Spokane County Jail Population Projections

WENDY WARE
THE JFA INSTITUTE
JANUARY 2020
### Spokane County Jail Bookings 2014-2019

<table>
<thead>
<tr>
<th>Year</th>
<th>Males</th>
<th>Females</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>2014</td>
<td>17,312</td>
<td>5,701</td>
<td>23,013</td>
</tr>
<tr>
<td>2015</td>
<td>14,564</td>
<td>4,970</td>
<td>19,534</td>
</tr>
<tr>
<td>2016</td>
<td>14,369</td>
<td>5,102</td>
<td>19,471</td>
</tr>
<tr>
<td>2017</td>
<td>14,033</td>
<td>4,888</td>
<td>18,921</td>
</tr>
<tr>
<td>2018</td>
<td>15,006</td>
<td>5,294</td>
<td>20,300</td>
</tr>
<tr>
<td>2019</td>
<td>15,932</td>
<td>5,658</td>
<td>21,590</td>
</tr>
</tbody>
</table>

**Average Percent Change 2014-2019**
- Males: -1.3%
- Females: +0.2%
- Total: -0.9%

*Note: 2019 Booking data is estimated by Spokane County using counts through November 17, 2019*
## Spokane County Jail Average Daily Population (ADP) with High and Low Peaking Factor 2014-2019

<table>
<thead>
<tr>
<th>Year</th>
<th>Average Daily Population</th>
<th>Low Peaking Factor</th>
<th>High Peaking Factor</th>
</tr>
</thead>
<tbody>
<tr>
<td>2014</td>
<td>895</td>
<td>6%</td>
<td>9%</td>
</tr>
<tr>
<td>2015</td>
<td>881</td>
<td>14%</td>
<td>8%</td>
</tr>
<tr>
<td>2016</td>
<td>903</td>
<td>11%</td>
<td>7%</td>
</tr>
<tr>
<td>2017</td>
<td>935</td>
<td>8%</td>
<td>10%</td>
</tr>
<tr>
<td>2018</td>
<td>947</td>
<td>10%</td>
<td>14%</td>
</tr>
<tr>
<td>2019*</td>
<td>921</td>
<td>8%</td>
<td>9%</td>
</tr>
</tbody>
</table>

*Note: 2019 ADP is through November 17, 2019*
Spokane County Jail Average Daily Population (ADP) and Average Length of Stay (ALOS) 2014-2019

Note: 2019 ADP is through November 17, 2019; 2019 ALOS is through November 17, 2019

The JFA Institute

Source: Spokane County
Spokane County Resident Population Projections 2020-2040

The JFA Institute

In early 2008, a comprehensive needs assessment and master plan was produced by an outside consultant.

Spokane data systems were not accessible, and results were based on a sample of 283 bookings into the jail in 2007 and a monthly composite snapshot of the jail population generated over 9 months.

A forecast was produced based on historical rates of jail admissions, historical jail ADP, and demographic county population trends.

Recommendations from the report included an early case resolution program, reduced time to case filing, a comprehensive pre-trial program, consolidated adjudication and supervision services, consolidated misdemeanor probation services, and using Geiger Center as a Community Corrections Center.
Previous Spokane County Jail Population Forecast

- Jail population was over projected by 362 people (or 26%) in 2019.

- Forecast was limited by methodology and lack of comprehensive data.
Simulation Model Assumptions:

- Future bookings are projected to grow at an average rate of 0.6% per year through 2030.

- Peaking factor of 8.7% applied to annual forecasted ADP (average peaking factor 2016 - 2019).

- Assumes consistent LOS of 16.4 days (2019 average LOS).

- Makeup of bookings and releases to remain consistent with profile generated May 2018 - April 2019.

- Federal and DOC holds are kept at a constant bed rate throughout the forecast.

- Initiative reductions built into the baseline model and total an estimated reduction of 178 beds on any given day by June 2021 – expected date for full implementation of all initiatives.
Jail Initiative Impacts: Methodology

Data Sources:
- Data for jail bed impact calculations were derived from the May 2018 - April 2019 dataset.
- Additional data was pulled from other county agencies as needed (i.e., probation, behavioral health, pre-trial releases, etc.).
- Where available, best practices data and current research from other jurisdictions where similar initiatives are being developed were utilized.

Assumptions:
- Impacts were structured based on initiatives and their specifics set forth by the task force.
- Impacts were categorized as either diverting cases from jail, reducing LOS in jail, or both.
- Timing of implementation for each impact is built into projected bed space savings.
Targeted Recommendations re. Failure to Appear

• Four initiatives aim to reduce admissions to jail for FTA violations:
  1. Redesign of Citations
  2. Expanded Court Date Reminders
  3. Expanded use of Peer Supports
  4. Resolutions at Warrantfest

• Assumptions:
  • A portion of FTA admissions with no other underlying charges or holds will be diverted from jail.
  • Current LOS for FTA only admissions is 2.8 days.
  • Assumed full implementation May 2020 - January 2021.
  • Resulting reduction of 674 annual jail bookings and reduction in ADP of 5 beds.

Note: FTA LOS of 2.8 days applies to FTA releases via Bond, Court Order or Own Recognizance only, a subset of the previously reported number.
Targeted Recommendations re. Failure to Comply

- Two initiatives aim to reduce admission to jail for FTC probation violations:
  1. Incentivized Probation
  2. Expanded use of Peer Supports

- Due to the typically shorter time until violation, incentivized probation has a modest impact on FTC violations returned.

- Assumptions:
  - Assumes a portion of FTC admissions with no other underlying charges or holds will be diverted from jail.
  - Current LOS for FTC only admissions is estimated at 14 to 30 days.
  - Assumed full implementation January 2021.
  - Resulting reduction of 31 annual jail bookings and reduction in ADP of 3 beds.

Note: FTC admissions include arrests made for warrants issued by the court for probation violations, and may also contain other violations (e.g. failure to complete a court ordered class.) LOS estimates were provided by City and County Probation Departments, respectively.
Targeted Recommendations re. Pre-trial Population

- Pre-trial supervised release aims to reduce LOS for non-violent misdemeanor and felony admissions meeting the following criteria for supervised release from jail while awaiting disposition:
  1. Not Domestic Violence Cases
  2. Not Held without Bail, on a hold, or Sentenced to Time Served
  3. Not Cases with an Underlying More Serious Charge

- Assumptions:
  - Assumes a portion of pre-trial cases meeting the criteria would have LOS in jail reduced.
  - Assumed LOS reduction of 1.5 days for misdemeanors and 6.2 days for felony releases.
  - Assumed full implementation August 2020.
  - Resulting reduction in ADP of 56 beds.
  - Eliminating the domestic violence restriction would result in an additional 9 bed reduction.
SJC Initiative: Improve Case Processing

- Based on case processing recommendations for Superior, District, and Municipal courts made by National Center for State Courts (NCSC) and Washington’s Advisory Case Processing Time Standards.

- Assumptions:
  - Assumes a portion of cases held in jail through disposition would have LOS in jail reduced.
  - Recommendations will provide reductions of LOS between 3 and 14 days in jail.
  - Assumed full implementation of NCSC recommendations by January 2022.
  - Resulting reduction in ADP of 47 beds.
SJC Initiative: Expanded Diversion

• Pre-trial expanded diversion targets possession of controlled substance (PCS) admissions meeting three criteria:
  1. First Time Arrest
  2. PCS is the only Charge
  3. No New Arrest for 4 Months

• Assumptions:
  • Assumes a portion of PCS admissions with no other underlying charges or holds will be diverted from jail.
  • Current LOS for PCS only admissions is 14.5 days.
  • Assumed full implementation January 2021.
  • Resulting reduction of 479 annual jail bookings and reduction in ADP of 19 beds.

Note: “PCS only” LOS of 14.5 days applies to PCS releases via Bond, Court Order or Own Recognizance only. This is different to previously reported number where PCS was considered as the “Most Serious” charge and all release reasons were considered.
Regional Behavioral Health Initiatives: Bail Review Project, Mental Health Crisis Stabilization Facility, and Mental Health Co-Deployed Teams (WASPC)

- Other efforts include the Mental Health Crisis Stabilization Facility, Mental Health Co-Deployment Teams/WASPC (4 within the WASPC), and the Bail Review Project.

- Impact includes expanded Bail Review Project – currently at one clinician, and Trueblood settlement to build a second mental health crisis stabilization facility.


- Resulting reduction in ADP of 32 beds for 2 mental health crisis stabilization facilities and 20 for the Mental Health Co-Deployed Teams.

Note: Current information from Trueblood Plaintiff’s indicates an expectation that the Trueblood Settlement will fund a second stabilization facility, in addition to the current facility already under development in Spokane County.
The Bail Project

• Private non-profit effort to assist in paying bail for those who cannot pay set bond.

• Assumptions:
  • Assumes a portion of those not making bail will be assisted and released from jail earlier.

  • Current LOS for targeted group is 12 days.

  • Average LOS saving between 3-10 days.

  • Ongoing implementation.

  • Resulting reduction in ADP of 10 beds.

Note: Current LOS and LOS savings provided by the Bail Project.
New Spokane County Jail Population Forecast with Targeted Recommendations Compared to Forecast without Targeted Recommendations
New Spokane County Jail Population Forecast with Targeted Recommendations and Peaking Factor by Gender

Note: 2019 data is the actual ADP with peaking factor.
New Spokane County Jail Population Forecast with Targeted Recommendations Compared to Forecast without Targeted Recommendations (Both Less Federal & DOC Holds and with Peaking Factor)

The JFA Institute

Note: Actual counts contain Holds
Proposal: Creation of an Intake and Release Center and First Appearance Waiting Area

• Task Force proposal of an Intake and Release Center would reduce bookings into the main jail by 2,800 per year, or 13%.

• Task Force proposal for a First Appearance Waiting Area would further reduce bookings into the main jail by 2,850 per year, or 13.2%.

• Total reductions in jail bookings would be 5,650, or 26%.

<table>
<thead>
<tr>
<th>Booking Initiative</th>
<th>Bookings Saved</th>
</tr>
</thead>
<tbody>
<tr>
<td>Intake and Release Center</td>
<td>2,800</td>
</tr>
<tr>
<td>First Appearance Waiting Area</td>
<td>2,850</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>5,650</strong></td>
</tr>
<tr>
<td><strong>Resulting Main Jail Bookings</strong></td>
<td><strong>15,900</strong></td>
</tr>
</tbody>
</table>
Other Spokane County Jail Populations to be Considered for Alternatives

- All initiatives are targeting people with low or no criminal history who have been convicted of non-domestic violence misdemeanors or non-violent low-level felonies.

- All initiatives, except case processing, are also only serving people during pre-trial status.

- Additional initiatives should be considered that target felony admissions with moderate risk and possibly lengthier criminal histories.
  - Potential impact of up to 225 bed space savings.

- Additional initiatives should be considered for the sentenced population, including shortening local sentences imposed and alternatives for sentenced time in jail.
  - Potential impact of up to 140 beds for those with non-violent sentenced felony and misdemeanor.

- Potential for additional reduction of 365 jail beds.
Cost Implications

- Operational Costs
  - Personnel (salary, fringe, overhead)
  - Contractors
  - Utilities, Food, Supplies
  - Building Maintenance
  - Marginal Cost – units not closed or staff reduced
  - Fully Loaded Costs – units are closed and staff reduced

- Capital/Construction Costs
  - Site Acquisition/Location/Preparation
  - Preliminary and Detailed Architectural Design
  - Construction Management
  - Construction
    - Labor
    - Materials

- Financing Cost
## Spokane Inmate Population and Bed Needs by Classification Level and Bed Type

<table>
<thead>
<tr>
<th>Class Level</th>
<th>Custody Inmates</th>
<th>Bed Needs with Peaking Factor</th>
<th>Bed Type</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unclassified</td>
<td>35</td>
<td>42</td>
<td>Double</td>
<td>4%</td>
</tr>
<tr>
<td>Minimum</td>
<td>483</td>
<td>531</td>
<td>Dorm</td>
<td>52%</td>
</tr>
<tr>
<td>Medium</td>
<td>264</td>
<td>291</td>
<td>Double Cell</td>
<td>28%</td>
</tr>
<tr>
<td>Maximum</td>
<td>71</td>
<td>81</td>
<td>Single Cell</td>
<td>8%</td>
</tr>
<tr>
<td>Acute MH</td>
<td>56</td>
<td>67</td>
<td>Single Cell</td>
<td>7%</td>
</tr>
<tr>
<td>Infirmed</td>
<td>8</td>
<td>8</td>
<td>Dorm</td>
<td>1%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>917</strong></td>
<td><strong>1,020</strong></td>
<td></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>
### Comparative Capital and Operating Costs

<table>
<thead>
<tr>
<th>Factors</th>
<th>Worst Case</th>
<th>New Forecast</th>
<th>Targeted Recommendations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Inmate Population</td>
<td>1,081</td>
<td>886</td>
<td>737</td>
</tr>
<tr>
<td>Beds Needed</td>
<td>1,202</td>
<td>985</td>
<td>820</td>
</tr>
<tr>
<td>Capital Costs*</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Low Rise Jail</td>
<td>$325 million</td>
<td>$267 million</td>
<td>$222 million</td>
</tr>
<tr>
<td>High Rise Jail</td>
<td>$400 million</td>
<td>$334 million</td>
<td>$279 million</td>
</tr>
<tr>
<td>Annual Costs**</td>
<td>$43 million</td>
<td>$36 million</td>
<td>$29 million</td>
</tr>
<tr>
<td>30 Years</td>
<td>$1.3 billion</td>
<td>$1.0 billion</td>
<td>$884 million</td>
</tr>
</tbody>
</table>

**Note:**
1) Construction costs are based on estimates provided by Carter Goble Lee (CGL) survey of recent correctional facility construction in the Northwest Region
2) Operational costs provided by the Spokane County Budget Office