

# **Skagit County, Washington**

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## **Community Justice Center Master Plan 2008 Update**

**March 20, 2009**

**Prepared for:  
Facilities Committee  
of the  
Law & Justice Council**



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### Recidivism, Risk and Prevention

#### 2005 Findings

1. Research documents the importance of risk factors in the origin of criminal behavior. Although all are present in Skagit County, as in all communities, the most significant appear to be the availability of drugs, lack of a stable living environment, poverty, and family instability.
2. It is clear that there is a high degree of recidivism within the jail population (more than two-thirds within 3 years). This will continue without some form of addressing the issues which have led to the criminal behavior. It is also clear that there is a tremendous social cost to the community both in direct costs of processing this person through the justice system and the social costs of crime.
3. As Skagit County considers how to address these issues, it may be useful to think about criminal behavior in much the same way that drug and alcohol treatment providers think about potential to relapse. If we "treat" the criminal behavior by what occurs as a part of a court imposed sanction, then to prevent recidivism, there must be a strategy to prevent relapse.

#### 2008 Findings

4. Skagit County had begun to develop a continuum of sanctions which included facility and community based alternatives when the 2005 master plan was done. This effort has continued and accelerated with the addition of in-facility substance abuse and mental health programming, drug, court and family courts, and transition planning. These efforts are key in moving toward project goals of reducing recidivism.

### County Population Trends

#### 2005 Findings

1. Skagit County has grown consistently, and growth is projected to continue. At present, the County is becoming a "bedroom" community for those who work in Everett as well as those who commute to the NAS facilities on Whidby Island. In the 2005 annual Law and Justice Council retreat, participants indicated that they believe it is not a question of if the County will reach a population of 200,000 but when. There was consensus that the high range projections appear at this time to be the most likely, given current growth within the County.
2. Much of the growth which is occurring in the County will occur within the municipalities.
3. Regional trends and events have an impact on the County. In 2010, the winter Olympics will be held in Vancouver. While the events themselves will have an impact on Skagit County, it is also possible that the development of the venues will have an earlier impact.
4. The population as a whole is aging; this has the potential to impact the jail population in several ways. There is some evidence that nationally the jail population is aging along with the population at large. As jail inmates age, they are likely to experience a number of serious health problems related to lifestyle choices.
5. Within the County, there is a significant economic divide between upriver and other portions of the County.
6. On average, unemployment is about one percent higher in Skagit County than Washington State. Given the potential relationships between economics and criminality, this may have an adverse impact on the County.

#### 2008 Findings

7. Findings of the 2005 master plan have not changed.
8. The County appears to be growing at a rate which is slightly above the State's medium estimate of growth.



## **Crime Trends**

### **2005 Findings**

1. The Sheriff's Office believes that the increases in crime shown in this section do reflect the current situation, since other statistics, such as calls for service, which are not included in this document are also elevated.
2. While index crimes provide data which can be compared among jurisdictions, there are many other types of offenses, such as drug and alcohol offenses, which are not reflected in these crime statistics and which are likely to influence the jail population.
3. Calls for service handled by the Sheriff's Office have increased 53% in the last six years.

### **2008 Findings**

4. Trends identified in the 2005 master plan continue.
5. The violent offense rate is still trending below the State and National averages, but is increasing and approaching the average rate for the State of Washington as a whole.
6. The property crime rate still trends above the average rate for the State.
7. The number of reported domestic violence offenses has continued to decrease.

## **Court Trends**

### **2005 Findings**

1. There have been significant increases in the volume of activities of all courts.
2. There have not been commensurate increases in court resources.
3. At the 2005 Law and Justice Council retreat, participants were asked to identify the implications of growth on other criminal justice agencies. The consensus that future growth would have an affect on all criminal justice agencies, both in terms of volume and resources (both personnel and space) required for criminal justice functions.

### **2008 Findings**

4. Many of the trends noted in the 2005 master plan continue.
5. Superior Court filings have continued to increase, now showing a 46% increase since 1998.
  - a. Criminal case filings have increased from 12% of filings in 1998 to 17% of filings in 2007. This represents a 109% increase during this period.
  - b. After a period of increasing case resolutions by trial, in 2007, only 1% of cases were resolved by trial.
  - c. The number of proceedings required to resolve cases peaked in 2004 and is now returning to an average of 3.1, which was typical of much of this period. This may signal an increase in case processing efficiency.
  - d. There is some evidence of increasing cancellations in criminal matters, which implies that a negotiated settlement or plea agreement has been reached.
  - e. There is some evidence of an increasing number of cases pending resolution more than 9 months - particularly between 2003 and 2005 when the ratio of active cases pending to cases resolved spiked. In 2007, this ratio returned to levels characteristic of the period from 1998 - 2002.
  - f. Criminal case trend data shows the impact of a period of an increased number of counts per case between 2002 and 2006 when counts per case rose from 1.48 in 2001 to a high of 2.42 in 2005. Counts returned to 1.91 in 2007.
  - g. The trend away from the use of sentences which included jail, community supervision and probation to "jail only" sentences has moderated in the last two years. Jail continues to be the predominant sentence.
  - h. There are increases in the use of Department of Corrections sentences (a 151% increase since 1998).

6. District Court filings have also continued to increase showing a 37% increase since 1998.
  - a. DUI/Physical Control cases have increased consistent with the 2005 master plan summary. After a period of decline in guilty pleas from 2003 - 2006, guilty pleas have increased in 2007, accompanied by a decrease in reduced or amended sentences.
  - b. There has been a significant shift in the trend in other traffic misdemeanor filings. The decrease in this category noted in the 2005 study continued to 2006, but trended upwards significantly beginning in 2006 and continuing in 2007. Dispositions of these offenses also changed significantly with a significant drop in guilty pleas and a spike in dismissals in 2004 and 2005; this trend has been reversed. This was related to a specific appellate decision which reversed rulings on a number of these cases.
  - c. There has been a significant change in the number of District Court jury and non-jury trials which peaked in 2004 at 2,489 jury trials set and has now returned to more normal levels of 840 trials set in 2007. This shift may reflect at least two issues: a change in prosecutorial philosophy and an increased efficiency in the District Court.
7. The 2005 master plan identified a number of increasing trends in both the Superior and District Court. With the exception of the number of trials held, these trends have continued.
  - a. There is a strong positive correlation between county population growth and Superior Court filings (.94) and District Court filings (.86.). Although correlation does not imply causation, it seems likely that the predominant influence on the volume of activities in the court system is population growth. There are no indication that these trends are abating.
  - b. The likely influence of local policy on criminal justice processing efficiency seems evident.
    - i. There have been decreases in the number of counts per case.
    - ii. There have been decreases in the number of proceedings per case
    - iii. There have been decreases in the number of trials set and held.
  - c. This suggests that the system may be operating more efficiently to bring cases to resolution in 2007 than it was in 2005. However, it is important to recognize that sheer volume is eroding these increases in efficiency and will continue to do so without additional resources and system optimization.

## **Jail Trends**

### **2005 Findings**

1. Average daily population at the jail has increased significantly during the life-time of the current jail.
2. While bookings increased during the early part of the 1990's, they have slowed significantly since that time, remaining virtually "flat" since 2000.
3. Average length of stay has increased significantly - although it remains within typical limits for full-service jails within the State of Washington. If Skagit County wishes to manage its jail population, it will be necessary to find ways to reduce length of stay. Participants at the 1995 Law and Justice Council retreat discussed strategies to manage length of stay, including the use of a case expeditor to manage the flow of pre-trial cases more efficiently.

### **2008 Findings**

4. This analysis finds that trends identified in the 2005 master plan are continuing - and to some degree accelerating.
5. Average daily population at the jail has increased so significantly during the life-time of the current jail that it is difficult to imagine that planners in the 1980's anticipated either the level of growth that Skagit County would experience or the increases in its jail population. Given the strength of the relationship between County population growth and jail population growth, growth appears to be at least one of the factors driving jail population.
6. Bookings increased during the early part of the 1990's, and remained virtually flat from the late 1990's through 2004. Since that time, bookings have decreased. Given crowding in the current jail and the strategy used to manage population (closing the facility to bookings for specific offenses), this decrease

in bookings is likely to be somewhat artificial. When additional space is available, it is very likely that bookings will increase.

7. Average length of stay has increased significantly, and this trend is increasing. The 2005 master plan recommended that Skagit County find ways to reduce length of stay. In spite of case expediting efforts, this strategy has not had the hoped for impact. There are several potential reasons for this circumstance:
  - a. It may be that an increasing number of low risk offenders are being cited and released rather than brought to jail. As a result, those who were likely to have shorter lengths of stay are no longer reflected in the jail population.
  - b. It may be that a greater proportion of serious offenders, who are more difficult to release, are being detained.
  - c. Some clues to this phenomenon may also be reflected in the court data provided in Section 5. The increased number of trials that characterized 2004 - 2006 will result in a greater population of pretrial detainees who remain in custody.
  - d. The case expeditor may not be in a position to have the necessary level of influence on docketing, continuances and prosecutorial and court-related actions impact jail population adequately.

## **Inmate Profile**

### **2005 Findings**

1. In many ways, the jail population in Skagit County is not significantly different from inmates in most jails in the United States. This is a population that is predominantly male, somewhat older than the at risk theory of incarceration would suggest.
2. The population is largely underemployed or unemployed in spite of the fact that most have had a significant amount of high school education. Of those who are employed, the predominant occupation is unskilled labor.
3. The most common reasons for incarceration center around drug and alcohol offenses.
4. The rate at which people move through the jail is phenomenal. More than 40% are released in less than 24 hours of their booking and only a small proportion of the population (9%) stay more than 30 days. However, it is this 9% that is the key to managing jail population since they account for nearly 75% of all jail space use.
5. There is some evidence that the practice of rapid release is beginning to have an impact on the degree to which defendants comply with the requirements of the justice system, since more than 50% of bookings included a warrant.
6. The long-term population (people who stay more than 30 days) fall into two categories. About one-third are pretrial felons - predominantly charged with a person offense. In addition, these individuals tend to have multiple cases, in multiple jurisdictions, with a variety of holds, violations and warrants. It is this population which could benefit from the use of a case expeditor to manage their movement through the justice system. The second category are sentenced inmates, charged primarily with felonies, gross misdemeanors and DUI offenses. A very significant proportion of these individuals have drug and alcohol charges of some type in their bookings.
7. Discussion of this profile at the 2005 Law and Justice Council retreat helped to solidify a number of conclusions.
  - a. Substance abuse issues are a significant factor in criminality in Skagit County. Some form of treatment, which could be initiated while in custody, is highly appropriate for this population.
  - b. The long-term population is not generally a "first time" offender population. Individuals in the jail long-term are well known to the justice system and to human service agencies in the community.
  - c. This population has great likelihood of re-offending in the absence of programs that are known to be effective with comparable offenders. The literature describing "what works" provides a great many examples of programs that have a demonstrable impact on recidivism.
  - d. Any efforts that are initiated while an inmate is in custody need to be strongly linked to already existing community resources as a part of a coherent release planning and aftercare process.
  - e. In the absence of addressing these issues, based on this profile of jail use, the County will experience significant growth in the jail population.

## 2008 Findings

8. In most ways, the characteristics of the Skagit County inmate population are unchanged since 2003. The population continues to be predominantly male, relatively unskilled and underemployed in spite of a significant amount of high school education. Drugs and alcohol continue to be a predominant theme in both criminal offenses and underlying behavior.
9. Shifts in the population that bear watching include:
  - a. The impact of an increasingly culturally diverse jail population in which the proportion of Hispanic inmates is increasing - particularly since the Hispanic inmate population is growing rapidly in the long-term inmate population.
  - b. The long-term population in 2007 tended to be younger than the population as a whole. This is not consistent with patterns the consultant has observed in Skagit County and in other jurisdictions nationally.
  - c. The long-term population includes an increasing group of people who are not US citizens and who are most commonly Mexican nationals. Given potential for issues regarding immigration enforcement, this population has the potential to make a significant impact on the jail.
  - d. There is some evidence that charging practices are resulting in a shift from felony to gross misdemeanor although the long-term population continues to include a significant number (53%) of felons.
  - e. There are small increases in person, property, and drug offenses. The number and proportion of weapons offenses suggests a change in charging strategies. These may include a number of weapons offenses that are linked to an individual's status, such as illegal possession of a firearm by an alien or a felon.
  - f. There is a shift away from the use of probation violations as a way of sanctioning individuals into the jail.
10. There is clear evidence for the increasing use of non-custodial assignments, such as electronic home monitoring, community service and work details.
11. The jail population is becoming increasingly a felony population:
  - a. Pretrial felons are now 21% of the jail population. Their length of stay has decreased significantly, which suggests that efforts to move these cases more rapidly are having an effect.
  - b. Sentenced felons are now 9% of the jail population. Their length of stay has increased and this group is increasingly seen in the long-term jail population.
12. There are corresponding decreases in pretrial and sentenced DUI offenders.

## Alternative Sanctions

## 2005 Findings

1. Most cases in both Superior and District Courts are resolved by negotiation. This is a surer method than trial if sanctioning the defendant is the desired outcome.
2. Alternative sanctions are commonly used as a part of most sentences.
3. However, there has been a significant shift in Superior Court sentencing, which appears to be linked to a change in Department of Corrections supervision practices. As DOC resources have become more constrained, their focus has shifted to supervision of higher risk offenders, most commonly parolees. The Sheriff's Office programs tend to focus community based alternatives on sentenced misdemeanants. The Superior Court has moved away from a combination of jail time and community supervision for property offenders to straight jail time. This contributes to current jail population levels.
4. There have been significant increases in referrals to District Court probation, and the average number of cases per month continues to climb, with minimal increases in human resources. As a result, District Court probation provides minimal levels of supervision for many probationers.
5. When viewed in the light of information regarding length of stay in Section 7, it is clear that there are areas in which pretrial processing could be expedited. The felony backlog shown in this section also suggests this. However, it is also clear that a more structured program that addresses the characteristics of the sentenced

population would help to organize the already existing elements of a continuum of sanctions. The goal of this program - and the continuum - needs to focus on inmate accountability - both in the facility and in the community.

#### 2008 Findings

6. A complete review of all alternatives was not conducted during this update. However, the County has expanded alternatives within the jail significantly and has increased the availability of court-based programs.

#### Physical Plant Issues

##### 2005 Findings

1. In spite of the fact that there are a number of deficiencies, there is much to recommend this particular facility. The podular design of the housing areas provides for relatively good sight lines from housing control; the day spaces would be appropriately sized for the population they were originally intended to house. Adjacent outdoor exercise areas provide good options for frequent access with minimal staff intervention.
2. To be fair, this facility was never intended to house the population it currently holds; overpopulation is the root of its current problems. The constraints placed on the County regarding capacity and expandability during the planning process have resulted in some awkward circulation patterns and a “choke point” in booking, which is aggravated by current population levels.
3. The dual control system, in a facility of this size, has resulted in some staffing inefficiencies as well. If the controls were redundant and if central control were less linked to public functions, it would be possible to close one of these posts at “low activity” periods of the day, resulting in potential staff savings.
4. Finally, there is a great deal that could be done to improve the environment within this facility. However, current population levels and staffing constraints make it difficult to get to these projects. As this planning project continues, it will be important to evaluate the role that the current facility plays in meeting the County’s needs. This evaluation should consider both capital and operational costs in the context of future growth in Skagit County. Participants at the 2005 Law and Justice Council retreat are clear that they believe that this facility should play a role in the County’s preferred solution to its current crowding problem.

##### 2008 Findings

5. The condition of the jail is not significantly changed since 2005 although it continues to age.
6. A more detailed evaluation of the facility has been developed in a separate document.

#### Population Projections

##### 2005 Findings

1. Skagit County’s incarceration rate has consistently been below the average for the State and the nation. If resources and jail capacity were unconstrained, the consultant has no doubt that the County’s incarceration rate would be higher. However, both resources and capacity are limited, and if the County plans to put strategies in place that impact the rate at which inmates re-offend and return to jail, then it is likely that the incarceration rate will continue to be lower than other Washington Counties. Note that policy changes at the State level and legislative changes have the ability to either increase or decrease the rate at which the local jail is used.
2. As noted elsewhere in this document, it is just a question of when the higher estimate of County growth will occur, not if the population will grow to the level projected.
3. In the opinion of the consultant, the “what if” scenario is achievable, if the County makes a commitment to implement the required programming. If not, while it should continue to be possible to expand the use

of community sanctions, provided there are adequate staffing resources allocated to this effort, then the baseline scenarios are more likely.

4. Participants at the 2005 Law and Justice Council retreat indicated that this planning effort should include a core that could accommodate the population projected to 2025. At the upper range, that would suggest a core sized for 695 inmates; assuming the “what if” scenario is adopted, then the core could be reduced to approximately 600.
5. Participants at the 2005 Law and Justice Council retreat indicated that construction should be planned to 2015. This would suggest the need for 325 - 375 beds for the County’s use. It is worth noting that if the County is successful in its recidivism reduction strategies and the County does not grow more rapidly than currently anticipated, then this capacity may be adequate for a short period beyond 2015.

## 2008 Findings

6. Skagit County’s incarceration rate has consistently been below the average for the State and the nation. If resources and jail capacity were unconstrained, the consultant has no doubt that the County’s incarceration rate would be higher. However, both resources and capacity are limited, and if the County plans to put strategies in place that impact the rate at which inmates re-offend and return to jail, then it is likely that the incarceration rate will continue to be lower than other Washington Counties. Note that policy changes at the State level and legislative changes have the ability to either increase or decrease the rate at which the local jail is used.
7. As noted elsewhere in this document, it is just a question of when the higher estimate of County growth will occur, not if the population will grow to the level projected.
8. In the opinion of the consultant, the “what if” scenario is achievable, if the County makes a commitment to implement the required programming. If not, while it should continue to be possible to expand the use of community sanctions, provided there are adequate staffing resources allocated to this effort, then the baseline scenarios are more likely.
9. Participants at the 2005 Law and Justice Council retreat indicated that this planning effort should include a core that could accommodate the population projected to 2025. At the upper range, that would suggest a core sized for 600 inmates; *this is a reduction from the 695 suggested in the 2004 analysis.*
10. Participants at the 2005 Law and Justice Council retreat indicated that construction should be planned to 2015. This would suggest the need for 325 - 375 beds for the County’s use. However, given the time which has elapsed, the consultant believes it would be advisable to construct for a somewhat longer period. It is worth noting that if the County is successful in its recidivism reduction strategies and the County does not grow more rapidly than currently anticipated, then this capacity may be adequate for a short period beyond 2015.

## Conclusions and Recommendations

The consultant has drawn conclusions at the end of each of the sections in this document. As a result, this focuses on more global conclusions about the County’s current jail needs. These have not changed since 2005.

1. It is clear that the current jail has reached the point at which crowding has become potentially dangerous to both staff and inmates. While the Sheriff’s Office, within the boundaries permitted by County policy and law, has made reasonable attempts to regulate bookings, this strategy alone is no longer adequate. Population of the facility must be reduced.
2. The age and current condition of the jail suggest that it will need modification and/or renovation to be part of a long-term solution.
3. Skagit County is going to experience a significant amount of growth in the next twenty years. Not only will this growth result in the need for additional jail space, but it will also have a significant impact on all parts of the justice system and other parts of County government. The County does not have long to develop responses to this growth.
4. The jail population in Skagit County is in many ways similar to those in other jurisdictions in the State. It is worth noting that Skagit County has somewhat higher crime rates than comparable jurisdictions, although it is lower incarceration rates.

5. The County is doing a very effective job of moving people who are low-risk from jail booking to release pending court action. More than 40% are released in less than 24 hours, and about two-thirds are released in the first 24 hours or before a second day of incarceration. The problem is that this is not the group who is causing jail crowding. About 10% of people stay in custody more than thirty days, but they account for nearly 75% of all the jail space used in the County. If the County is going to attempt to manage the jail population before (and after) additional beds are available, then this is the population that they must affect.
6. This long-term population falls into two groups.
  - a. About one-third are long-term pretrial detainees. Many of these inmates have complex and multiple cases; most have warrants and holds. They are not unknown to the justice system.
  - b. About two-thirds are sentenced inmates. Most are sentenced for a gross misdemeanor.
  - c. Both population have a significant history of substance abuse.
7. It is clear that simply building beds will do nothing to reduce the number of inmates who recidivate. There are evidence-based programs that have a proven track record which are appropriate for this population that can reduce an inmate's potential of being re-arrested within three years from more than 70% to less than 40%. The Community Justice Center has the potential to be a cost-effective "bridge" from secure facilities to community supervision.
8. Given all of the above and the fact that jail design and construction projects take a average of 44 months from the beginning of design to occupancy, the County must begin to move this project forward.

The consultant continues to support the recommendations made in 2005. Italics denote recommendations added in 2008.

1. Skagit County should take action to reduce the population in the facility to manage the level of risk crowding brings. The consultant sees two approaches which merit action:
  - a. Develop a case expeditor position, charged with the task of coordinating and moving the cases of all long-term inmates. A target of reducing length of stay of pretrial detainees by 10% would be a reasonable goal. *The consultant notes that this position has not achieved this goal. It may be more appropriate at this time to develop an alternative strategy to expedite cases, such as a case management team which includes jail, prosecution, court representative and defense.*
  - b. Board prisoners in other jurisdictions over and above a capacity limit established at the jail.
2. Skagit County needs to address the substance abuse treatment needs of its inmate population. This is not to suggest that treatment is instead of jail placement. Rather treatment should be initiated while the individual is in custody and paired with a strong aftercare program, which will follow and support the inmate upon release. Any program initiated must include an evaluation component which addresses re-arrest and re-offense. *This program has been initiated.*
3. Skagit County needs to provide a broader range of inmate programs in the current facility. This clearly interacts with having adequate staff to provide and/or supervise them. The County needs to increase the level of supervision and inmate accountability within the facility. *This program and action has been initiated.*
4. The County clearly needs to provide for additional jail beds, based on projected growth within the County. Based on the high degree of variability, the consultant recommends that the County develop a strategy that includes the ability to expand and adapt any facility constructed. *This action has been completed.*
5. *The consultant recommends that the County continue plans to provide a capacity of 428 inmates and a core capacity of approximately 600.*
  - a. *The core of the facility should be adequate until the County exceeds a population of 200,000, and*
  - b. *An initial housing capacity of approximately 428 beds, which is projected to last until the County reaches a population of 150,000, currently estimated to occur between 2020 and 2025.*
6. The County should continue and expand the use of the community sanctions currently operated by the Sheriff's Office. There is a non-violent sentenced offender population who does remain in custody for relatively long periods of time who would be appropriate for this type of supervision. This also interacts with current staffing issues at the Sheriff's Office, which must also be addressed.





## Section I. Introduction

### Background Information

Skagit County has acted decisively to address its criminal justice issues since the 2005 Master Plan was developed. These actions include:

- Development of a pre-architectural program which defined space requirements for the Community Justice Center (CJC),
- Retained an architect to develop concepts for the CJC,
- Analyzed 12 sites for the CJC with the assistance of the architect,
- Developed recommendations for siting the facility,
- Implemented a number of programmatic recommendations from the master plan,
- Projected space and workload volumes for other criminal justice agencies including the Courts, Prosecutor, Public Defender, Office of Assigned Counsel, and Youth and Family Services, and
- Worked collaboratively with other governmental entities to address these issues.

It is clear from this effort that growth that will impact the jail will impact all other aspects of the justice system and the County in general.

### Correctional Mission and Philosophy

Skagit County has made a commitment to a public safety system and facility which holds people accountable for their behavior in the community and provides options that address the causes of recidivism. While addressing community safety concerns. The themes which began in the 2004 criminal justice retreat are in the implementation process.

### Document Description

This document updates the 2005 master plan for Skagit County Corrections, building on the continuing work of the Skagit County Law & Justice Council (LJC). The document is divided into the following sections:

- Section 1. Introduction,
- Section 2. Risk and Protective Factors,
- Section 3. County Population Trends,
- Section 4. Crime Trends,
- Section 5. Court Processing Trends,
- Section 6. Jail Population Trends,
- Section 7. Inmate Profile,
- Section 8. Jail Population Projections, and
- Section 9. Recommendations.

#### Community Justice Center Themes and Philosophy

The Community Justice Center (CJC) is a cost-effective, socially responsible, means of **transitioning** offenders from jail and a means to hold offenders **accountable** for compliance with alternative sanctions.

CJC is a coordinated way to transition offenders back into the community outside jail with a **goal of reducing recidivism**.

CJC promotes **accountability**.

As part of release planning, **an individual responsibility plan**, which has personal binding obligations, with sanctions built in for non-compliance, is developed.



## Section 2. Risk and Protective Factors

Skagit County has also made a commitment to address risk and protective factors in the community while planning. This effort is not a “one time” activity, but will continue as long as these factors exist in the larger society.

### Risk Factors

1. Availability of Drugs.
2. Availability of Firearms.
3. Community Laws and Norms Favoring Drug Use, Firearms, and Crime.
4. Media Portrayals of Violence.
5. Transitions and Mobility.
6. Low Neighborhood Attachment and Community Disorganization.
7. Extreme Economic and Social Deprivation.
8. Family History of High Risk Behavior.
9. Family Management Problems.
10. Family Conflict.
11. Parental Attitudes and Involvement in Problem Behaviors.
12. Early and Persistent Antisocial Behavior.
13. Academic Failure Beginning in Late Elementary School.
14. Lack of Commitment to School.
15. Rebelliousness.
16. Friends who Engage in the Problem Behavior.
17. Favorable Attitudes toward the Problem Behavior.
18. Early Initiation of Problem Behaviors.
19. Constitutional Factors.

These factors are discussed in detail in the 2005 document. Law and Justice Council members report on-going efforts to address these factors. However, all persist - particularly in transient communities. There is some evidence of gang development in the community.

### Protective Factors

These factors can help to protect people from engaging in criminally risky behavior.

1. Protective Factor Domain: The Individual. There are at least five factors which relate directly to the individual and appear to mediate risk.
  - a. The individual has an intolerant attitude toward deviance.
  - b. The individual has a high IQ.
  - c. The individual is female.
  - d. The individual has a positive social orientation.
  - e. The individual perceives sanctions for transgressions
2. Protective Factor Domain: The Family. There are at least three factors which relate directly to the family and appear to mediate risk.
  - a. There are warm, supportive relationships with parents or other adults.
  - b. The parents see the individuals peers as a positive influence.
  - c. Parents monitor individual behavior.

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**Section 2. Risk and Protective Factors**

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3. Protective Factor Domain: The School. There are at least two factors which relate directly to the individual's involvement in school.
  - a. The school promotes the individual's commitment to school.
  - b. The school recognizes the individual's involvement in conventional activities.
4. Protective Factor Domain: Peer Group. There is one factor associated with the peer group. The individual has friends who engage in conventional behavior.

**Recidivism and the Risk and Protective Factors**

Jail inmates are as prone to recidivism as are prison inmates. It seems quite clear that planning strategies to avoid recidivism are as important as relapse prevention is in substance abuse treatment. There also appears to be a clear linkage to the risk factors, which were instrumental in leading an individual toward criminal behavior in the first place. The CJS system and programmatic approach is clearly focused on finding ways to intervene in that cycle which is equally destructive for the individual and the community in which he or she resides.

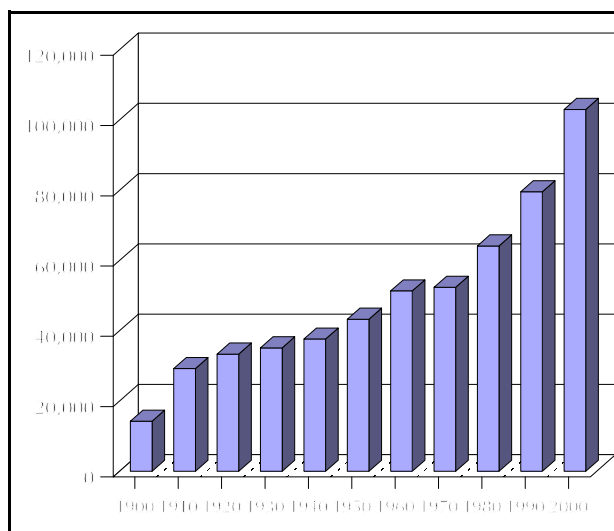
**Conclusion**

1. As in the 2005 master plan, it is clear that recognizing the impact of the risk and protective factors is a necessary foundation toward creating a more effective system. It is also clear that this is not just a "criminal justice" effort; it requires the collaboration of a broader base of support which includes health and human services systems and the community as a whole.
2. Skagit County has used these three years to create many of the programmatic components of an expanded continuum of alternatives; these exist both inside and outside the jail. These programs are now limited by the serious and significant space constraints in the jail.

## Section 3. County Population Trends

This section of the document provides information about the demographic and economic characteristics of the Skagit County population. Although the census occurs every 10 years, both the Census Bureau and the Washington State Office of Financial Management attempt to estimate population trends between official censuses.

### County Population Trend



**Figure 3.1** County Population Trend

Year	County Population	% change
1900	14,272	
1910	29,241	105%
1920	33,373	14%
1930	35,142	5%
1940	37,650	7%
1950	43,273	15%
1960	51,350	19%
1970	52,381	2%
1980	64,138	22%
1990	79,555	24%
2000	102,979	29%

Source: U.S. Bureau of the Census Website

**Table 3.1** County Population Trend

Skagit County growth has been significant, particularly during the last 30 years. Increases have ranged from 22% to 29% per decade.

## Section 3. County Population Trends

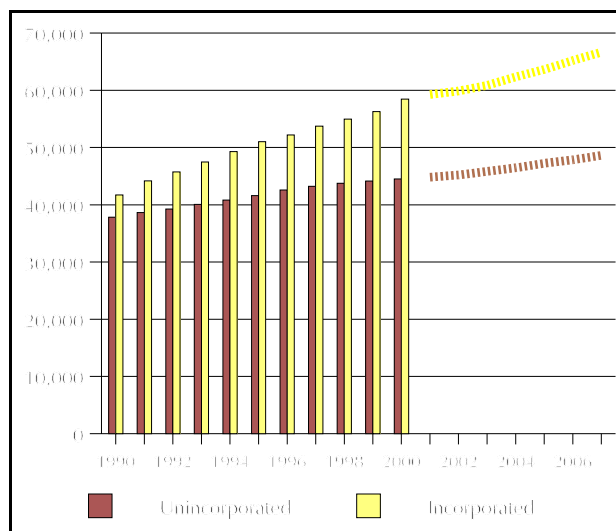


Figure 3.2 Locus of Population Growth

While both incorporated and unincorporated areas have grown, increases have been more significant within incorporated areas where growth has been 60% since 1990. Growth in the unincorporated areas has increased 29% since 1990. This is consistent with regional planning goals.

Year	County	Unincorporated	Incorporated
1990	79,545	37,841	41,704
1991	82,803	38,637	44,166
1992	85,023	39,270	45,753
1993	87,550	40,077	47,473
1994	90,120	40,834	49,286
1995	92,627	41,622	51,005
1996	94,781	42,566	52,215
1997	96,950	43,228	53,722
1998	98,750	43,779	54,971
1999	100,421	44,144	56,277
2000	102,979	44,506	58,473
2001	104,100	44,815	59,285
2002	105,100	45,205	59,895
2003	106,700	45,830	60,870
2004	108,800	46,455	62,345
2005	110,900	47,250	63,650
2006	113,100	47,886	65,214
2007	115,300	48,640	66,660
	45%	29%	60%

Source: Washington State Office of Financial Management Website

Table 3.2 Locus of Population Growth

### County Population Projections

Population is the backdrop on which local criminal justice policy and practice are reflected. It is worth noting that although county population is the most commonly referenced, in reality, many jurisdictions have significant non-resident populations. Skagit County is likely to have at least two sources of non-residents who may "use" criminal justice resources:

- People who pass through the County on major highways, including those who potentially access other forms of transportation, such as the ferries, and
- People who have second homes in the County or who come for other recreational purposes.

## Section 3. County Population Trends

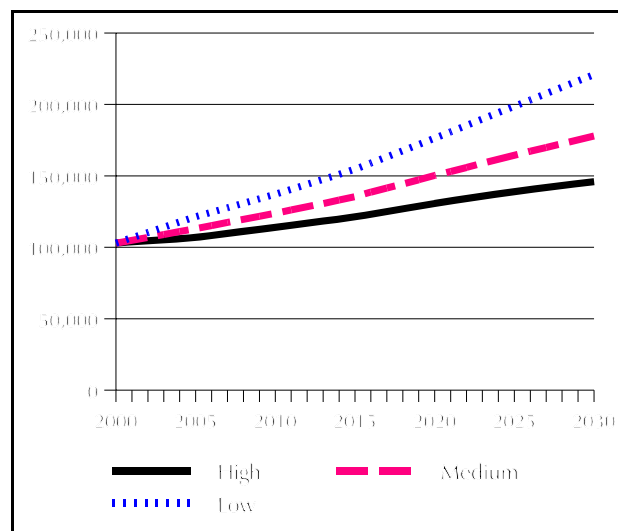


Figure 3.3 Projected County Population

The Office of Financial Management has developed three estimates based on a low, medium and high estimate of growth. These estimates now suggest that the population of the County will be between 113,997 and 137,144 in 2010. By 2020, the population will have increased to between 130,766 and 176,548. By 2030, the population will have increased to between 145,988 and 220,942. These are very significant ranges which are particularly challenging when planning future infrastructure. However, historically, the actual population from census sources has trended above the low estimate and was closest to the mid-range estimate.

### Conclusions

1. Skagit County has grown consistently, and growth is projected to continue. At present, the County is becoming a "bedroom" community for those who work in Everett as well as those who commute to the NAS facilities on Whidby Island. It appears to be a question of when, not if, the County population will reach 200,000.
2. Much of the growth which is occurring in the County will occur within the municipalities.
3. Regional trends and events have an impact on the County. In 2010, the winter Olympics will be held in Vancouver. While the events themselves will have an impact on Skagit County, it is also possible that the development of the venues will have an earlier impact.

Year	Population Estimate		
	Low	Medium	High
2000	102,979	102,979	102,979
2001	103,766	105,010	106,673
2002	104,553	107,042	110,368
2003	105,340	109,073	114,062
2004	106,127	111,105	117,757
2005	106,914	113,136	121,451
2006	108,327	115,286	124,590
2007	109,739	117,437	127,728
2008	111,152	119,587	130,867
2009	112,564	121,738	134,005
2010	113,977	123,888	137,144
2011	115,452	126,174	140,643
2012	116,927	128,500	144,142
2013	118,402	130,836	147,641
2014	119,877	133,207	151,140
2015	121,352	135,589	154,639
2016	123,235	138,676	159,003
2017	125,118	141,509	163,367
2018	127,000	144,393	167,730
2019	128,883	147,326	172,094
2020	130,766	150,305	176,458
2021	132,437	153,115	180,928
2022	134,109	156,013	185,397
2023	135,780	158,902	189,867
2024	137,451	161,780	194,336
2025	139,123	164,643	198,806
2026	140,496	167,331	203,233
2027	141,869	169,968	207,660
2028	143,242	172,655	212,088
2029	144,615	175,345	216,515
2030	145,988	178,036	220,942

Source: Washington State Office of Financial Management Website.  
Note that years between 2000 - 2005 and 2005 - 2010 have been extrapolated.

Table 3.3 Projected County Population





## Section 4. Crime Trends

## Section 4. Crime Trends

Crime trends are a good indicator of the total potential volume of criminal justice activities in an area. Since they are gathered nationally, there is some potential for comparison across jurisdictions. All reported offenses will provide an indicator of the volume of crime in an area, but it is by no means a measure of *all* crime, since many offenses may not be reported to police.

## Index Crime Reporting

## Index Crimes Reported in Skagit County

Year	Reporting Agencies	Violent Crimes					Property Crimes					Index Crime Total
		Murder	Rape	Robbery	Aggravated Assault	Subtotal	Arson	Burglary	Larceny	Vehicle Theft	Subtotal	
1985	5	3	23	24	93	143	10	1,044	2,788	138	3,980	4,123
1986	5	1	26	33	100	160	14	908	2,538	120	3,580	3,740
1987	6	5	16	13	70	104	16	873	2,483	182	3,554	3,658
1988	6	2	16	27	94	139	6	837	2,626	138	3,607	3,746
1989	6	0	30	25	77	132	37	753	2,101	170	3,061	3,193
1990	5	3	37	15	57	112	12	467	1,836	196	2,511	2,623
1991	5	1	55	25	53	134	18	651	2,547	110	3,326	3,460
1992	7	0	42	41	96	179	23	786	3,474	176	4,459	4,638
1993	7	6	47	32	75	160	32	756	3,633	217	4,638	4,798
1994	7	3	49	28	89	169	46	716	3,845	196	4,803	4,972
1995	7	3	40	32	73	148	43	884	5,112	223	6,262	6,410
1996	7	1	39	45	98	183	52	821	4,929	174	5,976	6,159
1997	7	2	37	37	72	148	43	790	4,406	213	5,452	5,600
1998	7	2	44	44	58	148	29	907	4,762	229	5,927	6,075
1999	7	2	34	39	90	165	13	1,210	4,730	260	6,213	6,378
2000	7	4	36	39	62	141	32	998	4,615	317	5,962	6,103
2001	7	3	51	43	75	172	34	1,007	4,940	328	6,309	6,481
2002	6	4	61	39	93	197	34	1,105	5,018	407	6,564	6,761
2003	6	1	74	47	105	227	46	1,367	5,153	424	6,990	7,217
2004	6	2	67	62	150	281	38	1,288	5,721	464	7,511	7,792
2005	6	3	60	52	126	241	56	1,592	6,229	587	8,464	8,705
2006	7	2	71	60	126	266	68	1,150	5,010	529	6,757	7,023
2007	7	2	42	67	117	235	35	1,183	4,918	480	6,616	6,851
Total		55	997	869	2,49	3,984	737	22,093	93,414	6,278	122,522	126,506
% of Crime Category		1%	25%	22%	51%	100%	1%	18%	76%	5%	100%	
% of Total Index Crimes		0.04%	0.79%	0.69%	1.62%	3.15%	0.58%	17.46%	73.84%	4.96%	96.85%	100.00%
Average		2	43	38	89	173	32	961	4,061	273	5,327	5,500
Low		0	16	13	53	104	6	467	1,836	110	2,511	2,623
High		6	74	67	150	281	68	1,592	6,229	587	8,464	8,705

Reporting all years: Anacortes PD, Burlington PD, Mount Vernon PD, and Skagit County SO. Sedro Wooley PD reporting: 85-89, 92-05, Swinomish Tribal PD reporting: 92-05, LaConner PD reporting: 87-01 Upper Skagit Tribal Police began reporting in 2006  
Source: WASPC Website

Table 4.1 Skagit County Index Violent and Property Crimes Reported (1985 - 2005)

## Section 4. Crime Trends

Table 4.1 provides an overview of offenses reported within Skagit County. Like all crime reporting, the data is dependent on the voluntary reporting of police agencies. Not all agencies report during all years, but the largest agencies in Skagit County have consistently reported.

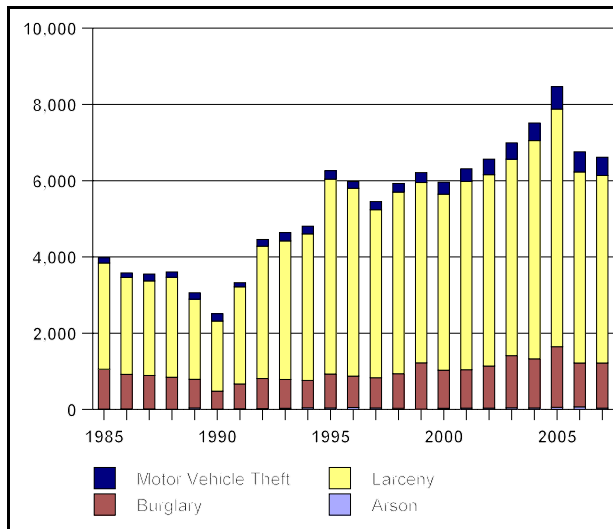


Figure 4.1 Skagit County Trend in Reported Property Index Offenses

During the last twenty-two years, in Skagit County, violent offenses have:

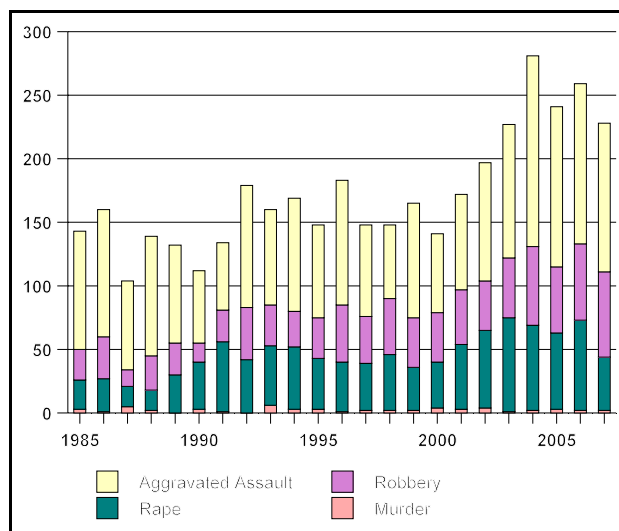
- Accounted for 3% of reported felonies,
- Increased 64% between 1985 and 2005.

The most common violent offense is aggravated assault (51%). The spike in violent offenses in 2004 appears to be related to an increase in reported rape and robberies. Because the numbers of violent index offenses is small, it is important to note that variations can appear extreme. As a result, viewing these offenses within a range (see the low and high reported in Table 4.1) is more useful and provides a better context.

During the last twenty-two years, in Skagit County, property offenses have:

- Accounted for 97% of reported felonies,
- Increased 66% between 1985 and 2007.

The most common property offense is larceny (76%). The spike in 2004 is likely to be related to changes in the theft category.



## Section 4. Crime Trends

## Index Crime Rates

Year	Violent Crime Rate			Property Crime Rate		
	US	WA	Skagit	US	WA	Skagit
1985	556.6	425.4	215.1	4,650.5	6,103.4	5,985.4
1986	617.7	437.0	237.9	4,862.6	6,442.6	5,322.1
1987	609.7	439.5	152.1	4,940.3	6,577.6	5,198.8
1988	637.2	466.4	199.6	5,027.1	6,646.6	5,178.8
1989	663.1	471.7	185.3	5,077.9	6,122.1	4,296.7
1990	731.8	501.6	163.5	5,088.5	5,721.3	3,664.9
1991	758.1	522.6	178.7	5,139.7	5,781.5	4,435.0
1992	757.5	534.5	212.5	4,902.7	5,638.3	5,293.2
1993	746.8	514.6	183.4	4,737.7	5,437.7	5,316.0
1994	713.6	511.3	187.2	4,660.0	5,516.3	5,321.3
1995	684.6	484.3	160.2	4,591.3	5,785.5	6,780.0
1996	636.5	431.2	193.2	4,450.1	5,478.2	6,308.1
1997	610.8	440.7	154.0	4,311.9	5,485.6	5,671.5
1998	567.5	428.5	151.2	4,052.5	5,438.9	6,053.2
1999	523.0	377.3	165.3	3,743.6	4,878.3	6,224.2
2000	506.5	369.7	138.9	3,618.3	4,736.0	5,872.7
2001	504.4	355.0	166.5	3,656.1	4,796.8	6,106.9
2002	494.4	345.5	188.9	3,630.6	4,762.9	6,292.8
2003	475.8	346.9	214.3	3,591.2	4,755.0	6,599.3
2004	463.2	343.6	258.3	3,514.1	4,846.7	6,903.5
2005	469.0	346.0	217.3	3,432.0	4,890.0	7,632.1
2006	473.5	345.9	229.0	3,334.5	4,480.0	5,974.4

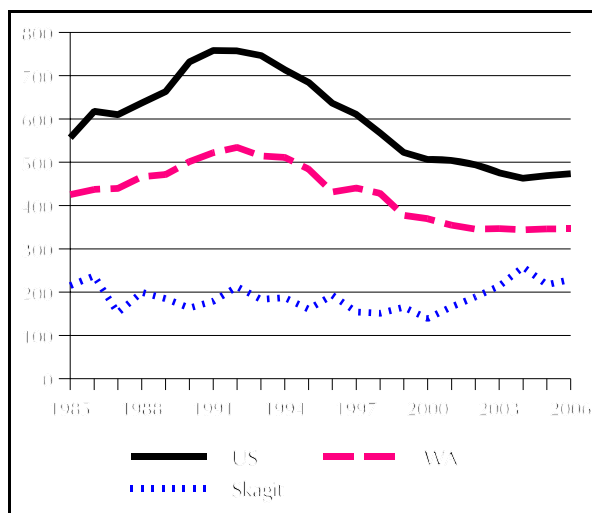
Source: Crime in the United States, FBI Website, Skagit County computed from Washington State Association of Sheriff's and Police Chiefs (WASPC) website. Last year shown is the last year available

**Table 4.2 Property and Violent Crime Rates (US, Washington State and Skagit County)**

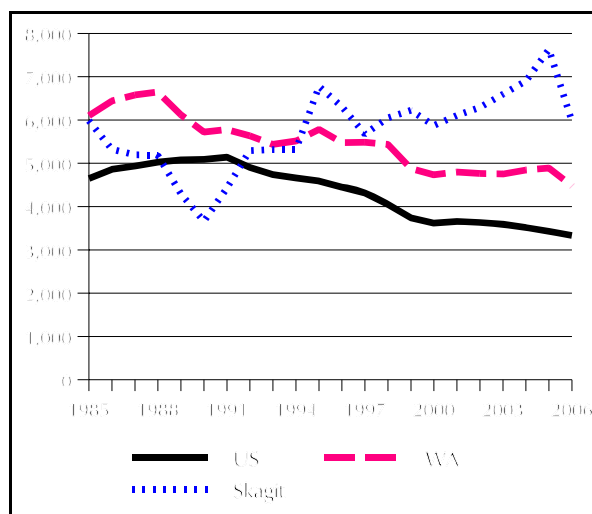
Since 1960, police agencies have reported information about the following key offenses to the Federal Bureau of Investigation: murder, forcible rape, robbery, aggravated assault, burglary, larceny, and motor vehicle theft. In 1979, an 8<sup>th</sup> offense, arson, was added to the reporting requirements. These charges were selected because they are serious offenses (felonies), are among the most frequently reported offenses, and tend to have similar elements in the statutes. When "crime rates" are generally reported, these are the **only** offenses considered. The FBI computes violent and property crime rates for these offenses.

Violent crime rates are consistently lower than property crime rates. In 2005, the following rates were reported:

- Nationally there were 473.5 violent crimes and 3,334.5 property crimes per 100,000 people; the property crime rate is approximately **seven** times the violent crime rate.
- In Washington State, there were 346 violent crimes and 4,890 property crimes per 100,000 people; the property crime rate is approximately **fourteen** times the violent crime rate.
- In Skagit County, there were 217.3 violent crimes and 7,632.1 property crimes per 100,000 people; the property crime rate is approximately **thirty-five** times the violent crime rate.



**Figure 4.3 Violent Crime Rates (US, Washington State and Skagit County)**



**Figure 4.4 Property Crime Rates (US, Washington State and Skagit County)**

## Section 4. Crime Trends

Trends which were noted in the 2005 master plan have generally continued.

- In property crime rates, in spite of a decrease in 2006, Skagit County continues to trend above both the State and the US as a whole. Although the property crime rates have decreased nationally and in Washington State, they are increasing in Skagit County. In the 2005 master plan, local officials indicated that they believe this trend is associated with the impact of methamphetamines.
- In violent crime rates, Skagit County continues to trend below both the State and the US as a whole. However, the Skagit County violent crime rate increased between rather steeply between 2000 and 2004. It is not yet clear if the decrease noted in 2005 will continue.

In general nationally, there has been a tendency to reserve prison sentences for violent offenders, sometimes **mandating** probation for property offenders. Washington State does use a determinant sentencing approach; in general, violent felons will serve a prison sentence. However, there are a significant number of individuals charged with lower level or reduced person offenses and drug offenses which will be supervised in the community. The general presumption is that if the defendant will serve more than one year, even for property offenses, they will serve time in the prison system. This has the potential to have an impact on the local jail as jail may be required as a condition of probation or a similar sentencing mechanism.

### Domestic Violence

During the period between 2000 and 2003, the total number of reported domestic violence offenses has declined from a high of 1,394 in 2001 to a low of 891 in 2003. There are significant decreases in simple assaults and in violations of protection orders. It is worth noting that the largest number of serious offenses, aggravated assaults) has increased significantly peaking in 2004.

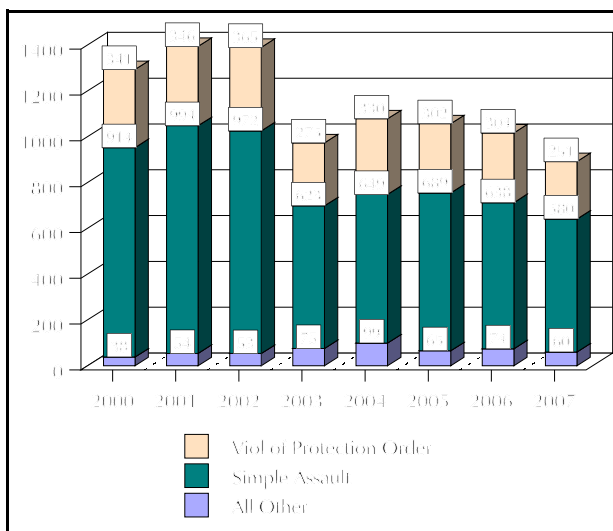


Figure 4.5 Skagit County Reported Domestic Violence Offenses

Offense	2000	2001	2002	2003	2004	2005	2006	2007
Murder	1	1	2	1	0	1	0	1
Rape	2	2	5	9	6	11	3	3
Robbery	2	1	1	0	2	1	5	0
Aggravated Assault	15	22	30	35	44	36	39	34
Simple Assault	914	994	972	623	649	689	638	580
Burglary	11	17	8	19	26	5	19	15
Larceny	5	4	3	7	14	7	4	7
MVT	2	7	4	2	6	3	2	0
Arson	0	0	0	2	1	1	2	0
Viol of Protection Order	341	346	365	275	330	302	304	251
Total	1,293	1,394	1,390	973	1,078	1,056	1,016	891

Source: Crime in Washington, WASPC Website

Table 4.3 Skagit County Reported Domestic Violence Offenses

## Conclusions

1. The 2005 master plan study clearly identified trends in Index Crimes which continue today.
2. While Skagit County is fortunate that the rates of violent offenses continue to be low. However, these offenses have increased to the extent that the rate of violent offenses in Skagit County is approaching the Washington State rate.
3. Skagit County continues to have a property crime rate which exceeds both the State and National average. This rate has decreased in 2006 and is potentially trending toward the State average. As a result, the County will need to continue to monitor this offense.
4. Domestic violence offenses have decreased since 2001 when they peaked at 1,394. The decrease is most significant in the simple assault category.



## Section 5. Court Trends

### Superior Court

Superior Court is a court of unlimited jurisdiction. In criminal matters, it is the venue for prosecution of felony level cases. Superior Court's relationship with the jail relates to:

- Pretrial detention of felony level inmates,
- Sentences of those felony inmates which include time in a local correctional facility in lieu of a prison sentence, typically as a condition of probation, and
- Other matters, such as violations and writs.

### Type of Case Filings

Type of Filing	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	Total	% of total	% change
Criminal	647	702	627	644	667	981	977	941	973	1,352	8511	14%	109%
Civil	1,686	1,657	1,688	1,638	2,006	2,059	2,173	2,499	2,315	2,461	20182	33%	46%
Domestic	736	713	715	719	745	718	759	704	720	709	7238	12%	-4%
Probate/Guardianship	318	361	336	334	346	363	338	355	352	390	3493	6%	23%
Adoption/Paternity	205	207	216	215	241	227	187	150	182	160	1990	3%	-22%
Mental Illness/Alcohol	427	547	540	533	541	511	479	683	986	1,209	6456	11%	183%
Juvenile Dependency	557	499	512	501	696	672	657	788	880	886	6648	11%	59%
Juvenile Offender	727	667	773	640	660	543	606	555	444	576	6191	10%	-21%
Total	5,303	5,353	5,407	5,224	5,902	6,074	6,176	6,675	6,852	7,743	60709	100%	46%

Source: Annual Reports of the Superior Court, Washington State Courts website

Table 5.1 Type of Case Filings

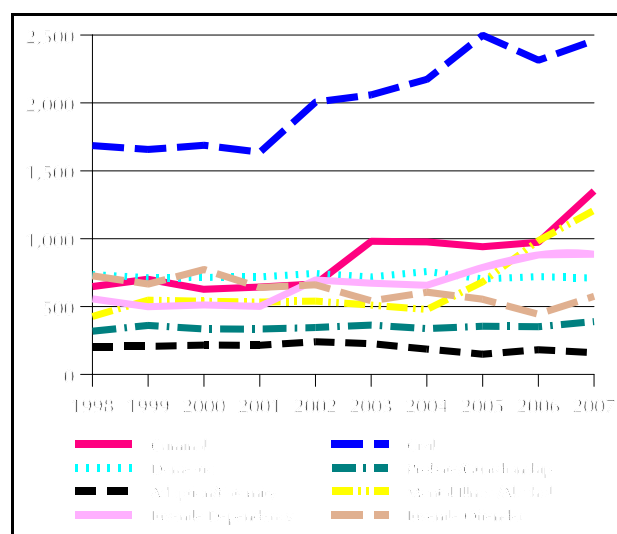


Figure 5.1 Type of Case Filings

Many of the trends identified in the 1995 master plan have continued:

- Civil case filings continue to be the largest category at about one-third of all filings.
- Criminal case filings have continued to increase from 12% of filings to 17% of filings. This is a 109% increase during this period.
- Mental illness and substance abuse filings have increased a startling 183%
- Juvenile dependency filings have increased significantly (59%), while juvenile offender filings have decreased 21%.

## Section 5. Court Trends

## Type of Case Resolutions

Type of Filing	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	Total	% of total	% change
Criminal	533	613	582	658	625	682	831	810	972	1,215	7,521	13%	128%
Civil	1,650	1,615	1,585	1,526	1,846	1,843	2,044	2,279	2,099	2,339	18,826	33%	42%
Domestic	737	747	655	661	622	616	643	688	631	622	6,622	12%	-16%
Probate/Guardianship	278	414	304	367	333	341	309	340	340	486	3,512	6%	75%
Adoption/Paternity	240	207	172	217	209	194	189	185	153	168	1,934	3%	-30%
Mental Illness/Alcohol	367	361	405	659	516	626	319	942	1,131	1,183	6,509	11%	222%
Juvenile Dependency	206	269	365	498	1061	532	595	810	1054	880	6,270	11%	327%
Juvenile Offender	681	538	640	609	531	447	505	635	475	524	5,585	10%	-23%
Total	4,692	4,764	4,708	5,195	5,743	5,281	5,435	6,689	6,855	7,417	56,779	100%	58%

Source: Annual Reports of the Superior Court, Washington State Courts website

Table 5.2 Type of Case Resolutions

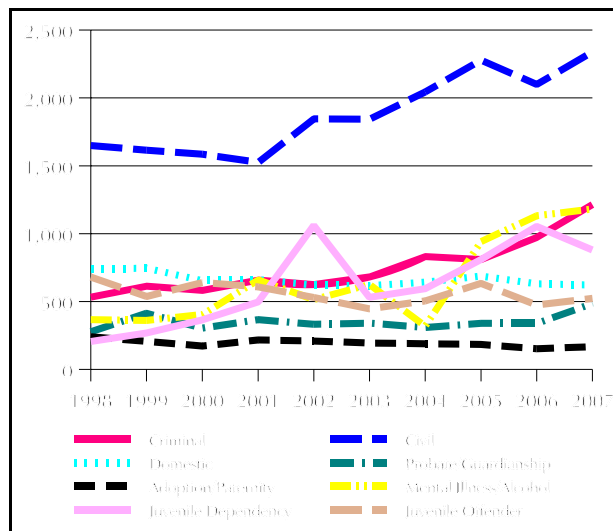


Figure 5.2 Type of Case Resolutions

Trends noted in case filings are also present in case resolutions. These trends also continue trends noted in the 2005 master plan.

- Civil cases continue to be the largest category of case resolutions (33% of all cases during this period, with a 42% increase in resolutions).
- Criminal case resolutions have increased a proportion of resolutions; they have increased 128% since 1998.
- Increasing trends in mental illness/alcohol related matters and juvenile dependency show significant increases.



## Section 5. Court Trends

## Trials by Type

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007
Criminal	27	33	26	16	28	30	42	42	55	20
Civil	39	35	41	45	40	27	26	43	19	28
Domestic	54	67	89	94	54	80	62	69	41	50
Probate/Guardianship	1	2	2	3	3	4	0	4	2	4
Adoption/Paternity	6	10	10	15	15	16	11	7	10	9
Mental Illness/Alcohol	0	0	0	0	0	0	0	0	1	0
Juvenile Offender	20	12	16	277	14	1	2	2	7	0
Total	147	159	184	450	154	158	143	167	135	111
% resolved by trial	3%	3%	4%	9%	3%	3%	3%	2%	2%	1%

Source: Annual Reports of the Superior Court, Washington State Courts website

Table 5.3 Trials by Type

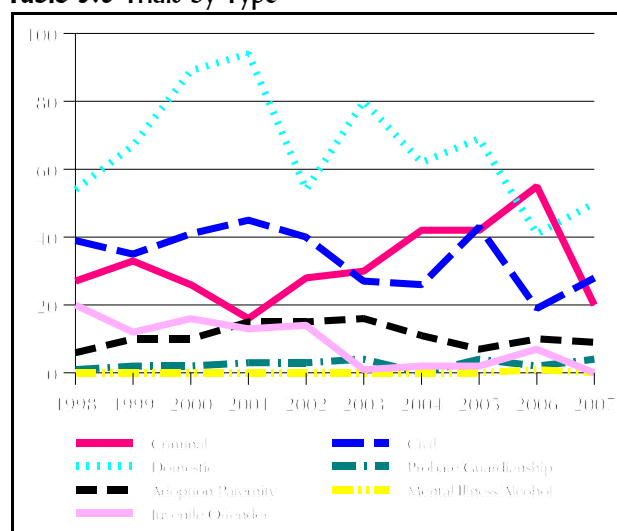


Figure 5.3 Trials by Type of Case

Public opinion to the contrary, most matters before the court are not resolved by trial. As noted in the 2005 master plan, trials associated with juvenile offenders in 2001 appears to be an anomaly that is attributed to a coding error. Typically, no more than 3% of cases are resolved by trial. Trends toward increasing use of trial noted in the 2005 master plan have been reversed. These changes are seen in all categories.

## Total Proceedings by Type

If cases filed and resolved describes how many cases come into and out of the system, proceedings describes how many times the justice system schedules a specific event to conduct business related to that case. Clearly

Figure 5.4 shows a different pattern than has been seen in filings and resolutions.

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	Total	% of total	% change
Criminal	5,887	6,654	6,178	6,708	7,075	8,266	8,956	8,975	9,527	10,396	78,622	42%	77%
Civil	1,252	1,204	1,244	1,177	1,498	1,268	1,104	1,159	1,030	1,226	12,162	7%	-2%
Domestic	1,502	1,583	1,709	1,723	1,639	2,190	2,527	2,418	2,312	2,130	19,733	11%	42%
Probate/Guardianship	88	110	104	108	134	137	166	154	155	172	1,328	1%	95%
Adoption/Paternity	647	541	501	616	658	944	1,077	1,040	1,056	915	7,995	4%	41%
Mental Illness/Alcohol	391	529	615	668	639	652	635	993	1,235	1,519	7,876	4%	288%
Juvenile Dependency	2,222	2,146	1,724	1,181	2,260	2,226	2,575	3,119	3,462	4,805	25,720	14%	116%
Juvenile Offender	4,283	2,888	3,930	2,760	3,561	3,105	3,227	3,185	2,331	2,509	31,779	17%	-41%
Total	16,272	15,655	16,005	14,941	17,464	18,788	20,267	21,043	21,108	23,672	185,215	100%	45%

Source: Annual Reports of the Superior Court, Washington State Courts website

Table 5.4 Proceedings by Type

## Section 5. Court Trends

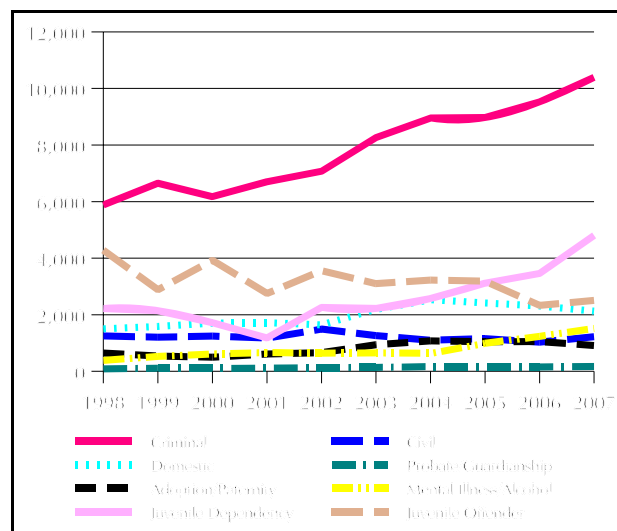


Figure 5.4 Total Proceedings by Type

Trends noted in the 2005 master plan have continued and, in some cases accelerated.

- The total number of proceedings has increased 45% since 1998.
- The proportion of criminal proceedings has increased from 36% of proceedings in 1998 to 43% of proceedings in 2007. This trend has consistently increased since 1998.

Table 5.5 shows the number of proceedings per filing. As in the 2005 master plan, of all types of cases filed, criminal cases result in the highest number of proceedings per filing. Between 1998 and 2002, the number of proceedings increased from 9.1 criminal proceedings per filing to 10.6 proceedings per criminal filing. In 2003, the number of proceedings began to decrease, showing another significant decrease in 2007. This may signal

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007
Criminal	9.1	9.5	9.9	10.4	10.6	8.4	9.2	9.5	9.8	7.7
Civil	0.7	0.7	0.7	0.7	0.7	0.6	0.5	0.5	0.4	0.5
Domestic	2.0	2.2	2.4	2.4	2.2	3.1	3.3	3.4	3.2	3.0
Probate/Guardianship	0.3	0.3	0.3	0.3	0.4	0.4	0.5	0.4	0.4	0.4
Adoption/Paternity	3.2	2.6	2.3	2.9	2.7	4.2	5.8	6.9	5.8	5.7
Mental Illness/Alcohol	0.9	1.0	1.1	1.3	1.2	1.3	1.3	1.5	1.3	1.3
Juvenile Dependency	4.0	4.3	3.4	2.4	3.2	3.3	3.9	4.0	3.9	5.4
Juvenile Offender	5.9	4.3	5.1	4.3	5.4	5.7	5.3	5.7	5.3	4.4
Total	3.1	2.9	3.0	2.9	3.0	3.1	3.3	3.2	3.1	3.1

Source: computed from previously displayed tables

Table 5.5 Number of Proceedings by Type

an increase in the efficiency with which criminal cases are being resolved in the justice system. It is worth, however, noting several areas in which there have been increases in the number of proceedings per case: adoption/paternity, juvenile dependency, and juvenile offender cases have exhibited increasing numbers of proceedings since 1998. It is possible that these cases are becoming more complex to resolve.

## Section 5. Court Trends

## Cases Continued, Cancelled or Stricken by Type

Type of Filing	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	Total	% of Total	% change
Criminal	368	364	370	475	560	656	751	773	771	825	5,913	24%	124%
Civil	456	463	470	508	522	513	293	222	261	378	4,086	17%	-17%
Domestic	596	638	640	654	680	668	671	601	603	616	6,367	26%	3%
Probate/Guardianship	30	39	30	29	46	41	37	19	37	36	344	1%	20%
Adoption/Paternity	113	110	116	128	159	186	129	117	139	127	1,324	5%	12%
Mental Illness/Alcohol	1	1	2	23	3	13	7	4	0	0	54	0%	-100%
Juvenile Dependency	84	276	334	248	237	167	214	371	308	493	2,732	11%	487%
Juvenile Offender	106	595	567	989	335	172	163	166	145	182	3,420	14%	72%
Total	1,754	2,486	2,529	3,054	2,542	2,416	2,265	2,273	2,264	2,657	24,240	100%	51%

Source: Annual Report of the Superior Court, Washington State Courts website

Table 5.6 Cases Continued, Cancelled or Stricken by Type

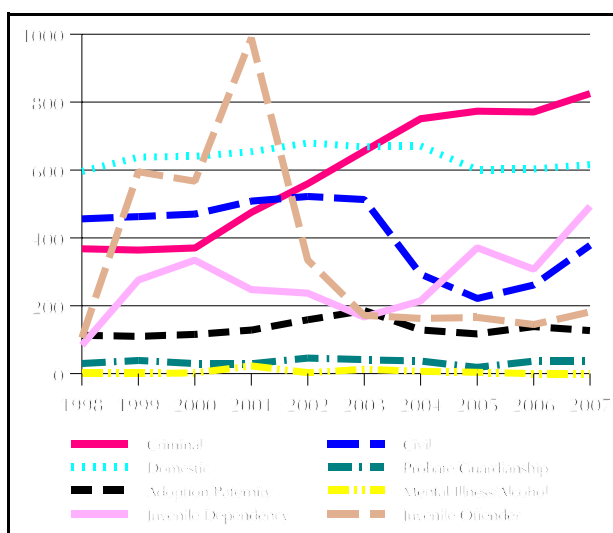


Figure 5.5 Continuances by Type

Cases can be continued, cancelled or stricken when a proceeding which was scheduled does not occur; as a result, the case resolution is delayed. Depending on the timing and nature of these events, they can create more or a less of a problem for the involved parties. Between 1998 and 2007, the number of continuances has increased in all types of filings except civil and mental illness. Overall continuances have increased 51%. Continuances in criminal matters have increased 124% during the same period. Increases in continuances are often associated with increases in volume of activities with no increase in resources. Continuances in criminal cases accounted for 21% of the total continuances granted in 1998; they accounted for 31% of continuances in 2008. The patterns noted in the 2005 master plan found that the vast majority of criminal case proceedings which didn't move forward were cancellations. A high degree of cancellations typically implies that a negotiated settlement or plea agreement has been reached.

A high degree of cancellations typically implies that a negotiated settlement or plea agreement has been reached.

## Time Standards

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	% change
90% @ 4 months	71.95	66.28	63.64	64.68	64.63	68.79	58.82	50.07	50.94	56.73	-21.2%
98% @ 6 months	88.71	84.46	80.62	81.61	78.62	83.28	75.29	68.76	66.14	73.02	-17.7%
100% @ 9 months	96.72	94.55	87.95	90.81	86.5	92.6	88.63	82.48	78.51	85.21	-11.9%
Cases Filed	640	692	621	635	653	898	936	912	955	1,348	110.6%
Total Cases Resolved	549	605	583	620	622	676	765	765	943	1,197	118.0%
Active Cases Pending Resolution	235	278	292	284	303	454	558	667	517	567	141.3%
Ratio of Active Cases Pending to Cases Resolved	0.43	0.46	0.5	0.46	0.49	0.67	0.73	0.87	0.54	0.47	9.3%
Cases Pending Resolution over 9 months	30	57	64	101	100	156	224	273	113	109	263.3%

Source: Annual Reports of the Superior Court, Washington State Courts website

Table 5.7 Superior Court Time Standards

## Section 5. Court Trends

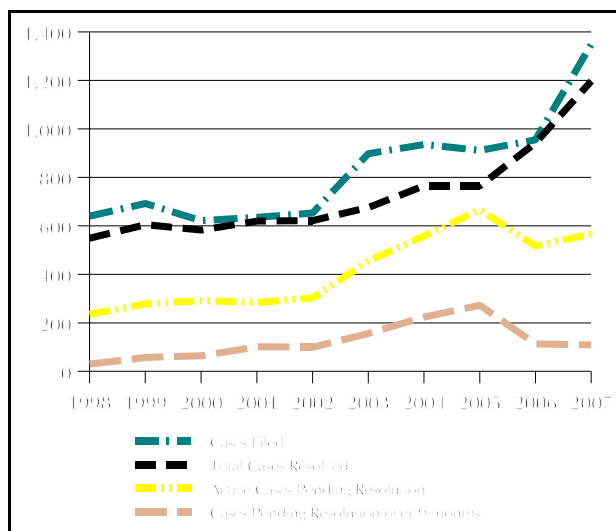


Figure 5.6 Superior Court Time Standards

Table 5.8 and Figure 5.6 provide considerable information about the impact of court workload on the ability to meet established time standards. Between 1998 and 2007 the number of cases pending resolution over 9 months has increased 263%; this is actually a lesser increase than the 420% increase noted in the 2005 master plan. The number of active cases pending resolution, total cases filed and total cases resolved have doubled.

As noted in the 2005 master plan, there are several common reasons for this situation.

- The County has had a number of complex, serious cases which require more time to resolve.

- The resources required to carry out this work have not kept pace with this work - although since 2005, the potential impact of additional court officers are noted in the reductions in cases pending resolution and those pending more than 9 months.
- The degree to which court officers move more quickly to negotiate a settlement will also impact the number of cases which remain on the docket pending resolution.

## Most Serious Offense Referred

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	Total	% of Total	% change
<b>Felony</b>													
Homicide	6	4	8	4	8	2	10	6	9	7	64	1%	17%
Sex Crimes	49	60	34	47	46	52	41	43	62	75	509	6%	53%
Robbery	17	18	12	7	13	15	23	25	15	28	173	2%	65%
Assault	79	89	57	67	96	125	141	130	141	155	1,080	13%	96%
Theft/Burglary	183	209	171	212	169	291	308	302	326	429	2,600	31%	134%
Motor Vehicle Theft	16	10	20	17	15	14	8	16	14	17	147	2%	6%
Controlled Substance	149	170	179	144	156	206	169	207	204	395	1,979	23%	165%
Other	137	124	132	135	142	190	153	108	124	161	1,406	17%	18%
Misdemeanor/Gross Misdemeanor	4	2	0	1	3	2	81	74	60	81	308	4%	1925%
Appeals	7	10	8	9	14	83	41	29	18	4	223	3%	-43%
Non-charge	0	6	6	1	5	1	2	1	0	0	22	0%	
<b>Total Criminal</b>	<b>647</b>	<b>702</b>	<b>627</b>	<b>644</b>	<b>667</b>	<b>981</b>	<b>977</b>	<b>941</b>	<b>973</b>	<b>1,352</b>	<b>8,511</b>	<b>100%</b>	<b>109%</b>

Source: Annual Reports of the Superior Court, Washington State Courts, website

Table 5.8 Most Serious Offense Referred to Superior Court

Each criminal case referred to Superior Court can include multiple charges; this is particularly true if there is a practice of combining cases. Lesser included charges follow the felony charge to Superior Court. In general, person offenses are always considered as more serious than property offenses. Assaults are the most common person offense at 13% of criminal filings for this period. Assaults have nearly doubled since 1998. It is also important to note that very small numbers of actual events, such as homicides, will result in very large or wildly fluctuating percentage changes. As a result, percentage changes in homicides, robberies, motor vehicle thefts, etc. should be

## Section 5. Court Trends

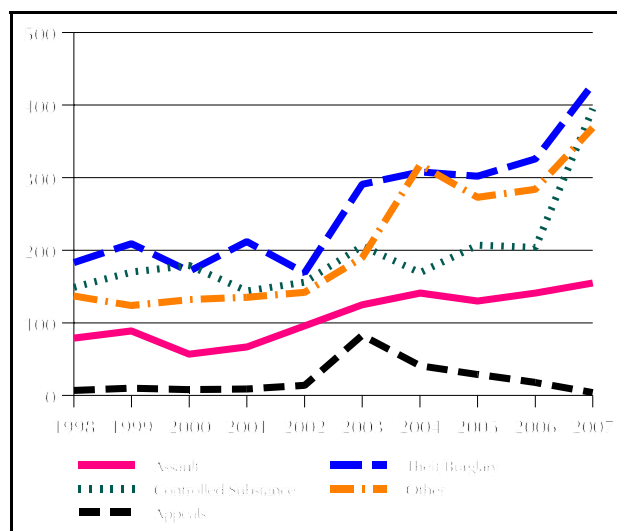


Figure 5.7 Most Serious Offense Referred to Superior Court

Overall, the number of counts in criminal cases has increased 237% between 1998 and 2007. Much of that increase has occurred since 2003. Again leaving aside offense types which have a small number of cases, there have been significant increases in theft/burglary counts (226% increase), controlled substance abuse counts (297%), other offenses (163%), and misdemeanors and gross misdemeanors (1,281%). Table 5.11 examines counts as a rate per case.

considered in terms of a range and consistency within the range. Theft and burglary are the largest category of offenses referred to Superior Court accounting for 31% of criminal case filings. These cases have shown a 134% increase since 2003. Controlled substance offenses account for 23% of all criminal filings during this period; this category of offense has increased 165% since 1998.

## Counts by Type of Charge

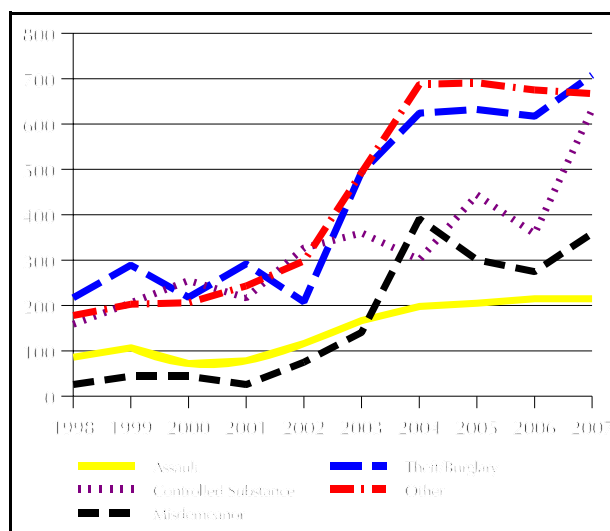


Figure 5.8 Counts by Type of Charge

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	Total	% Total	% change
<b>Felony</b>													
Homicide	6	5	8	4	8	2	11	6	14	8	72	0.5%	33%
Sex Crimes	55	65	40	60	64	80	105	127	156	129	881	5.6%	135%
Robbery	19	21	12	7	13	15	24	36	19	30	196	1.3%	58%
Assault	86	107	72	78	116	167	198	205	215	215	1,459	9.3%	150%
Theft/Burglary	217	289	218	292	208	494	624	632	617	708	4,299	27.4%	226%
Motor Vehicle Theft	20	15	32	26	22	24	18	45	24	31	257	1.6%	55%
Controlled Substance	159	206	255	217	327	360	301	444	358	632	3,259	20.8%	297%
Other	178	203	206	243	298	493	529	477	462	469	3,558	22.7%	163%
Misdemeanor/ Gross Misdemeanor	26	44	44	26	75	141	391	301	275	359	1,682	10.7%	1281%
<b>Total Criminal</b>	<b>766</b>	<b>955</b>	<b>887</b>	<b>953</b>	<b>1,131</b>	<b>1,776</b>	<b>2,201</b>	<b>2,273</b>	<b>2,140</b>	<b>2,581</b>	<b>15,663</b>	<b>100.0%</b>	<b>237%</b>

Source: Superior Court Annual Reports, Washington State Courts website

Table 5.9 Counts by Type of Charge

## Section 5. Court Trends

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007
Homicide	1.00	1.25	1.00	1.00	1.00	1.00	1.10	1.00	1.56	1.14
Sex Crimes	1.12	1.08	1.18	1.28	1.39	1.54	2.56	2.95	2.52	1.72
Robbery	1.12	1.17	1.00	1.00	1.00	1.00	1.04	1.44	1.27	1.07
Assault	1.09	1.20	1.26	1.16	1.21	1.34	1.40	1.58	1.52	1.39
Theft/Burglary	1.19	1.38	1.27	1.38	1.23	1.70	2.03	2.09	1.89	1.65
Motor Vehicle Theft	1.25	1.50	1.60	1.53	1.47	1.71	2.25	2.81	1.71	1.82
Controlled Substance	1.07	1.21	1.42	1.51	2.10	1.75	1.78	2.14	1.75	1.60
Other	1.30	1.64	1.56	1.80	2.10	2.59	3.46	4.42	3.73	2.91
Total Criminal	1.18	1.36	1.41	1.48	1.70	1.81	2.25	2.42	2.20	1.91

Source: computed by consultant from previous tables

Table 5.10 Counts per Case by Type

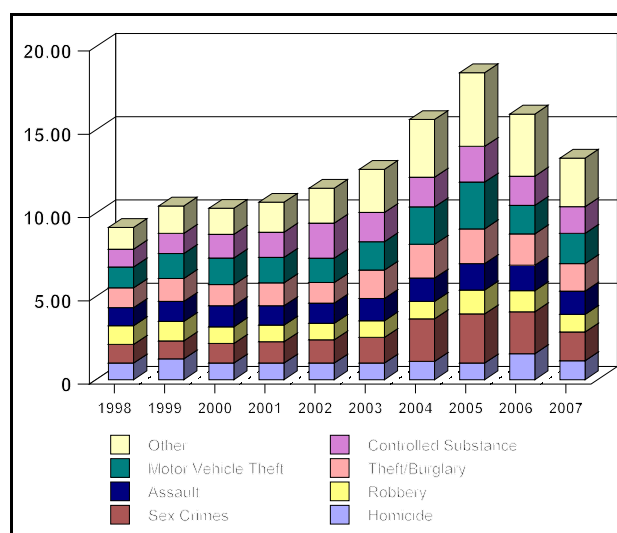


Figure 5.9 Trend in Counts per Case

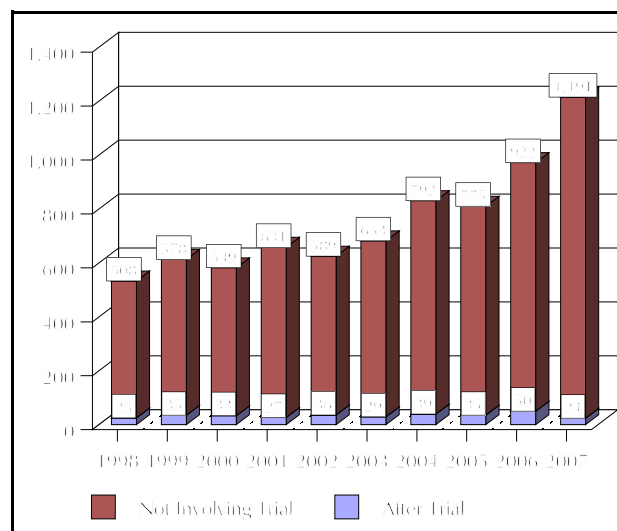


Figure 5.10 Criminal Case Resolutions Not Involving and After Trial

The 2005 master plan noted a significant increase in the number of counts per case. This trend peaked in 2005 and has decreased since that time. Overall the number of counts per case has increased from 1.18 in 1998, peaking at 2.42 in 2005 and returning to 1.91 in 2007. to 1.81 in 2003. The most significant growth in counts appears to be in other (from 1.3 in 1998 to 2.59 in 2003), theft/ burglary (from 1.19 to 1.17), and controlled substance offenses (from 1.07 to 1.75). This trend is likely to be related to prosecutorial philosophy.

### Criminal Case Resolutions

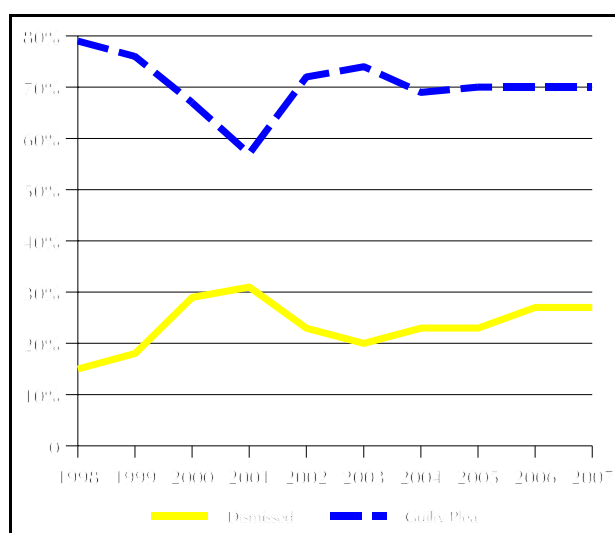
Between 1998 and 2007, between 94% and 98% of criminal case resolutions have not involved a trial. This is very typical, as most cases are resolved through some type of negotiation. The reduction in the number of trials seen in 2007 is noteworthy. Table 5.11 shows how cases were resolved before trial; Table 5.12 shows how cases were resolved after trial. .

## Section 5. Court Trends

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007
Change of Venue	0	0	0	1	1	0	0	0	3	4
Extradition	0	1	3	16	13	26	19	11	5	5
Deferred Prosecution	7	10	11	15	13	6	4	1	6	10
Decision on Lower Court Appeal	17	23	8	43	5	4	40	44	9	15
Dismissed	77	105	158	194	135	131	180	180	250	320
Guilty Plea	403	438	369	362	422	486	549	539	648	837
Other	4	1	0	0	0	0	0	0	1	
Pretrial Total	508	578	549	631	589	653	792	775	922	1,191

Source: Annual Reports of the Superior Court, Washington State Courts website

Table 5.11 Type of Resolution of Criminal Cases Not Tried



There are two primary ways in which cases are resolved without going to trial. The defendant can enter a guilty plea, or the case can be dismissed. Both have increased because of increases in the volume of cases. However, changes in patterns are more easily noted when these are viewed as percentages. Since 1998, guilty pleas have decreased from 79% to 70% of cases, while dismissals have increased from 15% in 1998 to 27% in 2007.

Table 5.12 clearly shows that the vast majority of cases which are resolved after trial are resolved by conviction. However, it is useful to view these as percentages also.

Figure 5.11 Primary Types of Criminal Case Resolutions Before Trial

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007
Dismissed	0	0	0	0	0	0	1	0	0	0
Guilty Plea	0	0	0	0	0	0	0	0	0	0
Acquitted/Not Guilty	6	3	0	9	2	8	9	12	10	4
Convicted	19	35	33	18	34	21	29	23	40	20
Post-Trial Total	25	38	33	27	36	29	39	35	50	24

Source: Annual Reports of the Superior Court, Washington State Courts website

Table 5.12 Resolutions After Trial



## Section 5. Court Trends

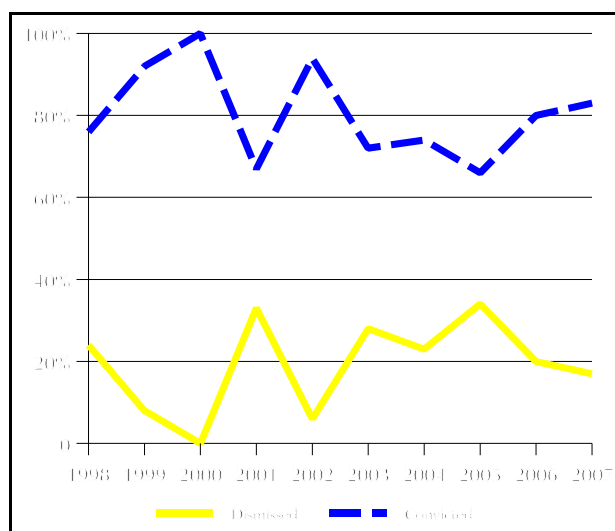


Figure 5.12 Percentage of Resolutions After Trial

Although there has been a clear increase in the number of cases completed which result in a sentence to the Department of Corrections (DOC), these cases are not in the majority except in the most serious categories of offenses. The proportion of case completions which have DOC sentences has increased from 22% of completions in 1998 to 28% of completions in 2003.

Percentages of acquittals have ranged from a low of 8% in 1999 to a high of 34% in 2005. Acquittals have returned to about 20% in 2006 and 2007.

## Case Completions and Sentences

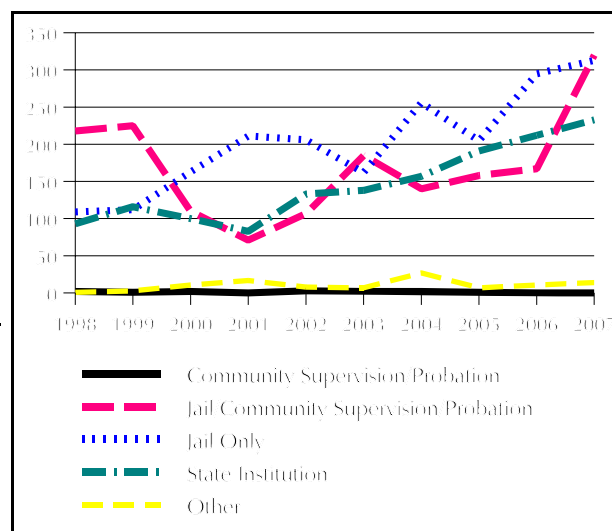


Figure 5.13 Case Completions and Sentence Type

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	Total	% Total	% Change
Judgment/Order/Decree Filed	574	609	575	659	628	672	830	810	974	1,236	7,567	99.9%	115%
Uncontested	1	1	0	0	0	0	0	0	4	0	6	0.1%	-100%
Dismissed/Closed due to Litigant Inactivity	0	0	0	0	0	0	0	0	0	0	0	0.0%	
Total Completions	575	610	575	659	628	672	830	810	978	1,236	7,573	100.0%	115%
Community Supervision/Probation	2	1	2	0	3	2	2	1	0	0	13	0.2%	-100%
Jail/Community Supervision/Probation	218	225	110	71	107	185	140	158	167	320	1,701	32.0%	47%
Jail Only	109	112	163	211	206	162	256	205	295	313	2,032	38.3%	187%
State Institution	93	116	100	83	133	138	157	191	212	233	1,456	27.4%	151%
Other	1	3	11	17	8	7	27	7	11	14	106	2.0%	1300%
Total Sentences	423	457	386	382	457	494	582	562	685	880	5,308	100.0%	108%
% jail	77%	74%	71%	74%	68%	70%	68%	65%	67%	72%	70%		

Source: Annual Reports of the Superior Court, Washington State Courts website

Table 5.13 Case Completions and Sentences

A number of the trends noted in the 2005 master plan have continued. All types of sentences are increasing. However, the master plan noted a movement away from the use of sentences which included jail, community supervision and probation to jail only sentences. That trend has moderated in the last two years. There are significant increases in the number of DOC sentences (151% since 1998). Sentences which do not include either jail or state institution time have decreased significantly (100%). Jail is the predominant sentence (alone or in conjunction with



## Section 5. Court Trends

community supervision/probation). Between 1998 and 2003, the proportion of sentences from Superior Court which have resulted in some confinement in the local jail has ranged from a high of 77% in 1998 to a low of 65% in 2004. It is clear that the jail is used regularly as a sanction - not only for misdemeanor cases, but also for felonies.

## District Court

District Courts are courts of limited jurisdiction. There are District Courts for the County, Anacortes, Burlington, Concrete, Mount Vernon, and Sedro Wooley. In general, if Superior Courts are about time consuming cases, District Courts are about volume. This analysis includes all Skagit County District Courts.

### Case Filings

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	Total	% Total	% Change
<b>Infractions</b>													
Traffic	17,150	16,281	15,389	14,332	18,918	21,494	23,081	21,839	22,168	26,222	196,874	60%	53%
Non-traffic	133	126	205	209	197	241	330	495	403	370	2,709	1%	178%
<b>Misdemeanors</b>													
DUI/Physical Control	1,027	1,037	1,091	1,028	1,455	1,436	1,489	1,312	1,308	1,422	12,605	4%	38%
Other Traffic	3,043	2,815	2,781	2,476	2,903	3,030	1,905	1,466	3,179	3,381	26,979	8%	11%
Non-traffic	3,344	3,083	3,401	3,281	2,984	3,490	3,703	3,612	3,485	3,596	33,979	10%	8%
Domestic Violence	188	149	169	150	168	205	197	202	191	211	1,830	1%	12%
Civil	2,196	2,214	2,323	2,042	2,267	2,161	2,063	1,975	1,786	2,328	21,355	7%	6%
Small Claims	472	422	444	467	455	411	376	434	427	362	4,270	1%	-23%
Felony Complaint	46	34	14	7	12	11	13	19	19	10	185	0%	-78%
Parking	2,225	2,245	2,678	3,149	2,860	2,422	3,171	2,654	2,597	2,883	26,884	8%	30%
<b>Total</b>	<b>29,824</b>	<b>28,406</b>	<b>28,495</b>	<b>27,141</b>	<b>32,219</b>	<b>34,901</b>	<b>36,328</b>	<b>34,008</b>	<b>35,563</b>	<b>40,785</b>	<b>327,670</b>	<b>100%</b>	<b>37%</b>
<b>% infractions</b>	<b>58%</b>	<b>58%</b>	<b>55%</b>	<b>54%</b>	<b>59%</b>	<b>62%</b>	<b>64%</b>	<b>66%</b>	<b>63%</b>	<b>65%</b>	<b>61%</b>		

Source: Annual Reports of the District Courts, Washington State Courts website

Table 5.14 Case Filings

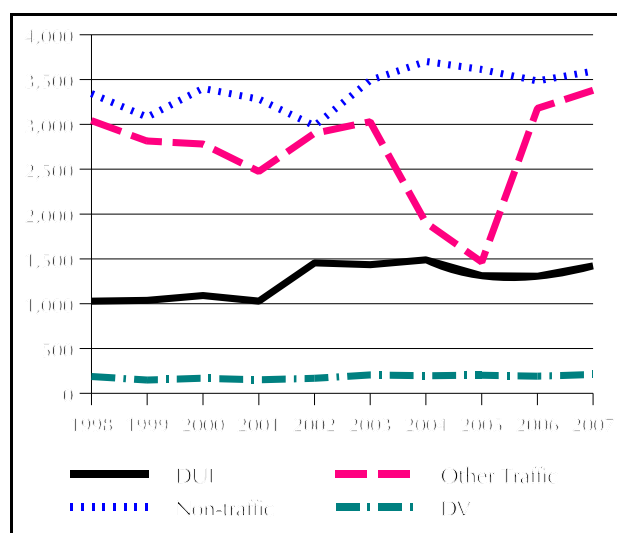


Figure 5.14 Misdemeanor Filings in District Court

Between 1998 and 2007, there was a 37% increase in the number of cases filed in the District Courts. This represents an continuation of trends noted in the 2005 master plan. Infractions are the majority of filings in these courts, ranging from a low of 54% of filings in 2001 to a high of 66% of filings in 2005.

Figure 5.14 provides information about the misdemeanors filed. These are the cases which are most likely to have an impact on the local jail. The increases in other traffic, non-traffic and domestic violence misdemeanors continue to be relatively modest as noted in the 2005 master plan, the increase in DUI/Physical Control offenses continues to be significant (38%).

## Section 5. Court Trends

## Charges Disposed in District Court

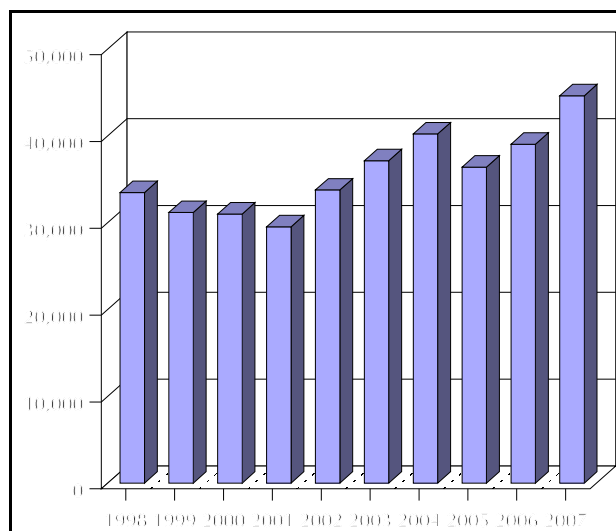


Figure 5.15 Trend in District Court Filings

As in Superior Court, there are often multiple charges within a single case filing. Overall charges disposed in District Court have continued to increase as indicated in the 2005 master plan. Total charges have increased 33% between 1998 and 2007. The most significant percentage increase is the number of non-traffic infractions (197%) although this is a relatively small portion of the Court's cases.

Changes in practice have resulted in a decrease in felony complaint filings in District Court. The most significant change is simply significant changes in volume. The 2005 master plan noted a decrease in the number of charges per filing. This trend appears to be reversing itself although charges per filing seems to be stabilizing at about 1.1 charges per filing.

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	% Change
<b>Infractions</b>											
Traffic	19,293	18,324	17,297	15,216	19,924	23,213	25,066	23,792	25,237	29,094	51%
Non-traffic	131	132	155	214	182	248	318	493	400	389	197%
<b>Misdemeanors</b>											
DUI/Physical Control	711	706	694	707	706	880	938	850	769	808	14%
Other Traffic	3,756	3,652	3,579	3,414	3,554	3,451	4,300	1,928	3,350	4,183	11%
Non-traffic	3,823	3,554	3,779	3,893	3,571	3,954	3,989	4,213	4,359	4,497	18%
Domestic Violence	180	92	56	144	166	193	197	197	186	202	12%
Civil	1,972	1,977	2,011	2,334	2,098	2,100	1,970	1,820	1,662	2,149	9%
Small Claims	455	398	422	440	423	429	324	387	408	384	-16%
Felony Complaint	904	49	302	12	20	24	23	29	28	20	-98%
Parking	2,246	2,293	2,700	3,152	3,123	2,646	3,097	2,685	2,644	2,896	29%
<b>Total</b>	<b>33,471</b>	<b>31,177</b>	<b>30,995</b>	<b>29,526</b>	<b>33,767</b>	<b>37,138</b>	<b>40,222</b>	<b>36,394</b>	<b>39,043</b>	<b>44,622</b>	<b>33%</b>
Charges per filing	1.12	1.10	1.09	1.09	1.05	1.06	1.11	1.07	1.10	1.09	

Source: Annual Reports of the District Courts, Washington State Courts website

Table 5.15 Charges Disposed in District Court

## DUI/Physical Control

The number of DUI/Physical Control cases filed has increased 38% between 1998 and 2007, consistent with trends noted in the 2005 master plan. The pattern noted in shifts in disposition has generally continued. Guilty pleas peaked in 2004 and declined since that time. 2007 data suggests that this trend may be reversing. The peak in guilty pleas was accompanied by a decrease in pleas to reduced or amended charges. The proportion of pleas to reduced or amended peaked in 2006 and is again decreasing. Outright dismissals have accounted for about 20% of dispositions in 2006 and 2007.

## Section 5. Court Trends

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	Total	% of Total	% Change
Filings	1,027	1,037	1,091	1,028	1,455	1,436	1,489	1,312	1,308	1,422	12,605		38%
Charges	1,029	1,039	1,102	1,031	1,459	1,436	1,498	1,319	1,310	1,429	12,652		39%
Violations Disposed													
Guilty	458	432	432	443	538	660	673	635	518	536	5,325	46%	17%
Bail Forfeit	0	1	0	2	1	1	0	0	1	0	6	0%	
Not Guilty	7	2	6	3	5	13	25	6	6	8	81	1%	14%
Dismissed	246	271	256	259	162	206	240	209	244	264	2,357	20%	7%
Reduced Amended	242	388	376	321	375	308	341	519	598	460	3,928	34%	90%
Total	953	1,094	1,070	1,028	1,081	1,188	1,279	1,369	1,367	1,268	11,697	100%	33%
Proceedings													
Jury Trial	16	10	17	16	16	45	89	35	37	21	302	0.3%	31%
Non-Jury Trial	2	1	0	0	4	17	5	2	4	1	36	0.0%	-50%
Stip to Rec	6	0	0	0	0	1	6	8	5	6	32	0.0%	0%
Arraignment	1,052	1,317	1,416	1,340	1,927	2,015	1,936	1,887	1,888	1,966	16,744	19.4%	87%
Other Hearing	5,459	5,290	5,307	5,527	5,833	8,042	9,106	8,580	6,092	8,235	67,471	78.1%	51%
Deferred Prosecution	231	181	131	146	150	200	229	147	144	150	1,709	2.0%	-35%
Cases Appealed	2	5	3	5	7	7	8	20	11	2	70	0.1%	0%
Total Proceedings	6,768	6,804	6,874	7,034	7,937	10,327	11,379	10,679	8,181	10,381	86,364	100.0%	
Proceedings per case	6.59	6.56	6.30	6.84	5.45	7.19	7.64	8.14	6.25	7.30	6.85		

Source: Annual Reports of the District Courts, Washington State Courts website; Proceeding per Case computed from data in table

Table 5.16 DUI/Physical Control Cases

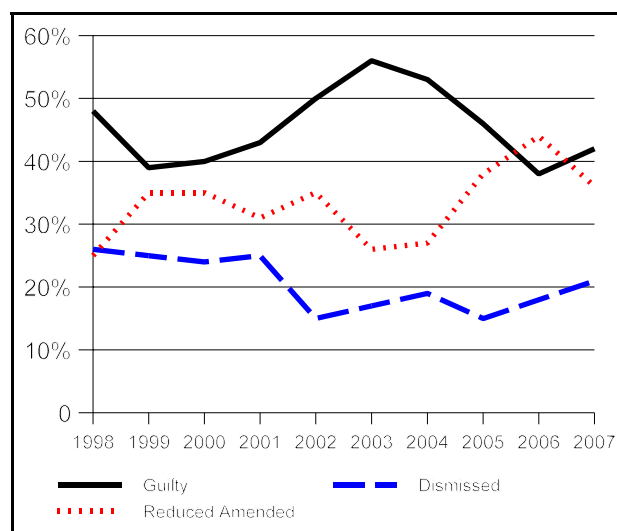


Figure 5.16 Trend in DUI/Physical Control Dispositions

## Section 5. Court Trends

## Other Traffic Misdemeanors

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	Total	% Total	% Change
Filings	3,043	2,815	2,781	2,476	2,903	3,030	1,905	1,466	3,179	3,381	26,979		11%
Charges	3,558	3,323	3,448	2,918	3,450	3,596	2,383	1,926	3,914	4,106	32,622		15%
Violations Disposed													
Guilty	1,944	1,935	1,876	1,603	1,929	1,745	1,212	1,078	1,709	1,861	16,892	48%	-4%
Bail Forfeit	730	695	704	641	596	615	500	213	537	562	5,793	16%	-23%
Not Guilty	6	1	3	1	4	3	3	2	1	0	24	0%	-100%
Dismissed	1,076	1,021	996	1,169	1,025	1,088	2,585	635	1,103	1,760	12,458	35%	64%
Total	3,756	3,652	3,579	3,414	3,554	3,451	4,300	1,928	3,350	4,183	35,167	100%	11%
Proceedings													
Jury Trial	9	2	10	4	6	8	15	3	6	2	65	0.1%	-78%
Non-Jury Trial	13	3	3	2	1	7	8	3	5	1	46	0.1%	-92%
Stip to Rec	107	34	18	12	24	49	42	38	55	67	446	0.5%	-37%
Arraignment	3,374	3,577	3,649	3,479	4,242	4,976	2,914	1,939	4,512	5,043	37,705	44.0%	49%
Other Hearing	5,706	4,557	4,367	4,090	4,771	5,486	4,598	2,684	4,984	5,715	46,958	54.8%	0%
Deferred Prosecution	54	42	33	45	50	39	44	42	51	57	457	0.5%	6%
Cases Appealed	4	4	2	2	2	5	14	2	2	0	37	0.0%	-100%
Total	9,267	8,219	8,082	7,634	9,096	10,570	7,635	4,711	9,615	10,885	85,714	100.0%	17%
Proceedings / Filing	3.05	2.92	2.91	3.08	3.13	3.49	4.01	3.21	3.02	3.22			

Source: Annual Reports of the District Courts, Washington State Courts website

Table 5.17 Dispositions and Proceedings of Other Traffic Misdemeanors

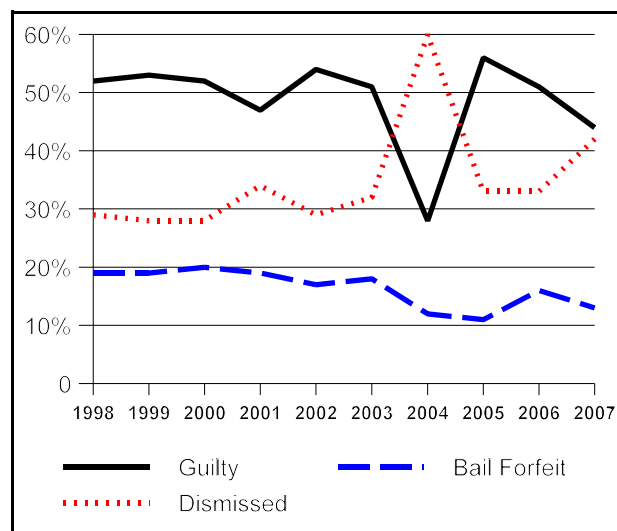


Figure 5.17 Trend in Dispositions of Other Traffic Misdemeanors

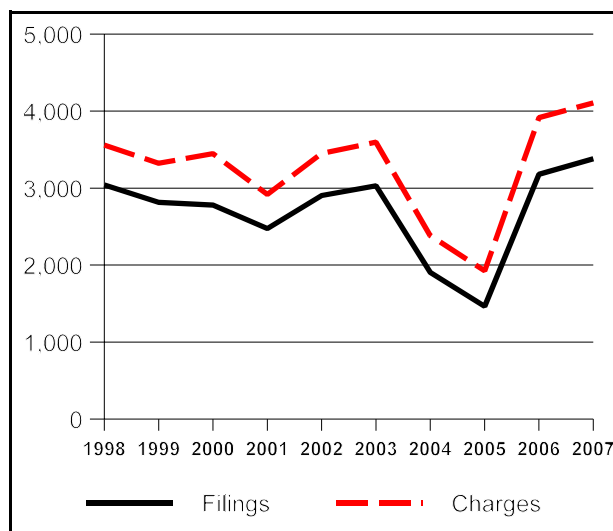


Figure 5.18 Trend in Other Traffic Misdemeanor Filings and Charges

Other traffic misdemeanors include charges such as driving under suspension, driving without an operator's license, eluding, careless driving, etc. These are more serious than infractions and carry penalties which can include jail time. There has been a significant shift in filings and charges since the 2005 master plan. In 2004, there was a significant decrease in both filings and charges of this type. This trend continued until 2006, when there were significant increases in this type of offense.

There has also been a significant shift in the pattern of dispositions. In 2004, there was a significant increase in the number of guilty pleas which was accompanied by an increase in the number of dismissals. This change resulted from

## Section 5. Court Trends

a specific court decision, and the pattern now has returned to the trend noted in the earlier master plan. However, since 1998, the proportion of guilty pleas has decreased from 52% to 44% of dispositions with a corresponding increase in dismissals from 29% of dispositions in 1998 to 42% of dispositions in 2007.

The number of proceedings per filing offers some assessment of the degree to which the justice system is working efficiently to resolve these matters. After peaking at 4.02 proceedings per case in 2004, the number of proceedings has returned to 3.02 in 2006 and 3.22 in 2007 which are more representative of the rate of resolution of these cases during this period.

## Non-Traffic Misdemeanors

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	Total	% Total	% Change
Filings	3,344	3,083	3,401	3,281	2,984	3,490	3,703	3,612	3,485	3,596	33,979		8%
Charges	3,966	3,683	4,207	4,032	3,650	4,215	4,519	4,376	4,440	4,585	41,673		16%
Violations Disposed													
Guilty	1,588	1,385	1,387	1,384	1,357	1,413	1,442	1,606	1,605	1,745	14,912	38%	10%
Bail Forfeit	686	661	854	733	529	691	732	780	823	552	7,041	18%	-20%
Not Guilty	10	13	4	6	10	16	27	13	13	2	114	0%	-80%
Dismissed	1,539	1,495	1,534	1,770	1,675	1,834	1,788	1,814	1,918	2,198	17,565	44%	43%
Total	3,823	3,554	3,779	3,893	3,571	3,954	3,989	4,213	4,359	4,497	39,632	100%	18%
Proceedings													
Jury Trial	21	15	15	16	21	41	65	40	40	6	280		-71%
Non-Jury Trial	6	2	1	5	6	13	15	6	5	5	64		-17%
Stip to Rec	45	19	7	15	27	52	61	79	79	68	452		51%
Arraignment	3,976	3,771	4,145	4,328	4,268	5,417	5,405	5,598	5,493	5,552	47,953		40%
Other Hearing	7,445	5,867	6,332	7,390	7,991	9,078	10,853	10,667	10,019	9,227	84,869		24%
Deferred Prosecution	24	74	87	146	133	122	132	125	126	116	1,085		383%
Cases Appealed	2	5	4	3	5	6	9	5	7	2	48		0%
Total	11,519	9,753	10,591	11,903	12,451	14,729	16,540	16,520	15,769	14,976	134,751		
Proceedings/Case													
	3.44	3.16	3.11	3.63	4.17	4.22	4.47	4.57	4.52	4.16			

Source: Annual Reports of the District Courts, Washington State Courts website

Table 5.18 Non-Traffic Misdemeanors

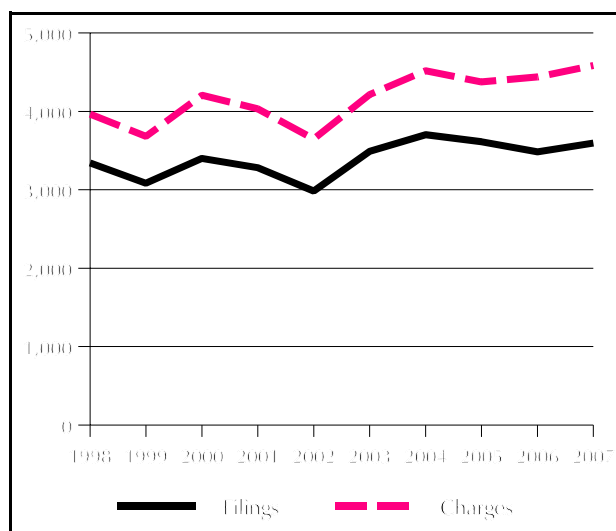


Figure 5.19 Non-Traffic Misdemeanor Cases Filed and Charges

Non-traffic misdemeanor cases include a broad spectrum of offenses, such as simple assault, petty theft, and a variety of simple possession cases. As noted in the 2005 master plan, the pattern in these offenses also seems cyclical with a generally increasing trend. Between 1998 and 2007, the number of cases increased 8% and the number of charges increased 16%. This does represent an increase in the number of charges per filing.

## Section 5. Court Trends

The pattern in case dispositions is more interesting and is a continuation of the trend noted in the earlier master plan. In 1998, 42% of cases were resolved by guilty pleas; in 2007, 39% of cases were resolved by guilty pleas. In 1998 40% of cases were resolved by dismissal; in 2007, 49% of cases were resolved by dismissal. The trend in bail forfeiture is trending down more steeply than noted in the 2005 master plan.

## Domestic Violence/Protection Orders

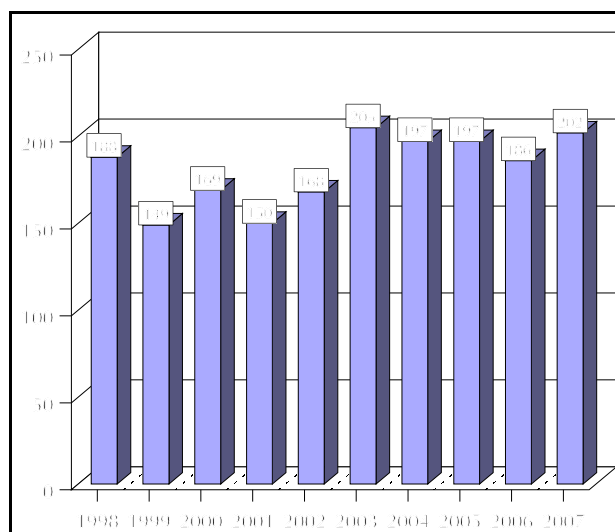


Figure 5.21 Domestic Violence and Protection Orders

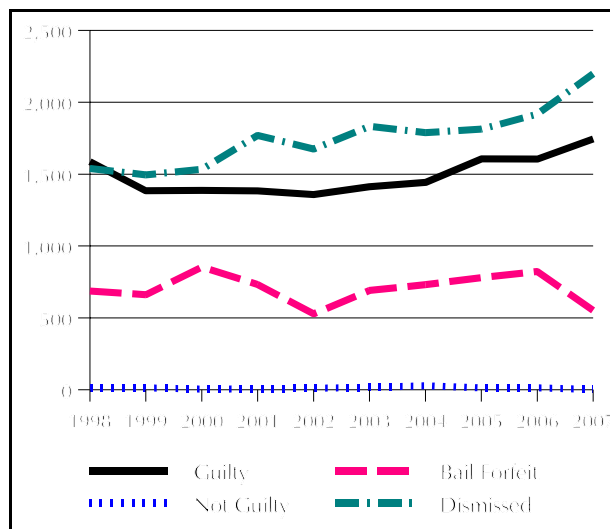


Figure 5.20 Disposition of Non-Traffic Misdemeanor Cases

Domestic violence cases have the potential to have a significant impact on the local jail. This is not only because of the presumption of arrest, but also because of the repetitive nature of these events. As person offenses, they are likely to result in some jail time if the defendant is found guilty. They are also among the most likely types of cases to result in the petitioner's decision to withdraw the complaint. Since 1998, there has been an 18% increase in domestic violence petitions filed.

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	Total	% Total	% Change
<b>Petitions Filed</b>													
Domestic Violence				0	0	0	0	0	0	0	0		
Anti-harassment				150	168	205	197	202	191	221	1,334		
<b>Total</b>	<b>188</b>	<b>149</b>	<b>169</b>	<b>150</b>	<b>168</b>	<b>205</b>	<b>197</b>	<b>202</b>	<b>191</b>	<b>221</b>	<b>1,840</b>		<b>18%</b>
<b>Proceedings</b>													
Exparte Hearings	171	136	166	136	154	181	167	192	169	169	1,641		-1%
Full Order Hearing	125	149	146	155	140	168	157	196	132	147	1,515		18%
<b>Petitions Disposed</b>													
Granted	60	49	41	58	53	49	59	55	55	54	533	33%	-10%
Denied or Dismissed	90	30		78	91	121	111	125	110	124	880	55%	38%
Transferred to Superior	30	13	15	8	22	23	27	17	21	24	200	12%	-20%
<b>Total</b>	<b>180</b>	<b>92</b>	<b>56</b>	<b>144</b>	<b>166</b>	<b>193</b>	<b>197</b>	<b>197</b>	<b>186</b>	<b>202</b>	<b>1,613</b>	<b>100%</b>	<b>12%</b>

Source: Annual Reports of the District Courts, Washington State Courts website

Table 5.19 Domestic Violence Matters

In Washington, like most jurisdictions, there is a presumption that the prosecution will proceed regardless of the victim's desire to move forward. Between 1998 and 2007, there was an 10% decrease in the number of petitions

## Section 5. Court Trends

granted, a 20% decrease in the number of cases transferred to Superior Court, and a 38% increase in petitions denied or dismissed. This trend is very consistent with that noted in the 2005 master plan.

## Trials

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	% Change
<b>Misdemeanors</b>											
<b>DUI/Physical Control</b>											
Set	216	214	222	217	239	752	1,349	1,023	670	387	79%
Held	16	10	17	16	16	45	89	35	37	21	31%
<b>Other Traffic</b>											
Set	145	95	95	87	75	213	218	204	214	121	-17%
Held	9	2	10	4	6	8	15	3	6	2	-78%
<b>Non-Traffic</b>											
Set	494	429	367	422	361	736	914	881	833	330	-33%
Held	21	15	15	16	21	41	65	40	40	6	-71%
<b>All Misdemeanors</b>											
Set	855	738	684	726	675	1,701	2,481	2,108	1,717	838	-2%
Held	46	27	42	36	43	94	169	78	83	29	-37%
<b>Civil</b>											
Set	9	11	13	8	21	8	8	1	2	2	-78%
Held	3	0	1	0	3	1	5	0	0	0	-100%
<b>All Jury Trials</b>											
Set	864	749	697	734	696	1,709	2,489	2,109	1,719	840	-3%
Held	49	27	43	36	46	95	174	78	83	29	-41%
% of Trials Held	6%	4%	6%	5%	7%	6%	7%	4%	5%	3%	

Source: Annual Reports of the District Courts, Washington State Courts website

Table 5.20 District Court Jury Trials

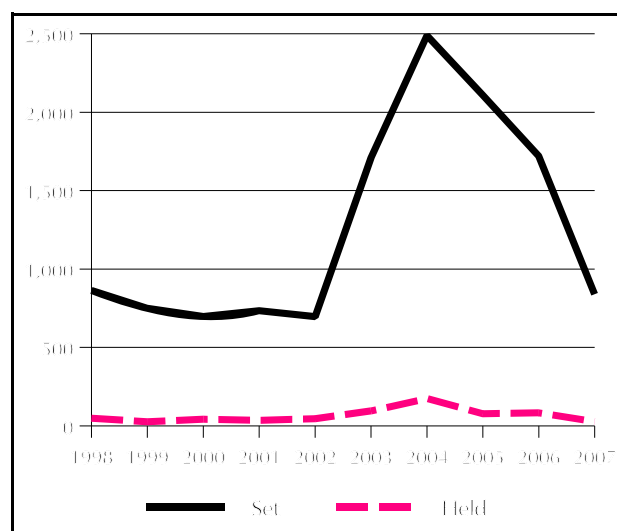


Figure 5.22 District Court Jury Trials

time. This shift may be related to shifts in prosecutorial philosophy. Given the degree to which trials use court resources, the current approach clearly represents an increased efficiency.

Trials, particularly jury trials, use a great deal of the resources of the court. They also are likely to have an impact on other criminal justice agencies, particularly the police who are often called to testify. If defendants are in custody, trial must occur within 60 days, unless waived; if not in custody, trials must occur within 90 days, unless waived. Although many trials are set, few are held (between 4% and 7% between 1998 and 2007). There was a significant increase in the number of trials set in 2003 (a 98% increase over 1998 levels). Today, since 1998, there has been an overall decrease in the number of jury trials held and a 41% decrease in the number actually held. However, since the 2005 master plan, there has been a significant period between 2002 and 2006 when the number of jury trials scheduled and held significantly increased. The number of trials set peaked in 2004 and has decreased since that

## Section 5. Court Trends

In District Courts, defendants have the option of requesting a trial before a judge rather than a jury. Table 5.21 and Figure 5.23 show the trend in this type of trials.

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	% Change
<b>Misdemeanors</b>											
<b>DUI/Physical Control</b>											
Set	7	6	10	4	9	51	7	2	12	2	-71%
Held	2	1	0	0	4	17	5	2	4	1	-50%
<b>Other Traffic</b>											
Set	34	16	17	8	2	36	32	7	9	2	-94%
Held	13	3	3	2	1	7	8	3	5	1	-92%
<b>Non-Traffic</b>											
Set	38	11	15	16	10	44	47	17	13	13	-66%
Held	6	2	1	5	6	13	15	6	5	5	-17%
<b>All Misdemeanors</b>											
Set	79	33	42	28	21	131	86	26	34	17	-78%
Held	21	6	4	7	11	37	28	11	14	7	-67%
<b>Civil</b>											
Set	77	99	44	64	64	28	27	38	27	13	-83%
Held	18	29	8	18	16	12	22	11	9	4	-78%
<b>All Jury Trials</b>											
Set	156	132	86	92	85	159	113	64	61	30	-81%
Held	39	35	12	25	27	49	50	22	23	11	-72%
% Held	25%	27%	14%	27%	32%	31%	44%	34%	38%	37%	

Source: Annual Reports of the District Courts, Washington State Courts website

Table 5.21 Non-Jury Trials

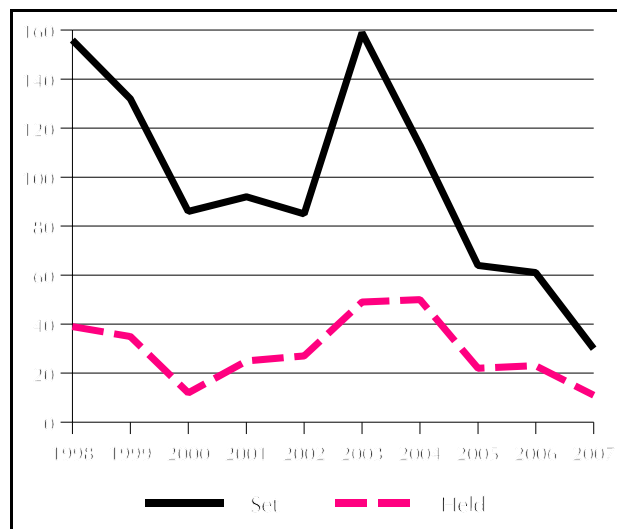


Figure 5.23 Non-Jury Trials

A number of the patterns noted for jury trials are reflected in this category although the decline is considerably steeper. As noted in the 2005 master plan, after a period of decline, non-jury trials set in 2003 were now equivalent to the level seen in 1998. Since 1998, the total number of non-jury trials set has decreased 81% and the number held has decreased 72%.



## Section 5. Court Trends

## District Court Staffing Resources

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007
<b>Skagit</b>										
Judges	2	2	2	2	2	2	2	2	2	2
Court Commissioners	1	1	1	1	0.88	0.88	0.88	0.88	0.88	1.04
Subtotal	3	3	3	3	2.88	2.88	2.88	2.88	2.88	3.04
Estimated Need					2.68	3.24	3.24	3.24	3.24	2.23
<b>Anacortes</b>										
Judges	0	0.1	0.1	0.1	0.1	0.1				0.1
Court Commissioners										
Estimated Need										0.35
Subtotal	0	0.1	0.1	0.1	0.1	0.1	0	0	0	0.1
<b>Burlington</b>										
Judges	0.25	0.25	0.25	0.25	0.25	0.25				0.25
Court Commissioners										
Subtotal	0.25	0.25	0.25	0.25	0.25	0.25	0	0	0	0.25
Estimated Need										0.45
<b>Concrete</b>										
Judges										
Court Commissioners	0.17	0.08	0.08	0.08	0.08	0.08				
Subtotal	0.17	0.08	0.08	0.08	0.08	0.08	0	0	0	0
<b>Mount Vernon</b>										
Judges	0.5	0.5	0.5	0.5	0.33	0.33				0.33
Court Commissioners										
Subtotal	0.5	0.5	0.5	0.5	0.33	0.33	0	0	0	0.33
Estimated Need						0.58				0.49
<b>Sedro Wooley</b>										
Judges	0.3	0.3	0.3	0.3	0.3	0.28				0.28
Court Commissioners										
Subtotal	0.3	0.3	0.3	0.3	0.3	0.28	0	0	0	0.28
Estimated Need										0.42

Source: Annual Reports of the District Courts, Washington State Courts website

Table 5.22 District Court Staffing Resources

While there have been some additional resources allocated to the courts, the number of judges and commissioners available continues to lag need.

## Conclusions

1. The findings of the 2005 master plan regarding both Superior and District Court trends continue to be accurate. The identified increases in all activities except trials continue. This appears to directly relate to population growth. The correlation between county population and District Court filings for the period 1998 - 2007 is .86. The correlation between county population and Superior Court filings for this period is .94. These are very strong, direct correlations. Although correlation does not imply causation, it seems likely that the predominant influence on activities in both the Superior and District Courts is population growth. There are no indications that this trend is abating.
2. The potential influence of local policy on criminal justice processing and efficiency seems evident.
  - a. There have been decreases in the number of counts per case.
  - b. There have been decreases in the number of proceedings per case.

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**Section 5. Court Trends**

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- c. There have been decreases in the number of trials set and held.
3. This suggests that the system may be operating more efficiently to bring cases to resolution in 2007 than it was in 2005. However, it is important to recognize that sheer volume is eroding these increases in efficiency and will continue to do so without additional resources.

## Section 6. Jail Trends

### Bookings

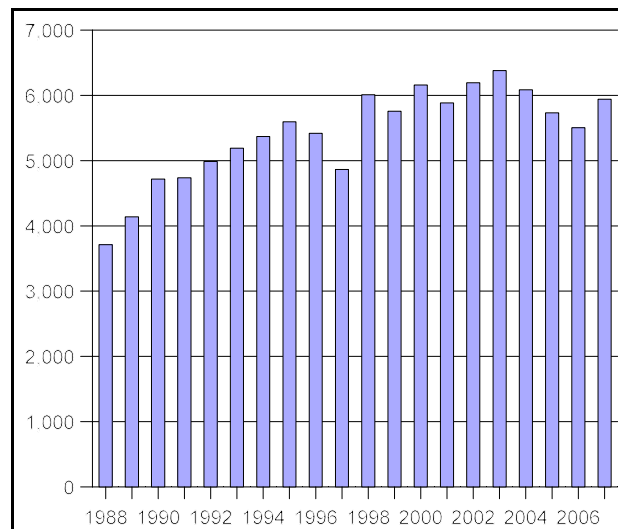


Figure 6.1 Trend in Facility Bookings

Year	Bookings	Year	Bookings
1988	3,712	1998	6,008
1989	4,139	1999	5,758
1990	4,716	2000	6,159
1991	4,738	2001	5,883
1992	4,986	2002	6,192
1993	5,190	2003	6,380
1994	5,369	2004	6,086
1995	5,595	2005	5,733
1996	5,417	2006	5,505
1997	4,863	2007	5,939

Table 6.1 Trend in Facility Bookings

The 2005 master plan noted that:

- Since 1988, the number of people booked at the jail had increased 64% from 3,712 to 6,081 in 2004<sup>1</sup>.
- Bookings had grown quite rapidly from 1988 to 1995, essentially doubling during this period.
- However, since that time, however, the increase in bookings had slowed considerably showing only a 9% increase in the last decade.

This trend has continued since 2005, showing significant decreases in 2005 and 2006. It is highly likely that current crowding at the facility changes the behavior of local law enforcement agencies who are advised when the jail is 'closed' to many types of offenders.

Bookings are every person who is arrested and then brought to the jail. They are system inputs. Bookings are highly correlated with arrests, particularly when there are policies that presume arrest (such as in domestic violence arrests) and if there is limited use of citations for non-traffic offenses. However, it is important to note that just being booked does not imply that a person will remain in custody throughout the entire time that they are involved with the justice system. In fact, the opposite is usually true.

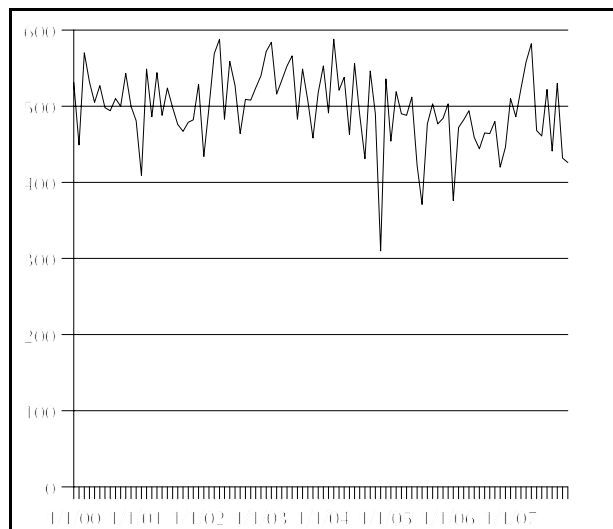


Figure 6.2 Monthly Trend in Bookings

<sup>1</sup> Data in this chart have been taken from a 1995 memo to the Board of Commissioners from the Undersheriff as well as more recent automated records maintained by the Sheriff's Office.

## Section 6. Jail Trends

The 2005 master plan found that bookings ranged from a low of 320 per month in December 2004 to a high of 588 in March 2004 and May 2002. Annual bookings peaked in 2003 at 6,390. On a daily basis, average bookings of 6,390 translated to 17.5 bookings per day. By 2005 and 2006, bookings were considerably lower at 5,733 and 5,505 respectively. This translates to a daily average of 15.71 and 15.08 respectively. In reality, bookings are not distributed evenly across the week and are likely to be higher, typically on weekends. The 2005 master plan noted that the trend in bookings was not strong statistically ( $r=.19$ ). However, it showed a positive correlation with time; today, this trend has reversed and the correlation is inverse (i.e., as time increases, the number of people booked gets smaller), but it is statistically stronger ( $r=-.27$ ). This is likely to be one more indicator of the degree to which the system is prioritizing the use of the jail. This prioritization can also be seen in the inverse correlation between county population between 2000 and 2007 and jail bookings for the same period ( $r=-.58$ ).

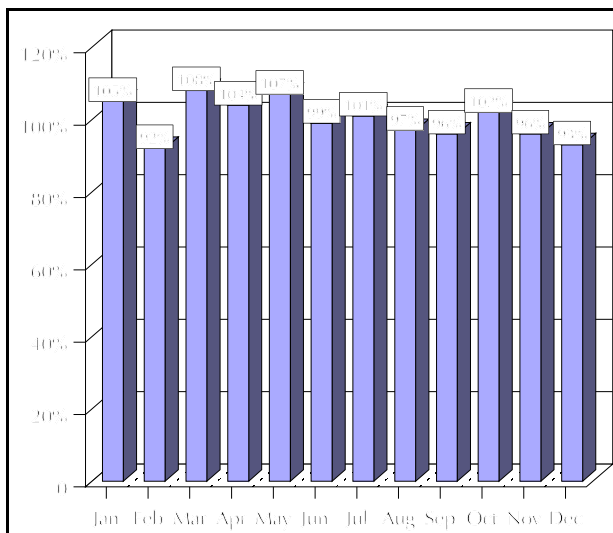


Figure 6.3 % of Bookings by Month

Figure 6.3 shows monthly bookings as a percentage of the annual bookings. As in the 2005 master plan, bookings have been highest in March (108% of the annual) and May (107%). Higher booking levels are common during the summer months for a variety of reasons, including the increased opportunity for on-view arrests because of the activities which often occur outside during the summer months and the higher potential for neighbors to hear (and subsequently report) neighborhood activities, such as domestic disputes. In Skagit County, several additional factors are likely to influence this pattern:

- The presence of migrant workers associated with agriculture, and
- The increased presence of non-residents using the recreational resources in the area.

This analysis noted increasing percentages of bookings in January (105%). Because of the need to defer bookings of sentenced inmates until jail population is down, it is possible that a relationship between lower bookings and higher ADP is emerging.

## Section 6. Jail Trends

## Average Daily Population (ADP)

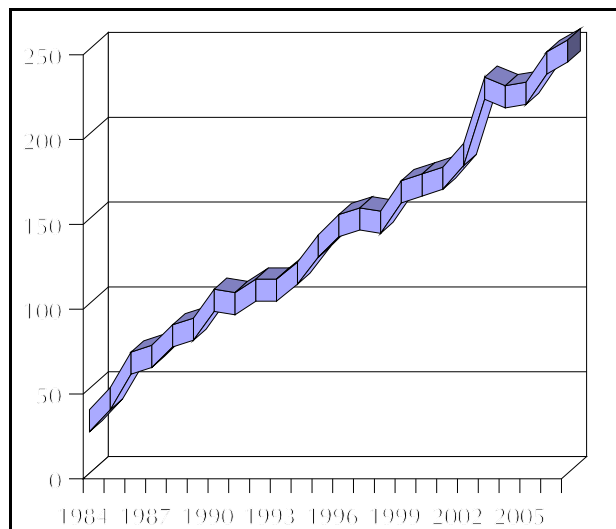


Figure 6.4 Annual Trend in ADP

Since 1984 when the current jail opened, average daily population (ADP) of all persons under correctional supervision by the Sheriff's Office has increased over 600% from 31 to 227. During this period, female ADP has increased from about 10% of the population to just over 15%.

Since the 2005 master plan was completed, Skagit County has begun to board inmates in other locations to alleviate crowding in the current facility. These inmates are included in the counts shown in this chart.

Year	Total ADP	In-house Male	Female
1984	31		
1985	44		
1986	65		
1987	69		
1988	81		
1989	85		
1990	102		
1991	100		
1992	108		
1993	108		
1994	118		
1995	134		
1996	146	131	15
1997	150	133	17
1998	148	132	15
1999	166	146	20
2000	170	147	23
2001	174	150	25
2002	188	159	29
2003	227	193	33
2004	222	188	33
2005	224	186	38
2006	242	206	37
2007	249	207	41

Source: Data from 1984 - 1995 from a memo to the County Commissioners from the Undersheriff and from 1996 - 2000 from the Sheriff's Office information system

Table 6.2 Trend in ADP

## Section 6. Jail Trends

Year	Total Population							Male			Female	
	ADP	Male	Female	% female	EHM	Comm Service	In-house	North	Workers	WR	General	WR
2000	170.33	147.08	23.25	14%	18.92	6.08	145.33	91.75	28.83	5.08	18.58	1.08
2001	174.42	149.75	24.67	14%	22.63	8.25	143.54	92.58	26.33	5.75	17.92	1.08
2002	188.17	159.25	29.00	15%	25.33	13.01	149.83	105.25	23.78	1.71	19.58	0.17
2003	226.67	192.92	32.83	14%	29.30	17.00	180.37	120.30	28.08	7.58	22.17	1.17
2004	222.08	188.33	33.75	15%	17.58	17.58	188.05	122.72	28.67	8.17	27.17	1.33
2005	224.25	185.92	38.25	17%	22.83	14.33	187.08	123.42	27.25	7.58	27.33	1.50
2006	241.92	205.58	36.67	15%	28.75	14.33	198.83	140.50	25.08	8.83	22.42	2.00
2007	248.92	207.75	41.25	17%	27.33	17.75	203.83	142.75	23.25	10.42	26.33	1.08
% change	46%	41%	77%	21%	44%	192%	40%	56%	-19%	105%	42%	0%

Source: Jail Information System. 2004 is estimated from 6 months of data and will change by the end of the year

Table 6.3 Average Daily Population

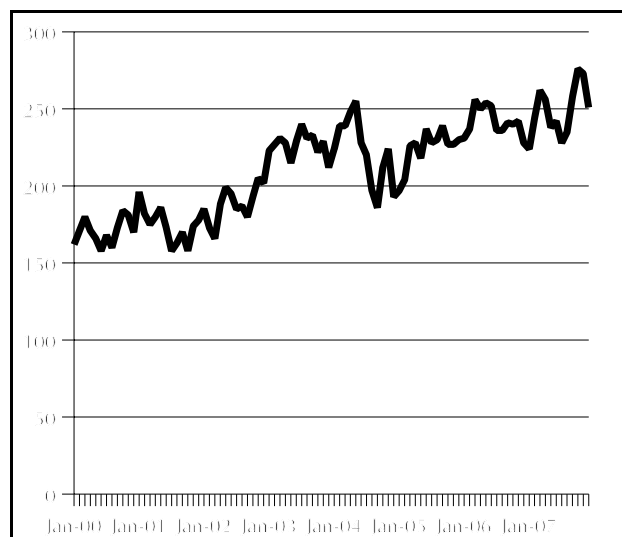


Figure 6.5 Trend in Monthly ADP

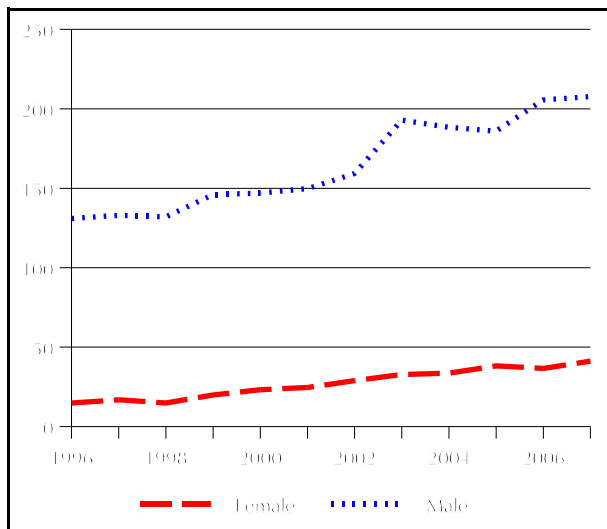


Figure 6.6 Trend in Male and Female ADP

As noted in the 2005 master plan, all measures of jail population are increasing, and the trend is strong enough to be significant ( $r=.865$ ). The relationship between county population and jail population is also very strong for the period between 2000 and 2007 ( $r=.92$ ).

Since 2000, jail population has increased 46%; the female offender population has increased 77%. The proportion of female offenders is also increasing from 14% of the population to 17% in 2007. This pattern is consistent with national trends. The in-house population has increased 40%. When the ADP of inmates in electronic home monitoring and community service workers are combined, their ADP has increased 80%.

The strength of this trend is clearly seen in Figure 6.5 which shows ADP by month from January 2000 to June

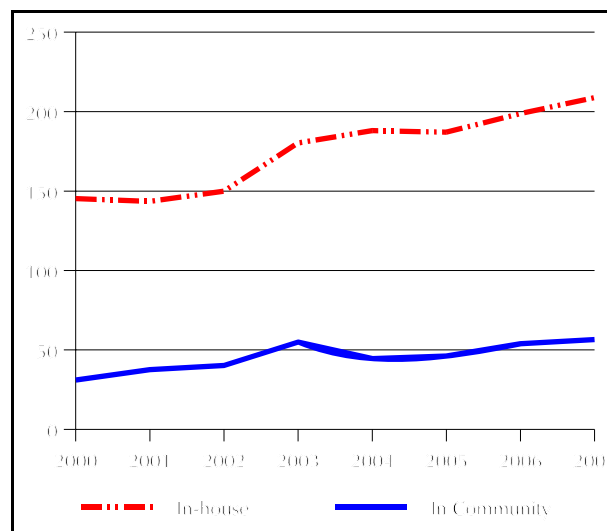


Figure 6.7 ADP in-House vs. In-Community

## Section 6. Jail Trends

2004. The trend appears to be relatively level until late 2001 when it begins to accelerate. This trend accelerated in 2002 when additional space for female inmates was added by converting a former rec area.

## Average Length of Stay

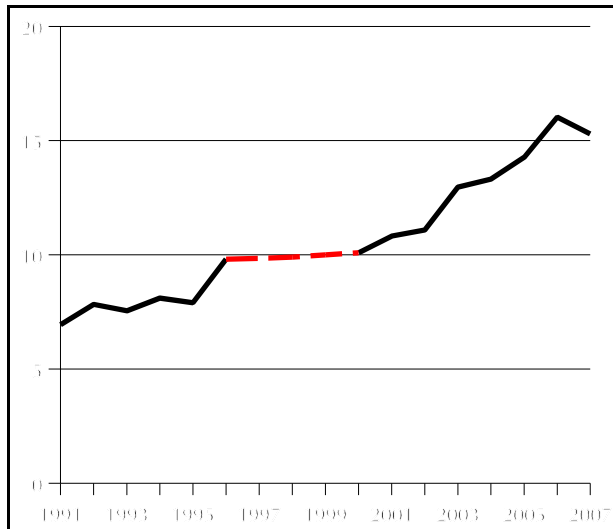


Figure 6.8 Average Length of Stay

One way to examine jail populations is to use the relationship between bookings, average daily population and average length of stay. ADP is approximately equal to the number of bookings, multiplied by the average length of stay of each person booked, divided by time, i.e. the year considered. While this is an artificial statistic, it helps to isolate the impact of the time in custody.

Table 6.4 Trend in Length of Stay

As noted in the 2005 master plan, length of stay in the jail is continuing to increase. Since 1991, average length of stay has increased 120%. More concerning is the 52% increase since 2000. Length of stay has varied from a low of 6.94 days in 1991 to a high of 16.04 days in 2007. While this change may not appear to be significant, when the additional days are applied

to the 5,938 people booked in 2007, it translates to about 30,900 additional days in jail. In the course of a year, that number of additional days results in an additional ADP of 84.65 per day.

## Conclusions

1. This analysis finds that trends identified in the 2005 master plan are continuing - and to some degree accelerating.
2. Average daily population at the jail has increased so significantly during the life-time of the current jail that it is difficult to imagine that planners in the 1980's anticipated either the level of growth that Skagit County would experience or the increases in its jail population. Given the strength of the relationship between County population growth and jail population growth, growth appears to be at least one of the factors driving jail population.
3. Bookings increased during the early part of the 1990's, and remained virtually flat from the late 1990's through 2004. Since that time, bookings have decreased. Given crowding in the current jail and the strategy used to manage population (closing the facility to bookings for specific offenses), this decrease in bookings is likely to be somewhat artificial. When additional space is available, it is very likely that bookings will increase.
4. Average length of stay has increased significantly, and this trend is increasing. The 2005 master plan recommended that Skagit County find ways to reduce length of stay. In spite of case expediting efforts, this strategy has not had the hoped for impact. There are several potential reasons for this circumstance:
  - a. It may be that an increasing number of low risk offenders are being cited and released rather than brought to jail. As a result, those who were likely to have shorter lengths of stay are no longer reflected in the jail population.
  - b. It may be that a greater proportion of serious offenders, who are more difficult to release, are being detained.

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**Section 6. Jail Trends**

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- c. Some clues to this phenomenon may also be reflected in the court data provided in Section 5. The increased number of trials that characterized 2004 - 2006 will result in a greater population of pretrial detainees who remain in custody.
- d. The case expeditor may not be in a position to have the necessary level of influence on docketing, continuances and prosecutorial and court-related actions impact jail population adequately.



## Section 7. Inmate Profile

This section provides information about the inmates held at the Skagit County Jail in 2007. All information has been taken electronically from the Jail's Information System. This section provides information about all 2007 bookings (5,938 events). If there are differences between 2003 (baseline year used in the original master plan) and 2007 bookings, the differences are shown in bold italics.

### Rate of Release and Bed Space Utilization

Release In	#	%	Cum %	Inmate Days	%	Cum %
4 hrs	1,390	23%	23%	63	0.1%	0.1%
8 hrs	330	6%	29%	84	0.1%	0.2%
16 hrs	636	11%	40%	317	0.4%	0.6%
24 hrs	444	7%	47%	373	0.4%	1.0%
1 day	551	9%	56%	756	0.9%	1.9%
2 days	327	5%	62%	805	1.0%	2.9%
3 days	175	3%	65%	602	0.7%	3.6%
4-7 days	512	9%	73%	3,059	3.6%	7.2%
8-15 days	509	9%	82%	5,767	6.9%	14.1%
16-30 days	360	6%	88%	8,233	9.8%	23.9%
31-60 days	323	5%	94%	14,421	17.2%	41.1%
61-90 days	127	2%	96%	9,697	11.6%	52.7%
91-120 days	91	2%	97%	9,807	11.7%	64.4%
121-180 days	101	2%	99%	15,238	18.2%	82.5%
181+ days	62	1%	100%	14,657	17.5%	100.0%
Total	5,938	100%		83,407	100.0%	
Average LOS						14.13
Minimum LOS						0
Maximum LOS						397
% staying 16 days +	1,064	18%		72,053	86%	

Table 7.1 and Figure 7.1 explore the relationship between people (inmates booked) and the amount of time (inmate days) that is spent in custody by each group of people. This relationship is the key to understanding jail population management.

There is considerable evidence that jail bookings are being managed more efficiently in 2007 than they were in 2003. *In 2007, 23% of all people booked were released in 4 hours; this is a significant increase from 7% found in 2003.* While the overall difference between the movement of inmates in the first 24 hours seems small (47%

in 2007 and 42% in 2003), in 2007, people move much more rapidly *during* their first day in custody. Essentially, if people are going to be released, they are processed in and out of the jail much more rapidly. This may be instrumental in allowing the jail to function with its limited booking space.

Following the first 24 hours, there do not appear to be any significant differences in the rate at which people flow through the jail until length of stay reaches the 4-7 day mark. *At this point, the 2007 rate of release slows down.* In 2007, 18% of people booked stay more than 16 days in contrast with 14% of 2003 inmates. This begins to suggest that the population who stays in custody may be more chal-

Table 7.1 Rate of Release and Inmate Days

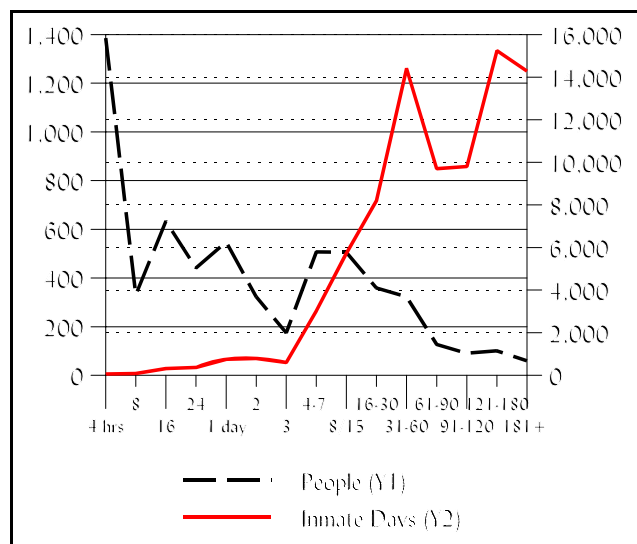


Figure 7.1 Rate of Release and Inmate Days

## Section 7. Inmate Profile

lenging today than it was four years ago. It may also suggest the degree to which the jail is used as a sanction. As in the 2003 master plan, the long-term population has a profound impact on the jail. Differences between the general profile and the long-term population are highlighted in red and are underlined.

*The average length of stay has also increased from 12.19 days in 2003 to 14.13 days in 2007.* It continues to be clear that the population of inmates who stay in custody on a long-term basis account for the vast majority of bed space used in the jail. The 18% of people booked who stay more than 16 days use 86% of available jail space.

## People, Bookings and Charges

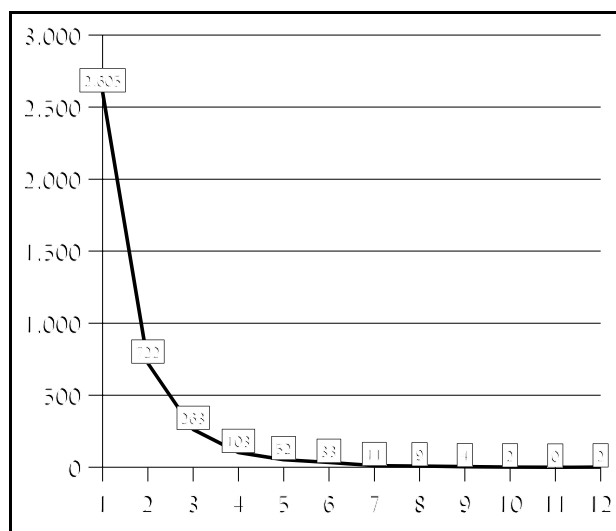


Figure 7.2 Number of Times Booked in 2007

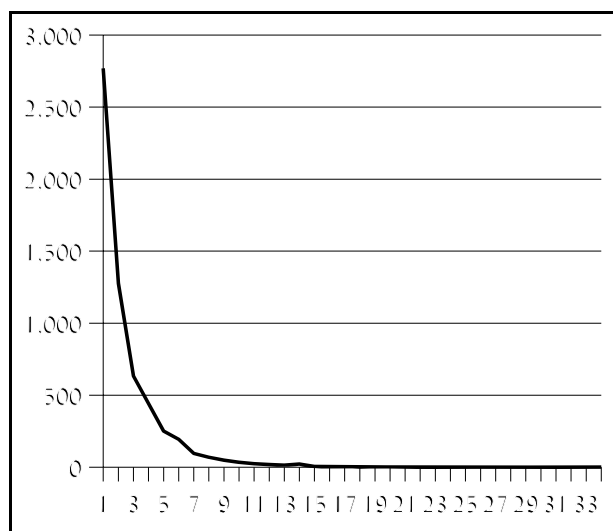


Figure 7.3 Number of Charges per Person in 2007

In 2007, 3,806 people were booked 5,938 times (an average of 1.56 times with a range from 1 - 12) on a total of 15,126 charges (an average of 2.55 charges per person with a range from 1 - 34). In 2003, the average number of bookings per person was also 1.56. However, in 2003, there were fewer charges per person (2.13, with a range from 1 - 20). *Inmates booked in 2007 were charged with more offenses than in 2003. As in 2003, people who spent more than 30 days in custody had a higher number of bookings (an average of 2.02, with a range from 1-12 bookings). This is slightly less than seen in 2003 (an average of 2.1 bookings with a range from 1-10).*

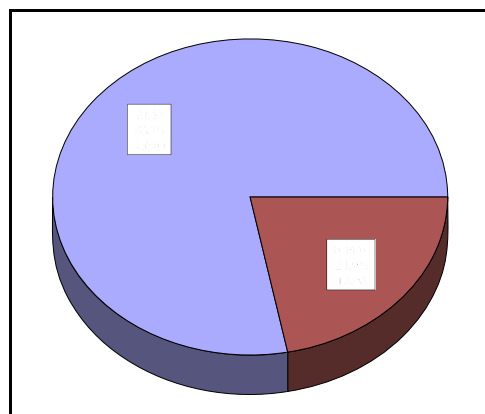


Figure 7.4 Gender of Inmates Booked

## Demographics

### Gender

In 2007, women accounted for 22% of bookings, a small increase from 21% of bookings seen in 2003. Fewer women are represented in the population that spends more than 30 days in custody (17%). However, this does represent a small increase from 2003 when women were 14% of the long-term population.

## Section 7. Inmate Profile

## Ethnicity

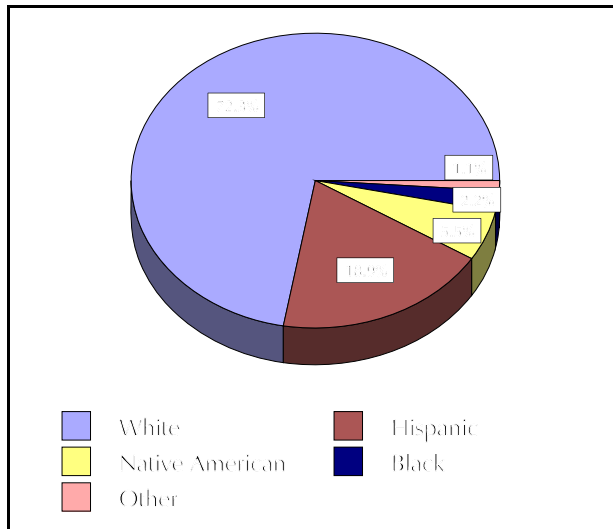


Figure 7.5 Ethnicity of Inmates Booked

There have been no changes in the marital status of persons booked since 2003. Those who are single still predominate (66%). The long-term population is somewhat more likely to be single (70%).

## Age

*There has been an increase in the average age of persons booked at the jail to 32.12 years in 2007, up from 31.83 in 2003.* This does suggest that the jail population, like the US population, is aging. The range in 2007 extended from 18 to 82. The median age, however, continues to be 29. About one-third of jail inmates are between 18 and 24 years of age; another third are between the ages of 25 and 34. The average age of 2007 long-term population was 32.09, slightly below that of all persons booked that year. Unlike 2003, when the long-term population was older (33.42 years) than all inmates, in 2007, the long-term population was younger. As in 2003, the long-term female population tends to be older (33.52) than their male peers (31.83).

There are some indications that the jail population is becoming more culturally diverse. *The proportion of white inmates has decreased to 72% from 75% in 2003. The proportion of Hispanics has increased notably from 14% in 2003 to 19% in 2007.* Other ethnic groups remain at 2003 levels. In 2007, Hispanics accounted for 26% of the long-term population and whites were 65%. In the 2003 long-term population, Hispanics were 19% and whites were 70%.

## Marital Status

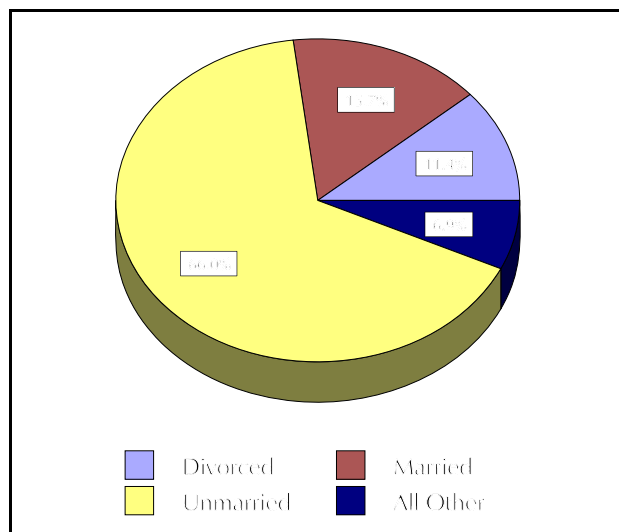


Figure 7.6 Marital Status of Inmates Booked

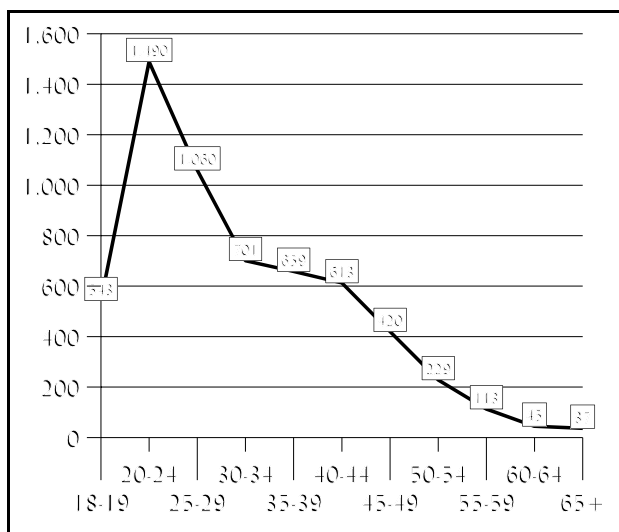


Figure 7.7 Age of Persons Booked

## Section 7. Inmate Profile

## Citizenship, Place of Birth and Residence

Citizenship, place of birth and residence provide another glimpse of the changing patterns of ethnic diversity represented in the Skagit County Jail. While the location in which a crime is allegedly committed determines where an individual will be jailed, the rise of issues associated with evolving immigration policy and legislation have the potential to impact local jails.

In 2007, 90% of persons booked at the jail claimed US citizenship; this is slightly below the 92% of persons booked in 2003. In addition to US citizens, nationals of 17 countries were represented. Mexican nationals accounted for the largest group of aliens at 5%; this is consistent with 2003 patterns. The long-term population is slightly less likely to be a US citizen (88%) and slightly more likely to be a Mexican national (8%). This is consistent with patterns seen in 2003. About 89% of persons booked in 2007 indicated that they were *born* in the US. In addition to those born in the US, 34 countries were represented. The long-term population is a little less likely to have been born in the U.S. (87%). 11% of the long-term population was born in Mexico. Just over half of the long-term population was born in Skagit County; this is quite different from the population as a whole in which only 28% were born in Skagit County.

In 2007, 98% of persons booked indicated they lived in the State of Washington; there is no significant change since 2003. The long-term population is not different. 82% of persons booked in 2007 indicated that they resided in Skagit County; this is an increase from 75% who indicated they lived in Skagit County in 2003. The long-term population does not differ in county residence. Snohomish and Whatcom Counties continued to be the most common residences for those who do not live in Skagit County.

City of Residence	#	%	City of Residence	#	%
Alger	18	0.4%	Hope Island	74	1.5%
Allen	12	0.2%	LaConner	109	2.3%
Anacortes	493	10.2%	Lyman	23	0.5%
Bayview	19	0.4%	Marblemount	36	0.7%
Big Lake	58	1.2%	Mount Vernon	1,751	36.2%
Bow	63	1.3%	Prairie	50	1.0%
Burlington	582	12.0%	Rockport	23	0.5%
Cape Horn	19	0.4%	Sedro Woolley	990	20.5%
Clear Lake	105	2.2%	Samish Island	4	0.1%
Concrete	219	4.5%	Subtotal Skagit Cities	4,831	100.0%
Conway	22	0.5%	<b>Totals of All Residency</b>		
Day Creek	10	0.2%	Total Skagit		81.7%
Edison	3	0.1%	Transient	75	1.3%
Grassmere	17	0.4%	Other WA County	1,009	17.1%
Guemes Island	3	0.1%	Out of State	70	1.2%
Hamilton	53	1.1%	Total	5,910	100.0%

Table 7.2 City of Residence

Residence does not determine jurisdiction. The place where the crime was committed generally does that. However, it does provide some insight into the distribution of the “at risk” population. As in 2003, the jurisdiction with the largest number of residents booked into the jail was Mount Vernon, although there has been a small increase from 33% of bookings in 2003 to 36% in 2007. Sedro Woolley had the second largest number of residents booked at 21% in 2007, a small decrease from 23% in 2003. There have been no significant shifts in city of residence.

Table 7.3 on the following page provides another way of analyzing both risk that exists within a community and the impact of offenders on it.

## Section 7. Inmate Profile

Jurisdiction	Bookings	2007 Resident Population	Booking Rate/1,000	Rank
Alger	18	89	202	4
Anacortes	492	16,738	29	15
Big Lake	59	1,153	51	13
Burlington	584	8,629	68	10
Clear Lake	105	942	111	8
Concrete	220	864	255	2
Conway	22	84	262	1
Edison	3	133	23	14
Hamilton	53	356	149	5
LaConner	109	785	139	7
Lyman	23	420	55	12
Marblemount	37	251	147	6
Mount Vernon	1,759	30,700	57	11
Rockport	23	102	225	3
Sedro Woolley	995	10,660	93	9

**Table 7.3 2007 Per Capita Booking Rate for Skagit County Municipalities**

Three agencies, Washington State Patrol, Skagit County Sheriff's Office, and the Mount Vernon Police Department, account for nearly two-thirds of all bookings. The long-term population does not differ significantly from the population as a whole although long-term inmates are slightly more likely to have been arrested by the Washington State Patrol (23%).

This table shows the impact of individuals on small communities. Conway, Concrete, Rockport, Alger, Hamilton, Marblemount, LaConner, and Clear Lake were ranked 1 - 8; all had resident populations below 1,000. These small jurisdictions may be more impacted by single offenders than the larger jurisdictions. Given the size location of these communities, they are also likely to have relatively limited police resources and will be reliant on the Sheriff's Office for law enforcement services.

### Arresting Agency

Arresting Agency	#	%
Anacortes PD	434	7.3%
Bellingham PD	1	0.0%
Burlington PD	750	12.6%
Department of Corrections	43	0.7%
Department Social Health Services	5	0.1%
Island County SO	65	1.1%
Mount Vernon PD	1,177	19.8%
Other Agency	54	0.9%
Prosecuting Attorney	34	0.6%
Skagit County Public Defender	1	0.0%
Skagit County SO	1,296	21.8%
San Juan County SO	10	0.2%
Snohomish County	16	0.3%
Sedro Woolley PD	583	9.8%
Task Force	80	1.3%
Swinomish Tribal PD	109	1.8%
US Border Patrol	3	0.1%
US Forest Service	1	0.0%
Upper Skagit Tribal PD	9	0.2%
Whatcom County SO	32	0.5%
Washington Department of Fish and Wildlife	14	0.2%
Washington Parks and Recreation Commission	1	0.0%
Washington State Gaming Commission	1	0.0%
Washington State Patrol	1,219	20.5%
<b>Total</b>	<b>5,938</b>	<b>100.0%</b>

**Table 7.4 Arresting Agency**

## Section 7. Inmate Profile

## Education and Employment

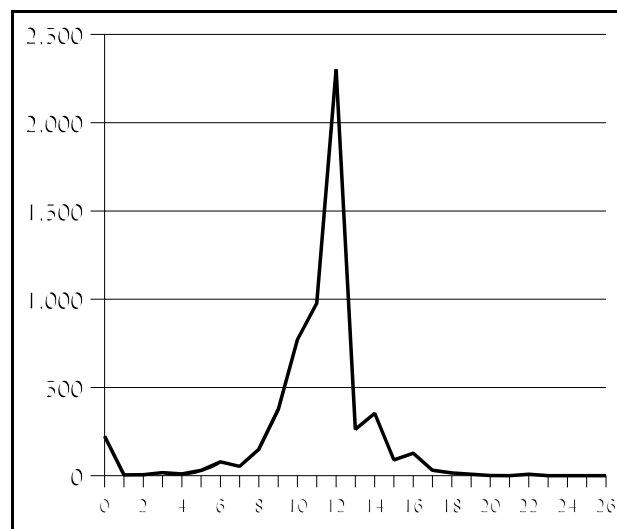


Figure 7.8 Reported Last Grade Attended

Table 7.4 provides a summary of reported employment status at the time people were booked. About 42% reported that they were unemployed; this represents an decrease from 50% in 2003. About 40% indicated they were employed; this represents an increase from 34% in 2003. There are no significant changes in the other categories. As in 2003, the long-term population does not differ in employment status. Given current economic conditions, a reversal in these changes may be noted in the current and future years.

There are no significant differences in reported educational attainment between persons booked in 2003 and those booked in 2007. The average last grade attended was 10.97 in 2007 and 11.1 in 2003. In both cases, there is a significant range, from 0 - 24 in 2007. As in 2003, the long-term population has a lower educational attainment (an average of 10.74).

Employment Status	#	%	Adj %
Unemployed	2,507	42.22%	44.78%
Disabled	204	3.44%	3.64%
DSHS	4	0.07%	0.07%
Retired	48	0.81%	0.86%
Self-employed	318	5.36%	5.68%
Student	83	1.40%	1.40%
Active Military	15	0.25%	0.27%
Home maker	23	0.39%	0.41%
Employed	2,396	40.35%	42.79%
No information	339	5.71%	
Other	1	0.02%	0.02%
Total	5,938	100.00%	100.00%

Table 7.5 Employment Status at Booking

Job Type	#	%	Job Type	#	%
Administrative, professional, managerial	115	1.9%	Factory	89	1.5%
Aviation	13	0.2%	IT	9	0.2%
Construction Trades	885	14.9%	Agriculture, landscaping	215	3.6%
Automotive	277	4.7%	Communications	16	0.3%
Food Service	400	6.7%	Forestry	172	2.9%
Casino	19	0.3%	Warehouse, delivery	68	1.1%
Marine, fishing	280	4.7%	Government, public service	27	0.5%
Laborer	1,652	27.8%	Personal services	83	1.4%
Sales, cashier, retail	194	3.3%	Unable to determine	114	1.9%
Care-giver, day care, home health care	99	1.7%	Not applicable	821	13.8%
Repair, maintenance, housekeeping	117	2.0%	Not listed	273	4.6%
			Total	5,938	100.0%

Table 7.6 Job Type/Work History

There appear to be some shifts in occupation or work history. In 2007, a significantly larger group of individuals fell into the not-applicable group. This group included people who indicated they were unemployed and did not list any type of prior employment or occupation, those who were retired, home-makers and students. There have been

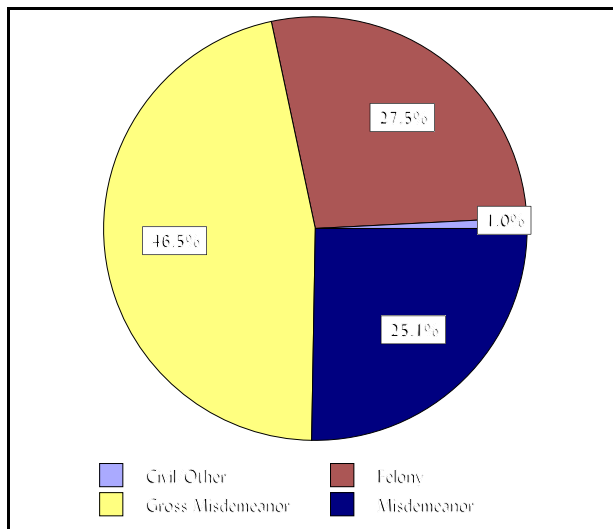
## Section 7. Inmate Profile

corresponding decreases in the larger categories, which continue to be labor (28% in 2007 and 42% in 2003) and construction trades (15% in 2007 and 13% in 2003). It is possible that the decrease in those reporting that they were laborers and the increase in those who fell into the not applicable category relates to long-term unemployment or complete lack of a work history. There do not appear to be any other major shifts in occupation. As in 2003, there are no significant differences between the population as a whole and long-term inmates.

## Charge History

All of the information included in this section refers *only* to the *most serious offense* on which the person was booked. Because individuals are often arrested on multiple charges, this information does not imply that lesser charges did not fall into other categories. For example, since the potential for harm to others is the criteria used in evaluating seriousness, an individual could be charged with an assault (which would be ranked as the most serious offense and have offenses in multiple other categories, such as drugs or alcohol). A later section of this document provides information about all charges.

### Offense Class



The most serious offense of 47% of persons booked in 2007 was a gross misdemeanor; *this is slightly higher than seen in 2003 (44%)*. The proportion of felonies stayed constant at 27%. *Misdemeanors decreased slightly from 28% in 2003 to 25% in 2007*. As in 2003, the long-term population has a higher proportion of serious offenses. However, there are differences between the long-term population in 2003 and 2007. In 2007, 53% were charged with felonies and 40% were charged with gross misdemeanors. In 2003, the proportion of felonies in the long-term population was higher (just under 60%) and the proportion of gross misdemeanors was lower (33%). This may reflect a change in the level at which offenders are being charged.

Figure 7.9 Offense Class

99% of all persons booked were charged with a State offense. This level of charging has increased from 97% in 2003. These shifts are clearly related to the jail's establishing policy restraining bookings for minor municipal infractions.



## Section 7. Inmate Profile

## Offense Category

Although it may be interesting to review the lengthy list of the most serious offenses (provided in Appendix A), it may be more useful to examine offenses by category.

The categories shown in Table 7.6 are commonly used. Some clarification may be helpful:

- Any sex offense against a person, such as rape, including offenses against children are considered person offenses.
- Offenses included in the Domestic Violence Protection Act are coded to either person or property, based on the nature of the offense. This act includes a number of property offenses, including burglary and criminal trespass. 14% of offenses selected as the most serious included a domestic violence component. There were a number of cases in which a more serious non-DVPA offense was selected, i.e., assault with a deadly weapon and a lesser DVPA charge.
- Offenses related to animals includes fish and game violations as well as animal cruelty.
- Criminal attempt, solicitation, and assist were coded to other if the category of the offense was not clear.
- Standing traffic offenses includes Driving While Suspended, Revoked, etc.
- Non-person sex offenses includes failure to register as a sex offender.
- Moving traffic violations, such as vehicular homicide or assault, were coded as person offenses.
- Any offense which involved drugs, including prescription fraud, were coded as drug offenses.

Three categories of offenses (persons, property and alcohol) account for 60% of all jail bookings, approximately 20% each. *There have been several shifts since 2003:*

- There are slight increases in person, property, drug, and weapons offenses.*
- There are small decreases in moving traffic, standing traffic, interfering, and civil complaints.*
- The number of parole/probation violations as the most serious offense is reduced to less than 1% from 4%. This suggests that violations without a new charge are used less frequently.*

The long-term population, as in 2003, differs:

- Long-term inmates are more likely to be charged with a person, property, alcohol or weapons offenses.
- Long-term inmates are less likely to be charged with traffic offenses, FTA's or holds (as the most serious charge).

Most Serious Charge Category	All Bookings		Long-term Population	
	#	%	#	%
Persons	1,103	18.6%	181	25.7%
Property	1,174	19.8%	161	22.9%
Forgery/Fraud	127	2.1%	14	2.0%
Alcohol	1,242	20.9%	182	25.9%
Drug	653	11.0%	74	10.5%
Weapons	120	2.0%	34	4.8%
Traffic-Moving	208	3.5%	13	1.8%
Public Order	76	1.3%	1	.1%
Traffic Standing	641	10.9%	19	2.7%
FTA/Fugitive/Holds/Escape	205	3.4%	8	1.1%
Parole/Probation Violation	15	0.3%	1	.1%
Violations of Court Orders	206	3.5%	8	1.1%
Interfering/Obstructing/Resisting	53	0.9%	0	0.0%
Civil Complaints/Contempt	53	0.8%	2	.3%
Non-person Sex Offenses	13	0.2%	3	.4%
Offenses Related to Animals	22	0.4%	1	.1%
Other	26	0.4%	2	.3%
Total	5,938	100.0%	704	100.0%

Table 7.7 Category of Most Serious Offense (All Bookings and Long-term Population)



## Section 7. Inmate Profile

The differences in the long-term population appear more extreme in 2007, in which 26% of long-term inmates were charged with a person offense in contrast with 19% of the long-term population in 2003

Most Serious Charge	All Bookings				Long-term Inmates			
	#	%	2007 Rank	2003 Rank	#	%	2007 Rank	2003 Rank
DUI	1,133	19.09%	1	1	179	25.43%	1	1
Assault 4th DVPA	590	9.92%	2	3	22	3.13%	4	
Driving while License Suspended/Revoked 3rd	451	7.63%	3	2				9
Theft 3rd	332	5.62%	4	5	18	2.56%	6	8
Violation Uniform Controlled Substance Act	242	4.09%	5	7	33	4.69%	2	2
Hold for Other Agency	183	3.05%	6	4				
Possession Marijuana < 40 Grams	175	2.94%	7	8				
Assault 4th	126	2.12%	8	10	17	2.14%	7	
Criminal Trespass 2nd	99	1.68%	9					
Reckless Driving	99	1.66%	10					
Unlawful Possession Firearm					22	3.13%	4	4
Assault 2 <sup>nd</sup>					15	2.13%	8	
Assault 3 <sup>rd</sup>					14	1.99%	9	7
Burglary 2 <sup>nd</sup>					21	2.98%	5	5
Delivery Controlled Substances					13	1.85%	10	
Possession Controlled Substance					13	1.85%	10	
Residential Burglary					29	4.12%	3	
Theft 1 <sup>st</sup>					14	1.99%	9	6
Theft 2 <sup>nd</sup>					14	1.99%	9	6
Probation/Parole Violation								4
Forgery								6
Fugitive from Justice								10
Possession Stolen Property 1 <sup>st</sup>								10
Hold for Other Agency								3

Table 7.8 Top Ten Most Common Offenses (All Bookings and Long-term Population)

Alcohol offenses continue to be the most common offense category at 20%; this has not changed since 2003. Eight of the most common offenses which were listed in 2003 continue to be present in 2007; there are some shifts in ranking. *However, Parole and Probation Violations, which were ranked 6<sup>th</sup> in 2003, and Negligent Driving, which was ranked 9<sup>th</sup>, are not represented in 2007. Criminal Trespass 2<sup>nd</sup> and Reckless Driving have been added in 2007.* Differences between all bookings and the long-term population show both similarities and differences:

- DUI is the most frequent charge for both populations.
- Half of the charges found in the long-term population are also in the top 10 for all bookings.
- The long-term population is charged with more serious offenses and firearms offenses are now ranked #4 in the long-term population. This is a shift since 2003.
- Residential burglaries are now the third most common offense in the long-term population.
- A number of charges which were very common in the long-term population in 2003 are less frequent today. Probation/Parole violations, holds and fugitive from justice (out of county/state warrant) are the most noteworthy.

## Section 7. Inmate Profile

**Comment: the weapons charges might be a strategy to deal with those persons (illegal aliens and felons) who aren't supposed to have firearms?**

## Any Offense Type

	All Bookings		Long-term Population	
	Yes	%	Yes	%
Any Charge				
Person	1,450	24.4%	253	35.9%
Domestic Violence	1,061	17.9%	91	12.9%
Alcohol	1,551	26.1%	248	35.2%
Drug	1,146	19.3%	173	24.6%
Weapon	212	3.6%	82	11.6%
Hold	597	10.1%	151	21.4%
Probation Violation	22	0.4%	1	.1%
Warrant	25	0.4%	7	1.0%

**Table 7.9 Any Offense by Type in 2007 (All Bookings and Long-term Population)**

Table 7.9 provides a more complete picture of the behavior that led to the 2007 booking. *There have been some distinct shifts since 2003:*

- *About 25% of all persons booked had some type of offense against a person. This is considerable less than the 39% who had a charge of this type in 2003. The most notable shift is the number of resisting arrest charges.*
- *Domestic violence was represented in 18% of all offenses. This information was included in person offense totals in both 2003 and 2007.*
- *26% were charged with some type of alcohol offense, which is a significant decrease since 2003 when these offenses were represented in 42% of all bookings.*

- *19% had some type of drug charge, slightly lower than these offenses which were represented in 21% of all bookings in 2003.*
- *4% were charged with a firearms offense, which is a significant increase from 2003 when these offenses were represented in 2% of all bookings.*
- *Holds were included in 10% of 2007 bookings, which is a decrease from 13% in 2003.*
- *Probation violations are now represented in less than 1% of bookings, a substantial decrease from 14% in 2003. There is some potential that a number of the firearm possession violations relate to a population who is a convicted felon and may be on some form of supervision.*
- *Warrants (fugitive and FTA) are also considerably lower at less than 1% in 2007.*

There are also clear differences between all persons booked and the long-term population. Long-term inmates are:

- More likely to have a person offense, but less likely for that offense to involve domestic violence, consistent with the 2003 long-term population (39%).
- More likely to have an alcohol or drug offense, although the proportion of alcohol offenses in the long-term population has decreased from 42% in 2003 while the proportion of any drug charges has stayed relatively constant in the long-term population
- Much more likely to have a weapons offense than the 2003 long-term population in which only 2% had some firearms charge.
- More likely to have a hold, at a level consistent with that seen in the 2003 long-term population.

## Section 7. Inmate Profile

## Court Information

Court	#	%
Anacortes Municipal Court	256	4.3%
Burlington Municipal Court	506	8.5%
District Court	2,372	39.9%
Juvenile Court	21	0.4%
Mount Vernon Municipal Court	754	12.7%
Superior Court	1,416	23.8%
Sedro Woolley Municipal Court	360	6.1%
Tribal Court	54	0.9%
Not Listed	199	3.4%
Total	5,938	100.0%

Table 7.10 Court of Jurisdiction

There have been *minor changes* in the court with jurisdiction:

- There is a small decrease in Burlington Municipal Court cases from 11% in 2003 to 9% in 2007.
- There is a small decrease in District Court cases from 42% in 2003 to 40% in 2007.
- *There is a more significant increase in Superior Court cases from 19% in 2003 to 24% in 2007.*

As in 2003, the long-term population is far more likely to have cases heard in Superior Court (49%) or District Court (35%). The proportion of long-term cases associated with Superior Court has increased since 2003 (when they were 45% of long-term cases) and decreased in District Court since 2003 (40%).

There are no significant shifts in jurisdiction since 2003. The same patterns are present in the long-term population.

Offense Jurisdiction	#	%
Anacortes	433	7.3%
Border Patrol	3	0.1%
Burlington	753	12.7%
Department of Corrections	42	0.7%
Fish and Game	12	0.2%
Washington State Gaming Commission	1	0.0%
Island County	64	1.1%
King County	9	0.2%
Mount Vernon	1,169	19.7%
Other County	44	0.7%
Prosecuting Attorney	20	0.3%
Parks	1	0.0%
Superior Court	1,332	22.4%
San Juan County	10	0.2%
Snohomish County	17	0.3%
Swinomish Tribal Police	109	1.8%
Sedro Wooley	578	9.7%
Task Force	79	1.3%
Tribal	8	0.1%
Whatcom County	33	0.6%
Washington State Patrol	1,219	20.5%
Not Listed	2	0.0%
	5,938	100.0%

Table 7.11 Jurisdiction

## Section 7. Inmate Profile

## Disposition, Judicial Status and Sentence Information

Disposition	#	%
Amended	74	1.2%
Bail Bond Release	379	6.3%
Cash Bond Release	104	1.8%
District Court Release	40	0.7%
Dismissed	62	1.0%
Felony Book and Release	42	0.7%
Guilty	1,843	31.0%
Juvenile Authority	2	0.0%
Juvenile Refer to Authority	1	0.0%
Misdemeanor Book and Release	1,064	17.9%
No Charges Filed	104	1.8%
Not Guilty	3	0.1%
Other Agency Booking	2	0.0%
Own Recognizance Release	1,838	31.0%
Superior Court Filing	123	2.1%
Superior Court Summons	115	1.9%
Shuttle Release	129	2.2%
Temporary Conditional Release	7	0.1%
Not Listed	6	0.1%
Total	5,938	100.0%

Table 7.12 Disposition

Since 2003, there have been few changes in the status of persons booked at the jail. The most common reason that led to the booking is a warrant (54% in 2007 and 53% in 2003). 18% were sentenced; this is a small decrease from 20% of bookings in 2003. As in 2003, the long-term population differs:

- They are more likely to be sentenced (45%), an increase from 39% in 2003.
- Less likely to be brought into custody because of a warrant (49%), an increase from 40% of long-term inmates in 2003.

*In 2007, 79% of persons booked at the jail were pretrial on their most serious charge; this is somewhat higher than seen in 2003 when 75% of persons booked were pretrial. The average length of jail sentence now is longer (30 days, in contrast with 26.69 days in 2003).*

*The most significant change in disposition between 2003 and 2007 is the addition of “misdemeanor book and release” as a disposition of charges. In 2007, this represented 18% of all bookings. There appears to be a corresponding decrease in own recognizance releases, which were 31% of dispositions in 2007 and 46% of dispositions in 2003. There were no other noteworthy changes. This change shows a more accurate picture of individuals who were released on their own recognizance pending court action. Two dispositions (guilty and own recognizance) account for two-thirds of all dispositions of the most serious charge. As in 2003, the disposition for long-term population is more likely to be guilty (60%), amended (7%), and less likely to be released on recognizance (14%).*

Judicial Status	#	%
Alternative Interview Booking	126	2.1%
Bail Bond Surrender	9	0.2%
Courtesy Hold	109	1.8%
Citation	802	13.5%
District Court Filing	1	0.0%
Investigation	346	5.8%
Order of Transport	27	0.5%
Revoke Personal Recognizance	143	2.4%
Sentenced	1,045	17.6%
Superior Court Filing	2	0.0%
Superior Court Summons	116	2.0%
Warrant	3,208	54.0%
Not Listed	4	0.1%
Total	5,939	100.0%

Table 7.13 Judicial Status

## Section 7. Inmate Profile

## Inmate Behavior

Inmate behavior can be measured by the security level and classification/housing assigned during intake.

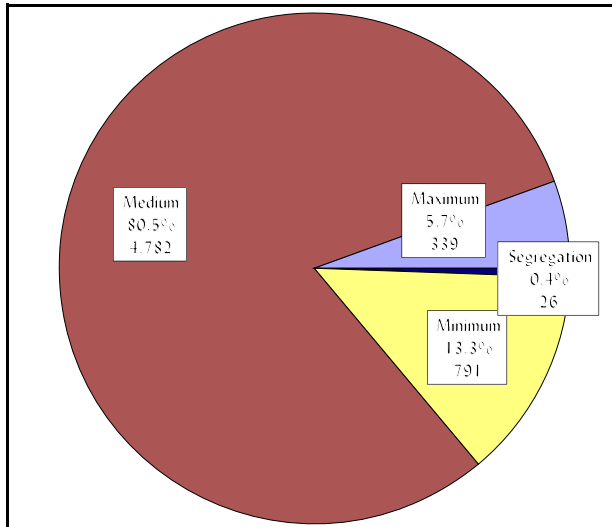


Figure 7.10 Security Classification

Housing assignments are unchanged since 2003. Most inmates are assigned to general population housing. However, these responses are driven by the space which is available in the jail. As a result, since female housing and male high security housing are fixed, little change could be anticipated.

As in 2003, the long-term population is less likely to be classified as general population (49%) than all persons booked and more likely to have a non-custodial assignment. Community service, electronic home monitoring and work details accounted for 22% of all long-term inmates.

There are no significant changes in the security classification of inmates booked at the jail. The long-term population differs significantly in its security classification:

- Fewer long-term inmates are classified as medium (68% of long-term inmates) when compared to all persons booked in 2007. This proportion in the long-term population is higher than noted in 2003 when 60% of long-term inmates were medium security.
- More long-term inmates are classified as minimum (26% of long term inmates. This proportion in the long-term population is lower than noted in 2003 when 33% of long-term inmates were minimum security.

Classification	#	%
Alternative Interview Booking	128	2.2%
Community Service Program	225	3.8%
Electronic Home Monitoring	196	3.3%
Female Population	1,028	17.3%
Female Work Release	10	0.2%
Felony Transferred	1	0.0%
General Population	3,670	61.8%
Infirmary	43	0.7%
Isolation	391	6.6%
Male Work Release	55	0.9%
Minimum	1	0.0%
One	29	0.5%
TR	80	1.3%
Work Detail	80	1.3%
Unknown	1	0.0%
Total	5,938	100.0%

Table 7.14 Housing Assignment

## Section 7. Inmate Profile

## Judicial Status, People Booked and Bed Space Used

Main Judicial Status	#	%	Days in Custody	%	ALOS
Alien	1	0.0%	19	0.0%	19
Community Service Program	1	0.0%	163	0.2%	163
Other	116	2.0%	660	0.8%	6
Pretrial DUI	437	7.4%	1,775	2.1%	4
Pretrial Felon	1,217	20.5%	17,979	21.4%	15
Pretrial Misdemeanant	2,024	34.1%	4,407	5.3%	2
Pretrial Other	23	0.4%	261	0.3%	11
Pretrial Traffic	192	3.3%	331	0.4%	2
Probation/Parole Violation	15	0.3%	40	0.0%	3
Sentenced DUI	338	5.7%	9,229	11.0%	27
Sentenced Felon	557	9.4%	29,937	35.7%	54
Sentenced Misdemeanant	939	15.8%	18,042	21.5%	19
Sentenced Other	14	0.2%	141	0.2%	10
Sentenced PV	8	0.1%	350	0.4%	44
Sentenced Traffic	54	0.9%	540	0.6%	10
Unknown	1	0.5%	9	0.1%	9
Total	5,9138	100.0%	83,881	100.0%	

Table 7.15 Length of Stay by Judicial Status

Judicial status describes people in terms of whether they are charged with a felony or misdemeanor and whether they are pretrial or sentenced. Since this information is based on the most serious offense, it is possible that these individuals have a different status on another charge.

Since 2003, there have been some shifts in the main judicial status:

- Pretrial felons have increased from 16% of people in 2003 to 21% in 2007; their length of stay has decreased from 21.59 to 15 days.
- Pretrial misdemeanants have increased from 31% of people in 2003 to 34% of people in 2007; their length of stay has remained the same.
- Pretrial DUI offenders have decreased from 9% in 2003 to 7% in 2007; their length of stay has decreased from 5.45 days to 4 days in 2007.
- Sentenced DUI offenders have decreased from 8% in 2003 to 6% in 2007; their length of stay has decreased from 31 to 27 days.
- Sentenced felons have increased to 9% in 2007 from 5% in 2003; their length of stay has increased from 34 to 54 days.
- Sentenced misdemeanants have increased from 9% in 2003 to 16% in 2007; their length of stay has increased from 15 to 19 days.

There are a number of differences between all persons booked and the long-term population.

## Section 7. Inmate Profile

Main Judicial Status	#	%	Days in Custody	%	ALOS
Alien	0	0.0%	0	0.0%	
CSP	1	0.1%	163	0.3%	163
Other	1	0.1%	346	0.5%	346
Pretrial DUI	14	2.0%	793	1.2%	57
Pretrial Felon	146	20.7%	12,106	19.0%	83
Pretrial Misdemeanant	27	3.8%	1,760	2.8%	65
Pretrial Other	2	0.3%	164	0.3%	82
Pretrial Traffic	2	0.3%	180	0.3%	90
PV	0	0.0%	0	0.0%	
Sentenced DUI	79	11.2%	7,786	12.2%	99
Sentenced Felon	269	38.2%	27,123	42.5%	101
Sentenced Misdemeanant	156	22.2%	12,860	20.2%	82
Sentenced Other	1	0.1%	45	0.1%	45
Sentenced PV	1	0.1%	176	0.3%	176
Sentenced Traffic	5	0.7%	319	0.5%	64
Unknown		0.0%		0.0%	
Total	704	100.0%	63,820	100.0%	

Table 7.16 Length of Stay by Judicial Status of Long-term Inmates

Surprisingly, the proportion of pretrial felons in the entire population and the long-term population is the same. However, there are:

- Far fewer pretrial misdemeanants (4% of the long-term population vs. 34% of all persons booked).
- Far more sentenced felons (38% of the long-term population vs. 9% of all persons booked), and
- Far more sentenced DUI offenders (11% of the long-term population vs. 6% of all persons booked).

As in 2003, there is a greater proportion of sentenced offenders in the long-term population. However, in 2003, pretrial felons were 33% of the long-term population. In 2007, they were 21%. The proportion of sentenced felons has increased significantly from 19% in 2003 to 38% in 2007. While sentenced misdemeanants are found at about the same level as 2003, the proportion of sentenced DUI offenders has decreased from 19% in 2003 to 11% in 2007.

## Conclusions

1. In most ways, the characteristics of the Skagit County inmate population are unchanged since 2003. The population continues to be predominantly male, relatively unskilled and underemployed in spite of a significant amount of high school education. Drugs and alcohol continue to be a predominant theme in both criminal offenses and underlying behavior.
2. Shifts in the population that bear watching include:
  - a. The impact of an increasingly culturally diverse jail population in which the proportion of Hispanic inmates is increasing - particularly since the Hispanic inmate population is growing rapidly in the long-term inmate population.
  - b. The long-term population in 2007 tended to be younger than the population as a whole. This is not consistent with patterns the consultant has observed in Skagit County and in other jurisdictions nationally.
  - c. The long-term population includes an increasing group of people who are not US citizens and who are most commonly Mexican nationals. Given potential for issues regarding immigration enforcement, this population has the potential to make a significant impact on the jail.

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**Section 7. Inmate Profile**

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- d. There is some evidence that charging practices are resulting in a shift from felony to gross misdemeanor although the long-term population continues to include a significant number (53%) of felons.
  - e. There are small increases in person, property, and drug offenses. The number and proportion of weapons offenses suggests a change in charging strategies. These may include a number of weapons offenses that are linked to an individual's status, such as illegal possession of a firearm by an alien or a felon.
  - f. There is a shift away from the use of probation violations as a way of sanctioning individuals into the jail.
3. There is clear evidence for the increasing use of non-custodial assignments, such as electronic home monitoring, community service and work details.
4. The jail population is becoming increasingly a felony population:
- a. Pretrial felons are now 21% of the jail population. Their length of stay has decreased significantly, which suggests that efforts to move these cases more rapidly are having an effect.
  - b. Sentenced felons are now 9% of the jail population. Their length of stay has increased and this group is increasingly seen in the long-term jail population.
5. There are corresponding decreases in pretrial and sentenced DUI offenders.



## Section 8. Population Projections

### Introduction

This analysis makes the same assumptions as the 2005 analysis. However, updated estimates of county population and updated jail average daily population are used. In addition, the Census Bureau now provides estimates of future county population to 2030, which are also used.

### Population Forecasting

Population forecasting is not an exact science. Multiple factors influence facility admissions and length of stay; these factors are influenced by law, criminal justice policy, economics and the social environment of the jurisdiction. As a result, the estimates of future capacity requirements realistically must be considered as **baselines**. A baseline forecast identifies *what the population is likely to be if the current trends continue*. While it is possible to calculate the impact of **known** changes, there are too many items that will effect the County's criminal justice system in years to come that are simply unknowable today.

Jurisdictions typically confront this problem by two strategies:

- Modifying the baseline to include known changes in criminal justice practices, and
- Providing an easily expandable and adaptable building that is flexible enough to respond to change.

### Methodology

Most population forecasting establishes a relationship between the population of the jurisdiction and a detention statistic (i.e., average daily population or admissions). The resulting statistics are called incarceration rates (the relationship between the population of the jurisdiction and the population in detention) or admission rates (the relationship between the population of the jurisdiction and the number of bookings). These relationships are studied over time to identify trends.

If the incarceration rate is used to project future population, the expected rate for a future year is multiplied by the expected population of that year; this provides an estimate of average daily population for that year. That result, in turn, has to be multiplied by a factor (called a peaking factor) to accommodate the daily and seasonal fluctuation in average daily population as well as classification needs. The result is the baseline capacity of the facility. If the admission rate is used to project future population, the expected rate for a future year is multiplied by the expected population of that year; this provides an estimate of future admissions. That result, in turn, has to be multiplied by the expected length of stay of inmates, divided by the number of days in the year, and then multiplied by the peaking factor. In this situation, if the admission rate is used a longer trend is available for admissions, increasing the likelihood of its accuracy.

## Section 8. Population Projections

### Population Projections

Population projections for Skagit County were provided in Section 3. The Washington State Office of Financial Management has developed three scenarios for county population growth. These scenarios present widely divergent estimates of County population levels:

- the low estimate of County growth suggests a 2030 population of 145,988
- the medium estimate of County growth suggests a 2030 population of 178,036, and
- the high estimate of County growth suggests a 2030 population of 220,942.

To put this in context, the 1995 estimate completed by the Office of Financial Management suggested that 2000 Skagit County population would be:

- 101,617, based on the low estimate,
- 103,478, based on the medium estimate, and
- 106,454, based on the high estimate.

The actual County population in the 2000 Census was 102,979, which is about 75% of the difference between the low and the medium estimate. For purposes of this analysis, it appears to make sense to plan for a population between the low and medium estimates.

### Incarceration Rates

Jurisdiction	1978	1983	1988	1993	1999	2005	% Change
US	76	98	144	178	222	252	232%
NE	54	82	126	144	193	178	230%
Midwest	49	67	85	116	155	187	282%
South	98	113	171	235	297	341	248%
West	100	129	185	187	221	235	135%
Washington	68	84	128	141	183	202	197%
Skagit County		46	106	123	164	169	267%

Incarceration rates are among the most useful measures of how a jurisdiction uses its jail space since it allows comparison with other jurisdictions which may be of a different size. Incarceration rates express the population of the jail as a function of the county population. The result is multiplied by 100,000, to calculate the incarceration rate. The incarceration rate is similar to the crime rate in that way.

**Table 8.1** Comparison of Incarceration Rates

The Bureau of Justice Statistics conducts a census of the nation's jails every five years. Annually it publishes a report on prison and jail inmates at midyear. Incarceration rates are published for responding jails. Nationally, between 1978 and 2005, the incarceration rate increased 232%. There are significant differences among the regions in the US. Incarceration rates are higher in the West and the South than they are in the North and the Midwest. Between 1978 and 2005, incarceration rates in the West increased 135%. This was the smallest regional increase. Washington State has traditionally had some of the lowest incarceration rates in the West. Between 1978 and 2005, incarceration rates in the State increased 197%. Skagit County incarceration rates can be computed back to 1983 (the first year of available ADP data is actually 1984). Since that time, incarceration rates in the County have increased 267%, with most of the increase occurring between 1983 and 1988 (when the current facility opened). The County's incarceration rate is consistently below the State average.

## Section 8. Population Projections

Year	County Population	ADP	Incarceration Rate/100,000
1983	68,763		
1984	70,305	31	44
1985	71,847	44	61
1986	73,388	65	89
1987	74,930	69	92
1988	76,472	81	106
1989	78,013	85	109
1990	79,555	102	128
1991	81,897	100	122
1992	84,240	108	128
1993	86,582	108	125
1994	88,925	118	133
1995	91,267	134	147
1996	93,609	135	144
1997	95,952	150	156
1998	98,294	148	151
1999	100,637	166	165
2000	102,979	145	141
2001	104,100	143	137
2002	105,100	150	143
2003	106,700	180	169
2004	108,800	188	173
2005	110,900	187	169
2006	113,100	199	176
2007	115,300	204	177

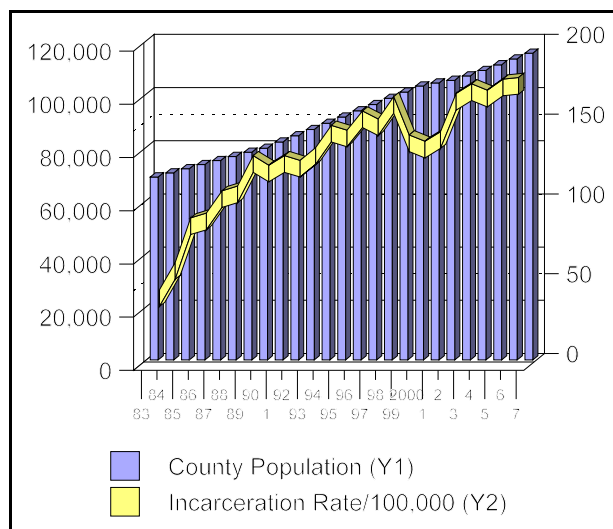
ADP prior to 2000 may include inmates on home monitoring and community service work.

**Table 8.2** Skagit County Incarceration Rate

reached 171/100,000 in 2004. While this is still lower than the rate in both the State and the nation, it is the highest seen in the County - *in spite of the expanded use of electronic monitoring and community service work.*

### Baseline Scenarios

Baseline scenarios provide an estimate of future capacity based on a “business as usual” assumption about how the system will use the jail. Three baseline scenarios have been developed, based on three estimates of County population growth (the State low, the State medium, and a “best guess”). The “best guess” is based on the assumption that the County’s population will increase at a rate greater than the low estimate (about 75% of the difference between the low and medium estimates); this was the difference between the State’s 1995 projection for 2000 and the actual 2000 census.



**Figure 8.1** Skagit County Population Growth and Incarceration Rate

Figure 10.1 shows the incarceration rate against a background of County population growth. The pattern shows that the incarceration rate increased rapidly during the 1980's. Between 1990 and 2000, the rate of increase in the incarceration rate ran parallel with the rate of growth in County population. After 2000, which appears to coincide with an increase in the use of the jail's alternative programs, the incarceration rate dipped. It is certain that the rate in the mid to late 1990's includes some inmates who were on electronic monitoring. What is noteworthy, that since 2001, the incarceration rate has increased substantially until it

## Section 8. Population Projections

Year	Population Estimate				Dif Med & Low	75% of difference
	Low	Medium	High	Best Guess		
2010	113,997	123,888	137,144	121,415	9,891	7,418
2015	121,352	135,717	154,785	132,126	14,365	10,774
2020	130,766	150,305	176,548	145,420	19,539	14,654
2025	139,123	164,643	198,806	158,263	25,520	19,140
2030	145,988	178,036	220,942	170,024	32,048	24,036

Table 8.3 Estimates of Skagit County Population for Baseline Scenarios

Table 10.3 shows the estimates of Skagit County population, including the way in which the “best guess” was developed. These population estimates are then used to estimate future jail populations based on the following assumptions:

- the incarceration rate will increase in the future as it has in the last 20 years.
- capacity required will exceed average daily population to provide for classification (capacity required will be 115% of ADP).

During at least the last five years, capacity of the County Jail has driven population levels. At times, the jail is “closed” to certain types of arrests. It seems quite clear examining the pattern of jail ADP seen in Section 6 that the jail has become “capacity driven.” Daily variations in population have diminished to an extent that a peaking factor (which is based on daily variations) will be misleading. As a result, the best approach is to use a factor which provides room for new admissions and appropriate classification. Jails in this size tend to operate most efficiently at an 85% occupancy rate; beyond this level, since (unlike prisons) they can not speed up or slow down their admissions, operators run out of space in specific housing units.

## Section 8. Population Projections

Low Baseline				
Year	Future Population	Expected Incarceration Rate	Expected Facility ADP	Required Capacity
2010	113,997	188	214.86	247
2015	121,352	217	263.77	303
2020	130,766	246	321.99	370
2025	139,123	275	382.75	440
2030	145,988	304	443.79	510
Medium Baseline				
2010	123,888	188	233.50	269
2015	135,717	217	294.99	339
2020	150,305	246	370.10	426
2025	164,643	275	452.95	521
2030	178,036	304	541.21	622
Best Guess Baseline				
2010	121,415	188	228.84	263
2015	135,717	217	287.19	330
2020	150,305	246	358.08	412
2025	164,643	275	435.50	501
2030	170,024	304	516.86	594
High Baseline				
2010	137,144	188	258.49	297
2015	154,785	217	336.44	387
2020	176,548	246	434.72	500
2025	198,806	275	546.94	629
2030	220,942	304	671.64	772

Table 8.4 Baseline Scenarios for Future Jail Capacity

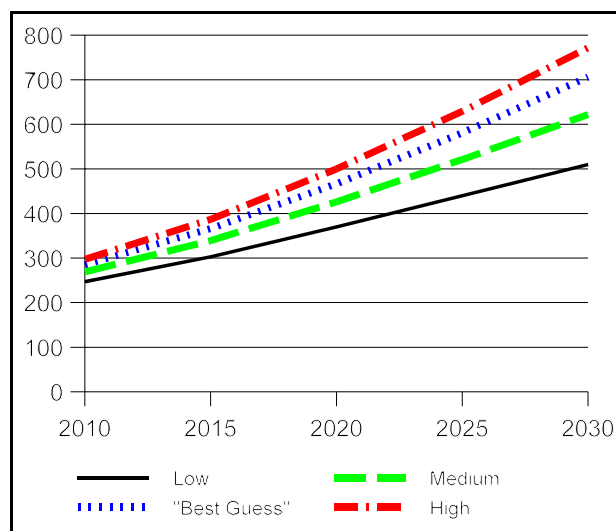


Figure 8.2 Projected Jail Capacity Scenarios

The four scenarios use the same incarceration rate and apply the same capacity percentage (115% of ADP). They differ in their estimate of County growth. Obviously, the farther away the projection, the greater the variation in the estimate. Discussion of these scenarios at the 2005 Law and Justice Council retreat led to the conclusion that it is only a question of when the County will reach the high estimate of population growth.

## Section 8. Population Projections

**“What If” Scenario**

During the 2005 Law and Justice Council retreat, participants were asked to determine if the justice system should change its practices regarding the use of the jail, and, if so, how these practices should change. There was a strong consensus that the system should make all reasonable efforts to maintain what is good and working while focusing their efforts in two specific areas: increased efficiency of processing cases through the courts and development of tested alternative programs that have the ability to slow the recidivism rate from its current level (in excess of 60% to 40% or less of those who participate in programs).

The same assumptions are made in this analysis.

<b>Best Guess Baseline with Lower Incarceration Rate</b>				
Year	Future Population	Expected Incarceration Rate	Expected Facility ADP	Resulting Capacity
2010	121,415	187	226.84	260
2015	132,126	211	278.16	320
2020	145,420	235	341.05	392
2025	158,263	259	409.16	471
2030	170,024	283	480.37	552
<b>High Baseline with Lower Incarceration Rate</b>				
2010	137,144	256	255.81	294
2015	154,785	436	325.87	375
2020	176,548	414	414.06	476
2025	198,806	514	513.97	591
2030	220,942	624	624.23	718

**Table 8.5 “What If” Scenarios**

These assumptions result in the need for approximately 320 beds in 2015, based on the “best guess” population and an incarceration rate that is lowered based on the implementation of programs. The high baseline estimate would require approximately 375 beds, based on the high estimate of County growth. The 2025 capacity requirements are approximately 471 and 591 beds, respectively. Capacity requirements increase to 552 and 718 for these two scenarios by 2030.

**Conclusion**

1. Skagit County’s incarceration rate has consistently been below the average for the State and the nation. If resources and jail capacity were unconstrained, the consultant has no doubt that the County’s incarceration rate would be higher. However, both resources and capacity are limited, and if the County plans to put strategies in place that impact the rate at which inmates re-offend and return to jail, then it is likely that the incarceration rate will continue to be lower than other Washington Counties. Note that policy changes at the State level and legislative changes have the ability to either increase or decrease the rate at which the local jail is used.
2. As noted elsewhere in this document, it is just a question of when the higher estimate of County growth will occur, not if the population will grow to the level projected.
3. In the opinion of the consultant, the “what if” scenario is achievable, if the County makes a commitment to implement the required programming. If not, while it should continue to be possible to expand the use of community sanctions, provided there are adequate staffing resources allocated to this effort, then the baseline scenarios are more likely.

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**Section 8. Population Projections**

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4. Participants at the 2005 Law and Justice Council retreat indicated that this planning effort should include a core that could accommodate the population projected to 2025. At the upper range, that would suggest a core sized for 600 inmates; *this is a reduction from the 695 suggested in the 2004 analysis.*
5. Participants at the 2005 Law and Justice Council retreat indicated that construction should be planned to 2015. This would suggest the need for 325 - 375 beds for the County's use. However, given the time which has elapsed, the consultant believes it would be advisable to construct for a somewhat longer period. It is worth noting that if the County is successful in its recidivism reduction strategies and the County does not grow more rapidly than currently anticipated, then this capacity may be adequate for a short period beyond 2015.

**Section 8. Population Projections**

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## Section 9. Conclusions and Recommendations

### Conclusions

The consultant has drawn conclusions at the end of each of the sections in this document. As a result, this focuses on more global conclusions about the County's current jail needs. These have not changed since 2005.

1. It is clear that the current jail has reached the point at which crowding has become potentially dangerous to both staff and inmates. While the Sheriff's Office, within the boundaries permitted by County policy and law, has made reasonable attempts to regulate bookings, this strategy alone is no longer adequate. Population of the facility must be reduced.
2. The age and current condition of the jail suggest that it will need modification and/or renovation to be part of a long-term solution.
3. Skagit County is going to experience a significant amount of growth in the next twenty years. Not only will this growth result in the need for additional jail space, but it will also have a significant impact on all parts of the justice system and other parts of County government. The County does not have long to develop responses to this growth.
4. The jail population in Skagit County is in many ways similar to those in other jurisdictions in the State. It is worth noting that Skagit County has somewhat higher crime rates than comparable jurisdictions, although it is lower incarceration rates.
5. The County is doing a very effective job of moving people who are low-risk from jail booking to release pending court action. More than 40% are released in less than 24 hours, and about two-thirds are released in the first 24 hours or before a second day of incarceration. The problem is that this is not the group who is causing jail crowding. About 10% of people stay in custody more than thirty days, but they account for nearly 75% of all the jail space used in the County. If the County is going to attempt to manage the jail population before (and after) additional beds are available, then this is the population that they must affect.
6. This long-term population falls into two groups.
  - a. About one-third are long-term pretrial detainees. Many of these inmates have complex and multiple cases; most have warrants and holds. They are not unknown to the justice system.
  - b. About two-thirds are sentenced inmates. Most are sentenced for a gross misdemeanor.
  - c. Both population have a significant history of substance abuse.
7. It is clear that simply building beds will do nothing to reduce the number of inmates who recidivate. There are evidence-based programs that have a proven track record which are appropriate for this population that can reduce an inmate's potential of being re-arrested within three years from more than 70% to less than 40%. The Community Justice Center has the potential to be a cost-effective "bridge" from secure facilities to community supervision.
8. Given all of the above and the fact that jail design and construction projects take a average of 44 months from the beginning of design to occupancy, the County must begin to move this project forward.

## Recommendations

The consultant continues to support the recommendations made in 2005. Italics denote recommendations added in 2008.

1. Skagit County should take action to reduce the population in the facility to manage the level of risk crowding brings. The consultant sees two approaches which merit action:
  - a. Develop a case expeditor position, charged with the task of coordinating and moving the cases of all long-term inmates. A target of reducing length of stay of pretrial detainees by 10% would be a reasonable goal. *The consultant notes that this position has not achieved this goal. It may be more appropriate at this time to develop an alternative strategy to expedite cases, such as a case management team which includes jail, prosecution, court representative and defense.*
  - b. Board prisoners in other jurisdictions over and above a capacity limit established at the jail.
2. Skagit County needs to address the substance abuse treatment needs of its inmate population. This is not to suggest that treatment is instead of jail placement. Rather treatment should be initiated while the individual is in custody and paired with a strong aftercare program, which will follow and support the inmate upon release. Any program initiated must include an evaluation component which addresses re-arrest and re-offense. *This program has been initiated.*
3. Skagit County needs to provide a broader range of inmate programs in the current facility. This clearly interacts with having adequate staff to provide and/or supervise them. The County needs to increase the level of supervision and inmate accountability within the facility. *This program and action has been initiated.*
4. The County clearly needs to provide for additional jail beds, based on projected growth within the County. Based on the high degree of variability, the consultant recommends that the County develop a strategy that includes the ability to expand and adapt any facility constructed. *This action has been completed.*
5. *The consultant recommends that the County continue plans to provide a capacity of 428 inmates and a core capacity of approximately 600.*
  - a. *The core of the facility should be adequate until the County exceeds a population of 200,000, and*
  - b. *An initial housing capacity of approximately 428 beds, which is projected to last until the County reaches a population of 150,000, currently estimated to occur between 2020 and 2025.*
6. The County should continue and expand the use of the community sanctions currently operated by the Sheriff's Office. There is a non-violent sentenced offender population who does remain in custody for relatively long periods of time who would be appropriate for this type of supervision. This also interacts with current staffing issues at the Sheriff's Office, which must also be addressed.

## Appendix A. Most Serious Offense (All Bookings)

## Appendix A. Most Serious Offense (All Bookings)

Most Serious Charge	#	%
Abandon Dependent - 3rd	1	0.02%
Aim/Discharge Firearms	2	0.03%
Alien Possession of Firearm w/o Permit	2	0.03%
Allow Unauthorized Driver Motor Vehicle	1	0.02%
Animal Cruelty 1st	3	0.05%
Animal Cruelty 2nd	9	0.15%
Animal Fighting-Own/Train/Spec	4	0.07%
Animals at Large	1	0.02%
Arson 2nd	4	0.07%
Assault (no degree)	1	0.02%
Assault 1st	18	0.30%
Assault 1st DVPA	3	0.05%
Assault 2nd Bodily Harm	11	0.19%
Assault 2nd	60	1.02%
Assault 2nd DVPA	11	0.17%
Assault 2nd Weapon	20	0.34%
Assault 3rd	36	0.61%
Assault 3rd DVPA	1	0.02%
Assault 4th	126	2.12%
Assault 4th DVPA	590	9.92%
Assault Bodily Harm (no degree)	1	0.02%
Assault Criminal Negligence	1	0.02%
Assault of Child 2nd	1	0.02%
Assault of Child 3rd	3	0.05%
Attempt to Elude	7	0.12%
Bail Jump - Felony	2	0.03%
Bail Jump - GM or Misd	2	0.03%
Burglary (no degree)	8	0.14%
Burglary 1st	15	0.25%
Burglary 1st DVPA	1	0.02%
Burglary 2nd	71	1.20%
Burglary DVPA	1	0.02%
Carry Loaded Weapon Motor Vehicle	1	0.02%
Carry/Exh/Draw Dangerous Weapon DVPA	1	0.02%
Carry/Exh/Draw Dangerous Weapon	10	0.17%
Child Molestation 1st	9	0.15%
Child Molestation 2nd	5	0.08%
Child Molestation 3rd	1	0.02%
Civil Complaints	45	0.73%
Commerical Driving w/Alcohol in System	1	0.02%
Contempt of Court	8	0.12%
Criminal Attempt C Class Felony	1	0.02%
Criminal Attempt (undefined)	5	0.08%
Criminal Mistreatment 1st	1	0.02%
Criminal Solicitation C Felony	1	0.02%
Criminal Solicitation Misdemeanor	8	0.14%
Criminal Trespass 1st	25	0.42%
Criminal Trespass 2nd	99	1.68%
Criminal Trespass 2nd DVPA	2	0.03%

## Appendix A. Most Serious Offense (All Bookings)

Most Serious Charge	#	%
Criminal Assistance	1	0.02%
Criminal Impersonation	1	0.02%
Custodial Sexual Misconduct 2nd	1	0.02%
Dangerous Dog - Penalty Not Paid	1	0.02%
Dangerous Weapons	28	0.47%
Delivery Controlled Substances	25	0.42%
Deliver, Possess, Manufacture Paraphernalia	7	0.12%
Detained Property	1	0.02%
Disorderly Conduct Licensed Premised	1	0.02%
Disorderly Conduct	75	1.25%
Disorderly conduct - Obstruct Traffic	1	0.02%
Dog Violation	1	0.02%
Drive-by Shooting	5	0.08%
Driver Under 21 - Consuming Alcohol	20	0.34%
DUI	1,133	19.09%
Driving while License Suspended/Revoked (undefined )	3	0.05%
Driving while License Suspended/Revoked 1st	47	0.80%
Driving while License Suspended/Revoked 2nd	74	1.27%
Driving while License Suspended/Revoked 3rd	451	7.63%
Endanger w/Controlled Substance	3	0.05%
Escape 1st	1	0.02%
Escape 3rd	4	0.07%
Extortion 2nd	4	0.07%
Fail to Deliver Leased Personal Property	1	0.02%
Fail to Obey Officer	1	0.02%
Fail to Register/Kidnap	1	0.02%
Fail to Register/Sex Offender	14	0.24%
Fail to Register Contractor	1	0.02%
Fail to Transfer Title	1	0.02%
False Reporting	3	0.05%
False Statement to Public Servant	7	0.12%
Financial Fraud - Unlawful Possession	5	0.08%
Firearms Offenses	9	0.15%
Forgery	65	1.10%
Fugitive from Justice	11	0.19%
Furnish Liquor to Minor	4	0.07%
Harrassing Telephone Call	4	0.07%
Harrassing Telephone Call DVPA	1	0.02%
Harassment	18	0.30%
Harassment DVPA	18	0.30%
Hit and Run	23	0.39%
Hit and Run Injury/Death	3	0.05%
Hit and Run Unattended	18	0.30%
Hold for Other Agency	183	3.05%
Hunt Closed Area for Big Game	1	0.02%
Identity Theft	26	0.44%
Immoral Commission w/Minor	8	0.14%
Incendiary Devices	1	0.02%
Incest 1st Degree	1	0.02%
Indecent Liberty < 14 Year	1	0.02%
Indecent Exposure	3	0.05%
Indecent Exposure - GM/Felony	4	0.07%

## Appendix A. Most Serious Offense (All Bookings)

Most Serious Charge	#	%
Indecent Liberties	2	0.03%
Interfere w/Reporting Domestic Violence	6	0.10%
Introduce Contraband to Correctional Facility	1	0.02%
Junk Vehicle Avandoned Unincorporated Area	2	0.03%
Kidnapping 1st	1	0.02%
Kidnapping 1st DVPA	1	0.02%
Kidnapping 2nd	1	0.02%
Lewd Conduct	1	0.02%
Loaded Firearm in Vehicle	1	0.02%
Malicious Mischief > \$1,500	1	0.02%
Malicious Mischief 1st	10	0.17%
Malicious Mischief 1st DVPA	2	0.03%
Malicious Mischief 2nd	16	0.25%
Malicious Mischief 2nd DVPA	8	0.12%
Malicious Mischief 3rd	39	0.66%
Malicious Mischief 3rd DVPA	24	0.41%
Malicious Harassment	2	0.03%
Minor in Possession of Alcohol	55	0.93%
Minor in Possession of Alcohol 2nd offense or more	14	0.24%
Money Laundering	1	0.02%
Murder 1st	4	0.07%
Murder 1st Premeditated	1	0.02%
Murder 2nd	2	0.03%
Negligent Driving 1st (Criminal)	59	0.98%
No Valid Operators License (Criminal)	8	0.14%
No Valid Operators License w/o ID (Criminal)	53	0.90%
Obstruct Law Enforcement Officer	33	0.56%
Obtain Legend Drug by Fraud	7	0.12%
Operator w/o Proper Certification/Registration	1	0.02%
Paraphernalia - Use of	1	0.02%
Patronize Juvenile Prostitute	2	0.03%
Physical Control Vehicle Under Influence	16	0.27%
Possession - Legitimate Possession by Fraud	1	0.02%
Possession Counterfeit Controlled Substance	2	0.03%
Possession Controlled Substance w/o Prescription	25	0.42%
Possession Drug Paraphernalia	38	0.64%
Possession Marijuana < 40 Grams	175	2.94%
Possession Stolen Credit Card	1	0.02%
Possession Stolen Motor Vehicle	6	0.10%
Possession Stolen Property 1st	36	0.61%
Possession Stolen Property 2nd	42	0.71%
Possession Stolen Property > \$250	1	0.02%
Possession Stolen Property 3rd	40	0.68%
Possession Controlled Substance	75	1.25%
Possession of Stolen Firearm	3	0.05%
Possession w/Intent to Manufacture	10	0.17%
Possession, Use Sale Fireworks	1	0.02%
Probation/Parole Violation	15	0.25%
Provoking Assault DVPA	2	0.03%
Rape 1st	1	0.02%
Rape 2nd Force-Compulsion	2	0.03%
Rape 2nd	5	0.08%

## Appendix A. Most Serious Offense (All Bookings)

Most Serious Charge	#	%
Rape 3rd	2	0.03%
Rape - No Consent	1	0.02%
Rape Child 1st	8	0.14%
Rape Child 2nd	3	0.05%
Rape Child 3rd	8	0.14%
Reckless Driving	99	1.66%
Reckless Endangerment	19	0.32%
Reckless Endangerment DVPA	6	0.10%
Reg Delivery w/o Prescription	9	0.15%
Render Criminal Assistance 2nd	2	0.03%
Residential Burglary	95	1.59%
Residential Burglary DVPA	3	0.05%
Resisting Arrest	3	0.05%
Robbery 1st	14	0.24%
Robbery 2nd	8	0.14%
Robbery 2nd DVPA	1	0.02%
Robbery Deadly Weapon	2	0.03%
Sell Legend Drug	1	0.02%
Sex Depiction Minor - Manufacturing	1	0.02%
Sex Depiction Minor - Possession	1	0.02%
Stalking	4	0.07%
Stalking DVPA	4	0.07%
Superior Court Truancy Warrant	2	0.03%
Taking Vehicle w/o Permission 2nd	2	0.03%
Taking Vehicle w/o Permission (undefined)	29	0.49%
Tampering w/Witness	1	0.02%
Theft (undefined)	1	0.02%
Theft 1st	74	1.24%
Theft 1st Property/Services	3	0.05%
Theft 2nd	98	1.64%
Theft 2nd DVPA	1	0.02%
Theft 2nd Firearm	2	0.03%
Theft 2nd Motor Vehicle	3	0.05%
Theft 2nd Property/Services	2	0.03%
Theft 3rd	332	5.62%
Theft Leased Property	2	0.03%
Theft of Firearm (undefined)	2	0.03%
Theft of Motor Vehicle Fuel	1	0.02%
Traffic Stolen Property 1st (Historical)	5	0.08%
Traffic Stolen Property (undefined)	8	0.14%
Traffic Stolen Property 1st	4	0.07%
Traffic Stolen Property 2nd	17	0.29%
Uttering Insufficient Bank Check	21	0.36%
Unlawful Possession Firearm	58	0.98%
Unlawful Possession Legend Drug	5	0.08%
Unlawful Carrying Concealed Weapon	1	0.02%
Unlawful Firearms	4	0.07%
Unlawful Hunt Big Game 2nd	2	0.03%
Unlawful Imprisonment	4	0.07%
Unlawful Imprisonment DVPA	6	0.10%
Unlawful Recreational Fishing 1st	2	0.03%
Unlawful Recreational Fishing 2nd	3	0.05%

## Appendix A. Most Serious Offense (All Bookings)

Most Serious Charge	#	%
Use Paraphernalia	9	0.15%
Use/Possess Revoked/Suspended License	1	0.02%
Vehicle Prowl 1st	2	0.03%
Vehicle Prowl 2nd	33	0.54%
Vehicular Assault	18	0.30%
Vehicular Assault Reckless	1	0.02%
Vehicular Assault Under Influence	1	0.02%
Vehicular Homicide	4	0.07%
Violation Antiharassment/Protective Order	1	0.02%
Violation Antiharassment/Protective Order DVPA	2	0.03%
Violation Antiharassment Order DVPA	2	0.03%
Violation Civil Antiharassment Order	2	0.03%
Violation Disposition Order	2	0.03%
Violation DUI Restrictions	13	0.22%
Violation Foreign Protection Order	1	0.02%
Violation No Contact Order DV Post Trial	21	0.34%
Violation No Contact Order DV Pre Trial	66	1.12%
Violation Protection Order	27	0.46%
Violation Protection Order DVPA	55	0.93%
Violation Restraining Order	3	0.05%
Violation Restraining Order DVPA	9	0.15%
Violation Temporary Civil Antiharassment Order	2	0.03%
Voyeurism	3	0.05%
Violation Uniform Controlled Substance Act	242	4.09%
Violation Uniform Controlled Substance Act - Conspiracy to Commit	5	0.08%
Welfare Fraud	4	0.07%
Total	5,938	100.00%

## Appendix B. Most Serious Charge (Long-term Inmates)

## Appendix B. Most Serious Charge (Long-term Inmates)

Most Serious Charge	#	%	Rank
Animal Cruelty 2nd	1	0.14%	
Arson 2nd	2	0.28%	
Assault 1st	10	1.42%	
Assault 2nd	15	2.13%	8
Assault 2nd Bodily Harm	7	0.99%	
Assault 2nd DVPA	2	0.28%	
Assault 2nd Weapon	10	1.42%	
Assault 3rd	14	1.99%	9
Assault 4th	17	2.41%	7
Assault 4th DVPA	22	3.13%	4
Attempt to Elude	1	0.14%	
Bail Jump - Felony	2	0.28%	
Bail Jump - GM or Misd	1	0.14%	
Burglary 1st	10	1.42%	
Burglary 2nd	21	2.98%	5
Carry/Exh/Draw Dangerous Weapon	1	0.14%	
Child Molestation 1st	7	0.99%	
Child Molestation 2nd	3	0.43%	
Civil Complaints	1	0.14%	
Contempt of Court	1	0.14%	
Criminal Impersonation	1	0.14%	
Criminal Solicitation C Felony	1	0.14%	
Criminal Solicitation Misdemeanor	1	0.14%	
Criminal Trespass 1st	3	0.43%	
Criminal Trespass 2nd	7	0.99%	
Dangerous Weapons	7	0.99%	
Deliver, Possess, Manufacture Paraphernalia	1	0.14%	
Delivery Controlled Substances	13	1.85%	10
Disorderly Conduct	1	0.14%	
Drive-by Shooting	4	0.57%	
Driver Under 21 - Consuming Alcohol	1	0.14%	
Driving while License Suspended/Revoked 1st	10	1.42%	
Driving while License Suspended/Revoked 2nd	5	0.71%	
Driving while License Suspended/Revoked 3rd	4	0.57%	
DUI	179	25.43%	1
Escape 1st	1	0.14%	
Escape 3rd	1	0.14%	
Fail to Register/Sex Offender	2	0.28%	
Financial Fraud - Unlawful Possession	2	0.28%	
Firearms Offenses	3	0.43%	
Forgery	10	1.42%	
Harassment	3	0.43%	
Harassment DVPA	2	0.28%	
Harrassing Telephone Call	1	0.14%	
Harrassing Telephone Call DVPA	1	0.14%	
Hit and Run	1	0.14%	
Hit and Run Unattended	1	0.14%	
Hold for Other Agency	3	0.43%	
Identity Theft	1	0.14%	



## Appendix B. Most Serious Charge (Long-term Inmates)

Most Serious Charge	#	%	Rank
Immoral Commission w/Minor	1	0.14%	
Indecent Exposure	1	0.14%	
Indecent Exposure - GM/Felony	1	0.14%	
Indecent Liberties	1	0.14%	
Indecent Liberty < 14 Year	1	0.14%	
Kidnapping 1st	1	0.14%	
Malicious Mischief 1st	1	0.14%	
Malicious Mischief 3rd	5	0.71%	
Murder 1st	3	0.43%	
Murder 1st Premeditated	1	0.14%	
Negligent Driving 1st (Criminal)	2	0.28%	
Obtain Legend Drug by Fraud	1	0.14%	
Patronize Juvenile Prostitute	1	0.14%	
Physical Control Vehicle Under Influence	2	0.28%	
Possession Controlled Substance	13	1.85%	10
Possession Marijuana < 40 Grams	2	0.28%	
Possession Stolen Motor Vehicle	1	0.14%	
Possession Stolen Property > \$250	1	0.14%	
Possession Stolen Property 1st	12	1.70%	
Possession Stolen Property 2nd	7	0.99%	
Possession Stolen Property 3rd	2	0.28%	
Possession w/Intent to Manufacture	7	0.99%	
Probation/Parole Violation	1	0.14%	
Rape 1st	1	0.14%	
Rape 2nd	2	0.28%	
Rape 2nd Force-Compulsion	2	0.28%	
Rape 3rd	1	0.14%	
Rape Child 1st	4	0.57%	
Rape Child 2nd	2	0.28%	
Rape Child 3rd	5	0.71%	
Reckless Driving	8	1.14%	
Reckless Endangerment	1	0.14%	
Reckless Endangerment DVPA	1	0.14%	
Reg Delivery w/o Prescription	1	0.14%	
Residential Burglary	29	4.12%	3
Robbery 1st	6	0.85%	
Robbery 2nd	7	0.99%	
Robbery 2nd DVPA	1	0.14%	
Robbery Deadly Weapon	1	0.14%	
Stalking	3	0.43%	
Stalking DVPA	1	0.14%	
Taking Vehicle w/o Permission (undefined)	3	0.43%	
Theft 1st	14	1.99%	9
Theft 1st Property/Services	1	0.14%	
Theft 2nd	14	1.99%	9
Theft 2nd Firearm	1	0.14%	
Theft 2nd Motor Vehicle	1	0.14%	
Theft 3rd	18	2.56%	6
Traffic Stolen Property (undefined)	2	0.28%	
Traffic Stolen Property 1st (Historical)	1	0.14%	
Traffic Stolen Property 2nd	2	0.28%	
Unlawful Firearms	1	0.14%	

## Appendix B. Most Serious Charge (Long-term Inmates)

Most Serious Charge	#	%	Rank
Unlawful Imprisonment	1	0.14%	
Unlawful Imprisonment DVPA	1	0.14%	
Unlawful Possession Firearm	22	3.13%	4
Vehicle Prowl 1st	1	0.14%	
Vehicle Prowl 2nd	2	0.28%	
Vehicular Assault	10	1.42%	
Vehicular Assault Reckless	1	0.14%	
Vehicular Homicide	3	0.43%	
Violation Antiharassment/Protective Order DVPA	1	0.14%	
Violation DUI Restrictions	2	0.28%	
Violation No Contact Order DV Pre Trial	1	0.14%	
Violation Protection Order	3	0.43%	
Violation Protection Order DVPA	1	0.14%	
Violation Uniform Controlled Substance Act - Conspiracy to Commit	1	0.14%	
Violation Uniform Controlled Substance Act	33	4.69%	2
Voyeurism	1	0.14%	
Total	704	100.00%	