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Aug. 4, 2017

Nationally recognized consultant estimates future jail population

SPRINGFIELD, Mo. — Esteemed jail and prison consultant Bill Garnos, who has directed or assisted with jail planning projects for more than 100 cities and counties in 27 states, presented a report on Aug. 4 detailing his estimations for Greene County's future jail space needs.

Garnos 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.

He was hired by the Greene County Commission to review the County's past jail studies and current trends in its criminal justice system, analyze the County's inmate population, and forecast future inmate populations.

Garnos' projections are based on historical trends in County population and jail population. As the County's population grows, so do the demands of the criminal justice system. With an expected increase of 21 percent in citizens over the next two decades (from 275,000 to more than 333,000), and no anticipated changes in the efficiency of the justice system, Garnos concludes the following jail space will be needed in Greene County to house federal, state and municipal inmates:

- 1,155 jail beds by 2022 (5 years);
- 1,430 jail beds by 2027 (10 years);
- 1,714 jail beds by 2032 (15 years); and
- 2,008 jail beds by 2037 (20 years).

Garnos cautioned that the further out projections are made, the less reliable they become. Therefore, he recommends Greene County focus on the five- and 10-year projections for more immediate space needs, with the 15- and 20-year projections used for long-term master planning.

He also recommends Greene County analyze the average length of stay for state inmates, the declining number of inmates who are booked and released each month, declining availability of beds in regional facilities, the number of municipal inmates outside of Springfield, local probation trends and the growing volume of outstanding warrants. His full report is attached.

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For more information, contact Trysta Herzog, Greene County Director of Communications, at 417.868.4140 or therzog@greencountymo.gov.

**Jail Population
Study
for
Greene County
Missouri**

**Bill Garnos
Jail Consultant**

July 2017

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- Captain Ben King, Springfield Police Department
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Section 1. Introduction

In April 2017, Bill Garnos was contacted to conduct an analysis of Greene County's inmate population trends, and to develop inmate population projections for facility planning purposes. Bill is a nationally-recognized jail consultant who specializes in these services. Bill lives in Gladstone, Missouri, is a member of their City Council, and has worked on numerous jail projects in Missouri.

A proposal was submitted, with a scope of services that included:

- A review of Greene County's past jail studies;
- A review of current trends in Greene County's criminal justice system;
- An analysis of Greene County's inmate population trends and profile; and
- Inmate population projections and a forecast of jail capacity requirements.

This report is the result of that engagement.

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 26 counties in Missouri. Bill has completed 13 regional jail feasibility studies, including three in Missouri for the 4th, 28th, and 43rd Judicial Circuits. 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 has been on the Gladstone, Missouri City Council since 2011, and served as Mayor for 2015 – 2016. He received a Bachelor of Science degree in Criminal Justice from the University of South Dakota in 1981.

Report Organization

Section 1. Introduction — Provides a description of the project tasks, the consultant's background, and an overview of how the report is organized.

Section 2. Greene County's Past Jail Studies — Provides a review of the inmate population trends and projections presented in the *Criminal Justice System Assessment* developed by the Institute for Law and Policy Planning (ILPP) in 2003.

Section 3. Current Trends in Greene County's Criminal Justice System — Provides a review of the trends and changes in some of Greene County's criminal justice statistical indicators, including crime and arrest trends in Greene County, and criminal case filing trends in Circuit Court, over the past ten years.

Section 4. Inmate Population Trends — Examines the inmate population trends at the Greene County Jail (and the overflow housed out-of-county) since 2010, including:

- The number of jail bookings each month;
- The ADP of total inmates, by gender, by jurisdiction, and by facility each month;
- The high and low inmate population range each month; and
- The Average Length of Stay (ALOS) during this period.

A general profile of Greene County's current inmate population is also provided, with breakdowns of the current inmate population by age, gender, race/ethnicity, and number of days served.

Section 5. Inmate Population and Jail Capacity Projections — Provides inmate population projections for facility planning purposes, and a forecast of Greene County's future jail capacity requirements. The section includes:

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

General notes are provided with regard to:

- Inmate population projections in general;

- Efforts to manage and control the County's jail population growth;
- The type of jail beds needed;
- Alternatives to incarceration; and
- Greene County's jail size compared to other Missouri counties.

Section 6. Conclusions and Recommendations — Summarizes the study's overall findings, conclusions, and recommendations to support Greene County's current jail planning process and decision-making.

The purpose of this Jail Population Study was to assemble as much information as possible on Greene County's inmate trends and projections, for facility planning purposes.

This study takes no position with regard to whether Greene County should expand its existing jail facility, build a new or satellite jail facility, or the extent to which the County should continue to rely on other counties to provide a portion of the County's on-going inmate housing needs.

To be clear, this Jail Population Study is not intended to provide all the answers to Greene County's current and on-going jail situation. However, it is hoped that the extensive graphs and tables presented in this study will help to facilitate the development of more "data-driven" solutions to address and resolve the County's (and City's) current jail dilemma.

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 long-term jail needs.

This Jail Population Study was conducted in a relatively short time frame, using available data and resources. The extensive data, trends, and issues included in this study present several opportunities for the County's further analysis — in terms of the County's on-going jail facility needs, for addressing the other 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 Jail Population Study 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 can 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 Jail Population Study does not include any financial analysis — of operational costs, or revenue from holding federal inmates, or the costs involved with transporting and holding a portion of Greene County’s inmate population in other counties’ jail facilities. While obviously those are important issues, they go beyond the scope of this limited study.

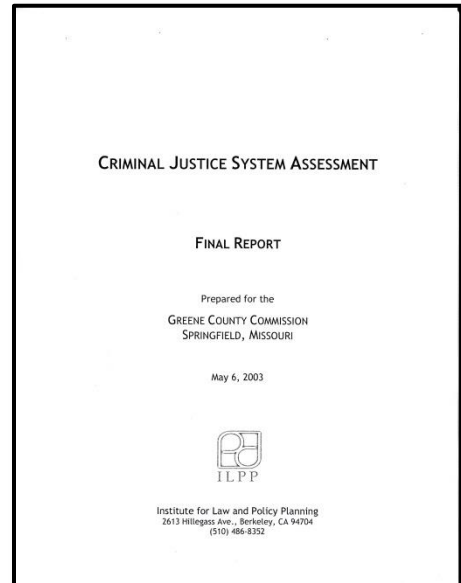
This study also does not include any assessment of the County’s current facility, or the existing building’s long-term viability to provide all, some, or most of the County’s jail capacity needs. Again, these are important issues, but go beyond the scope of this study.

Greene 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 appropriate size for the County’s jail expansion or new jail facility.

Section 2. Previous Inmate Projections

In 2003, a Criminal Justice System Assessment was completed for Greene County by the Institute for Law and Policy Planning (ILPP) from Berkeley, California. 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
- Action Plan.



The chapter on Adult Detention included observations and comments on:

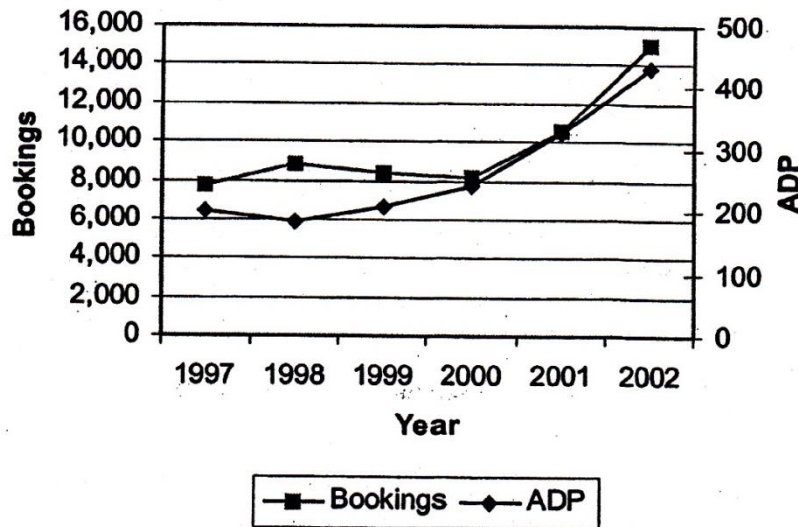
- The Jail Facility;
- Booking and Intake;
- Jail Configuration;
- Jail Programming;
- Mental Health Program;
- Classification;
- Staffing;
- Current Jail Population;
- Jail Population Projection;
- Findings; and
- Recommendations

The study described Greene County's current jail population as follows:

The Greene County Justice Center had an Average Daily Population (ADP) of 432 in 2002, with 15,044 annual bookings.

Beginning in 2001, bookings and population rose sharply after several years of relative stability. Complicating this analysis is that there was also the city jail.

Figure 8.A: Bookings and ADP, 1997 – 2002



Population grew slowly from 1997 to January 2001, and then more steeply, but with no pronounced change in slope in either June 2001 or April 2002.

The ILPP study included inmate population projections through the year 2025, using two projection models — a “demographic” model and a “booking” model. Their “demographic” model indicated an Average Daily Population (ADP) of 477 inmates in 2025 — with “no appreciable change in the jail population.” The “booking” model indicated an ADP of 1,339 inmates in 2025 — however, “that scenario is unlikely.”

The projections, their methodology, and the assumptions on which they were based were described in the ILPP study as follows:

Making projections of the future population of the Greene County Detention Facility poses particular problems in view of the substantial recent fluctuations due to the opening of the new jail. ILPP has constructed a simple model, which will need to be refined as experience with the new facility accrues.

Under stable conditions, jail population is expected to grow with county (or perhaps local area) population. ILPP first made an estimate of population growth through the year 2025. The U.S. Bureau of the Census prepares projections of population growth for every state, broken down by age, race/ethnicity, and sex. There is, therefore, an estimate for the state of Missouri. Projections do not extend down to the county level. ILPP found that, during the decade 1990 –

2000, Greene County grew about 60% faster than the state as a whole. The first assumption was that the county would continue to outpace the state at that same rate, leading to a population of 292,241 in 2025.

However, the population is aging, and age is an important determinant of the likelihood of arrest. The projections were separated into five subgroups, juveniles (aged 10 – 17), and four categories of adults (18 – 24, 25 – 34, 35 – 44, and 45 – 64). Persons over 65 were neglected, since senior citizens do not make up a large fraction of jail populations. The growth rates for each of the subgroups were lower than that for the county overall. In other words, a 10% increase in county population, for example, will lead to less than a 10% increase in jail population, other things being equal, because a disproportionate amount of the growth is among those older people. Table 8.1 shows total county population and the population of the subgroups. The decreases can be seen in most of the younger groups, while the 45 – 64 year old cohort peaks around 2015 and falls more slowly thereafter (the effect of the “baby boom” of the 1950s and 1960s).

Table 8.1: Greene County Population Projections, by age group

Population	2000	2005	2010	2015	2020	2025
Total	240,391	252,964	263,539	273,898	283,726	292,241
10 – 17	23,996	24,249	23,033	22,599	23,144	24,095
18 – 24	33,245	35,721	36,286	34,990	33,190	33,116
25 – 34	33,067	33,157	35,617	37,557	37,660	36,339
35 – 44	35,586	30,842	25,677	25,116	26,940	28,587
45 – 64	52,324	66,588	77,700	79,053	75,221	68,688
<i>Percent of total</i>						
10 – 17	9.98%	9.59%	8.74%	8.25%	8.16%	8.24%
18 – 24	13.83%	14.12%	13.77%	12.77%	11.70%	11.33%
25 – 34	13.76%	13.11%	13.51%	13.71%	13.27%	12.43%
35 – 44	14.80%	12.19%	9.74%	9.17%	9.50%	9.78%
45 – 64	21.77%	26.32%	29.48%	28.86%	26.51%	23.50%

Next, national data for arrests by age were used to calculate the relative likelihood of arrest for each of the subgroups. Finally, the theoretical numbers of those who would be arrested were adjusted to conform to the actual situation in Greene County in 2000.

Jail population is calculated by the simple formula:

$$\text{Average Daily Population (ADP)} = \text{Average Daily Bookings (ADB)} \times \text{Average Length of Stay (ALS)}^2$$

² The formula is exact only in the long run, as it neglects persons held over from times prior to the period under study. However, the error is not large for jails where the average length of stay is short and the number of holdovers is small compared to the number of new arrivals.

ILPP used these assumptions:

- *Average length of stay is 9.5 days. (This is the average for the period 1997 – 2002. There is no appreciable trend.)*
- *There were 8,153 bookings in 2000, but that year is distorted because of the transition to new facilities. A figure of 18,000 was used (bookings for the first 10 months of 2002, adjusted for a 12-month period.)*

Using these figures, and the assumed population growth, table 8.2 shows the projected figures.

Table 8.2: Projected Bookings, ALS and ADP, based on Demographic Model

Year	2000	2005	2010	2015	2020	2025
Bookings	18,000	18,593	18,968	18,957	18,604	18,331
ALS	9.5	9.5	9.5	9.5	9.5	9.5
ADP	468	484	494	493	484	477

Based on demographics alone³, there should be no appreciable change in the jail population. However, the number of bookings into the Detention Facility grew rapidly from 1997 to 2002. See Table 8.3.

Table 8.3: Actual Bookings, 1997 – 2002

Year	1997	1998	1999	2000	2001	2002
Actual Bookings	7,768	8,774	8,364	8,153	10,542	18,053

If the same rate of growth continued unabated for the next 23 years, the projected bookings would increase dramatically. Table 8.4 shows the population projected under those conditions, again assuming an ALS of 9.5 days:

Table 8.4: Projected Bookings, Assuming Current Growth Rate

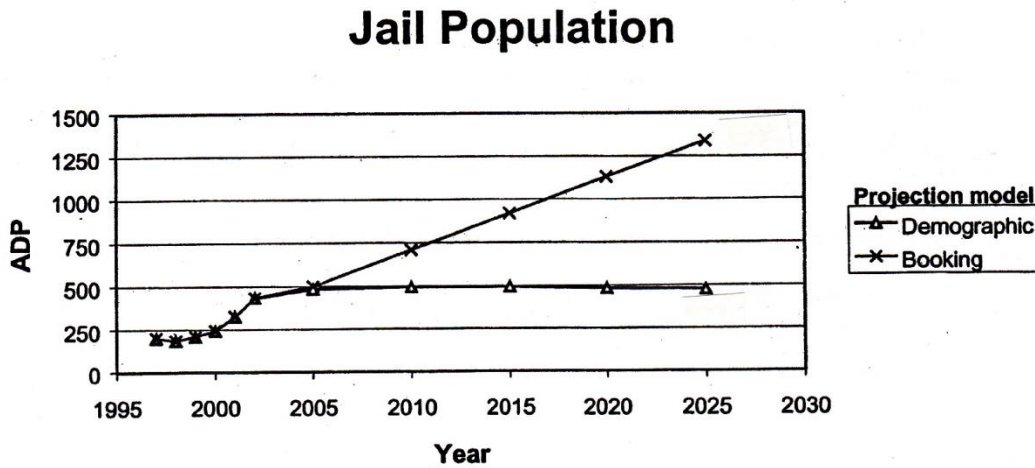
Year	2005	2010	2015	2020	2025
Projected Bookings	19,157	27,231	35,305	43,378	51,452

Under those conditions, the average detention facility population rises to 1,339 in 2025.

However, that scenario is unlikely. The dramatic increase in bookings is probably due to two non-recurring factors: the increased number of patrol officers (both city and county) after the passage of the Law Enforcement Sales Tax in 1997, and the increased availability of beds with the opening of the new jail.

³ *Excluding changes in the ethnic makeup of the population, since different ethnic groups have different arrest rates.*

Figure 8.B: Comparison of Jail Population Projections, Demographic and Booking



[Note: The preceding narrative and graphs are from the *Criminal Justice System Assessment, Final Report*, prepared for the Greene County Commission by the Institute for Law and Policy Planning (ILPP), May 6, 2003, pages 67 – 70. Emphasis added.]

Section 3. Current Trends in Greene County’s Criminal Justice System

This section provides a review of the trends and changes in some of Greene 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 Greene County’s inmate population trends, which are the focus of this study. However, crime and arrest trends, and criminal case filing trends in Greene 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 Greene County is included as part of the Inmate Population and Jail Capacity Projections in Section 5.]

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. Standard definitions are used in the state and national programs in order to maintain uniform and consistent data.

The UCR Crime Index consists of the following eight offenses:

Violent Crimes:

- Murder
- Rape
- Robbery
- Aggravated Assault

Property Crimes:

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

As part of this study, an examination was made of the number and type of crime index offenses reported in Greene County over the past ten years of available data (2007 – 2016). Reporting agencies include the Springfield Police Department, the Greene County Sheriff's Office, and the Police Departments of Ash Grove, Battlefield, Fair Grove, Republic, Strafford, Walnut Grove, and Willard.

- **Total Crime Index** — Over the past ten years, the total crime index for Greene County has remained fairly stable and flat, ranging from a low of 16,667 crime index offenses reported in 2014, to a high of 19,517 index offenses reported in 2010.
- **Violent Crimes** — The amount of violent crime (murder, rape, robbery, and aggravated assault) reported in Greene County remains small as compared to property crimes. Overall, violent crimes represent only an average of 10 percent of the total crime index in Greene County.

Aggravated assaults comprise an average of two-thirds (68 percent) of the violent crimes reported in Greene County.

Over the past ten years, the number of violent crimes reported in Greene County has been steadily increasing, ranging from a low of 1,237 violent crimes reported in 2008, to a high of 2,393 violent crimes reported last year (in 2016).

- **Property Crimes** — The amount of property crime (burglary, larceny/theft, motor vehicle theft, and arson) reported in Greene County represents an average of 90 percent of the total crime index offenses over the past ten years.

Larceny/theft comprises an average of three-quarters (75 percent) of property crimes reported in Greene County.

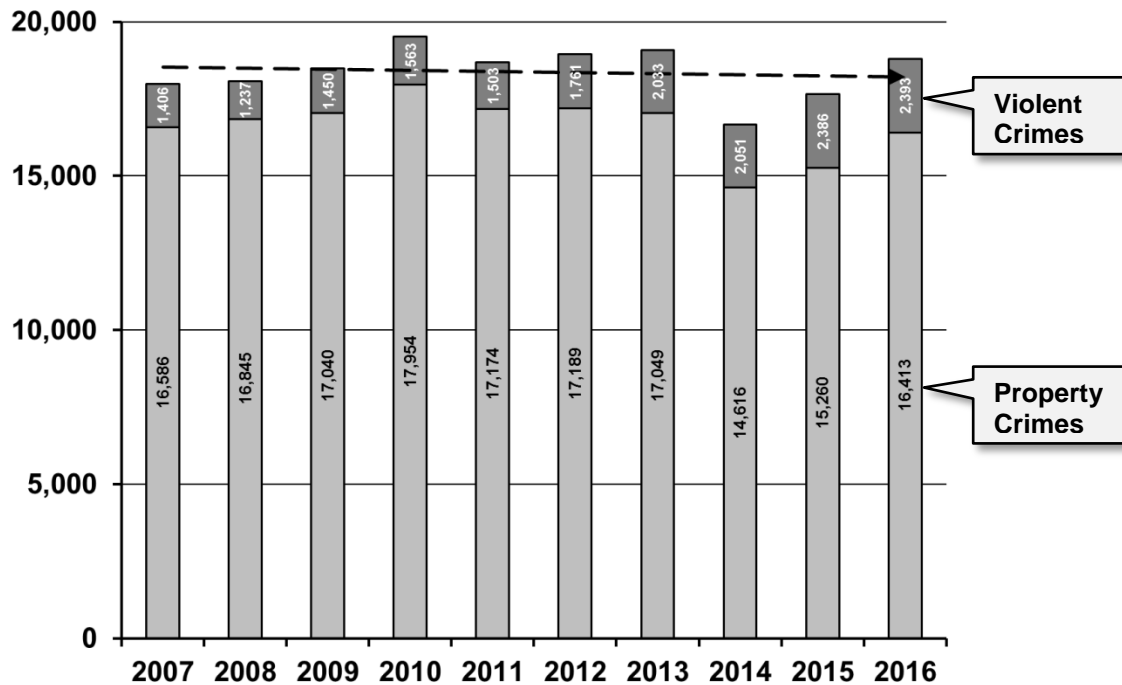
Over the past ten years, the number of property crimes reported in Greene County has declined slightly. The number of property crimes ranged from a low of 14,616 property crimes reported in 2014, to a high of 17,954 property crimes reported in 2010.

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.

The graph and table on the following page show the number and type of crime index offenses reported in Greene County over the past ten years of available data (2007 – 2016).

Part I Crimes Reported in Greene County (2007 – 2016)



Part I Crimes	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Violent Crimes										
Murder / Manslaughter	7	10	7	12	8	17	14	19	12	12
Rape	83	115	138	136	124	163	303	288	323	332
Robbery	313	312	324	335	304	362	406	403	473	441
Aggravated Assault	1,003	800	981	1,080	1,067	1,219	1,310	1,341	1,578	1,608
Subtotal	1,406	1,237	1,450	1,563	1,503	1,761	2,033	2,051	2,386	2,393
Property Crimes										
Burglary	2,616	2,581	3,212	2,874	2,805	2,861	2,895	2,309	2,476	2,621
Larceny / Theft	12,813	12,941	12,774	13,861	13,166	13,002	12,778	10,748	11,264	11,864
Motor Vehicle Theft	1,088	1,206	963	1,133	1,105	1,240	1,296	1,499	1,447	1,847
Arson	69	117	91	86	98	86	80	60	73	81
Subtotal	16,586	16,845	17,040	17,954	17,174	17,189	17,049	14,616	15,260	16,413
Total Crime Index	17,992	18,082	18,490	19,517	18,677	18,950	19,082	16,667	17,646	18,806

Source: Missouri Uniform Crime Reporting Program.

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 examination was made of the number and type of arrests made in Greene County over the past ten years of available data (2007 – 2016). Reporting agencies include the Springfield Police Department, the Greene County Sheriff’s Office, and the Police Departments of Ash Grove, Battlefield, Fair Grove, Republic, Strafford, Walnut Grove, and Willard.

- **Total Arrests** — Over the past ten years, the total number of arrests in Greene County has been declining, from a high of 16,211 and 16,331 total arrests in 2007 and 2009, to 13,284 arrests last year (2016).
- **Part I Arrests** — Arrests for Part I offenses (the most serious offenses) represent an average of one-quarter (25 percent) of the total arrests in Greene County (not including traffic offenses).

Larceny/theft comprises an average of two-thirds (66 percent) of arrests for Part I offenses in Greene County.

Over the past ten years, the number of arrests for Part I offenses in Greene County has been increasing. The number of arrests for Part I offenses ranged from a low of 2,696 arrests in 2011, to a high of 3,861 arrests in 2014.

- **Part II Arrests** — Arrests for Part II offenses (less serious offenses) represent an average of three-quarters (75 percent) of the total arrests in Greene County (not including traffic offenses).

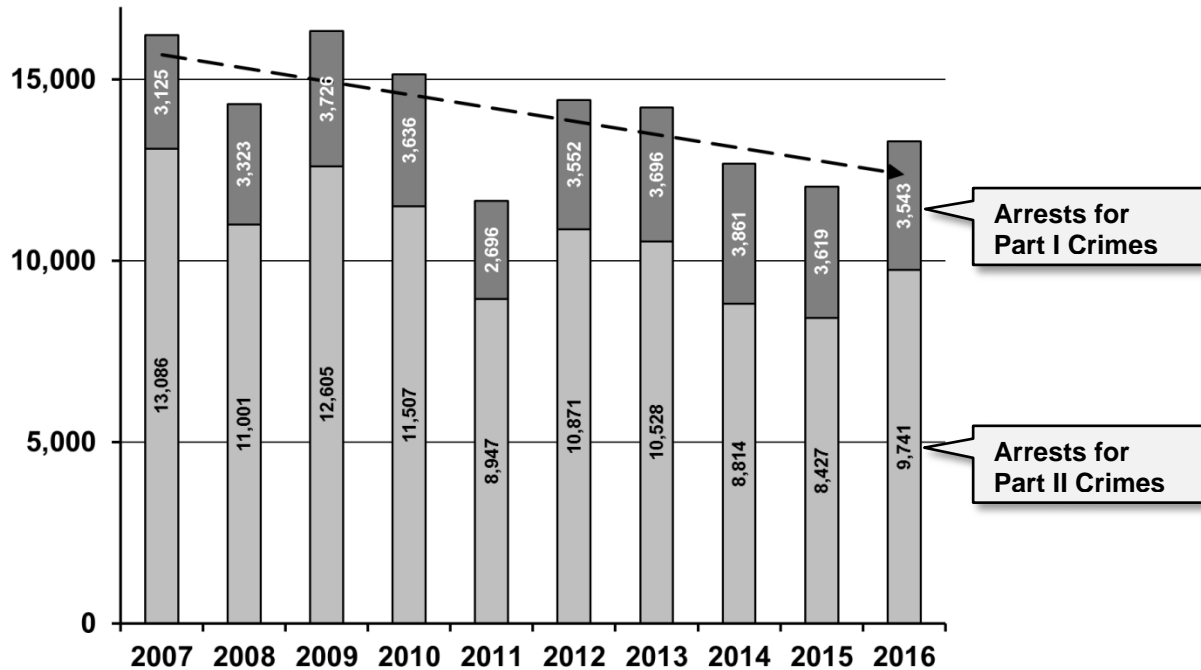
Simple assault, drug possession, and driving under the influence (DUI) comprise an average of 39 percent of arrests for Part II offenses in Greene County. “Other offenses” comprise an average of 37 percent of arrests for Part II offenses in Greene County.

Over the past ten years, the number of arrests for Part II offenses in Greene County has been steadily declining. The number of arrests for Part II offenses ranged from a low of 8,427 arrests in 2015, to a high of 13,086 arrests in 2007.

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 in Greene County over the past ten years of available data (2007 – 2016).

Total Arrests for Part I and II Crimes in Greene County (2007 – 2016)



Crimes	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Part I Crimes										
Murder / Manslaughter	4	14	12	11	12	17	11	11	3	2
Rape	7	33	23	22	8	17	28	32	35	25
Robbery	96	143	182	185	145	124	101	142	165	133
Aggravated Assault	388	425	525	620	387	344	403	400	517	482
Burglary	311	305	322	351	277	310	260	223	208	257
Larceny / Theft	2,092	2,199	2,482	2,281	1,667	2,518	2,562	2,751	2,377	2,178
Motor Vehicle Theft	220	146	138	148	174	208	295	278	304	445
Arson	7	58	42	18	26	14	36	24	10	21
Total Arrests for Part I Crimes	3,125	3,323	3,726	3,636	2,696	3,552	3,696	3,861	3,619	3,543
Part II Crimes										
Simple Assault	1,721	1,388	1,664	1,387	1,446	1,507	1,438	1,329	1,089	1,106
Forgery/Counterfeiting	201	157	170	217	162	153	172	104	120	99
Fraud	280	148	231	194	97	45	52	35	130	128
Embezzlement	0	0	0	0	0	0	0	0	12	14

Crimes	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Stolen Property	150	196	185	182	112	124	125	78	84	98
Vandalism	221	197	245	212	129	103	85	71	103	97
Weapons Charge	189	180	169	145	151	126	130	94	100	133
Prostitution / Vice	3	17	18	15	5	2	0	3	9	4
Sex Offenses	123	115	95	84	93	65	60	54	64	73
Drug Sale / Manufacture	389	284	283	269	219	222	199	138	146	143
Drug Possession	1,328	935	724	837	1,106	1,192	1,214	1,149	1,401	1,650
Gambling	0	0	0	0	0	3	0	0	0	0
Family Offenses	881	1,033	949	930	286	99	69	43	63	44
DUI	1,702	1,408	1,453	1,488	1,878	2,035	1,658	1,371	1,323	1,344
BUI	0	0	0	0	0	0	0	0	0	0
Liquor Law	647	615	526	489	282	171	114	126	296	531
Drunk	1	19	1	3	1	0	0	3	0	0
Disorderly Conduct	1,165	1,018	953	900	266	153	95	84	91	92
Vagrancy	0	1	0	0	0	3	6	29	121	72
Other Offenses	4,051	2,916	4,539	3,785	2,490	4,718	4,997	4,003	3,168	4,015
Curfew	23	20	31	20	19	5	2	5	1	0
Runaway	11	354	369	350	205	145	112	95	106	98
Total Arrests for Part II Crimes	13,086	11,001	12,605	11,507	8,947	10,871	10,528	8,814	8,427	9,741
Total Arrests for Part I and II Crimes	16,211	14,324	16,331	15,143	11,643	14,423	14,224	12,675	12,046	13,284

Source: Missouri Uniform Crime Reporting Program.

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.

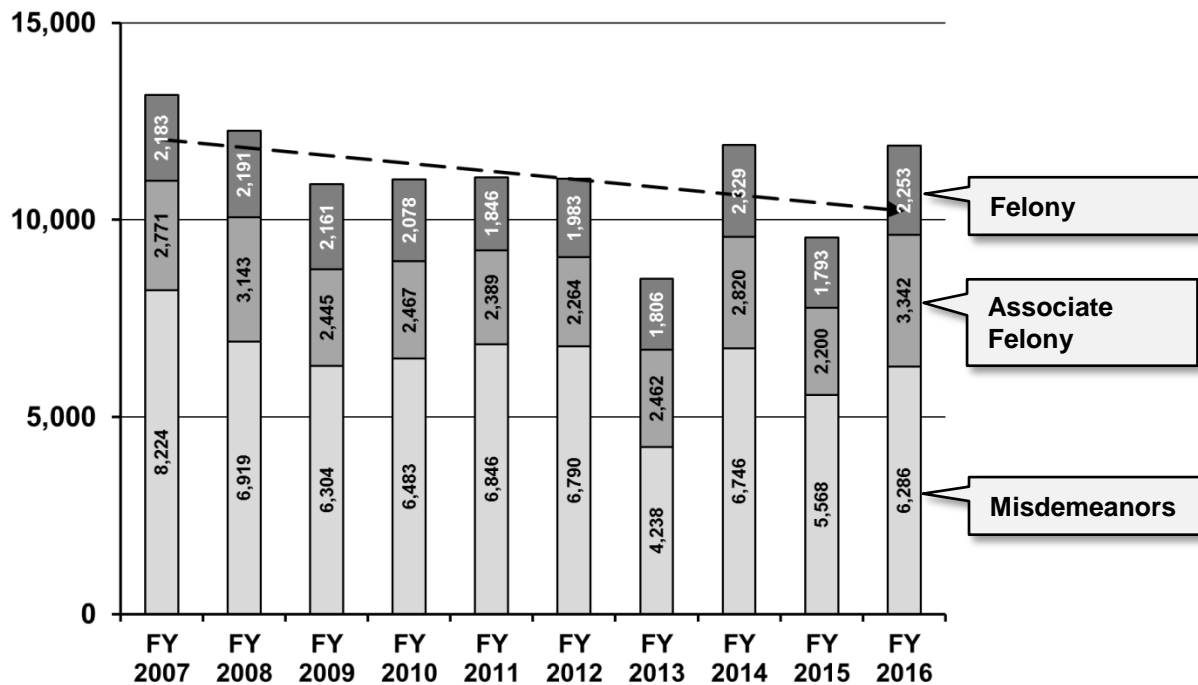
As part of this study, an examination was made of the number and type of criminal case filings in Circuit Court in Greene County over the past ten years of available data (FY 2007 – FY 2016).

- **Total Criminal Case Filings** — Over the past ten years, the total number of criminal case filings for felonies, associate felonies, and misdemeanors in Greene County generally declined. During this period, there was an average of 11,133 criminal case filings each year for felonies, associate felonies, and misdemeanors. Total criminal case filings ranged from a high of 13,178 filings in FY 2007, to a low of 8,506 filings in FY 2013.
- **Felonies** — Over the past ten years, the number of felony case filings in Greene County has fluctuated, but remained fairly stable. During this period, there was an average of 2,062 felony case filings each year. Felony case filings ranged from a high of 2,329 filings in FY 2014, to a low of 1,793 filings the following year (FY 2015).
- **Associate Felonies** — Over the past ten years, the number of associate felony case filings in Greene County has fluctuated, but remained stable. During this period, there was an average of 2,630 associate felony case filings each year. Associate felony case filings ranged from a low of 2,200 filings in FY 2015, to a high of 3,342 filings last year (FY 2016).
- **Misdemeanors** — Over the past ten years, the number of misdemeanor case filings in Greene County has declined. During this period, there was an average of 6,440 misdemeanor case filings each year. Misdemeanor case filings ranged from a high of 8,224 filings in FY 2007, to a low of 4,238 filings in FY 2013.

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 Greene County over the past ten years of available data.

Criminal Case Filings in Circuit Court in Greene County (FY 2007 – FY 2016)



Criminal Cases	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	FY 2016
Felony	2,183	2,191	2,161	2,078	1,846	1,983	1,806	2,329	1,793	2,253
Associate Felony	2,771	3,143	2,445	2,467	2,389	2,264	2,462	2,820	2,200	3,342
Misdemeanors	8,224	6,919	6,304	6,483	6,846	6,790	4,238	6,746	5,568	6,286
Total	13,178	12,253	10,910	11,028	11,081	11,037	8,506	11,895	9,561	11,881

Source: Missouri Office of State Courts Administrator, Annual Statistical Report – Circuit Court Profiles, 31st Circuit, FY 2007 – FY 2016.

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 Greene 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 together to impact the size of the County's jail population.

As previously mentioned, this study presents several opportunities for the County's further analysis — but go beyond the scope of this study. Current trends in two areas — probation and warrants — may help the County to identify other emerging issues in the local criminal justice system which could ultimately impact the County's future jail needs.

Trends in Greene County's probation system clearly have a direct impact on the County's jail needs. In the criminal justice "process," there is a closer "nexus" between probation trends and jail population trends. As part of this study, probation data for Greene County was requested from the State, but was not provided. Nonetheless, historical data and trends in the number of referrals to probation, the average daily probation caseload, or the rate of probation violations all present opportunities to identify factors that may be contributing to Greene County's growing jail population — and which may help the County in its efforts to manage and control its jail population growth.

Sheriffs all across the country are also facing a growing volume of outstanding arrest warrants. This clearly has an impact on jail population trends, but it is difficult to quantify the impact or the correlation between the number of warrants and the number of inmates. The large and growing volume of outstanding warrants is also frustrating to law enforcement. And, many options for addressing the backlog of warrants would further strain an already heavily strained criminal justice system. As Greene County moves forward, it should continue to monitor both the volume of its outstanding arrest warrants, and the potential impact this may have on the County's jail population trends.

Further analysis of trends in these and other areas may help Greene County to identify and address some of the underlying factors that are driving the County's current and future jail needs.

Section 4. 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 trends all have an impact, to some extent, on Greene County's demand for jail services, it is clear that the number of bookings and the jail's average daily population (ADP) of inmates provide the most direct information regarding trends in the County's actual utilization of jail beds.

This section of the report examines the inmate population trends at the Greene County Jail (and the overflow housed out-of-county) since 2010. This section looks at

- The number of jail bookings each month;
- The ADP of total inmates, by gender, by jurisdiction, and by facility each month;
- The high and low inmate population range each month; and
- The Average Length of Stay (ALOS) during this period.

A general profile of Greene County's current inmate population is also provided, with breakdowns of the current inmate population by age, gender, race/ethnicity, and number of days served.

A. Bookings

The number of bookings is an important indicator of the quantity and frequency of people being processed into (and subsequently out of) the jail system. Admissions and releases also have an impact on the size of the overall jail population, and provide an insight into the demands placed on the facility's intake and release area, and the staff involved with the processing of inmates into (and out of) the facility.

It should be noted that the data on "bookings" at the Greene County Jail include *all* inmate admissions, including inmates who are booked and released, and all state, federal, and municipal inmates (through April 2015) who were processed into the facility.

The following pages provide important planning information on booking trends at the Greene County Jail, including:

- Total annual bookings;
- Average monthly bookings;

- A breakdown of annual bookings by *jurisdiction* (state, federal, and municipal inmates); and
- The annual number of inmates booked and released.

Total Annual Bookings

From 2010 to 2014, the total number of bookings at the Greene County Jail remained fairly stable, with:

- 18,393 bookings in 2010;
- 19,278 bookings in 2011;
- 19,733 bookings in 2012;
- 18,796 bookings in 2013; and
- 18,377 bookings in 2014.

In April 2015, the Greene County Jail stopped accepting municipal inmates, due to jail crowding. As a result, the number of bookings dropped significantly, to:

- 14,629 bookings in 2015; and
- 14,392 bookings in 2016.

In the 12 months *prior* to April 2015 (i.e., April 2014 through March 2015), the Greene County Jail had a total of 18,194 bookings. In the 12 months *following* April 2015 (i.e., May 2015 through April 2016), the Greene County Jail had a total of 14,041 bookings — which represents a 23 percent reduction in the volume of bookings after the Greene County Jail stopped accepting municipal inmates.

Average Monthly Bookings

The average number of monthly bookings obviously followed the same general pattern as the total annual bookings. From 2010 to 2014, the average number of bookings each month remained fairly stable, with an average of:

- 1,533 bookings each month in 2010;
- 1,607 bookings each month in 2011;
- 1,644 bookings each month in 2012;
- 1,566 bookings each month in 2013; and

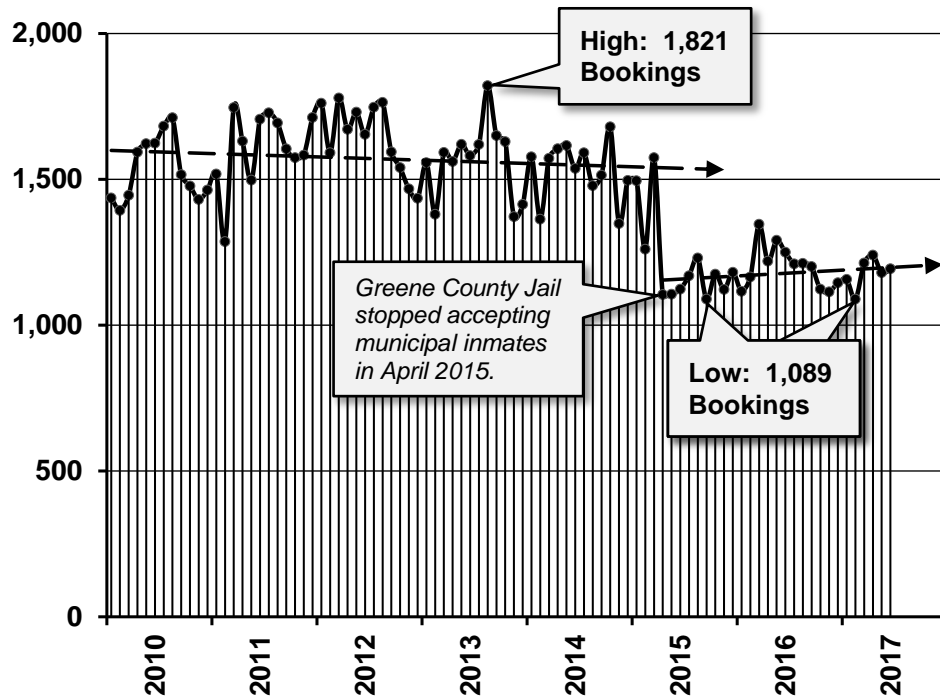
- 1,531 bookings each month in 2014.

In April 2015, the Greene County Jail stopped accepting municipal inmates, due to jail crowding. As a result, the average number of bookings each month dropped significantly, to an average of:

- 1,219 bookings each month in 2015;
- 1,199 bookings each month in 2016; and
- 1,179 bookings each month during the first half of 2017.

The graph and table on the following page show the total number of jail bookings at the Greene County Jail for each month from 2010 through 2017, including the high, low, and trendlines before and after the jail stopped accepting municipal inmates.

Total Monthly Bookings at the Greene County Jail (2010 – 2017)



Month	2010	2011	2012	2013	2014	2015	2016	2017
January	1,436	1,518	1,761	1,557	1,577	1,495	1,116	1,157
February	1,393	1,286	1,591	1,380	1,363	1,260	1,165	1,089
March	1,445	1,746	1,779	1,592	1,572	1,574	1,346	1,213
April	1,593	1,631	1,671	1,561	1,605	1,105	1,219	1,240
May	1,622	1,497	1,730	1,620	1,616	1,106	1,291	1,180
June	1,624	1,706	1,654	1,581	1,537	1,123	1,250	1,193
July	1,682	1,728	1,747	1,619	1,591	1,169	1,210	
August	1,711	1,693	1,764	1,821	1,478	1,230	1,212	
September	1,516	1,604	1,594	1,650	1,514	1,089	1,201	
October	1,477	1,574	1,540	1,629	1,680	1,175	1,123	
November	1,431	1,583	1,467	1,372	1,348	1,122	1,114	
December	1,463	1,712	1,435	1,414	1,496	1,181	1,145	
Monthly Average	1,533	1,607	1,644	1,566	1,531	1,219	1,199	1,179
Annual Total	18,393	19,278	19,733	18,796	18,377	14,629	14,392	7,072

Source: Greene County Sheriff's Office. Data includes all inmates, including inmates who are booked and released, federal inmates, and municipal inmates.

Annual Bookings by Jurisdiction

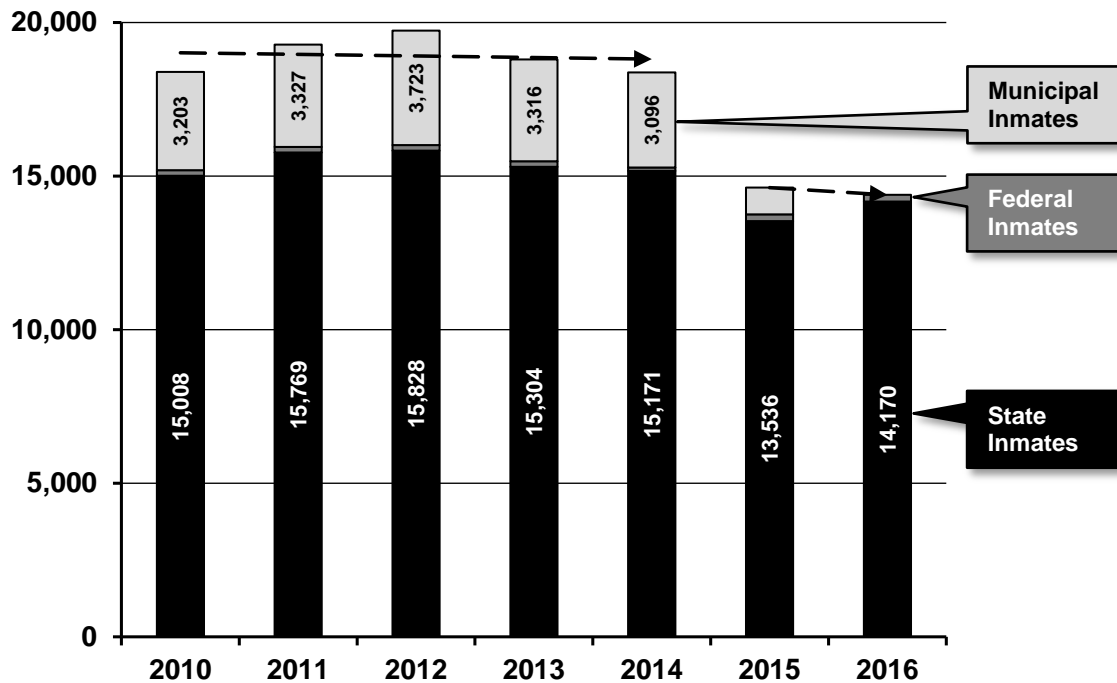
As previously mentioned, the data on “bookings” at the Greene County Jail include *all* inmate admissions, including inmates who are booked and released, and all state, federal, and municipal inmates (through April 2015) who were processed into the facility.

Over the past seven years, the Greene County Jail booked:

- 15,008 state inmates (82%), 182 federal inmates (1%), and 3,203 municipal inmates (17%) in 2010;
- 15,769 state inmates (82%), 182 federal inmates (1%), and 3,327 municipal inmates (17%) in 2011;
- 15,828 state inmates (80%), 182 federal inmates (1%), and 3,723 municipal inmates (19%) in 2012;
- 15,304 state inmates (81%), 176 federal inmates (1%), and 3,316 municipal inmates (18%) in 2013;
- 15,171 state inmates (83%), 110 federal inmates (1%), and 3,096 municipal inmates (17%) in 2014;
- 13,536 state inmates (93%), 220 federal inmates (2%), and 873 municipal inmates (6%) in 2015; and
- 14,170 state inmates (98%) and 222 federal inmates (2%) in 2016.

The graph and table on the following page show the annual distribution of bookings for state, federal, and municipal inmates at the Greene County Jail for 2010 through 2016.

Annual Bookings by Jurisdiction (2010 – 2016)



Jurisdiction	2010	2011	2012	2013	2014	2015	2016
State Inmates	15,008	15,769	15,828	15,304	15,171	13,536	14,170
Federal Inmates	182*	182*	182*	176	110	220	222
Municipal Inmates	3,203	3,327	3,723	3,316	3,096	873	0
Total Annual Bookings	18,393 Bookings	19,278 Bookings	19,733 Bookings	18,796 Bookings	18,377 Bookings	14,629 Bookings	14,392 Bookings

Jurisdiction	2010	2011	2012	2013	2014	2015	2016
State Inmates	81%	82%	82%	80%	80%	79%	84%
Federal Inmates	14%	13%	13%	15%	15%	20%	16%
Municipal Inmates	6%	5%	6%	5%	5%	1%	0%
Total	100%	100%	100%	100%	100%	100%	100%

Source: Greene County Sheriff's Office. * The number of bookings for federal inmates for 2010 – 2012 is estimated.

Inmates Booked and Released

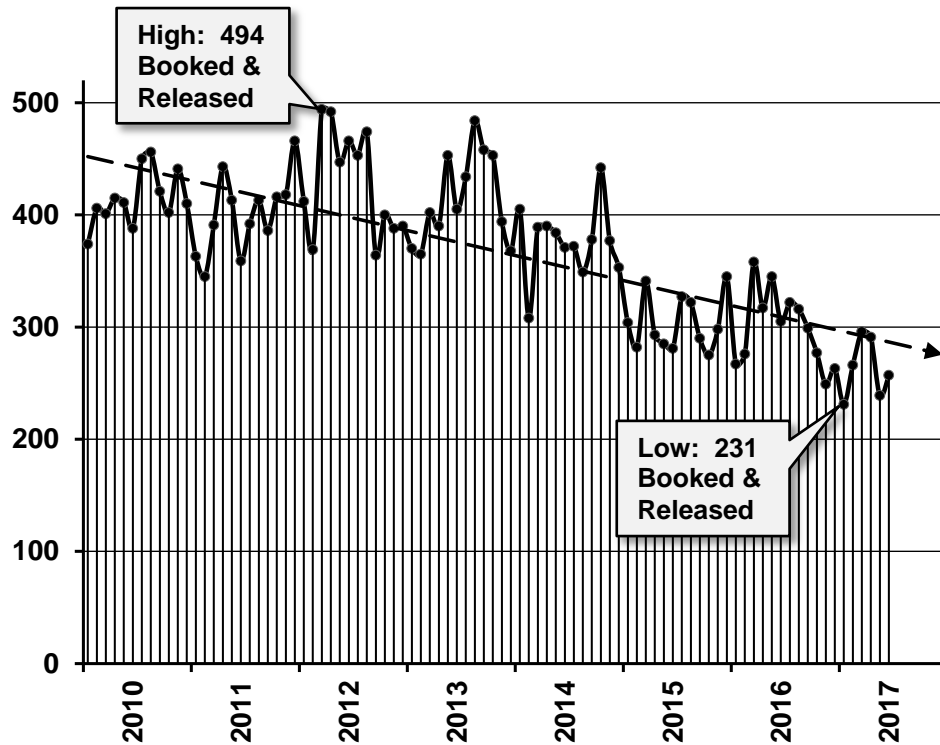
Since 2010, the average number of inmates booked and released each month from the Greene County Jail has declined from an average of:

- 415 inmates booked and released each month in 2010;
- 400 inmates booked and released each month in 2011;
- 429 inmates booked and released each month in 2012;
- 415 inmates booked and released each month in 2013;
- 377 inmates booked and released each month in 2014;
- 304 inmates booked and released each month in 2015;
- 300 inmates booked and released each month in 2016; and
- 263 inmates booked and released each month during the first half of 2017.

The graph and table on the following page show the total number of inmates booked and released at the Greene County Jail for each month from 2010 through 2017, including the high, low, and trendline.

The page after that provides a list of offenses (by state charge codes) that are typically booked and released from the Greene County Jail, including whether the offense is a felony (F) or misdemeanor (M).

Inmates Booked and Released at the Greene County Jail (2010 – 2017)



Month	2010	2011	2012	2013	2014	2015	2016	2017
January	374	363	412	370	405	304	267	231
February	406	345	369	365	308	282	276	266
March	401	391	494	402	389	341	358	296
April	415	443	492	390	390	293	317	291
May	411	413	447	453	384	285	345	239
June	388	359	466	405	371	281	305	257
July	450	392	453	434	372	327	322	
August	456	413	474	484	349	322	316	
September	421	386	364	458	378	290	299	
October	402	416	400	453	442	275	277	
November	441	418	388	394	377	298	249	
December	410	466	390	368	353	345	263	
Monthly Average	415	400	429	415	377	304	300	263
Annual Total	4,975	4,805	5,149	4,976	4,518	3,643	3,594	1,580

Source: Greene County Sheriff's Office.

Offenses Booked and Released at the Greene County Jail (by State Charge Code)

ARSON:

569.053-001	M	ARSON 3RD
569.055-001	F	KNOW BURN/EXPLODE
569.060-001	M	RECK BURN/EXPLODE
569.065-001	M	NEGL BURN/EXPLODE

ASSAULT:

565.054-002	F	ASSAULT 3RD DEG
565.054-001	F	ASLT 3RD SPC VCTM

BURGLARY:

569.170-001	F	BURGLARY 2ND
569.180-001	F	POSS OF BURG TOOLS
569.140-001	M	TRESPASSING 1ST

DRUGS:

211.111-002	F	POSS C/S IN CORR FAC
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FAMILY AND CHILDREN:

568.050-001	M	ENDANGER CHILD 2ND
565.225-006	F	STALKING 1ST DEG
568.040-002	M	NON SUPPORT
455.085-002	M	VIOL EX PARTE 1ST OFF
455-085-001	F	VIOL EX PARTE 2ND OFF
565.090-003	F	HARASSMENT 1ST DEG
565.091-001	M	HARASSMENT 2ND DEG

FRAUD:

570.090-001	F	FORGERY
570.130-001	F	FRAUD USE CREDIT DEV
570.130-002	M	FRAUD USE CREDIT DEV
570.120-001	F	PASS BAD CHECKS
570.120-002	M	PASS BAD CHECKS

MISCELLANEOUS:

476.110-001	M	CONTEMPT OF COURT
577.070-001	M	LITTERING
311.310-001	M	SUPPLY LIQR TO MINOR
311.325-001	M	MINOR POSS LIQUOR
574.010-002	M	PEACE DISTURBANCE
252.040-001	M	TAKE WILDLIFE
574.075-001	M	DRUNK, PROHIB PLACE

PROPERTY:

221.353-001	F	DAMAGE JAIL PROP
569.100-001	F	PROP DAMAGE 1ST
569.120-001	M	PROP DAMAGE 2ND

RESISTING AND OBSTRUCTION:

575.150-003	M	RESIST ARREST
43.170-001	M	OBSTRUCTING OFFICER
190.308-001	M	MISUSING "911"
575.080-001	M	MAKE FALSE REPORT

STEALING:

570.030-029	F	STEALING
570.030-043	M	STEALING
570.057-001	F	STEALING RENTAL PROP
570.057-002	M	STEALING RENTAL PROP

TAMPERING:

569.080-002	F	TAMPERING M/V 1ST
569.090-007	M	TAMPERING M/V 2ND

TRAFFIC:

311.325-001	M	MINR PRCH/ATMPT/POSS ALCH 1ST
311.325-002	M	MINR PRCH/ATMPT/POSS ALCH 1ST
311.325-003	M	MINOR VIS INTOX 1ST OFE
311.325-004	M	MINOR VIS INTOX 2ND OFE
302.321-005	F	DWLR/DWLS
302.321-003	M	DWLR/DWLS 1ST
302.321-004	M	DWLR/DWLS 2ND
577.060-001	F	LSOA
577.060-005	M	LSOA
302.574-002	M	F/T MAINTAIN PROOF INS
390.136-002	M	ALTERED DECAL
311.329-001	M	ALTERED DRIVERS LIC/ID
577.080-001	M	ABANDONED VEH
304.012-001	M	C&I DRIVING
301.140-001	M	DIS PLATES ANOTHER
301.130-001	M	FAIL DIS/PROP AFFIX PLATES
303.025-002	M	OPR M/V OF ANTHR NO FIN RESP
303.025-003	M	FAL MAINTAIN FINC 1ST
303.025-004	M	FAL MAINTAIN FINC 2ND
301.020-001	M	F/T REG MOTOR VEHICLE
304.019-002	M	F/T SIGNAL
304.351-007	M	F/T STOP FOR SIGN
307.178-001	M	F/T WEAR SEATBELT
304.015-014	M	F/T KEEP RIGHT
304.022-001	M	F/T YIELD EMER VEHICLE
304.281-001	M	F/T YIELD RIGHT OF WAY
304.271-001	M	F/T OBEY TRAF DEVICE
304.017-001	M	FOLLOWING TOO CLOSE
307.075-005	M	NO TAIL LIGHTS
302.020-003	M	NO VALID OPER LIC 1ST OF
302.020-004	M	NO VALID OPER LIC 2ND OF
302.020-001	F	NO VALID OPER LIC 3RD OF
302.727-004	M	OPR COM VEH W/O LIC
304.130-002	I	SPEEDING 6-10 OVER
304.130-003	I	SPEEDING 11-15 OVER
304.130-004	I	SPEEDING 16-19 OVER
304.130-005	I	SPEEDING 20-25 OVER
304.130-006	I	SPEEDING 26 OR MORE

WEAPONS:

571.020-001	F	UNLAWFUL POSS WEAP
571.020-002	M	UNLAWFUL POSS WEAP
571.030-007	F	UNLAWFUL USE OF WEAP
571.030-012	M	UNLAWFUL USE OF WEAP
571.045-001	M	DEFACING FIREARM
571.050-001	M	POSS DEFACED FIREARM
575.153-001	F	DISARM PEACE OFFICER

B. Average Daily Population (ADP)

The Average Daily Population (ADP) is one of the single most important statistical 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.

$$\boxed{\begin{array}{c} \text{Total Prisoner} \\ \text{Days (TPD)} \\ \text{in the Month} \end{array}} \div \boxed{\begin{array}{c} \text{Number} \\ \text{of Days in} \\ \text{the Month} \end{array}} = \boxed{\begin{array}{c} \text{Average Daily} \\ \text{Population} \\ \text{(ADP)} \end{array}}$$

The following pages provide important planning information on Greene County's inmate population trends, including:

- Total inmates;
- A breakdown of the inmate population by *gender* (male/female);
- A breakdown by *jurisdiction* (state, federal, and municipal inmates); and
- A breakdown by *facility* (at the Greene County Jail or housed out-of-county).

1. Total Inmates

Since 2010, the total number of inmates being housed at the Greene County Jail (or housed out-of-county) has steadily increased, with an annual ADP of:

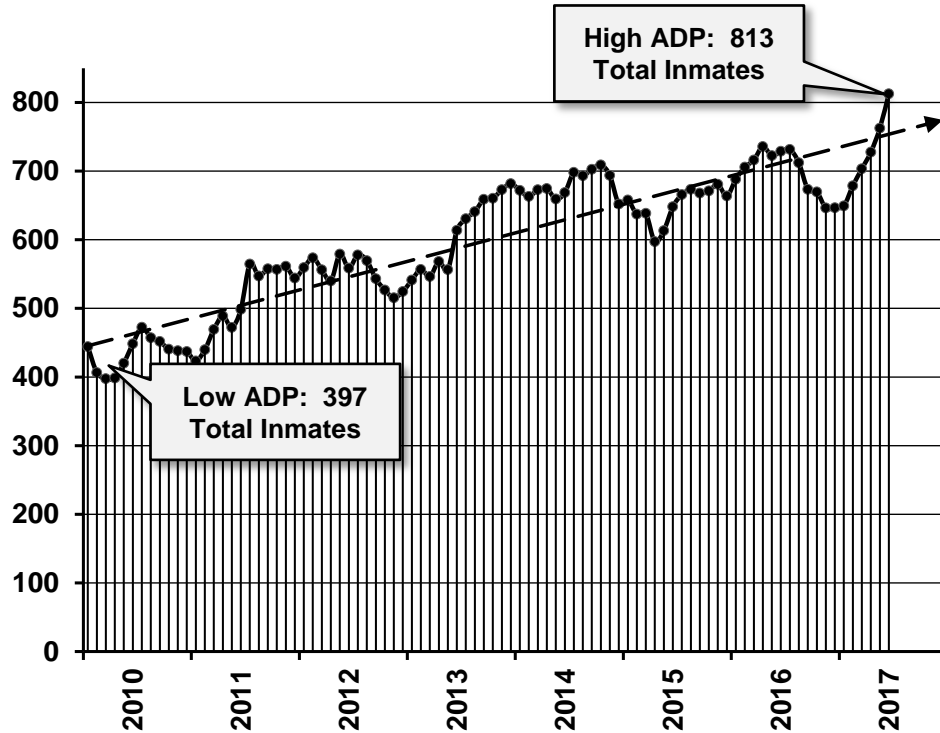
- 434 total inmates in 2010;
- 510 total inmates in 2011;
- 552 total inmates in 2012;
- 611 total inmates in 2013;
- 680 total inmates in 2014;
- 651 total inmates in 2015;
- 698 total inmates in 2016; and
- 722 total inmates during the first half of 2017.

Since 2010, the ADP each month ranged from a low of 397 total inmates in March 2010, to a high of 813 total inmates last month (June 2017).

The graph and table on the following page show the ADP for all inmates for each month from 2010 through 2017, including the high, low, and overall trendline.

Average Daily Population — Total Inmates (2010 – 2017)

Includes all inmates at the Greene County Jail and inmates housed out-of-county.



Month	2010	2011	2012	2013	2014	2015	2016	2017
January	444	423	559	541	672	658	688	651
February	406	440	574	557	663	637	706	680
March	397	469	556	546	673	638	716	704
April	398	489	540	568	675	597	736	728
May	420	472	579	556	659	613	722	763
June	448	499	559	614	669	648	729	813
July	472	565	578	631	698	666	732	
August	457	547	570	641	693	673	712	
September	452	558	543	659	703	668	673	
October	440	557	527	660	709	671	670	
November	438	561	516	673	694	681	646	
December	437	544	525	682	652	664	647	
Total Annual ADP	434	510	552	611	680	651	698	722
	Inmates	Inmates	Inmates	Inmates	Inmates	Inmates	Inmates	Inmates

Source: Greene County Sheriff’s Office. Data is based on the average of daily “Start Counts” (at 7 AM).

2. ADP by Gender

Since 2010, the inmate population at the Greene County Jail (or housed out-of-county) has consisted of an annual ADP of:

- 410 males (86%) and 67 (14%) females in 2010;
- 441 males (85%) and 81 (15%) females in 2011;
- 460 males (85%) and 79 (15%) females in 2012;
- 512 males (84%) and 97 (16%) females in 2013;
- 566 males (84%) and 110 (16%) females in 2014;
- 553 males (85%) and 94 (15%) females in 2015; and
- 580 males (84%) and 113 (16%) females in 2016.

The graph and table on the following page show the annual distribution of male and female inmates in Greene County's jail system for 2010 through 2016.

Male Inmates

Since 2010, the ADP of male inmates each month has steadily increased, ranging from a low of 382 male inmates in April 2010, to a high of 684 male inmates last month (June 2017).

Since 2010, males have comprised an average of 85 percent of Greene County's total inmate population.

The graph and table on page 33 show the ADP of Greene County's male inmates for each month from 2010 through 2017, including the high, low, and overall trendline.

Female Inmates

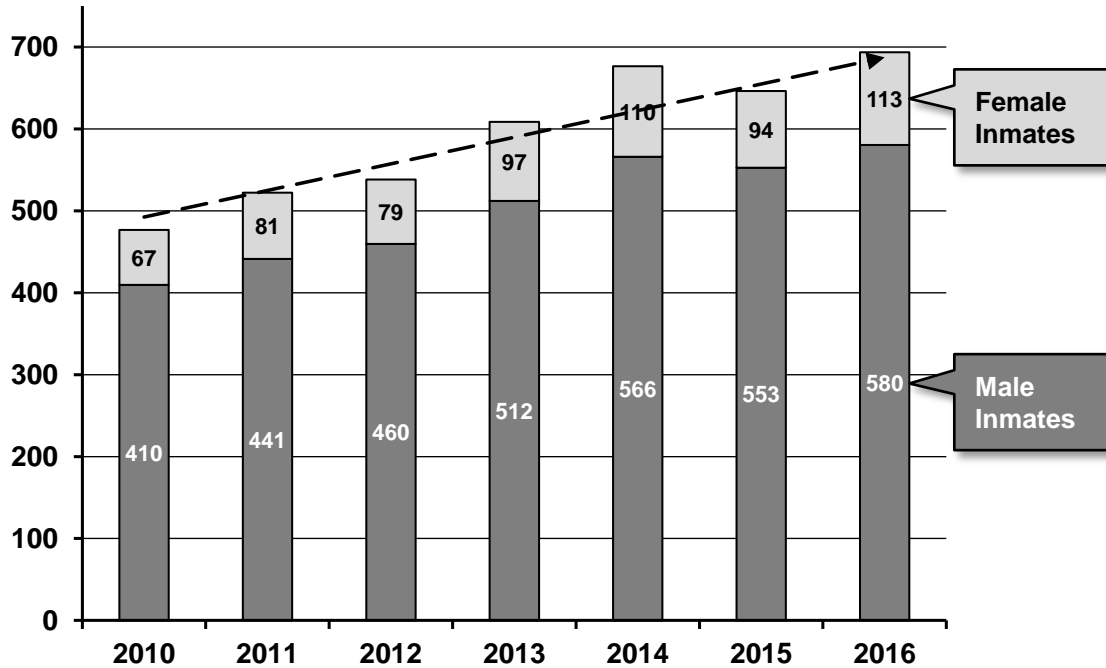
Since 2010, the ADP of female inmates each month has also steadily increased, ranging from a low of 54 female inmates in March 2010, to a high of 132 female inmates in August 2016.

Since 2010, females have comprised an average of 15 percent of Greene County's inmate population.

The graph and table on page 34 show the ADP of Greene County's female inmates for each month from 2010 through 2017, including the high, low, and overall trendline.

Average Annual Inmate Population by Gender (2010 – 2016)

Includes all inmates at the Greene County Jail and inmates housed out-of-county.



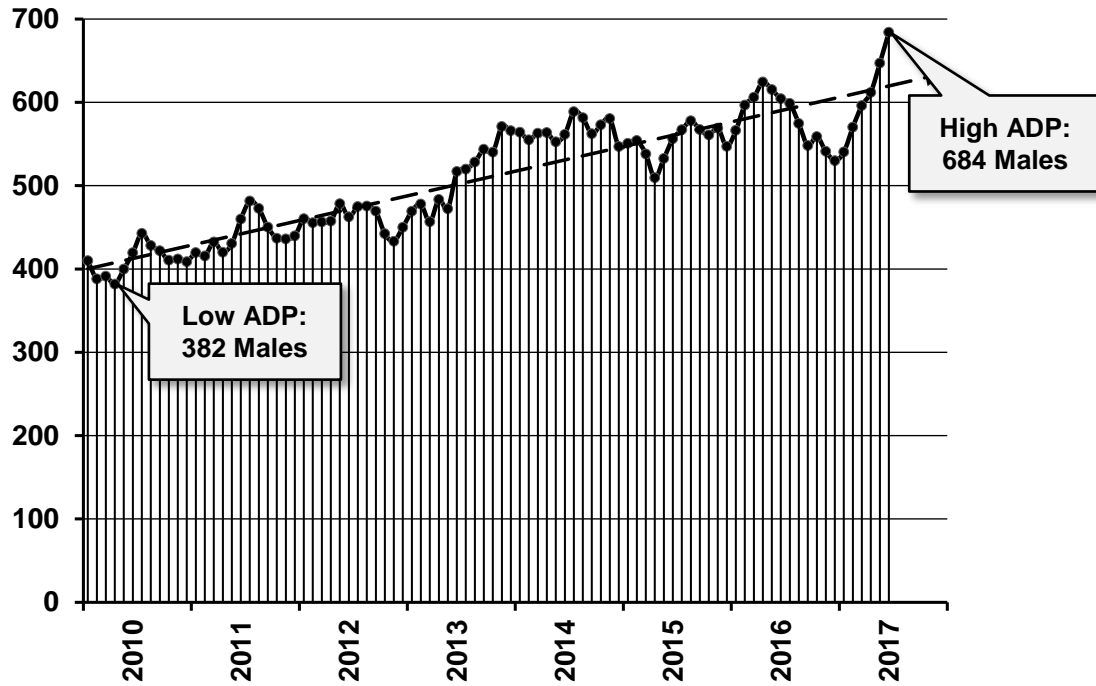
Jurisdiction	2010	2011	2012	2013	2014	2015	2016
Male Inmates	410	441	460	512	566	553	580
Female Inmates	67	81	79	97	110	94	113
Total Annual ADP	477	522	538	609	677	646	694

Jurisdiction	2010	2011	2012	2013	2014	2015	2016
Male Inmates	86%	85%	85%	84%	84%	85%	84%
Female Inmates	14%	15%	15%	16%	16%	15%	16%
Total	100%	100%	100%	100%	100%	100%	100%

Source: Greene County Sheriff's Office.

Monthly ADP of Male Inmates (2010 – 2017)

Includes all inmates at the Greene County Jail and inmates housed out-of-county.

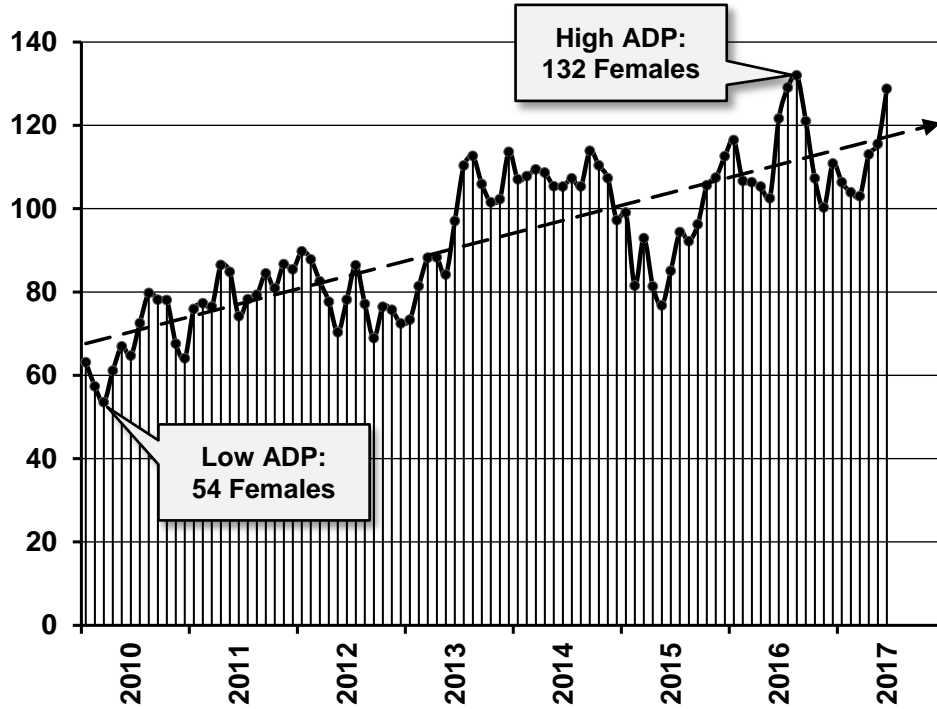


Month	2010	2011	2012	2013	2014	2015	2016	2017
January	410	420	460	469	564	551	566	540
February	388	416	455	478	555	554	597	570
March	391	432	457	457	563	538	606	596
April	382	420	457	483	564	509	624	612
May	400	431	478	472	552	533	615	647
June	419	460	462	517	562	556	604	684
July	443	481	475	520	589	567	599	
August	428	473	475	528	581	578	575	
September	422	450	469	544	562	567	548	
October	410	437	442	540	573	561	559	
November	412	436	433	571	581	569	541	
December	409	440	450	566	547	547	530	
Annual ADP of Male Inmates	410 Males	441 Males	460 Males	512 Males	566 Males	553 Males	580 Males	608 Males

Source: Greene County Sheriff’s Office. For purposes of this study, inmates housed out-of-county (from 2013 forward) were assumed to be males.

Monthly ADP of Female Inmates (2010 – 2017)

Includes inmates at the Greene County Jail only.



Month	2010	2011	2012	2013	2014	2015	2016	2017
January	63	76	90	73	107	99	116	106
February	57	77	88	81	108	82	107	104
March	54	76	83	88	109	93	106	103
April	61	86	78	88	109	81	105	113
May	67	85	70	84	105	77	103	116
June	65	74	78	97	105	85	122	129
July	73	78	86	110	107	94	129	
August	80	79	77	113	105	92	132	
September	78	84	69	106	114	96	121	
October	78	81	76	102	110	106	107	
November	68	87	76	102	107	107	100	
December	64	85	72	114	97	113	111	
Annual ADP of Female Inmates	67 Females	81 Females	79 Females	97 Females	110 Females	94 Females	113 Females	112 Females

Source: Greene County Sheriff's Office. For purposes of this study, inmates housed out-of-county (from 2013 forward) were assumed to be males.

3. ADP by Jurisdiction

Since 2010, the inmate population at the Greene County Jail (or housed out-of-county) has consisted of an annual ADP of:

- 350 state inmates (81%), 60 federal inmates (14%), and 24 municipal inmates (6%) in 2010;
- 420 state inmates (82%), 66 federal inmates (13%), and 24 municipal inmates (5%) in 2011;
- 451 state inmates (82%), 69 federal inmates (13%), and 32 municipal inmates (6%) in 2012;
- 487 state inmates (80%), 92 federal inmates (15%), and 32 municipal inmates (5%) in 2013;
- 542 state inmates (80%), 102 federal inmates (15%), and 35 municipal inmates (5%) in 2014;
- 516 state inmates (79%), 128 federal inmates (20%), and 8 municipal inmates (1%) in 2015; and
- 589 state inmates (84%) and 109 federal inmates (16%) in 2016.

The graph and table on page 42 show the annual distribution of state, federal, and municipal inmates in Greene County's jail system for 2010 through 2016.

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 Greene County Sheriff. Inmates who had both state and municipal charges were counted as state inmates.

Since 2010, the number of state inmates at the Greene County Jail (or housed out-of-county) has increased from an ADP of:

- 350 state inmates in 2010; to
- 420 state inmates in 2011; to
- 451 state inmates in 2012; to
- 487 state inmates in 2013; to
- 542 state inmates in 2014; to
- 516 state inmates in 2015; to

- 589 state inmates in 2016; to
- 616 state inmates for the first half of 2017.

Since 2010, the ADP of state inmates each month has steadily increased, ranging from a low of 317 state inmates in April 2010, to a high of 689 state inmates last month (June 2017).

Since 2010, state inmates have comprised an average of 82 percent of Greene County's jail population.

The graph and table on page 43 show the ADP of state inmates in Greene County's jail system for each month from 2010 through 2017, including the high, low, and overall trendline.

Federal Inmates

For purposes of this study, "federal inmates" are defined as those inmates being held at the Greene County Jail for the U.S. Marshals Service.

The U.S. Marshals Service relies on county jails for its detention needs, and their Springfield Office has a high rate of jail bed utilization (as compared to other field offices), which requires appropriate and readily available jail resources (jail beds) within a reasonable driving distance.

Missouri State Law requires that the Greene County Sheriff accept custody of federal inmates, as follows:

Jailer to receive and keep United States prisoners.

221.270. It shall be the duty of the keeper of the jail in every county within this state to receive into his custody any prisoner or prisoners who may be from time to time committed to his charge, under authority of the United States, and to safely keep every such prisoner or prisoners, according to the warrant or receipt of such commitment, until he or they shall be discharged by due course of law of the United States.

Penalty for failure to receive and keep United States prisoners.

221.280. The keeper of every jail aforesaid shall be subject to the same pains and penalties, for any neglect or failure of duty

therein, as he would be subject to by the laws of the state for the like neglect or failure in the case of a prisoner committed under the authority of the said laws.

Since 2010, the number of federal inmates at the Greene County Jail has increased from an ADP of:

- 60 federal inmates in 2010; to
- 66 federal inmates in 2011; to
- 69 federal inmates in 2012; to
- 92 federal inmates in 2013; to
- 102 federal inmates in 2014; to
- 128 federal inmates in 2015; to
- 109 federal inmates in 2016; and to
- 107 federal inmates for the first half of 2017.

Since 2010, the ADP of federal inmates at the Greene County Jail each month steadily increased through the first quarter of 2016, ranging from a low of 51 federal inmates in January 2010, to a high of 143 federal inmates in February and March 2016. The number of federal inmates then dropped dramatically for remainder of 2016, to a low of 69 federal inmates in November and December 2016. Since then, the ADP of federal inmates has increased sharply during the first half of 2017, back up to a 124 federal inmates last month (June 2017).

Since 2010, federal inmates have comprised an average of 15 percent of the Greene County's jail population.

The graph and table on page 44 show the ADP of federal inmates in the Greene County Jail for each month from 2010 through 2017, including the high, low, and overall trendline.

Municipal Inmates

For purposes of this study, "municipal inmates" are defined as those inmates being held at the Greene County Jail for municipal ordinance violations. (Inmates who had both state and municipal charges were counted as state inmates.)

From 2010 to 2014, the number of municipal inmates at the Greene County Jail (or housed out-of-county) increased from an ADP of:

- 24 municipal inmates in 2010 and 2011; to
- 32 municipal inmates in 2012 and 2013; to
- 35 municipal inmates in 2014.

From 2010 to 2014, the ADP of municipal inmates each month steadily increased, ranging from a low of 7 municipal inmates in February 2011, to a high of 42 municipal inmates in August 2014. During this period, municipal inmates comprised an average of 5 percent of Greene County's jail population.

In April 2015, the Greene County Jail stopped accepting municipal inmates, due to crowded conditions.

The graph and table on page 45 show the ADP of municipal inmates in Greene County's jail system for each month from 2010 through 2017, including the high, low, and trendline.

Beginning in June 2016, the City of Springfield began housing its municipal inmates in the Miller and Taney County Jails, and then later at the Vernon County Jail.

- From June through November 2016, the City housed some of its municipal inmates in the Miller County Jail in Tuscumbia, Missouri (112 miles away);
- From June 2016 through January 2017, the City housed some of its municipal inmates in the Taney County Jail in Forsyth, Missouri (47 miles away); and
- From January 2017 to present, the City has housed its municipal inmates in the Vernon County Jail in Nevada, Missouri (95 miles away).

The table on the following page shows the ADP for municipal inmates being held in the Miller, Taney, and Vernon County Jails for the City of Springfield since June 2016.

Monthly ADP of Springfield Municipal Inmates (2016 – 2017)

Month / Year	Prisoner Days			Total Prisoner Days	Average Daily Population
	Miller County	Taney County	Vernon County		
June 2016	123	257		380	12.7
July 2016	131	112		243	7.8
August 2016	111	99		210	6.8
September 2016	116	180		296	9.9
October 2016	170	330		500	16.1
November 2016	19	407		426	14.2
December 2016		359		359	11.6
January 2017		27	755	782	25.2
February 2017			992	992	35.4
March 2017			836	836	27.0
April 2017			1,029	1,029	34.3
May 2017			917	917	29.6
June 2017			814	814	27.1

Source: Invoices from the Miller, Taney, and Vernon County Sheriff's Offices.

Over the first half of 2017, there were a total of 5,370 prisoner-days accumulated by the City of Springfield for municipal inmates. Divided by the number of days in this period (181 days), equals an ADP of 30 municipal inmates for this six-month period.

Since the Greene County Jail stopped accepting municipal inmates in April 2015, two things have had an impact of the volume of municipal inmates. First, legislative changes have been made that directly affect the way municipal courts operate, and which has resulted in a reduction in the ADP of municipal inmates. Second, because of the lack of access to the Greene County Jail, both the Springfield Police Department and the Municipal Court have adjusted their processes and procedures — and those changes will likely remain in place.

Therefore, for facility planning purposes, it is believed that the number of municipal inmates for the City of Springfield will likely continue to increase, but will level off at (or slightly above) the level from 2014 (the last full year that municipal inmates were housed at the jail) — for an ADP of approximately 35 municipal inmates for the City of Springfield.

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. If Vernon County is holding an inmate for Springfield who is going to go over the 48 hours listed on the warrant, they call the judge prior to release to see if the judge wants to extend the 24 hours or go ahead and release them.
- 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. (This is mandatory for Springfield officers if court is open.) If the arrestee is remanded to custody, then they go to the Vernon County Jail. 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)

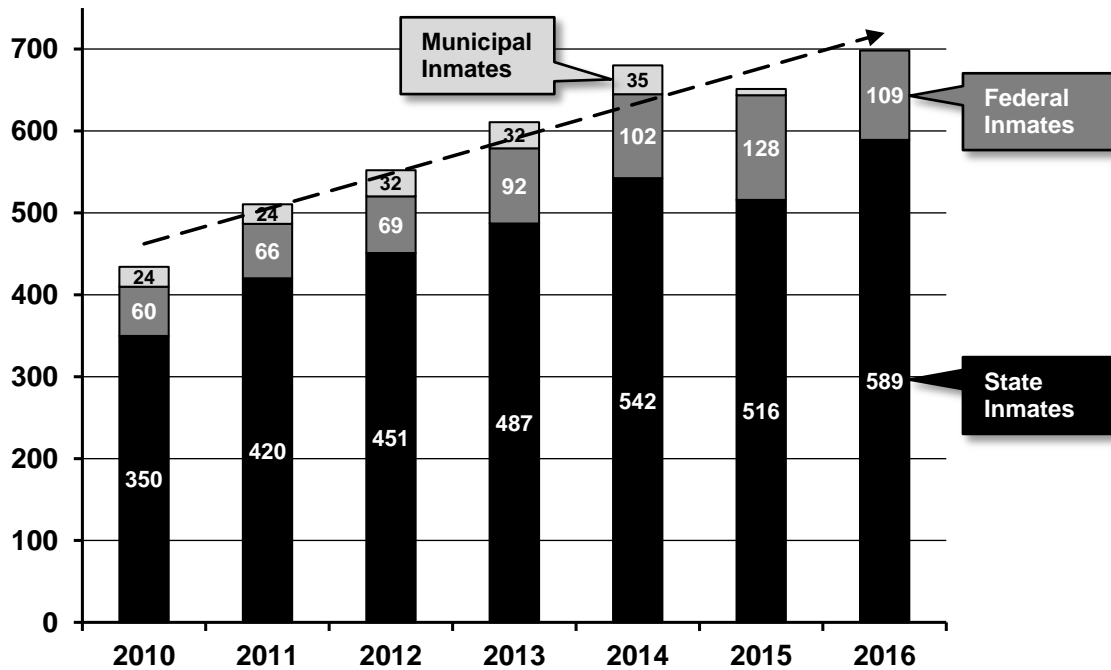
would be jeopardized by the immediate release of the person arrested; or

11. The offense is covered under a statutory provision which mandates an arrest, such as the adult abuse statute.

Other cities in Greene County also have municipal inmates and require jail services. The combined population of Republic, Battlefield, Willard, Strafford, Ash Grove, Fair Grove, and Walnut Grove is only approximately 20 percent of the size of the City of Springfield. Though certainly less than Springfield's, these other communities also have an on-going need for jail services. However, the limited scope and time frame for this study precluded any sort of detailed analysis of these other municipalities' specific inmate population trends or jail needs.

Average Annual Inmate Population by Jurisdiction (2010 – 2016)

Includes all inmates at the Greene County Jail and inmates housed out-of-county.



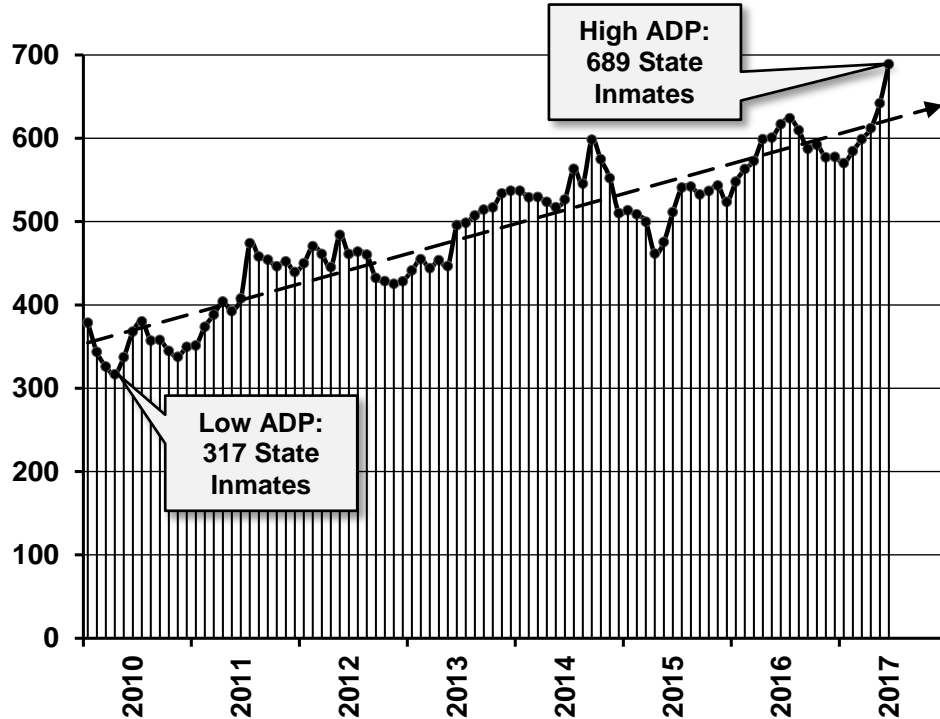
Jurisdiction	2010	2011	2012	2013	2014	2015	2016
State Inmates	350	420	451	487	542	516	589
Federal Inmates	60	66	69	92	102	128	109
Municipal Inmates	24	24	32	32	35	8	0
Total Annual ADP	434 Inmates	510 Inmates	552 Inmates	611 Inmates	680 Inmates	651 Inmates	698 Inmates

Jurisdiction	2010	2011	2012	2013	2014	2015	2016
State Inmates	81%	82%	82%	80%	80%	79%	84%
Federal Inmates	14%	13%	13%	15%	15%	20%	16%
Municipal Inmates	6%	5%	6%	5%	5%	1%	0%
Total	100%	100%	100%	100%	100%	100%	100%

Source: Greene County Sheriff's Office.

Monthly ADP of State Inmates (2010 – 2017)

*Includes all state inmates at the Greene County Jail (or housed out-of-county).
Data does not include federal or municipal inmates.*

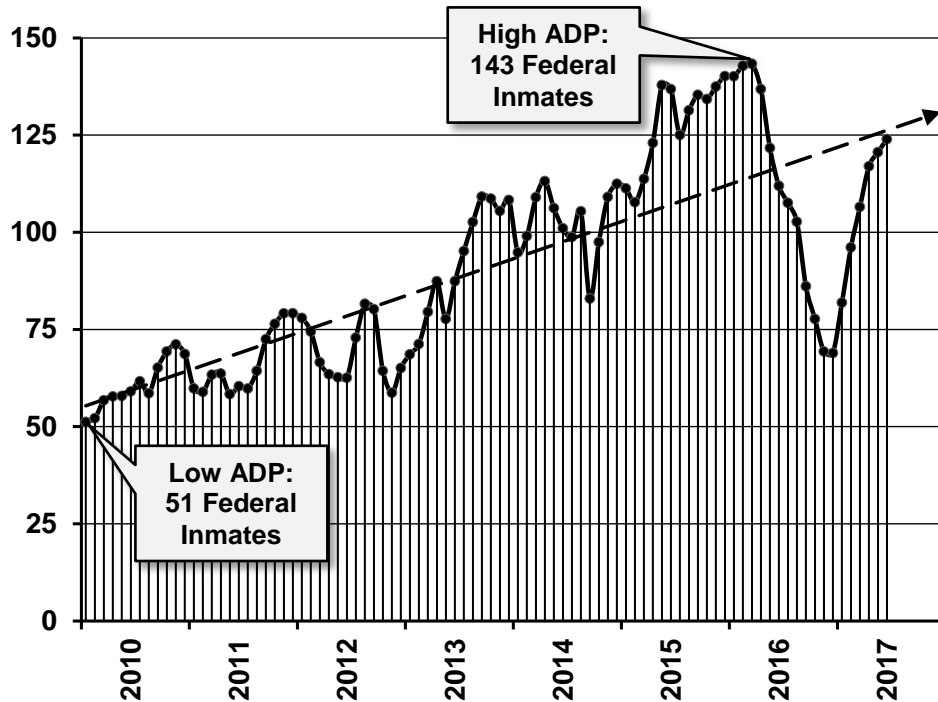


Month	2010	2011	2012	2013	2014	2015	2016	2017
January	379	351	450	441	537	514	548	570
February	344	374	470	455	529	509	563	585
March	326	388	461	444	529	500	573	599
April	317	404	445	454	524	462	599	612
May	337	393	484	447	517	475	601	642
June	368	408	461	496	527	511	617	689
July	380	474	464	499	563	541	624	
August	357	458	460	507	546	542	610	
September	358	454	432	514	598	533	587	
October	345	446	429	517	575	537	592	
November	338	452	425	534	552	543	577	
December	350	440	428	537	510	524	578	
Annual ADP of State Inmates	350 State Inmates	420 State Inmates	451 State Inmates	487 State Inmates	542 State Inmates	516 State Inmates	589 State Inmates	616 State Inmates

Source: Greene County Sheriff’s Office. 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 Greene County Sheriff.

Monthly ADP of Federal Inmates (2010 – 2017)

*Includes all federal inmates held at the Greene County Jail.
Data does not include state or municipal inmates.*

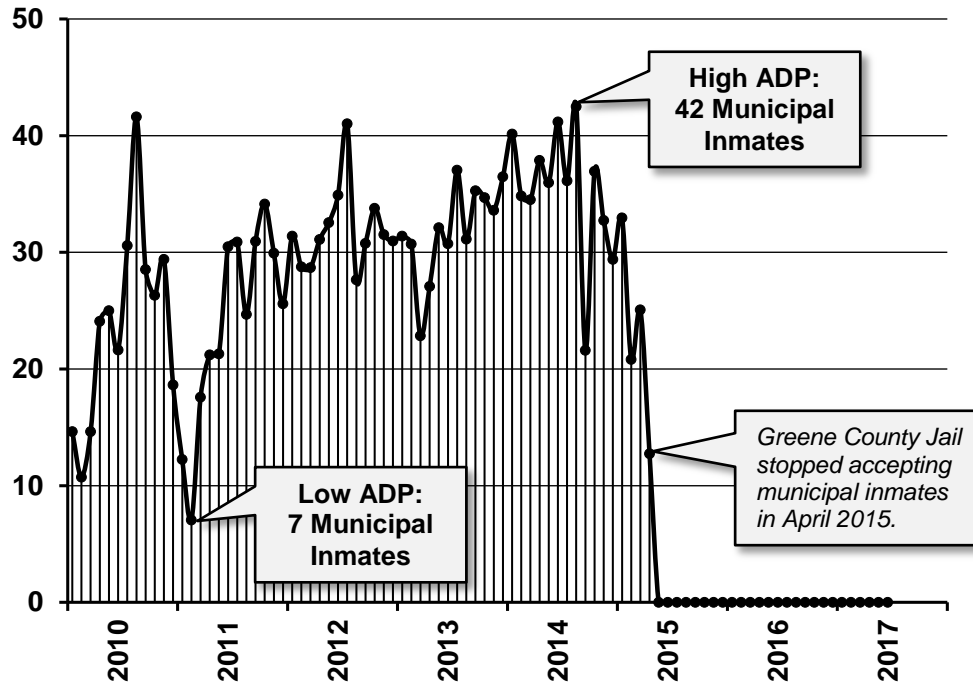


Month	2010	2011	2012	2013	2014	2015	2016	2017
January	51	60	78	69	95	111	140	81
February	52	59	74	71	99	108	143	95
March	57	63	67	80	109	114	143	106
April	58	64	64	87	113	123	137	116
May	58	58	63	78	106	138	122	121
June	59	60	63	87	101	137	112	124
July	62	60	73	95	99	125	108	
August	59	64	82	103	105	131	103	
September	65	72	80	109	83	135	86	
October	69	76	64	109	97	134	78	
November	71	79	59	106	109	137	69	
December	69	79	65	108	112	140	69	
Annual ADP of Federal Inmates	60 Federal Inmates	66 Federal Inmates	69 Federal Inmates	92 Federal Inmates	102 Federal Inmates	128 Federal Inmates	109 Federal Inmates	107 Federal Inmates

Source: Greene County Sheriff’s Office. For purposes of this study, “Federal inmates” are defined as inmates being held at the Greene County Jail for the U.S. Marshals Service.

Monthly ADP of Municipal Inmates (2010 – 2017)

Includes all municipal inmates held at the Greene County Jail. Data does not include state or federal inmates, or municipal inmates housed out-of-county by the City in 2016 – 2017.



Month	2010	2011	2012	2013	2014	2015	2016	2017
January	15	12	31	31	40	33	0	0
February	11	7	29	31	35	21	0	0
March	15	18	29	23	35	25	0	0
April	24	21	31	27	38	13	0	0
May	25	21	33	32	36	0	0	0
June	22	30	35	31	41	0	0	0
July	31	31	41	37	36	0	0	
August	42	25	28	31	42	0	0	
September	29	31	31	35	22	0	0	
October	26	34	34	35	37	0	0	
November	29	30	32	34	33	0	0	
December	19	26	31	36	29	0	0	
Annual ADP of Municipal Inmates	24 Municipal Inmates	24 Municipal Inmates	32 Municipal Inmates	32 Municipal Inmates	35 Municipal Inmates	8 Municipal Inmates	0 Municipal Inmates	0 Municipal Inmates

Source: Greene County Sheriff’s Office. For purposes of this study, “Municipal inmates” are defined as inmates being held at the Greene County Jail for municipal ordinance violations.

4. ADP by Facility

Up until 2013, Greene County housed all of its jail population at the Greene County Jail. Then, beginning in 2013, Greene County had to begin housing its growing inmate population at other county jails, due to both the limited capacity of the Greene County Jail, and the need to separate and segregate certain inmates. In 2013, the jail also began tracking the growing number of inmates who were in the hospital or being housed temporarily at another facility (i.e., “in-custody/out-of-facility”), and who had previously just been included in the jail count.

Since 2010, Greene County has housed an annual ADP of:

- 434 inmates at the Greene County Jail in 2010;
- 510 inmates at the Greene County Jail in 2011;
- 552 inmates at the Greene County Jail in 2012;
- 568 inmates (93%) at the Greene County Jail, 36 inmates (6%) out-of-county, and 7 inmates (1%) in-custody/out-of-facility in 2013;
- 627 inmates (91%) at the Greene County Jail, 48 inmates (7%) out-of-county, and 11 inmates (2%) in-custody/out-of-facility in 2014;
- 621 inmates (93%) at the Greene County Jail, 37 inmates (6%) out-of-county, and 8 inmates (1%) in-custody/out-of-facility in 2015; and
- 612 inmates (88%) at the Greene County Jail, 77 inmates (11%) out-of-county, and 9 inmates (1%) in-custody/out-of-facility in 2016.

The graph and table on page 49 show the annual distribution of inmates at the Greene County Jail, housed out-of-county, and “in-custody/out-of-facility” for 2010 through 2016.

Greene County Jail

Since 2010, the number of inmates housed at the Greene County Jail has increased from an ADP of:

- 434 inmates at the Greene County Jail in 2010; to
- 510 inmates at the Greene County Jail in 2011; to
- 552 inmates at the Greene County Jail in 2012; to
- 568 inmates at the Greene County Jail in 2013;
- 627 inmates at the Greene County Jail in 2014;

- 621 inmates at the Greene County Jail in 2015;
- 612 inmates at the Greene County Jail in 2016; and
- 622 inmates at the Greene County Jail for the first half of 2017.

Since 2010, the ADP of inmates at the Greene County Jail each month has steadily increased, ranging from a low of 397 inmates in March 2010, to a high of 660 inmates in October 2014.

Since 2014, the Greene County Jail has held an average ADP each month of 614 inmates.

Last year (2016), Greene County housed approximately 88 percent of its jail population at the Greene County Jail facility.

The graph and table on page 50 show the ADP of inmates at the Greene County Jail for each month from 2010 through 2017, including the high, low, and overall trendline.

Inmates Housed Out-of-County

Since 2013, the number of inmates that Greene County has had to house in other county jails has increased from an ADP of:

- 35 inmates housed out-of-county in 2013; to
- 48 inmates housed out-of-county in 2014; to
- 37 inmates housed out-of-county in 2015; to
- 77 inmates housed out-of-county in 2016; and to
- 87 inmates housed out-of-county for the first half of 2017.

Since 2013, the ADP of inmates housed out-of-county each month has fluctuated significantly, with an ADP of 70 inmates housed out-of-county by the end of 2013, then dropping to an ADP of only 4 inmates out-of-county in March 2015. The ADP of inmates out-of-county then increasing sharply to a high ADP of 108 inmates out-of-county in April 2016. Since then, the number of inmates housed out-of-county each month dropped to an ADP of 28 inmates out-of-county in January 2017, and has since increased sharply up to a record high ADP of 156 inmates out-of-county last month (June 2017).

Last year (2016), Greene County housed approximately 11 percent of its jail population at other counties' jail facilities.

The graph and table on page 51 show the ADP of inmates housed out-of-county for each month from 2013 through 2017, including the high and overall trendline.

Inmates In-Custody / Out-of-Facility

Since 2013, the number of inmates who were in the hospital or at another medical or mental health facility has increased from an ADP of:

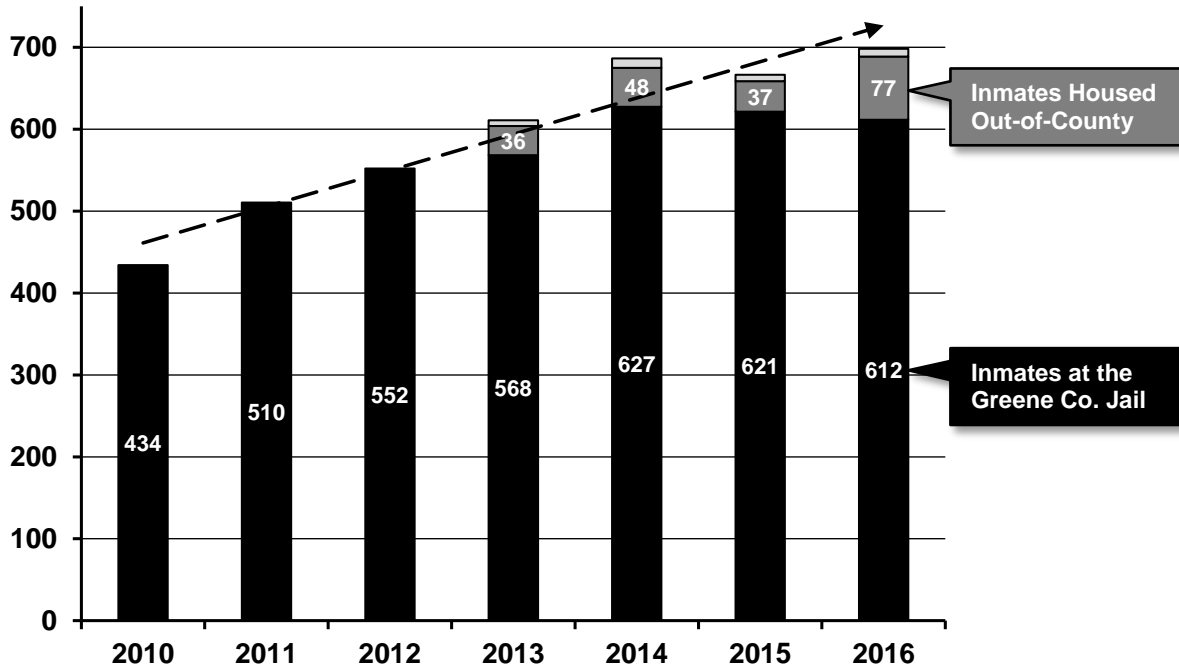
- 7 inmates in-custody/out-of-facility in 2013;
- 11 inmates in-custody/out-of-facility in 2014;
- 8 inmates in-custody/out-of-facility in 2015;
- 9 inmates in-custody/out-of-facility in 2016; and
- 14 inmates in-custody/out-of-facility for the first half of 2017.

Since 2013, the ADP of inmates who were in-custody/out-of-facility each month has fluctuated significantly, with an ADP of only 3 inmates in-custody/out-of-facility in February 2013, then climbing to an ADP of 16 inmates in-custody/out-of-facility in September 2014. Since then, the number of inmates in-custody/out-of-facility each month dropped to an ADP of only 4 inmates in-custody/out-of-facility in June 2015, and has since increased sharply back up to a high ADP of 18 inmates in-custody/out-of-facility last month (June 2017).

Last year (2016), Greene County had approximately 1 percent of its jail population in-custody/out-of-facility.

The graph and table on page 52 show the ADP of inmates in-custody/out-of-facility for each month from 2013 through 2017, including the high and overall trendline.

Average Annual Inmate Population by Facility (2010 – 2016)



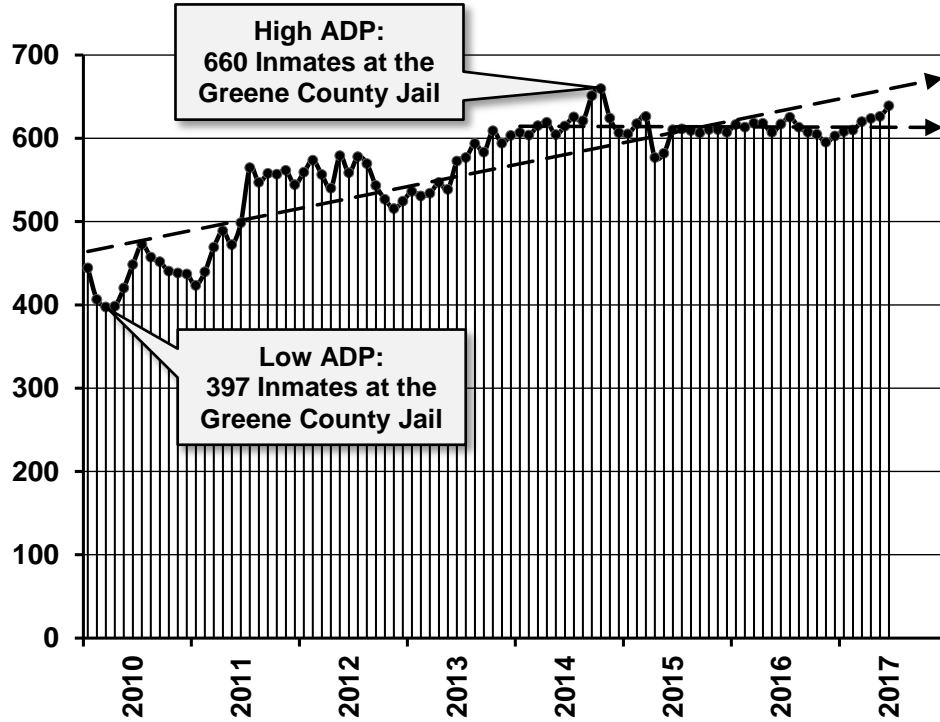
Jurisdiction	2010	2011	2012	2013	2014	2015	2016
Greene County Jail	434	510	552	568	627	621	612
Housed Out-of-County	0	0	0	36	48	37	77
In-Custody / Out-of-Facility	0	0	0	7	11	8	9
Total Annual ADP	434 Inmates	510 Inmates	552 Inmates	611 Inmates	686 Inmates	666 Inmates	698 Inmates

Jurisdiction	2010	2011	2012	2013	2014	2015	2016
Greene County Jail	100%	100%	100%	93%	91%	93%	88%
Housed Out-of-County	0%	0%	0%	6%	7%	6%	11%
In-Custody / Out-of-Facility	0%	0%	0%	1%	2%	1%	1%
Total	100%	100%	100%	100%	100%	100%	100%

Source: Greene County Sheriff's Office.

Monthly ADP of Inmates at the Greene County Jail (2010 – 2017)

Does not includes inmates housed out-of-county or at another facility (e.g., at the hospital).

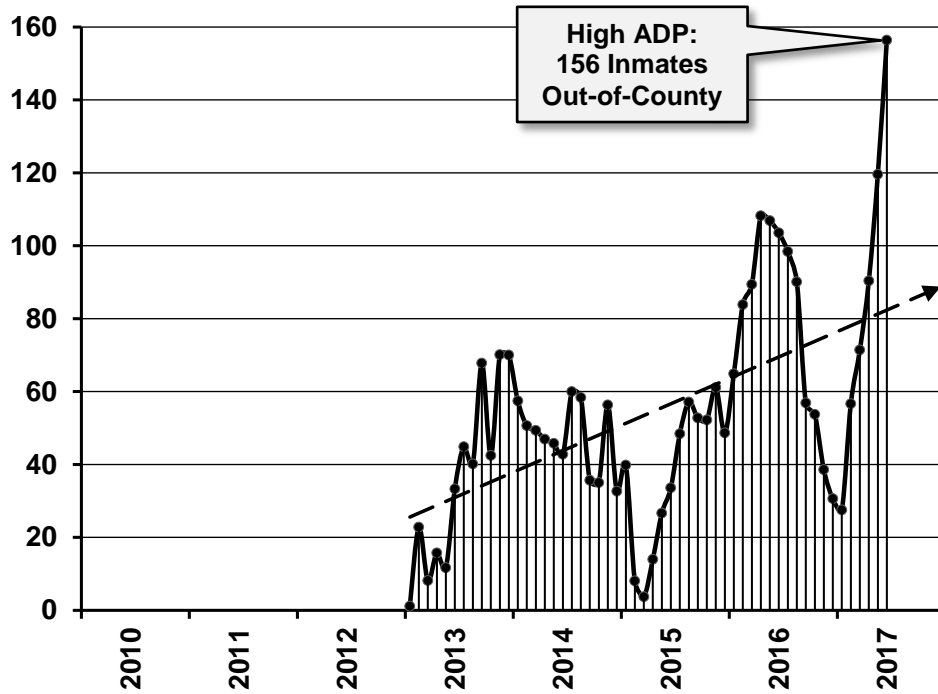


Month	2010	2011	2012	2013	2014	2015	2016	2017
January	444	423	559	536	607	605	616	610
February	406	440	574	531	604	617	613	611
March	397	469	556	534	615	626	618	621
April	398	489	540	547	619	577	618	624
May	420	472	579	539	604	582	607	629
June	448	499	559	573	615	610	617	639
July	472	565	578	577	626	611	625	
August	457	547	570	594	621	609	613	
September	452	558	543	583	651	606	607	
October	440	557	527	609	660	610	605	
November	438	561	516	594	624	611	595	
December	437	544	525	603	607	607	603	
Annual ADP of Inmates at the Greene Co. Jail	434	510	552	568	627	621	612	622
	Inmates at Greene Co. Jail	Inmates at Greene Co. Jail	Inmates at Greene Co. Jail	Inmates at Greene Co. Jail	Inmates at Greene Co. Jail	Inmates at Greene Co. Jail	Inmates at Greene Co. Jail	Inmates at Greene Co. Jail

Source: Greene County Sheriff's Office.

Monthly ADP of Inmates Housed Out-of-County (2010 – 2017)

Does not includes inmates at the Greene County Jail or at another facility (e.g., at the hospital).

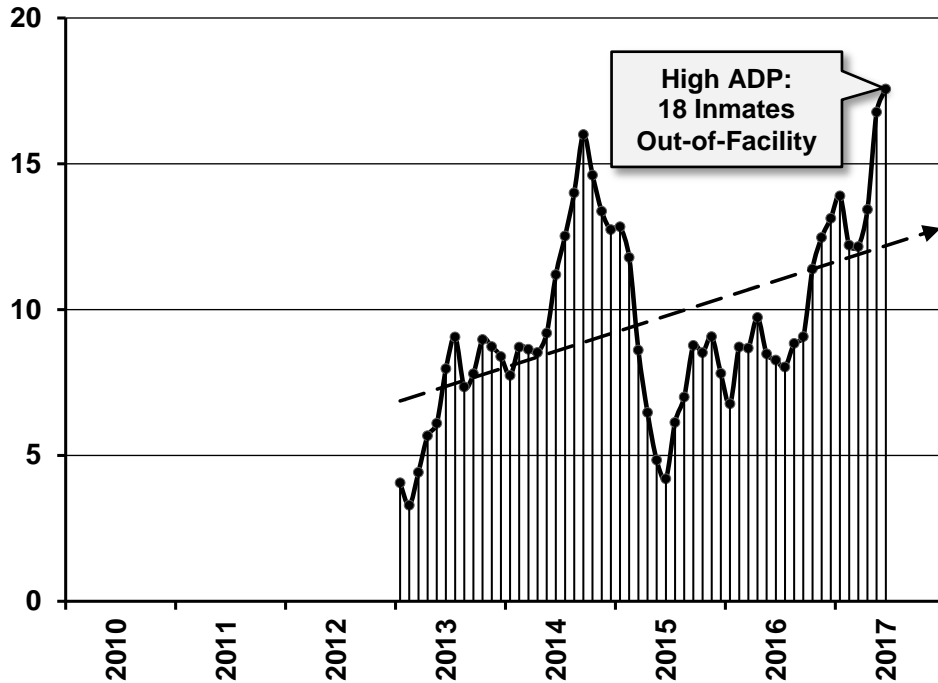


Month	2010	2011	2012	2013	2014	2015	2016	2017
January				1	57	40	65	28
February				23	51	8	84	57
March				8	49	4	89	71
April				16	47	14	108	90
May				12	46	27	107	120
June				33	43	34	104	156
July				45	60	48	98	
August				40	58	57	90	
September				68	36	53	57	
October				42	35	52	54	
November				70	56	61	39	
December				70	33	49	31	
Annual ADP of Inmates Housed Out-of-County				36 Inmates Out-of-County	48 Inmates Out-of-County	37 Inmates Out-of-County	77 Inmates Out-of-County	87 Inmates Out-of-County

Source: Greene County Sheriff's Office.

Monthly ADP of Inmates In-Custody / Out-of-Facility (2010 – 2017)

Does not include inmates at the Greene County Jail or housed out-of-county. Includes inmates at the hospital.



Month	2010	2011	2012	2013	2014	2015	2016	2017
January				4	8	13	7	14
February				3	9	12	9	12
March				4	9	9	9	12
April				6	9	6	10	13
May				6	9	5	8	17
June				8	11	4	8	18
July				9	13	6	8	
August				7	14	7	9	
September				8	16	9	9	
October				9	15	9	11	
November				9	13	9	12	
December				8	13	8	13	
Annual ADP of Inmates Out-of-Facility				7 Inmates Out-of-Facility	11 Inmates Out-of-Facility	8 Inmates Out-of-Facility	9 Inmates Out-of-Facility	14 Inmates Out-of-Facility

Source: Greene County Sheriff's Office.

C. 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 County's highest (peak) and lowest inmate population range each month.

Since 2010, the total number of inmates in Greene County's jail system each day ranged from:

- 430 to 553 inmates in 2010;
- 466 to 603 inmates in 2011;
- 482 to 650 inmates in 2012;
- 501 to 717 inmates in 2013;
- 604 to 737 inmates in 2014;
- 575 to 708 inmates in 2015;
- 600 to 765 inmates in 2016; and
- 628 to 837 inmates for the first half of 2017.

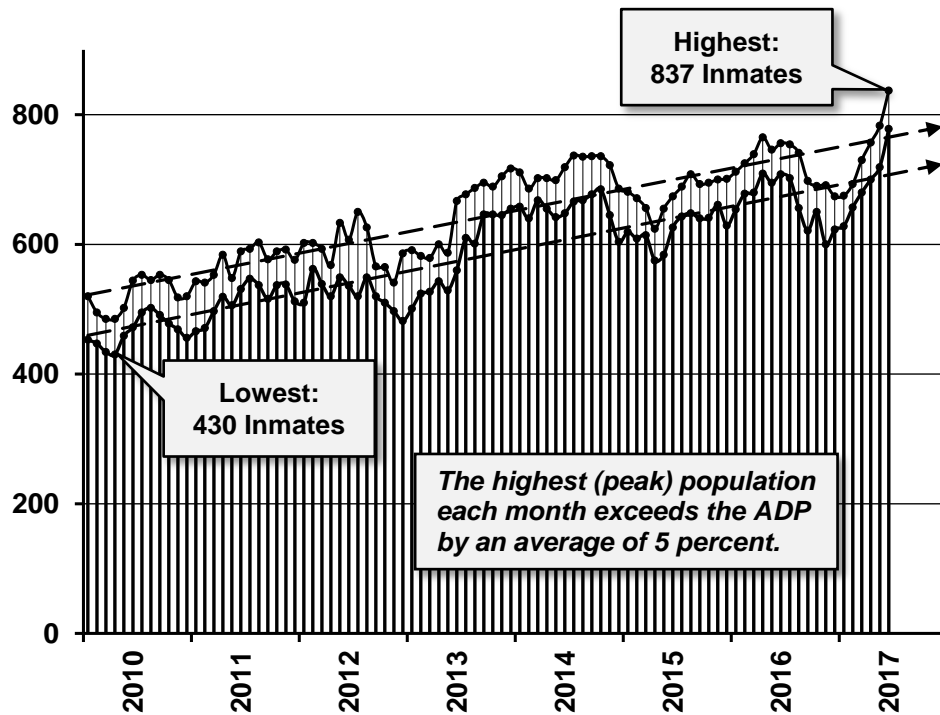
During this period, the County's highest inmate population was 837 inmates, which occurred on June 20, 2017. The lowest inmate population was 430 inmates, which occurred in April 2010.

Since 2010, the highest (peak) population each month exceeded the ADP for that month by an average of 5 percent.

The graph and table on the following page show the County's highest and lowest inmate population each month for 2010 through 2017.

Monthly High / Low Inmate Population Range (2010 – 2017)

Includes all inmates at the Greene County Jail and inmates housed out-of-county.



Month	2010	2011	2012	2013	2014	2015	2016	2017
January	453 – 520	466 – 543	510 – 602	501 – 591	658 – 711	619 – 681	654 – 712	628 – 675
February	447 – 495	471 – 541	562 – 602	524 – 582	640 – 686	609 – 671	678 – 725	657 – 693
March	434 – 485	497 – 553	539 – 593	527 – 579	668 – 702	614 – 656	680 – 739	680 – 730
April	430 – 485	519 – 584	520 – 568	543 – 600	655 – 702	575 – 624	709 – 765	700 – 757
May	459 – 502	506 – 548	549 – 633	529 – 587	642 – 699	584 – 655	695 – 746	719 – 783
June	472 – 544	531 – 589	536 – 607	560 – 667	648 – 719	626 – 674	708 – 756	778 – 837
July	495 – 553	547 – 593	520 – 650	610 – 677	666 – 737	643 – 689	702 – 754	
August	502 – 545	537 – 603	549 – 626	601 – 687	668 – 735	648 – 708	656 – 741	
September	491 – 553	516 – 577	520 – 566	646 – 695	677 – 736	640 – 693	621 – 698	
October	478 – 545	537 – 589	510 – 565	646 – 689	685 – 736	641 – 695	650 – 690	
November	469 – 518	538 – 592	497 – 541	645 – 705	645 – 722	661 – 700	600 – 691	
December	456 – 520	512 – 576	482 – 586	655 – 717	604 – 686	629 – 701	623 – 674	
Annual Range	430 – 553 Inmates	466 – 603 Inmates	482 – 650 Inmates	501 – 717 Inmates	604 – 737 Inmates	575 – 708 Inmates	600 – 765 Inmates	628 – 837 Inmates

Source: Greene County Sheriff's Office.

D. Average Length of Stay (ALOS)

The available data also provides information on the Average Length of Stay (ALOS) of inmates at the Greene County Jail. The ALOS is determined by dividing the Total Prisoner Days (TPD) by the total number of inmates.

$$\boxed{\text{Total Prisoner Days (TPD)}} \div \boxed{\text{Total Number of Inmates}} = \boxed{\text{Average Length of Stay (ALOS)}}$$

Total Inmates

Since 2010, the ALOS for *all* inmates at the Greene County Jail (including state, federal, and municipal inmates, *minus* inmates booked and released) has increased from:

- 11.8 days in 2010; to
- 12.9 days in 2011; to
- 13.9 days in 2012; to
- 16.1 days in 2013; to
- 17.9 days in 2014; to
- 21.6 days in 2015; to
- 23.7 days in 2016.

This means that the overall ALOS has *doubled* for inmates at the Greene County Jail in the seven-year period from 2010 to 2016.

ALOS — Total Inmates

	2010	2011	2012	2013	2014	2015	2016
Total ADP	434.2	510.3	552.1	610.7	680.0	651.2	698.1
Total Bookings (<i>minus</i> Book & Release)	13,418	14,473	14,584	13,820	13,859	10,986	10,798
ALOS for All Inmates	11.8 Days	12.9 Days	13.9 Days	16.1 Days	17.9 Days	21.6 Days	23.7 Days

Generally, ALOS data can provide a valid means of assessing and measuring changes to a county's inmate population, and the impact of changes affecting the volume of jail bookings. However, in Greene County's case, the overall ALOS data is skewed because it includes the federal inmates (with high ALOS), and municipal inmates (with low ALOS, and only through April 2015).

Therefore, separate ALOS analyses were developed for each of the jail population's component groups — state inmates, federal inmates, and municipal inmates.

State Inmates

Since 2010, the ALOS for *state* inmates at the Greene County Jail (not including federal or municipal inmates, and not including inmates booked and released) has increased from:

- 12.7 days in 2010; to
- 14.0 days in 2011; to
- 15.5 days in 2012; to
- 17.2 days in 2013; to
- 18.6 days in 2014; to
- 19.0 days in 2015; to
- 20.4 days in 2016.

This represents a 60 percent increase in the ALOS for state inmates in the Greene County jail system in the seven-year period from 2010 to 2016.

ALOS — State Inmates

	2010	2011	2012	2013	2014	2015	2016
State ADP	349.8	420.2	450.9	487.1	542.3	515.8	589.0
State Bookings <i>(not including B & R)</i>	10,033	10,964	10,679	10,328	10,653	9,893	10,576
ALOS for State Inmates	12.7 Days	14.0 Days	15.5 Days	17.2 Days	18.6 Days	19.0 Days	20.4 Days

Federal Inmates

Since 2010, the ALOS for *federal* inmates in the Greene County Jail (not including state or municipal inmates) has increased from:

- 120 days in 2010; to
- 133 days in 2011; to
- 139 days in 2012; to
- 190 days in 2013; to
- 340 days in 2014; to
- 212 days in 2015; to
- 180 days in 2016.

ALOS — Federal Inmates

	2010	2011	2012	2013	2014	2015	2016
Federal ADP	60.1	66.3	69.2	91.8	102.5	127.8	109.1
Federal Bookings	182*	182*	182*	176	110	220	222
ALOS for Federal Inmates	120 Days	133 Days	139 Days	190 Days	340 Days	212 Days	180 Days

* The number of bookings for federal inmates for 2010 – 2012 are estimated.

Municipal Inmates

From 2010 to 2014, the ALOS for *municipal* inmates at the Greene County Jail (not including state or federal inmates) increased from:

- 2.8 days in 2010; to
- 2.6 days in 2011; to
- 3.1 days in 2012; to
- 3.5 days in 2013; to
- 4.2 days in 2014.

This represented a 50 percent increase in the ALOS for municipal inmates in the Greene County jail system in the five-year period from 2010 to 2014 (before the jail stopped accepting municipal inmates in April 2015).

ALOS — Municipal Inmates

	2010	2011	2012	2013	2014	2015	2016
Municipal ADP	24.3	23.8	31.9	31.9	35.3	7.6	0.0
Municipal Bookings	3,203	3,327	3,723	3,316	3,096	873	0
ALOS for Municipal Inmates	2.8 Days	2.6 Days	3.1 Days	3.5 Days	4.2 Days	3.2 Days	0.0 Days

During the first half of 2017, the ALOS for Springfield municipal inmates (held in the Vernon County Jail) was 4.7 days.

The following table shows the ALOS for Springfield municipal inmates for the first half of 2017.

ALOS — Springfield Municipal Inmates (2017)

Month / Year	Total Prisoner Days	Inmates	ALOS
January 2017	782	195	4.0 Days
February 2017	992	173	5.7 Days
March 2017	836	172	4.9 Days
April 2017	1,029	208	4.9 Days
May 2017	917	199	4.6 Days
June 2017	814	188	4.3 Days
ALOS for Springfield Municipal Inmates			4.7 Days

E. Inmate Population Profile

In order to better understand the composition of the County’s current inmate population, a profile was developed of the 757 inmates in Greene County’s jail system on May 11, 2017. Although this was only a one-day “snapshot,” it is believed to provide a representative sampling the Greene County’s current inmate population.

This inmate population profile provides a breakdown of the inmate population by:

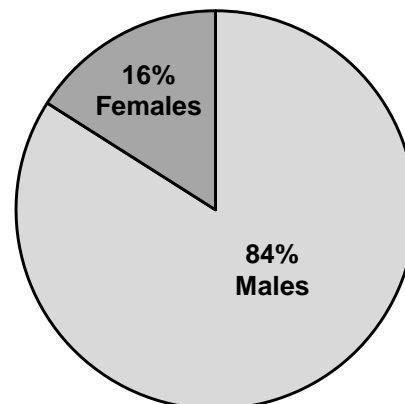
- Gender;
- Current age;
- Race / Ethnicity;
- Jurisdiction;
- Facility; and
- Days held.

A snapshot profile is also provided of the state inmates in the Greene County jail system by where the crime(s) took place within Greene County.

Gender — On the day the inmate population profile was developed (May 11, 2017), there were a total of 757 inmates in Greene County’s jail system. Of these:

- 636 inmates (84 percent) were males; and
- 121 inmates (16 percent) were females.

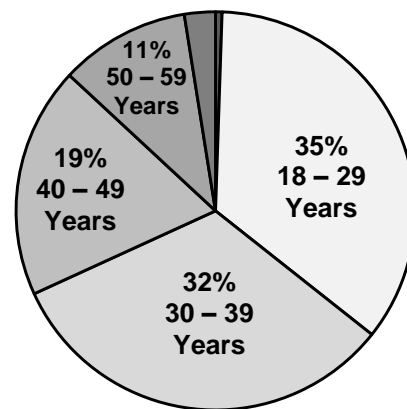
Gender	Inmates	Percent
Male	636	84%
Female	121	16%
Total	757	100%



Current Age — Of the 757 inmates in Greene County’s jail system on May 11:

- 4 inmates (1 percent) were under age 18;
- 266 inmates (35 percent) were between the ages of 18 and 29 years old;
- 246 inmates (32 percent) were between the ages of 30 and 39 years old;
- 142 inmates (19 percent) were between the ages of 40 and 49 years old;
- 80 inmates (11 percent) were between the ages of 50 and 59 years old; and
- 19 inmates (3 percent) were age 60 or older.

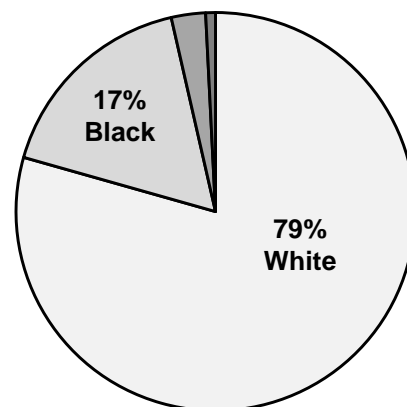
Current Age	Inmates	Percent
Under 18 Years	4	1%
18 - 29 Years	266	35%
30 - 39 Years	246	32%
40 - 49 Years	142	19%
50 - 59 Years	80	11%
60 or More Years	19	3%
Total	757	100%



Race / Ethnicity — Of the 757 inmates in Greene County’s jail system on May 11:

- 601 inmates (79 percent) were white;
- 129 inmates (17 percent) were black;
- 21 inmates (3 percent) were Hispanic; and
- 6 inmates (1 percent) were of another race (Native American or Asian).

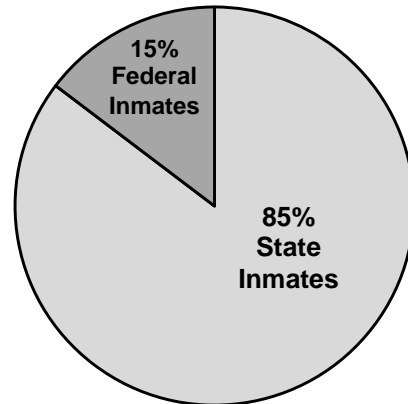
Race / Ethnicity	Inmates	Percent
White	601	79%
Black	129	17%
Hispanic	21	3%
Other	6	1%
Total	757	100%



Jurisdiction — Of the 757 inmates in Greene County’s jail system on May 11:

- 646 inmates (85 percent) were state inmates; and
- 111 inmates (15 percent) were federal inmates.

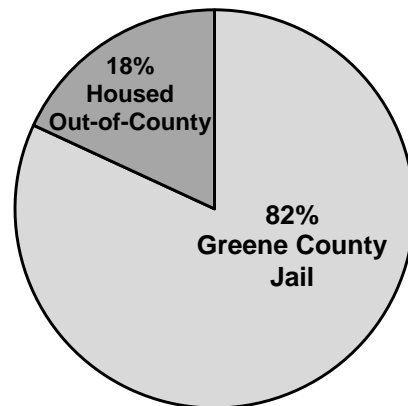
Jurisdiction	Inmates	Percent
State Inmates	646	85%
Federal Inmates	111	15%
Total	757	100%



Facility — Of the 757 inmates in Greene County’s jail system on May 11:

- 620 inmates (82 percent) were housed at the Greene County Jail; and
- 137 inmates (18 percent) were housed out-of-county.

Facility	Inmates	Percent
Greene County Jail	620	82%
Out-of-County	137	18%
Total	757	100%

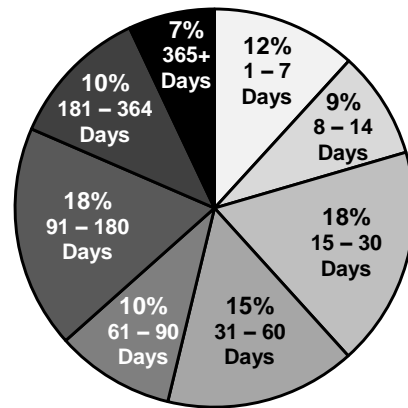


Days Held — Of the 757 inmates in Greene County’s jail system on May 11:

- 89 inmates (12 percent) had been in jail 1 to 7 days;
- 66 inmates (9 percent) had been in jail 8 to 14 days;
- 135 inmates (18 percent) had been in jail 15 to 30 days;
- 117 inmates (15 percent) had been in jail 31 to 60 days;

- 73 inmates (10 percent) had been in jail 61 to 90 days;
- 137 inmates (18 percent) had been in jail 91 to 180 days;
- 87 inmates (11 percent) had been in jail 181 to 364 days; and
- 53 inmates (7 percent) had been in jail more than one year.

Days Held	Inmates	Percent
1 – 7 Days	89	12%
8 – 14 Days	66	9%
15 – 30 Days	135	18%
31 – 60 Days	117	15%
61 – 90 Days	73	10%
91 – 180 Days	137	18%
181 – 364 Days	87	11%
365 or More Days	53	7%
Total	757	100%



Days Held for State Inmates — Of the 646 state inmates in Greene County’s jail system on May 11:

- 85 inmates (13 percent) had been in jail 1 to 7 days;
- 60 inmates (9 percent) had been in jail 8 to 14 days;
- 127 inmates (20 percent) had been in jail 15 to 30 days;
- 98 inmates (15 percent) had been in jail 31 to 60 days;
- 60 inmates (9 percent) had been in jail 61 to 90 days;
- 103 inmates (16 percent) had been in jail 91 to 180 days;
- 77 inmates (12 percent) had been in jail 181 to 364 days; and
- 36 inmates (6 percent) had been in jail more than one year.

Days Held for Federal Inmates — Of the 111 federal inmates in Greene County’s jail system on May 11:

- 4 inmates (4 percent) had been in jail 1 to 7 days;
- 6 inmates (5 percent) had been in jail 8 to 14 days;
- 8 inmates (7 percent) had been in jail 15 to 30 days;

- 19 inmates (17 percent) had been in jail 31 to 60 days;
- 13 inmates (12 percent) had been in jail 61 to 90 days;
- 34 inmates (31 percent) had been in jail 91 to 180 days;
- 10 inmates (9 percent) had been in jail 181 to 364 days; and
- 17 inmates (15 percent) had been in jail more than one year.

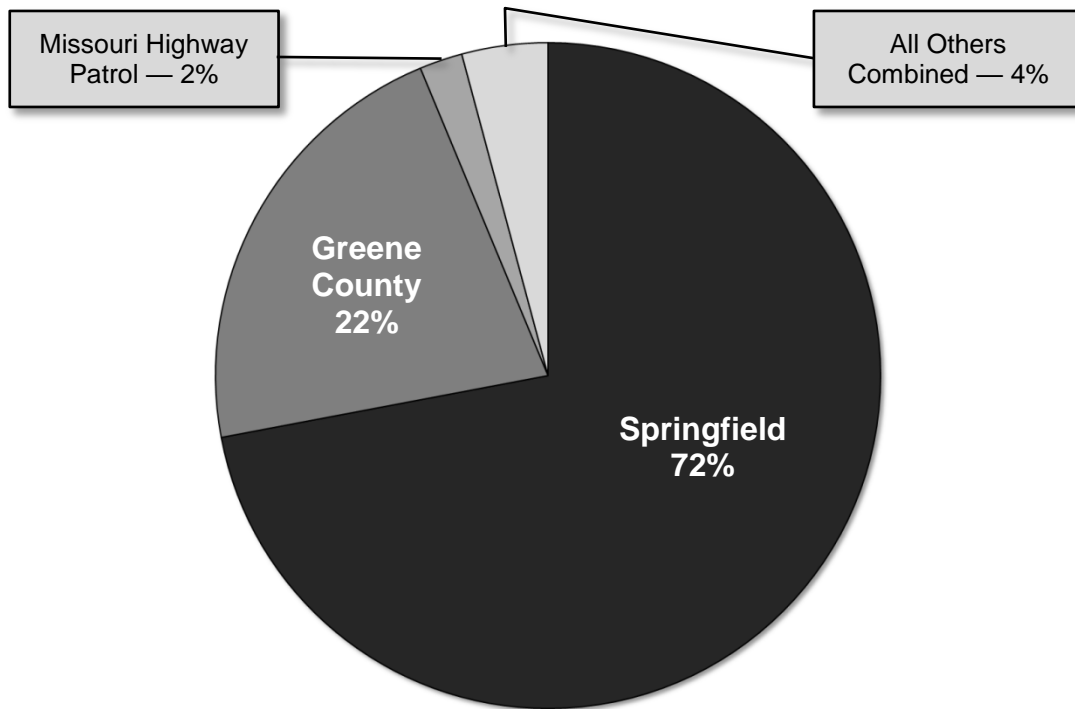
State Inmates by Jurisdiction — A separate snapshot profile was developed of the state inmate population by where the crime(s) took place within Greene County. Of the 622 state inmates in the Greene County jail system on April 21, 2017:

- 448 inmates (72 percent) were cases generated by the Springfield Police Department;
- 135 inmates (22 percent) were cases generated by the Greene County Sheriff's Office;
- 13 inmates (2 percent) were cases generated by the Missouri Highway Patrol; and
- 26 inmates (4 percent) were cases generated by the other police departments in Greene County, including the Ash Grove Police Department, Battlefield Police Department, Fair Grove Police Department, Republic Police Department, Rogersville Police Department, Strafford Police Department, Walnut Grove Police Department, and the Willard Police Department.

The pie chart and table on the following page show the breakdown of the state inmate population (as of April 21, 2017) by where the crime(s) took place within Greene County.

State Inmates by Jurisdiction

Inmates held in the Greene County Jail, by where the crime(s) took place within Greene County.



Jurisdiction	Case Generated By	# of Inmates	# of Cases
Ash Grove	Ash Grove Police Department	2	2
Battlefield	Battlefield Police Department	3	3
Fair Grove	Fair Grove Police Department	2	2
Greene County	Greene County Sheriff's Office	135	155
MSHP	Missouri Highway Patrol	13	13
Republic	Republic Police Department	9	11
Rogersville	Rogersville Police Department	0	0
Springfield	Springfield Police Department	448	687
Strafford	Strafford Police Department	2	2
Walnut Grove	Walnut Grove Police Department	0	0
Willard	Willard Police Department	8	8
Total		622	883

Source: Greene County Sheriff's Jail Impact Report for April 21, 2017. Data does not include federal inmates at the Greene County Jail.

Section 5. Inmate Population and Jail Capacity Projections

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

- The historical and projected population of Greene County;
- Inmate population projections for the next 20 years for Greene County, based on current trends; and
- A forecast of jail capacity requirements (i.e., 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 that are 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. 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

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

- 207,949 people in 1990; to
- 240,391 people in 2000; to
- 275,174 people in 2010.

This represents an increase of almost one-third (32 percent) to Greene County's total population over the past 20 years (1990 Census – 2010 Census).

The current population of Greene County was estimated at 288,690 people in 2016.

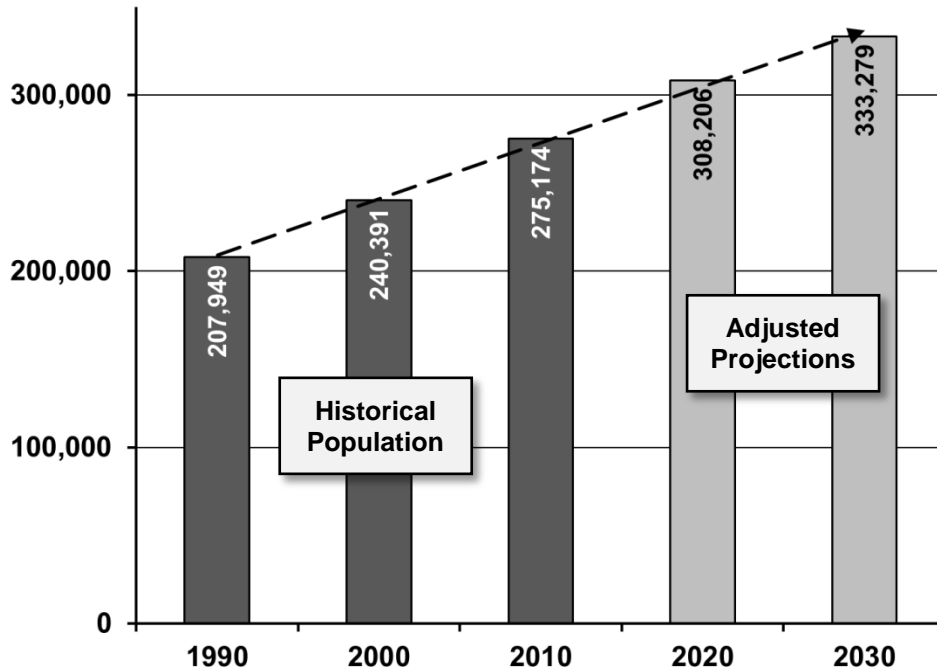
Current projections indicate that Greene County's population will continue to grow significantly over the next 20 years, to:

- 308,206 people in 2020; to
- 322,159 people in 2025; to
- 333,279 people in 2030.

This represents an increase of more than 21 percent to Greene County's total population over the next 20 years (2010 – 2030).

The graph and table on the following page show the historical population of Greene County for 1990 through 2010, and the projected population through 2030.

Historical and Projected Population of Greene County (1990 – 2030)



Year	U.S. Census	MO Office of Administration Projections	Adjusted Projections
1990	207,949		
1995			
2000	240,391	240,391	
2005		254,329	
2010	275,174	272,322	275,174
2015		289,253	292,282
2020		305,012	308,206
2025		318,820	322,159
2030		329,825	333,279

Sources: Historical population is from the U.S. Census Bureau. Population projections are from *Population Projections by Age and Sex, Missouri Counties: 2000 through 2030*, prepared by the Missouri Office of Administration, March, 2008. Adjusted projections were developed to adjust for the difference between the Missouri Office of Administration projections and the results of the 2010 Census, with input from the Missouri State Demographer.

20 to 44 Year Olds in Greene County

As previously mentioned, as a County's population grows, the demands on its criminal justice system — and its jail system — also grow. However, 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.

Therefore, for jail planning purposes, an examination was also made of the projected growth of the number of 20 – 44 year olds in Greene County, who are considered to be the primary “age-at-risk” demographic for contributing to jail population. This group represents approximately 36 percent of Greene County's total population.

Current projections indicate that the number of 20 – 44 year olds in Greene County will continue to grow, but at a slower rate of growth than the County's total population.

According to the U.S. Census Bureau, the total number of 20 – 44 year olds in Greene County increased from:

- 92,344 people in 2000; to
- 99,511 people in 2010.

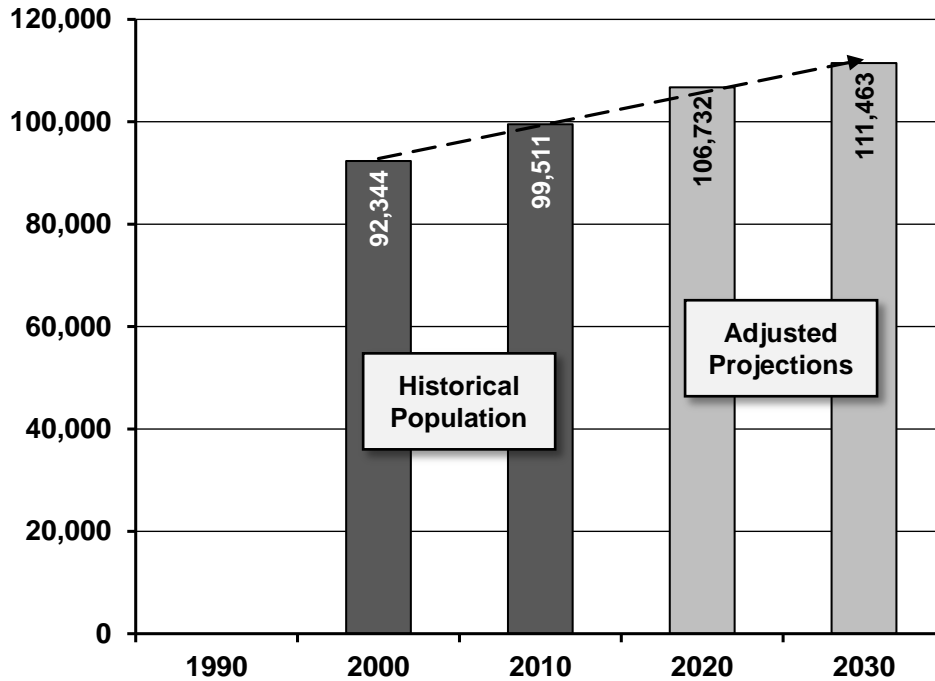
Current projections indicate that the number of 20 to 44 year olds in Greene County will continue to grow over the next 20 years, to:

- 106,732 people in 2020; to
- 111,181 people in 2025; to
- 111,463 people in 2030.

This represents an increase of 12 percent to the number of 20 to 44 year olds in Greene County over the next 20 years (2010 – 2030). Therefore, while the *total* population of Greene County is projected to experience significant growth over the next 20 years, the population subgroup which contributes the most jail inmates in Greene County will continue to grow, but at a slower rate of growth than the County's total population.

The graph and table on the following page show the historical population of 20 to 44 year olds in Greene County for 2000 and 2010, and the projected population of this subgroup through 2030.

**Historical and Projected Population of 20 to 44 Year Olds
in Greene County (2000 – 2030)**



Year	U.S. Census	MO Office of Administration Projections	Adjusted Projections
1990			
1995			
2000	92,344		
2005			
2010	99,511	96,922	99,511
2015		101,594	104,237
2020		104,026	106,732
2025		108,362	111,181
2030		108,637	111,463

Sources: Historical population is from the U.S. Census Bureau. Population projections are from *Population Projections by Age and Sex, Missouri Counties: 2000 through 2030*, prepared by the Missouri Office of Administration, March, 2008. Adjusted projections were developed to adjust for the difference between the Missouri Office of Administration projections and the results of the 2010 Census, with input from the Missouri State Demographer.

B. Inmate Population Projections

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

Baseline projections were developed using Greene County's historical data for state inmates only. (Allowances for jail beds for federal and municipal inmates are included later in the forecast of jail bed needs.)

These forecasting methodologies included models based on:

- **Linear ADP Trends** — Projections based on trendlines through the County'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 bookings for state inmates.

Seven different forecasting models were applied to Greene County's historical inmate population trends. Four of the models were rejected, as their results were untenable.

Overview of the Inmate Population Projection Models and Results

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

- **MODEL 1 — ADP Trend Projections.** *Based on the linear trend of Greene County's Average Daily Population (ADP) of state inmates over the past 89 months (January 2010 – May 2017).*
- **MODEL 2 — Average ROI Projections.** *Based on the average Rate of Incarceration (ROI) over the past seven years (2010 – 2016) per 1,000 County residents, applied to the County's population projections.*
- **MODEL 3 — ROI Trend Projections.** *Based on Greene County's increasing ROI trend from the past seven years, applied to the County's population projections.*

- **MODEL 4 — 20 to 44 Year Old Average ROI Projections.** *Based on the average ROI over the past seven years (2010 – 2016) per 1,000 County residents between the ages of 20 and 44 years old, applied to the County’s population projections for that age group.*
- **MODEL 5 — 20 to 44 Year Old ROI Trend Projections.** *Based on Greene County’s increasing 20 to 44 year old ROI trend from the past seven years, applied to the County’s population projections for that age group.*
- **MODEL 6 — ALOS Projections.** *Based on Greene County’s Average Length of Stay (ALOS) for state inmates over the past seven years (2010 – 2016), applied to the County’s bookings trend for state inmates.*
- **MODEL 7 — ALOS Trend Projections.** *Based on Greene County’s increasing ALOS trend for state inmates over the past seven years, applied to the County’s bookings trend for state inmates.*

The results of four models (Models 2, 4, 6, and 7) were rejected. Three of these models (Models 2, 4, and 6) were all based on *averages* over the past seven years — *average ROI, average 20 to 44 year old ROI, and average ALOS*. In each case, the annual ROI, 20 to 44 year old ROI, and the ALOS have been trending upward, particularly over the past three years. Therefore, using the seven-year *averages* tends to underestimate the consistently higher-than-average results from the last three years.

Although Model 7 produced reasonable results (which were consistent with the results of the three remaining, accepted models), the assumptions on which Model 7 was based are unrealistic (i.e., the ALOS will continue to increase at the rate it has from 2010 to 2016, and that annual bookings will decline slightly).

The three remaining models (Models 1, 3, and 5) all produced similar results, and were used to develop a range of inmate population projections for the next ten years. These models estimated that Greene County will have an annual ADP ranging from:

- 804 – 844 state inmates in five years (by 2022); and
- 984 – 1,061 state inmates in ten years (by 2027).

Long range projections estimate that Greene County will have an ADP ranging from:

- 1,164 – 1,292 state inmates in 15 years (by 2032); and
- 1,344 – 1,537 state inmates in 20 years (by 2037).

The midpoint (average) of the results from these three models was then used as the baseline ADP projections for state inmates for planning purposes.

Using the average of the three models as the baseline, it is estimated that Greene County will have an ADP of:

- 819 state inmates in five years (by 2022); and
- 1,016 state inmates in ten years (by 2027).

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

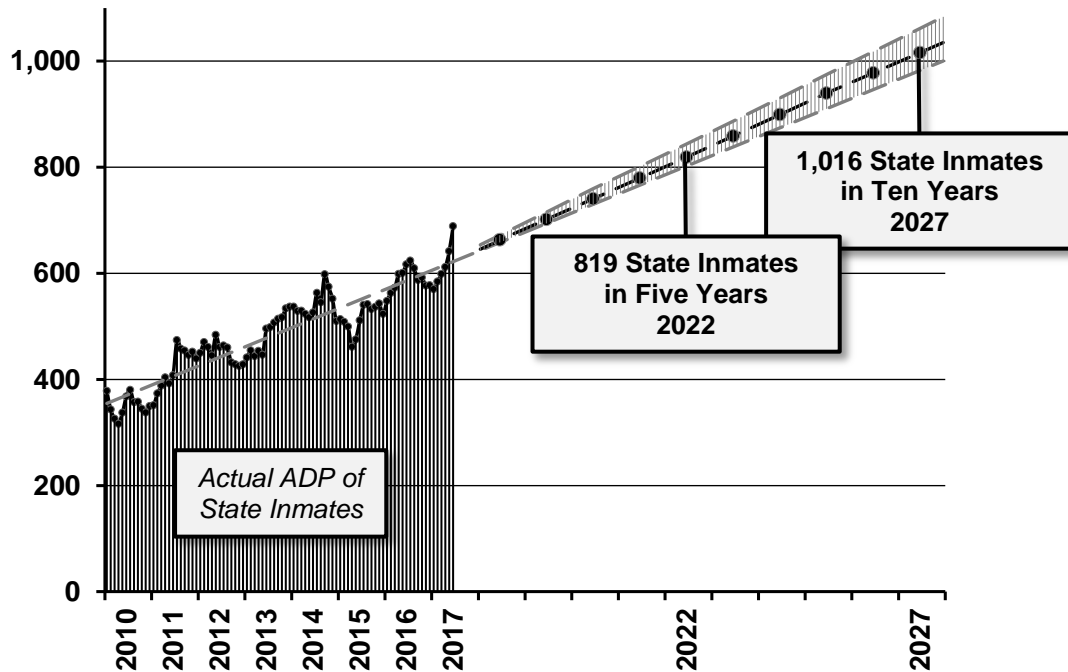
- 1,221 state inmates in 15 years (by 2032); and
- 1,434 state inmates in 20 years (by 2037).

The graph and table on the following page show the County's actual state inmate population from 2010 to 2017, and the results of the three inmate population projection models for the next ten years.

Following that is a table showing the results of all three models, and the midpoint (baseline) projections for the next 20 years.

Inmate Population Projections for State Inmates (2018 – 2027)

Projections are for state inmates only, and do not include federal or municipal inmates.



Forecast Year	Year	MODEL 1 ADP Trend Projections	MODEL 3 ROI Trend Projections	MODEL 5 20 – 44 Yr. Old ROI Trend Projections	MIDPOINT Baseline ADP Projections
1	2018	660	672	658	663
2	2019	696	715	694	702
3	2020	732	760	730	740
4	2021	768	801	769	779
5	2022	804	844	809	819
6	2023	840	887	850	859
7	2024	876	930	891	899
8	2025	912	975	932	940
9	2026	948	1,018	967	978
10	2027	984	1,061	1,002	1,016

Inmate Population Projection Models — Next 20 Years (2018 – 2037)

Projections are for state inmates only, and do not include federal or municipal inmates.

Forecast Year	Year	MODEL 1 ADP Trend Projections	MODEL 3 ROI Trend Projections	MODEL 5 20 – 44 Yr. Old ROI Trend Projections	MIDPOINT Baseline ADP Projections
1	2018	660	672	658	663
2	2019	696	715	694	702
3	2020	732	760	730	740
4	2021	768	801	769	779
5	2022	804	844	809	819
6	2023	840	887	850	859
7	2024	876	930	891	899
8	2025	912	975	932	940
9	2026	948	1,018	967	978
10	2027	984	1,061	1,002	1,016
11	2028	1,020	1,106	1,037	1,054
12	2029	1,056	1,150	1,072	1,093
13	2030	1,092	1,195	1,107	1,131
14	2031	1,128	1,244	1,165	1,179
15	2032	1,164	1,292	1,207	1,221
16	2033	1,200	1,340	1,249	1,263
17	2034	1,236	1,388	1,292	1,305
18	2035	1,272	1,437	1,335	1,348
19	2036	1,308	1,487	1,378	1,391
20	2037	1,344	1,537	1,422	1,434

Detailed Results from the Inmate Population Projection Models

MODEL 1 — ADP Trend Projections. *Based on the linear trend of Greene County's Average Daily Population (ADP) of state inmates over the past 90 months (2010 – 2017).*

Results: Model 1 estimated an ADP of:

- 804 state inmates in five years (2022);
- 984 state inmates in ten years (2027);
- 1,164 state inmates in 15 years (2032); and
- 1,344 state inmates in 20 years (2037).

MODEL 2 — Average ROI Projections. *Based on the average Rate of Incarceration (ROI) over the past seven years (2010 – 2016) per 1,000 County residents, applied to the County's population projections.*

Results: The results of Model 2 were rejected. Based on the average ROI of 1.7 inmates (ADP) per 1,000 County residents from 2010 – 2016, and applied to Greene County's (adjusted) population projections, Model 2 produced an unrealistically low estimated ADP of only 548 state inmates in ten years (2027), and 590 inmates in 20 years (2037) — and was therefore rejected as untenable.

MODEL 3 — ROI Trend Projections. *Based on Greene County's increasing ROI trend from the past seven years, applied to the County's population projections.*

Results: Model 3 assumes Greene County's increasing ROI trend from 2010 – 2016 continues into the future, with an estimated ROI of:

- 2.7 state inmates per 1,000 residents in five years (2022);
- 3.3 state inmates per 1,000 residents in ten years (2027);
- 3.9 state inmates per 1,000 residents in 15 years (2032); and
- 4.4 state inmates per 1,000 residents in 20 years (2037).

Model 3 estimated an ADP of:

- 844 state inmates in five years (2022);
- 1,061 state inmates in ten years (2027);

- 1,292 state inmates in 15 years (2032); and
- 1,537 state inmates in 20 years (2037).

Model 3's results were consistent with the results from other models, and were therefore included for the purpose of calculating the midpoint (average) baseline ADP projections.

MODEL 4 — 20 to 44 Year Old Average ROI Projections. *Based on the average ROI over the past seven years (2010 – 2016) per 1,000 County residents between the ages of 20 and 44 years old, applied to the County's population projections for that age group.*

Results: The results of Model 4 were rejected. Based on the average ROI of 4.7 inmates (ADP) per 1,000 County residents age 20 to 44 years old from 2010 – 2016, and applied to Greene County's (adjusted) population projections for that age group, Model 4 produced an unrealistically low estimated ADP of only 520 state inmates in ten years (2027), and 549 inmates in 20 years (2037) — and was therefore rejected as untenable.

MODEL 5 — 20 to 44 Year Old ROI Trend Projections. *Based on Greene County's increasing 20 to 44 year old ROI trend from the past seven years, applied to the County's population projections for that age group.*

Results: Model 5 assumes Greene County's increasing 20 to 44 year old ROI trend from 2010 – 2016 continues into the future, with an estimated ROI of:

- 7.5 state inmates per 1,000 residents in five years (2022);
- 9.0 state inmates per 1,000 residents in ten years (2027);
- 10.6 state inmates per 1,000 residents in 15 years (2032); and
- 12.1 state inmates per 1,000 residents in 20 years (2037).

Model 5 estimated an ADP of:

- 809 state inmates in five years (2022);
- 1,002 state inmates in ten years (2027);
- 1,207 state inmates in 15 years (2032); and
- 1,422 state inmates in 20 years (2037).

Model 5's results were consistent with the results from other models, and were therefore included for the purpose of calculating the midpoint (average) baseline ADP projections.

MODEL 6 — ALOS Projections. *Based on Greene County's Average Length of Stay (ALOS) for state inmates over the past seven years (2010 – 2016), applied to the County's bookings trend for state inmates.*

Results: The results of Model 6 were rejected. Based on the average ALOS of 16.8 days per booking for state inmates from 2010 – 2016, and applied to Greene County's bookings trend, Model 6 produced an unrealistically low estimated ADP of only 468 inmates in ten years (2027), and 459 inmates in 20 years (2037). Model 4 produced declining results due to the County's slightly declining booking trend for state inmates over the past seven years.

MODEL 7 — ALOS Trend Projections. *Based on Greene County's ALOS trend for state inmates over the past seven years, applied to the County's bookings trend for state inmates.*

Results: The results of Model 7 were rejected. Model 7 assumed Greene County's increasing ALOS trend from 2010 – 2016 continues into the future, with an estimated ALOS of:

- 28.4 days per booking for state inmates in five years (2022);
- 34.9 days per booking for state inmates in ten years (2027);
- 41.3 days per booking for state inmates in 15 years (2032); and
- 47.8 days per booking for state inmates in 20 years (2037).

Applied to Greene County's bookings trend, Model 7 estimated an ADP of:

- 799 state inmates in five years (2022);
- 972 state inmates in ten years (2027);
- 1,141 state inmates in 15 years (2032); and
- 1,307 state inmates in 20 years (2037).

Although Model 7 produced reasonable results consistent with the results of the three accepted models, the assumptions on which the

model was based are unrealistic (i.e., the ALOS will continue to increase at the rate it has from 2010 to 2016).

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 (or 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).

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

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

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

Finally, it is important to view inmate population projections within an appropriate context. The projections are based on the County's actual inmate population trends since 2010. At any given time during this period, Greene County's actual inmate population has been the result of a unique combination of factors within the criminal justice system that affect (1) jail admissions, (2) jail releases, and (3) the length of stay in jail — all of which have been impacted, to some extent, by the combined efforts of law enforcement, prosecution, and the courts.

The inmate population projection trendlines 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 Greene 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.

Efforts to Manage and Control the Jail Population Growth

In 2003, a comprehensive Criminal Justice System Assessment was completed for Greene County by the Institute for Law and Policy Planning (ILPP).

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

- Established multiple advisory committees to review solutions to speed up the criminal justice system;
- Added additional staff to combat over-population and jail crowding;
- Expanded and remodeled areas within the jail for additional capacity;
- Court system added DWI, Family, and Mental Health Courts;
- Added medical fees to inmates to help control rising costs;
- Expanded the book and release program;
- Expanded the cite and release program;
- Use of felony citations in lieu of warrants;
- Courts allowing extra time for paying fines and costs to avoid jail time;

- 24-hour holds for normal book and release charges require a supervisor's authorization;
- Contracted with other counties to house jail overflow;
- Changed civilian booking staff to Correctional Officers;
- Added pretrial services to court system;
- The jail stopped accepting municipal inmates;
- The courts have added more judges, and the Prosecutor's Office has added more prosecutors; and
- Jail shifts assist with transporting local inmates with other county holds to those facilities to free up bed space.

It would be difficult (or impossible) to try to quantify the impact that these efforts — individually or collectively — have had on the jail population in Greene County. The inmate population trends identified in this report have occurred *despite* these efforts to try to help manage and control the County's jail population growth.

C. Forecast of Jail Capacity Requirements

The next step in the facility planning process involves estimating the total amount of jail capacity (i.e., 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.

- **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.

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 County's inmate population projections.

For facility planning purposes, many consultants and Departments of Corrections across the country recommend using the "80 percent rule" — that is, a jail should be considered "full" when 80 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 more than 80 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 based on their classification.

For Greene County, the highest (peak) inmate population each month was examined from January 2010 through June 2017. During this 90-month period, the highest (peak) inmate population each month exceeded the ADP for that month by an average of 5 percent. Therefore, for facility planning purposes, a peaking factor of 5 percent was added to the projected baseline ADP forecast to accommodate routine fluctuations in the County's inmate population. A classification factor of 10 percent was added to allow for the proper separation and segregation of different types of inmates. This methodology is similar to the rationale behind the "80 percent rule," but is more precise (and more conservative) given Greene County's actual experience with its jail population.

Applying these calculations to the baseline ADP projections, it is estimated that Greene County will need a total of:

- 946 jail beds in five years (2022), to support an ADP of 819 state inmates; and
- 1,173 jail beds in ten years (2027), to support an ADP of 1,016 state inmates.

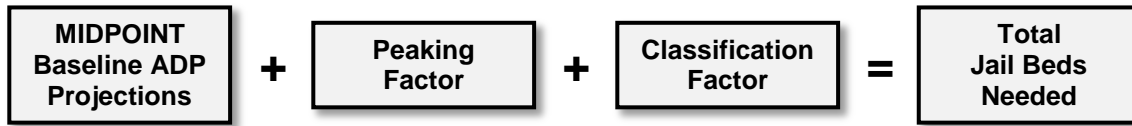
Long range projections estimate that Greene County will need a total of:

- 1,410 jail beds in 15 years (2032), to support an ADP of 1,221 state inmates; and
- 1,656 jail beds in 20 years (2037), to support an ADP of 1,434 state inmates.

The table on the following page shows a breakdown of Greene County's estimated jail capacity requirements for state inmates for the next 20 years.

Forecast of Jail Capacity Requirements for State Inmates (2018 – 2037)

*ADP projections and capacity requirements are for state inmates only,
and do not include federal or municipal inmates.*



Forecast Year	Year	MIDPOINT Baseline ADP Projections	Peaking Factor @ 5%	Classification & Management Factor @ 10%	Jail Beds Needed for State Inmates
1	2018	663	33	70	766
2	2019	702	35	74	810
3	2020	740	37	78	855
4	2021	779	39	82	900
5	2022	819	41	86	946
6	2023	859	43	90	992
7	2024	899	45	94	1,038
8	2025	940	47	99	1,085
9	2026	978	49	103	1,129
10	2027	1,016	51	107	1,173
11	2028	1,054	53	111	1,218
12	2029	1,093	55	115	1,262
13	2030	1,131	57	119	1,307
14	2031	1,179	59	124	1,362
15	2032	1,221	61	128	1,410
16	2033	1,263	63	133	1,459
17	2034	1,305	65	137	1,508
18	2035	1,348	67	142	1,557
19	2036	1,391	70	146	1,606
20	2037	1,434	72	151	1,656

Inmates Beds Beds Beds

Historically, in planning new or expanded jail facilities, it is fairly typical for counties to plan to address their *ten-year* capacity needs, with a site, infrastructure, and support services that can support future expansion to meet at least their *20-year* projections. However, it can frequently take three or more years to get from the needs assessment phase, through construction, to becoming operational — which would only leave seven years (or less) of useful life before the jail is projected to be full again. And then a county would have to start planning for expansion before that — so it would be a fairly short time between opening a new (and expensive) jail facility or expansion, and soon the county is facing another expansion, more construction, and more operational disruption. For this reason, many jurisdictions now look 13 to 15 years down the road when planning a new jail, so as to (hopefully) get *at least* a full ten years of useful life before having to confront the need for more jail space again.

Jail Beds for Federal Inmates

Additional jail beds are needed for holding federal inmates. As previously noted, the U.S. Marshals Service relies on county jails for its detention needs, and their Springfield Office has a high rate of jail bed utilization (as compared to other field offices). Also, as previously noted, Missouri State Law requires that the Greene County Sheriff accept custody of federal inmates.

The U.S. Marshals Service, however, cannot and will not enter into any sort of a commitment, formal agreement, or even a non-binding letter of intent to use a certain number of jail beds in Greene County. While Greene County has helped to financially support its jail operations, in part, by providing jail beds for the federal government — and there appears to be a strong and reliable likelihood that the U.S. Marshals Service will continue to need jail beds in Greene County — there are no “guarantees.”

Since the U.S. Marshals Service cannot and will not provide, confirm, or acknowledge any specific future level of detention services, Greene County can only look to their historical utilization of jail beds to try to estimate the amount of future jail capacity needed for federal inmates, for facility planning purposes.

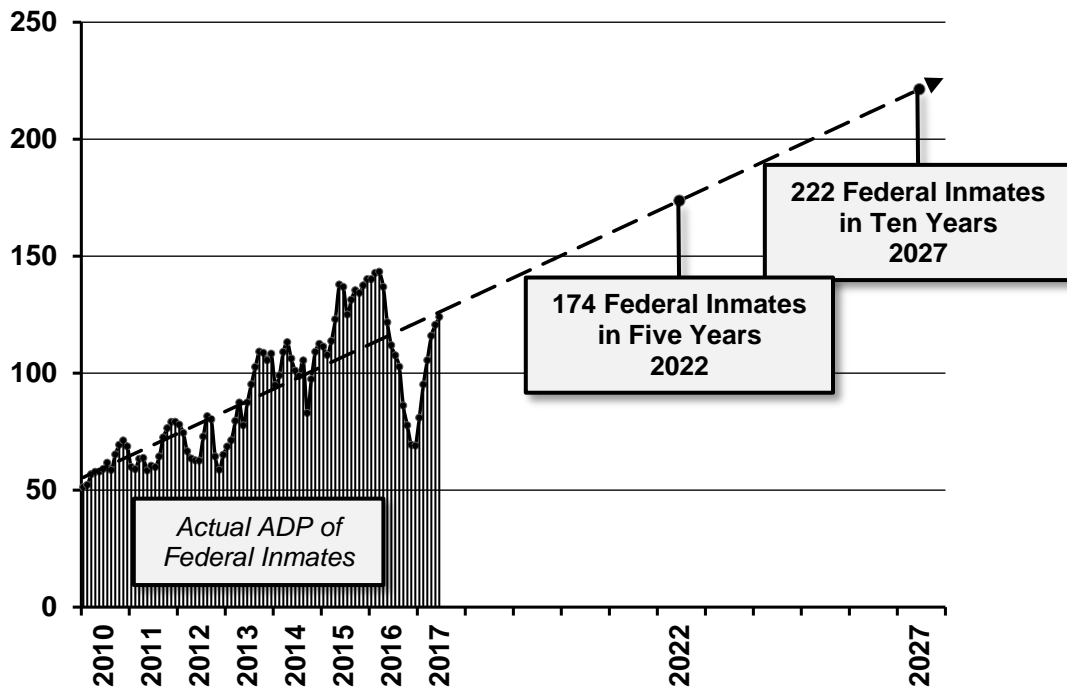
Since 2010, federal inmates have comprised an average of 15 percent of the Greene County’s jail population. Historically, the number of federal inmates at the Greene County Jail has increased from an annual ADP of 60 federal inmates in 2010, to 128 federal inmates in 2015. During the first half of 2017, the Greene County Jail held an ADP of 107 federal inmates. Last month (June 2017), the jail held an ADP of 124 federal inmates. Since 2010, the highest number of federal inmates held was an ADP of 143 federal inmates in February and March 2016.

The previous graph and table on page 44 showed the ADP of federal inmates in the Greene County Jail for each month from 2010 through 2017, including the high, low,

and the overall trendline through the data. If that trendline — through 90 months of historical data — is extended into the future, it would indicate an ADP of:

- 174 federal inmates in five years (2022); and
- 222 federal inmates in ten years (2027).

ADP Trend Projections for Federal Inmates (2018 – 2027)



Long range projections estimate that Greene County could have an ADP of:

- 269 federal inmates in 15 years (by 2032); and
- 317 federal inmates in 20 years (by 2037).

Therefore, for facility planning purposes only, these levels were used to estimate the amount of future jail capacity needed for federal inmates. Again, it must be stressed that these estimates are simply based on past jail bed utilization, and are not in any way confirmed, acknowledged, or agreed to by the U.S. Marshals Service.

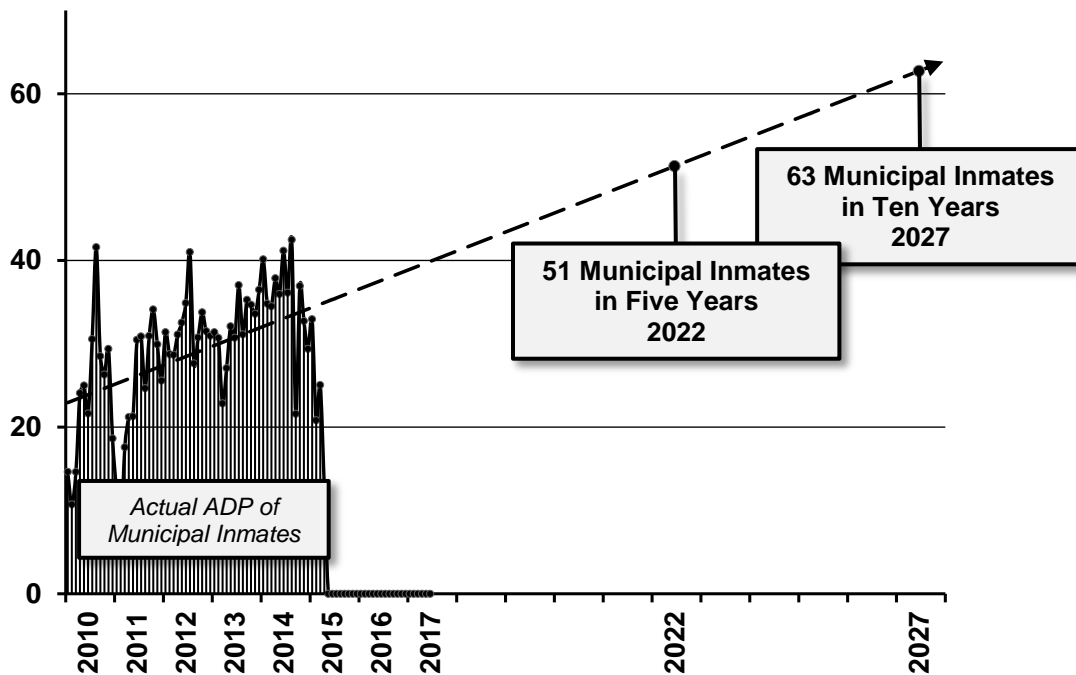
Jail Beds for Municipal Inmates

Data from the first half of 2017 indicates a current ADP of 30 municipal inmates being held for the City of Springfield at the Vernon County Jail in Nevada, Missouri (95 miles away).

The previous graph and table on page 45 showed the ADP of municipal inmates in the Greene County jail system for each month from 2010 through April 2015 (when the jail stopped accepting municipal inmates), including the high, low, and the overall trendline through the data during that period. If that trendline — through 64 months of historical data — is extended into the future, it would indicate an ADP of:

- 51 municipal inmates in five years (2022); and
- 63 municipal inmates in ten years (2027).

ADP Trend for Municipal Inmates through April 2015



These preliminary findings were discussed with Springfield Police Chief Paul Williams. According to Chief Williams, the historical trends would likely hold true if there had been no changes. However, recent state legislation has changed the way municipal courts

operate. In addition, the current jail situation in Greene County has caused both the Police Department and the Municipal Court to adjust their processes and procedures — and these changes will likely remain in place. Therefore, the Chief believes that the trend in jail bed utilization for municipal inmates “will continue in an upward trajectory, but ... should level off at or slightly above 2014 numbers.”

In 2014 — the last full year before the jail stopped accepting municipal inmates — there was an annual ADP of 35 municipal inmates. Therefore, for facility planning purposes only, this level was used to estimate the amount of future jail capacity needed for municipal inmates.

As previously mentioned, other cities in Greene County also have municipal inmates and require jail services. However, the limited scope and time frame for this study precluded any sort of detailed analysis of these other municipalities’ specific inmate population trends or jail needs.

Total Jail Capacity Needed

For facility planning purposes, the estimated number of jail beds needed for state inmates was then combined with an allowance for jail beds for both federal and municipal inmates.

Applying these calculations, it is estimated that Greene County will need a total of:

- 1,155 jail beds in five years (2022) — 946 beds for state inmates, 174 beds for federal inmates, and 35 beds for municipal inmates; and
- 1,430 jail beds in ten years (2027) — 1,173 beds for state inmates, 222 beds for federal inmates, and 35 beds for municipal inmates.

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

- 1,714 jail beds in 15 years (2032) — 1,410 beds for state inmates, 269 beds for federal inmates, and 35 beds for municipal inmates; and
- 2,008 jail beds in 20 years (2037) — 1,656 beds for state inmates, 317 beds for federal inmates, and 35 beds for municipal inmates.

The table on the following page shows Greene County’s total estimated jail capacity requirements for state, federal, and municipal inmates for the next 20 years.

Forecast of Total Jail Capacity Needed (2018 – 2037)

For all inmates, including state, federal, and municipal inmates.



Forecast Year	Year	Jail Beds Needed for State Inmates	Allowance for Federal Inmates	Allowance for Municipal Inmates	Total Jail Capacity Needed
1	2018	766	136	35	937
2	2019	810	146	35	991
3	2020	855	155	35	1,045
4	2021	900	165	35	1,100
5	2022	946	174	35	1,155
6	2023	992	184	35	1,210
7	2024	1,038	193	35	1,266
8	2025	1,085	203	35	1,323
9	2026	1,129	212	35	1,376
10	2027	1,173	222	35	1,430
11	2028	1,218	231	35	1,484
12	2029	1,262	241	35	1,538
13	2030	1,307	250	35	1,592
14	2031	1,362	260	35	1,657
15	2032	1,410	269	35	1,714
16	2033	1,459	279	35	1,773
17	2034	1,508	288	35	1,831
18	2035	1,557	298	35	1,890
19	2036	1,606	307	35	1,949
20	2037	1,656	317	35	2,008

Beds	Beds	Beds	Beds

Type of Jail Beds Needed

In the forecast of jail capacity requirements, consideration also has to be given to the changing profile of Greene 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; and
- More inmates with medical and mental health issues, special needs, or who require special management.

Jail housing is further complicated by the growing need to keep 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. In addition, with the growing use of diversion programs — designed to divert low-risk offenders from incarceration — the remaining jail population consists of fewer inmates who are suitable or appropriate for dormitory-style housing.

Also, federal prisoners require secure *cells*, and not dormitory-style inmate housing (even if the dormitory is within a secure facility or perimeter). This has significant implications for the *type* of jail beds that Greene County should include in any new jail facility or jail expansion.

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 Greene 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.

Alternatives to Incarceration

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.

As part of any jail planning effort, Greene County needs to continue to support and expand its existing alternatives and diversion programs, and to implement new programs, as much as the community and judiciary can support.

There is no question that programs that provide alternatives to incarceration can have a positive effect on the 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 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 is significantly less than the cost of incarceration).

Much of the community support and judicial support behind these programs 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.

Greene County's Jail Size Compared to Other Missouri Counties

As a point of reference, Greene 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. Each county's current "jail size" — according to the Missouri Sheriffs' Association Directory — was applied to that county's current population, in order to estimate the number of jail beds per 1,000 county residents. (Note: Class 1 Charter Counties are Jackson, Jefferson, St. Charles, and St. Louis Counties, and were not included in the comparison.)

This survey showed that — among the 14 Class 1 non-Charter counties in Missouri — the number of jail beds per 1,000 county population ranged from a low of 1.2 beds per 1,000 in Boone and Christian Counties, to a high of 4.9 beds per 1,000 in Taney County. Overall — among the Class 1 non-Charter counties — there is an average of approximately 2.1 jail beds per 1,000 county population. Greene County's current jail capacity is consistent with that average.

It should be noted that 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.

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

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

Rank in State Population	County	2016 Population	Current "Jail Size"	Jail Beds per 1,000 County Population
4	Greene County	288,690	601	2.1
5	Clay County	239,085	400	1.7
7	Boone County	176,594	210	1.2
8	Jasper County	119,111	163	1.4
9	Cass County	102,845	168	1.6
10	Franklin County	102,838	130	1.3
11	Platte County	98,309	154	1.6
12	Buchanan County	88,938	200	2.2
13	Christian County	84,401	100	1.2
14	Cape Girardeau County	78,913	210	2.7
15	Cole County	76,631	206	2.7
16	St. Francois County	66,627	188	2.8
19	Taney County	54,735	268	4.9
24	Camden County	44,497	110	2.5
Average				2.1

Sources: Class 1 Non-Charter Counties are from the Missouri Association of Counties. 2016 county population estimates are from the U.S. Census Bureau. Current "jail size" is from the Missouri Sheriffs' Directory, 2016 – 2017, published by the Missouri Sheriffs' Association.

Section 6. Conclusions and Recommendations

The population of Greene County is growing rapidly. Over the 20 years from the 1990 to the 2010 Census, the population of Greene County increased by almost one-third. Over the next two decades (from 2010 to 2030), the population of Greene County is expected to grow another 21 percent, from 275,000 residents to over 333,000. And as a County's population grows, the demands on its criminal justice system — and its jail system — also grow.

Since 2010, the total number of inmates being housed at the Greene County Jail (or housed out-of-county) has steadily increased, from an annual ADP of 434 total inmates in 2010, to 698 total inmates last year (2016). During the first half of 2017, the County had an ADP of 722 total inmates. Last month (June 2017), Greene County hit a new record high monthly ADP of 813 total inmates — with a record high of 837 total inmates on June 20.

Based on the midpoint (average) of three forecasting models, it is estimated that the Greene County will have:

- *Five Years (2022)* — An ADP of 819 state inmates, requiring 946 jail beds;
- *Ten Years (2027)* — An ADP of 1,016 state inmates, requiring 1,173 jail beds;
- *15 Years (2032)* — An ADP of 1,221 state inmates, requiring 1,410 jail beds; and
- *20 Years (2037)* — An ADP of 1,434 state inmates, requiring 1,656 jail beds.

Adding in an allowance for additional jail beds for federal inmates (based on historical utilization trends), and 35 jail beds for municipal inmates, it is estimated that the Greene County will need:

- *Five Years (2022)* — A total of 1,155 jail beds;
- *Ten Years (2027)* — A total of 1,430 jail beds;
- *15 Years (2032)* — A total of 1,714 jail beds; and
- *20 Years (2037)* — A total of 2,008 jail beds.

These estimated jail bed needs can be accommodated through:

- The continued use of the existing jail facility, at its current capacity (601 beds) or at a reduced capacity;
- An on-site jail expansion;
- An off-site, satellite jail facility;
- A new jail facility, designed for future expansion;
- The continued use of other county jails for housing a portion of Greene County's inmate population; or
- Some combination of these or other facility options.

The jail population projections presented in this report provide reasonable parameters for facility planning purposes, and are based on the County's actual jail population trends since 2010. However, the forecast of jail capacity requirements present some daunting — and almost unimaginable — challenges. For the County's jail population to increase to these projected levels, there would have to be a commensurate increase in law enforcement, prosecution, and judicial resources in Greene County, well beyond their current levels, to support and sustain a jail population of that size.

Straight-line trends are not inevitable. Ultimately, these kind of growth numbers are likely unsustainable. However, they can be seen as the expected outcome if things don't change — and serve as a harbinger or warning against continuation of the status quo.

It is important that Greene County continue to try to identify, quantify, and address the factors that are driving the County's jail population growth. During the course of this study, several issues and factors emerged which provide the County with additional opportunities for further investigation, including:

- The increasing average length of stay (ALOS) for state inmates;
- The declining number of inmates being booked and released each month;
- The declining availability of jail beds in the region for out-of-county inmate housing;
- The number of municipal inmates from other cities in Greene County (other than Springfield);

- Analysis of local probation trends (annual referrals to probation, average daily caseload, violation rates, etc.); and
- The growing volume of outstanding arrest warrants.

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 jail population growth.

Greene 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.