



National Institute of Corrections Jails Division

Hamblen County, Tennessee
National Institute of Corrections
Jail and Justice System Assessment
Report

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National Institute of Corrections

Hamblen County, Tennessee Jail and Justice System Assessment

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Disclaimer

RE: NIC Technical Assistance #15J1055

This technical assistance activity was funded by the Jails Division of the National Institute of Corrections. The Institute is a Federal agency established to provide assistance to strengthen state and local correctional agencies by creating more effective, humane, safe and just correctional services.

The resource persons who provided the onsite technical assistance did so through a cooperative agreement, at the joint request of the Hamblen County Sheriff and the Hamblen County Mayor, and through the coordination of the National Insitute of Corrections. The direct on-site assistance and subsequent report are intended to assist the agence in addressing issues outlined in the original request and in efforts to enhance the effectiveness of the agency.

The contents of this document reflect the view of Ms April Pottorff and Ms. Cheryl Gallant. Points of view or opinions expressed in the Technical Assistance Report are those of the authors and do not represent the official opinion or policies of the U.S. Department of Justice. Upon delivery of the final Technical Assistance report to the agency that request the assistance, the report becomes the property of that agency. The National Institute of Corrections will not distribute the report to non-NIC entities, or consider it an agency record under the Federal FOIA, without the express, written approval of the agency.

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Executive Summary

Mayor William Brittain, Sheriff Esco Jarnagin, and Board Chairman Stencil Ford submitted a joint request to the National Institute of Corrections (NIC) Jails Division for a Jail and Justice System Assessment (JJSA). Ms. Dee Halley, Correctional Program Specialist, responded to the request and arranged for NIC to conduct the JJSA on-site activities. Technical Resource Providers (TRP) Ms. April Pottorff and Ms. Cheryl Gallant conducted the JJSA. April Pottorff coordinated with the Mayor's office to coordinate pre-visit activities and to identify the dates for the on-site visit. The JJSA took place on the 22nd and 23rd of September, 2015. During the on-site meetings with Hamblen County officials, the TRPs did a summary review of the local criminal justice system practices and gathered additional information on the current situation in the County.

The Hamblen County Jail (Jail) has a host of operational deficiencies due to the outmoded supervision model, deferred maintenance issues, and overcrowding. Building conditions and deferred maintenance issues are exacerbated by the overcrowded conditions. Specific physical plant comments about the Jail are summarized in the section of this report entitled, "Overview of the Jail and Sheriff's Office," and in slides from the NIC on-site workshop/community meeting that demonstrate conditions.

On day two (23 September 2015) of the site visit, the TRPs conducted a Community Meeting to share observations and findings regarding the justice system, provide an overview of the NIC Facility Development Process¹, discuss Data Analysis, determine "Readiness", and facilitate action planning to define next steps in the planning process. The primary focus of the Community Meeting was to review a number of key issues related to planning and data analysis, and to reinforce the importance of following the Facility Development Process and taking a broad systems approach to planning.

Since 2010 several studies have focused on various issues related to the existing Hamblen County Jail – namely – operations; building conditions; and staffing. One study, the Needs Assessment² forecasted population projections – the first step in determining the size of the new jail. In addition the Tennessee Corrections Institute (TCI) and the State of Tennessee Department of Commerce and Insurance Fire Prevention Division (FPD) have both consistently cited the Hamblen County Jail for issues relating to overcrowding, obstruction of egress paths, security, lack of staffing, housing conditions, and deficiencies in policy and procedures. In June 2015, the TCI issued a letter that denied certification for the Hamblen County Jail.

The issues cited in previous reports and inspections by TCI and FPD parallel the findings and recommendations put forth in this JJSA report. The TRPs learned that some action was taken in response to the TCI and FPD inspections (e.g., new locking system in the older portion of the Jail, which is located on the lower level of the justice center). However, since the previous reports, the stakeholders have changed: new Commissioners and judges. With new stakeholders in place, the TRPs hope the new

¹ National Institute of Corrections. *Facility Development Process*, 2009

² CGL. *Hamblen County, Tennessee: Criminal Justice Needs Assessment*. May 12, 2014

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momentum garnered from this JISA will provide the incentive needed to move forward with the planning process.

Hamblen County (County) stakeholders have taken the first step by acknowledging that the Jail situation must be addressed as demonstrated by attending NIC's Planning of New Institutions (PONI) in August 2015 and the stakeholders' participation in the workshop and community meeting. At the outset of the two-day, on-site activities, stakeholders were divided as to the whether cost or treatment is the County's priority for a new jail. But a "visioning" exercise conducted on the second day demonstrated a more closely aligned set of values and priorities.

The County appears willing to follow the recommended steps of the Facility Development Process. This includes the formation of a Criminal Justice Coordinating Committee (CJCC). The County must define the structure and appropriate members for the CJCC as well as take into consideration the potential use of outside resources to support this effort. The CJCC should play a vital role in defining a coordinated plan of action going forward, but could also address more immediate needs.

Hamblen County conducted a Needs Assessment in 2014, which only forecasted the Jail's future population based on Average Daily Populations (ADP). The County must also prepare to embark on the second phase of the Needs Assessment as part of the planning process to gain an understanding of who is in the jail (male, female, special needs, etc.), why they are in the jail (mental health, chemical dependency, misdemeanors, felonies, etc.), how long they are in the jail based on Average Length of Stay (ALOS) data, and what inefficiencies in the system contribute to the overcrowding. During the second phase of the Needs Assessment study, the County should consider alternatives to incarceration to assist in the long-term management of the jail population. Collecting and analyzing additional data will take time and resources and is often a challenge during the planning process. Therefore, once in place, the CJCC should establish a plan to begin collecting data in advance of commencing with the next phase of planning so that appropriate data is available to make informed decisions. Although the County provided the TRPs with previous reports and other documents, more data and work is needed as the County commences with the planning process. Agreement must be reached on what data to collect and what analyses are necessary to support the planning effort.

The JISA TRPs offer the following recommendations:

RECOMMENDATION #1: CRIMINAL JUSTICE COORDINATING COMMITTEE

Implement a Criminal Justice Coordinating Committee and utilize that group to develop a comprehensive strategy for policy evaluation and implementation.

RECOMMENDATION #2: PUBLIC ENGAGEMENT

Stakeholders recognize the need to conduct public outreach and education about issues surrounding the Jail, the planning process, and a plan to move forward. Two components comprise the Public Engagement effort: Creation of a Citizens Committee and development of an Outreach Strategy.

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RECOMMENDATION #3: PLANNING AND PRE-DESIGN BUDGET

Work to allocate funds for the next planning phase. These funds are not for design, but rather for the planning, pre-design efforts, and site selection. The next planning phase should build on the previous Needs Assessment to understand who is in the Jail, why they are in the Jail, how long they are in the Jail, and any inefficiencies within the Hamblen County Justice system that contribute to the Jail overcrowding. If Hamblen County is committed to incorporating treatment options (mental health and/or chemical dependency), then the planning effort should evaluate and analyze treatment options (residential, outpatient, in jail, treatment center, etc.) and ultimately the impact on jail bedspace. Once a full set of projections is available, the planning consultant can work with Hamblen County to define an operational plan, staffing analysis, and space program. This process allows Hamblen County to: fully understand the impact of change within the Hamblen County Criminal Justice System; coordinate a comprehensive, system-wide strategy to improve and enhance operations; strengthen programs and services to all constituents; and, meet the challenges of operating a safe, secure, responsive, efficient, and humane criminal justice system. The plan would reflect a commitment by leadership that carefully articulates the goals and objectives of the criminal justice system that will position the County to successfully face future challenges.

RECOMMENDATION #4: SOLICIT AND RETAIN JAIL PLANNER

After attending PONI and gaining an understanding of the Facility Development Process, the County prefers to select a jail planner to lead the pre-design activities. Once planning is complete, the County will select an architect. This approach gives the County options going forward whether or not to :

- Include the Jail Planner on the Design Team
- Retain the Jail Planner as part of the Owner's Team

RECOMMENDATION #5: JAIL LEADERSHIP AND ADMINISTRATOR TRAINING

In preparation for running a new Jail that employs operational philosophies different from the existing Jail, the TRPs recommend that the Jail Administrator and the senior Detention Officers obtain training on various jail and management topics.

To support the recommendations and discussions that took place, the TRPs recommended two additional next steps:

- Think about the County's future vision and mission of the Hamblen County justice system: Confinement vs Treatment/Rehabilitation vs Cost. This decision will lay the groundwork for a new Jail. Vision/mission defines the operations, and operations drives design.
- Every CJCC member should tour the existing jail.

In summary, an over-crowded jail is a symptom of many things that occur in the criminal justice system. Through the workshop discussion, the TRPs found stakeholders moving towards a spirit of cooperation

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and system-wide support (at different levels). This is a tremendous “first step” for the County. Hamblen County must continue to seek solutions through a systematic planning process.

Request for Technical Assistance

Mayor William Brittain, Sheriff Esco Jarnagin, and Board Chairman Stencil Ford submitted a request (Appendix A) to the National Institute of Corrections, Jails Division for a Jail and Justice System Assessment. Ms. Dee Halley, Correctional Program Specialist, responded to the request and arranged for Technical Resource Providers Ms. April Pottorff and Ms. Cheryl Gallant to conduct the JISA. The TRPs held meetings with Hamblen County officials during the on-site visit (22-23, September 2015) to conduct a summary review of the local criminal justice system practices, and, to gather additional information on the current situation in the County.

Activities associated the County technical assistance are:

1. Tour the Jail and develop a summary assessment of the current conditions.
2. Review the role of the Jail and non-custody alternatives in the continuum of sanctions provided by the local justice system.
3. Conduct a summary review of how the overall local criminal justice system functions and the County’s planning and coordination capacity.

This technical assistance report reflects:

1. The findings of the TRPs regarding the existing facilities and operations;
2. The TRPs’ review of planning and implementation efforts made to date; and
3. Recommendations regarding the planning process and the recommended steps to develop a system-wide plan to meet the County's correctional needs.

Special thanks to Mayor William Brittain and Ms. Cindy Dibbs who coordinated the on-site JISA activities, provided direction and support to the consulting team, supplied the TRPs with background information, arranged for the attendance of all requested stakeholders, and coordinated the logistics for the workshop and the Community Meeting.

Pre-Site Visit Activities

Prior to the on-site visit, April Pottorff conferenced with and sent a letter to Mayor Brittain that outlined the purpose of the site visit, a tentative schedule, and requested key data to assist in the technical assistance. Appendix B contains a copy of that letter. Further, as a part of the pre-site visit activities, Ms. Pottorff and Ms. Gallant received and reviewed previous reports, inspections, and data provided by Mayor Brittain. The data is referenced in other sections of the report. Hamblen County provided the TRPs with floor plans of the Jail (Appendix C) and a completed JISA Pre-Assessment Survey (Appendix D).

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Interviews and Kick-off Meeting

The TRPs conducted three meetings during the two days on site (refer to Appendix E for schedule and Day One Agenda). On day one, the TRPs conducted an orientation meeting with the Sheriff and key staff from the Hamblen County Sheriff's Office (HCSO), and facilitated a workshop with County stakeholders and representatives from the Hamblen County Criminal Justice System. Below is a list of individuals who attended the stakeholder workshop (Appendix F).

1. Hubert Davis, Commissioner
2. Dana Wampler, Commissioner
3. John Smyth, Commissioner
4. Teresa West, Circuit Court Clerk
5. Randy DeBord, Commissioner
6. John Dugger, Criminal Court Judge
7. Dan Armstrong, District Attorney General
8. Alex Pearson, Circuit Court Judge
9. Don Baird, Community Work Program
10. Rick Eldridge, Commissioner
11. William Wall, TCI
12. Bob Bass, TCI
13. Bill Brittain, Mayor
14. Esco Jarnagin, Sheriff
15. Glenna Howington, Citizen Tribune
16. Johnny Walker, Commissioner
17. Larry Carter, Commissioner
18. Greg Eichelman, Public Defender
19. Tim Goins, Commissioner
20. Taylor Ward, Commissioner
21. Joe Hunstman, Commissioner
22. Stancil Ford, Commissioner
23. Howard Shipley, Commissioner
24. Herbert Harville, Commissioner
25. Chris Cupps, District Attorney
26. Barbara Horton, Drug Recovery Court
27. Beth Boniface, Circuit Court Judge
28. Debra Williams, Chamber of Commerce
29. Doug Collins, General Session Judge
30. Geno Hambrick, Assistant Jail Administrator
31. Teresa Law, Jail Administrator

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The TRPs asked participants to introduce themselves and to share their expectations/questions for the JJS:

- Everybody to hear everyone else's concerns
- Map out steps for next 3, 6, 9 months
- See correctional environment improve
- Observe
- Observe to provide accurate coverage (newspaper)
- Learn
- Drugs – need to address/fix
- Population over 300 in 255-bed jail
- Eliminate drug and overcrowding with least amount of cost (\$\$) to taxpayers – concern expressed about mismanaged funds
- Facility inadequate for attorneys to meet with clients – unable to meet with more than one inmate at a time
- Facility plant contributes to recidivism; lacks dignity
- Probation violations are filling up the Jail
- County outgrew Jail – need new Jail, yet cost is a primary factor
- Determine what is needed; how to pay for it; add programs
- Explore options; better manage the drug problem; spend taxpayer dollars wisely
- Listen; see how team works together
- Mental health should be a consideration as Hamblen County moves forward
- Jail lacks program space, with many security vulnerabilities
- Be able to meet individual inmate needs, e.g., transition housing/services; program support/incentives; separation of inmates; literacy; work
- Intractable Pain Act – repealed last year
- Addiction has taken over good people's lives
- Need new jail – should consider halfway house; one size fits all no longer fits
- Don't hold state prisoners
- Est. 5,000 people with drug problem; prescription meds with imported meth, and heroin coming
- Don't build another annex – take the time to figure out a 40-year solution
- How to make it sustainable
- Importance of workflow
- Records storage
- Better environment for employees
- Hebrews 13 (read to group); lawsuit being filed related to an inmate suicide
- Compliance with TCI standards; correction violations

While the JJS outcome does not provide participants with the definitive answers to these questions and concerns, the JJS does offer a venue for stakeholders to exchange ideas and concerns in an open forum

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and for the TRPs to present the group with a process for how to get to these answers. The following summarizes issues that were discussed at the workshop. The comments are not presented in order of importance but are a reflection of the open discussion format.

JAIL FACILITY

- The Jail is rated for 255. The Jail is overcrowded, and recently the population peaked at 407. On 22 September, the 1st day of the on-site JJSA activities, the population was 312 (62 state; 130 pretrial). Housing state inmates generates \$1.2M in annual revenue.
- Hamblen County holds a contract with the Tennessee Department of Corrections (TNDOC) to house TNDOC inmates. The state facilities are at capacity as well, so holding TNDOC inmates is not a choice for the County. There is a backlog of 4,700 inmates awaiting transfer from county jails to the state prison. The State accepts inmates on a bed-available basis. TNDOC contracts with Hamblen County to hold state inmates. The per diem is approximately \$37 per day plus medical expenses. Without the contract, the County would be liable for medical costs. The TNDOC recognizes the overcrowded conditions the County is experiencing, so when a bed becomes available at a state prison, the TNDOC gives priority to state inmates housed at the Hamblen County Jail.
- There is an ongoing trend of non-compliance with state jail standards. The Tennessee Corrections Institute inspection reports note ongoing deficiencies with crowding, staffing, security, and building conditions. The County has a project underway to install new locks and a control system in the original Jail, which is located on the lower level of the justice center. To address staff deficiencies, the County recently hired two foodservice staff. In fiscal year (FY) 2016, the Jail will hire eight detention officers.
- Over the past five years, three inmates died while housed in the Jail: one suicide and two drug-related. A lawsuit filing related to one of the suicide deaths is in progress.
- Stakeholders noted that the Jail lacks adequate space for attorney/client conferencing, records storage, programs, treatment, and staff support areas. It also lacks an appropriate setting to house and treat inmates with mental health/special needs. All of the female housing is comprised of dorms – there is a lack of options for housing females.
- Stakeholders noted that the Jail conditions and environment do not afford any level of dignity for inmates and contributes to recidivism rather than reducing it.

STAFFING:

- The conditions in the existing Jail make for a stressful work environment. The Jail lacks staff support areas. The Jail experiences a great deal of turnover in staff annually. On average, the Jail loses two officers a month. High turnover impacts officer / inmate relations. The high turnover also increases costs for the County each time the Sheriff has to identify, screen, and train new recruits. Work conditions and low salary contribute to the high turnover.

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- A wage increase for Detention Officers is budgeted for FY16. As recommended by the 2011 staffing analysis, the County funded 4 new detention officers and 2 food service staff for FY2015-16.

INMATE POPULATION AND SERVICES

- All stakeholders agree that substance abuse/chemical dependency accounts for most crime, whether the primary or underlying issue behind committing a crime. The drug of choice has changed over time: meth, prescription pain pills, imported meth (Mexico and China), and heroin. Stakeholders estimated that 5,000 county residents have a drug problem. Addiction has taken over the lives of good people.

An informal survey of female inmates indicated that 86% are addicts and that 70+% are detained for drug-related charges.

The Intractable Pain Act was repealed last year, which should curb access to pain medication prescriptions within the State.

- Stakeholders noted that a plan to address inmates' mental health issues is needed.
- The County utilizes Drug Recovery Court (started in 2009), Electronic Monitoring (limited use), Release on Own Recognizance, "Can Wagon" (litter crews), and Probation to manage the Jail population. Probation is not seen as an effective deterrent as 60% end up violating the terms of their probation, which impacts the Jail population. The "Can Wagon" is a punitive measure and not a rehabilitative solution.
- Ideas about the future purpose of the Hamblen County Jail varied. Several stakeholders expressed the need to explore options to treat drug and mental health issues and that also address individual inmate needs such as transition housing and planning, job training and placement, and literacy issues. Others supported the idea of addressing chemical dependency and eliminating overcrowding as long as the solution resulted in the least amount of costs to the taxpayers. When the TRPs posed the question as to what the project driver is – "Addressing the core issue and creating a more mission driven jail?" Or, "Cost - building the least expensive jail, even if that meant a "warehousing" solution?" The response was "costs."

FUNDING

- Property taxes and county sales tax are revenue sources for the County. The County holds a AA bond rating and has bonding capacity available. Several Commissioners expressed the goal of funding a new Jail project without raising taxes. The County will retire \$10M in debt service in 2017 and another \$20M in 2019. To avoid raising taxes, one proposed strategy is to implement a phased Jail plan that coincides with the retirement of the current debt service.
- Stakeholders also discussed the importance of taking the time to plan and fully determine a long-term sustainable solution, and that it is important for the County to develop a more treatment-based

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solution, to determine what is needed, and how to pay for it. Several stakeholders stated that the existing jail is not part of the solution.

POTENTIAL ROADBLOCKS

- There are potential roadblocks to moving forward, and so it is important to identify them early. Otherwise, these roadblocks can potentially prevent the effort from going forward. Examples of the roadblocks include:
 - Funding
 - Public sentiment
 - Lack of resources within the community (mental health, substance abuse)

IDEAS TO EXPLORE:

A discussion with the stakeholders explored options for managing the population long-term, how to address the issues embedded in the inmate population (chemical dependency, mental health, etc.), and how such ideas might take shape physically. A variety of physical plant brainstorm ideas were explored:

- A new jail
- A stand-alone treatment center
- A combination facility for the Jail and a treatment center.

The treatment center concept could offer treatment, education, job placement, and/or counseling as conditions of bond and/or as sanctions. If the County is serious about considering this option, the County should expand the Needs Assessment in order to explore the incorporation of a treatment center. If the County elects to pursue a community corrections concept, it is critical that all stakeholders (judge, sheriff, defender, and prosecutor) all agree on the eligibility criteria and the process for determining which offenders are eligible for such a program.

The TRPs encourage stakeholders to build trust, work together, and engage in open, honest communication, and to remember this must be a business decision, not a political decision.

Overview of the Jail and Sheriff's Office

Facility Evaluation

Cheryl Gallant and April Pottorff toured the Hamblen County Jail on 22 September 2015. The Jail has a variety of operational deficiencies, deferred maintenance, and non-compliance issues (see TCI inspections reports). While the TRP's general observations are noted below, this is not an exhaustive list as the TRPs observed deficiencies already well documented in past reports and studies. Past TCI and the FPD letters and inspection reports that contain specific non-compliance issues are provided in Appendix G.

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JAIL OBSERVATIONS

- Based on their observations, the TRPs introduced the “Broken Window” concept. Although supplies, equipment, and property are improperly stored in corridors and stairwells, these areas are clean, painted, and maintained. Once in the housing units and the main control room, the TRPs observed very different conditions.
 - Peeling paint in showers and on doors
 - Missing equipment and finishes
 - Inmates sleeping on the floor in the narrow corridors
 - Poor lighting conditions
 - Failing casework in a control room

Improperly installed glazing in a control room The “Broken Window” theory derives from criminological ideas within urban environments, and the TRPs made the analogy using this concept as it relates to conditions observed in the Jail. While the TRPs recognize that overcrowding accelerates the wear and tear on a facility, the observed failure to address conditions within the housing confines and control rooms sends a strong message to both inmates and staff. For staff, the conditions imply that the County does not appreciate the staff and the stressful job they perform day-in and day-out. When an inmate observes damage that remains unrepaired, the message is that it is okay to abuse the facility, which in turn breeds more damage. When the County moves forward with a new facility, it will take effort, commitment, and strong leadership to establish expectations for inmate treatment of the facility, enforce those expectations, and follow through on maintenance to keep damage from accumulating.

- The TRPs observed several security/access control issues. The Vehicular Sallyport Doors are left open, thereby, defeating the interlock security feature to prevent escapes. An exterior door (presumably for egress) in the foodservice area does not have a secure interlock vestibule, and is used daily to access food storage located in another wing, that is also accessed via an exterior door that is not equipped with a secure interlock vestibule. This arrangement is operationally inefficient and presents a security breach to the secure perimeter of the Jail.
- The acoustics observed in the annex corridor, video visitation, and B, C, and D blocks are uncomfortable in normal circumstances due to reverberation.

Facility Observations Checklist and Jail Reports

Appendix H contains the Facility Observations and Impressions Checklist completed and photos taken during the walkthrough of the Jail.

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Day Two Meeting

On day two (23 September 2015) of the site visit, the TRPs conducted a workshop and Community Meeting to provide an overview of the Facility Development Process, discuss Data Analysis, present observations of the existing Jail facility, talk about the importance of determining “Readiness,” and to discuss next steps in the planning process. The primary purpose of the meeting was to review a number of key issues related to planning and data analysis, to reinforce the importance of following the facility development process, and taking a broad systems approach to planning. Day Two Agenda is located in Appendix I. Appendix J contains the list of meeting participants. Appendix K, L, M and N are additional materials that were presented and/or discussed during the meeting.

PowerPoint Presentations

Appendix O is the PowerPoint presentation that was used during the Community Meeting.

Based on discussion that occurred over the two-day JJSA, the TRPs determined that Hamblen County is part way through Phase 2, Needs Assessment of the Facility Development Process.

Action Items and Next Steps

As a final activity of the Community Meeting, the TRPs worked with the participants to identify the following list of action items that can be taken by the County:

Task	Complete by:
1. April Pottorff and Cheryl Gallant will complete and submit the Jail & Justice System report to Mayor Brittain and Sheriff Esco Jarnagin.	16 October 2015
2. Criminal Justice Coordinating Committee	15 December 2015
3. Public Engagement	15 January 2016
4. Planning and Pre-Design Budget	15 January 2016
5. Solicit and Retain Jail Planner	15 February 2016
6. Jail Leadership and Administrator Training	31 March 2016

Summary Findings

Hamblen County is located in northeastern Tennessee. Morristown is the county seat and economic center. Originally Hamblen County was a rural, agricultural-based economy. Over the past century, it has transformed into a manufacturing-based economy. It now serves as an educational, medical, employment, and retail center for a six-county area. Since 2000, the county population has increased

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from 58,128 to 63,036. Geographically Hamblen County is the 3rd smallest county in Tennessee and given its origin of agriculture commerce, the County retains the spirit of a small community. Hamblen County is growing. The capacity (255) of the existing Jail is on the high side of what is considered a medium sized jail. In consideration of the County’s population growth since 2000, projected county population growth, the Jail’s average daily population, and projected bedspace needs, the new Hamblen County Jail will likely transition into what is considered a large jail. The TRPs highlight this in order to stress the importance for stakeholders to approach a solution with that in mind. This is not to suggest that the TRPs are advocating for a larger jail for the sake of a larger jail – quite the contrary. We encourage you to “right-size” the new Jail. Given the forecasted size of a new Jail, Hamblen County has an opportunity to gain efficiencies in the economy of scale and numbers. Although 15 years ago a treatment facility did not make fiscal sense for Hamblen County, given the prevalence of addictions among the inmate population, the lack of services within the area, and the increased demand – it might very well make sense now. Also, if planned and designed correctly, the new Jail will increase efficiency in the operations. The TRPs highlight this point to encourage Hamblen County stakeholders to study options to see what is really feasible and cost effective before reaching preconceived conclusions.

The original Jail was built in 1978/80 with additional beds (annex) added in 2003 and 2008. The workhouse was built in 1988. The Hamblen County Jail’s rated capacity is 255. The operational capacity (85%) is 217. The Jail consistently exceeds its rated capacity by an average of 132%. At its peak, the Jail population exceeded capacity by 160%.

The data reveals growth among the misdemeanor population. Since July 2012 the growth of pre-trial misdemeanor population was minimal, but, during the same timeframe the sentenced misdemeanor population has increase an average of 10%.

Year	Pre-trial Misdemeanor (count)	Pre-trial Misdemeanor (%)	Convicted Misdemeanor (count)	Convicted Misdemeanor (%)
2015	45	14%	120	38%
2014	42	13%	105	33%
2013	36	12%	83	27%
2012	28	9%	88	28%

The severe overcrowding puts the courts and the Prosecuting Attorney in the position of releasing inmates that they would not otherwise release for the sake of freeing up a bed. Along the same line, the TNDOC makes it a priority to find beds for state inmates being held in the Jail in order to free up beds. Once a new Jail is open, the demand for the courts and TNDOC to remove individuals from the Jail dissipates, which will likely impact the ADP and ALOS. When augmenting the 2014 Needs Assessment

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with additional data, these factors must be factored into the projections. The Jail and courts should start collecting data around these two issues so the County will understand how this will impact future bedspace needs.

Since 2010, Hamblen County has conducted several targeted studies that focused on issues relating to the Jail: existing Jail operations; existing building conditions; existing Jail staffing analysis; and population projections.

- Hamblen County Jail Physical Plant and Operational Assessment
County Technical Assistance Service
Jim Hart, Jail Management Consultant
30 November 2010
- Jail Staffing Analysis: Hamblen County Sheriff's Office
County Technical Assistance Service
Jim Hart
10 March 2011
- Hamblen County Government
Structural Assess for the Existing Hamble County Jail & Criminal Justice Facility
Kaatz, Brinkley, Jones & Morris Architects
14 April 2014
- Hamblen County Tennessee Criminal Justice Needs Assessment
CGL
12 May 2014

Several stakeholders expressed the feeling that the Jail project has been “studied to death”. In reality the previous, targeted studies have focused on segments of the overall big picture. Except for the 2014 Needs Assessment, all the studies validated concerns and issues related to the existing Jail conditions and operations and proposed improvements within the context of the existing Jail. It is also important to recognize that several stakeholders have changed since the completion of the previous studies. Six of the 14 Commissioners are new to the Board (1st term commenced September 2014). Two judges took office since September 2014 as well. These stakeholders are still “getting up to speed” on the issues surround the existing Jail.

The TCI and the SFPD have consistently cited the Hamblen County Jail for issues related to overcrowding, obstruction of egress paths, door locks, poor ventilation, poor lighting, inability to classify inmates, security, policy and procedures, lack of preventive maintenance plan, deficient staffing, sanitation issues, and lack of outdoor recreation time. In June 2015, the TCI issued a letter that denied certification for the Hamblen County Jail.

The existing Jail conditions make for a stressful work environment. The Jail lacks staff support areas. The Jail averages a 50% turnover in staff annually. On average, the jail loses two detention officers a month. High turnover in staff has an impact on officer / inmate relations. The perpetual cycle also comes

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at a considerable cost to the County every time the Sheriff has to identify, screen, and train new recruits. Work conditions and low salary contribute to the high turnover. For FY16 a 16% wage increase is scheduled. In FY2015-16 the County funded 4 new detention officers and 2 food service staff. There is disparity in pay and ranks between Detention Officers and Patrol Officers. Although both receive the same benefits, Detention Officers are not sworn and earn less than patrol officers (15-20% less).

In recent decades, the industry has seen a “professionalizing” of the corrections profession. The result is that Detention/Corrections Officers are now required to complete rigorous training programs designed to give them the skills, knowledge, and abilities to provide for the care, custody, and control of the wide range of persons committed to the jail – people who may be dangerous and violent. As a result, a Corrections Officer’s position is ranked and compensation has equalized with their law enforcement counterparts. The TRPs recommend that Hamblen County and the Sheriff reevaluate the disparity between Detention Officers and Patrol Officers, keeping in mind the critical role Detention Officers play in Hamblen County’s public safety arena, and consider redefining the parameters for Detention Officers in order to provide stability in a future, new Jail.

During the first day, several stakeholders expressed the desire to address the core underlying issues among inmates – substance abuse and mental health – with substance abuse the most prevalent. A high percentage of inmates (70 – 80%) are in the Jail due to chemical dependency issues or crimes that are a result of their addictions. Addiction issues result in individuals reoffending and violating the terms of their probation, which puts them back in jail. Some stakeholders envision a treatment component along with the Jail that employs a rehabilitative mission to address the addiction, break the cycle, and reduce recidivism. In addition, discussions circled around the need to provide assistance to inmates as they return to the community: literacy, job training and placement, housing. Other stakeholder stated that the solution is driven by what is the least cost to the County. Based on comments and feedback on the first day, stakeholders were split about the priority for the new Jail: lowest cost vs. treatment.

On the second day, the session kicked off with a component of a “visioning” exercise. Based on the expectations expressed by stakeholders on the first day and the discussions that followed, the TRPs created a consolidated list of priorities. The TRPs gave each Stakeholder five colored dots for them to vote on the priorities that should serve as the “guiding principles” for planning and designing a new Jail and/or treatment facility. Stakeholders were allowed to assign the dots to five different priorities, split them among a couple, or use them all on a single priority. As demonstrated in the chart on the following page, the results were revealing. The top five priorities that garnered the most votes reflected the desire to plan for a long-term solution, help inmates transition back into the community, and improve conditions and opportunities for Jail staff. The next four supported a treatment-based solution, phased implementation, and a cost effective solution. The “Least Expensive” solution only garnered one vote. The distinction between “Least Expensive” and “Most Cost Effective” is important. The Most Cost Effective might not be the least expensive, but if planned correctly, should yield benefits from the investment (e.g., reduced recidivism, long-term strategy for managing the population, etc.). This exercise allowed the stakeholders to express their opinion with a degree of anonymity and brought forth a collective vision.

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OUTCOME OF VISIONING EXERCISE

Priority	# of votes
1. Size of Jail – Size for Future Expansion (Building & Program Support)	14
2. Transition Inmates Back Into Community (Literacy, Job Training)	14
3. Long-Term Solution	12
4. Improve – Employees & Jail Staff	11
5. Long-Term/Sustainable Management of Inmate Population	10
6. Community Corrections/Treatment Center	7
7. Address Core Issue(s): Mental Health/Chemical Dependency	6
8. Cost Effective Solution	6
9. Phased Implementation	6
10. Attorney Access to Clients	3
11. Proximity to Courthouse	3
12. Risk Management	3
13. Justice Center	2
14. Eliminate Overcrowding	1
15. Improve Correctional Environment	1
16. Least Expensive Solution	1
17. ‘Build Way Out’ of Overcrowding	0
18. Continuum of Sanctions	0
19. Look at All Options (New/Expansion)	0
20. Program Space in Jail	0

As demonstrated through their participation in the workshop and community meeting, Hamblen County stakeholders took the first step in acknowledging that the County must address the Jail situation. It is apparent that stakeholders collectively share similar concerns and the desire to address the mental health and chemical dependency issues of their inmates. The stakeholders must work together to accomplish this mission in a constructive, rehabilitative way that benefits the inmate and the community; and define a set of policies for deciding on a treatment/sentencing plan for inmates. A collective committee, not any one individual, must develop recommendations and make policy decisions.

The County appears willing to follow the recommended steps of the Facility Development Process. This includes the creation of a CJCC. The County must define the mission and charge, structure, leadership, and appropriate members for the committee as well take into consideration the potential use of outside resources to support this effort. The CJCC must define a coordinated plan of action going forward.

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The County must also prepare to augment the 2014 Needs Assessment study to gain an understanding of who is in the Jail, why they are in the Jail, how long they are in the Jail, and what operations within the system require improvement. In addition, the County is ready to commence with planning, pre-design and site selection activities. Stakeholders agreed that the County should consider treatment alternatives to assist in the long-term management of the Jail population. Data collection and analysis to support this planning effort will take time and resources and is often a challenge during the planning process. “Good data” is crucial to making sound planning decisions. Therefore, once in place, the CCJP should craft a plan to begin collecting data in advance of commencing with the Needs Assessment so that appropriate data is available for the Needs Assessment augmentation, which will ultimately reduce the cost of the assessment. Currently the Jail is unable to house inmates based on need and is limited as to how much they can house inmates by classification. One strategy is to start using a classification instrument to classify inmates even though the physical layout of the Jail lacks accommodation to house by classification – this will allow the Sheriff to begin building a database of information for the planning efforts.

With this request for Technical Assistance, Hamblen County has taken a major step in the planning process. The challenge for the future is to balance resources as the County moves forward with the development of a comprehensive plan for the management of defendants and inmates within the Criminal Justice System.

Based on workshop discussions, it appears that the Hamblen County stakeholders prefer a treatment-based approach for their jail population. It was also clear that members of the Criminal Justice System recognized that there is an opportunity to improve existing options and the new options must be explored and considered. As a part of the planning process, Hamblen County must evaluate the economic and social benefits and costs associated with a variety of sanctions, treatment options, and increased jail capacity. Discussions during the site visit highlight the importance of following the steps defined in the Facility Development Process and developing a comprehensive and sustainable solution to managing capacity within the Hamblen County Criminal Justice System.

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Data Analysis

The following section summarizes preliminary observations regarding the data that was collected prior to and during the JJSA visit. The data analysis is limited as the only data available for review were provided by the Hamblen County Sheriff's Office (HCSO), which included basic data related to average daily population (ADP) and average length of stay (ALOS). In addition, the *Hamblen County, Tennessee: Criminal Justice Needs Assessment (Needs Assessment)*³ report provided information regarding historical trends and population projections. Neither source provided the level of detail necessary to begin to identify population trends, i.e., date of admission/release; custody classification – minimum, medium, maximum; risk and needs - medical, protective custody, mental health, restrictive housing; charges; status – sentenced, pretrial; gender; etc. It is important to note that the data collection efforts may suggest certain apparent trends, but in many respects it merely raises further questions that must be assessed at a deeper level than was appropriate for this assessment.

It is important to note that the jail does not control the admissions to and releases from the facility. Law enforcement typically determines the admissions into the facility⁴, and the courts typically determine facility releases in terms of release options (bond, program release and length of sentence).

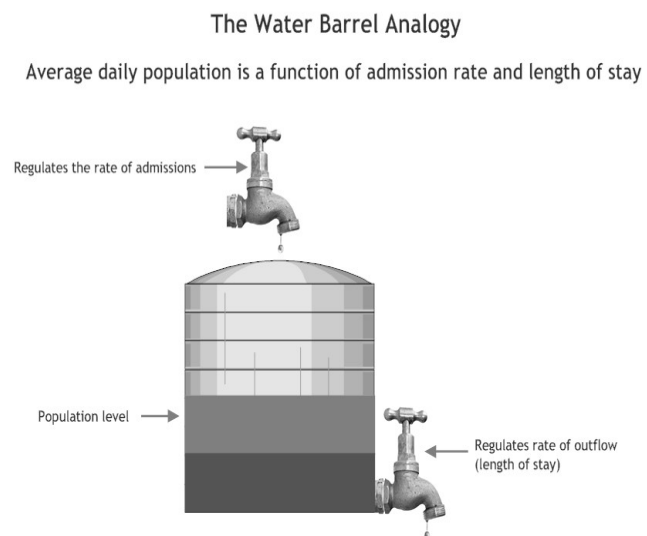
One focus of the data collection was to determine the population increases and decreases within the past five years in particular.

WATER BARREL ANALOGY

The water barrel analogy is useful for illustrating the dynamics that determine the increase and decrease in the number of inmates in custody. Just as the amount of water in a barrel is a function of the rate at which it flows in (via the in-spigot) and how long it stays in the barrel (as determined by the rate of flow through the out-spigot), the number of inmates in custody at any given time is a function of two factors: 1) the rate at which persons are admitted and 2) how long persons stay.

This analogy illustrates the three basic strategies for decreasing facility crowding:

1. Decrease the number of bookings (decrease the in-spigot's rate of flow);



³ CGL. *Hamblen County, Tennessee: Criminal Justice Needs Assessment*. May 12, 2014

⁴ The jail can determine if the health care needs of an inmate should prohibit acceptance into the facility.

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2. Decrease inmates' length of stay (increase the out-spigot's rate of flow); and/or
3. Expand the bed capacity of the jail (increase the size of the barrel).

With changes to local policies and practices, the first two of these strategies, alone or in combination, can be used at any time and at relatively low financial cost to reduce the Jail's population or to maintain its growth at a manageable rate. The third strategy – increase the jail bed capacity – often requires several years and occurs at relative higher financial cost.

FINDINGS/INTERPRETATION

The following summarization of findings and interpretations are offered based on a review of the information contained in the following tables and from other sources. While the findings and interpretations are based on data obtained regarding Hamblen County, there is an important caveat that the data collection and assessment was cursory in nature, and as stated above, to truly draw conclusions, additional data collection would be required.

The inmate population during the site visit shows that Hamblen County's inmate population consistently exceeds the County's rated capacity (255 beds). The data reveals that for the period September 1, 2014 - August 31, 2015,⁵ the overall ADP for Hamblen County inmates required an additional 81 beds (32%) above and beyond its rated capacity to meet demand. Upon closer examination, the need for female beds has increased from 68 beds to 94 beds, which is 138% of Hamblen County's available beds for females.

Average Daily Population (ADP) 9/1/2014 – 8/31/2015	Capacity	ADP	% of Capacity
TOTAL:	255	336	132%
Male	187	242	129%
Female	68	94	138%

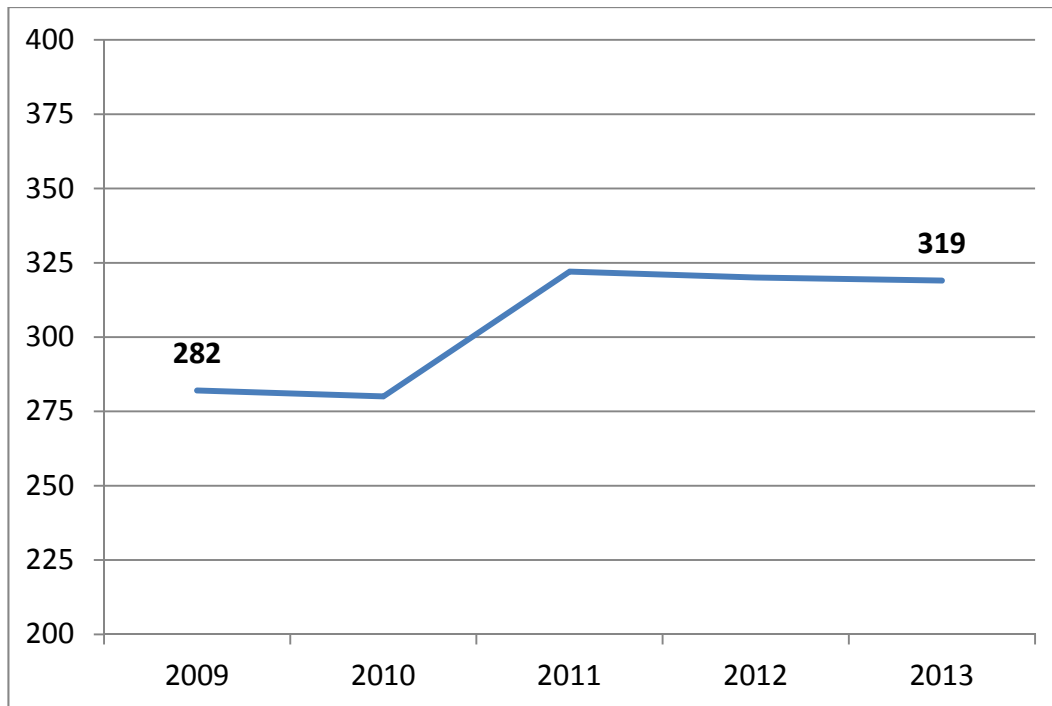
Since 2009, the Hamblen County ADP has consistently exceeded the jail's rated capacity of 255 beds. The ADP chart below represents the findings of the Needs Assessment report. Since then, for years 2014 and 2015, the reported ADPs are 328 and 336, respectively.⁶

⁵ Data provided by Capt. Teresa Laws, HCSO Jail Administrator

⁶ Data is based the reporting year comprising September 1 – August 31. Source: Capt. Teresa Laws, HCSO Jail Administrator

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Hamblen County Average Daily Population, 2009 – 2013⁷



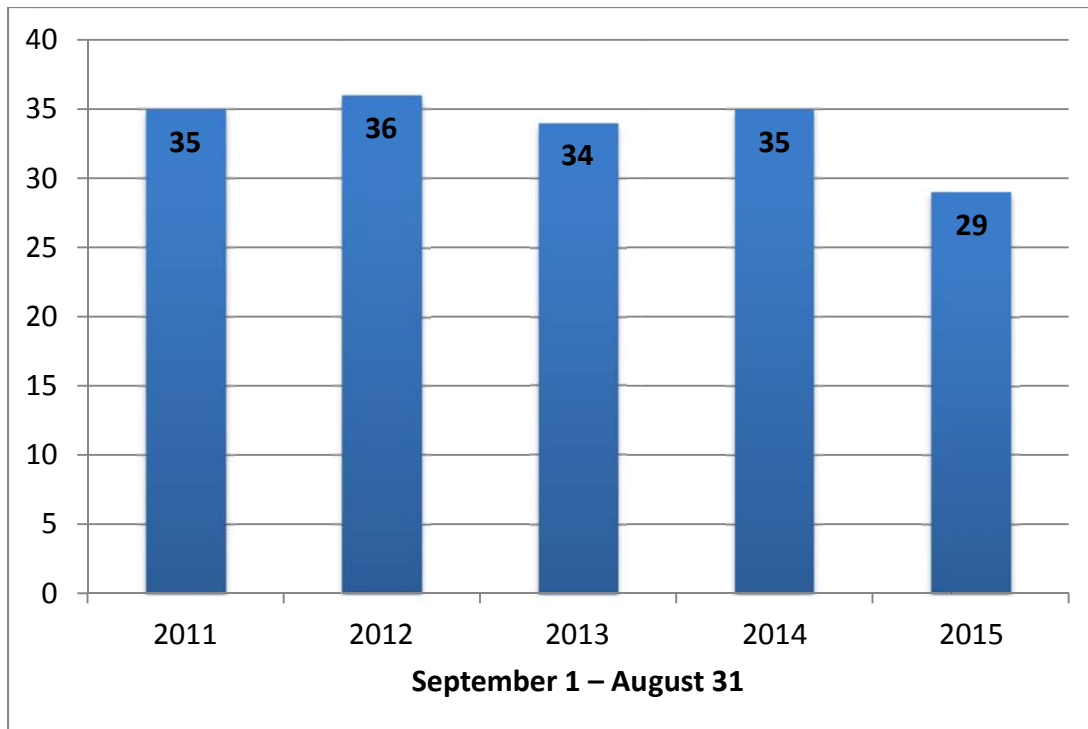
For the reporting years 2011 through 2015,⁸ the ALOS was stable for years 2011 – 2014, with a notable decline (17%) experienced in 2015.

⁷ CGL. *Hamblen County, Tennessee: Criminal Justice Needs Assessment*. May 12, 2014.

⁸ The reporting year comprises September 1 – August 31.

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Hamblen County Average Length of Stay, 2011 – 2015⁹



Using the water barrel analogy - with the continued rise in the ADP despite a decline in the ALOS (out-spigot), consideration must be given to the rate of admissions (in-spigot) to the jail. No data was available to compare the rate of admission to the jail over the same period, or determine whether the ALOS decline is an anomaly or an emerging trend.

One correlation often associated with a population increase is an increased population in the county. However, a review of the data available on the U.S. Census website, reveals a stable county population between years 2010 and 2014 (overall, less than 1% growth), with a slight decrease occurring in year 2012, and a return to year 2011 levels in year 2013.

County Population Growth

2014	63,086
2013	62,888
2012	62,733
2011	62,862
2010	62,544
2000	58,128

⁹ Data provided by Capt. Teresa Laws, HCSO Jail Administrator
 Hamblen Report FINAL 11.08.2015 Revised | Revised 11.08.2015

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Because Hamblen County is considered a shopping hub for surrounding counties, it might also be expected that an increase in ADP may be associated with the out-of-county population, which has not been captured by census data. Anecdotally, Hamblen County officials estimate that 50% of thefts occurring in Hamblen County are committed by persons who do not reside within the county. However, it is unknown the number of out-of-county persons that comprises the jail's in-custody population.

While the data obtained from the U.S. Census – Hamblen County website did not demonstrate an increase of the total population, and therefore no direct correlation between the County population and the jail population, there was no demographic data collected as part of this study, which may have shown that demographics have changed resulting in a population more likely to enter the criminal justice system. For this reason, it may be appropriate to further study the population to determine whether a correlation does exist.

In reviewing the ADP data and in discussions with Hamblen County officials, it is clear that the ADP reflected by the number of inmates housed at the jail does not accurately reflect the true ADP for which Hamblen County will be responsible for in the future. Other considerations that will likely impact the future ADP, and for which there were no available data, include:

- The number of TN DOC sentenced inmates and the length of time between sentencing and transfer to the state institution
- The average length of stay for inmates¹⁰
- Judicial practices whereby commitments are influenced by the availability of secure beds
- Availability of intermediate sanctions

As Hamblen County moves forward, it will be important to establish a mechanism(s) by which data will be collected in order to quantify the aforementioned items as well as enabling analysis specific to the inmate population: date of admission/release; custody classification – minimum, medium, maximum; risk and needs – medical, protective custody, mental health, restrictive housing; charges; status – sentenced, pretrial; gender; etc.

Data collection and analysis is critical in establishing an accurate ADP and ALOS of the Hamblen County inmate population, which can then be utilized to project the future inmate population.¹¹ In addition, detailed data will provide Hamblen County with a profile of its inmate population (characteristics such as gender, custody classification, special needs, etc.), which is necessary in order to identify the number and types of beds that are needed to accommodate the requirements of its jail population.

In planning a new jail facility, the projected number of inmates to be served is but one factor in determining the total number of beds to be built. Bed utilization is important to understand because the total design capacity (based on population projections) does not equate to the operating capacity for two reasons: peaking and classification.

¹⁰ There was no detailed data available from which to analyze the average length of stay

¹¹ The CGL Needs Assessment provided broad population projections. A more in-depth analysis will be required to further quantify the population characteristics, i.e., gender; custody classification; special needs; etc.

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A peaking factor, typically 10% (based on the Consultant's national experience), recognizes the fluctuation in the bed needs, and accommodates the intermittent and seasonal highs and lows in population counts. Additionally, a classification factor of 10% is typically applied to account for the different classifications and separations that must be accommodated. For example, males must be housed separately from females; high risk inmates must be housed separately from low risk inmates, inmates with mental health issues must be housed separately from general population inmates, and so on. To illustrate, even though the total number of inmates does not exceed the projection, if there is one more female in custody than allocated by the projections, and even though there is an open bed in a male housing pod, the female inmate cannot occupy the male bed. The classification factor is designed to accommodate the intermittent need for the additional female bed.

In summary, the total number of beds (operating capacity) required to accommodate the Hamblen County-responsible inmate population is determined by identifying the projected ADP plus the addition of peaking and classification factors.

Average Daily Population (Projected)	??
+	
Peaking Factor	10%
+	
Classification Factor	10%
=	
OPERATING CAPACITY	

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RECOMMENDATIONS

Prior to offering the following recommendations, the TRPs would like to reinforce that all workshop participants appeared open and honest and there appears to be a genuine desire to build cooperation among policymakers and key stakeholders throughout the system.

RECOMMENDATION #1: Criminal Justice Coordinating Committee

Implement a Criminal Justice Coordinating Committee (CJCC) and utilize that group to develop a comprehensive strategy for policy evaluation and implementation.

The Criminal Justice Coordinating Committee core members are the principal stakeholders representing the core components (sheriff, courts, prosecutor, public defender, etc.) involved in making and carrying out policies for the criminal justice system.

The Hamblen County Criminal Justice System leaders should evaluate the CJCC membership. However, should any major criminal justice system actor be excluded, or not be encouraged to join, then there would be a major break in the process. It is recommended that, at a minimum, the following core members should serve on the CJCC:

- Courts
- Prosecutor
- Public Defender
- Sheriff
- County Administration
- Jail Administration
- Probation
- Citizen (including business, community groups, etc.)

It is imperative that all stakeholders actively engage in the CJCC activities. Once the required list of participants is confirmed, the TRPs recommend setting up policies for CJCC members in order to encourage all members to actively participate. A couple of recommended policies:

- Each stakeholder must provide a representative with delegated authority
- Attendance requirement (max number of excused absences)
- Policy for replacing inactive members

The CJCC will be directly involved in developing the Criminal Justice System Needs Assessment and Master Plan. It is not the role of the CJCC to interfere in and second-guess the operation of any agency, court, or elected official. Rather, the CJCC should serve as the policy and implementation body for the master planning activities. This group will evaluate the information developed in the criminal justice system master plan and make appropriate recommendations to key policymakers for action.

Once the CJCC is fully functional, the TRPs recommend the CJCC consider the following areas for evaluation and work:

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- Define the CJCC's role and authority
- Establish team member roles, responsibilities, and time commitment requirements
- Develop a work plan to structure the process
- Identify a Project Champion/Chair
- Identify sub-committees and participants beyond justice system stakeholders to participate in sub-committee work

While the CJCC's initial objective is to determine the needs of the jail, the overall goal is to facilitate a more effective and efficient management of the system as a whole. One area for the CJCC to explore is the interest in pursuing a Community Corrections/Treatment center to augment a jail solution. Accomplishing this task will possibly do more to assist the jail over the long term than any other single action. By way of example, the effectiveness of a Criminal Justice Coordinating Committee was demonstrated in a Bureau of Justice Assistance funded review. The study of five jurisdictions that were deemed to have successfully addressed jail crowding, participants claimed it was the creation or rejuvenation of a CJCC that was the single most effective tool.

RECOMMENDATION #2: Public Engagement

Form a sub-committee to focus on a Public Engagement campaign

Hamblen County recognizes the importance of engaging the community about the need for a new jail. The County also recognizes that the public outreach process must start at the very beginning of the planning process. Parallel to the formation of the CJCC, the County will define and identify members of the Public Engagement Committee.

NIC has several publications that Hamblen County should reference as the scope and objectives of the Public Engagement Committee are defined. The publications provide ideas on the timing of public interaction, ideas for how to shape the public engagement interaction, and tools to facilitate engagement and knowledge sharing. The strategies discussed in these publications are applicable for garnering public support whether or not a bond referendum/public vote is required.

- Building Community Support for New Jail Construction
- Demonstrating Agency Value Use Online Social Media – “You’ve Got Jail”
- Beyond the Myths: The Jail in Your Community (video)
- Results of Needs Assessment Survey: Media Relations Training
- Building Partnerships: A Systems Approach to Partnerships in Corrections
- Issues in Siting Correctional Facilities: An Information Brief
- Competency Profile of Public Information Officer

RECOMMENDATION #3: Planning and Pre-Design Budget

Include funds in the upcoming fiscal budget cycle(s) to augment the completed Needs Assessment and commence with planning, pre-design, and site selection activities.

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These funds are not for design, but for the planning, pre-design, and site selection efforts. If not included as part of the next budget cycle, the County is at risk of prolonging their ability to evaluate, design, construct, and operate a Jail of its own for another year. The County must plan to augment the Needs Assessment completed in 2014 in order to gain an understanding of who is in the Jail (male, female, special needs, etc.), why they are in the Jail (mental health, chemical dependency, misdemeanors, felonies, etc.), how long they are in the Jail based on ALOS data, and what inefficiencies in the system are contributing to the overcrowding. The Needs Assessment only forecasted the future population based on Average Daily Populations – projections based on ADP and County Population growth only forecasts the total number of beds required. The County needs to understand more about their population in order to make informed decisions about the size of a new Jail, the plan to classify and house inmates, and what portion of the population will benefit from a Community Correction/Treatment component.

Collecting and analyzing additional data to support this effort will take time and resources and is often a challenge during the planning process. Therefore, once in place, the CJCC should set out a plan to begin collecting data in advance of commencing with the next phase of planning so that appropriate data is available. Although previous reports and other documents were provided to the TRPs, more data and work is needed as the County commences with the planning process. Agreement must be reached on what data to collect and what analyses are necessary to support the planning effort. NIC has Technical Assistance available to define that effort.

The second phase of the Needs Assessment study is the County's opportunity to consider treatment / alternatives to incarceration to assist in the long-term management of the jail population. This will allow the County to: fully understand the impact of change within the Hamblen County Criminal Justice System; coordinate a comprehensive, system-wide strategy to improve and enhance operations; strengthen programs and services to all constituents; and, meet the challenges of operating a safe, secure, responsive, efficient and humane criminal justice system. The plan would support a commitment by leadership that carefully articulates the goals and objectives of the criminal justice system and position the County to successfully face future challenges.

RECOMMENDATION #4: Solicit and Retain Jail Planner

Develop and issue a Request for Qualification (RFQ) to solicit, select, and retain a Jail Planner

It is important to select a jail planner that brings a national level of depth and expertise that can enlighten the County on national trends and best practices. The jail planning team must demonstrate experience in population projections, evaluation and implementation of alternatives and treatment programs, and operational and space programming. The Jail Planner may require supplemental team members to assist with the evaluation of alternatives/treatment programs, the site selection process and/or programmatic test fits.

The County must first define the scope of services and tasks that they are looking for in a jail planning consultant to perform. Once defined, the scope of services and tasks become part of the RFQ. The County should define qualification criteria for the Jail Planner and team (e.g., minimum years of

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experience, minimum number of project with similar scope, etc.). Within the RFQ, the County should articulate that the County is specifically looking for a jail planner to lead the effort, and, include any constraints and special requirements (e.g., any team members included on the jail planning team are not eligible to pursue the architectural work). The jail planner may supplement the team with experts to assist as required, so it is also important to note that all team members must meet specific expertise criteria.

After the County attended PONI and gained an understanding of the Facility Development Process, the County prefers to select a Jail Planner to lead the planning/pre-design activities. The County's decision to procure specific jail planning services for the planning, pre-design, and site selection activities provides the owner (the County) with the most options going forward into design. Once planning is complete, the County will select an architect. Procuring the planning entity separately gives the County options going forward to:

- Not utilize the Jail Planner on either the design team or the County's team during design
- Elect to require the architect selected for design to include the Jail Planner on the Design Team
- Retain the Jail Planner as part of the Owner's Team throughout the design process to advise and conduct reviews on the Owner's behalf – looking out for the County's interest. This affords the County unfettered access to the Jail Planner's perspective since the County will contract with the Jail Planner directly. Given the specialty nature of a jail project, the scale of the project for Hamblen County, and that Hamblen County does not have a public facilities/capital projects department; the County might find this option the most beneficial.

RECOMMENDATION #5: Jail Leadership and Administrator Training

Have the Chief Deputy, Jail Administrator, and senior Detention Officers attend training courses.

This is an opportunity for Hamblen County to redefine how the business of the Jail is conducted and the Jail's mission. Rather than building a new jail and repeating the same practices defined by the old jail, this is Hamblen County's opportunity to explore options and reinvent itself. In preparation for running a new jail that employs operational philosophies different from the existing jail, the TRPs recommend that the Chief Deputy, Jail Administrator, and senior Detention Officers obtain training on various topics – some relating to jail management and administrative issues, and others to learn about other supervision models and operations. NIC offers a wide variety of training courses that address a myriad of specific topics related to managing a jail. TCI may also have applicable training courses available.

Training sessions and technical assistance options that Hamblen County should consider:

- Jail Administration (next session is 21 March 2016; registration closes 15 December 2015)
- Jail Data Collections
- Jail Data Analysis
- Objective Jail Classification: Assess Inmate Risk and Needs
- Assigning Inmates to Housing

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- Staffing Analysis for Jails
- Evidence Based Practices in a Correctional Setting
- Inmate Behavior Management
- Program Planning and Design
- The Role of the Correctional Leader/Manager
- Transformational Change, Theory and Practice
- Evaluating the Needs of Internal Programs and Processes
- Evidence Based Practices for Supervisors
- Interpersonal Communication Skills with Correctional Offenders
- Learning and Performance
- Direct Supervision Assistance (Technical Assistance)
- Offender Reentry / Transition: Transition from Jail to Community (Publications and Tool Kit)
- Jails in America: A Report on Podular Direct Supervision (Video)
- Jail Design and Operations and the Constitution: An Overview (Publication)
- Jail Design Guide: A Resource for Small and Medium-Sized Jails
- Jail Design Guide (Publication)
- Jail Design Review Handbook (Publication)

In addition to the resources noted above, NIC has a Community Correction Division that Hamblen County might find useful should the County embark on the Community Correction/Treatment component.

Summary

Through the workshop discussions, the TRPs found stakeholders committed to a spirit of cooperation and system-wide support for using a combination of treatment options and improved bed/housing options as a means to improve the opportunities for inmates and to manage the population long term. This is a tremendous “first step” for the County. However, the County must continue to seek solutions through a systematic planning process with the following in mind:

- Hamblen County has the opportunity to affect the future size of the jail population by taking an active role in determining, on a system level, how to use the jail, treatment options, and other sanctions.
- A comprehensive review of system-level policies and practices can identify the major decision points where each agency makes choices that affect use of the potential programming and treatment options, and sanctions, including: develop eligibility criteria for the use of diversions, treatment, and alternatives; and develop a case flow diagram to determine who must be involved in evaluating and determining the eligibility of an inmate to participate in treatment, diversion, or alternative programs.
- A study of case flow through the system will help local officials evaluate the timeliness in which decisions are made. More timely decisions can reduce the ALOS.

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- The introduction of alternatives and treatment options may give judges and the District Attorney more options in pretrial release and sentencing, and it would help limit the number of additional jail beds that are needed, which consequently helps control costs. Additionally, more inmates involved with effective treatment and alternatives will help foster rehabilitation and, hopefully, achieve the County's goal to reduce recidivism.

If the decision is made to build a jail, failure to carry out adequate pre-architectural planning prior to design could leave the County with some of the following difficulties:

- A new facility with too little capacity and not enough land on the site to accommodate future expansion;
- A new facility with the incorrect housing/bed types to properly classify and house the inmate population;
- A new facility that the County can afford to build, but cannot afford to operate;
- A new facility that solved past problems, but is poorly laid out and, therefore, perpetuates new operational issues, is difficult to operate, or makes inefficient use of staff;
- A new facility that has a low capital cost, but lacks essential spaces and systems to maintain the facility over time;
- A new facility that solves past jail problems, but creates a new set of problems for other components of the criminal justice system; and
- A new facility that the community will not support.

As Hamblen County engages in the planning process, the TRPs encourage the County to take advantage of the numerous resources NIC has available to assist them in the Facility Development Process. In addition to resources identified in other sections of this report, the following are resources and publications that various stakeholders might find useful:

- Offender Reentry / Transition: Transition from Jail to Community (Publications and Tool Kit)
- Jails in America: A Report on Podular Direct Supervision (Video)
- Jail Design and Operations and the Constitution: An Overview (Publication)
- Jail Planning and Expansion: Local Officials and Their Roles, Second Edition
- New Jail Planning: Getting it Right
- Jail Design Guide (Publication)
- Jail Design Review Handbook (Publication)
- Building Partnerships: A Systems Approach to Partnerships in Corrections
- Issues in Siting Correctional Facilities: An Information Brief
- Competency Profile of Public Information Officer
- Jail Site Evaluation and Selection
- Project guide: Site Selection

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Appendix

- Appendix A: Technical Assistance (TA) Request Letter
- Appendix B: TA Overview Letter
- Appendix C: Jail Floor Plans
- Appendix D: JJSA Pre-assessment Study
- Appendix E: JJSA Schedule and Day One Agenda
- Appendix F: Day One Sheriff Meeting and Stakeholder Meeting Sign-in Sheet
- Appendix G: Inspection Reports
- Appendix H: Facility Observations Checklist and Photos
- Appendix I: Day Two Agenda
- Appendix J: Day Two List Sign-in Sheet
- Appendix K: Rationale for a Systemic Approach
- Appendix L: Readiness Checklist
- Appendix M: Facility Develop Process Chart
- Appendix N: Facility Development Process Phase 1-4 Summary
- Appendix O: Community Meeting PowerPoint Presentation



March 11, 2015

Mike Jackson, TA Manager
NIC Jails Division
320 First Street, NW
Room 5002
Washington, DC 20534

Dear Mr. Jackson,

At its meeting on February 19, 2015, the Hamblen County Commission authorized us to request an evaluation of our county jail and criminal justice system as part of the Jail and Justice System Assessment (JJSA) Program offered by the National Institute of Corrections (NIC) Jails Division.

Hamblen County is considering its options to solve the overcrowded conditions of its 255-bed, 35-year old facility which has housed as many as 400 prisoners. We need NIC's help to fully investigate each option to insure that we make the best decision for the long-term corrections needs for Hamblen County and its citizens.

We have taken a methodical approach to addressing this issue. During the past few years, the University of Tennessee's County Technical Assistance Service has conducted facility and staff studies. Corrections consulting firm Carter Goble Lee, LLC conducted a facility needs assessment during the spring of 2014. We have also spent more than \$100,000 for safety improvements to the current facility and are planning more safety and security improvements during the next few months.

We are eager for you to assess the physical condition of the jail and to evaluate our criminal justice system's policies and procedures that affect the jail and its operation. Mayor Brittain will be the point of contact as you consider conducting the survey and assessment.

We will also be applying to send a team to the next Planning of New Institutions (PONI) training program in August. We believe the training will be invaluable as we proceed through this process.

Do not hesitate to contact us with any questions.

Sincerely,

Bill Brittain
County Mayor

Esco Jarnagin
Sheriff

Stancil Ford, Chairman
Hamblen County Commission

Bill Brittain, County Mayor

511 West Second North Street • Morristown, TN 37814 • office. 423.586.1931 • fax. 423.586.4699

www.HamblenCountyTN.gov • email. bbrittain@co.hamblen.tn.us

28 July 2015

Bill Brittain, County Mayor
Hamblen County, Office of the Mayor
511 West Second North Street
Morristown, Tennessee
37814

Re: Hamblen County - NIC Technical Assistance: Jail and Justice System Assessment

Dear Bill:

Per the request of you, Sheriff Esco Jarnagin, and Commissioner Stancil Ford, the National Institute of Corrections (NIC) assigned Cheryl Gallant and myself to provide a Jail and Justice System Assessment. The primary focus of the 2-day site visit is to interview a small number of key policy makers, tour your existing jail, conduct a day-long workshop and set the course for future activities. This letter summarizes the structure and events involved in the site visit.

A. PREPARATION FOR THE SITE VISIT

1. ON-SITE DATES

The proposed on-site dates for your technical assistance are Tuesday 22 September 2015, and Wednesday 23 September 2015. Cheryl and I will travel to Hamblen County on Monday, 21 September 2015 and will depart on Thursday, 24 September 2015.

2. FIRST and THIRD DAY MEETING ROOM(S)

The meeting room should be at a convenient, neutral location such as the county administrative building and should be conducive to participant interaction. Please arrange for attendees to sit around a U-shaped table configuration, with a projector and screen at the open-end. Please have power available and the ability for us to connect a laptop to the projector. Please have an easel with flipchart paper, marking pens, and masking tape.

3. DATA

Dee Halley, of NIC, sent a questionnaire for you to complete as well as instructions regarding the types and the format in which to submit the requested data (annual ADP and ALOS for past 10 years if possible, 5 years minimum). In addition to the questionnaire, please provide me with the following:

- Jail floor plans in a PDF format that are clear and easy to read. Basic floor plans should be able to provide a clear understanding of the jail layout.
- Photos of the jail: These should include photos of areas in which the jail works well and of areas where the jail is operationally and/or space deficient, or where deferred maintenance issues are apparent. You are welcome to include images of any noteworthy physical plant issues as well
- A breakdown of the housing units (how many of each type: linear, podular remote, direct supervision, etc.).
- A breakdown of the inmate classifications in your jail.
- A staffing breakdown by shift and post.
- Any previous studies, reports or inspections that will provide additional pertinent information to us.

B. SITE VISIT

The following is a summary of the two-day site visit.

1. DAY ONE: KICK-OFF MEETING AND WORKSHOP

We will start the day by meeting with the sheriff and a few key sheriff/jail staff. We then hold a workshop with designated stakeholders and criminal justice policy makers where we will provide an orientation of the NIC JJSA process and an overview of activities scheduled for day the two days. For the majority of the workshop we will facilitate a discussion that draws on the various perspectives and opinions of the participants. We close the first day with a tour of the existing jail.

8:00 am - 8:45 am	Meet Sheriff and designated Jail Staff
9:00 am - 12:00 pm	Orientation and Workshop with Stakeholders
12:00 pm	Lunch
1:30 pm - 3:30 pm	Tour Jail

2. DAY TWO: GROUP MEETING

The draft agenda for the public/group meeting is as follows:

9:00 am	Welcome, Introductions, Expectations
10:30 am	Jail and Data Discussion
11:30 am	Facility Development Process
12:45 pm	Break for Lunch (recommend bringing lunch in--otherwise longer duration required)
1:30 pm	Readiness Assessment Planning
2:45 pm	Next Steps
2:45 - 3:30 pm	Close-out meeting with Key Stakeholders (if required)

C. ADDITIONAL ITEMS

I will periodically check-in with you as the date of the site visit approaches. Further, I recommend that you correspond with each of the officials/stakeholders that you plan to invite to the workshop and public meeting. In the correspondence, in addition to a reminder of the date/time/location of the workshop and public meeting, please inform them of the purpose of the technical assistance site visit, the anticipated schedule, and any requests or expectations you have for their participation.

I have provided copies of this letter to Dee Halley at NIC and to Ms. Gallant. If you have questions or you need assistance, please feel free to email me at april@riccigreene.com; call me at my office (1.859.254.5050); or, on my mobile (1.859.492.5941). Cheryl and I look forward to working with you and your colleagues.

Sincerely,



April D. Pottorff, FAIA
NIC Technical Resource Provider

CC: Dee Halley – NIC
Cheryl Gallant

LEGEND

- New Master Control Unit
- Replace Sliding Devices
- Add Door to Master Control System Service and Adjust as required

BUDGET

\$300,000

BID SUMMARY

Base Bid	\$294,700.00	140 Days
Alternate 1	\$ 3,300.00	+7 Days
TOTAL	\$298,000.00	147 Days

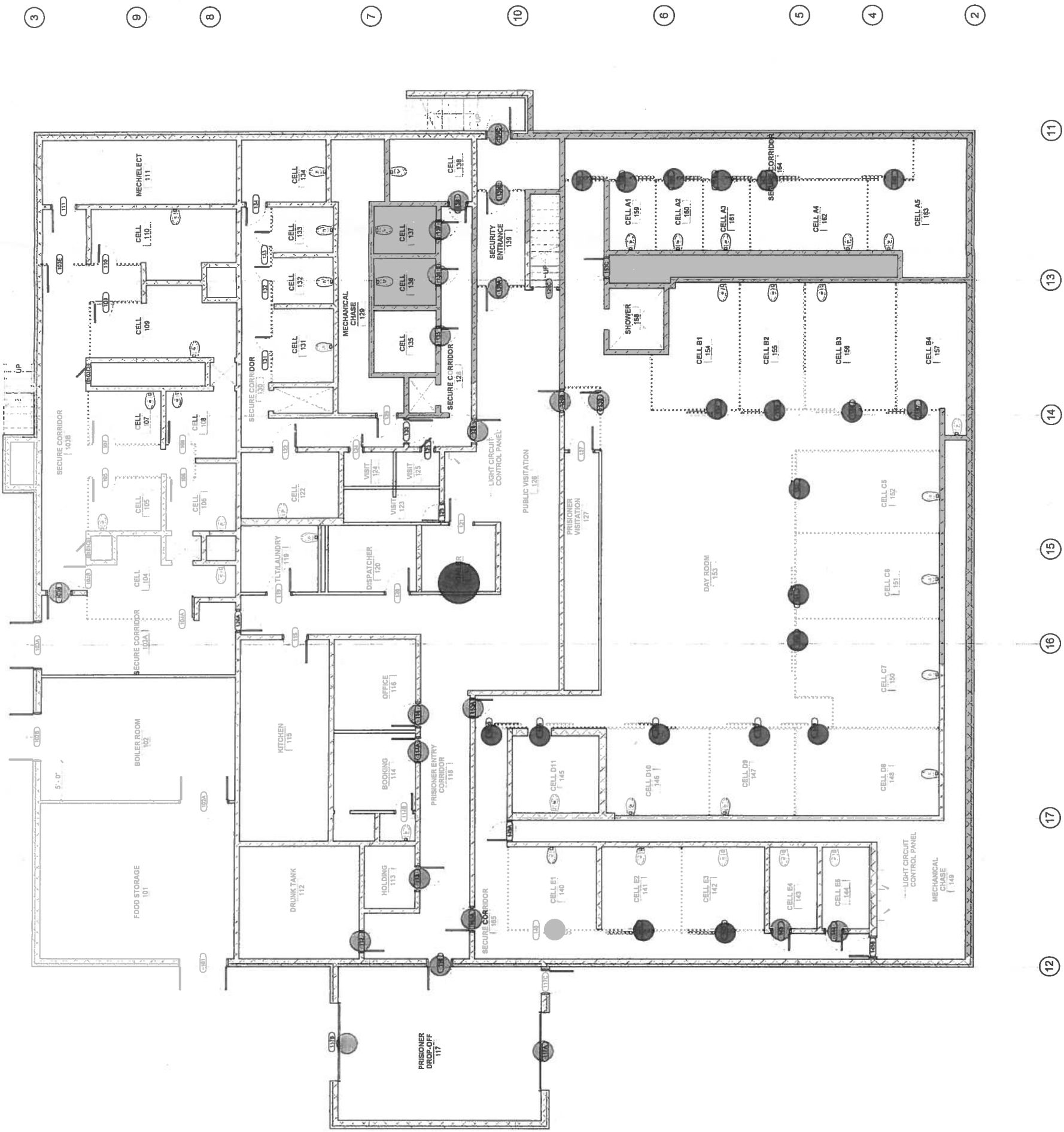
HAMBLEN COUNTY JAIL

Lock Replacement

8 June 2015



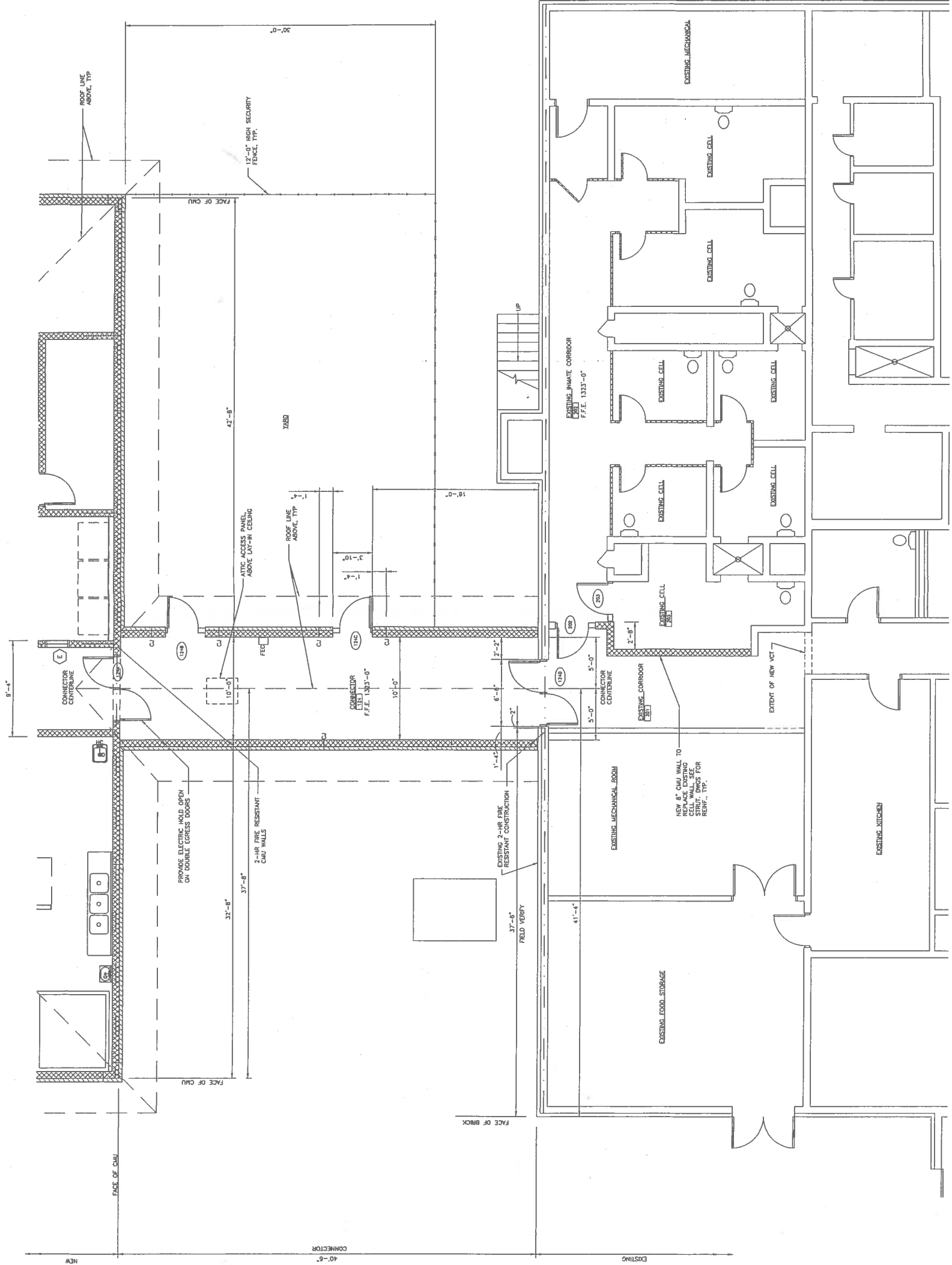
BARBERMCMURRY
architects since 1915



Connector to Annex

GENERAL NOTES:

1. DIMENSIONS ARE TO THE FACE OF MASONRY OR STUDS, UNLESS NOTED OTHERWISE.
2. SEE EXTERIOR ELEVATIONS FOR ADDITIONAL HIGH WINDOWS.
3. SEE A-000 FOR EXTENT OF DEMOLITION AT EXISTING BUILDING.
4. KITCHEN AND LAUNDRY EQUIPMENT N.I.C. OWNER'S CONSULTANT: SCHLOSS, INC., HARRISVILLE, TN.
5. CONDUIT FOR ALL ELECTRICAL PIPING AND ELECTRICAL EQUIPMENT SHALL BE INSTALLED IN CONDUIT. CONDUIT SHALL BE GRADED TO BE AT LEAST 18" ABOVE FINISH FLOOR LEVEL. CONDUIT SHALL BE GRADED TO BE AT LEAST 18" ABOVE FINISH FLOOR LEVEL. CONDUIT SHALL BE GRADED TO BE AT LEAST 18" ABOVE FINISH FLOOR LEVEL.
6. SEE SHEET A-000 FOR DOOR AND WINDOW TYPES SCHEDULE AND WINDOW TYPES.

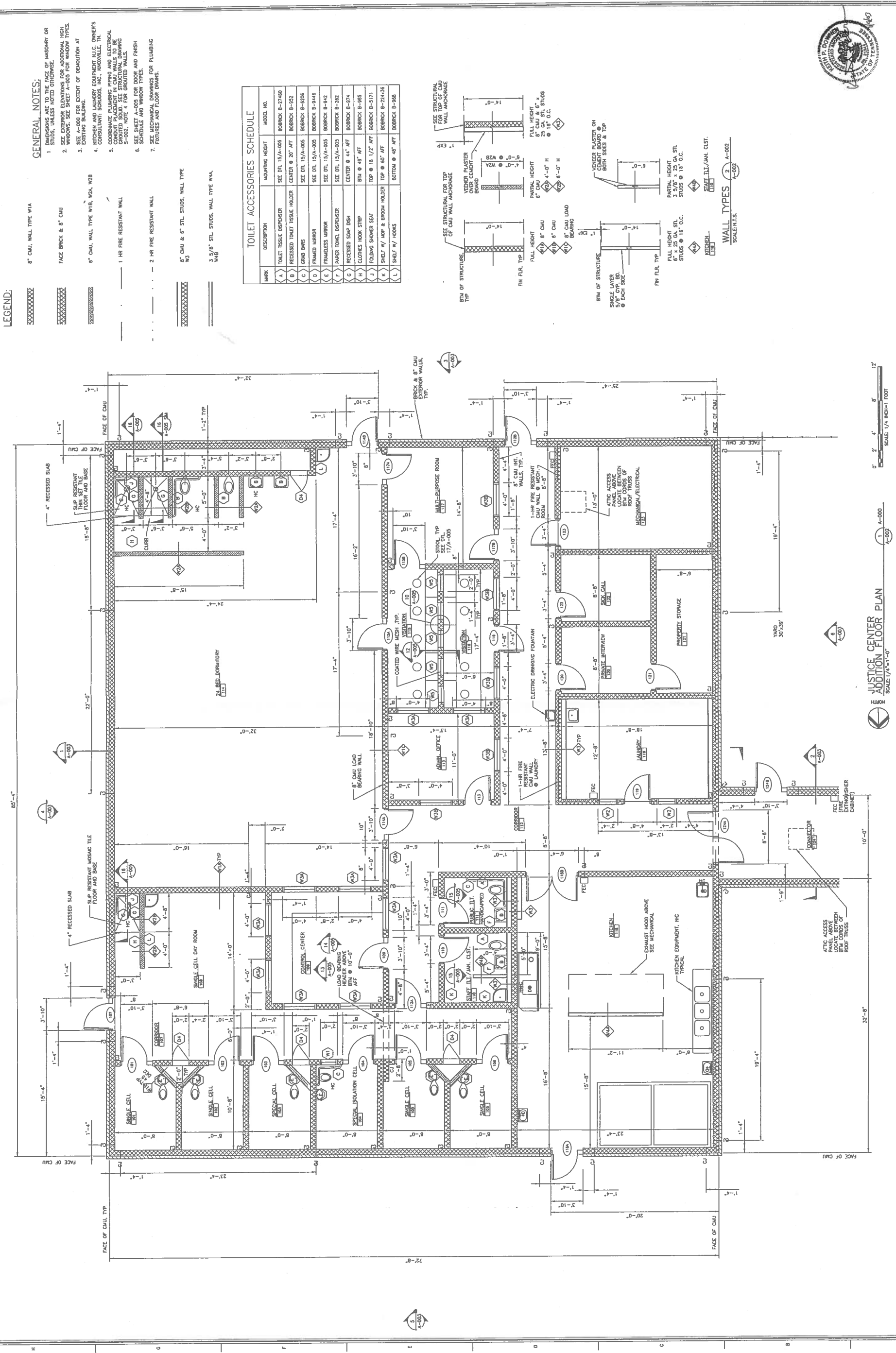


PARTIAL EXISTING LOWER LEVEL & CONNECTOR ADDITION PLAN
SCALE: 1/4"=1'-0" A-000

SCALE: 1/4"=1'-0"

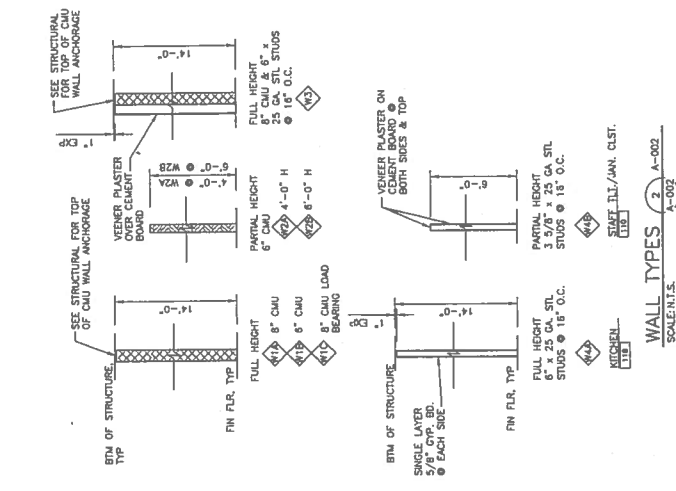
<p>DATE: 10-JAN-2003 BY: ML CHK: DL</p>	<p>PROJECT: HAMBLEN COUNTY JUSTICE CENTER ADDITION MORRISTOWN, TENNESSEE</p>	<p>PROJECT NO.: 0 SHEET NO.: A-001</p>
<p>LOGKWOOD GREENE A J.A. JONES COMPANY ENGINEERING & CONSTRUCTION HARRISVILLE, TENNESSEE</p>		
<p>Justice Center Addition</p>		
<p>PARTIAL EXISTING LOWER LEVEL & CONNECTOR ADDITION FLOOR PLAN</p>		
<p>DESIGNED BY: K. Downen CHECKED BY: S. Moore DATE: 10-JAN-2003</p>		
<p>ISSUED FOR CONSTRUCTION</p>		

Annex #1



- GENERAL NOTES:**
1. DIMENSIONS ARE TO THE FACE OF MASONRY OR STUDS, UNLESS NOTED OTHERWISE.
 2. SEE EXISTING DRAWINGS FOR ADDITIONAL HIGH FINISHES. SEE SHEET A-003 FOR WINDOW TYPES.
 3. SEE A-000 FOR EXTENT OF DEMOLITION AT EXISTING BUILDING.
 4. KITCHEN AND LAUNDRY EQUIPMENT H.V.C. OWNER'S CONSULTANTS SCRAGGS, INC., KNOXVILLE, TN.
 5. COORDINATE PLUMBING PIPING AND ELECTRICAL CONDUIT PLACEMENT IN CMU WALLS TO BE SHOWN ON SHEET A-002, NOTE # FOR GROUTED WALLS.
 6. SEE SHEET A-003 FOR DOOR AND FINISH SCHEDULE AND WINDOW TYPES.
 7. SEE MECHANICAL DRAWINGS FOR PLUMBING FIXTURES AND FLOOR DRAINS.
- LEGEND:**
- 8" CMU, WALL TYPE W1A
 - FACE BRICK & 8" CMU
 - 8" CMU, WALL TYPE W1B, W2A, W2B
 - 1 HR FIRE RESISTANT WALL
 - 2 HR FIRE RESISTANT WALL
 - 8" CMU & 8" STL STUDS, WALL TYPE W3
 - 8" & 8" STL STUDS, WALL TYPE W4A, W4B

MARK	DESCRIPTION	MOUNTING HEIGHT	MODEL NO.
A	TOILET TISSUE DISPENSER	SEE DTL 15/A-005	BOBBICK B-27460
B	RECESSED TOILET TISSUE HOLDER	CENTER @ 20" AFF	BOBBICK B-952
C	FRAMED MIRROR	SEE DTL 15/A-005	BOBBICK B-9208
D	FRAMELESS MIRROR	SEE DTL 15/A-005	BOBBICK B-9448
E	PAPER TOWEL DISPENSER	SEE DTL 15/A-005	BOBBICK B-942
F	RECESSED SOAP DISH	CENTER @ 14" AFF	BOBBICK B-974
G	CLOTHES HOOK STRIP	BTH @ 48" AFF	BOBBICK B-985
H	TOWELING SHOWER SEAT	TOP @ 18 1/2" AFF	BOBBICK B-5171
I	SHOEL W/ MOP & BROOM HOLDER	TOP @ 60" AFF	BOBBICK B-244-36
J	SHOEL W/ MOP & BROOM HOLDER	BOTTOM @ 48" AFF	BOBBICK B-988



SCALE: 1/4" = 1'-0"

SCALE: 1/4" = 1'-0"

SCALE: 1/4" = 1'-0"

Justice Center Addition Floor Plan

PROJECT NO. 10-JAN-2003
 DATE 10-JAN-2003
 DRAWN BY S. MOORE
 CHECKED BY R. DORRMAN
 SCALE 1/4" = 1'-0"

LOCKWOOD GREENE
 A J.A. JONES COMPANY
 ENGINEERING & CONSTRUCTION
 Knoxville, Tennessee

HAMLEN COUNTY JUSTICE CENTER ADDITION MORRISTOWN, TENNESSEE

Justice Center Addition

ISSUED FOR CONSTRUCTION
 10-JAN-2003
 SHEET A-002



1537 Western Avenue
Knoxville, TN 37921-8318
Phone (865) 648-3232
Fax (865) 648-3989

381 S. Dancy Street
Knoxville, TN 37903
Phone (423) 581-0988
Fax (423) 581-0927

Consulting Engineers
Architects - Planners



Project No.:	2238	
Drawn By:	JLW	
Eng Check:	Dept Check / JAP / OA Check	
Issue / Revisions:		
No.	Date	Description
A	6/7/06	OWNER REVIEW
B	6/10/06	OWNER REVIEW
C	7/19/06	ISSUED FOR TPA REVIEW

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Project Title:
**Hamblen County
Justice Center
Addition
Build - Out**

Location:
**510 ALLISON STREET
MORRISTOWN,
TENNESSEE**

Sheet Contains:
**NEW SECOND
FLOOR PLAN**

Date:
JULY 19, 2006

Sheet Number:
A2.2

Annex #2

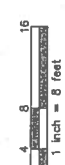
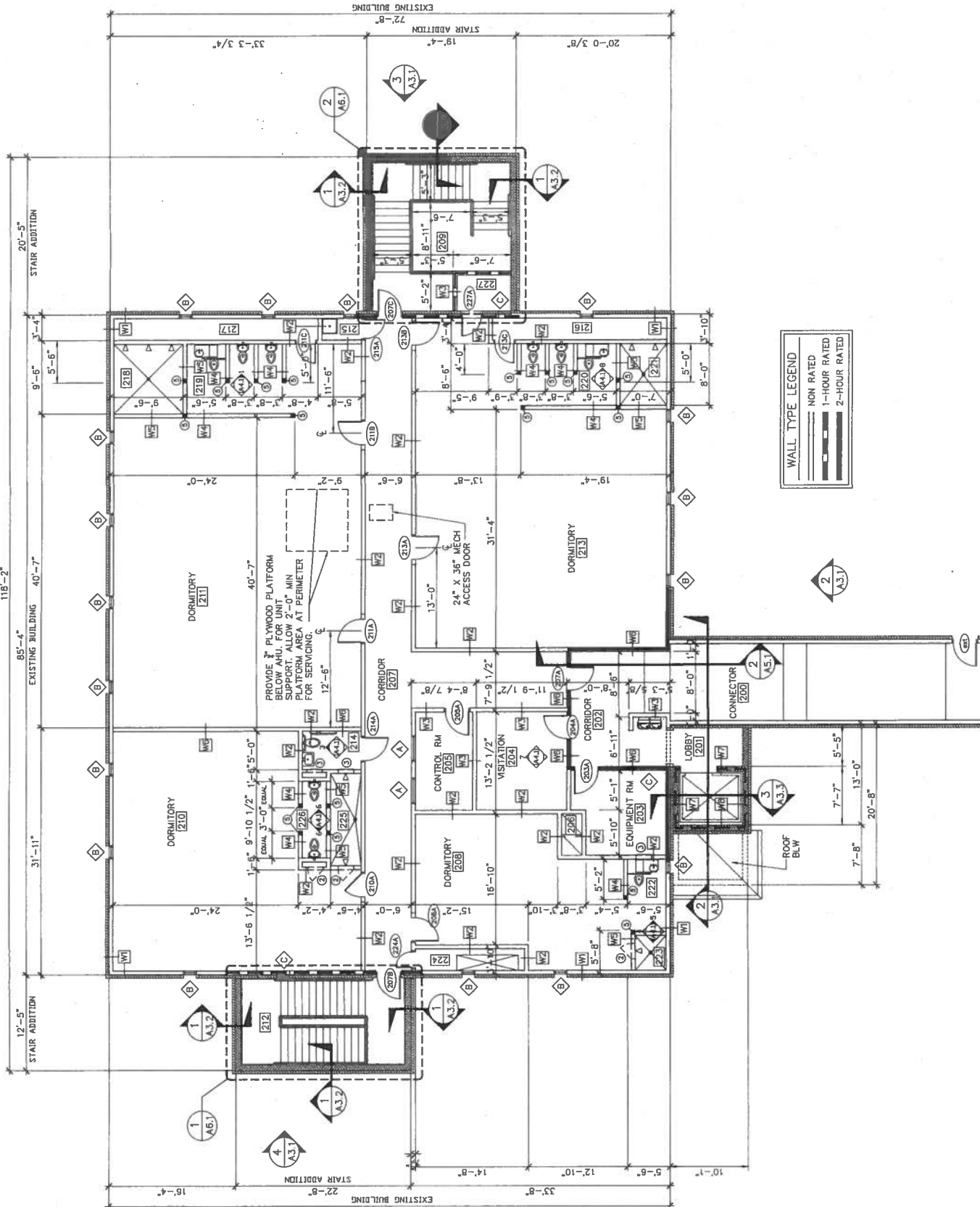
ROOM LEGEND AND FINISH SCHEDULE

NO.	NAME	FLOOR	BASE	WALLS	CEILING	REMARKS
101	ELEVATOR EQUIPMENT	2	8	11	16	9'-4" 9'-0"
102	ELEVATOR LOBBY	3	7	1112	17	VARIES
200	CONNECTOR	3	7	12	17	9'-0" 9'-0"
201	ELEVATOR LOBBY	3	7	1112	17	9'-0" 9'-0"
202	CORRIDOR	3	7	12	17	9'-0" 9'-0"
203	EQUIPMENT ROOM	3	7	12	17	9'-0" 9'-0"
204	VISITATION	3	7	12	17	9'-0" 9'-0"
205	CONTROL ROOM	3	7	12	17	9'-0" 9'-0"
206	HVAC CHASE	3	7	12	17	9'-0" 9'-0"
207	CORRIDOR	3	7	12	17	9'-0" 9'-0"
208	DORMITORY	4	7	12	17	9'-0" 9'-0"
209	SOUTH STAIR	3	7	1112	17	VARIES
210	DORMITORY	4	7	12	1718	9'-0" 9'-0"
211	DORMITORY	4	7	12	1718	9'-0" 9'-0"
212	NORTH STAIR	3	7	1112	17	VARIES
213	DORMITORY	4	7	12	17	9'-0" 9'-0"
214	STAFF TOILET	3	7	12	17	9'-0" 9'-0"
215	JANITOR CLOSET	3	7	12	17	9'-0" 9'-0"
216	PLUMBING CHASE	1	7	12	17	9'-0" 9'-0"
217	PLUMBING CHASE	1	7	12	17	9'-0" 9'-0"
218	SHOWER	5	8	1213	1718	HT. 9'-0"
219	TOILET	4	7	12	1718	9'-0" 9'-0"
220	TOILET	4	7	12	1718	9'-0" 9'-0"
221	SHOWER	5	8	1213	1718	HT. 9'-0"
222	TOILET	4	7	12	1718	9'-0" 9'-0"
223	SHOWER	5	8	1213	1718	HT. 9'-0"
224	MECH CLOSET	1	7	12	17	9'-0" 9'-0"
225	SHOWER	5	8	1213	1718	HT. 9'-0"
226	TOILET	4	7	12	1718	9'-0" 9'-0"
227	ELECTRICAL	2	8	12	17	9'-0" 9'-0"

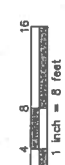
WALL AND PARTITION SCHEDULE

SYM	FRAMING	SURFACING	INSULATION	HEIGHT	FIRE RESISTANCE RATING	TEST #	REMARKS
W1	EXISTING STUDS TO REMAIN	1 LAYER 5/8" CEMENT BOARD ON INSIDE FACE OF EXISTING STUDS W/ PLASTER FINISH	R-19 BATTS	9'-0"	NONE	N/A	EXISTING EXTERIOR WALLS
W2	6" METAL STUDS 20 GAUGE @ 16" OC	2 LAYERS (INMATE SIDE) AND 1 LAYER (OTHER SIDE) 5/8" CEMENT BD. W/ PLASTER FINISH	3" MINERAL WOOL	9'-0"	1 HR	UL #J407	SEE 2/A0.1
W3	6" METAL STUDS 20 GAUGE @ 16" OC	1 LAYER CEMENT BOARD ON EACH SIDE OF WALL W/ PLASTER FINISH	3" MINERAL WOOL	9'-0"	1 HR	UL #J407	SEE 2/A0.1
W4	6" METAL STUDS 20 GAUGE @ 16" OC	1 LAYER CEMENT BOARD ON EACH SIDE AND TOP OF WALL W/ PLASTER FINISH	NONE	4'-0"	N/A	N/A	
W5	6" METAL STUDS 20 GAUGE @ 16" OC	1 LAYER CEMENT BOARD ON EACH SIDE AND TOP OF WALL W/ PLASTER FINISH	NONE	6'-6"	N/A	N/A	
W6	6" METAL STUDS 20 GAUGE @ 16" OC	2 LAYERS CEMENT BD. ON EACH SIDE OF WALL W/ PLASTER FINISH	NONE	9'-0"	2 HR	N/A	
W7	8" CONCRETE MASONRY UNITS (CMU)	NONE - SEE ROOM FINISH SCHEDULE	NONE	SEE SHT. A3.1	1 HR	SBC TABLES 709.2.1.1& 709.2.4.1B	
W8	8" CONCRETE MASONRY UNITS (CMU)	BRICK VENEER TO MATCH EXISTING	1 1/2" RIGID INSULATION	SEE SHT. A3.1	N/A	N/A	

NOTE 1 - EXISTING 2 HOUR EQUIVALENCY WALL + NEW 2 HOUR WALL = 4 HOUR SEPARATION BETWEEN MAIN BLDG & ANNEX.
NOTE 2 - 12" X 12" ACCESS DOOR. SEE DOOR SCHEDULE.
NOTE 3 - 12" X 12" ACCESS PANEL. SEE DOOR SCHEDULE.
NOTE 4 - FLOOR IN ELEVATOR CAB TO BE VCT.
NOTE 5 - PROVIDE ADDITIONAL 6X6 MTL STUD VERTICAL SUPPORT AT END OF ALL HALF HEIGHT WALLS.



1 SECOND FLOOR PLAN
SCALE: 1/8" = 1'-0"



Project Name	2238
Drawing Number	2238 DA2.1.dwg
Revision	H: 2/24
Author	JLW
Checker	JAP
Approver	OA

JAIL AND JUSTICE SYSTEM ASSESSMENT INFORMATION

Please fill out this questionnaire as completely as possible.

Return to _____ by _____.

Criminal Justice Coordinating Committee

1. Is there a functioning Criminal Justice Coordinating Committee (or a similar decision making group)?

Yes No If yes answer the following:

Title of Group: _____

Members by Title (e.g., Chief Presiding Judge)

Detention Facilities

2. What year was the jail constructed? 1978

3. What was the rated capacity when the jail opened? 157

4. Current rated capacity for the jail: 255

Average daily population (ADP): 346 6.1.14 to 5.31.15

Adult ADP- Males: 255 Females: 91

Juvenile ADP - Males: 0 Females: 0

Number of jail facilities (include work release): 2

5. Has any renovation or additional construction been done that increased the bed capacity of the jail?

Yes No If yes, what was done and when was it done?

24 Bed annex for men

6 Bed Isolation

68 Bed Women

6. Do you currently hold inmates under contract for other jurisdictions?

Yes No

If yes, what is the average daily count of those inmates? _____

7. Do you currently house inmates in other jurisdictions?

Yes No

If yes, what is the average daily count of those inmates? _____

8. Are inmates sentenced to state prison from either your jurisdiction or another housed in your jurisdiction for a portion of their sentence or until they have completed their sentence?

Yes No

If yes, how long is the average length of stay? _____

9. Is the jail (check all that apply):

Linear in design (cells located along a corridor or in rows adjacent to a dayroom with staff periodically conducting observation rounds in the area)

Podular remote in design (cells located around a dayroom with staff observing primarily from a control room)

Direct supervision in design (cells located around a dayroom in which staff supervise inmates at all times with no physical barriers separating them)

A campus style facility

- Number of floors 2
- Adjacent to the courts
- Out of town
- Connected to the Sheriff's Office building

10. If known, how many square feet of housing is inside the jail? _____

11. If known, how many square feet is the jail currently? 15,504 + 12,960 =

workhouse 2,925 = 31,389 Total

Total Jail

12. Does the jail have full-time maintenance staff assigned to complete preventive maintenance and conduct repairs?

Yes No If no, who is responsible?

County maintenance who is assigned to
all county buildings

13. Have major systems such as HVAC, security electronics, locks, etc., been evaluated to determine when they might need to be replaced?

Yes No

14. If your state has a standards and/or inspections branch, has the jail passed inspection within the last two years?

Yes No

15. Does your jail meet ACA standards?

Yes No

If yes, is it accredited?

Yes No

16. Do you operate inmate programs in your jail?

Yes

No

If yes, what programs are offered?

GED -

TEAM Dad - work house

We have no room inside The secure part

17. How many agencies process inmates into the facility? 4

18. What percentage of the jail population is being held on:

Non-compliance holds? (i.e., failure to appear (FTA), probation or parole violation, violation of a restraining order) _____%

Immigration holds _____% *very small percentage*

Holds from other jurisdictions 0%

19. Is the jail currently involved in pending litigation directly related to jail conditions (e.g. insufficient medical treatment, inadequate space, etc.)?

Yes

No

If the answer is yes, provide a brief description:

Medical Treatment,

20. What do you see as the major factor contributing to the jail crowding?

Drug problem in county (high)
Population has grown in the county since
jail was built.

21. What do you see as the major barrier to solving the problem?

Alternatives to Jail

22. Are there any current diversion opportunities prior to booking an individual into jail (e.g. citations)?

Yes No

If yes, briefly list and describe each and indicate which agency/who is responsible for its operation.

Citation - Road Officer, Judge when warrant
is issued. Clerk.

23. Is there a community corrections center available as an alternative to, or as an extension of, the jail?

Yes No

If yes, briefly describe the center and indicate who is responsible for its operation.

ETHRA - Judge decision who goes

24. Are there other sanctions available locally that divert arrestees or convicted individuals away from the jail? For example, day reporting, electronic monitoring, etc.

Yes No

If yes, briefly list and describe each and indicate which agency/who is responsible for its operation and how many participants are involved at any one time.

Electronic monitoring - very few
Intensive Public Service - litter pick up, (missed
a court date, any kind of contempt charge) (IPS)

Justice System

25. Is there a published bond schedule?

Yes No

If yes, are arrestees permitted to bond out prior to a first court appearance?

Yes No

26. Is there a formal pre-trial release program (release without posting a bond, with or without supervision)?

Yes No

If yes, who funds and administers the program?

If no, are some arrestees released on their own recognizance (OR/ROR)?

Yes No

27. Are there any divisions or specialized units in the Prosecutor's Office (e.g., Career Criminals, Sex Crimes)?

Yes No

If yes, please list them:

28. How is the Prosecutors Office funded (local-county, state, both)?

State

29. Does the jurisdiction have a Public Defender's Office?

Yes No

If yes, how is it funded (local-county, state, both)?

State

If no, who makes the decision concerning the appointment of counsel for indigent inmates and what is the process followed for appointment?

30. How soon after booking is defense counsel appointed? Decided during arraignment

31. What is the structure of the courts in the jurisdiction? (e.g., federal, municipal, county - misdemeanor, circuit - felony)

misdemeanor

Circuit

32. Are there specialized problem solving courts such as drug, behavioral health, and domestic violence courts?

Yes No

If yes, provide details such as type of specialized court, how many of each, how many inmates were processed through the courts in the last 5 years.

Drug Court

order of protection Court

33. Are video court hearings available?

Yes

No

Arraignments did by video

34. How is the court docket managed (each judge manages own, court administrator, prosecutor)?

judge , court administrator

35. What sentencing options (alternatives to incarceration) is the judiciary currently using?

probation

community corrections

drug court

Date completed: 6.16.15

Completed by: Jesse Laws

Title: Jail Admin

Phone Number: 423-231-1172

E-mail: jlaws@co.hamblen.tn.us

AGENDA

DAY ONE:

KICK-OFF MEETING AND WORKSHOPS

8:00 am - 8:45 am	Meet Sheriff and designated Jail Staff
9:00 am - 12:00 pm	Orientation and Workshop with Stakeholders
12:00 pm	Lunch
1:30 pm - 3:30 pm	Tour Jail

National Institute of Corrections

Hamblen County, Tennessee Jail and Justice System Assessment

22 September 2015

SHERIFF MEETING

8:00 am

NAME	TITLE
April Pottorff	NIC Consultant
Cheryl Gallant	NIC Consultant
Esco Jarnagin	Hamblen County Sheriff Department
Gerry Hambrick	Hamblen County Sheriff Department
Teresa Laws	Hamblen County Sheriff Department
Wayne Mize	Hamblen County Sheriff Department

22 September 2015

STAKEHOLDER WORKSHOP

9:00 am

NAME	TITLE
Alex Pearson	Circuit Court Judge
April Pottorff	NIC Consultant
Bill Brittain	Hamblen County Mayor
Bob Bass	Tennessee Corrections Institute
Cheryl Gallant	NIC Consultant
Dan Armstrong	District Attorney General
Dana Wampler	Hamblen County Commissioner
Don Baird	Community Work Program
Hubert Davis	Hamblen Commissioner
John Dugger	Criminal Court Judge
John Smyth	Commissioner
Randy DeBord	Hamblen County Commissioner
Rick Eldridge	County Commissioner
Teresa West	Circuit Court Clerk
William Wall	Tennessee Corrections Institute
Barbara Horton	Drug Recovery Court
Beth Boniface	Circuit Court Judge
Chris Cupps	County Attorney
Debra Williams	Chamber of Commerce

National Institute of Corrections
Hamblen County, Tennessee Jail and Justice System Assessment

Doug Collins	Hamblen County General Sessions Court.
Esco Jarnagin	Hamblen County Sheriff Department
Glenna Howington	Citizen Tribune
Greg Eichelman	Public Defender
Herbert Harville	Commissioner 10 th District
Howard Shipley	Commissioner 7 th District
Joe Huntsman, Sr.	Commissioner 1 st District
Johnny Walker	Commissioner 9 th District
Larry Carter	Commissioner 14 th District
Stancil Ford	Commissioner 13 th District
Taylor Ward	Commissioner 2 nd District
Tim Goins	Commissioner D6



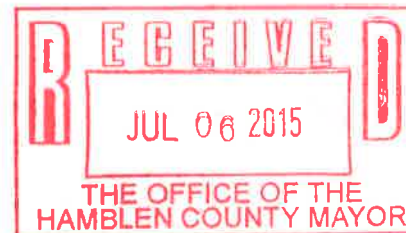
BILL HASLAM
GOVERNOR

STATE OF TENNESSEE
DEPARTMENT OF COMMERCE AND INSURANCE
TENNESSEE CORRECTIONS INSTITUTE
DAVY CROCKETT TOWER
500 JAMES ROBERTSON PARKWAY
NASHVILLE, TENNESSEE 37243
(615) 741-3816 FAX: (615) 532-2333

BETH ASHE
EXECUTIVE DIRECTOR

June 30, 2015

Sheriff Esco Jarnagin
Hamblen County
310 Allison Street
Morristown, TN 37814



RE: Hamblen County Jail

Dear Sheriff Jarnagin:

Attached you will find a copy of the re-inspection report for the above named facility. This report reflects any deficiencies noted by the inspector on that date.

Based on the results of this inspection, this facility will be recommended for non-certification for 2015.

If you have any questions, please feel free to contact me.

Sincerely,

A handwritten signature in black ink, appearing to read "Beth Ashe".

Beth Ashe
Executive Director

Enclosure- Inspection Report

Cc: **Bill Britain, County Mayor**
Tonya West, Detention Facility Specialist (e-mailed)
File



**TENNESSEE CORRECTIONS INSTITUTE
INSPECTION REPORT**

Initial Inspection Re-Inspection

Name of Facility: Type of Facility:

<input type="text" value="310 Allison Street"/>	<input type="text" value="Morristown"/>	<input type="text" value="37814"/>	<input type="text" value="Hamblen"/>
Street	City	Zip	County

<input type="text" value="Esco Jarnagin"/>	<input type="text" value="Sheriff"/>	<input type="text" value="(423) 585- 2779"/>
Name	Title	Phone Number

<input type="text" value="Teresa Laws"/>	<input type="text" value="Jail Administrator"/>	<input type="text" value="(423) 586- 2779"/>
Name	Title	Phone Number

<input type="text" value="Bill Britain"/>	<input type="text" value="Mayor"/>	<input type="text" value="(423) 586- 3781"/>
Name	Title	Phone Number

<input type="text" value="511 West 2<sup>nd</sup> North Street"/>	<input type="text" value="Morristown"/>	<input type="text" value="37814"/>	<input type="text" value="Hamblen"/>
Street	City	Zip	County

DFS Tonya West
Signature of Inspector

April 30, 2015
Date Of Inspection

June 23, 2015
Date of Re-Inspection

- | | |
|-------------------------------------|---|
| <input type="checkbox"/> | Certify |
| <input checked="" type="checkbox"/> | Do not certify |
| <input type="checkbox"/> | Re-inspection required |
| <input type="checkbox"/> | Certify with approved BOC POA (New/Updated) |

APPENDIX G
INSPECTION REPORTING FORM

Date: Inspector:

Facility Name: Type:

<input type="checkbox"/>	Not Overcrowded
<input type="checkbox"/>	Overcrowded/County prisoners (plan attached)
<input checked="" type="checkbox"/>	Overcrowded /County/State Prisoners (Attach ADP Calculations) (ADP Daily Average from January 1, 2015 to June 23, 2015 is 333)
<input type="checkbox"/>	Currently operating under TCI approved plan
<input type="checkbox"/>	Sufficient progress made on plan of action
<input type="checkbox"/>	Status change recommended
<input type="checkbox"/>	Capacity Change

Information provided by:	Name	Title
	Teresa Laws	Jail Administrator
	Gerry Hambrick	Lieutenant
	Doug Rich	FTO

1400-1-.04 Physical Plant: **Deficiencies Found:** Yes X No

- (1) The male inmate housing areas in the jail have very poor lighting and poor ventilation which appears to be causing a continuous mold/mildew problem, as well as, making it difficult to control the temperature.
- (3) Male and Female cell areas are not in compliance with required square footage due to overcrowding.
- (6) Male and Female cell areas are not in compliance with toilet and sink ratios due to overcrowding.
- (7) Male and Female cell areas are not in compliance with shower ratio due to overcrowding.
- (16) Workhouse Control Room was not secure during the inspection.
- (23) Facility does not have enough cells to accommodate the facility's classification plan. Male and female inmates are not separated by sight, sound, and physical contact. Minimum, Medium, and Maximum security inmates are not able to be separated. Male and female inmates were being housed in the hall in front of the booking area along with a male inmate being shackled to the restraint chair. Male and female inmates are allowed to intermingle unimpeded within the previously noted area. Female trustee workers were roaming around the facility without the supervision of a Correctional Officer, including the areas around the male inmates.

Additional Comments:

Note: All cell areas in the original inmate housing areas have lighting that can only be controlled and turned on by the inmates in the cell areas. Officers have to enter areas with very little lighting and have the inmates turn on their lights in the cells to be able to see. This is only compounded by the fact that there are inmates that have to be housed in the hall areas, shower areas, and under another inmates bunk on the floor due to overcrowding. This creates serious safety and security issues for the inmates, correctional staff, and community.

Note: The facility's emergency generator is checked weekly by Maintenance Department. The emergency generator is checked yearly by Cummins Crosspoint, LLC with a last service date of August 12, 2014.

1400-1-.05 Administration/Management: **Deficiencies Found:** Yes X No

- (2) The facility's Policy and Procedure Manual is being revised to include the 2015 standards revisions and prior missing standards. The policy and procedures have not been signed or approved by the Sheriff.
- (4) The facility has completed four Fire Drills however not all staff participated in these Fire Drills.
- (6) The facility does not have evacuation plans posted within the cell areas. The contractor or local fire inspector has not reviewed or approved the facility's evacuation plans.
- (8) The facility does not have a preventive maintenance plan.
- Note:** The facility does have an inmate grievance procedure with one level of appeal.

Additional Comments:

- Note:** Lake Way Sprinkler services the Sprinkler System with last service date of October 7, 2014.
- Note:** Power Clean Pressure Washing services the Food Service Hood with last service date of February 20, 2015.
- Note:** Bullzye Fire Extinguisher Co. services the Fire Extinguishers with last service date of October 7, 2014.
- Note:** Simplex/Grinnell completed the Fire Alarm Inspection on November 5, 2014.

1400-1-.06 Personnel: **Deficiencies Found:** Yes X No

- Note:** Facility has implemented Inmate Rules and Regulations, Cultural Diversity, Communication Skills, and Sexual Misconduct into the facility's orientation training.
- (6) Facility needs to begin having non-support staff annual training.

(10) Facility needs to implement ongoing in-service training on firearms and less lethal weapons into the facility's training program.

Additional Comments:

1400-1-.07 Security:

Deficiencies Found: Yes X No

(6) Key control is not being documented on a consistent basis.

(9) Firearms, chemical agents, and other related security and emergency equipment are not being inventoried or tested quarterly.

(10) Inmates are not being supervised when using tools, supplies and equipment.

(11) Facility is not completing weekly inspections of the facility.

(12) Facility does not have an inventory of tools, toxic, corrosive and flammable substances and other potentially dangerous substances.

(14) Detention officer posts are not in close proximity to inmate living areas. Facility does not have post orders.

(15) Facility administrator or designee is not visiting the facility's living areas weekly.

(17) Inmate movement is not controlled by Correction Officers. Female trustees were roaming freely throughout the facility.

(18) Facility staff is not properly documenting security inspections. Documentation in the male cell area is vague and has from 2 to 12 hours between security checks. Female cell area documentation has up to 12 hours between physical security checks. This is a direct result of staffing being inadequate to supervise inmates and maintain the antiquated and overcrowded facility.

(19) Facility does not have sufficient staff to perform the functions relating to security, custody, and supervision of inmates. The lack of security checks area direct reflection of insufficient staffing to perform the necessary duties to maintain the safety and security throughout the facility.

20) Restraint chair is not to be used as punishment however a male inmate was handcuffed to the restraint chair.

(21A-D) Facility is not using the restraint chair for only extreme instances and the inmates are not being properly supervised while in the restraint chair. Documentation of security checks are not within the continuous or 15 minute time perimeters.

(22B) Firearms, chemical agents, and related security and emergency equipment are not being inventoried or tested quarterly.

Additional Comments:

1400-1-.08 Discipline:

Deficiencies Found: Yes X No

(2, 4, 7) Facility needs to implement the disciplinary process that is currently in their policy and procedure by completing disciplinary reports for rule violations and having hearings to determine sanctions. This is vital to help maintain control of the overcrowded and understaffed facility.

Additional Comments:

1400-1-.09 Sanitation/Maintenance:

Deficiencies Found: Yes X No

(1) The facility cell areas have excessive items including: strings, pictures, drawings, food items, books, paper on floor, walls, and bunks. Recommend a facility wide search to remove all the contraband and excessive items, as well as, a thorough cleaning of the facility.

(2) Daily sanitation logs are not being completed on a consistent basis. The daily sanitation log does not reflect the accurate conditions of the cell areas. This also is a reflection of lacking adequate staff to fill all necessary post and perform all duties.

(5) Facility needs to remove all pictures from the walls throughout the facility.

(6) Facility needs to clean and paint all showers throughout the facility. The ceiling above the showers in W-COT is cracking and falling down. Slams area D-10 door would not open during Re-Inspection process.

Additional Comments:

Note: Pest Control is provided monthly by Hale Pest Control with last service date of April 25, 2015.

1400-1-.10 Food Services:

Deficiencies Found: Yes X No

(3) Inmates are not supervised while preparing meals on weekends or holidays.

(13) Insecticide, cleaning agents, and poisonous substances are not stored away from food.

Additional Comments:

Note: Facility's Dietician Letter was issued by Haley Stiles on April 10, 2015.

1400-1-.11 Mail & Visiting:

Deficiencies Found: Yes X No

(3) Outgoing mail is not inspected for contraband prior to delivery.

Note: Inmates are notified if a letter addressed to him/her or written by him/her is rejected. Inmates are being allowed to protest the rejection of the letter if he/she wrote the letter.

Additional Comments:

1400-1-12 Inmate Programs & Activities:Deficiencies Found: Yes No

(2) Inmates are not receiving recreation outside of cell.

Note: Facility has provided a TDD machine for deaf inmates.

(5 A-B) Facility needs to implement written operational procedures, careful screening and selection procedures, written rules of conduct, a system of supervision to minimize inmate abuse of program privileges, a complete record-keeping system, a system for evaluating program effectiveness, and efforts to obtain community cooperation and support for release programs

(9) Foreign Nationals do not have access to diplomatic representatives of the county of citizenship.

Additional Comments:

1400-1-13 Medical Services:Deficiencies Found: Yes No

(1) Sheriff/Administrator/ Health Authority has not completed an annual meeting.

(7E) Facility needs to complete a suicide risk assessment during intake.

(10) Inmates are not being informed of sick call or grievance procedures upon intake.

(29A-D) Information concerning sexual abuse/assault prevention/intervention, self-protection, reporting sexual abuse/assault, treatment and counseling needs to be provided to inmates upon arrival to facility.

Additional Comments:

Recommendation: Facility needs to change the First Aid Kit Letter in the female area with the most up to date letter.

Note: The Medical Protocol Letter and Policy was provided by Dr. Phillip Nowlin on April 30, 2015. All licensure is on file.

Note: First Aid Kit Letter was provided by Dr. Phillip Nowlin on April 30, 2015.

Note: Mental Health Care is provided by Cherokee Mental Health.

1400-1-14 Admission, Records and Release:Deficiencies Found: Yes No

(1DD) A criminal history check is not being completed on inmates during the booking process.

(3) There is no documentation showing the inmate has made or completed a phone call during the booking process

Additional Comments:

1400-1-15 Hygiene:Deficiencies Found: Yes No

(5A) Inmates are not being provided with a mattress in good repair. The facility needs to remove and replace mattresses through the entire facility, due to the inmates destroying the mattresses.

(6A, B, C and 7) Correctional Officers needs to complete the documentation for laundry; currently female trustees are completing the task. Mattress sanitation logs are being completed monthly. However, most mattresses are damaged and unable to be sanitized.

Additional Comments:

1400-1-16 Supervision of Inmates:Deficiencies Found: Yes No

(1) The facility is not conducting or logging security checks within an hourly basis on an irregular schedule. The female cell areas security checks are being completed via camera monitor. Physical security checks had time gaps of up to 12 hours between checks. Normally security checks are completed when medications are being dispensed by nursing staff and correctional staff. Jail Administrator advised that due to safety concerns the Correctional Officers were advised not to complete physical security checks unless there are two Correctional Officers present. Security checks in the male cell areas varied from 2 to 12 hours between checks. Suicide Watch Logs are not in compliance with Policy and Procedures or Medical Protocol.

(5) The inmate food service workers are in control of the facility meals being served on weekends or holidays. These inmate workers are controlling all aspects of meals being served to the entire inmate population. This practice can negatively affect the climate of the facility and potentially cause serious safety and security for the inmates, staff, and community.

Additional Comments:

1400-1-17 Classification:Deficiencies Found: Yes No

(1) Due to overcrowding, the classification process is impossible to achieve. Classification problems were evident due to the number of inmate on inmate assaults. From January 1 to March 25, 2015, 25 incidents of inmate on inmate assaults were documented. In 2014 there were 126 inmates on inmate assaults as well as 6 assault on officer incidents.

(2) Sight, sound, and physical contact between male and female inmates has become impossible to achieve due to overcrowding within the facility. Female trustees were roaming freely throughout the facility which included the male cell areas. In the booking hallway, male and female inmates were shackled to benches and mingling with each other. Several males on medical watch and one on suicide watch were also lying on mats in the booking hallway with one male shackled to the restraint chair. Inmates were also present in this area who were coming and going for court and other areas in and out of the facility.

(3) Due to overcrowding throughout the facility, inmates with disabilities are not being housed and managed in a manner that provides

for their safety and security.

Additional Comments:

Initial Annual Report

Re-inspection

Exit Interview:

Name:

Title:

Teresa Laws

Jail Administrator

Gerry Hambrick

Lieutenant

Comments:

Recommend for De-Certification due to deficiencies identified within the Inspection Report. **Strongly Recommend:** Facility immediately repair slams area door D-10 to allow the inmates to be liberated in the event of an emergency as well as day to day operations. Staff was very professional and courteous during the inspection process.

Note: The Tennessee Corrections Institute is authorized to grant this facility an extension not to exceed 60 days from the initial inspection to comply with minimum standards. No additional extensions may be granted. If applicable, a re-inspection will be conducted within 60 days and a recommendation will be made to the Board of Control. TCA 41-4-140, (4) (b) (1)



**TENNESSEE CORRECTIONS INSTITUTE
ANNUAL JAIL DATA PROFILE**

Facility Name:		Hamblen County Jail			
Date of Inspection : (Month, Day, Year)		June 23, 2015			
Date of Construction: (Month, Year)		1980			
Date of Last Renovation : (Month, Year)		1988/2003/2008			
Certified Beds	Male 187	Female 68	Current Number of Inmates Total Male: 201 Total Female: 101 TDOC Backup Males: 28 TDOC Backup Females: 28 Comments:		
Total Certified Capacity	255				
Population Day of Inspection	302				
January 1, 2015 to June 23, 2015 Average Daily Population	333				
Number of Detention Staff		Full Time 48	Part Time	0	
Actual Staff		44			
New Positions Created Since Last Inspection			0		
Number of New Hires Since Last Inspection			1		
Does the Detention Staff also perform as: Dispatchers?			Yes	No	X
Patrol Officers?			Yes	No	X
Other (Specify)					
Total Annual Jail Budget	\$ 2,896,273.00				
(For this item, include janitorial supplies, maintenance and repair, medical and dental care, detention staff salaries, and contractual services)					
Are you presently renovating, constructing, or planning a new detention facility?					
		Yes	No	X	
If yes, what is planned and when do you expect to complete it?					
The County Commission had a CCP Meeting on February 17, 2015.					
Insurance Provider: Traveler's Insurance					
Address: P.O. Box 13426; Reading, PA 19612					
Telephone: (912) 898-8460					

Bill Brittain, Hamblen County Mayor

From: Bill Brittain, Hamblen County Mayor
Sent: Thursday, July 23, 2015 12:15 PM
To: george.d.smith@tn.gov
Cc: 'christopher.bainbridge@tn.gov'; 'joel.damons@tn.gov'; Geno Hambrick; Teresa Laws; Wayne Mize; Cindy Dibb
Subject: Fire Marshall Inspection Response July 2015.xlsx
Attachments: Fire Marshall Inspection Response July 2015.xlsx

Mr. Smith,

Please find attached the Plan of Corrective Action prepared to address the deficient conditions in our county jail identified during the latest inspection. This POCA is in response to the letter prepared by Director Bainbridge dated May 22, 2015.

Do not hesitate to contact me or the jail administrative staff with any questions.

Bill Brittain
Hamblen County Mayor
Phone: (423) 586-1931

Hamblen County's POCA - July 2015

Item Number	Description	Response
1	Overcrowding - Facility has a bed occupancy of 255. On date of inspection April 30, 2015, inmate occupancy was 338. Inmates were lying on the floor, some blocking egress and exit door areas. The old section which is unsprinklered should not have more inmates assigned than beds available.	The inmate population has gradually declined since the date of the inspection. We anticipate the population to remain below 300 as the TN DOC reduces the number of state inmates it houses in the Hamblen County jail. As of July 20th, the population was 276.
2	Combustibles/Toxic Padding - Inmate living areas had large amounts of a padding material used for bedding. Most all mattress covers were in bad repair and flame retardant covers damaged and/or removed. The unprotected padding needs removed	The mattresses are being damaged by inmates. Fifty of the damaged mattresses were replaced with new ones in May 2015. Additional staff is needed to improve supervision of the inmates and to prevent damage to the mattresses. Ten new corrections positions are included in the FY 2015-16 budget to increase inmate supervision.
3	Door Locks - New section stair door does not have unlocking capability on the 1st floor entrance door. During an emergency the only way to gain access to the upper level would be from the outside.	The locking system for this door was replaced in late May 2015. The door is now keyed from both sides.
4	Combustible Waste Material - All accumulation of combustible waste material creating a fire hazard shall be removed. This includes any paper waste product not in use	A new property bag system has been purchased and will be installed in July to replace the plastic milk crates that lined the hallways of the facility. Detention staff are conducting "shakedowns" to remove material on a regular basis and each shift is walking through the cell areas hourly.
5	Egress Reliability - Required exit accesses, exits or exit discharges shall be continuously maintained free from obstructions. This includes doors and corridors.	Some classifications are overcrowded. Corrections staff is monitoring this situation and working to house inmates to avoid obstructing entrances and exits to the cell areas. The gradual decline in inmate population has provided corrections staff those opportunities.



**STATE OF TENNESSEE
DEPARTMENT OF COMMERCE AND INSURANCE**

Fire Prevention Division
Codes Enforcement Section
500 James Robertson Parkway
Nashville, Tennessee 37243-1162
(615) 741-7190 FAX: (615) 253-3267

May 22, 2015

The Honorable Bill Brittain
Hamblen County Mayor
511 West Second North Street
Morristown, TN 37814



Re: Hamblen County Jail

Dear Mayor Brittain:

I serve as Director of the Codes Enforcement Section of the State Fire Marshal's Office, and this letter serves as notification that the Hamblen County Jail contains serious life safety hazards, life threatening conditions and potentially hazardous violations. An adequate Plan of Corrective Action (POCA) to address the deficient conditions in the jail has yet to be submitted or approved by our office. Attached are prior inspection reports, the previously submitted POCA, and the most recent inspection report from Deputy State Fire Marshal George Smith which identifies current deficiencies in the facility.

The deficiencies are prioritized by severity in the list below from most severe to least severe.

Severity	Report Item Number	Deficiency	Status	Reference
1	5	Obstructed egress	Egress continues to be obstructed.	2006 IFC 1028.2
2	1	Overcrowding	The POCA does not provide a plan for compliance.	2006 IFC 107.6
3	4	Accumulation of combustible waste	Combustible waste continues to be present.	2006 IFC 304.1
4	3	Locked stair door	An immediate solution must be provided.	2006 IFC 1008.1.8.7
5	2	Torn mattresses	Mattresses continue to be torn	2006 IFC 805.3.2

An approvable Plan of Corrective Action (POCA) to remedy the above listed deficiencies must be submitted to our office by July 24, 2015. Our office will gladly meet with and assist Hamblen County officials in establishing and implementing the plan.

We appreciate your attention to this serious matter. Should you have any questions, please call me at 615.741.6246 or christopher.bainbridge@tn.gov.

Sincerely,

A handwritten signature in blue ink, appearing to read "Christopher R. Bainbridge".

Christopher R. Bainbridge
Director of Codes Enforcement

Cc: Gary L. West, Deputy Commissioner for Fire Prevention
Sheriff Esco Jarnigan, Hamblen Co. Sheriff

Enclosure



General Inspection Report, v1.0b

32 - Hamblen

03247

Complaints (Misc.)

Complaint Report

04/30/2015

Hamblen County Justice Center



George Smith



Email Distribution:

ghambrick@co.hamblen.tn.us

✓ joel.damons@tn.gov

bbrittain@co.hamblen.tn.us

christopher.bainbridge@tn.gov

✓ fred.garbler@tn.gov

✓ joseph.wallace@tn.gov



**STATE OF TENNESSEE
DEPARTMENT OF COMMERCE & INSURANCE**

Division of Fire Prevention
Codes Enforcement Section
500 James Robertson Parkway
Nashville, TN 37241-1162

Inspection Date: **Thursday, April 30, 2015**
Inspector: **George Smith**
County: **32 - Hamblen**
Inspection Type: **Complaints (Misc.)**
TFM Number: **03247**
Document Type: **Complaint Report**

Building/Project Name: **Hamblen County Justice Center**
Street Address: **510 Allison Street**

City: **Morristown**

ZIP: **37814**

Contact Name: **Lt. Gerry Hambrick**

Additional Contact: **Mr. Joel Damons**

Street Address:

Email: **joel.damons@tn.gov**

Additional Contact: **Mr. Bill Brittain, Mayor**

City:

Email: **bbrittain@co.hamblen.tn.us**

ZIP:

Additional Contact:

Phone

Email:

Email: **ghambrick@co.hamblen.tn.us**

Additional Contact: **Mr. Chris Bainbridge**

Email: **christopher.bainbridge@tn.gov**

Additional Contact: **Mr. Fred Garbler**

Email: **fred.garbler@tn.gov**

Additional Contact: **Mr. Joseph Wallace**

Email: **joseph.wallace@tn.gov**

Deficiencies found. Items below must be corrected.

Item Number	Deficiency	Code Reference	Found Date	Correction Date
1.	Overcrowding-Facility has a bed occupancy of 255. Presently the Inmate occupancy was 338. Inmates were lying on the floor in every available space. This included blocking the means of egress and exit doors. Corridors were blocked in C-Cot where 12 beds were available and 22 inmates present. The Annex had 24 beds available with 63 Inmates present. The old section which is un-sprinklered should not have more Inmates assigned than beds available. Inmates blocking corridors would prevent evacuation during emergency's. Overcrowding- Can these inmates be moved to another jail? Reducing population would prevent overcrowding and keep the means of egress open.	IFC 107.6	12/09/2014	

Item Number	Deficiency	Code Reference	Found Date	Correction Date
2.	Combustibles/Toxic Padding-Inmate living area's had large amounts of a padding material used for bedding. Most all mattress covers were in bad repair and the flame retardant covers damaged and or removed. This unprotected padding needs removed immediately and all mattress covers repaired or replaced. Mattress Covers/Bedding Material-How often are checks being made to collect loose bedding material? Are mattress removed if factory flame retardant covers are damaged or missing? Can these inspections be documented?	IFC 805& 805.3 805.3.2-805.3.2.3	12/09/2014	
3.	Door Locks-New section stair door does not have unlocking capability on the 1st floor entrance door, During an emergency the only way to gain access to the upper level would be from the outside. New Section Stair Door Lock-Since you have no anticipated completion date on the lock, can this door be kept open?	IFC 1008.1.8.7	12/09/2014	
4.	Combustible Waste Material-All accumulation of combustible waste material creating a fire hazard shall be removed. This includes any paper waste product not in use. Accumulation of Combustible Waste-Can this material be removed by inspection on a daily basis and documented?	IFC 304.1	12/09/2014	
5.	Egress Reliability-Required exit accesses, exits or exit discharges shall be continuously maintained free from obstructions. This includes doors and corridors. Exit Access-As stated in your POCA response, these doors must be kept clear regardless of inmate population. This type obstructions must not be permitted. Can you respond that this will not be permitted and inspections will be conducted to keep all exits and corridors clear at all times?	IFC 1028.2		

Other Notes:

I performed a Follow-Up Inspection on above date. The jail had 341 inmates at the time of inspection with 255 beds available. With the exception of Item #3, no improvement was recognized. All other items had not been corrected and noticed no change since last visit. Exit doors and egress was blocked in Annex mens sleeping area's. S-Cott had inmates lying the complete length of the corridor, mattress's were not being protected with covers and large amounts of linens were being hung inside each cell area. The entrance area had inmates sleeping on the floor and others just lying waiting to be processed. The new section had a stack of uncovered mattresses and plastic milk cartons stored in main corridor.

I discussed with staff if any corrections could be made. I was informed they were doing all they could do with the amount of inmates that were housed and the amount of staff they had working.

If this box is checked, a Plan of Corrective Action must be submitted. See the attached form, read the directions, fill out the form and return it to the inspector by email (address below).

Deputy State Fire Marshal Email: **george.d.smith@tn.gov**



Digitally signed by George Smith
DN: cn=George Smith, o=State Fire Marshal's Office, ou=C &
I, email=george.d.smith@tn.gov, c=US
Date: 2015.05.05 16:19:58 -05'00'

Inspector Signature:

Expand Report

Plan of Corrective Action

WARNING: Converting this file to MS Word format will corrupt the file. Only use Adobe Reader to fill the form and digitally sign it.

This form must be signed by a person that has executive authority to ensure the corrections are made.

In the table below, provide a plan identifying the deficient item number, the corrective action that will be taken and the anticipated completion date.

To assist our office utilize paperless processes, please digitally sign this form after it has been completed. Ensure you have the latest version of Adobe Reader installed on your computer. Instructions for using Adobe Reader signatures can be found in the help menu. Once signed, email the file to the inspector at the email address at the bottom of the report.

If you choose not to utilize digital signatures. Fill out this form, print it, sign it, scan it and email it to the inspector at the email address at the bottom of the report.

Your POCA must be received by: 06/15/2015

Item Number	Corrective Action	Completion Date
<input type="button" value="Add Another Corrective Action"/>		
<input type="button" value="Remove Last Corrective Item"/>		

Title of Person Signing Form: _____

Date: _____

Signature: _____

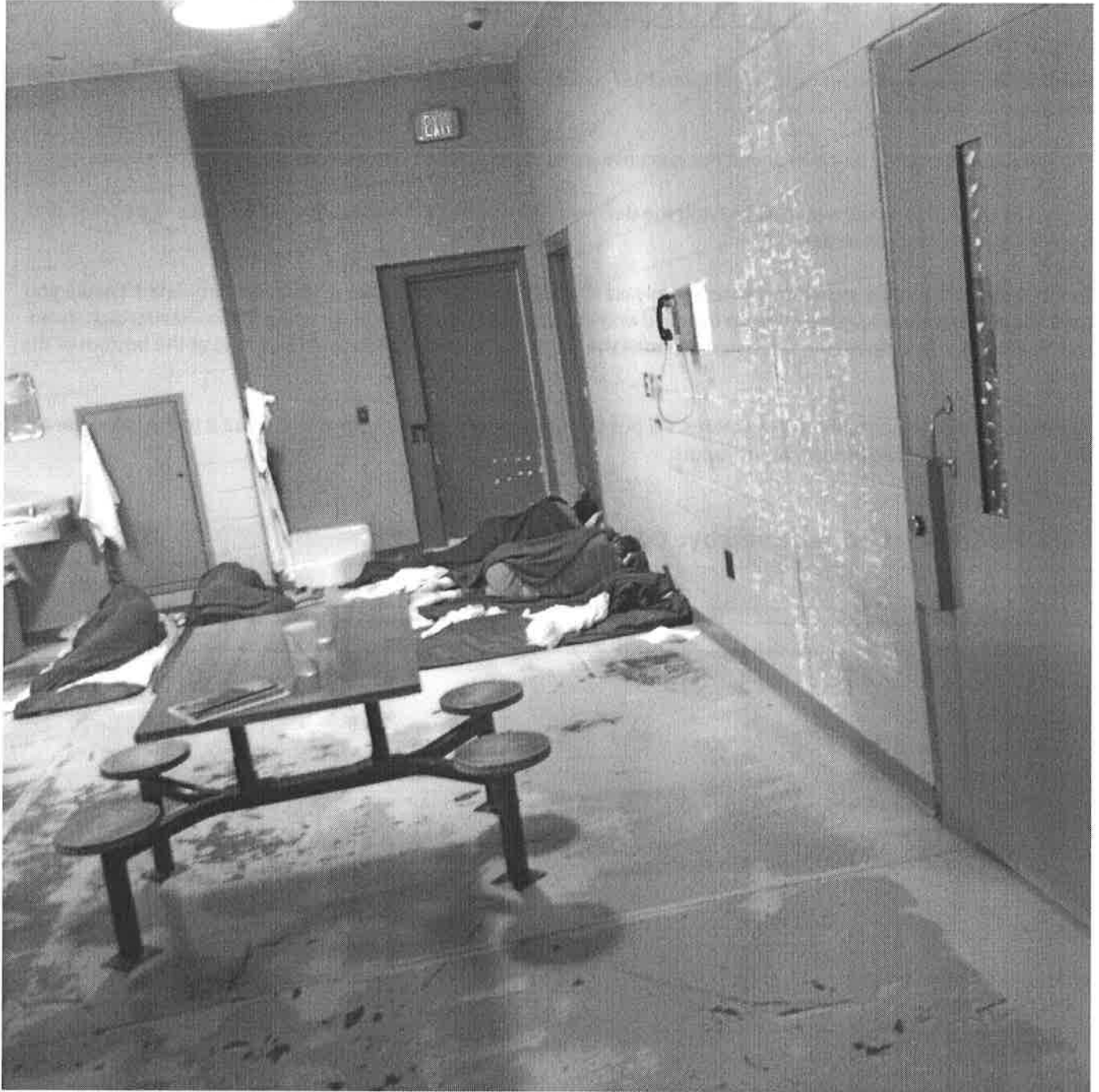
Office Use Only

Approved

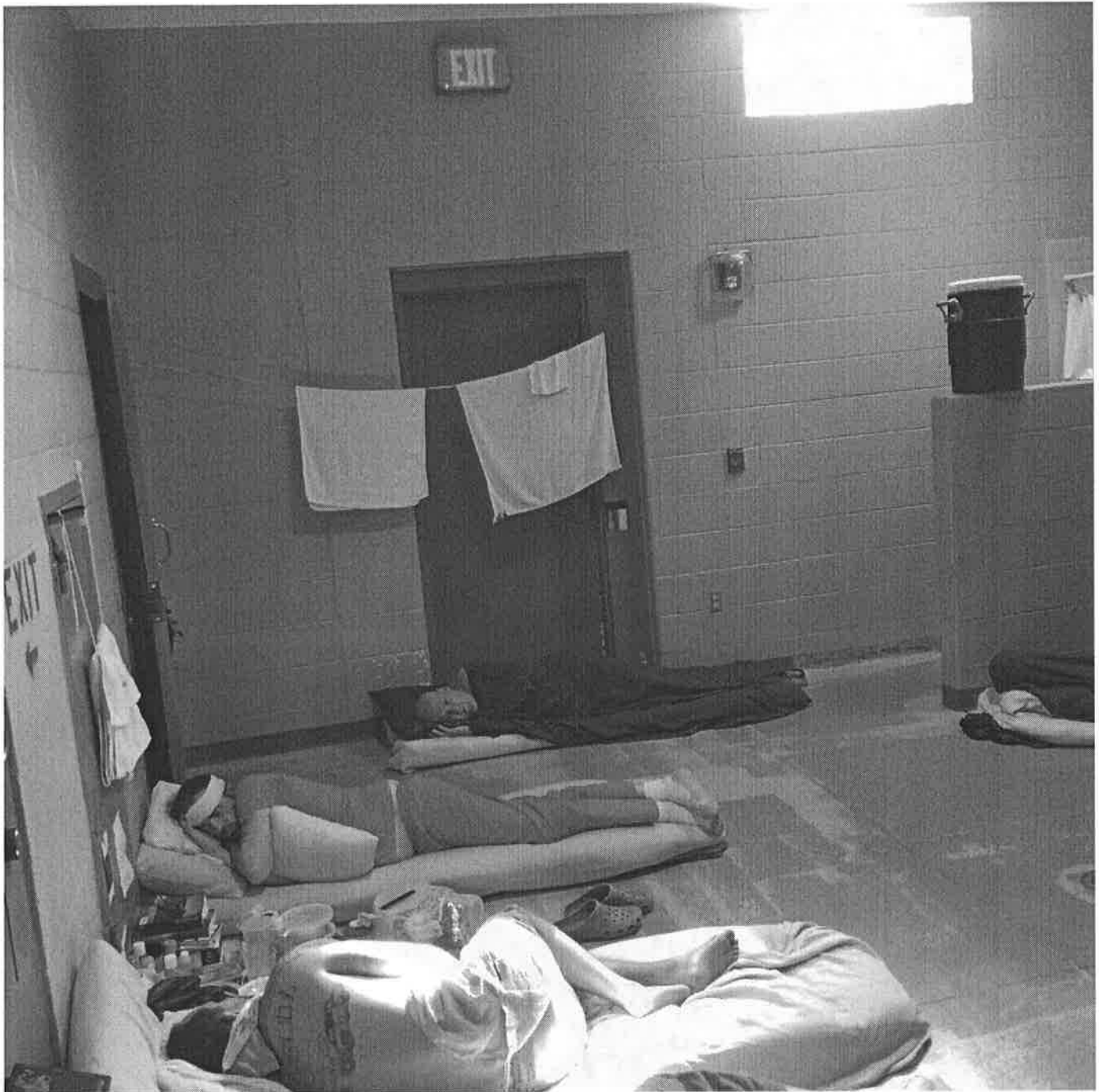
Not Approved

Attachment(s): Yes

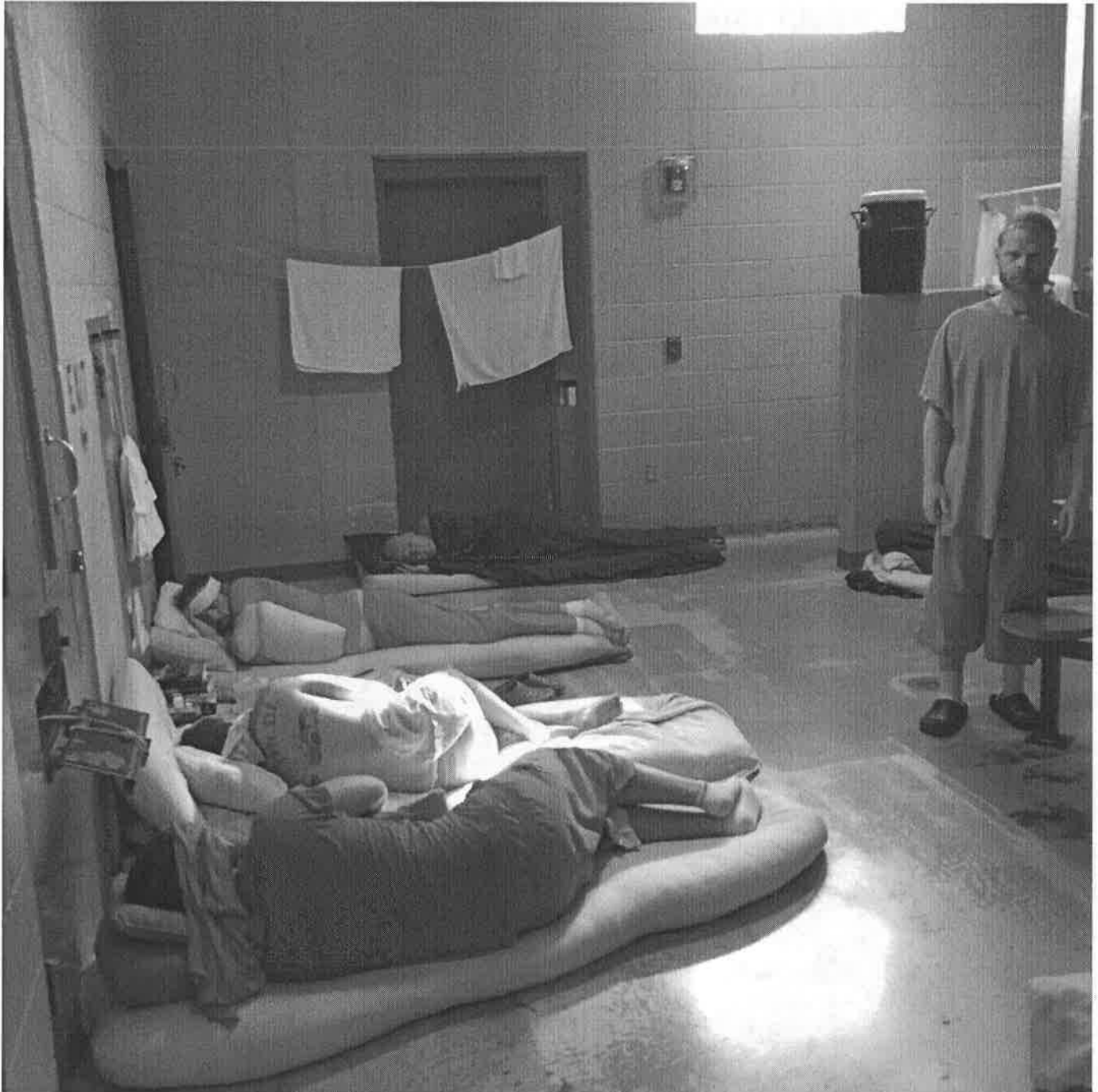
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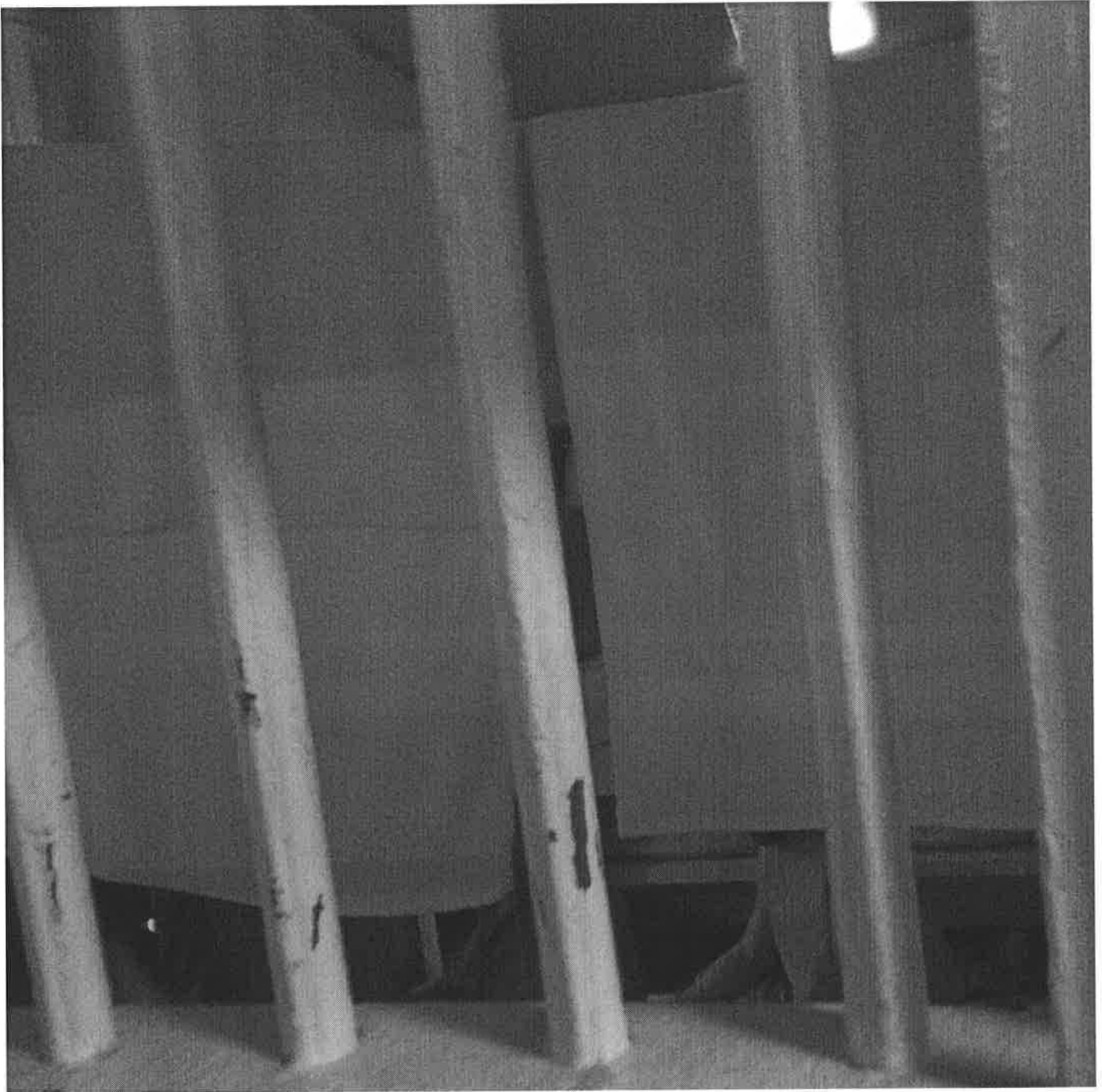
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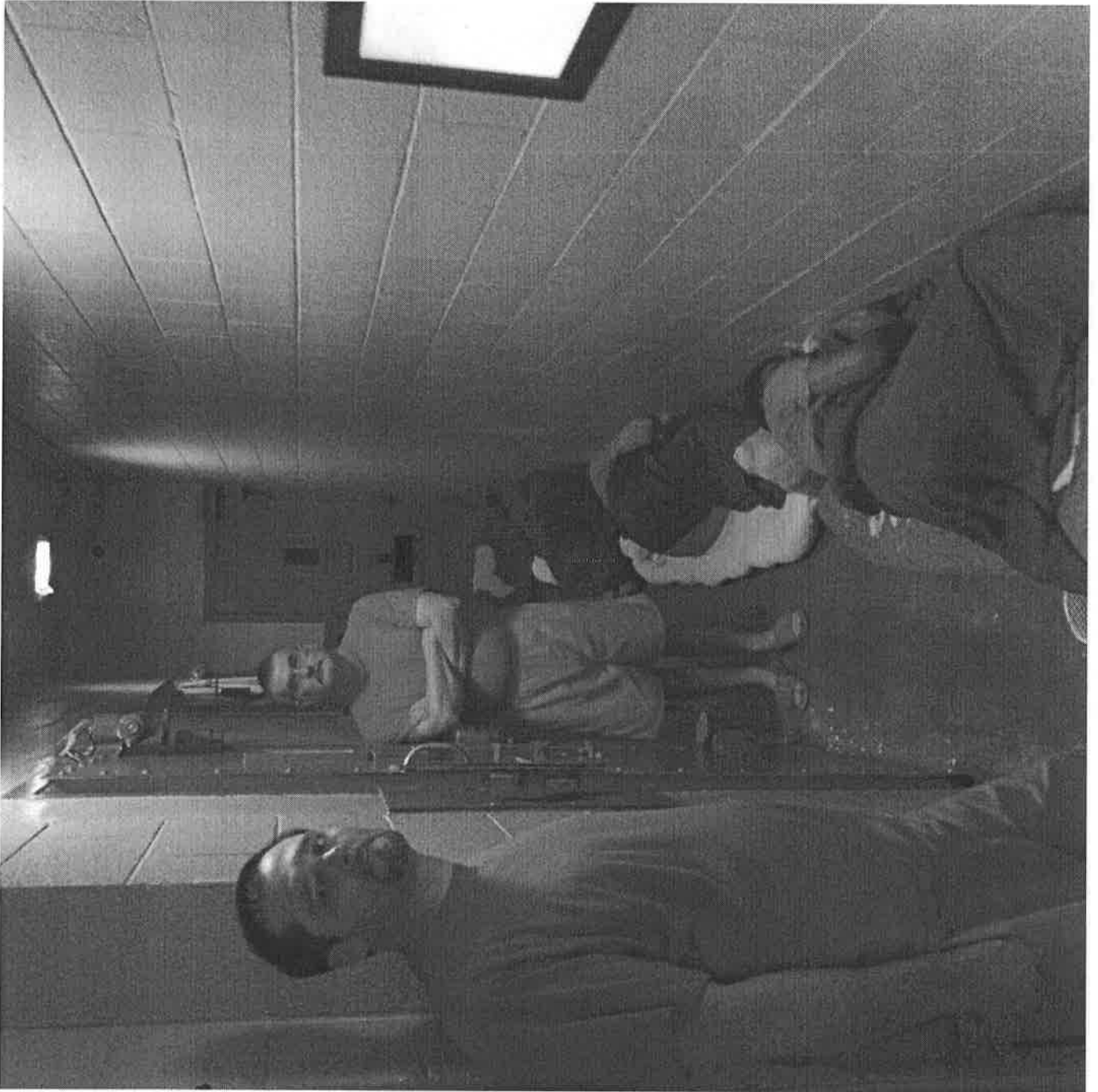
Attachment:



Attachment:



Attachment:





General Inspection Report, v1.0b

32 - Hamblen

03247

Complaints (Misc.)

Complaint Report

02/02/2015

Hamblin County Justice Center



George Smith



Email Distribution:

ghambrick@co.hamblen.tn.us
joel.damons@tn.gov
bbrittain@co.hamblen.tn.us
christopher.bainbridge@tn.gov
fred.garbler@tn.gov
joseph.wallace@tn.gov



**STATE OF TENNESSEE
DEPARTMENT OF COMMERCE & INSURANCE**

Division of Fire Prevention
Codes Enforcement Section
500 James Robertson Parkway
Nashville, TN 37241-1162

Inspection Date: **Monday, February 2, 2015**
Inspector: **George Smith**
County: **32 - Hamblen**
Inspection Type: **Complaints (Misc.)**
TFM Number: **03247**
Document Type: **Complaint Report**

Building/Project Name: **Hamblin County Justice Center**
Street Address: **510 Allison Street**

City: **Morristown**

ZIP: **37814**

Contact Name: **Lt. Gerry Hambrick**

Additional Contact: **Mr. Joel Damons**

Street Address:

Email: **joel.damons@tn.gov**

Additional Contact: **Mr. Bill Brittain, Mayor**

City:

Email: **bbrittain@co.hamblen.tn.us**

ZIP:

Additional Contact:

Phone

Email:

Email: **ghambrick@co.hamblen.tn.us**

Additional Contact: **Mr. Chris Bainbridge**

Email: **christopher.bainbridge@tn.gov**

Additional Contact: **Mr. Fred Garbler**

Email: **fred.garbler@tn.gov**

Additional Contact: **Mr. Joseph Wallace**

Email: **joseph.wallace@tn.gov**

Deficiencies found. Items below must be corrected.

Item Number	Deficiency	Code Reference	Found Date	Correction Date
1.	Overcrowding-Facility has a bed occupancy of 255. Presently the Inmate occupancy was 338. Inmates were lying on the floor in every available space. This included blocking the means of egress and exit doors. Corridors were blocked in C-Cot where 12 beds were available and 22 inmates present. The Annex had 24 beds available with 63 Inmates present. The old section which is un-sprinklered should not have more Inmates assigned than beds available. Inmates blocking corridors would prevent evacuation during emergency's. Overcrowding- Can these inmates be moved to another jail? Reducing population would prevent overcrowding and keep the means of egress open.	IFC 107.6	12/09/2014	

Item Number	Deficiency	Code Reference	Found Date	Correction Date
2.	Combustibles/Toxic Padding-Inmate living area's had large amounts of a padding material used for bedding. Most all mattress covers were in bad repair and the flame retardant covers damaged and or removed. This unprotected padding needs removed immediately and all mattress covers repaired or replaced. Mattress Covers/Bedding Material-How often are checks being made to collect loose bedding material? Are mattress removed if factory flame retardant covers are damaged or missing? Can these inspections be documented?	IFC 805& 805.3 805.3.2-805.3.2.3	12/09/2014	
3.	Door Locks-New section stair door does not have unlocking capability on the 1st floor entrance door, During an emergency the only way to gain access to the upper level would be from the outside. New Section Stair Door Lock-Since you have no anticipated completion date on the lock, can this door be kept open?	IFC 1008.1.8.7	12/09/2014	
4.	Combustible Waste Material-All accumulation of combustible waste material creating a fire hazard shall be removed. This includes any paper waste product not in use.Accumulation of Combustible Waste-Can this material be removed by inspection on a daily basis and documented?	IFC 304.1	12/09/2014	
5.	Egress Reliability-Required exit accesses, exits or exit discharges shall be continuously maintained free from obstructions. This includes doors and corridors.Exit Access-As stated in your POCA response, these doors must be kept clear regardless of inmate population. This type obstructions must not be permitted. Can you respond that this will not be permitted and inspections will be conducted to keep all exits and corridors clear at all times?	IFC 1028.2		

Other Notes:

I have attached some follow-up questions from your Plan of Corrective Action received on January 23, 2015. These questions are listed above in bold print following the deficiency on each line. Please feel free to contact me at any time if you have any questions. Thanks again for your continued support in fire safety.

- If this box is checked, a Plan of Corrective Action must be submitted. See the attached form, read the directions, fill out the form and return it to the inspector by email (address below).**



Digitally signed by George Smith
DN: cn=George Smith, o=Fire Marshals Office, ou=Commerce
& Insurance, email=george.d.smith@tn.gov, c=US
Date: 2015.02.05 14:51:02 -06'00'

Inspector Signature:

Expand Report

Plan of Corrective Action

WARNING: Converting this file to MS Word format will corrupt the file. Only use Adobe Reader to fill the form and digitally sign it.

This form must be signed by a person that has executive authority to ensure the corrections are made.

In the table below, provide a plan identifying the deficient item number, the corrective action that will be taken and the anticipated completion date.

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Your POCA must be received by: 03/19/2015

Item Number	Corrective Action	Completion Date
<input type="button" value="Add Another Corrective Action"/>		
<input type="button" value="Remove Last Corrective Item"/>		

Title of Person Signing Form: _____

Date: _____

Signature: _____

Office Use Only

- Approved
 Not Approved



January 23, 2015

Christopher Bainbridge, Director
Codes Enforcement Section
Division of Fire Prevention
Department of Commerce and Insurance
State of Tennessee Nashville, TN

Dear Director Bainbridge,

Consider this letter Hamblen County's response to the complaint inspection of the county jail on December 9, 2014.

Hamblen County is committed to operating a jail that is safe for inmates, visitors and staff; however, we acknowledge that we face some challenges with a 35 year old facility housing 300+ inmates with 255 beds.

The County is studying its options to resolve its overcrowded conditions. Corrections consultant, Carter, Goble, Lee, Inc., conducted a needs assessment study for our entire criminal justice system and presented its report in May 2014. We are using the study as we advance through the process of deciding whether we add space at the present justice center location, renovate an existing building elsewhere in the county, or build a new facility on vacant property.

Attached is a detailed response to the report of the December 9, 2014 inspection. Do not hesitate to contact me or Chief Deputy Sheriff Wayne Mize with any questions.

Sincerely,

Bill Brittain
County Mayor

Cc: Sheriff Esco Jarnigan
Chief Deputy Wayne Mize
HCLB Jail Study Committee

Bill Brittain, County Mayor

511 West Second North Street • Morristown, TN 37814 • office. 423.586.1931 • fax. 423.586.4699

www.HamblenCountyTN.gov • email. bbrittain@co.hamblen.tn.us

Hamblen County's POCA - January 2015

Item Number	Description	Response
1	Overcrowded facility with inmates lying on mattresses on the floor in every available space including areas that block the means of egress and exit doors. Inmates blocking corridors would prevent evacuation during emergencies.	Inmates are sometimes located in the corridors to keep less violent prisoners from the violent ones. Facility overcrowding prohibits us from maintaining proper classification of inmates in cell areas. The Criminal Justice System Needs Assessment was completed in May 2014. The County's Jail Study Committee is actively investigating its options to solve the overcrowding problem.
2	Inmate living areas had large amounts of padding material used for bedding. The mattress covers were in bad repair and flame retardant covers were damaged and/or removed. This unprotected padding needs removed immediately and all mattress covers	Corrections officers are continuously collecting loose padding material from damaged mattresses. Jail staff will intensify its efforts to remove loose padding from the cell areas.
3	The new section (annex) stair door does not have unlocking capability at the 1st floor entrance door. During an emergency, the only way to gain access to the upper level would be from the outside.	The locking system on this door will be replaced as part of a larger jail door repair project that has been funded by the County Commission. The project will be completed during the summer of 2015.
4	All accumulation of combustible waste material creating a fire hazard in the cell areas shall be removed. This includes any paper waste product not in use.	Inmates are allowed to keep legal documents, religious material and a limited number of books in their cell areas. Correction officers collect all other combustible material from the cell area on a routine basis.
5	Required exit accesses, exits or exit discharges, including doors and corridors, shall be continuously maintained free from obstructions.	Jail management will clear as many hallways and corridors as it possibly can depending on the inmate population.



General Inspection Report, v1.0b

Email Distribution:

32 - Hamblen



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joel.damons@tn.gov
christopher.bainbridge@tn.gov
fred.garbler@tn.gov
joseph.wallace@tn.gov

03247

Complaints (Misc.)

Complaint Report

12/09/2014

Hamblin County Justice Center



George Smith





**STATE OF TENNESSEE
DEPARTMENT OF COMMERCE & INSURANCE**

Division of Fire Prevention
Codes Enforcement Section
500 James Robertson Parkway
Nashville, TN 37241-1162

Inspection Date: **Tuesday, December 9, 2014**

Inspector: **George Smith**

County: **32 - Hamblen**

Inspection Type: **Complaints (Misc.)**

TFM Number: **03247**

Document Type: **Complaint Report**

Building/Project Name: **Hamblin County Justice Center**

Street Address: **510 Allison Street**

City: **Morristown**

ZIP: **37814**

Contact Name: **Lt. Gerry Hambrick**

Additional Contact: **Mr. Joel Damons**

Street Address:

Email: **joel.damons@tn.gov**

Additional Contact:

City:

Email:

ZIP:

Additional Contact:

Phone

Email:

Email: **ghambrick@co.hamblin.tn.us**

Additional Contact: **Mr. Chris Bainbridge**

Email: **christopher.bainbridge@tn.gov**

Additional Contact: **Mr. Fred Garbler**

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3.	Door Locks-New section stair door does not have unlocking capability on the 1st floor entrance door, During an emergency the only way to gain access to the upper level would be from the outside.	IFC 1008.1.8.7	12/09/2014	
4.	Combustible Waste Material-All accumulation of combustible waste material creating a fire hazard shall be removed. This includes any paper waste product not in use.	IFC 304.1	12/09/2014	

Item Number	Deficiency	Code Reference	Found Date	Correction Date
5.	Egress Reliability-Required exit accesses, exits or exit discharges shall be continuously maintained free from obstructions. This includes doors and corridors.	IFC 1028.2		

Other Notes:

Performed a general inspection due to a complaint. The old unsprinklered section of the jail remains to be overcrowded with all egress paths blocked with bedding arrangements. These areas are not continually supervised. The front entrance continues to be used for a waiting area for booking and or medical evaluations. This facility does have in place a set of emergency keys that are available in emergency situations. Fire evacuation plans have been developed and fire drills performed. The main concern is the old unsprinklered section where numerous combustibles are present and unprotected combustible mattresses lying on the floor in the egress paths. These areas are only accessible by one egress door. The newer sprinklered section is overcrowded with no extra floor space available unless egress doors are blocked. I recommend lowering the inmate population in all cell areas to correct these deficiencies as soon as possible.

A Plan of Corrective action will be due within 30 days of receipt and a Follow-Up Inspection required.

If this box is checked, a Plan of Corrective Action must be submitted. See the attached form, read the directions, fill out the form and return it to the inspector by email (address below).

Deputy State Fire Marshal Email: george.d.smith@tn.gov



Digitally signed by George Smith
 DN: cn=George Smith, o=Fire Marshals Office, ou=Commerce & Insurance, email=george.d.smith@tn.gov, c=US
 Date: 2014.12.10 14:36:30 -06'00'

Inspector Signature: _____

Expand Report

Plan of Corrective Action

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If you choose not to utilize digital signatures. Fill out this form, print it, sign it, scan it and email it to the inspector at the email address at the bottom of the report.

Your POCA must be received by: 01/23/2015

Item Number	Corrective Action	Completion Date
<input type="button" value="Add Another Corrective Action"/>		
<input type="button" value="Remove Last Corrective Item"/>		

Title of Person Signing Form: _____

Date: _____

Signature: _____

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FACILITY OBSERVATIONS AND IMPRESSIONS CHECKLIST

Facility Name and Type (jail, CCC): Hamblen County Justice Center

Crowding

1. Is the facility crowded?

Yes

No

If yes, answer the following:

Additional bunks have been added to the cells since the jail was originally constructed

Inmates are sleeping on the floor or in portable beds

Inmates are sleeping in bunks in the dayroom

Other:

Inmates are sleeping on the floor with only a mattress in common corridors and dayrooms, and under bunks

Two annex structures have been added, 2003 and 2008, respectively

2. Does the agency believe it is crowded based on rated capacity vs actual, or have they been told it is crowded by a jail inspector or fire marshal?

Yes

No

If yes, give details:

Rated capacity = 255; Population count day of site visit on 9.22.15 = 312

TCI Inspection Reports

Needs Assessment Report (May 2014)

3. Is the ability to appropriately classify inmates being affected because of a lack of beds in certain classification categories?

Yes No If yes, give details:

There are no units designated for special classifications

Sightlines in Housing Units

4. What can be seen from the housing control stations?

There are 3 housing control stations (HCS) - HCS #1 (central control) is located on the main floor in the Intake area; HCS #2 is located in the Annex FL1; HCS #3 is located in the Annex FL2. HCS #1 does not have sightline into the housing pods and limited visibility of intake corridors. HCS #2 & #3 have limited visibility into some housing pods and common corridors.

5. Are cell fronts easily visible from most vantage points as officers make rounds?

Yes No

6. What can't be easily seen?

Housing pod entry door windows have been covered preventing observation of housing pod from central corridor. There are many blind spots within the housing pods/dormitories. Inmates - who control lighting fixtures - are allowed to keep lights turned off, which creates a dark housing environment. In order to see, Detention Officers use flashlights.



Supervision methods

7. Is the jail design (check all that apply):

- Linear
- Podular remote
- Direct supervision

General operational observations

8. Have the basic components of inmate behavior management been adopted and implemented?

Yes No

9. Does staff appear to stay at their assigned post or are there congregation points?

If there are congregation points, where are they?

Intake and central control

10. Do all or most staff have the space they need to work effectively?

Yes No

General building condition

11. Is the jail clean?

Yes No If no, provide details:

Trash throughout facility, e.g., napkins, cups; dayroom floors, showers, walls, light fixtures, etc. covered with paper/debris, grime, peeling paint

12. Is there any graffiti?

Yes No

13. Do building systems appear to be well maintained?

Yes No If no, provide details:

Doors inoperable in "Slam" D - scheduled for repair when locking systems are replaced.

14. Does the age of the systems affect the ability to effectively maintain them?

Yes No

15. Does the physical plant lend itself to effective inmate supervision?

Yes No If no, provide details:

Housing pods are configured with many blind spots, linear in fashion, inmate-controlled light fixtures

16. Are there dangerous conditions that should be repaired immediately?

Yes No If yes, provide details:

As noted in the Fire Marshall and TCI reports



Major staffing issues

17. Were any major staffing issues reported or observed?

Yes No If yes, provide details:

As noted in the 2011 Staffing Analysis Report

TN Jail Standards 1400-01-.16 Supervision Of Inmates requires that inmates be checked at least once per hour; more frequently for those with special needs/problems. It has been reported that the period between well-being checks has been upwards of 12 hours.

Identify other apparent issues

18. Are there life/health/safety deficiencies such as manual locking systems, deficient or non-existent smoke detection systems, lack of or insufficient emergency exits, no ability to communicate between inmate housing and staff work areas, etc.

Yes No If yes, provide details:

See Fire Marshall and TCI reports

There is no redundancy between control rooms; all operate independently without ability for one HCS to take over control of another HCS

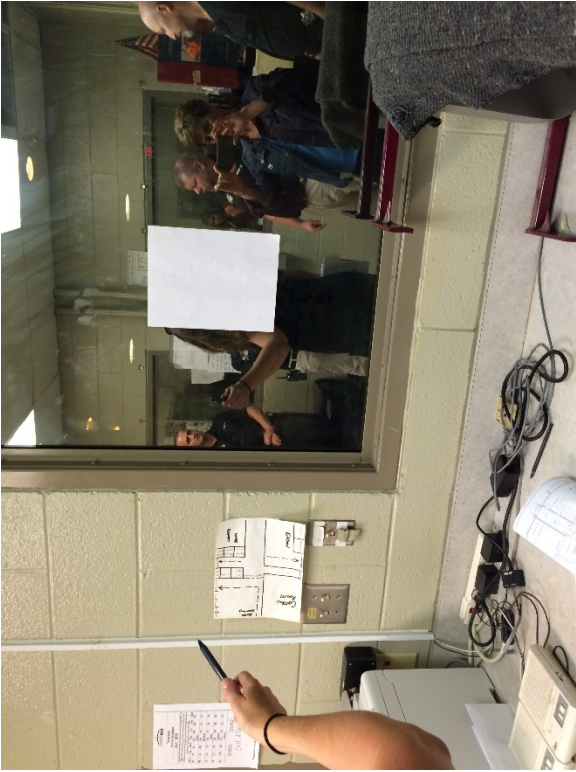
Recommendations

Since the tour is primarily an opportunity to make observations and gather impressions, recommendations will likely be very general unless life/health/safety issues are observed.

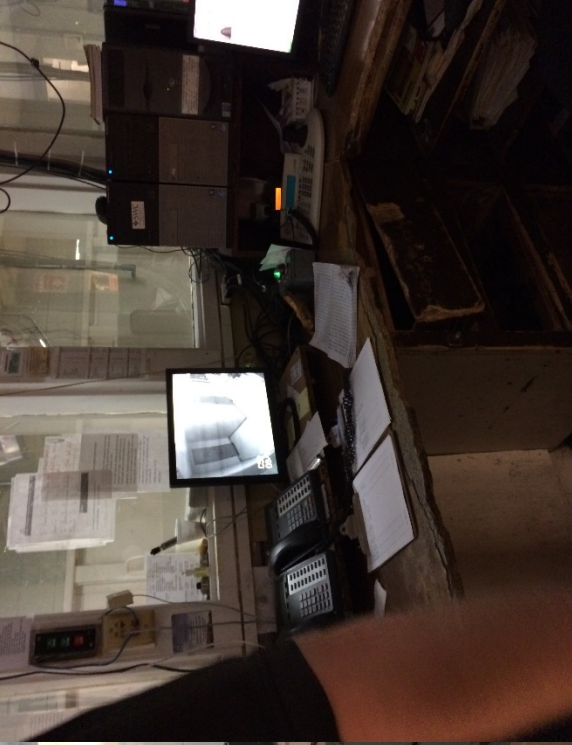
Provide details of any life/health/safety issues below.



APPENDIX H

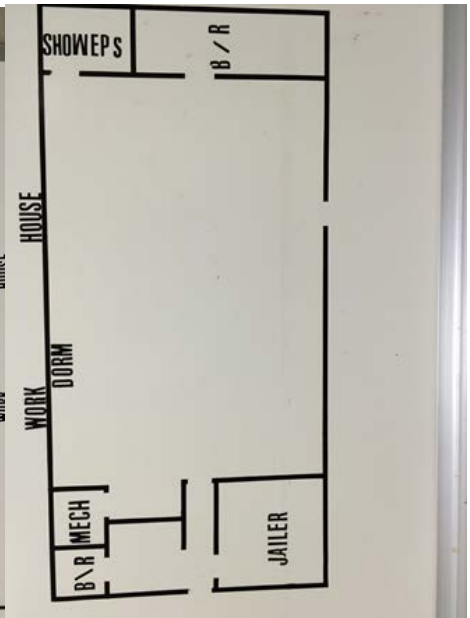
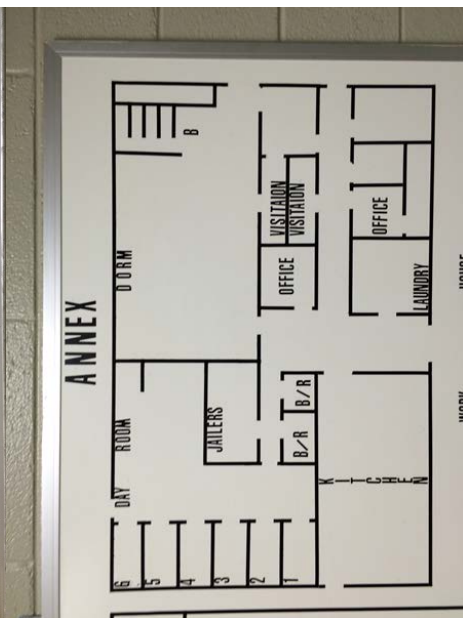
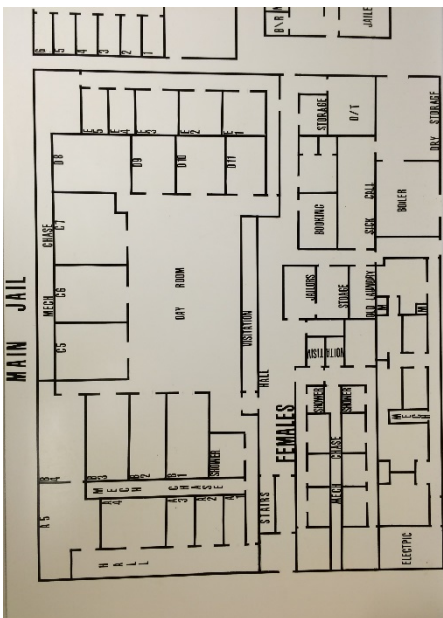


APPENDIX H



APPENDIX H





AGENDA

DAY TWO:

GROUP MEETING

9:00 am	Welcome, Introductions, and Expectations
10:30 am	Jail and Data Discussion
11:30 am	Facility Development Process
12:45 am	Lunch
1:30 pm	Readiness Assessment Planning
2:45 pm	Next Steps
2:45 - 3:30 pm	Close-out meeting with Key Stakeholders (if required)

National Institute of Corrections
Hamblen County, Tennessee Jail and Justice System Assessment

23 September 2015

GROUP MEETING

NAME	TITLE
April Pottorff	NIC Consultant
Barbara Horton	Drug Recovery Court
Bill Brittain	Hamblen County Mayor
Bob Bass	Tennessee Corrections Institute
Cheryl Gallant	NIC Consultant
Gwen Holden	Community Resident
Herbert Harville	Commissioner 10 th District
Joe Huntsman, Sr.	Commissioner 1 st District
Rick Eldridge	County Commissioner
Stancil Ford	Commissioner 13 th District
Taylor Ward	Commissioner 2 nd District
Tim Goins	Commissioner D6
Wayne Mize	Hamblen County Sheriff Department
William Wall	Tennessee Corrections Institute
Alex Pearson	Circuit Court Judge
Beth Boniface	Circuit Court Judge
Blake Sempkowski	Assistant Public Defender
Dan Armstrong	District Attorney General
Dana Wampler	Hamblen County Commissioner
Don Baird	Community Work Program
Esco Jarnagin	Hamblen County Sheriff Department
Gerry Hambrick	Hamblen County Sheriff Department
Greg Eichelman	Public Defender
Hubert Davis	Hamblen Commissioner
John Smyth	Commissioner
Randy DeBord	Hamblen County Commissioner
Teresa Laws	Hamblen County Sheriff Department

RATIONALE FOR A SYSTEMIC APPROACH TO JUSTICE SYSTEM PLANNING

OVERVIEW

This lesson provides a general overview of a systems approach to justice planning. It is designed to give the participants a brief overview of the justice system assessment and master planning processes and the implications of these concepts in planning new correctional facilities.

Planning new justice facilities to meet present and future needs within justice system is challenging. Justice systems are often complex and fragmented, where neither the sanctions and services, nor the way in which they are used are typically well-defined, systemic, or guided by a shared sense of purpose. Many jurisdictions have built new facilities only to find the problems that prompted them to build still exist. New justice facilities, to be effective, cannot be built in a vacuum. A systemic approach to planning is needed. A systemic approach to planning is defined as encompassing the whole tribal justice system (as opposed to an agency-specific assessment) and described as having four distinct elements:

- Examining historical justice practices and their impact and place in the current and future justice systems (Where have we come?);
- Assessing current policies, practices, facilities, and programs and how they have changed over time (Where are we now?);
- Establishing the values, vision, and mission for the local justice system (Where do we want to be in the future);
- Planning and implementing strategies for change (How do we get from here to there?).

Effective planning takes time and involves many key stakeholders in the justice system and community. A “standing” planning team comprised of local leaders, policy makers and community members to support the process is critical to effective systems planning. Planning team members should be committed to active involvement over the full course of the process.

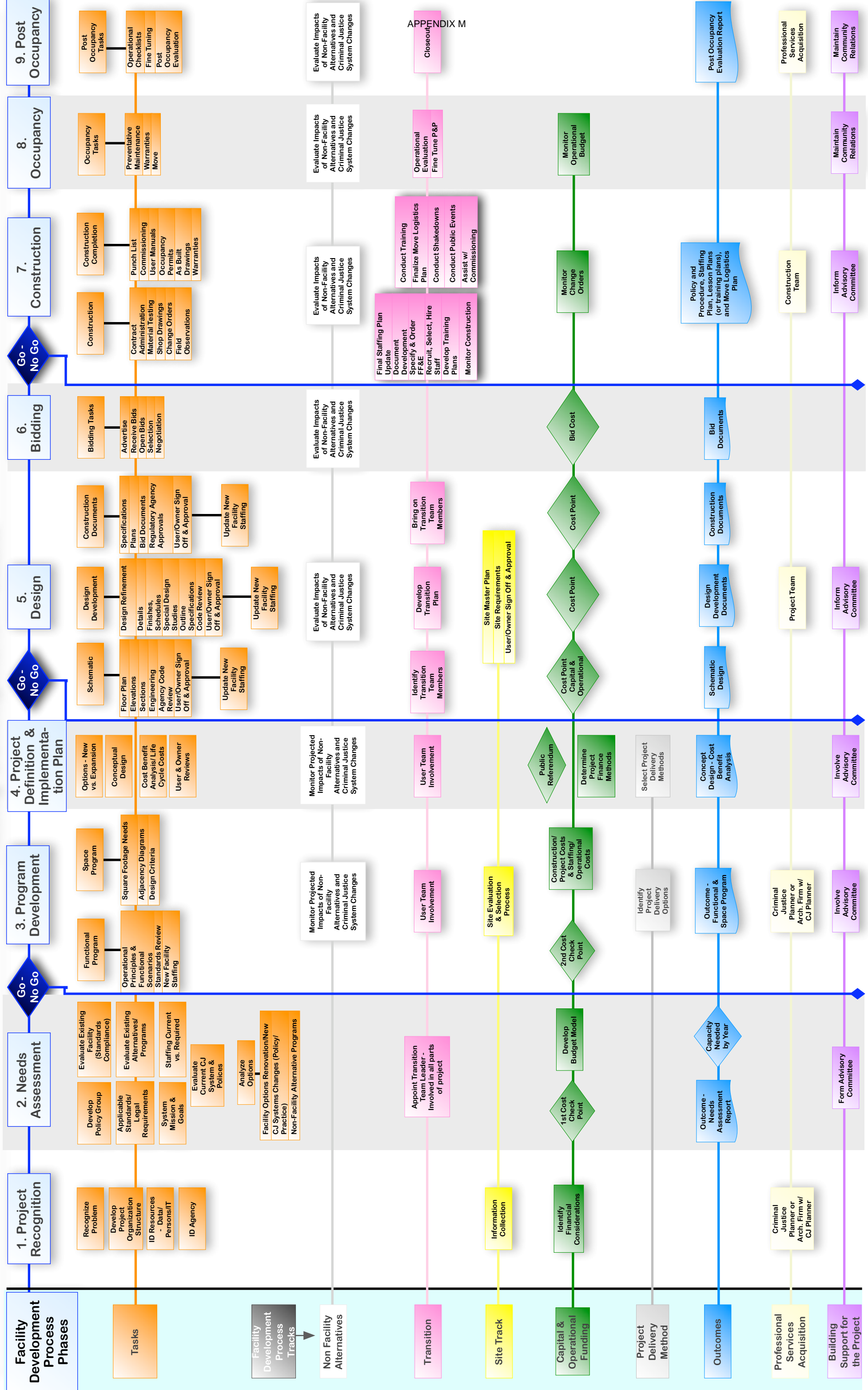
Many factors drive detention and correctional bed space needs (system policies and practices, efficiency of the justice system, arrest rates for various types of crimes, and availability and use of alternatives). These factors must be analyzed as a critical step prior to making decisions about the size and type of detention or correctional facilities that may be needed. Information gathered and evaluated in the justice system assessment provides the basis for recommendations included in a Master Plan for the jurisdiction. The Master Plan addresses not only facility needs, but shall also incorporate recommendations for policy and practice changes to improve the functioning of the system as well as recommendations for expansion and use of traditional practices and other alternatives to incarceration.

READINESS FOR PLANNING CHECKLIST

RATIONALE FOR A SYSTEMIC APPROACH TO JUSTICE SYSTEM PLANNING

- Is there a sense of urgency or compelling reason to act?
- Is there a commitment of active and involved leadership throughout the duration of the planning process?
- Is there a commitment of resources necessary to complete the needs assessment and master planning process?
- Are key decision-makers willing to commit the time to actively participate?
- Are key decision-makers willing to share data and information about their policies and practices?
- Is there a willingness to question the status quo and to look at new approaches to justice system practices?
- Is there a willingness among the key decision-makers to view the system from all perspectives, not just their own?
- Are key decision-makers willing to interact with colleagues and the community in ways that are mutually beneficial to the justice system and not adversarial or just in their own best interests?
- Is there a commitment to act on the findings and recommendations to the extent possible?

Facility Development Process



APPENDIX M

What is the Facility Development Process?

The facility development process includes the phases, tasks, associated activities, and procedures to plan, design, construct, and open a new jail facility. The same process is also required for the renovation or expansion of an existing jail. The following document summarizes the first four phases of the process.

PHASE 1 - Project Recognition

The first phase of the facility development process is often initiated by those responsible for managing the current facility, and supported by those authorizing appropriate funding for law enforcement and detention services, such as county commissioners and supervisors or city managers. Unfortunately, although the issue may be raised early, the discussions usually begin after it is determined that the current facility is unable to efficiently and effectively operate under current conditions, and not in anticipation of these events occurring.

In phase 1, participants will be involved in the following tasks

1. Recognize the problem – is jail crowding the precipitating event, is the facility in need of expansion, repair or replacement?
2. Develop the project organization structure – who can and should be included in the process and what role will they play?
3. Identify resources - where can data be found, who can retrieve needed data, what information technology is available?
4. Identify the agency taking the lead.

Other activities occurring in this phase include:

5. Site track – information will be gathered for the selection of the facility site.
6. Capital and Operational Funding track – the financial considerations for the project will be identified.
7. Professional Services Acquisition track – a criminal justice planner/consultant is often acquired at this phase for project guidance.

Once there is interest in exploring the problems, it is important to identify which agencies and activities are impacted and to invite them to participate in resolving the issues. An agency will need to be appointed to take the lead in the discussions. Member(s) of the governing body must participate in the process. It is important they be visibly involved and recognizes that a crowding problem or facility deterioration is not simply the operating agency's responsibility.

As the process leads towards the development of a needs assessment, the county may elect to begin analyzing their financial options for proceeding, as well as consider alternatives to construction of a new facility.

Most jurisdictions do not have full-time staff available to devote to planning and building a new facility, nor do they have staff with the specialized skills required to perform the tasks required for each step. They also may not be able to hire such specialized staff. Therefore, a number of consultants are often used during the various phases of the process. Consultants used in the early phases include corrections planners, programmers, and financial planners. Architects, engineers, and construction managers are selected as the project progresses. To avoid delays or rushed performance, consultants should be hired early in the process so they have sufficient time to complete their work.

Consultants are typically selected through an objective process that uses the formal mechanism of a request for proposal (RFP). Two types of RFPs are available: the open RFP and the invitational RFP.

Open RFP

The open RFP solicits responses from all qualified firms. The county or city establishes basic criteria for the consultant, advertises in appropriate media such as newspapers and trade journals, and accepts proposals from all firms that meet the established criteria.

Invitational RFP

The invitational RFP first issues a request for qualifications to selected firms and then issues the RFP to those on the “short list” of those that qualify. It must be emphasized that consultants need substantial input from key jurisdictional representatives if they are expected to develop workable solutions. A consultant’s approach to the jurisdiction’s needs and openness to the involvement of its representatives is as important to the project as his or her technical skills.

PHASE 2 - Needs Assessment

A facility master plan and criminal justice master plan will systematically identify the policy decisions to be made about the practices and operations of the jail facility as well as the practices of the entire local criminal justice system. The needs assessment, the first document to be developed and part of the master plan, analyzes trends within the criminal justice system and helps direct the facility and criminal justice master plans. Historical patterns in crime rates, arrest rates, facility admissions, and average lengths of stay are examined to determine the impact these trends have on the size and type of the inmate population. Profiling the inmate population establishes their criminal, adjudication, behavioral, social, and demographic characteristics. This data analysis allows the county or city to consider alternative, non-custody sanctions, which are less costly than building more beds in a detention facility. The analysis also identifies the needs of their particular facility and provides information for subsequent steps in the facility development process.

The facility master plan summarizes the policies and practices regarding the operations of the jail. It also includes the mission statement, which clarifies the facility’s purpose and defines the goals and

objectives of the jurisdiction. The underlying philosophy (mission and vision) that reflects the community's values must be established during this step.

Similarly, the criminal justice master plan summarizes the policies and practices regarding the operation of the entire local criminal justice system. This document defines policies concerning how each criminal justice agency carries out its duties and responsibilities, the nature of their relationships to one another, and their responsibility toward managing jail resources. These two master plans become critical instruments not only for the construction of a new jail facility but also for its operation for years to come.

No city or county can proceed with a jail project that it can neither afford to build nor afford to operate. After the needs assessment is complete, the economic feasibility of the project must be determined. The economic feasibility study, most often performed by consultants and technical advisors, includes a preliminary budget that reflects the costs of pre-architectural programming, design, site acquisition, construction, and occupancy in addition to the need for special design studies. The feasibility study also explores and reports on funding sources and requirements.

The costs of staffing and operating the new facility are estimated and reported in the economic feasibility study. Analyzing the economic feasibility of the project takes place throughout the architectural design phase and continues, at minimum, until construction bids are received. It is only after bids are received that an accurate cost of the building is established.

GO/NO GO Decision Point

At this point in the facility development process, those involved must make an evaluation whether the process can feasibly continue or if other alternative options provide better opportunities for addressing the problems (e.g. if the problem is crowding and adjustments in the criminal justice system practices can shorten the length of time between arrest and sentencing, thereby reducing the jail population).

In phase 2, participants will be involved in the following tasks:

- 1) Development of a policy group.
- 2) Reviewing applicable standards and legal requirements.
- 3) Developing a system mission and goals.
- 4) An evaluation of the current criminal justice system and policies.
- 5) An evaluation of the existing facility for standards compliance.
- 6) Evaluating existing alternatives programs.
- 7) Evaluating staffing levels, current vs. required.
- 8) Analyzing options including:
 - a) Evaluating the facility for renovation vs. new construction.

- b) Conduct an evaluation of criminal justice systems changes (policy and practices).
- c) Evaluating non-facility alternative programs.

Other activities occurring in this phase include:

- 9) Transition – appointing a transition team leader who will be involved in all parts of the project.
- 10) Capital and Operational Funding track – the first cost check point for the project and the project budget model will be developed.
- 11) Outcomes – A needs assessment report and a determination of inmate capacity needs by year will be developed and produced.
- 12) Building Support for the Project – A community advisory committee will be formed.

PHASE 3 - Program Development

The facility program is a document that groups the functional and space programs and tells the architects how the jail will function. It defines spaces (including adjacent spaces), users, equipment, and furnishings and illustrates the flow of work in each area of the facility. The facility program should clarify the policies and procedures that relate to all the activities discussed in it and describe the desired operation of the new facility.

Facility programming is a prerequisite to architectural programming, which stipulates the physical spaces needed to support the operation of the jail. Without a program document, the design phase of the project occurs in a vacuum, and the chances of the finished facility meeting the needs of the users are minimal. The facility managers must be actively involved in facility programming. Because this step can become highly technical, it may require the services of corrections planners, architects or other consultants.

Site selection is a difficult step in the process and must be approached with care and sensitivity because it has technical, cost, and political implications. Historically, jails have not been popular, but modern design and technology such as sealed buildings that reduce noise have made it possible for these facilities to be good neighbors. The county or city government often conducts numerous public meetings and hearings during this phase of the process to engage the public in identifying potential sites and establishing criteria for their review.

The first task is to determine the size, shape, access, and location requirements of the site. Next, alternative sites that roughly meet the requirements are identified. After evaluating the alternatives using the established criteria, a site is finally selected and acquired.

During this phase it will be necessary to identify options for project delivery. Options to be considered might include the traditional design-bid-build method, design-build, construction manager, lease-purchase-financing.

In phase 3, participants will be involved in the following tasks

- 1) The development of a functional program which will include:
 - a) Operational principles and scenario development.
 - b) The review of applicable state and national standards.
 - c) Development of a staffing plan for the new facility.
- 2) The development of a space program which will include:
 - a) . Identifying square footage needs for the new facility.
 - b) Adjacency diagram development.
 - c) An analysis of design criteria.

Other activities occurring in this phase include:

- 3) Transition – the user team will be involved in the tasks and decision making.
- 4) Non facility alternatives – monitor impacts of non-facility alternatives and criminal justice system changes.
- 5) Site track – a site evaluation and selection process will be conducted.
- 6) Capital & operational funding – a 2nd cost check point for the project will be established and construction/project costs and staffing operational costs will be developed for the new facility.
- 7) Project delivery options – Project delivery methods will be identified.
- 8) Outcomes – A functional and space program will be produced.
- 9) Professional services acquisition – if not already done there may be a need to acquire assistance from a criminal justice planner or architectural firm with a criminal justice planner.
- 10) Building support for the project – the advisory committee will become involved in the decision making aspect of the project.

PHASE 4 - Project Definition & Implementation Plan

The corrections planner and/or architect will develop conceptual design plans that begin to organize the entire building. The design study will provide very basic outlines of the building and some internal areas, and will show area adjacencies. It will also provide more detailed information about site needs that can be used to narrow down site options.

Using the information gathered and developed during the three previous phases, a cost benefit and life cycle cost analysis will be conducted. The information will provide the decision making group an opportunity to determine how much financing will be required and to evaluate financing options. Depending on the requirements of the jurisdiction, it may be necessary to prepare a public referendum before proceeding. In some instances, a reduction in the scope of the project, or a re-evaluation of the

operational decisions may be required if the life cycle cost appears to be beyond the limits of financing the jurisdiction can absorb.

A project delivery method must be selected at the end of this phase. It will be necessary to make the decision before the architect can proceed into the design phase. Depending on the delivery method selected, it may be necessary to contract with a construction manager or general contractor before beginning the next phase.

GO/NO GO Decision Point

Again at this point in the facility development process, those involved must make an evaluation whether the process can feasibly continue.

In phase 4, participants will be involved in the following tasks—

- 1) Facility option evaluation, new vs. expansion.
- 2) Conceptual design development for the facility
- 3) Development of a cost benefit analysis and life cycle costs.
- 4) User and owner reviews.

Other activities occurring in this phase include:

- 5) Non facility alternatives – monitoring impacts of non-facility alternatives and criminal justice system changes.
- 6) Transition – the user team will be involved in the tasks and decision making.
- 7) Capital & operational funding – a determination will be made for methods to finance the project and a decision to use a public referendum for funding.
- 8) Project delivery options –a project delivery option will be selected.
- 9) Outcomes – a conceptual design for the facility and a financial cost benefit analysis will be produced.
- 10) Building support for the project – the advisory committee will become involved in the decision making aspect of the project.



Welcome, Introductions, Overview


*Jail and Justice System
Assessment*

What is the
National Institute of Corrections (NIC)?

- DOJ → BOP → NIC
- Divisions in Washington DC and Aurora, CO
- NIC Resources
 - Programs and training
 - Technical assistance to jurisdictions
- NIC Information Center


Introductions

- Introduce yourself
- What is your role in the justice system
- Project Vision

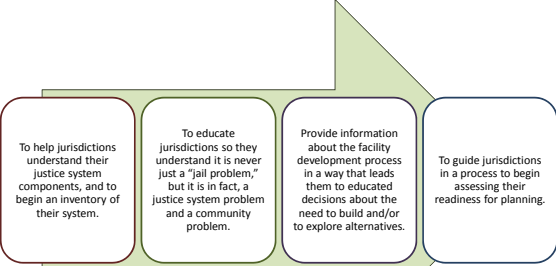


What is a Jail and Justice System Assessment (JJSA)?


1. Considers all components of the justice system
2. Facilities tour
3. Summary observations
4. Promotes involvement of local officials and demonstrates common purpose



JJSA Goals



- To help jurisdictions understand their justice system components, and to begin an inventory of their system.
- To educate jurisdictions so they understand it is never just a "jail problem," but it is in fact, a justice system problem and a community problem.
- Provide information about the facility development process in a way that leads them to educated decisions about the need to build and/or to explore alternatives.
- To guide jurisdictions in a process to begin assessing their readiness for planning.






Observations

Jail and Justice System Assessment



Hamblen County
Observations and Impressions


- Recognize the need
- Working together to manage use of the jail
- New stakeholders
- Risk Management
- How to get "traction"



Hamblen County
Observations and Impressions

Existing Jail:


- Built	1978/80
- Addition (beds)	2003
- Addition (beds)	2008
- Workhouse	1988
- Rated Capacity	255
- Operational Capacity (85%)	217



Hamblen County
Observations and Impressions


Trend of non-compliance:

- Staffing (new hires in progress)
- Well-being checks in a timely manner
- Classification / Housing Assignments
- Operational Capacity
- Life-safety




Hamblen County
Observations and Impressions
Management of population:

- Drug Court
- Optimization of sentence reductions
- Electronic Monitoring (limited use)
- Release on Own Recognizance (ROR)
- "Can Wagon" – litter crews
- Probation




Hamblen County
Observations and Impressions
Physical Plant Condition:




Hamblen County
Observations and Impressions
Physical Plant Condition:

ditto




Hamblen County
Observations and Impressions
Physical Plant Condition:

ditto



Hamblen County
Observations and Impressions
Physical Plant Condition:


ditto



Hamblen County
Observations and Impressions
Physical Plant Condition:


ditto

Fire Marshall | TCI | Needs Assessment





Hamblen County
Observations and Impressions

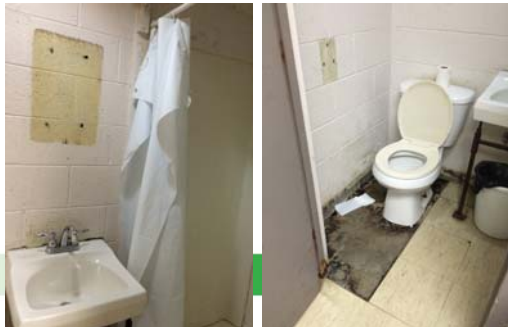
broken window theory

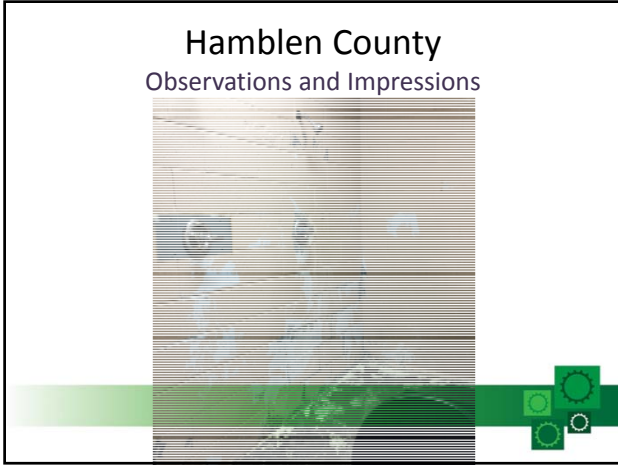


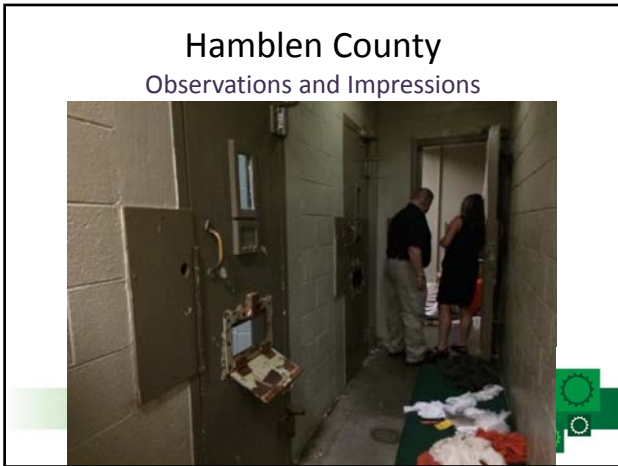
Hamblen County
Observations and Impressions

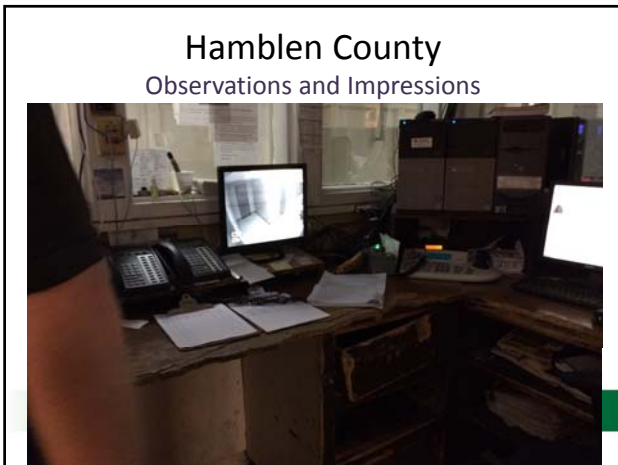


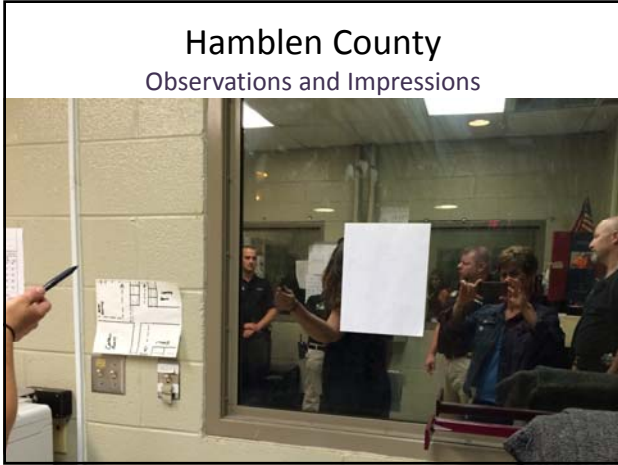
Hamblen County
Observations and Impressions



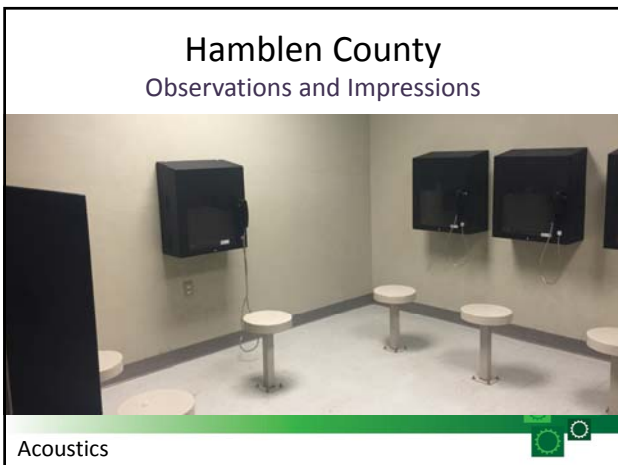













Hamblen County
Observations and Impressions

Operational Challenges


- Security / Access Control
- Acoustics
- Lack of Daylight
- Linear Layout
- Lack of sightlines
- Inability to house inmates by classification



Hamblen County
Observations and Impressions

Lack of Appropriate Housing for:


- Females
- Special Needs
 - Mental Health
 - Suicide
 - Protective Custody
 - Restrictive Housing

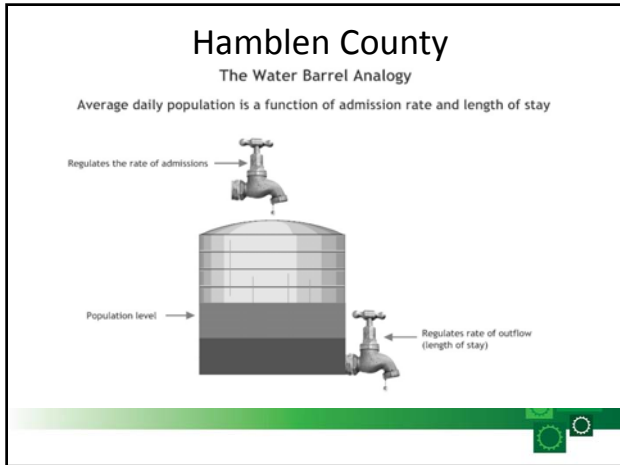


Hamblen County
Basic Information about Your Jurisdiction

County Population Growth

2014	63,086
2013	62,888
2012	62,733
2011	62,862
2010	62,544
2000	58,128



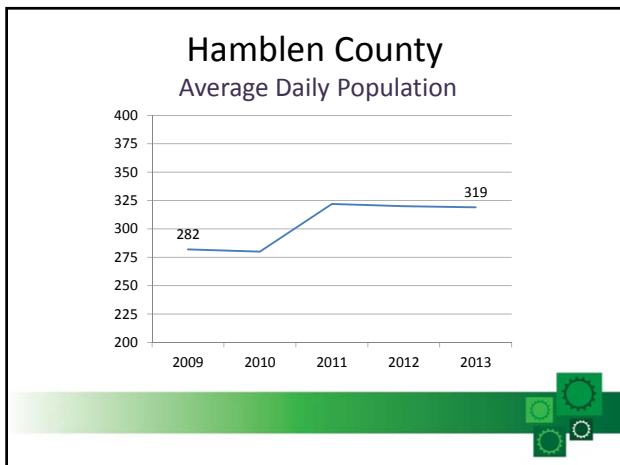


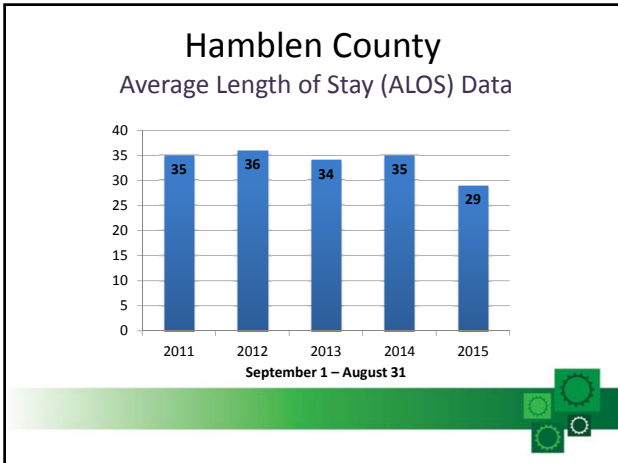
Hamblen County

Basic Information about Your Jurisdiction

Average Daily Population (ADP) 09/1/2014 – 08/31/2015	Capacity	Actual ADP	% of Capacity
Total:	255	336	132%
Male	187	242	129%
Females	68	94	138%

Other ADP Considerations	
TN DOC Sentenced Inmates	
Commitment / Sentencing Practices	
Length of Stay	
Continuum of Sanctions	





Hamblen County


Determining Operating Capacity

Average Daily Population	+	???
Peaking Factor	+	10%
Classification Factor	=	10%
OPERATING CAPACITY		

- ### Hamblen County
- Classification / Bed Distribution
- Restrictive Housing
 - Minimum Risk
 - Medium Risk
 - Maximum Risk
 - Reception / Orientation
 - Mental Health
 - Protective Custody
 - Medical
 - Work Release
 - Inmate Worker


Hamblen County
Goals

- Continuum of Sanctions
 - Treatment vs Confinement vs Punishment
 - Define role of Jail within the Continuum
- Access to Programs and Services
- Evidence Based Practices (EBP)
- Systems Approach




Hamblen County
Goals

- Safe Operations / Manage Risk
- Mission and Operational Driven Facility
- Staffing



Hamblen County
Moving Forward.....Fiscal Considerations

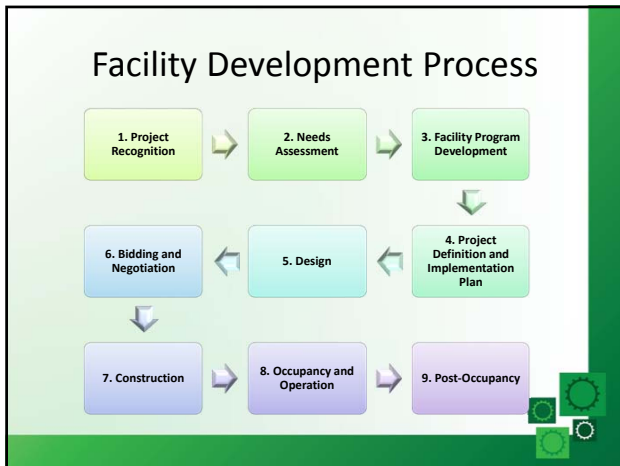
- Fiscal considerations: funding capital project
- Fiscal considerations: funding operations/programs
- Public awareness and support
- Philosophical consensus (punishment vs. behavior change)



Facility Development Process

Jail and Justice System Assessment



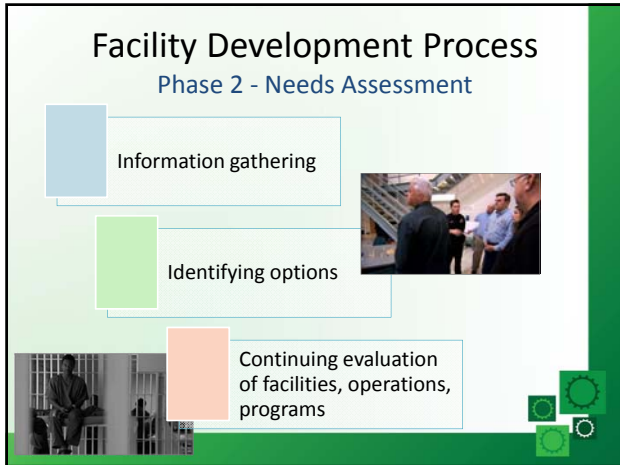


Facility Development Process

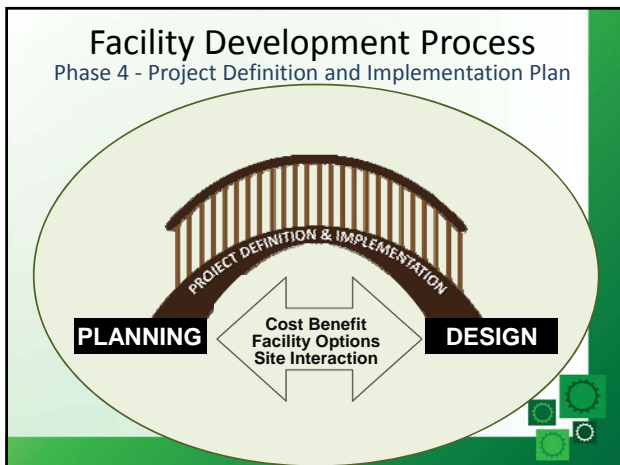
Phase 1 - Project Recognition

- Problem definition
- Assessment of current facilities, programs, liabilities, and resources
- Justice agencies work together to:
 - Identify key issues being faced
 - Develop work groups
 - Consider how to proceed









Facility Development Process Phase 5 – Design

8-12 months to complete



Design Phases:

- Schematic
- Design Development
- Construction Documents

Facility Development Process Phase 6 – Bidding and Negotiation

2-4 months to complete




Tasks include:

- Advertise for bids
- Bidder qualifications
- Selection of successful bidder
- Contract negotiations

Facility Development Process Phase 7 – Construction


Construction

- Permits
- Construction monitoring and supervision
- Contract administration
- Materials testing



Construction Completion

- Punch list
- Commission
- Systems test
- Warranties
- As-built drawings



Facility Development Process Phase 8 – Occupancy and Operation

2-4 months to complete




Tasks include

- Building acceptance and preparing for occupancy (permits, cleaning, etc.)
- Install owner-purchased furnishings
- Public events
- Move-in

Facility Development Process Phase 9 – Post Occupancy

6-9 months to complete




Tasks include


- Fine tune policies and procedures
- Assess operations
- Post occupancy evaluation

Needs Assessment


Jail and Justice System Assessment




Needs Assessment
Phase 2 Tasks




Develop a policy group, a system mission, and goals



Review standards/legal requirements



Evaluate existing facility standards compliance, alternative programs, staffing levels, current criminal justice system and policies



Identify options

Needs Assessment
Components

1. Interviews with / information collection from all criminal justice system agencies
 - a. What are the current policies/practices are for each CJS component?
 - b. What issues (e.g., booking fees) must be considered?
 - c. Are they mandated or elective?

Needs Assessment
Jurisdiction Information

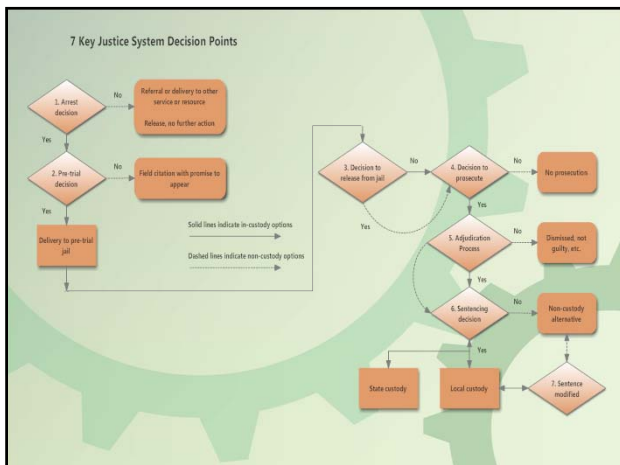
- Have the ability to collect data
- Established the Jail Study Committee
- Attended NIC PONI
- NIC JJSA

Needs Assessment Components

2. Design a data collection instrument to:
 - a. Quantify defendant processing
 - b. Take a snapshot of who is in jail,
 - c. Identify trends
3. Issue a report that describes current policies, issues considered, workloads experienced

Needs Assessment Components

4. Evaluate alternatives to incarceration
 - a. Inventory available alternatives
 - b. Consider the 7 key justice system decision points



Needs Assessment
Components

4. Evaluate alternatives to incarceration
 - a. Inventory available alternatives
 - b. Consider the 7 key justice system decision points
 - c. Determine level of alternatives usage and coordination
 - d. Discuss possible additional alternatives and/or different/expanded use of existing programs.

Needs Assessment
Components

<p>5. Population projections and capacity recommendations</p> <ul style="list-style-type: none">• Examine jail data• Correlate CJS data / develop forecast scenarios.	<p>6. Evaluate facilities used for diversion/ alternatives / jail</p> <ul style="list-style-type: none">• Assess facility conditions, compliance with building codes and operational standards.• Analyze location effectiveness
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Needs Assessment
Components

7. Recommendations
 - a. Alternatives to incarceration
 - b. Justice system and/or case processing changes
 - c. New facility construction (if supported by data)




Systems Planning Processes
Require:

- A certain degree of readiness
- Local officials prepared to ensure the maximum benefit
- Time, coordination, expertise, objectivity, and preparation
- Strategies to develop "buy-in"



Assessing Readiness


- Helps to identify:
 - Issues that may impede the process.
 - Opportunities for strengthening the process.
 - Potential allies or supporters who will help move the planning process forward.



Systems Planning

Challenges include:

- Lack of understanding, leadership “buy-in,” participation, commitment
- Timing for moving forward
- Denial
- Competing time demands
- Inadequate resource commitment
- Getting the right players and right consultant




Road Blocks

- Financing
- Public sentiment
- Getting the right people to the table – work together
- Access to resources:
 - Mental Health
 - Chemical Dependency



Overcoming Road Blocks

- Focus on: “*what can we do*”
- Trust, work together
- A business decision, not political






Next Steps

Jail and Justice System Assessment




Potential Next Steps

- Criminal Justice Coordinating Committee (CJCC)/(CCPC)
- Think about Vision/Mission
- Budget for Planning Effort



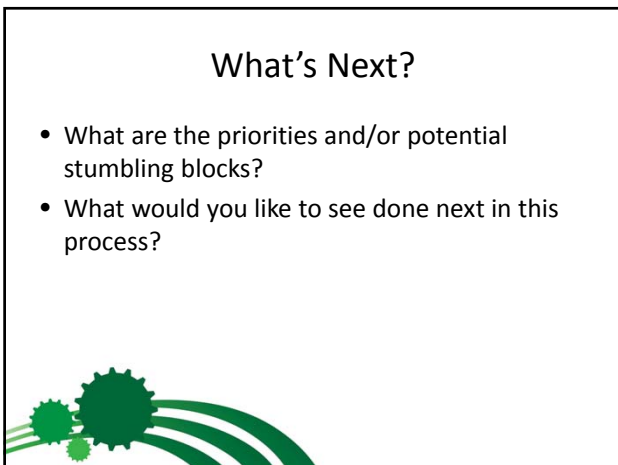
Potential Next Steps

- Effective Use of Criminal Justice Coordinating Committee (CJCC)/(CCPC)
 - Committee mission, charge, authority
 - Project Champion
 - Identify participants beyond justice system stakeholders
 - Develop a work plan to structure the process
 - Define team member roles, responsibilities, time commitment









Systems Planning



Tips to overcome challenges include:

- Someone to drive the overall project
- Find out what the needs of those who are unsure and use those needs to jump-start their involvement
- Develop a work plan to structure the process and define planning team roles, responsibilities, and time commitment



Readiness Assessment Activity

- What are YOUR ideas to overcome challenges and increase the readiness for planning?