

Cannon County Board of Commissioners

June 15, 2023

Preliminary Recommendations for Consideration

Long-Term

Program and Service Solutions to Reduce the Jail Population, Recidivism
and the Cost of Incarceration

Presented by:

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Executive Summary

Purpose

To identify system-based solutions within the criminal justice system to mitigate the risks inherent with overcrowding and poor jail conditions as well as focus on providing programs and services to increase an individual's chance of success after release.

Introduction of Problem

The Cannon County jail was decertified by the Tennessee Corrections Institute (TCI) in 2013 due to overcrowding which led to overall poor conditions. The jail has not regained certification status to date. The jail has also been unable to meet several of TCI's minimum operational standards. The overcrowding and failure to meet minimum operational standards places the jail and the county at significant risk of litigation.

As a result, the County Executive and County Commission elected to have an updated jail needs assessment study completed by the County Technical Assistance Services (CTAS) to determine the jail bed capacity needs in the future. In conjunction with the needs assessment, an analysis of options for new or enhanced programs/services was to be conducted by a local consultant to provide leadership with recommendations that will assist in reducing the jail population, the cost of incarceration and increase public safety.

Summary

When a system is as interdependent as this, each component of the system must play their part for the overall system to work in the best interest of the county and its citizens. There is no one component that will solve all the current and future challenges that the county will face. For the purposes of this study, the recommendations are based on a systems approach, including only the courts and corrections, to solving the current challenges and improving performance in the future.

In the corrections world it is universally understood that you cannot build your way out of an overcrowding problem. The components within the overall system responsible for sending individuals to jail must also be evaluated for solutions as well as programs and services provided in corrections to improve an individual's chances of success after release.

It is most often a blended approach that offers a jurisdiction the long-term solutions that are both successful and cost-effective.

It is important to note that the CTAS report recommends operational actions that if taken now, may begin to reduce the jail population. These actions would not supplant the need for long-term solutions but rather be a part of the overall plan.

Recommended Long-Term Actions

1. Operate the Jail within TCI Minimum Standards and TCI Accreditation Standards

- Adherence to state standards and accreditation standards will assist in mitigating the risks inherent in operating a jail.
- Accreditation standards require best practice programming which is a critical component of preparing individuals for successful release and reducing recidivism.

2. Support a Drug Recovery Court

- Reduces substance abuse, reduces crime, saves money long-term

3. County Probation

- Consider expanding the services offered by probation to include treatment and behavior modification. Examine the training of probation officers in skills such as coaching, motivational interviewing, etc.

4. Strengthen Support Services

- Build strong networks of community-based support services for justice involved individuals as they transition to release.

Introduction

These are the preliminary results outlining potential long-term solutions that will efficiently and effectively manage your criminal justice system. These recommendations, if implemented, have the potential to:

1. reduce the future jail population through diversion to incarceration and implementing best practice programming to prepare individuals for release to reduce recidivism,
2. reduce crime to increase public safety, and
3. mitigate the risks associated with operating the county jail.

Information and Study Parameters

The County Technical Assistance Services (CTAS) conducted a needs assessment of the jail in April 2023 to determine the future bed capacity needs and the auxiliary space to support it. The new recommended jail capacity did not take into consideration any additional programs or services the county may implement that will reduce this need. I am therefore considering these numbers the worst-case scenario.

The report recommends the total number of beds needed will increase from the current capacity of 46 to 132 which represents a 187% increase in bed capacity. The 132 beds are forecasted to meet the county's jail bed needs through 2043. The new facility will also require adequate space for support areas such as booking, property storage, food service, laundry, inmate programming, etc. It should be noted that even though the jail has a TCI rated bed capacity of 46, the inmate population ranged from an annual average low of 25 in 2014 to an annual average high of 73 in 2019.

I used the information published by CTAS relative to all inmate related data. The CTAS review mainly covered physical plant deficiencies and future bed needs so these issues are not the focus of this report unless they are auxiliary to the review. I reviewed data from the Tennessee Corrections Institute (TCI) relating to jail inspections, reinspections, certification/decertification, recidivism statistics, standards, and accreditation. Tennessee Department of Correction (TDOC), and information from the Department of Mental Health and Substance Abuse Services. Interviews were held with stakeholders and stakeholder groups including county staff, the 16 judicial district; district attorney general, assistant district attorney, public defender, and general sessions judge, the Cannon County Substance Abuse Prevention Coalition members, CASA Director, various Department of Mental Health and Substance Abuse grant funded agency staff, Nathan Luna, County Commissioner, Veteran's Advocate, county probation officer, etc.

Research was conducted into best practices in these areas as well as innovative practices to identify the best solutions for a jurisdiction such as Cannon County. Information published by various federal government agencies was also taken into consideration.

When a system is as interdependent as this, each component of the system must play their part for the overall system to work in the best interest of the county and its citizens. There is no one component that will solve all the current and future challenges that the county will face. For the purposes of this study, the recommendations are based on a systems approach to solving the current challenges and improving performance in the future.

Recommendations to Consideration

Long-term

1. Operate the Jail within State Minimum Standards and TCI Accreditation Standards
2. Support a Drug Recovery Court
3. Expand and Innovate County Probation
4. Strengthen Support Services

Each long-term recommendation is discussed in greater detail below.

- I. Operate the Jail within State Minimum Standards and TCI Accreditation Standards

Operating a jail within both State Minimum Standards and TCI Accreditation Standards will

- A. Assist in successfully managing the inherent risks of operating a jail facility, and
- B. Assist in the county's efforts to focus on programs and services that prepare inmates for a successful transition from jail which will reduce recidivism, reduce crime, and reduce the cost of incarceration.

TCI offers two categories of standards:

- *Minimum Standards for Local Correctional Facilities*
Mandatory standards that all jails are required to meet.
- *TCI Accreditation Standards for Local Correctional Facilities*
Voluntary participation. Best practice standards where performance expectations begin introducing the concept of inmate reentry and reducing recidivism as a critical component of measuring a jail's success.

Why is this important to the future of Cannon County?

1. Managing Risk

According to the US Department of Justice, National Institute of Corrections publication on Managing Risks in Jail:

"It is difficult to find a public endeavor that poses more risk than operating a jail. When we fail to manage risk in jails, the consequences can be severe: injury, illness, property damage, escapes, and more. Unmanaged risks can lead to significant losses--both monetary (costs arising from litigation defense, judgments, loss of income, overtime, personnel replacement, facility repairs or replacement, boarding, etc.) and nonmonetary (loss of staff productivity, increased external oversight, reduced public safety, and loss of public support and good will)".

The Cannon County jail was decertified in 2012-2013 and remains decertified in 2023. TCI decertifies a facility if it cannot meet their physical facility fixed ratio standards related to cell size, ratio of showers/inmates, separation of sight and sound of male/female inmates, etc. The jail has also not met, on a consistent basis, all TCI minimum operational standards. The 2023 TCI inspection was completed on March 28, 2023. There were a total of 15 areas noted as "deficient" as outlined in Attachment 1.

Losing certification and remaining decertified for a decade as well as failing to meet various critical minimum operational standards leaves the county at increased risk of litigation in multiple areas. It is in the best fiduciary interest of the county leadership to take the necessary steps to mitigate the county's risks.

Developing a plan to regain certification status is important. According to TCI, the current jail facility will remain decertified due to the physical plant constraints. Due to the age and condition of the current facility, this will require building a new jail or significant renovation and addition to the current jail. Mandated operational issues, however, can improve while at the current facility.

2. Offer Programs and Services that Prepare Inmates for Successful Reentry

Accreditation standards include a focus on evidence-based inmate programming in several areas to support an individual's successful reentry into society. Programs and services such as these are currently not being offered. If done consistently and within best practice standards, the effect will be to reduce recidivism which will reduce the overall cost of incarceration.

Programs and services that may be offered:

- Behavior Modification
- GED
- Job Skill (soft and hard skills)
- Inmate Jobs Program within the Facility
- Community Work crews for Government or Nonprofit Organization
- Work Release
- Faith Based Initiatives
- Transition/Reentry Services

Data reported by CTAS as it relates to the length of stay for inmates at the facility for the four-year period of 2019 to 2022 is listed below:

There were 2,882 inmates held in custody at the jail. Of this population:

- 2,340 (81%) were held for 30 days or less, the majority of those held, 1,427 of the 2,340 were held for one day
- 542 (19%) were held for 31 days to 366+ days, of that number, 216 were held 6 months or more

If the facility focused on providing varying levels of targeted programming to anyone who stayed over 30 days, the impact could be significant over time.

In conclusion, it is recommended that the long-term goal of the jail be to provide best practice programming and services to inmates in an effort to reduce their return rate to prison. With a current recidivism rate of 90%, as reported by TCI, the impact could make a significant impact on the jail population.

II. Adult Drug Recovery Court

Drug Courts Across the Country

According to the Bureau of Justice Assistance, what began in a single Miami courtroom in 1989 has multiplied to several thousand drug courts in every state, fundamentally changing the legal system's approach to people who commit crimes as a result of substance abuse. Their primary goal is not punishing past bad acts with imprisonment but preventing future bad acts through recovery.

In drug courts, prosecutors and defense attorneys work cooperatively, rather than as adversaries, identifying people who are accused of crimes that stem directly from substance abuse, and who are deemed less likely to offend if they are not addicted. Drug-court defendants are not sent to jail but are provided with treatment programs, support services, and intensive supervision to help them escape addiction.

This court is specially designed with a goal to achieve a reduction in recidivism and substance abuse among drug-involved adult offenders. The court seeks to increase the offender's likelihood of successful recovery through continuous, intense judicially supervised treatment, mandatory periodic drug testing, community supervision, case management and the use of appropriate sanctions and other treatment and rehabilitate services.

Achieving these goals requires adherence to the core organizational structure and attributes of the drug court model. The Adult Drug Court Best Practice Standards Volume I and II from the National Association of Drug Court Professions (NADCP) is the playbook by which successful courts operate.

Drug Courts in Tennessee

According to the Tennessee Administrative Office of the Courts, recovery courts, one of the judiciary's most powerful tools to combat substance abuse, reduce costs and put lives back on track, have seen a remarkable growth in this state in recent years. The increase in the number of recovery courts in the state has been driven largely by a growing awareness that addiction is not just a problem that can be incarcerated away, but a disease that requires treatment. Recovery courts give people a way to access that treatment, and their effectiveness in lowering rates of recidivism, among other positive outcomes, has been proven in recent years.

According to the Tennessee Department of Mental Health and Substance Abuse Services there are 50 Adult Drug Recovery Courts throughout the state. These courts are judicially supervised and apply evidence-based programming and principles to help men and women find new lives in recovery. They are court dockets that reduce correctional costs, protect community safety, and improve public welfare. Non-violent individuals with substance use disorders participate in treatment while under close legal and clinical supervision.

Research and Findings

Criminal justice programs are now expected to implement evidence-based practices to optimize the chances of reducing recidivism and increasing public safety. After nearly 20 years of drug courts operating, the U.S. Department of Justice invested in a multi-site study to determine whether or not drug courts work and did what they were set out to do. The findings in the study noted below provide such evidence for drug courts.

The Department of Justice, through the National Institute of Justice contracted for a Multi-Site Adult Drug Court Evaluation (MADCE) which entailed a multi-site, multi-year process, impact and cost benefit data collection, analysis and reporting that required extensive collaboration the details of which are listed below.

The Multi-Site Adult Drug Court Evaluation (MADCE)

November 2011

Urban Institute Justice Policy Center

Published and funded by the U.S. Department of Justice

Contributors: The Urban Institute, Center for Court Innovation, RTI International

The findings noted below are not intended to be a comprehensive accounting of the report but rather some of the findings particularly relevant to this project.

- Drug court participants are significantly less likely to relapse
- Drug court participants commit less crime after participating in the program. Drug court participation also reduced drug-related crime, including drug possession, sales offenses, and driving while intoxicated, as well as property-related crime.
- Drug court participants experience benefits in other areas of their lives besides drug use and criminal behavior during and after participating in the program. More drug court offenders were enrolled in school at six months compared to the comparison offenders. In addition, at 18 months, fewer drug courts than comparison offenders reported a need for employment services, educational services, and financial assistance, suggesting that such needs were more likely to have been met among those enrolled in the drug court.
- Drug court offenders reported significantly less family conflict than comparison group offenders.
- The mechanism by which drug courts reduce substance use and crime is through participants' attitudes toward the judge. When participants have more positive attitudes toward the judge, they have better outcomes.
- Based on individual dosage of drug court program activities, the practices related to reductions in crime and substance use are judicial status hearings, judicial praise, case management, substance abuse treatment, and leverage.
- Drug courts return a net benefit of \$5,680 to \$6,208 per participant, or \$2 for every \$1 of cost.

Significant Aspects of How a Drug Recovery Court is Structured/Operated Successfully (As outlined in the MADCE)

- The role of the judge in the drug court process is important. Judges exert considerable influence and authority over offenders; and, when used in a strategic manner, such influence can elicit positive change.
- The program needs to be given time. Judges may take some time developing effective approaches to the drug court bench, and therefore, a reasonable period of program leadership may be needed before their style affects change in offender behaviors.
- Graduated sanctions and incentives are a key component of the drug court model, as well as other offender behavior interventions.
- Provide case management as frequently as possible
- Provide drug tests frequently
- Providing substance abuse treatment is integral to the drug court model.

According to the MADCE team:

“Drug courts work, so ensure that provisions are made to fund their existence.....NIJ funded the MADCE team to put to rest the question of drug court effectiveness... We can say with confidence that drug courts successfully prevent crime and drug use. Thus, government agencies that spend resources funding drug court programs and providing training and technical assistance should continue to do so and should encourage the implementation of evidence-based practices.”

MADCE Conclusions

The study has shown that drug courts prevent crime and substance use, work equally well for most subgroups of client populations, are effective through the role of the judge, and can increase effectiveness if they implement program practices in particular ways.

Evaluation for Cannon County

Can the addition of a Drug Recovery Court in Cannon County be an integral part of solving jail overcrowding while reducing recidivism and crime in the long-term?

The answer is yes:

- A. If the court is operated consistent with best practice standards, and
- B. If provisions are made for funding its existence long-term.

Judge Cowan presented the concept to the Commission and the Budget Committee. Both entities gave him their support. According to the Director of Finance, Diane Hickman, the budget committee has approved \$57,494 in the budget for 2023/2024 for the salary/benefits of one case manager for this court. This will not be finalized until the commission votes on the budget in June. Because the concept of this has been approved by the commission, it is necessary for the legislative body to understand what the county should expect for this investment and what commitment it has to make for the long term.

Creating a Solid Foundation

1. Committed Judge

As noted in the MADCE study, the judge is critical to the success of the program. Judge Cowan, in his short tenure as judge, has advocated for this program because of the positive impact it will have on Cannon County. He understands how this court should work and is ready to get it started. He has embraced the mission of the Cannon County Substance Abuse Prevention Coalition and is using his leadership role to create interest and support for addressing this problem in his area of influence.

2. Support of the District Attorney and the Public Defender

The ADA and PD work very well together in Cannon County. They support the addition of a Drug Recovery Court and Judge Cowan. Our new ADA, Eric Farmer, had years of experience in Rutherford County before taking on the responsibility of Cannon County in October 2022. He has extensive knowledge of how this type of court can and should work to be successful. Ken McKnight, PD has worked in Cannon County for years and says there have been limited options for his clients in this county. The addition of this court will provide options for people who need this option for a chance at success.

3. Best Practices Model

As noted in the MADCE study, how the drug recovery court is established and operates is critical to its success. The Adult Drug Court Best Practice Standards from the National Association of Drug Court Professions (NADCP) is the roadmap to follow. It will have to be tailored to the specific needs of our population, which takes time and constant evaluation of what is working and what is not working. The local culture and lack of resources in Cannon County will be a challenge that will have to be navigated and addressed.

4. Competent and Cohesive Team

The team consists of the judge, case managers, treatment team, DA, PD, Jail Administrator, Probation, and other support services. The services are intense and as a result, caseloads for the case managers are low. There are a number of subject matter experts on the Substance Abuse Prevention Council that can be tapped to provide feedback and referrals for potential staff and treatment and social service resources that will help this team with success.

5. Secure Funding Sources

The majority of funding will be received from the state and county. Grant funding may be available from the federal government.

In the Future- What to Expect from the Court and What to Expect from the County

1. Cost Benefit

According to the results of the study, the net cost benefit is \$2 for every \$1 cost. The cost benefit will not be realized immediately but rather as a future savings when today's participants successfully complete the program and their propensity for committing future crime is reduced or eliminated. This type of long-term savings is particularly applicable to Cannon County's system which is anticipated by TCI to have at least a 90% recidivism rate. It is anticipated that cost benefits begin to be realized at approximately the 36-month mark.

2. Ongoing Funding

Continuity of operations is critical to the success of a drug recovery court. For this reason, it is recommended that the county make provisions for ongoing funding support of the court.

III. Expand and Innovate County Probation

The Cannon County Probation office is part of the county government. The office is staffed by one probation officer who runs the entire program. Her caseload consists of misdemeanants, 99% of which are out of General Sessions Court.

The following county probation data is for the five-year time period from 2018-2022:

- Caseload has averaged 220 people per year. (Current caseload in 2023 is 186 people)
- Successfully closed an average of 110 people's cases per year.
- Violations of Probation (VOP) orders are issued on an average of 87 people per year.

According to data collected by CTAS, there was a monthly average of 34 misdemeanants in jail in either pretrial or sentenced status over the last 5 years. If you look at the data collectively, Cannon County has a significant number of misdemeanants under either probation or jail supervision on a monthly basis. An average of 87 people annually have had a VOP order issued for them which may be affecting an increase in the jail population.

Emerging Trends in Probation

Leaders in the probation arena have been evaluating alternative methods for how probation operates in particular how officers interact with probationers. According to Dr. Brian Lovins, President of the American Probation and Parole Association, research has shown the punishment-based models have not demonstrated positive effects in changing behavior. In an effort to move the industry from just accountability to both accountability and behavioral change the role of the probation officer should transition also to a coaching model as well as enforcement of expectations.

Enhance Probation Services

Cannon County data shows that probation is supervising an annual average of 220 probationers with an average annual VOP rate of 40%. Some of those on VOP status may be sent to jail as a result. Understanding that research indicates punishment-based models are not effective at changing behavior, adding behavioral based programming and other services to probation services may enhance the success of those on probation. Each opportunity that is taken with offenders under county supervision to focus on their specific criminogenic risk factors may result in a lower jail population, lower crime rate and/or both.

IV. Strengthen Support Services

Individuals under the supervision of a correctional system come to the system with a myriad of existing challenges. They tend to be undereducated and underemployed compared to the general population. They may have experienced unstable parenting or family relationships; substance abuse, emotional instability or poor mental health; criminal orientation or thinking; PTSD, and poor employment history. This report has discussed the potential options for addressing such concerns while an individual is under supervision of the criminal justice system whether in jail or under community supervision. Services can be provided while an individual is within the criminal justice system but if the resources are not identified and/or available for specific support after release, the success of the individual may be impacted.

Cannon County lacks a community-based support system to provide adequate services during and after the transition period from incarceration/supervision to release. Research has demonstrated that healthcare, housing, employment, mentorship, social networks, and the collaborative efforts of public and private organizations collectively can improve the reentry experience. During interviews with stakeholders, it was noted that treatment services, available housing, and access to employment opportunities are not readily available in this county for those released from the criminal justice system.

Enhance Transition Services

Cannon County should consider developing a coalition of support service entities from both public and private organizations. This may be in conjunction with, or a part of the Criminal Justice Coordinating Committee recommended in the CTAS Report. A needs assessment should be completed to identify the strengths and weaknesses of the opportunities in the county and a plan should be created to identify and establish resources to address these needs.

V. In Conclusion

As mentioned earlier, this is an interdependent system that relies on each component to do their part for the system as a whole to work for the benefit of the citizens. These are preliminary recommendations requiring further analysis as the county leadership continues to evaluate the system it will fund in the future. These are viable options to implement which will reduce the jail population, the cost of the system and crime.

Summary of recommendations:

The recommendations in this report are intended for further study and for long-term implementation to reduce overcrowding, recidivism and crime:

1. Operate the Jail within State Minimum Standards and TCI Accreditation Standards
2. Support a Drug Recovery Court
3. Expand and Innovate County Probation
4. Strengthen Support Services

The recommendations noted below are from the CTAS Jail Needs Assessment and should be considered for immediate implementation:

- A. To support the new Wednesday jail docket, the jail should email a list of inmates in custody including their names, book date, and if possible, the charges booked on to the General Sessions Judge, District Attorney, and Public Defender on each Tuesday afternoon.
- B. Review the existing jail management system to determine if it is providing accurate data. c. Consider Judicial Commissioners conducting screening for indigency at the time of the initial bond setting.

These CTAS recommendations, if addressed now, may begin to assist in reducing the jail population. These actions would not supplant the need for long-term solutions but rather supplement them.

Attachment 1

Report 2023 Jail Inspection Report - Cannon County Jail
Inspection Agency/Date TCI/ March 28, 2023

1. Physical Plant - 2 Deficiencies
 - .04(5) Male and female housing units do not meet square footage requirements due to current population.
 - .04(24) Physical layout of the jail prevents sight and sound separation of males and females.
2. Administrative/Management – 1 Deficiency
 - .05(3) Policy review documentation not available.
3. Security-3 Deficiencies
 - .07(10) Documentation of quarterly inventory/testing does not meet standard. (firearms, chemical agents, related security and emergency equipment)
 - .07(13) Inventory of kitchen tools and utensils not in compliance.
 - .07(16) Documentation of an administrative facility walkthrough is not available.
4. Discipline - 2 Deficiencies
 - .08(2) Information provided to inmates at Intake does not meet standard. (facility rules and range of sanctions for violations)
 - .08(3) Disciplinary process does not meet standards.
5. Sanitation/Maintenance – 1 Deficiency
 - .09(3) Daily safety and security Inspections are out of compliance.
6. Inmate Program and Activities – 1 Deficiency
 - .12(3) Documentation of time out of cell in locked units does not meet standard.
7. Medical Services – 2 Deficiencies
 - .13(11) Information provided to inmates at intake does not meet standard. (sick call)
 - .13(31) Information provided to inmates at intake does not meet standard. (sexual abuse/assault)
8. Admission Records and Release- 1 Deficiency
 - .14(4) Documentation of telephone calls at the time of booking is not available.
9. Hygiene -1 Deficiency
 - .15(7) Documentation of quarterly mattress sanitation does not meet standard.
10. Supervision of Inmates - 1 Deficiency
 - .16(2) Inmate observations do not consistently meet standards.

Cannon County Jail

Needs Assessment

6/9/2023

University of Tennessee

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EXECUTIVE SUMMARY

On September 13, 2022, I received a request from the County Executive to conduct a jail needs assessment. Between July 2022 and March 2023 various emails were exchanged about the process. On November 10, 2022, a meeting was attended with the Cannon County Community Correction Advisory Board and Law Enforcement Committee. During this meeting, a tour of the jail was conducted, and a briefing was conducted on the next steps for the county to consider taking. A decision was made at that meeting to begin a needs assessment of the jail. Another meeting with the combined committees was held on April 10, 2023, to brief the needs assessment report.

CURRENT CHALLENGES

The county has an aging jail physical plant, and an inmate population that regularly exceeds jail capacity.

A lack of adequate types of housing to support separating inmates by their individual risks and needs. Females of all custody levels are housed in a single dormitory style housing unit. It is difficult to maintain site and sound separation of males and females.

The intake/booking area is not adequate for detailed searches for new intakes and outside inmate workers returning from work.

There is no perimeter security.

There is no program space, so programs are virtually non-existent.

During discussions with various officials, the feeling was that there should be a more formal and frequent public safety/criminal justice group that should meet. Additionally, most of the local criminal justice stakeholders commented that the county was limited in available resources to support any new initiatives addressing community needs.

OVERVIEW OF THE CANNON COUNTY JAIL

The Cannon County Sheriff's Office, located at 110 Alexander Drive, Woodbury, TN, 37190. The facility was opened in March 1993.

There is no inmate programming space. Spaces designated for the jail library and visitation vestibule are routinely used for housing special needs inmates.

The jail is rated for 8 females and 38 males at a total capacity of 46 inmates. During this study data covering the period of 2016 through 2019 appeared to be inaccurate. According to the jail leadership there was a transition occurring during this period from one jail management system to another.

The yearly average daily population (ADP) exceeded its rated capacity in 2015, 2018, 2019, and 2020. An 85% capacity figure represents a classification factor. When a jail regularly exceeds this figure, it becomes difficult to classify and separate offenders by their risks and needs. The jail exceeded this 85% capacity every year except 2014, 2021, and 2022.

During the fiscal years 2020/2021 through 2022/2023, the total operating budgets have averaged \$1,185,122. Approximately 66.5% of the FY 2022/2023 budget consisted of staff costs.

The jail has been averaging 58 inmates in custody over the last nine years. The male inmate population has ranged between a high of 53 in 2019 to a low of 30 in 2021. The female inmate population has had an average daily population of 14 over the same period with a peak in 2019 of 20.

At the time of booking, arrestees are asked their homelessness status. According to the jail staff, nothing is done to assist an inmate being released that is identified as homeless. Staff indicate there are no local resources. Similar questions are asked regarding veteran status. Other than documenting this in the inmate file, nothing is done with this information. There is a veteran services officer in the county, however there is no interaction between the jail and this person.

Several discussions regarding probation and alternative programs focused on the total lack of available resources in the county (homeless shelters, mental health and/or substance abuse treatment, job training, etc.). There are resources available in Murfreesboro, however, many offenders don't have the transportation means to get there.

A review of data gathered from the Tennessee Department of Corrections Monthly Jail Summary Reports of misdemeanants in custody at the Cannon County Jail indicates that the County has averaged 17 pretrial misdemeanants and 19 sentenced misdemeanants in custody during the period of 2013 through February 2023. When comparing the Cannon County Jail against statewide data, it reflects that the County pretrial and sentenced misdemeanor population by percentage was significantly higher every year. The Sessions Court Judge has implemented a jail docket every Wednesday. During this docket, everyone booked since the previous Wednesday will be seen to have a bond review. It is believed that this jail docket should aid in reducing the number of misdemeanants in custody.

STAKEHOLDER INTERVIEWS

Interviews were held with various stakeholders. We discussed concerns regarding the current courts, jail, and local justice system in general.

All felt there is a need for a new judicial center and concerns with the safety of transporting inmates from the jail to the court and back.

There are no court holding cells for inmates. They sit in the jury box waiting for their appearance before the judge.

There was a trend in comments regarding keeping inmates productively occupied while incarcerated and a lack of community resources for pretrial diversion, alternative sentencing, and upon release from jail.

There is a feeling that little action has been taken regarding recommendations made previously by the Court Security Committee. Concern was expressed based on the issues relating to safety and security that have been identified.

The stakeholders all felt that there is a good relationship between the courts, law enforcement, district attorney, public defender, and the judicial commissioners.

The Court Clerk utilizes the Tennessee Court Information System (TnCIS). There was some discussion about timely access of information from this system by various stakeholders to assist in decision-making on cases.

There is an ongoing review of outstanding warrants. It has been found that there is redundancy in the warrants in the system. It is believed that this has occurred because of changing records management systems.

Another challenge with technology as previously mentioned in this report is the questionable data being provided out of the jail management system covering the period of 2015 through 2019. According to the jail, data in the “old system” is no longer accessible. We discussed that the county needs to ensure that they have paper records of information that was entered into the “old system” to ensure compliance with records retention laws.

A jail docket was implemented in March 2023 to conduct bond review hearings and resolve low level misdemeanor cases. Every inmate in custody that was booked into the jail the previous week appears in court on these Wednesday jail dockets. As noted in this report the county has a significant number of misdemeanants in custody. It was felt that this weekly jail docket will have an impact in reducing these numbers in custody. Also, to support this initiative it was felt that it would be extremely helpful if the jail were to provide an emailed list of inmates in custody reflecting their names, booking date, and if possible, the charges booked on.

It was determined that the County did not comply with the law in relation to the booking of a person issued a citation in lieu of arrest prior to appearing in court. TCA 40-7- 118(d)(1) requires the officer issuing a citation to “Prepare a written order which shall include the name and address of the cited person, the offense charged and the time and place of appearance.” Subparagraph (e) of this section states “By accepting the citation, the defendant agrees to appear at the arresting law enforcement agency prior to trial to be booked and processed.” Persons issued citations by the Sheriff’s Office are not booked prior to trial.

PROGRAMS

Minimal programs are offered due to the non-existence of programming space. The Sheriff desires adequate space in a new facility to be provided to support life skills, self- help, and job training opportunities.

As part of the Tennessee Governor's criminal justice reform efforts a "Two-Tiered Accreditation Program" has been approved for county jails to voluntarily participate in. To accomplish these requires adequate physical plant space to accommodate things like programming and a housing plan to support inmate classification. The existing physical plant would be problematic to accomplish this accreditation initiative.

POPULATION PROJECTIONS

Population forecasting is not an exact science. The average daily population in the facility results from the interaction of two issues: 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 arrested and how long they stay.

For this study, several areas were considered: the U.S. Census Bureau information about Cannon County, the average daily inmate population history, peaking factors, inmate classification needs, as well as special inmate needs (medical and mental health).

CONCLUSIONS

There is inadequate inmate housing offering the ability to classify and separate inmates by their risks and needs. The jail has too much dormitory space. The support spaces including evidence storage, food service, booking and intake area, medical area is insufficient. Staff support needs including bathroom facilities, training room, office spaces are non-existent or inadequate.

The projections offered in this report provide data out to the year 2043 (twenty years).

The jail does not utilize the services of the Veterans Affairs Officer. Inmates identified as homeless are not connected to resources at time of release.

While efforts are made by jail staff, there is no formal, consistent advocacy provided for inmates (veterans or mentally ill) moving through the criminal justice system.

The county would benefit from a criminal justice coordinating committee to bring all local criminal justice system stakeholders together. This is an opportunity to identify inefficiencies and develop collaborative plans of action to enable the criminal justice system to operate more effectively.

There is no programming space, thus no programming opportunities in the existing facility.

There is a lack of available resources in the county (homeless shelters, mental health and/or substance abuse treatment, job training, etc.) to support pretrial release, probation, or other alternative sentencing options.

When comparing the Cannon County Jail against statewide data, it reflects that the County pretrial and sentenced misdemeanor population by percentage was significantly higher every year.

The county could benefit from a review of current technology to support the criminal justice system. Timely and accurate information is critical in processing defendants through the system. Additionally, the availability of data to support decisions on new initiatives, funding, and pursuing grants is critical.

The county is in early discussions regarding the use of the Opioid Abatement funds that have been received or will be received. No formal assessment of needs and gaps in services has been accomplished.

A jail docket was implemented in March 2023 to conduct bond review hearings and resolve low level misdemeanor cases. To support this initiative, it was felt that it would be extremely helpful if the jail were to provide an emailed list of inmates in custody reflecting their names, booking date, and if possible, the charges booked on.

The County does not comply with TCA 40-7-118(d)(1) and (e) in relation to the booking of a person issued a citation in lieu of arrest prior to appearing in court.

Defendants are given a paper document informing them of their court date. Some counties across the state have implemented an advance court notification via text, phone call, email or a combination of all three to inform defendants prior to court. There has been some success recognized in reducing failures to appear by implementing this process.

This document provides the information necessary for the county to decide regarding future steps to be taken to address the jail challenges.

RECOMMENDATIONS

Develop a request for qualifications to pursue architectural and engineering services to begin planning for a new facility, expansion, and/or court building.

Ensure that new jail planning considers support needs (booking, sally ports, property storage, programming needs, food service, laundry, delivery loading docks, etc.) as part of future needs.

Expand the role of the Law Enforcement Committee and Community Corrections Advisory Board to identify inefficiencies as well as opportunities and develop collaborative plans of action to enable the criminal justice system to operate more effectively.

Potential results would be reduced jail populations, expedited court processing, and reduced frustration for everyone in the criminal justice system as well as offenders, and reduced spending of taxpayer dollars due to the increasingly expensive use of incarceration. The National Institute of Corrections has a resource “Guidelines for Developing a Criminal Justice Coordinating Council,” that can be found at: <https://info.nicie.gov/cjcc/> to assist the county.

Continue the Sessions Court jail docket.

Explore expediting the access of information in the Tennessee Court Information System (TnCIS) by the Sessions Court Judge, District Attorney, and Public Defender to assist in decision-making on cases.

Complete the review of outstanding warrants. Identify the reason and correct the redundancy in the records management system. Identify which cases would be appropriate to “flush out” and act on them.

Review the existing jail management system. Determine if it is providing accurate data. Contact the previous vendor to obtain data that the jail has reported is no longer accessible. Ensure that paper records exist for any information that is mandated to be retained in applicable records retention laws that are no longer accessible through the jail management system.

Establish a Cannon County opioid abatement committee. Explore the National Association of Counties at <https://www.naco.org> document "The Principles Quick Guide to Conducting a Needs Assessment" to identify gaps in services and developing needs before beginning to prioritize the use of these funds. Explore the University of Tennessee’s SMART Policy Network at: <https://smart.ips.tennessee.edu>.

To support the jail docket, the jail should provide an emailed list of inmates in custody reflecting their names, booking date, and if possible, the charges booked on to the Sessions Judge, District Attorney, and Public Defender mid to late afternoon on Tuesdays.

Comply with TCA 40-7-118 in relation to the booking of a person issued a citation in lieu of arrest prior to appearing in court.

Consider Judicial Commissioners conducting screening for indigency at the time of the initial bond setting.

Explore purchasing and implementing an electronic advance court notification via text, phone call, email, or a combination of all three to inform defendants prior to court.

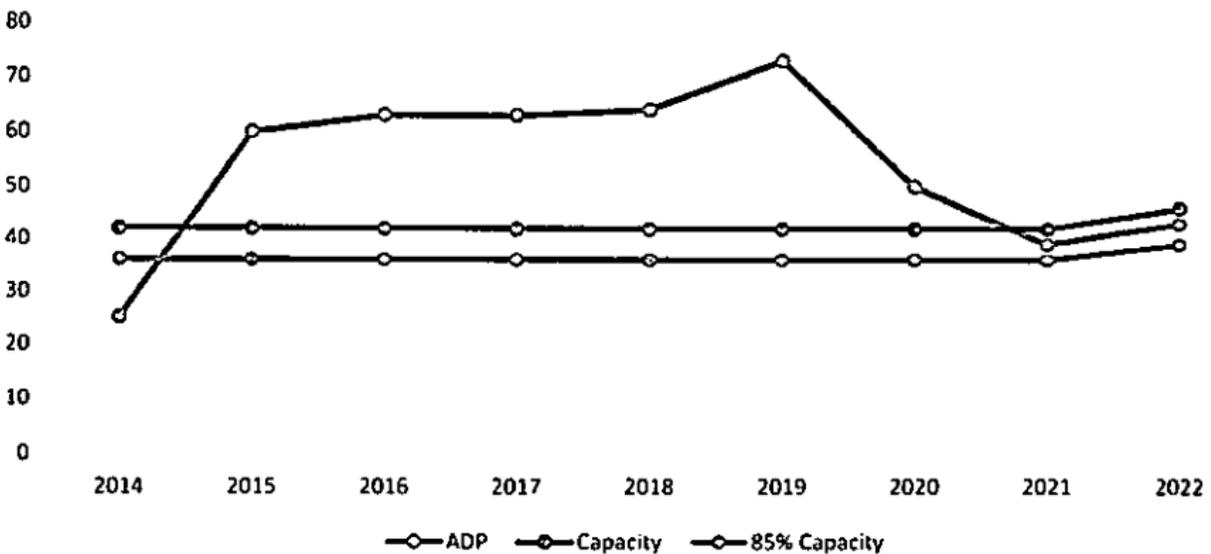
I. INTRODUCTION

- a. On September 13, 2022, I received a request from the County Executive to conduct a jail needs assessment. I was also contacted by Patricia Weiland, a consultant hired by the County Executive to assist in the review of the county's criminal justice system. Between September and December 2022 various emails were exchanged about the process of conducting a needs assessment to update a previous study conducted by CTAS. On November 10, 2022, a meeting was attended with the Cannon County Community Correction Advisory Board and Law Enforcement Committee. During this meeting, a tour of the jail was done, and a briefing was conducted by Bob Bass, Tennessee Corrections Institute, and me. A decision was made at that meeting to begin a needs assessment of the jail.
- b. An advanced data gathering document was sent for the agency to begin gathering information for this project.
- c. I met with the Sheriff and the jail leadership team on January 19, 2023, to conduct a facility assessment. We discussed various issues relating to the needs assessment during this meeting.
- d. Discussions with the Sheriff and the jail leadership identified their vision for the future:
 - i. Have adequate housing with the ability to classify and separate inmates by their risks and needs.
 - ii. The jail has too much dormitory space. The nature of persons incarcerated do not do well in dormitory settings. There is a need for smaller (single and two-person) cells to enable separation of offenders by their various levels of risks and needs that can't be accomplished in a dormitory style housing unit.
 - iii. Having adequate support spaces including evidence storage, food service, booking and intake area, medical area.
 - iv. Staff support needs include bathroom facilities, training room, office spaces.
 - v. Have adequate space for inmate programming opportunities.
- e. I met with several county and criminal justice officials on March 27, 2023, to review this document and update them on the progress made on the assessment. A presentation was made to the combined Community Corrections Advisory Board and Law Enforcement Committee regarding the jail needs assessment report on April 10, 2023.

II. CURRENT CHALLENGES

- a. Significant challenges include an aging physical plant, and an inmate population that regularly exceeds jail capacity.
- b. A lack of adequate types of housing to support housing and separating inmates by their individual risks and needs. Females of all custody levels are housed in a single dormitory style housing unit. There is no female restricted housing.
- c. It is difficult to maintain site and sound separation of males and females.
- d. The intake/booking area is not adequate for detailed searches for new intakes and outside inmate workers returning from work.
- e. There is no perimeter security.
- f. The water supply system in the facility uses a low-grade copper piping. The jail has constant water leaks throughout the building.
- g. The jail is thirty years old. Locating replacement parts has been extremely difficult. Currently the jail intercom system is not functioning.
- h. There is no program space, so programs are virtually non-existent.
- i. Figure 1 provides the yearly average daily population for 2014 through 2022. As reflected in Figure 1, the average daily population exceeded the jail capacity in 2015 through 2020. Using an actual operating capacity of 85% of the full capacity to permit for inmate classification and population surges, the jail was under the operating capacity only one year (2014). The significant reduction in inmate population due to the COVID-19 pandemic is reflected in 2020 and 2021.

Figure 1: Average Daily Population 2014 through 2022



j. The Sessions Court Judge, Matthew Cowen, holds court every Tuesday. Criminal Circuit Court is held on the first Thursday of every month by Judges Barry Tidwell, Jimmy Turner, or Howard Wilson. The Juvenile Court Magistrate is Diana Benson (child support). This court is in session the last Friday of every month. Traffic/DUI cases are heard in Sessions Court on Tuesdays. In March, the Sessions Court Judge established a jail docket for cases and bond reviews to be heard on Wednesdays.

k. There are four Judicial Commissioners in the county. They are on call 24/7 but not directly located inside the jail. They will physically come to the jail to set bonds for new inmates arriving at the jail.

l. No form of pretrial risk assessments is conducted.

m. Several topics have been discussed during my visits to the county that have included:

a. There is a Courthouse Security Committee and a Law Enforcement Committee that each meet once annually. During discussions with various officials, the trend was that there should be a more formal and frequent public safety/criminal justice group that should meet. The second set of comments that surfaced was that the county was restricted in resources to support any new initiatives that a group such as this might recommend pursuing.

b. Mandy Litchford does the inmate time keeping ensuring that inmates are receiving appropriate behavioral and work credits. c. According to Corporal Wilbur, there are 206 people actively reporting on county probation and another 200 reporting on state probation.

OVERVIEW OF THE CANNON COUNTY JAIL

a. The Cannon County Sheriff's Office, located at 110 Alexander Drive, Woodbury, TN, 37190. The facility was opened in March 1993.

b. The jail has a medical contract with a local physician, Dr. Spurlock.

There is a nurse onsite Monday through Friday from 0700 to approximately 1500 each day. The physician is onsite at the jail every Tuesday. The jail does not provide onsite dental care. Should an inmate need dental services, they will be provided offsite at Woodbury Dental Partners. The jail staff must transport the inmates to the dentist office for treatment. Mental health crisis services are provided by Volunteer Behavioral Health. When contacted they will respond to the jail to conduct an interview with an inmate.

c. There is no inmate programming space.

d. The jail is rated for 8 females and 38 males at a total capacity of 46 inmates. Prior to April 2022, the capacity was 42. The Tennessee Corrections Institute reviewed the square footage in housing unit D-27 and added four male beds. Table 1 provides the inmate average daily counts for 2014 through 2022.

Table 1: Average Daily Population 2014-2022

Year	ADP	Capacity	85% Capacity
2014	25	42	36
2015	60	42	36
2016	63	42	36
2017	63	42	36
2018	64	42	36
2019	73	42	36
2020	49	42	36
2021	38	42	36
2022	42	46	39

e. The yearly average daily population (ADP) exceeded its rated capacity in 2015 through 2020. The 85% capacity figure represents a classification factor. When a jail regularly exceeds this figure, it becomes difficult to classify and separate offenders by their risks and needs. Further, the classification factor permits short-term surges in the population. An example of this would be during major warrant round ups as well as weekend offender surges. The jail exceeded this 85% capacity every year except 2014.

f. Housing. Table 2 describes the housing units, classification assignment, number of beds and the actual inmate counts on eleven different dates. The capacities were generally not exceeded on the dates examined.

Table 2: Inmate Housing

Housing Unit	# Male Beds	# Female Beds	Housing Classification Designation	12/1/2020	4/1/2020	8/1/2020	12/1/2020	4/1/2021	8/1/2021	1/8/2022	4/1/2022	8/1/2022	12/1/2022	1/1/2023
D-6	2	0	Isolation	4	2	3	2	2	0	2	1	1	1	1
D-12	0	8	All Levels	14	6	9	8	7	4	6	6	7	11	7
D-15	8	0	Minimum	11	6	8	12	6	5	4	7	9	12	7
D-23	4	0	Maximum	3	3	4	5	4	5	1	4	3	4	4
D-27*	12	0	Minimum	13	5	8	11	6	6	7	6	13	15	11
D-31	8	0	Trustees	6	6	7	8	9	6	4	7	7	8	6
D-34	4	0	Protective Custody	6	5	5	4	4	5	4	5	4	7	6
Library	0	0	Suicidal/Medical								0	1	0	0
Big Visitation	0	0	Suicidal/Medical								0	1	1	0
Holding D-41	0	0	Booking Holding Cell								1	2	4	1
Holding D-39	0	0	Booking Holding Cell								1	6	2	1
Holding D-38	0	0	Booking Holding Cell								0	3	2	0
Total	38	8		57	33	44	50	38	31	28	38	57	67	44

**Note: In May 2022, the TCI increased from 8 to 12 beds.*

g. A basic assessment of the existing jail is provided at Appendix A.

This assessment included a review of the Tennessee Corrections Institute's (TCI's) recent jail inspections, and my personal observations.

h. Operating Budgets. I reviewed the operating budgets for the jail for the periods covering fiscal years 2020/2021 through 2022/2023. They are provided in Table 3. Over these three fiscal years, the total operating budgets have averaged \$1,185,122. A peak in the operating budget occurred in fiscal year 2021/2022 due to a significant increase in “other supplies and materials” as well as “other construction” costs. Approximately 66.5% of the FY 2022/2023 budget consisted of staff costs. New jail planning must take into consideration the potential for staffing increases.

Table 3: Jail Operating Budget

Description	FY 2020 – 2021	FY 2021 – 2022	FY 2022 – 2023	Change
Jail Administrator	\$35,360	\$37,440	\$39,520	\$4,160.00
Assistant Jail Administrator	\$32,240	\$35,360	\$37,440	\$5,200.00
Sergeants	\$51,868	\$9,372	\$35,360	(\$16,508.00)
Transportation Personnel	\$39,512	\$24,335	\$81,736	\$42,224.00
Guards	\$356,081	\$427,722	\$478,012	\$121,931.00
Cafeteria Personnel	\$57,613	\$56,870		(\$57,613.00)
Maintenance Personnel	\$31,020	\$11,880	\$36,400	\$5,380.00
Overtime	\$0	\$0	\$10,000	\$10,000.00
Benefits	\$47,653	\$12,327	\$93,390	\$45,737.00
Maintenance & Repair Buildings	\$53,022	\$42,590	\$50,600	(\$2,422.00)
Medical and Dental Services	\$171,134	\$209,204	\$198,000	\$26,866.00
Travel	\$969	\$1,247	\$3,500	\$2,531.00
Custodial Supplies	\$18,692	\$8,225	\$20,000	\$1,308.00
Food Supplies	\$74,424	\$57,590	\$80,000	\$5,576.00
Utilities	\$40,447	\$45,000	\$45,000	\$4,553.00
Other Supplies and Materials	\$9,869	\$105,263	\$6,600	(\$3,269.00)
Food Service Equipment	\$2,384	\$4,225	\$3,850	\$1,466.00
Office Equipment	\$3,414	\$5,668	\$1,650	(\$1,764.00)
Other Construction (moved to Fund 171)	\$23,959	\$256,771		(\$23,959.00)
Total Jail	\$1,049,661.00	\$1,284,647.00	\$1,221,058.00	\$171,397.00

i. The current staff coverage plan has a total of 19 positions. Everyone is cross trained as a correctional officer. The work schedule is a twelve-hour shift. The detention and food service staff work two days on, two days off, three days on, two days off, two days on, and three days off. The schedule then repeats itself. The staff positions include:

- i. Jail Administrator
- ii. Assistant Jail Administrator
- iii. Corporals - three
- iv. Detention Deputy - twelve (includes two cooks and one sentence management)
- v. Transport Deputy
- vi. Maintenance Deputy

Table 4 provides the average daily population for males, females, and the total population for the jail covering the period of 2014 through 2022.

Table 4: Average Daily Population by Sex, 2014-2022

Year	Male	Male Capacity	Male 85% Capacity	Female	Female Capacity	Female 85% Capacity	Total	Total Capacity	Total 85% Capacity
2014	17	34	29	8	8	7	25	42	36
2015	43	34	29	17	8	7	60	42	36
2016	45	34	29	18	8	7	63	42	36
2017	45	34	29	18	8	7	63	42	36
2018	46	34	29	18	8	7	64	42	36
2019	53	34	29	20	8	7	73	42	36
2020	39	34	29	10	8	7	49	42	36
2021	30	34	29	8	8	7	38	42	36
2022	34	38	32	8	8	7	42	46	39
Average	39			14			53		

k. The jail has been averaging 53 inmates in custody over the last nine years. The male inmate population has ranged between a high of 53 in 2019 to a low of 30 in 2021. The female inmate population has had an average daily population of 14 over the same period with a peak in 2019 of 20. The average daily population reflects the jail ranging from 91% to 179% of its total bed space capacity. Experts suggest a jail is at its capacity when it reaches approximately 85% of its bed space capacity. For Cannon County, the current facility target capacity would be 35 (28 male beds and 7 female beds). As mentioned earlier in this report, this permits for flexibility of housing and separation of inmates (for custody classification purposes) as well as spikes in the inmate population that occur from time to time (such as warrant roundups and weekend offenders).

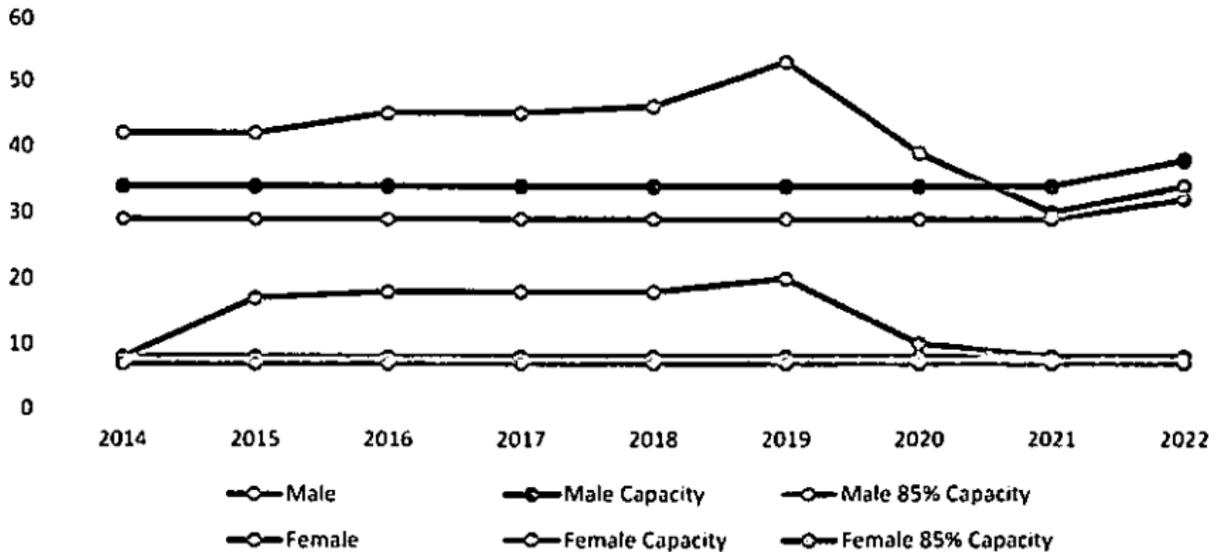
l. Some agencies decide to contract with various agencies to house discretionary inmates (those we choose to house through contract or agreement). Cannon County is not contracted to house state inmates with the Tennessee Department of Corrections (TDOC). As shown in Table 5, during this nine-year period, an average of 17% of the inmate population consisted of state inmates awaiting bed space into the (TDOC). A review of the TDOC monthly snapshot report over the same period reflects a statewide average of 15.7% of all inmates housed in county jails being classified as “TDOC Backups” (Tennessee Jail Summary Report, December 2022).

Table 5: Discretionary Inmate Population, 2014 – 2022

Averages	2014	2015	2016	2017	2018	2019	2020	2021	2022	Average
Jail Capacity	42	42	42	42	42	42	42	42	46	
85% Capacity	36	36	36	36	36	36	36	36	39	
Total Population	75	59	63	63	64	73	49	38	42	58
State (TDOC)/Loc Felon	8	8	6	9	15	10	14	13	8	10
Federal	1	1	1	0	0	0	0	0	0	0
Pretrial Inmates	32	26	25	33	26	29	24	20	28	27
All Other Inmates	34	24	31	21	23	34	11	5	6	21
Average Males	42	42	45	45	46	53	39	30	34	42
Male Beds	34	34	34	34	34	34	34	34	38	
85% Male Capacity	29	29	29	29	29	29	29	29	32	
Male State	7	6	4	6	12	8	11	10	6	8
Male Federal	1	1	1	0	0	0	0	0	0	0
Male (all others)	34	35	40	39	34	45	28	20	28	34
Average Females	8	17	18	18	18	20	10	8	8	14
Female Beds	8	8	8	8	8	8	8	8	8	8
85% Female Capacity	7	7	7	7	7	7	7	7	7	7
Female State	1	2	2	3	3	2	3	3	2	2
Female Federal	0	0	1	0	0	0	0	0	0	0
Female (all others)	7	15	15	15	15	18	7	5	6	11

m. Figure 2 shows the male, female, and total target (85%) capacities for the jail along with the average daily populations from 2014 through 2022.

Figure 2: Total Capacities, 2014 – 2022



n. As figure 2 indicates, the male and female inmate population exceeded the target (85% capacity) every year.

o. The agency is not Prison Rape Elimination Act (PREA) certified, p. At the time of booking, arrestees are asked their homelessness status.

According to the jail staff, they simply annotate in the address block in the inmate's JMS file "homeless." Nothing is done to assist an inmate being released that is identified as homeless. Staff indicated that they were not aware of any available local resources.

q. Similar questions are asked regarding veteran status. Again, other than documenting this in the inmate file, nothing is done with this information. There is a veteran services officer in the county, however there is no interaction between the jail and this person.

r. Table 6 provides information regarding bookings and releases at the jail.

An average of 815 bookings and 818 releases occurred from 2013 through 2022. Due to a change in jail management systems, the jail staff report that there is no data available for the years 2016 through 2018. A closer look at the data for 2019 through 2020 would suggest that there are some data gathering challenges. 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. Table 6 indicates that there was a peak in bookings during 2014. The data indicates a significant decline in bookings and releases in 2015 and again in 2019. There is a gradual increase occurring in the years 2020 through 2022. To develop the average, data from 2013, 2014, and 2022 was used.

Table 6: Bookings and Releases

	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Average
Booking	1,158	1,238	565	Data unavailable			332	678	770	961	1,032
Release	1,160	1,241	553	Data unavailable			351	681	784	953	1,035

We can also calculate a projected booking rate for future years. I normally accomplish this by dividing the county's citizen population for the years 2013 through 2022 into the bookings in the jail for each of those years. Then I would multiply the result by 1,000 to obtain the overall admission rate for each 1,000-citizen population. I would then take an average of the entire period admission rate, multiply that by the projected county populations and finally, divide by 1,000 to derive projected inmate bookings from 2023 through 2043. Table 7 provides the actual and projected bookings. However due to inconsistent JMS data, I focused my evaluation on 2013, 2014, 2021, and 2022. There was an average of 1,032 persons booked into the jail. As indicated in the projections, the booking workload (and anticipated release workload) has the potential for a 4.7% increase in the number of bookings by the year 2043.

Table 7: Actual and Projected Bookings

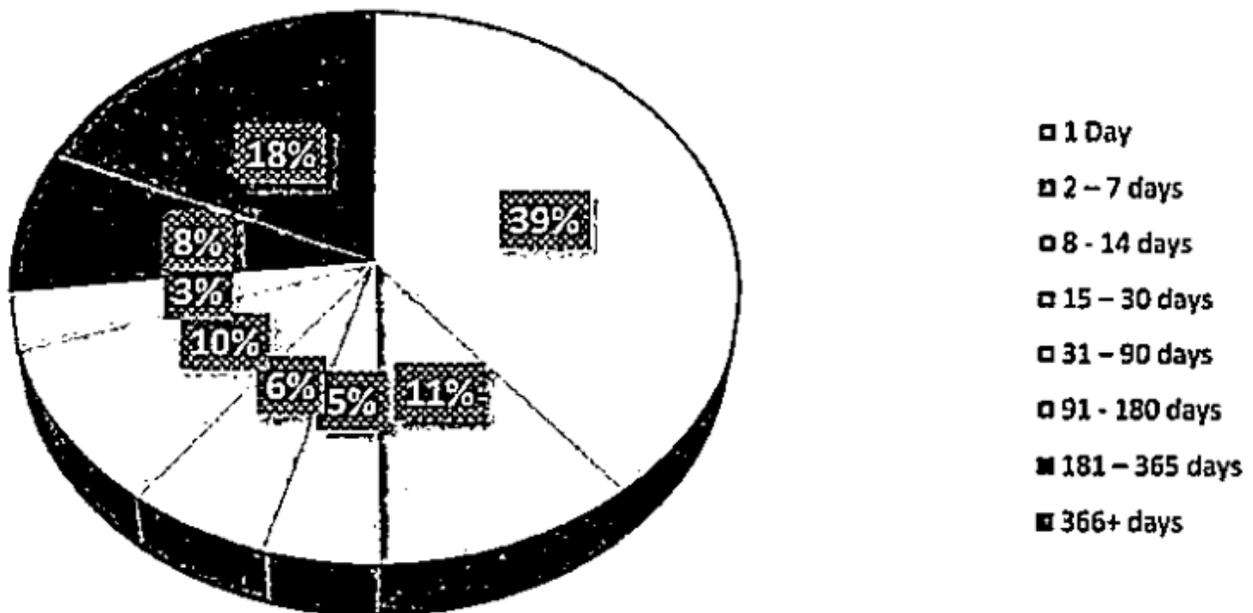
Actual Bookings		Projected Bookings	
Year	Booking Rate	Year	Projected Bookings
2014	86.8	2024	1,025
2021	51.5	2026	1,035
2022	63.9	2028	1,044
		2033	1,062
		2038	1,074
		2043	1,083

t. Another piece of information examined was the length of stay at the time of an inmate's release from 2019 through 2022. We examined the time in custody for 2,882 inmates released from custody. Table 8 and Figure 3 provide the results of that review.

Table 8: Inmate Length of Stay

Time in Custody	2019	2020	2021	2022	Total
1 Day	152	341	403	531	1427
2 – 7 days	42	127	153	166	488
8 - 14 days	18	43	47	54	162
15 – 30 days	23	59	81	100	263
31 – 90 days	37	72	65	99	273
91 - 180 days	13	12	16	12	53
181 – 365 days	33	40	31	17	121
366+ days	72	11	10	2	95
Total	390	705	806	981	2,882

Figure 3: Days in Custody at Time of Release



u. Fifty percent of the inmate population stays one day or less in custody. Another twenty-three percent is released within the first fourteen 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.

v. There are outstanding criminal warrants to be served by the Sheriff's Office. The actual amount is currently being evaluated. The Sheriff's Office reported 1,262, while a review of electronic records reflected 3,300 and a detailed paper review reflected between 400 and 800 outstanding criminal warrants to be served. Regardless of the number, the Sheriff's Office could initiate a focused law enforcement effort to bring these persons into custody. Routine traffic stops or other types of routine law enforcement encounters could identify and arrest those with a warrant. Either of these (probation violators or criminal warrants) could have an impact on the jail inmate population.

w. I reviewed the Annual Reports of the Tennessee Judiciary for fiscal years 2012/2013 through 2020/2021. That information is provided in Table 9.

Table 9: Report of Court Filings FY 2012-2013 through 2020-2021

Court	2012 - 2013	2013 - 2014	2014 - 2015	2015 - 2016	2016 - 2017	2017-2018	2018-2019	2019-2020	2020-2021
Criminal *	301	389	300	270	396	324	275	271	323
Chancery	143	173	161	194	283	354	478	581	679
Circuit Civil	60	54	43	36	37	35	31	30	38
Total	504	616	504	500	716	713	784	882	1,040

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

x. Table 9 indicates an average of 531 court case findings from fiscal years 2012/2013 through 2015/2016. Court case filings increased to an average of 738 each year during fiscal years 16/17 through 18/19. Case filings increased in fiscal year 2019/2020 and peaked at 1,040 in fiscal year 2020/2021. The primary increases in case filings occurred in the Chancery Court. There was a peak of Criminal Court filings in fiscal year 2016/2017. I also reviewed the Criminal Court Dispositions covering FY 2013 through 2021. 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

	2012 - 2013	2013 - 2014	2014 - 2015	2015 - 2016	2016 - 2017	2017 - 2018	2018 - 2019	2019 - 2020	2020 - 2021
Pretrial or Judicial Diversion	26	17	14	22	15	13	11	13	4
Total Dispositions	290	382	311	238	402	319	231	323	333

y. As indicated in Table 10, the use of pretrial or judicial diversion peaked in 2012/2013 and other than fiscal year 2015/2016 has declined each year since. During a discussion with Assistant District Attorney Eric Farmer, and Assistant Public Defender Kenneth McKnight, the reduction of pretrial or judicial diversion occurred due to a practice of vertical prosecution. In many instances, when negotiating pretrial or judicial diversion the case will be settled in Sessions Court versus Criminal Circuit Court.

z. Further discussions regarding probation and alternative programs focused on the total lack of available resources in the county (homeless shelters, mental health and/or substance abuse treatment, job training, etc.). There are resources available in Murfreesboro, however, many offenders don't have the means to get there.

aa. I discussed the county doing a self-assessment of resources, gaps, and needs by exploring the Stepping UP Initiative. I also commented to the Mayor and Commissioner Nathan Luna that there is a needs assessment document located on the National Association of Counties website that the county could use to identify gaps and needs regarding the spending of the Opioid Abatement Settlement funds.

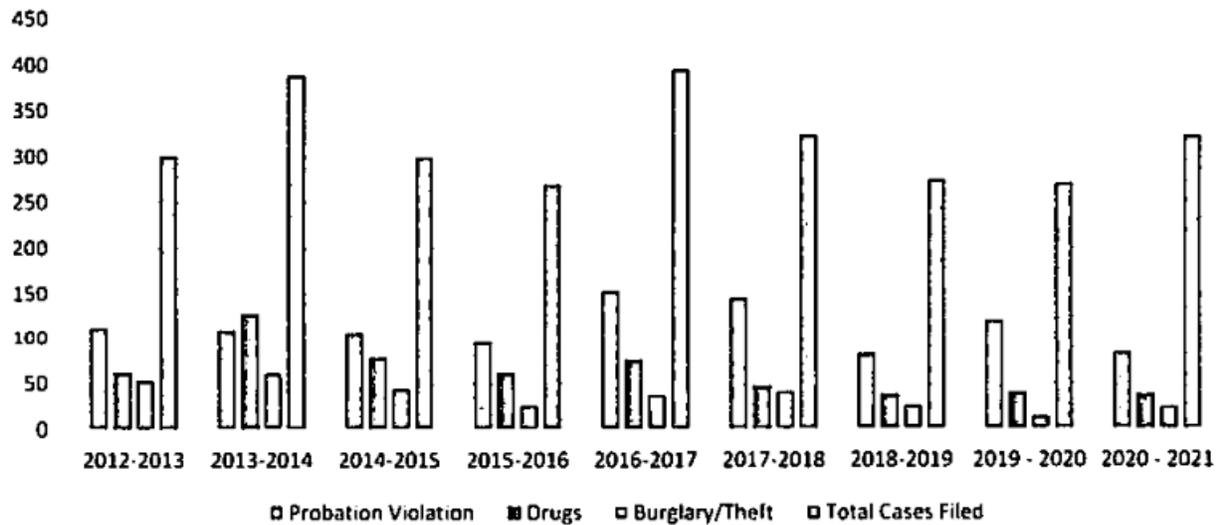
bb. I also reviewed the data from 2012 through 2020 as found at the Tennessee Bureau of Investigation's Crime Statistics Unit. As reflected in Table 11, there was a peak in arrests in 2012 with 730. Arrests have declined each year since 2013. The impact of the global Covid-19 Pandemic is reflected in 2020 with a low of 226 arrests.

Table 11: Arrests in Cannon County 2012 – 2020

Agency	2012	2013	2014	2015	2016	2017	2018	2019	2020
Cannon County Sheriff's Office	460	447	397	283	210	262	114	99	112
Woodbury Police Department	270	207	201	153	239	200	122	133	114
Total Arrests	730	654	598	436	449	462	236	232	226

cc. Appendix B provides a list and number of offenses filed in criminal court for fiscal years 2012 through 2021. As shown in figure 4 of the 2,849 filings during these years, drugs, probation violation, and burglary/theft made up for 67.1% of the cases.

Figure 4: Top Three Cases Filed in Fiscal Years 2012 through 2021



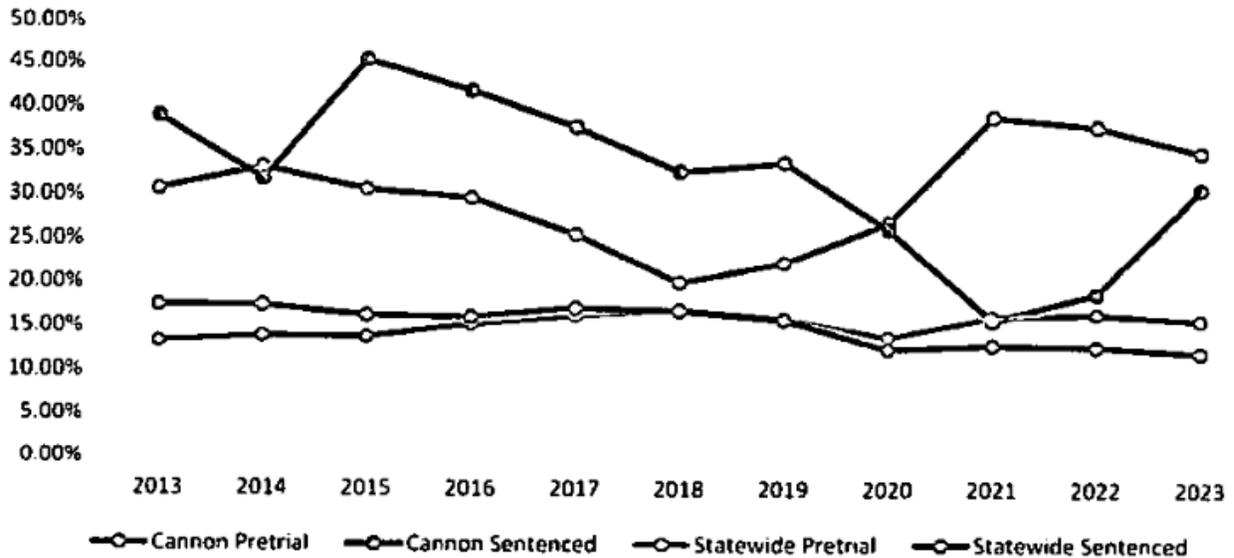
dd. I looked at ten years of data gathered from the Tennessee Department of Corrections Monthly Jail Summary Reports of misdemeanants in custody at the Cannon County Jail. Table 12 indicates that the County has averaged 17 pretrial misdemeanants and 19 sentenced misdemeanants in custody during the period of 2013 through February 2023. When comparing the Cannon County Jail against statewide data, it reflects that the County pretrial and sentenced misdemeanant population by percentage was significantly higher every year. The Sessions Court Judge has implemented a jail docket every Wednesday. During this docket, everyone booked since the previous Wednesday will be seen to have a bond review. According to the Judge, District Attorney, and Public Defenders offices, this is expediting misdemeanants through the system to resolve their cases. The data by month for misdemeanants in custody is provided at Appendix A.

Table 12: Misdemeanant Offenders in Custody

Average	Cannon County Misdemeanants				Statewide Misdemeanants	
	Pretrial		Sentenced		Pretrial	Sentenced
2013	22	30.72%	28	38.99%	13.33%	17.43%
2014	20	33.22%	19	31.88%	13.92%	17.41%
2015	20	30.73%	29	45.45%	13.83%	16.28%
2016	16	29.78%	23	41.93%	15.32%	16.13%
2017	17	25.64%	25	37.84%	16.32%	17.20%
2018	12	20.12%	20	32.84%	17%	16.89%
2019	13	22.4%	20	33.9%	16.08%	15.88%
2020	14	27.08%	13	26.33%	13.89%	12.53%
2021	16	39.06%	6	15.87%	16.25%	13%
2022	17	38%	8	18.94%	16.58%	12.87%
2023	21	35.1%	18	31%	15.9%	12.2%
Average	17	30.2%	19	32.3%	15.3%	15.3%

ee. Figure 5 provides the ten-year trend of pretrial and sentenced misdemeanants in Cannon County and statewide. Figure 5 represents the percentage of the total population.

Figure 5: Pretrial and Sentenced Misdemeanants 2013 - February 2023



IV. STAKEHOLDER INTERVIEWS

- a. On March 27, 2023, I met with various stakeholders in the County.
- b. The persons I met with included Judge Matthew Cowan, General Sessions Court; Nathan Luna, County Commissioner D1, Law Enforcement Committee; Greg Mitchell, County Executive; Jennings Jones, District Attorney General; Eric Farmer, Assistant District Attorney; Kenneth McKnight, Assistant Public Defender; and Sheriff Darrell Young.
- c. We discussed concerns regarding the current courts, jail, and local justice system in general. Comments included:
 - i. The need for a new judicial center and concerns with the safety of transporting inmates from the jail to the court and back.
 - ii. The need for adequate funding to support recommendations from the Court Security Committee.
 - iii. There is no court holding cells for inmates. They sit in the jury box waiting for their appearance before the judge. This has the potential to mix co-defendants, violent and non-violent offenders. Men are placed on one side of the jury box and women on the other end.
 - iv. There is a lack of written court security policies and procedures.
 - v. Keeping inmates productively occupied while incarcerated and needed community resources to support children, mental health, and substance abuse, homeless persons. Further comments included the lack of County resources to support all the needs.
 - vi. There is a single entrance point into the court and multiple egress points. As persons exit the various egress points, persons from outside the court can access the court without going through the main (secure) ingress point. There is a single camera providing recording sessions and juvenile court proceedings. The courthouse is used for multiple functions after hours. During these functions there is no security screening conducted. Various officials expressed concerns of persons concealing contraband in the courts that are accessible to inmates. Concerns of safety in the court were expressed by everyone spoken to.

vii. We spoke about communication throughout the criminal justice system. The consensus was that there is a good relationship between the courts, law enforcement, district attorney, public defender, and the judicial commissioners. We discussed the Judicial Commissioners education and interaction with the court. The judge indicated that they have a text thread to communicate and attempt to meet quarterly. Additionally, he has mandated professional development training through the Tennessee Judicial Commissioners Association.

viii. Technology

1. The Court Clerk utilizes the Tennessee Court Information System (TnCIS). There was some discussion about timely access of information from this system by various stakeholders to assist in decision-making on cases. We discussed the availability of any other data gathering systems. There are none that enable the sharing of information between law enforcement, the jail, courts, district attorney, or public defender. This appears to create frustration over the exchange of timely and accurate information sharing.

2. There is an ongoing review of outstanding warrants. It has been found that there is redundancy in the warrants in the system. It is believed that this has occurred because of changing records management systems. The system has 3,300 outstanding warrants. However, a detailed review by hand of the warrants has found 483 actual warrants covering last names in the alphabet starting with I and going through Z. Of those 483 warrants, it is believed that 68 cases could be “flushed out.” It is estimated that once the review is completed there will be 800 active warrants out of the 3,300 in the system and approximately 100 cases that can be “flushed out.”

3. Another challenge with technology as previously mentioned in this report is the questionable data being provided out of the jail management system covering the period of 2015 through 2019. According to the jail, data in the “old system” is no longer accessible. We discussed that the county needs to ensure that they have paper records of information that was entered into the "old system" to ensure compliance with records retention laws.

ix. I asked questions regarding a vision for the use of Opioid Abatement funds that the county has and will receive. Discussions surrounded a Drug Recovery Court and establishing a Cannon County opioid abatement committee. During the same discussions however, concerns were expressed regarding the lack of local resources. I suggested that the county explore the National Association of Counties at: <https://www.naco.org>. A document is provided on this site, “The Principles Quick Guide to Conducting a Needs Assessment” can assist the county in identifying gaps in services and developing needs before beginning to prioritize the use of these funds. Another resource the County can explore is the University of Tennessee’s SMART Policy Network at: <https://smart.ips.tennessee.edu>.

x. A jail docket was implemented in March 2023 to conduct bond review hearings and resolve low level misdemeanor cases. Every inmate in custody that was booked into the jail the previous week appears in court on these Wednesday jail dockets. There were some discussions that previously the jail would set the court dates. There were also discussions regarding the inconsistency in setting these dates. As noted in this report the county has a significant number of misdemeanants in custody. It was felt that this weekly jail docket will have an impact in reducing these numbers in custody. Also, to support this initiative it was felt that it would be extremely helpful if the jail were to provide an emailed list of inmates in custody reflecting their names, booking date, and if possible, the charges booked on. Emailing this list to the Sessions Judge, District Attorney, and Public Defender would assist them in preparing for the Wednesday jail docket and ensuring that no inmates are missed in court scheduling. It was suggested that emailing this list sometime mid to late afternoon on Tuesdays would be helpful.

xi. I asked about the process regarding the use of citations in lieu of arrest. It was determined that the County did not comply with the law in relation to the booking of a person issued a citation in lieu of arrest prior to appearing in court. TCA 40-7-118(d)(1) requires the officer issuing a citation to “Prepare a written order which shall include the name and address of the cited person, the offense charged and the time and place of appearance.” Subparagraph (e) of this section states “By accepting the citation, the defendant agrees to appear at the arresting law enforcement agency prior to trial to be booked and processed. Failure to appear is a Class A misdemeanor.” Persons issued citations by the Sheriff’s Office are not booked prior to trial. They will not be booked unless they are

taken into custody during their court appearance. As a result of persons not being booked, there is no criminal record of these defendants. Discussions with the Tennessee Bureau of Investigation's CJIS Division indicate that when a court disposition is submitted by the Court Clerk there is no record to connect this disposition to for those defendants who have not been booked.

xii. Inmates are screened for indigency during the Wednesday Jail Docket in Sessions Court. If determined indigent by the Judge, an inmate will be assigned a public defender. I discussed some success in having the Judicial Commissioners conduct this screening at the time of the initial bond setting might further expedite case processing and preparation for the Wednesday court appearances.

xiii. Some counties across the state have implemented an advance court notification via text, phone call, email, or a combination of all three to inform defendants a day or two prior to court. There has been some success recognized in reducing failures to appear by implementing this process.

xiv. If an inmate is ordered released when appearing in court, that information is returned to the jail by the transport officers. The jail estimates that the inmate will be released within one to four hours after returning from court.

xv. The current jail location and potential land availability sits in a flood plain.

xvi. I asked the officials their thoughts on a vision for this project. They included:

1. Expanding the current jail and capitalizing on the existing physical plant.
2. Expanding the current jail and the construction of a new court.
3. Having adequate land to support a full criminal justice center.

V. PROGRAMS

a. The Cannon County Jail offers no inmate programming opportunities.

There is an occasional opportunity with a volunteer to provide Bible studies that are conducted in the housing pods.

b. Inmates are assigned to a variety of work details. They include:

- i. Three kitchen trustees and one facility trustee are assigned to internal jail work details.
- ii. Two maintenance trustees are assigned to outside details such as working on vehicles, landscaping, gardening, and facility upkeep.

c. When speaking with the Sheriff, he has indicated a desire to increase programming opportunities and is hopeful that programming space will be included in any new jail design.

d. As part of the Tennessee Governor's criminal justice reform efforts a "Two-Tiered Accreditation Program" has been approved for county jails to voluntarily participate in. This program requires evidenced based programming, formal inmate risk assessments, local community collaborations, staff development initiatives, participating in the Stepping Up Initiative, among other areas. To accomplish these requires adequate physical plant space to accommodate things like programming and a housing plan to support inmate classification. The existing physical plant would be problematic to accomplish this accreditation initiative.

VI. INMATE POPULATION AND JAIL SIZE COMPARISON

a. I am frequently asked by county officials, "how does our county compare to others?" Table 13 provides a comparison of similarly sized counties in Tennessee. I looked at 2020 county population sizes and identified the four smaller and four larger counties for Cannon County. Cannon has the smallest jail and has the second smallest inmate population. I looked at the numbers of inmates incarcerated in each county on seven different dates between October and December 2022. While the average incarceration rate for the number of persons incarcerated for every 1,000 was 5.18, Cannon County was less than that at 3.24.

Table 13: Inmate Population and Jail Size Comparison

County	Citizen Population	Jail Size	Average Inmate Count (7 dates)	Incarceration Rate (per 1,000)
Meigs	12,758	56	74	5.8
Grundy	13,529	114	71	5.25
Stewart	13,657	132	79	5.78
Crockett	13,911	64	37	2.66
Cannon	14,506	46	47	3.24
Bledsoe	14,913	152	74	4.96
Sequatchie	15,826	96	99	6.26
Benton	15,864	140	65	4.1
Polk	17,544	174	151	8.61
Average	14,723	108	77	5.18

VII POPULATION PROJECTIONS

a. The final area evaluated in this analysis was the inmate population projections. Population forecasting is not an exact science. The average daily population in the facility results from the interaction of two issues: 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 arrested and how long they stay. Too many unknown factors can affect the county's criminal justice system for years to come.

b. Census information was obtained from the University of Tennessee, Boyd Center for Business and Economic Research. The information indicates that the 2014 population of Cannon County was 14,258. The 2043 estimation is 16,074. The average daily population figures provided for 2014 through 2019 were the actual average daily population figures used to make basic population projections in Table 14. Due to significant reductions in inmate populations seen during the global Covid-19 Pandemic and a gradual increase of populations, I excluded 2020 through 2022 data in this calculation.

Table 14: Actual Population Projections by County Population

Year	County Citizen Population	Male Citizen Population	Actual/Potential Average Daily Male Inmate Population	Incarceration Rate	Female Citizen Population	Actual/Potential Female Avg. Daily Pop.	Incarceration Rate
2014	14,258	7,056	42	5.95	7,202	8	1.11
2015	14,368	7,109	42	5.91	7,259	17	2.34
2016	14,027	6,933	45	6.49	7,094	18	2.54
2017	14,071	6,951	45	6.47	7,120	18	2.53
2018	14,116	6,969	46	6.6	7,147	18	2.52
2019	14,156	6,986	53	7.59	7,170	20	2.79
2020	14,847	7,411	39	5.26	7,436	10	1.34
2021	14,943	7,459	30	4.02	7,484	8	1.07
2022	15,037	7,503	34	4.53	7,534	8	1.06
2023	15,125	7,545	49	6.5	7,580	18	2.31
2024	15,208	7,585	49	6.5	7,623	18	2.31
2025	15,286	7,623	50	6.5	7,663	18	2.31
2026	15,358	7,658	50	6.5	7,700	18	2.31
2027	15,426	7,693	50	6.5	7,733	18	2.31
2028	15,490	7,725	50	6.5	7,765	18	2.31
2029	15,550	7,756	50	6.5	7,794	18	2.31
2030	15,607	7,785	51	6.5	7,822	18	2.31
2031	15,658	7,812	51	6.5	7,846	18	2.31
2032	15,707	7,838	51	6.5	7,869	18	2.31
2033	15,753	7,863	51	6.5	7,890	18	2.31
2038	15,941	7,965	52	6.5	7,976	18	2.31
2043	16,074	8,037	52	6.5	8,037	19	2.31

c. Table 14 reflects an average incarceration rate (numbers of persons incarcerated per 1,000 citizens) of 6.5 for men and 2.31 for women. d. Other areas to consider when determining bed space requirements include future ADP projections, peaking, and classification.

a. **Peaking Factor.** The peaking factor accounts for situations when the ADP exceeds the average. To obtain this factor, I obtained the three highest daily population counts (peaks) during each month for the years 2014 through 2022 separately for males and females. Individual years peaking factors can be found at Appendix E. 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 identify the annual peaking factor. I added the peaking factors for the years evaluated and divided that by nine to get the average peaking factor for 2014 through 2022. I determined that the average peaking factor for males was 1.3872 and 1.5275 for females. I multiplied this figure by the potential average daily population to find the number of beds needed to support peaking.

b. **Inmate Classification.** A jail's classification system allows 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 are that the jail reaches its capacity when the average daily population is at approximately 85% of its rated capacity.

c. **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 separate housing from the general inmate 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. Based on discussions with the jail leadership, a figure of 10% was provided to show an estimate of housing requirements for special needs inmates. No additional beds were added to the overall bedspace projections. Rather, these numbers should be considered for housing type needs.

d. 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 the jail will already be full upon opening after construction. Appendix D provides a review of data from 31 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 20.1% (10.05% for males and 10.05% for females based on population projections). I offer Appendix D for Cannon County to consider as you explore future jail needs.

e. By considering these factors, Tables 15 through 17 provide projected inmate population bed space requirements. Figures 6 through 8 provide the population projections with the projected community growth.

Table 15: Female Inmate Population Projections

Female Inmates	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2038	2043
Potential Base ADP Forecast	18	18	18	18	18	18	18	18	18	18	18	19
Population Surge 10.05%	2	2	2	2	2	2	2	2	2	2	2	2
Sub Total	20	20	20	20	20	20	20	20	20	20	20	21
Peaking Factor (@ 1.5275)	11	11	11	11	11	11	11	11	11	11	11	11
Classification Factor (15%)	5	5	5	5	5	5	5	5	5	5	5	5
Mental Health & Medical (10%)	4	4	4	4	4	4	4	4	4	4	4	4
Total Bed Estimated Space Requirements	36	36	36	36	36	36	36	36	36	36	36	37

Table 16: Male Inmate Population Projections

Male Inmates	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2038	2043
Potential Base ADP Forecast	49	50	50	50	50	50	51	51	51	51	52	52
Population Surge 10.05%	5	5	5	5	5	5	5	5	5	5	5	5
Sub Total	54	55	55	55	55	55	56	56	56	56	57	57
Peaking Factor (@ 1.3872)	21	21	21	21	21	21	22	22	22	22	22	22
Classification Factor (15%)	11	11	11	11	11	11	12	12	12	12	12	12
Mental Health & Medical (10%)	9	9	9	9	9	9	9	9	9	9	9	9
Total Bed Estimated Space Requirements	86	87	87	87	87	87	90	90	90	90	91	91

Table 17: Combined Male and Female Inmate Population Projections

	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2038	2043
Total Male Bed Estimated Space Requirements	86	87	87	87	87	87	90	90	90	90	91	91
Total Female Bed Estimated Space Requirements	36	36	36	36	36	36	36	36	36	36	36	37
Total Bed Estimated Space Requirements	122	123	123	123	123	123	126	126	126	126	127	128

Figure 6: Estimated Male Growth Projections

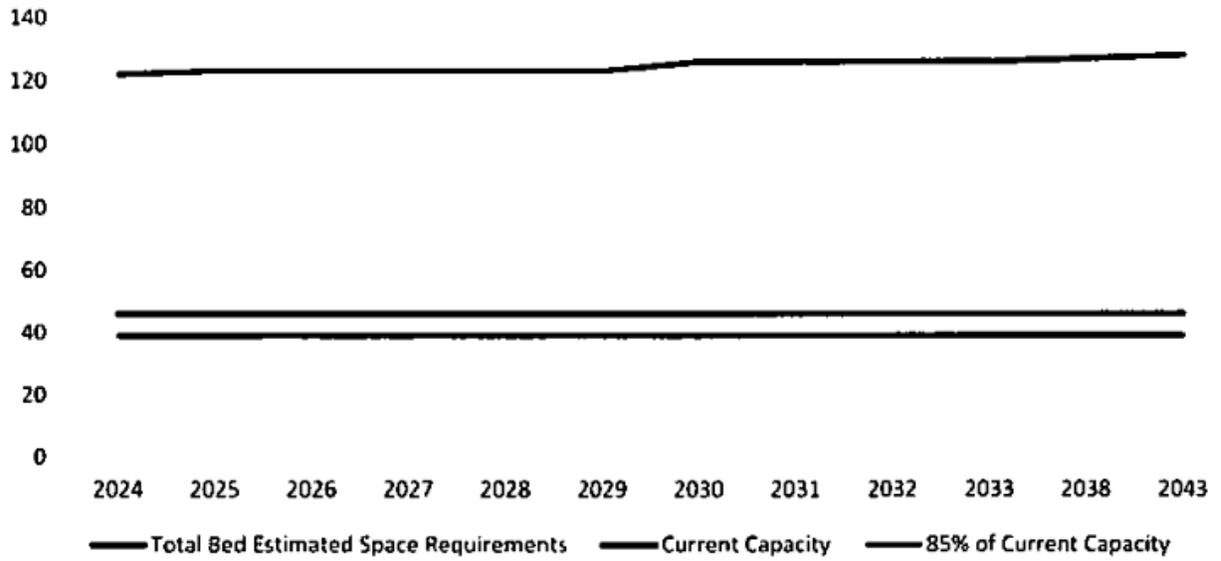


Figure 7: Estimated Female Growth Projections

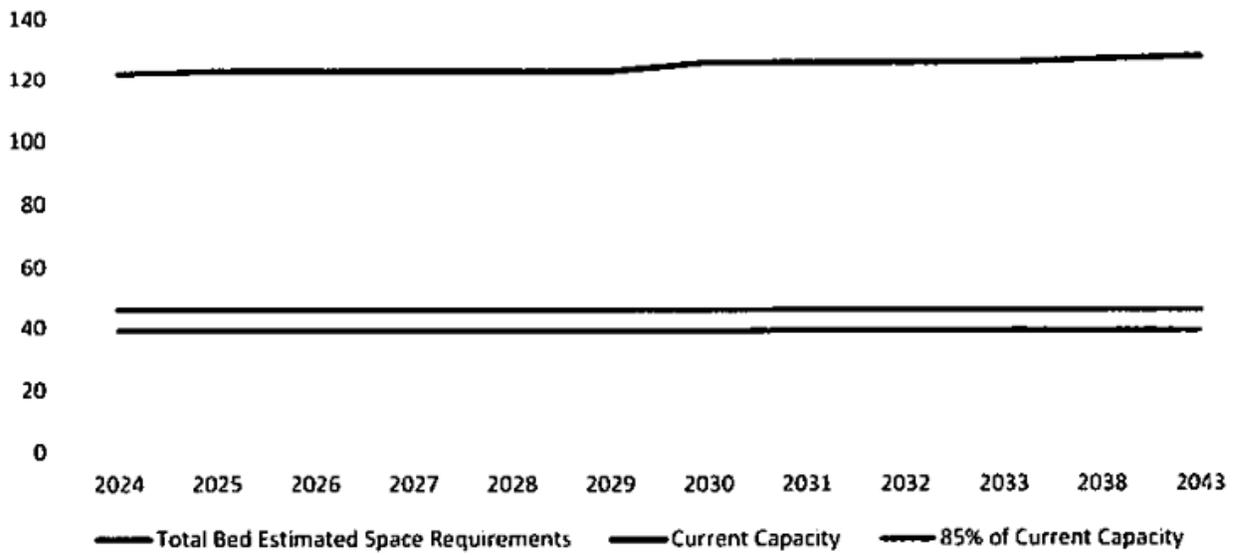
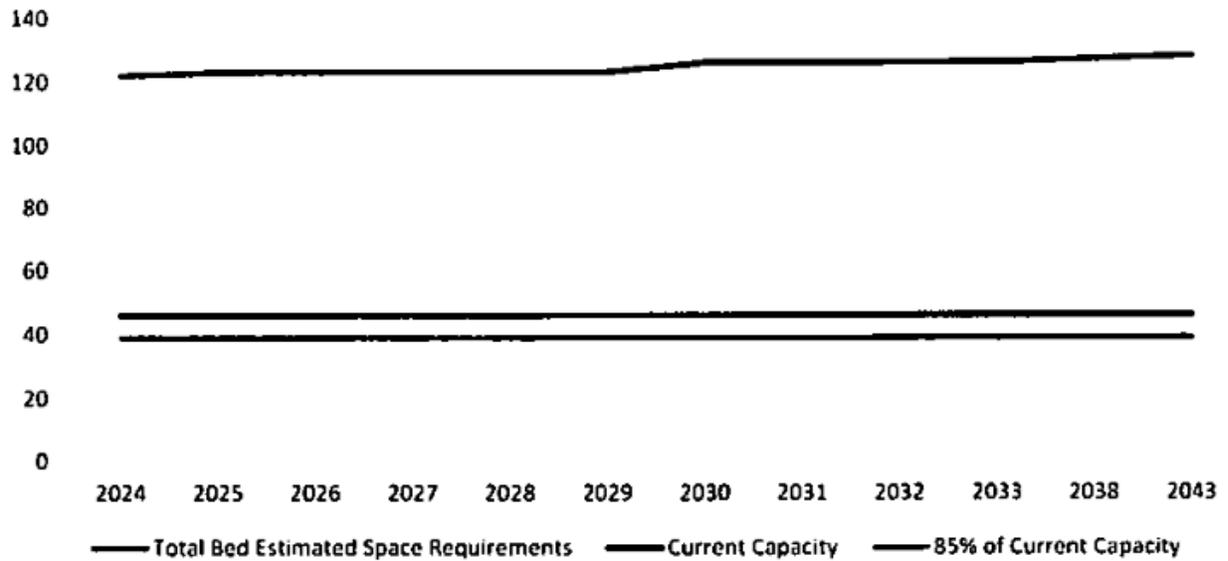


Figure 8: Total Male and Female Inmate Estimated Population Projections



f. The estimated projections recommend 91 male beds with a classification factor of 79 and 37 female beds with a classification factor of 32. While reviewing the peaking factors for 2014 through 2022 I looked at the number of times that these figures were exceeded. Data for 2016 and 2017 was not provided. The male population exceeded the proposed classification estimated projection in 2019 for five days. The female population exceeded the estimated population in 2019 for 17 days. The estimated population projections were not exceeded in any other month or year. Table 18 provides that review.

Table 18: Projected Bed Space and Classification Space Needs Exceeded

	2019			
	# Days Class Factor (79) Exceeded for Males	# Days Projected Capacity (91) Exceeded for Males	# Days Class Factor (37) Exceeded for Females	# Days Projected Capacity (32) Exceeded for Females
January	0	0	0	1
February	0	0	0	3
March	1	0	0	1
April	2	0	0	1
May	0	0	0	3
June	0	0	0	0
July	0	0	0	1
August	0	0	0	2
September	1	0	0	1
October	0	0	0	0
November	0	0	0	2
December	1	0	0	2

g. Calculating accurate population projections is difficult. 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 of points to consider when gathering information and assessing the need. The document points out that jails are expensive to 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 counties typically build jails for three reasons:

i. The existing jail is damaged, worn out, or is no longer suitable for housing inmates. The jail physical plant does not meet current Minimum Standards for Local Correctional Facilities, has

inadequate space for housing and support functions. The building is showing its age.

ii. The existing jail no longer meets the jurisdiction’s needs. The inmate population frequently exceeds capacity. Housing options for female inmates are extremely limited; restricted housing options are limited; housing for special needs populations does not exist. There is no programming space to support reentry or other evidenced based programming opportunities.

iii. The existing building(s) cannot operate efficiently, and the design does not provide for effective inmate supervision or classification. Again, preparing for future county growth, classification, and the ability to adequately separate offenders by risk and need in custody is extremely difficult.

h. Type of Beds Suggested

i. Based on the projections provided in Tables 15 through 17, the types of beds suggested support a housing plan for inmate classification is provided in Table 19.

Table 19: Types of Beds Needed to Support Inmate Classification

MALE HOUSING			
Housing	Design	Number of Beds	Classification
Pod 1	Two person cells	10	Exterior work details
Pod 3	Mixture of one and two person cells	18	Restricted Housing (Segregation)/initial classification/ Medical/special needs
Pod 4	Two person cells	30	Medium security
Pod 5	Two person cells	36	Minimum/Low Medium security/Inside Work Details
TOTAL MALE BEDS		92	
FEMALE HOUSING			
Housing	Design	Number of Beds	Classification
Pod 6	Mixture single and two person cells	8	Segregation/medical/special needs/initial classification housing
Pod 7	Two person cells	16	Minimum custody/work details
Pod 8	Two person cells	16	Medium custody
TOTAL FEMALE BEDS		40	
TOTAL BEDS		132	

VIII. CONCLUSION

- a. There is inadequate inmate housing offering the ability to classify and separate inmates by their risks and needs. The jail has too much dormitory space. The support spaces including evidence storage, food service, booking and intake area, medical area is insufficient. Staff support needs including bathroom facilities, training room, office spaces are non-existent or inadequate.
- b. A detailed facility assessment found multiple deficiencies with the jail.
- c. The projections offered in this report provide data out to the year 2043 (twenty years).
- d. Experts across the country suggest that a jail ages 3.5 years for every year of operation due to their constant, high rate of usage.
- e. Although questions are asked of inmates at time of booking regarding homelessness and veterans' status, nothing is done with that information other than recording it in the jail management system. The jail does not utilize the services of the Veterans Affairs Officer. Inmates identified as homeless are not connected to resources at time of release.
- f. Booking projections reflect an expected minimal increase of less than 50 people annually by the year 2043. Jail planning should include adequate booking, holding areas, and property storage areas to support this increase.
- g. While efforts are made by jail staff, there is no formal, consistent advocacy provided for inmates (veterans or mentally ill) moving through the criminal justice system.
- h. The county would benefit from reviewing the makeup and purpose of the Law Enforcement Committee and Community Corrections Advisory Board to bring all local criminal justice system stakeholders together. This is an opportunity to identify inefficiencies and develop collaborative plans of action to enable the criminal justice system to operate more effectively. This is not a finger pointing process. It is a process to fully understand system challenges, to identify improvements, new technology, improved scheduling, and effective programs to improve the Cannon County criminal justice system.
- i. There is no programming space, thus no programming opportunities in the existing facility.

j. There is a lack of available resources in the county (homeless shelters, mental health and/or substance abuse treatment, job training, etc.) to support pretrial release, probation, or other alternative sentencing options. There are resources available in Murfreesboro, however, many offenders don't have the means to get there.

k. When comparing the Cannon County Jail against statewide data, it reflects that the County pretrial and sentenced misdemeanor population by percentage was significantly higher every year. 1. The need for adequate funding to support recommendations from the Court Security Committee.

m. The county could benefit from a review of current technology to support the criminal justice system. Timely and accurate information is critical in processing defendants through the system. Additionally, the availability of data to support decisions on new initiatives, funding, and pursuing grants is critical. In current systems, communication of information in systems seems to be somewhat limited.

n. The County is in early discussions regarding the use of the Opioid Abatement funds that have been received or will be received. No formal assessment of needs and gaps in services has been accomplished.

o. A jail docket was implemented in March 2023 to conduct bond review hearings and resolve low level misdemeanor cases. To support this initiative, it was felt that it would be extremely helpful if the jail were to provide an emailed list of inmates in custody reflecting their names, booking date, and if possible, the charges booked on.

p. The County did not comply with the law in relation to the booking of a person issued a citation in lieu of arrest prior to appearing in court. TCA 40-7-118(d)(1) requires the officer issuing a citation to "Prepare a written order which shall include the name and address of the cited person, the offense charged and the time and place of appearance." Subparagraph (e) of this section states, "By accepting the citation, the defendant agrees to appear at the arresting law enforcement agency prior to trial to be booked and processed. Failure to appear is a Class A misdemeanor."

q. Inmates are screened for indigency during the Wednesday Jail Docket in Sessions Court. If determined indigent by the Judge, an inmate will be assigned a public defender.

r. Defendants are given a paper document informing them of their court date. Some counties across the state have implemented an advance court notification via text, phone call, email, or a combination of all three to inform defendants prior to court. There has

been some success recognized in reducing failures to appear by implementing this process.

s. There are two main visions for the future that include expanding the current jail and capitalizing on the existing physical plant. Or expanding the current jail and the construction of a new court. The concern with this vision is having adequate land to support the vision selected and that the ideal location is in a flood plain.

t. This document provides the information necessary for the county to decide regarding future steps to be taken to address the jail challenges.

X. RECOMMENDATIONS:

a. Develop a request for qualifications to pursue architectural and engineering services to begin planning for a new facility, expansion, and/or court building.

b. Ensure that new jail planning considers support needs (booking, sally ports, property storage, programming needs, food service, laundry, delivery loading docks, etc.) as part of future needs.

c. Expand the role of the Law Enforcement Committee and Community Corrections Advisory Board to identify inefficiencies as well as opportunities and develop collaborative plans of action to enable the criminal justice system to operate more effectively. Potential results would be reduced jail populations, expedited court processing, and reduced frustration for everyone in the criminal justice system as well as offenders, and reduced spending of taxpayer dollars due to the increasingly expensive use of incarceration. The National Institute of Corrections has a resource “Guidelines for Developing a Criminal Justice Coordinating Council,” that can be found at <https://info.nicic.gov/cjcc/> to assist the County.

d. Continue the Sessions Court jail docket.

e. Review the process of expediting access to information located in the Tennessee Court Information System (TnCIS) to assist the Sessions Court Judge, District Attorney, and Public Defender in decision-making on cases.

f. Complete the review of outstanding warrants. Identify the reason and correct the redundancy in the records management system. Identify which cases would be appropriate to “flush out” and act on them.

g. Review the existing jail management system. Determine if it is providing accurate data. Contact the previous vendor to obtain data that the jail has reported is no longer accessible. Ensure that paper records exist for any information that is mandated to be retained in applicable records retention laws that are no longer accessible through the jail management system.

h. Establish a Cannon County opioid abatement committee. Explore the National Association of Counties at <https://www.naco.org> document “The Principles Quick Guide to Conducting a Needs Assessment” to identify gaps in services and developing needs before beginning to prioritize the use of these funds. Explore the University of Tennessee’s SMART Policy Network at: <https://smart.ips.tennessee.edu>.

i. To support the jail docket, the jail should provide an emailed list of inmates in custody reflecting their names, booking date, and if possible, the charges booked on to the Sessions Judge, District Attorney, and Public Defender mid to late afternoon on Tuesdays. j. Comply with TCA 40-7-118 in relation to the booking of a person issued a citation in lieu of arrest prior to appearing in court.

k. Consider Judicial Commissioners conducting screening for indigency at the time of the initial bond setting.

l. Explore purchasing and implementing an electronic advance court notification via text, phone call, email, or a combination of all three to inform defendants prior to court.

APPENDIX A

Facility Evaluation

This evaluation looked at the detention center to evaluate operations and the utilization of all spaces within the facility. A brief description of each area was provided along with any identified challenges. In some instances, comments from staff regarding future needs were also provided. To determine the adequacy of the facility, the space currently being utilized for a specific purpose was examined to determine whether there was sufficient room to carry out the function in the existing facility. Functional adequacy was also assessed to consider current and potential for future needs.

These areas were rated using a scale of good, fair, or poor. The below table provides the definition of each rating.

Definition

Poor The space is inadequate in size or configuration to carry out or properly support the intended function.

Fair The space, though tolerable, sacrifices efficiency and cost-effectiveness due to its size or configuration.

Good The space is adequate in size or configuration to carry out or properly support the intended function.

The below table summarizes the findings as it pertains to the assessment of the existing facility.

Functional Component	Space	Functional	Comments
Intake and Security			
Vehicular Sally Port	F	F	Single vehicle sally port. There is a problem with water entering this area under the doors during rain.
Lobby/Intake Area	P	P	This is a hallway from the vehicle sally port to the booking area. There is a weapons storage box and along the wall storage for sandals and trustee (exterior worker) clothing. There is no separate area for these items to be stored.
Booking	P	P	<p>This area is small and not conducive for multiple intakes at one time. There are three holding cells located here (D-38, D-39, and D-40) that house inmates going to court, being released to another jurisdiction, or pending a permanent release. D-38 and 41 are single person cells with a combination sink and toilet while D-39 is a drunk tank (no toilet/sink).</p> <p>There is a shower room that serves the dual purpose of a search room for new arrivals. The equipment in this area (fingerprint machine, camera, and other items used for booking) are not secure, in that a violent/non-compliant inmate could easily vandalize equipment or gain access to implements to use as a weapon.</p> <p>The area is not conducive to appropriate screening of inmates (mental health, suicidal, medical sensitive related issues). There is no area where health care personnel could do an assessment other than the shower room.</p> <p>There is no inmate property storage area located here. Rather a clothing rack in the corner of the booking area is used for this purpose.</p>

Storage/Property Storage	P	P	This area consists of two small rooms approximately 9'x15' each. The two rooms are formed by a temporary wooden wall and door installed by the jail. On one side, deputy uniforms and miscellaneous equipment are stored and on the other side is inmate property, jail property, and containers of clothing donated by Rutherford County. This area would not support growth in the inmate population.
Intake Medical Procedures	P	P	There is no private area for medical screening. The shower room is utilized.
Housing			
Standards Compliance (Tennessee's Minimum Standards for Local Correctional Facilities)	F	F	<p>1400-01-.04</p> <p>(2) Facilities shall meet the following requirements:</p> <p>(a) New and existing facilities shall have, on average, lighting of at least twenty (20) foot candles in activity areas to be measured three (3) feet off the floor. Lighting levels appear to be met throughout the facility.</p> <p>(b) New and existing facilities shall have forced air ventilation in sleeping and activity areas. Temperature/ventilation flow throughout the jail appeared comfortable. The jail leadership indicated however, constant challenges with the HVAC system.</p> <p>(d) New and existing facilities shall have a temperature of not less than sixty-five (65) degrees Fahrenheit and not more than eighty (80) degrees Fahrenheit in sleeping and activity areas.</p> <p>(5) In existing jails and workhouses, dormitories shall provide not less than twenty-five (25) square feet of floor space per occupant, exclusive of the area occupied by bunks, and a ceiling height of not less than eight (8) feet. If an inmate who occupies a dormitory has regular access to additional living areas, the additional area may be added on a pro rata basis to the square footage available to an inmate. A dayroom is required with thirty-five (35) square feet per inmate for the maximum number of users at one time. Housing units meet this requirement when crowded conditions do not exist. Crowding in the female housing unit is almost constant.</p> <p>(9) New facilities shall have at least one (1) single cell for the separation and control of problem inmate(s). The cell shall conform to the single-occupancy cell dimensions and shall have, at a minimum:</p> <p>(a) High security light fixture;</p> <p>(b) Unbreakable toilet and sink with control valve located outside the cell;</p> <p>(c) Forced air ventilation; and,</p> <p>(d) Concrete bed, a minimum of twelve (12) inches off of the floor and no higher than sixteen (16) inches off of the floor, with rounded edges.</p> <p>The cell shall contain no structural projections or furnishings that would allow the inmate to harm himself/herself. The cell shall be located to allow continuous monitoring by detention officers. The jail uses several different areas to segregate inmates. There is a four-person segregation unit used for non-compliant, disciplinary, and violent inmates. This area houses male inmates only. There is no female segregation unit. Other areas used are the library room, and big visitation room that are clearly not designed as a cell. They do not have a toilet, sink, or bed, and are not designed to be suicide proof. Both cells have blind spots from camera monitoring that limit the control officer from monitoring the cells. Two booking holding cells are also used to temporarily house inmates. A third holding cell has no facilities and is used as the "drunk tank".</p>

		<p>(14) New facilities shall have at least one (1) multi-purpose room for conducting programs and for inmate exercise. There are two outdoor recreation areas. There is no multi-purpose room for conducting programs.</p> <p>(17) Facilities shall have a secure control center, manned twenty-four (24) hours per day, through which telephone and other communications are channeled. The location of the control center shall provide good visibility or be equipped with a monitoring device. The control center shall monitor the operation of various systems, including fire alarm, smoke and thermal detection, public address, radio and other mechanical and electrical systems as warranted. The central control is in the center of the jail, surrounded by a hallway and the housing units. Due to cameras, window tinting, and other obstructions, there are zero lines of site from the control center into housing units. A small wooden counter is used for the jail administrator and assistant administrator as an office. This area is also the only space available for a break room for CO's. The area is cluttered with administrative supplies, radio storage, a refrigerator, camera monitors, and inmate records. In the basement below the control center is the mechanical room and the staff bathroom that is open in the corner of this room. A sheet is hung up to offer some privacy.</p> <p>(22) Facilities shall have documentation of compliance with applicable sanitation and fire safety standards. There is a work building exterior to the jail that is used as the jail workshop for facility repairs and tools. It is questionable whether this area would comply with any TOSHA (safety/fire safety standards). Due to the design and water from rain, we observed extension cords being run throughout the building laying in puddles of water.</p> <p>(26) Any temporary inmate housing shall meet all standards for existing facilities. Temporary housing for inmates shall not be in use for more than eighteen (18) months unless an extension is approved by the Tennessee Corrections Institute Board of Control. While not formally considered temporary housing, the library and big visitation area are routinely used for housing mentally ill, suicidal, and medical inmates.</p> <p>1400-01-.07</p> <p>(11) All tools, toxic, corrosive and flammable substances and other potentially dangerous supplies and equipment shall be stored in a locked area which is secure and located outside the security perimeter of the confinement area. Tools, supplies and equipment which are particularly hazardous shall be used by inmates only under direct supervision. All of these items are stored in the workshop outside the jail. Accountability is questionable, and hazardous materials/tools are not stored in locked cabinets. Rather they are stored inside this building.</p> <p>(15) Detention officer posts shall be located in close proximity to inmate living areas to permit officers to see or hear and respond promptly to emergency situations. There shall be written orders for every detention officer duty and post. The primary means of monitoring and/or responding to emergencies in living areas is accomplished by the rovers who move through the facility. However, due to the configuration of the facility, an</p>
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			<p>officer may be in an area that they cannot immediately hear or observe the call for assistance. Additionally, the control center that is centrally located among the housing areas has had window tinting and camera monitor systems that block all lines of site into the units.</p> <p>(17) The security perimeter shall ensure that inmates are secured and that access by the general public without proper authorization is denied. Access inside the facility is controlled by key or central control. However, direct access to the exterior of the entire building, recreation areas, inmate workshop, and impound lot can be accomplished by simply driving or walking up to the building. Staff report that there have been instances where citizens have thrown contraband into the recreation areas.</p>
Central Control	P	P	<p>1400-01-.04(17). Facilities shall have a secure control center, manned twenty-four (24) hours per day, through which telephone and other communications are channeled. The location of the control center shall provide good visibility or be equipped with a monitoring device. The control center shall monitor the operation of various systems, including fire alarm, smoke and thermal detection, public address, radio and other mechanical and electrical systems as warranted.</p> <p>There is a single control center that is in the center of the housing areas and surrounded by a hallway. This post has no direct lines of site into any housing units or secure areas of the facility.</p>
Housing	P	P	<p>The entire jail except for housing unit D-23, are open dormitory configurations. The facility design does not support an adequate classification/housing plan that enables inmates to be separated and housed by their level of risk and need. All female inmates are housed in a single dormitory style housing unit. Violent and non-violent offenders are mixed in this unit. Shower configurations are designed that create blind spots in each housing unit. In the female unit, the visitation and commissary kiosk has been installed in a pedestrian sally port that accesses the recreation yard. There are no lines of site into this area.</p>
Single Occupancy Housing	P	P	<p>An acceptable figure for single occupancy/restricted housing has historically been ten percent of the available bedspace is designed for this purpose. There is a total of four single occupancy cells for males in the building and none for female inmates. Another challenge is that there are no cells available for the housing of inmates in a medical infirmary, mental health, or suicidal status. Rather, booking holding cells, the library, and visitation area – none of which are designed for housing inmates, let alone inmates in a special needs' status.</p>
Programs and Services			
Visitation	F	F	Accomplished using video visitation.
Education and Programs	P	P	No programming space exists.
Recreation	P	P	<p>No indoor recreation exists. Day room spaces are inadequate for this purpose due to the size of the cells and the numbers of inmates housed.</p> <p>1400-01-.04(15). New facilities shall provide a secure outdoor recreation area with dimensions of at least nine hundred (900) square feet. Covered/enclosed exercise areas shall have fifteen (15) square feet per inmate for the maximum number of inmates expected to use the space at one time, but not less than five hundred (500) square feet of unencumbered space.</p>

			There is two areas designated for outside recreation (one for males, and one for females). The areas are directly accessible to the public.
Medical Services			
Medical/ Physical Examination	P	P	<p>The medical clinic is in a room approximately 6' x 5'. Located in the room is an exam chair, medicine cart, a cabinet, desk, sink, and other wall mounted cabinets. There is no waiting area for the clinic. Dental services are provided at the inmate's expense in the community, mental health services are provided remotely via video access. The clinic room is extremely small.</p> <p>Room D-57 located by the laundry is a room used by medical to store some medical equipment and old medical files.</p>
Administration			
Office	P	P	There is a single office located in the Sheriff's Office lobby area that supports visitors to the jail and sheriff's office. Also located here is sentence management, and storage of active warrants. The two people working in this area respond to public inquiries. This is the only office space throughout the jail.
Support Services			
Food Service	P	P	<p>The kitchen area is congested. It would unlikely support a major jail expansion. The food service warmer is out of service while waiting on parts. When the ventilation system over the cooking area is turned on, it sucks the sewer vapors out of the traps creating a strong sewer odor. Due to the size of dry storage, items are piled directly in front of electrical panels. The refrigeration and freezer units are small and would not support a jail expansion.</p> <p>In the boiler room outside the security area of the jail are five more freezers used for storage of bread and garden produce.</p> <p>The restroom in this area has significant structural damage that has been under constant repair.</p>
Laundry	P	P	There are two newly installed "Speed Queen" washers and dryers that are household size. Laundry is done seven days a week to keep up with the workload.
Staff Support	P	P	<p>This is no area for staff to take a break.</p> <p>There is no staff training space. This is accomplished inside the central control area or the booking area.</p>
Utilities and Maintenance	F	F	There are three areas used for this purpose, under central control, in a room located on the back side of the jail near the vehicle sally port, and a standalone maintenance building. All are extremely cluttered as they serve a dual purpose of storage. The main electrical room that also serves as a staff restroom is located under central control. Another room located adjacent to the vehicle sally port has an electrical room and in the main room are tankless hot water heaters (Noritz and Rinnai). These two rooms are also used for storage and kitchen freezer overflow. The standalone maintenance building is used for storage, grounds equipment, and maintenance workshop.

**APPENDIX B
CRIMINAL COURT FILINGS**

Crimes	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019	2019 - 2020	2020 - 2021	Totals
Assault	13	11	5	7	13	12	27	27	24	139
Burglary/Theft	54	61	45	26	38	42	26	15	25	332
Drugs	62	128	78	62	76	47	38	40	38	569
DUI	7	8	17	11	14	12	5	6	12	92
Homicide	2	0	1	0	7	0	1	2	0	13
Kidnapping	1	2	0	2	2	2	4	1	3	17
Offense Against Administration of Government	5	20	5	11	34	14	17	21	22	149
Offenses Against the Family/Person	4	4	6	1	3	6	12	9	6	51
Other	9	1	3	7	7	2	3	8	11	51
Other Motor Vehicle Offenses	9	9	11	17	7	9	9	2	52	125
Other Offenses Against Property	16	4	6	23	20	13	17	8	0	107
Other Offenses Against Public Welfare	2	6	6	5	18	8	9	9	9	72
Petition/Motion or Writ	0	0	0	0	0	0	0	0	0	0
Post-Conviction	0	1	0	0	0	0	0	0	0	1
Probation Violation	113	110	107	97	154	146	82	121	83	1,013
Robbery	0	2	0	0	1	3	4	0	0	10
Sexual Offense	4	22	10	1	2	8	21	2	38	108
Totals	301	389	300	270	396	324	275	271	323	2,849

**APPENDIX C
MISDEMEANANTS IN CUSTODY**

2013	Cannon County Misdemeanants				Statewide Misdemeanants	
	Pretrial		Sentenced		Pretrial	Sentenced
January	24	32.4%	31	41.9%	13%	16.8%
February	27	33.5%	25	33.8%	12.6%	16.9%
March	33	41.3%	26	32.5%	12.9%	17.5%
April	35	39.8%	31	35.2%	12.9%	18.2%
May	11	13.8%	32	40%	13.1%	18.5%
June	15	20.5%	29	39.7%	13.9%	17.6%
July	22	31.9%	27	39.2%	13.7%	17.2%
August	26	36.1%	34	47.2%	13.5%	18.4%
September	22	33.8%	25	38.5%	13.7%	17.2%
October	23	33.8%	26	38.2%	13.8%	17%
November	14	21.9%	31	48.4%	13.1%	18%
December	17	29.8%	19	33.3%	13.3%	15.9%
Average	22	30.72%	28	38.99%	13.33%	17.43%
2014	Cannon County Misdemeanants				Statewide Misdemeanants	
	Pretrial		Sentenced		Pretrial	Sentenced
January	19	23.5%	32	39.5%	13.2%	17.5%
February	14	21.9%	24	37.5%	13.1%	18.3%
March	15	27.8%	14	25.9%	14.6%	17.2%
April	11	20%	16	29.1%	13.5%	17.8%
May	20	33.9%	19	32.2%	14.1%	18.3%
June	31	50%	12	19.4%	14.5%	17.8%
July	13	26.5%	15	30.6%	14.8%	17.8%
August	22	42.3%	13	25%	14.9%	17.8%
September	37	53.6%	17	24.6%	14.6%	17%
October	17	32.7%	19	36.5%	13.1%	17.7%
November	22	34.9%	25	39.7%	13.9%	16.4%
December	17	31.5%	23	42.6%	12.9%	15.3%
Average	20	33.22%	19	31.88%	13.92%	17.41%
2015	Cannon County Misdemeanors				Statewide	
	Pretrial		Sentenced		Pretrial	Sentenced
January	20	27.8%	33	45.8%	13.5%	17.3%
February	12	21.4%	22	39.3%	13.5%	16.9%
March	21	38.9%	16	29.6%	13.7%	15.7%
April	19	28.4%	28	41.8%	13.7%	16.2%
May	12	20.7%	26	44.8%	14.2%	16%
June	26	37.1%	21	30%	13.7%	16.1%
July	31	45.6%	27	39.7%	13.4%	17.2%
August	20	29.9%	32	47.8%	14.1%	16.6%
September	23	32.4%	39	54.9%	14%	16.5%
October	14	23.3%	35	58.3%	14.4%	16.3%
November	20	35.1%	30	52.6%	13.9%	15.5%
December	16	28.1%	34	59.6%	13.5%	15%
Average	20	30.73%	29	45.45%	13.83%	16.28%
2016	Cannon County Misdemeanors				Statewide	
	Pretrial		Sentenced		Pretrial	Sentenced
January	16	26.7%	34	56.7%	14.6%	15.2%
February	16	25%	34	53.1%	14.7%	14.9%
March	3	7.3%	24	58.5%	14.4%	15.4%
April	14	29.2%	25	52.1%	14.3%	16.4%
May	15	26.8%	23	41.1%	16.9%	15.8%
June	20	33.9%	24	40.7%	15.4%	16.1%
July	19	35.2%	20	37%	16.1%	16.3%
August	24	42.1%	16	28.1%	16.8%	16.3%
September	10	15.4%	23	35.4%	15.7%	17.5%
October	21	42%	14	28%	15.2%	16.6%
November	13	28.9%	17	37.8%	14.5%	17%
December	22	44.9%	17	34.7%	15.2%	16.1%

Average	16	29.78%	23	41.93%	15.32%	16.13%
2017	Cannon County Misdemeanants				Statewide Misdemeanants	
	Pretrial		Sentenced		Pretrial	Sentenced
January	16	25%	25	39.1%	15.5%	16.7%
February	15	23.4%	18	28.1%	15.9%	17.4%
March	25	32.1%	22	28.2%	15.7%	18.2%
April	30	41.1%	21	28.8%	16.4%	17.7%
May	19	28.8%	28	42.4%	16%	17.5%
June	14	21.2%	23	34.8%	15.8%	18.3%
July	12	16.2%	30	40.5%	16.9%	17.3%
August	13	18.6%	28	40%	15.8%	17.7%
September	10	16.4%	31	50.8%	17%	17.6%
October	21	30%	28	40%	17.2%	16.3%
November	19	31.7%	21	35%	16.3%	16.5%
December	13	23.2%	26	46.4%	17.3%	15.2%
Average	17	25.64%	25	37.84%	16.32%	17.20%132
2018	Cannon County Misdemeanants				Statewide Misdemeanants	
	Pretrial		Sentenced		Pretrial	Sentenced
January	13	20.6%	29	46%	16.8%	15.6%
February	14	20.6%	21	30.9%	17.2%	15.7%
March	12	20.7%	25	43.1%	17%	16.6%
April	12	20.7%	25	43.1%	17.3%	16.1%
May	12	19.7%	15	24.6%	17%	16.6%
June	11	16.4%	17	25.4%	16.8%	16.6%
July	12	16.4%	16	21.9%	15.8%	23%
August	9	15.5%	17	29.3%	16.8%	17.4%
September	13	21.3%	22	36.1%	17.4%	17.1%
October	10	19.6%	17	33.3%	18.2%	16.1%
November	16	29.1%	16	29.1%	15.6%	17%
December	10	20.8%	15	31.3%	18.1%	14.9%
Average	12	20.12%	20	32.84%	17%	16.89%
2019	Cannon County Misdemeanants				Statewide Misdemeanants	
	Pretrial		Sentenced		Pretrial	Sentenced
January	9	16.15%	24	42.9%	16.7%	15.9%
February	14	24.1%	23	39.7%	16.1%	16%
March	10	18.5%	22	40.7%	16.2%	16.1%
April	19	28.8%	24	36.4%	15.9%	16.4%
May	17	26.6%	23	35.9%	15.9%	16.2%
June	16	24.6%	23	35.4%	16.7%	16.3%
July	14	20.3%	22	31.9%	16.1%	16.1%
August	12	24%	11	22%	16.1%	16.4%
September	6	10.7%	19	33.9%	16.1%	15.6%
October	14	23.3%	21	35%	15.4%	15.4%
November	11	18%	22	36.1%	15.4%	15.7%
December	18	34%	9	17%	16.3%	14.5%
Average	13	22.4%	20	33.9%	16.08%	15.88%
2020	Cannon County Misdemeanants				Statewide Misdemeanants	
	Pretrial		Sentenced		Pretrial	Sentenced
January	13	21.3%	18	29.5%	15.6%	15.9%
February	11	19%	22	37.9%	16%	16.2%
March	4	10.3%	14	35.9%	9.8%	13.5%
April	8	20.5%	13	33.3%	9.6%	11.1%
May	9	23.7%	11	28.9%	11.7%	10.2%
June	13	22.4%	17	29.3%	13%	11%
July	16	29.1%	18	32.7%	13.8%	11.3%
August	20	40%	11	22%	15%	11.4%
September	19	35.5%	11	20.8%	15.2%	12.4%
October	20	35.1%	10	17.5%	16%	12.95
November	18	32.1%	9	16.1%	16.1%	13.2%
December	18	36%	6	12%	14.9%	11.2%
Average	14	27.08%	13	26.33%	13.89%	12.53%
2021	Cannon County Misdemeanants				Statewide Misdemeanants	
	Pretrial		Sentenced		Pretrial	Sentenced

January	11	29.7%	3	8.1%	14.3%	11%
February	16	43.2%	3	8.1%	14.9%	10.8%
March	16	40%	9	22.5%	14.8%	11.6%
April	20	51.3%	1	2.6%	15%	13.1%
May	22	48.9%	4	8.9%	17.1%	13.2%
June	9	25.7%	7	20%	16.5%	14.3%
July	14	35%	6	15%	17.2%	14.7%
August	21	47.7%	5	11.4%	17.5%	14.1%
September	19	48.7%	5	12.8%	16.6%	13.5%
October	19	43.2%	9	20.5%	17.2%	12.9%
November	8	21.1%	14	36.8%	16.9%	13.2%
December	13	34.2%	9	23.7%	17%	12%
Average	16	39.06%	6	15.87%	16.25%	13%
2022	Cannon County Misdemeanants				Statewide Misdemeanants	
	Pretrial		Sentenced		Pretrial	Sentenced
January	12	34.3%	11	31.4%	16.7%	12.2%
February	20	42.6%	9	19.1%	17%	12.6%
March	16	43.2%	3	8.1%	16.6%	13%
April	14	34.1%	5	12.2%	16.4%	14%
May	16	42.1%	7	18.4%	17.5%	13.1%
June	24	47.1%	3	5.9%	16.2%	13.5%
July	14	35.9%	4	10.3%	16.9%	12.9%
August	15	31.3%	14	29.2%	16.4%	13.2%
September	16	39%	10	24.4%	16.3%	13.6%
October	21	43.8%	9	18.8%	17%	12.4%
November	19	36.5%	11	21.2%	16.2%	12.5%
December	12	26.1%	13	28.3%	15.7%	11.4%
Average	17	38%	8	18.94%	16.58%	12.87%
2023	Cannon County Misdemeanants				Statewide Misdemeanants	
	Pretrial		Sentenced		Pretrial	Sentenced
January	26	39.4%	18	27.3%	15.4%	12.3%
February	16	30.8%	18	34.6%	16.4%	12%
Average	21	35.1%	18	31%	15.9%	12.2%

APPENDIX D
NEW JAIL CONSTRUCTION POPULATION INCREASES

County	ADP 12 Months Prior to Opening	ADP 12 Months After Opening	Percentage ADP Increase at 12 Months	Old Capacity	New Capacity	Prisoner Count on 1/31/2020 Pre – COVID-19	Prisoner Count On 2/28/2023
Anderson *	326	335	2.7%	354	499	392	347
Bedford	220	179	(22.9%)	216	399	185	286
Benton *	56	78	28.2%	62	140	107	79
Bledsoe	21	90	76.7%	9	152	148	72
Campbell*	179	228	21.5%	90	322	311	307
Carroll *	112	133	15.8%	112	170	157	196
Carter	229	269	14.9%	202	296	328	209
Coffee	273	324	15.7%	191	400	348	343
Decatur	27	29	6.9%	22	59	57	46
Dickson *	246	314	21.7%	207	399	354	358
Fentress	49	110	55.5%	20	166	158	131
Grundy	66	82	19.5%	34	114	98	72
Hardeman	77	95	18.9%	87	179	104	93
Hawkins	114	173	34.1%	66	266	245	225
Haywood	106	123	13.8%	132	194	119	96
Henderson	93	132	29.5%	52	216	237	207
Lawrence	139	181	23.2%	90	261	280	158
Lincoln*	127	152	16.4%	118	276	144	118
McMinn	286	304	5.9%	250	348	351	280
Monroe	272	194	(37%)	138	292	244	287
Roane	104	132	21.2%	76	170	238	214
Robertson	316	382	17.3%	216	584	471	369
Scott	90	128	29.7%	49	140	168	151
Sevier*	485	470	(3.1%)	442	570	555	410
Smith	68	120	43.3%	34	128	130	106
Stewart	20	69	71%	19	132	82	79
Tipton	199	233	14.6%	122	208	205	201
Unicoi	69	73	5.5%	61	100	104	102
Van Buren	50	51	2%	13	83	77	41
Wayne	64	106	39.6%	38	128	146	130
Wilson*	230	291	21%	320	458	514	432
AVERAGE	148	180	20.1%			227	198

*NOTES: *major expansions*

**APPENDIX E
PEAKING FACTOR**

Year	Male ADP	Male Peak	Female ADP	Female Peak	Total ADP
2014	17	2.5137	8	2.3803	25
2015	43	1.107	17	1.2324	60
2016	46	1.0558	18	1.0139	64
2017	53	1.3923	20	1.5343	73
2018	39	1.2198	10	1.3423	50
2019	30	1.1805	8	1.5695	39
2020	34	1.2415	8	1.6197	43
2021	17	2.5137	8	2.3803	25
2022	43	1.107	17	1.2324	60
Average	37	1.3872	13	1.5275	51