

TACIR

The Tennessee Advisory Commission
on Intergovernmental Relations



3

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MEMORANDUM

TO: TACIR Commission Members

FROM: Harry A. Green
Executive Director

DATE: June 30, 2010

SUBJECT: Regional Jail Feasibility Study

This memo discusses a recently completed regional jail feasibility study for Clay, Fentress, Overton, and Pickett Counties. The study was administered by TACIR and completed by a contractor. Study findings and recommendations will be presented at the June 2010 TACIR meeting; the executive summary of the study is attached.

Study Origin

- Public Chapter 554 of 2009 directed TACIR to complete a regional jail feasibility study and issued a \$200,000 appropriation for the purpose.
- TACIR staff confirmed the legislative intent of the regional jail study appropriation with Representatives Les Winningham and Charles Curtiss, the legislators involved in including the appropriation in the bill.
- Regional jail feasibility studies require specific expertise, and for this reason, TACIR hired a contractor to complete the study.
- Staff wrote a Request for Proposals (RFP) and selected CRS Incorporated to as the contractor.

Regional Jail Feasibility Findings and Recommendations

The study includes in-depth jail needs assessments for Clay, Fentress, Overton, and Pickett Counties. This information gleaned from the needs assessments was utilized to consider a range of potential jail scenarios for each county. The scenarios include options such as maintaining the status quo, renovating the county jail, building a new jail, and partnering with other counties. For each of the scenarios, the study evaluates both cost and non-cost factors.

Potential Cost Savings

Regional Partnership vs. Current Costs

- Pickett County would experience cost savings with a regional partnership.
- Clay County would experience only minimal cost savings.
- Fentress and Overton Counties would not experience cost savings.

Regional Partnership vs. a New or Renovated County Jail

- Pickett would experience cost savings with a regional partnership.
- Clay and Fentress Counties would experience less than 10% cost savings.
- Overton does not need to replace or renovate their jail at this time, so this option was not evaluated for the county.

Regional Partnership vs. Future Costs

- Pickett County would experience cost savings with a regional partnership.
- Clay and Fentress Counties would experience less than 10% savings.
- Overton may experience savings.

Non-Cost Considerations

Quality of Programs and Services

- A regional partnership would offer advantages for Clay, Fentress and Pickett Counties.

Structure of Partnership-Decisions and Control

- Clay and Fentress would likely have more control than Pickett County but less control than Overton County.
- Overton County would likely have majority control given the scale of the county's needs and the location of the jail.
- Pickett County may not have much control, due to its low inmate population.

Types of inmates who would be housed out-of-county

- Clay and Fentress County may be able to keep low security inmates in their counties, offering savings and other benefits.
- Overton County would house all of its inmates in the county.
- Pickett County would likely house all inmates in Overton County.

Next Steps for Each County

Clay and Fentress Counties

1. Identify factors that will affect decision and assign weight to each.
2. Evaluate options and identify one or more to be explored.
3. Meet with potential partners if an option involves a regional partnership (explore issues of location, structure, control, and cost sharing).

Overton County

1. Determine the actual costs of current beds and value for potential boarders.
2. Revise rates for boarders.
3. Re-evaluate the desirability of housing state inmates.
4. Renegotiate agreements as they expire in light of preceding factors.

Pickett County

1. Identify factors that will affect decision and assign weight to each.
2. Identify availability of beds in another county to use for the near to mid-term (5 to 10 years).
3. Negotiate potential terms agreement with another county to identify actual costs.

TACIR Fiduciary Responsibility

- TACIR's contract with the regional jail feasibility study contractor terminates on July 2, 2010.
- TACIR staff wants to ensure that the legislative directive has been satisfied. Staff sent a letter to Representative Winningham in April 2010 updating him on the study's progress and requesting input regarding the satisfaction of the legislative directive. A copy of the letter was also sent to Chairman Norris.
- TACIR staff sent letters to the four county mayors/executives and sheriffs soliciting feedback about the study and information about future regional jail study needs.
- Currently, TACIR staff does not know if further services will be needed or desired by the four counties. If no further services are needed or desired, it appears that there may be approximately \$75,000 remaining from the appropriation.

Morgan County

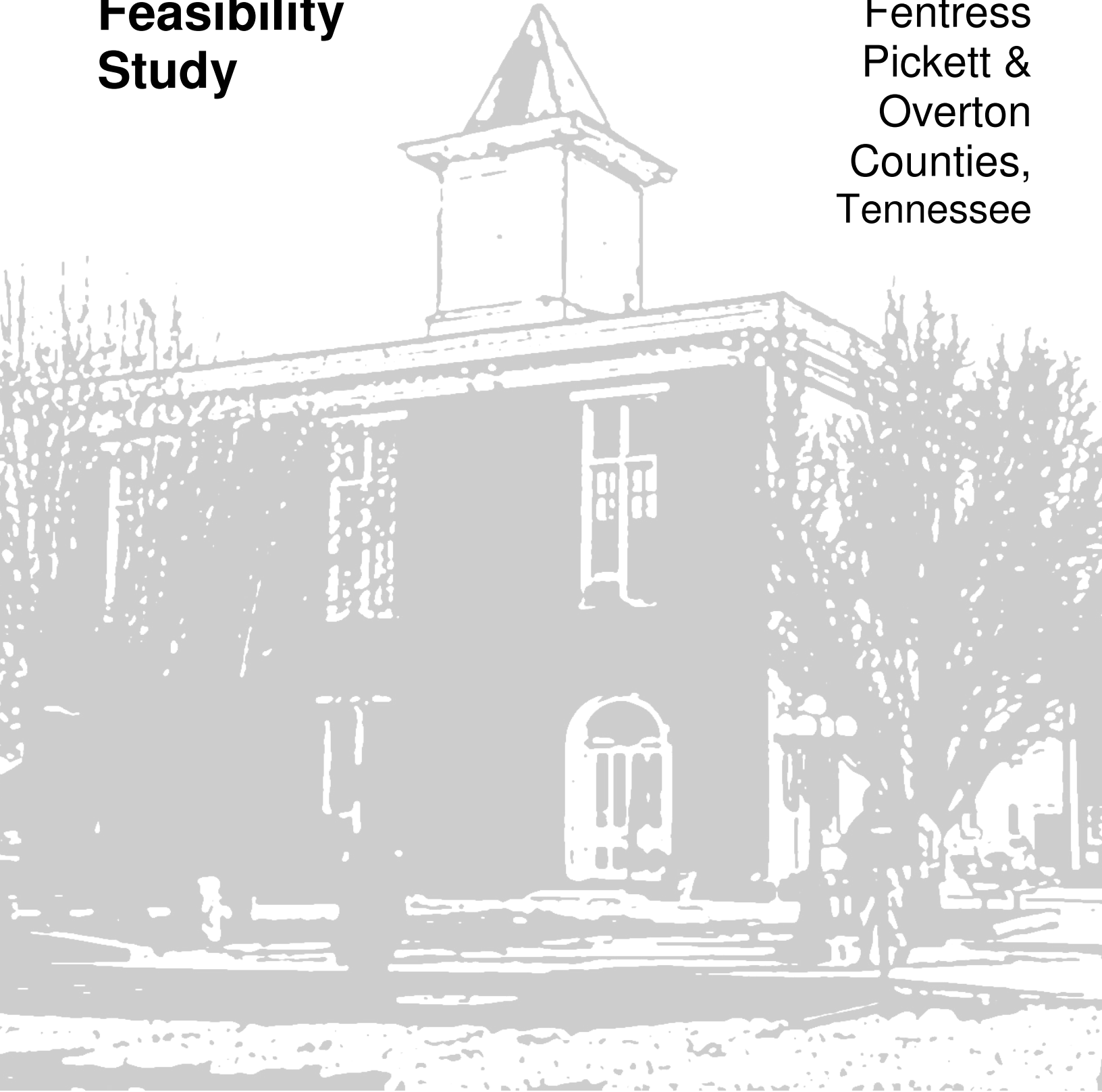
Morgan County has expressed interest in any funds remaining from the regional jail feasibility study appropriation.

- In August 2009, TACIR staff learned that there was interest in the study from Morgan County, location of the now vacant Brushy Mountain state prison.

- In September 2009, TACIR staff met with former Tennessee Department of Correction Commissioner George Little to discuss Brushy Mountain. The Commissioner said that the state abandoned the property due to high operating costs and many needed and costly repairs. Former Commissioner Little did say, however, that portions of the property were newer, and with some repairs, could be usable.
- In TACIR's February 2010 budget hearing, Senator Ken Yager requested a meeting with TACIR staff to discuss the possibility of assessing Brushy Mountain as a regional jail facility.
- TACIR staff met with Senator Yager and Morgan County Executive Becky Ruppe. In the meeting, County Executive Ruppe requested that TACIR consider granting any remaining appropriation dollars to Morgan County for a regional jail feasibility study.

Regional Jail Feasibility Study

Clay
Fentress
Pickett &
Overton
Counties,
Tennessee



Prepared for
TACIR
Tennessee Advisory Commission
On Intergovernmental Relations

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

Regional Jail Feasibility Study

Clay, Fentress
Pickett &
Overton Counties,
Tennessee

May 2010

CONTENTS

	Summary of Findings and Recommendations	1
I.	Introduction.....	14
II.	Methodology.....	15
III.	County Jail Conditions and Needs.....	16
IV.	Jails in Tennessee—The Context.....	52
V.	Regional Jails—National Practices.....	70
VI.	Regional Legislation.....	89
VII.	Regional Options for the Four Counties...	97
VIII.	Exploring Partnerships.....	133
	Appendices	
A.	Clay County Jail Needs Assessment	A-1
B.	Fentress County Jail Needs Assessment	B-1
C.	Overton County Jail Needs Assessment	C-1
D.	Pickett County Jail Needs Assessment	D-1

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

May 2010

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A Non-Profit Organization

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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:

- *Current 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 is necessary*—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 costs.
- *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?

- The county must have a good understanding of its current jail conditions, deficiencies and operating costs as a starting point for a needs assessment.
- The inmate population must be analyzed to identify characteristics that would affect the feasibility of a regional partnership (length of stay characteristics, gender, pretrial vs. 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 involved regional partnerships.)
- The location of a potential regional partner 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 partners must be explored.
- The structure of 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 provide a template for future regional jail feasibility studies. Appendices A through D present needs assessment reports for each county.

Under what conditions would a regional jail partnership be attractive to each of the four counties?

Figure ES-1 examines the factors that make potential regional jail partnerships more or less attractive for each county.

Figure ES-1: Cost Factors Affecting Feasibility of Regional Jail Partnerships for the Four Counties

	Clay	Fentress	Overton	Pickett
Savings compared to current costs	<ul style="list-style-type: none"> Minimal possible savings 	<ul style="list-style-type: none"> No, but not by much 	<ul style="list-style-type: none"> No 	<ul style="list-style-type: none"> Yes
Savings compared to new or renovated jail	<ul style="list-style-type: none"> Less than 10% potential savings 	<ul style="list-style-type: none"> Less than 10% potential savings 	<ul style="list-style-type: none"> N.A. Do not need to replace or renovate 	<ul style="list-style-type: none"> Yes
Savings compared to future costs	<ul style="list-style-type: none"> Less than 10% potential savings 	<ul style="list-style-type: none"> Less than 10% potential savings 	<ul style="list-style-type: none"> When expansion as needed, partnerships with other counties may offer savings 	<ul style="list-style-type: none"> Yes
Cost factors that increase feasibility	<ul style="list-style-type: none"> Current jail is difficult to expand Current jail would require substantial renovation to bring up to standards New jail would be costly to build and operate 	<ul style="list-style-type: none"> Current jail is not easily brought up to standards or easily expanded Proximity to Overton County reduces travel time and costs 	<ul style="list-style-type: none"> Future expansion will be very costly if costs are borne alone. Logical location for regional jail as hub for other counties 	<ul style="list-style-type: none"> Low inmate population makes per day costs high. Low inmate population makes it possible to operate without a lockup. Proximity to Overton County reduces travel time and costs. Current jail cannot be renovated or expanded to meet standards; replacement costs would be significant. New jail would be costly to build and operate
Cost factors that decrease feasibility	<ul style="list-style-type: none"> Distance to Overton County increases travel time and costs Not in same judicial district as Overton County, would not have efficiencies of those who are in same district 	<ul style="list-style-type: none"> Number of inmates makes it necessary to operate local lockup 	<ul style="list-style-type: none"> Current capacity is sufficient for approximately 10 years. Low current costs create no opportunities for savings until more beds are needed. Legal and logistical issues associated with creating regional partnership with existing facility. 	<ul style="list-style-type: none"> Small inmate population makes it unlikely that county will have much control over policies and practices of regional partner
Future opportunities	<ul style="list-style-type: none"> When Overton County needs to expand, partnership is more likely. 	<ul style="list-style-type: none"> When Overton County needs to expand, partnership is more likely. 	<ul style="list-style-type: none"> Position for long-term partnerships when expansion is needed to help reduce local costs 	<ul style="list-style-type: none"> When Overton County needs to expand, partnership is more likely

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 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 other facility and travel time
 - Types of inmates housed out-of-county (pretrial, sentenced, male/female)
 - Number and types 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 describes the non-cost considerations for each county.

Figure ES-2: Non-Cost Considerations

	Clay	Fentress	Overton	Pickett
Quality programs and services	<ul style="list-style-type: none"> • Regional offers advantages 	<ul style="list-style-type: none"> • Regional offers advantages 	<ul style="list-style-type: none"> • When expansion is needed, partners would share cost of program and service spaces 	<ul style="list-style-type: none"> • Regional offers advantages
Quality of facilities	<ul style="list-style-type: none"> • Current Overton County Jail has serious deficiencies that make it less attractive as a base for a regional jail. 	<ul style="list-style-type: none"> • Current Overton County Jail has serious deficiencies that make it less attractive as a base for a regional jail. 	<ul style="list-style-type: none"> • Current jail design and construction is not ideal; will require remediation when jail is expanded 	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none"> • Likely to have more control than Pickett but much less than Overton 	<ul style="list-style-type: none"> • Likely to have more control than Pickett but much less than Overton 	<ul style="list-style-type: none"> • Unlikely to cede majority control to other partners given scale of county’s needs and location of jail 	<ul style="list-style-type: none"> • Might not have much control because of low inmate population.
Types of inmates who would be housed out-of-county	<ul style="list-style-type: none"> • Because lockup would be required, it may be possible to keep low security inmates in county, offering savings and other benefits 	<ul style="list-style-type: none"> • Because lockup would be required, it may be possible to keep low security inmates in county, offering savings and other benefits 	<ul style="list-style-type: none"> • Regional jail would be located in Overton County and no inmates would be housed out-of-county 	<ul style="list-style-type: none"> • 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 object and thorough implementation of local studies.

- The State could offer a one-time construction subsidy for counties that develop regional facilities. This is currently proving 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. Subsidies in other states have usually been 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 authority 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
Next steps	<ul style="list-style-type: none"> • 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. 	<ul style="list-style-type: none"> • 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. 	<ul style="list-style-type: none"> • 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. 	<ul style="list-style-type: none"> • 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.

SUMMARY OF FINDINGS AND 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.

Three counties—Clay, Fentress and Overton—have been certified by TCI for the past several years. Pickett County has not been certified by TCI since 2002 or earlier.

TCI practices and authority were examined as part of a comprehensive study of Tennessee jails by the comptroller in 2003.¹ The Comptroller's report found that 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 to liability.

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

¹ *The State of Tennessee's Jails*. James G. Morgan, Comptroller of the Treasury. Nashville TN. April 2003.

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, and the poor layout of the spaces that do exist. 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, 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. 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.

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 who 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%).

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.

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.

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. 30-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

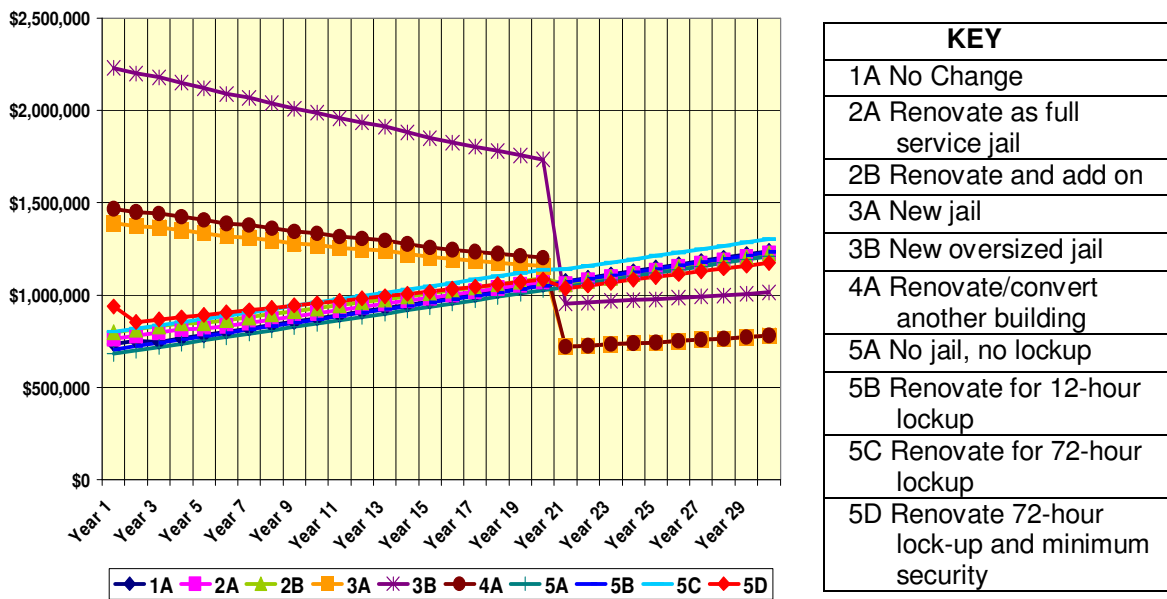
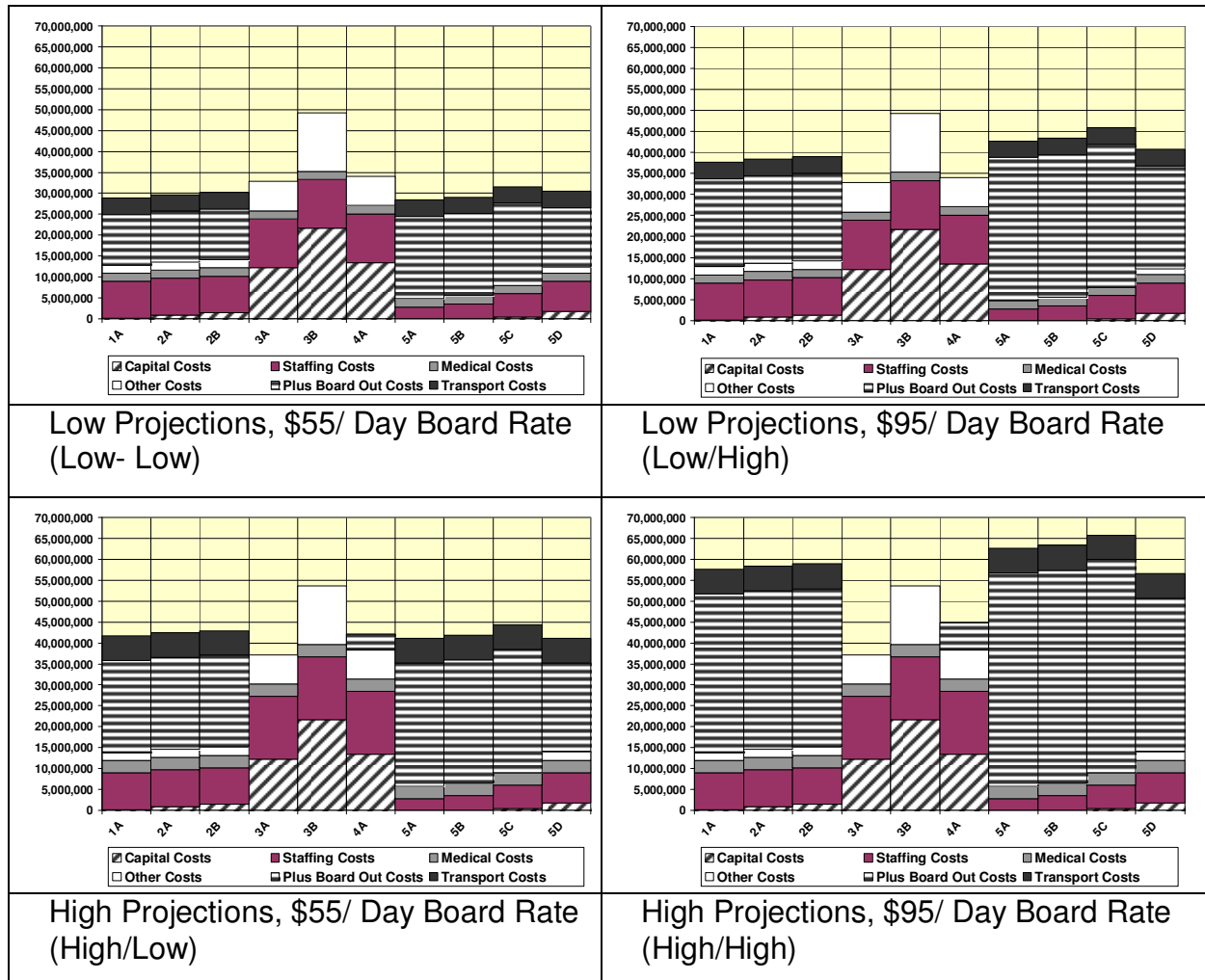


Figure ES-5 is a sample of the 30-year total cost information that was provided to each county for each option.

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



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 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.

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 using the same methods and assumptions.

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

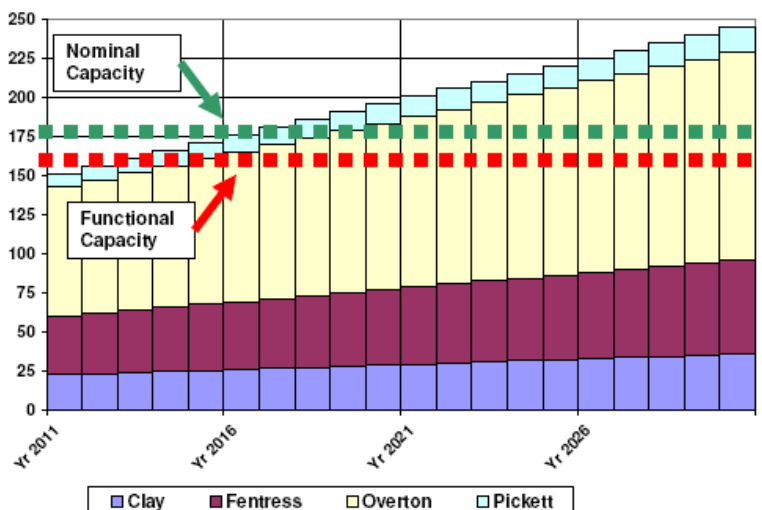


Figure ES-8 presents the total 30-year costs for each option that was evaluated for each county. Options that require a partnership are indicated with a “P.”

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

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	\$28.4 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	\$41.8 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	Percent Det. Days	County Share	Cost for New Jail Alone*	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%

* 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 and Fentress County would spend 4.2% and 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,² 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.

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-- starts in each county as officials examine the findings and information from this study and outline a plan of action.

² 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.

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 the 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)

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

Note. 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.

