

Skagit County, Washington **Community Justice Center** **Master Plan**

11-Aug-05

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



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Skagit County, Washington

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Executive Summary

Recidivism, Risk and Prevention

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.

County Population Trends

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.

Crime Trends

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.

Court Trends

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 was that future growth would have an effect on all criminal justice agencies, both in terms of volume and resources (both personnel and space) required for criminal justice functions.

Jail Trends

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.

Inmate Profile

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.

Alternative Sanctions

- 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.

Physical Plant Issues

- 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.

Population Projections

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.

Section 1. Introduction

Background Information

Skagit County has completed a number of activities in compliance with RCW 72.09.300. This legislation requires the development of a law and justice plan; the general intent of the plan is to:

- Maximize local resources including personnel and facilities,
- Reduce duplication of services, and
- Share resources between local and state government to accomplish local efficiencies without diminishing effectiveness.

Skagit County has:

- Adopted the first Law and Justice Plan in October 1995,
- Re-established the Law and Justice Council in June 2001,
- Identified critical issues for each component of the law and justice system in a work session held in January 2003,
- Met with the Northwest Regional Council to enlist their on-going assistance in May 2003,
- Developed priorities for action in June 2003, including a focus on resolving jail crowding,
- Presented a "white paper" on jail crowding in July 2003,
- Drafted a 2004 work plan, establishing the Corrections Facilities Task Force,
- Participated in the National Institute of Corrections' Planning of New Institutions Program in April 2004,
- Developed a Request for Qualifications and a selection process for a correctional planning consultant, and
- Conducted an all day retreat for Law & Justice Council members in August 2004, which provided information from a number of in-house studies on jail climate, crowding, and a variety of correctional programs focusing on offender needs.

The current jail was planned in the early 1980's when Washington State funded a significant amount of jail construction. This funding occurred through the now defunct Washington State Jail Standards Commission. As a result, planning which occurred to comply with the requirements of this funding stream was subject to a number of constraints. The most significant for this facility was the requirement that the facility size, including core spaces such as kitchen and laundry, be restricted to the capacity which was constructed. This requirement has resulted in a number of the problems experienced in the facility today.

The facility opened in 1984 with a capacity of 83 inmates, 73 of which were funded by the State; it now serves a population two and a half-times that amount (an average of 188 in 2004). As may be expected, this has resulted in a number of significant issues which are described in a later section of this master plan.

The facility is a podular remote design in which inmate housing pods are clustered around one or more control rooms from which doors are operated and from which inmate observation occurs. This level of observation is augmented by the use of rovers who make intermittent cell checks. It appears likely that the current staffing pattern - particularly as it relates to security posts - has not changed since the facility was occupied.

Correctional Mission and Philosophy

Skagit County has already made a substantial commitment to address its current jail issues. The Law & Justice Council has looked beyond crowding, which may be more a symptom than a problem, to correctional mission and philosophy. The following statements are taken from the Community Justice Center presentation at the August 4, 2004 retreat:

- 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.

Although these statements relate to a facility that is described as somehow different from the jail, they provide clues as to the general philosophical approach of the justice system. As this master plan is developed, it may be important to explore how the jail relates to other elements of a potential continuum of sanctions and services.

Document Description

This document provides a master plan for Skagit County Corrections, building on the on-going 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. Alternative Sanctions,
- Section 9. Physical Plant Issues,
- Section 10. Jail Population Projections,
- Section 11. Recommendations.

Section 2. Risk and Protective Factors

When communities are involved in criminal justice planning projects, they focus on the community's institutional and systematic response to criminal behavior. In the consultant's opinion, this is natural, pragmatic, and appropriate. Skagit County can not address its very pressing jail problems effectively by implementing crime prevention programs. However, in evaluating future criminal justice needs, it is quite useful to understand the factors which place individuals at risk of becoming involved in criminal behavior and evaluating the degree to which these factors are present in the local environment.

Risk Factors

Extensive research has identified risk factors for crime, violence, and substance abuse. While much of the research has focused on juvenile offenders, it is important to remember that many jail inmates are not much older than juveniles. These factors exist within a communities as a whole, families, schools, peer groups, and within individuals. Some of these risk factors can be modified; others can not. The Office of Juvenile Justice has identified 19 risk factors which place youth at risk.

- Risk Factor 1. Availability of Drugs. The more easily available that drugs and alcohol are in a community, the greater the risk that drug abuse will occur in that community. Perceived availability of drugs in school is also associated with increased risk.
- Risk Factor 2. Availability of Firearms. Firearms, primarily handguns, are the leading mechanisms of violent injury and death in the United States. The easy availability of firearms in a community can escalate an exchange of angry words and fists into an exchange of gunfire. Research has found that communities with greater availability of firearms experience high rates of violent crime, including homicide.
- Risk Factor 3. Community Laws and Norms Favoring Drug Use, Firearms, and Crime. Community norms - the attitudes and policies a community holds concerning drug use, violence, and crime - are communicated through laws, written policies, informal social practices, the media and the expectations that parents, teachers and other members of the community have for young people. Laws, tax rates, and community standards that favor or are unclear about substance abuse or crime put young people at higher risk of delinquency.
- Risk Factor 4. Media Portrayals of Violence. There is growing evidence that media violence can influence community acceptance of violence and rates of violent or aggressive behavior.
- Risk Factor 5. Transitions and Mobility. Communities with high rates of mobility appear to have increased drug and crime problems. The more frequently people within an area move, the greater the risk of criminal behavior.
- Risk Factor 6. Low Neighborhood Attachment and Community Disorganization. Higher rates of drug problems, crime and delinquency occur in neighborhoods where people have little attachment to the community, where rates of vandalism are high, and where there is low surveillance of public places. Perhaps the most significant issue affecting community attachment is whether residents feel they can make a difference in their lives. If the neighborhood's key players, such as merchants, teachers, police, and human and social service personnel, live outside the neighborhood, residents' sense of commitment will be less.
- Risk Factor 7. Extreme Economic and Social Deprivation. People who live in deteriorating neighborhoods characterized by extreme poverty, poor living conditions and high unemployment are more likely to develop problems with crime and substance abuse and are more likely to engage in violence toward others during both adolescence and adulthood.

Section 2. Risk and Protective Factors

- Risk Factor 8. Family History of High Risk Behavior. Children raised in families with a history of addiction are at increased risk of having drug and/or alcohol problems, and children raised in families with a history of criminal activity are at increased risk of delinquency.
- Risk Factor 9. Family Management Problems. Poor family management practices, such as not having clear expectations for behavior, failure to supervise and monitor children, as well as excessively harsh or inconsistent punishment, are at higher risk.
- Risk Factor 10. Family Conflict. Conflict between family members is more important for predicting criminal behavior than family structure.
- Risk Factor 11. Parental Attitudes and Involvement in Problem Behaviors. Parental attitudes and behavior toward drugs and crime influence the attitudes and behavior of children. Children in families in which these behaviors are present are at greater risk of the same behavior - particularly if parents involve children in the behavior.
- Risk Factor 12. Early and Persistent Antisocial Behavior. The earlier that aggressive behavior appears, the higher the risk of substance abuse, delinquency and violence.
- Risk Factor 13. Academic Failure Beginning in Late Elementary School. Academic failure increases the risk of all of the problems listed above. The experience of failure - regardless of the reason - increases the level of risk.
- Risk Factor 14. Lack of Commitment to School. Children who are not committed to school are at higher risk of problem behaviors.
- Risk Factor 15. Rebelliousness. Young people who are alienated or actively rebellious are at higher risk of drug abuse and delinquency.
- Risk Factor 16. Friends who Engage in the Problem Behavior. Young people who associated with peers who present the problem behaviors are at higher risk of the same behavior.
- Risk Factor 17. Favorable Attitudes toward the Problem Behavior. In elementary school, most children express anti-drug, anti-crime and pro-social attitudes. However, by middle school, their attitudes shift toward greater acceptance of the problem behaviors as others they know participate in these activities. This acceptance places them at higher risk.
- Risk Factor 18. Early Initiation of Problem Behaviors. The earlier that young people exhibit the problem behaviors, the more likely they will have chronic problems with the behavior later in life.
- Risk Factor 19. Constitutional Factors. Some constitutional factors (biological or physiological) contribute to the problem behaviors. These factors, such as sensation seeking, low harm avoidance and lack of impulse control, increase the risk of young people participating in the problem behaviors.

Protective Factors

These materials are taken from the OJJDP Publication, "Risk Factors for Delinquency: An Overview" by Michael Shader. Research also suggests that there are influences that can "buffer" the impact of risk factors. These risk factors exist in four domains.

- Protective Factor Domain: The Individual. There are at least five factors which relate directly to the individual and appear to mediate risk.
 - The individual has an intolerant attitude toward deviance.
 - The individual has a high IQ.
 - The individual is female.
 - The individual has a positive social orientation.
 - The individual perceives sanctions for transgressions
- Protective Factor Domain: The Family. There are at least three factors which relate directly to the family and appear to mediate risk.
 - There are warm, supportive relationships with parents or other adults.

- The parents see the individual's peers as a positive influence.
- Parents monitor individual behavior.
- Protective Factor Domain: The School. There are at least two factors which relate directly to the individual's involvement in school.
 - The school promotes the individual's commitment to school.
 - The school recognizes the individual's involvement in conventional activities.
- 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

One of the underlying themes in much of the work which Skagit County has already completed relates to the prevention of recidivism. There is considerable evidence that incarceration by itself does little to change future criminal behavior. Most studies of general recidivism have focused on recidivism in prison settings. The Bureau of Justice Statistics Special Report, "Recidivism of Prisoners Released in 1994" found that among nearly 300,000 prisoners released in 15 states in 1994, 67.5% were re-arrested within three years. A similar 1983 study found that 62.5% were re-arrested within the same period.

There is little research in jail environments, and the research that the consultant has found is primarily evaluation of specific programs. However, in systems in which the consultant has been able to identify recidivism within a specific jail, it has generally ranged between 50% - 60% within a 1-2 year period. As a result, a reasonable starting position would be that jail inmates are equally prone to recidivism.

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 an individual's 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.

Conclusion

This document is not intended to direct the crime and delinquency prevention activities of Skagit County, and the consultant is not suggesting that the County attack these larger social issues before it addresses its more immediate criminal justice needs. Neither does it suggest that these factors should be ignored. However, the degree to which these risk factors exist within the various communities in the County ultimately, to a large degree, determines future demand on both the criminal justice and human service systems in the County. All communities experience these risk factors to a greater or lesser degree. As the County develops a plan for the future of the justice system, it may be wise to consider the degree to which these factors will continue to affect them.

Section 3. County Population Trends

This section of the document provides information about the demographic and economic characteristics of the Skagit County population.

County Population Trend

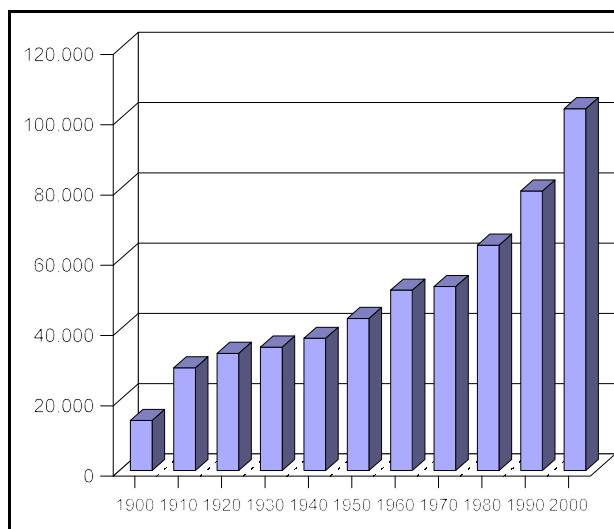


Figure 3.1 County Population Trend

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.

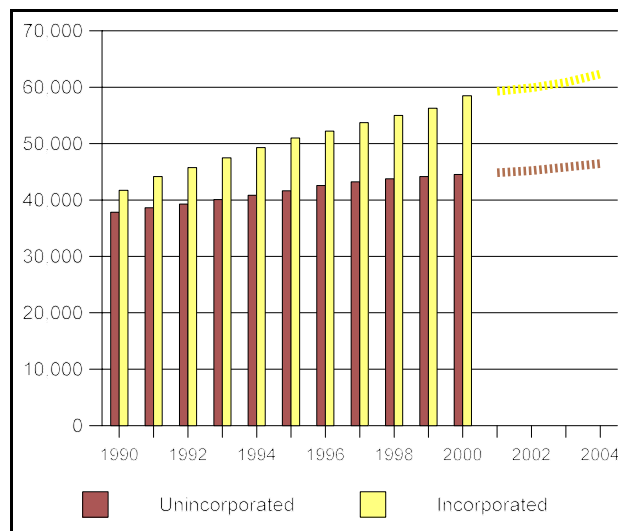


Figure 3.2 Locus of Population Growth

While both incorporated and unincorporated areas have grown, increases have been more significant within incorporated areas. 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
% increase	29%	18%	40%
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

Source: Washington State Office of Financial Management Website

Table 3.2 Locus of Population Growth

Section 3. County Population Trends

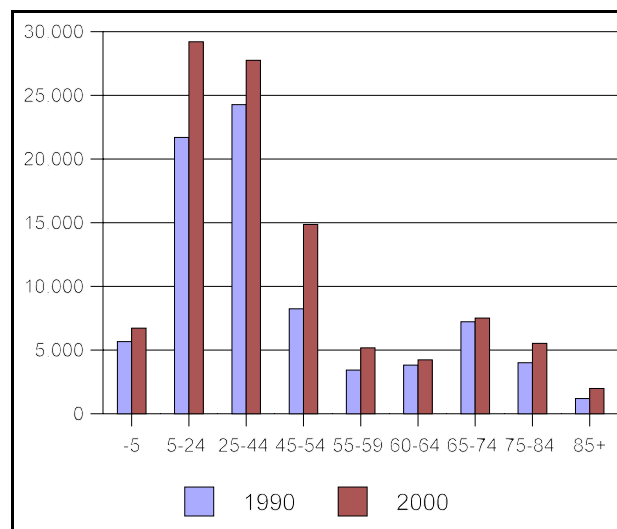


Figure 3.3 Age Cohorts (1990 - 2000)

Age Group	1990		2000
Under 5	5,677		6,718
5-17	15,167	5-9	7,560
		10-14	7,894
18-20	3,075	15-19	7,927
21-24	3,459	20-24	5,826
25-44	24,274		27,747
45-54	8,243		14,869
55-59	3,425		5,167
60-64	3,820		4,237
65-74	7,220		7,521
75-84	4,004		5,529
85 and over	1,191		1,984
Total	79,555		102,979

Source: US Bureau of the Census Website

Table 3.3 Age Cohorts

Unfortunately, the Census Bureau changed their grouping of ages in 2000, resulting in some difficulty in comparing age groups. Figure 3.3 has combined the 5-24 year old age groups. Age grouping is significant because of the degree to which the population which is most at risk of incarceration and other forms of correctional control are males between the ages of 18 and 35. Although other groups (particularly older people) have increased more on a percentage basis, the area in which the greatest increase in numbers has occurred is in the 5-24 year age group. This does suggest that the age group which is most likely to be incarcerated has increased.

Age Group	1989	1996
17 or younger	1.1%	2.3%
18-24	32.6%	28.5%
25-34	42.9%	37.4%
35-44	16.7%	23.9%
45-54	4.6%	6.3%
55 or older	1.7%	1.5%

Source: Bureau of Justice Statistics, "Correctional Populations in the United States, 1996"

Table 3.4 Age of Jail Inmates

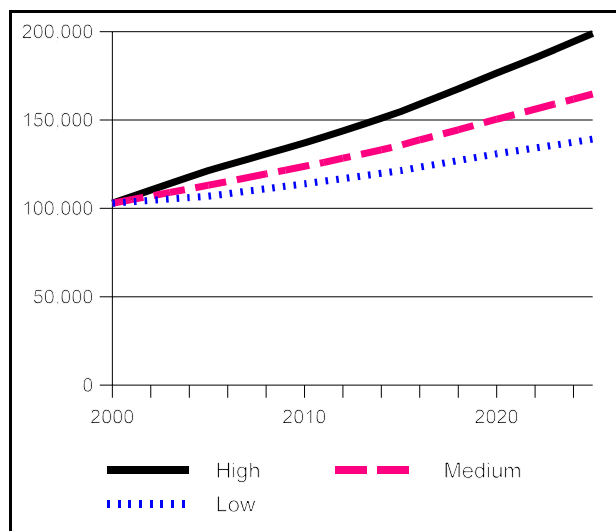
It is also worth noting that factors such as mandatory sentencing increase the degree to which females and older males who commit an offense are likely to be incarcerated. Also, as the population at large is increasing in age, it appears that the age of jail inmates may be increasing also. The Bureau of Justice Statistics has compared the age of jail inmates in 1989 and 1996. The increases in the 35-44 and 45-54 age group support the consultant's experience in prior data collections.

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 3.4** Projected County Population

The Office of Financial Management has developed three estimates based on a low, medium and high estimate of growth. Review of the 1995 projections provides some direction as to which estimate may be most likely to reflect growth.

In 1995, the series projected the following numbers of County residents in 2000:

- 101,617 low,
- 103,478 medium, and
- 106,454 high.

The actual 2000 population was 102,979. Estimates between the low and medium estimates may be more likely to represent actual growth - at least in the short term. The Office of Financial Management bases these projections on birth, death and migration rates. It is worth noting that the number of births and new residents who move to the county are equal, and both are larger than the number of deaths.

The same source also has projected Skagit County population by age groups, using only the medium series. The entire table showing projected increases for each age group from 2000 - 2025 is included in Appendix A. Figure 3.5 and Table 3.6 provides information about the 20-34 age group.

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	108,312	115,270	124,572
2007	109,709	117,404	127,692
2008	111,107	119,539	130,813
2009	112,504	121,673	133,933
2010	113,902	123,807	137,054
2011	115,357	126,092	140,404
2012	116,832	128,415	143,841
2013	118,342	130,795	147,381
2014	119,887	133,231	151,028
2015	121,467	135,717	154,785
2016	123,420	138,769	159,085
2017	125,253	141,626	163,308
2018	127,108	144,526	167,638
2019	128,988	147,468	172,076
2020	130,891	150,449	176,627
2021	132,522	153,293	180,889
2022	134,174	156,151	185,254
2023	135,846	159,023	189,725
2024	137,539	161,904	194,303
2025	139,253	164,797	198,992

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

Table 3.5 Projected County Population

Section 3. County Population Trends

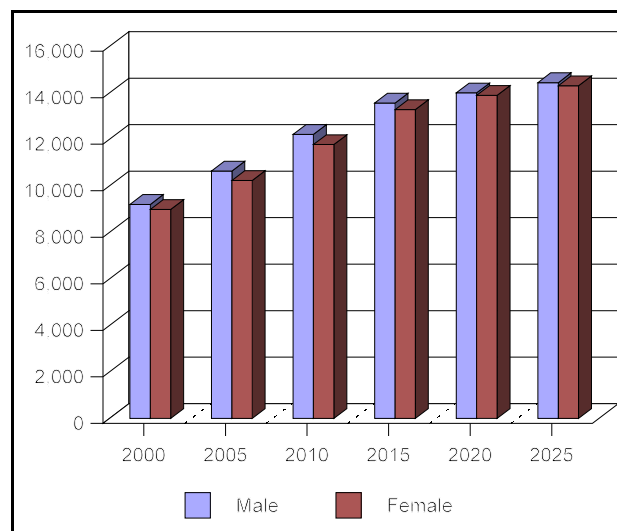


Figure 3.5 Projected Population Aged 20-34

Year	Total	Male	Female
2000	18,189	9,204	8,985
2005	20,870	10,639	10,231
2010	23,991	12,213	11,778
2015	26,840	13,561	13,279
2020	27,889	13,997	13,892
2025	28,738	14,436	14,302

Source: Compiled from WA Office of Financial Management

Table 3.6 Projected Population Aged 20-34

The population of the age group which is most at risk will increase by an estimated 61,818 between 2000 and 2025. This population was 18% of the total County population in 2000 and is projected to be 17% of the population in 2025. This age group is expected to be 20% of the total county population in 2015.

Economic Indicators

Household Income

If population provides the baseline number of people on which the criminal justice system acts, economics may be one of the factors that influences risk of criminal behavior. Income and employment are two factors that represent these indicators.

In 1989, there were 30,661 households in the County; in 1999, there were 38,066. Both median household and per capita income increased from 1989 to 1999.¹ The median household income in the State of Washington was \$45,776 and the per capita income was \$22,973. The percentage of the population in the County which is below the poverty level was 11% in both years; 10.6% of the State population was below the poverty level.

Household Income Group	1989	1999
Less than \$10,000	4,385	2,852
\$10,000-\$14,999	2,687	2,349
\$15,000-\$24,999	6,272	4,859
\$25,000-\$34,999	5,453	5,388
\$35,000-\$49,999	5,960	7,440
\$50,000-\$74,999	3,856	8,148
\$75,000-\$99,999	1,101	4,099
\$100,000-\$149,999	600	2,372
\$150,000+	347	559
\$200,000+		748
Total	30,661	38,066
Median Household Income	\$28,389	\$42,381
Per capita income	\$13,804	\$21,256
Persons below poverty	9,012	11,244

Table 3.7 Household Income

In both 1990 and 2000, 77% of the County's population was over the age of 16. In 1990, 46% of this population was in the labor force; in 2000, this percentage increased to 48%. The population of those over 16 includes full-time students, individuals who are disabled, and those who are retired as well as those who have been unemployed for a long period of time.

¹

These dollar figures do not reflect the impact of inflation.

Unemployment

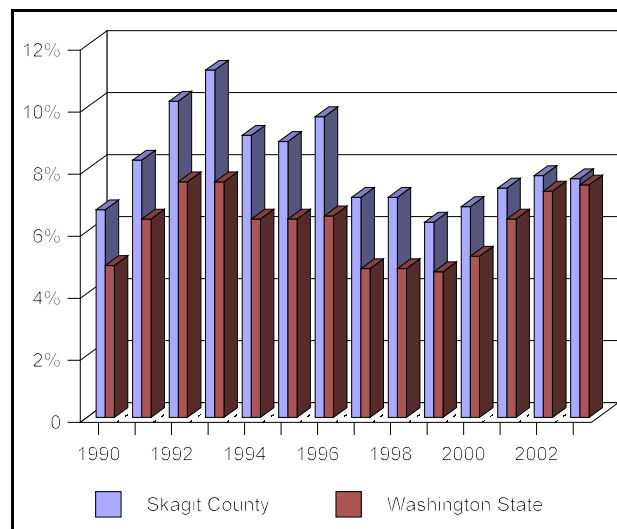


Figure 3.6 State and Local Unemployment Rates (Annual)

Year	Skagit County	Washington State
1990	6.70%	4.90%
1991	8.30%	6.40%
1992	10.20%	7.60%
1993	11.20%	7.60%
1994	9.10%	6.40%
1995	8.90%	6.40%
1996	9.70%	6.50%
1997	7.10%	4.80%
1998	7.10%	4.80%
1999	6.30%	4.70%
2000	6.80%	5.20%
2001	7.40%	6.40%
2002	7.80%	7.30%
2003	7.70%	7.50%

Source: United States Bureau of Labor Statistics web site

Table 3.8 State and Local Unemployment Rates (Annual)

Skagit County's unemployment rate during the period from 1990 to 2003 has ranged from a low of 6.3% to a high of 11.2%. The County's rate has consistently been higher than Washington State's unemployment rate.

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. 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. Unemployment is higher in Skagit County than Washington State as an average. Given the potential relationships between economics and criminality, this may have an adverse impact on the County.

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

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 8th 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.

While index crimes will have an impact on the pretrial population of the jail, their real impact tends to be on the prison system, particularly violent crimes. However, many states now provide for some non-violent felons to stay in the local community on probation, which can result in a period of incarceration in the local jail.

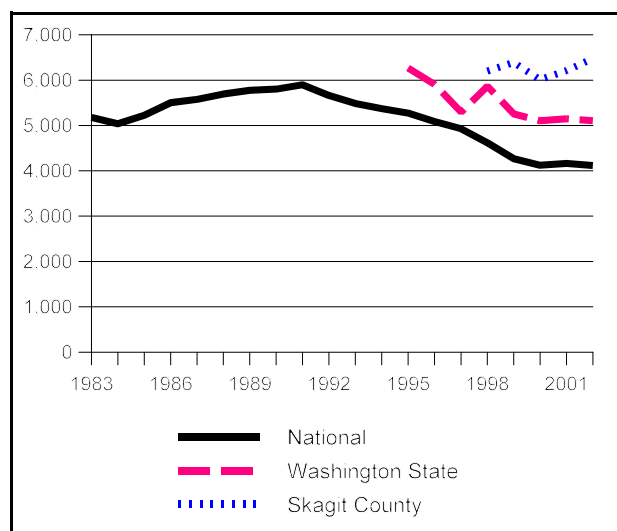


Figure 4.1 Index Crime Rates (US and Washington State)

Year	National	State	Skagit County
1983	5,179.20		
1984	5,038.40		
1985	5,224.50		
1986	5,501.90		
1987	5,575.50		
1988	5,694.50		
1989	5,774.00		
1990	5,802.70		
1991	5,898.40		
1992	5,661.40		
1993	5,487.10		
1994	5,373.80		
1995	5,274.90	6,269.80	
1996	5,087.60	5,909.40	
1997	4,927.30	5,296.30	
1998	4,620.10	5,867.40	6,200
1999	4,266.50	5,255.50	6,390
2000	4,124.80	5,105.60	6,010
2001	4,162.60	5,147.20	6,210
2002	4,118.80	5,106.80	6,480

Source: Crime in the United States, 2002, FBI Website, Skagit County computed from Washington State Association of Sheriff's and Police Chiefs (WASPC) website.

Table 4.1 Index Crime Rates (US and Washington State)

During the period since 1995, the index crime rate in Washington State has consistently been higher than the trend for the US. With the exception of 1998, the index crime rate in the State has declined. During the last three years, the index crime rate in both the State and the nation appears to be relatively flat. Skagit County's index crime rate is generally higher than the State's, and unlike the State's it has increased in the last three years.

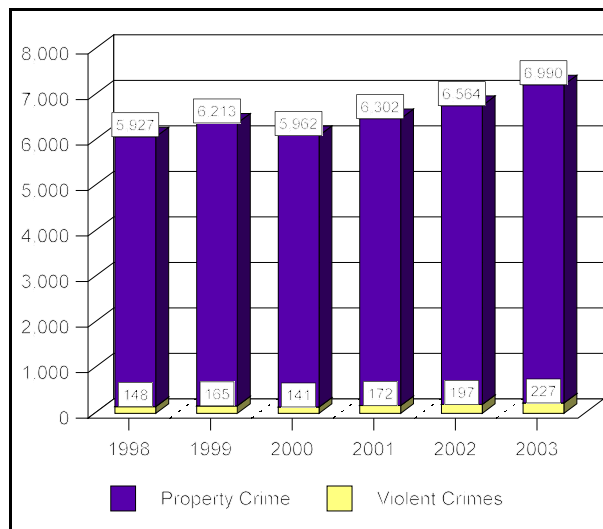


Figure 4.3 Skagit County Part I Offenses

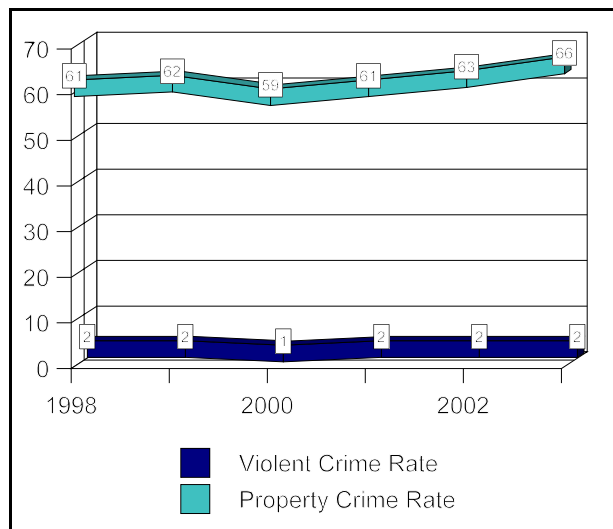


Figure 4.2 Skagit County Part I Offense Rate

Offense Type	1998	1999	2000	2001	2002	2003
Part 1 Offenses	6,075	6,378	6,103	6,474	6,761	7,217
Part 1 Offense Rate	62	64	60	62	65	68
Violent Crimes	148	165	141	172	197	227
Violent Crime Rate	2	2	1	2	2	2
Murder	2	2	4	3	4	1
Rape	44	34	36	51	61	74
Robbery	44	39	39	43	39	47
Aggravated Assault	58	90	62	75	93	105
Property Crime	5,927	6,213	5,962	6,302	6,564	6,990
Property Crime Rate	61	62	59	61	63	66
Arson	29	13	32	34	34	46
Burglary	907	1,210	998	1,006	1,105	1,367
Larceny	4,762	4,730	4,615	4,934	5,018	5,153
Motor Vehicle Theft	229	260	317	328	407	424
Violent as % of Total	2%	3%	2%	3%	3%	3%
Larceny as % of Total	78%	74%	76%	76%	74%	71%

Source: Annual Crime Reports, WASPC Website

Table 4.2 Annual Part I Offenses in Skagit County

Data in Figure 4.3, Figure 4.4 and Table 4.2 includes offenses reported to WASPC by the following agencies: Skagit County Sheriff's Office, City of Anacortes Police Department, City of Burlington Police Department, Town of LaConner Police Department (1998 - 2000), City of Mount Vernon Police Department, City of Sedro Wooley Police Department, and Swinomish Tribal Police Department. Any reported offenses which occurred in other jurisdictions are not reflected in these totals. Several patterns are apparent:

- Violent offenses account for a very small proportion of Part I Crime. During the period between 1998 and 2003, they were never more than 3% of reported Part I Offenses.
- Larceny is the most common type of Part I Crime. During the period between 1998 and 2003, ranging from as high as 78% of reported Part I Crime to a low of 71%.

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 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. Additional detail on Part I Offense by reporting agency is provided in Appendix B.

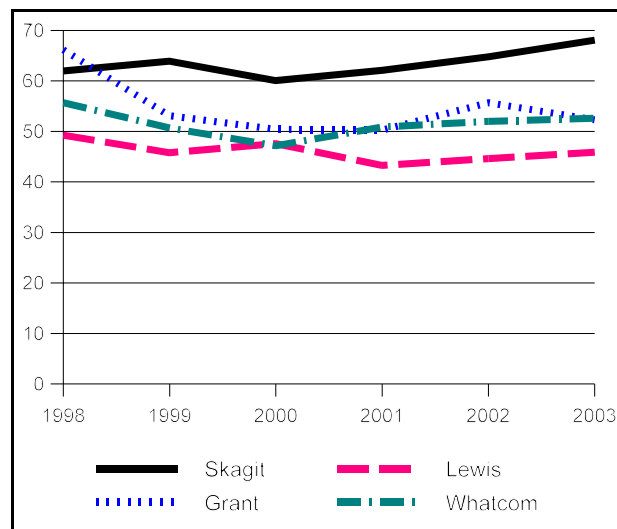


Figure 4.4 Comparison of Part I Crime Rates with Comparable Counties

Year	Skagit	Lewis	Grant	Whatcom
1998	62	49.3	66.2	55.7
1999	63.9	45.8	53.1	50.7
2000	60.1	47.6	50.4	47.2
2001	62.1	43.3	50.3	50.9
2002	64.8	44.6	55.7	52
2003	68.1	45.9	52.3	52.6

Source: Annual Crime in Washington Reports, WASPC Website

Table 4.3 Comparison of Part I Crime Rates with Comparable Counties

WASPC reports rates per 1,000 population. Skagit County has exhibited a different pattern in Part I Crimes than that seen in three comparable Washington State Counties. Skagit County's Part I Crime rate has consistently been higher than that seen in the other counties

with the exception of 1998, when these offenses were higher in Grant County. Since that time, the other counties showed a general decline in this rate; this has not been seen in Skagit County. Although Lewis and Whatcom have shown modest increases from 2001-2003, the increase is sharper in Skagit County. While Grant County showed a comparable rate of increase from 2001-2002, the Part I Crime rate declined in Grant County from 2002 to 2003.

Domestic Violence

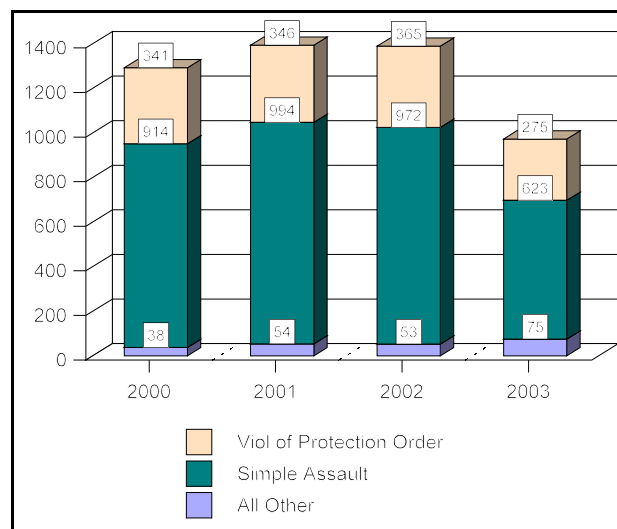


Figure 4.5 Skagit County Reported Domestic Violence Offenses

Offense	2000	2001	2002	2003
Murder	1	1	2	1
Rape	2	2	5	9
Robbery	2	1	1	0
Aggravated Assault	15	22	30	35
Simple Assault	914	994	972	623
Burglary	11	17	8	19
Larceny	5	4	3	7
MVT	2	7	4	2
Arson	0	0	0	2
Violation of Protection Order	341	346	365	275
Total	1,293	1,394	1,390	973

Source: Crime in Washington, WASPC Website

Table 4.4 Skagit County Reported Domestic Violence Offenses

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 973 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 in the last two years. The Sheriff's Office reports that they have implemented a number of changes in the way in which cases are coded. As a result, it is possible that these increases reflect a combination of both actual increases and coding changes.

Other Offenses

As noted previously in this section, there are many other types of offenses which have an impact on the local jail and are not reported in Part I crime. There are several reasons for this:

- Statutes on drug possession and distribution were not as prevalent at the time when Part I Crimes were selected; they also may vary more from jurisdiction to jurisdiction.
- There are potentially many different charge names, degrees and statutory elements for common offenses, such as Driving Under the Influence.
- Many offenses, such as DUI and other traffic misdemeanors, tend to be "on view" arrests which are not "reported" other than by law enforcement officers.

As a result, information about this type of offense is not collected nationally. When it is collected at a state level, it is often expressed as Part II Offenses or Arrests. In Washington, this data does not appear to be collected on a state-wide basis from law enforcement agencies. However, there is a considerable amount of information about offenses of these types gathered by the Courts. It will not include all arrests, because court data would exclude situations in which an arrest was made, but a decision made not to prosecute. Information regarding these offenses will be provided in Section 5.

Calls for Service

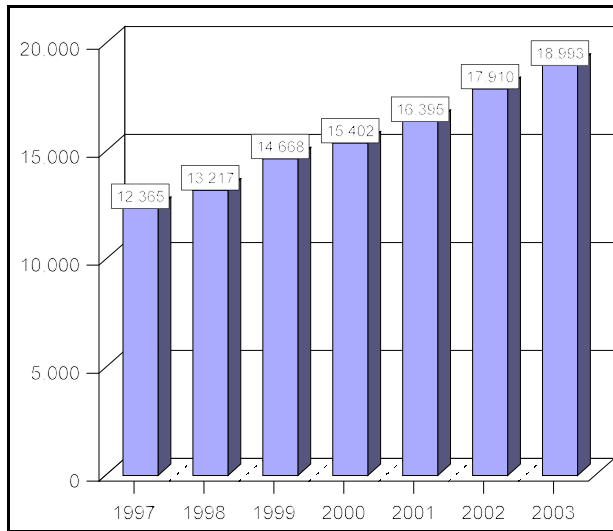


Figure 4.6 Sheriff's Office Calls for Service

Calls for service are another measure of law enforcement activity. They include all offenses and arrests, and non-criminal incidents, such as accidents and other ways in which law enforcement officers assist the public. Since 1997, calls for service have increased 53%.

Conclusions

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.

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
Criminal	647	702	627	644	667	981
Civil	1,686	1,657	1,688	1,638	2,006	2,059
Domestic	736	713	715	719	745	718
Probate/Guardianship	318	361	336	334	346	363
Adoption/Paternity	205	207	216	215	241	227
Mental Illness/Alcohol	427	547	540	533	541	511
Juvenile Dependency	557	499	512	501	696	672
Juvenile Offender	727	667	773	640	660	543
Total	5,303	5,353	5,407	5,224	5,902	6,074
Filings 1,000			53	50	56	57

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

Table 5.1 Type of Case Filings

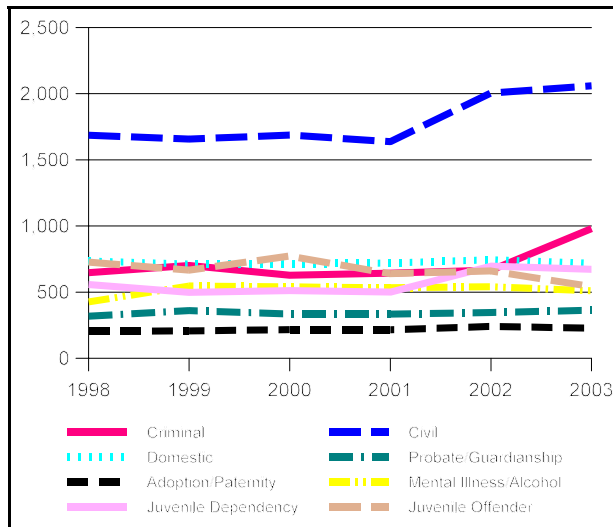


Figure 5.1 Type of Case Filings

Civil cases have comprised the largest portion of Superior Court's caseload (about one-third of cases filed). Criminal cases had comprised 12% of Superior Court's caseload until 2003 when they increased to 16%. Superior Court caseload increased 15% from 5,303 in 1998 to 6,074 in 2003. Review of Figure 5.1 shows clearly where the increase has occurred. Both civil and criminal cases have increased (as have juvenile dependency cases), while other matters filed have remained

relatively flat or shown a modest decrease. It is important to understand that not all cases use court resources equally; criminal matters - particularly serious criminal matters can use significant amounts of judicial and prosecutorial resources.

Type of Case Resolutions

Type of Filing	1998	1999	2000	2001	2002	2003
Criminal	533	613	582	658	625	682
Civil	1,650	1,615	1,585	1,526	1,846	1,843
Domestic	737	747	655	661	622	616
Probate/Guardianship	278	414	304	367	333	341
Adoption/Paternity	240	207	172	217	209	194
Mental Illness/Alcohol	367	361	405	659	516	626
Juvenile Dependency	206	269	365	498	1061	532
Juvenile Offender	681	538	640	609	531	447
Total	4,692	4,764	4,708	5,195	5,743	5,281

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

Table 5.2 Type of Case Resolutions

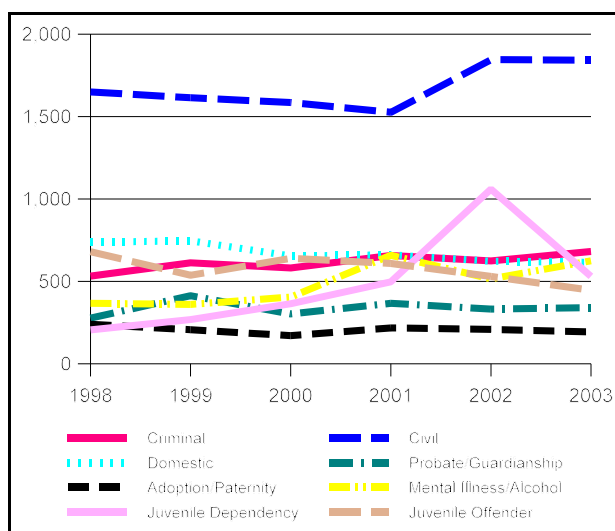


Figure 5.2 Type of Case Resolutions

Civil cases are the largest category of case resolutions (35% in 1998 and 2003). Criminal case resolutions were 11% of cases resolved in 1998 and 13% in 2003. With the exception of juvenile dependency matters, other types of resolutions have been relatively flat during this six year period. Increases in civil and juvenile dependency resolutions seen from 2001 to 2002 may reflect an effort to clear a backlog of cases.

Trials by Type

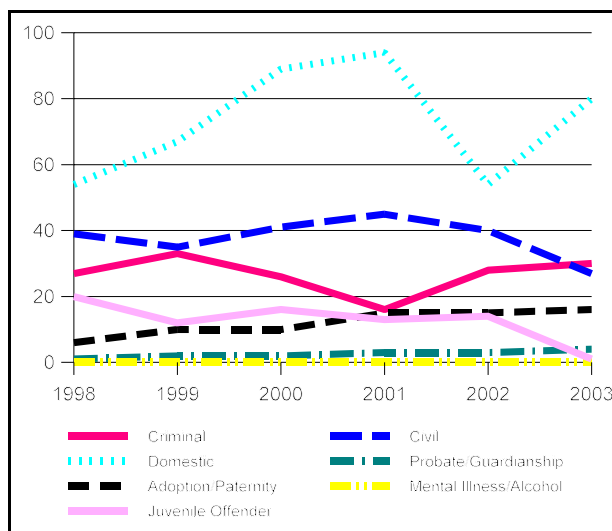


Figure 5.3 Trials by Type of Case

	1998	1999	2000	2001	2002	2003
Criminal	27	33	26	16	28	30
Civil	39	35	41	45	40	27
Domestic	54	67	89	94	54	80
Probate/ Guardianship	1	2	2	3	3	4
Adoption/Paternity	6	10	10	15	15	16
Mental Illness/ Alcohol	0	0	0	0	0	0
Juvenile Offender	20	12	16	277	14	1
Total	147	159	184	450	154	158

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

Table 5.3 Trials by Type

Public opinion to the contrary, most matters before the court are not resolved by trial. Between 1998 and 2003, only 3% - 4% of cases were resolved by trial. With the exception of data reported for juvenile offender trials in 2001, trials held seem consistent. However, the data reported for juvenile trials in 2001 appears to be an anomaly, which DYFS believes stems from either a coding or query issue in the data base. As a result, it should be excluded in any projection of workload. The average for other years is 12.6 and is a number more consistent with DYFS experience.

Total Proceedings by Type

	1998	1999	2000	2001	2002	2003
Criminal	5,887	6,654	6,178	6,708	7,075	8,266
Civil	1,252	1,204	1,244	1,177	1,498	1,268
Domestic	1,502	1,583	1,709	1,723	1,639	2,190
Probate/ Guardianship	88	110	104	108	134	137
Adoption/Paternity	647	541	501	616	658	944
Mental Illness/Alcohol	391	529	615	668	639	652
Juvenile Dependency	2,222	2,146	1,724	1,181	2,260	2,226
Juvenile Offender	4,283	2,888	3,930	2,760	3,561	3,105
Total	16,272	15,655	16,005	14,941	17,464	18,788

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

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.

Overall, the number of proceedings has increased 15% between 1998 and 2003. In 1998, criminal proceedings accounted for 36% of proceedings. In 2003, criminal proceedings accounted for 44% of proceedings. The pattern suggests that the number of criminal proceedings has been increasing quite consistently between 1998 and 2003.

Table 5.4 Total Proceedings by Type

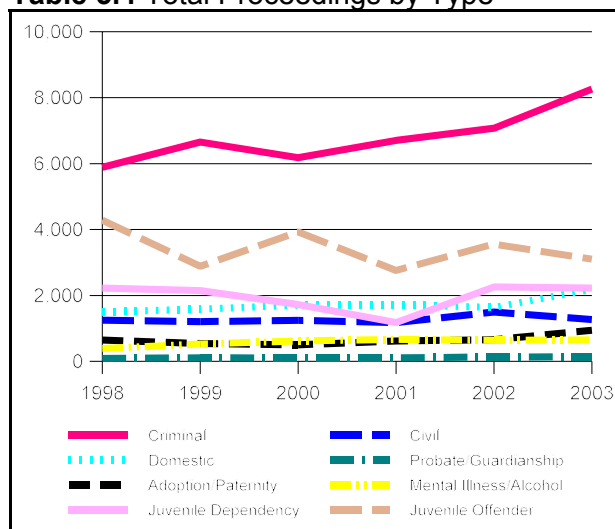


Figure 5.4 Total Proceedings by Type

Table 5.5 shows the number of proceedings per filing. 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 decreased to 8.4 per criminal filing.

	1998	1999	2000	2001	2002	2003
Criminal	9.1	9.5	9.9	10.4	10.6	8.4
Civil	0.7	0.7	0.7	0.7	0.7	0.6
Domestic	2.0	2.2	2.4	2.4	2.2	3.1
Probate/ Guardianship	0.3	0.3	0.3	0.3	0.4	0.4
Adoption/Paternity	3.2	2.6	2.3	2.9	2.7	4.2
Mental Illness/ Alcohol	0.9	1.0	1.1	1.3	1.2	1.3
Juvenile Dependency	4.0	4.3	3.4	2.4	3.2	3.3
Juvenile Offender	5.9	4.3	5.1	4.3	5.4	5.7
Total	3.1	2.9	3.0	2.9	3.0	3.1

Source: computed from previously displayed tables

Table 5.5 Number of Proceedings by Type

Cases Continued, Cancelled or Stricken by Type

Type of Filing	1998	1999	2000	2001	2002	2003
Criminal	368	364	370	475	560	656
Civil	456	463	470	508	522	513
Domestic	596	638	640	654	680	668
Probate/Guardianship	30	39	30	29	46	41
Adoption/Paternity	113	110	116	128	159	186
Mental Illness/Alcohol	1	1	2	23	3	13
Juvenile Dependency	84	276	334	248	237	167
Juvenile Offender	106	595	567	989	335	172
Total	1,754	2,486	2,529	3,054	2,542	2,416

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

Table 5.6 Cases Continued, Cancelled or Stricken by Type

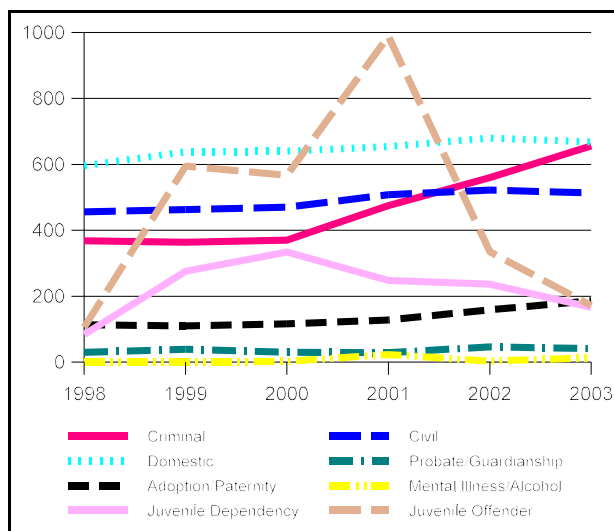


Figure 5.5 Continuances by Type

Table 5.7 suggests that the vast majority of these events are related to the cancellation of a proceeding, rather than a continuance. There were no continuances in 2002 or 2003 in criminal proceedings. A high degree of continuances may suggest that the parties are consistently not ready to proceed; this can relate to judicial philosophy and/or lack of available resources. A high degree of cancellations may reflect the fact that a negotiated settlement or a plea agreement has been reached.

Cases can be continued, cancelled or stricken; as a result, a proceeding which was scheduled does not occur. Continuances occur when a proceeding which has been scheduled does not occur but the case is not resolved. 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 2003, the number of continuances has increased in all types of filings. Overall continuances have increased 38%. Continuances in criminal matters have increased 78% 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 27% of continuances in 2003.

	1998	1999	2000	2001	2002	2003
Judicial Conflict	0	0	0	0	0	0
Calendar Conflict	1	0	0	0	0	0
Defense Requested	4	0	0	0	0	0
Prosecutor Requested	6	1	0	0	0	0
Stipulated	13	0	0	4	0	0
Unspecified	1	2	0	0	0	0
Total Proceedings Continued	25	3	0	4	0	0
Proceedings Cancelled/Stricken	343	361	370	471	560	656
Total Continued, Cancelled, Stricken	368	364	370	475	560	656

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

Table 5.7 Criminal Proceedings Continued, Cancelled or Stricken by Reason

Time Standards

	1998	1999	2000	2001	2002	2003	% change
90% @ 4 months	71.95	66.28	63.64	64.68	64.63	68.79	-4.4%
98% @ 6 months	88.71	84.46	80.62	81.61	78.62	83.28	-6.1%
100% @ 9 months	96.72	94.55	87.95	90.81	86.5	92.6	-4.3%
Cases Filed	640	692	621	635	653	898	40.3%
Total Cases Resolved	549	605	583	620	622	676	23.1%
Active Cases Pending Resolution	235	278	292	284	303	454	93.2%
Ratio of Active Cases Pending to Cases Resolved	0.43	0.46	0.5	0.46	0.49	0.67	55.8%
Cases Pending Resolution over 9 months	30	57	64	101	100	156	420.0%

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

Table 5.8 Superior Court Time Standards

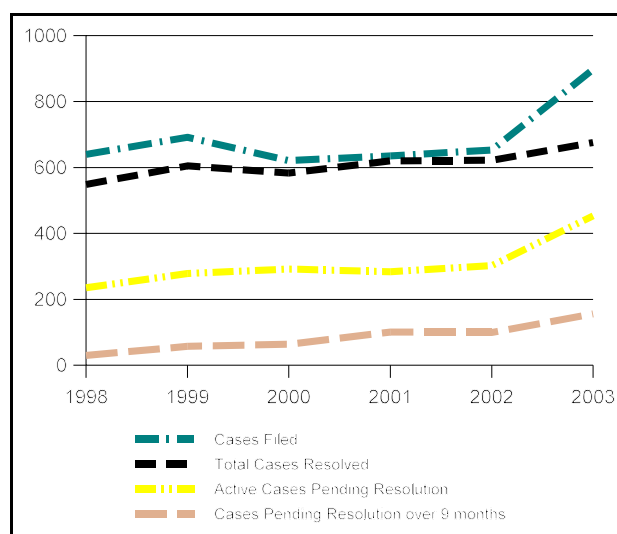


Figure 5.6 Superior Court Time Standards

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 2003 the number of cases pending resolution over 9 months has increased 420%. The number of active cases pending resolution has nearly doubled. Case filings have increased 40%.

There are several common reasons for this situation. First, it is possible that the number of complex, serious cases has increased proportionately to the total number of cases. More complex, serious cases are more difficult to resolve and as result require more time. Second, it is possible that the quality of the cases is not significantly different, but the resources

required to process the workload has not increased at a rate consistent with the increases in workload. From 1998 to 2003, the Skagit County Superior Court was staffed by 3 judges and 1 commissioner, with an increase to 1.18 commissioners in 2003.¹ In 2002, a staffing study completed by the Court suggested that Skagit's Superior Court caseload required 5.41 judicial officers. It is possible that the lack of judicial resources is related to some statistical increases, such as increases in continuances. It may also be that the volume of activities in the system makes it difficult for all parties to be prepared.

1

Annual Reports of the Superior Courts, Washington State Courts, 1998 - 2003, Washington State Court website.

Most Serious Offense Referred

	1998	1999	2000	2001	2002	2003	% change
Felony							
Homicide	6	4	8	4	8	2	-67%
Sex Crimes	49	60	34	47	46	52	6%
Robbery	17	18	12	7	13	15	-12%
Assault	79	89	57	67	96	125	58%
Theft/Burglary	183	209	171	212	169	291	59%
Motor Vehicle Theft	16	10	20	17	15	14	-13%
Controlled Substance	149	170	179	144	156	206	38%
Other	137	124	132	135	142	190	39%
Misdemeanor/ Gross Misdemeanor	4	2	0	1	3	2	-50%
Appeals	7	10	8	9	14	83	1086%
Non-charge	0	6	6	1	5	1	
Total Criminal	647	702	627	644	667	981	52%

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

Table 5.9 Most Serious Offense Referred to Superior Court

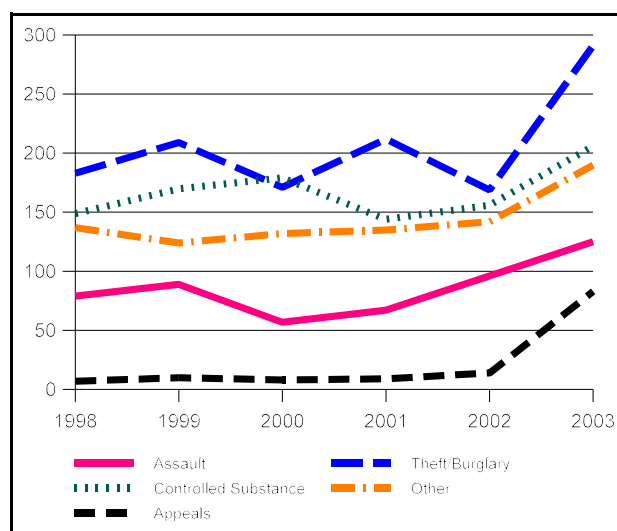


Figure 5.7 Most Serious Offense Referred to Superior Court

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. 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 considered in terms of a range and consistency within the range. However, there do appear to be some significant changes between the "normal pattern" and information seen in 2003.

The number of controlled substance cases has shown a 38% increase from 1998 to 2003, and much of that increase has occurred in the last year. A similar pattern occurs in appeals. Similar patterns are found in theft/ burglaries (59% increase), other (39% increase), and assaults (58%). It is clear that there are significant increases in the number of cases referred to Superior Court.

Counts by Type of Charge

	1998	1999	2000	2001	2002	2003
Felony						
Homicide	6	5	8	4	8	2
Sex Crimes	55	65	40	60	64	80
Robbery	19	21	12	7	13	15
Assault	86	107	72	78	116	167
Theft/Burglary	217	289	218	292	208	494
Motor Vehicle Theft	20	15	32	26	22	24
Controlled Substance	159	206	255	217	327	360
Other	178	203	206	243	298	493
Misdemeanor/ Gross Misdemeanor	26	44	44	26	75	141
Total Criminal	766	955	887	953	1,131	1,776

Source: Superior Court Annual Reports, Washington State Courts website

Table 5.10 Counts by Type of Charge

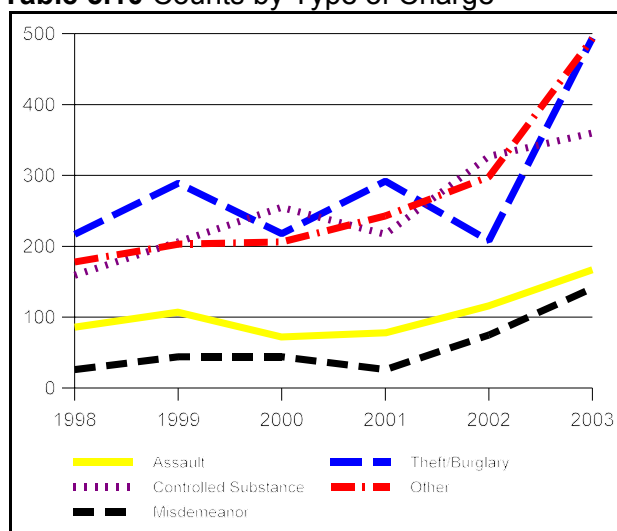


Figure 5.8 Counts by Type of Charge

Overall, the number of counts in criminal cases has increased 32% between 1998 and 2003. Again leaving aside offense types which have a small number of cases, there have been significant increases in theft/burglary counts (128% increase), controlled substance abuse counts (126%), other offenses (177%), and misdemeanors and gross misdemeanors (442%). Table 5.11 examines counts as a rate per case.

Overall the number of counts per case has increased from 1.18 in 1998 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).

	1998	1999	2000	2001	2002	2003
Felony						
Homicide	1.00	1.25	1.00	1.00	1.00	1.00
Sex Crimes	1.12	1.08	1.18	1.28	1.39	1.54
Robbery	1.12	1.17	1.00	1.00	1.00	1.00
Assault	1.09	1.20	1.26	1.16	1.21	1.34
Theft/Burglary	1.19	1.38	1.27	1.38	1.23	1.70
Motor Vehicle Theft	1.25	1.50	1.60	1.53	1.47	1.71
Controlled Substance	1.07	1.21	1.42	1.51	2.10	1.75
Other	1.30	1.64	1.56	1.80	2.10	2.59
Total Criminal	1.18	1.36	1.41	1.48	1.70	1.81

Source: computed by consultant from previous tables

Table 5.11 Counts per Case by Type

Criminal Case Resolutions

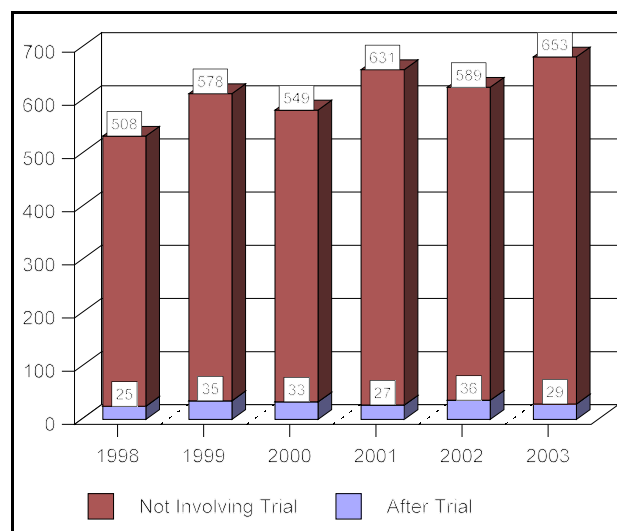


Figure 5.9 Criminal Case Resolutions Not Involving and After Trial

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. Since 2001, the number of guilty pleas has increased, and the number of dismissals has decreased. In 1998, dismissals accounted for 15% of case resolutions; in 2001, they accounted for 30% of case resolutions; in 2003, they accounted for 20%. In 1998, guilty pleas accounted for 79% of resolutions; in 2001, they accounted for 57% of resolutions; in 2003, they accounted for 74%.

Between 1998 and 2003, between 94% and 96% of criminal case resolutions have not involved a trial. This is very typical, as most cases are resolved through some type of negotiation. Table 5.12 shows how cases were resolved.

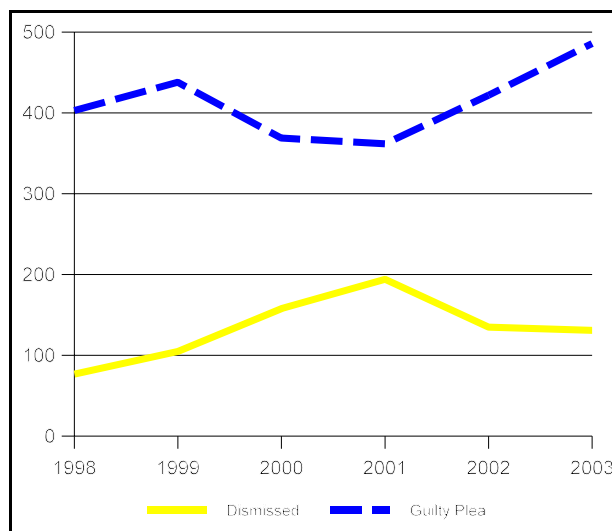


Figure 5.10 Primary Types of Criminal Case Resolutions

	1998	1999	2000	2001	2002	2003
Change of Venue	0	0	0	1	1	0
Extradition	0	1	3	16	13	26
Deferred Prosecution	7	10	11	15	13	6
Decision on Lower Court Appeal	17	23	8	43	5	4
Dismissed	77	105	158	194	135	131
Guilty Plea	403	438	369	362	422	486
Other	4	1	0	0	0	0
Pretrial Total	508	578	549	631	589	653

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

Table 5.12 Type of Resolution of Criminal Cases Not Tried

Table 5.13 clearly shows that the vast majority of cases which are resolved after trial are resolved by conviction.

	1998	1999	2000	2001	2002	2003
Dismissed	0	0	0	0	0	0
Guilty Plea	0	0	0	0	0	0
Acquitted/Not Guilty	6	3	0	9	2	8
Convicted	19	35	33	18	34	21
Post-Trial Total	25	38	33	27	36	29

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

Table 5.13 Resolutions After Trial

Case Completions and Sentences

	1998	1999	2000	2001	2002	2003
Judgment/ Order/ Decree Filed	574	609	575	659	628	672
Uncontested	1	1	0	0	0	0
Dismissed/Closed due to Litigant Inactivity	0	0	0	0	0	0
Total Completions	575	610	575	659	628	672
Community Supervision/Probation	2	1	2	0	3	2
Jail/Community Supervision/Probation	218	225	110	71	107	185
Jail Only	109	112	163	211	206	162
State Institution	93	116	100	83	133	138
Other	1	3	11	17	8	7
Total Sentences	423	457	386	382	457	494
% Sentences with Jail time	77%	74%	71%	74%	68%	70%

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

Table 5.14 Case Completions and Sentences

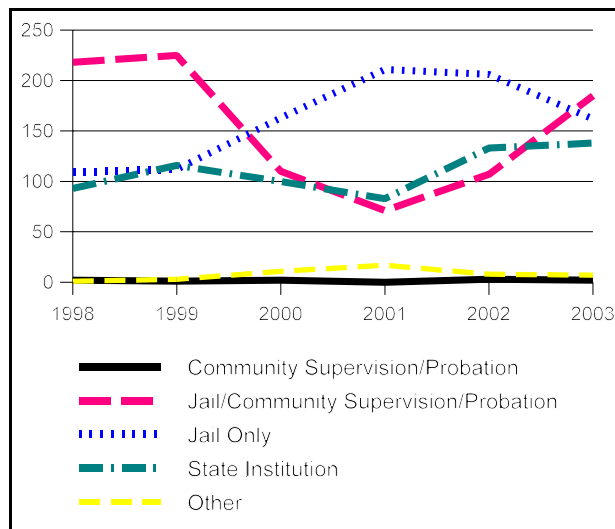


Figure 5.11 Case Completions and Sentence Type

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.

Jail is the predominant sentence (alone or in conjunction with 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 68% in 2002. 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.

Case Filings

	1998	1999	2000	2001	2002	2003
Infractions						
Traffic	17,150	16,281	15,389	14,332	18,918	21,494
Non-traffic	133	126	205	209	197	241
Misdemeanors						
DUI/Physical Control	1,027	1,037	1,091	1,028	1,455	1,436
Other Traffic	3,043	2,815	2,781	2,476	2,903	3,030
Non-traffic	3,344	3,083	3,401	3,281	2,984	3,490
Domestic Violence	188	149	169	150	168	205
Other						
Civil	2,196	2,214	2,323	2,042	2,267	2,161
Small Claims	472	422	444	467	455	411
Felony Complaint	46	34	14	7	12	11
Parking	2,225	2,245	2,678	3,149	2,860	2,422
Total	29,824	28,406	28,495	27,141	32,219	34,901

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

Table 5.15 Case Filings

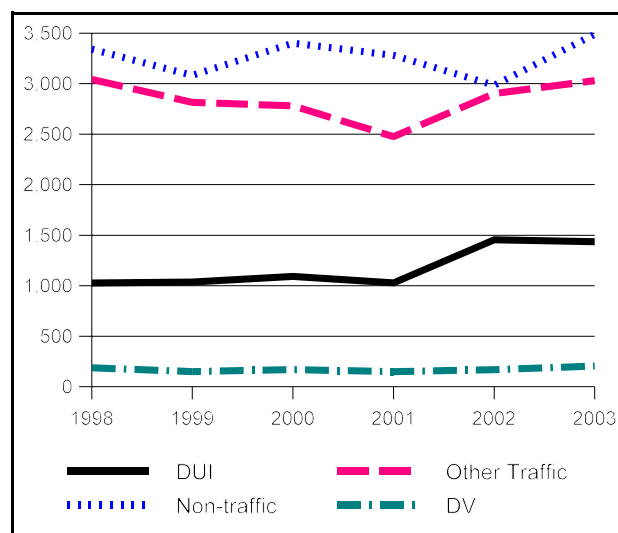


Figure 5.12 Misdemeanor Filings in District Court

Between 1998 and 2003, there was a 17% increase in the number of cases filed in the District Courts. Infractions are the majority of filings in these courts, ranging from a low of 54% of filings in 2001 to a high of 62% of filings in 2003.

Figure 5.12 provides information about the misdemeanors filed. These are the cases which are most likely to have an impact on the local jail. While increases in other traffic, non-traffic and domestic violence misdemeanors have been relatively modest (less than 10%), the increase in DUI/Physical Control offenses is significant (40%).

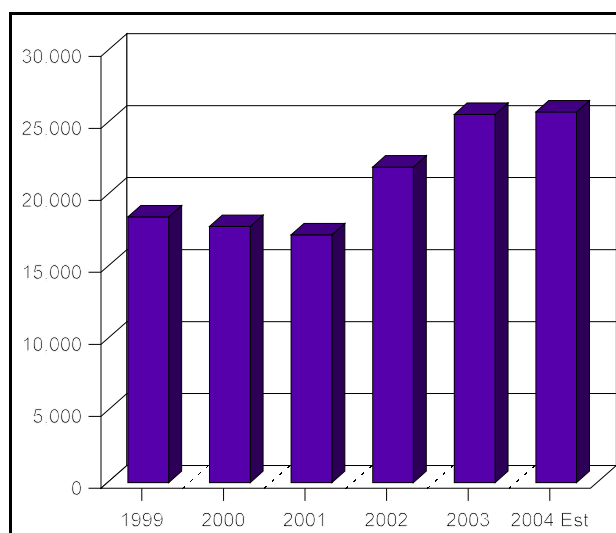
Table 5.16 shows data provided by the District Court in Mount Vernon that expands on this trend. Data has been aggregated somewhat differently from data shown on Table 5.15 and does not include some categories presented there.

Category	1999	2000	2001	2002	2003	2004 *	2004 Est
Infractions	11,660	11,324	10,824	14,772	18,117	14,545	19,393
DUI	633	600	620	1,060	999	707	943
Criminal Traffic	1,402	1,280	1,261	1,602	1,826	966	1,288
Criminal Non-Traffic	1,195	1,320	1,332	1,049	1,269	882	1,176
Harassment	149	16	150	168	207	140	187
Civil	2,212	2,319	2,033	2,260	2,159	1,371	1,828
Small Claims	420	443	467	455	411	251	335
Felony Investigations	788	492	527	552	588	452	603
Total	18,459	17,794	17,214	21,918	25,576	19,314	25,753

* through September

Data provided by the District Court from their data base reports.

Since 1999, there has been a estimated 40 % increase in filings in the District Court in Mount Vernon. Most notable are the increases in infractions (66%), DUI (49 %), and harassment (26%).

Table 5.16 Total District Court Filings**Figure 5.13** Trend in District Court Filings**Charges Disposed in District Court**

As in Superior Court, there are often multiple charges within a single case filing. Overall charges disposed in District Court have increased 11% between 1998 and 2003. the most significant change is the increase in DUI/Physical Control cases (a 24% increase during this period).

There also appears to be a significant change in either reporting or practice regarding the number of felony complaints which initiate in District Court. This is a procedural change as committing warrants are no longer filed in District Court. Unlike Superior Court in which the number of charges per case filed has been increasing, the number of charges per District Court has been decreasing.

	1998	1999	2000	2001	2002	2003
Infractions						
Traffic	19,293	18,324	17,297	15,216	19,924	23,213
Non-traffic	131	132	155	214	182	248
Misdemeanors						
DUI/Physical Control	711	706	694	707	706	880
Other Traffic	3,756	3,652	3,579	3,414	3,554	3,451
Non-traffic	3,823	3,554	3,779	3,893	3,571	3,954
Domestic Violence	180	92	56	144	166	193
Civil	1,972	1,977	2,011	2,334	2,098	2,100
Small Claims	455	398	422	440	423	429
Felony Complaint	904	49	302	12	20	24
Parking	2,246	2,293	2,700	3,152	3,123	2,646
Total	33,471	31,177	30,995	29,526	33,767	37,138
Charges per filing	1.12	1.10	1.09	1.09	1.05	1.06

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

Table 5.17 Charges Disposed in District Court

DUI/Physical Control

	1998	1999	2000	2001	2002	2003
Filings	1,027	1,037	1,091	1,028	1,455	1,436
Charges	1,029	1,039	1,102	1,031	1,459	1,436
Violations Disposed						
Guilty	458	432	432	443	538	660
Bail Forfeit	0	1	0	2	1	1
Not Guilty	7	2	6	3	5	13
Dismissed	246	271	256	259	162	206
Reduced Amended	242	388	376	321	375	308
Proceedings						
Jury Trial	16	10	17	16	16	45
Non-Jury Trial	2	1	0	0	4	17
Stip to Rec	6	0	0	0	0	1
Arraignment	1,052	1,317	1,416	1,340	1,927	2,015
Other Hearing	5,459	5,290	5,307	5,527	5,833	8,042
Deferred Prosecution	231	181	131	146	150	200
Cases Appealed	2	5	3	5	7	7
Proceedings per Case	6.59	6.56	6.30	6.84	5.45	7.19

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

Table 5.18 DUI/Physical Control Cases

The number of DUI/Physical Control cases filed has increased 40% between 1998 and 2003. The pattern of dispositions also has changed. In 1998, 48% of cases resulted in a finding or plea of guilty. 26% of these cases were dismissed and 25% resulted in a finding or plea to a reduced or amended charge. In 2003, 56% resulted in a finding or plea of guilty. 17% of these cases were dismissed and 26% resulted in a finding or plea to a reduced or amended charge. There has been a significant decrease in the number of cases of this type which are dismissed. This typically used to occur as a result of completion of the conditions associated with a deferred sentence.

Other Traffic Misdemeanors

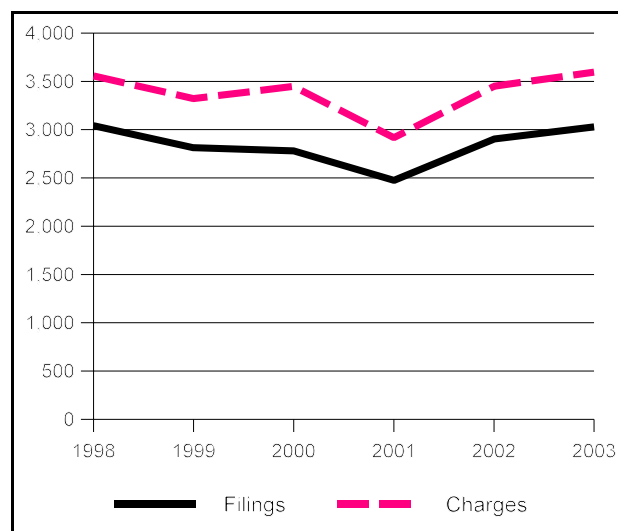


Figure 5.14 Other Traffic Misdemeanor Cases and Charges

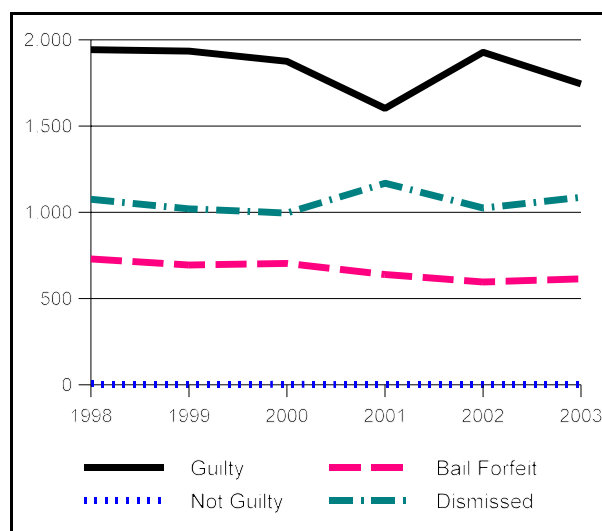


Figure 5.15 Other Traffic Misdemeanor Case Dispositions

	1998	1999	2000	2001	2002	2003
Filings	3,043	2,815	2,781	2,476	2,903	3,030
Charges	3,558	3,323	3,448	2,918	3,450	3,596
Violations Disposed						
Guilty	1,944	1,935	1,876	1,603	1,929	1,745
Bail Forfeit	730	695	704	641	596	615
Not Guilty	6	1	3	1	4	3
Dismissed	1,076	1,021	996	1,169	1,025	1,088
Proceedings						
Jury Trial	9	2	10	4	6	8
Non-Jury Trial	13	3	3	2	1	7
Stip to Rec	107	34	18	12	24	49
Arraignment	3,374	3,577	3,649	3,479	4,242	4,976
Other Hearing	5,706	4,557	4,367	4,090	4,771	5,486
Deferred Prosecution	54	42	33	45	50	39
Cases Appealed	4	4	2	2	2	5

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

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. Between 1998 and 2003, the number of cases filed has shown something of a cyclical nature. After decreasing to a low of 2,476 in 2001, filings are now at the same level seen in 1998. During this period, just over 50% of cases have been resolved by guilty pleas, and about 30% of cases have been dismissed. Bail forfeitures account for the remainder of case dispositions.

Table 5.19 Dispositions and Proceedings of Other Traffic Misdemeanors

Non-Traffic Misdemeanors

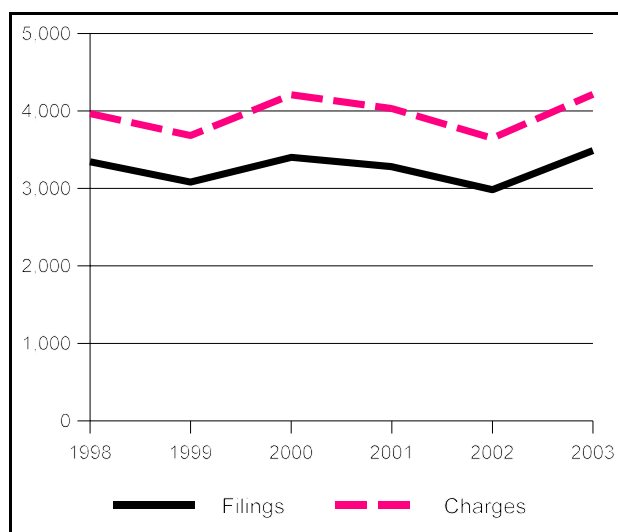


Figure 5.16 Non-Traffic Misdemeanor Cases Filed and Charges

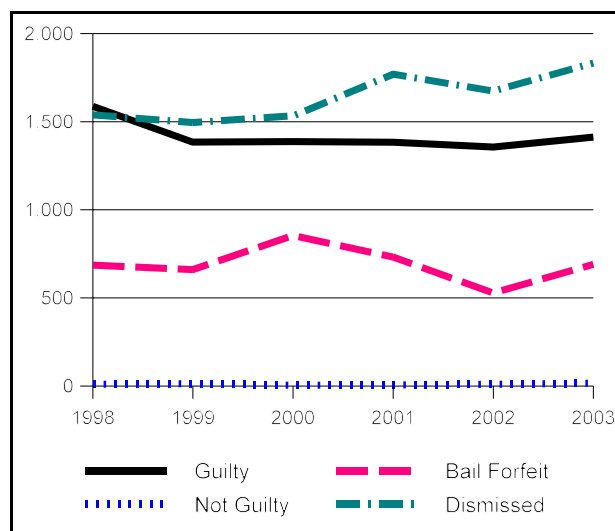


Figure 5.17 Disposition of Non-Traffic Misdemeanor Cases

Section 5. Court Trends

	1998	1999	2000	2001	2002	2003
Filings	3,344	3,083	3,401	3,281	2,984	3,490
Charges	3,966	3,683	4,207	4,032	3,650	4,215
Violations Disposed						
Guilty	1,588	1,385	1,387	1,384	1,357	1,413
Bail Forfeit	686	661	854	733	529	691
Not Guilty	10	13	4	6	10	16
Dismissed	1,539	1,495	1,534	1,770	1,675	1,834
Proceedings						
Jury Trial	21	15	15	16	21	41
Non-Jury Trial	6	2	1	5	6	13
Stip to Rec	45	19	7	15	27	52
Arraignment	3,976	3,771	4,145	4,328	4,268	5,417
Other Hearing	7,445	5,867	6,332	7,390	7,991	9,078
Deferred Prosecution	24	74	87	146	133	122
Cases Appealed	2	5	4	3	5	6

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

Non-traffic misdemeanor cases include a broad spectrum of offenses, such as simple assault, petty theft, and a variety of simple possession cases. The pattern in these offenses also seems cyclical. Between 1998 and 2003, the number of cases increased 4% and the number of charges increased 6%. The pattern in case dispositions is more interesting. In 1998, 42% of cases were resolved by guilty pleas; in 2003, 36% of cases were resolved by guilty pleas. In 1998 40% of cases were resolved by dismissal; in 2003, 46% of cases were resolved by dismissal. This reflects a number of dismissals associated with Driving While Suspended 3rd cases as a result of an appealed case.

Table 5.20 Non-Traffic Misdemeanors

Domestic Violence/Protection Orders

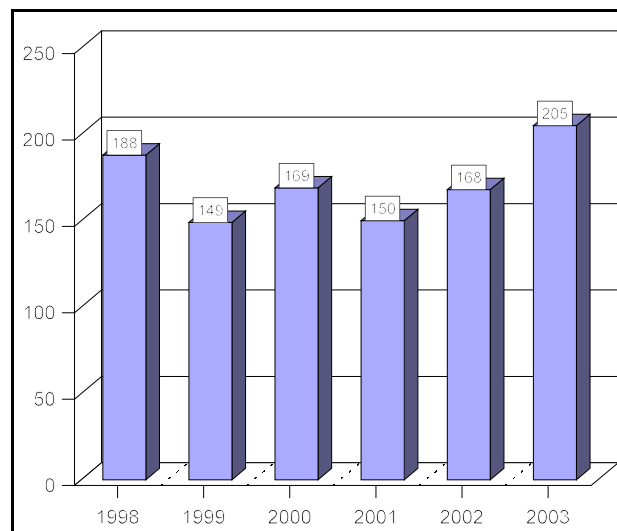


Figure 5.18 Domestic Violence and Protection Orders

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. In Washington, like most jurisdictions, there is a presumption that the prosecution will proceed regardless of the victim's desire to move forward.

	1998	1999	2000	2001	2002	2003
Petitions Filed						
Domestic Violence				0	0	0
Anti-harassment				150	168	205
Total	188	149	169	150	168	205
Proceedings						
Exparte Hearings	171	136	166	136	154	181
Full Order Hearing	125	149	146	155	140	168
Petitions Disposed						
Granted	60	49	41	58	53	49
Denied or Dismissed	90	30		78	91	121
Transferred to Superior	30	13	15	8	22	23
Total	180	92	56	144	166	193

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

Between 1998 and 2003, there was an 18% decrease in the number of petitions granted, a 23% decrease in the number of cases transferred to Superior Court, and a 34% increase in petitions denied or dismissed.

Table 5.21 Domestic Violence Matters

Trials

	1998	1999	2000	2001	2002	2003
Misdemeanors						
DUI/Physical Control						
Set	216	214	222	217	239	752
Held	16	10	17	16	16	45
Other Traffic						
Set	145	95	95	87	75	213
Held	9	2	10	4	6	8
Non-Traffic						
Set	494	429	367	422	361	736
Held	21	15	15	16	21	41
All Misdemeanors						
Set	855	738	684	726	675	1,701
Held	46	27	42	36	43	94
Civil						
Set	9	11	13	8	21	8
Held	3	0	1	0	3	1
All Jury Trials						
Set	864	749	697	734	696	1,709
Held	49	27	43	36	46	95

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

Table 5.22 District Court Jury Trials

custody, trials must occur within 90 days, unless waived. Although many trials are set, few are held (between 4% and 7% between 1998 and 2003). There was a significant increase in the number of trials set in 2003 (a 98% increase over 1998 levels). In District Courts, defendants have the option of requesting a trial before a judge rather than a jury. Table 5.23 and Figure 5.21 show the trend in this type of trials.

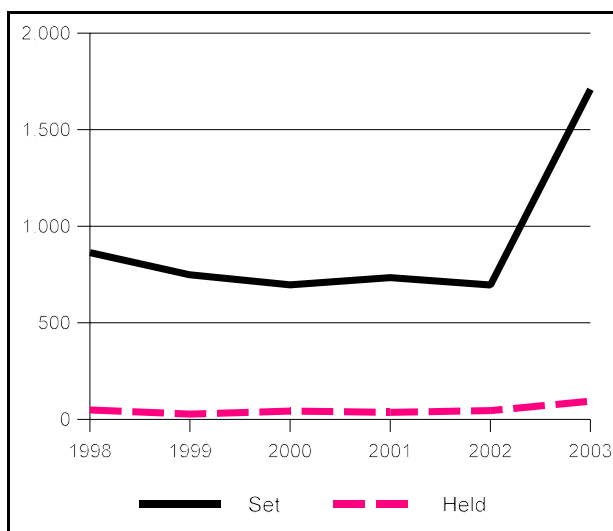


Figure 5.19 District Court Jury Trials

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

	1998	1999	2000	2001	2002	2003
Misdemeanors						
DUI/Physical Control						
Set	7	6	10	4	9	51
Held	2	1	0	0	4	17
Other Traffic						
Set	34	16	17	8	2	36
Held	13	3	3	2	1	7
Non-Traffic						
Set	38	11	15	16	10	44
Held	6	2	1	5	6	13
All Misdemeanors						
Set	79	33	42	28	21	131
Held	21	6	4	7	11	37
Civil						
Set	77	99	44	64	64	28
Held	18	29	8	18	16	12
All Non-Jury Trials						
Set	156	132	86	92	85	159
Held	39	35	12	25	27	49

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

Table 5.23 Non-Jury Trials

much higher proportion of these trials relate to civil cases than in jury trials.

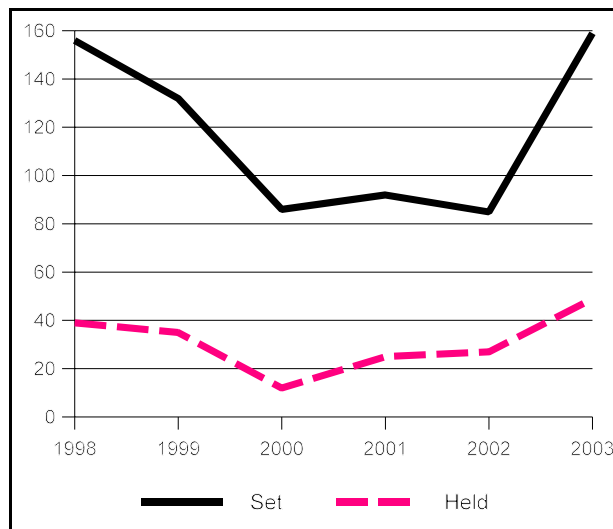


Figure 5.20 Non-Jury Trials

After a period of decline, non-jury trials set in 2003 were now equivalent to the level seen in 1998. It appears that these trials are more likely to be held than jury trials. The proportion of these trials held ranged from a low of 14% in 2000 to a high of 31% in 2003. It is also worth noting that a

Hearings Held

Category	2002	2003	2004 Est	% change
DUI	5,687	9,740	9,700	71%
Criminal Traffic	5,333	6,756	6,500	22%
Criminal Non-Traffic	6,513	7,274	7,500	15%
Mitigation/Contested Infraction	2,738	3,523	3,700	35%
Jail Arraignments	3,824	4,119	4,000	5%
Jury Trials	26	75	120	362%
Superior Court Rightings	997	1,042	1,100	10%
Civil Hearings	1,169	1,144	1,150	-2%
Total	26,287	33,673	33,770	28%

Data provided by District Court from their data base.

Table 5.24 District Court Hearings Held

If trials are the most labor intensive court hearing, the sheer volume of hearings is significant. Since 2002, the number of hearings held in District Court has increased 28%, from 26,287 to an estimated 33,770 in 2004. Increases are very significant in jury trials and in DUI hearings. At present, trials are scheduled five days a week in District Court. In the very recent past, two days a week were scheduled for trials.

District Court Staffing Resources

	1998	1999	2000	2001	2002	2003
Skagit						
Judges	2	2	2	2	2	2
Court Commissioners	1	1	1	1	0.88	0.88
Subtotal	3	3	3	3	2.88	2.88
Estimated Need					2.68	3.24
Anacortes						
Judges	0	0.1	0.1	0.1	0.1	0.1
Subtotal	0	0.1	0.1	0.1	0.1	0.1
Burlington						
Judges	0.25	0.25	0.25	0.25	0.25	0.25
Subtotal	0.25	0.25	0.25	0.25	0.25	0.25
Concrete						
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
Mount Vernon						
Judges	0.5	0.5	0.5	0.5	0.33	0.33
Subtotal	0.5	0.5	0.5	0.5	0.33	0.33
Estimated Need						0.58
Sedro Wooley						
Judges	0.3	0.3	0.3	0.3	0.3	0.28
Subtotal	0.3	0.3	0.3	0.3	0.3	0.28

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

Table 5.25 District Court Staffing Resources

The Washington State Courts examined the need for District Court judicial resources in 2002 and 2003. Resources in these courts includes both judges and court commissioners. In 2003, the need for judges in both Skagit County and the City of Mount Vernon District Courts exceeded judicial resources that were available.

Conclusions

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.

Section 6. Jail Trends

Bookings

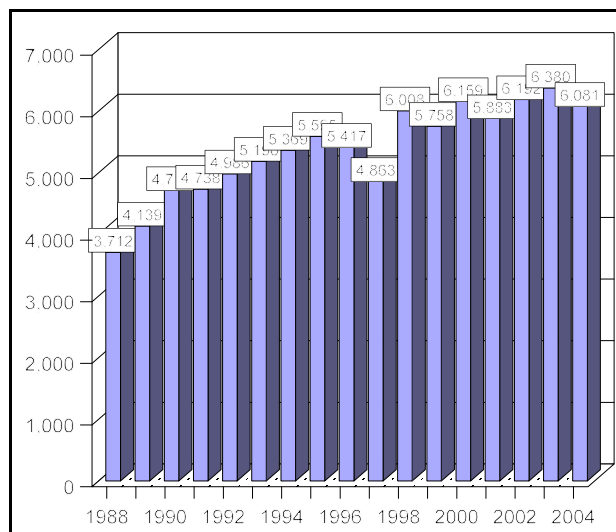


Figure 6.1 Trend in Facility Bookings

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.

Between 2000 and June 2004, bookings have ranged from a low of 409 per month in February 2001 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 translate to 17.5 bookings per day. In reality, bookings are not distributed evenly across the week and are likely to be higher, typically on weekends. The trend in bookings is not strong statistically ($r=.19$).

Since 1988, the number of people booked at the jail has increased 64% from 3,712 to 6,081 in 2004¹. Bookings grew quite rapidly from 1988 to 1995, essentially doubling during this period. Since that time, however, the increase in bookings has slowed considerably showing only a 9% increase in the last decade. One potential explanation for this change may be 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.

Year	Bookings	Releases
2000	6,159	6,100
2001	5,883	5,875
2002	6,192	6,167
2003	6,380	6,390
2004	6,081	6,030

Source: Jail Management System Reports

Table 1.1 Jail Bookings and Releases

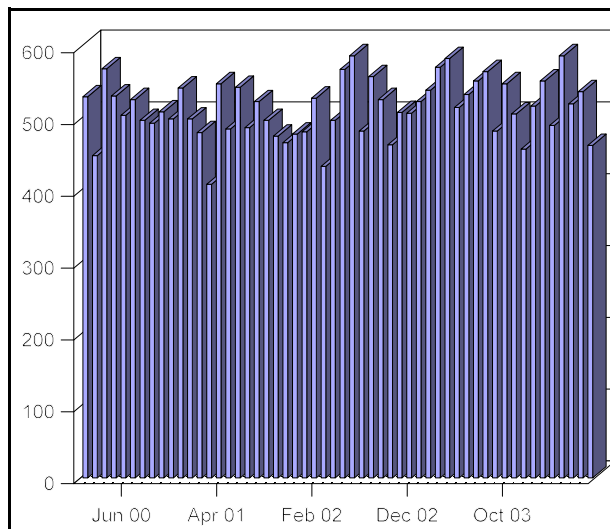


Figure 6.2 Monthly Trend in Bookings

¹

Data in this chart have been taken from a 1995 memo to the Board of Commissioners from the Undersheriff.

Section 6. Jail Trends

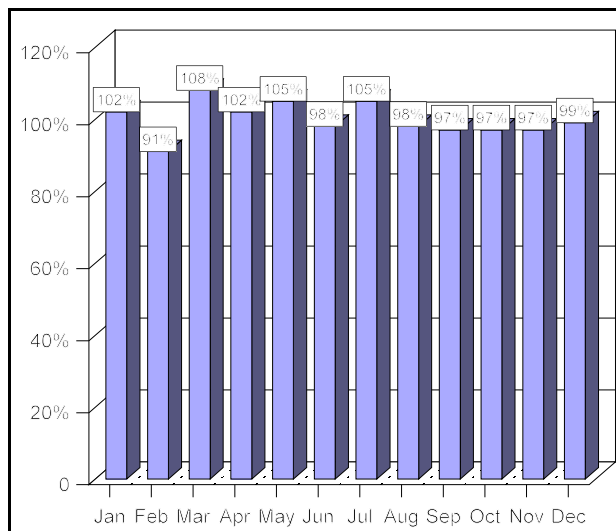


Figure 6.3 % of Bookings by Month

Figure 6.3 shows monthly bookings as a percentage of the annual bookings. Bookings have been highest in March (108% of the annual), May and July (105% of the annual). 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.

Average Daily Population (ADP)

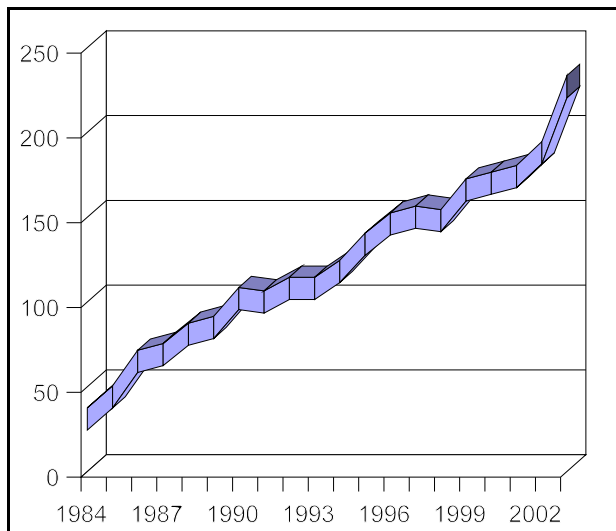


Figure 6.4 Annual Trend in ADP

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 about 15%.

Year	ADP	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

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 2.1 Trend in ADP

Section 6. Jail Trends

Year	Total						Male			Female	
	ADP	Male	Female	EHM	Comm Service	In-house	North	Workers	WR	General	WR
2000	170.33	147.08	23.25	25.33	6.08	145.33	91.75	28.83	5.08	18.58	1.08
2001	174.42	149.75	24.67	22.63	8.25	143.54	92.58	26.33	5.75	17.92	1.08
2002	188.17	159.25	29.00	25.33	13.01	149.83	105.25	23.78	1.71	19.58	0.17
2003	226.67	192.92	32.83	29.30	17.00	180.37	120.30	28.08	7.58	22.17	1.17
2004	238.83	203.00	35.83	30.45	20.33	188.05	122.72	28.67	8.17	27.17	1.33
%	40%	38%	54%	20%	234%	29%	34%	-1%	61%	46%	23%

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

Table 3.1 Average Daily Population

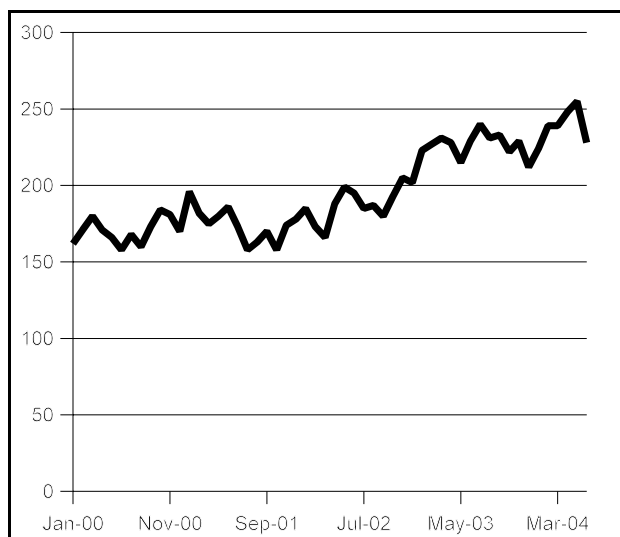


Figure 6.5 Trend in Monthly ADP

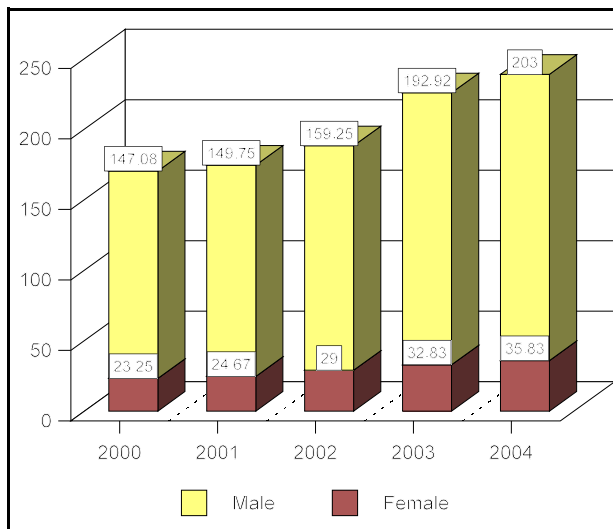


Figure 6.6 Trend in Male and Female ADP

Overall, between 2000 and 2004, ADP has increased 40%; the female ADP has increased at a greater rate (54%) than the male ADP. Female inmates have been about 15% of ADP during this period. This pattern is consistent with the increase in the female offender population seen nationally. The in-house population has increased 29%. When the ADP of inmates in electronic home monitoring and community service workers are combined, their ADP has increased 62%. Unlike the trend in bookings, the trend in ADP is strong enough to be significant ($r=.872$).

The strength of this trend is clearly seen in Figure 6.5 which shows ADP by month from January 2000 to June 2004. The trend appears

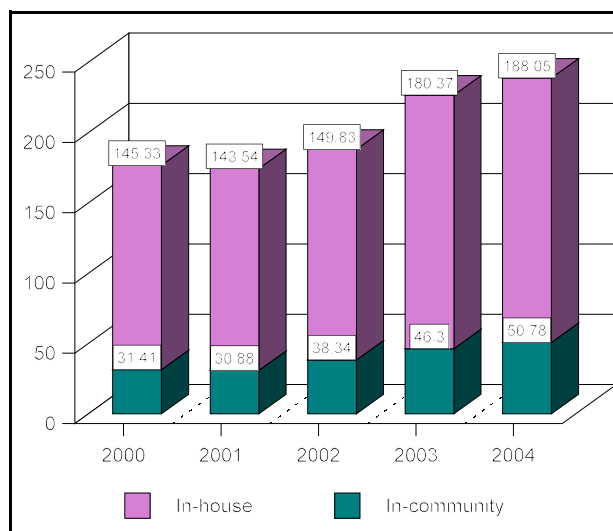


Figure 6.7 ADP in-House vs. In-Community

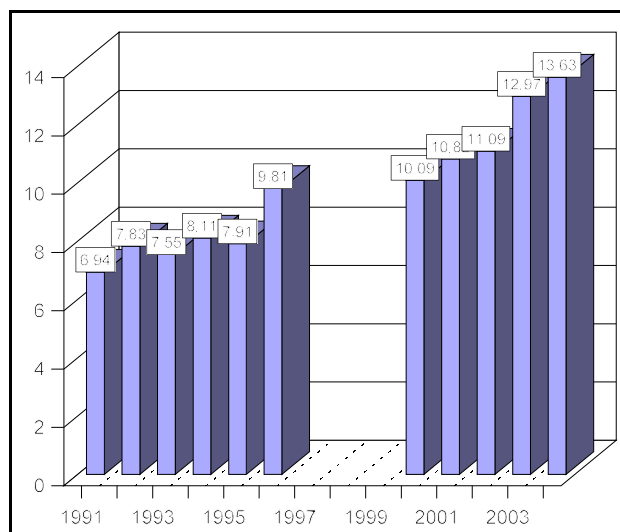


Figure 6.8 Average Length of Stay

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

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.

Between 1991 and 2004, the average length of stay of people booked at the facility has increased 96% from a low of 6.94 in 1991 to a high of 13.63 in 2004. These lengths of stay are consistent with many seen by the consultant in full service jails (both pretrial and sentenced inmates). From 2000 to the present the increase resulted in 3.54 more days per person. While this change may not appear to be significant, when the additional days are applied to each of the more than 6,000 people booked, it translates to about 22,585 additional days in jail. In the course of a year, that number of additional days results in an additional ADP of 61.88 per day.

Conclusions

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 2005 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.

Section 7. Inmate Profile

This section provides information about the inmates held at the Skagit County Jail in 2003. All information has been taken electronically from the Jail's Information System.

Rate of Release and Bed Space Utilization

Released in	#	%	Cum %	Inmate days	%	Cum %
4 hrs	470	7%	7%	33.76	0.04%	0.04%
8 hrs	475	7%	15%	123.73	0.16%	0.20%
16 hrs	931	15%	29%	473.91	0.61%	0.81%
24 hrs	808	13%	42%	665.81	0.86%	1.67%
1 day	824	13%	55%	1,124.66	1.45%	3.11%
2 days	434	7%	62%	1,063.12	1.37%	4.48%
3 days	275	4%	66%	952.02	1.22%	5.70%
4-7 days	730	11%	78%	4,245.14	5.46%	11.16%
8-15 days	541	8%	86%	6,109.37	7.85%	19.01%
16-30 days	327	5%	91%	7,339.78	9.43%	28.44%
31-60 days	233	4%	95%	10,734.04	13.80%	42.24%
61-90 days	122	2%	97%	9,066.43	11.65%	53.89%
91-120 days	82	1%	98%	8,856.18	11.38%	65.27%
120-180 days	70	1%	99%	10,267.61	13.20%	78.47%
181 + days	60	1%	100%	16,753.36	21.53%	100.00%
Total	6,382	100%		77,808.91	100.00%	
Average Length of stay				12.19	days	
Minimum Length of stay				0.00	booked & released at same time	
Maximum Length of stay				627.99	days	

15 of the people who had been in custody more than 181 days were still in custody on 9/30/2004

Table 7.1 Rate of Release and Inmate Days

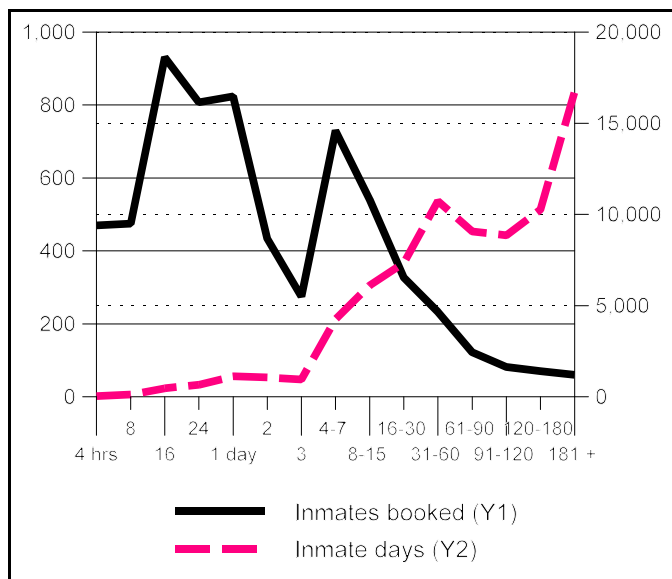


Figure 7.1 Rate of Release and Inmate Days

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.

Rate of release shows how quickly people move through the jail. In 2003, 42% of all people were released within 24 hours; this is quite typical. However, in the consultant's experience, in many jail systems, about this proportion of the population would be released within 4 hours. Although this group of inmates has relatively little impact on jail population (inmate days), comprising only 1.67% of all the time spent in custody in the jail, they

do have a very adverse impact on the booking room - particularly because this area has a number of other uses. Within three days of booking, about 66% of all people have been released; this is also a very typical pattern. This 66% of bookings uses about 6% of the available jail space. Within 30 days, 91% of all bookings have been released; these inmates have used about 28% of the County's jail space.

This pattern is most interesting when examined from the other direction. Only 9% of all bookings remain in custody more than 30 days; however, this population uses 72% of the County's jail space. The 5% of inmates who remain in custody more than 60 days use 58% of the available space. The impact of this pattern on managing jail population should be clear. It is not just a "number's game;" it will be important to understand clearly not only who **goes** to jail in the first place, but also who **stays** in jail and design targeted strategies to manage this population. In many cases, this implies the need to examine system efficiency in processing these cases rather than focusing on diverting them.

This section provides information about all 2003 bookings (6,382 events). If there are differences between bookings in general and those who remain in custody longer than 30 days (586 bookings), the differences are shown in italics.

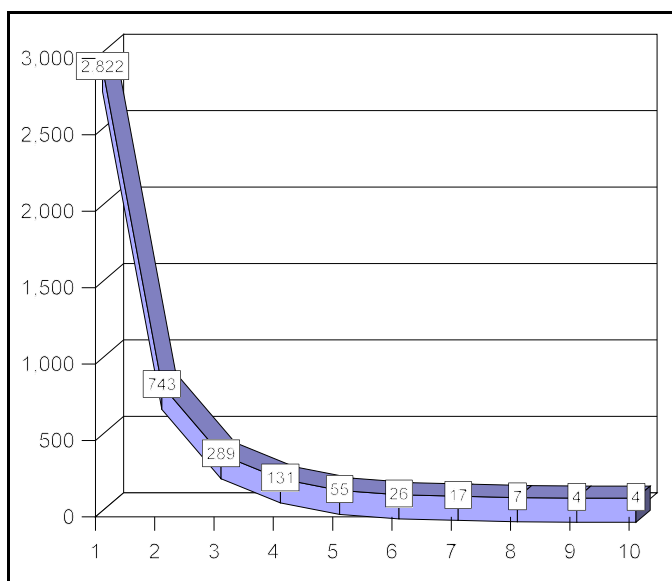


Figure 7.2 Times Booked in 2003

Bookings are an event, and a person may be booked more than one time in a year. In 2003, there were 6,382 bookings, but 4,098 people. On average, people had 1.56 bookings during 2003, ranging from a low of 1 to a high of 10. Just under 70% had only one booking. *In contrast, inmates who remained in custody more than 30 days had an average of 2.1 bookings, with a range of 1-10. Just under 50% had only one booking. There were 71 people who had two or more bookings that resulted in stays of more than 30 days.*

Demographics

This section provides information about gender, age, ethnicity, marital status, and residence of persons booked.

Gender

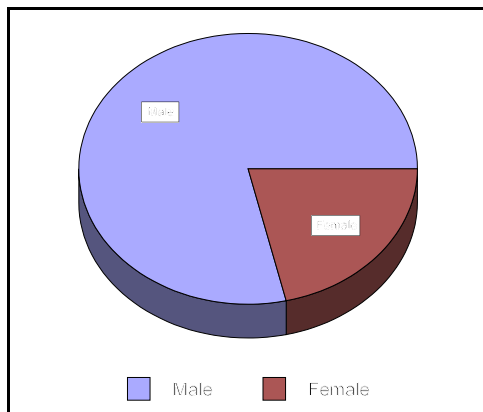


Figure 7.3 Gender of Inmates Booked

Females were 21% of bookings in 2003; *only 14% of long-term inmates were female.*

Ethnicity

Just over 75% of persons booked at the jail are white; the largest minority population is Hispanic (14%); Native Americans account for 6% of bookings. *Long-term inmates are somewhat more likely to be Hispanic (19%) and a little less likely to be white (70%).*

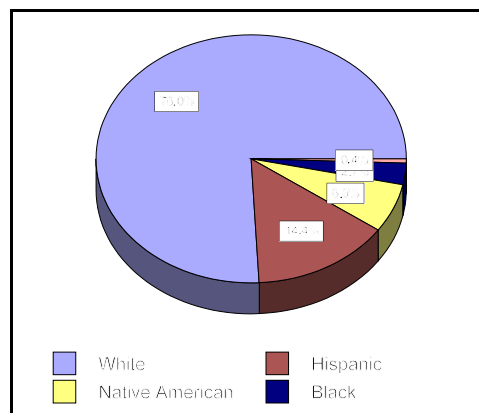


Figure 7.4 Ethnicity of Inmates Booked

Marital Status

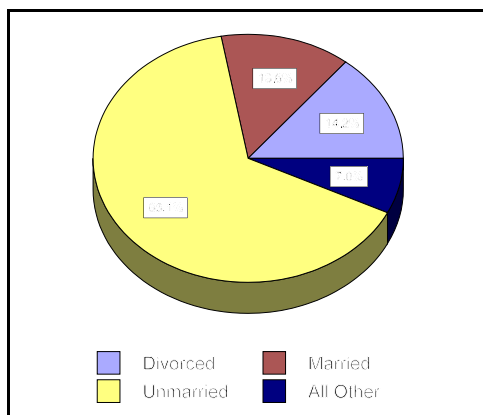


Figure 7.5 Marital Status of Inmates Booked

About 65% of persons booked at the jail are unmarried; 14% are married. Those who are divorced account for 14% of bookings. *There are no differences between all inmates and long-term inmates in this category.*

Section 7. Inmate Profile

Age

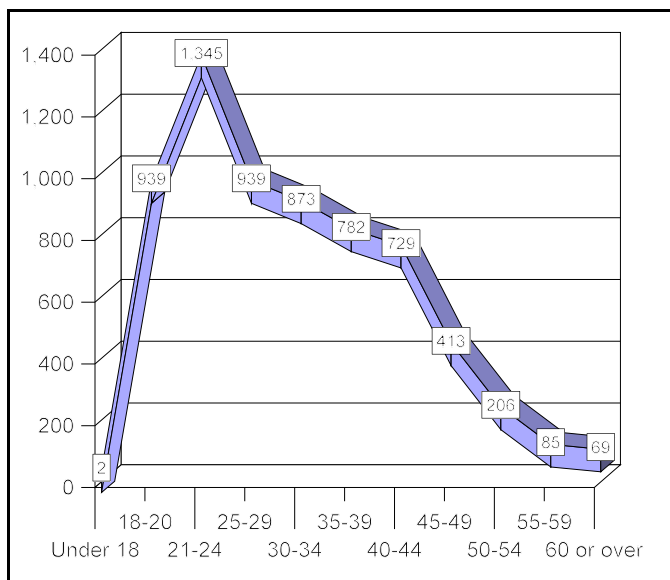


Figure 7.6 Age of Persons Booked

The average age of inmates booked was 31.83 years, with a range from a low of 15.31 to a high of 86.34. Males and females are not significantly different at 31.88 and 31.63 years respectively. About 50% of inmates are under the age of 29. *Long-term inmates are older, with an average age of 33.42 years, with a range from 18.11 to 78.89 years. Long-term female inmates are slightly older than their male peers (34.99 versus 33.18 years). 42% of long-term inmates are 29 or younger.*

Residence

92% of all persons booked indicated they were US citizens. The largest group of non-citizens claimed Mexican citizenship (5%, code MM). *Long-term inmates are slightly less likely to be US citizens (90%) and a*

little more likely to be Mexican citizens (9%). 97% of persons booked live in the State of Washington; less than 1% of persons booked did not claim Washington residence. The long-term inmate population is not different with regard to citizenship. 75% of persons booked lived in Skagit County; two other Washington Counties, Snohomish and Whatcom, each accounted for 6-7% of bookings. The long-term inmate population is not different with regard to county residence.

City	#	%	City	#	%
Alger	28	1%	Guemes Island	7	0%
Allen	14	0%	Hamilton	43	1%
Anacortes	492	10%	Hope Island	92	2%
Bayview	11	0%	La Conner	163	3%
Big Lake	25	1%	Lake Cavanaugh	1	0%
Bow	78	2%	Lake McMurray	8	0%
Burlington	648	13%	Lyman	21	0%
Cape Horn	64	1%	Marblemount	35	1%
Clear Lake	97	2%	Mount Vernon	1,607	33%
Concrete	156	3%	Prairie	40	1%
Conway	21	0%	Rockport	40	1%
Day Creek	9	0%	Samish Island	7	0%
Edison	10	0%	Sedro Woolley	1,100	23%
Grassmere	15	0%	Total Skagit County	4,832	100%
			All Other	1,550	24%

Table 7.2 City of Residence

About 24% of persons booked did not provide a specific city of residence; this includes people who may not have an address, who may be in the custody of another correctional agency, such as the DOC, as well as people who live in other jurisdictions. Mount Vernon residences accounted for 33% of bookings; Sedro Woolley accounted for the next largest proportion of bookings (23%). *There are few differences between all persons booked and long-term inmates. Long-term*

inmates were more likely to come from Mount Vernon (40%) and a little less likely to come from Sedro Woolley (19%). These differences do not appear to be significant.

Education and Employment

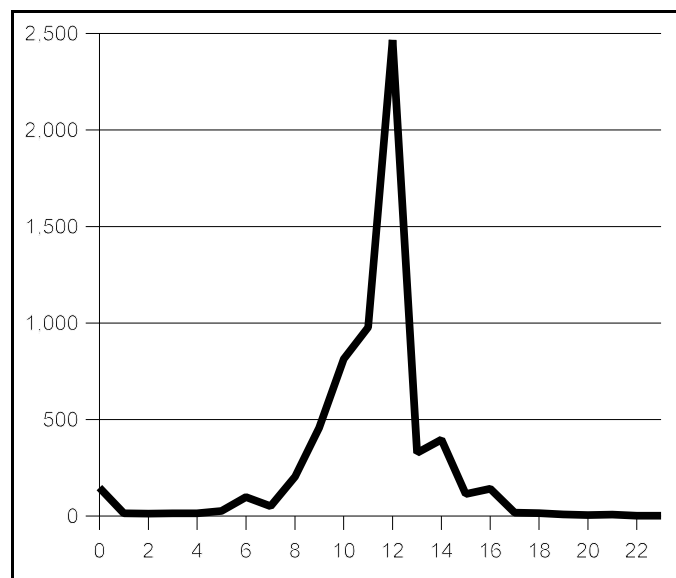


Figure 7.7 Reported Last Grade Attended

About half of all inmates booked were not employed at the time of their booking; just over one-third were employed. *The long-term inmate population is not different.*

The average last grade attended was 11.1, with a range from 0 (presumably no school) to 27 years of education. More than half reported that they had gone through 12th grade, and at least 16% had some college. *The long-term population had a lower overall last grade attended (10.64 years), with a range from 0 - 21 years. Again, about half reported that they had gone through 12th grade and 15% had some college.*

Status	#	%
Unemployed	3,191	50.00%
Disabled	198	3.10%
DSHS	6	0.09%
Retired	39	0.61%
Self-employed	404	6.33%
Student	75	1.18%
Active military	4	0.06%
Homemaker	24	0.38%
Employed	2,185	34.24%
No information	256	4.01%
	6,382	100.00%

Table 7.3 Employment Status

elbā

Job Type	#	%	Job Type	#	%
Administrative, managerial, professional	179	3%	Factory	93	1%
Aviation	17	0%	IT	23	0%
Construction trades	821	13%	Agriculture, landscaping	128	2%
Automotive	245	4%	Delivery	8	0%
Food service	420	7%	Communication	9	0%
Casino	34	1%	Forestry	99	2%
Marine, fishing	207	3%	Warehouse, delivery	65	1%
Laborer	2,651	42%	Government, public services	48	1%
Sales, cashier, retail	200	3%	Personal services	54	1%
Care-giver/daycare/home health care	91	1%	Other	105	2%
Repair/maintenance/housekeeping	156	2%	Not applicable	248	4%
Care-taker	18	0%	Not listed	408	6%
Health care	55	1%	Total	6,382	100%

Table 7.4 Job Type/Work History

Table 7.4 provides information about the **type** of work which persons booked indicated they did. About 42% indicated they were laborers, and an additional 13% indicated they worked in the construction trades. The next largest group indicated they worked in food service (7%). *There are no significant differences between all bookings and long-term inmates.*

Charge Information

# Charges	#	%	Cum %	Sum of Charges	%	Cum %
1	3,382	52.99%	52.99%	3,382	24.88%	24.88%
2	1,404	22.00%	74.99%	2,808	20.66%	45.54%
3	651	10.20%	85.19%	1,953	14.37%	59.91%
4	359	5.63%	90.82%	1,436	10.56%	70.47%
5	234	3.67%	94.48%	1,170	8.61%	79.08%
6	123	1.93%	96.41%	738	5.43%	84.51%
7	74	1.16%	97.57%	518	3.81%	88.32%
8	50	0.78%	98.35%	400	2.94%	91.26%
9	28	0.44%	98.79%	252	1.85%	93.11%
10	19	0.30%	99.09%	190	1.40%	94.51%
11	17	0.27%	99.36%	187	1.38%	95.89%
12	15	0.24%	99.59%	180	1.32%	97.21%
13	9	0.14%	99.73%	117	0.86%	98.07%
14	7	0.11%	99.84%	98	0.72%	98.79%
15	4	0.06%	99.91%	60	0.44%	99.23%
16	3	0.05%	99.95%	48	0.35%	99.59%
18	2	0.03%	99.98%	36	0.26%	99.85%
20	1	0.02%	100.00%	20	0.15%	100.00%
Total	6,382	100.00%		13,593	100.00%	

Table 7.5 Number and Sum of Charges

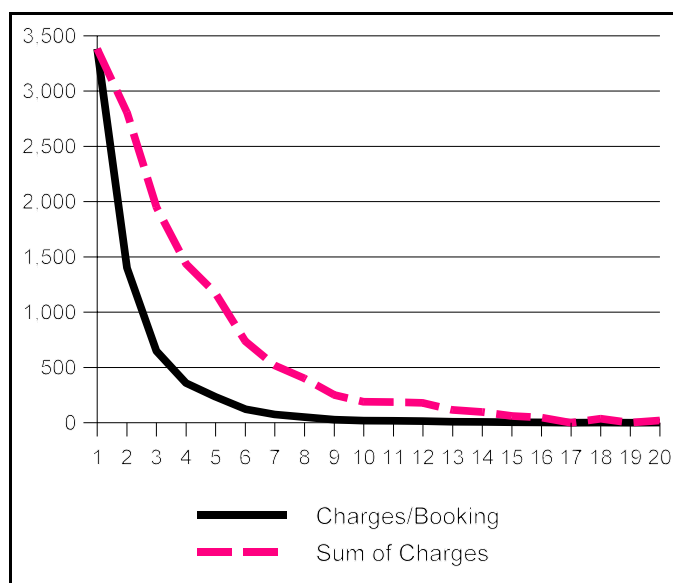


Figure 7.8 Number and Sum of Charges

Just over half of all persons booked had only one charge. The average number of charges per person was 2.13 with a range from 1 - 20. The 6,382 people booked contributed a total of 13,593 charges to the court workload. Since these 6,382 bookings actually represents 4,098 people, the workload per person is actually higher. *There are no significant differences between all bookings and long-term inmates. The average number of charges per long-term inmate was slightly higher (2.2) with a range from 1 - 20.*

Most Serious Offense

Seriousness of offense was determined first by offense class (felonies being the most serious) and then by type (crimes against person, property, etc., with offenses that involve persons, such as assaults, or the potential of harm to others, such as DUI, being viewed as more serious than other charges within the same offense class).

97% of all persons booked were charged with a state offense; other possible categories were federal, civil and municipal charges as well as unknown types of holds. *There is no difference between all bookings and long-term inmates with regard to the type of offense.*

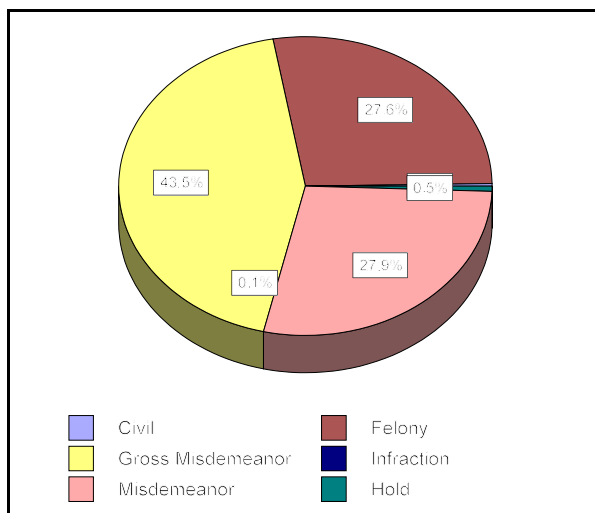


Figure 7.9 Offense Class of All Persons Booked

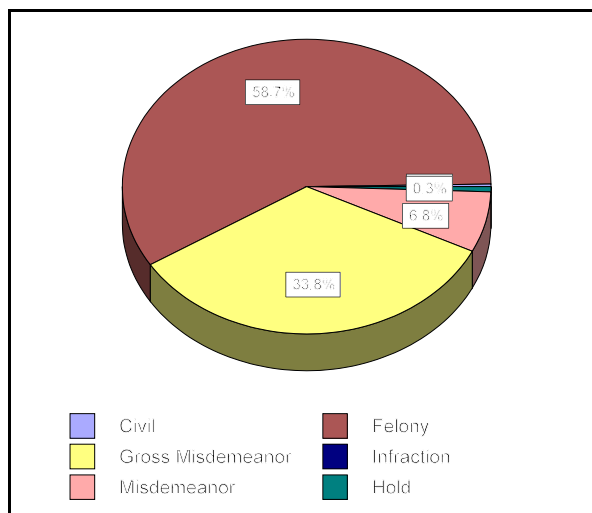


Figure 7.10 Offense Class of Long-term Inmates

Just over 25% of all persons booked had most serious offenses which were felonies; about 45% had most serious offenses which were gross misdemeanors, and about 25% had most serious offenses which were misdemeanors. *As should be expected, long-term inmates present a different profile. Just under 60% had most serious offenses in the felony category, and about 33% had most serious offenses which were in the gross misdemeanor category. The difference lies in the proportion of long-term inmates whose most serious offense is a misdemeanor.*

Charge Category	All Bookings		Long-term inmates	
	#	%	#	%
Persons	1,025	16.1%	113	19.3%
Property	1,004	15.7%	116	19.8%
Forgery/Fraud	126	2.0%	18	3.1%
Family/Children	22	0.3%	5	0.9%
Alcohol	1,328	20.8%	147	25.1%
Drug	517	8.1%	55	9.4%
Weapons	60	0.9%	11	1.9%
Traffic-Moving	264	4.1%	18	3.1%
Public Order	78	1.2%	0	0.0%
Traffic-Standing	836	13.1%	22	3.8%
FTA/Fugitive/Holds/Escape	451	7.1%	37	6.3%
Parole/Probation Violation	254	4.0%	19	3.2%
Violations of Court Orders	198	3.1%	12	2.0%
Interfering/Obstructing/Resisting	139	2.2%	5	0.9%
Civil Complaints/Contempt	28	0.4%	3	0.5%
Non-person Sex Offense	25	0.4%	3	0.5%
All Other	27	0.4%	2	0.3%
	6,382	100.0%	586	100.0%

Shaded cells show categories in which there are differences.

Table 7.6 Charge Category (Most Serious Offense) of All Bookings and Long-term Inmates

Table 7.6 reveals some differences between all persons who are booked and those who stay on a long-term basis, based on their most serious offense. Just over 20% of persons booked have a most serious offense related to alcohol. Information which follows shows clearly that these are predominantly DUI charges. The next largest categories are person and property offenses, at about 15% each. About 13% of all bookings related to standing traffic offenses. Information which follows shows clearly that these are predominantly driving while suspended or without operator licenses. *There are some differences between all bookings and long-term inmates, but they are not as extreme as could be expected. Long-term inmates are more likely to be charged with an alcohol, person or property offense, and less likely to be charged with a standing traffic offense. Given the nature of DUI sentences, it is likely that the long-term alcohol offenders are sentenced for DUI.* Table 7.7 summarizes the largest groups of offenses for both groups.

Section 7. Inmate Profile

Charge Group	All bookings		Long-term inmates	
	#	%	#	%
Assaults	864	13.5%	69	11.8%
Firearms	37	0.6%	10	1.7%
Burglaries	133	2.1%	34	5.8%
Child Molestation	14	0.2%	4	0.7%
Criminal Trespass	63	1.0%	1	0.2%
DUI/Physical Control	1,180	18.5%	144	24.5%
DWLS	790	12.4%	22	3.7%
Escape	13	0.2%	4	0.7%
Forgery/Fraud/Identity Theft	125	2.0%	3	0.5%
Alcohol (non-DUI)	132	2.1%	3	0.5%
Malicious Mischief	106	1.7%	5	0.9%
Harassment	54	0.8%	4	0.7%
Hit and Run	38	0.6%	3	0.5%
Other Agency Hold	384	6.0%	21	3.6%
Negligent Driving	128	2.0%	3	0.5%
No Valid Operator License	46	0.7%	0	0.0%
Obstructing/ Interfering/ Resisting	94	1.5%	1	0.2%
Drug Offense	514	8.1%	55	9.4%
Parole/Probation Violation	254	4.0%	19	3.2%
Rape	22	0.3%	12	2.0%
Reckless Driving	74	1.2%	8	1.4%
Reckless Endangerment	17	0.3%	2	0.3%
Taking Vehicle w/o Permission	27	0.4%	6	1.0%
Theft	535	8.4%	44	7.5%
Robbery	20	0.3%	10	1.7%
Vehicular Assault/Homicide	22	0.3%	11	1.9%
Vehicle Prowl	20	0.3%	0	0.0%
Violation of Orders	193	3.0%	12	2.0%
All Others	483	7.6%	77	13.1%
Total	6,382	100.0%	587	100.0%
Subtotal				
All Domestic Violence Related	823	12.9%	28	4.8%
All Drug and Alcohol	1,826	28.6%	202	34.4%

Shading represents groups in which there appear to be differences.

Table 7.7 Charge Category

Review of Table 7.7 provides an additional level of detail about the most serious offense on which people are booked. The most common type of bookings are related to DUI and a lesser charge (physical control). The next most serious type of offenses are associated with driving while license was suspended. There are a variety of reasons for which an individual can lose his or her driver's license, but a common cause is related to a prior DUI charge. Just over 10% of all most serious charges are associated with a domestic violence offense of a variety of types, and about 30% are drug or alcohol offenses.

There are some differences between all bookings and persons who are held on a long-term basis. Long-term inmates are somewhat more likely to be charged with DUI/physical control, burglary or "all other" (typically specialized types of offenses which are not part of a large group). Long-term inmates are less likely to have their most serious offense be associated with domestic violence, and somewhat more likely to be charged with a drug or alcohol offense. Appendix C provides a detailed list of all most serious charges for all persons booked in 2003; Appendix D provides the same information for long-term inmates. Table 7.8 lists the top ten charges for both groups.

All Bookings			Long-term Inmates		
Charge	Rank	#	Charge	Rank	#
DUI	1	1,163	DUI	1	144
DWLS/R 3rd Degree	2	638	Violation Uniform Controlled Substance Act	2	36
Assault 4th Degree DVPA	3	624	Hold for Other Agency	3	21
Hold for Other Agency	4	384	Assault 2nd Degree	4	19
Theft 3rd Degree	5	347	Probation/Parole Violation	4	19
Probation/Parole Violation	6	254	Burglary 2nd Degree	5	18
Violation Uniform Controlled Substance Act	7	247	Forgery	6	16
Possession Marijuana <40 Grams	8	140	Theft 1st Degree	6	16
Negligent Driving 1st (Criminal)	9	128	Theft 2nd Degree	6	16
Assault 4th Degree	10	117	Assault 3rd Degree	7	13
			Theft 3rd Degree	8	12
			DWLS/R 3rd Degree	9	11
			Fugitive from Justice	10	10
			Possession Stolen Property 1st	10	10

Shading denotes charges that appear in the top 10 in both groups

Table 7.8 Top Ten Charges

Other Charges

So far in this document, charge information has focused on the most serious charge. This section provides information about other charges which are "less serious" in degree or category, but which were associated with other charges at the time of arrest. For example, a person can be booked on a felony level property offense, but also have a minor assault charge. Table 7.9 identifies the proportion of bookings which have **any** offense against a person, drug offense, alcohol offense, firearm offense, parole/probation violation, hold, FTA or fugitive warrant.

Any Offense?	Yes	%	No	%	Total
Person	2,470	38.7%	3,912	61.3%	6,382
Drug	1,346	21.1%	5,036	78.9%	6,382
Alcohol	2,680	42.0%	3,702	58.0%	6,382
Firearm	136	2.1%	6,246	97.9%	6,382
Probation/Parole Violation	904	14.2%	5,478	85.8%	6,382
Hold	838	13.1%	5,544	86.9%	6,382
FTA	27	0.4%	6,355	99.6%	6,382
Fugitive Warrant	85	1.3%	6,297	98.7%	6,382

Table 7.9 Other Charge Information

over 40% have some type of alcohol related offense. The fact that about 15% have a probation or parole violation (now in conjunction with new charges as well as alone) suggests that this is a population that has had previous contact with the system. The proportion of holds has also increased significantly. *With the exception of a somewhat higher proportion of long-term inmates who has some type of alcohol offense (49%), there are no significant differences between all bookings and long-term inmates.*

Comparing Table 7.9 and Table 7.6 suggests that a somewhat different picture of persons booked at the facility emerges when all of their charges are considered. Most significant is the fact that nearly 40% have some type of offense against a person, and

Court Information

Court	#	%
Anacortes Municipal Court	379	5.9%
Burlington Municipal Court	539	8.4%
Concrete Municipal Court	39	0.6%
District Court	2,706	42.4%
Juvenile Court	18	0.3%
Mount Vernon Municipal Court	790	12.4%
Superior Court	1,236	19.4%
Sedro Wolley Municipal Court	284	4.5%
Tribal Court	80	1.3%
Unknown	311	4.9%
Total	6,382	100.0%

The information in Table 7.10 relates to the court with jurisdiction over the most serious offense. District Court was the presiding court in 42% of the cases; Superior Court had jurisdiction in about 20% of cases. Mount Vernon Municipal Court had jurisdiction in about 12% of cases.

There are significant differences in court of jurisdiction of long-term inmates. About 45% of cases were under the jurisdiction of Superior Court, and 40% were in the District Court.

Table 7.10 Court of Jurisdiction

Jurisdiction	#	%
Anacortes	525	8.23%
Border Patrol	45	0.71%
Burlington	730	11.44%
County	48	0.75%
Department of Corrections	82	1.28%
Fish and Game	15	0.24%
Island County	94	1.47%
King County	14	0.22%
LaConner	2	0.03%
Mount Vernon	1,207	18.91%
Other County	74	1.16%
Park and Recreation	2	0.03%
Superior Court	1,572	24.63%
San Juan County	12	0.19%
Snohomish County	39	0.61%
Swinomish Tribal	37	0.58%
Sedro Woolley	410	6.42%
Task Force	78	1.22%
Tribal	139	2.18%
United States	4	0.06%
Whatcom County	22	0.34%
Washington State Patrol	1,228	19.24%
Unknown	3	0.05%
Total	6,382	100.00%

Table 7.11 provides information about the jurisdiction. Superior Court had jurisdiction in about 25% of cases. Washington State Police was the next largest agency with jurisdiction at just under 20% of cases. Mount Vernon was the jurisdiction in just under 20% of cases. *There do not appear to be significant differences in jurisdiction for long-term inmates.*

Disposition

Table 7.12 provides information about the disposition of the most serious offense. Because many inmates have multiple offenses, it is important to remember that other charges may have alternate dispositions

Table 7.11 Jurisdiction

Section 7. Inmate Profile

Disposition	#	%
Amended	29	0.45%
Bail Bond Release	336	5.26%
Border Patrol Release	39	0.61%
Cash Bond Release	315	4.94%
Dismissed	56	0.88%
Deferred Prosecution	4	0.06%
Guilty	1,967	30.82%
Referred to Juvenile Authority	1	0.02%
Mental Evaluation Release	1	0.02%
No Charges Filed	140	2.19%
Not Guilty	4	0.06%
Own Recognizance Release	2,959	46.36%
Superior Court Filing	190	2.98%
Superior Court Summons	68	1.07%
Shuttle Release	264	4.14%
Temporary Conditional Release	3	0.05%
Unknown	6	0.09%
Total	6,382	100.00%

Table 7.12 Disposition

Judicial Status	#	%
Bail Bond Surrender	4	0.06%
Courtesy Hold	101	1.58%
Citation	1,023	16.03%
Investigation	395	6.19%
Revoke Personal Recognizance	74	1.16%
Sentenced	1,302	20.40%
Superior Court Filing	4	0.06%
Superior Court Summons	74	1.16%
Warrant	3,385	53.04%
Unknown	20	0.31%
Total	6,382	100.00%

Table 7.13 Judicial Status

field uses 0 to identify people who were not sentenced on their most serious charge, it provides a clear picture of the division between pretrial and sentenced populations. Note that it is possible that an inmate can be pretrial on the most serious offense, but sentenced on others.

About 45% of all bookings resulted in a release on recognizance. Bonds accounted for another 10% of releases. About 30% had entered a guilty plea and were serving a sentence. *There are significant differences in this pattern in the long-term inmate population. About 65% had a guilty disposition, which implies that this population is far more likely to be sentenced. About 10% of the long-term population were ultimately released on recognizance. In addition, the proportion of Superior Court Filings is considerably higher among long-term inmates.*

Judicial Status

Table 7.13 provides information about the judicial status of the most serious offense.

More than half of all bookings occur as a result of a warrant; 20% are sentenced, and about 15% are CIT. *The long-term population is considerably more likely to be sentenced (39%), and less likely to be held as a result of a warrant (40%). This population is also more likely to be held as a result of investigation.*

Sentence Information

Table 7.14 provides information about the length of sentence; since this data

Section 7. Inmate Profile

Sentence Duration	All Bookings		Long-term Inmates	
no sentence	4,802	75.2%	332	56.7%
1 day	375	5.9%	2	0.3%
2 days	196	3.1%	4	0.7%
3 days	62	1.0%	1	0.2%
4 days	41	0.6%	0	0.0%
5 days	146	2.3%	3	0.5%
6 days	17	0.3%	0	0.0%
7 days	40	0.6%	1	0.2%
8-15 days	263	4.1%	19	3.2%
16-31 days	184	2.9%	32	5.5%
32-60 days	79	1.2%	48	8.2%
61-90 days	73	1.1%	58	9.9%
91-180 days	66	1.0%	52	8.9%
181-365 days	32	0.5%	29	4.9%
more than 365 days	6	0.1%	5	0.9%
total	6,382	100.0%	586	100.0%
average	26.69			46.35
minimum	1			1
maximum	958			958

No sentence was entered for 75% of all inmates. The average sentence length of all persons booked was 26.69 days, with a range from 1 to 958 days. *57% of long-term inmates were not sentenced. Their average sentence length was 46.35 days, and those with shorter sentences presumably spent a portion of their time in custody on pretrial status.*

Inmate Behavior

The automated system allows for entry of information regarding inmate behavior, security classification and housing assignment at the time of admission. Current procedures apparently result in little behavioral information being entered initially, as no information is entered regarding drug or alcohol behavior

Table 7.14 Sentence Duration

for about 90% of inmates.

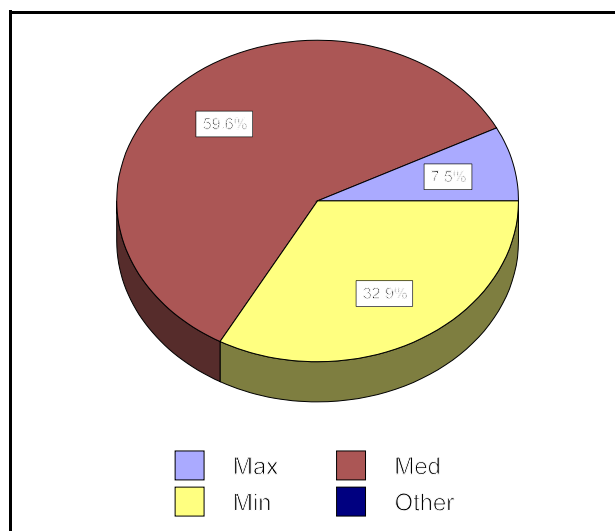


Figure 7.12 Security Classification of Long-term Inmates

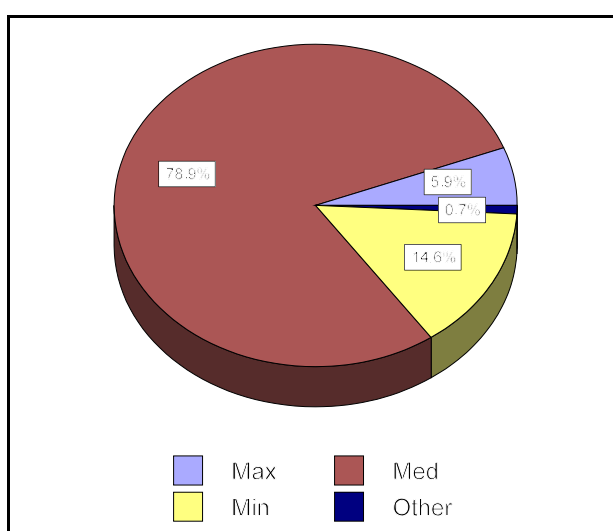


Figure 7.11 Security Classification of All Bookings

Nearly 80% of all bookings are classified as medium security; about 15% are classified as minimum security. *While long-term and all bookings are equally likely to be classified as maximum, a greater proportion of long-term inmates (33%) are classified as minimum. This seems consistent with the presence of a sentenced misdemeanor population.*

Housing Assignment

Housing Assignment	#	%
Community Service Person	240	3.76%
Electronic Home Monitoring	165	2.59%
Female Population	1,095	17.16%
Female Work Release	41	0.64%
Female Work Release 1	7	0.11%
General Population	3,835	60.09%
Infirmity	31	0.49%
Isolation	380	5.95%
Male Work Release	43	0.67%
Male Work Release 1	3	0.05%
Temporary Release	74	1.16%
Work Detail	437	6.85%
Unknown	31	0.49%
Total	6,382	100.00%

Just over 75% of all bookings are housed in general population. 60% are male and 17% are female. Work detail is the largest of non-custodial housing assignments at 7%. About 6% of bookings are housed - at least initially - in isolation. *The long-term population is more likely to be included in non-custodial assignments. About 15% of long-term inmates are on electronic monitoring; 5% are on work detail and a much greater proportion are classified as temporary releases. About 45% of the long-term population is housed in male general population and only 7% of the long-term population is housed in female general population.*

Table 7.15 Housing Assignment

Judicial Status, People Booked

and Bed Space Used

Primary judicial status refers not only to whether the person booked is pretrial or sentenced, but also references the degree of severity, i.e, felon or misdemeanor. Table 7.16 provides information about the number of people in each of these groups and how many days in custody each group spent. By analyzing the number of days in custody, it is possible to identify what proportion of the jail population fell into each of these groups during the year. Average length of stay for each of these groups is also calculated.

Judicial Status	#	%	Days	%	Average LOS
Alien	2	0.03%	1.86	0.00%	0.93
Other	237	3.71%	1,788.92	2.30%	7.55
Presentenced DUI	591	9.26%	3,222.20	4.14%	5.45
Presentenced Felon	1,043	16.34%	22,521.98	28.94%	21.59
Presentenced Misdemeanant	1,949	30.54%	5,113.21	6.57%	2.62
Presentenced Other	10	0.16%	88.29	0.11%	8.83
Presentenced Traffic	654	10.25%	1,355.85	1.74%	2.07
Probation or Parole Violation	163	2.55%	1,259.31	1.62%	7.73
Sentenced DUI	496	7.77%	15,538.41	19.97%	31.33
Sentenced Felon	302	4.73%	13,593.19	17.47%	45.01
Sentenced Misdemeanor	552	8.65%	8,517.37	10.95%	15.43
Sentenced Other	4	0.06%	135.57	0.17%	33.89
Sentenced Probation Violation	30	0.47%	837.74	1.08%	27.92
Sentenced Traffic	301	4.72%	3,734.50	4.80%	12.41
Unknown	48	0.75%	101.50	0.13%	2.11
Total	6,382	100.00%	77,809.91	100.00%	12.19

Table 7.16 Main Judicial Status

Pretrial misdemeanants are the largest group of people booked (30%); pretrial felons are the next largest group of people booked (16%). However, it is clear that people with different judicial status stay in custody very different time periods. As a result, they have very different impacts on the jail population. While presentenced felons are 16% of bookings, they account for just under 30% of the jail population. Sentenced inmates have the largest impact on jail population. Together they account for nearly 50% of jail ADP.

Main Judicial Status	#	%	Inmate Days	%	Average LOS
Alien	0	0.00%	-	0.00%	
Other	13	2.21%	793	1.41%	61
Presentenced DUI	23	3.92%	2,488	4.42%	108
Presentenced Felon	191	32.54%	19,523	34.69%	102
Presentenced Misdemeanant	21	3.58%	1,443	2.56%	69
Presentenced Other	1	0.17%	68	0.12%	68
Presentenced Traffic	5	0.85%	312	0.56%	62
Probation or Parole Violation	8	1.36%	325	0.58%	41
Sentenced DUI	117	19.93%	11,378	20.21%	97
Sentenced Felon	113	19.25%	11,792	20.95%	104
Sentenced Misdemeanant	60	10.22%	4,879	8.67%	81
Sentenced Other	1	0.17%	33	0.06%	33
Sentenced Probation Violation	9	1.53%	755	1.34%	84
Sentenced Traffic	25	4.26%	2,497	4.44%	100
Unknown	0	0.00%	-	0.00%	
Total	587	100.00%	56,286.30	100.00%	

Table 7.17 Judicial Status, People Booked and Bed Space Used (Long-term Population).

There are significant differences between all bookings and long-term inmates, who are much more likely to fall into one of two groups - pretrial felons or people who are sentenced to serve time in the local jail.

Conclusions

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

Section 7. Inmate Profile

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.

Section 8. Alternative Sanctions

This section of the document provides information about the alternative sanctions which are available within Skagit County.

Criminal Justice System Flow

Alternative sanctions exist at decision points in the criminal justice system. The organization and its personnel responsible for the process at that time generally has control of the decision point. Each stage of the process should be examined from both a legal or case processing standpoint, which disposes of the “paper” associated with the case and from a personal standpoint, which deals with the “person.”

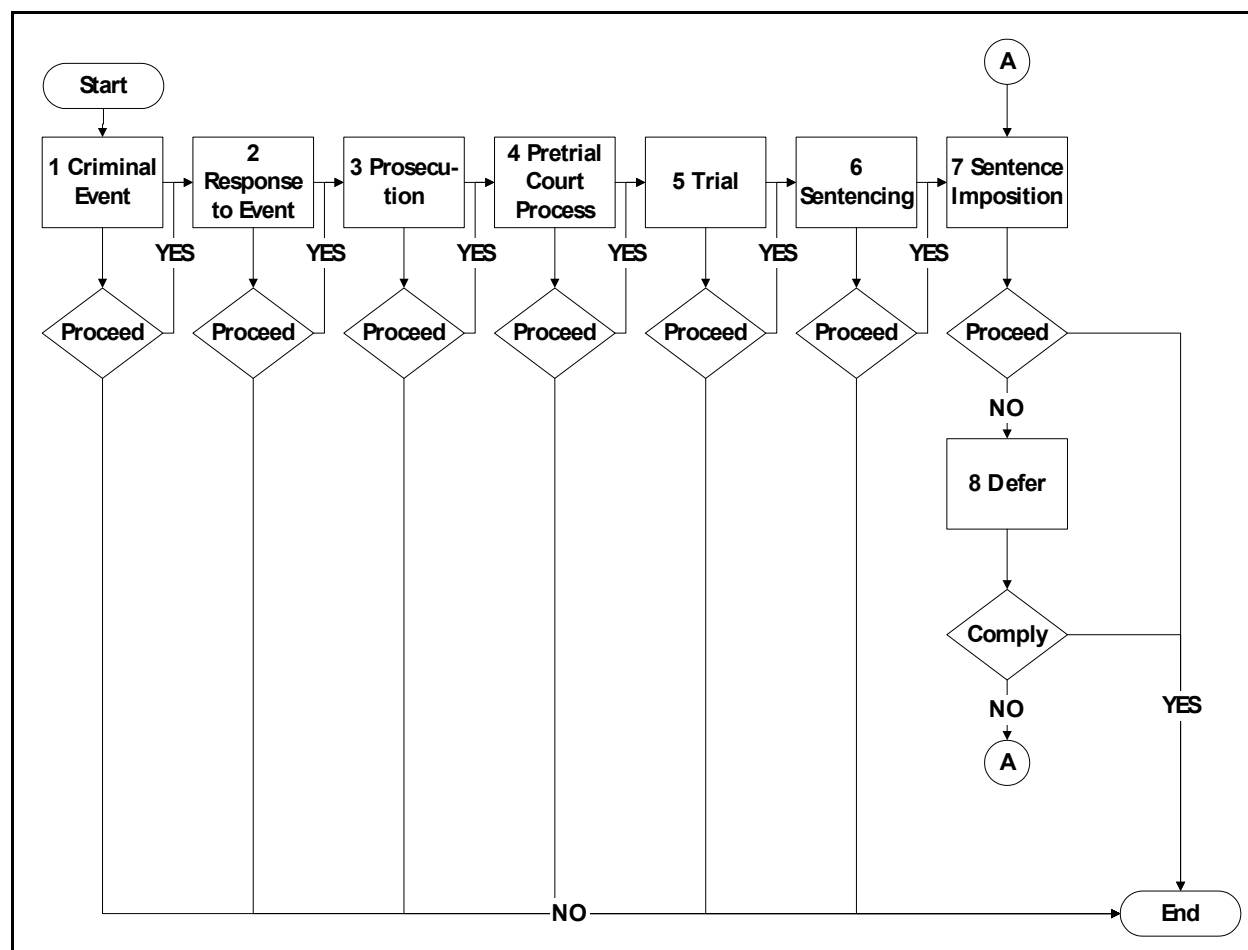


Figure 8.1 Overview of Criminal Justice Flow

Each of these major processes will be discussed in more detail.

1. Process 1. Criminal Event. Activities in the criminal justice system are generated by a criminal event. This event can occur, but the affected party decides not to proceed, typically by not reporting the event.

Section 8. Alternative Sanctions

2. Process 2. Response to Event. Once a report has been made, a response occurs. While the response can vary broadly, a number of events “drop out” of the system at this point, i.e., the crime can not be “solved” or a decision is made not to proceed.
3. Process 3. Prosecution. Once the decision is made to respond, a variety of activities associated with prosecuting the case begin. As a result of these activities, a decision to proceed or not take the matter forward is made. This could include consideration of deferred prosecution, generally on the condition that the defendant do something, such as participate in a drug treatment program. If the defendant completes these requirements successfully, the case is typically dismissed.
4. Process 4. Pretrial Court Process. Once the case is filed, the court initiates a variety of hearings which must occur prior to a trial. At this point, the decision may be made to proceed or not. There are a broad spectrum of potential reasons why a case might not move forward to trial. These include, but aren’t limited to situations in which a plea is entered at some point in this process or the case is dismissed.
5. Process 5. Trial. The trial occurs. The case will not proceed, if guilt is not established.
6. Process 6. Sentencing. Once the trial has occurred, the court hold a sentencing hearing or impose a sentence at the conclusion of the trial. Although mandatory sentencing has reduced judicial discretion, there is still considerable variation in how and when the sentence will be imposed.
7. Process 7. Sentence Imposition. Once the sentencing hearing has occurred, the sentence will generally be imposed. The timing of when can vary significantly. However, not all cases proceed past sentence imposition.
8. Process 8. Defer. Sometimes imposition of the sentence is deferred on the condition that the defendant take some action. Typically this might include participation in some type of program, such as substance abuse treatment. If the defendant is compliant with these requirements, the sentence might be set aside.

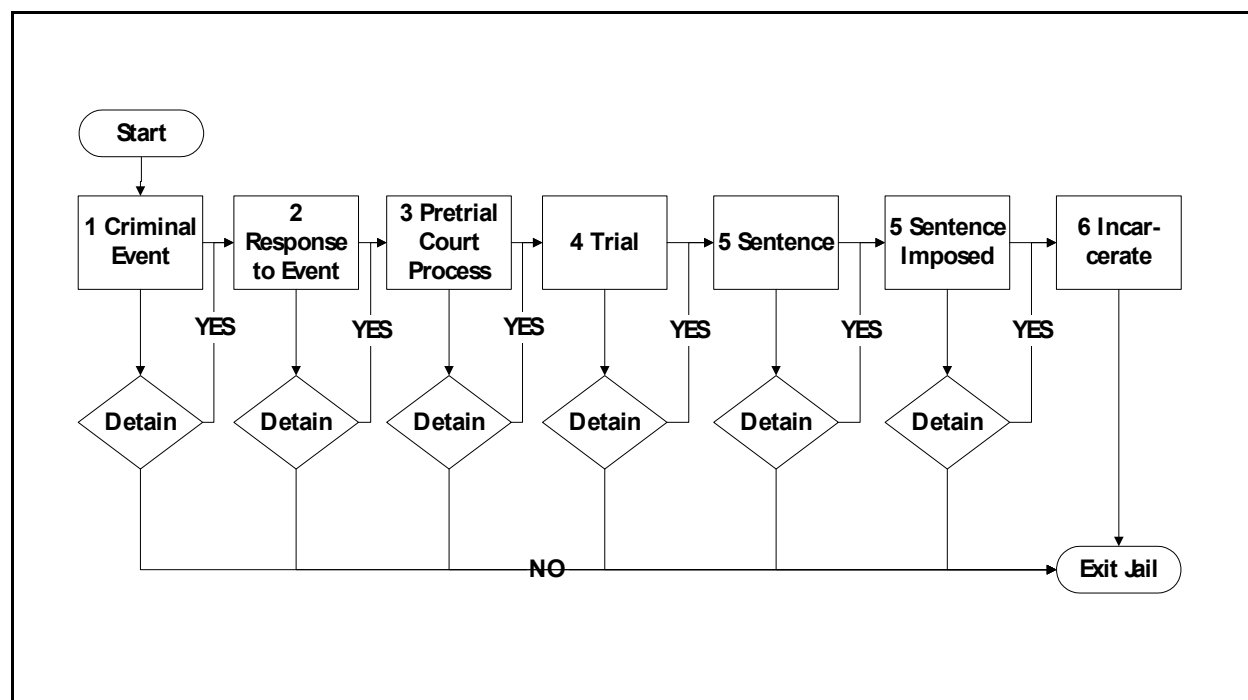


Figure 8.2 People Processing During Criminal Justice Flow

Section 8. Alternative Sanctions

With the exception of Process 6. Incarceration, all of the processes are the same as those shown in Figure 8.1 However, the decision point focuses on whether or not the defendant should be detained or allowed to remain in the community.

Volume and Flow

The court data in Section 5 describes system behavior when displayed in the context of system flow.

Superior Court (2003)

There were 981 criminal filings.

131	dismissals	19 %
486	entered guilty plea	71 %
26	were extradited	4 %
6	received deferred prosecution	.8 %
4	were appeals from lower court	.6 %
8	were acquitted at trial	1 %
21	were found guilty at trial	3 %
682	subtotal of completed cases	
299	were pending at the end of 2003	

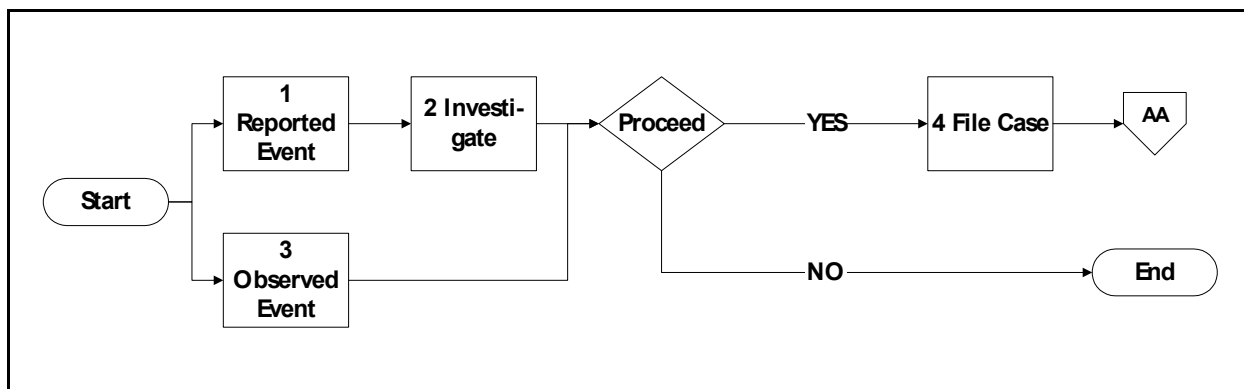
District Court (2003)

There were 8,161 misdemeanor filings. Note that there were many other types of cases, particularly civil and traffic which were filed.

Summary of Disposed Cases						
Misdemeanor Cases					8,285	
	DUI	%	Other traffic	%	Non-traffic	%
Cases Resolved	880		3,451		3,954	
Guilty	660	75%	1,745	50.6%	1,413	35.7%
Bail Forfeit	1	0%	615	17.8%	691	17.5%
Not Guilty	13	1%	3	0.1%	16	0.4%
Dismissed	206	23%	1,088	31.5%	1,834	46.4%
Reduced Amended	308	35%		0.0%		0.0%
Total of original filings						
Jury Trials Held	45	5%	8	0.2%	41	1.0%
Non-jury Trials Held	17	2%	7	0.2%	13	0.3%

Successful television franchises such as "Law and Order" to the contrary, very few cases actually go to trial. In most cases, a plea is negotiated, and there are a number of dismissals. Dismissals can occur when a complaint is withdrawn; this can occur at the request of the victim, which is common in some types of crimes, such as domestic violence, and it can occur for a variety of legal reasons.

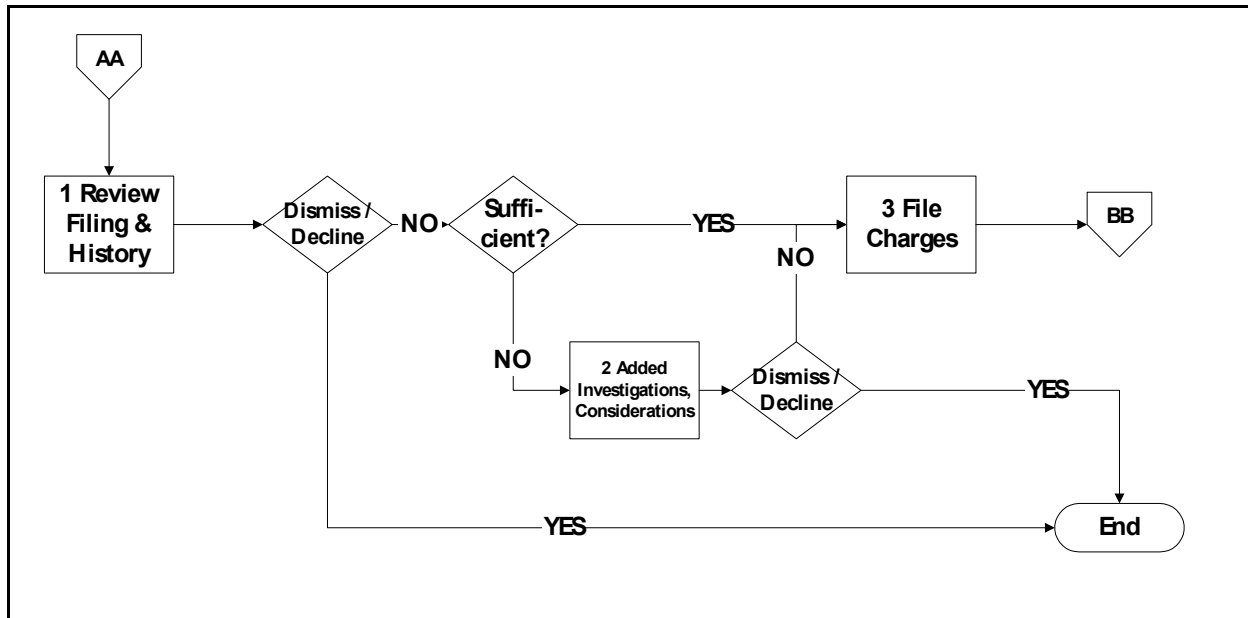
Case Flow Processing

Criminal Event Description**Figure 8.3** Criminal Event Process Flow Chart

The parties or agencies involved in this flow chart are typically citizens, who may observe or be the victim of an event which is then reported, or law enforcement officials.

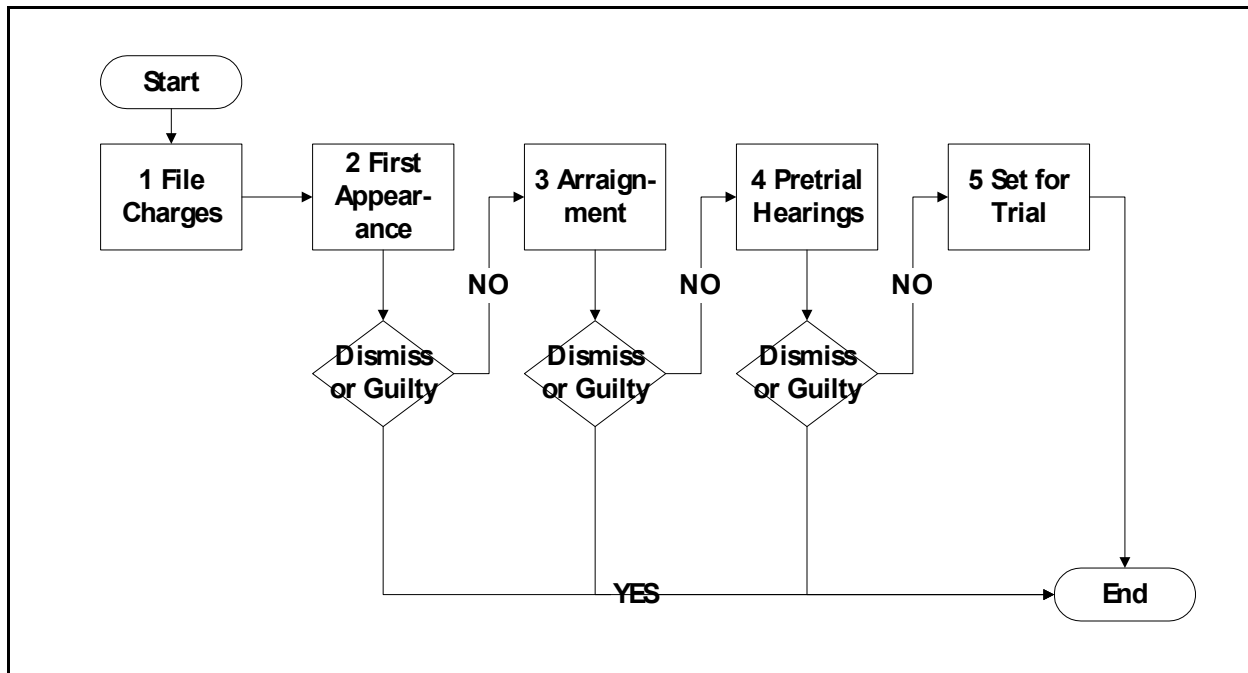
1. Process 1. Reported Event. This process is the means by which the public reports an offense to a law enforcement agency.
2. Process 2. Investigate. Once reported to a law enforcement agency, the complaint is assigned to a law enforcement official for investigation. The purpose of this process is to make an initial determination as to whether or not a crime has occurred (establish probable cause) and to initiate the process to bring the case to the court.
3. Process 3. Observed Event. This process is what occurs when a law enforcement official observes an event which appears to be a criminal offense. These offenses result in arrests and are the majority of cases which result in persons being jailed in Skagit County.
4. D1 - Proceed? In both cases, law enforcement officials have considerable discretion in this area. What happens depends on individual situations within the constraints of policy and law. It is possible, however, that the matter does not move into the criminal justice system past this decision point.
 - a. The case may not proceed because it can not be solved or because the suspect can not be found.
 - b. The elements of proof may not be available immediately, and filing may be deferred until new information is available.
 - c. The police officer may decide to “warn” the suspect, as in some types of traffic enforcement activities.
5. Process 4. File Case. In all cases, except where otherwise established by statute or policy, the law enforcement official has some discretion about the specific charge which will be filed. For example, DUI levels will be established statutorily, but in the case of drunken behavior outside of a vehicle, the same behavior could result in charges of disorderly conduct, public intoxication, minor in possession, or drunken pedestrian in the roadway, depending on the circumstances. Within each law enforcement agency, policy generally requires some form of supervisory review of all arrest reports. This may result in a modification or restatement of the charge.

In all cases, however, the case moves on to the next level of the system and the next organization.

Prosecution**Figure 8.4** Prosecution Activity Flow Chart

This portion of criminal justice flow is managed by the prosecution which controls these decision points.

1. Process 1. Review Filing and History. Once police file the case, prosecutors review the filing to determine if the case should move forward. As part of this process, prosecution will consider the defendant's history.
2. D1 - Dismiss/Decline? Although it is very rare, prosecutors may decline to prosecute a case or dismiss it after review. For example, in one jurisdiction outside of Skagit County, one law enforcement agency consistently arrested juvenile members of a "problem" family on charges which had little merit, i.e., two preteen-aged girls were arrested for disorderly conduct in the form of bouncing on a mattress which had been abandoned on the street because they had not obeyed the officer's direction to stop jumping. The prosecutor declined to prosecute the case. Note that this can occur later in the process.
3. D2 - Sufficient? A more frequent decision point relates to the prosecutor's decision as to whether or not the case is sufficient to move forward as it is filed.
4. Process 2. Added Investigations/Considerations. If the case is not sufficient, the prosecutor may return the case to the investigating agency for additional information required to prove the elements of the case.

Pretrial Activities**Figure 8.5** Pretrial Activity Flow Chart

1. Process 1. File Charges. Pretrial activities begin when prosecution files charges. At this point in the process, prosecution has tremendous ability to influence the outcome of the case by the manner in which charges are filed, i.e., how many counts, what level of charge, etc.
2. Process 2. First Appearance. The first court proceeding is first appearance in which the defendant is advised of the charges against him or her and the issue of counsel is addressed.
3. Decisions 1-3 - Dismiss or Guilty? In terms of the paper process, at each proceeding or process, the defendant can enter a guilty plea or the charge may be dismissed.
4. Process 3. Arraignment. During this proceeding, the defendant is asked to enter a plea of guilty or not guilty. At this point, it is not uncommon in minor offenses for the defendant to plead guilty.
5. Process 4. Pretrial Hearings. If the case is going to move forward, the next series of formal proceedings are designed to get the case ready to go to trial; they may also be used to determine if a negotiated settlement can be reached. Depending on the seriousness of the charge, there may be many hearings, both before and after the formal pretrial hearing. At any of these, it is possible to dismiss the charge or enter a guilty plea. Negotiation to obtain a settlement normally begins during this period.
6. Process 5. Set for Trial. After the formal pretrial hearing, the case is set for trial. During this period, there may continue to be both hearings and negotiation regarding the case.

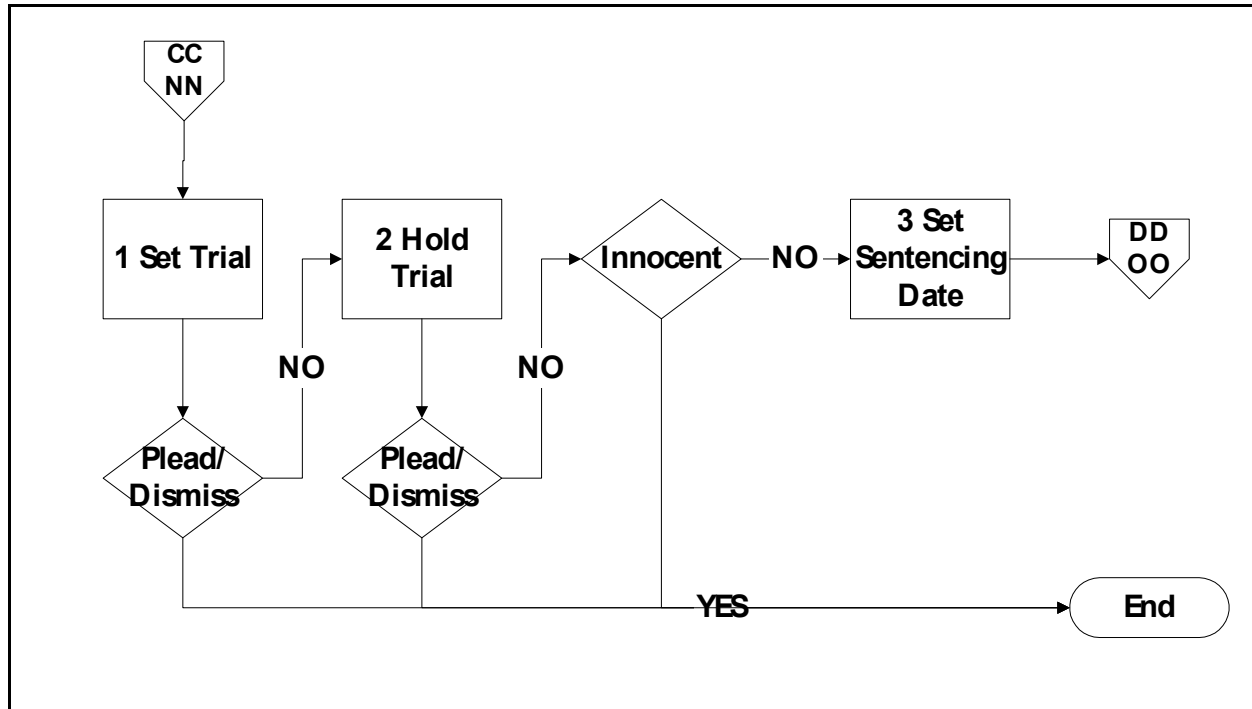
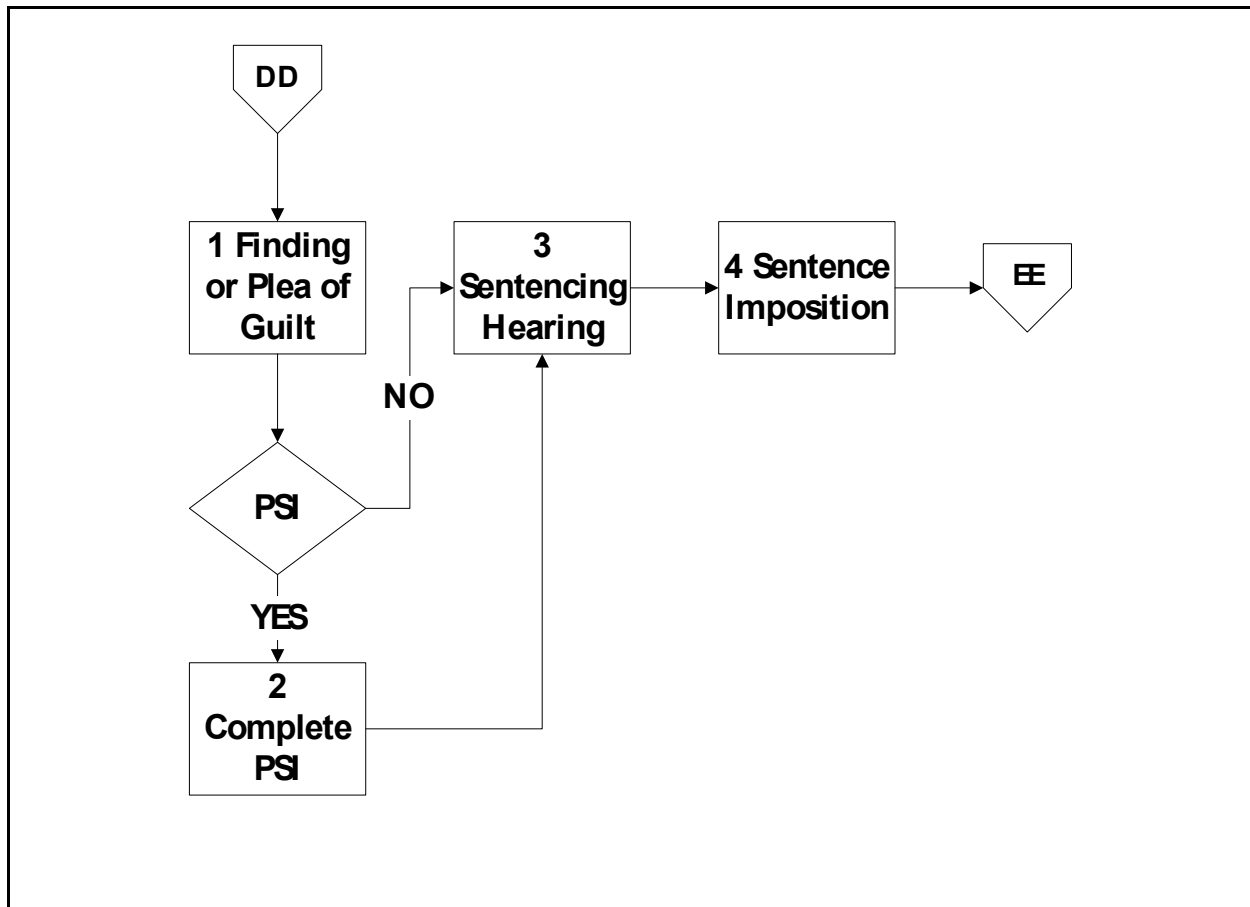


Figure 8.6 Trial Flow Chart

Trial

The trial is an event in which the case process and the people process merge around a single event.

1. Process 1. Set Trial. Once all the pretrial hearings are concluded, the case is set for trial.
2. Decision 1 - Plead/Dismiss? During the period while the trial is set, negotiations continue, and cases are frequently resolved by settlement during this period. Prosecution may also decide to ask for dismissal at this time, if for some reason, the case can not or should not move forward.
3. Process 2. Hold Trial. The trial is held. This may be a short or a protracted event, based on the nature of the charge.
4. Decision 2 - Plead/Dismiss? It is not uncommon to discover that a settlement has been reached at the time of trial. Unfortunately, this phenomenon presents problems for all of the agencies involved in terms of time, effort and expense.
5. Decision 3 - Innocent? From the legal perspective, this decision should be expressed as "found not guilty?" However, from a flow charting perspective, it is easier to follow if expressed as "innocent." If the outcome of the trial is that the defendant is found not guilty (innocent in this flow chart), the matter ends. If not and the defendant is found guilty, this Process 3 occurs.
6. Process 3. Set Sentencing Date. The date for sentencing is set.

Sentencing**Figure 8.7** Sentencing Flow Chart

Sentencing may occur at the same trial, but it is a distinct matter, particularly in more serious charges.

1. Process 1. Finding or Plea of Guilt. This process begins with a finding or plea of guilt.
2. Decision 1 - PSI? If a pre-sentence investigation (PSI) is required, time is allowed to the applicable probation department to provide the court information about the defendant to be used to determine the sentence.
3. Process 2. Complete PSI. If required, the applicable probation department completes the investigation and forwards it to the court.
4. Process 3. Sentencing Hearing. The court holds a sentencing hearing. During this hearing, various parties, including victims, may be heard from to assist the court in determining the sentence.
5. Process 4. Sentence Imposition. At the conclusion of this phase, the sentence is imposed.

Sentence Imposition

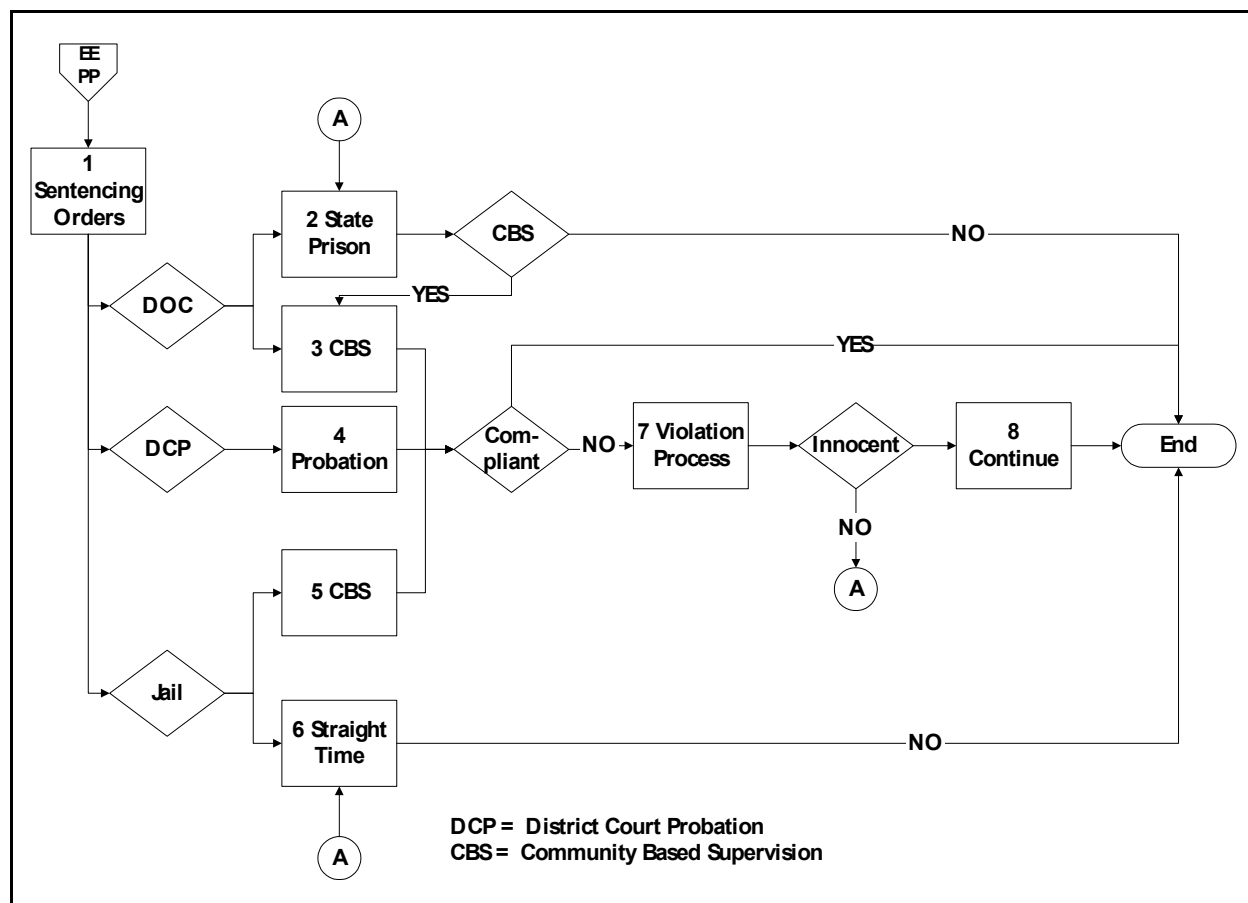


Figure 8.8 Sentence Imposition

This is a somewhat more complex process on paper than it is in practice.

1. Process 1. Sentencing Orders. The court issues the sentencing orders. Based upon the charge and the sentence, there are three possible tracks which can occur:
 - a. Decision 1 - DOC? The defendant can be sentenced to the State Department of Corrections. ***In 2003, there were 138 people sentenced to the DOC from Superior Court.***
 - b. Decision 2 - DCP? The defendant can be placed on District Court Probation.
 - c. Decision 3 - Jail? The defendant can be sentenced to the local jail. ***In 2003, there were 374 people sentenced to the jail or jail+community supervision from Superior Court. There were an additional 496 people who were sentenced to DUI from District Court and 552 sentenced misdemeanants, who may have come from either Superior or District Court; at least a portion of these may be represented in the 138 people listed under Decision 1.***
2. Process 2. State Prison. If the defendant is sentenced to the Department of Corrections, he or she may serve time in an institution. This is an option for Superior Court.
3. Decision 4 - CBS? Following a period of time in state prison, the prisoner may be released from secure placement and placed on a variety of forms of Community Based Supervision (CBS).

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4. Process 3. Community Based Supervision. Some felons are sentenced to the Department of Corrections, but are placed directly on CBS.
5. Process 4. Probation. In District Court, an option available for low-risk offenders is to place them on District Court Probation in lieu of jail time. Probation may also be a form of CBS which follows jail time (Process 5).
6. Process 5. Community Based Supervision. Individuals who are jailed may be placed on CBS if they meet criteria established for these programs, which include work release, electronic home monitoring, and work details.
7. Process 6. Straight Time. Individuals who do not meet the criteria for participation in programs will serve their sentence without option for an alternative program. This does not imply that this group of offenders can not work in the facility and can not earn "good time" (a reduction in sentence based on serving time with no disciplinary violations or new offenses).
8. Decision 5 - Compliant? Processes 3 - 5 all flow through this decision point. Assuming that individuals comply with the requirements of their sentences in the community, they will complete their sentence and flow out of the criminal justice system.
9. Process 7. Violation Process. If individuals have not complied with the requirements of their sentences, there is a violation process which occurs. This typically is an administrative hearing which determines if the individual has in fact violated the terms of his or her sentence.
10. Decision 6 - Innocent? If the individual is not innocent of the violation, then the original sentence can be reimposed. This can involve the individual being placed on a more restrictive form of community supervision or being returned to custody in either prison or jail.
11. Process 8. Continue Supervision. If the individual is found to have not committed the violation, then he or she is continued on CBS through completion of his or her sentence.

People Processing

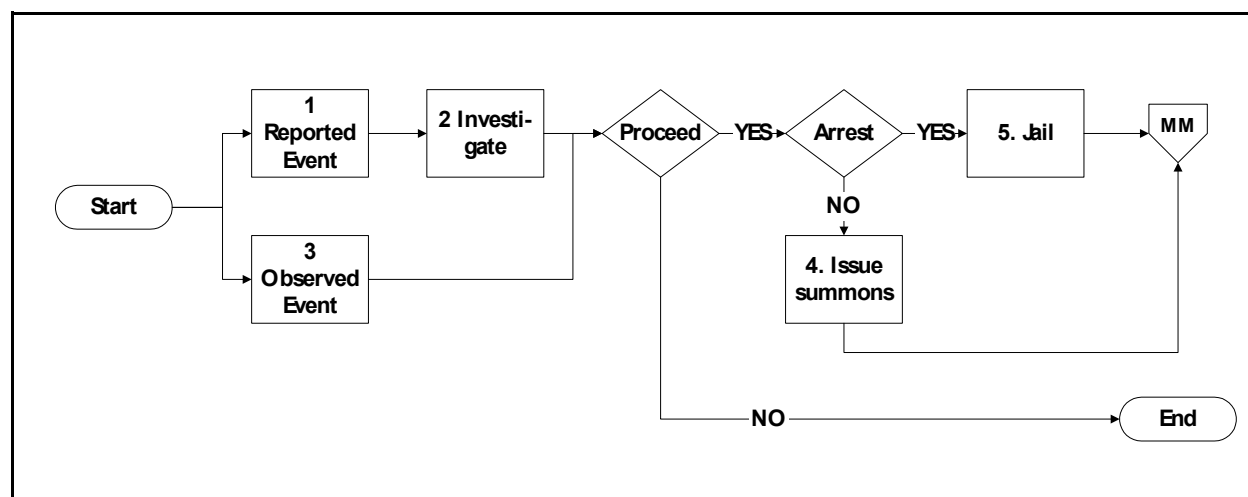
Criminal Event

Figure 8.9 Criminal Event People Processing Flow Chart

1. Process 1. Reported Event. Same as case flow processing.
2. Process 2. Investigate. Same as case flow processing.
3. Process 3. Observed Event. Same as case flow processing.
4. Decision 1 - Proceed? Same as case flow processing.

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5. Decision 2 - Arrest? Except when the law or policy require an arrest, e.g., arrests for domestic violence, the law enforcement officer has considerable discretion about taking the person into custody.
6. Process 4. Issue Summons. If the decision is that taking the person into custody is not required to assure an appearance in court, then the officer issues a summons to appear, typically with a specific date and time.
7. Process 5. Jail. If the decision is that the person should be taken into custody, then the officer arrests the individual and takes them to jail. Given Skagit County's crowding, this does not guarantee that the individual will remain in jail or that the jail will accept the person who has been arrested. In both cases, a summons would then be issued.

Prosecutorial Activities

During this time period, the person may be in custody, pending a first appearance in court, or he or she may be in the community with a summons to appear for an initial court appearance.

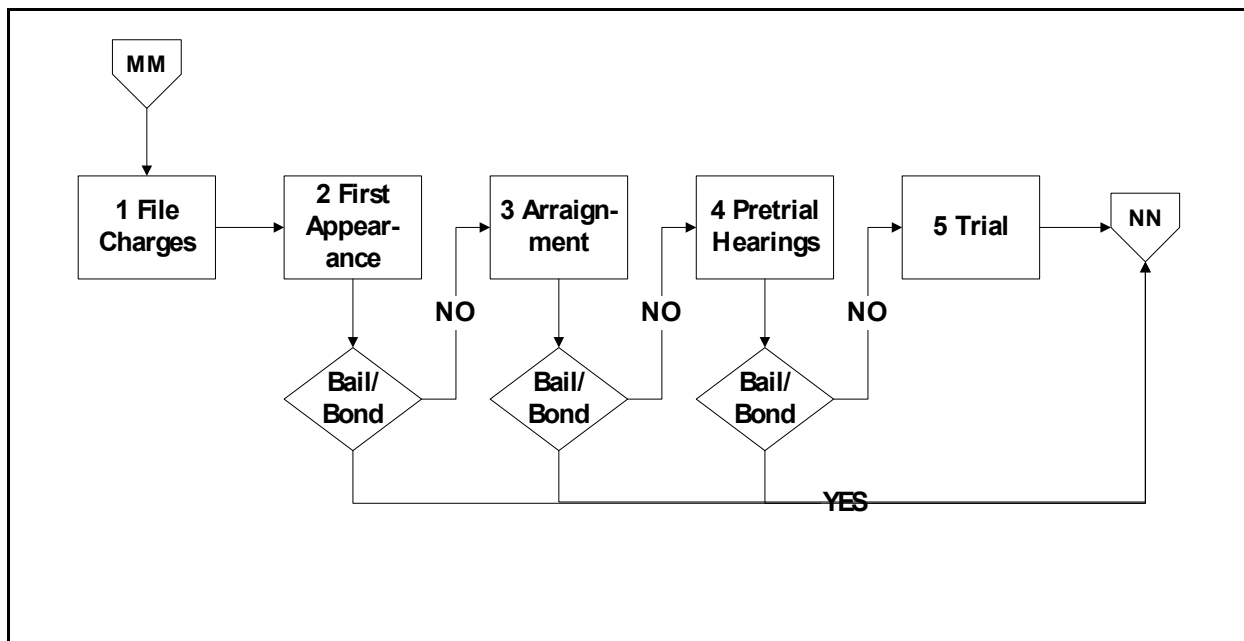
Pretrial Activities

Figure 8.10 Pretrial People Processing Flow Chart

1. Process 1. File Charges. Same as case processing flow chart.
2. Process 2. First Appearance. Same as case processing flow chart.
3. Process 3. Arraignment. Same as case processing flow chart.
4. Process 4. Pretrial Hearings. Same as case processing flow chart.
5. Process 5. Trial. Same as case processing flow chart.
6. Decisions 1- 3 - Bail or Bond? These decision points are the only difference, but they are an important consideration. At each court appearance and between them, the issue of bail or bond can be considered. This means of release is the way in which pretrial detainees are released from custody. The court may allow a personal recognizance bond, which has no financial component, or may require a cash or property bond. At any point in the process,

bail or bond may be reduced or reconsidered. This typically occurs if there has been a change in the circumstances of the case.

Trial

Trial is an event; defendants can either be in custody or in the community during this event.

Sentencing

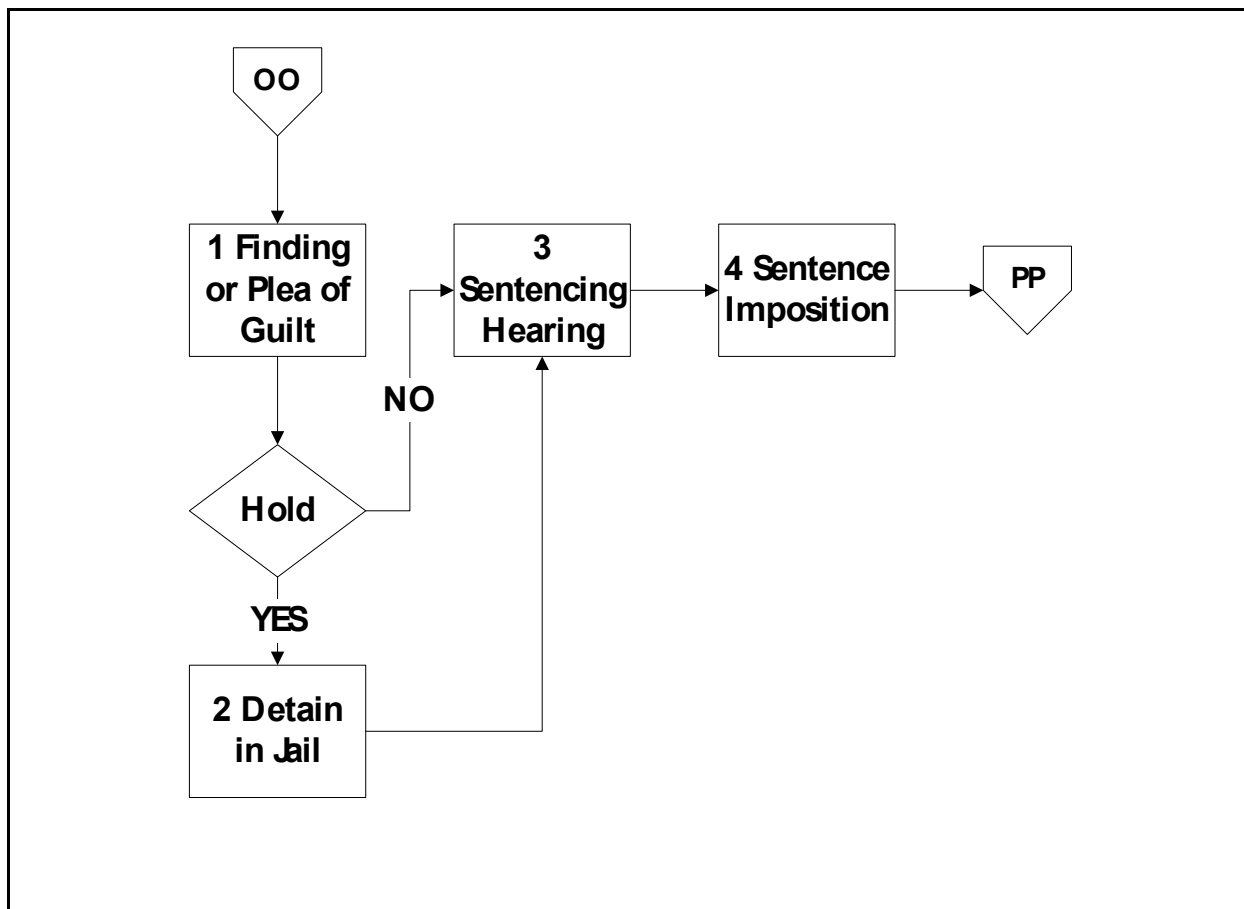


Figure 8.11 Sentencing People Processing

1. Process 1. Finding or Plea of Guilt. Same as case flow processing.
2. Decision 1 - Hold? This decision point differs from case flow processing. It considers whether the defendant should be taken into custody between the time when the finding or plea of guilt occurs and the sentencing hearing. Depending on the defendant and the charge, bond may be continued, allowing the person to remain in the community or may be revoked.
3. Process 2. Jail. If the decision is made to hold the individual pending the sentencing hearing, he or she is jailed.
4. Process 3. Sentencing Hearing. Same as case flow processing
5. Process 4. Sentence Imposition. Same as case flow processing.

Available Alternatives and Additional Information

It is clear from court statistics that common alternative sanctions, including community service, restitution, and fines are commonly used. In addition, the Department of Corrections and the Sheriff's Office also provide a variety of forms of community supervision. DOC focuses their supervision efforts consistent with the level of risk they believe an individual presents in the community. As a result, there appears to be a greater emphasis on supervision of parolees and persons who have a history of violence than property offenders. The Sheriff's Office focuses their community supervision programs on those predominantly sentenced inmates who can live at home, either with or without electronic monitoring, and who can report to the jail for work assignments in the community (a form of community service). Review of at least one additional alternative to incarceration provides some additional insight into how the system is currently behaving.

District Court Probation Trends

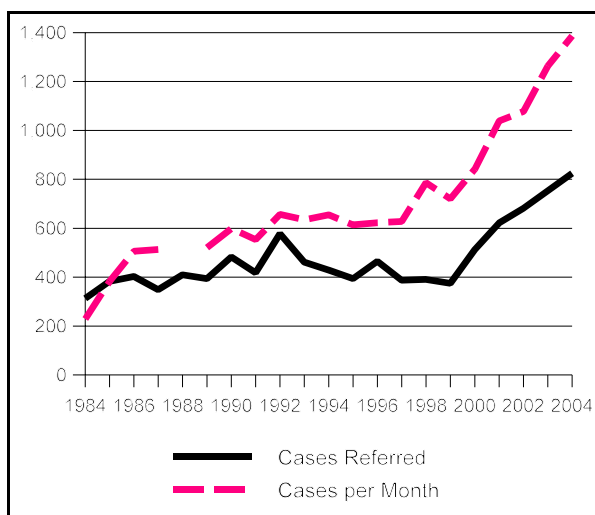


Figure 8.12 District Court Referrals and Average Cases per Month

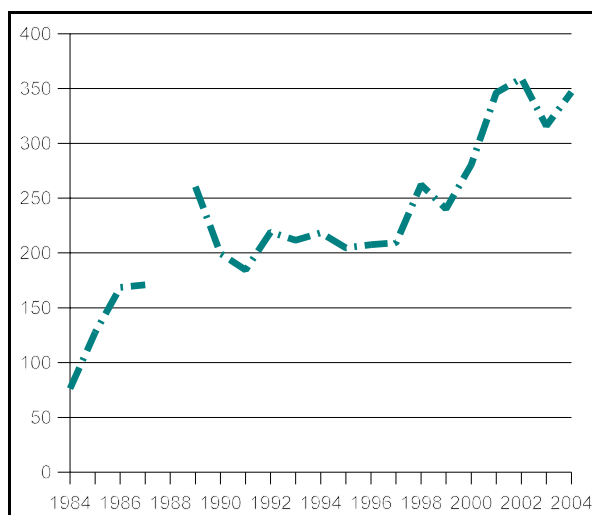


Figure 8.13 Average Caseload

Figure 8.12, Figure 8.13, and Table 8.1 show significant increases in referrals to District Court Probation (164% since 1984), average cases active per month (506%), and average caseload (354%). The increase in District Court Probation FTE's is 33%, and the latest FTE added is grant funded and focused exclusively on domestic violence. Resource constraints of this type have a significant impact on the ability of probation personnel to provide more than very limited monitoring functions.

Year	Cases Referred	Cases per Month	FT E	Average Caseload
1984	313	229	3	76.33
1985	383	383	3	127.67
1986	403	506	3	168.67
1987	349	513	3	171.00
1988	410		3	0.00
1989	394	521	2	260.50
1990	483	599	3	199.67
1991	418	554	3	184.67
1992	578	657	3	219.00
1993	462	635	3	211.67
1994	429	655	3	218.33
1995	394	614	3	204.67
1996	465	623	3	207.67
1997	388	628	3	209.33
1998	391	787	3	262.33
1999	375	721	3	240.33
2000	513	842	3	280.67
2001	622	1,039	3	346.33
2002	682	1,078	3	359.33
2003	753	1,264	4	316.00
2004	825	1,387	4	346.75

Source: District Court Probation Department; 2004 is estimated

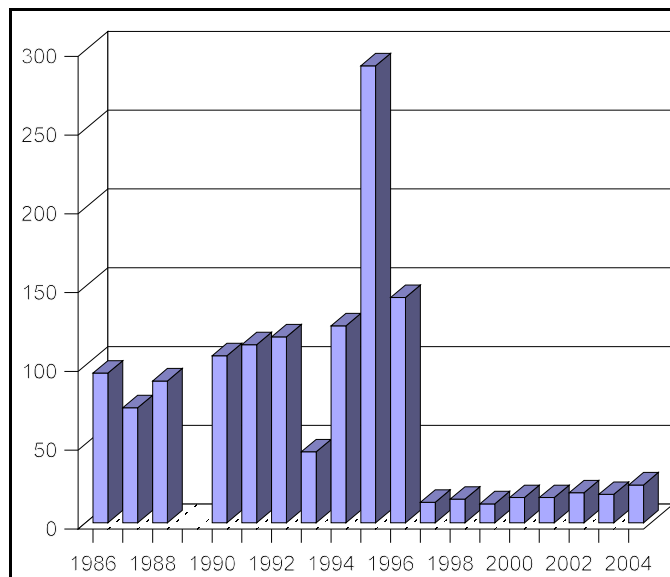


Figure 8.14 District Court Community Service

Figure 8.14 shows that District Court Probation operates a community service program, which has declined in use since 1997. This may be related to both resource constraints and the emergence of a community service program in the Sheriff's Office.

Table 8.1 District Court Probation Statistics

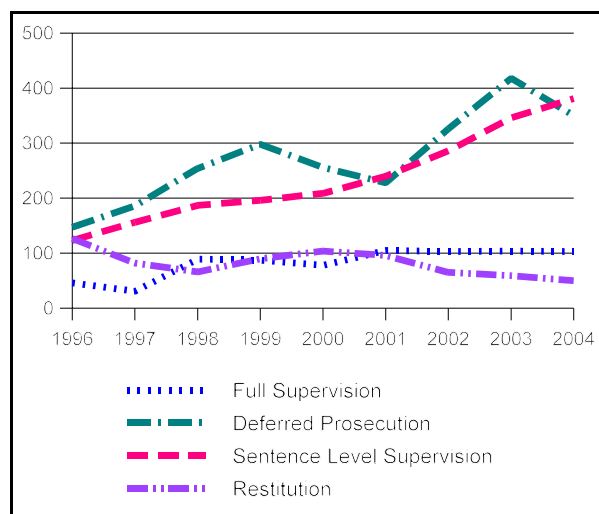


Figure 8.15 Trend in Supervision, Deferred Prosecution, and Restitution

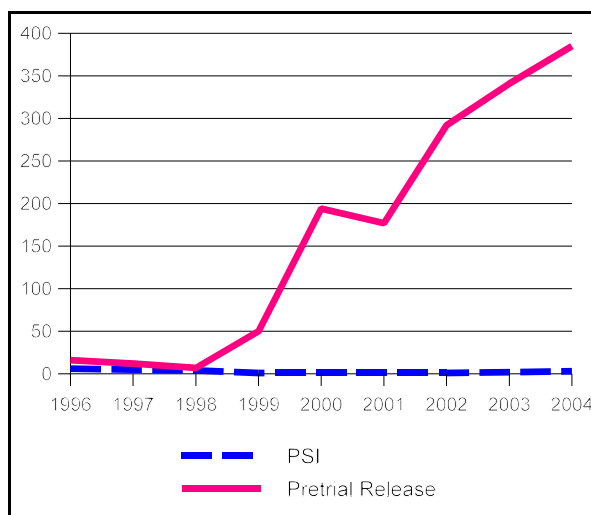


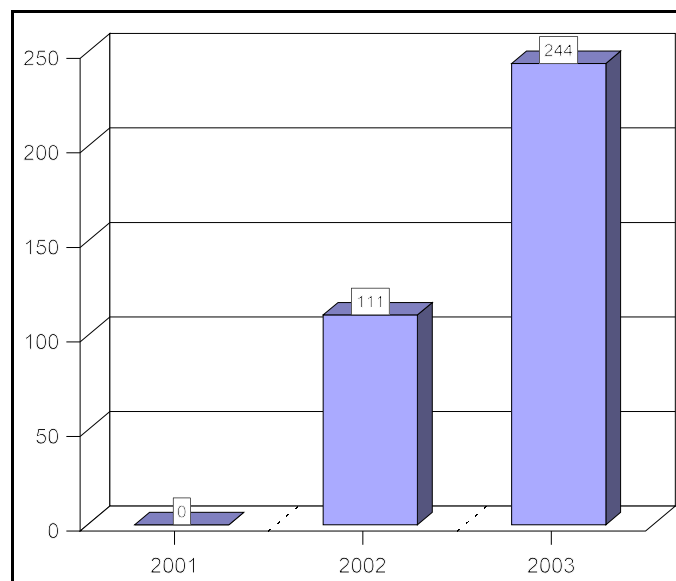
Figure 8.16 Trend in PSI and Pretrial Release

Figure 8.15 shows significant increases in the use of deferred prosecution and sentence level supervision from 1996 to 2004, at 138% and 210% respectively. Full supervision has increased 124%. Figure 8.16 is even more interesting. District Court Pretrial Release supervision was virtually non-existent prior to 1999; since that time, pretrial release supervision has increased 670%.

Section 8. Alternative Sanctions

Year	Community Service Work	PSI	Full Supervision	Deferred Prosecution	Sentence Level Supervision	Restitution	Pretrial Release
1986	95						
1987	73						
1988	90						
1989							
1990	106						
1991	113						
1992	118						
1993	45						
1994	125						
1995	290						
1996	143	6	46	147	123	127	16
1997	13	5	31	186	156	82	12
1998	15	4	89	254	187	66	7
1999	12	1	87	298	196	90	50
2000	16	1	78	256	209	104	194
2001	16	1	105	228	240	96	177
2002	19	1	103	326	286	65	292
2003	18	2	104	418	346	59	341
2004	24	3	103	350	381	50	385

Source: District Court Probation

Table 8.2 Types of Cases Carried (Average per Month)**Felony Backlog****Figure 8.17** Backlog of Felony Cases

The Prosecutor's Office has not been immune from the increased levels of activity in the criminal justice system. Although data is limited, Figure 8.17 shows the backlog that existed in the Prosecutor's Office as of October 2004. This is a significant increase in backlogged cases in the last 2 years; also note that these cases reflect a much higher number of counts and charges within each case.

Conclusions

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.

Section 8. Alternative Sanctions

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.

Section 9. Physical Plant Issues

Introduction

As noted in Section 1 of this document, the jail was planned in the early 1980's with state funding. The jail planning was, as a result, subject to a number of constraints. The most significant of these relate to capacity and flexibility. The State funded 73 beds and the core necessary to support that population; the County funded an additional 10 beds, resulting in a design capacity of 83 inmates. The County also funded the other portions of this facility (Sheriff's Office and District Court). The County was not permitted to oversize the core to provide an easier method of future expansion. The State only funded jail functions; the County was responsible for adding law enforcement and court functions.

Since that time, the jail's population has increased. Other areas of the facility, particularly District Court, have also experienced increased volumes of activities; the Sheriff's Office has also expanded in both size and functions, including sex offender registration and expanded evidence testing. Perhaps the most significant impact has been the increase in the use of automation and technology in a variety of forms. As a result, the physical plant is experiencing the impact of increased population levels it was not designed to accommodate.

Physical Plant Description

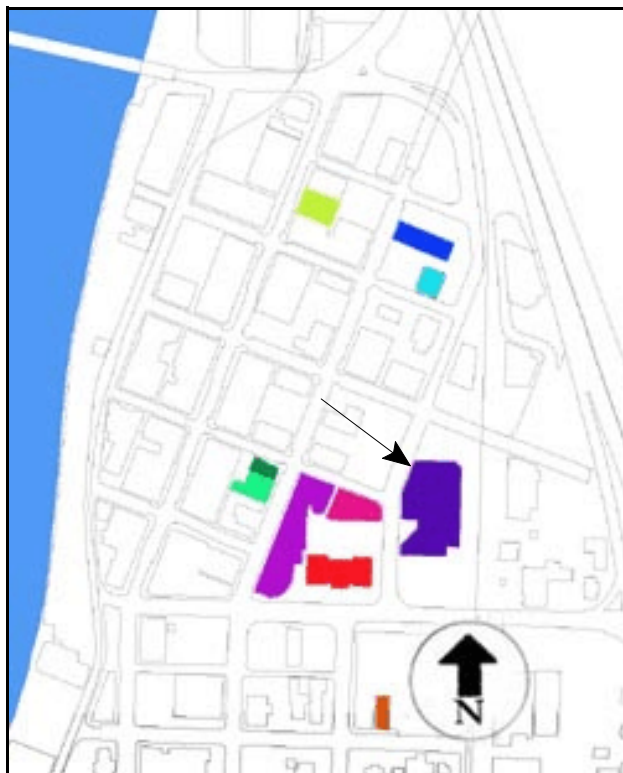


Figure 9.1 Site Location



Figure 9.2 Public Safety Facility from 3rd Street

The Larry E. Moller Public Safety Facility is a three-story masonry facility, located at 600 South 3rd Street in Mount Vernon. The facility is less than a quarter of a mile from I-5 and provides good access to transportation networks and related facilities. The facility is located directly across 3rd Street from the Superior Court and County Administration Building to the West. A parking area which accommodates approximately 40 vehicles separates the facility from Kincaid Street to the South. To the east, an alley separates the facility from an active railroad line and the new

transportation hub. To the north, additional parking areas for law enforcement vehicles and a fueling area separate the facility from neighboring businesses across the street.



Figure 9.3 Public Safety Facility

The jail is a three-story structure. The first floor provides space for the District Courts, the law enforcement functions of the Sheriff's Office, mechanical functions for the facility, the vehicle sallyport, and office space recently vacated by GIS. Figure 9.4 provides the layout of this floor. There are two primary access paths to the second floor. Inmates are transported on an inmate elevator which leads to the vehicle sallyport and their entry point to District Court. Public access occurs via stairs or an elevator leading to the point at which the public check into the jail.

The first floor shows the impact of change in security constraints associated with court facilities. The public entry is a controlled entry which would provide a good-sized public waiting area for the courts. However, security screening, which is now a typical feature of all court facilities, consumes much of the lobby area. In addition, its placement suggests that flow waiting for and after security screening can be mixed.

The shape and size of the vehicle sallyport would have been appropriate for typical booking levels in the 1980's; these would have been approximately half of today's level. More significantly, the Sheriff's Office now participates in the Northwest Cooperative Shuttle Service, which moves prisoners along I-5. This service operated by Whatcom County uses full-sized busses which can not access the vehicle sallyport; the height of the sallyport and the radius of the turn which would be required from the alley are not possible for large vehicles. Since this area also serves as the loading dock, this area has become a problem from a security and logistical perspective.

This level also provides a small holding area for District Court as well as a breath test area. Both of these areas have presented operational problems to the Sheriff's Office. The holding area does not provide appropriate visual separation of male and female inmates, which is a problem given the presence of toilet facilities in the holding areas. The breath test area is not well observed by correctional staff.

The second floor provides space for all jail functions:

- Booking, intake and release,
- Housing,
- Inmate programs,
- Health care,
- Food service,
- Laundry, Storage, and
- Staff support functions.

Figure 9.5 provides the layout of the second floor.

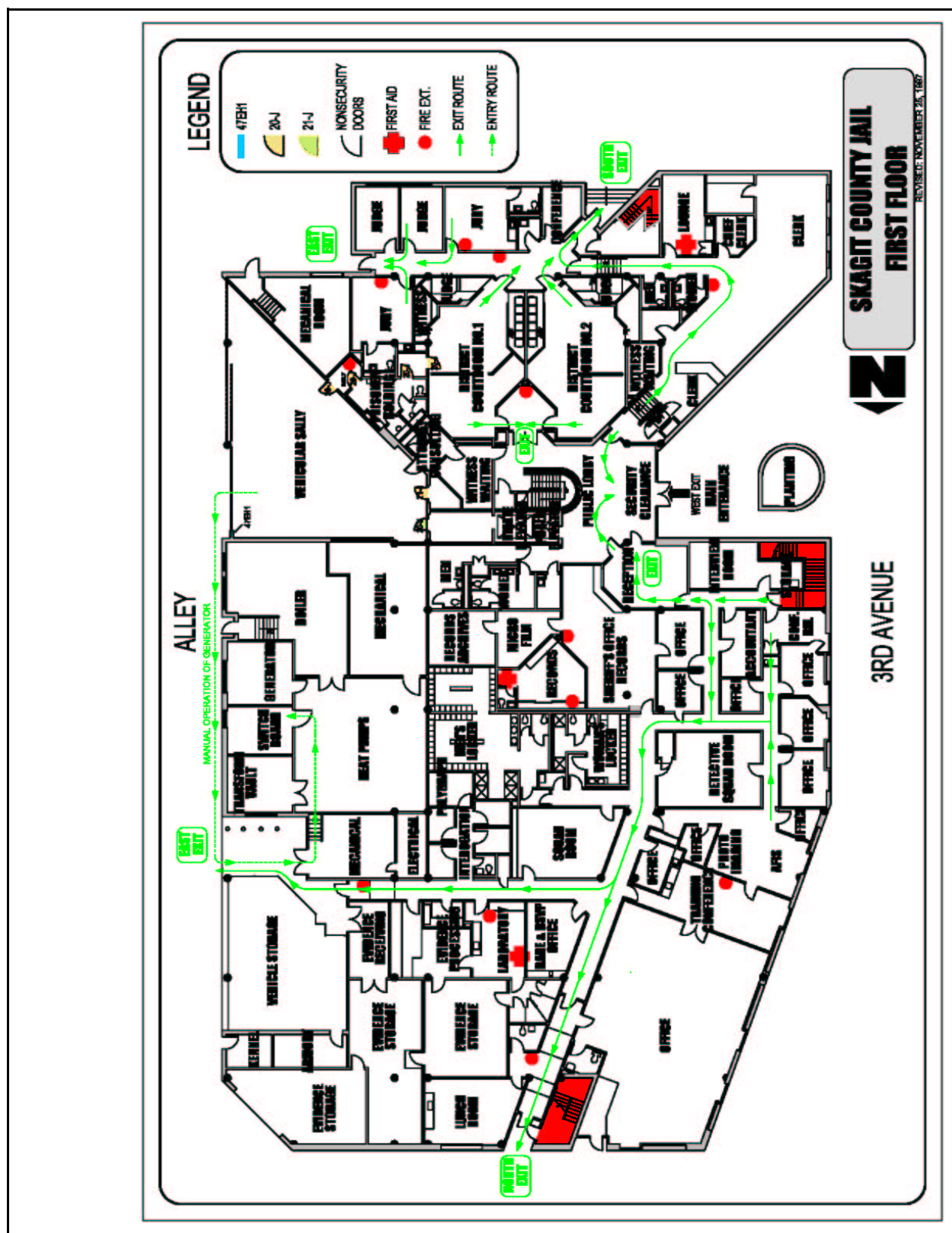


Figure 9.4 First Floor Public Safety Facility

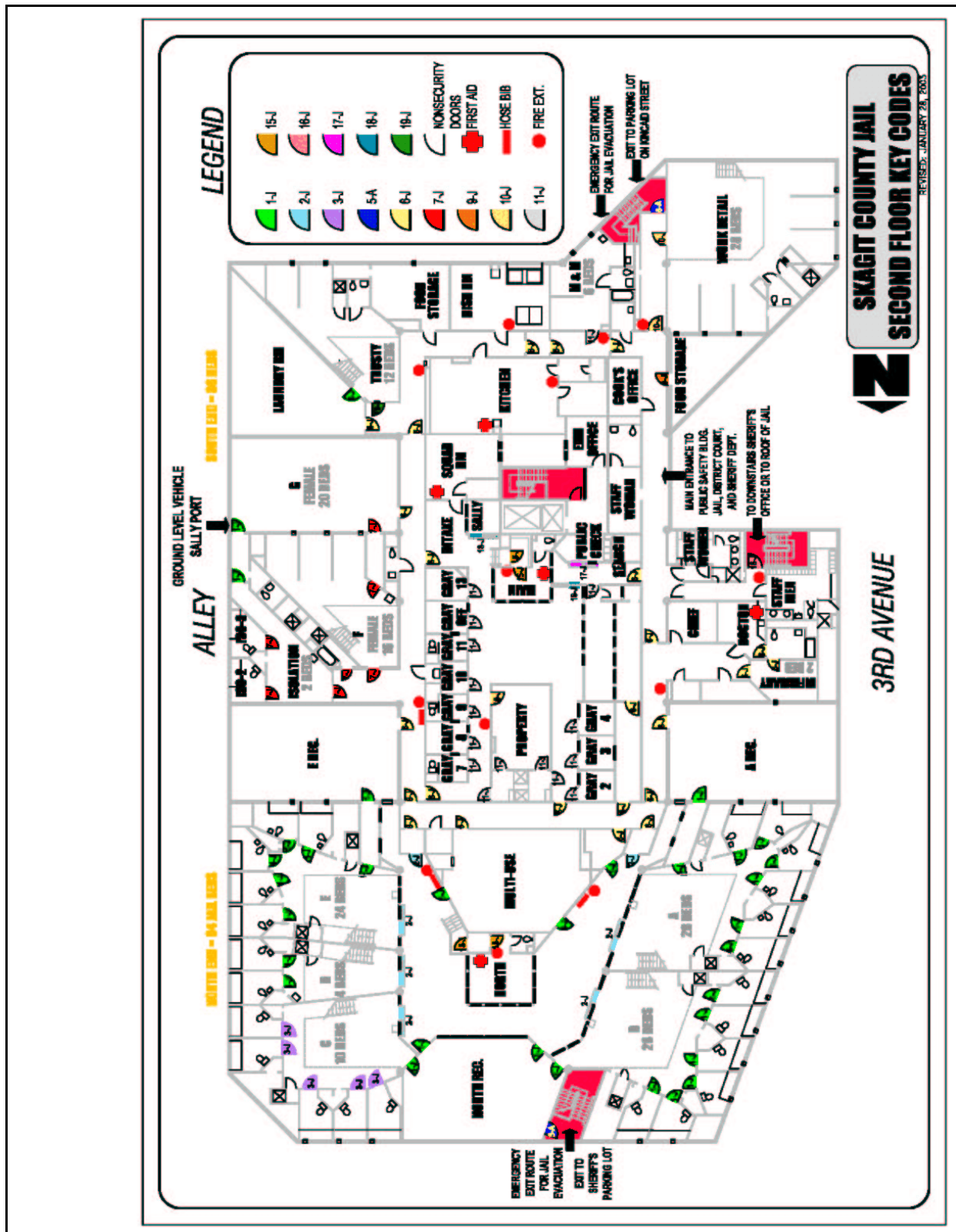


Figure 9.5 Second Floor Public Safety Facility

Section 9. Physical Plant Issues

The consultant met with operating staff of the Sheriff's Office to describe the problems they experience operating the facility. This meeting resulted in a 9 page list of issues that staff experience regularly. This section attempts to summarize these issues and to focus on those issues which merit attention as planning efforts proceed. It is worth noting that many of these problems stem from two factors:

- the constraints placed on the County to restrict core size when the facility was planned, resulting in few options, and
- the crowding which results when the facility must hold a population that is approximately two and one-half times it was designed to serve.

Neither of these factors are the "fault" of the planners and given the funding issues at the time, it is clear that the County had little choice but to accept these constraints. However, this experience may prove instructional in the current planning efforts by illustrating how important the issue of flexibility and expandability can be.

Booking, Intake, Release, Court Movement, and Facility Entry



Figure 9.7 Booking from Central Control



Figure 9.6 Booking Desk

This area is one of the most problematic in the facility because of how the constraints of the initial design have blended with today's volume of activities. All movement into and out of the facility occurs through this area. This includes bookings, releases, court movement and transportation, deliveries, staff and inmate movement from north to south housing, and public entry to the facility. For small facilities (less than 100 beds), this presents relatively few problems; however, for Skagit's facility today, this area becomes a "choke point" in which most functions have to stop when there is movement in this area.

Observation of this area is both a strength and a weakness. While this area is very visible to central control, it is also visible to the public just outside control. Since this area can be one of the most volatile, it can present the opportunity for inappropriate visual interactions. This area is also immediately adjacent to the only area inside the perimeter designated for staff (the squad room). Given the ease with which conversations in one area can be overheard in another, there is significant potential for inmates to overhear staff conversations. Because the squad room is immediately adjacent to the area in which arresting officers from other agencies bring their prisoners, there is considerable potential for arresting officers to congregate in this area, potentially delaying their return to the street.

Section 9. Physical Plant Issues

Managing an out of control prisoner in this area can be difficult although the jail does make use of a restraint chair. Holding cells are located farther into the booking room away from the entry point. In addition, these cells are the only “high observation” areas in the facility. When a prisoner needs to be held away from other inmates because of his or her disruptive behavior, these are the only areas available. This, in turn, tends to disrupt booking and reduces the number of cells in this area that are available for new inmates.



Figure 9.8 Booking “Offices”

A number of these cells have been turned into interview rooms and office areas, because no other space is available. The lack of space in this area results in additional demands on staff. Because there is no space for inmates to wait for a short period of time, inmates are searched, showered and dressed into the facility. When bail or bond occurs very quickly (15% of all bookings are released within 8 hours of arrest), this results in staff time which could be put to other purposes if a reasonable area for inmate waiting were available.

Booking shows the most obvious evidence of the impact of automation on jail operations. Computers, printers and live-scan fingerprint systems use much of the available space at the

booking desk; this is technology that is required for these functions, but is not easily accommodated in the facility.

Storage in booking has become a problem because of the volume of inmates now being processed. Inmate files are kept at this location, and there are many more now than when the facility opened. Valuable property is kept in the secure boxes below the desk; at present, there are often more prisoners than boxes. These storage boxes, in conjunction with the computer equipment, results in poor work ergonometics. There are no seated workstations, and the lack of ability to adjust the work equipment level makes these problematic standing workstations. For some staff, the location of the equipment blocks their view of the booking room. Additional property is maintained in the property room, which is equally full.

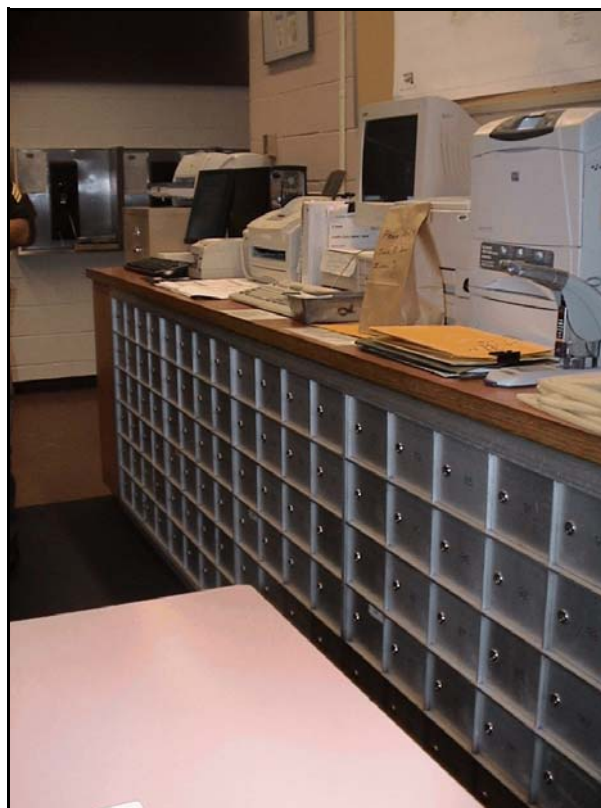


Figure 9.9 Storage at the Booking Desk

Section 9. Physical Plant Issues



Figure 9.10 Property Room

The jail was designed for podular, single occupancy housing which was to be operated with a remote style of inmate supervision. Staff are posted in a housing unit control in the north area; there is no comparable control in the south area. North housing provides for 54 cells, which now hold up to 98 inmates. Cell sizes are appropriate for single occupancy, but are not adequately sized for more than one inmate. The initial design of these housing units were very effective; exercise areas were immediately adjacent to housing, allowing inmates to move to exterior rec, without moving through facility circulation. As rec areas were converted to housing, this strong design element has been compromised.

The south area holds lower security inmates and accommodates 86 inmates, primarily in dormitory settings. This is manageable for male inmates housed in the area, but has become an issue for female inmates. There are only 2 cells which can be used to house female inmates who present behavioral problems. In addition, much of this housing has been created from former rec areas.

Booking activities have increased to the extent that it now can regularly take 1-2 hours to book someone from start to finish. If booking results in the need to search and shower someone, there is only one search and shower area, slowing the process.

Lack of storage space in the facility has led to the practice of using the inmate property area for general storage. This tends to make this area more accessible in general than it should be.

This area has become one of the most troublesome in the facility. Its problems stem from its being the single entry/egress point in the facility, from the increased volume and "single station" flow (there is only one of everything, resulting in the need to process people one at a time).

Housing

Housing Unit	# Cells	Capacity	Use
North			
A	14	28	General population
B	14	28	Intake
C	10	10	Lock down
D	4	4	Segregation, mental health
E	12	24	General population
Subtotal	54	94	
South			
F1	2	2	Female Isolation
F2	1	16	Female dorm
G	1	20	Female dorm
Inmate Workers	1	12	Inside workers dorm
Work detail	1	28	Male dorm
M&M	1	6	Female work release
Infirmary	1	2	
Subtotal	8	86	
Total	62	180	

Table 9.1 Housing Unit Configuration

Section 9. Physical Plant Issues

**Figure 9.11** Interior of Housing Unit

This area of the facility has been strongly affected by crowding. Most cells are double occupancy in the square footage required for one, and at times, a third person has been introduced into the cell by putting a mattress on the floor. Day space and showers are also not large enough for the inmate population using them.

**Figure 9.12** Dorm Housing**Figure 9.13** Cell Vandalism**Figure 9.14** Cell Vandalism

The predictable interaction of crowding, podular remote supervision and a staffing level stretched to carry out all of the activities required in the facility is vandalism of cell areas. Vandalism sets in motion two undesirable trends: the further reduction in available cells for the incoming population and the unintended message that there is no consequence for misbehavior or destruction of county property.

**Figure 9.15** Blind Spots in Housing**Figure 9.16** Circulation Area in North Housing**Figure 9.18** Housing Unit Control**Figure 9.17** Storage Areas in Housing

Podular remote supervision requires the observation of housing areas from a remote location, usually a control center. In addition, areas are provided for roving staff to look into housing areas. Figure 9.18 shows the housing. Problems associated with security technology will be discussed in more detail at a later date, but it is worth noting that the location of equipment can restrict the control officer's view of portions of the housing units. In addition, on the circulation path surrounding the units, there are observation areas created for rovers. Figure 9.17 shows one such area, which is being used to store maintenance equipment too large to place in a storage area. The

unintended consequence of these areas are a series of “blind spots,” such as the one seen in Figure 9.15. Beyond these issues, the volume of inmates held in housing is such that storage is inadequate, resulting in items frequently being stored in the circulation corridor, where they are accessible to anyone passing by.

Security and Control



Figure 9.19 Central Control

As noted earlier, central control has a view of bookings and primary public access points. The security controls have not been upgraded since the facility was constructed and the hard-wired graphics control panel makes it extremely difficult to change or upgrade control systems. All of the intercoms, CCTV panels and switches are well into their life cycle.

Functionally, central control has a number of responsibilities in addition to its responsibility for overall facility security. This post also receives all telephone calls and the public. At activity levels which were present when the facility was designed, this was an effective solution. However, these interactions now tend to distract the control operator from his or her

primary security responsibilities. Placement of the monitors and controls also makes them directly visible to the public.



Figure 9.20 Visiting from Central Control

Finally, this is also a difficult post to work. The shape of the control panel (long and narrow) results in controls being distributed from one end of the area to the other. It is not ergonomic and there is considerable evidence of “wear and tear” in the area.

Visiting

All family visiting is non-contact; options for professional visiting are limited to the space available in the booking area. Visiting has a disproportionate impact on central control, since control observes and registers visitors. Visiting occurs after normal business hours, resulting in the need for control to admit visitors on both the first and second levels of the

facility. Unfortunately, there is no area to properly screen visitors before they are allowed into the jail and visiting occurs after downstairs security screening is closed.

Inmate Programs



Figure 9.21 Multi-use Room



Figure 9.22 Storage in Multi-use Room

The jail has one multi-use area that can be used for educational and counseling programs. This area is located directly behind housing control in the north area and is observable from control only when the officer is not observing circulation. This area is used for AA meetings.

Community based inmate programs include electronic home monitoring and work crews. These functions were never planned when the facility was. Staff of this unit are located in an office which was developed outside the jail on the second floor, which is an appropriate location for them. However, interview, office and storage space is inadequate. In addition, staff assigned to this function must use computer resources in the booking area.

Health Care



Figure 9.23 Clinic

Health care services are far more complex today than when the jail was initially occupied. The clinic area is located in a single room and is no longer adequate in size for the functions carried out there. In addition, there is only a single cell in the infirmary. This area is not easily observable and does not provide for adequate separations. There are no negative pressure environments. Professional work areas are mingled with exam areas resulting in a significant lack of privacy for both professionals who work in the area and inmates who are treated there.

Facility Support Services

**Figure 9.24** Kitchen Prep Area**Figure 9.25** Deliveries in the Kitchen

The food service function currently lacks space to prepare and store meals for the population now held in the facility. The prep area is not large enough to prepare and stage meals for decentralized dining. As a result, a temporary serving line is established. While expansion into the former laundry has provided some additional storage area, food service still lacks adequate cold and frozen storage areas.



In addition, the process for receiving deliveries is inefficient at best. Deliveries are received through the sallyport; sallyport dimensions and turning radius dictate that deliveries will be received from the alley and downloaded into the sallyport. Deliveries are then moved up the secure elevator to the storage areas. Deliveries contribute to the “choke point” in the booking area. In addition, it is impossible to move items on pallets through this path, resulting in the need to break all palletized deliveries down.

The laundry area has high quality equipment, which appears to be in good condition, but the storage area for this function is also severely restricted. These restrictions have led to the development of a variety of creative storage solutions.

**Figure 9.27** Items Stored in Circulation**Figure 9.28** Access to Housing Control with Stored Items

Creative storage solutions range from stacking items in corridors, to using the side of stairs, to building shelving above work surfaces. While these may address the storage issues, from a security and safety standpoint, it is not desirable to have these items routinely kept in circulation areas used by inmates. They have the potential to become areas in which contraband can be hidden.

Staff Areas

**Figure 9.29** Squad Room

As the jail population has increased, staff responsibilities have. However, little space was provided for staff use beyond the squad room. Additional locker space had to be created outside the public entry of the jail to accommodate the number of female staff who now work in the facility. The squad room serves as briefing and break room.

There is no meeting space provided inside the jail. As a result, confidential interactions, such as professional meetings or consultation regarding inmates, may take place in areas which do not provide appropriate levels of auditory privacy.

Jail administrative offices, which have frequent interaction with the public, are also located inside the secure perimeter of the facility. This requires public access for functions which could easily and more appropriately occur outside the secure perimeter.

Mechanical and Systems



Figure 9.30 Ventilation in Housing Control

The County has invested a considerable amount of time and resources to maintain the mechanical systems of this facility. The heat pump is scheduled to be replaced in 2005-6; the roof was replaced approximately two years ago.

However, it is clear that this building is about twenty years into its life-cycle. As the building continues to age, the County will need to reinvest and upgrade systems and equipment. In particular, the security systems and equipment are dated; control panels have failed, resulting in the need to go to a keyed operation, which increases security risks.

Environmentally, there is some evidence that the heating and cooling system are struggling with the demand in this facility; it is very likely that the expanded use of computers and other electronic equipment, together with the higher population levels, increases the heating level that the building systems must manage. Control areas were consistently hot (during a relatively cool time of the year) and stuffy. Air movement in a number of the cell and housing areas did not appear to be adequate, which also may result from population levels. Finally, lighting levels in the facility result in its being relatively dark, even during periods when there should have been adequate natural light.

Conclusion

1. In spite of the fact that this section has focused on 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.

Section 10. Population Projections

Introduction

Jurisdictions make decisions about the size facility that they need in several ways:

- Some use a statistical technique called population forecasting to help them arrive at a number by analyzing their past practices and projecting them out into the future.
- Some use another statistical technique called modeling or computer simulation to develop a picture of their future population based on modification of some current practices.

In this section, population forecasting will be used to identify a baseline population (the size facility that would be needed if the County just continues to do its “jailing business” in the future as it has in the past. The analysis will consider the impact of changes which have been developed in the last three years in that process.

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:

1. Modifying the baseline to include known changes in criminal justice practices, and
2. 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.

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 2025 population of 139,253
- the medium estimate of County growth suggests a 2025 population of 164,797, and
- the high estimate of County growth suggests a 2025 population of 198,992.

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	% Change
US	76	98	144	178	222	192%
NE	54	82	126	144	193	257%
Midwest	49	67	85	116	155	216%
South	98	113	171	235	297	203%
West	100	129	185	187	221	121%
Washington	68	84	128	141	183	169%
Skagit County		46	106	123	164	257%

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 10.1 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 1999, the incarceration rate increased 192%. 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 1999, incarceration rates in the West increased 121%. Washington State has traditionally had some of the lowest incarceration rates in the West. Between 1978 and 1999, incarceration rates in the State increased 169%. 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 257%, 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 10. 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	104,804	143	136
2002	106,061	150	141
2003	108,112	180	166
2004	110,164	188	171

Population estimates 2001 - 2005 are 101% of low estimate (actual variance of state 2000 projection and census)
ADP prior to 2000 may include inmates on home monitoring and community service work.

Table 10.2 Skagit County Incarceration Rate

inmates who were on electronic monitoring. What is noteworthy, that since 2001, the incarceration rate has increased substantially until it 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.

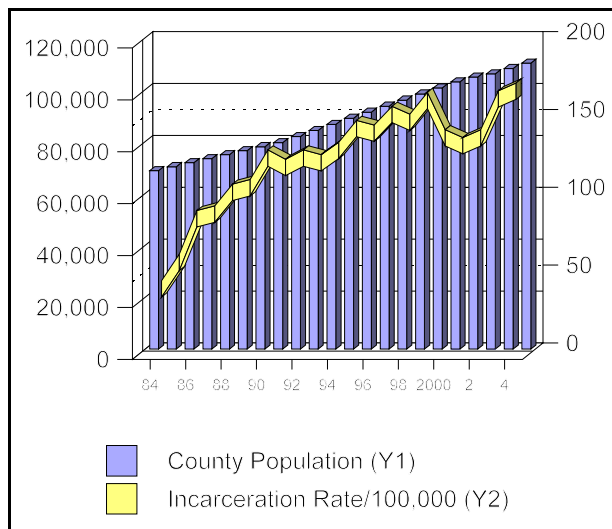


Figure 10.1 Skagit County Population Growth and Incarceration Rate

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

Section 10. Population Projections

Year	Population Estimate				Dif Med & Low	75% of difference
	Low	Medium	High	Best Guess		
2005	106,914	113,136	121,451	111,581	6,222	4,667
2010	113,902	123,807	137,054	121,331	9,905	7,429
2015	121,467	135,717	154,785	132,155	14,250	10,688
2020	130,891	150,449	176,627	145,560	19,558	14,669
2025	139,253	164,797	198,992	158,411	25,544	19,158

Table 10.3 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.

Low Baseline				
Year	Future Population	Expected Incarceration Rate	Expected Facility ADP	Required Capacity
2005	106,914	177	189.22	218
2010	113,902	209	237.63	273
2015	121,467	240	291.84	336
2020	130,891	272	355.90	409
2025	139,253	304	422.69	486
Medium Baseline				
Year	Future Population	Expected Incarceration Rate	Expected Facility ADP	Required Capacity
2005	113,136	177	200.23	230
2010	123,807	209	258.29	297
2015	135,717	240	326.08	375
2020	150,449	272	409.08	470
2025	164,797	304	500.23	575
Best Guess Baseline				
Year	Future Population	Expected Incarceration Rate	Expected Facility ADP	Required Capacity
2005	111,581	177	197.48	227
2010	121,331	209	253.12	291
2015	132,155	240	317.52	365
2020	145,560	272	395.78	455
2025	158,411	304	480.85	553

Table 10.4 Baseline Scenarios for Future Jail Capacity

Section 10. Population Projections

High Baseline				
Year	Future Population	Expected Incarceration Rate	Expected Facility ADP	Required Capacity
2005	121,451	177	214.95	247
2010	137,054	209	285.93	329
2015	154,785	240	371.89	428
2020	176,627	272	480.25	552
2025	198,992	304	604.03	695

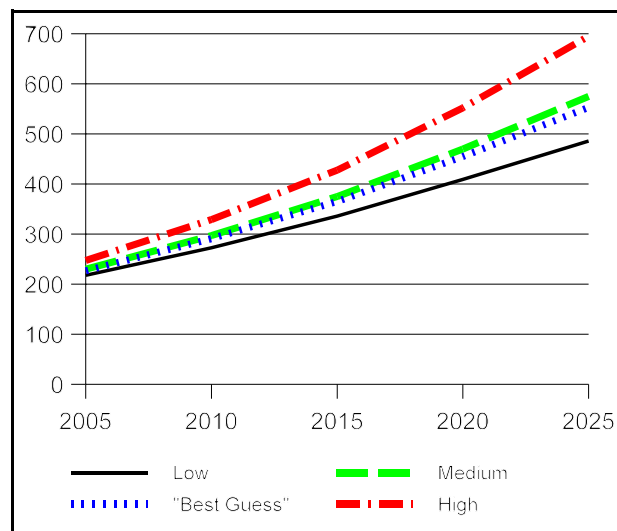


Figure 10.2 Projected Jail Capacity Scenarios

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.

“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).

These two focus areas identified at least two strategies.

1. To enhance efficiency, two strategies were developed for the target pretrial population. The most discussed was the use of a case expeditor whose function is to manage the flow of cases through the jail. In addition, given the degree to which release on recognizance is already used, it may make considerable sense to look at strategies for low risk offenders that will expedite the release process. At least two options were noted: the potential for enhanced arraignment hours and the potential use of enhanced pre-trial release services. All of these options will require some commitment of human resources to these functions.
2. To reduce recidivism, there is a wealth of information about programs that work. The target population in this group is sentenced inmates in all categories. Skagit County already has in place at the Sheriff's Office a number of community-based sanctions, including electronic monitoring and restorative justice work crews. The missing component is to link these community-based programs with more extensive programming in the facility, particularly substance abuse treatment and MRT approaches. These can be paired with a variety of other community based services, such as life-skills, anger management, and employment programs. In a Community Justice Center concept, inmates who start the program in the facility can receive services which can continue while they are on community based sanctions.

Section 10. Population Projections

This scenario is based on the implementation of these options.

	# Bookings	DAYS	AVG LOS	Planned Days	Planned Reduction	Method
Alien	2	1.86	0.93	0.93	50%	case expediter
Other	237	1,788.92	7.55	894.46	50%	case expediter
Presentence DUI	591	3,222.20	5.45	2,577.76	20%	case expediter/ROR policy
Presentenced Felon	1,043	22,521.98	21.59	19,143.68	15%	case expediter
Presentenced Misdemeanant	1,949	5,113.21	2.62	2,556.61	50%	case expediter/ROR policy
Presentenced Other	10	88.29	8.83	44.15	50%	case expediter
Presentenced Traffic	654	1,355.85	2.07	677.92	50%	ROR policy
Probation or Parole Violation	163	1,259.31	7.73	1,259.31	0%	case expediter
Sentenced DUI	496	15,538.41	31.33	12,430.73	20%	move to community sanction
Sentenced Felon	302	13,593.19	45.01	12,233.87	10%	move to community sanction
Sentenced Misdemeanant	552	8,517.37	15.43	6,813.90	20%	move to community sanction
Sentenced Other	4	135.57	33.89	101.68	25%	move to community sanction
Sentenced Probation Violation	30	837.74	27.92	837.74	0%	
Sentenced Traffic	301	3,734.50	12.41	1,867.25	50%	move to community sanction
Unknown	48	101.50	2.11	50.75	50%	
Totals	6,382	77,809.91	12.19	61,490.73		
ADP of 2003 sample		213.18		168.47		
Bookings to be impacted by case manager				3,995	10.95	per day
Days reduced				16,319.17	21%	
Average LOS of all bookings =					12.19	
Average LOS of all bookings with changes =					9.64	

Table 10.5 “What If” Scenario Assumptions

A reduction target is established for each inmate classification and the most likely method to achieve that reduction is also identified. Since accountability of inmates in the community is a key element to their success, no reduction of probation and/or parole violation time is suggested. Overall, if these target are met, then the average length of stay should be reduced from 12.19 days to 9.64 days with a 21% reduction in days spent in jail. The consultant notes that a comparable jurisdiction exceeded this reduction (26% in the first year of operation). Personnel resource commitments were for 3 FTE (1 case expediter and 2 staff who monitored compliance with court orders and intervened before non-compliance occurred). The most likely population in the jail for this group would include sentenced felons who used to receive this type of supervision from the Department of Corrections.

If these strategies were in place during 2004, then the County’s incarceration rate would have been 155/100,000 rather than 170/100,000. A slower increase in the incarceration rate would also have resulted. Based on these assumptions, then two additional scenarios are constructed based on the “best guess” and high estimates of County growth.

Section 10. Population Projections

Best Guess Baseline with Lower Incarceration Rate				
Year	Future Population	Expected Incarceration Rate	Expected Facility ADP	Resulting Capacity
2005	111,581	160	179.08	206
2010	121,331	186	225.67	260
2015	132,155	211	279.50	321
2020	145,560	237	344.97	397
2025	158,411	262	415.82	478
High Baseline with Lower Incarceration Rate				
Year	Future Population	Expected Incarceration Rate	Expected Facility ADP	
2005	121,451	195	194.92	224
2010	137,054	255	254.91	293
2015	154,785	327	327.36	376
2020	176,627	419	418.60	481
2025	198,992	522	522.34	601

Table 10.6 “What If” Scenarios

These assumptions result in the need for approximately 320 beds in 2015, based on the “best guess” and approximately 375 beds, based on the high estimate of County growth. The 2025 capacity requirements are approximately 475 and 600 beds, respectively.

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.
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.

Section 11. 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.

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 an average of 44 months from the beginning of design to occupancy, the County must begin to move this project forward.

Recommendations

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:

Section 11. Conclusions and Recommendations

- a. Develop a case expediter 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.
 - 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.
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.
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.
5. The consultant recommends that the County defer a final decision on capacity and location until preliminary pre-architectural programming has been completed. Initial findings suggest that the County should plan:
 - a. The core of the facility to accommodate 600 - 700 inmates, which is projected to last until the County reaches a population of 200,000 and
 - b. An initial housing capacity of approximately 375 beds, which is projected to last until the County reaches a population of 150,000.
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. County Population Projection by Age Cohort

Age	2000	2005	2010	2015	2020	2025	Increase	% change
<i>Total Population</i>								
0-4	6,718	7,412	8,568	9,777	10,613	11,190	4,472	67%
5-9	7,560	7,435	8,157	9,383	10,839	11,657	4,097	54%
10-14	7,894	8,330	8,117	8,877	10,365	11,848	3,954	50%
15-19	7,927	8,608	8,939	8,669	9,632	11,082	3,155	40%
20-24	5,826	7,315	7,899	8,224	8,102	8,917	3,091	53%
25-29	5,871	6,694	8,445	9,011	9,299	9,173	3,302	56%
30-34	6,492	6,861	7,647	9,605	10,488	10,648	4,156	64%
35-39	7,452	7,190	7,461	8,272	10,603	11,461	4,009	54%
40-44	7,932	7,908	7,537	7,799	8,766	11,156	3,224	41%
45-49	7,862	8,343	8,235	7,833	8,199	9,145	1,283	16%
50-54	7,007	8,186	8,617	8,483	8,166	8,496	1,489	21%
55-59	5,167	7,212	8,379	8,805	8,752	8,397	3,230	63%
60-64	4,237	5,325	7,400	8,581	9,109	9,022	4,785	113%
65-69	3,731	4,330	5,424	7,539	8,829	9,354	5,623	151%
70-74	3,790	3,641	4,216	5,296	7,441	8,705	4,915	130%
75-79	3,236	3,350	3,222	3,744	4,760	6,713	3,477	107%
80-84	2,293	2,546	2,651	2,569	3,023	3,882	1,589	69%
85+	1,984	2,450	2,893	3,250	3,463	3,951	1,967	99%
Total	102,979	113,136	123,807	135,717	150,449	164,797	61,818	60%
% between 20-34	18%	18%	19%	20%	19%	17%		
<i>Male Population</i>								
0-4	3,448	3,793	4,383	5,000	5,426	5,722	2,274	66%
5-9	3,853	3,817	4,173	4,799	5,542	5,961	2,108	55%
10-14	4,028	4,244	4,165	4,538	5,300	6,058	2,030	50%
15-19	4,156	4,415	4,578	4,466	4,949	5,691	1,535	37%
20-24	3,002	3,744	3,963	4,125	4,090	4,491	1,489	50%
25-29	2,934	3,419	4,293	4,486	4,620	4,594	1,660	57%
30-34	3,268	3,476	3,957	4,950	5,287	5,351	2,083	64%
35-39	3,723	3,633	3,794	4,294	5,484	5,794	2,071	56%
40-44	3,867	3,945	3,804	3,961	4,546	5,767	1,900	49%
45-49	3,903	4,057	4,099	3,948	4,157	4,734	831	21%
50-54	3,483	4,038	4,165	4,196	4,092	4,285	802	23%
55-59	2,564	3,539	4,082	4,203	4,280	4,162	1,598	62%
60-64	2,101	2,592	3,562	4,103	4,271	4,339	2,238	107%
65-69	1,776	2,105	2,592	3,568	4,158	4,320	2,544	143%
70-74	1,784	1,716	2,033	2,516	3,507	4,087	2,303	129%
75-79	1,476	1,534	1,479	1,765	2,216	3,107	1,631	111%
80-84	937	1,095	1,148	1,119	1,359	1,730	793	85%
85+	679	852	1,044	1,198	1,289	1,520	841	124%
Total	50,982	56,014	61,314	67,235	74,573	81,713	30,731	60%
% between 20-34	18%	19%	20%	20%	19%	18%		

Appendix A

Age	2000	2005	2010	2015	2020	2025	Increase	% change
<i>Female Population</i>								
0-4	3,270	3,619	4,185	4,777	5,187	5,468	2,198	67%
5-9	3,707	3,618	3,984	4,584	5,297	5,696	1,989	54%
10-14	3,866	4,086	3,952	4,339	5,065	5,790	1,924	50%
15-19	3,771	4,193	4,361	4,203	4,683	5,391	1,620	43%
20-24	2,824	3,571	3,936	4,099	4,012	4,426	1,602	57%
25-29	2,937	3,275	4,152	4,525	4,679	4,579	1,642	56%
30-34	3,224	3,385	3,690	4,655	5,201	5,297	2,073	64%
35-39	3,729	3,557	3,667	3,978	5,119	5,667	1,938	52%
40-44	4,065	3,963	3,733	3,838	4,220	5,389	1,324	33%
45-49	3,959	4,286	4,136	3,885	4,042	4,411	452	11%
50-54	3,524	4,148	4,452	4,287	4,074	4,211	687	19%
55-59	2,603	3,673	4,297	4,602	4,472	4,235	1,632	63%
60-64	2,136	2,733	3,838	4,478	4,838	4,683	2,547	119%
65-69	1,955	2,225	2,832	3,971	4,671	5,034	3,079	157%
70-74	2,006	1,925	2,183	2,780	3,934	4,618	2,612	130%
75-79	1,760	1,816	1,743	1,979	2,544	3,606	1,846	105%
80-84	1,356	1,451	1,503	1,450	1,664	2,152	796	59%
85+	1,305	1,598	1,849	2,052	2,174	2,431	1,126	86%
Total	51,997	57,122	62,493	68,482	75,876	83,084	31,087	60%
% between 20-34	17%	18%	19%	19%	18%	17%		

Appendix B. Part I Crime by Agency

Agency	1998	1999	2000	2001	2002	2003
Part 1 Offenses						
Anacortes	583	569	455	585	590	499
Burlington	1113	1175	1169	1099	1370	1239
La Conner	58	38	45	not reported		
Mount Vernon	2189	2256	2222	2351	2187	2447
Sedro Wooley	571	587	548	582	789	840
Skagit County SO	1553	1748	1620	1760	1740	2110
Swinomish Tribal	8	5	44	97	85	82
Subtotal	6075	6378	6103	6474	6761	7217
Part 1 Offense Rate/1,000						
Anacortes	41.9	39.6	30.9	39.2	39.6	33
Burlington	201.4	208.5	204.9	152.9	190.5	169.4
La Conner	74.8	47.5	51.7	not reported		
Mount Vernon	97.1	99.4	1.9	88.2	82	90.4
Sedro Wooley	73.2	73.3	67.4	66.1	89.6	92.5
Skagit County SO	32.8	36.2	33	37.7	37.2	44.6
Swinomish Tribal	not calculated					
County Total	62	63.9	60.1	62.1	64.8	68.1
Violent Crimes						
Anacortes	13	13	7	14	19	11
Burlington	16	21	24	18	28	15
La Conner	1	1	1	not reported		
Mount Vernon	56	47	44	59	69	75
Sedro Wooley	19	19	15	17	18	28
Skagit County SO	41	60	47	60	59	94
Swinomish Tribal	2	4	3	4	4	4
Subtotal	148	165	141	172	197	227
Violent Crime Rate/1,000						
Anacortes	0.9	0.9	0.5	0.9	1.3	0.7
Burlington	2.9	3.7	4.2	2.5	3.9	2.1
La Conner	1.3	1.3	1.1	not reported		
Mount Vernon	2.5	2.1	1.9	2.2	2.6	2.8
Sedro Wooley	2.4	2.4	1.8	1.9	2	3.1
Skagit County SO	0.9	1.2	1	1.3	1.3	2
Swinomish Tribal	not calculated					
County Total	1.5	1.7	1.4	1.6	1.9	2.2
Murder						
Anacortes	0	0	0	0	0	0
Burlington	0	0	1	0	0	0
La Conner	0	0	0	not reported		
Mount Vernon	1	0	0	1	2	0
Sedro Wooley	0	1	0	0	0	0
Skagit County SO	1	1	3	2	2	1
Swinomish Tribal	0	0	0	0	0	0
Subtotal	2	2	4	3	4	1

Appendix B. Part I Crime by Agency

Agency	1998	1999	2000	2001	2002	2003
Rape						
Anacortes	3	1	3	0	4	2
Burlington	4	12	6	9	9	7
La Conner	0	0	0	not reported		
Mount Vernon	14	8	14	22	24	22
Sedro Wooley	7	5	2	3	5	8
Skagit County SO	15	8	10	15	18	35
Swinomish Tribal	1	0	1	2	1	0
Subtotal	44	34	36	51	61	74
Robbery						
Anacortes	4	4	2	0	4	2
Burlington	6	1	12	6	10	6
La Conner	0	0	0	not reported		
Mount Vernon	28	18	19	22	14	22
Sedro Wooley	0	6	1	8	5	5
Skagit County SO	6	10	5	7	6	12
Swinomish Tribal	0	0	0	0	0	0
Subtotal	44	39	39	43	39	47
Aggravated Assault						
Anacortes	6	8	2	14	11	7
Burlington	6	8	5	3	9	2
La Conner	1	1	1	not reported		
Mount Vernon	13	21	11	14	29	31
Sedro Wooley	12	7	12	6	8	15
Skagit County SO	19	41	29	36	33	46
Swinomish Tribal	1	4	2	2	3	4
Subtotal	58	90	62	75	93	105
Property Crimes						
Anacortes	570	556	448	571	571	488
Burlington	1097	1154	1145	1081	1342	1224
La Conner	57	37	44	not reported		
Mount Vernon	2133	2209	2178	2292	2118	2372
Sedro Wooley	552	568	533	565	771	812
Skagit County SO	1512	1688	1573	1700	1681	2016
Swinomish Tribal	6	1	41	93	81	78
Subtotal	5927	6213	5962	6302	6564	6990
Property Crime Rate/1,000						
Anacortes	41	38.7	30.5	38.3	38.3	32.3
Burlington	198.6	204.8	200.7	150.3	186.6	167.3
La Conner	73.5	46.3	50.6	not reported		
Mount Vernon	94.6	97.3	94.6	85.9	79.4	87.7
Sedro Wooley	70.7	70.9	65.6	64.2	87.6	89.4
Skagit County SO	31.9	34.9	32	36.4	36	42.6
Swinomish Tribal	not calculated					
County Total	60.5	62.2	58.7	60.5	62.9	66

Appendix B. Part I Crime by Agency

Agency	1998	1999	2000	2001	2002	2003
Arson						
Anacortes	2	1	1	5	3	1
Burlington	10	1	5	12	7	8
La Conner	0	0	0	not reported		
Mount Vernon	10	9	19	12	16	22
Sedro Wooley	4	0	7	4	5	0
Skagit County SO	3	2	0	1	3	15
Swinomish Tribal	0	0	0	0	0	0
Subtotal	29	13	32	34	34	46
Burglary						
Anacortes	75	78	57	84	119	97
Burlington	118	130	112	86	120	138
La Conner	3	6	7	not reported		
Mount Vernon	258	409	268	206	216	293
Sedro Wooley	61	85	83	89	132	158
Skagit County SO	389	502	463	507	489	652
Swinomish Tribal	3	0	8	34	29	29
Subtotal	907	1210	998	1006	1105	1367
Larceny						
Anacortes	482	462	371	457	428	365
Burlington	935	956	968	935	1123	1012
La Conner	53	31	35	not reported		
Mount Vernon	1769	1714	1785	1971	1774	1948
Sedro Wooley	471	463	411	439	576	589
Skagit County SO	1050	1104	1017	1083	1069	1191
Swinomish Tribal	2	0	28	49	48	48
Subtotal	4762	4730	4615	4934	5018	5153
Motor Vehicle Theft						
Anacortes	11	15	19	25	21	25
Burlington	34	67	60	48	92	66
La Conner	1	0	2	not reported		
Mount Vernon	96	77	106	103	112	109
Sedro Wooley	16	20	32	33	58	65
Skagit County SO	70	80	93	109	120	158
Swinomish Tribal	1	1	5	10	4	1
Subtotal	229	260	317	328	407	424

Appendix C. Most Serious Offense (All Bookings)

Charge	#	%
Abandon Dependent-3rd Degree	1	0.02%
Aim/discharge Firearms	1	0.02%
Alien Possession Firearm W/o Permit	3	0.05%
Anhydrous Ammonia - Theft	1	0.02%
Animal Cruelty 1st	1	0.02%
Animals at Large	2	0.03%
Arson 1st Degree	2	0.03%
Arson 2nd Degree	2	0.03%
Assault 1st Degree	20	0.31%
Assault 1st DVPA	3	0.05%
Assault 2nd Bodily Harm	2	0.03%
Assault 2nd Degree	37	0.58%
Assault 2nd DVPA	8	0.13%
Assault 2nd Weapon	2	0.03%
Assault 3rd	37	0.58%
Assault 3rd DVPA	5	0.08%
Assault 4th Degree	117	1.83%
Assault 4th Degree DVPA	624	9.78%
Assault Custodial	1	0.02%
Assault Firearm DV	1	0.02%
Assault of Child 1st Degree	1	0.02%
Assault of Child 2nd Degree	1	0.02%
Assault of Child 3rd Degree	5	0.08%
Attempt to Aid & Abet	1	0.02%
Attempt to Elude	22	0.34%
Bail Jump-Gross Misdemeanor or Misdemeanor	1	0.02%
Burglary	12	0.19%
Burglary 1st Degree	13	0.20%
Burglary 1st Degree DVPA	2	0.03%
Burglary 2nd Degree	50	0.78%
Burglary DVPA	1	0.02%
Burglary/assault person	1	0.02%
Carry/exhibit/draw Dangerous Weapon	1	0.02%
Child Molestation 1st	11	0.17%
Child Molestation 2nd Degree	1	0.02%
Child Molestation 3rd Degree	2	0.03%
Civil Complaints	22	0.34%
Contribute Delinquency Minor	2	0.03%
Contempt of Court	6	0.09%
Criminal Attempt/Murder or Arson	1	0.02%
Criminal Mistreat 1st	1	0.02%
Criminal Mistreat 2nd	1	0.02%
Criminal Solicitation C Felony	1	0.02%
Criminal Trespass 1st	7	0.11%
Criminal Trespass 1st DVPA	2	0.03%
Criminal Trespass 2nd	52	0.81%
Criminal Trespass 2nd DVPA	2	0.03%
Criminal Attempt	2	0.03%
Criminal Contempt	2	0.03%
Criminal Impersonation	1	0.02%
Dangerous Weapons	12	0.19%
Deliver Controlled Substance	7	0.11%

Appendix C. Most Serious Offense (All Bookings)

Charge	#	%
Disarm Law Enforcement Officer	1	0.02%
Disorderly Conduct	77	1.21%
Dog Violation	1	0.02%
Driver Under 21-consuming Alcohol	16	0.25%
DUI	1,163	18.22%
Dump Solid Waste W/o Permit	1	0.02%
DWLS/R	45	0.71%
DWLS/R 1st Degree	43	0.67%
DWLS/R 2nd Degree	61	0.96%
DWLS/R 3rd Degree	638	10.00%
DWLS/R 3rd Degree(historical)	3	0.05%
Escape	1	0.02%
Escape 1st Degree	9	0.14%
Escape 2nd Degree	1	0.02%
Escape 3rd Degree	2	0.03%
Fail to Appear	11	0.17%
Fail to Deliver Leased Personal Proper	7	0.11%
Fail to Obey Officer	1	0.02%
Fail to Register/Sex Offender	19	0.30%
Fail Transfer Title	6	0.09%
False Reporting	4	0.06%
False Statement to Public Servant	34	0.53%
False Swearing	2	0.03%
Firearms Offenses	6	0.09%
Fish Closed Season	1	0.02%
Fish Closed Waters	1	0.02%
Fish/game Violation	2	0.03%
Forgery	82	1.28%
Fail to Obey Police Officer	1	0.02%
Fail to Process Abandoned Vehicle	1	0.02%
Fugitive From Justice	42	0.66%
Furnish Liquor to Minor	12	0.19%
Harass Telephone Call	6	0.09%
Harass Telephone DVPA	3	0.05%
Harassment	25	0.39%
Harassment DVPA	20	0.31%
Harboring a Runaway	1	0.02%
Hit and Run	21	0.33%
Hit Run Unattended	17	0.27%
Hold for Other Agency	384	6.02%
Identity Theft	5	0.08%
Immoral Comm/minor	2	0.03%
Indecent Exposure	5	0.08%
Indecent Liberties	1	0.02%
Interfere W/report Dom Viol-DV	4	0.06%
Intimidate Public Servant	1	0.02%
Kidnap 2nd	2	0.03%
Kidnap 2nd DVPA	1	0.02%
Kidnaping 1st Degree	1	0.02%
Kidnaping 1st DVPA	1	0.02%
Kidnaping DVPA	1	0.02%
Luring	1	0.02%
Make-have Burglar Tool	3	0.05%
Mal Misch 1st Degree	6	0.09%
Mal Misch 1st DVPA	1	0.02%

Appendix C. Most Serious Offense (All Bookings)

Charge	#	%
Mal Misch 2 >250	2	0.03%
Mal Misch 2nd Degree	21	0.33%
Mal Misch 2nd DVPA	6	0.09%
Mal Misch 3rd Degree	41	0.64%
Mal Misch 3rd DVPA	28	0.44%
Mal Misch Pub Servant	1	0.02%
Malicious Harassment	1	0.02%
Malicious Mischief	1	0.02%
Material Witness	1	0.02%
Minor In Possession	50	0.78%
Minor In Possession 2nd Offense (Or More)	70	1.10%
Murder 1 Degree	1	0.02%
Neg Driving 1st (Criminal)	128	2.01%
No Proration/trp per	1	0.02%
NVOL (Criminal)	4	0.06%
NVOL with ID (Infraction)	1	0.02%
NVOL Without ID (Criminal)	41	0.64%
Obstruct Law Enforcement Officer	86	1.35%
Operating a Vessel DUI	1	0.02%
Physical Control Vehicle Under Influence	16	0.25%
Possession Controlled Substance W/o RX	16	0.25%
Possession Drug Paraphernalia	92	1.44%
Possession Marijuana <40 g	140	2.19%
Possession Stolen Prop 1st	28	0.44%
Possession Stolen Prop 2nd	42	0.66%
Possession Stolen Prop>250	2	0.03%
Possession Stolen Property 3rd	12	0.19%
Possession of Stolen Firearm	5	0.08%
Possession W/intent to Manufacture	1	0.02%
Probation/parole Violation	254	3.98%
Probate/guard Violation	5	0.08%
Provoking Assault	1	0.02%
Provoking Assault-DVPA	3	0.05%
Racing	2	0.03%
Rape 1st	2	0.03%
Rape 2 Force-compulsion	1	0.02%
Rape 3rd	1	0.02%
Rape Child 1st Degree	9	0.14%
Rape Child 1st Degree	4	0.06%
Rape Child 2nd Degree	2	0.03%
Rape-2nd Degree	3	0.05%
Reckless Burning-2nd Degree	1	0.02%
Reckless Driving	74	1.16%
Reckless Endangerment 1st Degree	3	0.05%
Reckless Endangerment 2nd Degree	11	0.17%
Reckless Endangerment 2nd DVPA	3	0.05%
Refusal to Sign NOI	1	0.02%
Refuse Info/coop Officer	2	0.03%
Reg Del W/o RX	2	0.03%
Render Criminal Assistance-2nd	2	0.03%
Residential Burglary	50	0.78%
Residential Burglary DVPA	4	0.06%
Resisting Arrest	3	0.05%
Robbery 1st Degree	12	0.19%
Robbery 2nd Degree	7	0.11%

Appendix C. Most Serious Offense (All Bookings)

Charge	#	%
Robbery/Deadly Weapon	1	0.02%
Schedule I,II,III Other	1	0.02%
Schedule I/II Narcotic	6	0.09%
Stalking-DVPA	1	0.02%
Superior Court Truancy Warrant	3	0.05%
Taking Vehicle W/o Permission	27	0.42%
Theft 1st Degree	74	1.16%
Theft 2nd Credit Card	2	0.03%
Theft 2nd Degree	105	1.65%
Theft 2nd Property/services	3	0.05%
Theft 3rd Degree	347	5.44%
Theft Leased Property	1	0.02%
Theft of Firearm	3	0.05%
Traffic Stolen Property 1st	8	0.13%
Traffic Stolen Property	9	0.14%
Uttering Insufficient Bank Check	38	0.60%
Unlawful Possession Firearm	23	0.36%
Unlawful Possession Legal Drug	2	0.03%
Unlawful Carry Conceal Weapon	1	0.02%
Unlawful Firearms	5	0.08%
Unlawful Hunt Big Game 2nd	2	0.03%
Unlawful Imprisonment	1	0.02%
Unlawful Imprisonment DVPA	3	0.05%
Unlawful Possession Legend Drug	2	0.03%
Unlawful Recreational Fish 2nd	3	0.05%
Vehicle Assault-under Influence	5	0.08%
Vehicle Prowling 2nd Degree	20	0.31%
Vehicular Assault	19	0.30%
Vehicular Homicide	3	0.05%
Violation Temp Order Dissolution Decree	2	0.03%
Violation Civil Anti-harassment Order	3	0.05%
Violation Disposition Order	1	0.02%
Violation DUI Restrictions	6	0.09%
Violation No Contact Ord DV Post Trial	11	0.17%
Violation No Contct Ord DV Pre Trial	32	0.50%
Violation No Contact Order Post Trial	14	0.22%
Violation No Contact Order Pre Trial	19	0.30%
Violation Protection Order	44	0.69%
Violation Protection Order DVPA	46	0.72%
Violation Restraining Order	7	0.11%
Violation Restraining Order DVPA	8	0.13%
Voyeurism	1	0.02%
Violation Uniform Controlled Substance Act	247	3.87%
Total	6,382	100.00%

Appendix D. Most Serious Offense (Long-term Inmates)

Charge	#	%
Alien Possession Firearm W/o Permit	2	0.34%
Arson 2nd Degree	1	0.17%
Assault 1st Degree	9	1.53%
Assault 1st DVPA	2	0.34%
Assault 2nd Bodily Harm	1	0.17%
Assault 2nd Degree	19	3.24%
Assault 2nd DVPA	3	0.51%
Assault 3rd	13	2.21%
Assault 3rd DVPA	3	0.51%
Assault 4th Degree	8	1.36%
Assault 4th Degree DVPA	7	1.19%
Assault Custodial	1	0.17%
Assault Firearm DV	1	0.17%
Assault of Child 3rd Degree	2	0.34%
Attempt to Elude	4	0.68%
Burglary	2	0.34%
Burglary 1st Degree	4	0.68%
Burglary 2nd Degree	18	3.07%
Burglary DVPA	1	0.17%
Burglary/assault person	1	0.17%
Child Molestation 1st	4	0.68%
Civil Complaints	2	0.34%
Contribute Delinquency Minor	1	0.17%
Contempt of Court	1	0.17%
Criminal Attempt/murder or Arson	1	0.17%
Criminal Trespass 1st	1	0.17%
Criminal Attempt	2	0.34%
Delivery Controlled Substance	4	0.68%
DUI	144	24.53%
DWLS/R	5	0.85%
DWLS/R 1st Degree	6	1.02%
DWLS/R 3rd Degree	11	1.87%
Escape 1st Degree	5	0.85%
Escape 2nd Degree	1	0.17%
Fail to Register/Sex Offender	3	0.51%
Fail Transfer Title	3	0.51%
Forgery	16	2.73%
Fugitive From Justice	10	1.70%
Harassing Telephone Calls	1	0.17%
Harassment	1	0.17%
Harassment DVPA	2	0.34%
Hit and Run	3	0.51%
Hold for Other Agency	21	3.58%
Identity Theft	2	0.34%
Intimide Public Servant	1	0.17%
Kidnap 2nd DVPA	1	0.17%
Kidnaping 1st Deg	1	0.17%
Luring	1	0.17%

Appendix D. Most Serious Offense (Long-term Inmates)

Charge	#	%
Malicious Misch 2nd Deg	4	0.68%
Malicious Misch 3rd Deg	1	0.17%
MIP	2	0.34%
MIP 2nd Offense (Or More)	1	0.17%
Murder 1 Degree	1	0.17%
Neg Driving 1st (Criminal)	3	0.51%
Obstruct Law Enforcement Officer	1	0.17%
Poss Cs W/o RX	5	0.85%
Poss Marijuana <40 g	5	0.85%
Possession Stolen Property 1st	10	1.70%
Possession Stolen Property 2nd	9	1.53%
Possession of Stolen Firearm	1	0.17%
Possession W/intent to Manufacture	1	0.17%
Probation/Parole Violation	19	3.24%
Rape 1st	2	0.34%
Rape 2 Force-compulsion	1	0.17%
Rape 3rd	1	0.17%
Rape Child 1st Degree	6	1.02%
Rape Child 2nd Degree	2	0.34%
Rape-2nd Degree	2	0.34%
Reckless Driving	8	1.36%
Reckless Endangerment 1st Deg	2	0.34%
Residential Burglary	8	1.36%
Robbery 1st Degree	8	1.36%
Robbery 2nd Degree	1	0.17%
Robbery/Deadly Weapon	1	0.17%
Schedule I/II Narcotic	4	0.68%
Taking Vehicle W/o Permission	6	1.02%
Theft 1st Degree	16	2.73%
Theft 2nd Degree	16	2.73%
Theft 3rd Deg	12	2.04%
Traffic Stolen Property 1st	3	0.51%
Traffic Stolen Property	2	0.34%
Unlawful Possession Firearm	5	0.85%
Unlawful Firearms	3	0.51%
Vehicle Assault-under Influence	3	0.51%
Vehicular Assault	7	1.19%
Vehicular Homicide	1	0.17%
Violation DUI Restrictions	1	0.17%
Violation No Contact Order DV Post Trial	1	0.17%
Violation No Contact Order DV Pre Trial	3	0.51%
Violation No Contact Order Post Trial	1	0.17%
Violation No Contact Order Pre Trial	1	0.17%
Violation Protection Order	1	0.17%
Violation Protection Order DVPA	3	0.51%
Violation Restraining Order DVPA	1	0.17%
Violation Uniform Controlled Substance Act	36	6.13%
Total	587	100.00%