

# JAIL FEASIBILITY STUDY



18462

PREPARED FOR THE REGION III JUSTICE PLANNING  
EXECUTIVE BOARD FOR USE BY  
THE LOCAL GOVERNMENTAL UNITS

*Kurt Smolen*



# Northern Arizona Council of Governments

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WILLIAM C. WADE  
EXECUTIVE DIRECTOR

August, 1974

Mr. Jack R. Smith, Chairman  
NACOG Management Committee  
Coconino County Courthouse  
Flagstaff, Arizona 86001

Dear Mr. Smith:

It is my pleasure to transmit to you and the members of the NACOG Management Committee the Jail Feasibility Study which describes the existing conditions of the correctional setting and which touches upon some possible alternatives to correcting the existing conditions.

It has been a tremendous experience to work with the Sheriff's and Police Departments in putting together the information contained in this document.

I encourage all those concerned to become familiar with this document. The plans which will be carried out as a result of this feasibility study will call for communication and cooperation among the various law enforcement agencies.

Sincerely,

Manuel F. Acosta  
Project Director

MFA:bp

A JAIL FEASIBILITY STUDY

PREPARED FOR THE REGION III JUSTICE  
PLANNING EXECUTIVE BOARD FOR USE BY  
THE LOCAL GOVERNMENTAL UNITS.

AUGUST 1974

## ACKNOWLEDGEMENT

In conjunction with the Arizona State Justice Planning Agency's Master Correctional Plan, the Northern Arizona Council of Governments conducted a Jail Feasibility Study of Region III's jail facilities. Appreciated was the survey orientation given by the Arizona State Justice Planning Agency to the Northern Arizona Council of Governments' survey teams.

The Northern Arizona Council of Governments also wishes to express its gratitude and appreciation to all the sheriffs and police departments throughout Region III. Although these departments were short of personnel and clerical staff every effort was exerted on their part to assist in this study.

Recommendations and suggestions found in this study could not have been formulated without the input given by the county sheriffs and police chiefs of Region III.

Special thanks is expressed by the Northern Arizona Council of Governments to the survey teams who contributed to this Jail Feasibility Study through their dedication and persistence in obtaining all the data necessary for documentation.

## PREFACE

Realizing that many of Region III's jail facilities are in poor and antiquated condition and sensing the need for long range planning of new facilities, the Northern Arizona Council of Governments (NACOG) submitted to the Arizona State Justice Planning Agency (ASJPA) a planning grant to conduct a jail feasibility study in Region III.

The purpose of this study is to provide information that will assure efficient use of future construction resources and show strategic locations of future facilities that will lend themselves to inter-governmental cooperation in the erection of needed jail facilities throughout Region III.

In order to eliminate duplication of efforts, this study was made in conjunction with the ASJPA's Correctional Master Plan. NACOG participated by supplying two survey teams consisting of two individuals each. This study consisted of: (1) the ASJPA's standardized jail census form; (2) a 143 item jail questionnaire; (3) an actual visit to each jail facility including most county satellite jails; (4) an interview with each jail supervisor.

Standardized jail census forms were mailed to each jail facility for data gathering. A letter of introduction explaining the purpose of the study and introducing the interviewers was also mailed to each agency.

The breakdown of the census information requested from each jail was by offense, length of confinement, and circumstances of release of all individuals incarcerated in each particular jail during the calendar year 1972. Unfortunately, some record systems made it difficult to extract the needed information in its completed form. On some occasions, forms were not completed by the jail personnel; thus, the total number of arrests do not

necessarily agree with the reported number of releases. This identical problem was found in the ASJPA's 1969 Master Correctional Survey.

This study is intended as a guide for planning and encouraging inter-governmental cooperation in pursuing a course where-by deficiencies in the correctional setting can be corrected. The time element and budget limitations, made it difficult to do an indepth study expounding in more detail the alternatives to existing correctional problems.

MANUEL F. ACOSTA  
Project Director

August 1974

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## INTRODUCTION

Society as well as the offender suffers from penalties incurred by the crime committed. Crime is no respecter of persons. At any one time nearly 1,100,000 persons are estimated to be confined in State and Local Institutions.<sup>1</sup> Several of those confined could be socially and economically productive to society. The negative problems one experiences within our Region III jail institutions has a tremendous impact on the recidivism rates. High recidivism rates compound and increase the potential productive losses of these individuals to society.

In order to effectively combat the spread of crime and recidivism among prisoners, intergovernmental relations is of great need. The mobility of crime and the geographic spread of Region III as well as the sharing of criminal justice responsibilities among Local and State Governments have a significant impact in the intergovernmental dimension of effective crime control.

It has become a financial burden for most local law enforcement agencies to operate their own detention facilities. Furthermore, in order to reduce crime it is necessary to restore and rehabilitate the criminal offenders. Detention must provide relevant measures to prevent offenders, especially those detained for the first time, from becoming trapped in careers of crime.

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<sup>1</sup>Joint Commission on Correctional Manpower and Training. A time to Act: A final Report. Washington, D.C., 1969, p. 55.

The Advisory Commission on Intergovernmental Relations found that most corrections programs are not accomplishing their purpose because of two major weaknesses: (1) The components of the criminal justice process such as detention, probation, incarceration and parole are organizationally fragmented and lack adequate functional relationships with the parts of the system and more with each other, and (2) too much is oriented toward incarceration and surveillance oriented custody.<sup>2</sup> This approach completely ignores the aspect of insufficient investment of time and resources in rehabilitation.

All the jails in Region III fail to equip an offender for successful re-entry into society. Too often the System serves to strengthen criminal tendencies. Reform in corrections does not fare very well on the agenda of public priorities. In the 1968-69 fiscal year for the nation, corrections accounted for 20% of total intergovernmental criminal justice expenditures, in contrast to 60% for police.

In 1967 the results of a Harris Poll revealed that five other areas (schools, juvenile delinquency, law enforcement, poverty, and defense) were considered to be more in need of additional Federal spending than adult corrections. Today with a slight variation of the five areas, the same feeling still exists, that corrections is only partially effective at rehabilitation, therefore funds should be funneled into the other five areas.

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<sup>2</sup>"State-Local Relations In the Criminal Justice System", Advisory Commission on Intergovernmental Relations, Washington, D.C., August 1971. P. 53.

Most recent outbreaks of violence and demands of prisoners throughout the United States has exposed to the public the inhuman conditions that prevail in the institutions. We cannot continue to adhere to the philosophy that the basic purpose of detention in the American system of jurisprudence is to keep safely for court hearing and adjudication those juveniles and adults alleged to have committed offenses.

For those offenders who are convicted, the availability of decent detention is critical for insuring that the experience is not totally negative or damaging. Detainees and convicted prisoners young and old, suspects and offenders, misdemeanants and felons, often times share the same facilities, frequently the same or adjacent cells. The mixing of prisoners of varying ages, offenses, and attitudes, does little to break the crime/incarceration cycle. For most offenders, jails are where initial and often lasting impressions toward law enforcement and the correctional system are formed.

In a realistic approach, an adequate, properly equipped and staffed local jail that can meet modern program standards is beyond the financial means of most local governmental units. Usually it is more sensible to develop regional detention facilities designed to serve two or more local jurisdictions.

The adage, "the prisoner deserves whatever happens to him", has recently stirred a debate between the two schools of thought, the "rehabilitation" verses the "incarceration". Yet, with our technological advances and the growing awareness that the goals of the judicial and correctional systems is to rehabilitate persons in their charge, storage-type facilities are



TOILET AND SHOWER UNIT

becoming obsolete. Because of the vast geographical area of Region III, county satellite jails are used for detention, however, these facilities serve the purpose of short, temporary detention, until the prisoner can be transported to permanent quarters. It is the permanent facilities in Region III that should orient themselves towards rehabilitation of prisoners. This orientation can be very costly for local correctional facilities, therefore intergovernmental cooperation in Region III should be encouraged.

SECTION I

JAIL SURVEY QUESTIONNAIRE DATA

## JAIL SURVEY DATA

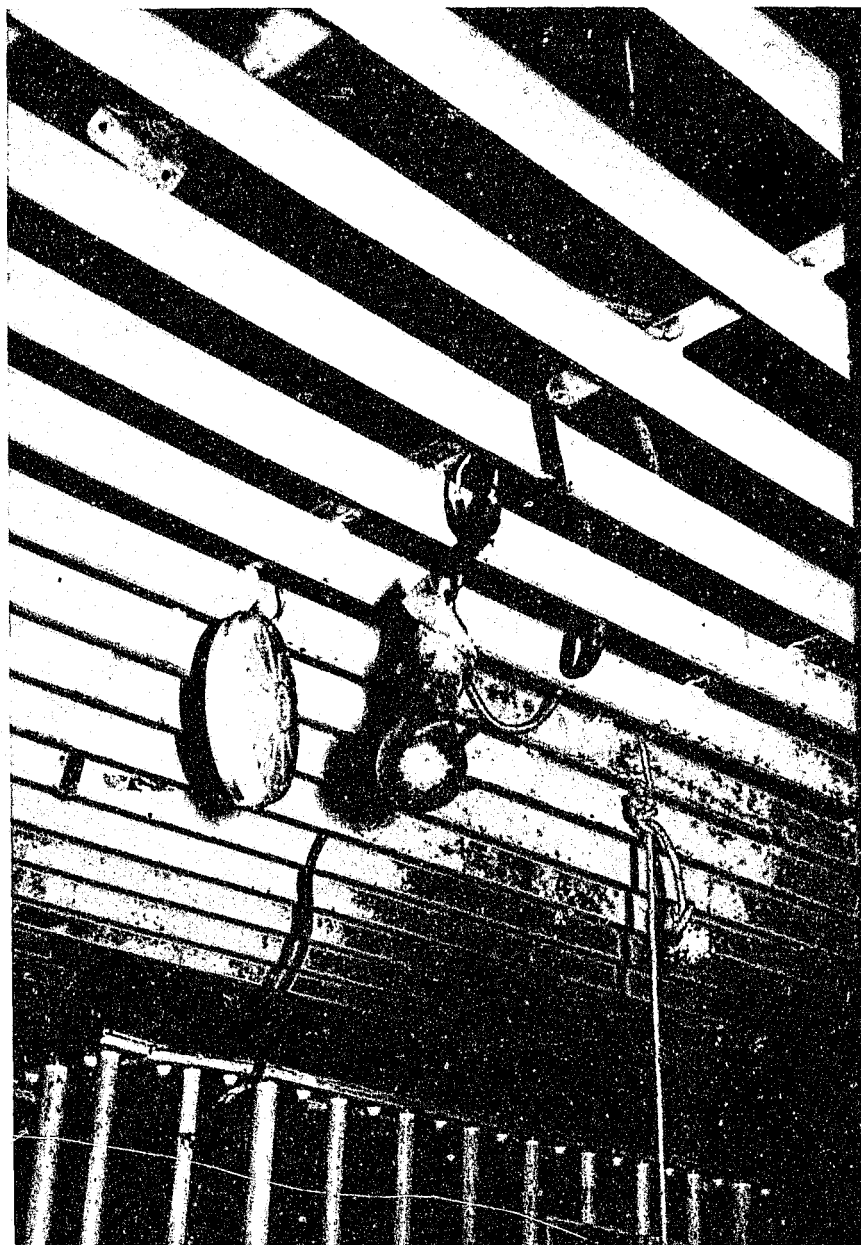
The jail questionnaire dealt with over 100 items. Those relevant to the jail feasibility study will be discussed in this section. In making visits to the various county facilities only one county had a juvenile detention center. However, two other counties were in preliminary stages of planning juvenile centers for their area.

County jail facilities throughout Region III were found to be antiquated, inadequate and overcrowded in most cases. Faulty wiring, inadequate plumbing, cooling, and heating systems, understaffing, and limited budgets for jail administrations are some of the areas of concern to law enforcement agencies.

Methods of keeping records and filing systems varied with each jail administration. There is lack of uniformity. Each jail has its own unique system of records and filing. Lack of financing, space and jail personnel partially account for inefficient record and filing systems. Overall the staff was found to have little or no experience in jail administration. However, a sincere desire to improve the jail conditions in Region III was expressed by all jail personnel. Following are some characteristics of Region III's jail facilities.

### NUMBER OF JAILS

There are six municipal jails, four county jails, eleven county sub-jails and one juvenile detention center. Three counties are involved in cooperative sharing of facilities with local communities. Sharing of cost for operation personnel, or contract for services are some forms of cooperation between city and county.



IMPROVISED LIGHT FIXTURE



### AGE OF JAILS

The age of the facilities range from less than one year to 75 years. Three jails exceed 50 years of age, six are between 10 to 40 years of age and only two are less than 10 years of age. The ages of the county satellite jails are not listed in this report; however, in making personal visits to the satellite jails the majority were found to be in antiquated condition.

### ADEQUACY OF FACILITY

Most jail facilities suffer from lack of space. They are not rehabilitation oriented nor are they designed to handle rehabilitative programs.

An area of concern for most jails is proper communication between the administrative area and the jail proper. The equipment that does exist in some jails for technical assistance for observation (closed circuit T.V., intercoms, public address systems, etc.) is obsolete and in poor condition.

There is insufficient protection for officers and civilians in receiving and booking areas. Most jails do not have visitation rooms or exercise areas.

### INMATE CAPACITY

The available bunk space was the criteria used in the state's survey questionnaire to determine the inmate capacity of each facility. The county satellite jails were also included in the following figures. There is a total combined capacity of 488 inmates in Region III. On the average a total of 304 inmates are held on any given day or 62% of the combined jail inmate capacity. During certain times of the year the inmate population exceeds the combined capacity. The highest combined inmate population for one day in 1972 was 618 inmates or 126% of the normal capacity. During the summer months the inmate population rises drastically due to the influx of tourists and transients passing through the region.

Several jails are averaging near capacity loads now and cannot cope with peak periods much longer (4th of July, Labor Day, New Years Eve, etc.). The passage of Senate Bill 1107 which states that public intoxication is no longer a crime but a health problem could have long-range effects on jail population. A person can no longer be arrested for being inebriated; instead, he will be taken to a detoxification center.

#### JAIL LOCATIONS

The superior court and county jail in three counties are located in the same building. However, several miles separate the county satellite jails from the main jail. In some cases, Justice of the Peace courts are located near the county satellite jails. The sheriff's departments spend many man-hours transporting prisoners to and from the satellite jails to the courthouse. It is estimated that 20 man-hours are traveled weekly transporting prisoners to and from court. (See appendix letter A for Jail Locations in Region III).

#### JAIL SUPERVISION

Inadequate staffing, antiquated equipment and space limitations are some elements that cause inefficient jail supervision. Four of the eleven jails reported adequate personnel staffing while the rest did not have jail personnel per se. They have desk girls, part-time matrons and officer's wives serving as periodic jail supervisors. These women also search female prisoners prior to incarceration.

Quality communication does not exist between the jail administrative office and the jail proper. Most jails cannot afford better communications equipment or additional personnel for improving supervisory conditions. Some smaller jails could benefit by combining their financial and personnel resources with each other, thus sharing the burden of maintaining a jail facility in their area.

## SPECIAL FACILITIES

There were no special facilities to handle the narcotic addict, the chronic alcoholic, or the mentally disturbed. Some jails do have padded cells used for temporary holding purposes until the transfere of the prisoner to a hospital or sanitorium can take place. Most jails have drunk tanks for inebriated individuals. These drunk tanks vary in size and most contain concrete benches attached to the walls with one combination lavatory/toilet.

Some jails have some form of segregation: female/male, juvenile/adult, felony/misdemeanor, etc. Most jails were found to be grossly inadequate. Only two jails have adequate provisions for effectively isolating or putting under quarantine prisoners with communicable diseases. Inmates with such diseases are generally removed from the jail and taken to a hospital facility.

## MEDICAL SERVICES

None of the jails have a full-time resident doctor or nurse. Five facilities or 45.5% have private doctors on call. Three facilities or 27.2% have medical assistance available only on an "emergency call" basis. All of the eleven jail facilities transport their prisoners to hospital facilities when necessary.

## HEALTH INSPECTION

Although 100% reported periodic health inspections, it is obvious that limited jail budgets make it difficult to adhere to some health and sanitation standards. Poor and antiquated facilities have problems with plumbing, drinking fountains, toilets, ventilation, and cooling and heating systems. There are also hazards such as bare, loose wiring. All the jail facilities were vermin free at the time they were examined by the interviewers.



DRUNK TANK CELL

## FOOD SERVICES

Six facilities or 54.4% have their own kitchen facilities for preparation of prisoner's meals. As a rule, three meals per day are provided to working prisoners while non-working prisoners receive two meals per day. However, four facilities serve three meals per day to all prisoners regardless of their working or non-working status.

Jails with their own kitchen facilities expend an average of 51 cents per meal served while those without kitchen facilities expend an average of \$1.02 per meal served. None of the jails served pre-frozen meals. It might be beneficial for those jails without kitchen facilities to research the cost of purchasing a microwave unit for heating pre-frozen foods rather than contracting with local cafes for prisoner's meals.

## RECREATION AND REHABILITATION

None of the jail facilities offer any form of in-house rehabilitative programs. Nine jails or 82% offer some form of work-release programs. Compensation is in the form of two days credit of sentence time for one days work plus an extra meal. There are no outdoor recreational activities. Two jails allow handicrafts at the inmate's expense. Nine jails allow radios and all the jails allow table games and reading materials, which are usually furnished by the prisoner, his friends or family.

At present, there are no volunteer groups assisting in the rehabilitative process of helping prisoners assimilate into the mainstream of society.

The records of the inmate population show that a large percentage of arrests are alcohol related. On the average about 51% of all adult males incarcerated in any given jail are arrested for alcohol related offenses (see APPENDIX B, page 57). With Senate Bill 1107 becoming effective on January 1, 1974 jail populations may be considerably reduced. Drunk tanks

and other available space could be utilized and remodeled to serve rehabilitative purposes.

#### COUNTY SATELLITE JAILS

There are a total of eleven satellite jails in Region III. Three city jails hold county prisoners on a contractual basis. Most satellite jails serve as temporary holding facilities and prisoners are released or transported to the main county jail as soon as they clear the local justice court.

Very rarely are juveniles and females detained in these satellite jails; if they are detained it is for a short period of time until transportation can be arranged to the main jail facility or some other outlet.

The satellite jails are inadequate in design and space; they generally are located completely away from the center of the community. Most satellite jails have inadequate plumbing, heating and cooling systems. Ventilation and wiring is also a problem. Insufficient manpower lends to inadequate prisoner supervision and transportation of prisoners to the main jails. Much of a deputy's time is spent in transportation of prisoners to the main jail, and vehicles suffer the burden of long distance transportation.

All county satellite jails should have a court facility adjacent to them in order to make the judicial process readily available to the prisoner. This could help alleviate unnecessary trips to the main jails. Following is a table showing satellite jails and degree of supervision:

<u>COUNTY</u>	<u>LOCATION</u>	<u>CAPACITY</u>	<u>DEGREE OF SUPERVISION</u>
APACHE	(no satellite jails)		
COCONINO	Sedona	8	Jail always attended when holding prisoners; prisoners taken before judge or to Flagstaff as soon as possible
	Fredonia	6	Same as above
	Grand Canyon	6	Same as above
	Page	15	Attended 24 hours a day
NAVAJO	Pinetop	11	Unattended when holding prisoners; deputy makes periodic check of jail
YAVAPAI	Bagdad	4	Unattended, but 4 hour periodic check by resident deputy when holding prisoners
	Camp Verde	9	Same as above
	Mayer	4	Same as above
	Seligman	8	Same as above
	Yarnell	4	Same as above
	Cottonwood	8	Same as above, except jail is manned 8 hours per day.

SECTION II

REGION III JAIL  
CHARACTERISTICS



1. AGE OF JAIL ( Permanent facilities)

- A. 0-5 years
- B. 6-15 years
- C. 11-25 years
- D. 26-40 years
- E. 50-65 years
- F. 66 and Over

2. NORMAL JAIL CAPACITY

- A. 2-5 prisoners
- B. 6-15 prisoners
- C. 20-39 prisoners
- D. 40-60 prisoners
- E. 80-100 prisoners

3. NUMBER OF FULL-TIME JAIL EMPLOYEES

- A. None
- B. 1-6
- C. 7-10
- D. 11-15

COUNTIES

APACHE	COCONINO	NAVAJO	YAVAPAI
	1		
		1	1
	3		
		1	1
1			1
		1	
			1
	1		1
1	2	2	
		1	
	1		1
	1	2	1
		1	2
	1		

- 4. NUMBER OF PART-TIME JAIL EMPLOYEES
  - A. None
  - B. 1-3
  - C. 4-5
  
- 5. NUMBER PROVIDING FEMALE FACILITIES
  - A. Permanent female holding quarters
  - B. Full-time matron(s) (total number)
  - C. Part-time matron(s) (total number)
  
- 6. HOURS JAILS ARE ATTENDED
  - A. 24 hours a day 7 days per week
  - B. From 1-8 hours per day, 5-7 days per week
  - C. Normally unattended
  
- 7. JAILS INCARCERATING PRISONERS FOR OTHER AGENCIES
  - A. Cities and counties under contract agreement
  - B. Federal prisoners
  - C. Authorized to hold federal prisoners

COUNTIES			
APACHE	COCONINO	NAVAJO	YAVAPAI
			2
	2		
1	3	2	2
0	7	2	2
0	6	4	1
0	4	3	2
0	0	0	0
1	0	0	1
1	3	2	3
1	2	2	1
0	1	1	1

8. ADEQUATE SEGREGATION FACILITIES FOR:

- A. Felons
- B. Men and Women
- C. Juveniles
- D. Escape Risks
- E. Solitary confinement

9. SPECIAL FACILITIES PROVIDED

- A. Receiving and Discharge room
- B. Dining Room
- C. Consultation room
- D. Visiting room

10. ADMISSION PROCEDURES FOLLOWED

- A. Strip search
- B. Shower
- C. Delousing
- D. Fingerprint
- E. Photograph

	COUNTIES			
	APACHE	COCONINO	NAVAJO	YAVAPAI
	0	4	2	2
	0	3	3	2
	1	2	1	2
	0	3	0	1
	0	3	0	1
	0	2	0	0
	0	1	2	0
	0	2	0	0
	0	2	0	1
	1	4	1	1
	0	2	0	1
	0	0	0	0
	1	3	3	3
	0	2	3	2

11. UNIFORMS FURNISHED  
 A. To all prisoners  
 B. To Trustees only

12. MEDICAL AND HEALTH SERVICES PROVIDED  
 A. Private Doctor on call when needed  
 B. Physician who makes routine scheduled and emergency calls  
 C. Taken to local hospital  
 D. Other (clinic, nurse, etc.)  
 E. Regularly facility inspected by health officials

13. PRISONERS' MEALS  
 A. Prepared in a jail kitchen  
 B. Prepared from frozen foods, e.g., TV Dinners  
 C. Purchased from Restaurants

14. JAILS WITH KITCHEN - COST PER MEAL  
 A. 0-.25  
 B. .26-.40  
 C. .41-.60

	COUNTIES			
	APACHE	COCONINO	NAVAJO	YAVAPAI
	0	2	0	1
	0	0	0	0
	0	2	1	2
	0	1	2	1
	1	4	3	3
	0	0	1	0
	0	3	3	3
	0	2	3	1
	0	0	0	0
	1	2	0	2
		2	3	1

15. JAILS WITHOUT KITCHEN - COST PER MEAL

- A. 0-.50  
 B. .60-.80  
 C. .90-1.00  
 D. 1.10-1.35

16. JAILS IN WHICH INMATES SERVE WORK-RELEASE SENTENCES17. ACTIVITIES ALLOWED OR OFFERED

- A. Outdoor recreation  
 B. Handicrafts  
 C. Radio  
 D. Table games  
 E. Reading materials

18. COMMUNICATION SYSTEMS BETWEEN JAIL AND FRONT DESK

- A. Telephone  
 B. Intercom  
 C. Other  
 D. None

	COUNTIES			
	APACHE	COCONINO	NAVAJO	YAVAPAI
	1			
		1		2
		1		
	1	3	2	2
	0	0	0	0
	0	1	1	0
	1	3	3	3
	1	4	3	2
	1	4	3	3
	0	1	0	0
	0	2	1	1
	0	2	2	0
	1	1	1	2

19. BUILDING CONDITION

- A. Building site adequate
- B. Design defects making supervision difficult
- C. Building and equipment in satisfactory repair
- D. Adequate plumbing for total jail capacity
- E. Adequate heating and cooling in all sections
- F. Adequate lighting in all sections
- G. Adequate supply of hot water

20. ADEQUATE SAFETY AND SECURITY FEATURES PRESENT

- A. Safety vestibules
- B. Protective screens on windows
- C. Locking Devices
- D. Food Windows
- E. Guard corridors
- F. Observation windows
- G. Receiving facilities within a security area
- H. Emergency exits
- I. Adequate fire safety and fire equipment

COUNTIES

APACHE	COCONINO	NAVAJO	YAVAPAI
0	1	1	2
1	3	3	1
1	3	1	3
0	3	1	2
1	3	1	2
1	4	0	2
1	4	0	2
0	1	0	0
0	4	1	3
0	4	1	3
0	3	0	1
0	2	0	1
0	3	2	2
0	2	0	1
0	2	2	2
0	3	1	3

SECTION III

CITY AND COUNTY  
JAIL CHARACTERISTICS

## CITIES

## COUNTIES

	CITIES						COUNTIES				
	Clarkdale	Cottonwood	Flagstaff	Holbrook	Williams	Winslow	APACHE	COCONINO JUVENILE	COCONINO	NAVAJO	YAVAPAI
1. Age of jail	9	39	22	10	15	28	61	6 months	11	75	54
2. Jail capacity:											
A. Men	3	3	34	29	4	51	12	NA	80	22	72
B. Women	0	3	0	0	2	8	0	NA	15	8	4
C. Juveniles	0	6	0	2	2	0	12	22	0	8	8
D. Sub-Jails*	0	0	1	0	0	1	0	NA	36	12	39
E. Total	3	12	35	31	8	60	24	22	131	50	123
3. Average daily inmate count	-1	3	35	25	2	45	8	10	90	35	50
4. Number of Full-time jail employees	3	7	2	1	0	6	0	4	14	8	6
5. Number of Full-time matrons	1	0	0	0	0	0	0	2	5	2	1
6. Hours per day facility is manned	1	18	24	24	24	24	0	24	24	24	24
7. Estimated weekly man-hours spent transporting prisoners to and from court	1/2	2	8	1	2	0	20-60	0	20	6	100
8. Estimated weekly miles traveled taking prisoners to and from court	-2	8	0	0	35	0	300	0	NR	NR	250
9. Holds prisoners for other cities or counties under contract agreement	X	X	X	X	X	X	X	X	X	-	X

\* Some segregation of sexes is possible but not necessarily conforming with the States Detention Laws



X = Yes  
 - = No  
 NR = No Record  
 NA = Not applicable

	CITIES						COUNTIES				
	Clarkdale	Cottonwood	Flagstaff	Holbrook	Williams	Winslow	APACHE	COCONINO JUVENILE	COCONINO	NAVAJO	YAVAPAI
10. Authorized to hold Federal prisoners	-	-	-	-	-	-	-	NR	X	X	X
11. Inspected by State or County Health Officer	X	X	X	X	X	X	X	X	X	X	X
12. Adequate segregation of:											
A. Felons	-	X	X	X	X	X	-	X	X	-	X
B. Females	-	X	NA	X	X	X	-	X	X	X	X
C. Juveniles	-	X	-	X	X	-	X	X	-	-	X
D. Escape Risks	-	-	X	-	-	X	-	X	X	-	X
* 13. Jails having:											
A. Receiving and discharge room	-	-	-	-	-	-	-	X	X	-	-
B. Dining room	-	-	-	X	-	-	-	X	-	-	-
C. Consultation room	-	-	-	-	-	-	-	X	X	-	-
D. Visiting room	-	-	-	-	-	-	-	-	X	-	-
14. Admission procedures:											
A. Strip search	-	-	X	-	X	-	X	X	X	X	X
B. Shower	-	X	-	-	-	X	-	X	X	-	X
C. Delouse	-	-	-	-	-	-	-	-	-	-	-
D. Finger printing	X	X	X	X	X	X	-	-	X	X	X
E. Photography	-	-	X	X	-	X	X	-	X	X	X

\* Although some jails have some of those facilities, they are inadequate to handle the present jail populations.

## CITIES

## COUNTIES

	CITIES						COUNTIES				
	Clarkdale	Cottonwood	Flagstaff	Holbrook	Williams	Winslow	APACHE	COCONINO JUVENILE	COCONINO	NAVAJO	YAVAPAI
X = Yes											
- = No											
NR = No Record											
NA = Not Applicable											
15. Jails offering:											
A. Private doctor on call	X	-	-	-	X	-	-	-	X	X	X
B. Physician making routine and emergency calls	-	X	-	-	-	X	-	-	X	-	-
C. Transportation to Hospital	X	X	X	X	X	X	X	X	X	X	X
D. Other	-	-	-	X	X	-	-	-	-	-	-
16. Distance in miles to nearest hospital	-2	-2	-1	-1	35	1	30	4	-1	-1	2
17. Inmate meals prepared:											
A. In a jail kitchen	-	-	-	X	-	X	-	X	X	X	X
B. From frozen foods	-	-	-	-	-	-	-	-	-	-	-
C. In a restaurant	X	X	X	-	X	-	X	-	-	-	-
18. Inmate activities allowed/ offered:											
A. Outdoor recreation	-	-	-	-	-	-	-	-	-	-	-
B. Handicrafts	-	-	X	X	-	-	-	-	-	-	-
C. Radio	X	X	-	X	X	X	X	X	X	X	X
D. Table Games	X	X	X	X	X	X	X	X	X	X	X
E. Reading materials	X	X	X	-	X	X	X	X	X	X	X
F. Rehabilitative programs	-	-	-	-	-	-	-	-	-	-	-
G. Work-release programs	-	X	X	X	X	X	X	-	X	X	X

X = Yes  
 - = No  
 NR = No record  
 NA = Not applicable

	CITIES						COUNTIES				
	Clarkdale	Cottonwood	Flagstaff	Holbrook	Williams	Winslow	APACHE	COCONINO JUVENILE	COCONINO	NAVAJO	YAVAPAI
19. Communication system between jail and front desk:											
A. Telephone	-	-	-	-	-	-	-	X	-	-	X
B. Intercom	-	-	-	-	-	X	-	X	X	X	X
C. Other	-	-	X	-	-	X	-	-	X	X	-
D. None	X	X		X	X		X				
20. Adequate safety and security features:											
A. Safety vestibule	-	-	-	-	-	-	-	-	X	-	-
B. Protective screens on windows	X	X	X	NA	X	-	-	X	X	X	X
C. Locking devices	X	X	X	X	X	-	-	X	X	-	X
D. Food windows	-	-	X	-	X	-	-	NA	X	-	X
21. Receiving facilities within a security area	-	-	-	-	-	-	-	X	X	X	X

SECTION IV

TYPE OF ARREST  
BY  
DISPOSITION AT RELEASE  
REGION DATA

TYPE OF ARREST  
BY  
DISPOSITION AT RELEASE

TOTAL ADULT MALES

Felony - except  
Drugs

Misdemeanor -  
except drugs &  
alcohol

Drug Related

Alcohol Related

Other

Not Available

	BOND	O.R.	PAID FINE	TIME SERVED	A.S.P.	OTHER JURIS.	DISMISSED	PROBATION	NOT RELEASED 12/31/72	OTHER	NOT AVAILABLE	TOTAL
<u>Felony - except Drugs</u>	157	50	23	88	56	712	59	39	30	17	38	1,269
<u>Misdemeanor - except drugs &amp; alcohol</u>	200	114	610	1,002	1	182	150	190	15	74	104	2,642
<u>Drug Related</u>	159	47	19	102	8	57	11	6	27	11	13	460
<u>Alcohol Related</u>	590	122	2,452	3,375	2	100	145	447	26	217	413	7,889
<u>Other</u>	2	4	11	12	1	79	3	5	2	740	7	866
<u>Not Available</u>	3	4	1	1	-	3	2	3	-	-	24	41

TYPE OF ARREST  
BY  
DISPOSITION AT RELEASE

TOTAL ADULT FEMALES

	BOND	O.R.	PAID FINE	TIME SERVED	A.S.P.	OTHER JURIS.	DISMISSED	PROBATION	NOT RELEASED 12/31/72	OTHER	NOT AVAILABLE	TOTAL
<u>Felony - Except Drugs</u>	18	4	3	5	1	29	9	8	1	1	6	85
<u>Misdemeanor - Except drugs &amp; Alcohol</u>	70	31	79	94	-	15	27	74	3	2	10	405
<u>Drug Related</u>	19	4	1	2	-	10	2	2	1	3	4	48
<u>Alcohol Related</u>	71	17	161	326	-	19	30	130	7	7	44	812
<u>Other</u>	-	4	3	1	-	21	2	5	-	37	3	76
<u>Not Available</u>	1	1	-	-	-	-	-	-	-	-	5	7

TYPE OF ARREST  
BY  
DISPOSITION AT RELEASE

TOTAL JUVENILE MALES

31

	ADJUST.	PROB.	COMMIT	RECOMMIT	REMAND TO ADULT COURT	TEMPORARY HOME PLACEMENT	OTHER PRIVATE PLACEMENT	BOND	PAID FINE	TIME SERVED	OTHER JURIS.	DISMISSED	OTHER	NOT AVAILABLE	TOTAL
<u>Felony Except drugs</u>	3	-	-	-	-	-	-	-	-	1	42	-	-	3	49
<u>Misdemeanor except drugs &amp; alcohol</u>	15	4	-	-	-	-	-	-	2	4	170	3	-	3	201
<u>Drug related</u>	1	1	-	-	-	-	-	-	1	-	9	-	-	2	14
<u>Alcohol related</u>	1	-	-	-	-	-	-	-	1	2	36	-	-	-	40
<u>Juvenile only</u>	43	1	2	-	-	-	-	-	-	1	274	-	1	9	331
<u>Other</u>	1	-	-	-	-	-	-	-	-	-	1	-	16	-	18
<u>Not Available</u>	-	-	-	-	-	-	-	-	-	-	1	-	-	-	1

TYPE OF ARREST  
BY  
DISPOSITION AT RELEASE

TOTAL JUVENILE FEMALES

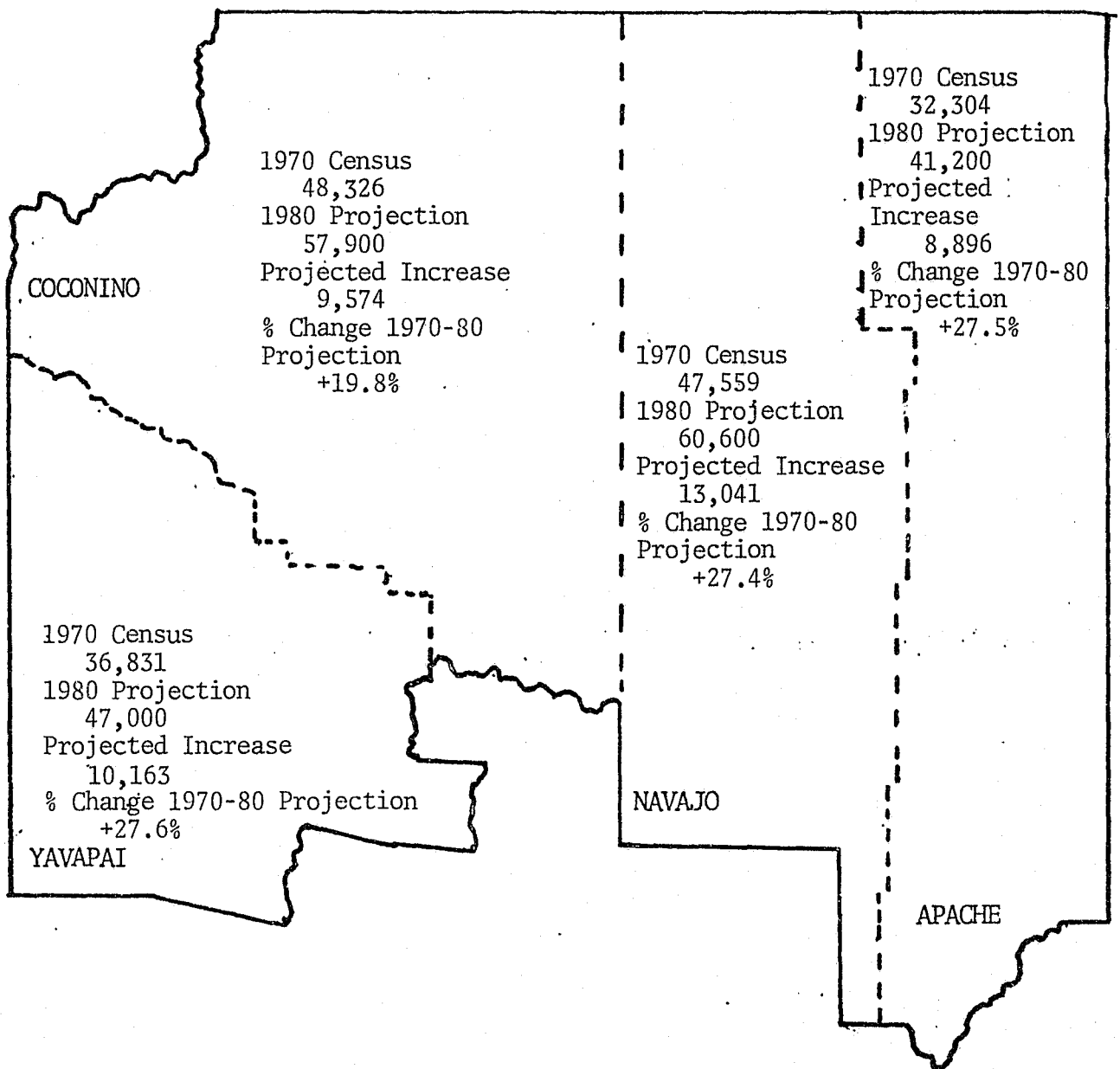
	ADJUST.	PROB.	COMMIT.	RECOMMIT.	REMAND TO ADULT COURT	TEMPORARY HOME PLACEMENT	OTHER PRIVATE PLACEMENT	BOND	PAID FINE	TIME SERVED	OTHER JURIS.	DISMISSED	OTHER	NOT AVAILABLE	TOTAL
<u>Felony except drugs</u>	-	-	-	-	-	-	-	-	-	-	1	-	-	-	1
<u>Misdemeanor except drugs &amp; alcohol</u>	4	-	-	-	-	-	-	-	-	-	61	1	1	3	70
<u>Drug related</u>	-	-	-	-	-	-	-	-	-	-	1	-	-	-	1
<u>Alcohol related</u>	1	-	-	-	-	-	-	-	-	-	4	-	-	-	5
<u>Juvenile only</u>	19	-	1	-	-	-	-	-	-	-	116	-	1	4	141
<u>Other</u>	-	-	-	-	-	-	-	-	-	-	-	-	1	-	1
<u>Not Available</u>	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-

32



SECTION V

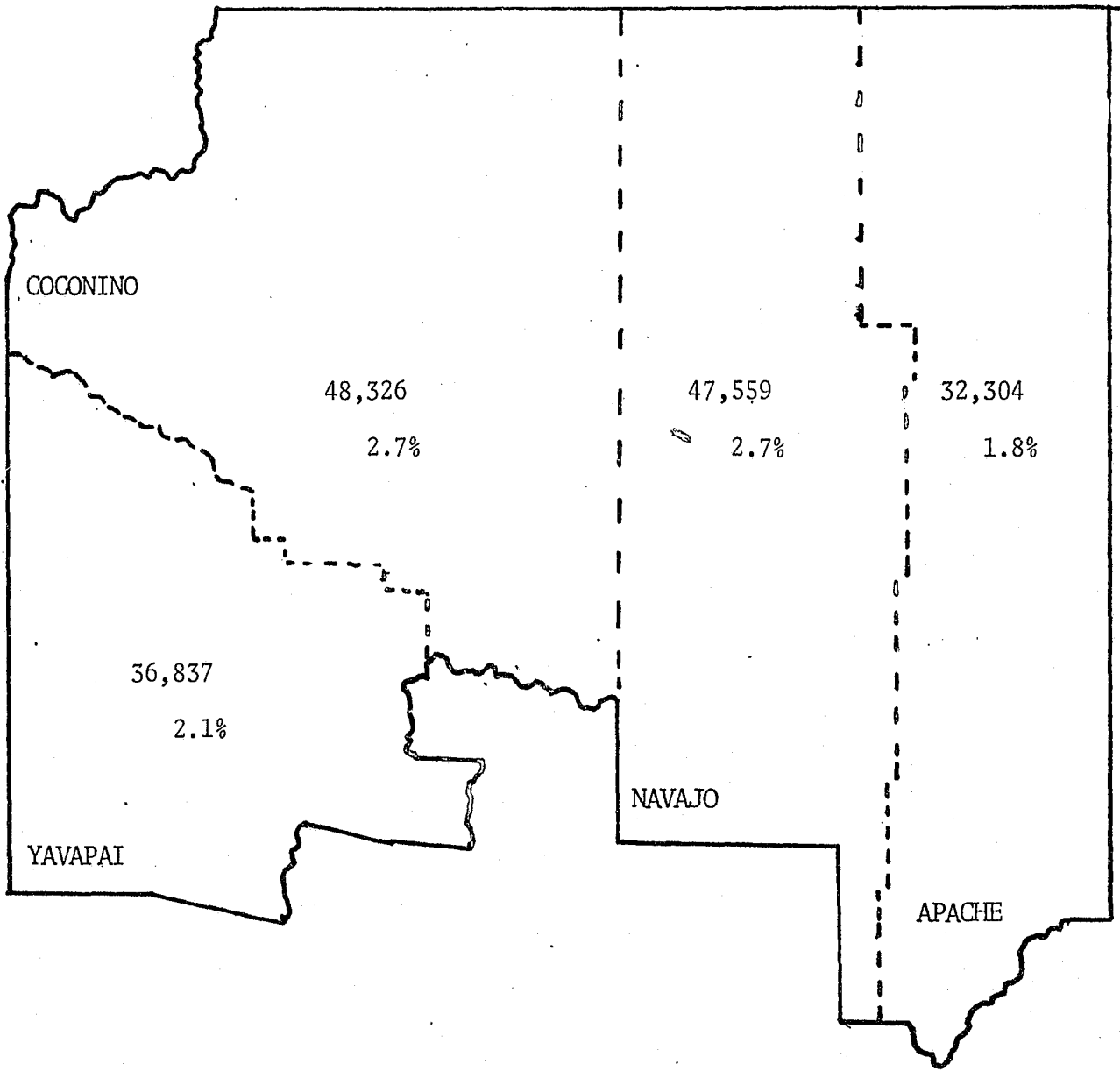
REGION III DEMOGRAPHIC DATA



NORTHERN ARIZONA COUNCIL OF GOVERNMENTS  
 PLANNING REGION III

Figure 1 Population Projections for Region III

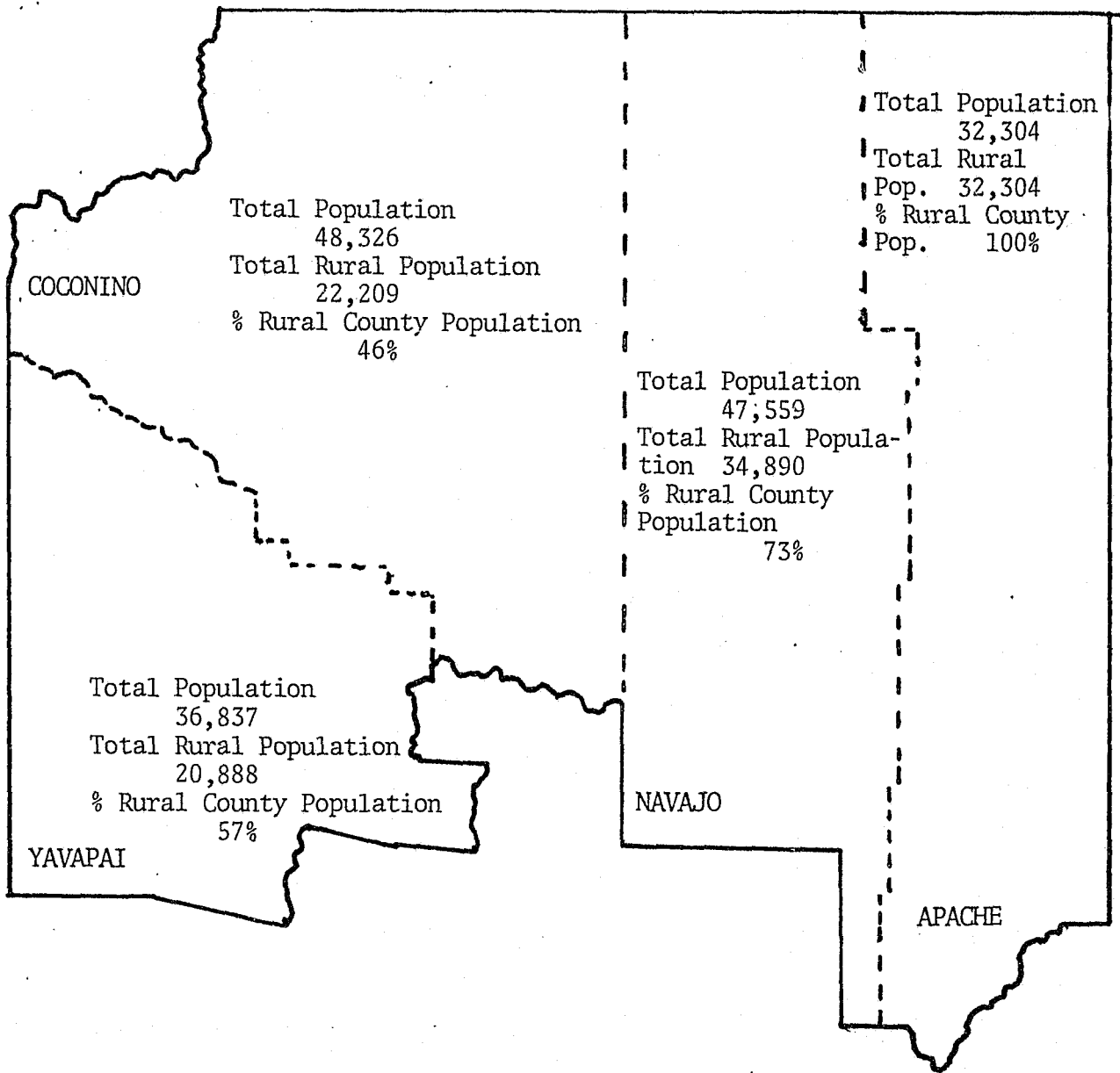
Source: U.S. Population from Current Population Reports, Series P -25, No. 493. Arizona Projections by the Arizona Office of Economic Planning and Development.



NORTHERN ARIZONA COUNCIL OF GOVERNMENTS  
 PLANNING REGION III

Figure 2 Population and Percentage Distribution in Region III

\* Population of Arizona, 1970 is 1,772,482.  
 Source: "1970 Census of Population Arizona", U.S.  
 Department of Commerce.

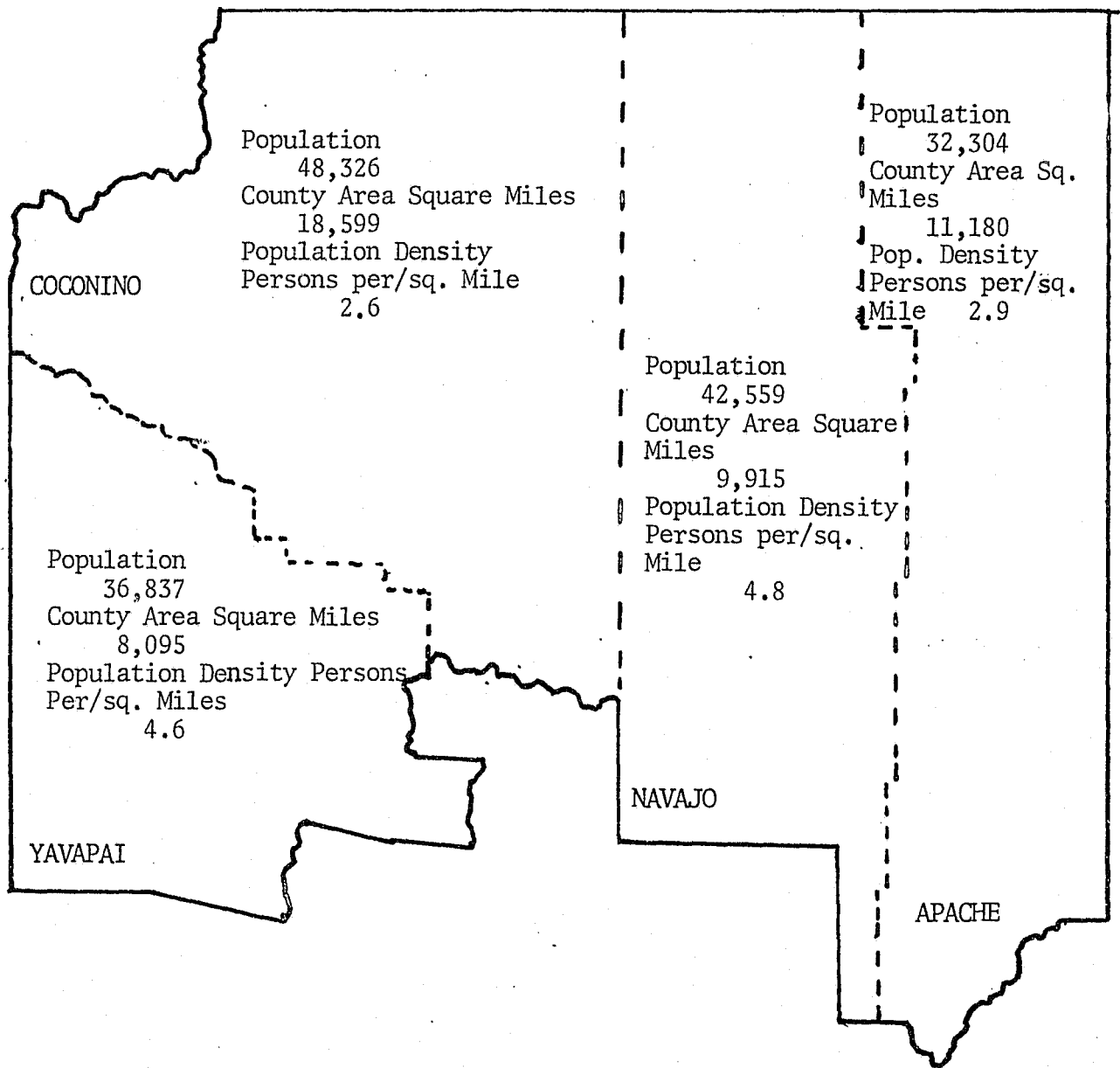


NORTHERN ARIZONA COUNCIL OF GOVERNMENTS

PLANNING REGION III

Figure 3 Rural Population of Region III Counties

Source: U.S. Bureau of Census 1970

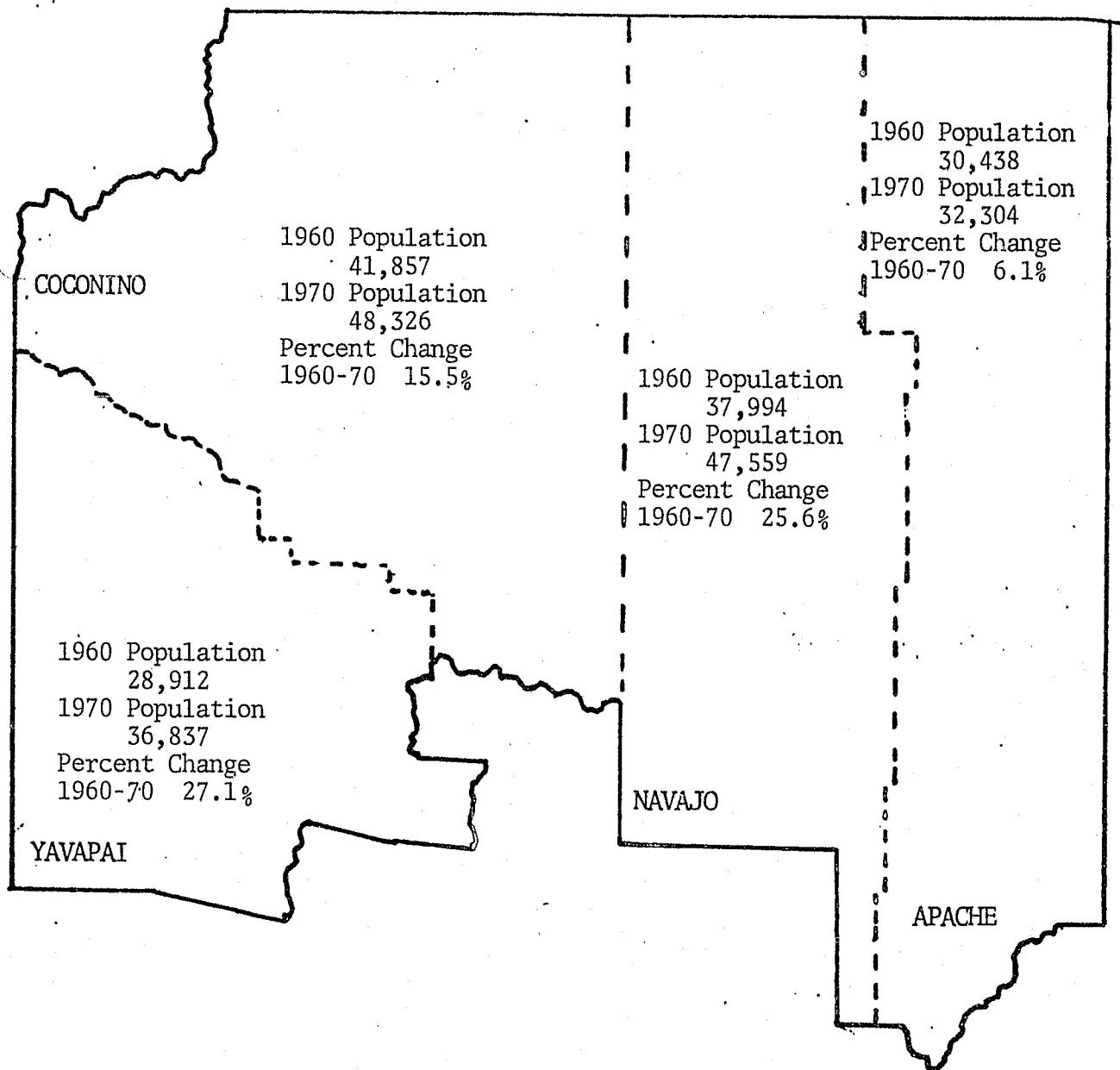


NORTHERN ARIZONA COUNCIL OF GOVERNMENTS

PLANNING REGION III

Figure 4 Population Density of Region III Counties

Source: Arizona Statistical Review, 28th Annual Edition, September 1972, p.,14. Valley National Bank



NORTHERN ARIZONA COUNCIL OF GOVERNMENTS  
 PLANNING REGION III

Figure 5 Population and Population Growth Percentages in Region III, 1960-1970.

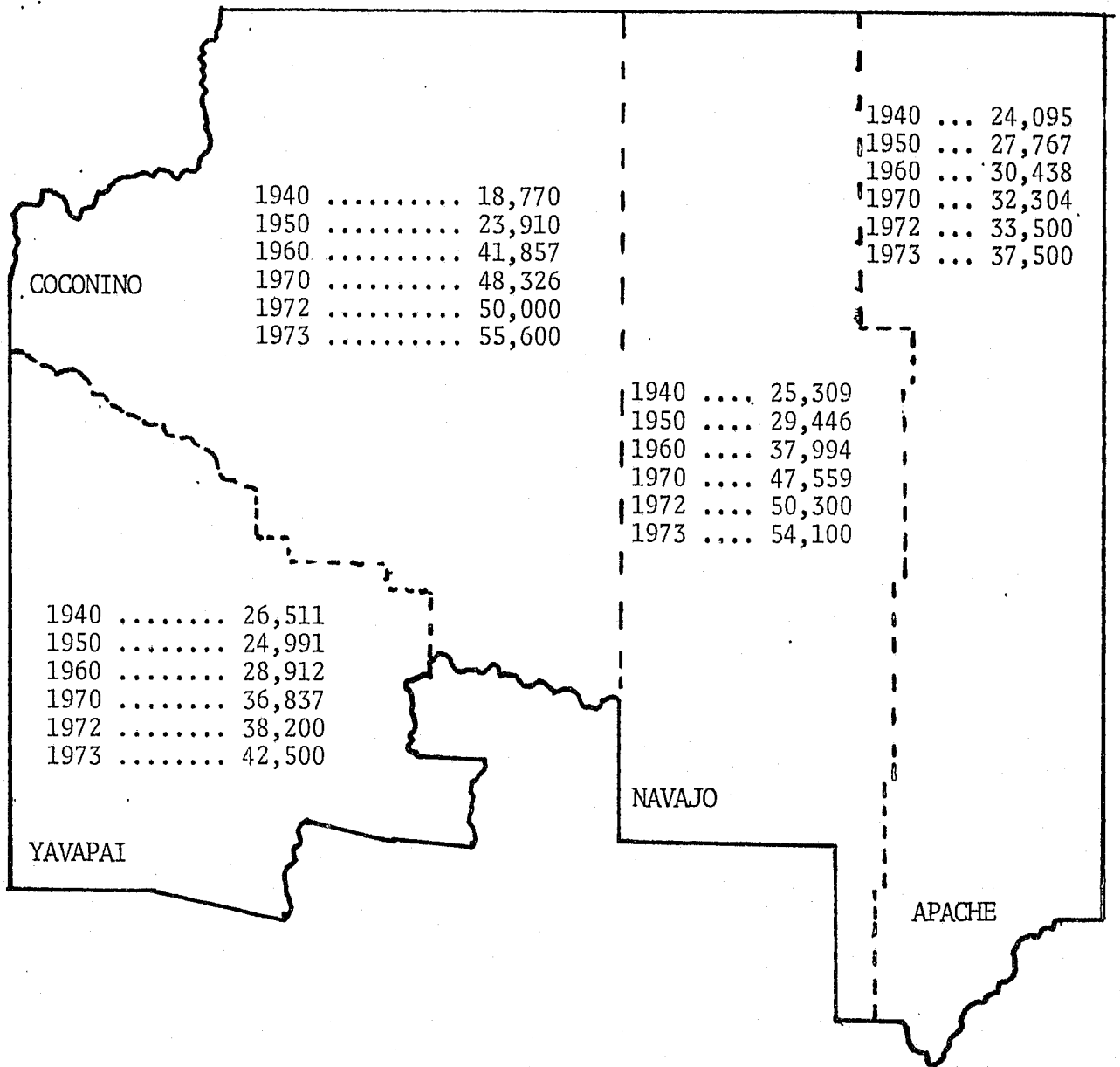
Source: "1970 Census of Population Arizona", U.S. Department of Commerce.

<u>COUNTY</u>	<u>PLACE</u>	<u>1960</u>	<u>1970</u>	<u>% CHANGES</u>
APACHE . . . . .	Eagar town	873	1,297	48.5
	St. John City	1,310	1,320	0.8
	Springerville Town	719	1,151	60.0
COCONINO . . . . .	Flagstaff City	18,214	26,117	43.4
	Fredonia Town	643	798	24.1
	Grand Canyon (u)	-----	1,011	-----
	Page (u)	2,960	1,439	-51.4
	Sedona (u)	-----	2,022	-----
	Williams Town	3,559	2,286	35.8
NAVAJO . . . . .	Holbrook Town	3,438	4,759	38.4
	Show Low City	1,625	2,129	31.0
	Snowflake Town	982	1,977	101.3
	Taylor Town	-----	888	-----
	Winslow City	8,862	8,066	- 9.0
YAVAPAI . . . . .	Bagdad (u)	1,462	2,079	42.2
	Clarkdale Town	1,095	892	-18.5
	Cottonwood Town	-----	2,815	-----
	Jerome Town	243	290	19.3
	Prescott City	12,861	13,174	2.4

Figure 8 Population of cities and towns in Region III.

Source: "1970 Census of Population, Arizona," U.S. Department of Commerce.

(u) Unincorporated places of 1,000 or more



NORTHERN ARIZONA COUNCIL OF GOVERNMENTS  
 PLANNING REGION III

Figure 6 County Population Statistics

Source: U.S. Department of Commerce, Bureau of the Census, except 1972 and 1973 Data which is a preliminary estimate from the Employment Security Commission of Arizona

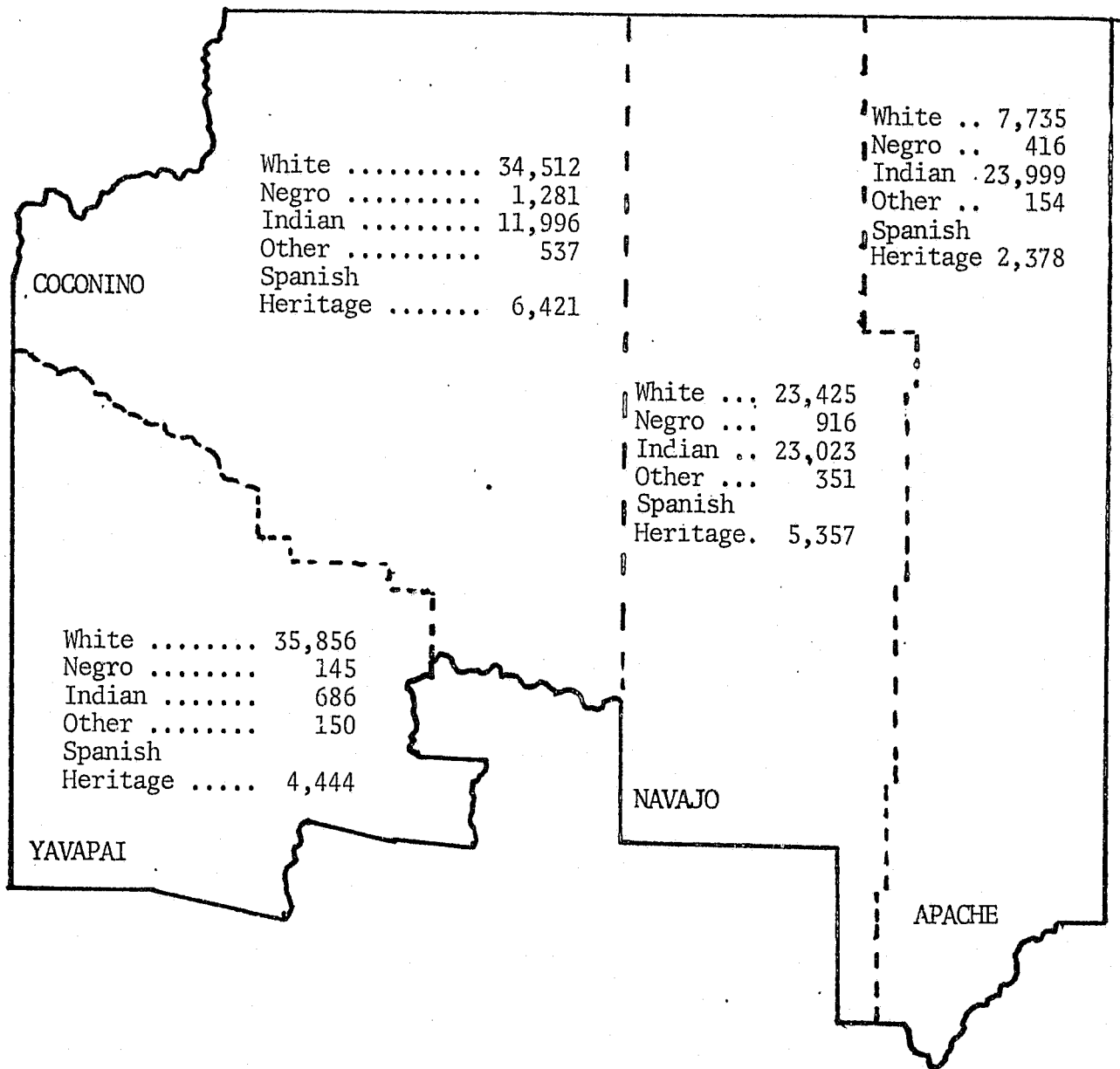


COMMUNITY POPULATION FORECAST

<u>COUNTY</u>	<u>PLACE</u>	<u>1973</u>	<u>1975</u>	<u>% CHANGES</u>
Apache	Eagar Town	1,340	1,458	8.8
	Springerville Town	1,309	1,410	7.7
	St. Johns City	1,323	1,325	.02
Coconino	Flagstaff City	29,513	31,785	7.7
	Fredonia Town	855	895	4.7
	Grand Canyon	1,163	1,265	8.8
	Page	8,248	8,630	4.6
	Sedona	2,328	2,530	8.7
	Williams Town	2,148	1,990	-7.4
Navajo	Holbrook Town	5,313	5,675	6.8
	Show Low City	2,328	2,460	5.7
	Snowflake	2,273	2,470	8.7
	Taylor Town	1,020	1,110	8.8
	Winslow City	7,848	7,700	-1.9
Yavapai	Bagdad	2,340	2,520	7.7
	Clarkdale Town	843	810	-4.0
	Cottonwood	3,238	3,520	8.7
	Jerome Town	313	320	2.2
	Prescott	13,230	13,300	0.5

SOURCE: Forecast based on Independent Consultant Study.  
Volume 1, Section 6, of Preliminary Draft Arizona State  
Systems Plan, Daniel, Mann, Johnson and Mendenhall.

NOTE: These figures were used due to the methodology used by the  
consultants resulting in better accuracy.



NORTHERN ARIZONA COUNCIL OF GOVERNMENTS

PLANNING REGION III

Figure 7 Racial Breakdown by Counties

Source: U.S. Bureau of Census

SECTION VI

SOME ALTERNATIVES  
TO  
EXISTING CORRECTIONAL PROBLEMS

The following alternatives to the correctional problems are by no means in a priority setting. There are some existing conditions that must receive prompt attention to alleviate the correctional problems. One such problem is the inadequacy of the county jails to function in their detention responsibilities. This is attributed to the existing physical conditions of the jails. These alternatives are general in nature and are intended for the purpose of showing some direction for possible solutions.

## SOME ALTERNATIVES TO EXISTING CORRECTIONAL PROBLEMS

### REGIONAL CORRECTIONAL FACILITY

It creates a financial burden for most local law enforcement agencies to operate their own detention facilities. Jails in Region III fail to equip an offender for successful re-entry into society. Realistically, an adequate properly equipped and staffed local jail that can meet rehabilitative program standards is beyond the financial means of most local units in Region III. It would be more sensible to develop a regional correctional facility designed to serve the combined local jurisdictions.

Such a facility could be geared to receive misdemeanor offenders serving three months and over and first time felons also. County jails would then be utilized only for short-term commitments. It is virtually impossible to attempt to initiate any rehabilitative programs in Region III jails due to the rapid turnover of prisoners and the exhorbant cost. A regional correctional facility holding prisoners for three months or longer can become rehabilitative oriented providing work-release programs, job training, vocational counseling, and educational opportunities.

An alternative in the development of a regional correctional facility designed to serve two or more jurisdictions should be in accordance with an appropriate location within Region III. There is some contention that a locally controlled jail serves a community law enforcement need - one which would not be met as fully by a more distant regional facility.

Some jurisdictions might prefer to spend money to renovate a local jail which they operate rather than to contribute toward an expensive new facility for which operating responsibility would be shared. It is very expensive

for each local entity to undertake their own renovation program. It can be argued, that even with LEAA funds earmarked for correctional purposes, it would be unrealistic to expect renovation or replacement of all sub-standard local jails in the near future. Region III local governmental units cannot afford to cover the costs of upgrading their jails to meet modern standards. The use of a Regional correctional facility would be a practical approach in realizing the rehabilitative goals of a correctional system.

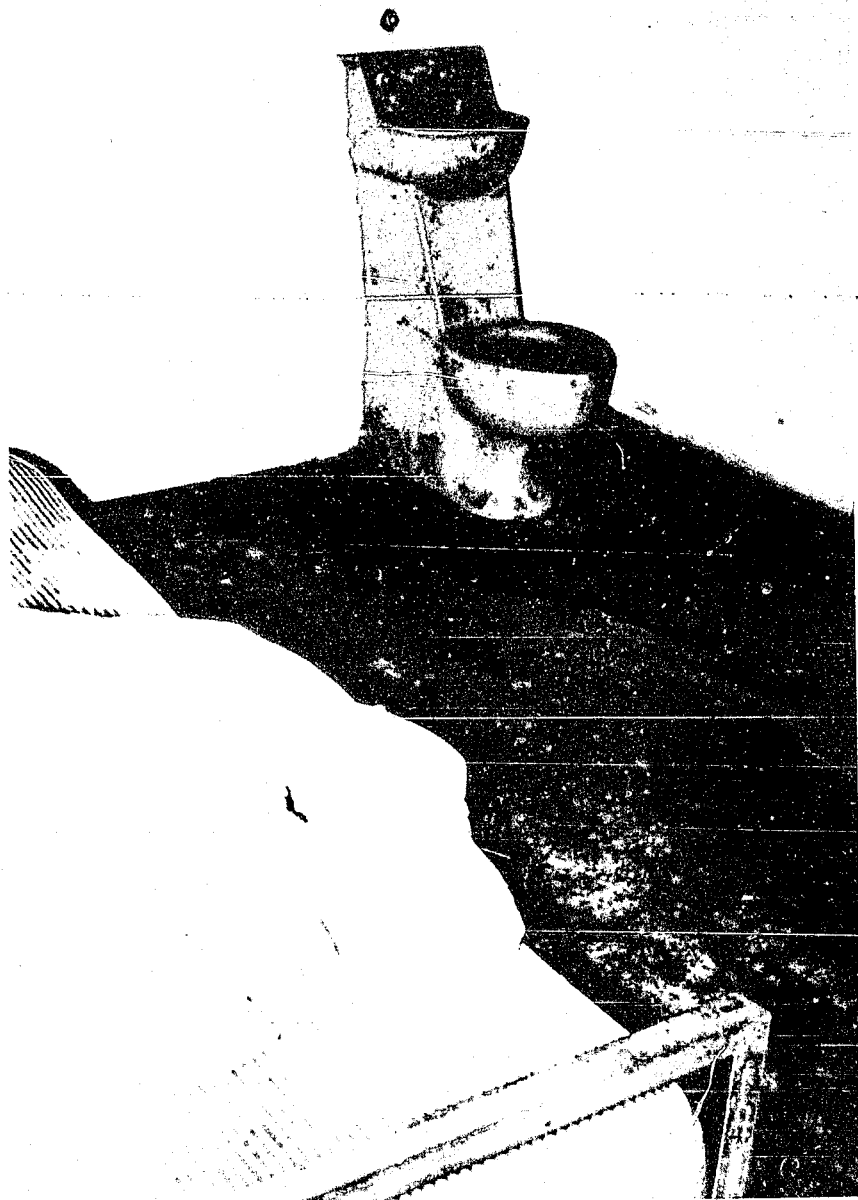
#### DETENTION RESPONSIBILITIES BY COUNTIES

Most of the municipal jail facilities were found to be antiquated and inadequate in terms of their physical structure. Faulty wiring, inadequate plumbing, cooling and heating systems along with extremely limited budgets for jail administration were areas of concern to local governmental units.

An alternative to this problem would be to shift all detention responsibilities from the municipal jails to the county jails, allowing overburden municipal jail personnel to function in other areas of responsibilities. Officers previously tied up in jail administration could be utilized in the field to strengthen the patrol coverage and the investigative process. Record and filing functions could be reduced to a minimum. Local police departments, without additional jail responsibilities could concentrate on efficiency in other areas.

#### COMBINING EXISTING JAIL RESOURCES

Presently there are several local units operating jail facilities within close proximity of one another. A classic example is in Yavapai County where the towns of Clarkdale, Cottonwood, and the County combined



FEMALE CELL

have a total of four jails within a 19 mile area.

These three jurisdictions could combine their resources and designate the county satellite jail located in Cottonwood, (recently built) as the main jail for their use with each entity sharing the administrative responsibilities and the financial burden of the jail operation. The combining of their existing resources could allow the towns of Clarkdale and Cottonwood to convert their existing detention area into a much needed office and operational space. By utilizing one main jail, 24 hour supervision when needed would be more readily available without causing additional strain on present personnel.

Another possible area where combining existing resources would benefit two or more jurisdictions is the southern part of Navajo County. Snowflake, Show Low, and Taylor could combine their existing resources and enter into a joint agreement with the County to locate a county satellite jail in the Show Low area that would accommodate the four jurisdictions. The operational and financial responsibilities could be shared by these local governmental units.

Presently the above jurisdictions must transport all arrestees to Holbrook for detention in the County jail, a distance of 28 to 60 miles and sometimes more depending on the location of initial pick-up. The Navajo County Sheriff's Department is experiencing a large volume of arrests in the southern part of the County. In 1972 and 1973, arrest data revealed that about 50% of the department's total arrests were made within a 20 mile radius of the town of Show Low (see APPENDIX E, page 60).

#### A COUNTY SATELLITE JAIL FOR APACHE COUNTY

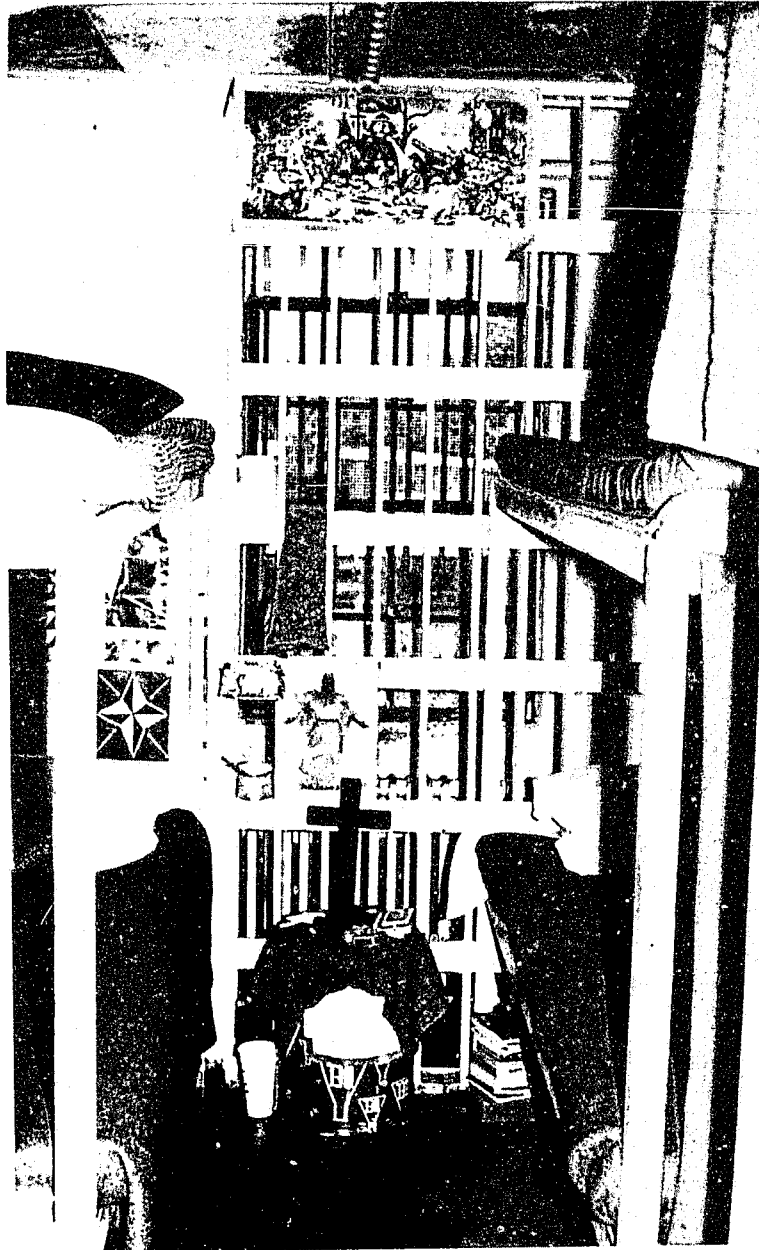
Apache County has a land area of 11, 171 square miles. The estimated



1973 population is 37,500. The County has only one jail facility which is located in St. Johns. It has a total bed capacity of twenty-four. There are no city jails nor county satellite jails. Apache County is experiencing a large volume of arrests in the upper northern portion of the County. In 1973 approximately 76% of all arrests recorded by the Sheriff's Department took place in the Lupton/Sanders area (see APPENDIX D, page 59). Lupton and Sanders are north of the county jail approximately 60 and 53 miles respectively in distance.

The large number of arrests in that area are due to the increased traffic volume on route 66 and also the fact that the two towns are located near the Navajo Reservation boundaries. Reservation Indians account for a large portion of the arrests in that area. It must be pointed out that Senate Bill 1107 which became effective January 1st of this year could have some affect on the number of arrests in the Lupton/Sanders area. The majority of the Indian arrests were alcohol related. However, a large number were picked-up for DWI (driving while intoxicated), drunk and disorder, contributing to minors, etc. which would still constitute an arrest.

The distance between the Lupton/Sanders area and the county jail, creates a problem of utilizing several man-hours in transporting arrestees to the county jail for detention. On some occasions the arrestee cannot be taken before the local Justice of the Peace for immediate court appearance and thus, must be taken to the county jail for temporary lock-up. The arrestee is then returned for court appearance before the Justice of the Peace in whose jurisdiction the law was violated. Should the Justice of the Peace commit the offender to the county jail then the Sheriff's deputy must once again return the offender to the county jail for detention purposes.



FOUR MAN CELL

An alternative to this problem would be to establish a county satellite jail in the Lupton/Sanders area and adjacent to it a small court facility (a combination jail/court facility). Such a facility would fulfill both the sheriff's needs and the judicial needs in expediting the judicial process. Unnecessary transportation problems could be alleviated by the construction of such a facility. In 1972 it was estimated that 20 to 60 man-hours were spent transporting prisoners to and from court and an estimated 300 miles were traveled weekly taking prisoners to and from court.

#### RENOVATION PROGRAMS FOR COUNTY JAILS

Region III counties definitely need to initiate a renovation program for their county jails. The problems experienced by the county jails are similar to one another.

County jails lack sufficient space to adequately fulfill and carry out their detention responsibilities. Jail administrations are inadequately staffed and present equipment in most cases is obsolete. Quality communication does not exist between the jail proper and the administrative offices. The booking areas are too small to perform proper booking procedures. At times, during the booking process, the public mixes with the prisoners because of space limitations. This situation creates an element of danger not only for the sheriff's personnel but also for the public.

Privacy between the prisoner and his family during visiting hours is virtually non-existent. Visitation privileges for prisoners are conducted in close proximity to the booking area causing a severe congestion.

Although some jails do have padded cells, there were no special facilities to handle the narcotic addict, the mentally disturbed, or those inmates affected with some form of disease.

Detainees and convicted prisoners young and old, suspects and offenders, misdemeanants and felons, often times share the same facilities, frequently the same or adjacent cell. Consultation or interviewing rooms in most cases are not available to those who must communicate with the prisoner. Each county jail in Region III needs to renovate their facility in order to operate affectively and efficiently.

#### PRE-RELEASE TRIAL PROGRAM

Projects aimed at reduction of jail populations should be given more attention and consideration. Alternatives to spending county funds on new jails should be sought. One such alternative is a Pre-Release Trial Program which could allow arrested people with previously good records to be released prior to trial without money bond. Studies have indicated that about 1300 such people have been released annually in Des Moines, Iowa on a Pre-Release Trial Program with only 1.8 percent failing to return and show up for trial.

People with poor previous records could also have a chance to be released without bond prior to trial. They could be required to pass a careful screening process, and be released to some form of a community corrections unit, which would require them either to work, attend school, or take vocational training.

This type of program could be a complicated one, but it would represent a financial savings, since the average cost of imprisoning one inmate in a county jail one year is 11,000 according to the National Association of Counties.

SECTION VII

CONCLUSIONS

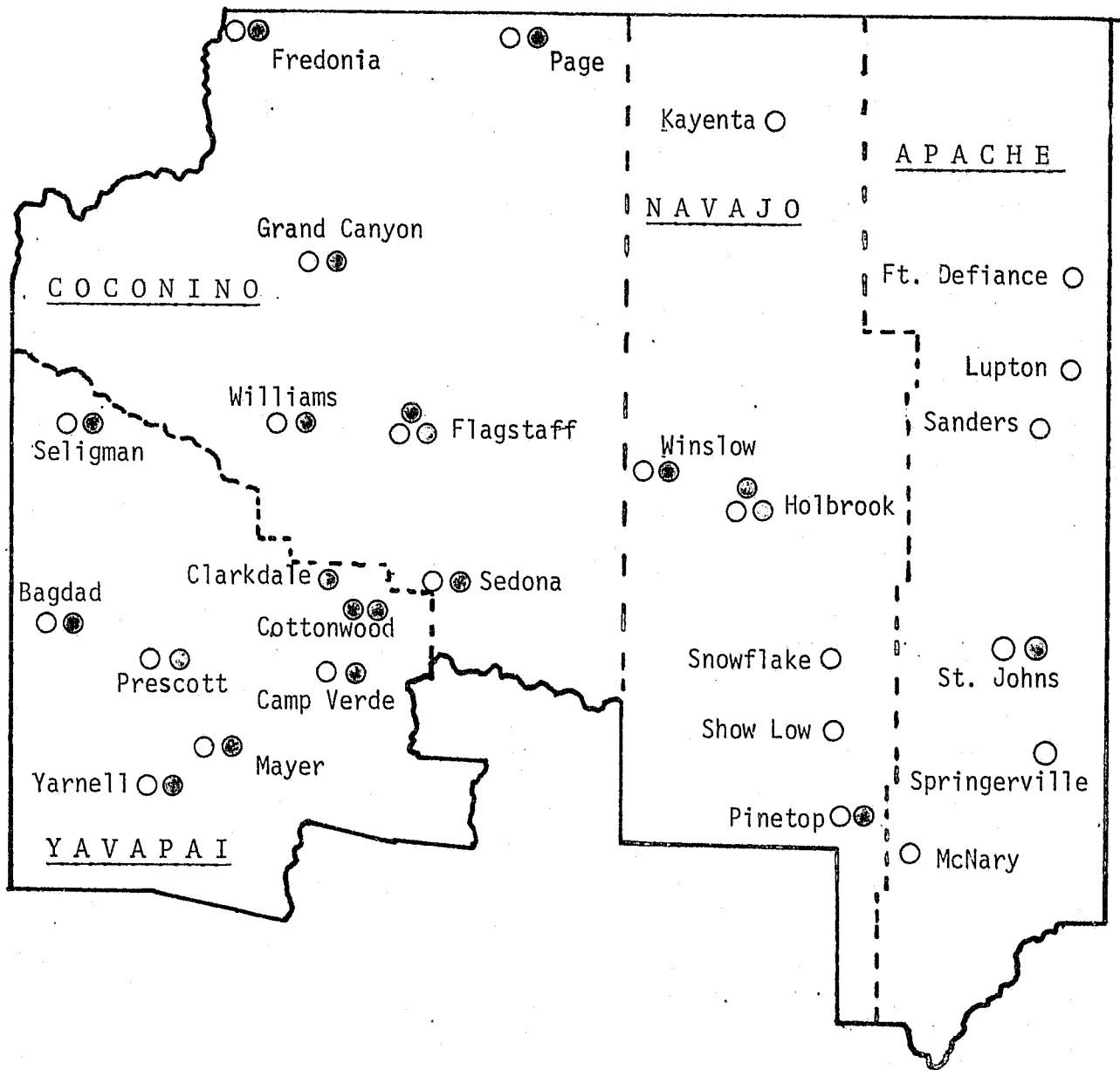
## CONCLUSION

The average cost of imprisoning one inmate in a county jail for one year is \$11,000, according to the National Association of Counties. Most Region III jails as well as jails from other areas are the result of a century of neglect. The answer is not to build new ones. The better approach is to try to initiate and/or improve existing pre-trial systems. Consideration should be given to projects that would keep non-dangerous offenders in the community at their own expense and holding a job, programs that would get people like petty gamblers, alcoholics, and addicts out of jails and into social services that will do them good. Contrary to popular belief, county and municipal jails do not serve as a detriment to crime. They can not help individuals and never could. Society has been using them as a dumping ground for every kind of social problem.

Efforts to restore and rehabilitate criminal offenders are essential to the reduction of crime. Corrections must provide realistic and relevant measures to prevent offenders, especially those brought into the system for the first time, from becoming trapped in careers of crime. Over crowding is a basic problem in most local jails and there is a need to differentiate among the types and ages of offenders. There is a consensus that law enforcement officials do not have the time, the staff, or the training to manage the jails. Traditional approaches to treating offenders have failed to reduce recidivism and some were found to be inhumane. The Regional Correctional Facility Concept along with concentrated efforts on pre-trial release programs seems to be the most viable alternative that would lend itself to the rehabilitation of criminal offenders and thus reduce recidivism and assist in eliminating somewhat the burden of our existing jail problems.

SECTION VIII

APPENDIX



NORTHERN ARIZONA COUNCIL OF GOVERNMENTS

PLANNING REGION III

COLOR SCHEME

- ⊕ County Jails
- City Jails
- ★ County Satellite Jails
- Justice of the Peace and Magistrates



APPENDIX B

REGION III

	1970	1971	1972	1973 Thru Aug	4-Year Totals
Total - Alcohol Related Arrests	3,188	5,894	8,818	4,936	22,836
Total - All types of Arrests	7,312	12,605	15,871	8,861	44,649
% - Alcohol Related Arrests	44	47	56	56	51

\* Although not given in completed form by some sheriffs and police departments, the data does indicate there is a rise in Alcohol Related Arrests in Region III.

NOTE: "Alcohol Related Arrests" for this purpose means: public drunkenness, drunk and disorder, driving while under the influence of alcohol (DWI), illegal possession by a minor and contributing to a minor.

(Alcohol Related Arrest)

APPENDIX C

ANALYSIS OF ALCOHOL RELATED ARRESTS

Region 3--Jails

	PRIMARY OFFENSE	
	<u>DRUNKENNESS</u>	<u>DRIVING WHILE INTOXICATED</u>
<u>Number of Arrests</u>	6,614	1,992
<u>Percent of All Bookings</u>	42.8	12.9
<u>Sex/Maturity (percentages)</u>		
Adult Male	89.2	92.8
Adult Female	10.0	6.9
Juvenile Male	.7	.3
Juvenile Female	.1	-
<u>Ethnic Group (percentages)</u>		
White	12.2	45.8
Black	.8	1.9
Mexican/American	3.8	7.8
Indian	83.2	44.5
Other	-	-
<u>Average Age at Arrest **</u>	36.1	35.2
<u>Average Number of Days Detained **</u>	4.3	5.5

\*\* Averages based on those records with the information available.

APACHE COUNTY SHERIFF - ARRESTS BY PRECINCTS

APPENDIX D

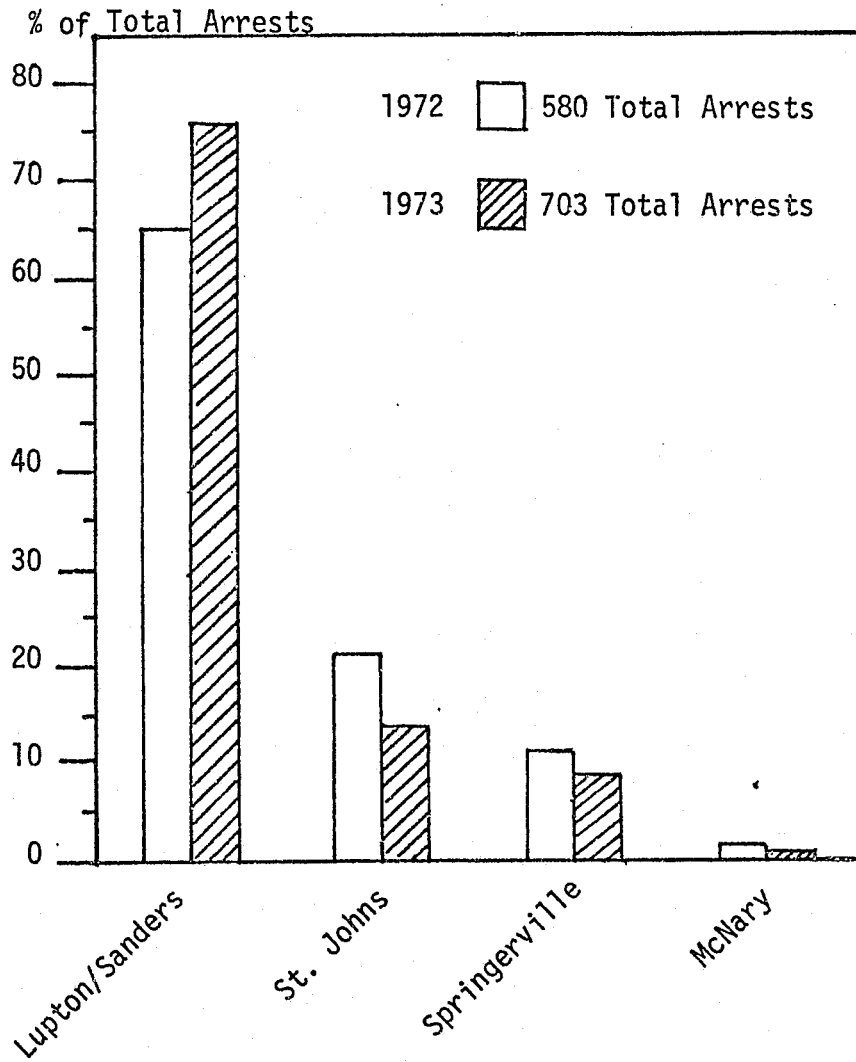


Figure Percent of arrests that took place at each precinct.

SOURCE: Apache County Sheriff's Office

NAVAJO COUNTY SHERIFF - ARRESTS BY PRECINCTS

APPENDIX E

% of Total Arrests

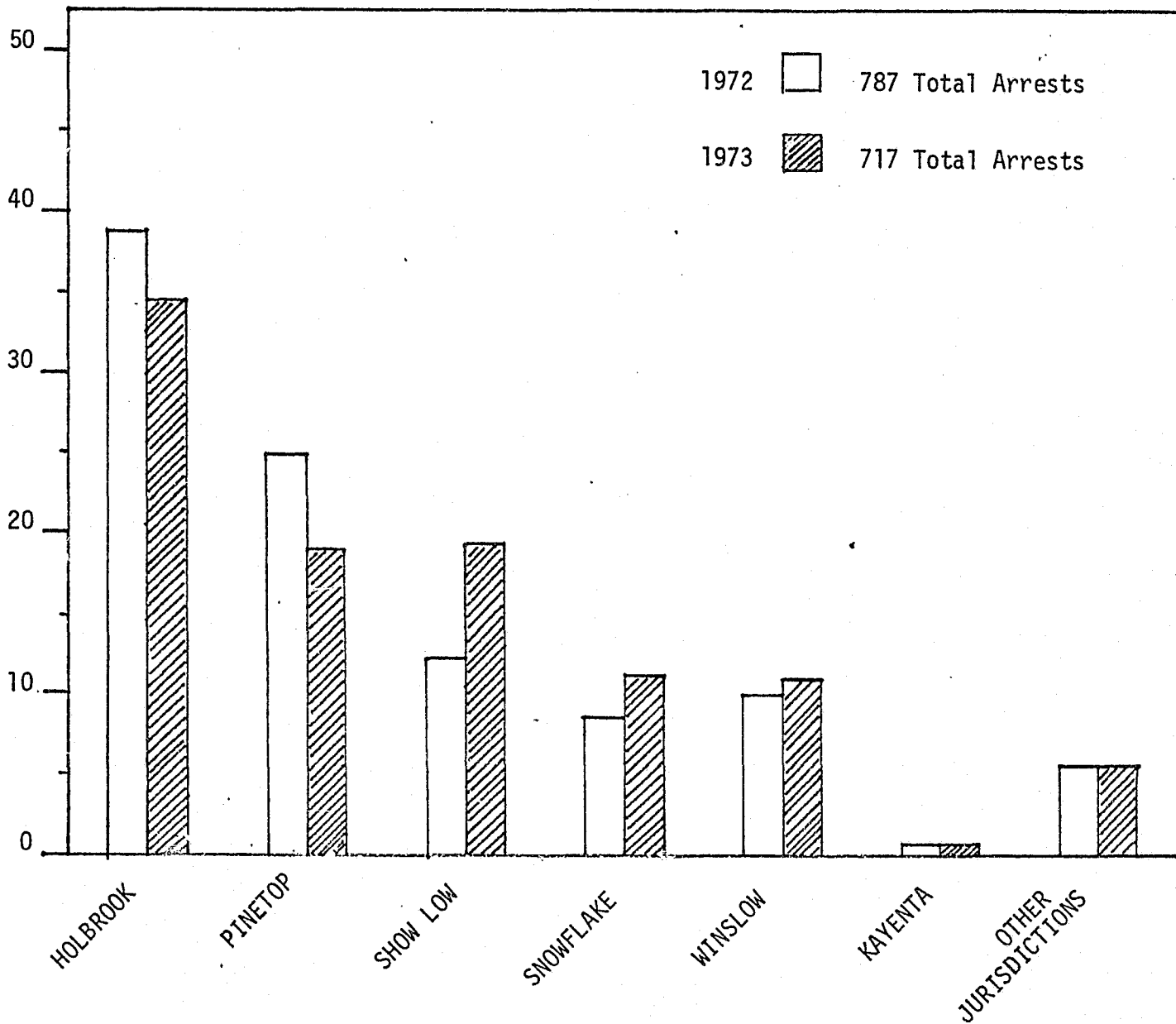


Figure: Percent of total arrests that took place at each precinct.

SOURCE: Navajo County Sheriff's Office

YAVAPAI COUNTY SHERIFF - ARRESTS BY PRECINCTS

APPENDIX F

% of Total Arrests

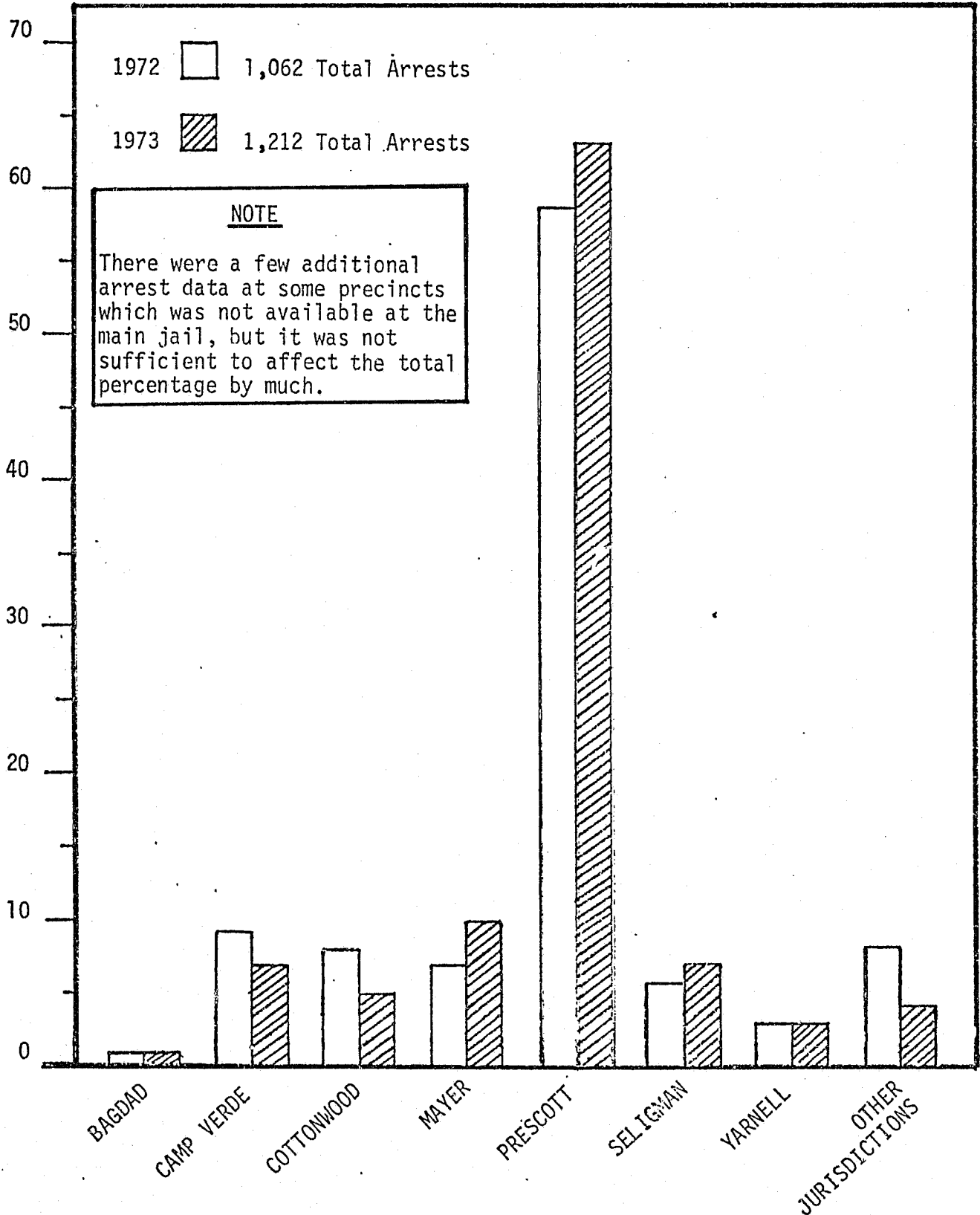


Figure: Percent of total arrests that took place at each precinct

SOURCE: Yavapai County Sheriff's Office

**END**