

John Wheeler # 49345

Arizona State Prison Tomb

896 S. Cook Rd

Safford, Az. 85546

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AUG 20 2008	
CLERK U S DISTRICT COURT DISTRICT OF ARIZONA	
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IN THE UNITED STATES DISTRICT COURT
FOR THE DISTRICT OF ARIZONA

John Wheeler, plaintiff,

vs.

Mohave County Board of Supervisors,

et, al, defendants,

)

)

)

)

CV-06-2019-PCT-JWS-(TRI)

EXHIBIT TEN

MOTION FOR PARTIAL SUMMARY JUDGMENT EXHIBIT TEN

I, John Wheeler, do hereby declare under penalty of Perjury that a true and correct copy of the Relevant Portions Mohave County, Arizona Criminal Justice Needs Assessment Pre-Design Study Final Report Dated May 15, 2006 Produced by Defendant Bruce Brown Supplemental Response to Plaintiff's Non-Uniform Interrogatories (Second Set) is Submitted herewith in Support of My Motion For Summary Judgment. Dated Aug. 1, 2008

John Wheeler

1 **IAFRATE & ASSOCIATES**

2 649 North Second Avenue
3 Phoenix, Arizona 85003
4 (602) 234-9775

5 Michele M. Iafrate, #015115
6 Richard A. Stewart, #003202
7 miafrate@iafratelaw.com
8 rstewart@iafratelaw.com

9 Attorneys for Defendants Mohave County Board of Supervisors, Tom Sheahan,
10 Bruce Brown, Gary Trotter, Sandra Trotter, Lori Hoover and Shawn Kincade

11 **IN THE UNITED STATES DISTRICT COURT**
12 **FOR THE DISTRICT OF ARIZONA**

13 JOHN E. WHEELER,

14 Plaintiff,

15 vs.

16 MOHAVE COUNTY BOARD OF
17 SUPERVISORS, et al.,

18 Defendants.

) NO.CV-06-02019-PCT-JWS (JRI)

)
)
) **DEFENDANT BRUCE BROWN'S**
) **SUPPLEMENTAL RESPONSE**
) **TO PLAINTIFF'S NON-UNIFORM**
) **INTERROGATORIES [SECOND**
) **SET]**

19 Defendant Bruce Brown supplements his responses to Plaintiff's Non-Uniform
20 Interrogatories [Second Set] as follows:

21 **NON-UNIFORM INTERROGATORY NO. 4:**

22 Have you participated in the process of needs assessment, site selection and
23 design build of a new jail facility to address overcrowding issues at the Mohave
24 County Jail?

Yes.

If so, give the dates and details of findings in this process, and identify each
person involved in this process.

Mohave County has determined to build a new jail that with a capacity of 730 inmates that can be built out to a capacity of 850 inmates. A site for that jail has been selected and the ground breaking is expected to take place in February, 2008. The new jail is expected to be ready for occupancy in the summer of 2009. The Mohave County Board of Supervisors, Sheriff Sheahan, Director Brown, and numerous other persons participated in and contributed to the process that led to the decision to build a new jail.

A copy of the following is produced herewith:

Mohave County, Arizona Criminal Justice Needs Assessment Pre-Design Study Final Report dated May 15, 2006.

DATED this 14th day of July, 2008.

IAFRATE & ASSOCIATES

By:

Michele M. Iafrate
Richard A. Stewart
Attorneys for **Defendants Mohave
County Board of Supervisors, Tom
Sheahan, Bruce Brown, Gary Trotter,
Sandra Trotter, Lori Hoover and Shawn
Kincade**

1 **ORIGINAL** of the foregoing mailed
2 this 14th day of July, 2008, to:

3 John E. Wheeler, #49345
4 ASPC – Safford Tonto
5 896 S. Cook Road
6 Safford, Arizona 85546
7 Plaintiff

8 **COPIES** of the forgoing mailed
9 this 14th day of July, 2008, to:

10 Gregory D. Cote
11 **McCarter & English, LLP**
12 265 Franklin Street
13 Boston, Massachusetts 02110
14 Attorneys for **Defendant Canteen Correctional Services**

15 J. Scott Conlon
16 **Renaud Cook Drury Mesaros, PA**
17 Phelps Dodge Tower
18 One N. Central Ave., Suite 900
19 Phoenix, Arizona 85004-4417
20 Attorneys for **Defendant Prison Health Services**

21
22
23
24
By:



MOHAVE COUNTY, ARIZONA

CRIMINAL JUSTICE NEEDS ASSESSMENT

PRE-DESIGN STUDY

FINAL REPORT

May 15, 2006

Prepared by:



RNL Design
(in association with)

Chinn Planning, Inc. and Craig Boersema

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ACKNOWLEDGEMENTS

The RNL Design team would like to thank the individuals listed below who assisted in preparing this document. The tremendous input, time and effort received from the County of Mohave Manager's Office, Sheriff's Office, Finance Department, Procurement and Central Services Department, Superior Court, Justice of the Peace Courts, Municipal Courts, Administrative Office of the Courts, Public Defender's Office, Public Works Department, Planning and Zoning Department, Health and Social Services, Human Resources Information Technology and the City of Kingman City Engineer and Planning Zoning Department and City of Kingman Fire Department. The input from individuals was invaluable in our data collection and the generation of this Criminal Justice Needs Assessment and Predesign Study document. This document is the sole product of teamwork and cooperation.

Board of Supervisors

Pete Byers, Supervisor, District 1
Tom Sockwell, Board Chairman, District 2
Buster Johnson, Supervisor, District 3

Advisory Steering Committee

Ron Walker, County Manager, Mohave County
John Timko, Finance Director, Mohave County
Tom Sheahan, Sheriff, Mohave County Sheriff's Office
Travis Lingenfelter, Manager of Procurement, Mohave County Procurement and Central Services
Nick Hont, Public Works Director, Mohave County
Captain Bruce Brown, Mohave County Sheriff's Office
Jim McCabe, Chief Deputy, Mohave County Sheriff's Office
Billy Ragan, Administrative Assistant, Mohave County Sheriff's Office
Sandy Cencelewski, Assistant Jail Commander, Mohave County Sheriff's Office

Additional information was provided by the following city and county officials:

M.E. Gene Hapler, Mohave County Office of Management and Budget
Bruce Snyder, Mohave County Information Technology
Judge Randolph A. Bartlett, Presiding Judge Superior Court
Judge James E. Chavez, Superior Court
Judge Richard Weiss, Superior Court
Edna Johnson, Superior Court Administrator
Thelma Falkner, Administrator, Limited Jurisdiction Court
Robert Wallace, Court Security Coordinator, Superior Court
Rod Marquardt, Chief Probation Officer
Greg Olson, Administrative Program Specialist, Clerk's Office, Superior Court
Kyle Rimel, Automation System Manager, Superior Court
Pete Wright, Training Officer, Mohave County Sheriff's Office Detention
Maria McEwen, Sergeant, Mohave County Sheriff's Detention

Jim Worley, Mohave County Maintenance Department
Dana Hlavac, Public Defender's Office
Rich Rugles, City of Kingman Planning and Zoning
Pete Johnson, City Engineer, City of Kingman
Tim Parker, Engineer, City of Kingman

Consultant Team

RNL Design – Florian Walicki, Steve Radomski, Tom Wiener, Greg Spaw
Criminal Justice Consultant Planner – Karen Chinn
Demographer – Craig Boersema, PSYD.
Cost Estimator – Richard Green, ACC, Inc.

We apologize to any individuals whom we may have inadvertently neglected to mention. Your assistance was most valuable and very much appreciated.

I. EXECUTIVE SUMMARY

The County of Mohave faces many challenges in addressing the future needs of its residents. Continued growth in the state, county, larger cities and surrounding areas has brought with it a myriad of social issues that need to be addressed through careful research and planning.

Some growth issues are acceptable and resolved relatively quickly without a lot of cost or controversy. Conversely, others are more controversial, extremely time consuming and often require considerable investment of time, research, cost and expense for manpower to achieve acceptable solutions.

One of the more prominent issues is the effect of growth on the County's entire criminal justice system, including the courts, jail, and support services.

With growth continuing at an accelerated pace, the County of Mohave is experiencing an expanding rate of crime, increased criminal court proceedings, and an ever increasing inmate jail population which is now bordering on exceeding acceptable levels and American Correctional Association standards in the main jail.

National data for population and trend projections continue to predict imminent growth in the County and particularly in the criminal justice system. The research and findings of this report support that premise.

In 2005, the County of Mohave Procurement Department issued a Request For a Proposal for a Needs Assessment and Predesign Study for a new detention facility. Through a competition that involved a short list and final interview of several firms, RNL Design, in association with Chinn Planning, Inc. and Craig Boersema, was selected to provide the services requested.

Post selection discussions with the client refined the scope of the project to more specifically fit the needs of the County of Mohave. The needs assessment and pre-design tasks given to the team are briefly outlined below:

- A. Establishing the project's foundation
 - 1. Project's organization and protocols
 - 2. Standards and case law research and compliance
 - 3. Mission and goals
 - 4. Review prior reports
 - 5. Background presentations
 - 6. Assessing the interest of other elements of the criminal justice system in the project
- B. Analysis of adult populations and projections
 - 1. Data collection and analysis
 - 2. Document trends population projections

- C. Evaluate existing correctional facility buildings
 - 1. Existing facility evaluation
 - 2. Problem identification
- D. Evaluate alternatives to incarceration
 - 1. Identify potential alternative programs
- E. Identify programmatic and staffing requirements
 - 1. Establish space requirements and standards
 - 2. Preliminary space needs estimate
 - 3. Identify staffing requirements
- F. Evaluate site and facility options
 - 1. Develop site criteria and facility options (existing, new facilities)
 - 2. Analyze options
 - 3. Develop preliminary cost estimate
- G. Prepare and present final report
 - 1. Prepare final report
 - 2. Public presentations
 - 3. Assess the possible options for future considerations for new facilities and sites.
 - 4. Determine the financial impact of the options and minimize them as much as possible regarding capital costs and operational costs.
 - 5. Propose alternate facility solutions that would meet the public safety demands of the community.
 - 6. Provide an estimate of cost to develop a new facility.

DEMOGRAPHIC ANALYSIS

Demographic trends regarding the general population and the jail population were identified and analyzed with the ultimate goal of forecasting future jail capacity needs in Mohave County through 2025. Demographic data regarding the county's general population and its criminal justice population were collected on an annual basis for the 10-year period, 1995-2004. In addition, where possible, data were collected from all 15 counties in Arizona so that a basis for comparison could be provided. Data were collected and analyzed in the following areas: General population, economy, education, juvenile and adult arrests, criminal court caseloads, inmate population characteristics (e.g., gender, age, race, type of offense, pre-sentence vs. post-sentence, etc.), and jail capacity measures (e.g., number of bookings, average length of stay, average daily population, etc.).

The demographic analysis found that historical trends and projected forecasts for the general population, labor force, arrests, criminal court caseloads, and the jail population are very consistent. With regard to historical trends, 1995-2004, the county's total population increased 38.2 percent, labor force increased 38.6 percent, adult arrests increased 40.4 percent, criminal court filings increased 32.2 percent, and jail bookings increased 37.9 percent. Statistical

projections through 2015 also show a similar pattern. The general population trendline projects a 31.2 percent increase, compared to a 29.0 percent increase in the labor force, 28.8 percent in adult arrests, 31.7 percent in the criminal court caseload, and 31.3 percent in the jail's average daily population.

Since there is a strong correlation between trends in the general population and the county's jail population, two general population forecasts were used to forecast future jail capacity needs in the county. Using the population forecast developed by the Department of Economic Security (a total population forecast of 424,985 by 2025), the average daily jail population in Mohave County is projected to increase from 469 beds in 2004 to a forecast of 906 beds in 2020 and 1,107 beds by 2025. By comparison, using the U.S. Census Bureau's historical trendline (a total population forecast of 290,448 by 2025), ADP in 2004 (469) is projected to increase to 686 beds in 2020 and 757 beds by 2025. If an average is tabulated from the two population forecasts, then the most reliable jail capacity forecast for Mohave County is 796 beds in 2020 and 932 beds by 2025. Therefore, for planning purposes, if a new jail facility is constructed in the county, the demographic analysis indicates that a jail facility with a capacity of 800+ beds with the potential for expansion is the most optimal scenario.

The capacity projection for future detention facility beds was then used to conduct operational and programming workshops with the Mohave County Sheriff's Office (MCSO) staff. The workshops resulted in the following operational assessments and programmatic spatial requirements.

OPERATIONAL ASSESSMENT

Mohave County operates two detention facilities, a main jail and a minimum-security/work release jail annex. The main jail has a rated capacity to house 240 inmates, and the annex has a rated capacity for 112 inmates. The main jail is severely overcrowded, with daily jail populations exceeding 370 inmates.

The indirect supervision design at the jail does not allow for adequate supervision and staff observation. Housing units are overcrowded, and service/program/recreation space is not adequate. Due to the configuration of the annex facility, females do not have access to work release housing.

Further assessment indicates that a high percentage of the inmate population may be candidates for pre-trial diversion or alternative programming, based on the review of offenses that inmates in jail were charged with in 2004. Due to lack of consistent pre-trial screening and alternative programming, the jail is overcrowded. Indirect supervision and severe jail overcrowding results in:

- Inability to implement classification and provide separation within the inmate population.

- Increase in the number of reported incidents in the jail. Based on disciplinary statistics, the number of reported incidents in the jail grew from 1,147 in 2001, to 1,807 reported as of September 29, 2005, which is a 60% increase.
- Poor sight lines for observation of inmates.
- Access to programming and recreation are limited to non-existent due to physical plant, overcrowding, and inadequate staffing levels.

The main jail and annex do not meet American Correctional Association (ACA) Standards for physical plant, handicap accessibility, space requirements, staffing, inmate sleeping areas, unit size, rated capacity, staff/inmate interaction, ability to separate inmates, or program and service area standards.

STAFFING ASSESSMENT

Total staffing for both facilities combined is 110.5. This includes contract employees in medical and food service. The largest staffing component is detention officers, which totals 68.5 authorized positions.

Staffing at both facilities is extremely limited on all three shifts. A total of three staff, which includes the Supervisor, Control Room Officer, and Detention Officer are responsible for supervising 112 inmates, on average, at the Jail Annex on the first shift. Staffing at both facilities is low compared to national averages for similar sized facilities.

Staff vacancies and turnover are high. The Sheriff's Department indicated difficulty in recruiting viable candidates for Correctional Officer positions. Staff training is difficult to conduct due to staff shortages. The indirect supervision design at the main jail does not allow for adequate staff observation in the housing areas. In addition, security is not adequate for transporting inmates to and from the courthouse.

RECOMMENDATIONS

Based on the system assessment, and in compliance with nationally accepted standards for operation of adult local detention facilities, the following recommendations are presented for improvement to operation of detention capacity in Mohave County.

- **Recommendation 1:** Implement System Changes and Diversion/Alternative Programs to Reduce Jail Overcrowding
- **Recommendation 2:** Improve Staffing Standards and Ratios
- **Recommendation 3:** Plan for New and Expanded Jail Capacity to Meet Future Requirements

- Phase I Capacity of 688
- Phase II Capacity of 848
- Expansion Capacity to 1,100 capacity

■ **Recommendation 4:** Create a Criminal Justice Coordinating Council with Established Quarterly Meetings

FACILITY CAPACITY RECOMMENDATION

Based on the projection of future capacity requirements, and the operational and facility assessment, a new jail facility has been recommended for Mohave County. The new facility program and staffing plan assume a full build out capacity of 848 inmates, which includes all custody level inmates in a single, consolidated facility. This reflects the projected capacity requirements through 2020. The County may elect to delay construction of some of the housing units and build to accommodate the 2013-2015 projection, which is projected to be an average daily population of 675 inmates. A Phase I staffing plan for a facility with a capacity of 688 inmates is included in the full report. In addition, if the County elects to expand alternatives to incarceration and institute pre-trial diversion programs, the projected capacity requirements can be reduced. The cost of supervision will also be greatly reduced if the County implements alternatives to detention, as shown in the Table 1 below.

Table 1 COST COMPARISON Mohave County Alternatives Versus Jail Capacity (70 Capacity)		
	Annual Cost	
	Alternatives (70 Capacity)	Jail Operation (70 Capacity)
Jail Expeditor	\$ 71,210	Operation of 70-Bed Capacity @ \$75/Diem Cost
Evening/Day Reporting	\$ 438,000	
Electronic Monitoring	\$ 109,500	
Total	\$ 618,710	\$ 1,916,250

Source: Chinn Planning, Inc.

OPERATIONAL INTENT

Meetings were held with the Sheriff's Department to determine the operational intent of the new jail facility. Based on those discussions, Sheriff's Department staff indicated a desire to achieve ACA accreditation and to operate the new jail in a direct supervision style of inmate management. Direct supervision differs from the existing in-direct supervision management style at the jail because the officer is placed inside the housing unit. This concept encourages

direct interaction between staff and inmates to prevent negative behavior, and groups inmates into 48 to 72 capacity living units that can be efficiently managed by one officer.

The Mohave County Sheriff's Department expressed a desire to plan a new facility with direct supervision in mind, but also expressed a desire to fall back on in-direct supervision if staffing levels are not achieved. This results in a higher staffing ratio.

The new jail facility is intended to be a full service jail, including all support services (food service, medical, commissary, laundry, maintenance), intake and release, facility administration, program areas, and inmate housing. Staff will escort inmates to and from court, and within other areas of the facility. Central control will monitor all movement within the facility, and exterior control points (vehicle sally port, staff and visitor entrances).

Services will be decentralized to the housing unit to the full extent possible. Housing units will be clustered together to achieve staff efficiencies, and to allow for some level of programming space near the housing units. Inmate visiting will occur at the housing areas, and will be non-contact video visitation. It is envisioned that inmate visitors will be directed to visiting areas after screening at a central visitor entrance location.

Housing units of various sizes are needed to accommodate the varying levels of custody, and to reflect behavioral characteristics of the population. A small unit (24 beds) will be developed to house juvenile offenders, which will require sight and sound separation from the general jail population.

HOUSING UNIT BED SPACE ALLOCATION

Table 2 presents the proposed Phase I and Phase II bed space allocation for the new Mohave County Jail, by custody level. The Phase II capacity of 848 inmates is in line with the projected capacity requirements through 2020. The County could elect to delay construction of three of the housing units if the desire is to provide initial capacity to meet the 10 year projected capacity requirements. The Phase I capacity requirement shown in Table 2 is 688 inmates, which is in line with the 2013-2015 projected capacity. The facility should be planned with the 848-bed space capacity in mind, and with the possibility to expand capacity beyond the 2025 bed space forecast.

Table 2
MOHAVE COUNTY FACILITY HOUSING UNIT ALLOCATION - PHASE I AND PHASE II

Comp. #	Custody Housing Component	Phase I # of HSG Units	Phase II # of HSG Units	Description	Phase I Total Capacity	Phase II Total Capacity
1.000	<u>Maximum Custody Housing</u> > One Housing Support Area	3	4	40 Single Cell Units	120	160
2.000	<u>Special Custody Housing</u> > One Housing Support Area	4	4	40 Single Cell Units	160	160
3.000	<u>Medium Custody Housing</u> > Two Housing Support Areas	5	6	48 Bed Units (24 Double Occupancy Cells)	240	288
4.000	<u>Minimum Custody Housing</u> > One Housing Support Area	2	3	72 Bed Dormitory Units	144	216
5.000	<u>Juvenile Housing</u> > One Housing Support Area	1	1	24 Single Cell Unit	24	24
TOTAL CAPACITY					688	848

Table 3 presents a summary of the space allocation for the housing component of the proposed new jail facility.

Table 3
MOHAVE COUNTY FACILITY HOUSING
PHASE II - 848 CAPACITY SUMMARY SQFT UNIT ALLOCATION

Comp. #	Custody Housing Component	# of HSG Units	Description	Square Footage
1.000	<u>Maximum Custody Housing</u> > One Housing Support Area	4	40 Single Cell Units	27,608
2.000	<u>Special Custody Housing</u> > One Housing Support Area	4	40 Single Cell Units	26,042
3.000	<u>Medium Custody Housing</u> > Two Housing Support Areas	6	48 Bed Units (24 Double Occupancy Cells)	40,861
4.000	<u>Minimum Custody Housing</u> > One Housing Support Area	3	72 Bed Dormitory Units	25,214
5.000	<u>Juvenile Housing</u> > One Housing Support Area	1	24 Single Cell Unit	7,120
TOTAL SQUARE FOOTAGE				126,845
Building Gross Factor @ 25%				31,711
TOTAL BLDG SQUARE FOOTAGE				158,556

TOTAL SPACE REQUIREMENTS

Table 4 presents the total space estimate for the proposed 848-bed jail facility. The space estimate in Table 4 is based on the detailed housing unit allocation developed for Mohave County, national standards for adult local detention facilities, and the Consultant team's experience in programming similar sized facilities throughout the United States. Total gross square footage space requirements are estimated to be 266,056 GSF.

Table 4 Mohave County Jail Space Estimate	
Space Component	DGSF
Administrative/Lobby	5,000
Central Control	2,000
Intake/Release	10,000
Staff Support	9,000
Program Services	4,000
Medical	6,000
Food Service	10,000
Laundry	5,000
Maintenance/Building	8,000
Warehouse	5,000
Mechanical	22,000
Housing (see Housing Program)	126,845
Subtotal	212,845
Building Gross 25%	53,211
TOTAL JAIL SPACE ESTIMATE	266,056

Source: Chinn Planning, Inc.

PRELIMINARY STAFFING ESTIMATES

Table 5 presents a summary of the recommended staffing for the Mohave County Jail facility. Staffing requirements are estimated at 200 to 210 total staff to operate an 848 bed jail. As presented in Table 5, the direct supervision management style will result in approximately nine additional housing officer positions.

Table 5 PRELIMINARY STAFFING ESTIMATE - 848 CAPACITY MOHAVE COUNTY JAIL FACILITY					
	1st	2nd	3rd	Relief	Total
Staffing Summary Using Direct Supervision Housing					
Administration	12.0	4.0	0.0	0.0	16.0
Security Operations	14.0	13.0	9.0	23.2	59.2
Program/Services	13.0	11.0	2.0	3.9	29.9
Direct Supervision Housing	22.0	22.0	14.0	46.4	104.4
Total Staff	61.0	50.0	25.0	73.5	209.5
Staffing Summary Using Indirect Supervision Housing					
Administration	12.0	4.0	0.0	0.0	16.0
Security Operations	14.0	13.0	9.0	23.2	59.2
Program/Services	13.0	11.0	2.0	3.9	29.9
Indirect Supervision Housing	19.0	19.0	15.0	42.4	95.4
Total Staff	58.0	47.0	26.0	69.5	200.5

Source: Chinn Planning, Inc.

4/22/2006

FACILITY ASSESSMENTS

The County has two detention facilities located in Kingman, Arizona. The main jail, located in the downtown area, was evaluated by the consultant team in late 2005. The building was constructed in 1985/1986 and built subject to a restrictive budget. The facility, which houses the high security level and female inmates, is primarily constructed of cast-in-place, precast concrete and masonry walls. The facility is designed with a single story housing unit at grade level and a two-story housing unit with mezzanine on the upper level. All housing units are equipped with central dayrooms.

The facility is three stories high on the Pine Street side and one high bay story on the Maple Street side. Refer to Chapter V for a more detailed assessment report and appendices B and C for floor plans and photos.

The minimum security work jail annex is located on the west side of the city at the intersection of West Beale Street and Highway 40. The building was built originally for the National Guard as a gymnasium and converted by the Mohave County Sheriff in 1996. The building is one story, high bay, pre-engineered steel building with masonry wall construction.

Refer to Chapter V for a detailed assessment report and Appendices B and C for floor plans and photos.

SUMMARY ASSESSMENT OF BOTH FACILITIES

A final review of the building assessment for the main jail and the jail annex indicate both facilities have significant deficiencies.

Both facilities have:

- Inadequate security and serious deficiencies including defective locking mechanisms, antiquated electronic security systems and CCTV monitoring systems.
- Compromised ability to adequately handle special needs, female, and juvenile inmates
- Compromised space and American Disabilities Act (ADA) compliance issues
- Inadequate primary support and service spaces
- Ineffective and inefficient floor plan designs to properly segregate and adequately monitor inmates
- Building infrastructure and building system deficiencies, which will compromise the future performance and re-use of the buildings.

The combined number of deficiencies indicates the facilities should be totally renovated or replaced in the near future.

The existing main jail may provide a reasonable building core, which could be retrofitted and renovated as future office space for support functions related to the county criminal justice or social services system.

The jail annex site would be best served if the existing building were to be demolished. This site, futuristically, could provide a primary location for other county functions such as a future jail or combined justice center or judicial court center only.

SITE OPTIONS AND ANALYSIS

In preparation for performing individual site evaluations, consultant team assembled the following data to allow for a comprehensive study:

1. Detailed population trend projections and identified the future number of beds: Phase I 688 beds, Phase II to 848 beds.

2. Developed a strategic spatial program and facility size to meet the needs of the new facility (266,056 GSF).
3. Developed a staff assessment and number of staff required to operate the facility at each shift.
4. Determined parking requirements to meet needs of staff at the busiest rotation of staff and visitors (220-225 stalls).
5. Developed spatial relationship diagrams and block diagrams for each major functional area (refer to Appendix F).
6. Created a composite aerial photograph of the city of Kingman with overlay data for property lines, utilities and topography (refer to Sector Maps).

The team also developed a set of criteria for site selections. Primary considerations included the following:

- Sufficient size of site to accommodate the facility
- Preferably county-owned land or land which was capable of being acquired quickly and at a reasonable market value
- Relationship of the site to other county functions
- Consideration for future expansion of the site
- Consideration that the detention facility might be combined with the Judicial Court in the future or in proximity to the existing courthouse.
- Safety and security for the surrounding community.

Based upon the above criteria, five sites were identified, including the existing main jail site. The following is a list of those selected sites:

Option A – a parcel of land downtown west of the existing jail facility between north 3rd and north 4th street and bounded on the north side by Maple Street and on the south side by Pine Street.

Option B – a city block located downtown between north 3rd Street and north 4th Street bounded on the north by Spring Street and on the south by the alley between Spring Street and Oak Street.

Option C – the existing Justice Court property located adjacent and directly west of West Beale Street between the new Sheriff's Administration Building and the motel property on the east side. The property also included the triangular site directly north of West Beale Street, across the street from the existing Justice Court site.

Option D and D1 – property located on the County Campus adjacent to and directly west of West Beale Street at the current location of the County Annex Jail and property south of that site. Property is bordered on the east side by the Sheriff's Administration Building and on the west side by Highway I-40.

Option E – property located on the County Campus directly south of the new County Administration Building at the County Campus. The site is bordered on the east by Old Highway 66 and on the west side by Highway I-40. The site is a hillside sloped site directly south of the existing wash running east and west.

A sector location map in Section VIII indicates the location of each of the options in relationship to the downtown. Options A and B are located in Sector 1. Option C, D and D1 are located in Sector 2. Option E is located in Sector 3. Detailed evaluation of all individual sites is located in Section VIII.

A summary of the analysis indicates the following:

OPTIONS A & B

Although ideally located in proximity to the historic courthouse both sites require acquisition of land parcels that would required extensive time to negotiate and in the case of Option A, the state owned site may not be possible to acquire.

In order to meet programmatic compliance on these sites the design requires building height and massing profiles which will result in a building with massing and scale that is not in context to the adjacent courthouse and several relatively low scale historic buildings.

Parking requirements cannot be met unless another below grade level is added or adjacent land is purchased to accommodate surface parking.

The security and safety requirements associated with the detention facility may be in conflict with the open pedestrian movement system associated with historic districts.

Site A – Future jail expansion is possible if existing jail is demolished or extensively renovated.

Site B will not permit future expansion unless adjacent land is purchased.

OPTION C

The site requires acquisition of two land parcels to provide a contiguous site large enough to accommodate the jail program. Both sites may be difficult and time consuming to negotiate a sale.

The site is very narrow and may ultimately require a reduction in an east/west axis to comply with zoning building setback requirements.

Parking requirements cannot be met on site unless an additional sub-grade level of

parking is provided.

The site is ideally located near other county functions located in the County Complex; however, expansion of the site is impossible unless the motel property on the east side is purchased.

The property directly across West Beale, which may be considered as a future courthouse could be connected to the jail by tunnel. This is subject to relocation of utilities in West Beale Street.

Access to infrastructure utilities is good; however, several will require upgrading to meet the requirements of a new jail. A large storm water conduit (24" diameter) must be relocated to permit construction.

Street access off West Beale is good; service access on south side will require acquisition of additional land or reconfiguration of roads and parking adjacent to the Sheriff's Administration Building.

Future expansion is not possible on this site.

OPTION D

The site is county owned land and includes the existing Jail Annex building site. Although sufficient land exists to approximately meet site size requirements, the site contains a power line easement on the north side that will restrict the location and placement on the site of any future building. Optionally, the line and easement may be moved at a substantial cost.

This site was evaluated to also consider the possibility of locating a new courthouse as a potential Phase II project on the north end. Consideration to place both a jail and courthouse will preclude any possibility of expansion in the future for either facility.

The site is very accessible by adjacent streets and access to other county functions on site is ideal.

Access to infrastructure utilities is good. Some upgrading will be required to handle future requirements.

Future expansion on this site is restricted, particularly if a courthouse is futuristically located on the north end of the site.

OPTION E

This site is county-owned, large enough to meet site requirements for size and has capability for future expansion.

The site is sloped and will require additional costs to excavate for the building footprint and access roads.

Infrastructure utilities must be extended to the site from the new County Administration Building. This will add costs for future development.

The site and future building construction can be phased by building the parking area and five (5) housing units (level 2 and upper level) on the east side as Phase I.

Due to the configuration for vehicle, service and sally port access, Phase II Construction, to add more parking and one more Housing Units (level 2 and upper level) could be added with minimal disruption to operations. Phase III could be accomplished in a similar fashion to add more parking and one housing unit (level 2 and upper level).

An access road leading from Intake/Release sally port can be developed at the northwest portion of the site to allow future access to a courthouse site at the existing Jail Annex site.

SITE CONCLUSIONS/RECOMMENDATIONS

Of the options studied, the two downtown sites A and B and the Justice Court Site C where deemed to be least desirable due to land acquisition issues, relative size of the sites, inadequate parking and massing/scale of the future building in context to adjacent structures. Sites A, B, and C are inadequate in size to permit future expansion.

Option D, although subject to site constraints to permit both a jail and future courthouse was still considered a possibility, subject to additional evaluation by the consultant team and Advisory Committee.

Option E, although a sloped site which would incur additional development costs was considered the most viable site to select.

PROBABLE COST OPINION

Using site Option E as a basis for conceptual design, an estimated project cost range of \$48,000,000 to \$65,000,000 has been determined. Refer to Section IX for estimated project cost range.

PHASED DEVELOPMENT OF THE PROJECT

Each of the five sites was evaluated for the potential to construct the project in phases. Site Option E is the only site evaluated that provides a reasonable approach to build the new jail project in two phases. In Phase I, 688 beds can be built and an additional 160 beds can be built in Phase II for a total of 848 beds. Sufficient room exists on the site to consider an additional housing unit in Phase III. (Re: Option E – Diagram E-6)

Using a phased construction method will result in a slight construction cost premium for inflation over the timeframe from 2007 to 2013/2015. However, an analysis provided by the Finance Department using alternative funding methods for phased construction versus complete build-out in one phase indicates there shouldn't be a fiscal benefit to selection of either method.

Based upon the pro/con evaluations of the phased versus full build-out options in Section X, it is the opinion of this consultant that either approach will provide a fair and balanced approach for Mohave county to build a new jail facility with an 848 bed capacity.

II. CRIMINAL JUSTICE GROWTH TRENDS AND SYSTEM ASSESSMENT

A. Introduction

A detailed review of relevant criminal justice data has been compiled to provide a baseline for the facility needs assessment and the overall planning process. This chapter highlights the key findings of demographic, criminal justice, and jail population data collected and analyzed, which were subsequently used to develop future jail population forecasts (*see Section III. Projected Jail Capacity Requirements*).

In response to the consulting services requested by the County, data regarding Mohave County's general population, criminal justice system, and jail population were collected on an annual basis for the 10-year period, 1995-2004. In addition, where possible, data were collected from all 15 counties in Arizona so that a basis for comparison could be provided. Data were collected and analyzed in the following areas:

General Population

County Population Trends, 1990-2004
County Population Percent Change, 1990-2004 and 1995-2004
County Age Population Trends (e.g., Age 0-17, Age 18-64, and Age 65+)
Race and Ethnicity Profile
Population Projections

Economy and Education

Total Labor Force, 1995-2004
Number Unemployed, 1995-2004 (including unemployment rates)
Median Household Income, 1995-2004
People Living in Poverty, 1995-2004
New Construction Values, Assessed Property Values, and Parcel Counts, 1995-2004
Dropout Rates, 1995-2004
Educational Attainment Rates, High School and College

Criminal Justice

Total Arrests, 1995-2004
Adult Arrests (Age 18+), 1995-2004
Arrest Offense Classification Trends, 1995-2004 (e.g., Part I offenses, Part II offenses, drug offenses, DUI, domestic violence, simple assaults, etc.)
Felony Original Filings (Superior Court), 1995-2004
Misdemeanor and DUI Original Filings (Limited Jurisdiction Courts), 1995-2004
Adult Probationers Added and Total Adult Probationers on File, 1995-2004

Jail Population

Total Bookings, 1995-2004
Custody Arrests by Agency, 1995-2004
Average Length of Stay, 1995-2004
Average Daily Population, 1995-2004
Cite and Releases, Court Commits, Failure to Appear, and Probation Violation
Profile of Population Characteristics, 1995-2004 (e.g., gender, age, race/ethnicity, misdemeanor and felony inmates, type of offense, lengths of stay by offense, and pre-sentenced vs. sentenced inmates, etc.)

Forecasts

General Population Trends, 2005-2025
Arrest and Court Caseload Trends, 2005-2015
Potential Scenarios of Possible Future Jail Capacity Needs, 2005-2025

This chapter summarizes the key findings regarding criminal justice data collected and analyzed for the Mohave County jail facility needs assessment. The following data for the County are presented: trends in the general population, trends in the economy and education, law enforcement arrest trends, criminal court caseload trends, jail population trends, a profile of the current jail population, and the potential use of alternatives and intermediate sanctions.

B. Mohave County Demographics

This section reviews trends in Mohave County's general population, as well as trends regarding the economy and education. It is important to review general population trends so that trends in the jail population may be compared and inconsistencies identified. Economic and educational trends also provide background information whereby jail population trends may be compared to potential causal trends occurring throughout the Mohave County environment. General population trends will be reviewed first, followed by economic and education trends.

General Population Trends

Data regarding general population trends in Mohave County include county population trends; percent change over time, age population trends, race and ethnicity profile, and forecasts of future county populations.

County Population Trends, 1990-2004. Mohave County's total population increased from 95,491 in 1990 to 179,981 in 2004. While the county's total population increased 88.5 percent between 1990 and 2004, the county's population has increased 218.9 percent since

1980. The percentage increase in the county's total population, 1990-2004, ranked as the highest among the state's 15 counties. During the recent 10-year period, 1995-2004, the county's population increased 38.2 percent, ranking as the second highest among Arizona's 15 counties.

Age Group Population Trends. In the 2000 census, Mohave County's median age was 42.9 years, ranking as the third oldest population among the state's 15 counties. The statewide median age was 34.2 years. The proportion of the county's population that is age 0-17 (23.1 percent) ranks 13th lowest out of 15 counties statewide and the 18-64 population (56.4 percent) ranks 9th. Conversely, the county's 65+ population (20.5 percent) ranks as the third largest in the state. Between the 1990 and 2000 censuses, the county's populations among age groups did not shift significantly.

Race and Ethnicity Profile. In the 2000 census, Whites comprised 90.1 percent of the county's population and Hispanics represented 11.1 percent of the county's population. In other words, 9.9 percent of the county's population was from minority racial populations. By comparison, across Arizona, Whites comprised 75.5 percent of the population and Hispanics represented 25.3 percent of the population. It should be noted that Hispanics may be of any race and are included in each of the race categories.

Population Forecasts, 2005-2025. The Arizona Department of Economic Security has drafted new county population forecasts (drafted March 2005). The forecasts indicate a projected increase in population from 179,981 in 2004 to 424,985 in 2025. The new population projections for Mohave County from DES forecast a 55.8 percent increase in total population between 2004 and 2015, and a 136.1 percent increase between 2004 and 2025.

By comparison, annual historical data from the U.S. Census Bureau, 1980-2004, were used to project a population trendline through 2025. Based upon linear regression of historical data from the Census Bureau, a population of 290,448 is projected for Mohave County in 2025. This trendline projects a 31.2 percent increase in total population between 2004 and 2015, and a 61.4 percent increase in total population between 2004 and 2025.

Economic and Education Trends

Data regarding economic and education trends in Mohave County were collected and analyzed regarding labor force, unemployment, median household income, people living in poverty, new construction and assessed values, dropout rates, and educational attainment rates.

Labor Force Trends. The county's labor force increased from 60,506 workers in 1995 to 83,845 workers in 2004. While the total population increased 38.2 percent during the ten-year period, Mohave County's labor force increased 38.6 percent. By comparison, while

the total population statewide increased 29.6 percent, 1995-2004, the state's labor force increased 25.3 percent.

Unemployment Rates. The number of unemployed workers decreased from 4,294 in 1995 to 3,435 in 2004, a 20.0 percent *decrease*. Across Arizona, the number of unemployed workers *increased* 16.1 percent during the same ten-year period. Mohave County reported the lowest unemployment rate in the state during 2004. The county's unemployment rate in 2004 was 4.1, compared to a statewide rate of 5.0. The county's unemployment rate was 7.1 in 1995.

Median Household Income. Household income data are provided by the U.S. Census Bureau's Small Area Income & Poverty Estimates (SAIPE) program, which provides more recent estimates of selected income statistics than the most recent decennial census. The Census Bureau released data from 1993 in January 1998. Data from 2002 were released in December 2004, and are the most recent available.

Mohave County reported the state's 9th highest median household income in 2002 (\$31,030) among the state's 15 counties. The statewide median household income in 2002 was \$40,724. By comparison, the county reported the 6th highest median household income in 1993 (\$24,232) while the statewide median household income in 1993 was \$28,427.

Percent of Population Living in Poverty. Poverty data are provided by the U.S. Census Bureau's Small Area Income & Poverty Estimates (SAIPE) program, which provides more recent estimates of selected poverty statistics than the most recent decennial census. The Census Bureau released data from 1993 in January 1998. Data from 2002 were released in December 2004, and are the most recent available.

In 2004, the poverty threshold for a family of four was defined by the Census Bureau as a household income of \$19,157. Mohave County reported the state's 4th lowest percent of total population living in poverty during 1993. The county's percent of population living in poverty was 17.7 percent, compared to the statewide figure of 18.5 percent. In 2002, the county reported the 6th lowest percent of total population living in poverty. The county reported 15.7 percent of its population living in poverty, compared to 13.6 percent statewide.

New Construction and Assessed Values. New construction in Mohave County increased from \$20.7 million in 1995 to \$82.5 million in 2005, a 298 percent increase. During the same period, the total full cash net assessed value of property in the county increased from \$903.3 million in 1995 to \$1.515 billion in 2005, a 67.7 percent increase. Assessed values of improved properties increased 85.4 percent during the period. There were 240,963 total parcels in 2005, 1.4 percent less than the total reported in 1995. During the same period, vacant parcels decreased 6.1 percent and improved parcels increased 8.1 percent.

School Enrollment and Dropouts. Mohave County's public school enrollment increased from 9,702 in 1995 to 11,027 in 2004. Public school enrollment increased 30.1 percent between 1995 and 2003, which is consistent with trends in the total population during the period. However, enrollment significantly declined in 2004, so the overall increase, 1995-2004, was only 13.7 percent.

Dropouts are defined as students, grades 7-12, who were enrolled at any time during the school year but were not enrolled at the end of the school year and did not transfer, graduate, or die. The number of dropouts in the county's public school system decreased 35.8 percent during the ten-year period, 1995-2004, from 1,328 dropouts in 1995 to 852 dropouts in 2004. In 2004, among the state's 15 counties, Mohave County reported the 3rd highest dropout rate in the state for students in grades 9-12. The county's dropout rate of 10.7 percent was higher than the state rate of 7.4 percent. For grades 7-12 (i.e. the overall dropout rate), the county rate of 7.7 percent was 5th highest in the state, compared to the state's rate of 5.8 percent. For grades 7-8, the county and the state both reported a dropout rate of 2.6 percent.

Educational Attainment. According to the 2000 Census, 77.7 percent of Mohave County's population age 25 and over were high school graduates, compared to the state rate of 81.0 percent. The county ranked 8th statewide for the percent of the population that had graduated from high school. At the same time, the county reported the 2nd lowest rate in the state for the percent of population age 25 and over who had graduated from college. The county reported that 9.9 percent of the population had graduated from college, while 23.5 percent of the population statewide had graduated from college.

Reported Crimes, Arrests, and Bookings

This section reviews ten-year trends regarding the number of reported index crimes, index arrests and total arrests, as well as trends regarding the number and type of bookings at the Mohave County Jail.

Reported Index Crimes. Index crime reports include property index crimes and violent index crimes. Property index crime reports include burglary, larceny/theft, motor vehicle theft, and arson. Violent index crime reports include murder, rape, robbery, and aggravated assault.

Property index crime reports increased 10.4 percent in Mohave County, 1995-2004, from 8,437 reports in 1995 to 9,316 reports in 2004. However, reports have increased 67.1 percent since 1999. Motor vehicle theft reports increased 46.8 percent during the ten-year period and larceny/theft reports increased 13.9 percent. In 2004, larceny/theft accounted for 66.5 percent of all property index crimes reported. Based upon ten-year historical trends, forecasts through 2015 predict only a small increase (1.1 percent) in property index crimes reported.

Violent index crimes reported increased 5.7 percent in Mohave County, 1995-2004, from 581 reports in 1995 to 614 reports in 2004. However, violent index reports have increased 30.6 percent since 1999. Aggravated assault reports increased 18.8 percent during the ten-year period. In 2004, aggravated assault accounted for 83.6 percent of all violent index crimes reported. Based upon ten-year historical trends, forecasts through 2015 do not predict a significant change in the number of violent index crime reports.

In 2004, Mohave County recorded the 3rd highest rate of property index crimes reported among Arizona's 15 counties. The county reported 51.8 property index crimes per 1,000 total population, compared to the statewide rate of 52.8 reports per capita. The county had 3.4 violent index crimes reported per 1,000 total population in 2004, ranking 11th statewide, while the statewide reporting rate for violent index crime reports was 5.0 reports per capita.

All four primary law enforcement agencies in Mohave County experienced the same trend regarding index crimes reported during the ten-year period, 1995-2004. Index crimes reported decreased between 1995 and 1999, but significantly increased between 1999 and 2004. Since 1999, index crime reports increased 34.5 percent in Kingman, 60.3 percent in Bullhead City, 65.9 percent in Lake Havasu City, and 98.3 percent with the Mohave County Sheriff's Office. In 2004 the rate of index crime reports per 1,000 total population was 73.1 in Bullhead City, 79.4 in Kingman, 38.3 in Lake Havasu City, 53.0 with the Mohave County Sheriff's Office, and 55.2 countywide.

Index Crime Arrests and Total Arrests. Index crime arrests decreased 6.1 percent in Mohave County between 1995 and 2004, from 2,413 arrests in 1995 to 2,267 arrests in 2004. However, index crime arrests have increased 24.8 percent since 1999, while total population increased 19.7 percent during the same period. In 2004, the most common type of index crime arrests included larceny/theft (1,310), aggravated assault (423), and burglary (287). Motor vehicle theft arrests showed the largest percentage increase during the past ten years, increasing over 200 percent, from 59 arrests to 182 arrests. Based upon ten-year historical trends, forecasts through 2015 do not predict a significant change in the number of index crime arrests.

Total arrests increased 30.9 percent in Mohave County between 1995 and 2004, growing from 11,687 arrests in 1995 to 15,303 arrests in 2004 (adult arrests increased 40.4 percent during the period while juvenile arrests increased only 0.4 percent). Since 1999, the increase in total arrests has been even greater, increasing by 45.7 percent. The most common type of arrests during 2004 included drug offenses (1,289), liquor law violations (1,177), simple assault (1,132), disorderly conduct (1,131), DUI (828), domestic violence (772), and vandalism (554). Drug possession arrests (168.6 percent) and domestic violence arrests (65.3 percent) showed the largest percentage increases during the ten-year period. Based upon ten-year historical trends, forecasts through 2015 predict a 28.8 percent increase in the county regarding the number of total adult arrests.

The county's total arrest rate in 2004 was 85.0 arrests per 1,000 total population, and ranked as the 2nd highest arrest rate among the state's 15 counties. The statewide arrest rate was 55.7 arrests per capita. The county also reported the 2nd highest arrest rate for index crime arrests in 2004 (12.6 compared to the statewide rate of 9.0 per capita).

While the number of juveniles arrested remained the same between 1995 (2,757) and 2004 (2,768), juveniles represented 23.6 percent of total arrests in 1995 and 18.1 percent of total arrests in 2004. During the ten-year period, 1995-2004, juvenile arrests increased only 0.4 percent; total arrests increased 26.5 percent for ages 18-20, 59.7 percent for ages 21-24, 25.3 percent for ages 25-44, and 116.9 percent for ages 45 and above. In 2004, the arrest rate for juveniles in Mohave County (6.7 arrests per 1,000 juvenile population) ranked as the highest in the state. The statewide juvenile arrest rate was 1.5 arrests per capita. The county's arrest rate for ages 18-24 (25.2) ranked as the 2nd highest in the state, compared to a statewide rate of 8.7 arrests per capita.

Jail Facility Bookings. The number of persons booked at Mohave County jail facilities (i.e. main jail and jail annex) increased from 6,012 in 1995 to 8,293 in 2004, a 37.9 percent increase over the ten-year period. In addition, during 2004, there were 389 cite and releases reported in the county. Between 1995 and 2004, pre-sentenced inmates increased 49.5 percent, from 4,172 inmates in 1995 to 6,236 inmates in 2004. Sentenced inmates increased 69.4 percent during the same period, from 1,129 inmates in 1995 to 1,912 inmates in 2004. Based upon ten-year historical trends, forecasts through 2015 predict a 43.2 percent increase in the county regarding the number of bookings at the adult jail facilities.

Misdemeanor inmates increased 54.4 percent during the ten-year period, 1995-2004, from 3,280 inmates to 5,063 inmates. The average daily population of misdemeanor inmates in 2005 was 103. Misdemeanor ADP is projected to be 175 by 2015. The total number of misdemeanor inmates is forecast to increase 57.3 percent by 2015, based upon ten-year historical trends.

Felony inmates increased 24.0 percent during the ten-year period, 1995-2004, from 2,562 inmates in 1995 to 3,177 inmates in 2004. The average daily population of felony inmates in 2005 was 351. Felony ADP is projected to be 438 by 2015. The total number of felony inmates is forecast to increase 24.7 percent by 2015, based upon ten-year historical trends.

In 2004 the following ten offenses accounted for 75.8 percent of all bookings. By 2015, these ten offenses are projected to account for 81.6 percent of all bookings.

	<u>2004</u>	<u>2015</u>
Failure to Appear	929	1,479
DUI (Alcohol or Drugs)	871	1,182
Drugs (Possession or Sale)	847	1,045
Interfere with Judicial Proceedings	754	1,576

Simple Assault	750	1,177
Theft	553	825
Disorderly Conduct	528	752
Probation/Parole Violation	473	564
Assault	295	407
Vandalism	289	681

Other common offense types projected for 2015 include failure to pay fine (303), threatening (283), trespassing (280), traffic offenses (258), motor vehicle theft (256), and warrant arrests (238).

Criminal Court Caseload Trends

Data regarding criminal caseloads were collected from Mohave County's Superior Court, Justice of the Peace Courts, and Municipal Courts. Criminal court caseload data were collected for DUI's, misdemeanors, and felonies. During the ten-year period, 1995-2004, total original filings increased from 17,728 in 1995 to 23,461 in 2004, a 32.3 percent increase. Based upon ten-year historical trends, forecasts through 2015 predict a 31.7 percent increase in the county regarding criminal court caseload trends.

DUI Caseloads. The DUI caseload in Mohave County has increased from 1,950 filings in 1995 to 2,231 filings in 2004, a 14.4 percent increase over the ten-year period. By comparison, the total population in Mohave County increased 38.2 percent, 1995-2004. Based upon ten-year historical trends, forecasts through 2015 predict a 26.8 percent increase in the county regarding the DUI caseload.

Misdemeanor Caseload. The county's total misdemeanor caseload (including original filings and Failures to Appear) increased from 14,239 original filings in 1995 to 19,740 filings in 2004, an increase of 38.6 percent during the ten-year period. In 2004, Mohave County reported the 4th highest number of misdemeanors filed statewide, based upon court filings per 1,000 population. The county's filing rate was 109.7 misdemeanors filed per 1,000 population, while the statewide rate was 61.0 filings per capita. Based upon ten-year historical trends, forecasts through 2015 predict a 35.6 percent increase in the county regarding the misdemeanor caseload.

In 2004, Kingman Justice of the Peace Court reported the largest number of misdemeanor filings among the county's Justice of the Peace Courts. Kingman Justice of the Peace Court reported 3,854 misdemeanor filings in 2004, an 89.9 percent increase over the number reported in 1995. Bullhead City Justice of the Peace Court reported 1,598 misdemeanor filings in 2004, a 0.7 percent decrease over the number reported in 1995. Lake Havasu City Justice of the Peace Court reported 1,356 misdemeanor filings in 2004, an 8.8 percent increase over the number filed in 1995.

Lake Havasu City Municipal Court reported the largest number of misdemeanor filings among the county's Municipal Courts in 2004. Lake Havasu City Municipal Court reported 3,330 misdemeanor filings in 2004, a 62.8 percent increase over the number reported in 1995. Bullhead City Municipal Court reported 2,779 misdemeanor filings in 2004, a 19.0 percent increase over the number reported in 1995. Kingman Municipal Court reported 1,764 misdemeanor filings in 2004, a 12.1 percent increase over the number reported in 1995.

Combining limited jurisdiction courts into one geographic area, Kingman reported the largest number of misdemeanor filings in the county (5,618) during 2004, a rate of 232.4 filings per 1,000 population. Bullhead City reported 4,377 misdemeanor filings, a rate of 116.5 filings per capita. Lake Havasu City reported 4,686 misdemeanor filings, a rate of 88.1 filings per capita. Among the three jurisdictions, Kingman also reported the highest rates for misdemeanor FTA's, felony warrants, and misdemeanor warrants. Bullhead City ranked second regarding these three categories.

Felony Caseload. Felony filings decreased 3.2 percent between 1995 and 2004, declining from 1,539 filings in 1995 to 1,490 filings in 2004. In 2004, the county reported 8.3 felony court filings per 1,000 total population, which ranked 10th highest out of the state's 15 counties. The statewide felony filing rate was 9.5 filings per capita. Based upon ten-year historical trends, forecasts through 2015 predict a 12.6 percent decrease in the county regarding the felony caseload.

Felony original filings reported are for felony cases filed in Superior Court. Justice of the Peace Courts also conduct felony preliminary hearings to determine whether there is sufficient cause to bind over the accused for trial in Superior Court. While these data are not reported in the total felony filed caseload, there were 2,646 felony preliminary hearings in 1995 and 3,000 reported in 2004, a 13.4 percent increase.

Probation Caseload. The probation caseload for felony cases filed in Superior Court increased from 782 total probationers added to the adult probation caseload in 1995 to 1,176 probationers added in 2004, a 50.4 percent increase during the ten-year period. The number of probationers who were sentenced to the county jailed remained stable during the ten-year period, increasing 5.0 percent during the period from 582 probationers in 1995 to 611 probationers in 2004.

Mohave County reported 555 persons arrested for probation violations in 1995 and 898 in 2004, a 61.8 percent increase over the ten-year period. Felony probation violations increased from 468 in 1995 to 625 in 2004, a 33.5 percent increase. Misdemeanor probation violations increased by a multiple of five during the period, increasing from 43 in 1995 to 273 in 2004.

Juvenile Court Caseload. Juvenile caseload trends showed moderate growth during the ten-year period, 1995-2004. Juvenile referrals increased 11.8 percent to 3,315 referrals in

2004, juvenile petitions increased 12.2 percent to 837 filings in 2004, and admissions to juvenile detention increased 8.6 percent to 523 admissions in 2004. While the number of admissions to juvenile detention increased only 8.6 percent during the ten-year period, the number of detention days served increased 87.9 percent, increasing from 5,412 total days in 1995 to 10,171 days in 2004. During 2004, offense types for juvenile referrals included the following: disturbing the peace (982), status offenses (568), misdemeanor theft (422), property felony (345), drugs (308), misdemeanor assault (273), obstruction (224), violent felony (130), and citations (63).

Failures to Appear and Warrants. Across Mohave County, misdemeanor failures to appear (FTA's) increased from 1,998 in 1995 to 3,086 in 2004, a 54.5 percent increase during the ten-year period. Combining Municipal Courts and Justice of the Peace Courts geographically, Kingman reported the largest number of FTA's (1,379) in 2004. The reporting rate of FTA's was 57.0 per 1,000 population in Kingman, compared to 34.3 in Bullhead City (1,289 FTA's), and 7.9 in Lake Havasu City (418 FTA's).

During the ten-year period, 1995-2004, misdemeanor warrants increased 98.8 percent across the county, rising from 5,760 warrants in 1995 to 11,449 warrants in 2004. Felony warrants increased 96.0 percent during the same period, increasing from 871 warrants in 1995 to 1,707 warrants in 2004. Combining Municipal Courts and Justice of the Peace Courts geographically, Bullhead City reported 4,765 misdemeanor warrants during 2004, followed by Kingman with 4,437 and Lake Havasu City with 2,167. Bullhead City reported 878 felony warrants in 2004, followed by Kingman with 602 and Lake Havasu City with 220. Based upon population, however, Kingman reported the highest per capita rates for both misdemeanor warrants and felony warrants.

Ten-Year Jail Population Trends

This section reviews trends regarding characteristics of the Mohave County jail facility inmate population, 1995-2004, as well as capacity and performance measures of the population during the same ten-year period.

Jail Population Characteristics

Characteristics regarding trends in the jail population include the number of bookings, inmate gender, inmate race/ethnicity, inmate age, and inmate arresting agency.

Number of Bookings. The number of persons booked at Mohave County jail facilities has increased from 6,012 in 1995 to 8,293 in 2004, a 37.9 percent increase over the ten-year period. Monthly bookings were also collected for the ten-year period, showing a low of 450 bookings in December 1995, and a high of 807 bookings in May 2003. The average number of bookings per month as increased from 570 bookings in 1995 to 700 bookings in 2004, a 22.8 percent increase over the ten-year period. There were also 389 cite and releases reported in the county during 2004.

Inmate Gender. Female inmates booked represented 17.6 percent of total bookings in 1995 and 22.0 percent of total bookings in 2004. The number of female inmates booked increased from 1,058 in 1995 to 1,823 in 2004, a 72.3 percent increase. The average daily population of female inmates increased from 41 in 1995 to 80 in 2004, a 95.1 percent increase. By comparison, male inmates booked increased from 4,947 in 1995 to 6,470 in 2004, a 30.8 percent increase. The average daily population of male inmates increased from 276 in 1995 to 390 in 2004, a 41.3 percent increase.

Inmate Race/Ethnicity. In 2004, Asian and Pacific Islanders represented 0.4 percent of all persons booked into the jail facility, 2.4 percent of inmates were Black, 2.5 percent were Indian or Alaskan Native, 11.9 percent were White Hispanic, and 82.6 percent were White Non-Hispanic. During the ten-year period, 1995-2004, the Asian or Pacific Islander inmate population increased 138.5 percent, Blacks increased 127.9 percent, Indian or Alaskan Natives increased 67.5 percent, White Hispanics increased 108 percent, and White Non-Hispanics increased 29.8 percent.

Inmate Age. In 2004, only 0.1 percent of inmates were age 17 or less, 10.2 percent were ages 18-20, 31.1 percent were ages 21-30, 28.4 percent were ages 31-40, 22.1 percent were ages 41-50, 6.1 percent were ages 51-60, and 2.0 percent were ages 61 or more. The age 17 or less age group was the only age group to decrease in size over the ten-year period, 1995-2004, decreasing 59.3 percent. Conversely, the inmate population age 41-50 showed the largest increase during the period, growing from 880 inmates in 1995 to 1,829 inmates in 2004, a 107.8 percent increase.

Misdemeanor Caseloads. The inmate population at the county's jail facilities has seen a significant increase in the number of misdemeanor bookings. Between 1995 and 2004, misdemeanor bookings increased 55.0 percent from 3,280 bookings to 5,063 bookings. By 2015, misdemeanor bookings are projected to increase 57.3 percent to a total of 7,964. By comparison, felony inmates increased 24.0 percent between 1995 and 2004, from 2,562 to 3,177 inmates. Felony inmates are projected to increase 24.7 percent by 2015 to a total of 3,963 inmates.

Inmate Arresting Agency. The number of inmates arrested by the Lake Havasu Police Department increased 310 percent during the ten-year period, 1995-2004. This was the largest increase reported among the county's law enforcement agencies. The number of inmates by arresting agency during 2004, as well as the percentage change 1995-2004, include the following:

	<u>2004 Inmates</u>	<u>Percent Change 1995-2004</u>
Bullhead City Police Department	1,387	27.6%
Court Commits	1,435	40.5%
Department of Public Safety	466	-19.8%

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Kingman Police Department	1,095	51.5%
Lake Havasu Police Department	1,533	309.9%
MAGNET/GITEM	55	266.7%
Mohave County Sheriff's Office	1,887	-2.7%
Probation	177	--
Other Agencies	216	30.9%

Among the four primary law enforcement agencies in the county, the Kingman Police Department reported the highest number of inmate arrests during 2004, 45.3 bookings per 1,000 total population. Per capita arrest/booking rates included 36.9 by the Bullhead City Police Department, 31.0 by the Mohave County Sheriff's Office, and 28.8 by the Lake Havasu Police Department.

Jail Population Measures

This section reviews various capacity and performance measures regarding the jail population, including average daily population, peak population levels, average length of stay, and custody classifications of inmates held.

Average Daily Population. According to the Spillman data reporting system, the average daily population (ADP) at the main jail and jail annex has increased from 317 inmates in 1995 to 469 inmates in 2004, a 47.9 percent increase. An analysis of monthly ADP reports during the ten-year period indicates that the inmate population has ranged from a low of 268 inmates in May 1995 to a high of 496 inmates in February 2004. However, the reader should be cautioned in interpreting these research results. The jail facilities in Mohave County have been operating above capacity levels for some period of time. Therefore, jail population levels likely have not increased over time in the county to the degree desired by criminal justice system due to the fact that there was limited space available at the jail facility. Some citizens arrested may not have been booked into the county jail because of the lack of available space.

The maximum temporary operating capacity of the main jail facility is 289 inmates, though the total maximum capacity is only 240 actual beds. The design capacity for the jail annex is 112 inmates, including 50 sentenced inmates and 62 pre-sentenced inmates. Therefore, with a total temporary operating capacity of 401 inmates, the county's jail inmate population was on average 117 percent of capacity in 2004, including a high of 124 percent of capacity in February 2004. If the actual operation capacity is used (353 inmates), the county's jail inmate population was on average 133 percent of capacity during 2004, including a high of 141 percent of capacity. In addition, the county has substation holding facilities in District II (Mohave Valley) and District III (Lake Havasu City). During 2005, ADP at the District II facility was 17 inmates and ADP at the District III facility was 13 inmates.

Numerically, ADP has increased similarly for both felony and misdemeanor inmates, while percentage increases in ADP for pre-sentenced inmates and sentenced inmates also has been similar. ADP for felony inmates has grown from 285 inmates in 1995 to 356 inmates in 2004, an increase of 71 inmates and a 24.9 percent increase over the ten-year period. ADP for misdemeanor inmates has increased from 30 inmates in 1995 to 97 inmates in 2004, an increase of 67 inmates and an increase of 223 percent. ADP for pre-sentenced inmates has grown from 223 inmates in 1995 to 374 inmates in 2004, a 67.7 percent increase. ADP for sentenced inmates has increased from 54 inmates in 1995 to 90 inmates in 2004, an increase of 66.7 percent.

Peak Population Levels. The peaking rate is determined by dividing the high month of ADP by the monthly average ADP. For example, in 1995, monthly average ADP at the main jail and jail annex was reported as 301 inmates, with a high month of 327 inmates. Therefore, the peaking rate was 8.6 percent during 1995. The monthly average ADP in 2004 was 463 inmates, with a high of 496 inmates, making for a peaking rate of 7.1 percent during 2004. During the ten-year period, 1995-2004, the average monthly ADP has increased 5.1 percent annually and actual ADP has increased by 15.3 inmates annually.

Peaking rates were also determined for the number of monthly bookings, 1995-2004. In 1995, the average number of monthly bookings was 570, with a high month of 688, creating a peaking rate of 20.7 percent. In 2004, the average number of monthly bookings was 700, with a high month of 778, making a peaking rate of 11.2 percent. During the ten-year period, 1995-2004, the average number of monthly bookings increased 4.2 percent annually and the actual number of bookings has increased by 286 bookings annually.

Again, a word of caution should be highlighted when reviewing findings regarding peak population levels. The county's jail facilities have been operating over capacity for a long period of time. Many citizens who are arrested in the county do not serve jail time due to the lack of available space. Therefore, the peaking rates reported here are skewed much lower than they would be if additional space were available.

Average Length of Stay. According to the Spillman data reporting system, the average length of stay for inmates in Mohave County has ranged from 19.2 days in 1995 to 20.7 days in 2004. The average length of stay regarding key jail population demographics has varied as follows over the ten-year reporting period.

	<u>1995</u>	<u>2004</u>
Pre-Sentenced Inmates	19.5	22.0
Sentenced Inmates	17.5	17.2
Court Commits	13.5	15.2
Female Inmates	14.1	16.0
Male Inmates	20.4	22.0
Felony Inmates	40.6	40.9
Misdemeanor Inmates	3.3	7.0

Again, as reported above regarding average daily population and peak population levels, a word of caution should be highlighted when reviewing findings regarding average length of stay. The county's jail facilities have been operating over capacity for a long period of time. Many individuals who are arrested and booked into the county jail may serve a shorter jail time due to the lack of available space. Therefore, the average lengths of stay reported here, especially for 2004, might be much lower because limited space was available at the county's jail facilities.

Classification of Inmates. There are two primary classification categories regarding the Mohave County jail population, whether inmates are classified pre-sentenced or sentenced and whether inmates have committed misdemeanors or felonies. Between 1995 and 2004, pre-sentenced inmates increased 49.5 percent, from 4,172 inmates in 1995 to 6,236 inmates in 2004. Sentenced inmates increased 69.4 percent during the same period, from 1,129 inmates in 1995 to 1,912 inmates in 2004. ADP for pre-sentenced inmates has grown from 223 inmates in 1995 to 374 inmates in 2004, a 67.7 percent increase. ADP for sentenced inmates has increased from 54 inmates in 1995 to 90 inmates in 2004, an increase of 66.7 percent.

A review of offense types leads to a discussion of potential custody classification levels. For example, misdemeanor inmates increased 54.4 percent during the ten-year period, 1995-2004, from 3,280 inmates to 5,063 inmates. The average daily population of misdemeanor inmates increased from 30 inmates to 97 inmates during the same period. Felony inmates increased 24.0 percent during the ten-year period, 1995-2004, from 2,562 inmates in 1995 to 3,177 inmates in 2004. The average daily population of felony inmates increased from 285 inmates to 356 inmates during the period.

The custody classification level of inmates impacts different facility construction methods, inmates per unit, varying staff supervision levels, and a range of programming alternatives. For example, the following offense types may be conducive to a lower security classification level and may be candidates for pre-trial diversion or alternative programs:

<u>Type of Offense</u>	<u>Inmate Offenses, 2004</u>
Disorderly Conduct	528
Failure to Appear	929
Failure to Pay Fine	136
Interfering with Judicial Proceedings	754
Probation/Parole Violation	473
Resisting Arrest/Obstructing Justice	116
Simple Assault	750
Threatening	151
Traffic Offense	183

Trespassing	169
Warrant Arrest	103

These 11 offense categories comprised 51.8 percent of the total number of bookings into the Mohave County jail during 2004 and represented 42.3 percent of total ADP for the year. The 11 offense categories have increased from 2,490 inmates in 1995 to 4,292 inmates in 2004, an increase of 72.4 percent.

III. PROJECTED JAIL CAPACITY REQUIREMENTS

This chapter presents jail capacity requirements for a potential new jail facility in Mohave County. The jail population forecast compares demographic and criminal justice population trends with jail population trends, reviews general population forecasts for the county, explains the use of scenarios, and provides an actual forecast of future jail capacity needs. Subsequently, the use of demographics to determine future jail capacity requirements are discussed and planning considerations are highlighted regarding future jail capacity requirements in Mohave County.

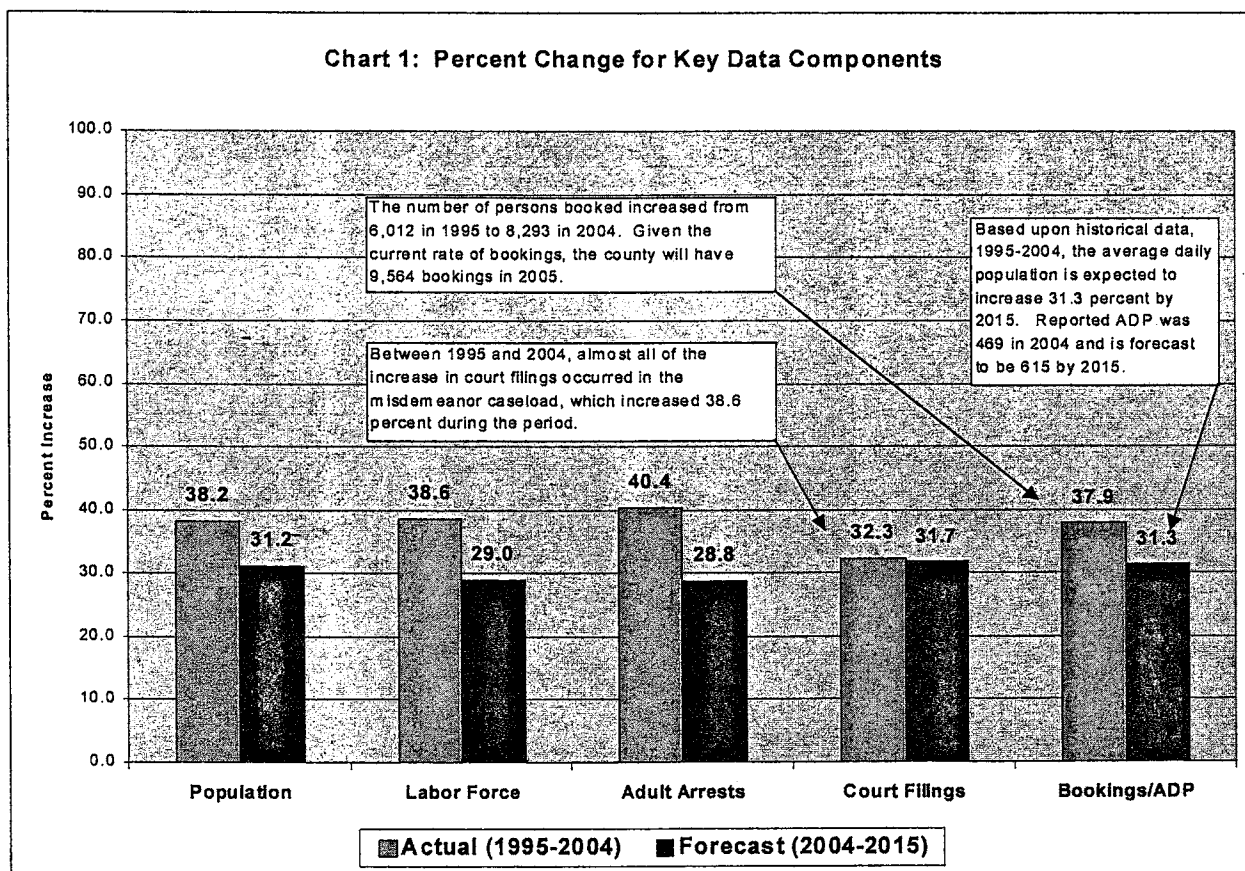
A. Jail Population Forecasts

Forecasting the future jail population in Mohave County should consider factors in the county that may influence historical and future inmate populations. On one hand, the current jail facilities in the county have been operating over capacity for a long period of time and forecasting future populations based upon historical data is inhibited by the fact that populations may have been diminished due to the lack of available jail space. On the other hand, a large portion of the Mohave County jail population would benefit from alternative programs and sanctions, which would significantly reduce the county's jail population. Since it is difficult to forecast the potential impact of capacity "caps" or alternative programs, the most objective and reliable approach to forecasting future jail populations in Mohave County is to link jail population trends with overall demographic and criminal justice trends in the county.

Comparison of Demographic and Jail Population Trends. Demographic and criminal justice trends act as a rudder in forecasting capacity requirements for the future jail population. Since jail population trends should closely follow demographic population trends in the county, forecasts regarding Mohave County's general population are the primary basis upon which to forecast future jail populations. Trends in the labor force also provide a secondary snapshot of demographic trends in the county and provide further confidence in population trends and projections. However, criminal justice trends may differ from trends seen in the general population. Therefore, trends with regards to criminal arrests and criminal court caseloads should also be incorporated when forecasting future jail populations.

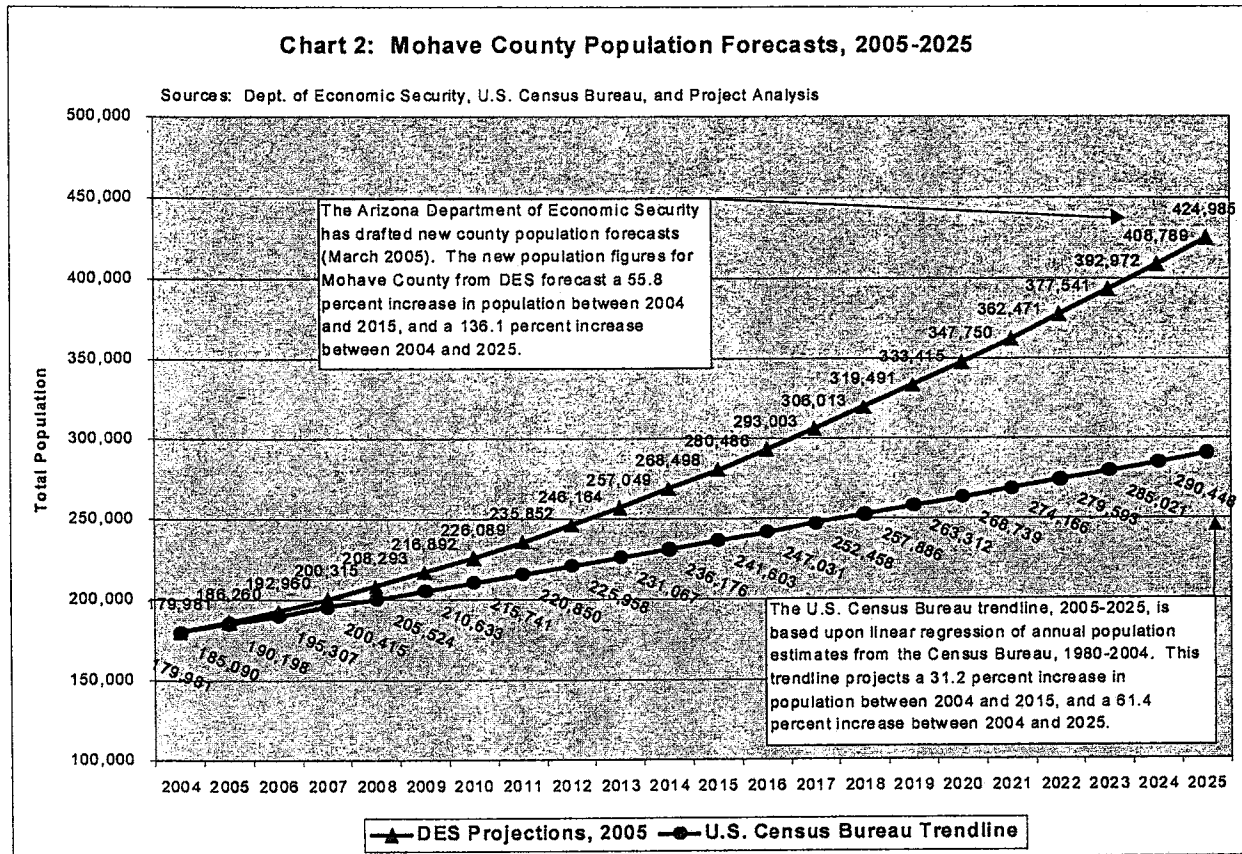
In Mohave County, historical trends and projected forecasts for the general population, labor force, adult arrests, criminal court caseloads, and the jail population are very consistent (*see* Chart 1). With regard to historical trends, 1995-2004, the county's total population increased 38.2 percent, the labor force increased 38.6 percent, adult arrests increased 40.4 percent, criminal court filings increased 32.2 percent, and jail bookings increased 37.9 percent. Projections through 2015 also show a similar pattern. The general population trendline projects a 31.2 percent increase, compared to a 29.0 percent increase in the labor force, a 28.8 percent increase in adult arrests, a 31.7 percent increase in the criminal court caseload, and a 31.3 percent increase in the jail's average daily population.

Chart 1: Percent Change for Key Data Components



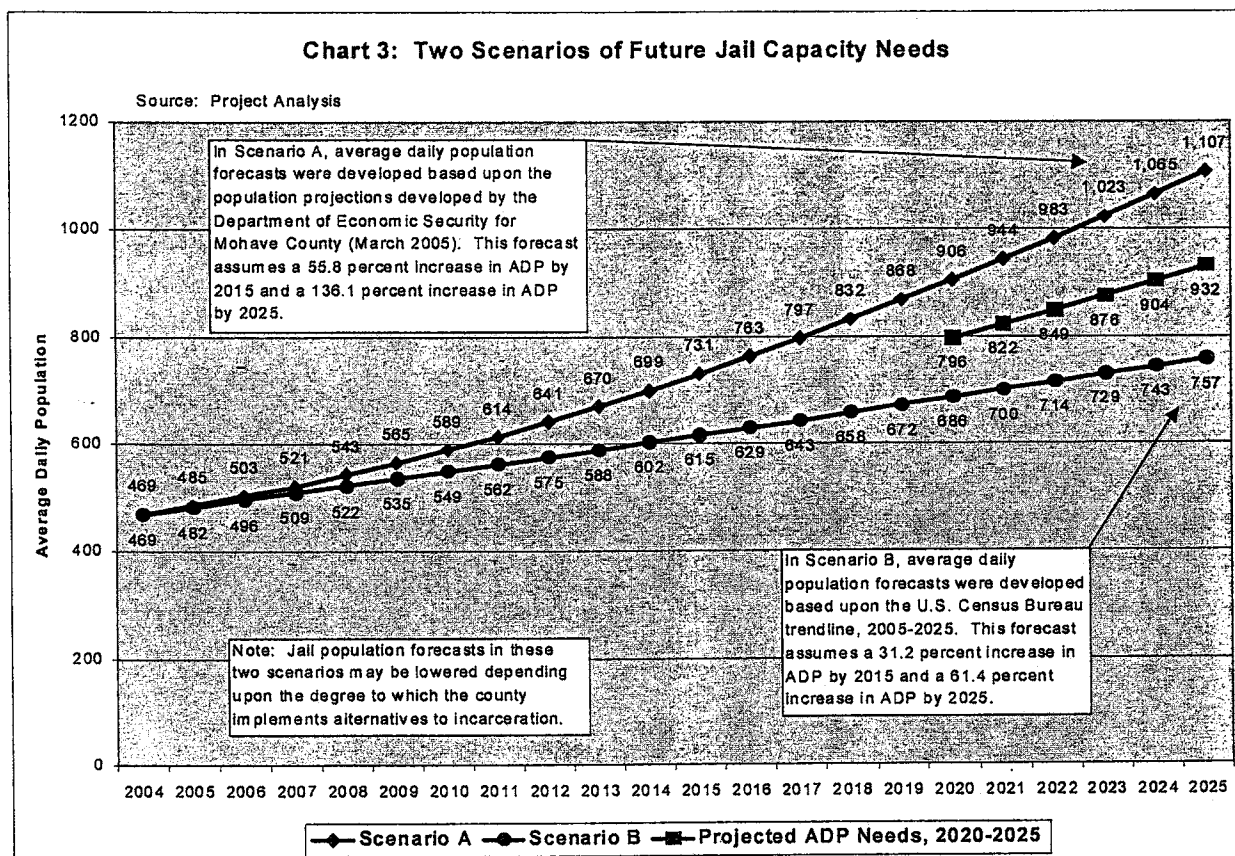
General Population Forecasts. Based upon this analysis, trends in the county's total population should provide a reliable and valid measure of the county's future jail population needs (*see* Chart 2). As reported earlier in this report, recent forecasts from the Arizona Department of Economic Security indicate a projected increase in county's total population from 179,981 in 2004 to 424,985 in 2025. DES forecasts a 55.8 percent increase in total population between 2004 and 2015, and a 136.1 percent increase between 2004 and 2025.

By comparison, annual historical data from the U.S. Census Bureau, 1980-2004, were used to project a population trendline through 2025. Based upon linear regression of historical data from the Census Bureau, a population of 290,448 is projected for Mohave County in 2025. This trendline projects a 31.2 percent increase in total population between 2004 and 2015, and a 61.4 percent increase in population between 2004 and 2025.



Use of Scenarios. These two forecasts provide a range of scenarios regarding the future jail population in Mohave County. The value of alternative long-term scenarios is that planners can identify a range of potential future needs and, subsequently, develop options and strategies to address those needs. On one hand, planners can focus on developing the most relevant options and strategies based upon which future scenario seems most likely to occur. On the other hand, once the master plan is developed, planners can still move to other options as conditions change and one of the other scenarios becomes more evident. A range of scenarios gives planners flexibility in long-range planning and allows them to prepare for multiple possibilities.

Jail Population Forecast. The RNL Design project team conducted an analysis of jail population trends and general population trends to develop forecasts for the future jail population (see Chart 3). In the first scenario, average daily jail population forecasts were developed based upon the population projections developed by DES, predicting a 55.8 percent increase in populations by 2015 and a 136.1 percent increase by 2025. In the second scenario, average daily population forecasts were developed based upon the historical trendline in total population, 1980-2004, as reported by the U.S. Census Bureau, showing a 31.2 percent increase in populations by 2015 and a 61.4 percent increase by 2025.



Using the DES population forecast, the average daily jail population is projected to increase from a reported 469 in 2004 to a forecast of 1,107 beds in 2025. By comparison, using the U.S. Census Bureau's historical trendline, reported ADP in 2004 (469) is projected to increase to 757 beds by 2025. The mid-point between these two scenarios is 932 beds.

Since forecasts through 2025 may be less reliable than forecasts for more recent periods, the forecast through 2020 may be more appropriate for planning purposes. In this case, the DES population projections suggest a need for 906 beds for the jail population by 2020, and the Census Bureau trendline suggests a need for 686 beds by 2020. If an average is tabulated, then the jail population forecast for Mohave County is 796 beds. **Therefore, for planning purposes, if a new jail facility is constructed in the county, a facility between 796 beds and 932 beds with the potential for expansion is the most optimal scenario.**

B. Using Demographics to Determine Future Jail Facility Capacity

Demographic trends provide a reliable baseline for determining future jail population needs and forecasting the demand for support services in the county's criminal justice system. It should be noted, however, that many factors determine the current and future jail population. For example, the capacity of the jail facility plays an important role in jail populations. If space is not available, then jail populations are restricted. If unlimited space is available, then jail populations are unrestricted and likely to expand. The level of use of alternative programs and intermediate sanctions in the county also impacts the jail population-determining whether a large segment of the arrest population goes to jail or whether alternative programs will serve a significant level of these populations. Collaboration, coordination, an agreed upon vision for dealing with the potential jail population by key stakeholders in the county's criminal justice system (i.e. board of supervisors, law enforcement, prosecutors, and courts), as well as community values regarding incarceration versus alternative programs play a key role in determining jail populations.

The jail population forecasts presented in this chapter used demographic trends to determine that a jail population of between 796 and 932 beds (an average of 864 beds) was optimal in planning for a new jail facility in Mohave County. In some counties in this country, capacity considerations (including construction and operation costs), the use of alternative programs and sanctions, and community values would dictate a jail capacity lower than 864 beds would be needed for a county the size of Mohave County. In other counties in this country, these same factors would indicate that a jail capacity higher than 864 beds would be needed in a county the size of Mohave County. Again, demographic trends provide a clear baseline upon which future jail population capacity needs may be forecast in an objective and reliable manner without being skewed by local preference and practices.

A Demographic Model for Forecasting Future Jail Capacity Needs. The simplest formula and clear relational correlation for forecasting future jail capacity needs is to incorporate total county population trends into the jail population forecasting process. Experience shows that this is especially true in Mohave County. As previously reported, trends regarding population, labor force, adult arrests, criminal court filings, and jail bookings have been extremely comparable for the ten-year period, 1995-2004.

The county's booming economy could be viewed as a barometer of future general population and jail population trends. New construction in the county was up 298 percent during the recent ten-year reporting period, 1995-2004, the assessed value of property was up 68 percent and the assessed value of improved properties increased 85 percent. With construction of the new bridge at Hoover Dam extending Interstate 515 into the county and the likelihood of a second bridge spanning the Colorado River at Laughlin and Bullhead City, the argument could be made that the county's booming economy will have an even greater impact on general populations and jail populations in the future.

Past history in Mohave County, however, suggests that economic trends are not necessarily a predictor of general population or jail population trends. For example, the economic trends experienced in the county, 1995-2004, far exceeded trends found with regard to the general population, criminal justice caseloads, and the jail population. The January 2006 issue of the *Mohave County Economic Development Journal* noted that construction in the county had actually been slowed due to the lack of labor force at all trade levels (e.g., shortages of plumbers, electricians, air conditioning experts, finish carpenters, etc.). Therefore, with regard to economic indicators, trends regarding the county's total labor force provide the most reliable basis upon which to forecast future populations. In short, trends in the county's total population, supported by trends in the labor force and adjusted by trends in adult arrests and the criminal justice court caseload provide an objective, clear, and reliable baseline for projecting bed-space requirements of Mohave County's future adult jail population.

C. Future Planning Considerations

In concluding the analysis of future jail capacity requirements in Mohave County, three primary areas of concern are raised with regard to determining future jail capacity needs. First, the collection and analysis of data regarding the characteristics of the jail population should continue to be improved. Second, the current jail population is highly appropriate for alternative programs and intermediate sanctions that would be much more cost effective for the county than relying upon jail as the focal point of the county's criminal justice system. Third, future jail capacity requirements are highly dependent upon key stakeholders in the county's criminal justice system collaborating and agreeing upon common goals for managing the county's jail population and the multitude of offenders who come into the county's criminal justice system.

Jail Population Data. The Mohave County Sheriff's Office has made significant advances in improving its information collection and analysis of the jail population. After reviewing ten years of data, for the period 1995-2004, the RNL Design team recognizes a significant improvement in the completeness and reliability of the data being collected regarding the inmate population. Nevertheless, some deficiencies in the data reporting system were noted during this study's analysis that can be improved and would benefit the monitoring of the inmate population and future jail planning.

There are inconsistencies in the total number of persons booked, average daily population reports, and average length of stay reports. For example, according to the Spillman reports, in 2004, there were 8,293 bookings, an average daily population of 469 inmates, and an average length of stay of 16.5 days. However, with an average daily population of 469 inmates ($469 \times 366 \text{ days} = 171,654 \text{ total days}$) and 8,293 bookings, then an average length of stay should be reported as 20.7 days. In addition, the project team requested that the number of days served by type of offense be reported for 2004. These data are especially meaningful for determining future security classification level needs. While

staff were able to eventually produce these data for 2004, the process was burdensome and time consuming. Periodic summary reports of this nature would be beneficial to jail administrators in managing the jail population, especially if a new jail is constructed with multiple security classification levels. Therefore, continued improvement in the collection and analysis of information regarding trends in the jail population is encouraged.

Alternative Programs. This report has documented that a range of criminal justice system changes may be implemented in the county to reduce jail overcrowding, particularly pre-trial diversion and alternative programs. This is especially true because the county's jail population has a large and increasing population of misdemeanor offenders and a significant population of offenders who have committed court violations (e.g., probation violation, failure to appear, and interfering with judicial proceedings). Appropriate alternatives include pre-trial diversion, enhancing probation supervision, implementing a Drug Court and/or DUI Court, as well as expanding the range of detention alternatives that includes the use of electronic monitoring, evening and day reporting centers, intensive supervision, and substance abuse assessment and treatment. Across the country, these options have been shown to be effective in addressing the needs of adult offenders, in terms of recidivism rates, and can be implemented and operated at a much lower cost to local taxpayers than incarceration alone.

Need for Collaboration and Common Goals. An analysis of demographic, criminal justice, and jail population trends concludes that Mohave County should construct a new jail facility of between 796 and 932 beds. Implementing a cost effective criminal justice system in Mohave County includes utilizing a range of alternative programs and intermediate sanctions for adult offenders. However, such a criminal justice system requires collaboration and agreement from the key stakeholders in the criminal justice system (e.g., board of supervisors, county manager, county finance officer, law enforcement, prosecutors, and courts, etc.) regarding the goals of the criminal justice system. These officials make decisions that impact jail population levels and the degree to which alternative programs and intermediate sanctions will be implemented and utilized in the county. Demographics aside, these primary decision makers play an important role in determining whether Mohave County's jail population remains below projected capacity requirements or exceeds projected capacity requirements.

A partnership is needed in Mohave County among the key stakeholders in the county's criminal justice system. Without coordination and agreed upon goals among key stakeholders, the 848-bed facility proposed in this report may be full or over capacity within a few years of construction. Mohave County needs both a new jail facility and a system of alternative programs and intermediate sanctions. Collaboration and cooperation from key criminal justice system stakeholders is required to achieve agreed upon goals that implement the most cost effective criminal justice system for the taxpayers of Mohave County. This type of partnership should be institutionalized in the county through the implementation of a criminal justice coordinating council that includes key criminal justice stakeholders and meets on a periodic basis.

IV. OPERATIONAL ASSESSMENT

In this Section, an assessment of current jail operations will be presented. This includes a review of the current mission statement and compliance with stated objectives; a review of population characteristics; a review of standards compliance; a review of staffing; and a comparison of detention characteristics with other jurisdictions in Arizona. Recommendations for operational and system improvements are also presented at the conclusion of this Section.

Mission Statement

Figure 4-1 shows the current mission statement for the detention facility.

Figure 4-1
Mohave County Sheriff's Office Mission Statement

The mission statement of the M.C.S.O. Detention Facility will be to safeguard the principles of the United States Constitution and protect the inherent right of an individual to presumptive innocence and strive to preserve human dignity by providing a secure and safe environment to all who are within the facility.

This will be accomplished by:

1. Timely and expedient processing of all persons entering or leaving confinement of this facility.
2. Thorough evaluation and classification of all individuals remanded to the custody of the jail.
3. Ongoing observation and management of detainee housing and activity areas.
4. Control of contraband through effective and continuous searches.
5. The ability of the staff to recognize and respond to individual needs.
6. Encouraging an interactive process between all facets of the facility.
7. Promoting effective communications between all levels of departmental staff.
8. Ensuring continued excellence in the Detention Facility by providing an environment conducive to personal satisfaction of professional development.
9. Enhancing the public's knowledge and perceptions of the Detention Facility in a positive manner.
10. Providing input in the planning for future needs of the Detention Facility.

Source: Mohave County Sheriff's Office, June 4, 2002.

Several of the objectives are difficult to accomplish due to overcrowding, facility design, and inadequate staffing. These include timely expediting, thorough evaluation and classification, ongoing observation of detainee housing, and ability of staff to recognize and respond to individual needs. Further explanation is provided below.

Operational Assessment

Mohave County operates two detention facilities, a main jail and a minimum-security/work release jail annex. The main jail has a rated capacity to house 240 inmates, and the annex has a rated capacity for 112 inmates. The main jail is severely overcrowded, with daily jail populations exceeding 370 inmates.

The indirect supervision design at the jail does not allow for adequate supervision and staff observation. Housing units are overcrowded, and service/program/recreation space is not adequate. Due to the configuration of the annex facility, females do not have access to work release housing.

A high percentage of the inmates have substance abuse and treatment needs. In addition, a high percentage of inmates require mental health services, as illustrated in Table 4-1. Special housing (reduced capacities) does not exist to handle "special populations", including mental health and other treatment needs, juvenile housing, and high security populations.

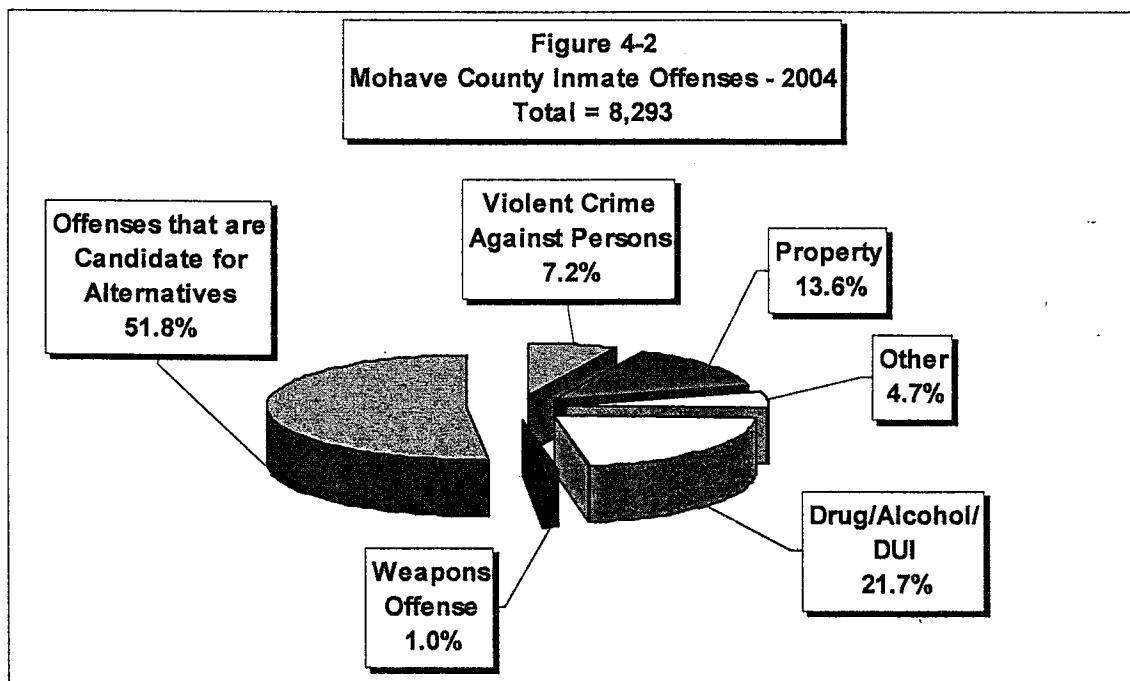
Table 4-1 Mental Health/Psychiatric Contact Summary (Average Contact per Month 1999-2005)	
	Average Contacts Per Month
Chronic Care Contacts	29
Psychiatric Contacts	96
Suicidal Observations	16
Mental Health Contacts	180
TOTAL CONTACTS	321
Note: These totals are considered to be extremely conservative as services provided to inmates by Prison health Services, Inc. have improved yearly in quality.	

Source: Prison Health Services, Inc.

Figure 4-2 presents an inmate offense profile. A high percentage (52%) of the inmate population may be candidates for pre-trial diversion or alternative programming. Offense categories that may be candidates for alternative forms of incarceration include:

Offenses that are candidates for alternatives:

	<u>Total</u>
1. Disorderly Conduct	528
2. Interfering with Judicial Proceeding	754
3. Warrant Arrest	103
4. Failure to Appear	929
5. Failure to Pay Fine	136
6. Resisting Arrest Obstructing Justice	116
7. Probation/Parole Violation	473
8. Simple Assault	750
9. Threatening	151
10. Traffic Offense	183
11. Trespassing	169
Total	4,292 (52%)



Source: Mohave County Sheriff's Department.

Due to lack of consistent pre-trial screening and alternative programming, the jail is overcrowded. Indirect supervision and severe jail overcrowding results in:

- Inability to implement classification and provide separation within the inmate population
- Increase in the number of reported incidents in the jail. Based on disciplinary statistics, the number of reported incidents in the jail grew from 1,147 in 2001, to 1,807 reported as of September 29, 2005, which is a 60% increase.
- Poor sight lines for observation of inmates.
- Access to programming and recreation are limited to non-existent due to physical plant, over crowding, and inadequate staffing levels.

The main jail and annex do not meet American Correctional Association (ACA) Standards for physical plant, handicap accessibility, space requirements, staffing, inmate sleeping areas, unit size, rated capacity, staff/inmate interaction, ability to separate inmates, or program and service area standards. Appendix A includes a listing of ACA Standards for Adult Local Detention Facilities.

Detention Utilization Comparative Analysis

Table 4-2 provides a comparison of Mohave County with other counties in Arizona. The incarceration rate in Mohave County is identical to the comparison group average of 2.6 persons incarcerated per 1,000 population. The admissions rate is slightly lower than the group average. The average length of stay in jail in Mohave County is roughly 10% higher than the group average. Average length of stay in the jail is impacting average daily population more than admissions.

Table 4-2 MOHAVE COUNTY COMPARISON RATE - 2004											
	County Population	Reported Crime	Crime Rate	Total Arrests	Arrest Rate	Avg. Daily Population	Incarceration Rate	Admissions	Admissions Rate	Avg. Length of Stay	Per Diem Cost
Mohave County	179,981	9,930	55.2	15,303	85.0	475	2.6	8395	46.6	21 Days	\$ 46
Cochise County	124,013	5,335	43.0	7,278	58.7	216	1.7	6626	53.4	12 Days	\$ 102
Cocconino County	122,754	6,521	53.1	14,112	115.0	369	3.0	8037	65.5	17 Days	\$ 98
Pinal County	214,359	11,460	53.5	13,744	64.1	609	2.8	9598	44.8	23 Days	
Yavapai County	190,628	7,009	36.8	11,932	62.6	486	2.5	10090	52.9	17.5 Days	\$ 60
Yuma County	176,083	6,473	36.8	9,344	53.1	591	3.4	9750	55.4	22 Days	\$56/\$70

Note: Rate is per 1,000 total County population.

Source: Chinn Planning Inc.

Staffing Assessment

Total jail staffing, including the main jail and annex, is presented in Table 4-3. Total staffing for both facilities combined is 110.5. This includes contract employees in medical and food service. The largest staffing component, detention officers, totals 68.5 authorized positions.

Table 4-3 Mohave County Jail and Jail Annex Current Staffing (Includes authorized but vacant positions)		
	Total Staff	Total Detention Officers
1. FTE at Jail and Jail Annex ¹	95.5	68.5
2. Contract Employee:		
> Food Service	5.0	-
> Medical	10.0	-
Total Jail and Jail Annex Staff	110.5	68.5
Note:		
(1) Paid by General and Inmate Welfare Fund.		

Source: Chinn Planning, Inc.

Staffing at both facilities is extremely limited on all three shifts. A total of three staff, which includes the Supervisor, Control Room Officer, and Detention Officer are responsible for supervising 112 inmates, on average, at the Jail Annex on the first shift. Table 4-4 presents the staffing, by shift, at the main jail. A total of seven staff is assigned to manage, on average, 375 inmates on the first shift at the jail.

Table 4-4 Mohave County Detention Officer Staffing Analysis by Shift			
	1st	2nd	3rd
Jail Annex (ADP is 112)			
1. Supervisor	1	-	-
2. Detention Officers	1	1	1
3. Control Room	1	1	1
Total	3	2	2
Main Jail (ADP is 372)			
1. <u>Control Room Detention Officers</u>			
> 1st Floor	1	1	1
> Female and Medical	1	1	1
> 2nd Floor	1	1	1
2. <u>Rover Detention Officers</u>			
> 2nd Floor	2	2	2
3. Supervisor Booking	1	1	1
4. Booking Detention Officer	1	1	1
Total	7	7	7

Source: Chinn Planning, Inc.

Table 4-5 shows total staff to inmate ratio and correctional officer to inmate ratio for various sized facilities. For similar sized jail facilities, the average total staff to inmate population is 1:2.8 (one staff for every 2.8 inmates).

Table 4-5 Inmate Staff Ratios by Facility Size - 2003		
Facility Size	Total Staff	Correctional Officers
Less than 50	1.5	2.4
50-249	2.7	3.9
250-499	2.8	4.1
500-999	3.1	4.4
More than 1,000	3.1	4.6

Source: Bureau of Justice Statistics, Census and Survey of Jails, 1999.

Table 4-6 shows the total staff to inmate ratio and correctional officer to inmate ratio for Mohave County. In Mohave County, the total staff to inmate ratio is almost double the national average at 1:4.4 (one staff for every 4.4 inmates). The national average for correctional officer to inmate ratio for similar sized facilities is 1:4.4. In Mohave County, the number of correctional officers to total inmate population is 1:7.

Table 4-6 Mohave County Inmate Staff Ratios (Based on 485 ADP)	
	Staff Ratios
Total Staff	1:4.4
Detention Officers	1:7

Source: Chinn Planning, Inc.

Staff vacancies and turnover are high. The Sheriff's Department indicated difficulty in recruiting viable candidates for Correctional Officer positions. Staff training is difficult to conduct due to staff shortages. The indirect supervision design at the main jail does not allow for adequate staff observation in the housing areas. In addition, security is not adequate for transporting inmates to and from the courthouse.

RECOMMENDATIONS

Based on the assessment provided above, and in compliance with nationally accepted standards for operation of adult local detention facilities, the following recommendations are presented for improvement to operation of detention capacity in Mohave County.

- **Recommendation 1: Implement System Changes and Diversion/Alternative Programs to Reduce Jail Over-Crowding**
 - Court Processes:
 - Reduce Timeframe for Appointment of Counsel
 - Fast Track Jail Cases
 - Reduce Number of Continuances
 - Review Bail Matrix and Standardize Bond Practices
 - Enhance Probation Supervision
 - Implement a Drug Court
 - Reduce Failure to Appear Through Improved Notification
 - Create Position of Jail Expeditor
 - Create Pre-Trial Diversion Program
 - Expand Detention Alternatives
 - Electronic Monitoring
 - Evening/Day Reporting Center
 - Substance Abuse Assessment and Treatment
- **Recommendation 2: Improve Staffing Standards and Ratios**
 - Increase Number of Detention Officer Positions
 - Reduce Staff Vacancies and Turnover
 - Increase Coverage of Security Positions on all Shifts
 - Reduce Probation/Parole Supervision Caseloads
- **Recommendation 3: Plan for New and Expanded Jail Capacity to Meet Future Requirements**
 - Phase I Capacity 688
 - Phase II Capacity 848
 - Expansion Capacity to 1,100 capacity
- **Recommendation 4: Create a Criminal Justice Coordinating Council—Quarterly Meetings**

COST COMPARISON OF DIVERSION ALTERNATIVES VERSUS JAIL

Projected capacity requirements presented earlier in this report indicated an average daily jail population of approximately 675 inmates by 2015, and approximately 800 inmates by 2020. These projections are based on historic population in the jail, and do not account for programmatic and policy changes, or expansion of alternatives to incarceration.

Figure 4-2 presented information related to offenses committed by inmates in the Mohave County Jail in 2004. A little over half of the offenses that are presented in Figure 4-2 could be candidates for alternative forms of incarceration. Based on this assessment, the Consultant recommends a target of 10% reduction in the average daily population in jail by implementing system changes and expanding alternatives. Based on the projected Phase I capacity of approximately 675 inmates, a target of reducing daily jail population by 70 inmates by 2015 is feasible.

In order to reduce the projected daily population by 70 inmates, the following positions/programs should be implemented in Mohave County:

1. Hire Jail Expeditor

The Jail Expeditor should have the sole responsibility of checking the jail roster each day, and making sure that in-custody cases are moved through the court in a timely fashion. This position can also coordinate with other components of the criminal justice system to improve court processing as outlined above. Assuming a mid-range average annual salary of \$43,000 for a Deputy Sheriff plus fringe benefits of 38%, total annual personnel costs for this position are estimated at \$59,340. In addition to personnel costs, a factor of 20% should be budgeted for non-personnel operating costs associated with this position, for a total cost annual operating cost of \$71,210. The goal of this position should be to reduce daily jail population by at least 10 inmates.

2. Implement Evening/Day Reporting

An evening/day reporting program should be implemented, with a target population of approximately 30 inmates that require intensive supervision (5 to 7 days a week), but do not pose a public safety or flight risk. Costs of these types of programs average \$35 to \$50 per day, and typically include activities associated with self-betterment, such as substance abuse counseling, family counseling, anger management, job and work readiness skill development, and other programs. Assuming a mid-range cost of \$40 per day, the average annual cost associated with implementing an evening/day reporting program to serve 30 inmates would be \$438,000.

3. Implement Electronic Monitoring

Electronic monitoring should be implemented with an initial target case load of 30 inmates. Electronic monitoring is used successfully throughout the country as an alternative means of supervision for persons that do not pose a public safety or flight risk, but with added supervision and monitoring to ensure their appearance in court. Daily costs range from \$6.50 to \$10 for the equipment rental and monitoring service. Assuming the \$10 high end average daily cost for operating electronic monitors, the average annual cost associated with implementing an electronic monitoring program to serve 30 inmates would be \$109,500.

Table 4-7 presents the cost associated with implementation of these alternatives to serve 70 inmates versus the cost of operating 70 jail beds at a per diem cost of \$75. Mohave County can save a total of \$1,297,540 per year by implementing the alternatives outlined above. If alternatives are not implemented, the total annual cost associated with operating 70 beds of capacity at a per diem cost of \$75 is \$1,916,250. This is compared to the cost of implementing the alternatives, which is \$618,710.

<p>Table 4-7 COST COMPARISON Mohave County Alternatives Versus Jail Capacity (70 Capacity)</p>		
	Annual Cost	
	Alternatives (70 Capacity)	Jail Operation (70 Capacity)
Jail Expeditor	\$ 71,210	Operation of 70-Bed Capacity @ \$75/Diem Cost
Evening/Day Reporting	\$ 438,000	
Electronic Monitoring	\$ 109,500	
Total	\$ 618,710	\$ 1,916,250

Source: Chinn Planning, Inc.