljail.org/>
Multi-County Correctional Center
Dale R. Osborn
1514 Victory Road
Marion, OH 43302
740-387-7437 ext. 208
<http://www.multicountyjail.com/>

Tri-County Regional Jail
Robert Beightler
4099 State Route 559
Mechanicsburg, OH 43044
937-834-5000
http://www.madisonsheriff.org/tri-county_jail.htm

Oregon

Northern Oregon Regional Corrections
Larry Lindhorst
201 Webber Road
The Dalles, OR 97058
541-506-2902
<http://www.norcor.co.wasco.or.us/>

South Dakota

Beadle County Regional Correctional Center
Tom Beerman
455 4th Street SW
Huron, SD 57350
605-353-8424
<http://www.beadlecounty.org/correction.html>

Virginia

Blue Ridge Regional Jail Authority
Christopher Webb
510 Ninth Street
Lynchburg, VA 24504
434-847-3100

Central Virginia Regional Jail
Susan Fletcher
13021 James Madison Highway
Orange, VA 22960
540-672-3222
<http://www.cvrj.org/>

Hampton Roads Regional Jail
Roy W. Cherry
2690 Elmhurst Lane
Portsmouth, VA 23701
757-488-9420

Middle Peninsula Regional Security Center
Linda Elam
P.O. Box 403
Saluda, VA 23149
804-758-2338

Northwestern Regional Adult Detention Center
Fred D. Hildebrand 141 Fort Collier Road
Winchester, VA 22603 540-665-6374 <http://www.varj.org/welcome.html>
Virginia Association of Regional Jails

Pamunkey Regional Jail

James Willett

P.O. Box 510; 7240 Courtland Farm Road

Hanover, VA 23069

804-365-6400 x3001

<http://www.co.hanover.va.us/regionaljail/default.htm>

Peumansend Creek Regional Jail

Sandra Thacker

P.O. Box 1460

Bowling Green, VA 22427

804-633-3694

<http://www.pcrj.org/>

Rappahannock Regional Jail

Stephen S. Bishop

1745 Jefferson Davis Highway, PO Box 3300

Stafford, VA 22555

540 288 5276

<http://www.rrj.state.va.us/>

Riverside Regional Jail

Darnley R. Hodge, Sr.

1000 River Road

Hopewell, VA 23860

804-524-6600

<http://www.riversideregionaljailva.net/>

Southside Regional Jail

Lance Forsythe

244 Uriah Branch Way

Emporia, VA 23847

434-634-0670

http://www.greensvillecountyva.gov/Court%20Systems/southside_regional_jail.htm

Southwest Virginia Regional Jail Authority (four facilities)

Stephen Clear

P.O. Box 279

Meadowview, VA 24361

276-739-3534

Abington

P.O. Box 279

Meadowview, VA 24361

Haysi

P.O. Box 425

Haysi, VA 24256

Duffield

P.O. Box 487

Duffield, VA 24244

Tazewell

102 Water Street,

Tazewell, VA 24651

Virginia Peninsula Regional Jail

John R. Kuplinski

9320 Merrimac Trail Williamsburg, VA 23185 757 820-3901

Washington

Chelan County Regional Justice Center

Phil Stanley

401 Washington Street Level 2

Wenatchee, WA 98801

509-667-6616

http://www.co.chelan.wa.us/crj/crj_main.htm

West Virginia

West Virginia Regional Jail and Correctional Authority (ten facilities)

John L. King

1325 Virginia St East (Central Office)

Charleston, WV 25301

304-558-2110

<http://www.wvrja.com/>

Central Regional Jail

300 Days Drive

Sutton, WV 26601

South Central Regional Jail

1001 Centre Way

Charleston, WV 25309-1001

Eastern Regional Jail

94 Grapevine Road

Martinsville, WV 25465-3434

Southern Regional Jail

1200 Airport Road

Beaver, WV 25813

North Central Regional Jail

#1 Lois Lane

Greenwood, WV 26415

Southwestern Regional Jail

13 Gaston Caperton Drive

Holden, WV 25625

Northern Regional Jail

RD 2 Box 1

Moundsville, WV 26041

Tygart Valley Regional Jail

400 Abbey Road

Belington, WV 26250

Potomac Highlands Regional Jail

13 Dolan Drive

Augusta, WV 26704

Western Regional Jail

1 O'Hanlon Place

Barboursville, WV 25504

Attachment F - Regional Jails Statutory Authority**Alabama**

Code of Ala. § 14-6A-1 Multi-County Establishment of Regional Jail Authority.

Establishment -- Participation.

TITLE 14. Criminal Correctional and Detention Facilities.

CHAPTER 6A. Establishment of Regional Jail Authorities.

Arkansas

A.C.A. § 25-20-104 Agreements for joint or cooperative action -- Authority to make -- Requirements generally.

Title 25. State Government.

Chapter 20. Interlocal Cooperation Act.

Subchapter 1 -- General Provisions

Florida

Fla. Stat. § 950.001 Regional jails; establishment, operation.

TITLE 47. Criminal Procedure and Corrections (Chs. 900-985).

CHAPTER 950. Jails and Jailers.

Georgia

O.C.G.A. § 42-4-90-105 Regional Jail Authorities Act.

TITLE 42. Penal Institutions.

CHAPTER 4. Jails.

ARTICLE 5. Regional Jail Authorities.

Kentucky

KRS § 441.800-820 Regional Jail Authorities.

TITLE XL. Crimes and Punishments.

CHAPTER 441. Jails and County Prisoners.

Maine

30-A M.R.S. §§ 1801-1805. Lincoln and Sagadahoc Multicounty Jail Authority Act

TITLE 30-A. Municipalities and Counties.

PART 1. Counties.

CHAPTER 17. Lincoln and Sagadahoc Multicounty Jail Authority.

Minnesota

Minn. Stat. § 641.261 Regional Jails.

CHAPTER 641. County Jails.

County Regional Jails.

Mississippi

Miss. Code Ann. § 47-5-931 Incarceration of State Offenders in County Owned for Leased Correctional Facilities.

TITLE 47. Prisons and Prisoners; Probation and Parole.

CHAPTER 5. Correctional System.

Missouri

§ 221.400-430 R.S.Mo. Regional Jail Districts.

TITLE 13. Correctional and Penal Institutions (Chs. 217-221).

CHAPTER 221. Jails and Jailers.

Montana

Mont. Code Anno., § 7-32-2201 Establishing detention center -- detention center contract -- regional detention center -- authority for county to lease its property for detention center.

TITLE 7. Local Government.

CHAPTER 32. Law Enforcement.

PART 22. Detention Centers

North Dakota

N.D. Cent. Code, § 12-44.1-02 Establishing correctional facilities -- Correctional facility contracts -- Regional corrections centers.

TITLE 12. Corrections, Parole, and Probation.

Part VIII. Penal and Correctional Institutions.

CHAPTER 12-44.1. Jails and Regional Correction Centers

Ohio

ORC Ann. 307.93 Multicounty, municipal-county or multicounty-municipal correctional centers; privatization.

TITLE 3. Counties.

CHAPTER 307. Board of County Commissioners—Powers.

Oregon

ORS § 169.610 Regional Facilities

TITLE 16. Crimes and Punishment

CHAPTER 169. Local and Regional Correctional Facilities, Prisoners, Juvenile Facilities

South Carolina

S.C. Code Ann. § 24-3-27 Establishing local regional correctional facilities; useful employment of inmates; service of warrants on inmates.

TITLE 24. Corrections, Jails, Probations, and Pardons

CHAPTER 3. State Prison System

South Dakota

S.D. Codified Laws § 24-11-4 Use by two or more political subdivisions – Contracts.

TITLE 24. Penal Institutions, Probation, and Parole.

CHAPTER 24-11. Jails.

Texas

Tex. Gov't Code § 791.021-033 Contracts for Regional Correctional Facilities

TITLE 7. Intergovernmental Relations

CHAPTER 791. Interlocal Cooperation Contract

Virginia

Va. Code Ann. § 53.1-95.2 Jail authority.

TITLE 53.1. Prisons and Other Methods of Corrections.

CHAPTER 3. Local Correctional Facilities.

ARTICLE 3.1. Jail Authorities.

Washington

Rev. Code Wash. (ARCW) § 70.48.095 Regional jails.

TITLE 70. Public Health and Safety.

CHAPTER 70.48. City and County Jails Act.

West Virginia

W. Va. Code Ch. 31, Art. 20-Art.32 West Virginia Regional Jail and Correctional Facility Authority.

CHAPTER 31. Corporations.

Attachment G: Detailed Findings from Repondents

Facility Name	ST	Capacity	Number of Gov Entities	Public Private	Profit or Non	NIC #	Const Sub?	Oper Sub?	Male	Female	Low	Med.	High	Spec. Needs	Special Needs Type	Pre-trial	Con-victed	Square Miles
Beadle County Regional Corr. Ctr.	SD	60		Public	Non-Profit	VI			True	True	True	True	True	False		True	True	1434 Sq Mi
Southside Regional Jail	VA	100	2	Public	Non-Profit	I	Y	Y	True	True	True	True	True	True	medical/ mental health (no other choice)	True	True	Approx 400 sq mi
Southwest Multi-County Correction Center	ND	118	6	Public	Non-Profit	I			True	True	True	True	True	True		True	True	
Middle Peninsula Regional Security Center	VA	121	5	Public	Non-Profit	I	Y	Y	True	True	True	True	True	True	Mental Health	True	True	1080.43
Northern Oregon Regional Corrections	OR	150	4	Public	Non-Profit				True	True	True	True	True	False		True	True	don't know
NortheastRegional Corrections Center	MN	150	5	Public	Non-Profit	III			True	False	True	False	False	False		False	True	13738
Kentuck River Regional Jail	KY	154	2	Public	Non-Profit	IV			True	True	True	True	True	True		True	True	2500
Tri-County Regional Jail	OH	160	3	Public	Non-Profit	I			True	True	True	True	True	True		True	True	
Mini-Cassia Criminal Justice	ID	172	2	Private	Profit	I			True	True	True	True	True	True		True	True	6000
Multi-County Correctional Center	OH	178	2	Public	Non-Profit	I			True	True	True	True	True	True	three medical cells along with 10 administrative segregation cells.	True	True	Not sure. 25 miles between county seats
Northwest Regional Corrections Center	MN	188	3	Public	Non-Profit	II			True	True	True	True	True	True		True	True	don't know
Two Bridges Regional Jail	ME	209	2	Public	Non-Profit	I			True	True	True	True	True	True	all types	True	True	710 Sq mi
Central Virginia Regional Jail	VA	246		Public	Non-Profit	I	Y	Y	True	True	True	True	True	True	Medical, mental health	True	True	
Daviess/DeKalb County Regional Jail	MO	280	2	Public	Profit	I	Y	Y	True	True	True	True	True	True	observation. Suicide watches, infectious diseases, and Detox.	True	True	400
Virginia Peninsula Regional Jail	VA	290	4	Public	Non-Profit	I	Y	Y	True	True	True	True	True	True	medical/MH	True	True	150,116
South Fulton Municipal Regional Jail	GA	323	2	Public	Non-Profit	I			True	True	True	True	True	False		True	True	Approx. 150
Peumansend Creek Regional Jail	VA	336	6	Public	Non-Profit	III	Y	Y	True	True	True	True	False	False		True	True	no answer
Winston-Choctaw County Regional Correctional Facility	MS	355	4	Public	Profit	V			True	True	True	True	False	False		True	True	610
Chelan County Regional Justice Center	WA	383	4	Public	Non-Profit	I	Y		True	True	True	True	True	True	medical, mental health, physically disabled	True	True	4,814
West Virginia Regional Jail and Correctional Authority (10 facilities)	WV	384	11	Public	Non-Profit				True	True	True	True	True	True		True	True	state-wide
Missoula County Detention Facility	MT	394	5	Public	Non-Profit	VI			True	True	True	True	True	True	tries to refer or release the special needs inmates, Not always possible.	True	True	2600 in the county, DOC - state-wide
Stone County Regional Correctional Facility	MS	395	1	Public	Non-Profit	VI			True	True	True	True	True	False		True	True	448--Stone County
Pamunkey Regional Jail	VA	400	3	Public	Non-Profit	I	Y	Y	True	True	True	True	True	True	Medical, Mental Health	True	True	1013 square miles
Bolivar County Regional Correctional Facility	MS	450	4	Public	Non-Profit	VI			True	True	True	True	True	True	MENTAL HEALTH	True	True	963
Northwestern Regional Adult Detention Center	VA	565	4	Public	Non-Profit	II	Y	Y	True	True	True	True	True	True		TRUE	TRUE	1260
Corrections Center of Northwest Ohio	OH	600	6	Public	Non-Profit	IV	Y		True	True	True	True	True	True	administrative segregation and medical	True	True	1,996.64
Southwest Virginia Regional Jail Authority (4 facilities)	VA	603	10-- served by 4 facilities	Public	Non-Profit	I	Y	Y	TRUE	TRUE	TRUE	TRUE	TRUE	FALSE		TRUE	TRUE	4239.5
Blue Ridge Regional Jail Authority	VA	760		Public	Non-Profit	I	Y	Y	True	True	True	True	True	True	Medical and mental health	True	True	6,412
Rappahannock Regional Jail	VA	960	4	Public	Non-Profit	I	Y	Y	True	True	True	True	True	False		True	True	880
Riverside Regional Jail	VA	1,160	7	Public	Non-Profit	IV	Y	Y	True	True	True	True	True	True	medical, mental health, gang, maximum custody, protective custody, management of problem inmates	True	True	1244
Hampton Roads Regional Jail	VA	1,250	4	Public	Non-Profit	IV	Y	Y	True	True	True	True	True	True	medical, mental health	True	True	150

Facility Name	State	Capacity	Num Gov Ent.	Year Built	Public Private	Profit or Non	Const Sub?	Oper Sub?	Localities
Beadle County Regional Corr. Ctr.	SD	60		1977	Public	Non-Profit			6 counties (sounds like boarders)
Southside Regional Jail	VA	100	2	1998	Public	Non-Profit	Y	Y	Greensville County City of Emporia
Southwest Multi-County Correction Center	ND	118	6	1982	Public	Non-Profit			Stark, Slope, Hettinger, Dunn, Bowman, Billings
Middle Peninsula Regional Security Center	VA	121	5	1998	Public	Non-Profit	Y	Y	King William County, King & Queen County, Middlesex County, Mathews County, Essex County
Northern Oregon Regional Corrections	OR	150	4	1999	Public	Non-Profit			Gilliam, Sherman, Wasco, Hood River
Northeast Regional Corrections Center	MN	150	5	1930	Public	Non-Profit			Koochiching, Carlton, Lake, Cook, St. Louis
Kentuck River Regional Jail	KY	154	2	2001	Public	Non-Profit			Knott, Perry
Tri-County Regional Jail	OH	160	3	1999	Public	Non-Profit			Madison County, Ohio; Union County, Ohio; Champaign County, Ohio
Mini-Cassia Criminal Justice	ID	172	2	1991	Private	Profit			cassia, minidoka
Multi-County Correctional Center	OH	178	2	1998	Public	Non-Profit			Marion Hardin
Northwest Regional Corrections Center	MN	188	3	1976	Public	Non-Profit			Red Lake, Polk, Norman
Two Bridges Regional Jail	ME	209	2	2005	Public	Non-Profit			Sagadahoc, ME, Lincoln Co, ME
Central Virginia Regional Jail	VA	246		1990	Public	Non-Profit	Y	Y	
Davies/DeKalb County Regional Jail	MO	280	2	2006	Public	Profit	Y	Y	
Virginia Peninsula Regional Jail	VA	290	4	1997	Public	Non-Profit	Y	Y	City of Poquoson, City of Williamsburg, James City County, York County
South Fulton Municipal Regional Jail	GA	323	2	1998	Public	Non-Profit			City of Union City, City of Palmetto
Peumansend Creek Regional Jail	VA	336	6	1999	Public	Non-Profit	Y	Y	Arlington, Prince William, Counties of Loudoun, Counties of Caroline, City of Richmond, City of Alexandria
Winston-Choctaw County Regional Correctional Facility	MS	355	4	1999	Public	Profit			Choctaw County, MS, Winston County, MS, Noxapater, MS, Louisville, MS
Chelan County Regional Justice Center	WA	383	4	1984	Public	Non-Profit	Y		All cities within Douglas County, All cities within Chelan County, Douglas County, Chelan County
West Virginia Regional Jail and Correctional Authority (10 facilities)	WV	384	11	1993	Public	Non-Profit			Western Regional Jail, Tygart Valley Regional Jail, Southwestern Regional Jail, Southern Regional Jail, South Central Regional Jail, Potomac Highlands Regional Jail, Northern Regional Jail, North Central Regional, Eastern Regional Jail, Central Regional Jail, 10 facilities
Missoula County Detention Facility	MT	394	5	1999	Public	Non-Profit			Salish-Kootenai Tribe - juveniles, US Marshals/INS, Missoula City, Montana Department of Corrections, Missoula County
Stone County Regional Correctional Facility	MS	395	1	2000	Public	Non-Profit			Wiggins, MS 39577--city and county
Pamunkey Regional Jail	VA	400	3	1998	Public	Non-Profit	Y	Y	Hanover County Caroline County Town of Ashland
BOLIVAR COUNTY REGIONAL CORRECTIONAL FACILITY	MS	450	4	1999	Public	Non-Profit			15 MUNICIPALITIES, BOLIVAR COUNTY, US MARSHAL'S SERVICE, MS DEPT OF CORRECTIONS
Northwestern Regional Adult Detention Center	VA	565	4	1991 and 2002	Public	Non-Profit	Y	Y	The Counties of Clarke, Fauquier and Frederick and the City of Winchester
Corrections Center of Northwest Ohio	OH	600	6	1990	Public	Non-Profit	Y		City of Toledo, Williams County, Lucas County, Henry County, Fulton County, Defiance County
Southwest Virginia Regional Jail Authority (4 facilities)	VA	603	10--served by 4 facilities	2002 on	Public	Non-Profit	Y	Y	Buchanan, Dickenson, Lee, Russell, Scott, Smyth, Tazewell, Washington, and Wise Counties and the City of Norton
Blue Ridge Regional Jail Authority	VA	760		2000	Public	Non-Profit	Y	Y	
Rappahannock Regional Jail	VA	960	4	2000	Public	Non-Profit	Y	Y	King George County, Spotsylvania County, County of Stafford, City of Fredericksburg
Riverside Regional Jail	VA	1,160	7	1997	Public	Non-Profit	Y	Y	City of Colonial Heights, City of Hopewell, City of Petersburg, Prince George County, Surry County, Charles City County, Chesterfield County
Hampton Roads Regional Jail	VA	1,250	4	1998	Public	Non-Profit	Y	Y	City of Portsmouth, City of Norfolk, City of Newport News, City of Hampton

Facility Name	State	Capacity	Governance Structure
Beadle County Regional Corr. Ctr.	SD	60	county-run
Southside Regional Jail	VA	100	Regional Jail Authority
Southwest Multi-County Correction Center	ND	118	governed by a board
Middle Peninsula Regional Security Center	VA	121	Regional Jail has a Superintendent selected by the Board. The Board consists of a representative from each county and the sheriff of each county for a total of ten representatives and a non-voting chairman selected by the Board usually the Administrator of one of the participating counties.
Northern Oregon Regional Corrections	OR	150	
Northeast Regional Corrections Center	MN	150	We have a separate governing board comprised of commissioners from participating counties--3 from St. Louis (because of size), 1 each from other 4, 5 rotating
Kentuck River Regional Jail	KY	154	Each county pays a set price to house inmates
Tri-County Regional Jail	OH	160	An off-site Board comprised of 3 county commissioners, 3 sheriff's and 3 judges governs the facility. The Executive Director operates the facility on a daily basis and reports to the board
Mini-Cassia Criminal Justice	ID	172	Originally in 1991, the two counties agreed by contract of developing a separate governmental entity that would be separate from either Sheriff's office. This was meant to reduce the political influences. In 2000, a new Sheriff was elected. He chose to exercise statutory authority of being in charge of the jails within his jurisdiction. The two counties continue to look at the facility as a separate entity by budget and within the State of Idaho. The Sheriff considers staff as part of his office.
Multi-County Correctional Center	OH	178	called the M-H
Northwest Regional Corrections Center	MN	188	act allows counties with contiguous borders to construct and operate a regional jail outside of the purview of the sheriff's office in any of the three counties. Additionally, the act requires a board of county commissioners; allows the regional corrections board to commit counties to jail budget and requires one administrator (executive director Susan Mills). The administrator has authority to operate the jail under the same standards, etc., as a sheriff-run jail. The Community Corrections Act allows tri-county community corrections to operate all corrections services for the three counties and provides a subsidy for probation and other corrections services. Under the ex. director we have a jail administration who is in charge of daily operation of the facility.
Two Bridges Regional Jail	ME	209	2 counties formed the Lincoln and Sagadahoc Multicounty Jail Authority that governs the authority
Central Virginia Regional Jail	VA	246	Regional Jail Board made up of one representative from each of the five jurisdictions; the sheriff from each jurisdiction and one rotating member from one of the five jurisdictions.
Daviess/DeKalb County Regional Jail	MO	280	The Jail district board consists of the presiding commissioners from Daviess and DeKalb County and the Sheriff from both Daviess and DeKalb County. A four (4) member board
Virginia Peninsula Regional Jail	VA	290	The localities formed an authority that has a Board of Directors. By statute, the 2 sheriffs who serve the 4 localities sit on the Board. The CEO (county administrator, city manager) for each of the jurisdictions sit on the board. James City County has a second seat due to the jail's location w/in the county. The Board is a policy-making body who hires a superintendent to operate the jail.
South Fulton Municipal Regional Jail	GA	323	staffed by Union City employees. Jail authority oversees operations.
Peumansend Creek Regional Jail	VA	336	The jail is managed by an Authority with each jurisdiction sending two representatives. The sheriff of the jurisdiction and the city/county administrators are members.
Winston-Choctaw County Regional Correctional Facility	MS	355	The facility is owned and operated by Winston County under the direct control of the Winston County Sheriff. The Warden is hired by the Sheriff and Board of Supervisor's for Winston County and must be approved by the Commissioner of the Mississippi Department of Corrections
Chelan County Regional Justice Center	WA	383	Committee meets and a Commissioner from Douglas and Chelan counties is there as well as the mayor of Wenatchee. The Director reports to these three individuals. But, the real power is the three County Commissioners in Chelan County because that is where the jail is located. The Director answers to both groups.
West Virginia Regional Jail and Correctional Authority (10 facilities)	WV	384	West Virginia Regional Jail Authority
Missoula County Detention Facility	MT	394	By law, the sheriff's department runs the county jail. The county government is a 3-member Board of County Commissioners. We hold juveniles (separate wing) from around the region - 24 beds. We are not a regional jail in that we are not in a partnership with any other counties. You may want to stop reading here...
Stone County Regional Correctional Facility	MS	395	The sheriff of Stone Co. is the Chief Correctional Officer of the jail by law. The facility contracts with the state to house state inmates and contracts with the US Marshal Office to house federal inmates.
Pamunkey Regional Jail	VA	400	Jail Authority Board with members selected from participating localities. The Board appoints a Superintendent to oversee day-to-day jail operations.
BOLIVAR COUNTY REGIONAL CORRECTIONAL FACILITY	MS	450	BOARD OF SUPERVISORS - SHERIFF - WARDEN
Northwestern Regional Adult Detention Center	VA	565	from each of the four participating political subdivisions. The members are appointed by the governing bodies of each jurisdiction and the Code of Virginia requires the membership of the Sheriff from each jurisdiction. In accordance with an agreement, the City of Winchester and County of Frederick have 4 members each and the Counties of Clarke and Fauquier have 3 members each. In addition to the 4 Sheriffs, there are 3 County Administrators, 1 City Manager, the Chief of Police, 4 members of the governing bodies and 1 citizen. The officers are chairman, vice chairman and secretary/treasurer. The
Corrections Center of Northwest Ohio	OH	600	Police/Sheriff and a Judge) that serve on the 18-member Commission. The Commission shall elect its officers to serve for one year terms at its annual meeting. The officers of the Commission consist of a Chairman, Vice-Chairman and Secretary. Each representative (including the Chairman, Vice Chairman and Secretary) shall have one vote. The Commission shall appoint a full-time Executive Director who shall be the chief administrative officer of the Commission and shall be the person in charge of the Corrections Center.
Southwest Virginia Regional Jail Authority (4 facilities)	VA	603	participatory jurisdiction; two of which are appointed by the governing body of that participating jurisdiction and the sheriff of each participating jurisdiction. The board appointed the superintendent who has direct supervision of all employees.
Blue Ridge Regional Jail Authority	VA	760	Wholly-owned subsidiary of the Commonwealth of Virginia
Rappahannock Regional Jail	VA	960	Regional Jail Authority comprised of 3 members per jurisdiction plus legal counsel.
Riverside Regional Jail	VA	1,160	The Jail Authority is a political subdivision of the State of Virginia. The Authority is governed by two representatives from each member jurisdiction. The jail superintendent is selected by the Authority.
Hampton Roads Regional Jail	VA	1,250	Regional Jail Authority

Facility Name	State	Capacity	Legal Authority	How Selected
Beadle County Regional Corr. Ctr.	SD	60		
Southside Regional Jail	VA	100	Art. 3.1, Title 53.1	consensus
Southwest Multi-County Correction Center	ND	118		
Middle Peninsula Regional Security Center	VA	121	Authority established by five participating counties with five representatives from the counties and five sheriffs comprising the Middle Peninsula Regional Jail Authority Board.	Sites were selected by the Authority within the five counties for their suitability to the needs of a regional jail. Final selection was made by the Authority Board for the jail site to be on property already owned by the Authority near the old facility.
Northern Oregon Regional Corrections	OR	150		
Northeast Regional Corrections Center	MN	150	Regional Jail Act and Joint Powers Agreement	land was both purchased and selected
Kentucky River Regional Jail	KY	154	KY Regional Jail Board Authority	Inter first was the Perry County Detention Center
Tri-County Regional Jail	OH	160	Ohio Revised Code 307.93	Geographically centered
Mini-Cassia Criminal Justice Multi-County Correctional Center	ID	172	There is a contract between Minidoka and Cassia Counties that stipulate governance and a 30 year agreement. It is somewhat lengthy and not available via digital media.	Minidoka County was under the watchful eye of ACLU concerning a juvenile death in their jail. Cassia was under the eye of ACLU concerning conditions for their adult jail. Hence, the adult jail was constructed in Cassia County and the juvenile jail in Minidoka County.
	OH	178	Ohio Revised Code Section 307.93	Originally there were three counties and Marion County was the most central county, Marion County has the land available and was selected.
Northwest Regional Corrections Center	MN	188	no answer	There were originally 6 counties that came together to study the possibility of developing a regional in the early 1970's, two of the counties dropped out leaving three counties, all of which had been on notices by the Department of Corrections the old facilities would be closed given age and inability to meet then jail standards. Polk County is by far the largest of the three counties and is county seat is in Crookston which is located midway between both Norman and Red Lake counties.
Two Bridges Regional Jail	ME	209	Maine MRSE (submitted copy)	both county commissioners shopped for sites close to county lines.
Central Virginia Regional Jail	VA	246	Regional Jail Board - Code of Virginia	Committee appointed by the counties determined the site after looking at several options.
Daviess/DeKalb County Regional Jail	MO	280	county entity	The Jail was sold to both counties from a private owner. The Jail used to be a private facility and Daviess and DeKalb Counties passed a 1/2 cent sales tax in both counties to pay for the purchase.
Virginia Peninsula Regional Jail	VA	290	See attached.	land had no other possible use and relatively equidistant for arresting agency access to the Magistrate's Office.
South Fulton Municipal Regional Jail	GA	323	See GA Annotated Cod, Art. 5 Regional Jail Authorities 42-4-90 thru 42-4-105	
Puamansend Creek Regional Jail	VA	336	attached	unknown, however union city previously owned site.
Winston-Choctaw County Regional Correctional Facility	MS	355	Winston/Choctaw County Sheriff's State Statute 47-5-931, MS Code of 1972	1999
Chelan County Regional Justice Center	WA	383	The Chelan County Commissioners are the legal authority over the jail. The partnership described above is accomplished through a Interlocal Cooperative Agreement.	The governing bodies of Winston/Choctaw Counties petitioned the Mississippi Department of Corrections who was looking for localities to build regionals for housing state inmates.
West Virginia Regional Jail and Correctional Authority (10 facilities)	WV	384	See statute (obtained)	It is next to the Chelan County Courthouse
Missoula County Detention Facility	MT	394	own county prisoners, we hold state (highway patrol, university, fish and game) prisoners arrested in our county. We hold pre-trial federal prisoners (there is a federal courthouse in our town). We are a regional prison, as we lease out 144 beds to Montana DOC. We provide the security and basic needs. They provide the programs and staff for the programs.	Committee - looked for conveniently located, non-residential space with room for expansion.
Stone County Regional Correctional Facility	MS	395	The concept for regionals in the state was approved and enacted by the MS leg. The facility is owned and operated by the county with a contract 20 yr with MS Dept. of Corrections to house state inmates.	Built on County Property
Pamunkey Regional Jail	VA	400	Virginia State Law: §53.1-95.2	Land acquisition close to Hanover County Courthouse (Hanover Co. is the largest contributor to the jail)
BOLIVAR COUNTY REGIONAL CORRECTIONAL FACILITY	MS	450	MS STATE CODE	EXISTING COUNTY PROPERTY
Northwestern Regional Adult Detention Center	VA	565	Please attach supplemental information, i.e., statute, relevant administrative code section, county agreements, etc. §§ 53.1-81 & 82 ; 53.1-95.2 – 53.1-115.2, Code of Virginia. Regional Jail Agreement is attached.	The site was selected due to a narrow parcel of land just two blocks from the Winchester-Frederick County Joint Judicial Center. Because of the dimensions of the property, we would have been forced to build a two story structure. In addition, it was in a distressed socio-economic neighborhood. The public outcry was so great, it caused authorities to search elsewhere. They decided that an industrial park would be the best option for many reasons; most importantly it eliminated the NIMBY syndrome. To convince the park owners that it was a viable proposal, they were invited by authorities to travel to Fort Collins, Colorado to visit a facility built in an industrial park where the conditions were the same. It was a new park and the jail was built first, the manufacturers and industries followed.
Corrections Center of Northwest Ohio	OH	600	Ohio Revised Code 307.93	The other occupants are quite pleased that we are located in the park. The constant police presence reduces vandalism and theft and the work release program provides a reliable work force for their businesses. On several occasions I have invited CEOs to speak to visiting groups regarding the virtues
Southwest Virginia Regional Jail Authority (4 facilities)	VA	603	See attached.	The facility was built on land purchased several years prior by County Commissioners for a regional juvenile detention facility in a rural area.
Blue Ridge Regional Jail Authority	VA	760	Authority Board - Members consist of the sitting Sheriff of each participating jurisdiction and administrative appointment	The Duffield Regional Jail site was provided by the jurisdiction. The Abingdon and Haysi Regional Jails were purchased
Rappahannock Regional Jail	VA	960	Virginia DOC operating standards	BRRJA operates 5 separate sites. Sites were selected by the participating jurisdictions.
Riverside Regional Jail	VA	1,160	VA Code 53.1-95.2 and Chapter 726 of the 1990 Acts of the Virginia General Assembly.	Available property zoned area for use and voted on by the Authority.
Hampton Roads Regional Jail	VA	1,250	State Code 53.1-95.2	Mutual agreement of the Authority Members with consideration for proximity to all member jurisdictions and available land.

Facility Name	State	Capacity	Construction Financed	Construction Cost	Square Feet	Management System
Beadle County Regional Corr. Ctr.	SD	60	50% state 50% local Bricks and Mortar only			indirect
Southside Regional Jail	VA	100		7.9 million	44,000	podular indirect
Southwest Multi-County Correction Center	ND	118				
Middle Peninsula Regional Security Center	VA	121	Issue of Revenue Bonds	7,910,000.00	43,000	Indirect supervision
Northern Oregon Regional Corrections	OR	150		\$16 million	52,000	indirect
Northeast Regional Corrections Center	MN	150	?	?	?	minimum security—doors not locked, no fences, direct supervision
Kentuck River Regional Jail	KY	154	Bonding through the counties	3,560,000	4,500	direct
Tri-County Regional Jail	OH	160	The Ohio Department of Rehabilitation and Corrections gave a grant to build. (\$6,636,00.00) the rest was local cash match (\$1,270,435.00)	7,906,435.00		Primary is podular indirect with one 60 man dorm that is direct
Mini-Cassia Criminal Justice	ID	172	Both counties went out for bond. It was elected the first time in both	\$4.7million	3300	indirect
Multi-County Correctional Center	OH	178	encouraging regional jail construction and paid 50% of cost. The remaining cost was shared by the counties at the % of the beds to be allocated.	9,045,000	39,000	indirect supervision
Northwest Regional Corrections Center	MN	188	at the time the first regional jail in Minnesota and I believe through the country the jail building was owned by Polk County. The new facility is also owned by Polk County, the bond payment of \$175,000, however, is paid by the Tri-County Community Corrections. NWRCC is located within the Polk County Justice Center..	no answer.	147,563 sq ft.	with direct supervision in a three cell medical unit and a special management. Pod divided into three
Two Bridges Regional Jail	ME	209	bond issue from November 4, 2005. www.lisajail.org	See website	see website	direct
Central Virginia Regional Jail	VA	246	The counties each paid a share proportionate to there population. One county financed their share. The others paid from reserve funds.	\$4.5 million		Indirect
Daviess/DeKalb County Regional Jail	MO	280	1/2 cent sales tax passed by both Daviess and DeKalb County.	\$3,500,000.00	building 20,000, annex building 5,340	we implemented a direct supervision and use a secondary camera system that is manned at all times. DDCRJ has 60 cameras installed and
Virginia Peninsula Regional Jail	VA	290	municipal bonds	Total project cost: \$36m; Construction: \$23m	116, 195 sq. ft.	Direct Supervision
South Fulton Municipal Regional Jail	GA	323	Financed with municipal bond	approx. 11.5m	approx. 35,375	podular indirect supervision
Peumansend Creek Regional Jail	VA	336	selected by Senator Warner	\$18,401,600	7 buildings totalling 172,249 sq ft on 150 acres o	Direct Supervision
Winston-Chocataw County Regional Correctional Facility	MS	355	Issuance of Bonds	5.6 Million	51,750	Podular Indirect.
Chelan County Regional Justice Center	WA	383	The state funded the construction. At that time (1984) a number of other county jails were built at state expense but this was the only regional jail constructed	\$9.8 million	42,000	indirect. Two smaller units (66 and 42) are direct supervision.
West Virginia Regional Jail and Correctional Authority (10 facilities)	WV	384				podular
Missoula County Detention Facility	MT	394	Public bonds, the state got a federal grant which passed thru to us, the feds contributed directly.	\$23 mil for land, building, and equipment		Podular indirect
Stone County Regional Correctional Facility	MS	395	Financed/Bonds	\$5.8M	43,800	direct supervision/indirect
Pamunkey Regional Jail	VA	400	Revenue Bonds	\$20,838,178.	127,000	Over half of the inmates are monitored by Direct Supervision, the rest via podular indirect.
BOLIVAR COUNTY REGIONAL CORRECTIONAL FACILITY	MS	450	BOND ISSUE	8.6 MILLION	INCLUDING REC YARDS (45,000 UNDER	DIRECT SUPERVISION
Northwestern Regional Adult Detention Center	VA	565	The cost of the original project was paid by the participating jurisdictions at the completion of construction. The state reimbursed the localities for approximately 50% of the project. The expansion was financed with bond revenue and bond anticipation notes. The state reimbursed the localities for a little less than 50% of that project.	Original construction was \$17.3 million and the expansion was \$26 million. Both included land acquisition.	Original construction was 120,000 sq. ft. and the expansion was 81,000 sq. ft.	direct
Corrections Center of Northwest Ohio	OH	600	Each member jurisdiction paid their proportionate share of the capital cost of the construction of the facility. The State of Ohio reimbursed \$10.7 million or 50% of the total capital costs. Each jurisdiction had to secure their funding. Some paid from their general funds and some from bonds.	Approximately \$21.3 million	Approximately 189,000 square feet under roof	Direct Supervision
Southwest Virginia Regional Jail Authority (4 facilities)	VA	603	bond issuance	99.8 million	attached	popular indirect
Blue Ridge Regional Jail Authority	VA	760	Bonds	\$55,352,385.00	299,300	Combination of direct supervision and linear.
Rappahannock Regional Jail	VA	960	Financed	\$2 million + 48 million addition	264,000	direct supervision
Riverside Regional Jail	VA	1,160	The Authority has the ability to fund by issuing bonds. The State of Virginia also paid approximately half of approved items in the cost of constructing the jail.	approximately \$94M		is direct supervision for general population. We also employ podular indirect for dormitory areas in the Pre-Release Center and Podular remote for Special management areas including Maximum
Hampton Roads Regional Jail	VA	1,250	The Regional Jail Authority issued revenue bonds.	\$67 million	385,000 s.f.	podular indirect

Facility Name	State	Capacity	InmatesTransported	Responsibility	Transportation	Operating Costs Divided
Beauregard County Regional Corr. Ctr.	SD	60	BRRJA transport vehicles	BRRJA	BRRJA	Set per diem times the number of inmates held per jurisdiction
Southside Regional Jail	VA	100	IN HOUSE TRANSPORTATION UNIT	BCRCF	BCRCF	EACH JURISDICTION CHARGED DAILY PER-DIEM PER INMATE
Southwest Multi-County Correction Center	ND	118				
Middle Peninsula Regional Security Center	VA	121	Van	local jails and NERCC	local jails and NERCC	Based on facility use. Percentage.
Northern Oregon Regional Corrections	OR	150	Van	We do	We do	Percentage of usage based on prisoner days per jurisdiction
NortheastRegional Corrections Center	MN	150	county, or federal staff	Transportation person	depends on who transports	According to the % each county owns
Kentuck River Regional Jail	KY	154				
Tri-County Regional Jail	OH	160	Each County under (MOA) has a transport team under the sheriff's authority.	individual sheriff's offices	individual sheriff's offices	57% Lincoln 43% Sagadahoc --number reflects the number of inmates from each county.
					For each fiscal year, after state and federal revenue and fees are applied, operating costs are ratably allocated and paid by each Participating Jurisdiction based on the average prisoners per day for each Participating Jurisdiction for the preceding three fiscal years, divided by the total average prisoners per day of all the Participating Jurisdictions for the same period of time.	the US District Magistrate said that future civil rights complaints may not be favorable if we did not take action. The final straw was an unsuccessful escape attempt, during which jail officers were taken hostage and at least one was injured. In addition to the efficiencies created with a regional agency, the primary impetus for a regional jail was state construction reimbursement. Virginia provides 50% construction reimbursement for regional jails and only 25% for local jails. The participating jurisdictions had a history of creating regional departments, even with the local jails. In the late 1970s, four counties and the City of Winchester created a regional jail project, where prisoners were exchanged based on classification. Females and juveniles were housed in one jail and males in the other three. The project received a great deal of recognition and was extremely successful, however, because of overcrowding and structure conditions
Mini-Cassia Criminal Justice Multi-County Correctional Center	ID	172	same	same		Through a per diem set by the superintendent and approved by the jail authority board
	OH	178	By the arresting jurisdiction at the time of arrest, afterwards by the jail.	see above	above	Their portion is paid by averaging the past three years costs and determining a yearly cost from this average and the partners are billed monthly
Northwest Regional Corrections Center	MN	188	If they are transported out of the facility they are in restraints unless they are minimum custody.	CCRJC staff	CCRJC	
			Video arraignments are done within the facility for both jurisdictions. Transports are accomplished by the responsible Sheriff's Office and our transport officers are assigned specific days to work for that county.	The transport officer is included in the jail budget. The Sheriff's bailiffs and transport officers are paid through that Sheriff's budget.	discussed above	obligation: \$1,400,000.00; Minidoka Obligation: figured on % of Minidoka inmate : 40% \$560,000.00; population; Cassia Obligation: figured on % of Cassia inmate; 60% \$840,000.00 population; Capital expenditures are split 50/50.
Two Bridges Regional Jail	ME	209		KRRJ	KRRJ and then we bill the counties	Perry is the largest so they pay 75%, Knott Co. 25%
Central Virginia Regional Jail	VA	246	jail staff	KRRJ		
			Transportation for state inmates is managed by the Dept. of Corrections under most circumstances. However, on some court ordered transports and local transports the facility provides the transportation and staff.	Shared responsibility between MDOC/Facility	Primarily MDOC, however there are exceptions where the facility bears the cost as mentioned in question 19	The facility operates under its own budget which is funded by inmate housing per diem.
Daviess/DeKalb County Regional Jail	MO	280				
Virginia Peninsula Regional Jail	VA	290	By member counties or jail transport officers	members county	member county	equally
South Fulton Municipal Regional Jail	GA	323	the authority	attached service agreement	overcrowding and agin facilities.	funding and coordinating the ten (10) jurisdictions
						corrections board every 5 years. The formulas applied to all department including probation; juvenile center, transition program, restorative justice program, adolescent chemical dependency outpatient treatment program all operating under TCCC. The formula has three elements: Base (which is increased by 5% every year and is calculated on the % of each counties population at the last census). Probation Service Cost (actual cost after income deducted) and the average jail days served by each county using a 5 year average.
Peumansend Creek Regional Jail	VA	336	By each individual county sheriff's office	see 19	see 19.	Five participating counties are billed quarterly on a per diem basis. (Based on average number of inmate days for a quarter for each county. Each county pays that percentage of the quarterly local
Winston-Choctaw County Regional Correctional Facility	MS	355	Regional Jail maintains a jail officer staffed transportation department.	Regional Jail & Jail Authority Board	Localities participating in regional jail.	
Chelan County Regional Justice Center	WA	383				
West Virginia Regional Jail and Correctional Authority (10 facilities)	WV	384	By our transportation officers. 15 passenger vans and mini-vans.	The Jail.	The jail.	The regional jail is a self-sustaining entity. Daviess and DeKalb Counties house their prisoners for free and the surrounding counties pay a board bill on their prisoners and that covers all payroll and operating expenses.
			transferring inmates directly to jail to appear before magistrate. Jail responsible for transport to court, medical appts, prison, and getting from other jails for a local court appearance of arrest warrant served. Do not do extradition, civil commute, to mental facilities.	See above	Part of jail budget for jail-responsible budget.	Use 4 most recent fiscal year local population data. Calculate % jail days used by each locality over past 5 years and apply % of local costs needed to suggest the budget.
Missoula County Detention Facility	MT	394				
				The regional jail bears the responsibility of transporting inmates to court, hospital, medical appointments by order of the Service Agreement established by the Jail Authority. The Jail also transports inmate when transferred to DOC.	The cost of transportation is factored into the budget and is included in the per-diem for each inmate day.	The Jail budget is calculated into a per-diem that each jurisdiction pays according to the number of inmate days for a particular month. The Jail invoices each jurisdiction monthly.
Stone County Regional Correctional Facility	MS	395	The use of Video is used for Arraignment and Pre-trial interviews. The majority of inmates are transported to court by the Regional Jail staff.			
			We transport all inmates to court, prison, drs. appts. etc.... Law enforcement agencies bring inmates to us for incarceration.	M-H Corrections Commission	M-H Corrections Commission	Hardi County 26 Beds=14.61% of expenses. Marion County 152c beds=85.39% of expenses.
Pamunkey Regional Jail	VA	400				
BOLIVAR COUNTY REGIONAL CORRECTIONAL FACILITY	MS	450	By the participating jurisdiction	participating jurisdiction	participating jurisdiction	According to their allotted beds
Northwestern Regional Adult Detention Center	VA	565	Regional Jail does all the transporting to courts, medical appointments and transfers to State prisons.	Regional Jail	Regional Jail	On a pro-rata basis which is based on a per diem rate for each inmate housed. Current per diem rate for jurisdictions is \$37 per day. This is an all-inclusive rate and includes all medical costs, transportation
			We have a transport team. They do transports for off-site medical, to the state prison, off-site court, etc. We try to avoid transports by using video court whenever we can (some judges are more cooperative than	The responsibility is normally the county's. The Marshals are responsible for their inmates.	If we transport for the state or feds, we charge them.	Per diem is based on a percentage of square footage for such things as heat costs. It is based on inmate ratios for other items such as food costs.
Corrections Center of Northwest Ohio	OH	600	Jail officers assigned to the Transportation section.	The jail.	The jail	Hanover County 80% (includes Town of Ashland); Caroline County 20%
Southwest Virginia Regional Jail Authority (4 facilities)	VA	603	Generally, local jurisdictions transport their inmates. USMS inmates transported via 15 passenger van.	USMS- The Jail Staff; others upon contractual agreement.	Jurisdictions beings transported-federal mileage rate plus labor rate for staff.	Jail authority assumes all costs. A daily per diem rate is charged for each inmate.
Blue Ridge Regional Jail Authority	VA	760	Transportation van owned by facility and state inmates are transported by MS DOC when their transportation is available for a facility transportation department transports to courts, medical appointments, etc. Local Sheriff/Police transport to the facility upon arrest and from other jurisdictions for court.		regionals irresponsible for cost to transport state and county inmates	
Rappahannock Regional Jail	VA	960		Regional facility unless being transported by MDOC	Jail pays as listed above. Counties pay for local sheriff/police.	state, county federal, city inmates all pay a per diem currently the jail through earning income from housing federal inmates has not required any funding from the jurisdictions, however, beginning with our upcoming budget, the jurisdictions will pay according to the inmate days from their jurisdiction.
Riverside Regional Jail	VA	1,160				
			operated by CCNO for purposes of transporting offenders to and from their participating jurisdictions for commitments, releases and court appearances. Two runs a day are made to each member jurisdiction plus transfer runs to the state correctional facilities. Video court appearances/video arraignments are also being held for the jurisdictional courts.	The jail transports and the Sheriffs provide court holding and court security.	This expense is covered in the CCNO operating budget.	The six member jurisdictions proportionately share in the cost of operating the CCNO based on the number of beds each is allocated. The bed allocation is reviewed annually based on each member's estimate of beds needed. Ultimately each jurisdiction is responsible for their original bed allocation if no other member wants more. Over utilization results in a penalty per diem (per diem plus 10% for each bed over allocation). Revenue is then credited to members underutilizing beds in the next quarterly invoice.
Hampton Roads Regional Jail	VA	1,250				

Facility Name	State	Capacity	Factors Prompted	Obstacles	Development Strategies
Beadle County Regional Corr. Ctr.	SD	60	Need for additional capacity exacerbated by poor physical condition of existing facilities. The State's financial contribution increased from 25% to 50% for construction costs for regional concept.	Convincing localities of the advantages of a regional jail concept.	Having primarily one person from the largest jurisdiction approach and educate potential participants to the advantages.
Southside Regional Jail	VA	100	Court order for overcrowding	Architectural design, staffing	Hiring a jail consultant
Southwest Multi-County Correction Center	ND	118			
Middle Peninsula Regional Security Center	VA	121	It was previously a work farm, which was changed to a multi-county facility in the 70s.	Participating counties needed to buy into a joint powers agreement.	courts and sheriffs had to be sold on concept.
Northern Oregon Regional Corrections	OR	150	Overcrowding Fiscal response	Obtaining land "Not in my backyard" dilemma	Construction management NIC model for direct supervision
Northeast Regional Corrections Center	MN	150	need for a jail	money, space	
Kentucky River Regional Jail	KY	154			
Tri-County Regional Jail	OH	160	County Jail in Lincoln County was full and Sagadahoc never had a jail, but contracted out inmates. Both counties hired a P/BA consultant to study the issue.	State laws, referendum voted on by public, and by-laws.	working closely with a consultant firm.
				The site location provided for high visibility for public safety. The authorities and transition team attended training at the National Institute of Corrections that provided an overview of regional jail planning and direct supervision. That was the selling point for both.	
				Prior to the completion of construction, the Jail Board leased a vacant warehouse and transferred 100 of the best behaved inmates to that location. That is where direct supervision training was provided. All staff rotated to that location to receive the training.	
Mini-Cassia Criminal Justice	ID	172	Except for the original site logistics problems, there were none.		nothing.
Multi-County Correctional Center	OH	178	50 year old overcrowded jail, and a circuit court order	cost, cooperation, design, land, staffing, financing	A group attended "transitioning into a new jail" at NIC prior to occupancy
Northwest Regional Corrections Center	MN	188	The state (in 1984) empowered a State Jail Commission (no longer existing) to set standards for jails statewide and in the process, build facilities that would meet those standards.	I do not know--wasn't here	see 24
					Community volunteer group Known and proven engineer that works mainly in jail construction Use of NIC's "HONI" project. How to open a new institution.
Two Bridges Regional Jail	ME	209	Old linear jails that did not meet minimum size standards and population needs.	ACLU intervention	
Central Virginia Regional Jail	VA	246	To save the two counties money	none	none
Daviess/DeKalb County Regional Jail	MO	280	The need for new county jails in Winston and Choctaw Counties and overcrowding in state facilities.	Community objections to building a prison type facility near their homes and work places.	Explaining to the community that the facility would house only minimum and medium custody inmates and pre-trial inmates for the counties.
Virginia Peninsula Regional Jail	VA	290	consent decree, structural issues, space requirements		
South Fulton Municipal Regional Jail	GA	323	maximizing state financial incentives and location of facilities	process was successful; no changes	develop funding to build for future needs (at least 20 years) and use independent structure for jail operations; i.e., no lead locality
					In the original 1976 plan commissioners had among them strong leadership in each county, there were consultants available from the Department of Corrections in MN which soon after was cut from the state department. A consultant from DOC was eventually hired by the counties to work through the actual facility planning and he had considerable background in group and no background in jails. The commissioners developed strong ties to local legislators who assisted in getting state start up funding. Those dollars were cut from state budget shortly thereafter. In the recent construction planning all of the original planning process had to be redone and in the process one of the counties had a small group of people who wanted the commissioners to drop out of the partnership and out of the new building plan. Over a 12 month period there were many meetings much publicity over the possibility of Red Lake (the smallest county) pulling out. In the end the county commissioners voted to remain in the partnership and accept their portion of the bond payment in the agency budget.
Peumansend Creek Regional Jail	VA	336	As noted above all three counties had jails that were going to be condemned within a few years of each other. There was a strong interest in developing education programming in the jail that would include Adult Basic Ed, in 1976, this was the only MN jail providing that programming. The three counties had partnered on other services over time.	Sheriffs were not happy with the idea, however Polk County's Sheriff was retiring. Each county sheriff wanted his own jail, development of a joint powers agreement had to be completed and agreed upon. Transport distances were cited by law enforcement.	
Winston-Choctaw County Regional Correctional Facility	MS	355	Aging facility with obsolete equipment and over crowding.	Site selection conflict, zoning problems with host county, completion deadlines and contractor and clerk of the works irresponsibility.	The National Institute of Corrections was the #1 factor.
Chelan County Regional Justice Center	WA	383			
West Virginia Regional Jail and Correctional Authority (10 facilities)	WV	384	Daviess County did not have a jail and DeKalb County had a small jail that held approximately 10 prisoners. Both Daviess and DeKalb County have saved over a million dollars a piece because now they don't have to house their prisoners at other facilities.	Conversion of private ownership to county facility.	Bought existing jail rather than have to build one.
Missoula County Detention Facility	MT	394	overcrowded, antiquated existing facilities. 50% reimbursement from state vs. 25% from non-regional facilities.	not that I am aware	not in a position to answer.
			Some jurisdictions did not have jails and were paying high monthly bills for housing in other jails. There was a push by the State to increase jail bed space based on studies. The studies showed an expected increase in the need for jail beds in the area. The State further had an incentive to pay approximately half the jail cost of construction for 2 or more jurisdictions to enter into a regional jail agreement.	The need for seven political jurisdictions to agree on a common approach to various issues arising in the planning, construction, and operation of a joint project as large as a regional jail.	Selecting a Chair from among the member jurisdictions who possessed effective skills in reaching consensus among the representatives with competing interests.
Stone County Regional Correctional Facility	MS	395			
Pamunkey Regional Jail	VA	400	Federal Court decree in Marion County and state incentives.	Typical construction	Agreement in place prior to construction.
BOLIVAR COUNTY REGIONAL CORRECTIONAL FACILITY	MS	450	To create a program and job facility (industries)	Find land Finding construction w/ budget	Staying the course, it took over 10 years from development
Northwestern Regional Adult Detention Center	VA	565	Overcrowding in all of the 4 member jurisdiction's local jails.	Sheriffs were reluctant to build a regional jail facility versus expanding their own empires.	Some State funding encouraged the building of regional jails.
			Overcrowding, out-dated deteriorating old jail which made bad living conditions for inmates, bad working conditions for staff, and bad working conditions for the people who worked in the offices on the floor below the jail, when the pipes leaked.	A minor amount of "not in my back yard". Mainly financial - bond issues not passing.	The sheriff and other administrators did a lot of public speaking at community gatherings - the Lions, Chamber, etc - anyone who asked. Lots of publicity about the cost of holding in other county jails, and "catch and release" of prisoners.
Corrections Center of Northwest Ohio	OH	600			
Southwest Virginia Regional Jail Authority (4 facilities)	VA	603	Cost reductions. Existing jails in localities were antiquated and in need of major re-construction.	Finding a third locality willing to participate.	Unknown.
Blue Ridge Regional Jail Authority	VA	760	unknown... Speculation: Fulton County (Atlanta) jail overcrowding.	unknown	unknown
Rappahannock Regional Jail	VA	960			
Riverside Regional Jail	VA	1,160	Obsolete facilities, lack of capacity to hold growing inmate populations. Inmates had to be "farmed out" to other jails.	Opposition from citizens in the locality selected to construct the jail.	
			Each of the pre-existing jails for the member jurisdictions did not meet standards or were under court order. The State of Ohio was offering up to 60% in matching funds for the construction of a regional jail in the State of Ohio.	Site selection	The establishment of a Regional Jail Planning Commission.
Hampton Roads Regional Jail	VA	1,250			

Facility Name	State	Capacity	Done Differently	Advice
Beadle County Regional Corr. Ctr.	SD	60	Nothing	Emphasize the financial and operational advantages for all concerned - Sheriffs and Administrators.
Southside Regional Jail	VA	100	ADDED MORE BEDS THAN ORIGINALLY PLANNED	BUILD IT LARGE ENOUGH FOR ANTICIPATED PROGRAMS AND EXPANSION
Southwest Multi-County Correction Center	ND	118		
Middle Peninsula Regional Security Center	VA	121	?	I like the concept. Large distances complicate our operation.
Northern Oregon Regional Corrections	OR	150	Selected and researched a better security consultant Closely monitor general contractor better	Staff it appropriately Early formation of transition team Ensure all Jurisdictions are on board with cost associated
Northeast Regional Corrections Center	MN	150		
Kentuck River Regional Jail	KY	154		
Tri-County Regional Jail	OH	160	all worked out well.	Look at other jails that have made the move. Compare costs of consolidation efforts to other jails. Focus on staff development and team building.
			Many factors should be considered before becoming a regional jail, some factors are political and some practical. Central location is critical, as transportation for law enforcement officers is usually a point of contention. It is quite helpful to rely on professional assistance or consultation when considering all factors. In addition, education for the decision making authorities is a critical component of the planning stage. That can usually be provided by the National Institute of Corrections at little or no cost to the participants. Prior to occupying new facilities, staff should receive thorough training in the principles and dynamics of direct supervision; to alleviate the trepidation associated with the transition.	
Mini-Cassia Criminal Justice	ID	172		Yes
Multi-County Correctional Center	OH	178	Bring on additional help to write policy and procedures	hire a superintendent as soon as possible, make sure the jail is "right" sized. Don't defend on outside sources of revenue. Make maximum use of technology. A management team should be in place before design takes place.
Northwest Regional Corrections Center	MN	188	see above	Have a clear reporting structure for the Director. The current structure is problematic with the Director reporting to two decision making bodies. A clear understanding of how current costs as well as future costs will be paid for.
Two Bridges Regional Jail	ME	209	Earlier involvement with the engineer and more road trips to see what is working in other jurisdictions	Locate and employ a jail commander as a consultant that has been through this process before. It can even be from a smaller jail. All jails seem to share the same issues, just at varying scales.
Central Virginia Regional Jail	VA	246	Build more beds with a full service medical treatment area, bigger kitchen	I would recommend that all small counties should go together
Davesside/Kala County Regional Jail	MO	280	I was not here at the time, but the site for the facility should be chosen carefully. Location is a consideration for agencies looking for a place to house inmates.	All parties need to set aside differences and work together for the facility to be a success.
Virginia Peninsula Regional Jail	VA	290		
South Fulton Municipal Regional Jail	GA	323	develop funding to build for future needs (at least 20 years) and use independent structure for jail operations; i.e., no lead locality	yes
				I would strongly support. It is important to understand, however, that the partnership itself is a living, breathing entity and needs constant support and attention. There are three separate local criminal justice systems here. Educating both county commissioners and sheriffs to the total operation of the criminal justice system is very important people at the table also need to feel comfortable asking questions so it is sometimes important to separate out the law enforcement group from the commissioners so that they can speak freely and express concerns, etc. before they are expected to speak out at public meetings. Valuing the important of meeting public safety aspect of jail operation as well as the importance of the county budget in meetings and discussions is important. My best advice would be when you look at someone to hire to work the with planning and later the development of th partnership and the jail, don't look only at the
Peumansend Creek Regional Jail	VA	336	We could have had more administrative staff, this is a staff intensive process in planning and sustaining the partnerships. In the last process, the work of keeping members aligned became close to full time work until the question of moving ahead together was resolved.	Visit, talk, listen to jurisdictions that have already constructed a regional facility. Don't listen to just positives as with everything, there may be negatives.
Winston-Choctaw County Regional Correctional Facility	MS	355	Probably would have visited a few more facilities.	Go regional so other counties don't "skate by."
Chelan County Regional Justice Center	WA	383		
West Virginia Regional Jail and Correctional Authority (10 facilities)	WV	384		Give me a call and I will help in any way possible with Policy and Procedure and rules and regulations.
Missoula County Detention Facility	MT	394	Have superintendent at the same time architect selected	1. See above. 2. Be prepared for turf issues. Va. has eliminated a lot of problems due to 50% reimbursement incentive.
			BEFORE any other person is hired, including consultants. The selection of the Superintendent sets the tone and direction of the planning and construction of the building, the hiring of all employees including the planning, construction, activation/transition, and operations teams. The Superintendent becomes the "point person" for coordinating and communicating instructions from the Authority to the architects and construction teams. The Superintendent instructs the activation team to ensure proper operating procedures are developed to provide direction for the architects during planning and the operations team when the jail is completed.	
Stone County Regional Correctional Facility	MS	395		Same as # 26. Hire the Superintendent first.
Pamunkey Regional Jail	VA	400	was not here at the time.	great way to go.
BOLIVAR COUNTY REGIONAL CORRECTIONAL FACILITY	MS	450	nothing	a good option, well worth the research, for sharing costs
				1. There are enormous advantages for the organizational structure of an independent jail authority. 2. Consider the extensive benefits of concentrating medical and mental health inmates in a single regional facilities. Efficiencies such as doing dialysis, or ob-gyn services in a single facility are extensive.
Northwestern Regional Adult Detention Center	VA	565	Nothing much. Possibly should have built the facility larger.	Our facility is not exactly what you seem to be considering, as we are more a vendor of beds to MT DOC. We are not a regional jail. You need to be really clear about who has what responsibility, what it is going to cost, and how to resolve disputes. Is it better to have one county operating the facility and the others just contract to send people there? I would think that staff would have to work for a specific county, probably the one where the building is actually sited. I would recommend against partnering with a state department of corrections, as prison culture can be so different than basic county jails (lots of property, contact visits, lots more programming, etc). Montana has one private prison under contract to MT DOC - they run a very impressive operation, their contract requires them to be ACA accredited, etc. I would not rule out a privately run regional jail if allowed by your state law. Send teams to visit other regional facilities (same advise to
				On-site tours provide the greatest insight to prospective localities.
Corrections Center of Northwest Ohio	OH	600	Planned for a much larger facility - we were full again in a couple years. Planned for more staff - NIC did a staffing survey and said we were way understaffed. Found a different partner rather than MT DOC - this has been a contentious partnership at best.	
Southwest Virginia Regional Jail Authority (4 facilities)	VA	603	Additional security measures implemented for high-profile areas, booking, kitchen, parking areas.	
Blue Ridge Regional Jail	VA	760		
Authority	VA	960		
Rappahannock Regional Jail	VA	1,160		
Riverside Regional Jail	VA	1,250	Not occupy the jail prior to all construction being completed. Pressure was received to begin housing offenders even though not all areas of the facility were ready for occupancy.	Visit regional facilities that are currently operating.
Hampton Roads Regional Jail	VA	1,250		

APPENDIX E:

Life Cycle Cost Methodology

APPENDIX E: LIFE CYCLE COST ANALYSIS METHODOLOGY

INTRODUCTION

The regional jail feasibility study began with a meeting of all three counties. This provided the first opportunity for participants to articulate their interests and their concerns. When asked what criteria should be used to determine the feasibility of potential regional partnerships, the group identified several:

- COSTS
 - For each county
 - Total costs for the region
 - Control of future costs
- EFFECTIVENESS of programs and operations
- SOLUTIONS for inmates with special needs
- BENEFITS for the criminal justice system
- FLEXIBILITY to meet evolving demands for detention and corrections

In subsequent discussions with the participants, two additional criteria were identified:

- PUBLIC SAFETY concerns associated with inmate movement
- ECONOMIC considerations (new/lost jobs, local impact)

This appendix describes the methods and assumptions used to analyze the cost implications for each county using a life cycle cost analysis methodology. Specific life cycle cost findings are presented in Appendices A, B and C with their corresponding county.

Important Note: The life cycle cost methodology provides an “apples-to-apples” comparison of the alternatives using consistent assumptions. A life cycle cost analysis is not a facility planning or design tool, nor a budget planning tool. Rather, it is a decision-making tool that provides policymakers with objective, long-term cost projections on which current decisions may be based.

METHODOLOGY

A life cycle cost analysis provides an opportunity to examine costs for each alternative that is under consideration in terms of:

- Total annual costs
- Total 30 year costs
- Daily costs
- Individual cost elements

The analysis requires many assumptions to be articulated, including:

- Future inmate population growth
- Inflation of various cost elements
- Type of facilities to be constructed
- Staffing patterns for future facilities

The outcomes of the analysis will be influenced by the various assumptions that have been made, making it especially important to secure a consensus of the participants as the methodology is constructed. The assumptions were discussed in several steering committee meetings and are outlined in this document.

A central decision about the methodology was made by the participants in June: the analysis would examine costs for a 30-year period. Other decisions and assumptions are described in the following pages.

ASSUMPTIONS

- Facility Size

Facility layout, design and construction are factors that will influence initial and future costs. It is necessary to make assumptions about facility characteristics in order to estimate staffing, operational costs and construction costs. Unfortunately, the range of practice in the United States, and even in Michigan, covers a broad spectrum. Figure 1 presents the characteristics of 39 jails that were examined for this analysis.

One way to gauge the size of jails is to calculate the average building area per bed (in square feet.) In the 39 facilities, this measure ranged from 176 square feet (Miami-Dade County FL) to 627 square feet (Shawnee County KS). Conventional wisdom suggests that the area per bed will decrease as the size of facility increases, because expensive core spaces do not expand in direct proportion to the number of beds. The information in Figure E.1 supports that basic assumption:

- Average of 413 square feet per bed for jails under 500 beds
- Average of 347 square feet per bed for jails from 500 - 999 beds
- Average of 300 square feet per bed for jails over 999 beds

Figure E.1: Comparison of Facility Size and Staffing (* = estimated)

Name	State	Design SF/Bed	GSF	Design Capac.	Total Staff	Secur. Staff	Beds/ Staff	Beds/ Secur Staff
Allegan County Jail	MI	--	--	173	36	29	4.8	6.0
Allegan Proposed New Jail	MI	369	147,701	400	98.7	79	4.1*	5.1
Metro Jefferson Public Safety Bldg.	NY	379	115,800	181	71	52	2.5	3.5
Tippecanoe County Law Enf. Center	IN	343	75,410	185	38	33	4.9	5.6
Mesa County Detention Facility	CO	487	118,543	192	68	47	2.8	4.1
McHenry County Gov. Center	IL	392	204,200	199	94	86	2.1	2.3
Shawnee County Adult Det. Facil.	KS	627	124,675	199	110	74	1.8	2.7
Marion County Correctional Facility	OR	451	115,465	256	100	70	2.6	3.7
Bucks County Rehabilitation Center	PA	230	62,230	272	60	32	4.5	8.5
Johnson County Jail	KS	522	142,995	274	150	116	1.8	2.4
Glynn County Detention Center	GA	302	86,413	286	67	57	4.3	5.0
Clarke/Fred./Winchester Reg'l Jail	VA	330	99,000	300	95	73	3.2	4.1
Boulder Co Jail	CO	334	104,000	311	111	81	2.8	3.8
Will County Adult Detention Center	IL	489	154,562	316	142	99	2.2	3.2
Kalamazoo County Jail	MI	---	---	327	111	89	3.3*	3.7
Kalamazoo Proposed Ren/Expand	MI	389	243,277	625	207.5	166	3.0*	3.8
Oxbow County Jail	TX	322	118,455	368	62	34	5.9	10.8
Wyandotte County Detention Ctr.	KS	502	229,625	371	133	85	2.8	4.4
Norfolk County Correctional Center	MA	365	144,000	394	227	123	1.7	3.2
Sedgwick Co. Adult Local Det. Fac.	KS	471	202,459	430	125	113	3.4	3.8
Navy Brig Miramar	CA	430	190,000	443	169	60	2.6	7.4
Wake County Public Safety Center	NC	408	231,060	480	219	185	2.2	2.6
Adams County Detention Facility	CO	470	228,140	485	140	113	3.5	4.3
Correctional Center of NW Ohio	OH	350	178,000	508	168	126	3.0	4.0
York County Prison	PA	235	146,100	622	212	179	2.9	3.5
Philadelphia Indus. Corr'l. Center	PA	600	280,000	650	365	290	1.8	2.2
Lake County Justice Center	IL	223	265,000	698	127	109	5.5	6.4
Santa Clara County Main Jail	CA	460	331,000	720	482	343	1.5	2.1
Arapahoe Co. Detention Center	CO	287	360,000	724	242	166	3.0	4.4
Milwaukee County Jail and CJ Facil	WI	420	436,000	798	172	128	4.6	6.2
Clark County Detention Center	NV	412	350,000	850	505	289	1.7	2.9
Dickerson Det. Facility (Wayne Co.)	MI	585	518,635	886	153	125	5.8	7.1
Macomb County Jail	MI	225	202,042	899	240	167	3.7	5.4
Metro W. Det. Ctr. Miami-Dade Co.	FL	176	177,000	1,004	284	245	3.5	4.1
Metro Correctional Ctr. Los Angeles	CA	463	272,258	1,019	350	210	2.9	4.9
Shelby County Justice Center	TN	267	393,845	1,224	377	311	3.2	3.9
Hillsborough Co. Orient Road Jail	FL	368	636,000	1,504	575	350	2.6	4.3
W. Vall. Det. Ctr. San Bernardino Co	CA	317	726,000	2,292	455	290	5.0	7.9
Duval County Pretrial Det. Facility	FL	209	629,000	2,297	449	323	5.1	7.1
Alameda County	CA	301	915,200	3,036	640	312	4.7	9.7

Highest**Lowest**

Source: National Directory of Corrections Construction and 1993 Supplement. U.S. Dept. of Justice. 1988 and 1993.

A comprehensive study conducted in 2001 by the Washington Association of Sheriffs and Police Chiefs (WASPC)¹ examined 23 existing regional jails. Figure E.2 summarizes their findings with regard to the number square feet constructed for each bedspace.

Figure E.2: WASPC Findings for 23 Regional Jails, Costs and Size

Regional Jail	Year built	Capacity	Square feet	Sq. Feet Per Bed	Capital Cost (millions)	Annual Operating Cost (millions)
Washakie County, WY	1985	46	NA		\$1.50	\$0.42
Delta Regional, AR	1990	76	NA		\$11.50	\$4.67
Tri-County, MN	1976	81	NA		NA	\$1.50
Bertie-Martin, NC	1983	90	NA		NA	\$1.10
Southside, VA	1997	100	47,000	470	\$8.80	\$3.40
Central Virginia, VA	1990	146	68,000	466	\$10.60	\$3.50
Northeast, MN **	1930	150	40,000	267	NA	\$4.10
Multi-County, OH	1999	166	NA		\$11.50	\$3.20
Chelan County, WA	1984	197	NA		NA	\$5.50
Piedmont, VA	1987	206	NA		\$3.50	\$3.50
Tri-County, IL	1998	208	NA		NA	NA
Northern Oregon, OR	1999	212	54,000	255	\$13.00	\$2.70
Virginia Peninsula, VA	1997	290	166,195	573	\$24.10	\$5.80
Peumansend, VA	1999	336	172,249	513	\$24.20	\$7.20
Bolivar County, MS	1999	400	56,000	140	\$8.20	\$3.20
Pamunkey, VA	1998	411	139,000	338	\$24.80	\$6.60
New River Valley, VA	1999	443	140,000	316	\$28.70	\$8.30
Northern Neck, VA	1995	460	95,000	207	\$15.00	\$5.20
Prince William, VA	1982	467	142,000	304	NA	\$15.00
Western Tidewater, VA	1992	552	157,000	284	\$18.8***	\$8.60
Northwest Ohio, OH	1990	642	190,000	296	\$21.30	\$11.30
Riverside, VA	1996	736	NA		\$81.80	\$15.80
Blue Ridge, VA	2000	764	297,200	389	\$53.00	\$12.30
Average: Under 300 Beds				406		
Average: Over 300 Beds				310		

The WASPC study confirmed the efficiencies associated with larger facilities, although it found a somewhat lower overall ratio of facility area (square feet) per bed constructed for medium size jails. This may be explained, in part, by the more specialized nature of many of these regional jails. Some do not admit inmates directly from arresting agencies, and therefore do not have expensive intake and short-term holding spaces.

Conversely, some regional jails have a somewhat higher ratio because of their focus on inmate programs and services. The Peumansend Creek Regional Jail in Virginia, with

¹ Regional Jails in the State of Washington. LaMunyon, James W.. Washington Association of Sheriffs and Police Chiefs (WASPC). 2001. Olympia, Washington.

513 square feet per bedspace, includes extensive inmate program and industry spaces on its campus.

The WASPC study offered many conclusions as it encouraged counties and cities to consider regional solutions. According to the study, regional jails:

- Show reduced costs per prisoner
- Generally offer a better and wider array of inmate services and a safer environment
- Save construction costs by consolidating infrastructures
- Reduce operating expenses through consolidation of administrative services, management employees, and inmate services

The author concluded the Executive Summary as follows:

Regional jails are a viable alternative for Washington. They provide economy of scale, construction cost savings, and the possibility of operating cost savings... They can help improve jail conditions, the provision of inmate services, the provision of special offender services, and they can provide a safer and more secure facility. Regional jails can enhance public and officer safety. *Any jurisdictions which are going to build a new jail, or extensively remodel an existing jail, should give serious consideration to a multiple jurisdiction facility.*

For the purposes of this life cycle cost analysis, the consultant will use the following assumptions about overall facility size:

- 413 square feet per bed for jails under 500 beds
- 347 square feet per bed for jails from 500 – 999 beds
- 300 square feet per bed for jails over 999 beds

Facility Construction Costs

The cost of jail construction has soared in recent years for many reasons. Construction cost estimates offered by consultants who have worked for the three counties vary significantly. Many of these estimates are several years old and do not reflect subsequent inflation. After discussions with several architects and with the steering committee, the consultants selected a construction cost figure of \$300 per square foot for total project costs. Size and cost assumptions are presented in Figure E.3.

Figure E.3: Facility Size and Cost Assumptions

Number of Beds	GSF Per Bed	GSF for Facility	Cost per Square Foot	Total Project Cost	Average Cost Per Bed
400	413	165,200	\$300	\$49,560,000	\$123,900
800	347	277,600	\$300	\$83,280,000	\$104,100
1,200	300	360,000	\$300	\$108,000,000	\$90,000

Figure E.3 suggests that the per bed cost for a medium size facility (800 beds) would be 15.9% less than for the 400 bed facility, and that the 1,200 bed facility would enjoy a 27.3% savings in per bed costs when compared to the 400 bed facility.

These assumptions are confirmed by data collected during the Washington State project, as shown in Figure E.4.

Figure E.4: Construction Costs for Regional Jails

Facility	Capacity	Cost	Cost/Bed
Skamania County – WA (2001)	47	5.5	\$117,021
Delta Regional Unit – AR (1990)	76	11.5	\$151,316
Clark County Jail - WA– 200 beds (2001) (100 beds WR)	100	10.5	\$105,000
Big Sandy Regional Detention – KY – (1986)	132	2.0	\$15,152
Yakima County Restitution Center – WA - (1999)	160	4.0	\$25,000
Northern Oregon Regional Detention Facility - (1999)	212	19.7	\$92,925
Kittitas County Jail – WA (2002)	220	20.0	\$90,909
Peumansend Creek Regional Jail – VA – (1999)	336	24.2	\$72,024
Cascade County Regional Detention – MT – (1998)	360	16.0	\$44,444
Kitsap County Jail – WA – (2002)	375	24.0	\$64,000
Missoula County Detention Center – MT – (1999)	392	23.1	\$58,929
Pamunkey Regional Jail – VA – (1998)	411	24.8	\$60,341
Benton County Jail – WA – (2003)	420	26.0	\$61,905
New River Valley Regional Jail – VA – 433 beds (1999)	433	28.7	\$66,282
Northern Neck Regional Jail – VA – 460 beds – (1995)	460	15.0	\$32,609
Correctional Center of Northwest Ohio – (1990)	642	21.3	\$33,178
Pierce County Corrections – WA – (2002)	1,000	53.0	\$53,000
Bernalillo County Jail – NM – (2001)	2,100	80.0	\$38,095
Average Under 300			\$85,332
Average 300 - 499			\$57,567
Average Over 499			\$41,424

Source: WASPC report, 2001.

Construction Financing Costs

The steering committee approved several assumptions regarding the financing of jail construction:

1. Serial bonds would be used
2. Bonds would have a 20-year maturity
3. Bond interest rates would be those that are current as of the date of the life cycle cost calculations (4.8% as of the end of July 2008)

Using these assumptions, the total annual costs for principal and interest for the three size facilities in Figure E.3 are shown in Figure E.5.

Figure E.5: Principal and Interest Costs Per Year

	Total Principal and Interest		
	400 Beds	800 Beds	1,200 Beds
Year 1	\$4,856,880	\$8,161,440	\$10,584,000
Year 2	\$4,737,936	\$7,961,568	\$10,324,800
Year 3	\$4,618,992	\$7,761,696	\$10,065,600
Year 4	\$4,500,048	\$7,561,824	\$9,806,400
Year 5	\$4,381,104	\$7,361,952	\$9,547,200
Year 6	\$4,262,160	\$7,162,080	\$9,288,000
Year 7	\$4,143,216	\$6,962,208	\$9,028,800
Year 8	\$4,024,272	\$6,762,336	\$8,769,600
Year 9	\$3,905,328	\$6,562,464	\$8,510,400
Year 10	\$3,786,384	\$6,362,592	\$8,251,200
Year 11	\$3,667,440	\$6,162,720	\$7,992,000
Year 12	\$3,548,496	\$5,962,848	\$7,732,800
Year 13	\$3,429,552	\$5,762,976	\$7,473,600
Year 14	\$3,310,608	\$5,563,104	\$7,214,400
Year 15	\$3,191,664	\$5,363,232	\$6,955,200
Year 16	\$3,072,720	\$5,163,360	\$6,696,000
Year 17	\$2,953,776	\$4,963,488	\$6,436,800
Year 18	\$2,834,832	\$4,763,616	\$6,177,600
Year 19	\$2,715,888	\$4,563,744	\$5,918,400
Year 20	\$2,596,944	\$4,363,872	\$5,659,200
TOTAL	\$74,538,240	\$125,253,120	\$162,432,000
Average Per Year	\$3,726,912	\$6,262,656	\$8,121,600
Aver. Cost Per Bed Per Day	\$25.53	\$21.45	\$18.54

Figure E.5 drives home the extraordinary costs of jail construction. For the first 20 years of operation, construction costs (principal and interest) will average from \$25.53/bed/day to \$18.45/bed/day.

Comparing current costs to those associated with the construction of the Correctional Center of Northwest Ohio in 1990 reveals contrasts:

- 642 beds
- 190,000 gross square feet (gsf)
- 296 gsf per bed
- \$21,300,000 construction cost
- \$112 per gross square foot
- Average facility cost per year for 20 years -- \$1,601,760 (interest and principal)
- Average facility cost per bed per day -- \$6.84

Any major jail construction project in this new era—local or regional—will incur unprecedented capital costs. This life cycle cost analysis will provide a comparison of local and regional approaches. It is likely that the longstanding maxim that construction costs will represent only 10% of all costs over a 30-year period be revised soon.

Operating Costs

If facility costs seem daunting, operating costs will cause nightmares. Historically, staffing costs comprise 70% of all jail costs over a 30 year period, and as much as 80% of annual jail operating costs. Three operating cost components have received much attention during this study:

1. Staffing costs
2. Medical costs
3. Other operating costs

Establishing baseline operating costs for the life cycle cost analysis required careful review of the range of practice, and the identification of appropriate examples. Several Michigan counties were analyzed and the findings of the Washington State study were also considered.

Staffing Costs

Unfortunately, formulas and ratios do not work well when it comes to staffing. This is underscored in the latest edition of the National Institute of Corrections' staffing analysis workbook:²

“Using a staffing ratio to compare one facility with another or to determine a staffing level for a facility produces inaccurate results. Many factors differ and cannot be accurately compared...”

² Liebert, Dennis and Rod Miller. Staffing Analysis Workbook for Jails Second Edition. National Institute of Corrections, U.S. Department of Justice. Washington D.C. 2002.

Figure E.6 displays more findings from the Washington State study, which assessed staffing levels and operating costs in 2000.

Figure E.6: Regional Jail Operating Costs (2001 Study)

Sorted by descending rate of inmates to staff members

Capacity, Operating Costs and Staff Levels for Regional Jails in 2000	Annual Operating Costs	Average Daily Pop.	Number of Staff	Inmates per Staff Member	Annual Cost per Inmate	Average Daily Operating Costs per Bed
Bolivar County, MS	\$3,200,138	350	60	5.8	\$9,142	\$25.05
Piedmont, VA	\$3,499,438	325	62	5.2	\$10,769	\$29.50
Big Sandy, KY	\$2,199,673	170	34	5.0	\$12,941	\$35.45
Washakie Co, WY	\$418,962	32	7	4.6	\$13,094	\$35.87
Northern Oregon	\$2,699,723	150	36	4.2	\$18,000	\$49.31
Tri-County, MN	\$1,500,106	87	21	4.1	\$17,241	\$47.24
Chelan County, WA	\$5,499,802	255	63	4.0	\$21,569	\$59.09
Virginia Peninsula, VA	\$5,799,777	373	113	3.3	\$15,550	\$42.60
New River Valley, VA	\$8,299,804	443	134	3.3	\$18,736	\$51.33
Central Virginia, VA	\$3,500,496	270	85	3.2	\$12,963	\$35.52
Pamunkey, VA	\$6,600,178	309	96	3.2	\$21,359	\$58.52
Northwest Ohio	\$11,264,557	580	184	3.2	\$19,423	\$53.21
Western Tidewater, VA	\$8,605,072	461	150	3.0	\$18,665	\$51.14
Northern Neck, VA	\$5,199,498	270	97	2.8	\$19,259	\$52.76
Peumansend, VA	\$7,199,625	300	112	2.7	\$24,000	\$65.75
Riverside, VA	\$15,798,718	736	291	2.5	\$21,467	\$58.81
Blue Ridge, VA	\$12,299,040	640	266	2.4	\$19,218	\$52.65
Southside, VA	\$3,399,946	118	51	2.3	\$28,813	\$78.94
Northeast, MN	\$4,099,680	150	65	2.3	\$27,333	\$74.88
Bertie-Martin, NC	\$1,099,928	75	34	2.2	\$14,667	\$40.18
Prince William, VA	\$15,000,040	467	214	2.2	\$32,119	\$88.00
Multi-County, OH	\$3,200,028	120	76	1.8	\$26,667	\$73.06

Sorting the table entries in descending order of inmate to staff ratio highlights the relationship between low costs and high inmate/staff ratios. The highest average daily cost was found in a large facility (467 ADP). The highest average daily cost (\$88.00/day) also had the lowest ratio of inmates to staff (2.2 inmates to 1 staff). Similarly, the lowest daily cost (\$25.05) had the highest number of inmates per staff member (5.8 inmates to 1 staff).

The average daily cost for all of the facilities in Figure E.6 is \$52.68, in the year 2000. This sets the stage for the current staffing and operating costs that are used in this analysis. This also reinforces the assumption that current board-in rates for jail inmates in Michigan are artificially low.

Figure E.7 presents some of the findings from a comparison of six Michigan jails, including the three participating counties, and one regional jail in Northwest Ohio. None of the seven county cost figures include facility costs (construction, debt service).

Figure E.7: Operating Characteristics and Costs for Seven Jails

(Size of jail increases from left to right)

	Allegan	Kalamazoo	St. Clair	Ottawa	CCNWO	Macomb	Kent
Capacity/Occupancy							
Capacity	173	327	423	462	642	1,438	1,478
ADP	164.2	365.5	391.1	382.7	638.0	1,398.8	1,189.00
Percent Occupied	94.9%	111.8%	92.5%	82.8%	99.4%	97.3%	80.4%
Staff							
Total Staff	36	110.5	97	77	168	250.5	315
Number of Security Staff	29		85	71	128	220	260
Percent Security	81%		87.6%	92.2%	76.2%	87.8%	82.5%
# Beds per Staff	4.8	3.3	4.0	5.0	3.8	5.6	4.7
# Beds per Security Staff	6.0		4.6	5.4	5.0	6.4	5.7
Operating Costs							
Total Personnel Costs	\$2,635,268		\$6,892,136	\$5,256,977	\$11,166,303	\$25,324,872	\$25,573,404
Total Other Costs	\$1,904,922		\$2,379,782	\$2,404,959	\$4,502,568	\$7,247,897	\$11,194,831
Medical Costs (subset of Other)	\$500,000	\$472,800			\$1,626,851	\$5,200,000	\$5,771,982
Total Jail Budget	\$4,663,334	\$8,420,000	\$9,271,918	\$7,661,936	\$15,668,871	\$32,572,769	\$36,768,235
Percent Staff of Total	56.5%		74.3%	68.6%	71.3%	77.7%	69.6%
Percent Other of Total	43.5%		25.7%	31.4%	28.7%	22.3%	30.4%
Percent Medical of Total	10.7%	5.6%			10.4%	16.0%	15.7%
Cost Per Day							
Cost/staffing per day	\$43.97\$		\$48.28	\$37.63	\$47.95	\$49.60	\$58.93
Cost for other per day	\$33.84		\$16.67	\$17.22	\$19.34	\$14.20	\$25.80
Medical/day (included in other)	\$8.34	\$3.54			\$6.99	\$10.18	\$13.30
Total Cost Per Day	\$77.81	\$63.11	\$64.95	\$54.85	\$67.29	\$63.80	\$84.73

The average daily costs for two of the three participating counties (Allegan and Kent) are the highest for the seven counties in the table. This may be attributed in large part to the age of the jails in those two counties, and in Kent County, to the distribution of the jail population in three separate facilities. The Correctional Center of Northwest Ohio (CCNO) was included in this analysis as a pertinent case study of a regional jail.

Figure E.8 provides some summary statistics from Figure E.7, comparing them with the findings for CCNO, and to the averages for three Michigan jails that are not participants in this study (Ottawa, Macomb and St. Clair).

Figure E.8: Summary of Michigan Jail Operating Characteristics

	Average Of 7 Counties	Low	High	CCNO	Average of 4 Counties
Staffing					
Percent Security	84.6%	76.2%	92.2%	76.2%	86.0%
# Beds per Staff	4.1	3.3	5.6	3.8	4.1
# Beds per Security Staff	5.4	4.6	6.4	5.0	5.4
Operating Costs					
Percent Staff of Total Costs	69.7%	56.5%	77.7%	71.3%	73.0%
Percent Other of Total Costs	30.3%	22.3%	43.5%	28.7%	27.0%
Percent Medical of Total Costs	11.7%	5.6%	16.0%	10.4%	13.2%
Cost Per Day					
Cost/staffing per day	\$47.73	\$37.63	\$58.93	\$47.95	\$45.87
Cost for other per day	\$21.18	\$14.20	\$33.84	\$19.34	\$16.85
Medical/day (included in other)	\$8.47	\$3.54	\$13.30	\$6.99	\$8.59
Total Cost Per Day	\$68.08	\$54.85	\$84.73	\$67.29	\$62.72

These tables provide the basis for the staffing and operating cost assumptions that are used in the life cycle cost analysis.

Staffing costs used for the life cycle cost analysis varied based on the county for which the analysis was conducted, because local wage scales were used, and because of the specific scenario that was involved.

Medical Costs

Medical costs varied significantly between the seven counties in Figure E.7. Medical costs are applied as a rate per detention day in this analysis, and “follow” inmates who are boarded in other counties (medical costs are not included in board rates).

Other Operating Costs

The remaining costs associated with jail operations (e.g. food, clothing, supplies) were collapsed into a single category. These costs are also applied as a daily rate for inmates housed in the respective facility (not those housed in other counties).

Bedspace Projections

Separate projections have been prepared for each county. These were reviewed and accepted by the participating counties and provide the basis for this analysis. These projections were generated using a linear regression methodology that analyzed past jail occupancy and forecasted future needs based on past experience. These projections are only provided to facilitate the cost analysis exercise; they are not presented as accurate predictions of future inmate populations.

Location

The steering committee instructed the consultants to conduct this analysis without selecting a site for regional facilities. To the extent possible, this has been accomplished.

Board-Out Rates

Initially, the steering committee instructed the consultants use the average current board rates available in Southern Michigan. But this rate (approximately \$35/day) is artificially low and will not produce accurate cost projections if it is used.

An analysis of the current Ottawa County situation reinforces this concern. The Ottawa County Jail currently has a substantial number of vacant beds. These are offered at a low rate to other counties. The current Ottawa rate is based on filling empty beds in housing units that are currently opened and staffed, thereby avoiding additional staffing costs. If Ottawa County were to open another housing unit and provide sufficient staff, the county would incur an additional \$24.93/day per bed (\$27.48 if the unit is 90% occupied).

If the demand for jail beds in Southern Michigan increases substantially, board rates will rise as supply become tighter and as additional costs are incurred to open closed housing units.

After discussion with the committee, the consultants were authorized to analyze actual jail costs in other Michigan counties and to derive a realistic board-out rate from the findings. The consultants used the average daily cost for the three Michigan counties described in Figure E.8 as the cost basis (\$62.72/day).

SAMPLE LCC WORKSHEET

Figure E.9 presents an excerpt from a life cycle cost (LCC) worksheet, with annotations that explain each element. Detailed worksheets have been provided to each county.

Figure E.9: Annotate Sample LCC Worksheet

Code	Category	Baseline	Year 1	Year 2	COMMENTS
BASELINE DATA					
D1	ADP	186 inmates ADP	190	193	Projected average daily bedspace needs (ADP)
D2	All DETENTION DAYS	67,890 days	69,350	70,445	ADP times 365 days to calculate annual detention days
D3	Nominal Capacity	87,600 days	59,495	59,495	100% of det. Days
D4	Functional Capacity	78,840 days	59,495	59,495	90% of detention days
D5	Det Days Short		9855	10950	Number of detention days not accommodated by functional capacity
D6	Det Days Extra	At 70% usage	0	0	Detention days above functional capacity
RATES					
R1	Board Out Rate	\$62.72	\$64.60	\$66.54	Increases by 3.0% per year
R2	Board In Rate	\$62.72	\$64.60	\$66.54	Increase 3.0%/year
R3	Medical Costs/Dday	\$8.34	\$8.59	\$8.85	Increases 3.0%/year
R4	Other Costs/Dday	\$33.84	\$34.86	\$35.90	Increases 3.0%/year
ANNUAL COSTS					
C1	Capital Costs		\$0	\$0	Principal and Interest
C2	Staffing Costs	\$5,568,154	\$5,795,891	\$6,032,943	Based on staffing levels determined by respective planning study. Increases 4.06%/yr.
C3	Medical Costs		\$595,730	\$623,291	R3 times D2
C4	Other Costs		\$2,073,710	\$2,135,921	R4 times D4
C5	Plus Board Out Costs		\$636,649	\$728,609	D5 times R1
C6	TOTAL ANNUAL \$		\$9,101,981	\$9,520,765	Sum of C1, C2, C3, C4 and C5
C7	AVERAGE COST/DAY		\$131.25	\$135.15	C6 (Total) divided by D2 (all det. Days)

SUMMARY

Detailed worksheets were provided to each county in August 2008. Following review the life cycle cost methods and findings were finalized.

APPENDIX F

County Population And Crime Statistics

APPENDIX F: COUNTY POPULATION AND CRIME STATISTICS

This appendix presents selected information about county population and growth, and crime statistics, to provide a broader context for the study.

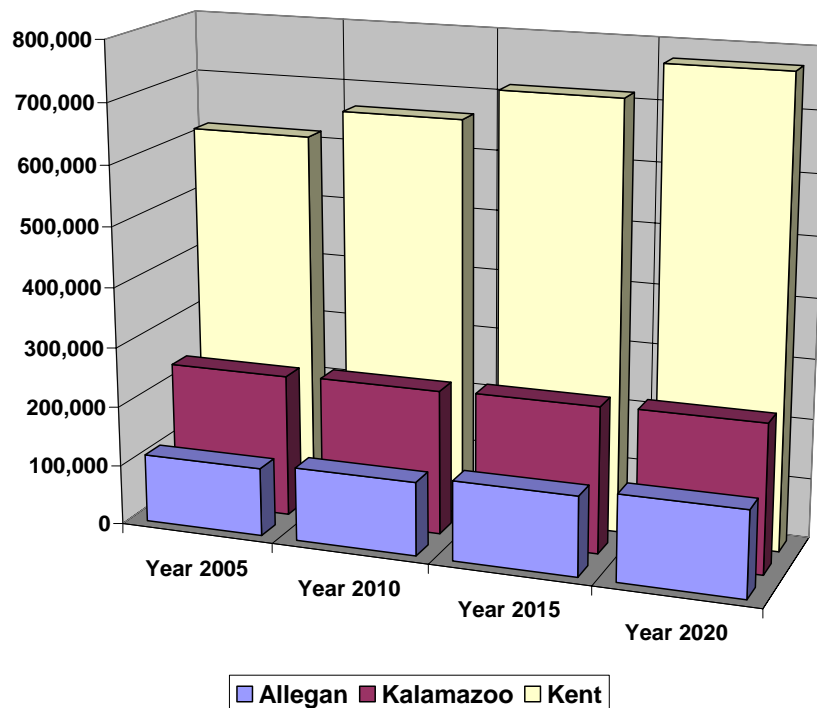
General Population

All three counties are projected to growth in the next 12 years. Allegan and Kent Counties are project to realize more than 25% more residents in the 15 years ending in 2020. Kalamazoo County's growth rate is predicted to be only 4%.

Projected County Population Growth

	Year 2005	Year 2010	Year 2015	Year 2020	Net Increase	Percent Increase
Allegan	113,918	122,993	133,045	144,266	30,348	0.266402
Kalamazoo	237,900	241,300	244,500	247,500	9,600	0.040353
Kent	616,222	662,496	714,099	772,201	155,979	0.253121

Projected County Population Growth

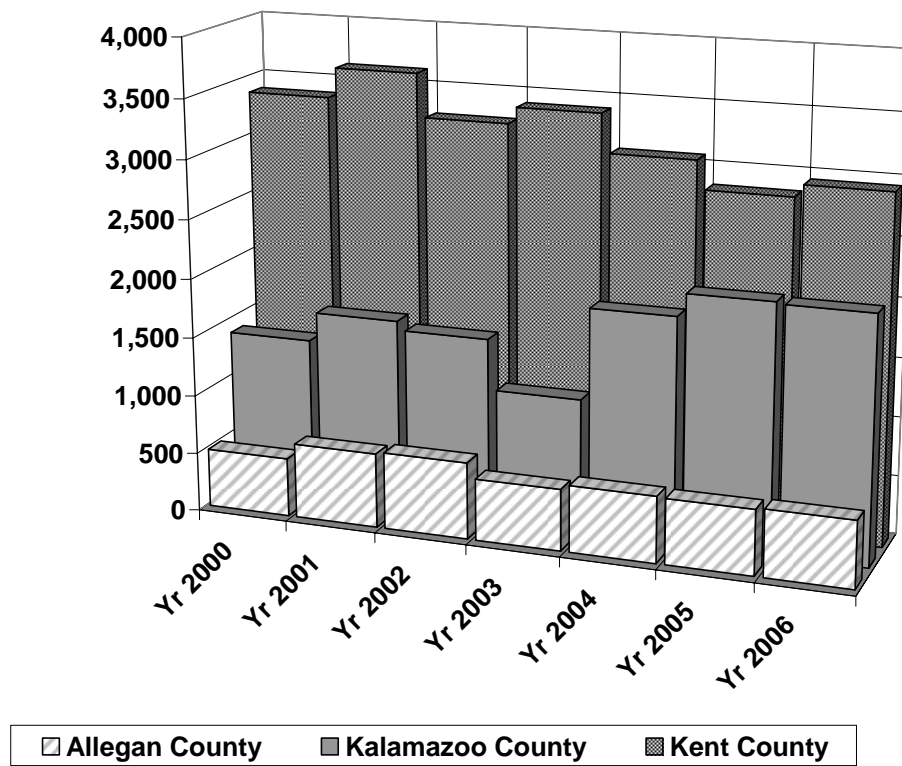
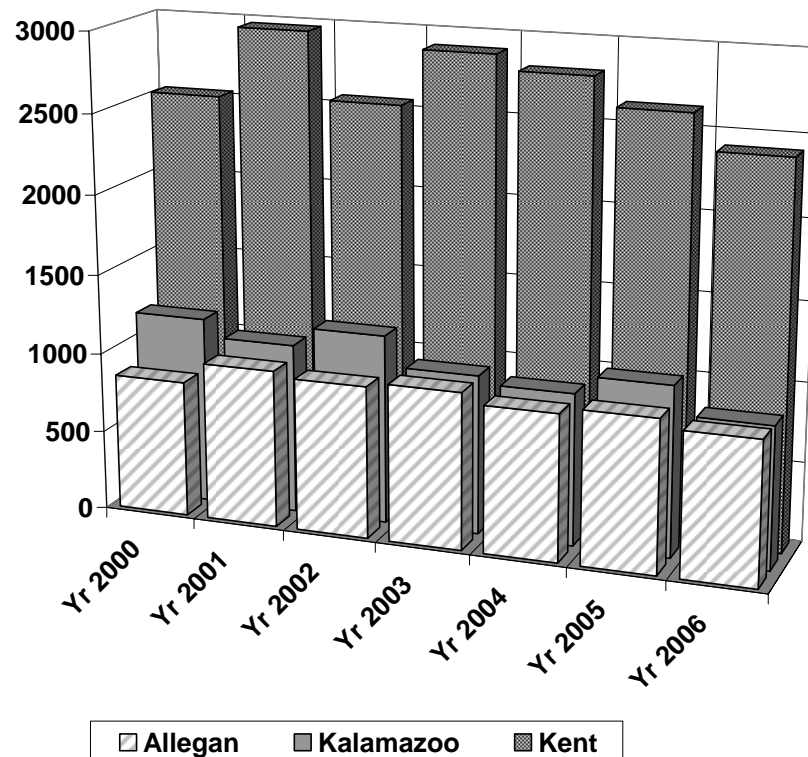


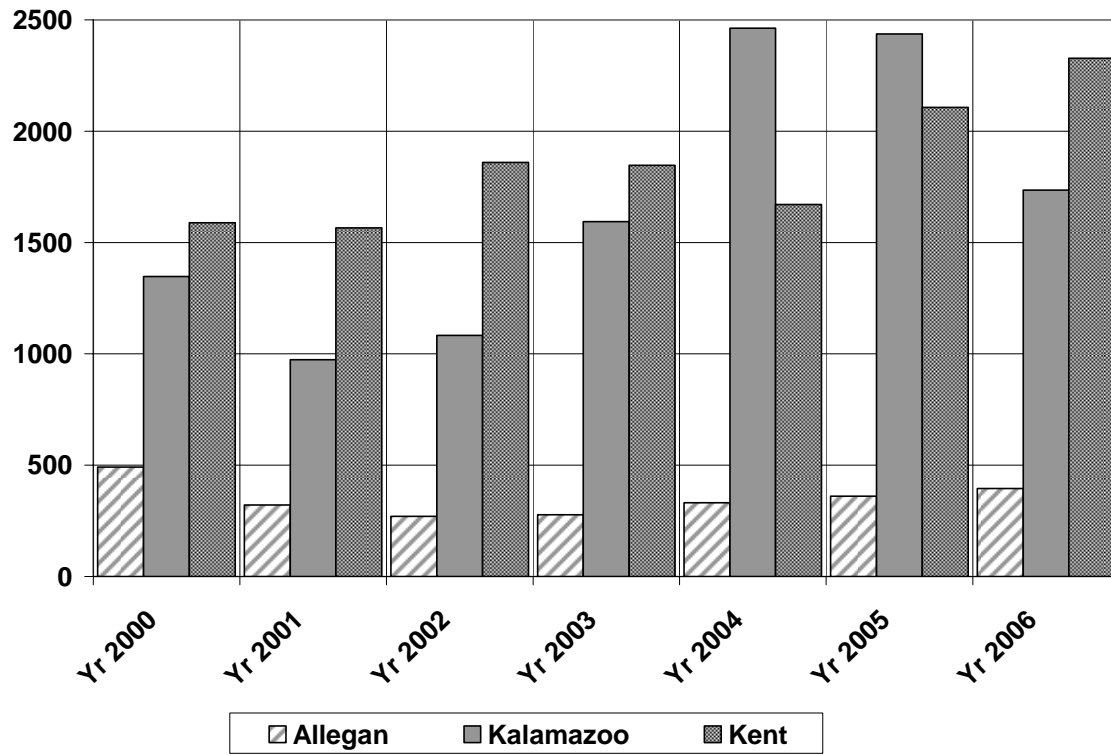
Crime Statistics

	Year	Murder	Rape	Robbery	Aggravated Assault	Burglary	Larceny
Allegan	2006	0	69	8	153	407	1378
	2005	1	45	12	183	376	1156
	2004	2	47	11	163	383	1006
	2003	1	62	5	195	369	1086
	2002	1	56	11	218	414	1006
	2001	2	67	12	181	392	1127
	2000	2	55	8	162	410	1025
Kalamazoo	2006	5	127	324	704	2605	7308
	2005	6	121	254	634	2091	6642
	2004	5	110	204	557	1850	7287
	2003	5	129	218	758	1909	6773
	2002	11	111	211	929	2279	8129
	2001	7	178	271	821	2452	8095
	2000	17	146	238	743	1945	7850
Kent	2006	23	242	839	1727	4850	14794
	2005	9	230	872	1845	4347	14731
	2004	19	267	712	2018	4848	14136
	2003	20	258	700	2076	4360	14864
	2002	13	242	622	2257	4959	14331
	2001	15	235	679	2023	5044	14997
	2000	18	232	740	1999	4690	15542

	Year	Motor Vehicle Theft	Arson	Negligent Man-slaughter	Non-aggravated Assault	Forgery and Counterfeiting	Fraud
Allegan	2006	116	14	3	1005	47	284
	2005	111	12	1	914	49	235
	2004	93	8	1	1005	39	236
	2003	107	7	0	1063	31	197
	2002	103	13	1	1165	26	217
	2001	119	18	1	1130	33	245
	2000	96	21	0	1048	34	242
Kalamazoo	2006	671	84	4	4110	204	856
	2005	571	84	5	4285	258	907
	2004	558	68	10	4278	255	836
	2003	819	84	5	3628	285	683
	2002	984	112	5	4601	299	912
	2001	804	118	12	4309	270	877
	2000	761	127	5	4018	216	770
Kent	2006	1308	195	2	9008	537	2332
	2005	1255	211	1	9502	525	2644
	2004	1279	189	0	9264	342	2944
	2003	1296	181	2	9619	470	2433
	2002	1336	178	5	10191	453	2422
	2001	1359	128	5	9967	389	2514
	2000	1500	195	1	9788	478	2306

	Year	Embezzle- ment	Stolen Property	Vandalism	Weapons	Pros- titution	Sex Offenses	Narcotics Laws
Allegan	2006	24	23	668	28	0	128	569
	2005	16	24	501	34	0	108	556
	2004	24	16	433	35	1	141	565
	2003	32	19	457	27	0	151	524
	2002	20	25	554	36	0	137	653
	2001	41	31	546	34	0	157	635
	2000	17	29	580	31	0	114	499
Kalamazoo	2006	108	84	2957	120	85	313	2084
	2005	131	63	2551	100	62	307	2100
	2004	150	58	2549	145	173	274	1904
	2003	118	85	2874	82	107	280	1128
	2002	154	144	3341	91	78	394	1557
	2001	208	131	3229	90	44	369	1634
	2000	215	85	3054	84	26	373	1388
Kent	2006	285	183	5784	175	149	821	2934
	2005	379	193	5652	163	171	805	2830
	2004	318	191	6102	167	246	876	3070
	2003	328	158	6591	207	274	909	3394
	2002	380	161	6510	207	306	965	3254
	2001	489	241	7080	263	317	914	3621
	2000	549	238	7074	253	320	839	3368

Narcotics Offenses**DUI/Alcohol Offenses**

Disorderly

	Year	Gambling	Family & Children	DUI Alcohol or Narcotics	Liquor Laws	Disorderly Conduct	All Other
Allegan	2006	0	60	904	239	491	1537
	2005	0	51	961	320	321	1210
	2004	0	67	923	287	270	1099
	2003	1	49	987	224	277	1127
	2002	0	51	957	305	331	1236
	2001	0	57	991	339	361	1337
	2000	0	55	856	320	395	1405
Kalamazoo	2006	5	85	892	783	1347	8138
	2005	13	76	1070	1100	973	6811
	2004	2	99	955	556	1083	4661
	2003	0	141	1002	884	1594	5062
	2002	4	204	1190	1512	2463	5650
	2001	3	187	1070	1463	2437	4604
	2000	2	808	1178	911	1735	5756
Kent	2006	5	448	2405	1010	1588	10509
	2005	1	490	2623	1077	1566	10388
	2004	1	567	2800	1223	1859	11208
	2003	8	603	2894	1347	1847	11573
	2002	6	607	2548	1519	1671	11695
	2001	4	712	2963	1785	2107	13323
	2000	6	964	2524	1458	2328	15128

APPENDIX G:

Design Notes

APPENDIX G: Design Notes¹

All three counties are committed to major jail construction projects in the near future:

- Allegan County is planning to build a new jail on a new site.
- Kalamazoo County is planning to renovate and expand its current jail, adding more than 300 new beds in the first phase of construction.
- Kent County secured voter approval in August 2008 to raise approximately \$27 million for jail renovation and, hopefully, to add beds.

This appendix identifies resources that should be consulted by all three counties as they plan, design and build jail improvements. It also identifies a new approach to designing inmate housing units that has proven very cost efficient in other jurisdictions.

A. PLANNING AND DESIGN RESOURCES

Most counties participate in jail planning and design projects only once every 30 or 40 years. Local officials should not be expected to be familiar with the latest jail design developments, or to know the full range of options that are available at each step of the process. Several helpful resources should be used throughout the planning and design process. Using these tools will ensure that the counties are independently well-informed of their options at all times.

1. Design Guide for Adult Local Detention Facilities

The National Institute of Justice (NIJ) provided funding to the American Correctional Association (ACA) in 1993 to develop a comprehensive guide that provides jail owners and operators with the information and guidance needed to be a “good client” throughout the process. The *Design Guide for Adult Local Detention Facilities* is available without cost and has been provided to the three counties as a PDF file.

The *Design Guide* was developed to ensure that county officials are not solely dependent on planners and architects for information throughout the design process. The *Guide* empowers owners and operators by clearly describing the range of options available at each decision point, and exploring the implications of each option in terms of:

- Construction Costs
- Operating Costs
 - Staffing
 - Maintenance
 - Other
- Flexibility
- Security/Supervision
- Movement
- Conditions of Confinement
- Constitutional Requirements

¹ This text has been adapted, with permission, from the *Detention Reporter*, published by CRS Inc.

Figure G.1 displays the structure of the options analysis provided in the *Design Guide*.

**Figure G.1: Format for Range of Practice and Implications,
*Design Guide for Adult Local Detention Facilities***

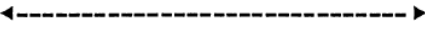
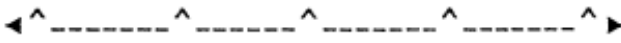
Range of Practice: ~ <div style="text-align: center;">  </div>
Implications:
Construction Costs
Oper Costs— Staffing Mainten. Other
Flexibility
Security/ Supervision
Movement
Cond. Conf.
Constitutional

Figure G.2 provides a sample of the continuum approach. The sample displays the range of practices regarding location of housing for inmates who are in release programs (such as work release).

**Figure G.2: Range of Practice and Implications for Location of
Inmates in Release Programs**

<i>Range of Practice:</i> Location of Inmates in Release Programs				
In the community	On Jail site, in sep. facil.	Separate part of jail with sep. entrance	Separate housing unit in jail	In with general popula- tion
				
1	2	3	4	5

Implications:
Security higher-----lower
Movement less-----more
Cond. Conf. normalized-----institutional

The *Design Guide* provides similar continuums and outlines the corresponding implications for many key planning and design decisions, including:

- Planning Decisions
 - Work and release programs
 - Future expansion of capacity
 - Capacity and cell occupancy
 - Inmate management
 - Supervision and security
 - Movement within the jail
 - Conditions of confinement
- Design Decisions
 - Size, organization and location
 - Inmate housing
 - Dayrooms
 - Furnishings
 - Light
 - Plumbing
 - Environmental conditions
 - Special needs inmates
 - Special management housing
 - Work/Educational release
 - Programs, activities and services
 - Administrative and staff areas
 - Support services
 - Security and control
 - Building and safety codes

The *Design Guide* provides dozens of drawings that illustrate various design approaches and that also show the difference between standards compliance and non-compliance. Figure G.3 provides a sample of such annotated drawings.

Figure G.3: Annotate Drawing, Access to Natural Light

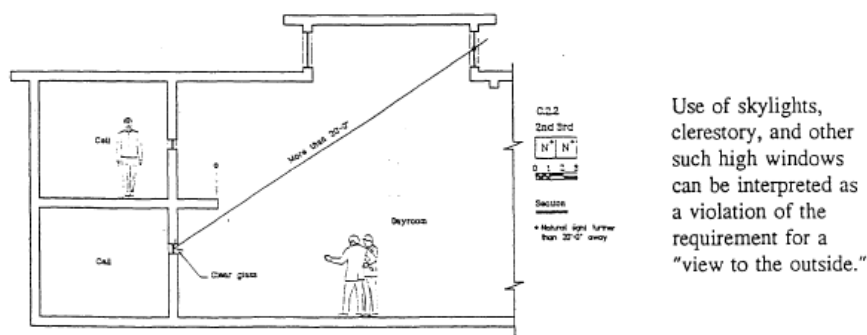
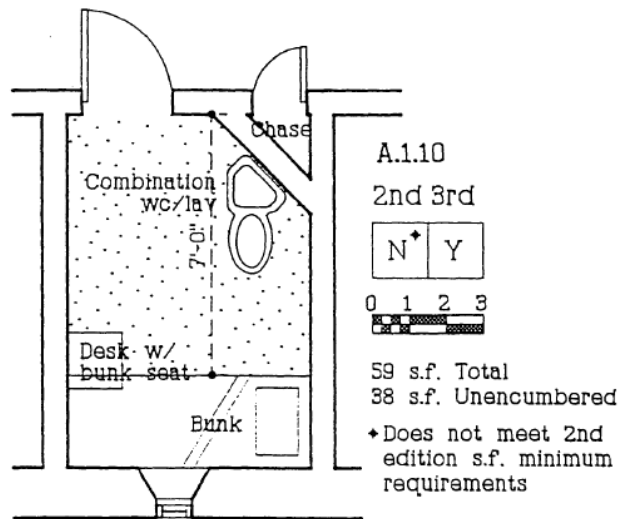


Figure G.4 provides an example of an annotated drawing of a single occupancy cell that complies with the ACA Third Edition standards, but which did not comply with the previous Second Edition standards.

G.4: Annotated Drawing of Single Occupancy Cell



In this example, compliance with the 60 s.f. of area was not achieved under the Second Edition standards, but it does not meet the new unencumbered space requirement.

The Guide also provides extensive “design checklists” to use at each stage of the process to ensure that nothing was missed.

2. Other Design Guides

The National Institute of Corrections (NIC) has developed several tools to guide counties through the planning, design and transition process. These include:

- Jail Planning and Expansion: Local Officials and Their Roles
- Jail Design Guide: A Resource for Small and Medium Size Jails
- Jail Design Issues
- Jail Design Review Handbook
- Managing Jail Design and Construction

All of these documents, and many other resources that will prove useful, are available without cost from NIC at their website: www.nicic.org

3. Training and Technical Assistance

NIC has a long and successful history of providing timely and useful training and technical assistance, including the following ongoing training programs:

- PONI- Planning a New Institution
- Jail Design Review
- Local Systems Assessment

As with other NIC services, these resources are available without cost. For more information contact NIC through its website: www.nicic.org

B. STANDARDS

In recent years, Michigan has decreased the scope of its jail standards, inspection and technical assistance efforts. Prior to these cuts, Michigan jails could count on assistance and advice from the Michigan Department of Corrections (MDOC). The remaining professionals at MDOC are ready to provide assistance, as time allows.

Michigan jail standards have been amended in recent years, leaving fewer standards to guide local jail operators and designers. The Department offers a “Construction Handbook for Jails and Lockups” that should be consulted through the design process.

The American Correctional Association (ACA) is currently field testing Core Jail Standards that offer a comprehensive set of minimum standards to guide jail operations, management and facilities. The latest copy of these standards has been provided to the counties as a PDF file.

ACA has provided comprehensive *professional* jail standards to the field for more than 30 years. The latest standards, *4th Edition Performance-Based Standards for Adult Local Detention Facilities* include the groundbreaking new outcome-based approach to standards and compliance.

The consultants recommend attention to *all* of the standards described above throughout the planning and design process.

C. NEW DESIGN OPTION FOR HOUSING UNITS

The evolution of jail design is interesting and is helpful to gain an understanding some of the fundamental design elements encountered in new jails. A brief history is provided here as an introduction to an emerging approach to housing unit design.

Arguably, the greatest influence on jail design in the past fifty years was exerted by the National Clearinghouse for Criminal Justice Planning and Architecture (NCCJPA). In the 1960’s and 1970’s the Clearinghouse operated under contract to the U.S. Department of Justice, establishing detailed standards for the planning and design of jails. Compliance with these standards was required for all jails that received federal construction funds through the Law Enforcement Assistance Agency (LEAA).

Two design features were the cornerstones of the Clearinghouse approach to jails:

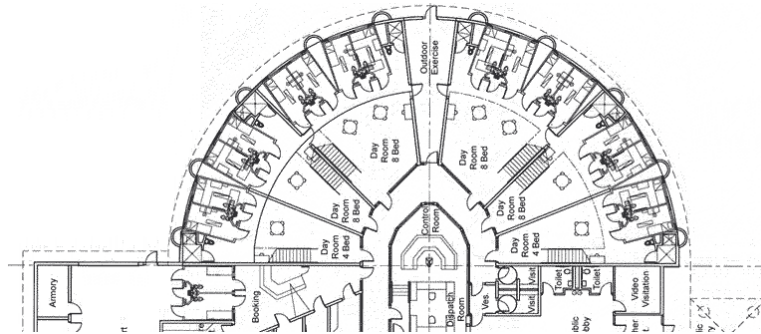
- Single occupancy cells
- Windows in every cell

These features are found in every jail that used LEAA funding, and many other jails that followed state and professional standards that advocated these design components.

The Clearinghouse standards were created at a time when most inmates spent at least 23 hours in their cells each day. Providing a window in every cell was a critical issue for the Clearinghouse. The design standards were also informed by emerging caselaw that addressed constitutional requirements for inmate conditions of confinement, and by many “advanced practices” that sought to “normalize” the jail setting.

In order to provide an outside window for every cell, the cells had to be located on an outside wall, as shown in Figure G.5 (Moultrie County, Georgia). But placing the cells on the outside usually meant that the attached dayrooms were not provided with any natural light, or were provided with sky lights, at best.²

Figure G.5: Jail Design with Windows in Every Cell



The single-cell/window-in-every-cell design feature explains the overall layout of most jails (and prisons) built in the past 40 years. Figure G.6 shows a large jail with housing units arrayed around the outside perimeter (from bottom left to upper right of the photo). In order to provide light to the cells, the housing units are “pulled away” from the core facility. This often creates extra space not called for in the architectural program.

Figure G.6: Large Jail with Outside Cells



In fact, the need to create more perimeter to accommodate cell windows resulted in a marked increase in dayroom size, far exceeding the space required in standards.

² In a high rise facility, skylights are often not an option for the housing floors that are stacked on top of each other.

According to an NIJ report³ that examined conditions of confinement standards and practices:

- Longstanding standards require 35 *square* feet of dayroom space for each inmate in the housing unit
- The average dayroom in new facilities encompassed 55 *square* feet per inmate occupant (57% more than required)

In a 1,000 bed facility, this amounts to 20,000 additional net square feet of building area, and substantially more gross square feet of construction.

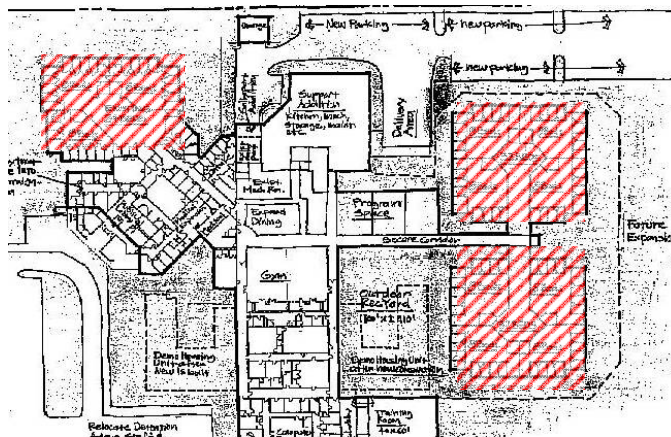
Figure G.7 shows the layout of the newer housing units in Kent County. All of the cells are arrayed around the outer wall, creating dayspaces that are not provided with natural light. The photo of the dayroom shows the cell doors located on the exterior wall.

Figure G.7: Kent County Housing Unit Layout and Interior View



The exterior cell window concept continues to be considered in Kent County, as shown in the concept plan for the juvenile detention center in Figure G.8. Note the housing units (highlighted) pulled away from the main building to provide windows in every cell.

Figure G.8: Concept Design for Kent County Juvenile Detention Center



³ Carter, Steven, Rod Miller and Richard Wener PhD. *Research Findings and Recommendations: Conditions of Confinement, Physical Plant Standards Revision*. American Correctional Association, with National Institute of Justice funding. 1989.

The final layout for the jail provides natural light to most cells through windows in dayrooms. Cells for high security inmates, who spend more time in their cells, were provided with an outside window.

In Somerset County, using the standards-compliant option of bringing natural light into dayrooms reduced the length of security corridors, overall facility size, net-to-gross ratio for the facility, and the amount of perimeter that was built.

Somerset County was careful in designing the manner in which dayrooms would receive natural light. Designers found that the current ACA standard was woefully inadequate and did not call for enough glazing to provide sufficient natural light. Computer models were generated and care was taken in the way that the adjacent outdoor exercise yard was covered. The result is shown in Figure G.10, a recent photo of a typical “in-board cell” dayroom (note the large windows on the right of the photo, providing natural light).

Figure G.10: Somerset County (Maine) Dayroom



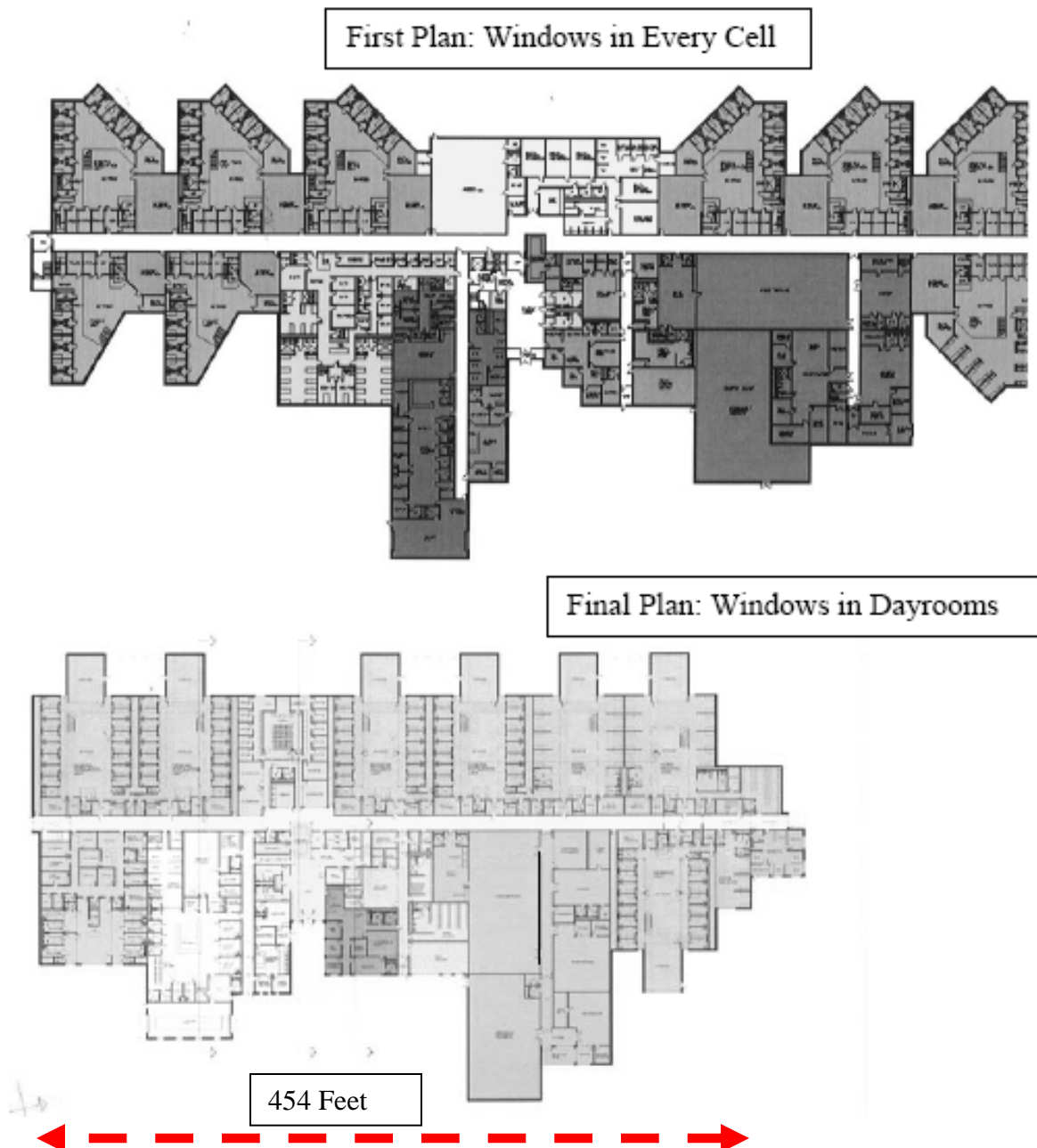
By contrast, Figure G.11 shows a dayroom that has windows in each cell, depriving the dayroom of access to natural light.

Figure G.11: Dayroom Without Natural Light



Figure G.12 provides another case study, from Franklin County, Pennsylvania. The new 400-bed jail was opened in 2007. The first plan is shown at the top of the figure; it provided windows in every cell. The final layout is shown at the bottom of the figure, employing in-board cells. The two plans are presented in the same scale in Figure G.12. The main corridor in the final plan is 454 feet (22%) shorter than the corridor in the first plan.

Figure G.12: Initial and Final Plans, Franklin County Jail, Pennsylvania



Franklin County realized significant construction costs savings by choosing the second approach. Staffing demand was reduced when the overall size of the facility, and its main corridor, were reduced. Operating costs (heat, cooling, maintenance) were lowered by the smaller and simplified perimeter allowed by the in-board cell approach.

The current ACA standards require that “all inmate rooms/cells provide access to natural light.”⁴ When natural light is not provided by an exterior window in each cell, the standards require:

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

4-ALDF-1A-17

Experience in new jails that have adopted the in-board cell option underscores the importance of *exceeding* the ACA standard and ensuring that the amount and quality of light (and view) brought into dayrooms is sufficient.

A few jails have provided a hybrid approach, bringing natural light into the dayroom and into some of the cells. Another hybrid solution provides windows in the dayroom and in all of the cells. The natural light decision has major cost implications, but is not an all or nothing choice.

⁴ 4-ALDF-1A-15 Revised August 2006.