

THIRD GENERATION JAILS

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## GENERAL BACKGROUND

The criminal justice system in the United States is very fragmented. The fact that the wheels of justice turn at all is no small miracle. Jurisdictions, turfs, personalities, State and Federal legislation, and availability of resources all impact on the system with no single agency or person accountable to the public. In addition, there is no consensus in society at large as to the functions of this system although it receives enormous media coverage.

The police agencies in our country are composed primarily of local, state and federal plus specialized functions such as narcotics, organized crime, private guards, etc. Each organization is very jealous of their own turf. Within Genesee County, Michigan, there are at least 30 different police agencies each protecting the public from crime. Decisions as to which offender to incarcerate/punish are initiated at the local level. Many of the local officers consider themselves as the last frontier before anarchy.

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## INTRODUCTION

As society experiences an increased incidence in reported crime, a demand for incarcerating the perpetrator has increased dramatically. This public outcry for detention has resulted in ballooning jail expenditures, overcrowding, and lawsuits limiting jail capacities. Third generation jails, i.e. direct supervision facilities of new generation jails, are being touted as a partial answer to the aforementioned concerns. This latest design alternative, although quite new and innovative, appears to show some promise regarding decreased expenditures, plus making the detention time more humane. It will be the intent of this paper to examine whether these new design facilities have lived up to their expectations. Discussions with jail administrators and questionnaires will be utilized in the research to determine the results.

Genesee County, Michigan has recently constructed a direct supervision jail. As Director of the Genesee County Planning Commission, I was actively involved with the planning process that occurred prior to construction of the new jail. This paper will focus on the experiences of Genesee County and examine the results of other counties that have also constructed third generation jails.

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The offender is taken by the local police to the county jail where he/she is booked/arraigned by a judge. The prosecuting attorney decides whether to prosecute, plea bargain or dismiss the charges. The prosecutor has a tremendous amount of discretion and many of the

decisions made by this office are not subject to public scrutiny. The decision to plea bargain will depend on the crime committed, the public's sensitivity, re-election possibilities, and status of the accused.

The responsibility of the sheriff, who is elected, is to maintain the jail in a decent, safe manner by state constitution. The availability of resources to adequately maintain and train a staff is generally decided by the County Board of Commissioners who are also elected. The operation of the jail may not be of sufficient priority of the Commissioners to allocate sufficient revenues. Decisions by the Federal District Judges in cases regarding jail overcrowding and unsanitary and unconstitutional practices make it clear that lack of financial resources is not a justifiable defense.

Since jails are mandated by state constitutions, discretionary programs such as road patrol, parks, planning, etc. have suffered major reductions in funding, or as in the case of the road patrol, elimination.

Standards for jails and correctional facilities are propagated by state and federal officials and include such items as clothing, dietary considerations, lighting, medical and dental facilities, exercise areas, fire escapes, area per prisoner, law libraries, etc. Decisions to deviate from the required standards usually result in lawsuits to require conformance and may in extreme circumstances, cause the appointment of a federal "Master" to administer the facility thus removing local operational control. However, the County is responsible

for all legal and financial repairs ordered by the "Master." Legal fees to defend the lawsuits against the County reduce their revenues even more. The band-aid approach to addressing this problem generally results in an inefficient operation posed for the next lawsuit. The criminal justice system is rarely seen or studied as an organizational entity.

Complicating the system even more is the use of the jail. Jails can be used for offenders sentenced only for 1 year or less. If additional sentences are handed out by judges, who also make sentencing decisions beyond public scrutiny, state or federal facilities are utilized which also face the same overcrowded conditions.

In addition, there is lack of public consensus on the proper use of the jail. Should it be for deterrence, rehabilitation, or punishment? It appears that decision makers prefer punishment as the intended use. This is ignoring the fact that most of the inmates will be released sometime. In his book, The Future of Imprisonment, Norval Morris argues that there is a major distinction between punishment for rehabilitation and the facilitation of rehabilitative efforts during punishment. Morris asks, "What would Jimmy Hoffa or Spiro Agnew discuss with their caseworker?"<sup>1</sup> Present jails are filled with various type offenders including the mentally ill, driving while impaired/drunk, runaways, shoplifters, etc. There is no clear consensus on who should be incarcerated or the aim of incarceration. A Louis Harris poll in 1967 discovered that 72% of adults polled chose "rehabilitation" over "punishment" and "protecting society" as the

major emphasis for corrections.<sup>2</sup> In Genesee County, Michigan, however, a public opinion poll on jail confinement in August, 1983, found that 50% of the "likely voter" category answered affirmatively to "what we need is a jail large enough to house every person in the County accused of a crime."<sup>3</sup>

When William Nagel re-evaluated in 1977 his advocacy of a prison construction moratorium, he examined the prison population explosion, inevitable deterioration of older overcrowded prisons and the "hard line" prison advocates.<sup>4</sup> His findings were as follows:

1. Prison construction has little to do with crime rates.
2. The "lock 'em up" solution offers less protection at greater cost than alternatives.
3. Massive use of incarceration does not prevent or deter crime.
4. Conservative states with "hard line" philosophy have higher crime rates than progressive states.

If jails are capacity driven institutions, more available "bed space" will likely create a "need" for more bodies to fill the space, so the crime net is enlarged.



## HISTORICAL PERSPECTIVE

Prisons in early times were exclusively for detention prior to trial, rather than punishment or improvement of the criminal. Prison was usually a prelude to execution, banishment or other forms of punishment. Imprisonment was also used for political prisoners of high rank, and to coerce payments of debt owed to the government or individuals. Forced labor, requiring worker detention on public works, dates back to the Roman times. Prison seems to have been used for punishment of some minor offenses as early as the 14th century.

The earliest prison of which much is known is the Mamertime Prison in Rome initiated in 640 B.C. by Ancus Martius. It appears to have been a vast system of dungeons beneath the main sewer (Loaca Maxime, of Rome). The construction still existing in the 19th century consisted of two chambers, one below the other. The upper room measured 30 x 22 feet and received light from a hole in the ceiling 16 feet above the floor. The lower chamber, reached by a door in the floor of the room above, was cone shaped with a diameter of 20 feet and was completely dark.<sup>5</sup>

The late medieval period displayed a makeshift arrangement for keeping prisoners. The major characteristic they had in common was

their substantial, secure nature. Fortresses, castles, bridge abutments, town gates, cellars of municipal buildings and private dwellings had prisoners detained in them. Some fortresses were primarily used for prisoners of state and gained sinister reputations such as the Tower of London in England and the Bastille and Vincennes in France.

Specifically constructed prison chambers began to appear more commonly after the 12th century. Lower rooms in castle towers with minor modifications were well suited for prison use, and the towers contained a lighted chamber over an unlighted one with access through a trap door in the floor of the upper floor. In many cases, the prison was a lightless room in the castle basement with very massive walls, perhaps an air shaft and toilet shaft.

In looking for the philosophy and architecture, it is necessary to consider the Christian church. The concept of imprisonment as a substitute for death or mutilation of the body, was derived as a custom of the early church by granting asylum or sanctuary to fugitives and criminals during the reign of Constantine. Traditionally forbidden to shed blood, this added to the Christian theme of purification through suffering. The wrongdoers were subjected to reclusion and even solitary confinement, not as punishment alone, but as a way of providing conditions under which penitence would most likely occur.

Besides the monastery prisons, every seat of church government contained prisons. One of these structures located in France was Mont St. Michele, which has served successively as church, civil and

military prison, was built between the 11th and 14th centuries. Two of the cells, known as the "Twins", still exist and are 10 x 15 feet, nearly dark, with a hole in the floor for a latrine.

Church prisons built during the Inquisition were usually in single rooms underground, and dark. The church prison at Goa, Portuguese India, built in the 1600's, consisted of a complex of buildings each two stories high, containing a total of about 200 separate cells. A corridor ran the length of the buildings with seven or eight cells on each side. On one side, cells were about 10 x 10 feet, some with a small barred, unglazed window in the vaulted ceiling. The cells on the other side were dark, somewhat smaller and lower. Walls five feet thick separated these rooms, each of which was entered through a set of double doors with space between so that one could be locked before the other was unlocked. The inner door was heavily reinforced with iron latticework and had an opening for food and clothing to be passed into the cell.<sup>6</sup>

The architecture of church prisons expressed the philosophy of treatment which stressed solitude, suffering, and purification of the soul through mortification of the body. Architecture that provided physical comforts to the prisoners was not expected or provided.

The breakup of feudalism resulted in growing social disorder and unrest following the medieval period in Europe and was accompanied by a large increase in the number of vagrants, prostitutes and petty criminals. These problems were answered by the workhouse or house of

corrections which was built on the idea of the rehabilitative value of regular work and the formation of "habits of industry."

The use of cellular confinement in the modern sense, is usually traced to the house of correction established in the hospice of San Michele in Rome in 1704.<sup>7</sup> The architect, Carlo Fontana, designed a rectangular structure with 30 outside cells arranged in three tiers with balconies on each level. Each cell contained a mattress, latrine, outside window, and a solid door with a small opening onto the balcony. The cells faced a large center hall which was used as a workroom, dining room and chapel. The boys, with leg chains, worked in silence manufacturing goods for the Vatican.

Another 18th century institution worthy of mention was the Milan House of Correction, c. 1756. The main building contained 120 rooms, 9 x 8 feet, arranged on outer walls on three levels. One wing housed men, one housed boys and one was added as an infirmary and for women. The prisoners worked in the large corridor between the cells measuring 124 x 31 feet.<sup>8</sup>

These aforementioned prisons were considered exceptional and received favorable publicity. The more common detention facility was usually a large room with no attempt to separate by sex, age, criminality or physical condition. There was no heat or glass in the windows, usually insufficient water and no food. Some prisoners had no sewers, water or beds. Jail depopulation resulted from jail fever (typhus).

During the 18th century, little was expected from architects except to make the prison rooms secure. Near the end of the century, however, Francesco Milizia, in 1785, suggested that the form must go along with the purpose and proposed melancholy for civil prisoners. For more serious offenders, the style should be "high and thick walls with savage like appendages which throw forth the most horrible shadows, uninviting and cavern-like entrances, frightful inscriptions, inspiring darkness, threatening ruin and terror," which he felt would control crime.<sup>9</sup>

The workhouses and other detention facilities had badly deteriorated by the last half of the 18th century. These conditions were brought to the public's attention by John Howard's book State of the Prisons, 1777. His major observations were: 1) lack of supervision and control over prisoners, 2) shakedowns and assaults were common, and 3) the more sophisticated inmates freely corrupted the younger and more naive. His writings concluded that prisoners influenced one another, making reformation unlikely. Individual cells were hardly used due to cost and inconvenience. Continual and careful surveillance by the guards over the prisoners became a major management style. Along with prisoner classification, constant watching would control corruption and disruption by the inmates. The other major aim of the reform was the health of the prisoners including proper toilet facilities, baths, piped clean water, covered sewers and infirmaries. In addition to the interior services, the decreasing cost of iron made way for its extensive use for bars, doors, door jams, floors and walls.

New developments in central heating, ventilation and plumbing were also utilized.

The major design form developed in the late 18th century was the circular or radial form. The 18th century criminal law reformer, social philosopher and political economist, Jeremy Bentham, proposed the Panopticon prison. The supervisors were in an isolated structure in the middle and able to observe the inmates in cells on the outside walls. His design included a large circular building of cast iron and glass containing cells on several levels of the periphery. Cells were to have barred fronts, heated in winter, cooled by forced air over ice in summer, and speaking tubes to each cell from the guard's building. By these means, the guards could carry out continued surveillance, both visual and auditory, over the inmates. His design was carried out in Europe and the U.S.

In the U.S., beginning with William Penn's penal code of 1682, the Pennsylvania Quakers pressed for prison reform. The Quakers supported total isolation of the prisoner night and day. Solitude would serve several purposes: 1) punishment (par excellence), 2) time for reflection and contrition, 3) protect the naive from contamination, and 4) prevent plots, escapes, and attacks on guards. Religious instruction, work in the cell and visits by philanthropists would complete the task. John Haviland was selected by the Quakers of Pennsylvania to design a jail in 1821. The prison opened in 1829 and contained several wings radiating from a central rotunda. The floor stones were joined at points inaccessible to inmates and all cells and

corridors were visible from a central watchtower. Prisoners remained in their cells for the entire sentence except for serious illness.

Concerning the style, the Building Commissioners had stated that:

The exterior of a solitary prison should exhibit as much as possible great strength and convey to the mind a cheerless blank indicative of the misery which awaits the unhappy being who enters within its walls.<sup>10</sup>

When erected, it was the largest and most expensive structure of its kind in America. The use of continuous solitary confinement became the subject of endless arguments. The Federal Penitentiary at Leavenworth, Kansas has used Haviland's design.

In time, there were adverse effects on mental and physical health of the prisoners. The cost of buildings and maintenance were costly. Although the system has been softened, some aspects of this design continue such as eating in cells, initial solitary confinement, and prisoners work and exercise in silence.

In an effort to relieve prisoner overcrowding, the State of New York began constructing Auburn in 1816. The original design was for rooms holding 2-10 prisoners. Following its opening, there was considerable disorder and rioting. Subsequently, cells were developed that were 7 1/2 x 3 feet, 8 inches x 7 feet high, arranged back to back on five tiers opening onto a 9 foot wide balcony.

In 1825 prisoners arrived in leg shackles from Auburn at a site on the Hudson River to construct a new prison, later to be known as Sing Sing. The plan was similar; tiny cells back to back on five tiers, with stairways on either end and in the center of the very long

cell block. Cell doors were iron with grillwork in the upper portion, and fastened with gang locks. Cells received small amounts of light coming through tiny windows located 9 feet away in the outer wall opposite the cell door. These cells were extremely damp, dark and poorly ventilated and, like those at Auburn, contained no toilet facilities except buckets. The East House, which alone contained 1,000 cells and continued in use until 1943, was to become the prototype for most American prison cellhouse construction, rather than the earlier Auburn prison from which the system took its name.

For the remainder of the 19th century in this country, the characteristic layout for nearly all prisons was to consist of a central building housing offices, mess hall and chapel, usually flanked and joined on each side by a multi-tiered cellblock. In the prison enclosure formed by the wall, would be shops, hospital and power plant. In 1834, Ohio opened a prison on this plan in Columbus. Five tiers of tiny cells (7 x 3 1/2 x 7 feet) back to back were built with convict labor. Wisconsin opened a similar type of prison at Waupun in 1851. The Illinois Penitentiary at Joliet (1856-1858), the Rhode Island Penitentiary at Carnston (1873-1878), the Tennessee Penitentiary at Nashville (1895) and a number of others were on this plan. The largest prison of this sort was the Western Penitentiary at Pittsburgh (1882) with 1,100 cells on five tiers.<sup>11</sup>

Although in the early examples of the Auburn style prisons, cell partitions were of stone with wood and iron doors, the advances of technology and salesmanship led to increasing use of bars, doors,



partitions, balconies and window sash made of steel. The characteristics inside maximum security cells of the Auburn style were particularly susceptible to the use of steel and iron bars and even steel partitions. Although heating and ventilating were immensely improved by these advances, privacy disappeared in these latter-day cells with barred fronts, peepholes in the rear wall opening to corridors between the backs of the cells, and a toilet in full view from the corridors. Ironically, technology and penal philosophy had brought the prisoner from the iron and wooden cages placed in the interior of medieval castles to steel cages lined up in the huge cellblocks of the American Auburn style prisons.

Johnston advises if anything is to be learned from past prison building it must include:

1. Prison designers must understand pressures and consequences of group living in institutions (guards and prisoners).
2. It is safe to assume while a small prison is not certain to be successful, a large one is sure to be unsuccessful.
3. Maximum flexibility in design.
4. Reliance on ingenious plans, mechanical contrivances or structural innovations to effect rehabilitation, insure security or guarantee a smooth running institution only continues errors of the past.
5. Prison structures have continued to be built to brutalize their occupants and deprive them of their privacy, dignity and self esteem while strengthening their criminality. Mechanical devices dominate the prisoner. Architects must share in these unintended indignities.<sup>12</sup>

One of the basic reasons for failure of our penal institutions is the unresolved conflict and lack of consensus between various attitudes as to their purpose.<sup>13</sup> Some persons believe it serves:

1. Retribution - punishment, get even, prohibit certain conduct (Hammurabis Code).
2. Deterrence - fear of punishment. Persons who were punished for their crimes, often with death, served as a symbol for the carrying out of justice. Thus in the Middle Ages, the offender was put to death in public.
3. Incapacitation - protect society, prediction of future acts.
4. Reparation - compensation to victim. "Laws of Alfred" from 9th century England, which included a schedule of payments from criminal to victim: "For a wound in the head if both bones are pierced, 30 shillings shall be given to the injured man. If the outer bone is pierced 15 shillings shall be given."<sup>14</sup> Problems exist for homicide and manslaughter because the victim can not benefit.
5. Rehabilitation - hope for changing prisoners' values, i.e. conformance. Proposes offender can leave criminal justice system a better person than when he entered.

When it comes to prisons, the primary aim is punishment, only a few will not be ultimately set free. As long as the vengeful attitudes are maintained by officials charged with the custody of sentenced offenders the prisons will fail as places for the resocialization of offenders. Until we deal with "why" we punish, we will not resolve the conflict or inconsistencies in our approach toward the sentenced offender.<sup>15</sup> It is not easy to destroy the desire for revenge which in a "civilized" society is given to the state.

With all the knowledge accumulated about human dynamics and motivation, the criminal justice system applies very few of these findings or resources. The motivation for antisocial behavior is untouched and frequently strengthened.

As stated by James Wilson, author of the book Thinking About Crime,

I think it is fair to say that there is very little evidence in these studies that any prevailing mode of treatment has a decisive effect in reducing the recidivism of convicted offenders...little has appeared since completion of the study to contradict its conclusion, and recent evidence indicates that incarceration is even more damaging than we thought.<sup>16</sup>

James Wilson expands on this idea further and states:

...But if we were wrong in thinking that more money spent on the police would bring down crime rates we are equally wrong in supposing that closing our prisons, emptying our jails, and supporting "community based" programs will do any better.<sup>17</sup>

He recommends more efforts to learn about successful programs and the abandonment of ideological preconceptions about what ought to work.

The lack of a coordinated criminal justice system also impacts on detention facilities. The police make arrests, the prosecutor decides which case to take, and the judge sentences. Their overall impact on the jail is rarely considered. A fragmented system further complicates the issue.

There are several obstacles to jail reform including the fact that local communities generally have dwindling resources. Spending funds for jails runs the risk of being perceived as an attempt to

"bring the country club to society's least deserving." When the Lucas County Commissioners, Toledo, Ohio, in 1974, unveiled plans for a new jail necessitated by U.S. District Court, the Toledo Blade accused the Commissioners of being:

...undaunted, unhearing, and unswayed by common sense and moving into a position to cram down the public's craw an extravagant, overblown jail that will cost at least 11.4 million dollars. And that amount of course does not include the small fortune that will be spent on equipment and accessories to decorate the jail in the style and comfort its 300 or so short-term inmates can be expected to enjoy.<sup>18</sup>

Another potent obstacle is the "not in my neighborhood, you don't!" syndrome. Public apathy, except riots, and the poor ranking of jails in public esteem is an influence. Scarcity of professionally trained staff discourages improvements. Controlled by local government, jails are subject to inconsistency of effort. The jails are dependent on local conditions, employment situations and the whims of County Commissioners.

Even with all the negative values, 1982 may have been a banner year to jail issues. The following issues were passed:<sup>19</sup>

\$285 million in California - Jail construction and renovation.

\$200 million - Dade Co., Florida - 2200 new cells.

\$30 million - Arapahoe Co., CO; Prince Georges Co., MD; Bexar Co. TX; Palm Beach Co., FL.

These successes may be interpreted that public support for stringent criminal sanctions may be translating itself into physical manifestations--jails and prisons. Also, voters may have realized or

been convinced that court orders to improve jail conditions and alleviate overcrowding are not easily dismissed by responsible public officials.

### Design and Organizational Behavior

Most detention facilities are rectilinear in nature, see Attachment 1, and are derived from 18th and 19th century institutions. Problems of this design include:

- \* High staff/inmate ratio.
- \* Officers must patrol to view cells.
- \* Can observe only few cells at a time.
- \* Unobserved inmates are unsupervised.
- \* Intervals between patrols provide for escape, assaults, suicide, vandalism, weapon design, etc.
- \* Vandal-proof expensive materials.
- \* Few alternative programs.
- \* Punishment is the goal.

A few facilities are constructed on the panoptical model and are known as the podular/remote surveillance design, see Attachment 2. This design reduces inmate housing units into manageable pods. A secure central booth houses the officer who observes inmate activity. The pod size rarely exceeds 50 beds, generally divided into 12-16 beds to control negative inmate behavior. The management style is considered reactive--officer reacts to inmate problems, rather than prevents them. The secure control booth minimizes inmate contact.

Security doors are electronically operated from the booth. Cells are equipped with vandal proof cast aluminum toilets and bowls, steel or concrete beds, and security hardware and furnishings. The principal strategies for control are some degree of sight surveillance, technological restraints and response to negative behavior after it has occurred. This design is considered a significant improvement over the previous model. It is popular with employee unions because staff is removed from inmate contact and assaults on staff have been reduced. Managers and staff with little exposure to other systems see this design as an opportunity to solve old jail problems. Few of the staff identify problems as stemming directly from the traditional architectural style or the potential of podular design--it merely uses it to solve linear jail problems.

The third architectural-management style was introduced in 1974 by the Federal Prison System, and is known as podular/direct supervision. Similar designs were in Chicago (44/unit) and San Diego and New York (48/unit). The pods have a central multi purpose area with cells on the side. See Attachment 3. The Management style is proactive, i.e. organized to prevent negative inmate behavior. Reliance is on staff's ability to supervise rather than on structural barrier or technological devices. Structure and technology are employed indirectly to facilitate staff control. It is the responsibility of staff to control the behavior of 40-50 inmates in the unit, keeping negative behavior to a minimum, reducing tension and encouraging positive behavior. The role of the management team is to

structure the operational environment so officers will be effective in proactive control. As Attachment 4 indicates, there have been fewer assaults in these institutions than traditional jails, and suicides and escapes are rare. The housing units are equipped with commercial grade fixtures and furnishings rather than security grade so they are less expensive to build, see Attachment 5.

Although podular design has been adopted by many, it has been modified to fit traditional practices, i.e. high security vandal proof fixtures and furnishings and 48 cells were subdivided into 12-16 units. Supervision was achieved either remotely from secure observation posts or patrols. There has been minimal belief between staff and local administrators that direct supervision could be safe, secure, cost effective, and free of vandalism. This probably results from the past 200 years of responding to negative inmate behavior. The success of the Federal Metropolitan Correctional Centers has been ignored.

There has been another barrier--facilities did not look like a jail. They did not look like a place of punishment. Elected officials and criminal justice practitioners have not informed the public that imposition of cruel conditions of confinement for punishment is in direct violation of the fifth and fourteenth Amendments.

Another barrier to the new jail concept is the unions; a change in staff working conditions, i.e. direct contact with inmates. The reduction of the number of security guards required is subject to negotiation and will likely be resisted.

A majority of the literature on correctional facilities considers the inmates and the prison environment. Very little mention is made of the staffing or management styles utilized, except in a negative manner. Jails have typically been criticized for their inadequately trained personnel; for misusing, misjudging or mismanaging capacity; for lacking minimum services while expending maximum resources; and for mixing the wrong type of individuals.<sup>20</sup> In 1971 the Advisory Commission on Intergovernmental Relations noted that "the average jail is characterized by...untrained and apathetic personnel."<sup>21</sup> More than a decade later a survey of the national sheriffs revealed:

Today, many non-jail experts have suggested that overcrowding is the biggest problem. The survey makes it abundantly clear that the number one problem is personnel... Many of the comments penned to the question are explained that personnel difficulties span on a range which touches on the lack of jail training, inadequate salaries, and heavy staff turnovers due to lack of career incentive programs.<sup>22</sup>

John Irwin, author of the books Prisons in Turmoil, states that similar conservative attitudes are shared by the guards because of their class and ethnic background.<sup>23</sup> When correctional facilities have escapes or riots, the guard force receives the brunt of the criticism, and are not rewarded for prevention of escapes and maintenance of order. Rewards for rehabilitative progress are criticized or ignored. This behavior results in playing it safe by never letting responsibility fall on oneself and is accomplished by 1) never innovate, and 2) never make a decision without approval from above.



These two characteristics lead to maintaining existing practices and a strong tendency to meet any change with discomfort and resistance.

The Chief Justice of the United States has stated:<sup>24</sup>

One of the gravest weaknesses of our prisons has been lack of training of guards and attendants who have hourly eyeball-to-eyeball contact with prisoners. If they are not able to cope with inmates, prison disturbances, costly riots and often loss of life will result.

The Director of the U.S. Bureau of Prisons recently stated:<sup>25</sup>

Improved training for correctional officers and administrators is, in the short run, the single most important action that the federal government can contribute to assisting state and local governments.

Jail consultant Ken Kerle has asserted:<sup>26</sup>

Personnel is still the number one problem of jails... Start paying decent salaries and developing decent training and you can start to attract bright young people to jobs in jails. If you don't do this, you'll continue to see the issue of personnel as the number one problem of jails for the next 100 years.

According to the NSA, jail training today is where police training was 20 years ago.<sup>27</sup> For most recruits (47.9%) training consists of on-the-job rather than academy training. Moreover, training seems to be the most expendable item in budgets and budget cuts are frequently given as the excuse for not conducting training. Academy training is generally conducted by police officers and the NSA states:

If local academy training means police personnel are involved in the jail training, then this is not acceptable... Police officers, unless they work in departments where correctional and police

work is rotated, usually are not trained correctional officers. Jail officers and administrators should be principally involved with the training of jail officers.<sup>28</sup>

They go on to state:

It is wrong, we feel, to have state correctional staff training local jail personnel. Jails are not prisons, nor are prisons jails. The local jails process 613 million persons a year and the innumerable problems of short-term confinement simply don't exist in penitentiaries. Jail officers need special skills... Jail staffs are another distinct category needing specialized training.<sup>29</sup>

Contra Costa County, California has operated a podular/direct supervision jail since January 1981, and enhanced it with an open booking concept developed in St. Louis. Contra Costa County has accomplished the objectives of a safe, secure, humane and just custody. The deputy sheriffs assigned there have found an opportunity for interesting and challenging employment. Since Contra Costa County, other detention facilities are adopting this method of design and operation and are in the planning stages, see Attachment 6.

The podular/direct supervision architectural/management design provides a safe correctional environment that is compatible with current national correctional standards. It creates an environment in which the evolving standards of correctional practice can flourish. Professionals involved in the corrections field have advocated the design of detention facilities that encourage humane, people-oriented, architectural/management strategies.

Genesee County, Michigan

The Genesee County jail was constructed in 1930 and a major addition was erected in 1970. The arrangement of the plan and original design capacity is typical of jails constructed throughout the mid-twentieth century, i.e. linear. This arrangement, and space standards utilized at the time of construction, resulted in functional inadequacies when current standards are applied. It is important to note that the 1930's design concept was replicated in the 1970 edition.

In 1978, inmates of the Genesee County jail filed suit in U.S. District Court regarding conditions of confinement at the jail. Recognizing that the jail had serious functional and physical deficiencies, a draft consent judgement was reached in 1981 between the County and attorney for the plaintiffs. The judgement addressed both construction and operational issues. Perhaps the most critical provision is the reduction in capacity to a maximum Average Daily Population (ADP) of 252 inmates. Conversely, staffing was increased to nearly double the levels which existed prior to the judgement. Due to the consent judgement, Genesee County initiated a 13 month study to address the criminal justice system and the jail in particular. The County Board indicated it wanted a careful step-by-step analysis of its criminal justice system and how each agency impacts on the needs of the jail.

A jail planning consultant was hired; a study was completed which indicated the need for a new jail with 425 inmate capacity. The

construction project was estimated to cost \$29,330,000 and a millage to finance it was placed on the November, 1983 ballot (.25 mills). The .25 millage was defeated 2-1. After the millage vote, the Genesee County Board instructed the jail planning coordinator to re-evaluate the study and determine alternatives. This process was also to include the establishment of a Jail Core Policy/Planning group to evaluate all alternatives. Prior to the millage election many persons were questioning the need for a new jail and suggested many other alternatives which served to confuse the electors. Although the public with major input by the media demands incarceration, increased taxes are not usually viable options.

Genesee County did not have the luxury of ignoring the problem even though the millage was defeated. Detention facilities throughout the United States are deteriorating rapidly when inmate populations increase and the adoption of basic jail standards both state and federal, have rendered many existing institutions as obsolete. The State of Michigan advised Genesee County that it would seek orders closing the existing jail if replacement facilities were not quickly found. The County had been forced to spend large amounts of resources implementing "stop-gap" measures to relieve overcrowding and correct substandard conditions and operations which even in a 1982 jail audit indicated 51% non-compliance with U.S. Department of Justice standards and 40% non-compliance with State standards. The threat of appointment of a Federal "Master" by the Court would remove control for managing

and budgeting from local officials while the County would retain financial responsibility.

The re-evaluation of jail alternatives was initiated in 1983 the day after the millage defeat. A new jail planning consultant was hired, the Core planning group was expanded, Attachment 7, Appendix 1, and a re-evaluation of alternatives proceeded.

The first items to be evaluated were provided by the Genesee County Controllers office. As shown on Table 1, jail security increased as an expenditure from \$4,088,000 in 1980 to \$7,426,000 in 1984, or 80%. Although it is likely that all costs are not included on Table 2, slightly over 82% of the jail security costs in 1984 were comprised of labor. Table 3 indicates the change in jail personnel from 1980-1984, 68-161. During the study some estimated costs were developed, shown on Table 4, indicating that in 1984 it cost \$105.86 to house a prisoner per day. Since staffing is a major part of this cost, designs to reduce staff requirements and alternatives to incarceration became paramount.

Some alternative sites that were evaluated were Wards building, Durant Hotel, Walter Winchester Hospital, existing jail-reconstruction, and the "Oliver" Plan. The rehabilitation of existing structures while requiring less resources for construction would have less capacity, similar staffing requirements, additional transportation costs, housing costs during construction, construction time, rezoning, ability to expand would be reduced, and 40 year life cycle costs would be greater. In February of 1984, the Core Planning group submitted its findings to

the Genesee County Board of Commissioners and their recommendation was a new jail, with a capacity of 304 and 90 holding. As shown on Table 5, the annual net payment of \$178,934 would be required which would not require additional millage and could be financed through the County's general fund. This required a down payment of \$11,500,000 on a total project of \$23,818,067 and savings on operations of \$1,339,434 per year. The estimated cost components are shown on Table 6. The estimated staff needs are shown on Table 7 and the projected labor costs are shown on Table 8 which indicate a reduction in security guards from 161 to 137.5.

In the fall of 1984, the Genesee County Board of Commissioners adopted the direct supervisory mode (DSM) for the new jail which will have a capacity of 304 inmates. The DSM and the election of a new sheriff in 1984, posed considerable obstacles for the effective transition to a new jail by late fall of 1987. The opposition by the security guards, as voiced through their union steward, was composed of two major elements: 1) dangerousness, i.e. safety, and 2) job security.<sup>30</sup> There would be a major reduction in the number of security guards needed in the future. Instead of having bars between the guards and the inmates, physical protection would be eliminated. Mr. Emigh, union steward for the guards, suggested placing the social workers in the pods with the inmates. The conditions of employment will change due to the restructuring of bargaining units causing probable salary increases. In the interview, Mr. Emigh stated, "They (the guards) simply expect to have jobs." Mr. Emigh also advised that some guards

are suggesting going to the third shift when all inmates are locked up. Training and education for the security guards will require substantial attention by the County.

Sandy Stewart, chief steward for the clerical union, advised that their major concern is the moving of the files.<sup>31</sup> Another concern she voiced was the design of the clerical section and being left alone with inmates when completing filing tasks. Sheriff Joe Wilson advised that psychological terror, adversarial relationships and inmate services, being omitted from the planning process are major concerns he hears from the security guards.<sup>32</sup> He also advised that most security guards are not career oriented. An adversarial relationship between the inmate services (social workers) and the guards is further complicated by the fact that the social workers tend to be professionally oriented females, college educated, and earning more money. Sheriff Wilson advised he was aware of the feelings of the security guards in being omitted from the planning process and has instituted changes to include them in the transition.

Unions will certainly negotiate contracts with increased wages due to changes in working conditions. Another obstacle is that the facility will not look like the traditional jail, but more like an office building. It will not look like a place of punishment. Resistance by the unions will likely be overcome with training and the knowledge that security guards will be in total control of their pods as occurred in Contra Costa, California.

The Core Planning group realized the need for education of the security guards to the new concept of jail design. Lt. Robert Brookins and Sargeant Emigh toured the Bucks County Correctional Facility and have become advocates of third generation jails as reported by the Flint Journal on 10/12/86, although both men were previously very adversarial.<sup>33</sup> Buck's County, Director of Corrections, Art Wallenstein advises,

This place looks different than jails in the Cagney movies. What the public has to realize is that correction officers have a right to work in safe conditions. They're taxpayers too. If dungeons deter crime, there would be less crime in this country.<sup>34</sup>



## RESEARCH DESIGN

My initial feelings, based on Genesee County's experience, were that the personnel reductions, as proposed in the design, were not realized. There may be many reasons for this including union resistance, change in philosophy, size of the county, etc. The opposition to such a design, by the security guards unions, elected officials, the public, etc. could alter the projected design and expenditures. As other communities examine this design as a viable alternative, questioning/resistance/modification should be anticipated and from varying directions and intensities. A major aim of this research is to examine the results of other communities that have constructed direct supervision jails.

It is surprising to note, in my familiarity with the Genesee County case, that reduced assaults, escapes, or altercations was not used to advocate such a design. Better working conditions for the guards was not considered except in very general examples.

As revenues for local governments continue to fall behind demands for services, new methods to address the demands must be considered. More cost effective methods will be found. In the case of jails, these alternatives include ways to reduce staff, i.e. operating costs, and construction costs. More education will be required of a typical

guard. Good inmate behavior is rewarded in this facility reducing confrontations between inmates and between inmates and guards, and lawsuits against counties. The lack of bars separating staff from inmates will continue to be threatening.

As a member of the Genesee County Jail Planning Committee, I questioned the experiences of other counties that had recently constructed third generation jails. Since communities throughout the United States are experiencing overcrowded jails, I decided to contact those governments via questionnaire to determine their expectations, promises, and finally the actual results vs. promises/expectations.

## RESEARCH RESULTS

In Genesee County, Michigan, the major reasons behind the construction of a direct supervision jail were twofold. County officials were advised that a direct supervision facility would result in 1) reduced construction costs, and 2) reduced personnel costs when compared to a traditional linear jail. However, final construction costs and personnel costs have not indicated that the predicted results have occurred. I questioned whether other new generation jails were built on the same suppositions and whether the results were as expected as shown on Attachments 8 and 9.

When I began my research in 1988 I learned that 30 new generation jails had either been built or were under construction in the United States. I developed a questionnaire which was reviewed by local jail administrators, a criminal justice professor, a survey consultant, and university personnel prior to finalization. The final questionnaire is shown as Attachment 10. In an effort to increase responses, the Sheriff of Genesee County agreed to direct a letter to the sheriffs of the counties with new generation jails (Attachment 11) and the Chairperson of the Genesee County Board of Commissioners agreed to direct letters to the chairpersons of the county boards of the

respective counties (Attachment 12). In February, 1990 a total of 60 letters with questionnaires were sent along with stamped self-addressed envelopes to the 30 counties.

As of this date, April, 1990, 28 total responses have been received representing 24 of the 30 jails. A review of the more significant responses will follow.

Genesee County was under a court order to discontinue use of the existing jail. As the results below indicate, half of the respondents were also under court order. Those respondents not under court order indicated overcrowding and outdated facilities as the major reasons for constructing a new jail.

1. Was a court order the predominant reason to construct a new jail?

14 - Yes          14 - No

If you answered no, please identify the major reason only.

12 Overcrowded/Outdated facility  
 1 Mandated Services  
 1 Federal highway relocation

The decision making process in Genesee County included a planning committee composed of both public officials and private citizens. The final design choice was the responsibility of the County Board of Commissioners. As indicated in Question 2 below, the sheriff and the committee composed of both public officials and private citizens were the most commonly used processes.

2. Which of the following best describe the decision making process used to build a direct supervision jail?

- 1 Design was recommended by a Federal Court Order
- 10 Design was recommended by the County Sheriff
- 4 Design was recommended by a private consultant
- 4 Design was recommended by a planning committee composed of public officials
- 10 Design was recommended by a planning committee composed of both public officials and private citizens
- 3 National Institute of Corrections
- 3 Other (not specified)

As stated previously, the major reasons for Genesee County selecting the new generation design was projected reduced construction and operating costs when compared to traditional jail designs. As indicated in Question 3 below, the respondents indicated that staff safety, inmate safety and inmate control were the predominant "very important" reasons for selecting the design. Construction, operating and staff costs do not appear to be very important.

3. Why was the direct supervision design selected over other designs? (Please rank each factor on a scale of 1-5 with 5 representing very important)

All Respondents	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>
A. Staff safety	1	0	2	6	18
B. Inmate safety	0	2	1	12	14
C. Inmate control	0	0	2	5	22
E. Staff morale	1	1	9	9	7
F. Stress management	2	3	8	9	7
G. Reduced cost of construction	6	4	8	5	4
H. Reduced total operating cost	7	3	8	5	4
I. Reduced staffing cost	7	3	9	3	5
J. More effective jail operation	0	0	0	0	1

These unexpected results were further evaluated in terms of sheriff versus commissioners' responses. It occurred to me that law enforcement officials were more likely to be concerned with safety and control issues when compared to financial considerations which were foremost among commissioners. The commissioners' responses are shown below and indicate similar patterns as shown above.

3. Why was the direct supervision design selected over other designs? (Please rank each factor on a scale of 1-5 with 5 representing very important)

County Commissioner Responses	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>
A. Staff safety	1	0	0	3	3
B. Inmate safety	0	0	0	7	1
C. Inmate control	0	0	0	1	6
E. Staff morale	1	0	4	1	1
F. Stress management	1	1	3	0	2
G. Reduced cost of construction	2	1	1	2	2
H. Reduced total operating cost	4	1	1	1	1
I. Reduced staffing cost	4	1	2	0	1
J. More effective jail operation	0	0	0	0	0

Thus the predominant reasons for constructing a direct supervision jail were not based on financial considerations, but rather staff safety, inmate safety, and inmate control.

As indicated in Question 4 below regarding facility construction, a majority of the respondents indicated that their new jails were not completed or occupied on time, nor were they completed within the projected budgets.

4. Construction

- A. Was the new jail completed on time?  
9 - Yes      16 - No
- B. Was the new jail occupied on time?  
10 - Yes      15 - No
- C. Was the new jail completed within the projected construction budget?  
12 - Yes      14 - No
- D. Please identify whether any of the following caused increased expenditures or delays.

	Expenditures	Delays
Site preparation	3	8
Construction labor	1	7
Internal labor	0	1
Staff training	3	3
Design changes	10	13
Construction cost overruns	12	5
Financing problems	2	1
Other	2	1

- E. Were Federal, State or other grants used in financing construction?  
12 - Yes      13 - No

Design changes were the major reasons given resulting in increased expenditures and delays. Construction cost overruns were a major reason given for increased expenditures. Site preparation also contributed to some delays. Genesee County experienced increased expenditures due to contaminated soil which was discovered during the construction site preparation. Genesee County was not the recipient of grants for construction. Nearly half of the respondents indicated they received some kind of grant for the construction.

In Genesee County, the final jail construction costs exceeded the projected costs. Of the 22 respondents answering this question, 6 reported that the projected and final costs were identical, 11 reported that the actual costs exceeded projections and 5 reported reduced costs.

### Staffing

As shown on Question 5 below, 10 of the 26 respondents indicated that the projected staffing requirements were higher than current levels while a similar number advised that the projections were lower.

#### 5. Staffing

- A. Were the projected staffing requirements according to current levels? (Choose one)  
10 - Higher      9 - Lower      7 - Same
- B. If the projected staffing requirements were "lower", please indicate major reason.  
0 Union opposition  
2 Political pressures  
6 Increased inmate population  
1 State/Federal guidelines
- C. Are present staffing levels adequate?  
11 - Yes      8 - No

Increased inmate population was given as the major reason causing staff increases. However it is interesting to note that over half of the respondents indicated that current staffing levels are adequate.

A review of actual versus projected staffing costs indicates that most show actual costs over projected costs with one respondent indicating a near 100% increase. Of the 15 responses to both staffing



level questions (projected vs actual annual staffing levels), 10 indicated current levels are above projected levels.

### Inmate Capacity

Of the 24 responses to projected inmate capacity compared to current inmate population, 19 indicated as being the same or above capacity. Of the 19 responses, 7 indicated actual capacity was 50% or more above projected capacity. In some situations this has resulted in double bunking or planning construction of new facilities.

As indicated on the question below, the major reasons for increased inmates are increase in crime, state mandated sentences, harsher sentences and public demand for incarceration.

- C. If the current average inmate population exceeds the designed capacity, please check all the following that apply.
- 11 Harsher sentencing for major crimes
    - 9 Increased sentencing for lesser crimes
    - 6 Lack of alternatives to incarceration
  - 12 Increases in crime
  - 10 Public demand for incarceration
  - 12 State mandated sentencing increases
    - 1 Population growth
    - 1 Court backlog
    - 1 War on drugs
    - 1 More arrests
    - 1 Closure of other facilities
    - 1 Other (not specified)

One respondent indicated that when the county opened their new facility that two cities closed their facilities and indicated that incarceration was the responsibility of the sheriff thus reducing total county-wide capacity.

Even though many of the new facilities are currently over capacity, only one respondent indicated it is not an improvement as shown below.

8. Do area law enforcement officials feel the new facility is an improvement?

26 - Yes      1 - No, too little capacity

The last question on the questionnaire provided many interesting responses.

9. Using hindsight, please explain any changes that you would make to your direct supervision facility if the decision making process or construction were to begin again. Such considerations may include design, financing, planning, capacity, staffing, etc.

Some of the responses to the question above were:

- \* "courts and police immediately filled it";
- \* "the fast track construction method didn't allow for adequate staff training and transition";
- \* "facility is overplanned";
- \* "needed increased support service staff";
- \* "too many lock-down cells";
- \* "need construction managers";
- \* "earlier staff and transitional training";
- \* "larger housing units";
- \* "additional acoustics";
- \* "support services were designed too small";
- \* "reduce high security area";
- \* "need outside consultants for staff training, and larger booking area";
- \* "manpower intensive";
- \* "appearance should be more institutional looking";
- \* "more time should be spent with county commissioners";
- \* "need larger dorms";
- \* "high rise (elevators) buildings require additional staff and delays";
- \* "high staffing requirements";
- \* "need control over architects and consultants during planning and construction";
- \* "should use work release program more".

As noted, most of the recommendations concern staff and design. More time for staff training and transition was suggested as an important consideration. The design should consider larger dorms, more acoustics, and larger support staff areas.

After reviewing the results and noting that reduced construction and operating costs were not listed as very important in the design selection, I contacted 5 of the respondents by phone to ascertain more information regarding the results of the questionnaire. These respondents had indicated on the returned questionnaire that I could contact them for further information.

Some of the comments made during the phone discussion were:

- \* "needed more staff than a traditional design";
- \* "more humane way to deal with prisoners";
- \* "no less staff needed";
- \* "reduce potential lawsuits";
- \* "domestic violence requires mandatory arrest";
- \* "tougher DUI and no car insurance laws";
- \* "currently there is a major push for alternatives to incarceration";
- \* "harsher DUI laws";
- \* "some judges cause most of the problem";
- \* "judges are very independent";
- \* "reduction in jail assaults";
- \* "very negative media response to new design";
- \* "filled very quickly due to county war on drugs";
- \* "judges are very cooperative by using alternatives to incarceration";
- \* "decided during construction to go with a direct supervision design".

### Summary

In reviewing the responses from the questionnaire several things become evident:

- \* Court orders were important in deciding to construct a new facility;
- \* Design was recommended by the sheriff and a planning committee composed of public officials and private citizens;
- \* Inmate control and safety, and staff safety were more important than costs in making the design decision;
- \* Most of the facilities were not constructed or occupied on time;
- \* Design changes and site preparation were the major reasons for delays;
- \* Design changes and construction cost overruns were the major reason for increased expenditures;
- \* Projected staffing requirements vary widely but most indicate they are currently adequate;
- \* Most respondents indicate current inmate population is above the design capacity;
- \* Major reasons for increased inmates include state mandated sentencing increases, harsher sentences, demand for incarceration by the public, increased sentencing for lesser crimes.

## CONCLUSION

Although unexpected, the predominant reasons for choosing new generation jail designs did not revolve around financial considerations. The predominant reasons given were staff and inmate safety, and inmate control. Most of the jails were near or over design capacity which resulted from harsher sentencing, state mandated sentencing increases, and general increases in crime.

The results of the questionnaire also indicated that insufficient pre-planning (design changes) caused delays and construction costs higher than projected. Several respondents indicated that insufficient staff training was permitted due to a desire to occupy the new facility. The follow-up conversations with several officials indicated the need for good judicial cooperation and the importance of alternatives to incarceration. When planning a new facility, existing facilities should not be included in the inventory since their closure will directly impact the planned facility. Careful consideration should be given to the number of lock-down cells so if they are not utilized they can be used by the general jail population. Several respondents also indicated they felt their cost per inmate per day was less than a traditional design, but because they handled more inmates

than projected the total operational costs were higher. The public's demand for harsher sentencing (drunk driving) for example also produced more inmates than was anticipated when the planning process was initiated in most areas.

FOOTNOTES

<sup>1</sup>Norval Morris, The Future of Imprisonment (Chicago, IL: University of Chicago Press, 1974), p. 20.

<sup>2</sup>Herbert Callison, Introduction to Community Based Corrections (New York, NY: McGraw-Hill, 1983), p. 309.

<sup>3</sup>Robin Wigery, Public Opinion and Jail Confinement in Genesee County (August 1983), p. 6.

<sup>4</sup>William Nagel, "On Behalf of a Moratorium on Prison Construction." Crime and Delinquency, Vol. 23, No. 2 (April 1977), pp. 154-165.

<sup>5</sup>Norman Johnston, The Human Cage (New York, NY: American Foundation, 1973), p. 5.

<sup>6</sup>Ibid., p. 11.

<sup>7</sup>Ibid., p. 12.

<sup>8</sup>Ibid., p. 13.

<sup>9</sup>Principj, Venezia, 1785, II, pp. 227-228.

<sup>10</sup>Book of Minutes of the Building Commissioners, Archives of Eastern Penitentiary, p. 115.

<sup>11</sup>Johnston, p. 40.

<sup>12</sup>Ibid., pp. 53-54.

<sup>13</sup>Callison, pp. 3-5.

<sup>14</sup>David C. Anderson, "A Judge Explores the Gap Between Theory and Practice." Corrections Magazine, Vol. 6, No. 6 (December 1980), p. 30.

<sup>15</sup>Benedict Alper, Prisons Inside Out (Cambridge, MA: Ballenger Publishing Company, 1974), p. 66.

<sup>16</sup>James Q. Wilson, Thinking About Crime (New York, NY: Basic Books, 1975).

<sup>17</sup>Callison, p. 94.

<sup>18</sup>Toledo Blade, Editorial, June 26, 1974.

<sup>19</sup>Advisory Commission on Intergovernmental Relations, Jails: Intergovernmental Dimensions of a Local Problem (Washington, D.C., May 1984), p. 32.

<sup>20</sup>National Institute of Corrections, Direct Supervision Models (Boulder, CO, May 1984), pp. 6-17.

<sup>21</sup>ACTR, p. 175.

<sup>22</sup>National Sheriffs Association, The State of Our Nations Jails (Washington, D.C., 1982), p. 3.

<sup>23</sup>John Irwin, Prisons in Turmoil (Boston: Little, Brown and Company, 1980), p. 125.

<sup>24</sup>Warren E. Burger, Chief Justice of the United States, 1982 Year-End Report on the Judiciary (February 1982), p. 7.

<sup>25</sup>U.S. Congress, House, Committee on the Judiciary, 98th Congress, 1st Session, February 23, 1983, p. 6.

<sup>26</sup>Ken Kearle, "Jails: Construction; Personnel; Lack of Training, Etc." Paper presented to the American Correctional Association, August 18, 1982, p. 7.

<sup>27</sup>National Sheriffs Association, p. 125.

<sup>28</sup>Ibid., p. 126.

<sup>29</sup>Ibid.

<sup>30</sup>Interview with Ken Emigh, Chief Union Steward for Security Guards, April 8, 1985.

<sup>31</sup>Interview with Sandi Stewart, Steward for Clerical Union, April 8, 1985.

<sup>32</sup>Interview with Sheriff Wilson, April 8, 1985.

<sup>33</sup>"From Outhouses to Penthouses." Flint Journal, October 12, 1986, p. A1.

<sup>34</sup>Ibid.



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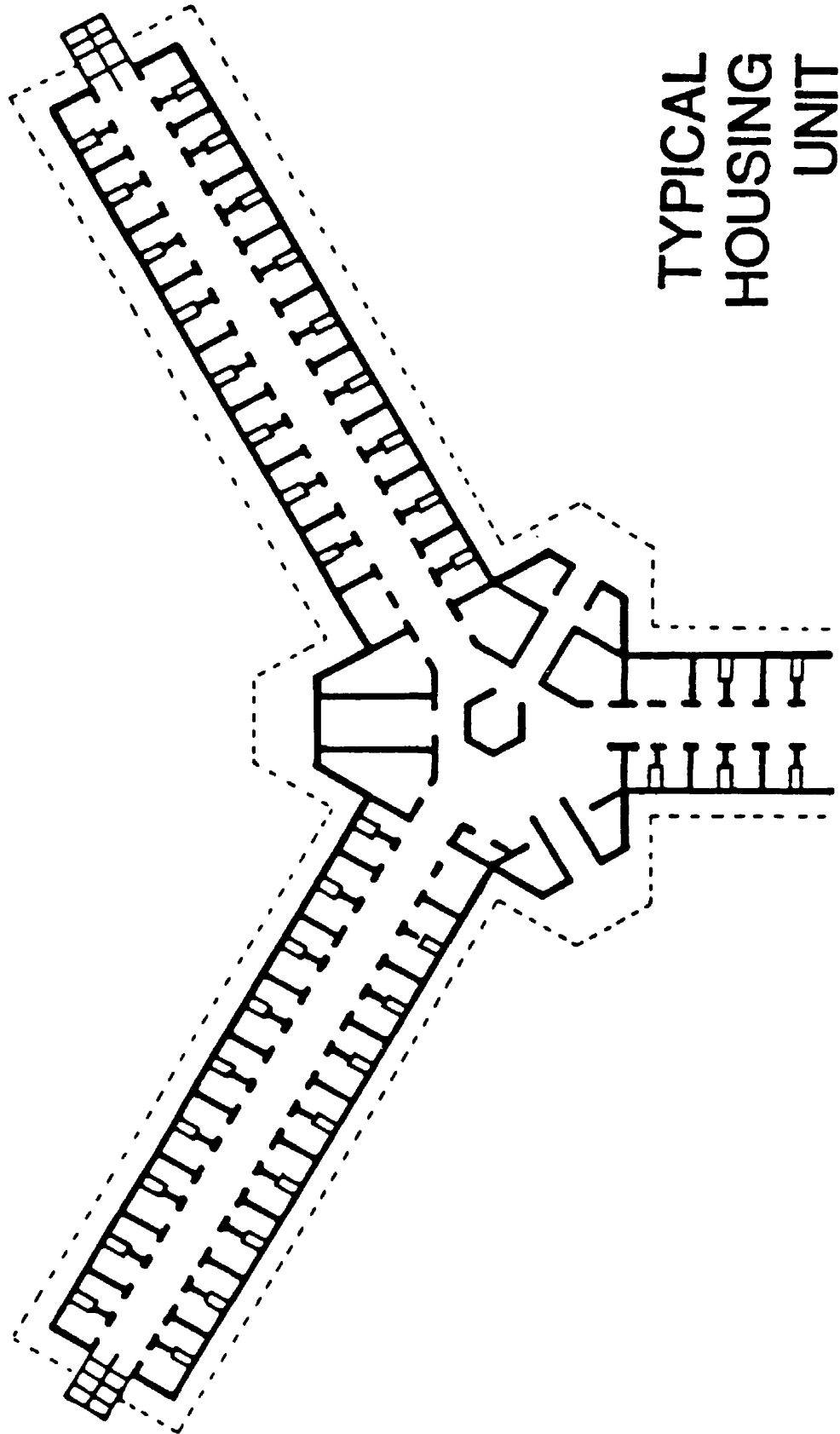
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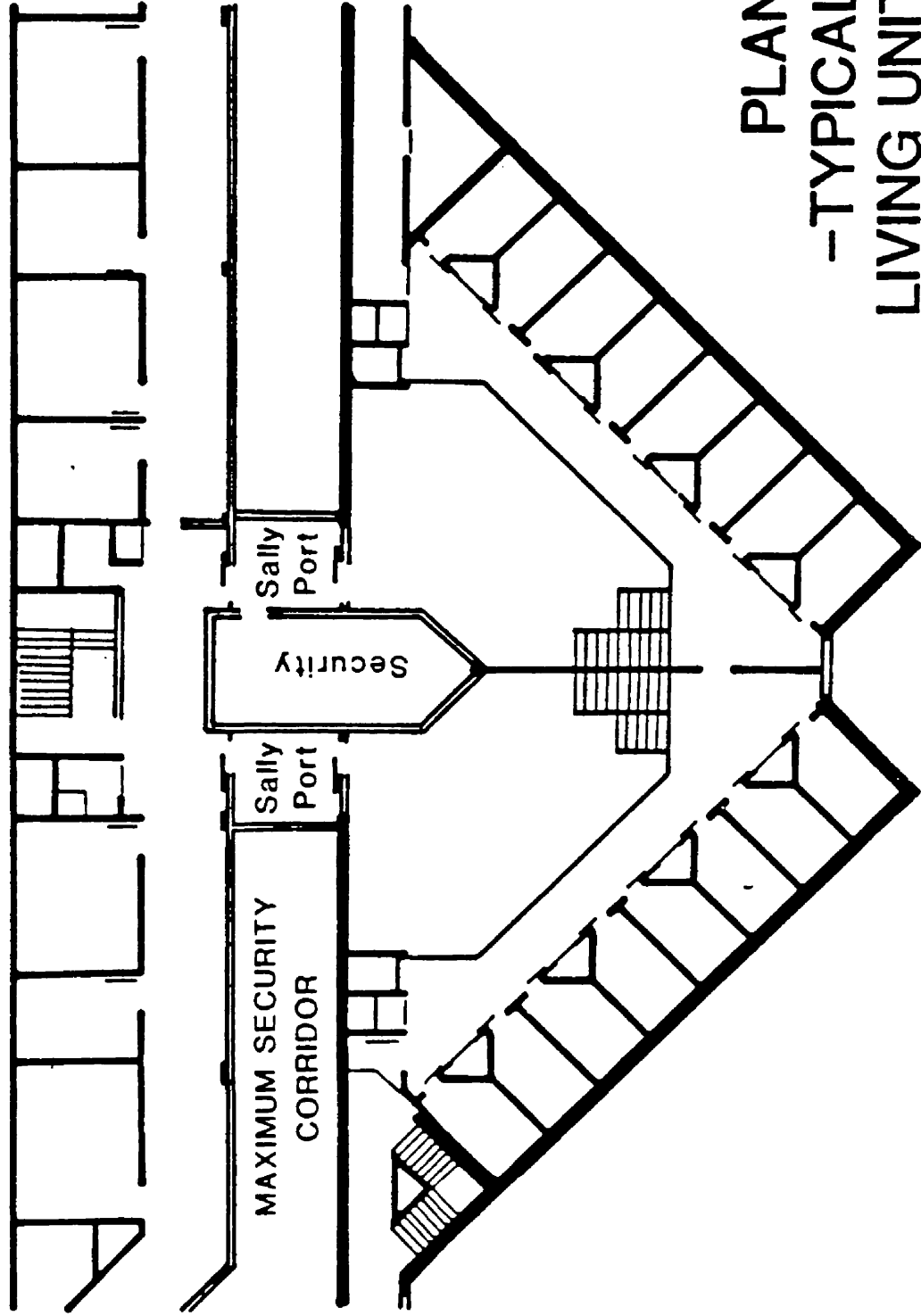
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# LINEAR/INTERMITTENT SURVEILLANCE

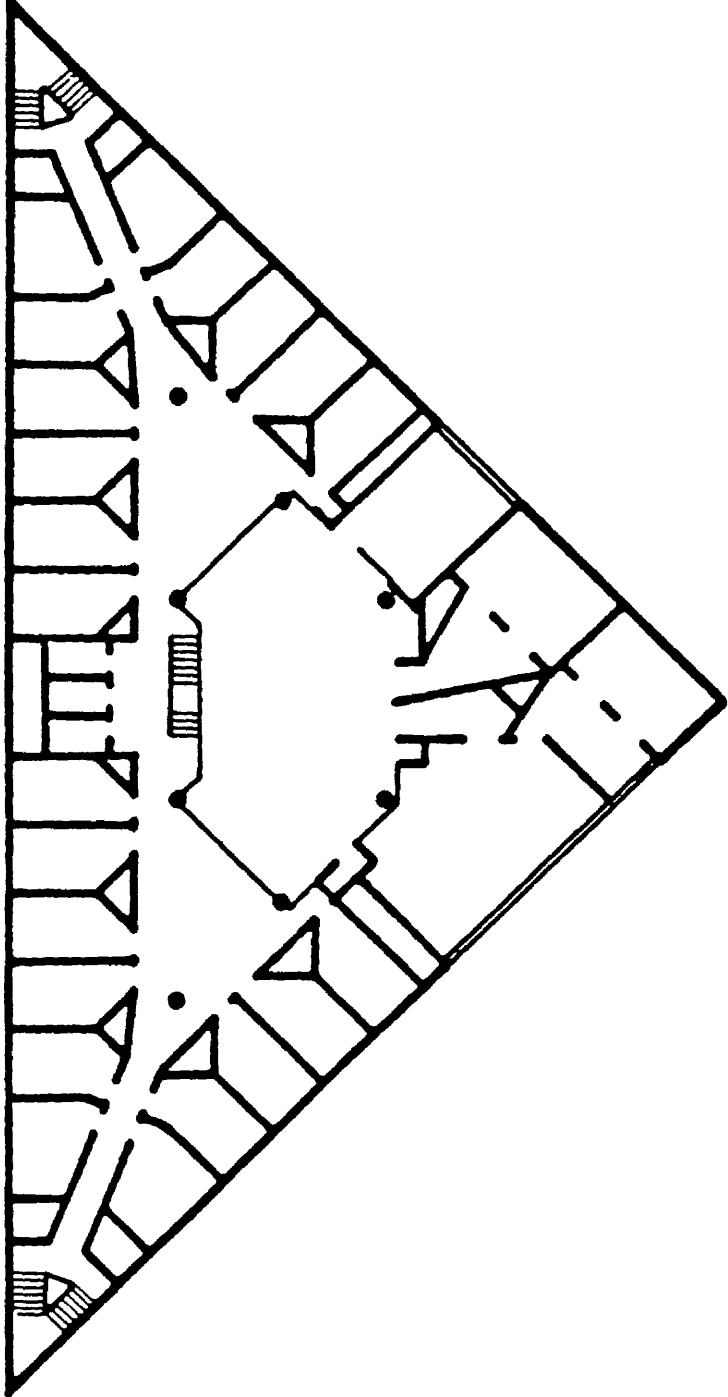


TYPICAL  
HOUSING  
UNIT

# PODULAR/REMOTE SURVEILLANCE



**PODULAR/DIRECT SUPERVISION**



NEW GENERATION JAIL SURVEY  
 COMPARATIVE DATA FROM 1981 AND 1982 ON ASSAULTS AND ESCAPES

Institution	Escapes		1981		1982		1981		1982	
	Number of Events	Number of Escapes	Number of Escapes	Number of Events	Number of Escapes	Number of Escapes	Inmate/Inmate Staff	Inmate/Inmate Staff	Inmate/Inmate Staff	Inmate/Inmate Staff
<b>Podular/ Direct Supervision</b>										
1. Chicago MCC	0	0	0	0	0	0	3	0	1	0
2. San Diego MCC	4	7	2	2	3	3	2	6	4	8
3. New York MCC	2	2	0	0	0	0	2	1	1	1
4. Tucson MCC	N/A	N/A	0	0	0	0	N/A	N/A	0	0
5. Contra Costa CDC	1	4	0	0	0	0	64	5	67	5
<b>Comparative Traditional Jails</b>										
1. County A	0	0	0	0	0	0	57	11	43	15
2. County B	1	1	1	1	1	1	-	220*	-	71*
3. County C	15	15	1	1	11	11	772	94	735	74
4. County D	1	1	4	4	1	1	354	90	290	86
5. County E	3	3	1	1	1	1	7	7	36	22
6. County F	4	4	8	8	10	10	180	60	182	144

\* Not Broken Down

Source: National Institute of Corrections  
 May, 1984

ATTACHMENT 5

Cost Differential-Podular/Direct Supervision

<u>ITEM</u>	<u>SECURITY</u>	<u>COMMERCIAL</u>
Lavatory	\$1,675	\$ 700.
Table	975.	320.
Chair	140.	40.
Door	2,300.	900.
Lock	400.	110.
Hinge	78.	14.
Bed	589.	165.
TOTAL	<u>\$6,591.</u>	<u>\$2,369.</u>

ATTACHMENT 6

Facilities Planned (P) or Existing (E) Using Direct  
Supervisory Mode

Contra Costa County, Calif. (E)  
 Federal Correction- andstone, Minn. (E)  
 Larimer County, Fort Collins, Colo. (E)  
 Manhattan Detention, N.Y. (E)  
 Erie County, N.Y. (P)  
 Prince Georges County, MD. (P)  
 Las Vegas, Nev. (P)  
 Dade County, Fla. (P)  
 Atlantic County, N.J. (P)  
 Licking County, Ohio (P)  
 Spokane County, Wash. (P)  
 Cook Inlet, Alaska (P)  
 Alachua County, Florida (P)  
 Santa Clara County, Calif. (P)  
 Bucks County, Penn. (P)  
 Philadelphia, Penn. (P)

SOURCE: National Institute of Corrections  
 May, 1984

ATTACHMENT 7

THE CORE PLANNING GROUP

Susan Bailey, Chairperson, Finance Committee

Eugene Baldwin, Director, Pretrial Services Agency

Sylvester Broome, Jr., Chairperson, Governmental Operations Committee

Michael Brown, Chairperson, Genesee County Board of Commissioners

Ward Chapman, Corporation Counsel

Robert Chase, Building Engineer

Andy Cupples, HDR, Project Manager

James Hughes, Jail Planning Coordinator

Richard McGraw, Controller

Dane McRill, Director, Genesee County Metropolitan Planning Commission

John O'Brien, Sheriff

Judge Dale Riker, Chairperson, Policy Committee

Richard Ruhala, Chairperson, Citizens Advisory Committee

Jesse Thompson, Chairperson, Staff Advisory Committee

Albert Turco, Chairperson Public Works Committee

Rose Bogardus, Citizens Advisory Committee

Robert Gazall, Chairperson, Genesee County Metropolitan Planning Commission



## DATA SUMMARY SHEET

Project Data	2nd Gen. 600 Man	3rd Gen. 600 Man	2nd Gen. 1000 Man	3rd Gen. 1000 Man	Existing Main Jail
Design Capacity (Inmate)	600	600	1,000	1,000	1,119
Construction Cost \$	16 Mil	28 Mil	24 Mil	37 Mil	NA
Total Area Sq. Ft.	165,876	202,000	263,875	282,000	194,913
Yearly Operational Cost (\$)	6.8 Mil	4.7 Mil	9.3 Mil	6.2 Mil	12.7 Mil
Sq. Ft. Per Inmate	298	337	264	292	182
Total Staff	216	129	295	172	358
Staff - Inmate Ratio	1/2.7	1/4.6	1/3.3	1/5.3	1/2.9

## 20 YEAR COMBINED CONSTRUCTION AND OPERATING EXPENDITURES 1000 MAN CAPACITY

	2nd Generation	3rd Generation
Initial Construction Cost	\$25,000,000	\$37,000,000
Annual Principal & Interest	2,935,937	4,352,941
Annual Operating Expense	9,313,056	6,238,901

Principal and interest is based on the debt of the total construction cost amortized over 20 years at an interest rate of 10%. The 10% annual interest rate is derived from the average interest to be paid on the recently passed Dade County Criminal Justice Bond Issue.

For the comparison, annual operating expenses are assumed to escalate at an annual rate of 7% due to inflation.

### Total Expenditure to Year

Year	2nd Generation	3rd Generation	Total Savings
1	\$ 12,248,993	\$ 10,591,842	\$ 1,657,151
3	38,748,353	33,116,265	5,632,088
5	68,236,635	57,642,994	10,593,641
6	84,234,613	70,746,316	13,488,297
10	158,032,702	129,718,853	28,313,849
20	440,511,927	342,815,568	97,696,359

### Summary

The above chart indicates that the operational savings of the 3rd generation design would be equal to the additional monies required for construction within approximately 5.5 years. Over a 20-year period the 3rd generation design constructed at a cost of \$37,000,000 would save Dade County approximately \$97,696,359 compared to the 2nd generation design.

ATTACHMENT 10

Direct Supervision Jails

This questionnaire is being sent to all direct supervision jails in the United States. The questionnaire will be utilized for research for a Master's Thesis in Public Administration at the University of Michigan-Flint. All replies will be used only for research purposes and considered confidential.

Should your desire a copy of this research, please address correspondence to the University of Michigan-Flint, Political Science Department, 303 E. Kearsley, Flint, Michigan, 48502.

- 1. Was a court order the predominant reason to construct a new jail?  Yes  No If you answered no, please identify the major reason only.
  - Overcrowding
  - Outdated Facility
  - Other (please explain) \_\_\_\_\_
  - \_\_\_\_\_
  - \_\_\_\_\_

- 2. Which of the following best describe the decision making process used to build a direct supervision jail?
  - Design was recommended by a Federal Court Order
  - Design was recommended by the State Department of Corrections
  - Design was recommended by the County Sheriff
  - Design was recommended by a private consultant
  - Design was recommended by a planning committee composed of public officials
  - Design was recommended by a planning committee composed of both public officials and private citizens
  - Other (please explain) \_\_\_\_\_
  - \_\_\_\_\_
  - \_\_\_\_\_

- 3. Why was the direct supervision design selected over other designs? (Please rank each factor on a scale of 1-5 with 5 representing very important.
- |                                  | 1     | 2 | 3 | 4 | 5 |
|----------------------------------|-------|---|---|---|---|
| A. Staff safety                  | ----- |   |   |   |   |
| B. Inmate safety                 | ----- |   |   |   |   |
| C. Inmate control                | ----- |   |   |   |   |
| E. Staff morale                  | ----- |   |   |   |   |
| F. Stress management             | ----- |   |   |   |   |
| G. Reduced construction costs    | ----- |   |   |   |   |
| H. Reduced total operating costs | ----- |   |   |   |   |
| I. Reduced staffing costs        | ----- |   |   |   |   |
| J. Other (Please explain)        | ----- |   |   |   |   |
|                                  | ----- |   |   |   |   |
|                                  | ----- |   |   |   |   |

4. Construction

- A. Was the new jail completed on time? \_\_\_\_\_Yes \_\_\_\_\_No
- B. Was the new Jail occupied on time? \_\_\_\_\_Yes \_\_\_\_\_No
- C. Was the new jail completed within the projected construction budget? \_\_\_\_\_Yes \_\_\_\_\_No
- D. Please identify whether any of the following caused increased expenditures or delays.

	<u>Expenditures</u>	<u>Delays</u>
Site preparation	-----	-----
Construction labor	-----	-----
Internal labor	-----	-----
Staff training	-----	-----
Design changes	-----	-----
Construction cost overruns	-----	-----
Financing problems	-----	-----
Other (Please explain) _____	-----	-----
-----		
-----		

- E. Were Federal, State, or other grants used in financing construction? \_\_\_\_\_Yes \_\_\_\_\_No
- F. What was original estimated jail construction cost? \$ \_\_\_\_\_
- G. What was final jail construction cost? \$ \_\_\_\_\_

5. Staffing

- A. Were the projected staffing requirements (Choose one) \_\_\_\_\_Higher \_\_\_\_\_Lower \_\_\_\_\_Same according to current levels?
- B. If the projected staffing requirements were "lower", please indicate major reason.
  - \_\_\_\_\_Union opposition
  - \_\_\_\_\_Political pressures
  - \_\_\_\_\_Increased inmate population
  - \_\_\_\_\_State/Federal guidelines
- C. Are present staffing levels adequate? \_\_\_\_\_Yes \_\_\_\_\_No
- D. What was the projected annual staffing cost? \$ \_\_\_\_\_
- E. What is the current annual staffing cost? \$ \_\_\_\_\_
- F. What was the projected annual staffing level? \_\_\_\_\_ persons
- G. What is the current annual staffing level? \_\_\_\_\_ persons

6. Inmate Capacity

- A. What was the projected designed inmate capacity? \_\_\_\_\_ persons
- B. What is the current average inmate population? \_\_\_\_\_ persons

C. If the current average inmate population exceeds the designed capacity, please check all of the following that apply.

- \_\_\_\_\_ Harsher sentencing for major crimes
- \_\_\_\_\_ Increased sentencing for lesser crimes
- \_\_\_\_\_ Lack of alternatives to incarceration
- \_\_\_\_\_ Increases in crime
- \_\_\_\_\_ Public demand for incarceration
- \_\_\_\_\_ State mandated sentencing increases
- \_\_\_\_\_ Other (Please explain) \_\_\_\_\_

D. Is homelessness a major factor affecting inmate population? \_\_\_\_\_ Yes \_\_\_\_\_ No

7. Was there major opposition to the construction of the new facility? \_\_\_\_\_ Yes \_\_\_\_\_ No

A. If "Yes", please indicate to what extent opposition came from the following. (Please rank each on a scale of 1-5 with 5 as very important)

	1	2	3	4	5
Local elected officials	_____	_____	_____	_____	_____
State officials	_____	_____	_____	_____	_____
Employees	_____	_____	_____	_____	_____
Public	_____	_____	_____	_____	_____
Other (Please explain) _____	_____	_____	_____	_____	_____

B. To what extent was opposition generated due to the following? (Please rank each on a scale of 1-5 with 5 as very important)

Design capacity perceived as too small	_____
Design capacity perceived as too large	_____
Design staff capacity perceived as too small	_____
Design staff capacity perceived as too large	_____
Location	_____
Cost	_____
Public feared for their safety	_____
Perceived excesses in recreation	_____
Perceived country club atmosphere	_____
Other (Please explain) _____	_____

8. Do area law enforcement officials feel the new facility is an improvement? \_\_\_\_\_ Yes \_\_\_\_\_ No

If "No", please explain. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_



# JOE WILSON

**SHERIFF  
GENESEE COUNTY**

---

1002 S. SAGINAW STREET

FLINT, MICHIGAN 48502

TELEPHONE 313-257-3406

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February 20, 1990

Dear Sheriff:

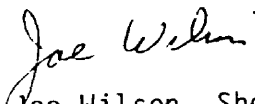
I am requesting a few minutes of your time in completing the enclosed questionnaire. This questionnaire deals with an issue that is rapidly becoming the basis of one of the most serious problems faced by county governments; the issue is jails. Your input will be used in completing the masters thesis of a former Genesee County official and friend, who is pursuing a graduate degree in public administration at the University of Michigan-Flint.

In 1984, the Genesee County Board of Commissioners authorized the construction of the first and only third generation jail facility in Michigan. This masters thesis will attempt to identify the reasons why other counties have adopted the third generation design and to contrast the anticipated benefits of such facilities with actual experiences following construction and use. Your responses may provide some valuable insights to other counties as they face this issue.

Your input will remain confidential and individual responses will not be disclosed.

I greatly appreciate your assistance in completing this questionnaire and returning it in the enclosed stamped, self addressed envelope at your earliest convenience.

Very truly yours,



Joe Wilson, Sheriff  
Genesee County

JW/pt



# Genesee County Board of Commissioners

1101 BEACH STREET, ROOM 312

FLINT, MICHIGAN 48502

February 20, 1990

TELEPHONE 257-3020

Dear Chairperson:

I am requesting a few minutes of your time in completing the enclosed questionnaire. This questionnaire deals with an issue that is rapidly becoming the basis of one of the most serious problems faced by county governments; the issue is jails. Your input will be used in completing the masters thesis of a former Genesee County official and friend, who is pursuing a graduate degree in public administration at the University of Michigan-Flint.

In 1984, the Genesee County Board of Commissioners authorized the construction of the first and only third generation jail facility in Michigan. This masters thesis will attempt to identify the reasons why other counties have adopted the third generation design and to contrast the anticipated benefits of such facilities with actual experiences following construction and use. Your responses may provide some valuable insights to other counties as they face this issue.

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I greatly appreciate your assistance in completing this questionnaire and returning it in the enclosed stamped, self-addressed envelope at your earliest convenience.

Respectfully,

DANIEL T. KILDEE, Chairperson  
Genesee County Board of Commissioners

DTK/tme  
KI0L0220A

— COMMISSIONERS —

VERA B. RISON  
DISTRICT 1

SYLVESTER BROOME Jr.  
DISTRICT 2

DEBORAH CHERRY  
DISTRICT 3

DANIEL T. KILDEE  
DISTRICT 4

RANDY C. ENSLEY  
DISTRICT 5

CANDACE A. CURTIS  
DISTRICT 6

JAMES D. COLE  
DISTRICT 7

ARTHUR A. BUSCH  
DISTRICT 8

ROSALYN F. BOGARDUS  
DISTRICT 9

DAN HARRELL  
COORDINATOR



	1980	1981	1982	1983	1984	1985	1986	1987 (7)	1988	1989
<b>Revenues (6)</b>										
Taxes	\$17,126,000	\$21,455,000	\$23,745,000	\$23,881,000	\$24,148,000	\$24,000,000	\$24,000,000	\$24,000,000	\$24,000,000	\$24,000,000
Licenses & permits	385,000	319,000	553,000	348,000	341,000	350,000	350,000	350,000	350,000	350,000
Fines & forfeitures	328,000	377,000	349,000	437,000	452,000	480,000	505,000	530,000	555,000	580,000
Interest earned on investments	3,286,000	4,194,000	4,316,000	2,917,000	2,691,000	2,670,000	3,000,000	3,000,000	3,000,000	3,000,000
Other intergovernmental revenues	4,648,000	4,577,000	4,294,000	5,828,000	5,826,000	6,182,000	6,374,000	6,563,000	6,740,000	6,933,000
Charges for services	3,804,000	3,593,000	3,123,000	3,475,000	3,236,000	3,104,000	3,100,000	3,100,000	3,100,000	3,100,000
Other revenue	214,000	179,000	90,000	105,000	224,000	160,000	160,000	160,000	160,000	160,000
Transfer from other funds	136,000	2,631,000	2,631,000	3,054,000	2,561,000	2,500,000	2,500,000	2,500,000	2,500,000	2,500,000
	<u>32,007,000</u>	<u>34,694,000</u>	<u>38,980,000</u>	<u>40,140,000</u>	<u>39,479,000</u>	<u>39,446,000</u>	<u>39,989,000</u>	<u>40,203,000</u>	<u>40,405,000</u>	<u>40,623,000</u>
<b>Expenditures:</b>										
Personnel services	8,093,000	8,130,000	8,797,000	8,663,000	9,107,000	9,901,000	10,406,000	9,612,000	10,102,000	10,607,000
Fringe benefits	2,344,000	2,324,000	2,758,000	2,542,000	2,985,000	2,932,000	3,205,000	3,308,000	3,611,000	3,780,000
Supplies & services (8)	7,134,000	7,778,000	9,434,000	8,342,000	9,203,000	8,677,000	8,677,000	10,000,000	10,000,000	10,000,000
Capital outlay	62,000	105,000	121,000	147,000	239,000	200,000	200,000	200,000	200,000	200,000
Transfers to other funds	9,607,000	9,636,000	10,597,000	12,919,000	10,132,000	10,000,000	10,000,000	9,500,000	9,500,000	9,500,000
JAIL SECURITY	4,088,000	6,783,000	7,527,000	7,130,000	7,426,000	7,650,000	7,965,000	6,561,000	6,818,000	7,048,000
	<u>31,374,000</u>	<u>34,756,000</u>	<u>39,734,000</u>	<u>39,730,000</u>	<u>39,092,000</u>	<u>39,360,000</u>	<u>40,453,000</u>	<u>41,175,000</u>	<u>40,231,000</u>	<u>41,175,000</u>
Revenues over (under) Expenditures	679,000	(62,000)	(254,000)	302,000	387,000	86,000	(464,000)	1,022,000	174,000	(532,000)
<b>Fund Balance Beginning of Year</b>										
Appropriated	7,735,000	7,339,000	9,347,000	9,062,000	8,882,000	5,000,000	5,000,000	5,000,000	5,000,000	5,000,000
Unappropriated	995,000	2,070,000	9,409,000	31,000	513,000	782,000	868,000	404,000	1,426,000	1,600,000
	<u>8,730,000</u>	<u>9,409,000</u>	<u>9,347,000</u>	<u>9,093,000</u>	<u>9,395,000</u>	<u>5,782,000</u>	<u>5,868,000</u>	<u>5,404,000</u>	<u>6,426,000</u>	<u>6,600,000</u>
<b>Fund Balance At End Of Year</b>										
Appropriated	7,339,000	9,347,000	9,062,000	8,882,000	5,000,000 (11)	5,000,000	5,000,000	5,000,000	5,000,000	5,000,000
Unappropriated	2,070,000	9,409,000	9,347,000	9,093,000	9,395,000	5,782,000	5,868,000	5,404,000	6,426,000	6,600,000
	<u>9,409,000</u>	<u>18,756,000</u>	<u>18,409,000</u>	<u>17,975,000</u>	<u>14,390,000</u>	<u>10,782,000</u>	<u>10,868,000</u>	<u>10,404,000</u>	<u>11,426,000</u>	<u>11,600,000</u>

TABLE 1

FOOTNOTES:

- (1) \$4,000,000 transferred in 1984 to Public Improvement Fund for Jail construction.
- (2) Savings on Jail Operations Cost is realized in 1987. (See attached schedules)
- (3) Does not include Jail construction costs.
- (4) 1982 was the first year that Delinquent Tax Revolving Fund interest was needed to balance the General Fund budget. \$1,174,000 and \$2,500,000 were used to balance the budget in 1983 and 1984 respectively. It is projected that \$2,500,000 will be transferred 1985-1989 to balance the budget.
- (5) Deficit would be funded out of fund balance available at the beginning of the year.
- (6) The tax rate for 1982 taxes and 1983 taxes was rolled back, resulting in the same level of tax revenues from 1982 through 1984. The projections for 1985-1988 call for a decreasing tax rate and level tax revenues with 1982. If the maximum tax rate of 5.68 mills is levied in 1985-1989 additional tax revenues will be collected as follows:  
 1985 - \$1.2 million  
 1986 - \$1.5 million  
 1987 - \$2.3 million  
 1988 - \$3.1 million  
 1989 - \$3.9 million
- (7) Old Jail facility will be closed in 1987.
- (8) \$480,000 building rental payment is included in this figure each year.

TABLE 2

	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989
<b>LABOR COSTS</b>										
Salary Permanent	\$2,002,681	\$2,737,834	\$3,400,262	\$3,636,003	\$3,660,522	\$3,900,674	\$4,095,708	\$4,300,493	\$4,515,518	\$4,741,294
Salary Part-Time			8,641	6,935	8,206	8,616	9,047	9,499	9,974	10,473
Salary Premium	65,032	114,741	109,491	107,923	107,600	107,730	113,117	118,773	124,712	130,948
Longevity	23,689	36,436	50,014	59,848	80,553	77,040	80,892	84,937	89,164	93,643
Cost of Living	83,516	143,448	198,751	196,493	330,275	409,948	430,445	451,967	474,565	498,293
Court Time	7,505	4,232	2,043	3,993	6,000	6,300	6,615	6,946	7,293	7,658
Overtime	141,286	883,471	664,280	208,939	214,000	200,000	200,000	200,000	200,000	200,000
Subtotal Personnel Costs	<u>2,328,209</u>	<u>3,920,162</u>	<u>4,433,492</u>	<u>4,220,134</u>	<u>4,410,156</u>	<u>4,710,308</u>	<u>4,935,824</u>	<u>5,172,615</u>	<u>5,471,246</u>	<u>5,682,309</u>
Social Security	142,732	250,790	289,772	282,272	310,136	332,077	352,911	369,842	387,619	406,285
Medical Insurance	131,347	211,714	276,759	341,553	393,548	412,899	454,189	499,608	549,569	604,526
Optical Insurance			7,109	14,298	16,543					
Dental Insurance	18,473	35,659	37,423	54,867	64,561					
Life/Health Insurance	86,418	123,973	151,074	155,909	213,043	211,964	222,112	232,768	243,956	255,704
Retirement	281,413	466,057	496,636	419,293	443,929	437,588	444,224	465,535	487,912	511,408
Workers Compensation	78,192	144,297	166,583	160,254	206,762	174,281	182,625	191,387	200,586	210,245
Unemployment	46,962	77,233	87,831	42,287	44,312	47,103	49,358	51,726	54,212	56,823
Subtotal Fringe Benefits	<u>785,537</u>	<u>1,310,223</u>	<u>1,513,187</u>	<u>1,470,733</u>	<u>1,692,834</u>	<u>1,615,912</u>	<u>1,705,419</u>	<u>1,810,866</u>	<u>1,923,854</u>	<u>2,044,991</u>
Subtotal Labor Costs	3,109,746	5,230,385	5,946,679	5,690,867	6,102,990	6,326,220	6,641,243	6,983,481	7,345,100	7,727,300
<b>OPERATIONAL COSTS</b>										
(Services & Supplies)										
Laundry, Building and Uniforms	45,045	105,113	114,519	126,662	118,550	118,550	118,550	118,550	118,550	118,550
Immate Medical	223,837	336,918	298,171	254,123	297,405	297,405	297,405	297,405	297,405	297,405
Food Service	189,057	224,824	206,675	207,808	250,030	250,030	250,030	250,030	250,030	250,030
Staff Training	1,058	6,122	12,757	8,766	13,000	13,000	13,000	13,000	13,000	13,000
Immate Programs	1,401	511	1,540	7,899	3,000	3,000	3,000	3,000	3,000	3,000
Janitorial	71,518	23,817	28,028	34,033	31,000	31,000	31,000	31,000	31,000	31,000
Repairs	8,922	11,731	7,086	11,452	27,900	27,900	27,900	27,900	27,900	27,900
Auto	43,646	36,141	53,432	29,456	32,668	32,668	32,668	32,668	32,668	32,668
Intergovernmental Charges	283,820	552,116	596,331	550,496	549,774	549,774	549,774	549,774	549,774	549,774
Other	34,513	22,100	63,938	34,983						
Out-of-Jail Housing	22,528	203,681	153,018	101,050						
Subtotal Operational Costs	875,740	1,523,144	1,535,515	1,367,098	1,323,327	1,323,327	1,323,327	1,323,327	1,323,327	1,323,327
Capital Outlay	102,609	29,242	44,901	71,919						
TOTAL	<u>\$4,088,095</u>	<u>\$6,782,771</u>	<u>\$7,527,095</u>	<u>\$7,129,874</u>	<u>\$7,426,317</u>	<u>\$7,649,547</u>	<u>\$7,964,570</u>	<u>\$8,306,808</u>	<u>\$8,668,427</u>	<u>\$9,050,627</u>

TABLE #3

LAW ENFORCEMENT AND JUSTICE  
SHERIFF DEPARTMENT - SUMMARY

<u>CLASSIFICATION</u>	1980	1981	1982	1983	1984
<u>GENERAL FUND</u>					
Administration	13	11	9	8	3
Road Patrol	2	0	0	12	12
Detective Bureau	0	7	5	3	2
Security	68	133	138	165	161
Out-of-Jail Housing	0	0	14	0	15
Marine Law	0	1	1	1	1
Subtotal General Fund	<u>83</u>	<u>152</u>	<u>167</u>	<u>189</u>	<u>194</u>
<u>REVENUE SHARING</u>					
Road Patrol	20	0	0	0	0
Detective Bureau	19	0	0	0	0
Subtotal Revenue Sharing	<u>39</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>
<u>ETA</u>					
None					
<u>OTHER</u>					
None					
<u>TOTAL POSITIONS</u>					
Administration	13	11	9	8	3
Road Patrol	22	0	0	12	12
Detective Bureau	19	7	5	3	2
Security	68	133	138	165	161
Out-of-Jail Housing	0	0	14	0	15
Marine Law	<u>0</u>	<u>1</u>	<u>1</u>	<u>1</u>	<u>1</u>
<u>TOTAL POSITIONS</u>	<u>122</u>	<u>152</u>	<u>167</u>	<u>189</u>	<u>194</u>

Source: Genesee County 1984 Operating Budget

TABLE 4

JAIL/COST/DAY/INMATE

1984 POTENTIAL BUDGET

TOTAL: \$8,307,659  
COST/DAY: \$70.03 @ ADP 325  
\$105.86 @ ADP 215

1983 APPROVED BUDGET

TOTAL: \$7,699,433  
COST/DAY: \$64.90 @ ADP 325  
\$98.11 @ ADP 215

1982 COSTS

TOTAL: \$7,107,633  
COST/DAY: \$59.91 @ ADP 325  
\$90.57 @ ADP 215

1981 COSTS

TOTAL: \$6,298,995  
COST/DAY: \$53.69 @ ADP 325  
\$81.16 @ ADP 215

1-ADP = Average Daily Population

Source: Genesee County Criminal Justice System Comprehensive Planning Study, Final Report, HOK 1984

TABLE 5

DESCRIPTION	1A MASTER PLAN	1AP MASTER PLAN REVISED	3A ADDITION AND RENOVATIONS WITH NEW INTAKE	3AP ADDITION AND RENOVATIONS WITH NEW INTAKE PHASED	3B ADDITION AND RENOVATIONS	3BP ADDITION AND RENOVATIONS PHASED
CAPACITY AREA STAFF TIME	425 173,345 152.4 30 Months	304 136,893 135.7 28 Months	420 190,443 167.4 48 Months	336 171,059 156.7 46 Months	419 161,854 173.4 48 Months	336 143,810 162.7 48 Months
Project Cost	\$29,330,330	\$23,818,671	\$28,792,695	\$25,626,690	\$24,296,336	\$21,341,082
Less:						
1. Down Payment	11,500,000	11,500,000	11,500,000	11,500,000	11,500,000	11,500,000
2. Interest Income during Construction Period Net of Interest Payments on Bonds	<u>856,194</u>	<u>1,323,629</u>	<u>(832,204)</u>	<u>(1,699)</u>	<u>383,742</u>	<u>1,240,364</u>
Total Funds to be Used to Offset Project Costs	<u>12,356,194</u>	<u>12,823,629</u>	<u>10,667,796</u>	<u>11,498,301</u>	<u>11,883,742</u>	<u>12,740,364</u>
Net Amount to be Financed	\$16,974,136	\$10,995,042	\$18,124,899	\$14,128,389	\$12,412,594	\$ 8,600,718
Gross Annual Payment	\$ 2,344,056	\$ 1,518,368	\$ 2,502,971	\$ 1,951,070	\$ 1,714,126	\$ 1,187,723
Less:						
Savings/(Deficit) on Operation Costs	<u>405,779</u>	<u>1,339,434</u>	<u>(177,005)</u>	<u>488,766</u>	<u>(216,718)</u>	<u>378,693</u>
NET PAYMENT	<u>\$ 1,938,277</u>	<u>\$ 178,934</u>	<u>\$ 2,679,976</u>	<u>\$ 1,462,304</u>	<u>\$ 1,930,844</u>	<u>\$ 809,030</u>

02/08/84

Source: Genesee County Controller  
Without Millage Roll-Up

TABLE 6

HDR

Project GENESEE COUNTY JAIL STUDY Computer \_\_\_\_\_  
 Subject 1AP AREA/COST SUMMARY Date 1/20/24 Sht \_\_\_\_\_ of \_\_\_\_\_

AREA:

ORIGINAL MASTER PLAN AREA: 173,345 S.F.  
 SCHEME 1AP HOUSING REDUC: 27,912  
 " " PROG. REDUC: 8,540  


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 SCHEME 1AP TOTAL G.S.F. 136,893

COST:

SCHEME 1AP TOTAL G.S.F.  
 ↳ (136,893 S.F.) (\$134/SF) = \$18,343,662

SPECIAL FOUNDATIONS	150,000	
CONNECTION TO COURTHOUSE	536,000	
		<b>\$19,029,662</b> (CONSTRUCTIVE COST)
PARKING	264,000	
FURN. & EQUIP.	1,000,000	
		<b>20,293,662</b>
BONDING & FEES	1,359,675	
		<b>21,653,337</b>
CONTINGENCY @ 10%	2,165,334	
		<b>\$23,818,671</b> (PROJECT COST)

HDR

 Project GENESEE COUNTY JAIL STUDY Computed \_\_\_\_\_  
 Subject STAFFING ANALYSIS Date 1/30/84 Sht. 1 Of 1

## STAFF SUMMARY

SCHEME:

1A

1AP

3A

3AP

3B

3BP

ADMINISTRATION	12	12	12	12	12	12
SUPPORT SERVICES	5	5	5	5	5	5
FOOD SERVICE	7	5	7	5	7	5
MEDICAL	12.4	9.7	12.4	9.7	12.4	9.7
INTERNAL MOVEMENT	6.7	6.7	8.4	8.4	8.4	8.4
COURT MOVEMENT	7	7	7	7	8.1	8.1
VISITOR PROCESSING	3.3	3.3	3.3	3.3	3.3	3.3
CLASSIFICATION	4	4	4	4	4	4
INTAKE	26	26	26	26	26	26
SHIFT CONTROL	16.7	16.7	18.4	18.4	18.4	18.4
HOUSING	51.7	39.8	57.3	49.6	65.6	59.6
RECREATION	-	-	8.3 <sup>①</sup>	8.3 <sup>①</sup>	3.3	3.3

② TOTALS: 152.4 135.7 169.4 156.7 173.4 162.7

① INCLUDES FLOOR CONTROL.

② SECURITY STAFF ROUNDED TO WHOLE NUMBERS; FRACTION REPRESENTS PART-TIME NURSE.

10:05 MID-STATE #402

NEW JAIL FACILITY  
HENNINGSON, DURHAM & RICHARDSON PROJECTIONS

Genesee County Controller

	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>
<b>LABOR COSTS</b>						
Salaries	\$2,578,300	\$2,707,215	\$2,842,576	\$2,984,705	\$3,133,940	\$3,290,637
Overtime	257,830	270,722	284,258	298,471	313,395	329,064
Other Compensation	102,600	107,730	113,117	118,773	124,712	130,948
Court Time	6,000	6,300	6,615	6,946	7,293	7,658
FICA	219,155	221,076	232,129	243,736	255,923	268,719
Fringe Benefits	1,283,044	1,345,006	1,412,256	1,482,869	1,557,013	1,634,864
Subtotal Labor Costs	<u>4,446,929</u>	<u>4,658,049</u>	<u>4,890,951</u>	<u>5,135,500</u>	<u>5,392,276</u>	<u>5,661,890</u>
<b>OPERATIONAL COSTS (Supplies &amp; Services)</b>						
Laundry, Building, Uniforms	74,678	74,678	74,678	74,678	74,678	74,678
Inmate Medical	486,750	486,750	486,750	486,750	486,750	486,750
Food Service	283,800	283,800	283,800	283,800	283,800	283,800
Staff Training	12,450	12,450	12,450	12,450	12,450	12,450
Inmate Programs	21,190	21,190	21,190	21,190	21,190	21,190
Janitorial	37,642	37,642	37,642	37,642	37,642	37,642
Repairs	12,000	12,000	12,000	12,000	12,000	12,000
Auto	57,800	57,800	57,800	57,800	57,800	57,800
Intragovernmental Charges	439,644	439,644	439,644	439,644	439,644	439,644
Subtotal Operational Costs	<u>1,425,954</u>	<u>1,425,954</u>	<u>1,425,954</u>	<u>1,425,954</u>	<u>1,425,954</u>	<u>1,425,954</u>
<b>TOTAL</b>	<u>\$5,872,883</u>	<u>\$6,084,003</u>	<u>\$6,316,905</u>	<u>\$6,561,454</u>	<u>\$6,818,230</u>	<u>\$7,087,844</u>