

# Sullivan County Jail

## Needs Assessment

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## **EXECUTIVE SUMMARY**

The Sullivan County Mayor contacted me on July 14, 2015 and requested that I meet with the County Corrections Partnership to discuss the possibility of conducting a jail needs assessment that would assist the county in addressing current jail crowding conditions.

### **Overview of the Sullivan County Jail Facilities – Page 8**

The facility was constructed in 1986. There was a 150 bed expansion in 1999 added. In 2005 the jail extension was built to address continuing crowded conditions. The jail currently is rated for 381 inmates and the extension is rated at 240. The jail has remained over its rated capacity since 2011.

The building systems range between sixteen and twenty-eight years old. During the expansion the “old and new” were mated together. According to maintenance staff, it is sometimes difficult to determine was systems (mechanical, electrical, plumbing) are part of the original physical plant or part of the expansion. The maintenance staff have done a good job maintaining the facility. However, wear and tear of the physical plant is apparent.

Some of the specific physical plant challenges include the public lobby that is too small and congested. There is limited segregation housing for male inmates and none for female inmates. Special needs inmates are housed in booking holding cells that are not designed for long term housing. Weekend offenders are housed in a multipurpose room and court holding area that are also not designed for housing inmates. The booking area is piecemealed, congested, and manpower intensive. There is insufficient housing to properly classify offenders and separate them by their risks and needs.

During a four fiscal year period (2012 through 2016) the combined jail and extension operating budgets have averaged \$8,103,862. A peak in the operating budget occurred in the current fiscal year (FY 2015/2016) at \$8,638,872. There is a duplication of expenditures by operating both facilities including utilities, food service operations, and building maintenance.

Over the last five years, the average daily population reflects the jail being at 125% of its total bed space capacity. Experts suggest that a jail is at its capacity when it reaches approximately 90% of its bed space capacity. For Sullivan County the target capacity would be 359 (228 male beds and 115 female beds). Over the last five years, the average daily population reflects the extension being at 93.3% of its total bed space capacity. There was an average of 7,258 bookings and 6,624 releases over the last five years. Two factors that drive jail crowding are the number of bookings and the average length of stay of offenders. If one or the other increases it has the potential to increase the average daily population. Another piece of information looked at was the length of stay at the time of an inmate’s release from jail during calendar years 2013 through 2015. Thirty-seven percent of the inmate population stayed one day or less in custody while another 37

percent were released within the first fifteen days. This reflects a high level of turnover of the inmate population on a regular basis.

The jail is experiencing the following operational challenges due to crowding conditions. There is no ability to classify (and separate) inmates by risk and need at the jail. Due to the non-existence of medical cells, inmates with special needs is being housed in holding cells not designed for long term or special needs housing. There is a constant struggle of having sufficient staff to maintain day to day operations, safety and security.

### **Population Projections – Page 33**

Population forecasting is not an exact science. Average daily population in the facility results from the interaction of two issues including jail admissions and length of stay. Changes in the law, criminal justice policy and practices, the economy, and the social environment within the county will influence how many people are taken to jail and how long they will stay. There are simply too many unknowns that can affect the county's criminal justice system in years to come.

For the purpose of this study several areas were considered including Census information about Sullivan County; the average daily inmate population history; peaking factors; inmate classification needs; as well as special inmate needs (medical and mental health). Taking into consideration these factors we developed some projected inmate population bed space requirements. By the year 2026 we projected a need for 226 female inmate beds, and 755 male inmate beds, for a combined total of 981 anticipated beds.

### **Conclusions – Page 37**

- The jail routinely exceeds its rated capacity.
- Holding cells have become full time special needs housing areas.
- Inmate classification is jeopardized by crowding conditions that has the potential to subject the county to failure to protect liability issues.
- No one is monitoring the inmate population in detail such as who is incarcerated that has substance abuse problems, percentage of population diagnosed as being seriously mentally ill, trends in probation and parole violations, recidivism rates, etc.
- The jail lobby is insufficient in size and design to support the work load.
- Bonding companies enter the booking area to interview inmates.
- Intake, booking, and release are congested and offer no privacy for inmate interviews. Further, this area has become a permanent housing area for special needs inmates.
- Weekend offenders are housed in the indoor multi-purpose room and court holding.
- Segregation housing is insufficient to support maximum security male and female needs for the jail.
- Unit 3 is designed as maximum security housing and is only staffed with a single corrections officer. This officer is restricted in the daily activities as well as

responding to emergencies until assistance can come from other areas of the jail. Additionally, the control center in this maximum security area is the back up control center for the entire jail.

- The unit one linear design is dated and manpower intensive. It permits for more inmate control than staff control which has the potential to expose the county to failure to protect liability.

### **Recommendations – Page 38**

- Additional bed space is needed to support the inmate population.
- Special needs housing for both mentally ill, suicidal, and medical inmates (both male and female) are needed. The county should target a minimum of 10% of the capacity for special needs housing. This housing should be collocated with the medical unit and if possible operated in an infirmary type manner.
- Additional bed space is needed to support an inmate classification system. The available bed space should support a figure not to exceed an average daily of 90% of available bed space. Further the right type of beds to support the various inmate classification levels must be available. Classification staff should be assigned during peak work loads of new bookings and the end of the court day.
- It is recommended that data regarding lengths of stay in custody, lengths of stay at time of sentencing, time to move through the grand jury, numbers of special needs inmates, etc., be tracked and regularly monitored to identify trends in the inmate population. Due to the current work load an additional position may be required to monitor and evaluate this data. Further, this information should be regularly (monthly) communicated to the county's correction partnership committee.
- The jail lobby should be expanded to support the work load. Conduct a study to determine who uses this area, how much it is used, as well as how it is used (bonding companies, inmate releases, volunteer access, citizen inquiries, etc.). The study should also evaluate the time of work load increases. Further, the current officer station is not situated in a manner that offers good visibility and supervision of the area. It is suggested that an officer station be considered in the open area of an expanded jail lobby that permits for a more appropriate interaction with persons coming to the facility to conduct business and to enhance the safety and security of this area by officer presence.
- Eliminate the practice of bonding agents entering the security perimeter of the jail (booking). Consider remote (video) interviews between the offender and bonding agent.
- Consider an "open booking" concept to support a smooth work flow, reduced congestion, and improved safety and security is needed. Open seating for compliant offenders should be available as well as single and multiple person holding cells for those offenders who are not compliant. This area should not be used for permanent housing. There should also be areas available for private and confidential inmate interviews (law enforcement, mental health, medical, sexual assault history, suicidal ideations).

- Stop the practice of using the indoor multi-purpose room and court holding to house weekend offenders. Sufficient bed space must be available to support these weekly surges in the inmate population.
- Sufficient segregation housing (single and two-person cells) must be available to support the needs of both male and female inmates. A minimum of 10% of the male and 10% of the female beds should be designed to support segregation housing.
- The maximum security area should be staffed with a minimum of one control officer that never vacates the control center and two rovers. The back up security electronics for the entire jail should be disabled in this area and moved to another more secure setting.
- Any new jail expansion or design should include podular housing configurations that permit for more control and enhanced lines of site.
- The county recognizes that there is a need to do something. The Tennessee Corrections Institute has pointed out in their inspections and through their meetings with county officials of the current inadequate jail bed capacity. Further the county has formed a jail adhoc committee to look at the jail conditions and to make recommendations to the count legislative body. Through the county legislative bodies statutory duties they have familiarized themselves with the current challenges faced with jail crowding. Finally, this report provides the data to support the needs already recognized by Sullivan County officials. Develop a “Request for Qualifications” to hire an architectural firm to assess space needs for either jail expansion or new construction. This information will take the county legislative body to the next decision point of contracting for architectural design and construction.

## I. INTRODUCTION

- a. The Sullivan County Mayor contacted me on July 14, 2015 and requested that I meet with the County Corrections Partnership to discuss the possibility of conducting a jail needs assessment that would assist the county in addressing current jail crowding conditions.
- b. I attended a County Corrections Partnership committee meeting on August 11, 2015. The purpose of this visit was to meet with the committee members and hear their concerns over jail conditions. I also discussed the process that the needs assessment would take. I informed the committee that the project would not begin until late December 2015 due to prior commitments.
- c. On December 11, 2015 I sent an email with attachments to the County Mayor's administrative assistant. The attachments provided a questionnaire and various pieces of data gathering information that would assist in this project. That document was forwarded to Mr. Wally Boyd (chairman of the committee) and the Sheriff.
- d. A site visit was made to the jail on February 22, 2016. I met with the sheriff, chief deputy, Mr. Boyd, and the jail leadership team. We reviewed the information that had been gathered and talked about the needs assessment process. We discussed the original jail construction and a phase of that project that would further expand the jail behind the facility. After the meeting I toured both the jail and jail extension with the jail leadership team.
- e. I met with Mr. Grant Tharp on February 25, 2016 to see if I could obtain the proposed jail expansion drawings. Unfortunately due to the time lapse he no longer had them.
- f. Between February and May 2016, numerous emails and telephone calls have been exchanged between the jail staff, Mr. Boyd and myself.
- g. On May 18, 2016 I met with the Sheriff's staff to review the draft report. During this meeting we also discussed weekend offenders, the J cell where some of the female population is housed, annual money generated by the housing of department of corrections inmates, the update on the new camera system, and a new program being implemented designed to reduce recidivism in the jail. Following that meeting I met with Mr. Wally Boyd to review the draft report.

## II. CURRENT CHALLENGES

- a. During our February 22, 2016 meeting we discussed the challenges that the agency currently faces with the facility. They identified the following:
  - i. Female inmate population is over capacity. To compensate they have had to utilize male beds (J Unit) to house overflow female inmates. This has led the jail to house female inmates in other areas of the facility making it manpower intensive for the female corrections officers assigned to manage the female inmate population. J Unit is located in an isolated area of the jail upstairs by the medical clinic. Female officers must move between

downstairs and upstairs to make security checks, feed, count, collect and distribute laundry, respond to emergencies, etc. Due to the location of J cell it not only increases the female officers workload but it increases the level of security and safety risks to the inmate population housed in this area as a result of limited staff and inmate interaction. Female inmates on suicide watch are isolated in two holding tanks outside the kitchen. Any non-compliant, sick, protective custody female inmates are housed in booking holding cells. The number and type of female beds do not support a formal classification program.

- ii. Maximum security felons have 89 beds in unit 3. There are 221 beds located upstairs. Staff is routinely moving the population to support crowded conditions. Just like the female population the male inmate classification system is non-existent due to crowded conditions.
  - iii. There are two classification staff members that work Monday through Friday. If time and staffing permits the shifts will attempt to do some classification during the weekends to keep up with the overwhelming workload.
  - iv. The medical area is very small. There are no special needs cells centrally located in close proximity to the medical clinic so these inmates are spread throughout the facility in holding cells not designed for the housing of an inmate over four to eight hours.
  - v. The food service area is preparing twice the number of meals than what it was designed for.
  - vi. The laundry area is too small to support the workload.
  - vii. The jail lobby is extremely small. This is a congested area that supports family visits, legal and professional visits, staff entrance, access for inmates turning themselves in, location for bonding company transactions, and volunteer entrance.
- b. Some of the recent physical plant improvements completed or planned included:
- i. The installation of a new video monitoring system at an approximate cost of \$80,000.
  - ii. 2014. A new boiler plant was installed at a cost of \$200,000.
  - iii. Repairing doors in Unit 1 at a cost of \$60,000.
  - iv. Installing a sprinkler system in the intake area at a cost of \$15,000.
  - v. 2012. A new elevator was installed at a cost of \$70,000.
  - vi. A chiller is in need of replacement.
  - vii. A new dishwasher was installed at a cost of \$35,000.
- c. Challenges identified at the extension:
- i. It is a labor intensive operation only minimum security inmates can be housed there. The jail is recognizing an increased level of security risk in offenders being incarcerated that make this facility inadequately secure to house these offenders.



- ii. The housing units have porcelain sinks and commodes and the doors swing inward which make it easy for inmates to barricade themselves in the housing unit.
- iii. There is no security perimeter fencing which enables easy access by citizens to the building.
- iv. Due to no fire rated walls separating housing areas the only option for evacuation in the case of a fire would be to simply open the door and let the inmates go free.
- v. There is Plexiglas separating each housing area. There is no reinforced metal to reinforce the separation of inmates.

III. OVERVIEW OF THE SULLIVAN COUNTY JAIL FACILITIES

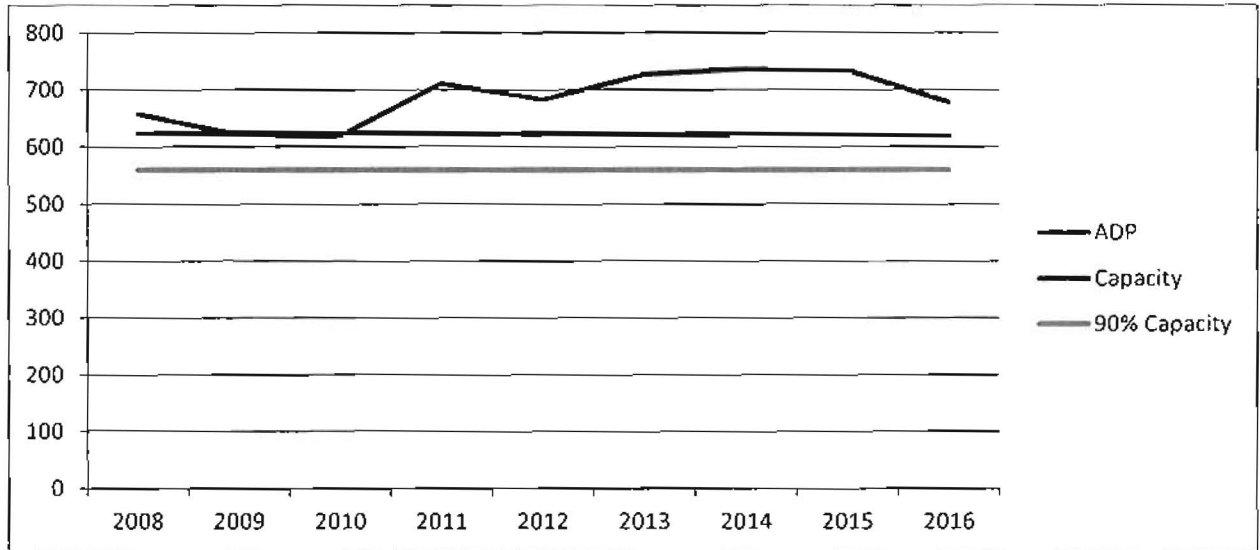
- a. **Jail.** The facility was constructed in 1986. There was a 150 bed expansion in 1999 added. In 2005 the jail extension was built to address continuing crowded conditions. The jail currently is rated for 381 inmates and the extension is rated at 240. Table 1 and Figure 1 provide the inmate average daily counts for 2008 through February 2016.

**Table 1: Average Daily Population 2008 – 2016**

Year	ADP	Capacity	90% Capacity
2008	657	623	560
2009	621	623	560
2010	620	623	560
2011	711	623	560
2012	683	623	560
2013	727	623	560
2014	737	621	560
2015	734	621	560
2016	678	621	560

- b. The jail has remained over its rated capacity in each year except 2009 (621) and 2010 (620). You will note that it has exceeded the 90% capacity in every year since 2008. This figure represents a classification factor. When the jail regularly exceeds this figure it becomes difficult to classify and separate offenders by their risks and needs. Further, the classification factor permits for short term surges in the population. An example of this would be during major warrant round ups as well as weekend offender surges.

**Figure 1: Average Daily Population 2008 - 2016**



**c. Type of Construction**

i. The jail is constructed of steel, concrete block, and brick façade.

d. **Systems.** The building systems range between sixteen and twenty-eight years old. The original jail was constructed in the 1980’s with a major expansion in the late 1990’s/early 2000. During this expansion the “old and new” were mated together. According to maintenance staff, it is sometimes difficult to determine was systems (mechanical, electrical, plumbing) are part of the original physical plant or part of the expansion. During the expansion and renovation staff indicate that minimal planning was made in the area of accessing service systems such as water shut offs and HVAC dampers.

**i. Plumbing.**

1. In general domestic water lines are beginning to show signs of wear with leaks becoming commonplace throughout the building.
2. Lime and calcium buildup is an issue on the older stainless steel toilets resulting in toilets not flushing properly/effectively.

**ii. HVAC systems.**

1. The facility has a single chiller. According to previous and current maintenance contractor, the facility this size should have two chillers to support the operation. Staff indicates that the plans for the 2000 jail expansion called for two chillers. The result is the inability to balance temperatures throughout the facility. I noted during my February visit some significant variances in temperatures throughout the facility.
2. Due to the number of systems in guard station 2 (door operations, cameras, computers, battery backups) the room

becomes quite warm. The HVAC system is inadequate in this area to keep the room cool and as a result, breakers tripping due to heat are a common occurrence.

iii. **Emergency generator.**

1. The generator and electrical panels are from the original jail. There are no noted deficiencies at this time.

iv. **Security sliding doors.**

1. These doors and locking systems are in excess of twenty-eight years old. Malfunctions are becoming more commonplace. This should be considered a significant safety and security risk.
2. Unit one has just had locks repaired and serviced by Cornerstone. The locks in this area now appear to be in good working condition. Unit three locks still pose malfunction challenges

e. **Public Lobby**

- i. This area is small and has wall separating the center of the room creating blind spots for the officer assigned to the control room that is responsible for security in this area. This is the primary area for persons needing to conduct business at the jail come to. This includes probation officers, attorneys, program volunteers, bonding companies, family members, and other official visitors. On Fridays the workload and congestion in this area increases with weekend offenders checking in at the jail.
- ii. On my February visit I spent approximately 45 minutes in this area. It was extremely congested, persons were sitting on the floors, bonding companies were interviewing family members obtaining personal information in order to make a decision on making a bond for an offender; program volunteers were waiting to be processed into the facility; a few attorneys needed to interview offenders in visitation booths while some had to be taken into the facility for face to face interviews. I noticed that as the congestion increased it became more difficult for the officer in the control station to effectively communicate with persons trying to conduct business at the jail.

f. **Staff Support**

i. **Locker room.**

1. Male and female officers share the same locker room. It is equipped with two bathroom stalls, two sinks, and twenty lockers. There is a storage room in this area that is used to store extra clothing for inmates at time of release and booking paperwork.
2. Office space is limited and scattered throughout the facility separating key staff members. Further, some storage closets have been converted into office spaces.

**g. Visitation**

- i. Visits occur by video and internet visitation. The visitation stations for all inmates are located at the extension. Each inmate is permitted two, 30 minute visits per week onsite (video) and unlimited visits offsite (internet).
- ii. Professional visits such as clergy members and attorneys occur onsite in visitation booths.
- iii. One notable security concern is the practice of permitting bonding company representatives to enter the security perimeter of the facility to interview inmates in the booking area prior to bonding them out. This is a highly unusual practice that has the potential to jeopardize facility safety and security. Further it has increased an already minimal security staff workload by escorting them inside the jail to the booking room and back out of the jail security area.

**h. Jail Security**

- i. Housing unit one consists of nine cells designed to house between 12 and 16 inmates. Lines of site from the control center are limited.
- ii. Housing unit 2 has six cells housing different numbers in each cell. This area offers challenges for lines of site from both the control center and during visual walk through checks.
- iii. Housing unit J is an isolated housing area consisting of 25 beds and used to house female inmates.
- iv. Housing unit 3 has six cells holding between one and fourteen inmates.
- v. There is minimal security in the sally port area where inmates are brought for booking. Security is particularly reduced during the time the gate is opened and an inmate is being moved from a vehicle to the booking area.
- vi. There are multiple access/egress points in the jail. Although they are beneficial for fire evacuation purposes, each breach in the perimeter has the potential to erode security. Each ingress/egress point requires procedures and monitoring to be in place in place to restrict entry/egress to only authorized persons.
- vii. The camera system is dated and is currently in the process of being replaced.

**i. Intake and Release**

- i. This area is extremely small and congested. A physical plant improvement was done several years ago to add an intake area. However, this area is isolated from the booking area which creates some safety concerns when an inmate enters the area that is non-compliant and/or violent.
- ii. There are four holding cells designed for short term holding of offenders being processed in or out of jail. Unfortunately, these cells have become permanent housing for inmates with serious mental health issues. On the day of my February visit there was

- one inmate in each of three holding cells. The fourth holding cell had twelve inmates inside.
- iii. Due to the configuration of the booking area there is limited room for movement. As such inmates, corrections staff and arresting officers have to shuffle back and forth to make sufficient room to pass by.
  - iv. A curtained shower area in the intake room is used for strip searching new arrests and inmates returning to the jail from outside appointments. This area offers minimal privacy for inmates during those searches.
  - v. A single small shower is located in the booking area that is used for inmates that are permanently housed in the holding cells.
  - vi. Privacy is non-existent when officers are asking inmates questions regarding health care, mental health care, and sexual assault issues.
  - vii. Due to staffing challenges, booking and release operations are difficult. The speed of processing frequently relies on the availability of rovers performing other functions in the jail. Figure 2 provides a photograph of the booking area. This area routinely becomes extremely congested with inmates, corrections and law enforcement officers.

**Figure 2: Booking Area Photograph**



**j. Housing**

- i. The facility is no longer suitable to house the number of inmates in custody. The controlled cell doors in the main housing area (unit 3) are in a constant state of repair and on occasion must be opened and closed manually by corrections officers.
- ii. The dormitory housing design is unsuitable for safe housing of offenders. Due to the crowded conditions it is difficult to separate offenders by risk and need. The ceilings in these areas are low and inmates routinely vandalize the sprinkler heads. Due to poor lines of site it is difficult for corrections officers to provide adequate monitoring of inmates and to manage their behavior.
- iii. There is an increase in the numbers of special needs inmates (medical and mental health) along with extremely violent and incompatible inmates that the facility has no space in order to safely and securely house.

- iv. Due to jail crowding, weekend offenders are housed in an indoor recreation area with mats on the floor and a single toilet with no shower. This area is the pass through to the outside recreation area. Due to using it for housing on weekends, the outside recreation area is shut down on weekends. Figure 3 is a photograph of the indoor recreation area/multi-purpose room.

**Figure 3: Photograph of the Multipurpose Room**



- v. A review of the number of weekend offenders was conducted for the months of September and December 2015. That data is provided in table 2. An average of eleven males and two females were housed on eight different weekends. Corrections staff indicated that this figure would routinely exceed 30 to 40 prior to them informing the court of their crowding challenges and lack of space to support the weekend offender program. I did a review of daily counts during the years of 2013 and 2014 and found that the population would routinely spike between 20 and 30 inmates each weekend.

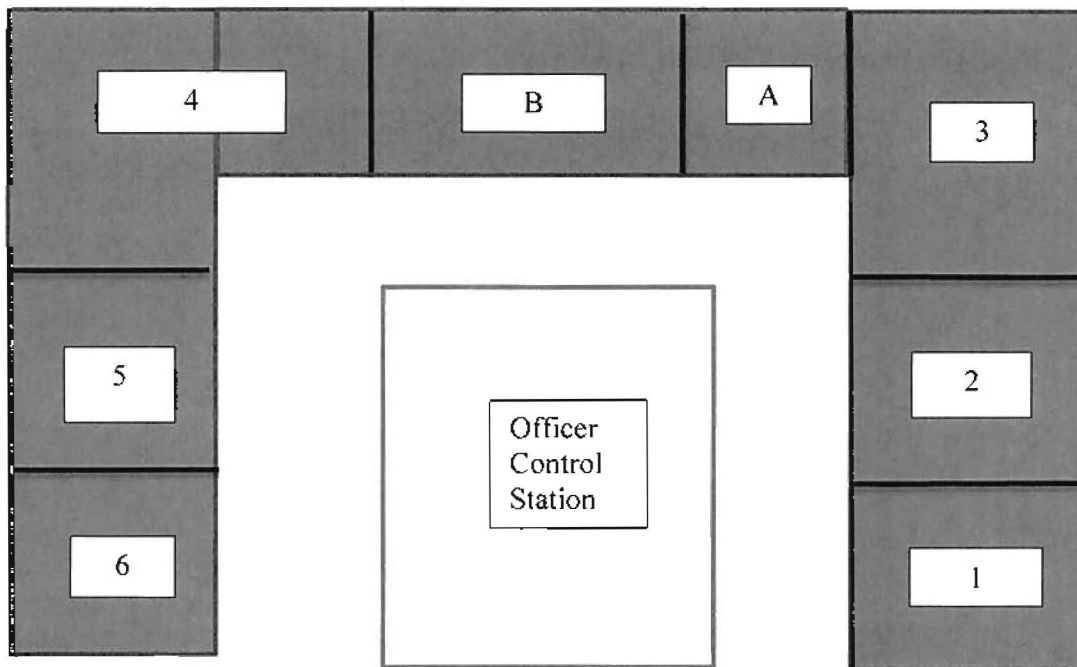
**Table 2: Weekend Offenders**

Date	Men	Women
9/6/2015	12	3
9/12/2015	9	4
9/19/2015	7	0
9/26/2015	7	0
12/6/2015	14	6
12/12/2015	14	2
12/19/2015	17	2
12/26/2015	5	2

- vi. The facility was designed with a classification housing unit. Inmates would be housed here initially after arriving into the facility to undergo screening and a formal classification process. Due to crowded conditions, this area has now become a female housing unit. Video arraignment is conducted in an area outside this unit five days a week with an average of 20 inmates (and as high as 40 on Mondays) being seen each day.
- vii. In the booking area there are two cells (Holding cell 1 and 2) on the date of my first visit there were ten inmates in holding cell 1 and the second holding cell had only one inmate. This inmate had to be separated from other inmates due to undergoing a medical detoxification protocol.
- viii. Unit 3 is designated as maximum custody housing. Maximum security housing should normally consist of single and double person celling. Of the eight housing units in this area, only A and B consist of single person cells while the remainder (1 through 6) are open bay housing. Types of inmates housed in unit 3 include violent offenders, sex offenders, seriously mentally and medically ill offenders, and those offenders requiring protective custody. On the date of my tour there were 95 inmates housed in this area. Only one corrections officer is assigned to manage this area. The nature of offenders, the poor lines of sight make this a challenging post at best. Figure 4 provides a diagram of Unit 3. To enhance officer safety, no cell door is permitted to be opened unless a second staff member is present. As a result the basic daily routine functions (counts, feeding, security checks, mail pass, laundry, etc.) are frequently delayed while waiting for a second officer. Staff indicates that this control station is the backup control panel for the main jail control station. This is contrary to best correctional practices. A backup control panel should not be located in the facility maximum security area.



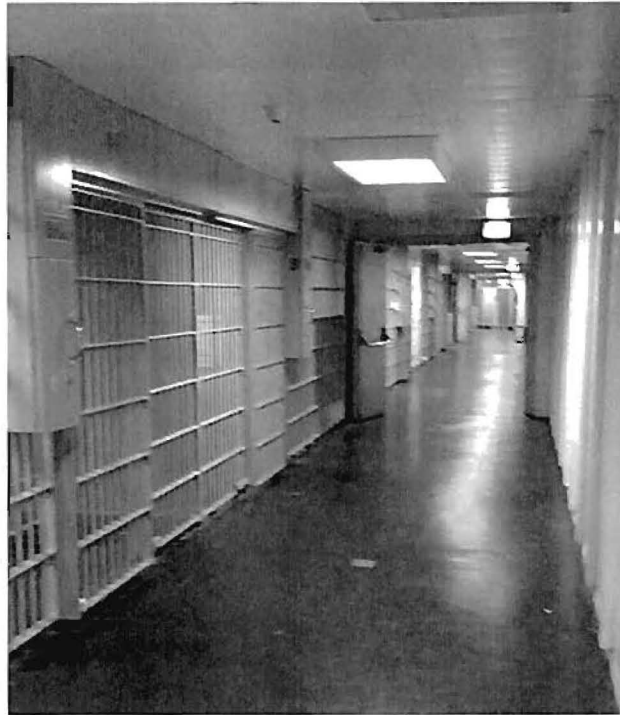
**Figure 4: Diagram of Unit 3 Maximum Custody**



- ix. Unit 1 has nine open dorm linear design and one single cell housing areas. In the linear design (which is no longer a design used in corrections since the early 1970's) lines of site are poor and provide for a manpower intensive operation. These areas are loud, congested, and lack an adequate inmate classification system. That makes these areas easy for inmates to control, which opens potential "failure to protect" liability against the county. Figure 5 is a photograph of the hallway outside of the cells in unit 1. Although there were over 200 inmates in this area at the time this photograph was taken, none were visible unless the officer is physically standing in front of each cell. The nine cells located in housing K within this area hold those inmates that are pending disciplinary charges, serving disciplinary segregation time, and some administrative segregation offenders.
- x. Between the nine beds in K and the eight beds in Unit 3 (A and B) this give the jail a total of 17 single male cells to house the most challenging population within a jail. Nationally recognized standards of the American Correctional Association recommend that a minimum of 10% of the total bed capacity is designed for maximum custody housing (either single or two person cells). There is no segregation housing for female offenders. As previously mentioned they are held in holding cells. For Sullivan County the jail should have approximately 38 male segregation

cells and 12 female segregation cells based on current design capacity.

**Figure 5: Photograph of Unit 1 Hallway**



**k. Health Care Services**

- i. The medical clinic is staffed 24/7 with two nurses. The facility is staffed with eight Licensed Practical Nurses, two Registered Nurses including the Health Administrator, and a Mental Health Coordinator. There is a dental office with a dentist and dental assistant that are onsite every other week. The facility has categorized their challenges in this area under medical records, staffing demands, and the facility layout.
  1. Medical Records.
    - a. Medical records are kept on paper and require time consuming hand written notes and medication administration charting. The paper charting takes up significant storage space. The agency is currently exploring electronic medical records.
  2. Staffing.
    - a. Staffing is affected by having two facilities, an increased and sicker inmate population, and a recent increase in state mandated correctional medical standards from 12 to 31 standards. All of these

issues are accomplished with just two nurses on duty.

3. Facility Layout.

- a. The facility does not have sufficient housing to support medically infirm, suicidal, or mentally ill inmates. These inmates are housed in holding cells that are not designed for long term housing and are spread throughout the facility making it difficult for frequent medical checks.

4. Inmates entering the facility come in under various stages of withdrawal, intoxication, mental health crisis, illnesses, etc. Best correctional practices as well as state standards require an initial screening of all offenders in order to quickly identify these persons and begin appropriate protocols for handling them. The current booking and intake area has no area offering any privacy for a medical intake screening. As such, many offenders feel uncomfortable about communicating any health or mental health concerns.

**l. Court Holding**

- i. There are two multiple person holding cells in this area. There is also contact attorney visiting rooms. A review of a log book reflected an average of 6 to 15 attorney visits occurring each day in this area. This area is also used to house female weekend offenders.

**m. Support Services/ Facility Management**

- i. Video visitation is the primary form of visitation throughout the facility. The male visitation area is used primarily for mental health, attorney and religious visits.
- ii. The multipurpose room is used for indoor recreation and the housing of weekend offenders. There is no shower and a single commode in this area. Records reflect between 20 and 25 male inmates are held in this area each weekend. An average of two female inmates is held in the court holding cells during the weekend.
- iii. Although the facility has a large inmate property room, storage space throughout the facility is limited.

**n. Food Service/Laundry**

- i. Two kitchens are operated at Sullivan County. One in the main jail and the second in the jail extension. The jail kitchen is now 30 years old and in need of upgrades and equipment replacement. The kitchen seems to be sufficient in size to support the inmate population. The extension kitchen is well equipped and sufficient in size to support the extension food service program.
- ii. The laundry area consists of two industrial sized washers and dryers. Staff indicates that they are sufficient to handle the current

laundry work load. Any further increase in the inmate capacity would require further laundry equipment. This area would not support additional equipment. Figure 6 provides a photograph of the laundry room.

**Figure 6: Photograph of the Laundry Room**



**o. Site/Perimeter Security**

- i. The main facility is surrounded only at the rear of the building with perimeter fencing and two electric gates (one on the North end and a second one on the South end).
- ii. The area outside the maximum security dayrooms has no perimeter fencing on the exterior wall. In the case of emergency evacuation

- these inmates exit out to the south gate area where the trash dumpster and recycling areas are located.
- iii. The area outside of the South gate has been plagued with occurrences of citizens throwing contraband over the fence.
  - iv. The extension facility has no perimeter fence. Any evacuation of this building is to permit inmates to exit the facility in an unsecure area.
- p. The Tennessee Corrections Institute inspection reports were reviewed:
- i. July 8, 2014 – justice center findings:
    - 1. The facilities square footage ratios are not in compliance in the female inmate housing units due to crowding.
    - 2. The facilities toilets and sink ratios are not in compliance in the female housing units due to crowding.
    - 3. The facilities shower ratios are not in compliance in the female housing units due to crowding.
    - 4. Camera 16 needs to be repaired or replaced.
    - 5. Crowding in the facility makes the classification process difficult to maintain.
  - ii. September 28, 2015 – justice center findings:
    - 1. Female cells O, P, M, N, and J are out of compliance with required square footage due to crowding.
    - 2. Male cells in unit one and three are not in compliance with required square footage due to crowding.
- q. **Extension.**
- i. **Type of Construction**
    - 1. Housing walls which serve as the security perimeter are constructed with cinder block. The block has been core filled in some areas but there has been no reinforced steel installed to enhance security on the perimeter walls. Interior walls are also cinder block with steel framed walls separating housing units and polycarbonate windows.
  - ii. **Systems**
    - 1. There are no noted deficiencies with plumbing system.
    - 2. All areas of the extension are supported by rooftop HVAC units. During high humidity periods condensation is a problem.
    - 3. Q cell, the control center, and the lobby are serviced by the same roof top HVAC unit. The system does not permit for maintaining similar temperatures in Q cell as in the other two areas. Temperatures vary between four and ten degrees. In order to have a comfortable temperature in the inmate housing area usually means from a cool to uncomfortably cold temperature in the lobby and the control center.
    - 4. The emergency generator and security lighting appear to be adequate.

iii. **Security perimeter.**

1. According to the jail leadership the initial design of the extension called for a security fence around the perimeter of the facility that was eliminated in cost saving measures. Although the extension was designed to house minimal low risk offenders, due to crowded conditions in the jail inmates with a higher level of risk are now housed here. The absence of an adequate security perimeter to house this higher level of risk offenders there is a concern over public safety and security.

iv. **Recreation area.**

1. This is a walled area connected to the extension. It is insufficient in size to support a full cell for recreation.

v. **Jail Security**

1. There are eight cells in the extension housing twenty-eight inmates each. Lines of site are good in these housing units.
- r. **Operating Budgets.** I reviewed the operating budgets for the jail for the periods covering fiscal years 2012 – 2013 through 2015 – 2016. They are provided at table 3. Over these four fiscal years the combined operating budgets have averaged \$8,103,862. A peak in the operating budget occurred in the current fiscal year (FY 2015/2016) at \$8,638,872. There is a duplication of expenditures by operating both facilities (utilities, food service operations, building maintenance, etc.).

**Table 3: Jail Operating Budget**

<b>Jail Expenditures</b>	<b>12/13</b>	<b>13/14</b>	<b>14/15</b>	<b>15/16</b>	<b>Difference</b>
Personnel	\$3,668,431	\$3,754,998	\$3,767,757	\$4,013,548	\$345,117
Benefits	\$1,779,278	\$1,728,303	\$1,961,540	\$2,014,829	\$235,551
Contracted Services	\$762,371	\$801,517	\$963,208	\$825,745	\$64,374
Supply and Materials	\$1,528,269	\$1,523,518	\$1,412,574	\$1,608,500	\$80,231
Debt Service	\$0	\$0	\$0	\$123,565	\$123,565
Capital Outlay	\$0	\$65,721	\$59,089	\$52,685	\$52,685
<b>Total Jail Budget</b>	<b>\$7,738,349</b>	<b>\$7,874,057</b>	<b>\$8,164,168</b>	<b>\$8,638,872</b>	<b>\$901,523</b>

- s. Table 4 provides the average daily population for males, females, and total population for the jail covering the period of 2011 - 2015.

**Table 4: Average Daily Population Jail, 2011 - 2015**

Fiscal Year	Male	Male Capacity	Male 90% Capacity	Female	Female Capacity	Female 90% Capacity	Total	Total Capacity	Total 90% Capacity
2011	314	265	239	154	116	104	468	411	370
2012	304	265	239	143	116	104	447	411	370
2013	326	265	239	181	116	104	507	411	370
2014	334	235	212	185	146	131	519	381	343
2015	360	235	212	186	146	131	546	381	343
Average	328	253	228	170	128	115	497	399	359

- t. The jail has been averaging 497 inmates in custody over the last five years. The male inmate population has ranged between a high of 360 in 2015 to a low of 304 in 2012, exceeding male bed space capacity all five years. In an effort to reduce male inmate crowding at the jail, the extension was opened to house local and state sentenced inmates. The extension houses state sentenced inmates awaiting TDOC bed space, local felons, convicted misdemeanants, as well as pretrial felons and misdemeanants. The female inmate population has had an average daily population of 170 over the five year period. Over the last five years, the average daily population reflects the jail being at 125% of its total bed space capacity. Experts suggest that a jail is at its capacity when it reaches approximately 90% of its bed space capacity. For Sullivan County the target capacity would be 359 (228 male beds and 115 female beds). This permits for flexibility of housing and separation of inmates (for custody classification purposes) and spikes in the inmate population that occur from time to time (such as warrant round-ups and weekend offenders).
- u. Table 5 provides the average daily population for the extension covering the period of 2011 - 2015.

**Table 5: Average Daily Population Extension, 2011 – 2015**

Fiscal Year	Male	Male Capacity	Male 90% Capacity	Female	Female Capacity	Female 90% Capacity	Total	Total Capacity	Total 90% Capacity
2011	243	240	216	0	0	0	243	240	216
2012	236	240	216	0	0	0	236	240	216
2013	220	224	202	16	16	15	236	240	216
2014	218	240	216	0	0	0	218	240	216
2015	189	240	216	0	0	0	189	240	216
Average	221	237	213	3	16	16	224	240	216

- v. The Extension has been averaging 221 inmates in custody over the last five years. With the exception of 2013, the extension only houses male inmates. Over the last five years, the average daily population reflects the extension

being at 93.3% of its total bed space capacity. The population here has actually decreased from a high of 243 in 2011 to 189 in 2015.

- w. Some agencies make a decision to contract with various agencies to house discretionary inmates (those we choose to house through contract or agreement). Although Sullivan County houses state inmates, they do not have a formal contract with the Tennessee Department of Corrections (TDOC) to house inmates. TDOC inmates held at Sullivan County are awaiting bed space in the Department of Corrections. During this five year period an average of 26% of the inmate population were State inmates awaiting bed space into the Tennessee Department of Corrections (TDOC). Table 6 provides a review of the TDOC monthly snapshot report over the same five year period reflects statewide an average of 16.3% of all inmates housed in county jails were classified as” TDOC Backups”.

**Table 6: Discretionary Inmate Population, 2011 – 2015**

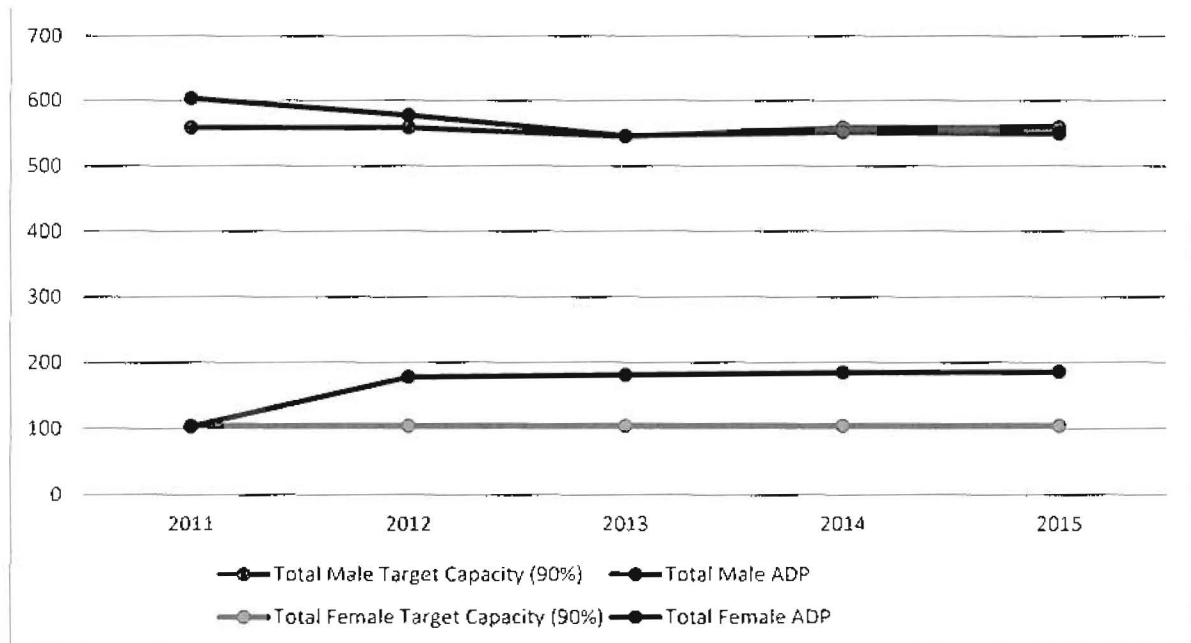
<b>Averages</b>	<b>CY 2011</b>	<b>CY 2012</b>	<b>CY 2013</b>	<b>CY 2014</b>	<b>CY2015</b>	<b>Average</b>
<b>Jail Capacity</b>	381	381	381	381	381	381
<b>90% Capacity</b>	343	343	343	343	343	343
<b>Extension Capacity</b>	240	240	224	240	240	237
<b>Extension 90%</b>	216	216	207	216	216	214
<b>Total Sullivan Capacity</b>	621	621	621	621	621	621
<b>Total Sullivan 90%</b>	559	559	559	559	559	559
<b><u>Total Population</u></b>	711	683	691	620	603	662
<b>State (TDOC)</b>	189	158	145	136	146	145
<b>Federal</b>	0	0	0	0	0	0
<b>Pretrial Inmates</b>	387	404	387	327	310	363
<b>All Other Inmates</b>	135	121	159	157	147	144
<b><u>Average Males – Jail</u></b>	314	304	299	259	263	288
<b>Male Beds</b>	381	381	381	381	381	381
<b>90% Male Capacity</b>	343	343	343	343	343	343
<b>Male State</b>	102	137	126	84	89	108
<b>Male Federal</b>	0	0	0	0	0	0
<b>Male (all others)</b>	162	138	156	92	76	131
<b><u>Average Females – Jail</u></b>	154	143	156	143	151	149
<b>Female Beds</b>	116	116	116	146	146	128
<b>90% Female Capacity</b>	104	104	104	131	131	115
<b>Female State</b>	14	10	14	25	21	17
<b>Female Federal</b>	0	0	0	0	0	0
<b>Female (all others)</b>	37	32	51	50	43	43
<b><u>Average Males - Extension</u></b>	243	236	220	218	189	221
<b>Male Beds</b>	240	240	224	240	240	237
<b>90% Capacity</b>	216	216	202	216	216	192



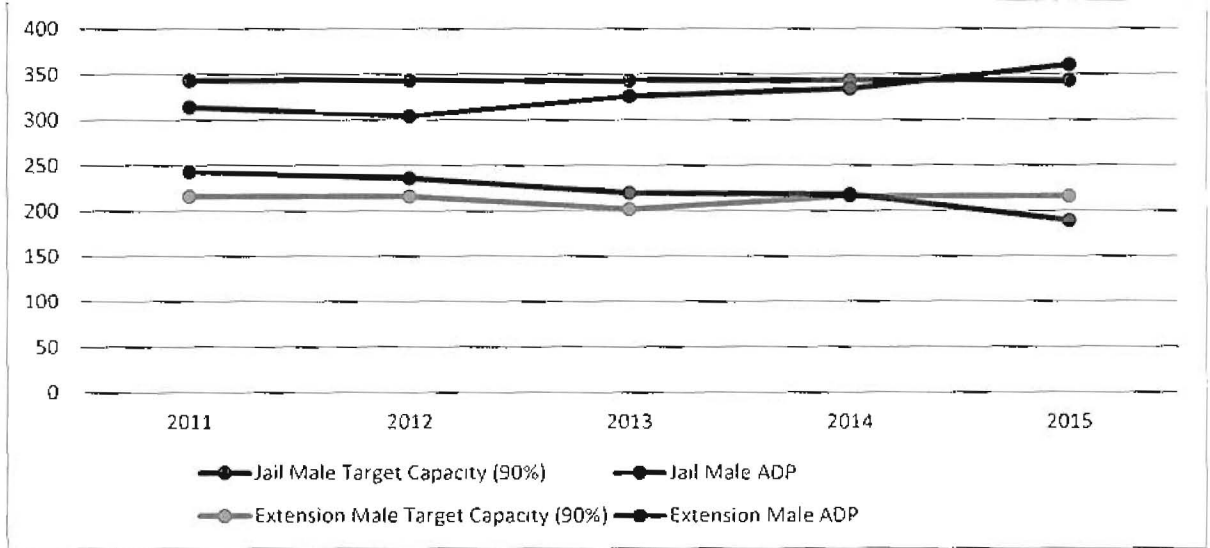
<b>Male State</b>	0	11	4	27	36	20
<b>Male Federal</b>	0	0	0	0	0	0
<b>Male (all others)</b>	0	39	49	96	56	60
<b>Average Females - Extension</b>	0	0	16	0	0	16
<b>Female Beds</b>	0	0	16	0	0	16
<b>90% Female Capacity</b>	0	0	15	0	0	15
<b>Female State</b>	0	0	1	0	0	1
<b>Female Federal</b>	0	0	0	0	0	0
<b>Female (all others)</b>	0	0	15	0	0	15

- x. From 2011 through 2015, Sullivan County has had an average of 155 TDOC Corrections as bed space becomes available. There will always be a certain number of TDOC ready inmates in custody (they are arrested, tried, and convicted in Sullivan County. Monies paid to Sullivan County for the housing of state inmates have averaged \$1,864,381 annually over the last four fiscal years (FY 2012 – 2013, \$2,239,265; FY 2013 – 2014, \$1,651,162; FY 2014 – 2015, \$1,965,958; and through February 2016 FY 2015 – 2016, \$1,451,140).
- y. Figures 7 through 9 show the male, female, and total capacities for the jail and extension along with the average daily populations from 2011 through 2015.

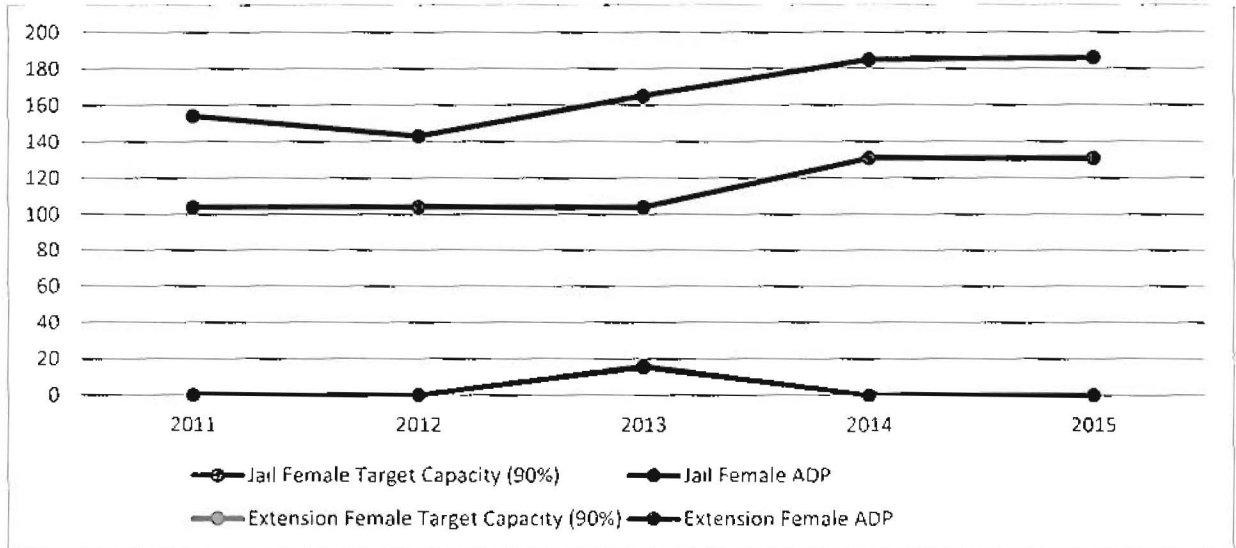
**Figure 7: Total Capacities, 2011 – 2015**



**Figure 8: Male Capacities, 2011 through 2015**



**Figure 9: Female Capacities, 2011 through 2015**



- z. As figures 7 through 9 indicate, the jail male population has exceeded the target capacity by an average of 9.5% over these five years while the extension has averaged exceeding capacity by 13.1%. For the female inmates, they have averaged being at 127% of their target capacity over this same period.
- aa. A corporal is assigned to time management. This person interacts with the courts on judgements, revocation orders, and pretrial credits for offenders. They also enter the work credits monthly for inmates assigned to a worker

status. No one is tracking length of stay in custody at time of release, or length of stay in custody at time of conviction. Further no one is monitoring the population in detail such as who is incarcerated that has substance abuse problems, percentage of population diagnosed as being seriously mentally ill, trends in probation and parole violations, recidivism rates, etc. It is recommended that this data be tracked and regularly monitored to identify trends in the inmate population. Due to the current work load an additional position may be required to monitor and evaluate this data. Further, this information should be regularly (monthly) communicated to the county's correction partnership committee.

- bb. Table 7 provides information regarding bookings and releases at the jail. There was an average of 7,258 bookings and 6,624 releases that occurred during these five years. Two factors that drive jail crowding are the number of bookings and the average length of stay of offenders. If one or the other increases it has the potential to increase the average daily population. In this instance we see that Sullivan County's bookings exceeded releases by an average of 634 inmates each year.

**Table 7: Bookings and Releases, Jail**

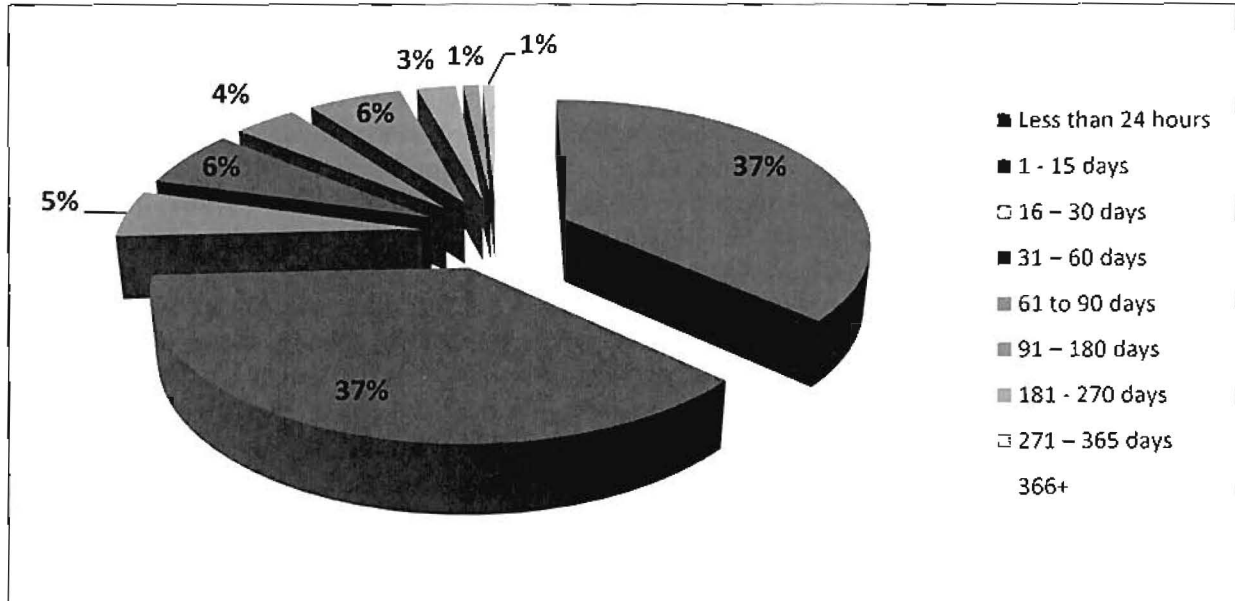
	2011	2012	2013	2014	2015	Average
<b>Booking</b>	7,492	7,520	7,145	7,203	6,929	7,258
<b>Release</b>	6,753	6,856	6,567	6,627	6,319	6,624

- cc. Another piece of information looked at was the length of stay at the time of an inmate's release from jail during 2013, 2014 and 2015. We examined the time in custody for 25,178 inmates released from custody. Table 8 and Figure 10 provide the results of that review.

**Table 7: Inmate Length of Stay**

<b>Time in Custody</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>Total</b>
Less than 24 hours	3160	3082	3028	9270
1 - 15 days	3142	3144	3136	9422
16 - 30 days	438	440	448	1326
31 - 60 days	530	586	497	1613
61 to 90 days	348	362	293	1003
91 - 180 days	520	494	467	1481
181 - 270 days	188	205	226	619
271 - 365 days	83	61	106	250
366+	66	95	33	194
<b>Total</b>	<b>8475</b>	<b>8469</b>	<b>8234</b>	<b>25178</b>

Figure 10: Days in Custody at Time of Release



- dd. We see that 37 percent of the inmate population stays one day or less in custody. Another 37 percent is released within the first fifteen days. This reflects a high level of turnover of the inmate population on a regular basis. This short term stay significantly impacts booking and release operations within the jail.
- ee. Two other areas that must be considered as the County thinks about inmate population projections. First, there are currently 2,000 active persons on state and another 800 on county probation within Sullivan County. At any point in time during their probationary period they are subject to incarceration as a result of technical rule violations or the incurring of a new criminal charge. According to the Sheriff's Office, there are currently 666 unserved probation warrants. Secondly, the Sheriff's Office has 15,208 outstanding criminal warrants and 134 community corrections violation warrants. The Sheriff's Office could initiate "round-ups" where a focused law enforcement effort to bring these persons into custody could occur and in other instances during routine traffic stops or other type of routine law enforcement encounters persons are identified with a warrant and taken into custody. Either of these (probation violators or criminal warrants) could have a significant impact on jail crowding.
- ff. We reviewed the Annual Reports of the Tennessee Judiciary for Fiscal Years 2009 - 2010 through 2014 -2015. That information is provided in Table 9.

**Table 9: Report of Court Filings FY 2009 through 2015**

Court	2009 – 2010	2010 – 2011	2011 – 2012	2012 – 2013	2013 – 2014	2014 - 2015
Criminal *	5,296	5,473	5,395	5,831	5,504	5,922
Chancery	2,342	2,310	2,287	2,184	2,133	2,037
Circuit	1,122	998	979	1,022	968	878
Total	8,760	8,781	8,661	9,037	8,605	8,837

*NOTE: The Criminal Court figures reflect the number of counts filed, rather than the number of cases filed.*

gg. Table 9 indicates an increase in the number of court case filings from July 2009 through June 2014 and a slight reduction in 2014-2015. Specifically there were 5,926 criminal filings in FY 2009 – 2010, a high of 5,831 in FY 2012-2013, and in 2014 – 2015 there were 5,922. If the judicial resources are inadequate to keep up with increases – the result will be slower case processing and an increase in the jail population (particularly those awaiting trial in Criminal Court). I also reviewed the Criminal Court Dispositions covering FY’s 2009 through 2015. Pretrial or Judicial Diversion is used as a disposition by the court. Table 10 provides that review.

**Table 10: Criminal Court Dispositions and Pretrial or Judicial Diversion**

	2009 – 2010	2010 – 2011	2011 – 2012	2012 – 2013	2013 - 2014	2014 – 2015
Pretrial or Judicial Diversion	68	111	104	30	72	164
Total Dispositions	5,422	5,973	4,861	5,410	5,238	5,553

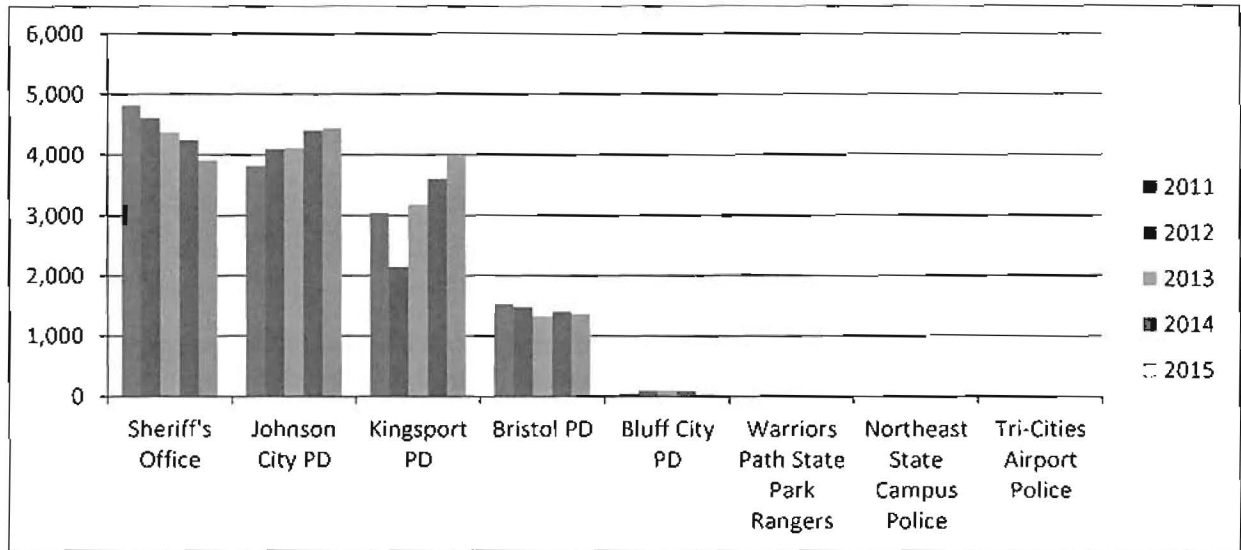
hh. As indicated in table 10 the use of pretrial or judicial diversion averaged 23 per year over the four years evaluated. Pretrial or judicial diversion was used as a disposition in criminal court an average of 1.7% of the time through each fiscal year reviewed. This might be an area for the County’s Corrections Partnership Committee to look at. Some jurisdictions, such as Shelby County’s Jericho Project have formed collaborations with local mental health agencies, the district attorney, public defender, the courts and jail to form a program that diverts mentally ill offenders from jail to treatment. Considering other options such as partnering with substance abuse programs, electronic monitoring, day reporting programs, or other options that diverts offenders from custody to community supervision programs can also aid in reducing the jail population.

ii. I also reviewed the data from 2009 through 2015 as found at the Tennessee Bureau of Investigation’s Crime Statistics Unit. As reflected in Table 11 and Figure 11, the total number of arrests per increased by about 3.4% from 2009 through 2015. The data for arrests made by the Tennessee Highway Patrol, Tennessee Bureau of Investigation, the U.S. Marshals Service, and Constables was not available.

**Table 11: Arrests in Sullivan County 2011 – 2015**

Agency	2011	2012	2013	2014	2015
Sheriff's Office	4,820	4,614	4,378	4,249	3,912
Johnson City PD	3,815	4,096	4,110	4,402	4,439
Kingsport PD	3,046	2,152	3,178	3,602	3,979
Bristol PD	1,534	1,477	1,325	1,407	1,362
Bluff City PD	49	94	99	92	35
Warriors Path State Park Rangers	8	4	14	3	0
Northeast State Campus Police	6	7	4	4	3
Tri-Cities Airport Police	0	1	7	0	0
<b>TOTAL</b>	<b>13,278</b>	<b>12,445</b>	<b>13,115</b>	<b>13,759</b>	<b>13,730</b>

**Figure 11: Arrests in Sullivan County 2011 through 2015**



jj. All of the agencies within Sullivan County use citations in lieu of arrest when it is appropriate. For public intoxication citations, the offender is brought to the jail and processed in as any other offender would be. They are held until jail staff believes the individual is no longer a threat to themselves or the community and can be released without the risk of re-arrest.

kk. Judicial Commissioners (Magistrates).

i. There are four magistrates supervised by Judge Lauderback in Bristol General Sessions Court and by Judge Conkin in Kingsport General Sessions Court. When an individual is arrested and the clerk's office is not open, the arresting officer will call the magistrate. They will come to the jail, review the affidavit for probable cause and allow the officer to swear to the affidavit. After the magistrate has reviewed the information and agreed to the probable cause, they will complete the arrest warrant and court papers. The inmate is then brought before the magistrate to be

given their rights on the judicial proceedings, have their charges explained and will be asked questions regarding residency and criminal history. A bond will be set along with the arraignment which will occur on the following business day.

- ii. Current challenges with this newly implemented magistrate program include:
  1. Arraignments are set for the following business day. If the inmate has charges in multiple jurisdictions, they are unable to post a bond until they go before a judge to have a new court date set.
  2. Magistrate hours are from 5:30 p.m. to 5:30 a.m. as such persons arrested and brought to jail during non-magistrate hours must sit and wait to have a bond set.
  3. When a bond is set and an inmate is able to bond out of jail, they must appear in court the following business day to have an additional court date set by the judge. In numerous jurisdictions across the state, this process is typically accomplished by the magistrate where a court date is set within 30 days that aligns with the established court calendar and arresting officer's calendar.
  4. Bonds are set by the magistrate when inmates are incarcerated. If they are unable to make bond, these inmates also must appear before the court the following business day for an arraignment. Again, in jurisdictions across the state this process of setting court dates is accomplished by magistrates utilizing the court calendar and the arresting officer's calendar and occurs within 10 days of incarceration.

#### IV. JAIL PHYSICAL PLANT

- a. An example of inmate housing capacity versus actual inmates' assigned to housing units on January 16, February 21, and March 29, 2016 is shown in Tables 12 and 13.

**Table 12: Inmate Housing Capacity versus Actual Number Housed, Jail**

Jail Housing	TCI Certified Capacity	3/29/2016 Inmate Count	2/21/2016 Inmate Count	1/16/2016 Inmate Count	Classification Designation
<b>Unit 1</b>					Medium Males
A	16	24	27	18	" "
B	16	24	24	21	" "
C	16	23	25	20	" "
D	16	23	24	24	" "
E	16	24	18	22	" "
F	16	21	24	23	" "
G	16	22	0	23	" "
H	12	12	18	16	" "
I	12	15	10	11	" "
K	9	6	6	8	Single Maximum Males
T4	1	1	1	2	" "
T5	1	2	4	2	" "
<b>TOTAL</b>	<b>147</b>	<b>197</b>	<b>181</b>	<b>190</b>	
<b>Unit 2</b>					Minimum to High Females
M	20	19	21	22	" "
N	20	24	21	18	" "
O	18	21	20	21	" "
P	18	20	16	16	" "
R	16	17	18	18	" "
WR	24	20	21	12	" "
T1	6	1	1	0	" "
T2	6	1	1	1	" "
T3	1	0	1	1	" "
<b>Total</b>	<b>154</b>	<b>153</b>	<b>144</b>	<b>134</b>	
<b>J</b>	<b>25</b>	<b>30</b>	<b>24</b>	<b>25</b>	Minimum to High Females
<b>Unit 3</b>					High Security Males
1	12	8	8	12	" "
2	10	14	14	12	" "
3	14	14	15	14	" "
4	14	16	14	16	" "
5	10	10	10	11	" "
6	12	9	10	11	" "
<b>A Cell</b>					
7	4	5	6	5	" "
8	1	1	2	1	" "
9	1	1	1	1	" "
10	1	1	2	1	" "
11	1	1	1	2	" "
<b>B Cell</b>					



12	1	1	1	2	" "
13	1	1	1	1	" "
14	1	1	1	1	" "
15	1	1	1	2	" "
16	4	6	5	6	" "
<b>Total</b>	<b>88</b>	<b>90</b>	<b>92</b>	<b>98</b>	
<b>Holding Cells</b>					
					<b>Mix Special Needs</b>
1	4	1	5	3	" "
2	4	7	0	1	" "
3	2	0	1	1	" "
4	2	1	1	1	" "
<b>Total</b>	<b>12</b>	<b>9</b>	<b>7</b>	<b>6</b>	<b>" "</b>

Table 13: Inmate Housing Capacity versus Actual Number Housed, Extension

Extension Housing	TCI Certified Capacity	3/29/2016 Inmate Count	2/21/2016 Inmate Count	1/16/2016 Inmate Count	Classification Designation
S	28	26	25	20	Minimum – Medium Males
T	28	27	24	19	" "
U	28	27	29	22	" "
V	28	27	29	22	" "
W	28	0	0	20	" "
X	28	24	24	22	" "
Y	28	27	25	17	" "
Z	28	26	25	20	" "
Q	16	16	20	19	" "
20	1	1	2	0	" "
21	1	1	1	0	" "
<b>Total</b>	<b>242</b>	<b>202</b>	<b>204</b>	<b>181</b>	

- b. Inmates are classified and assigned to housing areas based on current charges, criminal history, priory custody history, and any physical or mental limitations. An information packet is completed on each inmate as they are classified. Predetermined questions are asked from a classification tree and calculate a classification score ranging from one to nine, with one being the highest security and nine being the lowest. Inmates are then housed according to their classification score:
- i. Males, 1-3 are housed in male max (unit 3).
  - ii. Males, 4-5 are housed in main housing (unit 1).
  - iii. Males, 6-9, are housed in minimum security (extension).
  - iv. Females are all housed in unit 2 with the cells divided: three cells for medium to maximum custody; three cells for minimum security; and WR cell used for female classification, housing overflow, and trustee housing.

## V. PROGRAMS

- a. There is currently one inmate assigned to the work release program. The process begins by a candidate being interviewed by the Transportation Sergeant and two Work Release Commissioners. The candidate must be approved by the Sergeant, Commissioners, and the Sheriff. They must have a valid legal job with approved transportation to and from the jail to the place of employment. Their charges and sentence must be eligible to participate in the program. Offenders in the program must prepay a weekly board bill to the county. The main reason for so few inmates participating in the program is the inability to obtain a valid job or their charges convicted of eliminates them from consideration.
- b. In house jail programs include religious services, drug and alcohol, GED, Experiencing God, Coping class, and Parenting.
- c. Although other programs exist through the courts for diversion from the jail, the jail provides no input into the decision making process regarding if the inmate would be a good candidate for diversion or alternative programs.
- d. A new program (faith based Life Learning Program) is due to begin on June 1, 2016. This program is three months in length and will target 16 male inmates and be taught by volunteers. Among the topics to be taught will be conflict resolution and preparing for the job market. The plan is also to work with local churches to assist in job placement of offenders who successfully complete the program.

## VI. POPULATION PROJECTIONS

- a. The final area that was evaluated in this analysis was the inmate population projections. Population forecasting is not an exact science. Average daily population in the facility results from the interaction of two issues including jail admissions and length of stay. Changes in the law, criminal justice policy and practices, the economy, and the social environment within the county will influence how many people are taken to jail and how long they will stay. There are simply too many unknowns that can affect the county's criminal justice system in years to come.
- b. Census information indicates that the 2010 population of Sullivan County was 156,823. The 2014 estimation was 157,003 and for 2015 it was 156,791. Using only the growth rate between the years of 2010 (actual census) and 2015 (estimated), reflects an approximate increase of 45 citizens each year. The 2010 census reflected 80,921 (50.46%) of the population being female. The 2014 estimate was that 50.46% of the population was females. The average daily population figures provided for 2010 through 2015 were the actual average daily population figures. I used these figures to make basic population projections in Table 14.

**Table 14: Population Projections by County Population**

Year	County Citizen Population	Actual*/Potential Average Daily Male Inmate Population	Incarceration Rate	Female County Pop. (50.46%)	Actual*/Potential Female Avg. Daily Pop.	Female Inc. Rate
2010	156,823			79,133		
2011	156,868			79,156		
2012	156,913			79,178		
2013	156,958	546	3.47	79,201	181	2.29
2014	157,003	552	3.52	79,224	185	2.34
2015	157,048	549	3.5	79,246	186	2.35
2016	157,093	550	3.5	79,269	185	2.33
2017	157,138	550	3.5	79,292	185	2.33
2018	157,183	550	3.5	79,315	185	2.33
2019	157,228	550	3.5	79,337	185	2.33
2020	157,273	550	3.5	79,360	185	2.33
2021	157,318	551	3.5	79,383	185	2.33
2022	157,363	551	3.5	79,405	185	2.33
2023	157,408	551	3.5	79,428	185	2.33
2024	157,453	551	3.5	79,451	185	2.33
2025	157,498	551	3.5	79,474	185	2.33
2026	157,543	551	3.5	79,496	185	2.33

- c. Table 14 reflects some basic information regarding county population (obtained from the Tennessee State Data Center) and the average daily population (ADP) from actual data provided by the jail. The incarceration rate was calculated by dividing the ADP by the county population. I used an incarceration rate of 3.5 (average of 2013 through 2015) for the years 2016 and out for the total population and 2.33 for the female inmate population. The projections reflect continued jail crowding conditions. Also provided in Table 14 were projections for the female inmate population.
- d. Other areas to consider in determining bed space requirements included future ADP projections, peaking, and classification.
  - i. Peaking Factor. The peaking factor accounts for situations when the ADP exceeds the average. To obtain this factor we obtained the three highest daily population counts (peaks) during each month from January 2013 through December 2015 separately for males and females. I divided those counts by three to obtain the peaking factor for each month. I then added those factors for each year and divided them by the number of months evaluated each year. This figure was then divided by the average daily population for each year to provide an annual peaking factor. I added the peaking factors for the years evaluated and divided that by three to give me an average

peaking factor for the period covering 2013 through 2015. I determined that the total average peaking factor was 1.0264. For males it was 1.0278 and females were 1.0419. I multiplied this figure by the potential average daily population to give me the number of beds needed to support peaking.

- ii. Inmate Classification. A jail's classification system provides for the jail to separate offenders based on need and risk. A critical factor in determining bed space needs is the ability to properly classify and separate offenders by identified risks and needs. An accepted classification and peaking consideration is that the jail reaches its capacity when the average daily population is at approximately 90% of its' rated capacity.
- iii. Medical and Mental Health. Today's inmate population generally has a higher degree of inmates with various medical and mental health needs. In many instances these inmates require housing separate from the general inmate population. Using booking holding cells (such as Sullivan County's current practice) is not acceptable long term housing for this type of population. According to a 2014 study released by the National Sheriff's Association and the Treatment Advocacy Center, an average of 16% of inmates have a serious mental illness. A figure of 10% was provided to show an estimate of housing requirements for special needs inmates.
- iv. We frequently hear from various elected and appointed officials in the community and local criminal justice system that the projections may not be enough. They are concerned that when "the jail is constructed that it will be filled up". Appendix A provides a review of data of twelve counties, showing their average daily populations 12 months before and 12 months after opening a new facility. The average increase in the inmate population above the projections made was 25.54% (6.385% for females and 19.155% for males based on population projections). I offer Appendix C for Sullivan County to consider as they explore jail expansion construction.
- v. Taking into consideration these three factors, Tables 15 through 17 provides projected inmate population bed space requirements.

**Table 15: Female Inmate Population Projections**

<b>Female Inmates</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>
Potential Base ADP Forecast	185	185	185	185	185	185	185	185	185	185	185
Peaking Factor (@ 1.0419)	8	8	8	8	8	8	8	8	8	8	8
Population Surge 6.385%	12	12	12	12	12	12	12	12	12	12	12
Classification Factor (10%)	21	21	21	21	21	21	21	21	21	21	21
Mental Health & Medical (10%)	23	23	23	23	23	23	23	23	23	23	23
<b>Total Bed Estimated Space Requirements</b>	<b>226</b>	<b>226</b>	<b>226</b>	<b>226</b>	<b>226</b>	<b>226</b>	<b>226</b>	<b>226</b>	<b>226</b>	<b>226</b>	<b>226</b>

**Table 16: Male Inmate Population Projections**

<b>Male Inmates</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>
Potential Base ADP Forecast	550	550	550	550	551	551	551	551	551	551	551
Peaking Factor (@ 1.0278)	15	15	15	15	15	15	15	15	15	15	15
Population Surge 19.55%	110	110	110	110	110	110	110	110	110	110	110
Classification Factor (10%)	79	79	79	79	79	79	79	79	79	79	79
Mental Health & Medical (10%)	75	75	75	75	76	76	76	76	76	76	76
<b>Total Bed Estimated Space Requirements</b>	<b>754</b>	<b>754</b>	<b>754</b>	<b>754</b>	<b>755</b>	<b>755</b>	<b>755</b>	<b>755</b>	<b>755</b>	<b>755</b>	<b>755</b>

**Table 17: Combined Male and Female Inmate Population Projections**

	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>
Total Male Bed Estimated Space Requirements	754	754	754	754	755	755	755	755	755	755	755
Total Female Bed Estimated Space Requirements	226	226	226	226	226	226	226	226	226	226	226
<b>Total Bed Estimated Space Requirements</b>	<b>980</b>	<b>980</b>	<b>980</b>	<b>980</b>	<b>981</b>	<b>981</b>	<b>981</b>	<b>981</b>	<b>981</b>	<b>981</b>	<b>981</b>

- e. Calculating accurate population projections is difficult at best. I reviewed a document published by the U.S. Department of Justice “Building Community Support for New Jail Construction”. While it addresses several issues I found a couple points to consider when gathering information and assessing the need. The document points out that jails are expensive build as well as operate, and that few jails are built without exploring other ways of solving a local jurisdiction’s problem. It also points out that County’s typically build jails for three reasons:

- i. The existing jail is damaged, worn out, or no longer suitable for housing inmates. The existing jail and extension are still suitable for housing inmates.
- ii. The existing jail no longer meets the jurisdiction's need. For example, the jail inmate population routinely exceeds the available bed space - such as the case in Sullivan County.
- iii. The existing building(s) cannot be operated efficiently and the design does not provide for effective inmate supervision or classification – again such as the case in Sullivan County.

## VII. CONCLUSION

- a. The jail routinely exceeds its rated capacity. The extension was constructed to relieve jail crowding. However, the combined inmate population has exceeded the total bed capacity over the last three plus years.
- b. Holding cells that are not designed for permanent housing have become full time special needs housing areas.
- c. Inmate classification is jeopardized by crowding conditions that has the potential to subject the county to failure to protect liability issues. Further, classification is performed by two officers who work normal business hours on Monday through Friday. Booking staff attempt to do some classification of offenders when work load permits. This delay in the classification process to identify the risk and needs of offenders further jeopardizes facility, staff, and inmate safety and security.
- d. No one is tracking length of stay in custody at time of release, or length of stay in custody at time of conviction. Further no one is monitoring the population in detail such as who is incarcerated that has substance abuse problems, percentage of population diagnosed as being seriously mentally ill, trends in probation and parole violations, recidivism rates, etc.
- e. The jail lobby is insufficient in size and design to support the work load. Further, the officer post does not permit for good supervision of this area or for the professional interaction with the public.
- f. Bonding companies enter the booking area to interview inmates. This is a practice not seen across the state and has the potential for serious security and safety breaches. Further, it adds to an already overworked and understaffed security shift who must process these persons in, escort them to booking, provide supervision, and escort them out of the jail.
- g. Intake, booking, and release has been piecemealed together to support expanded operations. Unfortunately this area is still congested, offers no privacy for inmate interviews, and has become a permanent housing area for special needs inmates.
- h. Weekend offenders are housed in the indoor multi-purpose room and court holding. Neither of these areas are suitable for housing inmates and do not meet minimum jail standards for inmate housing.
- i. Maximum custody housing (17 individual male cells) is insufficient to support maximum security male and female needs for the jail.

- j. Unit 3 is designed as maximum security housing. It is staffed with a single corrections officer. Lines of site from the control station are minimal and virtually non-existent in housing units A and B. This officer is restricted in the daily activities as well as responding to emergencies until assistance can come from other areas of the jail. Additionally, the control center in this maximum security area is the back up control center for the entire jail. This location for full jail security system control is a serious risk to facility security.
- k. The unit one linear design is dated and manpower intensive. It permits for more inmate control than staff control which has the potential to expose the county to failure to protect liability.

#### VIII. RECOMMENDATIONS:

- a. Additional bed space is needed to support the inmate population in Sullivan County.
- b. Special needs housing for mentally ill, suicidal, and medical inmates (both male and female) are needed. The county should target a minimum of 10% of the capacity for special needs housing. This housing should be collocated with the medical unit and if possible operated in an infirmary type manner.
- c. Additional bed space is needed to support an inmate classification system. The available bed space should support a figure not to exceed an average daily of 90% of available bed space. Further the right type of beds to support the various inmate classification levels must be available. Classification staff should be assigned during peak work loads of new bookings and the end of the court day.
- d. It is recommended that data regarding lengths of stay in custody, lengths of stay at time of sentencing, time to move through the grand jury, numbers of special needs inmates, etc., be tracked and regularly monitored to identify trends in the inmate population. Due to the current work load an additional position may be required to monitor and evaluate this data. Further, this information should be regularly (monthly) communicated to the county's correction partnership committee.
- e. The jail lobby should be expanded to support the work load. Conduct a study to determine who uses this area, the numbers of encounters as well as the type of usage (bonding companies, inmate releases, volunteer access, citizen inquiries, etc.). The study should also evaluate the time of work load increases. Further, the current officer station is not situated in a manner that offers good visibility and supervision of the area. Suggest that an officer station be considered in the open area of an expanded jail lobby that permits for a more appropriate interaction with persons coming to the facility to conduct business and to enhance the safety and security of this area by officer presence.
- f. Eliminate the practice of bonding agents entering the security perimeter of the jail (booking). Consider remote (video) interviews between the offender and bonding agent.

- g. An “open booking” concept to support a smooth work flow, reduced congestion, and improved safety and security is needed. Open seating for compliant offenders should be available as well as single and multiple person holding cells for those offenders who are not compliant. This area should not be used for permanent housing. There should also be areas available for inmate interviews (law enforcement, mental health, medical, sexual assault history, suicidal ideations) that permit for more private confidential interviews.
- h. Stop the practice of using the indoor multi-purpose room and court holding to house weekend offenders. Sufficient bed space must be available to support these weekly surges in the inmate population.
- i. Sufficient segregation housing (single and two-person cells) must be available to support the needs of both male and female inmates. A minimum of 10% of the male and 10% of the female beds should be designed to support segregation housing.
- j. The maximum security area should be staffed with a minimum of one control officer that never vacates the control center and two rovers. The back up security electronics for the entire jail should be disabled in this area and moved to another more secure setting.
- k. Any new jail expansion or design should include podular housing configurations that permit for more control and enhanced lines of site.
- l. The county should consider fostering collaborations with local mental health, substance abuse, job training and placement, and other entities to consider ways of assisting in diverting pretrial offenders from jail into the community and being provided needed services. Additionally, these collaborations could include working with the jail on developing reentry services for those inmates completing their sentences and preparing to transition back into the community.
- m. The county recognizes that there is a need to do something. The Tennessee Corrections Institute has pointed out in their inspections and through their meetings with county officials of the current inadequate jail bed capacity. Further the county has formed a jail adhoc committee to look at the jail conditions and to make recommendations to the count legislative body. Through the county legislative bodies statutory duties they have familiarized themselves with the current challenges faced with jail crowding. Finally, this report provides the data to support the needs already recognized by Sullivan County officials. Develop a “Request for Qualifications” to hire an architectural firm to assess space needs for either jail expansion or new construction. This information will take the county legislative body to the next decision point of contracting for architectural design and construction.



**APPENDIX A**  
**New Jail Construction Population Increases**

<b>County</b>	<b>ADP 12 Months Prior to Opening</b>	<b>ADP 12 Months After Opening</b>	<b>Percentage ADP Increase</b>	<b>Old Capacity</b>	<b>New Capacity</b>	<b>Prisoner Count on 4/1/2016</b>
<b>Anderson *</b>	326	335	2.7%	354	435	316
<b>Benton *</b>	56	78	39.2%	62	140	71
<b>Bledsoe</b>	21	90	328%	9	96	105
<b>Campbell*</b>	179	228	27.3%	90	322	253
<b>Carroll *</b>	112	133	18.7%	112	170	109
<b>Carter</b>	229	269	17.4%	202	296	199
<b>Coffee</b>	273	324	18.67%	191	400	342
<b>Decatur</b>	27	29	7%	22	59	60
<b>Dickson *</b>	246	314	27.6%	207	399	335
<b>Fentress</b>	49	110	124%	20	163	170
<b>Hawkins</b>	114	173	51.7%	66	232	276
<b>Haywood</b>	106	123	16%	132	194	145
<b>Roane</b>	104	132	26.9%	76	172	186
<b>Scott</b>	90	128	42%	49	140	137
<b>Sevier *</b>	485	470	(3.1%)	442	570	516
<b>Smith</b>	68	120	76.4%	34	128	138
<b>Stewart</b>	20	73	265%	19	132	77
<b>AVERAGE</b>	<b>147</b>	<b>184</b>	<b>25.2%</b>			<b>202</b>