



Needs Assessment for New Detention Facility

Rabun County Sheriff's Office
Chad K. Nichols, Sheriff

October 2018

Georgia Sheriffs' Association Training Division

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INTRODUCTION

In August 2018, The Rabun County Sheriff, Chad Nichols, requested the Georgia Sheriffs' Association to conduct an initial planning assessment of the detention needs of Rabun County. The services agreed upon included:

1. To define the functions of the Rabun County Jail.
2. Study existing inmate population needs and project them into the future for the expected life of a new or expanded facility.
3. Prepare an initial recommendation regarding size and capacity of an addition to the existing facility.

The following report is being submitted in accordance with the above agreement.

Built in 2005, the Rabun County Jail was designed to house 96 inmates with an additional 10 beds in the holding area. The design was not ideal, as visitation requires inmate movement outside of the housing unit, with no consideration given for the need to separate inmates by classification, or provide adequate facilities to keep co-defendants easily separated. The sheriff is currently working to overcome this deficiency through video visitation. Additionally, there is no room for the administrative functions of jail operation, which are managed by personnel located in the central control room. The central control room is the central nerve center for the security and operation of the jail. Personnel assigned there should not be overburdened or distracted with administrative or dispatch functions, but with no administrative space available, they are.

There is a very small area for medical services. Other than a medication cart kept in the medical office, there is no secure facility for storage of inmate medications. The medical office is also the medical examination room.

There are no cells available for inmates requiring separate housing, for either medical or behavioral concerns, or protective custody. Cellblocks 'A' and 'E' have showers in the individual cells; in the remaining cellblocks, showers are located in the dayroom.

Court decisions requiring counties to provide "humane" treatment and living conditions dictated by jail standards created a situation that made the facility unable to provide appropriate detention space; moreover, the facility cannot fully meet jail standards requirements, especially in the area of classification, particularly in instances where administrative separation is necessary for the protection of a specific inmate.

STATEMENT OF THE PROBLEM

Persons arrested by the Rabun County Sheriff's Office are housed in the Rabun County Jail. There are six cellblocks with a dayroom in front of a varying number of cells and beds. Two

of the cellblocks have cells with four beds, while the remainder have cells with two beds. Because there is no way to deal with each inmate separately, staff have few options to control unruly or disruptive inmates.

In 2008, the jail's average daily population (ADP) averaged 37 inmates with a maximum of 47 and a minimum of 29. In 2009, the ADP of the Rabun County Jail was 60, with a maximum of 66 and a minimum of 48. In fact, the number of inmates has frequently surpassed the capacity of the jail since 2016. There is no room to separate female inmates by risk level at the jail. The average person would suggest that adding more beds to the existing jail was a simple solution. Unfortunately, there are legal concerns that make such a measure impracticable.

The Eighth Amendment to the U.S. Constitution prohibits cruel and unusual punishment of incarcerated persons. Federal court decisions have ruled the Eighth Amendment also establishes a "duty to protect" incarcerated individuals from harm. This is accomplished through an inmate classification process that separates inmates based upon an objective assessment of an inmate's propensity for violence, or the determination that an inmate is at risk of victimization by other inmates, and adequate supervision. Based upon statistical analysis, jail beds are allocated to appropriate classification categories, or security levels. In other words, a specific number of beds are allocated for minimum security inmates, medium security inmates, maximum security inmates, and female inmates, who are further segregated by classification levels within the female housing unit(s). The need to segregate inmates to reduce liability regarding a failure to protect, in effect, creates a ten (10) percent loss of bed space resulting in an "effective capacity" that is 10 percent less than the physical capacity. There are further legal ramifications involving separation of inmates by classification levels.

In 2003, Congress passed the Prison Rape Elimination Act requiring jails to adopt a "no-tolerance" policy regarding non-consensual sex between inmates. Part of such a policy necessarily includes the separation of inmates (classification) to separate predators from would-be victims. Rabun County is currently unable to separate inmates by classification.

Jails lose approximately ten (10) percent of their bed space due to classification. For instance, all of the maximum security beds could be occupied, but there could be six (6) empty minimum security beds, three (3) empty medium security beds, and five (5) empty female beds, for a total of fourteen (14) empty beds. But where would you want to house a male inmate who is a serial rapist with a past history of violent assaults against other inmates and staff? None of the available fourteen (14) beds would be appropriate. This illustrates the "effective capacity" of the jail.

As another example, a transgender inmate cannot be housed with either male or female inmates; female inmates could claim they feel threatened and their privacy violated because of the placement of a male inmate in their cellblock, and the transgender inmate would be in danger of sexual assault if housed in a male cellblock. Whether the inmate claims to feel safe in one or the other, the jail is not insulated from liability exposure. Without adequate housing options, an entire cellblock would need to be vacated to ensure the safety of one inmate,

resulting in empty, but unavailable bed space. This is an example of what causes the "loss" of bed space.

The lack of cells for separating problem inmates eliminates control options for staff dealing with combative or unruly inmates upon intake. Additionally, as Georgia's county jails have become the state's de facto mental health facilities, Rabun County has no effective way of housing and monitoring inmates suffering from mental illness.

More importantly, an additional problem needing consideration is the requirements in jail design prescribed by the Georgia Standards for Adult Pre-trial Detention Facilities (the standards), developed by the Georgia Sheriff's Association, particularly those regarding square-footage per inmate. According to the standards, the Rabun County Jail cellblocks should provide a minimum of sixty (60) square feet of unencumbered floor space per inmate. Placing additional inmates in a cellblock designed to hold a specified number would exceed capacity and result in less than 60 square feet per inmate.

PRESENT AND FUTURE DETENTION NEEDS

To assess Rabun County's detention needs, GSA examined a number of issues and practices which directly impact detention levels. This study involved a detailed examination of who is confined in the Rabun County detention facility. Data provided by the Rabun County Jail permitted GSA to examine past and present inmate populations in regard to age, sex, type of crime, and whether pre-trial or sentenced.

Average daily population is influenced by many factors. The number of arrests that are brought to jail, the types of charges, the average length of stay, and sentencing practices all have an effect on the average daily population. Average daily population and maximum daily population are the most important factors to consider when determining the needs of a jail regarding bed space. The factors that influence average daily population and maximum daily population play a huge role in forecasting the needed size of a jail.

Factors external to the jail, such as the population trends of the county, the socio-economic growth or decline of the community, and trends in over-all crime within the community, all have an effect on the average daily population of the jail and periodic spikes in jail population. They directly influence the numbers of arrests and the types of charges for which people are arrested.

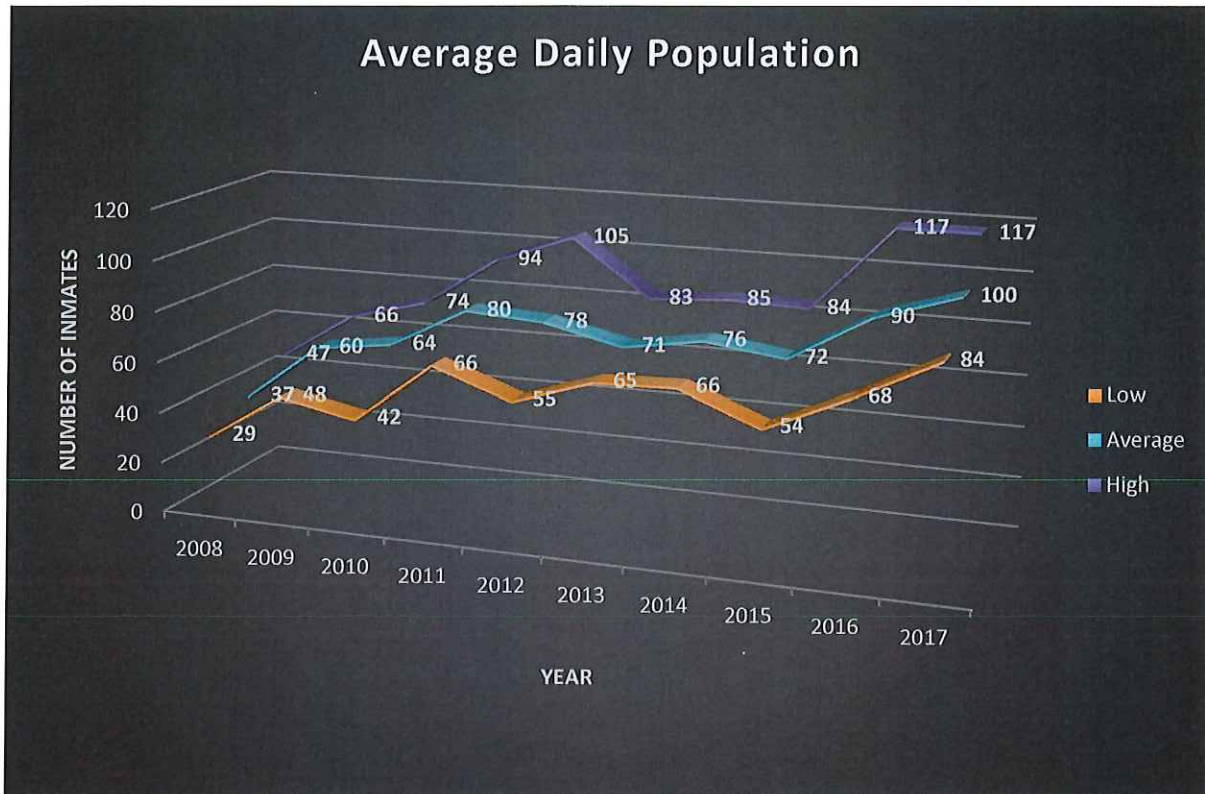


FIGURE 1

The data presented in Figure 1 were provided by the Rabun County Sheriff's Office. The data was computer-generated by the inmate management software used by the Rabun County Jail. Computerized booking processes provide the most accurate data collection and reporting. The data provided the daily headcounts of the inmate population for an entire year. The average daily population (ADP) was determined by using the supplied yearly data in the aggregate and dividing the total by 365. Of particular interest is the fact that the growth in **average** daily population noticeably flattened in 2011, but is indicating an upward trend, beginning in 2016. This could have resulted from the enforcement philosophies of previous sheriffs, but is most likely attributed to passage of the Georgia's criminal justice reform inasmuch as this is a trend seen in many Georgia counties that did not have a change in sheriffs.

Criminal justice reform reclassified many felony crimes to misdemeanor crimes, and relaxed sentencing guidelines so that more persons could be sentenced to terms of probation rather than prison. The significance of this is that persons convicted of felonies are sentenced to state prison, while persons convicted of misdemeanors are sentenced to serve time in the county jails. In effect, this allowed the state to create more available beds, and allowed for state prisoners to be moved from beds in county jails to beds in state prisons, thus reducing the average daily populations in the county jails. All of these points will be explored shortly.

As stated previously, sentencing trends and numbers of arrests can influence the growth in inmate ADP. Regression formulas applied to the data provided by Rabun County indicate a significant statistical probability of how the number of arrests in consideration of the average

length of stay and type of prisoner could potentially influence the average number of inmates housed at the jail daily. Inmates sentenced to serve county time are housed at the county jail for the duration of their sentence. Inmates sentenced to state time remain in the county jail until the state prison system has a bed available for them. At that time, the state prison system notifies the county jail to arrange transport of the inmates to the designated prisons.

The following graphs illustrate the fluctuating numbers of the various factors that affect the average daily population, and potentially result in periodic spikes in the jail's daily population when the increases happen simultaneously.

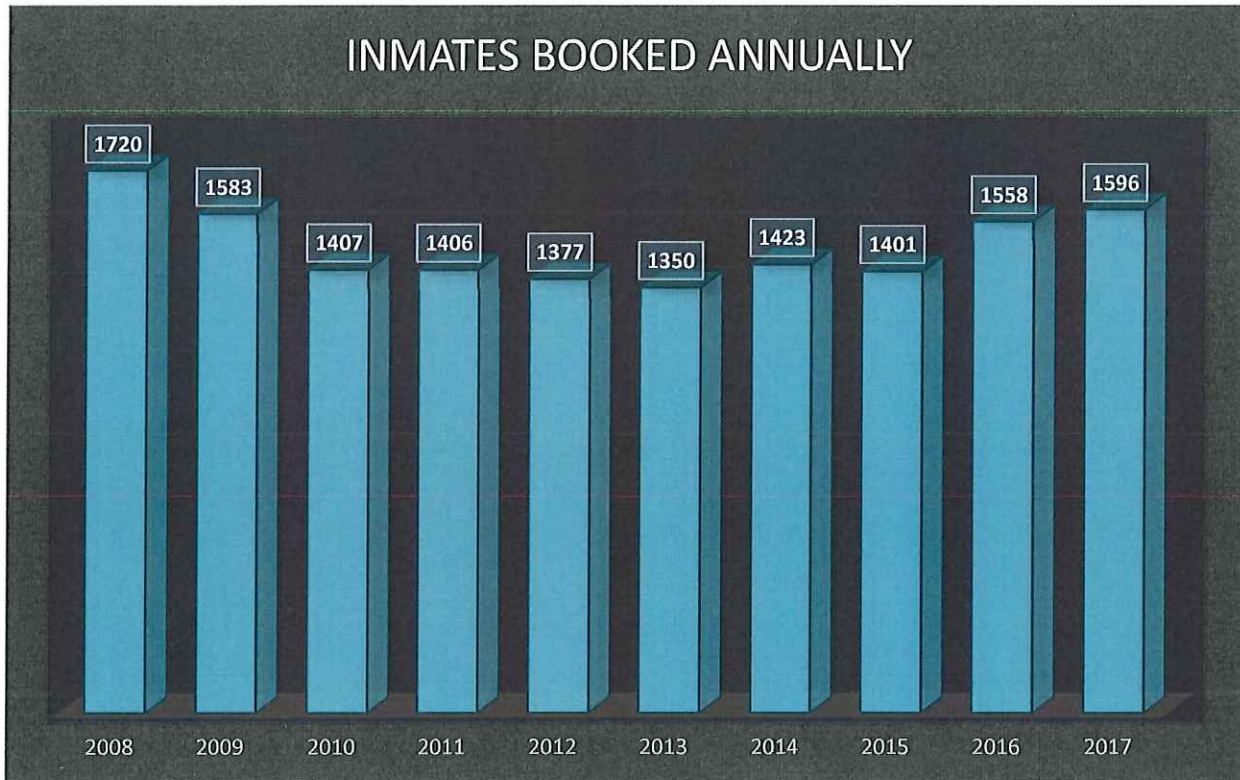


FIGURE 2

The data presented in Figure 2 were generated by the inmate management software used by the Rabun County Jail. Computerized booking processes provide the most accurate data collection and reporting. These data indicate fluctuations in the number of people arrested and booked into the jail on an annual basis since 2008. The annual number of bookings and the average length of stay can work together to cause fluctuations in the average daily population. Length of stay (LOS) is affected by the types of offenses people are charged with and the scheduling and sentencing practices of the courts.

The LOS can be affected by many factors, most of them external and beyond the control of the jail, such as pre-trial release practices authorized by the courts, court proceedings that are protracted for various reasons, sentencing practices, and over-crowding in state facilities. Unfortunately, it was impossible to determine the length of stay for all Rabun County Jail inmates, since limitations in the jail management software do not provide such data ; however,

Rabun County was able to provide LOS data for inmates held for municipal police departments (city inmates). Beginning in 2016, the LOS for city inmates more than doubled from 1.7 days per inmate to 4 days per inmate. In 2017 the LOS for city inmates dropped slightly to 3 days per inmate. The LOS for city inmates for 2018 is unavailable, but the effect of LOS on ADP is undeniable. Coupled with increasing numbers of persons booked into the jail, an increasing ADP is inevitable.

Additionally, usage of the jail by constituent agencies can appear to also affect the average daily population. Regression formulas indicate a very high statistical probability of influence among the factors of numbers of inmates booked. There are other factors to consider as well, such as the short-term effect of Georgia's Criminal Justice Reform on the ADP of jails across the state.

Another major factor, that can be somewhat controlled, is the number of people booked into the jail. Since the sheriff's office is not the only arresting agency lodging arrestees in the jail, it cannot fully control the total number of people taken to jail. Moreover, while probation is an attractive sentencing option to get cases through the courts more quickly, invariably, the probationer will violate a term of his/her probation and end up in the jail once again. Inmates in jail for technical violations of their probation frequently spend several months in the local jail. In fact, most violations of probation result in sentences to the county jail, not the state system.

Jails across Georgia experienced a decrease in ADP over the next few years following the passage of Georgia's criminal justice reform. The reduction in jail populations was due, in large part, to efforts by the State of Georgia to decrease state-operated prison populations. More prison beds became available through generous grants of parole and through the implementation of the other aspects of criminal justice reform, including redefining various felony offenses as misdemeanor offenses. This is very similar to measures implemented in California, where county jails also initially experienced a decrease in ADP for a period of time. The California experience also indicates that within a few years, county jails began to experience an increase in ADP as parolees and probationers returned to jail for violating the terms of their release. The result was a predictable, but largely ignored probability, of an increase in the ADP in the county jails. County jails in Georgia, particularly North Georgia, are already beginning to experience the same result.

COUNTY POPULATION PROJECTIONS

The information used as the basis for population data came from U.S. census data which indicate actual population figures for 2010. Additional non-census-year data estimates were obtained from the Rabun County Commissioners' Office. Population projections were provided to GSA by the Rabun County Commissioners' Office. The figures indicate an approximate eight percent increase in the population of Rabun County between 2000 and 2010, and an approximate increase between seven and eight percent population change between 2010 and 2020. The population projection figures predict an increase in population by approximately 25 percent between 2020 and 2040. The projections appear to be realistic

for Rabun County considering the county's current economic potential and economic development posture.

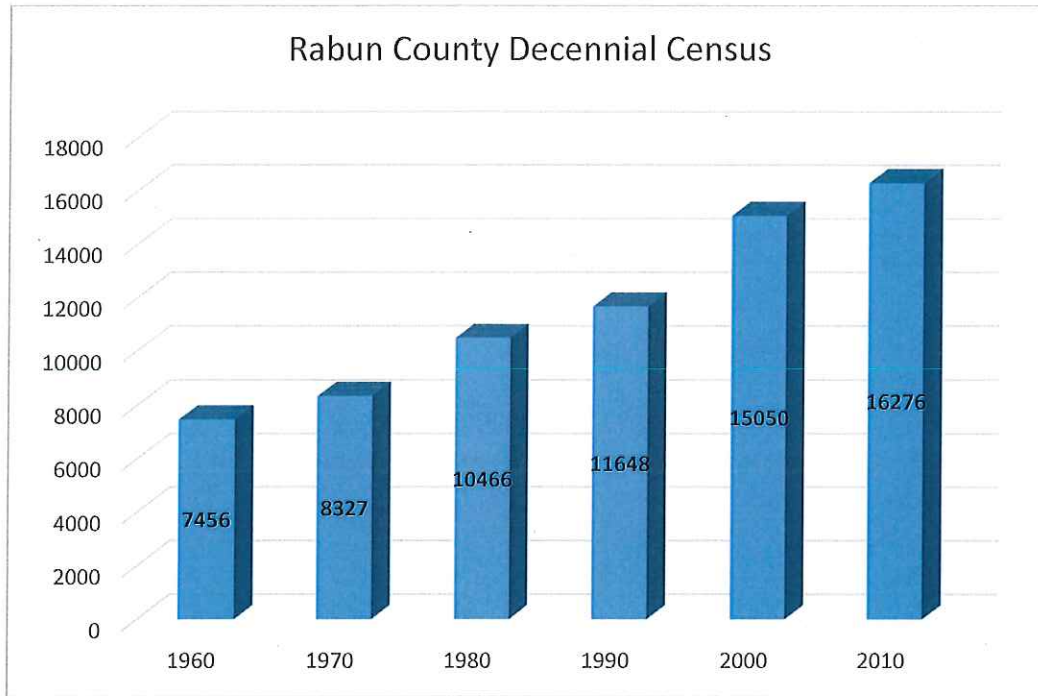


Figure 3

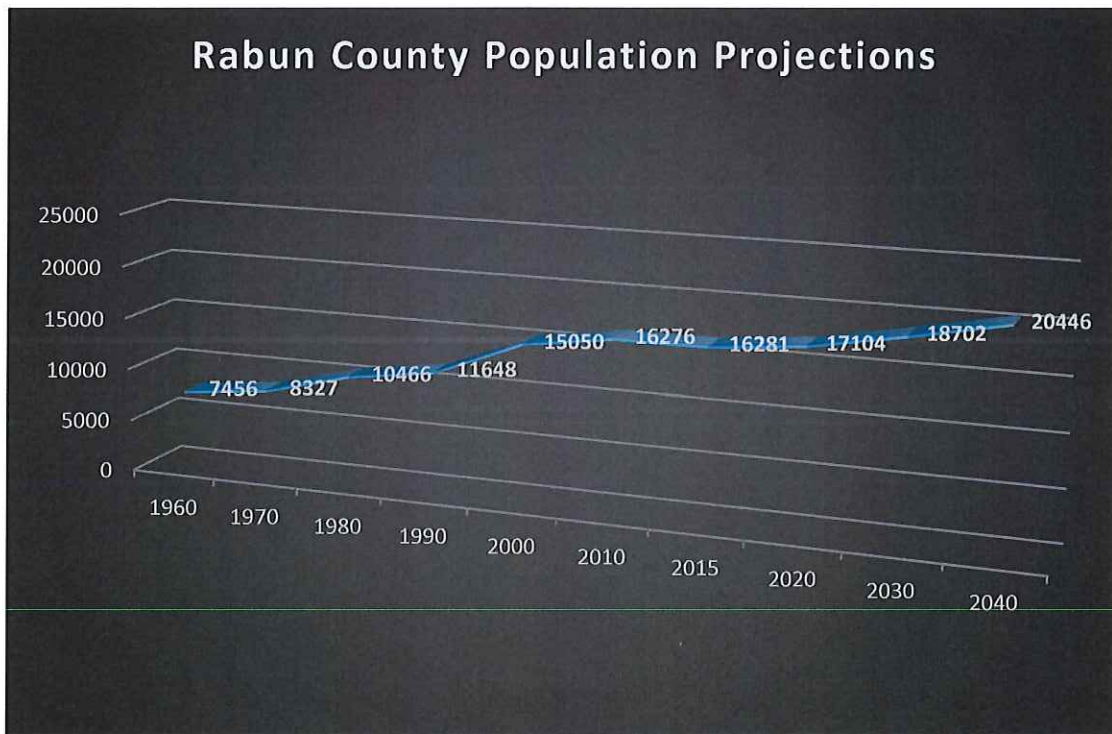


Figure 4

Another factor involved an analysis of arrest policies and procedures of all law enforcement agencies which make use of or affect the jail population. Also included were the use of alternatives prior to a court appearance, the release and bonding practices of the courts served by the sheriff's office, types of sentences of those serving sentences and how long inmates are confined prior to trial. Additionally, programs and services that should be provided as determined by the Sheriff and current detention standards for adult detention facilities were identified.

Crime statistics can help identify trends that can be used as a factor in explaining fluctuations in the ADP of a jail. Figure 5 depicts Uniform Crime reports (UCR) data obtained from the Georgia Bureau of Investigation (GBI). UCR data includes reported incidents of more serious crimes identified as Part One crimes. The below figure indicates a breakdown of reported Part One crimes in Rabun County each year between 2008 and 2016.

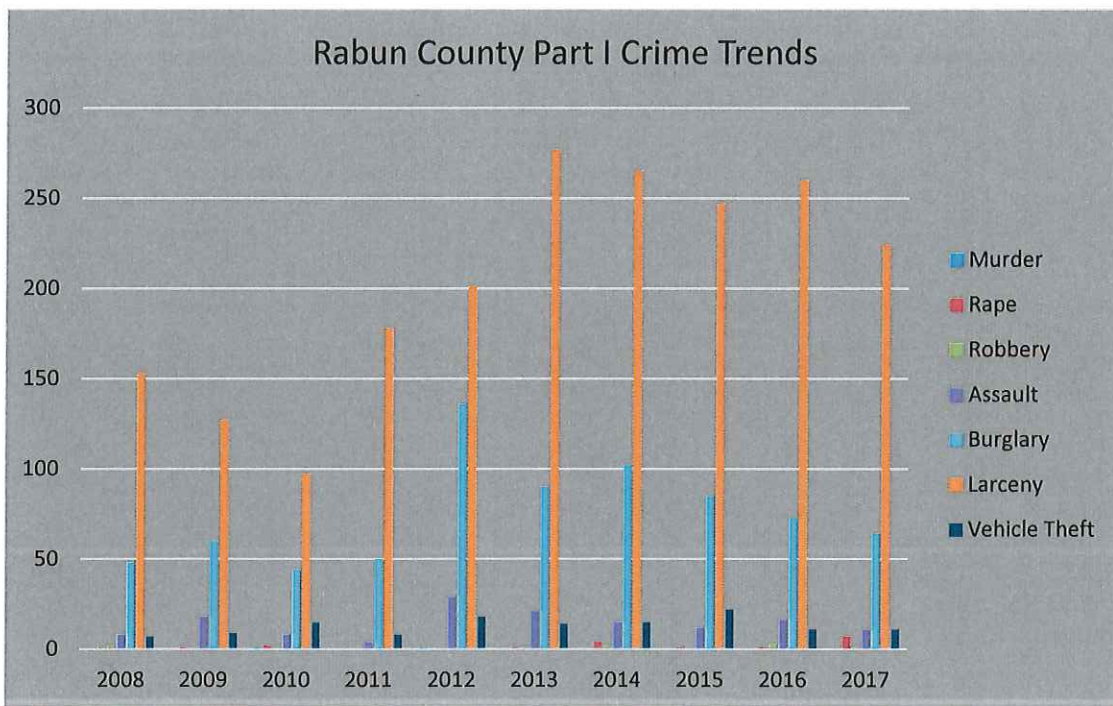


Figure 5

Figure 6 shows these data in the aggregate. The most current data available through the GBI is through calendar year 2017. These data indicate a spike in the crime rate in 2013, with a moderate drop in 2017. They also indicate a trend toward increasing beginning in 2011.

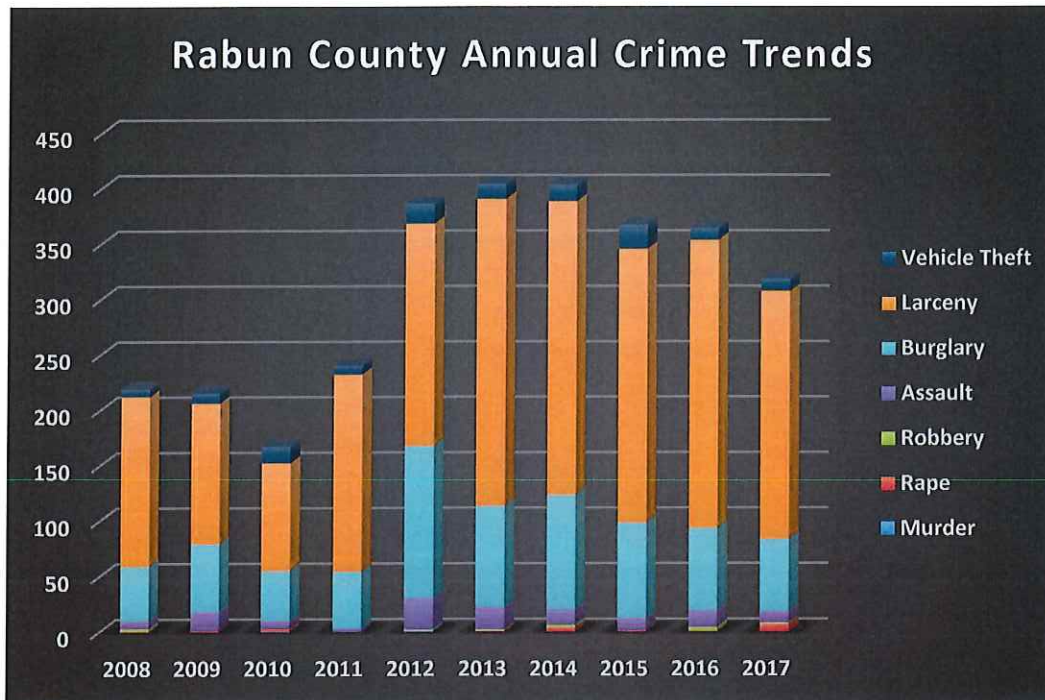


Figure 6

After an examination of the above needs and practices was completed, the demographic, economic and social characteristics of the county, and the changes which can be reasonably anticipated were considered in determining future demands on government services including those for detention.

DETENTION NEEDS: CAPACITY AND SIZE

The detention needs in regard to size and capacity had to be identified and this involved examining present detention policies and demands, and projecting those twenty-two (22) years into the future. Tax payers should be able to expect capital improvements of the scope such as a new jail to be useful for a reasonably long period of time, typically at least 20 years. As stated earlier, this involved a detailed examination of the demographic, economic and social characteristics of Rabun County, and changes which can reasonably be projected or identified and will influence the demands for detention.

The analysis of the detention needs of the county began with a study of the practices of the county criminal justice system that affected the needs for detention. To accomplish this, staff of GSA and Rabun County discussed current policies, practices, and trends in criminal and law enforcement activities that would affect the Rabun County detention facility. This allowed GSA consultants to identify:

1. The arrest policies of all law enforcement agencies that would use the county detention facility.

2. The use of alternatives prior to a court appearance, such as ankle monitors.
3. The release and bonding practices of the courts served by the facility.
4. Who would be confined, for what charges, and how long the inmates would be held prior to trial.
5. What programs and services the sheriff would initiate upon construction of a new jail. The Rabun County Jail presently offers programs to its inmates housed in its jail, such as Alcoholics Anonymous and Narcotics Anonymous. The jail also offers religious services to its inmates. Periodically, the jail has offered parenting classes to its inmates.

MISSION STATEMENT DEVELOPMENT

The next step involved defining the functions of the county detention facility. A jail can serve many different purposes in a community. In virtually all cases, however, the community and its leaders can determine the overall mission and philosophy of the facility and the full variety of its purposes. The mission statement can and will determine the amount and type of space that will be required by the county. Additionally, this decision will affect the number and type of staff required and the construction and yearly operational costs.

A mission statement should serve the following purposes:

1. Serve as a primary reference point for the development of the functional program and eventually, the policies and procedures for the new facility.
2. Provide overall direction to county officials, planners, and the architect while planning the new or renovated facility.
3. Serve as a focal point for the philosophical reorientation of detention staff.
4. Serve as a basis for public education regarding the new or renovated facility.

GSA, using information obtained during this process, drafted a preliminary mission statement for a new Rabun County Detention Facility. This draft mission statement was then reviewed by Sheriff Rodgers and revised in accordance with his philosophy concerning incarceration and the operation of the Rabun County Jail.

RABUN COUNTY DETENTION MISSION STATEMENT

The purpose of the Rabun County Detention Facility is to provide the highest degree of security for the citizens of Rabun County and safety for both the staff and the inmates of the detention system in a professional and cost efficient manner. The county has the

responsibility to provide and operate a facility as efficiently and effectively as possible while performing its mission, and planning creatively today for future criminal justice needs. The facility will provide secure, constitutional and humane care for adult male and female inmates consistent with the United States and the State of Georgia Constitutions and Georgia Facility Standards for:

Inmates on pretrial status until disposition of their cases;

Post-trial inmates sentenced to the facility until their sentence has been served.

The facility will serve the needs of all user agencies and individuals including inmates, staff, law enforcement, judicial authorities, attorneys, community service providers, clergy and visitors.

The philosophy of the facility is predicated upon two underlying assumptions:

Incarceration is, in and of itself, punishment.

All inmates will be accountable for their actions while confined in the Rabun County Detention Facility.

The Rabun County Sheriff recognizes that detention of pretrial inmates is not for punishment, as guilt has not yet been determined. The purpose of pretrial detention is:

To ensure appearance of the accused at trial.

The purpose of Post-trial incarceration is:

Punish through loss of freedom and deter from further criminal and or antisocial behavior.

To incapacitate those who may commit additional crimes.

To aid and assist those inmates who show a desire and interest in self-improvement. This will be accomplished by allowing selected inmates to participate in educational, religious, mental health, substance abuse, employment counseling, and treatment services.

Additionally, the Rabun County Detention Facility must meet three basic responsibilities for its user constituencies, which include the inmate population, facility staff, visitors to the center, and other professionals who use or visit the facility. These responsibilities are safety, security, and service.

With regard to safety, the Rabun County Detention Facility will protect all persons who enter the facility. A safe, secure, and orderly environment for all users, staff, inmates, and visitors will be achieved to assure they are not subjected to physical, emotional, or psychological abuse and to minimize personal danger while in the facility. Inmate disciplinary and grievance procedures shall be followed to maintain facility order and resolution of grievances.

With regard to service, the Rabun County Detention Center will be aware of the need to reduce prisoner idleness and to conserve and promote human dignity when possible. Inmate labor will be utilized to minimize operational costs and minimize idleness in such areas as facility sanitation, food services, and laundry services. Every effort will be made to promote and provide access to services for self development, general counseling, alcohol and drug counseling, and adult basic education programs in order to prepare inmates for eventual return to the community.

With regard to security, the Rabun County Detention Facility will provide adequate numbers of trained correctional personnel whose primary responsibilities are to ensure facility security; staff, inmate and visitor safety; inmate care and supervision required for response to basic needs of inmates consistent with a constitutional and humane environment, and the encouragement and reinforcement of positive inmate behavior. Personal supervision of inmates will be utilized to the extent possible to promote safety and respond to the basic needs of inmates.

FUNCTIONAL ISSUES

The jail should be a public-service oriented facility consisting of a neutral environment in which individual needs can be adequately addressed. It should also serve as a center for the integration of community resources with the needs of the criminal offender. The facility should function as an open and inviting place to the public, easily accessible by the community.

The county jail will serve as a pretrial facility and as such will require a high-security setting for the functions of assessment and classification. The security criteria can in some instances present a potential conflict with the public service function mentioned above.

A great deal of movement of staff and inmates in the facility will be necessary as the diagnostic, assessment, booking, and programmatic services occur. Also, the movement of inmates to and from the courts will occur regularly. A simple and easily controlled movement system will be important.

It is anticipated that a generally open and flexible arrangement of staff offices and program delivery spaces will be desirable. Since staff and program operations serve both inmates and citizens, the location of these spaces becomes important. If the offices of other units and functions associated with the Rabun County Sheriff are incorporated into a new facility, then decisions will have to be made regarding location and access to the security area. The current facility lacks sufficient administrative space and storage space. Administrative space might become available upon completion of a new law enforcement center, but a proposed expansion should include storage space for inmate supplies and cleaning supplies.

The housing components should be broken into small modules that would allow for adequate and somewhat flexible security differentiation. An analysis of historical and the current housing needs of the facility

SITE CONSIDERATIONS

The location of the current jail might not provide space for significant additions of bed space accommodating different inmate classification levels, inmate program areas, and support services infrastructure and provide adequate space for an evacuation yard. Evacuation areas must be at least fifty (50) feet from the nearest point of the building, provide a minimum of fifteen (15) square feet per inmate, and allow for separation between classification levels. If the current site cannot provide these things, a new site would be required.

SIZE AND CAPACITY RECOMMENDATION

The design and size of the building will, to a significant degree, dictate the staffing patterns necessary to operate the building in a safe and secure manner. It is important that any design selected by the county maximize the efficiency and effectiveness of detention staff without jeopardizing supervision or security. Use of audio/electronic devices must aid correctional staff, not replace them. The acceptability and performance of technology must be examined and selected to compliment the operational plan.

In determining whether to build new jail space, all aspects of jail operation should be accommodated, including space for inmate programs. Important aspects to consider include booking, visitation, the kitchen, laundry, medical, and storage of supplies and inmate property. The number of cells for each classification, or category, of inmate would also be a major consideration, as well as the ability to provide protective custody for inmates whose circumstances require it.

The most obvious need would be between male and female inmates. Figure 7 depicts the percentage of Rabun County's ADP that was female. The data reflect that on average, 19 percent of the jail's inmates are female, meaning that a minimum of 19 percent of the jail's beds must be separated for housing females. A snapshot of the jail's population on October 24, 2018, indicated a breakdown between male and female inmates as indicated in Figure 7. Nationally, female inmates are the fastest growing segment of jail ADP, and make up roughly 20 percent of a jail's inmate population. As indicated in Figure 7, Rabun County is very close to the national average.

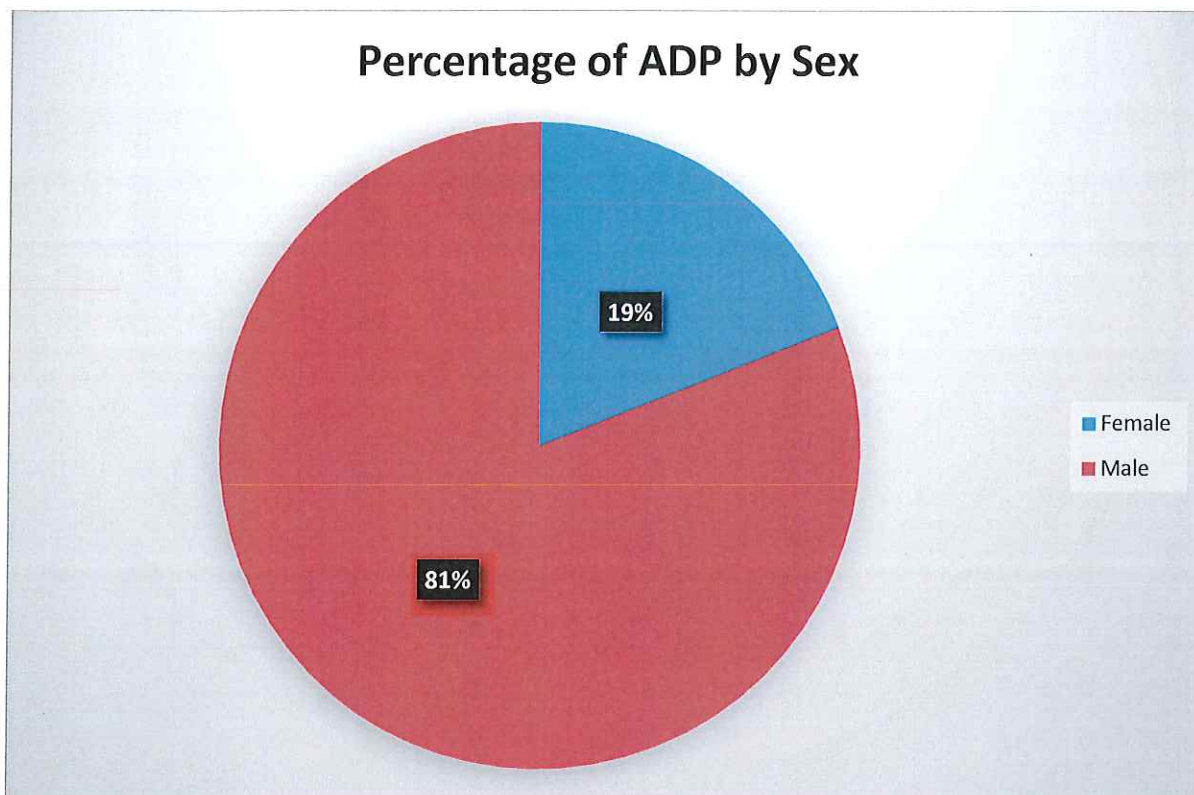


Figure 7

To demonstrate the immediate needs of the jail, the number of female inmates exceeds the capacity of the female cellblock, necessitating either operating contrary to Georgia Jail Standards, or the expense of transport and boarding the female inmates in other jails.

The jail currently has no means to separate all of its inmates by classification and still operate under humane conditions. The alternative is to incur cost by housing inmates at other facilities. Figure 8 shows the current classification needs of the jail.

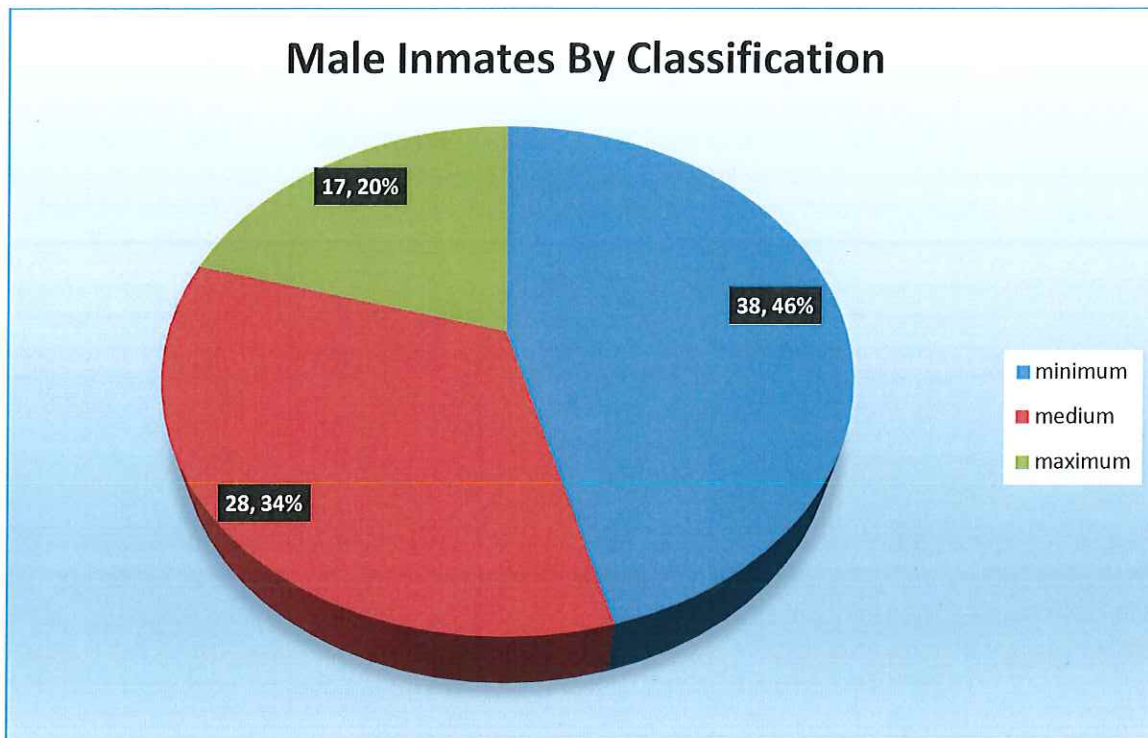


Figure 8

The Rabun County Detention Facility should contain at a minimum, the following functional components and sub-components:

Jail Administration Space

- Administration
- Staff Development
- Administrative Support

Programming

- Library
- Multipurpose room
- Attorney inmate visitation
- Visitation area
- Recreation areas

Intake/Booking

- Enclosed Drive-through Sallyport (wide, long, and tall enough to accommodate a bus and multiple patrol units)
- Booking Area
- Processing Areas
- Identification

Interview and screening
Intoximeter room
Inmate property storage
Shower and dress out area
Storage for jail uniforms, hygiene items, mattresses, linen, and blankets
Special Needs Holding cells
 1. General holding
 2. Special observation holding (Rubberized cell)
 3. Detox Holding
 4. Juvenile Holding (Separated from adult offenders by sight, touch, and sound)
Medical Housing
Disciplinary Segregation

Support Services

Laundry
Medical Services
Food Service
Commissary
Operations Support
Facility Maintenance

Housing

Male Housing Area
 Minimum Security
 Medium Security
 Maximum Security
Female Housing
 Minimally with the following classification levels:
 Lower risk
 Higher Risk
Administrative Segregation

General

Parking
Public area

DETENTION POPULATION PROJECTIONS

The analysis of the county's detention requirements was based on a twenty-two (22) year projection. In the past, attempts have been made by correctional practitioners to devise a standardized method of accurately projecting future inmate populations. Methods utilized in the past have ranged from the use of linear regression techniques which construct a regression equation to predict future jail populations, to looking at past increases and then simply carrying that figure forward for the time period being considered. This last method is commonly used by planners who have little or no understanding of inmate population dynamics.

To project the inmate population for Rabun County two primary techniques or methods were used. Utilizing a regression methodology, length of stay (LOS) data, and comparative analysis methods, GSA examined the effect that population, crime and traffic statistics, and other criminal justice system practices had on inmate populations. Specifically, GSA examined and analyzed:

- Statistics regarding past and present crime rates;

- Traffic related offenses (specifically DUI arrests);

- Number arrested and confined for misdemeanor offenses;

- Number arrested and confined for felony offenses;

- Probation policies;

- Likelihood that sentencing practices would change with the availability of additional jail space;

- Past, present and future county population and economic development trends; and

- Long-range county jail population increases experienced in other states with criminal justice reform measures similar to those implemented in Georgia in 2013.

Comparative analysis methods utilized by GSA compared Rabun County statistics to other counties in the region and counties of similar size throughout Georgia.

Unaccounted for variables, such as state corrections policies regarding parole can affect regression formulas. Due to state criminal justice reform which was initially implemented in 2012, the state has been able to vacate beds at its prisons, thereby making it possible to move inmates sentenced to serve time in prison from the jail to the prisons. What the regression formula cannot predict very well is the increased number of inmates that will be sentenced to serve "county time" for offenses that were formerly considered felonies but are now designated as misdemeanors by Georgia's criminal justice reform. And while probation might seem an attractive method of off-setting the potential increase of inmates serving

“county time”, the reality is that those inmates will most likely have their probated sentences revoked at some point, resulting in their incarceration at the county jail anyway. In California, similar variables resulted in an increasing county jail population a few years after the implementation of criminal justice reform there. When regression formulas were used on past and present inmate population data, with consideration of the long-term effects of criminal justice reform and the number of Rabun County residents, a growth trend analysis projection indicated an increasing inmate population as shown in Figure 9.

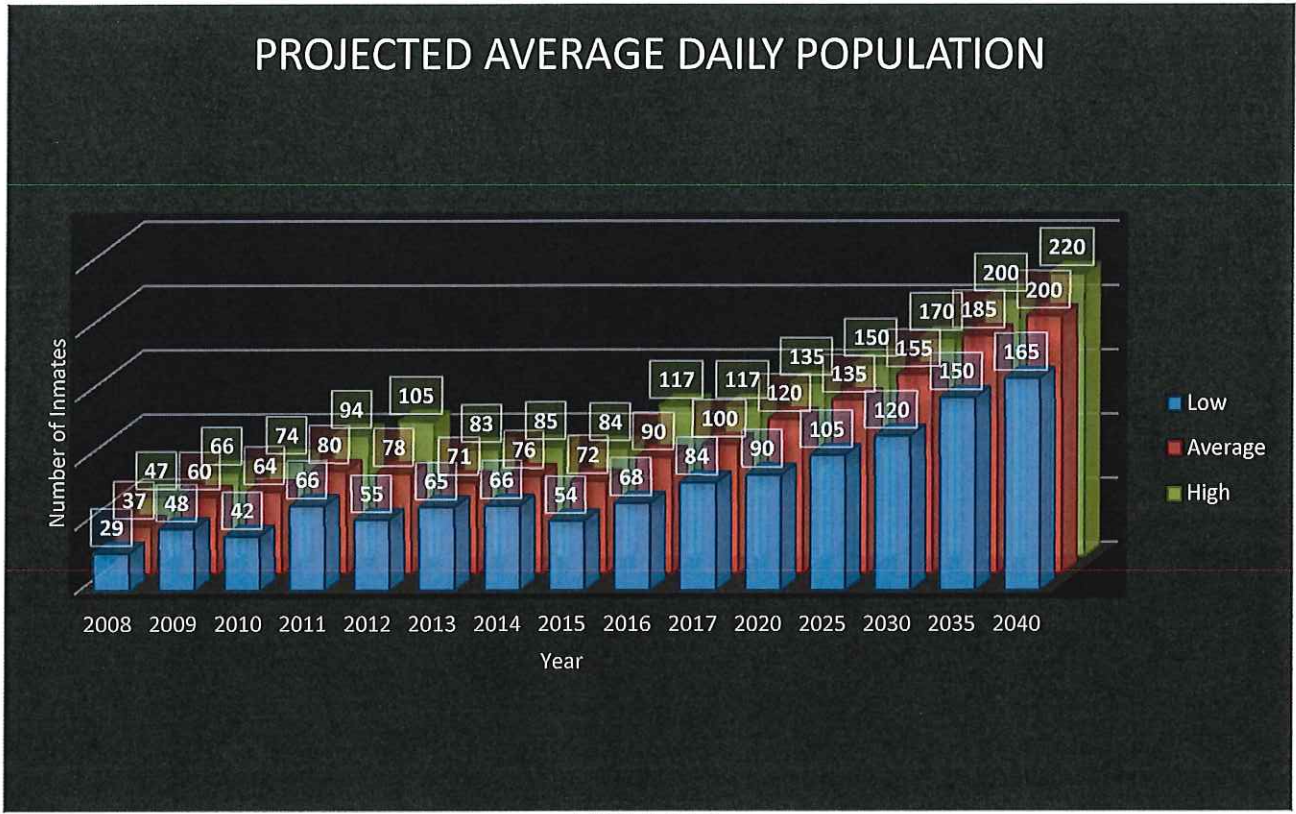


FIGURE 9

Utilizing methods of comparative analysis verified that Rabun County's inmate population would continue to have high and low cycles and have a rate of increase somewhat near that indicated in Figure 9.

Based on our interviews we believe that officials in Rabun County will continue to manage inmate populations and provide a cost-effective system without jeopardizing public safety. The danger in this assumption is that if any change occurs in the Office of Sheriff or any of the other agencies using the jail, so could this philosophy of good management practices. Any decision approved by county officials must have a "safety net" to address this possibility. It is our recommendation that the facility approved by the county should have expansion capability built-in so that the county can react in a practical and cost-effective manner should demographic, economic or social characteristics of the community, or criminal justice system practices change significantly.

Another issue of concern related to inmate populations was the appropriate classification levels projected to be required in a new facility. Again, data provided by the sheriff was examined to project classification levels. The jail "snapshot" taken October 24, 2018 was utilized for these projections (Figure 10).

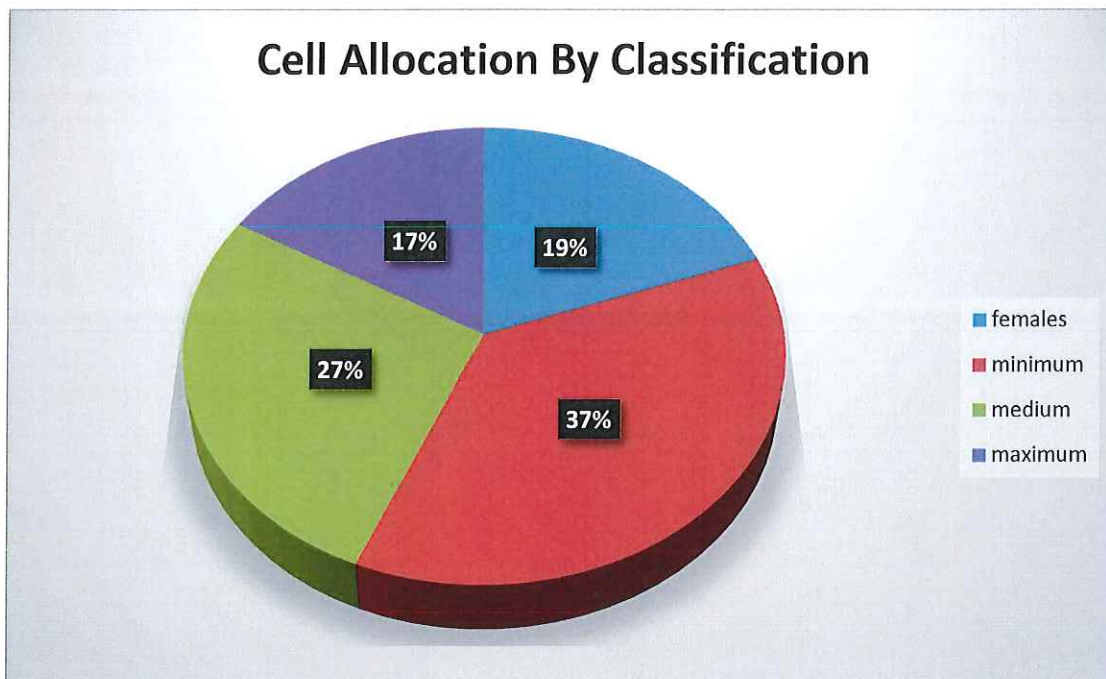


Figure 10

An over all view of the cell allocation needs for classification purposes of the Rabun County Jail based upon the classification snapshot is depicted in Figure 11.

Projected Percentage Of Beds By Classification Or Type

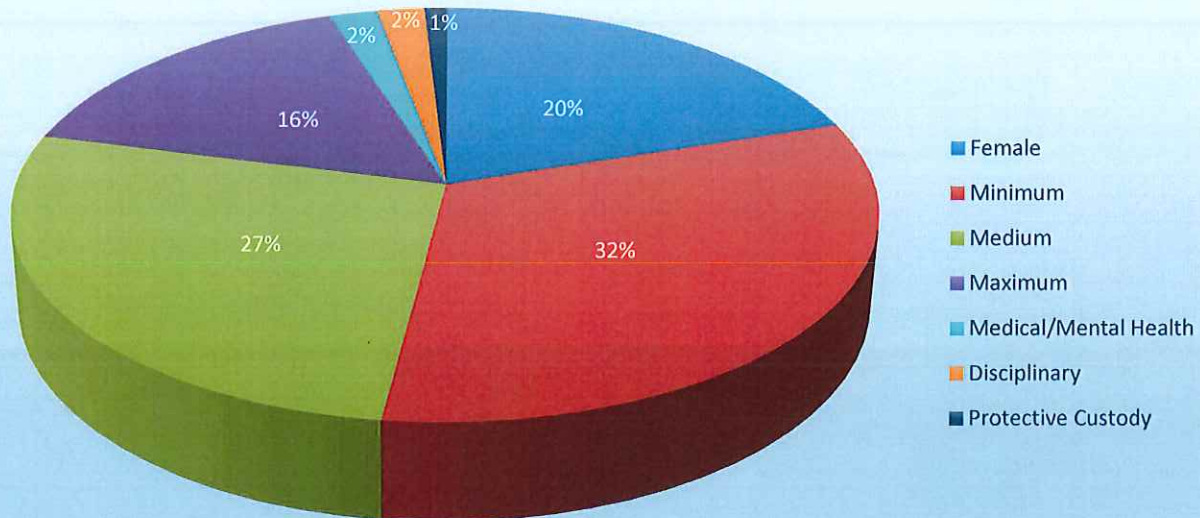


Figure 11

Based on available data it is recommended that the county should plan a facility that would have the following estimated capacities as depicted in Table 1:

Number of Recommended Beds		
Classification	Percentage	Number
Female	20%	48
Minimum	32%	76
Medium	27%	64
Maximum	16%	38
Medical/Mental Health	2%	6
Disciplinary	2%	4
Protective Custody	1%	4
Total	100%	240

Table 1

The recommended allocation of bed space among the different classification levels and other needs of the inmate population in the expanded facility is depicted in Table 1 and Figure 11, and is inclusive of existing cells and beds. Additionally, by accommodating the need to separate inmates by classification levels, the jail theoretically loses about ten (10)

percent operational capacity. This is best illustrated by an example where the jail might have five beds available in a female cell-block, but have five male inmates that need housing where there are no more male cells available. In the recommendation above, the jail's effective capacity would be approximately 216 inmates.

CONCLUSION

Based on an examination of available data Rabun County must consider the following recommendations concerning the future detention needs of the county:

1. Construct an expansion to the Rabun County Detention Center that will meet the assessed needs (present and future) of the county's criminal justice system and will comply with court and state standards for detention facilities. (Georgia Jail Standards as revised in 2016 by GSA). The housing area addition should be designed to create cells that comply with court and state standards, particularly those related to PREA concerns (as reflected in the 2016 revision of the Georgia Standards) regarding privacy, supervision, and safe living environment
2. The facility should develop a strategy to react in a practical and cost-effective manner should demographic, economic, social characteristics of the community, or criminal justice practices change significantly. (All support services, e.g., kitchen, laundry services visitation, medical examination and housing, booking, clothing storage) built for 240 inmates, to accommodate unexpected, temporary increases in the number of inmates during special operations, and eliminate additional expense of support areas when the ADP periodically spikes. The current site can probably accommodate the proposed addition, but the county would be challenged to build an additional expansion on the site later.
3. That the facility provides approximately 240 total beds for the inmate population projected to meet the county's needs through the year 2040. Special Needs cells, Disciplinary cells, and Administrative Segregation cells would be included in this recommendation. **Holding cells at booking and outside the courtroom, juvenile holding cells, a detox cell, and suicide watch cell are not included.**
4. That a court room be located within the jail. This would include the courtroom, offices, and chambers. By law, the courtroom needs to be configured to allow the public to observe proceedings. The courtroom should be designed such that inmates never leave a secure environment, and the public never enter the secure environment. Additionally, the design should prevent contact or passing of contraband.

All courts could use this small courtroom for hearings or other courtroom activities. This would mean that an inmate would never need to leave the facility except for a jury trial.

5. This study identifies the need for a total of six cells, each single-bunked for use by inmates requiring medical or close mental health supervision by professional nursing staff.
6. That two (2) Juvenile holding cells be placed near the booking area, but separate by sight, touch, and sound from adult holding. The cells should be placed so booking staff can keep the juvenile offenders under observation. The doors to these cells should be located in the vehicle sally port so that juveniles can be placed in the cells without entering the booking area where adult inmates would be present.
7. It is recommended that the housing unit be of a podular type. Minimum security cells could be equipped with no more than four (4) beds each, provided that the jail is sufficiently staffed to allow adequate supervision of inmate activities; female cells with two (2) beds each. All medium security cells should be outfitted with no more than two (2) beds; maximum security cells with a single bed. Standards suggested by the Prison Rape Elimination Act (PREA) and reflected in the Georgia Jail Standards (2016) could create a high liability exposure for Rabun County if cells with more than the recommended maximums are used in the new facility. There should be exercise yards accessible from the housing pod. Ideally the exercise yards would be within the confines of the building, but still allow access to fresh air and natural daylight.

Special needs cells (such as medical and mental health housing cells), disciplinary cells, suicide watch, and the Detox cell should each be outfitted with a single bed. Additionally, the Detox cell should be outfitted for easy cleaning. The cell for special observation should be outfitted with rubberized walls, floor, and door. Cells for administrative segregation could have two (2) beds, although only a single bed in each cell ensures true administrative segregation. This would be especially important regarding instances when protective custody would be a valid concern.