

Beltrami County

Detention Center Needs Assessment



August 24, 2022



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INTRODUCTION

The Beltrami County Jail is a 33-year-old facility operated by the Beltrami County Sheriff's Office in Bemidji, Minnesota. The jail has design and operational limitations that have resulted in constrained capacity. Moreover, due to a number of factors, the jail's population is increasing. The facility age and crowding issues have led Beltrami County to request an evaluation of the jail's situation in the form of a needs assessment and feasibility study. As part of that effort, a full-scale statistical analysis was performed on the jail and on the criminal justice system as a whole.

Goal

The primary goal of this study is to determine the future size and internal categories within the Beltrami County jail inmate population. This study should enable the County to make informed decisions regarding the future of the jail. Specifically, this study provides information that is far more important than just the future size of a detention center. The overall approach and vision of the criminal justice system and the types of services that need to be provided are likely more important topics.

Methodology

We undertook six main tasks in order to execute this study.

First, we conducted multiple interviews and meetings with stakeholders from throughout the community.

Second, historical background and population-related information concerning both the county and the jail were analyzed, including past levels of jail admissions and length of stay.

Third, raw criminal court case processing data were obtained from the State of Minnesota, spanning every case that was unresolved during the timeframe of our analysis. We combined this information with the jail population data in order to create several time series for analysis.

The fourth step of the analysis was to acquire multiple comprehensive data extracts which included key information about every single individual held in the Beltrami County Jail between January 1, 2016, and April 2022. This enabled the construction of a population profile over time in order to provide indications of changes within and among key aspects of the jail's population. In addition, we regularly updated other key population measures for the study through June 27, 2022.

Fifth, the results of the statistical analyses were combined into multiple time series forecasts using Autoregressive Integrated Moving Average (ARIMA) methods.

Finally, we developed findings and recommendations based on all of our conversations, meetings, and analyses.

Interviews and Meetings

Across a three-month period, the consultants participated in multiple in-person and remote conversations with a wide variety of stakeholders in the Beltrami County criminal justice system:

County Manager	Sheriff's Administration
County Commissioners	FBI
Sheriff	US Marshal's Service
Jail Administration	Minnesota State Patrol
Jail Staff	Leech Lake Tribal Police
9 th District Judges	Red Lake Dept of Public Safety
Probation	Bemidji Police Department
Health & Human Services	Beltrami County Courthouse Transport
City of Bemidji	US Border Patrol
Minnesota DOC	Jail Steering Committee
Citizen Representatives	Jail Project Finance Subcommittee
Court Administration	Jail Building & Design Subcommittee
County and City Attorneys	Jail Programming Subcommittee
Public Defender	County IT

During the project kick off meeting, the Steering Committee was asked to define the purpose of the detention center. The responses included the following.

It is a place where we keep bad guys.

It should help make inmates better people.

It should make the community safer.

A safe jail reduces liability.

It should focus on repeat offenders.

It should connect inmates to programs outside of the jail.

We should use it to educate people about what a jail is.

There are many departments that impact the jail.

It should be a transitional facility.

It should be a reflection of community priorities.

Additional comments from the Steering Committee included:

A key emphasis is making sure people don't come back to the jail.

We should make it safe and reduce liability.

We should target the repeat customers to make things safer for community.

We are mostly a pretrial jail and don't have many sentenced inmates.

The Reset Program works with people after release. Employment for the offender is an underlying issue that we want to work with. We need to work with the community to help us with this and make everyone safer.

A lot of people don't know what the jail does. It is the hub of the wheel of criminal justice; it's the center and there are so many spokes that touch many people daily.

A jail should not be an Emergency Room, a Mental Health hospital, etc.

One of the challenges is that Bemidji is a regional area with approximately 100,000 people serviced. Many more people are serviced, however. The surrounding counties are very small, and there may be an opportunity to expand and look at regionalization and share expenses.

The jail is a place of transition, either to the next facility or back to the community. It can be the first place you can affect change. The community and families come in to visit. It's like a waystation. We need to look also at the community aspect.

It is challenging to think about 10 years, 20 years, and 40 years from now and deciding the things we need to offer in the facility. There must be open broad, conversations to know what the community will need years from now.

The jail reflects the community priorities. We need to determine what we can do to prevent incarceration. A holistic view of the justice system is warranted in order to reduce demand on the jail. We want to reduce the total number of beds needed and find out what our community needs to work on to allow for a reduction in the size. We are 4th poorest county in state.

Justice Planners conducted interviews, both in-person and remotely, with more than 45 individuals from 23 different agencies and/or departments within local criminal justice system. We were encouraged that everyone seemed to be open and engaging with the interview team. All recognized and acknowledged that there have been issues with the detention center for quite some time.

The **County Commissioners** expressed concerns regarding the high indigenous population held in the detention center. The detention center does not have the best reputation in the community, and the county wants to help address that issue.

Funding sources and community buy-in were big concerns.

The safety and well-being of the staff and inmates are of utmost importance.

There is a desire for the future operations to be more staff efficient than they are today.

Greater efficiencies are desired for staffing, operating costs, inmate movement to courts, energy and utilities, technology, future space needs, and recidivism/reentry.

It is important to have natural lighting for both the staff and inmates.

An outdoor recreation yard must be a part of any new or expanded facility.

The jail has been run as a Christian mission. However, there is a large Ojibwe faith that needs to be equally represented.

The detention center should not be overbuilt, and the county should not be generating revenue from inmates, such as telephone fees.

There is a desire for in-person visitation along with contact visits between an inmate and their children.

The detention center should remain downtown, next to the courthouse.

The **Planning Committee** expressed excitement for the various possibilities that come with an expanded or new detention center. Some of the desired possibilities include proper space for professional visitation, therapeutic visitation, recreational spaces (both indoors and outdoors,) the provision of native spaces and services, the offering of cognitive and life skills, tele-health, expanded offerings of medical and mental health services, technology for expanded use of remote court appearances, and incentive-based housing units. for new and expanded spaces to service the rehabilitative needs of the inmate population.

The **Jail Building and Design Committee** felt that the kitchen which has recently been remodeled could serve many more inmates per day.

The staff locker room is on an outside wall while the break room is inside the building with no exterior windows.

The detention center was partially remodeled in 2015-16. This was supposed to be the first of three phases. However, the subsequent phases have not been completed. The processing of newly arrested inmates takes place on two different floors.

Plumbing deterioration is an issue with the combination of cast iron, copper, and brass. There is an inadequate potable hot water backup system.

The air handlers are original to the building and very inefficient. There is no grinder in the sewage line. As a result, there are many stoppages from inmates flushing various items. There is an old Detroit diesel generator which should be removed.

The fire suppression system is 34 years old. The door hardware is also 34 years old and obsolete. Doorframes must be cut when new locks must be installed

There are three control rooms throughout the detention center with no true Central Control Room. None of the control rooms have sallyport entries with interlocking doors to ensure the safety and security of the control room.

All of the security cameras have been replaced with digital models. However, there is no ability to record audio.

All staff are required to wear body cameras.

There is a lack of holding cells, and there are only two negative pressure holding rooms.

There is a lack of data rooms which makes the installation of any new technology system difficult if not impossible.

There is a lack of adequate storage spaces throughout the detention center staff feel that they have repurposed all the available spaces to-date.

The physical connection to the courthouse is an advantage as anywhere from 10 to 40 inmates are moved to court each day.

The **Finance Committee** feels that a local option sales tax it is likely.

There is \$120,000 budgeted for boarding inmates out of county for 2022. \$380,000 was budgeted last fiscal year.

There is a desire to use a sales tax to fund any renovations, additions, or new construction to the detention center as opposed to using property taxes.

If a regional facility is to be considered, it should be a standalone component.

A dollar amount should be attached to any recommendations presented.

The **Detention Center Administration** expressed concerns over the booking area and vehicle sallyport due to a lack of sufficient space and being located on two different floors of the detention center.

The current booking space is very small and inefficient. Holding cells are in the corridor and booking officers do not have of sight to these holding cells. There is not sufficient space between offenders and staff, or for staff to properly complete their duties and tasks as required when processing new inmates. This is the single greatest area of risk, safety, and need in the detention center

There is a desire to host an in-house training Academy for new staff. Staff turnover rates have been very high recently, and there should be greater incentives for staff to work at the detention center and to stay. Every time an officer quits it costs the county \$28,000 for advertising, hiring, and new officer training.

There is a shortage of holding cells. These should not be used to house inmates with mental illness.

It is difficult to properly classify and separate inmates due to inefficient design and a lack of adequate bed spaces.

There is a need for multiple conference/ small meeting rooms for professional visits, health assessments, and mental health evaluations.

Medical staff are present 16 hours a day seven days a week. There is no clinic or centralized health care space. Instead, there are multiple small, inefficient medical rooms located throughout the facility. This poses potential safety and security risks for medical staff, supplies, and equipment by not having these items in a

centralized location under lock and key.

The sheriff's administrative staff expressed the need for more space to operate video/remote court. A desire was expressed for the ability to operate as many as ten different remote court appearances at one time.

There are discussions of moving towards a regional dispatch operation. This operation could possibly move into the interior of the existing detention center.

Space is needed to create a backup dispatch center and emergency operations command (EOC) center. Additional space would be needed for training, kitchen, break room, etc.

The current the healer sallyport is too small. The current space is difficult to navigate.

There is a need for at least two breathalyzer rooms, as well as a large amount of interview spaces.

Law enforcement interviews were held with a variety of local, county, state, tribal, and federal agencies. The consensus of the group was that the location of the detention center was not a major concern.

The ability to conduct remote court appearances would be desirable.

The Red Lake Reservation has its own detention center. It is crowded and they are open to the idea of housing some of their inmates in Beltrami County.

The **Judiciary** Operates several specialty courts including drug court, DUI court, child protection court, and a domestic violence court.

The judges stated they felt the current system works well.

The major obstacles seem to be few defense attorneys as compared to the number of prosecuting attorneys. It is difficult for defense attorneys to have their full caseload ready for court on a regular basis. Recruiting and retaining defense attorneys in this area has been difficult.

Blood and drug analysis historically has taken approximately six weeks to complete. The current wait time is now nine months on average.

The electronic home monitoring (EHM) system would be used more often if it were run properly. They're dissatisfied with the current contract provider.

Health and Human Services staff manage child and adult protection, child mental health, disability assessments, elderly services, and public health programs.

Substance abuse is rampant. Approximately 70% of all their cases are precipitated by chemical use.

HHS has one staff member that is in the detention center half-time. They feel the demand is there to have one staff in the jail full-time for assessments plus 3-4 more for reentry and the coordination of local services.

There is a desire to have space in a new or expanded detention center for initial assessments, an office, group rooms, and service provider spaces.

Probation would like to have space at the detention center to conduct urinalysis assessments (UAs) that would be at, or near, the booking center.

The staff with **County Information Technology** (IT) services states that the building equipment in wiring is very old and obsolete. They primarily deal with hardware issues as opposed to software and data.

A new or expanded detention center should plan ahead for the ability to run additional lines and cables, data jacks, kiosks, and security cameras. The age and condition of the current IT infrastructure in the detention center is a big obstacle for the installation of any new or replacement systems and equipment

The **County and City Attorneys** feel that the current location of the detention center next to the courthouse and Public Defender Office is very convenient.

Communication seems to be good between all of these offices.

There have historically been staffing related problems across all agencies. The county attorney's office is well staffed currently. However, staffing at the Public Defender Office has been decimated.

Approximately 80% to 90% of criminal cases are assigned public defenders. There is difficulty scheduling jury trials because the Public Defender Office is so short on staff.

The **Public Defender** would like the ability to review digital evidence with their clients housed at the jail within a contact visitation room.

it is often difficult for inmates to have the ability to telephone their public defender.

Case continuances have been problematic due to excessive delays in drug analyses. This has also been exacerbated by the number of inmates boarded in other jurisdictions, causing further delays in case processing times.

The **Court Administrator** questions how the county would be able to staff a larger detention center and would like a physical connection to the courthouse if at all possible.

COUNTY POPULATION, CRIME, & ARRESTS

Prior to beginning a formal analysis of the actual jail and criminal justice system data, it is important to understand the context in which that system exists. Our analysis begins with an examination of the projected population growth of Beltrami County as a whole. Figure 1 shows the State of Minnesota’s population forecast for the county¹. The county’s population is expected to be 7% larger in 2052 than it is currently, with the majority of that growth occurring within the next decade.

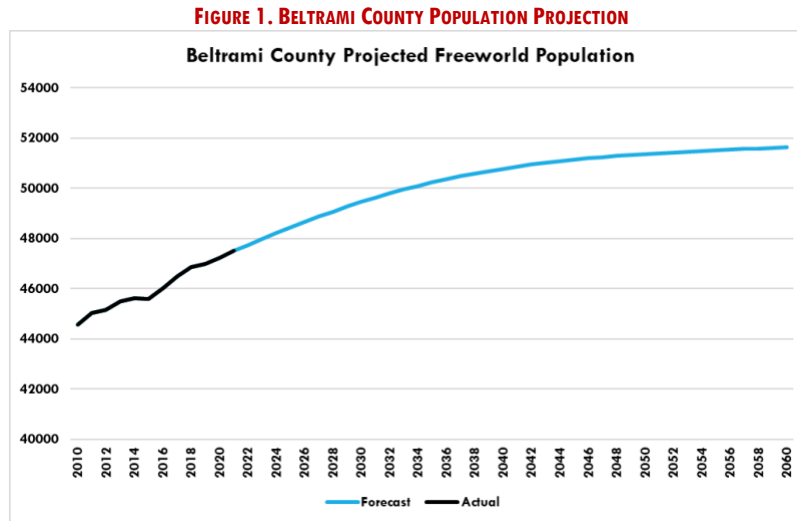
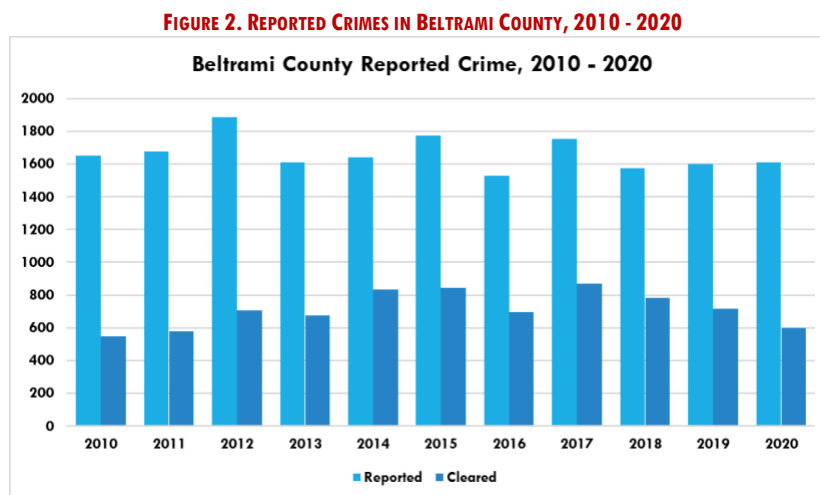


Figure 2 below provides the annual number of reported and cleared crimes between 2010 and 2020 according to the FBI’s Crime Data Explorer tool². Reported crimes are somewhat steady in the last 3 years of the graph and the levels are lower than in assortment of prior years. Meanwhile, Figure 3 shows that actual arrests decreased in both 2018 and 2019 (naturally, 2020 is the onset of the COVID-19 pandemic and this resulted in a lower number of arrests).



¹ <https://mn.gov/admin/demography/data-by-topic/population-data/our-projections/#:~:text=Data%20%26%20Reports- ,Key%20Findings,our%20previous%20set%20of%20projections.&text=Steady%20urbanization%20will%20lead%20to,thirds%20of%20Minnesota's%2087%20counties.>

² <https://crime-data-explorer.fr.cloud.gov/pages/explorer/crime/arrest>

FIGURE 3. BELTRAMI COUNTY ARRESTS, 2010 – 2020

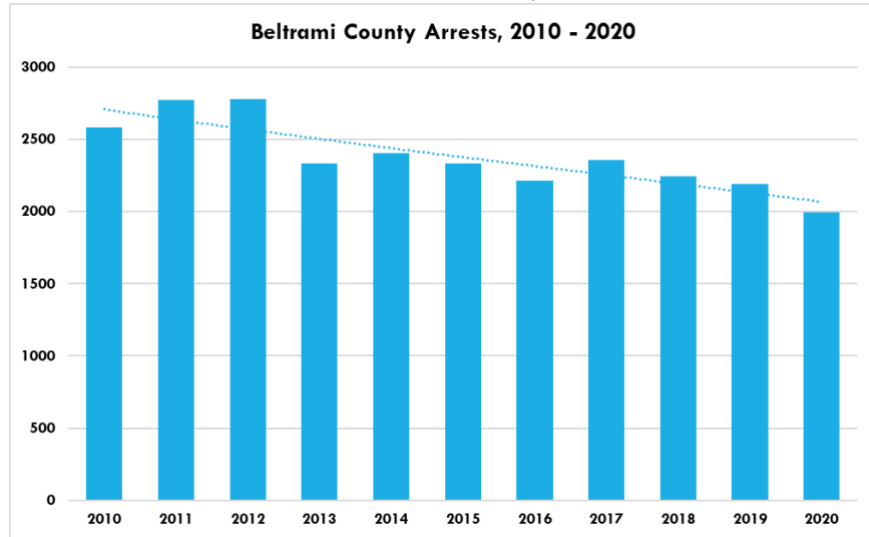
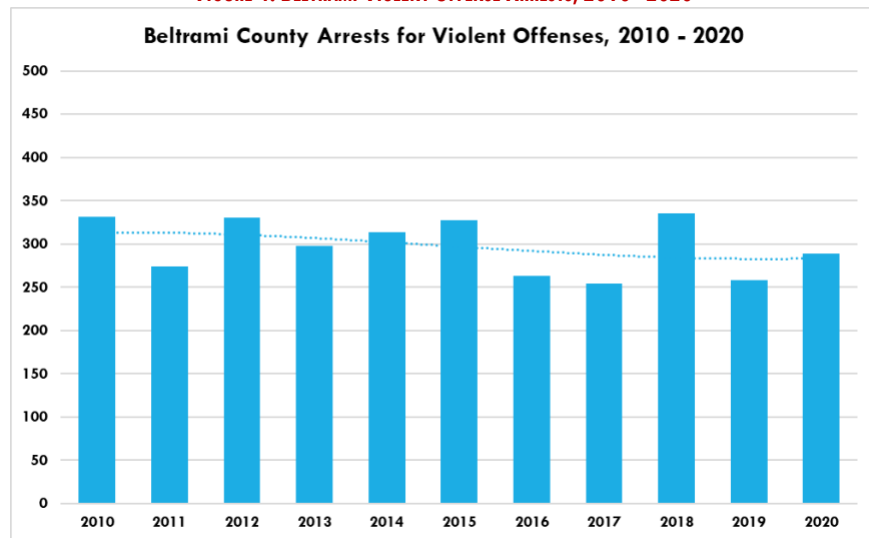


Figure 4 depicts arrests for violent offenses during the same period of time. The trend line at the tops of the columns in this graph also show a slight decrease, with a somewhat surprising increase during 2020. At any rate, we see that arrests and crimes are not skyrocketing in Beltrami County, and the population is not growing at an explosive level.

FIGURE 4. BELTRAMI VIOLENT OFFENSE ARRESTS, 2010 - 2020



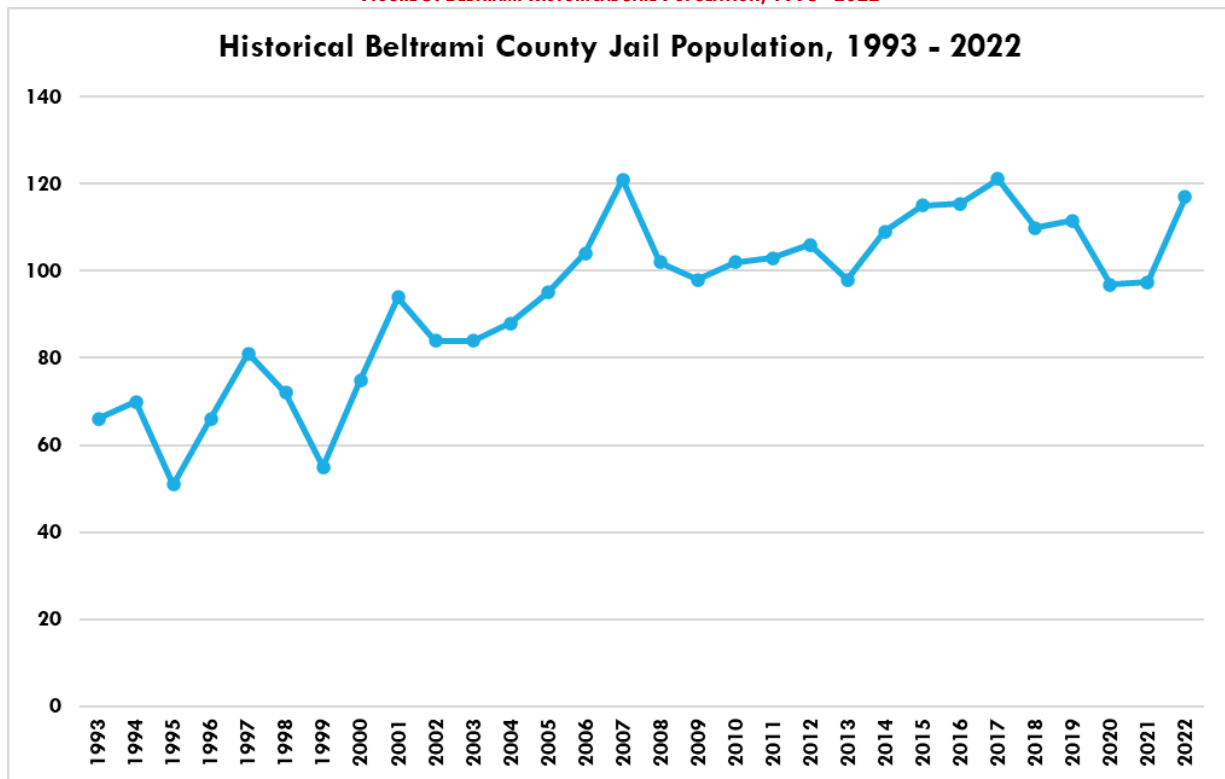
JAIL POPULATION ANALYSIS

Key measures that impact the Beltrami County jail's population were employed in a comprehensive set of analyses such as commitments (the number of people booked into the facility), average daily population (ADP), average length of stay (ALOS, a measure of how long, on average, inmates stay in custody), arrest offenses, and a profile of the inmate population to include mental health, substance abuse, and recidivism. A significant set of data extractions from the jail's information management system was obtained and analyzed. The data extractions contained every single charge of every single inmate held between January 1, 2016, and March 31, 2022, along with demographic and release information.

Average Daily Population

The Beltrami County Jail's annual ADP from 1993 through late June 2022 can be found in Figure 5. This chart combines data from the Vera Institute of Justice³ (for the years 1993 to 2015) with our analysis (2016 forward). The takeaway is that the jail's population has steadily grown over time. However, the slope of the line shows that the bulk of the growth occurred prior to 2007. In fact, the jail's population in 2007 was actually slightly higher than it is in 2022.

FIGURE 5. BELTRAMI HISTORICAL JAIL POPULATION, 1993 - 2022



Due to design and capacity challenges, Beltrami County must house a portion of their jail inmates in the facilities of other counties. The jail's population is essentially split into two main segments, those who are in the Beltrami County Jail proper (we will use the term 'Under Roof' population) and those who are housed out of county. Regardless of the location, to be clear, Beltrami County is the entity responsible for detaining these individuals. Thus, we treat the population in two main ways, the 'Under Roof' population

³ https://trends.vera.org/state/MN/county/beltrami_county

(only those who are actually in the Beltrami County Jail) and the 'Beltrami County Responsible' population (all of the inmates). Figure 6 shows the annual ADP for the 'Under Roof' population as well as the total number of people for whom Beltrami County is responsible. Essentially, we see a steady number between 2016 and 2019 with a relatively small contingent of people being housed in other jurisdictions. We also see the impact of the COVID-19 pandemic's first wave on the population in 2020. In addition, due to changes in capacity mandated by the Minnesota Department of Corrections, the pressure to house inmates out of county increased after that time, resulting in a wide disparity between the under-roof population and the Beltrami-responsible population.

FIGURE 6. ANNUAL ADP COMPARISON, 2016 – 2022

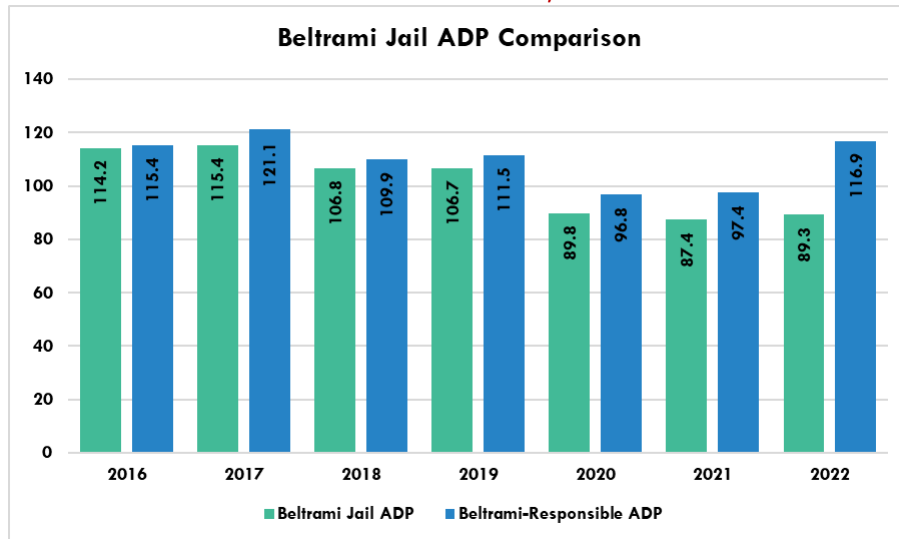
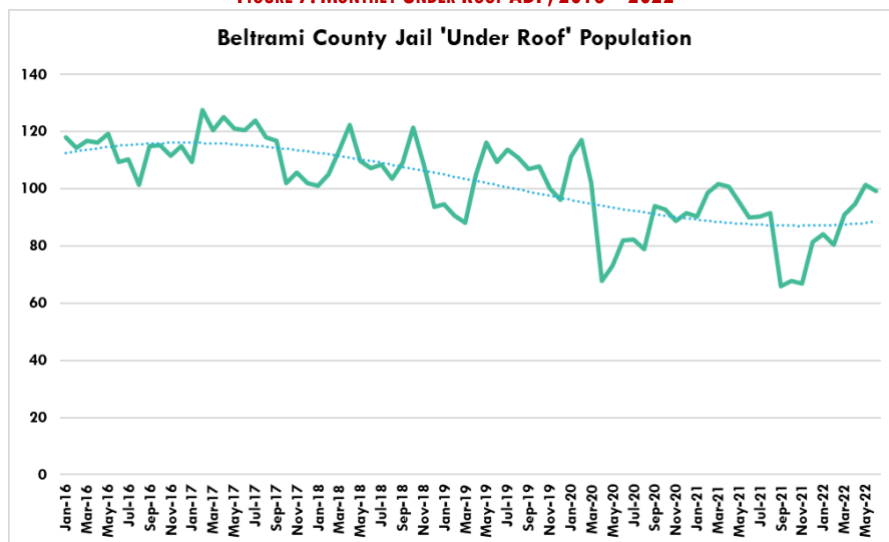


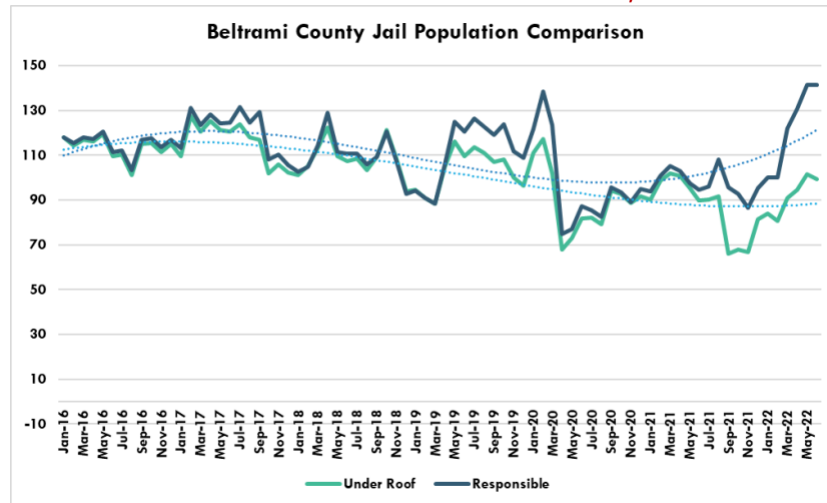
Figure 7 depicts the monthly trend for the Beltrami jail's under roof population. It is interesting to note the seasonality in the trend, with the population typically decreasing at the end of each year. We see several waves of the pandemic as well, with the first wave in March 2020 significantly impacting the jail's population, followed by the 'Delta' wave in late Summer 2021, just before the normal seasonal population decrease.

FIGURE 7. MONTHLY UNDER ROOF ADP, 2016 – 2022



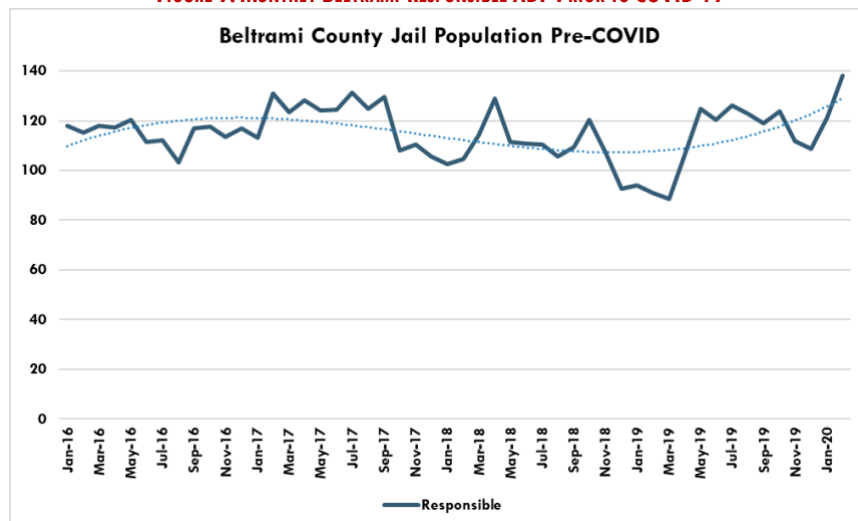
Meanwhile, Figure 8 plots the monthly under roof population against all of those for whom Beltrami is responsible. Notice how tightly the lines track with each other between 2016 and the start of 2019. The jail’s operational capacity was reduced by the Minnesota Department of Corrections in 2019, meaning more pressure to move inmates to surrounding county facilities. The lines re-merge after the pandemic’s first wave, and then separate significantly during 2021 and 2022. The biggest takeaway from this trend chart, however, is that the overall population is significantly increasing and is at one of its highest points as of this writing in late June 2022. The dotted line on the trend chart can be thought of as an indicator of future movement, and it is showing the likelihood of a future increase.

FIGURE 8. MONTHLY UNDER ROOF VS. BELTRAMI-RESPONSIBLE ADP, 2016 – 2022



One of the things that we must keep in mind about the recent population growth is that it is not entirely surprising to see it, considering that we witnessed a similar pattern occurring prior to Spring 2020. Essentially, COVID ‘reset’ the jail’s ADP for a variety of reasons, and it appears now that many aspects of the jail population trend have returned to pre-COVID times (as we will explain later in this report, however, a number of other factors have not returned to the way they were and that will present some challenges to the system). Figure 9 plots the Beltrami-responsible ADP through February 2020. Note the trend line is pointing toward a significant increase, similar to what we are seeing today.

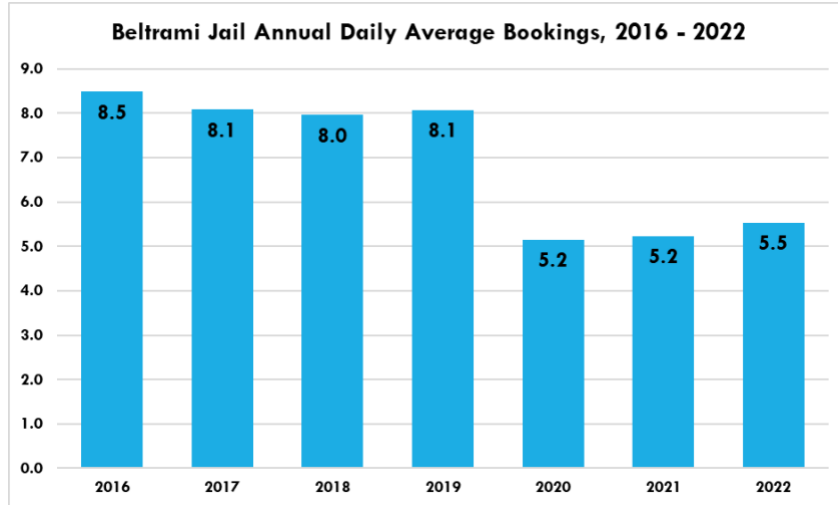
FIGURE 9. MONTHLY BELTRAMI-RESPONSIBLE ADP PRIOR TO COVID-19



Commitments

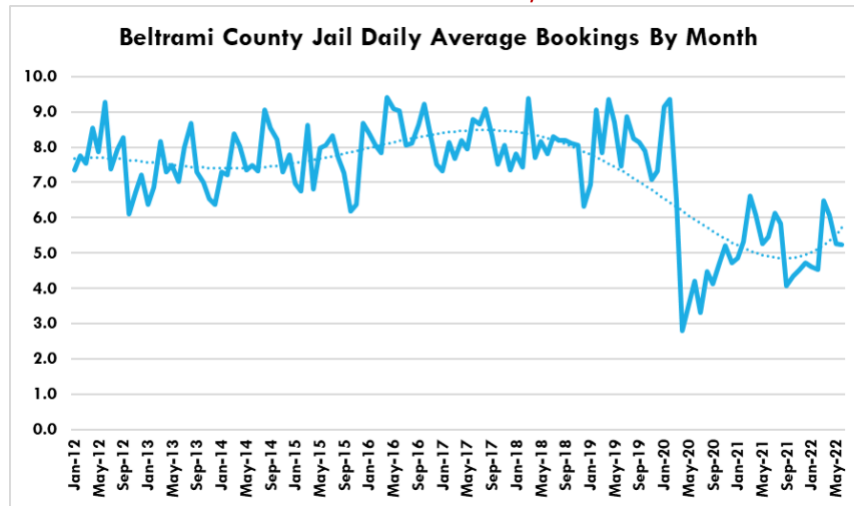
All jail populations are determined by two factors: how many people are booked into the jail and how long those people stay. Prior to the pandemic, Beltrami County would book between 2,900 and approximately 3,100 arrestees into the jail (some individuals on more than one occasion) each year. On an average daily basis, this comes out to just over 8 bookings per day. As Figure 10 shows, the number of bookings dropped significantly (36%) after the pandemic struck and are not that much higher now than in 2020 (7% increase).

FIGURE 10. ANNUAL DAILY AVERAGE COMMITMENTS, 2016 – 2022



Meanwhile, Figure 11 provides a monthly depiction of the total commitment data between 2016 and 2021. We note that, despite the seasonal processes at work, commitments are relatively stable overall (with a steady, slight increase over time) until the pandemic. In the last few months of the chart, we note an increase in bookings.

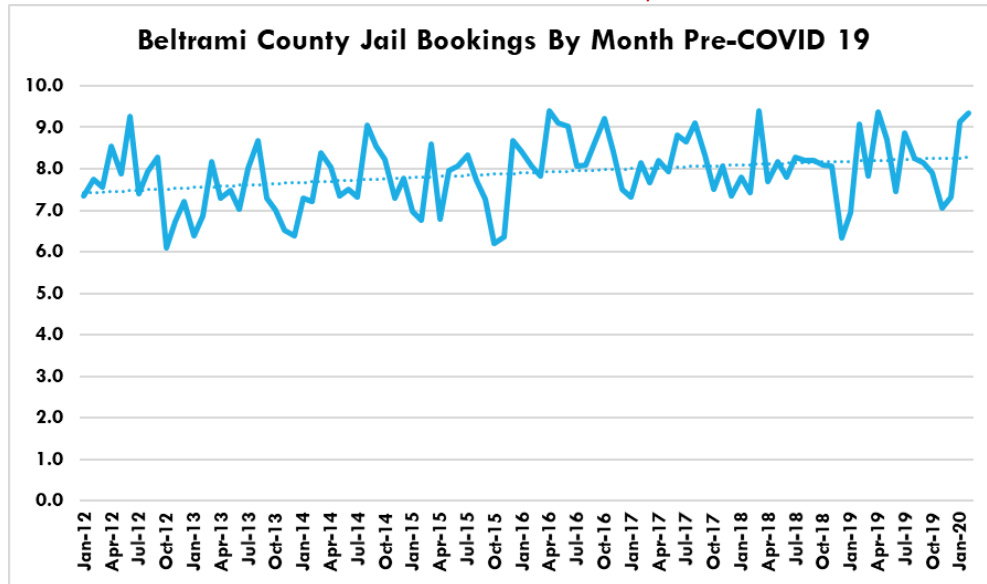
FIGURE 11. DAILY AVERAGE BOOKINGS, 2012 – 2022



The slight increase over time prior to the pandemic is demonstrated in Figure 12. Despite monthly and seasonal fluctuations, we see a steady and regular rise such that bookings for 2019 were 11% higher than they were back in 2013. Thus, the aforementioned pre-pandemic growth in the jail’s population is partially

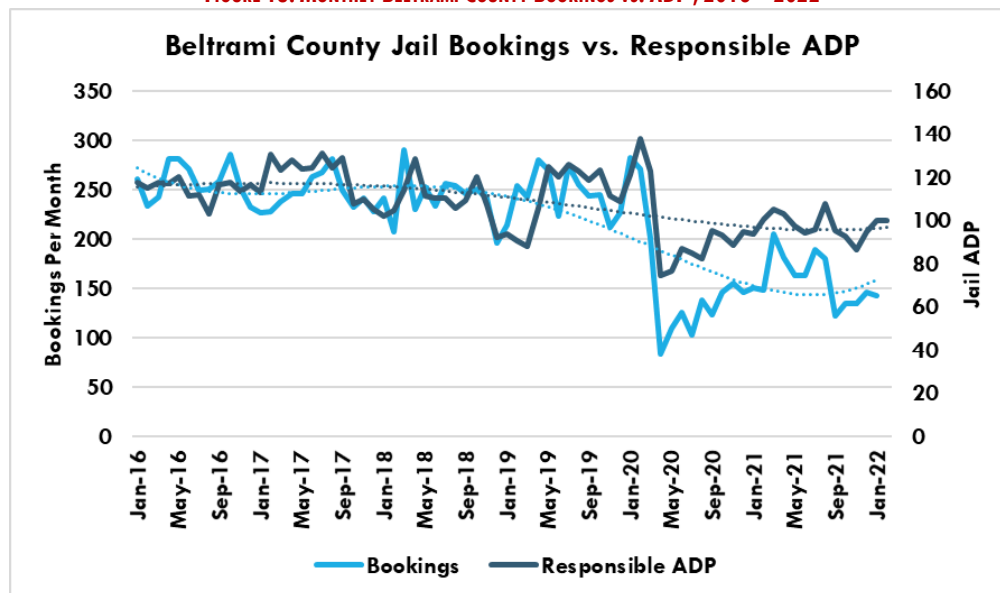
explained by the increase in bookings into the jail. However, the bookings numbers do not explain the significant growth in the jail's population immediately before March 2020.

FIGURE 12. DAILY AVERAGE PRE-COVID BOOKINGS, 2012 – 2020



In order to demonstrate the relationship between ADP and bookings, we plot the two trends together in Figure 13. Note that the trend lines are tightly correlated until May 2019 (approximately) and then separate. There are other noteworthy features of the chart as well. In several instances, we see spikes in the bookings trend immediately before spikes in the ADP trend (Spring 2018, Spring 2019, & January 2020 for instance) which makes perfect sense from the standpoint that an increase in bookings into the jail can (but not always) translate into higher populations.

FIGURE 13. MONTHLY BELTRAMI COUNTY BOOKINGS VS. ADP , 2016 – 2022



Commitments By Charge

The research team also examined what the offense was that necessitated each booking during the time period of our analysis. Because most people are booked with more than one offense, in order to make comprehending the nature of the offenses involved across the population easier, it is necessary to determine what each person's most serious offense was. The data extracts produced by Beltrami County staff contained every single charge for every single inmate held during the time span of our analysis. These extracts were analyzed, and the charge information was reclassified into multiple categories. This helped us to construct a further reclassification to develop the most serious charge for each inmate. The categories used to make the final determination are (presented in order of seriousness):

- Violent
- Sex Offenses
- Offenses vs People
- Weapons
- Burglary
- Theft/Fraud
- Drugs
- Offenses Against the Administration of Government
- DUI
- Public Order
- Other
- Alcohol
- Traffic
- Supervision/Temporary Release Violation
- Hold/Writ

'Offenses vs. People' is defined as crimes such as neglect, endangerment, corruption of minors, harassment, etc.). 'Offenses Against the Administration of Government' is defined as crimes such as Failures to Appear in Court or Resisting Arrest. 'Public Order' offenses include things like Vandalism, Trespassing or Disorderly Conduct. Using the information collected from the large data extract, when an inmate has multiple charges, a primary charge category is assigned according to the priority listed above. The priority listing is premised on the most serious offense having the highest priority. For example, if an inmate were charged with a DUI and a violent offense, the primary charge category for that particular inmate would be violent. In addition, any felony charge will trump a misdemeanor charge. For instance, a person with a misdemeanor assault (a violent charge) and a felony public order offense, would have a most serious charge category of 'Felony Public Order.'

Table 1 breaks down the Beltrami bookings by most serious charge and is sorted by the values for 2021, the last full year of data. The felony drug booking proportion is fairly stable, but we note a significant increase in felony DWI bookings over time, which is different than the stable gross misdemeanor and misdemeanor DWI bookings during the same period of time. Violent felony bookings rose as a proportion in 2020 (due to the pandemic essentially having the effect of reducing less serious bookings in an effort to reduce the jail's population; see also the proportions for theft/fraud felony, which have the opposite pattern) but have fallen during 2022 (as of April 2022).

TABLE 1. BOOKINGS BY MOST SERIOUS OFFENSE

	2016	2017	2018	2019	2020	2021	2022
Drugs Felony	21.8%	22.8%	22.0%	19.7%	20.1%	21.1%	19.5%
DWI Felony	5.2%	7.2%	8.6%	12.4%	14.8%	13.7%	18.5%
Theft/Fraud Felony	16.4%	17.8%	17.2%	15.0%	9.9%	11.7%	9.5%
Violent Felony	8.8%	9.2%	8.6%	8.1%	12.1%	10.7%	9.5%
DWI GMD	7.8%	6.6%	7.0%	8.1%	7.1%	6.6%	7.6%
Violent Misd	5.5%	4.5%	5.5%	4.7%	6.1%	5.0%	5.3%
Weapons Felony	2.0%	2.7%	2.9%	3.6%	4.5%	4.8%	5.1%
Public Order Misd	4.1%	3.8%	3.4%	3.4%	2.8%	3.6%	2.9%
Offenses vs Government Felony	2.8%	2.7%	3.0%	2.8%	2.7%	3.3%	2.9%
Offenses vs People Felony	2.7%	2.8%	2.7%	2.0%	3.4%	3.2%	3.3%
Offenses vs People Misd	1.5%	1.7%	2.2%	1.9%	3.2%	2.7%	1.6%
Burglary Felony	2.8%	2.5%	2.5%	2.7%	2.5%	2.3%	1.9%
DWI Misd	1.4%	1.9%	1.6%	2.1%	1.3%	1.7%	1.2%
All Else	17.0%	13.8%	12.9%	13.5%	9.4%	9.7%	11.1%
Grand Total	100%	100%	100%	100%	100%	100%	100%

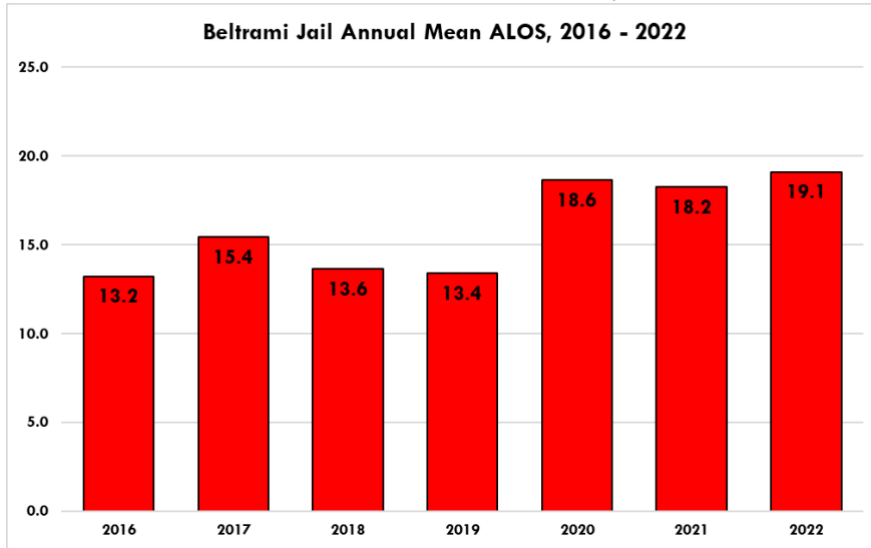
Average Length of Stay

While bookings are one-half of the equation for determining a jail’s population, the second half of the equation is how long those committed to the facility remain in custody. The average length of stay (ALOS) is the total number of days on average the inmate population is incarcerated from commitment into the jail until they are released from the jail. For the present analysis, ALOS was calculated simply by averaging how long each individual released during a given time period actually stayed in custody. To be clear, a lower ALOS will help keep a jail’s ADP from growing.

A statewide ALOS is unknown and there is a lack of a national ALOS standard because there are many factors that influence ALOS (e.g., if there is a separate booking facility or 36-hour holding facility, the maximum length of time an inmate can be sentenced locally, and if there are separate pretrial and post-trial facilities).

Compared to many jurisdictions in the country, the ALOS for the Beltrami County jail compares favorably when measured by both the mean and the median averages. Prior to the pandemic, the annual mean ALOS typically ranged from just over 13.2 days (2016) to 15.4 days (2017). Figure 14 shows the annual mean ALOS. The comparatively low ALOS kept the jail’s population largely in check, despite the increase in bookings between 2016 and early 2020. The pandemic impacted the jail’s ALOS in two main ways: First, the increase is due to the fact that the criminal justice system reduced the number of individuals detained with more minor offenses. This has the effect of keeping proportionally more longer-staying individuals in custody, growing the ALOS. Second, the criminal justice system as a whole was disrupted by the day-to-day realities of the pandemic, leading to longer case processing times, and as a result, longer jail stays. It is important to note that these statistics go through June 26, 2022, meaning that the increase that we are witnessing for 2022 now reflects approximately half a year’s worth of data. The bottom-line takeaway is that the jail mean ALOS thus far in 2022 is nearly 43% higher than it was in 2019.

FIGURE 14. ANNUAL BELTRAMI COUNTY JAIL MEAN ALOS , 2016 – 2022



In general, a better measure of central tendency for the ALOS of a jail is to take the median average (the midpoint of the data). A typical inmate will stay for a time significantly shorter than the mean average, which tends to be impacted by the presence and release of longer-staying inmates. The data extract was used to calculate the median time individuals stayed in custody between 2016 and June 26, 2022. Figure 15 depicts the median ALOS. This represents the midpoint of the lengths of stay for every person released in a given year. Typically, we would expect to see a median ALOS of between 2 and 4 days for a county jail. Well-functioning and efficient criminal justice systems, all things being equal, generally have a median ALOS somewhere under 3 days. Beltrami County was able to perform at that statistical level prior to the pandemic. However, due to staffing issues and other changes wrought by COVID-19, the median ALOS has increased significantly in the past year, nearly double what it was in 2019.

FIGURE 15. ANNUAL BELTRAMI COUNTY JAIL MEDIAN ALOS , 2016 – 2022

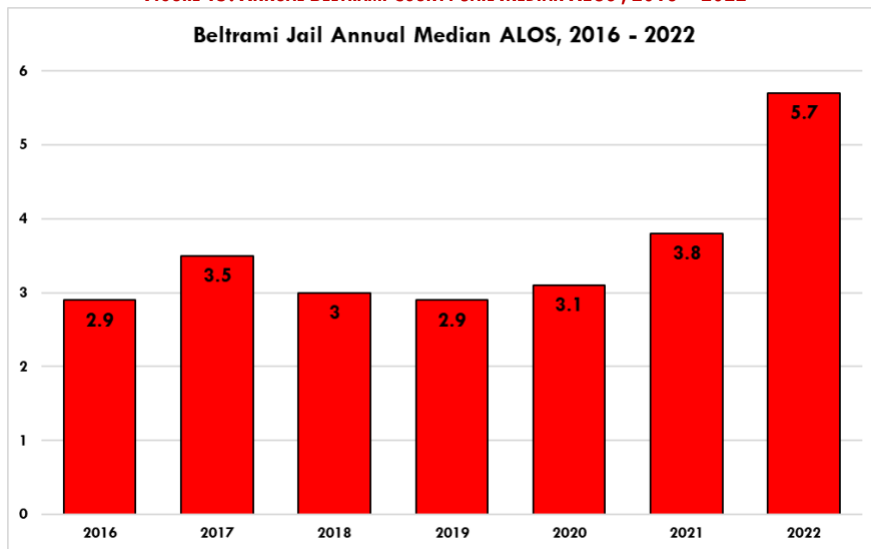
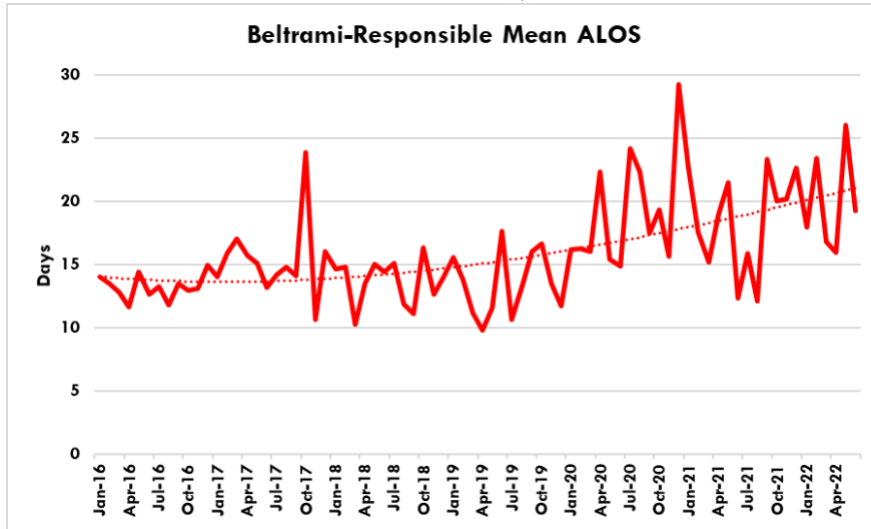


Figure 16 examines the mean ALOS data from a monthly perspective. Clearly there is significant growth in ALOS, which explains the growth in the jail's population.

FIGURE 16. MONTHLY MEAN ALOS, 2016 – 2022



The increase is not entirely an artifact of the pandemic’s effects. Although it is not easy to see in Figure 17, the ALOS numbers for January and February 2020 were higher than what they were 12 months prior. This small increase, coupled with the rise in bookings at the same time, explains the rise in ADP right before March 2020 began.

FIGURE 17. PRE-PANDEMIC MONTHLY MEAN ALOS, 2016 – 2020

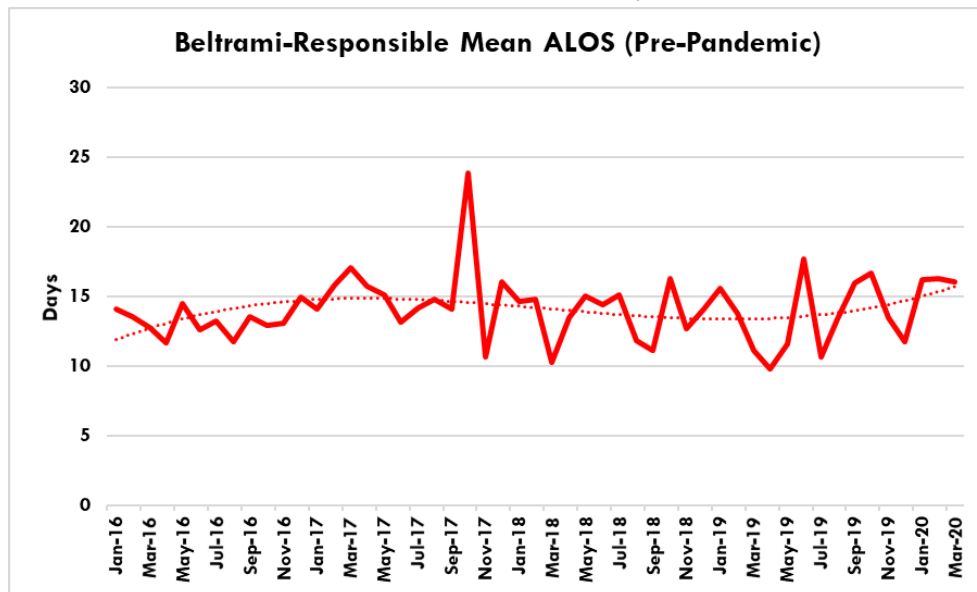
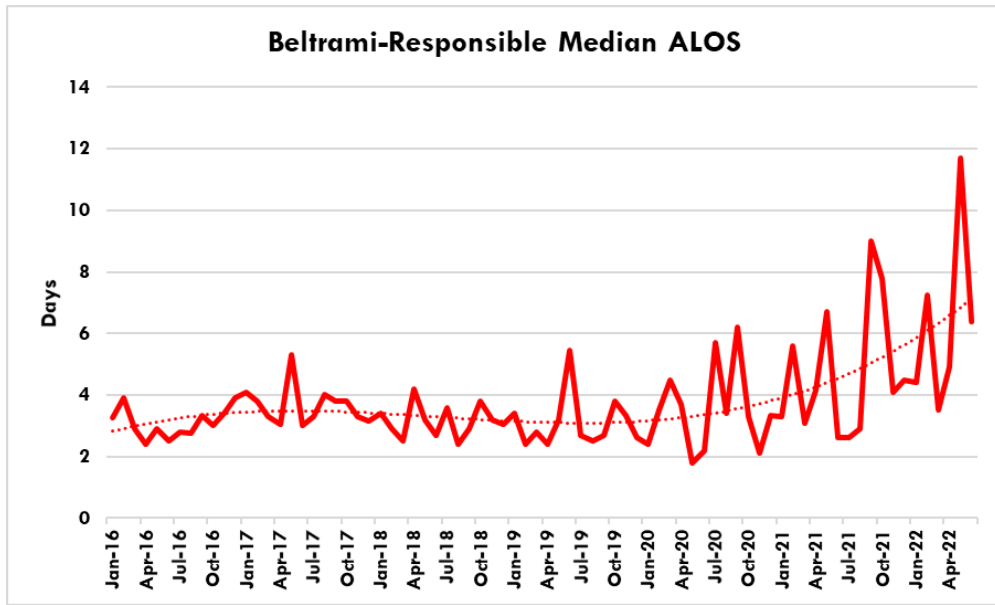


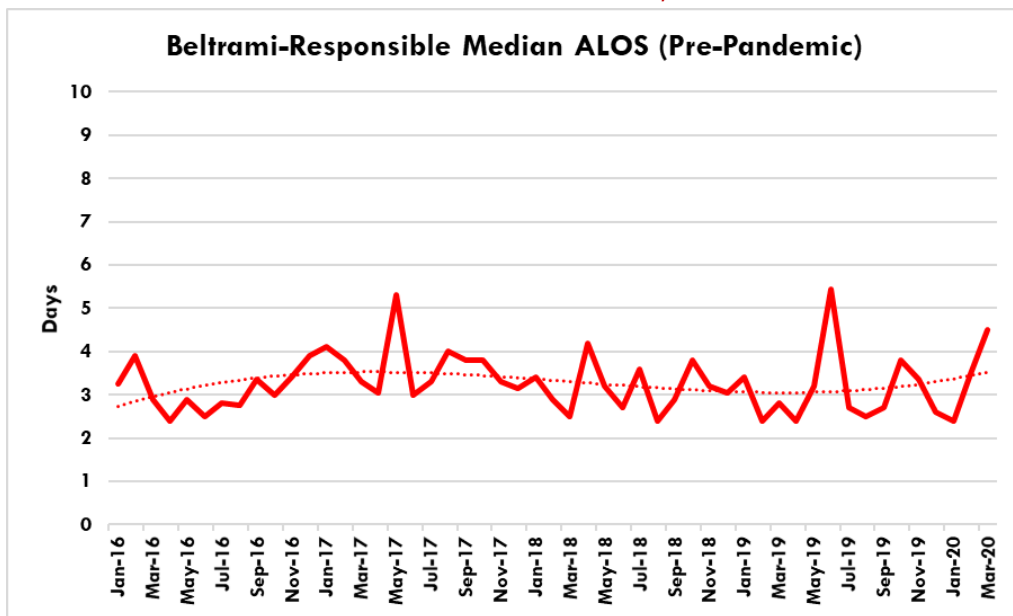
Figure 18 examines the monthly median ALOS for the jail. The pattern is very similar, with strong stability until the pandemic hits, followed by significant fluctuations within an overall increasing trend. Put simply, the typical inmate now has a significantly higher length of time in custody now than before 2020.

FIGURE 18. MONTHLY MEDIAN ALOS, 2016 – 2022



The monthly median ALOS for the jail prior to the pandemic is represented in Figure 19. Again, there is marked stability, with only two major spikes, and a potential third major spike at the end of the graph (keep in mind that this is when the population was increasing).

FIGURE 19. PRE-PANDEMIC MONTHLY MEDIAN ALOS, 2016 – 2020



Each inmate’s length of stay was averaged by the category of their most serious offense. Table 2 shows the median ALOS by category for each year of the analysis, sorted by 2021 values. Note that the more serious offenses naturally have the higher ALOS numbers. Some of the values, particularly for 2022, are impacted by relatively small sample sizes (such as the ‘Offenses vs People Misd’ category). As an aside, the mean numbers, not surprisingly, are much larger, with violent felons having ALOS numbers of over 40 days in 2021 & 2022.

TABLE 2. MEDIAN ALOS BY MOST SERIOUS CHARGE, 2016 – 2022

	2016	2017	2018	2019	2020	2021	2022
Sex Offense Felony	13.1	4.9	13.0	8.8	16.5	23.4	14.9
Burglary Felony	14.6	10.5	8.2	12.9	13.6	17.1	13.4
Violent Felony	10.8	16.7	14.7	11.6	12.8	15.5	15.0
Offenses vs People Misd	3.4	10.7	2.3	4.8	2.9	11.8	30.3
Weapons Felony	5.5	9.5	8.4	11.6	13.5	11.6	10.5
Offenses vs People Felony	5.5	6.7	4.0	12.3	10.2	8.8	9.9
Theft/Fraud Felony	3.4	4.1	3.5	4.5	6.2	8.0	9.2
Drugs Felony	6.9	8.5	7.0	8.4	6.0	7.6	4.5
Violent GMD	9.6	15.6	6.6	6.4	1.7	5.9	13.1
Offenses vs Government Felony	3.1	4.2	2.3	4.6	4.7	4.1	1.8
DWI GMD	2.9	2.6	2.4	2.5	2.1	2.7	2.5
Violent Misd	1.7	2.3	1.9	2.1	1.3	2.0	3.0
DWI Felony	1.3	0.9	1.3	0.9	0.6	0.8	0.7

Another way to depict length of stay/custody time is presented in Figure 20. This figure presents the number of people released in the 6+ years of our study by day of incarceration. The darker line in the chart represents an overall cumulative percentage of inmates released by the time period in question such that nearly 100% have been released when we get to 300+ days of custody. The system does well in terms of releasing appropriate individuals early in their incarceration. Note that where the darker line crosses 50% on the right-hand scale is the median (50% of releases have occurred at that point in time, with 50% happening in the future) and that the median with all days combined is not quite 3 days.

FIGURE 20. PRE-PANDEMIC MONTHLY MEDIAN ALOS, 2016 – 2020

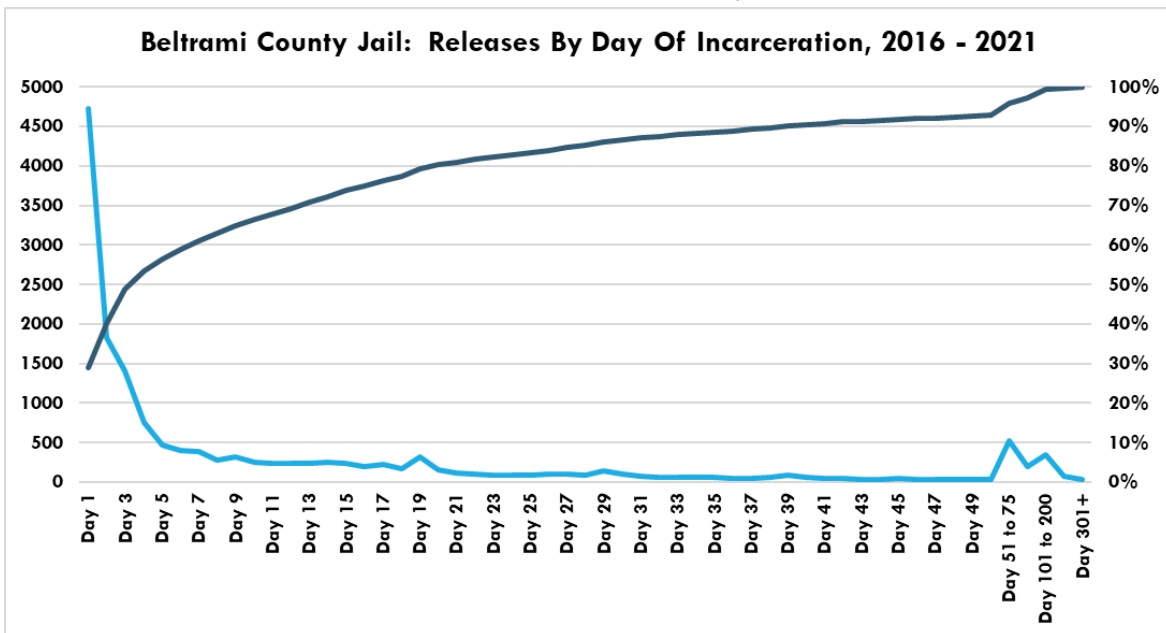
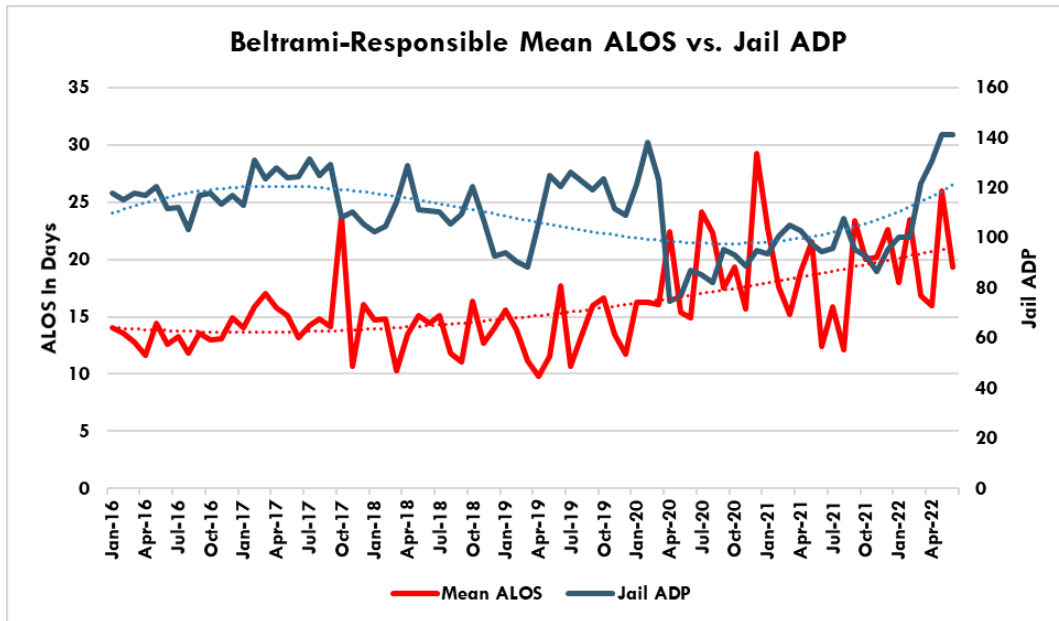


FIGURE 21. MONTHLY ALOS vs. ADP, 2016 - 2022



Similar to Figure 13, we plot the ALOS against the ADP of the Beltrami County jail in Figure 21 above. Recalling our discussion of that chart, there was a tight relationship between bookings and ADP until 2019, when the lines diverge. It is at this point that the relationship between the ADP and ALOS strengthens. After the pandemic struck, bookings decreased, but ALOS grew. Despite fewer people coming into the jail, the population increased because more people are staying for longer periods of time. There is a strong statistical relationship between ALOS and ADP for the Beltrami County Jail since Summer 2020. In addition, we note that how fortunate the jail is that bookings have not rebounded to where they were in 2019. Had bookings recovered to those levels, combined with the increased ALOS, the Beltrami-responsible population would be about 75 people higher on an average daily basis than it is now.

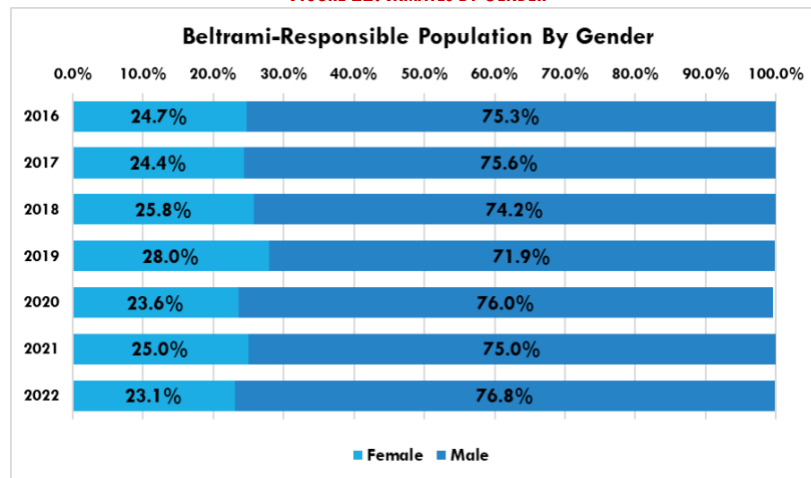
Population Profile

Our profile of the Beltrami County jail was developed from a forensic reconstruction of each day covered by the main jail data extracts. The key statistics of interest were developed by calculating the total bed days consumed during the entire period of analysis and then converted into ADP figures.

Demographics

Our reconstruction of the jail's ADP between 2016 and 2022 is superior to single point in time snapshots, which may very well miss important fluctuations in parts of the population as time passes. The first component of our analysis was to examine the ADP by gender. As Figure 22 demonstrates, the percentage of female inmates on a daily basis has been fairly consistent in the last six years---from the current 23% to 28% in 2019. This is somewhat different than what other jails across the country are experiencing, as female populations are growing proportionally.

FIGURE 22. INMATES BY GENDER



Our reconstruction also enabled us to provide a historical examination of the proportions of inmates by race. Figure 23 shows that the proportion of Indigenous inmates is growing with time, despite year-to-year fluctuations.

FIGURE 23. INMATES BY RACE

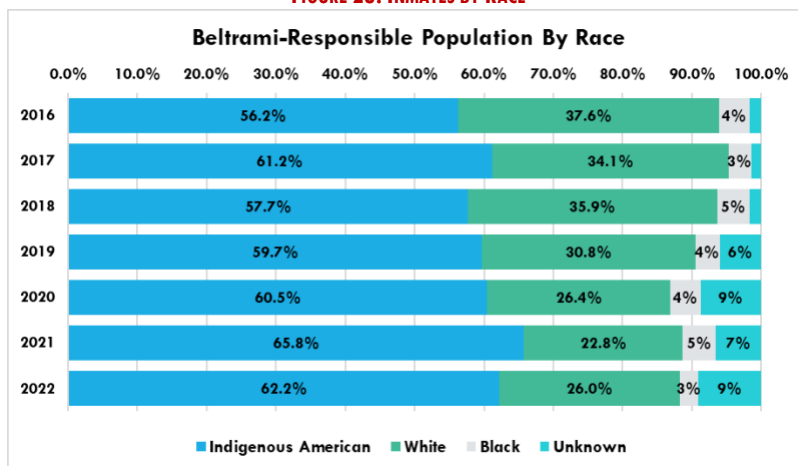


Figure 24 presents the jail's population by age group between 2016 and 2022, based on each inmate's age at booking. In the last five years, nationally, we have observed a decrease in the proportion of inmates in their 20s, with a resulting increase in the proportion of inmates who are in their 30s. The Beltrami population is very much textbook in this regard---there is a decrease in the percentage of inmates nearly throughout our analysis. At the same time, we see increases in inmates in their 30s and 40s in terms of population proportions.

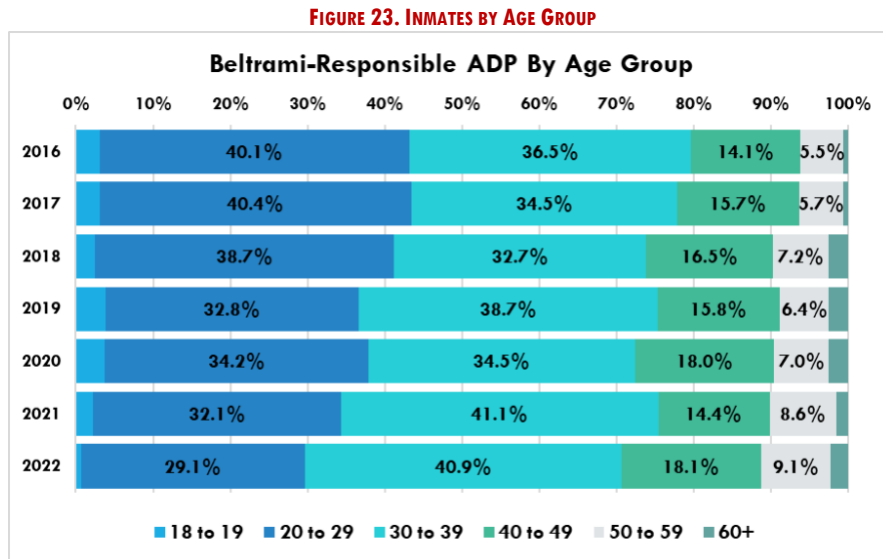
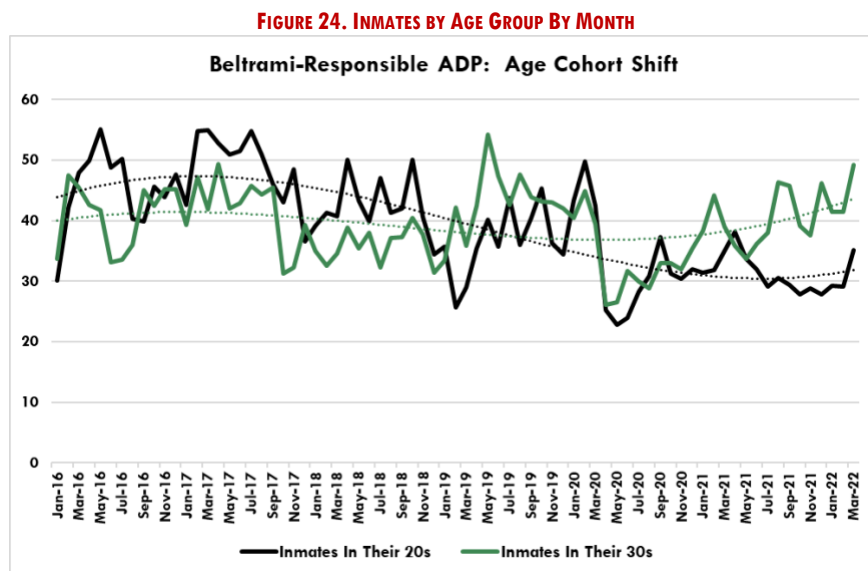


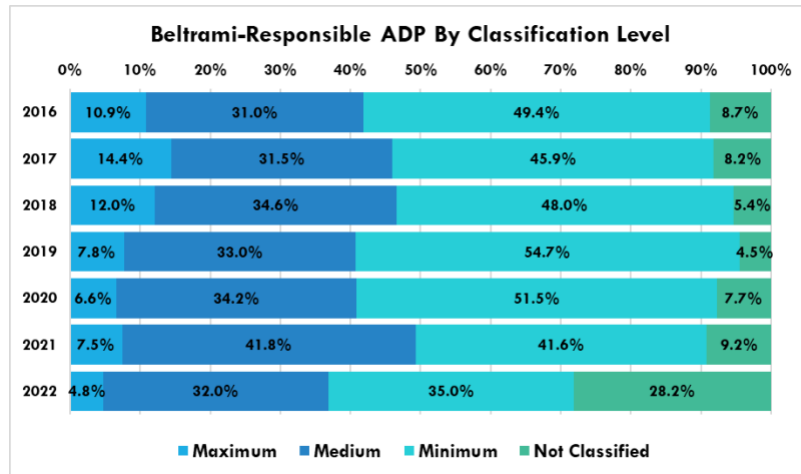
Figure 24 gives a monthly representation of this phenomenon. Clearly, if our data extracts went back to around 2013 or 2014, we would see the cohort of inmates in their 20s be an even clearer plurality of the population as compared to inmates in their 30s. However, we are able to see the green line (inmates in their 30s) pass the black line on a regular basis by the end of the graph. The jail's population is getting older, and that may have implications for the future in terms of jail operations and maybe even arrest patterns in the county as a whole.



Custody Classification

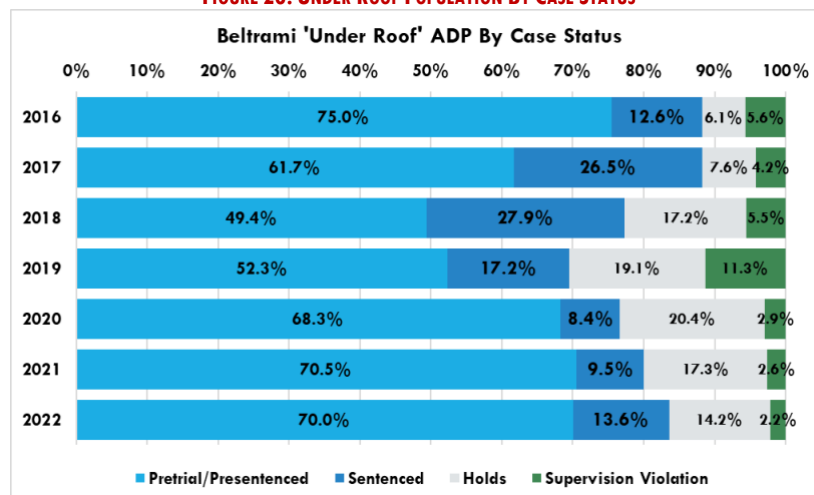
Using the data extracts, we were able to reconstruct the jail's population by security classification over time (Figure 25). We note a big rise in the medium population in 2021, which reverses back to where it had been in 2022. We also note an increase in the unclassified population during 2022, a portion of which is due to where we cut off the data (individuals likely received a classification after our data snapshot was taken). In addition, it appears that more individuals with more minor charges are being released much more quickly after COVID, meaning that classification information is not entered for those individuals.

FIGURE 25. INMATES BY CUSTODY CLASSIFICATION LEVEL



The majority of the Beltrami County Jail population, as with nearly all local jails in the United States is comprised of individuals who are awaiting disposition of their charges. As Figure 26 shows us, the proportion of such pretrial/presentenced individuals actually at the jail has grown relative to the rest of the jail's population. There are several reasons for this, including the shipment of more sentenced inmates to other counties and the release of more sentenced individuals after COVID struck. Figure 26 also indicates that there is a relatively high proportion of individuals who are categorized as being on hold for another jurisdiction.

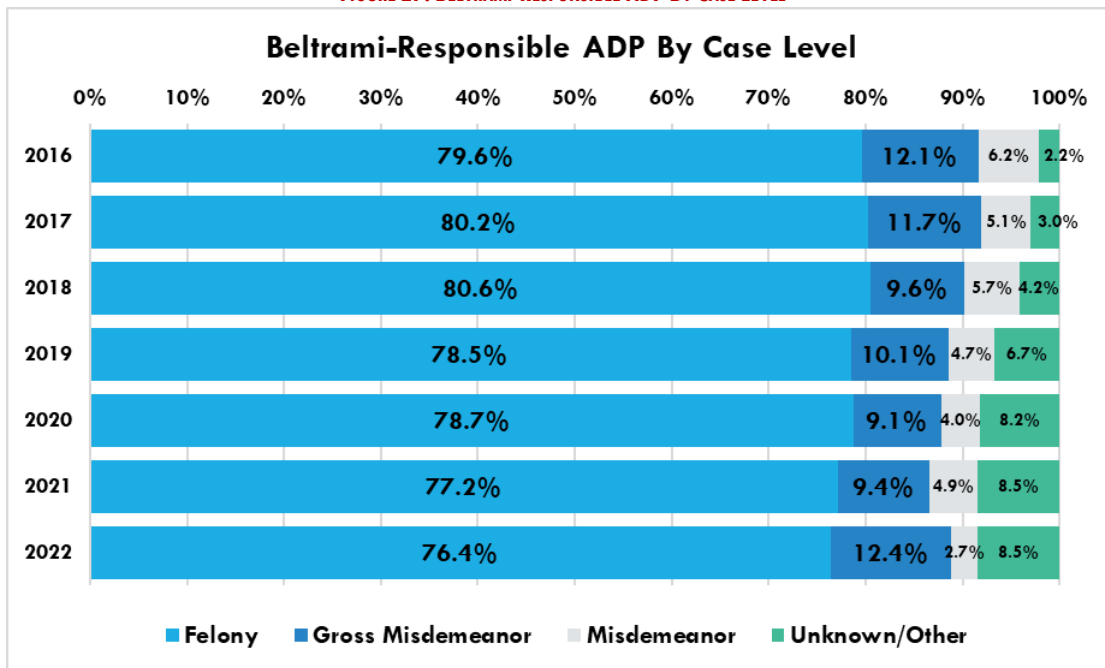
FIGURE 26. UNDER ROOF POPULATION BY CASE STATUS



The number of holds in the data appear to be very high and we explored that with jail leadership, who enquired about it with MNDOC, who maintains the data interface from which we received our numbers. It appears that the way the MNDOC query operates is that any person with a hold for another county, regardless of their current Beltrami County matter, gets counted as a hold. Essentially, this suppresses the true nature of why some people are being held in the Beltrami County Jail, but there are likely good reasons why MNDOC has set up their report in the way that they have.

In general, a good rule of thumb for local jail populations is what can be called an '80/20' rule, meaning about 80% of a jail's ADP can be expected to be individuals charged at a felony level. In some larger urban jails, the proportion can be much higher (as high as 100%), as crowding concerns have led policymakers to stop detaining any person with misdemeanor charges. As Figure 27 attests, Beltrami is squarely within our 80/20 expectation, although the proportion of felons appears to have shrunk ever so slightly with time. This is likely a data issue. Take a look at the green 'unknown/other' category in the chart, which is growing. The guess is that the shrinkage in the felony population is explained by the growth in the 'unknown' inmates.

FIGURE 27. BELTRAMI-RESPONSIBLE ADP BY CASE LEVEL



Charges

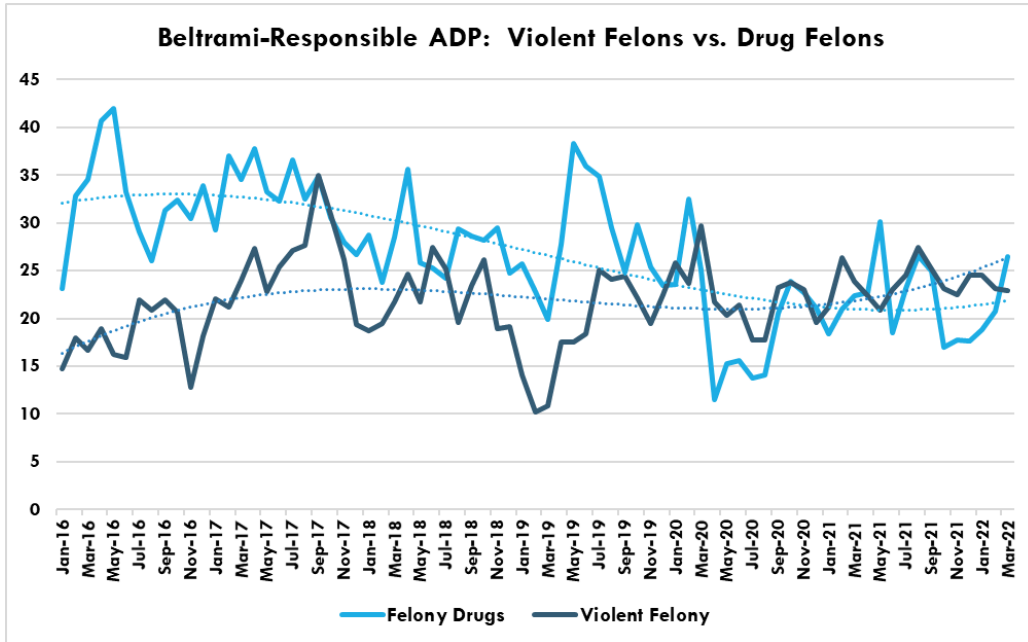
Our analysis of bookings and ALOS examined those numbers by the most serious charge category of the inmates involved. Naturally, we extend the same analysis to the ADP of the jail over time (see Table 3, which is sorted by 2021 values). Given the bookings and ALOS numbers together, in addition to the public safety mission of the criminal justice system as a whole, it is not surprising to see that the largest group in the jail is comprised of violent felons. We note decreases for drug felons and theft/fraud felons.

TABLE 3. BELTRAMI-RESPONSIBLE ADP BY MOST SERIOUS CHARGE CATEGORY

	2016	2017	2018	2019	2020	2021	2022
Violent Felony	16.3%	21.3%	20.2%	17.0%	23.0%	24.4%	21.5%
Drugs Felony	28.8%	27.1%	25.2%	25.3%	20.6%	22.2%	20.7%
Theft/Fraud Felony	12.0%	13.6%	16.5%	17.2%	8.2%	10.1%	10.7%
Weapons Felony	5.0%	4.8%	5.2%	8.2%	10.3%	9.1%	7.8%
DWI Felony	3.5%	2.8%	4.7%	5.5%	7.6%	5.8%	9.2%
DWI GMD	5.2%	4.6%	3.5%	5.2%	4.4%	5.0%	7.0%
Offenses vs Government Felony	3.9%	2.6%	2.7%	2.7%	4.4%	4.0%	2.9%
Offenses vs People Felony	3.6%	3.0%	3.6%	3.4%	5.6%	3.8%	3.4%
Burglary Felony	5.9%	5.1%	3.4%	4.5%	3.8%	3.8%	3.6%
Offenses vs People Misd	1.9%	2.0%	1.7%	1.4%	1.8%	2.8%	2.5%
Sex Offense Felony	1.7%	2.9%	2.7%	1.2%	3.2%	2.2%	1.5%
Violent Misd	3.2%	2.1%	3.4%	2.5%	1.8%	1.9%	3.0%
Violent GMD	2.6%	2.0%	2.8%	1.8%	1.2%	1.4%	2.2%
All Else	6.6%	6.3%	4.3%	4.3%	4.0%	3.5%	3.9%
Grand Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

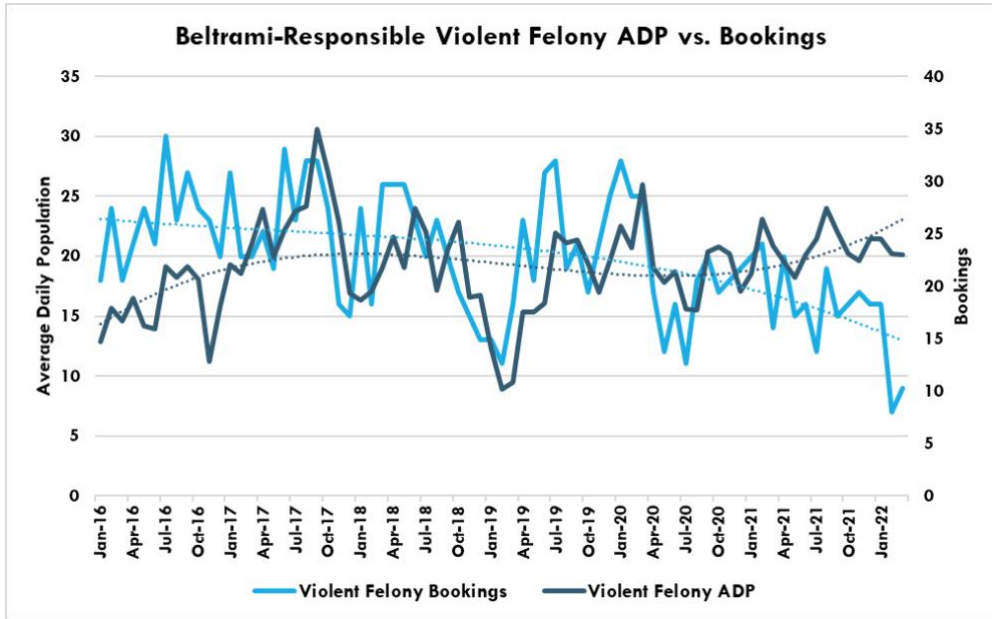
Drug felons were the largest portion of the jail's population as recently as 2019. Figure 28 depicts our monthly reconstruction of these two trends. The pandemic had a larger impact on the felony drug population, but the population has since recovered somewhat, and it is relatively close to the felony population. Taken together, this is approximately 45% of the population in any given year. The number of violent felons is slightly higher over time, but not by a huge margin.

FIGURE 28. VIOLENT FELON ADP VS. DRUG FELON ADP



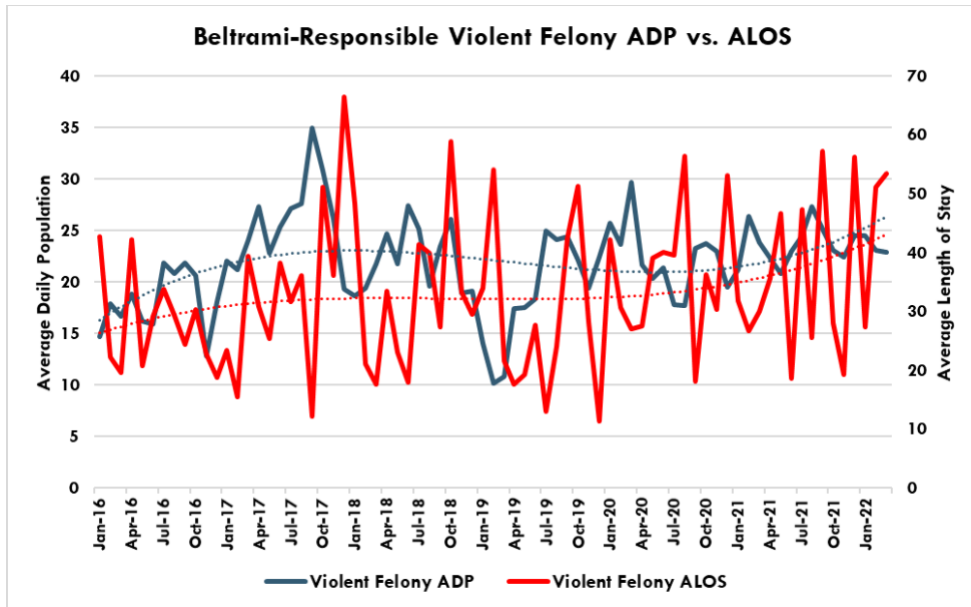
What is concerning, however, is evident when we plot the violent felon ADP against the booking numbers. As Figure 29 attests, the bookings have decreased, but the population is growing. As we have learned, the only explanation for that growth is ALOS.

FIGURE 29. VIOLENT FELON ADP vs. BOOKINGS



We plot the violent felon ALOS against the ADP in Figure 30, and we see an extremely strong correlation. Essentially, fewer violent felons are coming into custody in actual numbers, but they are remaining in custody due to the increased lengths of stay.

FIGURE 30. VIOLENT FELON ADP vs. ALOS



Meanwhile, we also see a reduction in bookings for the drug felons in Figure 31, leading us to expect that the rebound in this segment of the jail’s population will be due to ALOS, something we clearly see in Figure 32.

FIGURE 31. DRUG FELON ADP VS. BOOKINGS

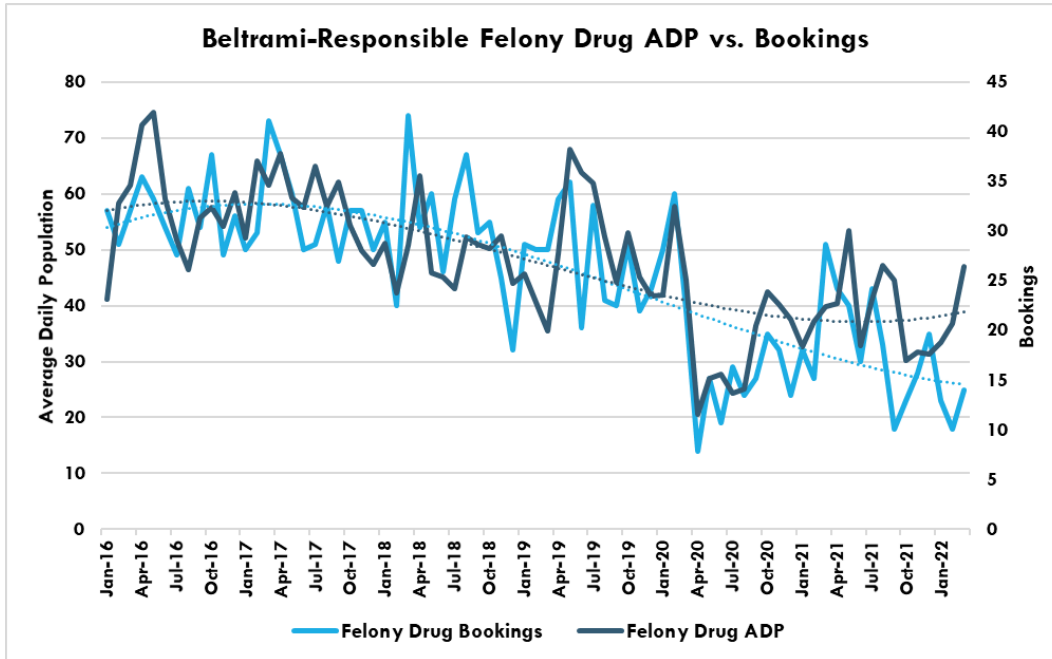
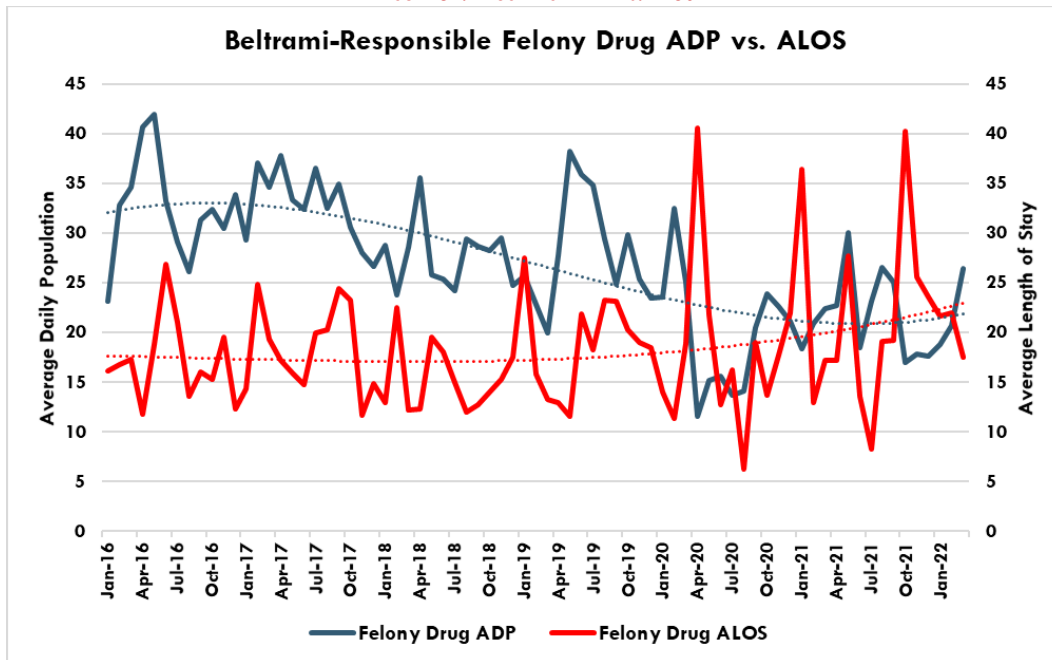
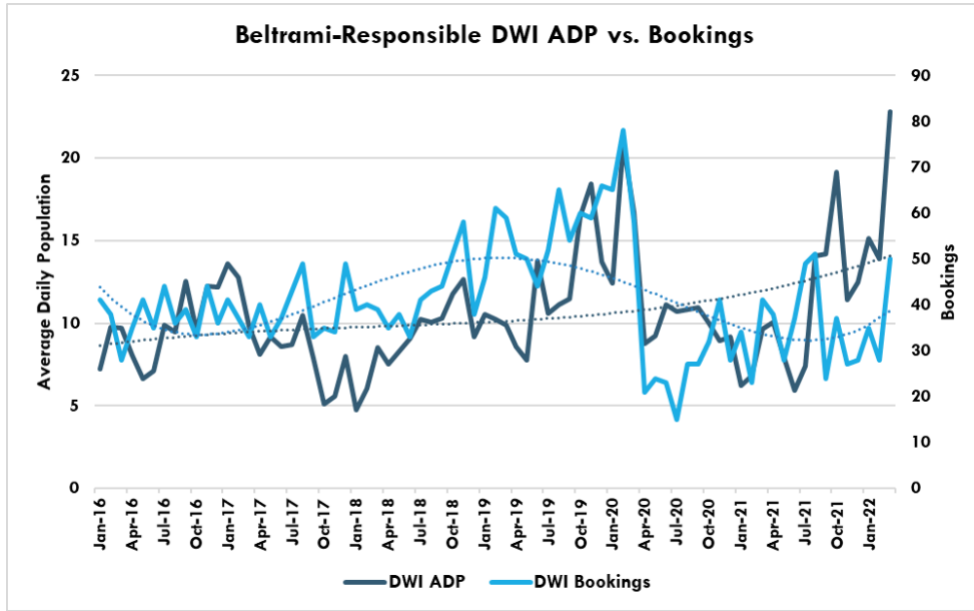


FIGURE 32. DRUG FELON ADP VS. ALOS



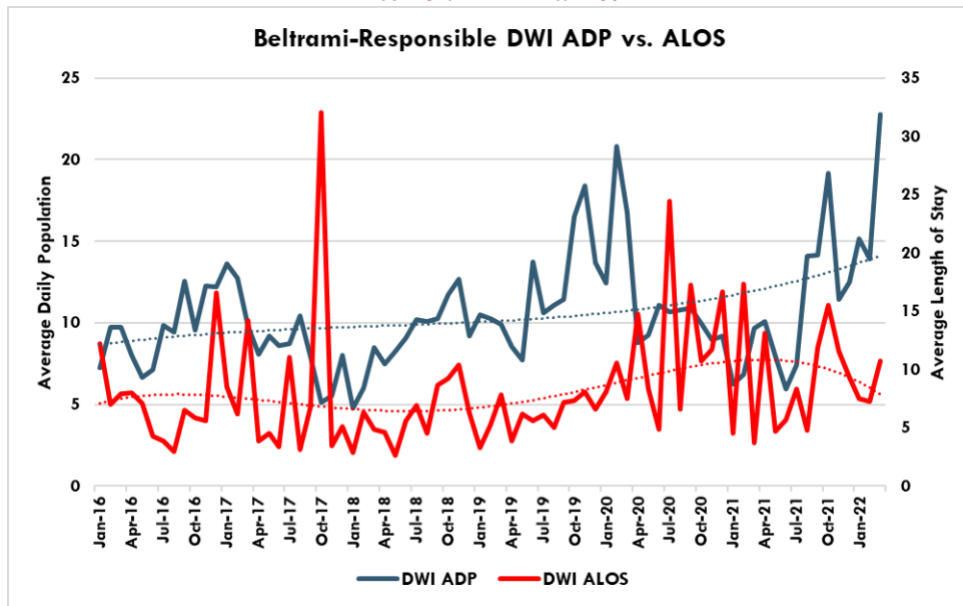
We did detect a somewhat different pattern for the DWI population. Figure 33 shows that the bookings trend has risen in recent months which is associated with a rise in the DWI ADP.

FIGURE 33. DWI ADP vs. BOOKINGS



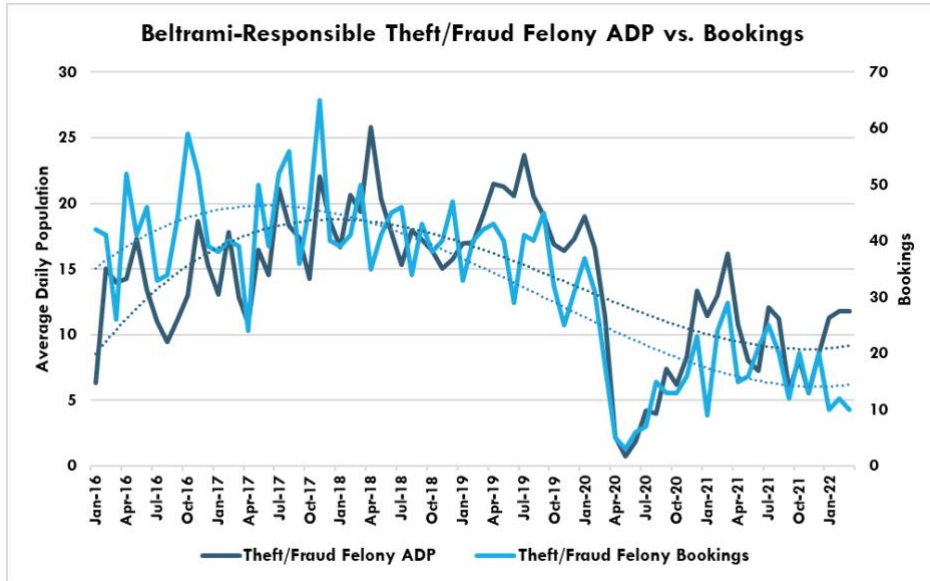
Meanwhile Figure 34 shows that the ALOS is decreasing for the DWI ADP. With a higher ALOS, we would expect the DWI ADP to increase substantially, given the increase in bookings.

FIGURE 34. DWI ADP vs. ALOS



Finally, we show Figure 35 which demonstrates the relationship between the ADP and bookings for Theft/Fraud felons. Bookings remain a very strong predictor of this segment of the population.

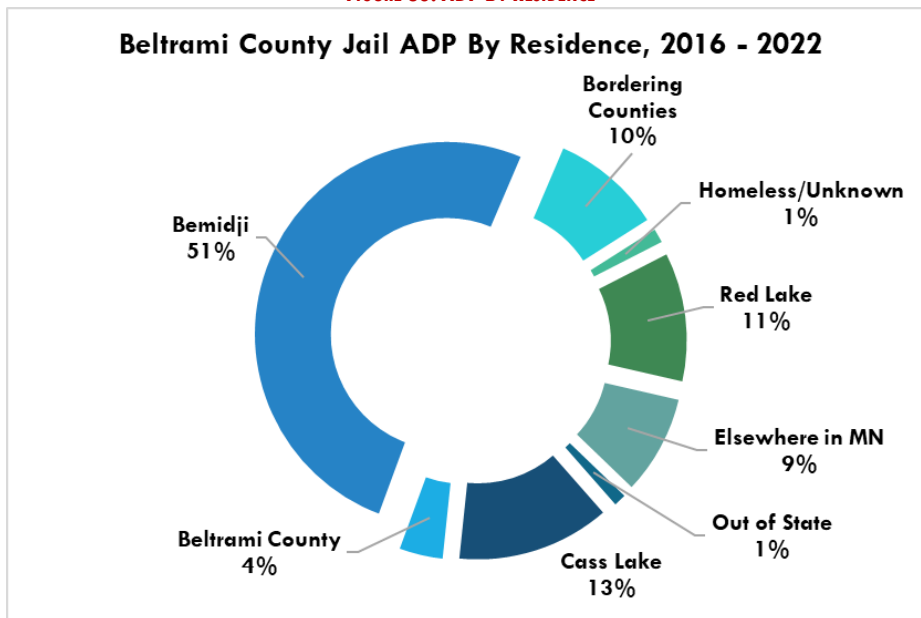
FIGURE 35. DWI ADP vs. ALOS



Inmate Residence

In some county jail analyses, it is fruitful to examine the locality/residence of the inmate population in order to assess the impact of surrounding communities on a given jail. Beltrami is not necessarily in such a situation in terms of population growth that we expected to find anything surprising. Nevertheless, we applied the address information (often appearing to be free text entries) for every individual booked in our data and applied it to our data reconstruction. Figure 36 relates the address locations for the inmate population during the timeframe of our study. There is not much here that gives us a unique insight or concern regarding the future direction of the jail’s population.

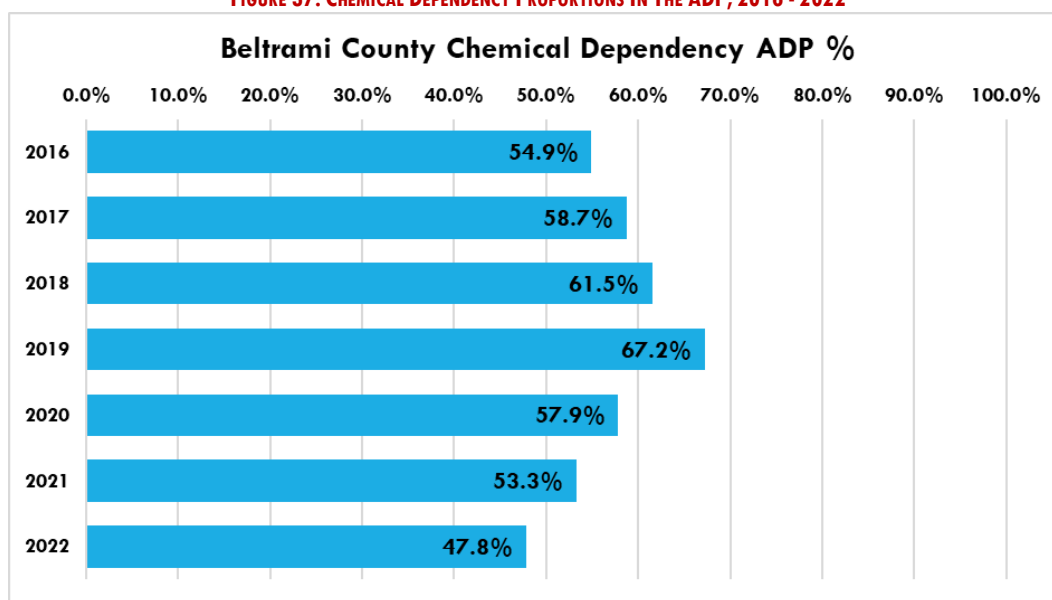
FIGURE 36. ADP BY RESIDENCE



Substance Abuse & Mental Health

We were able to measure the chemical dependency involvement of the inmate population by examining diagnostic test orders in the court records, linking those orders back to the criminal cases, and then to the jail records themselves. This enabled us to construct an estimate of the ADP of this important component of the population. Across the 6+ years analyzed, approximately 57% of all individuals booked have some sort of involvement with drugs and alcohol. This is almost certainly an undercount of the true nature of the problem, due to the fact that some individuals in the ADP don't receive such an order and also because stakeholders have consistently told us during our conversations that the actual number is likely closer to 70% of the population. When we tested our proportions across the demographic variables, they were remarkably stable for charge type, charge severity, race, and gender. However, there was a significant difference across age groups, with older inmates having lower proportions of chemical dependency.

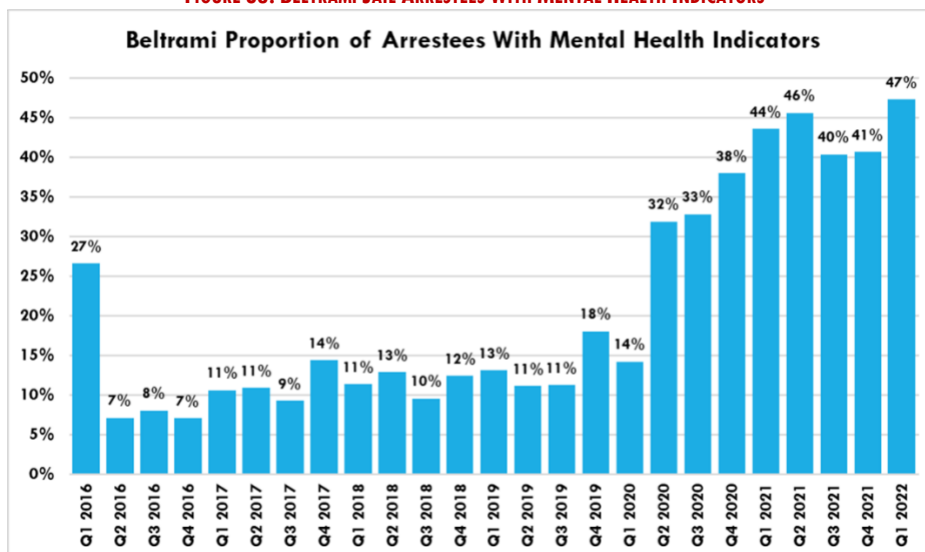
FIGURE 37. CHEMICAL DEPENDENCY PROPORTIONS IN THE ADP, 2016 - 2022



Along with substance abuse, mental health needs were mentioned (without prompting) in nearly every single one of our interviews with stakeholders and community members as the largest issue facing the criminal justice system and the community as a whole. One stakeholder concluded that 'The criminal justice system is a poor area for mental health to be handled.' There was universal agreement that the jail as presently constituted should not function as a mental health facility and it is clear that the jail is not staffed nor trained to function as a mental health facility. There were also some indications that there are multiple agencies and entities delivering mental health services without a central, coordinated direction.

All that said, the jail keeps no discrete mental health ratings on a per inmate basis in a readily useable format. As a proxy measure for the mental health population, we used the daily number of people who answered 'yes' to 2 or more of the 7 questions from the standard DOC mental health questionnaire. As Figure 38 shows, the pre-pandemic average was 12% and the post-pandemic average is 40%. When the research team suggested that this was due to perhaps to a measurement issue, stakeholders resisted that notion and feel confident that the percentages are an accurate depiction of the mental health issue. The proportions detected since the pandemic are high but are not surprising compared to other jurisdictions with whom we have worked in the previous 3 years.

FIGURE 38. BELTRAMI JAIL ARRESTEES WITH MENTAL HEALTH INDICATORS



Recidivism

The jail’s data enabled us to perform an analysis of the frequency of repeat arrests/bookings. For each year of the analysis, we examined everyone who was booked (custody and non-custody) and then scanned the data for a subsequent booking. Table 4 provides a summary of this analysis. The 3,104 bookings in 2016 involved 2,029 unique people. Of those 2,029 people, 34.2% were never booked again. That leaves 1,335 people (65.8%) who at some point in the analysis (through April 2022) were booked at least one more time. The rate declines for each year in part because there has been less time in which for rearrests to occur. If this analysis was to be repeated in 2026, it could be expected that the 2021 return rate number would be over 60% while the 2025 return rate would be in the low teens. We draw a line in the middle of the table for the purpose of showing the ‘cut-off’ for a 3-year return rate. A number of the available studies in the literature report a 3-year arrest rate. Above the line on the table, we have a complete 3-year rate, below the line, not enough time has passed yet to have the full 3-years.

TABLE 4. RETURN RATES FOR BOOKINGS

Year	Total Bookings	People Booked	People Returned	3-Year Return Rate
2016	3,104	2,029	1,257	62.0%
2017	2,951	1,897	1,211	63.8%
2018	2,904	1,783	1,099	61.6%
2019	2,946	1,868	1,073	57.4%*
2020	1,889	1,346	651	48.4%*
2021	1,923	1,367	434	31.7%*

The 3-year ‘Beltrami-to-Beltrami’ re-book rate of around 62% is comparable to what we are seeing in national recidivism estimates (which unfortunately lump prisons and jails together) which are showing 66% 3-year arrest rates.⁴ The average number of bookings for the 6,388 unique people in Table 4 is 2.5. 6

⁴ Harvard Political Review, August 8, 2021

people have been booked more than 20 times. Amazingly we saw no real pattern of largescale differences in the offenses of people with comparatively fewer bookings and those with 10 or more bookings, something we have not typically seen elsewhere. The only exception is that people with 10 or more bookings do have a higher proportion of felony Offenses vs. Government, which entails failures to appear, resisting arrest, etc.

Probation

We obtained data from MNDOC regarding the probation caseload in two batches. The first batch contained a list of all violations through the end of the year 2021. The second batch contained a list of all cases with their open and close dates through early June 2022. Note that there can be multiple violations per case and there can be multiple cases per people. The research team took the probation case open and close dates and constructed a grid that counted the active number of cases for each day between 2016 and June 2022. Figure 39 shows the result, with a declining trend very apparent after the pandemic struck and continuing through the end of the data.

FIGURE 39. DAILY COUNT OF ACTIVE PROBATION CASES IN BELTRAMI COUNTY

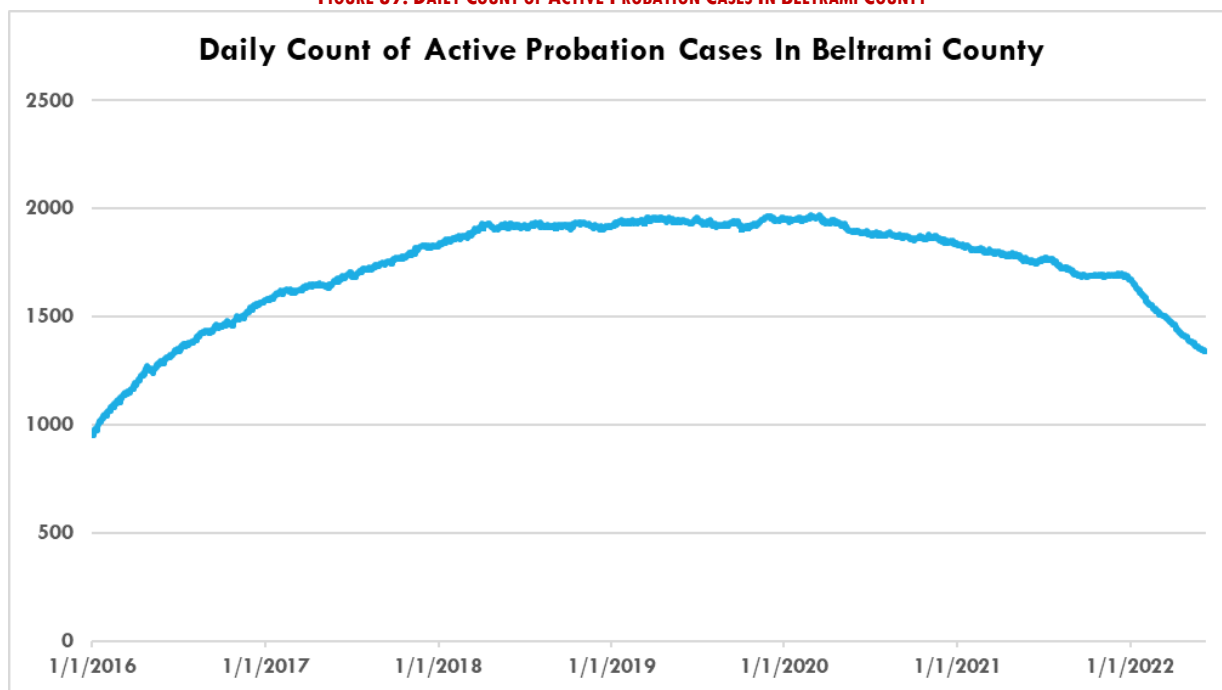


Figure 40 takes the same data but only counts the people (notice the scale of the graph is significantly reduced). The shape of the graph is also different, with a much steeper declining trend. Perhaps this is due to having more cases per people the later we go into the future. At any rate, using our methodology, it appears that the caseload and count of people have both declined, with the people count decline commencing before the pandemic began.

FIGURE 40. DAILY COUNT OF ACTIVE PROBATION CASES IN BELTRAMI COUNTY

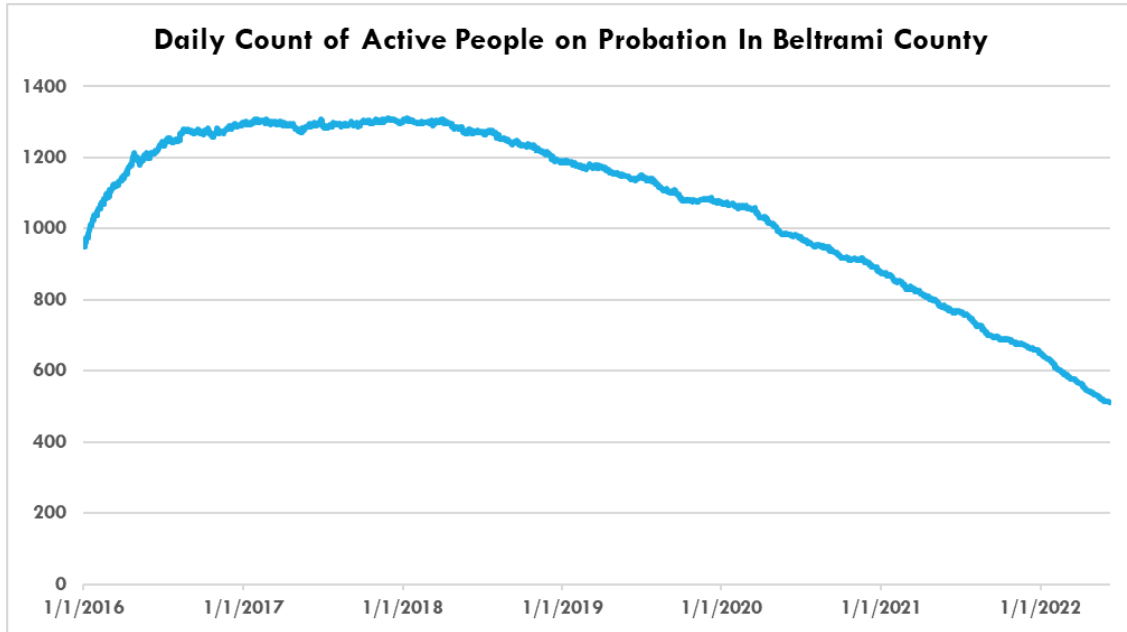


Figure 41 represents a simple tally of all of the DOC violations for each month between 2016 and the end of 2021. We note a decline in the number of DOC violations over time after 2018.

FIGURE 41. MONTHLY BELTRAMI COUNTY DOC VIOLATIONS

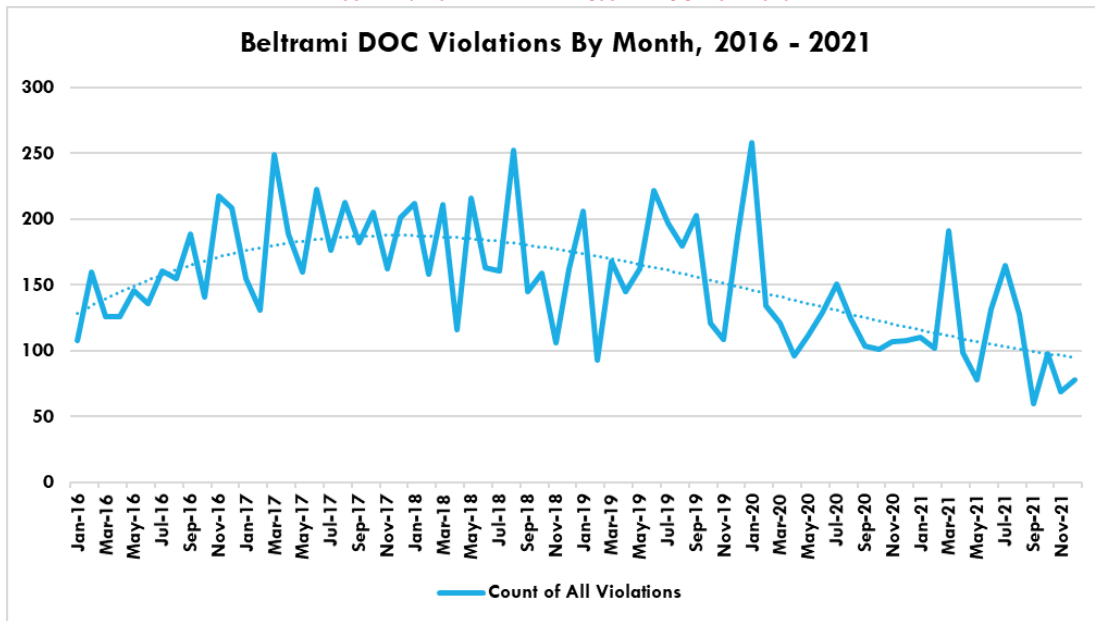
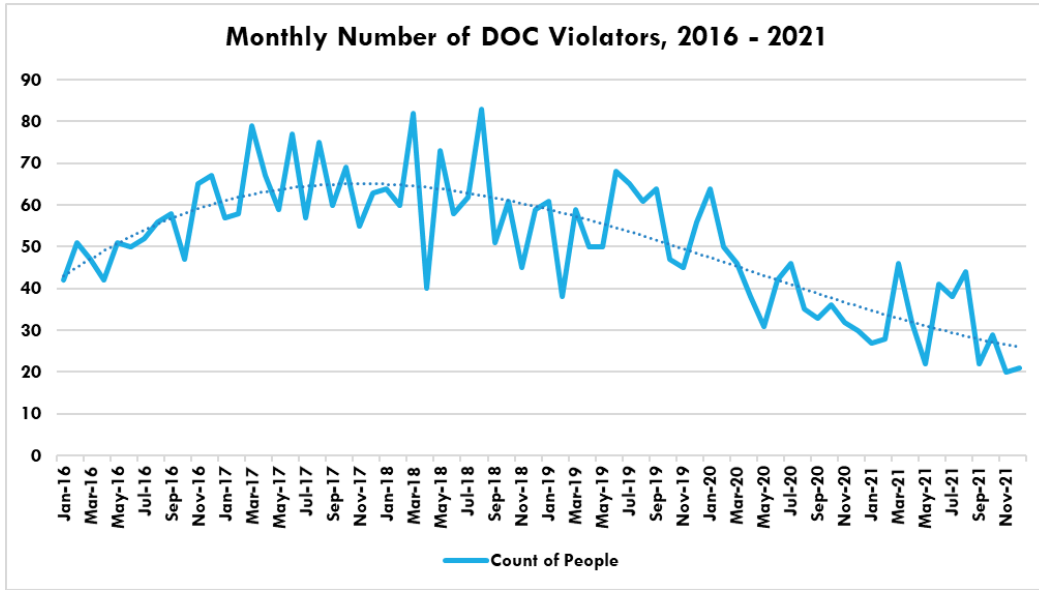


Figure 42 takes the violation data and only counts the people who were involved. Again, it is not uncommon for a person to have more than one violation at a time.

FIGURE 42. MONTHLY BELTRAMI COUNTY DOC VIOLATORS



Finally, Figures 43 and 44 combine the data. In Figure 43, we take the monthly violation count and divide it by the active average daily case count for each month. The trend is declining when we express the violations as a proportion of the active caseload. This is more than likely some good news for the jail’s population. Figure 44 does the same calculation but uses the people counts instead, with the number of people violating being divided by the number of active people on the caseload. The decline is not as evident in this part of the analysis, but it is still there. The number of violations has decreased, and the decrease is proportionate to the caseload.

FIGURE 43. MONTHLY BELTRAMI COUNTY DOC VIOLATIONS AS A PROPORTION OF ACTIVE CASES

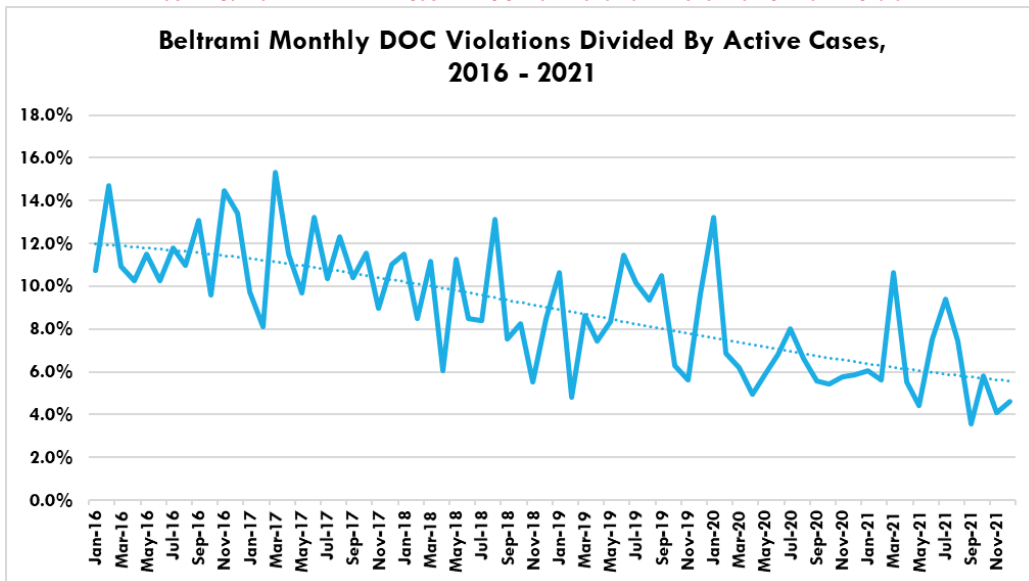
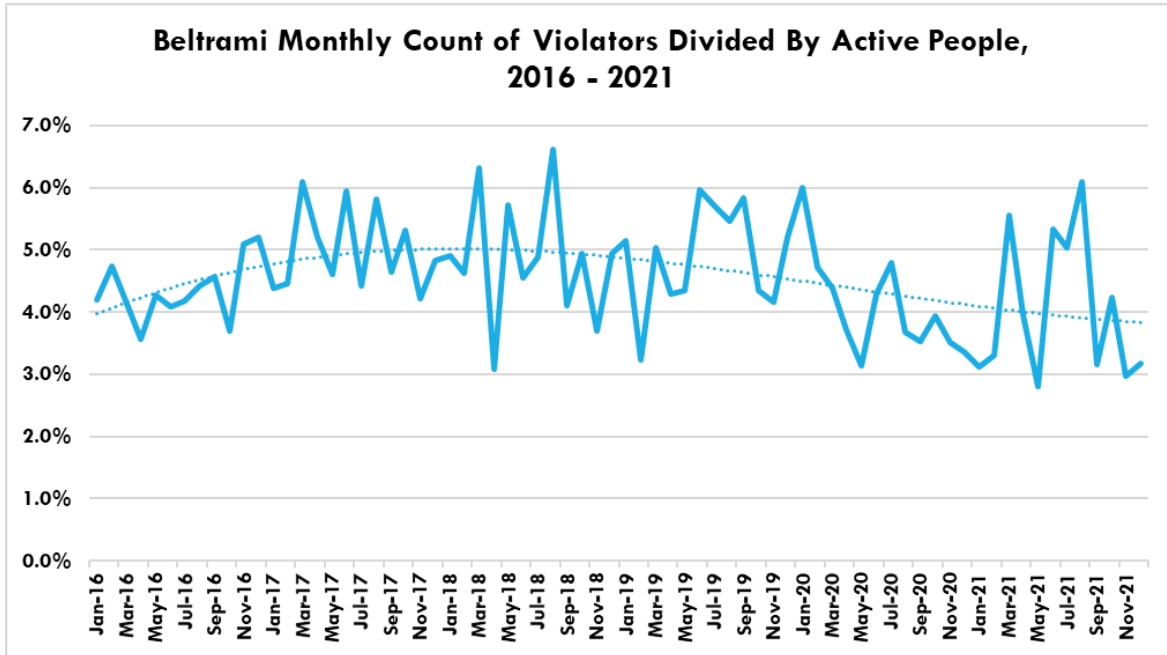


FIGURE 44. MONTHLY BELTRAMI COUNTY DOC VIOLATORS AS A PROPORTION OF ACTIVE PEOPLE



Criminal Court Case Processing

With the assistance of Beltrami County Court Administration, the research team was successful in acquiring 3 datasets of Beltrami County criminal court case information from the Minnesota Judicial Branch. The first dataset contained filing and disposition dates for all convicted cases between 2015 and early 2022. The second dataset was requested when it was realized that we only possessed the convicted cases. We subsequently received a dataset of cases where the dispositions were everything other than a conviction. Finally, to fill in the full court data picture, we obtained a dataset containing all active/open cases for late February 2022. We combined all three datasets and focused our analysis on filings, dispositions, and case process time, a key component/predictor of jail ALOS.

Court Filings & Dispositions

To get an idea of the filing and disposition patterns for the judiciary in Beltrami County, we did simple monthly tallies of each for the major case degree types (felony, gross misdemeanor, misdemeanor, etc.). Figure 45 represents the felony case filings in Beltrami County. The trend is relatively stable between 2018 and 2021, and then at the end of our data pull, there is a significant spike in filings. Naturally, we would expect case dispositions to have a somewhat similar trend, albeit with a time lag since there is not a one-to-one relationship between filings and dispositions in any given month. Figure 46 shows the felony case dispositions. The disposition trend is increasing in a similar slope to the filings trend, which is very good news after the pandemic.

FIGURE 45. MONTHLY BELTRAMI COUNTY FELONY COURT CASE FILINGS

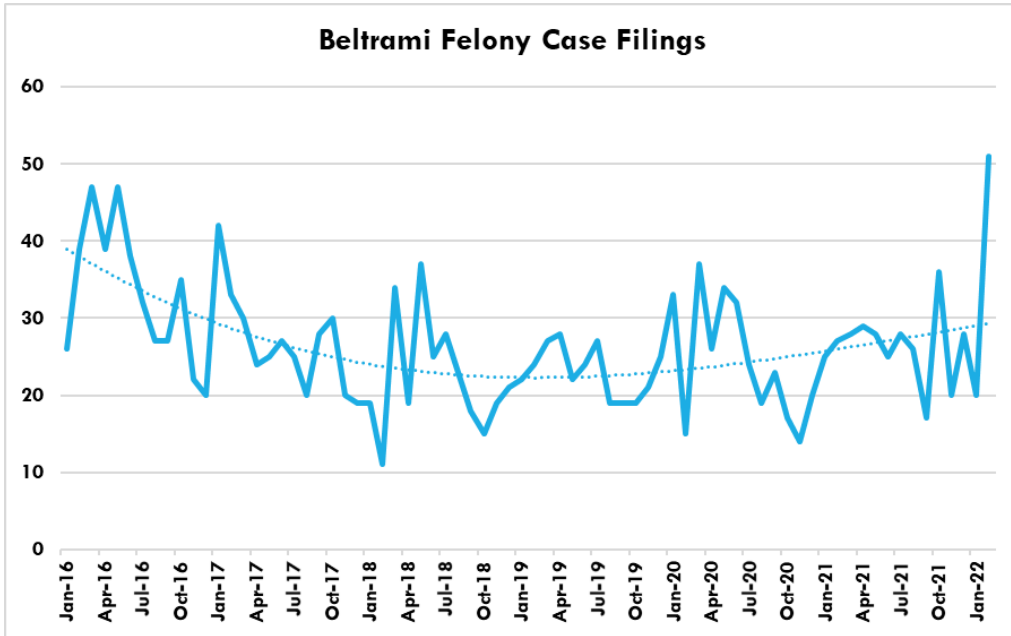
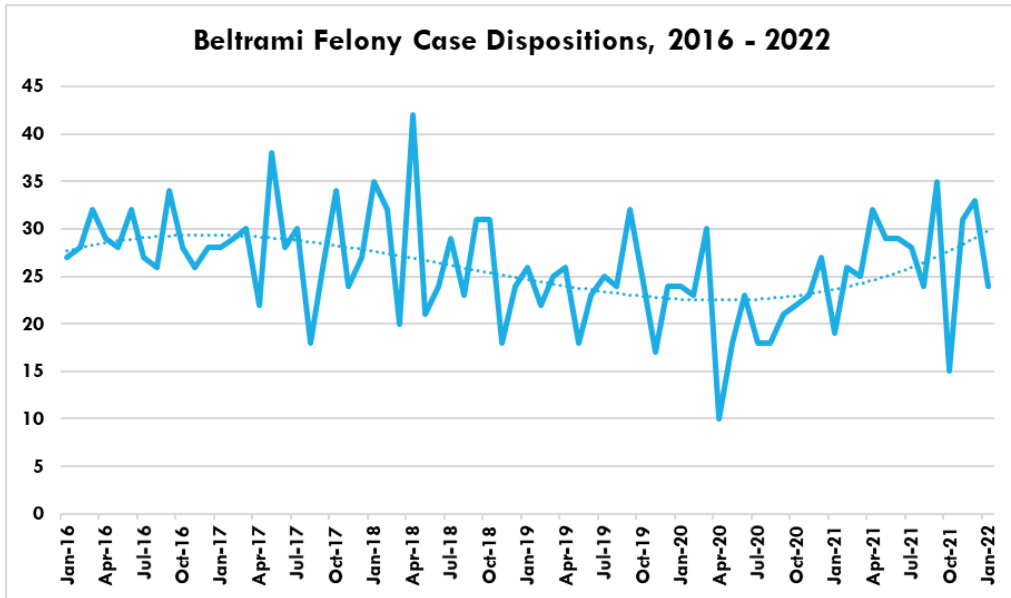


FIGURE 46. MONTHLY BELTRAMI COUNTY FELONY COURT CASE DISPOSITIONS



Figures 47 and 48 examine the gross misdemeanor level filings and dispositions, respectively. Again, we do not see a huge decrease in post-pandemic dispositions, which is good news for the system. In addition, we see a net decrease in gross misdemeanor filings immediately after the pandemic.

FIGURE 47. MONTHLY BELTRAMI COUNTY GROSS MISDEMEANOR COURT CASE FILINGS

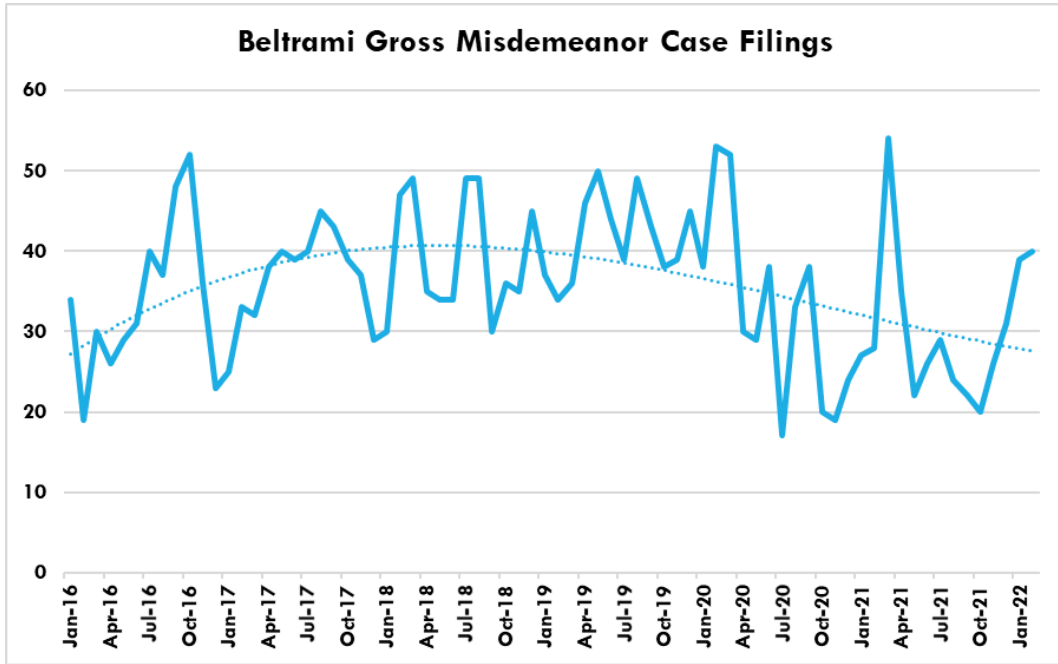
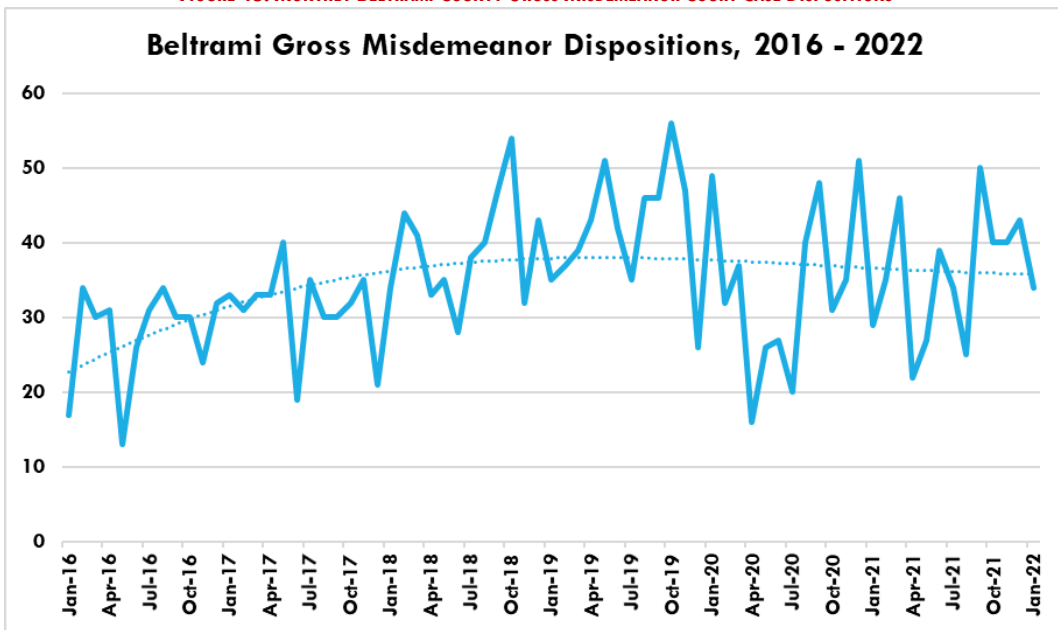


FIGURE 48. MONTHLY BELTRAMI COUNTY GROSS MISDEMEANOR COURT CASE DISPOSITIONS



Figures 49 and 50 examine the filings and dispositions for misdemeanor level cases. Misdemeanor case filings have been trending down almost throughout our data window, matching what the stakeholders told us during our onsite conversations. Dispositions are following suit. The number of filings is outpaced by dispositions, which is good news for the system, but this does not have much of an impact on the jail's population, if at all.

FIGURE 49. MONTHLY BELTRAMI COUNTY MISDEMEANOR COURT CASE FILINGS

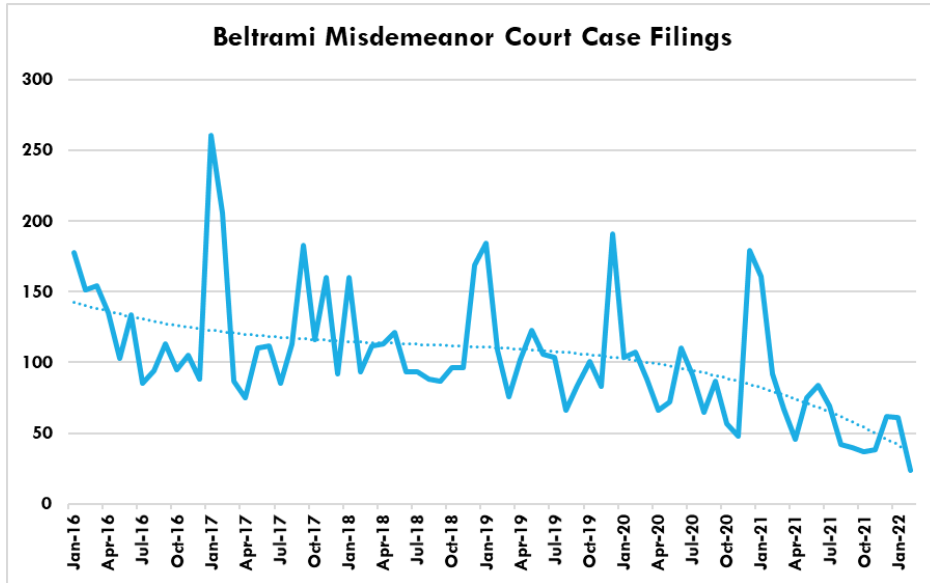
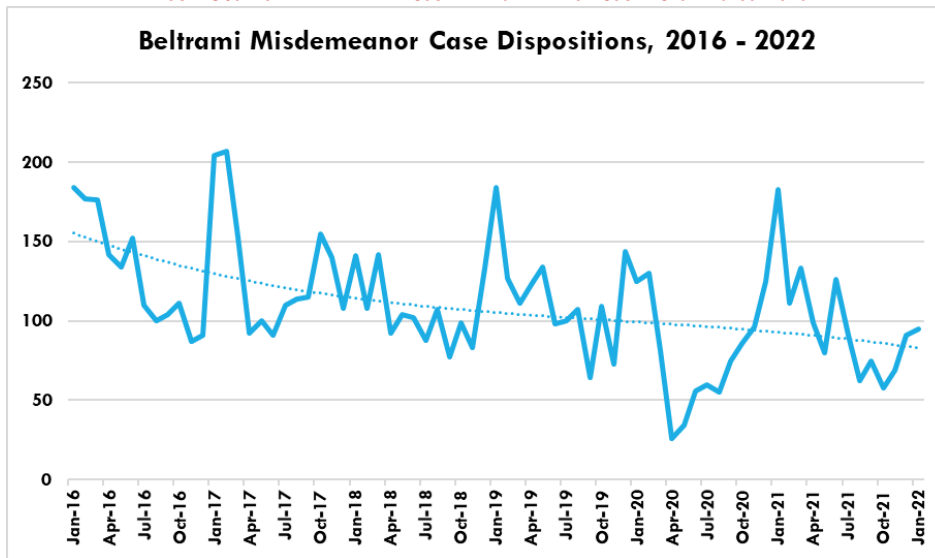


FIGURE 50. MONTHLY BELTRAMI COUNTY MISDEMEANOR COURT CASE DISPOSITIONS

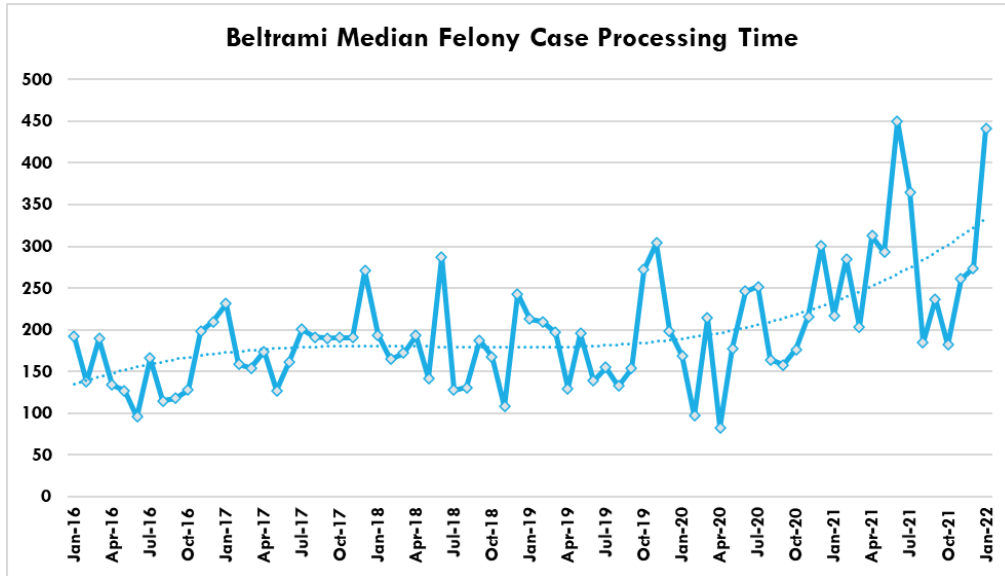


Case Processing Time

For each month’s disposed cases, the time between filing and disposition was calculated and then averaged using the median. Figure 51 shows the time series of the average disposition times in days for felony cases. The disposition time is markedly stable (other than a brief increase in Fall 2019) up until the pandemic struck. There is a significant increase in felony case processing time which extends from 2020 to the end of our data. In our visits with the stakeholders, there was consensus that one of the biggest issues with case processing time was a staffing problem at the Public Defender’s Office. There is a significant mismatch in the number of attorneys between the prosecution and defense side in Beltrami County, and that is apparently resulting in significant delays in post-pandemic case processing. Moreover, there is a significant and growing wait time for the Minnesota Bureau of Criminal Apprehension to process forensic analyses. Thus, felons are waiting longer periods of time which increases case processing time. We also examined continuances of cases and found that the continuance numbers were significantly below what we

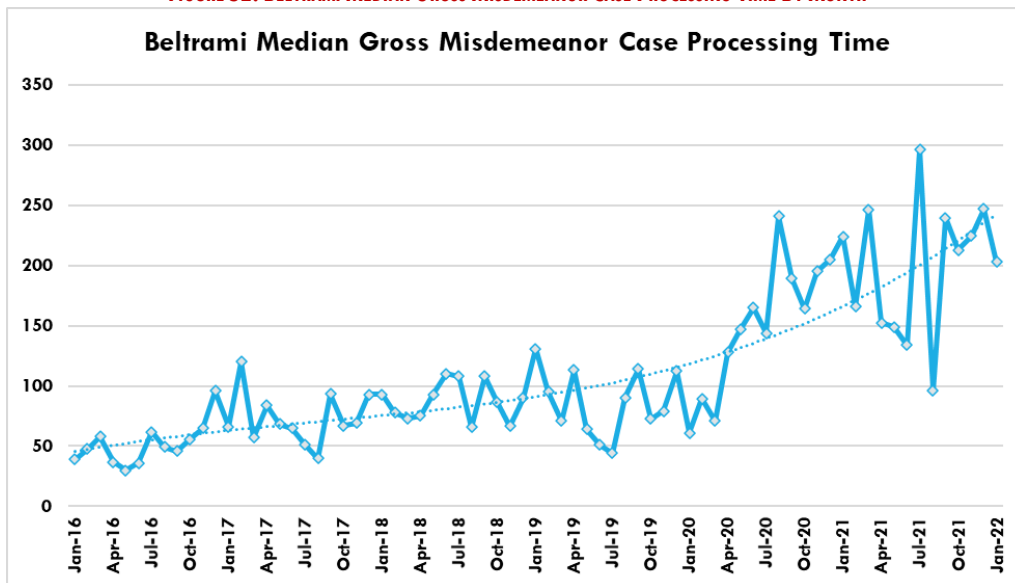
have seen in other jurisdictions throughout the country. However, stakeholders have told us that they anticipate the continuance numbers to rise as staffing issues continue to plague the Public Defender's Office.

FIGURE 51. BELTRAMI MEDIAN COURT CASE PROCESSING TIME BY MONTH



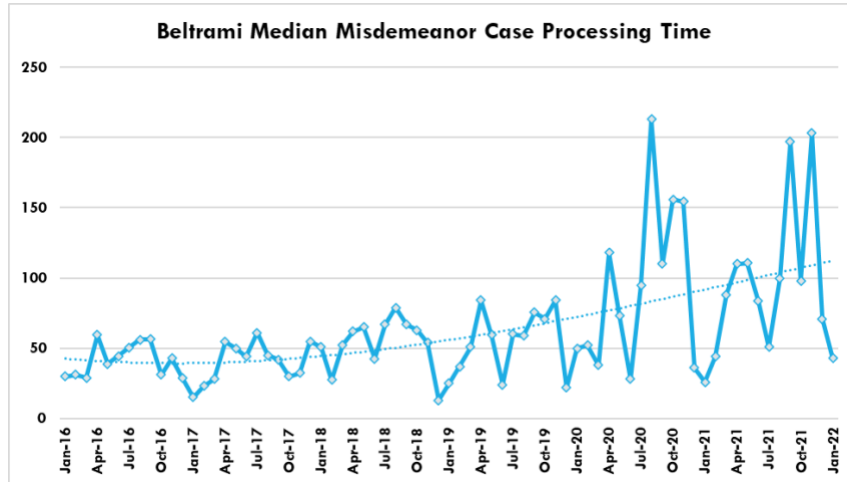
The case processing time for gross misdemeanor cases is presented in Figure 52. This trend is more pronounced than the felony trend. Cases that were averaging (using the median) under 100 days are now regularly averaging over 200 days, which is what felony cases were averaging just three years ago.

FIGURE 52. BELTRAMI MEDIAN GROSS MISDEMEANOR CASE PROCESSING TIME BY MONTH



Naturally, misdemeanor cases do not take as long to process, but the shape of the trend is very similar to the other levels. Figure 53 relates the median case processing time for misdemeanor cases in Beltrami County.

FIGURE 53. BELTRAMI MEDIAN MISDEMEANOR CASE PROCESSING TIME BY MONTH



A National Center for State Courts (NCSC) study published in 2020 found that the national average time to disposition for felony cases is 256 days and 193 days for misdemeanor cases⁵. Figure 54 shows the annual case processing times by case level. The case processing times prior to the pandemic were excellent, and even now are not that far above the national time standard.

FIGURE 54. BELTRAMI MEDIAN ANNUAL COURT CASE PROCESSING TIMES

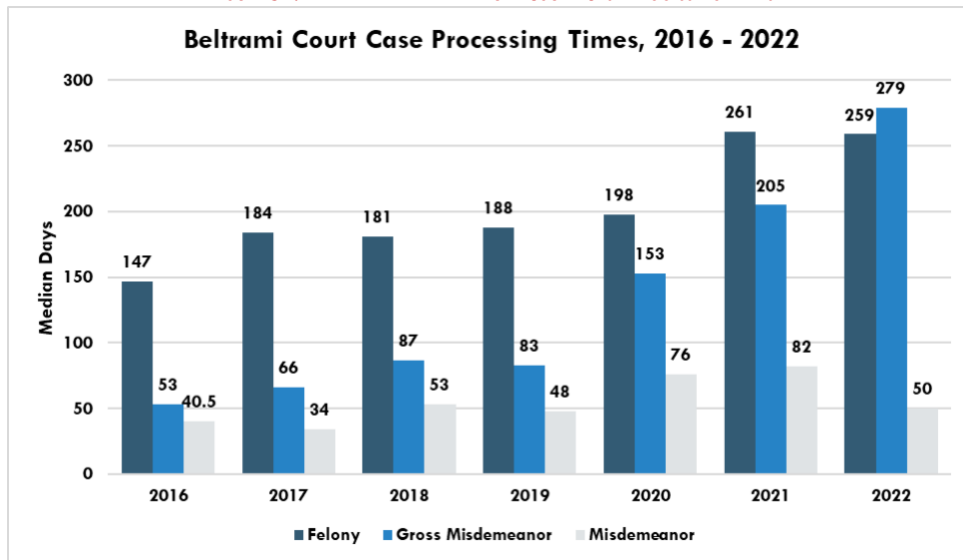


Table 5 below provides a comparison between the NCSC standards for felony and misdemeanor case processing and Beltrami County. The NCSC standard indicates that 75% of felonies should be disposed of within 90 days, while in Beltrami County the number has typically been below 30% being disposed during that time frame. The standards are somewhat different for misdemeanor cases, which naturally have shorter processing times and hence shorter standard times. For felony cases, the NCSC standard says that 98% of cases should be disposed of within 365 days. In Beltrami County, in 2019, 98% of the cases are actually disposed of in approximately 786 days (for 2021, candidly an unfair comparison due to the pandemic, the 98% threshold is achieved at 1,000 days). The NCSC study, part of the ‘Effective Criminal Case Management Project’, places the bottom tiers of evaluating case processing at less than 80%

⁵ Ostrom, et al. (2020) *Delivering Timely Justice in Criminal Cases: A National Picture*, National Center for State Courts

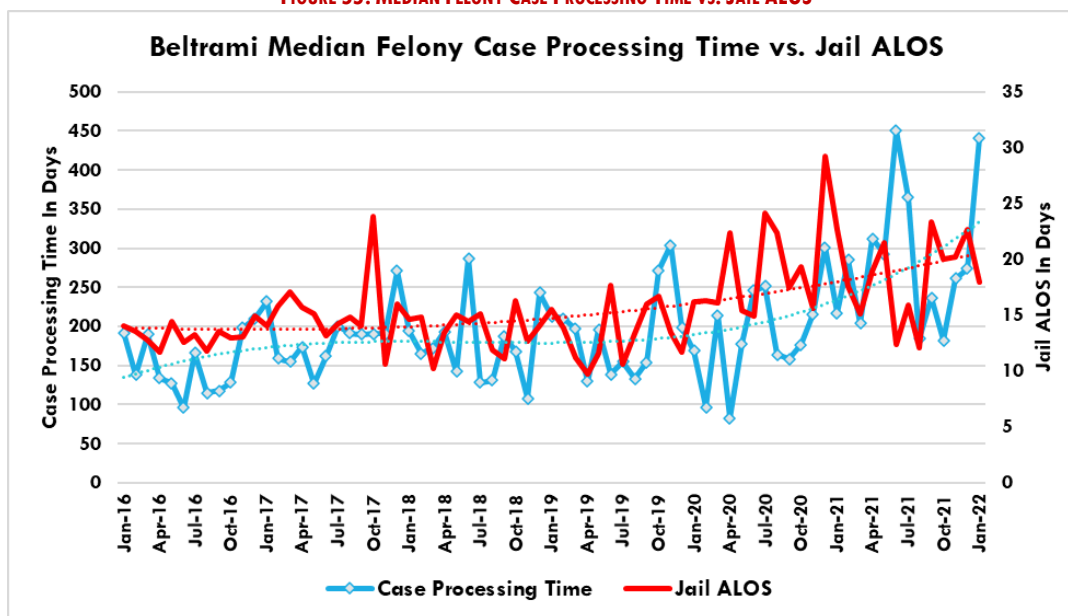
processed within 365 days for felony cases and less than 70% in 180 days for misdemeanor cases. ⁶

TABLE 14. BELTRAMI CASE PROCESS TIMES BY LEVEL VS. NCSC & MINNESOTA STANDARDS

	Days	% Disposed In Timeframe								
		NCSC Standard	MN Standard	2016	2017	2018	2019	2020	2021	2022 YTD
Felonies	90	75%	N/A	27%	28%	27%	30%	21%	16%	18%
	120	N/A	90%	39%	37%	38%	38%	30%	21%	23%
	180	90%	97%	59%	50%	50%	49%	47%	33%	34%
	365	98%	99%	86%	77%	73%	74%	77%	64%	64%
Gross Misdemeanors	60	75%	N/A	55%	46%	39%	39%	27%	18%	21%
	90	90%	N/A	69%	59%	52%	52%	35%	27%	27%
	120	N/A	90%	77%	68%	62%	60%	42%	35%	29%
	180	98%	97%	88%	81%	72%	72%	57%	46%	41%
	365	N/A	99%	97%	92%	86%	84%	78%	67%	67%

Finally, to demonstrate how important case processing time is to the jail, we produced Figure 55, which plots the felony case processing time against the jail's ALOS between 2016 and 2022. The correlation is statistically significant. Longer case processing times result in higher ALOS, which results in a higher jail population.

FIGURE 55. MEDIAN FELONY CASE PROCESSING TIME VS. JAIL ALOS



Court Sentences Analysis

We were also able to analyze the sentences for cases during our study's time frame. The proportion of cases with a local jail sentence has dropped significantly over time (Figure 56). Given that during our conversations with the judiciary in the early part of 2022 it was apparent that the judges were well aware of the jail's crowding situation, our initial interpretation of the data was that sentences to jail time were

⁶ <https://www.auditor.leg.state.mn.us/ped/pedrep/0102ch4.pdf>

being given less frequently than in the past due to jail capacity issues. However, some of the key stakeholders caution that the measured reduction may be due to criminal justice reforms which lifted mandatory minimum sentences for certain types of offenses. At the same time, still other stakeholders maintain that sentence lengths have decreased over the last few years. Perhaps both explanations can be accurate. We do note that the use of fines increased at about the same time and rate as the reduction in jail sentences. The list of offenses that are now payable has grown, which has apparently resulted in some level of decrease in jail sentences. The reason this is important is if awareness of capacity issues may have had an impact on sentencing (and other detain/release decisions) practices, there is a chance that restoring capacity to the system will result in a new, larger facility also becoming full.

FIGURE 56. BELTRAMI COURT SENTENCES, 2009 - 2022

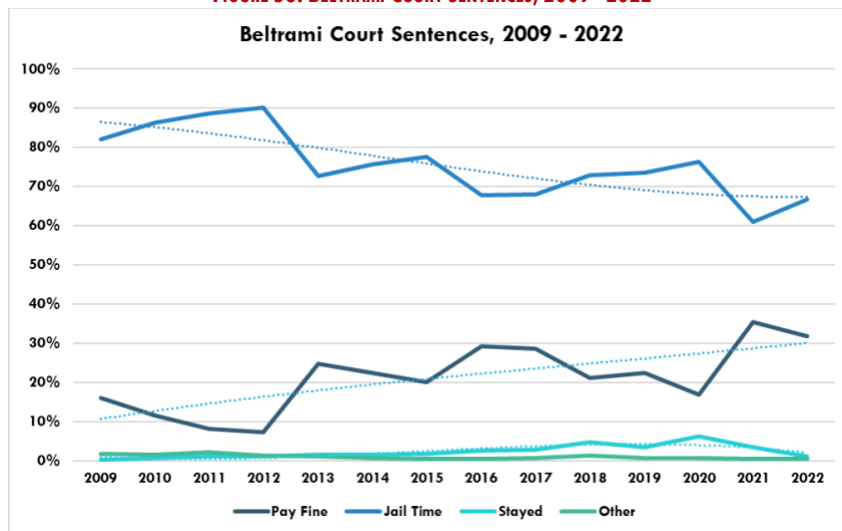
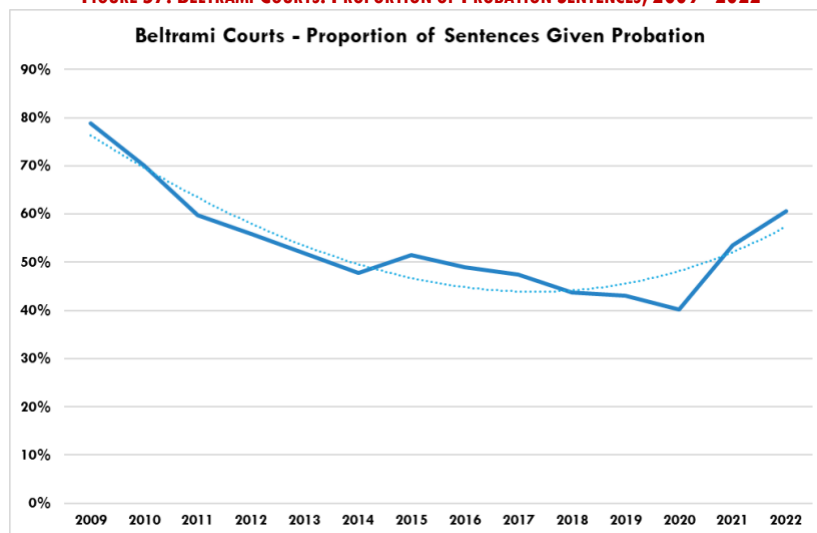


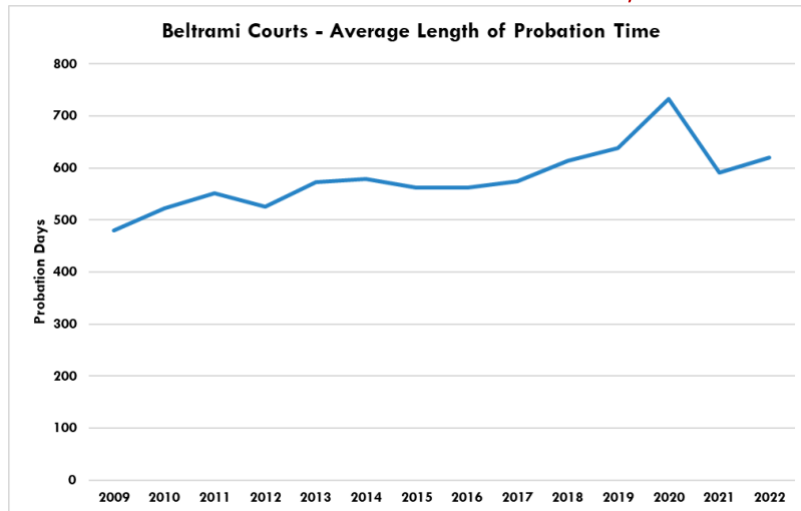
Figure 57 shows the proportion of sentenced cases that have some probation time component to them. The reduction for much of the chart correlates with our probation caseload analysis. However, we see the post-pandemic increase in the proportional use of probation. This may portend to an increase in the probation caseload in the future as the individuals involved rotate out of custody and into active probation.

FIGURE 57. BELTRAMI COURTS: PROPORTION OF PROBATION SENTENCES, 2009 - 2022



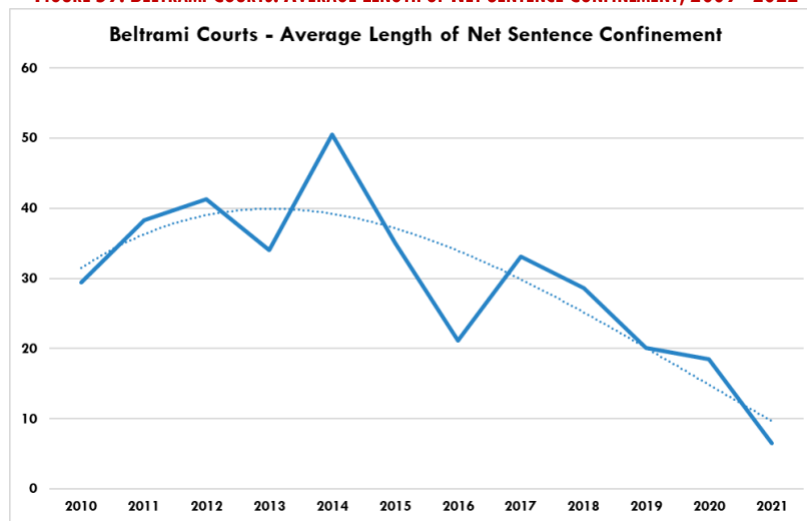
We also measured an increase in the length of probation time that was given on average over time (Figure 58). Thus, until the pandemic struck, the proportion of cases receiving probation decreased, but the length of probation time increased, with a spike in that time for 2020.

FIGURE 58. BELTRAMI COURTS: AVERAGE LENGTH OF PROBATION TIME, 2009 - 2022



Finally, we were able to reconstruct the length of jail time individuals actually served. Figure 59 shows the reduction in the time. This was calculated by subtracting the ‘stayed’ sentence time from the overall sentence time for each individual. Again, while this may be the impact of one or more policy changes, the caution here is that if the system were to return to the levels of the past, there would be increased pressure on the jail’s population.

FIGURE 59. BELTRAMI COURTS: AVERAGE LENGTH OF NET SENTENCE CONFINEMENT, 2009 - 2022



JAIL POPULATION FORECAST

Multiple jail population forecast models were built in order to develop an overall jail population forecast through the year 2052.

Background and Methodology

Generally, the best predictor of any trend's future levels is the past history of that trend. A jail's population time series is really no different. However, because of the existence of unforeseen circumstances, it should be noted that the precision of forecasts of all kinds diminishes the further into the future one projects. All forecasts are only as good as what is known when the forecast was produced. The long-term accuracy of jail population forecasting is heavily impacted by changes in public policy, law enforcement strategies, socioeconomic factors, and a host of other influences. Statistically speaking, jail population forecasts by their very nature assume that the status quo at the time the forecast is produced remains in place for the duration of the forecast.

The margin of error for these forecasts is essentially plus or minus 10% by the year 2052. As part of the forecast process, we examined criminal justice reform initiatives in front of the Minnesota legislature in early 2022. We saw nothing that passed that would have a material future effect on the jail's population that wasn't already contained somehow within our trend data.

In terms of actual forecast development method, there are multiple methods for building statistical forecasts. The forecasting technique developed from Box and Jenkins' Autoregressive Integrated Moving Averages (ARIMA) approach is one of the best options. To that extent, a series of ARIMA forecasts of jail population variables were employed in this study. ARIMA is generally used in time series forecasting situations primarily because of its ability to avoid the built-in errors of other forecasting techniques. ARIMA approaches are designed to estimate, diagnose, and control for autoregression problems. In addition, because ARIMA examines the past behaviors of a given trend, this approach can forecast multiple time points into the future. Moreover, ARIMA approaches allow the statistician to account for seasonal fluctuations in data as well as smooth out random fluctuations.

Average Daily Population Forecast Scenarios

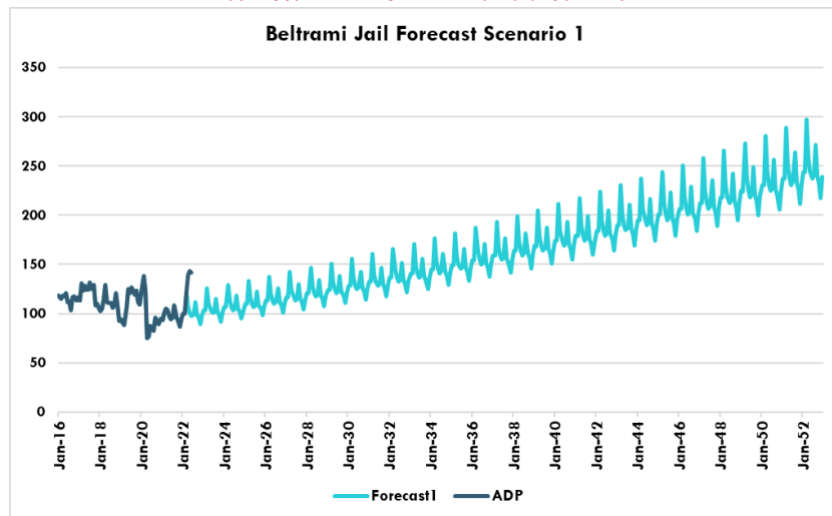
Forecast Scenario 1: Continuation of the Present System (as it was in mid-April 2022)

ARIMA approaches perform best when at least 50 time points of past data are available. For the present forecast, the ADP of the Jail for each month dating back to January 2016 was reconstructed, more than enough to develop a valid and reliable model. Bookings, ALOS, Beltrami County Population, the previous population of the jail, and case processing statistics were also employed in the model estimation phase. The ARIMA process treated these measures as predictor variables of the jail's future ADP. Several hundred models were tested, with a final model being selected for how well it performed on a number of diagnostic statistics. We first built a base model that assumes everything that is in place for the above predictor variables remains ongoing for the entirety of our forecast window. Figure 60 shows the outcome of this first jail population forecast. A key note that should be made is that the forecast models were built in the last half of April 2022. Our charts plot the actual ADP for each month against the forecast model trend such that, with the addition of May and June 2022 data you can see how the forecast is performing in the initial stages. A perfect forecast would have the ADP line exactly on top of the forecast model line. However, for Figure 60, you can see that the darker line (ADP) has exceeded the teal line (our base forecast model). The biggest reason for the discrepancy appears to be a change in booking practices such that some offenses that were not resulting in an actual jail booking due to the pandemic were changed

back to offenses that do once more result in a trip to the jail. This is an example of our caution that forecast model assumptions are critical. In this case, our forecast model assumed that nothing changes in present practices, and a change occurred almost immediately.

As far as the forecast itself, the predicted ADP in 2040 is 176 and for 2050 it is 234. This is due to an expected continued incremental growth in ALOS. Taken out into the future, we see that the variance of the forecast grows significantly.

FIGURE 60. BELTRAMI JAIL ADP FORECAST SCENARIO 1



This first forecast provides a starting point for the determination of the jail’s future population. However, the ADP forecast is simply an average and as such it needs to be increased by two factors:

1. Peaking factor - to reflect the daily and seasonal variations in jail occupancy and to accommodate the temporary closure of beds due to the need for maintenance, and,
2. Classification factor - to adjust for the requirement to separate inmates as needed based on gender, security requirements, treatment needs, etc.

For the peaking factor calculation, we took the average of the top 10% highest population days between 2016 and April 2022 and compared it to the ADP. The jail’s daily population fluctuations were such that one could expect the highest population during any day to be 29.1% greater for females and 19.7% larger for males than the ADP. In addition, not all jail beds are always available for use by every inmate. For instance, a vacant bed in a female unit cannot be filled with a male inmate, a maximum-security inmate cannot be placed in a vacant bed in a minimum-security setting, etc. A classification factor is, in effect, an acknowledgement of this reality. To calculate the classification factor, we made a reconstruction of each day’s population using every inmate’s booking and release dates and times. We excluded all of the people who stayed less than 4 hours and then figured out what the classification fluctuations of the population were between January 2016 and April 2022. We calculated a classification factor of 16.2% for females and 9.2% for males.

The peaking and classification factors are added to the ADP to complete the actual number of needed beds. Table 5 shows the bed need calculations for forecast scenario 1. Thus, the projected ADP for 2050 of 234 inmates would require 311 beds to operate a safe and secure facility.

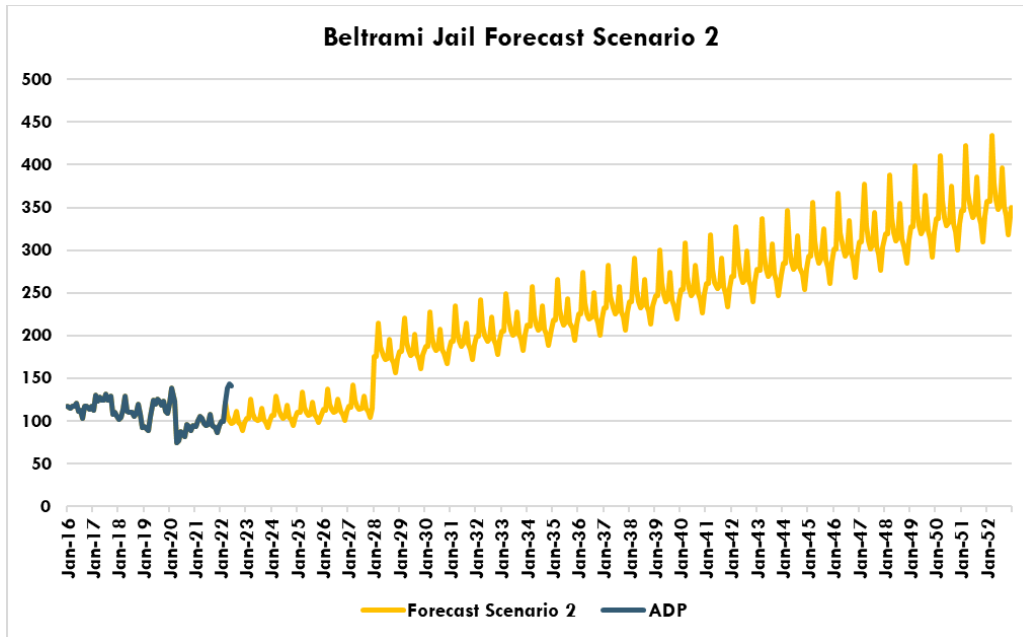
TABLE 5. FORECAST SCENARIO 1 BED NEED CALCULATION

Year	Females				Males				Total Bed Need
	ADP	Peaking (29.1%)	Class. (16.2%)	Bed Need	ADP	Peaking (19.7%)	Class. (9.2%)	Bed Need	
2025	27.7	8.1	4.5	40.3	83.6	16.5	7.7	107.8	148.1
2030	32.3	9.4	5.2	47.0	97.5	19.2	9.0	125.7	172.7
2035	37.7	11.0	6.1	54.8	113.7	22.4	10.5	146.5	201.3
2040	43.8	12.8	7.1	63.7	132.2	26.0	12.2	170.4	234.1
2045	50.6	14.7	8.2	73.5	152.6	30.1	14.0	196.7	270.2
2050	58.2	16.9	9.4	84.6	175.6	34.6	16.2	226.4	311.0
2055	67.0	19.5	10.9	97.4	202.1	39.8	18.6	260.5	357.9
2060	77.1	22.4	12.5	112.1	232.6	45.8	21.4	299.9	411.9

Forecast Scenario 2: New Capacity Results in More Inmate Detention

The second forecast scenario uses the same sets of predictors, but adds some hypothetical changes to the assumptions in order to account for possible alterations to how the criminal justice system functions in the future. The important assumptions in scenario 2 are that a new, larger jail facility opens in early 2028. Given extra capacity, sentencing/detention practices revert to what they were a decade ago while bookings and case processing stays at the same level as in 2022. In this case, the ADP would rise significantly in 2028 (Figure 61) as the new jail would be expected to fill in a matter of months. The resulting ADP in 2040 is projected to be 257 and for 2050 it is projected to be 342. One caution is that this forecast assumes that bookings remain at current levels. An increase in bookings without some sort of a reduction in ALOS would mean that this forecast is actually mathematically too low.

FIGURE 61. BELTRAMI JAIL ADP FORECAST SCENARIO 2



The peaking and classification factors are added to the ADP to complete the actual number of needed beds. Table 6 shows the bed need calculations for forecast scenario 2.

TABLE 6. FORECAST SCENARIO 2 BED NEED CALCULATION

Year	Females				Males				Total Bed Need
	ADP	Peaking (29.1%)	Class. (16.2%)	Bed Need	ADP	Peaking (19.7%)	Class. (9.2%)	Bed Need	
2025	27.7	8.1	4.5	40.3	83.6	16.5	7.7	107.8	148.1
2030	47.3	13.8	7.7	68.7	142.6	28.1	13.1	183.8	252.4
2035	55.1	16.0	8.9	80.1	166.2	32.7	15.3	214.2	294.3
2040	64.1	18.6	10.4	93.1	193.3	38.1	17.8	249.2	342.3
2045	74.0	21.5	12.0	107.5	223.1	44.0	20.5	287.6	395.1
2050	85.1	24.8	13.8	123.7	256.8	50.6	23.6	331.0	454.7
2055	98.0	28.5	15.9	142.4	295.5	58.2	27.2	380.9	523.3
2060	112.8	32.8	18.3	163.8	340.1	67.0	31.3	438.4	602.2

Forecast Scenario 3: Bookings Return to 2019 Levels; ALOS Stays Elevated

The third forecast scenario assumes that bookings return to where they were prior to the pandemic (8.1 bookings per day on average, compared to the current level of 5.5 bookings per day). ALOS in this forecast scenario was set at the current level with a slight increase over time. Figure 62 shows the resulting forecast trend. The return to 2019-level bookings was modeled to begin in mid-year 2022. Note how the actual ADP data for May and June 2022 fit the forecast model very well (it is difficult to see much red from the forecast trend for those 2 time points). The 2040 and 2050 ADP numbers are 172 and 179, respectively. In our discussions with Beltrami County leadership, there was solid consensus that this model presents the most realistic option for the future.

FIGURE 62. BELTRAMI JAIL ADP FORECAST SCENARIO 3

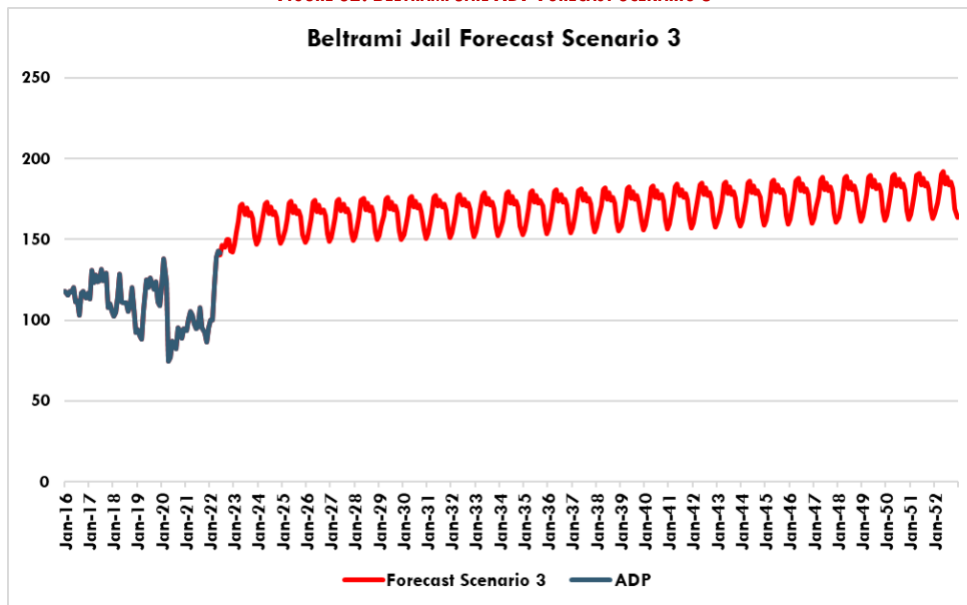


Table 7 provides the bed need calculations for scenario 3. 237 beds would be required to safely and securely manage the expected 2050 ADP of 179 inmates.

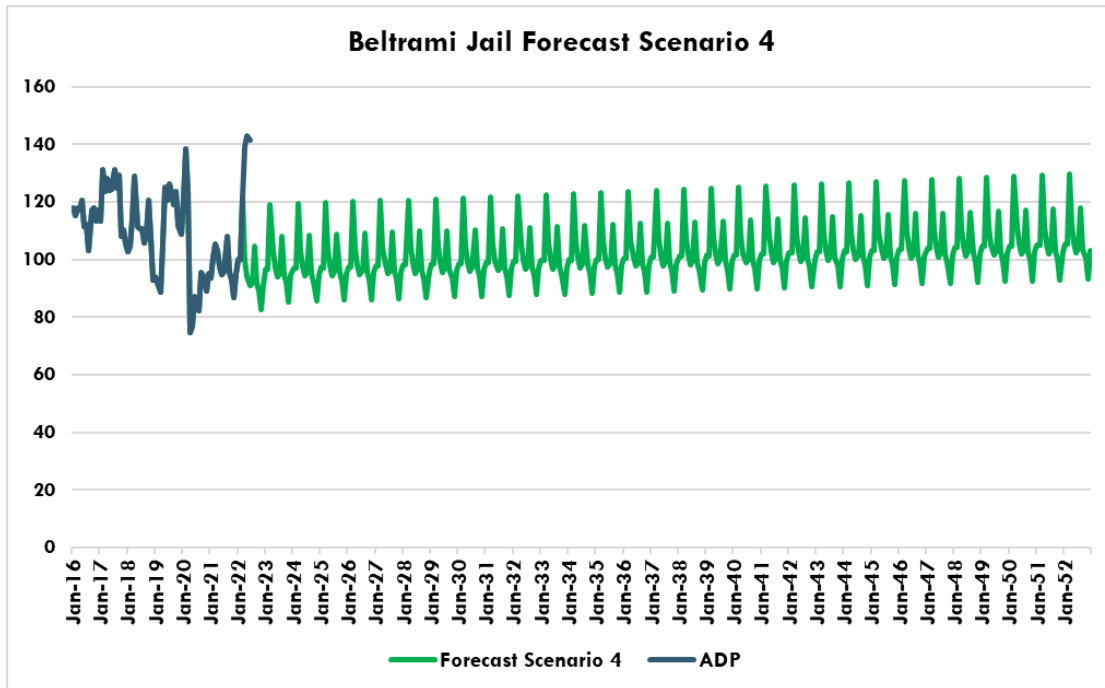
TABLE 7. FORECAST SCENARIO 3 BED NEED CALCULATION

Year	Females				Males				Total Bed Need
	ADP	Peaking (29.1%)	Class. (16.2%)	Bed Need	ADP	Peaking (19.7%)	Class. (9.2%)	Bed Need	
2025	40.5	11.8	6.6	58.8	122.1	24.1	11.2	157.4	216.2
2030	41.3	12.0	6.7	59.9	124.4	24.5	11.4	160.4	220.3
2035	42.0	12.2	6.8	61.1	126.8	25.0	11.7	163.4	224.5
2040	42.8	12.5	6.9	62.2	129.2	25.4	11.9	166.5	228.7
2045	43.6	12.7	7.1	63.4	131.6	25.9	12.1	169.6	233.0
2050	44.5	12.9	7.2	64.6	134.1	26.4	12.3	172.8	237.4
2055	45.3	13.2	7.3	65.8	136.6	26.9	12.6	176.1	241.9
2060	46.1	13.4	7.5	67.0	139.2	27.4	12.8	179.4	246.4

Forecast Scenario 4: Bookings Return to 2019 Levels; ALOS Stays Elevated

We would be remiss if we did not report other permutations of how ALOS and bookings may develop into the future. Thus, the fourth forecast assumes that bookings stay where they were in the first 4 months of 2022 (4.1 per day) and ALOS is reduced to what it was in 2019 (13.4 days, down from the current 19.1 days). Obviously, ALOS cannot be magically reduced this quickly, so the fact that the forecast misses so significantly for May and June is not particularly concerning. The bigger consideration for this forecast model is the lesson that returning the ALOS to pre-pandemic levels and keeping bookings low would result in a much smaller population where the 2040 and 2050 ADP numbers are 103 and 106.

FIGURE 63. BELTRAMI JAIL ADP FORECAST SCENARIO 4



As with our previous forecast scenarios, Table 8 gives the resulting bed need calculations.

TABLE 8. FORECAST SCENARIO 4 BED NEED CALCULATION

Year	Females				Males				Total Bed Need
	ADP	Peaking (29.1%)	Class. (16.2%)	Bed Need	ADP	Peaking (19.7%)	Class. (9.2%)	Bed Need	
2025	24.5	7.1	4.0	35.7	74.0	14.6	6.8	95.4	131.1
2030	24.9	7.3	4.0	36.2	75.2	14.8	6.9	96.9	133.1
2035	25.3	7.4	4.1	36.8	76.3	15.0	7.0	98.3	135.1
2040	25.7	7.5	4.2	37.3	77.4	15.3	7.1	99.8	137.1
2045	26.1	7.6	4.2	37.9	78.6	15.5	7.2	101.3	139.2
2050	26.5	7.7	4.3	38.4	79.8	15.7	7.3	102.9	141.3
2055	26.9	7.8	4.4	39.0	81.0	16.0	7.5	104.4	143.4
2060	27.3	7.9	4.4	39.6	82.2	16.2	7.6	106.0	145.6

Forecast Scenario 5: Bookings and ALOS Return to 2019 Levels

Our final forecast scenario returns both bookings and ALOS to where they were in 2019. In fact, looking at the actual ADP trend of Figure 64, the slope of the forecast appears to be a fairly good continuation of where things were likely headed before the pandemic began. The 2040 and 2050 ADP numbers are projected to be 131 and 136. The resulting bed need calculation is presented in Table 9.

FIGURE 64. BELTRAMI JAIL ADP FORECAST SCENARIO 5

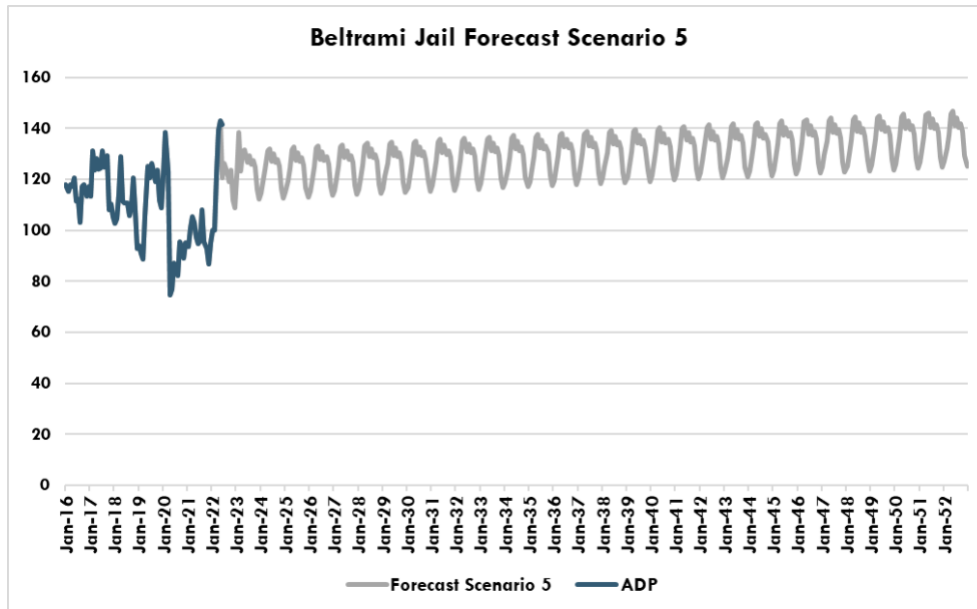


TABLE 9. FORECAST SCENARIO 5 BED NEED CALCULATION

Year	Females				Males				Total Bed Need
	ADP	Peaking (29.1%)	Class. (16.2%)	Bed Need	ADP	Peaking (19.7%)	Class. (9.2%)	Bed Need	
2025	30.9	9.0	5.0	45.0	93.3	18.4	8.6	120.3	165.2
2030	31.5	9.2	5.1	45.8	95.1	18.7	8.7	122.5	168.4
2035	32.1	9.3	5.2	46.7	96.9	19.1	8.9	124.9	171.5
2040	32.7	9.5	5.3	47.5	98.7	19.4	9.1	127.2	174.8
2045	33.3	9.7	5.4	48.4	100.6	19.8	9.3	129.6	178.0
2050	34.0	9.9	5.5	49.4	102.4	20.2	9.4	132.1	181.4
2055	34.6	10.1	5.6	50.3	104.4	20.6	9.6	134.5	184.8
2060	35.3	10.3	5.7	51.2	106.3	20.9	9.8	137.1	188.3

Figure 65 plots all of the forecast scenarios on one chart, showing the wide range of possibilities, depending on what happens to the system with regard to ALOS and bookings.

FIGURE 65. BELTRAMI JAIL ADP FORECAST SCENARIOS

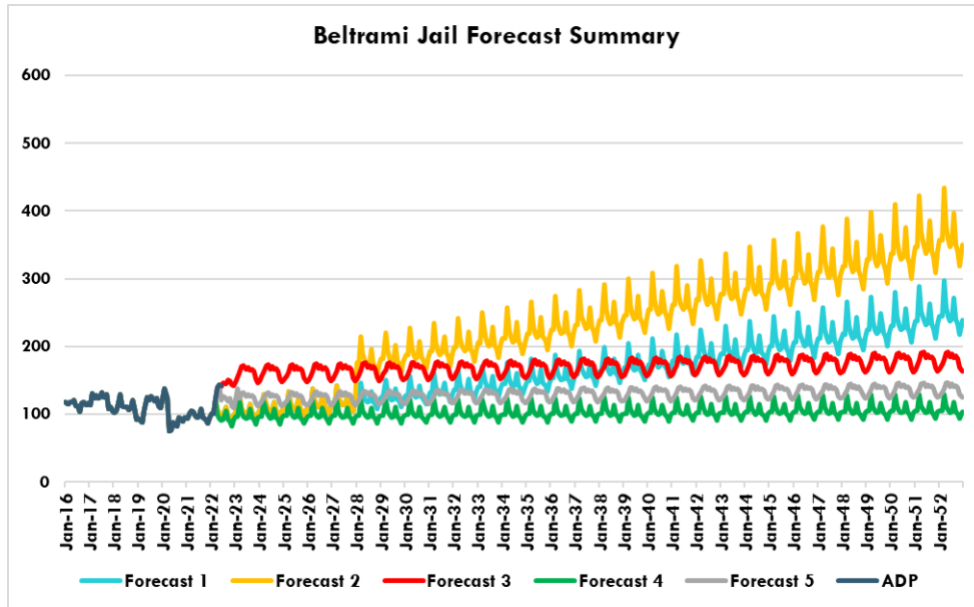


Table 10 summarizes the five forecast scenarios with the numbers reflecting what is projected for the year 2052.

TABLE 10. FORECAST SCENARIO SUMMARY USING 2052 PROJECTIONS

Model	Assumptions	Females				Males				Total Bed Need
		ADP	Peaking (29.1%)	Class. (16.2%)	Bed Need	ADP	Peaking (19.7%)	Class. (9.2%)	Bed Need	
Forecast 1	Status Quo Continues (Bookings Low; ALOS High)	61.6	17.9	10.0	89.5	185.8	36.6	17.1	239.5	329.0
Forecast 2	Sentencing Reverts, Bookings Stay Stable	90.1	26.2	14.6	130.8	271.6	53.5	25.0	350.1	480.9
Forecast 3	Bookings to 2019, ALOS Stays Stable	44.8	13.0	7.3	65.1	135.1	26.6	12.4	174.1	239.2
Forecast 4	Bookings Stay Stable, ALOS to 2019	26.6	7.7	4.3	38.7	80.3	15.8	7.4	103.5	142.2
Forecast 5	Bookings & ALOS Revert to 2019	34.2	10.0	5.5	49.7	103.2	20.3	9.5	133.0	182.8

NEEDS ASSESSMENT FINDINGS AND RECOMMENDATIONS

During the course of our analysis, we developed multiple recommendations regarding potential areas of improvement for the criminal justice system. In the spirit of trying to forward as many options as possible to Beltrami County, some of the recommendations may be mutually exclusive with each other.

System Recommendations

Finding 1-1: The jail's ALOS and criminal justice case processing times are both growing.

Recommendation: Key stakeholders should be convened on a regular basis to discuss and examine issues which are delaying cases and releases or instances of unnecessary incarceration. Perhaps the quarterly justice partners meetings can be modified or adapted to include such discussions. Efficiencies should be implemented in order to return ALOS to pre-pandemic levels. Given the current challenges for the public defender's office, this may entail having to be creative in terms of re-staffing (or emergency staffing) the number of available attorneys. Granted, there are some barriers in place that Beltrami County will not be able to directly impact, such as the impact of staffing problems at the Minnesota Bureau of Criminal Apprehension upon getting DNA and other analyses.

Rationale: Jail ALOS is absolutely critical to managing the size of the jail facility. Beginning a process now to responsibly reduce and maintain ALOS will help keep any future facility from being overcrowded.

Finding 1-2: While there are multiple organizations operating in Beltrami County which can deliver mental health, substance abuse, and other services, there appears to be no over-arching system at hand to ensure the right person is sent to the correct service. There is no evident plan tying these services together into a cohesive system.

Recommendation: Design a formal process for officers on the street and others to utilize. Designate a person or organization to operate as a 'traffic manager' to assist in the process.

Rationale: Provides a formal approach that will be easier for everyone to understand and will get help to people in need more quickly. This recommendation is closely related to Finding 1-3.

Finding 1-3: Mental health and substance abuse are significantly more prevalent problems in Beltrami County than in many communities in the country. The jail population has a very high rate of both issues.

Recommendation: Develop a central point of access to care (a central receiving center) for individuals in need. Such a facility could operate as a one stop shop for receiving services, including getting appropriate and timely assessments and then being routed to treatment.

Rationale: Officers on the street would have an option other than jail for individuals who are not going to be charged with a significant violent crime. The individuals in question would begin the treatment process. Interested organizations could participate in this center, making it a one stop shop for community-based services. Other jurisdictions have Crisis Stabilization Unit beds, inpatient psychiatric beds, and substance-use disorder beds all at the same location with success. One stakeholder summarized the situation as follows:

One of our issues is risk of flight. Do we set bail, or do we say the person gets to eat today? The person gets released again and they fail to appear again. We have to intervene sooner rather than later with services to address their mental health issues and it has to be at the jail before they are released.

Finding 1-4: The high rate of mental health and substance abuse needs in the jail's population needs to be monitored with better data collection and communication methods.

Recommendation: Modify the jail's inmate management system in such a way that at least 2 existing database fields be dedicated to noting mental health and chemical dependency needs. This notation could take the form of ratings which give an indication of acuity. With the passage of enough time, managers would have a solid knowledge base regarding both individual level needs as well as what the trends are regarding mental health.

Rationale: This approach would begin to meet the needs of the community, law enforcement, and individuals who need care. In addition, the impact of this finding relates to the first 3 findings above.

Finding 1-5: Electronic Home Monitoring is not currently meeting the county's needs.

Recommendation: Our analysis indicates that there is an immediate possible diversion opportunity (non-felony individuals in custody) in the jail that ranges between 8% and 33% of the population. An EHM program, coupled with accepted principles of an effective pretrial services program, could be used to reduce the jail's population by releasing more individuals charged with lower-level offenses, yet ensure court appearance and/or compliance with release conditions. In addition, we see no reason why the program cannot be significantly expanded in size and scope to include lower-level felonies and gross misdemeanors.

Rationale: As of this writing it is unclear what the exact state of the EHM program is, statistically speaking. We received multiple lists of who was on EHM for multiple time periods prior to the pandemic. During lower jail population times, there were less than 10 people on any given list, with the majority appearing to have DWI charges. At higher population times, such as late 2019, the list had over 20 people on it, and there were occasional felonies on the list. We have no assessment of what the success rate/FTA rate of the EHM program is. What is known is that we received multiple comments regarding EHM falling short of what is actually needed in the county. Moving more people to EHM and having a robust supervision/enforcement program, backed by a validated risk assessment instrument could help manage the jail's population. Other jurisdictions have successfully used EHM to manage their jail's population at key times and there is no reason why Beltrami County cannot also do so.

In order to provide a more specific estimate of the opportunity present, we conducted a study of all individuals held during 2019 (the last full year of 'normal' data prior to the pandemic). We took the overall population and eliminated individuals who had holds for other jurisdictions, and then we eliminated violent charges, sex offenses, violations of no contact orders, obstruction of the legal process, contempt of court charges, probation violations, and other offenses vs. government charges. Not knowing the criminal history of the individuals involved, our analysis assumes that everyone who remained on our list would be perfectly suited for release. In this case, drug felons of all degrees would be eligible for release. The

result of this analysis is that nearly 33% of the 2019 ADP could theoretically be released if everyone involved had perfectly clean criminal histories. We also examined the impact if we limited releases to non-felons, resulting in an ADP reduction of about 8%. Clearly, our assumption that everyone having a clean criminal history is faulty, but, absent the criminal history information, it is the best we can do. If even half of the remaining population in our study were suitable for diversion, however, the jail's population can be responsibly managed.

Finding 1-6: Out of County Inmate Data Tracking Can Be Improved

Recommendation: Modify the jail's management system in such a way that inmates who are sent for out of county housing are not temporarily released out of the system. Instead, use an alternative method such as establishing the out of county housing destination as a different housing assignment at the Beltrami County Jail.

Rationale: While there are some information technology questions that would need to be satisfied, particularly the data interfaces with MNDOC, keeping the out of county population in such a fashion would make it easier for everyone to perform population tracking. For instance, currently, the jail roster that is available on the Internet only includes individuals who are actually held at the jail. While the roster accurately reflects who is actually at the jail, it does not reflect who is being held. To be clear, the roster on the website is not important in the big scheme of things, but it is an example of the bifurcated nature of the jail's data. The specific problem is that when one analyzes times in custody using release and custody dates, the shipment date/time to an out of county destination is logged as a release, even though the inmate in question has not been released from custody. As far as we can tell, the true final release date for any individual will only consistently come from a release report that is designed to track victim notifications. Processing this report in tandem with the main booking and release reports requires multiple steps that should not exist. The information should instead be at facility management's fingertips.

NEEDS ASSESSMENT CONCLUSIONS

Justice Planners was tasked with analyzing the Beltrami County Jail's population. Our analysis undertook several steps in order to fully explicate who is being held, for how long, and what the future patterns of the jail's population growth may look like. During the course of this effort, we identified the fact that a substantial proportion of the jail's population are facing substance abuse, mental health, and housing challenges. Given the proportions involved, it may be wise for the county to invest resources at the front door of the process (and indeed at the actual front door of the jail facility) to route appropriate individuals to treatment as quickly as possible rather than lingering in the jail. Some parts of this approach would represent a radical departure from the current processes that are used. However, the payback for the county would be to potentially reduce jail ALOS as well as future bookings into the jail, as well as better serving the individuals involved.

In addition, the system stakeholders can take steps to manage the jail's population size by having regular ongoing discussions and tackling barriers to efficiency. While some reasons for enhanced ALOS are likely beyond the county's control, in any system there are multiple ways to streamline the process. In this case, a reduction in ALOS may not be one or two big changes, but an assortment of smaller changes. That said, the staffing and forensic testing issues that are impacting criminal court case processing may be serious enough that creative solutions need to be explored, such as finding alternative methods for forensic testing (one or more cities in Minnesota are doing their own testing). One jurisdiction with whom one of us worked in Kentucky obtained grant funding to have a dedicated analyst at the state lab to process tests just for the jurisdiction in question, reducing wait times and speeding case processing. Perhaps such an approach can be used to tackle Beltrami's testing issue and maybe even the staffing problem as well.

The biggest opportunity for the system as far as alternatives to the jail is concerned is to redesign and expand the Electronic Home Monitoring program. Ideally, the program should be integrated into the criminal justice system (if not operated by a component of the system) such that the needs of the judiciary are met regarding program compliance. The key aspect of this, however, is the expansion of the program. From examining charges (but admittedly not criminal history) there are people in the jail who can be moved onto EHM and reduce the use of the jail. Our initial estimate that between 8% and 33% (admittedly, an extremely high and unrealistic estimate) of the jail's population in 2019 could have qualified for EHM (in tandem with some form of pretrial release) is based on a range of assumptions regarding how restrictive the program is in terms of selection and enforcement. Redesigning the program in such a way as to ensure court appearance (using sound risk assessment and supervision practices) and program compliance could open the program to being expanded to include individuals facing more serious matters. We have seen jurisdictions take such programs in-house in order to boost supervision and compliance with varying degrees of success. We have also seen jurisdictions work out effective partnerships with vendors and reduce their jail's population in a responsible manner.

CURRENT DETENTION CENTER CONDITIONS

The Beltrami County Sheriff operates a 132-bed detention center that has been in continuous operation for the last 33 years, since 1989. The Minnesota Department of Corrections has determined the operational capacity of the detention center to be 118 inmates. While a typical county-owned building is in operation for approximately 9 hours each day, 5 days per week (2,340 operational hours a year), a detention center on the other hand operates 24 hours a day, 365 days a year for a total of 8,760 hours of operation annually. This is 3.74 times as many hours as a typical county-owned building. This means the 33-year-old detention center in Bemidji has the mileage of a 123+ year old county building. After factoring in the continuous use (and often abuse) by the types of individuals held, and the numbers of inmates held beyond capacity, the functional age of the detention center increases even more.

The detention center is located on the corner of Minnesota Ave NW and 7th Street NW in Bemidji, MN. It is attached to a Minnesota Department of Corrections **office** and sits next to the Beltrami County Judicial Center. The Sheriff's Office and County Administration buildings are across the street from the detention center. There are no open parcels of land adjacent to the detention center. There is surface parking across the street next to the Sheriff's Office and in front of County Administration.



In May 2020 the Minnesota Department of Corrections conducted a required inspection of the Beltrami County Detention center. The following are the Physical Plant Concerns that were noted in the report.

- 1) There is an overall lack of storage and support space at the facility. Most notably in the booking area. The booking area is frequently in use and the space is grossly inadequate for their needs. The layout is inefficient with property storage and holding cells not integrated into the booking space. The room used for property storage is down a corridor adjacent to booking and not adequate in size to accommodate the amount of property the facility has. Storage is kept in every available hallway to hold mattresses, files, and carts. Recreation and visiting space is inadequate for the detention center population. The recreation space and program space that is available can no longer meet the needs of the facility population. This is a physical plant constraint and cannot be remedied without a major remodel to the detention center. Program space is divided up on each floor that is not adjacent to the programs office which require a great deal of inmate movement.*
- 2) The physical plant design of the facility also makes this facility staff intensive. There are three levels to the physical plant layout, requiring staff to be split up on the different floors. This design requires a great deal of inmate movement between the floors.*
- 3) Special management inmates: Beltrami County has a large number of special management inmates, higher than most in the state. Beltrami County Detention center has one of the highest staff assault percentages in the state. There is not a dedicated special management area in the facility to address the management needs of these inmates. The facility must either use a holding cell in different locations throughout the detention center, medical cell, or utilize a housing unit.*

4) Separation: The physical plant design of the facility and the multiple dorm style units does not allow for proper separation of all inmates. There is a dorm unit holding medium-minimum inmates. This is not proper separation of general population and minimum inmates. The facility must continue to maintain proper separation of inmates even if it requires them to board out inmates due to lack of general population beds.

There are design and operational limitations of the detention center that have reduced the number of inmates that can be housed in the facility. Plumbing deterioration is an increasing problem with a combination of cast iron, copper, brass, and PVC, depending upon when the repairs and replacements took place. The potable water system is reportedly inadequate. Six air handlers are original to the building as is the fire suppression system. There is no sewage grinder to protect pumps and other equipment by grinding down tough wastewater solids. Inmates often flush items such as wrappers and linens which create stoppages in the sewer system. Most of the detention doors and locks are original to the building, and no longer in production. Often, maintenance staff must cut the door frames in order to install new locks.

There are three control rooms in the detention center, with no true central control. A central control room is an integral part of a detention center's safety and security system that should have the capability of controlling all traffic throughout the facility, controlling access doors to cells and housing units, and of assuming control of any other control rooms in the event of an emergency. This is a critical life-safety concern for the existing detention center. The existing control rooms are inadequately designed and dark.

The vehicle sallyport is a "pull in, back out" design that can be difficult for transporting officers, rather than a drive-through configuration. Detainees must then be escorted up to the second floor to the booking area.

The booking room is inadequate (the size of a holding cell) and unsafe for staff and detainees. The space is too small to effectively process detainees, holding capacity is very limited and not within line of sight of the booking officers, and there is no proper space for detainee searches, clothing exchange, or confidential interviews.

Visitation spaces for attorneys and other professionals is lacking. The spaces are not conducive to a professional meeting environment and confidential/ private meetings are difficult at best.

The main Health Care location is in a space the size of a large office. Rather than having a central location to provide services, health care is divided among the main location, booking, the first floor, and the basement levels. This is ineffective for health care staff, and multiple locations increase the chances of breaches in security. There are no professional meeting rooms for consults with health professionals or assessments.

Health and Human services staff currently come to the detention center to conduct assessments for inmates and help plan for the inmates' release. HHS would like to have a greater presence for these assessments, services, and meetings with the inmate population. However, the limited amount of space available in the detention center prevent expanding these services to the inmate population

There is need for proper training spaces for staff. Turnover has been high and having the ability to conduct an in-house training academy would save time and money for getting new hires trained and ready for duty in a timelier manner.

Some areas were remodeled in 2015 and 2016. These include staff administration the staff muster room, staff lockers, the inmate kitchen, and the receiving area. This was supposed to be the first of three phases. However, phases 2 and 3 have yet to begin. The recently renovated lockers for staff are located on an outside wall, however the staff breakroom is on the interior with no access to natural light.

Program opportunities for inmates is limited, and program/ training spaces are at a premium. A significant portion of the inmate population is indigenous. However, access to culturally targeted programming is limited and appropriate spaces for these programs are not present.

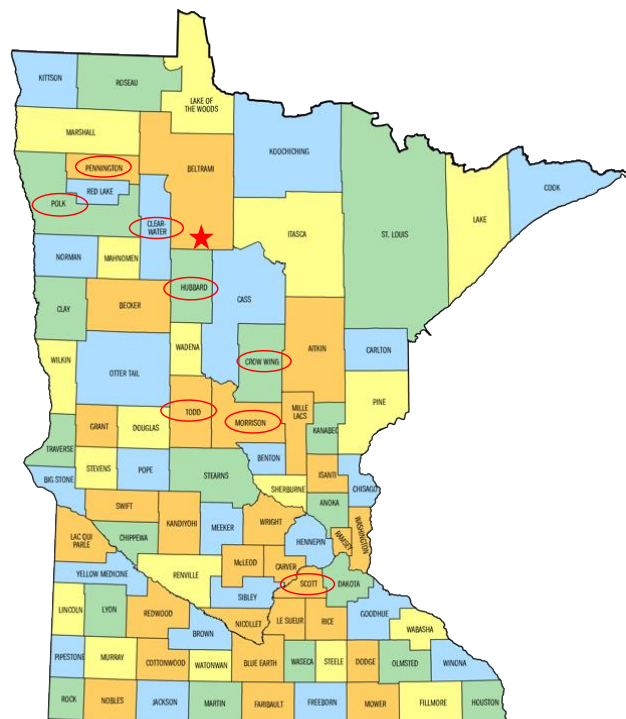
Since the pandemic, many court proceedings are now taking place virtually. This enhances safety and security by not having to physically transport as many inmates to court. The hardened and outdated infrastructure in the detention center and lack of appropriate spaces prevents the addition of remote/ video courtroom opportunities. There is a lack of data rooms, wire runs, and equipment storage which makes it difficult to install or expand any new technology to enhance officer safety or inmate programs and services.

The Minnesota Department of Corrections (MDOC) has, through increased regulations, decreased the number of beds the detention center can maintain even though the detention center population has continued to increase. This needs assessment shows that within the next 30 years, the need for inmate beds will nearly double from today's capacity.

Due to excessive numbers of inmates in the custody and care of Beltrami County that exceed their capacity and ability to house in the Detention Center, many inmates must be housed in other jurisdictions at an average cost of \$55 per inmate per day. Since the first of April 2022 the detention center has averaged housing 100 inmates in the detention center each day and have boarded an average of 41 inmates in other counties daily. This totals an expense of \$2,200 each day, not including staff time and transportation costs of fuel and vehicle wear and tear. Armed bailiffs are currently used to transport inmates to be housed in other jurisdictions which takes them away from their regular duties. In April 2022, 44 Beltrami-responsible inmates were housed out of County. Twenty-one inmates were housed in Crow Wing County which is approximately a 200-mile roundtrip. There were 19 Beltrami-responsible inmates housed in Pennington County, which is an approximate 190-mile roundtrip. Three inmates were transported to Todd County and one inmate was transported to Morrison County, which are each 240-mile roundtrips.

Responsible inmates have been housed in counties closer to Beltrami in the past, such as Clearwater and Hubbard, and as far away as Scott County which is about a 450-mile roundtrip.

FIGURE 66. COUNTIES THAT BOARD BELTRAMI INMATES



PLANNING ALTERNATIVES

As detailed earlier in this report, the current number of projected bedspace needs for the Beltrami County Detention Center is 222 beds by the year 2032, 230 beds by 2042, and 239 beds by the year 2052. The current detention center has an inefficient, outdated design with failing infrastructure and has a total of 132 beds, and an operational capacity of 119 inmates. Several alternatives were developed to assist County officials in addressing these future needs.

Seven alternative options were developed for the future of the Beltrami County Detention Center. They include:

1. Maintain the Status Quo
2. Operate as a 36- Holding Facility
3. Renovate the Existing Detention Center
4. Expand the Detention Center
5. Build a New Detention Center
6. Build a Regional Detention Center
7. Close the Detention Center

Each of these alternatives were examined for their impact on the building and operations, the inmates and out of county boarding, staff resources, programming opportunities for the inmates, projected costing, and the advantages and disadvantages of the alternative.

Alternative 1: Maintain the Status Quo

This can also be called the “Do Nothing” alternative in that business will continue to proceed the same as it is today.

Building

With this alternative, no new beds will be added to the detention center, and the internal plumbing, electrical and HVAC systems will continue to be repaired as long as replacement parts are available. Maintenance costs for the aging detention center will also continue to increase annually as the mechanical/ electrical/ plumbing systems continue to age.

The inadequate booking area would remain which is operationally inefficient and can be unsafe for staff and inmates alike. Inmate holding cells would remain out of sight of the booking officers which is also unsafe and a great source of liability for the Sheriff and the County.

There is also the possibility that if additional bedspaces are constructed and the physical plant of the detention center is not improved, the MDOC could downgrade the rating of the detention center to a 36-hour holding facility. If this were to occur, it would increase the numbers of inmates that would be boarded in other counties and the associated costs dramatically.

Inmates and Out of County Boarding

No additional housing capacity would be a part of this alternative.

From April to June 2022, approximately 41 inmates were housed in other counties daily at a cost of \$55 per day. By the year 2032 there will be approximately 122 inmates housed out of county each day on average. Looking towards the 2052 projections there will be an increased number of inmates that must be housed-out if there is no increase in detention center capacity. The table below shows the number of estimated inmates that will be housed in other jurisdictions in the next 10, 20, and 30 years. The daily housing rate, which is \$55 currently, has been escalated 3% each year for inflation. By these estimates Beltrami County could be paying other jurisdictions nearly \$3.3 million in 2032, more than \$4.7 million in 2042, and more than \$6.3 million in 2052.

TABLE 11. OUT OF COUNTY BOARDING COSTS

Year	Out of County Inmates	Daily Rate	Daily Cost	Annual Cost
2032	122	\$ 73.92	\$ 9,018.24	\$ 3,291,657.60
2042	130	\$ 99.34	\$ 12,914.20	\$ 4,713,683.00
2052	139	\$ 125.84	\$ 17,491.76	\$ 6,384,492.40

Again, these figures do not consider officer time, fuel, or vehicle wear and tear for round-trip transports that may approach 200 miles each. It does, however, assume there will be capacity in the surrounding counties to board all these inmates. To accomplish this the number of counties used by Beltrami County to board inmates may need to increase.

Staff Resources

The number of staff needed for operating the detention center should remain the same as today as the inmate capacity would not be increased. However, an increase in the number of inmates that would be

housed out of county may require an increase in the number of transport officers, transport vehicles, and travel distances which would all result in higher costs annually. When housing inmates out of county, the arresting jurisdiction is typically responsible for transports to court appearances and any outside medical appointments, further increasing the need for additional transport officers and vehicles. This is further compounded when inmates are housed in multiple jurisdictions. A determination would need to be made whether the practice of using bailiffs to transport inmates remains, or if a dedicated team of transportation officers must be identified and trained.

Programs

The lack of sufficient program space for inmate education and activities would not be addressed in this alternative.

By housing inmates out of county, Beltrami loses the ability to provide targeted programs to inmates from the local community, or any programming for that matter. Inmates would be further removed from their families, friends, and local resources when housed several counties away from their homes. This can be even more detrimental to their chances of a successful reentry into their community and could increase their chances of reoffending.

Costing

This costing table lists the detention center expenditures for the last completed year (2021) by category. The inmate population and bedspace needs were projected for the next 10, 20, and 30 years, and the estimated annual costs were projected for these same horizons. Given the current economic environment, these initial costs were initially escalated by 10%, and then by 3.25% annually for the next 30 years.

For the second quarter of 2022 the detention center has been boarding an average of 41 inmates each day (total) in as many as five other jurisdictions. Two of these jurisdictions are approximately 200 miles roundtrip. Looking to the future, may more jurisdictions will be required to board Beltrami County inmates. An assumption was made that an average of 10 inmates will be housed in each jurisdiction. One 15-passenger vehicle will be needed for every 30 inmates, or one vehicle for every 3 jurisdictions. The vehicles were priced at \$80,000 in today's dollars, and fuel and maintenance costs were estimated to be \$250,000 annually per vehicle due to the high mileage that will be incurred. Two- and one-half transportation officers were calculated per vehicle to add a relief factor for the times staff are on vacation, sick, in training, etc. and is in addition to the Correctional Officers operating the detention center.

For the Status Quo alternative there will be an estimated 40 full time equivalent (FTE) Correctional Officers needed to operate the detention center. There will be a need for 4 transportation vehicles and 10 transportation officers in 2032, 5 vehicles and 12.5 transportation officers in 2042, and 6 transportation vehicles and 15 transportation officers in 2052.

TABLE 12. STATUS QUO ALTERNATIVE COSTING

Status Quo	2021	2032	2042	2052
Personnel	\$3,544,221	\$4,880,018	\$6,719,269	\$9,251,723
Support/ Operations	\$311,959	\$472,488	\$650,566	\$895,761
Food	\$267,941	\$405,819	\$558,770	\$769,367
Medical	\$84,257	\$127,614	\$175,711	\$241,936
Building Services	\$277,528	\$576,234	\$793,413	\$1,092,446
<hr/>				
Inmates Boarded-Out Daily		122	130	139
Boarding of Inmates	\$803,000	\$3,372,221	\$4,947,663	\$7,284,037
<hr/>				
Inmate Transportation				
Staff	\$731,868	\$1,220,004	\$2,099,771	\$3,469,396
Vehicles		\$440,606	\$758,335	\$1,252,977
Fuel & Maint	\$18,190	\$1,376,894	\$2,369,797	\$3,915,553
Transportation Totals:	\$750,058	\$3,037,505	\$5,227,904	\$8,637,925
<hr/>				
Estimated Annual Costs	\$6,038,964	\$12,871,899	\$19,073,296	\$28,173,196

Alternative 1 Advantages

- Capital construction costs for expanding or replacing the detention center would be avoided

Alternative 1 Disadvantages

- Safety concerns for staff and inmates will not be addressed, leading to increased liability
- The growing inmate population must be transported to other jurisdictions, leading to the need for additional transportation staff and vehicles
- The costs for housing out inmates will continue to increase
- A greater amount of local tax dollars will be spent out of county
- Infrastructure systems will become more expensive to maintain
- The need for training space for staff and program space for inmates would not be addressed
- There would be no ability to control the amount and types of programming offered to the inmate population when housed out of county
- More inmates would be housed away from their families and local community
- The Minnesota DOC may downgrade the detention center certification if current deficiencies are not addressed

Alternative 2: Operate as a 36-Hour Holding Facility

This alternative assumes that either through MDOC action, or by a policy decision of Beltrami County, the detention center begins to house the majority of their responsible inmates in other jurisdictions.

The current facility would continue to be used for processing new arrestees into the system and hold them up to 36 hours to see if they will be able to post bond. Anyone held beyond 36 hours would then be transported to another county's detention center that Beltrami has contracted with to house their inmate population.

Building

The booking area in the current detention center is inadequate in terms of workspace, inmate searches and waiting areas, and inmate holding spaces. These areas would need to be remodeled and expanded to enable staff to safely process inmates in and out of the facility. A larger vehicle sallyport would benefit the transporting officers as well as the receiving officers in the detention center. The current vehicle sallyport is small, often requiring officers and arrestees to navigate around each other to get into or out of the detention center facility.

A sample space program for a vehicle sallyport and booking area is provided in Table 13. This would need to be refined in future planning phases but represents the approximate space that would be required for the booking center of a 36-hour holding facility in Beltrami County. A 1,100 square foot, 2-vehicle sallyport should be sized to accommodate an emergency vehicle, such as an ambulance. Approximately 3,700 square feet may be needed for a booking center with secure holding, as well as open seating, screening, fingerprints, and other intake and release functions.

Given the reduced overall capacity of a 36-hour holding facility, there should be ample space that can be remodeled into a functional and efficient booking center.

TABLE 13. SAMPLE SPACE PROGRAM FOR BOOKING CENTER

Jail Sallyport / Booking / Holding	SF Standard	Qty	Total SF
Vehicle Sallyport	1,000	1	1,000
Subtotal: Sallyport			1,000
Circ/Mech/Elec/Struct	10%		100
Total: Sallyport Gross SF			1,100
Receiving			
Security Vestibule	100	1	100
Decontamination Room	80	1	80
Law Enforcement Work Station	60	1	60
Search Station	48	1	48
Intoxilyzer Room	80	1	80
Inmate Processing/ Booking			
Search Bay	45	1	45
Open Seating	15	4	60
Single Holding Room	60	4	240
Single Holding Room (ADA)	80	1	80
Group Holding Room	100	1	100
Safety Room	50	1	50
Booking Desk	180	1	180
Work / Copy / Print / Office Supplies / Mail	140	1	140
Temporary Evidence Drop Lockers	80	1	80
Live Scan (Finger Print) Room /Photo Alcove	60	1	60
Medical Screening	110	1	110
Dress In/Out Room	80	2	160
Linens Storage	80	1	80
Detainee Clothing / Supplies	100	1	100
Jail Property Storage Room	1.5	240	360
General Storage	120	1	120
Secured Interview Room	60	1	60
Supervisor Office	100	1	100
Officer's Restroom	55	2	110
Janitor Closet	40	1	40
Subtotal: Jail Booking /Holding			2,643
Circ/Mech/Elec/Struct	40%		1,057.2
Total: Jail Booking / Holding Gross SF			3,700

Even though the total occupancy would be greatly reduced, the mechanical/ electrical/ plumbing system will continue to age, and the maintenance costs will continue to increase.

Under this alternative entire housing units will be vacated and no longer needed for inmates. These spaces could potentially be remodeled for other uses. However, this type of construction would be costly to renovate for other uses.

Inmates and Out of County Boarding

No additional housing capacity would be a part of this alternative. The detention center would actually have a surplus of inmate beds. The historical inmate length of stay data was analyzed to determine bedspace needs for this alternative.

An assumption was made that for the first four hours of an arrestee's stay in the Beltrami County Detention center would be spent in the booking/holding area to determine if they would be able to post bond. If the arrestee had not posted bond after 4 hours, they would be moved to a housing unit for up to 36 hours.

According to our projection scenarios the total number of beds that would be required to house this smaller group of inmates (between 4 and 36 hours) is shown in Table 14 for a 10-year, 20-year, and 30-year horizon.

TABLE 14. 36-HOUR BEDSPACE NEEDS

Year	In-House ADP	Peak & Class	Bed Need
2032	10.0	3.0	13.0
2042	15.0	4.5	19.5
2052	20.0	6.0	26.0

All inmates housed over 36 hours would be transported to a detention center in another jurisdiction. The number of inmates that would be housed out, as well as the out of county boarding costs, is reflected in Table 15.

TABLE 15. 36-HOUR HOLDING CAPACITY AND OUT OF COUNTY BOARDING COSTS

Year	Out of County Inmates	Daily Rate	Daily Cost	Annual Cost
2032	202	\$ 74	\$ 14,932	\$ 5,450,122
2042	210	\$ 99	\$ 20,861	\$ 7,614,411
2052	219	\$ 126	\$ 27,559	\$ 10,059,020

As with Alternative 1, these figures do not consider officer time, fuel, or vehicle wear and tear for round-trip transports that may be in excess of 200 miles each. It also assumes there will be capacity in the surrounding counties to board these inmates.

Staff Resources

The number of staff needed for operating the detention center should be reduced as the detention center would be housing fewer inmates. However, a large increase in the number of inmates that would be housed out of county would require an increase in the number of transport officers, transport vehicles, and travel distances which would all result in higher costs annually. A dedicated team of transportation officers may be necessary rather than continuing the practice of using armed bailiffs for transporting inmates.

Programs

Traditional program spaces for inmate education and activities would not be as great in this alternative. However, it would be advisable to identify some spaces for community resource providers to assess the needs of the inmate population and connect them with local programs and services.

By housing inmates out of county, Beltrami loses the ability to provide targeted programs to inmates from the local community, or any programming for that matter. Inmates would be further removed from their families, friends, and local resources when housed several counties away from their homes. This can be even more detrimental to their chances of a successful reentry into their community and could increase their chances of reoffending.

Costing

This costing table lists the detention center expenditures for the last completed year (2021) by category. The inmate population and bedspace needs were projected for the next 10, 20, and 30 years, and the estimated annual costs were projected for these same horizons. Given the current economic environment,

these initial costs were initially escalated by 10%, and then by 3.25% annually for the next 30 years.

For the second quarter of 2022 the detention center has been boarding an average of 41 inmates each day (total) in as many as five other jurisdictions. Two of these jurisdictions are approximately 200 miles roundtrip. Looking to the future, may more jurisdictions will be required to board Beltrami County inmates. An assumption was made that an average of 10 inmates will be housed in each jurisdiction. One 15-passenger vehicle will be needed for every 30 inmates, or one vehicle for every 3 jurisdictions. The vehicles were priced at \$80,000 in today's dollars, and fuel and maintenance costs were estimated to be \$250,000 annually per vehicle due to the high mileage that will be incurred. Two- and one-half transportation officers were calculated per vehicle to add a relief factor for the times staff are on vacation, sick, in training, etc. and is in addition to the Correctional Officers operating the detention center.

For the 36-Hour Holding alternative there will be an estimated 17 full time equivalent (FTE) Correctional Officers needed to operate the detention center. There will be a need for 7 transportation vehicles and 17.5 transportation officers in 2032 and in 2042, and 8 transportation vehicles and 20 transportation officers in 2052.

Building Services, such as gas and other utility services, have been reduced due to a reduction of inmates housed.

The renovation and expansion of the booking and vehicle sallyport spaces is projected to cost approximately \$2,087,250 and would be paid off in approximately 5 years.

TABLE 16. 36-HOUR HOLDING ALTERNATIVE COSTING

36-Hour Holding Facility	2021	2025	2032	2042	2052
Personnel	\$3,544,221		\$2,024,344	\$2,720,549	\$3,656,190
Support/ Operations	\$311,959		\$8,707	\$11,989	\$16,507
Food	\$267,941		\$60,644	\$125,250	\$229,942
Medical	\$84,257		\$19,099	\$39,446	\$72,417
Building Services	\$277,528		\$400,537	\$551,497	\$759,352
Inmates Boarded-Out Daily			202	210	219
Boarding of Inmates	\$803,000		\$5,583,513	\$7,992,379	\$11,476,289
Inmate Transportation					
Staff	\$731,868		\$2,083,883.5	\$2,800,565.1	\$4,301,400.4
Vehicles			\$771,061	\$1,061,669	\$1,670,636
Fuel & Maint	\$18,190		\$2,409,565	\$3,317,716	\$5,220,737
Transportation Totals:	\$750,058		\$5,264,509	\$7,179,951	\$11,192,773
Renovate Booking - 3,700SF	\$350	\$1,295,000			
Expand Vehicle Sallyport - 800SF	\$650	\$520,000			
Soft Costs	15%	\$272,250			
Estimated Project Cost:		\$2,087,250	pay off in approx. 5 years		
Estimated Annual Costs	\$6,038,964		\$15,176,353	\$18,621,060	\$27,403,471

Alternative 2 Advantages

- Capital construction costs for expanding or replacing the detention center would be avoided
- Fewer inmates would be housed which would reduce the burden on the current infrastructure systems
- Housing fewer inmates would free existing space to expand and remodel the booking area
- Fewer detention officers would be needed for a holding facility rather than a full-service detention center

Alternative 2 Disadvantages

- The majority of the inmate population must be transported to other jurisdictions, leading to the need for additional transportation staff and vehicles
- The costs for housing out inmates will continue to increase
- A greater amount of local tax dollars will be spent out of county
- Even with the reduced burden, the infrastructure systems will remain expensive to maintain
- The need for training space for staff and program space for inmates would not be addressed
- There would be no ability to control the amount and types of programming offered to the inmate population when housed out of county
- More inmates would be housed away from their families and local community

Alternative 3: Renovate the Existing Detention Center

Many of the core systems and spaces would be renovated and upgraded in Alternative 3. No additional bedspaces would be constructed.

Building

As discussed previously, plumbing deterioration has been an ongoing problem in the detention center, an inadequate potable water system, original air handlers, and fire suppression systems are just some of the infrastructure issues that need to be addressed if detention center operations are to continue in the present location. Due to the type of construction and layout, remodeling areas inside the detention center will be difficult and costly.

The booking area is the component space in greatest need of remodel and expansion. As discussed previously, this area is inadequate and presents high levels of safety and liability exposure. By remodeling and expanding this space, there will be a loss of some other spaces. Ideally, the booking area would be on the same level as the vehicular sallyport. This could mean the loss, or relocation, of an 8-bed dormitory, staff offices, and potentially some property storage.

If booking were to remain on the 2nd floor, more potential spaces may be available. However, this could mean the loss, or relocation, of dormitory housing, the current medical office, and supply/ property storage spaces. Either option for remodeling/ expanding the booking space may result in a loss of bedspaces.

The multiple locations for medical services should be combined into one area.

A true central control room should be created and equipped to control the circulation and access safely and efficiently to all areas of the detention center. As an integral part of a detention center's safety and security system, central control should have the ability to assume control of any other control rooms in the event of an emergency.

There is a space in the basement used for staff training, but it is an unfinished space that is also used for material storage. There should be a space dedicated, and properly equipped, for staff training.

Inmates and Out of County Boarding

No additional housing capacity would be a part of this alternative. Some of the remodeling efforts for critical areas such as booking could result in the loss of some bedspace, thereby reducing the capacity of the detention center.

The table below shows the number of estimated inmates that will be housed in other jurisdictions in the next 10, 20, and 30 years. The daily housing rate, which is \$55 currently, has been escalated 3% each year for inflation. By these estimates Beltrami County could be paying other jurisdictions more than \$3.5 million in 2032, just over \$5.0 million in 2042, and more than \$6.7 million in 2052.

These figures do not consider officer time, fuel, or vehicle wear and tear for round-trip transports that may approach 200 miles each. It does, however, assume there will be capacity in the surrounding counties to board all these inmates. To accomplish this the number of counties used by Beltrami County to board inmates may need to increase.

TABLE 17. OUT OF COUNTY BOARDING COSTS

Year	Out of County Inmates	Daily Rate	Daily Cost	Annual Cost
2032	130	\$ 74	\$ 9,610	\$ 3,507,504
2042	138	\$ 99	\$ 13,709	\$ 5,003,756
2052	147	\$ 126	\$ 18,498	\$ 6,751,945

Staff Resources

The number of staff needed for operating the detention center should remain the same as today because inmate capacity would not be increased. However, an increase in the number of inmates that would be housed out of county may require an increase in the number of transport officers, transport vehicles, and travel distances which would all result in higher costs annually. A determination would need to be made whether the practice of using bailiffs to transport inmates remains, or if a dedicated team of transportation officers must be identified and trained.

Programs

There may be some opportunity to remodel areas to provide program space for inmate education. However, there does not seem to be much space available in the current detention center. The basement level could provide some opportunity, but this would not be an ideal location due to the need to move inmates to the basement level with poor sightlines and staff intensity to provide adequate safety and supervision.

By housing inmates out of county, Beltrami loses the ability to provide targeted programs to inmates from the local community, or any programming for that matter. Inmates would be further removed from their families, friends, and local resources when housed several counties away from their homes. This can be even more detrimental to their chances of a successful reentry into their community and could increase their chances of reoffending.

Costing

This costing table lists the detention center expenditures for the last completed year (2021) by category. The inmate population and bedspace needs were projected for the next 10, 20, and 30 years, and the estimated annual costs were projected for these same horizons. Given the current economic environment, these initial costs were initially escalated by 10%, and then by 3.25% annually for the next 30 years.

For the second quarter of 2022 the detention center has been boarding an average of 41 inmates each day (total) in as many as five other jurisdictions. Two of these jurisdictions are approximately 200 miles roundtrip. Looking to the future, may more jurisdictions will be required to board Beltrami County inmates. An assumption was made that an average of 10 inmates will be housed in each jurisdiction. One 15-passenger vehicle will be needed for every 30 inmates, or one vehicle for every 3 jurisdictions. The vehicles were priced at \$80,000 in today's dollars, and fuel and maintenance costs were estimated to be \$250,000 annually per vehicle due to the high mileage that will be incurred. Two- and one-half transportation officers were calculated per vehicle to add a relief factor for the times staff are on vacation, sick, in training, etc. and is in addition to the Correctional Officers operating the detention center.

For the Renovation alternative there will be an estimated 40 full time equivalent (FTE) Correctional Officers needed to operate the detention center. There will be a need for 5 transportation vehicles and

12.5 transportation officers in each of the time horizons.

The renovation and expansion of the booking and vehicle sallyport spaces is projected to cost approximately \$2,328,750 and would be paid off in approximately 5 years.

TABLE 18. RENOVATE THE DETENTION CENTER ALTERNATIVE COSTING

Renovate the Detention Center	2021	2025	2032	2042	2052
Personnel	\$3,544,221		\$4,880,044	\$6,719,305	\$9,251,772
Support/ Operations	\$311,959		\$472,488	\$650,566	\$895,761
Food	\$267,941		\$559,790	\$770,772	\$1,061,271
Medical	\$84,257		\$176,298	\$242,743	\$334,232
Building Services	\$277,528		\$662,669	\$912,425	\$1,256,313
Inmates Boarded-Out Daily			130	138	147
Boarding of Inmates	\$803,000		\$3,593,350	\$5,252,135	\$7,703,263
Inmate Transportation					
Staff	\$731,868		\$1,525,014	\$2,099,783	\$2,891,179
Vehicles			\$550,758	\$758,335	\$1,044,147
Fuel & Maint	\$18,190		\$1,721,118	\$2,369,797	\$3,262,961
Transportation Totals:	\$750,058		\$3,796,889	\$5,227,915	\$7,198,287
Renovate Booking - 3,700SF	\$350	\$1,295,000			
Renovate for Programs - 600SF	\$350	\$210,000			
Expand Vehicle Sallyport - 800SF	\$650	\$520,000			
Soft Costs	15%	\$303,750			
Estimated Project Cost:		\$2,328,750 pay off in approx. 5 years			
Estimated Annual Costs	\$6,038,964		\$16,166,528	\$19,775,861	\$27,700,898

Alternative 3 Advantages

- Safety concerns for staff and inmates would be addressed, reducing potential liability
- The need for training space for staff and program space for inmates would be addressed

Alternative 3 Disadvantages

- An increased number of inmates would be transported to other jurisdictions, leading to the need for additional transportation staff and vehicles
- Remodeling the areas of greatest need will likely reduce the inmate housing capacity
- The costs for housing out inmates will continue to increase
- A greater amount of local tax dollars will be spent out of county
- Remodeling the detention center, including the infrastructure systems, will be costly and will have limitations due to the existing footprint
- There would be no ability to control the amount and types of programming offered to the inmate population when housed out of county
- More inmates would be housed away from their families and local community

Alternative 4: Expand the Detention Center

This alternative would expand the capacity of the existing detention center, potentially in phases, to the 2052 projected bedspace need.

Building and Bedspaces

The detention center is located on the corner of Minnesota Ave NW and 7th Street NW in Bemidji, MN. It is attached to a Minnesota Department of Corrections office and sits next to the Beltrami County Judicial Center. The Sheriff’s Office and County Administration buildings are across the street from the detention center. There are no open parcels of land adjacent to the detention center. There is surface parking across the street next to the Sheriff’s Office and in front of County Administration.



The total number of available beds today is 132, although the operational capacity is 119. To plan for the next 30 years, space would need to be available for a total of 239 beds, or 107 more beds than are available today.

An expansion of the detention center would also necessitate the costly remodel and renovation of the core systems and spaces as described in Alternative 3. By expanding areas such as booking, health care, programs, and others there may be a loss of some existing beds that would have to be included in a facility expansion.

TABLE 19. CURRENT AND PROJECTED BEDSPACE NEEDS

2022 Capacity	Total Bed Need		
	2032	2042	2052
132	222	230	239

There is no available space in the existing detention center to add this number of beds. All floors and levels of the detention center are cramped, and while some spaces may be rearranged to gain efficiencies it would not be possible to increase the bedspace capacity to 239.

One option for expansion would be to build additional housing units in the current surface parking across the street from the detention center. This space should accommodate a multi-level structure that would handle the additional projected bedspaces. Some of the spaces in the existing detention center could be remodeled for programs and essential services while additional program space could be added with new housing units across the street. A secure bridge, or tunnel, could be constructed to connect the buildings.

Staff Resources

The number of staff needed for operating an expanded detention center would increase along with the additional housing units and bedspaces. However, this alternative should eliminate the need to house inmates out of county other than special circumstances. This would also reduce the number of transport officers, transport vehicles, and travel distances associated with housing inmates in other jurisdictions.

Programs

This alternative would provide one of the better options for expanding the amount of spaces for inmate programs. There would be opportunities to remodel some of the existing areas as well as building new spaces that could be flexible enough for educational, therapeutic, recreational, and vocational activities which would increase the chances of a successful reentry into the community and decrease their chances of reoffending.

Costing

This costing table lists the detention center expenditures for the last completed year (2021) by category. The inmate population and bedspace needs were projected for the next 10, 20, and 30 years, and the estimated annual costs were projected for these same horizons. Given the current economic environment, these initial costs were initially escalated by 10%, and then by 3.25% annually for the next 30 years.

For the second quarter of 2022 the detention center has been boarding an average of 41 inmates each day (total) in as many as five other jurisdictions. In this option the detention center would be expanded to have the capacity to house all Beltrami County inmates and eliminate the need for regularly boarding inmates in other jurisdictions.

For the expansion alternative there will be an estimated 60 full time equivalent (FTE) Correctional Officers needed to operate the detention center. There will be a need for 5 transportation vehicles and 12.5 transportation officers in each of the time horizons.

Building Services, such as gas and other utility services, have been increased due to the addition of square footage and inmates housed.

The renovation and expansion of the booking and vehicle sallyport spaces, along with the construction of new spaces and land acquisition, is projected to cost approximately \$29,502,250. The debt repayment schedule would be approximately \$2,500,00 a year for 25 years.

TABLE 20. EXPAND THE DETENTION CENTER ALTERNATIVE COSTING

Expand the Detention Center	2021	2025	2032	2042	2052																																																
Personnel	\$3,544,221		\$7,320,066	\$10,078,957	\$13,877,658																																																
Support/ Operations	\$311,959		\$747,672	\$1,029,465	\$1,417,464																																																
Food	\$267,941		\$941,465	\$1,343,012	\$1,921,544																																																
Medical	\$84,257		\$296,500	\$422,961	\$605,162																																																
Building Services	\$277,528		\$633,857	\$872,755	\$1,201,691																																																
In-house Beds			222	230	239																																																
Inmates Boarded-Out Daily			0	0	0																																																
Boarding of Inmates	\$803,000		\$0	\$0	\$0																																																
Inmate Transportation			\$0	\$0	\$0																																																
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Debt Repayment: approx \$2.5m/ yr for 25 years			\$2,500,000	\$2,500,000																																																	
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Alternative 4 Advantages

- Additional capacity will greatly reduce the number of inmates that would be housed out of county, which would reduce the required amount of transportation staff and equipment
- Safety concerns for staff and inmates would be addressed, reducing potential liability
- The need for training space for staff and program space for inmates would be addressed
- More local tax dollars would stay in Beltrami County

Alternative 4 Disadvantages

- Capital costs would be expensive
- An expansion would likely have to be constructed across the street from the current detention center, creating operational challenges due to multiple buildings and additional staff requirements
- Expanding/remodeling the detention center, including the infrastructure systems, will be costly and will have limitations due to tying into an existing system

Alternative 5: Build a New Detention Center

This alternative considers vacating the current detention center and building a new facility. A potential site for a new facility is unknown at this time.

Building and Bedspaces

The construction of a new detention center would afford the County the opportunity to purposely plan for the projected number of inmates, the types of inmates that would be housed and required services based upon their risks and needs, the desired operational philosophy, the desired housing unit sizes and configurations, and have program spaces that meets the cultural needs of all inmates. In short, the County can ensure that the detention center reflects the values of the community.

The projected bedspace need in the next 10 years is 222. A new detention center could be built all at once, or in phases, or build to the 10-year need and shell space for future housing.

TABLE 21. PROJECTED BEDSPACE NEEDS

Total Bed Need		
2032	2042	2052
222	230	239

If the County decides to build a new detention center in phases, it is recommended to build the core spaces and systems (kitchen, laundry, MEP, etc.) for the full buildout capacity as they are more difficult and expensive to expand than housing and program space.

The size (square footage) and cost of a new detention center will be dependent on several factors. Some are driven by the operational philosophy of the detention center. A detention center that is focused strictly on incapacitation, just keeping bad people off the streets with little to no access to programs, will require less square footage. However, a detention center that is focused on therapeutic services, programming, and reentry will require more square footage.

During the initial meetings and interviews conducted for the needs assessment, a new unanimous desire was expressed for program and service opportunities to address the need for educational, mental illness and substance abuse, and cultural-specific programming for the inmates housed.

Detention centers that provide this level of program and services will often be sized between 375 and 400 square feet per bed.

TABLE 22. ESTIMATE SQUARE FOOTAGE NEEDS

Year	Bedspace Needs	Approx. Square Feet	
		375 per Bed	400 per Bed
2032	222	83,250	88,800
2042	230	86,250	92,000
2052	239	89,625	95,600

Staff Resources

The number of staff needed for operating a new detention center would depend upon the operational philosophy along with the number and sizes of the housing units. This alternative should eliminate the need to house inmates out of county other than special circumstances, and would also reduce the number of transport officers, transport vehicles, and travel distances associated with housing inmates in other jurisdictions.

Programs

This alternative would provide the ability for the County to provide an adequate number of spaces for inmate programs that could be flexible enough for educational, therapeutic, recreational, and vocational activities which would increase the chances of a successful reentry into the community and decrease their chances of reoffending.

Costing

This costing table lists the detention center expenditures for the last completed year (2021) by category. The inmate population and bedspace needs were projected for the next 10, 20, and 30 years, and the estimated annual costs were projected for these same horizons. Given the current economic environment, these initial costs were initially escalated by 10%, and then by 3.25% annually for the next 30 years.

For the second quarter of 2022 the detention center has been boarding an average of 41 inmates each day (total) in as many as five other jurisdictions. In this option a new detention center would have the capacity to house all Beltrami County inmates and eliminate the need for regularly boarding inmates in other jurisdictions.

For the build new alternative there would be 240 inmate bedspaces with proper processing, service, staff and inmate spaces that will require an estimated 60 full time equivalent (FTE) Correctional Officers to operate the detention center.

Building Services, such as gas and other utility services, are based upon a recently constructed detention center nearby.

The renovation and expansion of the booking and vehicle sallyport spaces, along with the construction of new spaces and land acquisition, is projected to cost approximately \$74,760,000. The debt repayment schedule would be approximately \$5,000,00 a year for 25 years.

TABLE 23. BUILD A NEW DETENTION CENTER ALTERNATIVE COSTING

Build a New Detention Center	2021	2025	2032	2042	2052
Personnel	\$3,544,221		\$7,320,066	\$10,078,957	\$13,877,658
Support/ Operations	\$311,959		\$747,672	\$1,029,465	\$1,417,464
Food	\$267,941		\$941,465	\$1,343,012	\$1,921,544
Medical	\$84,257		\$296,500	\$422,961	\$605,162
Building Services	\$277,528		\$576,234	\$793,413	\$1,092,446
In-house Beds			222	230	239
Inmates Boarded-Out Daily			0	0	0
Boarding of Inmates	\$803,000		\$0	\$0	\$0
Inmate Transportation			\$0	\$0	\$0
Inmate Transportation					
Staff	\$731,868				
Vehicles					
Fuel & Maint	\$18,190				
Transportation Totals:	\$750,058				
240 beds at 400 sf per bed - 96,00	\$650	\$62,400,000			
Soft Costs	15%	\$9,360,000			
Land		\$3,000,000			
Estimated Project Cost:		\$74,760,000			
Debt Repayment: approx \$5m/yr for 25 years			\$5,000,000	\$5,000,000	
Estimated Annual Costs	\$6,038,964		\$14,881,937	\$18,667,808	\$18,914,275

Alternative 5 Advantages

- A new facility will greatly reduce the number of inmates that would be housed out of county, which would reduce the required amount of transportation staff and equipment
- The design and operations would be tailored to the operational philosophy and address the specific health, safety, and cultural needs of the inmate population, including an assessment/ booking center
- The need for training space for staff and program space for inmates would be addressed
- More local tax dollars would stay in Beltrami County

Alternative 5 Disadvantages

- Capital costs would be expensive
- A new detention center would likely not be adjacent to the courthouse unless the current facility is demolished and a new one built on the same site

Alternative 6: Build a Regional Detention Center

One alternative that has been discussed is to build a regional detention center, and this is the most difficult alternative to define at this point. A detailed needs assessment has been conducted for the Beltrami County inmate and bedspace needs for the next 30 years. A regional detention center would involve housing the inmates of at least one other jurisdiction. At this point no other jurisdiction has been identified to participate. Whether it would be one or several other jurisdictions, a similar process should be undertaken to determine the number of projected inmates and the resulting bedspace needs of those entities.

Organization

There are several different ways a “regional detention center” can be structured. One method is not truly a regional detention center. Some jurisdictions will over-build a number of beds greater than their initial need and will rent the additional beds to other jurisdictions (local, state, federal). The concept is to offset the cost of construction and operations until needed for their own inmate population. The danger with this model is risking a budget shortfall if the demand for the extra beds is not sustainable. Once your local inmate population begins to grow, it becomes difficult to turn away “paying customers” and reduce the amount of revenue coming in.

Another method is to contract with other jurisdictions that would “rent” a predetermined number of beds for a negotiated per diem, for a fixed period of time. Beltrami County would maintain “ownership” of the detention center and provide all staffing and operational costs.

A third method would be to create a regional detention center authority or board that would oversee the operations of the facility. Through contractual agreements, each participating jurisdiction would be responsible for funding a percentage of the construction and operational costs.

No matter the organizational structure, each participating jurisdiction should undergo a needs assessment to determine their projected inmate population and bed space needs prior to entering into such an agreement.

Costing

This costing table lists the detention center expenditures for the last completed year (2021) by category. The inmate population and bedspace needs were projected for the next 10, 20, and 30 years, and the estimated annual costs were projected for these same horizons. Given the current economic environment, these initial costs were initially escalated by 10%, and then by 3.25% annually for the next 30 years.

For the second quarter of 2022 the detention center has been boarding an average of 41 inmates each day (total) in as many as five other jurisdictions. In this option a regional detention center would be constructed with the capacity to house all Beltrami County inmates plus 60 additional beds and eliminate the need for regularly boarding inmates in other jurisdictions.

For the build new alternative there would be 300 inmate bedspaces with proper processing, service, staff and inmate spaces that will require an estimated 75 full time equivalent (FTE) Correctional Officers to operate the detention center.

Building Services, such as gas and other utility services, are based upon a recently constructed detention center nearby.

The renovation and expansion of the booking and vehicle sallyport spaces, along with the construction of new spaces and land acquisition, is projected to cost approximately \$93,200,000. The debt repayment schedule would be approximately \$6,000,00 a year for 25 years.

TABLE 24. BUILD A REGIONAL DETENTION CENTER ALTERNATIVE COSTING

Build a Regional Detention Center	2021	2025	2032	2042	2052
Personnel	\$3,544,221		\$9,150,082	\$12,598,696	\$17,347,073
Support/ Operations	\$311,959		\$747,672	\$1,029,465	\$1,417,464
Food	\$267,941		\$941,465	\$1,343,012	\$1,921,544
Medical	\$84,257		\$296,500	\$422,961	\$605,162
Building Services	\$277,528		\$633,857	\$872,755	\$1,201,691
In-house Beds			282	290	299
Inmates Boarded-Out Daily			0	0	0
Boarding of Inmates	\$803,000		\$0	\$0	\$0
Inmate Transportation			\$0	\$0	\$0
Inmate Transportation					
Staff	\$731,868				
Vehicles					
Fuel & Maint	\$18,190				
Transportation Totals:	\$750,058				
300 beds at 400 sf per bed - 120,000SF	\$650	\$78,000,000			
Soft Costs	15%	\$11,700,000			
Land		\$3,500,000			
Estimated Project Cost:		\$93,200,000			
Debt Repayment: approx \$6m/yr for 25 years			\$6,000,000	\$6,000,000	
Revenue from Boarding			-\$1,658,469	-\$2,283,537	-\$3,144,189
Estimated Annual Costs	\$6,038,964		\$16,111,108	\$19,983,352	\$19,348,745

Alternative 6 Advantages

- Capital and operating costs would be shared or offset by other jurisdictions
- Depending upon the organizational structuring, guaranteed revenue could be generated for a contracted period of time
- Greater numbers of inmates and resources may increase opportunities for the provision of relevant inmate programs

Alternative 6 Disadvantages

- A new site would likely be required which may not be adjacent to the courthouse
- There would be additional court transportation needs
- No current arrangements are in place with other jurisdictions for participation
- Studies would have to be conducted to determine the capacity needed for all participating jurisdictions
- There is not enough information at this point for a valid rating of this alternative

Alternative 7: Close the Detention Center

An extreme alternative would be to close the Beltrami County Detention Center altogether. The County may choose to operate a booking center in Bemidji to process new arrestees and if they are unable to post bond within a short period of time (4 hours typically) they would be transported to detention centers in other jurisdictions to be housed.

Building

A building would still be needed to book and process new arrestees. However, arrestees would be held for a matter of hours in holding cells rather than in housing units. Extensive remodeling of the existing booking area would need to occur with this alternative if the operations were to remain in the current location.

The County would need to have discussions on the remodel/ reuse of the existing housing units and other areas. If the existing building were to be repurposed, even as a stand-alone booking center, the aging infrastructure would still need to be addressed.

Inmates and Out of County Boarding

Housing capacity would be a part of this alternative. The only inmates (arrestees) held would be for 4 hours after booking.

All new bookings were examined dating back to 2016 to determine the average number of bookings per day and per hour, and to identify those with stays of 4 hours or less. This data was then applied to the forecast numbers to determine the holding capacity that will be required for the forecast horizons.

Pre-pandemic there was an average of about 8 bookings every 24 hours. And given the current and projected lengths of stay for Beltrami County inmates, the projected holding capacity for those that stay 4 hours or less is low and will remain steady for the next 30 years.

In 2030 the projected holding capacity for those held 4 hours or less is 13 and is expected to grow to 14 by the year 2052. The remaining projected inmate population would need to be transported to other detention centers for housing. In 2032 approximately 209 inmates would be housed out of county for an escalated cost of more than \$5.5 million. By 2052 this number will grow to 225 inmates for over \$10.3 million.

TABLE 25. OUT OF COUNTY BOARDING COSTS

Year	Holding Capacity	Out of County Inmates	Daily Rate	Daily Cost	Annual Cost
2032	13.0	209	\$ 74	\$ 15,449	\$ 5,638,987
2042	13.5	216	\$ 99	\$ 21,457	\$ 7,831,966
2052	14.0	225	\$ 126	\$ 28,314	\$ 10,334,610

Again, these figures do not consider officer time, fuel, or vehicle wear and tear for round-trip transports that may approach 200 miles each. It does, however, assume there will be capacity in the surrounding counties to board all these inmates. To accomplish this the number of counties used by Beltrami County to board inmates may need to increase.

Staff Resources

The number of staff needed for operating the booking center will be fewer than the total number of detention center staff today. However, these salary “savings” would likely be eclipsed by the additional number of transport officers, transport vehicles, and travel distances which would all result in higher costs annually. A determination would need to be made whether the practice of using bailiffs to transport inmates remains, or if a dedicated team of transportation officers must be identified and trained.

Programs

By housing inmates out of county, Beltrami loses the ability to provide targeted programs to inmates from the local community, or any programming for that matter. Inmates would be further removed from their families, friends, and local resources when housed several counties away from their homes. This can be even more detrimental to their chances of a successful reentry into their community and could increase their chances of reoffending.

Costing

This costing table lists the detention center expenditures for the last completed year (2021) by category. The inmate population and bedspace needs were projected for the next 10, 20, and 30 years, and the estimated annual costs were projected for these same horizons. Given the current economic environment, these initial costs were initially escalated by 10%, and then by 3.25% annually for the next 30 years.

For the second quarter of 2022 the detention center has been boarding an average of 41 inmates each day (total) in as many as five other jurisdictions. Two of these jurisdictions are approximately 200 miles roundtrip. Looking to the future, may more jurisdictions will be required to board Beltrami County inmates. An assumption was made that an average of 10 inmates will be housed in each jurisdiction. One 15-passenger vehicle will be needed for every 30 inmates, or one vehicle for every 3 jurisdictions. The vehicles were priced at \$80,000 in today’s dollars, and fuel and maintenance costs were estimated to be \$250,000 annually per vehicle due to the high mileage that will be incurred. Two- and one-half transportation officers were calculated per vehicle to add a relief factor for the times staff are on vacation, sick, in training, etc. and is in addition to the Correctional Officers operating the detention center.

For this alternative an estimated 12 full time equivalent (FTE) Correctional Officers to operate the booking center. There will be a need for 7 transportation vehicles and 17.5 transportation officers in 2032 and in 2042, and 8 transportation vehicles and 20 transportation officers in 2032.

Building Services, such as gas and other utility services, have been reduced due to a reduction of inmates housed.

The renovation and expansion of the booking spaces is projected to cost approximately \$1,489,250 and would be paid off in approximately 3 years.

TABLE 26. CLOSE THE DETENTION CENTER ALTERNATIVE COSTING

Close the Detention Center	2022	2025	2032	2042	2052
Personnel	\$3,544,221		\$1,464,013	\$2,015,791	\$2,775,532
Support/ Operations	\$311,959		\$8,707	\$11,989	\$16,507
Food	\$267,941		\$55,131	\$78,829	\$112,559
Medical	\$84,257		\$17,363	\$24,826	\$35,449
Building Services	\$277,528		\$400,537	\$551,497	\$759,352
In-house Beds			13.0	13.5	14.0
Inmates Boarded-Out Daily			209	216	225
Boarding of Inmates	\$803,000		\$5,777,001	\$8,220,732	\$11,790,708
Inmate Transportation					
Staff	\$731,868		\$2,135,019	\$2,939,696	\$4,625,886
Vehicles			\$771,061	\$1,061,669	\$1,670,636
Fuel & Maint	\$18,190		\$2,409,565	\$3,317,716	\$5,220,737
Transportation Totals:	\$750,058		\$5,315,645	\$7,319,081	\$11,517,259
Renovate Booking - 3,700SF	\$350	\$1,295,000			
Soft Costs	15%	\$194,250			
Estimated Project Cost:		\$1,489,250 pay off in approx. 3 years			
Estimated Annual Costs	\$6,038,964		\$13,038,396	\$18,222,745	\$27,007,366

Alternative 7 Advantages

- Capital construction costs for expanding or replacing the detention center would be avoided
- A small number of inmates would be held for a few hours instead of housed which would reduce the burden on the current infrastructure systems
- Fewer detention officers would be needed for a booking center rather than a full-service detention center

Alternative 7 Disadvantages

- Most of the inmate population must be transported to other jurisdictions, leading to the need for additional transportation staff and vehicles
- The costs for housing out inmates will continue to increase
- A greater amount of local tax dollars will be spent out of county
- Even with the reduced burden, the infrastructure systems will remain expensive to maintain
- There would be no ability to control the amount and types of programming offered to the inmate population
- Inmates would be housed away from their families and local community

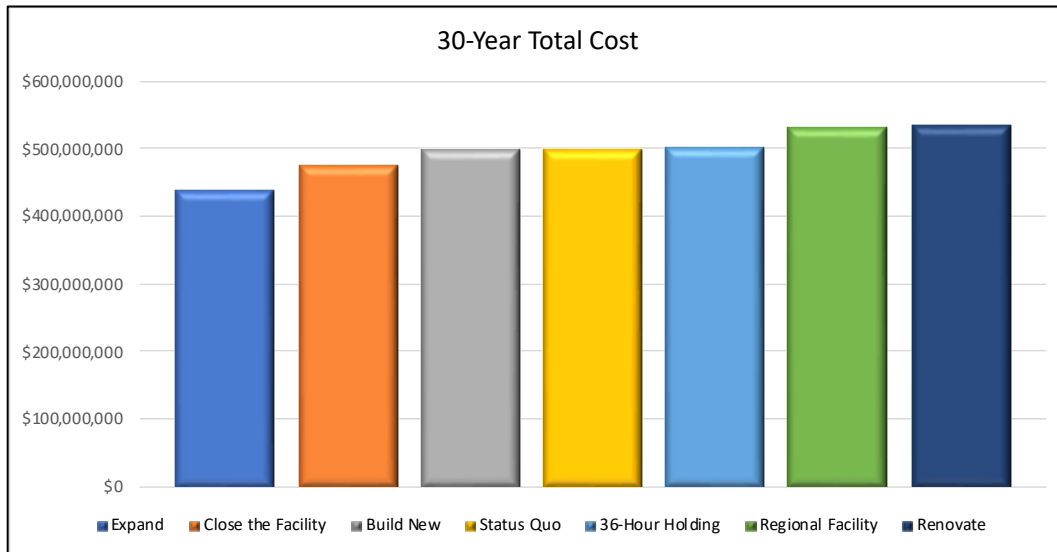
Alternatives Total Cost Summary

The costs for each of the alternatives were escalated and tallied for the next 30 years which was the total projection horizon for the needs assessment and feasibility study. This was to determine the “all in” cost of the estimated expenditures for each alternative and are shown in table xx.

TABLE 27. ALTERNATIVES 30-YEAR TOTAL COST

Alternative	30-Year Total Cost
Expand	\$439,063,318
Close the Facility	\$474,957,234
Build New	\$499,661,759
Status Quo	\$501,238,381
36-Hour Holding	\$504,165,498
Regional Facility	\$532,380,787
Renovate	\$535,629,785

FIGURE 67. ALTERNATIVES 30-YEAR TOTAL COST



The least expensive alternative considered is the expansion of the detention center which would eliminate the boarding of inmates in other jurisdictions while the most expensive alternative over the next 30 years would be to renovate the building without adding any bed capacity.

Two of the three least expensive alternatives (expand and build new) would eliminate the mass boarding of Beltrami County inmates in other jurisdictions, thereby maintaining control of the inmate population and programming opportunities and keeping millions of dollars of funding in the county rather than spending tax revenues in other jurisdictions.

