

MOSELEY ARCHITECTS

Cleveland County Detention Center Space Needs Assessment Study

Moseley Architects is pleased to present the future bed needs projections for the Cleveland County Detention Center as part of Cleveland County Courthouse Space Needs Assessment Study.

Introduction

The Cleveland County Sheriff's Office operates two detention facilities; the Detention Center at 407 McBrayer Street in Shelby with a rated bed capacity of 240 beds; and the Law Enforcement Center/ Courthouse at 100 Justice Place in Shelby with a rated bed capacity of 84 beds. The Detention Center was originally built in 1992 with an addition in 2008 and is approximately 49,000 sf. The Law Enforcement Center / Courthouse was originally built in 1974 with an addition / renovation that occurred in 1991 and is approximately 93,000 sf. The total rated capacity of both facilities is 324 beds.

A county-wide facility study was performed in 2017 and the study recommends approximately 65,000 square feet be added to the detention center located on McBrayer Street to address expansion and consolidation needs for the County. The McBrayer Street facility is functionally over-crowded, and the Sheriff cannot properly classify inmates for required separation for safety and security of the facility. The female population is growing as a percentage to male population, which mirrors conditions in other counties in NC. New legislation such as PREA (Prison Rape Elimination Act), Juvenile age change, as well as misdemeanor housing changes statewide will also affect future space needs.

The older original facility of 84 beds at the Law Enforcement Center / Courthouse creates many staffing inefficiencies and safety / security issues. The detention area is antiquated and does not meet current jail standards; and does not have adequate capacity or configuration for future detention utilization.

Moseley Architects as part of this study also developed a detailed bed projection analysis for the Cleveland County jail facility utilizing historic jail data collected and county population statistics data provided by the North Carolina Office of Budget management. Historically the county population statistics have proven to be very conservative. The

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remainder of this report will display current jail population trends as well as future bed needs through the year 2040.

Historical Trends in Average Daily Detention Center Populations

An analysis of the historical trends of the Cleveland County Jail's average daily population (ADP) can serve as a great indicator of the need for future bed-space and subsequent new jail construction. The current Cleveland County Jail has an overall rated capacity of 324, 240 beds located on Mc Brayer Street and 84 beds at the Law Enforcement Center. Because the ADP reflects the average number of offenders being housed, it is used to establish a baseline figure for future bed-space needs.

The ADP for the Cleveland County Jail over the past 5 years is reflected in Table I below:

Table I Inmate Average Daily Population per Year		
Year	ADP	Amount of Change from Previous Year
2013	304	—
2014	311	+7
2015	295	-16
2016	303	+8
2017	322	+19
	307¹	+18

¹ Average Daily Population during study period

As indicated by these figures, the ADP has displayed some ups and downs throughout this study period, with a decrease of 16.0 from 2014 to 2015; an increase of 19.0 from 2015 to 2017; and constant increase thus far in 2018. Overall, there has been an ADP of 307 inmates per day for this study period. The growth rate variances of the ADP are due to numerous reasons when later compared to the number of admissions, as well as alternatives that the county has employed. Over the study period, the ADP averaged an increase of 8.75 percent from 2015 to 2017. The county's overall population growth trends continue to be stagnant with very little reportable growth.

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Cleveland County is joined by Burke County, Lincoln County, and Gaston County all of which are showing some growth in overall county population. Overall the county population is expected to exceed 100,000 by the year 2040 per the NC State office of Budget Management projections

Offender Admissions (Bookings)

One of the first steps towards computing long-range projections is to calculate the **projected average daily population** for the local detention system. This requires information pertaining to the historical and projected number of offender admissions and the average length of stay of inmates. In order to compute the number of **projected admissions**, the historical number of admissions must be determined.

Table II below displays the number of offenders admitted into the jail each year from 2012 until 2016.

Table II Admissions to Cleveland County Jail	
Year	ADP Number of Offenders Admitted into Jail
2013	5739
2014	5523
2015	5409
2016	5654
2017	5632

The numbers contained in Table III on the following page do not reflect when the population was much higher than the recorded average (these are called "peaks") and times when it was much lower (these are classified as "valleys").

When considering the total number of new beds needed, if the county should construct a new facility, or add bed-space to an existing one, "peaking" must also be considered. Adjusting for peaking factors helps to see that the county can reasonably accommodate

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the large number of inmates that may be admitted for housing at certain times. This is especially true when such peaks occur with some degree of frequency.

It is extremely advisable that plans provide for sufficient housing for times when the offender population may peak. Often, local government officials fail to accommodate for peaking and later find themselves faced with costly lawsuits filed by inmates claiming the conditions of confinement are inadequate due to overcrowding.

Table III Admissions to Cleveland County Jail	
Year	Using Highest Admission Rate of 589.35
2020	5851
2025	5885
2030	5889
2035	5903
2040	5903

Based on the current jail data and the county population census projections the number of admissions as shown above to be the same till 2040. However, it would not be unusual for these numbers to increase with any revisions to current laws, best law enforcement practices or actions of the courts.

Average Length of Stay (ALOS)

Determining the Average Length of Stay (ALOS) is critical to bed-space projections. While the number of offender admissions is a factor used to project future bed-space needs, the ALOS has a greater impact on bed-space. The amount of time that inmates are incarcerated while awaiting trial directly impacts available space and forecasted future needs. The longer the ALOS, there is a greater need for bed-space. Often when the detention center's daily population starts to exceed the rated capacity, you may see an increase in ALOS for a combination of reasons. Most often it is contributed to lower level crimes being moved out of the facility much faster or actions taken to prevent

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admission into the jail. As such, only the more serious crimes, which require longer lengths of stay to be processed through the justice system, are being housed.

Table IV displays the ALOS for each year 2013-2017

Table IV Cleveland County Average Length of Stay (ALOS)	
Year	ALOS
2013	19.33
2014	20.55
2015	19.91
2016	19.56
2017	20.86
	20.86¹

¹ Highest ALOS for period of study

In this case, the highest average length of stay was 20.86. Due to the importance that ALOS plays in bed-space projections, all efforts should be made to continue reducing the amount of time that inmates are incarcerated prior to trial and sentencing, especially after additional beds are available.

For example, if the average length of stay were 12 days and the number of inmates admitted during one year were 3000, using the formula: # admitted X ALOS/365 = 3000 x (12/365), the average number of beds needed would be 99.

Suppose that by changing some of the practices, the detention center reduces the average length of stay to 10 days. The number of beds needed would be reduced from 99 to 82. A decrease in the average length of stay can have a dramatic impact on the number of beds that must be built and maintained. **It should be noted that 20.86 is reasonable ALOS in comparison with other North Carolina counties.**

Projected Detention Center Capacity

The average daily population alone cannot be used to determine the total bed-space requirements. Additional space must be allocated to include peak admissions (highest

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admissions) and classified bed space for specific categories of inmates. To accommodate these occasions, a peaking factor must be determined.

Table V Cleveland County Jail Calculation of Peaking Ratio for Study Year			
Year	ADP	Highest Population	Peak Ratio
2013	304	356	1.17
2014	311	352	1.13
2015	295	319	1.08
2016	303	338	1.12
2017	322	339	1.05
	307¹		1.11¹

¹ Averages Daily Population during study period

Separate housing is needed for disciplinary reasons, the separation of co-defendants, protective custody, medical isolation, etc. This additional space is referred to as "classified", and is calculated by adding an additional 20 percent to the forecasted number. The average daily population, coupled with the peak and classified factors, provides the base for determining the actual number of beds that will be needed.

Table VI illustrates projected ADP for the Cleveland County Jail and includes the classified (ADP increased by 20%) and the peaked and classified (classified multiplied by the peaking ration) population projections through 2040. These projections reflect the future growth of the Cleveland County Jail.

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Table VI Cleveland County Forecasted Population Using the <i>Highest Admission Rate</i>				
Year	Forecasted ADP	Classified ADP (+20%)	Peak ADP Ratio (1.11)	Classified & Peaked
2020	334.55	401.45	1.11	445.82
2025	336.46	403.74	1.11	448.36
2030	337.18	404.62	1.11	449.32
2035	337.47	404.96	1.11	449.72
2040	337.50	405.00	1.11	449.75

The classified and peaked projections reflect the highest offender population that the Cleveland County Jail may expect to have on any given day. This is the worst-case scenario to allow for unique classification and separation developments and not the average. The forecasted and classified projections are more likely to reflect the actual number of detainees being housed in Cleveland County Jail.

Conclusion & Recommendations

Based on the above projections utilizing the highest admission rate, a total of 450 beds would be required to meet the classification and peaking requirements through the year 2040. Should the jail use increase significantly or if the county grows faster than state projections suggest, jail bed space needs could grow at a much higher rate. Another factor could be a change in state sentencing laws which also could impact jail population. Cleveland County should expand their Detention Center rated capacity by a minimum of 126 additional beds or a new facility with a rated capacity of 450 with a 550-bed core. In addition to the additional jail beds based on projections, there is a evident need for more medical observation beds, special needs housing and restrictive housing in order to keep up with the offender types being admitted over the past 5 years. Cleveland County has also shown an increase in female offenders and an increased need of female beds should also be addressed. These classification bed type needs are following national trends in offender confinement data. A more detailed breakdown of various housing types will be developed during the design phase.