

**Updated Inmate
Population
Trends and Projections
for
Codington County
South Dakota**

**Bill Garnos
Jail Consultant**

April 2024

Table of Contents

Introduction 5

1. Previous County Jail Population Studies 10

2. Inmate Population Trends 12

A. Bookings 13

B. Average Daily Population (ADP) 17

 • **Codington County Inmates 17**

 • **Inmates Held for Other Jurisdictions 21**

 • **Total Inmates 25**

C. High / Low Inmate Population Range 31

3. Inmate Population Projections 35

A. County Population 35

B. Inmate Population Projections 36

C. Forecast of Jail Capacity Requirements 47

4. Predesign Planning for Small and Medium-Sized Jails 51

5. Conclusion 59

Graphs and Tables

Introduction

- **Codington County Jail Annual ADP 1985-2022 (from RFP) 9**

1. Previous County Jail Population Studies

2. Inmate Population Trends

A. Bookings

- **Monthly Bookings (2008 – 2017) 14**
- **Update — Monthly Bookings (2018 – 2024) 16**

B. Average Daily Population (ADP)

Codington County Inmates

- **Monthly ADP of Codington County Inmates (2008 – 2017) 18**
- **Update — ADP of Codington County Inmates (2018 – 2024) 20**

Inmates Held for Other Jurisdictions

- **Monthly ADP of Inmates Held for Other Jurisdictions (2008 – 2017) 22**
- **Update — ADP of Inmates Held for Other Jurisdictions (2018 – 2024) .. 24**

Total Inmates

- **Monthly ADP of Total Inmates (2008 – 2017) 26**
- **Update — ADP of Total Inmates (2018 – 2024) 28**
- **Update — 16-Year ADP History (2008 – 2024) 30**

Graphs and Tables (continued)

C. High / Low Inmate Population Range

- **Monthly High / Low Inmate Population Range (2008 – 2017) 32**
- **Update — High / Low Inmate Population Range (2018 – 2024) 34**

3. Inmate Population Projections

A. County Population

B. Inmate Population Projections

- **Historical and Projected ADP at the
Codington County Detention Center 45, 46**

C. Forecast of Jail Capacity Requirements

- **Total Jail Beds Needed for Planning Scenarios 50**

Introduction

In 2015, a *Jail Needs Assessment* was completed by Bill Garnos, a nationally recognized jail consultant and Watertown native, following several months of working with the Codington County Justice Advisory Committee (CCJAC). The 2015 Study included:

- *Inmate Population Trends* — An examination of inmate population trends at the Detention Center; and
- *Inmate Population Projections* — Inmate population projections and a forecast of jail capacity requirements through 2035.

In 2018, a *Jail Needs Assessment Update* was provided with additional jail population data. The 2018 Update, combined with the data from the 2015 Study, provided ten years of monthly inmate population data for Codington County to use for facility planning purposes. The 2018 Update also included updated inmate projections and jail capacity requirements, using the same forecasting models as the 2015 Study, updated with the additional data.

The purpose of this document is to provide updated inmate population trends and projections to aid the County in its continuing discussions regarding the need for a new jail facility.

Report Organization

Section 1. Previous County Jail Population Studies — Provides an overview of the consultant's previous jail population study and updates, including:

- *Jail Needs Assessment for Codington County, South Dakota*, October 2015;
- *Jail Needs Assessment Update for Codington County, South Dakota*, January 2018; and
- *Updated Graphs and Tables on Codington County's Inmate Population Trends*, July 2018.

Section 2. Inmate Population Trends — Provides a review of three key metrics of the inmate population trends at the Codington County Detention Center, including:

- The number of jail bookings each month;
- The Average Daily Population (ADP) of inmates each month; and
- The highest and lowest inmate population each month.

The ADP data is broken down into:

- Codington County inmates;
- Inmates held for other jurisdictions; and
- Total Inmates.

Section 2 reviews the data and trends identified in the 2015 Study and 2018 Update, and then provides an update with data and trends over the past six years (2018 – 2023).

Section 3. Inmate Population Projections — Provides a review of the inmate population projections and forecast of future jail capacity requirements from the 2015 Study and 2018 Update, including the models and methodologies used.

Section 3 also includes:

- A review of the historical and projected population of Codington County;
- Inmate population projections for the next 20 years, based on four different planning scenarios; and
- An updated forecast of jail capacity requirements (total jail beds needed), based on the four planning scenarios.

Section 4. Predesign Planning for Small and Medium-Sized Jails — Provides an overview of some of the key predesign planning issues and challenges for smaller jails.

Section 5. Conclusion — Summarizes the conclusions from the previous studies, and provides recommendations to support Codington County’s current jail facility planning process and decision-making.

Background and Project History

The recent Request for Proposals (RFP) for Architectural Services provided the following background information and project history.

Codington County has proposed two bond referenda to fund justice space solutions. Below is [a] brief chronology of the jail.

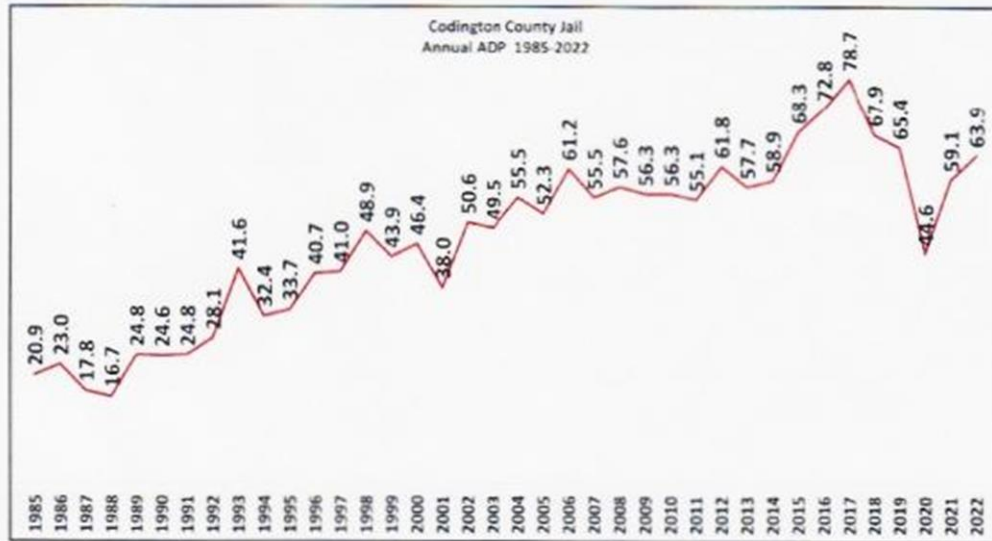
- *1974: Jail originally constructed in a linear design with 38 beds*
- *1996: remodel added a wing with 14 added beds and a non-drive through sally port.*
- *2004-2011 basement remodels added space for 44 beds bringing the total to 96 beds.*
- *November 2014*
 - *Amount requested from voters: \$35M.*
 - *Full justice complex to include court, jail (140 beds), sheriff spaces.*
 - *Cost estimate: <https://codington.org/wp-content/uploads/2014/12/2014-06-Citzns-Mtg-Materials-35-M-estimate-old-CH-options.pdf>.*
 - *Architects analysis and concept <https://codington.org/wp-content/uploads/2014/12/20141030-Facilities-Study-Presentation.pdf>.*
 - *Total votes cast: 8,778.*
 - *Votes needed to pass: 4,390.*
 - *Yes votes: 2,395 (27.3%), No votes: 6,383 (72.7%).*
 - *Additional votes needed to pass 1,995.*
- *June 2017*
 - *Amount requested from voters: \$18.75M.*
 - *Bonded funds would have paid for a 120-bed jail as describe at this link: <https://www.codington.org/wp-content/uploads/2018/10/Final-June-2017-Option.pdf>. Saved funds were adequate to remodel part of the existing courthouse to provide the needed court space.*
 - *Total votes cast 5,599.*
 - *Votes needed to pass: 2,800.*
 - *Yes votes: 2,728 (48.7%), No votes 2871: (51.3%).*
 - *Additional votes needed to pass: 72.*

- *The follow resources provide a historical overview leading up to the 2017 bond referendum.*
 - *Slides at <https://codington.org/wp-content/uploads/2014/12/Codington-Justice-Facilty-Floor-plans-2015.pdf>*
 - *Video at <https://www.youtube.com/watch?v=jnIBd5wPhnY&t=85s>.*

Needs Analysis

In preparation for the 2017 vote, the CCJAC obtained the expertise of consultants to assess justice facility space needs. The successful proposer will leverage this previous work to conserve the cost of additional analysis by utilizing the still pertinent information and updating only necessary elements.

- *NIJO 2015 Report <https://codington.org/wp-content/uploads/2014/12/Codington-County-Facility-Review-051215-annotated.pdf>.*
- *For jail space needs, Mr. Bill Garnos projected the likely adjusted daily population of the jail twenty years into the future and recommended a jail bed count. Mr. Garnos also recommended the use of American Correctional Association (ACA) standards and assessed Codington County's current jail based on ACA standards.*
 - *The initial report is available on the CCJAC website at <https://codington.org/wp-content/uploads/2014/12/Final-Codington-Jail-Needs-Assessment-Report-Garnos.pdf>.*
 - *Most recent update (2018) is at <https://www.codington.org/wp-content/uploads/2018/02/20180131-Garnos-Report-UPDATE-as-of-Dec-2017.pdf>*
- *The chart below shows the average annual average daily population to include the years since Mr. Garnos' last update. The ADP thus far for 2023, averaging January through October, is 56.9.*



- While the ADP was declining since a highpoint in 2017, the COVID period caused a dramatic dip. Despite this, the ADP still seems to fit at least one of the projection models in Mr. Garnos' study. Proposers may recommend updates to Mr. Garnos' study if they believe it's appropriate.
- Anecdotally, the jail staff and sheriff's department have observed that, while the ADP is lower than it was in 2017, the nature of the offenses for which defendants are incarcerated appears to be more violent.¹

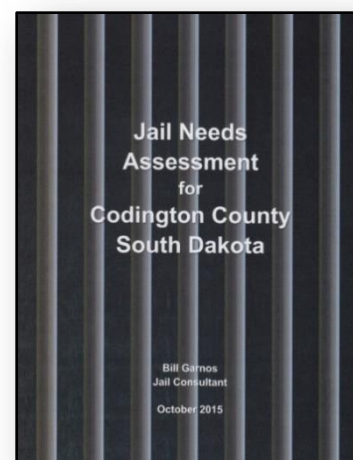
¹ REQUEST FOR PROPOSALS (RFP) for Architectural Services, Codington County, South Dakota, pages 2 – 3.

1. Previous County Jail Population Studies

Jail Needs Assessment — 2015 (109 pages)

In October 2015, a Jail Needs Assessment was completed for Codington County. The study included:

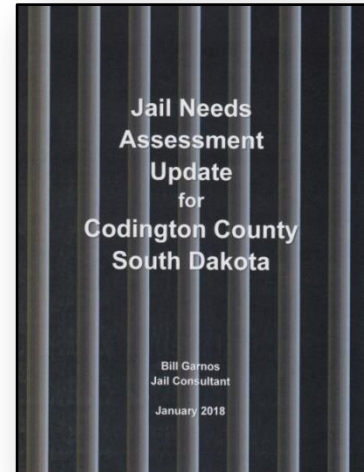
- *Review of Previous Jail Studies* — A description of four previous jail studies and facility assessments of the Codington County Detention Center.
- *Criminal Justice Statistical Indicators* — A review of the County’s crime and arrest trends, and criminal case filing trends in Circuit Court from 2008 – 2014, and county population projections through 2035.
- *Inmate Population Trends* — An examination of inmate population trends at the Detention Center from 2008 through September 2015, including the number of jail bookings, the Average Daily Population (ADP), and the highest and lowest inmate population each month. Codington County’s inmate trends were analyzed separately from inmates held for other jurisdictions. An inmate population profile was also developed.
- *Inmate Population Projections* — Inmate population projections and a forecast of jail capacity requirements through 2035, for facility planning purposes.
- *Assessment of the Existing Jail Facility* — An assessment of the existing facility’s “capacity,” and photos showing current jail conditions.



Jail Needs Assessment Update — 2018 (26 pages)

In January 2018, an update was provided with an additional 27 months of jail population data — from October 2015 through December 2017. The update included:

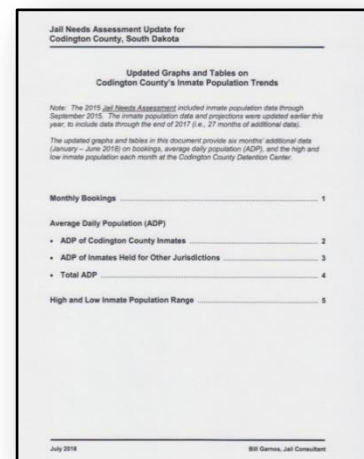
- *Inmate Population Trends* — An update of inmate population trends since the 2015 Study, including bookings, ADP, and the high/low inmate population range each month.
- *Inmate Population Projections* — Updated inmate population projections and forecast of jail capacity requirements through 2035. The updated projections used the same forecasting models as the 2015 Study, updated with 27 months of additional data.



The 2018 Update, combined with the data from the 2015 Study, provided ten years of monthly inmate population data for Codington County to use for facility planning purposes.

Updated Graphs and Tables — 2018 (6 pages)

In July 2018, an additional six months (January – June 2018) of jail population data had been accumulated. Updated graphs and data tables were provided, showing the number of bookings, ADP, and the highest and lowest inmate population each month.



2. Inmate Population Trends

The 2015 Study examined the inmate population trends at the Codington County Detention Center over the preceding seven years (2008 – 2014), and for 2015 to date (January – September) — a period of 93 months. The 2018 Update included an additional 27 months (October 2015 – December 2017) of jail population data — for a total of ten years (2008 – 2017) of monthly inmate population data.

The 2015 Study and 2018 Update focused on three key metrics:

- The number of jail bookings each month;
- The Average Daily Population (ADP) each month; and
- The highest and lowest inmate population each month.

Codington County’s inmate population trends were analyzed separately from inmates held for other jurisdictions.

Inmate population data over the past six years (2018 – 2023) has to be examined in the context of pre-COVID versus post-COVID. When the COVID pandemic hit in March 2020, it immediately and dramatically impacted all parts of the criminal justice system — law enforcement, prosecution, the courts, etc. — including the number of bookings and inmates at the Codington County Detention Center.

This section provides:

- A review of the key findings from the previously studied ten-year period (2008 – 2017); and
- An update and comparison with the data over the past six years (2018 – 2023).

A. Bookings

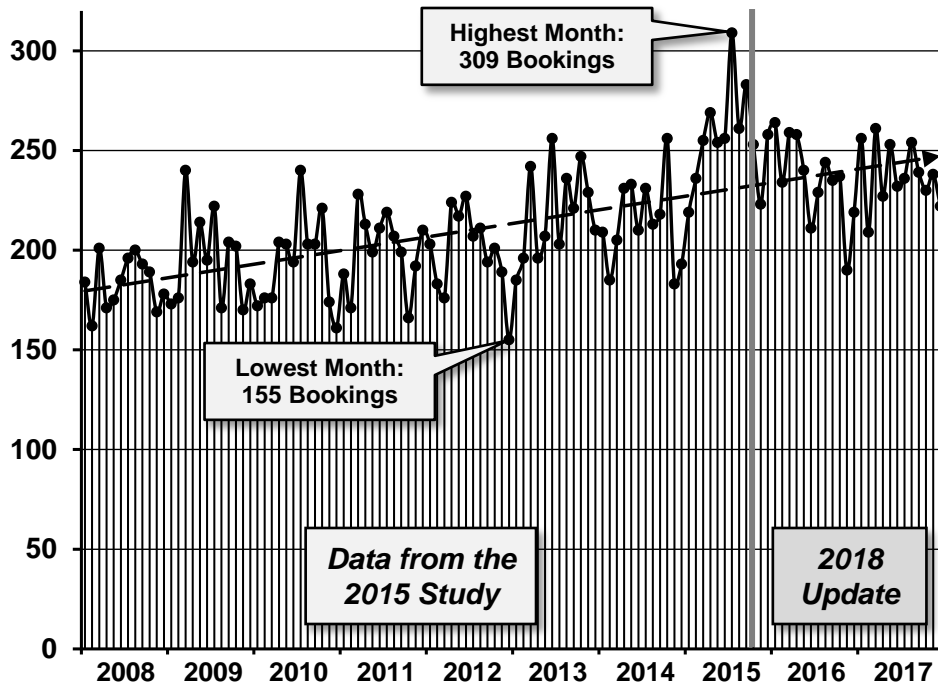
2015 Study — Over the preceding seven years (2008 – 2014), the number of bookings each month increased from an average of 184 bookings per month in 2008, to an average of 214 bookings per month in 2014. During the first nine months of 2015, the Detention Center averaged 260 bookings per month.

Since 2008, the number of bookings each month ranged from a low of 155 bookings in December 2012, to a high of 309 bookings in July 2015.

2018 Update — For the 27 months following the completion of the 2015 Study, the Detention Center averaged 237 bookings per month. The number of bookings each month ranged from a low of 190 bookings in November 2016, to a high of 264 bookings in January 2016.

The graph and table on the following page show the number of jail bookings at the Codington County Detention Center for each month from 2008 through 2017, including the high, low, and overall trendline.

**Monthly Bookings at the
Codington County Detention Center (2008 – 2017)**



Month	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
January	184	173	172	188	203	185	209	219	264	256
February	162	176	176	171	183	196	185	236	234	209
March	201	240	176	228	176	242	205	255	259	261
April	171	194	204	213	224	196	231	269	258	227
May	175	214	203	199	217	207	233	254	240	253
June	185	195	194	211	227	256	210	256	211	232
July	196	222	240	219	207	203	231	309	229	236
August	200	171	203	207	211	236	213	261	244	254
September	193	204	203	199	194	221	218	283	235	239
October	189	202	221	166	201	247	256	253	237	230
November	169	170	174	192	189	229	183	223	190	238
December	178	183	161	210	155	210	193	258	219	222
Monthly Average	184	195	194	200	199	219	214	256	235	238
	Bookings	Bookings	Bookings	Bookings	Bookings	Bookings	Bookings	Bookings	Bookings	Bookings
Annual Total	2,203	2,344	2,327	2,403	2,387	2,628	2,567	3,076	2,820	2,857
	Bookings	Bookings	Bookings	Bookings	Bookings	Bookings	Bookings	Bookings	Bookings	Bookings

Update on Jail Bookings

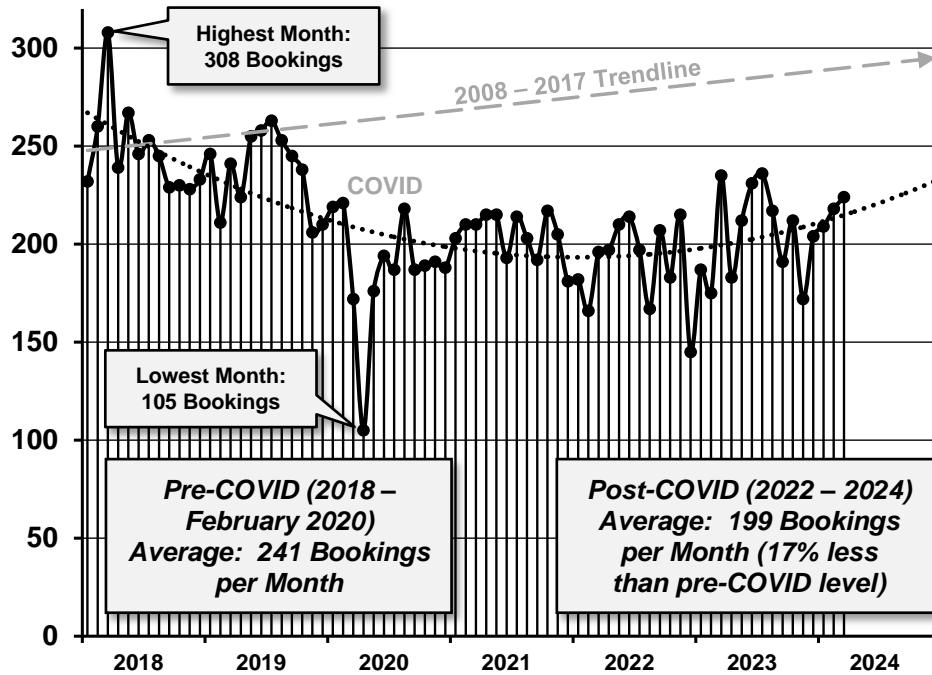
Pre-COVID — From 2018 through February 2020 (the 26-month period prior to COVID), the Detention Center averaged 241 bookings per month. During this period, the number of bookings ranged from a low of 206 bookings in November 2019, to a high of 308 bookings in March 2018.

Post-COVID — When COVID hit in late March 2020, jail bookings plummeted — to an all-time low of 105 bookings in April 2020. From 2022 through the first quarter of 2024 (27-month period following the COVID-impacted years of 2020 and 2021), the Detention Center averaged 199 bookings per month. During this period, the number of bookings ranged from a low of 145 bookings in December 2022, to a high of 236 bookings in July 2023.

The post-COVID average of 199 bookings per month is 17 percent less than the pre-COVID average of 241 bookings per month.

The graph and table on the following page show the number of jail bookings at the Codington County Detention Center for each month from 2018 through 2024, including the high, low, and overall trendline. The graph also shows how the data from this period compares to the 10-year trendline from the 2015 Study and 2018 Update.

**Update — Monthly Bookings at the
Codington County Detention Center (2018 – 2024)**



Month	2018	2019	2020	2021	2022	2023	2024
January	232	246	219	203	182	187	209
February	260	211	221	210	166	175	218
March	308	241	172	210	196	235	224
April	239	224	105	215	197	183	
May	267	255	176	215	210	212	
June	246	258	194	193	214	231	
July	253	263	187	214	197	236	
August	245	253	218	203	167	217	
September	229	245	187	192	207	191	
October	230	238	189	217	183	212	
November	228	206	191	205	215	172	
December	233	210	188	181	145	204	
Monthly Average	248 Bookings	238 Bookings	187 Bookings	205 Bookings	190 Bookings	205 Bookings	217 Bookings
Annual Total	2,970 Bookings	2,850 Bookings	2,247 Bookings	2,458 Bookings	2,279 Bookings	2,455 Bookings	651 Bookings

B. Average Daily Population (ADP)

Codington County Inmates

2015 Study — Over the preceding seven years (2008 – 2014), the number of Codington County inmates in the Detention Center ranged from an annual ADP of 50 to 56 inmates. During the first nine months of 2015, the Detention Center held an ADP of 61 Codington County inmates.

Since 2008, the ADP of Codington County inmates each month ranged from a low of 38 inmates in January 2008, to a high of 72 inmates September 2015 (at the conclusion of the study).

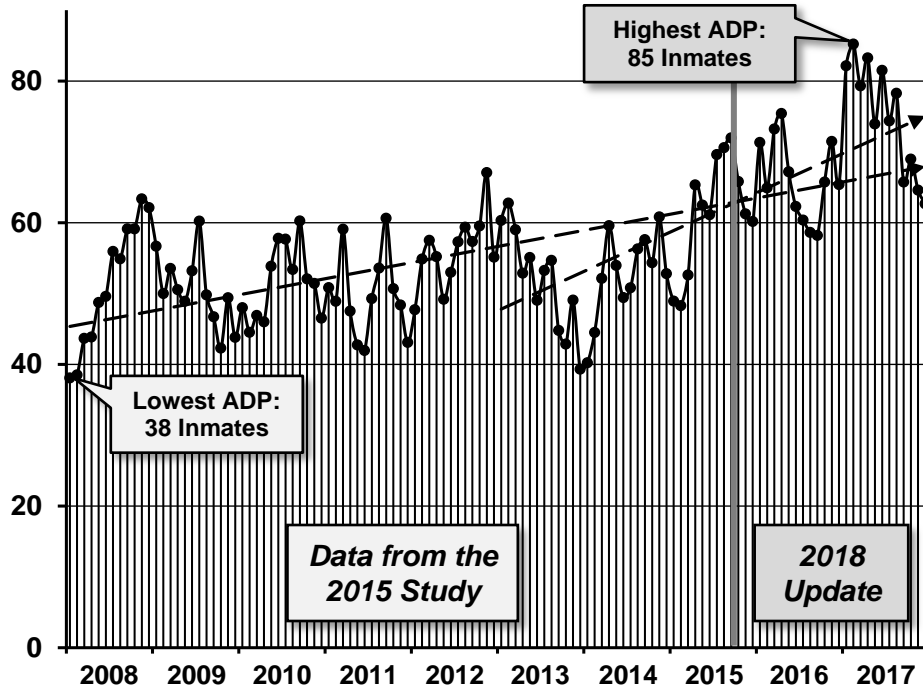
The Detention Center hit a new record high ADP of 70, 71, and 72 Codington County inmates in each of the last three months covered by the 2015 Study (July, August, and September 2015).

2018 Update — For the 27 months following the completion of the 2015 Study, the Detention Center maintained an ADP of 70 Codington County inmates each month. The ADP ranged from a low of 58 Codington County inmates in September 2016, to a record high of 85 inmates in February 2017.

In 2017, the Detention Center held an ADP of 75 Codington County inmates each month.

The graph and table on the following page show the ADP of Codington County inmates in the Detention Center for each month from 2008 through 2017, including the high, low, the overall (10-year) trendline, and the trendline over the last five years (2013 – 2017).

**Average Daily Population of Codington County Inmates
at the Codington County Detention Center (2008 – 2017)**



Month	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
January	38	57	48	51	48	60	40	49	71	82
February	39	50	45	49	55	63	45	48	65	85
March	44	54	47	59	58	59	52	53	73	79
April	44	51	46	48	55	53	60	65	75	83
May	49	49	54	43	49	55	54	62	67	74
June	50	53	58	42	53	49	49	61	62	81
July	56	60	58	49	57	53	51	70	60	74
August	55	50	53	54	59	55	56	71	59	78
September	59	47	60	61	57	45	58	72	58	66
October	59	42	52	51	60	43	54	66	66	69
November	63	49	51	48	67	49	61	61	71	65
December	62	44	47	43	55	39	53	60	65	63
Annual ADP	51	50	52	50	56	52	53	62	66	75
	Inmates	Inmates	Inmates	Inmates	Inmates	Inmates	Inmates	Inmates	Inmates	Inmates

Update on Codington County Inmates

Pre-COVID — From 2018 through February 2020 (the 26-month period prior to COVID), the Detention Center averaged 60 Codington County inmates per month. During this period, the ADP ranged from a low of 52 inmates in June and December 2019 and January 2020, to a high of 71 inmates in August and September 2018.

Post-COVID — When COVID hit in late March 2020, the number of Codington County inmates plummeted — to an all-time low ADP of 30 inmates in April 2020, and 29 inmates in May 2020.

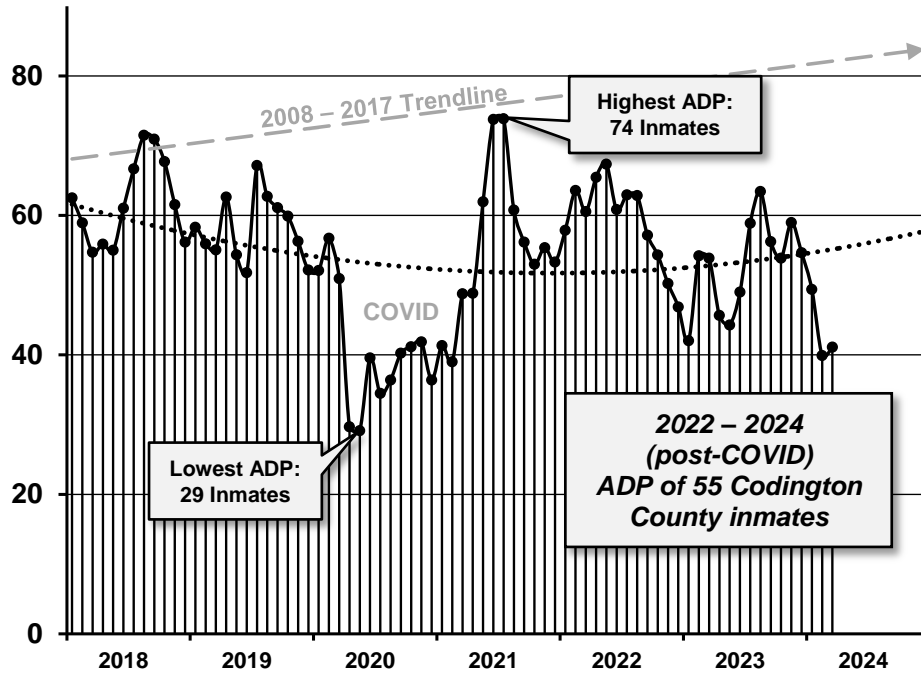
From 2022 through the first quarter of 2024 (27-month period following the COVID-impacted years of 2020 and 2021), the Detention Center held an average of 55 Codington County inmates.

- In 2022, there was an ADP of 59 Codington County inmates. However, the inmate population continued to fluctuate, ranging from a low of 47 inmates in December 2022, to a high of 67 inmates in May 2022.
- In 2023, there was an ADP of 53 Codington County inmates. However, the inmate population continued to fluctuate, ranging from a low of 42 inmates in January 2023, to a high of 63 inmates in August 2023.
- During the first quarter of 2024 (January – March), there was an ADP of 43 Codington County inmates.

While showing indications of rebounding back to pre-COVID numbers, the number of Codington County inmates has not yet stabilized into a “new normal” population level.

The graph and table on the following page show the ADP of Codington County inmates at the Detention Center for each month from 2018 through 2024, including the high, low, and overall trendline. The graph also shows how the data from this period compares to the 10-year ADP trendline from the 2015 Study and 2018 Update.

**Update — Average Daily Population of Codington County Inmates
at the Codington County Detention Center (2018 – 2024)**



Month	2018	2019	2020	2021	2022	2023	2024
January	63	58	52	41	58	42	49
February	59	56	57	39	64	54	40
March	55	55	51	49	61	54	41
April	56	63	30	49	65	46	
May	55	54	29	62	67	44	
June	61	52	40	74	61	49	
July	67	67	34	74	63	59	
August	71	63	36	61	63	63	
September	71	61	40	56	57	56	
October	68	60	41	53	54	54	
November	62	56	42	55	50	59	
December	56	52	36	53	47	55	
Annual ADP	62 Inmates	58 Inmates	41 Inmates	56 Inmates	59 Inmates	53 Inmates	43 Inmates

Inmates Held for Other Jurisdictions

Inmates held for other jurisdictions primarily include inmates from Clark County, Deuel County, and Hamlin County, but also include a few inmates held occasionally for other counties and for the South Dakota Department of Corrections.

2015 Study — Over the preceding seven years (2008 – 2014), the number of inmates held at the Detention Center for other jurisdictions ranged from an annual ADP of 5 to 6 inmates. During the first nine months of 2015, the Detention Center held an ADP of 7 inmates for other jurisdictions.

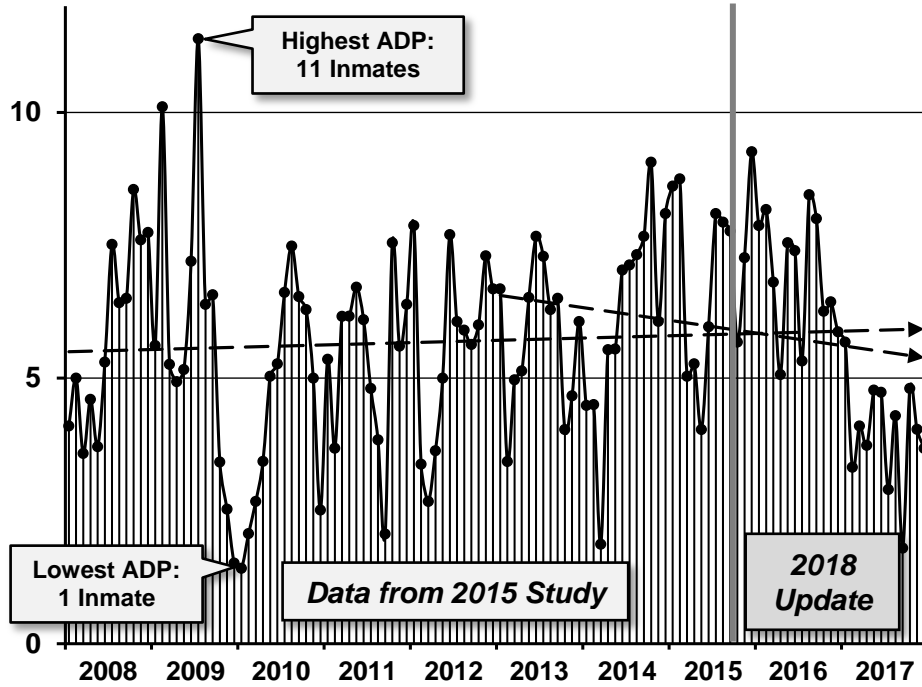
Since 2008, the ADP of inmates held for other jurisdictions each month ranged from a low of 1 inmate held for another jurisdiction in January 2010, to a high of 11 inmates held for other jurisdictions in July 2009.

2018 Update — In the 27 months since the completion of the 2015 Study, the Detention Center maintained an ADP of 6 inmates held for other jurisdictions each month. The ADP ranged from a low of 2 inmates held for other jurisdictions in September 2017, to a high of 9 inmates held for other jurisdictions in December 2015.

In 2017, the Detention Center held an ADP of 4 inmates for other jurisdictions each month.

The graph and table on the following page show the ADP held for other jurisdictions for each month from 2008 through 2017, including the high, low, the overall (10-year) trendline, and the trendline over the last five years (2013 – 2017).

**Average Daily Population of Inmates Held for Other Jurisdictions
at the Codington County Detention Center (2008 – 2017)**



Month	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
January	4	6	1	5	8	7	4	9	8	6
February	5	10	2	4	3	3	5	9	8	3
March	4	5	3	6	3	5	2	5	7	4
April	5	5	3	6	4	5	6	5	5	4
May	4	5	5	7	5	7	6	4	8	5
June	5	7	5	6	8	8	7	6	7	5
July	8	11	7	5	6	7	7	8	5	3
August	6	6	7	4	6	6	7	8	8	4
September	7	7	7	2	6	7	8	8	8	2
October	9	3	6	8	6	4	9	6	6	5
November	8	3	5	6	7	5	6	7	6	4
December	8	2	3	6	7	6	8	9	6	4
Annual ADP	6	6	5	5	6	6	6	7	7	4
	Inmates	Inmates	Inmates	Inmates	Inmates	Inmates	Inmates	Inmates	Inmates	Inmates

Update on Inmates Held for Other Jurisdictions

Pre-COVID — From 2018 through February 2020 (the 26-month period prior to COVID), the Detention Center averaged 7 inmates held for other jurisdictions per month. During this period, the ADP ranged from a low of 3 inmates held for other jurisdictions in March 2019, to a high of 11 inmates in November 2019.

Post-COVID — When COVID hit in late March 2020, the number of inmates held for other jurisdictions plummeted — to a low ADP of 2 inmates in April and May 2020.

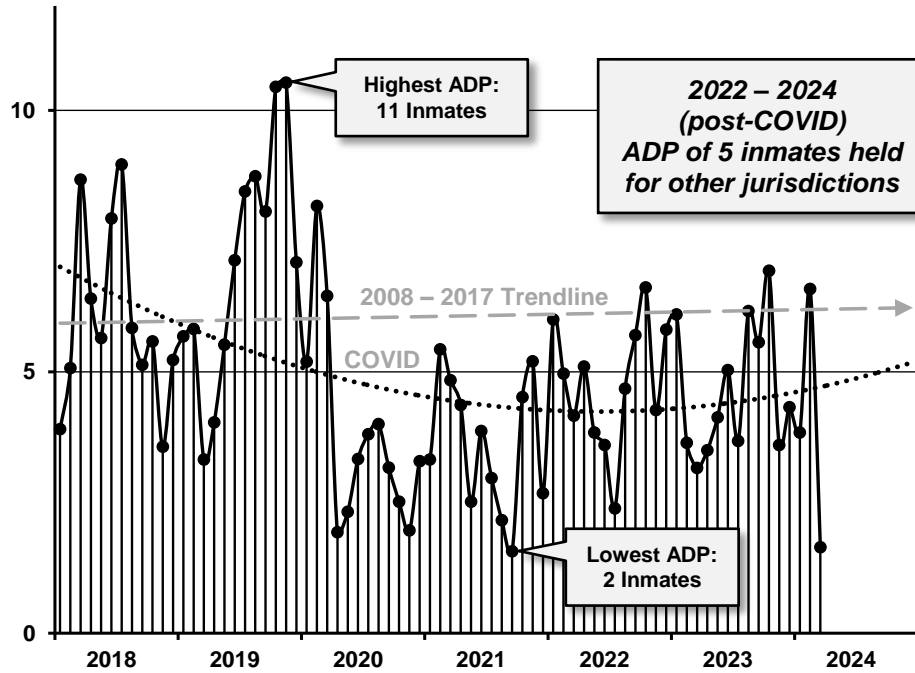
Since then, the number of inmates being held for other jurisdictions has rebounded, but still fluctuates up and down fairly dramatically.

From 2022 through the first quarter of 2024 (27-month period following the COVID-impacted years of 2020 and 2021), the Detention Center held an average of 5 inmates for other jurisdictions. During this period, the ADP ranged from a low of 2 inmates held for other jurisdictions in July 2022 and March 2024, to a high of 7 inmates in October 2022, October 2023, and February 2024.

The post-COVID average of 5 inmates held for other jurisdictions is 34 percent less than the pre-COVID average of 7 inmates.

The graph and table on the following page show the ADP of inmates held for other jurisdictions at the Detention Center for each month from 2018 through 2024, including the high, low, and overall trendline. The graph also shows how the data from this period compares to the 10-year ADP trendline from the 2015 Study and 2018 Update.

**Average Daily Population of Inmates Held for Other Jurisdictions
at the Codington County Detention Center (2018 – 2024)**



Month	2018	2019	2020	2021	2022	2023	2024
January	4	6	5	3	6	6	4
February	5	6	8	5	5	4	7
March	9	3	6	5	4	3	2
April	6	4	2	4	5	4	
May	6	6	2	3	4	4	
June	8	7	3	4	4	5	
July	9	8	4	3	2	4	
August	6	9	4	2	5	6	
September	5	8	3	2	6	6	
October	6	10	3	5	7	7	
November	4	11	2	5	4	4	
December	5	7	3	3	6	4	
Annual ADP	6 Inmates	7 Inmates	4 Inmates	4 Inmates	5 Inmates	5 Inmates	4 Inmates

Total Inmates

2015 Study — Over the preceding seven years (2008 – 2014), the total number of inmates in the Detention Center ranged from an annual ADP of 55 to 62 inmates. During the first nine months of 2015, the Detention Center held a total ADP of 68 inmates.

Since 2008, the total ADP each month ranged from a low of 42 inmates in January 2008, to a high of 80 inmates in September 2015 (at the conclusion of the study).

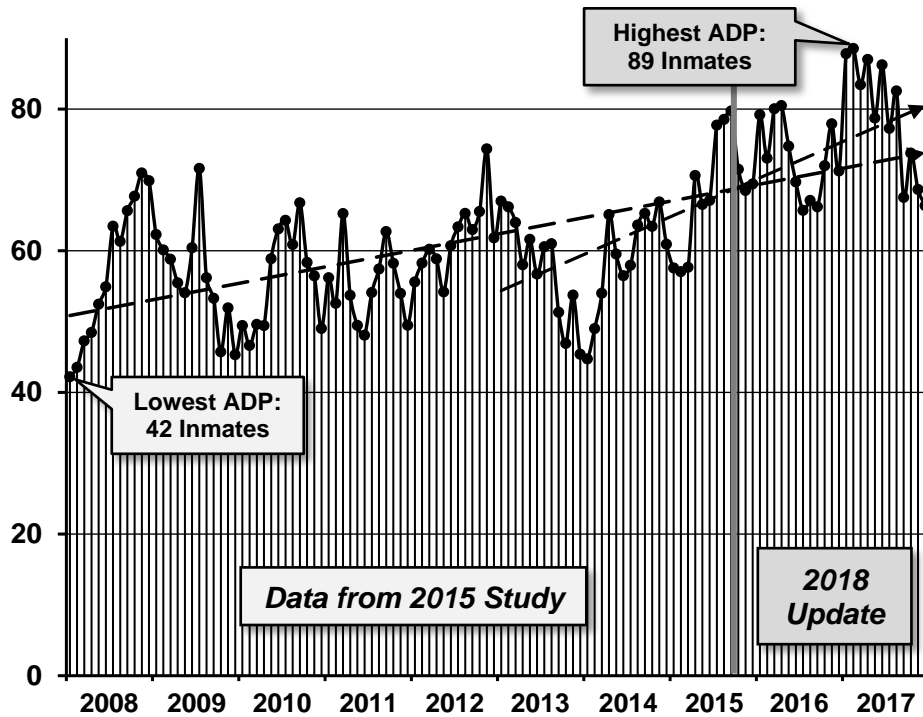
The Detention Center hit a new record high total ADP of 78, 79, and 80 inmates in each of the last three months covered by the 2015 Study (July, August, and September 2015).

2018 Update — In the 27 months since the completion of the 2015 Study, the Detention Center maintained a total ADP of 75 inmates each month. The total ADP ranged from a low of 66 inmates in July and September 2016 and December 2017, to a record high of 89 inmates in February 2017.

In 2017, the Detention Center held a total ADP of 79 inmates each month.

The graph and table on the following page show the total ADP at the Detention Center for each month from 2008 through 2017, including the high, low, and overall trendline.

**Total Average Daily Population at the
Codington County Detention Center (2008 – 2017)**



Month	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
January	42	62	49	56	56	67	45	58	79	88
February	44	60	47	53	58	66	49	57	73	89
March	47	59	50	65	60	64	54	58	80	83
April	48	55	49	54	59	58	65	71	80	87
May	52	54	59	49	54	62	60	67	75	79
June	55	60	63	48	61	57	56	67	70	86
July	63	72	64	54	63	61	58	78	66	77
August	61	56	61	57	65	61	64	79	67	83
September	66	53	67	63	63	51	65	80	66	68
October	68	46	58	58	66	47	63	71	72	74
November	71	52	56	54	74	54	67	69	78	69
December	70	45	49	49	62	45	61	69	71	66
Annual ADP	57	56	56	55	62	58	59	69	73	79
	Inmates	Inmates	Inmates	Inmates	Inmates	Inmates	Inmates	Inmates	Inmates	Inmates

Update on Total Inmates

Pre-COVID — From 2018 through February 2020 (the 26-month period prior to COVID), the Detention Center averaged a total of 66 inmates per month. During this period, the total ADP ranged from a low of 57 inmates in January 2020, to a high of 77 inmates in August 2018, and 76 inmates in July and September 2018 and July 2019.

Post-COVID — When COVID hit in late March 2020, the number of inmates plummeted — to an all-time low ADP of 32 inmates in April 2020, and 31 inmates in May 2020.

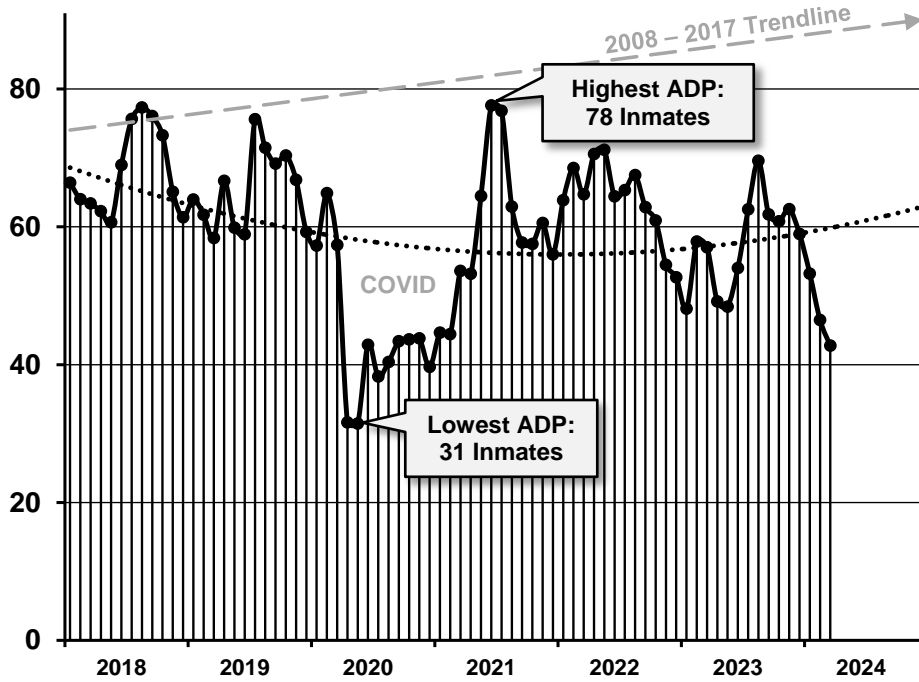
From 2022 through the first quarter of 2024 (27-month period following the COVID-impacted years of 2020 and 2021), the Detention Center held an average of 59 inmates.

- In 2022, the Detention Center held a total ADP of 64 inmates. The inmate population continued to fluctuate, ranging from a low of 53 inmates in December 2022, to a high of 71 inmates in April and May 2022.
- In 2023, the Detention Center held a total ADP of 58 inmates. The inmate population continued to fluctuate, ranging from a low of 48 inmates in January and May 2023, to a high of 70 inmates in August 2023.
- During the first quarter of 2024 (January – March), the Detention Center held a total ADP of 47 inmates.

The post-COVID ADP of 59 inmates is 10 percent less than the pre-COVID average of 66 inmates. While showing indications of rebounding back to pre-COVID numbers, the total number of inmates being held at the Detention Center has not yet stabilized into a “new normal” population level.

The graph and table on the following page show the total ADP at the Detention Center for each month from 2018 through 2024, including the high, low, and overall trendline. The graph also shows how the data from this period compares to the 10-year ADP trendline from the 2015 Study and 2018 Update.

**Update — Total Average Daily Population at the
Codington County Detention Center (2018 – 2024)**



Month	2018	2019	2020	2021	2022	2023	2024
January	66	64	57	45	64	48	53
February	64	62	65	44	69	58	46
March	63	58	57	54	65	57	43
April	62	67	32	53	71	49	
May	61	60	31	64	71	48	
June	69	59	43	78	64	54	
July	76	76	38	77	65	63	
August	77	71	40	63	68	70	
September	76	69	43	58	63	62	
October	73	70	44	58	61	61	
November	65	67	44	61	55	63	
December	61	59	40	56	53	59	
Annual ADP	68 Inmates	65 Inmates	45 Inmates	59 Inmates	64 Inmates	58 Inmates	47 Inmates

16-Year ADP History

The ten years of monthly ADP data from the 2015 Study and 2018 Update, combined with the six years of data in this update, provide a total of 16 years of ADP history at the Detention Center.

2015 Study — Over the preceding seven years (2008 – 2014), the total number of inmates in the Detention Center ranged from an annual ADP of 55 to 62 inmates. During the first nine months of 2015, the Detention Center held an ADP of 68 inmates. The Detention Center hit a new record high ADP of 78, 79, and 80 inmates in the last three months covered by the 2015 Study (July, August, and September 2015).

2018 Update — In the 27 months following the completion of the 2015 Study, the Detention Center maintained a total ADP of 75 inmates. The total ADP during that period hit a record high monthly ADP of 89 inmates in February 2017.

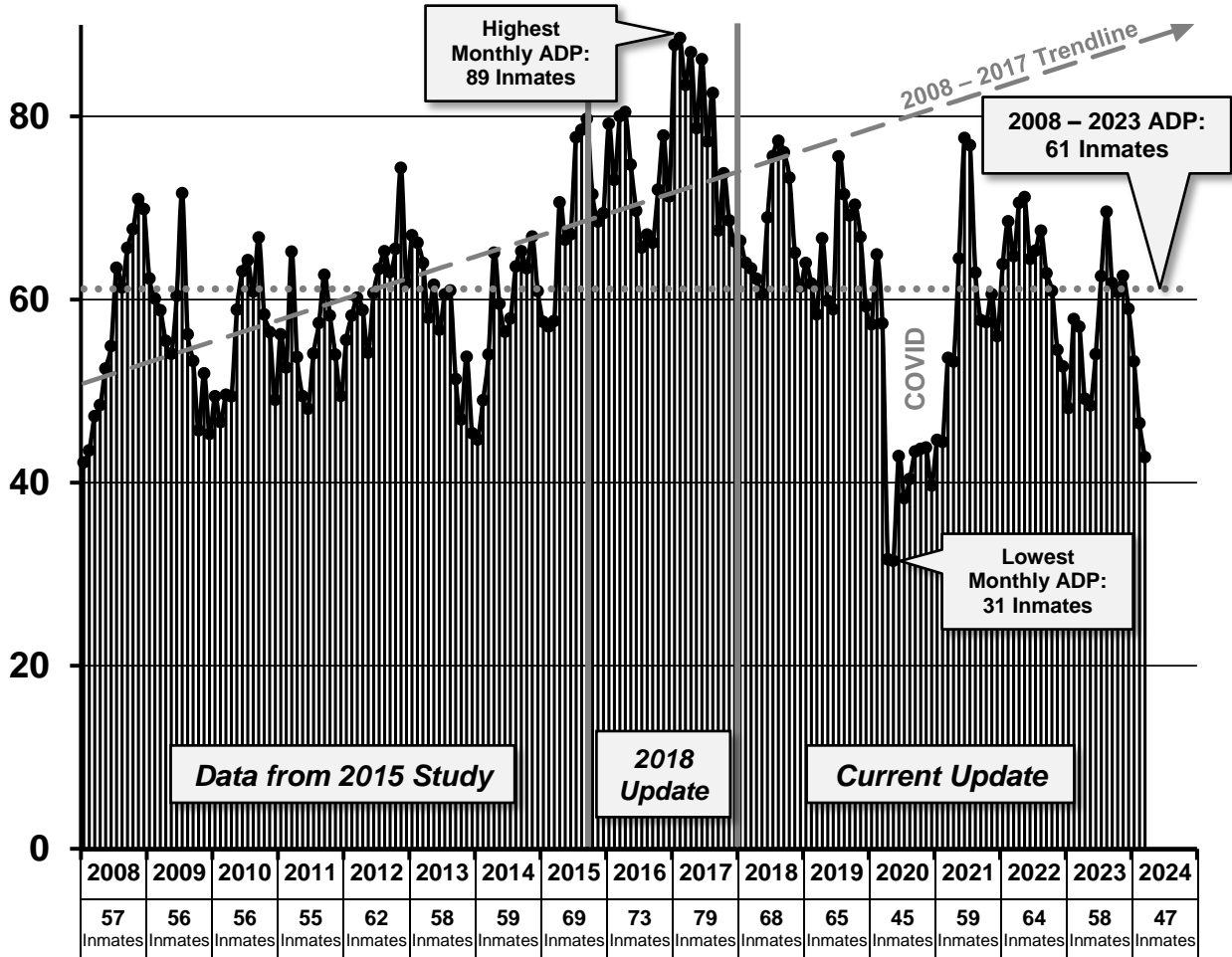
Current Update — From 2018 through February 2020 (the 26-month period prior to COVID), the Detention Center averaged 66 inmates per month. During this period, the monthly ADP hit a high of 77 inmates in August 2018, and 76 inmates in July and September 2018 and July 2019.

When COVID hit in March 2020, the number of inmates plummeted — to an all-time low ADP of 32 inmates in April 2020, and 31 inmates in May 2020.

From 2022 through 2023 (two full years following the COVID-impacted years of 2020 and 2021), the Detention Center held an average of 61 inmates. The post-COVID ADP of 61 inmates is 8 percent less than the pre-COVID average of 66 total inmates.

The graph and table on the following page show the total ADP at the Detention Center for each month over the past 16+ years (2008 – 2024), and the 10-year ADP trendline from the 2015 Study and 2018 Update.

**Update — 16-Year ADP History at the
Codington County Detention Center (2008 – 2024)**



Time Period		Average Daily Population (ADP)	Highest Monthly ADP	Lowest Monthly ADP
2008 – 2017	10-year period in the 2015 Study and 2018 Update	62 Inmates	89 Inmates	42 Inmates
2018 – 2024	6+ years in this Update	59 Inmates	78 Inmates	31 Inmates
2008 – 2023	16 years	61 Inmates	89 Inmates	31 Inmates
2022 – 2023	2 years post-COVID	61 Inmates	71 Inmates	48 Inmates

C. High and Low Inmate Population

2015 Study — Over the preceding seven years (2008 – 2014), the total number of inmates in the Detention Center each day ranged from a low of 35 inmates in 2008, to a high of 82 inmates in 2008, 2009, 2010, and 2012.

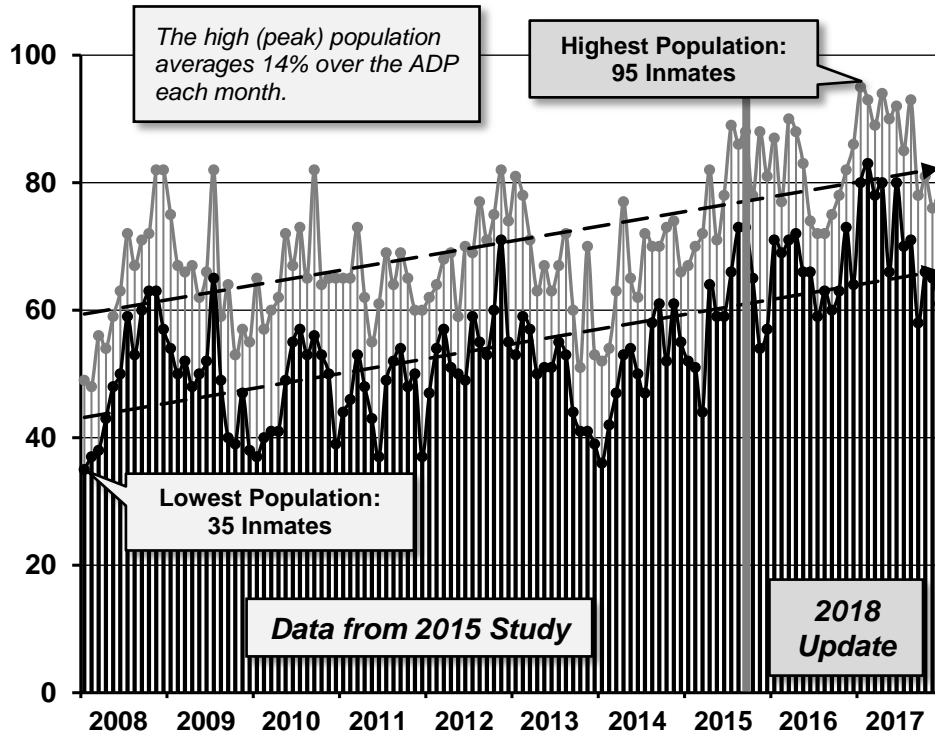
During the first nine months of 2015, the total number of inmates in the Detention Center each day ranged from 44 – 89 inmates.

2018 Update — In the 27 months since the completion of the 2015 Study, the total number of inmates in the Detention Center each day ranged from a low of 54 inmates on November 26, 2015, to a record high of 95 inmates on January 16, 2017.

Since 2008, the highest (peak) population each month exceeded the ADP for that month by an average of 14 percent.

The graph and table on the following page show the highest and lowest inmate population at the Detention Center each month for 2008 through 2017, including the high, low, and high/low trendlines.

**High and Low Inmate Population Range at the
Codington County Detention Center (2008 – 2017)**



Month	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
January	35 – 49	54 – 75	37 – 65	44 – 65	47 – 62	53 – 81	36 – 52	52 – 67	71 – 87	80 – 95
February	37 – 48	50 – 67	40 – 57	46 – 65	54 – 64	59 – 78	42 – 54	51 – 70	69 – 77	83 – 93
March	38 – 56	52 – 66	41 – 60	53 – 73	57 – 68	57 – 71	47 – 63	44 – 72	71 – 90	78 – 89
April	43 – 54	48 – 67	41 – 62	48 – 62	51 – 69	50 – 63	53 – 77	64 – 82	72 – 88	80 – 94
May	48 – 59	50 – 62	49 – 72	43 – 55	50 – 59	51 – 67	54 – 65	59 – 71	66 – 83	66 – 90
June	50 – 63	52 – 66	55 – 67	37 – 61	49 – 70	51 – 63	50 – 62	59 – 78	66 – 74	80 – 92
July	59 – 72	65 – 82	57 – 73	49 – 69	59 – 69	55 – 67	47 – 72	66 – 89	59 – 72	70 – 85
August	53 – 67	49 – 59	53 – 65	52 – 64	55 – 77	53 – 72	58 – 70	73 – 86	63 – 72	71 – 93
September	60 – 71	40 – 64	56 – 82	54 – 69	53 – 71	44 – 60	61 – 70	73 – 88	60 – 75	58 – 78
October	63 – 72	39 – 53	53 – 64	48 – 65	60 – 75	41 – 51	52 – 73	65 – 78	63 – 78	66 – 81
November	63 – 82	47 – 57	50 – 65	50 – 60	71 – 82	41 – 70	61 – 74	54 – 88	73 – 82	65 – 76
December	57 – 82	38 – 55	39 – 65	37 – 60	55 – 74	39 – 53	55 – 66	57 – 81	64 – 86	61 – 77
Annual Range	35 – 82 Inmates	38 – 82 Inmates	37 – 82 Inmates	37 – 73 Inmates	47 – 82 Inmates	39 – 81 Inmates	36 – 77 Inmates	44 – 89 Inmates	59 – 90 Inmates	58 – 95 Inmates

Update on the High / Low Inmate Population Range

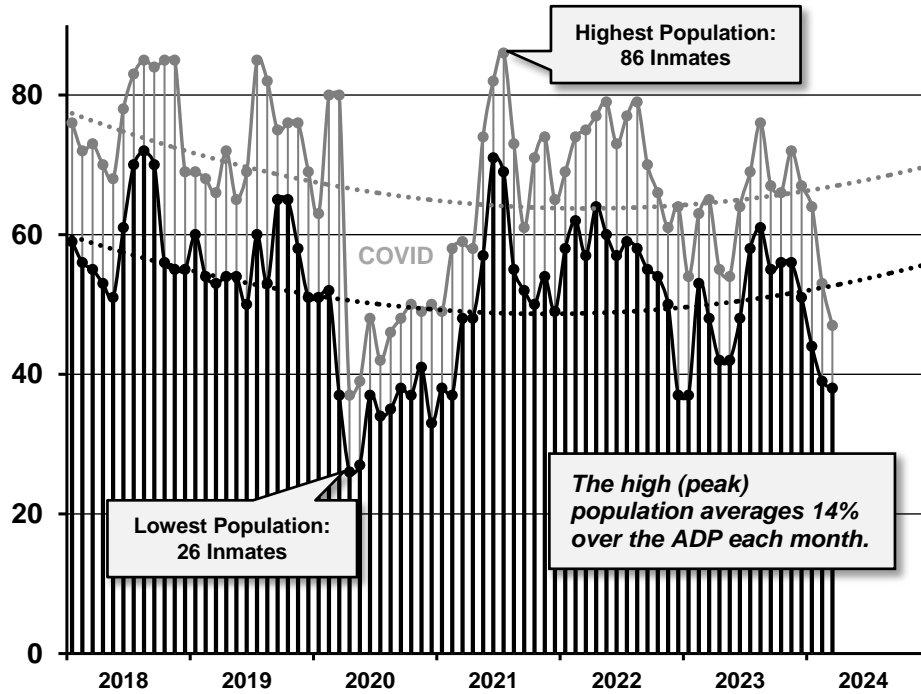
Pre-COVID — From 2018 through February 2020 (the 26-month period prior to COVID), the total number of inmates in the Detention Center each day ranged from a low of 50 to a high of 85 inmates.

Post-COVID — From 2022 through the first quarter of 2024 (27-month period following the COVID-impacted years of 2020 and 2021), the total number of inmates in the Detention Center each day ranged from a low of 37 inmates in December 2022 and January 2023, to a high of 79 inmates in May and August 2022.

The highest (peak) population each month continues to exceed the ADP for that month by an average of 14 percent (same as in the 2018 Update, based on the preceding 10-year average).

The graph and table on the following page show the highest and lowest inmate population at the Detention Center each month from 2018 through 2024, including the highest, lowest, and high/low trendlines.

**Update — High and Low Inmate Population Range at the
Codington County Detention Center (2018 – 2024)**



Month	2018	2019	2020	2021	2022	2023	2024
January	59 – 76	60 – 69	51 – 63	38 – 49	58 – 69	37 – 54	44 – 64
February	56 – 72	54 – 68	52 – 80	37 – 58	62 – 74	53 – 63	39 – 53
March	55 – 73	53 – 66	37 – 80	48 – 59	57 – 75	48 – 65	38 – 47
April	53 – 70	54 – 72	26 – 37	48 – 58	64 – 77	42 – 55	
May	51 – 68	54 – 65	27 – 39	57 – 74	60 – 79	42 – 54	
June	61 – 78	50 – 69	37 – 48	71 – 82	57 – 73	48 – 64	
July	70 – 83	60 – 85	34 – 42	69 – 86	59 – 77	58 – 69	
August	72 – 85	53 – 82	35 – 46	55 – 73	58 – 79	61 – 76	
September	70 – 84	65 – 75	38 – 48	52 – 61	55 – 70	55 – 67	
October	56 – 85	65 – 76	37 – 50	50 – 71	54 – 66	56 – 66	
November	55 – 85	58 – 76	41 – 49	54 – 74	50 – 61	56 – 72	
December	55 – 69	51 – 69	33 – 50	49 – 65	37 – 64	51 – 67	
Annual Range	51 – 85 Inmates	50 – 85 Inmates	26 – 80 Inmates	37 – 86 Inmates	37 – 79 Inmates	37 – 76 Inmates	38 – 64 Inmates

3. Inmate Population Projections

This section provides a review of the inmate population projections and forecast of future jail capacity requirements from the 2015 Study and 2018 Update, including the models and methodologies that were used in their development.

This section also includes:

- A review of the historical and projected population of Codington County;
- Inmate population projections for the next 20 years, based on four different planning scenarios; and
- An updated forecast of jail capacity requirements (total jail beds needed), based on the four planning scenarios.

A. County Population

2015 Study — As part of the development of inmate population projections, the 2015 *Jail Needs Assessment* noted that the total population of Codington County had increased 20 percent over the past 20 years, from:

- 22,698 people in 1990; to
- 25,897 people in 2000; to
- 27,227 people in 2010.

Projections at that time indicated that Codington County's population will continue to grow over the next 25 years, to:

- 28,120 people in 2015; to
- 28,932 people in 2020; to
- 29,627 people in 2025; to
- 30,204 people in 2030; to
- 30,691 people in 2035.

These projections represent an increase of 9 percent to Codington County's total population over the next 20 years (from 2015 to 2035).

For jail planning purposes, the 2015 Study also examined the projected growth of 20 – 44 year old males in Codington County, as this group is considered to be the primary “age-at-risk” demographic for contributing to the jail population. Projections indicated that the number of 20 – 44 year old male residents will continue to grow, but at a slightly slower rate of growth than the County's total population (increasing by 7 percent by 2035).

Overall, for the purpose of developing inmate population projections, the 2015 Study assumed that the total population of Codington County will continue to experience moderate growth, and the population group which contributes the most jail inmates will also continue to experience moderate growth.

Current Update — Since the completion of the 2015 Study and 2018 Update, the 2020 Census has been conducted, which estimated the total population of Codington County at 28,350 residents. This is slightly (2 percent) below the county population projections used in the 2015 Study, which had estimated the County's population at 28,932 for 2020.

At this time, there are no newer or better population projections for South Dakota counties, or any that have incorporated the 2020 Census data. (There are newer *statewide* projections, but not for individual counties.)

B. Inmate Population Projections

Codington County Inmates

2015 Study — The 2015 Study applied three different, commonly used forecasting methodologies to Codington County's inmate population trends to estimate the County's future jail population. These forecasting models included:

- *Rate of Incarceration (ROI) Projections* — Projections based on the 2008 – 2015 average ROI of 1.9 inmates per 1,000 County residents.

- *Average Daily Population (ADP) Trend Projections* — Projections based on the ADP trend of Codington County inmates from 2008 – 2015.
- *Five-Year ADP Trend Projections* — Projections based on the ADP trend of Codington County inmates over the preceding five years (October 2010 – September 2015).

The results of these three models were used to develop a range of inmate population projections for the next ten years. The models estimated that Codington County will have an annual ADP of:

- 56 – 63 inmates in five years (by 2020);
- 57 – 70 inmates in ten years (by 2025);
- 58 – 76 inmates in 15 years (by 2030); and
- 59 – 83 inmates in 20 years (by 2035).

2018 Update — The same three forecasting models were updated with 27 months of additional data. The updated models estimated that Codington County will have an annual ADP of:

- 59 – 89 inmates by 2020;
- 61 – 117 inmates by 2025;
- 62 – 145 inmates by 2030; and
- 63 – 172 inmates by 2035.

Inmates Held for Other Jurisdictions

2015 Study — The 2015 Study applied the same forecasting methodologies to the inmate population trends for inmates being held at the Detention Center for other jurisdictions. The results of these three models were used to develop a range of inmate population projections for the next ten years.

The models estimated the Detention Center will have an annual ADP of:

- 7 – 9 inmates from other jurisdictions in five years (by 2020);

- 8 – 11 inmates from other jurisdictions in ten years (by 2025);
- 9 – 13 inmates from other jurisdictions in 15 years (by 2030); and
- 9 – 15 inmates from other jurisdictions in 20 years (by 2035).

2018 Update — The same three forecasting models were updated with 27 months of additional data. The updated models estimated the Detention Center will have an annual ADP of:

- 5 – 7 inmates from other jurisdictions by 2020;
- 4 – 7 inmates from other jurisdictions by 2025;
- 2 – 8 inmates from other jurisdictions by 2030; and
- 1 – 9 inmates from other jurisdictions by 2035.

The number of inmates held for other jurisdictions declined over the 27-month period covered by the 2018 Update, which may have been due in part to the large and growing number of Codington County inmates being held at the Detention Center. This decline in the forecast, therefore, may not actually reflect a decline in the *need* for jail beds for other jurisdictions. It may simply be the result of a declining *supply* of jail beds available for other jurisdictions to utilize.

Total Inmates

2015 Study — The 2015 Study combined the results of the forecasting models for Codington County inmates and for inmates held for other jurisdictions to estimate the County's *total* future jail population. The combined results were used to develop a range of inmate population projections for the next ten years. In addition, a fourth forecasting methodology — based on Average Length of Stay (ALOS) — was used to further test the results of the other models.

The midpoint (average) of these four models was then calculated, and served as the baseline ADP projections for jail planning purposes. The 2015 Study estimated the Detention Center will have a total annual ADP of:

- 70 inmates by 2020;
- 77 inmates by 2025;

- 83 inmates by 2030; and
- 90 inmates by 2035.

2018 Update — The same forecasting models were updated with 27 months of additional data. The updated results for the ROI projections were untenable, and excluded from the updated midpoint projections.

The midpoint of the other three models was recommended as the baseline ADP projection for planning purposes. The 2018 Update estimated the Detention Center will have a total annual ADP of:

- 84 inmates by 2020;
- 100 inmates by 2025;
- 146 inmates by 2030; and
- 166 inmates by 2035.

The 2015 Study noted a number of important points that should be kept in mind regarding the inmate population projections, as follows:

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

Second, the facility's actual inmate population fluctuates (or zigzags) above and below the trend line. Therefore, for facility planning purposes, we should look at where the current trends are leading in five to ten years.

Third, a note of caution must be made when using historical data to predict the future. Many counties have underestimated their true jail needs by relying on past inmate population trends. In many cases, arrest decisions, prosecution policies, and sentencing practices are all impacted, to some extent, by the knowledge that the jail is full.

As new and additional jail beds become available, these policies and practices can change, resulting in even greater demands for jail capacity. This is why many new jail facilities are either full when they open, or fill up much quicker than had been predicted. There are many counties that have built or expanded their jail facility to meet their ten-year projections, only to find their new facility at (or beyond) its capacity within three to five years.

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

Finally, it is important to view inmate population projections within an appropriate context. The projections are based on the County’s actual inmate population trend from 2008 to present. At any given time during this period, the County’s actual inmate population has been the result of a unique combination of factors within the criminal justice system that affect (1) jail admissions, (2) jail releases, and (3) the length of stay in jail — all of which have been impacted, to some extent, by the combined efforts of law enforcement, prosecution, and the courts.

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

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

it is believed that the inmate population projections presented here provide a reasonable basis for current facility planning purposes.²

Updated Inmate Population Projections

As discussed in the preceding section, when the COVID-19 pandemic hit in March 2020, it immediately and dramatically impacted all parts of the criminal justice system — law enforcement, prosecution, the courts, etc. — including the number of bookings and inmates at the Codington County Detention Center.

The COVID pandemic affected everybody and everything everywhere and all at once, including every jail in America. As the impact of the pandemic unfolded, jails essentially released every inmate that could be released, by whatever legal means necessary, often on their own recognizance. Jail admissions were restricted to more serious felonies, and many county jails stopped taking municipal prisoners (inmates held on municipal ordinance violations).

At the Codington County Detention Center, after COVID hit in March 2020:

- Jail bookings dropped from an average of 241 bookings per month pre-COVID, to a record low of 105 bookings in April 2020; and
- The inmate population dropped from an ADP of approximately 66 inmates pre-COVID, to a record low ADP of 32 inmates in April 2020, and 31 inmates in May 2020.

After the pandemic hit in March 2020, different parts of the criminal justice system slowly returned to normal, or settled into a “new normal.” In terms of inmate population numbers, one of two things happened. Either:

- The inmate population eventually rebounded back to where it was before the pandemic; or
- The inmate population eventually settled into a “new normal,” below pre-pandemic levels.

² *Jail Needs Assessment for Codington County, South Dakota*, October 2015, pages 65 – 66. (Emphasis added.)

After the immediate impact of the pandemic, the parts of the criminal justice system that drive the size of the jail population (law enforcement, prosecution, and the courts) all rebounded, but to different degrees and at different rates. Some components returned to their pre-COVID levels within a matter of months or years, and some have never (or not yet) returned to their pre-COVID levels.

Nationally, jail population numbers have done the same thing. After the immediate impact of the pandemic, the number of inmates has rebounded and either returned to pre-COVID levels, or stabilized at a new (but lower) level.

The pandemic impacted both the size and composition of the remaining inmate population. The impact was direct, immediate, unprecedented, and profound. It was also *unforeseen*. Inmate population projections developed before the pandemic were rendered obsolete. And the inmate population trends on which they were based no longer reflected the natural historical growth trends previously used for facility planning purposes.

In the 2015 Study and the 2018 Update, Codington County's inmate population showed a moderate rate of growth, and the projections were developed consistent with those historical growth trends. At that time, any projections based on a *declining* inmate population would have been rejected outright. Also, no one could foresee the future impact of a pandemic on the County's inmate population, or how long the local criminal justice system would take to recover.

Nonetheless, and despite the massive disruption of the COVID pandemic, the need for jail facility planning continues. Therefore, for purposes of discussion, four different planning scenarios were developed for inmate population projections (and for their subsequent jail capacity requirements).

The four planning scenarios are as follows:

- **Scenario A. 2015 Study Projections** — Inmate population projections from the 2015 *Jail Needs Assessment*.
- **Scenario B. 2018 Update Projections** — Inmate population projections from the 2018 *Jail Needs Assessment Update*.

- **Scenario C. New Normal** — Projections based on the 16-year average annual ADP and two-year post-COVID ADP.
- **Scenario D. 2015 Study's Growth Trend Moved Forward** — Projections based on applying the growth trend from the 2015 Study's projections to the current inmate population level.

The following is a brief description of each scenario, and the assumptions on which they are based.

Scenario A. 2015 Study Projections — These are the inmate population projections that were developed as part of the original *Jail Needs Assessment* in 2015. The projections were based on monthly data from 2008 through September 2015, and were the midpoint of four forecasting models.

For facility planning purposes, the 2015 Study estimated the Detention Center will have a total annual ADP of:

- 70 inmates by 2020;
- 77 inmates by 2025;
- 83 inmates by 2030; and
- 90 inmates by 2035.

Scenario B. 2018 Update Projections — These are the inmate population projections from the *Jail Needs Assessment Update* in 2018. The projections were based on ten years of monthly data from 2008 through 2017. Projections were based on the midpoint of the same forecasting models used in the 2015 Study, updated with 27 months of additional data.

At the time the 2018 Update was developed, the inmate population at the Detention Center had been experiencing significant and rapid growth over the preceding five years — from an ADP of 58 inmates in 2013, to 59 inmates in 2014, to 69 inmates in 2015, 73 inmates in 2016, and 79 inmates in 2017. With the additional data added into the original forecasting models, the projections in the 2018 Update increased significantly, to a total annual ADP of:

- 84 inmates by 2020;

- 100 inmates by 2025;
- 116 inmates by 2030; and
- 132 inmates by 2035.

Scenario C. New Normal — Over the past 16 years, the average annual ADP has been 61 inmates. Over the past two years (post-COVID), the ADP has also been 61 inmates. Scenario C uses this “new normal” as the ADP baseline for the foreseeable future, for the purpose of facility planning.

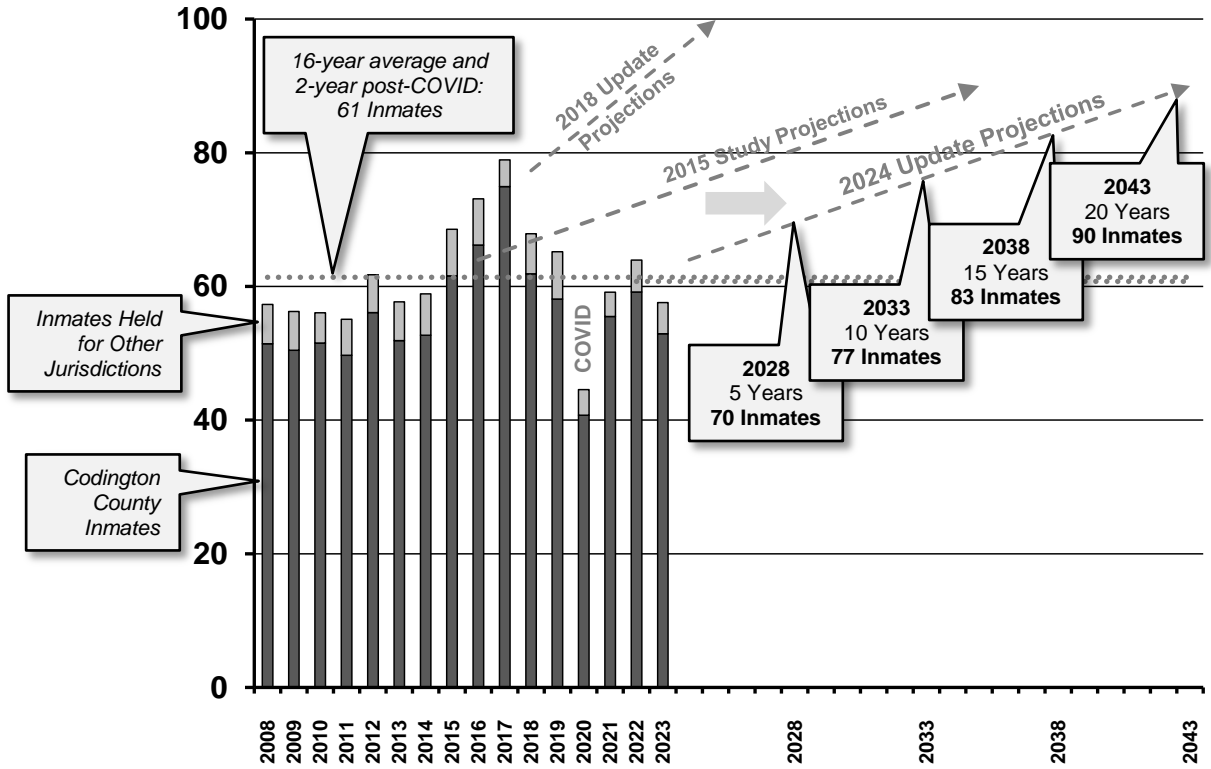
Scenario D. 2015 Study’s Growth Trend Moved Forward — These projections are based on applying the growth trend from the original projections in the 2015 *Jail Needs Assessment* to the current inmate population level. Essentially, this involves taking the projections from the 2015 Study — at the same moderate rate of growth — and shifting them forward by approximately eight years. This scenario, for planning purposes, assumes the ADP at the Detention Center will increase at the historical (and moderate) rate of growth identified in the original *Jail Needs Assessment*.

Applying the moderate growth trend from the original projections to the current post-COVID inmate population, it is estimated the Detention Center will have a total annual ADP of:

- 70 inmates in five years (by 2028);
- 77 inmates in ten years (by 2033);
- 83 inmates in 15 years (by 2038); and
- 90 inmates in 20 years (by 2043).

The graph and table on the following two pages show the historical and projected ADP at the Detention Center under these planning scenarios. Historical and projected ADP includes both Codington County inmates and inmates held for other jurisdictions.

**Historical and Projected ADP at the
Codington County Detention Center**



Forecast Year	Year	Total Actual ADP	Scenario A 2015 Study Projections	Scenario B 2018 Update Projections	Scenario C 16-Year & Post-COVID Average	Scenario D 2015 Study's Growth Trend Moved Forward
	2008	57				
	2009	56				
	2010	56				
	2011	55				
	2012	62				
	2013	58				
	2014	59				
	2015	69				
	2016	73	64			
	2017	79	66			
	2018	68	67	77		

Forecast Year	Year	Total Actual ADP	Scenario A 2015 Study Projections	Scenario B 2018 Update Projections	Scenario C 16-Year & Post-COVID Average	Scenario D 2015 Study's Growth Trend Moved Forward
	2019	65	69	81		
	2020	45	70	84		
	2021	59	71	87		
	2022	64	73	90		
	2023	58	74	93		
1	2024		75	97	61	64
2	2025		77	100	61	66
3	2026		78	103	61	67
4	2027		79	106	61	69
5	2028		81	109	61	70
6	2029		82	113	61	71
7	2030		83	116	61	73
8	2031		85	119	61	74
9	2032		86	122	61	75
10	2033		87	126	61	77
11	2034		89	129	61	78
12	2035		90	132	61	79
13	2036				61	81
14	2037				61	82
15	2038				61	83
16	2039				61	85
17	2040				61	86
18	2041				61	87
19	2042				61	89
20	2043				61	90

C. Forecast of Jail Capacity Requirements

2015 Study — The 2015 Study applied a “peaking factor” and a “classification factor” to estimate the total number of jail beds (jail capacity) needed to support the projected inmate population.

- A peaking factor of 15 percent was used in the 2015 Study to accommodate routine fluctuations in the County’s inmate population, based on the average percentage the highest (peak) inmate population exceeded the ADP each month from 2008 – 2015.
- A classification factor of 10 percent was added to provide sufficient capacity for the separation of males and females, to separate inmates by custody classification (minimum, medium, or maximum security), and to allow further segregation for administrative and disciplinary purposes.

Applying these calculations to the baseline (midpoint) ADP projections, the 2015 Study estimated the Codington County Detention Center will need a total of:

- 88 jail beds in five years (by 2020), to support an ADP of 70 inmates;
- 97 jail beds in ten years (by 2025), to support an ADP of 77 inmates;
- 106 jail beds in 15 years (by 2030), to support an ADP of 83 inmates; and
- 114 jail beds in 20 years (by 2035), to support an ADP of 90 inmates.

2018 Update — The same methodology was applied to the updated baseline inmate population projections to estimate the number of jail beds (jail capacity) needed. The peaking factor was reduced from 15 percent to 14 percent, based on the average that the peak population exceeded the ADP each month over the preceding ten years. With these revisions, it was estimated the Detention Center will need a total of:

- 105 jail beds by 2020, to support an ADP of 84 inmates;
- 125 jail beds by 2025, to support an ADP of 100 inmates;
- 146 jail beds by 2030, to support an ADP of 116 inmates; and
- 166 jail beds by 2035, to support an ADP of 132 inmates.

The 2018 Update concluded as follows:

The jail population projections presented in this update provide reasonable parameters for facility planning purposes, and are based on Codington County's actual jail population trends over the past ten years (2008 – 2017). However, for the County's jail population to increase to these projected levels, there would have to be a commensurate increase in law enforcement, prosecution, and judicial resources in Codington County, well beyond their current levels, to support and sustain a jail population of that size.

It is important that Codington County continue to try to identify, quantify, and address the factors that are driving the County's jail population growth. Straight-line trends are not inevitable. Ultimately, these kind of growth numbers are likely unsustainable. However, they can be seen as the expected outcome if things don't change — and serve as a harbinger or warning against continuation of the status quo.³

Updated Forecast of Jail Capacity Requirements

Scenario A. 2015 Study Projections — The 2015 Study estimated the Codington County Detention Center will need a total of:

- 88 jail beds in five years (by 2020);
- 97 jail beds in ten years (by 2025);
- 106 jail beds in 15 years (by 2030); and
- 114 jail beds in 20 years (by 2035).

Scenario B. 2018 Update Projections — The 2018 Update, with its increase in the inmate population projections, estimated the Detention Center will need a total of:

- 105 jail beds by 2020;

³ *Jail Needs Assessment Update for Codington County, South Dakota*, January 2018, page 23.

- 125 jail beds by 2025;
- 146 jail beds by 2030; and
- 166 jail beds by 2035.

Scenario C. New Normal — Applying the same methodology for calculating capacity requirements (14% peaking factor + 10% classification factor), it is estimated the Detention Center would need a total of approximately 77 jail beds to support the 16-year average ADP (and post-COVID) ADP of 61 inmates.

Scenario D. 2015 Study's Growth Trend Moved Forward — These projections are based on applying the growth trend from the original projections in the 2015 *Jail Needs Assessment* to the current inmate population level. Essentially, this involves taking the projections from the 2015 Study — at the same moderate rate of growth — and shifting them forward by approximately eight years. This scenario, for planning purposes, assumes the ADP at the Detention Center will increase at the historical (and moderate) rate of growth identified in the original *Jail Needs Assessment*.

Applying the moderate growth trend from the original projections to the current post-COVID inmate population, and applying the same methodology for calculating capacity requirements, it is estimated the Detention Center will need a total of:

- 88 jail beds in five years (by 2028), to support an ADP of 70 inmates;
- 97 jail beds in ten years (by 2033); to support an ADP of 77 inmates;
- 104 jail beds in 15 years (by 2038), to support an ADP of 83 inmates; and
- 113 jail beds in 20 years (by 2043), to support an ADP of 90 inmates.

The table on the following page shows the estimated jail capacity requirements for each of the four planning scenarios. Total jail beds needed includes capacity to hold historical levels of inmates for other jurisdictions.

Total Jail Beds Needed for Planning Scenarios

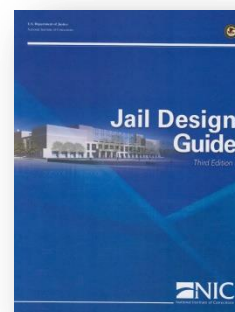
Forecast Year	Year	Scenario A 2015 Study Projections	Scenario B 2018 Update Projections	Scenario C 16-Year & Post- COVID Average	Scenario D 2015 Study's Growth Trend Moved Forward
1	2024	95	121	77	80
2	2025	97	125	77	83
3	2026	99	129	77	84
4	2027	100	133	77	87
5	2028	102	137	77	88
6	2029	104	142	77	89
7	2030	106	146	77	92
8	2031	107	150	77	93
9	2032	109	153	77	94
10	2033	111	158	77	97
11	2034	112	162	77	98
12	2035	114	166	77	99
13	2036			77	102
14	2037			77	103
15	2038			77	104
16	2039			77	107
17	2040			77	108
18	2041			77	109
19	2042			77	112
20	2043			77	113

4. Predesign Planning for Small and Medium-Sized Jails

In 1988, a colleague wrote the original *Small Jail Design Guide* for the National Institute of Corrections (NIC). The document was originally developed to serve as an information resource specifically for the planning and design of *small* jails (defined as 50 beds or less), in recognition of many unique challenges facing small jails.

At that time, there were a number of emerging jail design concepts (such as housing pods with dayrooms) and operational approaches (such as direct supervision). And while these concepts directly and significantly impacted jail design and operations, they were of little value in addressing the specific needs of *small* jails.

Ten years later, it was recognized that “*many of the concepts discussed apply equally to most jails, including those regarded as medium size (100 to 200 beds).*”⁴ The document was updated and renamed *Jail Design Guide: A Resource for Small and Medium-Sized Jails*. Since then, the document has been updated, expanded, and renamed the *Jail Design Guide, Third Edition*, and provides general information on designing jails of any size (as well as specific information for smaller jails).



The *Jail Design Guide* described the problems with operating small jails as follows:

The primary incentive for developing the original Small Jail Design Guide (1988) was that staff of the Jails Division at the National Institute of Corrections (NIC), as well as other professionals in the field, became increasingly aware that some very ineffective and outdated small jails were being designed and built. These facilities came to NIC’s attention because design flaws created many management problems and political controversies for the owners and operators. These problems generated numerous technical assistance requests to NIC, and it was often the case that little

⁴ *Jail Design Guide: A Resource for Small and Medium-Sized Jails*, U.S. Department of Justice, National Institute of Corrections, November 1998, page X.

could be done to correct major flaws in the architecture of something as permanent as a jail.

NIC staff quickly realized that there were additional reasons to pay special attention to small jails. Small jails represented the majority of the jail facilities in the United States; however, very little of the research and literature was really applicable to the small jail. NIC staff also realized that even though small jails are obligated to meet most of the same requirements as large jails, they typically have far fewer resources with which to address their problems and often less access to information to enable their administrators to make informed decisions. In addition, there were problems unique to small jails that were not problems for large jails, simply because of differences in scale.⁵

When the *Small Jail Design Guide* evolved to cover small and medium-sized jails, the guide noted as follows:

*The document was not redefined as an "all-jail design guide," because there are still some fundamental differences between small/medium-sized jails and large jails or systems of facilities found in major metropolitan areas. These fundamental differences were found in many areas, a key one, for example, being the challenge of designing to accommodate inmate classification-separation needs. Large systems can respond by devoting entire housing pods, or even separate facilities, to different classifications while still maintaining staff efficiency. The response in small and medium-sized facilities is more complicated and calls for different answers.*⁶

⁵ *Jail Design Guide, Third Edition*, U.S. Department of Justice, National Institute of Corrections, March 2011, pages xxiii – xxiv. (Emphasis added.)

⁶ *Jail Design Guide: A Resource for Small and Medium-Sized Jails*, NIC, 1998, page 1-1. (Emphasis added.)

The *Jail Design Guide* outlines the operational and architectural characteristics of successful small jails as follows:

The findings of the original small jails research indicated that better, more effective jails are fundamentally those that satisfy the basic needs of their occupants, users, and owners for safety, security, effective inmate management, and efficiency. More specifically, evaluations of old and new jails throughout the country suggest that the following minimum operational and architectural characteristics are essential to attaining a better, more effective jail.

Operational characteristics:

- *Staff that are well trained in jail operations and inmate management.*
- *Adequate and efficient staffing, including around-the-clock jail staff and female staff on duty when women are housed in the facility.*
- *Existence of written policies and procedures to guide operations and facilitate training.*
- *Constant surveillance or supervision of inmates, as opposed to intermittent observation.*
- *Inmate programs and amenities that can be used to influence positive inmate behavior and alleviate idleness.*
- *Existence and fair application of inmate rules and disciplinary procedures.*
- *Sufficient operational funding available prior to the opening of the new facility.*

Architectural characteristics:

- *Adequate capacity, including the right kinds of bedspace to allow proper inmate classification and separation, and flexibility in the use of housing areas.*

- *Good lines of sight and visibility of housing areas.*
- *Cell and dormitory occupancy levels appropriate to the inmate classification.*
- *Control of sound levels and elimination of visual conflicts.*
- *An appropriate physical environment (space, temperature, light, color, humidity) for inmates to live in and for staff to work in.*
- *Minimum need to rely on electronic surveillance, especially closed-circuit television.*
- *Spatial organization that accommodates the flow of activities rather than inhibits it.*
- *Ample storage.*
- *Adherence to some form of recognized standards.*
- *Ability to expand the facility in terms of both capacity and support services.*
- *Ability to maintain the facility through the use of local service personnel and the purchase of locally available parts and equipment, wherever possible. ...*

Problems Overcome

Generally, jails with the characteristics outlined above have overcome or minimized some traditional problems:

- *Accommodation of small and special inmate populations, such as women and inmates who are intoxicated, present behavioral problems, or require special management (i.e., mental health or medical treatment).*
- *Assaults against staff and inmates.*
- *Suicides and suicide attempts.*
- *Fires.*
- *Vandalism.*
- *Lawsuits.*
- *Contraband passage.*

- *Standards compliance.*⁷

The *Jail Design Guide* outlines the key predesign planning issues for small jails as follows:

Many communities fail to recognize the value of and need for predesign planning. Once they acknowledge that construction of a new jail facility is unavoidable, they frequently want to move quickly to a solution. Hiring an architect to start drawing plans, buying a prototype design, or signing a design-build contract on the strength of a budget and bed need estimate can seem to be the most expeditious choice for many communities.

Unfortunately, jails designed without adequate predesign work often experience problems after the facility opens. The facility may be too small and quickly become crowded, or it may be large enough but too expensive to operate. Important design features may have been left out, such as the ability to see into inmate living areas from a single control point or to move easily through the building. The facility may not allow for appropriate inmate classification and separation requirements, resulting in failure to comply with standards and vulnerability to litigation. Support spaces may be inadequate or missing altogether. The building may lack important equipment or functional areas, and/or may use furniture and equipment prone to wear and breakage. The completed building may be nothing like local officials imagined or what the public expected for its tax dollars. Once these faults are discovered, in something as permanent and visible as a jail, they tend to be thorns in the side of local officials for many years.

Jurisdictions that simply “buy a jail” leave out an essential part of the facility development process: predesign planning, that is, the work that needs to be done before the architect can start a design. This early planning work is needed to answer a number of critical questions:

⁷ *Jail Design Guide, Third Edition, NIC, 2011, pages 3 – 4.*

- *How many beds should the jail have? How many inmates will it hold when it opens and further into the future?*
- *How many and what types of inmates will need separation from others?*
- *How will inmates be supervised?*
- *What are the options in terms of renovation, addition, or new construction?*
- *How should the jail interrelate with other criminal justice functions?*
- *What programs and services will the jail provide, and to what extent?*
- *How many staff will be needed?*
- *What kinds of spaces should be in the jail? How big should they be? How should they be arranged?*
- *How much and what type of expansion capability should be built into the facility design?*
- *How much will it cost to build and operate a jail? ...*

Why Plan?

Planning takes time, effort, and money. Why should a jurisdiction bother with this involved and detailed process, rather than go ahead and build a new jail? Aren't all jails the same? Here are some reasons for local jurisdictions to commit to, and be involved with, the predesign process:

- *The predesign process provides an opportunity for jurisdictions to evaluate their inmate population as to who they are incarcerating, why they are incarcerating them, and how they can better manage this population.*
- *As jail populations continue to grow, the planning process is an opportunity for jurisdictions to conduct a thorough evaluation of capacity reduction measures, such as pre- and posttrial alternatives to incarceration for low-risk offenders. This is an opportunity for all aspects of the criminal justice system (e.g.,*

courts, district attorney, jail, law enforcement, probation) to work together to develop a criminal justice plan for the entire system.

- *The process allows existing jail staff to have input into the facility development process. Their operational experience is invaluable, and their early participation ensures they develop ownership in the process.*
- *This may be the only chance during an official's lifetime to influence the direction of a facility that should last at least 30 or 40 years. In some ways, design has less impact than predesign planning, where the really big decisions are made.*
- *Planning allows local officials to take control of the process and ensure that the jail built is what is needed and wanted rather than what someone else thinks is needed or wanted. This is an opportunity for officials to educate themselves on what they will need to do to design, build, and operate a jail that meets the needs of their jurisdiction.*
- *Planning is a vehicle for gaining broad political and public support for the project. It can help prevent the project from being vetoed when it comes to getting the money needed to build.*
- *Money-saving ideas, which might not come up during design, can be considered in this phase. Examples are the creation of nonjail programs (saving beds) or contracting for food and laundry services instead of paying for expensive staff, space, and equipment.*
- *The architects or design-builders, no matter how experienced in jail design, will not truly know what to design to meet a jurisdiction's needs without planning information provided by the jurisdiction. Consequently, they will have to design according to their view of what a jail should be, rather than the client's view, and may well miss features important to local operations.*
- *The costs of predesign planning are negligible compared with the costs of designing, constructing, and operating a jail, particularly one that is ill-suited to local needs Yet it is the most influential step in the creation of future facilities and*

operations. Predesign planning usually costs roughly half of 1 percent of total project costs.

Because of the money and liabilities involved in building and operating a jail, local officials owe it to their constituents and themselves to consider the critical issues that predesign planning is intended to resolve, rather than prematurely jumping into design, buying prototypes, or initiating a design-build process.⁸

⁸ *Jail Design Guide, Third Edition*, NIC, 2011, pages 7 – 8.

5. Conclusion

In 2015, the original *Jail Needs Assessment for Codington County* estimated the Detention Center will need a total of:

- 88 jail beds in five years (by 2020), to support an ADP of 70 inmates;
- 97 jail beds in ten years (by 2025), to support an ADP of 77 inmates;
- 106 jail beds in 15 years (by 2030), to support an ADP of 83 inmates; and
- 114 jail beds in 20 years (by 2035), to support an ADP of 90 inmates.

The 2015 Study concluded as follows:

Despite the various assumptions and measurements of the County's overall inmate population growth over the past several years, these projections — which were developed for facility planning purposes — must be assessed against the actual record high inmate population levels that the Detention Center has now experienced.

Before hitting the record population spikes over the past three months, it seemed like 100 to 120 beds was a good, reasonable, and practical capacity goal for a new jail facility. Now, having experienced an ADP of 80 inmates last month, and a daily high of 89 inmates in July, and a high of 88 inmates last month, it would seem prudent to plan for an initial jail capacity in the 120 to 140 bed range for a new facility.

Mathematical models and trend analysis cannot replace Midwestern pragmatism. Ultimately, the County will need to decide how large a new jail should be — given all the historical data, emerging issues, and current projections.⁹

⁹ *Jail Needs Assessment*, October 2015, page 101. (Emphasis added.)

The 2015 Study also concluded the *type* of jail beds is just as important as the *number* of jail beds, as follows:

Consideration also has to be given to the changing profile of Codington County's inmate population, which has significant implications for the number — and more importantly, the type — of jail beds needed by the County.

In the past, most jail designs have attempted to provide some sort of balance between minimum, medium, and maximum security housing. Today, the problem is more complicated. County jails have to accommodate more high-risk offenders, with greater security requirements, and more inmates with special needs or who require special management.

This is a particular problem at the Codington County Detention Center, since two-thirds of the jail's capacity consists of open dormitory housing. In addition, with the growing use of diversion programs — ... designed to divert low-risk offenders from incarceration — the remaining jail population consists of fewer inmates who are suitable for dormitory style housing.

These factors have a significant impact on the County's ability to house inmates in an appropriate housing unit, consistent with their custody level and security requirements. Therefore, in addition to the number of jail beds, it will be just as important to make good decisions regarding the type of jail beds — and the distribution between single cells, double cells, and dormitory housing — to be included in a new facility.¹⁰

After the completion of the 2015 Study, the inmate population at the Detention Center continued to increase. By the time the *Jail Needs Assessment Update* was completed in 2018, the inmate population at the Detention Center had increased from an ADP of 59 inmates in 2014, to 69 inmates in 2015, 73 inmates in 2016, and 79 inmates in 2017. With the additional data added into the original forecasting models, the projections in the 2018 Update increased significantly.

¹⁰ *Jail Needs Assessment*, October 2015, page 101.

The 2018 Update estimated the Detention Center will need a total of:

- 105 jail beds by 2020, to support an ADP of 84 inmates;
- 125 jail beds by 2025, to support an ADP of 100 inmates;
- 146 jail beds by 2030, to support an ADP of 116 inmates; and
- 166 jail beds by 2035, to support an ADP of 132 inmates.

At the time of the 2018 Update, the size of the Detention Center's inmate population had been experience moderate growth over the preceding ten years, and rapid growth over the preceding four years. At that time, any projections based on a *declining* future inmate population would have been rejected outright — particularly for facility planning purposes. Any scenario that would involve a 50 percent decrease in jail bookings and ADP in a two month period was simply unthinkable. And yet, it happened.

As the months and years unfolded following the initial impact of the COVID pandemic, law enforcement, prosecution, and the courts all got back up to speed, and the size of the jail population rebounded dramatically — from a low ADP of 31 inmates in May 2020, to a high ADP of 78 inmates in June 2021, and 77 inmates in July 2021 — barely a year later.

Over the past two years (2022 – 2023), the size of the inmate population has somewhat stabilized at an ADP of approximately 61 inmates. The monthly ADP over the past two years has ranged from a low ADP of 48 inmates in January and May 2023, to a high ADP of 71 inmates in April and May 2022. Daily inmate counts during that two-year post-COVID period ranged from 37 to 79 inmates.

It is impossible to know whether this new lower ADP level represents the “new normal,” or whether the size of the inmate population will remain at that level for the foreseeable future. For facility planning purposes, it would not make sense to seriously consider the replacement of the Codington County Detention Center (or any jail, for that matter) at a *reduced* capacity.

At the same time, there needs to be a recognition that there is, in fact, a “new normal” for the criminal justice system. While law enforcement, prosecution, and the courts have all worked hard to get back to what was the norm *before* COVID, things have changed. Public attitudes have changed. Crime and arrest patterns have changed. Criminal case filings have changed. And inmate population trends have changed.

Looking back at when COVID hit, and what had to be done to reduce admissions and the number of inmates being held, jail bookings and the inmate population were reduced to levels that were unimaginable before the pandemic.

At the time of the 2018 Update, Codington County's jail population was increasing rapidly, setting frequent new record high inmate numbers. In the three years that followed the 2018 Update, and before COVID hit, the County's inmate population was trending downward, back down to its 16-year historical ADP level. Then, when the pandemic hit, all the numbers went haywire.

The Detention Center's current inmate population is approximately the size it was ten years ago — going into the original *Jail Needs Assessment*. Since then, the County's jail population generally trended upward for three years, then trended back down for three years, before COVID hit in 2020.

The inmate population growth rate in the original *Jail Needs Assessment* was the midpoint of four forecasting models, and provided a reasonable and moderate rate of growth for facility planning purposes.

Applying the moderate growth trend from the original projections to the current post-COVID inmate population, and applying the same methodology for calculating capacity requirements, it is estimated the Detention Center will need a total of:

- 88 jail beds in five years (by 2028), to support an ADP of 70 inmates;
- 97 jail beds in ten years (by 2033); to support an ADP of 77 inmates;
- 104 jail beds in 15 years (by 2038), to support an ADP of 83 inmates; and
- 113 jail beds in 20 years (by 2043), to support an ADP of 90 inmates.

These results recall the comment from the original *Jail Needs Assessment* that “it seems like 100 to 120 beds is a good, reasonable, and practical capacity goal for a new jail facility.”

Inmate housing is, obviously, the largest component of a new jail facility, and the primary driver of its construction costs. Therefore, the design capacity (number and type of beds) is a critical planning decision.

The conclusion from this update is the same as the 2018 Update:

Codington County is currently in the process of making some important, multi-million dollar, facility planning decisions. The goal of this update was to establish some reasonable jail capacity estimates for facility planning purposes. Ultimately, the County will need to decide how large any jail expansion or new jail facility should be — given all the historical data, emerging issues, and current projections. Hopefully, the graphs, data, trend analysis, and other information in this report will aid the County in its efforts to make good decisions about how to address the County's ... jail population, and the appropriate size for any ... new jail facility.¹¹

¹¹ *Jail Needs Assessment Update*, January 2018, page 23. (Emphasis added.)