

February 19, 2015

Codington County Commissioners

- Lee Gabel, District 1
- Tyler McElhany, District 2
- Myron Johnson, District 3
- Elmer Brinkman, Chairman, District 4
- Brenda Hanten, District 5

Codington County Courthouse
14 1st Avenue SE
Watertown, South Dakota 57201

Subject: **Proposal for Conducting a Jail Needs Assessment for Codington County**

Dear Codington County Commissioners:

Thank you for this opportunity to submit my proposal for conducting a Jail Needs Assessment for Codington County. I have included information on:

- My background, qualifications, and jail consulting experience;
- A proposed scope of services and project approach;
- A project schedule; and
- A fee proposal.

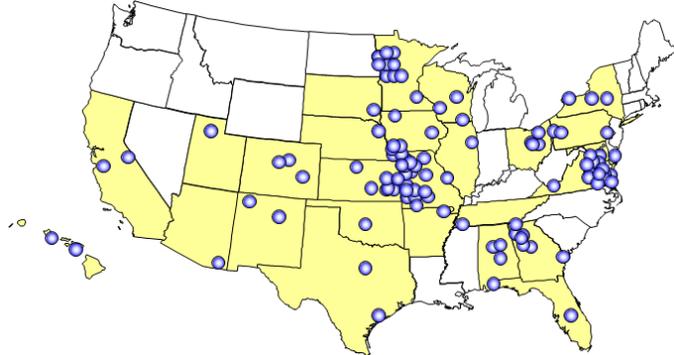
Watertown is my home town. Over the past several years, I have followed the situation with the Codington County Detention Center, including visits with Chairman Brinkman and a tour of your existing jail facility. I have also had the opportunity to review the Jail Analysis material on Codington County's Justice Advisory Committee website, including the 2006 Jail Facility Assessment and your jail population trends and projections. It is clear to me that Codington County would benefit from a more formal and structured needs assessment, in order to provide the County Commission with the information necessary for facility planning purposes.

Background, Qualifications, and Jail Consulting Experience

National Jail Consulting Experience — For more than 25 years, I have been a nationally-recognized consultant specializing in the planning, design, and operation of jail facilities. I have directed or assisted with jail planning projects for more than 100 cities and counties in 27 states, and assisted with three state correctional master plans. My work has been specialized in the development of jail needs assessment studies, regional jail feasibility studies, inmate population trends and projections, facility evaluations, alternatives to incarceration, operational cost studies, space programming, jail staffing plans, standards compliance, and the activation of new jail facilities and offender programs.

I am currently self-employed and work as an independent jail consultant. I have previously served as the Senior Justice Planner at DLR Group, as the Senior Program Manager for the Justice Division at The Facility Group, as Vice President of CSG Consultants, and as the Senior Criminal Justice Planner for Correctional Services Group — all of which involved the same type of jail facility and operational consulting services.

JAIL CONSULTING PROJECTS



As a consultant, I have served as an expert witness in federal court on jail conditions, inmate violence, and overcrowding. I have completed the Planning of New Institutions (PONI) program at the National Institute of Corrections (NIC), and NIC training on Objective Jail Classification. I have also been a presenter at a workshop on planning new jails for the Kansas Association of Counties.

Previous South Dakota State Government Experience — Before becoming a consultant in 1989, I spent seven years in South Dakota state government. I served on the Governor's staff through two administrations (Governors Janklow and Mickelson) as the Executive Policy Analyst and Management Analyst for Corrections, and was the State Project Director for Corrections. I later served as the Executive Assistant to the Secretary of the Department of Corrections (Lynne DeLano), and assisted with the oversight of the state correctional institutions and parole services.

While in state government, I coordinated the expansion of the state prison system, and monitored compliance with a federal court order on conditions of confinement and overcrowding at the South Dakota State Penitentiary. I also coordinated the closure of the University of South Dakota at Springfield and its conversion into a medium-security prison facility with vocational training for inmates.

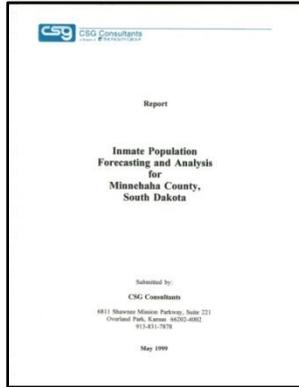
I coordinated the implementation of an intensive probation program with the Unified Judicial System, and an intensive parole program for the Board of Pardons & Paroles, to assist with the management and control of the state prison population. I was also responsible for coordinating the passage of a state constitutional amendment to reorganize South Dakota's correctional institutions and state hospitals into a cabinet-level Department of Corrections and Department of Human Services.

City Council and Civic Involvement — I am currently the Mayor Pro Tem for the City of Gladstone, Missouri, and have served on the City Council since 2011. I previously served on the Gladstone Planning Commission for four years, as Chairman in 2011, and as Vice Chairman in 2009 and 2010. I also completed the Gladstone Leadership Academy in 2011.

Education — I have a Bachelor of Science degree in Criminal Justice from the University of South Dakota (USD), conferred in 1981. I was the President of the USD Student Association, and was elected President of the South Dakota Student Federation, representing students at seven state colleges and universities.

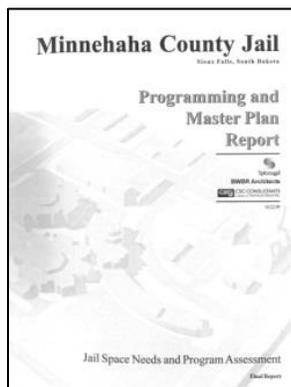
I graduated from Watertown Senior High School in 1976.

Minnehaha County Jail Experience — I have served as a jail consultant for the Minnehaha County Commission, Sheriff's Department, and Criminal Justice Advisory Committee since 1999.



In 1999, I was retained by Minnehaha County through my consulting firm — CSG Consultants — to conduct an analysis of the County's inmate population trends and to develop inmate population projections as part of the planning process that led to the construction of the County's current 400-bed downtown jail facility. The study included:

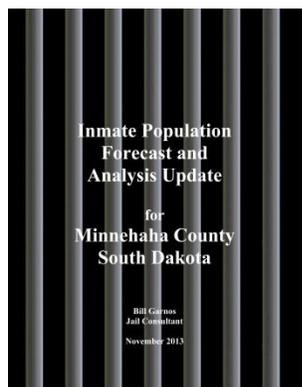
- A review of six previous studies and reports on the County's jail needs;
- A review of the current population and population projections for Minnehaha County and surrounding counties;
- A review of statistical reports on the number of Crime Index Offenses reported in Minnehaha County, and a review of the number and type of criminal cases filed in Circuit Court in Minnehaha County;
- A detailed analysis of Minnehaha County's inmate population trends, including the total number of bookings each month, and the average daily population (ADP) each month by gender, by jurisdiction, and by facility;
- The development of inmate population projections and a forecast of the County's jail capacity requirements; and
- A review of the Technical Assistance Report prepared by the NIC, and a review of the current programs that provide an alternative to incarceration in Minnehaha County



Later in 1999, I was the jail planning consultant on a team with Spitznagel, Inc. and BWBR Architects to develop the programming (space requirements) and Master Plan for jail construction.

I assisted that portion of the project by providing:

- Jail planning principles and standards;
- The architectural and operational program;
- The staffing plan; and
- The estimated annual operating costs for the new jail.



In 2013, I was retained by the Minnehaha County Commission to work with the Sheriff's Department and the Criminal Justice Advisory Committee to update the County's inmate population trends and projections for facility planning purposes.

Following extensive data collection and analysis, the final report was completed in November 2013, and presented to the Criminal Justice Advisory Committee in January 2014. The final report was organized as follows:

- **Executive Summary** — Provides an overview of the project and final report, and the study's primary findings and conclusions.
- **I. Review of Previous Studies** — Provides a review of two previous studies involving the Minnehaha County Jail, including the *Inmate Population Forecasting and Analysis* completed by CSG Consultants in 1999, and the NIC's *Jail and Justice System Assessment* in 2012.
- **II. Criminal Justice Statistical Indicators** — Provides a review of current trends in the County's criminal justice system, including crime, arrests, and criminal case filings, and the impact of these trends on the County's current and future jail needs.
- **III. Inmate Population Trends** — Provides a detailed analysis of current trends in the County's inmate population, including monthly and annual data on the number of jail bookings, the average daily population (ADP) of inmates, the high and low inmate population, length of stay, and number of inmates on work release.
- **IV. Inmate Population Projections** — Provides inmate population projections and a forecast of jail capacity requirements for Minnehaha County. This section includes a review of the current population projections for Minnehaha County and surrounding counties, and a detailed breakdown of the current capacity of the County's two current jail facilities.
- **V. Conclusions and Recommendations** — Provides conclusions and recommendations for the Criminal Justice Advisory Committee's consideration.

The report includes a huge amount of material, with numerous graphs, data tables, and extensive narrative to assist the County with its current jail facility planning efforts. The data in this report has also been used to support the discussion of other important issues — including alternatives to incarceration, the use of electronic monitoring for work release inmates, the impact of the state's Criminal Justice Initiative (SB 70), and housing inmates for other jurisdictions.

In April 2014, the Minnehaha County Criminal Justice Advisory Committee issued its Interim Report, and recommended that the final report's inmate population forecast be used as the basis for planning the County's future jail capacity requirements.

Since then, I have continued working with the County's Criminal Justice Advisory Committee on the Jail Master Plan for the expansion of their downtown jail facility. The Committee is working with the architectural firms of TSP, Inc. of Sioux Falls, and Shive-Hattery of West Des Moines, Iowa on the current assessment of different facility expansion options.

Proposed Scope of Services and Project Approach

This proposal is not submitted in response to a Request for Proposals (RFP) with a specified scope of services. Therefore, I have tried to identify the types of information that I believe Codington County needs to (1) properly evaluate its current jail facility, (2) assess the current and future demand for jail services in the County, and (3) the resources that are currently available (or needed) to address those needs. Consideration will also be given to identifying services and programs to better manage and control the County's need for additional jail capacity.

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

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

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

Project Approach — Throughout the project, I will work closely with the Codington County Commissioners, the Sheriff, and the Justice Advisory Committee to ensure that the County's objectives are fully met. The County will have a number of important responsibilities in this project, including:

- Provide direction for study emphasis;
- Provide liaison and introductions into respective city and county agencies involved in the project;
- Assist in identifying facility and budgetary constraints;
- Coordinate the gathering of information and data relevant to the study;
- Monitor the project's progress and provide feedback on preliminary findings; and
- Review and provide commentary on the study's ultimate findings and conclusions.

Work Plan — I have developed a proposed Work Plan that is designed to provide a comprehensive review of the Codington County Detention Center, and provide an assessment of the County's current and future demand for jail services.

The Work Plan will provide ample opportunity for input from each of the key players (or “stakeholders”) in the County’s criminal justice system. At the same time, the Work Plan is designed to remain focused on the project’s objectives and its completion.

The proposed Work Plan is organized into the following six project tasks.

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

The following pages provide a brief description of my approach to each of these services to ensure that we have a clear and mutual understanding of your expectations on this project.

Task 1. Review of Current Trends in Codington County’s Criminal Justice System.

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

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

As part of the study, an examination will be made of the trends and changes in Codington County’s population, crime, arrests, and criminal case filings, and an assessment will be made of the impact of these trends on the County’s current and future jail needs. In the final report, the statistical data on these trends will be presented in easily understood tables and graphs, and also explained in a narrative format, to help facilitate the public’s understanding of these issues, and the extent to which they may or may not be driving the County’s growing jail population.

Task 2. Review of Previous Jail Studies and Facility Assessments.

It is understood that Codington County has already done considerable work to identify its jail facility deficiencies and space needs. Therefore, to incorporate this effort, a thorough review will be made of:

- The Facility Assessment completed by the Sheriff's Department in 2006;
- The Facility Needs Committee's Study Task Force recommendations in 2006; and
- The work of the architectural firm (Architecture Incorporated) in 2013 and 2014.

This review of the previous jail assessments and space needs will provide an objective and independent evaluation, while taking full advantage of the work that the County has already completed.

Task 3. Assessment of the County Detention Center and Current Jail Capacity.

Experience has shown that the potential for renovation or expansion at an existing jail facility may be physically limited by a number of factors, such as site constraints, availability of utilities, the building's age and structure, the efficiency of the design, and the capacity of support services. The potential for expansion may also be limited by the changing mission of the facility, the number, nature, and types of inmates the facility is intended to confine, and the facility's proximity to other criminal justice facilities.

The study proposed here will include an assessment of the following physical plant issues at the Codington County Detention Center:

- Compliance with current minimum jail standards;
- Overall operational efficiency;
- Adequacy of the existing space to support current functions;
- Life and health safety issues;
- Accessibility for disabled public, staff, and inmates, and the building's ability to make reasonable accommodations; and
- Overall facility security and security systems.

All of these factors play a part in determining a facility's potential for renovation, expansion, and future use. By analyzing these and other critical factors, the County will be able to make an assessment of the feasibility and limitations of the existing building and site to support the facility's renovation or expansion.

The assessment will include an analysis of the amount of space currently available for each jail function, and the adequacy of the existing space to support its current and future operation. In estimating future space needs, consideration will be given to the amount and type of activity that is anticipated to occur within that area, the number of people who will be using that area, and the furnishings and equipment normally required in that type of space.

In developing the assessment, consideration will also be given to whether the use of new technologies and equipment would allow for more efficient utilization of existing areas.

There are also a wide variety of minimum jail standards that need to be considered as part of any comprehensive assessment of an existing building. For the purposes of this study, primary consideration will be given to the current standards of the American Correctional Association (ACA) for facilities of this type. While most of these standards apply to facility operations, there are a number of standards that apply directly to the physical plant, including minimum square footage requirements for cells and dayrooms, multi-purpose program rooms, outdoor exercise areas, etc., as well as provide for minimum environmental conditions, such as natural light, noise levels, air and water temperature controls, etc.

The Americans with Disabilities Act (ADA) has also had a profound impact on the field of correctional architecture, and requires a number of accommodations in existing facilities and new construction for people with disabilities, including inmates, staff, and visitors.

This assessment will help the County understand how these issues and standards affect the County's facility development plans and jail needs.

Task 4. Analysis of the County's Current Inmate Population Trends and Profile.

An analysis will be made of Codington County's current inmate population trends, and a profile of the inmate population will be developed, for facility planning purposes.

Based on available data, the review of County inmate population trends will include:

- Jail bookings each month;
- Average daily population (ADP) each month (by gender and by jurisdiction);
- High (peak) and low inmate population each month; and
- Average length of stay (ALOS).

The inmate population profile will identify the composition of the County's current inmate population to better understand both the number and type of inmates currently being housed at the Detention Center. Depending on the data available, a breakdown will be provided of the County's current inmate population by:

- Age and gender;
- Court status (pretrial, sentenced, etc.);
- Charges; and
- Custody classification (minimum, medium, or maximum security).

Task 5. Inmate Population Projections and Jail Capacity Requirements.

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

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

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

The inmate population projections and the forecast of jail capacity requirements will be developed for the next 10 years (2015 – 2024) for facility planning purposes, and for the next 20 years for long-term planning purposes. Clear explanations will be provided for the methodologies used, and the assumptions on which the forecast models are based.

Task 6. Final Report and Presentation.

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

It is also understood that this project involves a certain amount of consensus-building with regard to the problems and solutions that the study is attempting to address, including complex issues regarding the functioning and efficiency of the local jail system.

I believe the study should strive to achieve a balance — between providing sufficient detail to support the study's conclusions and recommendations, and at the same time, remaining clear, concise, and focused on the County's goals and objectives for this project.

Project Schedule

The Project Schedule should be driven by the County, based on the County's needs and expectations. As a consultant, I am sometimes asked to come in and do an independent assessment, and then report on it, with recommendations — and then basically walk away. Sometimes, I am asked to come in and facilitate an exploration and assessment of the issues, typically with some sort of citizen-based advisory committee or a criminal justice coordinating committee comprised of the primary stakeholders, who then reach their own conclusions and make their own recommendations. (This is basically what I've been doing with Minnehaha County.)

The speed (and schedule) for getting this done, and the focus and depth of the issues to be assessed, should be dictated by the County — not the consultant — given whatever situation they are currently in. Sometimes counties need this done ASAP in response to a critical or urgent situation. Sometimes they need it done by a certain date to meet funding, bonding, or election requirements. And sometimes, they want it done slowly and deliberately, no matter how long it takes, to get it done right (which is also the current situation in Minnehaha County).

As a consultant, I am comfortable fulfilling any of these roles. Given the scope of work outlined in this proposal, and subject to the specific needs of the County, I would envision a total of five on-site meetings over a four-month project period. For discussion purposes, the following meeting schedule is proposed.

On-Site Meetings	Purpose / Topics
#1	Project orientation. Project schedule. Discussion of data requirements and data collection. Discussion of study goals and objectives. Tour existing jail facility.
#2	Continue data collection. Conduct interviews with local criminal justice system officials. Review preliminary data, current space utilization, and general space needs.
#3	Continue interviews with local criminal justice system officials. Continue review of preliminary data, current space utilization, and general space needs.
#4	Review of preliminary findings, conclusions, and recommendations. Review of draft report.
#5	Presentation of final report.

Fee Proposal

Based on the scope of services and project approach outlined in this proposal, it is estimated that the study can be completed for **\$9,743**, including professional services and related project expenses. This fee proposal is based on an estimated total of 88 hours of professional services and five trips on-site.

Cost Savings — This fee proposal does not include any hours or costs for “travel time,” as I would waive this for the opportunity to work with my home town. I have also reduced the mileage rate to less than the current federal standard mileage rate. Also, if any of the on-site meetings can “piggy-back” onto one of the monthly trips I currently make on the Minnehaha County jail project, the mileage could be further reduced to cover only that portion of my trip from Sioux Falls. This may also provide an opportunity to reduce some of the estimated lodging costs associated with the on-site trips to Watertown.

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

Professional Services				Hours
Task 1.	Review of Current Trends in Codington County's Criminal Justice System.			8
Task 2.	Review of Previous Jail Studies and Facility Assessments.			8
Task 3.	Assessment of the County Detention Center and Current Jail Capacity.			24
Task 4.	Analysis of the County's Current Inmate Population Trends and Profile.			24
Task 5.	Inmate Population Projections and Jail Capacity Requirements.			8
Task 6.	Final Report and Presentation.			16
Total Hours				88
Hourly Rate				\$75
Subtotal for Professional Services				\$6,600
Project Expenses				Total
	Quantity	Units	Unit Cost	
Mileage (5 round trips, Kansas City to Watertown)	2,285	miles @	\$0.50	\$1,143
Lodging	10	nights @	\$120	1,200
Meals	10	days @	\$40	400
Copying / Printing / Miscellaneous				400
Subtotal for Project Expenses				\$3,143
Total Contract (Professional Services + Project Expenses)				\$9,743

Thank you again for the opportunity to present this proposal. I hope the proposed scope of services meets the County's current needs. I would be happy to meet with you to discuss the proposal, and to refine or expand the proposed scope of the project to meet the County's specific expectations. If you have any questions or need additional information, please do not hesitate to call or e-mail.

Sincerely,

Bill Garnos
Jail Consultant

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