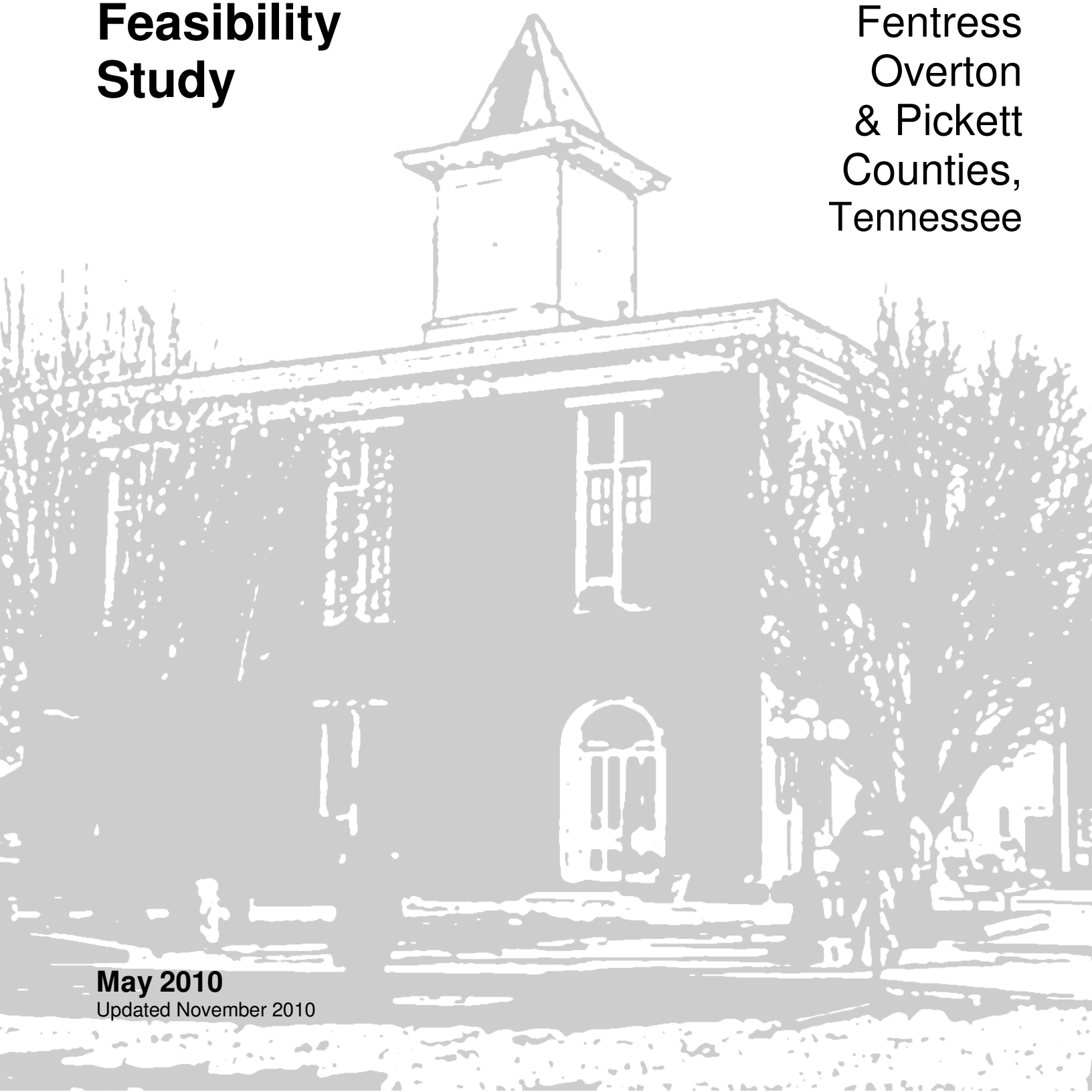
Regional Jail Feasibility Study

Clay
Fentress
Overton
& Pickett
Counties,
Tennessee



May 2010
Updated November 2010

Prepared for
TACIR
Tennessee Advisory Commission
On Intergovernmental Relations

CRS Incorporated, Gettysburg PA
in Association with
BPR LLC, Knoxville TN
SMRT Inc., Portland ME

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Acknowledgements. Valuable assistance was provided by:
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EXECUTIVE SUMMARY

Do regional jails offer cost savings for partners?

Under some circumstances, regional jails offer significant initial and ongoing cost savings. Potential savings for a county that is considering a regional partnership are affected by many factors, including:

- *Cost of current operations*--high current costs make savings more likely in a regional partnership.
- *Proximity to the proposed regional facility*-- the closer the better for the sending counties.
- Whether a *local short-term detention facility* (lockup) is necessary—operating a lockup increases a sending county's costs significantly.
- *Mechanism for apportioning costs* to partners—potential partners, especially small jurisdictions, worry that they will bear disproportionate cost.
- *Cost to house* inmates in the proposed regional jail—the lower the better.
- *Time* required to develop the partnership-- the longer it takes, the higher the costs will usually be for all partners.

How can a county decide if a regional jail partnership is attractive?

Each county must examine several factors before joining a jail partnership. Local officials must identify the factors that are most important and assign relative *weights*.

- The county must have a good understanding of its current jail conditions, deficiencies and operating costs as a starting point (needs assessment.)
- The inmate population must be analyzed to identify characteristics that would affect the feasibility of a regional partnership (such as number of inmates who spend 72 hours or less in jail, gender, pretrial or sentenced status, and more, as shown in Appendices A through D).
- Future jail needs must be projected and the characteristics of future inmates must be described.
- The full range of potential solutions to meet a county's needs must be identified and analyzed to provide the basis for comparison (not just the solutions that involve regional partnerships.)

- The location of a potential regional facility must be explored because it will affect potential savings and the economic impact on each partner.
- The political and practical feasibility of working with the potential partners must be considered.
- The basis for apportioning costs among the partners must be explored.
- The structure of the potential regional partnership must be explored to determine the extent to which each partner will have the ability to exert control over decisions.
- The cost and other considerations must be objectively compared for regional and all other options.

The design and products of this study provide a template for future regional jail feasibility studies. Appendices A through D present needs assessment reports for each county.

Should the four counties develop a regional jail together?

If costs are the primary determinant for creating a four-county regional jail partnership:

- Overton County does not, *at this time*, have a compelling reason to join with the other counties. The county's interest in regional partnerships with increased markedly when its current jail is full and it becomes necessary to add on to the existing facility.
- Without Overton County as the host for a regional jail, a three-county jail does not promise savings for Clay or Fentress counties. Pickett County would realize significant savings with a three-county jail.

If other factors are as important, or more important than total costs, a three-county or four-county regional jail might be attractive. Several non-financial considerations have prompted counties in other states to develop regional jails. These include:

- Short- and long-term control of costs
- Quality of facilities and operations
- Reduced liability for jail conditions and operations
- Potential to garner voter support

Figure ES-1 provides examples of the situations that might prompt support or concern about a regional partnership for each of the non-cost factors. One or more of these non-cost factors have prompted counties to walk away from potential jail partnerships that offered cost savings.

Figure ES-1: **Beyond Costs—Other Factors**

Factor/Consideration	Example: Regional Is *More* Attractive	Example: Regional Is *Less* Attractive
Control of Costs	Pickett County and Clay County rely on other counties to house many of their inmates. Without a long-term contract, they are at the mercy of the market to determine their board rates.	A small county, such as Pickett County, may not be able to determine the cost apportioning formula for a regional jail, raising concerns that the other partners might make their cost per bed higher than the others.
Quality of Facilities and Operations	Pickett County finds it difficult to provide basic inmate services, such as health care. Resources in such a small county are very limited. Their inmates might receive better services and programs in a larger jail.	Overton County already has the community resources to provide the full range of inmate programs and services. Current operations are only limited by the lack of program space in the jail.
Liability	Clay and Pickett Counties are not certified by the state. Their inmates may pose less liability to taxpayers if housed in a standards-compliant regional jail.	Even if Clay, Fentress or Pickett counties sent their inmates to a regional jail, they would still be liable for inmate conditions and treatment at the host jail. They would also expose inmates to the additional risks posed by transportation.
Voter Support	A county that has been unable to secure voter approval for a new jail might find a regional partnership attractive if it does not require voter approval.	Voters in a county that is not the location of a regional jail might balk at the prospect of spending their tax dollars on a facility in another county.

What non-financial considerations affect the feasibility of regional jail partnerships?

Several primary factors may increase the feasibility and desirability of a regional jail partnership:

- Structure of the partnership with regard to each partner's ability to control decisions (voting structure).
- Quality of facilities, programs and services (regional jails, or partnerships with larger jails, often provide significant improvement).
- Extent to which each partner's inmates are removed from the sending county:
  - Distance to regional facility and travel time
  - Types of inmates housed out-of-county (pretrial, sentenced, male/female)
  - Number of inmates to be housed out-of-county (e.g. inmates who have employment in home county might continue to be housed locally to maintain employment)

Figure ES-2 examines the non-cost considerations for each of the four counties.

Figure ES-2: Non-Cost Considerations of a Four-County Regional Jail Based in Overton County

	Clay	Fentress	Overton	Pickett
Quality of programs and services	Regional offers advantages	Regional offers advantages	When expansion is needed, partners would share cost of program and service spaces	Regional offers advantages
Quality of facilities	Current Overton County Jail has serious deficiencies that makes it less attractive as a base for a regional jail	Current Overton County Jail has serious deficiencies that make it less attractive as a base for a regional jail.	Current jail design and construction is not ideal; will require remediation when jail is expanded	Current Overton County Jail has serious deficiencies that make it less attractive as a base for a regional jail
Structure of partnership-decisions and control	Likely to have more control than Pickett but much less than Overton	Likely to have more control than Pickett but much less than Overton	Unlikely to cede majority control to other partners given location of jail and number of local inmates	Might not have much control because of low inmate population
Types of inmates who would be housed out-of-county	Because lockup would be required, it may be possible to keep low security inmates in county, offering savings and other benefits	Because lockup would be required, it may be possible to keep low security inmates in county, offering savings and other benefits	Regional jail would be located in Overton County and no inmates would be housed out-of-county	Likely that all inmates will be housed in Overton County because cost of local lockup is prohibitive.

What could the state do to encourage counties to explore regional partnerships and to make some partnerships more feasible?

- The state could provide funding for regional jail feasibility studies, in whole or in part. This would make it easier for counties to examine the range of potential partnerships that might be beneficial. State funding would help ensure the objective and thorough implementation of local studies.

- The State could offer a one-time construction subsidy for counties that develop regional facilities. This has proven very effective in Virginia, which pays 50% of the construction costs for regional jails. In the past, such subsidies have prompted regional jail construction in Ohio, Minnesota and other states, where the subsidies were usually 50% of the construction costs.

- A regional jail system could be developed by the state, offering another source of jail beds to counties, similar to the West Virginia Regional Jail Authority (WVRJA) which has built 10 regional jails. The WVRJA operates the jails, charging participating counties a daily fee for each inmate housed in a regional jail. This approach would be very costly and complex in Tennessee.

What are the next steps for the four counties?

Figure ES-3: Next Steps for Each County

Clay	Fentress	Overton	Pickett
• Identify factors that will affect decision and assign weight to each. • Evaluate options and identify one or more to be explored. • Meet with potential partners if an option involves a regional partnership- explore issues of location, structure, control and cost sharing.	• Identify factors that will affect decision and assign weight to each. • Evaluate options and identify one or more to be explored. • Meet with potential partners if an option involves a regional partnership- explore issues of location, structure, control and cost sharing.	• Determine the actual costs of current beds and value for potential boarders. • Revise rates for boarders. • Re-evaluate the desirability of housing state inmates. • Renegotiate agreements as they expire in light of the preceding.	• Identify factors that will affect decision and assign weight to each. • Identify availability of beds in another county to use for the near to mid-term (5 to 10 years). • Negotiate potential terms agreement with another county to identify actual costs.

Should regional jail partnerships be considered by *other* Tennessee counties?

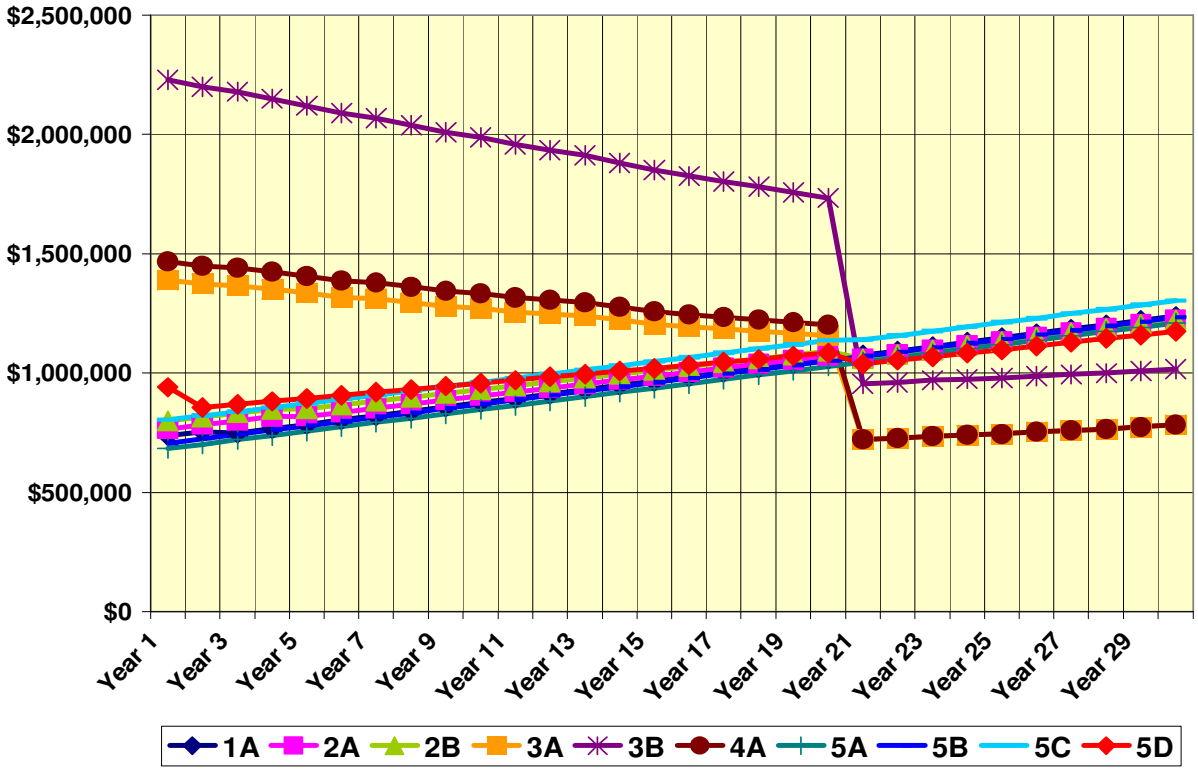
Yes. Under the right circumstances, regional jail partnerships offer advantages that make the challenges associated with developing the partnerships worth the effort.

Examining Costs

A life cycle cost (LCC) analysis is central to the review of each alternative. A life cycle cost analysis is a decision-making tool that establishes a series of assumptions that are applied to each alternative to produce a model of long-term costs. The LCC does not produce an *estimate* of future costs. It provides an objective tool that helps policymakers to compare alternatives as they explore solutions to jail needs.

Thirty-year costs were calculated for each option. Figure ES-4 presents a sample graph showing annual costs for several options.

Figure ES-4: Total Annual Costs by Option, Low Projections, $55/day Board Rate, Clay County



KEY:

1A No Change

2A Renovate as full service jail

2B Renovate and add on

3A New jail

3B New over-sized jail

4A Renovate/ convert another building

5A No jail, no lockup

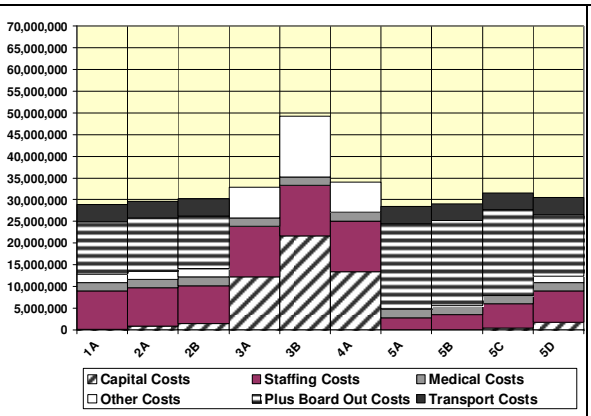
5B Renovate for 12-hour lockup

5C Renovate for 72-hour lockup

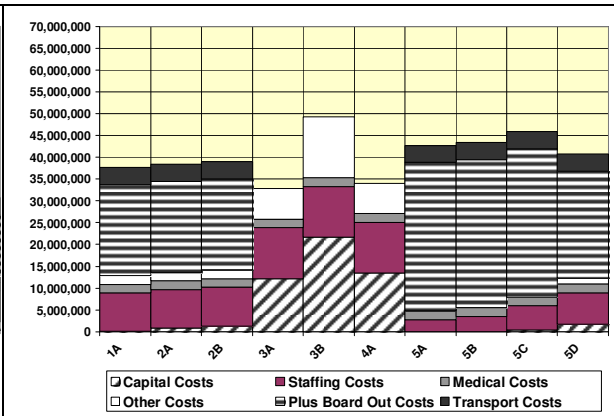
5D Renovate 72-hour lock-up and minimum security

Figure ES-5 is a sample of the 30-year total cost information that was provided to each county for each option.

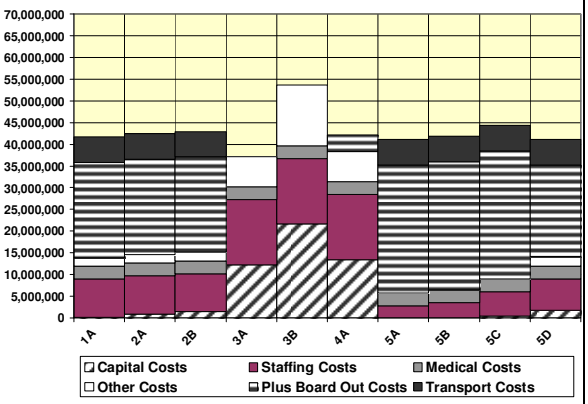
Figure ES-5: Total 30-Year Costs for High/Low Projections and $55/$95 per Day Board Rates, Clay County



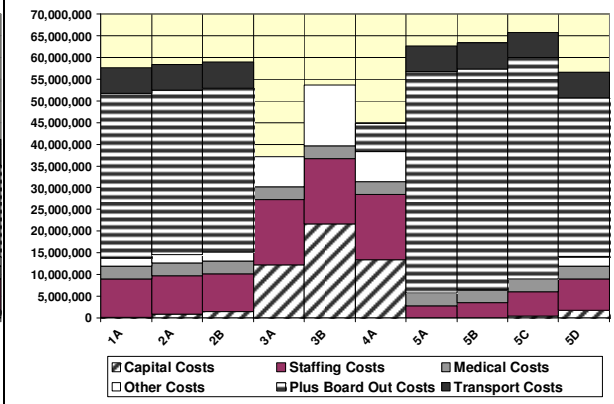
Low Projections, $55/ Day Board Rate (Low- Low)



Low Projections, $95/ Day Board Rate (Low/High)



High Projections, $55/ Day Board Rate (High/Low)



High Projections, $95/ Day Board Rate (High/High)

Projec-Tion	Board Cost	Total 30-Year Costs, Lowest to Highest (Lowest → Highest)									
Low	Low	5A	1A	5B	2A	2B	5D	5C	3A	4A	3B
Low	High	3A	4A	1A	2A	2B	5D	5A	5B	5C	3B
High	Low	3A	5D	5A	5C	1A	5B	4A	2A	2B	3B
High	High	3A	4A	3B	5D	1A	2A	2B	5B	5A	5C

Potential partnerships. Each county has at least one alternative that requires a partnership with another county for the provision of jail space. Overton County currently operates as a de facto regional jail. Partnerships may take many forms, including the informal arrangements that currently exist between several counties. The least costly partnerships will probably be found in contracts with other counties for the use of a portion of their jail space. These contracts may range in length from short term agreement (under five years) to long term agreements that exceed 10 years.

Overton County is a good prospect for a mid-term contract. With half of its beds currently available to receive boarders and a slow rate of projected growth, it is possible that Overton County might be willing, for the right price and terms, to commit to a mid-term contract.

Two or more jurisdictions may form a partnership to develop jail facilities. Joint ventures are the most difficult form of partnership to develop and sustain. Many projects have taken several years to develop. Tennessee counties have two statutory options to create joint ventures—interlocal agreements and a regional jail authority.

Potential savings. Significant construction cost savings may be realized by consolidating several small jails into a single larger facility. Staffing costs per bed also ease slightly as facility size increases. The total costs for each size jail, shown in Figure ES-6, have been calculated.

Figure ES-6: Total Costs for Prototypical Jails

	Total 30 Year Cost	30 Year Cost Per Bed	Aver Cost Per Bed Per Year	Average Cost Per Day Per Bed
50 Bed	$32,777,193	$655,544	$21,851	$59.87
75 Beds	$45,729,816	$609,731	$20,324	$55.68
200 Beds	$114,157,050	$570,785	$19,026	$52.13
300 Beds	$166,778,498	$555,928	$18,530	$50.77
400 Beds	$216,428,563	$541,071	$18,035	$49.41

Projected bed needs. The outlook for the four counties is bleak, as suggested by Figure ES-7. Overton County is the only jail with excess capacity that should be sufficient for another six to ten years.

Figure ES-7: Projected Jail Beds vs. Current Capacity

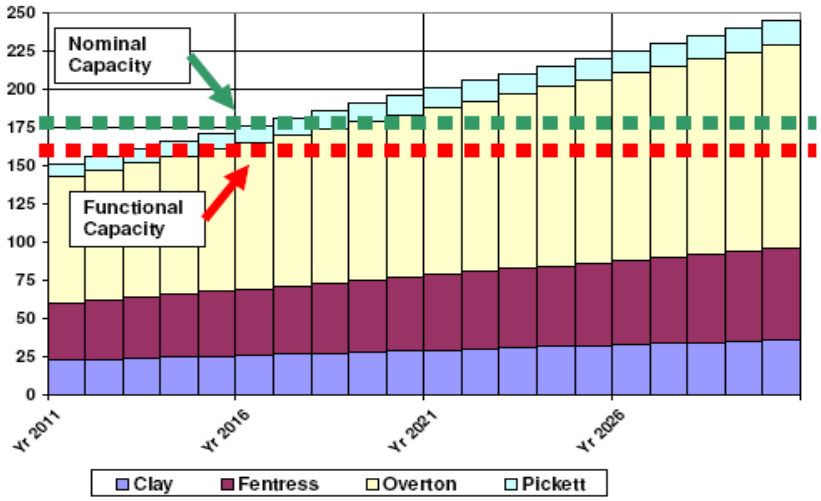


Figure ES-8 presents the total 30-year costs for each option that was evaluated for each county. Options that require a partnership are indicated with a "P."

Figure ES-8: Total 30-Year Costs (In $Millions) For Alternatives

Using the Low Projection and Low Board Rate

"P" denotes the need for a partnership to make the option feasible

"X" indicates that the "no change" option is not feasible for three of the counties because of their substandard jail conditions

ALTERNATIVE	Clay	Fentress	Overton	Pickett
1A No Change	~~$28.8 P~~	~~$41.4 P~~	$68.0	~~$12.2 P~~
2A Renovate as full service Jail	$29.6	$42.3		
2B Renovate and add on	$30.2		$100.1	
3A New jail	$32.8	$44.1	$102.0	$25.6
3B New oversized jail	$49.3 P	47.6 P	$129.0 P	
4A Renovate/convert another building to jail	$34.0			
5A No jail, no lockup	$24.8 P			
5B Renovate for 12-hour Lockup	$29.0 P	$43.8 P		$15.1 P
5C Renovate for 72-hour Lockup	$31.6 P			$18.9 P
5D Renovate for 72-hour lockup and minimum security inmates	$30.4 P	$41.5 P		

Each county faces a challenge that is complicated by a constellation of conditions:

Clay County

- Outmoded jail that is difficult to maintain
- Jail design that will frustrate renovation efforts
- Little room on site to expand
- Growing demand for jail beds
- Low tax base ($.01 raises $10,458)

Fentress County

- Outmoded jail that is difficult to maintain
- Cramped site allowing no room for expansion
- Jail design and construction that will be difficult to renovate
- Fast-growing demand for jail beds

Overton County

- Jail design that is missing key spaces for services and programs
- Jail design and site will make expansion difficult and costly
- Fastest growing jail population that may exceed capacity in 10 years

Pickett County

- Jail facility that is impossible to renovate or expand
- Any jail or lockup improvements will have to be new construction on a new site, or conversion of another structure
- Low tax base ($.01 raises $11,758)
- Growing demand for jail beds

There are many potential regional jail configurations for the four counties. The following two scenarios illustrate the relative costs and savings for each county, and the dynamics of regional partnerships between these counties:

- Scenario 1: 4 Counties Add on to Overton County Jail, Total 325 Beds
- Scenario 2: 3 Counties Build New 175-Bed Jail (Overton not involved)

Figure ES-9 compares the cost for each county to build a new jail to the county's share of the costs of a 3-county or 4-county jail.

Figure ES-9: Comparative Costs for Each County, Two Scenarios

Scenario 1: 4 Counties Add on to Overton Jail	**Percent Det. Days(1)**	**County Share (2)**	**Cost for New Jail Alone (3)**	**Savings with Regional**	**Perc Savings**
Clay County	14.7%	$24,839,482	$32,830,437	$7,990,956	**24.3%**
Fentress Co.	24.5%	$41,523,469	$47,579,814	$6,056,345	**12.7%**
Pickett Co.	6.4%	$10,809,149	$25,627,047	$14,817,899	**57.8%**
Overton Co.	54.4%	$92,225,569	$68,020,169	-$24,205,400	**-35.6%**
Scenario 2: 3 Counties Build New 175 Bed Jail	**Percent Det. Days**	**County Share**	**Cost for New Jail Alone**	**Savings with Regional**	**Perc Savings**
Clay County	32.2%	$34,195,798	$32,830,437	-$1,365,361	**-4.2%**
Fentress Co.	53.8%	$57,164,163	$47,579,814	-$9,584,349	**-20.1%**
Pickett Co.	14.0%	$14,880,643	$25,627,047	$10,746,404	**41.9%**

(1) Share of detention days is used because it is the most common method of apportioning costs in regional jails in other states.
(2) County share is for regional jail construction and operations, does not include cost of renovation and operation of local facilities for short-term holding
(3) Overton County costs are for no change

Comparing the costs for regional partnerships and single-county new construction produces some surprising conclusions:

- Overton County would *pay 35.6% more* to be a part of a 4-county regional facility (adding on to Overton County Jail) compared to using its existing jail for 30 years
- Pickett County is the *only* small county that shows significant savings with a regional partnership
- Clay County would spend 4.2% more and Fentress County would spend 20.1% more in the 3-county regional partnership
- The costs of local lockups and a regional transportation system make the 3-county partnership more expensive for Clay and Fentress counties than building new jails on their own

Based on the preceding two scenarios, several factors influence the potential savings:

1. Shorter distances from the regional jail would allow a partner to close its lockup and realize substantial savings

2. Fewer inmate admissions would allow a partner to do without a lockup, or to operate a lockup on an intermittent basis

3. Larger inmate populations yield lower costs per day, but incur higher annual costs

4. Reducing the number of 24-hour facilities in the region lowers total costs

A third scenario produced markedly different results with regard to the potential savings for the counties. This scenario would be implemented several years in the future, when Overton County needs to expand its current jail. Because of the high cost Overton County will incur to expand its jail,[1] long-term partnerships with one or more counties offer the prospect of savings for all of the parties. If Overton County Jail was in need of more jail beds when this feasibility study was conducted, cost savings would have been possible for all four counties.

Regional jail partnerships are more feasible when the participating counties are near the facility, often less than 15 miles. Clay and Pickett Counties are 20 miles or less from Overton County, while Fentress County is 29 miles away.

Fentress County is part of the 8th Judicial District, while Clay, Overton and Pickett counties are part of the 13th Judicial District. A county that is in a different judicial district than other partners in a regional jail will not be able to enjoy some of the efficiencies that the others will realize.

Moving forward with jail solutions -- regional or not-- begins in each county as officials examine the findings and information from this study and outline a plan of action.

While costs are a major consideration, counties have identified other factors that should go into the decision to enter into jail partnerships. These include:

- Control of costs over time
- Availability of sufficient beds
- Control of the quality of settings and services
- Flexibility to meet changing challenges and demands
- Location issues

[1] The current Overton County Jail was not designed to accommodate efficient expansion. The jail also lacks many central support spaces that should be added when the jail expands in the future.

- Ability to provide programs
- Impact on the local economy
- Impact on current employees
- Timing
- Life expectancy of systems (for reuse of existing buildings)

To accomplish this, a series of tasks must be accomplished. These steps are outlined at the end of this report.

Other Counties?

These findings are driven by the characteristics of the four counties that were the focus of the study. More encouraging results might be generated from a *different* group of potential partners.

SUMMARY OF RECOMMENDATIONS

The regional jail feasibility study was funded by the Tennessee Legislature. It examines the jail needs of Clay, Fentress, Overton and Pickett counties and explores potential regional partnerships that might prove beneficial to two or more counties.

Partnerships between counties may not be fully evaluated unless each county has a clear understanding of its needs and the full range of alternatives that might be implemented to meet long term jail needs. The consultant team worked with each county separately, developing a needs assessment in the first phase of the study. Appendices A through D present individual needs assessment reports for each of the four counties.

National experience suggests that regional partnerships are difficult to develop. Many potential jail partnerships do not make it through the initial planning process. This study was designed to ensure that county officials in each jurisdiction are positioned to make fully informed decisions about their future jail facilities and operations.

Standards and inspection. Each of the four counties in this study has a long history of inspection by the Tennessee Corrections Institute (TCI). Inspections in recent years have not reported any standards compliance problems in Fentress and Overton counties. However, the consultants observed several standards compliance problems with these jails during the course of this study. A long list of deficiencies has been reported for Clay and Pickett counties.

Two counties— Fentress and Overton—have been certified by TCI for the past several years. Pickett County and Clay County have not been certified for several years.

TCI practices and authority were examined as part of a comprehensive study of Tennessee jails by the Comptroller in 2003.[2] The Comptroller's report found that some substandard jails continued to be certified by TCI. The report noted a lack of enforcement authority. The authors of this report suggest that failing to enforce jail standards may expose TCI and the state to liability for jail conditions.

> **Recommendation: TCI should be provided with the authority to enforce the jail standards.**

All parties—counties, inmates, TCI, and taxpayers—are protected when mandatory minimum jail standards are consistently enforced.

The consultants examined the current TCI standards and compared them to the new national Core Jail Standards that have been promulgated by the American Correctional Association (ACA). Unlike other books of ACA standards, the Core Jail Standards present *minimum* requirements that have been found by the courts to represent constitutional practices. The current TCI standards address two-thirds of the issues in the new Core Jail Standards.

> **Recommendation: Current TCI jail standards should be updated using the new Core Jail Standards as a basis for comparison.**

Inmate programs and services. Current facilities in the four counties seriously constrain the delivery of inmate programs and services in all four jails. Even Overton County officials find themselves limited by the lack of program and service space. Most inmates in the four jails are idle. There are few opportunities to work and even fewer programs and activities available to the inmates.

> **Recommendation: Inmate work activities should be expanded in the jail and in the community. Inmate programs, activities and services should be improved in each county.**

Criminal justice system. The continuum of services and settings available to the local criminal justice system has many gaps in the four counties.

> **Recommendation: Each county should examine its policies about the jail, its use, and the need to fill in gaps in the criminal justice continuum.**

State-sentenced inmates. All four counties in this study routinely house state-sentenced prisoners. Overton County has a contract with the state, while Clay[3], Fentress and Pickett counties do not have contracts, but often choose to keep a locally-sentenced prisoner rather than ask the state to take him/her into its system. These prisoners are

[2] *The State of Tennessee's Jails*. James G. Morgan, Comptroller of the Treasury. Nashville TN. April 2003.

[3] The Tennessee Department of Corrections has recently notified Clay County officials that state-sentenced offenders will not be housed in the Clay County Jail.

not provided with programs, nor are they being prepared for reentry in any formal way. None of the counties in this study are equipped to provide state-sentenced prisoners with adequate programs and services. In three of the counties, keeping state prisoners sometimes causes jail crowding. A new state study found that state-sentenced inmates who spent their entire sentences in local jails had a significantly higher rate of recidivism than those who were housed in state facilities.

> **Recommendation: The Tennessee Department of Corrections should review its policies regarding housing state inmates in local jails. State inmates should not be housed in jails that are crowded or in jails that have not been certified by TCI.**

National experience. Many jurisdictions have found that, under the right circumstances, regional partnerships provide the best solutions to their jail needs. But for every regional jail venture that is launched, there are others that fail to make it through the development process. Not every jail situation lends itself to regional solutions.

This regional jail feasibility study provides each county with the evaluation of a full range of alternative solutions to meet their needs—regional and non-regional. The regional jail landscape continues to change. New models are emerging. A few new facilities are under development or construction. Existing regional jails are encountering new, unexpected challenges.

Regional jails represent less than three percent (3%) of all jail facilities in the United States. Only 11 new regional jails have been opened in the past 10 years. Many regional jails, including all 21 regional jails in Virginia, were provided with state subsidies for construction (usually 50% of the construction cost).

> **Recommendation: If state lawmakers want to encourage counties to develop regional jail partnerships, they should be prepared to assist with the initial construction costs and the costs of planning studies.**

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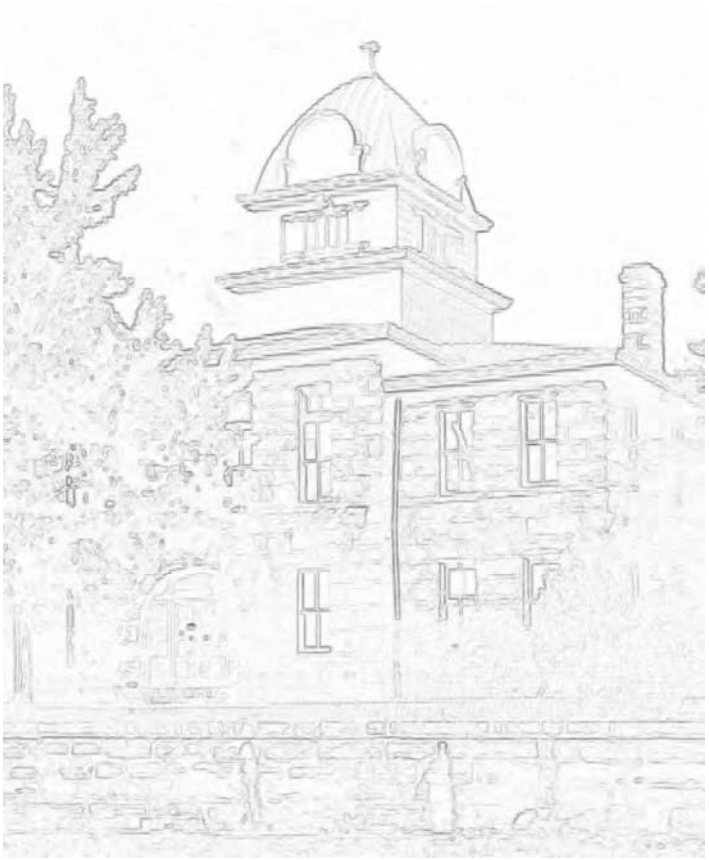
Regional Jail Feasibility Study
Clay, Fentress, Overton and Pickett Counties, Tennessee

I. INTRODUCTION

The regional jail feasibility study was funded by the Tennessee Legislature. It examines the jail needs of Clay, Fentress, Overton and Pickett counties and explores potential regional partnerships that might prove beneficial to two or more counties. The study was administered by the Tennessee Advisory Commission on Intergovernmental Relations (TACIR). Valuable assistance was provided by Ben Rodgers and Jim Hart of the University of Tennessee, County Technical Assistance Service (CTAS). Additional assistance was provided by the Tennessee Corrections Institute (TCI).

The study was implemented by CRS, Inc., a non-profit organization based in Gettysburg, Pennsylvania, in association with SMRT Inc., Portland, Maine, and BPR, LLC, Knoxville, Tennessee. During the course of the five month study, the consultants visited each county at least three times.



II. METHODOLOGY

Partnerships between counties may not be fully evaluated unless each county has a clear understanding of its needs and the full range of alternatives that might be implemented to meet long term jail needs. The consultant team worked with each county separately, developing a needs assessment in the first phase of the study. Appendices A through D present individual needs assessment reports for each of the four counties.

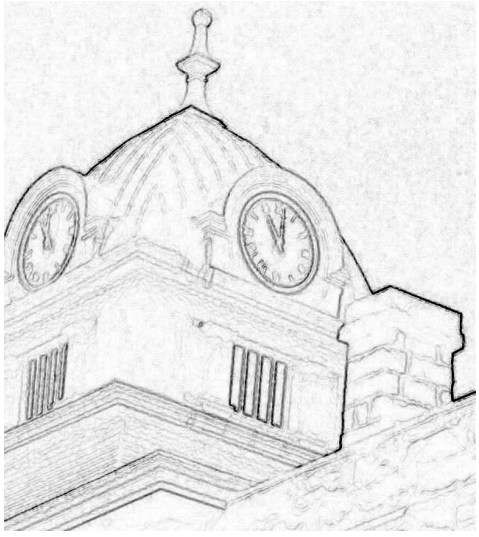
This study identifies potential partnerships when, *and if*, they emerge from a thorough review of the full range of alternative solutions to jail needs for *each* county. County officials need comprehensive information and data if they are to make informed decisions.

National experience suggests that regional partnerships are difficult to develop. Many potential jail partnerships do not make it through the initial planning process.

National experience suggests that regional partnerships are difficult to develop. Many potential jail partnerships do not make it through the initial planning process. Each partner in a potential regional venture must have a clear understanding of the benefits that are sought, providing momentum to work through the development process. This study was designed to ensure that county officials in each jurisdiction are positioned to make fully informed decisions about their future jail facilities and operations.

Overarching findings and conclusions about the feasibility of regional jails in Tennessee were a byproduct of this approach to the study.

This study was designed to ensure that county officials in each jurisdiction are positioned to make fully informed decisions about their future jail facilities and operations.



III. COUNTY JAIL CONDITIONS AND NEEDS

Appendices A through D present comprehensive needs assessment reports for each county. The following narrative summarizes the findings for each county and then explores common issues of standards compliance, litigation, programs and services, and alternatives to jail.

The needs assessment reports in Appendices A through D address the following topics and issues for each county:

- Demographic Profile
- Financial Analysis
- Physical Assessment of Jail
- Jail Occupancy
- Projecting Future Jail Populations
- Inmate Characteristics
- Jail and the Criminal Justice System

Attachments at the end of each appendix provide more detailed information about:

1. Physical assessment of the jail, including photos
2. Monthly jail occupancy data, 1989 – 2009
3. Inmate characteristics

The following narrative provides brief summaries of the needs assessment findings for each county.

A. Clay County

The Clay County jail is outdated, in very poor repair, and is insufficient to meet current needs. The jail has not been certified by TCI for several years.

A financial analysis of Clay County's jail costs found that:

- Clay County's annual jail operating costs have steadily increased between FY 06 and FY 09 from $267,650 to $432,713-- a 61.7 percent increase.
- Clay County's average annual inmate medical cost for the five-year period is $25,299, or $3.04 per inmate per day.
- Clay County's Average Daily Cost per Inmate has varied over the five-year period, from $47.61 in FY 2008 to $33.24 in FY 2009. The average daily cost for FY 05 through FY 09 is $42.69.
- Total jail costs increased from $415,758 in FY 2008 to $432,713 in FY 2009. The decrease in Average Daily Cost per Inmate in FY 2009 was caused by a marked increase in the number of inmates housed, not by a decrease in overall spending.
- Clay County has been paying other counties to house inmates for the past three fiscal years. The amount has increased from $9,131 in FY 07 to $30,675 in FY 09—a 236% increase.

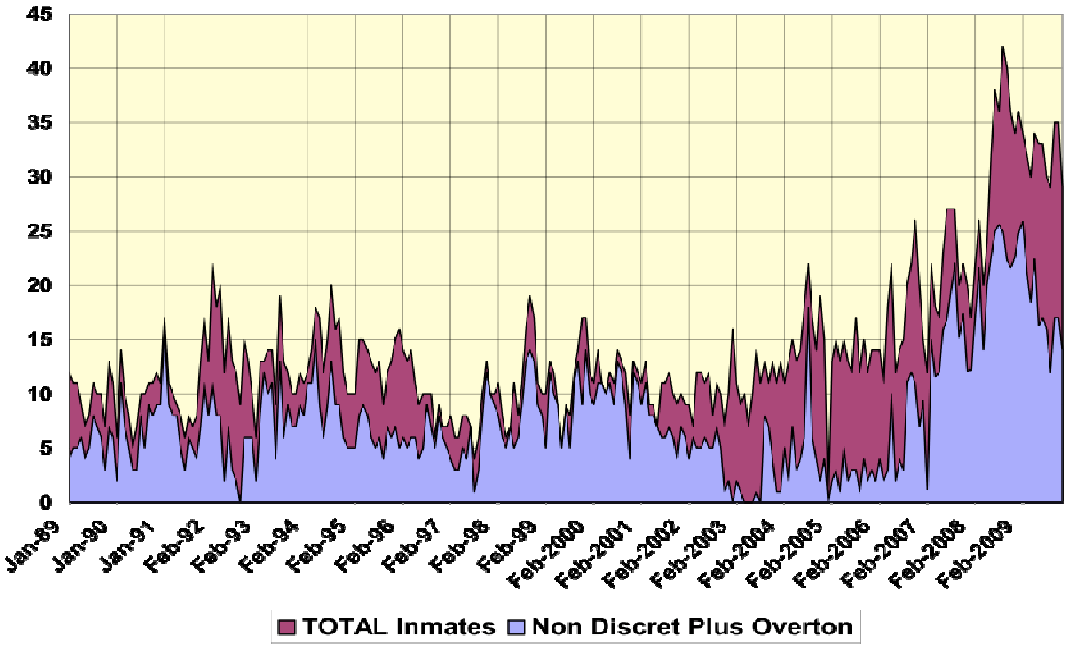
The jail facility was formerly certified to house 14 inmates, but regularly houses 20 inmates and has housed as many as 34 inmates. Many deficiencies were identified:

- Physical provisions for jail security are inadequate in several ways. There is no secure central control room. There are no secure vestibules. Doors and locking equipment are often inadequate for their purposes.
- Inmates are often brought to, and through, non-secure areas for booking, visitation, transport, and access to programs.

- The housing area is the only secure portion of the facility that controls inmate movement by means of a secure perimeter.
- None of the spaces used for admission and release of inmates are secure.
- The interior construction and finishes are similar to commercial occupancies rather than jail occupancy.
- Only three cells have functioning locks.
- The housing configuration provides limited opportunities to group and separate inmates according to a classification plan.
- The facility provides very little room for inmate services and programs. There is no multi-purpose room for programs such as education, counseling, substance abuse treatment, and religious services. Religious services are provided in the cell block. GED classes are provided in the search/changing room in the intake area.
- No designated exercise or recreation space is provided inside the facility.
- No secure designated area is provided outside for recreation.
- No space is provided within the jail for medical facilities.
- The jail kitchen is not designed nor equipped for commercial or institutional use.
- Food storage is minimal, limiting the opportunity to buy food in bulk.
- The inmate housing area design and condition makes it difficult to adapt for continued use. The current jail layout cannot easily be adapted to provide a physically secure facility. The site provides little room to meet current and future needs.

Jail occupancy fluctuates markedly from month to month. From 1989 to 2005, the jail population ranged between 5 and 20 inmates. In 2006, the jail population started a steep and steady climb, reaching over 40 inmates in 2008. Figure III-A1 illustrates the ups and downs of the jail population. It also identifies the non-discretionary inmates, who must be housed by the county.

Figure III-A1: Non-Discretionary and Total Jail Population, 1989 - 2009



Attachment C of the needs assessment presents tables and graphs that were generated by the analysis of 844 inmates, representing all inmates admitted to the Clay County Jail from December 2008 to December 2009. These inmates spent a total of 8,258 days in the jail.

The overall average length of stay (ALOS) was 9.8 days. Female inmates accounted for 31.2% of all admissions, but only 24.1% of the detention days. Male inmates had an average length of stay of 10.7 days while females stayed for an average of 7.7 days.

51.2% of all inmates admitted to the jail are released in less than one day. 0.4% of all inmates spend over 240 days in jail, but they occupy 12.7% of the jail beds.

The inmate housing area design and condition makes it difficult to adapt for continued use. The current jail layout cannot easily be upgraded to provide a physically secure facility. The site provides little room to meet current and future needs.

B. Fentress County

The Fentress County Jail is in very poor repair and is often seriously overcrowded. Conditions of confinement, and staff working conditions, are unsafe and unhealthy. Although the jail is currently certified by TCI, there are many serious physical and operational deficiencies.

…there are many serious physical and operational deficiencies.

A financial analysis of Fentress County jail costs found:

- Annual jail operating costs varied over the last five years.
- Staffing costs consistently comprised more than half of total jail costs.
- Average annual inmate medical costs for the five-year period were $11,860, or $6.46 per inmate per day.
- Average Daily Cost per Inmate increased steadily until last year. The cost doubled from FY 05 to FY 08, from $34.05 to $68.29. The daily cost decreased in FY 09 to $55.93, in spite of an increase in total jail costs.

A physical assessment of the 32-year-old jail identified several concerns:

- The jail has limited capacity to separate inmates, contributing to the need to board inmates in other counties.
- The jail site is very constrained.
- Jail living units remain cold when temperatures in other areas are comfortable.
- There has been a long history of frequent sewer back ups in the drain lines.
- The lobby is small and is often crowded when inmate visits are being conducted.
- There is little separation between the dispatch center and the public lobby, posing concerns about security for the dispatch center.
- There is a great deal of foot traffic through the area used by deputies, posing serious concerns about security and privacy of sensitive documents.
- Physical security in the jail is weak in many areas.
- The main jail corridor and the booking area are not separated by a security door.
- There is no secure control room for the jail.

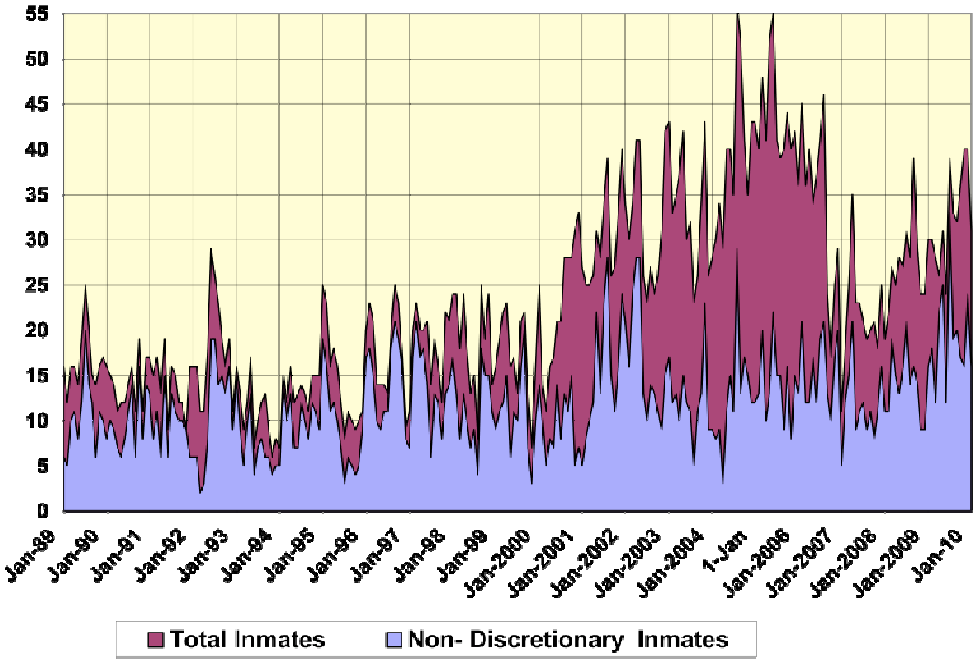
- The intake/release area is in the center of the jail where there is usually a great deal of activity. This congestion poses a serious threat to security and safety.
- The conditions in all housing areas are poor. Finishes have deteriorated over the years and have not been maintained. Showers are in bad shape. Exposed electrical conduct and piping are found in all of the housing areas, posing serious safety and security concerns.
- The jail offers very limited opportunities to classify and separate inmates.
- There are no provisions for female housing other than use of the short-term holding cells.
- There are no areas in the jail that may be used for the delivery of programs and services. Programs, and most services, are delivered in the dayroom or in cells.
- There are no spaces that facilitate inmate exercise or recreation inside the jail.
- Inmates seldom have access to outdoor recreation.

Dayroom, housing area.

The space needs of the Fentress County Jail have grown significantly in the thirty-two years since the facility was constructed. Growing inmate populations and changing operational and space needs have rendered the existing facility difficult to use, and also difficult to adapt for use as a full service jail in the twenty-first century. The building layout, construction, and site constraints severely limit the opportunities to make this facility suitable for continued operation as a modern full service jail.

Jail occupancy has increased in recent years. It is not unusual for Fentress County to house over 30 inmates in six or seven other jails. Figure III-B1 illustrates the prevalence of non-discretionary inmates in the composition of the Fentress County Jail population over the past 20 years. The graph illustrates a high degree of variation.

Figure III-B1: Non-Discretionary and Total Jail Population, 1989 - 2009



Analysis of more than 1,100 inmate records found that:

- 32.1% of all inmates admitted to the jail are released in less than one day.
- Only 1.7% of all inmates spend over 120 days in jail, but they occupy 18.6% of the jail beds.
- Nearly 54% of the inmates were charged with two or more offenses.
- 25% of the inmates in the jail on an average day are confined for violating probation.
- 25% of the inmates in the jail on an average day are serving a sentence.
- 89% of the inmates in the Fentress County Jail are residents of Tennessee.
- 66% of the persons admitted to the jail are residents of Jamestown.
- 18% of the inmates in the jail on an average day are under the age of 25.
- 58% of the inmates are 30 years of age or older.

C. Overton County

Overton County currently operates a regional jail facility. Female inmates from several counties, including Clay, Fentress and Pickett counties, are housed in Overton County. Male inmates are housed for other counties as needed. State inmates are also housed at the facility. Although these arrangements have not been formalized through the interlocal agreement statute, the jail nonetheless operates as a regional facility.

> Overton County currently operates a regional jail facility.

Overton County is the only county that brings any physical assets to the table. The current jail is only 11 years old, and while the design leaves much to be desired, it is sufficient to meet current needs and should not be filled with county inmates for another 8-10 years. Although Overton County has been involved with the other three counties as they explore potential regional solutions for several years, Overton County does not have immediate needs that would be met by expanding its current partnerships.

An analysis of jail costs found that:

- Overton County's annual jail operating costs have remained fairly constant over the last five years. Costs have varied, at most, by only 5.6 percent.
- Food costs for the five-year period averaged $127,095 annually, or $2.88 per inmate per day. Medical costs averaged $5.54 per inmate per day.
- Overton County's *Average Daily Cost* per Inmate decreased slightly over the five-year period. The average for the five-year period is $45.60 per inmate per day.
- Revenues for inmates housed for other jurisdictions increased over the five years, totaling $326,734 for the five years.

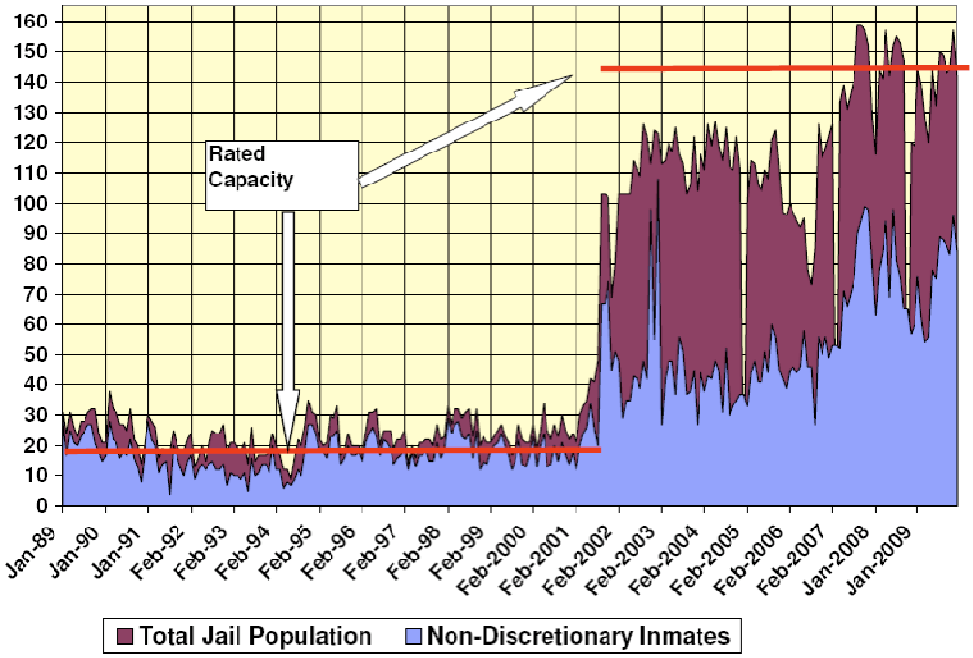
The Overton County Jail functions as a regional jail for female inmates, serving Clay, Fentress and Pickett Counties. Overton County also provides housing for male inmates from those counties, and for other Tennessee counties as needed.

Some concerns with the jail facility include:

- It is not clear how expansion was to be accommodated in the original plan.
- Very little space has been allocated for staff support in the jail.
- Conducting visitation inside the security perimeter creates serious problems with visitor security and contraband.
- Inmate records storage poses serious challenges.
- The four separations provided by the facility design for male inmates are inadequate to support the classification and separation of inmates.
- The facility lacks a special management unit where disruptive inmates can be separated from the general population.
- The number of separate female housing areas is not sufficient to provide necessary separation in support of a classification system.
- The facility design provides very limited space for the delivery of inmate programs and services.
- The kitchen's location creates security risks and increases the opportunities for contraband to be introduced into the jail.
- Site constraints due to layout, adjacent structures, current site uses and topography will require careful planning to accommodate expansion.

Jail occupancy increased sharply following the construction of the new, larger jail. Figure III-C1 shows the large population of inmates who are housed in the jail as boarders—referred to as "discretionary inmates." Non-discretionary inmates are the focus of this study.

Figure III-C1: Non-Discretionary and Total Jail Population, 1989 - 2009



Several statistical methodologies were used to analyze the historical data in an attempt to predict future jail needs. The number of non-discretionary inmates housed in the new jail has been relatively stable.

Non-discretionary inmates housed in FY 09 had the following characteristics:

- Over 50% of all inmates admitted to the jail are released in less than one day.
- Female inmates comprise approximately 20% of the daily population, but spend substantially less time in jail than male inmates.
- In recent years, inmates charged with misdemeanors have outnumbered inmates charged with felonies.
- Pretrial detainees comprise the majority of the daily jail population.
- 88.8% of all inmates are released within ten days, but they use only 9.3% of the jail beds—most jail beds are used by inmates who spend months in jail.
- 97.1% were residents of Tennessee.
- 39% lived in Livingston, 14.6% were residents of Cookeville and 6.4% lived in Monroe.

- 68.5% of the inmates were arrested by the Overton County Sheriff's Department, 22.1% by the Livingston Police Department.
- 20% of the inmates were under the age of 25, 25% were between 25 and 29 years of age.
- Nearly 60% of all inmates had a high school diploma or a GED.
- 57.4% of the inmates were unemployed at the time of admission.
- 20.5% were married at the time of admission to the jail.

Outdoor exercise yard.

Overton County does not have immediate needs that would be met by expanding its current partnerships.

Booking area.

D. Pickett County

The Pickett County Jail is inadequate in many ways. It has not been certified by TCI for many years. While Clay and Fentress counties could renovate and add on to their existing jails, this is not an option in Pickett County because the jail is located on the second floor of the courthouse.

A financial analysis of Pickett County's jail costs found that:

- Pickett County's annual jail operating costs have steadily increased between FY 05 and FY 09 from $258,074 to $344,137, or a 33.3 percent increase.
- Pickett County's average annual inmate food cost for the five-year period is $32,332, or $11.12 per inmate per day, the highest cost of the four counties in this study.
- Pickett County's average annual inmate medical cost for the five-year period is $21,653, or $7.45 per inmate per day, the highest of the four counties.
- Pickett County's Average Daily Cost per Inmate has varied over the five-year period. The average cost for FY 05 through FY 09 is $106.80. This amount is more than double the Average Daily Cost per Inmate for the other three counties included in this study.
- Pickett County paid other counties and average of $15,974 annually to house inmates in their jails.

A physical assessment of the 75-year-old jail found it deficient in almost every category:

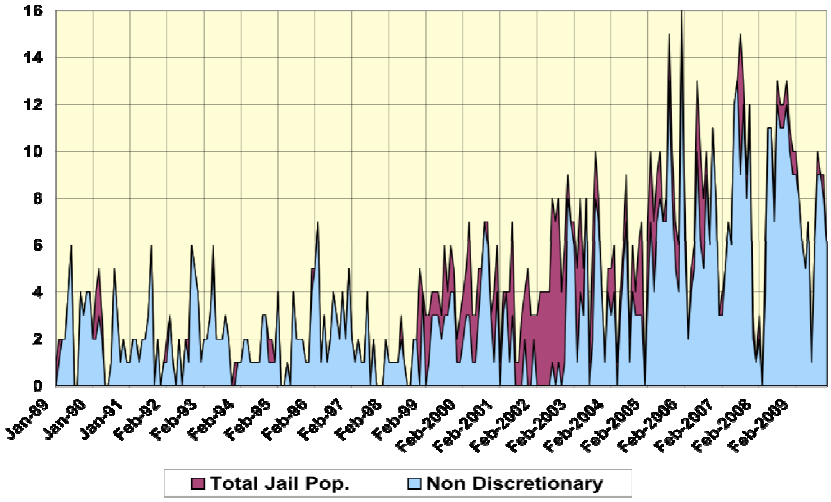
- Most of the construction elements of the facility are not adequate for use as a jail.
- The building systems (heating, cooling, ventilation, and plumbing) are minimal.
- The lobby is not easily accessible and presents a hazard for officers who are bringing arrestees to the jail.
- There are no spaces that support jail/sheriff's staff.
- No space is dedicated for visitation. As a result, visiting is difficult to supervise and poses serious contraband risks.
- All locks are manual.
- There is no central fire alarm system nor are any areas provided with sprinklers.
- The booking area is not physically secure. Doors, locks, and windows are not appropriate for jail use.

Most of the construction elements…are not adequate for use as a jail.

- The booking area is crowded. Furnishings and equipment are not appropriate for use in a jail.
- Because the jail only has two rooms for inmate housing, it is impossible for the jail to house several types of inmates, such as females, persons who act out, and others who need to be separated for any reason.
- The lack of separation in the housing areas makes it difficult to classify and separate inmates according to an objective classification system.
- There is no dedicated space for the provision of inmate programs and services.
- There is no space provided for inmate exercise or recreation--inside or outside.
- There is no space provided for delivering medical services to inmates.
- No space is provided for food preparation in the jail.
- For all practical purposes, there is no security perimeter for the jail.
- The site provides limited space for parking and for jail expansion.

Jail use has fluctuated markedly in recent years. Figure III-D1 illustrates the level of jail use for non-discretionary inmates (those that must be housed by the county) and discretionary inmates. Jail rate of increase has been higher in recent years.

Figure III-D1: Jail Population, 1989 – 2009



Attachment C presents tables and graphs that were generated by the analysis of records for 704 inmates, representing all inmates admitted to the Pickett County Jail from December 2008 to December 2009. These inmates spent a total of 4,309 days in the jail. The overall average length of stay (ALOS) was 6.1 days. Forty-five percent of all inmates admitted to the jail are released in less than one day; these inmates accrue no detention days. Conversely, 0.4% of all inmates spend over 211 days in jail, but they occupy 15.9% of the jail beds. More than half the inmates in jail on an average day are sentenced offenders. More than half of the inmates are charged with misdemeanors.

E. Standards Compliance

Tennessee jails are required to comply with mandatory jail standards that are published by the Tennessee Corrections Institute (TCI). Jails are also inspected periodically by TCI, and their status (certified or noncertified) is determined by inspection findings.

The compliance history of Clay, Fentress, Overton and Pickett Counties is reviewed below. This review is followed by an examination of the TCI standards compared to emerging national standards, and a review of the authority of TCI to require compliance.

1. Standards Compliance and Certification History

Each of the four counties in this study has a long history of inspection by the Tennessee Corrections Institute (TCI). Inspections in recent years have not reported any standards compliance problems in Fentress and Overton counties. However, the consultants observed several standards compliance problems with these counties during the course of this study.

A long list of deficiencies has been reported for Clay and Pickett counties. The consultants confirmed these issues during on-site work for this study, and also observed some additional areas of concern.

Two counties—Fentress and Overton—have been certified by TCI for the past several years. Clay and Pickett Counties have not been certified by TCI for several years.

Clay and Pickett County deficiencies, as reported by TCI in the past several years, are described in the following lists. It should be noted that some of these issues have been corrected since they were first reported.

Clay County Standards Deficiencies

- Overcrowded
- No place for showers at admission
- No secure visitation area
- No emergency power source to activate during a power failure
- No area provided for a physician to render medical care
- No sight and sound separation between male and female inmates
- No single occupancy cells
- Unable to classify inmates
- No sprinklers in facility
- Padlocks are used to secure male and female cell areas, posing security and fire safety hazards

- Fire drills not conducted frequently enough
- Loose log sheets should be replaced with bound log book
- Excessive items in cell areas create an extreme fire hazard, even more so because the facility allows smoking
- Showers in cells need replacement
- Lights in cells do not have fixtures around them and some are held in place by electrical wire
- Several windows need to be replaced in the cell area
- Doors need to have operating locks to secure the inmates
- Chemicals are stored in food service area as well as laundry area that is next to food service
- Food service log is not maintained
- No secure areas in which to conduct programs
- No documentation of medical services provided or a contract for services
- 14-day physicals are not provided
- No way to separate inmates who have contagious diseases
- Nurse has not yet been hired
- Inmate files are missing information (next of kin, property receipts, receiving screenings)
- Files need to be audited to make sure all information is provided in the files
- Use of dispatchers as jail officers creates a serious safety and security risk to inmates, officers as well as the public
- Dispatcher and control room officers cannot leave their posts
- Extension cords and cable wires cross the cells and need to be removed or secured
- Sanitation and safety inspections log needs to be implemented
- Dietician letter needs to be updated
- Refrigerator is not cooling and needs to be replaced or repaired
- Utensils need to be secure with an itemized list
- Facility needs to establish and implement a mattress sanitation log
- Facility needs to establish and implement a laundry log
- No written policies and procedures

- Evacuation plans not posted
- No working smoke detectors or fire extinguishers
- Not conducting a minimum of one hour of visitation, only 30 minutes provided

Pickett County Standards Deficiencies

- Overcrowded
- Female inmates may not be housed
- Cells are not well ventilated, lighted or able to maintain a reasonable temperature
- Multiple occupancy cells do not comply with required square footage
- No space to shower inmates before placing them into general population
- Poor visibility into cells
- No monitors
- Male and female inmates can talk to one another through the wall
- Lights do not have secure fixtures
- No library for inmates
- No place to house inmates with communicable diseases
- No provisions for in-house medical treatment
- No room available for physician to render care
- Not keeping a log of when emergency generator is checked
- Only one official escape route in case of fire
- No sprinkler system
- No written or graphic design to show evacuation of facility
- No fire drills have been conducted
- No smoke detectors in cells
- Weekly security inspections are not being conducted
- No inmate disciplinary actions are being taken

> The deficiencies identified by TCI… represent serious issues that could be the focus of lawsuits…

- There are pictures on the walls in men's cells
- Local restaurant that provides inmate meals must have a letter from a dietician approving the menus
- 14-day inmate physicals are not being conducted
- Intake record is poorly documented, needs to be more precise
- Contraband is found throughout the jail
- Officers are required to receive 40 hours of training each year, should be done before the next inspection
- No ABC fire extinguisher
- Weekly security inspections not being conducted
- Not documenting inmate searches at the time of booking
- Inmates do not receive a copy of the jail's rules nor are the rules posted
- Need to document daily sanitation inspections
- Need a letter showing doctor has approved first aid kits
- Do not have medical request form
- Need to develop forms on prescreening of medical conditions at the time of booking
- Do not have contract with doctor or dentist
- Need to have separate medical files for each inmate
- Inmates are not given property receipts

The deficiencies identified by TCI inspectors in recent years represent serious issues that could be the focus of lawsuits filed in federal courts that challenge jail conditions and practices.

2. TCI Inspection and Enforcement

TCI practices and authority were examined as part of a comprehensive study of Tennessee jails by the Comptroller in 2003.[4] The authors of the report noted jail conditions observed during their site visits that were not reported in TCI inspection reports:

> Comptroller's staff visited 11 jails during this study. Staff selected rural, urban, and medium sized counties in all three grand divisions of the state. Additionally,

[4] *The State of Tennessee's Jails*. James G. Morgan, Comptroller of the Treasury. Nashville TN. April 2003.

staff chose some counties recommended as model facilities and others described as substandard. Two of the jails were new with no visible problems. In others, however, research staff observed conditions that pose danger or violate standards.

The Comptroller's report found that substandard jails continued to be certified by TCI:

> *TCI continues to certify inadequate and overcrowded jails that do not meet state standards.* State law prohibits TCI from decertifying deficient facilities if the county submits a plan within 60 days of the initial inspection to correct deficiencies related to square footage and or/showers and toilets, as well as jail capacity. Many counties delay implementing their plans indefinitely, yet TCI continues to certify the facilities.

The report noted a lack of enforcement authority:

> *The Tennessee Corrections Institute has no power to enforce its standards, resulting in conditions that endanger inmates, staff, and the public.* In 2002, 25 county jails failed to meet certification standards. Without sanctions, counties often fail to correct conditions that may be dangerous and likely to result in costly lawsuits. Several other states impose an array of sanctions for facilities that do not meet standards. In 2001, the General Assembly considered, but did not pass, a bill that would have given TCI more enforcement authority. House Bill 398/Senate Bill 764 would have allowed TCI to:
>
> - Issue provisional certifications;
> - Decertify facilities;
> - Exclude counties from participating in the County Correctional Incentives Act of 1981; and
> - Ask the Attorney General and Reporter to petition circuit courts to prohibit inmates from being confined in facilities that do not meet standards or impose threats to the health or safety of inmates.

TCI continues to certify inadequate and overcrowded jails that do not meet state standards. *Comptroller Report*

During a recent TCI Board of Control meeting, members discussed the lack of effective enforcement authority. A landmark federal case in Florida forced the state jail inspection unit to double its staffing. The court found that the unit was liable for substandard conditions in jails because the unit failed to enforce the standards.[5]

[5] Arias v. Wainwright, TCA 79-0792 (N.D. Fla.). VI. Inspections and Enforcement. 6. "The Department of Corrections shall employ a sufficient number of inspectors to carry out fully the terms of this Agreement, the obligations imposed by the jail rules, including any revisions of, substitutions or amendments to such rules, and any new jail rules, and the Court's orders. Each jail shall be inspected by the Department of

The authors of this report suggest that failing to enforce jail standards may expose TCI to liability. More importantly, failing to create conditions that encourage counties to comply with jail standards makes it easier for the substandard conditions and facilities to remain. The current Maine jail inspection and enforcement statutes provide the following authority for enforcement of compliance:

> Title 34-A Section 1208. 3-B. If a county or municipality fails to correct deficiencies and offers no plan of correction, or if the plan of correction offered to the department is determined inadequate by the commissioner, the commissioner shall determine an appropriate action to restrict or modify the operations of the facility, consistent with the nature of the uncorrected deficiencies, which action may include ordering an entire facility closed until the deficiencies have been corrected.

The Maine approach to ensuring standards compliance has proven very effective because the statute provides a great deal of flexibility with regard to the actions that are taken to move a county toward compliance. A county that refuses to provide inmate medical examinations within 14 days, for example, might be restricted to housing inmates for up to 14 days.

The authors of this report suggest that failing to enforce jail standards may expose TCI to liability.

A similar flexibility is authorized in the Virginia statutes:

> § 53.1-69. *Board may prohibit confinement and require transfer of prisoners in substandard facilities.* The Board is authorized to limit, by its order, the confinement of prisoners in any local correctional facility or lock-up, which is not constructed, equipped, maintained and operated so as to comply with minimum standards prescribed by the Board, either by prohibiting confinement of any prisoners in such local correctional facility or lock-up, or by limiting the maximum number of prisoners to be confined therein, as the Board deems appropriate.

All parties—counties, inmates, TCI, and taxpayers—are protected when mandatory minimum jail standards are consistently enforced.

All parties—counties, inmates, TCI, and taxpayers are protected when minimum jail standards are consistently enforcement

Corrections at least twice a year. The jail inspectors shall be properly equipped and trained so as to be portions thereof. Jail inspections shall be exacting, comprehensive, and adequately documented. 7. As soon as possible after approval of this Agreement by the Court but in no event later than forty-five (45) days after such approval is granted, defendant shall vigorously, promptly, effectively and thoroughly enforce, to the full extent of the authority vested in him by law, all jail rules and standards, including any revisions of, substitutions or amendments to such rules and any new jail rules, and he shall fully implement and enforce Florida Statutes § 951.23."

F. Litigation Involving the Counties

Using a variety of sources, the consultants searched for litigation that addressed jail, or related issues in any of the four counties. Several cases that involved jail issues were identified, alleging various violations, including:

- Excessive use of force
- Failure to protect
  - Inmate suicide
  - Assault by staff
- Conditions of confinement
  - Crowding
  - Hot water
  - Light
  - Lack of out-of-cell opportunity
- Access to court- confiscation of legal material
- Failure to provide medical care
- Due process, removal from trusty status
- Free speech, retaliation for speaking with jail inspector
- Officer on prisoner assault
- Injury and inadequate medical treatment

Overton County has been involved with the most litigation…. Overton County operates the most standards-compliant facility of the four counties in this study, and has the newest jail facility.

Overton County has been involved with the most litigation, including recent and pending actions. The low number of cases filed against Clay, Fentress and Pickett counties does not suggest that their facilities and operations are more acceptable than those in Overton County. In fact, Overton County operates the most standards-compliant facility of the four counties in this study, and has the newest jail facility.

The consultants identified many conditions and operational practices that might subject each county to liability. Many of these are described in the individual county reports in the appendices of this report.

The following narrative summarizes the findings, by county.

1. Clay County

Scott v. Clay County, 205 F.3d 67 (6th Cir. 2000). An arrestee brought civil rights action against the county, sheriff, and sheriff's deputies, alleging that deputies used excessive force to effect her arrest and caused her serious bodily injury. The United States District Court for the Middle District of Tennessee, Thomas A. Wiseman, Jr., J., denied the defendants' motion for summary judgment on grounds of qualified immunity. The defendants appealed. The Court of Appeals held that: (1) the deputy's actions in firing at a fleeing vehicle in order to seize its occupants, which resulted in injury to the plaintiff who was a passenger in the vehicle, were objectively reasonable, and thus did not violate the plaintiff's rights under the Fourth Amendment; (2) the remaining individual defendants' alleged complicity in the deputy's lawful use of deadly coercion could not offend the plaintiff's Fourth Amendment protections; and (3) the conclusion that no

officer-defendant had deprived the plaintiff of any constitutional rights defeated the related claim against the county. Reversed and remanded.

Geesling v. Clay County, Tennessee, 2007 WL 2509671 (M.D. Tenn. 2007). The plaintiff, Thomas Geesling, individually and as administrator for the Estate of Sharon Geesling, filed this action under 42 U.S.C. § 1983, against the Defendants: Clay County, Tennessee; Jerry Rhoten, individually and in his official capacity as Sheriff of Clay County, Tennessee; and Greg Ethridge, individually and in his official capacity as Deputy Sheriff of Clay County, Tennessee. The plaintiff's claims arise out of the death of Sharon Geesling after she was transported to the hospital at Ethridge's request. The plaintiff alleges that the defendants were deliberately indifferent to Sharon Geesling's condition. The plaintiff also asserts pendent state law claims under the Tennessee Constitution. The court dismissed federal claims because the undisputed facts established that his wife's initial placement at a medical facility was due to a clear medical emergency and that his wife's subsequent fatal fall occurred when she was in the care of hospital officials.

2. Fentress County

Sieber v. Cooper, 552 F.Supp. 157 (D.C.Tenn. 1981). Counties sought dismissal of a civil rights action filed against them on the grounds that the complaint failed to allege sufficient official action on the part of either county. The federal district court held that: (1) federal statute, extending state law to govern the trial and disposition of civil rights action in which laws of the United States are not adapted to the object or are deficient to furnish suitable remedies, did not incorporate into federal law state statute exposing the county to liability for acts of deputy sheriffs acting by virtue of or under the color of his office, and (2) since there was no allegation in complaint against the county that the plaintiff's alleged injuries were caused directly by the execution of official governmental policy or custom, the suit failed to state a claim for which relief could be granted under the Civil Rights Act of 1871. Complaint dismissed.

Hurst v. Fentress County Tennessee, 229 F.3d 1152 (6th Cir. 2000). Seeking monetary damages, Hurst sued Fentress County (Tennessee), the Fentress County Sheriff's Department, Sheriff Frank H. Officer?, and an unknown Chief Deputy Sheriff, for incidents that occurred during his incarceration in the Fentress County Jail. Hurst claimed that he was subjected to unconstitutional conditions of confinement because: 1) he was housed in a cell without hot water; 2) he was housed in a cell without a light; and 3) he was kept in his cell for all but 15-30 minutes a day. Hurst framed his claims as violations of his Eighth Amendment rights. The district court dismissed as frivolous Hurst's hot water claim. The magistrate judge recommended that summary judgment be granted in favor of the defendants with respect to the remaining claims.

..claimed that he was subjected to unconstitutional conditions of confinement because…he was housed in a cell without a light…he was kept in his cell for all but 15-30 minutes a day.

The district court adopted the magistrate judge's report and recommendation, and granted summary judgment in favor of the defendants over Hurst's objections. According to the court, Hurst's second and third claims fail to state a claim upon which relief can be granted and the defendants were entitled to judgment as a matter of law. Hurst sued the county, the Sheriff in his official capacity, and the Fentress County Sheriff's Department. Municipal entities cannot be held responsible for a constitutional deprivation unless there is a direct causal link between a municipal policy or custom and the alleged constitutional deprivation. The plaintiff must identify the policy, connect the policy to the governmental entity, and show that the particular injury was incurred because of the execution of that policy. Hurst does not suggest that the Sheriff denied him adequate light or time outside his cell pursuant to a policy or custom of the Fentress County Sheriff's Department. Thus, his complaint fails to state a claim upon which relief can be granted, and the district court properly dismissed it. Accordingly, the district court's judgment is affirmed.

Davis v. Fentress County Tennessee, 6 Fed Appx. 243 (6th Cir. 2001). Survivors and representatives of the estate of a pretrial detainee who hanged herself in county jail brought a § 1983 action against the county, its sheriff, and the jailer who was on duty the night of her suicide. The United States District Court for the Middle District of Tennessee granted summary judgment for the defendants. Survivors and the estate appealed. The Court of Appeals, Batchelder, Circuit Judge, held that: (1) neither the jailer nor the sheriff acted in conscious disregard of the detainee's serious medical needs, and (2) the estate and survivors failed to show that the county had a deliberate and discernible policy to maintain an inadequately trained police department, or a nonsuicide-proof, inadequately designed and equipped jail. Affirmed.

According to the court, the jailer did not act in conscious disregard for the serious medical needs of the pretrial detainee who hanged herself with the cord of a telephone that was placed in her jail cell in violation of the Tennessee Corrections Institute's minimum standards, even if the detainee demonstrated a strong likelihood that she would commit suicide; there was no evidence that the jailer realized that someone could hang herself with a phone cord, the jailer placed the detainee in a cell nearest the booking area where the jailer was stationed, offered her the opportunity to call her doctor, brought her coffee and ice, checked on her at least once every 15 minutes, and summoned a medical professional to assess the detainee's more particularized medical needs, and upon discovering the detainee's condition, officers immediately began CPR and called an ambulance.

The court found that the sheriff did not act in conscious disregard for the serious medical needs of the pretrial detainee where there was no allegation that the sheriff took any affirmative act that violated a constitutional right.

The court concluded that the estate of the pretrial detainee failed to show that the county had a deliberate and discernible policy to maintain an inadequately trained police department, or a nonsuicide-proof, inadequately designed and equipped jail; although inspection prior to the suicide turned up concerns about the jail's staffing levels and blocked windows for observing cells, nothing indicated that the county contemplated potential suicide as a result of these problems or that the county failed to take adequate measures to remedy these conditions.

3. Overton County

*Hill v. Overton County Tennessee***,** 205 F.3d 1340 (6th Cir. 2000). Seeking monetary, declaratory, and injunctive relief, Hill sued Overton, Tennessee, and multiple county jail employees, contending that his Eighth Amendment rights were violated for several reasons. Following discovery, it was determined that Hill's claims were barred by Tennessee's one year statute of limitations. In granting summary judgment for the defendants, the district court noted that only three days of Hill's confinement at the Overton County jail were not barred by the applicable statute of limitations. Further, during these three days, Hill admitted that the acts he felt violated his constitutional rights were either remedied or no longer existed. Therefore, the court concluded that Hill had failed to establish a constitutional violation. The appeals court affirmed the district court decision.

Reagan v. Hull, No. 03-5959 (6th Cir. 2004). A pro se Tennessee prisoner filed a civil rights complaint against a former sheriff, a former jail administrator, and a jail nurse, alleging that he was denied adequate medical care during his incarceration. The United States District Court summarily dismissed the prisoner's complaint for failure to state a claim upon which relief could be granted. Instead of appealing, the prisoner filed an amended petition to add defendants. The District Court dismissed the amended petition, and the prisoner appealed. The Court of Appeals held that the district court did not abuse its discretion by dismissing the amended complaint without affording the prisoner an opportunity to amend his complaint. Reagan alleged that on January 16, 2000, he was seriously injured in an automobile accident and hospitalized for treatment and rehabilitation. Reagan alleged that on March 30, 2000, during his hospitalization, he was arrested and transported to the OCJ. Relying upon the Eighth Amendment, Reagan alleged that he was denied adequate medical care and treatment during his incarceration in the OCJ and that the defendants “were negligent and reckless in the care of the Plaintiff thus causing the Plaintiff extreme pain and suffering.” Reagan sought monetary relief only.

Release by U.S. Attorney Genera, December 19, 2006. *Overton County Sheriff’s Officers Sentenced for Violating Inmate’s Civil Rights***.** Former Overton County, Tenn., Sheriff’s Deputy Gary Grigg and Lt. Johnny Gann were sentenced late yesterday for their roles in violating the civil rights of an inmate detained in the Overton County Jail, the Justice Department announced. Two other co-defendants, Overton County Sheriff’s Jail Administrator Michael Gilpatrick and Lieutenant James Loftis, still await sentencing. Four Overton County law enforcement officers have either been convicted or have pleaded guilty in this matter. Grigg previously pleaded guilty to conspiring with Gilpatrick and Loftis to have the victim assaulted, and co-defendant Gann previously pleaded guilty to lying to federal investigators during the investigation of this incident. In October, Gilpatrick was found guilty of orchestrating the beating of an inmate at the request of Grigg, who was trying to find someone who would beat the inmate. Gann pleaded guilty for his role in covering up the episode.

Brown v. Melton, 2009 WL 824514 (M.D. Tenn. 2009). The plaintiff, proceeding *pro se* and *in forma pauperis,* was a prisoner in the Overton County Justice Center, in Livingston, Tennessee at the time he brought this action. The plaintiff seeks relief under

42 U.S.C. § 1983 against the following defendants: W.B. Melton, Sheriff of Overton County, and Sergeant Mike Kruger, a corrections officer at the Overton County Justice Center, The plaintiff seeks money damages and injunctive relief. The complaint pertains to the alleged events of August 3, 2008 during which the plaintiff asserts that he was held overnight in overcrowded and unsanitary conditions. The plaintiff alleged he was denied proper medical attention while incarcerated in the Overton County Justice Center and locked in a holding cell with seven other inmates. The plaintiff names Sheriff Melton and Sgt. Kruger as the only defendants to this action. However, he does not mention either of the defendants anywhere in the statement of the facts, nor is the Court able to liberally construe from the complaint what the plaintiff's theory of liability is as to the defendants. Because the plaintiff has not alleged and/or shown what Sheriff Melton and Sgt. Kruger did, or did not do, to violate his rights under the Constitution or laws of the United States, the plaintiff has failed to satisfy the first part of the two-part test under *Panatt.* Because the plaintiff has failed to make a *prima facie* showing under § 1983, his complaint will be dismissed for failure to state a claim on which relief may be granted.

Clark v. Melton, 2009 WL 1043928 (M.D. Tenn. 2009). On December 30, 2008, there was a shakedown of the plaintiff's housing unit. The shakedown was conducted by two officers and was assisted by the jail administrator. During the search of this area, legal papers were confiscated from the plaintiff and other inmates. The plaintiff suggests that these documents were taken from them in violation of their constitutional rights. The defendants were never mentioned in the statement of plaintiff's claim. The specific right or privilege that was allegedly violated was not identified by the plaintiff, nor did he set forth the role that each defendant allegedly had in the violation of that right. Consequently, the court held that the plaintiff failed to state a claim against the defendants upon which relief can be granted. The court dismissed the action.

Loggins v. Melton, 2009 WL 943059 (M.D.Tenn 2009). The Plaintiff, proceeding *pro se,* is an inmate at the Overton County Jail in Livingston, Tennessee. He brings this action pursuant to 42 U.S.C. § 1983 against W.B. Melton, Sheriff of Overton County, and Sgt. Mike Kruger, a member of the jail's staff, seeking injunctive relief and damages. In August, 2008, the Plaintiff and three other inmates were placed in a cell designed to house only one prisoner. They remained in the cell for forty eight (48) hours as a means of punishment for an unspecified disciplinary infraction, and the Plaintiff claims that being kept in such cramped quarters constitutes a violation of his rights. The court held that the overcrowding of a jail, in and of itself, does not offend the Constitution. However, overcrowding that results in conditions which produce “the deprivation of a single, identifiable human need such as food, warmth or exercise” is actionable. In this case, the Plaintiff does not allege that his placement in an overcrowded cell for a two day period resulted in

…plaintiff and three other inmates were placed in a cell designed to house only one prisoner. They remained in the cell for forty eight (48) hours as a means of punishment for an unspecified disciplinary infraction.

a serious deprivation of food, clothing, shelter or medical care. He simply suggests that he was very uncomfortable for this limited period of time. The court noted that the Constitution does not mandate that our jails be comfortable.

*Clark v. Melton***,** 2010 WL 92978 (M.D.Tenn. 2010). Plaintiff Malcolm D. Clark, II, who is proceeding *pro se* and *in forma pauperis,* has filed this action pursuant to 42 U.S.C. § 1983 alleging that the defendants violated his constitutional rights while he was confined as an inmate at the Overton County Justice Center in Livingston. Specifically, the plaintiff alleges that the defendants wrongfully removed him from his position as a jail trusty in retaliation for his refusal to lie to inspectors of the Tennessee Corrections Institute in order to cover up impermissible overcrowding at the facility. The court found that there exists no constitutional right for an inmate to serve as a jail trusty, and the appointment of trusty status rests within the discretion of jail administrators. The plaintiff claimed that the jail was overcrowded, but the court noted that the plaintiff failed to allege that jail overcrowding violated his constitutional rights. The court held that the defendants are entitled to qualified immunity, the plaintiff failed to demonstrate supervisory liability of the defendants, and the plaintiff failed to allege or demonstrate that an official policy or established custom of Overton County was the cause of a violation of his constitutional rights.

…plaintiff alleges that the defendants wrongfully removed him from his position as a jail trusty in retaliation for his refusal to lie to inspectors of the Tennessee Corrections Institute in order to cover up impermissible overcrowding at the facility.

In addition to the preceding Overton County cases, the consultants were told of the following cases but documentation was not found:

- 2005 – A pregnant inmate had a miscarriage and did not receive proper medical care. This was before the county had a medical care contract. The case was reportedly settled for approximately $40,000.

- 2005 – An inmate came into the jail under the influence of drugs. She OD'd in the jail and died. The family sued, alleging lack of medical attention. The case was reportedly settled for approximately $60,000.

- 2009 – Inmate Vincent alleged he was assaulted by another inmate. His glasses were damaged.

- 2010 – Anthony Nelson alleges a civil rights violation that he suffered a fractured hand when a cell door slammed on it and that he was denied medical attention.

4. Pickett County

Mary Matthews v. Pickett County, 996 S.W.2d 162 (Tenn. 1999). This case is frequently cited regarding liability for failure to arrest a respondent who violates an order of protection. The court held that an order of protection creates a special duty to protect the victim named on the order and that special duty includes protection of the victim's property. The complainant can win personal injury *and* property damages if the petitioner shows that the deputies breached their duty to arrest the respondent when the respondent violated an order of protection, and that the petitioner was harmed as a result.

Wooten v. Logan, 92 Fed.Appx. 143 (6th Cir. 2004). After a sheriff pled guilty to four counts of statutory rape, the rape victim brought a § 1983 action against the sheriff and county. The United States District Court for the Middle District of Tennessee granted the county's motion for summary judgment and dismissed the action against the sheriff without prejudice. The rape victim appealed. The Court of Appeals affirmed, finding that: (1) the sheriff was not acting in a policymaking capacity when he engaged in acts leading to his statutory rape of the victim, and thus, the county could not be held liable under § 1983 for the sheriff's statutory rape of the victim, and (2) the rape victim waived her right to appeal the dismissal of the claims against the sheriff.

5. Litigation Involving Other Tennessee Counties

There are no shortage of federal court cases that challenge practices and conditions in Tennessee counties. The following case summaries are drawn from the Detention and Corrections Caselaw Catalog, 20th Edition. [6]

> *Jackson v. Gardner*, 639 F.Supp. 1005 (E.D.Tenn. 1986). Inmates of a county jail brought a Section 1983 action challenging the constitutionality of conditions of confinement. After resolution of some of the conditions complained of, and stipulation as to others, the district court held that prison conditions under which an average inmate was confined twenty-four hours a day in a physically dilapidated, insect infected, dimly lit, poorly ventilated area averaging under twenty square feet per inmate, without any available recreation or diversion other than some reading or letter writing, sharing a shower which might not have hot water with twelve to fourteen others, sharing a sink and toilet with three or four others, and possibly sleeping on an unsanitary floor, or within inches of a toilet, in clothing which may not have been recently washed, constituted cruel and unusual punishment. (Sullivan County Jail, Tennessee)
>
> *Brock v. Warren County, Tenn.*, 713 F.Supp. 238 (E.D. Tenn. 1989). An action was taken under a federal civil rights statute and the Tennessee wrongful death statute by the children of a prisoner who died from heat prostration. The district court found that the conditions in the cell where the prisoner was housed, including virtually nonexistent ventilation and extremely high temperature and humidity, were cruel and inhumane. The court also found that the failure of the county commissioners and the sheriff to provide

[6] Miller, Rod and Donald J. Walter. Detention and Corrections Caselaw Catalog, 20th Edition. CRS Incorporated. Gettysburg PA. 2008

even minimal medical training to jail guards or to provide the prisoner who died from heat prostration with adequate medical care, which might have been simply moving the prisoner, a non-dangerous 62-year-old man, to a cooler cell, constituted deliberate indifference to the prisoner's medical needs and were proximate causes of the inmate's death. The county was liable under a civil rights statute for the prisoner's death from heat prostration, where the county commissioners made no effort despite being warned to rectify excessive heat and a lack of ventilation problem in the jail and, specifically, in the cell where the deceased prisoner was housed. The deprivation of the prisoner's constitutional rights was the result of a municipal policy. The sheriff, who was the chief supervisor in charge of the county jail, could be held vicariously liable under a civil rights statute for the prisoner's death in light of evidence he directly participated in and knowingly acquiesced in the housing of the prisoner in a cell with inadequate ventilation and extremely high temperature and humidity. The sheriff argued that there was nothing he could do to improve the temperature and humidity conditions in a cell where the prisoner died because funds were controlled by the county commission. Remedial steps, subsequently taken, such as the removal of a metal cover and the placement of a large fan in the hallway outside the cell, could have alleviated adverse conditions without requiring any expenditure of money, and the failure to try to improve the conditions could result in the sheriff being assessed $10,000 in punitive damages for the prisoner's death from heat prostration. The court awarded the prisoner's children $100,000 in compensatory damages against the county and the sheriff. (Warren County Jail, Tennessee)

> …conditions in the cell where the prisoner was housed, including virtually nonexistent ventilation and extremely high temperature and humidity, were cruel and inhumane.

Carver v. Knox County, Tenn., 753 F.Supp. 1370 (E.D. Tenn. 1989). A class action suit was brought on behalf of county jail inmates and pretrial detainees seeking declaratory and injunctive relief concerning conditions of confinement. The district court found that to the extent that the county jail ran out of some toilet articles, there was a violation of both the Eighth and Fourteenth Amendments. The occasional shortage of necessary personal hygiene items was directly related to the overcrowded conditions at the jail. (Knox County Jail, Knoxville, Tennessee)

Leach v. Shelby County Sheriff, 891 F.2d 1241 (6th Cir. 1989), cert. denied, 110 S.Ct. 2173. A paraplegic inmate filed a suit against the mayor and county sheriff, claiming deliberate indifference to his serious medical needs. The U.S. District Court entered a judgment awarding $10,000 to the inmate. The mayor and sheriff appealed. The appeals court found that the evidence demonstrated a policy or custom of deliberate indifference to serious medical needs of paraplegic inmates, for purposes of holding the mayor and sheriff liable in their official capacities. The court rejected the argument that because the state law of Tennessee allowed the sheriff to subcontract away the medical care of inmates, this excused the county from liability. The sheriff had the responsibility of conforming to at least minimal constitutional standards in providing and maintaining

adequate bedding, toiletries, and cleanliness. The court held that this rose to the level of a policy of deliberate indifference to serious medical needs. It rejected the argument that because the state law of Tennessee allowed the sheriff to subcontract away the medical care of inmates, this excused the county from liability. (Shelby County Jail, Tennessee)

…rejected the argument that because…state law…allowed the sheriff to subcontract away the medical care of inmates, this excused the county from liability.

McNeal v. Owens, 769 F.Supp. 270 (W.D. Tenn. 1991), affirmed, 991 F.2d 795. A former jail inmate brought a civil rights action arising from an allegedly unprovoked beating. The U.S. District Court found that the jail inmate was entitled to recover $2,500 for the beating by jail officers in the immediate presence of the sheriff and other jail officials, who made no effort to stop the violence, where the inmate suffered minor trauma to his head, chest and right knee and was prescribed medicine and given an ice pack. (Shelby County Jail, Memphis Tennessee)

Redd v. Gilless, 857 F.Supp. 601 (W.D. Tenn. 1994). An inmate sued county jail officials in forma pauperis, alleging that his placement in punitive segregation with inmates who had already attacked and harmed him violated his Eighth Amendment right against cruel and unusual punishment. The district court found that allegations that prison officials confined the inmate in punitive segregation with the same inmates who had already attacked him and harmed him stated a claim for violation of the Eighth Amendment's prohibition against cruel and unusual punishment, if the inmate could show a serious risk that the fellow inmates would attack him again. (Shelby County Criminal Justice Complex, Tennessee)

Ellis v. Washington County, Tenn., 80 F.Supp.2d 791 (E.D.Tenn. 1998). The mother and the minor child of a pretrial detainee who committed suicide while confined brought a 1983 wrongful death action against a city, county and jail officers. The district court granted summary judgment in favor of all but one of the defendants, finding that they were not liable for failing to take special precautions and to screen the detainee for suicidal tendencies in violation of his constitutional rights because the detainee did not exhibit a strong likelihood that he would attempt to take his own life. But the court denied summary judgment for a jail officer who allegedly failed to make other officers aware that he had seen the detainee initiate his hanging until ten minutes later. (Washington County Jail, Tennessee)

Ellis ex rel. Lanthorn v. Jamerson, 174 F.Supp.2d 747 (E.D.Tenn. 2001). The mother and the minor child of a pretrial detainee who committed suicide in jail brought a § 1983 action against county jail officials. The district court dismissed the case, finding that the county jailor who was on duty at the time of the detainee's suicide was entitled to qualified immunity. The plaintiffs attempted to introduce evidence that the jailor was watching video surveillance monitors and saw the detainee fashion a noose and place it around his neck but did not summon help immediately. The court refused to allow a statement made by the county sheriff to the media to be used as evidence, even though it might support the assertion that jail staff did not act expediently to prevent the detainee's death. (Washington County Jail, Tennessee)

Little v. Shelby County, Tenn., 384 F.Supp.2d 1169 (W.D.Tenn. 2005). An inmate brought a § 1983 action against a county and sheriff, alleging that he had been raped in jail in violation of his Eighth Amendment rights. The county stipulated to liability and an order of injunctive relief was issued. Later, the district court found the county in contempt, and the county sought to purge itself of the contempt finding. The court entered a purgation order. The court held that the county and sheriff complied with the Eighth Amendment and purged themselves of contempt through the adoption of a structured reform to correct conditions that included violence, rape and gang control among inmates. In reaching its conclusion, the court considered whether officials took all reasonable steps within their power to comply with the order, which included whether they marshaled their own resources, asserted their highest authority, and demanded the results needed from subordinate persons and agencies in order to effectuate the course of action required by the order. The court praised the county, noting that it had adopted a focused, systemic and information-driven structural reform based on critical exert assessment of essential institutional functions. The county adopted a 14-point remedial scheme that included implementing direct supervision management of inmate cellblocks, improving population management, collecting and utilizing data, and installing an objective inmate classification system. (Shelby County Jail, Tennessee)

The court praised the county, noting that it had adopted a focused, systemic and information-driven structural reform based on critical expert assessment of essential institutional functions.

Tucker v. Hardin County, 448 F.Supp.2d 901 (W.D.Tenn. 2006). Deaf detainees and their deaf mother sued a county and a city, alleging violations of the Americans with Disabilities Act (ADA). The district court granted summary judgment in favor of the defendants. The court held that a county court did not violate the ADA's Title II, which prohibits discrimination in public services, by asking the deaf mother to serve as interpreter for her deaf sons at their plea hearing, despite her contention that the request deprived her of her right to participate as a spectator. The court noted that the mother expressed no reservations to the court about serving as an interpreter, that she could have refused the request, and, even if the court were somehow responsible for her service as an interpreter, its request was based on her skill in lip-reading and sign language, not on her disability. According to the court, assuming that overnight incarceration was covered by the ADA's Title II which prohibits discrimination in public services, and assuming that placing a phone call was an “aid, benefit, or service” within the meaning of an ADA regulation prohibiting public entities from providing a disabled person aid, benefit, or service that was not as effective as that provided to others, the county did not violate ADA in using relay operators and notes to allow the deaf detainees to communicate with their mother, rather than providing them with a teletypewriter (TTY) telephone. The court noted that information was transmitted and received, which was the same benefit a non-disabled person would have received. While in custody, the two brothers communicated with officers through written notes. The jail was not equipped with a teletypewriter (TTY) telephone. Instead, the officers acted as relay operators, using paper and pencil, as they spoke with an operator acting on their behalf to complete the call, which lasted 45 minutes. (Hardin County Jail, and the City of Savannah Police Department, Tennessee)

G. Inmate Programs and Services

Current facilities seriously constrain the delivery of inmate programs and services in all four jails. Even Overton County officials find themselves limited by the lack of program and service space, and the poor layout of the spaces that do exist.

Services

Visiting is provided in all four counties. Non-contact visitation is offered in Clay and Overton counties. Visitors talk to inmates in Pickett County through the cell doors. Visiting in Clay County is accomplished in the facility lobby and has no security provisions.

Indoor exercise is not available in any of the four counties. At best, inmates make limited use of their housing areas as possible.

Outdoor exercise is regularly provided in Overton County using two outdoor visiting areas. The use of both of these areas is more difficult because of the location of the exercise yards in the overall complex. View conflicts and security concerns require additional staff supervision to ensure that outdoor visits are properly conducted.

Indoor exercise is not available in any of the four counties.

Clay County does not have a secure outdoor security area, which limits the types of inmates who may go outside of the facility for exercise. Similarly, Fentress County has a makeshift outdoor exercise area that is directly off of the largest congregate cell. The security of this area is substandard and its size is more appropriate for a dog run rather than inmate exercise. Pickett County has no provisions for any outdoor exercise.

Medical services are provided by private contractors in all four counties. Overton County has a contract with Southern Health Partners for comprehensive services inside the jail. Inmates in the other three jails are taken to private physicians in the community for 14 day physicals and routine medical appointments. All four counties use hospital emergency rooms as needed. At an average of $7.45 per inmate per day for the past five years, Pickett County has the most costly medical care of all four counties.

Food services are provided on-site in three counties. Pickett County contracts with a local restaurant for all food service, at a very high cost compared to the other counties (average $11.12/day for the past five years.) Overton County spent an average of $2.88 per inmate per day for meals over the past five years. Clay, Fentress and Overton County do not contract with an outside vendor for the provision of food service.

Mental health services are scarce in all four counties. Overton County has a contract with a local provider, and the other three counties have made arrangements for services, which primarily focus on crisis intervention.

Facility maintenance practices vary from county to county. Most counties use a combination of county employees and private contractors for repairs. None of the counties has a comprehensive contract with a private provider for the provision of all maintenance and repair services.

Programs

Officials in every county expressed frustration with the limitations that their facilities impose upon the delivery of programs. None of the counties have a classroom or a multipurpose room that is available for program delivery. Overton County uses inmate visitation areas and interview areas for some of their programs. Programs for female inmates in Overton County are often provided in the hallways of the women's unit.

Officials in every county expressed frustration with the limitations that their facilities impose upon the delivery of programs.

Educational programs, limited to GED preparation, are available to inmates in Clay and Overton Counties. Fentress and Pickett Counties would like to be able to offer GED programs. The GED program in Clay County is held in the facility intake area. In Overton County, GED programs are delivered in the inmate housing areas.

Religious programs and services are provided in all four counties, in the inmate housing areas. Volunteers in Pickett County provide religious counseling to inmates on Tuesday, Thursday and Sunday. In Fentress County, services are provided in the dayroom of the male dormitory. The lack of appropriate spaces for the delivery of religious counseling and services creates a constitutional problem in the area of forced exposure (inmates who do not want to be involved have no other place to go).

Substance abuse programs are available in Fentress County (Alcoholics Anonymous-AA) and in Overton County ("Jails for Jesus" 12-step program.) Residential and outpatient programs are reportedly used when possible by the courts.

"Community corrections" programs are available in all four counties in the form of probation and "supervised" probation. Overton County has a drug court program.

Inmate Work Opportunities

Each county tries to use inmates for outside work details, such as the Litter Grant program. Pickett County has two vans for inmate work crews but a lack of funds means that inmates are usually idle. Overton County offers Litter Crew opportunities for some inmates and also tries to provide inmate work crews to the community as possible. All four counties mentioned the statutory "workhouse" program but none

Overton County is particularly frustrated with the design of its jail with regard to inmates who work outside of the jail.

of the counties are equipped to accommodate much outside work by inmates. Overton County is particularly frustrated with the design of its jail with regard to inmates who work outside of the jail. These inmates are housed *inside* the security perimeter of the jail, creating contraband problems that require extra staff effort for searches. Officials in other counties mentioned the poor arrangements in Overton County.

Work release is provided on a very limited basis in all four counties. Overton County must house its work release inmates inside the security perimeter, creating operational inefficiencies. None of the jails are designed to provide appropriate housing for inmates who work in the community.

Contract Services

Many jails in the United States contract with private vendors for various operational elements, such as:

- Food service
- Medical care
- Commissary

Although jails in the four counties have agreements with various local providers, such as physicians, only Overton County has elected to enter into a comprehensive contract (for medical services). Pickett County relies on a local restaurant for all of its meals, at a high cost.

It is likely that the smaller jails are not being courted by many (if any) contractors. This may change as the jail population grows, and as contractors gain a foothold in the region. Officials should be open to the prospect of expanding the use of contractual services when there is an advantage in terms of cost and/or quality of service. Officials should develop better contract management skills as their use of contracts expands.

Even Small Jails Can Have Big Programs

There is no doubt that all four jails constrain the delivery of programs and services. But more can be done if a county decides to make expanding programs a priority.

The Hancock County Jail is a small facility located in Maine. Over the years, more than 200 persons have served as volunteers at the jail. On an average day, there are at least 20 active volunteers providing a range of programs and services to the inmates—literacy and academic tutors, mental health counseling, career counseling, reentry planning and more. (http://www.jailvolunteers.org/)

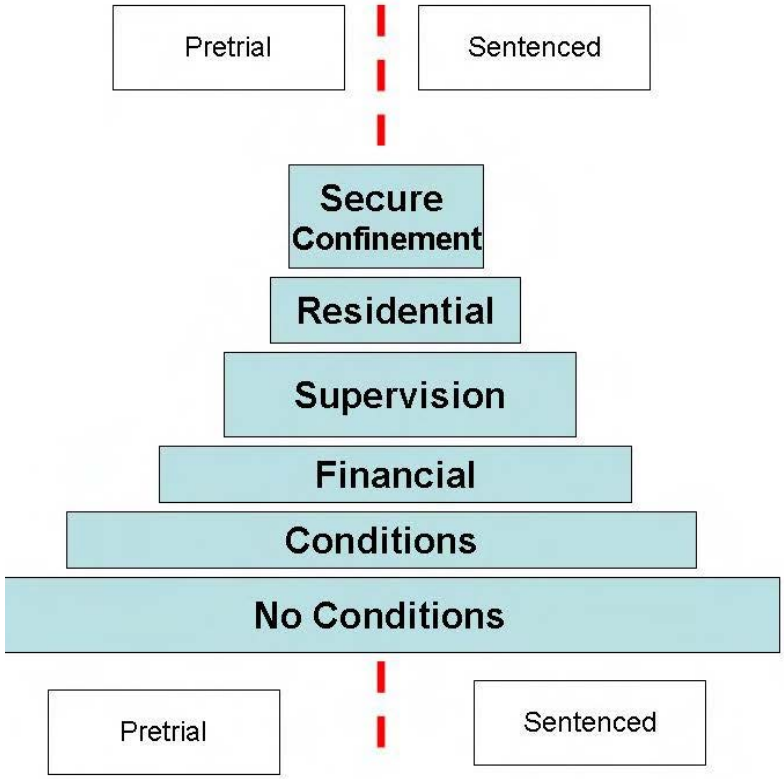
There are many resources available to assist one or more of the counties to expand programs and services, including CTAS and TCI.

H. Alternatives to Jail

County jails in the four counties are an integral part of the broader criminal justice system. Unfortunately, jail is often used for pretrial detention or sentencing for lack of other alternatives. Worse, secure confinement is almost always the most expensive option in a "criminal justice continuum."

Figure III-H1 illustrates a simple criminal justice continuum.

Figure III-H1: A Criminal Justice Continuum



The continuum moves from secure confinement to release with no conditions (top to bottom). With each step down on the continuum, the number of defendants and offenders involved with the option usually expands. At the same time, the cost for each person usually decreases. For example, secure confinement in a jail is the most expensive option for pretrial detainees or sentenced offenders. A residential facility for low security offenders, such as those on work release, is much less expensive to operate than jail. Similarly, providing supervision in the community is less costly than secure confinement or a residential facility.

Table III-H2 identifies the types of facilities and programs that might be found at each level of the continuum. Some of these are not currently available in some, or all of the four counties. These are shown in bold and italics.

Figure III-H2: Elements of the Continuum

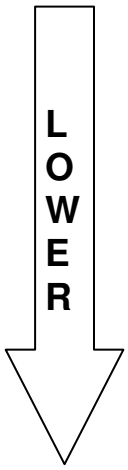
Element	Pretrial	Sentenced	COSTS
Confinement	• County jails	• County Jails • State Prison	
Residential	• ***Residential Facility***	• ***Pre-release or Work Release Facility***	
Supervision	• ***Supervised Pretrial Release*** • ***Day Reporting Electronic Monitoring***	• Probation • Supervised Probation • ***Day Reporting*** • Electronic Monitoring	
Financial	• Bail, Bond, Surety	• Fines, Costs • Restitution	
Conditions	• Conditions of pretrial release	• Sentencing conditions	
No Conditions	• Released without conditions prior to trial.	• No conditions for sentenced offender	

Figure III-H3 illustrates a continuum that has major gaps, including no residential facilities or supervision. There are no residential facilities in any of the four counties that are the subject of this study. Supervision tools, such as electronic monitoring and day reporting, are also missing or limited in the four counties.

Figure III-H3: A Continuum with Gaps

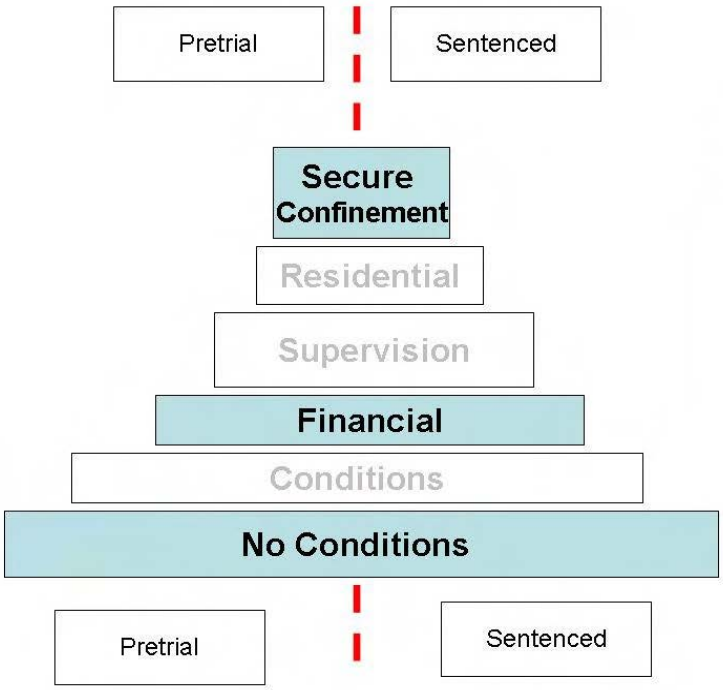
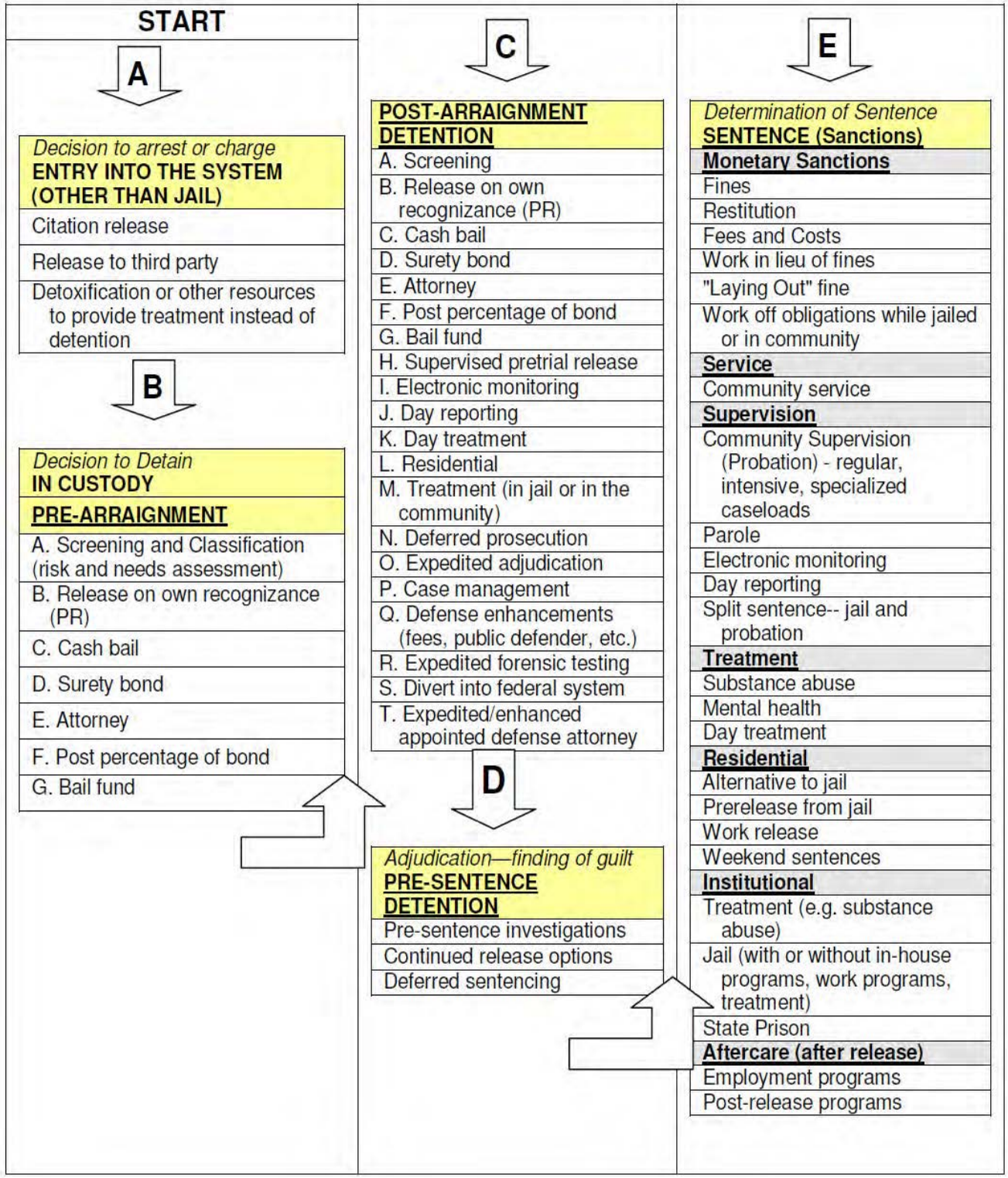


Figure III-H4 identifies a wide range of alternative policies and practices, organized around the major decision points in the criminal justice process.

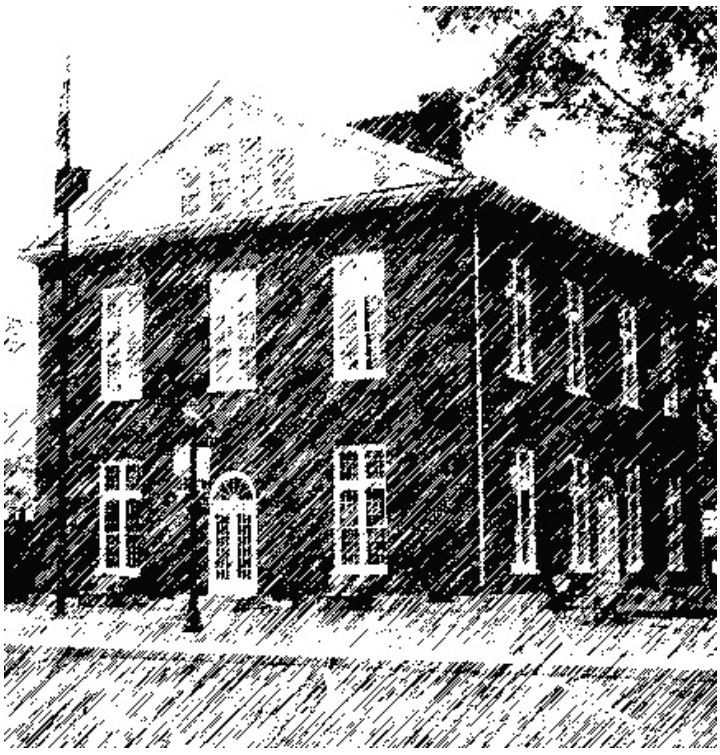
Figure III-H4: Potential Options at Each Criminal Justice Decision Point



Tennessee statutes provide for a form of prosecutorial diversion that allows some first offenders and non-violent offenders to have their criminal records erased if they comply with the conditions of the program for a set period of time. But this program is being reviewed by the Legislature at this time. Some District Attorney Generals believe that the program is difficult to operate and is similar to an option already available to judges.

If officials are interested in expanding alternatives to jail, there are many opportunities in the four counties. Each county needs to examine its policies about the jail, its use, and the need to fill in gaps in the criminal justice continuum. The data provided in appendices A through D will prove helpful if officials want to critically examine current jail use policies and practices.

Each county needs to examine its policies about the jail, its use, and the need to fill in gaps in the criminal justice continuum.



IV. JAILS IN TENNESSEE—THE CONTEXT

A. Jail Standards

Tennessee jails are required to comply with mandatory jail standards that are published by the Tennessee Corrections Institute (TCI). Jails are also inspected periodically by TCI and their status (certified or noncertified) is determined by inspection findings.

The compliance history of Clay, Fentress, Overton and Pickett Counties is reviewed below. This review is followed by an examination of the TCI standards compared to emerging national standards, and a review of the authority of TCI to require compliance.

Scope and Content of Standards

The consultants examined the current TCI standards and compared them to the new national Core Jail Standards that have been promulgated by the American Correctional Association (ACA). Unlike other books of ACA standards, the Core Jail Standards present *minimum* requirements that have been found by the courts to represent constitutional practices. These new standards have been mailed to every jail in the United States by the National Institute of Justice, U.S. Department of Justice, and represent the first-ever national minimum jail standards.

There is often confusion about the role and content of ACA professional standards. The 2006 comptrollers report, Building and Financing Jails in Tennessee, asserted the following:

> "Nationally, many judges adjudicate inmate lawsuits based on a county's compliance with American Correction Association Standards."

The comptroller's report is inaccurate with regard to the role that courts assign ACA standards. In fact, there is ample caselaw that shows that federal courts have specifically declined to use ACA standards for deciding the constitutional adequacy of conditions and practices.

There is often confusion about the role and content of ACA professional standards… The Comptroller's report is inaccurate with regard to the role that courts assign ACA standards.

Several cases are summarized in the following narrative (emphasis added), drawn from the *Detention and Corrections Caselaw Catalog, 20th Edition*.

> *Alexander S. v. Boyd*, 876 F.Supp. 773 (D.S.C. 1995). Juveniles incarcerated at a correctional institution brought an action challenging conditions of confinement. The district court found that the Fourteenth Amendment due process clause governed, rather than the Eighth Amendment. ***The court found that the***

American Correctional Association standards are not constitutional minima for incarcerated juveniles. (South Carolina Department of Juvenile Justice)

Carapellucci v. Town of Winchester, 707 F.Supp. 611 (D. Mass. 1989). The administratrix of a deceased pretrial arrestee's estate brought a civil rights action and state law claim against police officers and the town for violation of the Eighth Amendment right to medical treatment. ***The court found that the booking procedures recommended by the American Correctional Association were insufficient to determine what standard was applicable to the town jail.*** The police officers' failure to supervise a pretrial arrestee was not an adequate basis for a finding of gross negligence or worse after the arrestee died in his cell from a prearrest drug ingestion, sufficient to impose liability on them, where the officers were unaware of a serious medical need. ***The jail's failure to have booking forms inquiring whether the arrestee had consumed medication or drugs was not evidence of gross negligence of a minimally accepted standard booking practice for holding jail facilities, notwithstanding the recommendation for the use of such forms by the American Correctional Association.*** (Winchester Police Department, Massachusetts)

Daniels v. Delaware, 120 F.Supp.2d 411 (D.Del. 2000). A state inmate who had been raped by a correctional officer and became pregnant as a result, sued prison officials under § 1983 and the Violence Against Women Act (VAWA). The district court granted summary judgment in favor of the defendants. The court held that the inmate failed to establish that the officials had been deliberately indifferent to her health and safety, even though they had previously investigated the correctional officer for taking female inmates outside their cells after lockdown. The court noted that there was no evidence that the previous incident involved sexual misconduct and the officials had disciplined the officer and changed lockdown procedures following the investigation. ***The court found that the inmate failed to establish a failure to train violation because the prison's training programs were found to be sufficient under national standards promulgated by the American Correctional Association.*** The offending officer had received an adequate number of training hours and the prison had received an award of excellence for its training programs. The officer's training had included training in cultural awareness, which included training in sexual harassment and inmate treatment, and he was trained regarding the prison's code of conduct, which prohibited sexual contact between inmates and guards. ***The court noted that personnel training standards for correctional institutions that were promulgated by national groups do not necessarily equate with the training standards required by the Eighth Amendment.*** (Delaware Women's Correctional Institute)

Gates v. Cook, 376 F.3d 323 (5th Cir. 2004). A death row prisoner brought a suit on behalf of himself and other prisoners confined to death row, alleging that certain conditions of confinement on death row violated the Eighth Amendment's prohibition against cruel and unusual punishment. The district court found that a

number of conditions violated the Eighth Amendment and issued an injunction designed to alleviate the conditions. The defendants appealed. The appeals court affirmed in part and vacated in part. ***The court held that the prison's accreditation by a national correctional association (American Correctional Association) was not proof that the conditions of confinement did not violate the Eighth Amendment. The court noted that compliance with association standards could be a relevant consideration, but was not evidence of constitutionality.*** According to the court, inmates were afforded insufficient mental health care, in violation of the Eighth Amendment. The court cited the isolation and idleness, squalor, poor hygiene, temperature, and the noise of extremely psychotic prisoners, which created an environment that was "toxic" to the prisoners' mental health. (Mississippi Department of Corrections, Unit 32-C, State Penitentiary in Parchman)

Grayson v. Peed, 195 F.3d 692 (4th Cir. 1999). The administrator for the estate of a deceased detainee sued officers and county officials under § 1983 asserting constitutional violations, negligence, gross negligence, negligent training and negligent supervision. The district court granted summary judgment for the defendants on all § 1983 claims and declined to assume supplemental jurisdiction over state law claims. The appeals court affirmed. The court found that there were no actionable deficiencies in the sheriff's policies, customs or training. According to the court, "...the appellant's own expert penologist conceded that [sheriff] Peed's policies met the standards of both the Virginia Board of Corrections and the American Correctional Association." The court also concluded, "...claims that [sheriff] Peed provided inadequate training for his employees must also fail. As of the time of this incident, the ADC had been accredited for more than ten years by both the ***American Correctional Association and the National Commission on Correctional Health Care, two organizations whose training requirements often surpass minimal constitutional standards."*** (Fairfax County Adult Detention Center, Virginia)

Grubbs v. Bradley, 552 F.Supp. 1052 (M.D. Tenn. 1982). ***Professional standards are desirable goals, not constitutional minima.*** *While guidelines of professional organizations such as the American Correctional Association standards represent desirable goals for penal institutions, neither they nor operations experts can be regarded as establishing constitutional minima. Rather, constitutional standards are also dependent upon contemporary standards of civilized decency that currently prevail in society.* (Tennessee Correctional System)

Professional standards are desirable goals, not constitutional minima.

Miles v. Bell, 621 F.Supp. 51 (D.C. Conn. 1985). The focus of this complaint was overcrowding, particularly in the housing unit, which once consisted of open dormitories. Pretrial detainees brought a class action suit primarily alleging that the overcrowded dorms increased the spread of disease among them and were

> psychologically harmful because of the stress, lack of control over their areas and lack of privacy. Most of the plaintiff's proof on the issue was based on comparisons between illness rates in dormitories and other housing methods such as cubicles or single or double cells. Testimony did show higher levels of complaints and a higher levels of illness among inmates housed in the open dorms. A doctor testified that the installation of cubicles could correct many of these problems. ***The court also found no constitutional violation in that the number of toilets and showers did not conform to the standards set by the American Correctional Association (ACA) and by the American Public Health Association (APHA).*** The ACA advised one toilet and shower facility for every eight inmates, and the APHA advised one toilet for every eight inmates and one shower for every 15 inmates. The defendants provided one toilet for every 10 to 15 inmates, and one shower for every 14 to 24 inmates, depending on the housing unit. These s were nearly twice those advised. Still, the court found no violation absent a showing that waiting in line led to either physical or mental problems. Sanitary conditions were not challenged. (Federal Correctional Institution at Danbury, Connecticut)
>
> *Wyatt By and Through Rawlins v. Rogers*, 985 F.Supp. 1356 (M.D.Ala. 1997). The state commissioner of mental health and mental retardation moved to have a federal court find that the state had complied with the provisions of a consent decree and to terminate the prior lawsuit. The class action plaintiffs moved to enforce the decree. The district court granted partial release from the provisions of the decree but did not release the state from mental retardation standards. ***According to the court, accreditation of state mental health facilities by the Joint Commission on the Accreditation of Health Care Organizations (JCAHO), and certification of the facilities through Title XIX of the Social Security Act, did not establish compliance with minimum constitutional standards which govern the treatment of patients at such facilities***. (Alabama Mental Health and Mental Retardation System).

Federal courts have not yet reviewed the new Core Jail Standards, but the standards were written to become a national definition of constitutional practices and conditions.

A recent TACIR report[7] raised concerns about the current TCI construction standards:

> Some TCI construction standards (as well as those from other states) differ from court-tested American Correctional Association (ACA) standards, which architects often consult when constructing jails. This can result in jail designs meeting ACA standards, but not TCI standards.

Again, earlier ACA jail standards were not “court-tested,” rather, they were an attempt to establish professional levels of practice, not minimum levels. The new Core Jail Standards now provide national minimum jail standards.

[7] *Beyond Capacity: Issues Facing County Jails.* Tennessee Advisory Commission on Intergovernmental Relations (TACIR). Nashville, TN. 2007.

The consultants have compared the current TCI standards to the new Core Jail Standards. Figure IV-A1 summarizes the correlation between the scope of the two sets of standards.

Figure IV-A1: Comparison of Core Jail Standards to TCI Standards

Functional Area	Core Standards	TCI Standards	Percent TCI
1. Safety	18	14	77.8%
2. Security	35	23	65.7%
3. Order	1	1	100.0%
4. Care	39	20	51.3%
5. Program and Activity	11	9	81.8%
6. Justice	16	11	68.8%
7. Administration/Management	11	8	72.7%
TOTAL	**131**	**86**	**65.7%**

The current TCI standards address nearly two-thirds of the issues found in the Core Jail Standards. This is a relatively high level of correlation compared to the Michigan Mandatory Standards for Jails, which address less than 25% of the Core Jail Standards.

… current TCI standards address nearly two-thirds of the issues found in the Core Jail Standards.

The following narrative identifies some of the Core Jail Standards that have no counterpart in the current Tennessee jail standards.

Selected Core Jail Standards Not Addressed in Tennessee Minimum Jail Standards

1-CORE-1A-11. Non-smoking inmates are not exposed to second-hand smoke.

1_CORE-2A-02. Correctional officer posts are located adjacent to inmate living areas to permit officers to see or hear and respond promptly to emergency situations. There are written orders for every correctional officer post.

1-CORE-2A-03. Personal contact and interaction between staff and inmates is required. The facility administrator or designee visits the facility's living and activity areas at least weekly.

1-CORE-2A-04. The facility perimeter ensures inmates are secured and that access by the general public is denied without proper authorization.

1-CORE-2A-06. All inmate movement from one area to another is controlled by staff.

1-CORE-2A-09. Sufficient staff, including a designated supervisor, is provided at all times to perform functions relating to the security, custody, and supervision of inmates and as needed to operate the facility in conformance with the standards.

1-CORE-2A-15. Prior to being placed in the general population, each inmate is provided with an orientation that includes facility rules and regulations, including access to medical care. Facility rules and regulations are available during their confinement. The written materials are translated into those languages spoken by a significant number of inmates.

1-CORE-2A-18. Inmates not suitable for housing in multiple occupancy cells are housed in single occupancy cells. No less than ten percent of the rated capacity of the facility is available for single occupancy.

1-CORE-2A-23. Segregation housing units provide living conditions that approximate those of the general inmate population. All exceptions are clearly documented. Segregation cells/rooms permit the inmates assigned to them to converse with and be observed by staff members

1-CORE-4A-03. There is documentation by an independent, outside source that food service facilities and equipment meet established government health and safety codes. Corrective action is taken on any deficiencies.

1-CORE-4A-04. There is adequate health protection for all inmates and staff in the facility and for inmates and other persons working in food service. All persons involved in the preparation of the food receive a pre-assignment medical examination to ensure freedom from diarrhea, skin infections, and other illnesses transmissible by food or utensils.

1-CORE-4A-05. If food services are provided by the facility, there are weekly inspections of all food service areas, including dining and food preparation areas and equipment. Water temperature is checked and recorded daily.

1-CORE-4C-07. Inmates with chronic medical conditions, such as diabetes, hypertension, and mental illness receive periodic care by a qualified health care provider in accordance with individual treatment plans that include monitoring of medications and laboratory testing.

1-CORE-4C-12. Inmates have access to mental health services as clinically warranted in accordance with protocols established by the health authority that include:

- screening for mental health problems;
- referral to outpatient services, including psychiatric care;
- crisis intervention and management of acute psychiatric episodes;
- stabilization of the mentally ill and prevention of psychiatric deterioration in the facility;
- referral and admission to inpatient facilities; and
  informed consent for treatment.

1-CORE-4C-13. A suicide prevention program is approved by the health authority and reviewed by the facility or program administrator. The program must include specific procedures for handling intake, screening, identifying, and continually supervising the suicide-prone inmate. All staff responsible for supervising suicide-prone inmates are trained annually on program expectations.

1-CORE-4C-14. Detoxification from alcohol, opiates, hypnotics, and other stimulants is conducted under medical supervision in accordance with local, state, and federal laws. When performed at the facility, detoxification is prescribed in accordance with clinical

protocols approved by the health authority. Specific criteria are established for referring symptomatic inmates suffering from withdrawal or intoxication for more specialized care at a hospital or detoxification center.

1-CORE-4D-03. Clinical decisions are the sole province of the responsible clinician and are not countermanded by non-clinicians.

1-CORE-4D-04. All health care professional staff comply with applicable state and federal licensure, certification, or registration requirements. Verification of current credentials is on file at the facility. Health care staff work in accordance with profession-specific job descriptions approved by the health authority. If inmates are assessed or treated by non-licensed health care personnel, the care is provided pursuant to written standing or direct orders by personnel authorized to give such orders.

1-CORE-4D-05. Emergency medical care, including first aid and basic life support, is provided by all health care professionals and those health-trained correctional staff specifically designated by the facility administrator. All staff responding to medical emergencies are certified in cardiopulmonary resuscitation (CPR) in accordance with the recommendations of the certifying health organization. The health authority approves policies and procedures that ensure that emergency supplies and equipment, including automatic external defibrillators, are readily available and in working order.

1-CORE-4D-07. Information about an inmate's health status is confidential. Nonmedical staff only have access to specific medical information on a "need to know" basis in order to preserve the health and safety of the specific inmate, other inmates, volunteers, visitors, or correctional staff. The active health record is maintained separately from the confinement case record and access is controlled in accordance with state and federal laws.

1-CORE-4D-08. Informed consent standards of the jurisdiction are observed and documented for inmate care in a language understood by the inmate. In the case of minors, the informed consent of a parent, guardian, or a legal custodian applies when required by law. Inmates routinely have the right to refuse medical interventions. When health care is rendered against the inmate's will, it is in accordance with state and federal laws and regulations.

1-CORE-4D-09. Involuntary administration of psychotropic medication(s) to inmates is authorized by a physician and provided in accordance with policies and procedures approved by the health authority, and in accordance with applicable laws and regulations of the jurisdiction.

1-CORE-4D-10. The use of inmates in medical, pharmaceutical, or cosmetic experiments is prohibited. This expected practice does not preclude inmate access to investigational medications on a case-by-case basis for therapeutic purposes in accordance with state and federal regulations.

1-CORE-4D-11. Health care encounters, including medical and mental health interviews, examinations, and procedures are conducted in a setting that respects the inmates' privacy.

1-CORE-4D-12. Restraints on inmates for medical and psychiatric purposes are only applied in accordance with policies and procedures approved by the health authority, including:

- conditions under which restraints may be applied
- types of restraints to be applied

- identification of a qualified medical or mental health professional who may authorize the use of restraints after reaching the conclusion that less intrusive measures are not a viable alternative
- monitoring procedures
- length of time restraints are to be applied
- documentation of efforts for less restrictive treatment alternatives
- an after-incident review.

1-CORE-4D-13. Information is provided to inmates about sexual abuse/assault including:
- prevention/intervention
- self-protection
- reporting sexual abuse/assault
- treatment and counseling

The information is communicated orally and in writing, in a language clearly understood by the inmate, upon arrival at the facility.

1-CORE-4D-14. Sexual conduct between staff and detainees, volunteers or contract personnel and detainees, regardless of consensual status, is prohibited and subject to administrative, disciplinary and criminal sanctions.

1-CORE-4D-17. The health authority approves policies and procedures for identifying and evaluating major risk management events related to inmate health care, including inmate deaths, preventable adverse outcomes, and serious medication errors.

1-CORE-5A-01. Inmate programs, services and counseling are available. Community resources should be used to supplement these programs and services.

1-CORE-5C-06. An inmate commissary or canteen may be available from which inmates can purchase approved items that are not furnished by the facility. The commissary/canteen's operations are strictly controlled using standard accounting procedures.

1-CORE-6B-01. An inmate grievance procedure is made available to all inmates and includes at least one level of appeal.

1-CORE-6B-03. Inmates with disabilities, including temporary disabilities, are housed and managed in a manner that provides for their safety and security. Housing used by inmates with disabilities, including temporary disabilities, is designed for their use and provides for integration with other inmates. Program and service areas are accessible to inmates with disabilities.

1-CORE-7B-01. A criminal record check is conducted on all new employees, contractors, and volunteers prior to their assuming duties to identify if there are criminal convictions that have a specific relationship to job performance. This record check includes comprehensive identifier information to be collected and run against law enforcement indices. If suspect information on matters with potential terrorism connections is returned on a desirable applicant, it is forwarded to the local Joint Terrorism Task Force (JTTF) or another similar agency.

1-CORE-7D-03. Procedures govern the operation of any fund established for inmates. Any interest earned on monies, other than operating funds, accrues to the benefit of the inmates.

B. Legislation

State Prisoners in Local Jails

Persons convicted of felonies and sentenced to more than one year of confinement are the responsibility of the Tennessee Department of Corrections (TDOC). In this way, Tennessee is similar to most other states in the determination of which offenders are sentenced to jails and which are sentenced to state prisons. Statutes identify a classification of "local felons" who are sentenced for more than one year but less than four years.

There are circumstances under which state-sentenced prisoners are housed in the jail that is operated by the jurisdiction in which they were sentenced. Under current statutes, county officials have the option of keeping a local state-sentenced inmate (local felon) rather than asking TDOC to accept him/her into the state system. The host county is reimbursed by the state, currently at the rate of $35/day.

Counties are also allowed to contract with the Tennessee Department of Corrections (TDOC) to house state prisoners for a fee. If a county enters into a contract with TDOC the department may elect to transfer state prisoners to the jail from anywhere in the state. These counties may also keep local state-sentenced prisoners for the same fee.

State-sentenced prisoners may also be housed in a local jail if the state is unable to take a prisoner into the state system because of crowding. These prisoners are referred to as "backup." At a meeting with TDOC officials in April 2010, the consultants were told that approximately 8,000 state inmates were being housed in county jails, of which approximately 2,500 were there due to state backup.

> …approximately 8,000 state inmates were being housed in county jails, of which approximately 2,500 were due to state backup.

The 2009 TCI facilities report identified 4,798 state prisoners housed in local jails. Six hundred fifty-six of these prisoners were housed in jails that had not been certified by TCI. Some of these jails were experiencing serious crowding problems.

In theory, some state inmates being held in county jails are being deliberately diverted from the state prison system so that they may be kept closer to their homes, and not move further into the justice system. Officials hope that some state inmates in local jails are being prepared for successful reentry into the community when their sentences are complete.

All four counties in this study routinely house state-sentenced prisoners. Overton County has a contract with the state, while Clay, Fentress and Pickett counties do not have contracts, but often choose to keep a locally-sentenced prisoner rather than ask the state to take him/her into its system. These prisoners are not provided with

programs, nor are they being prepared for reentry in any formal way. Rather, these prisoners are either working or are sitting out their time in jail. The consultants were told that a new study found that prisoners who are kept in the jail system rather than going into the state system are more likely to return to jail or prison, compared to prisoners who were housed in the state system.[8]

All four counties…routinely house state-sentenced prisoners.

None of the counties in this study are equipped to provide state-sentenced prisoners with adequate programs and services. In three of the counties, keeping state prisoners sometimes causes jail crowding.

None of the counties in this study are equipped to provide state-sentenced prisoners with adequate programs and services.

Statutes Authorizing Regional Jails

There are two chapters of Tennessee Code, Title 41, which describe the process and authority of counties to form partnerships to provide for jail inmates: interlocal agreement and the Regional Jail Authority Act.

Interlocal Agreement

T.C.A § 41-4-141 was enacted in 1999, addressing the potential for regional jail partnerships. It allows two or more counties to form an interlocal agreement to provide for jail inmates. T.C.A. § 41-4-141 describes three types of interlocal agreements:

(1) One county operates the facility, but all participating counties equally share policy and decision-making responsibilities;

(2) Adjoining counties contract with a single county to house their prisoners and relinquish their authority regarding policy and decision-making; or

(3) Each participating county operates its own facility for pre-trial inmates, but joins with other counties for post-conviction incarcerations.

The third configuration—pretrial detainees held locally, sentenced offenders housed in a regional facility—will be too expensive in most instances. That approach would require each county to continue to operate a small, full-service jail, reducing the potential savings from a regional partnership.

[8] After this report was submitted to TACIR, the TDOC started to move state-sentenced prisoners from uncertified jails. Clay County was one of the first jurisdictions contacted by TDOC regarding removal of state-sentenced inmates.

Interlocal agreements impose limitations with regard to the structure of a jail partnership, but leave the logistics of developing such agreements up to the parties. *Issues* for potential county partners to explore when considering an interlocal agreement include:

- Are the counties willing to accept one of the three structures described in the statute?
- Will the counties accept their respective roles under the three structures?
    1. Is the primary (host) county willing to be responsible for all operations? Is the host county willing to share policy and decision-making authority with the other partners?
    2. Are the adjacent counties willing to give up all authority with regard to the conditions and operations that will be provided for their inmates? What liability concerns are raised by risk managers with regard to the lack of control for the non-host counties?
    3. What provisions will be made for post-conviction offenders? Where will the facility(s) be located? Who will operate the facility(s)? What are the costs of operating full-service jails in each county in addition to a post-commitment facility?
- What form of agreement will provide security for the parties?
- What provisions should be made for changing the partnership by adding or deleting a partner in the future?

The preceding questions are just some of the issues that will require discussion if two or more counties decide to explore an interlocal agreement.

Regional Jail Authority Act

The Regional Jail Authority Act was enacted in 2008. It describes another approach to forging regional jail partnerships. The act allows units of government to create a regional jail authority that has broad powers with regard to governments wishing to participate in a regional jail that may create a regional jail authority.

The act requires that each participant in the authority pay its pro rata share of all expenses and costs of the authority, which is more restrictive than similar statutes in other states. The statute goes on to identify the members of the board of commissioners for the authority.

The Tennessee Regional Jail Authority Act describes three types of partnerships:

1. One county and one or more municipalities, all located in the same judicial district

2. More than one county, with or without a municipality, all located within the same judicial district

3. More than one county, with or without a municipality, some of which are located in different judicial districts

Figure IV-B1 describes the range of statutory provisions in other states with regard to the creation and composition of a governing body for the regional jail partnerships.

Figure IV-B1: State Laws Addressing Organization of a Governing Authority for Regional Jail Partnerships

State	Statutory Provisions
Alabama	Board of directors, two members appointed by county commissioners from most populous county, one member from each of the remaining counties, and the sheriff of each county.
Florida	Board consisting of one county commissioner from each participating county and the sheriff from each participating county.
Georgia	Board of directors, sheriff from each county, one other member from each county. An additional member is appointed by the board.
Kentucky	Regional jail authority composed of members appointed by the county judges/executives of the respective counties within the authority and the jailer of the county where the regional jail is located. The most populous county has three appointed members and all other counties have two members.
Maine	Board of directors of not less than 12 directors. Initial board consists of six public members, one from each of the commissioners' districts, four county commissioners (two from each county) and the sheriff from each county.
Minnesota	County commissioners appoint two members to a board. Board members are to be county commissioners.
Mississippi	No statutes addressing structure of governing board. Most of the Mississippi regional jails are one jail that contracts with the state to house up to 300 state inmates.
Missouri	A commission composed of the sheriff and presiding commissioner from each county within the district.
Montana	No statutes addressing governing structure.

State	Statutory Provisions
North Dakota	No statutes addressing governing structure.
Ohio	Corrections commission composed of the sheriff of each participating county, the president of the board of county commissioners for each participating county, the presiding judge of the court of common pleas for each participating county, the chief of police of each participating municipal corporation, the mayor or city manager of each participating municipal corporation, and the presiding judge of the municipal court of each participating municipal corporation.
Oregon	No statute addressing governing structure.
South Carolina	No statute addressing governing structure.
South Dakota	No statute addressing governing structure.
Texas	No statute addressing governing authority.
Viriginia	Board or authority to consist of at least the sheriff from each participating political subdivision, and one representative from each political subdivision participating therein who shall be appointed by the local governing body thereof.
Washington	…may be governed by representatives from multiple jurisdictions.
West Virginia	Board of nine members, seven of whom are entitled to vote. Several state officials, three county officials and two citizens.

The statutory membership for the board of an authority has many common members for all three partnership scenarios, such as sheriffs or police chiefs, county commissioners or city officials, and county executives/mayors. Additionally, all three models include the following state officials:

- The comptroller of the treasury or the comptroller's designee
- The commissioner of correction, or the commissioner's designee

In this regard, the Tennessee regional jail authority statute is unique among other states. No other state provides a role for one or more state officials in the operation of regional jails.

The steps for creating an authority are described in detail:

> (b) (1) Each governing body of a governmental entity proposing to create an authority shall adopt, and its executive officer shall approve, a resolution calling a joint public hearing involving all interested local governmental entities in the enterprise to create a regional jail authority on the question of creating an authority.

(2) Notice of the date, hour, place and purpose of the hearing shall be published at least once each week for two (2) consecutive weeks in a newspaper of general circulation in the jurisdictional bounds of the governmental entity proposing to create an authority, the last publication to be at least one (1) week prior to the date set for the hearing.

(c) The hearing shall be had before the combined governing bodies of the respective local governmental entities pursuing the creation of a regional jail authority and all interested persons shall have an opportunity to be heard.

(d) (1) After the hearing, if at least two (2) governing bodies determine that the public convenience and necessity require the creation of an authority, the governing bodies shall individually adopt, and their executive officers shall approve, a resolution or an ordinance, in the case of a municipality, so declaring and creating an authority, which resolution or ordinance shall reference this chapter as the governing statute to create the authority and include the names of the creating governmental entities, the name of the authority and also designate the name and principal office address of the authority.

(2) A certified copy of the resolution or ordinance shall be filed with the secretary of state, along with the resolution approving the appointment of the board of commissioners as provided for in § 41-12-106, and upon that adoption and filing, the authority shall constitute a body politic and corporate, with all the powers provided in this chapter.

The statute requires the participating governmental entities to "enter into an agreement with the authority for the orderly transfer of jail or correctional employees of the governmental entities to the authority."

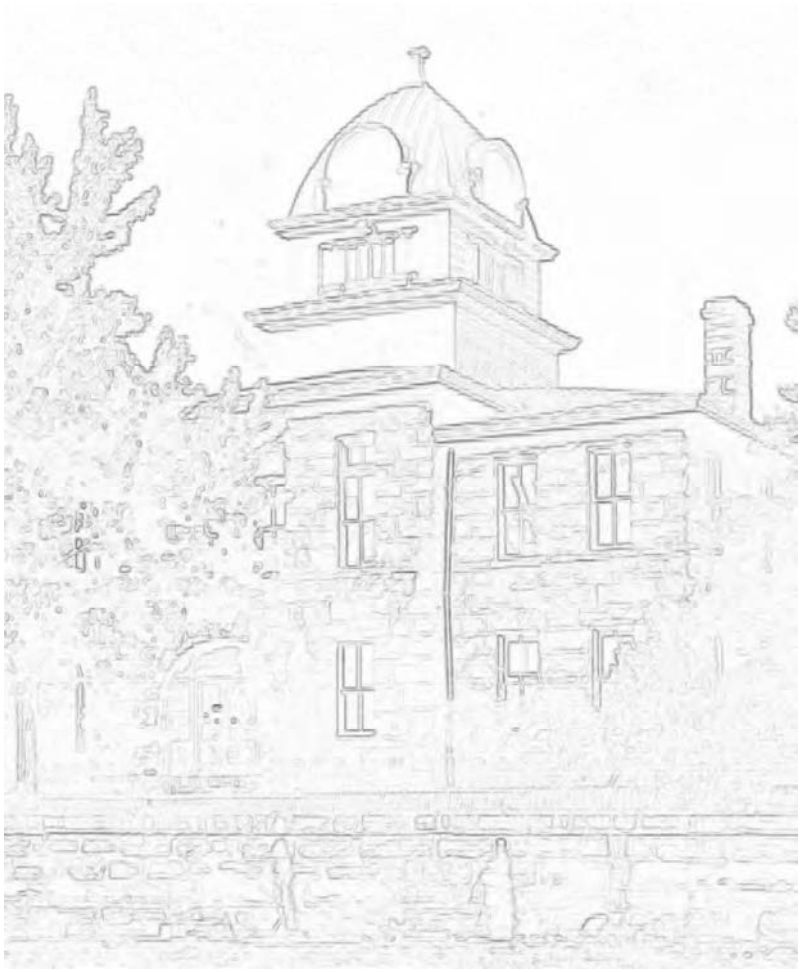
Issues associated with this approach to organizing a jail partnership include:

- Are all parties willing to transfer jail or correctional employees to the authority? How will the employees react?
- Are all parties willing to assume joint ownership of, and responsibility for, a regional jail facility and its operation?
- Will the participating jurisdictions be able to agree on such central issues as:
    - Location of facility(s)
    - Operational philosophies
    - Annual budgets
- Predicted growth (or contraction) in the jail population and its impact on regional jail operating costs?
- Will residents of jurisdictions that do not house the regional jail be willing to spend local tax dollars for facilities and staff in another county?
- Will all participating jurisdictions be able to secure approval for construction financing *at the same time*?
- How will transportation of inmates be provided and who will be responsible for the costs?

- Are needed resources available in the regional jail's location (staff, commodities, services)?

The preceding questions are just? some of the issues that will have to be addressed by each potential partner in a regional jail authority.

This study was designed to provide officials in each county with a great deal of information regarding jail conditions, options and costs. This material should help officials who decide to explore a regional partnership to come to the table with more confidence about their needs, interests and bottom lines.



C. Previous Studies

Several recent studies have examined Tennessee jails. The Comptroller's Office of Research published "The State of Tennessee's Jails" in 2003. This report reviewed state statutes, current jail standards, TCI inspection reports, and TDOC population reports, among other items. The report arrived at many conclusions:

- Ambiguity among Tennessee statutes regarding prisons and jails created challenges for the administration of the Community Corrections Incentive Program (CCIP).
- Many jails were in poor condition.
- Tennessee statutes governing the transfer of state prisoners from county jails conflict with each other.
- The state does not evaluate the reimbursement process for housing state inmates in local correctional facilities as required by TCA § 41-1-405, enacted in 1983.
- No state agency enforces or monitors compliance with TCA § 41-8-107 (c) which requires non-certified facilities to use 75% of the state reimbursement to improve correctional facilities or programs.
- Many Tennessee jails are overcrowded.
- No Tennessee counties operate regional jails, though they are allowed to, based on TCA § 41-4-141.
- Low funding for jails contributes to unsafe facilities, high correctional officer turnover, and staff shortages in some jails.
- Tennessee continues to lack adequate community services and institutional placements for inmates with mental illnesses held in jail.

In 2006 the Office of Research issued another report, "Building and Financing Jails in Tennessee." The report described several conclusions:

- County commissions have funded jail projects that will not meet long-term needs to safely and efficiently house prisoners. To reduce the likelihood of this happening, the report suggests careful consideration of needs and construction costs, as well as involving sheriffs and their staff at an early phase.

County commissions have funded jail projects that will not meet long-term needs to safely and efficiently house prisoners.

- Some county commissions and other officials do not seek expertise or technical assistance from organizations such as CTAS or NIC's Division of Jails. CTAS and NIC provide some assistance free of charge, and jail consultants will provide assistance for a fee.
- County officials outside the sheriff's department often hire architects under professional service contracts. This results in county officials making design decisions, with sheriffs only advising.

In 2005, a report by the Jail Cost Management Committee, a special committee of Tennessee County Services Association (TCSA), addressed issues of overcrowding, the increasing number of inmates with mental illnesses or disabilities and/or substance abuse problems, and the amount of funding counties are allocating for jail construction and renovation. The TCSA report recommended the exploration of establishing and implementing a statewide, inmate managed health care program, requiring doctors who prescribed medication to inmates to use a formulary plan, and simplifying reimbursement under CCIP.

TACIR published a report in 2007 entitled "Beyond Capacity: Issues and Challenges Facing County Jails." Several recommendations were offered:

- The Select Oversight Committee on Corrections may wish to review the current process to reimburse local governments for housing state inmates in local correctional facilities.
- The state should enforce the statute requiring counties with non-certified jails to use 75% of their TDOC reimbursements to improve correctional programs and facilities.
- The inconsistency between the Rules of the Tennessee Department of Correction and TCA § 41-8-10 (c) should be corrected.
- The General Assembly should require TDOC to reimburse county jails for the daily costs of housing state prisoners who are awaiting probation revocation hearings.
- TDOC may wish to reconsider the $35 daily reimbursement cap for state prisoners housed in county jails. TDOC should set $35 as the flat daily reimbursement rate for local jails housing state prisoners. Additionally, TDOC should simplify the reporting process for local jails holding state prisoners, to include eliminating the cost sheets counties currently complete to be reimbursed.
- The General Assembly may wish to consider enacting legislation outlining a jail overcrowding relief plan, much like the plan that exists for state prisons under TCA § 41-1-503.
- Local governments should establish ongoing avenues of communication such as councils or committees composed of criminal justice agencies to seek solutions to problems such as overcrowding.

- The General Assembly may wish to enact legislation prohibiting state prisoners from being held in facilities that are not certified by the Tennessee Correction Institute (TCI) because of safety issues.
- TDOC should not contract with overcrowded jails to hold state inmates.
- The General Assembly may wish to consider enacting legislation that prohibits state prisoners from being held in overcrowded jails.
- The General Assembly may wish to consider creating financial incentives for counties to establish regional jails.

The TACIR report went on to address medical care, mental health and illegal immigrants. The report concluded with a series of findings and recommendations about regional jails, encouraging counties to explore the potential benefits of regional partnerships, suggesting consideration of creating financial incentives to encourage regional partnerships, and urging counties to use the resources of the National Institute of Corrections (NIC).

V. REGIONAL JAILS—NATIONAL PRACTICES

A. Survey of Regional Jails

Many jurisdictions have found that, under the right circumstances, regional partnerships provide the best solutions to their jail needs. But for every regional jail venture that is launched, there are others who fail to make it through the development process. Our research findings identified many jail partnerships that failed during the development process and the challenges that contributed to failure.

Not every jail situation lends itself to regional solutions. Understanding the range of practices and experiences helps those who are interested to explore potential partnerships efficiently.

Not every jail situation lends itself to regional solutions.

This regional jail feasibility study provides each county with the evaluation of a full range of alternative solutions to meet their needs—regional and non-regional. This approach is based on experience that suggests that potential partners who come to the table to explore regional jail options must have a clear understanding of the benefits they hope to achieve. This will allow each partner to work for arrangements that deliver those results, and to know when a developing partnership no longer offers enough benefits to continue participation in the development process.

Existing regional jails are encountering new, unexpected challenges

The regional jail landscape continues to change. New models are emerging. A few new facilities are under development or construction. Existing regional jails are encountering new, unexpected challenges.

Methodology

This section of the report assembles the latest information about regional jails. It draws heavily from a national survey of regional jails conducted by the consultants for a three-county regional jail feasibility study in Michigan.[9] CRS has expanded the scope of research since it was completed and these findings are integrated into this report.

In 2008, extensive research was conducted on the topic of regional jails in the United States. Initial research efforts included:

- A comprehensive literature review
- Consultation with national sources
- Review of news accounts of regional jail partnerships

[9] *Regional Jail Feasibility Study, Allegan, Kalamazoo and Kent Counties, Michigan.* CRS Incorporated, in association with Luminosity Inc. Rod Miller, Project Director. Marie Van Nostrand Ph.D. principal researcher. December 2008.

- Analysis of laws in all 50 states
- An exhaustive Internet search for information regarding regional jails
- Implementation of a comprehensive survey of existing regional jails and of regional development efforts that did not succeed

The earlier study is available at the U.P. Jail Resource Center, www.UPCAP.org.

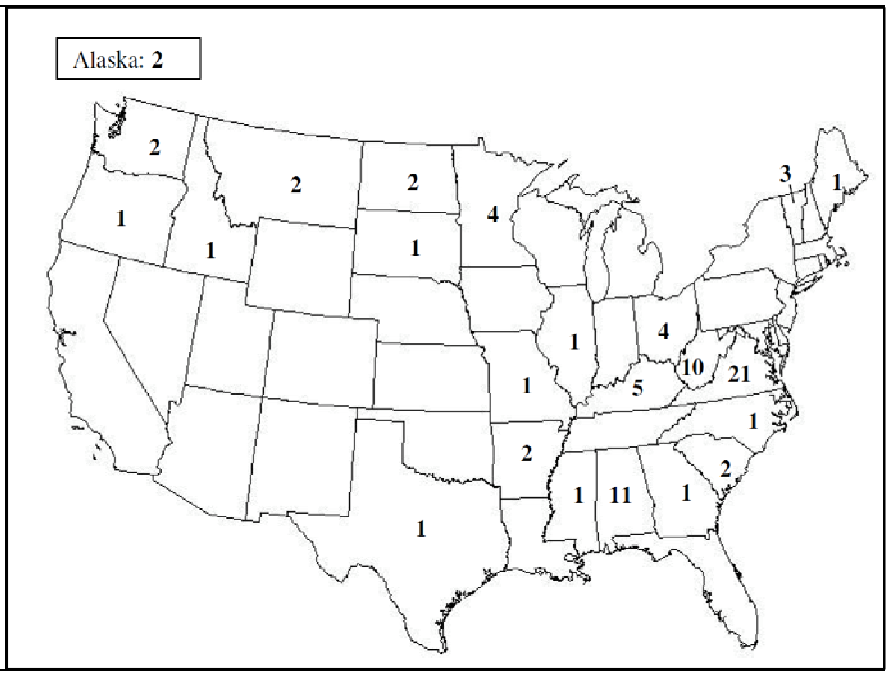
Recent research identified:

- 76 existing regional jails in 21 states
- 16 regional jail projects in 10 states currently under consideration
- 10 regional jail projects in 8 states that were recently abandoned
- Statutes authorizing or related to regional jails in 20 states

There is no single source that identifies all regional jails. This research identified 76 regional jail facilities, spanning the country and located in most geographic areas. The 76 regional jails are located in 21 states, as shown in Figure V-A1.

Figure V-A1: Regional Jails in the United States

Alaska (2)
Arkansas (1)
Georgia (1)
Idaho (1)
Kentucky (5)
Maine (1)
Minnesota (4)
Mississippi (11)
Missouri (1)
Montana (2)
North Carolina (1)
North Dakota (1)
Ohio (4)
Oregon (1)
South Carolina (2)
South Dakota (1)
Texas (1)
Vermont (3)
Virginia (21)
Washington (2)
West Virginia (10)



The 76 regional facilities that have been identified represent less than three percent (3%) of all jail facilities in the United States.

Regional jails represent less than 3% of all jails in the United States.

Many Regional Jails Have "Unique" Circumstances or Definitions

Virginia, Mississippi and West Virginia have the most regional jails (21, 11 and 10 respectively). Fifty-five percent of all regional jails are located in these states. There is an easy explanation for the concentration of regional jails in Virginia and West Virginia: large construction and operating subsidies from the state.

- Virginia has aggressively promoted the construction of regional jails for many years. The state will pay 50% of the construction costs for regional jails, and only 25% of jails are built by individual cities and counties. In 2007, state funding accounted for over 40% of jail operating costs.

- Mississippi's Department of Corrections has long-term contracts with 11 counties who house state prisoners for $29/day. In some jails, state prisoners outnumber jail inmates by a ratio of five to one. The state's role in the 11 regional jails is to provide long-term financing for each county.

- In West Virginia, all regional jails are part of a statewide jail system that has replaced many locally operated jails. A statewide authority is responsible for operating the jails, and the same authority builds jails and state prisons. In 2008, nearly 30% of West Virginia's state inmates were "backed up" in the regional jail system.

There are also several jails that call themselves "regional" but only serve one county and the municipalities in that county.

Summary of Survey Findings

The following narrative summarizes the findings from the 53 jails that responded to the 2008 survey and those for whom information was secured for this study. These jails are divided into four parts in the following narrative:

- Virginia (21)
- West Virginia (10)
- Mississippi (11)
- All Other States (20)

Organizational Structure

The National Institute of Corrections categorizes regionally consolidated jails into seven different organizational structures, as shown in Figure V-A2.

Figure V-A2: Classification of Regional Jails, National Institute of Corrections

Type	Operated By	Maintain Local Jails?	Type of Inmates Housed		Accept Other Juris-diction.?	All Other	VA	MS	WV
			Pre-trial	Sentenced					
I	Consortium	None	Yes	Yes		11	8		
II	Consortium	All	Yes	No		1	1		
III	Consortium	All	No	Yes		1	1		
IV	Consortium	Some	Yes	Yes		2	2		
V	One County	Yes	No	Yes	State Prisoners			11	
VI	One County	Yes	Yes	Yes					10
VII	City/County	Yes	Yes	Yes					
	Unknown					5			

Each type of jail is described in the following narrative:

- Type I - A consortium of jurisdictions which agree to operate a regional facility for both pretrial and sentenced inmates, with shared control by a jail board drawn from the participating bodies, as well as joint pro rata funding. In this arrangement, there are no other jail facilities in the participating jurisdiction. (19 facilities)
- Type II - The same arrangement as Type I except that some jurisdictions in the consortium also maintain their own local facilities for pretrial inmates. (2 facilities)
- Type III - A multi-jurisdictional facility exclusively for certain sentenced offenders; the participating jurisdictions also continue to operate their own jails for both pretrial and sentenced inmates. (2 facilities)
- Type IV - A multi-jurisdictional facility holding both pretrial and sentenced inmates; some jurisdictions in the consortium continue to operate their own jails. (4 facilities)
- Type V - A locally operated facility which accepts referrals from other participating jurisdictions and the state, generally for work release; all jurisdictions are charged a fee-for-service for all persons confined in the regional unit. (11 facilities)
- Type VI - A single jurisdiction accepts pretrial and/or sentenced inmates on a set fee-for-service basis, with total control remaining with the operating jurisdiction. (10 facilities)
- Type VII - Consolidated city-county jurisdiction. (No facilities)

The four counties in this study, and other potential partners, have several options when it comes to structuring a potential partnership:

Figure V-A3: Regional Jail Models Available to Four Counties

Type	Operated By	Maintain Local Jails?	Type of Inmates Housed		Accept Other Juris.?
			Pretrial	Sentenced	
III	Consortium	All	No	Yes	
IV	Consortium	Some	Yes	Yes	
V	One County	Yes	No	Yes	State Prisoners
VI	One County	Yes	Yes	Yes	

The first four types are all variations of a structure in which two or more localities operate a regional jail with none, some, or all of the partners maintaining local jails. This arrangement—a consolidation of several facilities into fewer facilities—is what many think of when they hear the term "regional jail."

Nearly 36% of the 53 regional jails characterize their facilities as type I, serving two or more jurisdictions and being operated by a representative board or authority, with no other jails being operated in the participating jurisdictions. Fifty-five percent of regional jails outside of Virginia, Mississippi and West Virginia fall into this category. Seventy-five percent of the jails in Virginia fall into this category.

The remaining "all other" jails are Type VI (3), Type IV (2) or Types II, and VII (1 each). All 10 West Virginia jail are considered Type VI, and all 11 Mississippi jails fall into category V.

Figure V-A4 on the following three pages describes each of the 53 jails in more detail.

Number of Participating Localities

The number of localities that participated in each regional jail varies. The most common situation for a regional jail is one where two or more municipalities—usually counties—share one regional facility. The majority of regional jails serve three or four localities; some have only two participating localities.

Situations that are less typical are found in West Virginia and Mississippi. West Virginia operates within a statewide authority; therefore its 10 facilities serve all 55 counties. In Mississippi, regional jails serve all the cities within a single county (as do each of the state's county jails) and also house state inmates.

Figure V-A4: Summary of Findings from 53 Regional Jails\

Facility Name	State	Capacity	Number of Gov Entities	Public or Private	Profit or Non	NIC Type	Construction Subsidy?	Operating Subsidy?	Male	Female	Low	Med.	High	Spec. Needs
Pulaski County Regional Detention Center	AR	1,046	12 law enforce. Agencies	Public	Non-Profit	VI	N	N	Y	Y	Y	Y	Y	
South Fulton Municipal Regional Jail	GA	323	2	Public	Non-Profit	I			Y	Y	Y	Y	Y	N
Mini-Cassia Criminal Justice	ID	172	2	Private	**Profit**	I			Y	Y	Y	Y	Y	Y
Tri-County Justice and Detention Center	IL	220	3	Private	Non-Profit	I	N	N	Y	Y	Y	Y	Y	Y
Kentuck River Regional Jail	KY	154	2	Public	Non-Profit	IV			Y	Y	Y	Y	Y	Y
Two Bridges Regional Jail	ME	209	2	Public	Non-Profit	I			Y	Y	Y	Y	Y	Y
NortheastRegional Corrections Center	MN	150	5	Public	Non-Profit	III			Y	N	Y	N	N	N
Northwest Regional Corrections Center	MN	188	3	Public	Non-Profit	II			Y	Y	Y	Y	Y	Y
Daviess/DeKalb County Regional Jail	MO	280	2	Public	**Profit**	I	Y	Y	Y	Y	Y	Y	Y	Y
Missoula County Detention Facility	MT	394	5	Public	Non-Profit	VI			Y	Y	Y	Y	Y	Y
Southwest Multi-County Correction Center	ND	118	6	Public	Non-Profit	I			Y	Y	Y	Y	Y	Y
Tri-County Regional Jail	OH	160	3	Public	Non-Profit	I			Y	Y	Y	Y	Y	Y
Multi-County Correctional Center	OH	178	2	Public	Non-Profit	I			Y	Y	Y	Y	Y	Y
Corrections Center of Northwest Ohio	OH	600	6	Public	Non-Profit	IV	Y		Y	Y	Y	Y	Y	Y
Northern Oregon Regional Corrections	OR	150	4	Public	Non-Profit				Y	Y	Y	Y	Y	N
Sumter/Lee Regional Detention Center	SC	400	2	Public	Non-Profit	I	N	N	Y	Y	Y	Y	Y	Y
Beadle County Regional Corr. Ctr.	SD	60		Public	Non-Profit	VI			Y	Y	Y	Y	Y	N
Bowie County/Bi-State Detention Center	TX	750	2	Public operated by Private	Operated by Private for Profit	I	N	N	Y	Y	Y	Y	Y	
Chelan County Regional Justice Center	WA	383	4	Public	Non-Profit	I	Y		Y	Y	Y	Y	Y	Y
King County Regional Justice Center	WA	1,453	County contract with 36 cities	Public	Non-Profit	VII	N	N	Y	Y	Y	Y	Y	Y

Figure V-A4 Continued

Facility Name	State	Capacity	Number of Gov Entities	Public or Private	Profit or Non	NIC Type	Construction Subsidy?	Operating Subsidy?	Male	Female	Low	Med.	High	Spec. Needs
VIRGINIA														
Southside Regional Jail	VA	100	2	Public	Non-Profit	I	Y	Y	Y	Y	Y	Y	Y	Y
Middle Peninsula Regional Security Center	VA	121	5	Public	Non-Profit	I	Y	Y	Y	Y	Y	Y	Y	Y
Central Virginia Regional Jail	VA	246		Public	Non-Profit	I	Y	Y	Y	Y	Y	Y	Y	Y
Virginia Peninsula Regional Jail	VA	290	4	Public	Non-Profit	I	Y	Y	Y	Y	Y	Y	Y	Y
Peumansend Creek Regional Jail	VA	336	6	Public	Non-Profit	III	Y	Y	Y	Y	Y	Y	N	N
Pamunkey Regional Jail	VA	400	3	Public	Non-Profit	I	Y	Y	Y	Y	Y	Y	Y	Y
NW Regional Adult Detention Center	VA	565	4	Public	Non-Profit	II	Y	Y	Y	Y	Y	Y	Y	Y
SW Virginia Regional Jail Authority (4 facilities)	VA	603	10 in 4 Jails	Public	Non-Profit	I	Y	Y	Y	Y	Y	Y	Y	N
Blue Ridge Regional Jail Authority	VA	760		Public	Non-Profit	I	Y	Y	Y	Y	Y	Y	Y	Y
Rappahannock Regional Jail	VA	960	4	Public	Non-Profit	I	Y	Y	Y	Y	Y	Y	Y	N
Riverside Regional Jail	VA	1,160	7	Public	Non-Profit	IV	Y	Y	Y	Y	Y	Y	Y	Y
Hampton Roads Regional Jail	VA	1,250	4	Public	Non-Profit	IV	Y	Y	Y	Y	Y	Y	Y	Y
WEST VIRGINIA														
Central Regional Jail	WV	200	9	Public	Non-Profit	VI	Y	Y	Y	Y	Y	Y	Y	Y
Eastern Regional Jail	WV	300	3	Public	Non-Profit	VI	Y	Y	Y	Y	Y	Y	Y	
Northern Regional Jail	WV	200	5	Public	Non-Profit	VI	Y	Y	Y	Y	Y	Y	Y	
North Central Regional Jail	WV	400	9	Public	Non-Profit	VI	Y	Y	Y	Y	Y	Y	Y	
Potomac Highlands Regional Jail	WV	200	5	Public	Non-Profit	VI	Y	Y	Y	Y	Y	Y	Y	
South Central Regional Jail	WV	372	2	Public	Non-Profit	VI	Y	Y	Y	Y	Y	Y	Y	
Southern Regional Jail	WV	350	8	Public	Non-Profit	VI	Y	Y	Y	Y	Y	Y	Y	
Southwestern Regional Jail	WV	300	3	Public	Non-Profit	VI	Y	Y	Y	Y	Y	Y	Y	
Tygart Vallen Regional Jail	WV	300	7	Public	Non-Profit	VI	Y	Y	Y	Y	Y	Y	Y	
Western Regional Jail	WV	400	5	Public	Non-Profit	VI	Y	Y	Y	Y	Y	Y	Y	

Figure V-A4 continued

MISSISSIPPI	State	Capacity	Number of Gov Entities	Public or Private	Profit or Non	NIC Type	Construction Subsidy?	Operating Subsidy?	Male	Female	Low	Med.	High	Spec. Needs
Bolivar County Regional Correctional Facility	MS	450	4	Public	Non-Profit	V	Y		Y	Y	Y	Y	Y	Y
Carroll-Montgomery County/Regional Correctional Facility	MS	Up to 250	2	Public	Non-Profit	V	Y		Y	Y	Y	Y	Y	Y
Holmes-Humphreys County/Regional Correctional Facility	MS	Up to 251	2	Public	Non-Profit	V	Y		Y	Y	Y	Y	Y	Y
Issaquena County Correctional Facility	MS	Up to 252	2	Public	Non-Profit	V	Y		Y	Y	Y	Y	Y	Y
Jefferson-Franklin County/Regional Correctional Facility	MS	Up to 253	2	Public	Non-Profit	V	Y		Y	Y	Y	Y	Y	Y
Kemper-Neshoba County/Regional Correctional Facility	MS	Up to 254	2	Public	Non-Profit	V	Y		Y	Y	Y	Y	Y	Y
Leake County Correctional Facility	MS	Up to 255	2	Public	Non-Profit	V	Y		Y	Y	Y	Y	Y	Y
Marion-Walthall County/Regional Correctional Facility	MS	Up to 256	2	Public	Non-Profit	V	Y		Y	Y	Y	Y	Y	Y
Winston-Choctaw County/Regional Correctional Facility	MS	Up to 257	2	Public	Non-Profit	V	Y		Y	Y	Y	Y	Y	Y
Stone County Regional Correctional Facility	MS	395	2	Public	Non-Profit	V	Y		Y	Y	Y	Y	Y	N
George-Greene County/Regional Correctional Facility	MS	395	2	Public	Non-Profit	V	Y		Y	Y	Y	Y	Y	N
Approved County All MS Regional Jails	MS	1,450	48	Public	Non-Profit	V	Y		Y	Y	Y	Y	Y	N

Public vs. Private Ownership and Operation

All but one of the 53 regional jails surveyed are publicly owned and operated. One facility, the Mini-Cassia Criminal Justice facility in Idaho, is privately owned and privately operated. The Daviess/DeKalb County Regional Jail in Missouri is publicly owned but privately operated. The Bowie County/Bi-State Detention Center in Texas is also a publicly owned facility operated by a private contractor.

Several facilities reported that they were “revenue generating,” charging per diems to house state and federal inmates and inmates from other counties. Typically, the revenue is used to offset the cost of operating the regional jail.

Geographical Area Served

The area served by the regional jails ranges from approximately 150 sq. mi. (Hampton Roads Regional Jail in Virginia and Georgia's South Fulton Municipal Regional Jail) to approximately 14,000 sq. mi. (Northwest Regional Corrections Center in Minnesota). West Virginia's 10 facilities serve the entire state (24,230 sq. mi.).

FigureV-A5 describes four Ohio counties that share the Correctional Center of Northwest Ohio (CCNO).[10]

Figure V-A5: Correctional Center of Northwest Ohio (CCNO)

County	Miles to CCNO	Square Miles
Williams	9.2	423
Defiance	17.8	411
Fulton	16.6	407
Henry	18.2	417
Average	**15.5**	**414**

The short distances between CCNO and the four counties that closed their jails in order to consolidate operations are crucial to the feasibility and cost-efficiency of CCNO. Because of the close proximity, all four counties were able to close their jails and do not have to operate a short-term detention facility (lockup).

Because of the close proximity, all four counties in Northwest Ohio were able to close their jails and do not have to operate a short-term detention facility (lockup).

The Two Bridges Regional Jail in Wiscasset, Maine, serves two counties with a total land area of 700 square miles. The two county seats are only eleven miles apart. Lincoln and Sagadahoc County, the two partners in the Two Bridges authority, are the smallest counties in Maine, one-seventh of the size of the average Maine county.

Only one location provides the four counties with easy access: Livingston. As Figure V-A6 suggests, Livingston is a hub for the other three counties. Anyone traveling from Byrdstown to Celina would go through Livingston.

[10] The City of Toledo and Lucas County are also CCNO partners, using the facility to *supplement* local facilities, unlike the four counties that closed their jails to become partners in a single facility.

Figure V-A6: Location of Four Counties

Livingston (Overton County) is the only location that provides easy access for all four counties.

Figure V-A7 displays the distance and time between Clay, Fentress and Pickett counties and Livingston (Overton County).

Figure V-A7: Time and Distance to City of Livingston, Overton County

	Miles	Minutes	Square Miles
Clay	19	38	236
Fentress	29	44	498
Pickett	20	36	162
Overton	--	--	433
Average	**23**	**39**	**332**

Figure V-A8 compares Tennessee to several states that have, or are considering, regional jails. Virginia has 21 of the nation's 76 regional jails. The average Tennessee county is 39% larger than the average county in Virginia, and is almost the same size as an average county in West Virginia.

Figure V-A8: Comparison of Tennessee to Seven States

State/Region Number of regional jails in parentheses	**Square Miles**	**Number of Counties**	**Average Square Miles/ County**
Virginia (21)	42,774	134	319
Kentucky (5)	40,409	119	340
Georgia (1)	59,425	159	374
West Virginia (10)	24,229	55	441
Mississippi (11)	48,430	82	591
Michigan- Upper Peninsula (1 under development)	16,452	15	1,097
Maine (1)	35,387	16	2,211
Tennessee	**42,146**	**95**	***444***

The preceding narrative suggests that regional jail partnerships are more feasible when the participating counties are near the facility, often less than 15 miles. Clay and Pickett Counties are 20 miles or less from Livingston County, while Fentress County is 29 miles away.

Year Built

Of the 40 regional jails that reported the year in which the facility was built, three were built or converted to a regional facility in the 1970's (1976 and 1977), two in the 1980's, 24 in the 1990's and 11 since the year 2000.

11 regional jails have been built in the past 10 years.

Rated Capacity

Rated capacity varies significantly in regional jails across the country. The 12 Virginia jails surveyed average 565 beds. West Virginia jails average 302 beds and Mississippi jails average 294 beds. All other jails in the survey average 369, with a high of 1,453 and a low of 60 beds.

The size of regional jails is of particular interest for the purposes of this study. Figure V-A9 describes the capacity of 60 regional jails for which capacity was known, including all of the jails that responded to the survey.

Figure V-A9: Capacity of Regional Jails

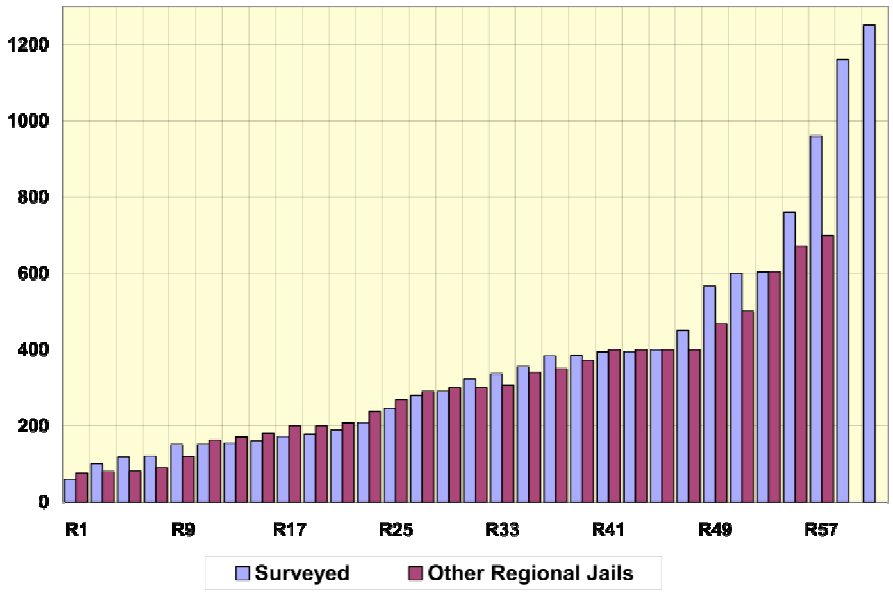


Figure V-9 shows that only four regional jails were over 800 beds (two were in Virginia), and that:

- 47 regional jails (78.3%) had 400 beds or less
- 53 regional jails (86.7%) had 600 beds or less
- 56 regional jails (95.0%) had 800 beds or less

Type of Inmates Housed

Because nearly two-thirds of the responding regional jails have only one central facility that serves all of the participating localities (no separate local jails), it is not surprising that more than three-fourths hold all types of inmates, including male, female, all risk levels (low, medium, high), pretrial, sentenced, and special needs. Eleven facilities hold all types of inmates excluding special needs. One facility (Peumansend Creek Regional Jail, Virginia) holds only inmates that are male, low risk, and sentenced.

Methods of Sharing Operating Cost

Regional jails reported four primary ways of sharing operating costs. The most common involved sharing costs based on:

(1) Percentage of bed ownership per jurisdiction;

(2) Per diem rates calculated for bed usage (set monthly, quarterly, or annually); and

(3) Proportionate share of allocated beds (reviewed annually)

One regional jail uses a unique formula that includes a base rate (percent of each county population) and the 5-year average jail days used by each county.

West Virginia regional jails assess a daily fee for the beds used by each participating county. In Mississippi, jails are paid a flat rate of $29 per day for each state prisoner housed.

Inmate Transportation

Inmate transportation varies from facility to facility, often reflecting the type of facility and types of inmates housed. In localities where there is only the regional jail and no other locally operated jails, inmate transport is provided by the arresting agency to the jail and by a jail transport team after initial admission.

Several facilities that hold pretrial inmates reported using video arraignment equipment to reduce court transports.

Site Selection Decision Making Process

The site selection process for the location of each regional jail was somewhat unique to the circumstances of each system. Some common elements and themes were identified as part of the reported site selection processes. These criteria included the following:

1. Central location
2. Proximity to all participating jurisdictions including law enforcement, courthouses, and service providers
3. Appropriate zoning, non-residential
4. Available county owned land
5. County owned land with room for expansion
6. Largest participating county

Construction Funding

Several different methods were used to finance the construction of regional jails. The majority of regional jails funded their construction through a type of municipal bond or a revenue bond issued by the regional jail authority.

Some regional jails received 50% reimbursement of capital costs from the state (Virginia and Ohio).

Many regional jails were given 50% of construction costs by the state.

Two jails received federal and state grants to build their facilities.

One regional jail was built using reserve funds while another facility—Daviess/DeKalb County Regional Jail in Pattonsburg, Missouri—financed its facility through a half-percent sales tax increase in each of the participating jurisdictions.

The West Virginia Regional Jail and Correctional Authority utilized their state-mandated bonding power.

Factors That Prompted the Development of the Regional Facility

The regional jails that responded to the survey provided information regarding the factors that prompted them to develop a regional jail. An analysis of the information revealed six primary reasons, listed below by frequency reported:

1. Condition of current facilities - described as obsolete, antiquated, in the process of being condemned, deteriorating, poor, and did not meet standards
2. Additional bed space needs - due to crowding and future projected need
3. Improvements required by federal and/or circuit court order
4. Financial incentives – more cost effective, state match, grants
5. No current jail
6. Desired programming space – educational and industries

Most regional jails were developed to respond to one or more of these factors.

Notable Obstacles to the Regional Jail Development Process

The regional jails that responded to the survey provided information regarding significant obstacles that needed to be overcome during the development process.

Seven primary obstacles were described:

1. Citizen opposition to facility location – “not in my back yard”
2. Joint powers agreement – developing and securing buy-in from participating jurisdictions
3. Cooperation and agreement from participating jurisdictions – planning, financing, architectural design, construction, staffing, and operations
4. Sheriffs’ resistance to a regional jail instead of expanding their own facilities
5. Site selection – zoning and agreement on location (transportation distances)
6. Financial – support for bond
7. Convincing localities of the advantages of a regional jail

> Iowa---- regional jail projects have not been successful for many reasons…"financially, it just hasn't made sense."

In a recent interview, Bill Peterson, Executive Director of the Iowa State Association of Counties, said that regional jail projects have not been successful for many reasons. He noted that the counties need to agree on the location of the jail, which would bring jobs and taxpayer money into just one county. Also, the counties that don't house the jail need to commit to transporting all of their prisoners as well as the transportation costs that would accompany it. "I would have to conclude the reason it hasn't happened is, financially, it just hasn't made sense for it to happen," Peterson said.

Effective Development Strategies

Current regional jails reported development strategies that they found to be the most effective. Many different strategies were provided and they varied from jail to jail. There were a few consistent themes.

The first, and most common theme, was the use of the National Institute of Corrections' training, resources, and library. Numerous regional jails recommended NIC training for regional jail planning and direct supervision as well as the jail center's Planning of New Institutions (PONI) and How to Open a New Institution (HONI) programs. The NIC Jails Division was a highly recommended resource.

A second theme was the success achieved by educating both the participants and the public at large. Public education in community gatherings and in other arenas was recommended as well as educating participants about the advantages of a regional jail.

Other effective development strategies included "staying the course" (10 years in one case), working closely with a consulting firm, and close construction management.

Improving the Development Process

Survey respondents were asked what they would have done differently during the development process. An analysis of the responses identified three common themes.

First, respondents said they would have done a better job ensuring that the appropriate human resources needed to plan and sustain the partnership, to monitor the general contractor, to write policies and procedures, and to provide general oversight. Several facilities reported that the process is resource intensive and therefore adequate staffing is critical.

Second, jails reported they wished that they had visited more facilities and they recommended visits to numerous existing facilities at the beginning of the development process.

Finally, many jails reported they would build a larger facility and add more beds if they had the opportunity to do things differently.

Other reported improvements included not occupying the jail before construction is 100% complete, hiring the superintendent first, and hiring a better security consultant/having better security measures.

In addition to the comments provided in the survey, the document *"Regional Jails in the State of Washington: Regional Jail Study Final Report"* (May 2001) was shared by the Washington Association of Sheriffs and Police Chiefs. The Association conducted an independent study of regional jails which was not a feasibility study for any specific project. Their work was supported in part by funding from the National Institute of Corrections. Their report contains valuable information on regional jails.
Advice, conclusions and recommendations found in this document are presented below.

1. Regional jails are a viable alternative for local corrections. However, not every county is a good candidate for a multiple county jail.
2. Transportation must be addressed in any effort to provide multiple jurisdiction jail services.
3. Jurisdictions with similar needs, philosophies, and goals have a better chance of success.

Washington State: Regional jails are a viable alternative for local corrections. However, not every county is a good candidate for a multiple county jail.

4. Any successful effort to create a regional jail requires strong leadership and the partners' commitment to the concept.
5. Equal representation of each partner jurisdiction is crucial to the building of trust and a successful working relationship.
6. The employment of an excellent corrections professional as the jail administrator increases the possibility of success.
7. Communication is an extremely important factor in the process of creating a regional jail board, and subsequently constructing and operating a regional jail.
8. The effort to create a multiple jurisdiction regional jail must occur at the local level with commitment to the effort by local officials.
9. The concept of a regional jail is viable, but it requires a marketing effort so that the public understands a regional jail's value.
10. The economic value of a regional jail to the community should be determined and publicized.
11. Regional jails address the needs of each participating jurisdiction better if the jail is operated by all jurisdictions through a board, as opposed to one jurisdiction operating the jail.

12. Regional jails need to be located where resources (employees, goods and services, inmate services) are readily available.
13. Regional jails must be located where utilities and infrastructure (sewer, water, electricity, gas, roads, and proper drainage) are available to support the jail operation.
14. Construction of regional jails can save money.
15. The operation of regional jails has the potential to provide better services for more inmates at a lower cost per prisoner, but does not necessarily represent an overall operations savings to member jurisdictions. There must be a measurement of what existed before the regional jail, and at what cost, in comparison to improvements realized by operation of a regional jail (lower crime, more prisoners incarcerated, less risk of financial loss through litigation, safer and less stressful working environment for prisoners, less jail violence, improved pubic safety, etc.).

The study concluded that regional jails are a viable alternative for the State of Washington, offering the following *potential* benefits:

1. Economies of scale
2. Construction cost savings
3. The possibility of operating expense savings based on annual per prisoner costs
4. Improved jail housing conditions
5. Improved provision of inmate services
6. Provision of special offender services
7. Safer and more secure facilities
8. Enhanced public and officer safety

In spite of the encouragement offered by the Washington study, no new regional jails have been developed since the study was completed in 2001.

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Current and Recently Abandoned Regional Jails Projects in the U.S.

A significant part of the research for earlier studies involved identifying, cataloging, and contacting other localities nationwide who are either currently engaged in the regional jail process, and those who began that process, but ultimately decided against pursuing a regional jail.

The research identified 18 regional jail projects in 12 states currently under consideration. Ten projects in eight states have abandoned regional jail discussions in recent years. The consultants believe that there are many more regional projects that

have been considered but eventually discarded. These projects are much harder to identify than the others.

Figures V-A10 and V-A11 describe the projects, identifying their state, localities involved, and status of the project.

Figure V-A10: Regional Jail Projects Under Consideration

State	Localities In the Process of Developing or Studying Regional Jail Partnerships
Alabama	Vestavia, Mountainbrook, Irondale
Idaho	Lincoln, Gooding, Jerome and Camas
Idaho/WA	Spokane Co. WA and Kootenai County, ID
Idaho	Canon County
Kentucky	Gerard and Lincoln Counties
Michigan	Marquette, Delta, and the Hannahville Indian Community (exploring a "special needs" jail for the Upper Peninsula)
Michigan	Presque-Isle, Otsego, Montmorency, Alpena, Oscoda, Alcona, Iosco
Michigan	15 counties in the Upper Peninsula (feasibility of regional solutions in the Upper Peninsula and re-use of closed state prisons) Study completed. A two-county project is moving forward.
Missouri	Jackson County and 18 cities (this project does not extend beyond county lines, involves only municipalities within the county)
Missouri	Pike, Ralls and Lincoln Counties
New York	Orange, Ulster and Sullivan Counties
N. Dakota	Burleigh County and City of Bismarck (courting other counties as well)
S. Carolina	Lee, Colleton, and Laurens Counties
S. Carolina	Oconee County
Virginia	Blue Ridge Regional Jail, Appomattox, Amherst
Virginia	Shenandoah, Warren and Rappahannock
Washington	South County Regional Facility, King County. Cities of Renton, Auburn, Burien, Des Moines, Federal Way, SeaTac and Tukwila
Wisconsin	Marathon and Portage Counties

Figure V-A11: Regional Jail Projects No Longer Being Considered

	Localities That Studied Regional Partnerships and Abandoned Development Efforts
Iowa	Mills, Montgomery, Fremont
Iowa	Several regional jail projects have been considered in the state, none have moved past the talking phases
Michigan	Saginaw County
Michigan	Allegan, Kalamazoo and Kent Counties (feasibility study showed few advantages)
Mississippi	Hinds County, dropped long term regional agreement with state
Nebraska	Cuming, Wayne, Stanton and Thurston
North Dakota	Barnes, Dickey, Griggs, LaMoure, Ransom, Sargent and Steele Counties and Valley City
Virginia	Pittsylvania and Danville
Wisconsin	Grant, Green, Iowa, Lafayette and Richland
Wisconsin	Calumet, Outagamie and Winnebago Counties
Wisconsin	Waupaca, Brown, Manitowoc and Fond du Lac Counties

B. Regional Jail Legislation

Some form of regional jail authority or board governs every regional jail that responded to the survey. The specifics, composition, and personnel vary, but not greatly, and the objectives are the same—governing, managing, and operating the regional facility. Typically, county officials, sheriffs, jail administrators, and other key shareholders comprise the regional jail board. For example, at the Northeast Regional Correctional Center in Saginaw, Minnesota, the governing board is comprised of commissioners from participating counties—three from St. Louis, the largest county in the consortium, and one from each of the other four participating counties.

Typically, county officials, sheriffs, jail administrators, and other key shareholders comprise the regional jail board.

Virginia offers another example of a regional jail authority, found in *Va. Code Ann. § 53.1-106.* Members of the jail or jail farm board or regional jail authority; powers; payment of pro rata costs. To wit, in pertinent part:

> A. Each regional jail or jail farm shall be supervised and managed by a board or authority to consist of at least the sheriff from each participating political subdivision, and one representative from each political subdivision participating therein who shall be appointed by the local governing body thereof. Any member of the local governing body of each participating political subdivision shall be eligible for appointment to the jail or jail farm board or regional jail authority. However, no one shall serve as a member of the board or authority who serves as an administrator or superintendent of a correctional facility supervised and managed by the board.

Legal Authority

In nearly every case, a regional jail is enabled by state statute. Laws in 20 states—Alabama, Arkansas, Florida, Georgia, Kentucky, Maine, Minnesota, Mississippi, Missouri, Montana, North Dakota, Ohio, Oregon, South Carolina, South Dakota, Tennessee, Texas, Virginia, Washington, West Virginia—were identified, providing a comprehensive survey of regional jails' statutory authority and legal enactment across the country.

There appear to be four primary ways that regional jails are legally enabled:

1. Statutes enabling two or more municipalities to create either a regional jail or regional jail authority
2. Statutes allowing for two or more municipalities to create inter-local cooperative agreements
3. Statutes defining a regional jail as one in which a county or city jail contracts with the state Department of Corrections to house state inmates (MS)

4. Statutes that specifically name municipalities that are to participate in a regional jail

Regional Jail Authority Statutes

The most common type of statutes are ones in which two or more cities, counties, or municipalities are permitted either to participate in a regional jail or form a regional jail authority, the purpose of which is to operate a regional jail.

Typically, the statute will read similarly to Alabama's Code of Ala. § 14-6A-1 (2008), which reads in full:

> TITLE 14. Criminal Correctional and Detention Facilities.
> CHAPTER 6A. Establishment of Regional Jail Authorities.
> *Code of Ala. § 14-6A-1* Multi-County Establishment of Regional Jail Authority.
>
> Establishment -- Participation.
>
> (a) The county commissions of two or more counties may, by resolution and with the initial consent of their respective sheriffs, establish a regional jail authority for the purpose of constructing, maintaining, and operating a regional jail facility for the counties participating in the regional jail authority.
>
> (b) A county which desires to join an existing regional jail authority may, by resolution and with the initial consent of the sheriff, request participation in the existing regional jail authority. The regional jail authority may by resolution approve the requesting county's participation in the authority, and if approved, the county shall participate with all rights and obligations of the original counties participating in the regional jail authority.

Other similar statutes include:

- Florida - *Fla. Stat. § 950.001* Regional jails; establishment, operation.
  TITLE 47. Criminal Procedure and Corrections (Chs. 900-985).
  CHAPTER 950. Jails and Jailers.

- Georgia - *O.C.G.A. § 42-4-90*-105 Regional Jail Authorities Act.
  TITLE 42. Penal Institutions.
  CHAPTER 4. Jails.
  ARTICLE 5. Regional Jail Authorities.

- *Kentucky - KRS § 441.800-820 Regional Jail Authorities.*
  TITLE XL. Crimes and Punishments.
  CHAPTER 441. Jails and County Prisoners.

- Minnesota - *Minn. Stat. § 641.261* Regional Jails.
  CHAPTER 641. County Jails.
  County Regional Jails.

- Missouri - § 221.400-430 R.S.Mo. Regional Jail Districts.
  TITLE 13. Correctional and Penal Institutions (Chs. 217-221).
  CHAPTER 221. Jails and Jailers.

- Montana **-** *Mont. Code Anno., § 7-32-2201* Establishing detention center -- detention center contract -- regional detention center -- authority for county to lease its property for detention center.
  TITLE 7. Local Government. CHAPTER 32. Law Enforcement.
  PART 22. Detention Centers.

- North Dakota - *N.D. Cent. Code, § 12-44.1-02* Establishing correctional facilities -- Correctional facility contracts -- Regional corrections centers.
  TITLE 12. Corrections, Parole, and Probation.
  Part VIII. Penal and Correctional Institutions.
  CHAPTER 12-44.1. Jails and Regional Correction Centers.

- Ohio - *ORC Ann. 307.93* Multicounty, municipal-county or multicounty-municipal correctional centers; privatization.
  TITLE 3. Counties.
  CHAPTER 307. Board of County Commissioners—Powers.

- South Dakota - *S.D. Codified Laws § 24-11-4* Use by two or more political subdivisions – Contracts.
  TITLE 24. Penal Institutions, Probation, and Parole.
  CHAPTER 24-11. Jails.

- Virginia - *Va. Code Ann. § 53.1-95.2* Jail authority.
  TITLE 53.1. Prisons and Other Methods of Corrections.
  CHAPTER 3. Local Correctional Facilities.
  ARTICLE 3.1. Jail Authorities.

- Washington - *Rev. Code Wash. (ARCW) § 70.48.095* Regional jails.
  TITLE 70. Public Health and Safety.
  CHAPTER 70.48. City and County Jails Act.

- West Virginia - *W. Va. Code Ch. 31, Art. 20-Art.32* West Virginia Regional Jail and Correctional Facility Authority.
  CHAPTER 31. Corporations.

Inter-local Agreements

Another type of relevant statute is one in which two or more municipalities are allowed to contract with each other to form cooperative agreements. An example of this is the Arkansas statute, which reads in pertinent part that:

> Title 25. State Government.
> Chapter 20. Interlocal Cooperation Act.
> Subchapter 1 -- General Provisions
> *A.C.A. § 25-20-104* Agreements for joint or cooperative action -- Authority to make -- Requirements generally.
>
> > (a) Any governmental powers, privileges, or authority exercised or capable of exercise by a public agency of this state alone may be exercised and enjoyed jointly with any other public agency of this state which has the same powers, privileges, or authority under the law and jointly with any public agency of any other state of the United States which has the same powers, privileges, or authority, but only to the extent that laws of the other state or of the United States permit the joint exercise or enjoyment.
> >
> > (b) Any two (2) or more public agencies may enter into agreements with one another for joint cooperative action pursuant to the provisions of this chapter. Appropriate action by ordinance, resolution, or otherwise pursuant to law of the governing bodies of the participating public agencies shall be necessary before the agreement may enter into force.

At first glance, this statutory provision does not appear particularly applicable to regional jails, yet this statute has been used to enable regional jails in Arkansas. Opinion 57 ARGR 13 from the office of the Arkansas Attorney General makes clear that *A.C.A. § 25-20-101-108* authorizes the creation of regional jail facilities.

County and State Contracts

A far less common way in which states statutorily enact regional jails is to permit existing local jails to contract with the state corrections departments to house state inmates, thereby "regionalizing" the jail. See, for example, the Mississippi statute, which reads in pertinent part:

> TITLE 47. Prisons and Prisoners; Probation and Parole.
> CHAPTER 5. Correctional System.
> *Miss. Code Ann. § 47-5-931* Incarceration of State Offenders in County Owned for Leased Correctional Facilities.
>
> > (1) The Department of Corrections, in its discretion, may contract with the board of supervisors of one or more counties and/or with a regional facility operated by one (1) or more counties, to provide for housing, care and control of not more than three hundred (300) offenders who are in the custody of the State of Mississippi. Any facility owned or leased by a

> county or counties for this purpose shall be designed, constructed, operated and maintained in accordance with American Correctional Association standards, and shall comply with all constitutional standards of the United States and the State of Mississippi, and with all court orders that may now or hereinafter be applicable to the facility. If the Department of Corrections contracts with more than one (1) county to house state offenders in county correctional facilities, excluding a regional facility, then the first of such facilities shall be constructed in Sharkey County and the second of such facilities shall be constructed in Jefferson County.
>
> (2) The Department of Corrections shall contract with the boards of supervisors of the following counties to house state inmates in regional facilities: (a) Marion and Walthall Counties; (b) Carroll and Montgomery Counties; (c) Stone and Pearl River Counties; (d) Winston and Choctaw Counties; (e) Kemper and Neshoba Counties; (f) Holmes County and any contiguous county in which there is located an unapproved jail; and (g) Bolivar County and any contiguous county in which there is located an unapproved jail. The Department of Corrections may contract with the boards of supervisors of the following counties to house state inmates in regional facilities: (a) Yazoo County, (b) Chickasaw County, (c) George and Greene Counties, (d) Washington County, (e) Hinds County, and (f) Alcorn County. The Department of Corrections shall decide the order of priority of the counties listed in this subsection with which it will contract for the housing of state inmates. For the purposes of this subsection the term "unapproved jail" means any jail that the local grand jury determines should be condemned or has found to be of substandard condition or in need of substantial repair or reconstruction.

Location-specific Contracts

The fourth way in which state legislatures have enacted regional jails authorizing statutes is to specifically identify the parties participating in the regional jail and to legislate the precise organization, duties, and powers of the regional jail. See, e.g., Maine §§1801-1805 Lincoln and Sagadahoc Multicounty Jail Authority Act (TITLE 30-A. Municipalities and Counties. PART 1. Counties. CHAPTER 17. Lincoln and Sagadahoc Multicounty Jail Authority) which created the Two Bridges Regional Jail between the Maine counties of Lincoln and Sagadahoc.

A complete list of the statutes and citations is available from the authors of this report on request.

C. Recent Developments with Regional Jails

Regional jails in several states have been in the news in the past several months. For many, the news has not been good.

Regional jails in several states have been in the news in the past several months. For many, the news has not been good.

Kentucky

According to press reports, the Big Sandy Regional Detention Center in eastern Kentucky is “beset by political infighting” among the four counties that created the facility and who are responsible for funding it. The difficulties have prompted a state police investigation.

Mississippi

Counties in Mississippi are still interested in becoming “regional jails” according to recent reports. There are 11 regional jails in the state, which consist of a host county providing housing for up to 300 state inmates. The state pays a little less than $30 per day for each inmate and the counties use the state prisoners as a workforce for the community.

Missouri

The Daviess-Dekalb Regional Jail has seen a loss of nearly 170 inmates from jails in Iowa and Kansas, reducing jail occupancy from 250 to approximately 121. Authorities received welcome news in early May when they learned that they will be housing 35 to 40 prisoners for Lee’s Summit.

Washington

The Chelan County Regional Jail is a partnership between Chelan, Douglas and Wenatchee counties. The facility is owned and staffed by Chelan County and some of the partners are interested in a new partnership that would allow shared ownership.

Virginia

Several challenges have city and county officials concerned in Virginia. Facing budget pressures, the state is reducing the amount of its annual operating subsidies for the city, county and regional jails. The latest budget would reduce state contributions by half, about 25% of the total jail budgets. Pending regional jail projects are having difficulty securing approval for state construction subsidies.

The Blue Ridge Regional Jail Authority estimates a total loss of $2.5 million in state jail per diem payments and other state sources of jail support.

In one county, the state is threatening to withhold an $800,000 payment toward the debt service on a regional jail. The state agreed to be responsible for half of the construction costs of the jail when it was first built, but is now saying it may not be able to pay its share, forcing the member cities and counties to make up the difference.

Several regional jails are finding it hard to fill their beds.

Several regional jails are finding it hard to fill their beds. In jails are finding it the past they were able to rent beds to state and federal agencies, but the number of boarders has fallen markedly in some regions. When the jails were full and collecting revenue from boarders, the member cities and counties enjoyed a lower cost per day for their inmates. They will now have to make up the difference in operating costs, increasing their cost for their share of the regional facilities.

Peumansend Creek Regional Jail recently laid off employees because the 336-bed jail was one-third empty. Hampton Roads Regional Jail is passing costs along to its four member jurisdictions because the number of federal inmates has fallen. Officials predict that the average daily cost for local inmates will increase from $38 to $63 in the next six years. Western Tidewater Regional Jail relies on the state for half of its $11 million annual budget and member jurisdictions are bracing for major cost increases.

The Northwestern Regional Jail Authority will cut costs by closing more than 100 beds, an entire housing pod. Twelve employee positions are also being cut in an effort to reduce costs to soften the loss of revenues.

Officials from member jurisdictions that comprise the Eastern Shore Regional Jail Authority are being hit with higher costs “because we don’t have the prisoners originally projected,” according to Spencer Murray, Vice Chair of the Northampton Board of Supervisors.

West Virginia

Officials in many West Virginia counties have complained of rising costs for their use of the statewide regional jail system. Counties have continued to close their local jails and send their inmates to the nearest regional jail. But the counties do not have any control over the operation of the regional jails, nor the costs that are passed on to counties.

In an unusual move, the West Virginia legislature has passed legislation that allows cities and counties to hold inmates in local jails for up to 14 days. Mercer County is paying about $50 per day for inmates housed at a nearby regional jail and is nearly $1 million in arrears in its payments to the regional jail authority. County officials believe they will lower their average costs to $35 per day by using their local jail. The measure will also relieve crowding in some of the regional jails. The crowding is primarily caused by a backup of state prisoners in the regional jail system.

In an unusual move, the West Virginia legislature has passed legislation that allows cities and counties to hold inmates in local jails for up to 14 days.

The new legislation should worry local and state officials. The regional jail system was created to take inmates out of substandard local jails. Those jails have not improved since the regional jails were built, and using them again for more than short term detention will be a throw-back to the conditions that prompted the regional jail system in the first place.

In another development, Cabell County is still locked in a lawsuit with 22 jail officers who formerly worked at the county jail in Huntington. The employees were fired in 2003 when the jail population was moved to the Western Regional jail. The case is heading to trial because the county commission refused to approve a proposed settlement.

VI. REGIONAL OPTIONS FOR THE FOUR COUNTIES

A. Defining Regional Partnerships

The term “regional jail” describes a range of practices that represent partnerships between two or more jurisdictions. Less than three percent of all jails in the country call themselves “regional jails.” There is no national model for a regional jail.

Section V of this report presented findings from research efforts that have explored the characteristics of over 50 regional jails. The research identified a range of challenges that a regional partnership must negotiate before it becomes a reality. Many potential partners are unable to see a project through to completion.

Several factors are used to classify regional jail partnerships:

1. Facility Owner
    a. One jurisdiction (Overton County is an example)
    b. A consortium of two or more jurisdictions who jointly own a facility

2. Facility Operator
    a. One jurisdiction (Overton County is an example)
    b. A consortium of two or more jurisdictions
    c. A private entity (Bowie County/Bi-State Detention Center in Texas is operated by a private contractor on behalf of the public owners)

3. Types of Jurisdictions Served (one or more of the following)
    a. County
    b. City/Town (Jackson County, Missouri, is developing a jail that will house county inmates and Kansas City inmates; seven cities in suburban Seattle are developing a joint facility for their local inmates)
    c. State (“Regional” jails in Mississippi house a large number of state inmates in addition to the host county’s inmates)
    d. Federal (Overton County and other Tennessee counties house inmates under contract for the U.S. Marshals Service and the Bureau of Immigration and Customs Enforcement)

4. Number of Facilities
    a. One jail that replaces two or more jails (Four counties in northwest Ohio closed their jails and created a single regional jail)
    b. One central jail that is supplemented by one or more jails or lockups that are operated by other jurisdictions (Clay, Fentress and Pickett counties operate local jails and send some of their inmates to Overton County)
    c. Two or more jails operated as a system by one county or a consortium (the West Virginia Regional Jail Authority operates 10 facilities that house inmates from all counties)

5. Type of Inmates Housed
    a. All classifications (male/female, all levels of security, special needs)
    b. Selected classifications of inmates (Peumansend Creek Regional Jail in Virginia only accepts low security sentenced inmates from the jurisdictions that comprise the jail authority)

The 53 regional jails described in Section V of this report represent a wide range of structures and practices.

Clay, Fentress and Pickett counties currently rely on other counties to supplement their local jails. Their inmates are boarded at Overton County, and sometimes in other counties, for a daily fee of $35 per inmate. In addition to the daily fee, the sending county is responsible for providing transportation and medical costs. These boarding arrangements primarily consist of informal agreements between the parties.

Clay, Fentress and Pickett counties currently rely on other counties to supplement their local jails.

The consultants met with county officials several times during the course of this study. A range of potential solutions to future jail needs was developed for each county, ranging from taking no action (no change) to closing the current jail and building a new one. The following narrative describes the specific solutions that were explored, and the methods used to develop cost comparisons for each.

B. Alternatives Considered

Working with county officials, several alternative solutions were identified for each county. Figure VI.B1 describes the specific alternatives that were evaluated. Over half of these alternatives *require* the county to partner with another county to meet its jail needs. These are marked with a "P" in Figure VI-B1. All of the remaining alternatives *may* also involve partnerships, depending on the way that the alternative is developed.

Figure VI-B1: Alternatives Considered by County

ALTERNATIVE	Clay	Fentress	Overton	Pickett
1A No Change	**P**	**P**	√	**P**
2A Renovate as full service jail	√	√		
2B Renovate and add on	√		√	
3A New jail	√	√	√	√
3B New oversized jail	**P**	**P**	**P**	
4A Renovate/convert another Building to jail	√			
5A No jail, no lockup	**P**			
5B Renovate for 12-hour lockup	**P**	**P**		**P**
5C Renovate for 72-hour lockup	**P**			**P**
5D Renovate for 72 hour lock-up and minimum security inmates	**P**	**P**		

P denotes an alternative that requires a partnership with another jurisdiction.

The "No Change" option requires Clay, Fentress and Pickett counties to send many of their inmates to another county (currently Overton County). The local jails in these three counties are not large enough to meet local needs.

Several counties asked for an "Oversized Jail" option (3B) that would allow them to host inmates from other counties for a fee.

Options 5B, 5C and 5D involve the operation of a local "lockup." A lockup is a short-term detention facility, limited to a maximum length of stay of 72 hours under Tennessee jail

standards. A Class II lockup is allowed to hold inmates for 72 hours or less. Class III lockups are limited to a 12-hour length of detention. Option 5D would be considered a Class I jail under current standards because the minimum security inmates housed at the jail would be spending more than 72 hours in confinement.

Inmate length of stay characteristics are important considerations for jail planning. The needs assessment reports, delivered to each county in February 2010, described the length of stay patterns for each jail.

In Pickett County, for example:

- 45% of all inmates brought to the jail are released within 24 hours
- 80% of all inmates are released within 72 hours
- Inmates who spend 72 hours or less in jail account for only 7.6% of the jail beds that are used

Based on these findings, Option 5B (12-hour) would allow Pickett County to process and release nearly half of all jail admissions locally. A 72-hour lockup (5C and 5D) would meet the needs of 80% of the inmates who are presented for confinement. If a county does not operate a jail or a lockup, every person presented to the sheriff for confinement would have to be transported to another jail for processing and housing.

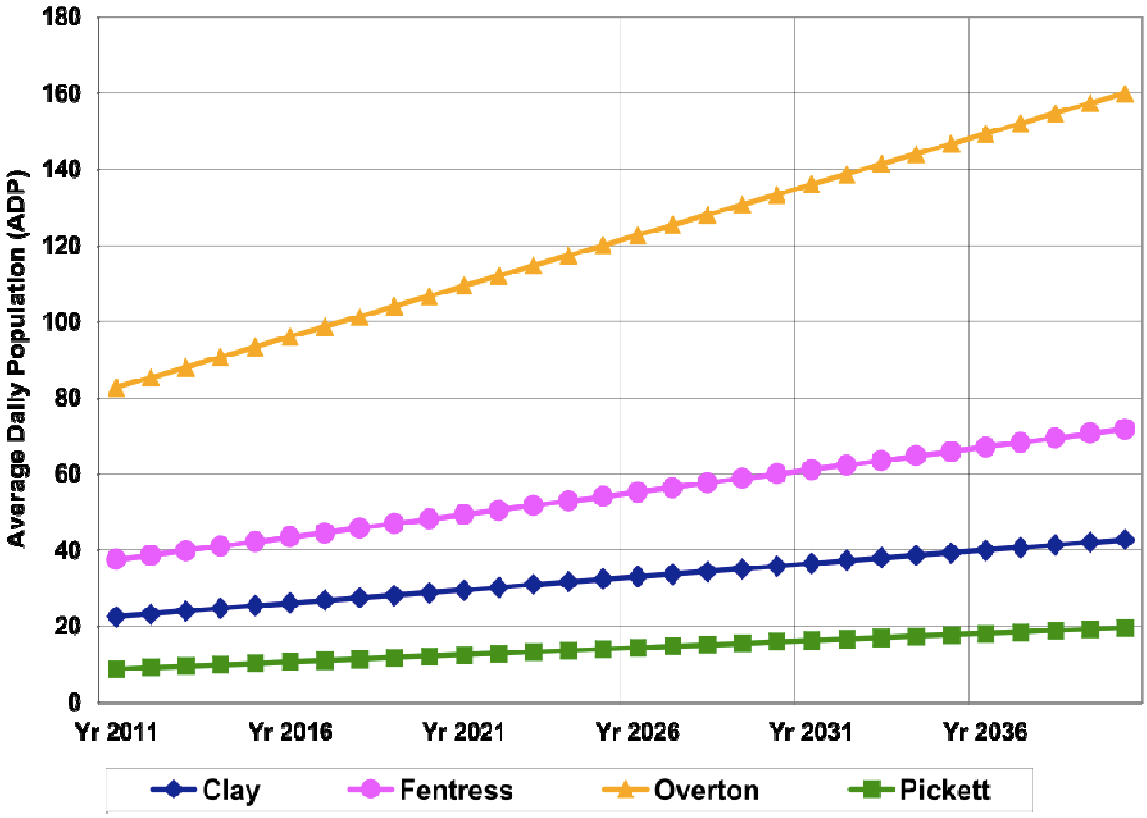
Seven hundred and four inmates were admitted to jail in Pickett County in 2009. Without a lockup, each of these inmates would require immediate transportation to another county, requiring costly staff time and incurring significant vehicle costs. A 12-hour lockup provides a staging area for inmates who are not released within 12 hours, allowing the sheriff to schedule a lower number of trips to another jail. A 72-hour lockup reduces transport needs to as little as one trip per day.

The county needs assessment reports presented in Appendices A through D also provided estimates of future jail needs for each county. Figure VI-B2 shows the projected “average daily population” (ADP) for each county for the next 30 years. These projections are based on the statistical analysis of jail use for the past 20 years.

It is interesting to note that the rate of jail growth increase varies between the four counties, and is correlated to jail size: the largest jail (Overton) has the steepest rate of growth, while the smallest jail (Pickett) has a much lower rate of growth.

…the rate of projected jail growth correlates to size of jail—the largest has the steepest rate of growth, the smallest has the lowest.

Figure VI-B2: Baseline Projected Average Daily Population (ADP) by County



The consultants consider the preceding projections as the "low" level of growth (a factor of 1.0). A "high" level of future growth was also developed, using a factor of 1.5 (50% higher than the low projections). There are many factors that could increase local jail use. District Attorney General Randy York told officials at three meetings to expect higher jail use as bonding practices are reformed and as the length of pretrial detention increases.

District Attorney General Randy York told officials at three meetings to expect higher jail use as bonding practices are reformed and as the length of pretrial detention increases.

This feasibility study examines a variety of approaches that would meet all, or part of the jail need for two or more counties. These alternatives are explored in Section VII of this report.

C. Life Cycle Cost Analysis (LCC)

A life cycle cost (LCC) analysis is central to the review of each alternative. A life cycle cost analysis is a decision-making tool that establishes a series of assumptions that are applied to each alternative to produce a model of long-term costs.

The LCC does not produce an *estimate* of future costs. It provides an objective tool that helps policymakers to compare alternatives as they explore solutions to jail needs.

LCC provides an objective tool that helps policymakers to compare alternatives as they explore solutions.

Figure VI-C1 on the next page identifies all of the key elements of a life cycle cost analysis spreadsheet. This exercise did not add an annual inflation factor.

After discussions with county officials, the consultants decided not to apply an inflation factor. Adding an inflation factor tends to exaggerate the findings, making it more difficult for officials to evaluate costs in current dollars.

The "Board Out Rate" (R1) and "Board In Rate" (R2) were examined for two cost levels: $55/day and $95/day. Although current board rates in the region are only $35/day, this is an artificially low rate and does not reflect the actual costs associated with providing a jail bed. Current daily jail costs vary markedly from county to county:

- $48/day in Clay County
- $68/day in Fentress County
- $40/day in Overton County ($54 when facility debt service is included)
- $102/day in Pickett County

The consultants believe that $55/day represents the lowest rate that a county could expect to pay when all costs are included.

The consultants believe that $55/day represents the lowest rate that a county could expect to pay when all costs are included. The projected daily costs for the first year of operation for a new jail ranges from $155/day to $170/day for Clay, Fentress and Pickett counties. The current Overton County jail would cost $75/day using the LCC methodology. Using a range of $55/day to $95/day provides a realistic level of board costs.

Capital Costs (C1) are based on estimated construction costs that include project costs and normal site development costs. Construction costs are calculated based on 20-year serial bonds at an average rate of 4.25%.

Figure VI-C1: Life Cycle Cost Methodology and Assumptions

Code	LCC Element	Description
BASE DATA—Figures that are applied to Rates to calculate costs		
D1	**ADP Adjusted for Net Capacity**	Average Daily Population (ADP), used to calculate staffing levels
D2	**All Detention Days**	Number of projected inmate days? needed per year. Low estimate is 1.0 of projected need; high estimate is 1.5 of projected.
D3	**Nominal Capacity**	Number of detention days available. The rated capacity of the facility.
D4	**Functional Capacity**	90% of the nominal capacity, to account for classification factor.
D5	**Det Days Short**	D2 less D4. Number of days that needs exceed functional capacity.
D6	**Det Days Extra**	D4 less D2 times 75%. If functional capacity exceeds det day needs, 75% of the excess are considered available.
D7	**Admits**	Calculation of number of admissions, using detention days as base. Used to estimate transportation costs (trips).
RATES- Figures that are applied to Base Data to calculate costs.		
R1	**Board Out Rate***	Calculated at $55 and $95
R2	**Board In Rate**	Calculated at $55 and $95.
R3	**Medical Costs/Dday**	$5.55 per day.
R4	**Other Costs/Dday**	$14.25 per day.
COSTS- Base Data times Rates, or other source of annual cost.		
C1	**Capital Costs**	Cost of principal and interest per year. Based on 20 year serial bonds at 4.25%.
C2	**Staffing Costs**	ADP *times* a ratio determined by national research. Staffing levels would comply with state and national standards.
C3	**Medical Costs**	Detention Days *times* Medical Rate
C4	**Other Costs**	Functional Capacity *times* Other Costs
C5	**Board Out Costs**	Detention Days Short *times* Board Out Rate
C6	**Transport Costs**	Admits *times* ratio calculated for each county based on distance and time.
C7	**Extra Maintenance Costs**	Estimate of extraordinary maintenance and repair costs for use of some existing buildings.
TOTALS		
T1	**TOTAL ANNUAL $**	Sum of all costs for each year.
T2	**AVERAGE COST/DAY**	Total Annual Costs *divided by* Detention Days to produce total cost for county days.

Each LCC spreadsheet was comprised of annual calculations for each of the 30 years, the time frame for this analysis. Four spreadsheets were developed for each of the 24 alternatives, as shown in Figure VI-C2.

Figure VI-C2: Combinations of Projections and Board Costs Used for Life Cycle Cost Calculations

	Projected ADP High is 50% more than base projections (Low)	Board Rates $55 low, $95 high
1	Low	Low
2	Low	High
3	High	Low
4	High	High

All 96 spreadsheets are available for review on request.

Revenues. Each spreadsheet also calculates potential board revenue based on the number of extra detention days (at a 75% utilization rate) and the respective board rate. The total revenue is deducted from total annual costs. Additional costs associated with the number of boarders (staffing and other costs) are added, to produce an estimate of the Net Annual Cost. A Net Cost/Day is calculated by dividing the net total by the total number of detention days (county detention days plus 75% of extra days).

Although potential revenues have been calculated, they are not presented in this report. The consultants will discuss these figures with county officials, but suggest that the potential revenues not be a primary consideration in making long-term decisions. Such revenues are affected by external factors such as the number of available beds in the market and the prevailing price for beds. Many regional jails in Virginia are currently experiencing higher costs per day because the number of state and federal “boarders” has declined.

Potential revenues have been calculated but are not presented in this report. Revenues are affected by external factors and cannot be guaranteed.

LCC worksheets have also been developed for several types of regional partnerships. These findings are presented in Section VII of this report.

Construction costs have been calculated by identifying the number of square feet of renovation or construction and multiplying that by a cost per square foot for construction.

For new construction, the cost per square foot is $293. Construction costs are increased by 28% to reflect the costs of:

- Contingency @ 10%
- Fixtures, Furnishings and Equipment (F & E) @ 4%
- Escalation in Construction Costs @ 4%
- Fees (A/E, Legal, Permitting) @ 8%
- Inspections and Testing 2%

Staffing costs were calculated using a ratio that was developed. The ratio ties staffing levels to the average daily population (ADP) of a jail. This ratio was developed by the consultants using data for several hundred jails. Although staffing levels varied markedly based on facility design, types of inmates, and local practices, a ratio was derived from the dataset. Figure VI-C3 presents a graph of the ratio.

Figure VI-C3: Ratio of Staffing Levels (Full Time Equivalents- FTE) to Average Daily Population (ADP)

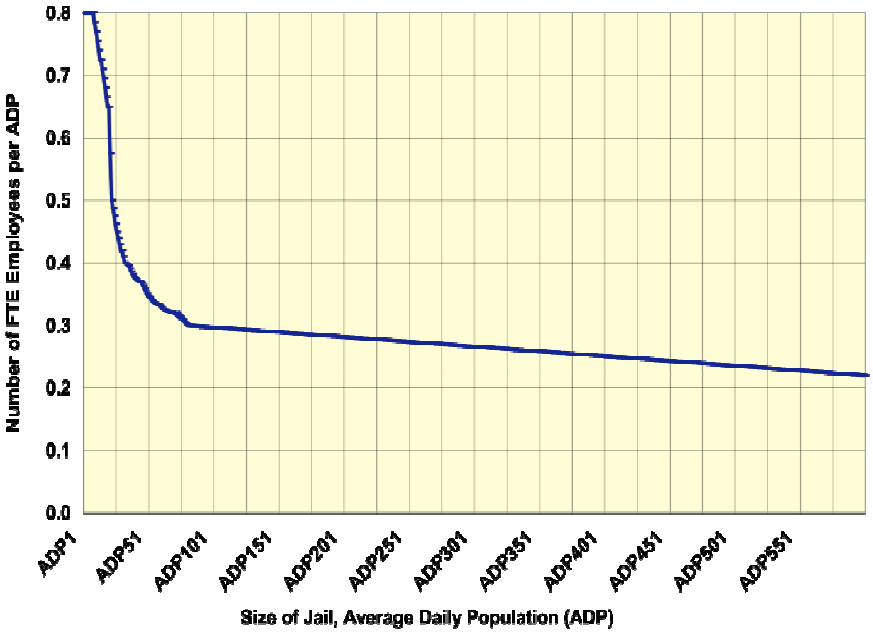


Figure VI-C3 shows the high rate of staffing required for small jails—dropping steeply from 1 to 25 ADP, and dropping again from 26 to 76 ADP. The ratio drops steadily, but slowly, for jails larger than 100 beds.

The following section summarizes the LCC findings for each county, and identifies other factors that should be considered by policymakers.

D. Life Cycle Costs Findings for Each County

The following narrative summarizes the life cycle cost findings for each county. The number and types of jail beds are identified in the first table for each county. The location of the county's inmates is illustrated. The feasibility of each option is assessed as either "feasible" (F) or "not feasible (NF). For an option to be "not feasible" there must be a physical, legal or operational factor that renders it very impractical or inadvisable. For example, adding on to the Clay County Jail is not possible because the site is too small. Similarly, expanding the Pickett County Jail is not feasible because the jail is located on the second floor of the historic courthouse. Continuing to operate the current Fentress County Jail is not feasible because physical conditions pose serious constitutional violations that expose the county to unacceptable risk

1. Clay County

Figure VI-D1 describes the nine alternatives that were analyzed for Clay County. Although some of these alternatives are not feasible, such as expanding on the current site, LCC calculations have been generated to be sure that policymakers have all the information they need to make informed decisions and to inform their constituents.

Figure VI-D1: Alternative Approaches to Meet Jail Needs- Clay County

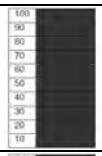
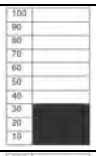
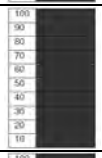
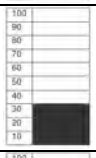
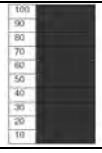
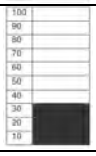
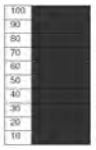
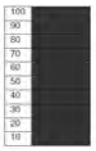
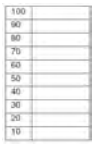
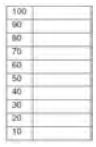
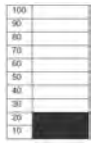
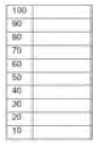
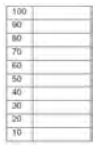
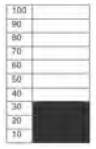
Alt.	Description	Number Of Beds			Percent Admits Stay in County	Percent Beds Stay In County	**Feasible (F)** **Not Feasible (NF)** **Partnership Required (P)**
		No Change	Renovated	New			
1A	No Change	**21**	**0**	**0**			**NF** **P**
2A	Renovate as full service jail	0	21	0			**F** **P**
2B	Renovate and add on	0	21	0			**NF** **P**

Figure VI-D1 continued

Alt.	Description	Number Of Beds			Percent Admits Stay in County	Percent Beds Stay In County	**Feasible (F)** **Not Feasible (NF)** **Partnership Required (P)**
3A	New 50-bed jail	0	0	50			**F**
3B	New 100-bed jail	0	0	100			**F**
4A	Renovate school building for 50 beds	0	50	0			**F**
5A	No jail, no lockup	0	0	0			**F** **P**
5B	Renovate jail for use as 12-hour lockup	0	0	0			**F** **P**
5C	Renovate jail for use as 72-hour lockup	0	0	0			**F** **P**
5D	Renovate jail for 72-hour lockup and for low security inmates	0					**F** **P**

The No Change option is included, even though it is not feasible for the county to continue to operate the current jail without major renovation. An annual maintenance and repair cost of $15,000 has been added to reflect the expenses associated with keeping the outdated facility.

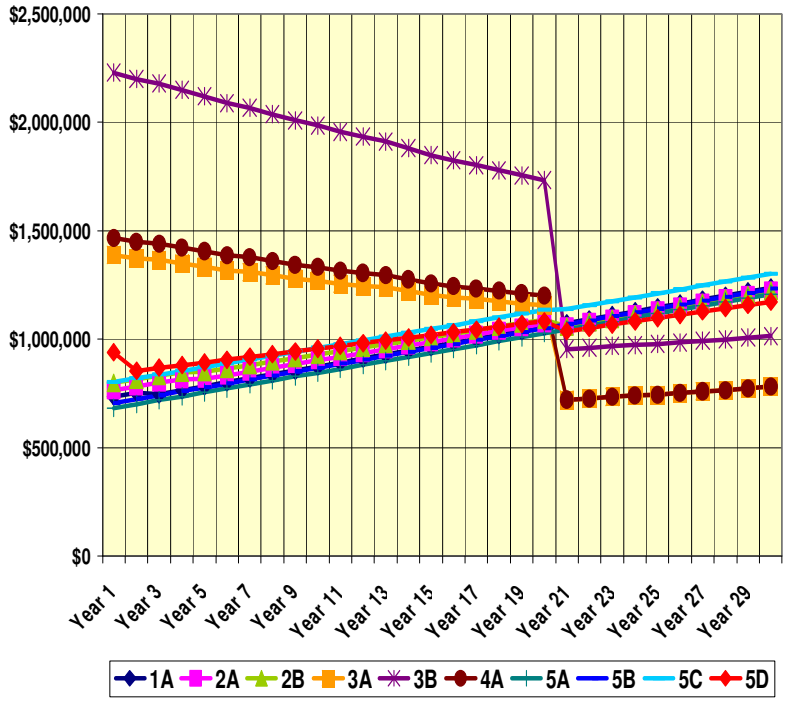
The percent of admissions and detention days that remain in the county have been calculated for each option. A higher rate of local admissions will lower transportation costs. Keeping all or some detention days in the county reduces reliance on outside sources.

Construction costs for the options were:

- 2A, Renovation, $576,000
- 2B, Renovation and Addition, $946,560
- 3A, 50 Bed New Jail, $8,438,400
- 3B, 100 Bed New Jail, $15,001,600
- 4A, Renovate School Building for 50 Bed Jail, $9,282,240
- 5B and 5C, Renovate to Lockup (12 and 72-hour), $288,000
- 5D, 72 Hour Lockup and Minimum Security, $1,176,832

The following two pages present summary charts for the LCC findings.

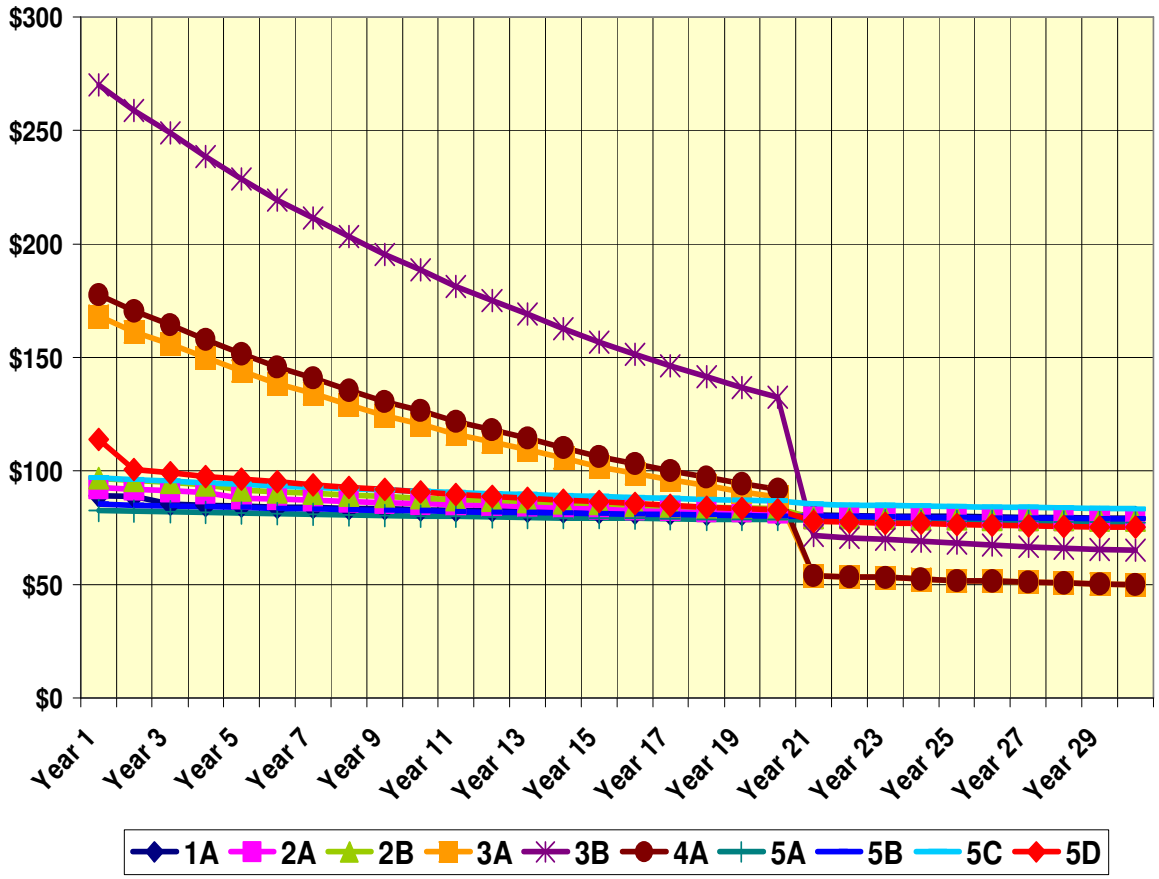
Figure VI-D2: Total Annual Costs by Option, Low Projections, $55/day Board Rate, Clay County



KEY
1A No Change
2A Renovate as full service jail
2B Renovate and add on
3A New jail
3B New oversized jail
4A Renovate/convert another building
5A No jail, no lockup
5B Renovate for 12-hour lockup
5C Renovate for 72-hour lockup
5D Renovate 72-hour lock-up and minimum security

Options that require major construction result in very high annual costs because of the debt service required to pay for construction bonds. As the bonds are retired, interest costs decline until all debt service costs end in Year 21. At that point, some of the construction options are less expensive per year.

Figure VI-D3: Average Daily Cost by Option, Low Projections, $55/day Board Rate, Clay County

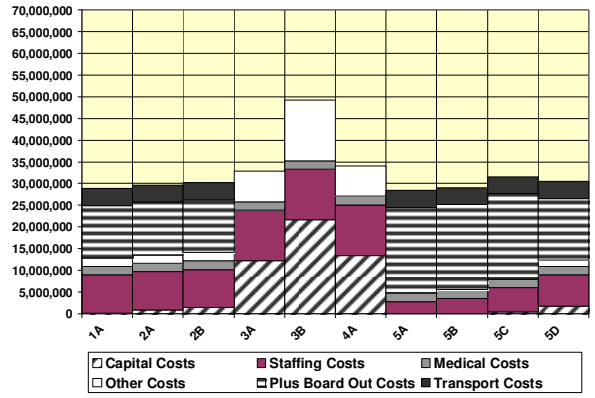


Average costs per day follow a similar, but not identical pattern. Daily cost figures must be viewed along with total 30-year costs to provide perspective (See Figure VI-D4).

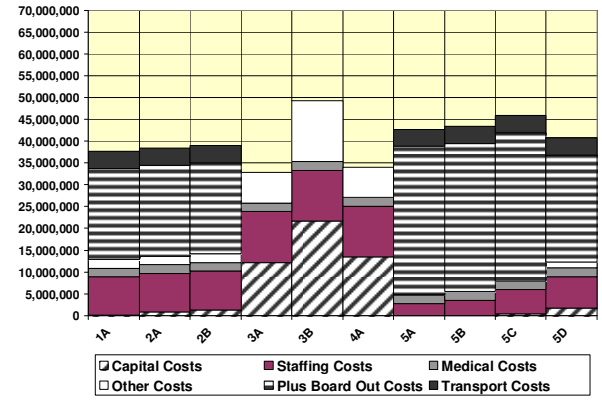
It is interesting to note that 3A (new construction) is the lowest cost option for three out of the four scenarios. The only time it is more costly is when projections and board costs both remain very low.

Section VIII of this report provides some suggestions for examining these findings, weighing priorities, and narrowing the number of alternatives that will be explored.

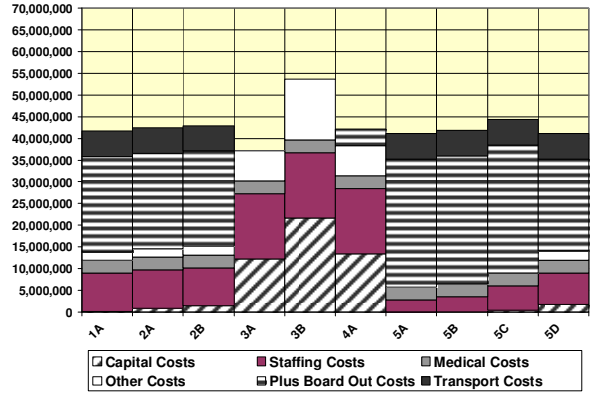
Figure VI-D4: Total 30-Year Costs for High/Low Projections and $55/$95 per Day Board Rates, Clay County



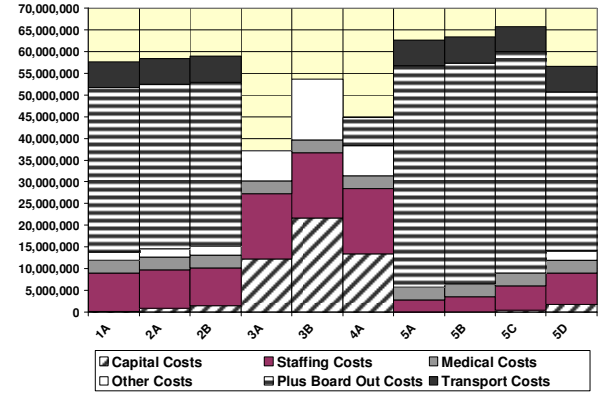
Low Projections, $55/ Day Board Rate (Low- Low)



Low Projections, $95/ Day Board Rate (Low/High)



High Projections, $55/ Day Board Rate (High/Low)



High Projections, $95/ Day Board Rate (High/High)

Projec-tion	Board Cost	Total 30-Year Costs, Lowest to Highest									
		Lowest									Highest
Low	Low	5A	1A	5B	2A	2B	5D	5C	3A	4A	3B
Low	High	3A	4A	1A	2A	2B	5D	5A	5B	5C	3B
High	Low	3A	5D	5A	5C	1A	5B	4A	2A	2B	3B
High	High	3A	4A	3B	5D	1A	2A	2B	5B	5A	5C

2. Fentress County

Figure VI-D5 describes the six alternatives that were analyzed for Fentress County. Although some of these alternatives may not be physically or operationally feasible, such as expanding on the current site, LCC calculations have been generated to be sure that policymakers have all the information they need to make informed decisions and to inform their constituents.

Figure VI-D5: Alternative Approaches to Meet Jail Needs, Fentress County

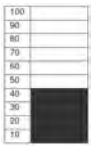
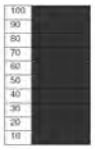
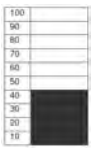
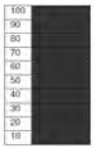
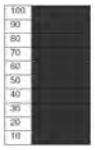
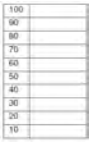
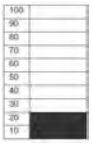
Alt.	Description	Number Of Beds			Percent Admits Stay in County	Percent Beds Stay In County	**Feasible (F)** **Not Feasible (NF)** **Partnership Required (P)**
		No Change	Renovated	New			
1A	No change.	**20**	**0**	**0**			**NF** **P**
2A	Renovate jail.	0	20	0			**F** **P**
3A	New 50 Bed Jail	0	0	50			**F**
3B	New 75 Bed Jail	0	0	75			**F** **P**

Figure VI-D5 continued

Alt.	Description	Number Of Beds			Percent Admits Stay in County	Percent Beds Stay In County	**Feasible (F)** **Not Feasible (NF)** **Partnership Required (P)**
		No Change	Renovated	New			
5B	Renovate for 12-hour lockup only	0	0	0			**F** **P**
5D	Renovate for 72-hour lockup and minimum security inmates	0		0			**F** **P**

The No Change option is included, even though it is not feasible for the county to continue to operate the current jail without major renovation. An annual maintenance and repair cost of $15,000 has been added to reflect the expenses associated with keeping the outdated facility.

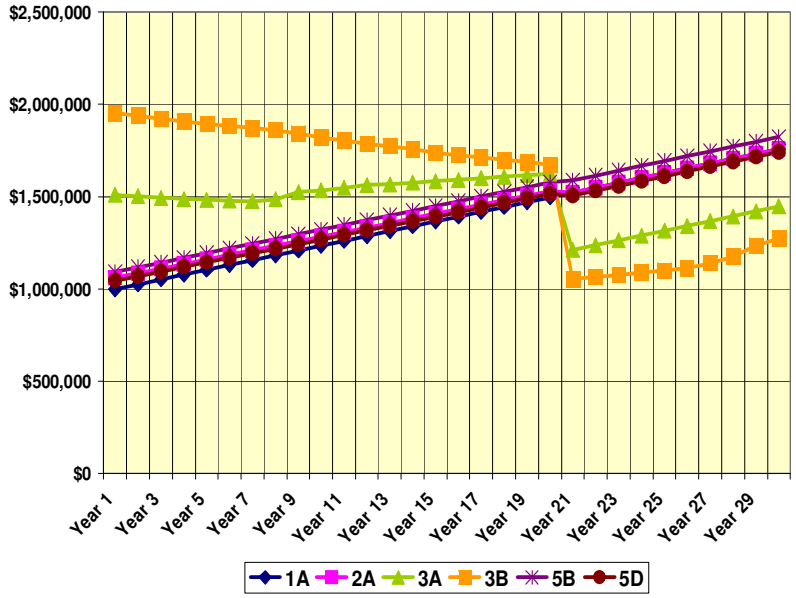
The percent of admissions and detention days that remain in the county have been calculated for each option. A higher rate of local admissions will lower transportation costs. Keeping all or some detention days in the county reduces reliance on outside sources.

Construction costs for the options were:

- 2A, Renovation, $672,000
- 3A, 50 Bed New Jail, $8,438,400
- 3B, 75 Bed New Jail, $11,954,500
- 5B and 5C, Renovate to Lockup (12 and 72-hour), $288,000
- 5D, 72 Hour Lockup and Minimum Security, $672,000

The following two pages present summary charts for the LCC findings.

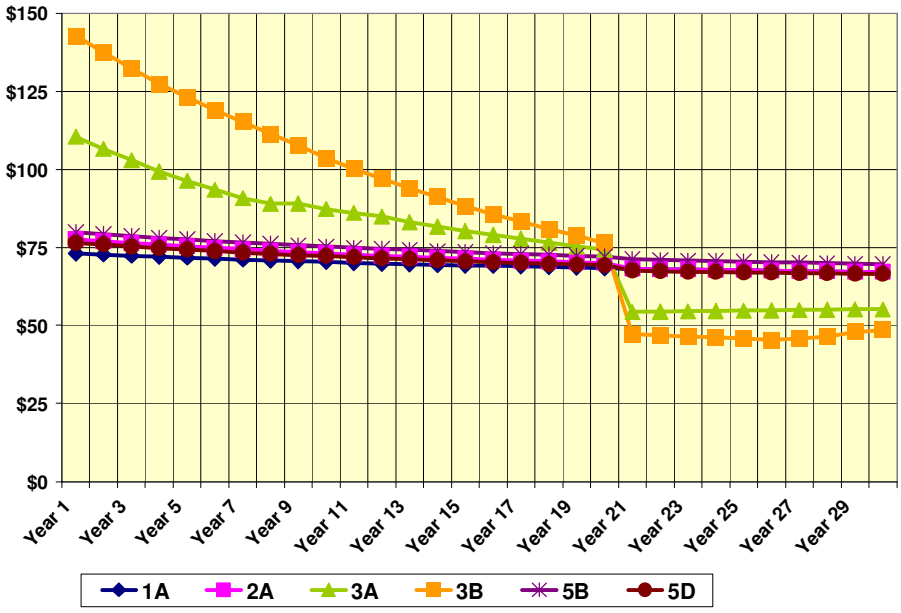
Figure VI-D6: Total Annual Costs by Option, Low Projections, $55/day Board Rate, Fentress County



KEY
1A No Change
2A Renovate as full service jail
2B Renovate and add on
3A New jail
3B New oversized jail
4A Renovate/convert another building
5A No jail, no lockup
5B Renovate for 12-hour lockup
5C Renovate for 72-hour lockup
5D Renovate 72-hour lock-up and minimum security

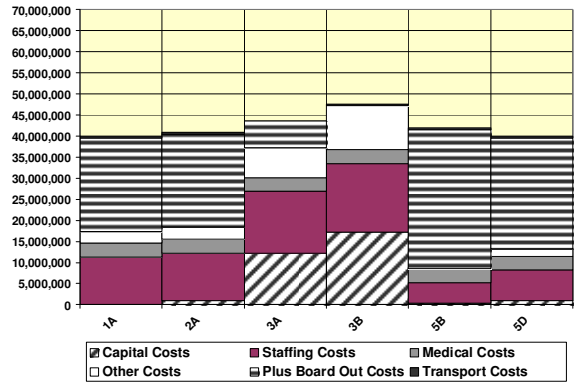
Options that require major construction result in very high annual costs because of the debt service required to pay for construction bonds. As the bonds are retired, interest costs decline until all debt service costs end in Year 21. At that point, the new construction options are less expensive per year.

Figure VI-D7: Average Daily Cost by Option, Low Projections, $55/day Board Rate, Fentress County

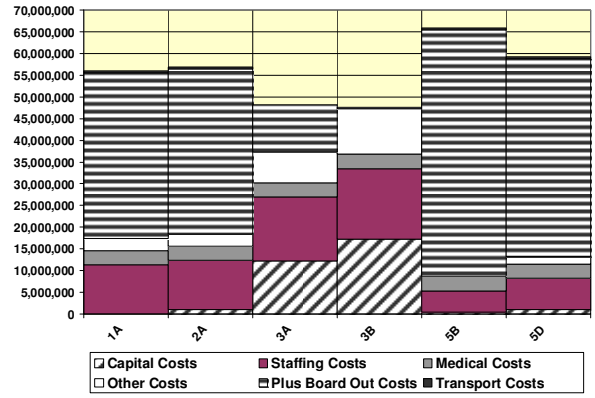


Average costs per day follow a similar, but not identical pattern. Daily cost figures must be viewed along with total 30-year costs to provide perspective (See Figure VI-D8).

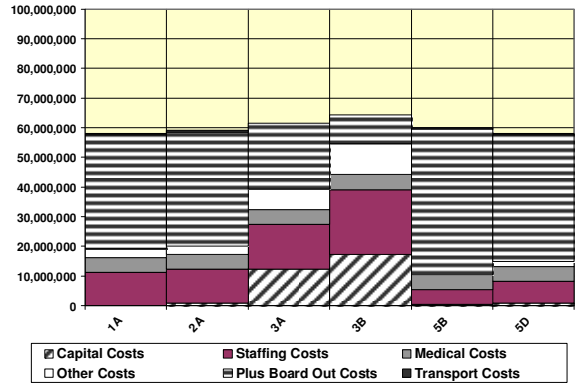
Figure VI-D8: Total 30-Year Costs for High/Low Projections and $55/$95 per Day Board Rates, Fentress County



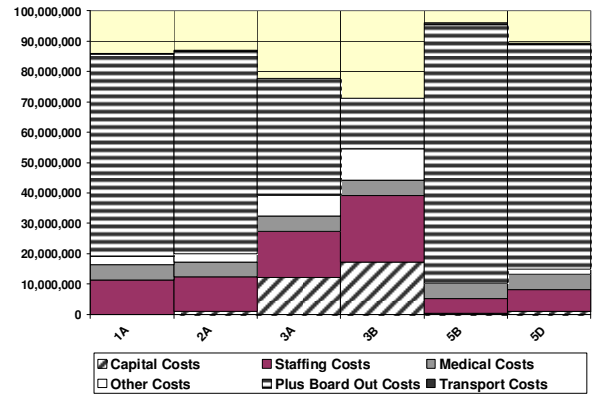
Low Projections, $55/ Day Board Rate (Low- Low)



Low Projections, $95/ Day Board Rate (Low/High)



High Projections, $55/ Day Board Rate (High/Low)



High Projections, $95/ Day Board Rate (High/High)

Projec-tion	Board Cost	Total 30-Year Costs, Lowest to Highest					
		Lowest					Highest
Low	Low	1A	5D	2A	5B	3A	3B
Low	High	3B	3A	1A	5B	5D	5B
High	Low	1A	5D	2A	5B	3A	3B
High	High	3B	3A	1A	2A	5D	5B

Option 3B (new 75-bed jail) is the lowest cost option for the low/high and high/high scenarios, but is the highest cost option for both options that have low board costs.

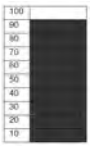
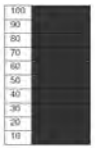
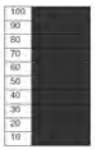
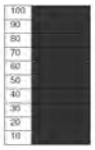
Section VII of this report provides some suggestions for examining these findings, weighing priorities, and narrowing the number of alternatives that will be explored.

3. Overton County

Overton County is in a very different situation than the other three counties in this study. Earlier research, presented in the needs assessment report, showed the current 143-bed jail to be only half full when discretionary inmates are subtracted. The county has sufficient space for 12 to 15 years using the low projections, and about half that using the high projections. Overton County currently serves as a regional jail for the three other counties and for Putnam County.

Figure VI-D9 describes the four alternatives that were analyzed for Overton County. Only alternative 1A (No Change) falls short of meeting the 30-year bedspace needs of Overton County (using the low projections).

Figure VI-D9: Alternative Approaches to Meet Jail Needs, Overton County

Alt.	Description	Number Of Beds			Percent Admits Stay in County	Percent Beds Stay In County	**Feasible (F)** **Not Feasible (NF)** **Partnership Required (P)**
		No Change	Renovated	New			
1A	No Change	143	0	0			**F**
2B	Add 107 beds for total capacity of 250 beds	143	0	107			**F**
3A	Build New 160-bed Jail	0	0	160			**F**
3B	Add 50 beds to New Jail for total of 210 beds		0	210			**F**

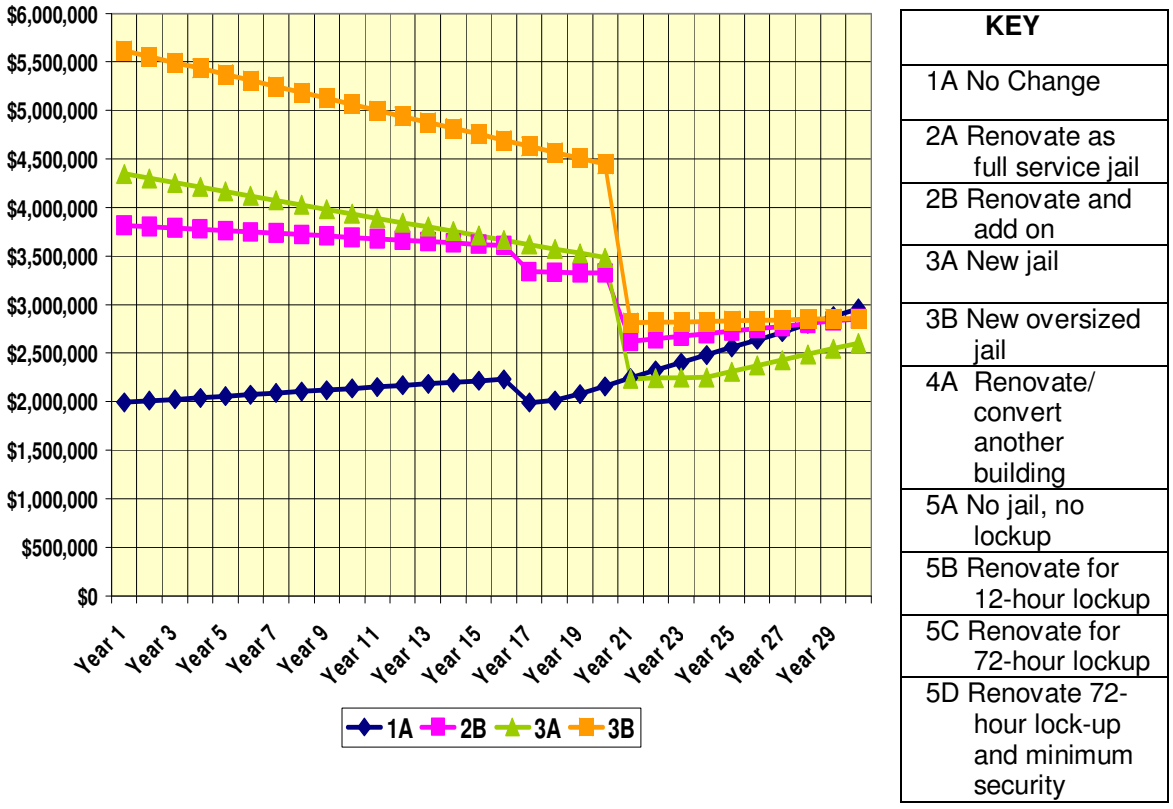
Construction costs for the options were:

- 2B, Add 107 Beds, $14,045,248
- 3A, New 160 Bed Jail, $24,002,560
- 3B, New 210 Bed New Jail, $31,503,360

Debt service costs were included in Options 1A and 2B, to reflect the cost of a 15-year serial bond in the amount of $4 million. This approximates the amount of debt that was recently refinanced for the facility.

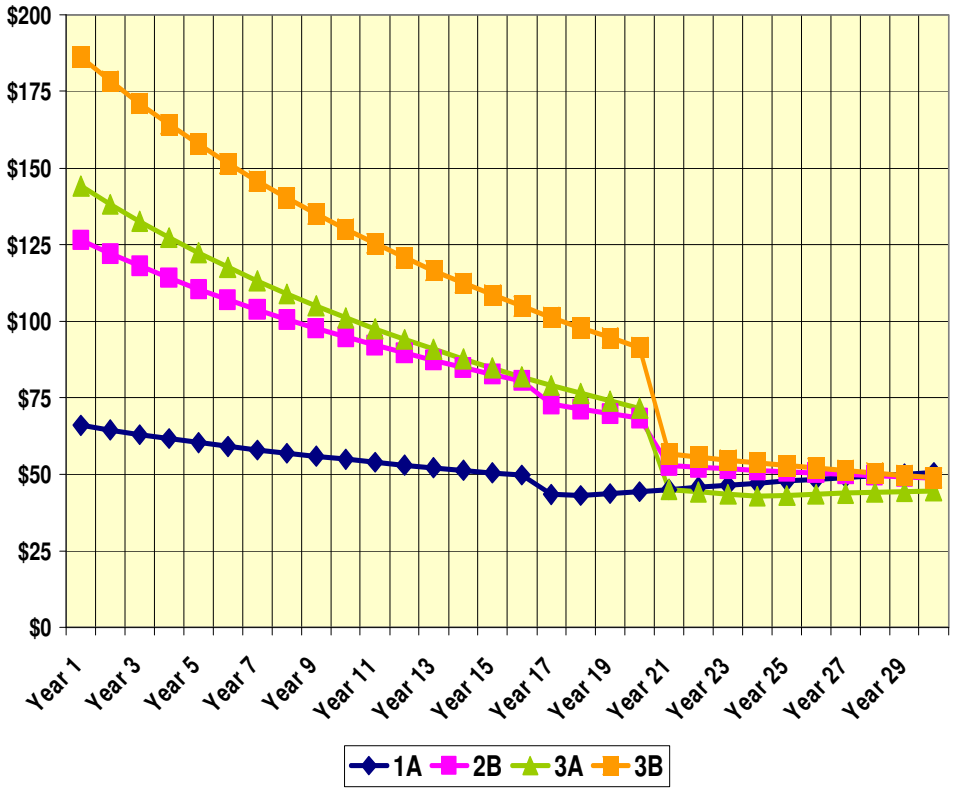
The following pages present summary charts for the LCC findings.

FigureVI-D10: Total Annual Costs by Option, Low Projections, $55/day Board Rate, Overton County



Options that require major construction result in very high annual costs because of the debt service required to pay for construction bonds. Option 3A shows the cost of a new 160-bed jail. Compared to Option 1A, which carries $4 million in remaining debt, the high cost of new construction is apparent.

Figure VI-D11: Average Daily Cost by Option, Low Projections, $55/day Board Rate, Overton County



The daily costs follow a similar pattern when compared to the total annual costs. At the end of the 30 year period, the daily cost for all four options are nearly identical, at approximately $50 per day.

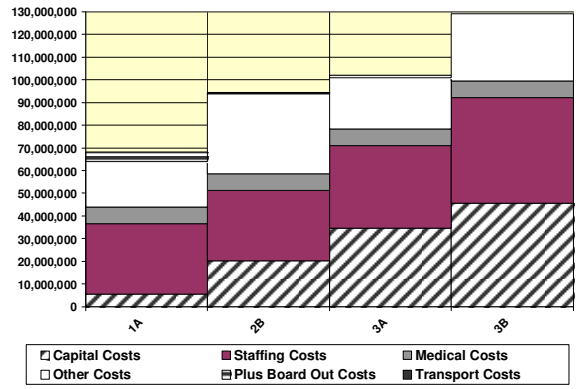
The costs associated with option 2B are similar to those that would be incurred if Overton County were to merge its operations with other counties and provide the foundation for a 250 bed jail.

At the point that Overton County runs out of space for its own nondiscretionary inmates (from 7 to 15 years in the future), expansion of the current facility will prove very costly because of the facility plan and site characteristics. As Overton County officials have noted, the current jail also lacks many key spaces that are needed to facilitate the delivery of programs and services. These spaces would have to be constructed with an addition, increasing construction costs.

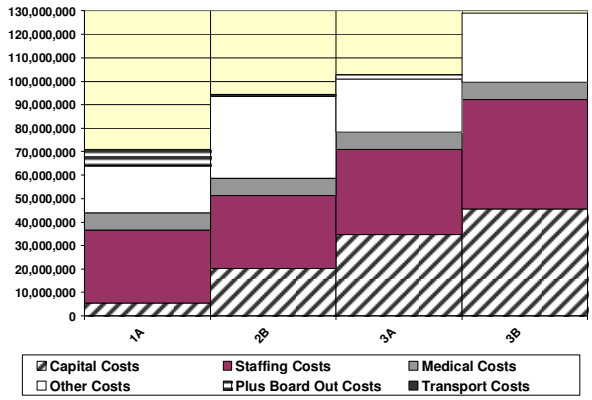
At the point that Overton County runs out of space for its own inmates… expansion of the current facility will prove very costly because of the facility plan and site characteristics.

Daily costs should be viewed in the context of total 30-year costs. Figure VI-D12 compares total costs.

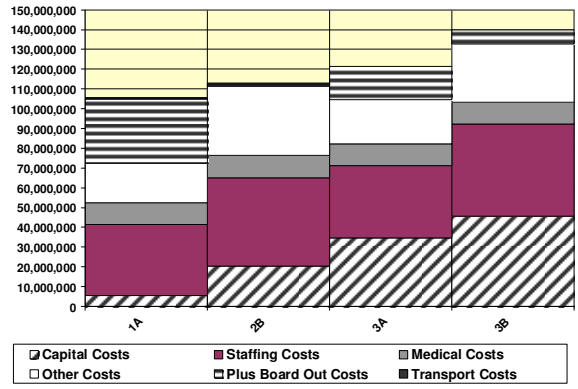
Figure VI-D12: Total 30-Year Costs for High/Low Projections and $55/$95 per Day Board Rates, Overton County



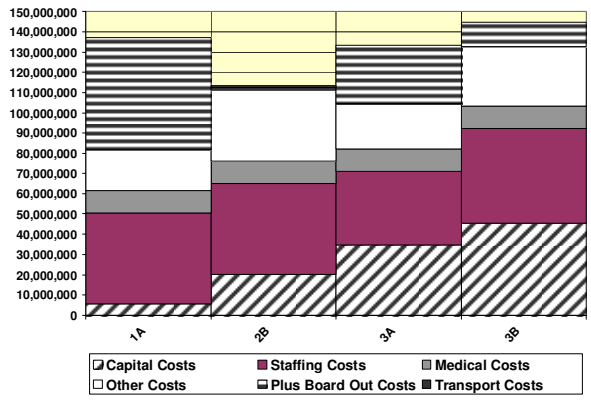
Low Projections, $55/ Day Board Rate (Low- Low)



Low Projections, $95/ Day Board Rate (Low/High)



High Projections, $55/ Day Board Rate (High/Low)



High Projections, $95/ Day Board Rate (High/High)

Projec-Tion	Board Cost	Total 30-Year Costs, Lowest to Highest			
		Lowest			Highest
Low	Low	1A	2B	3A	3B
Low	High	1A	2B	3A	3B
High	Low	1A	2B	3A	3B
High	High	2B	3A	1A	3B

Option 1A is the lowest cost alternative for all alternatives except the High/High option. The high projections require boarding a growing number of inmates as the current jail capacity is exhausted in 5 to 7 years. When the cost of boarding is also high, Option 1A becomes more expensive than option 2B.

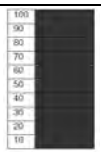
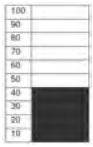
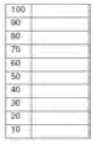
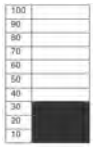
Section VIII of this report provides some suggestions for examining these findings, weighing priorities, and narrowing the number of alternatives that will be explored.

4. Pickett County

Pickett County has the lowest project inmate population of the four counties in this study. It also has a facility that is not practical to renovate, nor possible to expand. Therefore, some of the Pickett County options are more costly because they require replacing current spaces with new construction or adapting another building for jail uses.

Figure VI-D13 describes the four alternatives that were analyzed for Pickett County. Only Option 3A, the construction of a new 40-bed jail, would meet all housing needs for the county over the 30 year period.

Figure VI-D13: Alternative Approaches to Meet Jail Needs, Pickett County

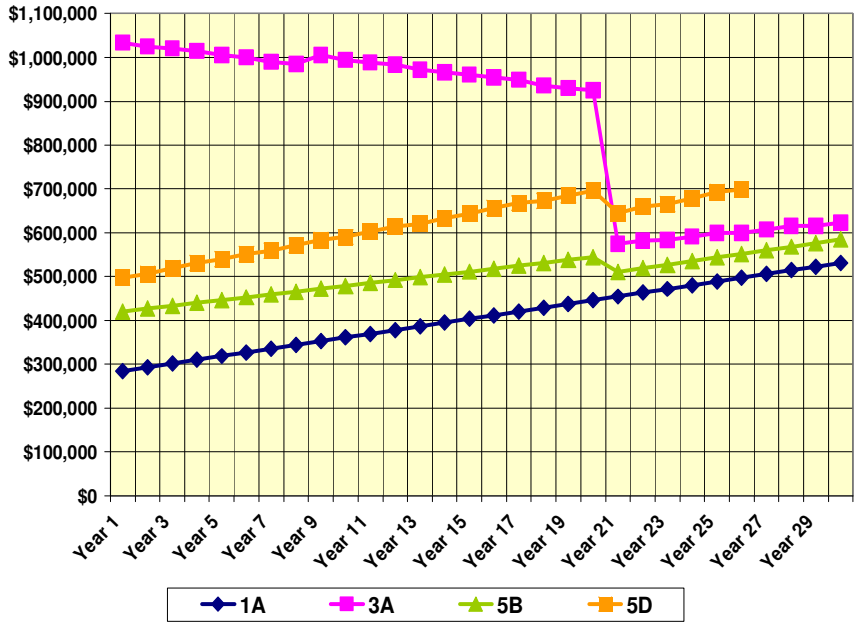
Alt.	Description	Number Of Beds			Percent Admits Stay in County	Percent Beds Stay In County	**Feasible (F)** **Not Feasible (NF)** **Partnership Required (P)**
		No Change	Renovated	New			
1A	No Change	**6**	**0**	**0**			**NF** **P**
3A	New 40-bed jail	0	0	40			**F**
5B	Build 12-hour lockup	0	0	0			**F** **P**
5D	Build 72-hour lockup and minimum security	0	0	7			**F** **P**

Construction costs for the options were:

- 3A, New 40 Bed Jail, $6,750,720
- 5B, 12-Hour Lockup, $804,480
- 5D, 72-Hour Lockup and Minimum Security, $1,124,480

The following pages present summary charts for the LCC findings.

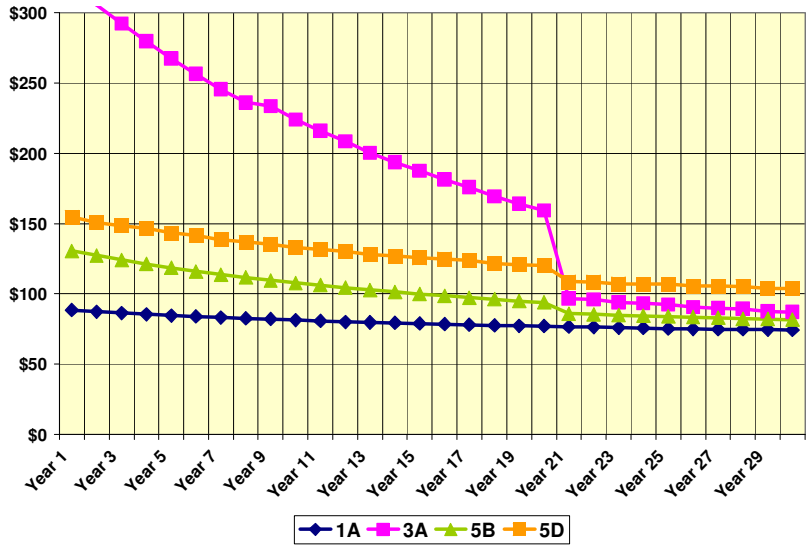
Figure VI-D14: Total Annual Costs by Option, Low Projections, $55/day Board Rate, Pickett County



KEY
1A No Change
2A Renovate as full service jail
2B Renovate and add on
3A New jail
3B New oversized jail
4A Renovate/ convert another building
5A No jail, no lockup
5B Renovate for 12-hour lockup
5C Renovate for 72-hour lockup
5D Renovate 72-hour lock-up and minimum security

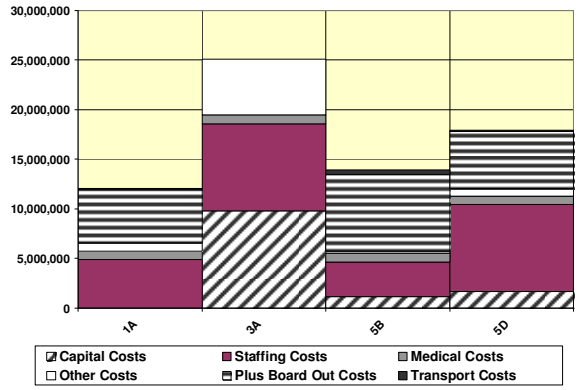
The No Change option is least expensive for every year, but it is also not a feasible option because of substandard conditions in the current facility. Option 5B, a 12-hour lockup is less costly than Option 5D because it is less expensive to construct. An all new jail is the highest cost option for the first 20 years.

Figure VI-D15: Average Daily Cost by Option, Low Projections, $55/day Board Rate, Pickett County

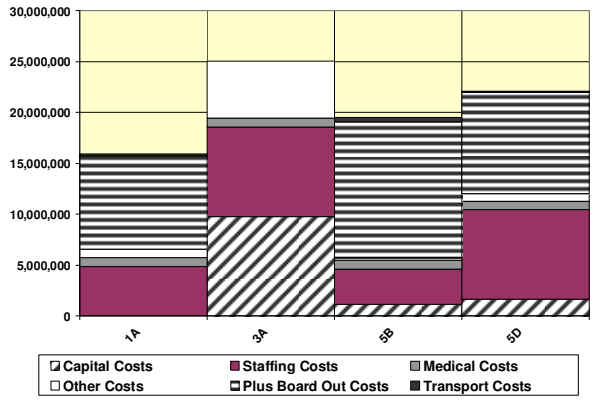


Cost per day follows a similar pattern compared to total annual costs. Figure VI-D16 shows the total 30-year costs for all options under varying scenarios.

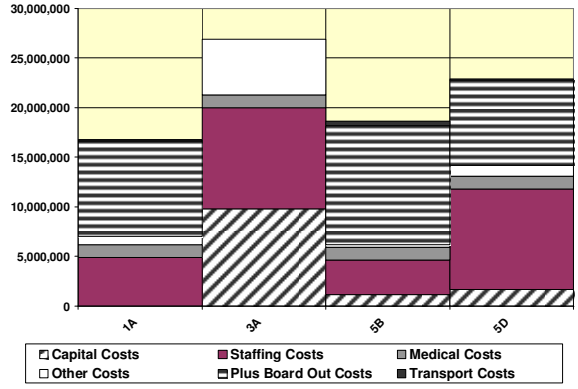
Figure VI-D16: Total 30-Year Costs for High/Low Projections and $55/$95 per Day Board Rates, Pickett County



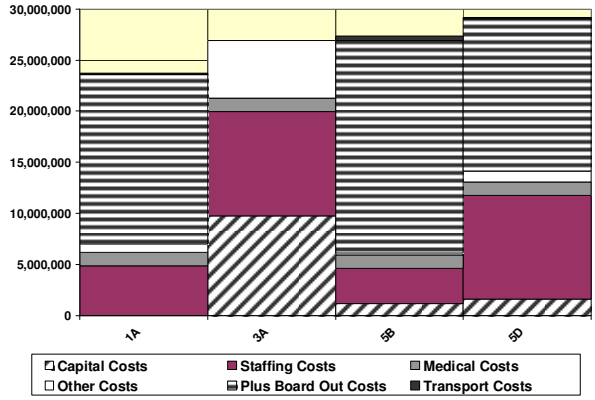
Low Projections, $55/ Day Board Rate (Low- Low)



Low Projections, $95/ Day Board Rate (Low/High)



High Projections, $55/ Day Board Rate (High/Low)



High Projections, $95/ Day Board Rate (High/High)

Projec-Tion	Board Cost	Total 30-Year Costs, Lowest to Highest			
		Lowest			Highest
Low	Low	1A	5B	5D	3A
Low	High	1A	5B	5D	3A
High	Low	1A	5B	5D	3A
High	High	1A	3A	5B	5D

Option 1A is the lowest cost alternative, but is not a viable option due to conditions in the current jail. When projections and board costs are high, a new jail becomes the least expensive option (when No Change is eliminated).

Section VIII of this report provides some suggestions for examining these findings, weighing priorities, and narrowing the number of alternatives that will be explored.

E. Regional Opportunities

Each county has at least one alternative that requires a partnership with another county for the provision of jail space. The characteristics that are used to classify regional jails were presented in Section VI-A. The primary characteristics are:

- Facility Owner
- Facility Operator
- Types of Jurisdictions
- Number of Facilities
- Type of Inmates Housed

Each county has at least one alternative that requires a partnership with another county.

Overton County currently operates as a de facto regional jail, with the following characteristics:

- Facility Owner—Overton County
- Facility Operator—Overton County
- Types of Jurisdictions Served
  a. Other counties (Clay, Fentress, Putnam, Pickett)
  b. State inmates
  c. Federal inmates
- Number of Facilities- 1
- Type of Inmates Housed- Both genders, all levels of security, special needs

The viability of partnerships will hinge on several factors:

- Costs per day for inmates
- Mechanism to control cost increases
- Guaranteed availability of needed beds
- Quality of the receiving jail's operations and facilities

Partnerships may take many forms, including the informal arrangements that currently exist between several counties.

Short-Term Contracts. The least costly partnerships will probably be found in contracts with other counties for the use of a portion of their jail space. Several counties in the region have excess jail beds that might be made available for the right price. Officials from the sending county would be wise, however, to negotiate agreements for as many years as possible to guarantee the availability of space and provide some stability to daily bed costs. This may be difficult because receiving counties will likely require more beds for their own inmates each year and will be hesitant to make agreements for very long.

These contracts are the easiest to negotiate because neither party is making a long commitment and costs are easier to estimate. In some cases, facility costs are not passed along to the sending county costs, as is the case with Overton County.

Mid-Term Contracts. If a sending county is able to find a jail that offers needed beds for a longer term, such as 10 years, a contract may be cost-effective and also provide some assurances about the availability and quality of beds. Such contracts may offer a good mid-term option, while the sending county positions itself for other potential partnerships as the needs of neighboring counties evolve.

These contracts are somewhat harder than the short-term contracts. The host county is more likely to seek facility depreciation costs due to the length of these agreements.

Overton County is a good candidate for a mid-term contract. With half of its beds currently available to receive boarders, and a projected slow rate of growth, it is possible that Overton County might be willing, for the right price and terms, to commit to a mid-term contract. Such contracts usually provide a set cost per bed, usually with an annual escalation clause. Some contracts establish a formula for setting daily costs each year, based on actual costs.

> Overton County is a good candidate for a mid-term contract.

Long-Term Contracts. Negotiating a long-term contract (over 10 years) usually requires finding a partner who is poised to replace or expand its jail. The sending county needs to get in on the ground floor of jail expansion in order to secure beds for a longer period. Long-term contracts exceed the supply of unused beds, such as those built to accommodate future local needs. Such contracts usually include consideration of facility debt service. Long-term contracts usually involve all parties in the planning process.

These contracts can be very challenging to negotiate. The length of commitment sometimes triggers the requirement for a local referendum for the partners who are sending inmates. Facility costs are usually passed along to the sending counties. It is difficult to estimate future needs and costs, making the development of the contract instrument more difficult.

Joint Ventures. Two or more jurisdictions may form a partnership to develop jail facilities. The format for such ventures may take many forms, which were described in Section V of this report. Joint ventures often involve joint ownership of facilities. In some instances, joint operation of facilities occurs. There are many forms of joint ventures and Tennessee law currently provides two avenues for developing a jail project.

> Joint ventures are the most difficult form of partnership to develop and sustain.

Joint ventures are the most difficult form of partnership to develop and sustain. Many projects have taken several years to develop. Many joint ventures never make it through the development process because of the difficulties encountered in the complex process of uniting two or more jurisdictions for a long-term partnership.

Case Studies. The scope and associated costs of developing a long-term regional partnership will not be known until the parties have made many initial decisions. For the purpose of this study, the construction and operating costs for regional jails of varied sizes have been modeled. This provides the counties with a better understanding of the range of costs that might be encountered.

The cost per bed for new jails usually decreases as the size of the jail increases. However, the *rate* of decrease declines as the size of the jail exceeds 200 beds. Estimated construction costs and cost per bed for three jails are shown in Figure VI-E1. The assumptions used to develop the estimates in Figure VI-E1 are the same as those used for all of the life cycle cost analyses in this study.

Figure VI-E1: Construction Costs and Costs per Bed

Capacity	Construction Cost	Cost per Bed
200 Beds	$30,003,200	$150,016
300 Beds	$43,879,680	$146,266
400 Beds	$57,006,080	$142,515

Significant construction cost savings may be realized by consolidating several small jails into a single larger facility. Figure VI-E2 provides an example, using the methodology and assumptions employed? for all of the life cycle costs in this study. The table compares the total cost (construction and interest) for a 200 bed facility, to the construction costs of building one 50 bed jail (Pickett) and two 75 bed jails (Clay and Fentress).

Figure VI-E2: Comparative Construction Costs, Small and Large Jail

	Construction and Financing Cost	Cost for Same Beds in 200 Bed Jail	Percent Savings
50 beds	$12,204,036	$10,848,032	12.5%
75 beds	$17,289,051	$16,272,048	6.2%
75 beds	$17,289,051	$16,272,048	6.2%
200 beds	$43,392,128		

Significant *construction* cost savings may be realized by consolidating several small jails into a single larger facility.

Staffing costs per bed also ease slightly as facility size increases.

Staffing costs per bed also ease slightly as facility size increases. The graph shown earlier in this report (Figure VI-C3), shows a modest decrease in staffing ratios for jails that exceed 200 beds. Figure VI-E3 presents the estimated staffing costs, and cost per bed, for the five sample facilities. The methodology used to calculate staffing levels and costs is the same used for all life cycle cost analyses in this report.

Figure VI-E3: Staffing Costs

	Staff Cost	Cost/bed	Cost/day
50 bed	$480,481	$9,610	$26.33
75 bed	$629,738	$8,397	$23.00
200 bed	$1,485,692	$7,428	$20.35
300 bed	$2,120,123	$7,067	$19.36
400 bed	$2,682,277	$6,706	$18.37

Total costs for each size jail have been calculated using the same methods and assumptions and are shown in figure VI-E4.

Figure VI-E4: Total Costs

	Total 30 Year Cost	30 Year Cost Per Bed	Aver Cost Per Bed Per Year	Average Cost Per Day Per Bed
50 Bed	$32,777,193	$655,544	$21,851	$59.87
75 Beds	$45,729,816	$609,731	$20,324	$55.68
200 Beds	$114,157,050	$570,785	$19,026	$52.13
300 Beds	$166,778,498	$555,928	$18,530	$50.77
400 Beds	$216,428,563	$541,071	$18,035	$49.41

Figure VI-E5 displays the total annual costs for all five jails.

Figure VI-E5: Annual Cost Per Year

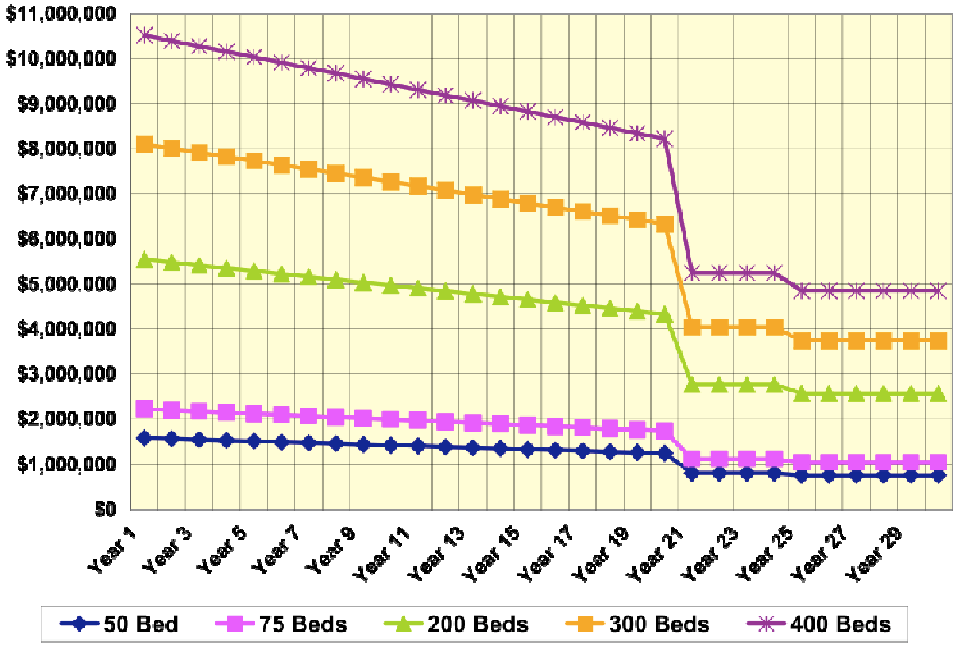
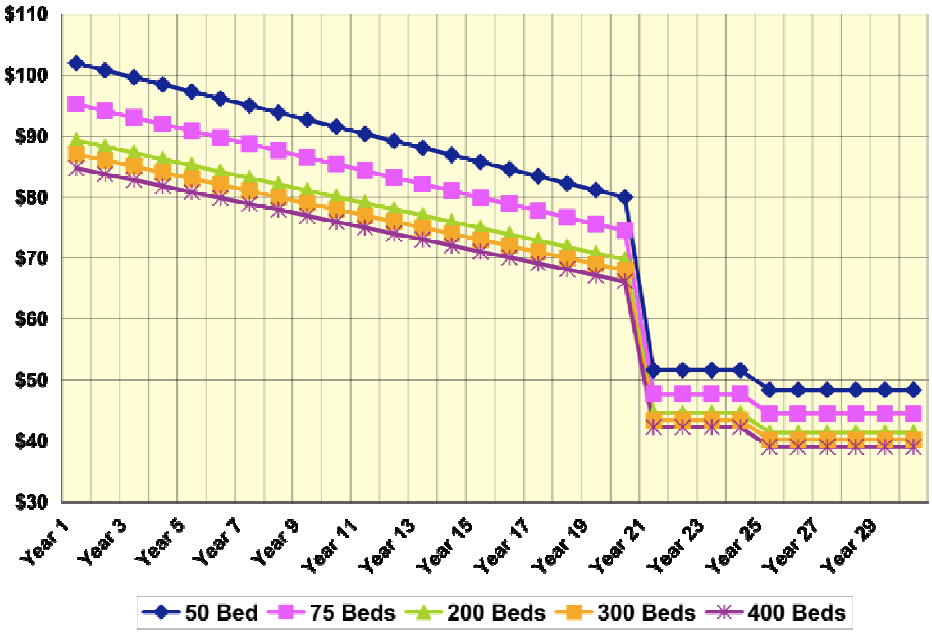


Figure VI-E6 presents the average cost per day by year. Note that a 200-bed facility begins at approximately $90 per day and drops to $80 per day at Year 10.

Figure VI-E6: Average Cost Per Day



F. Analyzing the Alternatives

The preceding pages have presented a lot of numbers. Policymakers should take time to analyze the findings and develop a course of action.

The outlook for the four counties is bleak, as suggested by Figure VI-F1. Overton County is the only jail with excess capacity that should be sufficient for another six to ten years. Using the low projection rate, the jail bed deficit could be over 110 beds in 10 years, and 185 beds in 20 years. If the high projections become reality, the total shortfall for the four jails would be more than 160 beds in 10 years.

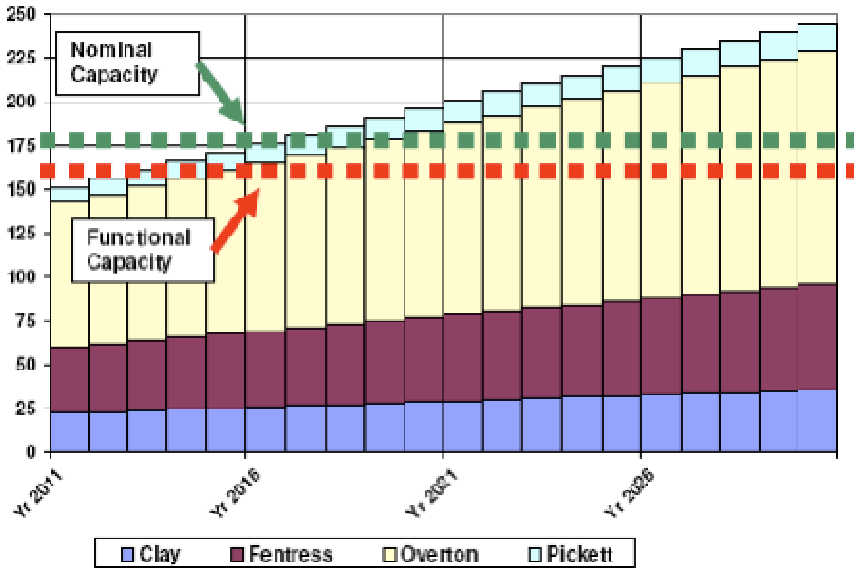
Figure VI-F1: Four-County Jail Capacity and Net Beds Using the Low Projections

	Clay	Fentress	Overton	Pickett	TOTAL
Nominal Jail Capacity	14	20	143	6	**183**
Functional Capacity*	12.6	18	128.7	5.4	**164.7**
Year 2010	-13.4	-25.3	43.0	-4.6	**-0.3**
Year 2020	-29.3	-52.2	-17.0	-12.3	**-110.7**
Year 2030	-39.7	-69.9	-57.0	-17.8	**-184.5**

* Functional Capacity is 90% of Nominal Capacity

The four-county situation is illustrated in Figure VI-F2.

Figure VI-F2: Total Bed Needs vs. Total Jail Capacity



Clearly, all four counties have, or will soon have, a growing shortfall of jail beds. The total 30-year costs for each alternative are presented in Figure VI-F3.

Figure VI-F3: Total 30-Year Costs (In $Millions) For Alternatives
Using the Low Projection and Low Board Rate
"P" Denotes the Need for a Partnership

ALTERNATIVE	Clay	Fentress	Overton	Pickett
1A No Change	~~$28.8 P~~	~~$41.4 P~~	$68.0	~~$12.2 P~~
2A Renovate as full service Jail	$29.6	$42.3		
2B Renovate and add on	$30.2		$100.1	
3A New jail	$32.8	$44.1	$102.0	$25.6
3B New oversized jail	$49.3 P	47.6 P	$129.0 P	
4A Renovate/convert another building to jail	$34.0			
5A No jail, no lockup	$24.8 P			
5B Renovate for 12-hour Lockup	$29.0 P	$43.8 P		$15.1 P
5C Renovate for 72-hour Lockup	$31.6 P			$18.9 P
5D Renovate for 72-hour lockup and minimum security inmates	$30.4 P	$41.5 P		

G. Factors That Make Regional Partnerships Less Costly

Two case studies make it easier to analyze the relative costs and savings for each county, and the dynamics of regional partnerships between these counties:

- 4 Counties Add on to Overton County Jail, Total 325 Beds
- 3 Counties Build New 175-Bed Jail (Overton not involved)

Figure VI-G1 presents the total 30-year costs for several prototypical new jails, the costs for new jails for each county, and the costs for two regional partnerships. The table also identifies the reduction in 30-year costs associated with closing one lockup and with leaving transportation to each county (no transportation system).

Figure VI-G1: Cost Comparisons for Two Regional Partnerships

	30 Yr Total (Millions)	Aver Cost Per Day	Comments
New Prototype Jails for Ref.			
50 Bed 90% full	$66.6	$135.26	Fully occupied and staffed
75 Beds 90% full	$93.0	$125.80	Fully occupied and staffed
200 90% Full	$232.1	$117.77	Fully occupied and staffed
300 90% Full	$339.1	$114.70	Fully occupied and staffed
400 90% Full	$440.1	$111.64	Fully occupied and staffed
New Individual Jails			
Clay New 50 Bed Jail	$32.8	$91.75	Phased growth in ADP
Fentress New 75 Bed Jail	$47.6	$79.54	Phased growth in ADP
Pickett New 40 Bed Jail	$25.6	$164.58	Phased growth in ADP
Overton New 325 Bed Jail	$102.0	$76.80	Phased growth in ADP
Total 4 Separate New Jails	**$208.1**	**$85.26**	Phased growth in ADP
Total 3 Separate New Jails	**$106.0**	**$95.38**	Phased growth in ADP
Regional Configurations			
3 Counties New 175 Bed Jail	$106.2	$95.56	Includes 2 lockups and central transport system
Overton No Change	$68.0	$51.20	Includes $4 mill debt service and $55/day board out cost
4 Counties Add 182 Beds to Overton for Total of 325	$169.4	$70.98	Includes 3 lockups and central transport system
Deductions			
Central Transport System	$10.4		Counties provide own transport
One lockup closed	$3.5		Transport on demand

The average cost per day for each option yields some interesting findings:

- New Prototypes, cost per day decreases as size increases, but not by a lot
- A new larger jail (200, 300, 400), even when kept full to its functional capacity, is still a costly venture because of high construction costs and incremental increases in staffing costs
- New Individual Jails, costs per day decreases as size increases but costs for Fentress (75 beds) and Overton (325 beds) are not far apart
- Cost for a 3 county regional jail is lower than a 200-bed prototype, because the phased growth in ADP lowers the annual costs for staffing, medical and other variable costs
- If Overton County continues without change, average cost per day will be very low, even with board costs in final years of 30 year life cycle
- A 4 County facility (adding on to Overton) yields a low cost per day even with the cost of three lockups and a regional transport system
- A Central transport system adds $10.4 million to 30 year total costs
- One lockup adds $3.5 million to 30 year total costs

Based on the two scenarios, several factors influence the potential savings:

1. Shorter distances from the regional jail would allow a partner to close its lockup and realize substantial savings

2. Fewer inmate admissions would allow a partner to do without a lockup, or to operate a lockup on an intermittent basis

3. Larger inmate populations yield lower costs per day, but incur higher annual costs

4. Reducing the number of 24-hour facilities in the region lowers total costs

A third scenario produced markedly different results with regard to the potential savings for the counties. This scenario would be implemented several years in the future, when Overton County needs to expand its current jail. Because of the high cost Overton County will incur to expand its jail,[11] long-term partnerships with one or more counties offer the prospect of savings for all of the parties. If Overton County Jail was in need of more jail beds when this feasibility study was conducted, cost savings would have been possible for all four counties.

[11] The current Overton County Jail was not designed to accommodate efficient expansion. The jail also lacks many central support spaces that should be added when the jail expands in the future.

The information and data provided in appendices A through D will help each county to explore variations on the options that have been analyzed here. Figure VI-G2 shows the annual admissions for Pickett County by time of day and day of the week.

Figure VI-G2: Time and Day of Admissions, Pickett County, 2009

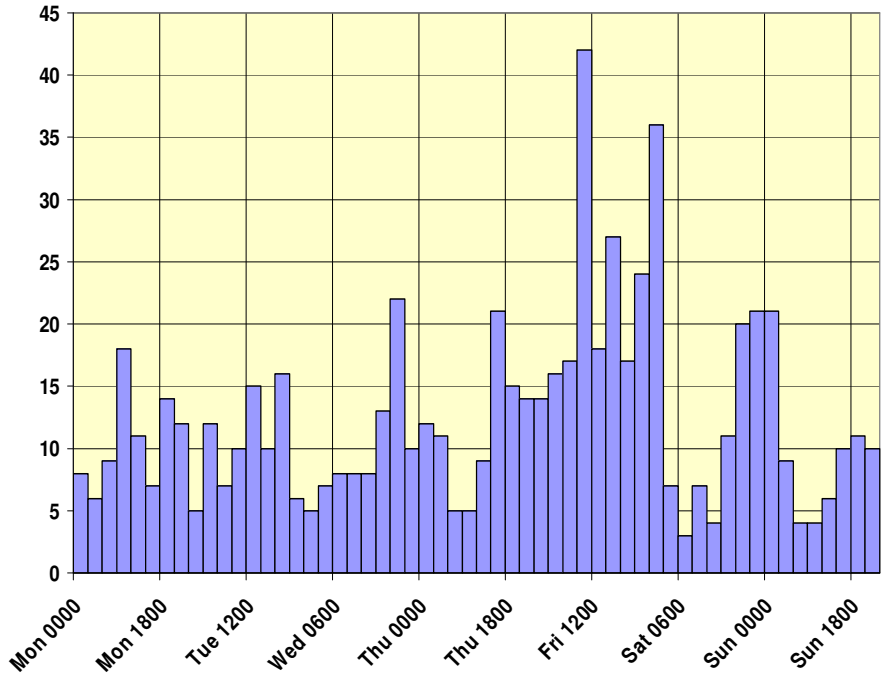


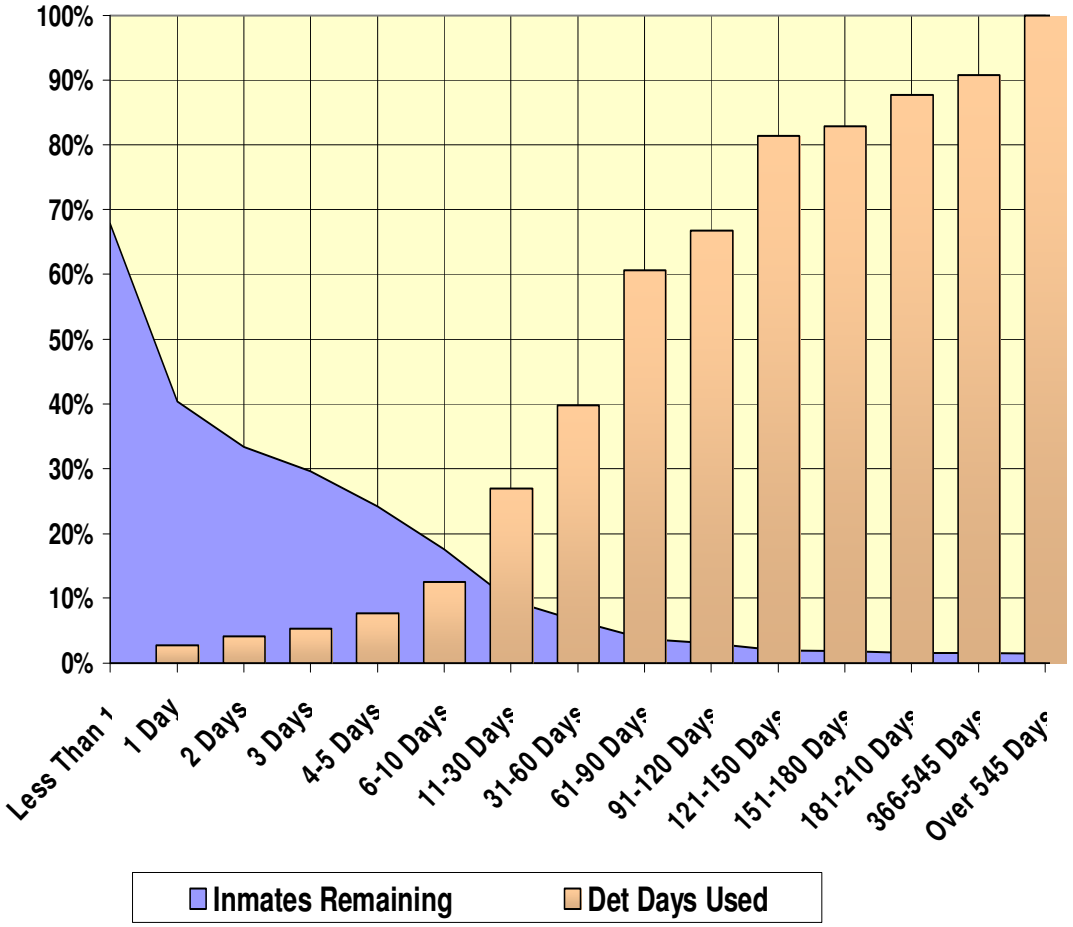
Figure VI-G2 shows peak and low days and times in terms of jail admissions. On Fridays, an average of 2.4 admissions could be expected between noon and midnight, making it expedient to have a short-term lockup during that time. Conversely, on an average Monday officials could expect to process one admission during the 24-hour period.

This suggests the feasibility of operating an *intermittent* lockup that would be staffed only when needed.

A review of the same information for Fentress County shows a volume of admissions that is four times greater than Pickett County, making a full-time lockup necessary.

Figure VI-G3 presents the length of stay profile for Fentress County, which provides another important source of information for planning purposes.

Figure VI-G3: Length of Stay Characteristics, Detentions Days And Admissions, Fentress County, 2009



The graph shows the relative impact on inmates who would require transport based on the length of stay. 68% of the inmates remain after less than one day, while only 30% are still in jail after 3 days. According to this data, a 72-hour lockup would intercept 70% of all persons admitted to the jail, reducing the need for transport to another facility.

The same graph tells officials that if all inmates who spend 10 days or less were to be kept in Fentress County, 12% of all detention days would be accommodated. If all persons spending 30 days or less were kept in the county, nearly 30% of all detention days would be housed locally. These findings are helpful when the county considers a hybrid facility, such as that described in Option 5D—a 72-hour, secure lockup and a residential component that would house approximately one-third of all inmates.

VII. EXPLORING PARTNERSHIPS

This section of the report examines several issues associated with exploring the viability of regional partnerships.

A. Other Counties

This feasibility study was limited to an analysis of four counties—Clay, Fentress, Overton and Pickett. As this report suggests, these four counties are not an ideal group of partners:

- Overton County does not have a compelling need to partner with another county because the current jail has sufficient space for the 10 or more years.
- Pickett County does not have a salvageable local jail, unlike Clay and Fentress counties. If Pickett County elects to have any secure or residential functions within the county, a new facility must be constructed or an existing facility must be converted.
- Fentress County is not in the same judicial district as the other three counties.
- The geography of the region makes Overton County a natural hub for the three other counties, but does not offer an efficient location if Overton County is not included in a regional partnership.

Each of the four counties should consider potential partnerships with other counties. These partnerships could take three forms:

1. Providing a long-term source of jail beds.
2. Needing jail beds to accommodate an overflow of local inmates.
3. Having a compelling immediate need to build a new jail or find a more efficient partnership.

Discussions with TCI and CTAS officials have identified several counties that might fit into one of the three preceding categories.

If other counties are considered, the data and information in the needs assessment reports should prove valuable to Clay, Fentress, Overton and Pickett counties. Potential partners should be encouraged to secure needs assessments that are comparable in scope and detail.

Each of the four counties should consider potential partnerships with other counties.

B. More Than One Judicial District

Fentress County is part of the 8th Judicial District, while Clay, Overton and Pickett counties are part of the 13th Judicial District.

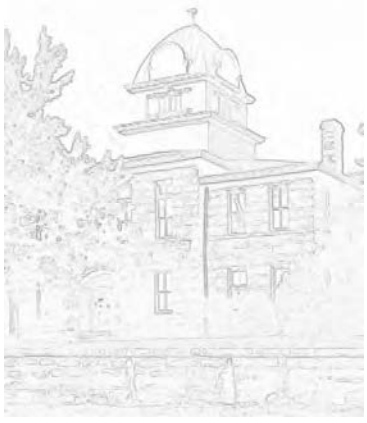
A county that is in a different judicial district than other partners in a regional jail will not be able to enjoy some of the efficiencies that the others will realize.

> Counties in the same judicial district will realize efficiencies.

Counties in the same judicial district will be able to:

- Coordinate court schedules more efficiently
- Execute documents efficiently
- Admit and release inmates more consistently because judicial districts have different policies, bail resources, forms and bail schedules
- Waive venues to expedite some judicial proceedings
- Participate in scheduled "discussion days" that bring prosecutors and defense attorneys together to review cases
- Conduct some proceedings in Overton County, which is one of the hubs for the district (Pickett County frequently transports an inmate to Overton County to see a judge rather than waiting for the next scheduled court day in Pickett County)
- Handle civil matters, such as child support and divorces, more efficiently

While being in a different judicial district does not preclude Fentress County from working with the other three counties, it will diminish some of the advantages that will be realized by the other partners. The use of technology, such as videoconferencing, will help reduce the inconvenience of being in a different district.



C. Funding

Tennessee statutes invest a great deal of authority in elected county officials when it comes to raising and expending funds. Each county in this study has the ability to enter into a binding, long-term agreement with other counties.

County officials are also authorized to raise construction funds by issuing bonds. Proposed bond issues must be publicized to county residents. If 10% of the residents who voted in the last election sign a petition seeking review of the bond decision, a county-wide referendum must be held. Apparently, this rarely happens.

Before county bonds may be issued, the state department of Finance and Administration must review the county finances and approve the bonds.

> **9-21-403. Budget approval required by state director of local finance. — (a)** In order for the fiscal affairs of a local government to be maintained on a cash basis, after the issuance of any interest-bearing notes as provided by this chapter, and in order that the current receipts of such local government shall be sufficient to meet current expenditures, an annual budget shall be required of the local government by the state director of local finance. The annual budget shall be prepared in a form consistent with accepted governmental standards and as approved by the state director of local finance.

All partners in a regional venture would have to secure approval for bonds in the same time frame for the project to move forward. All four counties are well situated to increase their bonded indebtedness. Current bonded indebtedness as of June 30, 2009 is shown below:

Clay	Capital Leases Payable	$ 49,599
	Other Loans Payable	$7,140,000
	Total	$7,189,599
Fentress	Notes Payable	$ 357,578
	Other Loans Payable	$ 7,981,000
	Capital Leases Payable	$ 36,762
	School Leases Payable	$ 1,950,000
	Total	$10,394,340
Overton	Notes Payable	$ 2,837,800
	Bonds Payable	$ 6,603,705
	Other Loans Payable	$ 60,400
	School Bonds Payable	$11,730,000
	Total	$21,231,905

Pickett County does not have any bonded indebtedness.

D. Transportation and Video Systems

Regional jails pose new challenges for member jurisdictions that close existing jails or lockups. Transporting to a regional jail and transporting inmates from the regional jail to court, medical appointments, and other activities outside of the jail often creates logistical challenges.

In some jurisdictions, initial transport to the regional jail is provided by the arresting agency and subsequent transport is provided by the regional jail. In other regional facilities, all transportation is provided by the facility. Figure VII-D1 identifies transportation practices in 30 regional jails.

Figure VII-D1: Inmate Transportation Practices

Facility Name	Inmate Transportation Provided By:				
	State	Regl Jail	Each partner	State	Other
South Fulton Municipal Regional Jail	GA		x		USMS
Mini-Cassia Criminal Justice	ID	x	x		
Kentuck River Regional Jail	KY	x			
Two Bridges Regional Jail	ME		x		
Northeast Regional Corrections Center	MN	x	x		
Northwest Regional Corrections Center	MN		x		
Daviess/DeKalb County Regional Jail	MO	x			
Bolivar County Regional Corr'l Facility	MS	x			
Stone County Regional Correctional Facility	MS	x		x	
Winston-Choctaw County Regional Correctional Facility	MS			x	
Missoula County Detention Facility	MT	x			
Southwest Multi-County Correction Center	ND	x			Fed
Corrections Center of Northwest Ohio	OH	x			
Multi-County Correctional Center	OH	x			
Tri-County Regional Jail	OH	x	x		
Blue Ridge Regional Jail Authority	VA	x			
Central Virginia Regional Jail	VA	x	x		
Hampton Roads Regional Jail	VA	x			
Middle Peninsula Regional Security Center	VA	x			
Northwestern Regional Adult Detention Center	VA	x			
Pamunkey Regional Jail	VA	x			
Peumansend Creek Regional Jail	VA		x		
Rappahannock Regional Jail	VA	x			
Riverside Regional Jail	VA	x			
Southside Regional Jail	VA	x			
Southwest Virginia Regional Jail Authority (4 facilities)	VA	x			
Virginia Peninsula Regional Jail	VA	x			
Chelan County Regional Justice Center	WA	x			

The most cost-efficient transportation systems are found in regional jails that schedule transports to member jurisdictions on a pre-arranged schedule. The Corrections Center of Northwest Ohio (CCNO) has found that scheduling two circuits each day provides an efficient response to inmate transportation needs. Member jurisdictions work with local officials to schedule the timing of inmate proceedings and appointments in an effort to streamline the process.

The most cost-efficient transportation systems are found in regional jails that schedule transports to member jurisdictions on a pre-arranged schedule.

In some small jurisdictions, it is possible to transport inmates to and from the regional jail on a demand/response basis. Arrestees are transported after being processed at the local police or sheriff's office. Inmates are brought back for court as needed. In Pickett County, for example, court is not held every day, easing the need for transports.

Transportation demands and scheduling are affected by the availability of local short-term detention facilities. A holding area in a courthouse, for example, provides a staging area for inmates who are coming from the jail, and for those who are heading to the jail after their proceedings.

Short-term detention facilities are defined by Tennessee jail standards:

- Adult jails or workhouses which house inmates for over seventy-two (72) hours are considered Type I;
- Adult jails which house prisoners for no more than seventy-two (72) hours are considered Type II;
- Adult jails which house inmates for no more than twelve (12) hours are considered Type III.

A local jurisdiction that has a Type II lockup (72 hours or less) has more flexibility when it comes to the timing of transports to and from the regional facility. In some instances, an inmate might be held overnight to avoid calling for a special transport.

Video Technology

Most regional jails reported using various types of video conferencing systems to reduce the need to transport inmates to court for arraignment, bail review and other proceedings. Specific uses vary based on limits that are placed on video use by the courts, and in some instances, limits placed by individual judges.

Several types of proceedings or events may be facilitated using video technology, including:

- Court proceedings (initial appearance, bail review, other proceedings as approved by the courts)
- Civil proceedings
- Pretrial motions
- Defendant financial interviews
- Cross-jurisdictional proceedings
- Prisoner litigation
- Contact with attorneys
- Telemedicine
- Telepsychiatry
- Probation and parole hearings
- Depositions
- Education and training (staff and inmates)
- Visitation with family and friends

Some video systems use the Internet, allowing lawyers to communicate with their clients from their offices. Video visitation systems provide flexibility and efficiency for family and friends, especially when visiting stations are provided in various locations in the local community. The Pennsylvania Prison Society allows family members to come to its offices and have video visits with their relatives in prison.

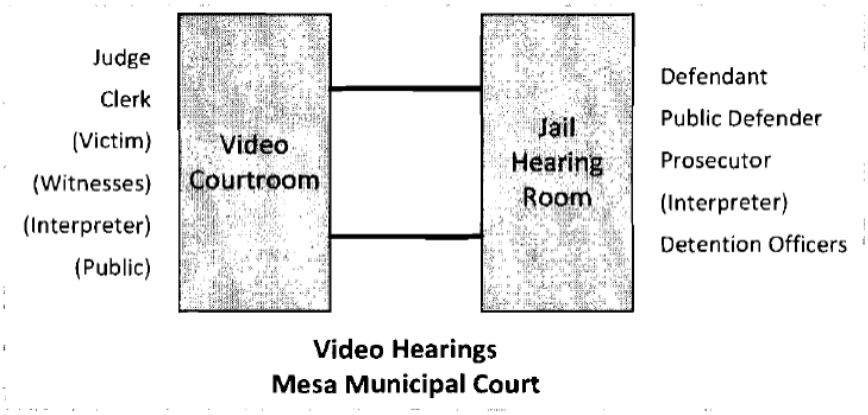
Many jurisdictions use video technology to improve safety and security, not just for potential cost savings.

Most jurisdictions continue to wrestle with the logistics of handling paper copies of documents. Fax machines and scanners are used in many instances, although it is not unusual to have some documents carried from one location to another.

Figure VII-D2 provides a diagram of video hearing arrangements in the Mesa, Arizona, municipal court. The National Center for State Courts (NCSC) developed this diagram and other resources as part of an evaluation of the Mesa system.

A video system that would serve a regional jail will require careful planning and design. The specific characteristics of the system will vary based on the numbers and types of locations to be involved, budget considerations and the willingness of stakeholders to find ways to make appropriate use of the technology.

Figure VII-D2: Mesa, Arizona, Video Hearing Diagram



Some of the questions that need to be considered when developing a regional system include:

- How many sites must communicate?
- How frequently will the equipment be used for each application?
- How many people will appear on camera at each site?
- Does each video participant need to see all other participants?
- Will the proceeding be recorded?
- What network options do local carriers offer?
- What is the cost of one-time equipment purchases?
- What are the recurring expenses?
- Is the application being considered currently permitted by statute and/or case law?

Interviews with criminal justice officials in the four counties revealed interest in expanding the use of video technology to improve safety, security and efficiency. The stakeholders will have to work together to develop policies to guide the expansion of this technology.

E. Next Steps for the Four Counties

Moving forward with jail solutions begins with officials in each county examining the findings and information from this study and outlining a plan of action.

There are no easy answers for any of the counties involved with this study. Even Overton County, with a surplus of 11-year-old jail beds, will likely be facing the need to expand in the next 10 years. The high costs of construction, coupled with the low level of current jail expenditures, will result in substantial cost increases for each county.

Each county faces a challenge that is complicated by a constellation of conditions:

Clay County

- Outmoded jail that is difficult to maintain
- Jail design that will frustrate renovation efforts
- Little room on site to expand
- Growing demand for jail beds
- Low tax base ($.01 raises $10,458)

Fentress County

- Outmoded jail that is difficult to maintain
- Cramped site allowing no room for expansion
- Jail design and construction that will be difficult to renovate
- Fast-growing demand for jail beds

Overton County

- Jail design that is missing key spaces for services and programs
- Jail design and site will make expansion difficult and costly
- Fastest growing jail population that may exceed capacity in ten years

Pickett County

- Jail facility that is impossible to renovate or expand
- Any jail or lockup improvements will have to be new construction on a new site, or conversion of another structure
- Low tax base ($.01 raises $11,758)
- Growing demand for jail beds

While costs are a major consideration, counties have identified other factors that should go into the jail decision. These include:

- Control of costs over time
- Availability of sufficient beds
- Control of quality of settings and services
- Flexibility to meet changing challenges and demands
- Location issues
- Ability to provide programs
- Impact on the local economy
- Impact on current employees
- Timing
- Life expectancy of systems (for reuse of existing buildings)

Some fundamental issues may turn out to be threshold issues that limit consideration of some of the alternatives. Some counties are reluctant to enter into partnerships and prefer to "go it alone." If that is the case for any of the four counties in this study, it will foreclose many of the alternatives.

In some counties, the cost order of the alternatives changes based on the level of future inmate bed needs (low or high projections) and the cost for boarding out ($55, $95). Officials should attempt to reach agreement about these two issues at the outset:

1. Will the demand for jail beds in the county continue to increase at the rate identified from analysis of past jail use (low projections) or are there factors that prompt officials to believe that jail use rates will increase faster?

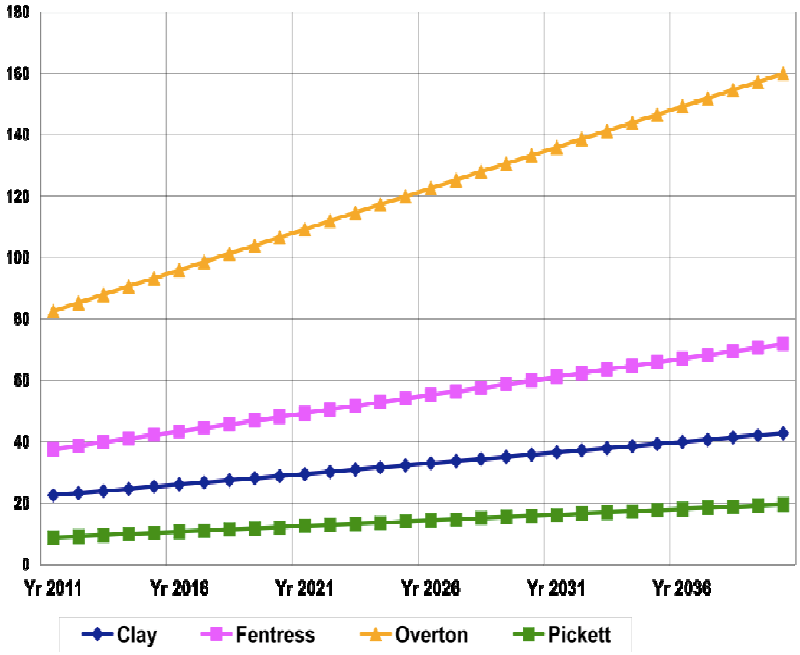
2. Will boarding costs increase, and if so, how fast? The current rate of $35/day is artificially low and does not reflect the value of jail beds in some jails (such as Overton). Jail board rates are a function of the "market" and will increase if supply is reduced. The consultants believe the base cost for boarding is $55/day (low rate) and that it could be as much as $95/day (high rate.)[12]

If local officials have strong hunches about bed demand and/or boarding costs, these opinions will help focus on which set of life cycle cost analyses to apply.

Figure VII-E1 displays the "low" projections for each of the counties for the next 30 years. The "high" projections are 50% more than the ones in the graph.

[12] Note that the daily rate for the first years of a new 200-bed jail is approximately $90/day, using current regional pay scales (which are low compared to other states).

Figure VII-E1: Projected Average Daily Jail Population (ADP)



Some counties may wish to look at staged responses to their future jail needs. At this time, Overton County does not have strong incentives to expand their jail, but in about 10 years (or possibly less) Overton County will be faced with the need to expand and may be more interested in regional jail opportunities. One of the other counties might choose to pursue an option for the next 10 years without foreclosing future regional collaboration.

Policies First

During the course of this study, the consultants discussed several policy issues with county officials. Moving forward to solve jail problems will require a concerted effort to focus stakeholders on specific policies that will guide the planning process. To accomplish this, a series of tasks must be accomplished:

1. Determine who will be involved in the planning process and have a voice in setting policies. (Participatory planning, which brings the wide array of stakeholders into the process, has proven effective for jail planning.)

2. Develop a concise statement of principles that reflect local values. For example, principles might be “find the most cost efficient solution” and “consider the full range of options before acting” or “building flexibility and expandability into any course of action.” Some counties have articulated some core values such as being “fair” and “just.” These principles will come into play throughout the planning process.

3. Agree upon the role of the jail in the local criminal justice system. What should the jail "accomplish?" Who should be in jail and for how long? What should inmates be doing while in jail? During the study, officials in the counties articulated some good starting points:

    - Role of Jail
        - Ensure inmates appear for all court proceedings
        - Punish offenders
        - Protect staff, inmates and the public
        - "Affect" inmates (change behavior)
        - Rehabilitate
        - Have inmates contribute toward their costs and community
        - Instill a work ethic or at least develop work habits
        - Deter future criminal behavior
        - Use time in jail, make it valuable

4. Explore opportunities to change the demand for jail beds by implementing new policies and practices. Decide if the county will take a proactive role in shaping the future jail population.

5. If a proactive approach is to be taken:

    a. Identify specific policies and practices and calculate their potential impact on future needs.
    b. Estimate the costs of implementing the new policies and practices and compare those to the potential jail savings.
    c. Select specific policies and practices to be implemented and adjust project jail needs to reflect the impact.

6. Reach agreement on the specific nature of jail problems and needs.

7. Identify and explore all potential solutions—or solution sets—to meet future jail needs and correct current deficiencies.

8. Identify the specific criteria to be used to evaluate potential solutions and assign weighted values so that solutions may be objectively "scored" to determine the extent to which priorities are met.

9. Select a primary course of action and take steps to implement it.

10. If the solution requires partnerships with other jurisdictions, identify prospective partners and set up meeting(s) to explore partnerships in principle.

11. If one or more potential partners are interested in collaborating, establish a clear understanding of what a partnership must accomplish for your county so that it

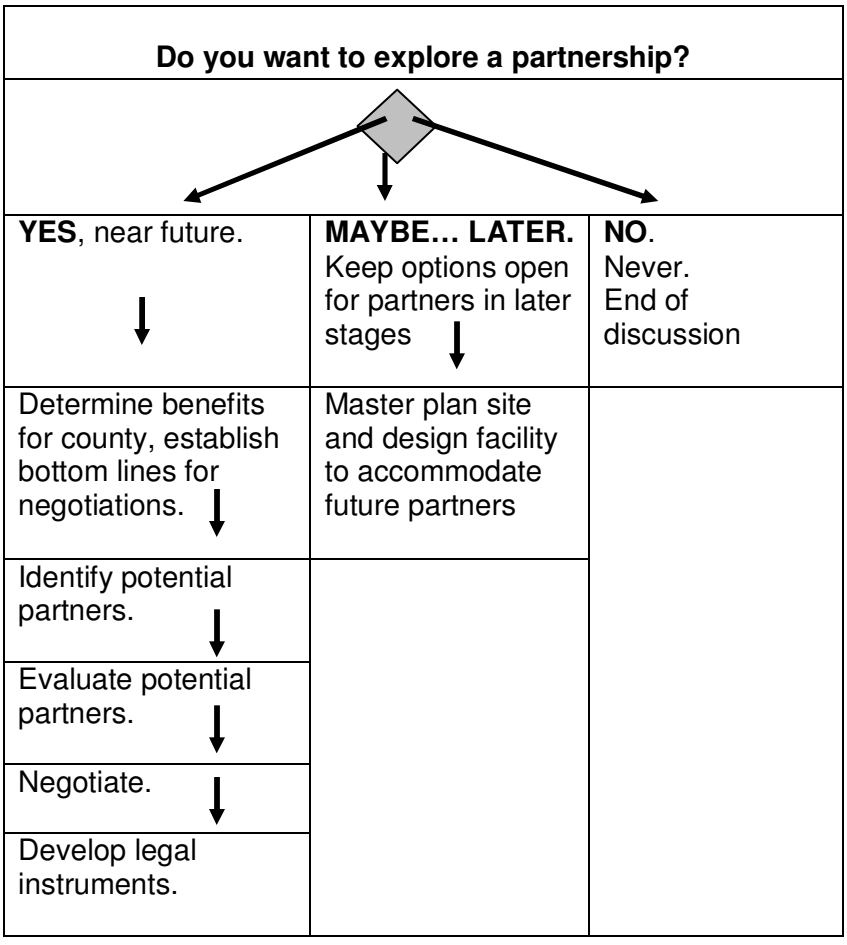
may be used to guide further discussions, and if necessary, end discussions when it becomes clear that agreement will not be possible.

12. Continue with the "Total Systems Planning" tasks as described by the National Institute of Corrections' (NIC) "Planning of New Institutions (PONI) program.

The nature and timing of these steps will necessarily vary with each county. It is important to provide enough time and to dedicate sufficient resources to the planning and development process.

Figure VII-E2 provides a rudimentary decision tree that was developed for several Michigan counties who wanted to decide that *some* form of partnership is desirable—or is at least worth exploring.

Figure VII-E2: To Partner or Not to Partner?



Section V of this report provides a wealth of information about the nature of regional jail partnerships that will be helpful in this process.

F. Facilitating Joint Discussions

As each county moves forward with local steps and discussions, it is possible that groups of two or more counties may need to meet to discuss potential partnerships.

These discussions should start with basic principles and values that each potential partner brings to the table. Experience in other states has shown that regional jail partners must be very compatible from the beginning.

It is advisable to have a neutral facilitator assist with these meetings. This will help the parties to stay focused and to be clear in their deliberations. The facilitator should establish a concise agenda for each meeting, identifying the issues to be discussed.

The national survey of regional jails identified many failed initiatives. Some of these were in the discussion phase for several years before one or more “dealbreaker” emerged. The consultants suggest that there are three primary issues that must be satisfied if a partnership is to move forward:

1. Where will facility(s) be located?
2. Who will have control of policies and decisions?
3. How will costs be apportioned to the partners?

These issues and other threshold topics should be brought to the group as early in the process as possible to prevent parties from wasting time, money and opportunities.

APPENDICES

A. Clay County Jail Needs Assessment

B. Fentress County Jail Needs Assessment

C. Overton County Jail Needs Assessment

D. Pickett County Jail Needs Assessment

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APPENDIX A

Clay County Needs Assessment

Additional information for Clay County is provided in several sections of the full report:

- Section III.E reviews standards compliance issues for each of the four counties (Page 32).
- Section III.F (P. 37) reviews litigation involving the counties.
- Section III.G (P. 48) examines jail programs and services.
- Section III.H (P. 51) describes a range of alternatives to jail.
- Section VI.B (P. 102) presents specific alternatives for each county.
- Section VI.D (P. 109) presents 30-year cost analyses for Clay County.
- Section VI.E (Page 125) identifies the opportunities for regional partnerships for the four counties.
- Section VI.F (Page 129) analyzes regional options.
- Section VI. G (Page 132) identifies factors that affect costs.
- Section VII. (Page 135) explores regional options available to the counties.

APPENDIX A: CLAY COUNTY

JAIL NEEDS ASSESSMENT

I. EXECUTIVE SUMMARY

The Clay County jail is outdated, in very poor repair, and is insufficient to meet current needs.

A financial analysis of Clay County's jail costs found that:

- Clay County's annual jail operating costs have steadily increased between FY 06 and FY 09 from $267,650 to $432,713-- a 61.7 percent increase.
- Clay County's average annual inmate medical cost for the five-year period is $25,299, or $3.04 per inmate per day.
- Clay County's Average Daily Cost per Inmate has varied over the five-year period, from $47.61 in FY 2008 to $33.24 in FY 2009. The average daily cost for FY 05 through FY 09 is $42.69.
- Total jail costs increased from $415,758 in FY 2008 to $432,713 in FY 2009. The decrease in Average Daily Cost per Inmate in FY 2009 was caused by a marked increase in the number of inmates housed, not by a decrease in overall spending.
- Clay County has been paying other counties to house inmates for the past three fiscal years. The amount has increased from $9,131 in FY 07 to $30,675 in FY 09—236% increase.
- In spite of crowding, Clay County continues to house state prisoners for a fee. The county received $150,500 in board fees in FY'09, representing an average of 11.8 state inmates on an average day.

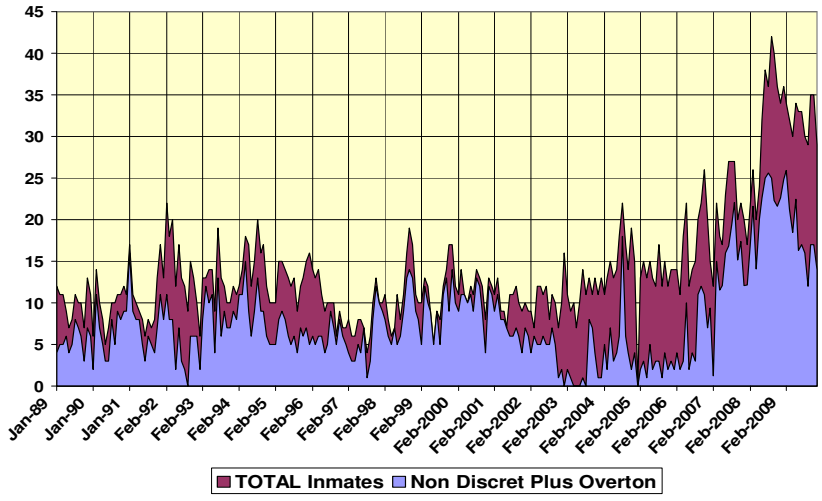
The jail facility is certified to house 14 inmates, but regularly houses 20 inmates and has housed as many as 34 inmates. Many deficiencies were identified:

- Physical provisions for jail security are inadequate in several ways. There is no secure central control room. There are no secure vestibules. Doors and locking equipment are often inadequate for their purposes.
- Inmates are often brought to, and through, non-secure areas for booking, visitation, transport, and access to programs.
- The housing area is the only secure portion of the facility that controls inmate movement by means of a secure perimeter.
- None of the spaces used for admission and release of inmates are secure.
- The interior construction and finishes are similar to commercial occupancies rather than jail occupancy.
- Only three cells have functioning locks.
- The housing configuration provides limited opportunities to group and separate inmates according to a classification plan.

- The facility provides very little room for inmate services and programs. There is no multi-purpose room for programs such as education, counseling, substance abuse treatment, and religious services. Religious services are provided in the cell block. GED classes are provided in the search/changing room in the intake area.
- No designated exercise or recreation space is provided inside the facility.
- No secure designated area is provided outside for recreation.
- No space is provided within the jail for medical facilities.
- The jail kitchen is not designed nor equipped for commercial or institutional use.
- Food storage is minimal, limiting the opportunity to buy food in bulk.
- The inmate housing area design and condition makes it difficult to adapt for continued use. The current jail layout cannot easily be adapted to provide a physically secure facility. The site provides little room to meet current and future needs.

Jail occupancy fluctuates markedly from month to month. From 1989 to 2005 the jail population ranged between 5 and 20 inmates. In 2006 the jail population started a steep and steady climb, reaching over 40 inmates in 2008. Figure I-1 illustrates the ups and downs of the jail population. It also identifies the non-discretionary inmates, who must be housed by the county.

Figure I-1: Non-Discretionary and Total Jail Population, 1989 - 2009



Attachment C of the needs assessment presents tables and graphs that were generated by the analysis of 844 inmates, representing all inmates admitted to the Clay County Jail from December 2008 to December 2009. These inmates spent a total of 8,258 days in the jail. The overall average length of stay (ALOS) was 9.8 days. Female inmates accounted for 31.2% of all admissions, but only 24.1% of the detention days. Male inmates had an average length of stay of 10.7 days while females stayed for an average of 7.7 days.

51.2% of all inmates admitted to the jail are released in less than one day. 0.4% of all inmates spend over 240 days in jail, but they occupy 12.7% of the jail beds.

II. METHODOLOGY

This jail needs assessment was developed for Clay County as one of the first products for the regional jail feasibility study that was funded by the Tennessee Legislature. Separate reports have been developed for Fentress, Pickett, and Overton Counties. The study was administered by the Tennessee Advisory Commission on Intergovernmental Relations (TACIR). Assistance was provided by the University of Tennessee, County Technical Assistance Service (CTAS), and the Tennessee Corrections Institute (TCI).

The study was implemented by CRS, Inc., a non-profit organization based in Gettysburg, Pennsylvania. The consultant team is headed by Rod Miller, who founded CRS 38 years ago. Subcontracts with two organizations, SMRT Inc. and BPR, LLC, provided additional professional services.

The regional jail feasibility study started with the identification of jail needs for each county. Partnerships between counties may not be fully evaluated unless each county has a clear understanding of the full range of options to meet long term jail needs. To that end, the consultant team worked with each county separately from the outset. This study identified potential partnerships when they emerged from a thorough review of the full range of solutions to jail needs for *each* county. Each partner in a regional venture must have a clear understanding of the benefits that are sought, providing momentum to work through the development process.

Additional information for Clay County is provided in several sections of the full report:

- Section III.E reviews standards compliance issues for each of the four counties (Page 32).
- Section III.F (P. 37) reviews litigation involving the counties.
- Section III.G (P. 48) examines jail programs and services.
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- Section VII. (Page 135) explores regional options available to the counties.

Readers are encouraged to examine the summary report to help put this needs assessment in the broader context of the regional jail feasibility study.

III. CLAY COUNTY DEMOGRAPHIC PROFILE

The following tables and charts provide selected demographic data that is relevant to this study. In some counties, changes in the jail population correlate to changes in the general population. The projected population of the State of Tennessee will increase from the 2000 census level of 5,689,283 to a projected 2030 population of 7,397,302 or a 30.02 percent increase. In comparison, Clay County's population is projected to increase only 2.58 percent over the same 30-year period-- from 7,976 to 8,182.

Several other demographic indicators are usually relevant to jail populations. These include age, income, and level of education. Nationwide, inmate population tends to fall within the 18 to 35 age group; they are less educated than the general population, and more likely associated with lower income households.

Figure III.1: Selected Demographic Information

	Tennessee	Clay County	County Ranking of 95 Counties
• **County Population Percentages by Age Bracket**			
2000 Census			
under 18	24.6%	21.5%	87th
18-24	9.6%	7.9%	76th
25-44	30.2%	27.4%	76th
45-64	23.2%	27.6%	3rd
65 & over	12.4%	15.7%	19th
• **Adult & Post-secondary Education**			
2000 Census			
Percent w/HS diploma (or equivalent) or better	75.9%	58.4%	89th
• **Per Capita Personal Income - 2006**	$32,172	$21,825	81st
• **Median Household Income - 2007**	$42,389	$27,428	92nd
• **Poverty Rate - 2007**	15.8%	23.3%	88th

Source: TACIR County Profiles

As Figure III.1 shows (County Population Percentages by Age Bracket), Clay County's population is only slightly older than the state average. The under 18, the 18-24, and the 25-44 age brackets are less than 3 percentage points below the state average, while the 45-64 and the 65 and over age brackets are less than 4 percentage points higher.

The variations between state and county population levels of education, per capita income, and median household income are much greater. According to the 2000 census, the county's percentage of population with a high school degree or better is 17% less than the state average.

Based upon the 2006 and the 2007 estimates, per capita income in Clay County is $21,825 compared to the state average of $32,172. Median household income for the county is $27,428 compared to the state's $42,389. The county's per capita income is 32.2 percent lower than the state average and the median household income is 35.3 percent lower. Clay County ranks 81st of Tennessee's 95 counties in per capita income and 92nd in median household income.

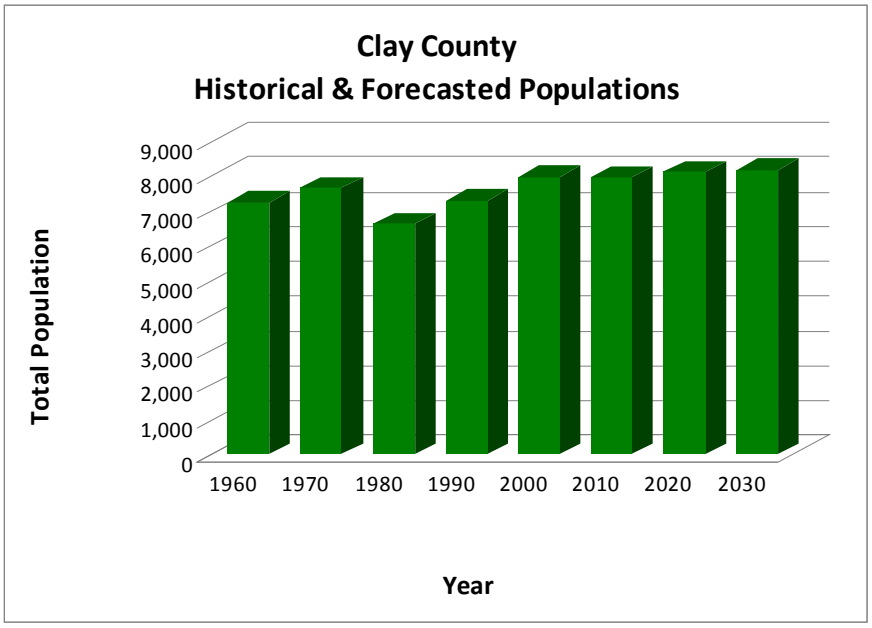
Figure III.2 describes Clay County's historical general population and provides estimates of changes in the next twenty years.

Figure III.2: Clay County Population, Past and Projected

									2000-2030 Projected Growth	
Year	1960	1970	1980	1990	2000	2010	2020	2030	% Inc.	Net Inc.
Clay	7,238	7,676	6,624	7,289	7,976	7,969	8,097	8,182	2.58%	206

Figure III.3 illustrates the changes in the county population, including the growth experienced between 1980 and 2000.

Figure III.3: Clay County Population: 1960 – 2030



IV. FINANCIAL ANALYSIS

Tennessee counties are required to submit a "Financial Cost Settlement" to the State Department of Corrections in order to recoup costs for housing State inmates. The form is quite thorough in detailing the actual and prorated costs associated with maintaining and operating a county jail. The form uses the State and local governments' fiscal year beginning July 1st and ending June 30th. Some costs are not considered by the State, including inpatient hospitalization, cost of misdemeanants, or cost of programs and activities such as GED, DUI, and probation programs, although counties periodically receive grants for programs, such as litter pick-up projects, and special needs, such as breathalyzers. These periodic grants are also not included in the determination of annual operating costs for the purposes of State reimbursement.

Prorated costs are those costs incurred by the sheriff's department or the county that represent only a portion of the costs that can be attributed to operating and maintaining the detention facility. Typically those costs include items such as insurance, vehicular fleet maintenance, and office supplies.

The consultant team interviewed county finance and sheriff's department personnel to determine the accuracy of the prorated costs that have been reported to the State. This review was necessary because the proration schedules required by the State do not always reflect a county's actual circumstances. For example, most counties report a ten percent allocation of vehicular costs and fuel costs to the operation of the jail. This allocation is inaccurate (low) in counties that are transporting a significant portion of their inmate population to other counties for housing.

The consultants also compared the Financial Costs Settlement figures to the County Audit Report that is submitted to the Tennessee Comptroller of the Treasury, to ensure accuracy and to verify inclusion of allowable costs.

The initial financial analysis calculates the Average Daily Cost per Inmate. This cost is determined by dividing the County jails' annual net operating cost by the total number of inmates held each day for the fiscal year. This calculation is important for many counties because the State only reimburses at the rate of $35 per day for its inmates. Some counties that accept boarders from other counties have also adopted this daily rate.

The following tables and graphs describe various characteristics of Clay County's annual jail operating costs for the five fiscal years ending June 2009.

Figure IV.1 describes the County's total annual operating costs as well as the grouping of costs by categories utilized by the State in the County's "Financial Cost Settlement" report. While the categories are self-explanatory, it should be noted that the indirect cost figure is 2 percent of all other annual costs, which is not based on actual costs.

Figure IV.1: Jail Operating Costs, FY 05 – FY 09

	FY 05	FY 06	FY 07	FY 08	FY 09
Direct Costs - Personnel	$144,903	$153,471	$186,724	$220,639	$229,650
Other Direct Costs	$112,652	$87,242	$95,053	$114,081	$128,609
Prorated Direct Costs – Contract Services	$17,014	$21,689	$36,210	$72,886	$65,969
Equipment Costs	$0	$0	$0	$0	$0
Building Depreciation	$0	$0	$0	$0	$0
Indirect Costs	$5,491	$5,248	$6,360	$8,152	$8,485
Total	$280,060	$267,650	$324,347	$415,758	$432,713

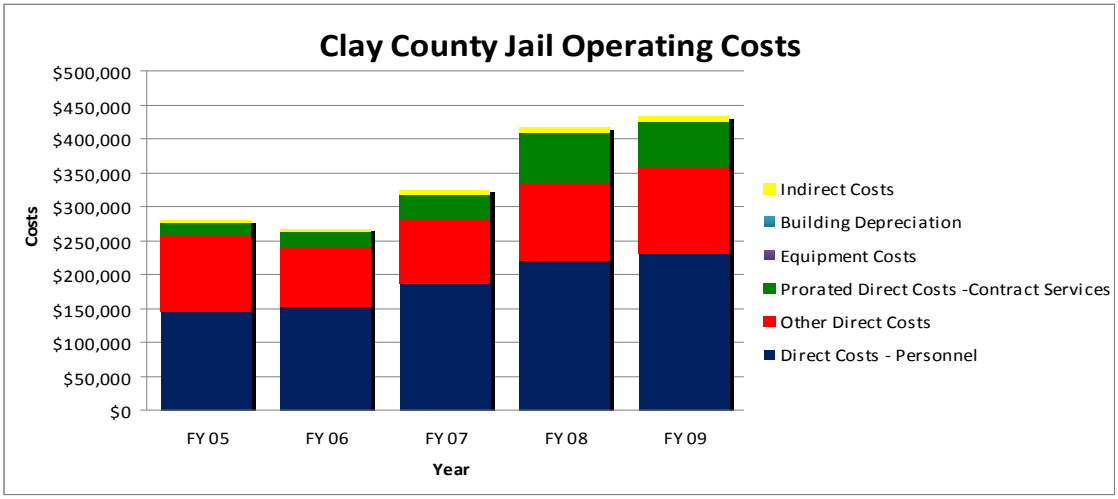


Figure IV.2 shows the breakdown of Clay County's Other Direct Jail Costs, illustrating some of the expenditures that are important for this study, including inmate meals, medical costs, jail maintenance, and utilities.

Figure IV.2: Breakdown of Other Direct Jail Costs

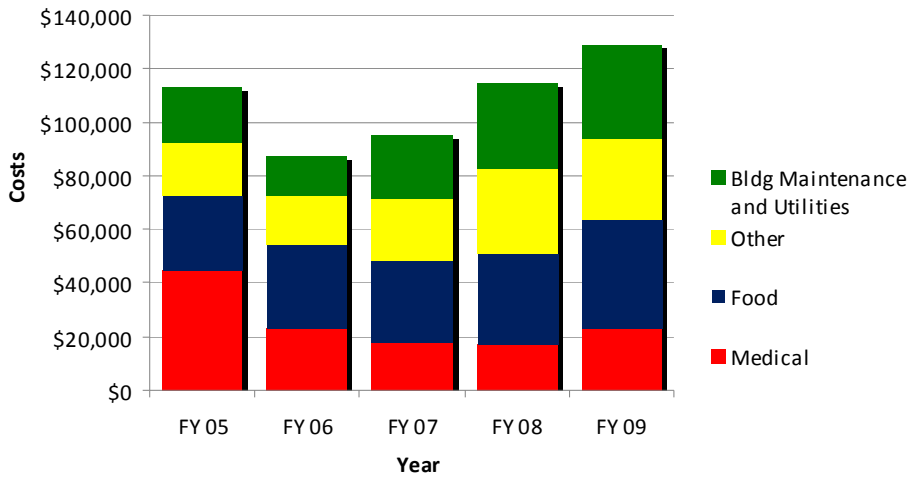
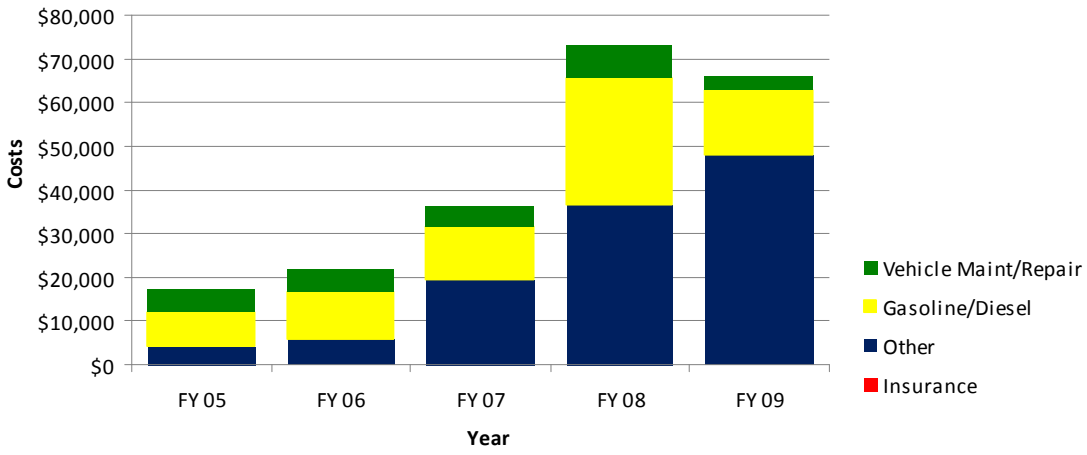


Figure IV.3 shows transportation costs as an element of the Breakdown of Prorated Direct Costs, Contract Services, and Consultants. For the purpose of this study, transportation cost is also a key factor.

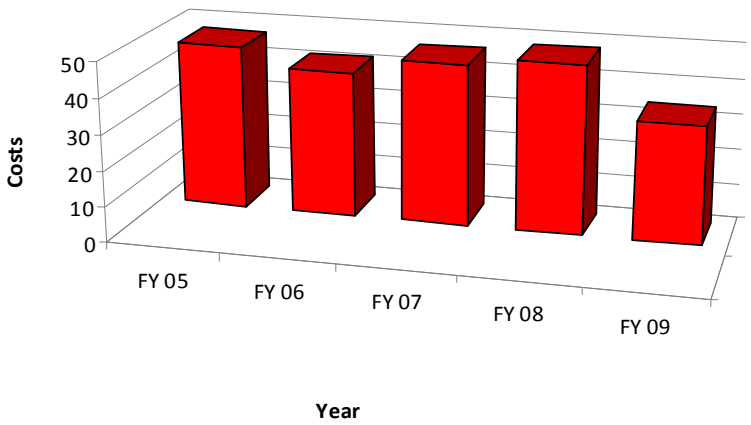
Figure IV.3: Breakdown of Prorated Direct Costs



	FY 05	FY 06	FY 07	FY 08	FY 09
Vehicle Maint/Repair	$5,018	$4,969	$4,531	$7,410	$3,025
Gasoline/Diesel	$7,662	$10,964	$11,996	$28,771	$15,092
Insurance	$0	$0	$0	$0	$0
Other	$4,334	$5,756	$19,683	$36,705	$47,852
Total	**$17,014**	**$21,689**	**$36,210**	**$72,886**	**$65,969**

Figure IV.4 presents the Average Daily Cost per Inmate for the last five fiscal years.

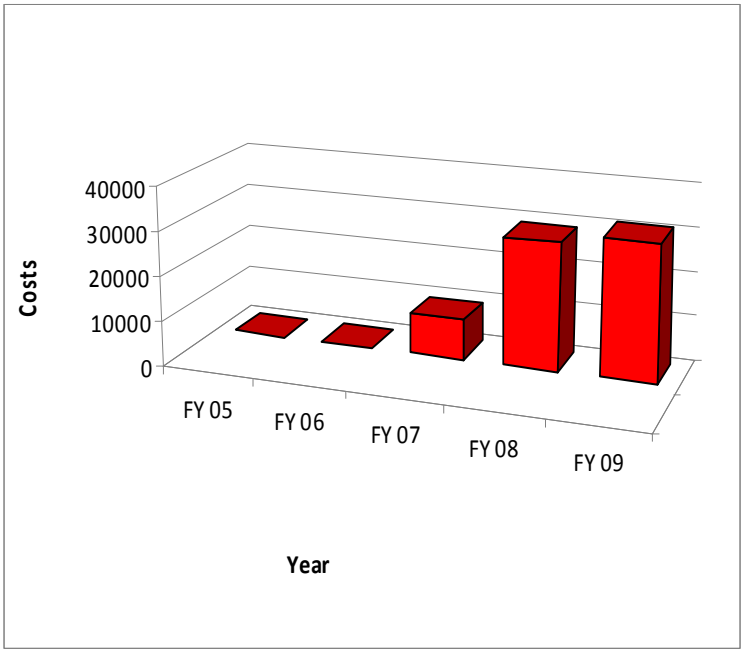
Figure IV.4: Average Daily Cost per Inmate, FY 05 – FY 09



Fiscal Year		Cost
FY 05		$46.28
FY 06		$40.93
FY 07		$45.37
FY 08		$47.61
FY 09		$33.24

Because Clay County transports inmates to other counties to be housed because of overcrowding and the lack of appropriate housing for females, the total costs paid to other counties during the last five fiscal years are describe in Figure IV.5.

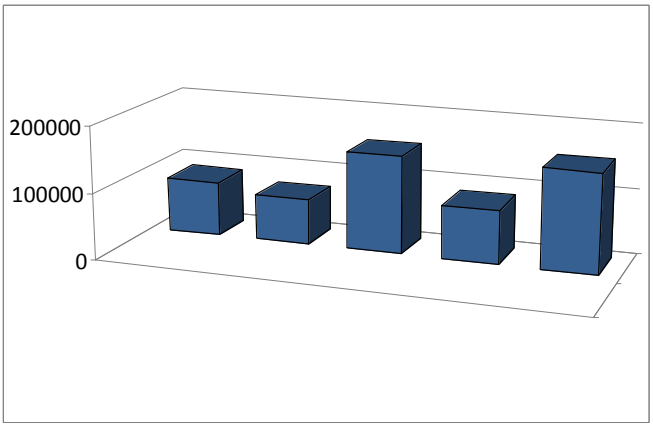
Figure IV.5: Annual Cost for Boarding Inmates in Other Counties



Fiscal Year	Cost
FY 05	$0.00
FY 06	$0.00
FY 07	$9,131.00
FY 08	$28,655.00
FY 09	$30,675.00 (average of 2.4 inmates housed out per day)

In spite of its crowding, Clay County houses state prisoners for a fee. Figure IV.6 presents the income received for housing inmates for the last five fiscal years.

Figure IV.6: Annual Income for Housing Inmates, FY 05 – FY 09



Fiscal Year	Annual Income Housing Inmates
FY 05	$82,513
FY 06	$68,944
FY 07	$148,551
FY 08	$81,235
FY 09	$150,500

To summarize the financial analysis:

- Clay County's annual jail operating costs have steadily increased between FY 06 and FY 09 from $267,650 to $432,713-- a 61.7 percent increase. This is the largest increase in annual operating costs for the four counties included in this study. It should be noted that neither the "Financial Cost Settlement" report nor the County Audit Report for the last five years indicated any equipment costs or building depreciation costs; it is assumed that the jail building and all equipment are fully depreciated.

- Clay County's average annual inmate food cost for the five-year period is $32,491 or $3.91 per inmate per day.

- Clay County's average annual inmate medical cost for the five-year period is $25,299 or $3.04 per inmate per day.

- Clay County attributes a ten percent prorated cost of Sheriff's Department transportation costs to the jail. After discussions with the Sheriff's Department personnel, the consultants suggest that 25 percent is more accurate, based on the amount of transportation required for inmates who are housed in other county jails.

- Clay County has not included any insurance costs in its "Financial Cost Settlement" report to the State and there are no insurance costs attributed to the jail during the last five fiscal years.

- Clay County's Average Daily Cost per Inmate has varied over the five-year period, from $47.61 in FY 2008 to $33.24 in FY 2009. The average daily cost for FY 05 through FY 09 is $42.69.

- Total jail costs increased from $415,758 in FY 2008 to $432,713 in FY 2009. The decrease in Average Daily Cost per Inmate in FY 2009 was caused by a marked increase in the number of inmates housed, not by a decrease in overall spending.

- Clay County has been paying other counties to house inmates for the past three fiscal years. The amount has increased from $9,131 in FY 07 to $30,675 in FY 09—236% increase. This represents the largest increase in payments to other counties for housing inmates of four counties included in this study.

- In spite of crowding, Clay County continues to house state prisoners for a fee. The county received $150,500 in board fees in FY'09, representing an average of 11.8 state inmates on an average day.

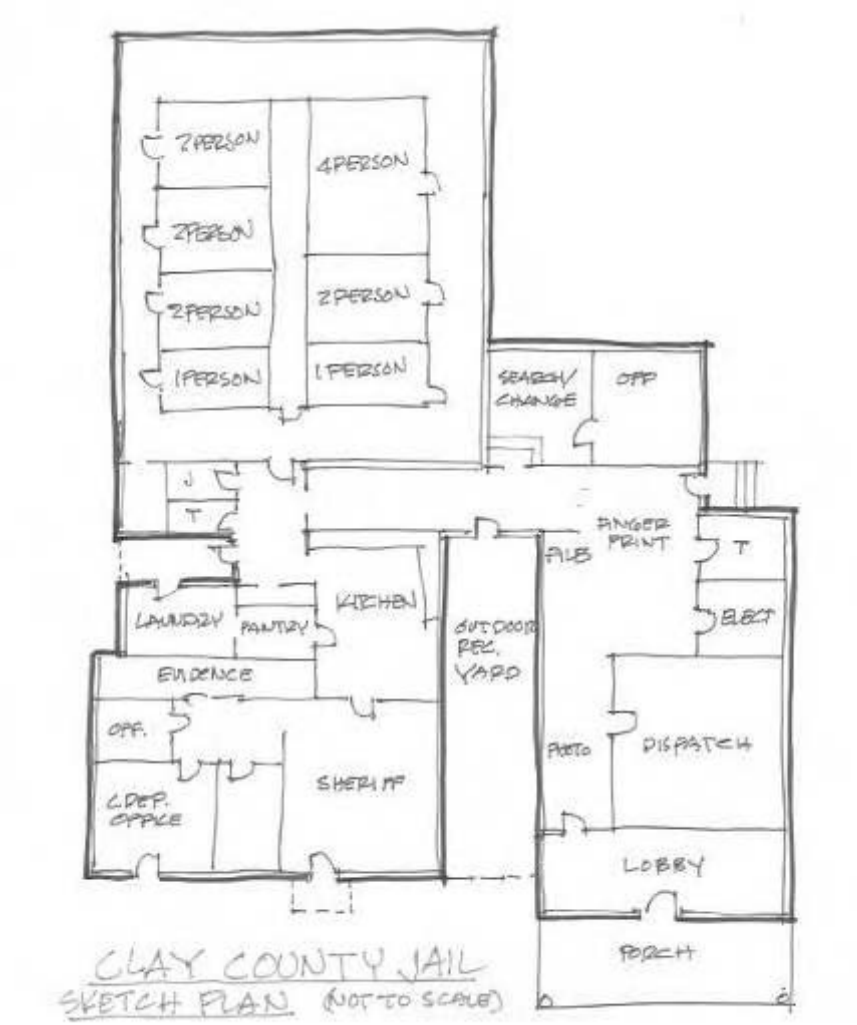
V. PHYSICAL ASSESSMENT OF THE CLAY COUNTY JAIL

(See also Attachment A for additional narrative and photos)

The Clay County jail facility was reportedly constructed over a period of several decades. The housing area cell block was constructed in 1963. The sheriff's offices and the kitchen were built at the same time as the cell block, and initially functioned as the sheriff's residence. Other space was added adjacent to this area for intake, support, and dispatch in 1994, and again in 2003.

The jail facility is certified to house 14 inmates, but regularly houses 20 inmates and has housed as many as 34 inmates. All inmates are confined in a housing wing that is separated into seven cell areas. Each cell area has plumbing and access to showers. Figure V.1 provides a sketch plan of the jail facility and sheriff's office. The jail housing areas are shown at the top of the drawing.

Figure V.1: Sketch Plan of Clay County Jail and Sheriff's Department



Type of Construction

The inmate housing area is constructed of masonry exterior walls with a low pitch roof. The interior construction consists of a steel cell block with steel bar cell fronts. The cells are located back-to-back with a common mechanical chase.

The other areas of the facility are constructed of a combination of masonry and wood, with a pitched metal roof similar to commercial or residential construction.

Systems

The plumbing system in the housing area consists of commercial-grade and detention-grade plumbing fixtures accessed from a common pipe chase. A gravity vent system and newer mechanical ventilation system provide ventilation.

The electrical system has been updated. An emergency generator only provides power for the dispatch area.

Review of Functional Areas

Public Lobby

The lobby is a multi-function space providing arresting officers access to the booking area and public access to the jail, sheriff's office, and dispatch. It is also used for inmate visitation; inmates are brought out of the housing area to the lobby for visits. Co-locating all of these functions creates many security concerns, including jail security concerns when inmates are outside the secure area and intermingle with the public. The possibility of contraband entering the facility is high as a result of this practice. The layout also poses serious security concerns for dispatch and other law enforcement functions.

Staff Support

No staff support facilities, such as lockers or training areas, are provided within the jail.

Visitation

Inmate visitation is provided in the lobby. Inmates are seated in the lobby and the visitors are seated on the porch of the facility. Visitation occurs through the exterior windows of the lobby. This arrangement poses serious challenges for staff supervision and control of contraband. Civilians are routinely in the lobby area throughout the day and have opportunities to leave contraband for inmates without being detected.

Jail Security

Physical provisions for jail security are inadequate in several ways. There is no secure central control room. There are no secure vestibules (sometimes called “sallyports” between the jail and non-secure areas). Doors and locking equipment are often inadequate for their purposes.

Smoke detectors are located in the cell block and in the kitchen. There is no central fire alarm.

Inmates are often brought to, and through, non-secure areas for booking, visitation, transport, and access to programs.

The facility does not have a secure vehicle sally port or pedestrian sally ports that control access and egress from the security perimeter. The housing area is the only secure portion of the facility that controls inmate movement by means of a secure perimeter.

In addition to the serious lack of physical security elements, employee practices further degrade security when doors are left unlocked and opened.

Intake and Release

Intake and release functions begin in the lobby, where the arrestee is booked-in using the computer terminal that is located in dispatch. The arrestee is then photographed in the hallway adjacent to dispatch, and fingerprinted in the adjacent room. Records for all current inmates —including medical records— are kept in dispatch. Long-term records are kept in the hall. None of these areas are physically secure.

The interior construction and finishes are similar to commercial occupancies rather than jail occupancy.

Housing

All inmate housing is provided in the rear cell block. Seven individual cells house between one and four inmates. Only three cells have functioning locks and as a result most of the cell block functions like an open dormitory.

The housing configuration provides limited opportunities to group and separate inmates according to a classification plan. Inmates are housed in other counties to accomplish needed separation.

The inmates have access to natural light through windows on the perimeter. Only one exit is provided out of the inmate housing area.

Programs and Activities

The facility provides very little room for inmate services and programs. There is no formal library. Some books are available; inmates are allowed outside the cell block one at a time to gain access to these books.

There is no multi-purpose room for programs such as education, counseling, substance abuse treatment, and religious services.

Religious services are provided in the cell block, creating serious legal problems with regard to “forced participation.” GED classes are provided in the search/changing room in the intake area.

Exercise and Recreation

No designated recreation space is provided inside the facility. Inmates are generally allowed outside their cell areas in the cell block for recreation. No secure designated area is provided outside for recreation. Sometimes in good weather they are allowed outside the building between the two wings for outside recreation.

Health Care Services

No space is provided within the jail for medical facilities. Medications are taken from the inmate at intake and logged in and stored in the intake area. Jail officers dispense the medicines in the morning and evening according to instructions on the medication. Officers conduct a preliminary review of inmates’ medical conditions at intake. Within fourteen days inmates are transported to a local physician for a physical examination. Inmates are transported to the physician for all subsequent services that might be required. Dental examinations are provided outside the facility.

Support Services/ Facility Management

Limited space is required for facility systems management and support given the type of systems that serve the facility. A general janitorial and housekeeping closet is located outside the housing block.

Food Service

The jail kitchen is not designed nor equipped for commercial or institutional use; it is more similar to a residential kitchen. Food storage is minimal, limiting the ability to take advantage of bulk food purchases. The kitchen has limited food production capacity.

Laundry

The laundry, washer and dryer are located in a space off the side entry on the West Lake Street side of the building. It is accessible through the kitchen and pantry. It provides limited space for storage of supplies and clothing. The equipment has limited

capacity. Inmates do the laundry. The laundry area is open to the outdoors and is not secure.

Site/Perimeter security

The only secure perimeter is provided around the housing cell block area. All other areas are not secure. The site includes a pre-engineered building that is used as a garage. The site provides little room for expansion.

Comments

While there have been more than two additions to the physical plant, the existing facility does not meet the requirements for a modern jail facility. Many spaces are either lacking or need significant updating to address basic jail operational principles.

The inmate housing area design and condition makes it difficult to adapt for continued use.

The current jail layout cannot easily be adapted to provide a physically secure facility.

The site provides little room to meet current and future needs.

VI. JAIL OCCUPANCY (see also Attachment B)

Analyzing the historical use of the Clay County Jail is complicated by the county's use of other jails to house female inmates and some male inmates. These inmates are not counted on the monthly reports that are collected by the Jail Monthly Summaries that are collected by the Tennessee Department of Corrections (TDOC). Rather, these inmates appear in their host county(s) as "Other" inmates.

The analysis of jail use is further clouded by the presence of both "discretionary" and "non-discretionary" inmates. The categories used by TDOC to identify the types of jail inmates provide some perspective on the composition of the Clay County Jail:

Non-Discretionary Inmates (those who *must* be housed by the county)

- OTHER CONVICTED FELONS: Convicted felons awaiting sentencing or not yet ready for transfer to TDOC because of other pending charges. Includes technical violators awaiting probable cause/revocation/rescission hearing or adjudication of pending charges.

- CONVICTED MISDEMEANANTS: Inmates serving time because of a misdemeanor conviction.

- PRETRIAL FELONY DETAINEES: Inmates charged with a felony but not convicted.

- PRETRIAL MISDEMEANANTS: Inmates charged with a misdemeanor but not yet convicted.

Discretionary Inmates (housed for a fee)

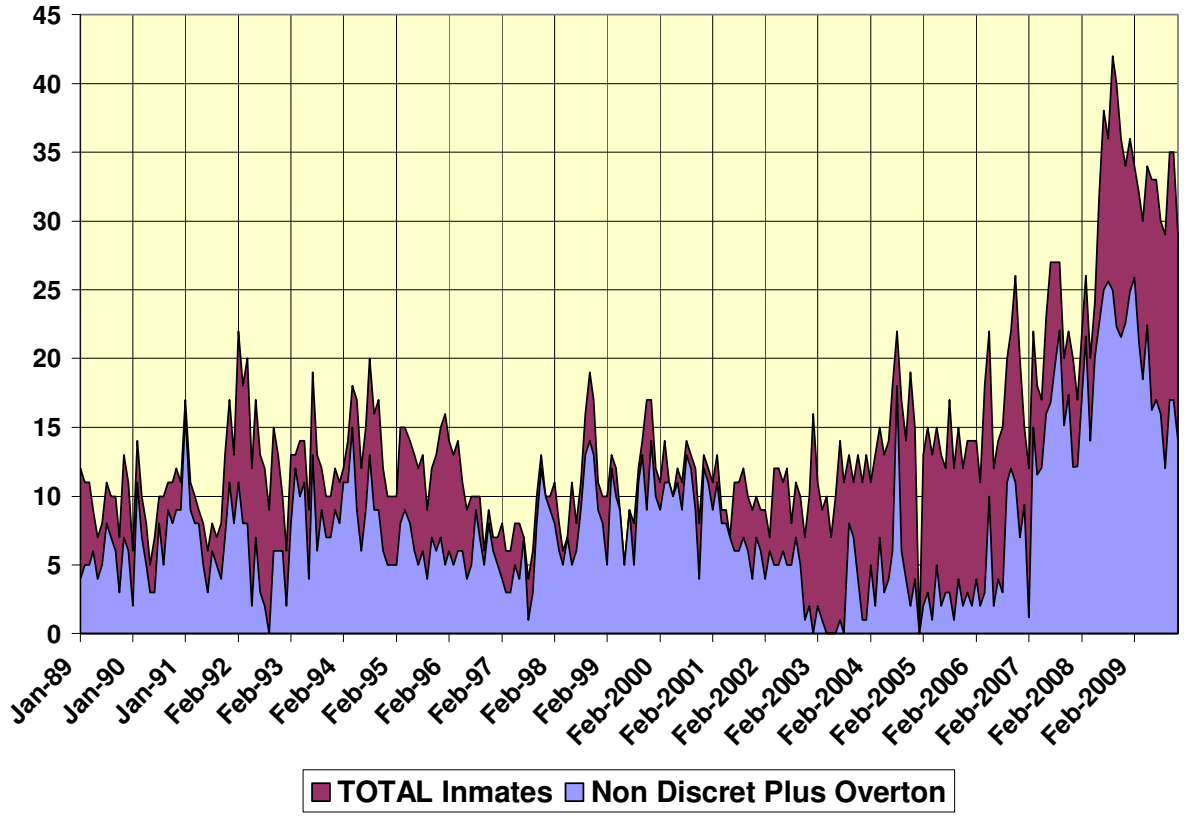
- TDOC BACKUP: Felon inmates sentenced to TDOC custody and held in local jails while awaiting transfer to a TDOC institution.

- LOCAL FELON: Convicted felons serving time in a local jail because of a contract with TDOC, and/or convicted felons serving a split confinement sentence.

- OTHERS: Inmates held in local facilities for federal crimes, city ordinances, etc. (such as the Clay County inmates housed at Overton County).

Figure VI.1 illustrates the prevalence of non-discretionary inmates in the composition of the Clay County Jail population over the past 20 years. The graph also shows marked increase in the jail average daily population (ADP) in the past five yeas.

Figure VI.1: Non-Discretionary and Total Jail Population, 1989 - 2009[1]



The number and types of discretionary inmates may change quickly based on several factors, including:

- County policies about keeping sentenced felons rather than sending them to TDOC
- County policies about sending boarders
- Price charged for boarders
- Availability of beds in other jails

This study focuses on the inmates that Clay County *must* house in its jail, or find space for in another county. The number and types of these non-discretionary inmates is determined by many forces, most of which are not within the county's control.

Figure VI.2 shows the non-discretionary inmate population since 1989. In addition to these inmates who were housed in Clay County, additional inmates were housed in Overton County (as shown in recent years in the graph). The graph shows wide variation in the number of inmates housed from month to month. It also shows a marked

[1] Source: Monthly Jail Summaries provided by the Tennessee Department of Corrections (TDOC). These summaries provide a one-day snapshot of the number and types of inmates in the jail on the last day of each month.

increase in the number of inmates housed in the past three years. The drop in the inmate population in the year 2009 is largely offset by the increase in the number of inmates housed in other counties.

Figure VI.2: Non-Discretionary Inmates Housed in the Clay County Jail and Overton County Jail, 1989 – 2009

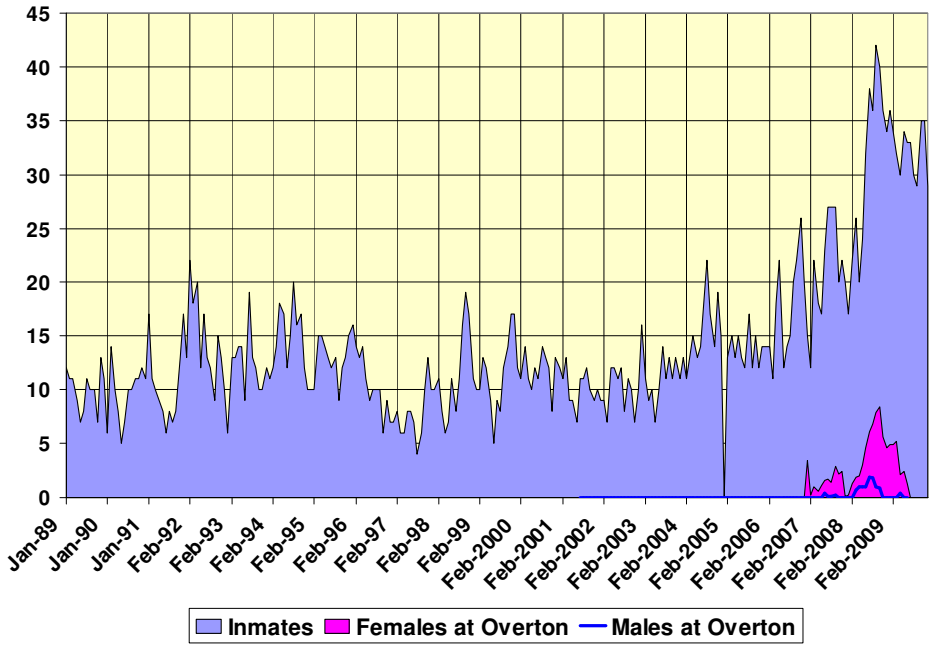


Figure VI.3 shows a close-up of the inmate population for the past three years, identifying the female inmates housed in Overton County.

Figure VI.3: Non-Discretionary Inmates, 2007 -2009

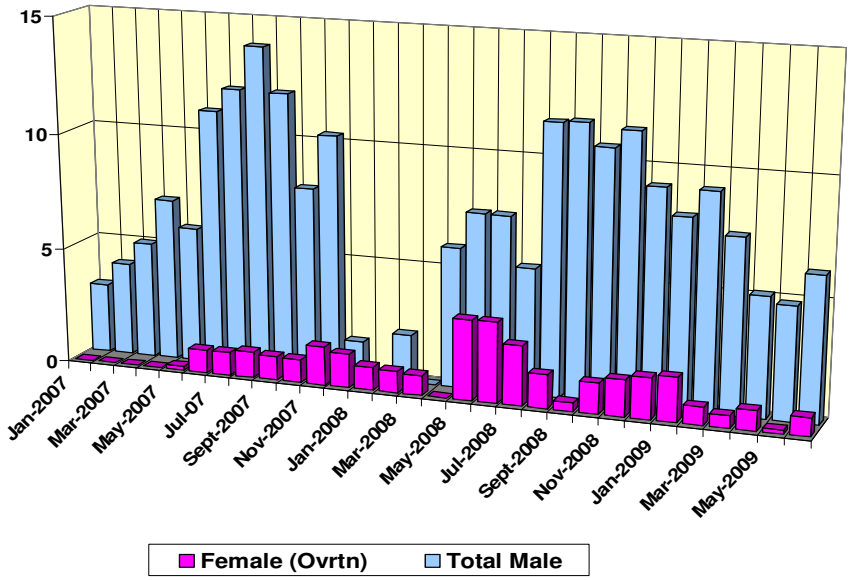


Figure VI.4 shows the number of non-discretionary inmates based on their status as either pretrial detainees or sentenced offenders. The number of sentenced offenders has generally been less than the number of pretrial detainees. In the past three years, pretrial detainees accounted for the overall increase in the jail population.

Figure VI.4: Non-Discretionary Inmates by Status (Pretrial, Sentenced)

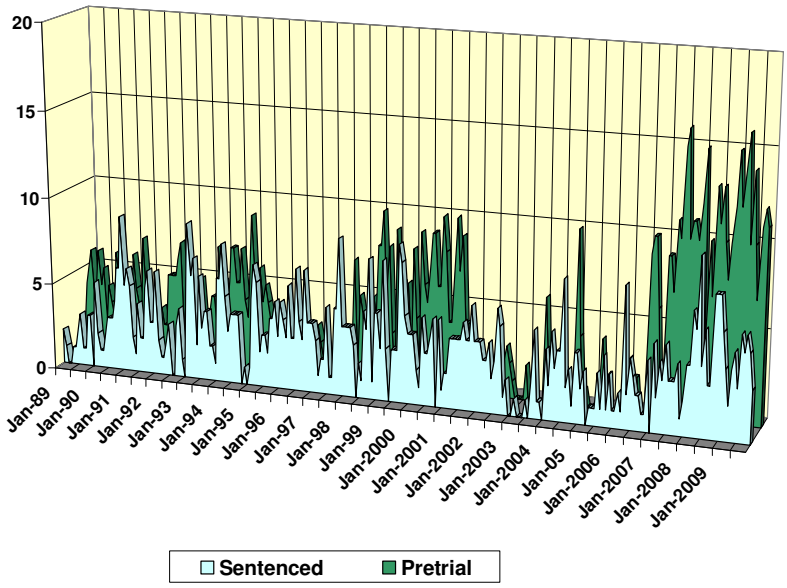
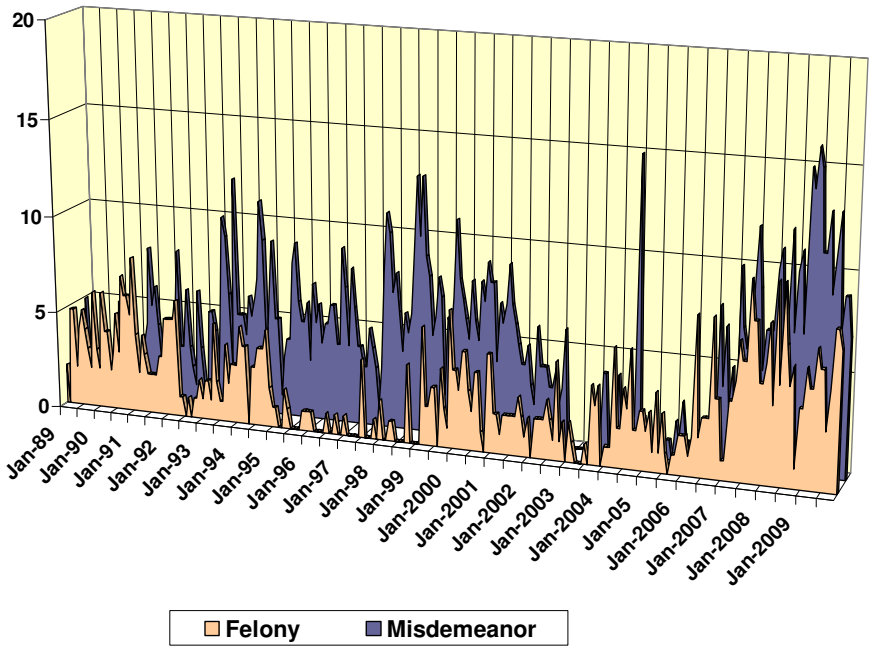


Figure VI.5 describes the non-discretionary jail population according to the level of charges filed against inmates. Inmates charged with misdemeanor offenses have consistently outnumbered those charged with felonies.

Figure VI.5: Non-Discretionary by Level of Charge



VII. PROJECTING FUTURE JAIL POPULATIONS

Predicting future jail needs begins with an analysis of past practices and trends. Statistical analyses project future jail needs based on jail occupancy in recent years. Because many of the forces that shape the jail population change over time, the value of statistical projections is limited.

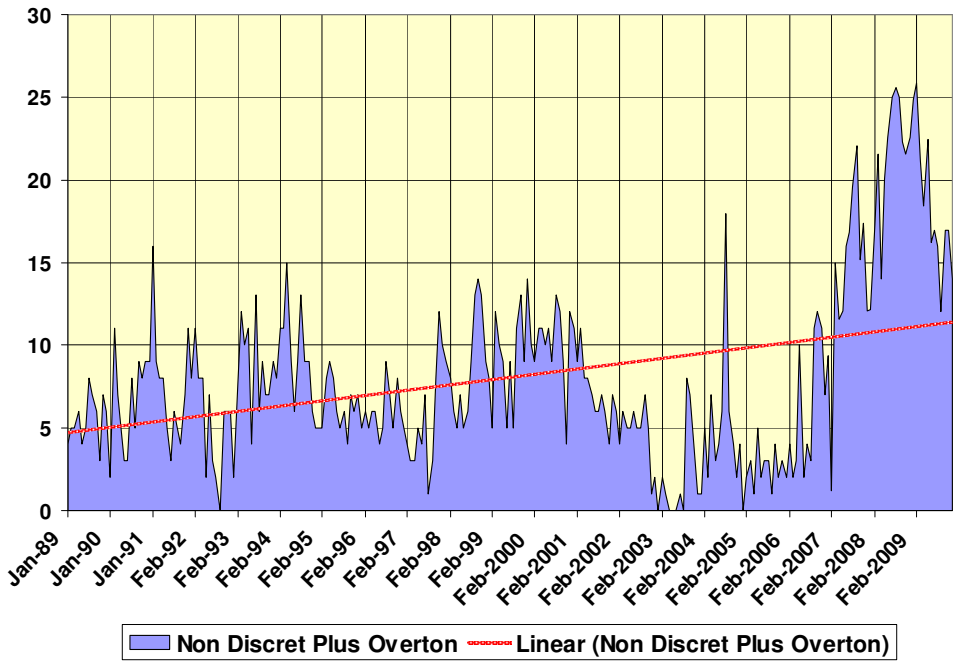
The consultant team will work with county officials to identify and discuss a variety of changes that would alter future needs, including:

- Changes in practices and policies that *have occurred,* but were not sufficiently reflected in the historical occupancy data.
- Changes in practices and policies that are *expected* in the future, but which are not within the control of county officials.
- Changes in practices and policies that are desired and which may be implemented by county officials.

The consultant team's statistician only had one set of historical jail occupancy figures available for analysis—the TDOC Jail Monthly Summaries. These provide a monthly snapshot data and were available for the period beginning January 1989 and ending December 2009.

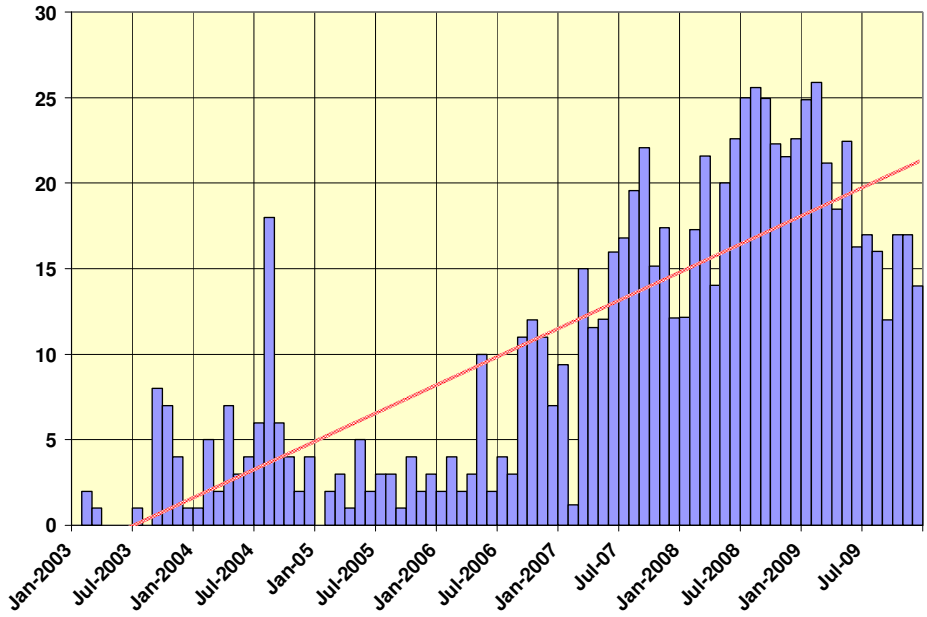
The first dataset described fluctuating levels of jail use over the twenty years, as shown in Figure VII.1. The line in Figure VII.1 represents a trend line, showing an increase of 7 beds over a 20-year period.

Figure VII.1: Non-Discretionary Inmates, 1989 - 2009



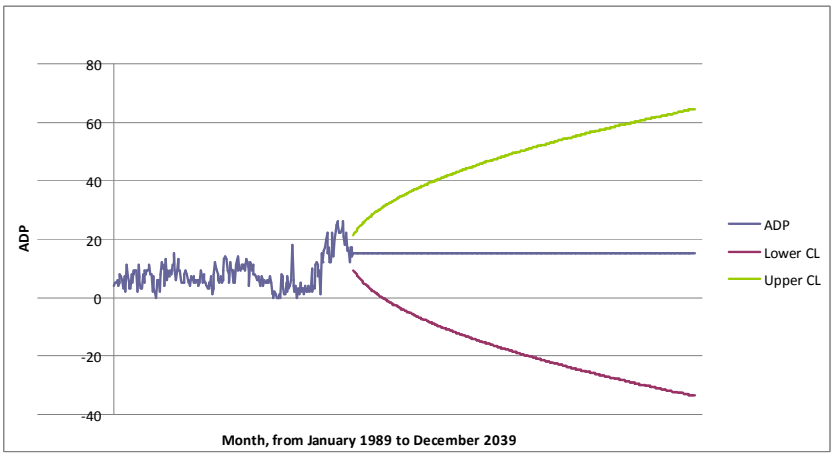
A much steeper trend line is generated by a linear regression analysis of the past seven years, as shown in Figure VII.2.

Figure VII.2: Discretionary Jail Inmates, 2003 - 2009



The daily population of the Clay County Jail has fluctuated markedly in recent years. Daily counts in the year 2009 ranged from a low of 13 to a high of 26. With such a high degree of variation, and a small jail population, statistical methods produce shaky results. Figure VII.3 presents a statistical projection using monthly jail data. The curved lines indicate the degree of variance that might be expected in the future. Statistics alone are not sufficient for forecasts.

Figure VII.3: Projected Jail Population Using Monthly Data



VIII. INMATE CHARACTERISTICS

Attachment C presents tables and graphs that were generated by the analysis of 844 inmates, representing all inmates admitted to the Clay County Jail from December 2008 to December 2009. These inmates spent a total of 8,258 days in the jail. The overall average length of stay (ALOS) was 9.8 days.

During this period, most female inmates were transferred to the Overton County Jail where they were housed until release. Information about these inmates, and male inmates who were also housed in Overton County, was secured from the Overton County computer records and has been reviewed for this study. The days spent in Overton County by Clay County inmates were added to monthly figures for the purpose of projecting future needs.

Figure VIII.1 describes the inmate population based on gender. Female inmates accounted for 31.2% of all admissions, but only 24.1% of the detention days. Male inmates had an average length of stay of 10.7 days while females stayed for an average of 7.7 days.

Figure VIII.1: Gender

Sex	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
Female	257	31.2%	1990	24.1%	7.7
Male	587	68.8%	6268	75.9%	10.7
TOTAL	844	100.0%	8258	100.0%	9.8

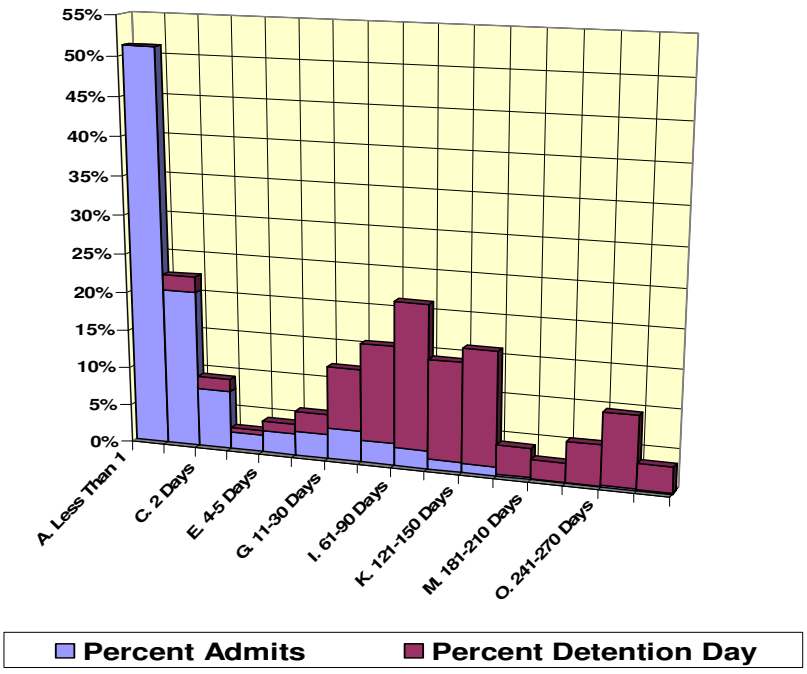
It is important to examine the jail population in terms of *both* admissions and detention days to fully understand the dynamics of the jail setting. Figure VIII.2 describes admissions and detention days. 51.2% of all inmates admitted to the jail are released in less than one day, and as a result, these inmates accrue no detention days. Conversely, 0.4% of all inmates spend over 240 days in jail, but they occupy 12.7% of the jail beds.

Figure VIII.2: Length of Stay: Admits vs. Percent Detention Days

Length of Stay	Admits	Perc Admits	Det Days	Perc Det Days
Less Than 1	438	51.2%	0	0.0%
1 Day	169	20.3%	169	2.0%
2 Days	65	7.7%	130	1.6%
3 Days	17	2.2%	51	0.6%
4-5 Days	24	2.8%	108	1.3%
6-10 Days	27	3.2%	217	2.6%
11-30 Days	33	4.0%	669	8.1%
31-60 Days	23	2.9%	1047	12.7%
61-90 Days	20	2.4%	1563	18.9%
91-120 Days	10	1.3%	1072	13.0%
121-150 Days	9	1.2%	1227	14.9%
151-180 Days	2	0.3%	313	3.8%
181-210 Days	1	0.1%	204	2.5%
211-240 Days	2	0.1%	439	5.3%
241-270 Days	3	0.3%	770	9.3%
271-300 Days	1	0.1%	279	3.4%
TOTAL	844	100.0%	8258	100.0%

Figure VIII.3 illustrates the relationship between admissions and detention days. It shows that nearly 20% of all detention days are accrued by inmates who spend from 61 to 90 days in the jail.

Figure VIII.3: Percent Admits vs. Percent Detention Days



Nearly 40% of inmates admitted to the jail were charged with two or more offenses, as shown in Figure VIII.4.

Figure VIII.4: Number of Charges at Admission

Number of Charges	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
1	502	59.1%	4327	52.4%	8.6
2	224	26.5%	1919	23.2%	8.6
3	80	9.9%	1235	15.0%	15.4
4	19	2.3%	468	5.7%	24.6
6	6	0.6%	122	1.5%	20.3
7	2	0.2%	84	1.0%	42.0
5	10	1.3%	67	0.8%	6.7
20	1	0.1%	36	0.4%	36.0
TOTAL	**844**	**100.0%**	**8258**	**100.0%**	**9.8**

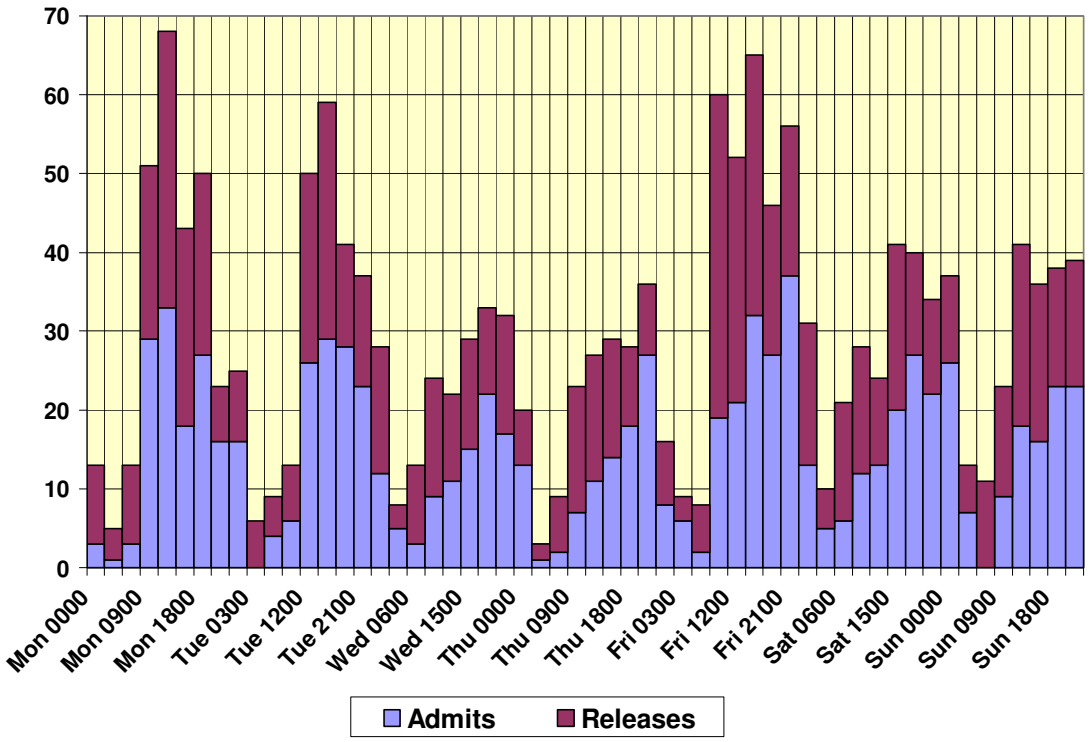
Figure VIII.5 presents the individual charges that accounted for the most detention days. The figures were derived by counting every charge, not just the first one in the sequence.

Figure VIII.5: Charges

CHARGE Descending order of detention days	Admits	Admits: Perc of Total	Det Days	Det Days: Perc of Total	ALOS
VOP – Violation of Probation	100	7.63%	3367	23.11%	33.7
Capias	127	9.69%	1594	10.94%	12.6
Weekend, Serving	48	3.66%	1480	10.16%	30.8
Violation of Financial Responsibility	10	0.76%	451	3.10%	45.1
Fugitive from Justice	57	4.35%	445	3.05%	7.8
Evading Arrest	100	7.63%	379	2.60%	3.8
Criminal Impersonation	2	0.15%	357	2.45%	178.5
Filing a False [Police] Report	3	0.23%	335	2.30%	111.7
TennCare Fraud	10	0.76%	321	2.20%	32.1
Manufacture of Controlled Sched 3	21	1.60%	300	2.06%	14.3
Aggravated Assault	9	0.69%	298	2.05%	33.1
Public Drunkenness (intoxication)	85	6.49%	294	2.02%	3.5
Aggravated Assault on Officer	4	0.31%	261	1.79%	65.3
Shoplifting	8	0.61%	242	1.66%	30.3
Speeding	34	2.60%	234	1.61%	6.9
Worthless Check, Passing	36	2.75%	232	1.59%	6.4
Burglary	13	0.99%	224	1.54%	17.2
Vehicular Assault	2	0.15%	222	1.52%	111.0
Vandalism	3	0.23%	206	1.41%	68.7
Aggravated Burglary	6	0.46%	187	1.28%	31.2
Warrant	1	0.08%	160	1.10%	160.0
Arson	47	3.59%	155	1.06%	3.3
Implied Consent (Violation)	40	3.05%	148	1.02%	3.7

Figure VIII.6 illustrates the time of day, and day of the week, associated with all admissions and releases.

Figure VIII.6: Cumulative Admits and Release by Day and Time



On an average day, 91% of the inmates in the Clay County Jail are residents of Tennessee. 8.7% are residents of Kentucky. 42% lived in Celina prior to being admitted to jail; 9.9% were residents of Red Boiling Springs.

Figure VIII.7 describes the age of all inmates at the time of admission. 20% of the inmates in the jail on an average day are under the age of 25. 11.2% are between 25 and 29 years of age. More than two-thirds of the inmates are 30 years of age or older.

Figure VIII.7: Age at Admission

Age	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
18	15	1.7%	39	0.5%	2.6
19-20	44	5.1%	354	4.3%	8.0
21	42	4.8%	407	4.9%	9.7
22-24	77	9.0%	911	11.0%	11.8
25-29	107	12.6%	929	11.2%	8.7
30-34	119	14.6%	1289	15.6%	10.8
35-39	127	15.4%	1389	16.8%	10.9
40-44	85	10.2%	1073	13.0%	12.6
45-49	100	11.7%	895	10.8%	9.0
50-54	49	5.6%	306	3.7%	6.2
55-59	21	2.7%	161	1.9%	7.7
60-64	12	1.2%	10	0.1%	0.8
65-69	4	0.5%	1	0.0%	0.3
70-74	1	0.1%	0	0.0%	0.0
Unknown	41	4.8%	494	6.0%	12.0

Attachment C provides more tables and graphs.

IX. THE JAIL AND THE CRIMINAL JUSTICE SYSTEM

The preceding pages have presented information about many facets of the jail and its occupants. Criminal justice system indicators provide more insights needed to understand the jail and look toward future needs. Figure IX.1 presents data that describes the dynamics of the broader criminal justice system, of which the jail is one component.

Figure IX.1: Criminal Justice System Indicators

	2001	2002	2003	2004	2005	2006	2007	2008	Change	% Change
Arrests	97	146	210	153	87	93	171	125	**28**	**28.9%**
Co Pop.	7,942	7,946	7,920	7,951	7,946	7,959	7,870	7,794	***-148***	***-1.9%***
Crime Rate/1,000	12.21	18.37	26.52	19.24	10.95	11.68	21.73	16.04	**3.83**	**31.4%**
Filings	202	194	153	354	298	361	330	475	**273**	**135.1%**
Custody	23	17	76	67	8	9	46	31	**8**	**34.8%**
Summons		1	1	1				1	**1**	**0.0%**
ADP	8	5	2	5	2	6	14	21	**13**	**162.5%**
Incarc. Rate/1,000	1.0	0.6	0.3	0.6	0.3	0.8	1.8	2.7	**1.6871**	**167.5%**

The criminal justice system is comprised of many components, from the commission of crimes and subsequent arrests, to the filing of court cases, to the incarceration of inmates at the jail.

In Clay County, no single criminal justice factor explains the changes in the jail population. While the jail population *increased* by 162% over eight years:

- Arrests only increased by 29%
- County population decreased by 1.9%
- Crime rate increased by 31.4%
- Court filings increased by 135%

Figure IX.2 presents data describing criminal court filings and dispositions from 2000 to 2008. As with the other criminal justice system indicators, they do not explain the change in the jail population.

Further discussions with officials are needed to understand the forces that caused the growth in jail use.

Figure IX.2: Criminal Court Filings and Dispositions, 2000 - 2008

	2000	2001	2002	2003	2004	2005	2006	2007	2008
Total Criminal Filings	432	202	194	153	354	298	361	330	475
Acquittal	0	0	0	4	2	0	10	1	30
Conviction After Trial	5	5	5	0	2	2	4	12	7
Dismissal/Nolle Prosequi	94	177	116	136	114	205	203	210	232
Guilty Plea-As Charged	90	81	71	53	75	54	82	58	105
Guilty Plea-Lesser Charge	10	15	16	4	33	32	33	16	44
Other	1	0	0	0	13	18	13	9	4
Pre-Trial or Judicial Diversion	13	29	5	20	10	33	22	27	19
Retired/Unapprehended Defendant	0	0	0	0	0	0	0	0	0
Transfer to Another Court/Remanded	0	0	0	1	0	0	3	0	1
Total Dispositions	213	307	213	218	249	344	370	333	442

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ATTACHMENTS

A. Physical Assessment of the Clay County Jail
B. Historical Jail Occupancy Data
C. Inmate Characteristics

ATTACHMENT A: PHYSICAL ASSESSMENT OF THE CLAY COUNTY JAIL

Age

The Clay County jail facility was reportedly constructed over a period of several decades. The housing area cell block was constructed in 1963. The sheriff's offices and the kitchen were built at the same time as the cell block, and initially functioned as the sheriff's residence. Other space was added adjacent to this area for intake, support, and dispatch in 1994, and again in 2003.

W. Lake Avenue. Cell block on left.

Front entrance, Williamson Ave.

General Description

The jail facility is certified to house 14 inmates, but regularly houses 20 inmates and has housed as many as 34 inmates. All inmates are confined in a housing wing that is separated into seven cell areas. Each cell area has plumbing and access to showers.

The sheriff's offices, food service, and laundry are located in one wing, and the intake, release, records offices, dispatch, and public lobby are located in the adjacent wing.

Location and Site

The jail and sheriff's offices are located at the corner of W. Lake Street and Williamson Avenue in Celina. Figure A.1 presents a street map of the jail location. Figure A.2 provides an aerial photograph of the jail site.

Figure A.1: Map of Jail Location

Figure A.2: Aerial Photo of Jail Site

W. Lake Street. Cell block is grey wing at left. High windows front on interior corridor.

Corner of W. Lake Street and Williamson Avenue. Former sheriff's quarters in foreground.

Williamson Avenue. Different phases of development have resulted in multiple entrances. Public entrance is at far right.

Public entrance, dispatch in the front right side of photo.

The site provides little room for expansion.

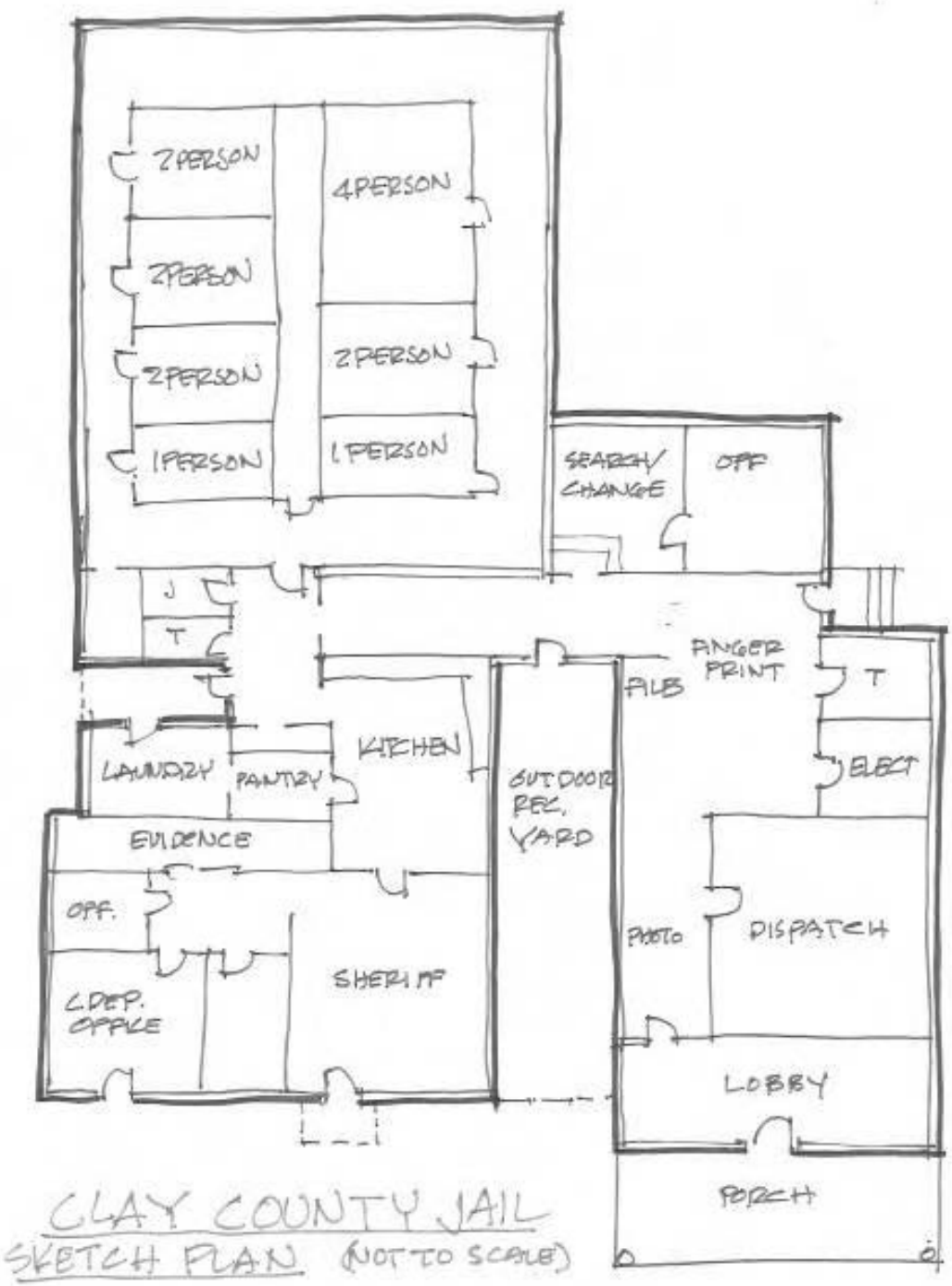
Sketch Plan

Figure A.3 provides a sketch plan of the jail facility and sheriff's office. The jail housing areas are shown at the top of the drawing.

The former sheriff's quarters is shown at the bottom left of the drawing. It is now used for the jail kitchen, laundry, pantry, and for the sheriff's office and other administrative spaces.

The lower right area of the sketch plan shows the public entrance to the facility, dispatch, and the intake processing area.

Figure A.3: Sketch Plan of Clay County Jail and Sheriff's Department



Type of Construction

The inmate housing area is constructed of masonry exterior walls with a low pitch roof. The interior construction consists of a steel cell block with steel bar cell fronts. The cells are located back-to-back with a common mechanical chase.

The other areas of the facility are constructed of a combination of masonry and wood, with a pitched metal roof similar to commercial or residential construction.

Most of the exterior construction is masonry.

Systems

The plumbing system in the housing area consists of commercial-grade and detention-grade plumbing fixtures accessed from a common pipe chase. A gravity vent system and newer mechanical ventilation system provide ventilation.

The electrical system has been updated. An emergency generator only provides power for the dispatch area.

The front portions of the facility are a mix of split-system HVAC and window mounted air conditioning units. The plumbing is typical of commercial or residential installations.

The housing cell block has a mixture of china and stainless steel plumbing fixtures fed from a common chase.

Outside the inmate housing area, the plumbing fixtures are typical residential china fixtures.

A mechanical ventilation system provides fresh air to the housing cellblock. Closed circuit video cameras are mounted in the housing area and monitored in dispatch.

The vent system outlets are mounted at the top of the cellblock construction.

A typical ground mounted condenser unit.

The emergency generator supplies emergency power to the dispatch area only.

Review of Functional Areas

Public Lobby

The lobby is a multi-function space providing arresting officers access to the booking area and public access to the jail, sheriff's office, and dispatch. It is also used for inmate visitation; inmates are brought out of the housing area to the lobby for visits. Co-locating all of these functions creates many security concerns, including jail security concerns when inmates are outside the secure area and intermingle with the public. The possibility of contraband entering the facility is high as a result of this practice. The layout also poses serious security concerns for dispatch and other law enforcement functions.

The lobby is the main point of entry for the public, arrestees, and visitors.

Staff Support

No staff support facilities, such as lockers or training areas, are provided within the jail. Inmates are allowed in these areas, usually with staff escort.

There is no dedicated space for staff lockers or training, etc.

Jail Administration

Offices are provided in the Sheriff's area and jail portions of the facility and some office and work space is provided in the non-secure side of the jail in dispatch and off booking.

This circulation path serves staff as well as arrestee processing, inmate movement to the housing cellblock, and inmate movement to visiting in the lobby.

Visitation

Inmate visitation is provided in the lobby. Inmates are seated in the lobby and the visitors are seated on the porch of the facility. Visitation occurs through the exterior windows of the lobby. This arrangement poses serious challenges for staff supervision and control of contraband. Civilians are routinely in the lobby area throughout the day and have opportunities to leave contraband for inmates without being detected.

Visitation is limited in bad weather.

The lobby must support several functions including visitation, booking, greeting the public, etc.

Jail Security

Physical provisions for jail security are inadequate in several ways. There is no secure central control room. There are no secure vestibules (sometimes called “sallyports” between the jail and non-secure areas). Doors and locking equipment are often inadequate for their purposes.

Dispatch is located in the non-secure area of the building. There are electronic door controls; all doors are controlled with mechanical locking devices. Approximately 14 cameras are located in and around the facility, including three in the cell block area. Monitors are provided in dispatch but provide limited utility.

Smoke detectors are located in the cell block and in the kitchen. There is no central fire alarm.

Inmates are often brought to, and through, non-secure areas for booking, visitation, transport, and access to programs.

Circulation does not support secure inmate movement.

The facility does not have a secure vehicle sally port or pedestrian sally ports that control access and egress from the security perimeter. The housing area is the only secure portion of the facility that controls inmate movement by means of a secure perimeter.

In addition to the serious lack of physical security elements, employee practices further degrade security when doors are left unlocked and opened.

Intake and Release

Intake and release functions begin in the lobby, where the arrestee is booked-in using the computer terminal that is located in dispatch. The arrestee is then photographed in the hallway adjacent to dispatch, and fingerprinted in the adjacent room.

Records for all current inmates —including medical records— are kept in dispatch. Long-term records are kept in the hall. None of these areas are physically secure.

The interior construction and finishes are similar to commercial occupancies rather than jail occupancy.

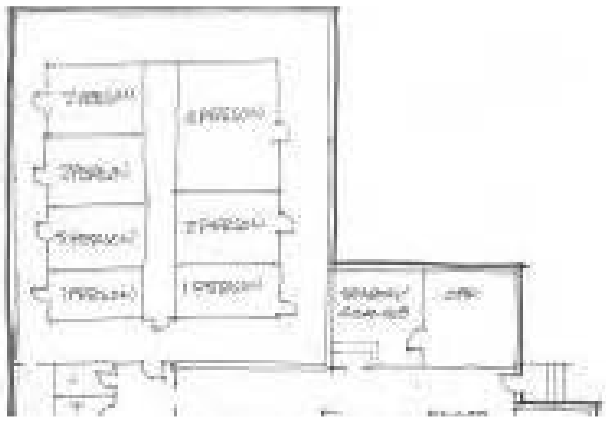
The intake process occurs along the main circulation path.

Housing

All inmate housing is provided in the rear cell block. Seven individual cells house between one and four inmates. Only three cells have functioning locks and as a result most of the cell block functions like an open dormitory.

The housing configuration provides limited opportunities to group and separate inmates according to a classification plan. Inmates are housed in other counties to accomplish needed separation.

The inmates have access to natural light through windows on the perimeter. Only one exit is provided out of the inmate housing area.



"Catwalk" outside of cells.

Only three of the cells have working locks on the doors.

Cell on back side of cell block. No provisions for natural light.

Programs and Activities

The facility provides very little room for inmate services and programs. There is no formal library. Some books are available; inmates are allowed outside the cell block one at a time to gain access to these books.

There is no multi-purpose room for programs such as education, counseling, substance abuse treatment, and religious services.

Religious services are provided in the cell block, creating serious legal problems with regard to “forced participation.” GED classes are provided in the search/changing room in the intake area.

Two jail inmates (trusties) assist with cleaning, laundry, and food service. Work crews consisting of six inmates work outside the facility twice a week.

The space outside the cells in the cellblock is used for programs.

Exercise and Recreation

No designated recreation space is provided inside the facility. Inmates are generally allowed outside their cell areas in the cell block for recreation. No secure designated area is provided outside for recreation. Sometimes in good weather they are allowed outside the building between the two wings for outside recreation.

Inmates are sometimes allowed to use this space between two wings of the building for outdoor exercise.

Health Care Services

No space is provided within the jail for medical facilities. Medications are taken from the inmate at intake and logged in and stored in the intake area. Jail officers dispense the medicines in the morning and evening according to instructions on the medication. Officers conduct a preliminary review of inmates' medical conditions at intake. Within fourteen days inmates are transported to a local physician for a physical examination. Inmates are transported to the physician for all subsequent services that might be required. Dental examinations are provided outside the facility.

Support Services/ Facility Management

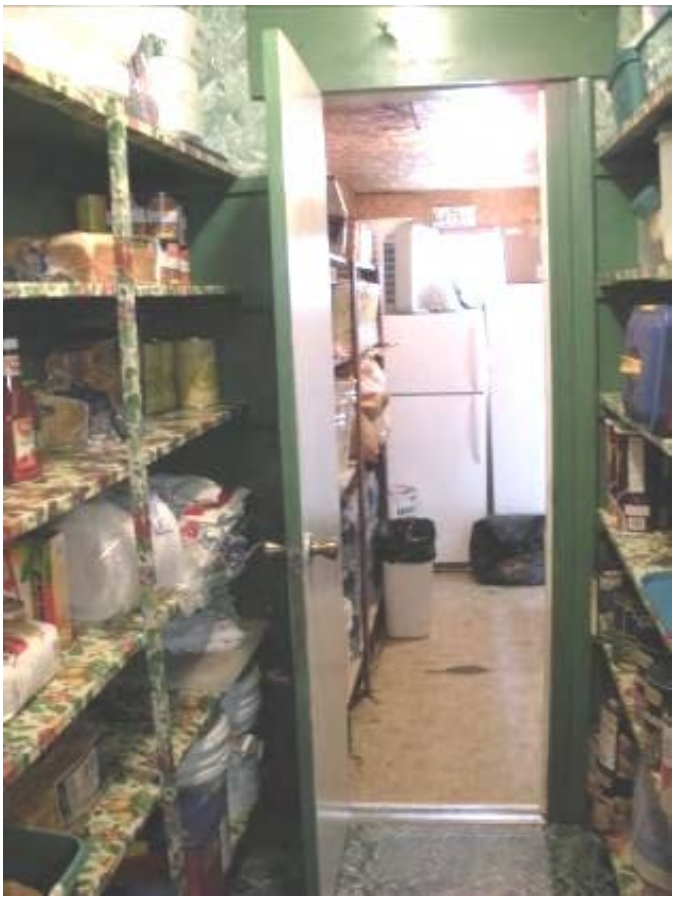
Limited space is required for facility systems management and support given the type of systems that serve the facility. A general janitorial and housekeeping closet is located outside the housing block.

Food Service

The jail kitchen is not designed nor equipped for commercial or institutional use; it is more similar to a residential kitchen. Food storage is minimal, limiting the ability to take advantage of bulk food purchases. The kitchen has limited food production capacity.

Rear of kitchen.

Front of kitchen.



Pantry.

Laundry

The laundry, washer and dryer are located in a space off the side entry on the West Lake Street side of the building. It is accessible through the kitchen and pantry. It provides limited space for storage of supplies and clothing. The equipment has limited capacity. Inmates do the laundry. The laundry area is open to the outdoors and is not secure.

The laundry is open to the rear of the facility.

Site/Perimeter security

The only secure perimeter is provided around the housing cell block area. All other areas are not secure. The site includes a pre-engineered building that is used as a garage. The site provides little room for expansion.

Other Observations

The Clay County Jail was designed and constructed to meet the physical requirements and standards of the day. Those standards and requirements have changed significantly over time.

While there have been more than two additions to the physical plant, the existing facility does not meet the requirements for a modern jail facility. Many spaces are either lacking or need significant updating to address basic jail operational principles.

The inmate housing area design and condition makes it difficult to adapt for continued use.

The current jail layout cannot easily be adapted to provide a physically secure facility.

The site provides little room to meet current and future needs.

ATTACHMENT B: HISTORICAL JAIL OCCUPANCY DATA

Jail Month Summaries, January 1989 – December 2009

	Non-Discretionary Inmates				Discretionary Inmates			Total Jail Pop.
	Other Conv. Felons	Conv. Misd.	Pre-trial Felony	Pre-trial Misd.	TDOC Backup	Local Felons	Others	
Jan-89	0	2	2	0	5	3	0	12
Feb-89	0	1	0	4	4	2	0	11
Mar-89	0	0	5	0	4	2	0	11
Apr-89	0	0	5	1	2	1	0	9
May-89	0	1	2	1	2	1	0	7
Jun-89	0	1	4	0	2	1	0	8
Jul-89	0	2	5	1	2	1	0	11
Aug-89	0	3	4	0	3	0	0	10
Sep-89	0	1	3	2	3	1	0	10
Oct-89	1	0	1	1	3	1	0	7
Nov-89	2	1	4	0	5	1	0	13
Dec-89	1	2	2	1	3	2	0	11
Jan-90	0	0	2	0	4	0	0	6
Feb-90	2	3	4	2	2	1	0	14
Mar-90	0	2	4	1	2	1	0	10
Apr-90	0	1	4	0	2	0	1	8
May-90	1	0	1	1	1	1	0	5
Jun-90	2	0	1	0	1	3	0	7
Jul-90	2	1	3	2	1	1	0	10
Aug-90	1	2	2	0	2	3	0	10
Sep-90	1	2	6	0	2	0	0	11
Oct-90	3	1	3	1	3	0	0	11
Nov-90	3	3	3	0	3	0	0	12
Dec-90	2	4	3	0	2	0	0	11
Jan-91	2	7	6	1	1	0	0	17
Feb-91	1	4	3	1	2	0	0	11
Mar-91	1	5	1	1	2	0	0	10
Apr-91	2	3	2	1	1	0	0	9
May-91	0	2	3	0	1	2	0	8
Jun-91	0	1	2	0	1	2	0	6
Jul-91	0	4	2	0	0	2	0	8
Aug-91	0	2	2	1	0	2	0	7
Sep-91	0	2	2	0	1	3	0	8
Oct-91	1	4	2	0	5	1	0	13
Nov-91	0	6	3	2	4	2	0	17
Dec-91	0	3	5	0	4	1	0	13

	Non-Discretionary Inmates				Discretionary Inmates			Total Jail Pop.
	Other Conv. Felons	Conv. Misd.	Pre-trial Felony	Pre-trial Misd.	TDOC Backup	Local Felons	Others	
Feb-92	0	6	5	0	4	7	0	22
Mar-92	0	2	5	1	3	7	0	18
Apr-92	0	1	6	1	3	9	0	20
May-92	1	0	0	1	5	5	0	12
Jun-92	1	1	0	5	7	3	0	17
Jul-92	0	3	0	0	8	2	0	13
Aug-92	0	0	1	1	8	2	0	12
Sep-92	0	0	0	0	7	2	0	9
Oct-92	0	3	1	2	7	2	0	15
Nov-92	1	3	0	2	5	2	0	13
Dec-92	0	1	2	3	4	0	0	10
Jan-93	0	0	1	1	4	0	0	6
Feb-93	1	4	1	2	3	2	0	13
Mar-93	2	7	0	3	1	0	0	13
Apr-93	1	5	0	4	2	2	0	14
May-93	4	3	1	3	1	1	1	14
Jun-93	1	1	1	1	5	0	0	9
Jul-93	0	6	1	6	6	0	0	19
Aug-93	0	3	1	2	6	1	0	13
Sep-93	0	4	4	1	3	0	0	12
Oct-93	0	4	2	1	3	0	0	10
Nov-93	0	2	3	2	3	0	0	10
Dec-93	0	2	3	4	3	0	0	12
Jan-94	0	1	3	4	3	0	0	11
Feb-94	4	2	1	4	0	1	0	12
Mar-94	3	3	1	4	0	3	0	14
Apr-94	3	5	1	6	0	3	0	18
May-94	0	5	0	4	3	5	0	17
Jun-94	0	3	3	0	4	2	0	12
Jul-94	0	4	3	2	3	3	0	15
Aug-94	0	4	4	5	4	3	0	20
Sep-94	0	4	4	1	4	3	0	16
Oct-94	0	4	4	1	3	5	0	17
Nov-94	0	0	5	1	2	4	0	12
Dec-94	0	1	2	2	2	3	0	10
Jan-95	0	0	1	4	2	3	0	10
Feb-95	0	1	1	3	1	4	0	10
Mar-95	0	5	0	3	4	3	0	15
Apr-95	0	7	0	2	1	5	0	15
May-95	0	6	2	0	1	5	0	14

	Non-Discretionary Inmates				Discretionary Inmates			Total Jail Pop.
	Other Conv. Felons	Conv. Misd.	Pre-trial Felony	Pre-trial Misd.	TDOC Backup	Local Felons	Others	
Jun-95	0	2	1	3	3	4	0	13
Jul-95	0	3	0	2	7	0	0	12
Aug-95	0	3	0	3	7	0	0	13
Sep-95	0	2	0	1	5	0	0	9
Oct-95	0	4	0	3	5	0	0	12
Nov-95	0	4	1	1	5	2	0	13
Dec-95	0	5	1	1	5	3	0	15
Jan-96	0	3	1	1	5	6	0	16
Feb-96	0	5	1	0	5	3	0	14
Mar-96	0	4	0	1	5	3	0	13
Apr-96	0	3	0	3	4	4	0	14
May-96	0	6	0	0	2	3	0	11
Jun-96	0	3	0	1	3	2	0	9
Jul-96	0	3	1	1	3	2	0	10
Aug-96	0	7	0	2	0	1	0	10
Sep-96	0	4	0	3	0	3	0	10
Oct-96	0	3	1	1	0	1	0	6
Nov-96	0	7	0	1	1	0	0	9
Dec-96	0	4	0	2	1	0	0	7
Jan-97	0	4	1	0	1	1	0	7
Feb-97	0	4	0	0	4	0	0	8
Mar-97	0	3	0	0	1	2	0	6
Apr-97	0	1	0	2	0	3	0	6
May-97	0	2	0	3	0	3	0	8
Jun-97	0	2	0	2	1	3	0	8
Jul-97	4	1	0	2	0	0	0	7
Aug-97	0	1	0	0	1	2	0	4
Sep-97	0	1	0	2	1	2	0	6
Oct-97	0	5	0	3	1	1	0	10
Nov-97	0	5	1	6	1	0	0	13
Dec-97	0	9	0	1	0	0	0	10
Jan-98	0	4	2	3	0	1	0	10
Feb-98	0	4	0	4	0	3	0	11
Mar-98	0	4	0	2	0	2	0	8
Apr-98	0	4	1	0	0	1	0	6
May-98	0	3	1	3	0	0	0	7
Jun-98	0	0	0	5	3	3	0	11
Jul-98	0	2	0	4	0	2	0	8
Aug-98	0	1	0	8	0	2	0	11
Sep-98	0	5	0	8	0	3	0	16

	Non-Discretionary Inmates				Discretionary Inmates			Total Jail Pop.
	Other Conv. Felons	Conv. Misd.	Pre-trial Felony	Pre-trial Misd.	TDOC Backup	Local Felons	Others	
Oct-98	0	4	4	6	2	3	0	19
Nov-98	0	8	0	5	2	2	0	17
Dec-98	0	1	0	8	1	1	0	11
Jan-99	0	5	0	3	1	0	1	10
Feb-99	0	5	0	0	1	4	0	10
Mar-99	0	3	6	3	1	0	0	13
Apr-99	1	7	1	1	0	2	0	12
May-99	0	3	2	4	0	0	0	9
Jun-99	0	0	3	2	0	0	0	5
Jul-99	0	3	3	3	0	0	0	9
Aug-99	0	3	0	2	0	3	0	8
Sep-99	0	3	4	4	0	1	0	12
Oct-99	0	9	2	2	1	0	0	14
Nov-1999	0	8	1	0	2	6	0	17
Dec-1999	0	5	7	2	2	1	0	17
Jan-2000	1	3	3	3	1	1	0	12
Feb-2000	0	4	4	1	0	2	0	11
Mar-2000	0	4	3	4	1	2	0	14
Apr-2000	0	2	5	4	0	0	0	11
May-2000	0	1	5	4	0	0	0	10
Jun-2000	0	5	3	3	1	0	0	12
Jul-2000	0	3	2	4	2	0	0	11
Aug-2000	0	3	4	6	1	0	0	14
Sept-2000	0	4	4	4	1	0	0	13
Oct-2000	0	5	1	3	1	2	0	12
Nov-2000	0	0	0	4	2	2	0	8
Dec-2000	1	4	4	3	1	0	0	13
Jan-2001	0	1	5	5	1	0	0	12
Feb-2001	0	2	2	5	2	0	0	11
Mar-2001	0	2	2	7	2	0	0	13
Apr-2001	0	4	1	3	1	0	0	9
May-2001	0	4	2	2	1	0	0	9
Jun-2001	0	4	2	1	0	0	0	7
Jul-2001	0	4	2	0	1	0	4	11
Aug-2001	0	4	2	0	1	0	4	11
Sept-2001	0	5	2	0	2	0	3	12
Oct-2001	1	3	2	0	2	2	0	10
Nov-2001	2	2	0	0	1	4	0	9
Dec-2001	0	6	1	0	1	2	0	10

	Non-Discretionary Inmates				Discretionary Inmates			Total Jail Pop.
	Other Conv. Felons	Conv. Misd.	Pre-trial Felony	Pre-trial Misd.	TDOC Backup	Local Felons	Others	
Jan-2002	0	4	2	0	1	2	0	9
Feb-2002	0	4	0	0	1	4	0	9
Mar-2002	0	4	2	0	1	0	0	7
Apr-2002	0	3	2	0	2	1	4	12
May-2002	0	3	2	0	2	1	4	12
Jun-2002	0	4	2	0	1	0	4	11
Jul-2002	0	2	3	0	3	4	0	12
Aug-2002	0	3	2	0	3	0	0	8
Sept-2002	0	6	1	0	4	0	0	11
Oct-2002	5	0	0	0	3	2	0	10
Nov-2002	1	0	0	0	4	2	0	7
Dec-2002	2	0	0	0	7	1	0	10
Jan-2003	0	0	0	0	14	2	0	16
Feb-2003	0	0	2	0	7	2	0	11
Mar-2003	1	0	0	0	5	3	0	9
Apr-2003	0	0	0	0	7	3	0	10
May-2003	0	0	0	0	4	3	0	7
Jun-2003	0	0	0	0	8	2	0	10
Jul-2003	1	0	0	0	7	6	0	14
Aug-2003	0	0	0	0	8	3	0	11
Sept-2003	0	2	4	2	5	0	0	13
Oct-2003	1	4	2	0	0	4	0	11
Nov-2003	1	0	3	0	8	1	0	13
Dec-2003	0	1	0	0	8	2	0	11
Jan-2004	0	0	1	0	9	3	0	13
Feb-2004	0	4	1	0	4	2	0	11
Mar-2004	1	1	0	0	8	3	0	13
Apr-2004	4	1	2	0	7	1	0	15
May-2004	2	1	0	0	7	3	0	13
Jun-2004	2	2	0	0	9	1	0	14
Jul-2004	2	2	2	0	9	3	0	18
Aug-2004	0	8	3	7	4	0	0	22
Sept-2004	2	0	4	0	8	3	0	17
Oct-2004	1	2	1	0	6	4	0	14
Nov-2004	1	0	1	0	14	3	0	19
Dec-2004	3	1	0	0	7	4	0	15
Jan-2005	3	1	0	0	7	4	0	15
Feb-2005	2	0	0	0	8	3	0	13
Mar-2005	3	0	0	0	8	4	0	15
Apr-2005	0	0	1	0	8	4	0	13

	Non-Discretionary Inmates				Discretionary Inmates			Total Jail Pop.
	Other Conv. Felons	Conv. Misd.	Pre-trial Felony	Pre-trial Misd.	TDOC Backup	Local Felons	Others	
May-2005	0	1	4	0	7	3	0	15
Jun-2005	0	1	1	0	8	3	0	13
Jul-2005	1	0	2	0	6	3	0	12
Aug-2005	1	2	0	0	11	3	0	17
Sept-2005	0	1	0	0	8	3	0	12
Oct-2005	1	3	0	0	8	3	0	15
Nov-2005	0	1	1	0	7	3	0	12
Dec-2005	2	1	0	0	7	4	0	14
Jan-2006	1	0	1	0	9	3	0	14
Feb-2006	1	0	1	2	7	3	0	14
Mar-2006	1	1	0	0	7	2	0	11
Apr-2006	0	1	2	0	12	3	0	18
May-2006	7	1	1	1	9	3	0	22
Jun-2006	2	0	0	0	9	1	0	12
Jul-2006	3	1	0	0	7	3	0	14
Aug-2006	3	0	0	0	10	2	0	15
Sept-2006	0	2	3	6	8	1	0	20
Oct-2006	0	2	8	2	9	1	0	22
Nov-2006	0	1	4	6	14	1	0	26
Dec-2006	0	1	4	2	13	0	0	20
Jan-2007	0	4	1	1	9	0	0	15
Feb-2007	0	0	1	0	11	0	0	12
Mar-2007	0	5	4	5	8	0	0	22
Apr-2007	0	2	4	5	7	0	0	18
May-2007	0	4	5	2	6	0	0	17
Jun-2007	0	3	7	4	9	0	0	23
Jul-07	0	5	6	4	12	0	0	27
Aug-2007	0	3	6	9	9	0	0	27
Sept-2007	0	3	10	6	8	0	0	27
Oct-2007	0	3	8	2	7	0	0	20
Nov-2007	0	4	8	3	7	0	0	22
Dec-2007	0	1	5	6	8	0	0	20
Jan-2008	0	2	5	5	5	0	0	17
Feb-2008	0	4	6	6	6	0	0	22
Mar-2008	0	4	8	7	7	0	0	26
Apr-2008	0	7	4	0	9	0	0	20
May-2008	0	6	10	0	8	0	0	24
Jun-2008	0	10	5	2	15	0	0	32
Jul-2008	0	4	10	3	21	0	0	38
Aug-2008	0	6	7	4	19	0	0	36

	Non-Discretionary Inmates				Discretionary Inmates			Total Jail Pop.
	Other Conv. Felons	Conv. Misd.	Pre-trial Felony	Pre-trial Misd.	TDOC Backup	Local Felons	Others	
Sept-2008	0	3	5	8	26	0	0	42
Oct-2008	0	3	6	4	27	0	0	40
Nov-2008	0	8	1	7	20	0	0	36
Dec-2008	0	8	4	6	16	0	0	34
Jan-2009	0	8	4	8	16	0	0	36
Feb-2009	0	6	6	9	13	0	0	34
Mar-2009	0	4	5	7	16	0	0	32
Apr-2009	0	2	5	9	14	0	0	30
May-2009	0	4	7	9	14	0	0	34
Jun-2009	0	5	6	4	18	0	0	33
Jul-09	0	3	6	8	16	0	0	33
Aug-2009	0	6	3	7	14	0	0	30
Sept-2009	0	5	5	2	17	0	0	29
Oct-2009	0	6	8	3	18	0	0	35
Nov-2009	0	5	8	4	18	0	0	35
Dec-2009	0	3	7	4	15	0	0	29

Source: Jail Monthly Summaries provided by the Tennessee Department of Corrections.
Note: No data for January 2005. Data from December 2004 was used.

ATTACHMENT C: INMATE CHARACTERISTICS

The following tables and graphs were generated by the analysis of 844 inmates, representing all inmates admitted to the Clay County from December 2008 to December 2009. These inmates spent a total of 8,258 days in the jail. The overall average length of stay (ALOS) was 9.8 days.

During this period, most female inmates were transferred to the Overton County Jail where they were housed until release. Information about these inmates, and male inmates who were also housed in Overton County, was secured from the Overton County computer records and has been reviewed for this study. The days spent in Overton County by Clay County inmates were added to monthly figures for the purpose of projecting future needs.

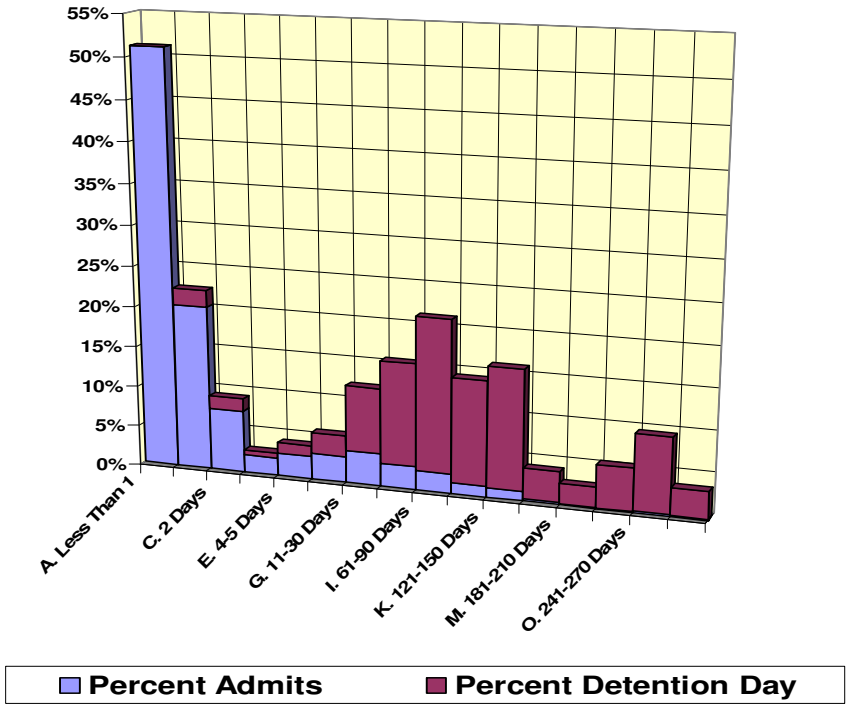
Gender

Sex	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
F	257	31.2%	1990	24.1%	7.7
M	587	68.8%	6268	75.9%	10.7
TOTAL	844	100.0%	8258	100.0%	9.8

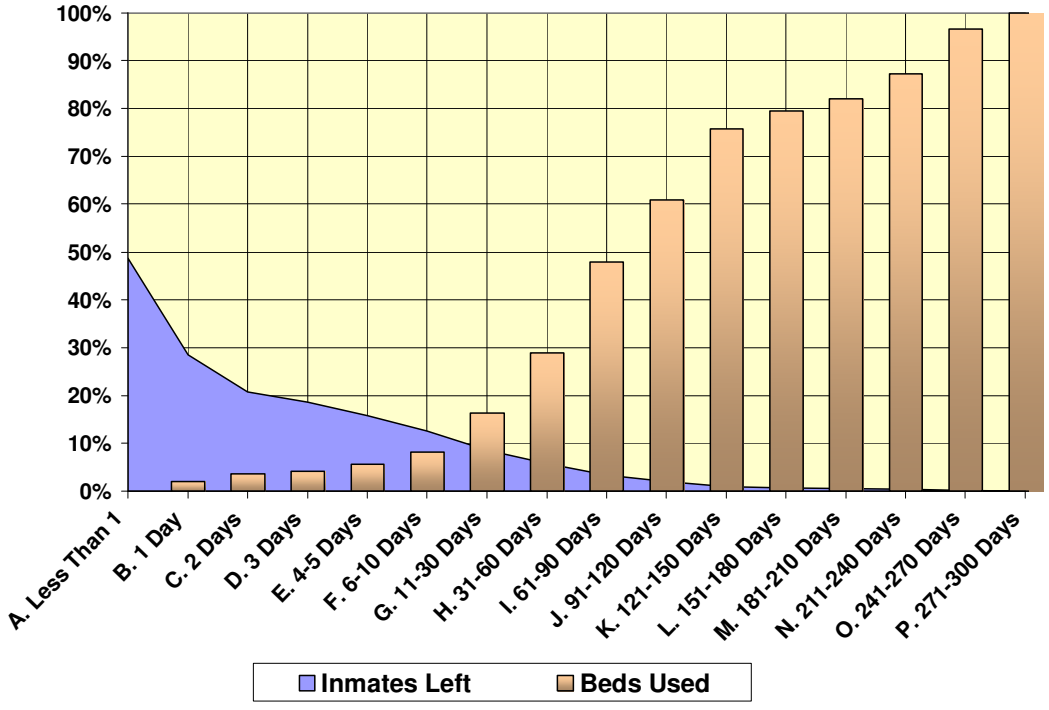
Length of Stay

Length of Stay	Admits	Perc Admits	Det Days	Perc Det Days
A. Less Than 1	438	51.2%	0	0.0%
B. 1 Day	169	20.3%	169	2.0%
C. 2 Days	65	7.7%	130	1.6%
D. 3 Days	17	2.2%	51	0.6%
E. 4-5 Days	24	2.8%	108	1.3%
F. 6-10 Days	27	3.2%	217	2.6%
G. 11-30 Days	33	4.0%	669	8.1%
H. 31-60 Days	23	2.9%	1047	12.7%
I. 61-90 Days	20	2.4%	1563	18.9%
J. 91-120 Days	10	1.3%	1072	13.0%
K. 121-150 Days	9	1.2%	1227	14.9%
L. 151-180 Days	2	0.3%	313	3.8%
M. 181-210 Days	1	0.1%	204	2.5%
N. 211-240 Days	2	0.1%	439	5.3%
O. 241-270 Days	3	0.3%	770	9.3%
P. 271-300 Days	1	0.1%	279	3.4%
TOTAL	844	100.0%	8258	100.0%

Length of Stay: Percent Admits vs. Percent Detention Days



Length of Stay: Inmates Remaining vs. Detention Days Used



Number of Charges at Admission

Number of Charges	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
1	502	59.1%	4327	52.4%	8.6
2	224	26.5%	1919	23.2%	8.6
3	80	9.9%	1235	15.0%	15.4
4	19	2.3%	468	5.7%	24.6
6	6	0.6%	122	1.5%	20.3
7	2	0.2%	84	1.0%	42.0
5	10	1.3%	67	0.8%	6.7
20	1	0.1%	36	0.4%	36.0
TOTAL	**844**	**100.0%**	**8258**	**100.0%**	**9.8**

Bond Amount

Bond Amount	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
Under $500	61	7.6%	174	2.1%	2.9
$500 - $999	159	18.6%	85	1.0%	0.5
$1,000 -1,999	161	18.5%	833	10.1%	5.2
$2,000- $4,999	76	9.5%	66	0.8%	0.9
$5,000 - $9,999	73	8.4%	213	2.6%	2.9
$10,000- $19,999	50	6.3%	459	5.6%	9.2
$20,000 - $49,999	17	1.8%	90	1.1%	5.3
$50,000- $99,999	7	0.8%	283	3.4%	40.4
$100,000	2	0.2%	289	3.5%	144.5
$150,000	1	0.1%	81	1.0%	81.0
$300,000	1	0.1%	142	1.7%	142.0
$400,000	1	0.1%	46	0.6%	46.0
$1,000,000	1	0.1%	84	1.0%	84.0
None of Not Given	232	27.5%	5411	65.5%	23.3

State of Residence

State	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
TN	754	90.2%	7495	90.8%	9.9
KY	74	8.3%	717	8.7%	9.7
IN	6	0.6%	36	0.4%	6.0
GA	2	0.1%	3	0.0%	1.5
VA	2	0.3%	2	0.0%	1.0
MO	1	0.1%	2	0.0%	2.0
OH	1	0.1%	2	0.0%	2.0
NC	1	0.1%	1	0.0%	1.0
IA	1	0.1%	0	0.0%	0.0
Unknown	2	0.1%	0	0.0%	0.0
Total	844	100.0%	8258	100.0%	9.8

Town of Residence

Home Town	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
CELINA	377	45.9%	3452	41.8%	9.2
RED BOILING SPRINGS	95	10.2%	814	9.9%	8.6
MOSS	68	8.7%	702	8.5%	10.3
TOMPKINSVILLE	25	2.9%	420	5.1%	16.8
GAINSBORO	16	2.0%	404	4.9%	25.3
HILHAM	31	3.9%	387	4.7%	12.5
ALLONS	12	1.5%	307	3.7%	25.6
CROSSVILLE	8	0.9%	255	3.1%	31.9
BURKESVILLE	25	3.2%	222	2.7%	8.9
COOKEVILLE	20	2.3%	155	1.9%	7.8
LIVINGSTON	29	3.5%	140	1.7%	4.8
LANCASTER	1	0.1%	134	1.6%	134.0
WHITLEYVILLE	20	2.6%	129	1.6%	6.5
BELL BUCKLE	1	0.2%	122	1.5%	122.0
BLOOMINGTON SPRINGS	1	0.1%	108	1.3%	108.0
GRAY	1	0.1%	87	1.1%	87.0
MONROE	6	0.8%	79	1.0%	13.2
GAMALIEL	6	0.7%	62	0.8%	10.3
ELMWOOD	1	0.1%	60	0.7%	60.0
LAFAYETTE	16	1.6%	55	0.7%	3.4
WESTMORELAND	4	0.4%	29	0.4%	7.3
INDIANAPOLIS	4	0.4%	22	0.3%	5.5
FRANKLIN	1	0.2%	16	0.2%	16.0
SPEEDWAY	1	0.1%	13	0.2%	13.0
CARTHAGE	5	0.0%	12	0.1%	2.4
CASTALIN SPRINGS	1	0.1%	9	0.1%	9.0
SPARTA	2	0.3%	7	0.1%	3.5
TULLAHOMA	2	0.3%	6	0.1%	3.0

Home Town	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
ALPINE	1	0.1%	5	0.1%	5.0
COLUMBIA	2	0.1%	4	0.0%	2.0
FOUNTAIN RUN	4	0.1%	3	0.0%	0.8
SMYRNA	1	0.1%	3	0.0%	3.0
HARTSVILLE	2	0.3%	2	0.0%	1.0
BREMEN	1	0.1%	2	0.0%	2.0
STUARTS DRAFT	2	0.3%	2	0.0%	1.0
SONORA	2	0.3%	2	0.0%	1.0
KEFTLE	1	0.1%	2	0.0%	2.0
KNOXVILLE	1	0.1%	2	0.0%	2.0
SCOTTSVILLE	1	0.1%	2	0.0%	2.0
RICHWOOD	1	0.1%	2	0.0%	2.0
PORTLAND	2	0.2%	2	0.0%	1.0
ORWELL	1	0.1%	2	0.0%	2.0
MONTCREY	3	0.4%	2	0.0%	0.7
DIXON SPRINGS	1	0.1%	2	0.0%	2.0
WHITEHOUSE	1	0.2%	1	0.0%	1.0
MCRAE	1	0.0%	1	0.0%	1.0
ANTIOCH	2	0.3%	1	0.0%	0.5
GREENFIELD	1	0.1%	1	0.0%	1.0
JAMESTOWN	3	0.3%	1	0.0%	0.3
MURFREESBORO	3	0.4%	1	0.0%	0.3
NASHVILLE	2	0.3%	1	0.0%	0.5
NEW JOHNSONVILLE	1	0.1%	1	0.0%	1.0
EDMONTON	2	0.2%	1	0.0%	0.5
ROCKY POINT	1	0.1%	1	0.0%	1.0
RICKMAN	2	0.3%	1	0.0%	0.5
X-Not Supplied	2	0.1%	0	0.0%	0.0
LEBANAN	1	0.1%	0	0.0%	0.0
ALGOOD	1	0.1%	0	0.0%	0.0
GLASGOW	1	0.2%	0	0.0%	0.0
GOSHEN	1	0.1%	0	0.0%	0.0
HILTON	1	0.1%	0	0.0%	0.0
SOMERSET	1	0.0%	0	0.0%	0.0
EUBANK	1	0.1%	0	0.0%	0.0
GRANVILLE	2	0.2%	0	0.0%	0.0
PEYTENSVILLE	1	0.1%	0	0.0%	0.0
MANCHESTER	1	0.0%	0	0.0%	0.0
SUMMER SHADE	1	0.1%	0	0.0%	0.0
MT HERMON	1	0.1%	0	0.0%	0.0
BLOOMFIELD	1	0.1%	0	0.0%	0.0
HUNTSVILLE	1	0.1%	0	0.0%	0.0
MONTICELLO	1	0.0%	0	0.0%	0.0
ALBANY	2	0.1%	0	0.0%	0.0
TOTAL	844	100.0%	8258	100.0%	9.8

Charge (First at Time of Admission) Alphabetical Order.

CHARGE (First in Sequence)	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
Aggravated Assault	7	0.7%	296	3.6%	42.3
Aggravated Burglary	5	0.6%	151	1.8%	30.2
Assault	7	0.9%	5	0.1%	0.7
Assault to Minor	2	0.3%	129	1.6%	64.5
Attachment- child support	1	0.1%	0	0.0%	0.0
Attempted Murder, 2nd Degree	1	0.2%	26	0.3%	26.0
Burglary	6	0.7%	41	0.5%	6.8
Capias	109	14.0%	868	10.5%	8.0
Child Support	2	0.3%	120	1.5%	60.0
Contributing to a Minor (Drugs)	2	0.1%	136	1.6%	68.0
Criminal Impersonation	1	0.1%	89	1.1%	89.0
Criminal Trespassing	8	1.0%	2	0.0%	0.3
VOP- Criminal (Violation of Probation)	6	0.8%	77	0.9%	12.8
Distribution [controlled substance] manuf. For sale	6	0.7%	1	0.0%	0.2
Driving on Canceled License	40	4.8%	92	1.1%	2.3
Driving on Suspended License	16	2.1%	1	0.0%	0.1
Driving with No License	26	3.2%	7	0.1%	0.3
No License (driving with)	18	0.6%	1	0.0%	0.1
DUI 3rd (Third Offense)	5	0.7%	6	0.1%	1.2
DUI 5th (Fifth offense)	1	0.1%	0	0.0%	0.0
Evading Arrest	93	9.9%	352	4.3%	3.8
Evasion	1	0.1%	0	0.0%	0.0
Fraud	2	0.2%	9	0.1%	4.5
Fugitive from Justice	8	1.0%	30	0.4%	3.8
Grand jury indictment	1	0.2%	1	0.0%	1.0
Indictment (grand jury)	13	1.5%	76	0.9%	5.8
Harassment	1	0.1%	1	0.0%	1.0
Hold for Own Safety	2	0.2%	0	0.0%	0.0
Manufacturing Marijuana	2	0.2%	0	0.0%	0.0
No proof of insurance	1	0.1%	1	0.0%	1.0
PI – Public Intoxication (drunkenness)	1	0.1%	1	0.0%	1.0
Public Drunkenness (intoxication)	72	8.3%	67	0.8%	0.9
Possession of Controlled Substance Schedule II (2) with Intent to Resale	1	0.1%	1	0.0%	1.0
Possession of Controlled Substance with Intent to Resale	1	0.1%	1	0.0%	1.0
Possession of controlled substance without a prescription	3	0.3%	1	0.0%	0.3
Possession of drug paraphernalia	3	0.4%	0	0.0%	0.0
Possession of drugs in a penal institution	8	1.0%	10	0.1%	1.3
Possession of Firearm	1	0.1%	0	0.0%	0.0
Possession of Marijuana	1	0.1%	0	0.0%	0.0
Possession of meth with intent to sell	1	0.1%	0	0.0%	0.0

CHARGE (First in Sequence)	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
Possession of Sched II (2) Narcotic with Intent to Resale	1	0.1%	0	0.0%	0.0
Possession of Schedule I (1) Control Substance	6	0.7%	46	0.6%	7.7
Possession of Schedule III (3) Substance with Intent to Resale	1	0.1%	0	0.0%	0.0
Possession of Schedule IV (4) Controlled Substance	1	0.1%	38	0.5%	38.0
Possession of Schedule IV (4) Controlled Substance w/Intent to Resale	4	0.5%	114	1.4%	28.5
Possession of Schedule VI (6)Substance	2	0.2%	25	0.3%	12.5
Possession, Manufacturing, Delivering Selling with Intent to Resale	4	0.5%	1	0.0%	0.3
Violation of Restraining Oder	1	0.1%	1	0.0%	1.0
Seat Belt Law	1	0.1%	0	0.0%	0.0
Weekend, Serving	45	5.5%	1298	15.7%	28.8
Serving Weekend	10	1.0%	22	0.3%	2.2
Speeding	17	2.2%	16	0.2%	0.9
Theft	2	0.2%	1	0.0%	0.5
Theft of Property	5	0.5%	1	0.0%	0.2
Theft Over $1,000*	11	1.2%	0	0.0%	0.0
Theft Over $5,000	3	0.3%	2	0.0%	0.7
Theft Over $500 under $1,000	1	0.2%	18	0.2%	18.0
Under age consumption [of alcohol]	1	0.1%	0	0.0%	0.0
Unlawful carrying or possession of weapons	2	0.3%	2	0.0%	1.0
Vandalism	1	0.1%	1	0.0%	1.0
Vandalism of County [Property]	5	0.7%	21	0.3%	4.2
Violation of Financial Responsibility	9	1.2%	451	5.5%	50.1
VOP – Violation of Probation	10	1.3%	6	0.1%	0.6
VOP – Violation of Probation	78	9.6%	2387	28.9%	30.6
Arson	42	5.0%	154	1.9%	3.7
Possession of Stolen Property	1	0.1%	1	0.0%	1.0
Aggravated Domestic Assault	1	0.1%	84	1.0%	84.0
Possession Explosive Components	2	0.1%	31	0.4%	15.5
Light Law	1	0.1%	0	0.0%	0.0
Joyriding	1	0.1%	0	0.0%	0.0
Possession of a Firearm While Intoxicated	1	0.1%	53	0.6%	53.0
Breaking and Entering	2	0.3%	4	0.0%	2.0
Aggravated Assault with Firearm	1	0.2%	0	0.0%	0.0
Violation of Implied Consent	2	0.3%	93	1.1%	46.5
Failure to Use Signal	2	0.3%	3	0.0%	1.5
Indecent Exposure	4	0.5%	1	0.0%	0.3
Violation of Implied Consent	2	0.4%	122	1.5%	61.0
Shoplifting	2	0.2%	127	1.5%	63.5
Kidnapping	1	0.1%	1	0.0%	1.0
Residential and Work Restrictions	4	0.5%	5	0.1%	1.3
Robbery	1	0.1%	0	0.0%	0.0

CHARGE (First in Sequence)	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
Possession of Schedule 2	3	0.4%	6	0.1%	2.0
Promoting Meth Manufacturing	2	0.2%	0	0.0%	0.0
Theft of Merchandise	2	0.3%	0	0.0%	0.0
Refused BA Test	1	0.1%	6	0.1%	6.0
Manufacture of Controlled Sched 2	4	0.5%	33	0.4%	8.3
Manufacture of Controlled Sched 3	21	2.4%	300	3.6%	14.3
TennCare Fraud	8	1.0%	53	0.6%	6.6
Theft of Services	3	0.3%	30	0.4%	10.0
Violation of Bond Conditions	1	0.1%	2	0.0%	2.0
Interference with Investigation	3	0.4%	2	0.0%	0.7
Worthless Check, Passing	10	1.1%	30	0.4%	3.0
Reckless Endangerment of a Child	2	0.3%	0	0.0%	0.0
Aggravated Assault with a Deadly Weapon	1	0.1%	0	0.0%	0.0

All Charges

Total number of times each charge appeared in the dataset, total detention days associated with each charge.

CHARGE Descending order of detention days	**Admits**	**Admits: Perc of Total**	**Det Days**	**Det Days: Perc of Total**	**ALOS**
VOP – Violation of Probation	100	7.63%	3367	23.11%	33.7
Capias	127	9.69%	1594	10.94%	12.6
Weekend, Serving	48	3.66%	1480	10.16%	30.8
Violation of Financial Responsibility	10	0.76%	451	3.10%	45.1
Fugitive from Justice	57	4.35%	445	3.05%	7.8
Evading Arrest	100	7.63%	379	2.60%	3.8
Criminal Impersonation	2	0.15%	357	2.45%	178.5
Filing a False [Police] Report	3	0.23%	335	2.30%	111.7
TennCare Fraud	10	0.76%	321	2.20%	32.1
Manufacture of Controlled Sched 3	21	1.60%	300	2.06%	14.3
Aggravated Assault	9	0.69%	298	2.05%	33.1
Public Drunkenness (intoxication)	85	6.49%	294	2.02%	3.5
Aggravated Assault on Officer	4	0.31%	261	1.79%	65.3
Shoplifting	8	0.61%	242	1.66%	30.3
Speeding	34	2.60%	234	1.61%	6.9
Worthless Check, Passing	36	2.75%	232	1.59%	6.4
Burglary	13	0.99%	224	1.54%	17.2
Vehicular Assault	2	0.15%	222	1.52%	111.0
Vandalism	3	0.23%	206	1.41%	68.7
Aggravated Burglary	6	0.46%	187	1.28%	31.2
Warrant	1	0.08%	160	1.10%	160.0
Arson	47	3.59%	155	1.06%	3.3
Implied Consent (Violation)	40	3.05%	148	1.02%	3.7
Contributing to a Minor (Drugs)	3	0.23%	137	0.94%	45.7
Assault to Minor	3	0.23%	129	0.89%	43.0
Theft Over $1,000*	19	1.45%	129	0.89%	6.8
Refused BA Test	2	0.15%	126	0.86%	63.0
Violation of Implied Consent	2	0.15%	122	0.84%	61.0
Child Support	2	0.15%	120	0.82%	60.0
Possession of Schedule IV (4) Controlled Substance w/Intent to Resale	15	1.15%	120	0.82%	8.0
Violation of Implied Consent	6	0.46%	110	0.76%	18.3
Indictment (grand jury)	16	1.22%	101	0.69%	6.3
Driving on Canceled License	46	3.51%	97	0.67%	2.1
Attachment	1	0.08%	87	0.60%	87.0
Aggravated Domestic Assault	1	0.08%	84	0.58%	84.0
Vandalism of County [Property]	15	1.15%	81	0.56%	5.4
VOP- Criminal (Violation of Probation)	6	0.46%	77	0.53%	12.8
Possession of Schedule III (3) Substance with Intent to Resale	2	0.15%	75	0.51%	37.5
Reckless Endangerment of a Child	3	0.23%	75	0.51%	25.0
Theft Over $5,000	6	0.46%	74	0.51%	12.3
Possession of drugs in a penal institution	38	2.90%	70	0.48%	1.8
Theft Over $500 under $1,000	4	0.31%	62	0.43%	15.5
Possession of a Firearm WhileIntoxicated	1	0.08%	53	0.36%	53.0

CHARGE Descending order of detention days	**Admits**	**Admits: Perc of Total**	**Det Days**	**Det Days: Perc of Total**	**ALOS**
Theft of Services	7	0.53%	50	0.34%	7.1
Driving on Suspended License	24	1.83%	47	0.32%	2.0
Possession of Schedule I (1) Control Substance	8	0.61%	47	0.32%	5.9
Evasion	8	0.61%	45	0.31%	5.6
Possession of Schedule IV (4) Controlled Substance	4	0.31%	39	0.27%	9.8
DUI 3rd (Third Offense)	6	0.46%	36	0.25%	6.0
Possession Explosive Components	3	0.23%	36	0.25%	12.0
Manufacture of Controlled Sched 2	4	0.31%	33	0.23%	8.3
Criminal Capias	1	0.08%	28	0.19%	28.0
Attempted Murder, 2nd Degree	1	0.08%	26	0.18%	26.0
Possession of Schedule VI (6)Substance	5	0.38%	26	0.18%	5.2
Serving Weekend	11	0.84%	24	0.16%	2.2
Possession, Manufacturing, Delivering Selling with Intent to Resale	11	0.84%	18	0.12%	1.6
Distribution [controlled substance] manuf. For sale	13	0.99%	15	0.10%	1.2
DUI 5th (Fifth offense)	1	0.08%	15	0.10%	15.0
Theft of Property	9	0.69%	12	0.08%	1.3
Driving with No License	35	2.67%	11	0.08%	0.3
No License (driving with)	25	1.91%	11	0.08%	0.4
Manufacturing Marijuana	7	0.53%	11	0.08%	1.6
Destruction of Government Property	1	0.08%	11	0.08%	11.0
Assault	24	1.83%	10	0.07%	0.4
Destruction of Private Property	1	0.08%	10	0.07%	10.0
Fraud	2	0.15%	9	0.06%	4.5
Grand jury indictment	2	0.15%	9	0.06%	4.5
Revoked Bond	1	0.08%	9	0.06%	9.0
PI – Public Intoxication (drunkenness)	3	0.23%	8	0.05%	2.7
Hold for [other state]	1	0.08%	8	0.05%	8.0
Promoting Meth Manufacturing	10	0.76%	8	0.05%	0.8
VOP – Violation of Probation	10	0.76%	6	0.04%	0.6
Possession of Schedule 2	3	0.23%	6	0.04%	2.0
Residential and Work Restrictions	4	0.31%	5	0.03%	1.3
Breaking and Entering	2	0.15%	4	0.03%	2.0
Failure to Use Signal	2	0.15%	3	0.02%	1.5
No Charge Recorded	3	0.23%	3	0.02%	1.0
Child Endangerment	2	0.15%	2	0.01%	1.0
Contributing to [Delinquency of] a Minor	1	0.08%	2	0.01%	2.0
Criminal Trespassing	10	0.76%	2	0.01%	0.2
Possession of controlled substance without a prescription	4	0.31%	2	0.01%	0.5
Possession of Marijuana	4	0.31%	2	0.01%	0.5
Unlawful carrying or possession of weapons	3	0.23%	2	0.01%	0.7
Light Law	2	0.15%	2	0.01%	1.0
Joyriding	1	0.08%	2	0.01%	2.0
Manufacturing Sched 4	1	0.08%	2	0.01%	2.0
Kidnapping	2	0.15%	2	0.01%	1.0

CHARGE Descending order of detention days	**Admits**	**Admits: Perc of Total**	**Det Days**	**Det Days: Perc of Total**	**ALOS**
Theft of Merchandise	5	0.38%	2	0.01%	0.4
Possession of Untaxed Alcohol Bev. Over 2 Gallons	1	0.08%	2	0.01%	2.0
Violation of Bond Conditions	1	0.08%	2	0.01%	2.0
Interference with Investigation	3	0.23%	2	0.01%	0.7
Interference with Investigation	2	0.15%	2	0.01%	1.0
Delivery of Sched II (2) Controlled Substance*	1	0.08%	1	0.01%	1.0
Harassment	1	0.08%	1	0.01%	1.0
No proof of insurance	1	0.08%	1	0.01%	1.0
Possession of Controlled Substance Schedule II (2) with Intent to Resale	3	0.23%	1	0.01%	0.3
Possession of Controlled Substance with Intent to Resale	1	0.08%	1	0.01%	1.0
Possession, Manufacturing, Delivering Selling with Intent to Resale	2	0.15%	1	0.01%	0.5
Prohibited Weapon	1	0.08%	1	0.01%	1.0
Violation of Restraining Oder	1	0.08%	1	0.01%	1.0
Theft	2	0.15%	1	0.01%	0.5
Possession of Stolen Property	1	0.08%	1	0.01%	1.0
Possession of Stolen Property	1	0.08%	1	0.01%	1.0
Possession of Firearm While Intoxicated	2	0.15%	1	0.01%	0.5
Indecent Exposure	4	0.31%	1	0.01%	0.3
Attachment- child support	1	0.08%	0	0.00%	0.0
DUI 5th (Fifth offense)	1	0.08%	0	0.00%	0.0
Hold for Own Safety	5	0.38%	0	0.00%	0.0
Possession of drug paraphernalia	3	0.23%	0	0.00%	0.0
Possession of Firearm	3	0.23%	0	0.00%	0.0
Possession of meth with intent to sell	2	0.15%	0	0.00%	0.0
Possession of Sched II (2) Narcotic with Intent to Resale	1	0.08%	0	0.00%	0.0
Seat Belt Law	1	0.08%	0	0.00%	0.0
Sexual Battery	1	0.08%	0	0.00%	0.0
Under age consumption [of alcohol]	1	0.08%	0	0.00%	0.0
Vandalism of County [Property]	1	0.08%	0	0.00%	0.0
Possession Explosive Components	1	0.08%	0	0.00%	0.0
Joyriding	1	0.08%	0	0.00%	0.0
Aggravated Assault with Firearm	1	0.08%	0	0.00%	0.0
Pay or Stay	1	0.08%	0	0.00%	0.0
Robbery	1	0.08%	0	0.00%	0.0
Theft of Merchandise	1	0.08%	0	0.00%	0.0
Possession of Schedule 2 and 4	1	0.08%	0	0.00%	0.0
Theft of Services	2	0.15%	0	0.00%	0.0
Aggravated Assault with a Deadly Weapon	1	0.08%	0	0.00%	0.0
Possession of Ledger{?} Drug	1	0.08%	0	0.00%	0.0

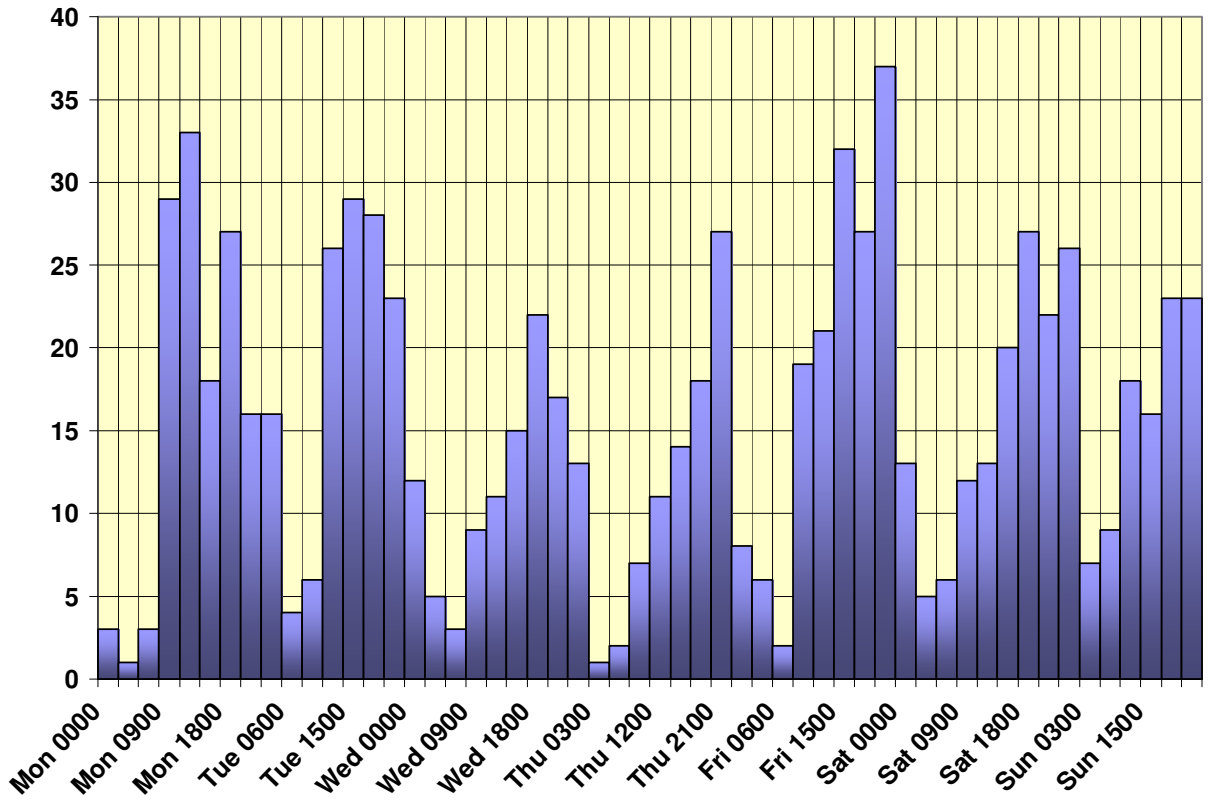
Reason for Release

Reason for Release	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
Appearance Bond	146	17.6%	157	1.9%	1.1
Bonding Company	283	32.6%	765	9.3%	2.7
Cash Bond	2	0.1%	3	0.0%	1.5
Criminal Summons	40	4.7%	150	1.8%	3.8
Released by Court	17	2.2%	481	5.8%	28.3
District Attorney Release	1	0.1%	0	0.0%	0.0
Cash/Corporate Deed or Trust	46	5.3%	107	1.3%	2.3
Held for Another County	5	0.5%	666	8.1%	133.2
Fed. Immigration	3	0.0%	2	0.0%	0.7
Medical Attention	1	0.1%	1	0.0%	1.0
No Bond	5	0.5%	1	0.0%	0.2
Own Recognizance, ROR	66	8.2%	349	4.2%	5.3
Property Bond	26	3.3%	14	0.2%	0.5
Paid Fine, Ticket, Other Obligations	66	8.5%	115	1.4%	1.7
Released Per Sheriff	11	1.2%	563	6.8%	51.2
Signature Bond	2	0.2%	1	0.0%	0.5
TN Department of Corrections	1	0.2%	26	0.3%	26.0
Transferred to Another Jail	13	1.5%	753	9.1%	57.9
Time Served	74	8.6%	2980	36.1%	40.3
Weekend Served	6	0.8%	25	0.3%	4.2
Unknown	27	3.4%	1053	12.8%	39.0

Time and Day of Admission

Admit Day Time	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
Mon 0000	3	0.4%	0	0.0%	0.0
Mon 0300	1	0.1%	0	0.0%	0.0
Mon 0600	3	0.5%	124	1.5%	41.3
Mon 0900	29	3.5%	435	5.3%	15.0
Mon 1200	33	3.9%	533	6.5%	16.2
Mon 1500	18	2.4%	219	2.7%	12.2
Mon 1800	27	3.4%	146	1.8%	5.4
Mon 2100	16	2.1%	181	2.2%	11.3
Tue 0000	16	1.9%	5	0.1%	0.3
Tue 0600	4	0.5%	84	1.0%	21.0
Tue 0900	6	0.8%	35	0.4%	5.8
Tue 1200	26	2.9%	344	4.2%	13.2
Tue 1500	29	3.7%	886	10.7%	30.6
Tue 1800	28	3.5%	216	2.6%	7.7
Tue 2100	23	2.3%	95	1.2%	4.1
Wed 0000	12	1.4%	136	1.6%	11.3
Wed 0300	5	0.6%	5	0.1%	1.0
Wed 0600	3	0.4%	150	1.8%	50.0
Wed 0900	9	1.3%	91	1.1%	10.1
Wed 1200	11	1.4%	170	2.1%	15.5
Wed 1500	15	1.7%	158	1.9%	10.5
Wed 1800	22	2.5%	15	0.2%	0.7
Wed 2100	17	2.1%	190	2.3%	11.2
Thu 0000	13	1.4%	37	0.4%	2.8
Thu 0300	1	0.1%	0	0.0%	0.0
Thu 0600	2	0.2%	0	0.0%	0.0
Thu 0900	7	0.9%	105	1.3%	15.0
Thu 1200	11	1.3%	140	1.7%	12.7
Thu 1500	14	1.6%	66	0.8%	4.7
Thu 1800	18	2.3%	267	3.2%	14.8
Thu 2100	27	3.0%	155	1.9%	5.7
Fri 0000	8	1.0%	1	0.0%	0.1
Fri 0300	6	0.8%	124	1.5%	20.7
Fri 0600	2	0.2%	0	0.0%	0.0
Fri 0900	19	2.4%	18	0.2%	0.9
Fri 1200	21	2.4%	27	0.3%	1.3
Fri 1500	32	3.9%	215	2.6%	6.7
Fri 1800	27	3.3%	121	1.5%	4.5
Fri 2100	37	4.4%	127	1.5%	3.4
Sat 0000	13	1.9%	3	0.0%	0.2
Sat 0300	5	0.5%	7	0.1%	1.4
Sat 0600	6	0.6%	157	1.9%	26.2
Sat 0900	12	1.3%	7	0.1%	0.6
Sat 1200	13	1.6%	239	2.9%	18.4
Sat 1500	20	2.4%	345	4.2%	17.3
Sat 1800	27	3.2%	220	2.7%	8.1
Sat 2100	22	2.6%	25	0.3%	1.1
Sun 0000	26	2.6%	514	6.2%	19.8
Sun 0300	7	0.9%	300	3.6%	42.9
Sun 0900	9	0.8%	47	0.6%	5.2
Sun 1200	18	1.9%	36	0.4%	2.0
Sun 1500	16	1.2%	14	0.2%	0.9
Sun 1800	23	2.9%	379	4.6%	16.5
Sun 2100	23	2.8%	342	4.1%	14.9

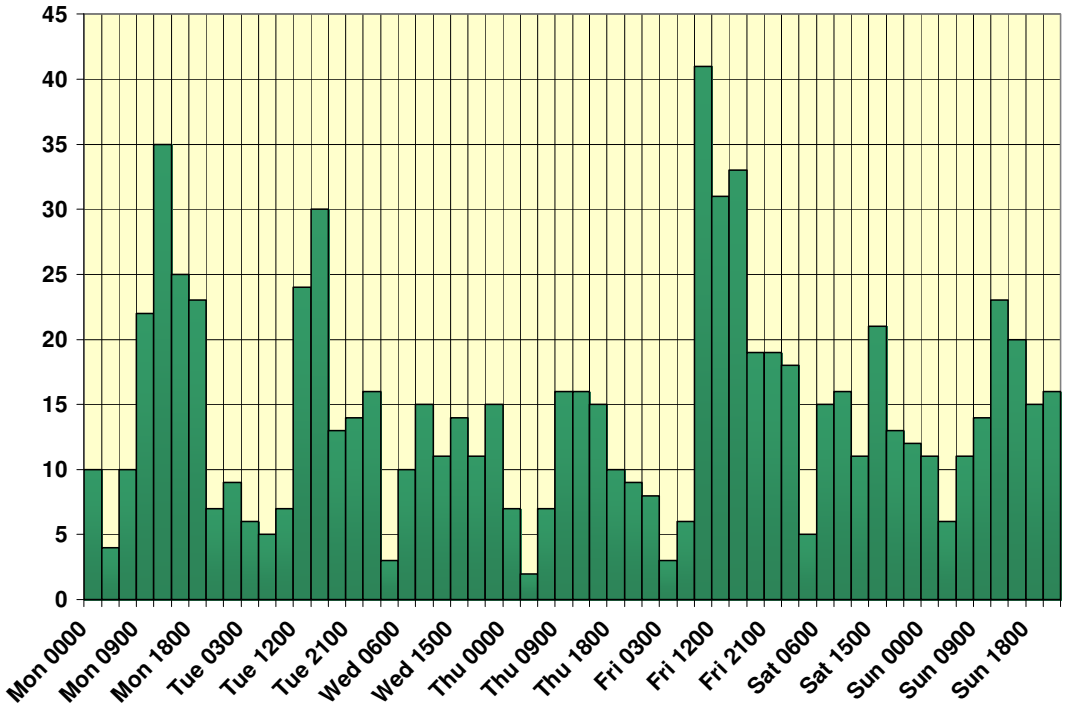
Number of Admits by Time and Day



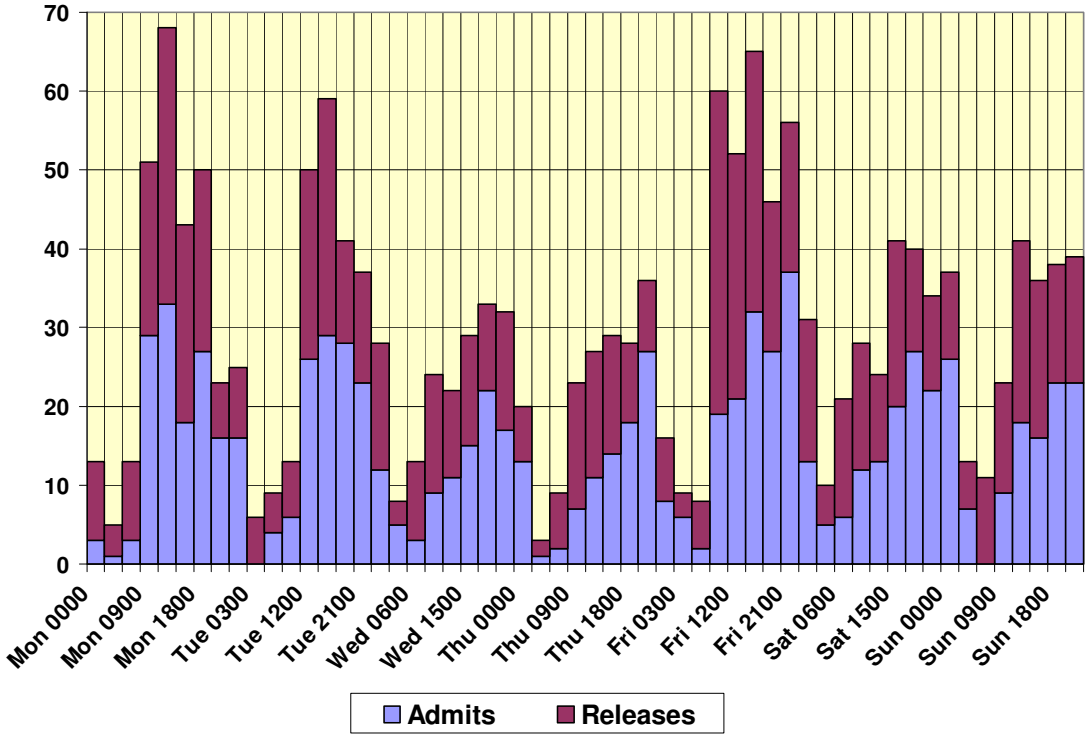
Release Time and Day

Release Day Time	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
Mon 0000	10	1.3%	210	2.5%	21.0
Mon 0300	4	0.5%	4	0.0%	1.0
Mon 0600	10	1.3%	688	8.3%	68.8
Mon 0900	22	2.7%	157	1.9%	7.1
Mon 1200	35	4.3%	287	3.5%	8.2
Mon 1500	25	3.2%	287	3.5%	11.5
Mon 1800	23	2.9%	63	0.8%	2.7
Mon 2100	7	0.9%	33	0.4%	4.7
Tue 0000	9	1.1%	7	0.1%	0.8
Tue 0300	6	0.7%	1	0.0%	0.2
Tue 0600	5	0.6%	106	1.3%	21.2
Tue 0900	7	0.7%	8	0.1%	1.1
Tue 1200	24	2.7%	58	0.7%	2.4
Tue 1500	30	3.5%	378	4.6%	12.6
Tue 1800	13	1.7%	48	0.6%	3.7
Tue 2100	14	1.6%	0	0.0%	0.0
Wed 0000	16	1.8%	210	2.5%	13.1
Wed 0300	3	0.4%	2	0.0%	0.7
Wed 0600	10	1.3%	182	2.2%	18.2
Wed 0900	15	1.9%	51	0.6%	3.4
Wed 1200	11	1.2%	68	0.8%	6.2
Wed 1500	14	1.8%	172	2.1%	12.3
Wed 1800	11	1.3%	1	0.0%	0.1
Wed 2100	15	1.9%	2	0.0%	0.1
Thu 0000	7	0.8%	207	2.5%	29.6
Thu 0300	2	0.2%	1	0.0%	0.5
Thu 0600	7	0.7%	315	3.8%	45.0
Thu 0900	16	2.0%	16	0.2%	1.0
Thu 1200	16	1.8%	251	3.0%	15.7
Thu 1500	15	1.9%	126	1.5%	8.4
Thu 1800	10	1.1%	5	0.1%	0.5
Thu 2100	9	1.0%	30	0.4%	3.3
Fri 0000	8	1.0%	112	1.4%	14.0
Fri 0300	3	0.3%	3	0.0%	1.0
Fri 0600	6	0.8%	62	0.8%	10.3
Fri 0900	41	4.6%	315	3.8%	7.7
Fri 1200	31	3.6%	193	2.3%	6.2
Fri 1500	33	4.1%	495	6.0%	15.0
Fri 1800	19	2.4%	168	2.0%	8.8
Fri 2100	19	2.3%	0	0.0%	0.0
Sat 0000	18	2.1%	457	5.5%	25.4
Sat 0300	5	0.7%	4	0.0%	0.8
Sat 0600	15	1.9%	164	2.0%	10.9
Sat 0900	16	1.8%	10	0.1%	0.6
Sat 1200	11	1.3%	17	0.2%	1.5
Sat 1500	21	2.5%	47	0.6%	2.2
Sat 1800	13	1.6%	9	0.1%	0.7
Sat 2100	12	1.5%	15	0.2%	1.3
Sun 0000	11	1.4%	237	2.9%	21.5
Sun 0300	6	0.7%	5	0.1%	0.8
Sun 0600	11	1.2%	80	1.0%	7.3
Sun 0900	14	1.4%	10	0.1%	0.7
Sun 1200	23	1.9%	59	0.7%	2.6
Sun 1500	20	2.2%	31	0.4%	1.6
Sun 1800	15	1.6%	23	0.3%	1.5
Sun 2100	16	1.8%	87	1.1%	5.4

Number of Release by Day and Time



Cumulative Admits and Release by Day and Time



Age at Admission

Age	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
18	15	1.7%	39	0.5%	2.6
19-20	44	5.1%	354	4.3%	8.0
21	42	4.8%	407	4.9%	9.7
22-24	77	9.0%	911	11.0%	11.8
25-29	107	12.6%	929	11.2%	8.7
30-34	119	14.6%	1289	15.6%	10.8
35-39	127	15.4%	1389	16.8%	10.9
40-44	85	10.2%	1073	13.0%	12.6
45-49	100	11.7%	895	10.8%	9.0
50-54	49	5.6%	306	3.7%	6.2
55-59	21	2.7%	161	1.9%	7.7
60-64	12	1.2%	10	0.1%	0.8
65-69	4	0.5%	1	0.0%	0.3
70-74	1	0.1%	0	0.0%	0.0
Unknown	41	4.8%	494	6.0%	12.0

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APPENDIX B

Fentress County Needs Assessment

Additional information for Fentress County is provided in several sections of the full report:

- Section III.E reviews standards compliance issues for each of the four counties.
- Section III.F (P. 37) reviews litigation involving the counties.
- Section III.G (P. 48) examines jail programs and services.
- Section III.H (P. 51) describes a range of alternatives to jail.
- Section VI.B (P. 102) presents specific alternatives for each county.
- Section VI.D (P. 114) presents 30-year cost analyses for Fentress County.
- Section VI.E (Page 125) identifies the opportunities for regional partnerships for the four counties.
- Section VI.F (Page 129) analyzes regional options.
- Section VI. G (Page 132) identifies factors that affect costs.
- Section VII. (Page 135) explores regional options available to the counties.

APPENDIX B: FENTRESS COUNTY

JAIL NEEDS ASSESSMENT

I. EXECUTIVE SUMMARY

The Fentress County Jail presents many problems. Jail conditions and operations expose staff, inmates and taxpayers to serious risks.

A financial analysis of Fentress County jail costs found:

- Annual jail operating costs varied over the last five years.
- Staffing costs consistently comprised more than half of total jail costs.
- Average annual inmate medical costs for the five-year period were $11,860, or $6.46 per inmate per day.
- Average Daily Cost per Inmate increased steadily until last year. The cost doubled from FY 05 to FY 08, from $34.05 to $68.29. The daily cost decreased in FY 09 to $55.93, in spite of an increase in total jail costs.
- In spite of its crowding, Fentress County houses state prisoners for a fee. Revenue in FY 09 was the equivalent of housing 8.3 state prisoners on an average day.

A physical assessment of the 32-year-old jail identified several concerns:

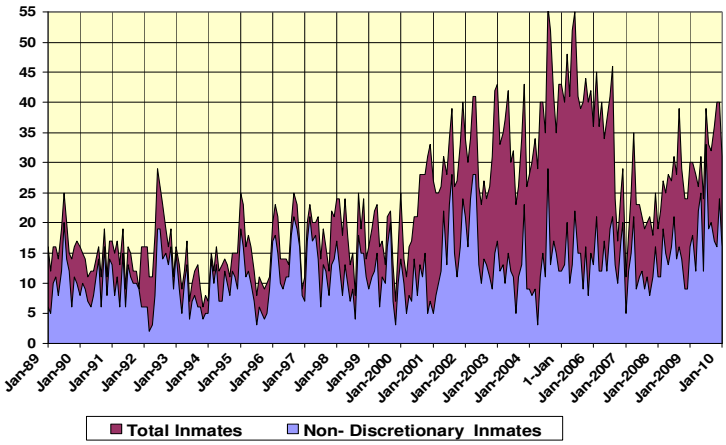
- The jail has limited capacity to separate inmates, contributing to the need to board inmates in other counties.
- The jail site is very constrained.
- Jail living units remain cold when temperatures in other areas are comfortable.
- There has been a long history of frequent sewer back ups in the drain lines.
- The lobby is small and is often crowded when inmate visits are being conducted.
- There is little separation between the dispatch center and the public lobby, posing concerns about security for the dispatch center.
- There is a great deal of foot traffic through the area used by deputies, posing serious concerns about security and privacy of sensitive documents.
- Physical security in the jail is weak in many areas.
- The main jail corridor and the booking area are not separated by a security door.
- There is no secure control room for the jail.
- The intake/release area is in the center of the jail where there is usually a great deal of activity. This congestion poses a serious threat to security and safety.
- The conditions in all housing areas are poor. Finishes have deteriorated over the years and have not been maintained. Showers are in bad shape. Exposed electrical conduct and piping are found in all of the housing areas, posing serious safety and security concerns.
- The jail offers very limited opportunities to classify and separate inmates.
- There are no provisions for female housing other than use of the short-term holding cells.

- There are no areas in the jail that may be used for the delivery of programs and services. Programs, and most services, are delivered in the dayroom or in cells.
- There are no spaces that facilitate inmate exercise or recreation inside the jail.
- Inmates seldom have access to outdoor recreation.

The space needs of the Fentress County Jail have grown significantly in the thirty-two years since the facility was constructed. Growing inmate populations and changing operational and space needs have rendered the existing facility difficult to use, and also difficult to adapt for use as a full service jail in the twenty-first century. The building layout, construction, and site constraints severely limit the opportunities to make this facility suitable for continued operation as a modern full service jail.

Jail occupancy has increased in recent years. It is not unusual for Fentress County to house over 30 inmates in six or seven other jails. Figure I.1 illustrates the prevalence of non-discretionary inmates in the composition of the Fentress County Jail population over the past 20 years. The graph illustrates a high degree of variation.

Figure I.1: Non-Discretionary and Total Jail Population, 1989 - 2009



Analysis of more than 1,100 inmate records found that:

- 32.1% of all inmates admitted to the jail are released in less than one day.
- Only 1.7% of all inmates spend over 120 days in jail, but they occupy 18.6% of the jail beds.
- Nearly 54% of inmates were charged with two or more offenses.
- 25% of inmates in the jail on an average day are confined for violating probation.
- 25% of the inmates in the jail on an average day are serving a sentence.
- 89% of the inmates in the Fentress County Jail are residents of Tennessee.
- 66% of the persons admitted to the jail are residents of Jamestown.
- 18% of the inmates in the jail on an average day are under the age of 25.
- 58% of the inmates are 30 years of age or older.

II. METHODOLOGY

This jail needs assessment was developed for Fentress County as one of the first products for the regional jail feasibility study that was funded by the Tennessee Legislature. Separate reports have been developed for Clay, Overton and Pickett Counties. The study was administered by the Tennessee Advisory Commission on Intergovernmental Relations (TACIR). Assistance was provided by the University of Tennessee, County Technical Assistance Service (CTAS), and the Tennessee Corrections Institute (TCI).

The study was implemented by CRS, Inc., a non-profit organization based in Gettysburg, Pennsylvania. The consultant team is headed by Rod Miller, who founded CRS 38 years ago. Subcontracts with two organizations, SMRT Inc. and BPR, LLC, provided additional professional services.

The regional jail feasibility study started with the identification of jail needs for each county. Partnerships between counties may not be fully evaluated unless each county has a clear understanding of the full range of options to meet long term jail needs. To that end, the consultant team worked with each county separately from the outset. This study identified potential partnerships when they emerged from a thorough review of the full range of solutions to jail needs for *each* county. Each partner in a regional venture must have a clear understanding of the benefits that are sought, providing momentum to work through the development process.

Additional information for Fentress County is provided in several sections of the full report:

- Section III.E reviews standards compliance issues for each of the four counties.
- Section III.F (P. 37) reviews litigation involving the counties.
- Section III.G (P. 48) examines jail programs and services.
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- Section VII. (Page 135) explores regional options available to the counties.

Readers are encouraged to examine the summary report to help put this needs assessment in the broader context of the regional jail feasibility study.

III. FENTRESS COUNTY DEMOGRAPHIC PROFILE

The following tables and charts present selected demographic data that is relevant to this study. In some counties, changes in the jail correlate to changes in the general population. The projected population of the State of Tennessee will increase from the 2000 census level of 5,689,283 to a projected 2030 population of 7,397,302 or a 30.02 percent increase. In comparison, Fentress County's population is projected to increase 11.14 percent over the same 30-year period from 16,625 to 18,477.

Several other demographic indicators are usually relevant to jail populations. These include age, income, and level of education. Nationwide, inmate population tends to fall within the 18 to 35 age group; they are less educated than the general population, and more likely associated with lower income households.

Figure III.1: Selected Demographic Information

	Tennessee	Fentress County	County Ranking of 95 Counties
• **County Population Percentages by Age Bracket**			
2000 Census			
under 18	24.6%	24.2%	40th
18-24	9.6%	8.0%	72nd
25-44	30.2%	28.1%	59th
45-64	23.2%	26.1%	22nd
65 & over	12.4%	13.7%	51st
• **Adult & Post-secondary Education**			
2000 Census			
Percent w/HS diploma (or equivalent) or better	75.9%	57.3%	91st
• **Per Capita Personal Income - 2006**	$32,172	$23,555	69th
• **Median Household Income - 2007**	$42,389	$29,915	88th
• **Poverty Rate - 2007**	15.8%	25.0%	90th

Source: TACIR County Profiles

As Figure III.1 suggests, Fentress County's population is only slightly older than the state average. The under 18, the 18-24, and the 25-44 age brackets are approximately 2 percentage points below the state average, while the 45-64 and the 65 and over age brackets are approximately 2 percentage points higher.

The variations between state and county population levels of education, per capita income, and median household income are much greater. According to the 2000 census, the county's percentage of population with a high school degree or better is 18% less than the state average.

Based on the 2006 and the 2007 estimates, per capita income in Fentress County is $23,555 compared to the state average of $32,172. Median household income for the county is $29,915 compared to the state's $42,389. The county's per capita income is 26.8 percent lower than the state average and the median household income is 29.4 percent lower. Fentress County ranks 69th of Tennessee's 95 counties in per capita income and 88th in median household income.

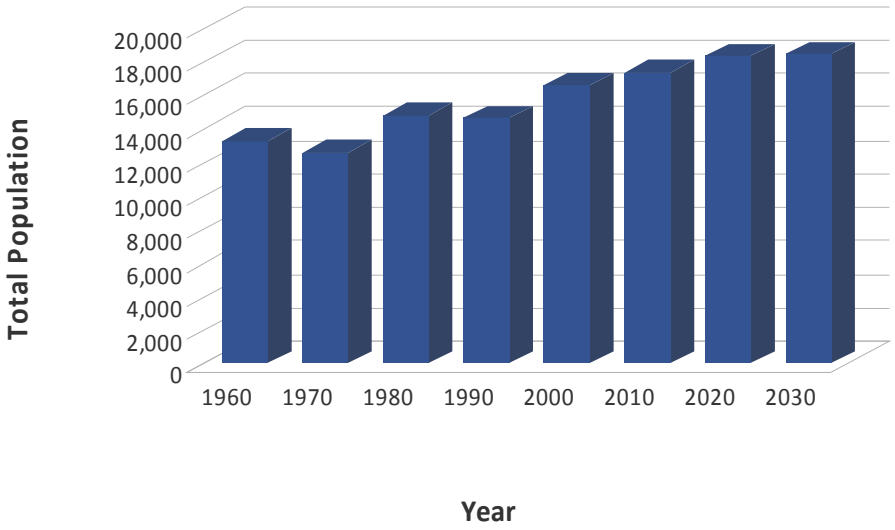
Figure III.2 describes Fentress County's historical general population and provides estimates of changes in the next twenty years.

Figure III.2: Fentress County Population, Past and Projected

									2000-2030 Projected Growth	
Year	1960	1970	1980	1990	2000	2010	2020	2030	% Inc.	Net Inc.
Fentress	13,288	12,593	14,826	14,669	16,625	17,371	18,342	18,477	11.14%	1,852

Figure III.3 illustrates the changes in the county population, including the growth experienced between 1980 and 2000.

Figure III.3: Fentress County Population: 1960 – 2030



IV. FINANCIAL ANALYSIS

Tennessee counties are required to submit a "Financial Cost Settlement" to the State Department of Corrections in order to recoup costs for housing State inmates. The form is quite thorough in detailing the actual and prorated costs associated with maintaining and operating a county jail. The form uses the State and local governments' fiscal year beginning July 1st and ending June 30th. Some costs are not considered by the State, including inpatient hospitalization, cost of misdemeanants, or cost of programs and activities such as GED, DUI, and probation programs, although counties periodically receive grants for programs, such as litter pick-up projects, and special needs, such as breathalyzers. These periodic grants are also not included in the determination of annual operating costs for the purposes of State reimbursement.

Prorated costs are those costs incurred by the sheriff's department or the county that represent only a portion of the costs that can be attributed to operating and maintaining the detention facility. Typically those costs include items such as insurance, vehicular fleet maintenance, and office supplies.

The consultant team interviewed county finance and sheriff's department personnel to determine the accuracy of the prorated costs that have been reported to the State. This review was necessary because the proration schedules required by the State do not always reflect a county's actual circumstances. For example, most counties report a ten percent allocation of vehicular costs and fuel costs to the operation of the jail. This allocation is inaccurate (low) in counties that are transporting a significant portion of their inmate population to other counties for housing.

The consultants also compared the Financial Costs Settlement figures to the County Audit Report that is submitted to the Tennessee Comptroller of the Treasury, to ensure accuracy and to verify inclusion of allowable costs.

The initial financial analysis calculates the Average Daily Cost per Inmate. This cost is determined by dividing the County jails' annual net operating cost by the total number of inmates held each day for the fiscal year. This calculation is important for many counties because the State only reimburses at the rate of $35 per day for its inmates. Some counties that accept boarders from other counties have also adopted this daily rate.

The following tables and graphs describe various characteristics of Fentress County's annual jail operating costs for the five fiscal years ending June 2009.

Figure IV.1 describes the County's total annual operating costs as well as the grouping of costs by categories utilized by the State in the County's "Financial Cost Settlement" report. While the categories are self-explanatory, it should be noted that the indirect cost figures were estimated by the county to be two percent of all other annual costs, which is not based on analysis of actual costs.

Figure IV.1: Jail Operating Costs, FY 05 – FY 09

	FY 05	FY 06	FY 07	FY 08	FY 09
Direct Costs - Personnel	$317,677	$333,908	$355,809	$346,450	$342,895
Other Direct Costs	$135,567	$154,741	$182,058	$101,369	$163,584
Prorated Direct Costs - Contract Services	$77,067	$53,629	$68,057	$114,954	$99,679
Equipment Costs	$4,373	$11,414	$5,259	$0	$1,443
Building Depreciation	$0	$0	$0	$0	$0
Indirect Costs	$10,694	$11,073	$12,224	$11,255	$12,152
Total	$545,378	$564,765	$623,407	$574,028	$619,753

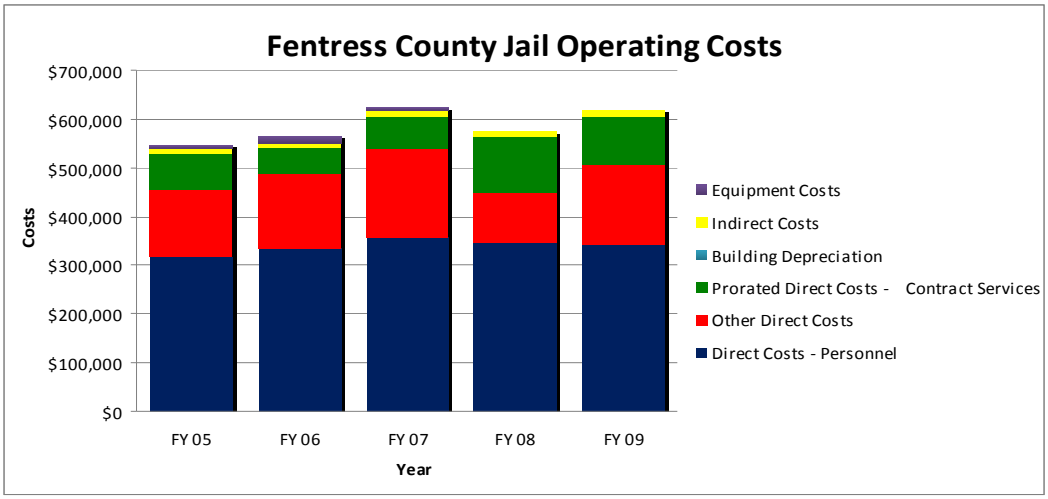


Figure IV.2 shows the breakdown of Fentress County's Other Direct Jail Costs, illustrating some of the expenditures that are important for this study, including inmate meals, medical costs, jail maintenance, and utilities.

Figure IV.2: Breakdown of Other Direct Jail Costs

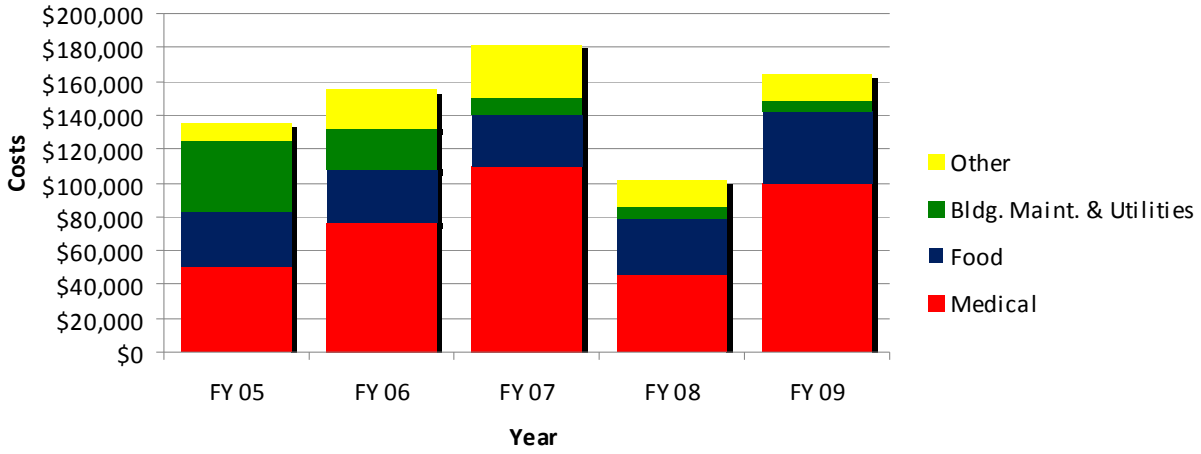


Figure IV.3 shows transportation costs as an element of the Breakdown of Prorated Direct Costs, Contract Services, and Consultants. For the purpose of this study, transportation cost is also a key factor.

Figure IV.3: Breakdown of Prorated Direct Costs

	FY 05	FY 06	FY 07	FY 08	FY 09
Vehicle Maint/Repair	$6,313	$6,695	$10,245	$13,563	$10,852
Gasoline/Diesel	$12,792	$17,498	$20,693	$32,122	$24,172
Insurance	$8,421	$8,421	$7,579	$10,391	$10,505
Other	$49,541	$21,015	$29,540	$58,878	$54,150
Total	$77,067	$53,629	$68,057	$114,954	$99,679

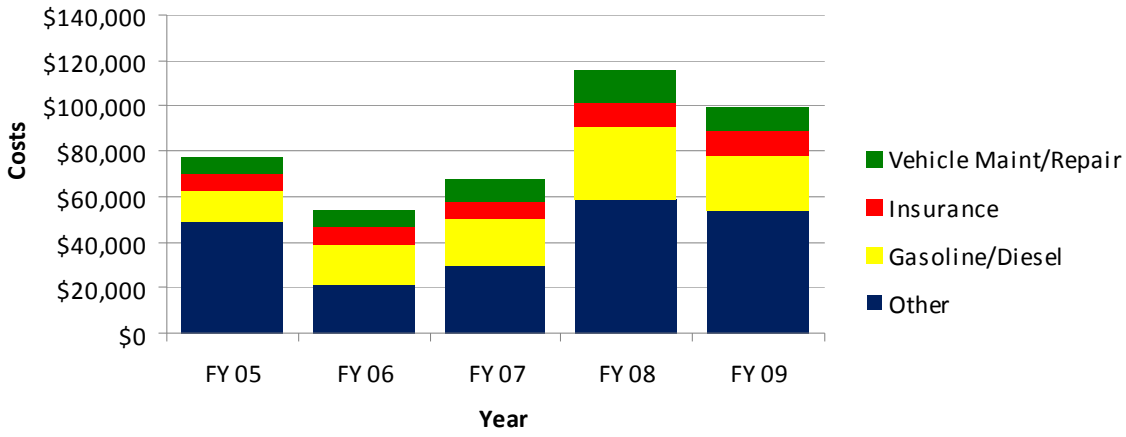
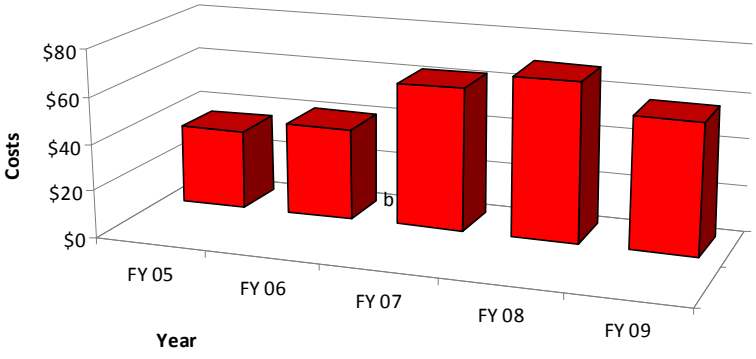


Figure IV.4 presents the Average Daily Cost per Inmate for the last five fiscal years.

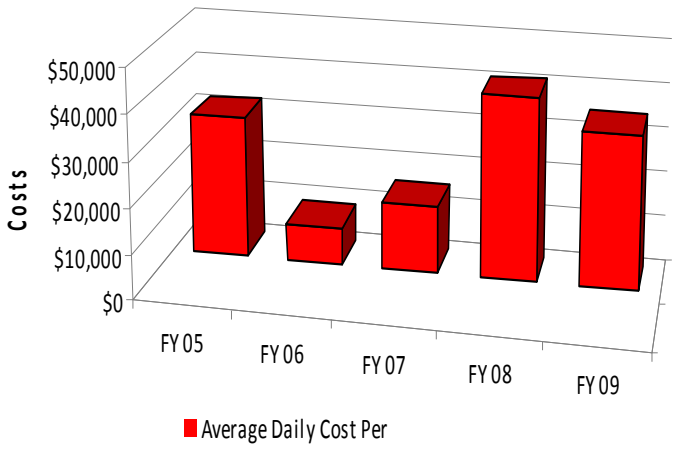
Figure IV.4: Average Daily Cost per Inmate, FY 05 – FY 09



Fiscal Year		Cost/Day
FY 05		$34.05
FY 06		$39.23
FY 07		$61.41
FY 08		$68.29
FY 09		$55.93

Fentress County transports inmates to other counties to be housed because of overcrowding and the lack of appropriate housing for females. The total costs paid to other counties during the last five fiscal years are described in Figure IV.5.

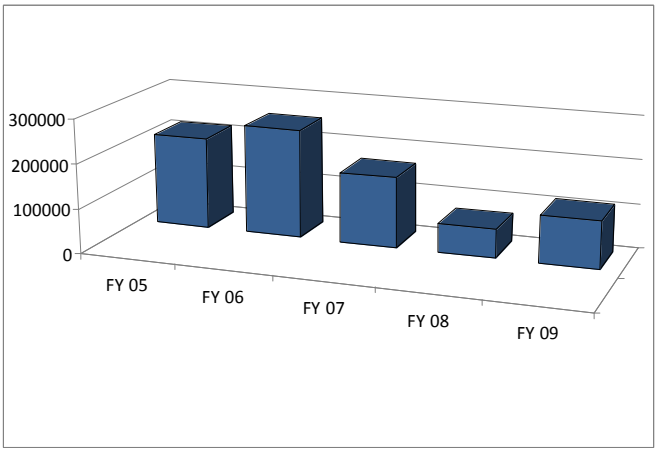
Figure IV.5: Annual Cost for Boarding Inmates in Other Counties



Fiscal Year		Average Daily Cost Per Inmate
FY 05		$31,321.00
FY 06		$8,155.00
FY 07		$14,770.00
FY 08		$40,365.00
FY 09		$34,195.00

In spite of its crowding, Fentress County houses state prisoners for a fee. Figure IV.6 presents the income received for housing inmates for the last five fiscal years. Revenue in FY 09 was the equivalent of housing 8.3 state prisoners on an average day.

Figure IV.6: Annual Income for Housing Inmates, FY 05 – FY 09



Fiscal Year	Annual Income Housing Inmates
FY 05	$209,360
FY 06	$246,496
FY 07	$159,750
FY 08	$64,155
FY 09	$106,540

To summarize the Fentress County financial analysis:

- Annual jail operating costs varied over the last five years. Staffing costs consistently comprised more than half of total jail costs. Other Direct Costs and Prorated Direct Costs varied the most from year to year.

- Average annual inmate food cost for the five-year period is $33,479 or $2.82 per inmate per day.

- Average annual inmate medical cost for the five-year period is $11,860 or $6.46 per inmate per day. It should be noted that Fentress County changed medical service providers in FY 2008, reducing costs.

- Fentress County has been reporting to the State a 10 percent prorated cost of transportation for the Sheriff's Department as costs attributable to the jail. However, Fentress County houses many inmates in other county jails. After discussions with the Sheriff's Department personnel, it was determined that 30 percent would yield a more accurate calculation.

- Average Daily Cost per Inmate increased steadily until last year. The cost doubled from FY 05 to FY 08, from $34.05 to $68.29. The daily cost decreased in FY 09 to $55.93, in spite of an increase in total jail costs.

- In spite of its crowding, Fentress County houses state prisoners for a fee. Revenue in FY 09 was the equivalent of housing 8.3 state prisoners on an average day.

V. PHYSICAL ASSESSMENT OF THE FENTRESS COUNTY JAIL

(See also Attachment A)

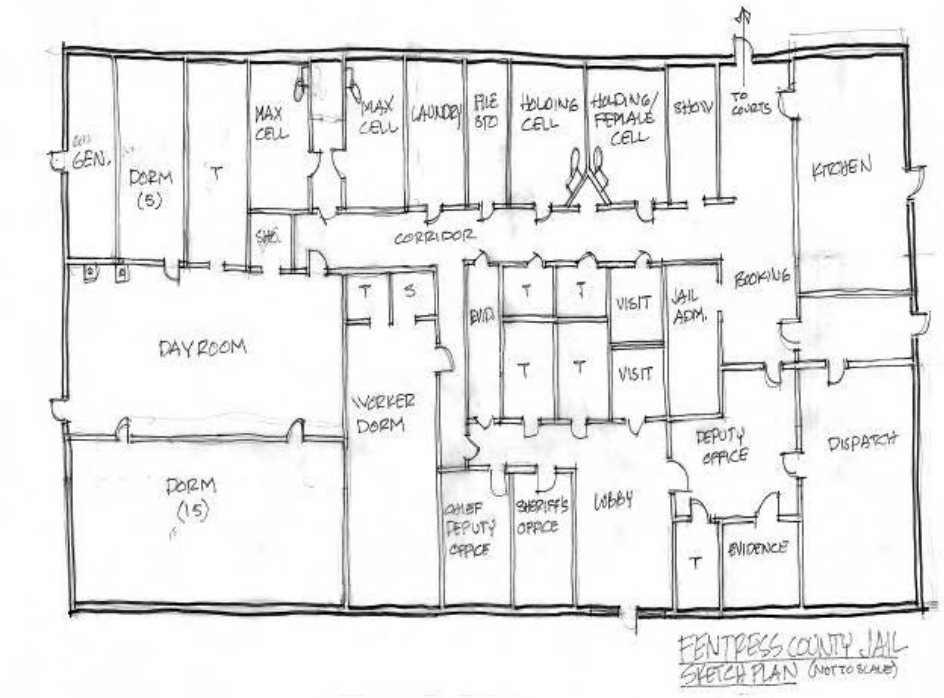
The Fentress County Jail was constructed in 1978. The one-story jail facility is an addition to the Fentress County Courthouse. The jail is co- located with the county dispatch center and the Sheriff's office and some of the sheriff's personnel. The jail has a certified capacity of 20 beds but often houses more inmates. During one of the site visits the county was housing 32 inmates in the jail, and another 34 inmates in seven other jails. The jail has limited capacity to separate inmates, contributing to the need to board inmates out.

The jail site is very constrained. On busy days, such as court days, there is very little space for parking. Very little room exists on the site for future expansion.

There are three primary entrances to the facility: the main entrance through the lobby on the front of the building, a staff entrance on the right side of the building, and a rear entrance on the back of the building. There is also a door from the outside into the kitchen, an access door for the generator, and an emergency exit in the inmate dayroom.

Jail housing areas comprise about one-half of the building area. Other jail spaces occupy approximately 30 percent of the building. The public lobby, two sheriff's offices, deputy area, and dispatch are housed in the remaining space (approximately 20 percent of the building area). Other Sheriff Department functions are housed across the street. Figure V.1 provides a sketch of the jail layout.

Figure V.1: Sketch Plan of Fentress County Jail



Perimeter Security

The exterior walls of the jail form a portion of the jail security perimeter. The exterior walls that correspond to the sheriff's offices, lobby, deputy room, dispatch, and kitchen are *not* part of the security perimeter, because the perimeter is located inside the jail.

Whenever an inmate is outside of a cell or housing area, he/she is in a quasi-secure area of the building. This situation is caused by the lack of security vestibules; several single doors provide egress from the jail. The exterior walls are constructed in a manner that is consistent with jail security, but the design of the facility compromises the perimeter.

The lack of physical security provisions are amplified by operational practices. During the first two site visits, all major jail doors were not locked, with the exception of the doors into the housing areas and the door on the evidence storage room.

Type of Construction

The Jail is constructed of pre-cast concrete exterior walls, CMU[1] interior partitions and what appears to be a pre-cast concrete ceiling. This is common for jail facilities.

Building Systems

The heating, ventilation, and air conditioning (HVAC) system consists of roof top mounted units. The system is controlled in three locations or zones: the jail, the kitchen, and the dispatch center. The roof top mounted unit leaks condensate into the kitchen during the summer. Because there is only one temperature control point for the jail, there are often serious temperature imbalances. Generally, the jail living units remain cold when the other jail areas are at a comfortable temperature.

Plumbing fixtures in the jail are a mix of detention and commercial grade fixtures. There has been a long history of frequent sewer back ups in the drain lines. This condition has been caused by inmates flushing items down the drains as well as apparent shifts in the foundations that result in disruption of the drain lines. While water pressure is acceptable, the control of water temperature has been a problem. Fire sprinklers protect the building.

Review of Functional Areas

Public Lobby

A public lobby directly off the parking area provides access to the two Sheriff's offices, the dispatch center, jail visitation and into the jail portion of the building. The lobby is small and is often crowded when inmate visits are being conducted. There is little

[1] CMU: Concrete Masonry Unit, a building component, also called "concrete block", "cement block", or "foundation block". A large rectangular brick used in construction, made from cast concrete.

separation between the dispatch center and the public lobby, posing some concerns about security for the dispatch center.

Staff Support

The building contains no spaces such as locker rooms and training rooms that are dedicated for use by the staff. Employees have been receiving training at out-of-town locations. There are plans for additional staff training to be provided in the building across the street that houses more of the sheriff's operations.

Jail Administration

Two offices are located adjacent to the public lobby. One is used by the sheriff, the other by some of his employees. There is a multi-use area for deputies between the lobby and the dispatch center. There is a great deal of foot traffic through this area, creating inefficiencies and concerns about security and privacy of sensitive documents. There is a small office adjacent to the jail booking area that is used for jail administration.

Security Operations

Physical security in the jail is weak in some areas. These weaknesses are compounded by operational practices that routinely leave key security doors open. There are no security vestibules with interlocked security doors between the lobby and the jail. This weakness also affects the security of the dispatch center. The side entrance to the facility opens onto a vestibule, from which there is direct access to both the jail and the dispatch center. There is also a door directly into the dispatch center from the parking lot. The exit to the courthouse is not secured by a vestibule with interlocked doors. The side entrance to the kitchen is a security door, but it is frequently open and provides yet another weakness in the jail security perimeter.

The jail is equipped with a closed circuit video monitoring system (CCTV) that consists of eleven cameras located throughout the building and on the exterior. Monitors are provided but are not regularly viewed. Digital recording for all cameras will be installed soon, providing the opportunity to review incidents after they occur.

There is a direct line of sight between the desk in the booking area and the entrances to all of the housing areas, which are off a main jail corridor. The main jail corridor and the booking area are not separated by a security door. The booking area and jail administration office serve as a sort of "central control" room for the facility. This arrangement is not secure and creates another serious security deficiency.

Intake/Release

When an arrestee is brought to the jail, the arresting officer parks beside the jail and escorts the arrestee into a dedicated corridor where he is searched initially and then brought into the booking area.

The intake/release area is in the center of the jail where there is usually a great deal of activity. Any inmate who is moving to or from the housing areas must pass through this area. This congestion poses a serious threat to security and safety. It complicates jail operations because all movement must be carefully timed. The lack of a secure control center further exacerbates this problem.

Incoming inmates are housed in one of the two holding cells near the booking area for seventy-two hours before being assigned to a longer-term housing unit. The holding cell nearest the desk is used for suicide watches. These cells also house females for up to 72 hours. The holding cells are equipped with combination stainless steel correctional toilet and sink units. A shower is available on the main corridor. These practices pose serious privacy issue concerns, especially when male inmates frequently pass by the holding cells when female inmates are housed there.

Inmate Housing

While short-term (up to 72 hour) holding is accomplished in the two holding cells in the booking area, longer term housing is provided in three other housing areas, located farther down the center jail corridor. Long-term housing consists of: one "worker" dorm with three beds; two separate cells that house one inmate, used for maximum security risks or inmates who must be separated from others for other reasons, and; one dorm with two sleeping areas, one with five beds, the other with 15 beds. The five and 15-bed dorms share a common dayroom.

The conditions in all housing areas are poor. The finishes have deteriorated over the years and have not been maintained. Showers are in bad shape. Exposed electrical conduct and piping are found in all of the housing areas, posing serious safety and security concerns. None of these areas receive any natural light because the windows that were initially constructed to provide light have been blocked on the outside with steel plate.

None of the housing areas are suitable for direct supervision management.[2] Jail staff usually make hourly visits to the housing areas to check on the inmates. Personal supervision is supplemented by remote CCTV observation. The larger dorm has reportedly developed a hierarchy of control where the inmates in the smaller sleeping area have power over the larger group. Evidence of this was observed during both site visits.

Classification and Separation

The jail offers very limited opportunities to classify and separate long-term inmates. There are no provisions for female housing other than the short-term use of the holding

[2] "Direct supervision" is a form of inmate management and supervision that has proven very effective, when properly implemented. It is characterized by the presence of an officer *in* the housing unit dayroom at all times that inmates are allowed outside of their cells. The smaller size of the housing units in the Fentress Jail make direct supervision costly and therefore less feasible. "Intermittent" inmate supervision is provided when officers enter housing units and interact with inmates without any barriers.

cells. Male inmates must be assigned to one of four housing units (two single cells, two dorms). Many inmates are boarded in other counties because of the lack of bedspace and due to design and condition of the jail.

Inmate Programs and Services

There are no areas in the jail that may be used for the delivery of programs and services. All programs, and most services, are delivered in the dayroom or in cells. Religious counseling and services are provided during the week in the dormitory day room. This poses potential problems with regard to inmate privacy and involuntary exposure to religious programming.

There is no space for a library. A makeshift law library is provided by books that are stored in the central booking and control area. The facility also stores a few books in the property storage area that are made available to the inmates.

Exercise and Recreation

There are no spaces that facilitate inmate exercise or recreation inside the jail. Recreational activities are limited to the dormitory sleeping areas and day room.

Inmates seldom have access to outdoor recreation because there is no safe place for this activity. A fenced yard at the rear of the building, off the large housing dorm, is enclosed by a single fence that is not sufficiently secure. When this area is used for outdoor exercise a jail officer must be present in the space with the inmates.

Health Care Services

Only very basic health care services are provided at the jail. All officers are trained in basic first aid. Incoming inmates are interviewed during their initial admission using a series of predetermined screening questions. Inmates who are housed for more than 14 days are offered a physical examination. Many inmates sign a waiver for this examination rather than suffering the discomfort and embarrassment of being transported to a local doctor in shackles and handcuffs. There are no scheduled drugs in the facility.

Support Services/ Facility Operations

The facility is lacking service and storage spaces. One janitorial closet serves the entire facility. Supplies are stored throughout the jail. Paper goods are stored in the inmate worker dorm.

Food Service

The kitchen is located off the corridor that is used to bring inmates in for booking. The kitchen is equipped with various pieces of equipment, most of which were designed for residential use. The kitchen has a rear door that is used for deliveries. This creates a

non-secure path between the booking area and the outside. Kitchen storage is lacking and foodstuffs are purchased at a local grocery store. There are also occasional deliveries.

Laundry

All linens and clothes are processed in the jail laundry. A residential-style washer and dryer are provided. Inmate workers clean, dry, sort, and fold the laundry. There is very little space for storage of clothes, linens, and supplies.

Comments

The space needs of the Fentress County Jail have grown significantly in the thirty-two years since the facility was constructed. Growing inmate populations and changing operational and space needs have rendered the existing facility difficult to use, and also difficult to adapt for use as a full service jail in the twenty-first century.

The lack of space impacts every aspect of jail operations including booking, administration, programs, recreation, records storage, building support spaces, laundry, and food service.

The housing area environments are poor. The spaces all lack access to natural light. Physical conditions have deteriorated significantly since the facility was constructed. The layout of the facility creates challenges for proper supervision of inmates.

The building layout, construction, and site constraints severely limit the opportunities to make this facility suitable for continued operation as a modern full service jail.

VI. JAIL OCCUPANCY PATTERNS (see also Attachment B)

Analyzing the historical use of the Fentress County Jail is complicated by the county's use of other jails to house female inmates and some male inmates. These inmates are not counted on the monthly reports that are collected by the Jail Monthly Summaries that are collected by the Tennessee Department of Corrections (TDOC). Rather, these inmates appear in their host county(s) as "Other" inmates.

The analysis of jail use is further clouded by the presence of both "discretionary" and "non-discretionary" inmates. The categories used by TDOC to identify the types of jail inmates provide some perspective on the composition of the Fentress County Jail:

Non-Discretionary Inmates (those who *must* be housed by the county)

- OTHER CONVICTED FELONS: Convicted felons awaiting sentencing or not yet ready for transfer to TDOC because of other pending charges. Includes technical violators awaiting probable cause/revocation/rescission hearing or adjudication of pending charges.

- CONVICTED MISDEMEANANTS: Inmates serving time because of a misdemeanor conviction.

- PRETRIAL FELONY DETAINEES: Inmates charged with a felony but not convicted.

- PRETRIAL MISDEMEANANTS: Inmates charged with a misdemeanor but not yet convicted.

Discretionary Inmates (housed for a fee)

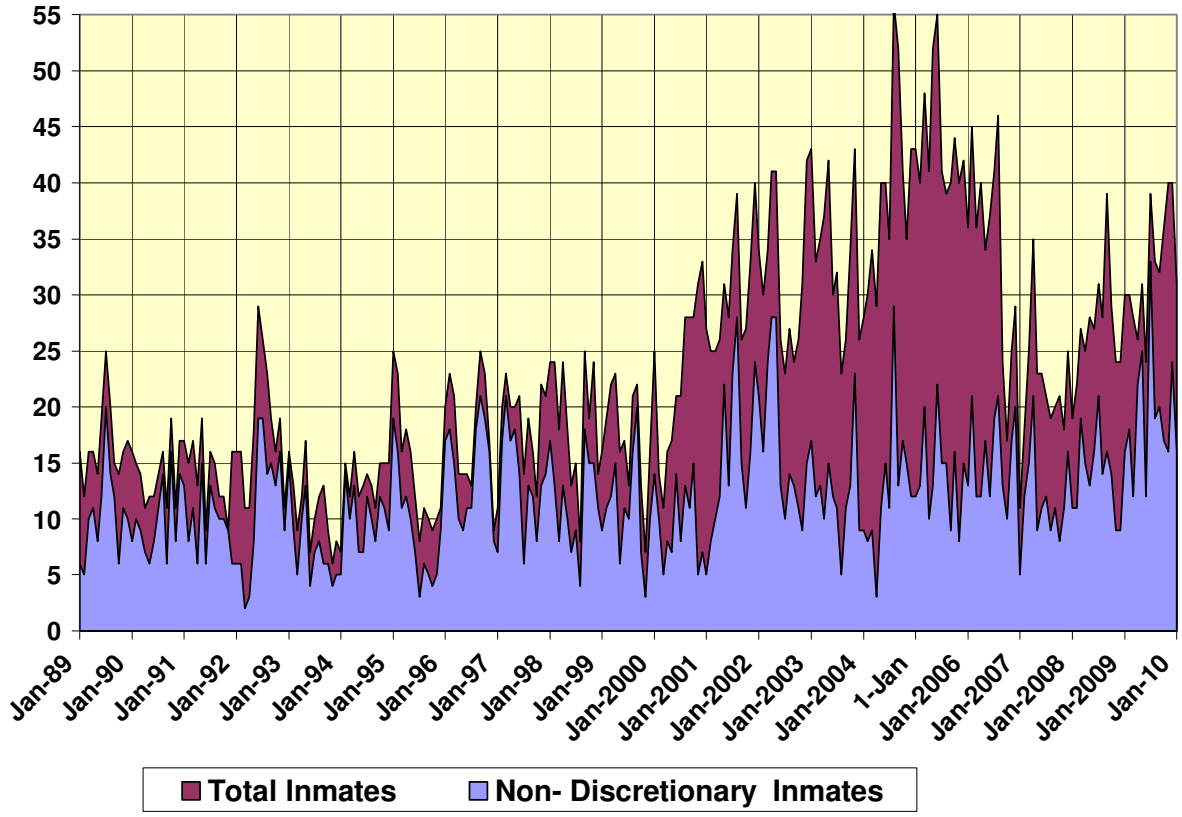
- TDOC BACKUP: Felon inmates sentenced to TDOC custody and held in local jails while awaiting transfer to a TDOC institution.

- LOCAL FELON: Convicted felons serving time in a local jail because of a contract with TDOC, and/or convicted felons serving a split confinement sentence.

- OTHERS: Inmates held in local facilities for federal crimes, city ordinances, etc. (such as the Fentress County inmates housed at Overton County).

Figure VI.1 illustrates the prevalence of non-discretionary inmates in the composition of the Fentress County Jail population over the past 20 years. The graph illustrates the high degree of variation from month to month. The highest total populations encountered from early 2005 to mid-2006 were driven by the increase in discretionary inmates.

Figure VI.1: Non-Discretionary and Total Jail Population, 1989 - 2009[3]



The number and types of discretionary inmates may change quickly based on several factors, including:

- County policies about keeping sentenced felons rather than sending them to TDOC
- County policies about sending boarders
- Price charged for boarders
- Availability of beds in other jails

This study focuses on the inmates that Fentress County *must* house in its jail, or find space for in another county. The number and type of these non-discretionary inmates is determined by many forces, most of which are not within the county's control.

Figure VI.2 shows the non-discretionary inmate population since 1989. In addition to these inmates who were housed in Fentress County, additional inmates were housed in Overton County (as shown in recent years in the graph). The graph shows wide variation in the number of inmates housed from month to month.

[3] Source: Monthly Jail Summaries provided by the Tennessee Department of Corrections (TDOC). These summaries provide a one-day snapshot of the number and types of inmates in the jail on the last day of each month.

Figure VI.2: Non-Discretionary Inmates Housed in the Fentress County Jail and Overton County Jail, 1989 – 2009

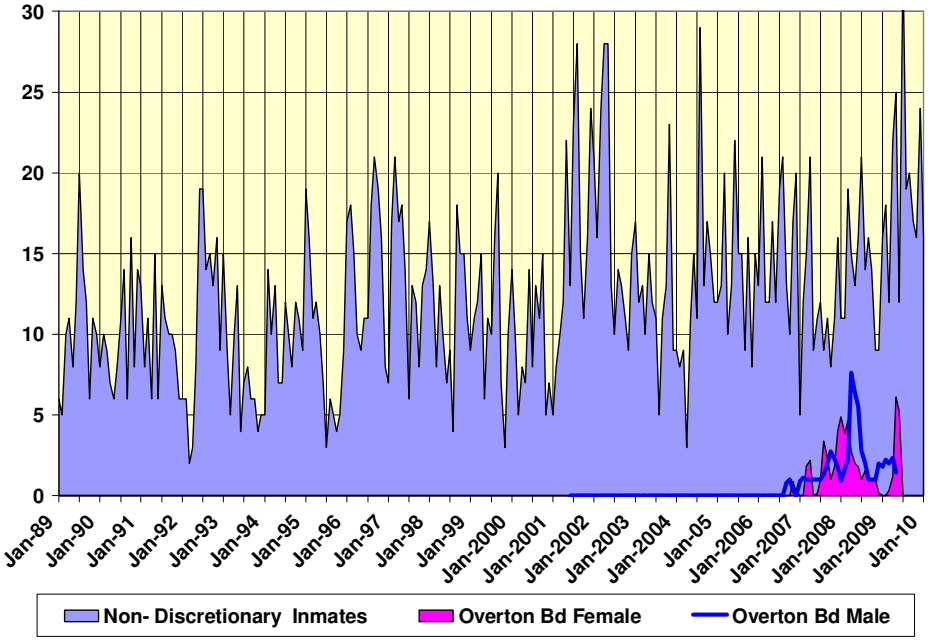


Figure VI.3 shows a close-up of the inmate population for the past three years, identifying the female inmates housed in Overton County.

Figure VI.3: Non-Discretionary Inmates, 2007 -2009

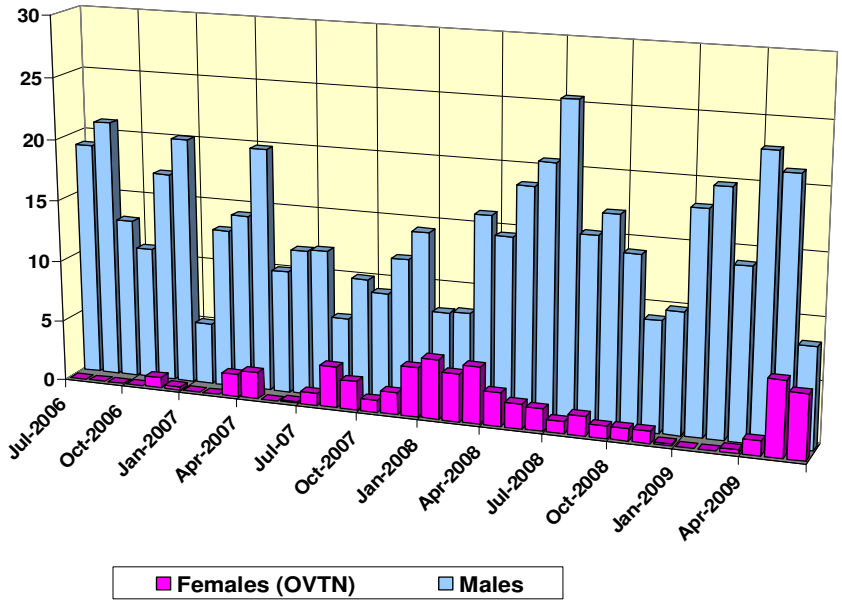


Figure VI.4 shows the number of non-discretionary inmates based on their status as either pretrial detainees or sentenced offenders. The number of sentenced offenders has generally been less than the number of pretrial detainees.

Figure VI.4: Non-Discretionary Inmates by Status (Pretrial, Sentenced)

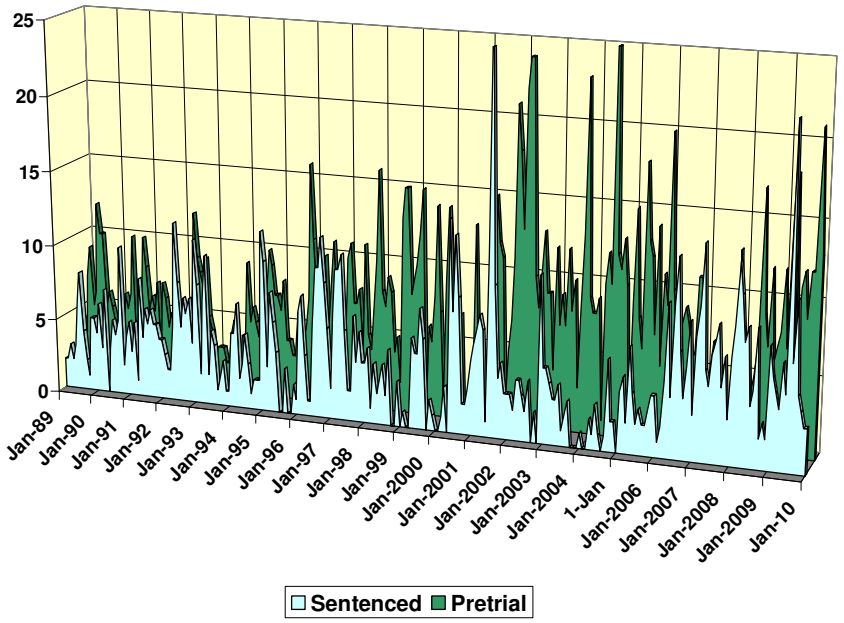
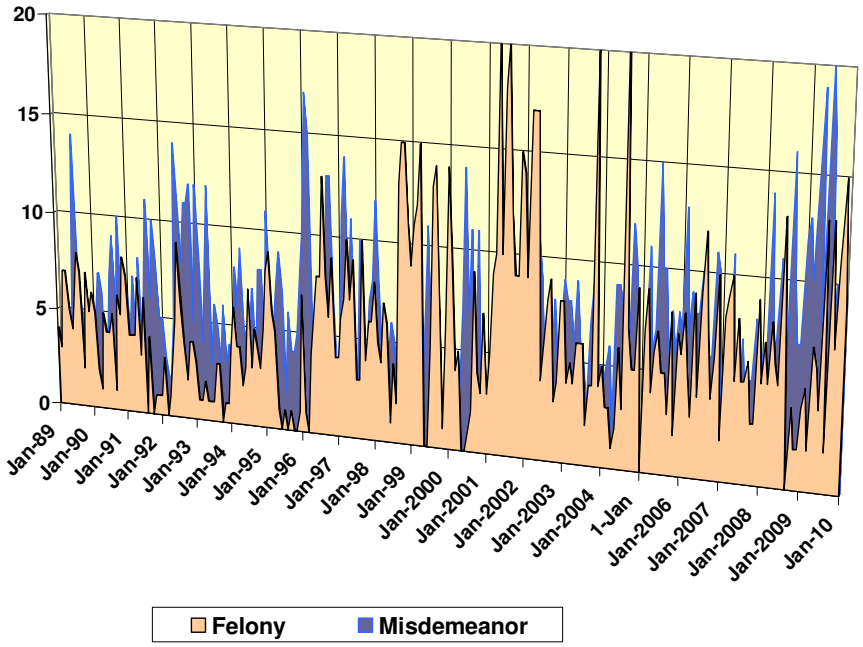


Figure VI.5 describes the non-discretionary jail population according to the level of charges filed against inmates. Inmates charged with misdemeanor offenses usually outnumbered those charged with felonies.

Figure VI.5: Non-Discretionary by Level of Charge



VII. PROJECTING FUTURE JAIL POPULATIONS

Predicting future jail needs begins with an analysis of past practices and trends. Statistical analyses project future jail needs based on jail occupancy in recent years. Because many of the forces that shape the jail population change over time, the value of statistical projections is limited.

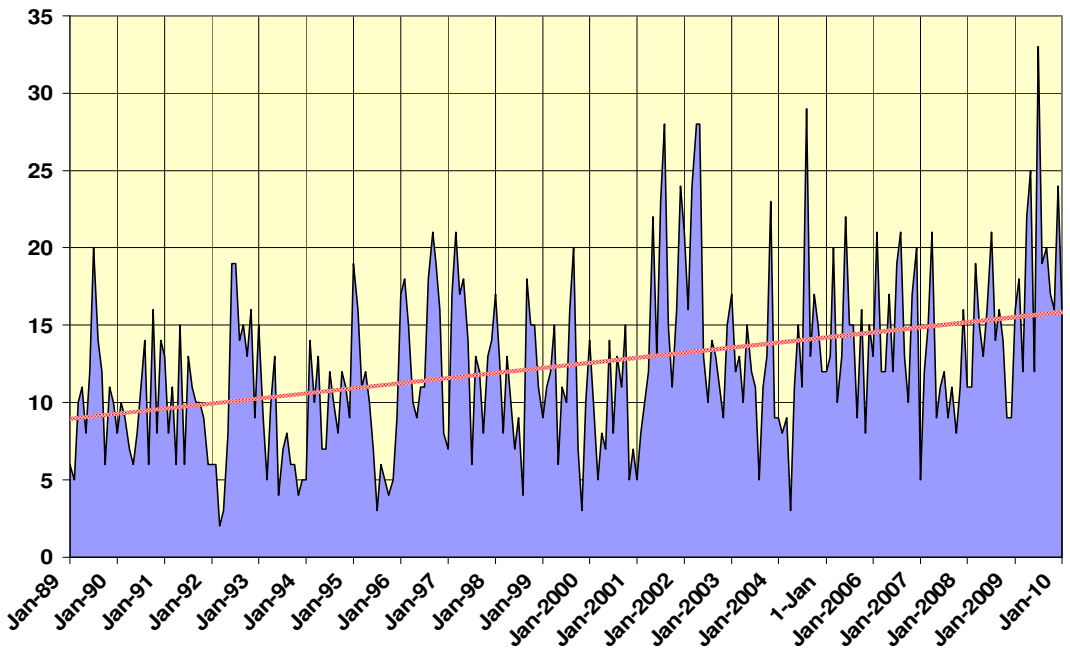
The consultant team will work with county officials to identify and discuss a variety of changes that would alter future needs, including:

- Changes in practices and policies that *have occurred,* but were not sufficiently reflected in the historical occupancy data.
- Changes in practices and policies that are *expected* in the future, but which are not within the control of county officials.
- Changes in practices and policies that are desired and which may be implemented by county officials.

The consultant team's statistician only had one set of historical jail occupancy figures available for analysis—the TDOC Jail Monthly Summaries. These provide a monthly snapshot data and were available for the period beginning January 1989 and ending December 2009.

The 20-year dataset illustrates a fluctuating level of jail use over the twenty years, as shown in Figure VII.1. The line in Figure VII.1 represents a trend line, showing an increase of 7 beds over a 20-year period.

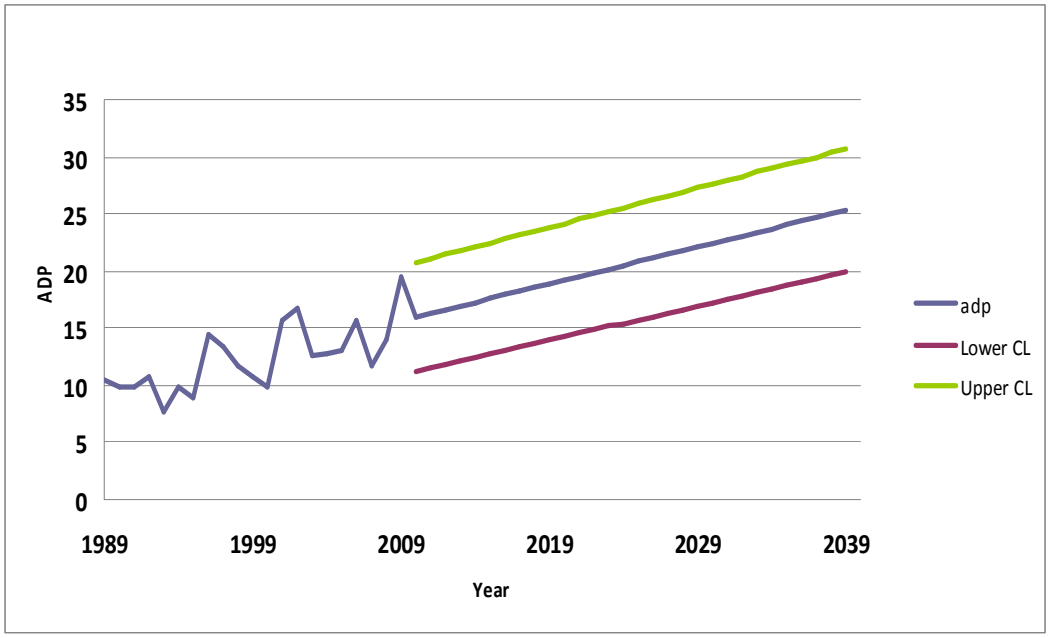
Figure VII.1: Non-Discretionary Inmates, 1989 - 2009



The daily population of non-discretionary inmates at the Fentress County Jail has fluctuated markedly in recent years. Daily counts in the year 2009 ranged from a low of 9 to a high of 33. With such a high degree of variation, and a small jail population, statistical methods produce shaky results.

Figure VII.2 presents a statistical projection using monthly jail data. The lines above and below the middle trend line indicate the degree of variance that might be expected in the future.

Figure VII.2: Projected Jail Population Using Annual Data



Although inmates housed at the Overton County Jail were counted in the preceding analysis, there are many other inmates who were housed in other jails who were not counted because no historical data was available. These inmates, if counted, would move the trend line higher. On the day of one of the site visits, Fentress County was responsible for a total of 67 inmates; 34 were housed in seven other counties.

Statistics alone are not sufficient for forecasts. The consultant will work with local officials to develop forecasts that will be used for the next phase of this project.

VIII. INMATE CHARACTERISTICS

Attachment C presents tables and graphs that were generated by the analysis of 1,182 inmates, representing all inmates admitted to the Fentress County Jail from December 2008 to December 2009. These inmates spent a total of 11,903 days in the jail. The overall average length of stay (ALOS) was 10.1 days.

During this period, most female inmates were transferred to the Overton County Jail where they were housed until release. Information about these inmates, and male inmates who were also housed in Overton County, was secured from the Overton County computer records and has been reviewed for this study. The days spent in Overton County by Fentress County inmates were added to monthly figures for the purpose of projecting future needs.

Figure VIII.1 describes the inmate population based on gender. Female inmates accounted for 30.0% of all admissions, but only 9.2% of the detention days. Male inmates had an average length of stay of 13.1 days while females stayed for an average of 3.0 days. This reflects the practice of booking females into the Fentress County Jail and then transferring them to Overton County if they are to be housed for more than a few days.

Figure VIII.1: Gender

Gender	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
Female	358	30.0%	1090	9.2%	3.0
Male	824	70.0%	10813	90.8%	13.1
TOTAL	1182	100.0%	11903	100.0%	10.1

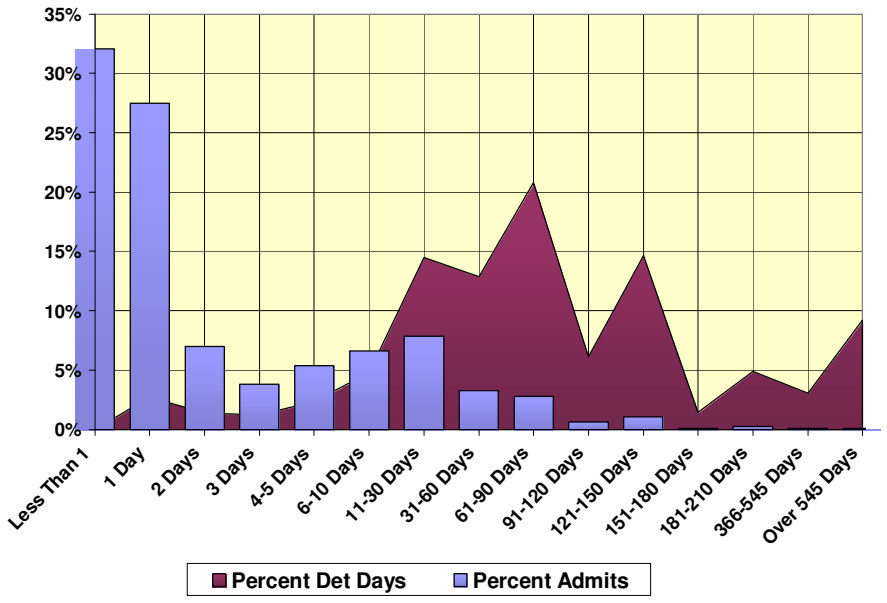
It is important to examine the jail population in terms of *both* admissions and detention days to fully understand the dynamics of the jail setting. Figure VIII.2 describes admissions and detention days. 32.1% of all inmates admitted to the jail are released in less than one day, and as a result, these inmates accrue no detention days. Conversely, only 1.7% of all inmates spend over 120 days in jail, but they occupy 18.6% of the jail beds.

Figure VIII.2: Length of Stay: Admits vs. Percent Detention Days

Length of Stay	Admits	Perc Admits	Det Days	Perc Det Days	Cumul Adm	Cum DD
Less Than 1	380	32.1%	0	0.0%	32.1%	0.0%
1 Day	327	27.5%	327	2.7%	59.5%	2.7%
2 Days	83	7.0%	166	1.4%	66.6%	4.1%
3 Days	48	3.8%	144	1.2%	70.4%	5.4%
4-5 Days	63	5.4%	281	2.4%	75.8%	7.7%
6-10 Days	77	6.6%	567	4.8%	82.4%	12.5%
11-30 Days	92	7.8%	1725	14.5%	90.3%	27.0%
31-60 Days	37	3.3%	1531	12.9%	93.5%	39.8%
61-90 Days	33	2.8%	2477	20.8%	96.3%	60.6%
91-120 Days	7	0.6%	731	6.1%	96.9%	66.8%
121-150 Days	13	1.1%	1743	14.6%	98.0%	81.4%
151-180 Days	1	0.1%	170	1.4%	98.1%	82.9%
181-210 Days	3	0.3%	580	4.9%	98.4%	87.7%
366-545 Days	1	0.1%	366	3.1%	98.5%	90.8%
Over 545 Days	1	0.1%	1095	9.2%	98.6%	100.0%

Figure VIII.3 illustrates the relationship between admissions and detention days. It shows that 21% of all detention days are accrued by inmates who spend from 61 to 90 days in the jail (only 3% of the inmates admitted to the jail.)

Figure VIII.3: Percent Admits vs. Percent Detention Days



Nearly 54% of inmates admitted to the jail were charged with two or more offenses, as shown in Figure VIII.4.

Figure VIII.4: Number of Charges at Admission

Charge Count	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
1	670	56.6%	6,391	53.7%	9.5
2	264	22.4%	3,175	26.7%	12.0
3	135	11.1%	1,053	8.8%	7.8
4	55	4.9%	466	3.9%	8.5
5	31	2.8%	459	3.9%	14.8
6	14	1.2%	254	2.1%	18.1
7	6	0.5%	76	0.6%	12.7
8	2	0.2%	14	0.1%	7.0
10	1	0.1%	8	0.1%	8.0
15	1	0.1%	6	0.1%	6.0
30	1	0.1%	1	0.0%	1.0
0	2	0.2%	0	0.0%	0.0
TOTAL	1,182	100.0%	11,903	100.0%	10.1

Figure VIII.5 presents the individual charges that accounted for the most detention days. The figures were derived by counting every charge, not just the first one in the sequence.

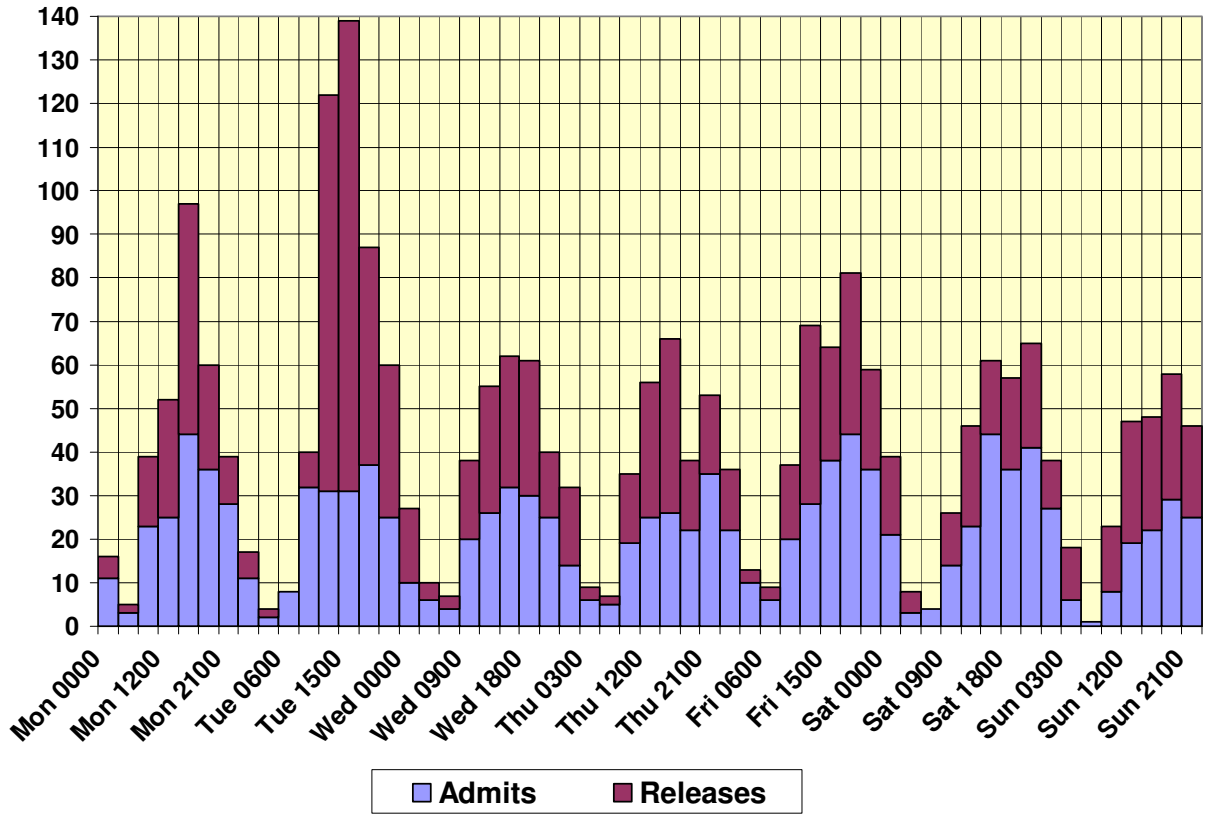
Figure VIII.5: Charges

	Admits	Admits: Perc of Total	Det Days	Det Days: Perc of Total	ALOS
VOP- Criminal (Violation of Probation)	113	5.5%	3449	16.0%	30.5
Aggravated Assault with Firearm	4	0.2%	2190	10.2%	547.5
VOP – Violation of Probation	133	6.4%	1930	9.0%	14.5
Child Support	82	4.0%	1173	5.5%	14.3
Driving on Revoked License	75	3.6%	1062	4.9%	14.2
DUI- Driving Under the Influence [First or unspecified]	114	5.5%	1025	4.8%	9.0
Theft	114	5.5%	914	4.2%	8.0
Possession of drug paraphernalia	102	4.9%	809	3.8%	7.9
PI – Public Intoxication (drunkenness)	123	6.0%	614	2.9%	5.0
Theft Over $500	27	1.3%	535	2.5%	19.8
Criminal Trespassing	49	2.4%	385	1.8%	7.9
Evading Arrest	14	0.7%	368	1.7%	26.3
Criminal Summons	19	0.9%	331	1.5%	17.4
Domestic [Assault/Violence]	78	3.8%	322	1.5%	4.1
Vandalism	29	1.4%	271	1.3%	9.3
Theft Over $1,000*	37	1.8%	268	1.2%	7.2
Possession of Schedule IV (4) Controlled Substance	40	1.9%	219	1.0%	5.5
Burglary	21	1.0%	205	1.0%	9.8

25% of the inmates in the jail on an average day will be released after serving a sentence.

Figure VIII.6 illustrates the time of day, and day of the week, associated with all admissions and releases.

Figure VIII.6: Cumulative Admits and Release by Day and Time



On an average day, 89% of the inmates in the Fentress County Jail are residents of Tennessee. In 2009, 9.9% of the beds were used by inmates who were residents of Florida because of two inmates who were confined for a lengthy period.

66% of the persons admitted to the jail were residents of Jamestown at the time of their admission.

Figure VIII.7 describes the age of all inmates at the time of admission. 18% of the inmates in the jail on an average day are under the age of 25. 23.6% are between 25 and 29 years of age. 58% of the inmates are 30 years of age or older.

Figure VIII.7: Age at Admission

Age Cuts	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
18	28	2.6%	169	1.4%	6.0
19-20	76	6.4%	860	7.2%	11.3
21	44	3.8%	344	2.9%	7.8
22-24	103	8.6%	794	6.7%	7.7
25-29	212	18.1%	2811	23.6%	13.3
30-34	150	12.5%	1684	14.1%	11.2
35-39	168	14.3%	1905	16.0%	11.3
40-44	153	12.8%	1515	12.7%	9.9
45-49	124	10.4%	1301	10.9%	10.5
50-54	65	5.6%	226	1.9%	3.5
55-59	28	2.3%	59	0.5%	2.1
60-64	19	1.6%	210	1.8%	11.1
65-69	7	0.6%	10	0.1%	1.4
75 -79	2	0.2%	9	0.1%	4.5
80-84	2	0.2%	6	0.1%	3.0
90 or Over	1	0.1%	0	0.0%	0.0

Attachment C provides more tables and graphs.

IX. THE JAIL AND THE CRIMINAL JUSTICE SYSTEM

The preceding pages have presented information about many facets of the jail and its occupants. Criminal justice system indicators provide more insights needed to understand the jail and look toward future needs. Figure IX.1 presents data that describes the dynamics of the broader criminal justice system, of which the jail is one component.

Figure IX.1: Criminal Justice System Indicators

	2001	2002	2003	2004	2005	2006	2007	2008	Diff.	% Diff.
Arrests	482	507	557	672	542	464	521	473	**-9**	**-1.9%**
Co Pop'n.	16,698	16,825	16,858	16,861	17,037	17,335	17,420	17,667	**969**	**5.8%**
Crime Rate/1,000	28.87	30.13	33.04	39.86	31.81	26.77	29.91	26.77	**-2.1**	**-7.3%**
Filings	375	308	468	589	675	499	509	603	**228**	**60.8%**
Custody	382	252	206	222	86	154	142	182	**-200**	**-52.4%**
Summons	9	6	4	11		5	6	4	**-5**	**-55.6%**
Jail ADP	15	17	13	13	13	45*	50*	60*	**45**	**300.0%**
Incarc. Rate/1,000	0.9	1.0	0.7	0.8	0.8	0.9	0.7	3.4	**2.5**	**278.1%**

* Estimate

The criminal justice system is comprised of many components, from the commission of crimes and subsequent arrests, to the filing of court cases, to the incarceration of inmates at the jail.

In Fentress County, no single criminal justice factor explains the changes in the jail population. While the jail population *increased* by 300% over eight years:

- Arrests decreased
- County population increased by 5.8%
- Crime rate decreased by 7.3%
- Court filings increased by 60.8%

Figure IX.2 presents data describing criminal court filings and dispositions from 2000 to 2008. As with the other criminal justice system indicators, they do not explain the change in the jail population.

Further discussions with officials are needed to understand the forces that caused the growth in jail use.

Figure IX.2: Criminal Court Filings and Dispositions, 2000 - 2008

	2000	2001	2002	2003	2004	2005	2006	2007	2008
Total Criminal Filings	423	375	308	468	589	675	499	509	603
Acquittal	7	1	1	0	1	0	3	1	3
Conviction After Trial	43	2	3	1	2	1	14	1	7
Dismissal/Nolle Prosequi	124	71	52	174	91	175	92	117	80
Guilty Plea-As Charged	188	167	168	206	279	301	193	170	224
Guilty Plea-Lesser Charge	31	33	28	21	41	50	20	35	49
Other	3	6	8	81	61	173	164	183	50
Pre-Trial or Judicial Diversion	92	26	39	5	31	34	15	11	31
Retired/ Unapprehended Defendant	3	0	8	0	1	0	0	0	2
Transfer to Another Court/Remanded	0	1	1	0	0	0	0	0	2
TOTAL Dispositions	491	307	308	488	507	734	501	518	448

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ATTACHMENTS

A. Physical Assessment of the Fentress County Jail
B. Historical Jail Occupancy Data
C. Inmate Characteristics

ATTACHMENT A: PHYSICAL ASSESSMENT OF THE FENTRESS COUNTY JAIL

Age

The Fentress County Jail was constructed in 1978.

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General Description

The one-story jail facility is an addition to the Fentress County Courthouse. The jail is co- located with the county dispatch center and the Sheriff's office and some of the sheriff's personnel.

The jail has a certified capacity of twenty beds but often houses more inmates. During one of the site visits the county was housing 32 inmates in the jail, and another 34 inmates in seven other jails.

The jail has limited capacity to separate inmates, contributing to the need to board inmates out.

Site

The jail site is very constrained. On busy days, such as court days, there is very little space for parking. Very little room exists on the site for future expansion.

Figure A.1: Map of Jail Location

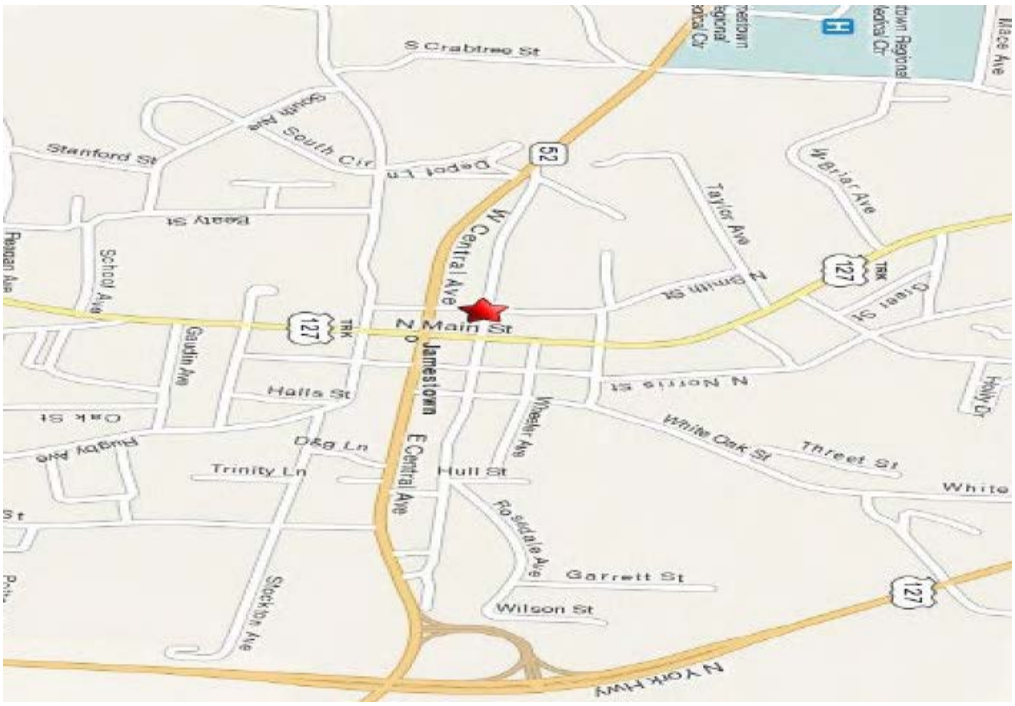


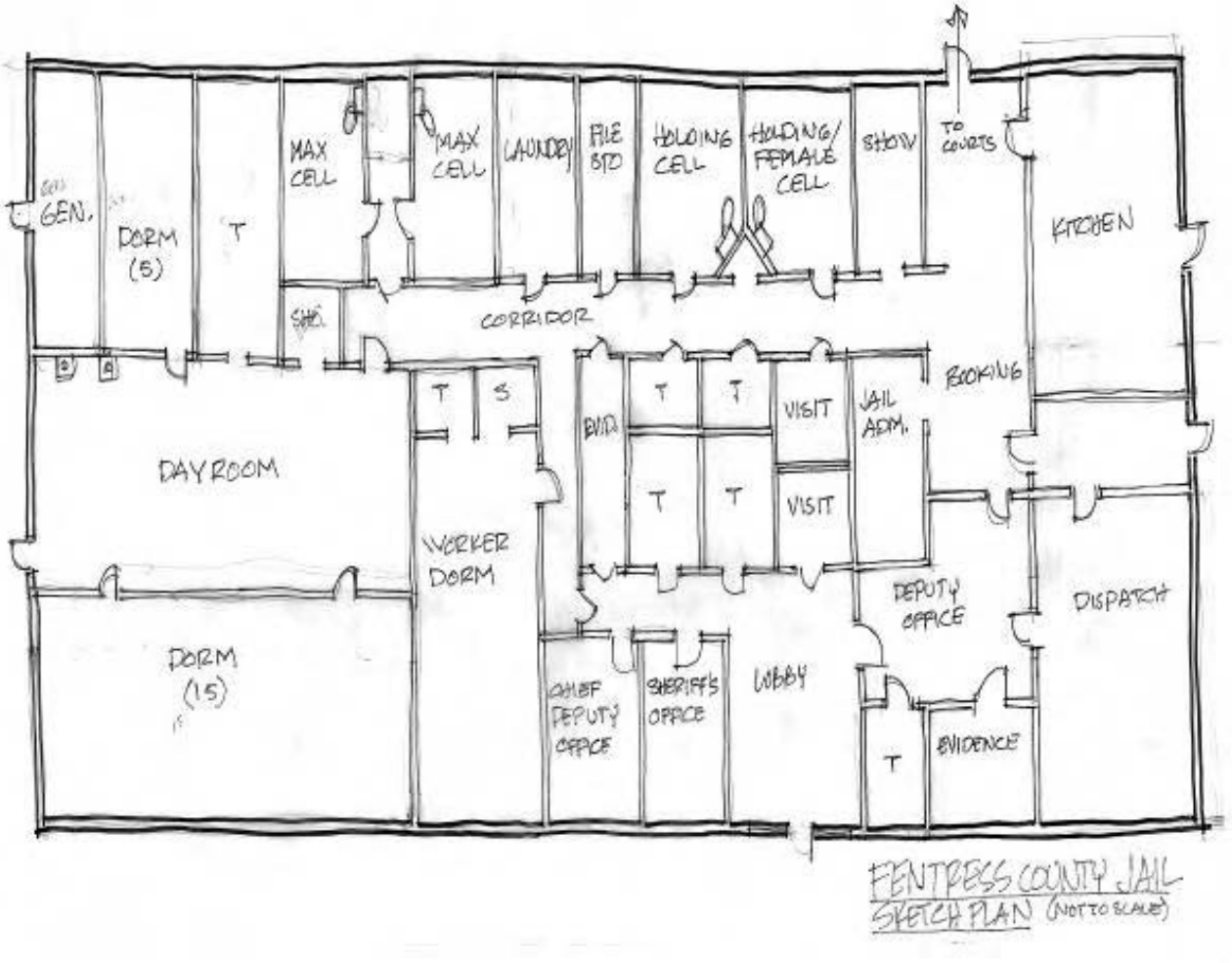
Figure A.2: Aerial Photo of Jail Site

Facility Layout

There are three primary entrances to the facility: the main entrance through the lobby on the front of the building, a staff entrance on the right side of the building, and a rear entrance on the back of the building. There is also a door from the outside into the kitchen, an access door for the generator, and an emergency exit in the inmate dayroom.

Jail housing areas comprise about one-half of the building area. Other jail spaces occupy approximately 30 percent of the building. The public lobby, two sheriff's offices, deputy area, and dispatch are housed in the remaining space (approximately 20 percent of the building area). Other Sheriff Department functions are housed across the street. Figure A.3 provides a sketch of the jail layout.

Figure A.3: Sketch Plan of Fentress County Jail



Perimeter Security

The exterior walls of the jail form a portion of the jail security perimeter. The exterior walls that correspond to the sheriff's offices, lobby, deputy room, dispatch, and kitchen are *not* part of the security perimeter, because the perimeter is located inside the jail.

Whenever an inmate is outside of a cell or housing area, he/she is in a quasi-secure area of the building. This situation is caused by the lack of security vestibules; several single doors provide egress from the jail. The exterior walls are constructed in a manner that is consistent with jail security, but the design of the facility compromises the perimeter.

The lack of physical security provisions are amplified by operational practices. During the first two site visits, all major jail doors were not locked, with the exception of the doors into the housing areas and the door on the evidence storage room.

Exterior of jail showing windows into housing areas that have been covered.

Interior jail corridor, housing units on left and right.

Type of Construction

The Jail is constructed of pre-cast concrete exterior walls, CMU interior partitions and what appears to be a pre-cast concrete ceiling. This is common for jail facilities.

Building Systems

The heating, ventilation, and air conditioning (HVAC) system consists of roof top mounted units. The system is controlled in three locations or zones: the jail, the kitchen, and the dispatch center. The roof top mounted unit leaks condensate into the kitchen during the summer.

Because there is only one temperature control point for the jail, there are often serious temperature imbalances. Generally, the jail living units remain cold when the other jail areas are at a comfortable temperature.

One of the rooftop HVAC components.

Plumbing fixtures in the jail are a mix of detention and commercial grade fixtures. There has been a long history of frequent sewer back ups in the drain lines. This condition has been caused by inmates flushing items down the drains as well as apparent shifts in the foundations that result in disruption of the drain lines. While water pressure is acceptable, the control of water temperature has been a problem. Fire sprinklers protect the building.

Pipe chase.

Stainless steel combination fixture.

Stainless steel fixtures in dorm.

Common bathroom in intake area.

The age of the electrical service is showing. An emergency generator services the lights in the jail and the dispatch center but does not provide power to the kitchen. A central fire alarm panel is located in the deputy's area.

Alarm panel.

Intake area.

Exposed electrical conduit and fixtures.

Review of Functional Areas

Public Lobby

A public lobby directly off the parking area provides access to the two Sheriff's offices, the dispatch center, jail visitation and into the jail portion of the building. The lobby is small and is often crowded when inmate visits are being conducted. There is little separation between the dispatch center and the public lobby, posing some concerns about security for the dispatch center.

Staff Support

The building contains no spaces such as locker rooms and training rooms that are dedicated for use by the staff. Employees have been receiving training at out-of-town locations. There are plans for additional staff training to be provided in the building across the street that houses more of the sheriff's operations as well as the finance office.

Jail Administration

Two offices are located adjacent to the public lobby. One is used by the sheriff, the other by some of his employees. There is a multi-use area for deputies between the lobby and the dispatch center. There is a great deal of foot traffic through this area, creating inefficiencies and concerns about security and privacy of sensitive documents. There is a small office adjacent to the jail booking area that is used for jail administration.

Inmate Visitation

A non-contact visitation space is provided directly off the lobby (for visitors). Public rest room facilities are provided in the lobby. Inmates access the inmate side of the visitation space off of the main corridor in the jail. Secure glazing separates the inmates from the visitors.

Security Operations

Physical security in the jail is weak in some areas. These weaknesses are compounded by operational practices that routinely leave key security doors open.

There are no security vestibules with interlocked security doors between the lobby and the jail. This weakness also affects the security of the dispatch center. The side entrance to the facility opens onto a vestibule, from which there is direct access to both the jail and the dispatch center. There is also a door directly into the dispatch center from the parking lot. The exit to the courthouse is not secured by a vestibule with interlocked doors. The side entrance to the kitchen is a security door, but it is frequently open and provides yet another weakness in the jail security perimeter.

Generally, only the jail housing areas and evidence room are kept locked and secured. Doors at the housing areas are secure detention grade outfitted with mechanical locking devices. No electronic locking or door position monitoring systems have been installed.

The jail is equipped with a closed circuit video monitoring system (CCTV) that consists of eleven cameras located throughout the building and on the exterior. Monitors are provided but are not regularly viewed. Digital recording for all cameras will be installed soon, providing the opportunity to review incidents after they occur.

There is a direct line of sight between the desk in the booking area and the entrances to all of the housing areas, which are off a main jail corridor. The main jail corridor and the booking area are not separated by a security door. The booking area and jail administration office serve as a sort of “central control” room for the facility. This arrangement is not secure and creates another serious security deficiency.

Intake/Release

When an arrestee is brought to the jail, the arresting officer parks beside the jail and escorts the arrestee into a dedicated corridor where he is searched initially and then brought into the booking area.

The intake/release area is in the center of the jail where there is usually a great deal of activity. Any inmate who is moving to or from the housing areas must pass through this area. This congestion poses a serious threat to security and safety. It complicates jail operations because all movement must be carefully timed.

The lack of a secure control center further exacerbates this problem.

Incoming inmates are processed by jail personnel. All records are initially handwritten and are then transcribed into a computer-based inmate management information system. All records are retained in the booking area. Inmate property is bagged and stored in a non-secure room along with other types of material. Valuables are secured in lockers in the same corridor that is used for finger printing--between the booking area and entrance to the courts.

Incoming inmates are housed in one of the two holding cells near the booking area for seventy-two hours before being assigned to a longer-term housing unit. The holding cell nearest the desk is used for suicide watches. These cells also house females for up to 72 hours. The holding cells are equipped with combination stainless steel correctional toilet and sink units. A shower is available on the main corridor. These practices pose serious privacy issue concerns, especially when male inmates frequently pass by the holding cells when female inmates are housed there.

Inmate Housing

While short-term (up to 72 hour) holding is accomplished in the two holding cells in the booking area, longer term housing is provided in three other housing areas, located farther down the center jail corridor. Long-term housing consists of:

- One “worker” dorm with three beds.
- Two separate cells that house one inmate, used for maximum security risks or inmates who must be separated from others for other reasons.
- One dorm with two sleeping areas, one with five beds, the other with 15 beds.

The five and 15-bed dorms share a common dayroom.

The single-occupancy maximum security cells each have combination correctional stainless steel toilet and sink units. They share the shower in the main corridor, which is also utilized for holding. Both dorms are equipped with toilets, sinks, and showers.

The conditions in all housing areas are poor. The finishes have deteriorated over the years and have not been maintained. Showers are in bad shape. Electrical conduct and piping are found in all of the housing areas, posing serious safety and security concerns. None of these areas receive any natural light because the windows that were initially constructed to provide light have been blocked on the outside with steel plate.

None of the housing areas are suitable for direct supervision management.[4] Jail staff usually make hourly visits to the housing areas to check on the inmates. Personal supervision is supplemented by remote CCTV observation. The larger dorm has reportedly developed a hierarchy of control where the inmates in the smaller sleeping area have power over the larger group. Evidence of this was observed during both site visits.

Holding cells.

[4] [4] "Direct supervision" is a form of inmate management and supervision that has proven very effective, when properly implemented. It is characterized by the presence of an officer *in* the housing unit dayroom at all times that inmates are allowed outside of their cells. The smaller size of the housing units in the Overton County Jail make direct supervision costly and therefore less feasible. "Intermittent" inmate supervision is provided when officers enter housing units and interact with inmates without any barriers.

Classification and Separation

The jail offers very limited opportunities to classify and separate long-term inmates. There are no provisions for female housing other than the short-term use of the holding cells. Male inmates must be assigned to one of four housing units (two single cells, two dorms). Many inmates are boarded in other counties because of the lack of bedspace and due to design and condition of the jail.

Inmate Programs and Services

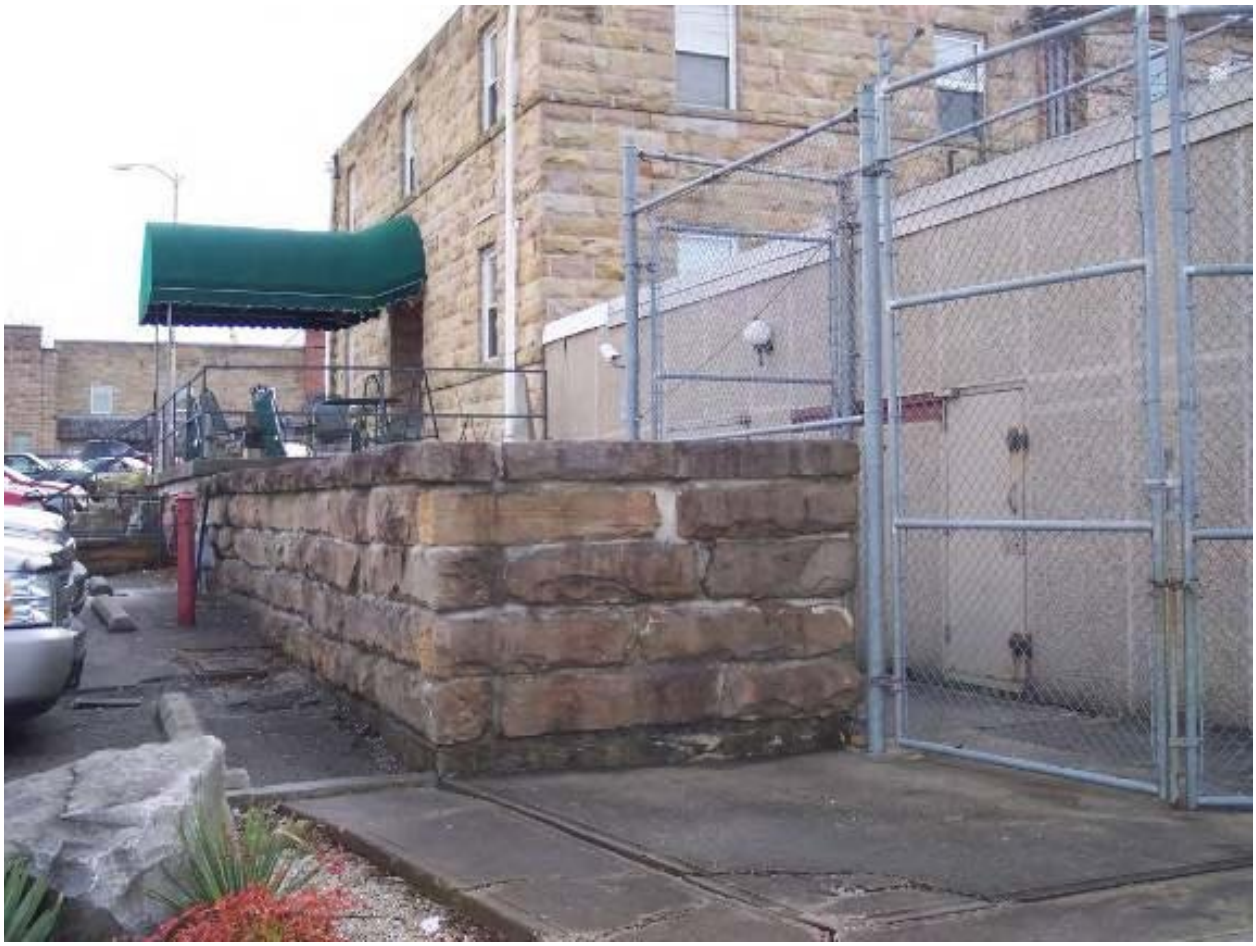
There are no areas in the jail that may be used for the delivery of programs and services. All programs, and most services, are delivered in the dayroom or in cells. Religious counseling and services are provided during the week in the dormitory day room. This poses potential problems with regard to inmate privacy and involuntary exposure to religious programming.

There is no space for a library. A makeshift law library is provided by books that are stored in the central booking and control area. The facility also stores a few books in the property storage area that are made available to the inmates.

Exercise and Recreation

There are no spaces that facilitate inmate exercise or recreation inside the jail. Recreational activities are limited to the dormitory sleeping areas and day room.

Inmates seldom have access to outdoor recreation because there is no safe place for this activity. A fenced yard at the rear of the building, off the large housing dorm, is enclosed by a single fence that is not sufficiently secure. When this area is used for outdoor exercise a jail officer must be present in the space with the inmates.



Small fenced area adjacent to housing unit is sometimes used for outdoor exercise.

Health Care Services

Only very basic health care services are provided at the jail. All officers are trained in basic first aid. Incoming inmates are interviewed during their initial admission using a series of predetermined screening questions. Inmates who are housed for more than 14 days are offered a physical examination.

Many inmates sign a waiver for this examination rather than suffering the discomfort and embarrassment of being transported to a local doctor in shackles and handcuffs. There are no scheduled drugs in the facility.

Support Services/ Facility Operations

The facility is lacking service and storage spaces. One janitorial closet serves the entire facility. Supplies are stored throughout the jail. Paper goods are stored in the inmate worker dorm.

Food Service

The kitchen is located off the corridor that is used to bring inmates in for booking. The kitchen is equipped with various pieces of equipment, most of which were designed for residential use. The kitchen has a rear door that is used for deliveries. This creates a non-secure path between the booking area and the outside. Kitchen storage is lacking and foodstuffs are purchased at a local grocery store. There are also occasional deliveries. Three meals and a late-evening snack are provided. Inmate-workers provide most of the labor in the kitchen.

Laundry

All linens and clothes are processed in the jail laundry. A residential-style washer and dryer are provided. Inmate workers clean, dry, sort, and fold the laundry. There is very little space for storage of clothes, linens, and supplies.

Other Comments

The space needs of the Fentress County Jail have grown significantly in the thirty-two years since the facility was constructed. Growing inmate populations and changing operational and space needs have rendered the existing facility difficult to use, and also difficult to adapt for use as a full service jail in the twenty-first century.

The lack of space impacts every aspect of jail operations including booking, administration, programs, recreation, records storage, building support spaces, laundry, and food service.

The housing area environments are poor. The spaces all lack access to natural light. Physical conditions have deteriorated significantly since the facility was constructed. The layout of the facility creates challenges for proper supervision of inmates.

The building layout, construction, and site constraints severely limit the opportunities to make this facility suitable for continued operation as a modern full service jail.

ATTACHMENT B: HISTORICAL JAIL OCCUPANCY DATA

Jail Month Summaries, January 1989 – December 2009

Month/Yr	Other Conv. Felons	Conv. Misd.	Pre-trial Felony	Pre-trial Misd.	TDOC Backup	Local Felons	Others	Total Jail Pop.
Jan-89	0	2	4	0	7	3	0	16
Feb-89	0	2	3	0	4	3	0	12
Mar-89	0	3	7	0	4	2	0	16
Apr-89	0	2	7	2	3	2	0	16
May-89	0	3	5	0	3	3	0	14
Jun-89	0	6	4	2	4	3	0	19
Jul-89	0	8	6	6	3	2	0	25
Aug-89	0	4	8	2	4	2	0	20
Sep-89	0	2	7	3	3	0	0	15
Oct-89	0	1	2	3	5	3	0	14
Nov-89	1	4	6	0	5	0	0	16
Dec-89	2	3	3	2	5	2	0	17
Jan-90	2	2	4	0	5	3	0	16
Feb-90	2	4	3	1	5	0	0	15
Mar-90	0	3	2	4	5	0	0	14
Apr-90	1	6	0	0	4	0	0	11
May-90	0	0	5	1	5	1	0	12
Jun-90	0	3	4	1	4	0	0	12
Jul-90	0	5	4	2	2	1	0	14
Aug-90	0	4	5	5	2	0	0	16
Sep-90	0	5	1	0	3	2	0	11
Oct-90	2	8	4	2	3	0	0	19
Nov-90	1	1	4	2	3	0	0	11
Dec-90	1	3	7	3	3	0	0	17
Jan-91	0	5	7	1	3	1	0	17
Feb-91	0	3	4	1	6	1	0	15
Mar-91	0	5	4	2	6	0	0	17
Apr-91	0	1	4	1	7	0	0	13
May-91	2	6	5	2	4	0	0	19
Jun-91	1	3	2	0	2	1	0	9
Jul-91	1	5	5	2	2	1	0	16
Aug-91	0	5	0	6	4	0	0	15
Sep-91	1	5	3	1	2	0	0	12
Oct-91	0	5	0	5	2	0	0	12
Nov-91	0	5	1	3	0	0	0	9
Dec-91	0	4	1	1	10	0	0	16

Month/Yr	Other Conv. Felons	Conv. Misd.	Pre-trial Felony	Pre-trial Misd.	TDOC Backup	Local Felons	Others	Total Jail Pop.
Jan-92	0	4	1	1	10	0	0	16
Feb-92	0	3	3	0	10	0	0	16
Mar-92	0	2	0	0	7	2	0	11
Apr-92	0	2	1	0	8	0	0	11
May-92	0	5	3	0	5	5	0	18
Jun-92	0	12	5	2	4	6	0	29
Jul-92	0	8	9	3	0	7	0	26
Aug-92	0	5	6	3	3	6	0	23
Sep-92	0	7	4	4	0	4	0	19
Oct-92	0	6	2	5	0	3	0	16
Nov-92	0	7	4	5	0	3	0	19
Dec-92	0	4	4	1	0	2	0	11
Jan-93	0	11	3	1	0	1	0	16
Feb-93	0	8	1	0	0	4	0	13
Mar-93	0	2	1	2	2	2	0	9
Apr-93	0	7	2	1	2	0	0	12
May-93	0	10	1	2	2	2	0	17
Jun-93	0	2	1	1	2	1	0	7
Jul-93	0	5	1	1	3	0	0	10
Aug-93	0	4	3	1	4	0	0	12
Sep-93	1	0	2	3	4	3	0	13
Oct-93	0	2	0	4	3	0	0	9
Nov-93	0	3	1	0	1	1	0	6
Dec-93	0	1	1	3	0	3	0	8
Jan-94	0	1	4	0	0	2	0	7
Feb-94	0	5	6	3	0	1	0	15
Mar-94	0	5	4	1	1	1	0	12
Apr-94	0	7	4	2	2	1	0	16
May-94	0	2	2	3	2	3	0	12
Jun-94	0	3	3	1	0	6	0	13
Jul-94	0	5	7	0	0	2	0	14
Aug-94	0	3	3	4	1	2	0	13
Sep-94	0	1	5	2	2	1	0	11
Oct-94	0	2	4	6	3	0	0	15
Nov-94	0	2	3	6	4	0	0	15
Dec-94	0	2	5	2	4	2	0	15
Jan-95	6	6	2	5	3	3	0	25
Feb-95	5	5	4	2	1	6	0	23
Mar-95	2	1	4	4	0	5	0	16
Apr-95	3	5	2	2	0	6	0	18

Month/Yr	Other Conv. Felons	Conv. Misd.	Pre-trial Felony	Pre-trial Misd.	TDOC Backup	Local Felons	Others	Total Jail Pop.
May-95	0	6	1	3	0	6	0	16
Jun-95	0	4	0	3	0	5	0	12
Jul-95	0	0	1	2	3	2	0	8
Aug-95	0	0	0	6	3	2	0	11
Sep-95	0	3	1	1	3	2	0	10
Oct-95	0	0	0	4	3	2	0	9
Nov-95	0	0	0	5	2	1	2	10
Dec-95	0	2	1	6	2	0	0	11
Jan-96	0	1	7	9	2	1	0	20
Feb-96	1	6	0	11	5	0	0	23
Mar-96	0	8	0	7	2	4	0	21
Apr-96	0	4	4	2	3	1	0	14
May-96	0	1	6	2	5	0	0	14
Jun-96	0	1	8	2	3	0	0	14
Jul-96	5	1	3	2	2	0	0	13
Aug-96	7	3	6	2	2	0	0	20
Sep-96	2	8	6	5	4	0	0	25
Oct-96	3	9	3	4	4	0	0	23
Nov-96	3	6	6	1	1	0	0	17
Dec-96	2	4	2	0	1	0	0	9
Jan-97	0	2	4	1	3	1	0	11
Feb-97	2	5	4	6	1	2	0	20
Mar-97	4	6	3	8	1	1	0	23
Apr-97	4	6	6	1	1	2	0	20
May-97	5	6	2	5	2	0	0	20
Jun-97	1	5	8	0	6	1	0	21
Jul-97	1	1	2	2	4	4	0	14
Aug-97	0	2	3	8	4	2	0	19
Sep-97	5	2	5	0	4	0	0	16
Oct-97	1	3	3	1	1	3	0	12
Nov-97	2	4	4	3	1	8	0	22
Dec-97	2	2	4	6	1	6	0	21
Jan-98	1	3	7	9	1	6	0	24
Feb-98	1	4	4	4	1	10	0	24
Mar-98	0	1	4	3	3	7	0	18
Apr-98	0	4	7	2	3	8	0	24
May-98	0	2	6	2	2	6	0	18
Jun-98	0	3	1	3	4	2	0	13
Jul-98	1	3	3	2	4	1	1	15
Aug-98	0	2	2	0	3	1	0	8

Month/Yr	Other Conv. Felons	Conv. Misd.	Pre-trial Felony	Pre-trial Misd.	TDOC Backup	Local Felons	Others	Total Jail Pop.
Sep-98	0	5	13	0	7	0	0	25
Oct-98	0	0	15	0	2	2	0	19
Nov-98	0	0	15	0	1	8	0	24
Dec-98	3	0	8	0	1	2	0	14
Jan-99	0	0	9	0	5	2	0	16
Feb-99	1	0	10	0	2	6	0	19
Mar-99	0	0	12	0	8	2	0	22
Apr-99	0	0	15	0	5	3	0	23
May-99	0	6	0	0	3	7	0	16
Jun-99	0	5	0	6	2	4	0	17
Jul-99	0	5	5	0	3	0	0	13
Aug-99	5	3	8	0	4	1	0	21
Sep-99	0	6	14	0	2	0	0	22
Oct-99	0	0	7	0	5	1	0	13
Nov-1999	0	2	1	0	2	2	0	7
Dec-1999	0	1	6	3	4	2	0	16
Jan-2000	0	0	14	0	4	7	0	25
Feb-2000	0	0	10	0	1	3	0	14
Mar-2000	0	1	4	0	3	3	0	11
Apr-2000	0	3	5	0	5	3	0	16
May-2000	0	0	0	7	8	2	0	17
Jun-2000	0	14	0	0	3	4	0	21
Jul-2000	1	7	0	0	6	7	0	21
Aug-2000	2	11	0	0	6	9	0	28
Sept-2000	7	2	2	0	11	6	0	28
Oct-2000	2	0	2	11	8	5	0	28
Nov-2000	2	0	1	2	5	3	18	31
Dec-2000	3	0	4	0	5	2	19	33
Jan-2001	3	2	0	0	6	2	14	27
Feb-2001	4	2	1	1	6	1	10	25
Mar-2001	6	1	3	0	2	3	10	25
Apr-2001	6	2	4	0	3	6	5	26
May-2001	7	0	14	1	1	8	0	31
Jun-2001	1	0	9	3	2	13	0	28
Jul-2001	12	0	6	5	2	9	0	34
Aug-2001	19	8	1	0	5	6	0	39
Sept-2001	9	1	3	2	3	8	0	26
Oct-2001	4	0	5	2	3	13	0	27
Nov-2001	0	5	9	2	5	12	0	33
Dec. 2001	0	3	15	6	5	11	0	40

Month/Yr	Other Conv. Felons	Conv. Misd.	Pre-trial Felony	Pre-trial Misd.	TDOC Backup	Local Felons	Others	Total Jail Pop.
Jan-2002	0	3	14	4	4	9	0	34
Feb-2002	0	3	9	4	4	10	0	30
Mar-2002	0	2	17	5	1	9	0	34
Apr-2002	0	4	17	7	1	12	0	41
May-2002	0	4	17	7	1	12	0	41
Jun-2002	0	3	4	6	2	11	0	26
Jul-2002	0	2	6	2	1	12	0	23
Aug-2002	0	4	8	2	2	11	0	27
Sept-2002	0	0	9	4	2	8	1	24
Oct-2002	0	2	3	6	3	12	0	26
Nov-2002	0	0	4	5	4	18	0	31
Dec-2002	4	7	4	0	4	23	0	42
Jan-2003	0	5	8	4	2	24	0	43
Feb-2003	0	5	4	3	3	18	0	33
Mar-2003	0	4	5	4	12	10	0	35
Apr-2003	0	3	4	3	14	13	0	37
May-2003	0	3	6	6	11	16	0	42
Jun-2003	0	4	6	2	7	11	0	30
Jul-2003	0	1	6	4	7	13	1	32
Aug-2003	0	2	2	1	5	13	0	23
Sept-2003	0	3	4	4	6	8	1	26
Oct-2003	0	0	4	9	6	15	0	34
Nov-2003	0	0	20	3	7	13	0	43
Dec-2003	0	0	4	5	5	12	0	26
Jan-2004	0	1	5	3	5	14	0	28
Feb-2004	0	0	3	5	11	11	0	30
Mar-2004	0	0	3	6	8	17	0	34
Apr-2004	0	2	1	0	12	12	2	29
May-2004	0	1	2	8	6	23	0	40
Jun-2004	0	3	6	6	7	18	0	40
Jul-2004	0	1	3	7	10	14	0	35
Aug-2004	0	0	23	6	12	15	0	56
Sept-2004	0	1	7	5	24	15	0	52
Oct-2004	0	6	5	6	11	13	0	41
Nov-2004	0	2	5	8	9	11	0	35
Dec-2004	0	2	9	1	13	18	0	43
1-Jan	0	2	9	1	13	18	0	43
Feb-2005	0	4	7	2	11	16	0	40
Mar-2005	0	5	9	6	15	13	0	48
Apr-2005	0	2	4	4	14	17	0	41

Month/Yr	Other Conv. Felons	Conv. Misd.	Pre-trial Felony	Pre-trial Misd.	TDOC Backup	Local Felons	Others	Total Jail Pop.
May-2005	0	7	6	0	23	16	0	52
Jun-2005	0	4	7	11	19	14	0	55
Jul-2005	0	2	5	8	9	17	0	41
Aug-2005	0	3	5	7	9	15	0	39
Sept-2005	0	2	3	4	13	18	0	40
Oct-2005	0	2	8	6	12	16	0	44
Nov-2005	0	3	2	3	16	16	0	40
Dec-2005	0	4	7	4	13	14	0	42
Jan-2006	0	4	6	3	9	14	0	36
Feb-2006	0	1	8	12	12	12	0	45
Mar-2006	0	2	5	5	12	12	0	36
Apr-2006	0	5	3	4	11	17	0	40
May-2006	6	4	3	4	17	0	0	34
Jun-2006	0	4	4	4	15	10	0	37
Jul-2006	7	3	2	7	15	7	0	41
Aug-2006	10	3	2	6	15	10	0	46
Sept-2006	4	3	3	3	6	5	0	24
Oct-2006	2	2	2	4	1	6	0	17
Nov-2006	3	3	3	8	3	5	0	25
Dec-2006	4	5	6	5	3	6	0	29
Jan-2007	1	2	1	1	4	2	0	11
Feb-2007	6	2	2	2	2	4	0	18
Mar-2007	6	4	3	2	2	8	0	25
Apr-2007	8	6	2	5	4	10	0	35
May-2007	4	2	1	2	4	10	0	23
Jun-2007	4	1	4	2	4	8	0	23
Jul 2007 c	3	4	2	3	3	6	0	21
Aug-2007	4	4	1	0	3	7	0	19
Sept-2007	4	5	2	0	3	6	0	20
Oct-2007	2	3	1	2	4	9	0	21
Nov-2007	2	5	1	3	3	4	0	18
Dec-2007	0	3	9	4	1	5	3	25
Jan-2008	3	4	2	2	4	4	0	19
Feb-2008	6	3	1	1	5	6	0	22
Mar-2008	3	10	2	4	4	4	0	27
Apr-2008	6	5	2	2	4	6	0	25
May-2008	4	4	2	3	9	6	0	28
Jun-2008	4	5	1	6	6	5	0	27
Jul-2008	4	0	9	8	7	2	1	31
Aug-2008	5	0	2	7	14	0	0	28

Month/Yr	Other Conv. Felons	Conv. Misd.	Pre-trial Felony	Pre-trial Misd.	TDOC Backup	Local Felons	Others	Total Jail Pop.
Sept-2008	0	9	0	7	20	3	0	39
Oct-2008	0	2	4	8	4	11	0	29
Nov-2008	0	3	2	4	12	3	0	24
Dec-2008	0	2	2	5	8	7	0	24
Jan-2009	0	8	4	4	11	3	0	30
Feb-2009	0	6	5	7	6	6	0	30
Mar-2009	0	5	2	5	9	7	0	28
Apr-2009	0	4	7	11	2	2	0	26
May-2009	0	7	6	12	4	2	0	31
Jun-2009	0	5	4	3	5	7	0	24
Jul-09	13	9	0	11	6	0	0	39
Aug-2009	0	7	2	10	11	3	0	33
Sept-2009	7	4	6	3	12	0	0	32
Oct-2009	0	5	7	5	13	5	1	36
Nov-2009	0	4	11	1	15	9	0	40
Dec-09	0	3	15	6	5	11	0	40
Jan-10	0	3	9	4	8	7	0	31

Source: Jail Monthly Summaries provided by the Tennessee Department of Corrections.
Note: No data for January 2005. Data from December 2004 was used.

ATTACHMENT C: INMATE CHARACTERISTICS

The following tables and graphs were generated by the analysis of 1,182 inmates, representing all inmates admitted to the Fentress County from December 2008 to December 2009. These inmates spent a total of 11,903 days in the jail. The overall average length of stay (ALOS) was 10.1 days.

During this period, most female inmates were transferred to the Overton County Jail where they were housed until release. Information about these inmates, and male inmates who were also housed in Overton County, was secured from the Overton County computer records and has been reviewed for this study. The days spent in Overton County by Fentress County inmates were added to monthly figures for the purpose of projecting future needs.

Data describing inmates transferred to other jails was not available in any form.

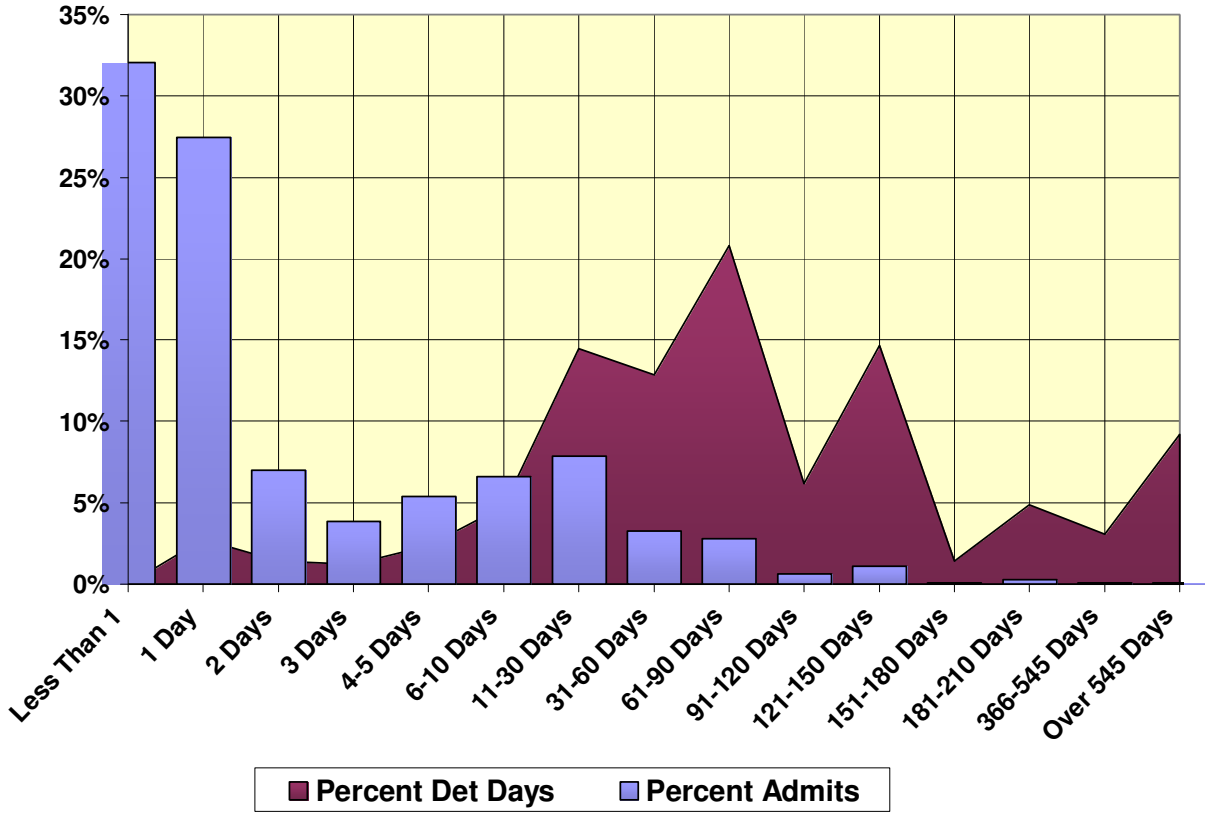
Gender

Gender	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
F	358	30.0%	1090	9.2%	3.0
M	824	70.0%	10813	90.8%	13.1
TOTAL	1182	100.0%	11903	100.0%	10.1

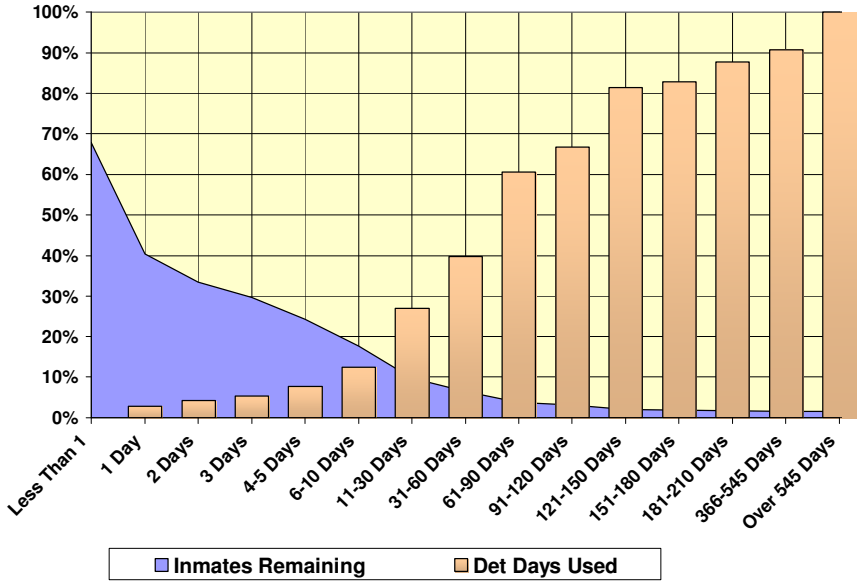
Length of Stay

Length of Stay	Admits	Perc Admits	Det Days	Perc Det Days	Cumul Adm	Cum DD
Less Than 1	380	32.1%	0	0.0%	32.1%	0.0%
1 Day	327	27.5%	327	2.7%	59.5%	2.7%
2 Days	83	7.0%	166	1.4%	66.6%	4.1%
3 Days	48	3.8%	144	1.2%	70.4%	5.4%
4-5 Days	63	5.4%	281	2.4%	75.8%	7.7%
6-10 Days	77	6.6%	567	4.8%	82.4%	12.5%
11-30 Days	92	7.8%	1725	14.5%	90.3%	27.0%
31-60 Days	37	3.3%	1531	12.9%	93.5%	39.8%
61-90 Days	33	2.8%	2477	20.8%	96.3%	60.6%
91-120 Days	7	0.6%	731	6.1%	96.9%	66.8%
121-150 Days	13	1.1%	1743	14.6%	98.0%	81.4%
151-180 Days	1	0.1%	170	1.4%	98.1%	82.9%
181-210 Days	3	0.3%	580	4.9%	98.4%	87.7%
366-545 Days	1	0.1%	366	3.1%	98.5%	90.8%
Over 545 Days	1	0.1%	1095	9.2%	98.6%	100.0%

Length of Stay: Percent Admits vs. Percent Detention Days



Length of Stay: Inmates Remaining vs. Detention Days Used



Number of Charges at Admission

Charge Count	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
1	670	56.6%	6,391	53.7%	9.5
2	264	22.4%	3,175	26.7%	12.0
3	135	11.1%	1,053	8.8%	7.8
4	55	4.9%	466	3.9%	8.5
5	31	2.8%	459	3.9%	14.8
6	14	1.2%	254	2.1%	18.1
7	6	0.5%	76	0.6%	12.7
8	2	0.2%	14	0.1%	7.0
10	1	0.1%	8	0.1%	8.0
15	1	0.1%	6	0.1%	6.0
30	1	0.1%	1	0.0%	1.0
0	2	0.2%	0	0.0%	0.0
TOTAL	1,182	100.0%	11,903	100.0%	10.1

Bond Amount

Bond Amt	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
Under $500	44	3.7%	57	0.5%	1.3
$500 - $999	41	3.5%	290	2.4%	7.1
$1,000 - $1,499	33	2.8%	268	2.3%	8.1
$1,500 - $1,999	7	0.6%	100	0.8%	14.3
$2,000 - $2,900	233	19.9%	1,210	10.2%	5.2
$3,000 -$4,999	71	5.9%	275	2.3%	3.9
$5,000 - $9,999	209	17.9%	1,537	12.9%	7.4
$10,000 - $14,999	66	5.2%	429	3.6%	6.5
$15,000 - $19,999	16	1.2%	134	1.1%	8.4
$20,000 - 49,999	47	3.9%	735	6.2%	15.6
$50,000 - 99,999	15	1.3%	1,260	10.6%	84.0
$100,000	1	0.1%	44	0.4%	44.0
Over $200,000	1	0.1%	0	0.0%	0.0
None or Not Given	398	33.9%	5,564	46.7%	14.0

State of Residence (Descending order of detention days)

State	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
TN	1161	98.2%	10618	89.2%	9.1
FL	2	0.2%	1178	9.9%	589.0
KY	7	0.6%	66	0.6%	9.4
IN	3	0.2%	15	0.1%	5.0
OH	2	0.1%	11	0.1%	5.5
MI	1	0.1%	4	0.0%	4.0
TX	1	0.1%	4	0.0%	4.0
GA	1	0.1%	2	0.0%	2.0
AL	1	0.1%	1	0.0%	1.0
NC	1	0.1%	0	0.0%	0.0
Not Given	2	0.1%	4	0.0%	2.0

Town of Residence (Descending order of detention days)

Home Town	Admits	% Admits	Det Days	% Det Days	ALOS
JAMESTOWN	783	65.8%	7166	60.2%	9.2
JACKSONVILLE	1	0.1%	1095	9.2%	1095.0
CROSSVILLE	47	4.0%	577	4.8%	12.3
ALLARDT	40	3.4%	507	4.3%	12.7
CLARKRANGE	78	6.6%	389	3.3%	5.0
COOKEVILLE	8	0.7%	377	3.2%	47.1
GRIMSLEY	49	4.1%	340	2.9%	6.9
KNOXVILLE	5	0.4%	203	1.7%	40.6
MONTEREY	12	1.0%	147	1.2%	12.3
BYRDSTOWN	12	1.0%	131	1.1%	10.9
ALPILE	1	0.1%	86	0.7%	86.0
MILTON	1	0.1%	83	0.7%	83.0
HELENWOOD	2	0.2%	72	0.6%	36.0
MARICVILLE	1	0.1%	71	0.6%	71.0
SPARTA	4	0.4%	67	0.6%	16.8
LIVINGSTON	8	0.7%	56	0.5%	7.0
PALL MALL	14	1.3%	53	0.4%	3.8
ALBANY	1	0.1%	53	0.4%	53.0
SUNBRIGHT	10	0.8%	50	0.4%	5.0
RUGBY	2	0.2%	43	0.4%	21.5
CRAWFORD	2	0.2%	42	0.4%	21.0
ALPINE	2	0.1%	37	0.3%	18.5
ROCKWOOD	3	0.3%	28	0.2%	9.3
ROBBINS	15	1.3%	22	0.2%	1.5
GAINESBORO	2	0.2%	21	0.2%	10.5
FAYETTEVILLE	2	0.2%	15	0.1%	7.5
RENNSELAER	1	0.1%	14	0.1%	14.0
ATHENS	1	0.1%	13	0.1%	13.0
SHELBYVILLE	1	0.1%	11	0.1%	11.0
HAMILTON	1	0.1%	11	0.1%	11.0
PINER	1	0.1%	11	0.1%	11.0
MONTACELLO	2	0.2%	10	0.1%	5.0

Home Town	Admits	% Admits	Det Days	% Det Days	ALOS
X-Not Supplied	3	0.2%	9	0.1%	3.0
HUNTSVILLE	1	0.1%	7	0.1%	7.0
DEER LODGE	13	1.2%	7	0.1%	0.5
HARRIMAN	2	0.2%	6	0.1%	3.0
MONROE	2	0.2%	6	0.1%	3.0
BAXTER	2	0.1%	6	0.1%	3.0
ALTOCREST	1	0.1%	5	0.0%	5.0
BANNER	3	0.3%	5	0.0%	1.7
DALLAS	1	0.1%	4	0.0%	4.0
FARMS	1	0.1%	4	0.0%	4.0
POWELL	1	0.1%	4	0.0%	4.0
NASHVILLE	2	0.2%	4	0.0%	2.0
LEWISBURGH	1	0.1%	4	0.0%	4.0
WINFIELD	1	0.1%	3	0.0%	3.0
COOK CO.	1	0.1%	3	0.0%	3.0
LANCING	3	0.2%	3	0.0%	1.0
MONTICELLO	3	0.3%	3	0.0%	1.0
HIRAM	1	0.1%	2	0.0%	2.0
MOUNTHELON	1	0.1%	2	0.0%	2.0
ROBINSON	1	0.1%	2	0.0%	2.0
BETHPAGE	1	0.1%	2	0.0%	2.0
JACKSBORO	1	0.1%	1	0.0%	1.0
OAKDALE	1	0.1%	1	0.0%	1.0
WILDER MOUNTAIN	1	0.1%	1	0.0%	1.0
OPEORLIKE	1	0.1%	1	0.0%	1.0
CLEVELAND	1	0.1%	1	0.0%	1.0
PIKEVILLE	1	0.1%	1	0.0%	1.0
NEW CASTLE	1	0.1%	1	0.0%	1.0
UNIONVILLE	1	0.1%	1	0.0%	1.0
MEMPHIS	1	0.1%	1	0.0%	1.0
QUEBEC	1	0.1%	1	0.0%	1.0
RICKMON	1	0.1%	1	0.0%	1.0
ONIEDA	1	0.1%	0	0.0%	0.0
ELDRIDGE	1	0.1%	0	0.0%	0.0
MORRISTOWN	1	0.0%	0	0.0%	0.0
BAN ACI SPRING	1	0.1%	0	0.0%	0.0
ALLGOOD	1	0.1%	0	0.0%	0.0
AJAM	1	0.0%	0	0.0%	0.0
CINCINNATI	1	0.1%	0	0.0%	0.0
SUMMERSET	1	0.1%	0	0.0%	0.0
LOUDON	1	0.1%	0	0.0%	0.0
BANNER SPRING	1	0.1%	0	0.0%	0.0
WARTBURG	1	0.1%	0	0.0%	0.0
WHISPERPINES	1	0.1%	0	0.0%	0.0
PIONEER	1	0.1%	0	0.0%	0.0
MUNCIE	1	0.1%	0	0.0%	0.0
Grand Total	1182	100.0%	11903	100.0%	10.1

Charge (First at Time of Admission) In alphabetical order.

Charge (First)	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
Aggravated Assault	13	1.1%	164	1.4%	12.6
Aggravated Burglary	5	0.4%	100	0.8%	20.0
Assault	21	1.7%	62	0.5%	3.0
Assault to Minor	2	0.2%	0	0.0%	0.0
Passing Worthless Checks	1	0.1%	0	0.0%	0.0
Bench Warrant	4	0.3%	46	0.4%	11.5
Burglary	9	0.8%	32	0.3%	3.6
Capias	49	4.1%	122	1.0%	2.5
Child Support	68	5.9%	807	6.8%	11.9
Contempt [of Court]	3	0.3%	66	0.6%	22.0
Contributing to [Delinquency of] a Minor	4	0.3%	9	0.1%	2.3
Criminal Capias	3	0.3%	99	0.8%	33.0
Criminal Impersonation	1	0.1%	0	0.0%	0.0
Criminal Indictment	4	0.3%	10	0.1%	2.5
Criminal Simulation	1	0.1%	11	0.1%	11.0
Criminal Trespassing	28	2.4%	189	1.6%	6.8
VOP- Criminal (Violation of Probation)	104	8.8%	3032	25.5%	29.2
Delivery of Sched II (2) Controlled Substance*	2	0.2%	71	0.6%	35.5
Disorderly Conduct	27	2.2%	62	0.5%	2.3
Domestic [Assault/Violence]	70	6.0%	267	2.2%	3.8
Driving on Expired License	1	0.1%	0	0.0%	0.0
Driving on Revoked License	47	4.0%	415	3.5%	8.8
Driving on Suspended License	21	1.7%	32	0.3%	1.5
Driving with No License	4	0.3%	1	0.0%	0.3
DUI 2nd (Second offense)	4	0.4%	125	1.1%	31.3
DUI 3rd (Third Offense)	4	0.3%	107	0.9%	26.8
DUI 4th (Fourth Offense)	1	0.1%	7	0.1%	7.0
DUI 5th (Fifth offense)	1	0.1%	1	0.0%	1.0
DUI by Allowing	2	0.2%	5	0.0%	2.5
DUI- Driving Under the Influence [First or unspecified]	101	8.6%	839	7.0%	8.3
Evading Arrest	3	0.3%	147	1.2%	49.0
Evasion	1	0.1%	0	0.0%	0.0
Filing a False [Police] Report	1	0.1%	0	0.0%	0.0
Financial Responsibility, Violation	3	0.3%	10	0.1%	3.3
Forgery	8	0.7%	14	0.1%	1.8
Fraud	1	0.1%	0	0.0%	0.0
FTA- Failure to Appear	5	0.4%	40	0.3%	8.0
Fugitive from Justice	8	0.6%	22	0.2%	2.8
Grand jury indictment	3	0.3%	11	0.1%	3.7
Harassment	1	0.1%	0	0.0%	0.0
Hold for Other County	3	0.3%	15	0.1%	5.0
Improper tags	1	0.1%	1	0.0%	1.0

Charge (First)	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
Leaving Scene of Accident/Crash	5	0.4%	108	0.9%	21.6
Manufacturing Marijuana	1	0.1%	0	0.0%	0.0
Manufacturing of Meth[amphetamine]	3	0.3%	11	0.1%	3.7
Misapplication [appropriation] of Contract Funds	2	0.2%	2	0.0%	1.0
No proof of insurance	2	0.1%	10	0.1%	5.0
PI – Public Intoxication (drunkenness)	105	8.9%	292	2.5%	2.8
Possession for Resale of Schedule VI (6) Substance	1	0.1%	1	0.0%	1.0
Possession of Controlled Substance Schedule II (2) with Intent to Resale	12	1.0%	45	0.4%	3.8
Possession of drug paraphernalia	23	1.9%	87	0.7%	3.8
Possession of Firearm	1	0.1%	1	0.0%	1.0
Possession of Sched II (2) Narcotic with Intent to Resale	12	1.0%	57	0.5%	4.8
Possession of Schedule I (1) Control Substance	1	0.1%	0	0.0%	0.0
Possession of Schedule III (3) Substance [includes hydrocodone]	8	0.7%	13	0.1%	1.6
Possession of Schedule III (3) Substance with Intent to Resale	8	0.6%	18	0.2%	2.3
Possession of Schedule IV (4) Controlled Substance	8	0.7%	13	0.1%	1.6
Possession of Schedule IV (4) Controlled Substance w/Intent to Resale	1	0.1%	0	0.0%	0.0
Possession of Schedule VI (6)Substance	9	0.9%	8	0.1%	0.9
Reckless Endangerment	5	0.4%	3	0.0%	0.6
Resisting Arrest	1	0.1%	0	0.0%	0.0
Speeding	2	0.2%	2	0.0%	1.0
Stalking	1	0.1%	0	0.0%	0.0
Theft	83	7.0%	582	4.9%	7.0
Theft Over $1,000*	17	1.5%	151	1.3%	8.9
Theft Over $5,000	1	0.1%	0	0.0%	0.0
Theft Over $500	18	1.5%	330	2.8%	18.3
Theft Over $500 under $1,000	1	0.1%	11	0.1%	11.0
Trespassing	1	0.1%	0	0.0%	0.0
Under age consumption [of alcohol]	2	0.1%	2	0.0%	1.0
Vandalism	11	0.8%	114	1.0%	10.4
Vandalism over 10,000	2	0.2%	34	0.3%	17.0
Violation of Community Corrections	2	0.2%	108	0.9%	54.0
Violation of Order of Protection	3	0.3%	5	0.0%	1.7
VOP – Violation of Probation	108	9.4%	1387	11.7%	12.8
Sexual Battery by an Authority Figure	1	0.1%	22	0.2%	22.0
Criminal Summons	1	0.1%	4	0.0%	4.0
Possession of Stolen Property	1	0.1%	13	0.1%	13.0
Failure to Follow Lawful Command	1	0.1%	4	0.0%	4.0
Burglary of Auto	1	0.1%	0	0.0%	0.0
Possession of Firearm While Intoxicated	2	0.2%	183	1.5%	91.5
Aggravated Assault on Officer	3	0.3%	2	0.0%	0.7

Charge (First)	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
Aggravated Domestic Assault with Deadly Weapon	1	0.1%	1	0.0%	1.0
Aggravated Domestic Assault	1	0.0%	1	0.0%	1.0
Light Law	14	1.2%	12	0.1%	0.9
Joyriding	3	0.3%	2	0.0%	0.7
Manufacturing Sched 4	1	0.1%	1	0.0%	1.0
Rape of a Child	1	0.1%	0	0.0%	0.0
Aggravated Robbery	1	0.1%	1	0.0%	1.0
Sale and Delivery of a Cont. Substance Sched 6	2	0.1%	3	0.0%	1.5
Vehicular Assault	2	0.2%	0	0.0%	0.0
Attempted Theft	1	0.1%	77	0.6%	77.0
Misuse of a Controlled Substance	1	0.1%	1	0.0%	1.0
Assault with a Deadly Weapon	3	0.3%	2	0.0%	0.7
Breaking and Entering	2	0.2%	1	0.0%	0.5
Expired Registration	1	0.1%	0	0.0%	0.0
Aggravated Criminal Trespassing	1	0.1%	11	0.1%	11.0
Fraudulent Use of Identify (Identify Theft)	1	0.1%	0	0.0%	0.0
Aggravated Assault with Firearm	2	0.2%	1095	9.2%	547.5
No ID	1	0.0%	0	0.0%	0.0
Misuse 911 Emergency Services	3	0.2%	8	0.1%	2.7
Violation of Implied Consent	3	0.3%	9	0.1%	3.0
Theft Over 10,000	2	0.2%	35	0.3%	17.5
Failure to Pay on Worthless Check	1	0.1%	0	0.0%	0.0
Failure to Pay [Court Cost]	1	0.1%	2	0.0%	2.0
Violation of Bond Conditions	2	0.2%	8	0.1%	4.0
Obtaining Controlled Substance by Fraud	1	0.1%	1	0.0%	1.0
Running Stop Sign	1	0.1%	53	0.4%	53.0
No Charge Given	3	0.3%	1	0.0%	0.3

All Charges

Total number of times each charge appeared in the dataset, total detention days associated with each charge.

Charge (All)	Admits	Admits: Perc of Total	Det Days	Det Days: Perc of Total	ALOS
Aggravated Assault	16	0.8%	182	0.8%	11.4
Aggravated Burglary	8	0.4%	193	0.9%	24.1
Assault	33	1.6%	125	0.6%	3.8
Assault on Officer	2	0.1%	85	0.4%	42.5
Assault to Minor	3	0.1%	1	0.0%	0.3
Attachment- child support	1	0.0%	1	0.0%	1.0
Passing Worthless Checks	3	0.1%	5	0.0%	1.7
Bench Warrant	4	0.2%	46	0.2%	11.5
Burglary	21	1.0%	205	1.0%	9.8
Capias	61	3.0%	176	0.8%	2.9
Child Abuse	1	0.0%	30	0.1%	30.0
Child Endangerment	3	0.1%	3	0.0%	1.0
Child Support	82	4.0%	1173	5.5%	14.3
Contempt [of Court]	3	0.1%	66	0.3%	22.0
Contributing to [Delinquency of] a Minor	14	0.7%	36	0.2%	2.6
Criminal Capias	4	0.2%	165	0.8%	41.3
Criminal Impersonation	1	0.0%	0	0.0%	0.0
Criminal Indictment	4	0.2%	10	0.0%	2.5
Criminal Simulation	1	0.0%	11	0.1%	11.0
Criminal Trespassing	49	2.4%	385	1.8%	7.9
VOP- Criminal (Violation of Probation)	113	5.5%	3449	16.0%	30.5
Destruction of Private Property	1	0.0%	134	0.6%	134.0
Possession of a Deadly Weapon	2	0.1%	9	0.0%	4.5
Delivery of Sched II (2) Controlled Substance*	3	0.1%	71	0.3%	23.7
Delivery Schedule III Intent to Sell	2	0.1%	0	0.0%	0.0
Disorderly Conduct	49	2.4%	101	0.5%	2.1
Domestic [Assault/Violence]	78	3.8%	322	1.5%	4.1
Driving on Expired License	1	0.0%	0	0.0%	0.0
Driving on Revoked License	75	3.6%	1062	4.9%	14.2
Driving on Suspended License	35	1.7%	71	0.3%	2.0
Driving with No License	10	0.5%	108	0.5%	10.8
Drug Free Act (Violation)	1	0.0%	2	0.0%	2.0
DUI 2nd (Second offense)	5	0.2%	129	0.6%	25.8
DUI 3rd (Third Offense)	4	0.2%	107	0.5%	26.8
DUI 4th (Fourth Offense)	2	0.1%	15	0.1%	7.5
DUI 5th (Fifth offense)	1	0.0%	1	0.0%	1.0
DUI by Allowing	2	0.1%	5	0.0%	2.5
DUI- Driving Under the Influence [First or unspecified]	114	5.5%	1025	4.8%	9.0

Charge (All)	Admits	Admits: Perc of Total	Det Days	Det Days: Perc of Total	ALOS
Evading Arrest	14	0.7%	368	1.7%	26.3
Evasion	1	0.0%	0	0.0%	0.0
Failure to Yield to Blue Lights	2	0.1%	60	0.3%	30.0
Filing a False [Police] Report	2	0.1%	1	0.0%	0.5
Financial Responsibility, Violation	19	0.9%	161	0.7%	8.5
Forgery	33	1.6%	162	0.8%	4.9
Fraud	1	0.0%	0	0.0%	0.0
FTA- Failure to Appear	5	0.2%	40	0.2%	8.0
Fugitive from Justice	9	0.4%	75	0.3%	8.3
Grand jury indictment	4	0.2%	67	0.3%	16.8
Habitual Motor Vehicle Offender	1	0.0%	0	0.0%	0.0
Harassment	1	0.0%	0	0.0%	0.0
Hold for Other County	14	0.7%	68	0.3%	4.9
Improper tags	10	0.5%	105	0.5%	10.5
Implied Consent (Violation)	1	0.0%	2	0.0%	2.0
Introduction of drugs to penal institution	13	0.6%	43	0.2%	3.3
Leaving Scene of Accident/Crash	10	0.5%	183	0.9%	18.3
Manufacturing Marijuana	1	0.0%	0	0.0%	0.0
Manufacturing of Meth[amphetamine]	5	0.2%	19	0.1%	3.8
Misapplication [appropriation] of Contract Funds	2	0.1%	2	0.0%	1.0
No proof of insurance	38	1.8%	185	0.9%	4.9
Open Container	19	0.9%	50	0.2%	2.6
PI – Public Intoxication (drunkenness)	123	6.0%	614	2.9%	5.0
Possession for Resale of Schedule VI (6) Substance	3	0.1%	4	0.0%	1.3
Possession of Controlled Substance Schedule II (2) with Intent to Resale	29	1.4%	163	0.8%	5.6
Possession of drug paraphernalia	102	4.9%	809	3.8%	7.9
Possession of drugs in a penal institution	1	0.0%	1	0.0%	1.0
Possession of Firearm	5	0.2%	46	0.2%	9.2
Possession of Marijuana	1	0.0%	2	0.0%	2.0
Possession of meth with intent to sell	2	0.1%	2	0.0%	1.0
Possession of Sched II (2) Narcotic with Intent to Resale	22	1.1%	91	0.4%	4.1
Possession of Schedule I (1) Control Substance	1	0.0%	0	0.0%	0.0
Possession of Schedule III (3) Substance [includes hydrocodone]	32	1.6%	88	0.4%	2.8
Possession of Schedule III (3) Substance with Intent to Resale	12	0.6%	40	0.2%	3.3
Possession of Schedule IV (4) Controlled Substance	40	1.9%	219	1.0%	5.5
Possession of Schedule IV (4) Controlled Substance w/Intent to Resale	6	0.3%	33	0.2%	5.5
Possession of Schedule VI (6)Substance	33	1.6%	90	0.4%	2.7
Proof of insurance, none	3	0.1%	7	0.0%	2.3

Charge (All)	Admits	Admits: Perc of Total	Det Days	Det Days: Perc of Total	ALOS
Reckless Endangerment	13	0.6%	59	0.3%	4.5
Resisting Arrest	11	0.5%	184	0.9%	16.7
Revoked Bond	1	0.0%	11	0.1%	11.0
Sale and Delivery of a Cont. Substance	1	0.0%	0	0.0%	0.0
Seat Belt Law	18	0.9%	45	0.2%	2.5
Speeding	15	0.7%	42	0.2%	2.8
Stalking	1	0.0%	0	0.0%	0.0
Theft	114	5.5%	914	4.2%	8.0
Theft of Property	1	0.0%	0	0.0%	0.0
Theft Over $1,000*	37	1.8%	268	1.2%	7.2
Theft Over $5,000	1	0.0%	0	0.0%	0.0
Theft Over $500	27	1.3%	535	2.5%	19.8
Theft Over $500 under $1,000	1	0.0%	11	0.1%	11.0
Trespassing	5	0.2%	1	0.0%	0.2
Under age consumption [of alcohol]	7	0.3%	9	0.0%	1.3
Unlawful carrying or possession of weapons	1	0.0%	1	0.0%	1.0
Vandalism	29	1.4%	271	1.3%	9.3
Vandalism of County [Property]	4	0.2%	53	0.2%	13.3
Vandalism over 10,000	3	0.1%	41	0.2%	13.7
Violation of Community Corrections	2	0.1%	108	0.5%	54.0
Violation of Order of Protection	5	0.2%	13	0.1%	2.6
VOP – Violation of Probation	133	6.4%	1930	9.0%	14.5
Sexual Battery by an Authority Figure	1	0.0%	22	0.1%	22.0
Aggravated Sexual Battery	1	0.0%	22	0.1%	22.0
Criminal Summons	19	0.9%	331	1.5%	17.4
Arson	1	0.0%	3	0.0%	3.0
Possession of Stolen Property	3	0.1%	37	0.2%	12.3
Failure to Follow Lawful Command	1	0.0%	4	0.0%	4.0
Burglary of Auto	1	0.0%	0	0.0%	0.0
Possession of Firearm While Intoxicated	3	0.1%	186	0.9%	62.0
Aggravated Assault on Officer	3	0.1%	2	0.0%	0.7
Aggravated Domestic Assault with Deadly Weapon	1	0.0%	1	0.0%	1.0
Murder, First Degree	1	0.0%	1	0.0%	1.0
Aggravated Domestic Assault	1	0.0%	1	0.0%	1.0
Possession Explosive Components	2	0.1%	2	0.0%	1.0
Failure to Pay	1	0.0%	0	0.0%	0.0
Light Law	26	1.3%	43	0.2%	1.7
Reckless Driving	3	0.1%	5	0.0%	1.7
Joyriding	4	0.2%	3	0.0%	0.8
Manufacturing Sched 4	1	0.0%	1	0.0%	1.0
Rape of a Child	2	0.1%	1	0.0%	0.5
Aggravated Robbery	1	0.0%	1	0.0%	1.0
Revoked Furlough	4	0.2%	15	0.1%	3.8
Sale and Delivery of a Cont. Substance Sched 6	2	0.1%	3	0.0%	1.5

Charge (All)	Admits	Admits: Perc of Total	Det Days	Det Days: Perc of Total	ALOS
Aggravated Arson	2	0.1%	2	0.0%	1.0
Amendment to VOP	1	0.0%	5	0.0%	5.0
Child Abuse and Neglect	1	0.0%	1	0.0%	1.0
Attachment for Jail Sentence	2	0.1%	3	0.0%	1.5
Possession for Resale	2	0.1%	21	0.1%	10.5
Possession of a Firearm While Intoxicated	2	0.1%	20	0.1%	10.0
Vehicular Assault	5	0.2%	72	0.3%	14.4
Failure to Stop at Stop Sign	3	0.1%	2	0.0%	0.7
Attempted Theft	2	0.1%	77	0.4%	38.5
Misuse of a Controlled Substance	2	0.1%	81	0.4%	40.5
Assault with a Deadly Weapon	3	0.1%	2	0.0%	0.7
Breaking and Entering	4	0.2%	28	0.1%	7.0
Expired Registration	8	0.4%	73	0.3%	9.1
Aggravated Criminal Trespassing	2	0.1%	11	0.1%	5.5
Fraudulent Use of Identify (Identify Theft)	3	0.1%	1	0.0%	0.3
Aggravated Assault with Firearm	4	0.2%	2190	10.2%	547.5
No ID	2	0.1%	0	0.0%	0.0
Vehicle Tax	5	0.2%	56	0.3%	11.2
Facilitating Forgery	2	0.1%	89	0.4%	44.5
Misuse 911 Emergency Services	3	0.1%	8	0.0%	2.7
Habitual Offender	6	0.3%	3	0.0%	0.5
Violation of Implied Consent	3	0.1%	9	0.0%	3.0
Possession of Explosives	3	0.1%	10	0.0%	3.3
Theft Over 10,000	3	0.1%	37	0.2%	12.3
Failure to Pay on Worthless Check	2	0.1%	22	0.1%	11.0
Failure to Pay [Court Cost]	1	0.0%	2	0.0%	2.0
Possession of Schedule 2	3	0.1%	13	0.1%	4.3
Violation of Bond Conditions	3	0.1%	12	0.1%	4.0
Obtaining Controlled Substance by Fraud	1	0.0%	1	0.0%	1.0
Running Stop Sign	2	0.1%	53	0.2%	26.5
Reckless Endangerment with Firearm	1	0.0%	0	0.0%	0.0
Worthless Check	4	0.2%	20	0.1%	5.0
No Charge Given	3	0.1%	1	0.0%	0.3

Reason for Release

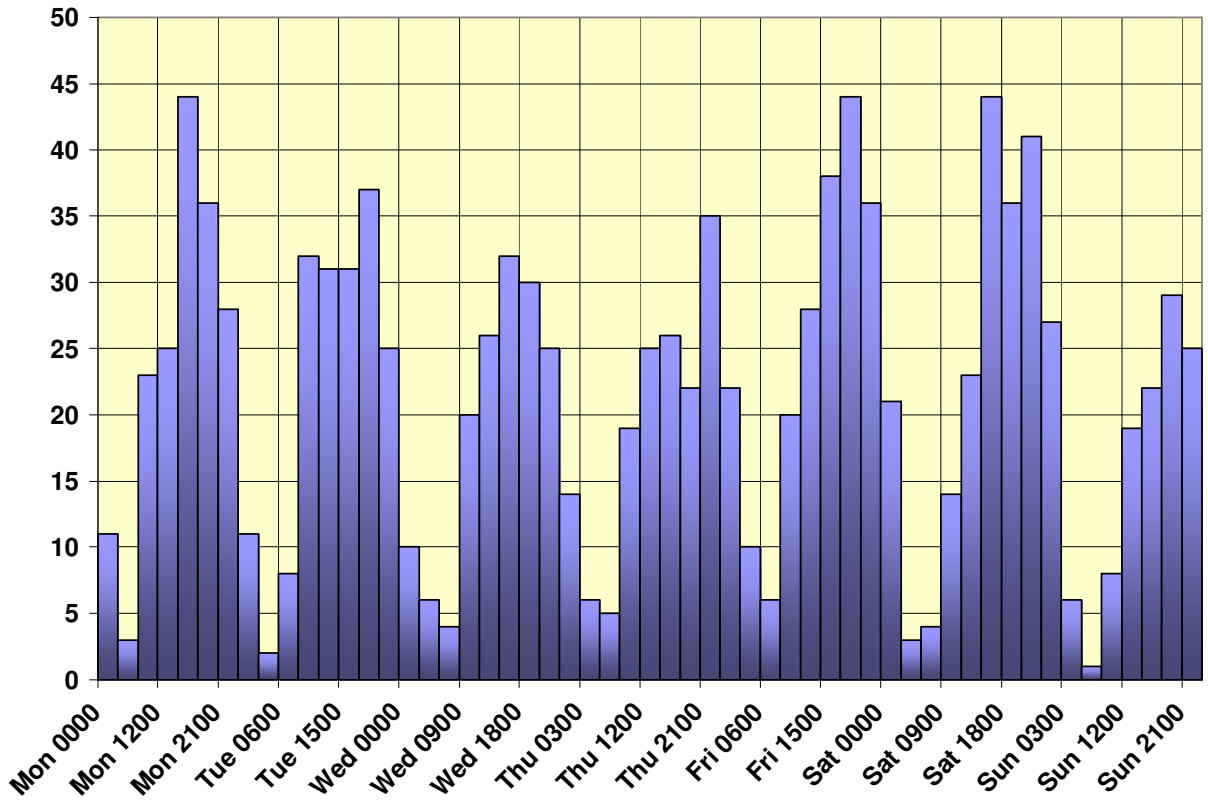
Release Reason	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
Appearance Bond	293	24.9%	609	5.1%	2.1
Bonding Company	147	12.3%	245	2.1%	1.7
Cashed Out	1	0.1%	3	0.0%	3.0
Cash Bond	41	3.3%	30	0.3%	0.7
Conditional Release	1	0.1%	1	0.0%	1.0
Released by court, released at court,	86	7.4%	716	6.0%	8.3
Released to someone's custody	8	0.6%	12	0.1%	1.5
Held for Other County	1	0.1%	0	0.0%	0.0
Medical Attention	1	0.1%	2	0.0%	2.0
No Bond	1	0.1%	203	1.7%	203.0
OR Bond, own recognizance, ROR, release on recog.	22	1.7%	40	0.3%	1.8
Property Bond	10	0.8%	1109	9.3%	110.9
PAID ticket, fine, costs	203	17.1%	862	7.2%	4.2
Turned over to Probation	1	0.1%	75	0.6%	75.0
Released (per sheriff)	20	1.8%	147	1.2%	7.4
Released to Rehab	23	2.0%	747	6.3%	32.5
Signature Bond	2	0.2%	3	0.0%	1.5
TDOC, TN Dept of Corrections	1	0.1%	13	0.1%	13.0
Transferred to another jail	108	9.2%	3595	30.2%	33.3
Time Served	171	14.8%	3009	25.3%	17.6
Not Given	22	1.8%	276	2.3%	12.5

Time and Day of Admission

Admit Day Time	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
Mon 0000	11	1.0%	16	0.1%	1.5
Mon 0600	3	0.2%	5	0.0%	1.7
Mon 0900	23	1.9%	452	3.8%	19.7
Mon 1200	25	2.2%	216	1.8%	8.6
Mon 1500	44	3.6%	397	3.3%	9.0
Mon 1800	36	2.9%	286	2.4%	7.9
Mon 2100	28	2.4%	502	4.2%	17.9
Tue 0000	11	0.9%	1152	9.7%	104.7
Tue 0300	2	0.2%	1	0.0%	0.5
Tue 0600	8	0.7%	171	1.4%	21.4
Tue 0900	32	2.8%	216	1.8%	6.8
Tue 1200	31	2.7%	435	3.7%	14.0
Tue 1500	31	2.6%	606	5.1%	19.5
Tue 1800	37	3.0%	521	4.4%	14.1
Tue 2100	25	1.9%	369	3.1%	14.8
Wed 0000	10	0.8%	105	0.9%	10.5
Wed 0300	6	0.5%	146	1.2%	24.3
Wed 0600	4	0.3%	95	0.8%	23.8
Wed 0900	20	1.6%	303	2.5%	15.2
Wed 1200	26	2.3%	80	0.7%	3.1
Wed 1500	32	2.7%	338	2.8%	10.6
Wed 1800	30	2.6%	195	1.6%	6.5
Wed 2100	25	2.1%	148	1.2%	5.9
Thu 0000	14	1.1%	42	0.4%	3.0
Thu 0300	6	0.5%	35	0.3%	5.8
Thu 0600	5	0.4%	60	0.5%	12.0
Thu 0900	19	1.5%	204	1.7%	10.7
Thu 1200	25	2.2%	162	1.4%	6.5
Thu 1500	26	2.1%	148	1.2%	5.7
Thu 1800	22	1.9%	226	1.9%	10.3
Thu 2100	35	3.0%	262	2.2%	7.5
Fri 0000	22	2.0%	205	1.7%	9.3
Fri 0300	10	0.8%	12	0.1%	1.2
Fri 0600	6	0.5%	58	0.5%	9.7
Fri 0900	20	1.7%	192	1.6%	9.6
Fri 1200	28	2.3%	198	1.7%	7.1
Fri 1500	38	3.2%	92	0.8%	2.4
Fri 1800	44	3.8%	419	3.5%	9.5
Fri 2100	36	2.9%	454	3.8%	12.6
Sat 0000	21	1.9%	116	1.0%	5.5
Sat 0300	3	0.3%	18	0.2%	6.0
Sat 0600	4	0.3%	86	0.7%	21.5
Sat 0900	14	1.2%	163	1.4%	11.6
Sat 1200	23	1.9%	150	1.3%	6.5
Sat 1500	44	3.7%	268	2.3%	6.1

Admit Day Time	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
Sat 1800	36	3.0%	224	1.9%	6.2
Sat 2100	41	3.4%	241	2.0%	5.9
Sun 0000	27	2.3%	51	0.4%	1.9
Sun 0300	6	0.5%	4	0.0%	0.7
Sun 0600	1	0.1%	2	0.0%	2.0
Sun 0900	8	0.7%	6	0.1%	0.8
Sun 1200	19	1.5%	392	3.3%	20.6
Sun 1500	22	2.0%	283	2.4%	12.9
Sun 1800	29	2.5%	275	2.3%	9.5
Sun 2100	25	2.2%	44	0.4%	1.8

Number of Admits by Time and Day

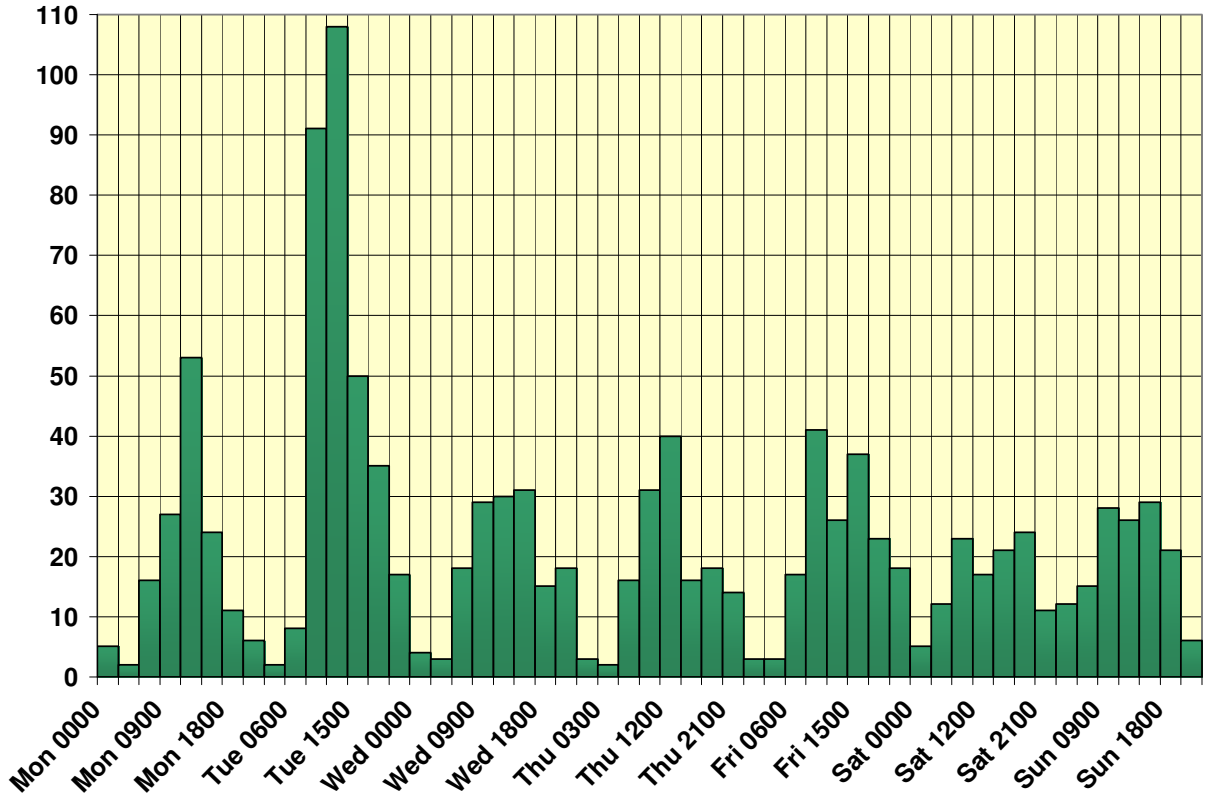


Release Time and Day

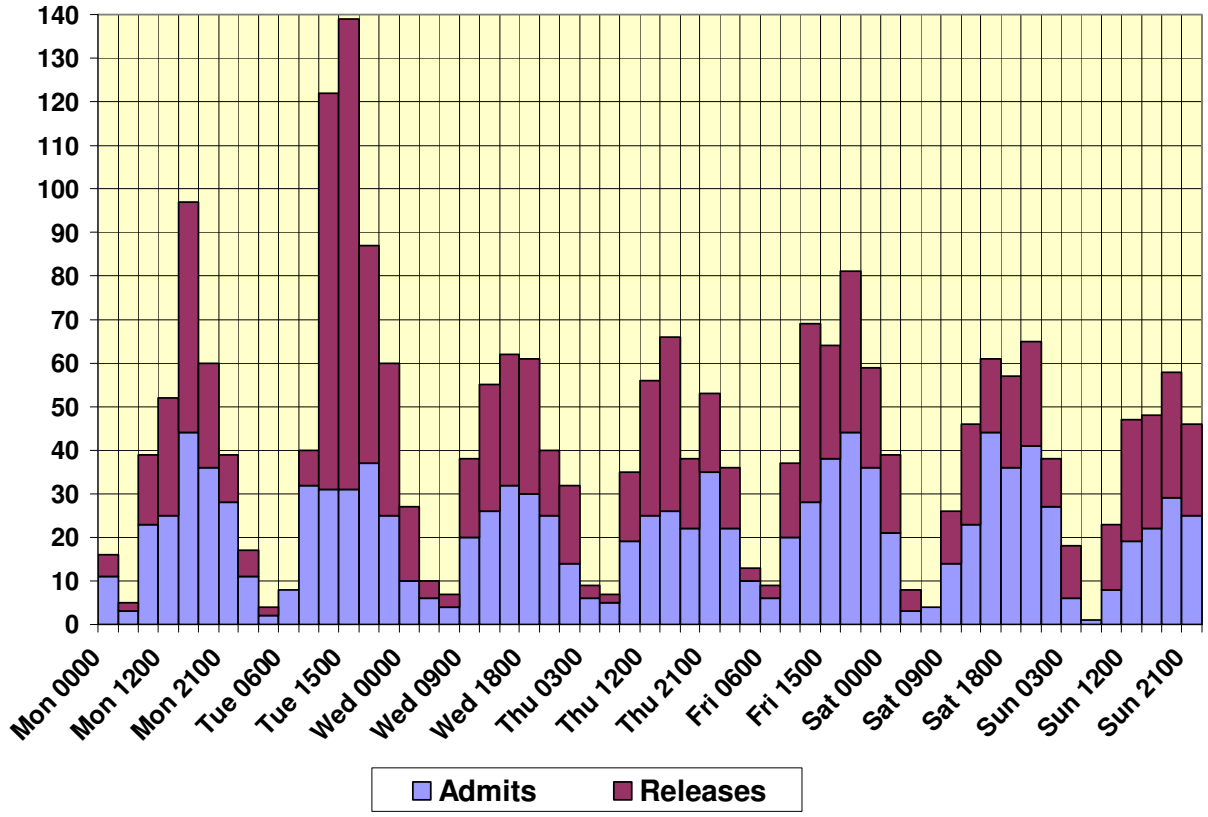
Release Day Time	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
Mon 0000	5	0.4%	55	0.5%	11.0
Mon 0300	2	0.2%	20	0.2%	10.0
Mon 0600	16	1.3%	118	1.0%	7.4
Mon 0900	27	2.2%	499	4.2%	18.5
Mon 1200	53	4.6%	579	4.9%	10.9
Mon 1500	24	2.1%	432	3.6%	18.0
Mon 1800	11	0.9%	132	1.1%	12.0
Mon 2100	6	0.5%	77	0.6%	12.8
Tue 0000	2	0.2%	30	0.3%	15.0
Tue 0600	8	0.7%	213	1.8%	26.6
Tue 0900	91	7.7%	670	5.6%	7.4
Tue 1200	108	9.2%	786	6.6%	7.3
Tue 1500	50	4.2%	257	2.2%	5.1
Tue 1800	35	2.9%	730	6.1%	20.9
Tue 2100	17	1.2%	281	2.4%	16.5
Wed 0000	4	0.4%	208	1.7%	52.0
Wed 0300	3	0.3%	129	1.1%	43.0
Wed 0600	18	1.6%	183	1.5%	10.2
Wed 0900	29	2.4%	553	4.6%	19.1
Wed 1200	30	2.6%	501	4.2%	16.7
Wed 1500	31	2.6%	91	0.8%	2.9
Wed 1800	15	1.2%	467	3.9%	31.1
Wed 2100	18	1.5%	214	1.8%	11.9
Thu 0000	3	0.2%	29	0.2%	9.7
Thu 0300	2	0.2%	1	0.0%	0.5
Thu 0600	16	1.3%	56	0.5%	3.5
Thu 0900	31	2.6%	531	4.5%	17.1
Thu 1200	40	3.3%	404	3.4%	10.1
Thu 1500	16	1.4%	82	0.7%	5.1
Thu 1800	18	1.4%	23	0.2%	1.3
Thu 2100	14	1.2%	185	1.6%	13.2
Fri 0000	3	0.3%	68	0.6%	22.7
Fri 0300	3	0.2%	3	0.0%	1.0
Fri 0600	17	1.5%	195	1.6%	11.5
Fri 0900	41	3.6%	97	0.8%	2.4
Fri 1200	26	2.0%	310	2.6%	11.9
Fri 1500	37	3.2%	1178	9.9%	31.8
Fri 1800	23	2.0%	111	0.9%	4.8
Fri 2100	18	1.6%	3	0.0%	0.2
Sat 0000	5	0.4%	35	0.3%	7.0
Sat 0600	12	1.1%	47	0.4%	3.9
Sat 0900	23	1.9%	131	1.1%	5.7
Sat 1200	17	1.4%	16	0.1%	0.9
Sat 1500	21	1.9%	11	0.1%	0.5

Release Day Time	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
Sat 1800	24	1.8%	7	0.1%	0.3
Sat 2100	11	1.0%	7	0.1%	0.6
Sun 0000	12	1.0%	181	1.5%	15.1
Sun 0600	15	1.3%	229	1.9%	15.3
Sun 0900	28	2.4%	40	0.3%	1.4
Sun 1200	26	2.2%	324	2.7%	12.5
Sun 1500	29	2.4%	46	0.4%	1.6
Sun 1800	21	1.9%	44	0.4%	2.1
Sun 2100	6	0.5%	7	0.1%	1.2

Number of Releases by Day and Time



Cumulative Admits and Release by Day and Time



Age at Admission

Age Cuts	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
18	28	2.6%	169	1.4%	6.0
19-20	76	6.4%	860	7.2%	11.3
21	44	3.8%	344	2.9%	7.8
22-24	103	8.6%	794	6.7%	7.7
25-29	212	18.1%	2811	23.6%	13.3
30-34	150	12.5%	1684	14.1%	11.2
35-39	168	14.3%	1905	16.0%	11.3
40-44	153	12.8%	1515	12.7%	9.9
45-49	124	10.4%	1301	10.9%	10.5
50-54	65	5.6%	226	1.9%	3.5
55-59	28	2.3%	59	0.5%	2.1
60-64	19	1.6%	210	1.8%	11.1
65-69	7	0.6%	10	0.1%	1.4
75 -79	2	0.2%	9	0.1%	4.5
80-84	2	0.2%	6	0.1%	3.0
90 or Over	1	0.1%	0	0.0%	0.0

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APPENDIX C

Overton County Needs Assessment

Additional information for Overton County is provided in several sections of the full report:

- Section III.E reviews standards compliance issues for each of the four counties (Page 32).
- Section III.F (P. 37) reviews litigation involving the counties.
- Section III.G (P. 48) examines jail programs and services.
- Section III.H (P. 51) describes a range of alternatives to jail.
- Section VI.B (P. 102) presents specific alternatives for each county.
- Section VI.D (P. 118) presents 30-year cost analyses for Overton County.
- Section VI.E (Page 125) identifies the opportunities for regional partnerships for the four counties.
- Section VI.F (Page 129) analyzes regional options.
- Section VI. G (Page 132) identifies factors that affect costs.
- Section VII. (Page 135) explores regional options available to the counties.

APPENDIX C: OVERTON COUNTY JAIL NEEDS ASSESSMENT

I. EXECUTIVE SUMMARY

Overton County currently operates a regional jail facility. Female inmates from several counties, including Clay, Fentress and Pickett counties, are housed in Overton County. Male inmates are housed for other counties as needed. State inmates are also housed at the facility. Although these arrangements have not been formalized through the interlocal agreement statute, the jail nonetheless operates as a regional facility.

Overton County is the only county that brings any physical assets to the table. The current jail is only 11 years old, and while the design leaves much to be desired, it is sufficient to meet current needs and should not be filled with county inmates for another 8-10 years. Although Overton County has been involved with the other three counties as they explored potential regional solutions for several years, Overton County does not have immediate needs that would be met by expanding its current partnerships.

An analysis of jail costs found that:

- Overton County's annual jail operating costs have remained fairly constant over the last five years. Costs have varied, at most, only 5.6 percent.
- Food costs for the five-year period averaged $127,095 annually, or $2.88 per inmate per day. Medical costs average $5.54 per inmate per day.
- Overton County's *Average Daily Cost* per Inmate decreased slightly over the five-year period. The average for the five-year period is $45.60 per inmate per day.
- Revenues for inmates housed for other jurisdictions increased over the five years, totaling $3,606,161 for the five years, of which 89.9% was from boarding state prisoners.

The Overton County Jail functions as a regional jail for female inmates, serving Clay, Fentress and Pickett Counties. Overton County also provides housing for male inmates from those counties, and for other Tennessee counties as needed.

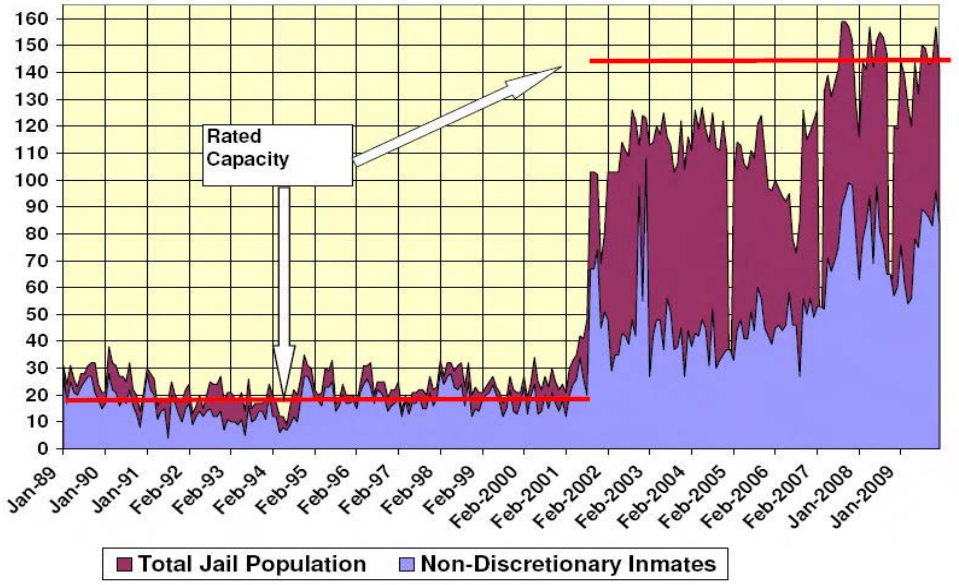
Some concerns with the jail facility include:

- It is not clear how expansion was to be accommodated in the original plan.
- Very little space has been allocated for staff support in the jail.
- Conducting visitation inside the security perimeter creates serious problems with visitor security and contraband.
- Inmate records storage poses serious challenges.
- The four separations provided by the facility design for male inmates are inadequate to support the classification and separation of inmates.
- The facility lacks a special management unit where disruptive inmates can be separated from the general population.
- The number of separate female housing areas is not sufficient to provide necessary separation in support of a classification system.

- The facility design provides very limited space for the delivery of inmate programs and services.
- The kitchen's location creates security risks and increases the opportunities for contraband to be introduced into the jail.
- Site constraints due to layout, adjacent structures, current site uses and topography will require careful planning to accommodate expansion.

Jail occupancy increased sharply following the construction of the new, larger jail. Figure I-1 shows the large population of inmates who are housed in the jail as boarders—referred to as "discretionary inmates." Non-discretionary inmates are the focus of this study.

Figure I-1: Non-Discretionary and Total Jail Population, 1989 - 2009



Several statistical methodologies were used to analyze the historical data in an attempt to predict future jail needs. The number of non-discretionary inmates housed in the new jail has been relatively stable.

Non-discretionary inmates housed in FY 09 had the following characteristics:

- Over 50% of all inmates admitted to the jail are released in less than one day.
- Female inmates comprise approximately 20% of the daily population, but spend substantially less time in jail than male inmates.
- In recent years, inmates charged with misdemeanors outnumbered inmates charged with felonies.
- Pretrial detainees comprise the majority of the daily jail population.
- 88.8% of all inmates are released within ten days, but they use only 9.3% of the jail beds—most jail beds are used by inmates who spend months in jail.
- 97.1% were residents of Tennessee.
- 39% lived in Livingston, 14.6% were residents of Cookeville and 6.4% lived in Monroe.

- 68.5% of the inmates were arrested by the Overton County Sheriff's Department, 22.1% by the Livingston Police Department.
- 20% of the inmates were under the age of 25, 25% were between 25 and 29 years of age.
- Nearly 60% of all inmates had a high school diploma or a GED.
- 57.4% of the inmates were unemployed at the time of admission.
- 20.5% were married at the time of admission to the jail.

II. METHODOLOGY

This jail needs assessment was developed for Fentress County as one of the first products for the regional jail feasibility study that was funded by the Tennessee Legislature. Separate reports have been developed for Clay, Fentress and Pickett Counties. The study was administered by the Tennessee Advisory Commission on Intergovernmental Relations (TACIR). Assistance was provided by the University of Tennessee, County Technical Assistance Service (CTAS), and the Tennessee Corrections Institute (TCI).

The study was implemented by CRS, Inc., a non-profit organization based in Gettysburg, Pennsylvania. The consultant team is headed by Rod Miller, who founded CRS 38 years ago. Subcontracts with two organizations, SMRT Inc. and BPR, LLC, provided additional professional services.

The regional jail feasibility study started with the identification of jail needs for each county. Partnerships between counties may not be fully evaluated unless each county has a clear understanding of the full range of options to meet long term jail needs. To that end, the consultant team worked with each county separately from the outset. This study identified potential partnerships when they emerged from a thorough review of the full range of solutions to jail needs for *each* county. Each partner in a regional venture must have a clear understanding of the benefits that are sought, providing momentum to work through the development process.

Additional information for Overton County is provided in several sections of the full report:

- Section III.E reviews standards compliance issues for each of the four counties (Page 32).
- Section III.F (P. 37) reviews litigation involving the counties.
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Readers are encouraged to examine the summary report to help put this needs assessment in the broader context of the regional jail feasibility study.

III. OVERTON COUNTY PROFILE

The following tables and charts indicate selected demographic data relevant to the parameters of this study. The most indicative information relating to future jail populations is the overall increase or decrease in the general population that the detention facility serves. The projected population of the State of Tennessee will increase from the 2000 census level of 5,689,283 to a projected 2030 population of 7,397,302, a 30.02 percent increase. In comparison, Overton County's population is projected to increase 14.41 percent over the same 30-year period from, 20,118 to 23,018.

Several other demographic indicators are usually relevant to jail populations. These include age, income, and level of education. Nationwide, inmate population tends to fall within the 18 to 35 age group; they are less educated than the general population, and more likely associated with lower income households.

Figure III.1: Selected Demographic Information

	Tennessee	Overton County	County Ranking of 95 Counties
• **County Population Percentages by Age Bracket**			
2000 Census			
under 18	24.6%	23.0%	66th
18-24	9.6%	8.4%	50th
25-44	30.2%	27.7%	66th
45-64	23.2%	25.9%	25th
65 & over	12.4%	15.0%	27th
• **Adult & Post-secondary Education**			
2000 Census			
Percent w/HS diploma (or equivalent) or better	75.9%	59.0%	87th
• **Per Capita Personal Income - 2006**	$32,172	$21,969	80th
• **Median Household Income - 2007**	$42,389	$32,146	80th
• **Poverty Rate - 2007**	15.8%	20.0%	72nd

Source: TACIR County Profiles

As Figure III.1 suggests, Overton County's population is only slightly older than the state average. The under 18, the 18-24, and the 25-44 age brackets are less than 3 percent below the state average, while the 45-64 and the 65 and over age brackets are less than 3 percent higher.

Variations between state and county population levels of education, per capita income, and median household income are much greater. According to the 2000 census, nearly 17% fewer Overton County residents have a high school degree or better than the state average.

Based upon the 2006 and the 2007 estimates, per capita income in Overton County is $21,969 compared to the state average of $32,172. Median household income for the county is $32,146 compared to the state's $42,389. The county's per capita income is 31% lower than the state average; median household income is 24.2% lower. Overton County ranks 80th of Tennessee's 95 counties in both per capita and median household income.

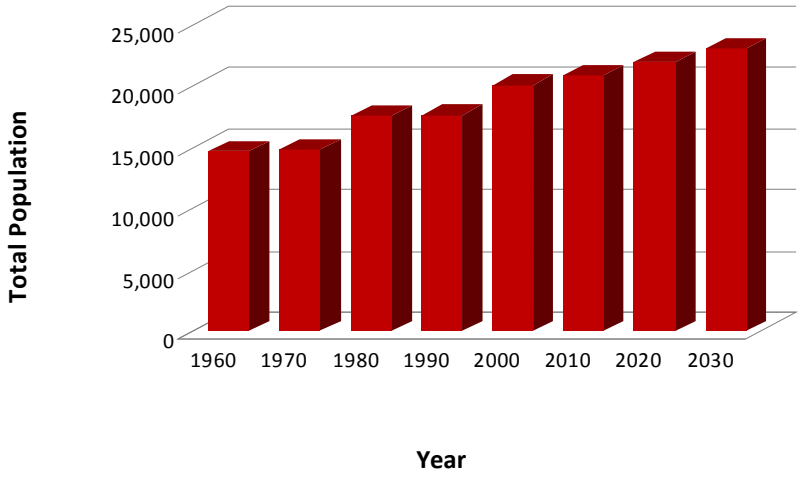
Figure III.2 describes the county general population and provides forecasts of changes in the next twenty years.

Figure III.2: Overton County Population, Past and Projected

									2000-2030 Population Growth	
Year	1960	1970	1980	1990	2000	2010	2020	2030	% Inc.	Net Inc.
Overton	14,661	14,866	17,575	17,636	20,118	20,813	21,963	23,018	14.41%	2,900

Figure III.3 illustrates the changes in the county population, including the growth experienced between 1980 and 2000.

Figure III.3: Overton County Population: 1960 – 2030



IV. JAIL COST ANALYSIS

Tennessee counties are required to submit a "Financial Cost Settlement" to the State Department of Corrections in order to recoup costs for housing State inmates. The form is quite thorough in detailing the actual and prorated costs associated with maintaining and operating a county-based jail. The form uses the State and local governments' fiscal year beginning July 1st and ending June 30th. Some costs are not considered by the State, including inpatient hospitalization, cost of misdemeanants, or cost of programs and activities such as GED, DUI, and probation programs, although counties periodically receive grants for programs, such as litter pick-up projects, and special needs, such as breathalyzers. These periodic grants are also not included in the determination of annual operating costs for the purposes of State reimbursement.

Prorated costs are those costs incurred by the sheriff's department or the county that represent only a portion of the costs that can be attributed to operating and maintaining the detention facility. Typically those costs include items such as insurance, vehicular fleet maintenance, and office supplies.

The consultant team interviewed county finance and sheriff's department personnel to determine the accuracy of the prorated costs that have been reported to the State. This review was necessary because the proration schedules required by the State do not always reflect a county's actual circumstances. For example, most counties report a ten percent allocation of vehicular costs and fuel costs to the operation of the jail. This allocation is inaccurate (low) in counties that are transporting a significant portion of their inmate population to other counties for housing.

The consultants also compared the Financial Costs Settlement figures to the County Audit Report that is submitted to the Tennessee Comptroller of the Treasury, to ensure accuracy and to verify inclusion of allowable costs.

The initial financial analysis calculates the Average Daily Cost per Inmate. This cost is determined by dividing the County jails' annual net operating cost by the total number of inmates held each day for the fiscal year. This calculation is important for many counties because the State only reimburses at the rate of $35 per day for its inmates. Some counties that accept boarders from other counties have also adopted this daily rate.

The following tables and graphs describe various characteristics of Overton County's annual jail operating costs for the five fiscal years ending June 2009.

Figure IV.1 describes the county's total annual operating costs as well as the grouping of costs by categories utilized by the state in the County's "Financial Cost Settlement" report. While the categories are self-explanatory, it should be noted that the indirect cost figures were estimated by the county to be two percent of all other annual costs, which is not based on analysis of actual costs.

Figure IV.1: Jail Operating Costs, FY 05 – FY 09

	FY 05	FY 06	FY 07	FY 08	FY 09
Direct Costs - Personnel	$922,007	$820,462	$844,742	$956,143	$932,034
Other Direct Costs	$493,483	$578,433	$550,480	$576,208	$593,819
Prorated Direct Costs - Contract Services	$146,471	$132,152	$130,824	$122,190	$129,598
Equipment Costs	$21,035	$24,677	$14,742	$14,004	$7,003
Building Depreciation	$469,210	$461,895	$454,290	$446,090	$437,275
Indirect Costs	$41,044	$40,352	$39,902	$42,293	$41,994
Total	$2,093,250	$2,057,971	$2,034,980	$2,156,928	$2,141,723

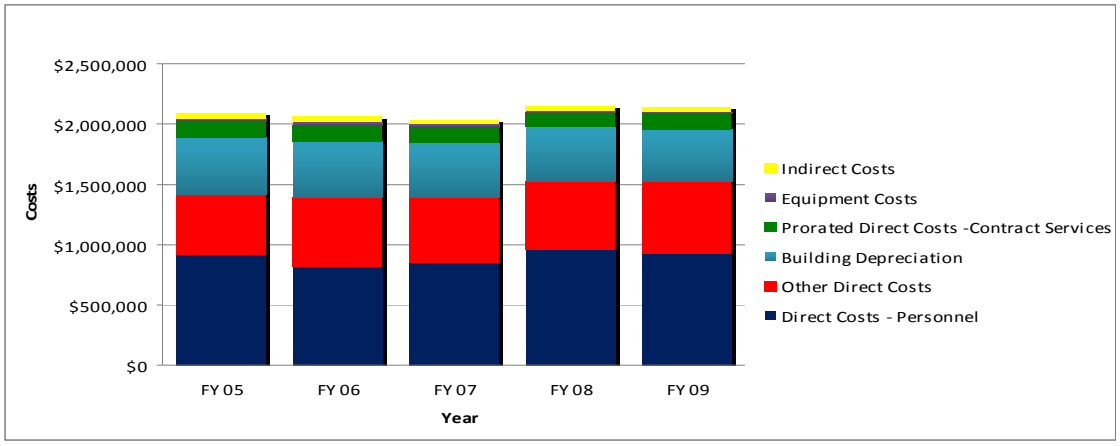


Figure IV.2 shows the breakdown of Overton County's Other Direct Jail Costs, illustrating some of the expenditures that are important for this study, including inmate meals, medical costs, jail maintenance, and utilities.

Figure IV.2: Breakdown of Other Direct Jail Costs

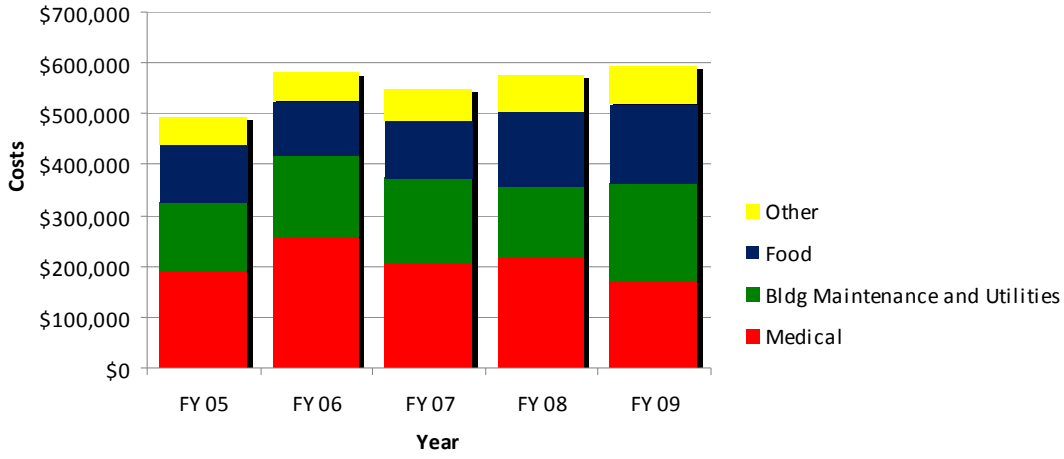


Figure IV.3 shows transportation costs as an element of the Breakdown of Prorated Direct Costs, Contract Services, and Consultants. For the purpose of this study, transportation cost is also a key factor for counties that house inmates at Overton County.

Figure IV.3: Breakdown of Prorated Direct Costs

	FY 05	FY 06	FY 07	FY 08	FY 09
Vehicle Maint/Repair	$2,213	$1,910	$4,170	$2,342	$3,632
Gasoline/Diesel	$5,377	$6,492	$7,077	$9,345	$6,947
Insurance	$102,597	$102,597	$105,840	$96,202	$96,202
Other	$36,284	$21,153	$13,737	$14,301	$22,817
Total	**$146,471**	**$132,152**	**$130,824**	**$122,190**	**$129,598**

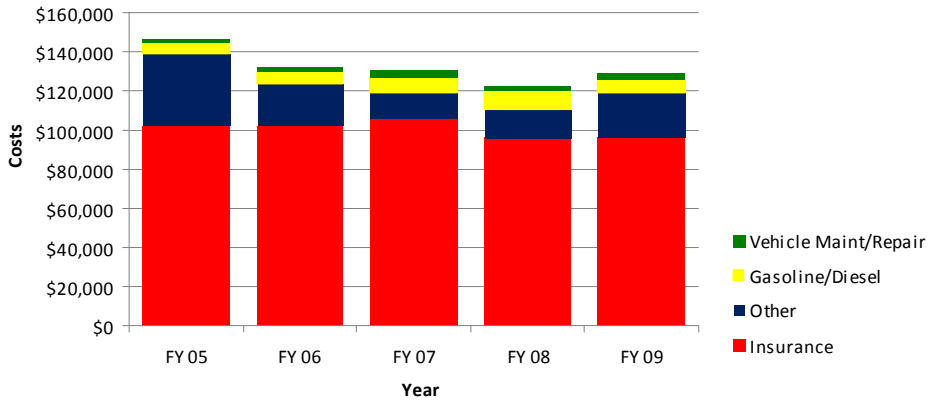
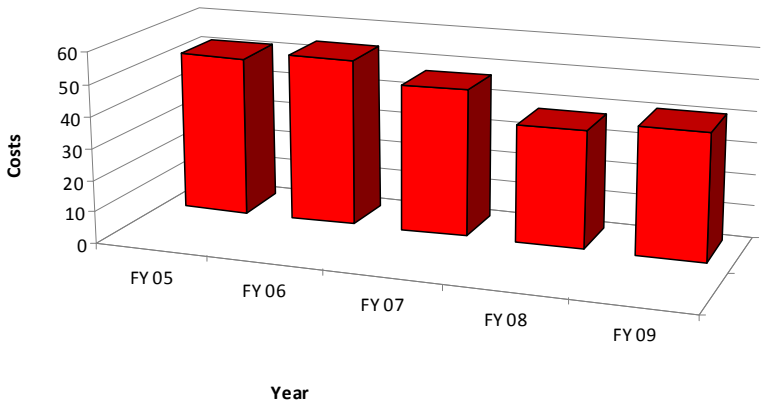


Figure IV.4 presents the Average Daily Cost per Inmate for the last five fiscal years.

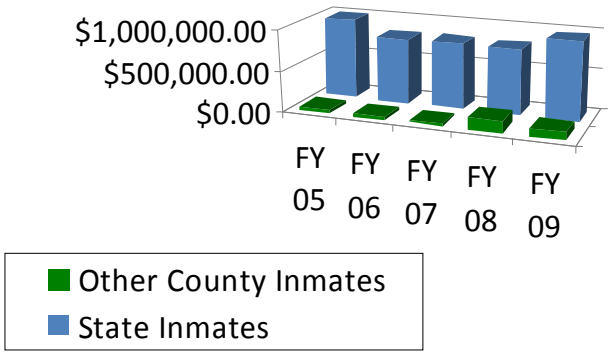
Figure IV.4: Average Daily Cost per Inmate, FY 05 – FY – 09



Fiscal Year	Cost Per Day
FY 05	$50.82
FY 06	$53.16
FY 07	$46.72
FY 08	$37.05
FY 09	$40.23

Overton County houses inmates for several counties. State inmates are also housed at the jail. Figure IV.5 presents the income received for housing inmates for the last five fiscal years.

Figure IV.5: Annual Income for Housing Inmates, FY 05 – FY 09



Fiscal Year	Annual Income Housing Inmates
FY 05	$1,015,872
FY 06	$827,104
FY 07	$834,390
FY 08	$928,795
FY 09	$1,038,119

Figure IV.6 describes the amount of revenue received from other counties in the past five years. 9.1% of all revenues were from other counties. State inmates accounted for the other 89.9%.

Figure IV.6: Revenues Received from Other Counties, FY 05 – FY 09

County	Dollar Amount	Percent
Clay	$72,845	22.3%
Fentress	$57,910	20.8%
Pickett	$62,825	19.2%
Others	$123,154	37.7%
Total from Counties	**$326,734**	

To summarize the financial analysis:

- Overton County's annual jail operating costs have remained fairly constant over the last five years. Costs have varied, at most, only 5.6 percent.
- Food costs for the five-year period averaged $127,095 annually, or $2.88 per inmate per day.
- Medical costs average $5.54 per inmate per day over the past five years.
- Overton County's Average Daily Cost per Inmate decreased slightly over the five-year period. The average for the five-year period is $45.60 per inmate per day.
- Revenues for inmates housed for other jurisdictions increased over the five years, totaling $3,606,161 for the five years of which 89.9% was from boarding state prisoners.

V. PHYSICAL ASSESSMENT OF THE OVERTON COUNTY JAIL

Attachment A presents a detailed assessment of the jail facility, including photos and diagrams. The following narrative summarizes the assessment.

Age of Facility

The Overton Justice Center including the Jail was constructed 11 years ago. The complex was created by renovating and reconstructing two existing structures, and constructing a new jail facility. One existing building was renovated to create a new court facility. A second building was renovated to provide services for the complex. The new jail is connected to the court building. All facilities on the site are serviced from the services building. A fire wall separates the services building from the jail.

Figure V.1: Layout of Jail and Courts Complex

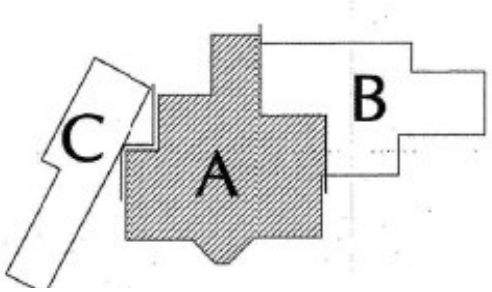


Figure V.1 shows the three major components of the jail and court complex. The services building [C] is located at the far left of the diagram. It is separated from the jail facility and a freestanding firewall has been constructed between the two components. The new jail facility [A] is in the center of the complex, and is connected to the court facility [B] that was created by renovating an existing structure.

Site/Perimeter security

The perimeter of the jail building comprises the security perimeter. This is a common design for modern jail facilities. All entrances to that perimeter are managed by a sally port controlled from central control. It should be noted that the kitchen and jail lobby are outside of the jail perimeter.

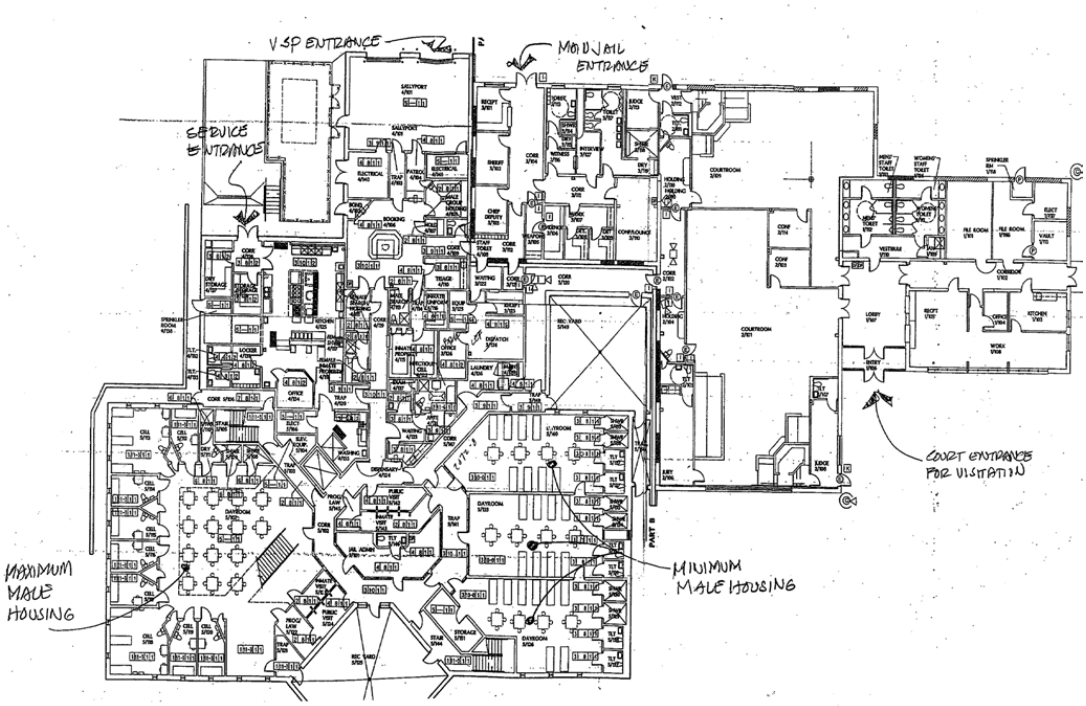
The site appears to be lacking parking on the rear side where staff and services arrive at the jail. This side of the site is most constrained. Adequate spaces are available in the front of the complex. Concerns have been expressed about the dust created by a neighboring lumber operation; in fact, this has resulted in an unusually high demand for filter changes in the ventilation system.

It is not clear how expansion was to be accommodated in the original plan. The most likely direction for expansion of the jail facility might be towards the front through the recreation yard.

Floorplan

The Overton County Jail plan is organized around a core of central control and jail administrative spaces. The housing units are clustered around that core while intake and other services are located off the circulation that surrounds the core.

Figure V.2: Annotated First Floor Plan



Type of Construction

The jail is constructed of materials appropriate for its use, including reinforced concrete, reinforced CMU[1] construction and steel. Secure doors, frames, lighting, plumbing fixtures and glazing are used where appropriate.

Systems

The building is serviced by modern HVAC, plumbing, electrical and communication systems. Boilers are located in the adjacent service structure. The building HVAC system consists of multiple roof top mounted units that provide zone control. Plumbing fixtures are a mix of porcelain fixtures in the female and dormitory housing areas, and combination stainless steel detention fixtures in other areas. These choices are appropriate and seem in good repair. Appropriate fixture ratios are provided. The building is protected by a sprinkler system and a central fire alarm system; both are monitored in the central control room.

[1] CMU: Concrete Masonry Unit, a building component, also called “concrete block”, “cement block”, or “foundation block”. A large rectangular brick used in construction, made from cast concrete.

Selected Functional Areas (See Attachment A for a review of all areas)

Staff Support Areas

Very little space has been allocated for staff support in the jail. The former dispatch area was converted to a break room when dispatch was relocated off site, but this space is used primarily by law enforcement staff. The correctional officers eat at their posts. Training is provided off site in the armory. No locker or fitness space is available. Half-sized lockers are located in a corridor off the jail lobby for staff. The number of lockers is not sufficient for the entire staff.

Visitation

Space for professional visits is provided for in a separate room adjacent to each non-contact visitation area. The professional visitation space in the female unit has been converted to a library. In addition to the space adjacent to non-contact visitation, professional visits also now occur in the triage room in the intake area, or in the visitors' side of the minimum security non-contact area. Correctional officers escort all visitors to the maximum security housing unit for visitation. Conducting visitation inside the security perimeter creates serious problems with visitor security and contraband.

Security Operations

Closed circuit television (CCTV) cameras are located throughout the jail. Intercoms provide communication at major doors and other key locations. A digital recording is made for all cameras, allowing for the retrieval of a visual record of events after the fact. The use of CCTV and intercoms supplements correctional officers' efforts, but do not replace the need for officers.

Central control is located on the upper level. It has a limited view directly into the two-level male housing pod. It has a more limited view into the corridor leading to the other male dormitory housing area. All other views available to central control are provided by cameras. There is no central location for the storage of emergency response gear and for coordinating a response to an emergency event.

Intake/Release

The intake/release area is located next to the vehicle sally port (VSP). It has direct access to the jail lobby and into the center of the jail facility. An officer's space between the VSP and the intake area was provided in the initial design and was intended for use in processing incoming inmates; but it is not being utilized.

A congregate holding cell with plumbing is provided for male inmates. There is also a small dry[2] holding cell and a female holding cell with plumbing. Good sight lines are

[2] "Dry" refers to a cell or room that does not have a toilet or sink. Occupants of such cells must be released from the cell when they need to use a restroom.

provided from the booking desk to the holding cells. The booking desk has been enlarged since it was first constructed.

The number of holding spaces seems adequate now. Many incoming inmates are brought from other counties; these transports may be scheduled, relieving potential crowding in the intake area. No "open booking"[3] area is provided. Holding space may become tight if the building capacity or intake activity is increased.

Adequate space is currently provided for inmate uniforms and the storage of inmate property, but this area may also become inadequate if the facility is expanded. The space initially designed for inmate property is now utilized as a commissary. The space initially designed for male uniform storage is now used as the inmate property room. The county is planning to enter into a private contract for off-site commissary services. This will allow the uniform and property spaces to revert to their original planned uses.

Inmate records storage poses serious challenges. Active inmate records are maintained in the booking area. Inactive records (inmates who are not currently housed) are stored in a corridor in the female housing unit. Intake officers start a new record for each incoming inmate. A separate space that is directly accessible from the outside allows private bond companies to provide services to incoming inmates without entering the booking area.

Housing

The male inmate population is divided into four housing units:

- Two inmate-worker housing dormitories (capacity of 16 each)
- One dormitory for sex offenders and other inmates who must be separated from the general population (capacity of 16)
- One two-story housing unit (also called a "pod") for all other high security inmates (double cells and two six-man cells for a total capacity of 54)

The male population often exceeds 100 inmates and the four separations provided by the facility design are inadequate to support the classification and separation of inmates. Managing the range of inmate classifications that must be housed in the two-story pod requires careful scheduling of activities and movement in order to maintain separation while also providing required out-of-cell time. The facility lacks a special management unit where disruptive inmates can be separated from the general population. This deficiency poses an ongoing management challenges that creates extra demands for staffing.

[3] An "open booking" area is an open waiting area that is readily observed by officers. It is used for inmates who are compliant and do not require secure temporary holding.

The female housing area consists of:

- Two double-bunked segregation cells (capacity of 4)
- One six-bed worker dormitory (capacity of 6)
- Two sixteen-bed dormitories (capacity of 32)

As with the male housing areas, the number of separate female housing areas is not sufficient to provide necessary separation in support of a classification system.

All housing areas appear to be in good condition. All inmates have access to natural light by way of windows or skylights. None of the housing units are managed with "direct supervision".[4]

Programs and Services

The facility design provides very limited space for the delivery of inmate programs and services. There is no multi-purpose room that might be used for classes, meetings and group sessions. The lack of space forces programs and services to be delivered in or near the inmate housing units. This poses serious challenges in terms of penetration of civilians into the jail, inmate movement, inmate supervision, and some constitutional requirements.[5]

In spite of the lack of space, some programs and services are provided to inmates. Educational programs (GED) are provided for males and females in the housing areas. Religious services are provided in the housing units. There is also a twelve-step program, "Jails for Jesus," that is delivered in the housing areas.

Females are sometimes forced to participate in some programs provided in the hallway adjacent to the female housing area—clearly an inadequate arrangement.

There is a limited library that is housed in the space that was initially provided for official and professional visits. The library consists of a modest collection of tapes, DVD's, and books.

Recreation

Two outdoor secure recreation yards are provided. One is located adjacent to the male minimum housing area and the other is directly off the male maximum security housing pod; this area has a stair leading to the upper level female housing. Problems with the

[4] "Direct supervision" is a form of inmate management and supervision that has proven very effective, when properly implemented. It is characterized by the presence of an officer *in* the housing unit dayroom at all times that inmates are allowed outside of their cells. The smaller size of the housing units in the Overton County Jail makes direct supervision costly and therefore less feasible. "Intermittent" inmate supervision is provided when officers enter housing units and interact with inmates without any barriers.

[5] Two constitutional requirements raise concerns. "Equal protection" requires the provision of comparable programs and services to inmates without regard to their gender. "Forced exposure" gives inmates the right to not be exposed to religious services when they so choose.

locking system of the doors between the recreation yard and the max unit allowed the males and females to commingle in the past. As a result of this deficiency, females now use the male minimum security recreation yard. Unfortunately, male inmates housed in the minimum security housing unit are able to view the recreation yard, which creates continuing challenges for staff.

Health Care Services

The medical unit consists of one medical isolation cell, an examination room, a dispensary, and a waiting area now used as an office for the nurse. Inmates are initially screened at intake. If an incoming inmate has a medical problem or need, he/she will see the nurse the next day. Inmates receive physical examinations if they are still in custody after 14 days. The nurse triages (screens) inmates based on their sick call cards. All medical examinations and other medical services are delivered in the medical unit. The nurse dispenses all medications. A doctor is on site two or three times weekly. All medical records are kept in the medical unit. The medical space is tight, but adequate for the current population. If the jail population increases, the unit will become inadequate. Medical records storage will also become a challenge.

Support Services/ Facility Management

Most mechanical spaces are located in the adjacent services building. Ample electrical closets are provided. Given the age of the facility and the lack of complaints by users, it is assumed that the systems are functioning well.

Janitorial closets and supply storage is limited and not well dispersed throughout the jail. The lack of storage appears to be a problem in all areas of the facility.

Food Service

The jail is served by a modern institutional kitchen. Sight lines within the kitchen are good. Storage is sometimes a challenge. There is no central dining area; inmates eat in their housing areas. A mixture of stackable trays and warming carts are utilized to distribute the food to the various housing areas.

The kitchen is located outside the jail's security perimeter while the dishwashing area is within the perimeter. Access into the jail is provided through a rather small sally port. Four trustees work in the kitchen under staff supervision. Loading dock access is provided through a pair of doors directly off the kitchen, which creates security risks and increases the opportunities for contraband to be introduced into the jail.

Laundry

All laundry--inmate personal laundry and bedding--is processed in a central laundry that is operated by inmates. It usually operates between six a.m. and six p.m. At times it operates longer, as needed. Laundry equipment consists of one commercial washer

and two commercial dryers. There appears to be no room for additional equipment. Expanding the jail would create the need for extended hours of operation.

Observations

A few concerns were noted in the tour and review of the Overton County Jail:

The visitation and kitchen locations provide a compromise of security. The route to visitation is circuitous, requiring visitors to enter through the court entrance, then waiting and being processed in the court, and finally escorted into the secure perimeter of the jail. Visitors for the female population must then be escorted to the upper level. The visitors must be more thoroughly searched because they are entering the secure perimeter. They have a greater opportunity to bring contraband into the jail and leave it behind. This process is very staff intensive. The kitchen is located outside the secure perimeter. Since inmate workers work in the kitchen, they have an increased opportunity to access contraband and to then bring that contraband back into the secure perimeter when they return to their housing area.

The physical plant provides little space for programs off the housing unit. Combining multiple classifications in the same housing pod as is the practice in the main male housing pod, increases the difficulty of delivering programs to address specific inmate needs. With the current layout and limitations of the locking system it is difficult to provide equal access to outdoor recreation for the female population.

Site constraints due to layout, adjacent structures, current site uses and topography will require careful planning to accommodate expansion. Developing appropriate access and circulation paths for use by inmates, staff, and the public may also be challenging. Core facilities including laundry, visitation and programs may require additional space.

Attachment A provides additional findings along with photographs of the conditions.

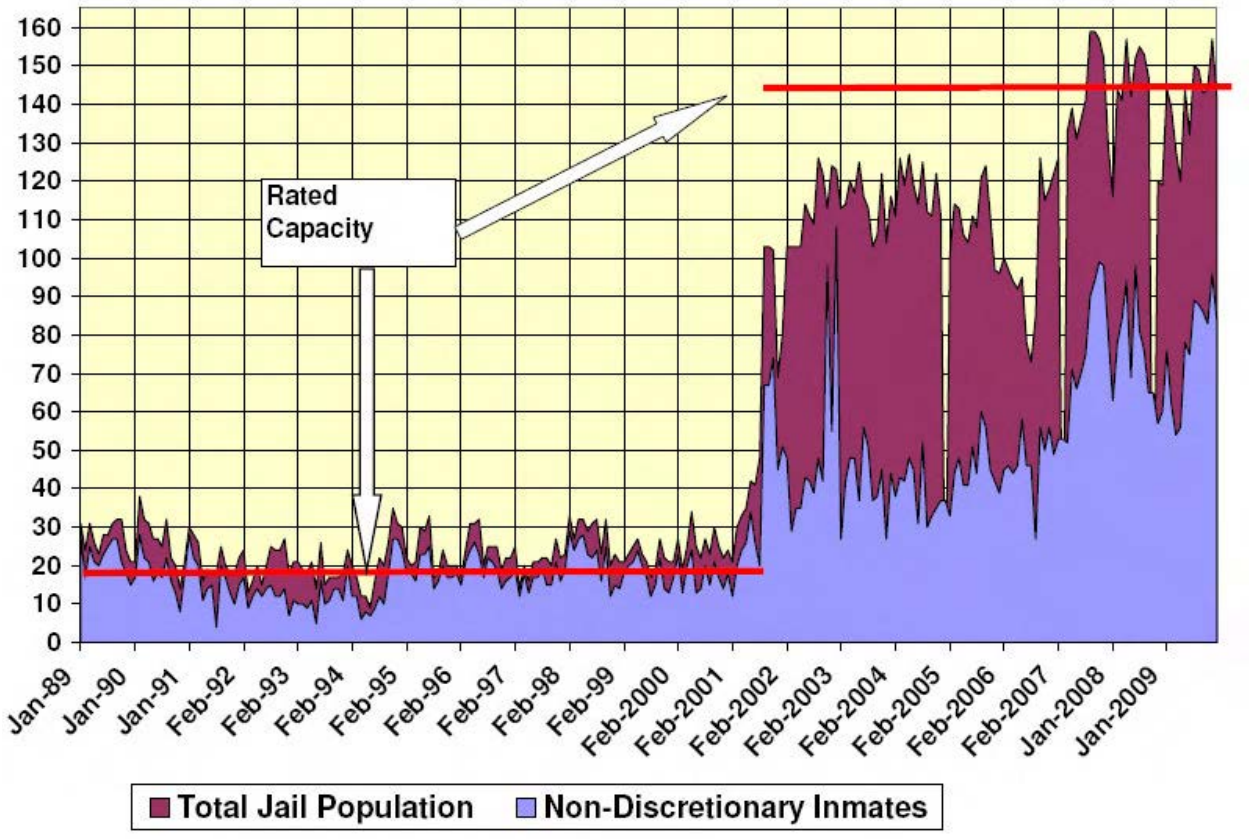
VI. JAIL OCCUPANCY

Analyzing the historical use of the Overton County Jail is complicated by the county's policy of providing jail space for state inmates and inmates from other counties.

The Overton County functions as a regional jail for female inmates, serving Clay, Fentress and Pickett Counties. Overton County also provides housing for male inmates from those counties, and for other Tennessee counties as needed.

Figure VI.1 illustrates the sharp increase in jail occupancy following the construction of the new, larger jail. The chart shows the large population of inmates who are housed in the jail as boarders. These discretionary inmates are housed for other counties, the state, and federal agencies. In return, these agencies pay Overton County a fee based on the number of inmates housed. Most agencies are paying $35 per day to use the jail.

Figure VI.1: Non-Discretionary and Total Jail Population, 1989 - 2009[6]



[6] Source: Monthly Jail Summaries provided by the Tennessee Department of Corrections (TDOC). These summaries provide a one-day snapshot of the number and types of inmates in the jail on the last day of each month.

The categories used by TDOC to identify the types of jail inmates provide some perspective on the composition of the Overton County Jail:

Non-Discretionary Inmates (those who must be housed by the county)

- OTHER CONVICTED FELONS: Convicted felons awaiting sentencing or not yet ready for transfer to TDOC because of other pending charges. Includes technical violators awaiting probable cause/revocation/rescission hearing or adjudication of pending charges.
- CONVICTED MISDEMEANANTS: Inmates serving time because of a misdemeanor conviction.
- PRE-TRIAL FELONY DETAINEES: Inmates charged with a felony but not yet convicted.
- PRE-TRIAL MISDEMEANANTS: Inmates charged with a misdemeanor but not yet convicted.

Discretionary Inmates (housed for a fee)

- TDOC BACKUP: Felon inmates sentenced to TDOC custody and held in local jails while awaiting transfer to a TDOC institution.
- LOCAL FELON: Convicted felons serving time in a local jail because of a contract with TDOC, and/or convicted felons serving a split confinement sentence.
- OTHERS: Inmates held in local facilities for federal crimes, city ordinances, etc.

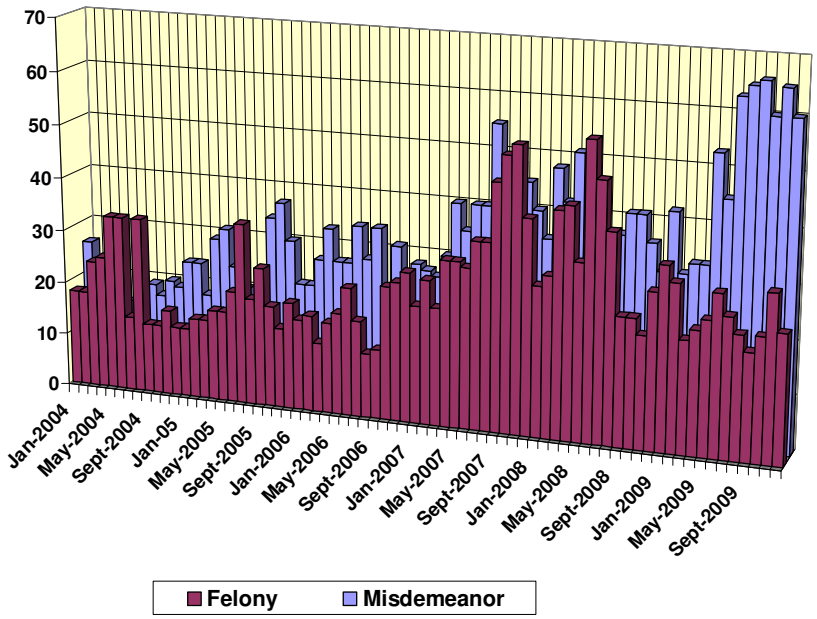
The number and types of discretionary inmates may change quickly based on several factors, including:

- County policies about accepting boarders
- Price charged to boarders
- Availability of beds in other jails
- Declining demand for jail beds

This study focuses on the inmates that Overton County *must* house in their jail, or find space for in another county. The number and types of these non-discretionary inmates is determined by many forces, most of which are not within the county's control.

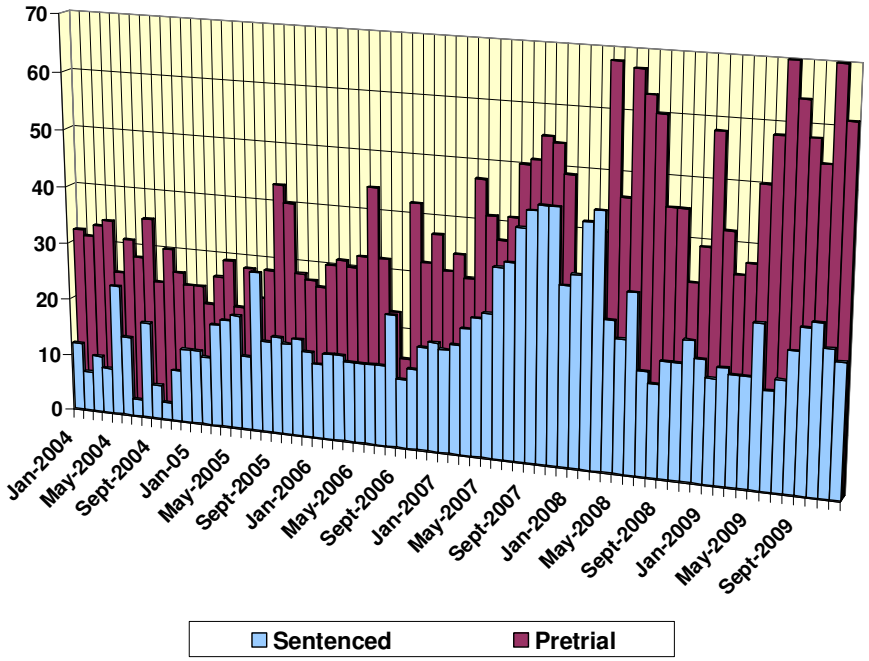
Figure VI.2 describes the non-discretionary jail population according to the level of charges filed against inmates. In the past six years, inmates charged with misdemeanors occupied more beds in the jail than inmates charged with felonies. In 2009, the misdemeanor population increased steadily while the felony population remained stable.

Figure VI.2: Non-Discretionary Jail Population, Misdemeanor/Felony 2004 - 2009



During the past six years, the number of non-discretionary inmates who were unsentenced (pretrial) nearly doubled while the sentenced population spiked in 2007 and remained stable for the next two years. By the end of 2009, there were twice as many pretrial detainees in the jail as there were sentenced offenders, as shown in Figure VI.3.

Figure VI.3: Non-Discretionary Inmate Population, Pretrial/Sentenced 2004 - 2009



VII. PROJECTING FUTURE JAIL POPULATIONS

Predicting future jail needs begins with an analysis of past practices and trends. Statistical analyses project future jail needs based on jail occupancy in recent years. Because many of the forces that shape the jail population change over time, the value of statistical projections is limited.

The consultant team will work with county officials to identify and discuss a variety of changes that would alter future needs, including:

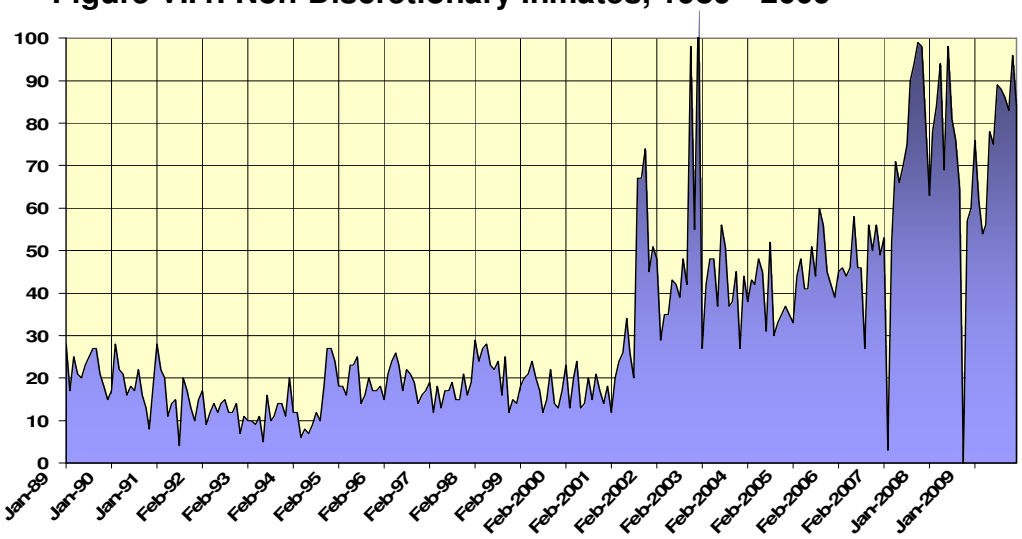
- Changes in practices and policies that *have occurred* but were not sufficiently reflected in the historical occupancy data.
- Changes in practices and policies that are *expected* in the future, but which are not within the control of county officials.
- Changes in practices and policies that are desired and which may be implemented by county officials.

Two sets of historical data were provided to the team's statistician for analysis:

1. Monthly snapshot data provided by TDOC for the period beginning January 1989 and ending December 2009.
2. Monthly occupancy data extracted from the analysis of inmate records for all persons admitted to the jail from July 1, 2001 through June 30, 2009 (13,831 non-discretionary inmates).

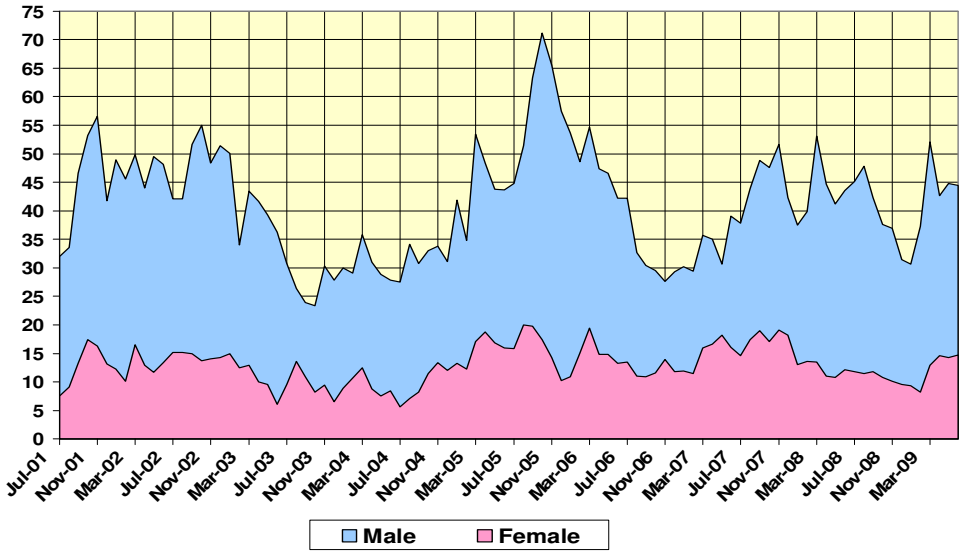
The first dataset described fluctuating levels of jail use over the twenty years, as shown in Figure VI.4.

Figure VI.4: Non-Discretionary Inmates, 1989 - 2009



The second dataset described non-discretionary inmates by gender, which the TDOC dataset did not. Figure VI.5 presents the monthly inmate population by gender for the nine-year period ending June 2009.

Figure VI.5: Monthly Jail Population by Gender, 7/2001 – 6/2009
Non-Discretionary Inmates[7]



Several types of statistical methodologies were used to analyze the historical data and calculate a trend line to indicate future jail occupancy levels. The results varied markedly, depending on what dataset and which methodology was used.

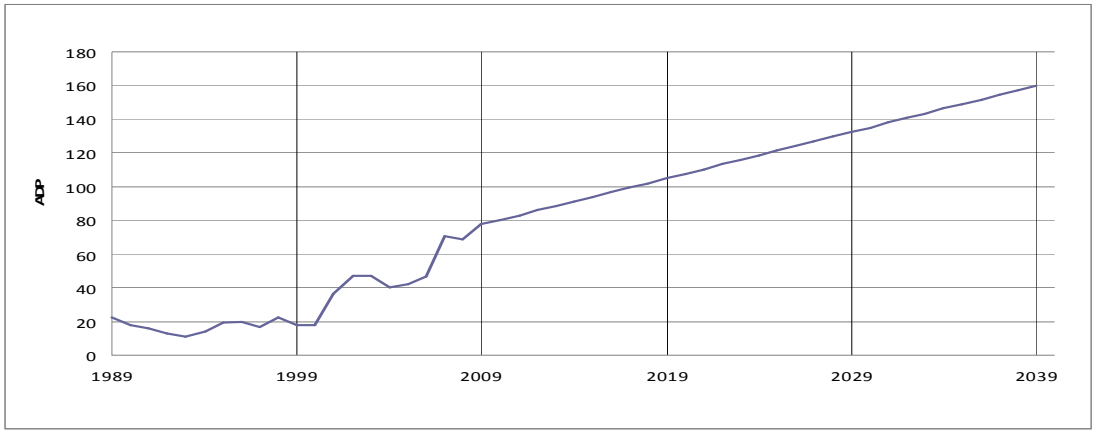
Figure VI.6 displays the historical ADP from 1989 to 2009 and the trend line that was generated by a linear regression methodology using monthly increments. This approach predicted no growth.

Figure VI.6: Historical and Projected Jail APD, 1989 – 2040

[7] Source: Inmate records, all inmates admitted to jail during the nine year period.

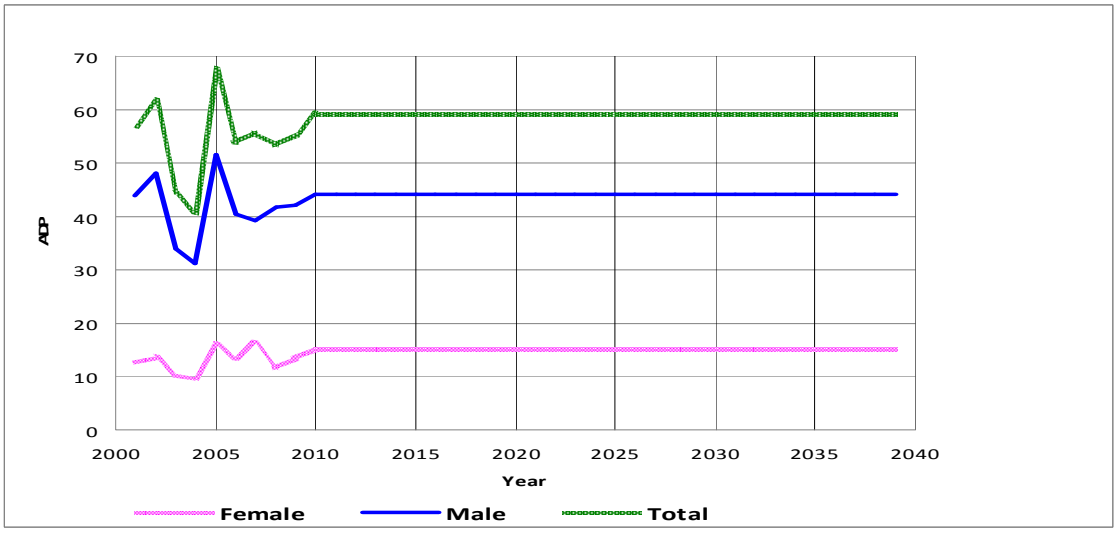
The same monthly dataset, when annualized rather than using monthly values, yielded different results. Figure VI.7 shows the results of that analysis, with a forecasted increase in the jail population that nearly doubles the average daily population (ADP) in 30 years.

Figure VI.7: Projected Jail Population Using Annual Data



The monthly occupancy levels by gender that were extracted from the inmate data were also analyzed using a linear regression methodology. Figure VI.8 shows projected levels of jail use were also "flat", as they were in Figure VI.6.

Figure VI.8: Projected Jail Population By Gender, 2001 – 2040



As the preceding narrative suggests, the historical occupancy patterns for Overton County prove difficult to use as a base for the projection of future needs. These findings will be discussed with county officials and criminal justice stakeholders in March 2010, and additional analyses will be conducted.

VIII. INMATE CHARACTERISTICS

Up to this point in this report, the number of inmates that have been housed in the Overton County Jail have been examined. A few characteristics of these inmates have also been described in broad terms—gender, pretrial or sentenced, felony or misdemeanor charges.

Attachment C provides a series of tables and graphs that explore the characteristics of the inmates who occupied the jail from July 2001 through June 2009. The information was generated by the analysis of 13,831 inmate records, all non-discretionary inmates admitted to the jail between July 1, 2001 and June 30, 2009.

Admissions varied over the past eight years, as shown in Figure VIII.1. During the same period, the total occupancy of the jail also fluctuated but not always in response to the change in admissions. In FY 06 admissions dropped from the previous year while the numbed of detention days soared. This reflects the importance of inmate *length of stay.* Fewer inmates may arrive at the jail, but if they stay longer the jail population may climb.

Figure VIII.1: Admissions and Detention Days, FY 02 – FY 09

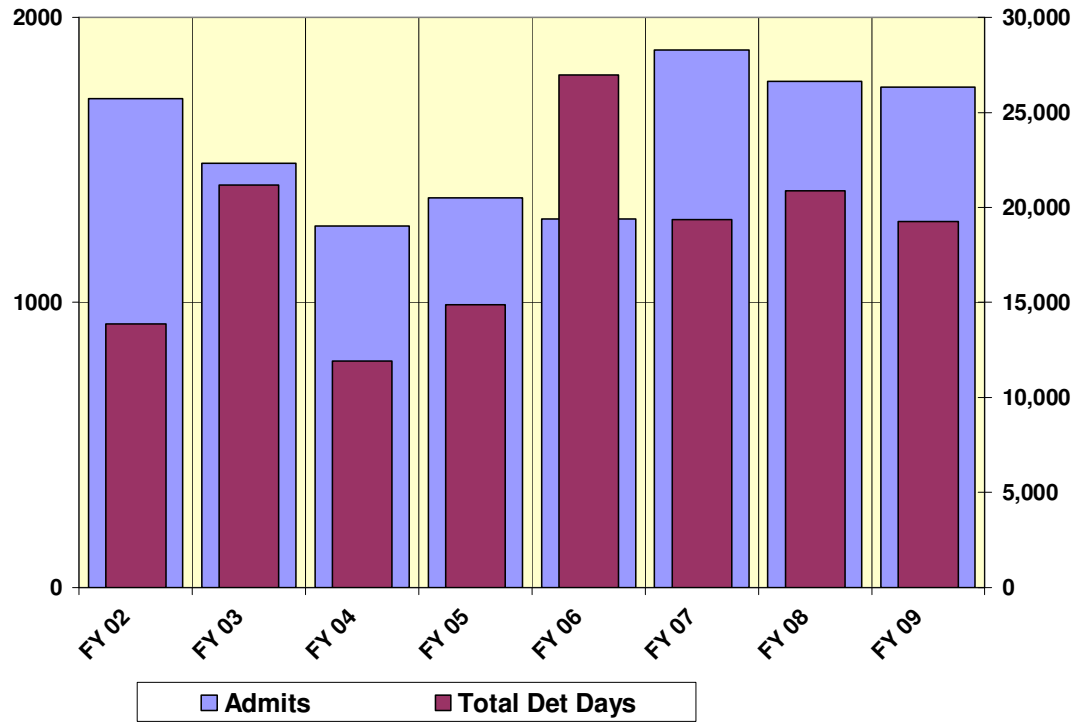


Figure VIII-2 presents the average length of stay (ALOS) for the jail, explaining the lack or correlation between admissions and detention days in some years.

Figure VIII.2: Average Length of Stay (ALOS), July 2001 - June 2009

	FY 02	FY 03	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	All Years
ALOS	8.1	14.2	9.4	10.9	20.8	10.3	11.8	11.0	11.8

The number of female inmates housed at the jail, and the proportion of the jail beds they used, is described in Figure VIII.3.

Figure VIII.3: Gender, July 2001 - June 2009

Gender		FY 02	FY 03	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	All Years
Male	Admits	1292	1103	923	1004	906	1384	1273	1302	9187
	% Admits	74.9%	74.1%	72.7%	73.5%	70.0%	73.4%	71.8%	74.0%	72.9%
	Total Det Days	10918	15924	8954	11987	19616	14822	14918	15598	112737
	% Det Days	78.7%	75.2%	75.2%	80.5%	72.7%	76.6%	71.5%	81.0%	76.0%
Female	Admits	424	383	345	362	388	502	502	453	3359
	% Admits	**25.1%**	**25.8%**	**27.3%**	**26.5%**	**30.0%**	**26.6%**	**28.2%**	**25.8%**	**27.1%**
	Total Det Days	2948	5254	2956	2896	7360	4516	5954	3663	35547
	% Det Days	**21.3%**	**24.8%**	**24.8%**	**19.5%**	**27.3%**	**23.4%**	**28.5%**	**19.0%**	**24.0%**
Average Length of Stay										
Male	ALOS	8.5	14.4	9.7	11.9	21.7	10.7	**11.7**	12.0	12.3
Female	**ALOS**	**7.0**	**13.7**	**8.6**	**8.0**	**19.0**	**9.0**	**11.9**	**8.1**	**10.6**

Female inmates spent less time in jail than their male counterparts in every year except FY 08. Females accounted for a high of 30% of all admissions in FY 06, and a high of 28.5% of all detention days in FY 08. The fluctuation in the number of females housed creates challenges for jail managers because of the design of the facility.

It is important to examine the jail population in terms of *both* admissions and detention days to fully understand the dynamics of the jail setting. Figure VIII.4 describes admissions and detention days for FY 09.

Figure VIII.5 compares the percent of admissions to the percent of detention days (beds used) based on length of stay categories. Over 50% of all inmates admitted to the jail are released in less than one day, and as a result, these inmates accrue no detention days. Conversely, 0.1% of all inmates spend over 545 days in jail, but they occupy 7.4% of the jail beds. Viewed another way, 88.8% of all inmates are released within ten days, but they use only 9.3% of the jail beds.

Figure VIII.4: FY 09 Admissions and Detention Days

Length of Stay	Admissions			Detention Days		
	Percent Admits	Percent of Inmates Released	Percent of Inmates Remaining	Percent Detention Days	Detention Days Used	Detention Days Left
A. Less Than 1 Day	50.6%	50.6%	49.4%	0.0%	0.0%	100.0%
B. 1 Day	14.8%	65.4%	34.6%	1.4%	1.4%	98.6%
C. 2 Days	11.3%	76.7%	23.3%	2.1%	3.4%	96.6%
D. 3 Days	2.5%	79.2%	20.8%	0.7%	4.1%	95.9%
E. 4-5 Days	4.2%	83.4%	16.6%	1.6%	5.7%	94.3%
F. 6-10 Days	5.4%	88.8%	11.2%	3.6%	9.3%	90.7%
G. 11-30 Days	3.7%	92.4%	7.6%	6.5%	15.8%	84.2%
H. 31-60 Days	2.8%	95.2%	4.8%	12.0%	27.8%	72.2%
I. 61-90 Days	1.5%	96.7%	3.3%	11.1%	38.9%	61.1%
J. 91-120 Days	1.1%	97.9%	2.1%	11.5%	50.4%	49.6%
K. 121-150 Days	0.4%	98.2%	1.8%	5.0%	55.4%	44.6%
L. 151-180 Days	0.5%	98.7%	1.3%	8.0%	63.3%	36.7%
M. 181-210 Days	0.5%	99.2%	0.8%	9.1%	72.4%	27.6%
N. 211-240 Days	0.3%	99.5%	0.5%	6.0%	78.5%	21.5%
O. 241-270 Days	0.3%	99.7%	0.3%	6.6%	85.1%	14.9%
P. 271-300 Days	0.1%	99.8%	0.2%	1.5%	86.6%	13.4%
Q. 301-330 Days	0.0%	99.8%	0.2%	1.6%	88.1%	11.9%
R. 331-365 Days	0.1%	99.9%	0.1%	1.7%	89.9%	10.1%
S. 366-545 Days	0.0%	99.9%	0.1%	2.7%	92.6%	7.4%
T. Over 545 Days	0.1%	100.0%	0.0%	7.4%	100.0%	0.0%

Figure VIII.5: Percent of Admissions and Detention Days by Length of Stay Categories, FY 09

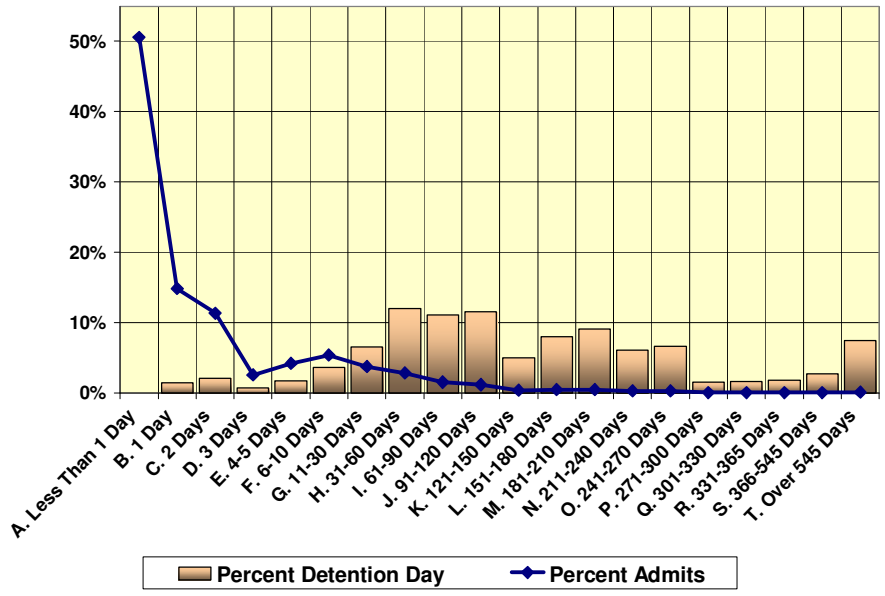
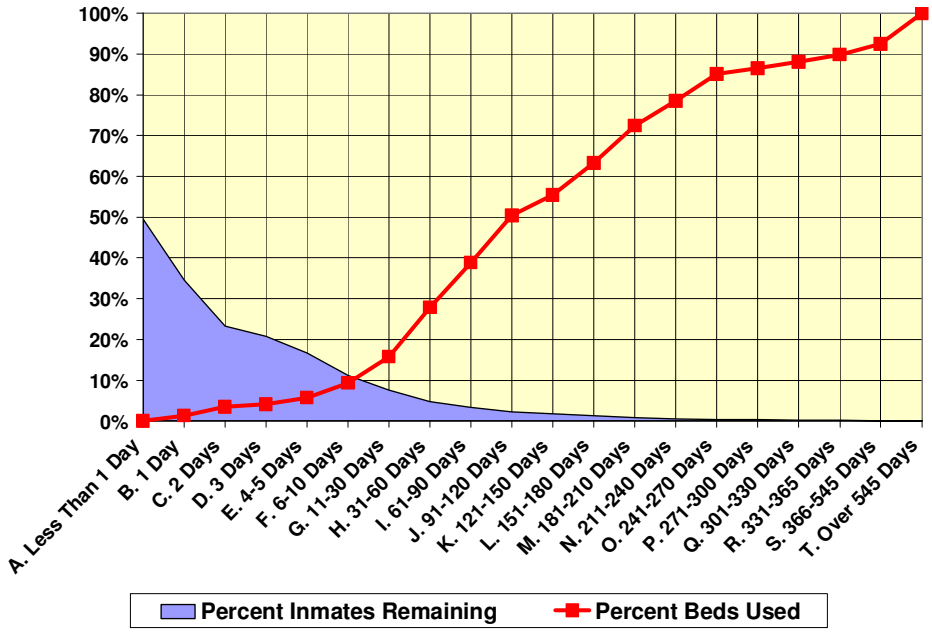


Figure VIII.6 provides another view of the dynamics of inmate length of stay. The percent of inmates who are "left" in the jail is shown declining sharply in the first few days of confinement, while the number of beds occupied starts to climb with length of stay of more than 30 days.

Figure VIII.6: Inmate Length of Stay, FY 09



Non-discretionary inmates housed in FY 09 also had the following characteristics:

- 97.1% were residents of Tennessee
- 39% lived in Livingston, 14.6% were residents of Cookeville and 6.4% lived in Monroe
- 68.5% of the inmates were arrested by the Overton County Sheriff's Department, 22.1% by the Livingston Police Department
- 20% of the inmates were under the age of 25, 25% were between 25 and 29 years of age
- Nearly 60% of all inmates had a high school diploma or a GED
- 57.4% of the inmates were unemployed at the time of admission
- 20.5% were married at the time of admission to the jail

On an average day at the jail in FY 09:

- 12% of the inmates were brought to jail because of a capias
- 5.7% of the inmates were jailed for failing to appear in court
- 20.4% were in custody for violating their probation
- 6.4% were confined because of an attachment
- 4.4% had violated the terms of a community corrections program
- 2.6% were charged with DUI (first offense)

IX. THE JAIL AND THE CRIMINAL JUSTICE SYSTEM

The preceding pages have presented information about many facets of the jail and its occupants. Criminal justice system indicators provide more insights needed to understand the jail and look toward future needs. Figure IX.1 presents data that describes the dynamics of the broader criminal justice system, of which the jail is one component.

Figure IX.1: Criminal Justice System Indicators

	2001	2002	2003	2004	2005	2006	2007	2008	Change	Perc. Change
Arrests	372	240	294	316	235	366	395	345	***-27***	***-7.3%***
County Population	20,180	20,213	20,068	20,373	20,460	20,746	20,975	20,975	**795**	**3.9%**
Crime Rate/1,000	18.43	11.87	14.65	15.51	11.49	17.64	18.83	16.45	***-1.98***	***-10.7%***
Filings	767	633	681	829	1048	769	1318	1634	**867**	**113.0%**
Custody	12	1	111	150	142	242	209	144	**132**	**1100.0%**
Summons		2	11	43	17	35	28	28	**28**	**1400.0%**
Jail ADP	36	47	47	40	42	47	71	69	**32.7**	**90.6%**
Incarceration Rate/1,000	1.8	2.3	2.3	2.0	2.1	2.2	3.4	3.3	**1.5**	**83.4%**

The criminal justice system is comprised of many components, from the commission of crimes and subsequent arrests, to the filing of court cases, to the incarceration of inmates at the jail.

In Overton County, no single criminal justice factor explains the changes in the jail population. While the jail population *increased* by 90.6% over eight years:

- Arrests decreased by 7.3%
- Crime rate decreased by 10.7%
- County population increased by only 3.9%

Figure IX.2 presents data describing criminal court filings from 2000 to 2008.

Figure IX.2: Criminal Court Filings and Dispositions, 2000 - 2008

Overton County	2000	2001	2002	2003	2004	2005	2006	2007	2008
Total Criminal Filings	**1017**	**767**	**633**	**681**	**829**	**1048**	**769**	**1318**	**1634**
Acquittal	1	4	3	3	0	3	0	0	5
Conviction After Trial	10	3	5	2	7	5	2	0	15
Dismissal/Nolle Prosequi	489	457	335	207	408	651	474	246	1013
Guilty Plea-As Charged	466	339	219	276	411	372	302	259	412
Guilty Plea-Lesser Charge	27	25	21	24	28	33	24	19	94
Other	11	8	4	9	20	49	47	26	21
Pre-Trial or Judicial Diversion	36	64	32	15	46	55	15	12	99
Retired/Unapprehended Defendant	0	0	0	0	0	0	0	0	0
Transfer to Another Court/Remanded	9	17	8	5	10	1	15	11	0
TOTAL Dispositions	**1049**	**917**	**627**	**541**	**930**	**1169**	**879**	**573**	**1659**

- -

ATTACHMENTS

A. Physical Assessment of the Overton County Jail
B. Historical Jail Occupancy Data
C. Inmate Characteristics

ATTACHMENT A: PHYSICAL ASSESSMENT OF THE OVERTON COUNTY JAIL

Age of Facility

The Overton Justice Center including the Jail was constructed 11 years ago.

Rear View, Jail and Courts Complex.

General Description

The complex was created by renovating and reconstructing two existing structures, and constructing a new jail facility. One existing building was renovated to create a new court facility. A second building was renovated to provide services for the complex. The new jail is connected to the court building. All facilities on the site are serviced from the services building. A fire wall separates the services building from the jail.

Figure A.1: Layout of Jail and Courts Complex

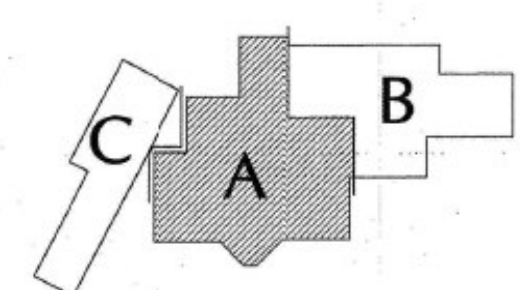


Figure A.1 shows the three major components of the jail and court complex. The services building [C] is located at the far left of the diagram. It is separated from the jail facility and a freestanding firewall has been constructed between the two components.

The new jail facility [A] is in the center of the complex, and is connected to the court facility [B] that was created by renovating an existing structure.

[

Site/Perimeter security

The perimeter of the jail building comprises the security perimeter. This is a common design for modern jail facilities. All entrances to that perimeter are managed by a sally port controlled from central control. It should be noted that the kitchen and jail lobby are outside of the jail perimeter.

The site appears to be lacking parking on the rear side where staff and services arrive at the jail. This side of the site is most constrained. Adequate spaces are available in the front of the complex. Concerns have been expressed about the dust created by a neighboring lumber operation; in fact, this has resulted in an unusually high demand for filter changes in the ventilation system.

It is not clear how expansion was to be accommodated in the original plan. The most likely direction for expansion of the jail facility might be towards the front through the recreation yard.

FIRE
LANE

The jail facility has a design capacity for 143; 102 male and 41 female inmates. At the time of the first site visit in January 2010, more than half of the jail beds were occupied by persons being housed for other agencies for a fee.

Floorplan

The Overton County Jail plan is organized around a core of central control and jail administrative spaces. The housing units are clustered around that core while intake and other services are located off the circulation that surrounds the core.

Figure A.2: Annotated First Floor Plan

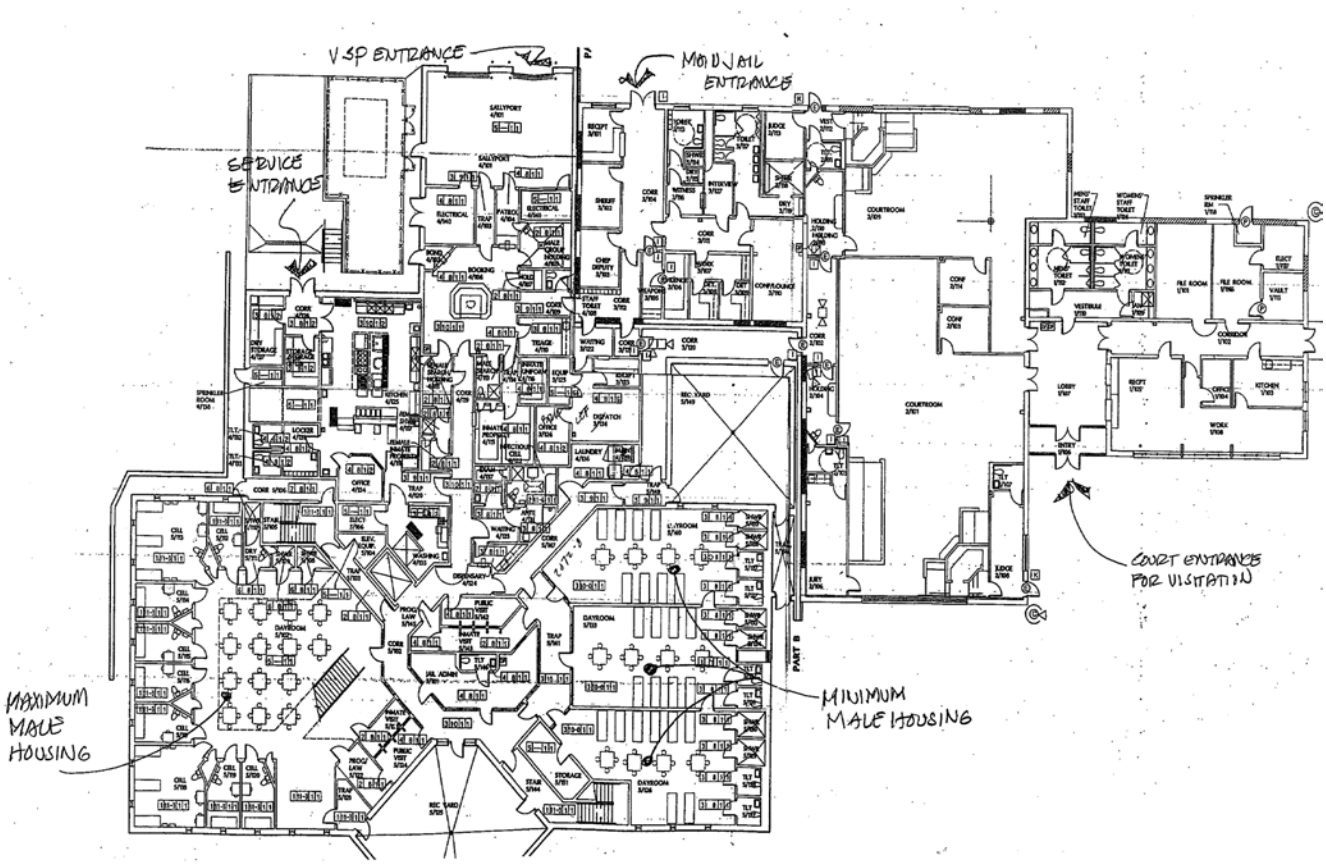
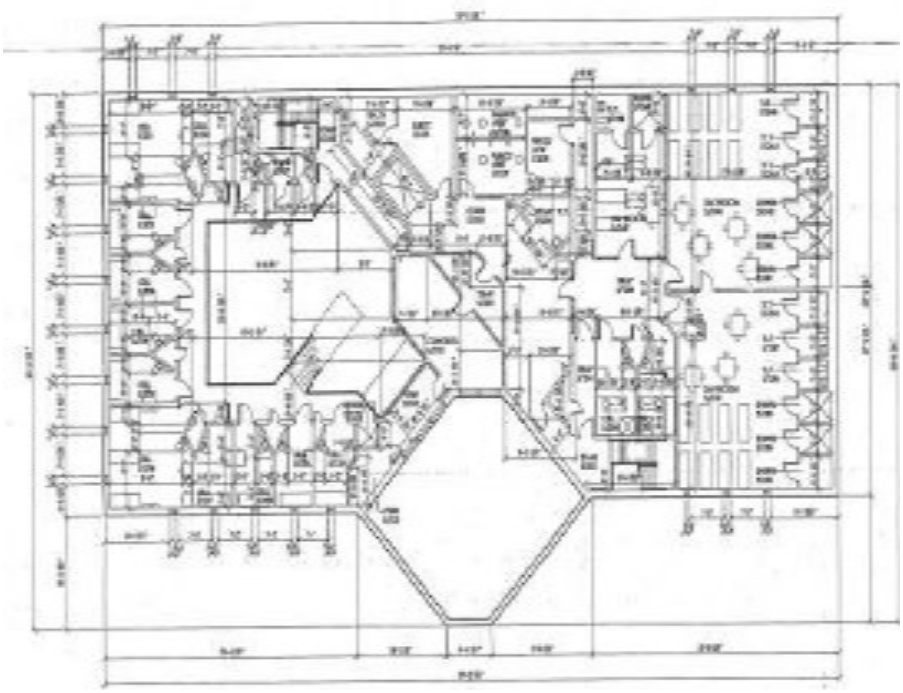


Figure A.3: Second Floor Plan



Type of Construction

The jail is constructed of materials appropriate for its use, including reinforced concrete, reinforced CMU[8] construction and steel. Secure doors, frames, lighting, plumbing fixtures and glazing are used where appropriate.

Systems

The building is serviced by modern HVAC, plumbing, electrical and communication systems. Boilers are located in the adjacent service structure. The building HVAC system consists of multiple roof top mounted units that provide zone control. Plumbing fixtures are a mix of porcelain fixtures in the female and dormitory housing areas, and combination stainless steel detention fixtures in other areas. These choices are appropriate and seem in good repair. Appropriate fixture ratios are provided. The building is protected by a sprinkler system and a central fire alarm system; both are monitored in the central control room.

[8] CMU: Concrete Masonry Unit, a building component, also called “concrete block”, “cement block”, or “foundation block”. A large rectangular brick used in construction, made from cast concrete.

Typical roof top mounted equipment.

Given the age of the jail and the lack of complaints from its users, it is assumed that the electrical and communication systems are operating well and are in good repair. Emergency power generation is provided, and is located adjacent to the jail facility.

The emergency generator is secured by fencing.

Review of Functional Areas

Public Lobby

The jail facility lobby is accessed from the rear of the building. A separate lobby for the courts and inmate visitation is located in the front of the building.

The jail facility has a dedicated lobby accessed from the rear of the building. A separate lobby for the courts and inmate visitation is located in the front of the building.

Lobby functions are separated between the court lobby and the jail lobby.

Visitors arrive at the facility at the court lobby.

Visitors are processed in the courtroom.

Staff Support Areas

Very little space has been allocated for staff support in the jail. The former dispatch area was converted to a break room when dispatch was relocated off site, but this space is used primarily by law enforcement staff. The correctional officers eat at their posts. Training is provided off site in the armory. No locker or fitness space is available. Half-sized lockers are located in a corridor off the jail lobby for staff. The number of lockers is not sufficient for the entire staff.

Jail Administration

Offices for the Sheriff, Chief Deputy and receptionist are located off the jail lobby. An office for the jail administrator is located in the jail, in an area that is located below the central control room.

Visitation

Non-contact visitation is provided separately for the male and female population on the lower and upper floors. In both cases, visitors arrive at the court entrance and are processed there before entering the secure perimeter of the jail and moving to the appropriate visitation area. Inmates are escorted from their housing area to the inmate side of the non-contact visitation booth. Since all visitations take place on Sundays when the court is not in session, there have been no conflicts in terms of parking and crowding of the court lobby.

Space for contact professional visits is provided for in a separate room adjacent to each non-contact visitation area. The professional visitation space in the female unit has been converted to a library. In addition to the space adjacent to non-contact visitation, professional visits also now occur in the triage room in the intake area, or in the visitors' side of the minimum security non-contact area. Correctional officers escort all visitors to the maximum security housing unit for visitation. Conducting visitation inside the security perimeter creates serious problems with visitor security and contraband.

Security Operations

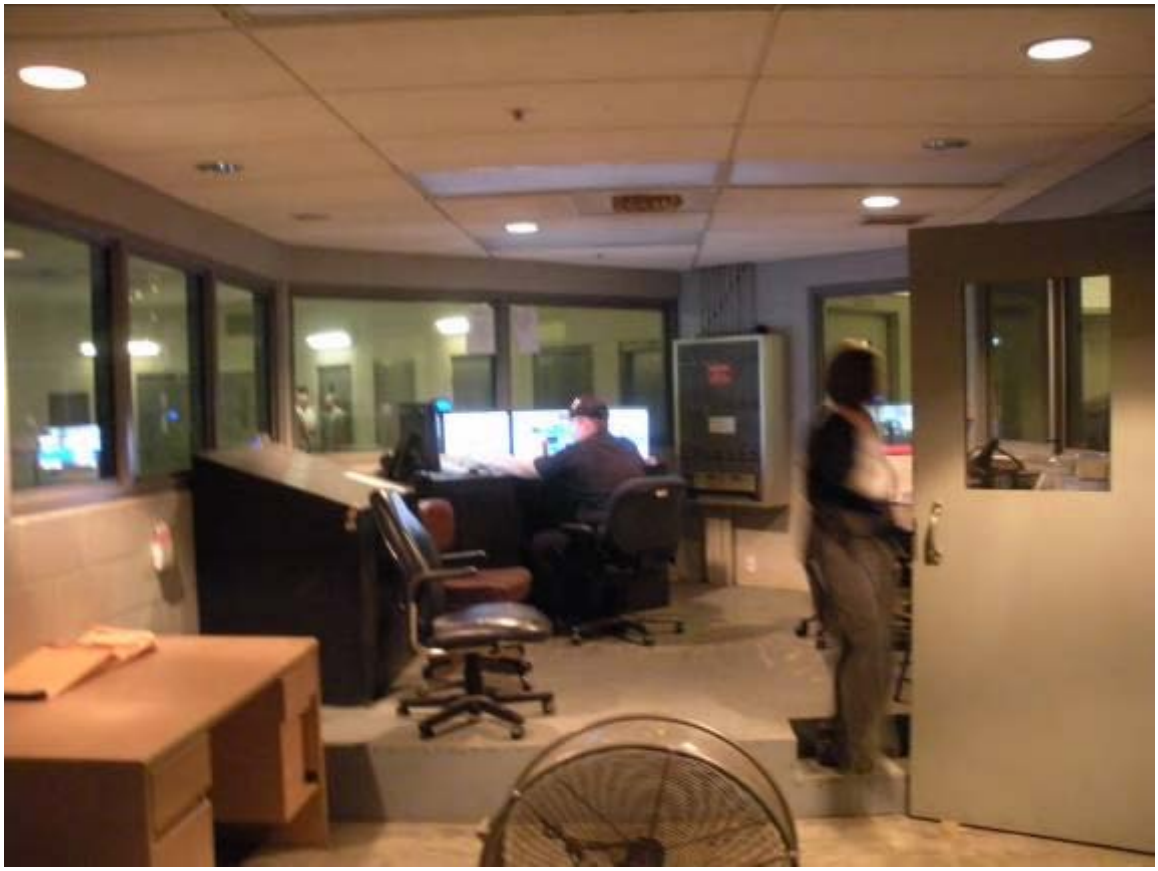
A vehicle sally port (VSP) is provided adjacent to the intake area. The space is a drive-in/back-out design. It can accommodate two cars or vans but not a bus.

All entrances into the secure perimeter are protected by a “trap” or sally port with two interlocking doors that are controlled electronically from the central control room.

Closed circuit television (CCTV) cameras are located throughout the jail. Intercoms provide communication at major doors and other key locations. A digital recording is made for all cameras, allowing for the retrieval of a visual record of events after the fact. The use of CCTV and intercoms supplements correctional officers’ efforts, but do not replace the need for officers.

Central control is located on the upper level. It has a limited view directly into the two-level male housing pod. It has a more limited view into the corridor leading to the other male dormitory housing area. All other views available to central control are provided by cameras.

There is no central location for the storage of emergency response gear and for coordinating a response to an emergency event.



Intake/Release

The intake/release area is located next to the VSP. It has direct access to the jail lobby and into the center of the jail facility. An officer's space between the VSP and the intake area was provided in the initial design and was intended for use in processing incoming inmates; but it is not being utilized.

A congregate holding cell with plumbing is provided for male inmates. There is also a small dry[9] holding cell and a female holding cell with plumbing. Good sight lines are provided from the booking desk to the holding cells. The booking desk has been enlarged since it was first constructed.

The number of holding spaces seems adequate now. Many incoming inmates are brought from other counties; these transports may be scheduled, relieving potential crowding in the intake area. No "open booking"[10] area is provided. Holding space may become tight if the building capacity or intake activity is increased.

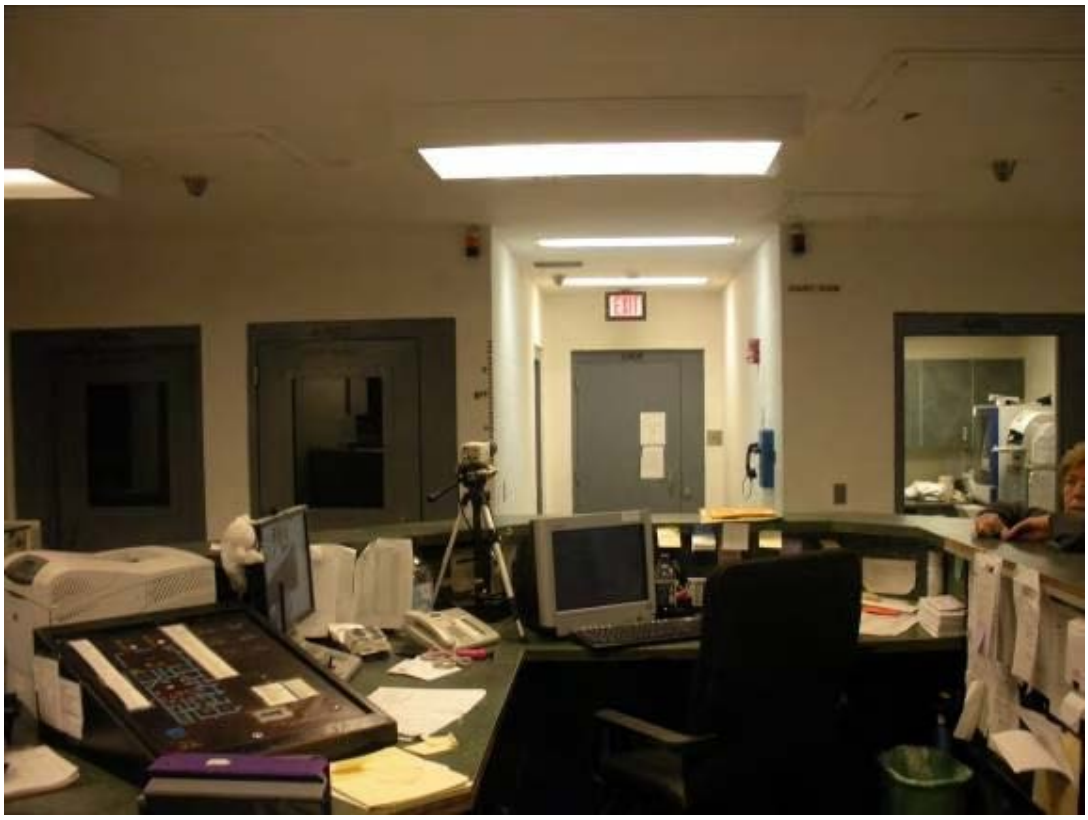
Adequate space is currently provided for inmate uniforms and the storage of inmate property, but this area may also become inadequate if the facility is expanded. The space initially designed for inmate property is now utilized as a commissary. The space initially designed for male uniform storage is now used as the inmate property room. The county is planning to enter into a private contract for off-site commissary services. This will allow the uniform and property spaces to revert to their original planned uses.

The lack of storage for Inmate records creates difficulties. Active inmate records are maintained in the booking area. Inactive records (inmates who are not currently housed) are stored in a corridor in the female housing unit. Intake officers start a new record for each incoming inmate.

A separate space that is directly accessible from the outside allows private bond companies to provide services to incoming inmates without entering the booking area.

[9] "Dry" refers to a cell or room that does not have a toilet or sink. Occupants of such cells must be released from the cell when they need to use a restroom.

[10] An "open booking" area is an open waiting area that is readily observed by officers. It is used for inmates who are compliant and do not require secure temporary holding.



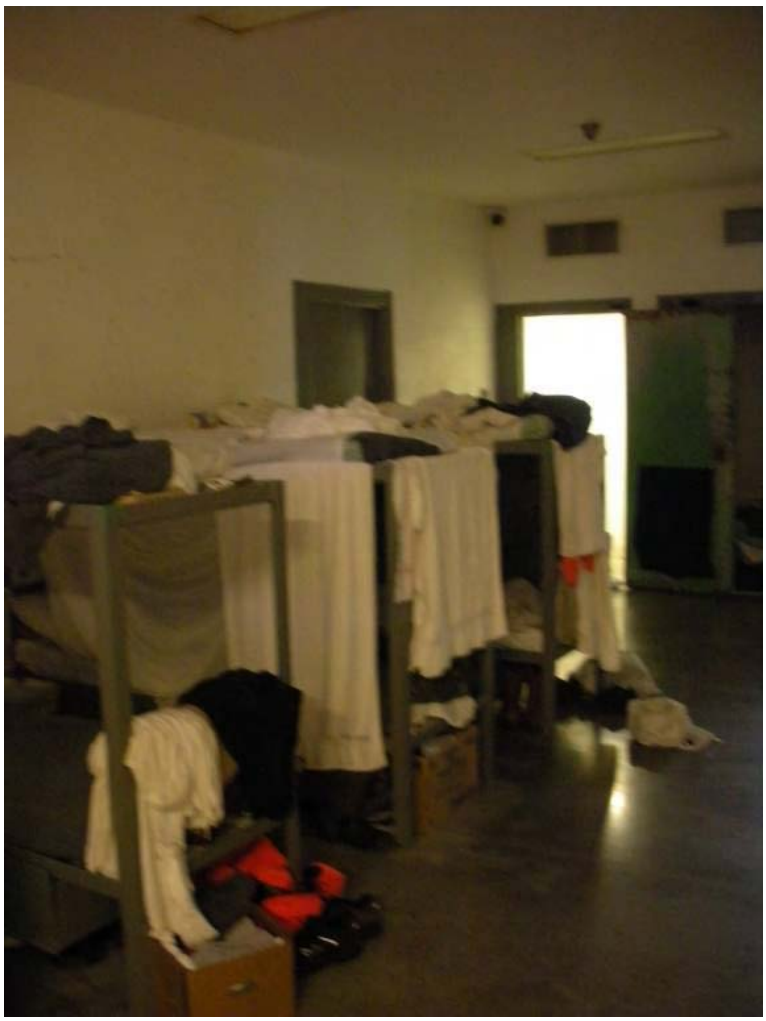
EXIT
OVERTON COUNTY
CORRECTIONS

Housing

The male inmate population is divided into four housing units:

- Two inmate-worker housing dormitories (capacity of 16 each)
- One dormitory for sex offenders and other inmates who must be separated from the general population (capacity of 16)
- One two-story housing unit (also called a “pod”) for all other high security inmates (double cells and two six-man cells for a total capacity of 54)

The male population often exceeds 100 inmates and the four separations provided by the facility design are inadequate to support the classification and separation of inmates. Managing the range of inmate classifications that must be housed in the two-story pod requires careful scheduling of activities and movement in order to maintain separation while also providing required out-of-cell time. The facility lacks a special management unit where disruptive inmates can be separated from the general population. This deficiency poses an ongoing management challenges that creates extra demands for staffing.



The female housing area consists of:

- Two double-bunked segregation cells (capacity of 4)
- One six-bed worker dormitory (capacity of 6)
- Two sixteen-bed dormitories (capacity of 32)

As with the male housing areas, the number of separate female housing areas is not sufficient to provide necessary separation in support of a classification system.

All housing areas appear to be in good condition. All inmates have access to natural light by way of windows or skylights. None of the housing units are managed with "direct supervision".[11]

Programs and Services

The facility design provides very limited space for the delivery of inmate programs and services. There is no multi-purpose room that might be used for classes, meetings and group sessions. The lack of space forces programs and services to be delivered in or near the inmate housing units. This poses serious challenges in terms of penetration of civilians into the jail, inmate movement, inmate supervision, and some constitutional requirements.[12]

In spite of the lack of space, some programs and services are provided to inmates. Educational programs (GED) are provided for males and females in the housing areas. Religious services are provided in the housing units. There is also a twelve-step program, "Jails for Jesus," that is delivered in the housing areas.

Females are sometimes forced to participate in some programs provided in the hallway adjacent to the female housing area—clearly an inadequate arrangement.

There is a limited library that is housed in the space that was initially provided for official and professional visits. The library consists of a modest collection of tapes, DVD's, and books.

[11] "Direct supervision" is a form of inmate management and supervision that has proven very effective, when properly implemented. It is characterized by the presence of an officer *in* the housing unit dayroom at all times that inmates are allowed outside of their cells. The smaller size of the housing units in the Overton County Jail make direct supervision costly and therefore less feasible. "Intermittent" inmate supervision is provided when officers enter housing units and interact with inmates without any barriers.

[12] Two constitutional requirements raise concerns. "Equal protection" requires the provision of comparable programs and services to inmates without regard to their gender. "Forced exposure" gives inmates the right to not be exposed to religious services when they so choose.

Recreation

Two outdoor secure recreation yards are provided. One is located adjacent to the male minimum housing area and the other is directly off the male maximum security housing pod; this area has a stair leading to the upper level female housing. Problems with the locking system of the doors between the recreation yard and the max unit allowed the males and females to commingle in the past. As a result of this deficiency, females now use the male minimum security recreation yard. Unfortunately, male inmates housed in the minimum security housing unit are able to view the recreation yard, which creates continuing challenges for staff.

Health Care Services

The medical unit consists of one medical isolation cell, an examination room, a dispensary, and a waiting area now used as an office for the nurse. Inmates are initially screened at intake. If an incoming inmate has a medical problem or need, he/she will see the nurse the next day. Inmates receive physical examinations if they are still in custody after 14 days. The nurse triages (screens) inmates based on their sick call cards. All medical examinations and other medical services are delivered in the medical unit. The nurse dispenses all medications. A doctor is on site two or three times weekly. All medical records are kept in the medical unit. The medical space is tight, but adequate for the current population. If the jail population increases, the unit will become inadequate. Medical records storage will also become a challenge.

SHARPS

Support Services/ Facility Management

Most mechanical spaces are located in the adjacent services building. Ample electrical closets are provided. Given the age of the facility and the lack of complaints by users, it is assumed that the systems are functioning well.

Janitorial closets and supply storage is limited and not well dispersed throughout the jail. The lack of storage appears to be a problem in all areas of the facility.

Food Service

The jail is served by a modern institutional kitchen. Sight lines within the kitchen are good. Storage is sometimes a challenge. There is no central dining area; inmates eat in their housing areas. A mixture of stackable trays and warming carts are utilized to distribute the food to the various housing areas.

The kitchen is located outside the jail's security perimeter while the dishwashing area is within the perimeter. Access into the jail is provided through a rather small sally port. Four trustees work in the kitchen under staff supervision. Loading dock access is provided through a pair of doors directly off the kitchen, which creates security risks and increases the opportunities for contraband to be introduced into the jail.

COOKIES
COOKIES
Dean

Laundry

All laundry--inmate personal laundry and bedding--is processed in a central laundry that is operated by inmates. It usually operates between six a.m. and six p.m. At times it operates longer, as needed. Laundry equipment consists of one commercial washer and two commercial dryers. There appears to be no room for additional equipment. Expanding the jail would create the need for extended hours of operation.

Other Observations

A few concerns were noted in the tour and review of the Overton County Jail:

The visitation and kitchen locations provide a compromise of security. The route to visitation is circuitous, requiring visitors to enter through the court entrance, then waiting and being processed in the court, and finally escorted into the secure perimeter of the jail. Visitors for the female population must then be escorted to the upper level. The visitors must be more thoroughly searched because they are entering the secure perimeter. They have a greater opportunity to bring contraband into the jail and leave it behind. This process is very staff intensive. The kitchen is located outside the secure perimeter. Since inmate workers work in the kitchen, they have an increased opportunity to access contraband and to then bring that contraband back into the secure perimeter when they return to their housing area.

The physical plant provides little space for programs off the housing unit. Combining multiple classifications in the same housing pod as is the practice in the main male housing pod, increases the difficulty of delivering programs to address specific inmate needs. With the current layout and limitations of the locking system it is difficult to provide equal access to outdoor recreation for the female population.

Site constraints due to layout, adjacent structures, current site uses and topography will require careful planning to accommodate expansion. Developing appropriate access and circulation paths for use by inmates, staff, and the public may also be challenging. Core facilities including laundry, visitation and programs may require additional space.

ATTACHMENT B: HISTORICAL JAIL OCCUPANCY DATA

Jail Month Summaries, January 1989 – December 2009

Month/Yr	Discretionary Inmates			Non-Discretionary Inmates				Total Jail Pop.	Rated Capacity
	TDOC Backup	Local Felons	Others	Other Conv. Felons	Conv. Misd.	Pretrial Felony	Pretrial Misd.		
Jan-89	0	3	0	0	8	18	2	31	25
Feb-89	4	3	0	0	7	7	3	24	25
Mar-89	4	2	0	0	11	14	0	31	25
Apr-89	3	2	0	0	6	15	0	26	25
May-89	1	2	0	0	3	11	6	23	25
Jun-89	2	3	0	0	8	12	3	28	25
Jul-89	2	1	0	0	9	12	4	28	25
Aug-89	3	1	0	0	4	15	8	31	25
Sep-89	4	1	0	0	7	14	6	32	25
Oct-89	3	1	7	2	13	3	3	32	25
Nov-89	5	1	0	2	9	6	1	24	25
Dec-89	2	4	0	1	6	5	3	21	25
Jan-90	2	2	0	2	5	9	1	21	25
Feb-90	7	3	0	5	3	18	2	38	25
Mar-90	4	6	0	5	7	10	0	32	25
Apr-90	4	6	0	4	3	13	1	31	25
May-90	2	9	0	4	4	7	1	27	25
Jun-90	3	6	0	7	3	7	1	27	25
Jul-90	2	6	0	4	3	7	3	25	25
Aug-90	4	6	0	3	6	8	5	32	25
Sep-90	2	4	0	3	4	9	0	22	25
Oct-90	4	3	0	3	5	5	0	20	25
Nov-90	3	3	0	5	0	1	2	14	25
Dec-90	2	1	0	5	3	3	7	21	25
Jan-91	1	1	0	7	2	16	3	30	25
Feb-91	6	0	0	6	6	10	0	28	25
Mar-91	6	0	0	5	4	8	3	26	25
Apr-91	1	4	0	2	3	3	3	16	25
May-91	1	4	0	0	5	6	3	19	25
Jun-91	1	2	0	0	10	5	0	18	25
Jul-91	6	8	0	0	3	1	0	18	25
Aug-91	2	3	0	1	8	6	5	25	25
Sep-91	1	2	0	1	9	6	1	20	25
Oct-91	2	3	0	1	6	5	1	18	25
Nov-91	1	7	0	2	7	1	0	18	25
Dec-91	1	6	0	2	9	2	2	22	25
Feb-92	3	4	0	4	6	2	5	24	25
Mar-92	1	3	0	4	0	3	2	13	25
Apr-92	0	4	0	3	1	5	3	16	25
May-92	4	2	0	0	9	5	0	20	25
Jun-92	3	0	0	2	3	5	2	15	25

Month/Yr	Discretionary Inmates			Non-Discretionary Inmates				Total Jail Pop.	Rated Capacity
	TDOC Backup	Local Felons	Others	Other Conv. Felons	Conv. Misd.	Pretrial Felony	Pretrial Misd.		
Jul-92	6	0	0	2	9	3	0	20	25
Aug-92	7	3	0	4	6	5	0	25	25
Sep-92	9	3	0	2	5	5	0	24	25
Oct-92	9	3	0	1	2	8	1	24	25
Nov-92	9	3	1	1	4	5	4	27	25
Dec-92	9	2	0	1	3	2	1	18	25
Jan-93	7	3	0	1	5	5	0	21	25
Feb-93	8	2	1	1	2	7	0	21	25
Mar-93	7	2	0	0	2	7	1	19	25
Apr-93	6	3	0	1	0	4	4	18	25
May-93	8	2	0	1	0	4	6	21	25
Jun-93	6	3	0	0	3	2	0	14	25
Jul-93	6	4	0	0	5	6	5	26	25
Aug-93	4	1	0	0	1	5	4	15	25
Sep-93	3	2	1	1	4	4	2	17	25
Oct-93	1	2	0	4	2	5	3	17	25
Nov-93	3	0	0	0	6	8	0	17	25
Dec-93	2	4	1	3	1	7	0	18	25
Jan-94	2	2	0	3	5	10	2	24	25
Feb-94	5	3	0	1	5	6	0	20	25
Mar-94	2	3	0	0	5	6	1	17	25
Apr-94	2	4	0	0	2	3	1	12	25
May-94	1	3	0	0	1	4	3	12	25
Jun-94	1	1	0	2	2	1	2	9	25
Jul-94	1	6	0	0	4	5	0	16	25
Aug-94	3	7	0	3	2	7	0	22	25
Sep-94	4	6	0	2	3	4	1	20	25
Oct-94	4	4	0	2	7	8	1	26	25
Nov-94	4	4	0	4	23	0	0	35	25
Dec-94	3	1	0	1	15	4	7	31	25
Jan-95	5	1	0	0	12	4	8	30	25
Feb-95	4	0	0	1	13	4	0	22	25
Mar-95	2	0	0	0	10	8	0	20	25
Apr-95	5	0	0	1	8	4	3	21	25
May-95	5	2	0	0	8	6	9	30	25
Jun-95	3	3	0	2	13	4	4	29	25
Jul-95	3	3	2	0	12	4	9	33	26
Aug-95	2	1	0	0	5	4	5	17	20
Sep-95	0	2	0	0	3	5	8	18	20
Oct-95	1	3	0	3	4	3	10	24	20
Nov-95	0	3	0	3	6	2	6	20	20
Dec-95	0	3	0	0	6	3	8	20	20
Jan-96	2	0	0	0	6	5	7	20	20
Feb-96	0	2	0	0	7	1	7	17	20
Mar-96	0	3	0	0	10	11	0	24	20

Month/Yr	Discretionary Inmates			Non-Discretionary Inmates				Total Jail Pop.	Rated Capacity
	TDOC Backup	Local Felons	Others	Other Conv. Felons	Conv. Misd.	Pretrial Felony	Pretrial Misd.		
Apr-96	2	5	0	0	17	4	3	31	20
May-96	2	3	0	0	14	5	7	31	20
Jun-96	2	7	0	0	13	6	4	32	20
Jul-96	1	2	0	0	7	8	2	20	20
Aug-96	2	1	0	0	13	9	0	25	20
Sep-96	0	4	0	0	11	8	2	25	20
Oct-96	3	3	0	1	3	7	8	25	20
Nov-96	2	3	0	0	3	8	3	19	20
Dec-96	2	4	0	0	6	8	2	22	20
Jan-97	1	4	0	1	6	6	4	22	20
Feb-97	1	5	0	1	5	7	6	25	20
Mar-97	1	1	0	0	3	6	3	14	20
Apr-97	2	0	0	0	6	6	6	20	20
May-97	3	0	0	0	5	3	5	16	20
Jun-97	4	0	0	1	8	8	0	21	20
Jul-97	3	1	0	0	4	8	5	21	20
Aug-97	3	0	0	0	4	12	3	22	20
Sep-97	5	2	0	0	3	10	2	22	20
Oct-97	4	1	0	2	3	7	3	20	20
Nov-97	1	5	0	0	9	4	8	27	20
Dec-97	2	4	0	1	3	3	9	22	20
Jan-98	1	3	0	2	4	5	8	23	20
Feb-98	1	3	0	1	10	4	14	33	20
Mar-98	1	2	0	1	9	10	4	27	20
Apr-98	2	3	0	0	7	7	13	32	20
May-98	4	0	0	0	7	7	14	32	20
Jun-98	6	0	0	2	7	3	11	29	20
Jul-98	7	2	0	0	6	8	8	31	20
Aug-98	6	2	0	4	4	8	8	32	20
Sep-98	4	3	0	4	2	4	6	23	20
Oct-98	7	0	0	0	1	5	19	32	20
Nov-98	4	4	0	1	0	3	8	20	20
Dec-98	6	2	0	0	0	2	13	23	20
Jan-99	3	4	0	1	0	7	6	21	20
Feb-99	1	2	0	0	3	12	3	21	20
Mar-99	1	2	0	0	3	13	4	23	20
Apr-99	1	3	0	0	1	14	6	25	20
May-99	1	2	0	0	3	11	10	27	20
Jun-99	2	1	0	4	4	9	3	23	20
Jul-99	3	1	0	0	3	7	7	21	20
Aug-99	2	3	0	1	1	5	5	17	20
Sep-99	4	0	0	1	1	8	3	19	20
Oct-99	2	3	0	2	1	10	9	27	20
Nov-1999	4	3	1	1	1	5	7	22	20
Dec-1999	5	3	0	0	0	7	6	21	20

Month/Yr	Discretionary Inmates			Non-Discretionary Inmates				Total Jail Pop.	Rated Capacity
	TDOC Backup	Local Felons	Others	Other Conv. Felons	Conv. Misd.	Pretrial Felony	Pretrial Misd.		
Jan-2000	1	3	0	1	1	5	10	21	20
Feb-2000	1	3	0	0	1	9	13	27	20
Mar-2000	2	4	0	0	1	5	7	19	20
Apr-2000	2	3	0	0	1	7	12	25	20
May-2000	7	3	0	0	2	7	15	34	20
Jun-2000	8	4	0	0	2	5	6	25	20
Jul-2000	5	3	0	0	2	9	3	22	20
Aug-2000	5	2	0	0	2	11	7	27	20
Sept-2000	3	5	0	0	1	8	6	23	20
Oct-2000	6	3	0	0	1	5	15	30	20
Nov-2000	5	3	0	3	1	0	13	25	20
Dec-2000	5	3	0	0	2	3	9	22	20
Jan-2001	3	3	0	0	2	8	8	24	20
Feb-2001	6	3	0	0	0	7	5	21	20
Mar-2001	10	0	0	0	3	8	9	30	20
Apr-2001	7	2	0	2	2	12	8	33	20
May-2001	2	7	0	0	1	15	10	35	20
Jun-2001	1	7	0	1	3	20	10	42	20
Jul-2001	2	13	0	8	9	4	5	41	20
Aug-2001	3	25	0	4	2	0	14	48	20
Sept-2001	17	12	7	3	13	16	35	103	20
Oct-2001	14	22	0	3	18	21	25	103	20
Nov-2001	6	15	7	5	19	22	28	102	20
Dec-2001	6	12	6	4	12	17	12	69	20
Jan-2002	12	15	2	3	9	22	17	80	20
Feb-2002	2	43	10	15	10	15	8	103	20
Mar-2002	8	52	14	4	12	9	4	103	20
Apr-2002	7	57	4	10	3	13	9	103	20
May-2002	7	57	4	10	3	13	9	103	20
Jun-2002	6	60	5	16	6	8	13	114	143
Jul-2002	47	17	5	15	4	10	13	111	143
Aug-2002	7	62	1	12	3	8	16	109	143
Sept-2002	14	60	4	13	7	5	23	126	143
Oct-2002	7	57	16	7	6	6	23	122	143
Nov-2002	0	14	1	71	2	5	20	113	143
Dec-2002	55	14	0	17	4	12	22	124	143
Jan-2003	0	15	0	72	5	9	22	123	143
Feb-2003	61	25	0	0	5	8	14	113	143
Mar-2003	60	10	2	13	4	12	13	114	143
Apr-2003	58	7	7	17	7	8	16	120	143
May-2003	57	6	6	14	5	15	14	117	143
Jun-2003	77	6	5	0	6	15	16	125	143
Jul-2003	53	7	0	24	3	12	17	116	143
Aug-2003	54	8	0	24	2	13	12	113	143
Sept-2003	3	62	1	15	1	8	13	103	143

Month/Yr	Discretionary Inmates			Non-Discretionary Inmates				Total Jail Pop.	Rated Capacity
	TDOC Backup	Local Felons	Others	Other Conv. Felons	Conv. Misd.	Pretrial Felony	Pretrial Misd.		
Oct-2003	4	60	4	13	0	10	15	106	143
Nov-2003	7	63	7	12	2	11	20	122	143
Dec-2003	12	60	5	6	1	5	15	104	143
Jan-2004	14	58	0	8	4	10	22	116	143
Feb-2004	8	62	3	6	1	12	19	111	143
Mar-2004	12	71	0	5	5	19	14	126	143
Apr-2004	10	67	0	4	4	21	13	119	143
May-2004	0	79	0	19	4	14	11	127	143
Jun-2004	0	73	1	11	3	22	9	119	143
Jul-2004	0	83	0	0	3	14	14	114	143
Aug-2004	67	6	0	12	5	21	14	125	143
Sept-2004	77	5	0	0	6	13	11	112	143
Oct-2004	70	8	0	0	3	13	17	111	143
Nov-2004	81	6	0	0	9	16	10	122	143
Dec-2004	70	4	0	1	12	12	12	111	143
Jan-05	70	4	0	1	12	12	12	111	143
Feb-2005	65	3	0	0	12	15	6	101	143
Mar-2005	64	6	0	0	18	15	11	114	143
Apr-2005	59	6	0	0	19	17	12	113	143
May-2005	57	7	1	0	20	17	4	106	143
Jun-2005	59	4	0	0	13	21	7	104	143
Jul-2005	55	5	0	17	11	17	6	111	143
Aug-2005	54	10	0	0	16	20	8	108	143
Sept-2005	54	7	0	0	17	26	17	121	143
Oct-2005	60	8	0	0	16	19	21	124	143
Nov-2005	58	8	0	0	17	15	13	111	143
Dec-2005	49	6	0	0	15	20	7	97	143
Jan-2006	49	8	0	0	13	17	9	96	143
Feb-2006	47	8	0	0	15	18	12	100	143
Mar-2006	47	4	0	0	15	13	18	97	143
Apr-2006	44	5	1	0	14	17	13	94	143
May-2006	44	2	0	0	14	19	13	92	143
Jun-2006	34	2	1	0	14	24	20	95	143
Jul-2006	29	3	0	0	14	18	14	78	143
Aug-2006	25	2	0	0	23	12	11	73	143
Sept-2006	48	10	0	0	12	13	2	85	143
Oct-2006	62	8	0	1	13	24	18	126	143
Nov-2006	59	6	0	2	16	24	8	115	143
Dec-2006	57	5	0	2	17	26	11	118	143
Jan-2007	62	11	0	2	16	20	11	122	143
Feb-2007	67	6	0	2	17	25	9	126	143
Feb-2007	67	6	0	2	17	25	9	126	143
Mar-2007	72	9	0	2	20	20	10	133	143
Apr-2007	62	6	0	2	22	29	18	139	143
May-2007	61	4	0	1	24	30	11	131	143

Month/Yr	Discretionary Inmates			Non-Discretionary Inmates				Total Jail Pop.	Rated Capacity
	TDOC Backup	Local Felons	Others	Other Conv. Felons	Conv. Misd.	Pretrial Felony	Pretrial Misd.		
Jun-2007	62	4	0	1	32	29	8	136	143
Jul-07	61	5	0	2	32	33	8	141	143
Aug-2007	63	6	0	3	37	32	18	159	143
Sept-2007	63	2	0	8	35	38	13	159	143
Oct-2007	56	2	0	8	36	43	12	157	143
Nov-2007	52	2	0	7	37	46	8	152	143
Dec-2007	49	0	0	6	25	34	15	129	143
Jan-2008	0	53	0	4	29	24	6	116	143
Feb-2008	0	66	0	6	36	24	12	144	143
Mar-2008	57	0	0	8	36	34	6	141	143
Apr-2008	0	63	0	9	17	34	34	157	143
May-2008	65	8	0	0	23	33	13	142	143
Jun-2008	54	0	0	10	21	45	22	152	143
Jul-2008	66	8	0	0	18	48	15	155	143
Aug-2008	70	7	0	0	16	39	21	153	143
Sept-2008	69	13	0	0	20	24	21	147	143
Oct-2008	69	13	0	0	20	24	21	147	143
Nov-2008	56	7	0	0	24	21	12	120	143
Dec-2008	54	5	0	0	21	29	10	119	143
Jan-2009	59	9	0	0	18	34	24	144	143
Feb-2009	66	11	0	0	20	31	11	139	143
Mar-2009	61	13	0	0	19	21	14	128	143
Apr-2009	54	10	0	0	19	23	14	120	143
May-2009	58	8	0	0	28	25	25	144	143
Jun-2009	51	5	1	0	17	30	28	132	143
Jul-09	57	4	0	0	19	26	44	150	143
Aug-2009	60	1	0	0	24	23	41	149	143
Sept-2009	57	0	0	0	28	20	38	143	143
Oct-2009	58	3	0	0	29	23	31	144	143
Nov-2009	61	0	0	2	23	29	42	157	143
Dec-2009	58	0	0	0	23	24	37	142	143

Source: Monthly Jail Summaries provided by the Tennessee Department of Corrections. Comprised of a one-day snapshot on the last day of each month.

Months for which the figures are highlighted in yellow were missing from the dataset. Figures for the previous month were used.

ATTACHMENT C: INMATE CHARACTERISTICS

The following tables and graphs were generated by the analysis of 13,831 inmate admissions to the Overton County Jail. This represents all non-discretionary inmates admitted to the jail between July 1, 2001 and June 30, 2009.

This material represents the first round of data analysis. It will be expanded based on meetings with county officials and criminal justice system stakeholders.

Admissions and Releases, July 2001 - June 2009

Data	FY 02	FY 03	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	All Years
Admits	1716	1488	1268	1366	1294	1886	1775	1757	12550
Total Det Days	13,866	21,178	11,910	14,883	26,976	19,338	20,872	19,261	148,284
ALOS	8.1	14.2	9.4	10.9	20.8	10.3	11.8	11.0	11.8

Gender, July 2001 - June 2009

Gender		FY 02	FY 03	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	All Years
Male	Admits	1292	1103	923	1004	906	1384	1273	1302	9187
	% Admits	74.9%	74.1%	72.7%	73.5%	70.0%	73.4%	71.8%	74.0%	72.9%
	Total Det Days	10918	15924	8954	11987	19616	14822	14918	15598	112737
	% Det Days	78.7%	75.2%	75.2%	80.5%	72.7%	76.6%	71.5%	81.0%	76.0%
Female	Admits	424	383	345	362	388	502	502	453	3359
	% Admits	25.1%	25.8%	27.3%	26.5%	30.0%	26.6%	28.2%	25.8%	27.1%
	Total Det Days	2948	5254	2956	2896	7360	4516	5954	3663	35547
	% Det Days	21.3%	24.8%	24.8%	19.5%	27.3%	23.4%	28.5%	19.0%	24.0%
Average Length of Stay										
Male	ALOS	8.5	14.4	9.7	11.9	21.7	10.7	11.7	12.0	12.3
Female	ALOS	7.0	13.7	8.6	8.0	19.0	9.0	11.9	8.1	10.6

Length of Stay, July 2001 - June 2009

	FY 02 Percent		FY 03 Percent		FY 04 Percent		FY 05 Percent		
Length of Stay	Admits	**D Days**	Admits	**D Days**	Admits	**D Days**	Admits	**D Days**	
A. Less Than 1	43.8%	**0.0%**	44.1%	**0.0%**	45.5%	**0.0%**	39.9%	**0.0%**	
B. 1 Day	16.8%	**2.1%**	17.9%	**1.3%**	17.6%	**1.9%**	17.7%	**1.6%**	
C. 2 Days	14.0%	**3.4%**	10.6%	**1.5%**	11.8%	**2.5%**	18.4%	**3.3%**	
D. 3 Days	4.1%	**1.6%**	3.1%	**0.7%**	2.2%	**0.7%**	2.6%	**0.7%**	
E. 4-5 Days	5.4%	**3.1%**	4.3%	**1.3%**	5.1%	**2.4%**	4.1%	**1.7%**	
F. 6-10 Days	6.3%	**5.9%**	7.0%	**3.5%**	6.5%	**5.1%**	5.6%	**3.8%**	
G. 11-30 Days	3.9%	**8.2%**	4.4%	**6.0%**	4.0%	**8.2%**	3.9%	**6.8%**	
H. 31-60 Days	2.4%	**14.5%**	3.1%	**10.4%**	2.9%	**14.9%**	3.0%	**12.8%**	
I. 61-90 Days	1.8%	**18.2%**	1.8%	**10.3%**	1.7%	**14.2%**	1.9%	**13.3%**	
J. 91-120 Days	0.7%	**9.1%**	0.9%	**6.7%**	0.8%	**9.6%**	1.1%	**11.3%**	
K. 121-150 Days	0.3%	**7.1%**	0.9%	**9.3%**	0.5%	**9.0%**	0.6%	**7.9%**	
L. 151-180 Days	0.2%	**3.8%**	0.8%	**11.4%**	0.6%	**11.4%**	0.2%	**3.5%**	
M. 181-210 Days	0.0%	**0.0%**	0.3%	**4.6%**	0.5%	**11.5%**	0.2%	**5.0%**	
N. 211-240 Days	0.2%	**4.7%**	0.2%	**4.2%**	0.1%	**2.0%**	0.1%	**3.1%**	
O. 241-270 Days	0.0%	**1.9%**	0.2%	**3.6%**	0.1%	**4.3%**	0.2%	**5.2%**	
P. 271-300 Days	0.0%	**0.0%**	0.0%	**1.3%**	0.1%	**2.3%**	0.1%	**1.8%**	
Q. 301-330 Days	0.0%	**0.0%**	0.0%	**1.5%**	0.0%	**0.0%**	0.0%	**0.0%**	
R. 331-365 Days	0.0%	**2.6%**	0.2%	**6.6%**	0.0%	**0.0%**	0.1%	**4.9%**	
S. 366-545 Days	0.0%	**3.2%**	0.3%	**15.9%**	0.0%	**0.0%**	0.2%	**13.1%**	
T. Over 545	0.1%	**10.5%**	0.0%	**0.0%**	0.0%	**0.0%**	0.0%	**0.0%**	

	FY 06 Percent		FY 07 Percent		FY 08 Percent		FY 09 Percent		All Years %	
Length of Stay	Admits	**D Days**	Admits	**D Days**	Admits	**D Days**	Admits	**D Days**	**Admits**	**D Days**
A. Less Than 1	38.7%	**0.0%**	47.8%	**0.0%**	51.2%	**0.0%**	50.6%	**0.0%**	**46.9%**	**0.0%**
B. 1 Day	19.0%	**0.9%**	15.6%	**1.5%**	15.4%	**1.3%**	14.8%	**1.4%**	**16.3%**	**1.4%**
C. 2 Days	12.7%	**1.2%**	14.2%	**2.8%**	11.2%	**1.9%**	11.3%	**2.1%**	**12.8%**	**2.2%**
D. 3 Days	3.8%	**0.5%**	2.3%	**0.7%**	2.0%	**0.5%**	2.5%	**0.7%**	**2.6%**	**0.7%**
E. 4-5 Days	4.8%	**1.0%**	4.1%	**1.8%**	3.3%	**1.2%**	4.2%	**1.6%**	**4.2%**	**1.6%**
F. 6-10 Days	5.9%	**2.1%**	5.9%	**4.4%**	4.8%	**3.0%**	5.4%	**3.6%**	**5.6%**	**3.7%**
G. 11-30 Days	4.4%	**4.1%**	3.8%	**7.1%**	4.4%	**7.3%**	3.7%	**6.5%**	**4.0%**	**6.5%**
H. 31-60 Days	2.2%	**4.6%**	2.4%	**10.7%**	2.3%	**9.4%**	2.8%	**12.0%**	**2.6%**	**10.4%**
I. 61-90 Days	2.0%	**7.4%**	1.1%	**8.7%**	1.5%	**10.4%**	1.5%	**11.1%**	**1.6%**	**11.0%**
J. 91-120 Days	1.6%	**8.4%**	0.7%	**7.8%**	1.2%	**10.9%**	1.1%	**11.5%**	**1.1%**	**9.3%**
K. 121-150 Days	1.0%	**7.1%**	0.4%	**5.8%**	0.5%	**5.9%**	0.4%	**5.0%**	**0.5%**	**7.1%**
L. 151-180 Days	1.0%	**8.7%**	0.6%	**10.4%**	0.5%	**7.3%**	0.5%	**8.0%**	**0.5%**	**8.2%**
M. 181-210 Days	0.4%	**3.6%**	0.2%	**4.0%**	0.6%	**11.0%**	0.5%	**9.1%**	**0.4%**	**6.0%**
N. 211-240 Days	0.5%	**5.8%**	0.4%	**10.7%**	0.4%	**8.8%**	0.3%	**6.0%**	**0.3%**	**6.0%**
O. 241-270 Days	0.4%	**5.8%**	0.1%	**2.7%**	0.4%	**8.5%**	0.3%	**6.6%**	**0.2%**	**5.0%**
P. 271-300 Days	0.1%	**1.0%**	0.1%	**4.4%**	0.1%	**4.2%**	0.1%	**1.5%**	**0.1%**	**2.1%**
Q. 301-330 Days	0.3%	**5.9%**	0.1%	**3.2%**	0.1%	**1.5%**	0.0%	**1.6%**	**0.1%**	**2.1%**
R. 331-365 Days	0.5%	**9.2%**	0.0%	**1.9%**	0.2%	**6.8%**	0.1%	**1.7%**	**0.1%**	**4.8%**
S. 366-545 Days	0.4%	**9.3%**	0.1%	**6.9%**	0.0%	**0.0%**	0.0%	**2.7%**	**0.1%**	**6.8%**
T. Over 545	0.3%	**13.5%**	0.0%	**4.5%**	0.0%	**0.0%**	0.1%	**7.4%**	**0.1%**	**5.0%**

FY 09 Admissions and Detention Days

Length of Stay	Admissions			Detention Days		
	Percent Admits	Percent of Inmates Released	Percent of Inmates Remaining	Percent Detention Days	Detention Days Used	Detention Days Left
A. Less Than 1 Day	50.6%	50.6%	49.4%	0.0%	0.0%	100.0%
B. 1 Day	14.8%	65.4%	34.6%	1.4%	1.4%	98.6%
C. 2 Days	11.3%	76.7%	23.3%	2.1%	3.4%	96.6%
D. 3 Days	2.5%	79.2%	20.8%	0.7%	4.1%	95.9%
E. 4-5 Days	4.2%	83.4%	16.6%	1.6%	5.7%	94.3%
F. 6-10 Days	5.4%	88.8%	11.2%	3.6%	9.3%	90.7%
G. 11-30 Days	3.7%	92.4%	7.6%	6.5%	15.8%	84.2%
H. 31-60 Days	2.8%	95.2%	4.8%	12.0%	27.8%	72.2%
I. 61-90 Days	1.5%	96.7%	3.3%	11.1%	38.9%	61.1%
J. 91-120 Days	1.1%	97.9%	2.1%	11.5%	50.4%	49.6%
K. 121-150 Days	0.4%	98.2%	1.8%	5.0%	55.4%	44.6%
L. 151-180 Days	0.5%	98.7%	1.3%	8.0%	63.3%	36.7%
M. 181-210 Days	0.5%	99.2%	0.8%	9.1%	72.4%	27.6%
N. 211-240 Days	0.3%	99.5%	0.5%	6.0%	78.5%	21.5%
O. 241-270 Days	0.3%	99.7%	0.3%	6.6%	85.1%	14.9%
P. 271-300 Days	0.1%	99.8%	0.2%	1.5%	86.6%	13.4%
Q. 301-330 Days	0.0%	99.8%	0.2%	1.6%	88.1%	11.9%
R. 331-365 Days	0.1%	99.9%	0.1%	1.7%	89.9%	10.1%
S. 366-545 Days	0.0%	99.9%	0.1%	2.7%	92.6%	7.4%
T. Over 545 Days	0.1%	100.0%	0.0%	7.4%	100.0%	0.0%

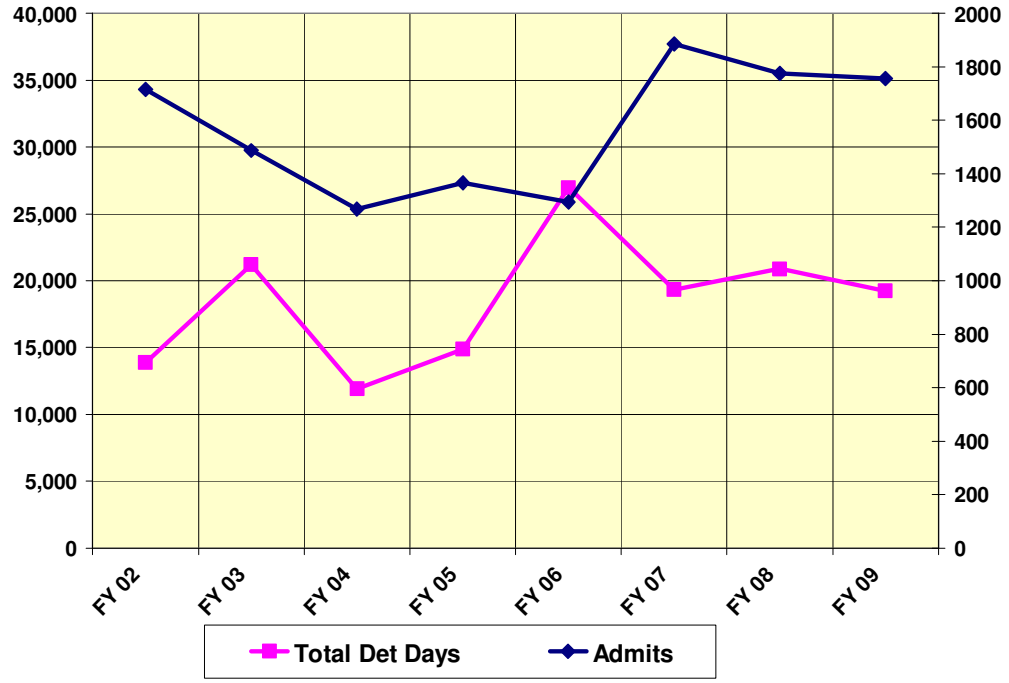
Admits and Detention Days

	FY 02		FY 03		FY 04		FY 05		FY 06		FY 07		FY 08		FY 09		Grand Total	
Length of Stay	Admits: Percent of Total	Det Days: Percent of Total	Admits: Percent of Total	Det Days: Percent of Total	Admits: Percent of Total	Det Days: Percent of Total	Admits: Percent of Total	Det Days: Percent of Total	Admits: Percent of Total	Det Days: Percent of Total	Admits: Percent of Total	Det Days: Percent of Total	Admits: Percent of Total	Det Days: Percent of Total	Admits: Percent of Total	Det Days: Percent of Total	Admits: Percent of Total	Det Days: Percent of Total
A. Less Than 1 Day	43.8%	0.0%	44.1%	0.0%	45.5%	0.0%	39.9%	0.0%	38.7%	0.0%	47.8%	0.0%	51.2%	0.0%	50.6%	0.0%	46.9%	0.0%
B. 1 Day	16.8%	2.1%	17.9%	1.3%	17.6%	1.9%	17.7%	1.6%	19.0%	0.9%	15.6%	1.5%	15.4%	1.3%	14.8%	1.4%	16.3%	1.4%
C. 2 Days	14.0%	3.4%	10.6%	1.5%	11.8%	2.5%	18.4%	3.3%	12.7%	1.2%	14.2%	2.8%	11.2%	1.9%	11.3%	2.1%	12.8%	2.2%
D. 3 Days	4.1%	1.6%	3.1%	0.7%	2.2%	0.7%	2.6%	0.7%	3.8%	0.5%	2.3%	0.7%	2.0%	0.5%	2.5%	0.7%	2.6%	0.7%
E. 4-5 Days	5.4%	3.1%	4.3%	1.3%	5.1%	2.4%	4.1%	1.7%	4.8%	1.0%	4.1%	1.8%	3.3%	1.2%	4.2%	1.6%	4.2%	1.6%
F. 6-10 Days	6.3%	5.9%	7.0%	3.5%	6.5%	5.1%	5.6%	3.8%	5.9%	2.1%	5.9%	4.4%	4.8%	3.0%	5.4%	3.6%	5.6%	3.7%
G. 11-30 Days	3.9%	8.2%	4.4%	6.0%	4.0%	8.2%	3.9%	6.8%	4.4%	4.1%	3.8%	7.1%	4.4%	7.3%	3.7%	6.5%	4.0%	6.5%
H. 31-60 Days	2.4%	14.5%	3.1%	10.4%	2.9%	14.9%	3.0%	12.8%	2.2%	4.6%	2.4%	10.7%	2.3%	9.4%	2.8%	12.0%	2.6%	10.4%
I. 61-90 Days	1.8%	18.2%	1.8%	10.3%	1.7%	14.2%	1.9%	13.3%	2.0%	7.4%	1.1%	8.7%	1.5%	10.4%	1.5%	11.1%	1.6%	11.0%
J. 91-120 Days	0.7%	9.1%	0.9%	6.7%	0.8%	9.6%	1.1%	11.3%	1.6%	8.4%	0.7%	7.8%	1.2%	10.9%	1.1%	11.5%	1.1%	9.3%
K. 121-150 Days	0.3%	7.1%	0.9%	9.3%	0.5%	9.0%	0.6%	7.9%	1.0%	7.1%	0.4%	5.8%	0.5%	5.9%	0.4%	5.0%	0.5%	7.1%
L. 151-180 Days	0.2%	3.8%	0.8%	11.4%	0.6%	11.4%	0.2%	3.5%	1.0%	8.7%	0.6%	10.4%	0.5%	7.3%	0.5%	8.0%	0.5%	8.2%
M. 181-210 Days	0.0%	0.0%	0.3%	4.6%	0.5%	11.5%	0.2%	5.0%	0.4%	3.6%	0.2%	4.0%	0.6%	11.0%	0.5%	9.1%	0.4%	6.0%
N. 211-240 Days	0.2%	4.7%	0.2%	4.2%	0.1%	2.0%	0.1%	3.1%	0.5%	5.8%	0.4%	10.7%	0.4%	8.8%	0.3%	6.0%	0.3%	6.0%
O. 241-270 Days	0.0%	1.9%	0.2%	3.6%	0.1%	4.3%	0.2%	5.2%	0.4%	5.8%	0.1%	2.7%	0.4%	8.5%	0.3%	6.6%	0.2%	5.0%
P. 271-300 Days	0.0%	0.0%	0.0%	1.3%	0.1%	2.3%	0.1%	1.8%	0.1%	1.0%	0.1%	4.4%	0.1%	4.2%	0.1%	1.5%	0.1%	2.1%
Q. 301-330 Days	0.0%	0.0%	0.0%	1.5%	0.0%	0.0%	0.0%	0.0%	0.3%	5.9%	0.1%	3.2%	0.1%	1.5%	0.0%	1.6%	0.1%	2.1%
R. 331-365 Days	0.0%	2.6%	0.2%	6.6%	0.0%	0.0%	0.1%	4.9%	0.5%	9.2%	0.0%	1.9%	0.2%	6.8%	0.1%	1.7%	0.1%	4.8%
S. 366-545 Days	0.0%	3.2%	0.3%	15.9%	0.0%	0.0%	0.2%	13.1%	0.4%	9.3%	0.1%	6.9%	0.0%	0.0%	0.0%	2.7%	0.1%	6.8%
T. Over 545 Days	0.1%	10.5%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.3%	13.5%	0.0%	4.5%	0.0%	0.0%	0.1%	7.4%	0.1%	5.0%

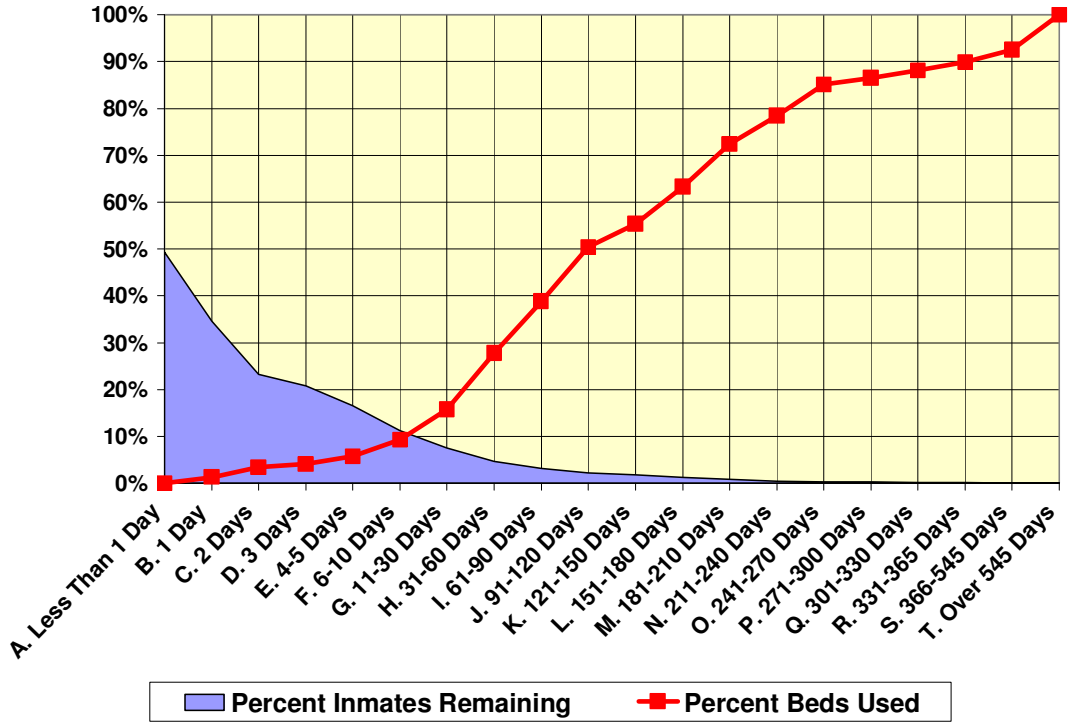
Percent Detention Days FY 02 – FY 09

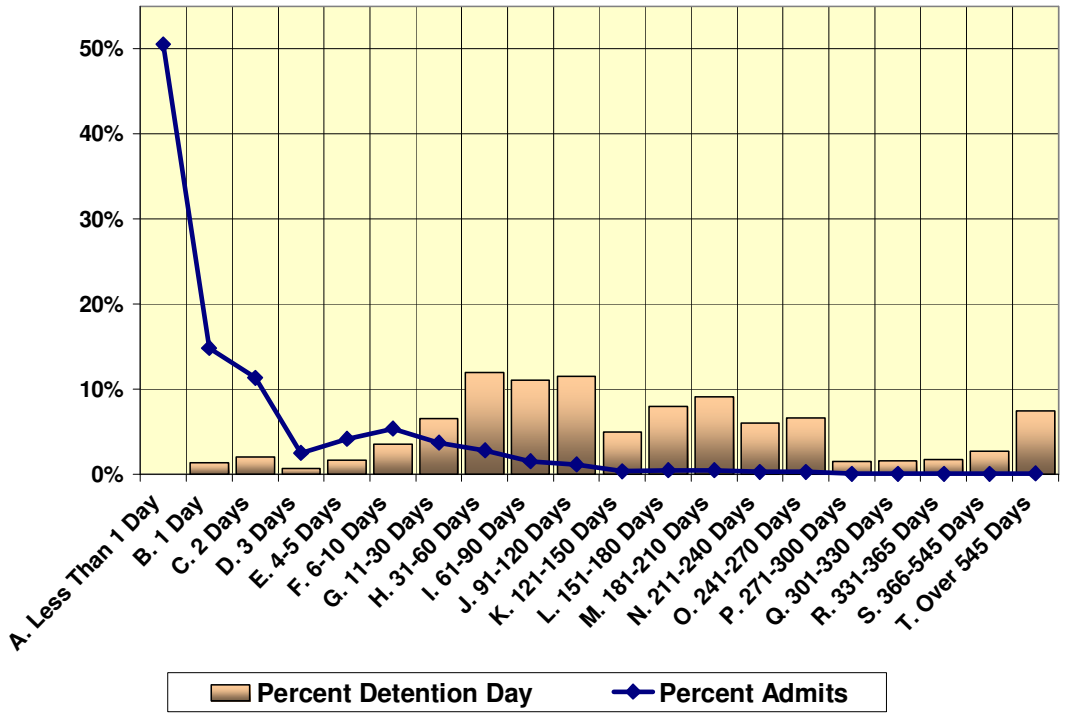
Length of Stay	FY 02	FY 03	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	All Years
A. Less Than 1 Day	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
B. 1 Day	2.1%	1.3%	1.9%	1.6%	0.9%	1.5%	1.3%	1.4%	1.4%
C. 2 Days	3.4%	1.5%	2.5%	3.3%	1.2%	2.8%	1.9%	2.1%	2.2%
D. 3 Days	1.6%	0.7%	0.7%	0.7%	0.5%	0.7%	0.5%	0.7%	0.7%
E. 4-5 Days	3.1%	1.3%	2.4%	1.7%	1.0%	1.8%	1.2%	1.6%	1.6%
F. 6-10 Days	5.9%	3.5%	5.1%	3.8%	2.1%	4.4%	3.0%	3.6%	3.7%
G. 11-30 Days	8.2%	6.0%	8.2%	6.8%	4.1%	7.1%	7.3%	6.5%	6.5%
H. 31-60 Days	14.5%	10.4%	14.9%	12.8%	4.6%	10.7%	9.4%	12.0%	10.4%
I. 61-90 Days	18.2%	10.3%	14.2%	13.3%	7.4%	8.7%	10.4%	11.1%	11.0%
J. 91-120 Days	9.1%	6.7%	9.6%	11.3%	8.4%	7.8%	10.9%	11.5%	9.3%
K. 121-150 Days	7.1%	9.3%	9.0%	7.9%	7.1%	5.8%	5.9%	5.0%	7.1%
L. 151-180 Days	3.8%	11.4%	11.4%	3.5%	8.7%	10.4%	7.3%	8.0%	8.2%
M. 181-210 Days	0.0%	4.6%	11.5%	5.0%	3.6%	4.0%	11.0%	9.1%	6.0%
N. 211-240 Days	4.7%	4.2%	2.0%	3.1%	5.8%	10.7%	8.8%	6.0%	6.0%
O. 241-270 Days	1.9%	3.6%	4.3%	5.2%	5.8%	2.7%	8.5%	6.6%	5.0%
P. 271-300 Days	0.0%	1.3%	2.3%	1.8%	1.0%	4.4%	4.2%	1.5%	2.1%
Q. 301-330 Days	0.0%	1.5%	0.0%	0.0%	5.9%	3.2%	1.5%	1.6%	2.1%
R. 331-365 Days	2.6%	6.6%	0.0%	4.9%	9.2%	1.9%	6.8%	1.7%	4.8%
S. 366-545 Days	3.2%	15.9%	0.0%	13.1%	9.3%	6.9%	0.0%	2.7%	6.8%
T. Over 545 Days	10.5%	0.0%	0.0%	0.0%	13.5%	4.5%	0.0%	7.4%	5.0%

Admissions and Detention Days



Admissions and Detention Days





State of Residence

State	FY 06		FY 07		FY 08		FY 09		All Years	
	Admits	Det Days	Admits	Det Days	Admits	Det Days	Admits	Det Days	Admits	Det Days
TN	97.2%	96.9%	97.2%	96.3%	97.6%	98.9%	97.1%	96.9%	97.3%	97.3%
KY	1.5%	0.8%	1.6%	3.1%	1.5%	0.4%	1.4%	0.8%	1.4%	1.3%
GA	0.1%	1.7%	0.1%	0.0%	0.0%	0.0%	0.1%	0.2%	0.1%	0.4%
FL	0.2%	0.1%	0.1%	0.1%	0.1%	0.0%	0.2%	0.1%	0.1%	0.2%
MS	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.3%	1.7%	0.1%	0.2%
MI	0.3%	0.0%	0.1%	0.0%	0.2%	0.6%	0.0%	0.0%	0.1%	0.1%
IN	0.2%	0.4%	0.2%	0.0%	0.2%	0.0%	0.1%	0.1%	0.2%	0.1%
OH	0.1%	0.0%	0.1%	0.2%	0.1%	0.0%	0.0%	0.0%	0.1%	0.1%
AL	0.1%	0.0%	0.1%	0.0%	0.1%	0.0%	0.2%	0.0%	0.1%	0.0%
LA	0.0%	0.0%	0.1%	0.0%	0.1%	0.0%	0.1%	0.0%	0.0%	0.0%
Not Given	0.2%	0.0%	0.2%	0.2%	0.0%	0.0%	0.1%	0.1%	0.1%	0.1%

U.S. Citizen

Citizen	Data	FY 02	FY 03	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	All Years
Yes	Admits	1,708	1,476	1,263	1,308	1,265	1,827	1,741	1,685	12,273
	% Admits	**99.5%**	**99.2%**	**99.6%**	**95.7%**	**97.8%**	**96.8%**	**98.1%**	**95.9%**	**97.3%**
	Total Det Days	13,863	21,087	11,909	14,582	26,402	19,189	20,772	18,713	146,517
	% Det Days	**100.0%**	**99.6%**	**100.0%**	**98.0%**	**97.9%**	**99.2%**	**99.5%**	**97.2%**	**98.8%**
No	Admits	8	12	5	41	13	34	32	44	189
	% Admits	**0.5%**	**0.8%**	**0.4%**	**3.1%**	**1.0%**	**1.9%**	**1.8%**	**2.5%**	**1.8%**
	Total Det Days	3	91	1	139	346	43	100	496	1219
	% Det Days	**0.0%**	**0.4%**	**0.0%**	**0.9%**	**1.3%**	**0.2%**	**0.5%**	**2.6%**	**0.8%**
Not Given	Admits				17	15	25	1	13	71
	% Admits	**0.0%**	**0.0%**	**0.0%**	**1.3%**	**1.1%**	**1.3%**	**0.1%**	**0.8%**	**0.7%**
	Total Det Days				162	227	106	0	21	516
	% Det Days	**0.0%**	**0.0%**	**0.0%**	**1.1%**	**0.8%**	**0.5%**	**0.0%**	**0.1%**	**0.3%**

Country of Residence

Country	Data	FY 02	FY 03	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	All Years
USA	Admits	1705	1481	1260	1346	1290	1866	1758	1739	12445
	% Admits	**99.3%**	**99.5%**	**99.4%**	**98.5%**	**99.7%**	**98.9%**	**99.0%**	**99.0%**	**99.1%**
	Total Det Days	13858	21176	11906	14824	26970	19273	20822	19097	147926
	% Det Days	**99.9%**	**100.0%**	**100.0%**	**99.6%**	**100.0%**	**99.7%**	**99.8%**	**99.1%**	**99.8%**
MEXICO	Admits	6	4	5	16	3	5	9	8	56
	% Admits	**0.3%**	**0.3%**	**0.4%**	**1.2%**	**0.2%**	**0.3%**	**0.5%**	**0.5%**	**0.5%**
	Total Det Days	0	0	2	56	5	4	11	84	162
	% Det Days	**0.0%**	**0.0%**	**0.0%**	**0.4%**	**0.0%**	**0.0%**	**0.1%**	**0.4%**	**0.1%**
GUATEMALA	Admits		3				7	1	2	13
	% Admits	**0.0%**	**0.2%**	**0.0%**	**0.0%**	**0.0%**	**0.4%**	**0.1%**	**0.1%**	**0.1%**
	Total Det Days		2				6	0	8	16
	% Det Days	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**
PUERTO RICO	Admits						1	1	1	3
	% Admits	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.1%**	**0.1%**	**0.1%**	**0.0%**
	Total Det Days						0	0	8	8
	% Det Days	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**
HONDURAS	Admits							1	1	2
	% Admits	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.1%**	**0.1%**	**0.0%**
	Total Det Days							0	5	5
	% Det Days	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**
GERMANY	Admits	1			1					2
	% Admits	**0.0%**	**0.0%**	**0.0%**	**0.1%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**
	Total Det Days	1			2					3
	% Det Days	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**
SOUTH AMERICAN	Admits							1		1
	% Admits	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.1%**	**0.0%**	**0.0%**
	Total Det Days							1		1
	% Det Days	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**

Country	Data	FY 02	FY 03	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	All Years
EL SALVADOR	Admits						1			1
	% Admits	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.1%**	**0.0%**	**0.0%**	**0.0%**
	Total Det Days						0			0
	% Det Days	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**
INDIA	Admits				1					1
	% Admits	**0.0%**	**0.0%**	**0.0%**	**0.1%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**
	Total Det Days				0					0
	% Det Days	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**
COSTA RICA USA	Admits							1		1
	% Admits	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.1%**	**0.0%**	**0.0%**
	Total Det Days							0		0
	% Det Days	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**
CUBA	Admits								1	1
	% Admits	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.1%**	**0.0%**
	Total Det Days								0	0
	% Det Days	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**

City of Residence, Percent of Admits and Detention Days

City		FY 02	FY 03	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	All Years
LIVINGSTON	% Admits	34.8%	34.7%	37.5%	39.2%	42.5%	40.1%	40.0%	39.0%	39.3%
	% Det Days	33.0%	30.3%	30.1%	37.9%	32.3%	35.5%	43.5%	46.1%	36.3%
COOKEVILLE	% Admits	13.4%	13.8%	14.6%	14.8%	12.6%	11.6%	14.9%	14.6%	13.8%
	% Det Days	7.1%	7.7%	15.3%	12.1%	11.9%	10.0%	9.8%	14.3%	10.9%
MONROE	% Admits	5.8%	6.1%	5.0%	5.6%	5.7%	7.3%	6.5%	6.4%	6.3%
	% Det Days	3.0%	4.3%	5.3%	3.5%	6.3%	5.2%	7.0%	4.8%	5.1%
RICKMAN	% Admits	5.8%	4.7%	4.2%	4.2%	4.8%	5.4%	3.9%	3.9%	4.4%
	% Det Days	7.3%	3.6%	5.6%	5.5%	6.3%	4.2%	4.5%	3.2%	4.9%
ALLONS	% Admits	4.0%	4.2%	3.6%	5.6%	3.5%	4.0%	4.2%	4.5%	4.2%
	% Det Days	3.3%	3.2%	2.6%	2.7%	5.3%	7.5%	5.2%	2.8%	4.3%
HILHAM	% Admits	5.0%	4.1%	5.6%	5.3%	5.7%	5.7%	5.6%	4.6%	5.3%
	% Det Days	2.1%	2.8%	3.2%	4.2%	5.4%	3.1%	4.4%	4.4%	3.9%
GAINESBORO	% Admits	3.0%	2.2%	2.6%	1.7%	2.0%	2.2%	1.5%	2.0%	2.0%
	% Det Days	2.2%	1.6%	6.4%	2.7%	2.8%	4.0%	2.9%	4.1%	3.2%
JAMESTOWN	% Admits	1.5%	3.5%	2.8%	2.6%	1.4%	1.7%	1.0%	1.2%	1.7%
	% Det Days	1.0%	5.2%	9.3%	3.9%	1.3%	5.5%	0.3%	0.9%	3.1%
MONTEREY	% Admits	3.2%	3.2%	3.5%	3.3%	2.8%	3.8%	3.2%	3.5%	3.4%
	% Det Days	2.4%	3.7%	0.9%	2.0%	1.8%	2.8%	1.1%	1.0%	2.0%
SPARTA	% Admits	1.5%	1.3%	0.9%	1.1%	0.7%	0.8%	0.8%	0.6%	0.8%
	% Det Days	1.6%	3.6%	0.4%	1.1%	3.5%	1.3%	2.0%	0.5%	1.9%
CROSSVILLE	% Admits	0.9%	1.2%	1.0%	0.9%	1.1%	0.4%	0.5%	0.4%	0.7%
	% Det Days	1.2%	3.6%	2.6%	2.4%	2.1%	0.2%	1.8%	1.3%	1.9%
CRAWFORD	% Admits	2.2%	1.3%	2.1%	2.7%	2.3%	2.3%	1.8%	2.2%	2.1%
	% Det Days	1.0%	1.3%	1.9%	5.7%	1.5%	1.7%	1.1%	1.3%	1.8%
CELINA	% Admits	2.2%	2.0%	2.6%	1.7%	1.7%	2.2%	2.7%	2.6%	2.3%
	% Det Days	2.2%	3.8%	1.4%	1.3%	1.0%	1.8%	0.7%	2.4%	1.8%
BYRDSTOWN	% Admits	1.7%	1.5%	1.5%	1.4%	2.6%	2.2%	1.8%	2.9%	2.1%
	% Det Days	1.7%	2.5%	2.0%	2.3%	0.5%	2.6%	1.5%	0.9%	1.7%
MCMINNVILLE	% Admits	1.2%	0.7%	0.0%	0.0%	0.0%	0.0%	0.1%	0.1%	0.1%
	% Det Days	6.4%	5.2%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	1.3%
ALPINE	% Admits	0.7%	1.4%	1.8%	1.4%	2.3%	2.0%	1.8%	0.9%	1.6%
	% Det Days	0.6%	0.2%	0.8%	0.3%	1.6%	1.9%	1.6%	0.7%	1.0%
MURFREES-BORO	% Admits	0.2%	0.1%	0.0%	0.0%	0.1%	0.2%	0.1%	0.1%	0.1%
	% Det Days	0.8%	0.0%	0.0%	0.0%	5.1%	0.1%	0.1%	0.0%	1.0%
ALGOOD	% Admits	0.9%	0.8%	0.7%	0.3%	0.5%	0.5%	0.8%	0.6%	0.6%
	% Det Days	1.0%	0.8%	0.1%	0.0%	0.8%	0.1%	2.0%	0.2%	0.7%
WILDER	% Admits	0.6%	0.2%	0.6%	0.3%	1.0%	0.4%	0.3%	0.3%	0.4%
	% Det Days	1.2%	0.7%	1.6%	0.0%	0.1%	1.1%	0.7%	0.0%	0.6%
SMITHVILLE	% Admits	0.2%	0.1%	0.1%	0.1%	0.0%	0.2%	0.1%	0.1%	0.1%
	% Det Days	4.2%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	1.0%	0.5%

City of Residence, Unabridged

City	Data	FY 02	FY 03	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	All Years
LIVINGSTON	Admits	598	515	477	533	550	756	711	686	4826
	% Admits	**34.8%**	**34.7%**	**37.5%**	**39.2%**	**42.5%**	**40.1%**	**40.0%**	**39.0%**	**39.3%**
	Total Det Days	4581	6425	3588	5640	8700	6862	9078	8884	53758
	% Det Days	**33.0%**	**30.3%**	**30.1%**	**37.9%**	**32.3%**	**35.5%**	**43.5%**	**46.1%**	**36.3%**
COOKEVILLE	Admits	225	202	185	202	163	220	263	256	1716
	% Admits	**13.4%**	**13.8%**	**14.6%**	**14.8%**	**12.6%**	**11.6%**	**14.9%**	**14.6%**	**13.8%**
	Total Det Days	981	1625	1828	1794	3211	1943	2047	2752	16181
	% Det Days	**7.1%**	**7.7%**	**15.3%**	**12.1%**	**11.9%**	**10.0%**	**9.8%**	**14.3%**	**10.9%**
MONROE	Admits	100	91	61	77	74	136	115	112	766
	% Admits	**5.8%**	**6.1%**	**5.0%**	**5.6%**	**5.7%**	**7.3%**	**6.5%**	**6.4%**	**6.3%**
	Total Det Days	420	912	634	522	1689	1004	1456	921	7558
	% Det Days	**3.0%**	**4.3%**	**5.3%**	**3.5%**	**6.3%**	**5.2%**	**7.0%**	**4.8%**	**5.1%**
RICKMAN	Admits	102	71	54	58	62	101	69	68	585
	% Admits	**5.8%**	**4.7%**	**4.2%**	**4.2%**	**4.8%**	**5.4%**	**3.9%**	**3.9%**	**4.4%**
	Total Det Days	1014	755	662	818	1704	818	940	618	7329
	% Det Days	**7.3%**	**3.6%**	**5.6%**	**5.5%**	**6.3%**	**4.2%**	**4.5%**	**3.2%**	**4.9%**
ALLONS	Admits	69	63	46	75	46	76	75	79	529
	% Admits	**4.0%**	**4.2%**	**3.6%**	**5.6%**	**3.5%**	**4.0%**	**4.2%**	**4.5%**	**4.2%**
	Total Det Days	461	680	308	402	1423	1456	1080	533	6343
	% Det Days	**3.3%**	**3.2%**	**2.6%**	**2.7%**	**5.3%**	**7.5%**	**5.2%**	**2.8%**	**4.3%**
HILHAM	Admits	80	61	70	72	73	108	99	81	644
	% Admits	**5.0%**	**4.1%**	**5.6%**	**5.3%**	**5.7%**	**5.7%**	**5.6%**	**4.6%**	**5.3%**
	Total Det Days	297	594	380	628	1447	608	917	843	5714
	% Det Days	**2.1%**	**2.8%**	**3.2%**	**4.2%**	**5.4%**	**3.1%**	**4.4%**	**4.4%**	**3.9%**
GAINESBORO	Admits	47	32	33	24	25	43	27	35	266
	% Admits	**3.0%**	**2.2%**	**2.6%**	**1.7%**	**2.0%**	**2.2%**	**1.5%**	**2.0%**	**2.0%**
	Total Det Days	311	338	763	395	762	771	600	796	4736
	% Det Days	**2.2%**	**1.6%**	**6.4%**	**2.7%**	**2.8%**	**4.0%**	**2.9%**	**4.1%**	**3.2%**

City	Data	FY 02	FY 03	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	All Years
JAMESTOWN	Admits	25	52	36	36	18	32	18	21	238
	% Admits	**1.5%**	**3.5%**	**2.8%**	**2.6%**	**1.4%**	**1.7%**	**1.0%**	**1.2%**	**1.7%**
	Total Det Days	135	1095	1113	579	353	1073	62	178	4588
	% Det Days	**1.0%**	**5.2%**	**9.3%**	**3.9%**	**1.3%**	**5.5%**	**0.3%**	**0.9%**	**3.1%**
MONTEREY	Admits	50	48	44	44	36	70	57	61	410
	% Admits	**3.2%**	**3.2%**	**3.5%**	**3.3%**	**2.8%**	**3.8%**	**3.2%**	**3.5%**	**3.4%**
	Total Det Days	333	790	103	303	496	538	239	189	2991
	% Det Days	**2.4%**	**3.7%**	**0.9%**	**2.0%**	**1.8%**	**2.8%**	**1.1%**	**1.0%**	**2.0%**
SPARTA	Admits	25	20	12	15	10	15	14	11	122
	% Admits	**1.5%**	**1.3%**	**0.9%**	**1.1%**	**0.7%**	**0.8%**	**0.8%**	**0.6%**	**0.8%**
	Total Det Days	222	753	44	165	936	254	412	100	2886
	% Det Days	**1.6%**	**3.6%**	**0.4%**	**1.1%**	**3.5%**	**1.3%**	**2.0%**	**0.5%**	**1.9%**
CROSSVILLE	Admits	16	17	12	12	15	8	9	7	96
	% Admits	**0.9%**	**1.2%**	**1.0%**	**0.9%**	**1.1%**	**0.4%**	**0.5%**	**0.4%**	**0.7%**
	Total Det Days	169	757	315	363	568	47	375	248	2842
	% Det Days	**1.2%**	**3.6%**	**2.6%**	**2.4%**	**2.1%**	**0.2%**	**1.8%**	**1.3%**	**1.9%**
CRAWFORD	Admits	37	19	26	37	29	43	32	38	261
	% Admits	**2.2%**	**1.3%**	**2.1%**	**2.7%**	**2.3%**	**2.3%**	**1.8%**	**2.2%**	**2.1%**
	Total Det Days	145	284	222	845	416	324	234	248	2718
	% Det Days	**1.0%**	**1.3%**	**1.9%**	**5.7%**	**1.5%**	**1.7%**	**1.1%**	**1.3%**	**1.8%**
CELINA	Admits	39	29	33	23	22	41	48	46	281
	% Admits	**2.2%**	**2.0%**	**2.6%**	**1.7%**	**1.7%**	**2.2%**	**2.7%**	**2.6%**	**2.3%**
	Total Det Days	311	798	167	200	282	355	140	465	2718
	% Det Days	**2.2%**	**3.8%**	**1.4%**	**1.3%**	**1.0%**	**1.8%**	**0.7%**	**2.4%**	**1.8%**
BYRDSTOWN	Admits	30	22	20	20	33	41	33	50	249
	% Admits	**1.7%**	**1.5%**	**1.5%**	**1.4%**	**2.6%**	**2.2%**	**1.8%**	**2.9%**	**2.1%**
	Total Det Days	240	530	234	343	124	495	315	172	2453
	% Det Days	**1.7%**	**2.5%**	**2.0%**	**2.3%**	**0.5%**	**2.6%**	**1.5%**	**0.9%**	**1.7%**
MCMINNVILLE	Admits	25	11					2	1	39
	% Admits	**1.2%**	**0.7%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.1%**	**0.1%**	**0.1%**
	Total Det Days	889	1104					1	0	1994
	% Det Days	**6.4%**	**5.2%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**1.3%**

City	Data	FY 02	FY 03	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	All Years
ALPINE	Admits	12	21	23	19	29	38	33	16	191
	% Admits	**0.7%**	**1.4%**	**1.8%**	**1.4%**	**2.3%**	**2.0%**	**1.8%**	**0.9%**	**1.6%**
	Total Det Days	78	38	99	49	437	362	338	128	1529
	% Det Days	**0.6%**	**0.2%**	**0.8%**	**0.3%**	**1.6%**	**1.9%**	**1.6%**	**0.7%**	**1.0%**
MURFREESBORO	Admits	5	2			2	4	2	2	17
	% Admits	**0.2%**	**0.1%**	**0.0%**	**0.0%**	**0.1%**	**0.2%**	**0.1%**	**0.1%**	**0.1%**
	Total Det Days	104	0			1384	18	14	0	1520
	% Det Days	**0.8%**	**0.0%**	**0.0%**	**0.0%**	**5.1%**	**0.1%**	**0.1%**	**0.0%**	**1.0%**
ALGOOD	Admits	13	12	9	4	6	10	14	11	79
	% Admits	**0.9%**	**0.8%**	**0.7%**	**0.3%**	**0.5%**	**0.5%**	**0.8%**	**0.6%**	**0.6%**
	Total Det Days	143	178	8	2	222	26	417	43	1039
	% Det Days	**1.0%**	**0.8%**	**0.1%**	**0.0%**	**0.8%**	**0.1%**	**2.0%**	**0.2%**	**0.7%**
WILDER	Admits	11	3	7	4	12	7	6	5	55
	% Admits	**0.6%**	**0.2%**	**0.6%**	**0.3%**	**1.0%**	**0.4%**	**0.3%**	**0.3%**	**0.4%**
	Total Det Days	172	155	188	7	23	205	137	2	889
	% Det Days	**1.2%**	**0.7%**	**1.6%**	**0.0%**	**0.1%**	**1.1%**	**0.7%**	**0.0%**	**0.6%**
SMITHVILLE	Admits	3	2	1	1		4	1	2	14
	% Admits	**0.2%**	**0.1%**	**0.1%**	**0.1%**	**0.0%**	**0.2%**	**0.1%**	**0.1%**	**0.1%**
	Total Det Days	581	7	2	0		1	0	199	790
	% Det Days	**4.2%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**1.0%**	**0.5%**
ALLARDT	Admits	2	1	3	4		1			11
	% Admits	**0.1%**	**0.1%**	**0.2%**	**0.3%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.1%**
	Total Det Days	100	60	13	199		358			730
	% Det Days	**0.7%**	**0.3%**	**0.1%**	**1.3%**	**0.0%**	**1.9%**	**0.0%**	**0.0%**	**0.5%**
ALBANY	Admits	6	7	9		8	14	7	7	58
	% Admits	**0.4%**	**0.4%**	**0.7%**	**0.0%**	**0.6%**	**0.7%**	**0.4%**	**0.4%**	**0.5%**
	Total Det Days	14	202	35		199	115	3	100	668
	% Det Days	**0.1%**	**1.0%**	**0.3%**	**0.0%**	**0.7%**	**0.6%**	**0.0%**	**0.5%**	**0.5%**
BAXTER	Admits	9	13	9	5	6	10	9	17	78
	% Admits	**0.6%**	**0.9%**	**0.7%**	**0.4%**	**0.5%**	**0.5%**	**0.5%**	**1.0%**	**0.6%**
	Total Det Days	50	20	13	13	113	115	80	238	642
	% Det Days	**0.4%**	**0.1%**	**0.1%**	**0.1%**	**0.4%**	**0.6%**	**0.4%**	**1.2%**	**0.4%**

City	Data	FY 02	FY 03	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	All Years
\WAYNESBORO	Admits		1		1	2				4
	% Admits	**0.0%**	**0.0%**	**0.0%**	**0.1%**	**0.1%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**
	Total Det Days		202		85	318				605
	% Det Days	**0.0%**	**1.0%**	**0.0%**	**0.6%**	**1.2%**	**0.0%**	**0.0%**	**0.0%**	**0.4%**
PALL MALL	Admits	3	10	7	4	6	5	6	2	43
	% Admits	**0.2%**	**0.7%**	**0.5%**	**0.3%**	**0.5%**	**0.3%**	**0.3%**	**0.1%**	**0.3%**
	Total Det Days	1	82	174	38	98	152	18	0	563
	% Det Days	**0.0%**	**0.4%**	**1.5%**	**0.3%**	**0.4%**	**0.8%**	**0.1%**	**0.0%**	**0.4%**
CLARKRANGE	Admits	6	4	3	1	2		3	1	20
	% Admits	**0.4%**	**0.2%**	**0.2%**	**0.1%**	**0.2%**	**0.0%**	**0.2%**	**0.1%**	**0.1%**
	Total Det Days	96	302	86	0	66		1	0	551
	% Det Days	**0.7%**	**1.4%**	**0.7%**	**0.0%**	**0.2%**	**0.0%**	**0.0%**	**0.0%**	**0.4%**
SPENCER	Admits	3	1			1		1	3	9
	% Admits	**0.1%**	**0.1%**	**0.0%**	**0.0%**	**0.1%**	**0.0%**	**0.1%**	**0.2%**	**0.1%**
	Total Det Days	102	7			211		2	180	502
	% Det Days	**0.7%**	**0.0%**	**0.0%**	**0.0%**	**0.8%**	**0.0%**	**0.0%**	**0.9%**	**0.3%**
	Admits	7	4	2	6	2	4	1	4	30
	% Admits	**0.3%**	**0.2%**	**0.1%**	**0.4%**	**0.2%**	**0.2%**	**0.1%**	**0.2%**	**0.2%**
	Total Det Days	8	4	275	21	5	34	2	136	485
	% Det Days	**0.1%**	**0.0%**	**2.3%**	**0.1%**	**0.0%**	**0.2%**	**0.0%**	**0.7%**	**0.3%**
LAKELAND	Admits					1				1
	% Admits	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.1%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**
	Total Det Days					454				454
	% Det Days	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**1.7%**	**0.0%**	**0.0%**	**0.0%**	**0.3%**
ROCK ISLAND	Admits	2	2							4
	% Admits	**0.1%**	**0.1%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**
	Total Det Days	62	386							448
	% Det Days	**0.4%**	**1.8%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.3%**
DAYTON	Admits	2	8				1	1		12
	% Admits	**0.1%**	**0.5%**	**0.0%**	**0.0%**	**0.0%**	**0.1%**	**0.1%**	**0.0%**	**0.1%**
	Total Det Days	2	380				1	63		446
	% Det Days	**0.0%**	**1.8%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.3%**	**0.0%**	**0.3%**

City	Data	FY 02	FY 03	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	All Years
LIVINGSTON	Admits	8	17	9	4	1	6	2	6	53
	% Admits	**0.5%**	**1.1%**	**0.7%**	**0.3%**	**0.1%**	**0.3%**	**0.1%**	**0.3%**	**0.3%**
	Total Det Days	15	282	88	2	0	6	40	1	434
	% Det Days	**0.1%**	**1.3%**	**0.7%**	**0.0%**	**0.0%**	**0.0%**	**0.2%**	**0.0%**	**0.3%**
RED BOILING SPRINGS	Admits	3	2	5			1	3	2	16
	% Admits	**0.2%**	**0.1%**	**0.4%**	**0.0%**	**0.0%**	**0.0%**	**0.2%**	**0.1%**	**0.1%**
	Total Det Days	0	2	8			273	92	32	407
	% Det Days	**0.0%**	**0.0%**	**0.1%**	**0.0%**	**0.0%**	**1.4%**	**0.4%**	**0.2%**	**0.3%**
GRIMSLEY	Admits		5	3	5			1		14
	% Admits	**0.0%**	**0.3%**	**0.2%**	**0.4%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.1%**
	Total Det Days		92	41	81			136		350
	% Det Days	**0.0%**	**0.4%**	**0.3%**	**0.5%**	**0.0%**	**0.0%**	**0.7%**	**0.0%**	**0.2%**
SUNBRIGHT	Admits	1	1			1	1			4
	% Admits	**0.1%**	**0.1%**	**0.0%**	**0.0%**	**0.1%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**
	Total Det Days	0	1			98	231			330
	% Det Days	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.4%**	**1.2%**	**0.0%**	**0.0%**	**0.2%**
PIKEVILLE	Admits	14	8		1			6	2	31
	% Admits	**0.9%**	**0.5%**	**0.0%**	**0.1%**	**0.0%**	**0.0%**	**0.3%**	**0.1%**	**0.2%**
	Total Det Days	121	26		20			142	8	317
	% Det Days	**0.9%**	**0.1%**	**0.0%**	**0.1%**	**0.0%**	**0.0%**	**0.7%**	**0.0%**	**0.2%**
LEBANON	Admits	2	5	2	4	1	2		2	18
	% Admits	**0.1%**	**0.4%**	**0.2%**	**0.3%**	**0.1%**	**0.1%**	**0.0%**	**0.1%**	**0.1%**
	Total Det Days	6	27	0	55	225	4		0	317
	% Det Days	**0.0%**	**0.1%**	**0.0%**	**0.4%**	**0.8%**	**0.0%**	**0.0%**	**0.0%**	**0.2%**
CROSSVILLE	Admits	4			1				4	9
	% Admits	**0.2%**	**0.0%**	**0.0%**	**0.1%**	**0.0%**	**0.0%**	**0.0%**	**0.2%**	**0.1%**
	Total Det Days	274			1				33	308
	% Det Days	**2.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.2%**	**0.2%**

City	Data	FY 02	FY 03	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	All Years
JASPER	Admits	1				1	2	1		5
	% Admits	**0.1%**	**0.0%**	**0.0%**	**0.0%**	**0.1%**	**0.1%**	**0.0%**	**0.0%**	**0.0%**
	Total Det Days	12				0	36	233		281
	% Det Days	**0.1%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.2%**	**1.1%**	**0.0%**	**0.2%**
HAIRMAN	Admits		1							1
	% Admits	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**
	Total Det Days		277							277
	% Det Days	**0.0%**	**1.3%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.2%**
CHAPEL HILL	Admits					1				1
	% Admits	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.1%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**
	Total Det Days					277				277
	% Det Days	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**1.0%**	**0.0%**	**0.0%**	**0.0%**	**0.2%**
WAREZ	Admits								5	5
	% Admits	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.3%**	**0.1%**
	Total Det Days								275	275
	% Det Days	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**1.4%**	**0.2%**
NASHVILLE	Admits	6	6	4	5	1	6	5	4	37
	% Admits	**0.4%**	**0.4%**	**0.3%**	**0.4%**	**0.1%**	**0.3%**	**0.3%**	**0.2%**	**0.3%**
	Total Det Days	99	26	4	57	0	49	20	7	262
	% Det Days	**0.7%**	**0.1%**	**0.0%**	**0.4%**	**0.0%**	**0.3%**	**0.1%**	**0.0%**	**0.2%**
MADISON	Admits				1	1		1	1	4
	% Admits	**0.0%**	**0.0%**	**0.0%**	**0.1%**	**0.1%**	**0.0%**	**0.1%**	**0.1%**	**0.0%**
	Total Det Days				3	0		250	2	255
	% Det Days	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**1.2%**	**0.0%**	**0.2%**

Arresting Department

Arresting Dept	Data	FY 02	FY 03	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	All Years
Overton County	Admits	1,283	988	825	864	774	1,351	1,306	1,206	8,597
	% Admits	**75.4%**	**66.7%**	**64.8%**	**63.2%**	**59.9%**	**71.8%**	**73.6%**	**68.5%**	**68.6%**
	Total Det Days	8,401	11,465	7,386	9,464	16,624	13,167	14,436	13,823	94,766
	% Det Days	**60.6%**	**54.1%**	**62.0%**	**63.6%**	**61.6%**	**68.1%**	**69.2%**	**71.8%**	**63.9%**
Livingston PD	Admits	228	262	243	273	350	298	287	386	2,327
	% Admits	**13.0%**	**18.0%**	**19.4%**	**20.1%**	**27.0%**	**15.8%**	**16.2%**	**22.1%**	**19.3%**
	Total Det Days	1,136	1,808	1,731	2,359	5,144	3,654	3,561	3,305	22,698
	% Det Days	**8.2%**	**8.5%**	**14.5%**	**15.9%**	**19.1%**	**18.9%**	**17.1%**	**17.2%**	**15.3%**
Warren County	Admits	32	9	0	1	3	0	0	0	45
	% Admits	**1.5%**	**0.5%**	**0.0%**	**0.1%**	**0.2%**	**0.0%**	**0.0%**	**0.0%**	**0.1%**
	Total Det Days	1311	1894	0	0	1649	0	0	0	4854
	% Det Days	**9.5%**	**8.9%**	**0.0%**	**0.0%**	**6.1%**	**0.0%**	**0.0%**	**0.0%**	**3.3%**
Fentress County	Admits	9	55	32	6	3	7	0	2	114
	% Admits	**0.6%**	**3.7%**	**2.5%**	**0.4%**	**0.2%**	**0.4%**	**0.0%**	**0.1%**	**0.6%**
	Total Det Days	175	925	1,209	246	47	564	0	90	3,256
	% Det Days	**1.3%**	**4.4%**	**10.2%**	**1.7%**	**0.2%**	**2.9%**	**0.0%**	**0.5%**	**2.2%**
Pickett County	Admits	3	12	12	6	15	4	13	2	67
	% Admits	**0.2%**	**0.8%**	**0.9%**	**0.4%**	**1.2%**	**0.2%**	**0.7%**	**0.1%**	**0.5%**
	Total Det Days	123	980	39	180	86	334	247	4	1993
	% Det Days	**0.9%**	**4.6%**	**0.3%**	**1.2%**	**0.3%**	**1.7%**	**1.2%**	**0.0%**	**1.3%**
Clay County	Admits	9	3	4	1	2	7	5	3	34
	% Admits	**0.5%**	**0.1%**	**0.3%**	**0.1%**	**0.2%**	**0.4%**	**0.3%**	**0.2%**	**0.2%**
	Total Det Days	684	611	80	0	82	19	130	213	1,819
	% Det Days	**4.9%**	**2.9%**	**0.7%**	**0.0%**	**0.3%**	**0.1%**	**0.6%**	**1.1%**	**1.2%**
Cumberland	Admits		2	3	1	1	1			8
	% Admits	**0.0%**	**0.1%**	**0.2%**	**0.1%**	**0.1%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**
	Total Det Days		142	209	5	351	138			845
	% Det Days	**0.0%**	**0.7%**	**1.8%**	**0.0%**	**1.3%**	**0.7%**	**0.0%**	**0.0%**	**0.6%**
THP	Admits	17	20	23	19	31	27	33	32	202
	% Admits	**1.1%**	**1.4%**	**1.8%**	**1.4%**	**2.5%**	**1.5%**	**1.9%**	**1.8%**	**1.7%**
	Total Det Days	5	7	130	20	94	37	309	30	632
	% Det Days	**0.0%**	**0.0%**	**1.1%**	**0.1%**	**0.3%**	**0.2%**	**1.5%**	**0.2%**	**0.4%**

First Charge at Admission

First Charge		FY 02	FY 03	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	All Years
CAPIAS	Admits	44	42	42	122	213	315	71		849
	% Admits	**2.5%**	**3.1%**	**3.4%**	**9.0%**	**16.5%**	**16.9%**	**3.7%**	**0.0%**	**7.1%**
	Total Det Days	314	711	712	1920	6161	3760	4252		17830
	% Det Days	**2.3%**	**3.4%**	**6.0%**	**12.9%**	**22.8%**	**19.4%**	**20.4%**	**0.0%**	**12.0%**
FAILURE TO APPEAR	Admits	115	106	90	69	38	38	35	39	530
	% Admits	**6.8%**	**7.1%**	**7.0%**	**5.0%**	**2.9%**	**2.0%**	**2.0%**	**2.2%**	**3.3%**
	Total Det Days	949	2715	1415	891	190	323	1030	958	8471
	% Det Days	**6.8%**	**12.8%**	**11.9%**	**6.0%**	**0.7%**	**1.7%**	**4.9%**	**5.0%**	**5.7%**
VIOLATION OF PROBATION	Admits	125	112	98	140	93	90	167	212	1037
	% Admits	**7.4%**	**7.4%**	**7.7%**	**10.2%**	**7.0%**	**4.6%**	**9.5%**	**12.0%**	**8.7%**
	Total Det Days	2155	4815	2456	3540	6206	3841	3018	4181	30212
	% Det Days	**15.5%**	**22.7%**	**20.6%**	**23.8%**	**23.0%**	**19.9%**	**14.5%**	**21.7%**	**20.4%**
ATTACH-MENT	Admits	9	4	11	9	23	27	20	26	129
	% Admits	**0.5%**	**0.3%**	**0.9%**	**0.6%**	**1.7%**	**1.4%**	**1.1%**	**1.5%**	**1.2%**
	Total Det Days	268	72	472	429	1615	793	740	1233	5622
	% Det Days	**1.9%**	**0.3%**	**4.0%**	**2.9%**	**6.0%**	**4.1%**	**3.5%**	**6.4%**	**3.8%**
VIOLATION OF COMMU-NITY CORREC-TIONS	Admits	15	25	9	8	11	14	11	15	108
	% Admits	**0.9%**	**1.6%**	**0.7%**	**0.6%**	**0.8%**	**0.7%**	**0.6%**	**0.8%**	**0.8%**
	Total Det Days	329	1123	102	232	2431	1347	194	741	6499
	% Det Days	**2.4%**	**5.3%**	**0.9%**	**1.6%**	**9.0%**	**7.0%**	**0.9%**	**3.8%**	**4.4%**
THEFT OF PROPERTY	Admits	28	33	42	58	51	28	47	44	331
	% Admits	**1.5%**	**2.2%**	**3.2%**	**4.3%**	**4.0%**	**1.5%**	**2.7%**	**2.5%**	**2.7%**
	Total Det Days	229	581	909	583	554	715	559	546	4676
	% Det Days	**1.7%**	**2.7%**	**7.6%**	**3.9%**	**2.1%**	**3.7%**	**2.7%**	**2.8%**	**3.2%**
DUI	Admits	84	58	56	101	65	77	111	107	659
	% Admits	**4.7%**	**4.1%**	**4.3%**	**7.4%**	**5.0%**	**4.1%**	**6.3%**	**6.1%**	**5.5%**
	Total Det Days	891	788	196	634	778	185	339	108	3919
	% Det Days	**6.4%**	**3.7%**	**1.6%**	**4.3%**	**2.9%**	**1.0%**	**1.6%**	**0.6%**	**2.6%**
MITIMUS TO JAIL	Admits							118	159	277
	% Admits	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**6.8%**	**9.0%**	**3.5%**
	Total Det Days							1223	2282	3505
	% Det Days	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**5.9%**	**11.8%**	**2.4%**

First Charge		FY 02	FY 03	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	All Years
FORGERY	Admits	19	23	16	6	3	6	10	10	93
	% Admits	**1.1%**	**1.6%**	**1.2%**	**0.4%**	**0.2%**	**0.3%**	**0.6%**	**0.6%**	**0.6%**
	Total Det Days	732	385	782	242	95	2	43	13	2294
	% Det Days	**5.3%**	**1.8%**	**6.6%**	**1.6%**	**0.4%**	**0.0%**	**0.2%**	**0.1%**	**1.5%**
CC CAPIAS	Admits							65	76	141
	% Admits	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**3.7%**	**4.4%**	**1.8%**
	Total Det Days							603	1629	2232
	% Det Days	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**2.9%**	**8.5%**	**1.5%**
MITTMUS TO JAIL	Admits				1		134	59		194
	% Admits	**0.0%**	**0.0%**	**0.0%**	**0.1%**	**0.0%**	**7.3%**	**3.1%**	**0.0%**	**2.0%**
	Total Det Days				90		1044	943		2077
	% Det Days	**0.0%**	**0.0%**	**0.0%**	**0.6%**	**0.0%**	**5.4%**	**4.5%**	**0.0%**	**1.4%**
GS CAPIAS FAIL TO APPEAR OR PAY	Admits							42	76	118
	% Admits	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**2.4%**	**4.3%**	**1.5%**
	Total Det Days							675	1217	1892
	% Det Days	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**	**3.2%**	**6.3%**	**1.3%**
BURGLARY	Admits	3	6	7	4	6	6	12	9	53
	% Admits	**0.2%**	**0.3%**	**0.6%**	**0.3%**	**0.5%**	**0.3%**	**0.7%**	**0.5%**	**0.5%**
	Total Det Days	10	417	110	4	51	391	458	323	1764
	% Det Days	**0.1%**	**2.0%**	**0.9%**	**0.0%**	**0.2%**	**2.0%**	**2.2%**	**1.7%**	**1.2%**
POSSESSION OF DRUG PARAPHERNALIA	Admits	10	24	16	17	22	39	27	29	184
	% Admits	**0.6%**	**1.6%**	**1.3%**	**1.2%**	**1.7%**	**2.1%**	**1.5%**	**1.7%**	**1.6%**
	Total Det Days	53	377	102	87	45	96	42	897	1699
	% Det Days	**0.4%**	**1.8%**	**0.9%**	**0.6%**	**0.2%**	**0.5%**	**0.2%**	**4.7%**	**1.1%**
VIOLATION OF PAROLE	Admits	6	2		1	2		1		12
	% Admits	**0.3%**	**0.1%**	**0.0%**	**0.1%**	**0.1%**	**0.0%**	**0.0%**	**0.0%**	**0.0%**
	Total Det Days	319	374		102	384		343		1522
	% Det Days	**2.3%**	**1.8%**	**0.0%**	**0.7%**	**1.4%**	**0.0%**	**1.6%**	**0.0%**	**1.0%**
AGG.BURGLARY	Admits	6	5	4	6	5	8	1		35
	% Admits	**0.3%**	**0.3%**	**0.3%**	**0.4%**	**0.4%**	**0.4%**	**0.1%**	**0.0%**	**0.2%**
	Total Det Days	18	204	42	951	163	88	0		1466
	% Det Days	**0.1%**	**1.0%**	**0.4%**	**6.4%**	**0.6%**	**0.5%**	**0.0%**	**0.0%**	**1.0%**

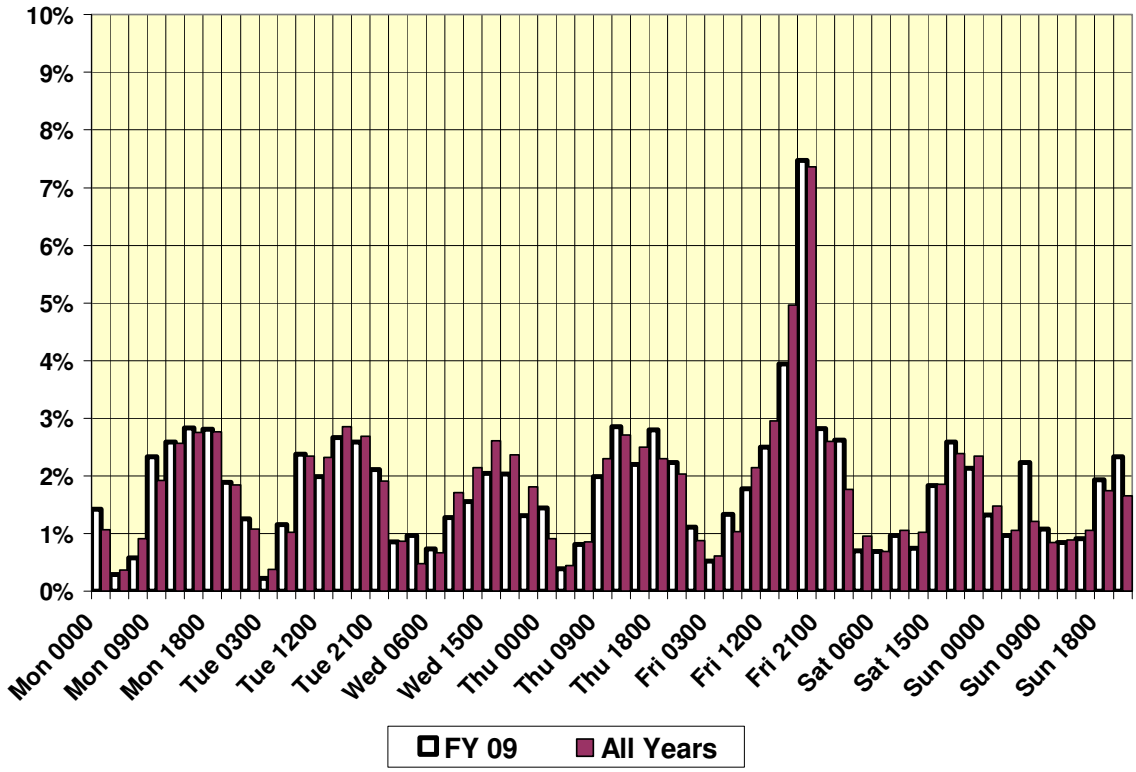
Court for First Charge at Admission

Court		FY 02	FY 03	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	All Years
GS	Admits	1275	1021	964	933	936	1346	1290	1336	9101
	% Admits	**73.7%**	**68.9%**	**75.9%**	**68.2%**	**72.5%**	**71.5%**	**72.6%**	**76.2%**	**72.9%**
	Total Det Days	5060	7187	6351	5128	8803	8277	11643	9305	61754
	% Det Days	**36.5%**	**33.9%**	**53.3%**	**34.5%**	**32.6%**	**42.8%**	**55.8%**	**48.3%**	**41.6%**
CC	Admits	186	210	133	131	181	223	265	199	1528
	% Admits	**11.2%**	**14.2%**	**10.5%**	**9.4%**	**13.8%**	**12.0%**	**15.0%**	**11.3%**	**12.4%**
	Total Det Days	3670	7094	2849	6026	11111	4743	5971	7063	48527
	% Det Days	**26.5%**	**33.5%**	**23.9%**	**40.5%**	**41.2%**	**24.5%**	**28.6%**	**36.7%**	**32.7%**
Not Given	Admits	250	253	169	298	165	287	205	209	1836
	% Admits	**14.8%**	**16.6%**	**13.4%**	**22.0%**	**12.7%**	**14.9%**	**11.5%**	**11.8%**	**13.9%**
	Total Det Days	4986	6714	2698	3649	6569	6006	3036	2041	35699
	% Det Days	**36.0%**	**31.7%**	**22.7%**	**24.5%**	**24.4%**	**31.1%**	**14.5%**	**10.6%**	**24.1%**
JU	Admits	1	1		2	6	3	7	8	28
	% Admits	**0.1%**	**0.1%**	**0.0%**	**0.1%**	**0.5%**	**0.2%**	**0.4%**	**0.4%**	**0.3%**
	Total Det Days	3	0		25	259	144	191	605	1227
	% Det Days	**0.0%**	**0.0%**	**0.0%**	**0.2%**	**1.0%**	**0.7%**	**0.9%**	**3.1%**	**0.8%**
CI	Admits	3	2	1	2	3	5	6	4	26
	% Admits	**0.2%**	**0.1%**	**0.1%**	**0.1%**	**0.2%**	**0.3%**	**0.3%**	**0.2%**	**0.2%**
	Total Det Days	147	132	8	55	20	60	17	247	686
	% Det Days	**1.1%**	**0.6%**	**0.1%**	**0.4%**	**0.1%**	**0.3%**	**0.1%**	**1.3%**	**0.5%**
CH	Admits	1	1	1		3	7	2	1	16
	% Admits	**0.0%**	**0.1%**	**0.1%**	**0.0%**	**0.2%**	**0.4%**	**0.1%**	**0.1%**	**0.1%**
	Total Det Days	0	51	4		214	76	14	0	359
	% Det Days	**0.0%**	**0.2%**	**0.0%**	**0.0%**	**0.8%**	**0.4%**	**0.1%**	**0.0%**	**0.2%**

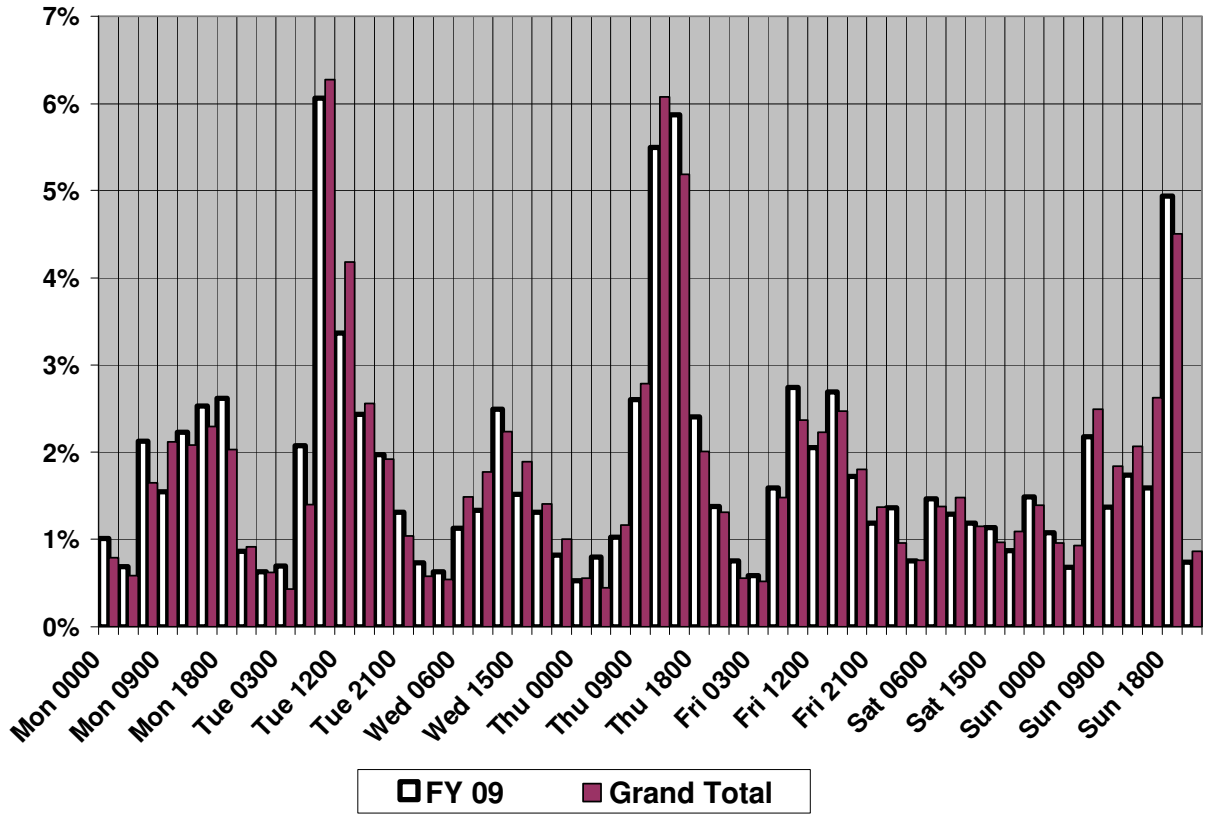
Day and Time of Admission and Release

Intake Day Time	FY 09	All Years	Admit 09	Release 09	Intake Day Time	FY 09	All Years	Admit 09	Release 09
Mon 0000	1.4%	1.1%	1.4%	1.0%	Fri 0000	1.1%	0.9%	1.1%	0.8%
Mon 0300	0.3%	0.4%	0.3%	0.7%	Fri 0300	0.5%	0.6%	0.5%	0.6%
Mon 0600	0.6%	0.9%	0.6%	2.1%	Fri 0600	1.3%	1.0%	1.3%	1.6%
Mon 0900	2.3%	1.9%	2.3%	1.5%	Fri 0900	1.8%	2.1%	1.8%	2.7%
Mon 1200	2.6%	2.6%	2.6%	2.2%	Fri 1200	2.5%	3.0%	2.5%	2.1%
Mon 1500	2.8%	2.8%	2.8%	2.5%	Fri 1500	3.9%	5.0%	3.9%	2.7%
Mon 1800	2.8%	2.8%	2.8%	2.6%	Fri 1800	7.5%	7.4%	7.5%	1.7%
Mon 2100	1.9%	1.8%	1.9%	0.9%	Fri 2100	2.8%	2.6%	2.8%	1.2%
Tue 0000	1.3%	1.1%	1.3%	0.6%	Sat 0000	2.6%	1.8%	2.6%	1.4%
Tue 0300	0.2%	0.4%	0.2%	0.7%	Sat 0300	0.7%	0.9%	0.7%	0.8%
Tue 0600	1.2%	1.0%	1.2%	2.1%	Sat 0600	0.7%	0.7%	0.7%	1.5%
Tue 0900	2.4%	2.3%	2.4%	6.1%	Sat 0900	1.0%	1.1%	1.0%	1.3%
Tue 1200	2.0%	2.3%	2.0%	3.4%	Sat 1200	0.7%	1.0%	0.7%	1.2%
Tue 1500	2.7%	2.9%	2.7%	2.4%	Sat 1500	1.8%	1.9%	1.8%	1.1%
Tue 1800	2.6%	2.7%	2.6%	2.0%	Sat 1800	2.6%	2.4%	2.6%	0.9%
Tue 2100	2.1%	1.9%	2.1%	1.3%	Sat 2100	2.1%	2.3%	2.1%	1.5%
Wed 0000	0.9%	0.9%	0.9%	0.7%	Sun 0000	1.3%	1.5%	1.3%	1.1%
Wed 0300	1.0%	0.5%	1.0%	0.6%	Sun 0300	1.0%	1.1%	1.0%	0.7%
Wed 0600	0.7%	0.7%	0.7%	1.1%	Sun 0600	2.2%	1.2%	2.2%	2.2%
Wed 0900	1.3%	1.7%	1.3%	1.3%	Sun 0900	1.1%	0.8%	1.1%	1.4%
Wed 1200	1.6%	2.1%	1.6%	2.5%	Sun 1200	0.9%	0.9%	0.9%	1.7%
Wed 1500	2.0%	2.6%	2.0%	1.5%	Sun 1500	0.9%	1.1%	0.9%	1.6%
Wed 1800	2.0%	2.4%	2.0%	1.3%	Sun 1800	1.9%	1.7%	1.9%	4.9%
Wed 2100	1.3%	1.8%	1.3%	0.8%	Sun 2100	2.3%	1.7%	2.3%	0.7%
Thu 0000	1.4%	0.9%	1.4%	0.5%					
Thu 0300	0.4%	0.4%	0.4%	0.8%					
Thu 0600	0.8%	0.9%	0.8%	1.0%					
Thu 0900	2.0%	2.3%	2.0%	2.6%					
Thu 1200	2.9%	2.7%	2.9%	5.5%					
Thu 1500	2.2%	2.5%	2.2%	5.9%					
Thu 1800	2.8%	2.3%	2.8%	2.4%					
Thu 2100	2.2%	2.0%	2.2%	1.4%					

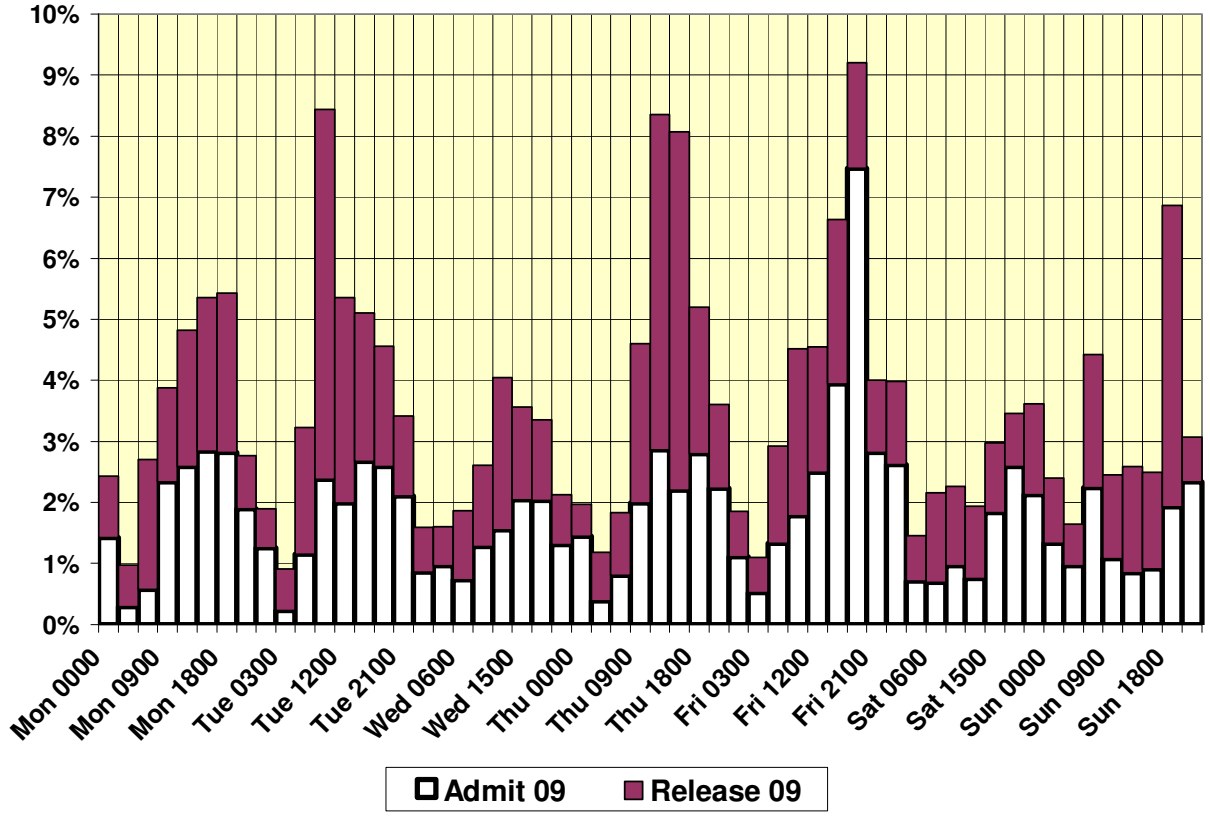
Day and Time of Admissions



Day and Time of Release



Day and Time of Admission and Release Added



Age at Admission

Age at Admission	FY 02	FY 03	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	All Years
A. Under 16	0.0%	0.0%	0.2%	0.0%	0.0%	0.0%	0.0%	0.0%	**0.0%**
C. 17	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	**0.0%**
D. 18	1.0%	2.4%	1.0%	0.5%	0.1%	1.0%	0.8%	1.4%	**1.0%**
E. 19-20	6.3%	6.3%	4.5%	6.2%	7.8%	3.7%	5.5%	3.3%	**5.6%**
F. 21	4.2%	2.6%	1.9%	3.0%	2.3%	4.7%	4.2%	4.0%	**3.4%**
G. 22-24	7.7%	18.7%	15.2%	12.1%	11.0%	13.0%	9.1%	11.0%	**12.2%**
H. 25-29	15.2%	22.3%	13.1%	13.2%	20.0%	17.4%	24.8%	25.0%	**19.6%**
I. 30-34	28.8%	17.1%	24.2%	20.8%	19.1%	25.9%	16.7%	14.0%	**20.2%**
J. 35-39	14.5%	11.9%	22.3%	14.4%	18.9%	15.9%	19.4%	11.7%	**16.0%**
K. 40-44	8.3%	10.7%	11.1%	15.0%	12.7%	8.3%	11.6%	12.9%	**11.4%**
L. 45-49	7.0%	5.4%	5.0%	5.0%	2.4%	6.2%	4.8%	11.8%	**5.8%**
M. 50-54	5.7%	1.2%	0.6%	2.4%	4.2%	2.0%	1.3%	4.3%	**2.8%**
N. 55-59	0.7%	0.4%	0.6%	6.9%	1.5%	1.7%	0.2%	0.5%	**1.5%**
O. 60-64	0.4%	0.5%	0.2%	0.4%	0.0%	0.1%	1.1%	0.1%	**0.3%**
P. 65-70	0.0%	0.6%	0.0%	0.1%	0.0%	0.1%	0.4%	0.1%	**0.2%**
Q. 70-74	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	**0.0%**
R. 75 -79	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	**0.0%**
S. 80-84	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	**0.0%**
T. 85-89	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	**0.0%**
U. 90 or Over	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	**0.0%**

Employment Status at Admission

Employer	Data	FY 07	FY 08	FY 09	All Years
UNEMPLOYED	Admits	540	617	641	1798
	% Admits	**28.4%**	**34.8%**	**36.5%**	**33.9%**
	Total Det Days	10727	9904	11061	31692
	% Det Days	**55.5%**	**47.5%**	**57.4%**	**53.6%**
SELF EMPLOYED	Admits	213	154	125	492
	% Admits	**11.3%**	**8.6%**	**7.1%**	**9.3%**
	Total Det Days	2292	2593	1969	6854
	% Det Days	**11.9%**	**12.4%**	**10.2%**	**11.7%**
DISABLED	Admits	99	125	149	373
	% Admits	**5.3%**	**7.1%**	**8.5%**	**8.8%**
	Total Det Days	360	528	818	1706
	% Det Days	**1.9%**	**2.5%**	**4.2%**	**3.3%**
RETIRED	Admits	10	14	12	36
	% Admits	**0.5%**	**0.8%**	**0.7%**	**0.7%**
	Total Det Days	3	27	18	48
	% Det Days	**0.0%**	**0.1%**	**0.1%**	**0.1%**
Not Given	Admits	216	139	165	520
	% Admits	**11.6%**	**7.9%**	**9.4%**	**9.6%**
	Total Det Days	1415	1634	1076	4125
	% Det Days	**7.3%**	**7.8%**	**5.6%**	**6.9%**
EMPLOYED	**% Admits**	**42.9%**	**40.9%**	**37.7%**	**37.8%**
	% Det Days	**23.5%**	**29.6%**	**22.4%**	**24.4%**

Number of Years of Education

Number of Years	FY 02	FY 03	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	All Years
A. Less Than 7	2.0%	3.9%	2.2%	4.5%	0.8%	0.5%	0.6%	2.3%	1.9%
B. 7-9	13.6%	13.6%	25.8%	16.8%	16.4%	11.0%	17.7%	14.5%	15.8%
C. 10-11	33.5%	43.6%	34.0%	39.0%	47.3%	41.6%	35.1%	33.3%	39.3%
D. 12	40.6%	30.6%	29.4%	28.0%	28.8%	36.5%	41.8%	41.2%	34.6%
E. 13-14	7.7%	4.5%	3.5%	7.3%	4.4%	6.7%	3.0%	3.2%	4.9%
F. 15-16	0.8%	0.8%	4.2%	3.6%	2.0%	2.5%	0.6%	2.1%	1.9%
G. Over 16	0.1%	0.1%	0.0%	0.1%	0.0%	0.3%	0.0%	0.1%	0.1%
Not Given	1.8%	2.9%	0.8%	0.7%	0.2%	1.0%	1.2%	3.4%	1.5%

Diploma

Diploma	Admits	% Admits	Total Det Days	% Det Days	ALOS
FY 02	655	38.9%	4646	33.5%	7.1
FY 03	633	42.9%	6655	31.4%	10.5
FY 04	502	39.7%	3711	31.2%	7.4
FY 05	545	39.8%	5386	36.2%	9.9
FY 06	558	43.2%	8188	30.4%	14.7
FY 07	743	39.4%	7702	39.8%	10.4
FY 08	781	44.0%	7945	38.1%	10.2
FY 09	745	42.4%	7442	38.6%	10.0
All Years	5162	41.7%	51675	34.8%	10.0

GED

GED	Admits	% Admits	Total Det Days	% Det Days	ALOS
FY 02	325	19.8%	4024	29.0%	12.4
FY 03	271	17.9%	5299	25.0%	19.6
FY 04	235	18.5%	2278	19.1%	9.7
FY 05	248	18.1%	2947	19.8%	11.9
FY 06	265	20.4%	9477	35.1%	35.8
FY 07	360	19.0%	5092	26.3%	14.1
FY 08	333	18.7%	6004	28.8%	18.0
FY 09	314	17.9%	4730	24.6%	15.1
All Years	2351	18.6%	39851	26.9%	17.0

Marital Status at Admission

Martial Status	Data	FY 02	FY 03	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	All Years	ALOS All Years
Single	Admits	309	165	95	297	369	497	645	721	3098	13.4
	% Admits	**18.0%**	**10.7%**	**7.9%**	**22.0%**	**28.4%**	**26.5%**	**36.4%**	**41.1%**	**29.2%**	
	Total Det Days	2652	4363	652	3515	9881	5838	7989	6668	41558	
	% Det Days	**19.1%**	**20.6%**	**5.5%**	**23.6%**	**36.6%**	**30.2%**	**38.3%**	**34.6%**	**28.0%**	
Married	Admits	262	111	87	241	328	424	397	424	2274	10.7
	% Admits	**15.4%**	**7.1%**	**6.8%**	**18.0%**	**25.4%**	**22.6%**	**22.4%**	**24.1%**	**20.5%**	
	Total Det Days	2488	1420	1213	1693	5365	4463	4004	3740	24386	
	% Det Days	**17.9%**	**6.7%**	**10.2%**	**11.4%**	**19.9%**	**23.1%**	**19.2%**	**19.4%**	**16.4%**	
Divorced	Admits	177	85	83	176	283	320	364	309	1797	13.4
	% Admits	**9.9%**	**5.6%**	**6.6%**	**13.2%**	**21.9%**	**17.0%**	**20.5%**	**17.6%**	**16.3%**	
	Total Det Days	1766	1985	866	1410	4138	4494	4861	4572	24092	
	% Det Days	**12.7%**	**9.4%**	**7.3%**	**9.5%**	**15.3%**	**23.2%**	**23.3%**	**23.7%**	**16.2%**	
Widowed	Admits	10	9	6	16	31	55	57	40	224	12.0
	% Admits	**0.5%**	**0.6%**	**0.5%**	**1.2%**	**2.4%**	**2.9%**	**3.2%**	**2.3%**	**2.2%**	
	Total Det Days	61	357	180	248	111	289	571	864	2681	
	% Det Days	**0.4%**	**1.7%**	**1.5%**	**1.7%**	**0.4%**	**1.5%**	**2.7%**	**4.5%**	**1.8%**	

Homeless at Time of Admission

Homeless	Data	FY 06	FY 07	FY 08	FY 09	All Years
Yes	Admits	21	20	17	9	67
	% Admits	1.7%	1.0%	0.9%	0.5%	0.9%
	Total Det Days	245	591	883	266	1985
	% Det Days	0.9%	3.1%	4.2%	1.4%	2.3%

Race

Race	Data	FY 02	FY 03	FY 04	FY 05	FY 06	FY 07	FY 08	FY 09	All Years
White	Admits	1661	1417	1238	1319	1265	1805	1706	1696	12107
	% Admits	96.7%	95.1%	97.6%	96.6%	97.8%	95.6%	96.1%	96.5%	96.4%
	Total Det Days	13244	20211	11823	14384	26525	19116	20620	18750	144673
	% Det Days	95.5%	95.4%	99.3%	96.6%	98.3%	98.9%	98.8%	97.3%	97.6%
Black	Admits	21	27	12	19	11	12	22	19	143
	% Admits	1.1%	1.9%	0.9%	1.4%	0.9%	0.6%	1.3%	1.1%	1.1%
	Total Det Days	277	658	54	349	186	25	36	52	1637
	% Det Days	2.0%	3.1%	0.5%	2.3%	0.7%	0.1%	0.2%	0.3%	1.1%
Hispanic	Admits	30	32	14	26	15	64	47	42	270
	% Admits	1.9%	2.2%	1.1%	1.9%	1.1%	3.5%	2.6%	2.4%	2.3%
	Total Det Days	122	109	8	60	264	196	216	459	1434
	% Det Days	0.9%	0.5%	0.1%	0.4%	1.0%	1.0%	1.0%	2.4%	1.0%
Asian	Admits	3	9	3	1	3	4			23
	% Admits	0.2%	0.6%	0.2%	0.1%	0.2%	0.2%	0.0%	0.0%	0.1%
	Total Det Days	218	6	24	0	1	1			250
	% Det Days	1.6%	0.0%	0.2%	0.0%	0.0%	0.0%	0.0%	0.0%	0.2%

Health Insurance at Admission

Insurance	Data	FY 06	FY 07	FY 08	FY 09	All Years
Insurance	Admits	533	591	605	542	2790
	% Admits	41.2%	31.3%	34.0%	30.8%	34.0%
	Total Det Days	8920	5525	4965	4148	26978
	% Det Days	33.1%	28.6%	23.8%	21.5%	26.6%
Medicaid	Admits	76	59	52	60	247
	% Admits	5.8%	3.1%	2.9%	3.4%	3.5%
	Total Det Days	606	366	343	532	1847
	% Det Days	2.2%	1.9%	1.6%	2.8%	2.1%
Medicare	Admits	81	95	98	84	358
	% Admits	6.2%	5.0%	5.5%	4.8%	5.3%
	Total Det Days	168	371	868	772	2179
	% Det Days	0.6%	1.9%	4.2%	4.0%	2.5%
TennCare	Admits	365	333	311	309	1318
	% Admits	28.2%	17.6%	17.5%	17.6%	19.1%
	Total Det Days	7419	4562	3292	3143	18416
	% Det Days	27.5%	23.6%	15.8%	16.3%	21.3%

Religion

Religion	Data	FY 06	FY 07	FY 08	FY 09	All Years
NON DENOMINATIONAL	Admits	440	804	822	858	4509
	% Admits	33.9%	42.9%	46.4%	49.0%	41.0%
	Total Det Days	10243	7849	9918	8804	53530
	% Det Days	38.0%	40.6%	47.5%	45.7%	36.1%
BAPTIST	Admits	414	462	480	489	3474
	% Admits	32.0%	24.3%	27.1%	27.7%	27.5%
	Total Det Days	9214	5781	5057	4665	46832
	% Det Days	34.2%	29.9%	24.2%	24.2%	31.6%
CHURCH OF CHRIST	Admits	195	220	209	212	1489
	% Admits	15.2%	11.6%	11.8%	12.0%	12.0%
	Total Det Days	3095	3073	1565	4122	17366
	% Det Days	11.5%	15.9%	7.5%	21.4%	11.7%
NOT GIVEN	Admits	121	170	41	47	1579
	% Admits	9.3%	9.0%	2.3%	2.7%	8.6%
	Total Det Days	1483	925	1188	359	14835
	% Det Days	5.5%	4.8%	5.7%	1.9%	10.0%
METHODIST	Admits	39	54	51	26	333
	% Admits	3.0%	2.9%	2.8%	1.5%	2.5%
	Total Det Days	424	509	813	149	3323
	% Det Days	1.6%	2.6%	3.9%	0.8%	2.2%
CHURCH OF GOD	Admits	19	21	31	24	185
	% Admits	1.5%	1.1%	1.7%	1.4%	1.4%
	Total Det Days	961	133	226	132	2666
	% Det Days	3.6%	0.7%	1.1%	0.7%	1.8%
PENTECOSTAL	Admits	18	46	40	21	170
	% Admits	1.4%	2.4%	2.2%	1.2%	1.6%
	Total Det Days	571	448	795	486	2571
	% Det Days	2.1%	2.3%	3.8%	2.5%	1.7%
CATHOLIC	Admits	25	61	64	40	329
	% Admits	2.0%	3.3%	3.6%	2.3%	2.8%
	Total Det Days	302	366	657	241	2450
	% Det Days	1.1%	1.9%	3.1%	1.3%	1.7%
PROTESTANT	Admits	13	27	17	27	179
	% Admits	1.0%	1.5%	1.0%	1.5%	1.4%
	Total Det Days	646	31	204	294	1799
	% Det Days	2.4%	0.2%	1.0%	1.5%	1.2%

Religion	Data	FY 06	FY 07	FY 08	FY 09	All Years
ATHIEST	Admits	7	17	16	10	67
	% Admits	0.6%	0.9%	0.9%	0.6%	0.6%
	Total Det Days	33	214	443	6	876
	% Det Days	0.1%	1.1%	2.1%	0.0%	0.6%
NONE	Admits					94
	% Admits	0.0%	0.0%	0.0%	0.0%	0.2%
	Total Det Days					814
	% Det Days	0.0%	0.0%	0.0%	0.0%	0.5%
7TH DAY ADVENTI	Admits	2	1	2		22
	% Admits	0.2%	0.1%	0.1%	0.0%	0.1%
	Total Det Days	2	7	5		376
	% Det Days	0.0%	0.0%	0.0%	0.0%	0.3%
MUSLIM	Admits	1			2	8
	% Admits	0.1%	0.0%	0.0%	0.1%	0.1%
	Total Det Days	2			3	38
	% Det Days	0.0%	0.0%	0.0%	0.0%	0.0%

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APPENDIX D

Pickett County Needs Assessment

Additional information for Pickett County is provided in several sections of the full report:

- Section III.E reviews standards compliance issues for each of the four counties (Page 32).
- Section III.F (P. 37) reviews litigation involving the counties.
- Section III.G (P. 48) examines jail programs and services.
- Section III.H (P. 51) describes a range of alternatives to jail.
- Section VI.B (P. 102) presents specific alternatives for each county.
- Section VI.D (P. 121) presents 30-year cost analyses for Pickett County.
- Section VI.E (Page 125) identifies the opportunities for regional partnerships for the four counties.
- Section VI.F (Page 129) analyzes regional options.
- Section VI. G (Page 132) identifies factors that affect costs.
- Section VII. (Page 135) explores regional options available to the counties.

APPENDIX D: PICKETT COUNTY

JAIL NEEDS ASSESSMENT

I. EXECUTIVE SUMMARY

The Pickett County Jail is inadequate in many ways. It has not been certified by TCI for many years. While Clay and Fentress counties could renovate and add on to their existing jails, this is not an option in Pickett County because the jail is located on the second floor of the courthouse.

A financial analysis of Pickett County's jail costs found that:

- Pickett County's annual jail operating costs have steadily increased between FY 05 and FY 09 from $258,074 to $344,137, or a 33.3 percent increase.
- Pickett County's average annual inmate food cost for the five-year period is $32,332, or $11.12 per inmate per day, the highest cost of the four counties in this study.
- Pickett County's average annual inmate medical cost for the five-year period is $21,653, or $7.45 per inmate per day, the highest of the four counties.
- Pickett County's Average Daily Cost per Inmate has varied over the five-year period. The average cost for FY 05 through FY 09 is $106.80. This amount is more than double the Average Daily Cost per Inmate for the other three counties included in this study.
- Pickett County paid other counties an average of $15,974 annually to house inmates in their jails.

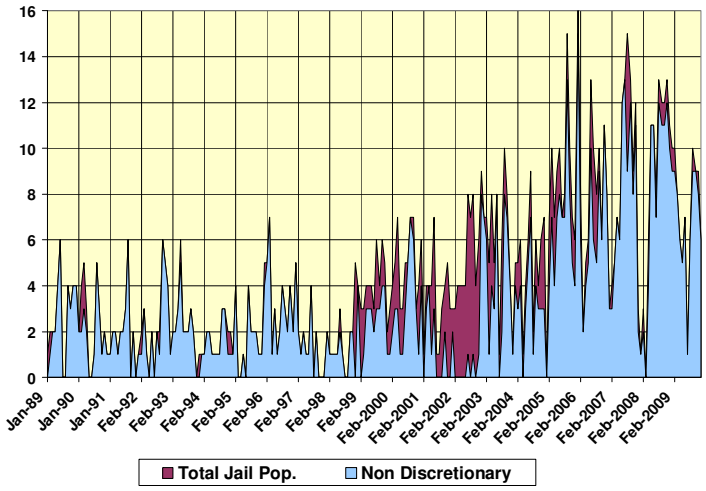
A physical assessment of the 75-year-old jail found it deficient in almost every category:

- Most of the construction elements of the jail are not adequate for use as a jail.
- The building systems (heating, cooling, ventilation, and plumbing) are minimal.
- The lobby is not easily accessible and presents a hazard for officers who are bringing arrestees to the jail.
- There are no spaces that support jail/sheriff's staff.
- No space is dedicated for visitation. As a result, visiting is difficult to supervise and poses serious contraband risks.
- All locks are manual.
- There is no central fire alarm system nor are any areas provided with sprinklers.
- The booking area is not physically secure. Doors, locks, and windows are not appropriate for jail use.
- The booking area is crowded. Furnishings and equipment are not appropriate for use in a jail.
- Because the jail only has two rooms for inmate housing, it is impossible for the jail to house several types of inmates, such as females, persons who act out, and others who need to be separated for any reason.

- The lack of separation in the housing areas makes it difficult to classify and separate inmates according to an objective classification system.
- There is no dedicated space for inmate programs and services.
- There is no space provided for inmate exercise or recreation--inside or outside.
- There is no space provided for delivering medical services to inmates.
- No space is provided for food preparation in the jail.
- For all practical purposes, there is no security perimeter for the jail.
- The site provides limited space for parking and for jail expansion.

Jail use has fluctuated markedly in recent years. Figure I-1 illustrates the level of jail use for non-discretionary inmates (those that must be housed by the county) and discretionary inmates. Jail rate of increase has been higher in recent years.

Figure I-1: Jail Population, 1989 – 2009



Attachment C presents tables and graphs that were generated by the analysis of records for 704 inmates, representing all inmates admitted to the Pickett County Jail from December 2008 to December 2009. These inmates spent a total of 4,309 days in the jail. The overall average length of stay (ALOS) was 6.1 days. 45% of all inmates admitted to the jail are released in less than one day; these inmates accrue no detention days. Conversely, 0.4% of all inmates spend over 211 days in jail, but they occupy 15.9% of the jail beds. More than half the inmates in jail on an average day are sentenced offenders. More than half of the inmates are charged with misdemeanors.

II. METHODOLOGY

This jail needs assessment was developed for Pickett County as one of the first products for the regional jail feasibility study that was funded by the Tennessee Legislature. Separate reports have been developed for Clay, Fentress and Overton Counties. The study was administered by the Tennessee Advisory Commission on Intergovernmental Relations (TACIR). Assistance was provided by the University of Tennessee, County Technical Assistance Service (CTAS), and the Tennessee Corrections Institute (TCI).

The study was implemented by CRS, Inc., a non-profit organization based in Gettysburg, Pennsylvania. The consultant team is headed by Rod Miller, who founded CRS 38 years ago. Subcontracts with two organizations, SMRT Inc. and BPR, LLC, provided additional professional services.

The regional jail feasibility study started with the identification of jail needs for each county. Partnerships between counties may not be fully evaluated unless each county has a clear understanding of the full range of options to meet long term jail needs. To that end, the consultant team worked with each county separately from the outset. This study identified potential partnerships when they emerged from a thorough review of the full range of solutions to jail needs for *each* county. Each partner in a regional venture must have a clear understanding of the benefits that are sought, providing momentum to work through the development process.

Additional information for Pickett County is provided in several sections of the full report:

- Section III.E reviews standards compliance issues for each of the four counties (Page 32).
- Section III.F (P. 37) reviews litigation involving the counties.
- Section III.G (P. 48) examines jail programs and services.
- Section III.H (P. 51) describes a range of alternatives to jail.
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- Section VII. (Page 135) explores regional options available to the counties.

Readers are encouraged to examine the summary report to help put this needs assessment in the broader context of the regional jail feasibility study.

III. PICKETT COUNTY DEMOGRAPHIC PROFILE

Figure III.1 presents selected demographic data relevant to the parameters of this study. The most indicative information relating to future jail populations is the overall increase or decrease in the general population that the detention facility serves.

The projected population of the State of Tennessee will increase from the 2000 census level of 5,689,283 to a projected 2030 population of 7,397,302 or a 30.02 percent increase.

In comparison, Pickett County's population is projected to decrease 9.93 percent over the same 30-year period from 4,945 to 4,454.

Figure III.1: Selected Demographic Data

	Tennessee	Pickett County	County Ranking of 95 Counties
• **County Population Percentages by Age Bracket**			
2000 Census			
under 18	24.6%	21.4%	89th
18-24	9.6%	8.6%	38th
25-44	30.2%	24.7%	95th
45-64	23.2%	27.7%	2nd
65 & over	12.4%	17.8%	5th
• **Adult & Post-secondary Education**			
2000 Census			
Percent w/HS diploma (or equivalent) or better	75.9%	62.9%	75th
• **Per Capita Personal Income - 2006**	$32,172	$21,230	86th
• **Median Household Income - 2007**	$42,389	$27,956	91st
• **Poverty Rate - 2007**	15.8%	18.2%	57th

Source: TACIR County Profiles

Other demographic indicators relevant to jail populations include inmate age, income, and level of education. Nationwide, inmate population tends to fall within the 18 to 35 age group; they are less educated than the general population, and are likely derived from lower income households.

As the table "County Population Percentages by Age Bracket" indicates, Pickett County's population is substantially older than the state average. The 25-44 age bracket is the lowest in the state as an overall percentage of the county's population, while the 65 and over age bracket is the 5th highest in the state.

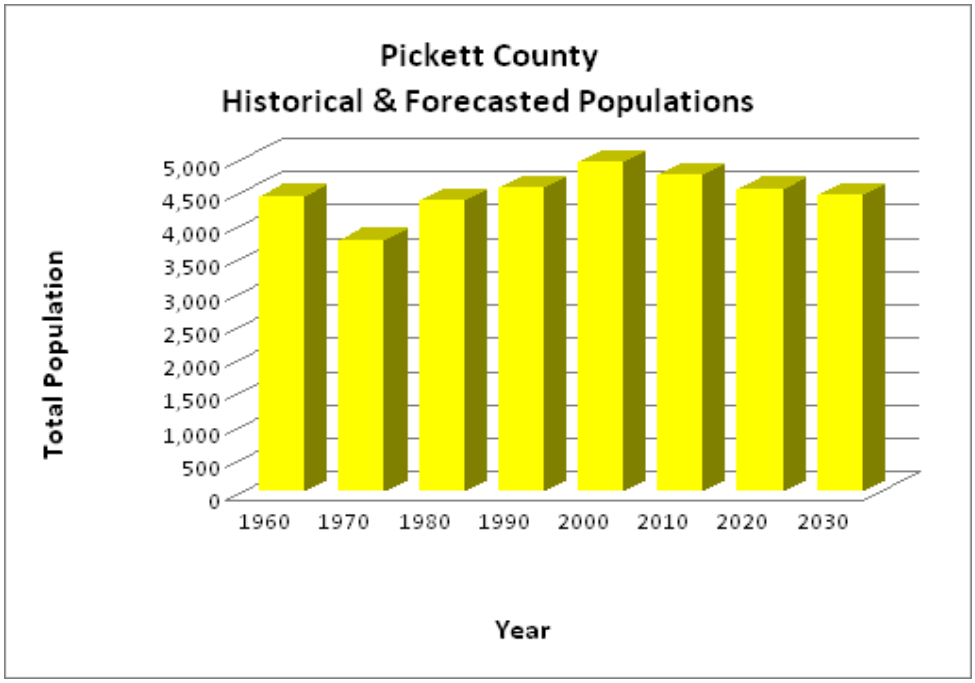
The variations between state and county population levels of education, per capita income, and median household income are also quite extreme. According to the 2000 census, the county's percentage of population with a high school degree or better is over 13 percentage points less than the state average.

Based upon the 2006 and the 2007 estimates, per capita income in Pickett County is $21,230 compared to the state average of $32,172, and median household income for the county is $27,956 compared to the state's $42,389. Both the county's per capita income and median household income are 34 percent lower than the state average. Pickett County ranks 86th of Tennessee's 95 counties in per capita income and 91st in median household income.

The county's general population declined in 1970, increased in 1980 and 1990, and declined slightly in 2000. The county is projected to lose nearly ten percent of its population in the next 30 years.

Figure III.2: Pickett County General Population and Projected Growth

									2000-2030 Projected Growth	
Year	1960	1970	1980	1990	2000	2010	2020	2030	% Inc.	Net Inc.
Pickett	4,431	3,774	4,358	4,548	4,945	4,747	4,544	4,454	-9.93%	-491



IV. FINANCIAL ANALYSIS

In Tennessee, counties are required to submit to the State Department of Corrections a "Financial Cost Settlement" in order to recoup costs for housing State inmates. The form is quite thorough in detailing the actual and prorated costs associated with maintaining and operating a county jail based upon the State and local governments' fiscal year beginning July 1st and ending June 30th.

Some costs are not allowable and include inpatient hospitalization, cost of misdemeanants, or cost of programs and activities such as GED, DUI and probation programs. It should also be noted that counties periodically receive grants for programs such as litter pick-up projects, and special needs such as breathalyzers. These periodic grants are also not included in the determination of annual operating costs.

Prorated costs are those costs incurred by the sheriff's department or the county that represent only a portion of the costs that can be attributed to operating and maintaining the detention facility. Typically those costs include items such as insurance, vehicular fleet maintenance, and office supplies. In preparation of the financial analysis for this report, the consultants interviewed county finance and sheriff's department personnel to determine the accuracy of the prorated costs reported to the State.

This review was determined to be necessary due to the fact that typical proration schedules suggested by the State do not always reflect the individual county's actual circumstances. For example, most counties report a 10 percent allocation of vehicular costs and fuel costs to the operation of the jail. However, in situations where counties are transporting a significant portion of their inmate population to other counties for housing, the actual costs can be much higher. The consultants also cross checked the cost data against County Audit Report to the Tennessee Comptroller of the Treasury for accuracy and inclusion of allowable costs.

The final calculation of the financial analysis is the determination of the Average Daily Cost per Inmate. This is an important indicator to counties, since reimbursement from the State for housing State prisoners is $35 per day. Many counties have also adopted this rate for housing each other's inmates. This cost is determined by dividing the County jails' annual net operating cost by the total number of inmate-days (detention days) for the entire fiscal year.

The following tables and graphs depict various characteristics of Pickett County's annual jail operating costs for the last five fiscal years, Fiscal Year Ending 2005 through Fiscal Year Ending 2009.

Figure IV.1 illustrates the County's total annual operating costs as well as the grouping of costs by categories utilized by the State in the County's "Financial Cost Settlement" report. The categories are self-explanatory, however, one should note that indirect cost is not a true accounting cost but rather a calculation based on 2 percent of all other annual costs.

Figure IV.1: Pickett County Jail Operating Costs, FY 05 – FY - 09

	FY 05	FY 06	FY 07	FY 08	FY 09
Direct Costs - Personnel	$152,155	$155,998	$186,284	$179,972	$194,473
Other Direct Costs	$58,844	$69,950	$81,036	$103,019	$84,890
Prorated Direct Costs /Contract Services/Consultants	$37,366	$41,391	$30,847	$54,395	$52,977
Equipment Costs	$4,649	$4,649	$5,088	$10,682	$5,049
Building Depreciation	$0	$0	$0	$0	$0
Indirect Costs	$5,060	$5,440	$6,665	$6,961	$6,748
Total	$258,074	$277,428	$309,920	$355,029	$344,137

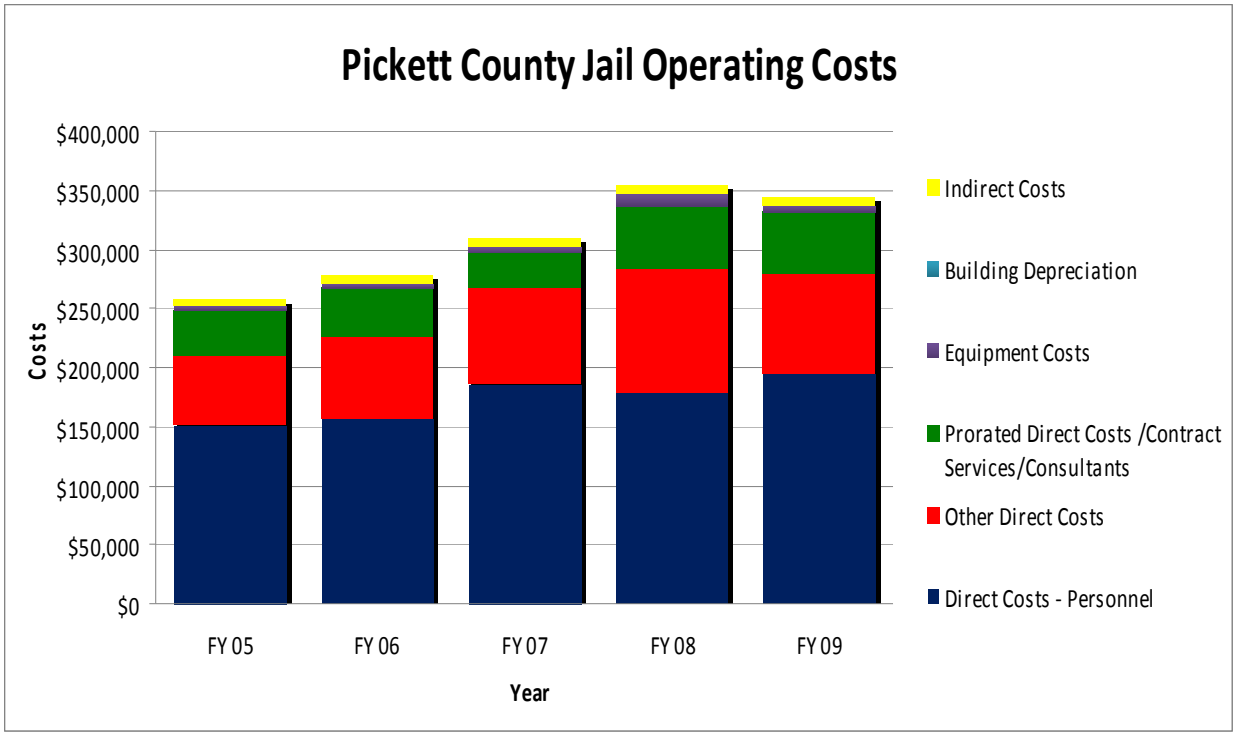


Figure IV.2 provides a breakdown of Pickett County's other direct jail costs to illustrate expenditures relevant to this study including inmate meals, medical costs, jail maintenance, and utilities.

Figure IV.3 presents transportation costs as an element of the Breakdown of Prorated Direct Costs, Contract Services, and Consultants. For the purpose of this study, transportation cost is a key factor.

Figure IV.2: Breakdown of Prorated Costs, FY 05 – FY 09

	FY 05	FY 06	FY 07	FY 08	FY 09
Food	$25,438	$36,431	$34,084	$34,056	$31,649
Medical	$14,286	$16,543	$20,151	$37,557	$19,731
Bldg Maintenance and Utilities	$1,292	$2,435	$4,790	$9,800	$11,505
Other	$17,828	$14,541	$22,011	$21,606	$22,005
Total	$58,844	$69,950	$81,036	$103,019	$84,890

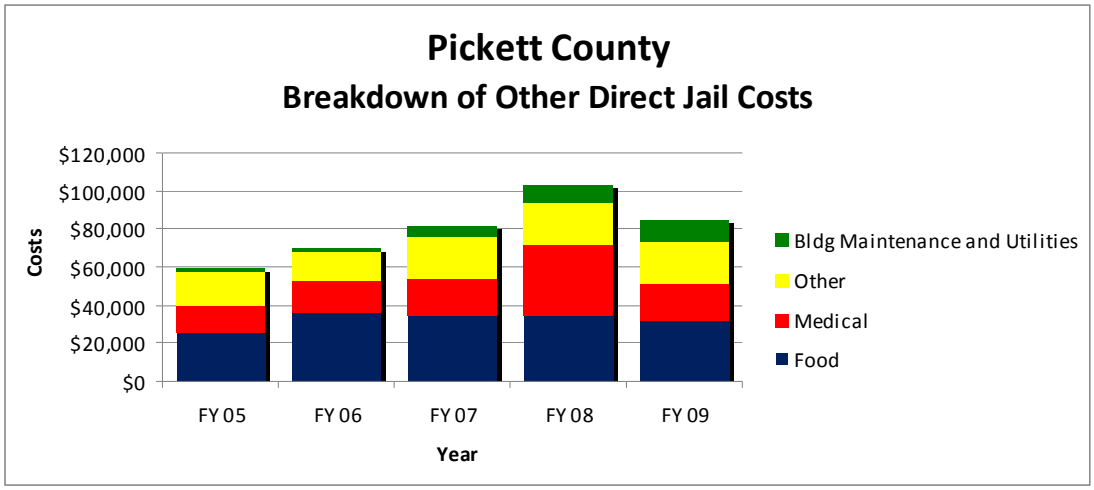


Figure IV.3: Breakdown of Prorated Direct Costs

	FY 05	FY 06	FY 07	FY 08	FY 09
Vehicle Maint/Repair	$13,202	$13,440	$5,615	$8,409	$9,538
Gasoline/Diesel	$5,878	$8,361	$10,319	$13,112	$10,480
Insurance	$2,786	$2,786	$8,397	$10,127	$10,574
Other	$15,500	$16,804	$6,516	$22,747	$22,385
Total	**$37,366**	**$41,391**	**$30,847**	**$54,395**	**$52,977**

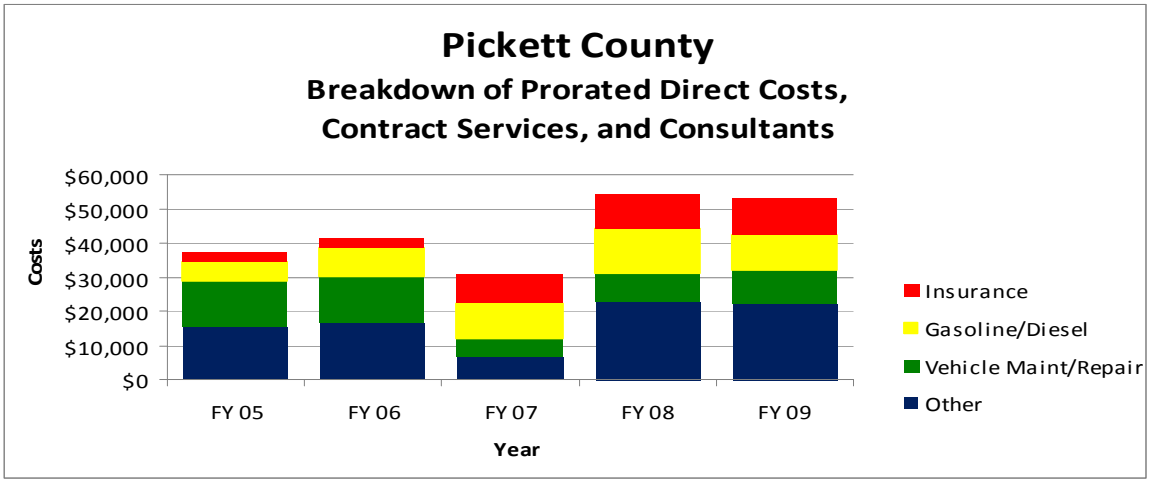
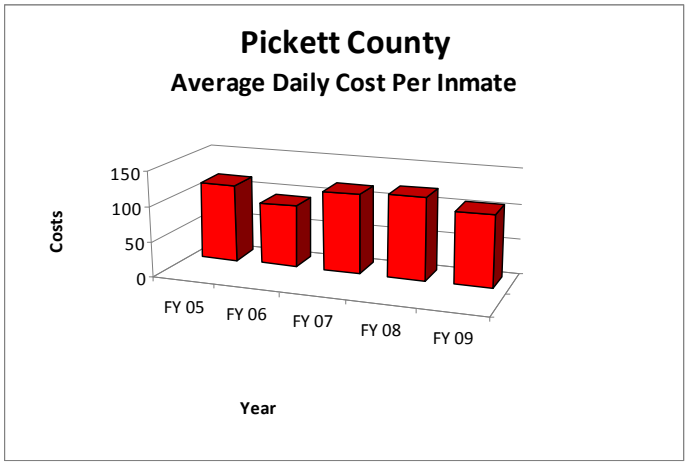


Figure IV.4 presents the Average Daily Cost per Inmate for the last five fiscal years.

Figure IV.4: Average Daily Cost per Inmate, FY 05 – FY 09

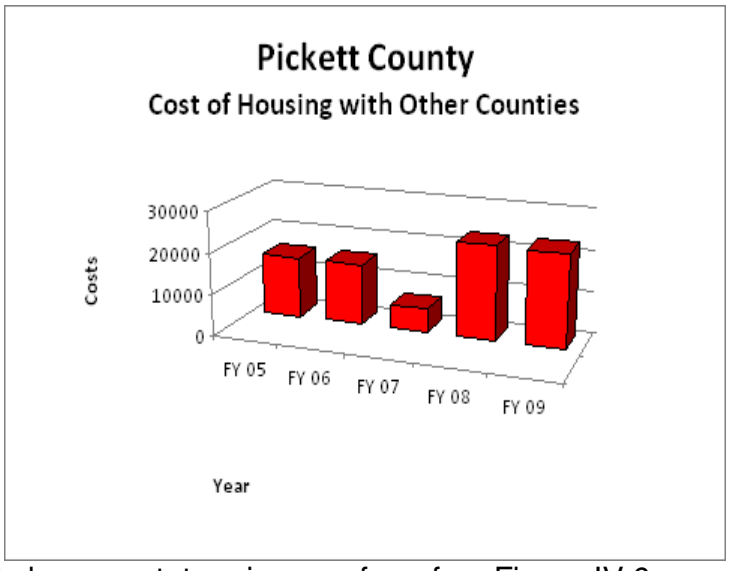
Fiscal Year	Cost
FY 05	$111.72
FY 06	$89.78
FY 07	$113.57
FY 08	$117.06
FY 09	$101.91



Finally, Pickett County transports their inmates to other counties to be housed due to overcrowding. The total costs paid to other counties during the last five fiscal years are illustrated in Figure IV.5.

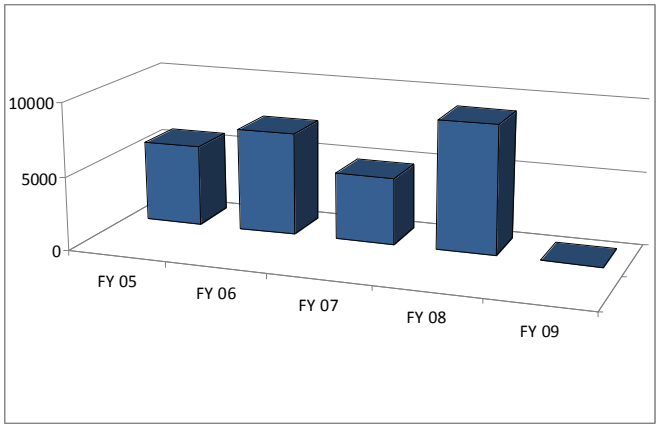
Figure IV.5: Cost of Housing with Other Counties

Fiscal Year	Cost
FY 05	$14,710.00
FY 06	$14,635.00
FY 07	$5,670.00
FY 08	$22,575.00
FY 09	$22,280.00



In spite of its crowding, Pickett County houses state prisoners for a fee. Figure IV.6 presents the income received for housing inmates for the last five fiscal years. In FY 08 the revenue was consistent with housing an average of 0.7 state prisoners on an average day.

Figure IV.6: Annual Income for Housing Inmates, FY 05 – FY 09



Fiscal Year	Annual Income Housing Inmates
FY 05	$5,526
FY 06	$7,002
FY 07	$4,554
FY 08	$8,833
FY 09	$0

Based on Pickett County's financial analysis, the following inferences can be assumed, including relevant notations concerning the data:

- Pickett County's annual jail operating costs have steadily increased between FY 05 and FY 09 from $258,074 to $344,137, or a 33.3 percent increase. It should be noted that neither the "Financial Cost Settlement" report nor the County Audit Report for the last five years indicated any building depreciation costs. Therefore, it can be assumed that the jail is fully depreciated.

- Pickett County's average annual inmate food cost for the five-year period is $32,332, or $11.12 per inmate per day, the largest cost of the four counties included in this study.

- Pickett County's average annual inmate medical cost for the five-year period is $21,653, or $7.45 per inmate per day, again the largest cost of the four counties included in this study.

- Pickett County has been reporting to the State a 10 percent prorated cost of transportation for the Sheriff's Department as costs attributable to the Jail. However, Pickett County houses many inmates in other county jails. After discussions with the Sheriff's Department personnel, it was determined that 30 percent would yield a more accurate calculation.

- Pickett County's Average Daily Cost per Inmate has varied over the five-year period. The average cost for FY 05 through FY 09 is $106.80. This amount is more than double the Average Daily Cost per Inmate for the other three counties included in this study.

- Pickett County has been paying other counties to house their inmates each of the last five fiscal years. The amount has varied from $5,670 in FY 07 to $22,575 in FY 08. The average amount for the five-year period is $15,974.

V. PHYSICAL ASSESSMENT OF THE PICKETT COUNTY JAIL

(See also Attachment A)

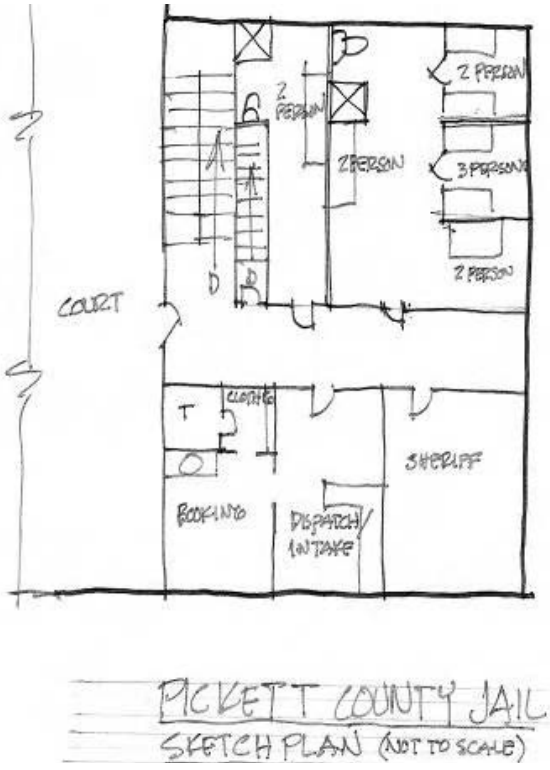
Attachment A presents a comprehensive assessment of the Pickett County jail facility. The following narrative describes some of the findings and identifies concerns with the facility.

The county jail was constructed as part of the courthouse project in 1935. The jail consists of four rooms on the second floor of the County Courthouse. The facility has a rated capacity of six beds, but regularly houses many more. The jail is located on the second floor of the courthouse and occupies one-half of the second floor. The other half houses a courtroom. A small landing at the top of the steps is used by the court and the jail.

The jail is entered through a single barred gate that provides a small measure of separation from the public areas of the courthouse--when it is closed and locked. A second stair which is also used to store cleaning and maintenance supplies leads down from the jail within the gated jail area.

Inmates are housed in two housing units located directly off of the main corridor. Inmates are booked in and released in a room across the corridor. Figure V.1 provides a sketch of the jail plan that illustrates the basic configuration of the jail.

Figure V.1: Sketch of Pickett County Jail Layout



PICKETT COUNTY JAIL
SKETCH PLAN (NOT TO SCALE)

Type of Construction

The exterior wall construction is built with unreinforced masonry; the partitions are steel, plaster or masonry. Most of the construction elements of the jail are not adequate for use as a jail. A recent escape attempt exploited the inadequate construction, when an inmate nearly broke through the exterior wall of the larger cell area and escaped.

Systems

The building systems (heating, cooling, ventilation, and plumbing) are minimal. The systems that are provided are showing their age.

Review of Functional Areas

Public Lobby

The lobby of the courthouse serves as a makeshift lobby for the jail and sheriff's office. The lobby is not easily accessible from the front; five steps lead from the street to the middle floor of the courthouse.

Staff Support

There are no spaces that support jail/sheriff's staff. No lockers are provided, nor a changing area. Staff training is conducted off site. A single toilet off the booking room is available for the staff. It is also used by inmates who are changing clothes as part of the intake or release process.

Jail Administration

There are only two administrative spaces: the Sheriff's office and a room that is used for reception, intake, release, dispatch, and other functions.

Inmate Visitation

No space is dedicated for visitation. Non-contact visits are provided when visitors stand in the jail corridor and converse with inmates through a hole in the cell door. This arrangement provides no privacy, is difficult to supervise, and makes it easy for visitors to attempt to introduce contraband into the jail.

Security Operations

The desk in the intake/release/dispatch room has monitors that are used to view eight cameras that focus on circulation (the corridor), the booking area, and the cell areas. The cameras are connected to digital recorders, providing the opportunity to review incidents that might occur, after the fact. This closed-circuit television (CCTV) system does not replace the need for jail staff to enter cell areas and personally observe every inmate on a regular basis.

All locks are manual. There is no central fire alarm system nor are any areas provided with sprinklers.

Intake/Release

All incoming inmates must be escorted up the stairs and into the jail area, which is located across from the courtroom. Inmates are processed in a booking area that consists of the multi-function desk, a small room for finger printing and records storage, and an alcove for storage of uniforms. The booking area is not physically secure. Doors, locks, and windows are not appropriate for jail use.

The booking area is crowded. Furnishings and equipment are not appropriate for use in a jail. There are many loose items, including pieces of equipment, that pose a risk of harm for jail staff if an inmate attempts to use them as a weapon.

Inmate Housing

Inmate housing is provided in two rooms that are located across from the booking area. One room has two bunks. The other has two non-secure cells that front onto a common area which serves as a makeshift dayroom. Additional beds are located in the “day” space.

Because the jail only has two rooms for inmate housing, it is impossible for the jail to house several types of inmates, such as females, persons who act out, and others who need to be separated for any reason. These inmates are boarded out of the county, usually in Overton County. The lack of separation in the housing areas makes it difficult to classify and separate inmates according to an objective classification system.

Inmate Programs and Services

There is no dedicated space for the provision of inmate programs and services.

Exercise and Recreation

There is no space provided for inmate exercise or recreation--inside or outside.

Health Care Services

There is no space provided for delivering medical services to inmates. Jail staff will dispense over-the-counter medications that are provided by inmates’ families. No medical services are provided on site. Inmates must be transported to facilities in the community for all health care services.

Support Services/ Facility Management

Food Service

No space is provided for food preparation in the jail. All food is supplied by a local restaurant. Inmates eat in their housing areas.

Perimeter Security

For all practical purposes, there is no security perimeter for the jail. When the barred gate at the top of the stairs is locked, there is a small measure of security. But this gate provides neither sufficient separation nor redundancy to be considered a secure entrance.

In addition to the lack of a secure entrance to the jail:

- The walls are not secure.
- The ceilings do not appear to be secure.
- Windows in the housing areas are not constructed to security standards.
- When court is in session, many persons from the community are present at the top of the steps, adjacent to the jail entrance, posing many security concerns.

Site and Expansion

The courthouse is located in the center of Byrdsville. The site provides limited space for parking and for jail expansion.

Comments

The Pickett County Jail has served the county for seventy-five years. The facility meets very few of the requirements for a modern jail. The facility lacks most of the needed spaces, including, housing, booking, administration, services and programs.

The second floor location of the jail poses challenges for reasonable access. Moving arrestees through public areas of the courthouse creates unnecessary risks. It is difficult to maintain the physical security of the jail.

There is no reasonable way to adapt this facility to meet current requirements for a full-service jail.

VI. JAIL OCCUPANCY (see also Attachment B)

Analyzing the historical use of the Pickett County Jail is complicated by the county's use of other jails to house female inmates and some male inmates. These inmates are not counted on the monthly reports that are collected by the Jail Monthly Summaries that are collected by the Tennessee Department of Corrections (TDOC). Rather, these inmates appear in their host county(s) as "Other" inmates.

The analysis of jail use is further clouded by the presence of both "discretionary" and "non-discretionary" inmates. The categories used by TDOC to identify the types of jail inmates provide some perspective on the composition of the Pickett County Jail:

Non-Discretionary Inmates (those who *must* be housed by the county)

- OTHER CONVICTED FELONS: Convicted felons awaiting sentencing or not yet ready for transfer to TDOC because of other pending charges. Includes technical violators awaiting probable cause/revocation/rescission hearing or adjudication of pending charges.

- CONVICTED MISDEMEANANTS: Inmates serving time because of a misdemeanor conviction.

- PRETRIAL FELONY DETAINEES: Inmates charged with a felony but not yet convicted.

- PRETRIAL MISDEMEANANTS**:** Inmates charged with a misdemeanor but not yet convicted.

Discretionary Inmates (housed for a fee)

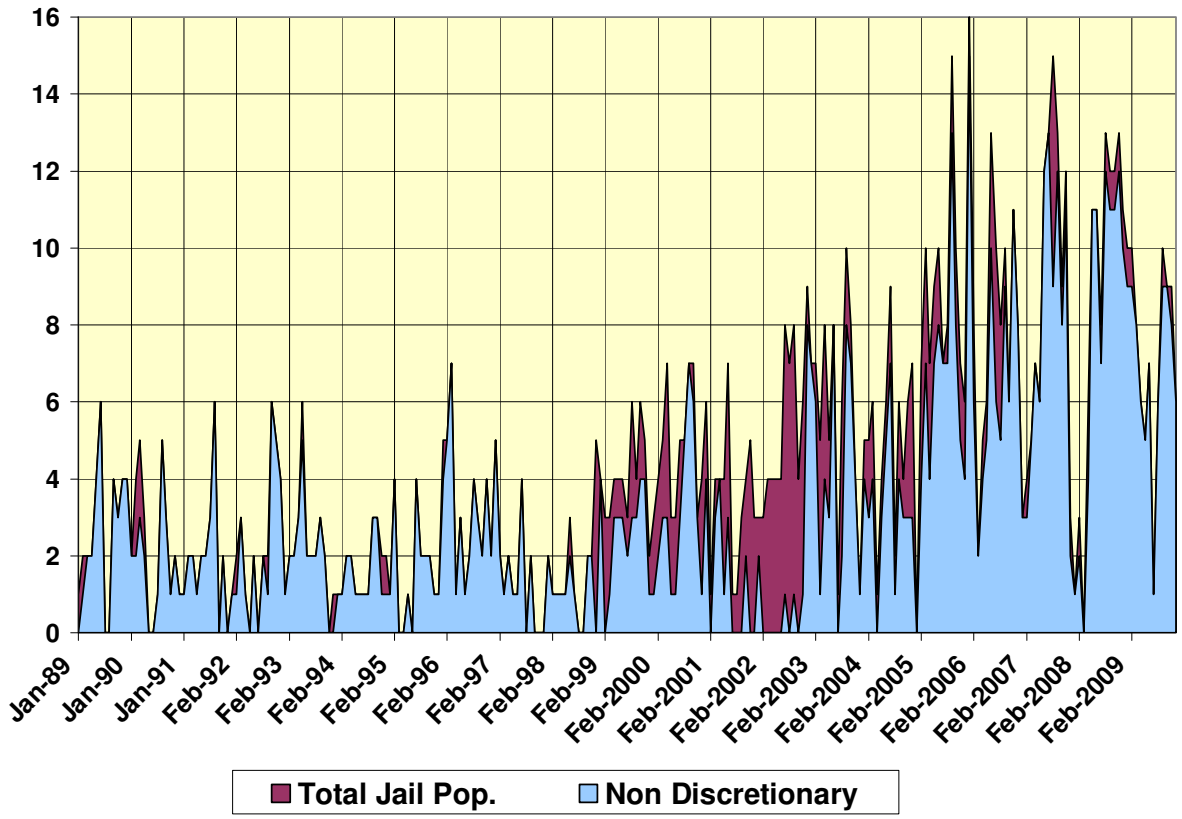
- TDOC BACKUP: Felon inmates sentenced to TDOC custody and held in local jails while awaiting transfer to a TDOC institution.

- LOCAL FELON: Convicted felons serving time in a local jail because of a contract with TDOC, and/or convicted felons serving a split confinement sentence.

- OTHERS: Inmates held in local facilities for federal crimes, city ordinances, etc. (such as the Pickett County inmates housed at Overton County).

Figure VI.1 illustrates the prevalence of non-discretionary inmates in the composition of the Pickett County Jail population over the past 20 years. The graph also shows marked increase in the jail average daily population (ADP) in the past five yeas.

Figure VI.1: Non-Discretionary and Total Jail Population, 1989 - 2009[1]



The number and types of discretionary inmates may change quickly based on several factors, including:

- County policies about keeping sentenced felons rather than sending them to TDOC
- County policies about sending boarders
- Price charged for boarders
- Availability of beds in other jails

This study focuses on the inmates that Pickett County *must* house in its jail, or find space for in another county. The number and type of these non-discretionary inmates is determined by many forces, most of which are not within the county's control.

Figure VI.2 shows the non-discretionary inmate population since 1989. It also shows the male and female inmates housed in Overton County in the past 30 months.

[1] Source: Monthly Jail Summaries provided by the Tennessee Department of Corrections (TDOC). These summaries provide a one-day snapshot of the number and types of inmates in the jail on the last day of each month.

Figure VI.2: Non-Discretionary Inmates Housed in the Pickett County Jail, 1989 – 2009, and Inmates Housed in Overton County

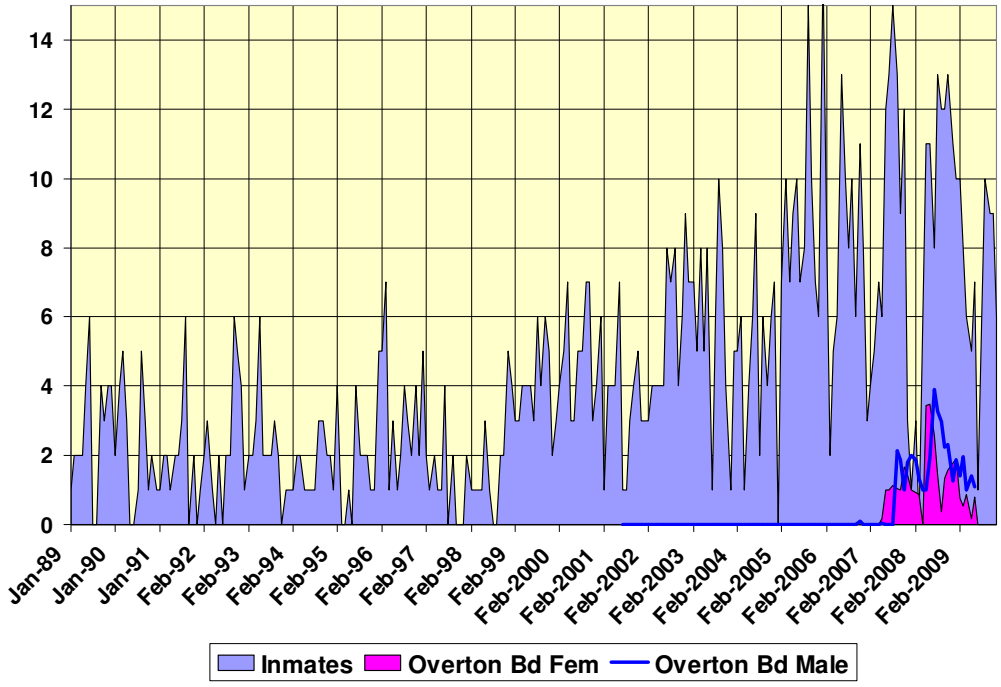


Figure VI.3 shows a close-up of the inmate population for the past three years, identifying the female inmates housed in Overton County.

Figure VI.3: Non-Discretionary Inmates, 2007 -2009

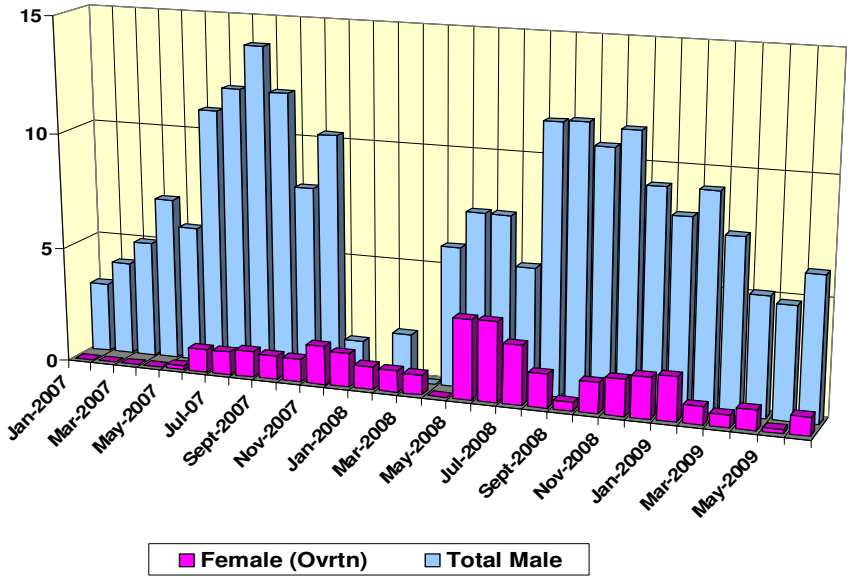


Figure VI.4 shows the number of non-discretionary inmates based on their status as either pretrial detainees or sentenced offenders. The number of sentenced offenders

was high in 2008 and fell somewhat in 2009. Pretrial detainees comprised a smaller proportion of the jail population in recent years.

Figure VI.4: Non-Discretionary Inmates by Status (Pretrial, Sentenced)

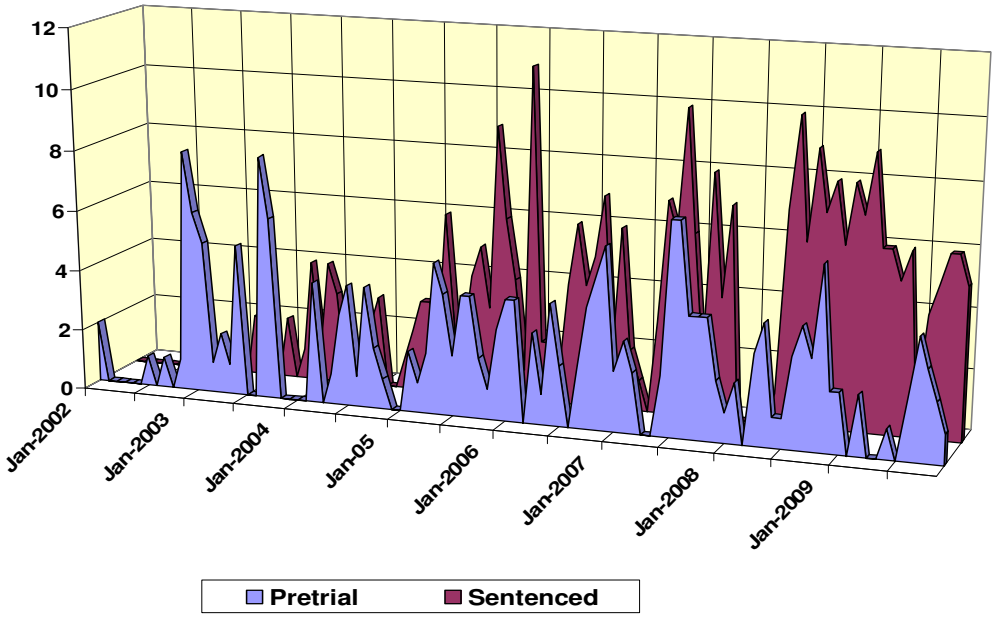
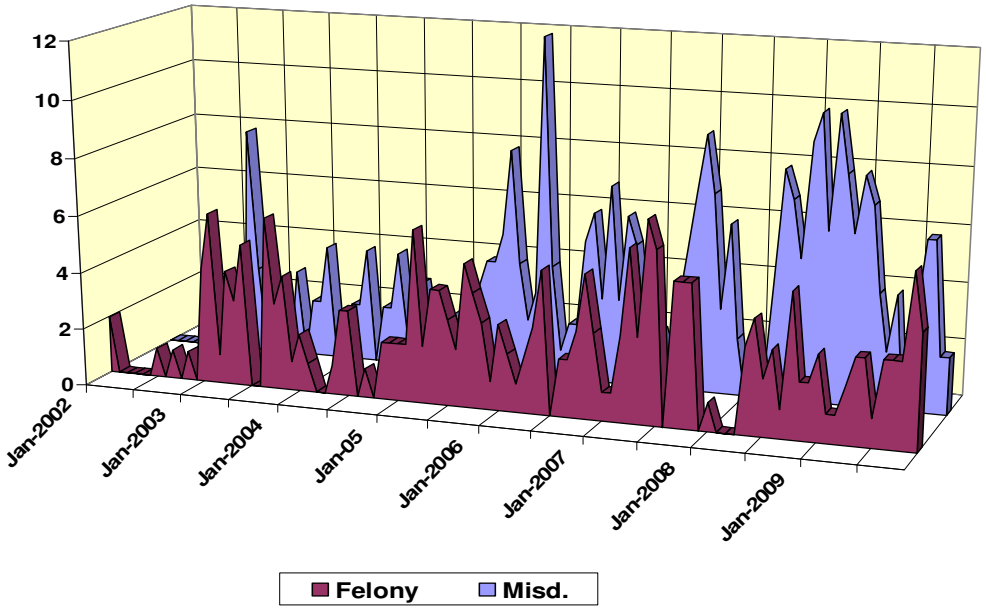


Figure VI.5 describes the non-discretionary jail population according to the level of charges filed against inmates.

Figure VI.5: Non-Discretionary by Level of Charge



Inmates charged with misdemeanor offenses outnumber those who have been sentenced on the average day in Pickett County.

VII. PROJECTING FUTURE JAIL POPULATIONS

Predicting future jail needs begins with an analysis of past practices and trends. Statistical analyses project future jail needs based on jail occupancy in recent years. Because many of the forces that shape the jail population change over time, the value of statistical projections is limited.

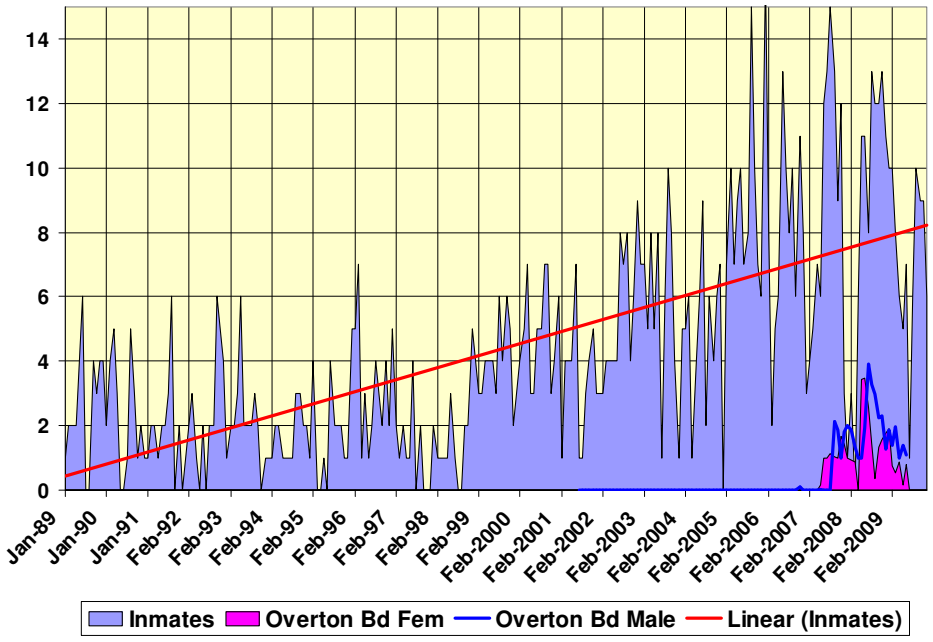
The consultant team will work with county officials to identify and discuss a variety of changes that would alter future needs, including:

- Changes in practices and policies that *have occurred,* but were not sufficiently reflected in the historical occupancy data.
- Changes in practices and policies that are *expected* in the future, but which are not within the control of county officials.
- Changes in practices and policies that are desired and which may be implemented by county officials.

The consultant team's statistician only had one set of historical jail occupancy figures available for analysis—the TDOC Jail Monthly Summaries. These provide a monthly snapshot data and were available for the period beginning January 1989 and ending December 2009.

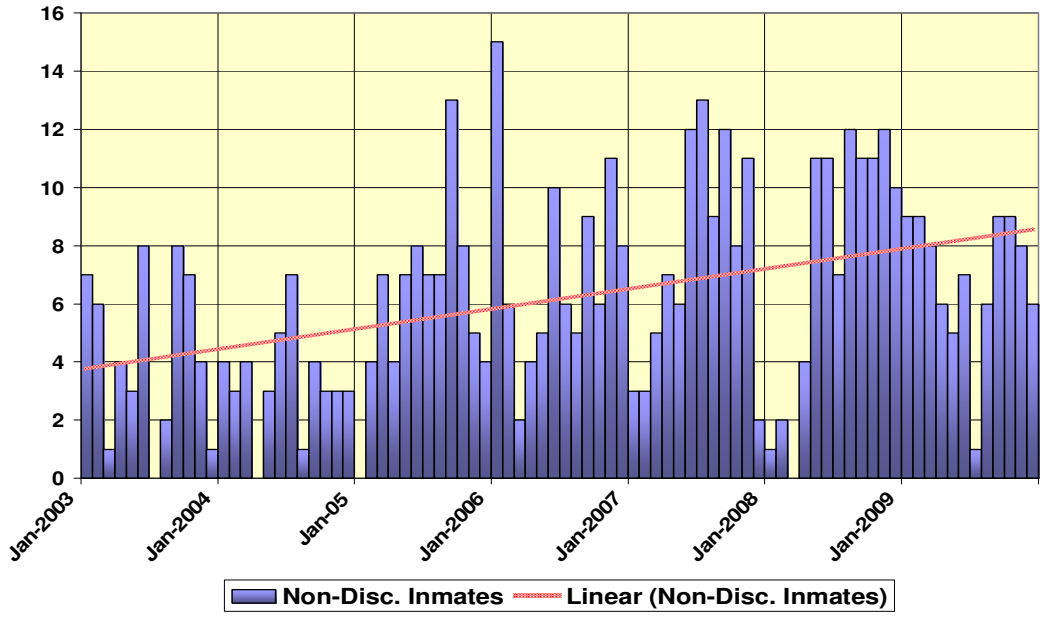
The first dataset described fluctuating levels of jail use over the twenty years, as shown in Figure VII.1. The line in Figure VII.1 represents a trend line, showing an increase of 8 beds over a 20-year period.

Figure VII.1: Non-Discretionary Inmates, 1989 - 2009



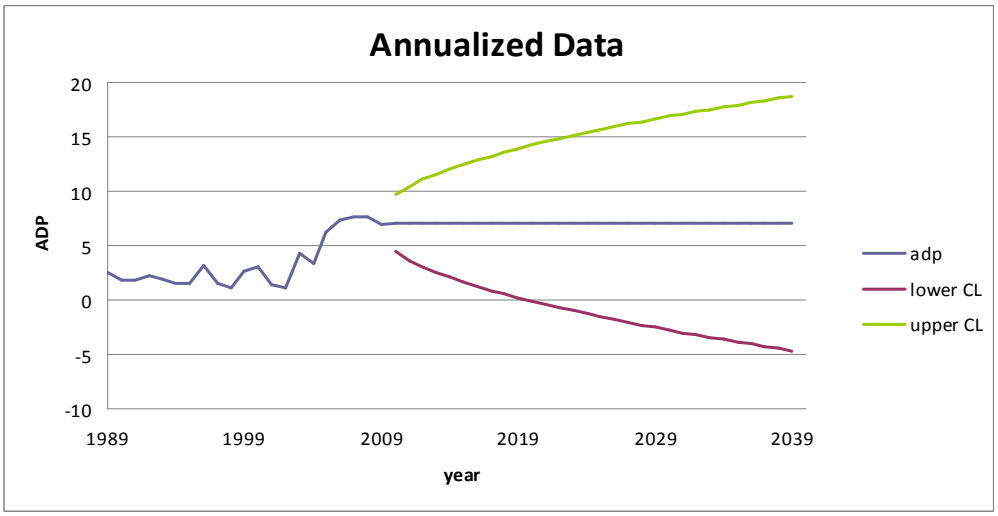
A similar trend line is generated by a linear regression analysis of the past seven years, as shown in Figure VII.2.

Figure VII.2: Non-Discretionary Jail Inmates, 2003 - 2009



The daily population of the Pickett County Jail has fluctuated markedly in recent years. Daily counts in the year 2009 ranged from a low of one to a high of nine. In 2008 the range was from zero to 12. With such a high degree of variation, and a small jail population, statistical methods produce shaky results. Figure VII.3 presents a statistical projection using monthly jail data. The curved lines indicate the degree of variance that might be expected in the future. Statistics alone are not sufficient for forecasts.

Figure VII.3: Projected Jail Population Using Annualized Data



VIII. INMATE CHACTERISTICS

Attachment C presents tables and graphs that were generated by the analysis of records for 704 inmates, representing all inmates admitted to the Pickett County Jail from December 2008 to December 2009. These inmates spent a total of 4,309 days in the jail. The overall average length of stay (ALOS) was 6.1 days.

During this period, most female inmates were transferred to the Overton County Jail where they were housed until release. Information about these inmates, and male inmates who were also housed in Overton County, was secured from the Overton County computer records and has been reviewed for this study. The days spent in Overton County by Pickett County inmates were added to monthly figures for the purpose of projecting future needs.

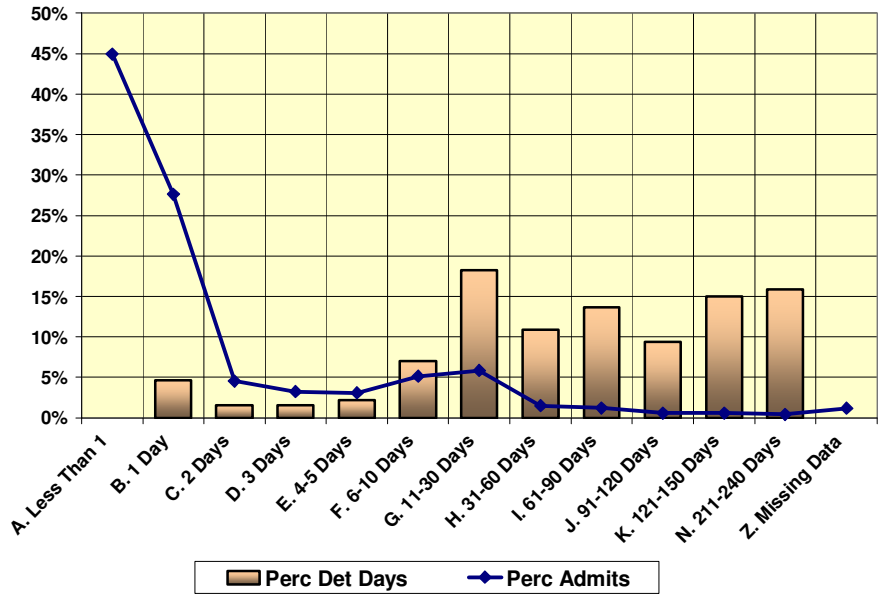
It is important to examine the jail population in terms of *both* admissions and detention days to fully understand the dynamics of the jail setting. Figure VIII.1 describes admissions and detention days. 45% of all inmates admitted to the jail are released in less than one day, and as a result, these inmates accrue no detention days. Conversely, 0.4% of all inmates spend over 211 days in jail, but they occupy 15.9% of the jail beds.

Figure VIII.1: Length of Stay

Det Day Cuts	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
A. Less Than 1	312	45.0%	0	0.0%	0.0
B. 1 Day	200	27.6%	200	4.6%	1.0
C. 2 Days	33	4.6%	66	1.5%	2.0
D. 3 Days	22	3.3%	66	1.5%	3.0
E. 4-5 Days	21	3.1%	93	2.2%	4.4
F. 6-10 Days	37	5.1%	302	7.0%	8.2
G. 11-30 Days	40	5.8%	786	18.2%	19.7
H. 31-60 Days	11	1.5%	470	10.9%	42.7
I. 61-90 Days	8	1.2%	589	13.7%	73.6
J. 91-120 Days	4	0.6%	403	9.4%	100.8
K. 121-150 Days	5	0.6%	648	15.0%	129.6
N. 211-240 Days	3	0.4%	686	15.9%	228.7
Z. Missing Data	8	1.2%	0	0.0%	0.0

Figure VIII.2 illustrates the relationship between admissions and detention days. It shows that inmates who spend 11 to 30 days in confinement use spend more time in the jail than inmates in other length of stay categories.

Figure VIII.2: Length of Stay: Admits vs. Percent Detention Days



85% of the inmates admitted to the Pickett County Jail were residents of Tennessee. 11.3% were residents of Kentucky. Inmates from Byrdstown used nearly 61% of the jail space; inmates from Albany occupied nearly 11% of the beds.

Figure VIII.3 describes the charges that were most frequently brought against inmates. Inmates admitted to jail for violating the conditions of their probation accounted for 23.2% of the detention days. Another 6.5% of the beds were used by inmates charged with criminal violation of probation. Five inmates were charged with possession of a controlled substance, but their ALOS- average length of stay-- (47.6 days) resulted in the use of 5.5% of the detention days.

Figure VIII.3: Charge (First at Time of Admission)

Charge 1	Admits	Perc Admits	Det Days	%Det Days	ALOS
Violation of Probation	85	12.3%	999	23.2%	11.8
DUI- Driving Under the Influence [First/unspecified]	100	13.8%	682	15.8%	6.8
Capias	41	6.0%	465	10.8%	11.3
VOP- Criminal (Violation of Probation)	19	2.6%	282	6.5%	14.8
Possession of Controlled Substance	5	0.7%	238	5.5%	47.6
Grand jury indictment	18	2.4%	222	5.2%	12.3
Public Drunkenness (intoxication)	89	12.5%	198	4.6%	2.2
Burglary	7	1.0%	167	3.9%	23.9
Domestic [Assault/Violence]	42	5.9%	131	3.0%	3.1
Jail [by judge]	10	1.3%	117	2.7%	11.7
Assault	6	0.9%	109	2.5%	18.2

Figure VIII.4 shows that 10.5% of all inmates admitted to the jail were released after serving a sentence. Their average length of stay (27.3 days) resulted in the use of

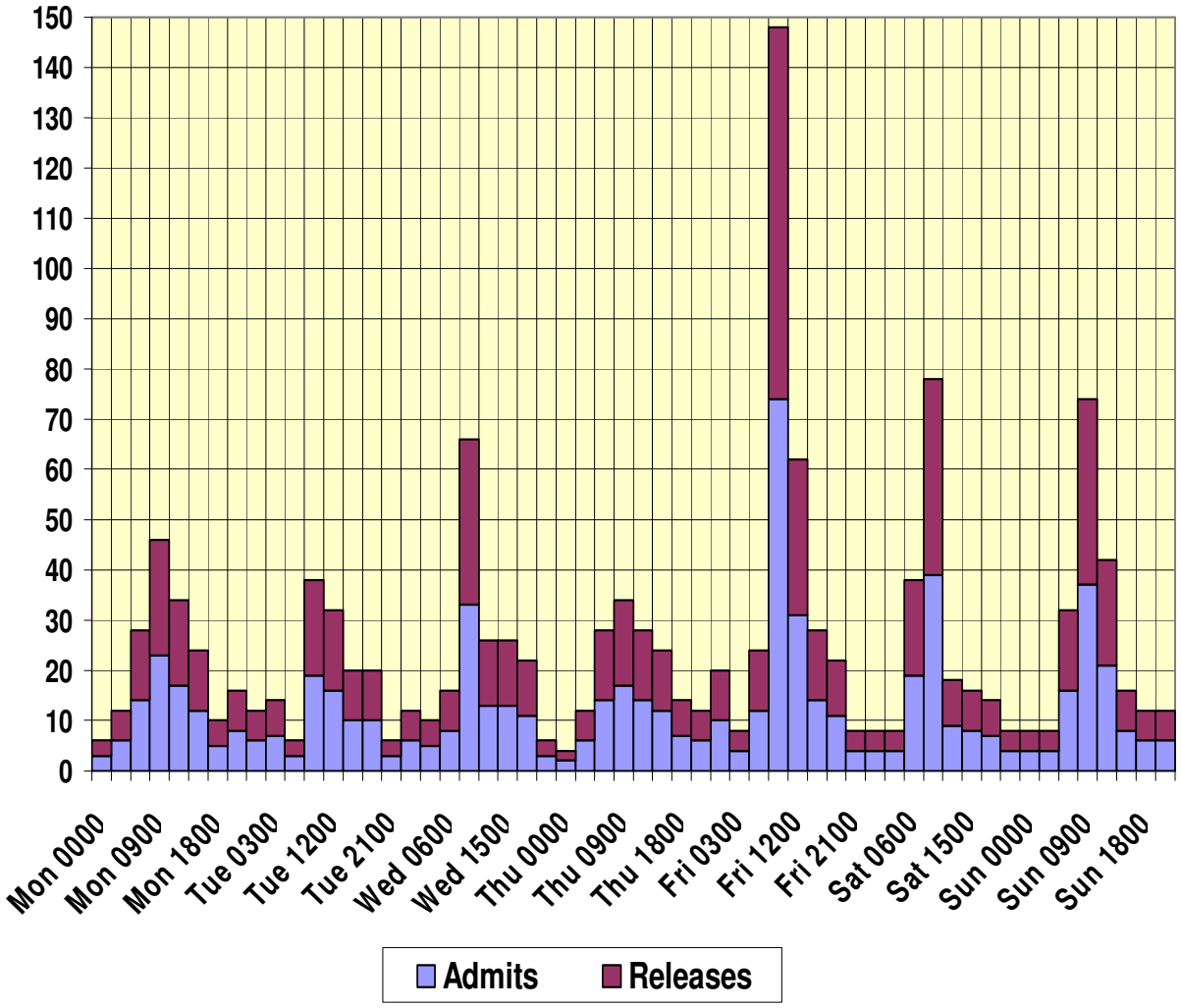
nearly half of the jail beds for the year. Conversely, 39% of the inmates admitted to the jail were released on an appearance bond, but they stayed an average of 2.1 days and accounted for only 13.5% of the jail beds.

Figure VIII.4: Reason for Release

Reason for Release	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
Time Served	75	10.5%	2044	47.4%	27.3
Appearance Bond	280	39.0%	581	13.5%	2.1
Turned Over to Probation	8	1.2%	412	9.6%	51.5
TN Department of Corrections	8	1.1%	388	9.0%	48.5
Bonding Company	195	28.7%	276	6.4%	1.4
Released Per Sheriff	15	2.1%	174	4.0%	11.6
Own Recognizance, ROR	25	3.6%	102	2.4%	4.3
Unknown	19	2.7%	65	1.5%	3.4
Transferred to Another Jail	8	1.2%	59	1.4%	7.4
Property Bond	10	1.6%	46	1.1%	4.6
Released to Rehabilitation Program	4	0.6%	45	1.0%	11.3
Cashed Out (paid fees or fines)	7	1.0%	27	0.6%	3.9
Fed. Immigration	1	0.2%	25	0.6%	25.0
Charges Dismissed	4	0.6%	20	0.5%	5.0
Weekend Served	6	0.9%	14	0.3%	2.3
Released by Court	9	1.2%	11	0.3%	1.2
Signature Bond	11	1.3%	9	0.2%	0.8
Paid Fine, Ticket, Other Obligations	5	0.7%	3	0.1%	0.6
Cash Bond	9	1.2%	2	0.0%	0.2
Crisis Intervention	1	0.0%	1	0.0%	1.0
Medical Attention	1	0.1%	1	0.0%	1.0
Sobered Up	1	0.2%	0	0.0%	0.0

The time and day of the week of admission and release are illustrated in Figure VIII.5.

Figure VIII.5: Admits and Releases by Day and Time



Attachment C presents additional tables and graphs that describe the inmates in the Pickett County Jail.

IX. THE JAIL AND THE CRIMINAL JUSTICE SYSTEM

The preceding pages have presented information about many facets of the jail and its occupants. Criminal justice system indicators provide more insights needed to understand the jail and look toward future needs. Figure IX.1 presents data that describes the dynamics of the broader criminal justice system, of which the jail is one component.

Figure IX.1: Criminal Justice System Indicators

Pickett	2001	2002	2003	2004	2005	2006	2007	2008	Change-2001 - 08	% Change
Arrestees	75	69	68	43	44	18				
County Popul'n.	4,962	5,021	4,920	4,843	4,819	4,781	4,762	4,801	***-161***	***-3.2%***
Crime Rate/1,000	15.11	13.74	13.82	8.88	9.13	3.76	1.89	0.62	***-14.49***	***-95.9%***
Filings	NA	230	123	195	85	182	141	151	***-79***	***-34.3%***
Custody	2		3	1	3	1	8	3	**1**	**50.0%**
ADP	1	1	4	3	6	7	8	8	**6.3**	**450.0%**
Incarc. Rate/1,000	0.3	0.2	0.9	0.7	1.3	1.5	1.6	1.6	**1.3**	**468.4%**

The criminal justice system is comprised of many components, from the commission of crimes and subsequent arrests, to the filing of court cases, to the incarceration of inmates at the jail.

In Pickett County, no single criminal justice factor explains the changes in the jail population. While the jail population *increased* by 450% over eight years:

- Arrests decreased
- County population decreased
- Crime rate decreased
- Court filings decreased

Figure IX.2 presents data describing criminal court filings from 2000 to 2008. As with the other criminal justice system indicators, they do not explain the change in the jail population. Further discussions with officials are needed to understand the forces that caused the growth in jail use.

Figure IX.2: Criminal Court Filings and Dispositions, 2000 - 2008

	2000	2001	2002	2003	2004	2005	2006	2007	2008
Total Criminal Filings	**141**	**34**	**230**	**123**	**195**	**85**	**182**	**141**	**151**
Acquittal	0	0	0	0	0	2	0	0	1
Conviction After Trial	1	10	0	0	1	6	12	4	0
Dismissal/Nolle Prosequi	18	33	71	49	62	89	56	60	39
Guilty Plea-As Charged	18	23	34	59	43	58	16	46	30
Guilty Plea-Lesser Charge	4	2	2	0	6	6	0	7	3
Other	0	0	0	2	0	5	1	0	0
Pre-Trial or Judicial Diversion	0	0	19	11	2	2	0	6	0
Retired/Unapprehended Defendant	0	0	0	0	0	0	0	0	0
Transfer to Another Court/Remanded	0	0	0	2	8	3	0	0	0
Total Dispositions	**41**	**68**	**126**	**123**	**122**	**171**	**85**	**123**	**73**

- -

ATTACHMENTS

A. Physical Assessment of the Pickett County Jail
B. Historical Jail Occupancy Data
C. Inmate Characteristics

ATTACHMENT A: PHYSICAL ASSESSMENT OF THE PICKETT COUNTY JAIL

Age

The county jail was constructed as part of the courthouse project in 1935.

General Description

The jail consists of four rooms on the second floor of the County Courthouse. The facility has a rated capacity of six beds, but regularly houses many more.

Jail occupies half of the second floor, the right side in the photo. The two windows to the far right of the second floor is one of the two cell areas.

The jail is located on the second floor of the courthouse and occupies one-half of the second floor. The other half houses a courtroom. A small landing at the top of the steps is used by the court and the jail.

Jail is in upper right corner of photo.

Front entrance to courthouse.

Court room located on the other side of the second floor.

Jail Layout

The jail portion of the courthouse consists of a short corridor on the second floor that has two housing areas on one side (to the left as you enter the area), and booking, dispatch, and sheriff administrative rooms on the other side

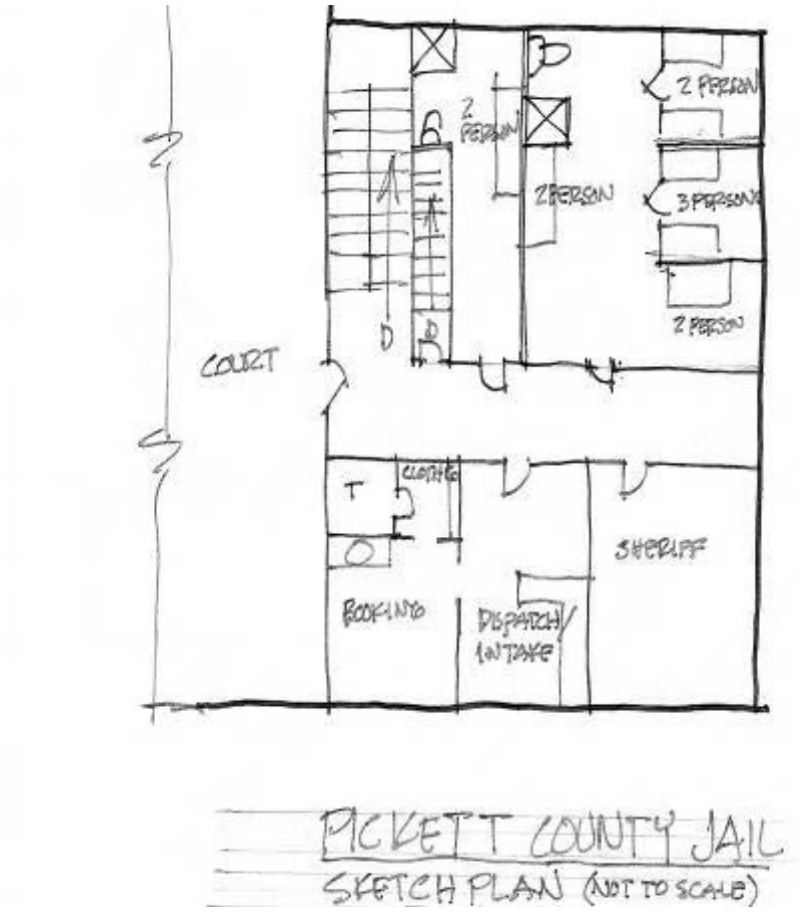
The jail is entered through a single barred gate that provides a small measure of separation from the public areas of the courthouse--when it is closed and locked.

A second stair which is also used to store cleaning and maintenance supplies leads down from the jail within the gated jail area.

Inmates are housed in two housing units located directly off of the main corridor. Inmates are booked in and released in a room across the corridor.

Figure A.1 provides a sketch of the jail plan that illustrates the basic configuration of the jail.

Figure A.1: Sketch of Pickett County Jail Layout



Type of Construction

The exterior wall construction is built with unreinforced masonry; the partitions are steel, plaster or masonry. The floors are probably concrete and the ceiling is probably made of plaster. Most of the construction elements of the jail are not adequate for their use. A recent escape attempt exploited the inadequate construction, when an inmate nearly broke through the exterior wall of the larger cell area and escaped.

Systems

The building systems (heating, cooling, ventilation, and plumbing) are minimal. The systems that are provided are showing their age. Air conditioning has been added, and a mix of commercial and detention plumbing fixtures have been installed.

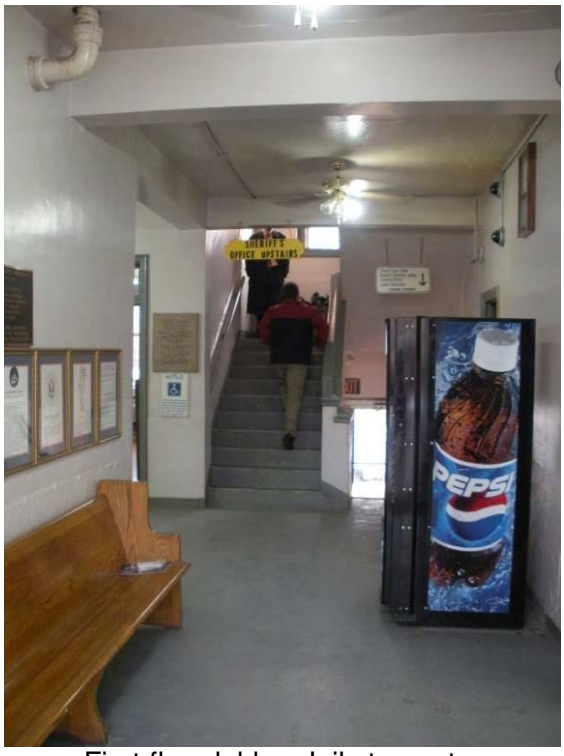
Stainless steel combination toilet and sink in one of the cells.

Review of Functional Areas

Public Lobby

The lobby of the courthouse serves as a makeshift lobby for the jail and sheriff's office. The lobby is not easily accessible from the front; five steps lead from the street to the middle floor of the courthouse.

The middle floor may be accessed from the side where a ramp has been provided, but this requires going through administrative offices. Another 15 steps must be negotiated to reach the jail (ten steps leading to a small landing, another five steps to the jail level).



First floor lobby. Jail steps at rear.

Landing, looking up to jail lobby.

Looking down to landing, metal detector in foreground.

Staff Support

There are no spaces that support jail/sheriff's staff. No lockers are provided, nor a changing area. Staff training is conducted off site. A single toilet off the booking room is available for the staff. It is also used by inmates who are changing clothes as part of the intake or release process.

Jail Administration

There are only two administrative spaces: the Sheriff's office and a room that is used for reception, intake, release, dispatch, and other functions.

Desk in intake/release/dispatch area.

Inmate Visitation

No space is dedicated for visitation. Non-contact visits are provided when visitors stand in the jail corridor and converse with inmates through a hole in the cell door. This arrangement provides no privacy, is difficult to supervise, and makes it easy for visitors to attempt to introduce contraband into the jail.

Security Operations

The desk in the intake/release/dispatch room has monitors that are used to view eight cameras that focus on circulation (the corridor), the booking area, and the cell areas. The cameras are connected to digital recorders, providing the opportunity to review incidents that might occur, after the fact. This closed-circuit television (CCTV) system

does not replace the need for jail staff to enter cell areas and personally observe every inmate on a regular basis.

All locks are manual. There is no central fire alarm system nor are any areas provided with sprinklers.

Intake/Release

All incoming inmates must be escorted up the stairs and into the jail area, which is located across from the courtroom. Inmates are processed in a booking area that consists of the multi-function desk, a small room for finger printing and records storage, and an alcove for storage of uniforms. The booking area is not physically secure. Doors, locks, and windows are not appropriate for jail use.

Inmates change into jail uniforms in the common restroom that is adjacent to the storage shelves in the booking area. Their property is stored in bags in the Sheriff's office. Valuables are stored in a locked cabinet in the booking area.

The booking area is crowded. Furnishings and equipment are not appropriate for use in a jail. There are many loose items, including pieces of equipment, that pose a risk of harm for jail staff if an inmate attempts to use them as a weapon.

Desk used for intake, release, dispatch, reception and other functions.

Booking room: files, forms, sink, desk, and other elements.

Inmate Housing

Inmate housing is provided in two rooms that are located across from the booking area. One room has two bunks. The other has two non-secure cells that front onto a common area which serves as a makeshift dayroom. Additional beds are located in the “day” space.

Both rooms have a combination unit toilet and sink as well as a shower. Both have access to good natural light. Ventilation and air conditioning (AC) has been added since the courthouse was constructed.

The cell areas have been recently re-painted to improve the environment.

Two-person room directly across from the booking area.

Bunks in one of two sleeping alcoves in corner cell area.

Two person sleeping alcove, corner housing unit.

Dayroom in corner housing unit. Two sleeping alcoves to left.
Bunk bed has been added to dayroom.

Corner housing area, two sleeping alcoves on left,
two beds added in dayroom to the right. Before painting.

Because the jail only has two rooms for inmate housing, it is impossible for the jail to house several types of inmates, such as females, persons who act out, and others who

need to be separated for any reason. These inmates are boarded out of the county, usually in Overton County. The lack of separation in the housing areas makes it difficult to classify and separate inmates according to an objective classification system.

Inmate Programs and Services

There is no dedicated space for the provision of inmate programs and services. Some church materials are available to inmates, as well as some magazines and playing cards. On Tuesday, Thursday, and Sundays some religious counseling is provided; this takes place in the housing area. This creates concerns about privacy and forced exposure to religion. On Wednesday nights the office phone in dispatch is made available to inmates.

Exercise and Recreation

There is no space provided for inmate exercise or recreation--inside or outside.

Health Care Services

There is no space provided for delivering medical services to inmates. Jail staff will dispense over-the-counter medications that are provided by inmates' families. No medical services are provided on site. Inmates must be transported to facilities in the community for all health care services.

Support Services/ Facility Management

A small amount of space is provided in an interior stairwell, and elsewhere in the building for facility support services.

Right- interior stairwell.

Food Service

No space is provided for food preparation in the jail. All food is supplied by a local restaurant. Inmates eat in their housing areas.

Laundry

A washer and dryer are located in the basement of the courthouse. An inmate trusty, when available, provides laundry services. When a suitable inmate is not available, correctional officers are responsible for all laundry services.

Perimeter Security

For all practical purposes, there is no security perimeter for the jail.

When the barred gate at the top of the stairs is locked, there is a small measure of security. But this gate provides neither sufficient separation nor redundancy to be considered a secure entrance.

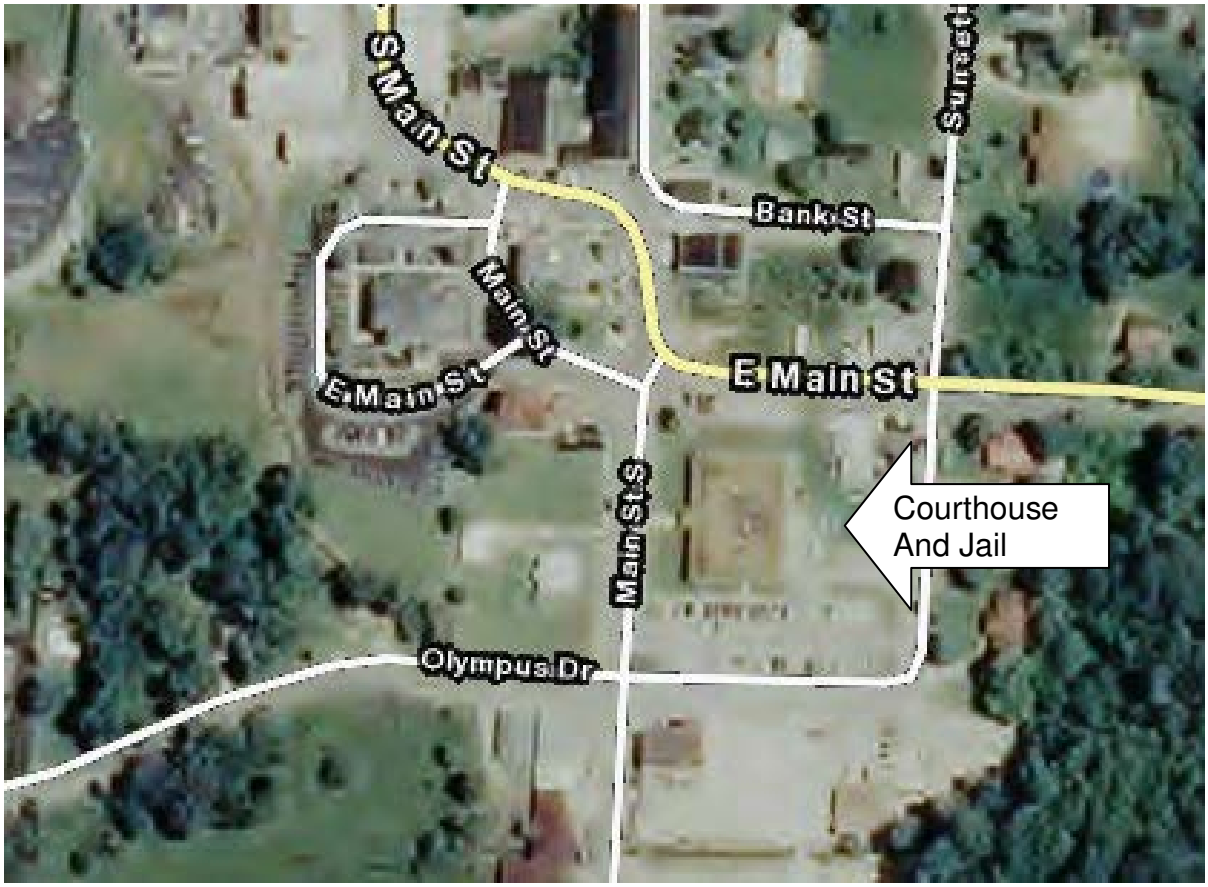
In addition to the lack of a secure entrance to the jail:

- The walls are not secure.
- The ceilings do not appear to be secure.
- Windows in the housing areas are not constructed to security standards.
- When court is in session, many persons from the community are present at the top of the steps, adjacent to the jail entrance, posing many security concerns.

At the time of the consultant team's second visit, the jail was empty because an inmate had nearly escaped by digging through the exterior wall of the housing area. While the jail was closed for repairs the housing areas were painted.

Site and Expansion

The courthouse is located in the center of Byrdsville. The site provides limited space for parking and for jail expansion.



Other Observations

The Pickett County Jail has served the county for seventy-five years. The county taxpayers have realized a long return on their initial investment. Today however, the current facility meets very few of the requirements for a modern jail. The facility lacks most of the needed spaces, including:

- Housing
- Booking
- Administration
- Services
- Programs

The second floor location of the jail poses challenges for reasonable access. Moving arrestees through public areas of the courthouse creates unnecessary risks. It is difficult to maintain the physical security of the jail. There is no reasonable way to adapt this facility to meet current requirements for a full-service jail.

ATTACHMENT B: HISTORICAL JAIL OCCUPANCY DATA

Jail Month Summaries, January 1989 – December 2009

Month/Yr	Discretionary Inmates			Non-Discretionary Inmates				Total Jail Pop.
	TDOC Backup	Local Felon	Other	Other Conv. Felons	Conv. Misd.	Pre-trial Felony	Pre-trial Misd.	
Jan-89	0	0	1	0	0	0	0	1
Feb-89	0	1	0	0	1	0	0	2
Mar-89	0	0	0	0	0	0	2	2
Apr-89	0	0	0	0	0	1	1	2
May-89	0	0	0	0	2	1	1	4
Jun-89	0	0	0	0	5	1	0	6
Jul-89	0	0	0	0	0	0	0	0
Aug-89	0	0	0	0	0	0	0	0
Sep-89	0	0	0	0	3	1	0	4
Oct-89	0	0	0	1	1	1	0	3
Nov-89	0	0	0	0	2	2	0	4
Dec-89	0	0	0	0	2	2	0	4
Jan-90	0	0	0	0	1	1	0	2
Feb-90	2	0	0	0	1	1	0	4
Mar-90	2	0	0	0	2	1	0	5
Apr-90	1	0	0	0	0	2	0	3
May-90	0	0	0	0	0	0	0	0
Jun-90	0	0	0	0	0	0	0	0
Jul-90	0	0	0	0	0	1	0	1
Aug-90	0	0	0	0	0	3	2	5
Sep-90	0	0	0	1	0	1	1	3
Oct-90	0	0	0	0	0	1	0	1
Nov-90	0	0	0	0	1	1	0	2
Dec-90	0	0	0	0	1	0	0	1
Jan-91	0	0	0	0	0	1	0	1
Feb-91	0	0	0	0	1	1	0	2
Mar-91	0	0	0	0	0	1	1	2
Apr-91	0	0	0	0	0	1	0	1
May-91	0	0	0	0	0	1	1	2
Jun-91	0	0	0	0	1	1	0	2
Jul-91	0	0	0	0	3	0	0	3
Aug-91	0	0	0	0	0	2	4	6
Sep-91	0	0	0	0	0	0	0	0
Oct-91	0	0	0	1	1	0	0	2
Nov-91	0	0	0	0	0	0	0	0
Dec-91	0	0	0	0	0	0	1	1

Month/Yr	Discretionary Inmates			Non-Discretionary Inmates				Total Jail Pop.
	TDOC Backup	Local Felon	Other	Other Conv. Felons	Conv. Misd.	Pre-trial Felony	Pre-trial Misd.	
Feb-92	1	0	0	0	0	1	0	2
Mar-92	0	0	0	0	1	0	2	3
Apr-92	0	0	0	0	0	0	1	1
May-92	0	0	0	0	0	0	0	0
Jun-92	0	0	0	0	0	1	1	2
Jul-92	0	0	0	0	0	0	0	0
Aug-92	0	0	0	0	0	0	2	2
Sep-92	1	0	0	0	0	1	0	2
Oct-92	0	0	0	0	4	0	2	6
Nov-92	0	0	0	0	3	2	0	5
Dec-92	0	0	0	1	0	1	2	4
Jan-93	0	0	0	0	0	1	0	1
Feb-93	0	0	0	0	0	1	1	2
Mar-93	0	0	0	0	0	2	0	2
Apr-93	0	0	0	0	0	1	2	3
May-93	0	0	1	0	1	2	2	6
Jun-93	0	0	0	0	1	1	0	2
Jul-93	0	0	0	0	0	1	1	2
Aug-93	0	0	0	0	2	0	0	2
Sep-93	0	0	0	0	2	1	0	3
Oct-93	0	0	0	0	1	0	1	2
Nov-93	0	0	0	0	0	0	0	0
Dec-93	0	1	0	0	0	0	0	1
Jan-94	0	0	0	0	0	0	1	1
Feb-94	0	0	0	0	1	0	0	1
Mar-94	0	0	0	0	2	0	0	2
Apr-94	0	0	0	0	2	0	0	2
May-94	0	0	0	0	0	1	0	1
Jun-94	0	0	0	0	0	0	1	1
Jul-94	0	0	0	0	0	0	1	1
Aug-94	0	0	0	0	0	1	0	1
Sep-94	0	0	0	0	2	1	0	3
Oct-94	0	0	0	0	2	1	0	3
Nov-94	0	1	0	0	0	1	0	2
Dec-94	0	1	0	0	0	1	0	2
Jan-95	0	0	0	0	0	0	1	1
Feb-95	0	0	0	0	0	0	4	4
Mar-95	0	0	0	0	0	0	0	0
Apr-95	0	0	0	0	0	0	0	0
May-95	0	0	0	0	1	0	0	1
Jun-95	0	0	0	0	0	0	0	0

Month/Yr	Discretionary Inmates			Non-Discretionary Inmates				Total Jail Pop.
	TDOC Backup	Local Felon	Other	Other Conv. Felons	Conv. Misd.	Pre-trial Felony	Pre-trial Misd.	
Jul-95	0	0	0	0	1	0	3	4
Aug-95	0	0	0	0	0	0	2	2
Sep-95	0	0	0	0	2	0	0	2
Oct-95	0	0	0	0	0	0	2	2
Nov-95	0	0	0	0	1	0	0	1
Dec-95	0	0	0	0	1	0	0	1
Jan-96	0	1	0	0	4	0	0	5
Feb-96	0	0	0	0	5	0	0	5
Mar-96	0	0	0	0	4	0	3	7
Apr-96	0	0	0	0	1	0	0	1
May-96	0	0	0	0	2	1	0	3
Jun-96	0	0	0	0	0	0	1	1
Jul-96	0	0	0	0	1	1	0	2
Aug-96	0	0	0	0	2	0	2	4
Sep-96	0	0	0	0	3	0	0	3
Oct-96	0	0	0	0	2	0	0	2
Nov-96	0	0	0	0	2	1	1	4
Dec-96	0	0	0	0	2	0	0	2
Jan-97	0	0	0	0	4	0	1	5
Feb-97	0	0	0	0	1	0	1	2
Mar-97	0	0	0	0	1	0	0	1
Apr-97	0	0	0	0	0	0	2	2
May-97	0	0	0	0	1	0	0	1
Jun-97	0	0	0	0	0	1	0	1
Jul-97	0	0	0	0	0	4	0	4
Aug-97	0	0	0	0	0	0	0	0
Sep-97	0	0	0	0	0	0	2	2
Oct-97	0	0	0	0	0	0	0	0
Nov-97	0	0	0	0	0	0	0	0
Dec-97	0	0	0	0	0	0	0	0
Jan-98	0	0	0	0	2	0	0	2
Feb-98	0	0	0	0	0	1	0	1
Mar-98	0	0	0	0	0	1	0	1
Apr-98	0	0	0	0	0	1	0	1
May-98	0	0	0	0	0	1	0	1
Jun-98	0	1	0	0	1	1	0	3
Jul-98	0	0	0	0	0	0	1	1
Aug-98	0	0	0	0	0	0	0	0
Sep-98	0	0	0	0	0	0	0	0
Oct-98	0	0	0	0	2	0	0	2
Nov-98	0	0	0	0	2	0	0	2
Dec-98	0	0	5	0	0	0	0	5

Month/Yr	Discretionary Inmates			Non-Discretionary Inmates				Total Jail Pop.
	TDOC Backup	Local Felon	Other	Other Conv. Felons	Conv. Misd.	Pre-trial Felony	Pre-trial Misd.	
Jan-99	0	0	0	2	2	0	0	4
Feb-99	2	1	0	0	0	0	0	3
Mar-99	2	0	0	0	1	0	0	3
Apr-99	1	0	0	0	3	0	0	4
May-99	1	0	0	0	3	0	0	4
Jun-99	0	1	0	0	1	2	0	4
Jul-99	0	1	0	0	1	0	1	3
Aug-99	0	3	0	0	0	0	3	6
Sep-99	0	1	0	0	1	0	2	4
Oct-99	0	2	0	0	4	0	0	6
Nov-1999	0	1	0	0	0	0	4	5
Dec-1999	1	0	0	0	1	0	0	2
Jan-2000	1	1	0	0	0	1	0	3
Feb-2000	0	2	0	0	2	0	0	4
Mar-2000	0	2	0	1	2	0	0	5
Apr-2000	4	0	0	0	3	0	0	7
May-2000	1	1	0	0	0	0	1	3
Jun-2000	1	1	0	0	1	0	0	3
Jul-2000	0	2	0	0	3	0	0	5
Aug-2000	0	0	0	0	4	0	1	5
Sept-2000	0	0	0	1	4	0	2	7
Oct-2000	0	1	0	0	4	1	1	7
Nov-2000	0	0	0	2	1	0	0	3
Dec-2000	1	2	0	0	1	0	0	4
Jan-2001	0	2	0	0	1	0	3	6
Feb-2001	0	1	0	0	0	0	0	1
Mar-2001	0	1	0	0	2	1	0	4
Apr-2001	0	0	0	0	0	3	1	4
May-2001	3	0	0	0	0	1	0	4
Jun-2001	2	1	1	0	1	2	0	7
Jul-2001	0	1	0	0	0	0	0	1
Aug-2001	0	1	0	0	0	0	0	1
Sept-2001	0	3	0	0	0	0	0	3
Oct-2001	0	2	0	2	0	0	0	4
Nov-2001	2	3	0	0	0	0	0	5
Dec-2001	0	3	0	0	0	0	0	3
Jan-2002	0	1	0	2	0	0	0	3
Feb-2002	0	3	0	0	0	0	0	3
Mar-2002	0	4	0	0	0	0	0	4
Apr-2002	1	3	0	0	0	0	0	4
May-2002	1	3	0	0	0	0	0	4
Jun-2002	2	2	0	0	0	0	0	4

Month/Yr	Discretionary Inmates			Non-Discretionary Inmates				Total Jail Pop.
	TDOC Backup	Local Felon	Other	Other Conv. Felons	Conv. Misd.	Pre-trial Felony	Pre-trial Misd.	
Jul-2002	3	4	0	1	0	0	0	8
Aug-2002	4	3	0	0	0	0	0	7
Sept-2002	3	4	0	1	0	0	0	8
Oct-2002	1	3	0	0	0	0	0	4
Nov-2002	4	1	0	1	0	0	0	6
Dec-2002	0	1	0	0	8	0	0	9
Jan-2003	0	0	0	4	2	0	1	7
Feb-2003	0	1	0	5	0	1	0	7
Mar-2003	1	1	2	1	0	0	0	5
Apr-2003	0	1	3	2	0	2	0	8
May-2003	1	0	1	1	0	2	0	5
Jun-2003	0	0	0	5	0	0	3	8
Jul-2003	1	0	0	0	0	0	0	1
Aug-2003	0	0	4	0	0	0	2	6
Sept-2003	1	1	0	6	2	0	0	10
Oct-2003	0	0	1	3	3	0	1	8
Nov-2003	0	0	0	0	0	4	0	4
Dec-2003	0	0	0	0	0	1	0	1
Jan-2004	1	0	0	0	0	2	2	5
Feb-2004	1	1	0	0	0	1	2	5
Mar-2004	2	0	0	0	4	0	0	6
Apr-2004	0	1	0	0	0	0	0	1
May-2004	0	1	0	1	0	0	2	4
Jun-2004	1	0	0	3	0	0	2	6
Jul-2004	2	0	0	0	4	3	0	9
Aug-2004	1	0	0	0	1	0	0	2
Sept-2004	1	1	0	1	3	0	0	6
Oct-2004	1	0	0	0	2	0	1	4
Nov-2004	1	2	0	0	1	2	0	6
Dec-2004	0	4	0	0	0	2	1	7
Jan-05	0	4	0	0	0	2	1	7
Feb-2005	3	0	0	0	2	2	0	7
Mar-2005	1	2	0	0	1	6	0	10
Apr-2005	3	0	0	0	2	2	0	7
May-2005	2	0	0	3	2	1	1	9
Jun-2005	2	0	0	1	3	3	1	10
Jul-2005	0	0	0	0	2	3	2	7
Aug-2005	1	0	0	0	4	2	1	8
Sept-2005	2	0	0	0	4	5	4	15
Oct-2005	2	0	0	0	2	4	2	10
Nov-2005	2	0	0	0	1	3	1	7
Dec-2005	2	0	0	0	3	1	0	6

Month/Yr	Discretionary Inmates			Non-Discretionary Inmates				Total Jail Pop.
	TDOC Backup	Local Felon	Other	Other Conv. Felons	Conv. Misd.	Pre-trial Felony	Pre-trial Misd.	
Jan-2006	1	0	0	2	2	1	10	16
Feb-2006	0	1	1	0	4	2	0	8
Mar-2006	0	0	0	0	0	1	1	2
Apr-2006	0	1	0	2	1	0	1	5
May-2006	1	0	0	0	1	3	1	6
Jun-2006	2	0	1	1	3	4	2	13
Jul-2006	4	0	0	0	2	0	4	10
Aug-2006	3	0	0	0	0	2	3	8
Sept-2006	0	1	0	0	2	2	5	10
Oct-2006	0	0	0	1	3	2	0	6
Nov-2006	0	0	0	1	4	4	2	11
Dec-2006	0	0	0	2	4	1	1	8
Jan-2007	0	0	0	1	1	0	1	3
Feb-2007	0	0	1	1	2	0	0	4
Mar-2007	0	0	0	1	1	2	1	5
Apr-2007	0	0	0	0	0	6	1	7
May-2007	0	0	0	0	0	3	3	6
Jun-2007	0	0	0	0	2	7	3	12
Jul-07	0	0	0	3	4	3	3	13
Aug-2007	2	4	0	0	7	0	2	15
Sept-2007	0	1	0	0	4	5	3	13
Oct-2007	1	0	0	2	2	3	1	9
Nov-2007	1	0	0	2	2	3	4	12
Dec-2007	0	1	0	0	2	0	0	3
Jan-2008	0	0	0	1	0	0	0	1
Feb-2008	0	1	0	0	2	0	0	3
Mar-2008	0	0	0	0	0	0	0	0
Apr-2008	0	2	0	0	3	0	1	6
May-2008	0	0	0	0	4	3	4	11
Jun-2008	0	0	0	0	1	4	6	11
Jul-2008	1	0	0	0	1	2	4	8
Aug-2008	1	0	0	0	3	3	6	13
Sept-2008	0	1	0	0	4	1	6	12
Oct-2008	0	1	0	0	3	5	3	12
Nov-2008	0	1	0	0	6	2	4	13
Dec-2008	0	1	0	0	2	2	6	11

Month/Yr	Discretionary Inmates			Non-Discretionary Inmates				Total Jail Pop.
	TDOC Backup	Local Felon	Other	Other Conv. Felons	Conv. Misd.	Pre-trial Felony	Pre-trial Misd.	
Jan-2009	0	1	0	0	2	3	4	10
Feb-2009	0	1	0	0	0	1	8	10
Mar-2009	0	0	0	0	2	1	5	8
Apr-2009	0	0	0	0	0	2	4	6
May-2009	0	0	0	0	0	3	2	5
Jun-2009	0	0	0	0	1	3	3	7
Jul-09	0	0	0	0	0	1	0	1
Aug-2009	0	0	0	0	2	3	1	6
Sept-2009	0	1	0	0	4	3	2	10
Oct-2009	0	0	0	0	3	3	3	9
Nov-2009	0	0	1	0	2	6	0	9
Dec-2009	0	0	0	0	1	4	1	6

Source: Jail Monthly Summaries provided by the Tennessee Department of Corrections.
Note: No data for January 2005. Data from December 2004 was used.

ATTACHMENT C: INMATE CHARACTERISTICS

The following tables and graphs were generated by the analysis of 704 inmates, representing all inmates admitted to the Pickett County Jail from December 2008 to December 2009. These inmates spent a total of 4,309 days in the jail. The overall average length of stay (ALOS) was 6.1 days.

During this period, most female inmates were transferred to the Overton County Jail where they were housed until release. Information about these inmates, and male inmates who were also housed in Overton County, was secured from the Overton County computer records and has been reviewed for this study. The days spent in Overton County by Pickett County inmates were added to monthly figures for the purpose of projecting future needs.

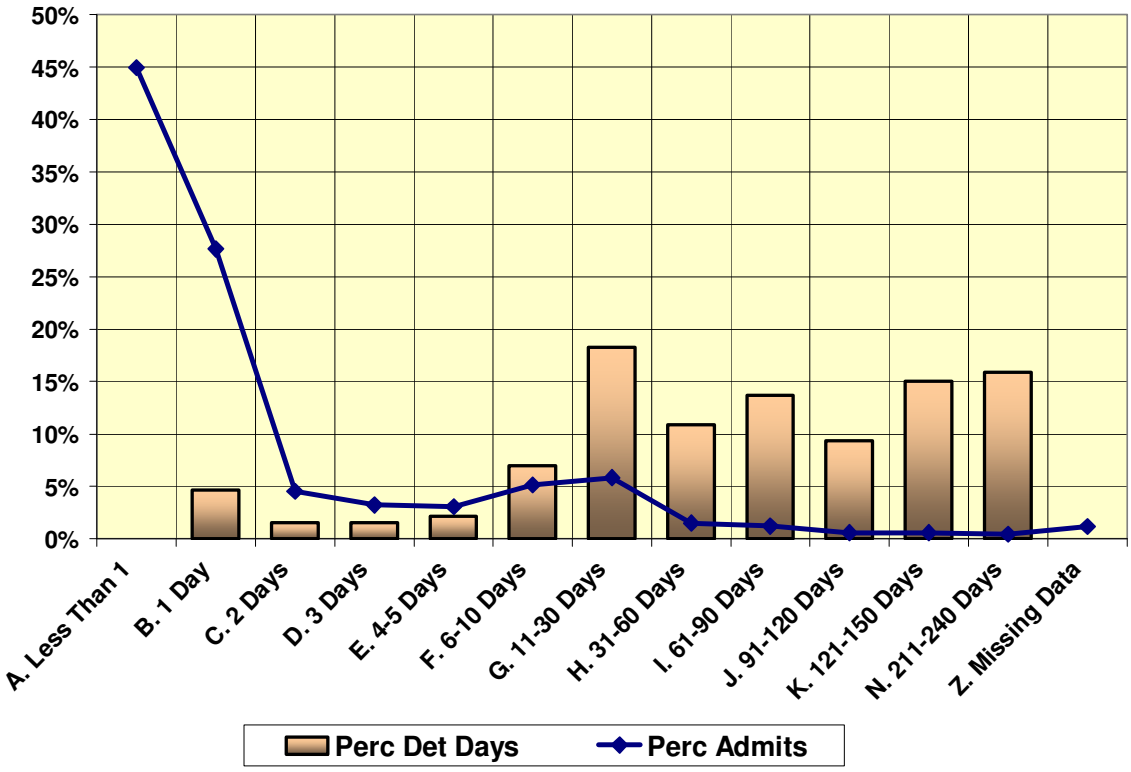
Gender

Sex	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
F	156	21.5%	630	14.6%	4.0
M	547	78.3%	3678	85.4%	6.7
Total	704	100.0%	4309	100.0%	6.1

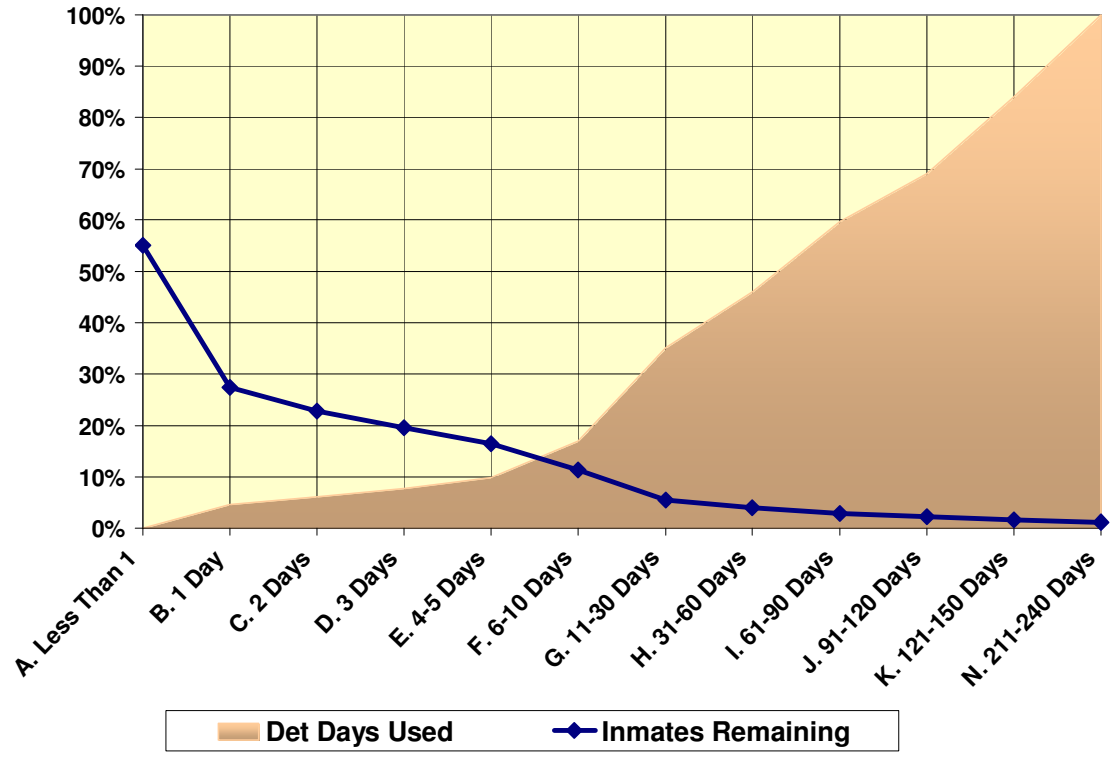
Length of Stay

Det Day Cuts	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
A. Less Than 1	312	45.0%	0	0.0%	0.0
B. 1 Day	200	27.6%	200	4.6%	1.0
C. 2 Days	33	4.6%	66	1.5%	2.0
D. 3 Days	22	3.3%	66	1.5%	3.0
E. 4-5 Days	21	3.1%	93	2.2%	4.4
F. 6-10 Days	37	5.1%	302	7.0%	8.2
G. 11-30 Days	40	5.8%	786	18.2%	19.7
H. 31-60 Days	11	1.5%	470	10.9%	42.7
I. 61-90 Days	8	1.2%	589	13.7%	73.6
J. 91-120 Days	4	0.6%	403	9.4%	100.8
K. 121-150 Days	5	0.6%	648	15.0%	129.6
N. 211-240 Days	3	0.4%	686	15.9%	228.7
Z. Missing Data	8	1.2%	0	0.0%	0.0

Length of Stay: Percent Admits vs. Percent Detention Days



Length of Stay: Inmates Remaining vs. Detention Days Used



Number of Charges

Charge Count	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
1	479	68.8%	2627	61.0%	5.5
2	127	17.8%	611	14.2%	4.8
4	20	2.9%	419	9.7%	21.0
3	59	7.8%	391	9.1%	6.6
5	12	1.8%	234	5.4%	19.5
0	2	0.1%	14	0.3%	7.0
6	3	0.4%	11	0.3%	3.7
12	1	0.1%	2	0.0%	2.0
13	1	0.2%	0	0.0%	0.0
TOTAL	704	100.0%	4309	100.0%	6.1

Bond Amount

Bond Amt	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
$200- 499	11	1.5%	7	0.2%	2.7
$500- 999	3	0.5%	9	0.2%	9.0
$1,000	1	0.1%	1	0.0%	1.0
$1,500	1	0.2%	1	0.0%	1.0
$2,000	1	0.1%	4	0.1%	4.0
$3,000	1	0.1%	1	0.0%	1.0
$8,000	1	0.1%	1	0.0%	1.0
$20,000	1	0.1%	3	0.1%	3.0
$75,000	1	0.1%	3	0.1%	3.0
None or Not Given	681	96.7%	4279	99.3%	6.3

State of Residence

State	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
TN	592	84.9%	3775	87.6%	6.4
KY	81	11.3%	496	11.5%	6.1
Unknown	16	2.1%	25	0.6%	1.6
OH	7	0.6%	8	0.2%	1.1
IN	4	0.6%	2	0.0%	0.5
NE	1	0.2%	1	0.0%	1.0
FL	1	0.1%	1	0.0%	1.0
SC	1	0.1%	1	0.0%	1.0
IL	1	0.1%	0	0.0%	0.0

Town of Residence

Home Town	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
BYRDSTOWN	365	52.2%	2626	60.9%	7.2
ALBANY	67	9.3%	471	10.9%	7.0
PALL MALL	51	7.3%	302	7.0%	5.9
JAMESTOWN	47	6.5%	230	5.3%	4.9
MONROE	54	8.3%	150	3.5%	2.8
LIVINGSTON	25	3.4%	132	3.1%	5.3
COOKEVILLE	18	2.5%	130	3.0%	7.2
GAINESBORO	3	0.5%	112	2.6%	37.3
HILHARM	2	0.3%	48	1.1%	24.0
X-Not Supplied	17	2.2%	25	0.6%	1.5
CROSSVILLE	7	1.2%	23	0.5%	3.3
BURKESVILLE	4	0.6%	11	0.3%	2.8
CELINA	1	0.2%	10	0.2%	10.0
MONTICELLO	6	0.9%	9	0.2%	1.5
JACKSON	2	0.3%	8	0.2%	4.0
TICUTON	1	0.1%	2	0.0%	2.0
SPRINGFIELD	2	0.2%	2	0.0%	1.0
LOUISVILLE	2	0.3%	2	0.0%	1.0
URA	1	0.1%	1	0.0%	1.0
GEORGETOWN	1	0.1%	1	0.0%	1.0
DICKSON	1	0.1%	1	0.0%	1.0
SUNBRIGHT	1	0.2%	1	0.0%	1.0
GREENWOOD	1	0.1%	1	0.0%	1.0
HAMILTON	1	0.1%	1	0.0%	1.0
ST MARYS	1	0.1%	1	0.0%	1.0

Home Town	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
DAYTON	1	0.1%	1	0.0%	1.0
SOMERSET	1	0.1%	1	0.0%	1.0
BEAVER CREEK	1	0.0%	1	0.0%	1.0
RICKMAIN	1	0.1%	1	0.0%	1.0
MARY ESTHER	1	0.1%	1	0.0%	1.0
ALPINE	1	0.1%	1	0.0%	1.0
OMAHA	1	0.2%	1	0.0%	1.0
BERCA	1	0.1%	1	0.0%	1.0
MUNCIE	1	0.1%	1	0.0%	1.0
ALLANDT	1	0.2%	0	0.0%	0.0
MOODYVILLE	1	0.1%	0	0.0%	0.0
OVERTON	1	0.2%	0	0.0%	0.0
AURORA	1	0.1%	0	0.0%	0.0
RED BOILING SPRINGS	1	0.2%	0	0.0%	0.0
MARYVILLE	1	0.1%	0	0.0%	0.0
BRADYVILLE	1	0.1%	0	0.0%	0.0
SPARTA	1	0.1%	0	0.0%	0.0
DUNKIRK	1	0.1%	0	0.0%	0.0
ANITOCH	1	0.1%	0	0.0%	0.0
CINCINNATI	1	0.1%	0	0.0%	0.0
GREENSBURG	1	0.2%	0	0.0%	0.0
GREENSBORO	1	0.2%	0	0.0%	0.0
WARTBURG	1	0.1%	0	0.0%	0.0

Charge (First at Time of Admission)

Charge 1	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
Violation of Probation	85	12.3%	999	23.2%	11.8
DUI- Driving Under the Influence [First or unspecified]	100	13.8%	682	15.8%	6.8
Capias	41	6.0%	465	10.8%	11.3
VOP- Criminal (Violation of Probation)	19	2.6%	282	6.5%	14.8
Possession of Controlled Substance	5	0.7%	238	5.5%	47.6
Grand jury indictment	18	2.4%	222	5.2%	12.3
Public Drunkenness (intoxication)	89	12.5%	198	4.6%	2.2
Burglary	7	1.0%	167	3.9%	23.9
Domestic [Assault/Violence]	42	5.9%	131	3.0%	3.1
Jail [by judge]	10	1.3%	117	2.7%	11.7
Assault	6	0.9%	109	2.5%	18.2
Grand jury indictment- drugs	19	4.1%	100	2.3%	5.3
Forgery	10	1.5%	70	1.6%	7.0
DUI 4th (Fourth Offense)	2	0.3%	58	1.3%	29.0
Speeding	14	1.9%	51	1.2%	3.6
Filing a False [Police] Report	1	0.2%	42	1.0%	42.0
Theft of Property	17	2.7%	29	0.7%	1.7
Criminal Simulation	2	0.4%	25	0.6%	12.5
Criminal Indictment	11	1.6%	22	0.5%	2.0
Theft Over $5,000	4	0.6%	18	0.4%	4.5
Contempt [of Court]	7	0.9%	17	0.4%	2.4
Weekend, Serving	2	0.3%	17	0.4%	8.5
Possession of Sched II (2) Narcotic with Intent to Resale	3	0.5%	16	0.4%	5.3
Self Protection	1	0.1%	16	0.4%	16.0
Worthless Check, Passing	17	2.3%	16	0.4%	0.9
Not Given	2	0.1%	14	0.3%	7.0
Hold for Own Safety	11	1.4%	13	0.3%	1.2
Possession of Schedule III (3) Substance with Intent to Resale	2	0.3%	13	0.3%	6.5
VOP – Violation of Probation	3	0.4%	13	0.3%	4.3
Attempted 1st Degree Murder	1	0.2%	12	0.3%	12.0
Driving on Revoked License	4	0.5%	11	0.3%	2.8
Theft Over $500 under $1,000	4	0.5%	11	0.3%	2.8
Theft Over $1,000*	1	0.2%	10	0.2%	10.0
Driving on Suspended License	12	1.6%	9	0.2%	0.8
DUI 3rd (Third Offense)	4	0.6%	9	0.2%	2.3
Worthless Check	3	0.4%	9	0.2%	3.0
DUI 2nd (Second offense)	13	1.8%	8	0.2%	0.6
Manufacturing of Meth[amphetamine]	2	0.3%	7	0.2%	3.5
Possession of drug paraphernalia	11	1.4%	7	0.2%	0.6
Deadly Weapon (possession)*	1	0.0%	6	0.1%	6.0
Harassment	2	0.3%	4	0.1%	2.0

Charge 1	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
Hold for Questioning	4	0.6%	4	0.1%	1.0
Serving Weekend	2	0.3%	4	0.1%	2.0
FTA- Failure to Appear	3	0.4%	3	0.1%	1.0
Introduction of drugs to penal institution	1	0.2%	3	0.1%	3.0
Possession of ½ oz up to 10 lbs marijuana	1	0.1%	3	0.1%	3.0
Violation of Implied Consent	2	0.3%	3	0.1%	1.5
Aggravated Burglary	3	0.4%	2	0.0%	0.7
Aiding and Abetting	2	0.3%	2	0.0%	1.0
Bad check, passing*	8	1.1%	2	0.0%	0.3
Child Support	1	0.2%	2	0.0%	2.0
Contributing to [Delinquency of] a Minor	2	0.3%	2	0.0%	1.0
Driving with No License	2	0.1%	2	0.0%	1.0
Aggravated Assault	2	0.3%	1	0.0%	0.5
Assault to Minor	1	0.1%	1	0.0%	1.0
Criminal Capias	1	0.1%	1	0.0%	1.0
Custodial Interference	1	0.2%	1	0.0%	1.0
DUI 5th (Fifth offense)	1	0.2%	1	0.0%	1.0
Fraud	1	0.2%	1	0.0%	1.0
Fugitive from Justice	1	0.2%	1	0.0%	1.0
Investigation	1	0.1%	1	0.0%	1.0
Seat Belt Law	1	0.1%	1	0.0%	1.0
Sentenced (to x days)	1	0.1%	1	0.0%	1.0
Sexual Exploitation of a Minor	1	0.1%	1	0.0%	1.0
Stalking	1	0.1%	1	0.0%	1.0
Theft Over $500	3	0.3%	1	0.0%	0.3
Unlawful carrying or possession of weapons	8	1.2%	1	0.0%	0.1
Aggravated Cruelty to Animals	1	0.1%	0	0.0%	0.0
Animal Cruelty	1	0.2%	0	0.0%	0.0
Assault on Officer	1	0.1%	0	0.0%	0.0
Attachment in Chancery Court	1	0.2%	0	0.0%	0.0
Attempted Murder	1	0.2%	0	0.0%	0.0
Child Abuse	2	0.3%	0	0.0%	0.0
Contempt of Court on Attachment	1	0.2%	0	0.0%	0.0
Contributing to a Minor (Drugs)	1	0.1%	0	0.0%	0.0
Criminal Impersonation	1	0.0%	0	0.0%	0.0
Criminal Trespassing	2	0.3%	0	0.0%	0.0
Disorderly Conduct	1	0.1%	0	0.0%	0.0
Driving on Expired License	2	0.3%	0	0.0%	0.0
DUI by Allowing	2	0.4%	0	0.0%	0.0
Implied Consent (Violation)	1	0.1%	0	0.0%	0.0
Intent to Go Armed	1	0.1%	0	0.0%	0.0
Late for Court	1	0.0%	0	0.0%	0.0
Manufacturing Marijuana	1	0.2%	0	0.0%	0.0
Misapplication [appropriation] of Contract Funds	1	0.2%	0	0.0%	0.0
Open Container	1	0.1%	0	0.0%	0.0
Possession for Resale of Schedule VI (6) Substance	1	0.1%	0	0.0%	0.0

Charge 1	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
Possession of Burglary Tools	1	0.2%	0	0.0%	0.0
Possession of Schedule III (3) Substance [includes hydrocodone]	1	0.2%	0	0.0%	0.0
Possession of Schedule IV (4) Controlled Substance	2	0.3%	0	0.0%	0.0
Violation of Restraining Oder	1	0.1%	0	0.0%	0.0
Show Cause Order	1	0.2%	0	0.0%	0.0
Theft	1	0.1%	0	0.0%	0.0
Trespassing	1	0.1%	0	0.0%	0.0
Under age consumption [of alcohol]	2	0.2%	0	0.0%	0.0
Vandalism of County [Property]	2	0.3%	0	0.0%	0.0
Violation of [Court] Judge's Orders	2	0.3%	0	0.0%	0.0
Violation of Community Corrections	2	0.3%	0	0.0%	0.0
Violation of Financial Responsibility	1	0.2%	0	0.0%	0.0

Reason for Release

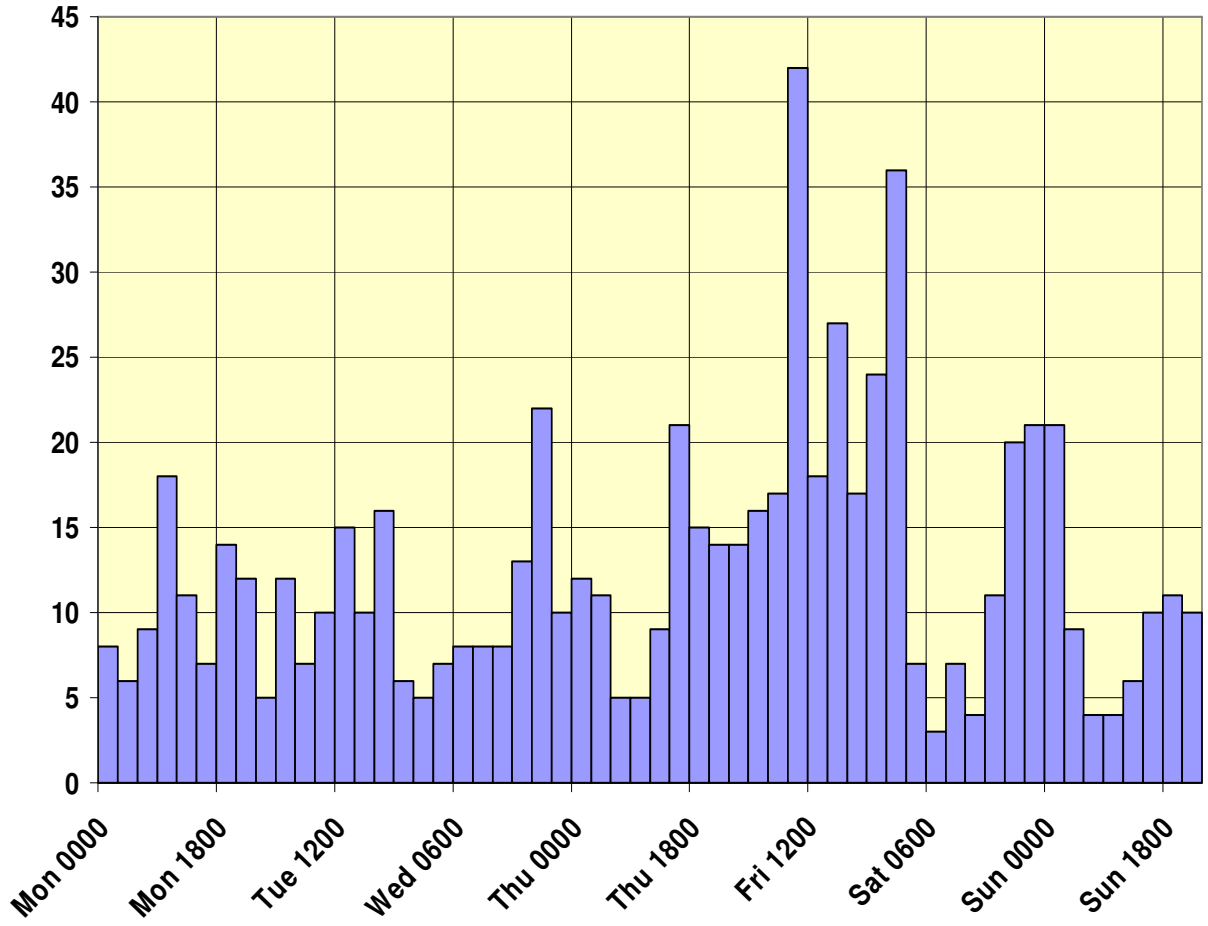
Reason for Release	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
Time Served	75	10.5%	2044	47.4%	27.3
Appearance Bond	280	39.0%	581	13.5%	2.1
Turned Over to Probation	8	1.2%	412	9.6%	51.5
TN Department of Corrections	8	1.1%	388	9.0%	48.5
Bonding Company	195	28.7%	276	6.4%	1.4
Released Per Sheriff	15	2.1%	174	4.0%	11.6
Own Recognizance, ROR	25	3.6%	102	2.4%	4.3
Unknown	19	2.7%	65	1.5%	3.4
Transferred to Another Jail	8	1.2%	59	1.4%	7.4
Property Bond	10	1.6%	46	1.1%	4.6
Released to Rehabilitation Program	4	0.6%	45	1.0%	11.3
Cashed Out (paid fees or fines)	7	1.0%	27	0.6%	3.9
Fed. Immigration	1	0.2%	25	0.6%	25.0
Charges Dismissed	4	0.6%	20	0.5%	5.0
Weekend Served	6	0.9%	14	0.3%	2.3
Released by Court	9	1.2%	11	0.3%	1.2
Signature Bond	11	1.3%	9	0.2%	0.8
Paid Fine, Ticket, Other Obligations	5	0.7%	3	0.1%	0.6
Cash Bond	9	1.2%	2	0.0%	0.2
Crisis Intervention	1	0.0%	1	0.0%	1.0
Medical Attention	1	0.1%	1	0.0%	1.0
Sobered Up	1	0.2%	0	0.0%	0.0

Time and Day of Admission

Admit Day Time	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
Mon 0000	8	1.1%	5	0.1%	0.6
Mon 0300	6	0.9%	2	0.0%	0.3
Mon 0600	9	1.3%	59	1.4%	6.6
Mon 0900	18	2.5%	152	3.5%	8.4
Mon 1200	11	1.6%	86	2.0%	7.8
Mon 1500	7	0.9%	128	3.0%	18.3
Mon 1800	14	2.1%	438	10.2%	31.3
Mon 2100	12	1.5%	114	2.6%	9.5
Tue 0000	5	0.8%	11	0.3%	2.2
Tue 0300	12	1.5%	84	1.9%	7.0
Tue 0600	7	0.7%	5	0.1%	0.7
Tue 0900	10	2.8%	81	1.9%	8.1
Tue 1200	15	2.2%	35	0.8%	2.3
Tue 1500	10	1.5%	12	0.3%	1.2
Tue 1800	16	2.1%	70	1.6%	4.4
Tue 2100	6	0.9%	78	1.8%	13.0
Wed 0000	5	0.7%	10	0.2%	2.0
Wed 0300	7	1.0%	29	0.7%	4.1
Wed 0600	8	1.2%	68	1.6%	8.5
Wed 0900	8	1.2%	0	0.0%	0.0
Wed 1200	8	1.2%	50	1.2%	6.3
Wed 1500	13	1.7%	19	0.4%	1.5
Wed 1800	22	3.4%	198	4.6%	9.0
Wed 2100	10	1.5%	54	1.3%	5.4
Thu 0000	12	2.0%	22	0.5%	1.8
Thu 0300	11	1.6%	12	0.3%	1.1
Thu 0600	5	0.7%	28	0.6%	5.6
Thu 0900	5	0.8%	3	0.1%	0.6
Thu 1200	9	1.3%	4	0.1%	0.4
Thu 1500	21	2.9%	233	5.4%	11.1
Thu 1800	15	2.2%	57	1.3%	3.8
Thu 2100	14	2.0%	15	0.3%	1.1
Fri 0000	14	1.9%	48	1.1%	3.4
Fri 0300	16	2.2%	42	1.0%	2.6
Fri 0600	17	2.4%	27	0.6%	1.6
Fri 0900	42	5.6%	576	13.4%	13.7
Fri 1200	18	2.7%	381	8.8%	21.2
Fri 1500	27	4.0%	163	3.8%	6.0
Fri 1800	17	2.4%	29	0.7%	1.7
Fri 2100	24	3.0%	84	1.9%	3.5
Sat 0000	36	5.2%	9	0.2%	0.3
Sat 0300	7	1.0%	69	1.6%	9.9
Sat 0600	3	0.4%	2	0.0%	0.7
Sat 0900	7	1.0%	40	0.9%	5.7

Admit Day Time	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
Sat 1200	4	0.4%	2	0.0%	0.5
Sat 1500	11	1.6%	7	0.2%	0.6
Sat 1800	20	2.3%	66	1.5%	3.3
Sat 2100	21	3.0%	50	1.2%	2.4
Sun 0000	21	2.8%	1	0.0%	0.0
Sun 0300	9	1.3%	3	0.1%	0.3
Sun 0600	4	0.6%	53	1.2%	13.3
Sun 0900	4	0.5%	17	0.4%	4.3
Sun 1200	6	0.8%	75	1.7%	12.5
Sun 1500	10	1.5%	16	0.4%	1.6
Sun 1800	11	1.6%	33	0.8%	3.0
Sun 2100	10	1.4%	336	7.8%	33.6

Number of Admits by Time and Day

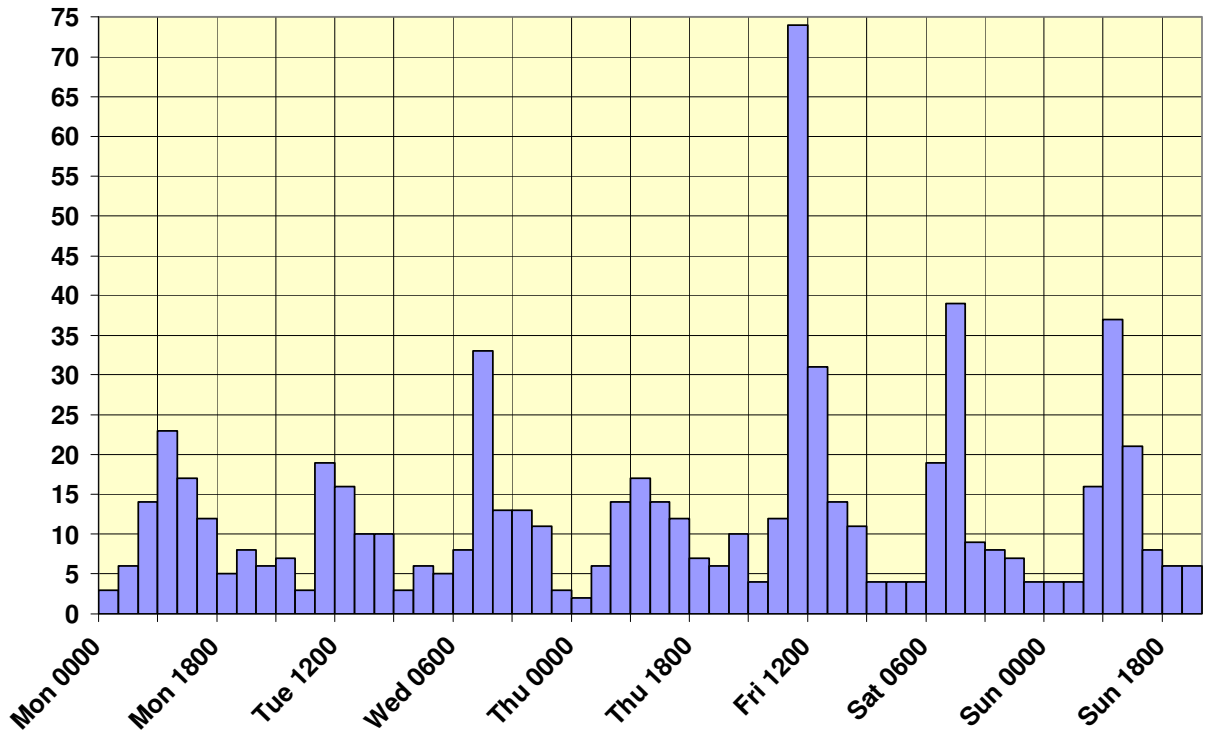


Release Time and Day

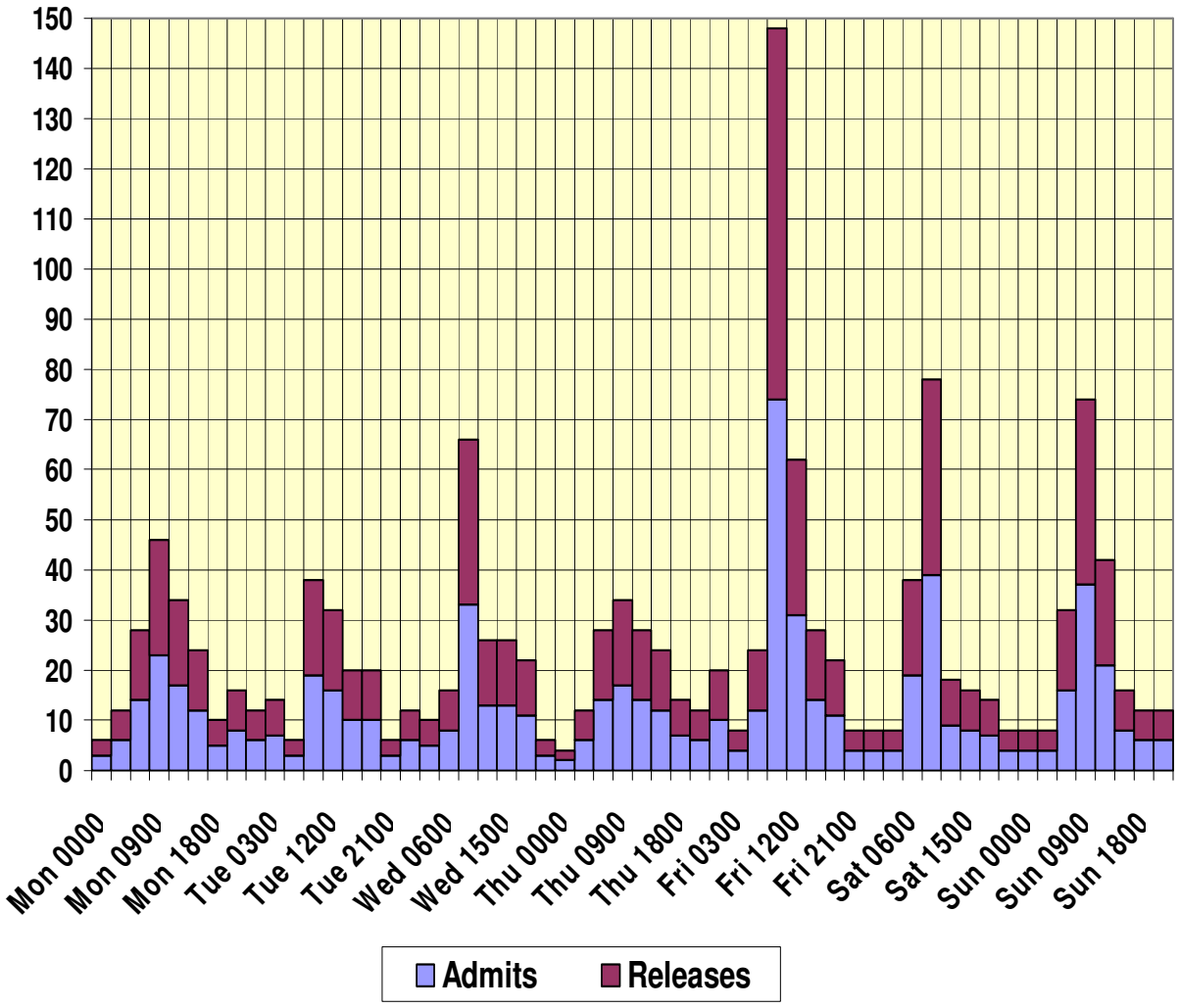
Release Day Time	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
Mon 0000	3	0.4%	6	0.1%	2.0
Mon 0300	6	0.8%	16	0.4%	2.7
Mon 0600	14	2.1%	45	1.0%	3.2
Mon 0900	23	3.0%	178	4.1%	7.7
Mon 1200	17	2.4%	100	2.3%	5.9
Mon 1500	12	1.8%	392	9.1%	32.7
Mon 1800	5	0.6%	80	1.9%	16.0
Mon 2100	8	1.0%	0	0.0%	0.0
Tue 0000	6	0.8%	45	1.0%	7.5
Tue 0300	7	1.0%	75	1.7%	10.7
Tue 0600	3	0.5%	7	0.2%	2.3
Tue 0900	19	2.6%	49	1.1%	2.6
Tue 1200	16	2.3%	91	2.1%	5.7
Tue 1500	10	2.6%	31	0.7%	3.1
Tue 1800	10	1.5%	42	1.0%	4.2
Tue 2100	3	0.2%	0	0.0%	0.0
Wed 0000	6	1.0%	24	0.6%	4.0
Wed 0300	5	0.7%	86	2.0%	17.2
Wed 0600	8	1.1%	81	1.9%	10.1
Wed 0900	33	5.1%	754	17.5%	22.8
Wed 1200	13	1.9%	128	3.0%	9.8
Wed 1500	13	1.9%	61	1.4%	4.7
Wed 1800	11	1.6%	73	1.7%	6.6
Wed 2100	3	0.6%	0	0.0%	0.0
Thu 0000	2	0.3%	1	0.0%	0.5
Thu 0300	6	0.8%	133	3.1%	22.2
Thu 0600	14	1.8%	84	1.9%	6.0
Thu 0900	17	2.5%	48	1.1%	2.8
Thu 1200	14	2.1%	25	0.6%	1.8
Thu 1500	12	1.8%	5	0.1%	0.4
Thu 1800	7	1.0%	0	0.0%	0.0
Thu 2100	6	0.9%	1	0.0%	0.2
Fri 0000	10	1.5%	106	2.5%	10.6
Fri 0300	4	0.6%	76	1.8%	19.0
Fri 0600	12	1.8%	29	0.7%	2.4
Fri 0900	74	10.1%	345	8.0%	4.7
Fri 1200	31	4.3%	244	5.7%	7.9
Fri 1500	14	2.1%	44	1.0%	3.1
Fri 1800	11	1.6%	3	0.1%	0.3
Fri 2100	4	0.5%	0	0.0%	0.0
Sat 0000	4	0.6%	135	3.1%	33.8
Sat 0300	4	0.6%	1	0.0%	0.3
Sat 0600	19	2.6%	13	0.3%	0.7
Sat 0900	39	5.4%	46	1.1%	1.2
Sat 1200	9	1.1%	11	0.3%	1.2

Release Day Time	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
Sat 1500	8	1.1%	10	0.2%	1.3
Sat 1800	7	1.0%	1	0.0%	0.1
Sat 2100	4	0.4%	124	2.9%	31.0
Sun 0000	4	0.6%	2	0.0%	0.5
Sun 0300	4	0.4%	1	0.0%	0.3
Sun 0600	16	2.3%	98	2.3%	6.1
Sun 0900	37	4.9%	275	6.4%	7.4
Sun 1200	21	2.5%	29	0.7%	1.4
Sun 1500	8	1.1%	6	0.1%	0.8
Sun 1800	6	0.9%	10	0.2%	1.7
Sun 2100	6	0.9%	0	0.0%	0.0

Number of Release by Day and Time



Cumulative Admits and Release by Day and Time



Age at Admission

Age Cuts	Admits	Perc Admits	Det Days	Perc Det Days	ALOS
D. 18	11	1.6%	19	0.4%	1.7
E. 19-20	52	7.7%	323	7.5%	6.2
F. 21	33	4.7%	202	4.7%	6.1
G. 22-24	78	11.1%	719	16.7%	9.2
H. 25-29	122	16.9%	1393	32.3%	11.4
I. 30-34	91	12.2%	292	6.8%	3.2
J. 35-39	99	13.5%	434	10.1%	4.4
K. 40-44	69	10.4%	375	8.7%	5.4
L. 45-49	63	10.0%	311	7.2%	4.9
M. 50-54	42	5.6%	70	1.6%	1.7
N. 55-59	15	2.2%	135	3.1%	9.0
O. 60-64	20	3.0%	31	0.7%	1.6
P. 65-69	5	0.7%	3	0.1%	0.6
Q. 70-74	2	0.1%	1	0.0%	0.5
Unknown	2	0.3%	1	0.0%	0.5