

# Cost-Benefit Analysis of a Tri-County Jail: Bleckley, Dodge, and Pulaski Counties

Prepared for:  
Bleckley, Dodge & Pulaski Counties

Prepared by:  
The Bureau of Business Research  
and Economic Development



May 19, 2003

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## EXECUTIVE SUMMARY

Bleckley, Dodge, and Pulaski Counties have requested that the Bureau of Business Research and Economic Development at Georgia Southern University conduct a feasibility study to determine if a jointly operated facility will be more cost effective than three separately operated facilities.

All three of Bleckley, Dodge and Pulaski counties are currently experiencing overcrowding of inmates, problems related with an outdated building, the inability to comply with all the standard practices. All three rural counties also face tight budget constraints. The counties applied for and received a grant from the Community Development Grant program to investigate the benefits and costs of two options. Option one, each county builds or remodels its existing correctional facility. Option two, the three counties jointly develop a new correctional facility.

This report analyzes the existence of any cost savings in regards to the construction and operations of separate jails for each of the counties or a regional jail shared to share by all three.

Overall, this study has determined that there are no direct cost savings of having a shared jail versus three separate jails. There is no significant evidence in favor of one or the other option. However, there are several non-financial incentives that may make a shared jail beneficial. Decision makers will have to consider all of the factors analyzed in this report together with their expertise on the jail subject and the local area. The ultimate decision of determining if a shared jail will be a benefit to a community relies solely on each county.

Chapter 1, Overview of Counties, depicts the general background of Bleckley, Dodge and Pulaski counties. By portraying the demographic, economic, educational and criminal profile of each county, this section allows the reader to appreciate their current condition, before considering the modeling process presented in the next chapters.

Chapter 2, Forecasting Needs for Jail Beds, estimates future inmates and jail staffing to year 2010 for two different scenarios, a low and a high scenario. For year 2010, the inmate projections for Bleckley, Dodge and Pulaski in the high scenario are 50, 81 and 40 inmates respectively, or a total of 171 expected inmates. In the low scenario, for year 2010, the projections show 22, 60, and 16 inmates for Bleckley, Dodge and Pulaski respectively. By year 2010, the actual number of inmates is expected to position in the high scenario projections.

The estimates for personnel for the facilities for year 2010 for Bleckley, Dodge and Pulaski, show 13, 21 and 10 jail employees respectively for the high scenario, accounting for a total of 44, and 6, 15 and 4 employees respectively for the low scenario, with a total of 25 employees. By year 2010, the actual number of jail employees is expected to reach the projections found for the high scenario.

In Chapter 3, Budget Projections, the construction and operation costs are estimated. The construction costs per bed are estimated at \$39,326. Based on this, the construction costs for individual facilities for Bleckley, Dodge and Pulaski would be as follows:

**ES.1 Construction Costs Estimates**

	2010 Inmate		
	Projection	# Beds to build	Construction Cost
<b>Bleckley</b>	50	58	\$ 2,299,766
<b>Dodge</b>	81	95	\$ 3,725,621
<b>Pulaski</b>	40	47	\$ 1,839,813
<b>Tri-county</b>	171	200	\$ 7,865,200

The operational costs are expected to be as follows:

**ES.2 Separate-Jail Budget Forecasts**

<b>High Scenario</b>		<b>Low Scenario</b>	
<b>BLECKLEY</b>	<b>Total Budget</b>	<b>BLECKLEY</b>	<b>Total Budget</b>
	<b>2010</b>		<b>2010</b>
<i>Total personnel</i>	<u>244,118</u>	<i>Total personnel</i>	<u>108,299</u>
<i>Total operational</i>	<u>181,054</u>	<i>Total operational</i>	<u>80,321</u>
<b>Total</b>	<b>425,172</b>	<b>Total</b>	<b>188,620</b>

<b>DODGE</b>		<b>DODGE</b>	
<i>Total personnel</i>	<u>339,899</u>	<i>Total personnel</i>	<u>249,504</u>
<i>Total operational</i>	<u>283,649</u>	<i>Total operational</i>	<u>208,214</u>
<b>Total</b>	<b>623,548</b>	<b>Total</b>	<b>457,718</b>
<b>PULASKI</b>		<b>PULASKI</b>	
<i>Total personnel</i>	<u>273,903</u>	<i>Total personnel</i>	<u>105,974</u>
<i>Total operational</i>	<u>264,681</u>	<i>Total operational</i>	<u>102,406</u>
<b>Total</b>	<b>538,584</b>	<b>Total</b>	<b>208,381</b>

### ES.3 Tri-County Jail Budget Forecast

<b>High Scenario</b>	<b>2010</b>
<i>Total personnel</i>	<u>857,920</u>
<i>Total operational</i>	<u>729,383</u>
<b>Total</b>	<b>1,587,303</b>
<b>Low Scenario</b>	
<i>Total personnel</i>	<u>463,777</u>
<i>Total operational</i>	<u>390,942</u>
<b>Total</b>	<b>854,719</b>

After determining the operating and construction costs of both three separate jails and one shared jail, then those costs can be compared. There are two main conclusions from the cost-benefit analysis: 1) When looking at the construction cost of the two choices there are no direct savings between the two. The cost per bed is about \$39,326 for jails, with under 500 beds. Above 500 bed-jails there are economies of scale and jails can save money by combining their resources; however, these counties will not be able to benefit from the reduced cost. 2) When looking at the operations of the shared jail, again, there are no direct savings. Because of the inherent labor-intensive nature of corrections, there is a set number of critical staff needed to maintain operations. When comparing the smaller jails with the larger regional jail, the same inmate staff ratio of 3.9 is expected. Additionally, the utilities and other general material to run the jail are proportional to the number of inmates. Because of this characteristic, there are no economies of scale.

If these two factors were the only two that needed to be considered, then both the commissioners and sheriffs should be indifferent between the two choices. However, there are other factors to be considered before making a decision:



- There will be an added cost for two of the counties because they will need to maintain a holding cell within their county. Additionally, they will also have the added burden of transportation to and from the holding cell. To alleviate part of these two problems, a pricing system will need to be established to equitably share the burden.
- The individuals involved will need to consider other non-financial decisions. For example, it could be expected that having a larger shared jail would allow them to attract a more qualified-knowledgeable administrator that will in turn be able to more easily manage the jail, while conforming to new standard practices and laws. Other such areas that relate to this topic are the following: with a jail that is able to provide better services, there will be reduced liability-risk of owning and operating the facility; there will be benefits from combining resources; it will be easier to handle different types criminals (violent, females, and the mentally-physically disabled); and it will have less overall burden on each county to maintain the building.
- There are other decisions that do not directly reflect the benefit or cost of the facility, but are critical for such an agreement to be created. One of the most important aspects is a solid political environment that supports this effort.
- There are entrepreneurial types of activities that this shared jail could enter into to help reduce the overall costs and make the cost-benefit side more attractive to each county. Such activities could include bed-space to accommodate other surrounding counties' inmates, state prisoners, and even federal prisoners.
- There will need to be some type of organizational-governance over the operations and day-to-day activities of the facility. That is, there will need to be a system in place that will be legally binding, which will equitably spread the burden of the facility, and one that will administer the daily activities of the jail.

The decision to participate in a shared jail ultimately rests on the sheriffs and commissioners from each of the participating counties. These individuals will need to fully consider both the financial and non-financial incentives before entering in an agreement. Just because one county finds this beneficial does not mean that it will benefit all participants. Additionally, the information contained in this report does not and cannot fully determine all the benefits for each county. This study directly looks at

only the cost side of the equation and at some non-financial incentives. To fully determine the benefit of such an agreement, one needs to consider all of the factors that are important. Overall, the final decision should be done individually, county by county, and based on both research and expert advice.

## INTRODUCTION

Bleckley, Dodge, and Pulaski Counties have requested that the Bureau of Business Research and Economic Development at Georgia Southern University conduct a feasibility study to determine if a tri-county jail will be more beneficial than having separate jails for each of the three counties. In order to understand why the counties are in need of this study it is important to first understand the environment in which they have been operating and then look at their particular situation.

As of 1999, there were 3,368 jails in the United States and confined inmates in those jails were 605,943 people.<sup>1</sup> From 1983 to 1999, twenty-seven new jails were created. That makes for an increase of about 1.7 jails per year. Nationally, the types of crimes being committed have been changing. Between 1993 and 1996, serious crime decreased by 5% and property crimes decreased by 4%; however, adult arrests increased by the largest amount, 12%.<sup>2, 3</sup> A report conducted in 1985 shows some unique characteristics of small jails in the United States.<sup>4</sup> The typical new jail back in 1985, had 28 beds, an average population of 16.5, and booked about 878 people per year. Within the new building, the largest problems they dealt with were the following: 12% could not provide adequate jail staff, 39% did not provide female staff at times when there were female inmates, and overcrowding was already a problem with 44% of the new jails.

Even though national averages of inmates in jail have gone up, sheriffs and administrators have noticed that actual crimes have not gone up at the same rate. In either case, jails across the U.S. are faced with overcrowding. What is complicating the overcrowding problem is the

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<sup>1</sup> Stephan, James J., *Census of Jails, 1999*. Washington, D.C.: U.S. Department of Justice, National Institute of Corrections. 2001. pp. 10.

<sup>2</sup> Cunniff, Mark A. *Jail Crowding: Understanding Jail Population Dynamics*. Washington, D.C.: National Institute of Corrections, 2002. pp. 9, 11.

<sup>3</sup> Adult arrests include illicit drug possession or sale, fraud, simple assaults, and public order offenses.

<sup>4</sup> Kimme, Dennis A., et al. *The Nature of Small Jails: Report and Analysis*. Champaign: KIMME Planning & Architecture, 1985.

discretionary decisions of both judges and sheriffs.<sup>5</sup> An example of this is the sheriff's decision to book criminals instead of arresting them. More bookings mean more people are in jail overnight. Overall, this would put more people in jail, but does not reflect an increase in the number of crimes. In addition, judges not only can increase the number of people in the jail by sentencing more of their cases, but also can increase the length of stay of the criminals. Both components can directly affect the demand for the jail without the community actually experiencing more criminal activity.

The complexity of the legal system has changed significantly over the last 30 to 40 years. Prior to 1960, the court system had adopted a "hands off" policy with respect to correctional facility operations. The counties took the portion that administrators knew best how to handle or control inmates for their area. Therefore, the federal government did not intervene on most of the complaints and lawsuits. During the 1960's and 1970's, the United States moved into the Civil Rights Era. The Federal government was now considering those lawsuits and were challenging the conditions of current jails.<sup>6, 7</sup> Even though there was a body of law that was established, the Federal government did not established any standard practices which administrators could go by. Instead, there have been some comprehensive jail standards within professional organizations like the American Correctional Association (ACA). These organizations help administrators to avoid lawsuits by identifying potential problem areas. Despite the new complexity of the legal system, there have been an increasing number of lawsuits against jails. This has in turn put additional pressures on local jails.

The majority of jails in the U.S. are funded and operated by local governments. However, there has been an increasing number of jails that are now privately owned and/or operated. In 1993 there were 17 jails that were private and in 1999 this number grew to 47. This

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<sup>5</sup> Cunniff, Mark A. *Jail Crowding: Understanding Jail Population Dynamics*. Washington, D.C.: National Institute of Corrections, 2002. pp. 9, 11.

<sup>6</sup> Bowker, Gary M. *Jail Resource Issues: What Every Funding Authority Needs to Know*. Washington, D.C.: US Department of Justice, National Institute of Corrections, 2002. pp. 9-11.

<sup>7</sup> There are two Supreme Court rulings that clearly state the court's position on future inmate claims. They are the following: *Turner v. Safley*, 107 S.Ct. 2254, 2259 (1987) and *Wolff v. McDonnell*, 418 U.S. 539 (1974)

emergence of the private sector entering what has been predominantly in the public sector reflects the perspectives of local governments. Increasingly, local governments have shifted to the private sector to subcontract the typical government services. In most instances, the private sector has been able to conduct the same services with lower cost. The debate remains, can jails be operated by the private sector without reducing the quality of its service? Does the public even want to go down this path?

To further understand the need for a change in the current jailing system in Bleckley, Dodge, and Pulaski, the following will highlight their condition-environment and will show the choices that they are faced with.

All three of Bleckley, Dodge and Pulaski counties are currently experiencing overcrowding of inmates, problems related with an outdated building, the inability to comply with all the standard practices, and tight budget constraints. As such, each of the three counties are in a position where they are forced to either renovate the current building or build a new facility. In most cases, the current facilities have already experienced several renovations, yet still do not meet federal and state laws or common practices. The counties are now faced with three main options. First, they can try to stay in their current facility without renovating, which means they may not meet standard practices. This may work in the short-term, but as communities grow, new demands will put even further burdens on the already strained infrastructure. Second, the three counties can either renovate or build separate facilities. The construction could be rather costly and the general belief is that even if the counties build a new facility they may not be able to fully fund it with the proper amount of staff. These two scenarios show that demands from these agencies and the need to meet future demands are either not possible or either difficult to handle without a third alternative. The possible alternative is to build one jail that can be shared by all three.

The third option is that a shared jail may provide both cost savings and other non-financial benefits by combining the efforts of the three counties. Therefore this study will determine if there are any cost savings in regards to the construction and operations of separate jails.

Furthermore, it will include some of the non-financial benefits and costs that one will need to consider before proceeding with this type of project.

In order to model this project, it is important to outline how it is going to be conducted. Since all three jails will have to make a change in their current buildings regardless if they participate in a tri-county jail, this study will consider only their expected changes (renovations or building a new facility) as compared to the tri-county jail. That is, this study will not look at the current expenditures of the jail and the current cost of maintenance. This analysis will allow us to look at a more reasonable scenario since each county will have to make some type of change.

After determining the operating and construction costs of both three separate jails and one shared jail, then those costs can be compared. The Findings Section will analyze the cost and benefits of both scenarios. In addition, this section will look at other indirect and exogenous costs. One cost, for example, which has already been anticipated is the cost of travel time and wear and tear on the vehicles to travel to the new shared jail. There will be an additional burden on each county that they would not have if the jail was in their own county.

## OVERVIEW OF COUNTIES

This section depicts the general background of Bleckley, Dodge and Pulaski counties. By portraying the demographic, economic, educational and criminal situation of each county, this section allows the reader to appreciate their current condition, before considering the modeling process presented in the next few chapters.

### Land area

As of 1990, Dodge county was the largest county with approximately 500 square miles, followed by Pulaski County, whose 247 square miles occupies about half the space of Dodge county, and the smallest one was Bleckley with 217 square miles. Please refer to Table A.1 in Appendix I.

### Demographic

#### Population

In terms of residents, Dodge had the largest population with 19,180 in 2000. Bleckley was the second largest with 11,670 followed by Pulaski with 9,590. Please refer to Table A.2 in Appendix I.

When taking into consideration population density, people per square mile, the picture changes. Bleckley has the highest population density with 53.69 people per square mile. Pulaski and Dodge were close at 38.78 and 38.31 people per square mile, respectively. Please refer to Table A.3 in Appendix I.

*Population Growth rate:* observing the average annual growth rates for the last two decades, one can conclude that Dodge's population grew at the fastest rate (at a rate about twice as big as the other two counties' rates). Nevertheless, the three counties under consideration have very low growth rates. While the State of Georgia grew at an average annual rate of 2.02% between 1980 and 1999, Bleckley, Dodge and Pulaski grew at 0.35%, 0.59% and 0.26% respectively, and from 1999 to 2010 the State's projected rate is 1.4% and for Bleckley, Dodge and Pulaski, the projected rates are 0.69%, 0.57% and 0.61%

respectively. On average, the population of these counties is expected to keep growing in the next 20 years. The average expected annual growth rate is around 0.6% for each of these counties for the next 20 years. Increases in population indicate growth and stability of these communities, as well as the need for increased resources and services. But in this case, the growth will be of a very small significance. Please refer to Table A.4 in Appendix I.

*Ages:* the population in these counties shows an aging pattern. The portion of the population under 18 has been decreasing in the last 30 years, and is expected to keep decreasing in the future, although at a slower pace. The target group of this report which were young adults, people between 18 and 34, represent about 20% of the total population in all three counties. Dodge has 4,370 people in this age group, where as Bleckley and Pulaski have 2,718 and 2,319 in 2000, respectively. Dodge has the highest proportion of young adults, but in general terms these percentages are very similar from one county to another. In the future this age group is expected to slightly decrease its proportion from the total. On the other hand, the population age 65 and over, the elderly, has been increasing in the last 30 years and is expected to keep this positive trend in the next 20 years for the three counties under study. This population group is growing at a steady pace and is similar to the nation trend. This aging feature of the population can also be observed in the median age variable. In the 1970s the median age was around 20 and has been steadily increasing since. It is expected that the median age will be around 40 in 2025 for each of the counties under consideration. Please refer to Table A.5 in Appendix I.

*Gender:* in overall terms, the gender composition of the population of these counties shows a stable behavior and regular pattern for rural communities. The male proportion of the population was between 40% and 50%, with Dodge closer to 50%, with Bleckley somewhat lower and Pulaski even lower at about 40%. Please refer to Table A.6 in Appendix I.

*Race:* in all three counties the white population decreased as a percentage to the total, where as the races defined as Black, Hispanic and Other, all increased. Bleckley had 74%



White and 25% Black in 2000. Pulaski had 63% White and 34% Black, whereas Dodge had 69% White and 29% Black. Please refer to Table A.7 in Appendix I.

## **Poverty**

Poverty is based on the estimated percentage of total population with incomes below the federal poverty level. This is a key indicator of both progress and standard of living for communities. Bleckley had a better standard of living showing the least percentage, around 17 to 18%, of population living in poverty for 1990-2000. Dodge had a stable poverty pattern in the last decade maintaining its poverty levels constantly around 22%. Pulaski, on the other hand, has improved this indicator dropping 4 percentage points from 24% to 20% from 1990 to 2000. Please refer to Table A.8 in Appendix I.

## Economic indicators

*Per capita income:* this indicator is total personal income from all sources (including wages, dividends, interest, rent and government payments) divided by the total population. Based on this, the quality of the consumer market and the economic well being of Pulaski and Bleckley are higher than those of Dodge. This is true for the whole period under analysis. Particularly, Pulaski is expected to improve its relative position in GA. On the other hand, Dodge is going to slightly worsen its relative position. If one observes the ranking among all 159 counties in GA, for 2000 Bleckley was 63<sup>rd</sup>, Dodge was 120<sup>th</sup> and Pulaski was 71<sup>st</sup>. By 2025 they are expected to change to 61<sup>st</sup>, 126<sup>th</sup> and 44<sup>th</sup> respectively. Please refer to Table A.9 in Appendix I.

*Employment Growth:* this indicator gives one an idea of the percentage increase in the number of jobs. On average, during the analysis period, the growth of employment opportunities has been positive in the three counties indicating potential economic vitality in the communities. However, this growth has been fairly small around 1 to 2% on average annual terms. In relative terms, Bleckley and Pulaski are better off than Dodge. This is true not only for the last 30 years, but for the coming 20 years as well. Please refer to Table A.10 in Appendix I.

*Unemployment rate:* this is the percentage of the civilian labor force that is not employed. It indicates the community's economic health in the sense that low unemployment rates would reflect overall economic vitality.

Bleckley County and Dodge County both had an unemployment rate of 4.5% in 2001, which is only slightly higher than the state rate, and much lower than the unemployment rate in Pulaski County, of 6.9%. Bleckley County's unemployment rate has been slowly but constantly decreasing since 1995 (an 18% overall drop) although the rates were still higher than the Statewide average for 1995-2001 with a 4.63% for Bleckley and 4.17% for Georgia. As for the period 1990-1995, Bleckley's average of 4.9%, was below the statewide average of 5.57%. Pulaski's unemployment behavior is very similar to the one just described. For the period 1995-2001, its annual rates were constantly over the states' (with Pulaski's average of 5.23% and the State's 4.17%), but here these values showed an increasing trend throughout the period. As for 1990-1995 its values (averaging 4.95%) were under the state (with an average of 5.57%). On the other hand Dodge's unemployment rates were constantly above the State's average, but showed a decreasing pattern for the last five years. Dodge's average for 1990-1995 was 6.02% and for 1995-2001 was 5.98%. Please refer to Table A11 in Appendix I.

## Education

The economic vitality of a community is linked to the education of a community's residents. Communities with a better-educated adult population tend to have stronger economies and a higher standard of living.

Post-secondary education is critical to building a qualified and educated workforce in any community. The percentage of adults, age 25 and over, who has not completed high school has been slowly but constantly decreasing in each of the counties for the period 1970-1990. For 1970, for Bleckley, Dodge and Pulaski, these percentages were 74%, 75% and 71% respectively; for 1980 the percentage of population age 25 and over not completing high

school for Bleckley, Dodge and Pulaski was 53%, 60% and 54% respectively; for 1990, these percentages accounted for 40%, 43% and 39% for Bleckley, Dodge and Pulaski respectively.

The percentage of adults who have a high school diploma only, steadily increased for the period 1970-1990. For 1970, for Bleckley, Dodge and Pulaski, these percentages were 22%, 20% and 22% respectively; for 1980 the percentage of population age 25 and over who only completed high school for Bleckley, Dodge and Pulaski was 38%, 34% and 37% respectively; for 1990, these percentages accounted for 50%, 49% and 50% for Bleckley, Dodge and Pulaski respectively.

The percentage of adults who have earned at least a bachelor's degree steadily increased during 1970-1990. For 1970, for Bleckley, Dodge and Pulaski it accounted for 4%, 4% and 7% respectively; for 1980 it was 9%, 7% and 9% respectively, and in 1990 it was 10%, 8% and 11% respectively.

Please refer to Table A.12 in Appendix I.

## CRIME<sup>8</sup>

Pulaski County had the highest rate of violent crimes with 905 crimes reported to the police for every 100,000 people as of 1998. Dodge County had the lowest rate of violent crimes with a rate of 497 of every 100,000 people according to the Criminal Justice Coordinating Council. In addition, Pulaski County had an increase in the violent crime rate of 123% from 1990 to 1998 while the violent crime rate in Bleckley County increased by 171% from 1990 to 1998.

Dodge County had the highest rate of property crimes in 1998, 3,231 per 100,000 people. While the property crime rate in Bleckley County was slightly lower than Dodge, there was an increase in property crimes of 100% from 1990 to 1998, whereas in Dodge there was a smaller increase of about 78%. Pulaski County, although having the highest rates of violent

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<sup>8</sup> In reference to crime statistics, the number of crimes is reported per 100,000 persons. The Total index crimes include violent crimes (murder, rape, robbery, aggravated assault) and property crimes (burglary, larceny, auto theft).

crimes, showed the lowest rate of property crimes with 1,726, which reported a decrease of 27% from 1990 to 1998.

In general terms, taking into consideration the Total Index Crime rate averaged for 1980-1989 and 1990-1998, Pulaski showed the highest rates for both periods, 2,672 per 100,000 residents and 3,813 per 100,000 residents respectively. On the other hand, Dodge showed the highest growth in crimes with an average index rate of 962 for 1980-1989 increasing to 3,200 for 1991-1998. Bleckley falls somewhere in the middle of this spectrum with a crime index average of 1,213 for the first period and 2,446 for the second one. Please refer to Table A.13 in Appendix I.

## FORECASTING NEEDS FOR JAIL BEDS

In order to perform a cost/benefit analysis of the potential shared jail among Bleckley, Dodge and Pulaski, costs estimates of its construction and operations need to be available. A critical factor to estimate the likely budget-needs for the Tri-county Jail is its staffing. This is a crucial parameter since personnel costs typically account for a large portion of spending. An intermediate step is to get the inmate projections for each of the three counties involved. The inmate count is also very important for developing the budget needs since all of the operational costs are dependent upon this number. For this reason this study first estimates the inmate growth up until 2010. Then, once the first step is accomplished, it proceeds with the staffing projections. Finally, it forecasts the budget needs for each of the county jails and for the Tri-county jail. The time frame of this report is 2000-2010.

### **Inmate Projections**

Historical inmate population figures were obtained from two different sources: the Georgia Department of Community Affairs (DCA) which was used to get inmate data at the county level for years 2000, 2001 and 2002;<sup>9</sup> and the Census of Jails 1999 from the Bureau of Justice Statistics (BJS). From the BJS, only national and state level data were available. This study uses Georgia's inmate data from this last source. Therefore, the 1999 state level data was used as a proxy for year 2000.

Inmate projections were calculated in two different ways. First, it was assumed that the same inmate/population ratio observed at the State level would apply for the County level. This way the 2004-inmate estimates for the county level were obtained and from there onwards it was assumed that the inmate population would grow at the same rate as the county population. This resulted in what this report will call the *High Scenario*. A second scenario, the *Low Scenario*, was estimated using the actual inmate figures for the county level for 2000, 2001 and 2002. From there onwards, it was assumed that the inmate count would grow at the same rate of the county population. The results are shown in the following table.

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<sup>9</sup> Only monthly data is available, so BBRED put all the months together to come up with the annual data and from there calculated the average daily population.

The population growth rates for the county level, for the next ten years were obtained from the projections done by Woods & Poole Economics, 2002 GA State Profile.

Table 2.1 **Inmate Projections**

**High Scenario: Projections based on Georgia inmate's population**

	<b>2004</b>	<b>2006</b>	<b>2008</b>	<b>2010</b>
<b>Bleckley</b>	48	49	49	50
<b>Dodge</b>	78	79	80	81
<b>Pulaski</b>	39	40	40	40
<b>TOTAL</b>	166	167	169	171

**Low Scenario: Projections based on county's inmate population**

	<b>2000</b>	<b>2002</b>	<b>2004</b>	<b>2006</b>	<b>2008</b>	<b>2010</b>
<b>Bleckley</b>	26	21	21	22	22	22
<b>Dodge</b>	43	57	58	58	59	60
<b>Pulaski</b>	18	15	15	15	15	16
<b>TOTAL</b>	87	93	94	95	96	97

Although there is a big and significant difference between the two scenarios, the thought was that once the new jail (either the one shared facility or the three individual jails) was in place and additional space was available, there would be a gradually and steadily increase from the Low Scenario to the High Scenario. There could even be some jumps in the first years of operation until finally reaching the high projections. Therefore, a reasonable estimate would start from the Low scenario and approach the High-Scenario values at the end of the period under analysis.

This weighted straight-line jail population forecasting has serious limitations. This is only a part of what should be the complete forecasting exercise. A more accurate forecast would include the impact of criminal justice agency decision-making, as discretionary decisions play an important role in inmate incarceration. The jail is an integral component of a wider system that encompasses law enforcement, prosecution, the courts, and other correctional agencies. County officials would need to establish a method for predicting the behavior of

criminal justice decision makers.<sup>10</sup> This is a challenge that they ought to face for the sake of a more precise forecasting exercise.

Given these scenarios the total inmates for the shared jail would look as follows:

Table 2.2 **Total Inmate Projections**

**High Scenario: Projections based on Georgia inmate's population**

	2004	2006	2008	2010
<b>TOTAL</b>	<b>166</b>	<b>167</b>	<b>169</b>	<b>171</b>

**Low Scenario: Projections based on county's inmate population**

	2000	2002	2004	2006	2008	2010
<b>TOTAL</b>	<b>87</b>	<b>93</b>	<b>94</b>	<b>95</b>	<b>96</b>	<b>97</b>

The Census of Jails reports that at midyear 1999, 89% of inmates were male and that the male preponderancy is a typical feature among jail inmates. To take this into consideration when forecasting inmate population, total population for each of the counties and for Georgia as a whole was broken down into its gender composition.<sup>11</sup> Then each of the gender groups for the county inmate population was forecasted up to 2010. The fact that there were two original different scenarios for inmate-population forecasts, resulted also in two different scenarios for the gender projections. This is valuable information at the time of making decisions regarding the facility design and also to give a better idea of the expected inmate composition. These estimates were obtained by means of weighting the inmate projections through the following formulae:

<sup>10</sup> They would have to define existing justice polices, document how recent changes have affected the jail, and predict future criminal justice developments and their effects on the jail ('Jail crowding. Understanding jails population dynamics.' National Institute of Corrections, January 2002).

<sup>11</sup> Population data for the state and the county level for the 2000-2010 period was obtained from the 2002 Woods and Poole Economics GA State Profile.

$$\text{Weight} = \left( \frac{\left( \frac{\text{GA male inmates}}{\text{GA male popul}} * \text{GA popul} * \frac{\text{County male popul}}{\text{County popul}} \right)}{\text{GA inmates}} \right)$$

⋮

After some calculations the following equation can be reached :

$$\text{Weight} = \left( \frac{\text{GA male inmates}}{\text{GA inmates}} \right) * \left( \frac{\left( \frac{\text{County male popul}}{\text{County popul}} \right)}{\left( \frac{\text{GA male popul}}{\text{GA popul}} \right)} \right)$$

Applying this weight for obtaining the Male Inmates at the County level:

$$\text{Male County Inmates} = \text{County Inmates} * \left( \frac{\text{GA male inmates}}{\text{GA inmates}} \right) * \left( \frac{\left( \frac{\text{County male popul}}{\text{County popul}} \right)}{\left( \frac{\text{GA male popul}}{\text{GA popul}} \right)} \right)$$

In order to derive the number of females, the same formula was applied replacing females in place of males. This study had to go through these estimations given that the counties under consideration do not keep statistical records of either the gender or the ethnic composition of its respective inmate population. The Census of Jails also reports that when considering the ethnicity composition of inmates, blacks represent a larger majority among inmates.<sup>12</sup> This study also takes this into consideration and forecasts all the ethnic groups among inmates following the same formula and replacing male respectively. The results are as follows:

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<sup>12</sup> At midyear 1999, from the nation's total inmates 41% were white, 42% black, 15% Hispanic and 2% American Indian, Asian, or other. When considering that blacks are a minority group in total population, these percentages translate into the fact that they are a larger percentage among inmates than in the total population. This is even more notable in Georgia where the black population is bigger than for the nation as a whole.



TABLE 2.3 Gender and Ethnic Inmate Composition

TABLE 2.3 Gender and Ethnic Inmate Composition

**BLECKLEY**

High Scenario: Applying Georgia's population proportions to the county inmate level.

	<b>2004</b>	<b>2006</b>	<b>2008</b>	<b>2010</b>
<b>Total</b>	48	49	49	50
<b>Male</b>	43	43	44	45
<b>Female</b>	5	5	5	5
<b>Total</b>	48	49	49	50
<b>White</b>	18	18	18	18
<b>Black</b>	29	30	31	31
<b>Hispanic</b>	0	0	0	0
<b>Other</b>	0	0	0	0

Low Scenario: Applying County's population proportions to the inmate level.

	<b>2000</b>	<b>2002</b>	<b>2004</b>	<b>2006</b>	<b>2008</b>	<b>2010</b>
<b>Total</b>	26	21	21	22	22	22
<b>Male</b>	23	19	19	19	20	20
<b>Female</b>	3	2	2	2	2	2
<b>Total</b>	26	21	21	22	22	22
<b>White</b>	10	8	8	8	8	8
<b>Black</b>	16	13	13	13	13	14
<b>Hispanic</b>	0	0	0	0	0	0
<b>Other</b>	0	0	0	0	0	0

Population Growth Rates

	<b>2002</b>	<b>2004</b>	<b>2006</b>	<b>2008</b>	<b>2010</b>
<b>Total</b>	0.6%	0.7%	0.6%	0.6%	0.6%
<b>Male</b>	0.7%	1.0%	0.5%	0.7%	0.7%
<b>Female</b>	0.4%	0.4%	0.7%	0.6%	0.6%
<b>White</b>	0.2%	0.2%	0.1%	0.3%	0.1%
<b>Black</b>	1.4%	1.9%	1.6%	1.1%	1.6%
<b>Hispanic</b>	3.6%	3.3%	4.5%	5.5%	6.8%
<b>Other</b>	6.7%	0.8%	12.9%	6.7%	2.9%

**TABLE 2.3 A Gender and Ethnic Inmate Composition  
DODGE**

High Scenario: Applying Georgia's population proportions to the county inmate level.

	<b>2004</b>	<b>2006</b>	<b>2008</b>	<b>2010</b>
<b>Total</b>	78	79	80	81
<b>Male</b>	71	72	73	73
<b>Female</b>	7	8	8	8
<b>Total</b>	78	79	80	81
<b>White</b>	26	26	26	26
<b>Black</b>	52	53	53	54
<b>Hispanic</b>	1	1	1	1
<b>Other</b>	0	0	0	0

Low Scenario: Applying County's population proportions to the inmate level.

	<b>2000</b>	<b>2002</b>	<b>2004</b>	<b>2006</b>	<b>2008</b>	<b>2010</b>
<b>Total</b>	43	57	58	58	59	60
<b>Male</b>	39	52	52	53	53	54
<b>Female</b>	4	5	5	6	6	6
<b>Total</b>	43	57	58	58	59	60
<b>White</b>	14	19	19	19	19	19
<b>Black</b>	28	37	38	39	39	40
<b>Hispanic</b>	0	0	0	0	0	0
<b>Other</b>	0	0	0	0	0	0

Population Growth Rates

	<b>2002</b>	<b>2004</b>	<b>2006</b>	<b>2008</b>	<b>2010</b>
<b>Total</b>	0.5%	0.5%	0.6%	0.5%	0.5%
<b>Male</b>	0.5%	0.4%	0.4%	0.5%	0.5%
<b>Female</b>	0.4%	0.6%	0.7%	0.5%	0.6%
<b>White</b>	0.2%	0.3%	0.2%	0.3%	0.2%
<b>Black</b>	0.7%	0.9%	1.0%	0.8%	1.2%
<b>Hispanic</b>	3.8%	3.4%	6.3%	5.7%	2.6%
<b>Other</b>	12.5%	0.0%	0.0%	-11.1%	0.0%

TABLE 2.3 B Gender and Ethnic Inmate Composition

**PULASKY**

High Scenario: Applying Georgia's population proportions to the county inmate level.

	<b>2004</b>	<b>2006</b>	<b>2008</b>	<b>2010</b>
<b>Total</b>	39	40	40	40
<b>Male</b>	34	34	35	35
<b>Female</b>	5	5	5	5
<b>Total</b>	39	40	40	40
<b>White</b>	11	11	11	11
<b>Black</b>	28	28	29	29
<b>Hispanic</b>	1	1	1	1
<b>Other</b>	0	0	0	0

Low Scenario: Applying County's population proportions to the inmate level.

	<b>2000</b>	<b>2002</b>	<b>2004</b>	<b>2006</b>	<b>2008</b>	<b>2010</b>
<b>Total</b>	18	15	15	15	15	16
<b>Male</b>	16	13	13	13	13	14
<b>Female</b>	2	2	2	2	2	2
<b>Total</b>	18	15	15	15	15	16
<b>White</b>	5	4	4	4	4	4
<b>Black</b>	13	11	11	11	11	11
<b>Hispanic</b>	0	0	0	0	0	0
<b>Other</b>	0	0	0	0	0	0

Population Growth Rates

	<b>2002</b>	<b>2004</b>	<b>2006</b>	<b>2008</b>	<b>2010</b>
<b>Total</b>	0.4%	0.6%	0.4%	0.5%	0.6%
<b>Male</b>	0.5%	0.7%	0.7%	0.5%	0.5%
<b>Female</b>	0.3%	0.6%	0.2%	0.5%	0.7%
<b>White</b>	-0.4%	-0.1%	-0.2%	0.1%	0.2%
<b>Black</b>	1.5%	1.4%	1.1%	0.8%	0.7%
<b>Hispanic</b>	4.3%	6.1%	5.2%	4.3%	4.2%
<b>Other</b>	4.8%	0.0%	-4.5%	3.9%	-7.1%

**Staff Projections**

In order to accomplish the final goal of obtaining budget estimates, it was also necessary to get staff estimates. Here, it was assumed that the same ratio of inmate to staff for the state of Georgia was applicable for Bleckley, Dodge and Pulaski counties. The inmate to staff rate found for Georgia from the Census of Jails was 3.9. The only data available at the county

level was for Dodge, which reported an inmate to staff ratio of 3.6 for 2000, which was assumed close enough to proceed with Georgia's ratio.<sup>13 14</sup> Although the number of inmates a jail holds is not the only factor that determines proper staffing levels, this study used it given the lack of expertise and absence of precise data regarding the other factors that could influence it, such as physical plant layout, circulation, services and activities provided for inmates, and approach to inmate supervision and management.<sup>15</sup>

Based on the 3.9 inmate/ staff ratio, the staffing was estimated by direct extrapolation, dividing the inmate projections by this ratio. Therefore, two different results were obtained based on the two different inmate projections. This is shown in the following table.

**TABLE 2.4 Staff Estimates**

**High Scenario: Staff Estimates based on High Inmate Projections**

	<b>2004</b>	<b>2006</b>	<b>2008</b>	<b>2010</b>
Bleckley	12	12	13	13
Dodge	20	20	21	21
Pulaski	10	10	10	10
<b>TOTAL</b>	<b>42</b>	<b>43</b>	<b>43</b>	<b>44</b>

**Low Scenario: Staff Estimates based on Low Inmate Projections**

	<b>2000</b>	<b>2002</b>	<b>2004</b>	<b>2006</b>	<b>2008</b>	<b>2010</b>
Bleckley	7	5	5	6	6	6
Dodge	11	15	15	15	15	15
Pulaski	5	4	4	4	4	4
<b>TOTAL</b>	<b>22</b>	<b>24</b>	<b>24</b>	<b>24</b>	<b>25</b>	<b>25</b>

Given that the operation of a shared jail and its required staffing would mainly depend upon the number of inmates, the staffing savings associated with a regional jail would not be significant overall. Additionally, Dodge and Pulaski would also need one extra jailor to run the Holding Cells in their counties, assuming that this same jailor would also transport the detained persons to the Tri-county jail to be located in Bleckley. But given that the cost of the

<sup>13</sup> All the county jails involved were sent a survey by the BBRED, with the purpose of collecting relevant data.

<sup>14</sup> Additionally, retired Sheriff Bill Lemacks from the Georgia Sheriffs' Association reported to the BBRED that GA Sheriffs' Association uses a ratio of 4 inmates per jail staff person.

<sup>15</sup> Bowker, Gary M. *Jail Resource Issues: What Every Funding Authority Needs to Know*. Washington, D.C.: US Department of Justice, National Institute of Corrections, 2002. pp. 9-11.

extra staff members can be compensated by some of the savings from the shared facility, the cook for example, these costs can be disregarded as a significant factor of extra staffing costs.

Given this scenario the total staffing for the shared jail would look as follows:

**TABLE 2.5 Tri-County Jail Projected Staffing**

**High Scenario: Staff Estimates based on High Inmate Projections**

	2004	2006	2008	2010
<b>TOTAL</b>	42	43	43	44

**Low Scenario: Staff Estimates based on Low Inmate Projections**

	2000	2002	2004	2006	2008	2010
<b>TOTAL</b>	22	24	24	24	25	25

Here, once again, the most reasonable path to expect would be a staffing mix starting out from the Low Scenario and slowly approaching the High Scenario figures over the period under analysis.

## BUDGET PROJECTIONS

### Construction budget

In 2000, *The Corrections Yearbook* published by the Criminal Justice Institute, Inc. reported new jails' construction costs for medium-sized jails to be \$39,326 per bed. Using this data, and assuming that the new jails would be constructed according to the expected prisoner population in 2010, the following cost projections were made.<sup>16</sup>

TABLE 3.1 Preliminary Construction Costs<sup>17</sup>

#### High Scenario

Estimates based on Georgia Inmate Population

	2010 Inmate Projection	Total Cost
<b>Bleckley</b>	50	\$ 1,960,899
<b>Dodge</b>	81	\$ 3,187,773
<b>Pulaski</b>	40	\$ 1,586,757
<b>Total</b>	<b>171</b>	<b>\$ 6,735,429</b>

#### Low Scenario

Estimates based on County Inmate Population

	2010 Inmate Projection	Total Cost
<b>Bleckley</b>	22	\$ 869,919
<b>Dodge</b>	60	\$2,339,999
<b>Pulaski</b>	16	\$ 613,925
<b>Total</b>	<b>97</b>	<b>\$3,823,842</b>

However, the projected number of inmates for each county does not necessarily reflect the required number of beds that each jail should be able to accommodate. A reasonable approach would be to give the Tri-county Jail a buffer capacity of 30 beds above the projected number of total inmates.<sup>18</sup> This would give the regional jail a safeguard cushion to allow for flexibility when needed. The construction costs for a 200-bed jail are shown in Table 3.2. Assuming that a 200-bed shared jail is the desired capacity, one could expect that if three single jails would have to be built, their capacities should be in line with the 200 beds. That is, the capacity of each jail could be estimated by keeping the same portion that each represent in the 171 total inmates estimate. This is shown in the following table.

<sup>16</sup> Also, the average construction cost for inmate housing for the State of Georgia, as reported by Bill Lemacks from the Georgia Sheriffs' Association, was \$150 per square foot. And for the administrative rooms it was \$100 per square foot. This construction costs per square foot would be the same either if they decided to go on separately, each county building a new jail, or if they build a single shared jail. So, there are no significant economies of scale for the construction phase between the two options, for a jail of this particular size.

<sup>17</sup> Inmate projections were rounded to the nearest whole number.

<sup>18</sup> This is also based on expectations from the Georgia Sheriffs' Association.

TABLE 3.2 **Construction Costs Estimates**

	2010 Inmate Projection	Proportion	# Beds	Construction Cost
<b>Bleckley</b>	50	29%	58	\$ 2,299,766
<b>Dodge</b>	81	47%	95	\$ 3,725,621
<b>Pulaski</b>	40	23%	47	\$ 1,839,813
<b>Total</b>	<b>171</b>	<b>100%</b>	<b>200</b>	<b>\$ 7,865,200</b>

However, these individual figures for each jail could be somewhat deceiving. The space required by smaller jails might be bigger. This reasoning is based on the fact that, regardless of size, jails need to be segregated for the accommodation of male/female inmates and inmates with special needs (elderly, HIV, mentally ill, etc). Furthermore, this might actually increase the required building space of the individual jails. Nonetheless, an authority with expertise on this subject such as the Sheriff Association should determine this.

Additionally, to obtain more definite figures on the projected cost for a shared facility, the counties should solicit bids for architectural services to design a new 200-bed regional jail. The design might consider the development of the jail in two phases. The first phase should include around 170 beds so as to provide sufficient space through year 2010. This phase should also include the footprint for 200 beds, with the additional 30 beds being completed in the second phase, as necessary funding is made available. In general, the literature calls for new jail facilities to have the capacity for expansion to meet needs at least through 2025. Any first phase project needs to be able to stand alone as an efficient and effective facility in the event that funding for future phases is delayed.

The construction costs for a jail within a range of 170-210 beds are as follows:

Table 3.3 **Construction Costs**

<b>Beds</b>	<b>TOTAL Costs</b>
170	\$6,685,492
180	\$7,078,756
190	\$7,472,021
200	\$7,865,285
210	\$8,258,549

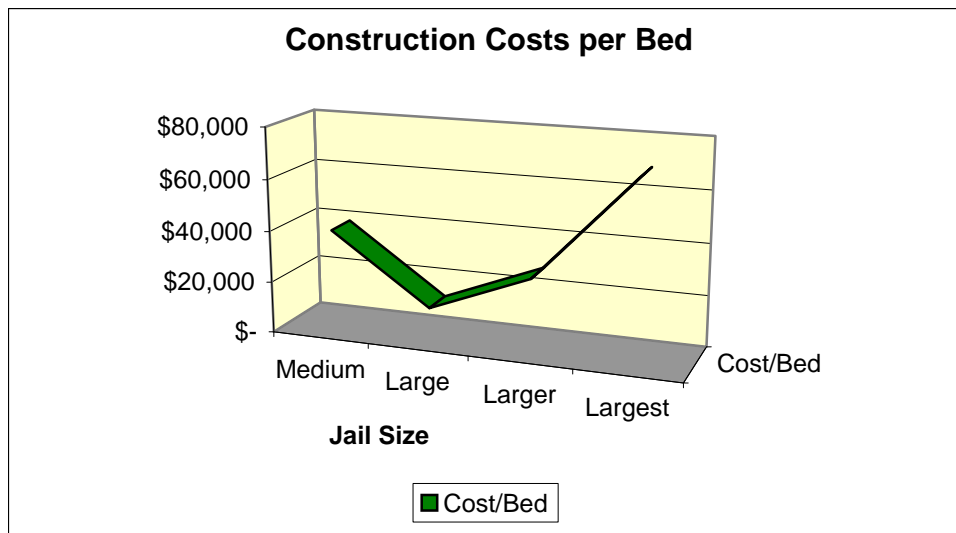
Based on the cost data observed in *The 2000 Corrections Yearbook* and after intensive literature revision, it has been concluded that there are no economies of scale in the bed range under consideration. In order to achieve some of the benefits accruing from bigger size jails, the facility would need to be built to accommodate more than 500 beds. This can be seen in the following table and in the respective figure.

**TABLE 3.4 Jail System Average Construction Costs for year 2000**

Definition by # Beds	New Facilities		
	Cost	# Beds	Cost/ Bed
Largest >=2000	\$ 200,654,000	2,888	\$ 69,479
Larger [1000; 1999]	\$ 53,000,000	1,880	\$ 28,191
Large [500; 999]	\$ 7,151,426	567	\$ 12,613
Medium [200; 499]	\$ 30,360,000	772	\$ 39,326
Small <=249	\$ -	-	-

Source: *The 2000 Corrections Yearbook, Jails. Criminal Justice Institute, Inc.*

**Figure 3.1**



Last but not least, it should be said that the concept ‘average jail bed cost’ might be misleading for estimating the actual cost of the Tri-County jail under study. The ‘average jail bed cost’ concept is based on a national survey of newly constructed jails and is simply the total cost of constructing the jails divided by their number of beds. The problem may arise because different items are included in construction costs in different communities. Estimates based on a specific type of jail in a specific locality would be much more accurate. Allen



Beck, in his article *Misleading Jail Bed Costs*, cites some of factors that contribute to the mentioned cost variation: the definition of jail varies; jails differ in design type, jails differ in what they contain, construction fabrication differs, land preparation differs form site to site, differences in security levels of offenders may affect design, the number of beds within the same design may vary at the time of construction; some jails are designed to accommodate future construction, differences in equipping facilities affect costs; regional differences affect construction costs; compliance with standards will affect design; standardization of design may reduce costs; adequacy of the design affects jail construction costs; and finally, construction management may be included as a construction cost.<sup>19</sup>

### **Operations budget**

The jail budgets have two main components, the personnel services costs and the operational costs. The first one depends upon staffing (which in turn, is also related to the number of inmates), the more staffing, the more personnel expenditure. The second one is directly related to the number of inmates. Therefore, once the expected numbers of inmates and staffing are obtained, one can estimate the expected budget expenditure. At BBRED's request, each of the counties provided their respective 2001 jail budgets. Using this information, per capita personnel costs were estimated based on the number of staff members, as well as per capita operational costs based on the actual number of inmates in each jail reported for year 2001. Assuming that these per capita costs would remain constant, the jail budgets were projected to 2010 based on the inmates and staffing projections previously obtained. Therefore, two different scenarios for each county were forecasted, a high and a low. However, for both scenarios the same per capita costs were used for the sake of being as realistic as possible. The two components of the actual 2001 budgets, the personnel services costs and the operational costs, were divided by the actual number of inmates for the operational side and by the staffing estimates from the low scenario for the personnel costs.<sup>20</sup> The budget and its projections are in 2001-dollar values. This is shown in the following tables.

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<sup>19</sup> Beck, Allen R., *Misleading Jail Bed Costs*. Kansas City: Justice Concepts Incorporated, 1999. pp. 1-4.

<sup>20</sup> The ones obtained through the actual number of inmates.

TABLE 3.5 County Jail Budgets Forecast

**HIGH SCENARIO**

<b>BLECKLEY</b>	<b>Per Capita</b>	<b>Actual Budg</b>	<b>Projected Total Budget</b>				
	<b>2001</b>	<b>2001</b>	<b>2002</b>	<b>2004</b>	<b>2006</b>	<b>2008</b>	<b>2010</b>
<b>Personnel services:</b>							
Salaries	16,397	88,290	199,016	201,680	204,242	206,872	209,637
Payroll taxes	1,237	6,660	15,012	15,213	15,407	15,605	15,814
Other benefits	1,460	7,862	17,722	17,959	18,187	18,421	18,668
<i>Total personnel</i>	19,094	102,812	231,750	234,852	237,836	240,898	244,118
<b>Operational cost:</b>							
Heat, lights, & water	670	14,075	31,727	32,151	32,560	32,979	33,420
Supplies	343	7,194	16,216	16,433	16,642	16,856	17,082
Repairs & maintenance	240	5,042	11,365	11,517	11,664	11,814	11,972
Medical- prisoners	1,138	23,907	53,889	54,610	55,304	56,016	56,765
Board for Prisoners	1,161	24,386	54,969	55,705	56,412	57,139	57,902
Equipment rental	78	1,648	3,715	3,765	3,812	3,861	3,913
Miscellaneous	0	0	0	0	0	0	0
<i>Total operational</i>	3,631	76,252	171,881	174,181	176,394	178,666	181,054
<b>Total</b>	<b>22,725</b>	<b>179,064</b>	<b>403,631</b>	<b>409,033</b>	<b>414,230</b>	<b>419,564</b>	<b>425,172</b>
Per Prisoner/Per Day		23.36	23.36	23.36	23.36	23.36	23.36

<b>DODGE</b>	<b>Per Capita</b>	<b>Actual Budg</b>	<b>Projected Total Budget</b>				
	<b>2001</b>	<b>2001</b>	<b>2002</b>	<b>2004</b>	<b>2006</b>	<b>2008</b>	<b>2010</b>
<b>Personnel services:</b>							
Salaries	14,134	173,955	281,412	284,319	287,517	290,424	293,767
Payroll taxes	1,081	13,308	21,529	21,751	21,996	22,218	22,474
Other benefits	1,138	14,009	22,663	22,897	23,154	23,388	23,658
<i>Total personnel</i>	16,353	201,272	325,603	328,967	332,667	336,030	339,899
<b>Operational cost:</b>							
Heat, lights, & water	278	13,327	21,559	21,782	22,027	22,249	22,505
Supplies	86	4,136	6,692	6,761	6,837	6,906	6,985
Repairs & maintenance	150	7,177	11,610	11,730	11,862	11,982	12,119
Medical- prisoners	591	28,371	45,896	46,370	46,892	47,366	47,911
Board for Prisoners	2,315	111,106	179,739	181,596	183,639	185,496	187,631
Equipment rental	68	3,274	5,297	5,352	5,412	5,467	5,530
Miscellaneous	12	573	926	936	946	956	967
<i>Total operational</i>	3,499	167,964	271,719	274,526	277,614	280,421	283,649
<b>Total</b>	<b>19,853</b>	<b>369,236</b>	<b>597,322</b>	<b>603,493</b>	<b>610,281</b>	<b>616,452</b>	<b>623,548</b>
Per Prisoner/Per Day		21.08	21.08	21.08	21.08	21.08	21.08

PULASKI	Per Capita	Actual Budg	Projected Total Budget				
	2001	2001	2002	2004	2006	2008	2010
<b>Personnel services:</b>							
Salaries	20,311	83,327	201,907	203,995	205,728	207,900	210,134
Payroll taxes	1,554	6,375	15,447	15,607	15,739	15,906	16,076
Other benefits	4,610	18,912	45,825	46,299	46,692	47,185	47,692
<i>Total personnel</i>	26,475	108,614	263,180	265,901	268,160	270,991	273,903
<b>Operational cost:</b>							
Heat, lights, & water	1,222	19,554	47,381	47,871	48,277	48,787	49,311
Supplies	37	588	1,425	1,440	1,452	1,467	1,483
Repairs & maintenance	210	3,360	8,142	8,226	8,296	8,383	8,473
Medical- prisoners	1,819	29,100	70,511	71,241	71,846	72,604	73,384
Board for Prisoners	3,045	48,720	118,052	119,273	120,286	121,556	122,862
Janitorial	212	3,396	8,229	8,314	8,384	8,473	8,564
Equipment rental	0	0	0	0	0	0	0
Miscellaneous	15	239	579	585	590	596	603
<i>Total operational</i>	6,560	104,957	254,319	256,949	259,131	261,867	264,681
<b>Total</b>	<b>33,034</b>	<b>213,571</b>	<b>517,498</b>	<b>522,850</b>	<b>527,292</b>	<b>532,857</b>	<b>538,584</b>
Per Prisoner/Per Day		36.57	36.57	36.57	36.57	36.57	36.57

Table 3.5 A County Jail Budgets Forecasts

**LOW SCENARIO**

BLECKLEY	Per Capita	Actual Budg	Projected Total Budget				
	2001	2001	2002	2004	2006	2008	2010
<b>Personnel services:</b>							
Salaries	16,397	88,290	88,290	89,472	90,609	91,775	93,002
Payroll taxes	1,237	6,660	6,660	6,749	6,835	6,923	7,015
Other benefits	1,460	7,862	7,862	7,967	8,068	8,172	8,282
<i>Total personnel</i>	19,094	102,812	102,812	104,188	105,512	106,870	108,299
<b>Operational cost:</b>							
Heat, lights, & water	670	14,075	14,075	14,263	14,445	14,631	14,826
Supplies	343	7,194	7,194	7,290	7,383	7,478	7,578
Repairs & maintenance	240	5,042	5,042	5,109	5,174	5,241	5,311
Medical- prisoners	1,138	23,907	23,907	24,227	24,535	24,851	25,183
Board for Prisoners	1,161	24,386	24,386	24,712	25,026	25,349	25,687
Equipment rental	78	1,648	1,648	1,670	1,691	1,713	1,736
Miscellaneous	0	0	0	0	0	0	0
<i>Total operational</i>	3,631	76,252	76,252	77,273	78,254	79,262	80,321
<b>Total</b>	<b>22,725</b>	<b>179,064</b>	<b>179,064</b>	<b>181,461</b>	<b>183,766</b>	<b>186,133</b>	<b>188,620</b>
Per Prisoner/Per Day		21.08	21.08	21.08	21.08	21.08	21.08

DODGE	Per Capita	Actual Budg	Projected Total Budget				
	2001	2001	2002	2004	2006	2008	2010
<b>Personnel services:</b>							
Salaries	14,134	173,955	206,572	208,706	211,053	213,187	215,641
Payroll taxes	1,081	13,308	15,803	15,967	16,146	16,309	16,497
Other benefits	1,138	14,009	16,636	16,807	16,996	17,168	17,366
<i>Total personnel</i>	16,353	201,272	239,010	241,480	244,196	246,665	249,504
<b>Operational cost:</b>							
Heat, lights, & water	278	13,327	15,825	15,989	16,169	16,332	16,520
Supplies	86	4,136	4,912	4,963	5,019	5,069	5,128
Repairs & maintenance	150	7,177	8,522	8,610	8,707	8,795	8,896
Medical- prisoners	591	28,371	33,690	34,038	34,421	34,769	35,170
Board for Prisoners	2,315	111,106	131,938	133,301	134,801	136,164	137,731
Equipment rental	68	3,274	3,888	3,929	3,973	4,013	4,059
Miscellaneous	12	573	680	687	695	702	710
<i>Total operational</i>	3,499	167,964	199,457	201,517	203,784	205,844	208,214
<b>Total</b>	<b>19,853</b>	<b>369,236</b>	<b>438,467</b>	<b>442,997</b>	<b>447,979</b>	<b>452,509</b>	<b>457,718</b>
Per Prisoner/Per Day		23.36	23.36	23.36	23.36	23.36	23.36

PULASKI	Per Capita	Actual Budg	Projected Total Budget				
	2001	2001	2002	2004	2006	2008	2010
<b>Personnel services:</b>							
Salaries	20,311	83,327	78,119	78,927	79,597	80,438	81,302
Payroll taxes	1,554	6,375	5,977	6,038	6,090	6,154	6,220
Other benefits	4,610	18,912	17,730	17,913	18,066	18,256	18,452
<i>Total personnel</i>	26,475	108,614	101,826	102,879	103,753	104,848	105,974
<b>Operational cost:</b>							
Heat, lights, & water	1,222	19,554	18,332	18,521	18,679	18,876	19,079
Supplies	37	588	551	557	562	568	574
Repairs & maintenance	210	3,360	3,150	3,183	3,210	3,243	3,278
Medical- prisoners	1,819	29,100	27,281	27,563	27,798	28,091	28,393
Board for Prisoners	3,045	48,720	45,675	46,147	46,539	47,031	47,536
Janitorial	212	3,396	3,184	3,217	3,244	3,278	3,313
Equipment rental	0	0	0	0	0	0	0
Miscellaneous	15	239	224	226	228	231	233
<i>Total operational</i>	6,560	104,957	98,397	99,415	100,259	101,318	102,406
<b>Total</b>	<b>33,034</b>	<b>213,571</b>	<b>200,223</b>	<b>202,293</b>	<b>204,012</b>	<b>206,165</b>	<b>208,381</b>
Per Prisoner/Per Day		36.57	36.57	36.57	36.57	36.57	36.57

Adding the three individual budgets would give a general representation of the potential operational costs of a tri-county jail. However, not enough detailed information is available

to predict the actual cost savings of a shared jail concept.<sup>21</sup> The following table shows the potential budget of a tri-county jail.

TABLE 3.6 Tri-County Jail Operational Budget

<b>High Scenario</b>							
<b>Tri-County Jail</b>	<b>Per Capita</b>	<b>Total Projected Budget</b>					
	<b>2001</b>	<b>2001</b>	<b>2002</b>	<b>2004</b>	<b>2006</b>	<b>2008</b>	<b>2010</b>
<b>Personnel services:</b>							
Salaries	50,842	345,572	682,335	689,994	697,487	705,196	713,538
Payroll taxes	3,872	26,343	51,988	52,571	53,142	53,729	54,364
Other benefits	7,208	40,783	86,210	87,155	88,034	88,995	90,018
<i>Total personnel</i>	61,922	412,698	820,533	829,720	838,663	847,920	857,920
<b>Operational cost:</b>							
Heat, lights, & water	2,170	46,956	100,666	101,804	102,864	104,015	105,236
Supplies	465	11,918	24,332	24,633	24,930	25,229	25,550
Repairs & maintenance	600	15,579	31,117	31,473	31,821	32,179	32,564
Medical- prisoners	3,548	81,378	170,297	172,221	174,042	175,987	178,061
Board for Prisoners	6,521	184,212	352,760	356,574	360,337	364,190	368,395
Janitorial	212	3,396	8,229	8,314	8,384	8,473	8,564
Equipment rental	147	4,922	9,012	9,116	9,224	9,328	9,443
Miscellaneous	27	812	1,505	1,521	1,537	1,552	1,570
<i>Total operational</i>	13,690	349,173	697,919	705,656	713,140	720,954	729,383
<b>Total</b>	<b>75,612</b>	<b>761,871</b>	<b>1,518,452</b>	<b>1,535,376</b>	<b>1,551,803</b>	<b>1,568,873</b>	<b>1,587,303</b>
<b>Low Scenario</b>							
<b>Tri-County Jail</b>	<b>Per Capita</b>	<b>Total Projected Budget</b>					
	<b>2001</b>	<b>2001</b>	<b>2002</b>	<b>2004</b>	<b>2006</b>	<b>2008</b>	<b>2010</b>
<b>Personnel services:</b>							
Salaries	50,842	345,572	372,981	377,104	381,259	385,400	389,945
Payroll taxes	3,872	26,343	28,440	28,754	29,071	29,386	29,733
Other benefits	7,208	40,783	42,228	42,688	43,130	43,597	44,100
<i>Total personnel</i>	61,922	412,698	443,648	448,546	453,460	458,383	463,777
<b>Operational cost:</b>							
Heat, lights, & water	2,170	46,956	48,232	48,774	49,292	49,839	50,425
Supplies	465	11,918	12,657	12,810	12,963	13,115	13,279
Repairs & maintenance	600	15,579	16,714	16,902	17,091	17,280	17,486
Medical- prisoners	3,548	81,378	84,879	85,829	86,754	87,711	88,745
Board for Prisoners	6,498	183,733	201,520	203,676	205,875	208,045	210,450
Janitorial	212	3,396	3,184	3,217	3,244	3,278	3,313
Equipment rental	147	4,922	5,536	5,599	5,664	5,726	5,795
Miscellaneous	27	812	904	913	923	932	943
<i>Total operational</i>	13,690	349,173	374,106	378,205	382,298	386,424	390,942
<b>Total</b>	<b>75,612</b>	<b>761,871</b>	<b>817,754</b>	<b>826,751</b>	<b>835,758</b>	<b>844,807</b>	<b>854,719</b>

<sup>21</sup> As an example, in Upsont, GA, a new jail has been recently built with around 200 beds. More accurate data could be presented for comparison purposes if information from the operation of this jail could be gathered.

In order to get to the Tri-county jail budget, simply adding the three individual budgets may not be representative of the potential savings associated with the operation of a single jail by Bleckley, Dodge and Pulaski counties. Based on the Jail Budgets data observed in The 2000 Corrections Yearbook figures, there are no economies of scale in the operational side of a shared jail. In fact, the data shows diseconomies of scale as the size of jails increase: the bigger the size, the bigger the cost per day per prisoner. This is reinforced by the fact that operating a jail is a very labor-intensive activity. A labor-intensive activity usually requires increasing amounts of labor as activity levels go up. In other words, the more prisoners in jail, the more jailors would be needed, increasing the operating costs per prisoner. If there are any potential savings, they would not accrue from simply being bigger. The following table and graph display figures obtained from *The 2000 Corrections Yearbook*.

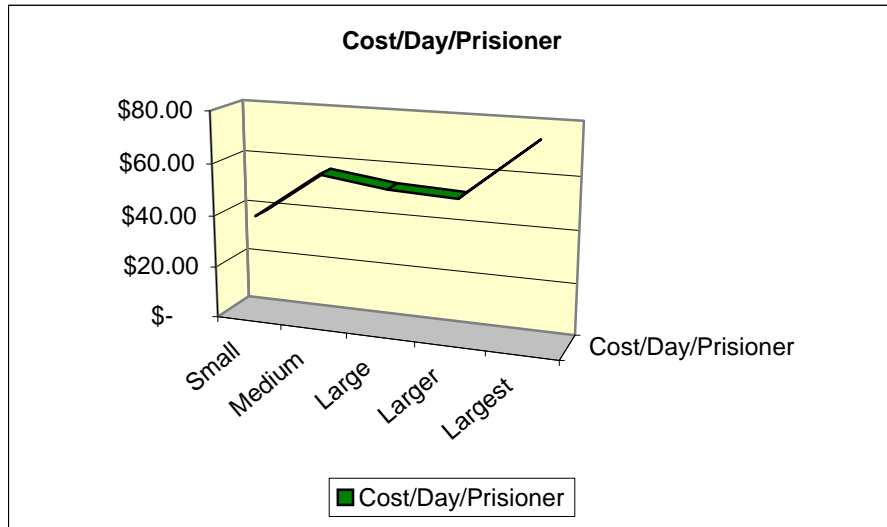
**TABLE 3.7 Jail System Budgets and Per-Prisoner Costs for year 2000**

Jail System	Definition by # beds	Cost/Day/Prisoner*
Average		
Largest	>=2000	\$ 73.98
Larger	[1000; 1999]	\$ 52.73
Large	[500; 999]	\$ 53.88
Medium	[200; 499]	\$ 57.41
Small	<=249	\$ 39.27
Avg. Total		\$ 56.72

Source: *The 2000 Corrections Yearbook, Jails*. Criminal Justice Institute, Inc.

\* The cost reported by jail systems for housing one prisoner for one day according to their individual formulas.

Figure 3.2



### Holding Cell

A critical component to having a shared Jail will be the requirement to have holding cells. The holding cell will have an additional cost above the “normal” construction and operating costs. From the arrangement-location of the potential shared Jail (Bleckley County), the only two required to have holding cells would be Dodge and Pulaski. As such, their costs will be higher. Expected extra costs associated with a holding cell are the following: They will need at least one jailor each when inmates are present, additional maintenance and utility payments, as well as some sort of transportation system (including gasoline and vehicle costs) to transport inmates.<sup>22</sup> Additionally, it should be noted that the greater the travel distance between inter-jurisdictional population centers, the greater the need for each county to retain a short-term holding capability. In some cases, the necessity of administering such a ‘mini-jail’ leads jurisdictions to opt for their own full-service facility. Depending on site location, travel distances may not seem fair and equitable for all participants jurisdictions. Some counties have solved this problem through the creation of a transportation system administered by the regional facility. Participants negotiate a relative share of the transportation costs under such a system.<sup>23</sup>

<sup>22</sup> It is expected that the jailor would not be required 24 hours. Rather, such a system would be set up to transport inmates before the end of a shift.

<sup>23</sup> Kimme, Dennis A., et al. *Small Jail SPECIAL ISSUES*. Champaign: KIMME Planning & Architecture, 1986. pp. (3-1)-(3-8).

One additional cost that would exist from the operation of a regional jail is the presence of a courtroom. Under Georgia's law, each county must have its own courtroom. Nevertheless, it is expected that the shared jail will have a special room devoted to court activities. However, although this might be a timesaving option, the additional costs associated with it could make it undesirable.



## ADDITIONAL CONSIDERATIONS FOR A REGIONAL FACILITY

The ultimate success of a shared jail depends on the cooperation of each of the participating counties concerning the actual construction of the facility as well as the long-term operational issues. Along these lines, it is important to address the other factors related to a regional jail that are not directly financial. That is, there are non-financial incentives and disincentives that one should also consider.

First, one such non-financial incentive of a shared jail is the pooling of resources.<sup>24</sup> Counties with limited resources will have the opportunity to access the resources of the other participating counties. Resources can include anything from human resources, staff, and equipment to community resources such as rehabilitation programs, specialized care, and recreational programs. This comes into play when recruiting professional staff. As the counties pool together, and create a larger facility, it will be easier to hire staff with better qualifications. It is suggested that small facilities that do not meet resource requirements have a hard time recruiting qualified individuals. With a regional facility, this problem may be eliminated.

Second, another advantage of a single regional facility discussed in the literature is the reduction in liability. Individually, each would have to incur the risk associated with the jail; however, in a shared facility, they would then be able to spread the liability amongst all three counties. This can be a key issue when one considers the increase in lawsuits against jails and the tight budgets each counties have.

Third, one of the most difficult challenges that each jail faces, is having to separate inmates based on violent crimes, nonviolent crimes, male/female, and by the mentally-physically handicapped. Smaller jails tend to not have the extra capacity to move inmates around. Larger jails will be able to more easily accommodate different situations.

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<sup>24</sup> National Institute of Corrections Information Center (NICIC). *Briefing Paper: Regional Jails*. 1992.  
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AND ECONOMIC DEVELOPMENT©  
GEORGIA SOUTHERN UNIVERSITY

Fourth, having a shared facility will make it easier to conform to both standard practices and laws. Currently, each county is having a difficult time trying to satisfy all of the regulations because of limited resources and size. A larger jail will likely help alleviate some of this burden.

Just as there are non-financial benefits of a tri-county jail, there are some non-financial disincentives to consider as well. There are at least two items that one should consider in this regard.

First, a complex governance system would have to be established to manage the shared jail. This would incorporate the time and energy in developing and agreeing on the basic operation and organization of the facility. After this initial setup, this should be less of an issue. Another factor that is involved in the governance would be the amount of “control” over the jail each sheriff would have to give up.

Second, there are political issues that each county will have to overcome.<sup>25</sup> This includes both setting up a shared facility and the management of the facility in the future. The political environment needs to be strong and supportive of the facility from the very beginning. Furthermore, the timing of such an agreement will be just as important because of the length of term for key political figures.

The previous incentives and disincentives are only some of the “other” decisions each county should consider. It is advised that each county should conduct a meeting to determine all of the benefits and costs to such an agreement. The reason is because each community is unique and the only way to get a full perspective is to involve all of the potentially effected parties, county by county.

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<sup>25</sup> National Institute of Corrections Information Center. *Briefing Paper: Regional Jails*. 1992.

## RECOMMENDATIONS & CONCLUSIONS

The decision to participate in a shared jail ultimately rests on the sheriffs and commissioners from each of the participating counties. These individuals will need to fully consider both the financial and non-financial incentives before entering in an agreement. Just because one county finds this beneficial does not mean that it will benefit all participants. Additionally, the information contained in this report does not and cannot fully determine all the benefits for each county. This study directly looks at only the cost side of the equation and at some non-financial incentives. To fully determine the benefit of such an agreement, one needs to consider all of the factors that are important. Overall, the final decision should be done individually, county by county, and based on both research and expert advice.

From the Chapter 3 of this report, there are two main conclusions from the cost-benefit analysis. First, when looking at the construction cost of the two choices there are no direct savings between the two. The cost per bed is about \$39,326 for jails, with under 500 beds.<sup>26</sup> Above 500 bed-jails there are economies of scale and jails can save money by combining their resources; however, these counties will not be able to benefit from the reduced cost.

Second, when looking at the operations of the shared jail, again, there are no direct savings. Because of the inherent labor-intensive business, there is a set number of critical staff needed to maintain operations. When comparing the smaller jails with the larger regional jail, the same inmate staff ratio of 3.9 is expected. Additionally, the utilities and other general material to run the jail are proportional to the number of inmates. Because of this characteristic, there are no economies of scale.<sup>27</sup>

If these two factors were the only two that needed to be considered, then both the commissioners and sheriffs should be indifferent between the two choices. However, there are at least five other factors that one should consider before making a decision.

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<sup>26</sup> The construction cost per bed can easily vary based on economic conditions and the region in which the jail is built. No matter the actual cost per bed of the jail, there are no economies of scale.

<sup>27</sup> There is a potential to save staffing cost by developing a well-designed jail with fewer posts.

First, there will be an added cost for two of the counties because they will need to maintain a holding cell within their county. The cost of such could vary depending on the certain needs that each have. It would be expected that the holding cell would not need a full time person around the clock and that it would not have to be completely modernized as the shared jail. The two counties that would be required to have holding cells will, inevitably, feel that there is a higher burden on them. Additionally, they will also have the added burden of transportation to and from the holding cell. To alleviate part of these two problems, a pricing system will need to be established to equitably share the burden.<sup>28</sup>

Second, the individuals involved will need to consider other non-financial decisions. For example, it could be expected that having a larger shared jail would allow them to attract a more qualified-knowledgeable administrator that will in turn be able to more easily manage the jail, while conforming to new standard practices and laws. Other such areas that relate to this topic are the following: with a jail that is able to provide better services, there will be reduced liability-risk of owning and operating the facility; there will be benefits from combing resources; it will be easier to handle different types criminals (violent, females, and the mentally-physically disabled); and it will have less overall burden on each county to maintain the building.<sup>29</sup>

Third, there are other decisions that do not directly reflect the benefit or cost of the facility, but are critical for such an agreement to be created. One of the most important aspects is a solid political environment that supports this effort. Without the backing of key individuals, any effort could easily go astray. Another issue involves a reality check for each of the counties. Do the combined counties have a “good fit”? This means they not only need to complement each other, but also work well with each other.

Fourth, there are entrepreneurial types of activities that this shared jail could enter into to help reduce the overall costs and make the cost-benefit side more attractive to each county. Such activities could include adding additional bed-space to accommodate other surrounding

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<sup>28</sup> More information will be provided below about this type of system.

<sup>29</sup> For a more expansive list, please refer to Chapter 4 of this study.

counties' inmates, state prisoners, and even federal prisoners. If managed effectively, the revenue from these other sources could help lower some of the costs.<sup>30</sup>

Fifth, there will need to be some type of organizational-governance over the operations and day-to-day activities of the facility. That is, there will need to be a system in place that will be legally binding, which will equitably spread the burden of the facility, and one that will administer the daily activities of the jail. From the current position that the counties are in and what is generally recommended in shared jails, the supervisors representing the counties should hire an administrator through an external search. This administrator will in turn be required to report to a board (potentially the three sheriffs). The critical component of the organization would be how the cost of the facility will be shared amongst the three counties.<sup>31</sup>

Overall, this study has determined that there are no direct cost savings of having a shared jail versus three separate jails. There is no significant evidence in favor of one or the other option. However, there are several non-financial incentives that may make a shared jail beneficial. Decision makers will have to consider all of the factors analyzed in this report together with their expertise on the jail subject and the local area. The ultimate decision of determining if a shared jail will be a benefit to a community relies solely on each county.

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<sup>30</sup> This type of activity could potentially change all of the costs figures presented in Chapter 3.

<sup>31</sup> The following are some examples of how this type of systems could work.

Example one: One system would be to have both construction and operation cost solely based solely on population. Even though this might appear to be equitable, in the long run it may have an adverse effect. One community may have a higher percent of inmates relative to their population; therefore, they would be adding an additional burden that they are not paying for.

Example two: Another system could be to have the construction costs based on population, and have operation costs based on inmate population. This combination is more equitable; however, the cost to each community for operations could change dramatically from month to month.

Example three: To get around a somewhat volatile monthly operating budget, one can base operation cost on an average inmate population for the pervious six months. This would allow for a more consistent monthly cost of operations for each community.

Example four: The three pervious examples excluded factoring in the extra burden of having-operating a holding cell. To help alleviate this burden, the three communities could decide a reasonable operating cost of a holding cell and change the portion of the payment for the community without a holding cell for the operation of the shared jail. The amount, if done correctly, would make the burden for each county the same, and as a result one would not care if they had a holding cell or the shared jail within their community.

## **APPENDIX**

## Appendix I

### County Profile Tables

**TABLE A.1**

Land Area	
	Square Miles
<b>Bleckely</b>	217.41
<b>Dodge</b>	500.65
<b>Pulaski</b>	247.4

*Source: Woods & Poole Economics*

**TABLE A.2**  
**Total Population (Thousands)**

	1980	1990	2000	2010	2020	2025
<b>Bleckely</b>	10.79	10.46	11.67	12.44	13.34	13.80
<b>Dodge</b>	16.98	17.65	19.18	20.21	21.41	22.07
<b>Pulaski</b>	8.96	8.12	9.59	10.06	10.66	10.96

*Source: Woods & Poole Economics*

**TABLE A.3**  
**Population per Square Mile**

	1980	1990	2000	2010	2020	2025
<b>Bleckely</b>	49.62	48.09	53.69	57.20	61.34	63.47
<b>Dodge</b>	33.92	35.25	38.31	40.37	42.76	44.08
<b>Pulaski</b>	36.20	32.83	38.78	40.68	43.09	44.31

*Source: Woods & Poole Economics*

**TABLE A.4**  
**Average Annual Population Growth Rate**

	1980-1999	1999-2010	1999-2025
<b>Bleckely</b>	0.35%	0.69%	0.69%
<b>Dodge</b>	0.59%	0.57%	0.58%
<b>Pulaski</b>	0.26%	0.61%	0.59%

*Source: Woods & Poole Economics*

**TABLE A.5**  
**Population in each age category (thousands and %)**

	1980	1990	2000	2010	2020	2025
<b>Bleckely</b>						
<b>0-18</b>	3.42	2.99	3.35	3.19	3.43	3.57
% of Population	31.74%	28.55%	28.68%	25.68%	25.75%	25.85%
<b>18-34</b>	3.189	2.827	2.718	3.139	2.791	2.802
% of Population	29.56%	27.04%	23.28%	25.24%	20.93%	20.31%
<b>35-64</b>	3.304	3.462	4.269	4.512	5.058	5.121
% of Population	30.63%	33.11%	36.57%	36.28%	37.93%	37.11%
<b>65 and over</b>	1.246	1.403	1.585	1.773	2.222	2.484
% of Population	11.55%	13.42%	13.58%	14.26%	16.66%	18%
<b>Dodge</b>						
<b>0-18</b>	5.65	4.91	5.23	4.81	5.05	5.24
% of Population	33.27%	27.82%	27.27%	23.79%	23.59%	23.73%
<b>18-34</b>	4.16	4.57	4.37	4.5	4.19	4.15
% of Population	24.50%	25.89%	22.78%	22.27%	19.57%	18.80%
<b>35-64</b>	5.23	5.98	7.29	8.28	8.63	8.55
% of Population	30.80%	33.88%	38.01%	40.97%	40.31%	38.74%
<b>65 and over</b>	2.26	2.47	2.54	2.92	3.79	4.41
% of Population	13.29%	14.02%	13.24%	14.43%	17.70%	19.98%
<b>Pulaski</b>						
<b>0-18</b>	2.919	2.341	2.34	2.376	2.492	2.538
% of Population	32.59%	28.82%	24.39%	23.61%	23.37%	23.15%
<b>18-34</b>	2.17	1.849	2.319	2.195	2.256	2.376
% of Population	24.23%	22.77%	24.17%	21.81%	21.16%	21.67%
<b>35-64</b>	2.78	2.805	3.786	4.128	4.147	4.057
% of Population	31.04%	34.54%	39.46%	41.02%	38.90%	37.01%
Growth Rate	4.20%	0.90%	34.97%	9.03%	0.46%	-2.17%
<b>65 and over</b>	1.234	1.253	1.273	1.489	1.891	2.121
% of Population	13.78%	15.43%	13.27%	24.80%	17.74%	19.35%

Source: Woods & Poole Economics

**TABLE A.6**  
**Gender**

Males relative to Total Population

	1980	1990	2000	2010	2020	2025
<b>Bleckely</b>	48.21%	48.20%	48.15%	48.33%	48.52%	48.55%
<b>Dodge</b>	47.29%	49.12%	51.25%	51.36%	51.33%	51.16%
<b>Pulaski</b>	46.45%	46.54%	42.53%	42.63%	43.05%	43.33%

Source: Woods & Poole Economics



**TABLE A.7****Race**

		Proportion Relative to Population				
		1990	2000	2010	2020	2025
<b>Bleckley</b>						
	White	76.36%	73.52%	70.45%	67.25%	65.75%
	Black	22.42%	24.57%	26.79%	29.10%	30.23%
	Hispanic	0.41%	0.92%	1.38%	1.81%	1.91%
	Other	0.81%	0.99%	1.38%	1.84%	2.10%
<b>Dodge</b>						
	White	71.28%	68.91%	67.19%	65.16%	64.21%
	Black	27.57%	29.38%	30.38%	61.62%	32.11%
	Hispanic	0.84%	1.29%	1.96%	2.62%	3.04%
	Other	0.34%	0.42%	0.45%	0.65%	0.68%
<b>Pulaski</b>						
	White	66.40%	62.51%	59.11%	55.67%	54.39%
	Black	32.27%	34.00%	35.87%	37.44%	37.82%
	Hispanic	1.02%	2.81%	4.20%	5.64%	6.46%
	Other	0.31%	0.68%	0.81%	1.25%	1.33%

Source: Woods & Poole Economics

**TABLE A.8****Poverty**

		Proportion Relative to Population		
		1990	1995	2000
<b>Bleckely</b>		18.30%	16.90%	17.90%
<b>Dodge</b>		21.80%	22.20%	22.70%
<b>Pulaski</b>		24.30%	20.70%	20.40%
<b>Georgia</b>		14.70%	15.60%	14.70%

Source: 1990 & 2000: SAS Output; Source: 1995: U.S. Census

**TABLE A.9**  
**Per Capita Income**

	2000		2010		2025	
	Per Capita	Rank	Per Capita	Rank	Per Capita	Rank
<b>Bleckely</b>	\$21,254	63	\$31,699	54	\$59,482	61
<b>Dodge</b>	\$18,588	120	\$27,054	123	\$51,206	126
<b>Pulaski</b>	\$20,685	71	\$31,338	61	\$62,015	44

Source: Woods & Poole Economics

**TABLE A.10**  
**Employment Growth Rate**

	1970-1999	1980-1999	1999-2010	1999-2025
<b>Bleckely</b>	1.48%	1.75%	1.24%	0.97%
<b>Dodge</b>	1.45%	1.51%	0.71%	0.70%
<b>Pulaski</b>	0.97%	1.74%	1.05%	1.01%

Source: Woods & Poole Economics

**TABLE A.11**  
**Unemployment Rate**

	1990-1995	1996-2001	2001
<b>Bleckely</b>	4.90%	4.63%	4.50%
<b>Dodge</b>	6.02%	5.98%	4.50%
<b>Pulaski</b>	4.95%	5.23%	6.90%
<b>Statewide</b>	5.57%	4.17%	0.40%

Source: US Department of Labor, Bureau of Labor Statistics; Averages are BBRED's own calculations

**TABLE A.12**  
**Educational Attainment**  
Percentage of Population Age 25+

	1970	1980	1990
<b>Bleckely</b>			
Not completing high school	73.80%	53.00%	39.70%
Competing high school only	22.20%	38.00%	50.00%
Completing 4 years of college or more	4.00%	9.00%	10.30%
<b>Dodge</b>			
Not completing high school	75.50%	59.80%	43.20%
Competing high school only	20.30%	33.60%	48.80%
Completing 4 years of college or more	4.20%	6.60%	8.00%
<b>Pulaski</b>			
Not completing high school	70.70%	54.20%	39.40%
Competing high school only	22.40%	37.20%	49.90%
Completing 4 years of college or more	6.90%	8.60%	10.70%

Source: Woods & Poole Economics

**TABLE A.13**

**Crime**

<b>County</b>	<b>Year</b>	<b>Violent Crime Rate</b>	<b>Property Crime Rate</b>	<b>Total Index Crime Rate</b>
<b>BLECKLEY</b>	1980	93	873	966
	1985	160	1102	1263
	1990	182	1568	1750
	1995	493	1955	2448
	1998	492	3156	3648
	<b>Average</b> 1980/89	127	1086	1213
	1990/98	371	2075	2446
	<b>% Change</b> 1980/89	119%	126%	125%
	1990/98	171%	101%	108%
	<b>DODGE</b>	1980	12	425
1985		29	721	749
1990		181	1813	1995
1995		332	2481	2813
1998		497	3231	3728
<b>Average</b> 1980/89		72	890	962
1990/98		385	2815	3200
<b>% Change</b> 1980/89		1205%	398%	420%
1990/98		174%	78%	87%
<b>PULASKI</b>		1980	190	2346
	1985	338	2064	2402
	1990	406	2352	2759
	1995	863	4374	5237
	1998	905	1726	2631
	<b>Average</b> 1980/89	320	2352	2672
	1990/98	653	3159	3813
	<b>% Change</b> 1980/89	106%	14%	21%
	1990/98	123%	-27%	-5%

Note: Rates reflect crimes reported to the police per 100,000 population.

Source: Criminal Justice Coordinating Council