

*Miami County, Kansas
Law Enforcement Facility*

PLANNING STUDY

September 2006

*Shaughnessy Fickel and Scott Architects Inc.
with The Facility Group*

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It is generally accepted that existing detention and law enforcement facilities have not met the county's needs for some time. The jail and Sheriff's Department was constructed in 1966. The jail was designed to hold 44 inmates and house the entire Sheriff's staff, which at the time consisted of the Sheriff, 4 deputies and one full time jailer. The current capacity of the jail is rated at 22 inmates by the State Department of Corrections.

The jail serves all of Miami County and municipalities located within the County. In addition, other inmates are housed at the jail including subjects arrested on federal charges and those arrested by the Kansas Highway Patrol, and Kansas Wildlife Agents.

The facility does not comply with current life safety and accessibility codes. It also does not provide acceptable provisions for classification of inmates and adequate facilities for medical examination and isolation. Detention support functions such as inmate holding, inmate processing, property storage and inmate visitation are grossly inadequate. Food service facilities are limited to the minimum required to store, reheat and serve packaged meals prepared off-site. Repair of aging building systems is currently an on-going process. Obtaining replacement parts is difficult. Inadequate access due to plumbing being incased in concrete and masonry severely complicates repairs. Heating and cooling equipment does not meet current energy efficiency standards and air quality standards. However, the building envelope and structural systems appear to be in good condition.

Several years ago Miami County Officials explored the possibility of joining with other area counties to develop a regional law enforcement facility. Discussion with these counties resulted in the conclusion that the regional approach was not feasible. Miami County decided to proceed with planning for a Miami County Law Enforcement Center which meets their current and projected needs.

In February of 2006, the Miami County Commission retained Shaughnessy Fickel and Scott Architects Inc. (SFS) with The Facility Group (TFG) to prepare a planning study for a new law enforcement center. SFS was directed to provide the following services:

- Inmate Population Projections
- Major Factors Driving Demand for Jail Beds
- Alternatives to Incarceration
- Space Program
- Conceptual Plan
- Site Analysis

- Staffing Plan
- Project Budget
- Analysis of costs associated with housing inmates out of County.

The study was completed utilizing an approach derived from the combined experience of SFS and TFG providing similar services for other county law enforcement facilities, accepted planning procedures and from researching and analyzing unique circumstances in Miami County.

The initial step in this approach was to meet with stakeholders and user groups to receive input regarding needs and additional insights. SFS met with:

Frank Kelly, Miami County Sherriff
Shane Krull, County Administrator
Mark Schmidt, Undersheriff
Marsha Courtney, Jail Supervisor
David Miller, County Prosecutor
Amy Harth, District Court Judge

SFS retained The Facility Group to provide inmate population projections, factors driving demand for inmate beds, alternatives to incarceration and staff/operational costs. TFG worked closely with the Sheriff's Department and others to obtain information and data such as demographics, criminal case filings and inmate population history.

Space needs were developed from stakeholders input, current constitutional standards for adult detention facilities, life safety codes, accessibility codes, accepted planning guidelines and the experience of SFS in planning and designing county law enforcement facilities.

Potential sites for the law enforcement center were visited, researched, and evaluated by SFS. Seven potential sites along the Highway 169 corridor between Paola and Osawatomie showed promise. A conceptual land use plan, which could be adapted for each site, was developed based on requirements set out in the space needs program and the conceptual floor plans developed by SFS. The availability of acceptable sites guided the decision to develop general site requirements. A conceptual land use plan and floor plans were developed for the Courthouse site. Order of magnitude estimates for construction and other project costs were developed for the green field and existing site options.

Following are the findings of the Planning Study.

Inmate Population Projections

Available information indicates an inmate population growth trend as follows:

Year	No. of Beds
2010	32–74
2015	82–98
2020	97–125
2025	112–154

Major Factors Driving Demand for Jail Beds

County population growth.

Increase in crime rate.

Increase in criminal case filings.

Requirement to separate inmates by classification.

Alternatives to Incarceration

Jail beds are a finite and expensive resource, which must be reserved for those offenders who require secure confinement prior to trial because of the nature of their crime, their risk of flight, criminal history, and for those who require jail time as part of their criminal sentence. Diversion programs, pretrial services, intermediate sanctions, and other community-based sentencing alternatives can have a positive effect on the jail population. This report contains 26 alternatives to secure confinement.

Space Needs Program

The space needs program provides a breakdown of space requirements for the Sheriff's Department, Jail and Jail Support. Approximately 41,600 square feet will be required to meet needs for initial construction. The study also identifies a need for 28 public parking spaces and 28 Sheriff's Department parking spaces.

Conceptual Plan – Greenfield Site

The conceptual plan prepared for the purpose of future design development is projected to meet needs for approximately 15 years and includes provisions for long term expansion. The plan includes 105 beds in cells, 8 beds for trustees, and 24 beds in work release. The plan provides infill space for 44 future beds.

Conceptual Plan – Courthouse Site

The conceptual plan for the Courthouse site was prepared to meet the same housing needs as the Greenfield site. The site does not allow for future expansion and has space for limited on-site parking.

Site Analysis

Eight sites were identified and considered feasible options along the Highway 169 corridor between Paola and Osawatomie. For the purposes of the Jail Study it was recommended that we explore development of a State Hospital Greenfield site and the Courthouse site.

Staffing Plan

A staffing plan for the Courthouse site and Greenfield site was developed from the conceptual plan for each. Staff required for each facility was determined to be similar with the exception of the Greenfield site requiring transport officers.

Potential Use of Existing Jail

The existing Sheriff's department and jail have approximately 12,000 square feet available for re-use. Holding areas and vehicle sally port will require approximately 1,700 square feet for inmate court appearances. The Sheriff, Under Sheriff, and administrative assistant will maintain offices of approximately 2,000 square feet with access to the public. The remainder of the building could be remodeled for County Administration use.

Project Budget

The study recommends two separate project budgets for each site; the Greenfield Option and Courthouse Option. The budget includes construction cost, furnishings, professional fees, and other budget items listed.

For facility planning purposes, an examination was made of available data to assist the County and the architectural design team with estimating the amount of jail capacity that Miami County may need to plan for in the future. The examination included:

- A review of annual criminal justice statistical indicators for Miami County (crime, arrests, and criminal case filings)
- A review of the County's inmate population trends (bookings, average daily population, and high and low population each month)
- The development of inmate population projections and a forecast of jail capacity requirements for the County.

Criminal Justice Statistical Indicators

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

"as a County's population grows, the demands on its criminal justice system also grow."

Generally, as a County's population grows, the demands on its criminal justice system also grow. More crime, more arrests, more criminal case filings, and an increasing jail population can all be attributed, at least in part, to a County's growing population. It is not unusual, however, to find jurisdictions where the jail population is increasing, while the County's population, crime rate, arrests, or criminal case filings are (statistically) declining.

Nonetheless, while there may or may not be a direct statistical correlation, it is important in a facility planning effort such as this to at least examine the trends in those areas that are both quantifiable and generally believed to have some impact on the County's need for jail beds.

Crime Index Offenses

For the purpose of measuring the trend and distribution of crime on the national and state level, the Uniform Crime Reporting System (UCR) utilizes a “crime index,” which is composed of seven crime classifications considered to best represent the overall volume and rate of crime. Standard definitions are used in the state and national programs in order to maintain uniform and consistent data.

The UCR Crime Index consists of the seven offenses categorized as follows:

<i>Violent Crimes</i>	<i>Property Crimes</i>
Murder	Burglary
Rape	Theft
Robbery	Motor Vehicle Theft
Aggravated Assault	

As part of this study, an examination was made of the number and type of crime index offenses reported in Miami County over the past five years of available data (i.e., 2000 – 2004). During this period, the total crime index for Miami County increased by 16 percent, from a total of 768 index offenses reported in 2000, to 889 index offenses in 2004.

- *Violent Crime* — The amount of violent crime reported in the County has increased by 17 percent in the past five years, from 66 offenses in 2000, to 77 offenses in 2004.
- *Property Crime* — The amount of property crime reported in the County has increased by 16 percent in the past five years, from 702 offenses in 2000, to 812 offenses in 2004.

The number of crime index offenses is also used to establish a *crime rate*, which is the number of crime index offenses reported per 1,000 County population. This can be used to determine whether the amount of crime is increasing at the same rate as the County’s overall population growth. During the past five years, the crime rate in Miami County has increased by 14 percent, from 27.5 crime index offenses per 1,000 County population in 2000, to 31.3 offenses reported per 1,000 County population in 2004. Therefore, not only is Miami County’s population increasing, but its crime rate is also increasing, reflecting its shift from a predominantly rural County (with low crime) to an increasingly suburban environment.

“Seven crime classifications considered to best represent the overall volume and rate of crime.”

It should be noted, however, that crime statistics can be easily misinterpreted. Caution must be used when examining and

interpreting crime statistics, particularly when done as part of an analysis of jail population trends. In many counties, the amount

of reported crime is declining, while the County's jail population is increasing. Although this may seem contradictory, it must be kept in mind that crime statistics only include the seven "most serious" offenses, and only include *reported* offenses. The vast majority of the criminal offenses that are routinely committed, and serious offenses that go unreported, are not included in the Uniform Crime Reporting System's crime index. Consequently, trends in a county's crime index may or may not parallel trends in the county's jail population.

The UCR Crime Index is based on the number of "actual offenses known." These statistics are based on all complaints of crime received by law enforcement agencies from victims, law enforcement officers, or other sources. Whenever complaints of crime are determined through investigation to be unfounded or false, they are eliminated from the actual count. The number of "actual offenses known" in the seven crime categories is reported without regard to (1) whether anyone was arrested for the crime, (2) whether the stolen property was recovered, or (3) local prosecution or plea-bargaining policies.

It should also be noted that the method of scoring offenses varies with the type of crime committed. The number of *offenses* does not mean the same as the number of *offenders*.

- For murder, non-negligent manslaughter, negligent manslaughter, forcible rape, and aggravated assault; one offense is scored for each victim regardless of the number of offenders involved. For example, if two offenders are involved in the murder of one victim only one murder would be scored.
- For robbery, larceny, and theft, one offense is scored for each distinct operation which is separate in time and place. For example, if seven patrons in a bar are robbed only one robbery would be counted. However, if the offender then leaves the bar
- For burglary, one offense is scored for each structure which is illegally entered. In the case of an apartment complex, office building, or hotel; one offense is scored for each unit that is burglarized.
- For motor vehicle theft, one offense is scored for each vehicle stolen.

MAJOR FACTORS DRIVING DEMAND FOR JAIL BEDS

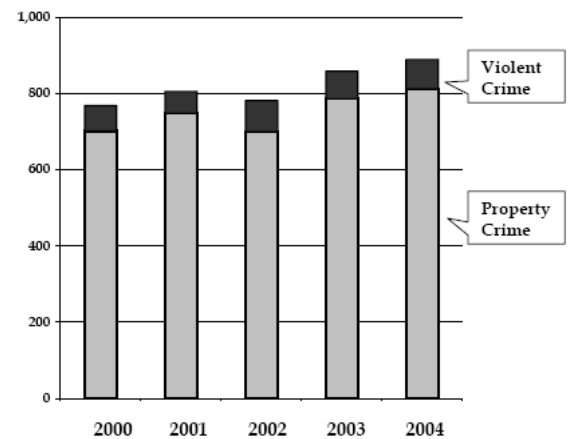
A criminal act may involve several crimes, several persons, and/or several victims. If a criminal act involves more than one offense, only the most serious offense is counted for statistical

purposes. For example, if a person is murdered and his car is stolen, only the murder would be counted for crime reporting purposes.

The following graph and table show the number and type of crime index offenses reported in Miami County over the past five years of available data (i.e., 2000 – 2004).

Crime Index Offenses in Miami County

Crime Index Offense Category	2000	2001	2002	2003	2004
Violent Crime Offenses					
Murder	0	0	0	0	0
Rape	8	8	13	9	6
Robbery	2	2	9	6	3
Aggravated Assault / Battery	56	47	59	57	68
Subtotal for Violent Crime	66	57	81	72	77
Property Crime Offenses					
Burglary	147	163	147	197	221
Theft	514	553	505	533	535
Motor Vehicle Theft	41	32	48	56	56
Subtotal for Property Crime	702	748	700	786	812
Total Reported Crime Index Offenses	768	805	781	858	889
Crime Rate (Index Offenses per 1,000 County Population)	27.5	28.8	27.7	30.2	31.3



Source: Kansas Bureau of Investigation, Crime Data Information Center. Reporting Agencies: Miami County Sheriff, Paola Police Department, Osawatomie Police Department, and Louisburg Police Dept.

Adult Arrests

Arrest statistics are primarily a measure of law enforcement activity as it relates to crime. Although law enforcement arrest policies vary, the Uniform Crime Reporting Program counts one arrest each time an individual is taken into custody for committing an offense.

Over the past five years of available data, the total number of adult arrests by law enforcement agencies in Miami County has fluctuated up and down, from a high of 596 adult arrests in 2001, to a low of 479 adult arrests in 2004.

- **Crime Index Offenses** — Adult arrests for crime index offenses (the seven most serious offenses) in the County has increased over the past five years, from 36 adult arrests in 2001 and 2002, to 50 adult arrests in 2004.
- **Other Offenses** — Adult arrests for other offenses in the County has fluctuated up and down over the past five years, from a high of 560 adult arrests in 2001, to a low of 429 adult arrests in 2004.

Again, caution must be used when examining and interpreting arrest statistics, particularly when done as part of an analysis of jail population trends. As previously discussed with regard to crime statistics, annual trends in the number of arrests in a county may or may not parallel trends in the county's jail population.

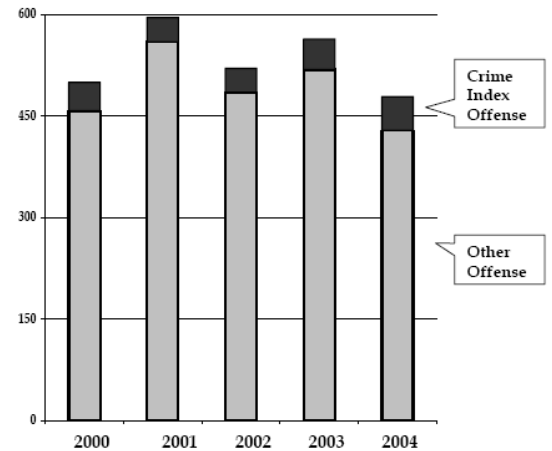
Arrest statistics represent the total number of persons arrested. One person may be arrested several times during a year for the same type of crime or for different offenses. Each arrest would be counted. When a person is arrested and charged with several offenses, only one arrest is counted. Arrest data cannot be compared to data on reported crime because several persons could be arrested for the same offense, or the arrest of one person may solve several crimes.

The graph and table on the following page show the number and type of adult arrests reported in Miami County over the past five years of available data (i.e., 2000 – 2004).

**MAJOR FACTORS DRIVING
DEMAND FOR JAIL BEDS**

Adult Arrests in Miami County

Offense Category	2000	2001	2002	2003	2004
Crime Index Offenses					
Murder / Manslaughter	0	0	0	0	0
Rape	2	3	3	1	1
Robbery	0	0	2	2	0
Aggravated Assault / Battery	12	11	10	14	17
Burglary	4	5	4	2	9
Theft	24	12	16	23	19
Motor Vehicle Theft	0	3	1	3	4
Arson	0	2	0	0	0
Subtotal for Crime Index Offenses	42	36	36	45	50
Other Offenses					
Simple Assault / Battery	59	77	57	61	73
Intimidation	1	3	3	8	4
Weapons Violation	1	2	0	3	3
Disorderly Conduct	26	16	17	17	16
Criminal Damage	11	17	8	11	16
Trespassing	4	12	4	6	6
Sex Offenses	7	0	0	1	5
Counterfeiting / Forgery	5	3	1	0	2
False Pretenses / Swindle	1	0	0	0	0
Impersonation	0	0	0	0	1
Embezzlement	0	0	0	2	0
Bad Checks	2	1	2	5	0
Stolen Property	0	1	5	3	4
Drug Offenses	43	37	34	65	61
DUI	152	222	155	140	101
Liquor Violations	18	12	8	15	10
Drunkenness	1	0	3	7	1
Family Offenses	0	0	3	0	1
Runaway	0	0	0	0	1
All Other Offenses	127	157	185	175	124
Subtotal for Other Offenses	458	560	485	519	429
Total Arrests	500	596	521	564	479



Source: Kansas Bureau of Investigation, Crime Data Information Center. Reporting Agencies: Miami County Sheriff, Paola Police Department, Osawatomie Police Department, and Louisburg Police Department.

Criminal Case Filings

Over the past four (fiscal) years of available data (i.e., FY 2002 – FY 2005), the total number of criminal case filings in Miami County has increased by 18 percent, from 231 criminal cases in FY 2002, to 272 criminal cases in FY 2005.

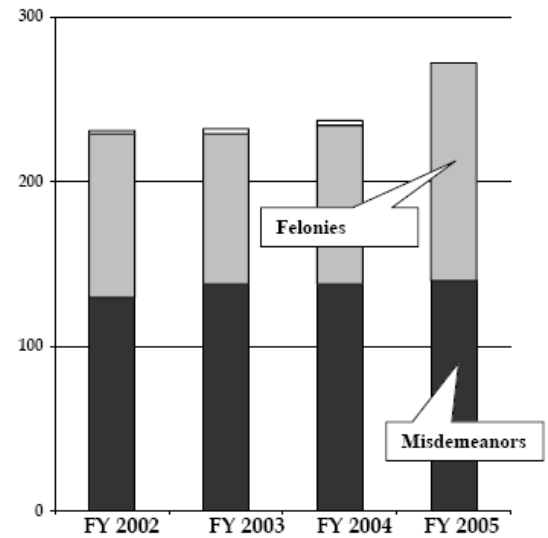
- Felonies — Criminal case filings for felonies in the County have increased by more than 33 percent over the past four years, from 99 felony case filings in FY 2002, to 132 felony cases in FY 2005.
- Misdemeanors — Criminal case filings for misdemeanors in the County have increased by 8 percent over the past four years, from 130 misdemeanor case filings in FY 2002, to 140 misdemeanor cases in FY 2005.

Again, caution should be used when examining criminal court caseload statistics, particularly when done as part of an analysis of jail population trends.

The following graph and table show the number and type of criminal case filings reported in Miami County over the past four years of available data (i.e., FY 2002 – FY 2005)

Criminal Case Filings in Miami County

Criminal Cases	FY 2002	FY 2003	FY 2004	FY 2005
Felonies	99	91	96	132
Misdemeanors	130	138	138	140
Appeals	2	3	3	0
Total	231	232	237	272



Source: Annual Reports of the Courts of Kansas, Fiscal Years 2002, 2003, 2004, and 2005, Supreme Court of Kansas, Office of Judicial Administration.

Inmate Population Trends

Bookings

The number of bookings at a jail is an important indicator of the quantity and frequency of people being processed into (and subsequently out of) the facility. The number of bookings also has an impact on the size of the overall jail population, provides an insight into the demands placed on the facility's intake and release area, and the staff involved with the processing of inmates into (and out of) the facility.

Over the past five years, the Miami County Jail has averaged 103 to 107 bookings per month. The number of bookings each month ranged from a low of 75 bookings in December 2004, to a high of 134 bookings in October 2002.

The total annual number of bookings has remained fairly stable, ranging from a low of 1,240 bookings in 2001, to a high of 1,323 bookings in 2002. The trend line over the past five years indicates that bookings have been remained fairly stable, at an average annual rate of growth of only 1 percent per year.

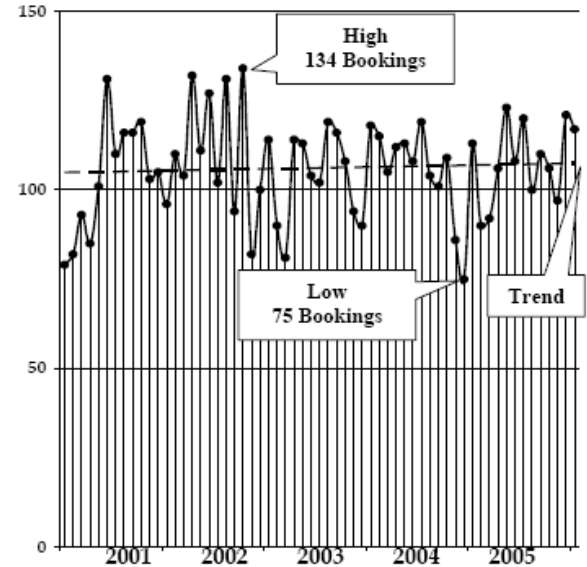
The following graph and table show the total number of bookings at the Miami County Jail for each month over the past five years (2001 - 2005), including the high, low, and trend line.

“The number of bookings also has an impact on the size of the overall jail population, and provides an insight into the demands placed on the facility's intake and release area.”

**MAJOR FACTORS DRIVING
DEMAND FOR JAIL BEDS**

Jail Bookings

Month	2001	2002	2003	2004	2005	2006
Jan	79	96	114	118	113	117
Feb	82	110	90	115	90	
Mar	93	104	81	105	92	
Apr	85	132	114	112	106	
May	101	111	113	113	123	
June	131	127	104	108	108	
July	110	102	102	119	120	
Aug	116	131	119	104	100	
Sept	116	94	116	101	110	
Oct	119	134	108	109	106	
Nov	103	82	94	86	97	
Dec	105	100	90	75	121	
Annual Total	1,240	1,323	1,245	1,265	1,286	117
Monthly Average	103	110	104	105	107	117



Average Daily Population

The average daily population (ADP) of a jail facility is one of the single most important statistical indicators for assessing the utilization of jail beds. The ADP is a statistical calculation used to establish the average inmate population at any given point in time. (ADP = Total Prisoner Days ÷ Number of Days in the Month.)

For facility planning purposes, the ADP at the Miami County Jail was examined for each month over the past seven years (1999 through 2005).

Male Inmate Population

Over the past seven years, the male inmate population at the Miami County Jail has steadily increased, from an ADP of:

18 male inmates in 1999; to

21 male inmates in 2000; to

24 male inmates in 2001; to

29 male inmates in 2002; to

35 male inmates in 2003; to

31 male inmates in 2004; to

28 male inmates in 2005.

During this period, the male inmate population each month ranged from a low ADP of 10 male inmates (in January 1999) to a high ADP of 41 male inmates (in May 2003, and March and June 2004).

The trend line over the past seven years indicates that the average daily population of male inmates has been steadily increasing, at an average annual growth rate of approximately 8 percent per year.

Female Inmate Population

Over the past seven years, the female inmate population at the Miami County Jail has steadily increased, from an ADP of:

2 female inmates in 1999; to

3 female inmates in 2000; to

3 female inmates in 2001; to

3 female inmates in 2002; to

4 female inmates in 2003; to

4 female inmates in 2004; to

5 female inmates in 2005.

During this period, the female inmate population each month ranged from a low ADP of 1 female inmate (in January, February and August 1999, April 2001, and September 2002) to a high ADP of 9 female inmates (in February 2005).

The trend line over the past seven years indicates that the average daily population of female inmates has been steadily increasing, at an average annual growth rate of approximately 14 percent per year.

The average daily population of male inmates has been steadily increasing, at an average annual growth rate of approximately 8 percent per year.

Total Inmate Population

Over the past seven years, the total inmate population at the Miami County Jail has steadily increased, from an ADP of:

20 total inmates in 1999; to

24 total inmates in 2000; to

27 total inmates in 2001; to

32 total inmates in 2002; to

40 total inmates in 2003; to

36 total inmates in 2004; to

33 total inmates in 2005.

During this period, the total inmate population each month ranged from a low ADP of 11 inmates (in January 1999) to a high ADP of 46 inmates (in March 2004).

The trend line over the past seven years indicates that the average daily population of total inmates has been steadily increasing, at an average annual growth rate of approximately 9 percent per year.

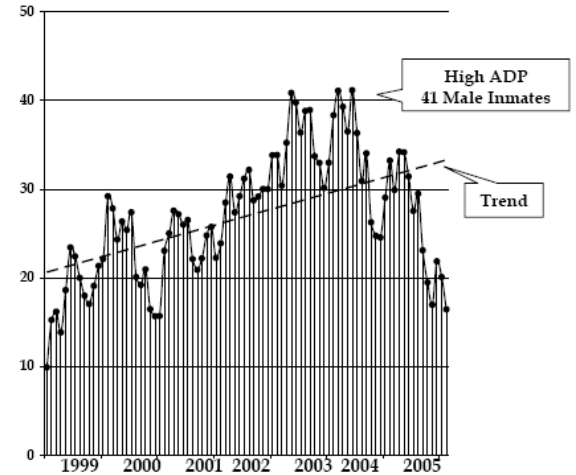
The following graphs and tables show the average daily inmate population each month at the Miami County Jail over the past seven years (1999 – 2005) for (1) male inmates, (2) female inmates, and (3) total inmates, including the high ADP and the trend line through the data.

Over the past seven years, the total inmate population at the Miami County Jail has steadily increased.

MAJOR FACTORS DRIVING DEMAND FOR JAIL BEDS

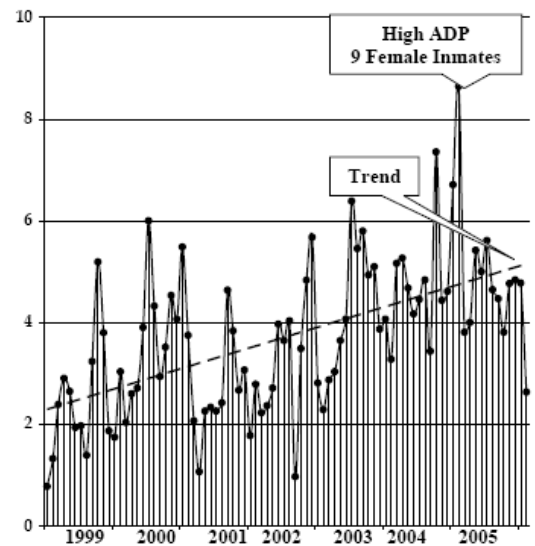
Average Daily Population of Male Inmates

Month	1999	2000	2001	2002	2003	2004	2005	2006
Jan	10	22	16	22	34	33	29	20
Feb	15	29	23	24	34	38	33	16
Mar	16	28	25	28	30	41	30	
Apr	14	24	28	31	35	39	34	
May	19	26	27	27	41	36	34	
June	23	25	26	29	40	41	31	
July	22	27	27	31	36	36	28	
Aug	20	20	22	32	39	31	29	
Sept	18	19	21	29	39	34	23	
Oct	17	21	22	29	34	26	19	
Nov	19	16	25	30	33	25	17	
Dec	21	16	26	30	30	25	22	
Ave.	18	21	24	29	35	31	28	18

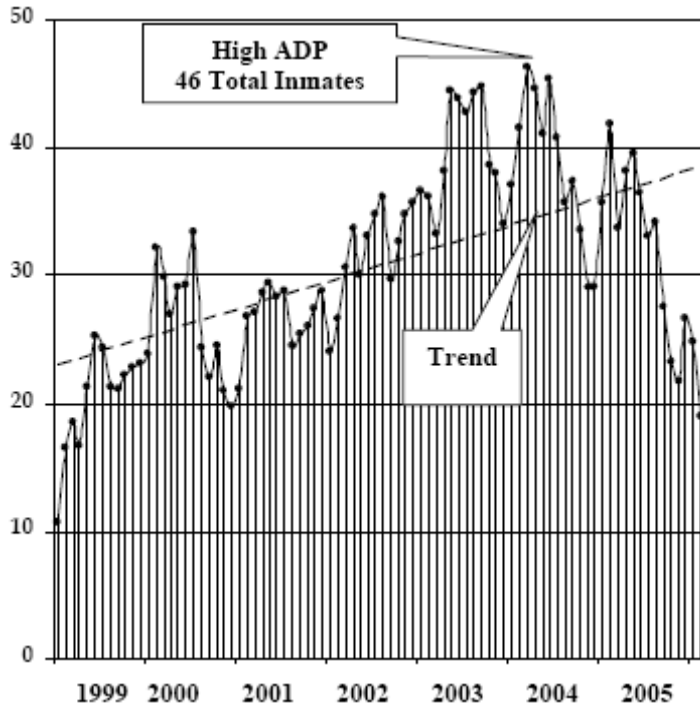


Average Daily Population of Female Inmates

Month	1999	2000	2001	2002	2003	2004	2005	2006
Jan	1	2	5	2	3	4	7	5
Feb	1	3	4	3	2	3	9	3
Mar	2	2	2	2	3	5	4	
Apr	3	3	1	2	3	5	4	
May	3	3	2	3	4	5	5	
June	2	4	2	4	4	4	5	
July	2	6	2	4	6	4	6	
Aug	1	4	2	4	5	5	5	
Sept	3	3	5	1	6	3	4	
Oct	5	4	4	3	5	7	4	
Nov	4	5	3	5	5	4	5	
Dec	2	4	3	6	4	5	5	
Ave	2	3	3	3	4	4	5	4



Average Daily Population of Total Inmates



Month	1999	2000	2001	2002	2003	2004	2005	2006
Jan	11	24	21	24	37	37	36	25
Feb	17	32	27	27	36	42	42	19
Mar	19	30	27	31	33	46	34	
Apr	17	27	29	34	38	45	38	
May	21	29	29	30	45	41	40	
June	25	29	28	33	44	45	36	
July	24	33	29	35	43	41	33	
Aug	21	24	25	36	44	36	34	
Sept	21	22	26	30	45	37	28	
Oct	22	24	26	33	39	34	23	
Nov	23	21	27	35	38	29	22	
Dec	23	20	29	36	34	29	27	
Ave	20	24	27	32	40	36	33	22

High and Low Inmate Population

While the ADP is used for measuring inmate population growth over time, it is important to recognize that, in reality, the actual inmate population at the Miami County Jail fluctuates up and down — above and below the average — based on the inmate admissions and releases which occur on a daily basis.

Over the past seven years, the actual inmate population at the Miami County Jail has ranged from:

3 to 31 inmates in 1999;

14 to 41 inmates in 2000;

17 to 39 inmates in 2001;

18 to 44 inmates in 2002;

27 to 54 inmates in 2003;

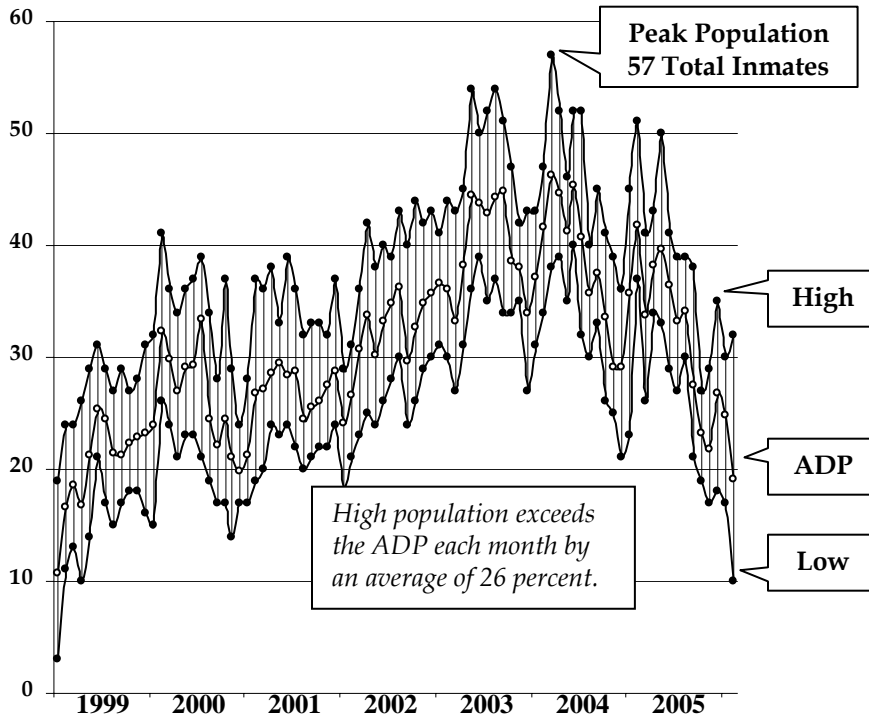
21 to 57 inmates in 2004;

17 to 51 inmates in 2005.

During this period, the peak (high) population each month was an average of 26 percent higher than the average daily population (ADP) for that month.

The following graph and table show the overall high and low inmate population each month at the Miami County Jail over the past seven years (1999 – 2005), including the overall high inmate population.

High and Low Inmate Population



Month	1999	2000	2001	2002	2003	2004	2005	2006
Jan	3 – 19	15 – 32	17 – 28	18 – 29	31 – 41	31 – 43	23 – 45	17 – 30
Feb	11 – 24	26 – 41	19 – 37	21 – 31	30 – 44	34 – 47	37 – 51	10 – 32
Mar	13 – 24	24 – 36	20 – 36	23 – 36	27 – 43	38 – 57	26 – 41	
Apr	10 – 26	21 – 34	24 – 38	25 – 42	31 – 45	39 – 52	34 – 43	
May	14 – 29	23 – 36	23 – 33	24 – 38	36 – 54	35 – 46	33 – 50	
June	21 – 31	23 – 37	24 – 39	26 – 40	39 – 50	40 – 52	29 – 41	
July	17 – 29	21 – 39	22 – 36	28 – 39	35 – 52	32 – 52	27 – 39	
Aug	15 – 27	19 – 34	20 – 32	30 – 43	37 – 54	30 – 40	30 – 39	
Sept	17 – 29	17 – 28	21 – 33	24 – 40	34 – 51	33 – 45	21 – 38	
Oct	18 – 27	17 – 37	22 – 33	26 – 44	34 – 47	26 – 41	19 – 27	
Nov	18 – 28	14 – 29	22 – 32	29 – 42	35 – 42	25 – 39	17 – 29	
Dec	16 – 31	17 – 24	24 – 37	30 – 43	27 – 43	21 – 36	18 – 35	
Range	3 – 31	14 – 41	17 – 39	18 – 44	27 – 54	21 – 57	17 – 51	10 – 32

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

Current estimates of the County's population and projected growth;

Current inmate population projections for the next 20 years, based on current trends; and

A forecast of jail capacity requirements for Miami County (i.e., total jail beds needed), based on the current inmate population projections.

County Population

According to the U.S. Census, the population of Miami County has increased from:

21,618 people in 1980; to

23,466 people in 1990; to

28,351 people in 2000.

Over the past decade (1990 to 2000), the population of Miami County increased by 21 percent — an increase of almost 5,000 people.

For 2005, the population of Miami County was estimated at 30,533 people. Over the next 20 years, it is projected that Miami County's population will reach:

32,914 people in five years (2010);

34,625 people in ten years (2015);

36,019 people in 15 years (2020);

37,498 people in 20 years (2025).

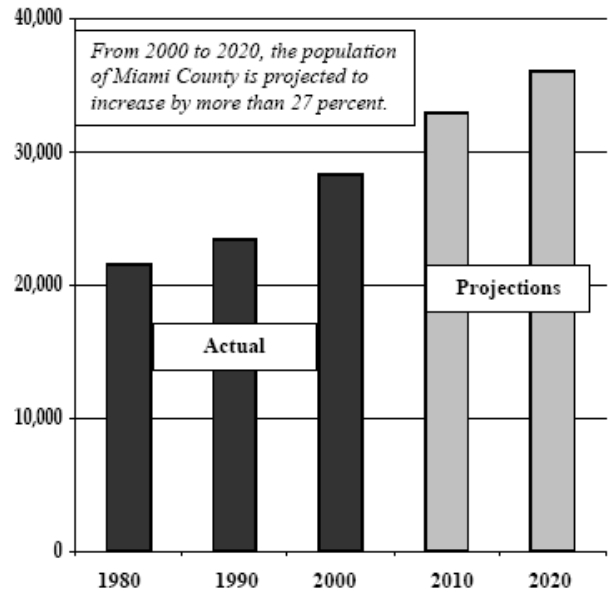
This represents an increase of 23 percent — almost 7,000 people — to Miami County's population over the next 20 years.

The following graph and table show the historical population of Miami County from 1980 to 2000, and the County's projected population in 2010 and 2020.

Population of Miami County

Year	Census	Projections
1980	21,618	
1990	23,466	
2000	28,351	
2010		32,914
2020		36,019

Sources: U.S. Census Bureau. Projections are from *Kansas Population Projections through 2027* by the Kansas Division of the Budget.



Inmate Population Projections

There is no commonly accepted methodology for making inmate population projections. The National Institute of Corrections (NIC), the American Correctional Association (ACA), and the American Jail Association (AJA) do not recommend or endorse any particular forecasting methodology. Models that work well in one jurisdiction may or may not produce a reliable forecast in another jurisdiction. Counties that are designing new or expanded jails have to determine for themselves which trends and which mathematical models will provide them with reasonable growth estimates for facility planning purposes.

In our opinion, inmate population projections should meet two tests — they should be reasonable, and they should be rationally derived. In other words, the projections should be reasonable, given the County’s recent history and current trends, and they should be developed using some sort of a mathematical model that yields the results, and which is replicable.

There are numerous different forecasting models. Some can be very complex, and some can be fairly simple. The Facility Group has been preparing inmate population projections for cities and counties (and reviewing the projections of other consultants) for more than 16 years. In our experience, the statistically complex models do not necessarily produce more accurate projections, and the methodology is difficult for citizens and elected officials to understand or explain.

It should also be noted that the further out the projections are made, the less reliable the estimate becomes. Projections for the next ten years should be used to help facilitate good decision-making about the County’s current jail capacity requirements.

Inmate population projections should meet two tests — they should be reasonable, and they should be rationally derived.

Long-range inmate population projections (i.e., for 10 to 20 years into the future) should only be used for long-term master planning and site planning purposes. It should also be kept in mind that facility planning decisions can be driven as much or more by other factors — such as building geometry, site restrictions, or what the County can afford.

As part of this study, a number of different, commonly used forecasting methodologies were applied to the inmate population trends at the Miami County Jail in order to estimate the County's current and future jail population. The results of four models were used to develop a range of inmate population projections in five-year increments for the next 20 years.

Model A — Average Daily Population (ADP) Trend. Projections are based on the trend in the County's actual inmate population over the past seven years (January 1999 – February 2006).

Model B — Age-at-Risk Rate of Incarceration (ROI) Trend. Projections are based on the trend in the County's annual ROI (number of inmates per 1,000 County population) for people 20 to 44 years old over the past seven years (1999 – 2005), applied to the County's population projections for that age group.

Model C — Rate of Incarceration (ROI) Trend. Projections are based on the trend in the County's annual ROI (number of inmates per 1,000 County population) over the past seven years (1999 – 2005), applied to the County's current population projections.

Model D — Average Length of Stay (ALOS) Trend. Projections are based on the trend in the County's ALOS in jail over the past seven years (1999 – 2005), applied to the County's current trend in jail bookings.

The results of Model A (based on the 7-year ADP trend) were used to establish the low end of the projection range. The results of Model D (based on the ALOS trend) were used to establish the high end of the range. The results of the other two models (Models B and C) both tracked closely with the results of Model D, at the high end of the range.

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

48 to 54 inmates in five years (by 2010); and

59 to 71 inmates in ten years (by 2015).

As part of this study, a number of different, commonly used forecasting methodologies were applied to the inmate population trends at the Miami County Jail in order to estimate the County's current and future jail population.

INMATE POPULATION PROJECTIONS

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

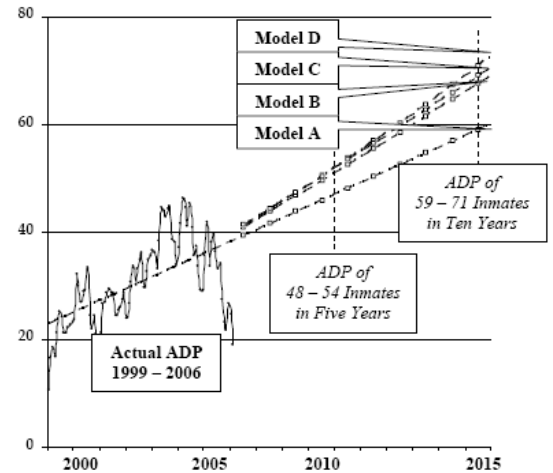
70 to 90 inmates in 15 years (by 2020); and

81 to 111 inmates in 20 years (by 2025).

The following graph and table show the County's actual inmate population over the past seven years, and the inmate population projections for the next ten years, based on the results of the four forecasting models.

Inmate Population Projections

Forecast Year	Year	Model A	Model B	Model C	Model D
5	2010	48	53	53	54
10	2015	59	68	69	71
15	2020	70	84	85	90
20	2025	81	102	102	111



Model A — Average Daily Population (ADP) Trend.

Projections based on the trend in the County's actual inmate population over the past seven years (January 1999 – February 2006).

Model B — Age-at-Risk Rate of Incarceration (ROI) Trend.

Projections based on the trend in the County's annual ROI (number of inmates per 1,000 County population) for people 20 to 44 years old over the past seven years (1999 – 2005), applied to the County's population projections for that age group.

Model C — Rate of Incarceration (ROI) Trend. Projections based on the trend in the County's annual ROI (number of inmates per 1,000 County population) over the past seven years (1999 – 2005), applied to the County's current population projections.

Model D — Average Length of Stay (ALOS) Trend.

Projections based on the trend in the County's ALOS in jail over the past seven years (1999 – 2005), applied to the County's current trend in jail bookings.

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

First, inmate population projections are not the same as jail capacity requirements. As is discussed in the following section, the facility needs more jail beds than the average projected inmate population in order to accommodate routine fluctuations (i.e., peaks) in the facility's population, and for inmate classification and management purposes (i.e., to separate and segregate different types of inmates).

Second, the facility's actual inmate population fluctuates (or zigzags) above and below the trend line. Therefore, for facility planning purposes, we should look at where the trend line is heading five to ten years out. The inmate population at the Miami County Jail has already occasionally exceeded the projections on the low end of the range five years out. However, for facility planning purposes, we need to focus on where the current trends are leading in five to ten years.

Third, a note of caution must be made when using historical data to predict the future. Many counties with crowded jail facilities have underestimated their true jail needs by relying on past inmate population trends. In many cases, arrest decisions, prosecution policies, and sentencing practices are all impacted, to some extent, by the knowledge that the jail is full. As new and additional jail beds become available, these policies and practices can change, resulting in even greater demands for jail capacity. This is why many new jail facilities are either full when they open, or fill up much quicker than had been predicted. There are many counties that have built or expanded their jail facility to meet their ten-year projections, only to find the new facility at (or beyond) its capacity within three to five years.

The projections are based on the actual inmate population trends at the Miami County Jail from 1999 through 2005.

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

Finally, it is important to view inmate population projections within an appropriate context. The projections are based on the actual inmate population trends at the Miami County Jail from 1999 through 2005. At any given time during this period, the actual inmate population at the Miami County Jail has been the result of a unique combination of factors within the criminal justice system that affect (1) jail admissions, (2) jail releases, and (3) the length of stay in jail — all of which have been impacted, to some extent, by the combined efforts of law enforcement, prosecution, and the courts.

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

Obviously, inmate population projections are not an exact science. There are a multitude of ever-changing variables, both tangible and intangible, that can directly impact the size of the County's jail population. The County's growing and changing population, public attitudes toward crime, changes in criminal penalties, law enforcement practices, sentencing policies, and crime rates will all have a direct impact on the County's future jail population and its need for additional jail capacity. Nonetheless, it is believed that the inmate population projections presented here provide a reasonable basis for facility planning purposes.

The next step in the facility planning process involves estimating the total number of jail beds (i.e., jail capacity) needed to support the projected inmate population. The average daily population (ADP) is just that — an average. In reality, the jail's actual inmate population fluctuates above and below that average. Therefore, to determine the total number of jail beds needed, two factors must be considered — a peaking factor, and a classification factor.

Peaking Factor — All jail populations fluctuate to a certain extent. Inmate populations go up and down every day, based on the number of inmate admissions and releases. Many jail facilities fill up over the weekend (due to weekend arrests, etc.), but will see their inmate numbers decline somewhat by mid-week, as inmates are released, make bond, or plead guilty. Many jail populations also fluctuate during certain times of the year.

Classification Factor — There must be sufficient jail capacity for inmate classification and management purposes to separate and segregate different types of inmates. The additional capacity is needed to provide enough jail beds to allow for the separation of males and females, to separate inmates by custody classification (minimum, medium, or maximum security), and to allow further segregation for administrative and disciplinary purposes.

While it is clear that a jail needs more beds than its average daily inmate population (in order to accommodate routine peaks and

*Classification Factor —
There must be sufficient jail
capacity for inmate
classification and
management purposes to
separate and segregate
different types of inmates.*

provide for proper inmate classification and separation), there is no commonly accepted methodology for estimating the total amount of capacity (i.e., jail beds) that will be needed to support the County’s inmate population projections.

For facility planning purposes, many consultants and Departments of Corrections across the country recommend using the “80 percent rule” — that is, a jail should be considered “full” when 80 percent of its beds are occupied. This formula typically allows for sufficient additional capacity to accommodate routine peaks in the inmate population, and to provide for the separation of males and females, and to further separate inmates with different security requirements. When the occupancy level exceeds more than 80 percent of capacity, it becomes progressively more difficult to accommodate the routine peaks in the inmate population, and to properly place inmates into an appropriate housing area based on their classification.

For Miami County, the peak population each month was examined over the past seven years (an 86-month period, from January 1999 through February 2006). During this period, the peak population each month averaged 26 percent higher the ADP. Therefore, for facility planning purposes, a peaking factor of 26 percent was added to the projected baseline ADP forecast to accommodate routine fluctuations in the County’s inmate population. A classification factor of 10 percent was then added to allow for the proper separation and segregation of different types of inmates. This methodology for estimating capacity requirements is similar to the “80 percent rule,” and should provide a reasonable basis for facility planning purposes, given Miami County’s actual experience with its jail population.

For facility planning purposes, many consultants and Departments of Corrections across the country recommend using the “80 percent rule” — that is, a jail should be considered “full” when 80 percent of its beds are occupied.

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

67 to 74 jail beds in five years (by 2010); and

82 to 98 jail beds in ten years (by 2015).

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

97 to 125 jail beds in 15 years (by 2020); and

112 to 154 jail beds in 20 years (by 2025).

Forecast of Jail Capacity Requirements

Forecast Year	Year	Baseline ADP Projections	Total Jail Beds Needed
5	2010	48 – 54 Inmates	67 – 74 Beds
10	2015	59 – 71 Inmates	82 – 98 Beds
15	2020	70 – 90 Inmates	97 – 125 Beds
20	2025	81 – 111 Inmates	112 – 154 Beds

The following sections provide additional information on the specific results from each of the four forecasting models.

Model A— Average Daily Population (ADP) Trend (low projections)

Projections are based on the trend in the County’s actual inmate population over the past seven years (January 1999 through February 2006; 86 months’ data). Model A assumes that the County’s inmate population will continue to increase at the same rate as the past seven years.

Forecast Year	Year	Baseline ADP	Peaking Factor (26%)	Classification Factor (10%)	Total Beds Needed
5	2010	48	12	6	67
10	2015	59	15	7	82
15	2020	70	18	9	97
20	2025	81	21	10	112

Model B — Age-at-Risk Rate of Incarceration (ROI) Trend

Projections are based on the trend in the County’s annual ROI (number of inmates per 1,000 County population) for people 20 to 44 years old over the past seven years (1999 through 2005), applied to the County’s current population projections for that age group. Model B assumes that the County’s inmate population will continue to increase, in correlation with the number of 20 to 44 year old people in the County.

Forecast Year	Year	Baseline ADP	Peaking Factor (26%)	Classification Factor (10%)	Total Beds Needed
5	2010	53	14	7	73
10	2015	68	18	9	94
15	2020	84	22	11	116
20	2025	102	27	13	142

Model C — Rate of Incarceration (ROI) Trend

Projections are based on the trend in the County’s annual ROI (number of inmates per 1,000 County population) over the past seven years (1999 through 2005), applied to the County’s current population projections. Model C assumes that the County’s ROI will continue to increase, and the inmate population will continue to increase, in correlation with County’s overall population growth.

Forecast Year	Year	Baseline ADP	Peaking Factor (26%)	Classification Factor (10%)	Total Beds Needed
5	2010	53	14	7	74
10	2015	69	18	9	96
15	2020	85	22	11	118
20	2025	102	27	13	142

The County population projections used in Model C estimate that Miami County’s population will reach 37,498 in 20 years (2025). Current population projections for Kansas counties only run through the year 2027, at which time Miami County’s population is estimated to be 38,152 people.

During one of the jail planning sessions, a comment was made that the current County population projections are low, and that the long-range planning should be based on a County population of 40,000 people. If the County reaches 40,000 people in 20 years, the results of Model C would suggest that the County will have an ADP of 109 inmates, requiring a facility with a total of 151 jail beds, which is very close to the results of Model D, at the high end of the range.

During one of the jail planning sessions, a comment was made that the current County population projections are low, and that the long-range planning should be based on a County population of 40,000 people.

Model D — Average Length of Stay (ALOS) Trend (high projections)

Projections are based on the trend in the County’s ALOS in jail over the past seven years (1999 through 2005), applied to the County’s current trend in jail bookings. Model D assumes that the County’s ALOS and bookings will continue to increase at the same rate as the past seven years.

INMATE POPULATION PROJECTIONS

Forecast Year	Year	Baseline ADP	Peaking Factor (26%)	Classification Factor (10%)	Total Beds Needed
5	2010	54	14	7	74
10	2015	71	18	9	98
15	2020	90	23	11	125
20	2025	111	29	14	154

Other factors also need to be considered when making important architectural decisions regarding the number and type of jail beds (i.e., dorms, single cells, or double cells) to be included in the new facility. It should also be kept in mind that the appropriate size for the new facility may be based on (1) site limitations, (2) the geometry of the building, (3) the staffing requirements, and/or (4) what the County can afford, as much as any other factor.

Consideration also has to be given to the changing profile of the County's inmate population, which has significant implications for the number — and more importantly, the type — of jail beds needed by the County. In years past, most jails attempted to provide some sort of balance between minimum, medium, and maximum-security housing. Today, the problem is more complicated. Most jails are finding that they are running out of “good inmates,” and increasingly have to accommodate higher-risk offenders. Inmate populations are also becoming increasingly comprised of inmates with special needs or who require special management. These and other factors all affect the number and type of jail beds needed by the County to effectively and efficiently support its inmate population.

Introduction

Jail beds are a finite and expensive resource, which must be reserved for those offenders who require secure confinement prior to trial because of the nature of their crime, their risk of flight, or their criminal history, and for those who require jail time as part of their criminal sentence. Since the number of jail beds is limited, and the cost of secure confinement is so high, it is important that the need for public safety be balanced against the use of more cost-effective sanctions and alternatives to incarceration.

As cities and counties across the country have struggled with growing jail populations, an increasing number of programs and policies have been developed and implemented in attempts to provide alternatives to incarceration. These programs and policies are designed, in part, to divert as many people as possible from jail, and to reduce the length of time a person stays in jail. Intermediate sanctions and other community-based programs have been developed, as have electronic monitoring programs for home incarceration and offender tracking — all, at least in part, designed to help better manage and control the utilization of jail beds.

In many jurisdictions across the country, a certain percentage of a county's inmate population is granted some sort of work release privileges. In some states it is not unusual to find that as much as 40 percent of the inmate population leaves the jail to go to work each day. In many respects this is an enlightened approach, as maintaining employment is typically seen as the key ingredient to most offenders' rehabilitation and ability to be (or become) a law-abiding citizen. At the same time, work release programs do not really free up any jail beds, as inmates on work release still return to the facility at the end of the day (or at the end of their shift). Also, with lower risk inmates being eligible for work release privileges, it reduces the remaining pool of inmates who may be appropriately diverted from secure confinement. Those who do not receive work release privileges have typically committed serious offenses, have lengthy criminal records, have a history of non-compliance with probation or parole conditions, and/or have failed to appear in court on more than one occasion.

There is no question that diversion programs, pretrial services, intermediate sanctions, and other community-based sentencing alternatives can have a positive effect on the jail population. In addition to helping with jail population management, these programs are particularly valuable in that they can provide services and referrals that are generally unavailable to individuals who are incarcerated. Each of these programs

attempt to carve out their own target population, and provide a local resource as an alternative to incarceration for a limited number of carefully screened, “non-violent” offenders. There is, however, a point of diminishing returns with these programs. Only certain, carefully screened offenders can be safely and appropriately diverted from incarceration. Many offenders, by the nature of their crime or their criminal history, are not appropriate candidates for diversion. In addition, some programs around the country are beginning to see more repeat offenders who have already been through one or more diversion programs, and who should not be considered for participation again.

It should be kept in mind that most diversion programs carry a price tag of their own. Some of the costs can be charged back to the offender, but diversion programs must have adequate resources to be effective. These resources include staff, equipment, and office space. Therefore, any potential savings in jail beds will be offset somewhat by the costs involved with establishing and maintaining these alternative programs.

Much of the community acceptance and judicial support behind alternatives to incarceration has been based on the cost effectiveness of these programs. Expanding the use of alternatives to incarceration naturally means that the community and judiciary must take greater risks with a larger number of offenders. Consequently, it must be kept in mind that the cost effectiveness of these programs must be balanced against a realistic assessment of the risk to public safety that these programs can create if expanded too much, or too soon, or with too few resources.

Overall, Miami County should continue to discuss the issue of alternatives and diversion programs, and to implement new programs to the extent that the community and judiciary can support. It is important that the County continue its efforts to manage and control the size of its inmate population — and its jail facilities, staffing requirements, and operating costs. At the same time, it must be recognized that diversion programs cannot “alleviate” the County’s jail crowding problem and other current space needs.

Criminal Justice Coordinating Council

It is recommended that Miami County develop a “Criminal Justice Coordinating Council” that will include membership from all agencies in the county that impact the jail facility. Citizens should also be on this committee to act as a conduit for the community values. This group could begin by dealing with educating one another on their piece of the system, how cases flow and clearly state what assistance they would need from the

other participants to make their agency operate smoother. This could lead into a comprehensive study on how system level policies would affect the various agencies. Another area could be to track a series of cases through the system to help officials evaluate the timeliness with which decisions are made. Timely decisions can reduce lengths of stay in the jail and as a result reduce the average daily population. This group could also be the foundation to begin long range planning which could include the development and implementation of both pretrial and intermediate sanctions.

Program and Policy Options

In our opinion, Miami County should discuss and explore various diversion strategies and alternatives to incarceration as part of its on-going efforts to manage and control the size of its jail system. It is recommended that the County explore the development of programs and policies designed to divert certain offenders from jail.

There are a wide range of diversion programs and alternatives to incarceration that are utilized around the country to enhance jail population management. The most common and frequently utilized alternative involves the use of electronic monitoring devices. Electronic monitors are being frequently used as a supplemental supervision tool for a variety of house arrest programs, pretrial release programs, and intensive supervision programs. Other frequently used alternatives include pretrial release programs, day reporting centers, and drug courts.

It is clear that diversion programs and alternatives to incarceration that work well in one county, may or may not be appropriate for Miami County. Local attitudes regarding the use of incarceration and diversion programs are extremely important in guiding the County toward the expansion of existing programs or the development and implementation of new programs.

In addition to those options already suggested to the County, there are other alternatives to incarceration that may — or may not — be appropriate for Miami County to consider. The following pages provide a brief description of some of these other alternatives. (It should also be kept in mind, however, that the County may have already implemented some of these ideas.

Work Release - This is a program typically for sentenced inmates who, by their behavior while incarcerated, have shown they can be housed in a less secure environment. There are two primary types of work release programs throughout the country today. The first is the more pure form wherein the inmate is allowed to work at his/her place of employment throughout the

day and return to the work release center for the evening. Room and Board is usually charged to the inmate to help offset the costs of operating the facility. During free time, the inmate resides in the work release center and any passes into the community are closely monitored by center staff. This type of program offers a number of benefits. It acts as a transition program to ease the inmate back into society and instills a work ethic. Additionally, there is a financial benefit. The direct benefit is that the inmate helps offset the costs of keeping him/her confined and a secondary benefit is also derived. Because the inmate is working, a portion of their salary can be used to pay restitution, court ordered fines and if there is a family, the remaining wages can go to the family for living expenses. The second form of work release is where the inmate does not have a paying job. Community service projects can be completed in either work gang form with a crew of inmate workers or on an individual basis through a referral system. This type of program was born out of the recession years of the early 1980's when paying jobs for inmates were scarce or non-existent. Many jurisdictions have opted for a hybrid wherein both programs are carried out at the same time. The typical scenario is this... An inmate qualifies for work release but does not have a job. They are transferred to the program to perform community service. After an agreed to number of hours is completed, the inmate may be eligible to job search for a specific period of time. If a job is secured, he/she is then transferred to regular work release as described above. It should also be noted that there are other challenges to the establishment of an effective work release program in the County may be the lack of sufficient public transportation system to support a county-wide work release program from the jail facility.

Police Diversion. Instead of arresting an offender, police may counsel or reprimand, handle within the department, or refer the person to another agency. The suspect is referred or delivered to a sobering station, public inebriate center, shelter, mental health service, church, family, friend, or relative. The officer and suspect may create an informal contract in which the officer agrees to not file charges subject to conditions, which may include informal supervision, acceptance of support services, or intervention by a third party, such as a parent, responsible relative, mediation or arbitration service, or local social service agency. This type of option recognizes that the number of persons flowing into jail is an indicator of a community's inability to provide alternatives to arrest. This option may be useful in jurisdictions where police are formally arresting large numbers of offenders because they simply do not have other alternatives. This option is most effective when all arresting agencies develop clear written arrest policies, and that these policies contain provisions which encourage police diversion.

Citation/Summons. Police officers issue citations or summons at the time of arrest for any infraction or misdemeanor. The person receiving the citation or summons promises to appear in court at a specified time and place in lieu of being transported to jail for pretrial detention. This option may be helpful if officers in the field are provided with objective written criteria to help them make decisions about who to cite and who to detain in jail.

Station House Bail. Each law enforcement agency would work with the courts to develop a uniform bail schedule and procedures that would allow police officers to collect pre-established bail at the station house.

Bail Expediting. This option requires staff to secure names, addresses, and phone numbers of potential sureties from detainees at the point of booking. Staff contacts the sureties to notify them of the defendant's situation, the bail amount, and the details of how to post bail for the defendant.

Release on Own Recognizance (unsupervised). This option essentially releases carefully screened misdemeanor and felony charged pretrial prisoners on their promise to appear in court. It is used as an alternative for persons who cannot raise bail, but are eligible for bail release. An objective point scale is usually employed, and several commonly accepted versions are in use throughout the country. Detainees are interviewed at booking concerning their ties to the community (i.e., length of residence, employment, etc.) and this information is verified by staff. Points are awarded based upon verified information which has been statistically tied to offenders' willingness and ability to appear in court. If the detainee scores above a certain cut-off score, the person is released on his or her own recognizance ("ROR"). This authority is most usually delegated by the court. Defendants are reminded of court dates via phone or mail.

Third Party Release. A responsible third party agrees to stand up for the defendant, mentor the offender during the pretrial period, and accompany the offender back to court. This can be considered a version of the ROR option, described above, which provided additional supervision and incentives for the defendant to appear in court.

Release on Own Recognizance (supervised). This option is essentially the same as the unsupervised ROR, except the person is released only after having agreed to abide by special conditions which may limit their movement, prohibit associating with certain persons, require them to submit to supervision or report to a specified place each day, require them to spend the

night at a supervised or custodial location, or agree to electronic monitoring or some other program of supervision.

Citation Release. In many states, the Sheriff has the statutory authority to release any pretrial misdemeanor from jail on a citation if the inmate will sign a promise to appear in court. This citation release program can be modified by using criteria similar to the Own Recognizance screening described above.

Warrants-Holds Clearance Program. All bookings are immediately checked to see if holds or outstanding warrants exist. The purpose is to quickly resolve these by (a) the automatic release of holds if the jurisdiction issuing the hold does not pick up the inmate within a few days of notification, (b) misdemeanor holds with bail set at a specified amount might be automatically released five days after notification, (c) pretrial release staff reviews all warrants and attempts to quickly resolve them, or (d) a warrant clearance “expeditor” helps extricate less capable inmates who are trapped in an endless loop of warrants, fine, failures to pay, etc., then approaches the court and/or motor vehicles department with a remedial plan.

Day Reporting (off-site). This is a very flexible program which can take a variety of forms. It can be used pretrial or post-conviction, and can be operated five days a week or seven days a week. It can be linked to a residential program to extend the supervision of a defendant to 24 hours a day. Defendants are required to appear at a Day Reporting Center early in the morning, and must provide a supervisor or case manager with a detailed schedule and itinerary for the day. There is no on-site programming. Once the itinerary is approved, the defendant must follow the schedule or call in and get approval for its revision. Staff follows through to see that the defendant is where he or she is supposed to be. The defendant may also be required to provide positive verification of his or her whereabouts, such as through pay stubs, appointment slips, etc. Defendants can be enrolled in a variety of education, drug treatment, work, medical treatment, and related activities.

Day Reporting (off and on-site). Same as above, except the defendant may receive programming on-site. These programs take various forms, such as Day Treatment Centers, job training, counseling, or minimum security custody for work release inmates on their days off.

House Arrest. This type of program can be used pretrial or post-conviction. It essentially restricts a person’s movement and free time, usually by confining a person to their home. It may or may not permit release from home for specified purposes, such as to go to work, school, or treatment. It may or may not be used

in conjunction with electronic monitoring devices, a day reporting program, or with intensive field supervision.

Deferred Prosecution. This option can be implemented at any point prior to conviction. The prosecutor typically either agrees to postpone the filing of charges, or criminal proceedings are suspended on the condition the defendant participates in some remedial program, agrees to certain conditions, stays out of trouble, and completes the program within a reasonable period of time. This option seems to work best for drug treatment, restitution, community service, paying back child support, etc. Defendants are most motivated prior to the disposition of his or her case. Failure to comply with conditions typically result in resumed prosecution. There are many forms of this option, with drug courts being one of the most popular versions.

Defender-Based Advocacy. This program helps develop a plan of rehabilitation and restoration to offer to the prosecutor and the court as a dispositional plan. It essentially provides a sentencing or dispositional plan so the judge has more sentencing options. It can be especially effective where probation pre-sentence reports and/or supervision services are weak. It can also be used during the pretrial period to achieve bail reduction or ROR and to facilitate plea bargains by showing that the defendant is actively engaged or willing to become actively engaged in treatment prior to court hearings.

TASC (Treatment Alternative to Street Crime). Originally federally funded, this program model provides an assessment of the defendant's substance abuse problem, determines the appropriate treatment modality, brokers services with treatment providers, provides case management services, and reports to the courts on clients involved in the program. TASC generally employs staff qualified to identify and assess substance abuse needs, but generally do not also provide the treatment. This approach can be used pretrial or post-conviction, and can be developed as a form of defender-based advocacy or a deferred prosecution program.

Community Service. The court orders the defendant to devote unpaid time to some worthwhile work project, often involving the maintenance of city or county property, or working for a non-profit charitable organization. Community service is usually defined in terms of hours to be worked and the type of service to be provided. Several levels of supervision and control can be provided within the community service framework. For example, the judge may rely on the offender to simply show up at his or her assignment. Supervision may be provided by the agency receiving the services. An additional level of supervision and enforcement is provided if some agency is authorized to

administer the program, assure referrals show up for their assignments, and provide feedback to the courts concerning the behavior of the referrals, and their completion and compliance rates. A private non-profit organization often performs this function. A third level of supervision and control is provided by the work crew form of this option, where offenders are supervised by staff, who may be correctional personnel, but who also could be supervisors of parks, recreation, public works, or other related departments that need labor and have meaningful work for the offenders to do. Community service projects often involve picking up trash along the highway, maintaining cemeteries, restoring little league ball fields, clearing trails and brush, and other work for government or non-profit organizations. Typically, eight to ten hours of supervised manual labor is substituted for a day in jail.

Day Fines. Day fines are designed to reduce the number of inmates who are in jail because they cannot pay their fines. The concept tries to equalize the impact of financial penalties on offenders from lower economic backgrounds. Each unit of fine is equivalent to the offender's gross wage for one hour of work. This has the dual impact of making fines appear fairer by relating them to income levels. This system also increases the likelihood of the fine being paid because they are seen as more affordable by poor offenders.

Restitution. Restitution can take three forms: (a) direct monetary compensation from the offender to the victim, (b) service to the community (i.e., community service), or (c) monetary compensation to the victim through contribution to some sort of a restitution fund.

Probation Supervision. Probation supervision in the community can serve as a reasonable option to secure confinement. This cannot be accomplished if there are very large case loads and few services. Thus, one option is to strengthen the probation service and/or provide probation services to client populations (such as convicted misdemeanants) not currently eligible for such services. Differing levels of supervision and services can be provided within the basic probation framework. For example, at one end of the continuum, large numbers of minor offender cases can be "case banked." In these cases, the payment of fines or restitution is required, but supervision is not necessary. These cases can be "case banked" into large administrative case loads where the probation function is primarily oriented toward seeing the probationers meet their financial commitments. Other probation options might involve minimum, medium, or intensive probation, with increased levels of oversight, special conditions, and requirements that probationers be enrolled in remedial

programs. Of course, basic probation supervision can be combined with many of the other options that have been described here. Specialized probation case loads are also an option, such as for drunk drivers, domestic violence, non-support, etc.

Electronic Monitoring. Offenders are monitored electronically, usually as part of administering the house arrest option. Active electronic monitoring systems work with telephones using computerized random calling to the offender's residence. Passive systems operate via radio transmission in a wrist or ankle bracelet, again linked to a phone system. Electronic monitoring is often combined with other options noted in this section, such as with probation supervision, for pretrial prisoners, or as part of a supervised pretrial release program. This is an especially useful option for the disabled, for older offenders, offenders with medical problems, or for other inmates that might be victimized in the jail setting.

Shock Incarcerations/Probation. This option involves the creative use of a split sentence which combines short periods of incarceration — the “shock” of a short period in custody — with probation supervision in response to indications the probationer needs external controls (i.e., the offender is in crisis, is acting out, has violated conditions of supervision, drug use, etc.). This is typically an option only in cases where the periods of incarceration are very short.

Non-Secure Residence. This option provides an organized and supervised, alcohol and drug-free, structured living environment. It provides no external fences or locks to keep residents confined. The non-secure residence option can take many forms, and can be useful as a work furlough or work release center, halfway house, probation center (for certain probation violators), temporary housing for those in transition or crisis, restitution center, etc. Some represent highly specialized options, such as therapeutic communities or residential drug treatment centers. The residence can also serve as an assembly point for community service, day reporting, and other programs.

Weekend Sentences / Jail by Appointment. This option is not recommended, but is being included here because it is an often-used option in many communities. Weekend sentences — where offenders serve sentences on weekend days, as a kind of installment plan — are not recommended for two reasons. First, they absorb expensive secure bed space. By definition, persons who are ordered to serve weekends are not likely to really need secure confinement. Others do, and the program takes these beds out of service for the offenders who need to be placed in secure confinement. Second, these programs tend to crowd jails

at precisely the worst time of the week — on weekends when the courts are not in operation and jail population peaks. Another version of this option is to have convicted offenders make appointments to serve their jail time. While this can make more efficient use of available jail space, these offenders rarely require secure custody. Other more cost-effective punishment options can typically be constructed for this population.

Accelerated Charge Screening. This option may be useful where a large percentage of felony arrests are eventually disposed of as misdemeanors or are dismissed. This option sets up a mechanism that accelerates prosecutorial screening and introduces defense counsel at the earliest possible time, all to accelerate the process of screening felony bookings for charge determination.

Readiness Conference Program / Pre-Plea Probation Report. This option involves a regularly scheduled conference to determine which cases are ready for trial, and may reduce the number of jury trials, pretrial hearings, and formal referrals to probation. The court may also request a pre-plea report be developed by the probation department, complete with recommendations for sentencing based upon acceptance of plea.

Again, it should be stressed that the 26 listed alternatives to secure confinement may — or may not — be appropriate for Miami County, but are presented here merely for discussion purposes, and to assist the County with its efforts to manage and control the size of its jail population.

The following program quantifies and describes space and functions for the Law Enforcement Center. The program conforms with Constitutional Standards set out by The American Corrections Association Construction Standards for Local Adult Detention Facilities, reflects input from user groups and other stakeholders, draws from SFS experience and incorporates accepted planning guidelines.

The Conceptual Plans and the Budget Estimates were derived from spaces and functions set out in the following program:

SPACE NEEDS PROGRAM

Component: Public				
Area Description	Approximate Size	Number of Areas	Net Sq. Feet	Remarks
Weather Vestibule	8 x 8	1	64	Provide weather protected access to the public lobby. The vestibule shall provide a layer of after hours security, with an intercom provided at the interior door.
Lobby / Entrance	20 x 20	1	400	Located adjacent to the Sheriff's Department offices, Records, Public Visitation, and Jail Waiting. Provide access to Public Restroom facilities and Central Reception. Public Lobby will function during office hours only. Space for a metal detector shall be provided.
Men's Toilet	10 x 18	1	180	Provide Men's toilet at the Public Lobby with one water closet, one urinal, two lavatories, and toilet partitions.
Women's Toilet	10 x 18	1	180	Provide Women's toilet at the Public Lobby with two water closets, two lavatories, and toilet partitions.
Central Reception	12 x 12	1	144	Provide secured reception at Lobby, Records Clerk to operate.
Jail Waiting	15 x 15	1	225	Waiting area for video visitation and bonding, provide seating for six.
Sheriff Waiting	15 x 15	1	225	Waiting area for Sheriff's Department, provide seating and reception.
Report / Interview	10 x 10	1	100	Area to file a report or interview with access from the Sheriff's Department and Public Lobby. Provide casework for storage of forms and area to write report.
Video Visitation	12 x 16	1	192	Monitor location for video visitation with inmate in detention housing.
Component: Sheriff's Department Administration				
Area Description	Approximate Size	Number of Areas	Net Sq. Feet	Remarks
Sheriff	14 x 20	1	280	Provide office with area for desk, lateral file storage, conference table for four, voice and data connections, two side chairs, and view to the exterior. Locate with visual and acoustical privacy, secondary exterior access and close proximity to the Conference Room.
Undersheriff	14 x 16	1	224	Provide office with area for desk, lateral file storage, conference table, voice and data connections, two side chairs, and view to the exterior. Locate with visual and acoustical privacy and close proximity to the Conference Room.
Admin. Sergeant	12 x 12	1	144	Provide office with area for desk, lateral file storage, and voice and data connections
Secretary / Reception	10 x 12	1	120	Provide work surface, voice and data connections, and files. Area to be access control to the Sheriff's Department. Secure window is not required.

SPACE NEEDS PROGRAM

Captain Office	12	x	14	1	168	Provide office with area for desk, lateral file storage, and voice and data connections
Conference Room	14	x	18	1	252	Conference area for departmental use with a table to seat 12. Provide acoustical isolation and voice and data connections. View to the Exterior optional.
Investigations	8	x	8	8	512	Area to be separated from other functions with accommodations for eight investigators. Provide workstations, work area, file storage, and voice and data connections.
Investigations Supervisor Office	12	x	14	1	168	Provide office with area for desk, lateral file storage, and voice and data connections
Workroom	10	x	15	1	150	Area for storage of office supplies and office equipment. Provide casework, and voice and data connections. Central location in the Sheriff's Department is desirable.
Men's Toilet	10	x	18	1	180	Provide Men's toilet in the Sheriff's Department for staff with one water closet, one urinal, two lavatories, and toilet partitions.
Women's Toilet	10	x	18	1	180	Provide Women's toilet in the Sheriff's Department for staff with two water closets, two lavatories, and toilet partitions.
Storage	12	x	14	1	168	Provide area for open shelving for Sheriff Department supplies.
Interview Rooms	10	x	14	2	280	Provide table and chairs with view from Observation, voice and data connections, visual and sound recording capabilities.
Observation	8	x	14	1	112	Provide one way views into Interview rooms and storage for visual and sound recording equipment. Provide built-in storage and work surface.
Polygraph	10	x	12	1	120	Sound isolated room with table and chairs.
Child Interview	10	x	12	1	120	Area to interview abused children, finishes to be child friendly. Access to the room shall not be intimidating nor through detention related areas. Locate near Investigations.

Component: Patrol

Area Description	Approximate Size	Number of Areas	Net Sq. Feet	Remarks
Patrol Sergeant's Office	21 x 25	1	525	Provide office with area for 6 work areas, lateral file storage, and voice and data connections. Area to be shared by shift sergeants.
Patrol Deputies	12 x 16	1	192	Provide an open office area with six workstations. Each workstation to include work surface and voice and data connections. Provide access to the exterior through non-public areas.
KBI Office	10 x 12	1	120	Provide office with area for desk, lateral file storage, and voice and data connections
KHP Office	10 x 12	1	120	Provide office with area for desk, lateral file storage, and voice and data connections

SPACE NEEDS PROGRAM

Briefing / Role Call	24	x	24	1	576	Area to allow for 12 at training tables with wall space for storage. Space may be used for multiple functions.
Crime Prevention Office	10	x	12	1	120	Provide office with area for desk, lateral file storage, and voice and data connections
Conference Room	12	x	16	1	192	Conference area for Patrol use with a table to seat 4. Provide acoustical isolation and voice and data connections.
Storage	12	x	14	1	168	Provide shelving and lockable storage for materials used by Patrol.

Component: Records

Area Description	Approximate Size	Number of Areas	Net Sq. Feet	Remarks
Records Clerk /Public Window	8 x 8	2	128	Provide secured window to Public Waiting area with work surface, voice and data connections, and files. Area to be adjacent to records storage. Area shared with Central Reception.
Records Supervisor	12 x 14	1	168	Provide office with area for desk, lateral file storage, and voice and data connections. Provide close proximity to Records Clerk and Records Storage.
Sheriff's Department Records	12 x 20	1	240	Provide secured centralized storage of Sheriff's Department records. Area to be secured with high capacity mobile storage system. Could be combined with Jail Records.
Jail Records	12 x 20	1	240	Provide secured centralized storage of Jail records. Area to be secured with high capacity mobile storage system. Combined with SD records.

Component: Evidence

Area Description	Approximate Size	Number of Areas	Net Sq. Feet	Remarks
Process	12 x 14	1	168	Area for evidence processing. Provide fume hood, sink, work surface, and storage cabinets.
Temporary Storage Lockers	2 x 10	1	20	Lockable two sided storage lockers for temporary custody of evidence.
Storage	16 x 44	1	704	Evidence storage with fixed storage shelving. Adequate exhaust to exterior.

Component: Armory

Area Description	Approximate Size	Number of Areas	Net Sq. Feet	Remarks
Repair Stations	15 x 20	1	300	Work surface for two armors with voice and data connections. Provide exhaust to exterior.
Storage	14 x 20	1	280	Fixed storage to be provided for weapons, tactical gear, and ammunition storage. Provide secured access and exhaust to exterior.

SPACE NEEDS PROGRAM

Component: Training				
Area Description	Approximate Size	Number of Areas	Net Sq. Feet	Remarks
Classroom	28 x 60	1	1680	Adequate space to accommodate 60 people with training tables and 80 people in lecture seating. Provide moveable dividing wall and voice and data connections throughout. Area to be shared with EOC.
Storage	12 x 14	1	168	Storage for chairs and tables.
Resource	13 x 14	1	182	Storage for training materials.
Component: Support				
Area Description	Approximate Size	Number of Areas	Net Sq. Feet	Remarks
Men's Locker Room	36 x 24	1	864	Provide lockers for 40 men, one toilet, one urinal, and two showers. Space to be shared with jail and staff. Locker size to be 18" x 24".
Women's Locker Room	24 x 30	1	720	Provide lockers for 20 women, two toilets, and one shower. Space to be shared with jail and staff. Locker size to be 18" x 24".
Fitness Room	20 x 24	1	480	Provide work out area with space for fitness and exercise equipment for staff.
Vending	4 x 12	1	48	Space for two vending machines.
Break Room	20 x 16	1	320	Provide upper and lower cabinets, space for three four person tables, sink, and refrigerator
Component: Vehicle Storage				
Area Description	Approximate Size	Number of Areas	Net Sq. Feet	Remarks
Command	42 x 15	1	630	Garage storage for vehicle.
Mass Casualty Trailer	34 x 15	1	510	Garage storage for trailer.
Component: Communications				
Area Description	Approximate Size	Number of Areas	Net Sq. Feet	Remarks

SPACE NEEDS PROGRAM

Supervisors Office	12	x	14	1	168	Provide office with area for desk, lateral file storage, and voice and data connections. Locate with line of vision into dispatch area.
Dispatchers	12	x	12	4	576	Area for dispatch consoles expandable to include additional stations. Provide self contained secure environment with acoustical isolation.
Information Technology Office	12	x	14	1	168	Provide office with area for desk, lateral file storage, voice and data connections, and 10 LF of work surface for equipment repair.
Communication Equipment	12	x	20	1	240	Secured room for communications equipment with adequate cooling for equipment.
Storage	10	x	14	1	140	Secured storage room for IT supplies and storage of portable equipment. Provide shelving, power, and work surface.
Toilet	6	x	8	1	48	Lockable unisex toilet with one toilet, one lavatory and direct connection to the Dispatch area.
Kitchen / Break	12	x	16	1	192	Provide casework with upper and lower cabinets, sink, microwave, seating for four and full size refrigerator. Area to be located with line of vision into dispatch area.

Component: EOC

Area Description	Approximate Size	Number of Areas	Net Sq. Feet	Remarks
Directors Office	12 x 14	1	168	Provide office with area for desk, lateral file storage, and voice and data connections
E.O.C.				The Sheriff's Department training room can serve as a shared function. Provide voice and data connections throughout area.
Storage	10 x 12	1	120	Provide secured room for storage of items used in the event E.O.C. is activated. Adequate shelving system to be provided.
Toilets/Showers				Area to be shared with the Sheriff's Department locker room, provide close proximity.

Component: Jail Booking / Process

Area Description	Approximate Size	Number of Areas	Net Sq. Feet	Remarks
Vehicle Sallyport	42 x 60	1	2520	A drive through sallyport with angled parking for 5 patrol cars and one stall suitable for the intake of a juvenile. Direct access to the Processing / Booking Area and temporary evidence storage lockers.
Juvenile Interview	10 x 12	1	120	Locate adjacent to vehicular sallyport for interview of juveniles prior to transport to juvenile facility.
Slam Cell	8 x 12	1	96	Direct access to the Vehicle Sallyport. Cell to include a shower, toilet, flushing floor drain, and bunk or bench.

SPACE NEEDS PROGRAM

Arrestee's Officer SP	14	x	16	1	224	Area for the arresting officer to prepare paperwork and communicate with the booking officer without entering the jail. Direct access to the Vehicle Sallyport. Provide casework and work surface for property surrender. Provide adequate space to perform field sobriety testing.
Toilet	6	x	8	1	48	Lockable unisex toilet with one toilet, one lavatory and direct connection to the officer's sallyport.
Holding	8	x	16	3	384	Holding cell with a combo type toilet and bench or bunk. Direct access to the Vehicle Sallyport and open holding. Provide a view into the cell from booking. Will serve as a line to determine custody. One to be bucking chute style.
Group Holding	16	x	12	2	384	Holding cell with a combo toilet and bench. Provide a view into cell from booking.
Open Hold	16	x	16	1	256	Provide benches with cuff rings in the booking area.
Processing Desk	14	x	20	1	280	Processing Desk to be raised with work surface for 3 positions. Provide voice and data connections, camera monitors, indirect access to the officer's sallyport, and view of all holding cells.
Laundry	8	x	8	1	64	Laundry room with residential style washer and dryer. Access from the officer's sallyport.
Decon	6	x	8	1	48	Secured shower with provisions for a de-licer. Access from the officer's sallyport.
Breathalyzer	8	x	8	1	64	Casework to accommodate the storage of an intoxalyzer. Keep isolated from circulation, but line of vision from the processing desk.
Fingerprint	4	x	10	1	40	Casework to accommodate a fingerprint station, AFIS is current use.
Toilet	6	x	8	1	48	Lockable unisex toilet with one toilet, one lavatory and direct connection to the Booking area for staff use.
Isolation Cells	8	x	12	4	384	Cell to include a combo toilet and bunk for holding of inmates suspected to be contagious or requiring frequent supervision. Provide camera in cell for 24 hour monitoring. View from booking and exhaust to the exterior. Two of the four cells to have negative pressure and exhaust to the exterior.
Issue	8	x	16	1	128	Storage of clean inmate uniforms with direct access to Laundry and inmate Property Storage. Provide pass-thru to Dress In/Out.
Dress In/Out	8	x	8	2	128	Provide shower and combo toilet for arrestee to clean up, change into uniform, and surrender remaining property.
Property Storage	20	x	20	1	400	Provide hanging bag type system for storage of inmate property, area for bulk items, and locked storage for valuables and money. Room to be secured and ventilated to the exterior.
Interview	10	x	12	1	120	Provide secured room for inmate interviews with audio and visual recording.

SPACE NEEDS PROGRAM

Contact Visit	8	x	10	1	80	Provide room for Attorney / Client visitation with a view from booking. Inmate entrance from jail side and Attorney entrance from Public side.
Bond	5	x	10	1	50	Non-contact visit window with pass-thru for paperwork. Inmate entrance from jail side and bonding agent entrance from Public side. Provide supervision from the Booking area.
Briefing	12	x	14	1	168	Shift change area for jail staff use with a table to seat six to eight. Provide acoustical isolation and voice and data connections.
Jail Administrator	12	x	14	1	168	Provide office with area for desk, lateral file storage, and voice and data connections
Jail Supervisor	12	x	16	1	192	Provide office with area for desk, lateral file storage, and voice and data connections. Area to be shared by three shift supervisors.
Classification Office	12	x	14	1	168	Provide office with area for desk, lateral file storage, and voice and data connections. Area to be shared by three shift classification officers.

Component: Detention Support

Area Description	Approximate Size	Number of Areas	Net Sq. Feet	Remarks
Kitchen	36 x 44	1	1584	Full commercial type kitchen with receiving area for deliveries.
Laundry	16 x 16	1	256	Provide commercial laundry equipment and folding table. Direct access to Issue.
Video First Appearance	14 x 16	1	224	Provide secured room with camera and waiting area for five.
Video Visitation				Provide one video visitation station per dayroom.
In / Outdoor Exercise	30 x 50	1	1500	Provide exercise area with glazed retractable overhead door and acoustical treatment.
Control	16 x 16	1	256	Mezzanine level control area with view into detention housing and direct access to toilet.
Nurse	12 x 16	1	192	Provide office with area for desk, lateral file storage, medical records storage, lockable medication storage, and under counter refrigerator, and voice and data connections. Direct access to Exam.
Exam	10 x 14	1	140	Inmate exam room with examination table.
Program / Library	14 x 20	1	280	Area for education programs with tables, seating for 12 inmates, and secured library storage.
Program Storage	8 x 8	1	64	Provide area for storage of tables and chairs when not in use.
Commissary	10 x 12	1	120	Area for delivery and staging of commissary items.

SPACE NEEDS PROGRAM

Break Room	12 x 14	1	168	Provide upper and lower cabinets, space for two four person tables, sink, and refrigerator. Shared with SD break area.
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Component: Detention Housing

Area Description	Approximate Size	Number of Areas	Net Sq. Feet	Remarks
General Population	8 x 12	60	5760	
Dayrooms		5	6750	
Men's Trustee	9 x 40	4	360	
Women's Trustee	9 x 40	4	360	
Women's Work Release	15 x 26	4	390	
Men's Work Release	32 x 26	8	832	

Component: Building Support

Area Description	Approximate Size	Number of Areas	Net Sq. Feet	Remarks
Mechanical		As Required	2800	Equipment rooms located as necessary for mechanical and electrical equipment.
Janitor Closets	4 x 4	4	64	Located as necessary, one for detention housing, one for booking, one for kitchen, and one for Sheriff's Department.
Receiving	12 x 14	1	168	Area to receive deliveries and temporary storage.

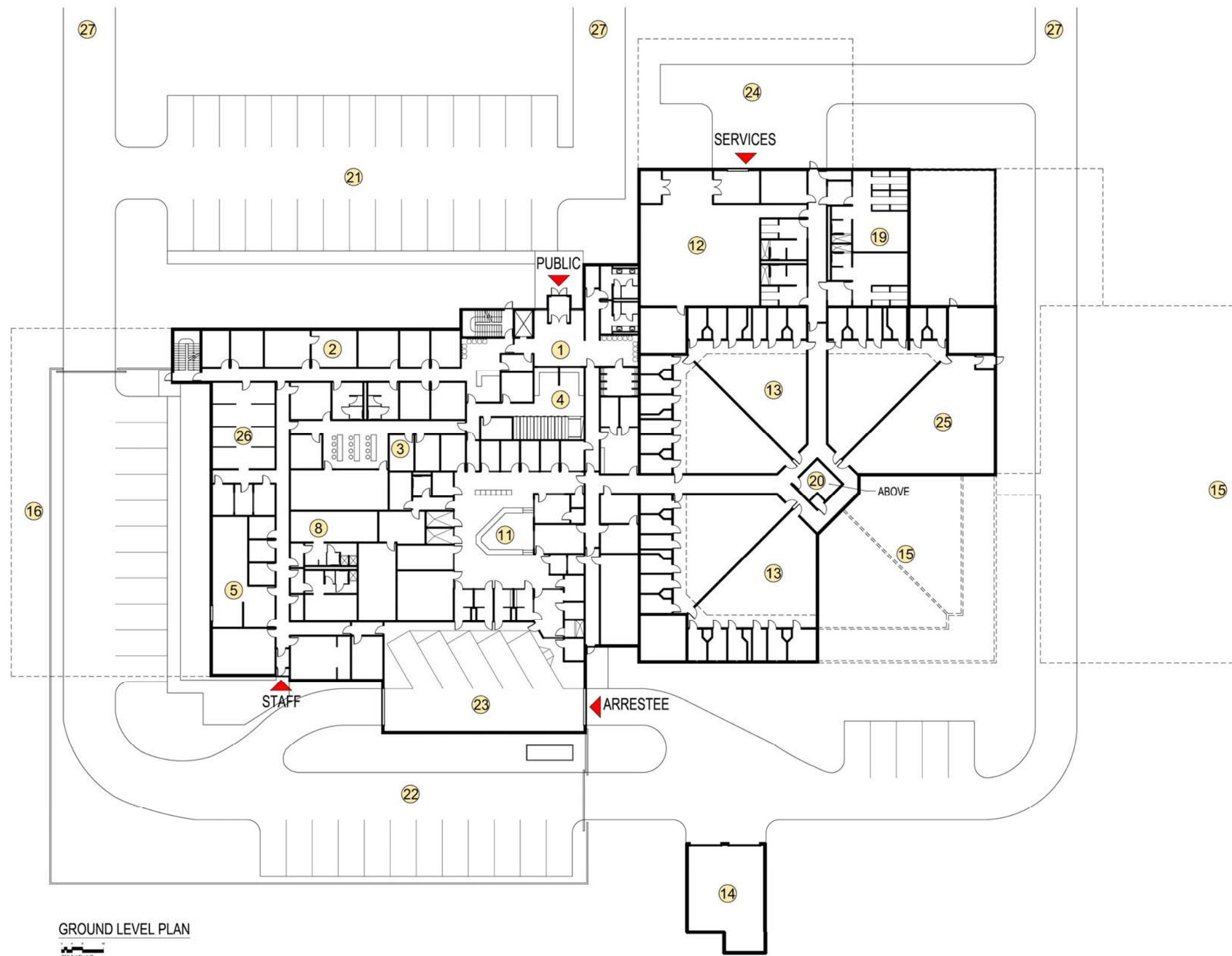
Component: Site

Area Description	Approximate Size	Number of Areas	Net Sq. Feet	Remarks
Public Parking				
Staff Parking				Fenced secure parking area.
Emergency Generator				Secured exterior enclosure, capacity to power all critical functions.
Trash Enclosure				
Impound Area				Area separate from Vehicle Sallyport, exterior fenced area.

The following plan is derived from space needs and functional relationships set out in the space program. The design is staff efficient, incorporates state of the art inmate management concepts and is compliant with current life safety and accessibility codes. The plan also meets constitutional standards set out in The American Corrections Association Construction Standards for Local Adult Detention Facilities.

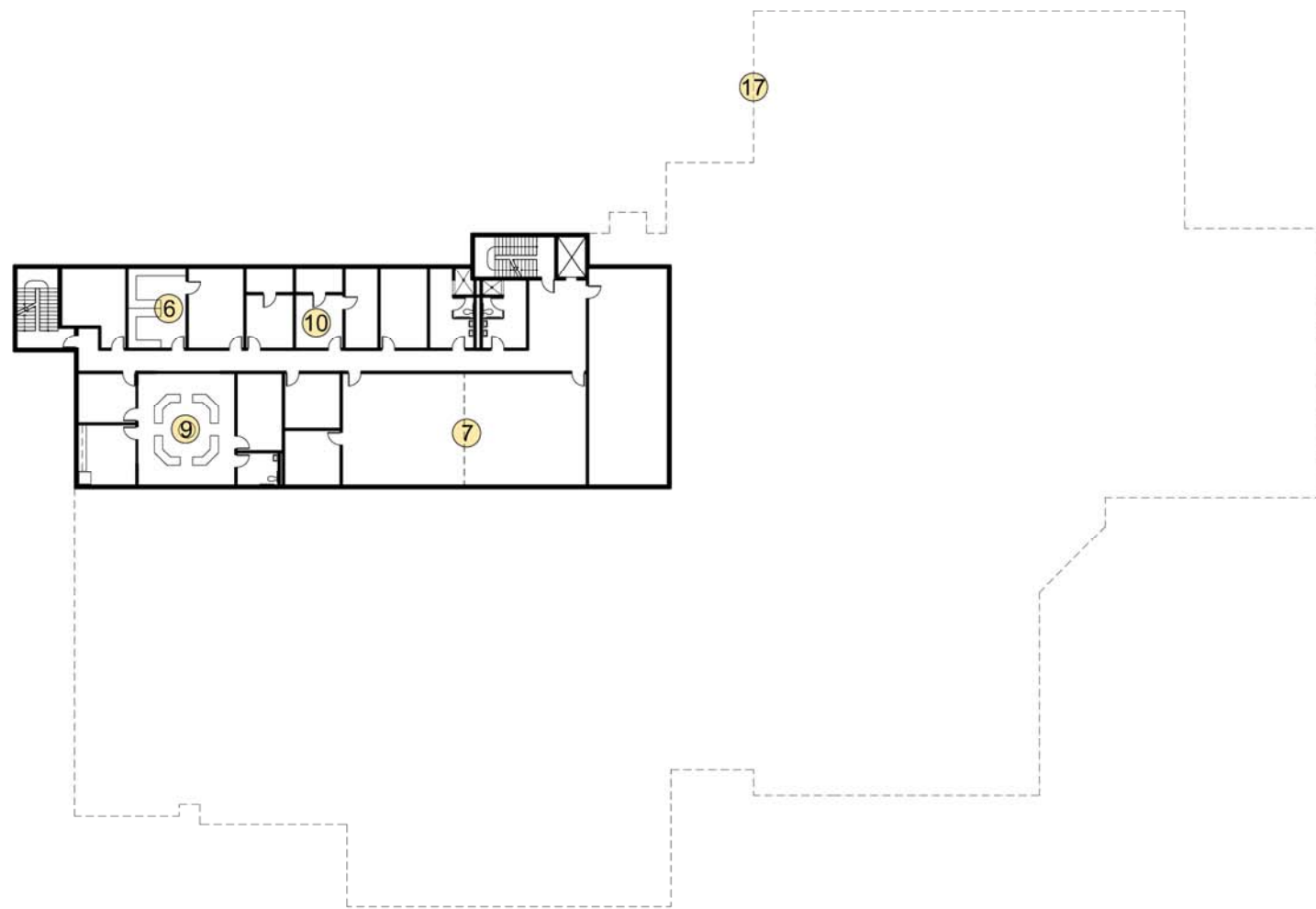
The initial plan meets needs projected by the study for approximately 15 years. The first increment of expansion is achieved by infill construction of two 22 bed classification areas. The study indicates that this addition will meet needs for 5 more years. Detention expansion beyond 20 years is achieved by constructing additional classification areas around a second inmate housing control station. Inmate circulation and access to detention support functions, included in the initial facility will serve both increments of expansion. Space will be reserved adjacent to law enforcement and detention support for future expansion of those areas.

The site will allow for ample parking and parking expansion when needed. Secured parking is provided for the Sheriff's Department and Jail operations staff. A free standing structure will accommodate the Vehicle Storage Component.



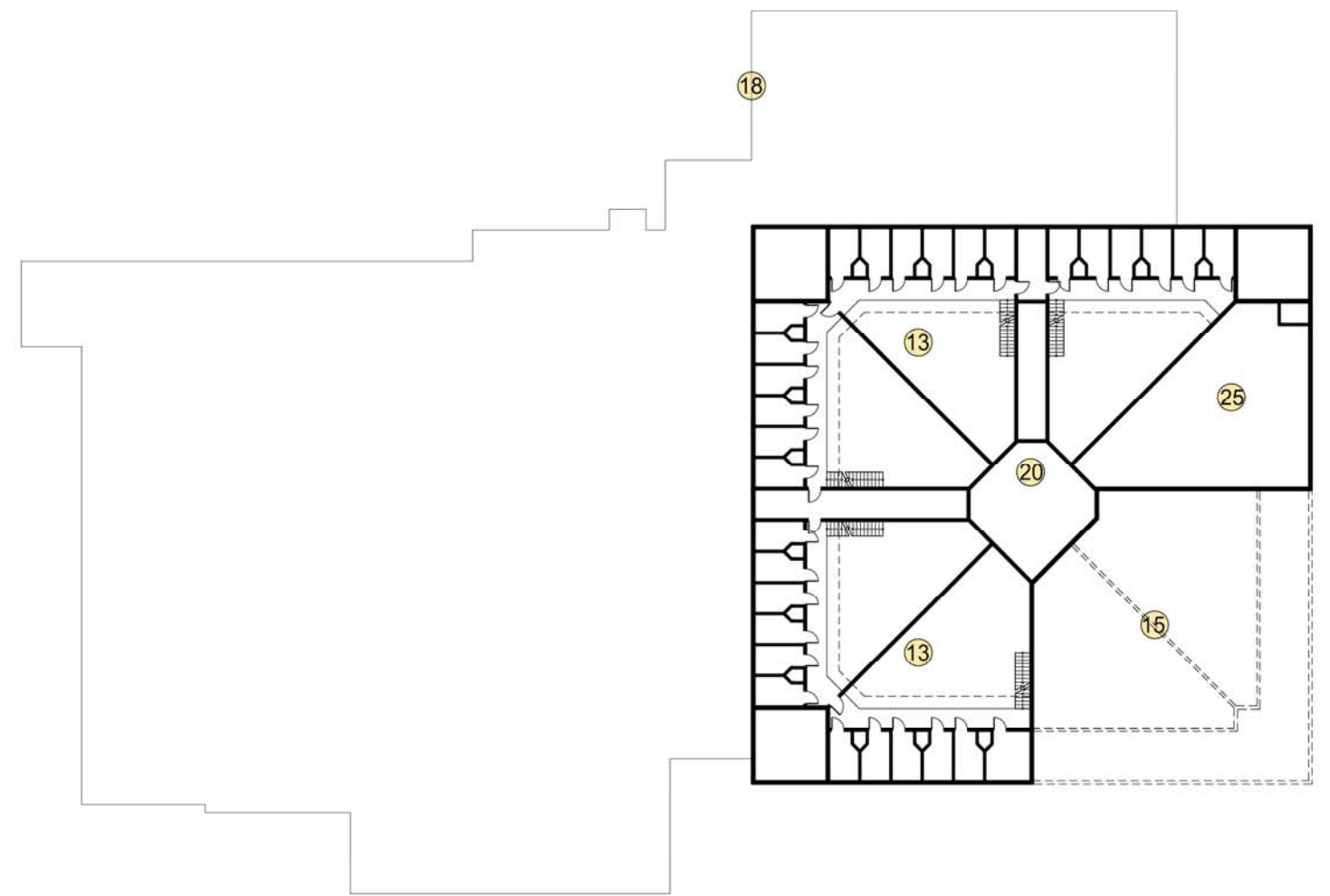
- 1 PUBLIC
- 2 SHERIFF'S DEPARTMENT ADMIN.
- 3 PATROL
- 4 RECORDS
- 5 EVIDENCE
- 6 ARMORY
- 7 TRAINING/ EMERGENCY OPERATIONS CENTER
- 8 SHERIFF'S DEPARTMENT SUPPORT
- 9 COMMUNICATIONS
- 10 EMERGENCY MANAGEMENT
- 11 JAIL BOOKING & PROCESS
- 12 DETENTION SUPPORT
- 13 DETENTION HOUSING
- 14 S.D. VEHICLE STORAGE
- 15 DETENTION EXPANSION
- 16 LAW ENFORCEMENT EXPANSION
- 17 OUTLINE OF BUILDING ABOVE
- 18 OUTLINE OF BUILDING BELOW
- 19 WORK RELEASE
- 20 CONTROL
- 21 PUBLIC PARKING
- 22 SECURED STAFF PARKING
- 23 VEHICLE SALLY PORT
- 24 DETENTION SUPPORT EXPANSION
- 25 INDOOR/ OUTDOOR EXERCISE
- 26 INVESTIGATING
- 27 ACCESS TO PUBLIC ROAD SYSTEM

- 1 PUBLIC
- 2 SHERIFF'S DEPARTMENT ADMIN.
- 3 PATROL
- 4 RECORDS
- 5 EVIDENCE
- 6 ARMORY
- 7 TRAINING/ EMERGENCY OPERATIONS CENTER
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- 16 LAW ENFORCEMENT EXPANSION
- 17 OUTLINE OF BUILDING ABOVE
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- 19 WORK RELEASE
- 20 CONTROL
- 21 PUBLIC PARKING
- 22 SECURED STAFF PARKING
- 23 VEHICLE SALLY PORT
- 24 DETENTION SUPPORT EXPANSION
- 25 INDOOR/ OUTDOOR EXERCISE
- 26 INVESTIGATING
- 27 ACCESS TO PUBLIC ROAD SYSTEM



LOWER LEVEL PLAN

SCALE 1/4" = 1'-0"



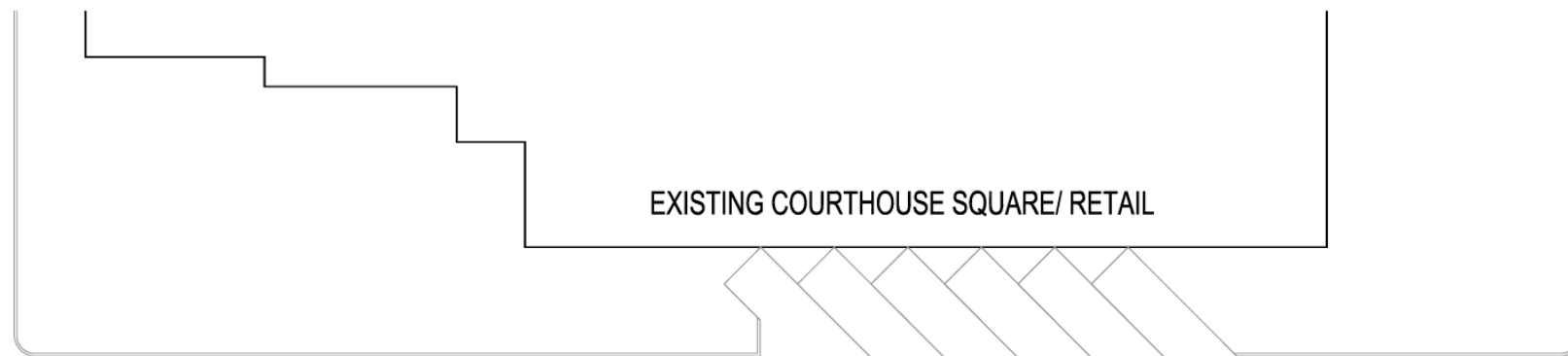
MEZZANINE LEVEL PLAN

SCALE 1/4" = 1'-0"

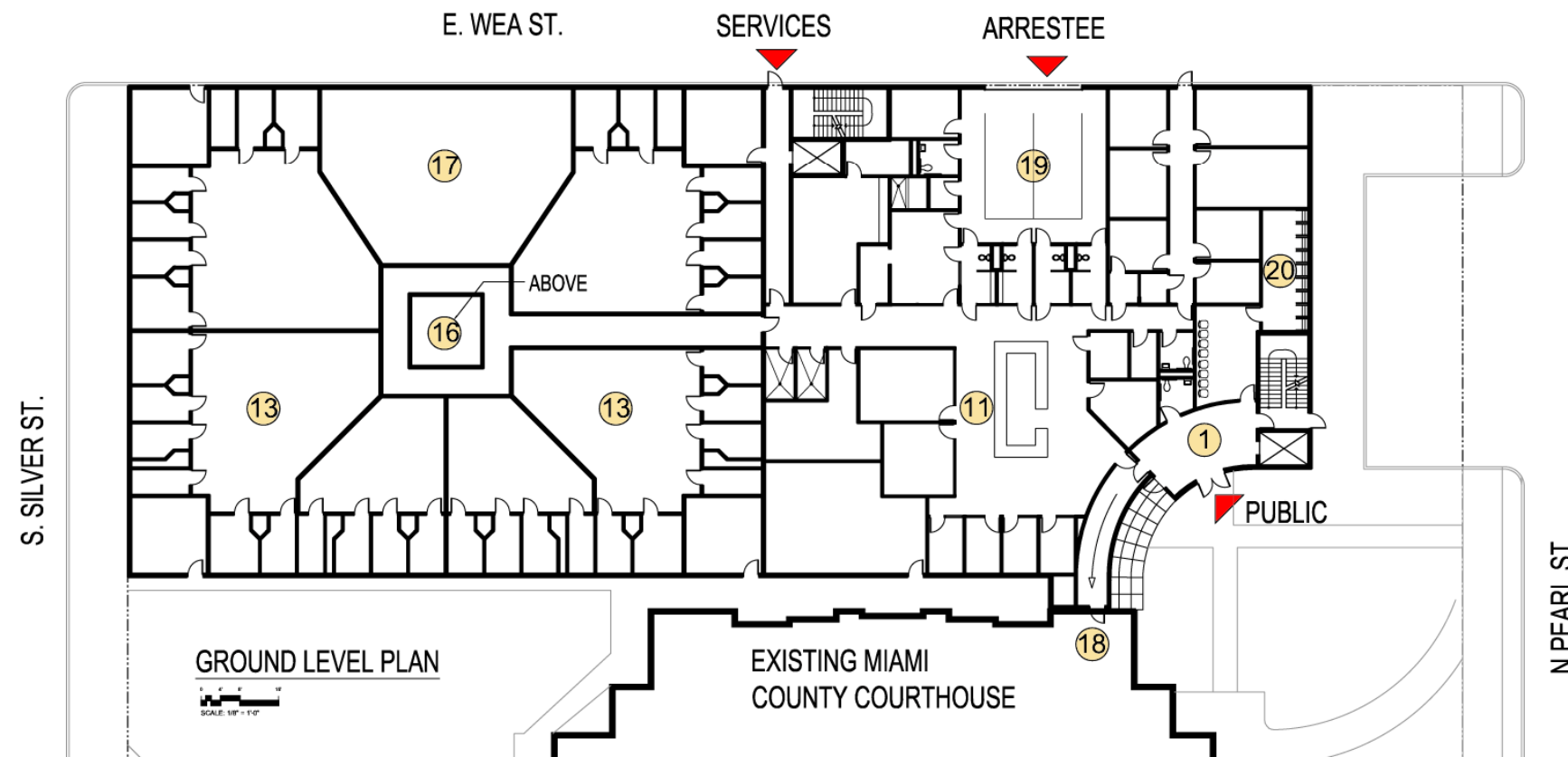
The following plan uses the same space program as the conceptual plan. The design incorporates state of the art inmate management concepts and is compliant with current life safety and accessibility codes. The plan also meets constitutional standards set out in The American Corrections Association Construction Standards for Local Adult Detention Facilities.

The jail, jail support, Sheriff's Department, and support are separated between three floors. Some of the areas identified in the Space Needs Program have been reduced to accommodate the existing limits to the site. The initial plan meets needs projected by the study for approximately 15 years.

The available site is constrained by the Courthouse, roads and an alley. The size and layout of the site does not allow for economical future expansion capabilities. Additional parking and the vehicle storage component required will require off-site development.

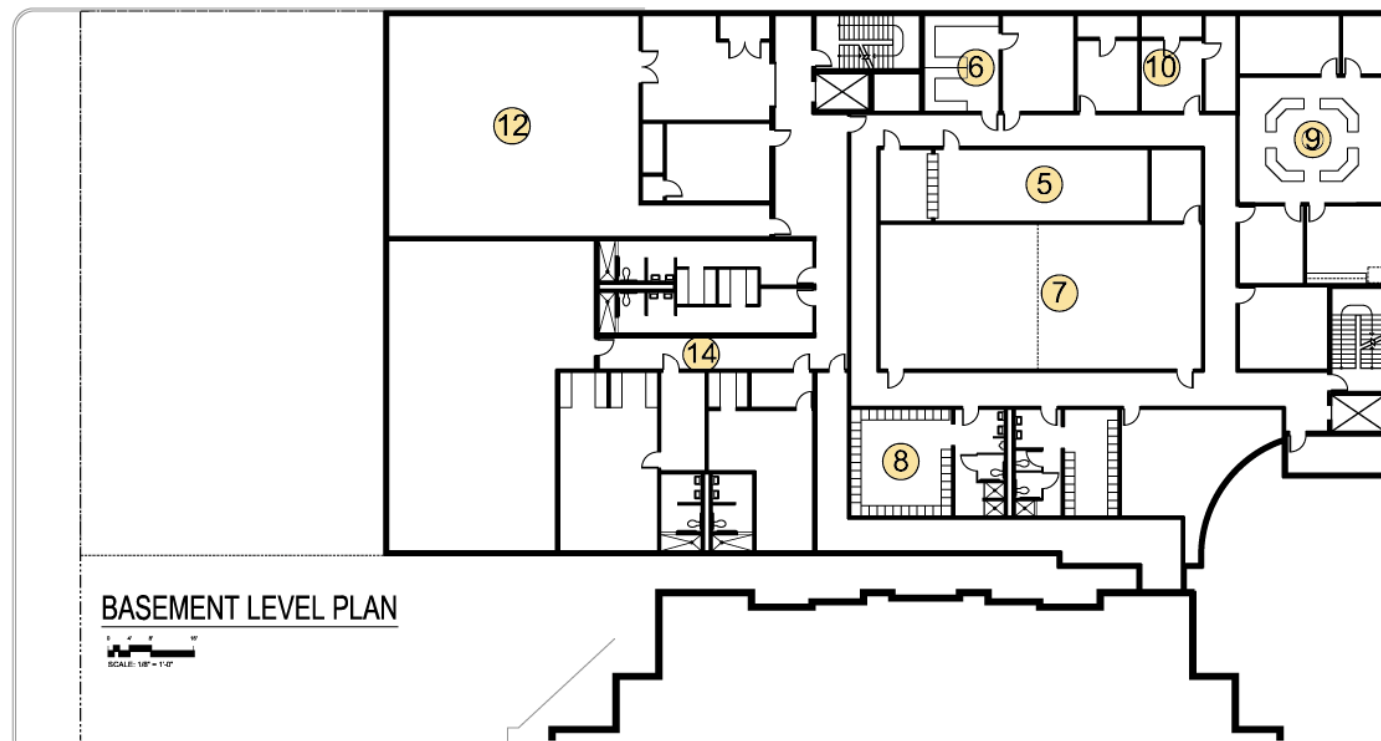


- 1 PUBLIC
- 2 SHERIFF'S DEPARTMENT ADMIN.
- 3 PATROL
- 4 RECORDS
- 5 EVIDENCE
- 6 ARMORY
- 7 TRAINING/ EMERGENCY OPERATIONS CENTER
- 8 SHERIFF'S DEPARTMENT SUPPORT
- 9 COMMUNICATIONS
- 10 EMERGENCY MANAGEMENT
- 11 JAIL BOOKING & PROCESS
- 12 DETENTION SUPPORT
- 13 DETENTION HOUSING
- 14 WORK RELEASE
- 15 INVESTIGATING
- 16 CONTROL
- 17 INDOOR/ OUTDOOR EXERCISE
- 18 ACCESS TO COURTHOUSE
- 19 VEHICLE SALLYPORT
- 20 VISITATION



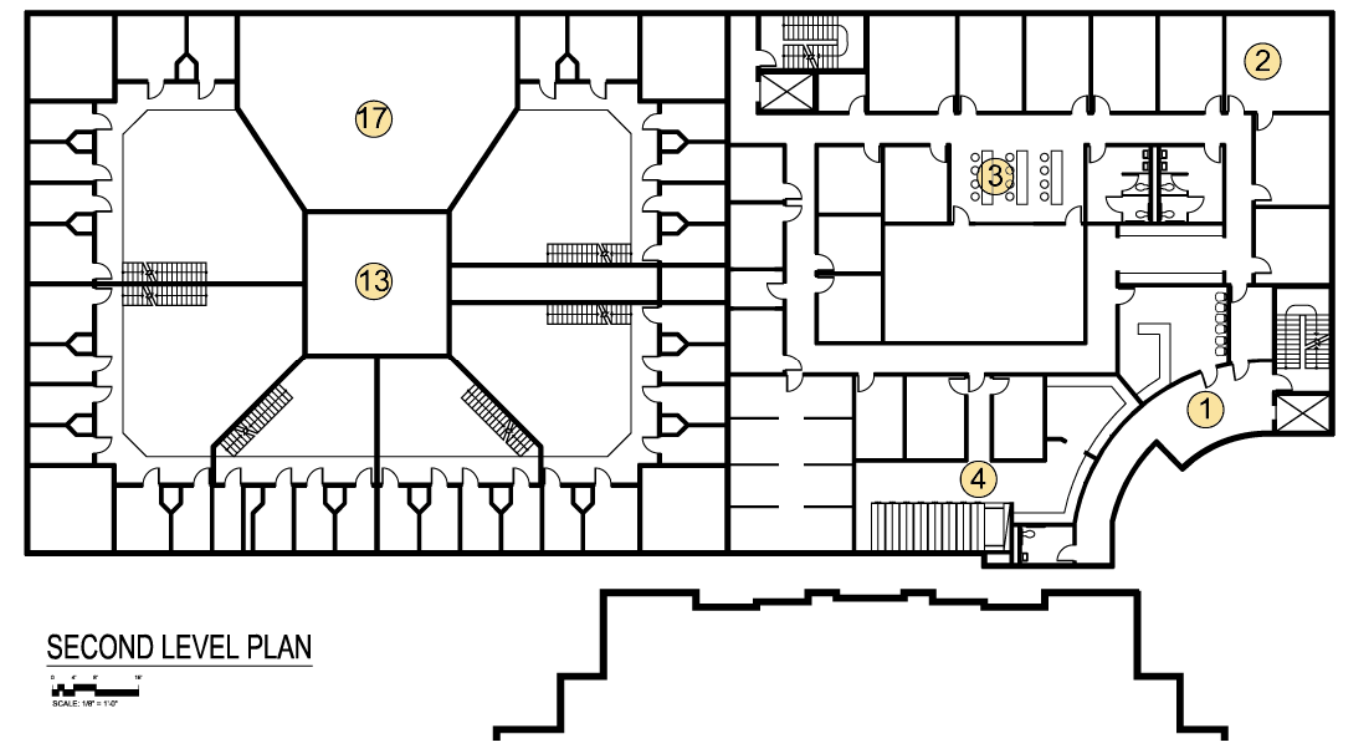
- 1 PUBLIC
- 2 SHERIFF'S DEPARTMENT ADMIN.
- 3 PATROL
- 4 RECORDS
- 5 EVIDENCE
- 6 ARMORY
- 7 TRAINING/ EMERGENCY OPERATIONS CENTER
- 8 SHERIFF'S DEPARTMENT SUPPORT
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S. SILVER ST.



BASEMENT LEVEL PLAN

SCALE: 1/8" = 1'-0"



SECOND LEVEL PLAN

SCALE: 1/8" = 1'-0"

Site Analysis

Site analysis for the Miami County Law Enforcement Center began with the identification of the minimum requirements for site to be considered. These requirements included eight to ten acres, access to county roadway system, sloping topography of less than 5%, availability of basic utilities including, water, sanitary sewer, gas, electricity plus accessibility to the County Courts system.

Eight sites were identified in the County for review, the criteria for analysis included the following:

- Building Construction Cost
- Site Preparation Cost
- Land Acquisition Cost
- Staffing and Operation Costs
- Proximity to Courts
- Adjacent Land Use
- Citizen Access
- Community Goals

Each site was also examined for its ability to contain the required Program in a functional arrangement.

SFS conducted research and collected data on all sites. In the review and analysis, a matrix was developed which assigned a value to each criteria. After evaluation of all the sites and discussions with the Commissioners, Sheriff Department and Staff, two sites were selected for further consideration. The sites chosen were the former State Hospital site along Osawatomie Road and the current Jail site north of the Miami County Court House. Additional planning work was completed to determine the appropriateness of each site to fulfill the program needs.

The conceptual floor plans and site land use plans used in the planning of the facility were also used to develop order of magnitude construction cost estimates.

The former State Hospital site provides a relatively level site with limited vegetation and utilities nearby or on site. Existing hospital construction does not indicate problematic conditions with soil or foundation systems. Access to 169 Highway is via 327th Street, although adjacent roads will need improvement with the increase in traffic. The site allows for a majority of program functions to be placed on grade with only the Training/EOC and Communications being placed below grade for weather related and safety reasons. Expansion is feasible for all program areas

of the Law Enforcement Center. On site enclosed storage of the Departments Mobile Command Center and Mass Casualty Trailer is available. The site is a 20 minute drive from the existing Miami County Courthouse but will require a holding facility to be built at the Courthouse to provide a secure environment for transfer of Inmates.

The existing Sheriff Department and Jail site in Paola provides direct access to the County Courts System but requires a multi story facility to be built. The existing Sheriff's Department and Jail will also need to be removed to make way for the new LEC to be constructed. Expansion on site will be limited or vertical in nature with the entry into the facility being located to the east across from the County Administration Building. All parking now located on site will be lost to construction and will need to be replaced with off site parking. Storage for the County Mobile Command Center and Mass Casualty Trailer will also need to be located off site.

Each site provides opportunities and liabilities. Planning work was completed to test the sites for their abilities to perform the program requirements.

Introduction

The most basic issue in developing the staffing levels for the new Miami County Jail was to determine the coverage factors, shift cycles and patterns, and organizational structures in order to determine the number of staff needed to effectively manage and operate the new jail.

Facility Characteristics

It is important to recognize that there are no simple and final answers for determining staffing needs, as every jail operates under procedures that vary from those of other facilities. As a result, jails that appear to be similar can frequently have markedly contrasting populations and functions. The determination of a proper staffing level, therefore, is generally based on the actual workload requirements anticipated for the facility.

The determination of a proper staffing level, therefore, is generally based on the actual workload requirements anticipated for the facility.

Productivity

Productivity is measured by dividing outputs by inputs. The way to improve productivity is to either increase workload levels without hiring additional staff or increasing budgets, evaluate or reorganize work tasks, so staff can complete them more efficiently, or add new technology into work process. What is important to remember about productivity is that it must not become an end in itself, rather it is important to select the most cost efficient and effective method.

Shift Patterns

Employees typically work about forty hours per week. Shift patterns represent methods of structuring and dividing this time across a shift cycle. While conventionally, employees work five days per week, eight hours per day, the actual duration of work tasks does not always coincide with the leisure-time preferences of employees. Conversely, a facility typically requires fewer staff during the morning hours when inmates are locked down and sleeping, however with twelve hour shifts, the same staffing pattern is frequently maintained for both day, evening and morning shifts even though the level of activity differs significantly.

Posts and Positions

The term "post" is used to refer to a specific job, defined by its location, time, and duties, but which may be filled interchangeably by a number of officers. The term "position" refers to a single person who has benefits such as days off, vacation time, and sick leave that limit the amount of time a staff member can be assigned to a post. In determining the number of persons to be employed to fill a post, one must consider the total hours the post is required (i.e., 8 hours five days a week, 24 hours seven days a week, etc.), plus a factor or contingency to cover for vacation, other leaves, employee turnover, training obligations, and other factors. This calculation will determine the number of positions required to fully staff the post.

Coverage Factors

In order to understand how the new jail will be staffed it is important to be familiar with the concept of post coverage and how this translates into full-time employees. Use of a coverage factor is necessary to determine the number of positions necessary to accomplish a function. Even though the job may not require continual duty, time for leave and training reduces the time available for normal duties. Therefore, a coverage or relief factor must be considered in determining the number of employees needed to get the work done. The jail will operate 24 hours per day, 365 days per year. The number of personnel that are required to operate the facility is based upon the number of posts, the hours the post is to be staffed, and the amount of relief positions required to cover when staff take vacations or are absent from work due to illness, holidays, training, military leave, and other authorized time off.

The jail will operate 24 hours a day, 365 days a year.

Operational Factors

- The jail will operate 24 hours a day, 365 days a year.
- A wide spectrum of programs and services will be provided to the inmates.
- The facility is considered a high-risk setting, where inmates are often dangerous to staff, other inmates and/or themselves.
- Inmate populations can fluctuate widely throughout the year and even on a day-to-day basis.
- Intake, release, control, and inmate housing areas require staff availability at all times.
- Perimeter access and internal circulation movement must be controlled at all times.

- Back-up support will be available for staff in all areas of the facility.
- Inmates will be under direct and continuous staff supervision.
- Staff coverage for each post will vary from 24, 16, or 8 hour shifts.
- The relief coverage factor contains a relief staff to minimize the use of overtime.

Staffing Goals

- Provide a cost-effective means of supervising the inmates;
- Provide an adequate level of safety and protection for staff, inmates and public;
- Allow staff to perform all routine detention activities;
- Promote the active and continuous means of inmate supervision;
- Provide sufficient staff to respond to emergency situations;
- Train staff well;
- Decrease the vulnerability to civil liability for "failure to protect;"
- Provide sufficient personnel to cover all designated posts without the routine use of overtime.

The operation of the jail requires effective roster management whereby work schedules are developed which improve and enhance coordination between shifts and reduce the probability that one shift might be under-staffed while another is over-staffed.

Roster Management

The operation of the jail requires effective roster management whereby work schedules are developed which improve and enhance coordination between shifts and reduce the probability that one shift might be under-staffed while another is over-staffed. This coordination permits a balanced use of available staff. The success of a good roster management system is dependent upon a post priority system. For example, unusual circumstances (not including inmate disturbances) may result in fewer staff available to work a given shift. A post priority system will guide management decisions in developing alternate post assignments or closing of posts. Closed posts will then be consolidated with other posts. This type of roster management system could reduce overtime expenditures. The closing of a post should only be temporary.

Staff Recommendation

The jail will be managed by a jail administrator who will report to the chief deputy. This type of communication vehicle will provide better staff and inmate communication and understanding, better classification and program planning, more effective program reviews and adjustments, early detection of problems before they reach critical proportions, development of common goals that encourage cohesiveness, a more positive working environment for both inmates and staff, staff involvement in the security process and management decision-making, and increased program flexibility because special areas can be developed to meet the needs of the staff and inmates.

The following contains two staffing plans for the proposed new Miami County Jail. The first plan was developed based upon a downtown site option and the second based upon a Greenfield site option. Neither plan includes kitchen, medical, nor program staff which may be contracted employees.

Courthouse Site						
Post / Position	Shift			Relief Factor	Total Staff	Comments
	Day	Evening	Morning			
Jail Administrator	1.0	0.0	0.0	1.0	1.0	
Secretary	1.0	0.0	0.0	1.0	1.0	
Accounting / Records Clerk	1.0	0.0	0.0	1.0	1.0	inmate accounts/commissary / records
Shift Supervisor	1.0	1.0	1.0	1.7	5.1	
Classification Officer	1.0	0.0	0.0	1.0	1.0	
Trustee Officer	1.0	1.0	0.0	1.7	3.4	laundry/ kitchen / janitorial
Control Officer	1.0	1.0	1.0	1.7	5.1	lobby / housing
Utility Officer	1.0	1.0	1.0	1.7	5.1	booking / back-up / escort
Housing Officer	1.0	1.0	1.0	1.7	5.1	
Total Staff	9.0	5.0	4.0		27.8	

STAFFING PLAN

Greenfield Site						
Post / Position	Shift			Relief Factor	Total Staff	Comments
	Day	Evening	Morning			
Jail Administrator	1.0	0.0	0.0	1.0	1.0	
Secretary	1.0	0.0	0.0	1.0	1.0	
Accounting / Records Clerk	1.0	0.0	0.0	1.0	1.0	inmate accounts/commissary / records
Shift Supervisor	1.0	1.0	1.0	1.7	5.1	
Classification Officer	1.0	0.0	0.0	1.0	1.0	
Trustee Officer	1.0	1.0	0.0	1.7	3.4	laundry / kitchen / janitorial
Control Officer	1.0	1.0	1.0	1.7	5.1	lobby / housing
Utility Officer	1.0	1.0	1.0	1.7	5.1	booking / back-up / escort
Housing Officer	1.0	1.0	1.0	1.7	5.1	
Transport Officer	2.0	0.0	0.0	1.0	2.0	
Total Staff	11.0	5.0	4.0		29.8	

Note: Does not include kitchen, medical, and program staff which may be contracted employees.

**PROJECT BUDGET
GREENFIELD CONCEPTUAL PLAN**

Construction Contract	\$14,211,000
Professional Fees	\$1,208,000
Design and Construction Contingency	\$995,000
Office Furnishings	\$200,000
Construction Testing	\$50,000
Reproduction and Miscellaneous Expenses	\$40,000
Subtotal	\$16,704,000
Allowance for Holding Area Remodel	\$575,000
Allowance for Vehicle Storage	\$401,000
PROJECT BUDGET	\$17,680,000

Notes:

1. *Assumes bidding during third quarter 2009.*
2. *Assumes project will be constructed under a single general construction contract.*
3. *Not included in budget:*
 - a. *Land Acquisition.*
 - b. *Legal, issuance and finance cost.*
 - c. *Computers and other office equipment.*
 - d. *Start-up supplies and moving expenses.*
4. *Includes equipment for video visitation and court appearance.*

**PROJECT BUDGET
COURTHOUSE CONCEPTUAL PLAN**

Construction Contract	\$15,484,000
Professional Fees	\$1,434,000
Design and Construction Contingency	\$1,085,000
Office Furnishings	\$200,000
Construction Testing	\$50,000
Reproduction and Miscellaneous Expenses	\$40,000
PROJECT BUDGET	\$18,293,000

Notes:

1. *Assumes bidding during third quarter 2009.*
2. *Assumes project will be constructed under a single general construction contract.*
3. *Not included in budget:*
 - a. *Land Acquisition*
 - b. *Legal, issuance and finance cost.*
 - c. *Computers and other office equipment.*
 - d. *Start-up supplies and moving expenses.*
4. *Includes equipment for video visitation and court appearance.*

**ANALYSIS OF COSTS ASSOCIATED
WITH HOUSING INMATES OUT OF COUNTY**

The inmate population projections indicate the need for more jail beds, continued use of the existing jail will result in more inmates being housed in other Counties. Costs of housing inmates in other counties were developed using the inmate population projections, the daily cost, and an allowance for transportation. The current jail capacity is maintained at 22 beds to develop the number of beds needed from another source. The daily cost per inmate was increased yearly to account for inflation. A daily transportation allowance was developed based on one trip per day, which is the current average (2006), and increased as the need for more beds has increased. The following chart is the result:

Year	Beds Needed	Jail Capacity	Additional Needs	Cost / Bed	Transport Allowance	Yearly Total	Monthly Cost
2007	32	22	10	\$40.00	\$200.00	\$219,000.00	\$18,250.00
2008	44	22	22	\$43.00	\$400.00	\$491,290.00	\$40,940.83
2009	56	22	34	\$47.00	\$400.00	\$729,270.00	\$60,772.50
2010	67	22	45	\$50.00	\$400.00	\$967,250.00	\$80,604.17

Total Spent by Year 2010 **\$2,406,810.00**

2011	72	22	50	\$50.00	\$600.00	\$1,131,500.00	\$94,291.67
2012	77	22	55	\$53.00	\$600.00	\$1,282,975.00	\$106,914.58
2013	82	22	60	\$56.00	\$600.00	\$1,445,400.00	\$120,450.00
2014	87	22	65	\$58.00	\$500.00	\$1,558,550.00	\$129,879.17
2015	94	22	72	\$60.00	\$600.00	\$1,795,800.00	\$149,650.00

Years 2011 to 2015 \$7,214,225.00

Total Spent by Year 2015 **\$9,621,035.00**

2016	98	22	76	\$60.00	\$700.00	\$1,919,900.00	\$159,991.67
2017	102	22	80	\$63.00	\$700.00	\$2,095,100.00	\$174,591.67
2018	110	22	88	\$66.00	\$800.00	\$2,411,920.00	\$200,993.33
2019	118	22	96	\$68.00	\$800.00	\$2,674,720.00	\$222,893.33
2020	125	22	103	\$70.00	\$900.00	\$2,960,150.00	\$246,679.17

Years 2016 to 2020 \$12,061,790.00

Total Spent by Year 2020 **\$21,682,825.00**

2021	128	22	106	\$70.00	\$900.00	\$3,036,800.00	\$253,066.67
2022	135	22	113	\$73.00	\$1,000.00	\$3,375,885.00	\$281,323.75
2023	142	22	120	\$76.00	\$1,000.00	\$3,693,800.00	\$307,816.67
2024	149	22	127	\$78.00	\$1,000.00	\$3,980,690.00	\$331,724.17
2025	154	22	132	\$80.00	\$1,000.00	\$4,219,400.00	\$351,616.67

Years 2021 to 2025 \$18,306,575.00

Total Spent by Year 2025 **\$39,989,400.00**