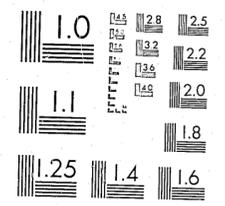


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TABLE OF CONTENTS

	<u>PAGE</u>
INTRODUCTION	1
CURRENT FACILITY USAGE	2
EXISTING FACILITY STATUS	5
PROJECTING FUTURE FACILITY NEEDS	8
ESTABLISHING PRIORITIES	16
CONCLUSIONS AND RECOMMENDATIONS	21

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STATEWIDE
JAIL REPORT
SUMMARY
1984

98246

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January, 1984

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National Institute of Justice
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INTRODUCTION

During the Winter of 1982-83 the Department of Corrections initiated a comprehensive study of the present status and future needs of each of Minnesota's 87 counties for jail type facilities. That study also was designed to focus on the capability of each county to meet those needs to the year 2000.

The substantial amount of data contained in the study not only provided a comprehensive look at Minnesota's jails and their future but also provided background information which helped answer the question being raised throughout the state: "Since the state has been involved with local correctional facilities, by virtue of promulgated standards since May of 1978, what progress has been made in compliance with standards and how do counties currently rate concerning physical plant and operational standards?"

With the promulgation of minimum standards in the Spring of 1978, it became apparent that a number of jail-type facilities could not comply with physical plant standards. Currently, 78 Minnesota counties operate some form of jail facility of varying size, age and construction. This study offers a comparative overview of progress relative to physical plant standards from 1978 to the present.

This document, entitled, Statewide Jail Report Summary - 1984, provides an update of the 1982-83 study. Supportive data, may be obtained by contacting the Minnesota Department of Corrections, Suite 430, Metro Square Building, 7th and Robert Streets, St. Paul, Minnesota 55101.

HISTORY

Since 1961, the state of Minnesota has been involved in the inspection of county jail facilities. The 1976 Minnesota Legislature passed a bill mandating that the Department of Corrections promulgate, through the state's Administrative Procedures Act, the standards under which those inspections are to take place. This was achieved with the assistance of an advisory board composed of sheriffs and county commissioners. The standards formally went into effect in May of 1978. The standards were amended with the assistance of a fifteen member advisory board composed of sheriffs, county commissioners, the corrections ombudsman and citizen members in 1981. Amended standards were promulgated on November 2, 1981.

SCOPE

This report supersedes the Statewide Jail Report Summary - 1983. It is intended to describe the present status and future needs of Minnesota's jails based on current demographic and jail usage data. Additionally, this report reflects new construction and major renovation activity that has occurred (or will commence in Spring of 1984) since publication of the Statewide Jail Report Summary - 1983.

CURRENT FACILITY USAGE

As of January 1, 1984, 85 jail type facilities were being operated by county or county and municipal units of government. The facilities addressed herein are not inclusive of facilities operated solely by municipal units of government nor does this report include facilities operated by counties solely for the detention and/or residential placement of juveniles.

The 85 jail type facilities operating on January 1, 1984 were being used in a manner consistent with one of the following classifications:

Adult Corrections Facility

Adult Corrections Facility shall mean a secure detention facility used only to confine sentenced prisoners for periods of time not to exceed one full year per conviction.

Adult Detention Facility

The term adult detention facility shall mean a secure detention facility used to confine prisoners prior to appearances in court and sentencing. The intent of such facility is violated when sentenced offenders are confined therein, except to the extent such sentenced offenders are assigned to the facility in service related work opportunities compatible with prisoner needs.

Jail Facility

Jail shall mean a secure detention facility used to confine prisoners prior to appearance in court and sentencing indefinitely and sentenced prisoners for periods of time not to exceed one full year per conviction.

Lockup Facility

Lockup facility shall mean a secure detention facility used to confine prisoners prior to appearance in court and sentenced prisoners for periods of time not to exceed 90 days. Prisoners serving sentences on work or educational release status are exempt from the 90-day confinement limitation.

Holding Facility

Holding Facility shall mean a secure detention facility used to confine prisoners prior to appearance in court for periods of time not to exceed 72 hours excluding holidays or weekends. Facilities housing prisoners serving sentences on work or educational release status may be exempted from the 72-hour confinement limitation by approval of the commissioner of corrections.

Work Release Facility

The term work release means that although the county does not by definition operate an adult corrections facility, it does operate a work release facility separate and distinct from its primary facility.

Condemned Facility

Condemned means that the facility has been legally condemned through district court litigation but continues to operate under the court order.

Contract Limitation Facilities

In the case of some facilities a formal limited use agreement exists between the county and the Department of Corrections which may not conform precisely to the definitions listed above.

For example, the Department of Corrections has a formal limited use agreement with Chippewa County whereby detention of adult offenders in the Chippewa County facility is limited to 15 days.

As of January 1, 1984 six facilities classified as potentially condemnable, two facilities classified as adequate for holding purposes only (in counties needing a jail) and two facilities classified as adequate for lockup purposes only (in counties needing a jail) operate under contract.

Table I provides a breakdown of current usage of the 85 facilities operating as of January 1, 1984.

TABLE I
Current Facility Usage

I <u>Classification</u>	II <u>Number of Facilities</u>	III <u>Number of Existing Beds</u>
Adult Correction Facilities	3	943
Adult Detention Facilities	2	461
Jails	46	1,579
Lockups	6	68
Holding Facilities	15	121
Work Release Facilities	2	51
Condemned Facilities	1	17
Contract Limitation Facilities	<u>10</u>	<u>141</u>
Totals	85	3,381

Column II - indicates the number of facilities currently operating. As an example three facilities are currently operating as adult corrections facilities.

Column III - indicates the number of beds that exist in each facility of the type indicated exclusive of those designed for admission/release processing, disciplinary segregation or isolation or medical isolation. Existing beds counted in column III are without regard to square footage allowances per prisoner and multiple occupancy conditions. For example, if a facility had a 64 square foot cell designed and currently used to house four prisoners, all four beds were counted in arriving at the number of existing beds in column III.

Six counties currently operate more than one facility. They are Anoka, Dakota, Hennepin, Isanti, Ramsey and St. Louis counties. Nine counties currently operate no facility. They are Big Stone, Dodge, Grant, Lake, Red Lake, Renville, Swift, Wilkin and Yellow Medicine counties. The remaining 72 counties operate one facility each. Table I includes those facilities recently under construction which were expected to be operational by January 1, 1984. As an example, Kittson County occupied a two bed holding facility in the fall of 1983. Previously, the county had no facility. The two bed holding facility has been included in Table I. Counties with facilities under construction which did not open by January 1, 1984 and jail type facilities scheduled for construction in the Spring of 1984 were not included. As an example, Nicollet County currently has a contract limitation facility and is expected to occupy a new jail facility in the Spring of 1984. For Table I purposes, Nicollet County was classified as having a contract limitation facility.

Counties currently operating no facilities include counties that have chosen to operate without a facility, have closed facilities by mutual agreement with the department or have closed facilities as a result of district court litigation. One county, Todd, classified as "condemned" is operating a facility on a restricted use basis, maximum 24-hour confinement, as a result of district court litigation.

EXISTING FACILITY STATUS

The department has assessed the physical plant capability of each of the 85 facilities operating on January 1, 1984. The assessment has attempted to take into consideration original design intent, current facility usage, overall ability of the facility to meet the intent of a classification and standards applicable to life safety, security and health. The department has concluded that Minnesota's 85 jail type facilities currently operating are most appropriately classified as indicated in Table II.

TABLE II
Existing Facility Status

I <u>Classification</u>	II <u>Number of Facilities</u>	III <u>Number of Approved Beds</u>
Adult Correction Facilities	3	933
Adult Detention Facilities	2	379
Jails	32	1,005
Lockups	22	363
Holding Facilities	17	102
Work Release Facilities	2	51
Condemned Facilities	1	0
Condemnable Facilities	<u>6</u>	<u>0</u>
Total	85	2,833

Column I - indicates the facility classifications the department has determined appropriate to classifying facilities on Table II. Note that the term "contract limitation facilities" as used in column I, Table I has been deleted and replaced with the term "condemnable facilities" in column I, Table II. "Condemnable facilities" are facilities that the department has determined have conditions which could warrant condemnation proceedings.

Column II - indicates the number of such facilities the department believes appropriately classified as facilities of that type.

Column III - indicates the number of beds in all facilities of that type exclusive of those designed for admission/release processing, disciplinary segregation or isolation purposes or medical isolation that meet the following conditions:

- a. Cells or detention rooms provide a minimum of 50 square feet of floor space per prisoner.

- b. Dormitories provide a minimum of 60 square feet of floor space per prisoner.
- c. No beds in facilities condemned or determined to be "condemnable" were approved.

A comparison of Tables I and II indicates significant differences in the numbers of existing and approved beds and the numbers of facilities classified as jails in Table I and Table II. These differences need explanation. The number of approved beds and existing beds should ideally be the same number. Similarly, the number of facilities being used as jails and classified as jails by the department should be the same number. Historical data will put the current discrepancies into perspective. Table III provides a brief overview of facility status as determined by the department for the period 1973-85. Table III was prepared by applying current standards to facilities as they existed during the year indicated. As an example, although Carlton county currently has a facility classified in Table II as a jail, the facility it had in 1973 was classified as potentially condemnable, was classified as condemned in 1976 as the result of district court litigation and by 1979 was replaced with a new jail. Tables III and IV figures for 1985 are projections based upon construction underway or planned for Spring of 1984. Because other counties are known to be planning construction, 1985 projections are conservative.

TABLE III
Existing Facility Status Changes 1973-85

Classification	I	II	III	IV	V	VI
	1973	1976	1979	1982	1984	1985
Adult Correction Facility	3	3	3	3	3	3
Adult Detention Center	0	1	2	2	2	2
Jails	0	8	20	29	32	37
Lockups	22	23	24	23	22	22
Holding Facilities	17	17	16	17	17	15
Work Release Facilities	0	0	0	2	2	1
Condemned Facilities	0	5	6	1	1	1
Condemnable Facilities	<u>38</u>	<u>26</u>	<u>13</u>	<u>8</u>	<u>6</u>	<u>3</u>
Total	80	83	84	85	85	84

Counties operating no facility for each year in Table III are as follows:

1973	1976	1979	1982	1984	1985
11	8	7	9	9	9

Two categories in Table III are representative of significant change and substantial progress. The first, those facilities classified as "jails", has increased from zero in 1973 to 32 in 1984 and is expected to reach 37 by 1985. Simply stated, if one were to apply the criteria used to arrive at Table II conclusions to facilities as they existed in 1973, not one facility would have met jail classification standards. Those facilities classified as "potentially condemnable" also indicate significant change and substantial progress as evidenced by the reduction from 38 such facilities in 1973 to 6 in 1984. This will be reduced by at least three more by 1985.

Table IV provides a brief overview of existing and approved beds as determined for 1979, 1982, 1984 and as projected for 1985 by the department. Data is not readily available prior to 1979. However, it is quite safe to say that the number of approved beds in 1979 significantly exceeded the number in 1973 as a result of the reduction in the number of facilities classified as potentially condemnable and the increase in the number of facilities classified as jails.

TABLE IV
Existing and Approved Beds 1979-1985

	1979	1982	1984	1985
Existing Beds	2,991	3,302	3,381	3,525
Approved Beds	2,333	2,706	2,833	3,037
Percentage Approved	78%	82%	84%	86%

Existing bed figures presented in Table IV include beds that have been added by counties as a result of variances granted by the department to single occupancy cell or detention room requirements in facilities which built such cells or detention rooms for single occupancy purposes. Such variances, although approved by the department, as a solution to immediate population problems are not considered permanent solutions to a county's population increases. Consequently, double occupancy cell conditions currently sanctioned by the department on a provisional basis are counted as two existing beds but only one approved bed for the purposes of this report.

PROJECTING FUTURE FACILITY NEEDS

The process of projecting future facility needs is a difficult and complex task and one that requires that a number of assumptions be made. The department approached this task through the use of three steps as follows:

1. The compilation of historical data related to jail type facilities for the period January 1, 1975 through December 31, 1983.
2. Analysis of data compiled in step one.
3. Application of conclusions derived at in step two to data projected for future years.

Table V offers a statewide overview of demographic and jail usage data compiled for the period January 1, 1975 - December 31, 1983. Similar data has been compiled for each county.

I Year	II Population	III A.D.P	IV Ratio of A.D.P./Population
1975	3,940,461	1,311.94	.332940
1976	3,967,556	1,353.22	.341071
1977	3,994,658	1,480.02	.370499
1978	4,021,752	1,592.32	.395926
1979	4,048,862	1,754.38	.433301
1980	4,075,970	1,991.36	.488561
1981	4,105,270	2,166.90	.527833
1982	4,134,569	2,339.65	.565875
1983	4,163,868	2,480.98	.595835
1984	4,193,167		
1985	4,222,468		

Column II - presents the state's total population based on 1970 and 1980 census data and estimates provided by the state demographer's office in 1983 for the years 1981 to 1985.

Column III - average daily population data presented in this section are representative of average daily population patterns experienced by each facility within the state for the years 1975-1983. The average daily population figures presented are reflective of the state's experience over a nine year period. Average daily population's were used to eliminate the influence of fluctuations caused by unusual circumstances such as mass arrests or seasonal fluctuations.

Column IV - the figures presented in this section for the years 1975-83 provide an index of the state's rate of incarceration (based on average daily populations) to the total population within the state. These figures represent the state's rate of incarceration. A ratio of 1.00 means that for every 1,000 persons in the state's population, one person is incarcerated on an average day.

An examination of Table V Demographic and Actual Usage Data indicates that average daily populations have increased from 1,311.94 persons in 1975 to 2,480.98 persons in 1983. This represents an increase of 1,169.04 persons or 89.11%. The state's population during this period increased 5.67%. Finally, the ratio of average daily population to the state's population has increased from .332940 in 1975 to .595835 in 1983. This represents a 78.96% increase. Simply stated average daily populations in jail-type facilities have increased at a rate much greater than and disproportionate to the state population increase from 1975 through 1983. Tables VI and VII are intended to assist the reader in better understanding the pattern of increases in average daily populations and ratios of incarceration.

TABLE VI
Average Daily Population Increases 1975 - 1983

I Year	II Increase Over A.D.P.	III Percentage of Increase Over Previous Year	IV Previous Year
1975	1,311.94		
1976	1,353.22	+41.28	+3.15%
1977	1,480.02	+126.80	+9.37%
1978	1,592.32	+112.30	+7.59%
1979	1,754.38	+162.06	+10.18%
1980	1,991.36	+236.98	+13.51%
1981	2,166.90	+175.54	+8.82%
1982	2,339.65	+172.75	+7.97%
1983	2,480.98	+141.33	+6.04%
1975-1983		+1,169.04	+89.11%

TABLE VII
Ratio of Average Daily Population to
State Population Increases 1975-1983

I Year	II Ratio	III Increase Over Previous Year	IV Percentage of Increase Over Previous Year
1975	.332940		
1976	.341071	+.008131	+2.44%
1977	.370499	+.029428	+8.63%
1978	.395926	+.025427	+6.86%
1979	.433301	+.037375	+9.44%
1980	.488561	+.055260	+12.75%
1981	.527833	+.039273	+8.04%
1982	.565875	+.038042	+7.21%
1983	.595835	+.029960	+5.29%
1975-1983		+.262895	+78.96%

With data in Tables V, VI, and VII as a basis for certain conclusions the department has prepared jail population estimates for each county and the state for the years 1985, 1990, 1995 and 2000. First, county and state population estimates were provided by the demographer's office in 1983 for the years 1985, 1990, 1995 and 2000. They are as indicated in Table VIII.

TABLE VIII
Statewide Population Projections
1985, 1990, 1995 and 2000

I Year	II Population Projection
1985	4,222,468
1990	4,370,979
1995	4,502,089
2000	4,600,397

Next, the department developed estimates of anticipated ratios of average daily facility populations to each county's total population estimates for the years 1985, 1990, 1995 and 2000. Individual county estimates were projected after consideration of the following:

1. Ratios of average daily population in the county's or region's population for each year of the period 1975-1983.
2. Consideration of increases in statewide ratios in each year during the period 1975-1983. See Table VII.
3. Consideration of anticipated developments in each county that will effect institution populations.
4. Analysis of the population in the 18-29 age group in each county and on a statewide basis during the period 1970-1980 and as projected for 1985-2000. It is generally agreed to by corrections professionals that the 18-29 age group is the highest risk age group for potential incarceration in correctional facilities. Consequently, increases or decreases in the numbers of persons in this age group are likely to result in disproportionate increases or decreases in the need for correctional resources such as jail beds as compared with increases or decreases in the population of other age groups.

It is noteworthy that 1970 and 1980 census data indicate a significant increase in the number of persons in the 18-29 year old age group. Table IX indicates that although the state's population only increased by 7.12% from 1970 to 1980, the number of persons 18-29 years of age increased by 35.00%. The department believes this shift in the distribution of age groups within the state's population is the single greatest cause of increasing jail populations during the period 1975-1983.

TABLE IX
Statewide
Profile 18-29 Age Group 1970 - 1980

	I 1970 Census	II 1980 Census	III Increase/ Decrease	IV Percent of Increase/ Decrease
Total Population	3,804,971	4,075,970	+270,999	+7.12%
Statewide Population 18-29	682,898	921,933	+239,035	+35.00%
% of Population 18-29	17.95%	22.62%	+4.67%	+26.02%

5. The department's conclusion, based on available demographic data that the number of persons in the 18-29 age group in Minnesota is likely to peak between 1982 and 1987 and then level off and possibly decline during the period 1987-2000.
6. Consideration of the recent implementation of Sentencing Guidelines and the potential impact of guidelines on local facility populations.
7. Consideration of the impact of county entrance in the Community Corrections Act on local facility populations.
8. Consideration of atypical rates of incarceration and the department's belief as to whether or not such rates are likely to change. As an example, Beltrami County has a high rate of incarceration for 1983 as compared with other counties operating jail type facilities. The department has concluded in this instance, based on all available information, that atypically high rates of incarceration are likely to continue in Beltrami County. On the other hand, the Stearns County rates of incarceration for the years 1975-1983 have been consistently lower than those of other counties operating jail type facilities. The department has concluded that in this instance it is reasonable to expect that rates of incarceration are likely to increase in Stearns County with the occupancy of a new facility.

The 1985, 1990, 1995 and 2000 estimated ratios are speculative at best, however, they represent what the department believes to be the best possible estimates based on all available information.

Significant changes in judicial practices, development of alternatives to incarceration not currently in use, changes in Sentencing Guidelines or Statutes can all render these projections inaccurate. The projections contained herein are based on the assumption that no significant change will occur in these major areas of impact to the year 2000.

Table X represents department projections of ratios of average daily population to statewide population for the years 1985, 1990, 1995 and 2000.

TABLE X
Ratios of Average Daily Population to Statewide Population

	I Range 1975-1983	II Projected 1985	III Projected 1990	IV Projected 1995	V Projected 2000
Statewide	.33 - .60	.68	.64	.60	.59

Column I - indicates the range of ratios of average daily population to each 1,000 persons in the state's population for the years 1975 through 1983.

Although the estimates arrived at in column II, III, IV and V resulted from a county by county assessment of such ratios, the end result on a statewide basis is consistent with department conclusions that ratios are likely to continue to increase through calendar year 1985 and then decline slightly to the year 2000.

The significance of changes in such ratios can be more clearly understood by examination of Table XI.

TABLE XI
Possible Changes in Ratios of Average Daily Population to Every 1,000 Persons in Statewide Population 1984 and 1985 and Impact on Average Daily Population

I Year	II Estimated Statewide Populations	III At Current Ratio	IV At 7.5% Increase	V At 5% Increase
1982	4,134,569	.565875	Actual Increase 7.21%	
1983	4,163,868	.595835	Actual Increase 5.29%	
1984	4,193,167	.595835	.640522	.625626
1985	4,222,468	.595835	.688561	.656907

Probable Average Daily Populations at Current Ratio,
7.5% Increase and 5% Increase in Ratios

Year	At Current Ratio	At 7.5% Increase	At 5% Increase
1984	2,498	2,686	2,623
1985	2,516	2,907	2,774

The projected ratio for 1985, column IV, Table XI assumes an approximate 7.5% increase in the ratio of average daily population to every 1,000 persons in the state's population in each of the years 1984 and 1985. This assumption is derived from actual increases that have occurred in such ratio in each year from 1975-1983. See Table VII, column IV. The 7.5% increase rate also takes into consideration what appears to be a leveling in the rate of increase and demographic data which suggests the 18-29 age group will reach peak numbers between 1982 and 1987.

Table XI is intended to provide the reader with a better understanding of the impact on average daily populations that change in the ratio of incarceration can have. The first section of this table presents information relative to the years 1982, 1983, 1984 and 1985. The ratio of incarceration for 1983 (.595835) acts as a base figure for establishing three possible ratios in each of the years 1984 and 1985.

Column III - assumes that the ratio of incarceration has reached its peak during 1983 and will remain relatively stable for the years 1984 and 1985.

Column IV - assumes a 7.5% increase in the base ratio of .595835 based upon the increases for the years 1981, 1982 and 1983.

Column V - assumes that increases in the ratio of incarceration will moderate to 5%.

Table XI indicates that average daily population figures in 1985 could range from 2,516, assuming no change in the current ratio of incarceration, to 2,907, assuming an increase of 7.5% in the ratio of incarceration per year for each of the next two years.

Simply stated, no increase in the current ratio of incarceration during the next two years would result in an approximate increase in the average daily population of 35 persons. Continued increases in the ratio of incarceration at 7.5% per year would result in an approximate increase in the average daily population of 426 persons.

The department has concluded, based on all available information contained in this report, that it is unlikely that the current ratio of incarceration .595835 will remain unchanged in the next two years. It is more likely that the ratio will increase by 5% - 7.5% each year for the next two years and consequently, average daily populations of 2,623 - 2,907 in 1985 are probable. Data available at this time would also suggest that ratios of incarceration should begin to level and possibly decline after 1985.

By comparison of projected average daily populations and available beds (see Table IV) it is reasonable to assume that overcrowding problems in a number of the state's jail type facilities will become pronounced by 1986.

Once ratios of average daily population to each county's projected population for 1985, 1990, 1995 and 2000 were established average daily populations on a county by county basis were projected.

Once estimated average daily population projections for each county were established, the department sought to project the type of facility(s) most appropriate to the county's needs and the needed capacity of each facility.

Based on review of total county population data throughout the state of Minnesota, average daily population and facility classification patterns, the Department of Corrections concluded that based solely on total county population data, facility classification needs generally coincide with the following county populations:

- a. No Facility - county populations less than 5,000.
- b. Holding Facility - county populations of 5,000 - 10,000.
- c. Lockups - county populations of 10,000 - 20,000.
- d. Jails - county populations of 20,000 - 200,000.
- e. Multiple Facilities - county populations in excess of 200,000.

Multiple facilities means that the department has determined that the county has a need for an adult detention facility, an adult corrections facility and a juvenile detention facility.

Table XII reflects the Department of Correction's determination of statewide needs in the year 2000 based on all available supportive documentation inclusive of total county population data, geography of the area, facility usage patterns, incarceration rates and crime rates.

TABLE XII
Future Facility Needs

<u>Year 2000 Classification</u>	<u>Number of Facilities</u>	<u>Number of Approved Beds</u>
Adult Correction Facility	3	933
Adult Detention Centers	2	489
Jails	51*	1,987
Lockups	9	100
Holding Facilities	16	82
Work Release Facilities	1	40
	82	3,631
No Facility	9 counties	

*One of the recommended jails is intended to serve two counties.

The number of approved beds needed in the year 2000 as indicated in Table XII was arrived at by totaling and summarizing the number determined needed for each county facility the department believes necessary to meet individual county needs. On a statewide basis the department has projected a bed need of 3,631 beds and projected a peak statewide average daily population of 2,907 persons. This represents an occupancy rate of 80.06% of capacity on a statewide basis. The 80.06% of capacity figure on a statewide basis is the end result of application of a formula to each county on a case by case basis. Where it appeared that jail populations may exceed desirable levels for a limited period of time, it was decided that no increase in beds in that facility should occur.

The formula represents the Department's conclusion that the average daily population should not exceed a specified percentage of the capacity of the facility. The formula also reflects the conclusion that the larger a facility, the greater the percentage of occupancy that average daily population may represent. Consequently, the department has concluded that desirable levels of occupancy of a facility's capacity may

range from 60% - 80% based on the average daily population experienced or anticipated for each facility. The specific percent capacity figure applied to a facility; 60%, 65%, 70%, 75% or 80%, represents allowances the department considers necessary to accommodate peak population demands, separation and segregation requirements, and partial closing for maintenance and housekeeping.

Table XIII presents guidelines to be used in determination of POC (percentage of capacity) figures to be used in formula application to a specific situation and provides examples of formulas for given average daily populations.

TABLE XIII

Basis for Determination of Capacity Need

- A. If the facility's actual or anticipated average daily population is 15.00 or less, the average daily population shall represent 60 percent of the facility's capacity.
- B. If the facility's actual or anticipated average daily population is 15.01 to 25.00, the average daily population shall represent 65 percent of the facility's capacity.
- C. If the facility's actual or anticipated average daily population is 25.01 to 50.00, the average daily population shall represent 70 percent of the facility's capacity.
- D. If the facility's actual or anticipated average daily population is 50.01 to 100.00, the average daily population shall represent 75 percent of the facility's capacity.
- E. If the facility's actual or anticipated average daily population is 100.01 or more the average daily population shall represent 80 percent of facility's capacity.

ESTABLISHING PRIORITIES

Since the counties do not have equal needs and are not uniformly prepared to proceed with needed improvements, establishing priorities is necessary. Priorities have been established by the department on the basis of specified criteria used to more clearly identify urgency of need. Construction currently underway has been taken into consideration. As an example, Chippewa County has been classified as a Priority Group IVA County due to construction rather than a IA County which would be the classification had not construction occurred.

PRIORITY GROUP I

- A. Facilities that have been condemned by District Court action or are classified potentially condemnable by the Department of Corrections.
- B. A facility that is classified by the Department of Corrections as adequate as a facility type two levels below the classification of facility the Department of Corrections believes is needed. For example, if the Department had classified the county's existing facility as a holding facility and if a jail facility were determined to be needed by the county, such county would receive a Group IB priority.
- C. A facility that is classified by the Department of Corrections as adequate as a facility type one level below the classification of facility the Department of Corrections believes is needed. For example, if the Department had classified the county's existing facility as a lockup and if a jail facility were determined to be needed by the county, such county would receive a Group IC Priority if the following criteria were also met. Average daily populations are at or are expected to be at or above existing bed capacity levels by 1985. Current usage is not consistent with Department of Corrections facility classification. These facilities are also characterized by multiple occupancy cells, inadequate square footage per occupant and a lack of program and exercise-recreation space.

PRIORITY GROUP II

- A. A facility that is classified by the Department of Corrections as adequate as a facility type one level below the classification of facility the Department of Corrections believes is needed. For example, if the Department had classified the county's existing facility as a lockup and if a jail facility were determined to be needed by the county, such county would receive a Group IIA Priority if the following criteria were also met. Average daily populations are at or are expected to be above approved bed capacity levels but below existing bed capacity levels by 1985. Current usage is not consistent with Department of Corrections facility classification. These facilities have multiple occupancy, square footage and program and exercise-recreation space problems similar to Priority Group IC facilities, however they are less severe at this time. Although less severe than Priority Group IC currently, facilities in Carver, Cass, Morrison, Otter Tail, Washington and Wright counties may become Priority Group IC facilities by 1990 if nothing is done to address projected needs.

- B. A facility that is classified by the Department of Corrections as adequate as a facility type one level below the classification of facility the Department of Corrections believes is needed. For example, if the Department had classified the county's existing facility as a lockup and if a jail facility were determined to be needed by the county, such county would receive a Group IIB Priority if the following criteria were also met. Average daily populations are at and expected to remain at levels below the facility's approved bed capacity. Although multiple occupancy cell conditions and square footage per occupant on the basis of design are poor, the negative impact of such conditions is minimized or non-existent based on actual and projected populations. These facilities are also characterized by a lack of program and exercise-recreation space. Efforts should be made to develop such space within the existing security perimeter.

PRIORITY GROUP III

- A. The facility is being used in a manner consistent with its classification by the Department of Corrections. The current classification and use are also consistent with the county's needs. The facility is experiencing or is likely to experience average daily populations at or greater than its approved bed capacity by 1985. Projections also indicate that average daily populations are likely to continue to increase. Plans for facility expansion, alternatives to incarceration and review of per diem contract services granted to other counties if applicable should all be reviewed. Action plans should be developed for implementation on a fairly immediate basis, if projected needs are realized.
- B. The facility is being used in a manner consistent with its classification by the Department of Corrections. The current classification is also consistent with the county's needs. Current average daily populations and projections indicate that the facility is experiencing populations near its approved bed capacity or may experience populations near its approved bed capacity by 1985. Projections indicate that populations after 1985 should stabilize or decline. Counties operating these facilities should consider population pressures as short-term unless new evidence suggests a more long-term problem. Expansion or new construction should only be entered into after serious consideration of other alternatives to control what appears to be a short-term problem.

PRIORITY GROUP IV

- A. A facility that is being used in a manner consistent with its classification by the Department of Corrections. The current classification and approved bed capacity appear adequate to meet the county's needs. Counties operating facilities in this group are considered self-sufficient with respect to detention and incarceration of adult offenders. They are unlikely to require assistance from other counties to meet their needs. Projected populations do not indicate the need for expansion in the foreseeable future.
- B. A facility that is being used in a manner consistent with its classification by the Department of Corrections. The current classification and approved bed capacity appear adequate to meet the county's needs. The adequacy of facilities in this group is directly related to each county's ability to meet its needs for detention beyond its capability. Each county in this group is reliant upon another

county or counties to meet its needs. For example, if a county operates a 90 day lockup, it would rely on another or other counties for detention or incarceration of persons in excess of 90 days as appropriate. Some counties in this priority group operate without any facility and have chosen to contract for all needed services rather than build to meet all or part of their needs. While the Department may not agree with the county's decision not to operate a facility, the Department accepts the county's decision as an acceptable alternative as long as such an arrangement does not result in serious difficulty in finding a host county to meet the county's needs or result in overcrowding in a willing host county.

TABLE XIV
Group Priority Breakdown by County

PRIORITY GROUP IA

1. Clearwater
2. Lake of the Woods**
3. Stevens
4. Todd^A**

PRIORITY GROUP IB

1. Wadena^A

PRIORITY GROUP IC

1. Beltrami**
2. Stearns**

PRIORITY GROUP IIA

1. Carver
2. Cass**
3. Morrison**
4. Otter Tail**
5. Roseau**
6. Steele
7. Washington
8. Wright**

PRIORITY GROUP IIB

1. Brown
2. Faribault
3. Fillmore
4. Goodhue
5. Kandiyohi
6. Mower

PRIORITY GROUP IIIA

1. Becker
2. Chisago
3. Crow Wing
4. Dakota**
5. Douglas**
6. Hubbard
7. Mille Lacs
8. Scott
9. Sherburne

PRIORITY GROUP IIIB

1. Blue Earth
2. Clay
3. Hennepin Adult Corrections Facility
4. Lyon
5. Olmsted
6. Pennington
7. Pipestone
8. Polk**
9. Ramsey Adult Detention Center
10. Ramsey Workhouse
11. Rice
12. St. Louis Jail

TABLE XIV (Continued)
Group Priority Breakdown by County

<u>PRIORITY GROUP IVA</u>	<u>PRIORITY GROUP IV B</u>
1. Aitkin*	1. Benton
2. Anoka Jail	2. Big Stone
3. Anoka Work Release	3. Cook
4. Carlton	4. Cottonwood
5. Chippewa*	5. Dodge
6. Freeborn	6. Grant
7. Hennepin Adult Detention Center*	7. Houston
8. Isanti*	8. Jackson
9. Itasca	9. Kittson
10. Kanabec*	10. Lac Qui Parle
11. Koochiching	11. Lake
12. LeSueur	12. Lincoln
13. McLeod	13. Mahnomen
14. Marshall	14. Murray
15. Martin	15. Norman
16. Meeker	16. Pope
17. Nicollet*	17. Red Lake
18. Nobles	18. Renville
19. Pine	19. Rock
20. Redwood	20. Sibley
21. St. Louis NERCC	21. Swift**
22. Wabasha	22. Traverse
23. Waseca	23. Watonwan
24. Winona	24. Wilkin
	25. Yellow Medicine

^A Joint Jail Facility Recommended

*Construction Underway or Scheduled to Begin in Spring 1984

**Comprehensive Planning Underway

CONCLUSIONS AND RECOMMENDATIONS

CONCLUSIONS

1. Significant improvement in the ability of facilities to meet standards applicable to the facilities usage classification has occurred during the period 1973-1983.
2. The number of facilities with serious life safety, security or health related problems, e.g., those condemned or condemnable has been greatly reduced during the period 1973-1983.
3. Average daily populations in jail type facilities have increased dramatically from January 1, 1975 - December 31, 1983.
4. Ratios of persons confined in jail type facilities to the state's population have increased significantly during the period January 1, 1975 - December 31, 1983.
5. A continuation of increasing jail populations is likely in the immediate future.
6. An increase in average daily populations in jail type facilities between January 1, 1984 and January 1, 1986 of 150 - 425 persons is probable.
7. Seven counties (Priority Groups IA, IB and IC) have needs for improvement warranting immediate attention in the department's estimation. It should be noted that four of these counties are currently involved in comprehensive planning activity related to their jailing needs.
8. Eight counties (Priority Group IIA) have significant problems relative to existing and approved beds and the ability of the existing physical plant to meet the intent of the facility's current use classification. Five of these counties are currently involved in comprehensive planning activity related to their jail needs.
9. Six counties (Priority Group IIB) have facilities which appear to have adequate approved bed capacity but inadequate program and exercise-recreation space.
10. Nine counties (Priority Group IIIA) appear to have good facilities but a need for expansion based on jail usage and demographic data.
11. Forty-nine counties appear to have facilities of the type and size needed to meet their needs to the year 2000.

RECOMMENDATIONS

1. Counties identified in Priority Group I that have not already initiated construction or comprehensive planning to address their needs should do so without further delay.

2. Counties identified in Priority Group IIA with identified capacity needs greater than the facility's existing number of beds that have not already entered into a construction or comprehensive planning process should do so in the near future.
3. Counties identified in Priority Group IIB should begin to develop ways in which needs for program and exercise-recreation space within the facility can be met.
4. Counties identified in Priority Group IIIA that have not already entered into a comprehensive planning process related to increasing jail populations should do so in the near future.
5. Counties identified in Priority Group IIIB should monitor jail populations but not enter into expansion until such need can be clearly demonstrated as current data suggests only a short term problem.
6. Priority Group IIIB counties with minor differences between bed capacity needs and approved beds, may explore the possibility of conditional double occupancy variances in consultation with the department. Where major differences exist between bed capacity needs and approved beds, as indicated in Priority Group IIIA, comprehensive planning should occur in the near future to address those needs. Finally, where population pressures in the facility are in part the result of contract service being provided to other counties, an examination of how long such problems will persist and other alternatives available to contracting counties should be undertaken.
7. Consideration of alternatives to detention and the possibility of housing minimum security prisoners on work or educational release status in facilities separate and distinct from jail type facilities should be considered in counties faced with the possibility of large capital expenditures to meet their increased jail capacity needs.

No recommendations are made with respect to Priority Group IV counties.

END