



Island County, WA

JAIL NEEDS ASSESSMENT & FEASIBILITY STUDY

FINAL REPORT | July 2025

This document contains the report of findings and/or best opinion of the authors at the time of issue.

This Document is prepared by CGL Companies

Distribution limited to Island County, Washington

Copyright © 2025 CGL Companies

This work was created in the performance of work for Island County, Washington. Any copyright in this work is subject to the Government's Unlimited Rights license as defined in FAR 52-227.14. The reproduction of this work for commercial purposes is strictly prohibited. Nongovernmental users may copy and distribute this document in any medium, either commercially or noncommercially, provided that this copyright notice is reproduced in all copies. Nongovernmental users may not use technical measures to obstruct or control the reading or further copying of the copies they make or distribute. Nongovernmental users may not accept compensation of any manner in exchange for copies. All other rights reserved.



Contents

Executive Summary	1
Chapter 1: Introduction	5
Methodology	5
Major Issues	6
Chapter 2: Existing Conditions	8
Facility Condition Assessment	9
Site	9
Adult Jail and Annex Building Overview	12
Juvenile Detention Center Overview	15
Juvenile Detention Center Interior Configuration	17
Facility Assessment Findings	18
Annex Building: County Departments	18
Annex Building: Jail Functions	19
Jail Building	19
Juvenile Detention Center	20
Operational Assessment	21
Housing	21
Intake and Release	24
Medical Services	25
Behavioral Health & Inmate Programs	26
Support Services	27
Staffing	28
Juvenile Detention Center Evaluation	29
Housing	29



Intake and Release/Visiting/Medical/Property	30
Programs	32
Staffing	32
Support Services	33
Maintenance (Jail and JDC)	33
Operational Assessment Ratings	35

Chapter 3: Needs Assessment 42

Data Analysis 42

Methodology	42
Historic At-Risk Populations	44
Crime Statistics	45
Historical Jail Intake and Population Data	49
Population Attributes	51

Population Projections 54

Base Model Assumptions:	55
-------------------------	----

Facility Profile 59

Bedspace	60
Facility Size	64

Chapter 4: Development Options 67

Site Assessments 67

Assumptions for All Sites	68
---------------------------	----

Site Option 1: Solid Waste Transfer Site 69

Site Option 2: NW 1st Street Site 71

Site Option 3: Existing Jail Site 75



APPENDICES

A. Existing Facility Code and Construction Assessment

B. Cost Estimates

Executive Summary

The Island County Sheriff's Office (ICSO) provides law enforcement and adult jail services for persons in pre-trial custody and offenders sentenced to local detention. The existing jail was constructed in 1982, except for portions of the jail operation housed in the 1972 Annex Building. The juvenile detention facility (JDC) was completed in 2006. Today, the jail houses both male and female county detainees at all classification levels from booking through pre-trial through disposition of sentence, as well as a small number of detainees under contracts with outside agencies. The JDC provides pre-trial holding and services for Island County offenders between the ages of 8 and 18.

In summary, the purpose of this report is to: 1) describe and evaluate the physical condition and operational efficiency of the existing facilities and identify deficiencies; 2) forecast the bed, program and support space needs for the next few decades; and 3) present the County with options to address the needs.

The condition of the Island County Jail negatively impacts the Sheriff's mission. The building is not ADA accessible, and it lacks many common safety and ligature resistant features which are standard in contemporary jails. The building would be very difficult and costly to repair, renovate and expand, and it is unlikely that a capital investment of that magnitude would result in a jail that meets modern standards. The poor condition contributes to the consulting team's determination that eleven of the fifteen operational components assessed do not reflect modern correctional practices or the goals of the agency.

The assessment of the Juvenile Detention Center is more positive, which is not unexpected as it was constructed more recently than the jail. However, several of the arguably more important components (e.g., Staffing, Detainee Programs, Behavioral Health, Housing) are falling well short of meeting the stated goals of the juvenile justice system program managers.

Analyses of the current inmate profile and the forecasted inmate population are included herein and were essential to formulating the facility options for the County's consideration. An average annual Average Daily Population (ADP) of 122 inmates is forecasted by 2040. While the forecast helps anticipate how many individuals may be detained in the coming years, it's important to consider capacity thresholds when interpreting these projections. Running a jail at or near 100% capacity creates significant operational and safety challenges – reducing flexibility in housing assignments,

straining resources, and increasing the risk of violence, medical emergencies, etc. According to national standards and research from the National Institute of Corrections (NIC), jails ideally operate below 85% of their rated capacity to maintain safe and effective operations.

Therefore, the 2040 bedspace requirement for Island County includes a 15% bump over the population forecast, resulting in a requirement for 140 beds, not including beds in the Infirmary, Behavioral Segregation cells, or Intake beds that may be constructed to accommodate persons anticipated to have a brief length of stay. The estimated size of the replacement adult jail is 56,000 square feet. The estimated size of a replacement juvenile facility is 18,650 square feet.

The feasibility analysis began with an initial screening of eight potential sites. Three County-owned sites were selected for further analysis of development potential and estimated cost of construction. The assumptions that were made to perform the analyses are included in this report. Some key exclusions for the cost estimates are project soft costs, temporary housing, WA State Sales Tax and demolition of existing facilities (separate estimate provided). The estimates assume that construction will be complete at the end of 2029.

While it is assumed that the adult and juvenile facilities would be co-located at the selected site, this study does not contemplate relocating courthouses or law enforcement operations, as commonly seen in a Justice Center model.

In brief, the site options are:

Option 1 – Solid Waste Transfer Site. This property located at 3137 North Oak Harbor Road in Oak Harbor encompasses 11.5 acres of developable area on an approximately 15-acre parcel containing existing county facilities and operations. The site has good access, and a detention facility is compatible with surrounding land uses. Construction of 1,300 lineal feet of sewer to connect to the Oak Harbor Public Utility system would be required. Higher ongoing transportation costs to court and for medical reasons could be partially mitigated with an expansion of video court, including on-site courtrooms, and expanding on-site medical services. **The cost to build a county detention complex at this location is estimated at \$100.7 million. This is the most expensive option due to higher site development costs and the sewer extension.**

Option 2 – NW 1st Street Site. This 5.43-acre property located at 7 NW 1st Street in Coupeville is currently undeveloped. The site has two means of ingress/egress and good access to utilities. There are constraining height limits and development standards, but the site is sufficient to support co-located low-rise adult and juvenile facilities. The proximity to residential uses and the elementary school to the south across Highway 20 will require a thoughtful design approach and extensive perimeter screening. The location is less than 0.5-miles to both WhidbeyHealth Medical Center and the Island County Superior and Juvenile Courts which would reduce long-term operational costs. **The cost to build a county detention complex at this location is estimated at \$88.8 million.**

Option 3 – Existing Jail Site. Primarily located at 501-503 Main Street in Coupeville, this is the current site of the IC Jail, the JDC, and some Island County offices and public-facing services housed in the Annex building. The 3.5-acre property is less than 0.5 miles to both WhidbeyHealth Medical Center and the Island County Superior and Juvenile Courts. The size of the site and the height limit in the Ebey's Landing Reserve render infeasible the development of co-located low-rise detention facilities. While a co-located and mid-rise complex could be accommodated by providing some of the facility below grade, it is anticipated that this more urban solution would require compromising on the square footage for one or both facilities. This may negatively impact the County's ability to offer programs to adults and juveniles in custody. It would also be difficult, given the constraints, to provide outdoor recreation areas and the natural daylighting desired within the building interiors.

The available site area is sufficient to support a standalone replacement juvenile facility with the adult jail relocated elsewhere in the County. That option may have additional operational costs due to losing some shared on-site support facilities and services (e.g., Food Services, Medical, Facilities Management) with the Jail. This sub-option could avoid the bulk of the cost to temporarily relocate inmates and juveniles during construction as they could be housed in the existing buildings and be transferred to the new facilities once they are completed. **The cost to build a full county detention complex at this location is estimated at \$90.6 million, which includes a replacement skybridge to the courthouse.**

A cost comparison of the studied options is presented on the following page.

Table 1: Site Option Cost Comparison

Cost Center (In \$ Millions)	OPTION 1 Solid Waste Transfer Site	OPTION 2 NW 1 st Street Site	OPTION 3 Existing Jail Site
Construction ^{1,2}	\$100.7	\$88.8	\$90.6
Demolition of Existing	\$2.18	\$2.18	\$2.18
Total Construction Cost:	\$102.88 M	\$91.0 M	\$92.8 M

Source: Cumming Group

Notes:

- 1) Design to begin immediately; Construction start Jan-28 and finish Dec-29.
- 2) Key Exclusions for cost estimate: Project Soft Costs, inmate relocation and temporary housing for the duration of construction, WA State Sales Tax, AV Equipment, Hazardous Materials abatement.

The benchmarked facility size and cost estimates introduced in this study are preliminary. The next phase of this initiative will require Island County to make some crucial operational and siting decisions, engage in more detailed planning and programming, and weigh project financing and delivery options.

Chapter 1: Introduction

CGL was retained in November 2024 to conduct a Needs Assessment for the Island County Jail and Juvenile Detention Center. The contractual scope of work for CGL and subconsultant KMD Architects included the following primary study components:

1. Facility Evaluation
2. Offender Population Analysis
3. Inventory of Custody Resources
4. Forecast Jail Capacity Needs
5. Site Analyses and Cost Estimates

METHODOLOGY

Developing appropriate recommendations and actionable solutions requires an approach that integrates quantitative and qualitative information. The project team used a comprehensive information-gathering and data review process that utilized X primary components: document review, interviews, data analysis, and facility review.

Facility Evaluation: To gain perspective on existing jail and juvenile detention operations and analyze existing conditions, members of the project team visited the site and toured both facilities on December 9, 2024. Island County Facilities Management provided facility plans and historical information on maintenance spending to supplement the consulting team's understanding of the existing conditions.

Interviews: To gain background and context for the review, we conducted interviews with justice system stakeholders, including facility and program administrators. Interviewees provided invaluable insight into what is currently working well at the existing facility, as well as the challenges the County faces in operating an undersized and aged jail and a juvenile facility that does not accommodate a contemporary approach to programming and housing for justice-involved youth in Island County.

Data Analysis: The project team requested and received several datasets and reports from Island County and augmented this with data from state and federal sources. This data served as the foundation for a statistical analysis of the inmate population and the flow of incarcerated persons through the detention system. This data also informed the long-term bedspace forecast and capacity recommendations.

Site Analysis: The consulting team was tasked with providing options to replace both the adult jail and juvenile detention with modern and right-sized facilities. An analysis of prospective sites was performed to include suitability for development given site features and existing land use considerations.

MAJOR ISSUES

In the application of the methodology, some consistent themes emerged that are important to consider alongside the more quantitative aspects of the analysis. These “Major Issues” are outlined below.

The Sheriff’s team and County’s juvenile justice staff are focused on treating the underlying issues, improving outcomes, and reducing recidivism. However, a lack of space and the facility conditions work against them. Program and support space in the jail is severely lacking, to include intake/transfer, program space, visitation facilities, administrative and wellness areas, institutional storage, maintenance space, and videoconferencing and court space. Further, there is no access to fresh air, minimal or no natural light, and poor outdoor recreation space. Housing in both facilities is primarily hardened construction with detention grade finishes regardless of the type of housing (e.g., dorm vs. cell) or classification level of the inmates and juveniles.

The jail building is reaching the end of useful life and has low value for continued use.

Mechanical, electrical, and plumbing systems and the roof require replacement. The design, type of construction and structural systems render it difficult and costly to repurpose the jail and Annex buildings for modern detention use. Ceiling heights, some door swings and hardware, and jail fixtures present safety and security hazards (i.e., present an opportunity for inmates to barricade themselves or tie-off on ligature points). The County is planning nearly \$3.5 million in capital renewal over the next five years with a focus on replacing doors and locks in the jail.

While this investment is necessary to ensure safety and security, it does nothing to improve the overall conditions for inmates and staff with respect to housing conditions, wellness, and programming.

Access and site and building circulation are poor. The main public entrance to the jail is set back in an alcove between buildings and adjacent to the secure vehicle sallyport presenting safety and security concerns. The jail is not compliant with ADA requirements. The public entrance opens immediately onto a stairway to the second-floor reception and visitation area that has no public elevator access. Entry points to the JDC are limited. Both the Jail and JDC sallyports are being used for storage and both will accommodate a single vehicle that must back in and out creating a safety hazard. Interior circulation areas are being used to store files, supplies and equipment as there is insufficient storage space.

Special management populations and inmates with behavioral health and co-occurring serious mental illness (SMI) and substance use disorders (SUD) are increasing as a percentage of the jail population. Island County Jail does not currently have appropriate triage, housing or treatment space designed specifically for these inmates. Behavioral health staff manage large caseloads – frequently amounting to approximately 80% of the population in the jail at any one time – and must share office space with sworn staff which complicates privacy and treatment. Individual counseling rooms pull double or triple duty as interview rooms, remote visitation or video court rooms.

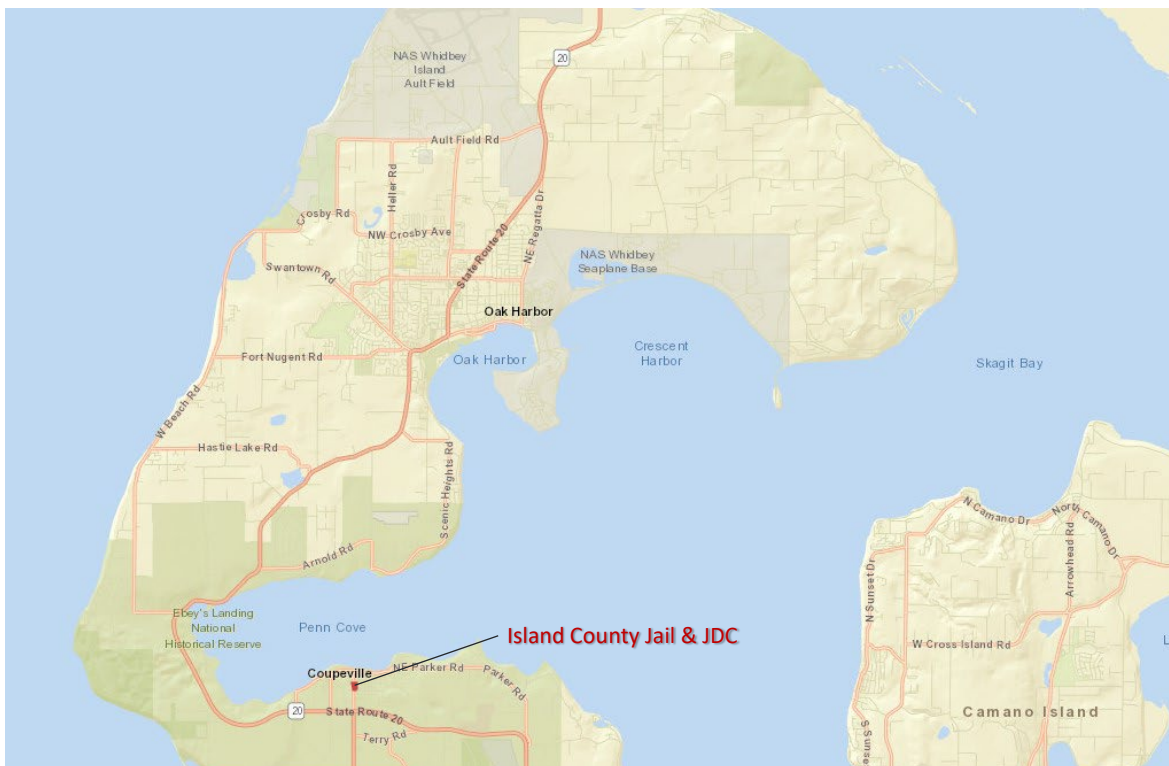
The jail employs a remote surveillance inmate management (indirect supervision) strategy throughout the facility. Direct supervision, identified by the jail administrator as his preferred model, is a strategy that has been proven to reduce incidents and enhance safety in a detention environment. However, it is not possible to deploy this supervision model given the as-built configuration and size of the housing pods and the staffing limitations.

Development opportunities for replacement facilities in Island County are limited. Large military installations with Accident Protection Zones, Ebey's Landing National Reserve, and limited utility infrastructure (especially sewer and water) exacerbate the typical concerns that local governments commonly face when siting a detention or mental health facility.

Chapter 2: Existing Conditions

The Island County Jail and Juvenile Detention Center (JDC) are co-located on the western half of a 3.5-acre county-owned parcel in Coupeville, Washington. The site is bound by NE 6th Street to the north, NE 5th Street to the south, NE Center Street to the east and N Main Street to the west. As shown in Figure 1, the detention complex is approximately 11 miles south of Oak Harbor via State Route 20. With 24,900 residents, Oak Harbor is the most populous of the incorporated cities in Island County, followed by Coupeville (pop. 2,020), and Langley (pop. 1,190) at the southern end of Whidbey Island¹. Major military installations include Naval Air Station Whidbey Island and the Navy Seaplane Base which are both adjacent to the population center in Oak Harbor.

FIGURE 1. VICINITY MAP



Source: ICGeoMap

¹ Washington State Office of Financial Management. April 1, 2024, Population of Cities, Towns and Counties.

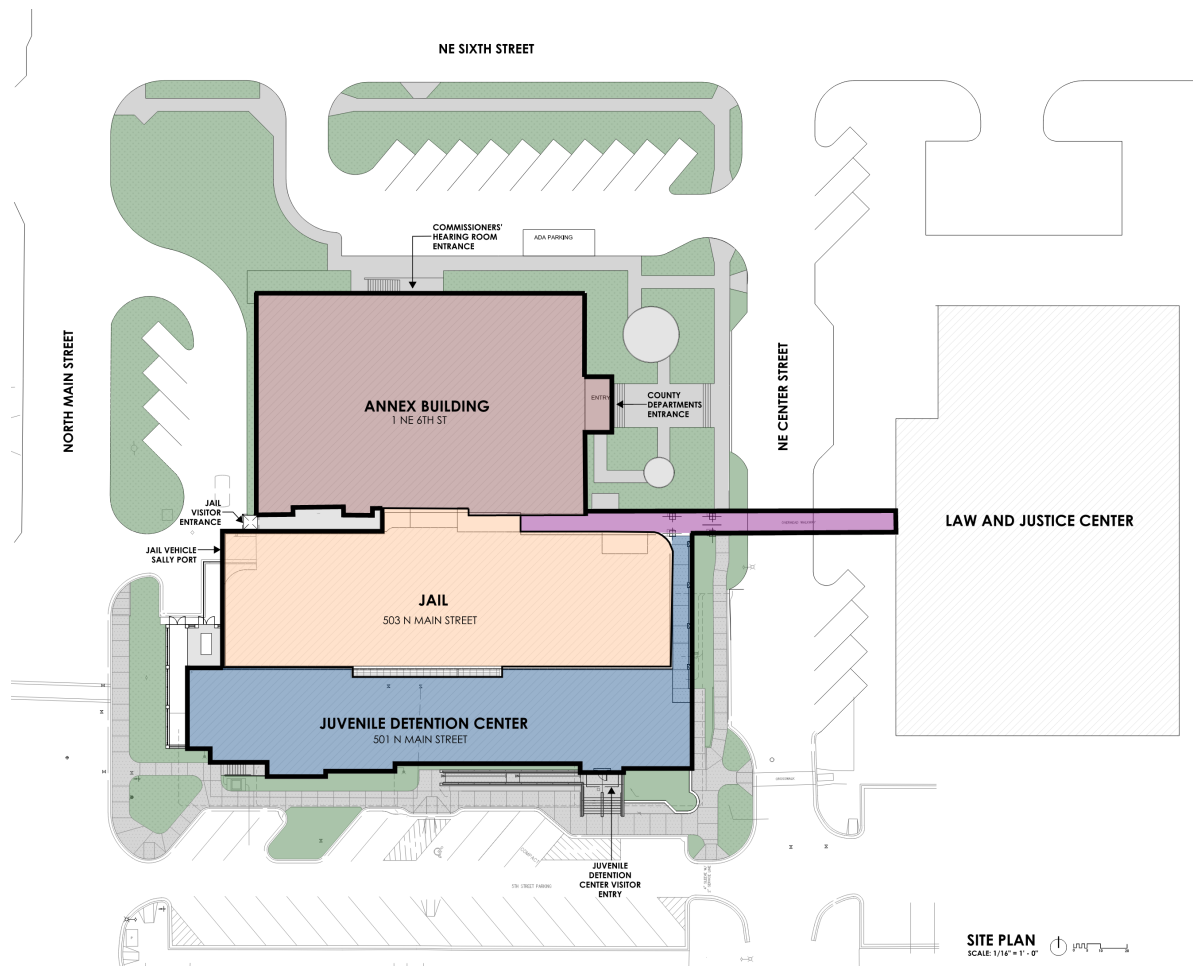
FACILITY CONDITION ASSESSMENT

The CGL/KMD team performed an assessment on the Island County Jail, Juvenile Detention Center and Annex Building as part of the Needs Assessment to determine the current state of the facility and the potential for renovation or replacement on the existing site. The assessment is a result of a site visit to the jail, conversations with county staff and review of available record drawings.

Site

The Island County Jail is within a complex which consists of three structures occupying the entire block between NE 5th and NE 6th Streets and North Main and NE Center Streets in Coupeville, Washington. The County Annex Building, which occupies the northern portion of the site, is a two-story building with a partial basement. It was constructed in 1972 to house county offices and the County Jail, which occupied a portion of the second floor. (See Figure 2)

FIGURE 2. SITE PLAN



Two entrances serve the non-jail functions of the Annex Building. There is a small parking lot on the north side of the building along 6th Street NE with a stair leading from a sidewalk at grade down to the basement level North Entrance, which lacks ADA access. A small, landscaped plaza containing a Veterans Memorial is located along Center Street NW on the east side of the Annex. Stairs and an accessible ramp lead from the street level up to the East Entrance.

In 1982, the Jail Building was constructed as an addition along the south side of the Annex and includes two stories and a partial basement. A small parking lot is located along N Main Street alongside the west side of the Annex and Adult Jail, which provides access to the visitor and detainee entrances. The visitor entrance is situated within a narrow slot between the jail addition and the Annex Building. While the path between the buildings is identified as the entrance, once between the buildings it is not clearly identifiable, nor does the signage help easily distinguish which of the two doors is the public entrance. A vehicular sallyport for detainees is located immediately to the south of the visitor entrance creating an undesirable adjacency. (See Figure 3) There is also a pedestrian sally port dedicated to the kitchen on the east side of the building. **There is no ADA access to the Jail Building.**

FIGURE 3: JAIL ENTRANCE & SALLYPORT



The County's Law and Justice Center was constructed across Center Street NE to the east in 2000. A mid-block skybridge to the jail was added at this time to provide an enclosed direct connection to bring detainees to court appearances.

The Juvenile Detention Center (JDC) is the third structure in the complex and was added to the south side of the Adult Jail in 2006. The project included a corridor along the east face of the Adult Jail to connect the new building to the existing skybridge to the north.

The first floor public/visitor entrance to the JDC is on the south side of the complex. It faces the NE Fifth Street parking lot which includes ADA parking immediately outside the entrance. Stairs and an accessible ramp lead to the entrance which, due to changes in site grades from north to south, is several feet below the street level. (See Figure 4)

Juvenile Detainees are brought through a vehicle sallyport in the Law and Justice Center, up an elevator to and across the skybridge, then south into the dedicated juvenile corridor which terminates at Juvenile Intake.

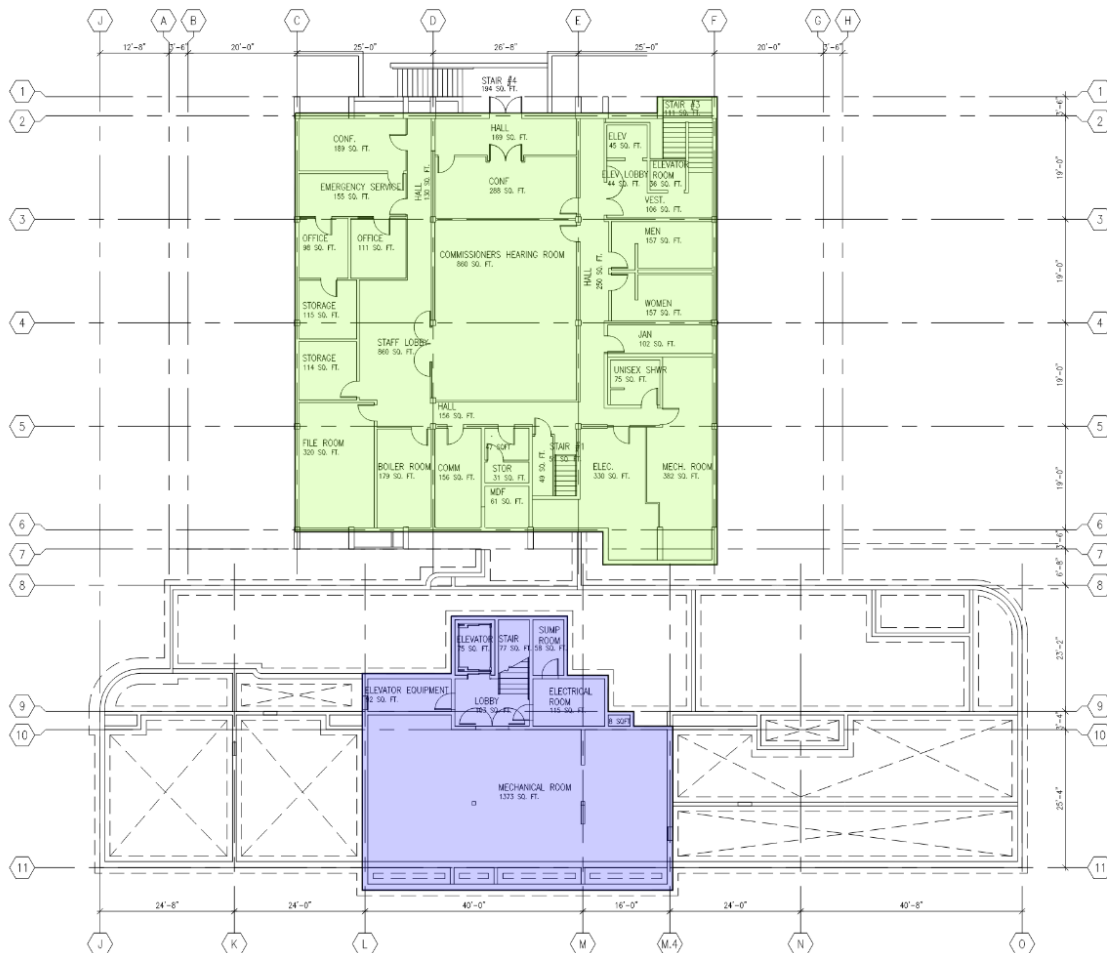
FIGURE 4: JUVENILE DETENTION ENTRANCE



Adult Jail and Annex Building Overview

The 1972 Annex Building, with a Gross Building Area of 26,602 SF, houses the Offices of Emergency Management, Commissioners Hearing Room, Planning and Community Development, Public Health and Public Works which occupy the basement, first and a portion of the second floor, with the remainder of the second floor devoted to Adult Jail functions. Overall, non-jail functions account for 26,040 SF and jail functions 5,625 SF of the building area. The overlap of functions within the Annex is the reason these two buildings are described together in this section. (See Figure 5).

FIGURE 5: ANNEX & JAIL BASEMENT FLOOR PLAN



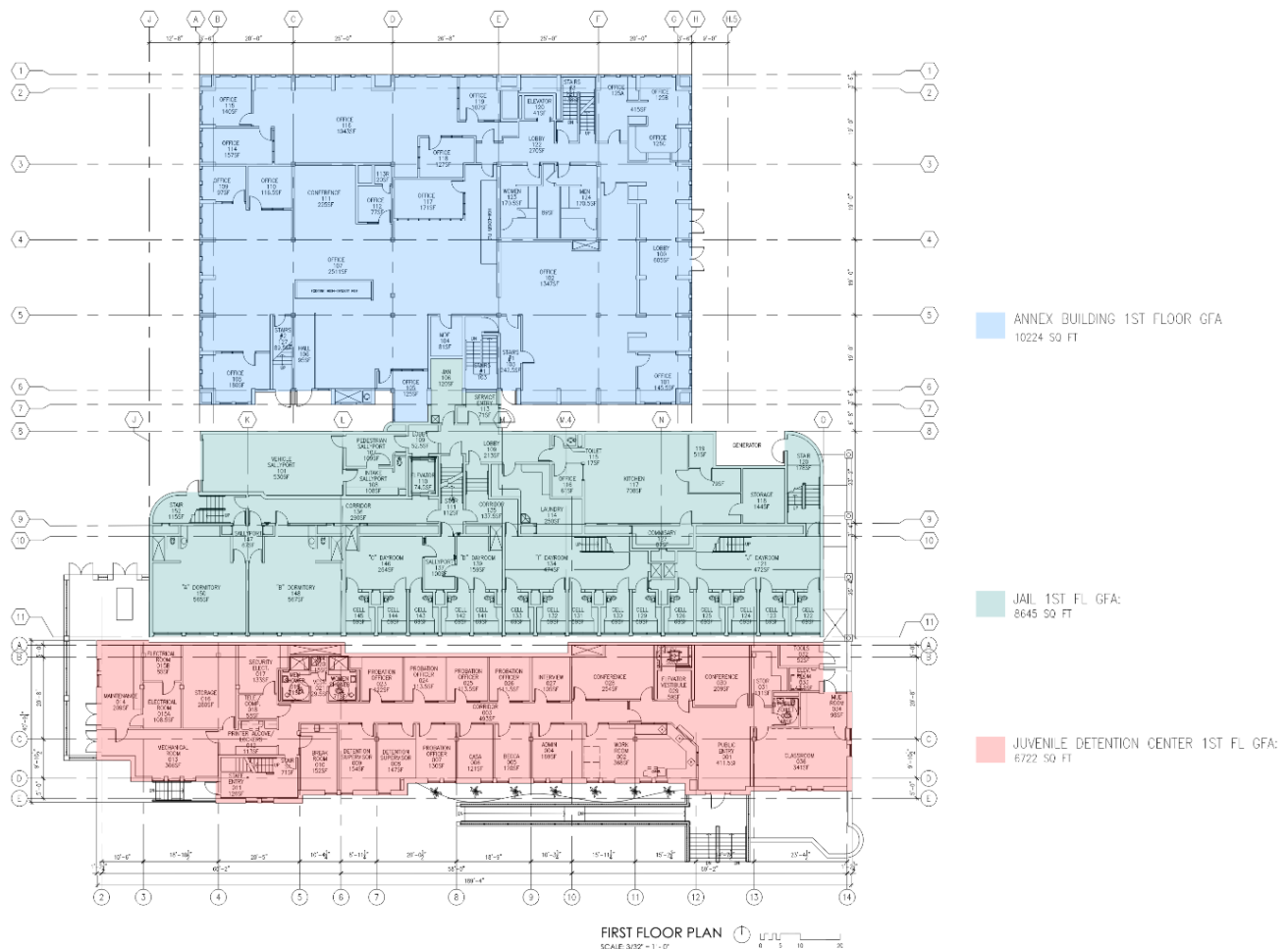
ANNEX BUILDING BASEMENT GFA:
6114 SQ. FT.

JAIL BASEMENT GFA:
2387 SQ. FT.

A 1982 renovation and expansion project in the Annex reconfigured the original second floor jail area to create a new visitor jail entry and lobby, visitation area, control room, booking and staff support space. The jail housing blocks were relocated and expanded in the new Jail Building which was constructed as an addition on the south side of the Annex. In addition to the housing blocks, jail construction included program space, staff offices, kitchen, laundry, an outdoor recreation area and vehicle sally port.

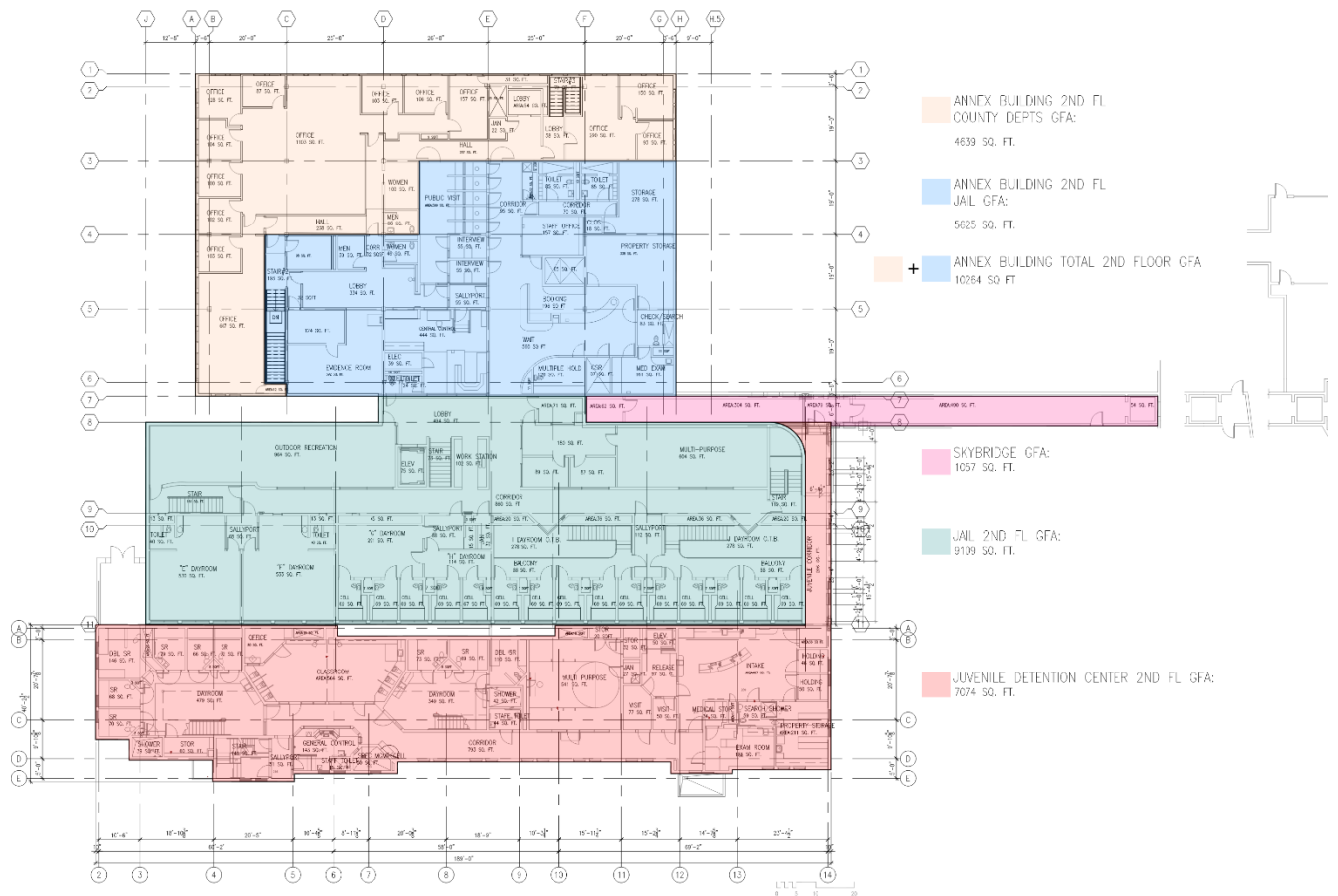
The Adult Jail addition totals 20,019 SF and consists of a partial basement, first, and second floor. The basement contains the building's mechanical room, elevator machine room and an electrical room. Half of the housing blocks are located on the first floor, along with the kitchen, laundry, vehicle sallyport, intake sallyport and the generator room. The sallyport is undersized and makes transferring inmates to and from transport vehicles difficult. As noted above, a pedestrian sallyport on the east side of the building serves the kitchen.

FIGURE 6: ANNEX, JAIL, AND JUVENILE DETENTION CENTER FIRST FLOOR PLAN



The second floor of the Adult Jail includes the remaining housing units, program space, the outdoor recreation area and staff offices. These areas connect to the jail functions on the second floor of the Annex Building via a central corridor flanked by a Staff Station on the Jail Building side and the Control Room on the Annex Building side. A corridor from the skybridge intersects this central corridor at ninety degrees and terminates at the staff station. (See Figure 7)

FIGURE 7. ANNEX, JAIL, AND JUVENILE DETENTION CENTER SECOND FLOOR PLAN



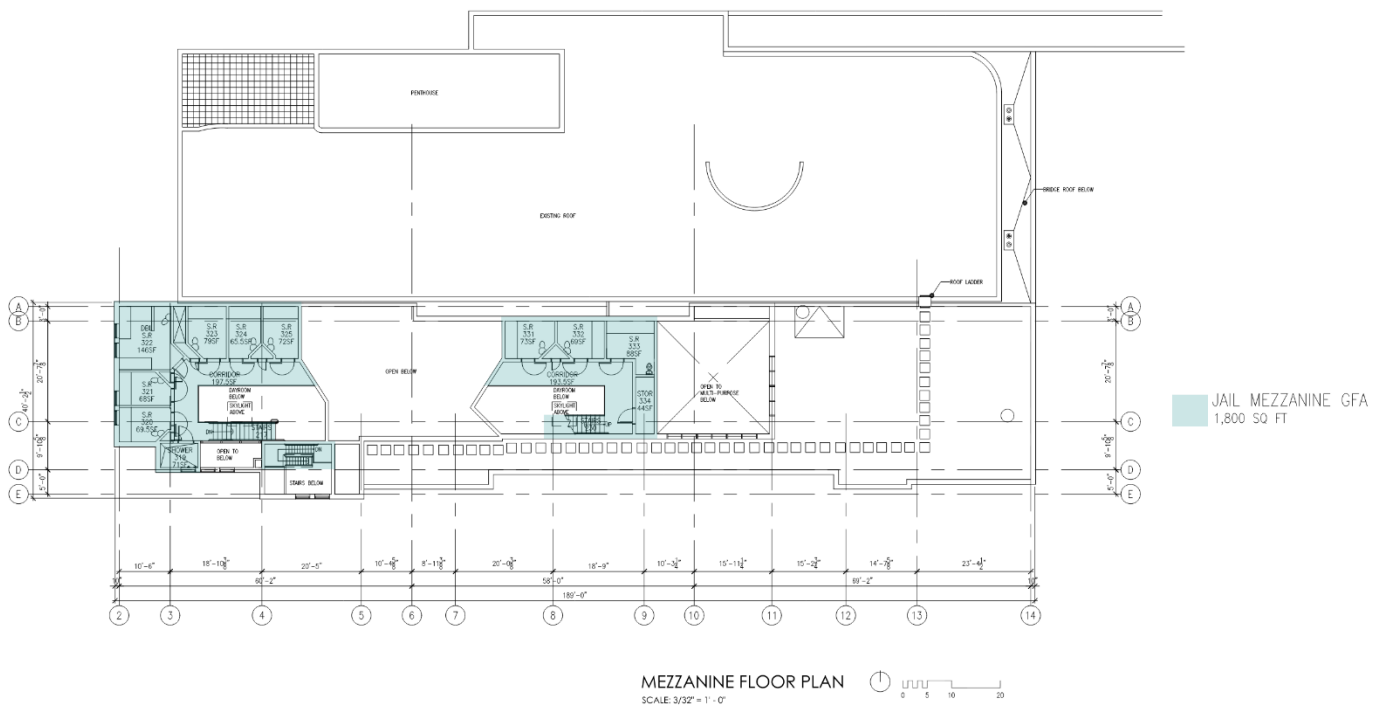
Juvenile Detention Center Overview

The Juvenile Detention Center (JDC) was constructed in 2006 as an addition across the south side of the Jail Building plus a corridor along the east side of the jail at the second floor to create a connection between the skybridge and the Detention Center. The area of the JDC totals 13,797 SF across two floors plus a mezzanine level in the housing blocks. (see Figures 6, 7 & 8)

Entry to the JDC is found only at the following:

- The First Floor Public and Visitor Entrance
- At Intake from the skybridge connecting corridor
- The emergency exit door from the staff stairway connecting the first and second floor.
- At a staff-only Mud Room vestibule which enters the classroom at the east end of the first floor

FIGURE 8. JUVENILE DETENTION CENTER MEZZANINE FLOOR PLAN



Jail Interior Configuration

As noted previously, the Adult Jail Visitor Entrance is along North Main Street. Once inside the entry door, which enters the Annex portion of the building, there is a stair leading to the second floor visitor lobby but **no elevator or accessible route is provided to the second floor**. From the windowless lobby, there is access to visitor toilet rooms and the public side of visitation which includes two interview/open visitation rooms and five no-contact visitor stations. A sallyport secures entry to the jail and the control room from the lobby. On the secure side of the sallyport is a central corridor with the inmate side of visitation on one side and booking, staff toilets, staff office, property storage/clothing issue, check/search toilet and shower, holding cells and a medical exam room on the other. The exam room is the only healthcare space in the building and lacks adequate space to perform inmate examinations and store supplies. There is one multi-person holding cell and one safe room holding cell. The central corridor extends to the south into the Jail Building. The remainder of the second floor, separated from the jail by a secured perimeter partition, houses County offices.

The central corridor from the sallyport runs south from Booking past the Control Room. All space to the south of Control is within the Adult Jail building. A Staff workstation adjacent to the central corridor flanked by an elevator lobby to the west and a corridor leading east to the skybridge form the northern edge of the jail building.

In addition to the elevator, there is a stairway adjacent to the Elevator Lobby as well as a door to the partially covered outdoor recreation area. Other than a view of the sky, the recreation area has no view to the outside.

To the east of the Staff Workstation are several staff offices and two program spaces which are the result of a renovation, still in progress at the time of our site visit, to achieve an improved office layout and a second program space.

Across the corridor to the south from the recreation area, Staff Workstation, offices and program space, is the upper floor of the housing blocks, which occupy the same footprint on the first floor below. The configuration of the housing blocks is discussed in more detail in the Operational Assessment.

The jail originally had windows at the cells which line the south side of the building. Unfortunately, when the juvenile detention building was built, the very constricted site available for it did not allow the code-required distance separating the new building from the windows in the jail. As a result, the JDC was constructed against the jail building requiring all windows to be closed off. The complete lack of access to daylight and views to the outside in the adult jail (other than the limited view of the sky from the outdoor recreation area) is likely the most negative factor in the jail environment. The constricted site does not allow for a ground level outdoor recreation area with access to nature.

The design of the jail is indicative of the era in which it was constructed since it lacks many common safety and ligature resistant features which are standard in contemporary jails. While there are security grilles on HVAC vents, pick proof caulk and tamper resistant power outlets, there are door swings which would allow an inmate to self- barricade, as well as plumbing fixtures and hardware where ligatures could be anchored.

Juvenile Detention Center Interior Configuration

As noted above, the first floor is several feet below the surrounding grade due to the slope of the site. The JDC is a long narrow floor plate with the first floor Public/Visitor Entrance located near the east end of the building. Adjacent to the public lobby are a classroom and public toilet to the east, two conference rooms and the elevator to the north, and a staff work room and the entrance to the staff areas to the west. The elevator connects to the visitation and booking area on the second floor.

In addition to the juvenile detention, probation and other administrative offices, the balance of the first floor includes a staff break room, staff toilets/showers, a locker area, storage, mechanical and electrical space and a stair connecting to the detention center and the control room through a sally port at the second floor.

The second floor houses the JDC intake area at the east end where detainees are brought via the skybridge. The Intake area includes two holding cells a search toilet/shower, property storage with laundry and access to the housing blocks. Adjacent to Intake is Release, which also serves as the elevator vestibule between the elevator and the two visitation rooms.

Immediately inside the door to the housing area is a Medical Exam Room. A single loaded corridor (except for the control room and a special management cell) runs along the south edge of the building and is lined on the north side with a double height Multi-Purpose/Gym Space, a housing unit, a divisible classroom with a staff office with a second housing unit at the end of the corridor. The narrow, tight site for the JDC did not allow for an outdoor recreation area for the juveniles which is a major drawback of the existing facility

The housing units are double height with the day rooms on the second floor and the cells split between the second floor and a mezzanine level above.

FACILITY ASSESSMENT FINDINGS

The complex of the Annex Building, the Jail Building and the Juvenile Detention Center have served the County for many years. Although they have been maintained, the Annex Building and the Jail Building have reached a point where systems are failing and will require significant investment to allow them to continue functioning. Some of these systems have already been replaced or upgraded once and are again at the end of their life cycle. Neither the Jail nor the Juvenile Detention designs support modern jail operations, as discussed elsewhere in this report. The condition for each of the buildings is summarized below:

Annex Building: County Departments

The Annex Building can continue to serve as an office building for County Departments with investment in the repair or replacement of various components. Most significant of these are: The mechanical system which is at the end of its life with deteriorating rooftop ducts and condenser unit.

- The electrical service has no ground isolation and obsolete panelboards and circuit breakers which are no longer manufactured so will require replacement.
- Deteriorating piping requires replacement.
- Fire sprinkler system is fed from the domestic water lines and should be decoupled.
- The non-jail areas of the Annex were designed for Office functions which is reflected in the building's occupancy classification and construction type. Expanding the area of jail functions in the building would require re-classifying the occupancy, necessitating substantial and costly upgrades to the building's structure and systems.

This investment would be in a building that was not designed to be a jail and would yield a result that is unlikely to meet expectations or serve the County's needs for the Needs Assessment timeline.

Annex Building: Jail Functions

The Annex is less capable of supporting the jail functions which occupy a portion of the second floor and face the same condition issues with the building infrastructure noted above, except for the mechanical system which was upgraded in 2016. However, jail functions face some additional issues with the Annex:

- The Jail lacks accessibility in its entirety.
- Doors and hardware are from 1982 and in addition to age-required replacement are not detention grade in some locations.
- Lack of windows/access to daylight.
- Low floor to floor height (11'-2" at second floor) limits ceiling heights which allow inmates easier access to ceilings and ceiling-mounted appurtenances such as lighting, mechanical grilles, fire alarm and sprinkler devices. This is both a safety and security risk.

An option to retain the Annex and renovate it for jail functions faces major obstacles. The cost, complexity and scope of the work to reclassify the building occupancy from B to I-3 and the Construction Classification from Type V-N to a Type I-Fire-Resistive Construction Classification would be extremely challenging. The extent of demolition required to make these modifications would require removal of nearly everything but the structural frame to meet the requirements of the more restrictive classifications. In addition, it is likely the structural frame would require upgrades as well to comply with current, more stringent code requirements for buildings to better withstand seismic forces.

Jail Building

The Jail Building includes the same challenges with ADA access (including a lack of accessible cells) and door hardware noted above but includes several others:

- The generator is past its useful life and requires replacement.
- The deteriorating piping includes hot water piping that runs beneath the kitchen floor slab.
- There is a complete lack of access to daylight. Adding windows in the cast in place concrete exterior is possible but the extent of new openings is subject to structural analysis.

- The roof is the original roof installed in 1982 which is far beyond its life expectancy and should be replaced.
- Lack of safety and ligature resistant features.
- The structural system which consists of a concentration of numerous cast-in-place concrete bearing walls supporting precast hollow slab planks limit the opportunity to make plan modifications and would be costly. It also compounds the difficulty in meeting accessibility requirements.
- Lack of site area to provide an outdoor recreation area at ground level with access to nature.
- Lack of an adequate, safe vehicle sallyport.
- There are no medical or mental health cells.
- Inadequate program space.
- The site does not allow for expansion with new construction without demolition of either the Annex or the JDC. Since a portion of the jail is housed within the Annex, this would require a temporary location for the jail until a new addition was completed on the Annex site. The JDC is a relatively new building and provides minimal area for expansion.

As with the Annex, modifications to the current jail building to meet current standards and needs would be very expensive. The limited site area for a larger facility, coupled with the height restrictions in Coupeville place limits on the building which make it extremely difficult to accommodate a facility of the size and with the program requirements desired for the facility without significant compromises. The lack of flexibility and cost to reconfigure the floor plan due to the structural system, along with the failing and obsolete building systems may bring renovating the jail building to a cost that is untenable. Unforeseen conditions, always a risk when renovating existing building, could drive costs even higher.

Juvenile Detention Center

As the newest of the three buildings in the jail complex, the Juvenile Detention Center, as might be expected, has fewer condition issues. It benefits from co-location with the jail with the jail kitchen providing food service to the JDC and the jail laundry providing backup for the JDC. However, there are some challenges. While it has more opportunities for access to daylight than the adult jail, windows are limited to the south and the short west side of the building.

This allows daylight to staff offices on the first floor and borrowed light into program spaces from across the corridor that lines most south wall on the second floor. Another shortfall of the JDC is the lack of an outside recreation area.

The HVAC system is made up of 7 individual small package units on the roof which requires more maintenance time to maintain. However, the system was a response to the strict height limit imposed within Ebey's Reserve preventing larger rooftop unit(s) and the small site which didn't have adequate area to locate them on the ground. The JDC issues are:

- Limited access to daylight and views to the outside.
- Increased maintenance for the multiple heat pump units.
- Lack of an outdoor recreation area.
- No mental health of medical cells.
- Low utilization.
- No staff lounge on the unit

The JDC is in good repair, is more recent construction and has a better aesthetic than the other two structures. There is a potential it could be repurposed for another function if the JDC were to relocate with the jail or to a new location on its own.

OPERATIONAL ASSESSMENT

Housing

Island County self-reports 58 beds in the adult jail. All housing is indirect supervision observed from a central control room staffed by civilians. The breakout of beds by gender at the time of the site visit (83% male and 17% female) aligns with national benchmarks for a single-jail system. Although it is a smaller facility, there are a few different types of housing provided - single and double occupancy cells and dormitories. Figures 9 – 11 depict typical dorm and cell housing and a cell block dayroom. The photographs illustrate the lack of natural light throughout the housing spaces. The narrow horizontal windows in the dorms and cells were blocked when the JDC was constructed immediately adjacent to the Jail's south wall.



FIGURE 9. DOUBLE CELL, LEFT

FIGURE 10. DOUBLE-BUNKED DORM, LOWER LEFT

FIGURE 11. DAYROOM IN A CELL BLOCK, BELOW

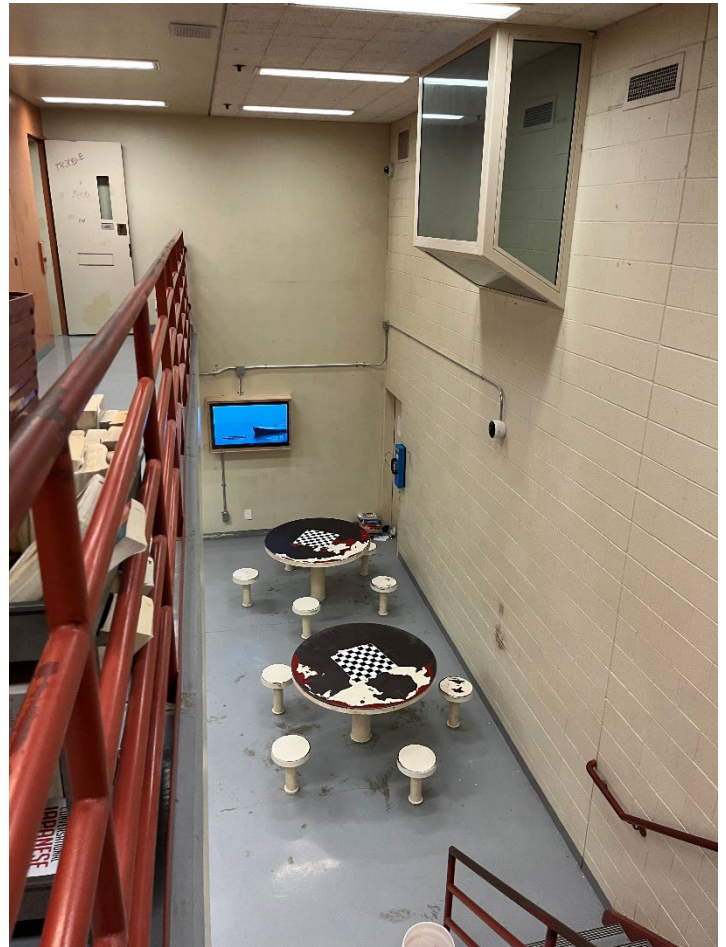


Table 2 is a profile of the existing housing by block, occupancy type, population housed and bed count by gender as of January 2025. Because there is little that differentiates the housing blocks in terms of the layout and finishes, jail administrators can re-assign the blocks according to evolving needs. For example, while D, G and H Blocks are designed as small General Population units, at the time of this report they were being used to house special populations.

Table 2: Jail Bed Distribution

Island County Bed Distribution						
Floor	Block	Housing Category	#Units	Housing Type	Gender	Capacity
1	A	Programming	1	Dorm	Male	5
1	B	General Population	1	Dorm	Female	5
1	C	General Population	3	Cells	Female	4
1	D	Segregation	2	Cells	Male	2
2	E	Segregation	1	Dorm	Male	8
2	F	General Population	1	Dorm	Male	8
2	G	Medical/MH	3	Cells	Male	4
2	H	Medical/MH	2	Cells	Male	2
1	I	General Population	5	Cells	Male	5
2	I	General Population	5	Cells	Male	5
1	J	General Population	5	Cells	Male	5
2	J	General Population	5	Cells	Male	5
2*	INTK	Safe Cell	1	Cells	N/A	1
2*	INTK	Holding Cell	1	Cells	N/A	2
Totals			36			58

*Intake Holding Cells not included in the total capacity.

The bed count is not the jail's operational capacity. A facility is typically considered to be at full capacity when approximately 85% of the beds are occupied. The unoccupied beds allow operators to separate inmates according to classification and status, taking into consideration custody level, codefendant status, membership in a specific gang, or level of criminal sophistication. Therefore, the operational capacity of the Island County Jail is approximately 49 beds, and as such, the facility is routinely over capacity.

Intake and Release

The intake portion of most county jail systems is considered the ‘front door’ to the criminal justice system and can play a critical role in the trajectory of an individual entering the system. It is important during the intake process to assess each individual booking for medical, mental health, and security risks they may pose. The intake process sets inmate’s expectations and guides their adherence to rules and regulations throughout their period of detention. It also should reassure new admissions that their basic health and safety needs will be met thereby reducing the anxiety that sometimes results in acting out while in custody.

Intake at the Island County Jail begins at the sallyport located on the west side of the facility. At 10 feet wide by 14 feet deep, the vehicle sallyport is large enough for one vehicle only and requires backing out rather than allowing drive-through egress for arresting officers and transport vehicles. The safety and security of the sallyport is further compromised as the drive is adjacent to the public entrance to the jail, as seen in Figure 12. Upon entering the building through the pedestrian sallyport, persons in custody are escorted to the second floor via elevator or stairs to be processed. Having the processing area on a different level than the sallyport is less than ideal and a safety hazard, particularly when arrestees may be restrained.

The second floor booking area consists of a full body scanning machine, a small waiting area with bench, one group holding cell and one suicide watch/detox cell, and an intake processing counter with stools. There are no partitions at the counter and individual privacy is minimal or nonexistent. (See Figure 13)



FIGURE 12. JAIL SALLYPORT AND PUBLIC ENTRANCE



FIGURE 13. JAIL INTAKE

Staff do not have direct line-of-sight when inmates are in the holding cells. Corrections Deputies are reliant on interval observational rounds and video surveillance due to the lack of line of sight. This is an area of risk for the facility as security situations and medical and mental health episodes often occur while detainees are going through the admittance process. Such incidents include drug

overdose, seizures, self-harm attempts, and assaults on others. Because there is just the one group holding cell, it is challenging to separate arrestees who should not be held in the same area. Routinely, the jail's interview rooms located outside of intake are utilized as temporary holding cells to manage ebbs and flows or new arrests and to mitigate for the lack of separate holding cells to accommodate varying classifications of persons entering the jail.

Medical Services

Medical services are provided by a contractor experienced in correctional healthcare. The contract requires that personnel be Registered Nurses at a minimum. Contract staff operate out of a single 144 square foot room attached to Booking that serves as both clinical and office space (see Figure 14). There is insufficient privacy for exams and medical history surveys. There is insufficient space to plan for an expansion of services such as a



FIGURE 14. JAIL MEDICAL AREA

dental suite or other specialized procedures such as X-rays. There is very limited administrative workspace for the contracted Medical Director/Provider within this space. Ideally, there would be (at a minimum) a hoteling workspace that would allow for two practitioners to be onsite at the same time. Additionally, storage space for supplies typically found in a medical clinic is inadequate. There is no infirmary or special medical housing (e.g., inmates on a medication-assisted treatment program for substance abuse withdrawal or those undergoing gender transition). Inmates requiring round-the-clock care must be transported off-site. When necessary, a general population housing unit is co-opted to serve as stepdown housing for medically fragile inmates and individuals with chronic medical needs.

Behavioral Health & Inmate Programs

Island County's Human Services department staffs the jail behavioral health programs. This team manages three programs: 1) the Jail Mental Health Program offering voluntary mental health counseling for the jail population; 2) Residential Substance Abuse Treatment (RSAT), a federally funded dual diagnosis program treating substance use and mental health disorders; and 3) Jail Transition services that connect offenders to outside services and housing in an effort to stave off homelessness and recidivism upon release. The Licensed Mental Health Counselor (LMHC) managing the Mental Health Program performs the intake assessments and manages a caseload. During a stakeholder interview, the Behavioral Health Program Manager advised that the LMHC's current caseload was 32 inmates, or approximately 62% of the inmate population on that day.

The three Behavioral Health staff share an office with the sergeants, so there is a lack of privacy when counselors discuss cases with family and other professionals. There is no space in the facility to accommodate workstations for non-profit community partners. Most of the program functions take place in one multi-purpose meeting room that is overscheduled, or in the small interview rooms that were designed for law enforcement and attorney interviews and not counseling or therapy. To address the shortfall in program space, a Behavioral Health Program Room renovation project was completed in early 2025.

There is no dedicated mental health housing unit designed to accommodate inmates with different levels of acuity. The facility operates a handful of general population housing pods as mental health housing, but this is not ideal as they are unsuitable for housing program participants with psychotic or bipolar disorders and other specific needs.

The RSAT program is the sole living community. It is housed in a 5-bed dormitory with more normative furnishings and inmates are provided with materials that they would otherwise not be permitted to have in other housing units. There is a wait list for this program due to space limitations. When the consulting team toured the facility, there was one female participant who had agreed to give up many of the program perquisites and live in General Population housing because space is not available for a dedicated female RSAT unit.

The existing jail has one indoor/outdoor recreation area (*Figure 15*) where inmates can get fresh air and modest exercise. A solid roof covers a portion of the yard so that it can be used in inclement weather and the remaining roof is covered with security mesh. There is a bench and basketball hoop, but the recreation opportunities are severely limited by the configuration and overall lack of space. Due to the hard materials and finishes used and the HVAC fans on the jail roof, this space is also very loud and doesn't allow for counseling or programming to take place outside.



FIGURE 15. OUTDOOR RECREATION YARD

Support Services

The institutional kitchen located in the original portion of the facility serves both the jail and the Juvenile Detention Facility. Food service is contracted to a vendor with the inmates moving meals to the housing blocks. The inmates operate the institutional laundry. Co-location with the JDC helps here, as the jail can use the commercial-style units at the JDC when the institutional laundry equipment goes down.

Other contracted support services for the Jail include the commissary and electronic security system programming and maintenance. The County supports the IT infrastructure and systems. The inmates provide custodial services with supplies from Island County Facilities Management and the facility is quite clean despite the age and heavy use that the building receives.

Storage space throughout the facility is inadequate. Corridors are being used to store file cabinets, boxes of supplies, and equipment. Similarly, the sallyport has become a repository for items that more appropriately belong in an institutional warehouse or maintenance building. (See Figure 16)



FIGURE 16. STORAGE IN JAIL HALLWAY (LEFT) AND JDC SALLYPORT (RIGHT)

Staffing

At the time of this report, Sheriff's staffing at the Island County jail consisted of 28 positions, including 18 corrections deputies, 5 supervisors (3 sergeants and 2 lieutenants), the Jail Administrator, and four (4) civilian Control Room personnel. The current administrator created the non-sworn Control Room positions several years ago so that the deputies could be deployed more strategically. There is a minimum of three sworn staff on duty around the clock, two deputies and a supervising sergeant. Deputies and control personnel work three 10-hour shifts with overlap (Day Shift = 07:00 – 17:00; Swing Shift = 13:00 – 23:00; and Night Shift = 22:00 – 08:00). The span of control for each Corrections Deputy ranges from approximately 1:20 to 1:58 inmates depending upon the population, shift, and staff availability.

Hiring and retaining qualified staff to operate a detention or correctional facility is a challenge for agencies across the country. In Island County, these issues (e.g., a waning interest in working in corrections, “poaching” experienced officers from neighboring agencies, lower salaries when compared with law enforcement) are exacerbated by the cost of living and lack of housing on Whidbey Island.

Officer salaries and benefits aside, the existing jail offers few health and wellness amenities for staff such as dedicated breakrooms, a fitness room or gym with attached locker rooms, or a staff muster and meeting room. Further, the lack of natural lighting and other biophilic features that has a detrimental effect on inmate mental health and well-being, also affects the staff while they are working their shift in the jail.

JUVENILE DETENTION CENTER EVALUATION

Housing

The juvenile facility was designed with 21 beds, but the operators consider the capacity to be 15 beds as there are three double rooms that are not used. This capacity is sufficient for the recent Average Daily Population of just under two juveniles, but the Court Administrator overseeing the facility reports that they are seeing the population trend upward after minimal occupancy during the COVID pandemic, which is putting pressure on staffing. In terms of the population profile, JDC’s operators are seeing fewer gross misdemeanor offenses and more higher-level offenses in the juvenile population.

There are two housing modules – a larger module with 10 single rooms and 2 double rooms, and a smaller module with 5 single rooms and 1 double room. The rooms are arrayed around a dayroom at floor level and on a mezzanine accessed by stairs. Sleeping room finishes and fixtures are similar to a typical adult housing cell with CMU bunks and combination stainless steel plumbing fixture. Showers are off the dayroom. (*See Figure 17*). Housing module and facility doors are controlled from a central control room.

While the current JDC housing is functional, staff feels that there are better models for serving the juvenile population, citing a trend toward therapeutic environments and co-ed housing modules as seen in Snohomish and Skagit Counties.



FIGURE 17. TYPICAL JDC SLEEPING ROOM (LEFT) AND HOUSING MODULE (RIGHT)

Intake and Release/Visiting/Medical/Property

Juveniles are typically brought to the facility via the vehicle sallyport located in the Law & Justice Center building which is sized for one passenger vehicle. Several users expressed concern about the size of this sallyport and that having to back in and out rather than pull-through raises the potential for accidents. Juveniles are escorted to the JDC intake via elevator and a pedestrian bridge over Center Street NE.

The intake area is sizeable (see Figure 18) and encompasses several functions. There is an intake counter with two stations, two non-locking holding rooms (Figure 19), a search and shower room, property storage, and the Medical exam and storage rooms. The contract medical provider housed at the jail attends to the juveniles at the JDC as needed. There are two visit rooms attached to the intake space as well. The JDC's operators advise that this space mostly works well. However, there is concern the state of Washington may raise the age of jurisdiction, resulting in the facility accepting offenders over the age of 18, with no leniency given with respect to the requirement to separate young adults from the juvenile population. It would be difficult to manage this separation in the current intake if both age groups were being processed at the same time.



FIGURE 18. JDC INTAKE COUNTER



FIGURE 19. JDC INTAKE HOLDING

Programs

The JDC offers an academic program that is geared toward earning a high school diploma rather than passing the General Education Development test. There is a classroom on the second floor and office space for the program manager, but storage space for curriculum materials is inadequate. Staff also makes use of a multi-purpose room on the first floor within the Probation office, particularly for day reporting programs. Vocational training offerings are very limited as there is no shop or technology space.

New equipment for a gym on the second floor (*see Figure 20*) was recently provided through a grant with the local school district. This space has a basketball hoop and is heavily used but is the only recreation space available to the juvenile population. There is no outdoor recreation space or other opportunity for the juveniles to get fresh air.

Island County Probation has implemented some successful diversion and alternatives to custody programs for the juvenile population. These include engaging juveniles in community service, a youth mentorship program, work crew, and a new Day Reporting School.

Staffing

The JDC has 14 funded full-time positions: 12 Juvenile Detention Officer (JDO) positions, a JDC manager and a night shift supervisor. At the time of this report, eight (8) of the JDO positions were filled, with two of those employees on long-term leave. With only six active JDOs, Island County is not able to maintain local housing for Island County's juvenile offenders. All juveniles arrested on new charges, held during pre-trial, or court ordered to serve time in juvenile detention through an adjudication or probation violation are housed in Whatcom County.

If fully staffed, the JDC would run four teams with 2-3 staff per shift working 12-hour shifts to cover the 24/7 operational schedule. Presently there is just one (1) JDO working on each shift.

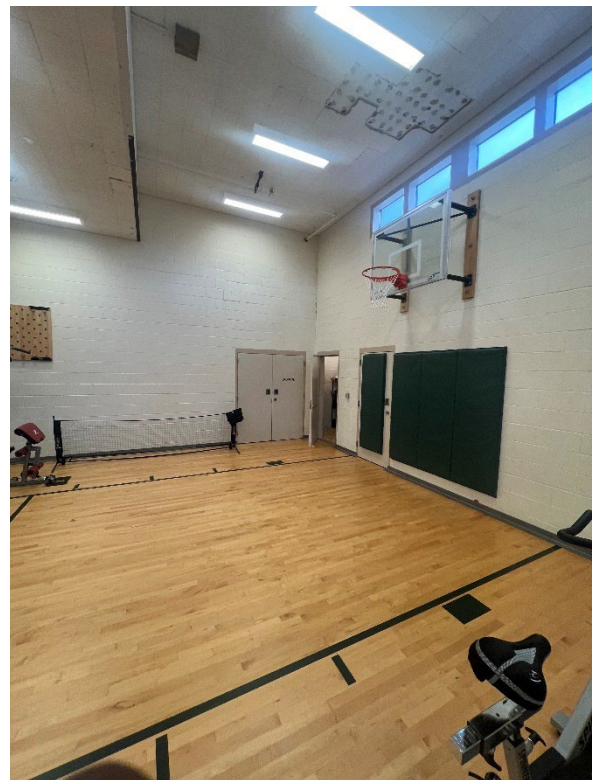


FIGURE 20. JDC GYM AND FITNESS ROOM

While there is an employee breakroom, it is inconveniently located on the first floor of the building with the Probation offices and so employees tend to congregate in the control room, which can be a distraction. JDC's management team would prefer that the detention facility and the Probation offices be on one floor.

Support Services

Support Services is an operational area where co-location offers some benefits for the Island County detention facilities.

The jail food services contract and kitchen prepare all meals for the JDC and the short delivery distance ensures compliance with maintaining proper food handling requirements. The two facilities share transportation vehicles which helps to control costs associated with fleet size and maintenance. The shared medical services contract also provides a shared benefit with the utilization of qualified shared medical providers.

Laundry Services are currently managed at the jail and supports both the adult and juvenile populations as an efficiency of being collocated. The juvenile facility does have commercial laundry equipment available for use if needed or the demand becomes too great for the adult facility to continue providing this service. Conversely, the laundry service area can be used to back up the institutional equipment at the jail.

Being adjacent to the Superior Court is particularly efficient for the juvenile facility as all cases are assigned to the Superior Court. Island County's Superior Court judges do have the discretion to conduct all proceedings except plea and sentence hearings virtually for juveniles.

Maintenance (Jail and JDC)

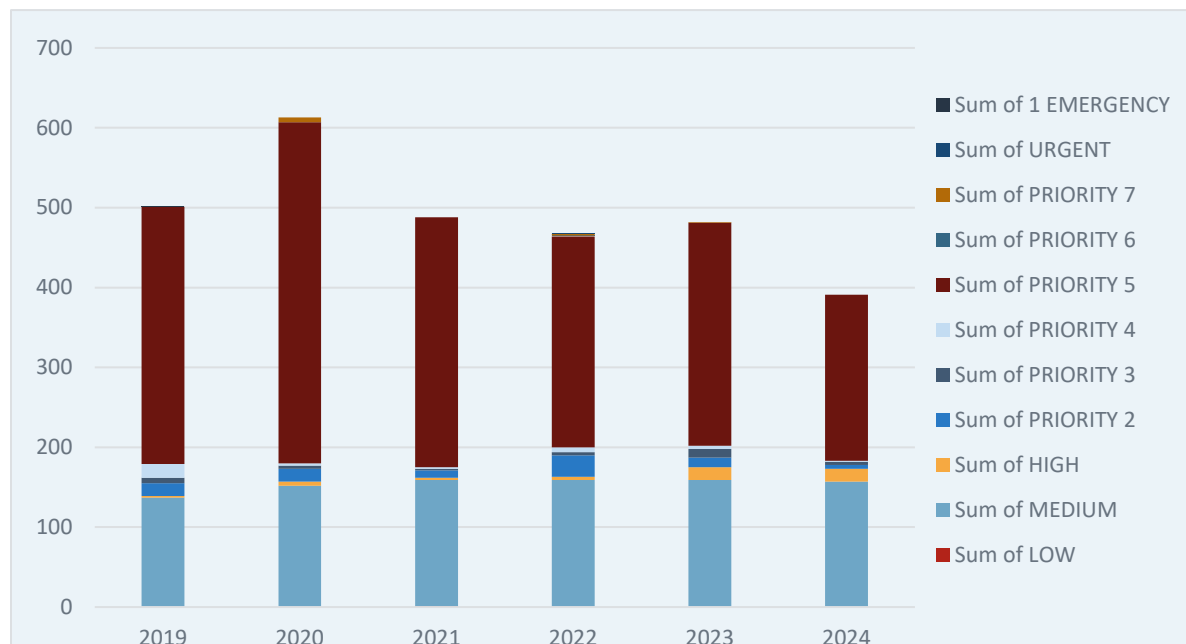
Maintenance is provided by the County's Facilities Management team with the detention facilities sharing personnel with the rest of the County. Building Automation Systems are limited to the HVAC controls for the JDC. The County uses a Computerized Maintenance Management System (CMMS) for work orders and has a Preventative Maintenance program. There is a service request prioritization policy for the CMMS that is inconsistently applied by requestors or labels that don't have a response requirement (i.e., "low", "medium" or "high") are used in lieu of the policy categories. Further, emergency and urgent service requests are not typically entered but are called in and

addressed outside of the system. This makes it difficult for the Facilities Director to track chronic issues and develop a responsive annual maintenance plan and budget. CGL was advised after initiating the Needs Assessment that the County is migrating away from the old system to a web-based CMMS to modernize and improve services.

Seven years of workorder prioritization for the jail and JDC are summarized in Figure 21. Based only on the recorded entries, the two facilities have averaged around 490 calls for service annually in recent years. Approximately 90% of the entries have a 7+ day response requirement (Priority 5) or no response requirement (Medium).

Facilities Management has some storage in the JDC and occupies a small space in the jail basement that is part of the central mechanical room. The remainder of the basement is crawl space. The Maintenance Shop and some storage spaces are off-site in a 1.5-car garage associated with an old house owned by the County. This storage and workspace for the maintenance team is reported to be wholly inadequate.

Figure 21. Maintenance Service Requests – Prioritization Summary



Source: Island County Facilities Management

The County anticipates spending \$3.45 million on major jail maintenance projects over the next 5 years, to include replacing the original 1983 roof, upgrading the doors, locks and lighting in the cell blocks, and creating a fund that makes available approximately \$120,000 annually to handle emergent maintenance needs at the aged facility. These repairs are intended to allow the facility to continue to operate safely but will do nothing to address the lack of space across the entire program and the deficiencies inherent in the facility design.

Operational Assessment Ratings

For an operational assessment, CGL provides an overall operational rating that represents an appraisal of how well a facility's physical plant meets its intended purpose and supports its mission and operation. An assessment for the Jail and JDC is provided separately, but the evaluation criteria is the same. The three potential ranges are:

- **Fully Meets:** The facility is well designed to meet its mission, the needs of its target population, and current and planned program/service offerings. Facility design and layout is efficient from a staffing standpoint. Line of sight in units and secure spaces is good. Programming space is sufficient to support program goals. The location of functional spaces supports secure and effective operations. Design and layout establish an environment that supports the agency and facility mission. Design supports modern correctional standards and requirements.
- **Partially Meets:** Facility design is somewhat supportive of the facility's mission, however, there may be layout/design issues that impact system efficiency and are not supportive of current and future correctional practices. This may include some degree of space deficiency for programs/services, outdated design, inefficient layout, or inability to comply with national standards.
- **Does Not Meet:** Facility's design does not reflect modern correctional practices or the goals of the agency. The design and layout create additional staffing needs, negatively impact safety and security, and reflect outdated correctional philosophies. Functional component adjacencies are inappropriate and complicate facility operations. Examples: Aging linear housing units, poor line of sight, lack of program spaces, undersized treatment spaces, program spaces located in inappropriate locations.

Table 3. Island County Jail - Operational Assessment Ratings

Component	Rating	Notes
Housing	Does Not Meet	Policies are in place to control jail population as housing capacity is limited. The design does not support a direct supervision inmate management model. Housing is not configured to accommodate the increasing number of inmates with medical and mental health diagnoses, special program needs, and behavioral issues. All housing lacks natural light, and inmates complain about the harsh artificial lighting. The modules have small dayrooms and do not have attached program, interview, or triage space.
Inmate Programs	Does Not Meet	Despite the recent creation of a BH Program Room, the facility lacks program delivery and workspace for clinicians and community partners and doesn't support an expansion of programs.
Medical	Does Not Meet	Space is undersized and cannot accommodate an expansion of space or services to reduce off-site transport. Minimal privacy. No separation of clinical and administrative space. Minimum staffing by contract is a Registered Nurse.
Behavioral Health	Does Not Meet	The jail lacks therapeutic housing for inmates with diverse levels of mental health acuity. Purpose-designed mental health interview and treatment space does not exist.
Kitchen/Dining	Fully Meets	The equipment, space, and the physical plant are adequate to support the current adult and juvenile facility needs. Recent renovations and new equipment result in this component being one of the only areas functioning effectively to support both Adult and Juvenile operations.

Component	Rating	Notes
Administration & Support	Partially Meets	A recent remodel carved out some additional administrative offices. However, BH and sworn supervisory staff sharing an office creates confidentiality issues. The public reception and visitation areas are not welcoming and there is no ADA access from the main public jail entrance.
Staff Wellness	Does Not Meet	There are no wellness facilities or amenities for staff. The poor indoor environment negatively affects staff as well as inmates.
Infrastructure	Does Not Meet	Island County lacks human services infrastructure and partners for diversion programs. Physical infrastructure to the site - water, sewer and electrical services - have sufficient capacity. The building's wiring and piping systems are aged or obsolete and continue to deteriorate.
Adjacencies	Does Not Meet	The sallyport is located adjacent to the public entrance. Arrestees must be escorted upstairs for booking. The intake counter lacks privacy, and the holding cells are inadequate for separating detainees. Staff areas are insufficiently separated from inmate circulation areas. Adjacency to the Superior Court offers some efficiency and reduces transportation, however District Court is located in Oak Harbor.
Accessibility	Does Not Meet	Accessibility is an issue for visitors and public, as well as arresting officers.
Standards Compliance	Does Not Meet	Not ADA compliant
Staffing	Partially Meets	Indirect supervision, while not the administrator's preferred model, requires minimal custodial staffing. Support and program staffing appear adequate for the services the facility is able to offer given space limitations. The introduction of Civilian Main Control Operators has allowed the current

Component	Rating	Notes
		staffing model to meet the security obligations and care, custody, and control of the jail population.
Circulation	Does Not Meet	Circulation areas are being used to store files, supplies and equipment and there is insufficient storage space. The single vehicle single vehicle sally port is also used for storage and AO and transport vehicles must back in and out creating a safety hazard near the public parking lot and building entrance.
Expansion Capability	Does Not Meet	There is no expansion capability. The site is fully built out and there are height restrictions. The Annex building is unsuitable cannot accommodate further expansion of the Jail.
Operating Costs	Partially Meets	Many of the building systems, site elements and equipment assets have exceeded useful life and are energy inefficient. Repairs are difficult due to obsolescence. The historic CMMS does not support planning and budgeting for maintenance (replacement in process). Staffing costs are lower with the indirect supervision model and civilian control positions vs. an alternative management strategy.

Table 4. Juvenile Detention Center - Operational Assessment Ratings

Component	Rating	Notes
Housing	Partially Meets	Housing spaces are adequate for the needs of the current average daily population. The facility is relatively new, and the fixtures, tables, bunks, and common association spaces are well maintained. In modern juvenile facilities there is typically access to natural light both in the association spaces and within the cells themselves.
Detainee Programs	Does Not Meet	The Academic program manager reports a lack of storage for curriculum materials. There are classrooms within the JDC and a multi-use program room on the building's first floor, but additional program space is needed. There is no outdoor recreation for the juvenile population. Access to fresh air is considered a best practice nationwide.
Medical	Fully Meets	There is a clinical exam room and medical storage room. The contract medical provider attends to the juveniles at the JDC as needed.
Behavioral Health	Does Not Meet	The jail lacks therapeutic housing for juveniles with diverse levels of mental health acuity. Purpose-designed mental health interview and treatment space does not exist. Juveniles with special needs are segregated.
Kitchen/Dining	Fully Meets	Contract Food Services are shared with the jail. The kitchen is sized appropriately for the number of meals served. Juveniles eat in housing unit day rooms.
Administration & Support	Partially Meets	Probation is officed on the first floor below the JDC and space is adequate.

Component	Rating	Notes
Staff Wellness	Partially Meets	There are no wellness facilities or amenities for staff, and there is no breakroom on the JDC operational floor. Staff tend to congregate in the control room.
Infrastructure	Fully Meets	Water, sewer and electrical service to the site have sufficient capacity.
Adjacencies	Fully Meets	The adjacency to Superior Court is efficient. Co-location with the adult jail helps with Support and Medical services.
Accessibility	Fully Meets	The facility is ADA compliant
Standards Compliance	Fully Meets	Statements by the juvenile staff indicate compliance standards for education are currently being met for any juvenile within their custody as required by Washington State Law.
Staffing	Does Not Meet	Juveniles are currently housed in adjacent counties due to staffing vacancies.
Circulation	Partially Meets	Juveniles are brought to the L&J Building and walked across a pedestrian bridge to the JDC. Interior circulation is mostly efficient; however, it is management's preference to have the Probation offices on the same level as the detention center.
Expansion Capability	Fully Meets	There is no expansion capability, however, the capacity of the JDC is not likely to be exceeded in the foreseeable future unless there are legislative changes with respect to the age of jurisdiction for juveniles.
Operating Costs	Partially Meets	The HVAC system for the JDC consists of 7 individual units mounted on the jail roof to meet building height restrictions in Coupeville. This is reported to be "the most inefficient HVAC system" in the County's asset inventory. Staffing costs are disproportionately high as no juveniles are being housed currently.

In the aggregate, the consulting team has determined that the Island County Jail is not fulfilling the intended purpose, supporting the Sheriff's mission. Eleven of fifteen Facility and operational components received the lowest assessment rating. Further, the main jail building would be very difficult and costly to repair, renovate and expand, and it is unlikely that a capital investment of that magnitude would result in a jail that meets modern operational standards.

The assessment of the Juvenile Detention Center is more positive, which is not unexpected as it was constructed more recently than the jail. The majority of the JDC's components were deemed capable of meeting the County's requirements. However, several of the arguably more important components (e.g., Staffing, Detainee Programs, Behavioral Health, Housing) are falling well short of meeting the stated goals of the juvenile justice system program managers.

Chapter 3: Needs Assessment

DATA ANALYSIS

Planning for the future of local detention in Island County begins with an analysis of reported criminal offenses, and crime rates, as well as historic jail population data including bookings and releases, average daily population, and lengths of stay. A review of the attributes of the existing jail population is helpful to understand who is being confined and managed longer term vs. those that “churn” in and out, as they require different resources. Evaluating the historic and snapshot data in conjunction with overall County population and at-risk population forecasts assists in determining the size, staffing and other resource and program requirements of the future jail population. While extensively excerpted here, a full jail population analysis and forecast is included in this report in the Appendices.

Methodology

CGL forecasted the Island County jail population using the Wizard projection software. This computerized simulation model mimics the flow of detainees through the jail system over a ten-year forecast horizon and produces monthly projections. Because Wizard attempts to mirror Island County’s criminal justice system, it must include a wide array of data that have both a direct and indirect impact on jailed population growth. Factors that underpin a correctional system’s long-term projection can be separated into two major categories – external and internal.

External factors reflect the interplay of demographic, socio-economic and crime trends that produce arrests, and offenders’ initial entry into the criminal justice process.

Internal factors reflect the various decision points within the criminal justice system that cumulatively determine jail intakes and length of stay (LOS). These decisions begin with law enforcement and end with County officials who, within the context of court-imposed sentences, have the authority to release, recommit, give and restore a wide array of good time credits, and offer programs that may reduce re-arrest and re-conviction.

CGL collected data from Island County geared towards these two factors. The purpose of collecting aggregate data was to examine Island County's demographic, crime, arrest, jail bookings and population trends over time. CGL also received extract data files from the Sheriff's Office. One file was a snapshot of the population on February 27, 2025. The other file consisted of all releases from January 2023 to February 27, 2025.

The snapshot of the jail population data allowed CGL to quantitatively understand the attributes of the population that must be housed and managed daily. The snapshot files were used to profile the jail population in terms of their socio-demographic attributes, number and type of charges, and bail amounts. Release data were used to track detainees from booking to release to determine the number of persons that entered the Island County Jail, the length of time that they remained, and the timing and mode by which they were released.

The most basic explanation of how the simulation model works is as follows. The size of a jailed population is the product of the admissions and the detainee's LOS. This can be simply stated in the following equation:

$$\frac{DOC \text{ Intakes} \times LOS}{365.25} = ADP(Average \text{ Daily Population})$$

Minor changes in either or both the LOS or number of intakes can have an enormous impact on the average daily population (ADP). For example, if the number of intakes remained constant, but the LOS was reduced, the ADP would also drop and if the LOS was increased, the ADP would increase. Similarly, if the LOS remained constant, but the intakes decreased, the ADP would also shrink and if the intakes were increased, the ADP would grow.

This example illustrates how sensitive the jail system is to law enforcement, court processing time and sentencing practices. Of course, if the number of intakes increased or decreased with no change in LOS, the population would also increase or decrease, respectively.

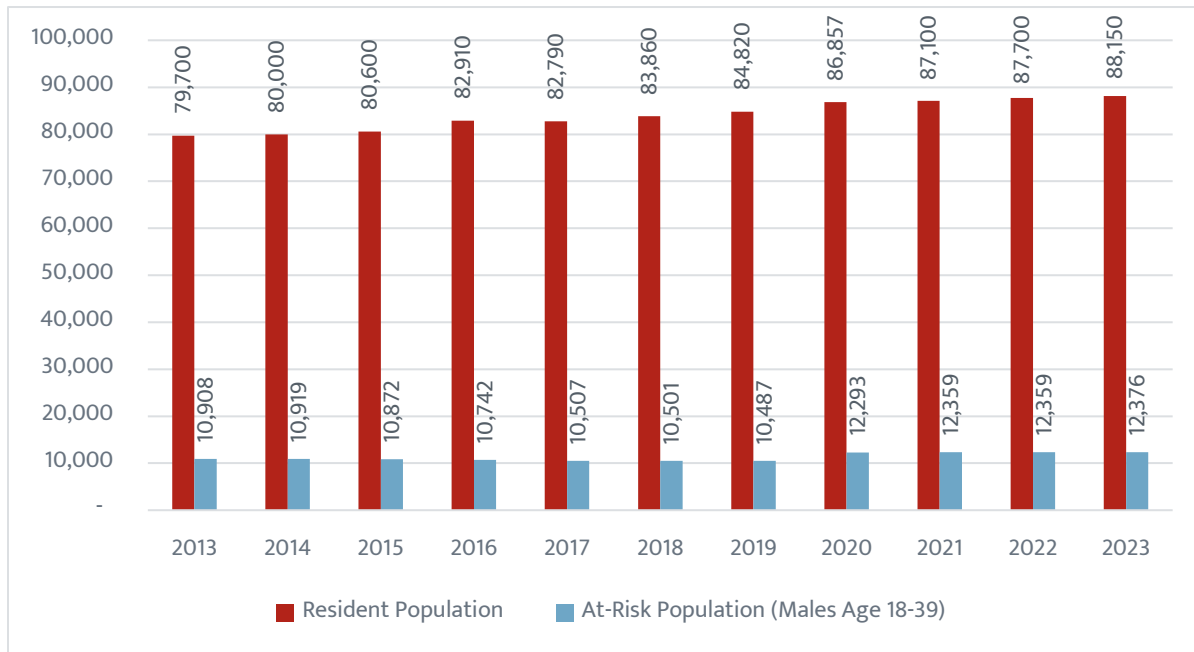
From this baseline methodology, the Wizard simulation model adds complexity and increases the accuracy of forecasting a jailed population by disaggregating the population into key groups with similar paths through the justice system. The Wizard Simulation model is an example of a stochastic entity in the sense that the model is conceptually designed around the movement of individual cases (detainees) into, through, and out of a jail. The model also makes use of the Monte Carlo simulation techniques by adding an element of randomness to the simulation model. Random numbers are generated and used by the simulation process to determine the offender group composition and lengths of stay associated with a system. Individual cases are processed by the model through a series of probability distribution arrays, or matrices, that provide computations for specific cases. When loaded with accurate data, the model mimics the flow of detainees through the system and produces a monthly forecast accurate to within 2 percent.

Historic At-Risk Populations

County population as a sole data point is not a reliable indicator of jail population. Criminologists have long noted that certain segments of the population have higher rates, or chances, of becoming involved in crime, being arrested, and being incarcerated. This is known as the “at-risk” population, which generally consists of younger males. Higher crime rates are often observed for males aged 15 to 25, while the higher incarceration rates are observed for males aged 18 to 44. When the at-risk population in a jurisdiction is expected to increase, it may be an indicator of future additional pressures on criminal justice resources, all things being equal.

Figure 22 provides data on the total resident population and at-risk estimates for Island County from 2013 to 2023. Over this time frame, the total resident population has increased by an annual average of 1.0%. The at-risk population, here designated as males ages 15-44, has increased at an annual average of 1.4%. From 2019 to 2020, the total resident population increased by 2.4%; the at-risk population dramatically outpaced this growth with an increase of 17.2%. However, from 2021 to 2023, the total resident population increased by 1.5% while the at-risk population only increased by 0.7%.

Figure 22. Island County Resident and At-Risk Population



Source: Washington State Office of Financial Management

Crime Statistics

Although, historically, there has been no strong or consistent association between reported crime rates and jail intakes, observing these data can provide some anecdotal evidence that allows insight into county trends in local jail admissions. Jail populations are more directly shaped by policy and procedural decisions of officials who work in the local criminal justice system: local law enforcement, prosecutors, probation and parole officers, and the judiciary. These officials all work independently, but the collective decisions they make at specific decision points within the local criminal justice system affect the size of the jail population.

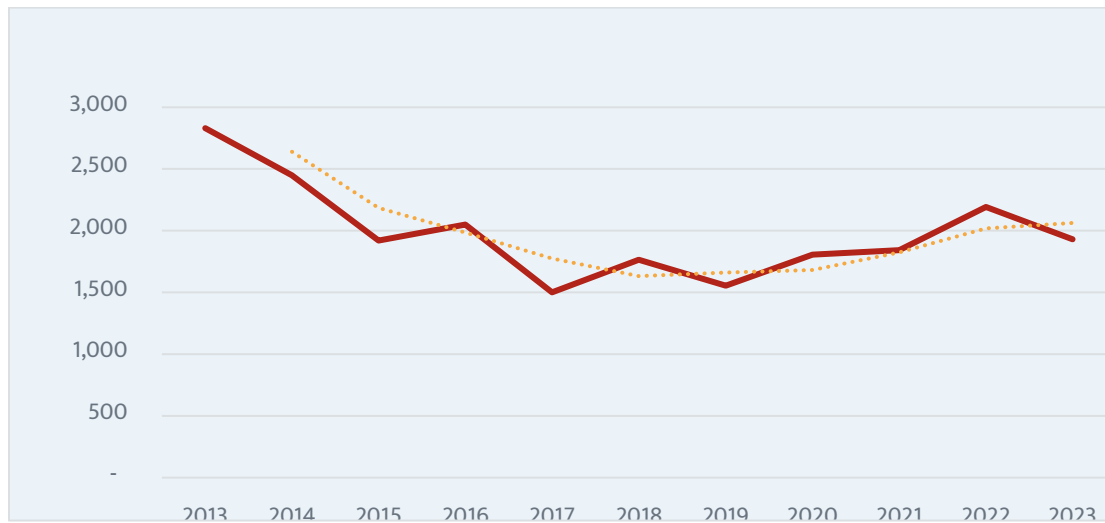
Crime statistics are reported by local law enforcement agencies to Washington State Statistical Analysis Center’s Criminal Justice Research and Statistics Center. The data is published at the County level using a system maintained by the Federal Bureau of Investigation known as the Uniform Crime Reports (UCR) and National Incident-Based Reporting System (NIBRS). The system categorizes more serious crimes (Group A Offenses) as Crimes Against Persons, Crimes Against Property, and Crimes Against Society. Table 5 presents the reported Group A Offenses for Island County for the 10-year period 2013 to 2023.

Table 5. NIBRS Reported Crimes for Island County

Item	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
Murder		1	1	1	-	-	1	-	1	-	1
Manslaughter	-	-	-	-	-	-	-	-	-	-	-
Forcible Sex	20	21	23	24	10	20	27	17	24	8	14
Non-Forcible Sex	2	2	-	4	-	-	-	-	1	-	1
Assault	474	429	371	408	311	363	304	342	400	512	466
Kidnapping/Abduction	6	8	6	4	9	12	5	8	7	7	2
Human Trafficking	-	-	-	-	-	-	-	-	-	-	-
Viol. of Protection	131	105	86	118	83	156	140	118	119	136	150
Crimes Against Persons	633	566	487	559	413	551	477	485	552	663	634
Robbery	8	9	11	4	5	2	3	2	1	6	1
Arson	4	3	3	3	3	1	2	1	3	3	9
Burglary	431	366	262	268	200	207	180	187	162	254	147
Theft	1,132	953	746	755	571	613	555	783	774	875	720
Extortion/Blackmail	1	-	2	-	-	-	2	4	1	9	3
Counterfeiting/Forgery	32	14	22	22	15	9	13	10	13	13	13
Destruction of	476	433	296	326	202	227	221	260	279	335	350
Bribery	-	-	-	-	-	1	-	-	1	-	-
Property Crimes	2,084	1,778	1,342	1,378	996	1,060	976	1,247	1,234	1,495	1,243
Drug Violations	79	56	37	75	63	121	79	36	5	8	18
Weapons Law	31	43	51	37	28	31	21	33	45	24	29
Gambling Violations	-	-	-	-	-	-	-	-	-	-	-
Animal Cruelty	-	-	-	-	-	-	-	-	4	2	3
Pornography	2	6	4	1	1	1	3	5	2	1	3
Prostitution	2	-	-	-	-	-	-	-	-	1	-
Societal Crimes	114	105	92	113	92	153	103	74	56	36	53
Total Reported Crimes	2,831	2,449	1,921	2,050	1,501	1,764	1,556	1,806	1,842	2,194	1,930

Overall, Total Reported Crime in Island County trended downward between 2013 and 2019 but has since started trending upward (*Figure 23*). The average year-over-year increase in total reported offenses was 6.3% between 2020 and 2023.

Figure 23. Trend in Total Reported Crimes in Island County, 2013 – 2023



Between 2019 and 2023, total reported UCR crime in Island County increased by 29.2%. There was an average annual increase of 7.5%. Notably, property crime rates surged by 24.8% from 2019 to 2020, and by 20.3% from 2021 to 2022. Violent crime rates surged from 2020 to 2021 by 13.5% and 19.3% from 2021 to 2022. See tables 6 and 7.

Table 6. Historical Violent Crimes and Rates

Year	Violent	Violent Crime Rate
2013	633	794.2
2014	566	707.5
2015	487	604.2
2016	559	674.2
2017	413	498.9
2018	551	657.0
2019	477	562.4
2020	485	558.4
2021	552	633.8
2022	663	756.0
2023	634	719.2
% Change (2013-2023)	0.2%	-9.4%
Average % Change (2013-2023)	1.5%	0.5%
% Change (2022-2023)	-4.4%	-4.9%

Table 7: Historical Property Crimes and Rates

Year	Property	Property Crime Rate
2013	2,084	2,614.8
2014	1,778	2,222.5
2015	1,342	1,665.0
2016	1,378	1,662.0
2017	996	1,203.0
2018	1,060	1,264.0
2019	976	1,150.7
2020	1,247	1,435.7
2021	1,234	1,416.8
2022	1,495	1,704.7
2023	1,243	1,410.1
% Change (2013-2023)	-40.4%	-46.1%
Average % Change (2013-2023)	-3.5%	-4.5%
% Change (2022-2023)	-16.9%	-17.3%

Source: Washington Association of Sheriffs and Police Chiefs

When comparing Island County's crime rates to national averages, the county's violent crime rate is significantly higher than the national average. In 2023, Island County's violent crime rate was approximately 719 per 100,000 residents, about 27.9% higher than in 2023 and well above the national average of 364 per 100,000. Conversely, Island County's property crime rate of 1,410 incidents per 100,000 in 2023 is 35.9% lower than the national rate of 1,917 per 100,000.

In recent years, total adult arrests in Island County have steadily increased, averaging a 17.5% annual rise. The most notable spike occurred between 2022 and 2023, when arrests jumped nearly 25% in just one year. This trend aligns with the overall increase in crime rates observed between 2019 and 2023. Table 8 provides the arrests for both adults and juveniles for the study timeframe.

Table 8: Historical Arrests

Year	Adult Arrests	Juvenile Arrests
2013	1,435	105
2014	1,076	87
2015	761	68
2016	940	68
2017	769	51
2018	946	29
2019	417	10
2020	490	5
2021	521	15
2022	632	29
2023	788	65
% Change (2013-2023)	-45.1%	-38.1%
Average % Change (2013-2023)	-1.2%	19.5%
% Change (2022-2023)	24.7%	124.1%

Source: Washington Association of Sheriffs and Police Chiefs

Historical Jail Intake and Population Data

Table 9 and Figure 24 present historical intakes to the Island County Jail between 2013 and 2023. Figure 25 details the ADP from 2018 to 2023.

Intakes to the Island County Jail increased substantially between 2013 and 2017, up 90.4% from 355 in 2013 to 676 in 2017. From 2023-2024, intakes remained static, down 1.1% from 523 in 2023 to 517 in 2024.

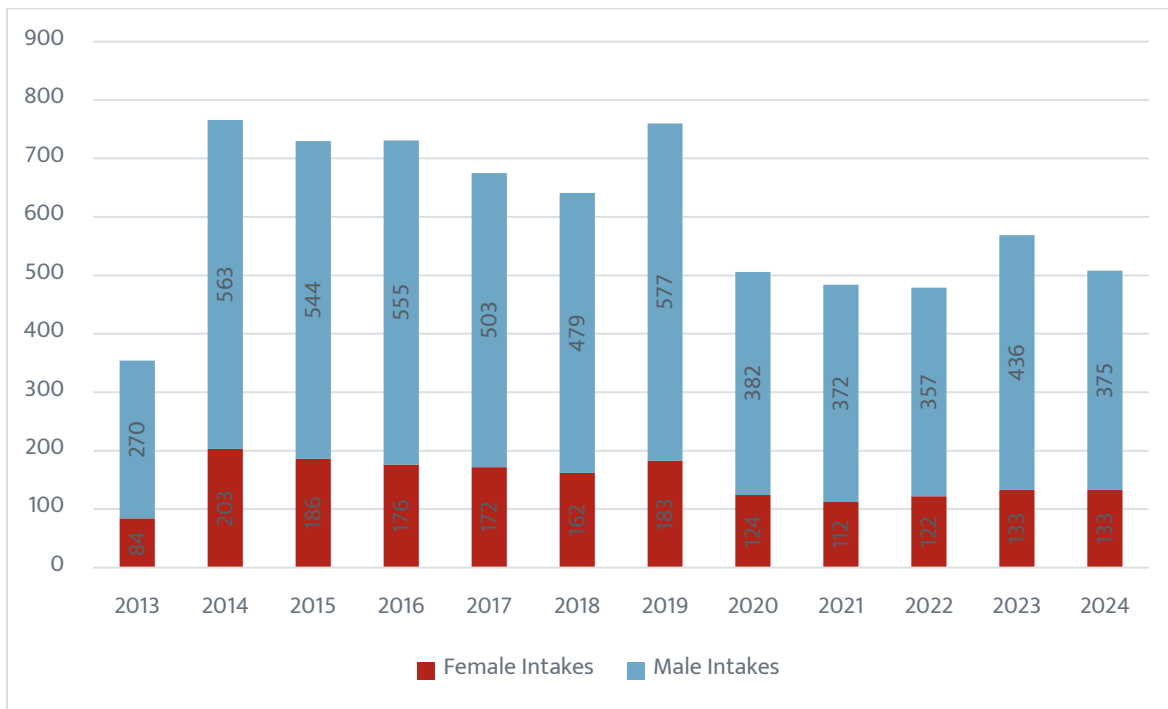
The total ADP for the Island County Jail peaked in 2019 at 64. Between 2019 and 2021, it fell by 43.8% to 36. Since 2021, the ADP had started to grow towards pre-COVID levels. However, between 2023 and 2024 it fell 11.3% from 53 to 47.

Table 9. Historical Island County Metro ICSO Intakes by Gender, 2013-2024

Year	Female	Male	Unknown	Total
2013	84	270	1	355
2014	203	563	1	767
2015	186	544	2	732
2016	176	555	1	732
2017	172	503	1	676
2018	162	479	0	641
2019	183	577	0	760
2020	124	382	0	506
2021	112	372	0	484
2022	122	357	0	479
2023	133	436	0	569
2024	133	375	0	508

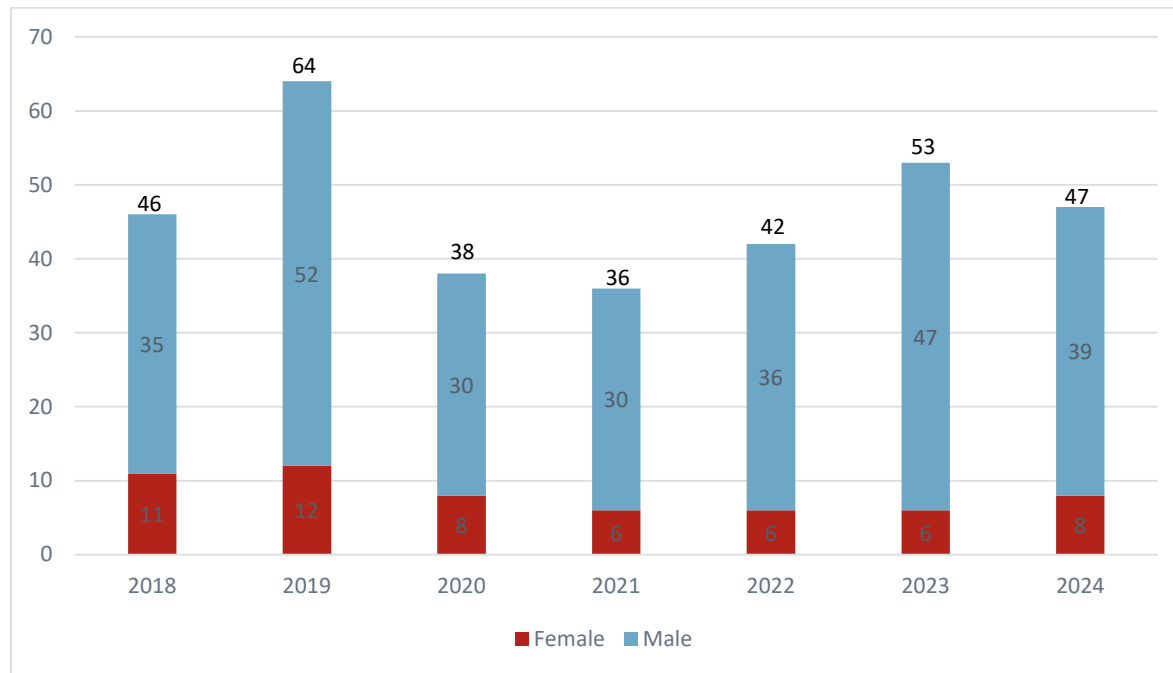
Source: Island County Sheriff's Office

Figure 24. Island County Sheriff's Office Historical Intakes, 2013-2023



Source: Island County Sheriff's Office

Figure 25. Island County Historical ADP, 2018-2023



Source: Island County Sheriff's Office

Despite the rise in arrests – up 89% over the period – intakes into the correctional system declined by an average of 6.1% annually. This drop in bookings is likely the result of continued mitigation efforts related to the COVID-19 pandemic and systemic policy decisions intended to prevent facility overcrowding. While intakes have begun to rebound, they remain significantly below pre-pandemic levels – falling from 760 bookings in 2019 to just 508 in 2024. Taken together, crime rates, arrest activity, and booking and ADP trends suggest that pressure on correctional bedspace has remained relatively stable for now.

Population Attributes

The analysis report in the Appendix includes an extensive data profile for the inmates housed in the Island County Jail on February 27, 2025. This snapshot data and evaluation offers important insight into the needs of the jail population—information that will be essential as Island County considers plans for the future and a potential new facility. A summary of certain aspects of the data is as follows:

General Summary

1. The Island County Jail population consisted of 46 inmates with an average LOS to date of 85.9 days.
2. Most of the Island County Jail population was male (78.3%). Males had a significantly longer average length of stay to date than females (98.6 days for males versus 31.0 days for females).
3. The majority of the Island County Jail population was White (82.6%).
4. Fifty percent (50%) of the Island County Jail population had bond amounts set from \$0-\$10,000 with an average LOS of 34.9 days. The other 50% had bond amounts greater than \$10,000 with an average LOS of 127.9 days.
5. The average age of detainees in jail was 39 years. Most detainees were ages 25 through 44.

Detainee Attributes by Most Serious Offense

1. Persons held/sentenced for a felony charge accounted for most detainees (51.4%) and had an average LOS to date of 95.4 days.
2. Violent felony charges made up the majority of felony charges (77.8%).
3. Persons held/sentenced for murder/manslaughter had the highest average LOS to date at 302.5 days.
4. Persons held/sentenced for a misdemeanor charge accounted for most detainees (42.9%) and had an average LOS to date of 65.7 days.

Detainee Attributes by Classification Level

All individuals booked into the Island County Jail were evaluated using an objective classification tool and placed into one of three classification levels: minimum, medium, or maximum. The classification tool consists of 6 structured questions with override options for violent offenders. The scored questions use information about offense severity, conviction history, escape history, prior institutional behavior, age, and other relevant factors to determine classification level. The last four unscored sections flag special housing factors and important discretionary factors that may be used to increase or decrease the final classification level (see report in Appendix for the full evaluation).

Several key findings have emerged from the data:

1. Nearly half of the Island County Jail inmates were assigned to the minimum classification level (46.5%).
2. The average LOS to date was 48.5 days at the minimum classification level and 82.8 days at the medium classification level.

3. Inmates assigned to the maximum classification level had the highest average LOS to date at 186.1 days.
4. Nearly 33% of inmates were admitted for violent felony offenses. 39.5% were admitted for nonviolent felony offenses and 27.9% were admitted for misdemeanor or traffic offenses.
5. The majority of inmates (65.1%) had either no previous convictions history or only misdemeanor and traffic offenses.
6. The most commonly flagged discretionary factors were domestic violence convictions or conviction history, previous prison time, and the presence of a warrant or detainer.
7. The most commonly flagged special housing factors were medical problems, psychological impairments, and suicide risks.

Although the classification system is designed to guide housing assignments and ideally security-based privileges, limited physical space within the jail prevents staff from utilizing the classification system to its full potential and this operational constraint limits the system's effectiveness. As Island County considers future facility planning, revalidating the classification system and scored instrument will be important if housing decisions can be more consistently based on classification level in a new or reconfigured space.

Detainee Attributes by Mental Health Evaluation

All individuals booked into the Island County Jail receive a Health Evaluation designed to identify immediate needs and alert staff to any behavioral health concerns that could impact safety or custody decisions. The screening tool consists of 48 structured questions, with 12 being scored, gathering information on current medications, mental health diagnoses, history of substance use, prior hospitalizations, and other relevant factors. The process is built to flag risk early and support informed decision-making within the facility. Several key findings emerged from the data:

1. Forty-three percent (43%) of the population reported being homeless
2. Over one-third of the population (36%) reported having a history of traumatic brain injury or other head injuries
3. Forty-three percent (43%) have a history of dental problems, many which reported needed immediate attention
4. Thirty-four percent (34%) of the population are currently on medication for emotional or mental health problems
5. Half of the population scored high enough to require urgent referrals for treatment

The average length of stay to date was not significantly impacted with greater urgency in mental health referral needs, with inmates with no referral needs averaging a LOS to date of 85.8 days and inmates with urgent referral needs averaging a LOS of 89.5 days.

General Attributes of Jail Releases

Release data assists CGL in determining the number of people entering the jail, the length of time that they remain, and the timing and mode by which they are released. The following are some key findings from jail releases in 2023-2024:

1. The majority of releases in 2023 were male (75.7%) with an average LOS of 17.3 days. Female releases averaged a shorter LOS at 11.2 days.
2. In 2023, white persons comprised 80.5% of releases. White persons averaged a LOS of 15.4 days, while Black persons averaged 12.8 days and Asian or Pacific Islander persons averaged 21.9 days.
3. In 2023, the majority of releases (57.2%) were aged 25-44.
4. In 2023, releases aged 18-24 had the longest LOS at 23.9 days.
5. The majority of releases in 2024 were male (74.3%) with an average LOS of 34.7 days. Female releases averaged a shorter LOS at 10.1 days.
6. In 2024, white persons comprised 84.7% of releases. White persons averaged a LOS of 24.3 days and Black persons averaged 54.4 days
7. In 2024, the majority of releases (55.5%) were aged 25-44.
8. In 2024, releases aged 35-44 had the longest LOS at 35.5 days.

POPULATION PROJECTIONS

This section presents three Island County Jail population forecasts and the key assumptions that significantly affect the projections.

Tables 11-13 present the forecasts generated using the Wizard Simulation software. The forecasts are also presented in Figure 26. Table 11 presents the baseline forecast. The “baseline” projection reflects current demographic, crime, arrest, and criminal court processing trends and policies.

The Table 12 forecast is the baseline forecast plus a peaking factor of around 12% for both males and females. The inclusion of the peaking factor shows what the highest sustained Island County Jail population will be for that year. Typically, a peaking factor is established from three years’ worth of

historical daily population data, but this was not available from the Island County data system. In that absence, an industry standard of 12% was used for these estimates.

The Table 13 forecast is the baseline forecast with peaking plus the addition of Oak Harbor beds, resulting in a forecast roughly 36% higher than the base forecast. Data provided by the Oak Harbor Police Department indicated that between 4 and 8 beds have been historically needed (Table 10). Adjusting for similar projected growth as Island County generates a needed ADP of approximately 12 beds for Oak harbor PD by the end of 2025.

Table 10. Historical Oak Harbor Bed Needs

Time Period	Annual Daily Population	Housing Type	Housing Location
2020-2024	4	Contracted	SCORE
2019-2020	8	Contracted	Yakima Jail
2018	7	Oak Harbor Jail	Oak Harbor Jail
2015-2017	4	Oak Harbor Jail	Oak Harbor Jail
2004-2008	8	Oak Harbor Jail	Oak Harbor Jail

Source: Oak Harbor Police Department

Base Model Assumptions:

1. Demographic growth in greater metropolitan areas in total and at-risk populations will mimic the averages observed from 2020-2023.
2. Booking profiles and release methods will remain at proportions observed in 2024.
3. Increased intakes through 2035, creating an almost 13% increase over 2024.
4. LOS will remain at levels seen during CY 2024.

The base forecast projects the total Island County Jail ADP to increase slightly from 2024 by about 6.4% to an average ADP of 50 by the end of 2025. From there, growth continues with an average annual growth rate of 4.0% per year through 2040. The Island County Jail ADP is projected to reach 89 in 2040.

Table 11. Island County Projections – Base Forecast, 2018-2040

Year	Historical			Base Forecast		
	Male	Female	Total	Male	Female	Total
2018	35	11	46			
2019	52	12	64			
2020	30	8	38			
2021	30	6	36			
2022	36	6	42			
2023	47	6	53			
2024	39	8	47			
2025				44	6	50
2026				46	7	53
2027				48	7	55
2028				50	7	57
2029				53	7	60
2030				54	8	62
2031				56	8	64
2032				58	8	66
2033				60	8	68
2034				62	9	71
2035				64	9	73
2036				67	9	76
2037				71	10	81
2038				74	10	84
2039				76	10	86
2040				79	10	89
Total Numeric Change 2018-2024	4	-3	1			
Average Percent Change 2018-2024	6.6%	-2.7%	4.1%			
Total Numeric Change 2025-2040				35	4	40
Average Percent Change 2025-2040				4.0%	3.6%	3.9%

The base forecast with peaking factors, shown in Table 12, is calculated to be about 12% higher than the base forecast. The base forecast with peaking factors projects the total Island County Jail ADP to increase to an average ADP of 55 by the end of 2025 and 99 by the end of 2040.

Table 12. Island County Projections – Base Forecast with Peaking, 2025-2040

Year	Base + Peaking Forecast		
	Male	Female	Total
2025	49	6	55
2026	52	8	60
2027	54	8	62
2028	56	8	64
2029	59	8	67
2030	60	9	69
2031	63	9	72
2032	65	9	74
2033	67	9	76
2034	69	10	79
2035	71	10	81
2036	75	10	85
2037	80	11	91
2038	83	11	94
2039	85	11	96
2040	88	11	99
Total Numeric Change 2025-2040	39	5	44
Average Percent Change 2025-2040	4.0%	4.4%	4.0%

Source for Tables 11 and 12: CGL

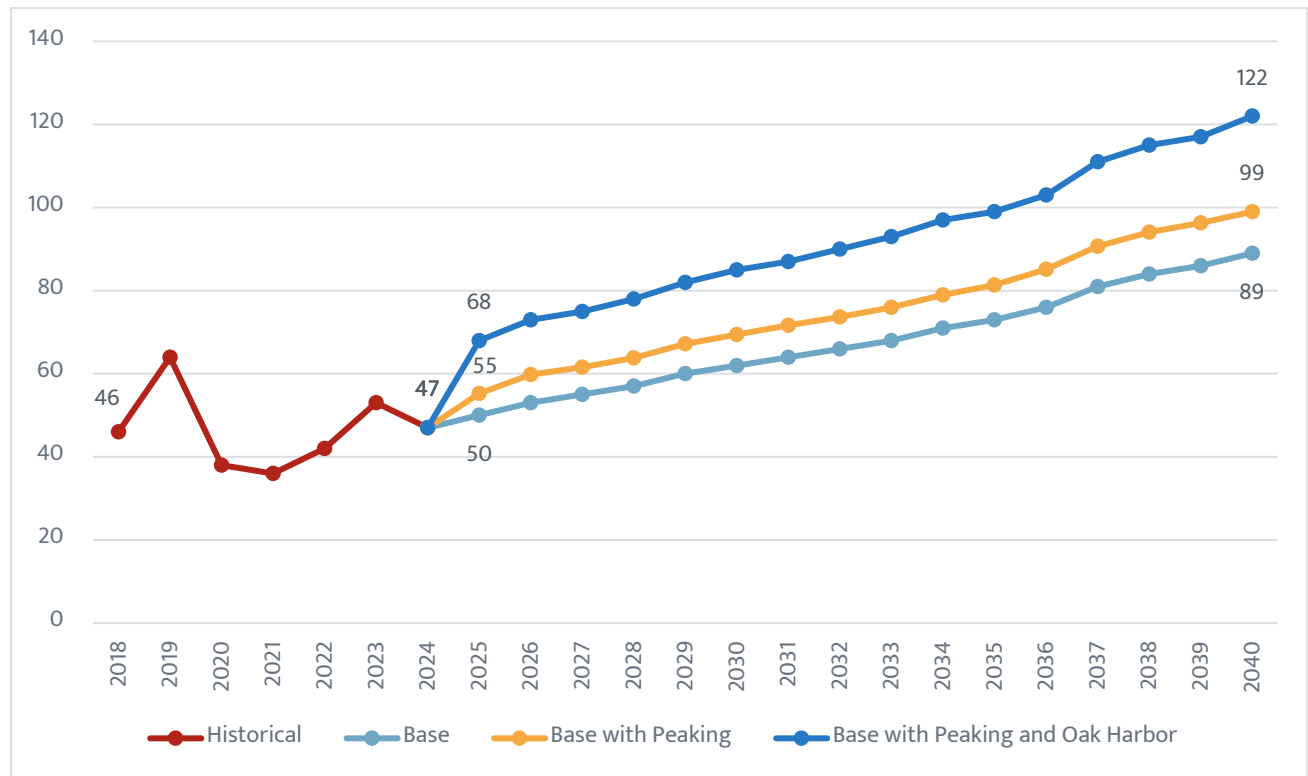
The base forecast with peaking factors and the addition of Oak Harbor beds to the average daily population is roughly 37% higher than the base forecast. The additional Oak Harbor beds account for about 20% of the total ADP forecast from 2025-2040. The base forecast with peaking factors and Oak Harbor projects the total Island County Jail ADP to increase to an average ADP of 68 by the end of 2025 and 122 by the end of 2040.

Table 13. Island County Projections – Base Forecast w/ Peaking & Oak Harbor, 2025-2040

Year	Additional Beds for Oak Harbor	Base + Peaking + Oak Harbor		
		Male	Female	Total
2025	12	60	8	68
2026	13	63	10	73
2027	13	65	10	75
2028	14	68	10	78
2029	15	72	10	82
2030	15	74	11	85
2031	16	76	11	87
2032	16	79	11	90
2033	17	82	11	93
2034	17	85	12	97
2035	18	87	12	99
2036	18	91	12	103
2037	20	97	14	111
2038	20	101	14	115
2039	21	104	14	117
2040	22	108	14	122
Total Numeric Change 2025-2040	10	48	6	54
Average Percent Change 2025-2040	4.0%	4.0%	4.1%	4.0%

Source: CGL

Figure 26. Island County Projections – Base Forecast w/ Peaking & Oak Harbor, 2018-2040



Source: CGL

FACILITY PROFILE

A profile for the future Island County Jail was developed based upon the population forecast in the preceding section. This profile forms the basis for estimating the size of the jail and the associated site requirements. An estimate of the size for a replacement juvenile facility was also determined (using the current bed count) so that co-location opportunities for a detention campus with shared support services could be evaluated.

While the forecast helps anticipate how many individuals may be detained in the coming years, it's important to consider capacity thresholds when interpreting these projections. Running a jail at or near 100% capacity creates significant operational and safety challenges – reducing flexibility in housing assignments, straining resources, and increasing the risk of violence, medical emergencies, etc. According to national standards and research from the National Institute of Corrections (NIC), jails ideally operate below 85% of their rated capacity to maintain safe and effective operations.

The following jail utilization thresholds should serve as a guide to ensure the jail remains safe, legally compliant, and capable of adapting to population fluctuations:

<u>Threshold</u>	<u>Implication</u>
Under 85%	Room for growth when renovations are needed or are underway
85%	Allows movement, routine classification, and incident response
85%-95%	Risk of increased infractions, limited housing options
Over 95%	Unsafe; classification fails, legal and compliance risk

Bedspace

Table 14 incorporates the NIC standard of operating at or below 85% of capacity. Fifteen percent (15%) is added to the 2040 Island County population forecast for males and females to determine the overall jail bedspace requirement. Industry benchmarks are used to calculate the number of beds by classification.

The industry benchmarks do not directly align with Island County's classification system or historical experience with respect to the percentage of the population assigned to each category. Therefore, Table 15 was prepared to illustrate how the bedspace might be distributed based on Island County's experience. It should be noted that this bedspace allocation is one possible approach, and the county should invest in a more detailed programming effort if a project moves forward.

Table 14. Bedspace Forecast

	Total Population Forecast	Males	Females
2040 Baseline Population Projection	122	108	14
Utilization Factor (operate @ 85% of capacity)	18	16	2
BEDSPACE TOTAL:	140	124	16

Classification	Industry Benchmarks	Total Forecasted Bedspace by Classification ¹	Males	Females
General Population	80%	112	99	13
Maximum	30%	42	37	5
Medium	30%	42	37	5
Minimum	20%	28	25	3
Special Needs²	15%	21	19	2
Segregation (PC/Admin. Seg.)	5%	7	6	1
Total³	100%	140	124	16

¹Bedspace allocations by classification are raw numbers and are not rounded for design and constructability

²Special Needs beds could include Medical & Mental Health Stepdown units and Program Intensive Housing (e.g., RSAT)

³Intake, Detox, Suicide Watch, and Behavioral Segregation cells and Infirmary beds are not included in the forecast bed count.

Table 15. Bedspace Allocation Proposal

Female	# of HUs	# of beds	Subtotal
Med/Max	1	6	6
Min/Special Needs	1	6	6
Special Needs/Ad. Seg.	1	4	4
Female Housing Capacity	3		16
Behavioral Segregation	1	2	2
Intake	1	2	2
Infirmary	1	2	2
Total Female:			22
Male	# of HUs	# of beds	Subtotal
Maximum	4	8	32
Medium	4	8	32
Minimum	3	12	36
Special Needs	2	8	16
Admin. Segregation	1	8	8
Male Housing Capacity	14		124
Behavioral Segregation	1	6	6
Intake	1	4	4
Infirmary	1	4	4
Total Male:			138
TOTAL FACILITY:			160

Note: Intake/Detox/Suicide Watch, and Behavioral Segregation cells and Infirmary beds (20 beds) are provided in this allocation proposal in addition to the forecast bed count.

The current trend in the industry is to design and build housing units that are purpose-built for specific populations. This could include medical and mental health stepdown housing, or program-intensive housing such as housing units for Residential Substance Abuse Treatment. Stepdown housing assists jail managers with appropriate placement of inmates who do not need intensive medical or mental healthcare, but who may require more observation and interaction. The Medical stepdown unit could accommodate inmates on medical assisted treatment for seizures, withdrawal, or gender transition, or those who use a wheelchair, cane, or walker. Similarly, while a sizable percentage of the jail population takes prescribed medications to manage one or more mental health diagnoses, there are some inmates who require more clinical or peer support that could be placed in a mental health stepdown unit.

Island County Jail leadership has expressed interest in designing most of the housing with an eye toward flexibility rather than designing for specific populations. Medium, Minimum, Special Needs, and Administrative Segregation (e.g., Protective Custody) housing units could utilize a design approach and construction materials that are commonly seen in minimum custody housing or program-intensive living communities. The concept is to provide a normative environment and smaller housing units so that they can be used according to the current classification demands. The smaller units could be designed without bunks or tiers so that every bed is accessible from ground level and can be used by inmates with disabilities or mobility issues. Traditional higher security design and construction methods could be used for Maximum custody and behavioral segregation housing units. If the bedspace allocation outlined in Table 15 were built, as an example, thirty-two (32) of the 124 beds in the male housing units would be hardened as well as the eight (8) beds in the Behavioral Segregation unit.

Some benefits of this approach include avoiding “overclassifying” low-level offenders who receive no benefit from being placed in hardened areas; flexibility in reassigning housing units as the population profile evolves; and a lower cost of construction from using more commercial-grade materials, finishes and furnishings vs. detention grade.

This approach has some drawbacks as well. Changes in the characteristics and needs of the inmates housed, along with increased federal mandates and national litigation have transformed how detention systems must operate. In the last decade alone, inmate population levels in most jails have changed and become “harder” due to criminal justice system reforms and the diversion of low-level

offenders from incarceration. This, coupled with the increase in individuals with serious mental illness has altered the makeup and increased the complexity of the jail population.

If these trends continue, the cost of maintenance and replacement of furnishings and equipment may increase if the populations assigned to normative housing units with the Island County Jail do not take ownership or become destructive. This approach also works better in a direct supervision model where staff is embedded in the housing units vs. primarily monitoring inmate activities from a central control room; staffing costs may increase if the inmate management model must adjust in response to uncooperative inmate behavior.

Facility Size

It is important to note that the size of a new jail and inmate living space differs by jurisdiction and is driven by client needs and cost. Therefore, decisions regarding the supervision method (direct vs. indirect vs. hybrid), and housing (e.g., single occupancy cells/rooms, double or multi-occupancy cells/rooms, or dormitory) and building typologies (single story vs. mezzanine) must be made in advance of embarking upon more detailed space programming and project development.

A high-level program summary based on space allocation standards and square-feet-per-bed benchmarks compiled by CGL has been prepared to evaluate the site opportunities in Island County and estimate the cost of a new facility. **The benchmarked space requirement range is approximately 56,000 square feet** based on a 400 GSF per bed space requirement. Again, it is important to note that this size estimate is very preliminary and there are a multitude of decisions the County will need to make as part of a more detailed programming effort as the project progresses toward financing and implementation.

The county is also considering replacement of the juvenile detention center which does not meet the programmatic requirements of the operators as it is designed more akin to an adult jail and not as a therapeutic environment suitable for a modern approach to juvenile justice. The facility managers foresee the need for a similar size facility (21 beds) constructed and operated differently than the existing facility.

A benchmark of 888 GSF/bed was applied to derive the juvenile space requirement, which reflects a low-level campus-style facility. The individual program component space benchmarks for juveniles are

different than an adult facility with the program space occupying roughly 20% of the overall building area.

There could be adjustments and resulting cost savings for the juvenile project if it is co-located with the jail. The bulk of the Services and Support Services components could be shared and would not need to be duplicated if a Justice Center approach is taken. Table 17 outlines the program for a **18,650 square foot juvenile detention center**.

Table 16. Island County Jail Benchmarked Space Requirement – 140 Beds

Benchmarked Space Requirement		
Benchmark GSF/Bed		400
Building GSF		56,000
Component	Space Allocation	
Male Housing	51%	28,560
Female Housing	10.5%	5,880
Administration	5%	2,800
Programs	9%	5,040
Services ¹	4%	2,240
Intake/Release/Transfer	6%	3,192
Health Care	4.5%	2,520
Support Services ²	10%	5,600
Totals	100%	55,832

¹Services: Visitation and Staging, Kitchen, Laundry, Commissary, warehouse, inmate property

²Support Services: Storage, Maintenance, MEP, Central Plant, IDF/radio closets

Table 17. Island County Juvenile Center Benchmarked Space Requirement – 21 Beds

Benchmarked Space Requirement		
Benchmark GSF/Bed		888
Building GSF		18,648
Component	Space Allocation	
Male & Female Juvenile Housing	45%	8,392
Administration	11.5%	2,145
Programs	21.3%	3,972
Services ¹	7.5%	1,399
Intake/Release/Transfer	5%	932
Health Care	4.9%	914
Support Services ²	4.8%	901
Totals	100%	18,654

¹Services: Visitation and Staging, Kitchen, Laundry, Commissary, warehouse, inmate property

²Support Services: Storage, Maintenance, MEP, Central Plant, IDF/radio closets

Chapter 4: Development Options

SITE ASSESSMENTS

Siting detention facilities is challenging. Owners and operators can face a diverse slate of issues ranging from community perceptions with respect to safety and property values, governance (e.g., land use compatibility and code requirements), availability of infrastructure and proximity to essential services such as courtrooms, hospitals and community law enforcement and human services partners, and the cost of development.

At the outset of this study and after some discussions with Island County stakeholders, the consulting team identified a total of eight potential sites for the replacement jail facility. Two were located within the Town of Coupeville, and six in the area between Oak Harbor and Whidbey Island Naval Air Station. The sites were screened for development feasibility against a range of criteria, including property ownership, zoning, land use and development standards, and the availability of utilities and infrastructure. After screening, three sites were selected for further analysis and cost estimating -- two Coupeville sites and one site north of Oak Harbor.

The north Oak Harbor site could be a proxy for the two adjacent properties that were included in the initial screening, with the primary difference being that one is a privately-owned gravel pit operation and the other is owned by the Washington Department of Transportation. Therefore, those would have an acquisition process and potential cost that is not a factor with the County-owned Oak Harbor site (Option 1 – Solid Waste Transfer site) that was studied in greater detail. All three of the referenced sites are impacted by proximity to Naval Air Station Whidbey Island and noise attenuation standards and Accident Potential Zone overlays.

Assumptions for All Sites

The following assumptions were made for the Site Option feasibility assessments and associated development cost estimates.

1. The Adult Jail and Juvenile Detention Center will be co-located on the selected site.
2. The Adult Jail and Juvenile Detention Center are priced as stand-alone facilities. Co-locating will allow sharing of some support services, resulting in savings in both the initial construction cost as well as long term operating costs through the elimination of duplicated functions and staffing. However, determining those saving requires a level of planning beyond the scope of this study.
3. Neither the Island County Code nor the Coupeville Town Code specify parking requirements for jail or detention center use and as indicated in both codes the parking requirement will be determined by the Planning Director. Assuming a direct supervision model to determine staffing and including the overlapping parking needs at shift change, plus visitor parking needs the estimated total parking requirement for the two facilities is 80-95 stalls.
4. Construction to the same level of hardening and security is assumed. At a more detailed design and planning level, it may be determined some savings could be achieved by constructing with varying levels of hardening corresponding to different inmate classifications and respective security requirements.
5. Conceptual site plans of the three sites are included following the assessment for each site. For comparison of scale, the plans show simple blocks indicating the 56,000 SF area of the adult jail as if constructed on a single level. The northerly Oak Harbor and NW 1st St sites include a block representing an 18,700 SF single-story juvenile detention center and estimated area required for parking. Due to the site limitations on the existing courthouse site, the juvenile detention center block shown on the site diagram represents approximately 2/3 of the area required and with no parking on the sit
6. **Cost estimates are for construction only and assume a construction start in January 2028.** Key exclusions include Soft Costs, inmate relocation and temporary housing, WA State Sales Tax, AV Equipment, and Hazardous Materials abatement.

SITE OPTION 1: SOLID WASTE TRANSFER SITE

3137 North Oak Harbor Road, Oak Harbor



1. Site Option 1 is a 14.78-acre County-owned property currently functioning as a solid waste transfer site and road maintenance facility located at the southwest corner of Ault Field Road and Oak Harbor Road. The property to the west is under Washington State Department of Transportation ownership. The parcel to the south is a sand and gravel service under private ownership.
2. The property is in unincorporated Island County, but within the Oak Harbor Urban Growth Area.
3. The site is Zoned OH-1, Oak Harbor Industrial Zone by the Island County Code (ICC).

4. A detention facility is classified as an Essential Public Facility which, in the OH-1 Zone is an unlisted use. An unlisted use as defined by the ICC is neither explicitly allowed nor explicitly prohibited.
5. Unlisted uses require a written code interpretation by the Planning Director under a Type II Administrative Decision review process. In addition, the ICC specifies procedural requirements for the siting of Essential Public Facilities which include among other items, public notification and a community meeting.
6. The site is served by the Oak Harbor water system from Ault Field Road on the north side of the site.
7. Currently the property is served by an on-site septic system. The nearest point of connection to the Oak Harbor Public Utility sewer system is approximately 1,300 feet east along Ault Field Road at the intersection of Goldie Road.
8. Setbacks are 35' along Ault Field Road and N. Oak Harbor Road. Additionally, there is a landscape setback of 20' along M. Oak Harbor Road.
9. Building height is limited to 35 feet.
10. Due to proximity to the Whidbey Island Naval Air Station, the site is within AICUZ Noise Zone 3, which requires construction to provide a 30 dba noise level reduction, easily achievable with standard jail construction.
11. The property is within Aircraft Accident Potential Zone II.
12. Assumptions/Exclusions specific to this site:
 - a. For this site option, it is assumed the existing jail complex will remain in place, so demolition costs for the existing jail complex are excluded.
 - b. The site has several existing structures related to its current use. The cost of demolition is excluded from the cost since a review of the buildings' construction is required to develop an accurate cost for demolition.
 - c. It is assumed a sewer extension will be required from N Oak Harbor Road along Ault Field Road to the site and the cost of this extension is included.
 - d. The size of the parcel provides ample area for the jail, juvenile detention center and parking, even after considering the required setbacks. Pricing is based on a single level solution for both facilities.

Site Option 1 - Summary

The portion of the County-owned parcel north of Schay Road that encompasses Site Option 1 provides approximately 11.5 acres for the construction of the jail and the juvenile detention center. Except for the ballfields to the north, which could be buffered through a combination of the minor arterial roadway, site setbacks and screening, the adjoining properties are primarily industrial and compatible land uses. There are two existing means of vehicular access from county-maintained roads which could allow for the separation of secured ingress/egress and parking from visitor facilities. The site offers ample opportunity to provide large outdoor recreation areas that are lacking at the existing facilities, and the 35-foot-maximum allowable building height is greater than permitted at the two Coupeville sites. The site is large enough to accommodate a phased development approach, future expansion of the jail or juvenile facility, and/or co-location of other county operations.

Detention facility development would likely require relocation of the existing solid waste transfer facility (which consists primarily of temporary and portable buildings and equipment) either to a new location in the same vicinity or to the Solid Waste Complex in Coupeville. The site plan concept shows the new facilities on the portion of the site currently occupied by Public Works. This operation could be redeveloped adjacent to the new detention facilities, relocated to another county property, or preserved in place with the new jail and juvenile center built closer to the northerly and easterly portions of the property with administrative facilities screening the secure areas of the complex from view. The estimated cost to demolish and relocate these facilities is beyond the scope of this study.

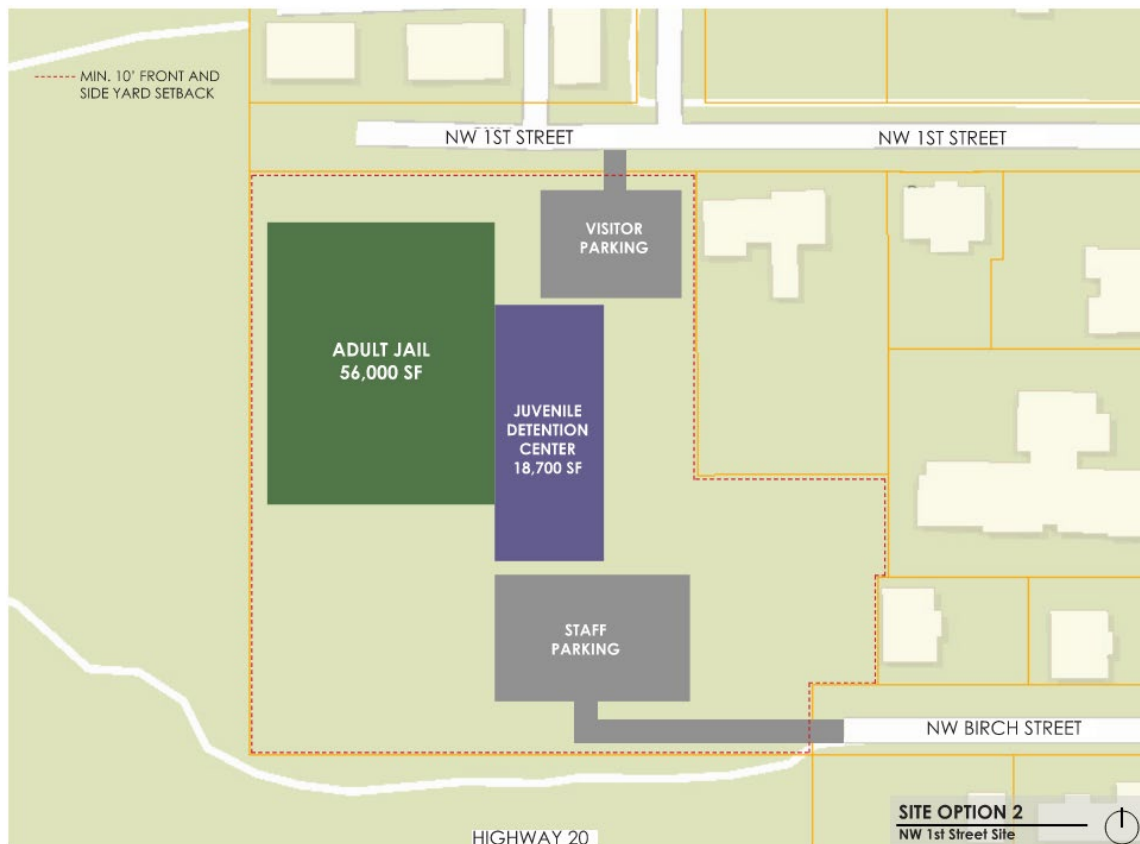
The distance from the courthouse and hospital to this site would increase the Sheriff's staffing and operational costs for inmate transportation. This could be partially mitigated by locating one or more courtrooms in the new facility for hearings that do not require an inmate or juvenile to be physically present in the Courthouse. The new facilities could also be designed to accommodate an expansion of on-site medical services to mitigate off-site transportation.

There is existing water service from Oak Harbor Public Utilities, but the cost of extending and tying into the sewer at Goldie Road will increase the cost of development. Because the existing jail can remain operational during construction, the county can forgo the cost for temporary relocation of the adult and juvenile custodial populations with this option.

Site Option 1 – Construction Cost Estimate:	\$100,700, 255
---	----------------

SITE OPTION 2: NW 1ST STREET SITE

7 NW First Street, Coupeville



1. Site Option 2 is a County-owned 5.43-acre parcel bounded by NW 1st Street on the north, with residential property across the street; County Offices, Professional Offices and residential properties to the east; Highway 20 to the south; and a vacant wooded parcel to the west. Coupeville Elementary School lies directly south across Highway 20.
2. The site is currently undeveloped.
3. The site is served by the Town of Coupeville Public Utilities for water and sewer.
4. In addition to access from NW 1st Street, the southeast corner of the site provides access to NW Birch Street.
5. The site lies within AICUZ Noise Zone 2, which requires a minimum 25 dba noise level reduction, easily achievable with standard jail construction.

6. Building height is limited to 28 feet.
7. Setbacks are 10 feet for front and side yards and 6 feet for rear yards.
8. Ten percent of the lot useable area is required to be landscaped.
9. The site is within Ebey's Landing National Reserve and is subject to Design Review.
10. Where possible, parking lots within Ebey's Reserve are required to be behind buildings rather than along the street and are to be screened from view with landscaping.
11. Assumptions/Exclusions for this site:
 - a. Like Site Option 1, it is assumed the existing jail complex will remain in place so demolition costs for the existing jail are excluded.
 - b. The size of the parcel provides adequate area for the jail's needs, and pricing reflects a single level solution
 - c. Costs include additional landscape screening at parking lots and the ten percent landscaped area as required in Ebey's Landing Reserve.

Site Option 2 - Summary

While it encompasses roughly one-third the area of the Oak Harbor site, the NW 1st Street site is adequate for the adult jail, juvenile detention center and associated parking. The size of the site presents some potential for phased development and future expansion, and it will accommodate the County's desired outdoor recreation needs. The Town of Coupeville owns the undeveloped property to the west and the boundary between that property and the County-owned site is heavily vegetated. The property is currently undeveloped and so no relocation of on-site uses or facilities will be required in anticipation of jail and juvenile center development.

The site is within Ebey's Reserve and will be subject to Design Review and development standards. A buffer featuring setbacks and landscaping on the north, south and east sides of the facilities will be required to comply with Ebey's Reserve requirements and to adequately screen detention facility operations from surrounding uses. Although the proximate medical and commercial offices may be perceived to be less of a concern, the site does present some land use compatibility issues given the adjacent residential developments to the north and east and the elementary school across Highway 20 to the south. The conceptual site plan developed for this feasibility study envisions the adult facility being sited toward the "back" of the property (i.e., to the west) with the juvenile facility contributing to the screening.

There are two existing means of vehicular access from roads maintained by the Town of Coupeville which could allow for the separation of secured ingress/egress and parking from visitor facilities. While transport would still be required, this site offers excellent proximity to the Superior and Juvenile Courts as well as the WhidbeyHealth Medical Center thereby reducing the long-term operational and cost impacts versus a site in Oak Harbor. This could be further mitigated by locating one or more courtrooms in the new facility for hearings that do not require an inmate or juvenile to be physically present in the Courthouse. As the distance to the Medical Center is similar to the existing conditions, the benefits and cost of building expanded medical capability into the new jail should be weighed against the known costs to transport detainees off-site to the hospital. As with Site Option 1, the existing jail can remain in operation until construction at this location is completed.

Site Option 2 – Construction Cost Estimate:	\$87,757,873
---	--------------

SITE OPTION 3: EXISTING JAIL SITE

1 NE 6th Street (Annex Building)

503 Main Street (Jail Building)

501 N Main Street (Juvenile Detention Center)



1. The existing jail site is a 3.55-acre site within the Town of Coupeville and consists of two full city blocks and portions of two adjacent blocks. One full block is occupied by the Law and Justice Center (Courthouse) reducing the available site area for the jail. The second block is occupied by the jail complex which consists of three buildings: the Annex, a three-story building which houses county offices and a portion of the adult jail on the second floor; the adult jail building; and the Juvenile Detention Center. A skybridge connects the adult jail and juvenile detention center to the Law and Justice Center across the street to provide a direct connection for court appearances by detainees. Small parking areas occupy the southern portion of both blocks and at the north side of the Annex Building.

2. The site is within Ebey's Landing National Reserve and therefore is subject to Design Review and development standards.
3. Additional landscaping will be required to meet the Reserve requirement for visual screening of parking lots.
4. The site is served by the Town of Coupeville Public Utilities for water and sewer.
5. The site lies within AICUZ Noise Zone 2, which requires a minimum 25 dba noise level reduction. Given typical jail construction methods and materials this will likely have minimal impact.
6. The allowable building height is limited to 28 feet.
7. Setbacks are 10 feet for front and side yards and 6 feet for rear yards.
8. Ten percent of the lot useable area is required to be landscaped
9. Where possible, parking lots within Ebey's Reserve are required to be behind buildings rather than along the street and to be screened from view with landscaping.
10. Exclusions for this site:
 - a. Redevelopment of this site will require a temporary location for the inmate population during demolition and construction. These costs are excluded.
 - b. Costs to move and lease/build/purchase office space for displaced county offices currently housed in the Annex are excluded.
 - c. Parking: Except for intake parking for law enforcement/inmate transport vehicles, on-site parking will be extremely limited requiring an off-site location yet to be determined. As a result, the cost of parking is excluded for this site.
11. Assumptions for this site:
 - a. The size of the site forces a multi-story solution for both the Adult Jail and Juvenile Detention Center. The site of the current jail block is only slightly greater than the area required for a single level design for the adult jail. The provided site diagram illustrates the area required for a single-story solution for the adult jail. The remaining area only allows for about two thirds of the area required for the Juvenile Detention Center.

- b. Ebey's Reserve landscaping and façade design requirements along with the stated goal of providing daylight in the new facility will reduce the area of the floor plate since light wells and courtyard will punctuate the building.
- c. The building height limitation of 28' and the site slope likely require excavation for at least one level below the existing grade.
- d. Skybridge to Law and Justice Center will be replaced.
- e. The project schedule will be considerably longer due to the time to vacate and demolish the building before construction can start.
- f. Cost includes the additional ten percent landscaping requirement.

Site Option 3 - Summary

The existing jail site provides the desired direct connection to the Superior Court and good proximity to the Medical Center in Coupeville.

The size of the site forces the facility into a multi-story design for both the adult jail and juvenile detention facility since the site area within the setbacks is only slightly larger than the footprint for a single-story adult jail. While the site concept shows a single-story footprint for the adult jail, the height restriction of 28' will require floors below grade to meet the space requirements. This will trigger the need for light wells and courtyards to provide daylight that is lacking in the existing facilities. Light wells and the need for small outdoor recreation yards will further reduce the floor plates. Finally, the Ebey's Reserve Design Guidelines include requirements to break up wall expanses greater than 20 feet in length which include varying setbacks, height, and bay size, some of which will decrease building area at the ground floor.

Rebuilding the jail on this site will require the temporary relocation of all adults and juveniles in custody during demolition and construction, which will add significant time and cost to the project. Another cost consideration is that of leasing, building or purchasing office space for the county functions in the Annex that will be displaced. The constrained site may allow only intake parking for law enforcement and inmate transport; providing staff and visitor parking offsite in perpetuity may be an additional cost consideration for Island County.

A "sub-option" for Option 3 is to separate the facilities and construct only the Jail or the JDC on this site. An adult jail under this scenario would still be an urban and multi-story solution as the additional site area gained by moving the juvenile facility elsewhere would only allow for marginally better outdoor recreation facilities or additional parking on site. By way of comparison, a replacement JDC on this site (with the Jail constructed elsewhere) offers more operational benefits as it is a much smaller program and a better fit given the identified constraints. The first sub-option would require relocation of all detainees and demolition in advance and for the duration of construction. The second sub-option where a standalone juvenile facility is constructed on this site would require demolition of the adult jail and Annex and replacement or rerouting of affected infrastructure to temporarily support an operational JDC. Upon completion of the new juvenile facility, the JDC could be demolished to add recreational facilities or parking for the new juvenile facility.

Site Option 3 – Construction Cost Estimate:	\$90,558,894
---	--------------

Table 18: Site Option Cost Comparison

Cost Center (In \$ Millions)	OPTION 1 Solid Waste Transfer Site	OPTION 2 NW 1 st Street Site	OPTION 3 Existing Jail Site
Construction ^{1,2}	\$100.7	\$88.8	\$90.6
Demolition of Existing	\$2.18	\$2.18	\$2.18
Total Construction Cost:	\$102.88 M	\$91.0 M	\$92.8 M

Notes:

- 1) Design to begin immediately; construction start Jan-28 and finish Dec-29.
- 2) Key Exclusions for cost estimate: Project Soft Costs, inmate relocation and temporary housing for the duration of construction, WA State Sales Tax, AV Equipment, Hazardous Materials abatement.

APPENDICES

APPENDIX A

Existing Facility Code & Construction Assessment

Annex Building: Code Summary

Gross Building Area:	
Basement:	6,046 SF
First Floor:	10,224 SF
<u>Second Floor:</u>	<u>10,022 SF</u> (includes 5,508 SF of jail functions)
Total Building Area:	26,292 SF

Occupancy:	
County Offices:	A (Hearing Room) and B
Jail (Partial Second Floor):	I-3

Occupancy Separation:	
Between I-3 & B:	Two Hour Rated
Between A & B:	None Required

Building Construction Type	
Jail Area:	Type I, Fire-Resistive
Non-Jail Areas:	Type V-N

Jail Building: Code Summary

Gross Building Area:	
Basement:	2,304 SF
First Floor:	8,645 SF
<u>Second Floor:</u>	<u>8,292 SF</u> (excl. 5,508 SF of jail function in the Annex)
Total Building Area	19,241 SF

Skybridge Area:	1,057 SF
-----------------	----------

Occupancy:	I-3
Building Construction Type:	Type II, Fire Resistive

Juvenile Detention Center: Code Summary

Gross Building Area:	
First Floor:	6,722 SF
Second Floor:	6,987 SF
<u>Mezzanine Level:</u>	<u>1,800 SF</u>
Total Building Area:	15,509 SF

Occupancy:

First Floor Admin:	B
Remainder of Building	I-3

Building Construction Type

Jail Area:	Type II, Fire-Resistive
Non-Jail Areas:	Type V-N

BUILDING MATERIALS & SYSTEMS**Annex Building:**

Structure:	Cast in place columns, beams and floor and roof slabs. Floor-to-floor heights limit ceiling heights
Exterior Materials:	Stucco over gypsum sheathing and metal stud framing, stucco applied over cast-in-place concrete, and precast concrete sills
Windows:	1" insulated clear and spandrel glazing in aluminum frames
Roof:	Ballasted single ply membrane, installed in 2003; Remaining life approximately 8-12 years
Interior Partitions:	Gypsum wallboard and metal stud partitions (non-jail areas) CMU and cast-in-place concrete (jail areas)
Interior Finishes:	
Floors:	Vinyl tile and sealed concrete (Jail areas) Vinyl tile, sealed concrete, carpet and ceramic tile in toilet rooms (non-jail areas)
Walls:	Painted gypsum wallboard, painted concrete, painted skim coat plaster over CMU, ceramic tile at toilet rooms in non- jail areas
Ceilings:	Painted concrete, painted suspended plaster, and direct glued acoustical ceiling tile on concrete (Jail Areas) Suspended acoustical tile, painted suspended gypsum - wallboard and painted concrete (non-Jail areas)

Doors & Hardware:	Doors and hardware are standard commercial grade
HVAC System:	The building is served by a VRF system with a rooftop condenser unit, which was replaced in in the 2003 renovation. The condenser unit is problematic and the rooftop ductwork is failing. The system is at end of its life and needs to be replaced.
Plumbing:	Plumbing is original to the 1972 construction with some replacement in the 2003 renovation which is in good condition but the remaining piping has deteriorated and needs to be replaced.
Fire Sprinkler System:	The fire sprinkler system is fed from the domestic water lines. The dry sprinkler system lacks a tank.
Electrical:	The jail building is served by an 800 Amp service but includes no ground fault isolation which needs to be remedied. There is adequate panelboard space to serve the building and any anticipated additional loads. One significant issue is that the panelboards/breaker are beyond their useful life and the manufacturer is out of business so parts are no longer manufactured.
Emergency Generator:	The jail building is served by a kw diesel emergency generator which provides power but the building lacks emergency lighting.
Lighting:	Some lighting has been upgraded with new LED fixtures, but lighting primarily consists of fluorescent fixtures.
Fire Alarm System:	The fire alarm system was replaced in 2006 and is in good condition.
Security and Communications:	Staff duress alarms are located at the customer service counters

Jail Building:

Structure:	Cast-in-place concrete bearing walls
	Precast hollow core concrete planks with concrete topping slabs for floors and roof
	Floor-to-floor heights limit ceiling heights
Exterior Materials:	Painted plaster over cast-in-place concrete walls
Windows:	1" insulated clear and spandrel glazing in aluminum frames
Roof:	Ballasted single ply membrane, installed in 1982; roof has lasted long beyond its expected life and should be replaced
Interior Partitions:	Gypsum wallboard and metal stud partitions (Staff areas)
	CMU and cast-in-place concrete
Relites:	Security glazing in hollow metal frames
Interior Finishes:	
Floors:	Vinyl tile and sealed concrete, quarry tile in kitchen, raised access floor at Control Room
	Ceramic tile at staff and public toilet rooms
Walls:	Painted gypsum board, painted concrete, painted skim coat plaster over CMU
	Ceramic tile at staff and public toilet rooms
Ceilings:	Painted concrete, painted suspended paster, and direct-glued acoustical ceiling tile on concrete
	No staff duress alarms are installed in the adult jail

Doors and Hardware:	Door hardware is original to the 1982 construction and is past its useful life and needs to be replaced. Some areas lack detention hardware, doors and frames. The County plans to issue an RFP for replacement of the jail hardware in 2025.
HVAC System:	The HVAC system is a VRF system installed in 2016 with a rooftop condenser. The system is in good condition and is experiencing no issues. It has a remaining life of approximately 15 years.
Plumbing:	Plumbing consists of cast iron original to the 1982 construction, has deteriorated and requires replacement. One challenge is that the hot water piping runs below the kitchen slab so would be very disruptive to replace.
Fire Sprinkler System:	The fire sprinkler system is fed from the domestic water lines and the dry system does not have an air tank. Otherwise, the system is in acceptable condition.
Electrical:	The jail building is served by a 1600 Amp service which is adequate, but the system provides no ground isolation which should be remedied. There is adequate panelboard space to serve the building and any anticipated additional loads. One significant issue is that the panelboards/breaker are beyond their useful life and the manufacturer is out of business, so parts are no longer manufactured
Emergency Generator:	The jail building is served by a 100kw diesel emergency generator which is at the end of its life and requires replacement.
Lighting:	Some lighting has been upgraded with new LED fixtures, but lighting primarily consists of fluorescent fixtures.
Fire Alarm System:	The fire alarm system was replaced in 2006 and is in good condition.

Security and Communications:	All inmate areas are covered by security cameras. There are no staff duress alarms in the building. The building's concrete bearing walls throughout the floor plate present significant challenges when running communication cabling.
Kitchen:	Some kitchen upgrades occurred in 2024 which included some new equipment.
Laundry:	The jail laundry equipment is commercial grade and in good condition. The jail laundry serves as backup for the JDC if their equipment is out of service

Juvenile Detention Center:

Structure:	Solid grout CMU bearing wall, cast-in-place concrete columns, and post-tensioned slabs Fireproofed metal roof deck east of housing units
Exterior Materials:	Exterior Insulation and Finish System (EIFS) over CMU, precast concrete and brick veneer
Windows:	1" insulated security glazing in aluminum detention frames
Roof:	Ballasted single ply membrane, installed in 2006 with a remaining life of approximately 10-15 years
Interior Partitions:	Solid grout CMU or GWB/metal stud partitions
Relites:	Security glazing in detention grade frames
Interior Finishes:	
Floors:	Vinyl tile, sealed concrete, carpet in admin area
Walls:	Painted CMU or gypsum board
Ceilings:	Suspended acoustical ceiling tile, suspended gypsum board ceilings, painted concrete and direct glue acoustical ceiling tile over gypsum board and security lath

Doors and Hardware:	Door hardware is original to the 2006 construction and consists of detention grade hardware, doors and door frames.
HVAC System:	The HVAC system for the JDC is original to the 2006 construction and is comprised of seven rooftop packaged heat pump units mounted on the roof of the adjacent jail building. Height restrictions in the Ebey's Landing National Reserve precluded large air handlers and drove the placement of the equipment on the jail building. An air handler and a boiler are located in the first floor mechanical room.
Plumbing:	Plumbing is original to the 1982 construction and has no issues with the exception that several of the plumbing chases are too small and require extra time and effort when making repairs.
Fire Sprinkler System:	The fire sprinkler system from the 2006 construction presents no issues.
Electrical:	The jail building is served by a 600 Amp service which is adequate, and the panelboards have sufficient spare capacity for additional circuits.
Emergency Generator:	The jail building is served by a 125k w diesel emergency generator in good condition which provides power and emergency lighting. It has a remaining life of approximately 10 years.
Lighting:	Some lighting has been upgraded with new LED fixtures, but lighting primarily consists of fluorescent fixtures.
Fire Alarm System:	The fire alarm system was installed in 2006 and is in good condition.
Security and Communications:	All inmate areas are covered by security cameras. There are no staff duress alarms in the JDC.
Kitchen:	The JDC is served by the kitchen in the adjacent adult jail

Laundry:

There is commercial grade laundry equipment in the property room adjacent to Intake. When it is inoperable, the JDC uses the institutional grade equipment in the adult jail. The JDC equipment cannot support load necessary to process the jail laundry if the jail equipment is down.



APPENDIX B

Cost Estimates

Island County Detention Facility

Options ROM

June 19, 2025

CUMMING GROUP

TABLE OF CONTENTS

	Page
1. Project Introduction	
Executive Summary	3
2. Cost Summaries	
Summary	4
3. Appendix	
Qualifications	6

EXECUTIVE SUMMARY

1.1 Introduction

This estimate has been prepared, pursuant to an agreement between KMD and Cumming, for the purpose of establishing a probable cost of construction at the options rom stage.

The project scope encompasses construction of a new Detention Facility in Coupeville, Washington. This analysis only addresses the cost differential between three locations: Solid Waste Transfer Site, NW 1st Street Site, and Existing Jail Site.

1.2 Project Schedule - Assumed for Purposes of Construction Escalation

	Start	Finish	Duration
Design & Engineering	Jun-25	Dec-27	31 months
Construction	Jan-28	Dec-29	24 months

1.3 Key Assumptions & Exclusions

This document should be read in association with Appendix 1 which outline assumptions, project understanding, approach, and cost management methodology. Key assumptions built into the above cost breakdown include

Key Assumptions

- CM@Risk or CMGC
- Design Assist MEP Trades
- Single Phase Construction
- Existing Building Demolition Included as Noted
- Trade per diem and material premiums for remote site

Key Exclusions

- Project Soft Costs
- Temporary Housing, Surge Space, or other Temp. Facilities
- Washington State Sales Tax
- AV Equipment
- Hazardous Materials Abatement

SUMMARY

Element	Area	Cost / SF	Total
Solid Waste Transfer Facility			
Existing Building Demolition			<i>Excluded</i>
Adult Jail	56,000	\$885.00	\$49,560,000
Juvenile Detention Center	18,648	\$753.00	\$14,041,944
Site Development	643,817	\$26.00	\$16,739,237
Offsite Sewer Expansion, LF	1,300	\$350.00	\$455,000
Site Utilities, Based on Building Costs	2.0%	\$63,601,944	\$1,272,039
Subtotal	74,648	\$1,099.40	\$82,068,220
Travel, Per Diem, and Material Premiums - Remote Site	5.0%		\$4,103,411
Escalation to MOC, 12/31/28	16.9%		\$14,528,624
Soft Costs			<i>Excluded</i>
Total Estimated Construction Cost	74,648	\$1,349.00	\$100,700,255
NW 1st Street Site			
Existing Building Demolition			<i>Excluded</i>
Adult Jail	56,000	\$885.00	\$49,560,000
Juvenile Detention Center	18,648	\$753.00	\$14,041,944
Site Development	236,531	\$26.00	\$6,149,801
Landscaping Premium - Visual Screening	23,653	\$21.00	\$496,715
Site Utilities, Based on Building Costs	2.0%	\$63,601,944	\$1,272,039
Subtotal	74,648	\$958.10	\$71,520,498
Travel, Per Diem, and Material Premiums - Remote Site	5.0%		\$3,576,025
Escalation to MOC, 12/31/28	16.9%		\$12,661,350
Soft Costs			<i>Excluded</i>
Total Estimated Construction Cost	74,648	\$1,175.62	\$87,757,873
Existing Jail Site			
Existing Building Demolition			<i>See Below</i>
Adult Jail	56,000	\$885.00	\$49,560,000

Cladding Modifications for Downtown Site	1.0%	\$49,560,000	\$495,600
Juvenile Detention Center	18,648	\$753.00	\$14,041,944
Cladding Modifications for Downtown Site	1.0%	\$14,041,944	\$140,419
Replacement Skybridge	1,057	\$3,650.00	\$3,858,050
Site Development	154,638	\$26.00	\$4,020,588
Landscaping Premium - Visual Screening	15,464	\$21.00	\$324,740
Site Utilities, Based on Building Costs	2.0%	\$68,096,013	\$1,361,920
Subtotal	74,648	\$988.68	\$73,803,262

Travel, Per Diem, and Material Premiums - Remote Site	5.0%		\$3,690,163
Escalation to MOC, 12/31/28	16.9%		\$13,065,470
Soft Costs			<i>Excluded</i>
Total Estimated Construction Cost	74,648	\$1,213.15	\$90,558,894

Existing Jail Site Demolition			
Existing Building Demolition			
Annex Building	26,292	\$23.00	\$604,716
Backfill basement	4,479	\$65.00	\$291,135
Adult Jail	19,241	\$23.00	\$442,543
Backfill basement	1,707	\$65.00	\$110,955
Skybridge	1,057	\$20.00	\$21,140
Juvenile Detention Center	15,509	\$20.00	\$310,180
Subtotal	68,285	\$26.08	\$1,780,669

Travel, Per Diem, and Material Premiums - Remote Site	5.0%		\$89,033
Escalation to MOC, 12/31/28	16.9%		\$315,234
Soft Costs			<i>Excluded</i>
Total Estimated Construction Cost	68,285	\$32.00	\$2,184,936

Alternates - Including All Markups			
Deductive Alternate - SWTF and NW 1st Sites	(7,000)	\$1,108	(\$7,753,487)
Deductive Alternate - Existing Jail Site	(7,000)	\$1,119	(\$7,831,021)

APPENDIX 1 - APPROACH & METHODOLOGY

Basis of Estimate	- Site Options Descriptions pdf Dated May 22, 2025
Estimate Format	A component cost classification format has been used for the preparation of this estimate. It classifies costs by building system / element.
Escalation	All subcontract prices herein are reflective of current bid prices. Escalation has been included on the summary level to the stated mid point of construction.
Method of Procurement	The estimate is based on a CM at Risk delivery model or other form of negotiated award.
Bid Conditions	This estimate has been based upon competitive bid situations (minimum of 3 bidders) for all items of subcontracted work.
Basis For Quantities	Wherever possible, this estimate has been based upon the actual measurement of different items of work. For the remaining items, parametric measurements were used in conjunction with other projects of a similar nature.
Basis for Unit Costs	Unit costs as contained herein are based on current bid prices in Island County, Washington. Sub overheads and profit are included in each line item unit cost. Their overhead and profit covers each sub's cost for labor burden, materials, and equipment, sales taxes, field overhead, home office overhead, and profit. The general contractor's overhead is shown separately on the master summary.
Sources for Pricing	This estimate was prepared by a team of qualified cost consultants experienced in estimating construction costs at all stages of design. These consultants have used pricing data from Cumming's database for construction, updated to reflect current conditions in Island County, Washington.
Key Exclusions	The following items have been excluded from our estimate: - Project Soft Costs - Temporary Housing, Surge Space, or other Temp. Facilities - Washington State Sales Tax - AV Equipment
Items Affecting Cost Estimate	Items which may change the estimated construction cost include, but are not limited to: - Modifications to the scope of work included in this estimate. - Unforeseen sub-surface conditions. - Restrictive technical specifications or excessive contract conditions. - Any specified item of material or product that cannot be obtained from 3 sources. - Any other non-competitive bid situations. - Bids delayed beyond the projected schedule.

APPENDIX 1 - APPROACH & METHODOLOGY

Statement of Probable Cost

Cumming has no control over the cost of labor and materials, the general contractor's or any subcontractor's method of determining prices, or competitive bidding and market conditions. This estimate is made on the basis of the experience, qualifications, and best judgement of a professional consultant familiar with the construction industry. Cumming, however, cannot and does not guarantee that proposals, bids, or actual construction costs will not vary from this or subsequent cost estimates.

Cumming's staff of professional cost consultants has prepared this estimate in accordance with generally accepted principles and practices. This staff is available to discuss its contents with any interested party.

Pricing reflects probable construction costs obtainable in the project locality on the target dates specified and is a determination of fair market value for the construction of this project. The estimate is not a prediction of low bid. Pricing assumes competitive bidding for every portion of the construction work for all sub and general contractors with a range of 3 - 4 bidders for all items of work. Experience and research indicates that a fewer number of bidders may result in higher bids. Conversely, an increased number of bidders may result in more competitive bid day responses.

COVID-19 Disclosure

The outbreak of the novel Coronavirus (COVID-19), declared by the World Health Organization as a "Global Pandemic" on 11 March 2020, has impacted global financial markets.

Market activity is being impacted in many sectors and circumstances remain very fluid and variable in different jurisdictions. Accordingly, as of this date, we are concerned with the market related impacts on the deliverables we are furnishing to you as part of our Services including cost estimates, budgets, and schedules ("Deliverable(s)"). Indeed, the current response to this pandemic means that we are faced with an unprecedented set of circumstances on which to base a judgement of the effects on the availability of labor, materials, and access and other impacts, although we are monitoring those on a continuing basis. Particularly including productivity impacts as a result of the CDC directives regarding social distancing.

Our Deliverables must be regarded with a degree of 'material uncertainty, – and a higher degree of caution – than would normally be the case. Given the unknown future impact that the COVID-19 pandemic might have on the construction and real estate markets, we recommend that you keep the Deliverables of this project under frequent review. For your information, we have not added or considered a COVID19 additional contingency within this Deliverable"

APPENDIX 1 - APPROACH & METHODOLOGY

Recommendations

Cumming recommends that the Owner and the Architect carefully review this entire document to ensure it reflects their design intent. Requests for modifications of any apparent errors or omissions to this document must be made to Cumming within ten days of receipt of this estimate. Otherwise, it will be assumed that its contents have been reviewed and accepted. If the project is over budget or there are unresolved budget issues, alternate systems / schemes should be evaluated before proceeding into further design phases.

It is recommended that there are preparations of further cost estimates throughout design by Cumming to determine overall cost changes since the preparation of this preliminary estimate. These future estimates will have detailed breakdowns indicating materials by type, kind, and size, priced by their respective units of measure.



Island County, Washington Sheriff's Office Jail Population Analysis and Projections

FY2025-FY2035

March 2025

This document contains the report of findings and/or best opinion of the authors at the time of issue.

This Document is prepared by CGL Companies

Distribution limited to Island County Sheriff's Office

Copyright © 2025 CGL Companies

This work was created in the performance of work for the Island County, Washington. Any copyright in this work is subject to the Government's Unlimited Rights license as defined in FAR 52-227.14. The reproduction of this work for commercial purposes is strictly prohibited. Nongovernmental users may copy and distribute this document in any medium, either commercially or noncommercially, provided that this copyright notice is reproduced in all copies. Nongovernmental users may not use technical measures to obstruct or control the reading or further copying of the copies they make or distribute. Nongovernmental users may not accept compensation of any manner in exchange for copies. All other rights reserved.

Table of Contents

Executive Summary	5
Introduction	5
Overview and Methodology	5
Key Trends in Island County	7
Island County Population Growth	7
Historical and Reported Crimes and Arrests	8
Putting Population and Crime Statistics Together	9
Historical Island County Population Trends	11
Analysis of Island County Population Snapshot	13
Summary of Attributes of Island County Jail Detainees, February 27, 2025	13
Summary of Attributes of Island County Jail Detainees by Most Serious Offense, February 27, 2025	14
Summary of Attributes of Island County Jail Detainees by Classification Level, February 27, 2025	14
Summary of Attributes of Island County Jail Detainees by Mental Health Evaluation, February 27, 2025	15
Analysis of Island County Releases	21



General Attributes of Island County Jail Releases, 2023-2024	21
General Attributes of Island County Jail Releases by Most Serious Offense, 2023-2024	22
Island County Jail Releases By Reason and Length of Stay, 2023-2024	22
Comparison of the Release Cohorts	23
Island County Population Projections	27
LIST OF SOURCES	33
Appendix A	34
Appendix B	37

Executive Summary

The Island County Sheriff's Office (ICSO) has experienced significant changes in its population trends over the last decade:

1. From 2019-2020, the Island County Jail average daily population (ADP) decreased by 40.6%.
2. Post-COVID, the Island County Jail ADP rebounded increasing by 39.5% from 2020 to 2023.
3. In 2024, both admissions and ADP were lower than levels observed in 2023.
4. The average length of stay for released inmates increased from 15.9 days in 2023 to 28.3 days in 2024.
5. The baseline forecast projects an average annual growth rate of 4.0% from 2025-2040.
6. The baseline forecast projects the Island County ADP to increase to 49 by the end of 2025 and 89 by 2040. When accounting for peaking factors, the forecast rises to 99, and with the inclusion of additional Oak Harbor beds, the projected ADP increases to 122—approximately 36% higher than the baseline.

Introduction

This section provides analysis of the Island County, Washington criminal justice trends. The analysis here is based on both aggregate and individual level data provided by the Island County Sheriff's Office (ICSO). Collectively, these data are used to construct a simulation model of the ICSO jail population. From this model, a multi-year forecast of the ICSO jail population was produced.

OVERVIEW AND METHODOLOGY

The simulation model CGL used to forecast the ICSO jail population was built using the Wizard projection software. This computerized simulation model mimics the flow of detainees through the jail system over a ten-year forecast horizon and produces monthly projections.

Because Wizard attempts to mirror Island County's criminal justice system, it must include a wide array of data that have both a direct and indirect impact on ICSO jailed population growth. A variety of factors underpin a correctional system's long-term projection. These factors can be separated into two major categories – external and internal.

External factors reflect the interplay of demographic, socio-economic and crime trends that produce arrests, and offenders' initial entry into the criminal justice process.

Internal factors reflect the various decision points within the criminal justice system that cumulatively determine jail intakes and length of stay (LOS). These decisions begin with police and end with County officials who, within the context of the court-imposed sentences, have the authority to release, recommit, give and restore a wide array of good time credits, and offer programs that may reduce re-arrest and re-conviction.

The data CGL collected from Island County was geared towards these two factors. The purpose of collecting aggregate data was to examine Island County's demographic, crime, arrest, jail bookings and population trends over time. CGL also received extract data files from ICSO. One file was a snapshot of the ICSO population on February 27, 2025. The other file consisted of all ICSO releases from January 2023 to February 27, 2025.

The snapshot of the jail population data allowed CGL to quantitatively understand the attributes of the population that must be housed and managed daily. The snapshot files were also used to profile the ICSO population in terms of their socio-demographic attributes, number and type of charges, and bail amounts.

The release data were used to track detainees from booking to release to determine the number of persons that entered the Island County Jail, the length of time that they remained, and the timing and mode by which they were released.

The most basic explanation of how the simulation model of the ICSO works is as follows. The size of a jailed population is the product of the admissions and the detainee's LOS. This can be simply stated in the following equation:

$$\frac{DOC \text{ Intakes} \times LOS}{365.25} = ADP(Average \text{ Daily Population})$$

Minor changes in either or both the LOS or number of intakes can have an enormous impact on the average daily population (ADP). For example, if the number of intakes remained constant, but the LOS was reduced, the ADP would also drop and if the LOS was increased, the ADP would increase. Similarly, if the LOS remained constant, but the intakes decreased, the ADP would also shrink and if the intakes were increased, the ADP would grow.

This example illustrates how sensitive the jail system is to law enforcement, court processing time and sentencing practices. Of course, if the number of intakes increased or decreased with no change in LOS, the population would also increase or decrease, respectively.

From this baseline methodology, the Wizard simulation model adds complexity and increases the accuracy of forecasting a jailed population by disaggregating the population into key groups with similar paths through the justice system. The Wizard Simulation model is an example of a stochastic entity in the sense that the model is conceptually designed around the movement of individual cases (detainees) into, through, and out of a jail setting. The model also makes use of the Monte Carlo simulation techniques by adding an element of randomness to the simulation model. Random numbers are generated and used by the simulation process to determine the offender group composition and lengths of stay associated with a system. Individual cases are processed by the model through a series of probability distribution arrays, or matrices, that provide computations for specific cases. When loaded with accurate data, the model mimics the flow of detainees through an ICSO system and produces a monthly forecast accurate to within 2 percent.

The next section details the internal and external factors driving the Island County jail population as gleaned from the data and subsequently inputted into the simulation model.

Key Trends in Island County

ISLAND COUNTY POPULATION GROWTH

Criminologists have long noted that certain segments of the population have higher rates or chances of becoming involved in crime, being arrested and being incarcerated. This is known as the “at-risk” population, which generally consists of younger males. Higher crime rates are often observed for males aged 15-25, while the higher incarceration rates are observed for males aged 18 and 44. When the at-risk population is expected to increase in a jurisdiction, one can also expect some additional pressure on criminal justice resources, all things being equal.

Figure 1 below provides data on the total resident population and at-risk estimates for the Island County area from 2013 to 2023. Over this time frame, the total resident population has increased by an annual average of 1.0%. The at-risk population, here designated as males ages 15-44, has increased at an annual average of 1.4%. From 2019 to 2020, the total resident population increased by 2.4%; the at-risk population dramatically outpaced this growth with an increase of 17.2%. However, from 2021

to 2023, the total resident population increased by 1.5% while the at-risk population only increased by 0.7%. Up-to-date projections of these populations are not currently available. Trend analysis is thus based on historical estimates.

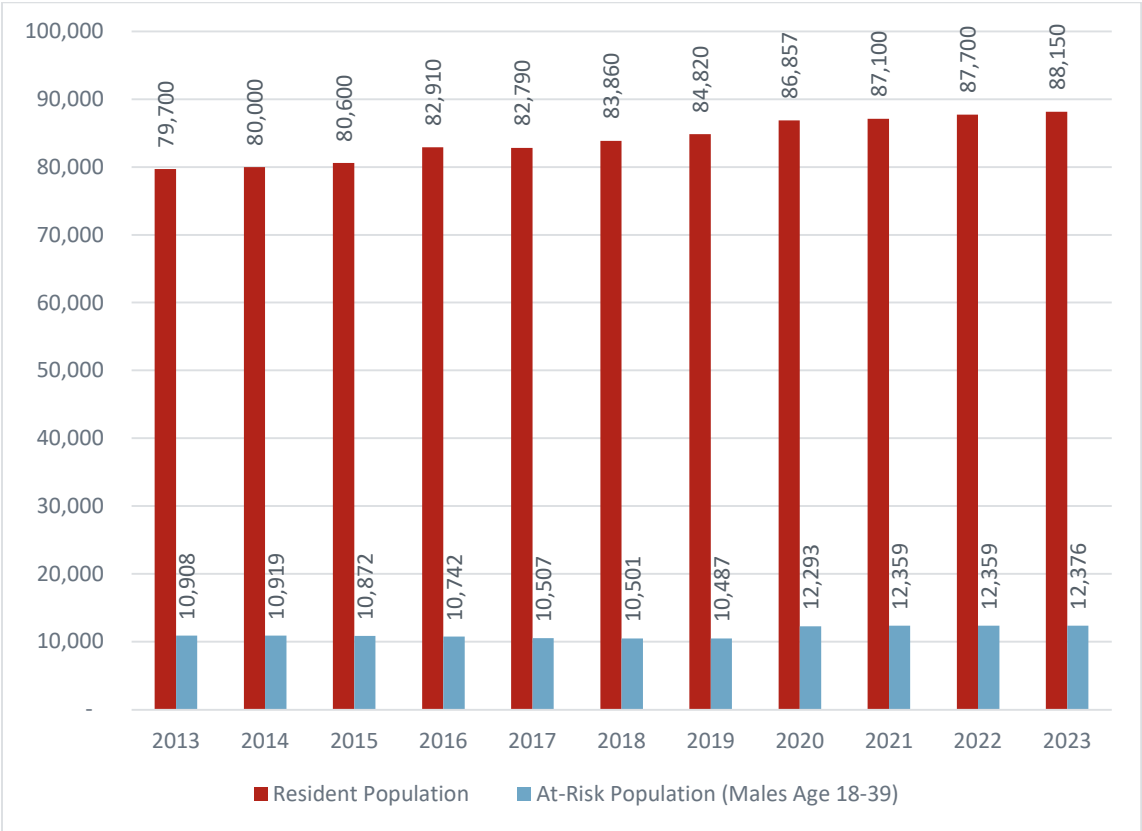
HISTORICAL AND REPORTED CRIMES AND ARRESTS

Historical reported crime and arrest data, as reported in Tables 1 - 3, refer to offenses reported by Island County law enforcement agencies to the Federal Bureau of Investigation's (FBI) Uniform Crime Reports (UCR) and National Incident-Based Reporting Systems (NIBRS). Although, historically, there has been no strong or consistent association between reported crime rates and jail intakes, observing these data can provide some anecdotal evidence that allows insight into county jail admission trends.

Between 2019 and 2023, total reported UCR crime in Island County increased by 29.2%. There was an average annual increase of 7.5%. Notably, property crime rates surged by 24.8% from 2019 to 2020, and by 20.3% from 2021 to 2022. Violent crime rates surged from 2020 to 2021 by 13.5% and 19.3% from 2021 to 2022.

In recent years, total adult arrests in Island County have been steadily increasing, with an average annual increase of 17.5%. The most significant increase occurred from 2022 to 2023, with a nearly 25% increase in arrests over a one-year period. Mirroring the rise in the crime rate from 2019 to 2023, the arrest rate also increased during that period, and the number of intakes ___ during the same period. Arrests increased by 89%, and intakes to the correctional system ___ by ___. Considering the overall crime rate, arrest numbers, and intakes into the ICSO, the pressure on correctional bedspace remains relatively stable at present.

Figure 1. Island County Resident and At-Risk Population



Source: Washington State Office of Financial Management

PUTTING POPULATION AND CRIME STATISTICS TOGETHER

When comparing Island County’s crime rates to national averages, Island County’s violent crime rate is significantly higher than the national average. In 2023, Island County’s violent crime rate was approximately 719 per 100,000 residents, about 27.9% higher than in 2023 and well above the national average of 364 per 100,000. Conversely, Island County’s property crime rate of 1,410 incidents per 100,000 in 2023 is 35.9% lower than the national rate of 1,917 per 100,000.

In recent years, Island County has experienced a notable increase in arrests, while the resident at-risk population has remained relatively stable, except for a spike between 2019 and 2020. The long-term persistence of these trends and their potential impact on the future jail population remain uncertain.

Table 1. Historical Violent Crime

Year	Violent	Violent Crime Rate
2013	633	794.2
2014	566	707.5
2015	487	604.2
2016	559	674.2
2017	413	498.9
2018	551	657.0
2019	477	562.4
2020	485	558.4
2021	552	633.8
2022	663	756.0
2023	634	719.2
% Change (2013-2023)	0.2%	-9.4%
Average % Change (2013-2023)	1.5%	0.5%
% Change (2022-2023)	-4.4%	-4.9%

Source: Washington Association of Sheriffs and Police Chiefs

Table 2: Historical Property Crime

Year	Property	Property Crime Rate
2013	2,084	2,614.8
2014	1,778	2,222.5
2015	1,342	1,665.0
2016	1,378	1,662.0
2017	996	1,203.0
2018	1,060	1,264.0
2019	976	1,150.7
2020	1,247	1,435.7
2021	1,234	1,416.8
2022	1,495	1,704.7
2023	1,243	1,410.1
% Change (2013-2023)	-40.4%	-46.1%
Average % Change (2013-2023)	-3.5%	-4.5%
% Change (2022-2023)	-16.9%	-17.3%

Source: Washington Association of Sheriffs and Police Chiefs

Table 3: Historical Arrests

Year	Adult Arrests	Juvenile Arrests
2013	1,435	105
2014	1,076	87
2015	761	68
2016	940	68
2017	769	51
2018	946	29
2019	417	10
2020	490	5
2021	521	15
2022	632	29
2023	788	65
% Change (2013-2023)	-45.1%	-38.1%
Average % Change (2013-2023)	-1.2%	19.5%
% Change (2022-2023)	24.7%	124.1%

Source: Washington Association of Sheriffs and Police Chiefs

HISTORICAL ISLAND COUNTY POPULATION TRENDS

Table 4 and Figure 2 below present historical intakes to the Island County Jail between 2013 and 2023. Figure 3 details the ADP from 2018 to 2023.

Intakes to the Island County Jail increased substantially between 2013 and 2017, up 90.4% from 355 in 2013 to 676 in 2017. From 2023-2024, intakes remained static, down 1.1% from 523 in 2023 to 517 in 2024.

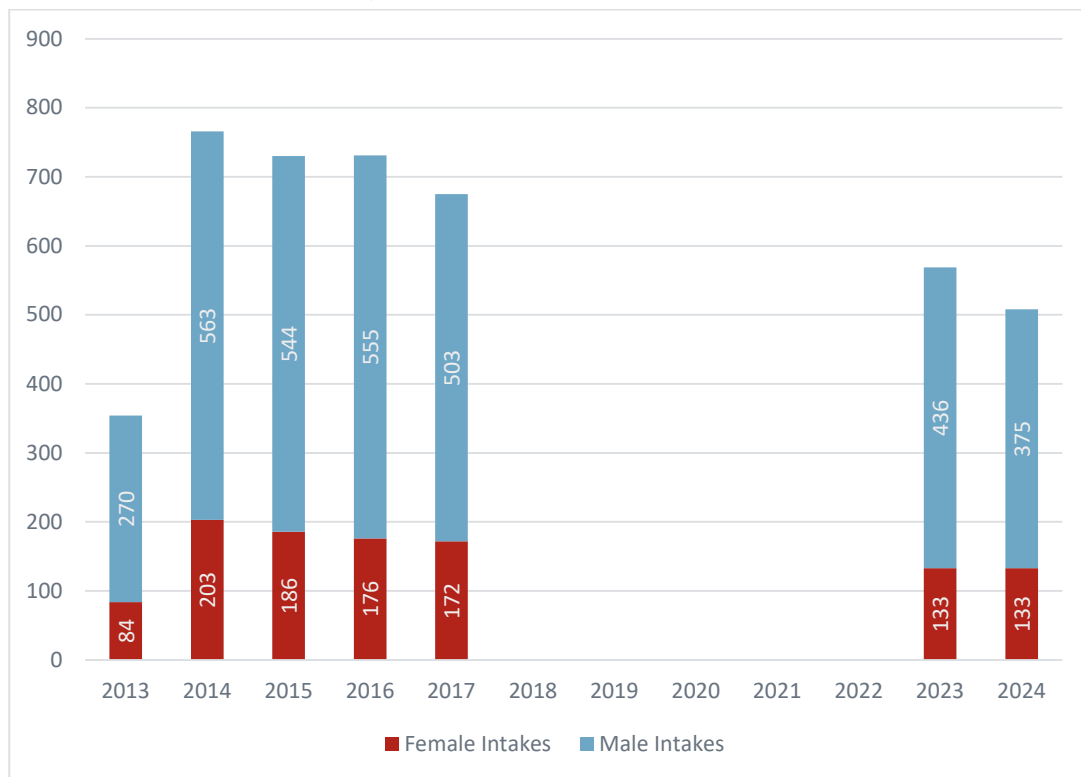
The total ADP for the Island County Jail peaked in 2019 at 64. Between 2019 and 2021, it fell by 43.8% to 36. Since 2021, the ADP had started to grow towards pre-COVID levels. However, between 2023 and 2024 it fell 11.3% from 53 to 47.

Table 4. Historical Island County Metro ICSO Intakes by Gender, 2013-2024

Year	Female	Male	Unknown	Total
2013	84	270	1	355
2014	203	563	1	767
2015	186	544	2	732
2016	176	555	1	732
2017	172	503	1	676
2018				
2019				
2020				
2021				
2022				
2023	133	436	0	569
2024	133	375	0	508

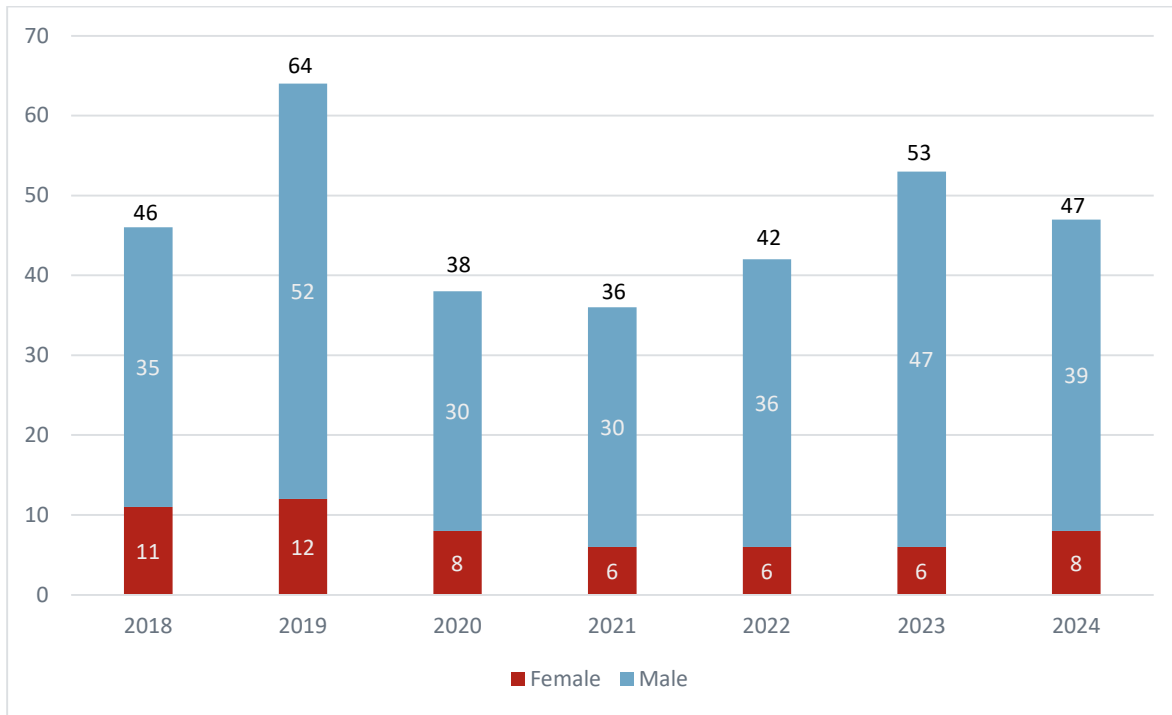
Source: Island County Sheriff's Office

Figure 2. Island County Sheriff's Office Historical Intakes, 2013-2023



Source: Island County Sheriff's Office

Figure 3. Island County Historical ADP, 2018-2023



Source: Island County Sheriff's Office

Analysis of Island County Population Snapshot

Tables 5 through 10 display data on people housed in the ICSO jail on February 27, 2025. As mentioned previously, these data assist CGL in understanding the attributes of the ICSO jail population that must be housed and managed daily. Table 5 provides a demographic profile and Table 6 describes the population by most serious offense. Tables 7 and 8 provide information on classification level while Tables 9 and 10 provide an overview of Mental Health Evaluation outcomes.

SUMMARY OF ATTRIBUTES OF ISLAND COUNTY JAIL DETAINEES, FEBRUARY 27, 2025

1. The Island County Jail population consisted of 46 inmates with an average LOS to date of 85.9 days.
2. Most of the Island County Jail population was male (78.3%). Males had a significantly longer average length of stay to date than females (98.6 days for males versus 31.0 days for females).
3. The majority of the Island County Jail population was White (82.6%).

4. Fifty percent (50%) of the Island County Jail population had bond amounts set from \$0-\$10,000 with an average LOS of 34.9 days. The other 50% had bond amounts greater than \$10,000 with an average LOS of 127.9 days.
5. The average age of detainees in the Island County Jail was 39 years. Most detainees were ages 25 through 44.

SUMMARY OF ATTRIBUTES OF ISLAND COUNTY JAIL DETAINEES BY MOST SERIOUS OFFENSE, FEBRUARY 27, 2025

1. Persons held/sentenced for a felony charge accounted for most detainees (51.4%) and had an average LOS to date of 95.4 days.
2. Violent felony charges made up the majority of felony charges (77.8%).
3. Persons held/sentenced for murder/manslaughter had the highest average LOS to date at 302.5 days.
4. Persons held/sentenced for a misdemeanor charge accounted for most detainees (42.9%) and had an average LOS to date of 65.7 days.

SUMMARY OF ATTRIBUTES OF ISLAND COUNTY JAIL DETAINEES BY CLASSIFICATION LEVEL, FEBRUARY 27, 2025

All individuals booked into the Island County Jail were evaluated using an objective classification tool and placed into one of three classification levels: minimum, medium, or maximum. The classification tool consists of 6 structured questions with override options for violent offenders. The scored questions use information about offense severity, conviction history, escape history, prior institutional behavior, age, and other relevant factors to determine classification level. The last four unscored sections flag special housing factors and important discretionary factors that may be used to increase or decrease the final classification level (see Appendix A for the full evaluation). Several key findings have emerged from the data:

1. Nearly half of the Island County Jail inmates were assigned to the minimum classification level (46.5%).
2. The average LOS to date was 48.5 days at the minimum classification level and 82.8 days at the medium classification level.
3. Inmates assigned to the maximum classification level had the highest average LOS to date at 186.1 days.

4. Nearly 33% of inmates were admitted for violent felony offenses. 39.5% were admitted for nonviolent felony offenses and 27.9% were admitted for misdemeanor or traffic offenses.
5. The majority of inmates (65.1%) had either no previous convictions history or only misdemeanor and traffic offenses.
6. The most commonly flagged discretionary factors were domestic violence convictions or conviction history, previous prison time, and the presence of a warrant or detainer.
7. The most commonly flagged special housing factors were medical problems, psychological impairments, and suicide risks.

Although the classification system is designed to guide housing assignments and ideally security-based privileges, limited physical space within the jail prevents staff from utilizing the classification system to its full potential and this operational constraint limits the system's effectiveness. As Island County considers future facility planning, revalidating the classification system and scored instrument will be important if housing decisions can be more consistently based on classification level in a new or reconfigured space.

SUMMARY OF ATTRIBUTES OF ISLAND COUNTY JAIL DETAINEES BY MENTAL HEALTH EVALUATION, FEBRUARY 27, 2025

All individuals booked into the Island County Jail receive a Health Evaluation designed to identify immediate needs and alert staff to any behavioral health concerns that could impact safety or custody decisions. The screening tool consists of 48 structured questions, with 12 being scored, gathering information on current medications, mental health diagnoses, history of substance use, prior hospitalizations, and other relevant factors (see Appendix B for the full evaluation). The process is built to flag risk early and support informed decision-making within the facility. Several key findings have emerged from the data:

1. Forty-three percent (43%) of the population reported being homeless
2. Over one-third of the population (36%) reported having a history of traumatic brain injury or other head injuries
3. Forty-three percent (43%) have a history of dental problems, many which reported needed immediate attention
4. Thirty-four percent (34%) of the population are currently on medication for emotional or mental health problems
5. Half of the population scored high enough to require urgent referrals for treatment

These evaluations offer important insight into the needs of the jail population—information that will be essential as Island County considers plans for the future and a potential new facility.

The average length of stay to date was not significantly impacted with greater urgency in mental health referral needs, with inmates with no referral needs averaging a LOS to date of 85.8 days and inmates with urgent referral needs averaging a LOS of 89.5 days.

Table 5: Island County Jail Detainees by Attribute

Attribute	February 27, 2025		
	Number	Percent of Total	Average Length of Stay (days)
Total	46	100.0%	85.9
Gender			
Male	36	78.3%	98.6
Female	10	21.7%	31.0
Race			
Asian or Pacific Islander	2	4.3%	83.0
Black	5	10.9%	17.7
Indian or Alaskan Native	0	0.0%	
White	38	82.6%	89.6
Hispanic	0	0.0%	
Unknown	1	2.2%	93
Bond			
Zero	11	23.9%	43.7
\$1- \$10,000	12	26.1%	26.7
\$10,001-\$50,000	13	28.3%	92.9
\$50,001-100,000	4	8.7%	102.5
\$100,001+	6	13.0%	237.0
Age Group			
Under 18	0	0.0%	
18 - 24	5	10.9%	62.7
25 - 34	16	34.8%	92.6
35 - 44	10	21.7%	77.6
45 and older	15	32.6%	82.4
Unknown	0	0.0%	--

Source: Island County Sheriff's Office

Table 6: Island County Jail Detainees by Most Serious Offense Type

Attribute	February 27, 2025		
	Number	Percent of Total	Average Length of Stay (days)
Total	35¹	100.0%	83.1
Felony			
Violent	14	40.0%	111.9
Nonviolent	3	8.6%	51.7
Other	1	2.9%	4.0
Misdemeanor			
Violent	2	5.7%	139.5
Nonviolent	7	20.0%	72.4
Other	6	17.1%	33.3
Error			
Violent	1	2.9%	105.0
Nonviolent	0	0.0%	
Other	1	2.9%	93.0
Felony			
Murder/Manslaughter	2	5.7%	302.5
Assault	8	22.9%	85.1
Sex	2	5.7%	114.5
Robbery	1	2.9%	7.0
Violent	1	2.9%	44.0
Theft/Burg/Fraud	1	2.9%	5.0
Property	1	2.9%	30.0
Nonviolent	1	2.9%	120.0
FTA	1	2.9%	4.0
Misdemeanor			
Assault	2	5.7%	129.5
Drugs Poss	2	5.7%	73.0
DUI	3	8.6%	41.7
Prob/Parole/Order Violation	6	17.1%	33.3
Nonviolent	2	5.7%	118.0
Error			
Violent	1	2.9%	105.0
Hold	1	2.9%	93.0

Source: Island County Sheriff's Office

¹ Charge data was incomplete for 11 of the 46 February 27th detainees

Table 7: Island County Jail Detainees Classification Level Assessment Scored Questions

Attributes	Weight	Total Frequency	Frequency %	MIN	MIN %	MED	MED %	MAX	MAX %
Total		43²	100.0%	20	46.5%	14	32.6%	9	20.9%
Severity of Current Offense									
Class A Felony	7	6	14.0%	0	0.0%	1	16.7%	5	83.3%
Class B Violent Felony	5	5	11.6%	1	20.0%	2	40.0%	2	40.0%
Class B Non-Violent Felony	2	10	23.3%	2	20.0%	5	50.0%	3	30.0%
Class C Violent Felony	2	3	7.0%	2	66.7%	1	33.3%	0	0.0%
Class C Non-Violent Felony	1	7	16.3%	3	42.9%	4	57.1%	0	0.0%
Gross Misdemeanor, Misdemeanor, Traffic, No History	0	12	27.9%	11	91.7%	1	8.3%	0	0.0%
Conviction History									
Class A Felony	7	2	4.7%	0	0.0%	0	0.0%	2	100.0%
Class B Violent Felony	5	1	2.3%	0	0.0%	1	100.0%	0	0.0%
Class B Non-Violent Felony	2	5	11.6%	0	0.0%	3	60.0%	2	40.0%
Class C Violent Felony	2	2	4.7%	0	0.0%	0	0.0%	2	100.0%
Class C Non-Violent Felony	1	5	11.6%	1	20.0%	4	80.0%	0	0.0%
Gross Misdemeanor, Misdemeanor, Traffic, No History	0	28	65.1%	20	71.4%	5	17.9%	3	10.7%
Escape History									
No escapes or attempts	0	43	100.0%	20	46.5%	14	32.6%	9	20.9%
Prior Inmate Institutional Behavior									
1 or more Major/Serious Incidents	3	2	4.7%	0	0.0%	0	0.0%	2	100.0%
4 or more Minor/General Incidents	1	1	2.3%	0	0.0%	0	0.0%	1	100.0%
None or Minor Incidents (with no segregation time)	0	40	93.0%	20	50.0%	14	35.0%	6	15.0%
Prior Felony Convictions									
2 or more violent	4	1	2.3%	0	0.0%	0	0.0%	1	100.0%
1 violent	3	1	2.3%	0	0.0%	0	0.0%	1	100.0%

² Classification level data was incomplete for 3 of the 46 February 27th detainees



1 or more non-violent	2	14	32.6%	0	0.0%	11	78.6%	3	21.4%
None	0	27	62.8%	20	74.1%	3	11.1%	4	14.8%
Current Age									
24 or less	2	2	4.7%	1	50.0%	1	50.0%	0	0.0%
25-39	0	24	55.8%	6	25.0%	9	37.5%	9	37.5%
40 or more	-1	17	39.5%	13	76.5%	4	23.5%	0	0.0%
Custody Level Override Factors									
Murder 1st Degree	7	1	2.3%	0	0.0%	0	0.0%	1	100.0%
Murder 2nd Degree	7	2	4.7%	0	0.0%	0	0.0%	2	100.0%
Homicide by Abuse	7	0	0.0%	0		0		0	
Assault 1st Degree	7	0	0.0%	0		0		0	
Kidnapping 1st Degree	7	0	0.0%	0		0		0	
None of the above	0	40	93.0%	20	50.0%	14	35.0%	6	15.0%

Source: Island County Sheriff's Office

Table 8: Island County Jail Detainees by Classification Level

Classification	N	Percent	Average Length of Stay (days)
Total	46	100%	85.9
Minimum (-6 to 6 points)	20	43.5%	48.5
Medium (7 to 11 points)	13	28.2%	82.8
Maximum (12 to 65 points)	9	19.6%	186.1
No Classification Data	4	6.5%	58.0

Source: Island County Sheriff's Office

Table 9: Island County Jail Detainees Mental Health Evaluation Scored Questions

Question Number	Question	Point Value	Answer	N	Percent
				44 ³	100%
Q37	Have you seen a mental health counselor or had a mental health diagnosis?	1	Yes	28	64%
		0	No	16	36%
Q38	Are you currently taking any medication prescribed for you by a physician for any emotional or mental health problems?	7	Yes	15	34%
		0	No	29	66%
Q39	Have you spent time in a hospital for emotional or mental health problems?	7	Yes	15	34%
		0	No	29	66%
Q40	Have you ever made a plan to kill yourself or attempted suicide in the past?	7	Yes	8	18%
		0	No	36	82%
Q41	Are you currently thinking of killing yourself?	7	Yes	2	5%
		0	No	42	95%
Q42	Deputy: is there any behavioral or other evidence that the individual is unable to cope emotionally or mentally or is a suicide risk?	7	Yes	4	9%
		0	No	40	91%
Q43	Do you currently believe that someone can control your mind by putting thoughts into your head or taking thoughts out of your head?	1	Yes	7	16%
		0	No	37	84%
Q44	Do you currently feel that other people know your thoughts and can read your mind?	1	Yes	3	7%
		0	No	41	93%
Q45	Have you currently lost or gained as much as two pounds per week for several weeks without even trying?	1	Yes	8	18%
		0	No	36	82%
Q46	Have you or your family or friends noticed that you are currently much more active than you usually are?	1	Yes	8	18%
		0	No	36	82%
Q47	Do you currently feel like you have to talk or move more slowly than you usually do?	1	Yes	5	11%
		0	No	39	89%
Q48	Have there currently been a few weeks when you felt like you were useless or sinful?	1	Yes	12	27%
		0	No	32	73%

Source: Island County Sheriff's Office

³ Mental health evaluation data was incomplete for 2 of the 46 February 27th detainees

Table 10: Island County Jail Detainees by Mental Health Referral Needs

Referral Type	N	Percent	Average Length of Stay (days)
	46	100%	85.9
No Referrals (0 points)	10	22%	85.8
Routine Referral (1-6 points)	11	24%	85.7
Urgent Referral (7+ points)	23	50%	89.5
No Mental Health Evaluation	2	4%	46.5

Source: Island County Sheriff's Office

Analysis of Island County Releases

Tables 11 through 14 detail findings concerning persons released from the ICSO in 2023 and 2024. As discussed previously, release data assists CGL in determining the number of people entering the jail, the length of time that they remain, and the timing and mode by which they are released.

GENERAL ATTRIBUTES OF ISLAND COUNTY JAIL RELEASES, 2023-2024

1. The majority of releases in 2023 were male (75.7%) with an average LOS of 17.3 days. Female releases averaged a shorter LOS at 11.2 days.
2. In 2023, white persons comprised 80.5% of releases. White persons averaged a LOS of 15.4 days, while Black persons averaged 12.8 days and Asian or Pacific Islander persons averaged 21.9 days.
3. In 2023, the majority of releases (57.2%) were aged 25-44.
4. In 2023, releases aged 18-24 had the longest LOS at 23.9 days.
5. The majority of releases in 2024 were male (74.3%) with an average LOS of 34.7 days. Female releases averaged a shorter LOS at 10.1 days.
6. In 2024, white persons comprised 84.7% of releases. White persons averaged a LOS of 24.3 days and Black persons averaged 54.4 days
7. In 2024, the majority of releases (55.5%) were aged 25-44.
8. In 2024, releases aged 35-44 had the longest LOS at 35.5 days.

GENERAL ATTRIBUTES OF ISLAND COUNTY JAIL RELEASES BY MOST SERIOUS OFFENSE, 2023-2024

1. In 2023, Felony releases accounted for 29.4% of all releases while misdemeanors accounted for just under 52%.
2. In 2023, releases with the most serious charge at the misdemeanor level had an average LOS of 10.1 days and releases with the most serious charge at the felony level had an average LOS of 33.7 days.
3. In 2023, there was no difference between the average LOS for violent and nonviolent felony releases.
4. In 2023, The ALOS for violent misdemeanor releases (7.7 days) was shorter than the average LOS for nonviolent misdemeanor releases (10.1 days).
5. In 2024, Violent felony releases had the longest average LOS (79.6 days).
6. In 2024, felony releases accounted for 25.5% of all releases while misdemeanors accounted for just over 66%.
7. In 2024, releases with the most serious charge at the misdemeanor level had an average LOS of 17.6 days and releases with the most serious charge at the felony level had an ALOS of 61.7 days.
8. In 2024, violent misdemeanor releases (26.28 days) had an average LOS nearly double that of nonviolent misdemeanor releases (13.44 days).

ISLAND COUNTY JAIL RELEASES BY REASON AND LENGTH OF STAY, 2023-2024

1. In 2023, the general release mechanism⁴ accounted for 77.8% of releases, with inmates averaging a LOS of 14.5 days.
2. In 2023, the highest average LOS was for inmates released as Closed or Return on own Recognizance at 23.6 and 19.8 days.
3. In 2023, the 523 release events from the Island County Jail were generated by 433 persons of which 357 (82.4%) were released once and 76 (17.6%) were released multiple times.
4. In 2023, nearly half (45.9%) of releases occurred within 24 hours of booking.
5. In 2024, the general release mechanism accounted for 83.8% of releases in 2024, with inmates averaging a LOS of 23.7 days.

⁴ Labeled as "Release" in the ICSO system with no additional detailed information

6. In 2024, the highest average LOS was for inmates released as Closed or Return on own Recognizance at 52.1 and 69.5 days.
7. In 2024, the 517 release events from the Island County Jail were generated by 430 persons of which 361 (84.0%) were released once and 69 (16.0%) were released multiple times.
8. In 2024, nearly 45% of releases (44.7%) occurred within 24 hours of booking.

COMPARISON OF THE RELEASE COHORTS

1. The number of releases were similar from 2023 to 2024, however the average length of stay increased by 78.0% from 15.9 to 28.3 days.
2. The gender distribution did not change significantly between 2023 and 2024. While the average LOS more than doubled for males (17.3 versus 34.7 days), the female average LOS decreased from 11.2 days to 10.1 days.
3. The race distribution did not change significantly between 2023 and 2024. In 2023, the average LOS for White persons (15.4 days) was longer than the average stay for Black persons (12.8 days). While in 2024, the average LOS for White persons (24.3 days) was significantly shorter than the average stay for Black persons (54.4 days).
4. In 2023, releases aged 18-24 years had the longest average LOS (23.9 days). In 2024, releases aged 35-44 years had the longest average LOS (35.5 days).
5. In 2023, releases with the most serious charge at the misdemeanor level made up 51.8% of releases versus 66.2% in 2024. Releases with the most serious charge at the felony level decreased slightly from 29.4% in 2023 to 25.5% in 2024.
6. In both years, releases with the most serious charge at the felony level had the highest average LOS. The difference between average LOS for releases with the most serious charge at the violent felony level and the nonviolent felony level was negligible in 2023. In 2024, violent felony charge releases and violent misdemeanor charge releases had significantly longer average LOS than their nonviolent counterparts.
7. In both years, the general release mechanism made up over 75% of releases for both years. Release mechanism groups "Closed" and "Return" on own Recognizance had significantly longer LOS than the overall cohort average.
8. The proportion of releases exiting the Island County Jail within 24 hours did not change significantly between 2023 and 2024.

Table 11. Releases by Attribute, 2023-2024

Attribute	2023			2024		
	Number	Percent of Total	Average Length of Stay (days)	Number	Percent of Total	Average Length of Stay (days)
Total	523	100.0%	15.9	517	100.0%	28.3
Gender						
Male	396	75.7%	17.3	384	74.3%	34.7
Female	127	24.3%	11.2	133	25.7%	10.1
Race						
Asian or Pacific Islander	29	5.5%	21.9	15	2.9%	62.9
Black	45	8.6%	12.8	44	8.5%	54.4
Indian or Alaskan Native	5	1.0%	30.2	3	0.6%	43.7
White	421	80.5%	15.4	438	84.7%	24.3
Unknown	23	4.4%	20.43	17	3.3%	33.0
Age Group						
Under 18	0	0.0%		0	0.0%	
18 - 24	60	151.0%	23.85	58	11.2%	32.9
25 - 34	147	28.1%	16.63	126	24.4%	30.5
35 - 44	152	29.1%	13.18	161	31.1%	35.5
45-54	84	16.1%	17.39	97	18.8%	20.6
55+	80	15.3%	11.96	75	14.5%	15.8

Source: Island County Sheriff's Office

Table 12. Releases by Most Serious Charge Type, 2023-2024

Attribute	2023			2024		
	Number	Percent of Total	Average Length of Stay (days)	Number	Percent of Total	Average Length of Stay (days)
Total	523	100.0%	15.9	517	100.0%	28.3
Felony	154	29.4%	33.7	132	25.5%	61.7
Violent	56	10.7%	33.4	56	10.8%	79.6
Nonviolent	86	16.4%	33.8	64	12.4%	51.3
Other	12	2.3%	33.9	12	2.3%	33.9
Misdemeanor	271	51.8%	10.1	342	66.2%	17.6
Violent	73	14.0%	7.7	89	17.2%	26.3
Nonviolent	161	30.8%	10.5	192	37.1%	13.4
Other	37	7.1%	13.4	61	11.8%	18.2
Error	86	16.4%	1.3	36	7.0%	2.0
Violent	5	1.0%	6.8	7	1.4%	2.3
Nonviolent	1	0.2%	3.0	0	0.0%	
Other	80	15.3%	1.0	29	5.6%	2.0
No Offense Listed	12	2.3%	21.3	7	1.4%	57.9
Felony						
Murder/Manslaughter	1	0.2%	256.0	1	0.2%	302.5
Assault	42	8.0%	28.6	35	6.8%	85.1
Sex	8	1.5%	39.6	6	1.2%	114.5
Robbery	2	0.4%	0.5	2	0.4%	7.0
Violent	3	0.6%	31.0	9	1.7%	44.0
Drugs Sell	0	0.0%		1	0.2%	51.0
Drugs Poss	1	0.2%	12.0	4	0.8%	109.0
Theft/Burg/Fraud	42	8.0%	42.9	22	4.3%	69.6
Weapons	5	1.0%	19.0	1	0.2%	0.0
Property	9	1.7%	5.8	7	1.4%	9.4
DUI	4	0.8%	29.0	1	0.2%	18.0
Prob/Parole/Order Violation	9	1.7%	24.4	7	1.4%	60.2
Nonviolent	16	3.1%	38.3	21	4.1%	36.0
Hold	1	0.2%	0.0	3	0.6%	17.3
FTA	11	2.1%	36.7	9	1.7%	39.4
Misdemeanor						
Assault	73	14.0%	7.7	83	16.1%	25.9
Sex	0	0.0%		1	0.2%	9.0

Violent	0	0.0%		5	1.0%	36.0
Drugs Poss	0	0.0%		5	1.0%	3.2
Theft/Burg/Fraud	15	2.9%	12.9	11	2.1%	11.8
Weapons	6	1.1%	40.3	5	1.0%	35.0
Property	18	3.4%	5.2	27	5.2%	16.7
DUI	59	11.3%	9.0	87	16.8%	12.2
Prob/Parole/Order Violation	33	6.3%	10.5	32	6.2%	15.9
Nonviolent	30	5.7%	9.4	25	4.8%	9.4
Hold	3	0.6%	1.0	3	0.6%	1.0
Traffic	5	1.0%	48.0	16	3.1%	7.6
FTA	29	5.5%	8.7	42	8.1%	23.5
Error/No Offense Listed						
Violent	5	1.0%	6.8	7	1.4%	2.3
Nonviolent	1	0.2%	3.0	0	0.0%	
Hold	80	15.3%	1.0	29	5.6%	2.0
No Offense Listed	12	2.3%	21.3	7	1.4%	57.9

Source: Island County Sheriff's Office

Table 13. Releases by Release Reason, 2023-2024

Attribute	2023			2024		
	Number	Percent of Total	Average Length of Stay (days)	Number	Percent of Total	Average Length of Stay (days)
Total	523	100.0%	15.9	517	100.0%	28.3
Release Mechanism						
Release	407	77.8%	14.5	433	83.8%	23.7
Closed	57	10.9%	23.6	28	5.4%	53.1
Return on own Recognizance	38	7.3%	19.8	40	7.7%	69.5
Other	21	4.0%	13.6	16	3.1%	8.5

Source: Island County Sheriff's Office

Table 14. Releases by Length of Stay, 2023-2024

Length of Stay		2023		2024	
Attribute		Number	Percent of Total	Number	Percent of Total
Total Number of Persons Released		433	100.0%	430	100.0%
Persons with one release		357	82.4%	361	84.0%
Persons with two releases		66	15.2%	56	13.0%
Persons with three releases		7	1.6%	10	2.3%
Persons with four releases		1	0.2%	1	0.2%
Persons with five or more releases		2	0.5%	2	0.5%
Total Island County Jail Releases		523	100.0%	517	100.0%
Number releases within 24 hours		240	45.9%	231	44.7%
Number released between 1 and 3 days		103	19.7%	84	16.2%
Number released between 3 and 10 days		40	7.6%	51	9.9%
Number released between 10 and 30 days		63	12.0%	45	8.7%
Number released between 30 and 90 days		54	10.3%	56	10.8%
Number released over 90 days		23	4.4%	50	9.7%

Source: Island County Sheriff's Office

Island County Population Projections

This section presents three Island County Jail forecasts and the key assumptions that have a significant impact on all the projections' results.

Tables 16-18 presents the forecasts generated using the Wizard Simulation software. The forecasts are also presented in Figure 3. Table 16 presents the baseline forecast. The "baseline" projection reflects current demographic, crime, arrest, and criminal court processing trends and policies.

The Table 17 forecast is the baseline forecast plus a peaking factor of around 12% for both males and females. The inclusion of the peaking factor shows what the highest sustained Island County Jail population will be for that year. Typically, a peaking factor is established from three years' worth of historical daily population data but this was not available from the Island County data system. In that absence, an industry standard of 12% was used for these estimates.

The Table 18 forecast is the baseline forecast with peaking plus the addition of Oak Harbor beds, resulting in a forecast roughly 36% higher than the base forecast. An additional estimate is presented assuming the absorption of need jail bed space for nearby Oak Harbor. Data provided by the Oak Harbor Police Department indicated that between 4 and 8 beds have been historically needed. Adjusting for similar projected growth as Island County generates a needed ADP of approximately 12 beds by the end of 2025.

Table 15. Historical Oak Harbor Bed Needs

Time Period	Annual Daily Population	Housing Type	Housing Location
2020-2024	4	Contracted	SCORE
2019-2020	8	Contracted	Yakima Jail
2018	7	Oak Harbor Jail	Oak Harbor Jail
2015-2017	4	Oak Harbor Jail	Oak Harbor Jail
2004-2008	8	Oak Harbor Jail	Oak Harbor Jail

Source: Oak Harbor Police Department

Base Model Assumptions:

1. Demographic growth in greater metropolitan areas in total and at-risk populations will mimic the averages observed from 2020-2023.
2. Booking profiles and release methods will remain at proportions observed in 2024.
3. The table below shows the assumption for intake and projected LOS.

Assumption	Base
Intakes	Increased intakes through 2035, creating an almost 13% increase over 2024 numbers.
LOS	Will remain at levels seen during CY 2024.

The base forecast projects the total Island County Jail ADP to increase slightly from 2024 by about 6.4% to an average ADP of 50 by the end of 2025. From there, growth continues with an average annual growth rate of 4.0% per year through 2040. The Island County Jail ADP is projected to reach 89 in 2040.

The base forecast with peaking factors is calculated to be about 12% higher than the base forecast. The base forecast with peaking factors projects the total Island County Jail ADP to increase to an average ADP of 55 by the end of 2025 and 99 by the end of 2040.



The base forecast with peaking factors and the addition of Oak Harbor beds to the average daily population is roughly 37% higher than the base forecast. The additional Oak Harbor beds account for about 20% of the total ADP forecast from 2025-2040. The base forecast with peaking factors and Oak Harbor projects the total Island County Jail ADP to increase to an average ADP of 68 by the end of 2025 and 122 by the end of 2040.

Table 16. Island County Projections – Base Forecast, 2018-2040

Year	Historical			Base Forecast		
	Male	Female	Total	Male	Female	Total
2018	35	11	46			
2019	52	12	64			
2020	30	8	38			
2021	30	6	36			
2022	36	6	42			
2023	47	6	53			
2024	39	8	47			
2025				44	6	50
2026				46	7	53
2027				48	7	55
2028				50	7	57
2029				53	7	60
2030				54	8	62
2031				56	8	64
2032				58	8	66
2033				60	8	68
2034				62	9	71
2035				64	9	73
2036				67	9	76
2037				71	10	81
2038				74	10	84
2039				76	10	86
2040				79	10	89
Total Numeric Change 2018-2024	4	-3	1			
Average Percent Change 2018-2024	6.6%	-2.7%	4.1%			
Total Numeric Change 2025-2040				35	4	40
Average Percent Change 2025-2040				4.0%	3.6%	3.9%

Source: CGL

Table 17. Island County Projections – Base Forecast with Peaking, 2025-2040

Year	Base With Peaking Forecast		
	Male	Female	Total
2025	49	6	55
2026	52	8	60
2027	54	8	62
2028	56	8	64
2029	59	8	67
2030	60	9	69
2031	63	9	72
2032	65	9	74
2033	67	9	76
2034	69	10	79
2035	71	10	81
2036	75	10	85
2037	80	11	91
2038	83	11	94
2039	85	11	96
2040	88	11	99
Total Numeric Change 2025-2040	39	5	44
Average Percent Change 2025-2040	4.0%	4.4%	4.0%

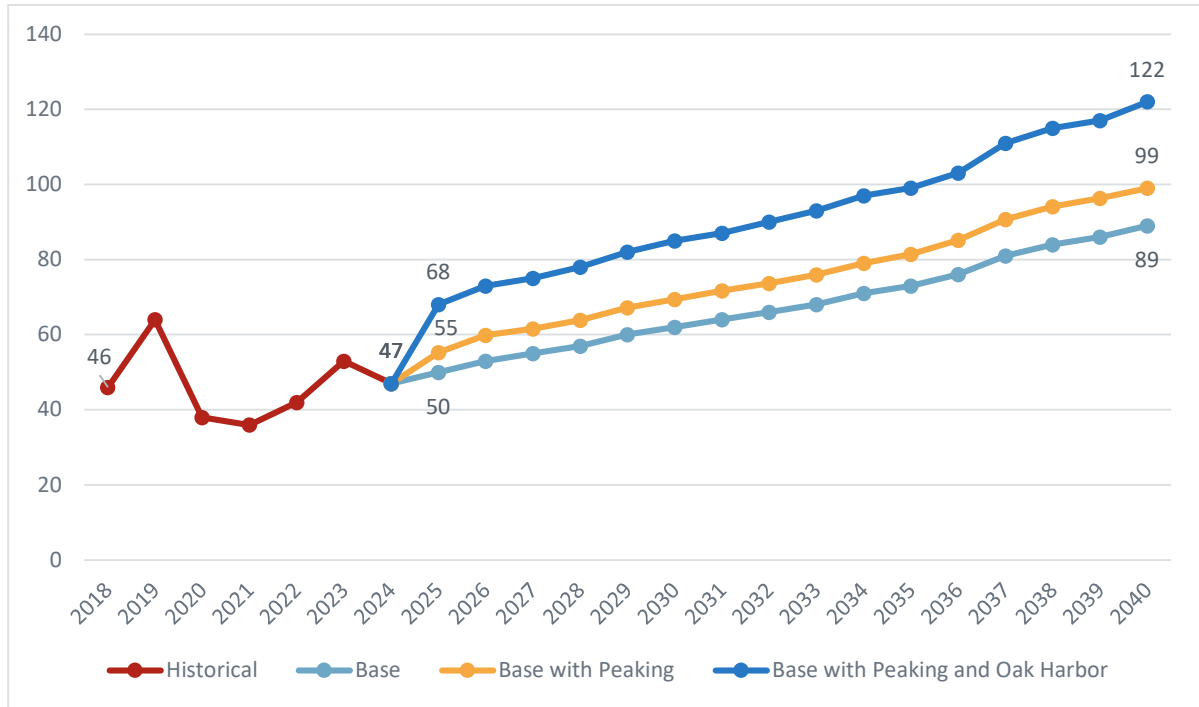
Source: CGL

Table 17. Island County Projections – Base Forecast with Peaking and Oak Harbor, 2025-2040

Year	Additional Beds for Oak Harbor	Base With Peaking and Oak Harbor Forecast		
		Male	Female	Total
2025	12	60	8	68
2026	13	63	10	73
2027	13	65	10	75
2028	14	68	10	78
2029	15	72	10	82
2030	15	74	11	85
2031	16	76	11	87
2032	16	79	11	90
2033	17	82	11	93
2034	17	85	12	97
2035	18	87	12	99
2036	18	91	12	103
2037	20	97	14	111
2038	20	101	14	115
2039	21	104	14	117
2040	22	108	14	122
Total Numeric Change 2025-2040	10	48	6	54
Average Percent Change 2025-2040	4.0%	4.0%	4.1%	4.0%

Source: CGL

Figure 4. Island County Projections – Base Forecast with Peaking and Oak Harbor, 2018-2040





LIST OF SOURCES

Figure 1

Population: Washington State Office of Financial Management.

Tables 1-3

Reported SRS Crimes: Washington Association of Sheriffs and Police Chiefs.

Reported NIBRS Crimes: Washington Association of Sheriffs and Police Chiefs.

Adult Arrests - SRS: Washington Association of Sheriffs and Police Chiefs.

Table 4, and Figures 2 and 3

Demographic Analysis of Persons Booked 2013-2017: Island County Sheriff's Office.

Average Daily Inmate Population by Demographic 2017-2024: Island County Sheriff's Office.

Island County Sheriff's Office extract releases files.

Tables 5 and 6

2.27.2025 Island County Jail population extract files: Island County Sheriff's Office.

Tables 7 and 8

Island County Sheriff's Office Risk Assessment.

Tables 9 and 10

Island County Sheriff's Office Medical and Mental Health Evaluation.

Tables 11-14

Island County Sheriff's Office extract releases files.

Tables 16-18, and Figure 4

Research, Analysis, and Forecasting: CGL.

Appendix A

Scored Attributes	Weight	Total Frequency
Total		43
Severity of Current Offense		
Class A Felony	7	6
Class B Violent Felony	5	5
Class B Non-Violent Felony	2	10
Class C Violent Felony	2	3
Class C Non-Violent Felony	1	7
Gross Misdemeanor, Misdemeanor, Traffic, No History	0	12
Conviction History		
Class A Felony	7	2
Class B Violent Felony	5	1
Class B Non-Violent Felony	2	5
Class C Violent Felony	2	2
Class C Non-Violent Felony	1	5
Gross Misdemeanor, Misdemeanor, Traffic, No History	0	28
Escape History		
No escapes or attempts	0	43
Prior Inmate Institutional Behavior		
1 or more Major/Serious Incidents	3	2
4 or more Minor/General Incidents	1	1
None or Minor Incidents (with no segregation time)	0	40
Prior Felony Convictions		
2 or more violent	4	1
1 violent	3	1
1 or more non-violent	2	14
None	0	27
Current Age		
24 or less	2	2
25-39	0	24
40 or more	-1	17
Custody Level Override Factors		
Murder 1st Degree	7	1
Murder 2nd Degree	7	2
Homicide by Abuse	7	0
Assault 1st Degree	7	0
Kidnapping 1st Degree	7	0

None of the above	0	40
-------------------	---	----

Unscored Attributes	Total Frequency	MIN	MED	MAX
Total	43*	20	14	9
Does the subject currently have a No Contact Order, Restraining Order, or pre-trial release conditioning prohibiting contact with another party?				
Yes	13	5	5	3
No	30	15	9	6
Alcohol/Drug Abuse				
Yes	19	6	7	6
No	24	14	7	3
Armed Forces				
Yes	3	1	0	2
No	40	19	14	7
Discretionary Factors Pt 1				
Current Charge or Previous Conviction for Sex Crime	5	1	2	2
Current Charge or Previous Conviction for DV	16	6	6	4
Known Management Problem	10	1	3	6
Nature of Offense More Severe Than Charge	1	0	0	1
Severe Felony Arrest History (Beyond 5 Years)	4	1	1	2
Previous Prison Time	11	1	4	6
Warrant or Detainer	12	5	4	3
Classification Approved by Administrator	1	0	0	1
DF #9	0	0	0	0
Discretionary Factors Pt 2				
Weapons Charge	4	0	2	2
Known Gang Affiliation	2	0	1	1
DF #3	0	0	0	0
Serious Violence Threat	4	0	2	2
Substance Abuse Threat	8	0	2	6
DF #6	0	0	0	0
Discretionary Factors - DECREASE				
DF #1	0	0	0	0
DF #2	0	0	0	0
Good Institutional Behavior	2	1	1	0
Short Time Remaining to Serve	1	0	1	0
Other - Explain in Comments	1	0	0	1
Special Housing Factors				

Medical Problems	3	1	0	2
Psychological Impairment	3	0	3	0
Suicide Risk	3	1	0	2
Co-Defendants Separate	2	0	1	1
SHF #5	0	0	0	0
Sexual Orientation	1	1	0	0
Physical Impairment	1	0	0	1
SHF #8	0	0	0	0

Appendix B

Question Number	Question	Point Value	Answer	N	Percent
				44	100%
Q1	Have you ever used any illegal or legal drugs? If so, what drug, how often, how much, and when did you last use?	--	Yes	33	75%
			No	11	25%
Q2	Do you use iv, inhale, or ingest the illegal or legal drugs?	--	All	1	2%
			Ingest	5	11%
			Inhale	8	18%
			IV and Smoking	2	5%
			No	1	2%
			Pain Pills	1	2%
			Smoke	12	27%
			No Answer	14	32%
Q3	Do you drink alcohol? If so, what kind, how much, how often, and when was your last drink?	--	Yes	18	41%
			No	26	59%
Q4	Are you currently intoxicated or under the influence?	--	Yes	7	16%
			No	37	84%
Q5	Do you smoke cigarettes? If so, how many ppd and for how long?	--	Yes	27	61%
			No	17	39%
Q6	Are you experiencing any symptoms that require medical care? What? How long?	--	Yes	11	25%
			No	33	75%
Q7	. History of traumatic brain injury or closed head injury? Please explain.	--	Yes	16	36%
			No	28	64%
Q8	Do you have a history of respiratory problems? Please explain.	--	Yes	11	25%
			No	33	75%
Q9	Do you have a history of any heart problems or high blood pressure? Please explain.	--	Yes	12	27%
			No	32	73%
Q10	History of diabetes? Insulin dependent? Please explain.	--	Yes	2	5%
			No	42	95%
Q11	History of seizures or epilepsy? Please explain.	--	Yes	3	7%
			No	41	93%
Q12	History of kidney or liver disease or hepatitis? Please explain.	--	Yes	3	7%
			No	41	93%
Q13	Do you have a history of stomach or urinary disorders? Please explain.	--	Yes	0	0%
			No	44	100%

Q14	History of hemophilia? Please explain	--	Yes	0	0%
			No	44	100%
Q15	History of ear, eye, nose or throat conditions? Please explain.	--	Yes	11	25%
			No	33	75%
Q16	History of any muscle or bone condition? Please explain.	--	Yes	7	16%
			No	37	84%
Q17	Hiv or aids positive? Please explain.	--	Yes	0	0%
			No	44	100%
Q18	History of dental problems? Please explain.	--	Yes	19	43%
			No	25	57%
Q19	History of infectious diseases (mrsa, staph, lice, ringworm, scabies, etc.)? Please explain.	--	Yes	7	16%
			No	37	84%
Q20	Recent communicable illness symptoms (chronic cough, coughing up blood, lethargy, weakness, weight loss, loss of appetite, fever, night sweats)? Please explain.	--	Yes	7	16%
			No	37	84%
Q21	Have you had any past surgeries? Please list type of surgery and approximate date.	--	Yes	20	45%
			No	24	55%
Q22	Are you currently pregnant? If yes, what is your due date, when was your last menstrual cycle?	--	Yes	0	0%
			No	44	100%
Q23	Have you been immunized? If yes, are they up to date?	--	Yes	37	84%
			No	7	16%
Q24	Are you on any medication? Please list medication and dosing. Do you have any medication with you?	--	Yes	21	48%
			No	23	52%
Q25	Have you been on any medication in the last 6 months which you are not currently taking? Please list and provide dosage.	--	Yes	5	11%
			No	39	89%
Q26	Do you have any medication, food, or environmental allergies? If yes, please identify said allergies.	--	Yes	9	20%
			No	35	80%
Q27	Do you have any food related allergies, medical diagnoses or religious practices that require you to be on a special diet? If yes, please provide specific diet restrictions and where medical records may be located, if any.	--	Yes	10	23%
			No	34	77%
Q28	Do you have a primary care provider? If so, who and when was the last time you saw them	--	Yes	15	34%
			No	29	66%

Q29	Are you currently on medicaid?	--	Yes	25	57%
			No	19	43%
Q30	Do you have any current medical or dental insurance? If yes, please list and provide an insurance card if you have it.	--	Yes	37	84%
			No	7	16%
Q31	Is there any additional information about your medical or dental history that you would like to let our medical staff know? Please explain.	--	Yes	6	14%
			No	38	86%
Q32	Deputy: do you observe signs of shaking, sweating, tremors, vomiting, overly anxious, hard time breathing or chest pain?	--	Yes	1	2%
			No	43	98%
Q33	Deputy: do you observe signs of bleeding, trauma, illness or a change in state of consciousness?	--	Yes	2	5%
			No	42	95%
Q34	Deputy: was force used during the apprehension or transport of the arrestee? If yes, list the type(s) and duration, if known.	--	Yes	3	7%
			No	41	93%
Q35	Deputy: are there any other observations that would cause concern for the inmate--s medical wellbeing?	--	Yes	4	9%
			No	40	91%
Q36	What is your housing situation? (deputy: do they couch surf, live outside or in a vehicle or building not meant for habitation, or in a shelter facility or temporary housing program? If so, then homeless.)	--	Homeless	19	43%
			Not Homeless	25	57%
Q37	Have you seen a mental health counselor or had a mental health diagnosis?	1	Yes	28	64%
		0	No	16	36%
Q38	Are you currently taking any medication prescribed for you by a physician for any emotional or mental health problems?	7	Yes	15	34%
		0	No	29	66%
Q39	Have you spent time in a hospital for emotional or mental health problems?	7	Yes	15	34%
		0	No	29	66%
Q40	Have you ever made a plan to kill yourself or attempted suicide in the past?	7	Yes	8	18%
		0	No	36	82%
Q41	Are you currently thinking of killing yourself?	7	Yes	2	5%
		0	No	42	95%
Q42	Deputy: is there any behavioral or other evidence that the individual is unable to	7	Yes	4	9%
		0	No	40	91%

	cope emotionally or mentally or is a suicide risk?				
Q43	Do you currently believe that someone can control your mind by putting thoughts into your head or taking thoughts out of your head?	1	Yes	7	16%
		0	No	37	84%
Q44	Do you currently feel that other people know your thoughts and can read your mind?	1	Yes	3	7%
		0	No	41	93%
Q45	Have you currently lost or gained as much as two pounds per week for several weeks without even trying?	1	Yes	8	18%
		0	No	36	82%
Q46	Have you or your family or friends noticed that you are currently much more active than you usually are?	1	Yes	8	18%
		0	No	36	82%
Q47	Do you currently feel like you have to talk or move more slowly than you usually do?	1	Yes	5	11%
		0	No	39	89%
Q48	Have there currently been a few weeks when you felt like you were useless or sinful?	1	Yes	12	27%
		0	No	32	73%