

# **Inmate Population Trends and Projections for Platte County Missouri**

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- John Elliott, Second District Commissioner

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- Joseph King, Captain
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## Introduction

In August 2018, Platte County contacted Bill Garnos to conduct an analysis of the County's inmate population trends, and to develop inmate population projections to assist the County with their assessment of different jail facility expansion options. Bill provided a presentation to the Platte County Commission at their Work Session on September 4, 2018. A proposal was submitted to the County Commission on September 10, and was approved at their meeting on October 1, 2018. A project kick-off meeting was held on October 3 with the Sheriff's staff, to review the project's data requirements.

***The Consultant*** — Bill Garnos is a nationally-recognized consultant specializing in the planning, design, and operation of jail facilities. He has directed or assisted with jail planning projects for more than 100 cities and counties in 27 states, including 27 counties in Missouri. Bill specializes in the development of jail needs assessment studies, regional jail feasibility studies, inmate population trends and projections, facility evaluations, alternatives to incarceration, operational cost studies, space programming, jail staffing plans, standards compliance, and the activation of new jail facilities and offender programs.

Bill currently works as an independent jail consultant. He previously served as the Senior Justice Planner at DLR Group, as the Senior Program Manager for the Justice Division at The Facility Group, as Vice President of CSG Consultants, and as the Senior Criminal Justice Planner for Correctional Services Group. Before becoming a jail consultant in 1989, Bill served on the Governor's staff in South Dakota through two administrations as the Executive Policy Analyst and Management Analyst for Corrections, then as the State Project Director for Corrections, and later as the Executive Assistant to the Secretary of the Department of Corrections.

Bill is currently the Mayor of Gladstone, Missouri (a suburb of Kansas City), and has been on the Gladstone City Council since 2011. He received a Bachelor of Science degree in Criminal Justice from the University of South Dakota in 1981.

## Report Organization

**Introduction** — Provides a description of the project, the consultant's background, and an overview of how the report is organized.

**Section 1. Review of Past Jail Studies** — Provides a review of three recent jail studies and reports involving the Platte County Detention Center, including the

*Feasibility Study* by Goldman Group Architects (GGA), and the Platte County Jail Committee's report from 2014.

**Section 2. Criminal Justice Statistical Indicators** — Provides a review of the trends in some of Platte County's criminal justice statistics, including crime and arrest trends, and criminal case filing trends in Circuit Court, to provide some context and background for the County's inmate population trends.

**Section 3. Inmate Population Trends** — Provides an inmate population profile, and examines inmate population trends at the Platte County Detention Center since 2008, including:

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

Inmate population data is broken out separately for:

- State inmates (inmates charged with state offenses, who are in the custody of the Platte County Sheriff);
- ICE detainees; and
- Total inmates.

An examination was also made of the inmate population by gender, to separately analyze trends in the number of male and female inmates. The high and low inmate population range was also examined to determine how much the County's inmate population fluctuates each month, and to measure its routine monthly peaks.

**Section 4. Inmate Population Projections** — Provides inmate population projections for facility planning purposes, and a forecast of Platte County's future jail capacity requirements. The section includes:

- The historical and projected population of Platte County;
- Inmate population projections for the next 20 years, based on current trends; and
- A forecast of jail capacity requirements (total jail beds needed), based on the inmate population projections.

Additional information is provided with regard to:

- Inmate population projections in general;

- Platte County's Rate of Incarceration (ROI);
- The Average Length of Stay (ALOS) at the Detention Center;
- The type of jail beds needed;
- Minimum jail standards;
- The "capacity" of the existing Detention Center.

**Section 5. Alternatives to Incarceration** — Discusses programs, policies, and "best practices" to divert offenders from jail, provide intermediate sanctions, and reduce the length of stay for jail inmates. Additional information is provided on recent efforts by Greene County (Springfield), Missouri to manage and control their inmate population growth.

**Section 6. Conclusion** — Summarizes the study's overall findings and conclusions to support Platte County's current jail planning process and decision-making.

This analysis of inmate trends and projections is not intended to provide all the answers to Platte County's on-going need for jail facilities. This study was conducted in a relatively short time frame, using available data and resources. It is, by necessity, the proverbial "30,000-foot view" of the County's inmate population trends. However, it is hoped that the information presented in this study will help to facilitate the development of more "data-driven" solutions to address and resolve the County's future facility needs.

The inmate population projections and the forecast of jail capacity requirements presented in this study also provide a framework for assessing the impact of different facility options for addressing the County's current and long-term jail needs.

The extensive data, trends, and issues included this study also present several opportunities for the County's further analysis — in terms of the County's on-going jail facility needs, for addressing the underlying factors driving those needs, and for identifying other emerging issues in the criminal justice system which could ultimately impact the County's future jail needs.

The criminal justice "system" is complex by its very nature and its competing internal goals. Any detailed analysis of the factors driving the County's need for more jail capacity is, inherently, also complex. This report does not attempt to answer the question "Why?" Why did these numbers go down? Why did they go up? What caused this spike in the numbers in that month? The reasons and factors behind these trends are difficult (or impossible) to identify or quantify, are often inter-connected, and



beyond the constraints of this limited study — but, again, may provide opportunities for the County's further analysis.

It is important to keep in mind that "reasonable minds may differ" with regard to jail issues. Some may look at the data in this jail population study and conclude the County needs additional jail capacity. Others may look at the same data and see "too many" inmates locked up, or inmates locked up for "too long."

This study also does not include any assessment of the County's current jail facility, or the existing building's long-term viability to provide all, some, or most of the County's jail capacity needs. Again, these are important issues, but go beyond the scope of this study.

Platte County is currently in the process of making some important, multi-million dollar, facility planning decisions. Hopefully, the graphs, data, trend analysis, and other information in this report will aid the County in its efforts to make good decisions regarding the County's current and future jail facility needs.

## 1. Review of Past Jail Studies

This section provides a review of the findings and conclusions from three recent jail studies and reports involving the Platte County Detention Center, including:

- *Evaluating Future Inmate Housing Needs*, by Captain Randall Pittman (2012);
- *Feasibility Study / County Law Enforcement, Jail and Judicial Expansion*, by Goldberg Group Architects, PC (GGA) (2014); and
- *Report to the Platte County Commission* by the Platte County Jail Committee (2014).

The following is a brief overview and description of each study and their findings and conclusions with regard to Platte County's current inmate population trends and future projections.

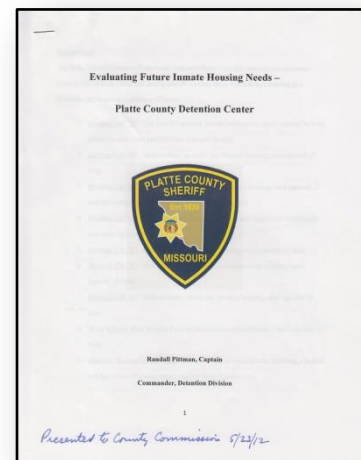
### ***Evaluating Future Inmate Housing Needs by Captain Randall Pittman (2012)***

In 2012, a report entitled *Evaluating Future Inmate Housing Needs* was prepared by Captain Randall Pittman, Commander of the Detention Division, and presented to the Platte County Commission.

The reported stated as follows:

*The Platte County Detention Center is an adult male/female jail that currently has an inmate capacity of 154 beds distributed among nine (9) housing units.<sup>1</sup> ...*

*Although a 154-bed facility, the effective operational capacity is reduced to 80-85% of that total (123-131 inmates) by the need to manage*



<sup>1</sup> *Evaluating Future Inmate Housing Needs – Platte County Detention Center*, by Captain Randall Pittman, Commander, Detention Division. Presented to the Platte County Commission on May 23, 2012. Page 2.

*protective custody, co-defendant, medical watch, suicide watch and disciplinary/administrative inmates in addition to the everyday need to segregate inmates based on their security classification.*

*Current population projections (as of March 2012) indicate our Average Daily Population (ADP) will begin to hold at our operational capacity beginning in June 2014. The same projection indicates our ADP will reach our rated capacity in December 2017. We will begin to experience housing needs beyond our normal operational and/or physical capacities during this period of time.<sup>2</sup>*

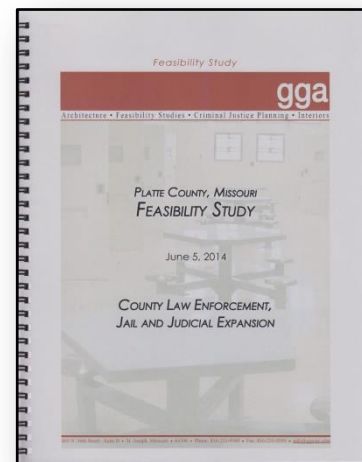
The report goes on to examine the potential staffing requirements of the “Futures” area, and the impact of different methods of inmate supervision (direct versus indirect supervision). The report ultimately recommended the construction and use of an indirect supervision model for inmate housing in the Futures area.<sup>3</sup>

## **Feasibility Study / County Law Enforcement, Jail and Judicial Expansion by Goldberg Group Architects, PC (GGA) (2014)**

In June 2014, a Feasibility Study was completed for a County law enforcement, jail and judicial expansion by Goldberg Group Architects (GGA). GGA utilized Joe Weber of Weber & Associates to assist with the study.

The GGA study included:

- I. Project Overview*
- II. Assessment of Existing Jail Facility*
  - A. Assessment Overview and Facility Inspection*
  - B. Receiving Prisoners*
  - C. Facility Population History*
  - D. Facility Size*
  - E. Conclusions and Recommendations*
- III. Feasibility Analysis of Jail Expansion Options*



<sup>2</sup> *Evaluating Future Inmate Housing Needs*, 2012, page 3.

<sup>3</sup> *Evaluating Future Inmate Housing Needs*, 2012, page 6.

- IV. *Staffing Plan for the Initial Startup and Operation of an Expanded Platte County Adult Detention Center*
  - A. *Review of Regulatory Standards*
  - B. *Analysis of Current Operations. Review of Design and Operational Needs of an Expanded New Facility.*
  - C. *Methods of Completing 24 Hour Staffing. An Estimated Staffing Plan Based on Full Occupation. Determining Compliance.*
- V. *Exhibits. Photos of Primary Jail Space.*

According to the Assessment Overview:

*Platte County needs to expand their jail to accommodate the volume of prisoners that it currently processes and to provide adequate housing for the future growth of its daily inmate population. The current jail is reaching and exceeding capacity and will soon reach the point where it can no longer accommodate the volume of arrestees presented for incarceration without exceeding its rated capacity.<sup>4</sup>*

With regard to Platte County's jail population trends, the GGA study noted:

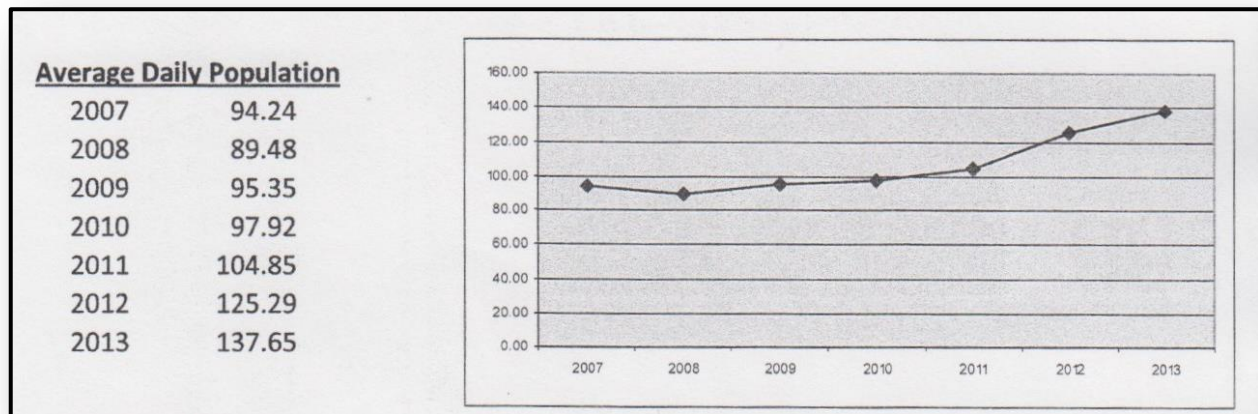
*A study of the jail population from 2007 through mid 2013 shown in table 1 indicates an average daily population growth of 46.07% over the 6 1/2 year period. This establishes a growth trend multiplier for the projection of future needs.<sup>5</sup>*

Table 1 provided data and a graph showing the annual ADP for 2007 through (mid) 2013, as shown on the following page.

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<sup>4</sup> *Platte County, Missouri, Feasibility Study, County Law Enforcement, Jail and Judicial Expansion*, by Goldberg Group Architects, PC (GGA) and Weber & Associates, June 5, 2014, 3Page 2.

<sup>5</sup> GGA Feasibility Study, 2014, 3Page 5.



The GGA study again noted an “average growth rate for 6 1/2 year period” of 46.07%.<sup>6</sup>

With regard to the “average daily population versus high count,” the study stated:

*The average daily population shows the average number of inmates incarcerated in the facility during the period for which data was collected. The relationship between the average daily population and the jail capacity will show if the jail is housing beyond capacity. In this study the industry standard of 85% of capacity is used to determine if overcrowding has occurred. It is recommended that the Platte County Jail maintain a 15% buffer zone to safely allow for the fluctuation of inmate population. This fluctuation is represented by the maximum amount of inmates housed.*

*The Platte County Jail has a rated capacity of 154 beds. Using the industry’s “85% rule”, the jail is considered full when its population reaches 131. Booking information indicates that the jail began to exceed that number in June of 2012 and peaked at 164 in October 2012.<sup>7</sup>*

<sup>6</sup> GGA Feasibility Study, 2014, 3Page 5. Technically, this is not an average growth rate. It also uses the mid-2013 ADP as annual data.

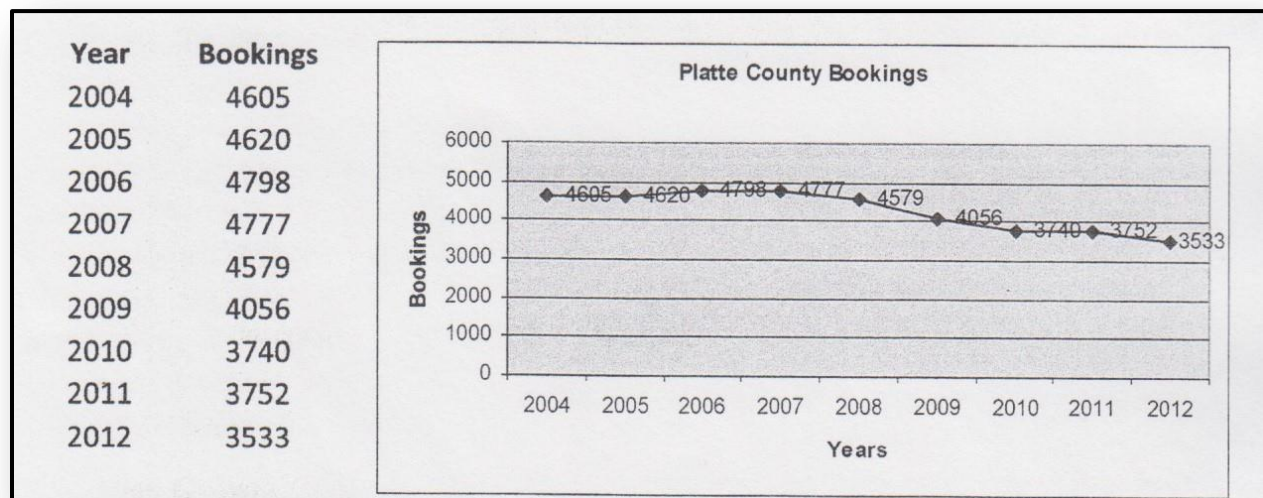
<sup>7</sup> GGA Feasibility Study, 2014, 3Page 5.

With regard to “facility size,” the study stated:

*It is often difficult to determine the size of a jail facility to construct because the factors that impact the need for jail space can vary significantly from time to time. Those factors include*

- *The number of bookings;*
- *The crime rate in the community;*
- *The average length of time an inmate stays in the jail; and*
- *The population growth in the community.*<sup>8</sup>

**Bookings** — The GGA study provided a table and a graph showing annual bookings from 2004 through 2012, and stated that “the number of inmate bookings has remained stable.”<sup>9</sup>



**Crime Rate** — The GGA study provided a graph showing “reported crimes” from 2004 to 2012, and stated that “the number of reported crimes has remained stable as well, reflecting on the effectiveness of law enforcement in the community.”<sup>10</sup>

<sup>8</sup> GGA Feasibility Study, 2014, 3Page 6.

<sup>9</sup> GGA Feasibility Study, 2014, 3Page 6.

<sup>10</sup> GGA Feasibility Study, 2014, 3Page 6.

**Average Length of Stay** — According to the GGA study:

*The most significant factor that is currently impacting the county's need for additional space is the increase in the length of time that inmates spend in the facility. In 2004, the average length of stay for an inmate was 29.63 days. The current average length of stay for an inmate is 71.45 days. This represents an increase of 141% resulting in a growing jail population.<sup>11</sup>*

In reviewing the file for the GGA study, there was another version of the text and data on Average Length of Stay. However, it is undated and unsourced, and was not included in the final bound version of the GGA study. This second version shows the Average Length of Stay for each year from 2004 through 2013, and shows the Average Length of Stay increasing from 29.63 days in 2004, to 39.86 days in 2013 — significantly lower than the 71.45 days referenced in the preceding paragraph from the GGA study.

The narrative that accompanied the Length of Stay data on this second version stated as follows:

*The length of an inmate's stay in the Platte County Detention Center is outside of the control of the Sheriff's Office. The length of an inmate's stay is affected by a variety of different factors including but not limited to: the level of offense an inmate is charged with; the number of offenses an inmate is charged with; the bond amount set on associated charges; the time required for the case to work through the judicial system; ancillary judicial proceedings such as post conviction relief, extradition, etc.; and whether an inmate is sentenced to serve their sentence in the Platte County Detention Center.*

**Population Growth Rate** — There are also two different versions of the text for this section, and both are dated "Revised 07/10/13." The narrative in the bound version of the GGA study indicates no significant increase in Platte County's population.

*The U.S. Census Bureau shows the county's annual population growth at less than 2%. While there is some speculation regarding*

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<sup>11</sup> GGA Feasibility Study, 2014, 3Page 7.

*community population growth there was no immediate data available that would indicate a significant increase in population.<sup>12</sup>*

The second version of the narrative (not included in the bound GGA study, but also dated “Revised 07/10/13”) suggests that the County’s population could increase by 183,750 people over the next ten years.

*Due to increased housing developments, it is projected that Platte County will experience an increase of 75000 additional households in the next 10 years. According to the U.S. Census Bureau, Platte County has an average of 2.45 persons per household. This would result in a population increase of 183750 over 10 years or an average of 18375 per year. This represents a population growth of approximately 287.50% over 10 years or an average annual population growth of 28.75%.<sup>13</sup>*

**Need for a Facility** — Under “Conclusions and Recommendations,” there are three different versions of the text regarding the “need for a facility,” two of which are dated “Revised 07/10/13.” All three provide “projected ADP” and “space needed” (total jail capacity or jail beds, using “the 85% rule”) for the next 20 years.

- **GGA Forecast #1** — One forecast is undated and appears to be an early draft. It includes projected ADP and space needed for each of the next 20 years (2013 to 2032). The 20-year forecast shows a projected ADP of 288 inmates in 2032, requiring a jail capacity for 339.

The draft states “*Platte County’s projected population growth and its impact on the jail population indicates a need for a **300 – 350** bed jail to accommodate the county’s need for jail space over the next 20 years ...*”<sup>14</sup>

- **GGA Forecast #2** — The bound version of the GGA study provided a forecast with “Revised 07/10/13” on the bottom of the page. It included projected ADP and space needed in 2020,

<sup>12</sup> GGA Feasibility Study, 2014, 3Page 7.

<sup>13</sup> Platte County Jail Study, Weber & Associates, Revised 07/10/13, 3Page 6.

<sup>14</sup> GGA Feasibility Study, Draft?, Page 6. [Emphasis added.]



2026, and 2033. The 20-year forecast shows a projected ADP of 429 inmates in 2033, requiring a jail capacity for 505.

It states “*The population data for the Platte County Jail shows a 46.07% increase over a 6 1/2 year period.*” ADP projections were “*based on this growth curve over a span of ... 20 years. ... Based on these projections it is recommended that Platte County consider a jail facility that can accommodate **450 – 500** inmates.*”<sup>15</sup>

- **GGA Forecast #3** — A third forecast also has “Revised 07/10/13” on the bottom of the page. It includes projected ADP and space needed for each of the next 20 years (2014 to 2033). The 20-year forecast shows a projected ADP of 542 inmates in 2033, requiring a jail capacity for 637.

“*The population data for the Platte County Jail shows a 46.07% increase over a 6 1/2 year period.*” ADP projections were “*based on this growth curve over a span of 20 years.*”<sup>16</sup>

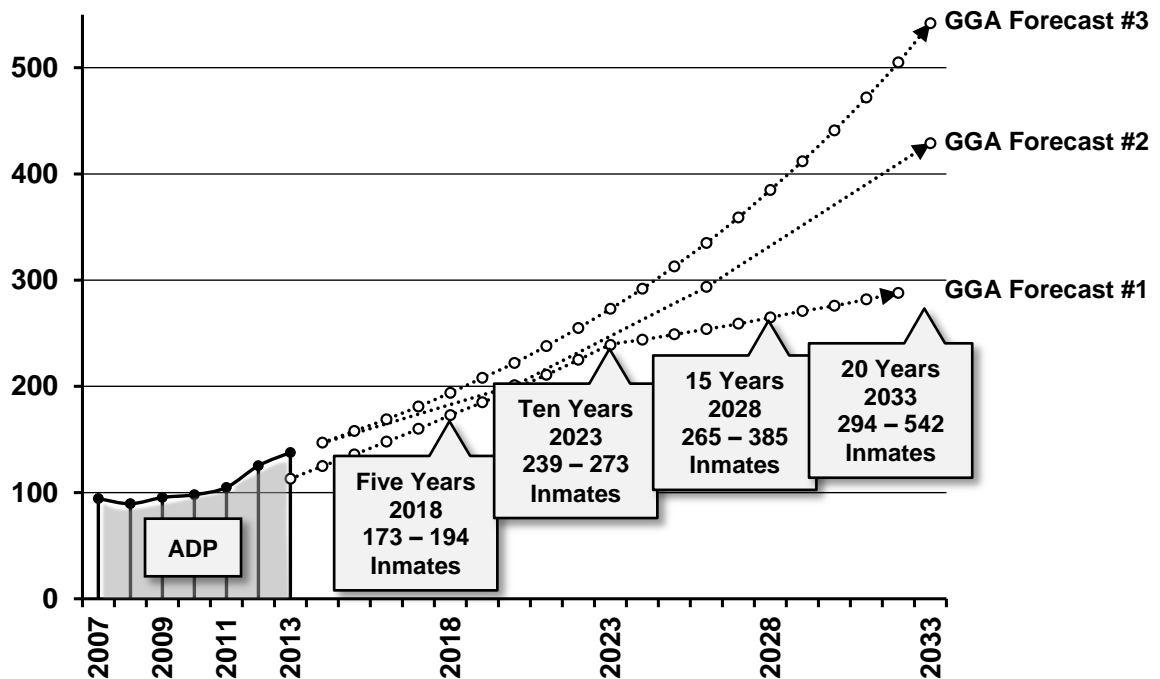
*The graph and table on the following pages show the ADP projections from each of these three GGA forecasts.*

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<sup>15</sup> GGA Feasibility Study, 2014, 3Page 8. [Emphasis added.]

<sup>16</sup> Platte County Jail Study, Weber & Associates, Revised 07/10/13, 3Page 7.

ADP Projections from the 2014 GGA Study



Forecast Year	Year	ADP	GGA Forecast #1	GGA Forecast #2	GGA Forecast #3
	2007	94			
	2008	89			
	2009	95			
	2010	98			
	2011	105			
	2012	125			
	2013	138	113		
1	2014		125		147
2	2015		136		158
3	2016		148		169
4	2017		160		181
5	2018		173		194
6	2019		185		208
7	2020		198	201	222
8	2021		211		238
9	2022		225		255
10	2023		239		273
11	2024		244		292

<b>Forecast Year</b>	<b>Year</b>	<b>ADP</b>	<b>GGA Forecast #1</b>	<b>GGA Forecast #2</b>	<b>GGA Forecast #3</b>
12	2025		249		313
13	2026		254	294	335
14	2027		259		359
<b>15</b>	<b>2028</b>		<b>265</b>		<b>385</b>
16	2029		271		412
17	2030		276		441
18	2031		282		472
19	2032		288		505
<b>20</b>	<b>2033</b>		[ 294 ]	<b>429</b>	<b>542</b>

**“The 85% Rule”** — All three of the GGA forecasts used “the 85% rule” to estimate the amount of “jail space” (jail capacity or jail beds) needed to support the projected ADP. The GGA study explained “the 85% rule” as follows:

*The National Institute of Corrections published a guide for jail capacity planning. ... The guide notes that criminal justice planners ... have usually factored in a percentage of the total number of jail beds when developing their jail capacity forecast, so as to absorb peaks that occur throughout the year and manage fluctuations in the number of inmates in different classification categories. Often referred to as “rated beds above the operational capacity used,” these percentages have ranged anywhere from 10 to 20 percent. Jurisdictions commonly use these numbers to identify when a jail is becoming crowded. ...*

*Unless data indicates otherwise it is a common practice to use what is commonly referred to by criminal justice planners as “the 85% rule”. This allows for a 15% peaking factor.*

*The classification factor can have an impact on jail design and needs for bed space as well. This factor takes into account the flexibility needed to separate populations by characteristics such as gender, risk level, mental health, physical health, and disciplinary segregation. The classification factor provides for those times when the number of inmates in a classification category exceeds the number of beds available for that classification. It creates a planning cushion that allows for the*

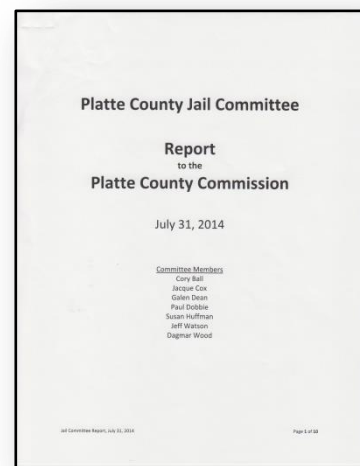
*jail's need to have a few open beds within each classification category available at all times for new inmates.*<sup>17</sup>

Another document in the GGA study file states, *"The 85% rule is an accepted industry practice ... ."*<sup>18</sup>

## **Report to the Platte County Commission by the Platte County Jail Committee (2014)**

In July 2014, a report was presented to the County Commission by the Platte County Jail Committee. Members of the Jail Committee included Cory Ball, Jacque Cox, Galen Dean, Paul Dobbie, Susan Huffman, Jeff Watson, and Dagmar Wood.

The Jail Committee was formed *"to study the short and long term needs of the County's jail, judicial, and prosecutorial facilities as well as options for funding if required."*<sup>19</sup> The Committee was specifically asked to address *"the need for a jail expansion due to increased average daily jail population and projected county population increases, the potential for a contract with the City of Kansas City MO (KCMO) to house KCMO inmates on a long term contract basis, administrative space needs of the Sheriff's and Prosecutor's offices, and funding for expansion of facilities."*<sup>20</sup>



The Jail Committee reached unanimous agreement on the following issues:

- 1) ***There is no current need to justify the construction of new jail buildings or expanded facilities for housing inmates.***  
*There exists adequate available space in the existing facilities in the area known as "Futures" to construct additional bed space for the current and near term needs of the count.*

<sup>17</sup> GGA Feasibility Study, 2014, 3Page 4.

<sup>18</sup> Answer to the 85% full jail population rule question from one of the committee members, Weber & Associates(?).

<sup>19</sup> Report to the Platte County Commission, Platte County Jail Committee, July 31, 2014, Page 4 of 10.

<sup>20</sup> Jail Committee Report, July 31, 2014, Page 2 of 10.

- 2) ***The Commission should engage the architects who designed the current facility as an independent expert and outside of the current RFQ process to assist the Commission and County staff in properly vetting and understanding the original design of the Futures space.***
- 3) ***There should be no discussion with KCMO regarding a long term contract. Housing inmates of KCMO brings inherent lawsuit risks as well as placing a financial burden on Platte County that is unnecessary.***
- 4) ***The Prosecutor offices will require attention in the future through expansion, remodeling and modification as appropriate to provide this department with the necessary facilities to function.***
- 5) ***The County should incur no new debt relating to the costs of expanding Futures or for the construction and remodeling of administrative offices.***
- 6) ***The initial expert reports provided to the committee in regard to jail expansion and county population projections as originally relied upon by the Commission and Sheriff should be discarded as data within those reports conflicted with the findings of the committee and data provided to the committee by the Sheriff.<sup>21</sup>***

With regard to the jail's Average Daily Population (ADP), the Jail Committee noted:

*The monthly average ADP peaked at 151 in October 2012. The highest daily ADP in 2012 was 164 and in 2013 was 155. However, ADP declined in the fourth quarter 2013 to 114 and for 2014 has averaged 121. For June 2014, ADP averaged 122.<sup>22</sup>*

The Jail Committee was very critical of the GGA Jail Feasibility Study. The Jail Committee Report stated as follows:

*On February 13, 2013, Goldberg Group Architects (GGA) was retained by the Platte County Sheriff's Department to develop a feasibility study. Consulting with Joe Weber, criminologist of*

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<sup>21</sup> Jail Committee Report, July 31, 2014, Pages 2 and 3 of 10. [Emphasis in original.]

<sup>22</sup> Jail Committee Report, July 31, 2014, Page 4 of 10.

*Weber & Associates, they provided three different renovation/addition options for the jail ranging from an additional 144-bed, \$10 million dollar option to a 315-bed, \$21 million option. The data supporting this recommendation was largely based on Platte County population growth projections that tripled the County's population in the next 10 years. The Jail Committee rejected those figures after seeking population data from several other sources, which data conflicted with the population estimates by GGA.*

*Kyle Elliott, KCMO's Northland Planner, spoke with the Jail Committee on June 23, 2014. At the meeting, he explained that these figures were largely based on a new development called Twin Creeks, and that their population projections are lower and subject to numerous factors, including employer growth and construction of roads and other infrastructure. Mr. Elliott stated that KCMO is planning on 85,000 to 90,000 people occupying the Twin Creeks development eventually, but that these estimates include Clay County and could occur over the course of several decades.*

*GGA's Feasibility Study recommendations were based on projected ADP linked to these faulty population growth projections and a predicted "need" for an additional 237 additional beds in 2020, 346 additional beds in 2026, and 505 additional beds in 2033. Neither the Platte County growth data nor the regional growth data support these projections, and therefore the Jail Committee rejected these figures.*

*The graphs attached as exhibits hereto show that (1) regional population impacting the jail has increased only at an annual rate of 0.7% since 1997 and is not driving the changes in ADP, and (2) there was a short term increase in ADP in 2012 and 2013, which has since declined in 2014 to a six month average of 121 through June 30, 2014.*

*Additionally, GGA's Average Length of Stay (ALOS) inmate data was inaccurate. GGA's jail study indicated that ALOS for 2013 was 71.45 days. Sheriff Mark Owen's data indicated 2013 ALOS was 39.86 days, over one month less. GGA's jail study states, "The most significant factor that is currently impacting the county's need for additional space is the increase in the length of time that inmates spend in the facility." The committee rejected GGA's projection calculations due to this discrepancy in ALOS data.*

***There was unanimous consent of the committee that GGA's report and recommendations be rejected. There is no immediate need, either present or near future, for an additional facility housing an additional 144 to 315 jail beds. Additionally, there***

*was unanimous consent of the committee to request a refund from GGA.<sup>23</sup>*

Exhibits at the end of the Jail Committee Report included graphs showing:

- ADP history (January 2004 to June 2014);
- ADP history by calendar year (September 2003 to June 2014);
- ADP by calendar year as a percentage of jail capacity;
- Regional population data vs. Platte County ADP; and
- Original population projections, ADP, and ALOS data.<sup>24</sup>

Other sections of the Jail Committee Report also addressed (1) the “Futures” area; (2) the proposed KCMO housing contract; (3) the Prosecutor, Sheriff’s, and Court’s space needs; and (4) funding.

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<sup>23</sup> Jail Committee Report, July 31, 2014, Page 5 of 10. [Emphasis in original.]

<sup>24</sup> Jail Committee Report, July 31, 2014, Page 10 of 10. Exhibits 1 – 5.

## **2. Criminal Justice Statistical Indicators**

This section provides a review of the trends and changes in some of Platte County's criminal justice statistical indicators over the past ten years, including crime and arrest trends, and criminal case filing trends in Circuit Court. This material is included to provide some background and context to the County's inmate population trends and projections in subsequent sections.

At the same time, this background information should not distract attention from Platte County's inmate population trends, which are the focus of this study. However, crime and arrest trends, and criminal case filing trends in Platte County may provide opportunities for the County's further analysis — and to help the County identify and address the underlying factors that are driving the County's current and future jail needs.

Generally, as a county's population grows, the demands on its criminal justice system also grow. More crime, more arrests, more criminal case filings, and an increasing jail population can often be attributed, at least in part, to a county's growing population. It is not unusual, however, to find jurisdictions where the jail population is increasing, while the county's population, crime rate, or numbers of arrests are declining. While there may or may not be a statistical correlation, it is still important in a planning effort such as this to examine the trends in those areas that are both quantifiable and generally believed to have some impact on the County's need for jail services.

*[ Note: The historical and projected population of Platte County is included as part of the Inmate Population Projections in Section 4. ]*

### **A. Crime**

For the purpose of measuring the trend and distribution of crime on the national and state level, the Uniform Crime Reports (UCR) utilize a "Crime Index," which is composed of eight crime classifications considered to best represent the overall volume and rate of crime, and because they are most likely to be reported to a law enforcement agency. Standard definitions are used in the state and national programs in order to maintain uniform and consistent data.

The Crime Index consists of the following eight offenses, divided into a "Violent Crime Index" and "Property Crime Index."



### ***Violent Crimes:***

- Murder
- Rape
- Robbery
- Aggravated Assault

### ***Property Crimes:***

- Burglary
- Larceny / Theft
- Motor Vehicle Theft
- Arson

UCR crime classifications are divided into two groups — Part I Offenses and Part II Offenses. Part I Offenses are the eight Crime Index offenses.<sup>25</sup> Other crime classifications (generally considered “less serious” offenses) are grouped as Part II Offenses.

It should be noted that crime statistics can be easily misinterpreted. Caution must be used when examining and interpreting crime statistics, particularly when done as part of an analysis of the County’s jail population trends. In many counties, the amount of reported crime is declining, while the County’s jail population is increasing. Although this may seem contradictory, it must be kept in mind that crime statistics only include the eight “most serious” offenses, and only include *reported* offenses. The vast majority of the criminal offenses that are routinely committed, and serious offenses that go unreported, are not included in the UCR system’s crime index. For example, the crime index offenses do not include other “less serious” (but frequently occurring) offenses, such as driving under the influence (DUI), drug offenses, simple assault, etc. Consequently, trends in the County’s crime index may or may not parallel trends in the County’s jail population.

As part of this study, an attempt was made to review the number and type of crime index offenses reported in Platte County over the past ten years of available data. This task proved to be far more complicated than originally believed.

The UCR data for Platte County in *Crime in Missouri* is a compilation of reports from several different law enforcement agencies and task forces in Platte County, but it does not include data from the City of Kansas City (Kansas City, Missouri Police Department), which overlaps Platte County and which impacts the Platte County jail.

Reporting law enforcement agencies for Platte County in the UCR data include the Platte County Sheriff’s Office and the police departments of Camden Point, Dearborn, Edgerton, Farley, Ferrelview, Houston Lake, Kansas City Airport, Lake Waukomis, Northmoor, Parkville, Platte City, Platte Woods, Riverside, Tracy, Weatherby Lake, and Weston, and the Western Missouri Cyber Crime Task Force.

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<sup>25</sup> “Human trafficking” which was recently added as a Part I Offense.

According to the Missouri Highway Patrol's Statistical Analysis Center (which compiles and publishes the statewide UCR data), by UCR policy, the data for each law enforcement agency is placed into only *one* county, based on the location of that agency's headquarters. As a result, data from the Kansas City, Missouri Police Department has always been assigned to Jackson County *only* — even though the City of Kansas City, Missouri also covers part of Platte, Clay, and Cass Counties.

Therefore, offense data from the Kansas City, Missouri Police Department's North Patrol Division was obtained and added to the published UCR data for Platte County, in order to get a better overall perspective on crime trends in Platte County. Data from the North Patrol Division was added — at 85 percent of the division's annual total — to estimate the amount for Platte County, as the North Patrol Division also covers a portion of Clay County.

By combining (1) the data from the other law enforcement agencies in Platte County, with (2) the adjusted data from the North Patrol Division, the following general findings were made.

- **Total Crime Index** — Over the past ten years (2008 – 2017), the total crime index for Platte County has remained stable and flat, averaging approximately 3,001 index offenses annually. Total index offenses ranged from a low of approximately 2,806 index offenses in 2013, to a high of 3,212 index offenses in 2012.

Over the past five years (2013 – 2017), the total crime index in Platte County has steadily increased — from a total of 2,806 index offenses in 2013, to 3,064 index offenses in 2017.

Approximately two-thirds (68 percent) of the crime index offenses in Platte County were reported by the Kansas City, Missouri Police Department. Approximately one-third (32 percent) of the crime index offenses were reported by other law enforcement agencies in Platte County.

- **Violent Crimes** — The number of violent crimes (murder, rape, robbery, and aggravated assault) reported in Platte County remain small as compared to property crimes. Overall, violent crimes represent only an average of 9 percent of the total crime index in Platte County.

Over the past ten years, Platte County has averaged 268 violent crimes annually. However, the number of violent crimes has been steadily increasing, ranging from a low of 211 violent crimes in 2010, to a high of 358 violent crimes in 2016. The last two years (2016 and 2017) showed a significantly higher

number of violent crimes reported in Platte County, with 358 violent crimes in 2016, and 342 violent crimes in 2017.

Aggravated assaults comprise two-thirds (66 percent) of the violent crimes reported in Platte County.

- **Property Crimes** — Property crimes (burglary, larceny/theft, motor vehicle theft, and arson) represent an average of 91 percent of the total crime index offenses reported in Platte County over the past ten years.

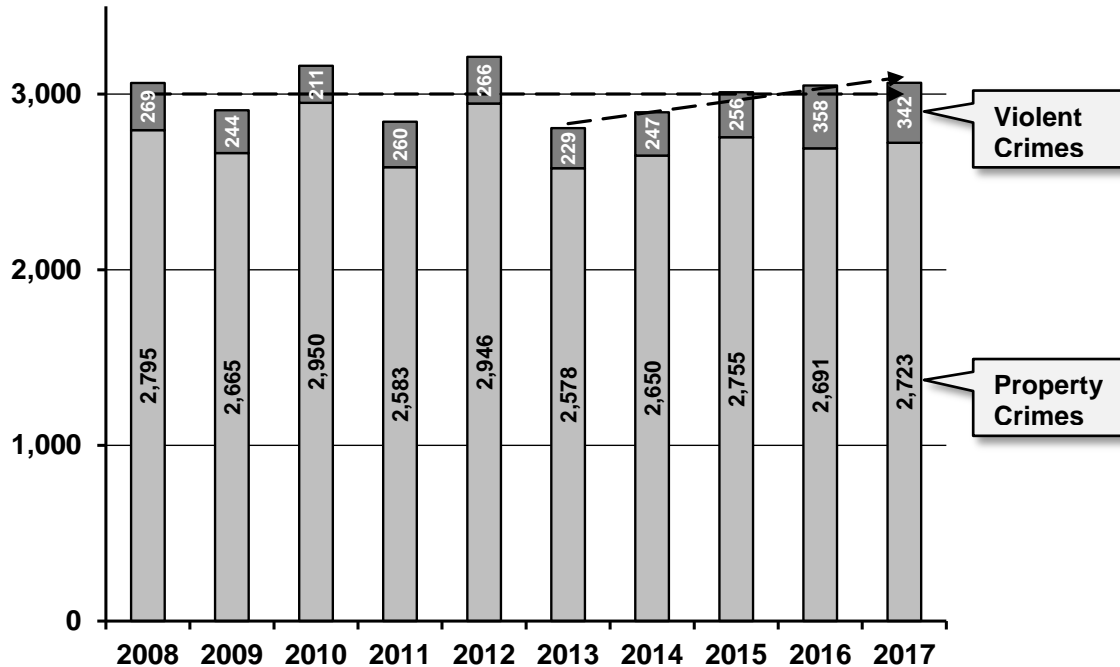
Over the past ten years, the number of property crimes reported in Platte County has remained fairly stable, averaging approximately 2,733 property offenses annually. The number of property crimes ranged from a low of 2,578 property crimes reported in 2013, to a high of 2,950 property crimes reported in 2010.

Larceny/theft comprises three-quarters (76 percent) of property crimes reported in Platte County.

*The graph and table on the following page show the number and type of crime index offenses reported in Platte County over the past ten years of available data (2008 – 2017), combining the adjusted data from the Kansas City, Missouri Police Department's North Patrol Division with the published UCR data for Platte County.*

**Part I Crimes Reported in Platte County (2008 – 2017)**

*Data reported by law enforcement agencies in Platte County and  
the Kansas City Police Department's North Patrol Division.*



Part I Crimes	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
<b>Violent Crimes</b>										
Murder / Manslaughter	1	0	6	2	3	2	4	3	7	4
Rape	16	21	34	32	29	40	35	29	51	50
Robbery	60	65	41	56	52	39	44	58	67	61
Aggravated Assault	192	157	130	170	182	148	165	166	233	228
<b>Subtotal</b>	<b>269</b>	<b>244</b>	<b>211</b>	<b>260</b>	<b>266</b>	<b>229</b>	<b>247</b>	<b>256</b>	<b>358</b>	<b>342</b>
<b>Property Crimes</b>										
Burglary	439	411	481	396	421	364	382	328	348	309
Larceny / Theft	2,063	2,044	2,228	1,935	2,246	1,959	1,997	2,144	2,013	2,023
Motor Vehicle Theft	275	199	229	231	257	239	253	247	318	385
Arson	18	10	13	21	23	15	18	35	12	5
<b>Subtotal</b>	<b>2,795</b>	<b>2,665</b>	<b>2,950</b>	<b>2,583</b>	<b>2,946</b>	<b>2,578</b>	<b>2,650</b>	<b>2,755</b>	<b>2,691</b>	<b>2,723</b>
<b>Total Crime Index</b>	<b>3,063</b>	<b>2,908</b>	<b>3,161</b>	<b>2,843</b>	<b>3,212</b>	<b>2,806</b>	<b>2,897</b>	<b>3,010</b>	<b>3,049</b>	<b>3,064</b>

Sources: Missouri Uniform Crime Reporting Program and the Kansas City, Missouri Police Department.

Reporting law enforcement agencies include the Platte County Sheriff's Office and the police departments of Camden Point, Dearborn, Edgerton, Farley, Ferrelview, Houston Lake, Kansas City Airport, Lake Waukomis, Northmoor, Parkville, Platte City, Platte Woods, Riverside, Tracy, Weatherby Lake, and Weston, and the Western Missouri Cyber Crime Task Force.

Data from the Kansas City, Missouri Police Department was added — at 85 percent of the annual total reported by the North Patrol Division — to estimate the amount for Platte County. (North Patrol Division also covers a portion of Clay County.)

## Crime Rate

The “crime rate” is typically defined as the number of crime index offenses per 100,000 population, and provides a means for national, state, and regional comparisons. However, for the purposes of this study, given Platte County's size, the crime rate is defined as the number of crime index offenses per 1,000 county population.

Using the Total Crime Index developed in the preceding section, and Platte County population estimates (discussed later in Section 4), the annual crime rate was calculated. Over the past ten years (2008 – 2017), the overall crime rate in Platte County has declined. Over the past five years (2013 – 2017), the crime rate has remained stable and flat, with an annual average of approximately 31 crime index offenses reported per 1,000 County population.

*The table on the following page shows the annual crime rate in Platte County over the past ten years.*

**Crime Rate in Platte County (2008 – 2017)**

Year	County Population	Crime Index Offenses	Crime Rate (Index Offenses per 1,000 County Pop.)
2008	86,214	3,063	36
2009	87,768	2,908	33
2010	89,322	3,161	35
2011	90,875	2,843	31
2012	92,428	3,212	35
2013	93,981	2,806	30
2014	95,534	2,897	30
2015	97,087	3,010	31
2016	98,640	3,049	31
2017	100,193	3,064	31

Sources: County population estimates are based on *Updated KC MPO Area Population, Household and Employment Forecasts*, by the Mid-America Regional Council (MARC), July 20, 2017.

Crime Index Offenses are from the Missouri Uniform Crime Reporting Program for law enforcement agencies in Platte County, combined with adjusted data from the Kansas City, Missouri Police Department's North Patrol Division. (Data from the North Patrol Division was adjusted for Platte County only, as a portion of the Division extends into Clay County.)

## **B. Arrests**

Arrest trends are another important statistical indicator in the criminal justice system. Data on arrests from the Uniform Crime Reports (UCR) are broken down into arrests for Part I crimes and Part II crimes.

- **Part I Crimes** — Part I offenses are the eight crime index offenses, which are considered the “most serious” offenses (murder, rape, robbery, aggravated assault, burglary, larceny/theft, motor vehicle theft, and arson).
- **Part II Crimes** — Part II offenses consist of all other “less serious” offenses, but do not include minor traffic offenses.

As part of this study, an attempt was made to review the number and type of arrests made in Platte County over the past ten years of available. However, like the crime data, the UCR data for Platte County does not include data from the City of Kansas

City. As previously mentioned, by UCR policy, the data for each law enforcement agency is placed into only one county, so the arrest data from the Kansas City, Missouri Police Department has always been assigned to Jackson County — even though the City of Kansas City, Missouri also covers part of Platte, Clay, and Cass Counties.

Therefore, arrest data was requested from the Kansas City, Missouri Police Department's North Patrol Division to add to the published UCR data for Platte County, in order to get a better overall perspective on arrest trends in Platte County. The data from the North Patrol Division was not broken down into the exact same offense categories as the published UCR data for the other law enforcement agencies in Platte County. Therefore, for the purposes of this study, in order to combine the two data sets, certain assumptions had to be made where the specific offense categories differed.<sup>26</sup>

By combining (1) the published UCR data from the other law enforcement agencies in Platte County<sup>27</sup> with (2) the arrest data for Platte County from the KC/MO Police Department's North Patrol Division, the following general findings were made.

- **Total Arrests** — Overall, over the past ten years, the total number of arrests for Part I and Part II offenses in Platte County has remained fairly stable, ranging from a high of 3,284 total arrests in 2009, to a low of 2,651 arrests in 2013. Over the past five years (2013 – 2017), the total number of annual arrests has been generally increasing.

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<sup>26</sup> Arrests for "Drug Offenses" includes "Drug Sale/Manufacture" and "Drug Possession" from the UCR data, and "Narcotics" from the KC/MO PD data;

Arrests for "Vandalism" from the UCR data were combined with arrests for "Property Damage" from the KC/MO PD data;

Arrests for "Rape" from the UCR data were combined with arrests for "Sex Offenses – Forcible" from the KC/MO PD data;

Arrests for "Larceny/Theft" from the UCR data were combined with all arrests for "Stealing" from the KC/MO PD data;

Arrests for "Other Offenses" from the UCR data were combined with arrests for "Other," "Trespassing," "Intimidation," and "Loitering," from the KC/MO PD data;

Arrests for "Fraud" from the UCR data were combined with arrests for "Fraud," "Credit Card / ATM Fraud," and "Impersonation" from the KC/MO PD data; and

Arrests for "Prostitution/Vice" from the UCR data were combined with arrests for "Prostitution" and "Patronizing Prostitution" from the KC/MO PD data.

<sup>27</sup> Reporting law enforcement agencies include the Platte County Sheriff's Office and the police departments of Camden Point, Dearborn, Edgerton, Farley, Ferrelview, Houston Lake, Kansas City Airport, Lake Waukomis, Northmoor, Parkville, Platte City, Platte Woods, Riverside, Tracy, Weatherby Lake, and Weston, and the Western Missouri Cyber Crime Task Force.

Approximately 19 percent of the total arrests were made by the Kansas City, Missouri Police Department. Approximately 81 percent of total arrests were made by other law enforcement agencies in Platte County.

- **Part I Arrests** — Arrests for Part I offenses (the most serious offenses) represent an average of 13 percent of the total arrests by law enforcement agencies in Platte County (including the Kansas City Police Department).

Larceny/theft comprises more than 81 percent of arrests for Part I offenses in Platte County.

Over the past ten years, the number of annual arrests for Part I offenses has remained fairly stable, ranging from a high of 492 arrests for Part I offenses in 2010, to a low of 312 arrests for Part I offenses in 2013.

- **Part II Arrests** — Arrests for Part II offenses (less serious offenses, not including traffic offenses) represent an average of 87 percent of the total arrests by law enforcement agencies in Platte County (including the Kansas City Police Department).

“Other offenses” comprise 51 percent of arrests for Part II offenses in Platte County. Simple assault, drug offenses, and driving under the influence (DUI) comprise 39 percent of arrests for Part II offenses in Platte County.

Over the past ten years, the number of arrests for Part II offenses by law enforcement agencies in Platte County has remained fairly stable, ranging from a high of 2,856 arrests for Part II offenses in 2009, to a low of 2,286 arrests for Part II offenses in 2012.

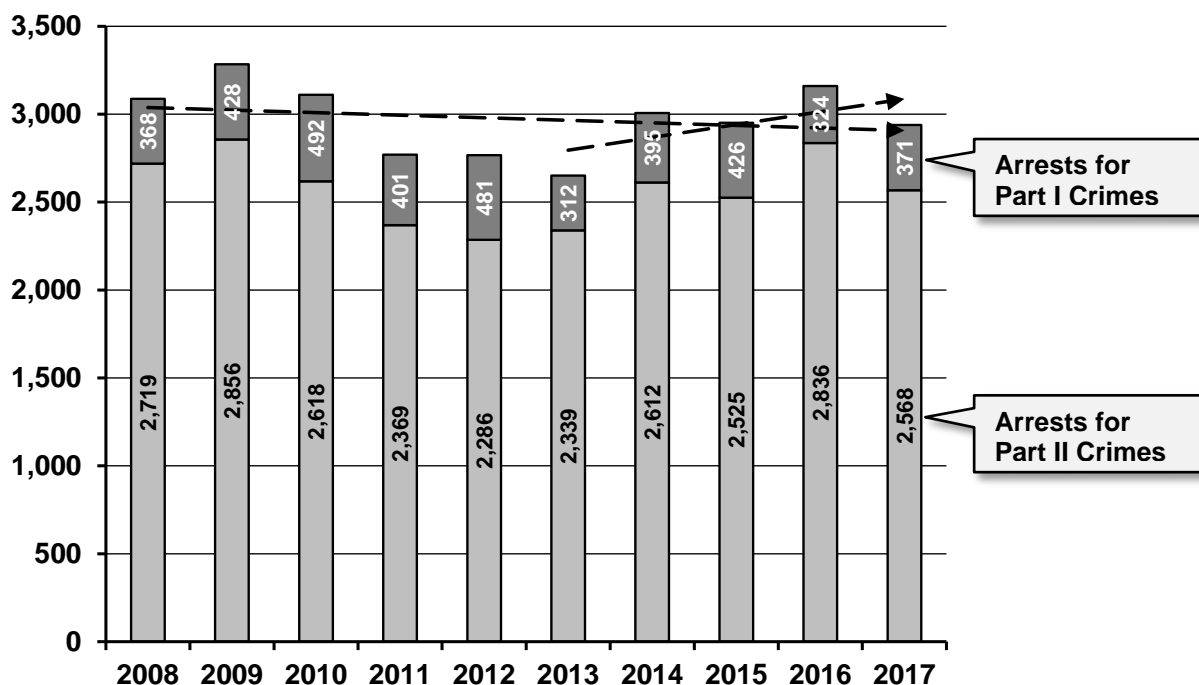
Again, caution must be used when examining and interpreting arrest statistics, particularly when done as part of an analysis of the County’s jail population trends. As previously discussed with regard to crime statistics, annual trends in the number of arrests in the County may or may not reflect trends in the County’s jail population.

*The graph and table on the following two pages show the number and type of arrests by law enforcement agencies in Platte County, including the Kansas City Police Department, over the past ten years of available data (2008 – 2017).*



**Total Arrests for Part I and II Crimes in Platte County (2008 – 2017)**

*Data reported by law enforcement agencies in Platte County,  
including the Kansas City Police Department.*



Crimes	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
<b>Part I Crimes</b>										
Murder / Manslaughter	0	1	1	0	2	0	1	0	1	2
Rape	3	2	3	2	3	0	2	0	6	10
Robbery	12	1	7	7	5	1	3	4	1	5
Aggravated Assault	42	47	32	33	51	31	37	33	32	28
Burglary	19	17	27	13	21	11	15	22	19	6
Larceny / Theft	286	354	418	343	389	251	322	352	251	291
Motor Vehicle Theft	5	3	4	3	10	17	13	15	14	29
Arson	1	3	0	0	0	1	2	0	0	0
<b>Subtotal — Arrests for Part I Crimes</b>	<b>368</b>	<b>428</b>	<b>492</b>	<b>401</b>	<b>481</b>	<b>312</b>	<b>395</b>	<b>426</b>	<b>324</b>	<b>371</b>
<b>Part II Crimes</b>										
Simple Assault	251	302	284	261	242	238	247	222	295	219
Forgery/Counterfeiting	12	10	3	6	7	3	8	3	5	10

# Inmate Population Trends and Projections for Platte County, Missouri

Crimes	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
Fraud	20	18	14	14	11	16	30	46	34	23
Embezzlement	10	7	4	8	12	7	4	9	3	6
Stolen Property	10	5	9	5	9	14	13	4	13	21
Vandalism	61	61	31	34	34	29	34	23	52	35
Weapons Charge	15	6	7	6	7	14	11	9	25	14
Prostitution / Vice	0	1	10	12	17	2	12	17	13	34
Sex Offenses	3	10	10	9	11	12	4	5	10	19
Drug Offenses	283	349	407	335	331	351	324	349	397	386
Gambling	1	1	3	0	1	0	14	10	3	6
Family Offenses	14	16	8	16	8	8	14	21	25	13
DUI	578	497	346	303	292	367	413	330	353	360
Liquor Law	105	174	148	127	151	147	69	32	32	27
Drunk	5	1	0	0	1	2	4	1	3	1
Disorderly Conduct	36	44	25	29	16	24	29	35	26	35
Vagrancy	0	0	0	0	0	0	0	0	0	1
Other Offenses	1,293	1,344	1,303	1,202	1,128	1,096	1,378	1,405	1,542	1,352
Curfew	6	2	2	1	4	7	0	0	1	1
Runaway	16	8	4	1	4	2	4	4	4	5
<b>Subtotal — Arrests for Part II Crimes</b>	<b>2,719</b>	<b>2,856</b>	<b>2,618</b>	<b>2,369</b>	<b>2,286</b>	<b>2,339</b>	<b>2,612</b>	<b>2,525</b>	<b>2,836</b>	<b>2,568</b>
<b>Total Arrests for Part I and II Crimes</b>	<b>3,087</b>	<b>3,284</b>	<b>3,110</b>	<b>2,770</b>	<b>2,767</b>	<b>2,651</b>	<b>3,007</b>	<b>2,951</b>	<b>3,160</b>	<b>2,939</b>

Sources: Missouri Uniform Crime Reporting Program and the Kansas City, Missouri Police Department's North Patrol Division.

In addition to the Kansas City Police Department, reporting law enforcement agencies include the Platte County Sheriff's Office and the police departments of Camden Point, Dearborn, Edgerton, Farley, Ferrelview, Houston Lake, Kansas City Airport, Lake Waukomis, Northmoor, Parkville, Platte City, Platte Woods, Riverside, Tracy, Weatherby Lake, and Weston, and the Western Missouri Cyber Crime Task Force.

### **C. Criminal Case Filings**

The number of criminal case filings can also provide information regarding trends in the County's criminal justice system — trends which may (or may not) influence the size of the County's jail population.

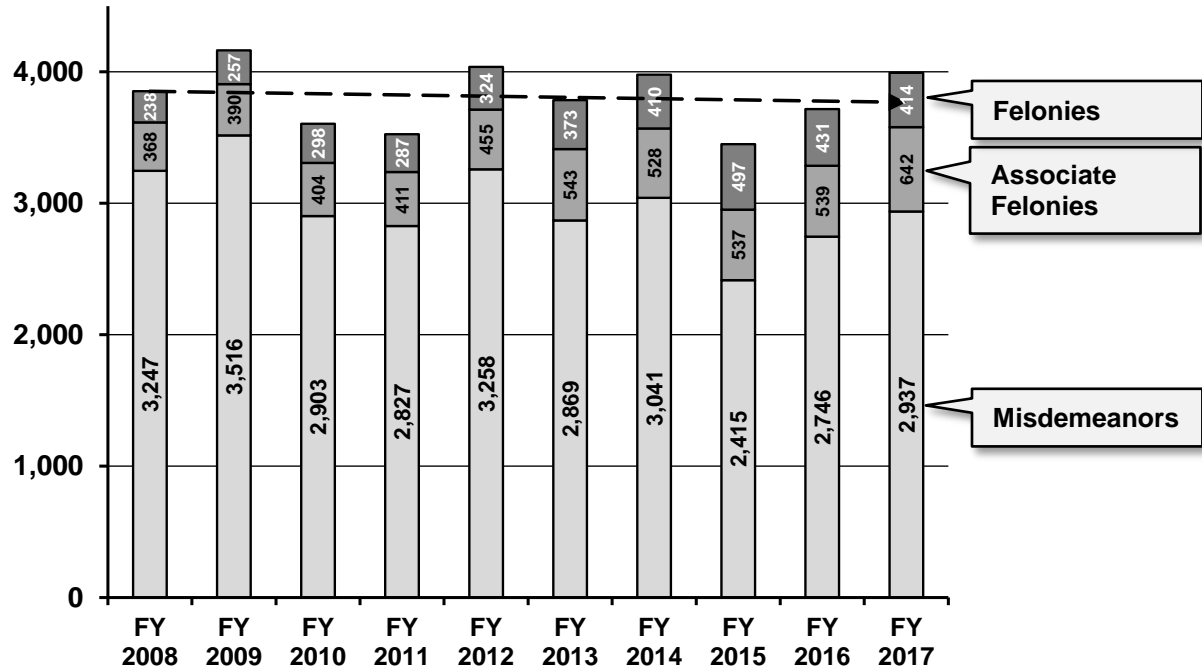
As part of this study, an examination was made of the number and type of criminal case filings in Circuit Court in Platte County over the past ten years of available data (FY 2008 – FY 2017).

- **Total Criminal Case Filings** — Over the past ten years, the total number of criminal case filings for felonies, associate felonies, and misdemeanors in Circuit Court in Platte County has remained fairly stable. During this period, there was an average of 3,811 criminal case filings each year for felonies, associate felonies, and misdemeanors. Total criminal case filings ranged from a high of 4,163 filings in FY 2009, to a low of 3,449 filings in FY 2015.
- **Felonies** — Over the past ten years, the number of felony case filings in Platte County has increased significantly. Felony case filings increased from 238 filings in FY 2008, to a high of 497 filings in FY 2015.
- **Associate Felonies** — Over the past ten years, the number of associate felony case filings in Platte County has also increased significantly. Associate felony case filings increased from 368 filings in FY 2008, to a high of 642 filings in FY 2017.
- **Misdemeanors** — Over the past ten years, the number of misdemeanor case filings in Platte County has declined. Misdemeanor case filings have declined from a high of 3,516 filings in FY 2009, to a low of 2,415 filings in FY 2015.

Again, caution should be used when examining criminal caseload statistics, or drawing correlations between trends in criminal case filings and the County's inmate population.

*The graph and table on the following page show the number and type of criminal case filings in Circuit Court in Platte County over the past ten years of available data.*

**Criminal Case Filings in Circuit Court in Platte County (FY 2008 – FY 2017)**



Criminal Cases	FY 2008	FY 2009	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	FY 2016	FY 2017
Felony	238	257	298	287	324	373	410	497	431	414
Associate Felony	368	390	404	411	455	543	528	537	539	642
Misdemeanors	3,247	3,516	2,903	2,827	3,258	2,869	3,041	2,415	2,746	2,937
<b>Total</b>	<b>3,853</b>	<b>4,163</b>	<b>3,605</b>	<b>3,525</b>	<b>4,037</b>	<b>3,785</b>	<b>3,979</b>	<b>3,449</b>	<b>3,716</b>	<b>3,993</b>

*Source:* Missouri Office of State Courts Administrator, Annual Statistical Report – Circuit Court Profiles, 6th Circuit, FY 2008 – FY 2017.

*Note:* Circuit court criminal cases also include traffic and municipal ordinance violations, but are not included here.

## **D. Other Statistical Indicators**

There are numerous trends and factors that, to some extent, all have an impact on Platte County's criminal justice system, and the County's need for jail services. These trends can be tangible and quantifiable, such as the County's population, or they can be intangible and difficult to quantify, such as public attitudes toward crime and offenders.

The analysis is complicated further by the fact that there is no general agreement as to which factors have the *most* impact, or the most *direct* impact, on the current and future size of the County's jail population. Trends in all components of the criminal justice system — including law enforcement, prosecution, and the courts — all ultimately work in combination to impact the size of the County's jail population.

Trends in Platte County's probation system may also have a more direct impact on the County's jail needs (than crime and arrest trends). In the criminal justice "system," there is a closer "nexus" between probation population trends and jail population trends. Historical data and trends in the number of referrals to probation, the average daily probation caseload, and the rate (and type) of probation violations all present opportunities to identify and address factors that may be contributing to the County's growing jail population.

Further analysis of trends in these and other areas may help Platte County in its efforts to manage and control its future jail population growth — but goes beyond the scope of this study.

### **3. Inmate Population Trends**

Of all statistical indicators, past inmate population trends provide the best information with regard to the County's utilization of jail beds. While crime trends, arrests trends, criminal case filing trends, and the County's general population all have an impact, to some extent, on Platte County's demand for jail services, it is clear that the number of bookings and the jail's average daily population (ADP) provide the most direct information regarding trends in the County's actual utilization of jail beds.

Most of the inmates at the Platte County Detention Center are considered "state inmates," in that they are charged with state offenses (but who are in the custody of the Platte County Sheriff). The Detention Center also houses a number of "ICE detainees" for the U.S. Immigration and Customs Enforcement (ICE). For planning purposes, it was important to analyze these two inmate populations separately, and not lump together the whole inmate population — in order to focus on Platte County's own incarceration needs, first and foremost.

Therefore, this section is organized to show the inmate population trends separately for:

- State inmates;
- ICE detainees; and
- Total inmates.

*Municipal Inmates* — It should be noted that the Detention Center also houses a few municipal inmates (charged with municipal ordinance violations, but in the custody of the Sheriff). For the purposes of this report, data on the few municipal inmates are included in the data on state inmates.

For each of these inmate groups, an examination was made of (1) the number of jail bookings, and (2) the Average Daily Population (ADP), for each month since 2008, to provide 11 years of data and trend analysis.

- **Bookings** — The number of bookings is an important indicator of the quantity and frequency of people being processed into (and subsequently out of) the Detention Center. Admissions and releases also have an impact on the size of the overall jail population, as they are part of the calculations involved with estimating the Average Length of Stay (ALOS). Trends in the volume of bookings can also provide an insight into the demands placed on the facility's intake and release area, and the staffing needed to process inmates into (and out of) the facility.

- **Average Daily Population (ADP)** — ADP is one of the single most important indicators in assessing the need for jail beds. The ADP is a statistical calculation used to establish the average inmate population at any given point in time, since the jail population is constantly in a state of flux, with admissions and releases occurring on a daily basis.

An examination was also made of the inmate population by gender, to separately analyze trends in the number of male and female inmates being held at the Detention Center. In addition, the high and low inmate population range was examined to determine how much the County's inmate population fluctuates each month, and to measure its routine monthly peaks.

It should be noted that compiling and validating this data for analysis back to 2008 required a significant effort. Monthly ADP and the high/low population range required tabulating data from almost 4,000 daily inmate counts. Data on the ADP of ICE detainees required a manual review of 132 monthly invoices to document the number of inmate-days (or "detainee-days") billed to ICE each month.

*The following pages provide an inmate population profile, and a detailed narrative overview, graphs (charts), and data tables on the inmate population trends at the Platte County Detention Center since 2008.*

## **A. Inmate Population Profile**

The U.S. Bureau of Justice Statistics conducts an annual survey of jails across the country. The results of this survey provide a "snapshot" profile of the inmate population at the Platte County Detention Center.

*The table on the following page shows the survey questions and responses to the 2018 Annual Survey of Jails for the Platte County Detention Center.*

**Platte County Detention Center  
2018 Annual Survey of Jails, U.S. Bureau of Justice Statistics**

<b>Survey Question</b>	<b>Number</b>	<b>Percent</b>
Persons confined in jail on June 29, 2018	194	100%
Adult Males	147	76%
Adult Females	<u>47</u>	<u>24%</u>
	194	100%
Convicted	30	15%
Unconvicted	<u>164</u>	<u>85%</u>
	194	100%
Felony	139	72%
Misdemeanor	19	10%
Other (Municipal, ICE, or courtesy hold)	<u>36</u>	<u>19%</u>
	194	100%
White	117	60%
Black or African American	54	28%
Hispanic or Latino	19	10%
Other	<u>4</u>	<u>2%</u>
	194	100%
Held for Platte County	160	82%
Held for Federal authorities (ICE)	19	10%
Held for State prison authorities	<u>15</u>	<u>8%</u>
	194	100%
Average Daily Population for June 2018		
• Males	151	83%
• Females	<u>32</u>	<u>17%</u>
	183	100%
Highest inmate population in June 2018	206	
Jail capacity	180	
Admissions (July 1, 2017 – June 30, 2018)		
• Males	3,038	71%
• Females	<u>1,219</u>	<u>29%</u>
	4,257	100%
Releases (July 1, 2017 – June 30, 2018)		
• Males	3,507	83%
• Females	<u>739</u>	<u>17%</u>
	4,246	100%



## Distribution by Jurisdiction

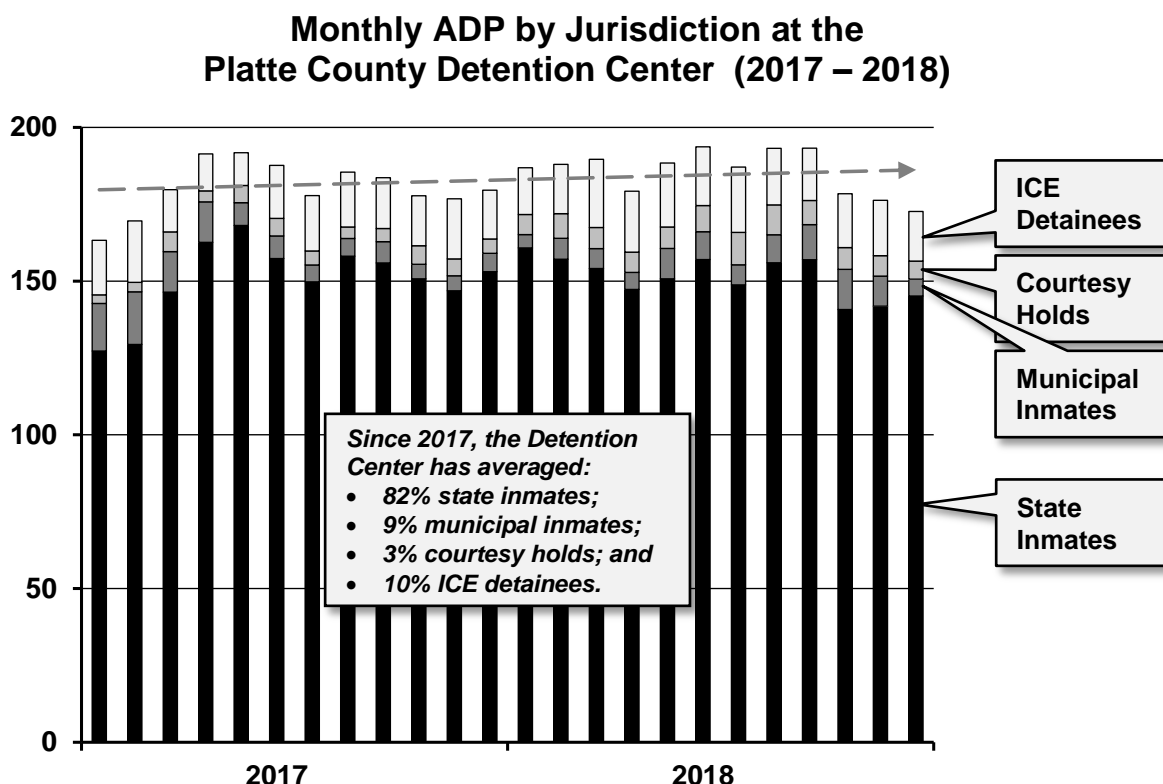
The inmate population at the Platte County Detention Center consists of:

- State inmates (inmates charged with state offenses);
- Municipal inmates (inmates charged with municipal offenses);
- Courtesy holds (primarily one-for-one inmate swaps with other counties); and
- ICE detainees (inmates held for U.S. Immigration & Customs Enforcement).

A review of monthly data for the past two years (2017 – 2018) shows that, on average, the inmate population at the Detention Center has consisted of:

- 82 percent state inmates;
- 5 percent municipal inmates;
- 3 percent courtesy holds; and
- 10 percent ICE detainees.

*The following graph and the table on the following page show the monthly distribution of the Detention Center's inmate population by jurisdiction over the past two years.*



# Inmate Population Trends and Projections for Platte County, Missouri

Month	State Inmates	Municipal Inmates	Courtesy Holds	ICE Detainees	Total ADP
Jan 2017	127	15	3	18	163
Feb 2017	129	17	3	20	170
Mar 2017	146	13	6	14	180
Apr 2017	163	13	4	12	191
May 2017	168	7	6	11	192
June 2017	157	7	6	17	188
July 2017	150	6	5	18	178
Aug 2017	158	6	4	18	185
Sept 2017	156	7	4	17	184
Oct 2017	151	5	6	16	178
Nov 2017	147	5	6	20	177
Dec 2017	153	6	5	16	180
Jan 2018	161	4	7	15	187
Feb 2018	157	7	8	16	188
Mar 2018	154	7	7	22	190
Apr 2018	147	6	7	20	179
May 2018	151	10	7	21	188
June 2018	157	9	8	19	194
July 2018	149	7	11	21	187
Aug 2018	156	9	10	18	193
Sept 2018	157	11	8	17	193
Oct 2018	141	13	7	17	178
Nov 2018	142	10	7	18	176
Dec 2018	145	5	6	16	173
<b>Average</b>	<b>151</b>	<b>9</b>	<b>6</b>	<b>17</b>	<b>183</b>

## **B. State Inmates**

For purposes of this study, “state inmates” are defined as those inmates who are charged with state offenses, and who are in the custody of the Platte County Sheriff. (Municipal inmates are included in the data on state inmates.)

### **Bookings — State Inmates**

The Platte County Detention Center booked a total of:

- 4,015 state inmates in 2008;
- 3,933 state inmates in 2009;
- 3,769 state inmates in 2010;
- 3,604 state inmates in 2011;
- 3,477 state inmates in 2012;
- 3,589 state inmates in 2013;
- 3,806 state inmates in 2014;
- 3,490 state inmates in 2015;
- 4,311 state inmates in 2016;
- 4,112 state inmates in 2017; and
- 4,151 state inmates in 2018.

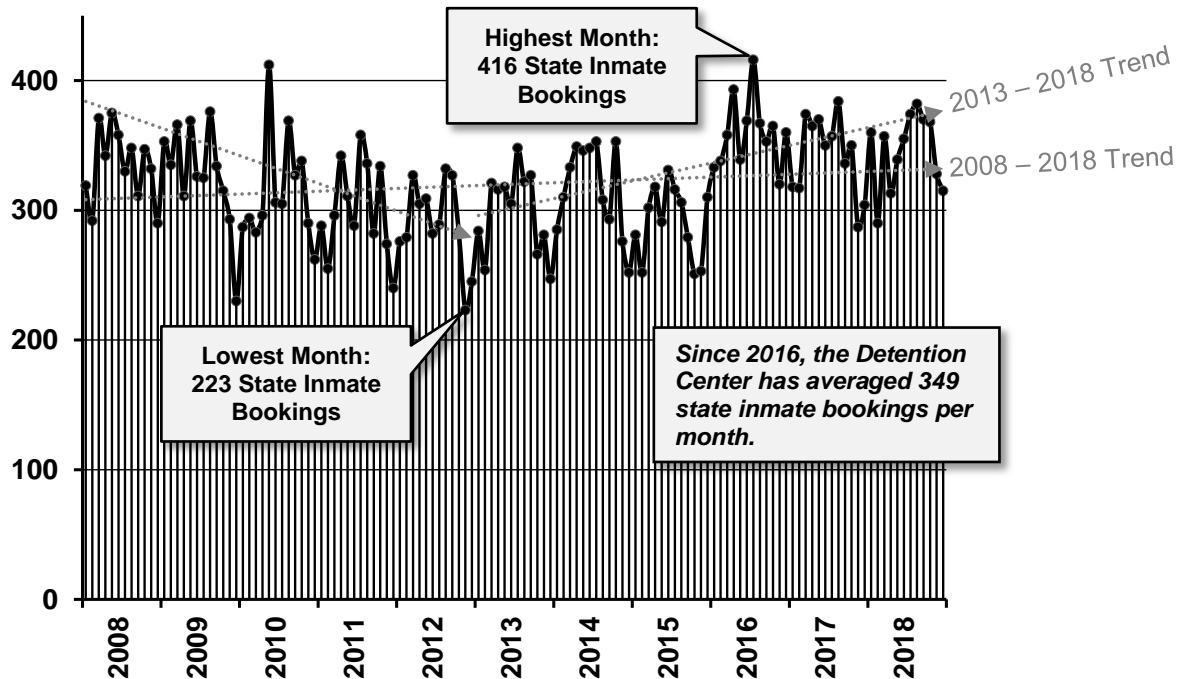
Since 2016, the Detention Center has averaged 349 bookings for state inmates each month.

Since 2008, the number of bookings for state inmates each month has ranged from a high of 416 bookings in July 2016, to a low of 223 bookings in November 2012.

Overall, since 2008, the trend in the number of bookings for state inmates each month has increased only slightly. However, the trend in monthly bookings generally declined from 2008 to 2012, and has then been increasing since 2013.

*The graph and table on the following page show the number of bookings for state inmates at the Detention Center for each month from 2008 to 2018, including the high, low, and trendlines.*

**Monthly Jail Bookings — State Inmates  
at the Platte County Detention Center (2008 – 2018)**



Month	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
January	319	353	287	288	276	284	285	281	333	318	360
February	292	335	294	255	279	254	310	252	338	317	290
March	371	366	283	296	327	321	333	302	358	374	357
April	342	311	296	342	305	316	349	318	393	365	313
May	375	369	412	311	309	318	346	291	339	370	339
June	358	326	306	288	282	305	348	331	369	350	355
July	330	325	305	358	289	348	353	316	416	357	374
August	348	376	369	336	332	322	308	306	367	384	382
September	311	334	327	282	327	327	293	279	353	336	370
October	347	315	338	334	283	266	353	251	365	350	368
November	332	293	290	274	223	281	276	253	320	287	328
December	290	230	262	240	245	247	252	310	360	304	315
<b>Monthly Average</b>	<b>335</b>	<b>328</b>	<b>314</b>	<b>300</b>	<b>290</b>	<b>299</b>	<b>317</b>	<b>291</b>	<b>359</b>	<b>343</b>	<b>346</b>
<b>Annual Total</b>	<b>4,015</b>	<b>3,933</b>	<b>3,769</b>	<b>3,604</b>	<b>3,477</b>	<b>3,589</b>	<b>3,806</b>	<b>3,490</b>	<b>4,311</b>	<b>4,112</b>	<b>4,151</b>

*Note: Data is for state inmates (and municipal inmates) only. Data does not include ICE detainees.*

### **Average Daily Population — State Inmates**

The Platte County Detention Center held an ADP of:

- 86 state inmates in 2008;
- 94 state inmates in 2009;
- 97 state inmates in 2010;
- 104 state inmates in 2011;
- 125 state inmates in 2012;
- 131 state inmates in 2013;
- 130 state inmates in 2014;
- 119 state inmates in 2015;
- 140 state inmates in 2016;
- 164 state inmates in 2017; and
- 167 state inmates in 2018.

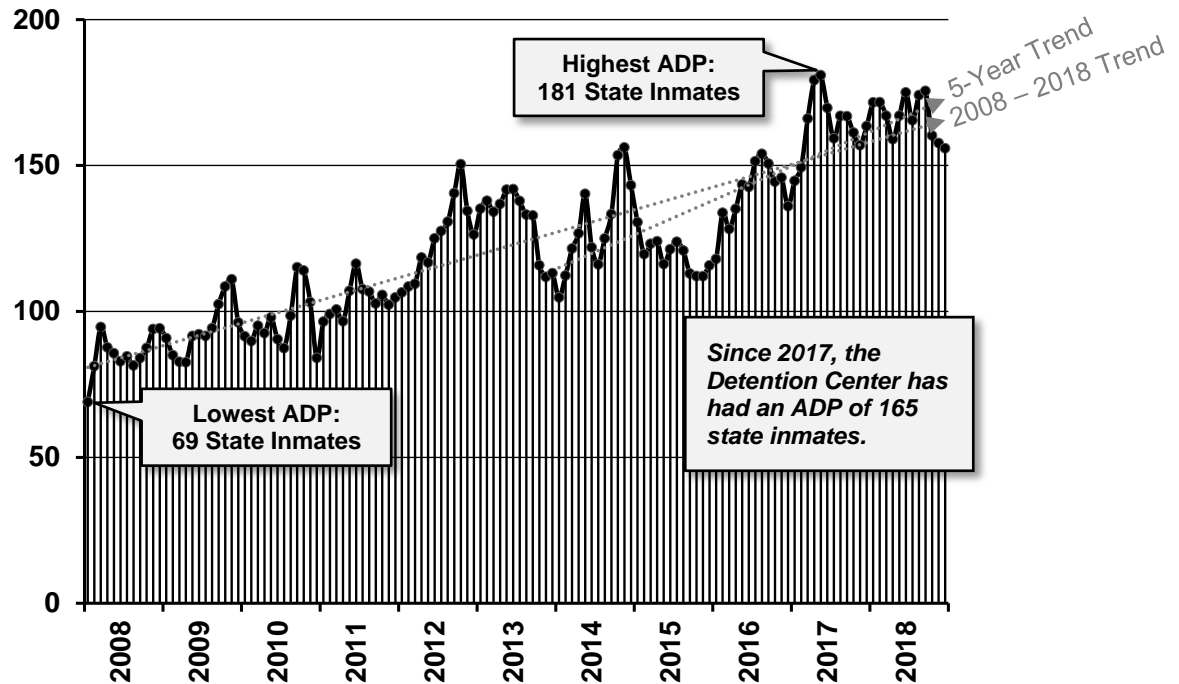
Since 2017, the Detention Center has held an ADP of 165 state inmates each month.

Since 2008, the ADP for state inmates each month has ranged from a high of 181 state inmates in May 2017, to a low of 69 state inmates back in January 2008.

Overall, since 2008, the trend in the ADP for state inmates each month has shown strong and steady growth. Over the past five years, the ADP for state inmates has been increasing at an even greater rate.

*The graph and table on the following page show the ADP of state inmates at the Detention Center for each month from 2008 to 2018, including the high, low, and trendlines.*

**Monthly Average Daily Population (ADP) — State Inmates  
at the Platte County Detention Center (2008 – 2018)**



Month	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
January	69	91	91	97	107	135	105	131	118	145	172
February	81	85	90	99	109	138	112	120	134	149	172
March	95	83	95	101	109	134	122	123	128	166	167
April	88	83	93	97	119	137	127	124	135	179	159
May	86	92	98	107	117	142	140	116	143	181	167
June	83	92	90	116	125	142	122	121	143	170	175
July	85	92	87	108	128	138	116	124	151	159	165
August	81	94	99	107	131	133	125	121	154	167	174
September	84	102	115	103	141	133	133	113	151	167	176
October	87	109	114	106	150	116	154	112	144	161	160
November	94	111	103	102	134	112	156	112	146	157	158
December	94	96	84	105	126	113	143	116	136	163	156
<b>Annual ADP</b>	<b>86</b>	<b>94</b>	<b>97</b>	<b>104</b>	<b>125</b>	<b>131</b>	<b>130</b>	<b>119</b>	<b>140</b>	<b>164</b>	<b>167</b>

*Note:* Data is for state inmates (and municipal inmates) only. Data does not include ICE detainees.

### **C. ICE Detainees**

In addition to “state inmates,” the Platte County Detention Center also houses a number of “ICE detainees” for the U.S. Immigration and Customs Enforcement (ICE).

#### **Bookings — ICE Detainees**

The Platte County Detention Center booked a total of:

- 579 ICE detainees in 2008;
- 153 ICE detainees in 2009;
- 171 ICE detainees in 2010;
- 132 ICE detainees in 2011;
- 56 ICE detainees in 2012;
- 36 ICE detainees in 2013;
- 43 ICE detainees in 2014;
- 62 ICE detainees in 2015;
- 183 ICE detainees in 2016;
- 256 ICE detainees in 2017; and
- 185 ICE detainees in 2018.

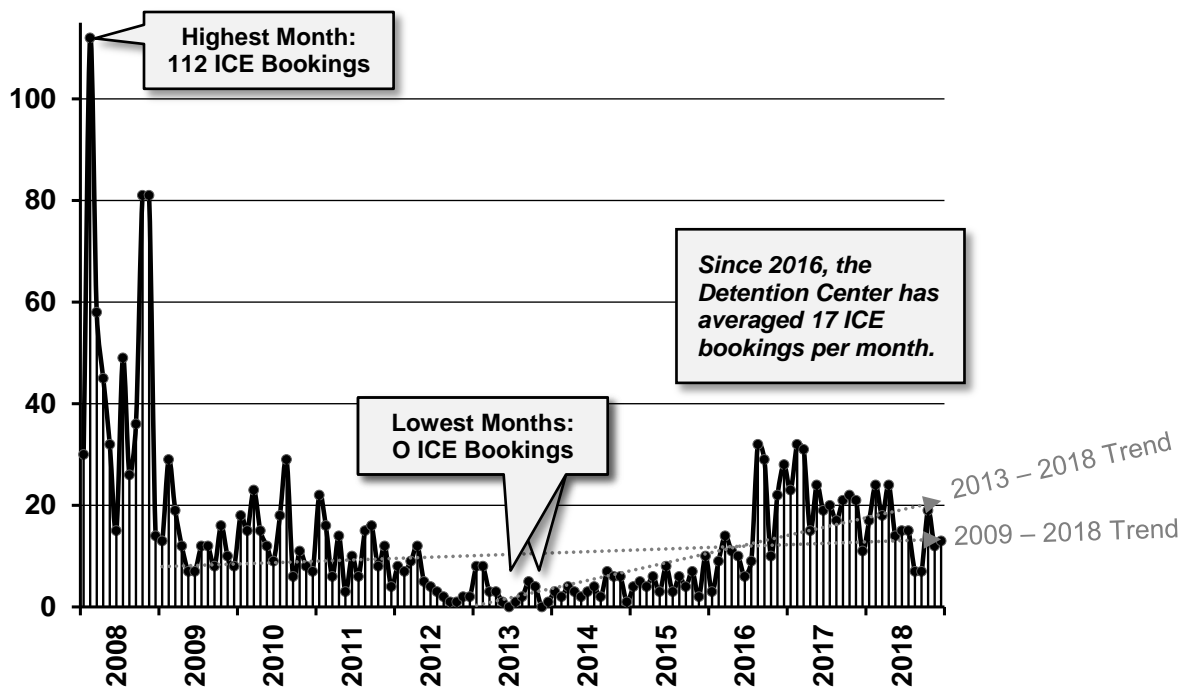
Since 2016, the Detention Center has averaged 17 bookings of ICE detainees each month.

Since 2008, the number of bookings of ICE detainees each month has ranged from a high of 112 bookings back in February 2008, to a low of no bookings in June and November 2013.

Overall, since 2009, the trend in the number of bookings for ICE detainees each month has increased only slightly. However, the trend in monthly bookings has been increasing at a greater rate since 2013.

*The graph and table on the following page show the number of bookings for ICE detainees at the Detention Center for each month from 2008 to 2018, including the high, low, and trendlines.*

**Monthly Bookings — ICE Detainees  
at the Platte County Detention Center (2008 – 2018)**



Month	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
January	30	13	18	22	8	8	3	4	3	23	17
February	112	29	15	16	7	8	2	5	9	32	24
March	58	19	23	6	9	3	4	4	14	31	18
April	45	12	15	14	12	3	3	6	11	15	24
May	32	7	12	3	5	1	2	3	10	24	14
June	15	7	9	10	4	0	3	8	6	19	15
July	49	12	18	6	3	1	4	3	9	20	15
August	26	12	29	15	2	2	2	6	32	17	7
September	36	8	6	16	1	5	7	4	29	21	7
October	81	16	11	8	1	4	6	7	10	22	19
November	81	10	8	12	2	0	6	2	22	21	12
December	14	8	7	4	2	1	1	10	28	11	13
<b>Monthly Average</b>	<b>48</b>	<b>13</b>	<b>14</b>	<b>11</b>	<b>5</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>15</b>	<b>21</b>	<b>15</b>
<b>Annual Total</b>	<b>579</b>	<b>153</b>	<b>171</b>	<b>132</b>	<b>56</b>	<b>36</b>	<b>43</b>	<b>62</b>	<b>183</b>	<b>256</b>	<b>185</b>

Note: Data is for ICE detainees only. Data does not include state inmates (or municipal inmates).



### **Average Daily Population — ICE Detainees**

The Platte County Detention Center held an ADP of:

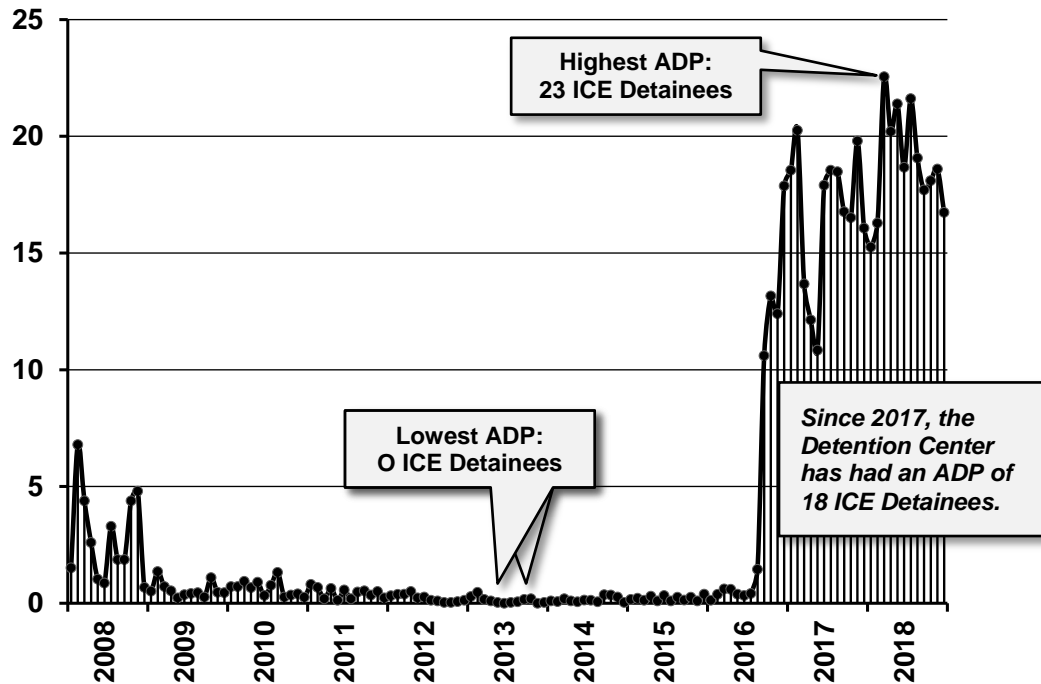
- 3 ICE detainees in 2008;
- 1 ICE detainee in 2009 and 2010;
- 0 ICE detainees in 2011, 2012, 2013, 2014, and 2015;
- 5 ICE detainees in 2016;
- 17 ICE detainees in 2017; and
- 19 ICE detainees in 2018.

Since 2017, the Detention Center has held an ADP of 18 ICE detainees each month.

Since 2008, the ADP for ICE detainees each month has ranged from a high of 23 ICE detainees in March 2018, to a low of 0 – 1 ICE detainees for 2009 through August 2016.

*The graph and table on the following page show the ADP of ICE detainees at the Detention Center for each month from 2008 to 2018, including the high and low range.*

**Monthly Average Daily Population (ADP) — ICE Detainees  
at the Platte County Detention Center (2008 – 2018)**



Month	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
January	2	1	1	1	0	0	0	0	0	19	15
February	7	1	1	1	0	0	0	0	0	20	16
March	4	1	1	0	0	0	0	0	1	14	23
April	3	1	1	1	1	0	0	0	1	12	20
May	1	0	1	0	0	0	0	0	0	11	21
June	1	0	0	1	0	0	0	0	0	18	19
July	3	0	1	0	0	0	0	0	0	19	22
August	2	0	1	0	0	0	0	0	1	18	19
September	2	0	0	1	0	0	0	0	11	17	18
October	4	1	0	0	0	0	0	0	13	17	18
November	5	0	0	1	0	0	0	0	12	20	19
December	1	0	0	0	0	0	0	0	18	16	17
<b>Annual ADP</b>	<b>3</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>5</b>	<b>17</b>	<b>19</b>

Note: Data is for ICE detainees only. Data does not include state inmates (or municipal inmates).

**Average Length of Stay — ICE Detainees**

In addition to the larger number of ICE detainees being held at the Detention Center over the past two years, the detainees are being held for longer periods of time (and turning over less frequently), as reflected in their annual Average Length of Stay (ALOS).

**Average Length of Stay (ALOS) of ICE Detainees  
at the Platte County Detention Center (2008 – 2018)**

	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
ICE Bookings	579	153	171	132	56	36	43	62	183	256	185
ICE Inmate-Days	1,033	207	233	160	78	46	57	75	1,784	6,058	6,887
<b>Annual ALOS</b>	<b>1.8 Days</b>	<b>1.4 Days</b>	<b>1.4 Days</b>	<b>1.2 Days</b>	<b>1.4 Days</b>	<b>1.3 Days</b>	<b>1.3 Days</b>	<b>1.2 Days</b>	<b>9.7 Days</b>	<b>23.7 Days</b>	<b>37.2 Days</b>

**Revenue from Housing ICE Detainees**

U.S. Immigration and Customs Enforcement is billed on a monthly basis for the number of days for which housing has been provided for ICE detainees. Housing is billed at the rate of \$77.90 per ICE detainee per day.

Since 2008, Platte County has received approximately \$1.3 million from the federal government for housing ICE detainees at the Detention Center — over \$1 million of which was invoiced over the past two years (2017 – 2018).

**Revenue from Housing ICE Detainees at the  
Platte County Detention Center (2008 – 2018)**

	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
<b>Annual Revenue</b>	<b>\$80,471</b>	<b>\$16,125</b>	<b>\$18,151</b>	<b>\$12,464</b>	<b>\$6,076</b>	<b>\$3,583</b>	<b>\$4,440</b>	<b>\$5,843</b>	<b>\$138,974</b>	<b>\$471,918</b>	<b>\$536,497</b>

## **D. Total Inmates**

The total inmate population at the Platte County Detention Center (“total inmates”) includes the combined data for both the “state inmates” and the “ICE detainees.”

### **Bookings — Total Inmates**

The Platte County Detention Center booked a total of:

- 4,594 total inmates in 2008;
- 4,086 total inmates in 2009;
- 3,940 total inmates in 2010;
- 3,736 total inmates in 2011;
- 3,533 total inmates in 2012;
- 3,625 total inmates in 2013;
- 3,849 total inmates in 2014;
- 3,552 total inmates in 2015;
- 4,494 total inmates in 2016;
- 4,368 total inmates in 2017; and
- 4,336 total inmates in 2018.

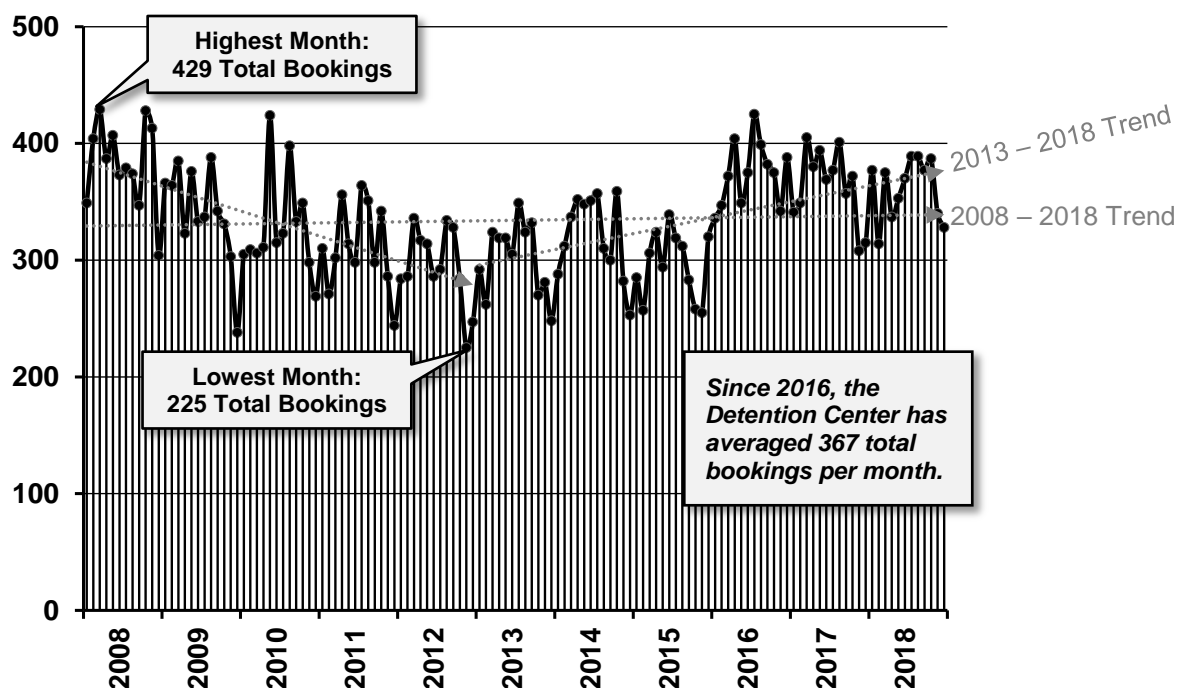
Since 2016, the Detention Center has averaged 367 total bookings each month.

Since 2008, the total number of bookings each month has ranged from a high of 429 total bookings back in March 2008, to a low of 225 total bookings in November 2012.

Overall, since 2008, the trend in the total number of bookings each month has remained fairly flat. The trend in total monthly bookings generally declined from 2008 to 2012, and has then been increasing since 2013 — reflecting the trends in the bookings of state inmates during that period.

*The graph and table on the following page show the total number of bookings at the Detention Center for each month from 2008 to 2018, including the high, low, and trendlines.*

**Monthly Jail Bookings — Total Inmates  
at the Platte County Detention Center (2008 – 2018)**



Month	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
January	349	366	305	310	284	292	288	285	336	341	377
February	404	364	309	271	286	262	312	257	347	349	314
March	429	385	306	302	336	324	337	306	372	405	375
April	387	323	311	356	317	319	352	324	404	380	337
May	407	376	424	314	314	319	348	294	349	394	353
June	373	333	315	298	286	305	351	339	375	369	370
July	379	337	323	364	292	349	357	319	425	377	389
August	374	388	398	351	334	324	310	312	399	401	389
September	347	342	333	298	328	332	300	283	382	357	377
October	428	331	349	342	284	270	359	258	375	372	387
November	413	303	298	286	225	281	282	255	342	308	340
December	304	238	269	244	247	248	253	320	388	315	328
<b>Monthly Average</b>	<b>383</b>	<b>341</b>	<b>328</b>	<b>311</b>	<b>294</b>	<b>302</b>	<b>321</b>	<b>296</b>	<b>375</b>	<b>364</b>	<b>361</b>
<b>Annual Total</b>	<b>4,594</b>	<b>4,086</b>	<b>3,940</b>	<b>3,736</b>	<b>3,533</b>	<b>3,625</b>	<b>3,849</b>	<b>3,552</b>	<b>4,494</b>	<b>4,368</b>	<b>4,336</b>

*Note: Data includes all state inmates, municipal inmates, and ICE detainees.*

### **Average Daily Population — Total Inmates**

The Platte County Detention Center held an ADP of:

- 88 total inmates in 2008;
- 95 total inmates in 2009;
- 97 total inmates in 2010;
- 104 total inmates in 2011;
- 125 total inmates in 2012;
- 131 total inmates in 2013;
- 130 total inmates in 2014;
- 120 total inmates in 2015;
- 145 total inmates in 2016;
- 180 total inmates in 2017; and
- 186 total inmates in 2018.

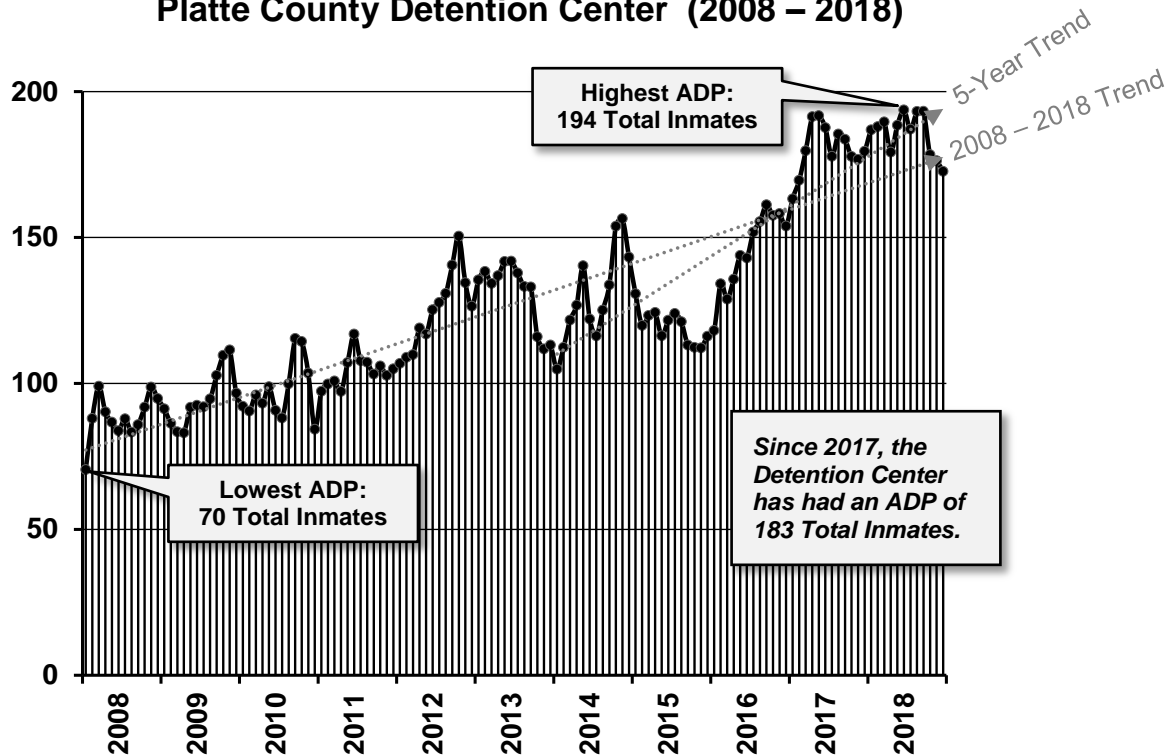
Since 2017, the Detention Center has held an ADP of 183 total inmates each month.

Since 2008, the total ADP each month has ranged from a high of 194 total inmates in June 2018, to a low of 70 total inmates back in January 2008.

Overall, since 2008, the trend in the total ADP each month has shown strong and steady growth. Over the past five years, the total ADP has been increasing at an even greater rate — again, reflecting the trends in the ADP of state inmates during that period.

*The graph and table on the following page show the total ADP at the Detention Center for each month from 2008 to 2018, including the high, low, and trendlines.*

**Monthly Average Daily Population (ADP) — Total Inmates  
Platte County Detention Center (2008 – 2018)**



Month	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
January	70	91	92	97	107	135	105	131	118	163	187
February	88	86	91	100	109	138	112	120	134	170	188
March	99	83	96	101	110	134	122	123	129	180	190
April	90	83	93	97	119	137	127	124	136	191	179
May	87	92	99	107	117	142	140	116	144	192	188
June	84	93	91	117	125	142	122	122	143	188	194
July	88	92	88	108	128	138	116	124	152	178	187
August	83	95	100	107	131	133	125	121	155	185	193
September	86	103	115	103	141	133	134	113	161	184	193
October	92	110	114	106	150	116	154	112	158	178	178
November	99	111	104	103	135	112	156	112	158	177	176
December	95	97	84	105	126	113	143	116	154	180	173
<b>Annual ADP</b>	<b>88</b>	<b>95</b>	<b>97</b>	<b>104</b>	<b>125</b>	<b>131</b>	<b>130</b>	<b>120</b>	<b>145</b>	<b>180</b>	<b>186</b>

Note: Data includes all state inmates, municipal inmates, and ICE detainees.

### **E. Inmate Population by Gender**

The inmate population data was also broken down by gender, to assess trends in the size and distribution of male and female inmates at the Platte County Detention Center.

The inmate population at the Detention Center has consisted of an annual ADP of:

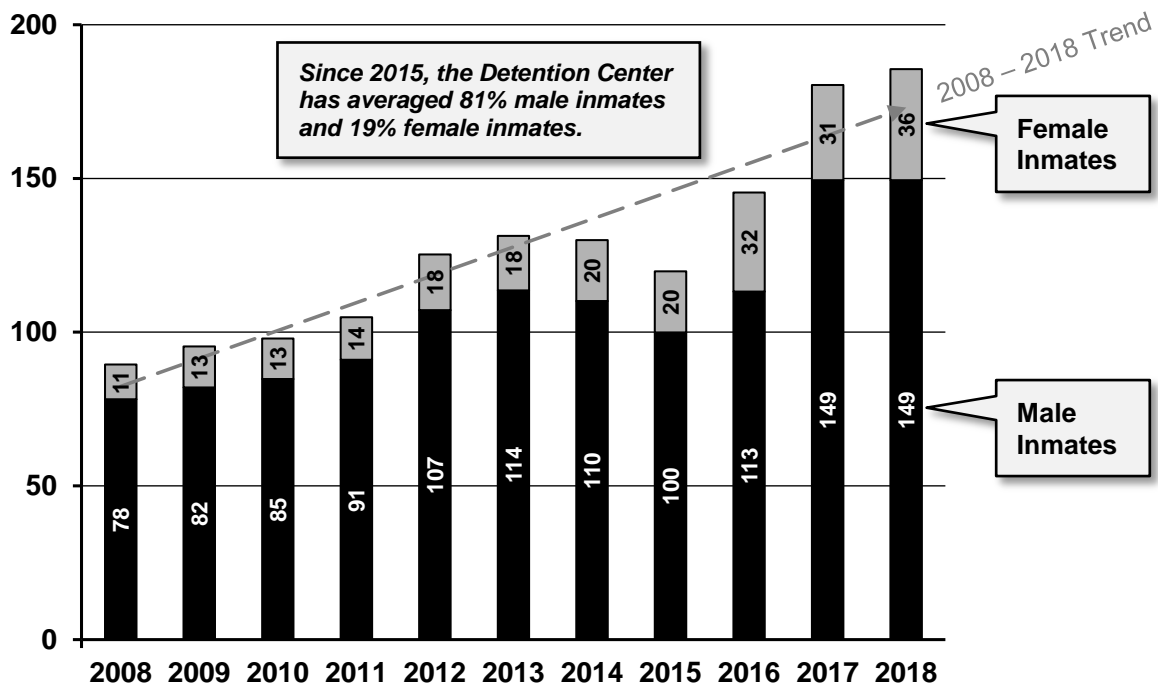
- 78 males (87%) and 11 (13%) females in 2008;
- 82 males (86%) and 13 (14%) females in 2009;
- 85 males (87%) and 13 (13%) females in 2010;
- 91 males (87%) and 14 (13%) females in 2011;
- 107 males (86%) and 18 (14%) females in 2012;
- 114 males (87%) and 18 (13%) females in 2013;
- 110 males (85%) and 20 (15%) females in 2014;
- 100 males (83%) and 20 (17%) females in 2015;
- 113 males (78%) and 32 (22%) females in 2016;
- 149 males (83%) and 31 (17%) females in 2017; and
- 149 males (81%) and 36 (19%) females in 2018.

Since 2015, the Detention Center has averaged 81 percent male inmates and 19 percent female inmates.

*The graph and table on the following page show the annual distribution of male and female inmates in the Platte County Detention Center for 2008 through 2018.*



**Annual ADP by Gender at the  
Platte County Detention Center (2008 – 2018)**



Gender	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Male Inmates	78	82	85	91	107	114	110	100	113	149	149
Female Inmates	11	13	13	14	18	18	20	20	32	31	36
Annual ADP	89	95	98	105	125	131	130	120	145	180	186

Gender	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Male Inmates	87%	86%	87%	87%	86%	87%	85%	83%	78%	83%	81%
Female Inmates	13%	14%	13%	13%	14%	13%	15%	17%	22%	17%	19%
Annual ADP	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

Notes: Data includes all state inmates, municipal inmates, and ICE detainees.

## **Male Inmates**

Since 2008, the ADP of male inmates each month has shown strong and steady growth, ranging from a high of 159 male inmates in May 2017, to a low of 61 male inmates back in January 2008.

Since 2017, the Detention Center has had an ADP of 149 male inmates.

*The graph and table on the following page show the ADP of male inmates at the Detention Center for each month from 2008 through 2018, including the high, low, and trendlines.*

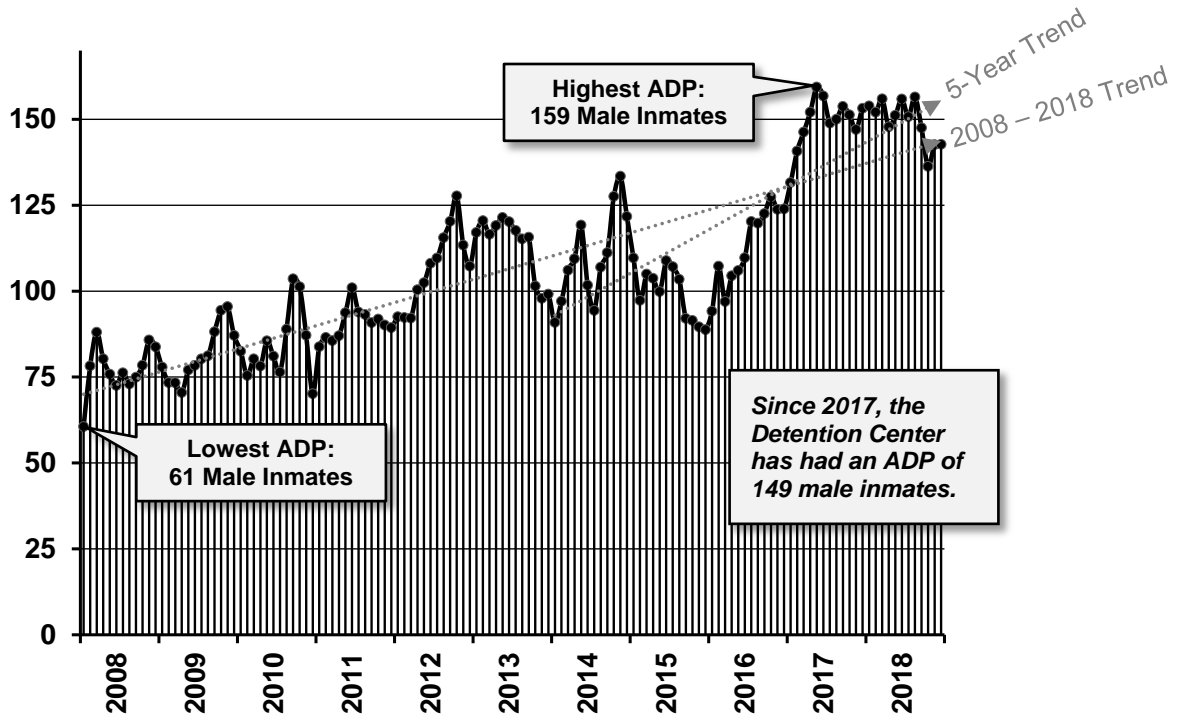
## **Female Inmates**

Since 2008, the ADP of female inmates each month has shown strong and steady growth, ranging from a high of 46 female inmates in September 2018, to a low of 10 female inmates during several months back in 2008 – 2011.

Since 2017, the Detention Center has had an ADP of 34 female inmates.

*The graph and table following the next page show the ADP of female inmates at the Detention Center for each month from 2008 through 2018, including the high, low, and trendlines.*

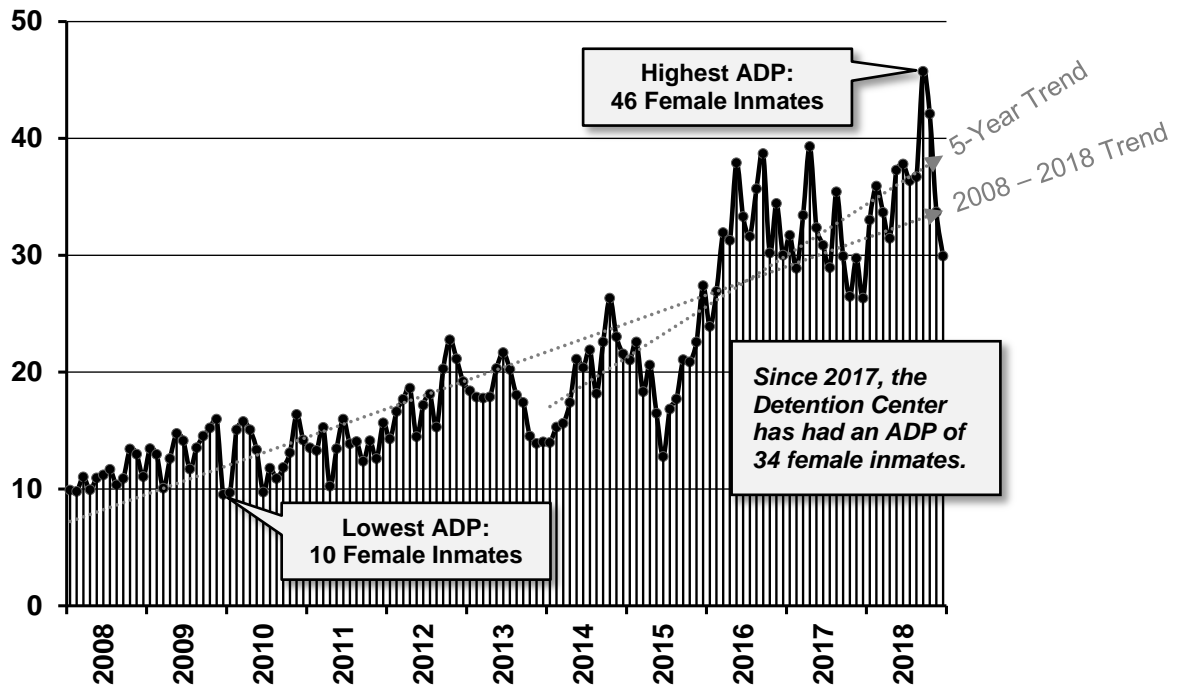
**Monthly Average Daily Population (ADP) — Male Inmates  
at the Platte County Detention Center (2008 – 2018)**



Month	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
January	61	78	82	84	93	117	91	110	94	132	154
February	78	73	75	87	92	121	97	97	107	141	152
March	88	73	80	86	92	117	106	105	97	146	156
April	80	70	78	87	100	119	109	104	104	152	148
May	76	77	86	94	102	121	119	100	106	159	151
June	73	78	81	101	108	120	102	109	110	157	156
July	76	80	76	94	110	118	94	107	120	149	151
August	73	81	89	93	116	115	107	103	120	150	156
September	75	88	104	91	120	116	111	92	123	154	148
October	78	94	101	92	128	101	128	91	127	151	136
November	86	96	87	90	113	98	133	90	124	147	143
December	84	87	70	89	107	99	122	89	124	153	143
<b>Annual ADP</b>	<b>77</b>	<b>81</b>	<b>84</b>	<b>91</b>	<b>107</b>	<b>113</b>	<b>110</b>	<b>100</b>	<b>113</b>	<b>149</b>	<b>149</b>

*Note:* Data includes all state inmates, municipal inmates, and ICE detainees.

**Monthly Average Daily Population (ADP) — Female Inmates  
at the Platte County Detention Center (2008 – 2018)**



Month	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
January	10	13	10	14	14	18	14	21	24	32	33
February	10	13	15	13	17	18	15	23	27	29	36
March	11	10	16	15	18	18	16	18	32	33	34
April	10	13	15	10	19	18	17	21	31	39	31
May	11	15	13	13	14	20	21	16	38	32	37
June	11	14	10	16	17	22	20	13	33	31	38
July	12	12	12	14	18	20	22	17	32	29	36
August	10	14	11	14	15	18	18	18	36	35	37
September	11	15	12	12	20	17	23	21	39	30	46
October	13	15	13	14	23	15	26	21	30	26	42
November	13	16	16	13	21	14	23	23	34	30	34
December	11	10	14	16	19	14	22	27	30	26	30
<b>Annual ADP</b>	<b>11</b>	<b>13</b>	<b>13</b>	<b>14</b>	<b>18</b>	<b>18</b>	<b>20</b>	<b>20</b>	<b>32</b>	<b>31</b>	<b>36</b>

*Note:* Data includes state inmates, municipal inmates, and ICE detainees.

## **F. High / Low Inmate Population**

While the ADP is used for measuring inmate population growth over time, it is important to recognize that, in reality, the County's actual inmate population fluctuates up and down — above and below the *average* — based on the number of inmate admissions and releases, which occur on a daily basis. Therefore, data was also examined on the Detention Center's highest (peak) and lowest inmate population range each month.

Since 2008, the total number of inmates at the Detention Center each day ranged from:

- 56 to 120 inmates in 2008;
- 60 to 122 inmates in 2009;
- 71 to 128 inmates in 2010;
- 85 to 129 inmates in 2011;
- 100 to 164 inmates in 2012;
- 100 to 156 inmates in 2013;
- 99 to 166 inmates in 2014;
- 100 to 142 inmates in 2015;
- 106 to 190 inmates in 2016;
- 150 to 216 inmates in 2017; and
- 157 to 215 inmates in 2018.

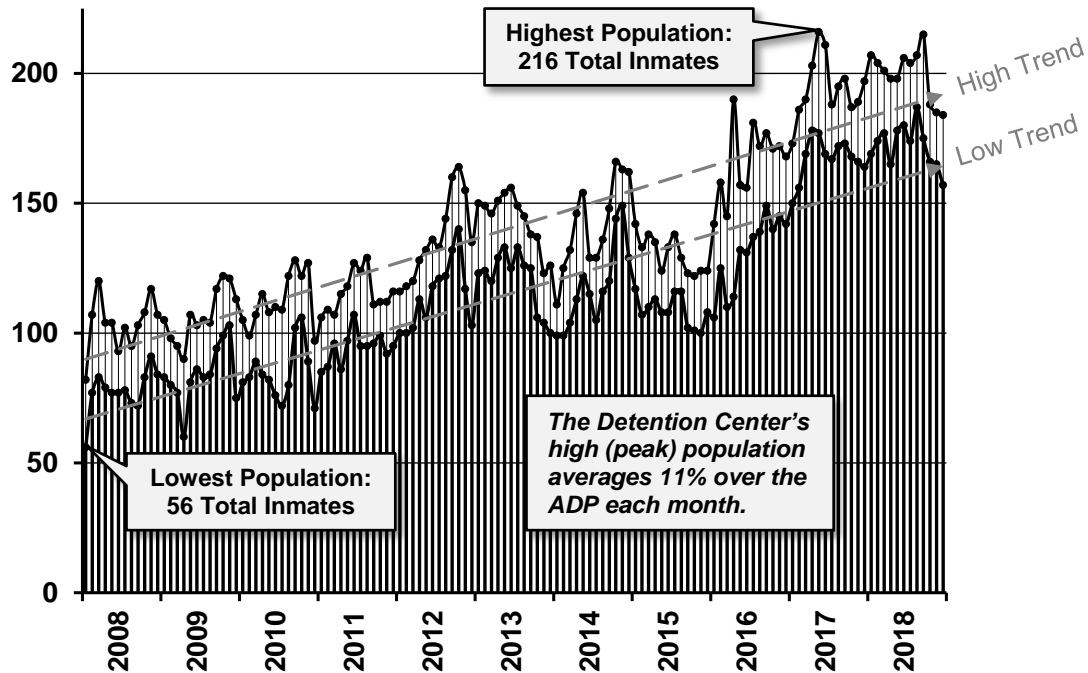
The Detention Center's highest recorded inmate population was 216 total inmates, which occurred in May 2017. More recently, the Detention Center hit 215 total inmates in September 2018. The lowest inmate population during this period was 56 total inmates back in January 2008.

**Peaking Factor** — Since 2008, the highest (peak) population each month exceeded the ADP for that month by an average of 11.3 percent.

For facility planning purposes, it is important to remember that the jail needs sufficient capacity (beds) to accommodate these routine monthly peaks in the inmate population.

*The graph and table on the following page show the Detention Center's highest and lowest inmate population for each month from 2008 through 2018.*

Monthly High and Low Inmate Population at the  
Platte County Detention Center (2008 – 2018)



Month	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
January	56 – 82	83 – 105	81 – 105	85 – 106	100 – 116	123 – 150	99 – 111	117 – 142	106 – 142	150 – 173	169 – 207
February	77 – 107	80 – 98	83 – 99	87 – 109	100 – 118	124 – 149	99 – 125	107 – 133	125 – 158	156 – 186	174 – 204
March	83 – 120	77 – 95	89 – 107	96 – 107	102 – 120	120 – 146	104 – 132	110 – 138	110 – 145	169 – 190	177 – 201
April	79 – 104	60 – 90	84 – 115	86 – 115	113 – 128	129 – 151	113 – 146	113 – 135	114 – 190	178 – 203	165 – 198
May	77 – 104	81 – 107	82 – 108	97 – 118	106 – 132	133 – 154	122 – 154	108 – 124	132 – 157	177 – 216	178 – 198
June	77 – 93	86 – 103	76 – 110	107 – 127	118 – 136	125 – 156	115 – 129	108 – 133	131 – 156	169 – 211	180 – 206
July	78 – 102	83 – 105	72 – 109	95 – 124	121 – 133	133 – 149	105 – 129	116 – 138	137 – 181	167 – 188	174 – 204
August	73 – 95	84 – 104	80 – 122	95 – 129	122 – 144	126 – 145	116 – 136	116 – 129	139 – 172	172 – 195	187 – 207
September	72 – 103	94 – 117	102 – 128	96 – 111	132 – 160	125 – 138	120 – 148	102 – 123	149 – 177	173 – 198	175 – 215
October	83 – 108	99 – 122	106 – 122	99 – 112	140 – 164	106 – 137	144 – 166	101 – 122	140 – 171	168 – 187	166 – 188
November	91 – 117	103 – 121	89 – 127	92 – 112	117 – 155	104 – 123	149 – 163	100 – 124	145 – 172	166 – 189	165 – 185
December	84 – 107	75 – 113	71 – 97	95 – 116	103 – 135	100 – 126	129 – 162	108 – 124	142 – 168	164 – 197	157 – 184
Annual Range	56 – 120	60 – 122	71 – 128	85 – 129	100 – 164	100 – 156	99 – 166	100 – 142	106 – 190	150 – 216	157 – 215

Note: Data includes all state inmates, municipal inmates, and ICE detainees.

## **4. Inmate Population Projections**

This section provides inmate population projections and a forecast of Platte County's future jail capacity requirements, for facility planning purposes. The section includes:

- The historical and projected population of Platte County;
- Inmate population projections for the next 20 years, based on current trends; and
- A forecast of jail capacity requirements (total jail beds needed), based on the inmate population projections.

There is no commonly accepted methodology for making inmate population projections. The National Institute of Corrections (NIC), the National Sheriffs' Association (NSA), the American Correctional Association (ACA), and the American Jail Association (AJA) do not recommend or endorse any particular forecasting methodology. Models that work well in one jurisdiction may or may not produce a reliable forecast in another jurisdiction. Counties designing new or expanded jails have to determine for themselves which trends and which mathematical models will provide them with reasonable growth estimates for facility planning purposes.

There are numerous different forecasting models. Some can be very complex, and some are fairly simple. The statistically complex models do not necessarily produce more accurate projections, and the methodology is often difficult for citizens and elected officials to understand or explain (or accept).

Inmate population projections should meet two tests — (1) they should be *reasonable*, and (2) they should be *rationaly derived*. In other words, the projections should be reasonable, given the County's recent history and current trends. And they should be developed using some sort of a mathematical model or methodology that yields the results, and which is replicable.

It should also be noted that projections degrade over time — meaning, the further out the projections are made, the less reliable the estimate becomes. Projections for the next ten years should be used to help facilitate decision-making about the County's current jail capacity requirements. Long-range inmate population projections (for ten to 20 years into the future) should only be used for long-term master planning and site planning purposes. It should also be kept in mind that facility planning decisions, including jail capacity, can often be driven as much or more by other factors — such as building geometry, site restrictions, or what the County can afford.

## **A. County Population**

### **Historical County Population**

According to the U.S. Census Bureau, the total population of Platte County has increased from:

- 57,867 people in 1990; to
- 73,781 people in 2000; to
- 89,322 people in 2010.

This represents an increase of more than 54 percent to Platte County's total population over the past two decades (1990 Census to 2010 Census).

The current population of Platte County was estimated at 101,187 people in 2017.

### **County Population Projections**

As previously mentioned, as a county's population grows, the demands on its criminal justice system — and its jail — also grow. County population growth is difficult to quantify with any degree of certainty, but reasonable growth parameters and assumptions need to be established as part of the jail planning process. Clearly, this is where the development of the previous inmate population projections for Platte County went awry in 2014.

### **Missouri Office of Administration Projections**

In Missouri, *county-level* population projections were developed by the Missouri Office of Administration in 2008, and ran through 2030. The 2010 Census data differed slightly from the original projections for 2010 (made two years prior). Therefore, the projections can be adjusted slightly to accommodate for the difference with the 2010 Census. These adjusted projections estimate that Platte County's population will increase to:

- 103,224 people in 2020; to
- 115,366 people in 2030.



## Mid-America Regional Council (MARC) Projections

The Mid-America Regional Council (MARC) has developed a county-level population forecast for counties in the Kansas City metro area, through 2040. These projections were last updated in 2017, and provide the best current estimates of Platte County's anticipated growth, based on assumptions regarding households, employment, development, and land use.

MARC's current projections estimate that Platte County's population will increase to:

- 104,852 people in 2020; to
- 120,319 people in 2030; to
- 137,178 people in 2040.

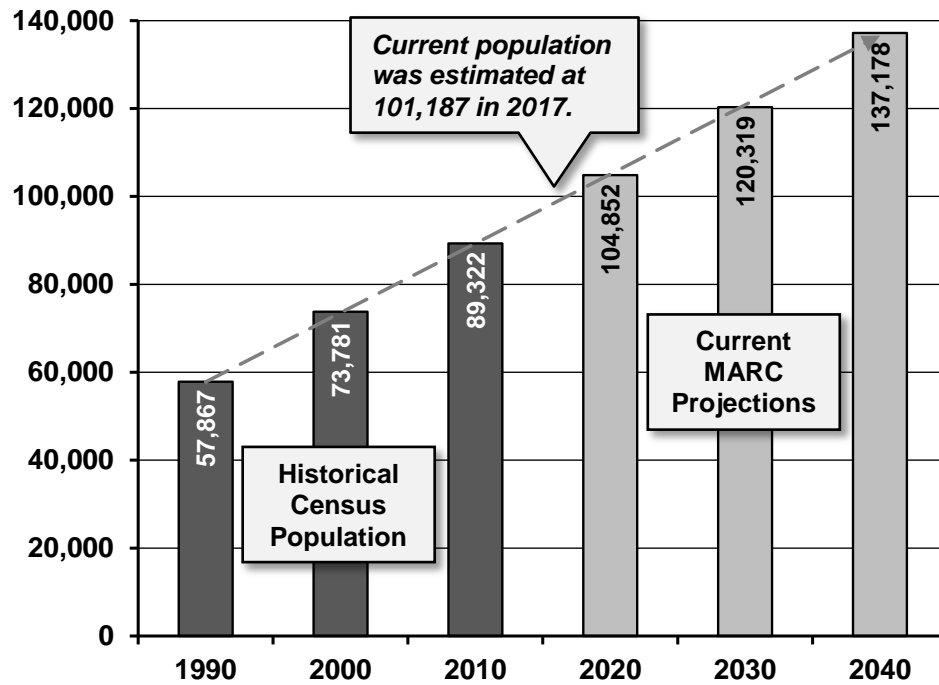
This represents a 30 percent increase to Platte County's total population over the next two decades (2020 – 2040).

For jail planning purposes, it should be kept in mind that not all population subgroups (age and sex) contribute equally to the jail population. For example, large changes in the number of children or elderly in a county do not directly or immediately affect the county's jail population or jail capacity requirements.

For jail planning purposes, it is often helpful to also examine the projected growth of the number of 20 to 44 year olds in the county — or 20 to 44 year old *males* — who are considered the primary “age-at-risk” demographic for contributing to the jail population. However, the current county-level MARC projections are not broken down by age or sex.

*The graph and table on the following page show the historical population of Platte County for 1990 through 2010, and MARC's population projections for Platte County through 2040.*

**Historical and Projected Population of Platte County (1990 – 2040)**



Year	U.S. Census	Missouri Office of Administration Projections		Current MARC Projections
		2008 Projections	Adjusted for 2010 Census	
1990	57,867			
1995				
2000	73,781	73,781		
2005		81,794		
2010	89,322	88,964	89,322	
2015		95,966	96,352	
2020		102,810	103,224	104,852
2025		109,228	109,668	
2030		114,904	115,366	120,319
2035				
2040				137,178

Sources: Historical population is from the U.S. Census Bureau. Population estimate for 2017 is from *Annual Estimates of the Resident Population* by the U.S. Census Bureau. Missouri Office of Administration projections are from *Population Projections by Age and Sex, Missouri Counties: 2000 through 2030*, from March 2008. Adjusted projections were developed to adjust for the slight difference between the 2008 projections and the 2010 Census. Current projections by the Mid-America Regional Council (MARC) are from *Updated KC MPO Area Population, Household and Employment Forecasts*, July 20, 2017.

## **B. Inmate Population Projections**

As part of this study, a number of different commonly-used forecasting methodologies were applied to Platte County's inmate population trends in order to estimate the County's future jail population.

Projections were developed using models based on:

- ***Average Daily Population (ADP) Trends*** — Projections based on linear trendlines through the Detention Center's ADP of state inmates;
- ***Rate of Incarceration (ROI)*** — Projections based on the correlation between the number of state inmates and the County's population, applied to the County's population projections; and
- ***Average Length of Stay (ALOS)*** — Projections based on the ALOS, applied to the projected number of inmate bookings.

Nine different forecasting models were applied to Platte County's historical inmate population trends. In each model, only the state (and municipal) inmates were included in the County's historical inmate population data. ICE detainees were not included in the historical data on which the projections were based.

The following is a list and general description of the models that were adapted, tested, and applied to the County's state inmate population trends in order to estimate the County's future inmate population.

### **Average Daily Population (ADP) Trend Projections**

- ***Model 1A. 11-Year ADP Trend Projections*** — Projections based on the ADP trend of state inmates from 2008 through 2018 (132 months of data).
- ***Model 1B. 5-Year ADP Trend Projections*** — Projections based on the ADP trend of state inmates from 2014 through 2018 (60 months of data).
- ***Model 1C. 3-Year ADP Trend Projections*** — Projections based on the ADP trend of state inmates from 2016 through 2018 (36 months of data).

### **Rate of Incarceration (ROI) Projections**

- **Model 2A. 11-Year Average ROI Projections** — Projections based on the average annual ROI in Platte County over the past 11 years (2008 – 2018), applied to the County’s population projections.
- **Model 2B. 5-Year Average ROI Projections** — Projections based on the average annual ROI in Platte County over the past 5 years (2014 – 2018), applied to the County’s population projections.
- **Model 2C. ROI Trend Projections** — Projections based on the increasing trend in the annual ROI in Platte County over the past 11 years (2008 – 2018), applied to the County’s population projections.

### **Average Length of Stay (ALOS) Projections**

- **Model 3A. 11-Year ALOS Projections** — Projections based on the ALOS at the Detention Center over the past 11 years (2008 – 2018), applied to the County’s trend in bookings during that period.
- **Model 3B. 5-Year ALOS Projections** — Projections based on the ALOS at the Detention Center over the past 5 years (2014 – 2018), applied to the County’s trend in bookings during that period.
- **Model 3C. ALOS Trend Projections** — Projections based on the increasing trend in the annual ALOS at the Detention Center over the past 11 years (2008 – 2018), applied to the County’s trend in bookings during that period.

The results of Model 1A (the 11-Year ADP Trend Projections) are recommended as the baseline inmate population projections, for facility planning purposes. This model estimates that Platte County will have an annual ADP of:

- 201 state inmates in five years (2023); and
- 239 state inmates in ten years (2028).

Long range projections estimate that Platte County will have an annual ADP of:

- 278 inmates in 15 years (2033); and
- 317 inmates in 20 years (2038).

Reasons for selecting the results of Model 1A to use as the baseline include:

- The results represent the approximate midpoint in the range of results from the nine forecasting models.
- Two other models (Models 2C and 3C) reached similar results.
- The results from four of the models (Models 2A, 2B, 3A, and 3B) are unreasonably low, given other indicators and current growth trends.
- The highest results (from Models 1B and 1C) were rejected for use as a baseline, but reflect the steep increase in the County's inmate population over the past three to five years.
- The results of Model 1A are based simply on the continuation of Platte County's own actual state inmate population trend since 2008.

It should also be noted that the time frames for the inmate population trend analyses (11 years, 5 years, and 3 years) were not selected on the basis of statistical validity. Simply put, there were 11 years of good, reliable monthly statistical data available, so it was all presented to show the County's historical growth trend. Other periods (5 years and 3 years) were selected to show the impact of the County's more recent inmate population trends.

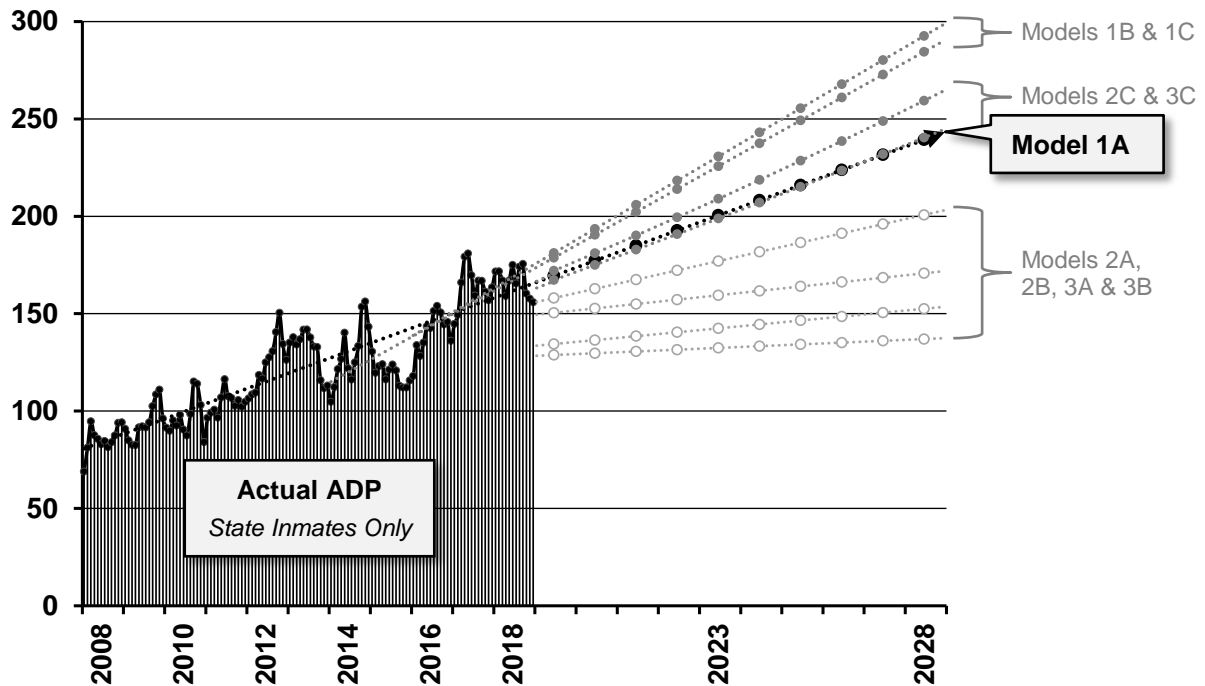
In developing and analyzing the results from the different forecasting models, it was determined that:

- The annual Rate of Incarceration (ROI) is increasing in Platte County; and
- The annual Average Length of Stay (ALOS) is increasing for state inmates at the Detention Center.

Both of these trends have significant implications on Platte County's future inmate population — and jail capacity needs — and are presented in further detail after the results of the projection models on the next page.

*The graph and table on the following page show the Detention Center's state inmate population from 2008 through 2018, and the results from all nine projection models for the next ten years.*

Results of Inmate Population Projection Models (2019 – 2028)



Forecast Year	Year	ADP Trend Projections			ROI Projections			ALOS Projections		
		Model 1A	Model 1B	Model 1C	Model 2A	Model 2B	Model 2C	Model 3A	Model 3B	Model 3C
		11-Year ADP Trend	5-Year ADP Trend	3-Year ADP Trend	11-Year Avg. ROI	5-Year Avg. ROI	ROI Trend	11-Year ALOS	5-Year ALOS	ALOS Trend
1	2019	169	179	181	134	150	172	129	158	167
2	2020	177	190	194	136	153	181	130	163	175
3	2021	185	202	206	138	155	190	131	168	183
4	2022	193	214	218	140	157	199	132	172	191
5	2023	201	226	231	142	159	209	132	177	199
6	2024	208	237	243	144	162	219	133	182	207
7	2025	216	249	255	146	164	229	134	186	215
8	2026	224	261	268	149	166	239	135	191	223
9	2027	232	273	280	151	168	249	136	196	232
10	2028	239	284	293	153	171	259	137	201	240

↑  
**Baseline  
Projections**  
*State Inmates Only*

## **Notes Regarding Inmate Population Projections**

A number of important points must be kept in mind regarding these projections.

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

Second, the County's actual inmate population constantly fluctuates (zigzags) above and below the trendline. Therefore, for facility planning purposes, the County should use the inmate population projections to look at where the current trends are leading in five to ten years (instead of in the next year or two).

In the development of inmate population projections, analogies can be drawn with the "spaghetti" models used to graphically show the projected path of a hurricane on a weather map. Several different models are used. Each is a legitimate, tested forecasting model, but each model is driven by different key factors, and their own assumptions regarding the impact of those factors on the projected path of the hurricane. Typically, several models all point in the same general direction, so their results are combined to estimate the hurricane's most likely path. These spaghetti models also typically show the projected path along a "cone of uncertainty" which gets broader the further out in the future.

Third, a note of caution must be made when using historical data to predict the future. Many counties have underestimated their true jail needs by relying on past inmate population trends. Arrest decisions, prosecution policies, and sentencing practices all have an impact on the size of the County's inmate population. As new and additional jail beds become available, these policies and practices can change, resulting in even greater demands for jail capacity.

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

The inmate population projection trendlines in the preceding graph should not be viewed as hard, straight, and unwavering lines. They are simply a graphic illustration of where the inmate population is heading, given the County's current trends, for facility planning purposes. There are a variety of forces that are pushing the line up (or pushing up the rate

of growth), and at the same time, there are forces pushing down on the line (or holding down the rate of growth). Any significant change in this balance will have an impact on the County's future jail needs.

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

### Rate of Incarceration (ROI)

In developing and analyzing the results from the different forecasting models, it was determined that the annual Rate of Incarceration (ROI) is increasing in Platte County.

The first two ROI models that were tested were based on the *average* annual ROI over the past 11 years (Model 2A) and over the past five years (Model 2B). Both models produced results that were clearly low, given the Detention Center's recent history. The reason was that the County's ROI is clearly and steadily increasing. Using the historical *average* was underestimating the County's higher ROI in recent years.

Upon further examination it was noted that the ROI in Platte County has increased steadily over the past 11 years, from an ADP of:

- 1.0 state inmates per 1,000 County population in 2008; to
- 1.6 state inmates per 1,000 County population in 2017 and 2018.

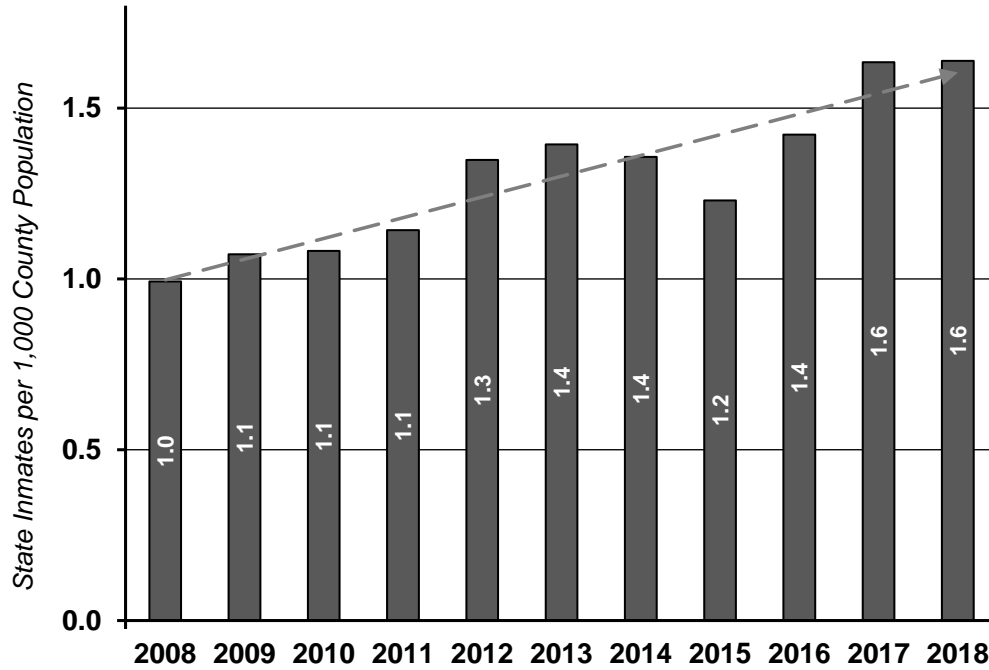
Therefore, Model 2C was developed, which was based on the increasing trend in the ROI in Platte County over the past 10 years (instead of the historical 11-year or 5-year *average*). With this adjustment, the results of Model 2C came in close to the results from Model 1A (the ADP trend selected as the baseline).

This provides a greater level of confidence in the baseline projections. However, the increasing ROI has significant implications on Platte County's future inmate population — and jail capacity needs — if that trend continues.

*The graph and table on the following page show the increasing annual ROI in Platte County since 2008.*



**Annual Rate of Incarceration (ROI) in Platte County (2008 – 2018)**



Year	ADP of State Inmates	Total County Population	ROI (ADP per 1,000 County Pop.)
2008	86	86,214	0.99
2009	94	87,768	1.07
2010	97	89,322	1.08
2011	104	90,875	1.14
2012	125	92,428	1.35
2013	131	93,981	1.39
2014	130	95,534	1.36
2015	119	97,087	1.23
2016	140	98,640	1.42
2017	164	100,193	1.63
2018	167	101,746	1.64

ADP data is for state inmates (and municipal inmates) only, and does not include ICE detainees.

### **Average Length of Stay (ALOS)**

In developing and analyzing the results from the different forecasting models, it was also determined that the annual Average Length of Stay (ALOS) for state inmates is increasing at the Detention Center.

Like with the ROI models in the preceding section, the first two ALOS models that were tested were based on the *average* annual ALOS over the past 11 years (Model 3A) and over the past five years (Model 3B). Again, both models produced results that were clearly low, given the Detention Center's recent history. The reason was that the annual ALOS at the Detention Center is clearly and steadily increasing. Using the historical *average* was underestimating the County's higher ALOS in recent years.

Upon further examination it was noted that the ALOS in the Detention Center has increased steadily over the past 11 years, from an average of:

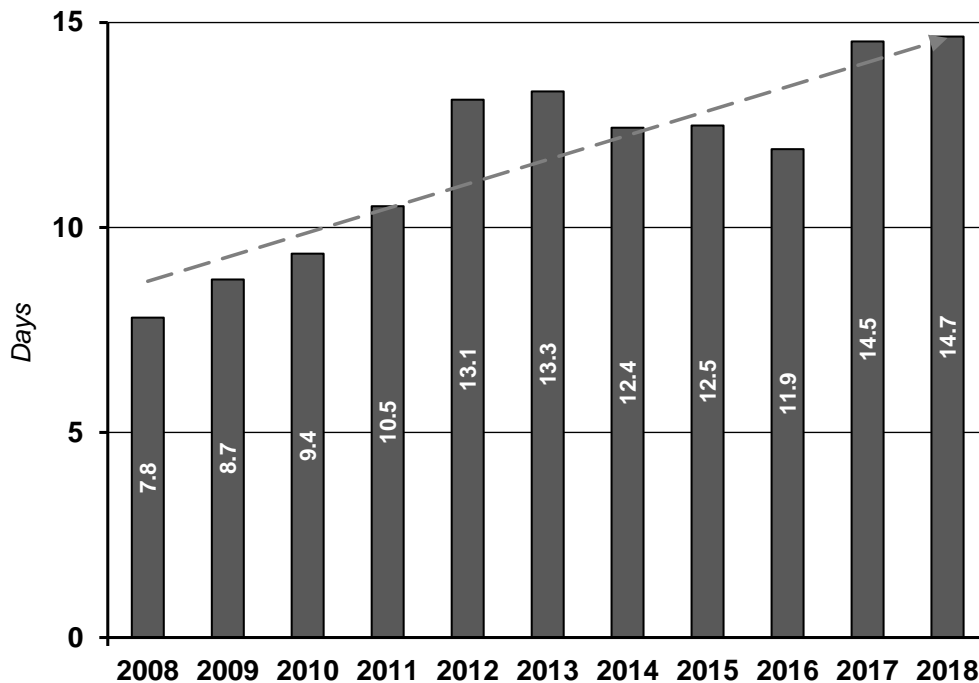
- 7.8 days for state inmates in 2008; to
- 14.7 days for state inmates in 2018.

Therefore, Model 3C was developed, which was based on the increasing trend in the ALOS over the past 11 years (instead of the historical 11-year or 5-year *average*). With this adjustment, the results of Model 3C came in almost the same as the results from Model 1A (the ADP trend selected as the baseline).

This provides a greater level of confidence in the baseline projections. However, the increasing annual ALOS has significant implications on Platte County's future inmate population — and jail capacity needs — if that trend continues.

*The graph and table on the following page show the increasing annual ALOS in Platte County since 2008.*

**Annual Average Length of Stay (ALOS) in the  
Platte County Detention Center (2008 – 2018)**



Year	Bookings of State Inmates	ADP of State Inmates	ALOS (in Days)
2008	4,015	86	7.8
2009	3,933	94	8.7
2010	3,769	97	9.4
2011	3,604	104	10.5
2012	3,477	125	13.1
2013	3,589	131	13.3
2014	3,806	130	12.4
2015	3,490	119	12.5
2016	4,311	140	11.9
2017	4,112	164	14.5
2018	4,151	167	14.7

Bookings and ADP data are for state inmates (and municipal inmates) only, and do not include ICE detainees.

### **C. Forecast of Jail Capacity Requirements**

The next step in the facility planning process involves estimating the total amount of jail capacity (jail beds) needed to support the projected inmate population. The average daily population (ADP) is just that — an *average*. In reality, the jail's actual inmate population fluctuates above and below that average. Therefore, to estimate the total number of jail beds needed, two factors must be considered — a peaking factor, and a classification factor (or “management” factor).

- *Peaking Factor* — All jail populations fluctuate to a certain extent. Inmate populations go up and down every day, based on the number of inmate admissions and releases. Many jail facilities fill up over the weekend (due to weekend arrests, etc.), but will see their inmate numbers decline somewhat by mid-week, as inmates are released, make bond, or plead guilty. Many jail populations also fluctuate during certain times of the year.
- *Classification Factor* — There must be sufficient jail capacity for inmate classification and management purposes to separate and segregate different types of inmates. Additional capacity is needed to provide enough jail beds to allow for the separation of males and females, to separate inmates by custody classification (minimum, medium, or maximum security), and to allow further segregation for administrative and disciplinary purposes. Additional capacity may also be needed for special management purposes, such as an infirmary, suicide-prevention cell(s), etc.

#### **Peaking Factor**

For Platte County, the highest (peak) inmate population each month was examined from 2008 to 2018 (132 months). During this period, the highest (peak) inmate population each month exceeded the ADP for that month by an average of 11.3 percent.

#### **The “85 Percent Rule”**

While it is clear that a jail needs more beds than its ADP (in order to accommodate routine peaks and to allow for inmate classification and separation), there is no commonly accepted methodology for estimating the total amount of capacity (jail beds) that will be needed to support the inmate population projections.

For facility planning purposes, many consultants and Departments of Corrections across the country recommend using the “85 percent rule” to estimate the amount of jail capacity needed to routinely accommodate a jail’s inmate population. That is, a jail should be considered “full” when 85 percent of its beds are occupied. This formula typically allows for sufficient additional capacity to accommodate routine peaks in the inmate population, and to provide for the separation of males and females, and to further separate inmates with different security requirements. When the occupancy level exceeds 85 percent of capacity, it becomes progressively more difficult to accommodate the routine peaks in the inmate population, and to properly place inmates into an appropriate housing area consistent with their classification and behavior.

This “85 percent rule” was an issue in Platte County’s 2014 jail study. In reviewing materials from that study, there is a document entitled *Answer to the 85% full jail population rule question from one of the committee members*. (The document appears to have been provided by GGA’s jail consultant.) It refers to the “85% rule” as “an accepted industry practice” and cites the following from an NIC Jail Capacity Planning Guide:

*Criminal justice planners have usually factored in a percentage of the total number of jail beds when developing their jail capacity forecast, so as to absorb peaks that occur throughout the year and manage fluctuations in the number of inmates in different classification categories. ... [T]hese percentages have ranged anywhere from 10 to 20 percent. Jurisdictions commonly use these numbers to identify when a jail is becoming crowded.<sup>28</sup>*

Although frequently used by jail planners and architects, the “85 percent rule” is not really an “industry standard.” It may be splitting hairs, but it would perhaps be better described as a “rule of thumb” for facility planning purposes.

Although the concept is sound, there is no real science behind the 85 percent figure. In other parts of the country, this is referred to as the “80 percent rule.” Same concept, but it provides even more additional capacity (or “wiggle room”) for making inmate housing assignments, and for accommodating routine peaks in the inmate population.

While the average peaking factor can be calculated, there is no valid way to *quantify* the amount of additional capacity needed for classification and management purposes. (Various factors may influence whether a jail facility needs *more* additional capacity for inmate classification and management, or *less* additional capacity, but it is difficult to *quantify*.) Therefore, this rule of thumb is useful for facility planning purposes.

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<sup>28</sup> Jail Capacity Planning Guide, A Systems Approach, National Institute of Corrections, November 2009, Page 44.

A recent “snapshot” of the inmate population at the Detention Center illustrates the point. The Detention Center has 180 beds. On January 22, 2019, the facility held 171 inmates — of which 23 inmates were sleeping on the floor on temporary beds (“boats”), due to unused jail beds in the female sections (that could not be used to house males), and to keep other male inmates separated.

The “85 percent rule” is difficult for many people to understand. Many jails are overcrowded, and operate well above their facility’s capacity. Day in and day out. Year after year. So when a consultant comes in and says that a jail is effectively “full” when it hits 85 percent of capacity, it can be a difficult planning concept to understand and accept.

It should also be added that the peaking factor frequently differs based on the size of the jail facility and inmate population. Large and very large jails typically have a peaking factor of 3 to 5 percent. Medium sized jails often have peaking factors in the 5 to 15 percent range. Smaller and rural jails often have peak populations (typically on weekends) that exceed their ADP by 20 to 40 percent or more. In those cases, the “85 percent rule” (or the “80 percent rule”) could underestimate their jail capacity needs — which is why it is important to assess and consider the peaking factor in the forecast of jail capacity requirements.

### **Total Jail Beds Needed**

Using the “85 percent rule,” it is estimated that Platte County will need a total of:

- 236 jail beds in five years (2023), to support an ADP of 201 state inmates; and
- 282 jail beds in ten years (2028), to support an ADP of 239 state inmates.

Long range projections estimate that Platte County will need a total of:

- 327 jail beds in 15 years (2033), to support an ADP of 278 state inmates; and
- 373 jail beds in 20 years (2038), to support an ADP of 317 state inmates.

*The table on the following page shows a breakdown of the baseline ADP projections and estimated jail capacity requirements for Platte County for the next 20 years.*

**Forecast of Capacity Requirements (2019 – 2038)**

Forecast Year	Year	Baseline ADP Projections	85% Rule	Total Jail Beds Needed
1	2019	169	30	199
2	2020	177	31	208
3	2021	185	33	218
4	2022	193	34	227
<b>5</b>	<b>2023</b>	<b>201</b>	<b>35</b>	<b>236</b>
6	2024	208	37	245
7	2025	216	38	254
8	2026	224	39	263
9	2027	232	41	272
<b>10</b>	<b>2028</b>	<b>239</b>	<b>42</b>	<b>282</b>
11	2029	247	44	291
12	2030	255	45	300
13	2031	263	46	309
14	2032	270	48	318
<b>15</b>	<b>2033</b>	<b>278</b>	<b>49</b>	<b>327</b>
16	2034	286	50	336
17	2035	294	52	345
18	2036	301	53	355
19	2037	309	55	364
<b>20</b>	<b>2038</b>	<b>317</b>	<b>56</b>	<b>373</b>

↑  
**State  
Inmates**

↑  
**Jail  
Capacity**

*Note:* The “85 Percent Rule” is used for facility planning purposes to estimate the total amount of jail capacity (jail beds) needed to accommodate routine peaks in the County’s inmate population, and to provide sufficient capacity for the proper separation and segregation of different types of inmates.

## Jail Capacity

The word “capacity” is used frequently in jail planning, but the term can mean different things to different people. Planners, architects, engineers, jail inspectors — and the staff who run the jail — all view jail “capacity” differently. There is also “design capacity,” “rated capacity,” and “operational capacity” — and other terms (such as “functional capacity”) used in jail space assessments and facility planning discussions.

A jail’s “capacity” is even difficult to describe as a concept. In some states, the state will set the “rated capacity” of a jail facility, based on the application of that state’s jail standards and regulations. In some states, jail facilities are not allowed to exceed their “rated capacity.” In other states, jail facilities may continue to operate at two or three *times* their “rated capacity,” and do so with relative impunity for decades.

Some states have only one state jail inspector, who can only provide a limited amount of assistance and oversight to county jail facilities. Other states have fairly rigorous state oversight of county jail facilities, jail planning, and jail design. And some states operate their own unified corrections system (jails + prisons).

It should also be noted that several states with state jail standards and inspection programs have established methodologies for how a jail facility’s “capacity” is established. In these states and elsewhere, a jail’s “capacity” typically does not include:

- Temporary holding cells in the booking area; or
- Special management cells.

## Missouri Core Jail Standards

Several states — including Missouri — have no state jail standards and no state jail inspection program. Though county jails are authorized and delegated to the authority of the Sheriff by state statute, jail facilities are operated, maintained, staffed, planned, and designed with virtually no state oversight or inspection.

In Missouri, generally, the “capacity” of the county jail is established by the Sheriff. And the jail’s ability (and willingness) to accommodate an inmate population beyond that capacity, is also at the discretion (and responsibility) of the Sheriff.

In part because of the lack of state standards, in 2016 the Missouri Sheriffs’ Association adopted the *Missouri Core Jail Standards*, which were developed by its Jail Standards and Training Committee to “assist sheriffs, jail administrators and staff manage their operations effectively, safely, securely, legally, humanely, and ethically.”



The *Missouri Core Jail Standards* provide guidance and minimum training on:

- Safety;
- Security;
- Detainee Discipline;
- Detainee Care;
- Programs and Activities;
- Constitutional Protections;
- Administration and training; and
- Glossary of terms.

*Missouri Core Jail Standards* require that single cells, if provided, “have sufficient space for the detainee to stand and move freely between installed fixtures,” and “have a bunk, toilet, lavatory and potable water.”<sup>29</sup>

Multiple occupancy cells “shall provide one toilet and one lavatory at minimum per 64 detainees.”<sup>30</sup>

Dayrooms shall have “sufficient space for varied detainee activities” and are located “within reasonable proximity to detainee sleeping areas.”<sup>31</sup>

Other *Missouri Core Jail Standards* affect environmental conditions, lighting, natural light,<sup>32</sup> and ventilation.<sup>33</sup>

*Missouri Core Jail Standards* do not provide minimum square footage requirements for inmate housing areas. *Missouri Core Jail Standards* also do not provide specific guidance for establishing a jail’s “capacity.”<sup>34</sup>

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<sup>29</sup> MCJS 1.1.6. *Missouri Core Jail Standards* (MCJS), Missouri Sheriffs’ Association, adopted 2016.

<sup>30</sup> MCJS 1.1.7.

<sup>31</sup> MCJS 1.1.9.

<sup>32</sup> MCJS 1.1.10.

<sup>33</sup> MCJS 1.1.11.

<sup>34</sup> MCJS Glossary of Terms defines *crowded jail* as “the condition of a jail when its capacity is exceeded.” It defines *overcrowded jail* as “a condition when the jail’s approved bed capacity is exceeded.”

## **American Correctional Association (ACA) Standards**

American Correctional Association (ACA) Standards are generally considered the “industry standard.” The vast majority of ACA Standards apply to jail *operations*, including policies, procedures, and practices. There are, however, a few ACA Standards regarding the jail’s physical plant, layout, and design that should be kept in mind during the facility assessment and planning process. The most important of these affect the minimum size (square footage per inmate) for inmate housing areas, dayrooms, and exercise areas.

- *Single Occupancy Cells* — ACA Standards require that single cells provide at least 35 square feet (SF) of “unencumbered space.” Unencumbered space is usable space that is not “encumbered” by furnishings or fixtures. (Total SF of the cell *minus* the SF of the bed, toilet, etc.) If confinement exceeds 10 hours per day, the cell should provide at least 70 SF of total floor space.
- *Multiple-Occupancy Rooms/Cells* — ACA Standards require that “multiple-occupancy rooms/cells” provide at least 25 SF of unencumbered space per occupant. If confinement exceeds 10 hours per day, at least 35 SF of unencumbered space should be provided for each occupant.

Other ACA Standards affect the minimum size of inmate dayrooms and exercise areas. ACA Standards also provide requirements for environmental conditions in the jail, including minimum lighting levels, access to natural light, maximum noise levels, ventilation, temperature, and humidity.

## **“Capacity” of the Platte County Detention Center**

The Platte County Detention Center is currently considered a 180-bed jail facility. The Detention Center was originally designed as a 154-bed jail facility (“design capacity”).

In approximately October 2015, a total of 26 additional bunks were added to the existing cells. According to jail staff, the square footage of the existing cells was used to determine where bunks could be added, to increase the jail’s capacity from 154 beds up to its current 180 beds.

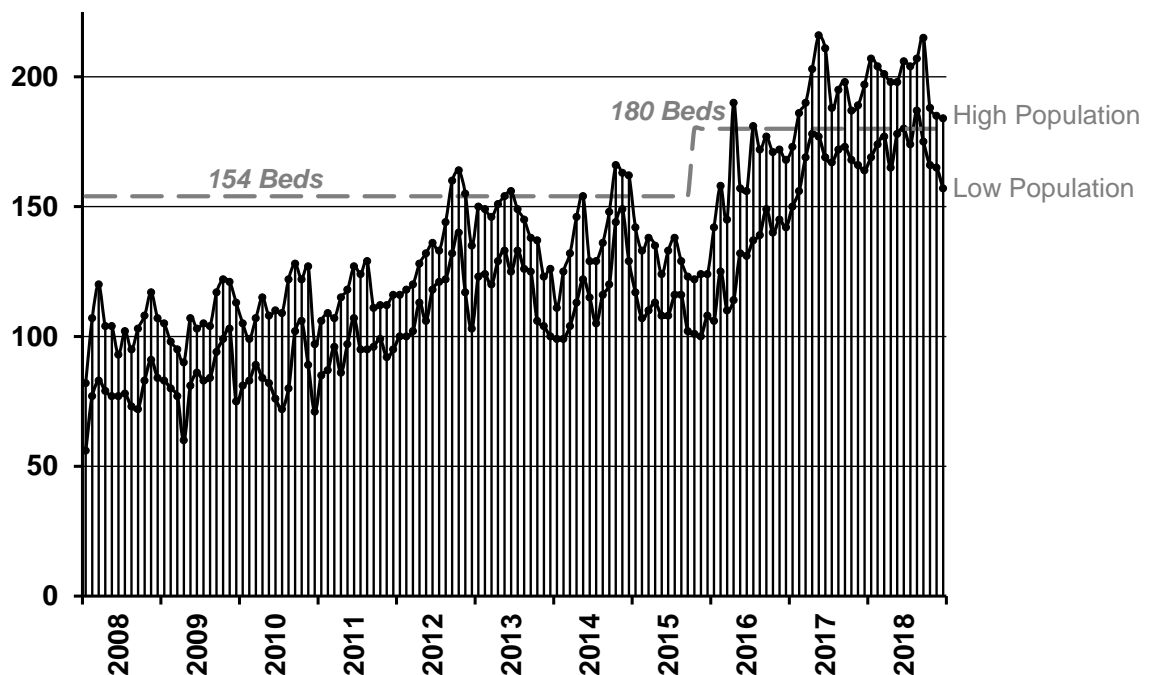
*The table on the following page shows the breakdown of inmate housing areas at the Detention Center. The graph on the following page shows how the facility’s capacity compares with the high and low inmate population range.*

**Current “Capacity” of the Platte County Detention Center**

Housing Unit	Gender	Cells	Beds	
			Design Capacity	Current Capacity
Dayroom A	Females	9	16	22
Dayroom B	Females	11	23	24
Dayroom C	Males	11	21	24
Dayroom D	Males	10	10	20
Dayroom E	Males	11	23	24
Dayroom F	Males	11	23	24
Dayroom G	Males	11	23	24
Trusties	Males	1	12	12
Holding Cells		4*	3	6
<b>Total</b>		<b>79 Cells</b>	<b>154 Beds</b>	<b>180 Beds</b>

\* One holding cell (1H) is a safety cell, and has no bunk (bed).

**Monthly High and Low Inmate Population versus  
Capacity of the Platte County Detention Center (2008 – 2018)**



## Inmate Housing Shortfall

Part of the purpose of this study is to help Platte County assess the viability and cost effectiveness of different jail facility expansion options. How many additional jail beds does Platte County need? And when? And if we add X number of additional jail beds, how long will that address the County's current and growing jail needs?

Using the baseline ADP projections and the "85 percent rule," it is estimated that Platte County will need a total of:

- 236 jail beds in five years (2023), to support an ADP of 201 state inmates;
- 282 jail beds in ten years (2028), to support an ADP of 239 state inmates;
- 327 jail beds in 15 years (2033), to support an ADP of 278 state inmates; and
- 373 jail beds in 20 years (2038), to support an ADP of 317 state inmates.

For planning purposes, the capacity of the Detention Center can then be subtracted from the total number of jail beds needed, to estimate the amount of *additional* jail capacity that is needed. (This, of course, assumes the continued operation of the existing jail facility.)

It is recommended that, for the purpose of this planning exercise, the capacity of the existing jail should be considered as 151 beds. That is the jail's original design capacity of 154 beds, *minus* the three beds that were counted in the holding cells, and which shouldn't be counted as part of the jail's "capacity" as an inmate housing assignment.

Given minimum square footage standards for inmate housing areas, dayrooms, and exercise areas, and other minimum environmental requirements, the current Detention Center, at 180 beds, is absolutely "maxed out" in all these areas, and has been operating at inmate levels well beyond that (hitting a high of 216 total inmates last year).

It may not be a good analogy, but it's like running a car continuously at its maximum speed. Parts wear out faster, and the car simply won't last as long. For the purpose of long-term facility planning, if the County wants to continue to rely on the current Detention Center (and not build an all new jail), the County should "throttle back" to the facility's original design capacity (and also not count beds in booking as part of that capacity).

Subtracting the 151 beds in the existing jail from the total number of jail beds needed, it is estimated that Platte County will have an inmate housing "shortfall" of:

- 85 jail beds in five years (2023);
- 131 jail beds in ten years (2028);

- 176 jail beds in 15 years (2033); and
- 222 jail beds in 20 years (2038).

*The following table shows a breakdown of the estimated jail capacity requirements — and estimated inmate housing “shortfall” — for Platte County for the next 20 years.*

## Inmate Housing Shortfall (2019 – 2038)

Forecast Year	Year	Total Jail Beds Needed	Minus Existing “Capacity”	Housing Shortfall
1	2019	199	–151	48
2	2020	208	–151	57
3	2021	218	–151	67
4	2022	227	–151	76
5	2023	236	–151	85
6	2024	245	–151	94
7	2025	254	–151	103
8	2026	263	–151	112
9	2027	272	–151	121
10	2028	282	–151	131
11	2029	291	–151	140
12	2030	300	–151	149
13	2031	309	–151	158
14	2032	318	–151	167
15	2033	327	–151	176
16	2034	336	–151	185
17	2035	345	–151	194
18	2036	355	–151	204
19	2037	364	–151	213
20	2038	373	–151	222

↑  
**Beds  
Needed**

↑  
**Beds  
Short**

*Note:* Existing “capacity” is based on the Detention Center’s original design “capacity” of 154 beds, but not including the three bunks in the holding cells.

Most forecasts of this type do not extend beyond a 20-year time frame. Beyond that is simply too far into the future to forecast with any reasonable degree of certainty, and in many cases the numbers that far out can be daunting. However, for long-term facility planning purposes, if these same inmate projections and capacity requirements are extended another 5 years, the County could be looking at:

- An ADP of 356 state inmates in 25 years (2043);
- Requiring a total of 419 jail beds (using the 85% rule);
- Or a shortfall of 268 beds, when the existing “capacity” of 151 beds is subtracted from the total beds needed.

### Platte County’s Jail Size Compared to Other Missouri Counties

As a point of reference, Platte County’s current jail capacity was compared to that of 13 other counties in Missouri. For purposes of this study, the other counties consisted of the Class 1 non-Charter counties, as defined by the Missouri Association of Counties.<sup>35</sup> Each county’s current “jail size” — according to the Missouri Sheriffs’ Association Directory & Resource Guide — was then applied to that county’s current population, in order to estimate the number of jail beds per 1,000 county residents.

This survey showed that — among the 14 Class 1 non-Charter counties in Missouri — there is an average of approximately 2.2 jail beds per 1,000 county population. Platte County currently has 1.8 jail beds per 1,000 County residents — well below the average jail capacity per 1,000 population in other comparable Missouri counties.

This type of survey is obviously an imperfect means for comparing jail capacities, and does not provide an “apples-to-apples” comparison. The data does not reflect the extent to which these existing jail capacities are — or are not — adequate for each county’s current and future needs. It should also be noted that these capacities are self-reported, and are not established using consistent standards.

Nonetheless, the survey provides a “test of reasonableness” that can be applied to Platte County’s forecast of jail capacity requirements.

*The table on the following page shows the number of jail beds per 1,000 population for Class 1 non-Charter counties in Missouri.*

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<sup>35</sup> Class 1 Charter Counties are Jackson, Jefferson, St. Charles, and St. Louis Counties, and were not included in the comparison.

**Comparison of Current Jail Size Among  
Class 1 Non-Charter Counties in Missouri**

<b>Rank in State Population</b>	<b>County</b>	<b>2017 Population</b>	<b>Current "Jail Size"</b>	<b>Jail Beds per 1,000 County Population</b>
4	Greene County	289,805	601	2.1
5	Clay County	242,874	400	1.6
7	Boone County	178,271	246	1.4
8	Jasper County	120,217	183	1.5
9	Franklin County	103,330	130	1.3
10	Cass County	103,724	168	1.6
<b>11</b>	<b>Platte County</b>	<b>101,187</b>	<b>180</b>	<b>1.8</b>
12	Buchanan County	89,065	225	2.5
13	Christian County	85,432	99	1.2
14	Cape Girardeau County	78,161	220	2.8
15	Cole County	76,708	206	2.7
16	St. Francois County	66,705	188	2.8
19	Taney County	55,355	268	4.8
22	Camden County	45,632	115	2.5
<b>Average</b>				<b>2.2</b>

*Sources:* Class 1 Non-Charter Counties are from the Missouri Association of Counties. 2017 county population estimates are from the U.S. Census Bureau. Current "jail size" is from the Missouri Sheriffs' Directory & Resource Guide, 2018 – 2019, published by the Missouri Sheriffs' Association.

## **Type of Jail Beds Needed**

In the forecast of jail capacity requirements, consideration also has to be given to the changing profile of Platte County's inmate population, which has significant implications for the number — and more importantly, the *type* — of jail beds needed by the County.

In the past, most jails have attempted to provide some sort of balance between minimum, medium, and maximum security housing — typically through some combination of dormitory-style housing, double (two-person) cells, and single cells. Today, inmate housing issues are more complicated. County jails have to accommodate:

- More high-risk offenders, with greater security requirements;
- More inmates with long lengths of stay;
- More inmates with medical and mental health issues; and
- More inmates with special needs, or who require special management.

Jail housing is further complicated by the growing need to keep other certain inmates (or groups of inmates) separate.

This is a particular problem for many existing and older jails, where a significant portion of their jail capacity consists of open dormitory housing. With the growing use of alternative programs — designed to divert low-risk offenders from incarceration — the remaining jail population consists of fewer inmates who are suitable or appropriate for dormitory-style housing.

The type of jail beds that a county has in its jail has a significant impact on that facility's ability to house inmates in an appropriate housing unit, consistent with their custody level and security requirements. Therefore, in addition to the *number* of jail beds that Platte County needs in the future, it will be just as important to make good decisions regarding the *type* of jail beds — and the distribution between single cells, double cells, and dormitory housing — to be included in any new facility or jail expansion.



## **5. Alternatives to Incarceration**

The factors contributing to the growth of Platte County's inmate population are largely beyond the ability of the County Commission or Sheriff to manage or control. Inmate admissions, inmate releases, and the length of stay in jail are not controlled by the County, but the County and the Sheriff are still responsible for the inmates' care and custody.

Jail beds are a finite and expensive resource, which must be reserved for those offenders who require secure confinement prior to trial because of the nature of their crime, their risk of flight, or their criminal history, and for those who require jail time as part of their criminal sentence. Since the number of jail beds is limited, and the cost of secure confinement is so high, it is important that the need for public safety be balanced against the use of more cost-effective sanctions and alternatives to incarceration.

Across the country, many jurisdictions have pursued a variety of programs and policies designed to divert offenders from jail, provide pretrial supervision, provide some sort of community-based intermediate sanctions, or reduce the length of stay for jail inmates. Many of these efforts have included some sort of electronic monitoring, frequent drug and alcohol testing, or a day reporting center.

Programs providing alternatives to incarceration help counties to better manage and control the utilization of their limited jail capacity. Platte County needs to continue to support and expand its use of alternatives and diversion programs, and to implement new programs, as much as the community and judiciary can support.

There is no question that these programs can have a positive effect on a county's jail population. In addition to helping with jail population management, these programs are particularly valuable in that they can provide services and referrals that are generally unavailable to individuals who are incarcerated. These programs attempt to carve out their own target population, and provide a local resource as an alternative to incarceration for a limited number of carefully screened, "non-violent" offenders.

It must be kept in mind, however, that there is a point of diminishing returns with these programs. Only certain, carefully screened offenders can be safely and appropriately diverted from incarceration. Some offenders, by the nature of their crime or their criminal history, are not appropriate candidates for diversion. In addition, some established programs are beginning to see more repeat offenders who have already been through one or more diversion programs, and who should not be considered for participation again.

It must also be kept in mind that these alternative programs carry a price tag of their own — though it's significantly less than the cost of incarceration. These programs

require adequate staffing, supervision, work space, program space, and other resources and equipment (such as vehicles) to properly supervise people who would otherwise be in jail.

Much of the community support and judicial support behind programs providing alternatives to incarceration has been based on the cost effectiveness of these programs, while not compromising public safety. Expanding the use of alternatives to incarceration naturally means that the community and judiciary must take greater risks with a larger number of offenders.

Consequently, it must be kept in mind that the cost effectiveness of these programs must be balanced against a realistic assessment of the risk to public safety that these programs can create — especially if expanded too much, or too soon, or with too few resources. Otherwise, the programs may begin to lose some of the local support they have worked so hard to establish.

### **Treatment Courts in Platte County**

Platte County should be commended for its efforts to implement and support a number of different treatment courts, to try to focus the judicial system's attention and resources on certain targeted groups of offenders. Platte County currently maintains a DWI Treatment Court, a Mental Health Court, and a Drug Treatment Court, and is starting a Veterans Treatment Court.

- *DWI Treatment Court* — The DWI Treatment Court began in 2011. The goal is to help participants achieve and maintain sobriety, while also reducing the recidivism rate for repeat DUI offenders. The program is approximately one year to 18 months long, and provides supervision, drug testing, and counseling. The court accepts those misdemeanor and felony DUI offenders that the Prosecutor believes might benefit from the program. The court typically handles approximately 25 participants at a time. Since its inception, the court has graduated a total of 122 people.
- *Mental Health Court* — The Mental Health Court was started in 2015. The goal is to reduce the recidivism rate of individuals who are in the criminal justice system and who have a qualifying mental health issue or a co-occurring substance abuse disorder. The court provides supervision, counseling, and drug testing, but also relies on a very individualized format for its participants since each person is dealing with different issues. Typically, the average timeline for a participant is approximately 15 months, depending on the individual's specific needs. The court accepts both misdemeanor and felony cases. The program typically has approximately ten participants. The recent addition of misdemeanor cases has led to an expansion in the

numbers in the court, and further expansion may be considered. Since its inception, the court has graduated three people.

- *Drug Treatment Court* — The Drug Treatment Court was started in 2016. Its goal is to reduce drug use and recidivism rates for repeat drug offenders. The court has four tracks: (1) Low Risk, Low Need; (2) High Risk, Low Need; (3) Low Risk, High Need; and (4) High Risk, High Need. The program utilizes a state-provided risk assessment tool that looks at offenders' criminal and drug use history. All four program tracks range from one year to 18 months, and provide counseling, supervision, and drug testing. These cases typically involve felonies. The Drug Treatment Court currently has the capacity for approximately 35 people, but that may be expanded due to the program's growth. Since its inception, the program has graduated eight people.
- *Veterans Treatment Court* — The Veterans Treatment Court is anticipating a March 2019 start. Its goal is to assist U.S. Military Veterans with treatment and to aid them in addressing issues of substance abuse, mental health, and other issues in order to keep them out of the criminal justice system, and to help them lead productive civilian lives. The program will provide a balance of treatment, drug testing, and supervision that is facilitated by the Veterans Administration. The court has plans to accept felonies and some appropriate misdemeanor cases, as the Prosecutor and court finds appropriate.

These treatment courts provide a collaborative, community-based effort to reduce recidivism — and reduce the use of incarceration — for selected, targeted groups of offenders in Platte County's criminal justice system. Without these specialized treatment courts, and without their benefits in reducing recidivism, the inmate population at the Platte County Detention Center would be larger.

### **Greene County (Springfield), Missouri**

A recent similar study of inmate population trends and projections for Greene County (Springfield), Missouri provides several examples of efforts taken by the City, the County, and the Sheriff to try to manage and control their jail population growth.

To put Greene County's jail situation into some context —

- The current population of Greene County is estimated at 289,805 people, approximately 2.9 times the population of Platte County. Greene County's population has increased by almost one-third from the 1990 Census to the 2010 Census, and is expected to grow more than 20 percent by 2030.

- The Greene County Jail had a design capacity of 500 beds. The County added additional bunks, bringing its current capacity to 601 beds.
- Greene County's inmate population has been increasing rapidly, to an annual ADP of 698 inmates in 2016, including an ADP of 589 state inmates and 109 federal inmates (for the U.S. Marshal's Service). The County's total inmate population, at the time of the study, hit a record high of 837 inmates.
- Inmates beyond the capacity of the Greene County Jail were being housed in as many as five or six other rural county jails, and transported back and forth to Greene County.
- In 2015, the Greene County Jail stopped accepting municipal inmates, due to overcrowding. This led to a lawsuit between the City of Springfield (who had to find alternative jail space in nearby counties for holding municipal inmates) and Greene County.

Since completion of the study on inmate trends and projections in July 2017 —

- Greene County passed a half-cent general revenue sales tax to fund a major jail expansion, which is currently being designed and will be constructed across the street from the existing jail.
- The Greene County leased temporary jail space comprised of six metal trailers in the jail parking lot, surrounded by a 10-foot fence with razor wire. The lease for these temporary structures will cost Greene County approximately \$1.75 million over the first two years. The temporary jail space can hold as many 108 inmates, and is intended to reduce the volume (and cost) of inmates having to be transported and held in other counties.
- The City of Springfield and Greene County settled their lawsuit.

Over the past several years, as Greene County's inmate population continued to increase, the County did a number of things to try to help manage and control their growing jail population (and jail costs). These efforts are outlined here, not because they are necessarily appropriate or recommended for Platte County. They simply show the array of other efforts and "best practices" employed by another Missouri county to try to help manage and control their jail population.

The County used outside consultants in 2003 to conduct a comprehensive assessment of the County's criminal justice system. The 230-page assessment included chapters on:

- Growth, budget and crime issues;

- Criminal justice system assessment;
- Law enforcement;
- Office of the Prosecuting Attorney;
- Public Defender;
- Courts;
- Adult detention;
- Adult probation;
- Justice information systems;
- Justice system facilities;
- Juvenile system assessment; and
- A justice system “action plan” with 60 recommendations.

Other efforts to manage and control Greene County’s jail population growth include the following:

- The County established multiple advisory committees to review solutions to speed up the criminal justice system;
- The County provided additional staff to combat over-population and jail crowding;
- The County expanded and remodeled areas within the jail for additional capacity;
- The court system added DWI, Family, and Mental Health Courts;
- The County added medical fees to inmates to help control rising costs;
- The County expanded the jail’s book and release program;
- The City expanded its cite and release program;
- The County used felony citations in lieu of warrants;
- The courts allowed extra time for paying fines and costs to avoid jail time;
- 24-hour holds for charges that are normally booked and released require a supervisor’s authorization;
- The County contracted with other counties to house jail overflow;
- The County changed its civilian booking staff to Correctional Officers;
- The County added pretrial services to its court system;

- The jail stopped accepting municipal inmates;
- The courts added more judges, and the Prosecutor's Office added more prosecutors; and
- Jail shifts assist with transporting local inmates with other county holds to those facilities to free up bed space.

In discussions with the Springfield Police Department, the following efforts were noted with regard to processes and procedures to help manage the jail population.

- Senate Bill 5 was passed after the Ferguson shooting/riots which limits municipal warrants to only allow 72-hour holds. Springfield's Municipal Court actually puts 48 hours on their warrants instead of the 72 hours the bill allows for. So when someone is arrested on a municipal warrant they are typically seen by a judge within 48 hours and either held or released.
- Since Springfield has been transporting prisoners to other counties, all arrestees that are arrested Monday through Friday between 6 AM and 3 PM are taken to Municipal Court to be seen by the judge first. The judge can set bail and arrestees are given a chance to post bail at court. If they cannot make bail then they are transported to jail. The judge also has the ability to let them plead guilty or set a new court date and release them.
- The Springfield Police Department has specific guidelines for "Adult Cite and Release," which encourages officers to cite and release instead of arresting and booking into jail, unless the offense involves:
  1. Violence;
  2. Firearms;
  3. Resisting arrest;
  4. Giving false information to a police officer;
  5. The suspect/prisoner is a danger to themselves or others due to intoxication or being under the influence of drugs or narcotics;
  6. The suspect/prisoner has other charges pending against them that would make them ineligible for citation;
  7. There is reasonable likelihood that the offense(s) would continue or resume, or that the safety of person(s) or property would be immediately endangered by the release of the person;

8. The suspect/prisoner cannot provide satisfactory evidence of personal identification;
9. Any instance in which the arresting officer, with a supervisor's approval, deems the arrest necessary;
10. The prosecution of the offense(s) for which the person is arrested, or the prosecution of any other offense(s) would be jeopardized by the immediate release of the person arrested; or
11. The offense is covered under a statutory provision which mandates an arrest, such as the adult abuse statute.

The study noted that other cities in Greene County also have municipal inmates and require jail services. Though their combined population is significantly less than the City of Springfield's, these other communities also have an on-going need for jail services.

The study also noted that it is difficult (or impossible) to *quantify* the impact that these efforts — individually or collectively — have had on the jail population in Greene County. The County's inmate population has continued to grow, *despite* these efforts, but would have arguably increased more or faster without these various efforts to manage and control their jail population growth.

Many officials in Greene County believe that the lack of public defender resources is the primary reason why their jail population is increasing. One of the benefits of the study conducted on their inmate population trends is that the County was able to document the County's increasing average length of stay (ALOS) for state inmates — using reliable historical data, and without including federal or municipal inmates (who have a significantly different ALOS). This data has since been used by Greene County to pursue additional public defender resources on the state level.

Again, it should be stressed that these programs and policies used by Greene County may or may not be appropriate for Platte County. Some of these efforts may not be consistent with current local practices, and may not be supported by Platte County's law enforcement agencies, prosecutor, or courts. They are presented here simply to illustrate the different types of efforts employed by another Missouri county to try to help manage and control their jail population growth — while they aggressively pursue additional jail capacity.

## **6. Conclusion**

The population of Platte County is growing rapidly. Over the 20 years from the 1990 Census to the 2010 Census, the population of Platte County increased by more than 54 percent. The current population of Platte County is estimated at 101,187 people. Over the next two decades, the population of Platte County is expected to grow another 30 percent, to 137,178 people by 2040. And, as a County's population grows, the demands on its criminal justice system — and its jail system — also grow.

Since 2017, the Detention Center has had an average daily population (ADP) of 165 state inmates. The Detention Center has also been holding an ADP of 18 ICE detainees, which provides revenue for the County.

This year, the Detention Center hit its highest monthly ADP, with 194 total inmates in June, and 193 total inmates in August and September. The Detention Center's highest one-day inmate population was 216 inmates, which it hit in May 2017.

For facility planning purposes, a number of different, commonly-used forecasting methodologies were applied to Platte County's inmate population trends in order to estimate the County's future jail population. These included inmate population projections based on linear ADP trends, the County's Rate of Incarceration (ROI), and Average Length of Stay (ALOS). Baseline ADP projections were then developed for estimating the County's future inmate population.

For facility planning purposes, the "85 percent rule" was applied to the baseline ADP projections to estimate the total amount of jail capacity (jail beds) needed to accommodate routine fluctuations in the County's inmate population, and to provide sufficient capacity for the proper separation and segregation of different types of inmates.

Using this methodology, it is estimated that Platte County will need a total of:

- *Five Years (2023)* — 236 jail beds, to support an ADP of 201 state inmates;
- *Ten Years (2028)* — 282 jail beds, to support an ADP of 238 state inmates;
- *15 Years (2033)* — 327 jail beds, to support an ADP of 278 state inmates; and
- *20 Years (2038)* — 373 jail beds, to support an ADP of 317 state inmates.

Part of the purpose of this study is to help Platte County assess the viability and cost effectiveness of different jail facility expansion options. Subtracting 151 beds in the existing jail from the total number of jail beds needed, it is estimated that Platte County will have an inmate housing "shortfall" of:



- 85 jail beds in five years (2023);
- 131 jail beds in ten years (2028);
- 176 jail beds in 15 years (2033); and
- 222 jail beds in 20 years (2038).

The jail population projections presented in this report provide reasonable parameters for facility planning purposes, and are based on an objective assessment of the County's actual jail population trends since 2008. However, for the County's jail population to increase to these levels, there will have to be a commensurate increase in law enforcement, prosecution, and judicial resources in Platte County, beyond their current levels, to support and sustain a jail population of that size.

It is important that Platte County continues to try to identify, quantify, and address the factors that are driving the County's jail population growth. Further investigation of these and other issues — and their potential impact on the jail population — may help the County in its efforts to manage and control its future facility needs.

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