

MFI

# Illinois Jails

## STANDARDS COMPLIANCE ASSESSMENT

94961

COMMISSION TO STUDY  
PROBLEMS



U.S. Department of Justice  
National Institute of Justice

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*And, finally, recognition is made of two individuals without whose tireless efforts the following Report would not have been published: Rosemary Lagana and Cathy Nash.*

ILLINOIS JAILS STANDARDS COMPLIANCE ASSESSMENT

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PURPOSES OF STUDY

Since 1971, the State of Illinois has had jail standards which prescribe basic requirements which counties must fulfill in order to provide an adequate local jail. The Bureau of Detention Standards and Services (BDSS) within the Illinois Department of Corrections (IDOC) developed these comprehensive minimum standards, which were then authorized by statute. The BDSS conducts periodic inspections of all county jails in the State, and may request the IDOC Director to petition the courts to close any jail which fails to comply with the standards. However, statutes require only that counties which fail to comply with the standards be so notified. In practice, variances are frequently granted to non-compliant jails when undue "hardship" is claimed; these can often be extended if the county shows a "good faith effort" to achieve compliance.

One of the primary motivations for development of jail standards in Illinois (as well as in other states) was the "deplorable"<sup>1</sup> condition of most jails in the State. As of 1979, 46 states had adopted jail standards; however, less than half of these had established an agency to inspect local facilities and enforce the standards. State standards are usually seen as a means of providing counties with incentive to improve jail conditions without challenging the tradition of counties' responsibility for jails.

In Illinois, there has in fact been a surge of both new jail construction and renovation of existing jails since 1970, as documented by the BDSS and the Illinois Capital Development Board.<sup>2</sup>

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<sup>1</sup>Henderson, et. al. Strategies for Implementing Jail Standards/Inspection Programs. Institute for Economic & Policy Studies, Inc., Correctional Economics Center, February, 1981, p. 119.

<sup>2</sup>Regional Jails in Illinois. Illinois Capital Development Board, Program Services Unit, May, 1980, p. 18.

County Jail Average Daily Population  
(Excluding Cook County) by Construction  
Status, FY 78

<u>Construction Status</u>	<u>Average Daily Population</u>	<u>Percentage</u>
Under Construction or Constructed Since 1970 (29 Counties)	932	46.5%
Tentatively Planning Construction (14 Counties)	599	29.9%
Renovated Since 1970 (31 Counties)	201	10.0%
Others (23 Counties)	272	13.6%
Total Average Daily Population (Excluding Cook County)	2,004	

Over 75% of Illinois' counties have made or are planning some improvement in their jail facilities during the past decade. While the BDSS jail standards and enforcement practices may not be the sole cause, it was undoubtedly a contributing factor; most jails built in Illinois during the past decade are substantially in compliance with BDSS standards, if not those of the American Correctional Association (ACA) and other national professional groups.

Although the primary purpose of this Study was to evaluate the extent to which Illinois' jails comply with State standards, widely-accepted national standards were also applied to the assessed jails. While such standards are not legally binding on Illinois counties (excepting insofar as BDSS standards concur with national sources), there are several persuasive reasons for incorporating the most comprehensive and demanding standards available into this compliance evaluation. Many local officials have in the past found themselves in the unenviable position of having constructed a new jail which fully complies with previously accepted minimum requirements on the national level, but which does not comply with newly drafted jail standards. Although these national

standards for correctional facilities have been in a state of flux and rapid evolution over the past decade, the basic requirements as specified by national standard-setting groups seem to have crystallized in recent years, and, reinforced by federal court precedents and opinions, they seem quite likely to remain stable, both in scope and content, for the foreseeable future. Therefore, the sense of futility often felt by counties regarding the task of achieving compliance with protean jail standards should be a thing of the past. If Illinois jails can achieve substantial compliance with the essential standards of national groups (particularly ACA and the American Public Health Association, APHA) then they will possess jails which will continue to be exemplary (and immune to lawsuits) for many years to come. On a very pragmatic level, another advantage of using national standards as well as those of the BDSS is the greater architectural specificity of the former. Although there are nearly 500 separate BDSS standards, very few of them discuss facility characteristics and space necessary to accommodate the programs and administrative policies which they recommend. Therefore, in order to conduct a comprehensive facility evaluation as a part of this Study, it was necessary to utilize standards from national sources to complement the programmatically-focused BDSS standards.

Therefore, the primary purposes of this Study have been:

1. To assess the extent to which Illinois' county jails currently comply with both State and national standards for jail facilities and programs.
2. To estimate the resources required to bring Illinois' jails into full compliance with these standards.
3. To suggest methods of achieving standards compliance, with particular emphasis on potentials for collaboration of counties with each other and with the State of Illinois.

In the following pages, the methods utilized, the general findings, and the central recommendations resulting from this Study are discussed.

2

#### METHODOLOGY

To assess the current level of standards compliance of Illinois' jails, the ideal approach would of course involve a detailed study of all 98 jails now in operation. However, given limited funds and time constraints, it was necessary to select the representative sample of Illinois' jails which are included in this Study.

The criteria used to select this 20-county sample included:

1. The age of the county's jail facility.
2. The size of the county's general population.
3. The size of the county's average daily inmate population, and the proportion which are pretrial.
4. The location of the county, particularly with regard to judicial district.
5. The number and type of non-compliances with IDOC/BDSS standards attributed to the county's jail by that agency.

Another factor which influenced the selection process was the availability of inmate profile data; six counties had been recently surveyed by the consultants to obtain such data for the Illinois Counties Criminal Justice Financial Study. Since this type of information is desirable for purposes of this standards compliance Study as well, it was deemed appropriate that these six counties be included as part of the 20-county sample (as noted subsequently). Other factors which were taken into account in selecting the 20 counties to be studied were proximity to State correctional institutions, and the presence of any innovative programming or design concepts within the jail.

The final 20 counties which were selected are listed on the following page, and are highlighted on the accompanying map. They represent 80% of the total county inmate population of the State, using 1980 IDOC data. Nearly every judicial district is included, and general county populations range from under 10,000 to over 200,000 (Cook County is, of course, the largest). The oldest jail included in the Study was opened in 1854 (in Livingston County), while the newest was opened in 1980 (in Champaign County). The average daily inmate population of the 20 counties ranges from a low of four in Gallatin County to a high of nearly 5,000 in Cook County. Some of the jails

COUNTY SELECTION CRITERIA

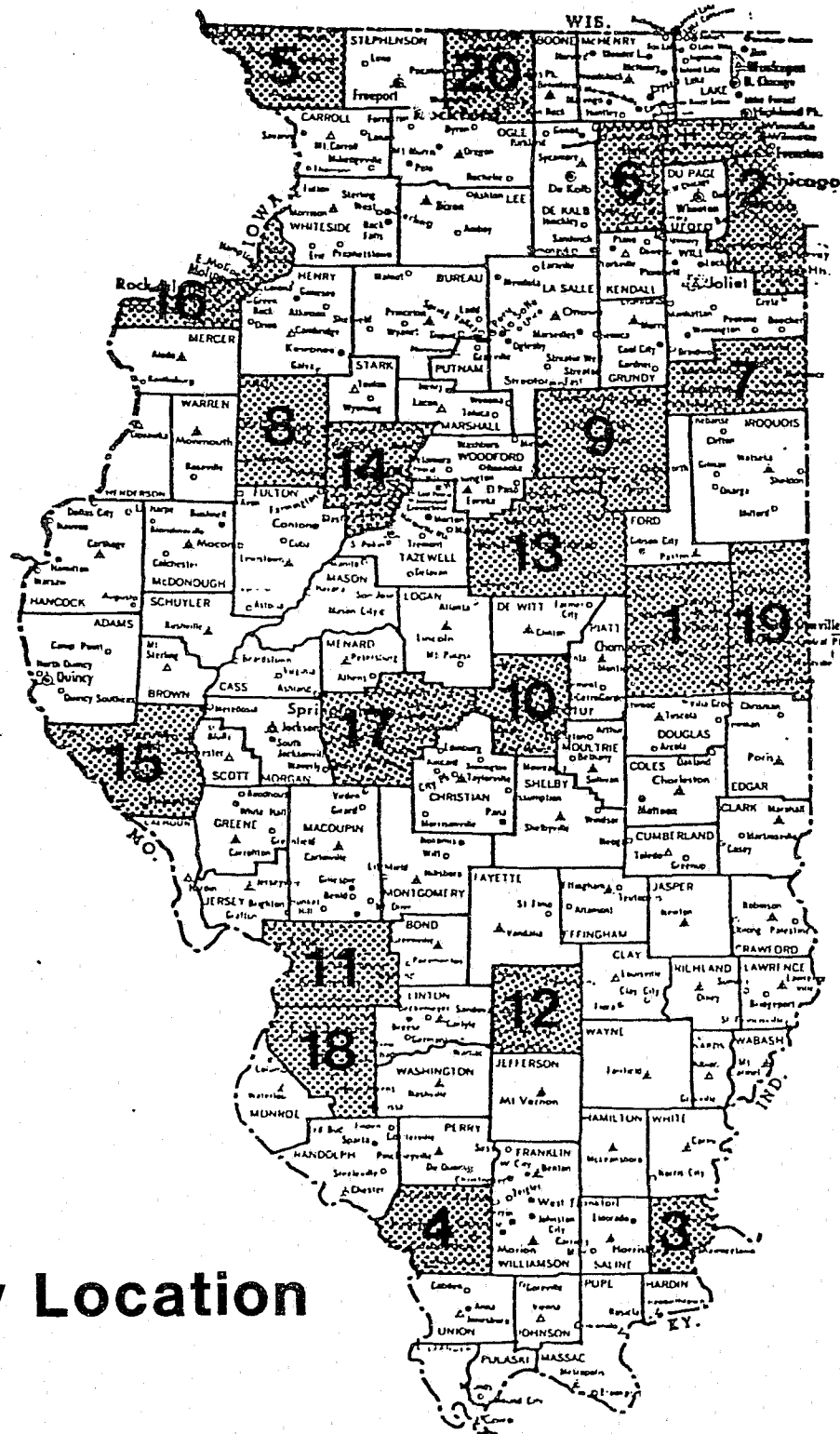
			IDOC				
	Judicial	Date	Non-Compliances:	Capacity/ADP	County	Percent	
	District	Construction/ Renovation	Administrative- Operation-Building		Population (in thousands)	Pretrial	
Champaign	c	6	1980	0-0-0	72/72	80-200	78
Cook	a			35-21-24	5,237/4,600	200+	88
Gallatin		2	1940/1972	8-2-3	14/4	Under 10	99
Jackson		1	1926	10-1-7	64/23	40-80	90
Jo Daviess		15	1977	1-0-0	23/10	10-40	40
Kane	a	16	1975	0-0-0	104/101	200+	77
Kankakee	b	12	1855/1971	9-0-0	109/168	80-200	84
Knox	a	9	1977	1-0-0	46/24	40-80	75
Livingston	a	11	1854	4-2-7	36/29	40-80	73
Macon	a	6	1938	7-4-7	102/70	80-200	90
Madison	b	3	1980	1-1-2	114/71	200+	90
Marion	a	4	1966	5-1-4	39/11	40-80	90
McLean	b	11	1977	12-2-4	82/76	80-200	93
Peoria	b	10	1915/1973	1-2-7	244/142	80-200	80
Pike		8	1870/1972	3-2-6	14/11	10-40	53
Rock Island		14	1920	4-1-7	117/68	80-200	88
Sangamon		7	1960	2-1-3	118/100	80-200	94
St. Clair		20	1971	2-0-2	238/210	200+	98
Vermilion	b	5	1976	6-0-0	115/53	80-200	58
Winnebago	b	17	1977	0-0-1	180/130	200+	68

a - Part of six-county inmate profile survey.  
 b - Completed inmate profile for this Study.  
 c - Compatible data already compiled.



COUNTY

1. Champaign
2. Cook
3. Gallatin
4. Jackson
5. Jo Daviess
6. Kane
7. Kankakee
8. Knox
9. Livingston
10. Macon
11. Madison
12. Marion
13. McLean
14. Peoria
15. Pike
16. Rock Island
17. Sangamon
18. St. Clair
19. Vermilion
20. Winnebago



20 County Location

included in this sample are reported by BDSS to be in full compliance with State standards, while others have numerous administrative, operational and/or building deficiencies according to these standards. Thus, it is likely that this 20-county sample represents the range of strengths and weaknesses present in Illinois' county jails, as well as the variety of community and criminal justice contexts within which these jails must operate. Given this, it is appropriate to generalize from knowledge of these representative jails to make summary recommendations for Illinois county jails as a whole. Summary findings and recommendations are discussed in subsequent Sections.

Following selection of the 20-county sample, the consultants initiated site visits to all of the counties. During these visits, several types of information was collected and/or requested.

1. An architectural assessment of the facility (including both its design and condition) using a compilation of both State and national standards (see the sample Standards Assessment form, Appendix B).
2. Jail program descriptions and staffing patterns.
3. Inmate population characteristics:
  - a. Number of admissions and releases,
  - b. Average daily count,
  - c. Pretrial/post-trial breakdown,
  - d. Profile data (obtained either from existing sources or from an exit survey done for this Study; not all counties were able to participate in this phase of the Study). The survey form is included as Appendix C.
4. Operating costs (see Appendix D for suggested format).
5. Criminal justice system policies which affect the jail inmate population.
6. Any plans for future changes in the county's jail facility, programs and/or staffing.

Staff of the jail, and where possible, the Sheriff and other county officials, were interviewed to obtain their views and to validate information collected from other sources.

Following the site visits, a summary evaluation was prepared for each county, and was submitted in draft form to each county for verification. Sheriffs and jail staff thus had the opportunity to review the information and evaluations which are included for their counties' jails in the latter half of this Report. If the initial draft was shown to be incomplete and/or inaccurate, necessary revisions have been incorporated in both programmatic and architectural discussions.

Other sources of information which were consulted include, of course, the IDOC/BDSS annual jail inspection reports (particularly those for FY 1978-80), and the IDOC computerized information system, which provided data on the number of inmates committed from each of the 20 counties to State facilities. The State census agency provided county-based general population projections, by age group, through the year 2025. Studies and reports on Illinois counties recently completed by other groups were also utilized, including:

- \* "Criminal Justice Expenditures of Illinois Counties", Illinois Law Enforcement Commission (ILEC), 1979.
- \* "Illinois Counties Criminal Justice Financial Study", Arthur Young & Company, 1980.
- \* "Illinois Counties Inmate Profile", Moyer Associates, Inc., 1980.
- \* "Regional Jails in Illinois", Program Services Unit, Capital Development Board, May, 1980.
- \* "Strategies for Implementing Jail Standards/Inspection Programs", (includes Appendix on Illinois) Institute for Economic & Policy Studies, Inc., Correctional Economics Center, February, 1981.

Numerous other articles and publications relevant to jail standards (particularly those of the American Correctional Association, the American Public Health Association, the American Medical Association, the American Bar Association, and the American Library Association), as well as those which describe and evaluate various strategies for local jail improvements which have been attempted in other jurisdictions, have been extensively drawn upon in formulating both the assessments and recommendations which are outlined in the following Sections.

#### THE CURRENT STATUS OF ILLINOIS' COUNTY JAILS

There are 98 county jails in operation in the State of Illinois; four counties have no jails (Scott, Edwards, Brown and Johnson). The Sheriff of each county is responsible for the operation and maintenance of the jail. The jail budget is usually part of the Sheriff's overall budget, which is under the authority of each county board. The total cost of operating the county's jail is, therefore, sometimes difficult to determine since line items under other Sheriff's or general county budget categories (e.g., maintenance or utilities for county buildings) may well include costs associated with the jail. As part of this Study, the counties were requested to compile a complete estimate of their operating costs. The accompanying Table summarizes the results.

Not every county was able to utilize the cost estimating method described in Appendix D, but most of the reported figures reflect at least the minimum per inmate per day cost of operating these jails. Average correctional officer salaries are included as a further point of comparison; generally, in those counties where correctional officer salaries are higher, per diem costs are correspondingly higher. Since about 75% of most jail operating budgets is devoted to personnel costs, this association is not surprising. In this context, although the current average per diem costs for 17 representative counties (excluding the highest and lowest, and the one for which costs data is not available), as reported, is \$27, this does not necessarily reflect the cost of operating a fully standards-compliant jail in Illinois. A more realistic estimate of current costs for a well-staffed, fully programmed jail which is operating at capacity is likely to be in the vicinity of Champaign County's \$35 per diem (or perhaps Kane County's \$30). This translates to an average annual cost of \$12,775 per inmate (using \$35). The high probability that this cost will grow is a persuasive reason for counties to limit the number of persons detained to those who must be incarcerated to ensure public safety and/or their appearance at trial.

JAIL OPERATING COSTS

COUNTY	PER DIEM COST	ANNUAL AVERAGE CORRECTIONAL OFFICER SALARY*
Champaign	\$35	\$17,337
Cook	\$23	
Gallatin	\$38	
Jackson	\$22	\$12,000 (starting)
Jo Daviess	\$31	
Kane	\$30	\$17,500
Kankakee	\$17	\$ 9,800
Knox	\$28	\$12,000
Livingston	\$11	\$14,000
Macon	\$21	\$ 9,700
Madison	\$25	\$18,300
Marion	\$74	
McLean	\$30	\$14,500
Peoria	\$25	\$16,135
Pike	\$18	\$ 7,900
Rock Island	\$25	
Sangamon	\$22	\$10,397
St. Clair		
Vermilion	\$30	\$13,056
Winnebago	\$35	\$12,000

Average, excluding high and low: \$27

\*Unless otherwise noted, this figure is the average of starting and top salaries for all ranks of correctional officers.

SEE NOTE ON FOLLOWING PAGE.

NOTE: The majority of jail operating costs were arrived at through use of the Jail Operating Cost Analysis method developed by the consultants. This method results in the identification of jail costs in a reliable and accurate manner. Certain counties, due to shortage or absence of accounting staff, or up-to-date records, were unable to utilize the jail cost analysis method. These counties arrived at their reported cost information through various estimating processes, rendering their reported figures somewhat less accurate. Based on the variety of methods through which cost figures were obtained, it is more than likely that the average or mean operating cost figure is reliable, while certain extremely high or low reported costs should be viewed cautiously.

The following Table summarizes the number of persons processed through these jails during FY 1980 (according to the BDSS annual report).

County	Capacity	Average Daily Population	Average Jail Days Per Inmate	Total Jail Days
Cook	5,237	3,811 (61%)	14	1,390,874 (61%)
19 Other Study Counties	1,876	1,179 (19%)	10	503,238 (22%)
78 Other Jails	2,359	1,284 (20%)	8	395,710 (71%)
TOTAL	11,348	6,274		2,289,822

Ninety percent of the admissions to jails statewide were male (93% in Cook County). Twenty percent of the total jail-days statewide were spent by sentenced inmates, who comprised a similar percent of the average daily population; in Cook County, only 12% of all days were spent by sentenced inmates.

In nearly all of the 14 counties for which inmate profile information could be obtained, there was evidence to indicate that some savings in bed-space or in inmate jail-days could be achieved through modifications in criminal justice policies or practices. In general, the following equation describes the relationship between average daily inmate population, number of admissions, and their average length of stay.

$$\text{AVERAGE DAILY POPULATION} = \frac{\text{ANNUAL ADMISSIONS X AVERAGE STAY (in days)}}{365 \text{ DAYS}}$$

Several factors in turn influence admissions and length of stay, as listed below.

**JAIL ADMISSIONS**

**INFLUENTIAL VARIABLES**

ALL INMATES

- age-group general population composition
- unemployment rate
- crime rate
- arrest rate
- citation/release rates

SENTENCED INMATES ONLY

- conviction rate
- sentencing statutes and practices

**AVERAGE LENGTH OF STAY**

PRE-TRIAL INMATES

- release policies and practices
- court processing time
- diversion policies and practices

SENTENCED INMATES

- sentencing statutes and practices

Not all of these factors can be readily modified by criminal justice decision-makers, and most are beyond the administrative control of the Sheriff's Department. However, it is essential that all who have authority over any of these policies (citations, pretrial release and diversion, court processing schedules, and sentencing statutes and practices) understand the impact which they can have on the jail inmate population.

The wide variation among counties in inmates' length of stay (see following Table), in their means of obtaining release (Table follows), in their utilization of work release and weekend sentencing options, and in the degree to which the counties commit short-sentenced inmates to State facilities, indicates that there is considerable policy flexibility in these areas. In examining the practices of individual counties, it seems apparent that the population of a county's jail is often more dependent on the operation of law enforcement and judicial discretion than upon either the prevailing crime rate or the objective characteristics of arrestees/inmates. An additional factor which seems to affect both jail and State prison use in several counties, particularly for sentenced misdemeanants, is the condition/age of the jail: older, more crowded facilities generally house fewer sentenced and work release inmates. While this reflects a judicial awareness of security and programming problems faced by these jails, this also indicates that these counties apparently are able to sentence proportionately fewer misdemeanants to incarceration without endangering the public. This observation should, of course, be accompanied by further study to ascertain characteristics of those who now receive alternative sentences (especially probation) in the various counties; this would provide further insight into the rationale for variations in sentencing practices across counties and judicial districts.

There is a similar diversity in age and condition of county jail facilities in Illinois. The following map, updated from one prepared by the Capital Development Board, shows the relative ages of county jail facilities across the State. The 20 counties included in this Study are highlighted. As noted previously, many counties have constructed new jail facilities since 1970, or have renovated their existing jails. Of the 20 jails studied, ten were constructed during the past decade (excluding Cook County, which added new buildings during that period); two others were renovated to some extent, and at least three were planning some construction. Thus, some changes were accomplished, underway or at least planned in the majority of counties studied.

LENGTH OF STAY  
(Cumulative/in %)

County	0-4hrs	4-8	8-12	12-18	18-36	36-48	2-7 days	≥7 days
Champaign		50			73			
Cook						42	61	100
Jackson	15	26	33	54	63	45	96	100
Kane			57			77	90	100
Knox			55			74	84	100
Livingston			43			63	76	100
Macon			51			62	78	100
Madison	52	67	77	85	96		100	100
Marion			5			37	64	100
McLean	33	53	64	72	74	77	84	100
Peoria	71	81	87	95	98	100	100	100
Vermilion*	3	7	8	28	36	46	85	100
Winnebago	52	58	63	75	79	81	91	100

\* This distribution is apparently due to retrospective data collection, biased toward inmates staying longer, rather than collecting information on every releasee over a given time period.

MEANS OF RELEASE (in %)

County	Charges Dismissed	Cash Bond	Cash Bond to Court	ROR	Conditional Release	Completed Sentence
Champaign	6.3	12.5	33.5	27.3	.5	7.9
Cook	-	-	-	-	-	-
Jackson	10	42	4	10	4	10
Kane	4	2	29	45	3	12
Knox	2	25	27	15	2	19
Livingston	2	-	49	18	2	18
Macon	6	49	9	20	1	7
Madison	4	58	2	19	2	6
Marion	8	16	12	12	-	4
McLean	8	2	72	4	-	9
Peoria	-	76	-	18	2	-
Vermilion	9	-	12	41	8	2
Winnebago	1	-	62	6	3	26

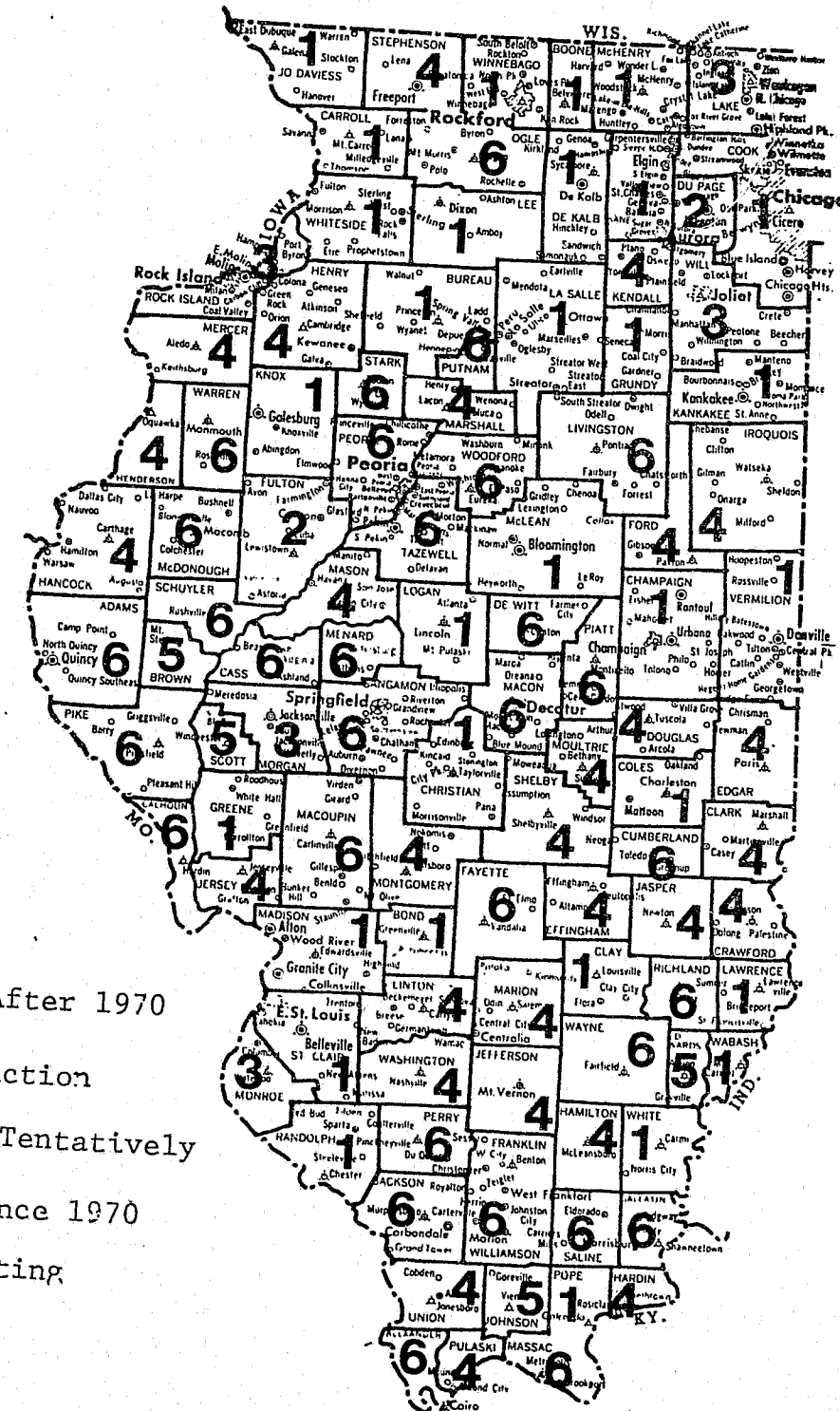
COUNTY INMATES IN STATE FACILITIES, 1981

County	Inmates in State Facilities	Sentence 2 years	Total (Jail & State Sent.) ≤ 2 yrs	Projected Total (year 2000) Sentence ≤ 2 yrs
Champaign	221	28	56	53
Cook	8233	412	964	737
Gallatin	11	1	1	1
Jackson	49	1	4	4
Jo Daviess	4	-	3	3
Kane	155	19	43	56
Kankakee	88	2	18	17
Knox	61	11	26	21
Livingston	40	2	20	19
Macon	208	38	51	44
Madison	317	34	49	40
Marion	25	3	7	8
McLean	112	7	55	48
Peoria	352	31	103	88
Pike	5	1	7	6
Rock Island	117	11	32	26
Sangamon	355	13	39	35
St. Clair	230	9	31	26
Vermilion	113	3	25	21
Winnebago	286	15	57	48
	10,982*	641**		

\* Represents 84% of all inmates (13,076) in state facilities  
 \*\* Includes misdemeanants

1982

County Jail Construction Status





However, to keep this in perspective, it must be noted that nearly one-half of the 98 jails in Illinois were built before 1930, and almost one-fourth were constructed in 1900 or earlier. Thus, in this sense, the 20 jails studied are not the "modal"\* Illinois county jail, as described by the Institute for Economic and Policy Studies, Inc.:

"A hypothetical description of a county jail in the state would likely be seen as the following: rural jail with a deteriorating physical plant and a capacity of less than fifty inmates. Typically, the facility would be around fifty years old and operating at less than capacity. This jail would most likely be in noncompliance with ten to twenty percent of the standards. From an organizational standpoint, the jail would be run by one of the officers whom the Sheriff has designated to be in charge, rather than an independently appointed jail administrator."<sup>1</sup>

The Capital Development Board further points out that "county jails which have made capital improvements (or plan to do such) are those with relatively high average daily populations".<sup>2</sup> (See Table on Page 2.) Thus, by selecting 20 counties which together house 80% of the average daily jail population of Illinois jails, this Study has focused upon those counties which are most likely to have initiated physical plant improvements in response to the requirements of jail standards.

Thus, since proportionately fewer of the 20 counties studied are still in need of extensive physical plant improvements, the total capital resources required to upgrade all 98 Illinois jails are likely to be proportionately greater than this 20-county estimate would seem to indicate. That is, although 80% of jail inmates are housed in these 20 counties, the capital resources required to bring them into compliance with standards likely represent significantly less than 80% of the total capital needs to bring all Illinois jails into compliance with standards.

\* Most frequently occurring.

<sup>1</sup>Henderson, et. al. Strategies for Implementing Jail Standards/Inspection Programs. Institute for Economic & Policy Studies, Inc., Correctional Economics Center, February, 1981.

<sup>2</sup>Regional Jails in Illinois. Illinois Capital Development Board, Program Services Unit, May, 1980, p. 18.

Given this cautionary framework, it is still essential to estimate the capital resources required to bring all of the 20 counties' jail facilities into full compliance with State and national standards. This total, which is supported by separate figures in each county narrative, is estimated to be approximately \$63,815,000 (in current dollars).

ESTIMATED CAPITAL DEVELOPMENT REQUIREMENTS\*

<u>County</u>	<u>Capital Requirements</u>
Champaign	none
Cook	\$35,000,000
Gallatin	\$ 250,000
Jackson	\$ 1,500,000
Jo Daviess	none
Kane	none
Kankakee	\$ 340,000
Knox	\$ 300,000
Livingston	\$ 1,750,000
Macon	\$ 4,000,000
Madison	none
Marion	\$ 255,000
McLean	none
Peoria	\$ 8,520,000
Pike	\$ 800,000
Rock Island	\$ 4,100,000
Sangamon	\$ 7,000,000
St. Clair	none
Vermilion	none
Winnebago	none
<b>TOTAL CAPITAL COST:</b>	<b>\$63,815,000</b>

In order to arrive at estimated capital costs for each county, the consultants utilized standardized or average construction cost figures in any county where capital costs were required to achieve standards compliance. Use of a standardized construction cost allows for the development of preliminary cost estimates in each jurisdiction.

Based on the objective nature of these cost estimates, they should be used only as preliminary figures, to show the variation of capital cost requirements across counties, and the potential scope of capital cost investment required to achieve full standards compliance. Actual building cost will vary from county to county, not only because of the scope of work, but also because of variations in local materials costs, site conditions, labor, efficiency of design and other such factors.

\* See Appendix A for population projections guidelines.

In all cases where capital developments are indicated as being necessary, a detailed feasibility, architectural, and population projection\* study should be done to define the exact scope of work required. In no case should these preliminary estimates be construed as actual renovation or construction costs for a particular county. Actual costs will vary considerably due to the factors cited on the preceeding page.

The accuracy of this estimate is conditioned on the assumption that replacement facilities (where needed) and renovations will be efficiently designed and normatively constructed. This estimate includes only the cost of upgrading the jail facility to meet each county's current needs (see Appendix A); in counties where a law enforcement facility and/or a regional jail are optional approaches, the costs of these additional facility components have not been included in this estimate.

Facility deficiencies in most counties' jails are usually associated with programmatic deficits, due to a chronic lack of adequate or appropriate space in which to provide programs and services to inmates. Even though a substantial proportion of Illinois counties' inmates are pretrial detainees, whose service needs are much more limited than those of sentenced inmates, any jail which houses sentenced inmates is obligated by applicable standards to provide them with a range of program opportunities. One of the most serious deficits found in many of the jails studied is the lack of opportunity for active recreation. Other facility-related program deficiencies observed in several jails include: limited numbers of available work assignments (due to a lack of sufficient segregation space for inmate trustees); limitations on public and attorney visiting; lack of education and training programs; and relatively meager library resources. In some facilities, even basic medical care is circumscribed by lack of adequate and appropriate space for medical programs. Most jails make little or no use of community volunteers, and have limited interactions with other community agencies which might be capable of providing services to inmates (e.g., public schools, mental health centers, vocational training and placement agencies).

It must be noted that the lack of successful interaction between correctional agencies and community programs is not the fault of corrections administrators alone. Mental health programs in particular are an example of the lack of cooperation that can

\*See Appendix A for population projection guidelines.

occur between corrections and community programs. In almost all counties surveyed, the opinion of the correctional administrators was that mental health programs and officials were generally unsympathic or uncooperative in dealing with inmates referred for services. What part correctional agencies have in this inappropriate interaction and what part the mental health agencies have is undetermined. What is most important, however, is that these two systems need to interact on a very positive and effective level if inmate mental health needs are to be met. This creative interaction is not now occurring in most Illinois counties. While this Study does not have a mandate to analyze such community program interaction in depth, it is nonetheless suggested that such an analysis take place to effect improvement in the communication between corrections and mental health agencies.

With the exception of religious/spiritual counselors (both lay and ministerial), a few outside groups are involved in providing services to inmates on a regular basis; this can be traced in large part to facility-based security deficiencies, as well as the general lack of program space. Although facility inadequacies are a primary cause of present program deficiencies in many Illinois jails, they are not the sole cause. The existence of adequate space for program activities does not by itself ensure that programs and services will be provided. Lack of sufficient numbers of appropriately trained staff can even more severely limit the extent to which even exemplary physical facilities can be utilized to provide inmates with productive activities.<sup>3</sup> Therefore, it is essential that counties provide for an adequate number of professionally trained corrections staff, and that the counties thoroughly explore and creatively utilize all the available community-based program resources for inmate services.

In summary, there are few, if any, Illinois county jails which are in full compliance with State and national standards for jail facilities and programs. Given that compliance with these standards is a desirable goal, it is essential that a long-range strategy to achieve this goal in the face of current severe resource limitations be developed. One of the first steps in developing such a strategy is to assess the extent of existing deficiencies of Illinois jails in relation to the standards, which is, of

<sup>3</sup>For example, an arts and crafts activity room in the Champaign County jail is currently unused due to lack of personnel to operate and supervise it, while an exemplary indoor gymnasium in the Vermilion County jail is similarly unused due to lack of staff to supervise inmates using it.

course, the central purpose of this Study. Once this evaluation has been performed, the next essential task is to prioritize, on a statewide and/or regional basis, the counties' level of need for improvement. As this Study has documented, there is a wide variation in the extent to which Illinois' county jails comply with facility and program standards. In addition, compliance with some standards is obviously more immediately crucial to the safe, humane and secure operation of a jail than is compliance with others.

For purposes of this Study, a preliminary classification of the 20 counties studied has been developed. The matrix on the following page places each of the 20 counties in one of three need levels (high, medium, and low) along the two primary dimensions: facility and programs/staffing. If similar evaluation were to be performed for the remaining 78 counties, it would be feasible to place them in this needs matrix by applying the criteria described below.

To classify the county jails according to their level of need for facility improvements, the following criteria were used:

1. General facility condition (age, condition of mechanical/electrical/plumbing systems).
2. Site characteristics (size, proximity to courts, expansion potential).
3. Functional characteristics:
  - a. Life safety features (for fire prevention and suppression, and building evacuation);
  - b. Perimeter and control point security provisions;
  - c. Support areas (kitchen, laundry, maintenance, storage);
  - d. Inmate housing (especially, the ability to segregate each security classification category, and for special medical and mental health needs);
  - e. Inmate program space (including recreation, visiting, medical);
  - f. Administrative (including staff offices, lockers and lounge, records); and,
  - g. Public areas (including waiting room/lobby, toilets).

In general, those facilities which were assessed as seriously deficient in relation to the criteria listed first were rated as being in the greatest need of improvement. These

# Priority Needs Assessment

PROGRAM/STAFF

HIGH

MEDIUM

LOW

HIGH

GALLATIN  
JACKSON  
LIVINGSTON  
PEORIA  
PIKE  
ROCK ISLAND  
SANGAMON

MACON

MEDIUM

KNOX

MADISON  
MARION  
ST. CLAIR

FACILITY

LOW

KANKAKEE  
VERMILION

CHAMPAIGN  
COOK  
JO DAVIESS  
KANE  
McLEAN  
WINNEBAGO

criteria are listed roughly in order of importance and/or remediableness; characteristics listed first are those which are either most essential to secure and safe jail operation (for inmates and staff, as well as the public) or are the most difficult or expensive to remedy if deficient.

Criteria used to categorize jails as to their level of need for improvement in programs/staffing include:

1. The number of staff available (in relation to type of posts and number/type of inmates).
2. Salaries/qualifications of staff (in comparison to deputies, and to other comparable county jails).
3. Type and quality of programs and activities provided, including:
  - a. Medical/dental/food services
  - b. Recreation, passive and active
  - c. Visiting/telephone access
  - d. Library services
  - e. Work assignment/work release
  - f. Religious
  - g. Education/vocational training
  - h. Counseling/mental health treatment.
4. Classification systems/separation of inmate types (related to facility character).
5. Availability and level of use of pretrial release programs.
6. Equal access of male and female inmates to programs, services and activities.
7. Quality of inmate record-keeping/retrievability of information.
8. Development of liaisons with community service individuals and agencies (e.g., barbers, libraries, schools, hospitals, substance abuse and mental health programs).

As with the facility criteria, these program/staff factors are listed roughly in order of their importance to the safe and effective operation of a jail. County jails rated as deficient in relation to criteria near the top of the list are more likely to be evaluated as having a high need for improvement in their programs and staffing.

It is apparent that the 20 counties studied tend to cluster at the extremes; six counties are rated as low need, both architecturally and programmatically, while seven are rated as high need along both dimensions. The extreme interdependence of program

adequacy and facility characteristics is indicated by the absence of any jails rated as having high or medium facility needs but low program/staff needs; if the facility is significantly deficient, it is likely that programming and staffing will also be inadequate. Similarly, it is likely that a jail facility which is standards-compliant will provide at least partially adequate staff and program opportunities (hence the lack of counties with low facility needs and high program/staff needs).

If the other 78 counties' jails were evaluated using the previously outlined criteria, it is likely that a larger proportion of these jails would fall into those portions of the matrix which indicate high staffing/program and/or facility needs. The 20 counties selected for this Study encompass the full range of jail size, age, and conditions which can be observed in Illinois, but since most of the urbanized counties in the State are included in this sample, the proportion of new jails is greater than among the remaining 78 predominantly rural counties. However, even though the percentage of high- versus low-need jails observed in the sample cannot be generalized across the State, it is important to recall that the 20 Study counties house over 80% of jail inmates in Illinois. Therefore, if total standards compliance were to be achieved only in these 20 counties, fully 80% of inmates would be housed in safe, secure and humane jail facilities.

There are at least three options open to Illinois counties in relation to achieving jail standards compliance.

1. They can choose to take no action, and risk the possibility of court suits, inmate disturbances and/or even loss of life which could result from continued non-compliance.
2. They can individually take action to meet their own detention needs for the county's pretrial detainees and sentenced inmates.
3. They can explore the potential for collaboration with each other and/or with the State, and develop strategies for sharing resources which would collectively achieve full standards compliance, and could help the counties and the State to resolve mutual problems of scarce resources and pressing corrections system needs.

Obviously, the first option is, in the long run, the least desirable, albeit seemingly the least costly. Actual expenses associated with this option may in fact exceed the cost of taking preventive action, since court suits and the other possible negative consequences of inaction are all likely to incur substantial costs, both fiscal and human. The implications, including estimated costs, of each county pursuing the second strategy, i.e., individual resolution of standards compliance deficiencies, are discussed in some detail in each county narrative in Section 5 of this Report. For some counties which are close to full compliance with standards, this option may well be the most logical, since capital and other resources required for these counties to attain full compliance are relatively minimal, and there are few significant cost advantages to these counties of multi-county approaches to sharing capital resources. However, among the 20 counties, there are several in which substantial capital expenditures will be necessary to achieve standards compliance; it is these counties which could most clearly benefit from collaborative approaches to capital development and facility planning. In addition, there are many modes of State/county collaboration beyond sharing only capital or facility resources which can conceivably benefit every county and the State; these potentials are the topic of the following Section.

#### COLLABORATION OF COUNTIES AND THE STATE

Collaboration of counties with each other and with the State can take many forms, but all entail some type of mutual problem-solving and sharing of resources. Before defining further the levels of collaboration which seem both feasible and desirable in relation to corrections needs, it is important to outline the rationale for pursuing this approach.

##### Reasons for Collaboration

Most observers would agree that Illinois counties which operate jails face many of the same problems as they attempt to achieve compliance with standards.

1. Aging and deteriorated jail facilities.
2. Insufficient space for required inmate programs.
3. Poorly designed inmate housing areas which do not permit separation of inmates by security classification or legal status.
4. Lack of adequate numbers of appropriately trained staff to provide security and programming.
5. Limited funds dedicated to correctional purposes (a problem which has become even more severe with the demise of LEAA and the growing taxpayer's revolt).

Even those counties which have succeeded in alleviating their most pressing problems through construction of a standards-compliant jail facility have encountered further problems which require resolution, e.g., lack of sufficient staff (both internal and through other agencies) to enable full use of the facility, and obstacles to professionalization of corrections staff positions (this step requires not only their separation from other Sheriff's Department positions, but also equalization of salary levels of corrections officers with equivalent deputy positions, as well as adequate

orientation and ongoing training). In addition, there is some evidence to indicate that availability of an exemplary jail can affect sentencing practices, which may result in unanticipated overcrowding of a new jail which was designed to be adequate for sentencing policies used when the county's old jail was still open.<sup>1</sup>

This recital of the continuing problems faced by Illinois counties could also serve to describe the current status of the State's correctional institutions. Illinois Department of Corrections' facilities have an operating (rated) capacity of 11,964, but as of October, 1981, they were housing 13,076 inmates; since the rated capacity (as assessed by the State) is not necessarily compliant with national correctional space standards, overcrowding in some facilities is even more severe than a simple comparison of these figures seems to indicate. As suggested elsewhere in this document, this overcrowding of State facilities, which is expected to continue and even worsen (due primarily to changes in sentencing statutes and practices), cannot be ignored by the counties, because it is likely to have a direct and far-reaching impact on the number of inmates which counties will be required and/or requested to house. This impact can occur in at least four ways.

1. If federal courts limit the total number of inmates which the State can house (as has occurred in other states), then State inmates can "back up" in county jails until space is available in State facilities.
2. In the face of overcrowding pressures, the State may find it practical to discontinue the practice of housing misdemeanants in State facilities (which would affect some counties more seriously than others).
3. The State may wish to encourage changes in statutes which would permit all inmates with short sentences (less than two or three years) to serve them in the jail of their county of origin (or in a locally-operated regional facility).
4. The State may wish to collaborate with counties to develop more shared partial imprisonment facilities, such as are now used in some counties in other states to house both State pre-releases and county work releasees. The critical factor in any decision to reduce the number of inmates held at the State level will be the method by which those inmates are retained at the local level. The State should not be viewed as the aggressor, forcing counties to take unwanted inmates, but rather local jurisdictions and the State Corrections Department should work

<sup>1</sup> Illinois Counties Criminal Justice Financial Study. Illinois Commission to Study County Problems, p. 52.

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toward an understanding of their mutual problems and responsibilities regarding housing of inmates. Such a cooperative attitude could result in the development of programs that are economically and programmatically advantageous to both the State and the counties.

Beyond these facility-focused impacts, changes in State corrections policies and practices can also affect counties in another sphere, i.e., their probation systems. In Illinois, each county continues to be responsible for providing probation services (both assessment and supervision) for persons sentenced locally. Because the per diem cost of probation is substantially less than that of jail operations, and because the resource requirements for standards compliance are significantly less for probation departments, this county correctional responsibility usually does not capture the attention and concern of county administrators to the same extent as the county's jail. However, the relative effectiveness of probation services has a direct bearing on the size and character of the inmate population of both State facilities and county jails. The Illinois Counties Criminal Justice Financial Study points out this interrelationship:

"It is generally agreed that the principal problem facing the criminal justice system within the State of Illinois at this time is prison overcrowding. As a component of the criminal justice system, probation is the fourth line of defense after police, prosecution and the courts. Thus, probation is in a position to have a tremendous and positive impact in relieving the prison overcrowding problem."<sup>2</sup>

Therefore, neither counties nor the State can afford to overlook probation resource needs as they pursue the goal of jail standards compliance, since an ineffective probation system will only compound the problems faced by the institutional components of the corrections system.

Both State and county correctional systems are extremely interdependent; dysfunctions in one jurisdictional level will most likely eventuate in problems for the other. In addition, with public demands for retribution through incarceration increasing, and with federal courts' ongoing and widespread involvement in inmate class action suits requesting facility upgrading, the pressures on county and State corrections facilities are not likely to lessen in the foreseeable future. Therefore, both counties and the State have a mutual interest in helping each other resolve their correctional problems in a cost-effective manner.

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<sup>2</sup>Ibid., p. 159.



An additional justification for pursuing State/local collaboration is the existence of the Illinois Department of Corrections' BDSS, with its responsibility for setting and enforcing jail standards. By establishing such an authority, the State has a corresponding obligation to provide assistance to the counties in attaining compliance with its standards. The BDSS has already assumed some responsibilities for advising and providing technical assistance to counties in their endeavors to achieve compliance, and can thus serve as a core mechanism in the collaborative network which should evolve in the future.

The anticipated shift of control of the limited federal funds which will be available for corrections from localities to the State level is a further incentive for counties to develop collaborative working relationships with each other and with the State. Given the general scarcity of funds and the varying and frequently high levels of need observed, it would be far more rational and cost-effective for counties and the State to work together rather than competing with each other. By developing a comprehensive and fair method of allocating the total correctional resources available in the State, all counties and the State (not to mention the general public and taxpayers) will benefit greatly in the long run.

#### Modes of Collaboration

Several potential obstacles to effective collaboration exist, and must therefore be addressed if the State and counties are to collectively resolve their corrections problems. These include:

1. Organizational fragmentation at the county level; typically, the Sheriff's Department is responsible for jail operations, probation is administered by the court, and the county board allocates the funds to operate both of these corrections functions;
2. Organizational fragmentation at the State level, in that the IDOC operates correctional facilities, community centers and parole, while the Administrative Office of the Illinois Courts (AOC) oversees, but does not administratively control, the multitude of county or judicial circuit probation systems;
3. The absence of formal channels of communication between counties (in general, and particularly in the criminal justice sphere);
4. The substantial capital investments which several counties have already made in jail facilities designed exclusively to serve their own detention needs;

5. Reluctance on the part of some county officials to revamp budgetary and resource allocation procedures in ways that might lessen their direct administrative control; and,
6. Resistance of other criminal justice personnel (particularly judges, State's Attorneys and defense attorneys) to changes in locations of jail facilities.

Resolution of some of these problems will be achieved only through careful planning, and a few may simply be unresolvable (especially the existence of several new jails), but simply noting these barriers to collaboration begins to suggest ways in which counties and the State can work to develop mutual solutions.

There are three general levels at which county/State collaboration can and should occur:

1. Sharing information resources;
2. Sharing program and/or staff resources; and,
3. Sharing facilities (both of the latter imply some extent of shared funding).

Each of these is feasible to varying degrees in different areas of the State, and each already is exercised to some extent by many counties and the State.

#### Sharing Information

The BDSS already disseminates some information regarding current correctional standards and practices to counties' jails, while they in turn provide the BDSS with basic statistics describing their admissions and average daily inmate populations. Visits by the inspectors to each county also provide informal opportunities for feedback and sharing of information about the progress of other counties. The Administrative Office of the Illinois Courts has, since 1979, operated:

"...a program of probation subsidy reimbursement of up to \$400 per month for every probation officer in the state meeting certain requirements of salary, education, experience and training set down by statute and by regulations developed by the Administrative Office of the Illinois Courts. In addition, the Administrative Office has the responsibility of providing a system of statewide training for probation personnel, developing a uniform statistical reporting system, and uniform forms and recordkeeping."<sup>3</sup>

<sup>3</sup> *Ibid.*, p. 152.

Thus, the AOC functions as a source of information and professional standards for probation just as the BDSS does for jails, and goes beyond this to provide limited financial incentives for improved services. However, there are few formal links between the AOC and the BDSS which could ensure coordinated information gathering and transmittal.

Professional associations, such as the Illinois Sheriffs Association, the Illinois Probation Officers Association and the Illinois Correctional Association also provide opportunities for their members to exchange information and views on a periodic, relatively informal basis. These associations also serve as advocates for recommendations agreed to by the majority of their members.

During the course of site visits to the 20 counties (which, being among the most urbanized, might be expected to be most in the "mainstream" of the informal communications network), it became apparent that, despite the best efforts of these aforementioned groups, there were significant gaps in the information-sharing process. Even contiguous counties were often unaware of innovative solutions which other counties had developed to common problems.<sup>4</sup> Apparently, the standard-setting and monitoring functions of the BDSS while essential, are not sufficient to ensure that counties can benefit from each other's experience and knowledge.

There is a need for a coordinated means of sharing information among counties and with the State. This information should extend beyond the statistics already compiled by BDSS and AOC to include descriptions of innovative programs, facilities and/or administrative structures which exist in the State. Beyond this, it is essential that county decision-makers be well-informed regarding innovative strategies for providing local jail and probation services which have proven effective in other jurisdictions across the country. Corrections is a rapidly evolving field, and it is difficult even for researchers in the area to keep abreast of new findings as to what "works" in local and State corrections systems. Many national information resources already exist, through the federal government and professional groups (e.g., ACA,

<sup>4</sup> An example is the Inmate Telephone System offered by Illinois Bell; some counties had been enjoying the advantages of this system (in terms of staff time saving and inmate access to the telephone) for several months, while others were as yet unaware of its existence.

NACo, NSA, AMA, ABA) and most states make available some compiled information on their corrections systems. In addition, the volume of published research in corrections has expanded dramatically in recent years. County officials and Sheriffs, with their myriad responsibilities, certainly cannot devote the time that would be required to achieve a comprehensive and current understanding of the national "state of the art" in local jails and community corrections programs; thus, they could undoubtedly benefit from a service which would provide them with up-to-date and concise analysis of the national corrections "scene".

There is also a need for an organized program of disseminating information about counties' corrections systems to the public and the media. Too often, the only publicity which county jails receive is negative, generated by crisis situations and focusing on the failures of the corrections system. It is essential that the public be made aware of the "success stories" too, so that their policy and taxpaying choices can be fully informed. A positive public relations approach can enhance the morale of county correctional staff (both jail and probation), promote community volunteer involvement in providing services to offenders, and can increase public confidence in and support for the corrections system.

Few if any counties in Illinois can afford to employ a staff person to perform this information-gathering and dissemination function. Given the importance of this role, it would be desirable for at least one person to be designated as having statewide responsibility for these tasks. This "local corrections information coordinator" would be responsible for both facility-based and community corrections at the local level. Counties may wish to contribute a portion of the individual's salary cost, proportionate to their general population, corrections population, or some other index of their relative need for information services. This general recommendation will require further refinement, particularly with regard to its administrative and financial implications, but this proposed investment in information-gathering and public relations for local corrections is likely to be an extremely cost-effective means of improving counties' jails (and probation systems).

One particular area in which an information coordinator could provide an extremely valuable service would be in the development of release on recognizance programs in Illinois counties. The standardization and continued improvement of such ROR programs could have a significant impact on county jail ADP levels, and

information disseminated to counties regarding what works and doesn't work in ROR programs would be very helpful to correctional administrators.

In a study conducted by the Illinois Commission to Study County Problems in 1980, an analysis of the inmate populations of seven target Illinois counties produced information that would suggest a savings of 261 bed-spaces in those counties alone, if a formalized ROR system were to be implemented.<sup>5</sup>

A similar inmate profile was conducted in the 20 counties studied as part of this project, and while specific numbers of bed-space savings have not been identified for each county in the Study, it is clear that a similarly large bed-space savings could occur through institution of ROR programs in almost all Illinois counties. Obviously, such programming is of great interest to county officials, since the potential to save bed-space through ROR can result in substantial capital cost savings.

The information coordinator for Illinois counties could very efficiently collect data on exemplary ROR programs in place in Illinois or any other state and forward that information to interested counties. Given the knowledge of prototypical ROR programs and the resultant bed-space savings from such programs, most counties would be in a position to pursue formalized ROR programming at some level.

#### Sharing Program and Staff Resources

In addition to sharing the services of an information coordinator, counties and the State can benefit from sharing a range of program and staff resources, including:

1. Staff training and continuing education programs for all types of correctional personnel. (The Illinois Sheriffs Association and the Illinois Department of Corrections has already developed a training curriculum which has been approved by the Illinois Local Governmental Law Enforcement Officers Training Board.);
2. Specialized program and research staff not required on a full-time basis by most counties (i.e., medical, mental health, planning and evaluation);

<sup>5</sup> Illinois Counties Inmate Profile. Illinois Commission to Study County Problems, 1980.

3. Automated information storage and retrieval systems, and the staff required to operate them;
4. Uniform pretrial release policies and criteria, to be implemented by probation staff with guidance by the AOC; and,
5. Transportation services (vehicles, custody staff, and associated services) required to transfer offenders from local jails to State facilities (and vice versa), and between counties. (Currently the counties of Peoria, Knox, Tazewell, and Woodford participate in such a program of shared transportation.)

In many of these areas, some efforts are already underway, but they are almost exclusively of the sort wherein the State is providing certain services to counties, particularly training of correctional officers. There is little or no sharing between counties even though significant cost savings could be achieved through implementing some of these approaches.

As highlighted in the county narratives later in this Report, several counties operate exemplary programs which other counties' corrections staff could benefit from observing. This should be viewed as an opportunity for staff training as well as a means of information sharing. The information coordinator could aid in identifying such opportunities and in informing counties of their existence. Training provided both by IDOC (for jail custody staff) and the AOC (for probation workers) should certainly continue, and preferably be expanded. There is a need for the IDOC to develop more course sequences which are specific to jails (as contrasted to State correctional institutions), to ensure that issues unique to the jail context are adequately addressed. In addition, there should be provision for continued education and training beyond the initial five-week orientation sequence for jail staff. Of course, counties must provide adequate financial and other incentives for their jail and probation staff to participate in these training opportunities, and to retain staff once they are trained.

Some types of program staff are needed by county jails only on an occasional basis, particularly physicians, dentists, psychiatrists and other mental health professionals. Although many counties have developed "on-call" arrangements with local private practitioners or agencies, there may be some less urbanized counties which experience difficulty in recruiting willing professionals. It is these counties which could perhaps benefit most from coordinating their efforts to retain such staff.

Another type of staff which most counties cannot individually afford to retain on a full-time basis are planning and evaluation professionals. Planning for the future based on an accurate knowledge of past and present practices is a task which every administrator must undertake, and professionals who are trained in these tasks can offer invaluable assistance to local decision-makers in making policy choices. Collectively, a group of counties (as a "region" or "service area") could certainly retain an individual to perform these crucial functions for all of the counties. This regional approach to planning bears similarities to the ILEC model, but the crucial difference is that counties would retain administrative control over the planner-evaluator.

A closely-related program/staff resource which counties could certainly benefit from sharing is automated data processing systems. These computerized information systems, when comprehensively planned and well-executed, can provide corrections staff with accurate profiles of the offenders with whom they work, and can be a powerful management and administrative tool for county policy-makers. The availability of comprehensive data on offenders, staff, programs and facilities is the cornerstone of planning and evaluation of local corrections; therefore, counties which collectively retain a planner-evaluator should also work to develop a comprehensive information storage and retrieval system.

One of the central findings of this Study is that, in almost every Illinois county jail, bed-space savings could be achieved through implementing an efficient pretrial release on recognizance program. Although most judges use ROR on an informal basis, the majority of Illinois pretrial releasees still obtain their release through a cash bond. There is a substantial body of evidence from across the nation that persons released on recognizance (using standardized criteria which assess their ties to the community) are at least as likely, if not more likely, to appear for trial as are those who post a cash bond. Further, there is ample experience which indicates that a formal ROR program enables speedy release of eligible arrestees who might otherwise be housed in the county jail for many hours, days, or even weeks due to their inability to post bail. This is certainly not the first study to recommend that the State of Illinois develop uniform pretrial release criteria and establish a formal mechanism for implementing these criteria in each county. As early as 1968, the Illinois Judicial Conference recommended that money bail be the last alternative considered for pretrial release, and that a pretrial services agency be established in each judicial circuit. Given that jail average daily populations could be decreased in most counties through effective pretrial release

programs, it is certainly to the county's advantage to advocate their development. The judiciary must, of course, be willing to collaborate in formulating the criteria to be used, and in establishing the administrative structure within which such programs could operate; a special Study Committee of the Illinois Judicial Conference has, in fact, submitted its final standards and guidelines for a statewide pretrial release system to the Illinois Supreme Court. Given probation departments' close organizational ties to the courts, and their current offender assessment functions (presentence investigations), probation departments are well-suited to assume responsibility for ROR assessments and recommendations. Of course, this additional task is likely to require an increase in the number of probation staff, particularly since many probation officers' caseloads "have, in many counties, become totally unmanageable"<sup>6</sup> due to increased utilization of probation over the past five years. However, the presence of even one full-time ROR assessment worker is likely to save many counties substantially more than his/her salary in detention costs avoided through efficient ROR. Therefore, this is one mode of State/county collaboration which can potentially enable counties to reduce both operating and capital expenditures for their jails.

A final area in which sharing of staff and resources could save counties a substantial amount of money is inmate transportation. Currently, counties must devote a substantial amount of Sheriff's deputy and/or correctional officer time to this task, and there is no formalized means by which counties could coordinate their trips to the various State correctional institutions. Joint county financing (on a pro rata basis) of an inmate "bus" system, which would travel an established route on a prearranged schedule, would no doubt prove to be much more cost-effective than the present non-system. Counties which are suffering from a lack of correctional officers and deputies could thus better utilize their limited staff resources to provide essential law enforcement and custody functions within the county. This type of transportation system is successfully utilized in other jurisdictions which have local regional facilities to which inmates must be transported, and has the potential to be of great benefit to Illinois counties, especially to those areas of the State where regional facilities may be developed.

<sup>6</sup> *Ibid.*, p. 156.

It must be emphasized that this is not intended as an exhaustive list of the ways in which counties and the State can share program and staff resources. It is also important to note that sharing information facilitates the sharing of program and staff resources, and vice versa, and that both modes of collaboration are closely linked to the final one, i.e., shared use of correctional facility resources which is discussed in the following pages.

#### Sharing Facilities

The costs of constructing and operating standards-compliant correctional facilities continue to escalate, with no relief in sight. At the same time, as this Study has documented, many Illinois counties are faced with the need to substantially renovate or replace their existing jail facilities, and to upgrade their levels of staffing and programming for inmates. The State's correctional facilities, as discussed previously, are "bulging at the seams," placing increasing pressure on IDOC administrators to look for alternative housing or other solutions to their growing overcrowding.

Shared use (and funding) of correctional facilities is one way in which jurisdictions can make efficient use of limited facility resources. There are several potential advantages to consolidation of local detention functions, which are well-summarized by the Capital Development Board in its report on Regional Jails in Illinois.

"The rationale underlying regional jails is similar to that forwarded on behalf of centralizing the service delivery formats of other programs. Advocates frequently cite the following as benefits of centralized administration:

1. *Efficiency.* Lower costs are achieved by more fully utilizing existing personnel, capital facilities, equipment and by achieving the various other economies of scale possible with larger operations. By eliminating unnecessary duplication, lower operating and capital costs may be achieved.
2. *Improved service provision.* A large organization can afford to pay better salaries, hire more competent, specialized and professionalized personnel and provide a wider range of high quality services.
3. *Improved management.* Again, higher salaries would attract able administrators who could more effectively allocate the whole range of resources at their disposal.

4. *More equitable services provision.* Revenue sources of local governments vary considerably and this affects their ability to provide acceptable services. Consolidation of the revenues of several local governments would permit a more even distribution of services throughout a larger area.

Regional jailing rests on the assumption that the above noted benefits of centralized administration could be realized. Regional jails would be better equipped both in terms of physical facilities and personnel to provide the correctional milieu which is being increasingly required of jails. Regional jailing is worth exploring because of the high costs of jail construction and operation and the increasing pressures on county jails to upgrade facilities and services."<sup>7</sup>

The Capital Development Board goes on to note that, although many counties have already constructed new jails, there are still several areas in the State where multi-county facilities could be constructed to replace counties' substandard jails.

The Capital Development Board focuses on regional strategies which would fiscally involve only the counties, concluding that "State capital monies would be best expended in program areas which are exclusively State responsibilities or where local governments can't meet their responsibilities."<sup>8</sup> The Board is also pessimistic about the political feasibility of regional jails, given that some Sheriffs may be reluctant to relinquish their administrative authority over the jailing function. In dismissing the possibility of State subsidies to counties to aid them in developing regional jails, and in its gloomy outlook on the political feasibility of regionalism, the Capital Development Board seems to overlook several important considerations.

1. The interests of the State cannot be artificially separated from those of counties in the corrections sphere; the future of local jails is inextricably intertwined with that of State correctional facilities, as pointed out at the beginning of this Section.
2. The very word "subsidy" connotes more than simply financial assistance. As described by the Council of State Governments in its 1977 pamphlet titled State Subsidies to Local Corrections,

<sup>7</sup> Regional Jails in Illinois. Illinois Capital Development Board, Program Services Unit, May, 1980, p. 22-23.

<sup>8</sup> Ibid., p. 55.

"They are an agreement between State and local government to promote certain objectives of mutual interest. They are rarely, if ever, established simply as a means to relieve local government of the financial burden of corrections services. In other words, there are conditions that must be met in order to receive subsidy dollars."<sup>9</sup>

3. There are categories of State inmates (e.g., those with short sentences) who could well be housed in "regional jails" along with those inmates who are exclusively the counties' responsibility.
4. Sheriffs need not give up all jailing responsibility and authority to participate in regional jailing, since it is likely that most counties would continue to operate a pretrial lock-up even if their sentenced inmates are housed in another county (this also addresses the Board's expressed concern over high, inmate transportation costs and judicial/attorney resistance to jail relocation).

Thus, the Board's rejection of active State participation in regional jailing does not seem to be founded on a thorough exploration of all the issues involved.

Beyond simply identifying those clusters of counties which might benefit most from developing a regional approach to jailing, there are several other issues which must be resolved in order to implement shared use of facilities.

1. Where should the shared facility(ies) be located?
2. How will the required capital and operating expenditures be shared?
3. How will the facilities be administered?
4. What types of inmates will be housed in the facilities, and how many will there be?
5. How will the transport of inmates from participating counties be accomplished?

This Study cannot provide definitive answers to these questions, but it can suggest the range of potential solutions, based primarily on the experience of other jurisdictions which have implemented regional local facilities.

In county clusters which have one county that is clearly more populous than the rest, the appropriate location of the facility is usually not difficult to agree upon.

<sup>9</sup>State Subsidies To Local Corrections. Council of State Governments, September, 1977, p. 15.

However, if the counties are all approximately equivalent in size, then other factors, such as age and condition of the existing jails and the existing transportation routes and distances, must be considered. Choice of site is important to achieving maximum compliance with standards, especially since the presence or absence of community resources including potential staff which can be used to provide inmate programming can be a crucial determinant of both the quality and quantity of such services.

The two major modes of financing multi-county facility operations are a pro rata structure and a per diem method. Prorating entails development of a single annual jail budget to which each county contributes a predetermined amount. This guarantees each county the use of its fair share of the facility (proportions are usually renegotiated each year to accommodate changing needs), and provides the facility with a more stable fiscal base than does per diem financing. In Illinois, those few counties which currently share use of facilities utilize a per diem approach, in which sending counties pay receiving counties a prearranged fee for each inmate-day spent by the formers' inmates in the receiving jails. Although this arrangement provides much flexibility on the part of both participating counties, it does not provide either a stable source of revenue for the receiving county or a reliable number of bed-spaces for the sending county's inmates. In a full-fledged regional system, the pro rata system is thus likely to be preferred, particularly if the receiving county must renovate its facility (or construct a new one) and/or expand its staff to accommodate inmates from other counties.

The financial relationship of the State with counties entering into regional facility use is also an important consideration, particularly in those areas where new facility construction is necessary. The Capital Development Board suggests a type of subsidy which could provide an incentive for shared use of facilities:

"A funding formula could be developed which would provide State aid to regions which consolidate resources for new facility construction. Counties might be provided partial capital costs reimbursements based on their wealth, tax effort and current jail expenditures (i.e., lower wealth, higher tax effort and higher current jail expenditures to result in higher reimbursements). To make such a formula politically acceptable, however, counties which have already invested their own resources in new construction should be somehow rewarded."<sup>10</sup>

<sup>10</sup>Regional Jails In Illinois. p. 51.

State investment in such local regional facilities would be particularly appropriate if the State discontinues its present practice of housing some counties' misdemeanor offenders, and/or if it wishes to initiate the placement of short-sentenced State inmates from the regions in those facilities. Of course, the State could also develop per diem fee arrangements with some county groups, to house selected State inmates in regional facilities.

Negotiation of financial agreements must be accompanied by development of an appropriate administrative structure for the regional facility. Given that the State will not administer these facilities, there are two primary types of management structures which have been used in other jurisdictions: administration by the county in which the facility is located, or, multi-county administration through a board of representatives of participating counties. Each has its strengths and weaknesses, as outlined below:

1. Administration by the county of location

A. Strengths

1. Requires no potentially disruptive changes in administrative structure.
2. Is consistent with situations where the county of location contributes the substantial majority of inmates.

B. Weaknesses

1. Does not necessarily facilitate inter-county collaboration.
2. May inhibit development of a pro rata funding system.

2. Multi-county administration

A. Strengths

1. Promotes participation of all counties in decision-making.
2. Encourages coordinated policies, pro rata funding arrangements, and consistent programs.

B. Weaknesses

1. May require statutory change to implement.
2. Could decrease accountability and efficiency unless the duties and authority of the multi-county board are clearly delineated.

Under the multi-county administrative option, there are other variations as well, in that the jail can be managed either by the Sheriff of the county of location or by a jail administrator who is separate from the Sheriff's Department. In addition, the multi-county board could perform a variety of functions, including policy-making, administrative oversight of jail operation, selection of jail personnel, and/or formulation of annual budgets and financial arrangements. Thus, the Board could range in scope from purely advisory to the Sheriff in the county of location to executive, with the power to select a jail administrator who would report to the Board.

Each cluster of counties should develop its own approach to administering and financing the regional facility, which should be responsive to the unique characteristics of the region. Elements of the differing types of funding and administrative structures can be combined in creative ways to yield an arrangement which best meets each jurisdiction's needs. It should be stressed that, within certain limits, each participating county can retain the freedom to negotiate its own mode of involvement; for example, some counties in a cluster with only a minimal and occasional need for space in the regional facility may choose a per diem approach, while others in the cluster with continuing and significant space needs may wish to opt for a pro rata funding arrangement.

The same flexibility exists in determining the types of inmates each county wishes to house in the regional facility. Although the county of location is likely to house all of its inmates in the facility, other counties must decide how they can make the best use of the facility (and of their own existing jail). Participating counties may select either of the following options:

1. To house only their sentenced inmates in the regional facility (excluding work releasees, who should remain where they are employed), retaining all pretrial inmates in their existing jail facilities; or,

2. To house not only all sentenced inmates, but also all long-term pretrial detainees (e.g., those who stay in jail longer than 72 hours) in the regional facility, thus converting their existing facility to a short-term lock-up.

The latter option may be particularly appropriate for counties which currently have facilities requiring major renovation (or replacement) to achieve standards compliance, since standards for lock-ups are generally less demanding than those for full-service jails (which house any inmates, pretrial or sentenced, on a long-term basis). In this context, it must be emphasized the estimated capital requirements developed for this Report are those needed to bring each jail in the 20 counties into compliance with full-service jail standards; further study is necessary to develop estimates of the capital needed to bring selected jails into compliance with lock-up standards (which should be significantly less in many instances).

The number of inmates which can be expected to require housing in the regional facilities (and the county jails/lock-ups) must also be estimated in order to plan for their development. In addition, the future impact of the State's potential decisions to return all misdemeanants to counties, and/or to house short-sentenced State inmates in local regional facilities, must be taken into account. Both the size and the character of the regional facilities should be determined only after careful analysis of all of the policy decisions and external factors which can affect the future inmate population.

Once the appropriate administrative and financial arrangements have been agreed upon, the issue of inmate transport will be resolved to be consistent with these structures. If a transportation network is developed, as suggested previously, to transfer inmates to State facilities, then the regional needs can probably be accommodated through some modifications of this statewide system. However, as the system evolves, it is essential that inmate transportation be considered from the beginning as a crucial factor which must be carefully planned to ensure that its eventual cost does not outweigh the other savings accruing from the regional approach.

### Summary

The overall goals of the Illinois criminal justice system, of which county jails constitute a crucial element, can be conceptualized as two different but related aims: social justice and efficiency.<sup>11</sup> The extent to which social justice is achieved depends both upon the effectiveness of public protection and upon the appropriateness of offender sanctions. Efficiency refers to the "amount" of public protection attained in relation to the costs of achieving it.

Development of a network of local correctional facilities which comply with both Illinois and national standards while also meeting counties' needs can go far toward attaining both of these goals. Standards-compliant jails are better able to provide protection for the public (both through securely confining offenders and through offering them rehabilitative opportunities), and are much more likely to offer appropriate sanctions for offenders (by ensuring that they can be housed in a safe and humane environment which is not debilitating). Similarly, facilities which comply with current architectural standards are likely to cost less to construct, and can minimize the number of security staff required through their design and configuration; therefore, the efficiency (life-cycle cost-effectiveness) of a standards-compliant jail facility is likely to be much greater than that of an older, traditionally-designed jail.

Collaboration of counties with each other and with the State, in all of the ways discussed herein, can go far to improve the quality of local correctional services (both facility-based and community). Improvement of local corrections (jails and probation) will correspondingly enhance the State's ability to cope with those offenders who must be committed to its care. Through collaborative planning, and through creatively sharing a range of resources (including information, programs, staff and facilities) the State of Illinois and its constituent counties can develop a corrections/criminal justice system which is exemplary in every way.

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<sup>11</sup> Adapted from A State-Supported Local Corrections System: The Minnesota Experience. Council of State Governments, February, 1977, p. 5.



*Given the current scarcity of fiscal resources for criminal justice endeavors, the goal of social justice is growing ever more difficult to attain, but both it and efficiency are also simultaneously ever more crucial to the future of the justice system, and of society as a whole. Collaboration in the allocation and use of scarce resources, rather than competition for them, is the only logical avenue for the State and the counties as they work to improve the ability of the justice system to protect the public from crime.*

5

## COUNTY ASSESSMENTS

In this Section of this Report, each of the 20 county jails included in this standards compliance Study are described. Facility and programmatic strengths and weaknesses are discussed, and inmate profile data is described (for those counties where the jail exit survey was conducted). The facility evaluation profile is included for each county, as is the estimate of capital resources required (if any) to achieve full compliance with standards (for current need levels). Recommendations as to actions required to achieve compliance with both Illinois and national standards are offered for each county.

## CHAMPAIGN COUNTY

The Champaign County jail is one of the newest in the State, having been opened in August of 1980. It has a total capacity of 72, including isolation and holding cells and the infirmary. It was designed and constructed in accordance with the most current correctional standards, both State and national. Architecturally, the facility is exemplary: it provides all required administrative and program space, and its single occupancy cells (rooms) provide 70 square feet for each inmate. Rooms are arranged in clusters of up to nine around a day room, and are all "outside" cells (permitting natural lighting). The Sheriff's Department and an arraignment courtroom are also housed in this facility.

Problems of inmate management have been dramatically reduced due to the ability to segregate inmates into small groups. Since the jail's opening, there have been no reported sexual assaults, and only a few incidents of fighting among inmates; this is testimony to the value of a jail design which permits maximal separation of many different types of jail inmates.

The primary problem faced by the Champaign County jail is overcrowding. Although this fact might prompt some to speculate that the jail was built with an inadequate capacity for the county's needs, it is also important to note that the jail inmate population has increased dramatically in the very short period of time since the new facility was opened.

Female inmates are frequently housed in the infirmary in order to make the 6-bed female unit available for male inmate overflow; this is clearly an inadequate arrangement, particularly since the only area then available to females for day room use is the temporary holding lounge, which was intended for the use of traffic and other minor offenders awaiting release. The only other option available to Champaign County is the transfer of some inmates (usually it is females who are first selected) to the Vermilion County jail, which has ample space to house other counties' overflow. If pretrial inmates are transferred, this can cause transportation problems (for attorney visiting and/or court appearances). In any case, Champaign County must pay a per diem fee of \$25 to Vermilion County whenever this transfer option is utilized.

Projections made in the course of designing the new facility in fact suggested that a capacity of 72 should be adequate through 1990, while 107 would suffice through the year 2000. However, these projections could not take into account the following factors which have apparently interacted to cause this unanticipated increase in the daily count.

1. The use of work release and weekend sentencing increased by more than 60% in just six months after the jail opened (indicating that the combination of a 75% turnover in judges and the opening of the new jail worked together to effect a significant change in judicial attitudes toward the use of these sentencing alternatives).
2. State statutes were changed to require that split-sentenced probationers be housed in the county jail rather than State facilities (additionally, the frequency with which judges employ this option may also have increased).

The work release housing unit of this jail was designed to house six, but up to ten can now be housed there due to the addition of bunks. However, with the following inmate population breakdown (as observed by consultant), the Champaign County jail now faces chronic overcrowding, particularly on weekends (when there may be as many as 30 work release and weekend inmates to be housed).

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Pretrial	46	2	48
Jail Sentenced	14	(1)*	14
Work Release	13	-	13
TOTAL	73	2	75
Weekenders	14	-	14

\* She was housed in the Vermilion County jail.

Other causes of overcrowding are thought to include delays in pretrial release (ROR), and in court processing of those who are detained. A recently compiled statistical report<sup>1</sup> indicates that there may be several strategies which could help alleviate overcrowding, including:

<sup>1</sup> Done by the Center for Justice Planning, Champaign, during Nov. 1980 to Jan. 1981.

1. Increasing use of citations in lieu of arrest and booking for those charged with traffic offenses (excluding DWI, they constitute 17% of all admissions and 4% of the daily population); in addition, there may be further potential for use of citations for at least some misdemeanants, who currently comprise nearly 60% of admissions; and,
2. Limiting the pretrial length of stay to a maximum of 30 days for misdemeanants and 60 days for felons, which could decrease the daily count by over 20%.

If these strategies were to be fully implemented, the proportion of the inmate population which is pretrial would shrink. Already, Champaign County has a higher proportion of sentenced inmates (including work releasees and weekenders, it is nearly 50%) than most other comparable counties. Because the facility is designed and staffed to provide a variety of program opportunities to inmates, this is an appropriate use; sentenced inmates should be able to use their time more productively in the Champaign County jail than is possible in most other Illinois jails.

Library services are provided by volunteer staff who utilize the jail's relatively spacious library. The Champaign County Mental Health Center provides assessments and counseling as needed. An education program was soon to be implemented through the regional school superintendent. An arts/crafts room is available, when staff are recruited to operate such a program. Ample visiting facilities are available for both attorneys and the public. Both indoor and outdoor active recreation opportunities are provided to all inmates. Medical services are provided by a full-time nurse; the AMA accredited the jail's medical program in January, 1981.

The jail is administered by one chief correctional officer, who has a staff of 28 custody personnel. Annual salaries of these officers range from a starting level of \$14,540 to over \$17,000 for shift commander positions. These relatively high salaries (in comparison to other counties) are part of the Sheriff's plan to professionalize the corrections staff. Jail positions are not seen as stepping stones to road positions, and the eventual goal of equalizing the pay of deputies and correctional officers should further reinforce this position. Champaign County is one of the few (other than Cook County) which has a full-time jail program coordinator, which is indicative of the jail's truly correctional (as compared to purely detention) focus.

This exemplary staffing pattern is undoubtedly the major reason that Champaign County's per diem cost is estimated at \$35 (assuming full occupancy and using the 1980 total budget). This in fact may be a more valid estimate of the cost of operating a standards-compliant jail facility than is available from most other Illinois counties.

Recommendations

Since Champaign County is in full compliance with all jail facility standards, no remedial action is necessary in this sphere. However, action to relieve overcrowding, which should not necessarily entail any addition of more housing to the jail, should be undertaken. The Sheriff emphasized this in a February, 1981 memo to the Champaign County Board:

"I suggest we may not need additional space if a thorough examination is taken of the entire system and a concentrated effort be made to correct the known causes. If properly studied and acted upon, those persons who should be in jail, will be."

Some of the potential causes of the overcrowding have already been suggested, and others may be discerned upon closer study.

The Champaign County jail is exemplary in many ways, and could be instructive to other counties as they endeavor to achieve standards compliance. One of the clearest lessons which can be learned from Champaign County's experience is that changes in judicial and other practices which may be stimulated by the presence of a new jail can have a profound impact on the jail's ability to cost-effectively and safely house the inmates which are remanded to its custody.

CHAMPAIGN COUNTY JAIL

Opened: 1980

Operating Capacity: 72 (including holding, isolation and infirmary)

Inmate Count @ site visit: 75 (Adults)

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Pretrial	46	2	48
Jail Sentenced	14	(1)*	14
Work Release	13	-	13
TOTAL	73	2	75
Weekenders	14	-	14

\*Housed in Vermilion County.

The building is shared with Sheriff's Department and Arraignment Court, and located across the street from the courthouse. Four to five inmates per day are transported during jury trial (usually two weeks per month).

Total Jail Staff

Administrative	2
Custody	28
Program	1
Medical	1
Maintenance	3
Food services contractual (local nursing home, \$1.77 per meal)	

Average Annual Salaries

Correctional Officer II	\$18,816
Correctional Officer I	15,858

<u>Jail Programs</u>	<u>Excellent</u>	<u>Good</u>	<u>Inadequate</u>	<u>Not Available</u>
Visiting				
Attorney	x			
Family	x			
Recreation				
Indoor	x			
Outdoor	x			
Library Services	x			
Education				
Vocational Training				x

CHAMPAIGN COUNTY JAIL (continued)

Use of Volunteers

Volunteers are used in the library and for religious services.

Work Assignments Available

One kitchen, one laundry.

Daily Operating Cost Per Inmate: \$34.77

Estimated using 1980 Budget and assuming full occupancy.

Major Problems

Overcrowding, due to:

- \* Increase in number of sentenced, work release and weekend inmates since new jail opened.
- \* Delays in pretrial processing.
- \* Scarcity of alternatives for substance abusers and mentally unstable.

Some design problems with facility:

- \* Blind spots.
- \* Requires extra security staff as back-up for night observation in residency units.

Future Plans

- \* Limit use of jail to those requiring secure confinement.
- \* Implement education program through local school district.
- \* Equalize pay of correctional officers and road deputies.
- \* Computerize records and booking.

# EVALUATION SUMMARY

facility		location Champaign, Illinois				
Champaign County		operating capacity 72				
standard topic	source	compliance factor				
		0	.25	.5	.75	1.0
1. Geographically accessible	ACA					
2. Exterior appearance	ABA					
3. Public accommodations	APHA					
4. Perimeter security	ACA					
5. Pedestrian/vehicular sally ports	ACA					
6. No staff living quarter	ABA					
7. Administrative space	ACA					
8. Arsenal location	ACA					
9. Control center	ACA					
10. Audio communications center	ACA					
11. Emergency alarm system	ACA					
12. Audio/visual surveillance	ACA					
13. Intake and waiting	ABA					
14. Reception and release area	ACA					
15. Violent cell	ACA					
16. Inmate property	ACA					
17. Officer posts	ACA					
18. Offender separation	ACA					
19. Separation of females	ACA					
20. Separation of juveniles	ACA					
21. Separation of juveniles	ICJS					
22. Special purpose cells	ACA					
23. Dayspaces, locations	ACA					
24. Dayspaces, size	ACA					
25. Dayspaces, size	APHA					
26. Dayspaces, size	ICJS					
27. Bathing facilities	ACA					
28. Minimum housing activities	ACA					
29. Single occupancy only	ACA					
30. Cell occupancy	ACA					
31. Cell minimum	ACA					



## Capital Development

### CHAMPAIGN COUNTY JAIL

*Champaign County opened a new jail in 1980 which was designed according to the latest State and national standards. As a facility which is representative of advanced detention facility design concepts, it ranks as one of the best new jails in the State of Illinois. Since this facility is new there are no capital needs for construction.*

## COOK COUNTY

*Cook County jail is by far the largest and most complex county correctional facility in Illinois. Consisting of six individual divisions utilizing separate facilities and a work release unit, the complex housed an average of 5,000 inmates at the time of this Study.*

*The complex is located on a multi-acre site within the Chicago city limits. The various divisions are utilized in a manner which allows for separation of inmates by custody level. One division is solely for the housing of female inmates. At the time of this Study, 250 females were residing in Division III. The work release unit has recently reached a population of 600 inmates.*

*The inmate population is typically 90% pretrial, with the rest being sentenced. This high percentage of pretrial inmates creates unique needs for programs and staff; due to the frequent movements and changes in status of this population. This impact is reflected in the fact that the complex employs over 1,500 custody staff.*

*Based on the size of the Cook County correctional system, the administration has utilized contractual services to supplement in-house capabilities for the day-to-day operation of the facility. Most notably, the county contracts with a major food service company to provide all meals served to the inmates at the corrections complex. Other contracts provide for mental health evaluations for inmates, and training in security procedures and self-defense for custody officers. While inappropriate or less cost-effective for smaller facilities, these contractual arrangements prove very effective for augmenting the services provided by Cook County regular staff.*

*Cook County has recently received accreditation for its correctional complex from the American Correctional Association. The accreditation process has involved an in-depth evaluation of the entire correctional program by representatives of the ACA Commission on Accreditation. The process itself is catalytic, in that programmatic changes are made during the process which improve correctional services while complying with the applicable ACA standards.*



From the statistics it can be observed that the majority of Cook County inmates spend less than 30 days in the facility. This short length of stay creates specific staff and program requirements, so that the administration can respond to the needs of a largely transient population.

Since the majority of inmates (90%) are pretrial status, the means by which this population is released, and the length of time these various release processes take, will have the greatest impact on the system's total population level. While means of release data was not available, the length of stay for pretrial status inmates was available and is as follows:

0-48 hours	66%
2-7 days	18%
8-30 days	11%
31-90 days	3%

The release or change of status of 66% of the population within 48 hours speaks well for the efficiency with which most pretrial inmates obtain release or preliminary hearing.

One area where some potential reduction in pretrial ADP was found involves release on recognizance. Applying a standardized scoring system for qualification for community release, it was found that 41% of the Cook County pretrial population passed this (Vera) scale. Calculating the potential reduction in length of stay if this scale were used, a reduction of 224 inmates could occur from the current ADP. While this is a theoretical application of an objective ROR program, it is valuable in that it indicates that Cook County could, with changes in its current ROR program, reduce the daily ADP and, in turn, reduce the overall operating costs of the agency.

The type, level and quality of programs for inmates at the Cook County jail are well beyond those of most other counties in Illinois. Cook County has an inmate population that demands a great deal of program space and staff; however, this demand alone does not account for the present quality of programming. This quality is a result of the commitment of the administration to provide such services to the inmates in their care.

In addition to the typical programs for visiting, recreation and other leisure activities, the complex provides a wide range of educational, vocational and other rehabilitative activities. To augment city, county and correctional staff participating in these programs, a volunteer corps of over 350 individuals provide various program support services to the inmate population.

Like all other operational areas, staffing issues at Cook County jail are unique. At present, the jail employs nine full-time administrative staff, 1500 custody officers, 27 program staff and 19 clerical support staff. Unlike smaller jails, where correctional positions are either nonexistent or ill-defined, Cook County has a set of detailed job descriptions developed for each position within the agency. Further, pay scales for each position are commensurate with responsibilities, which insures low turnover rates and the ability of the administration to obtain and maintain well-qualified staff.

The Cook County jail has the largest operating budget of any jail with the State (and of most within the U.S.) at \$38,802,359.<sup>2</sup> Of that total budget, salaries account for \$30 million or 77% of the total operating budget. The magnitude of this budget is not surprising since the county has a major commitment to safety and security and inmate programs. Further, the existence of six distinct facilities within the complex increases the inmate movement responsibilities of the custody staff. At this time, based on the 1981 budget and the ADP at the time of this Study, Cook County incurs a daily operating cost per inmate of \$23. This per diem cost is well within the range of comparative per diem costs in the other jails studied in this project.

#### Recommendations

It is inappropriate, and generally unnecessary, to suggest specific strategies for Cook County to achieve full compliance with jail standards. Although improvements certainly can be made, the administration is currently taking a very aggressive position on architectural and programmatic improvements to the jail. Current actions include facility addition and renovation, increased use of the Criminal Justice Information System (CJIS) and provision of psychiatric services to correctional officers

<sup>2</sup> 1981 Operating Budget.

encountering stress on the job. Another very positive step that the administration has taken is to seek out the professional opinion of criminal justice experts. Within the past year, representatives of the National Institute of Corrections and the American Correctional Association have visited the jail, and offered their advice on a variety of correctional issues.

In light of the progressive management of the Cook County jail, few improvements can be suggested which are not already planned or underway. Given that Cook County, with its unique position in the State, is closer than many others to achieving standards compliance, it would be desirable for the county to expand its potential to offer orientation and in-service training to custody staff from other jails not having sufficient resources to conduct such courses. The experience gained by other county correctional staff through exposure to the Cook County system could well be invaluable for improving the level of security and programming in other Illinois county jails.

COOK COUNTY JAIL

Opened: Six distinct units, built at different times

Operating Capacity: 5,237

Inmate Count @ site visit: 4,600

Capacity by Division:

<u>Division</u>	<u>Security or Level</u>	<u>Capacity</u>
Division I	Maximum	650
II	Minimum	1109
III	Female	250
IV	Medium	750
V	Medium/Diagnostic	1000
VI	Medium	1000
Work Release		600

The jail complex, consisting of six separate facilities (Divisions) is located on a multi-acre site within the Chicago City limits. Municipal court facilities are also located on this site. Four hundred to 500 inmates per day are transported to the on-grounds court facilities, or other courts throughout the county. On the day of the site visit, 90% of the ADP were pretrial, 10% were post-trial. It should be noted that Cook County's scope of services and level of inmate ADP makes it unique in comparison to all other Illinois county correctional systems.

Total Jail Staff

Administrative	9
Custody	1500
Program	27
Clerical	191

Average Annual Salaries

Administrative	\$23,000
Custody	16,000
Program	14,000
Clerical	11,000

In addition to salaried staff, the county contracts with private agencies or other county programs for food services and medical services.

COOK COUNTY JAIL (continued)

<u>Jail Programs</u>	<u>Excellent</u>	<u>Good</u>	<u>Inadequate</u>	<u>Not Available</u>
Visiting				
Attorney	x			
Family	x			
Recreation				
Indoor	x			
Outdoor	x			
Library Services	x			
Education	x			
Vocational Training	x			

Work Assignments Available

Work assignments (various janitorial duties) are given to sentenced inmates of low security classification.

Use of Volunteers

Cook utilized the services of over 350 community volunteers for all types of inmate services and programs. A committee is established for the oversight of this program, and a card I.D. system is in place for all volunteers going beyond perimeter security.

Daily Operating Cost Per Inmate: \$23.00

Estimated using 1980 Budget and ADP at time of site visit.

Major Problems

- \* While the county has added two new Divisions within recent years, the ADP is extremely high and pressure to comply with single cell correctional standards could significantly reduce bed-space.
- \* The need for six separate Divisions brings about a staffing problem, based on increased staff time spent in transport of persons to various correctional programs/activities.

COOK COUNTY JAIL (continued)

Future Plans

- \* Division I is currently being renovated to single cell occupancy.
- \* Expansion of the correctional officer staff for the hospital division.
- \* Increased use of CJIS for operating analysis.
- \* Provision of psychiatric services to correctional staff (job stress issues).

# EVALUATION SUMMARY

facility		location Chicago, Illinois				
Cook County		operating capacity 5,237				
standard topic	source	compliance factor				
		0	.25	.5	.75	1.0
1.	Geographically accessible	ACA				
2.	Exterior appearance	ABA				
3.	Public accommodations	APHA				
4.	Perimeter security	ACA				
5.	Pedestrian/vehicular sally ports	ACA				
6.	No staff living quarter	ABA				
7.	Administrative space	ACA				
8.	Arsenal location	ACA				
9.	Control center	ACA				
10.	Audio communications center	ACA				
11.	Emergency alarm system	ACA				
12.	Audio/visual surveillance	ACA				
13.	Intake and waiting	ABA				
14.	Reception and release area	ACA				
15.	Violent cell	ACA				
16.	Inmate property	ACA				
17.	Officer posts	ACA				
18.	Offender separation	ACA				
19.	Separation of females	ACA				
20.	Separation of juveniles	ACA				
21.	Separation of juveniles	ICJS				
22.	Special purpose cells	ACA				
23.	Dayspaces, locations	ACA				
24.	Dayspaces, size	ACA				
25.	Dayspaces, size	APHA				
26.	Dayspaces, size	ICJS				
27.	Bathing facilities	ACA				
28.	Minimum housing activities	ACA				
29.	Single occupancy only	ACA				
30.	Cell occupancy	ACA				
31.	Cell minimum	ACA				

# EVALUATION SUMMARY

facility		location Chicago, Illinois				
Cook County		operating capacity 5,237				
standard topic	source	compliance factor				
		0	.25	.5	.75	1.0
32.	Fixtures and hardware	ABA				
33.	Multiple-occupancy cells	ACA				
34.	Dormitory living units	ACA				
35.	Cell space	ICJS				
36.	Cell occupancy	ICJS				
37.	Cell equipment	ICJS				
38.	Ventilation	ICJS				
39.	Kitchen	ACA				
40.	Food storage	ACA				
41.	Laundry	ACA				
42.	Linen and clothing excesses	ACA				
43.	Storage rooms	ACA				
44.	Medical space	ACA				
45.	Medical equipment	AMA				
46.	Medical cell	ACA				
47.	Personal hygiene	ACA				
48.	Inmate commissary	ACA				
49.	Hair care services	ACA				
50.	Barbering space	APHA				
51.	Program space	ACA				
52.	Inmate programs	ACA				
53.	Library services	ACA				
54.	Library space	ALA				
55.	Telephone access	ACA				
56.	Exercise areas	ICJS				
57.	Exercise areas	ACA				
58.	Equal program access	ACA				
59.	Fire resistance	APHA				
60.	Smoke detection	ACA				
61.	Emergency exits	ACA				
62.	Usable exits					

# EVALUATION SUMMARY

facility		location Chicago, Illinois					
Cook County		operating capacity 5,237					
standard topic		source	compliance factor				
			0	25	5	.75	1.0
63.	Exit distances	ACA					
64.	Cleanliness	APHA					
65.	Janitor closets	ACA					
66.	Floor drains	ACA					
67.	Maintenance	ACA					
68.	Mechanical rooms	ACA					
69.	Emergency power	ACA					
70.	Waste disposal	ACA					

## Capital Development

### COOK COUNTY JAIL

Over the past decade Cook County has done a great deal to improve the physical conditions at the county jail. The jail improvements have been of two types: the first being the renovation of the existing old facilities, and the second being the construction of a new administration building, several large residential detention units and extensive support facilities. The overall impression from the new building is that they have been designed with a high degree of knowledge and insight into current and future correctional needs. The entire Cook County jail complex of new and old buildings is being gradually transformed to a modern homogeneous institution through the guidelines of a long range plan. Based upon the site visit to this institution, it is evident that the next phase of capital expenditure should be concentrated on the Division II Dormitories. The Division II Dormitories are three old dormitory buildings which house approximately 1,000 inmates. These buildings should be systematically replaced with new housing units similar to the existing new housing units and utilizing existing support services. At a cost of \$35,000 per cell, then for 1,000 inmates the replacement of the Division II Dormitories is estimated to begin at \$35 million.

Based on the objective nature of these cost estimates, they should be used only as preliminary figures, to show the variation of capital cost requirements across counties, and the potential scope of capital cost investment required to achieve full standards compliance. Actual building cost will vary from county to county, not only because of the scope of work, but also because of variations in local materials costs, site conditions, labor, efficiency of design and other such factors. A detailed feasibility, architectural, and population projection study should be done to define the exact scope of work required. In no case should these preliminary estimates be construed as actual renovation or construction costs for Cook County. Actual costs will vary considerably due to the factors cited above.

GALLATIN COUNTY

The Gallatin County jail is relatively old, having been constructed in 1940. Built to hold a maximum of 14 inmates, the current average daily population does not approach that number. The count at the time of the site visit for this project was only four. The building which houses the jail also contains all other Sheriff's Department functions and the county courts.

Information regarding the type of inmate typically housed at the jail and the average length of stay is not available since Gallatin County was unable to participate in the jail exit survey conducted as a component of this Study.

As would be expected from the age of the facility, physical space for various jail programs, including visiting, recreation, education, vocational training and library are insufficient. The jail staff make extraordinary efforts to utilize existing space so that certain of these functions can occur. Nonetheless, the majority of program activities are substantially limited due to physical plant deficiencies.

The personnel employed to operate the jail are as follows:

Administrative	1
Custody	3 (Sheriff's Deputies)
Food Preparation	1
Clerical	1

While this is a small number of staff, it is sufficient based on the extremely low ADP and relatively small size of the jail. If plans for any new jail facility are pursued, this staffing level would most certainly have to be expanded. Further, the current custody responsibilities are filled by Sheriff's deputies. Any future improvement plans should include the identification and funding of correctional officer positions, so that correctional functions are not compromised by officers having conflicting duties (i.e., dispatch, road patrol).

Operating costs per inmate per day at the jail are \$38. This per diem cost is somewhat high compared to other daily costs in the counties surveyed. One factor which certainly contributes to this is the relatively low ADP of four inmates. Yearly

capital investment has remained quite low in recent years, and staffing costs are kept to a minimum by use of existing Sheriff's Department staff to operate the jail.

Recommendations

The age, condition and design deficiencies of the existing jail preclude renovation as a cost-efficient remedy to Gallatin County's correctional problems. The most reasonable approach to facility improvement would seem to be the construction of a totally new facility. Since court functions and Sheriff's Department functions all are currently housed in the existing facility, the county may wish to consider a "justice complex" approach, designing the new facility to house all law enforcement, judicial and correctional functions in the same building.

Assuming new construction occurs, the existing building could be recycled to serve as an auxiliary court building for probation and parole functions and/or storage of court records. It is also possible to utilize the facility for several non-criminal justice functions, with some minor renovations.

As has been discussed in the first part of this Report, Gallatin County should give serious consideration to multi-county or county/State shared space facility options prior to making any final decisions regarding capital investments.

**CONTINUED**

**1 OF 4**



GALLATIN COUNTY JAIL

Opened: 1940

Operating Capacity: 14

Inmate Count @ site visit: 4

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Pretrial	4	-	4
Post-trial	-	-	-
TOTAL	4	-	4

The jail is located in the same facility with the county courts. All other Sheriff's Department functions are also housed in this facility. Transportation of inmates to court is not inordinately time consuming based on the low ADP.

Total Jail Staff

Administrative	1
Custody	3
Food Preparation	1
Clerical	1

Average Annual Salaries

Average salaries are not computed, since most correctional functions are fulfilled by Sheriff's Department staff (as one component of their normal job responsibilities) rather than by specific correctional staff.

<u>Jail Programs</u>	<u>Excellent</u>	<u>Good</u>	<u>Inadequate</u>	<u>Not Available</u>
Visiting				
Attorney			x	
Family			x	
Recreation				
Indoor				x
Outdoor				x
Library Services			x	
Education			x	
Vocational Training			x	

GALLATIN COUNTY JAIL (continued)

Work Assignments Available

All inmates are requested to help with general cleaning of the jail. No pay is offered and assignments are primarily janitorial.

Use of Volunteers

Due to limited available space and limited jail staff, use of volunteers is not feasible at this time.

Daily Operating Cost Per Inmate: \$38.00

Based on 1980 Budget and ADP at time of site visit.

Major Problem

\* The primary problem is with the physical plant. Built in 1940, it does not provide sufficient space for current usage level. The jail (also due to construction date) does not comply with most applicable State or national standards.

\* There are currently no full-time correctional staff (FTE's) identified in the Sheriff's Department operating budget. Thus, coverage of the jail area and maintenance of safety and security is compromised.

# EVALUATION SUMMARY

facility		location	operating capacity			
Gallatin County		Shawneetown, Illinois	14			
standard topic	source	compliance factor				
		.25	.5	.75	1.0	
1.	Geographically accessible	ACA				
2.	Exterior appearance	ABA				
3.	Public accommodations	APHA				
4.	Perimeter security	ACA				
5.	Pedestrian/vehicular sally ports	ACA				
6.	No staff living quarter	ABA				
7.	Administrative space	ACA				
8.	Arsenal location	ACA				
9.	Control center	ACA				
10.	Audio communications center	ACA				
11.	Emergency alarm system	ACA				
12.	Audio/visual surveillance	ACA				
13.	Intake and waiting	ABA				
14.	Reception and release area	ACA				
15.	Violent cell	ACA				
16.	Inmate property	ACA				
17.	Officer posts	ACA				
18.	Offender separation	ACA				
19.	Separation of females	ACA				
20.	Separation of juveniles	ACA				
21.	Separation of juveniles	ICJS				
22.	Special purpose cells	ACA				
23.	Dayspaces, locations	ACA				
24.	Dayspaces, size	ACA				
25.	Dayspaces, size	APHA				
26.	Dayspaces, size	ICJS				
27.	Bathing facilities	ACA				
28.	Minimum housing activities	ACA				
29.	Single occupancy only	ACA				
30.	Cell occupancy	ACA				
31.	Cell minimum	ACA				



## Capital Development

### GALLATIN COUNTY JAIL

The existing county jail is located in the basement of the courthouse, with the Sheriff's administrative offices on the first floor. Since construction in 1940 there have been no additions or improvements to this jail, which is essentially a steel bar cage. Not only is the detention area completely lacking in standards compliance, but the Sheriff's administration and offices are not located close to the jail for efficient management or supervision. A new county jail should be constructed in this county to provide the Sheriff's administrative space requirements and those functions of a new jail. While this facility need not be large, it should be a separate new building and it could be located next to the courthouse. Since minimal detention space is required, a cell capacity of four to eight inmates with segregation capabilities for males and females would be sufficient as long as expansion potentials are provided. Based on other projects of this size, it is estimated that a new county jail could be provided in Gallatin County for approximately \$250,000.

Based on the objective nature of these cost estimates, they should be used only as preliminary figures, to show the variation of capital cost requirements across counties, and the potential scope of capital cost investment required to achieve full standards compliance. Actual building cost will vary from county to county, not only because of the scope of work, but also because of variations in local materials costs, site conditions, labor, efficiency of design and other such factors. A detailed feasibility, architectural, and population projection study should be done to define the exact scope of work required. In no case should these preliminary estimates be construed as actual renovation or construction costs for Gallatin County. Actual costs will vary considerably due to the factors cited above.

### JACKSON COUNTY

The Jackson County jail is located within the county courthouse. Constructed in 1928, the jail is located on the top floor of the courthouse and is accessed by both stairs and elevator. The operating capacity of the jail is 64, and the population at the time of the site visit for this project was 23.

The jail exit survey conducted in Jackson County resulted in a compilation of statistical information about the current jail population. The following demographic data are from that survey:

Inmates from Jackson County	78%
Male	90%
Under 30 years of age	81%
Employed full-time at intake	39%
High school education or more	70%

The exit survey also collected information on the criminal history of those inmates surveyed. This information is useful in determining security requirements and staffing needs for the facility. The following information summarizes the findings of the survey:

Inmates charged with a violent felony	19%
Inmates charged with a non-violent offense	81%
Inmates having an escape/FTA history	7%
Serious jail misconduct	-
No prior misdemeanors	73%
No prior felonies	79%

This data indicates that the typical inmate in the Jackson County jail presents neither a high security risk or a high assault risk. Further, this data also indicates that a great many inmates may qualify for ROR, based on their low offense seriousness and no prior offense record.

Another area of concern addressed by the survey was program needs. The following data relates to various program areas that require attention:

Inmates with alcohol problem	10%
Inmates with drug problem	2%
Suicide risk	4%
Mental health problems	5%
Medical problems	11%

As is apparent from the survey results, no one particular problem needs area seems unusually large. All of the above data indicates some percentage of the inmate population having a need for services in excess of the available program offerings.

A major concern of the survey was assessing the current pretrial release practices of the county, particularly the use of release on recognizance. In Jackson County, it was found that 14% of all pretrial person-days were spent in the jail by persons passing the most stringent ROR scale applied to the population by the survey. This finding indicates that there could be some savings of bed-space if such a pretrial release program were implemented.

Due to the age and design of Jackson County's jail, inmate programs are severely limited. Family and attorney visiting, library services, education and vocational services are assessed to be inadequate, while recreational services (indoor/outdoor) are simply not available due to lack of facilities. This inadequacy of programs is certainly not the fault of staff, but rather is directly related to facility design. The jail administration can only be expected to operate inmate programs within the limitations of the jail facility.

The current jail staff component for Jackson County is as follows:

Administrative	1
Custody	7
Food Preparation	2
Maintenance	1

The current ADP of 23 does not require a very high staffing level. If Jackson County does pursue substantial renovation or design of a new facility, then added inmate and program space will necessitate the addition of a certain number of custody staff.

The county jail operating budget (1981) is approximately \$171,000. Using an average daily population figure of 21, the cost per day per inmate is \$22. Of the total budget, personnel costs account for \$100,684 of that amount. As in all jail operating budgets, the salaries and fringe benefit costs for staff account for the majority of the jail's operating expense. In Jackson County, food costs and medical/dental services also account for a substantial part of the jail operating costs.

#### Recommendations

Due to the age and design of Jackson County's jail, it fails to comply substantially with most national correctional standards, and several IDOC regulations. Further, beyond standards compliance, the facility does not allow for the development of a proactive correctional program since space for inmate programs and activities are severely limited.

Careful consideration is currently being given to the issue of renovation or replacement by the county. This is an appropriate action, and it is the recommendation of this Study team that the county obtain accurate life-cycle costs of any renovation/replacement scheme, to insure that such plans are cost-effective over time. Of particular concern will be staffing requirements. A renovation of the current facility may allow for improved space and program efficiency, but prove more costly to staff than would a newly designed facility, when costs are calculated over a 20-year life cycle period.

JACKSON COUNTY JAIL

Opened: 1928

Operating Capacity: 64

Inmate Count @ site visit: 23

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Pretrial	20	-	20
Post-trial	3	-	3
TOTAL	23	-	23

The jail is located within the county courthouse which was constructed in 1928, and is located in the business district of Murphysboro.

Total Jail Staff

Administrative	1
Custody	7
Food Preparation	2
Maintenance	1

Average Annual Salaries

At present, the starting salary for correctional officers at the jail is \$12,000.

<u>Jail Programs</u>	<u>Excellent</u>	<u>Good</u>	<u>Inadequate</u>	<u>Not Available</u>
Visiting				
Attorney			x	
Family			x	
Recreation				
Indoor				x
Outdoor				x
Library Services			x	
Education			x	
Vocational Training			x	

JACKSON COUNTY JAIL (continued)

Work Assignments Available

At present, no inmates are assigned to work details in the jail.

Use of Volunteers

At present, no volunteers are assigned to jail programs or inmate services.

Daily Operating Cost Per Inmate: \$22.00

Estimated using 1980 Budget and ADP at time of site visit.

Major Problems

\* The major problem facing Jackson County is determining how best to meet future correctional system needs. The present facility is insufficient not only to meet applicable standards, but also to meet current needs.

Future Plans

\* The county has retained the consultant services of an architectural firm to ascertain potential physical plant improvements and/or new construction options.

# EVALUATION SUMMARY

facility		location					
Jackson County		Murphysboro, Illinois					
standard topic		source	operating capacity 64				
			compliance factor				
			0	.25	.5	.75	1.0
1.	Geographically accessible	ACA					
2.	Exterior appearance	ABA					
3.	Public accommodations	APHA					
4.	Perimeter security	ACA					
5.	Pedestrian/vehicular sally ports	ACA					
6.	No staff living quarter	ABA					
7.	Administrative space	ACA					
8.	Arsenal location	ACA					
9.	Control center	ACA					
10.	Audio communications center	ACA					
11.	Emergency alarm system	ACA					
12.	Audio/visual surveillance	ACA					
13.	Intake and waiting	ABA					
14.	Reception and release area	ACA					
15.	Violent cell	ACA					
16.	Inmate property	ACA					
17.	Officer posts	ACA					
18.	Offender separation	ACA					
19.	Separation of females	ACA					
20.	Separation of juveniles	ACA					
21.	Separation of juveniles	ICJS					
22.	Special purpose cells	ACA					
23.	Dayspaces, locations	ACA					
24.	Dayspaces, size	ACA					
25.	Dayspaces, size	APHA					
26.	Dayspaces, size	ICJS					
27.	Bathing facilities	ACA					
28.	Minimum housing activities	ACA					
29.	Single occupancy only	ACA					
30.	Cell occupancy	ACA					
31.	Cell minimum	ACA					

# EVALUATION SUMMARY

facility		location					
Jackson County		Murphysboro, Illinois					
standard topic		source	operating capacity 64				
			compliance factor				
			0	.25	.5	.75	1.0
32.	Fixtures and hardware	ABA					
33.	Multiple-occupancy cells	ACA					
34.	Dormitory living units	ACA					
35.	Cell space	ICJS					
36.	Cell occupancy	ICJS					
37.	Cell equipment	ICJS					
38.	Ventilation	ICJS					
39.	Kitchen	ACA					
40.	Food storage	ACA					
41.	Laundry	ACA					
42.	Linen and clothing excesses	ACA					
43.	Storage rooms	ACA					
44.	Medical space	ACA					
45.	Medical equipment	AMA					
46.	Medical cell	ACA					
47.	Personal hygiene	ACA					
48.	Inmate commissary	ACA					
49.	Hair care services	ACA					
50.	Barbering space	APHA					
51.	Program space	ACA					
52.	Inmate programs	ACA					
53.	Library services	ACA					
54.	Library space	ALA					
55.	Telephone access	ACA					
56.	Exercise areas	ICJS					
57.	Exercise areas	ACA					
58.	Equal program access	ACA					
59.	Fire resistance	APHA					
60.	Smoke detection	ACA					
61.	Emergency exits	ACA					
62.	Usable exits						

# EVALUATION SUMMARY

facility Jackson County		location						
		Murphysboro, Illinois						
standard topic		source	compliance factor					
			0	.25	.5	.75	1.0	
63.	Exit distances	ACA						
64.	Cleanliness	APHA						
65.	Janitor closets	ACA						
66.	Floor drains	ACA						
67.	Maintenance	ACA						
68.	Mechanical rooms	ACA						
69.	Emergency power	ACA						
70.	Waste disposal	ACA						

## Capital Development

### JACKSON COUNTY JAIL

Constructed in 1928, this county jail is very typical of a popular jail design of the turn of the century. Specifically, the jail is located on the top floor of the courthouse, and is accessible by an elevator from the main court lobby. Age, more than any other single factor, has rendered this facility and its equipment obsolete and non-compliant with most advanced correctional practices. Since a larger and totally new county jail is needed, it should be located accessible to the courts, but as a totally separate building from the courthouse. The existing jail could be renovated as county administrative offices and storage.

In planning a new county jail, the largest planning variable will be the inmate capacity, since this will have the greatest impact on final building cost. For the purposes of this study, the current ADP of 23 has been used, with an additional 20% peaking factor, as the baseline capacity requirement for a new facility. Using this figure, and a per cell cost of \$50,000, a new jail would cost \$1.5 million.

Based on the objective nature of these cost estimates, they should be used only as preliminary figures, to show the variation of capital cost requirements across counties, and the potential scope of capital cost investment required to achieve full standards compliance. Actual building cost will vary from county to county, not only because of the scope of work, but also because of variations in local materials costs, site conditions, labor, efficiency of design and other such factors. A detailed feasibility, architectural, and population projection study should be done to define the exact scope of work required. In no case should these preliminary estimates be construed as actual renovation or construction costs for Jackson County. Actual costs will vary considerably due to the factors cited above.



JO DAVIESS COUNTY

The Jo Daviess County jail is part of the Public Safety Building constructed in 1977. This building houses all law enforcement and correctional functions for the county. Having been recently constructed, the facility provides a correctional setting that meets most State and national correctional standards while also meeting local county needs. The courthouse is located next to the Public Safety Building, making the transportation to and from court relatively time efficient. A recent jail inspection report from IDOC compliments the county on having no jail non-compliances and a well-managed facility.

The jail administration at Jo Daviess County has taken steps to insure that the facility operates properly. A Table of Organization points out the specific responsibilities of each member of the staff, and the Sheriff's Department Operations Manual gives instructions for booking, bond, and prisoner care procedures. Written rules and regulations are issued to all incoming inmates.

Information on the nature and type of inmate typically housed in the jail is not available, since Jo Daviess County was unable to participate in the jail exit survey conducted in each county as part of this project. At the time of the site visit, the jail had a population of five inmates, all of whom were male. Two of the five were pretrial status, and three were post-trial. The total capacity of the jail is 23.

In addition to the more traditional inmate programs of visiting, telephone privileges and commissary, the jail also provides the additional resources of mental health, dental, medical, AA and work release programs. Religious services are also provided by volunteer clergy within the county.

The jail is staffed by Sheriff's Department staff, including:

Administrative	2
Custody	8
Food Preparation	2
Maintenance	1
Clerical	1

This staff component is responsible for all safety and security issues within the jail and, also, the provision of support and program activities. At this time, the staff component is sufficient to meet the demands of jail administration.

The operating budget for the jail is not currently separated from the overall Sheriff's Department budget, but rather is included as part of the operating budget of the Jo Daviess County Public Safety Building; that budget is \$207,242. Assuming a ratio for jail cost alone comparable to that of other Illinois counties, the jail budget alone is probably in the area of \$60,000, and the cost to house one inmate per day is calculated to be \$31.

Recommendations

Two issues are currently under consideration by the county which would improve the correctional system. One, the locking mechanisms in the jail have been somewhat problematic since installation. To resolve this problem, a federal grant (LEAA) has been applied for which would provide sufficient funds to improve the locking system within the jail. It is certainly the recommendation of this Study that plans to improve locking devices proceed, since faulty locking equipment can create severe problems with security and safety within the jail.

Secondly, the IDOC 1981 Report requests that the county provide an exercise area within the jail. The absence of dedicated space for inmate recreation is a problem which should be addressed by the county. Lack of recreational space dictates lack of active (e.g., team sports, running) recreation. The absence of this ability for inmates to release tension through strenuous physical exercise can lead to increased tension among the inmate population, which translates into more work for the jail staff. Further, the absence of recreational space also puts the county in non-compliance with both Illinois and national correctional standards.

JO DAVIESS COUNTY JAIL

Opened: 1977

Operating Capacity: 23

Inmate Count @ site visit: 5

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Pretrial	2	-	2
Post-trial	3	-	3
TOTAL	5	-	5

The jail is located in the Jo Daviess County Public Safety Building in Galena. It is located next to the courthouse for easy access. An average of two to three inmates are transported to court daily.

Total Jail Staff

Administrative	2
Custody	8
Food Preparation	2
Maintenance	1
Clerical	1

<u>Jail Programs</u>	<u>Excellent</u>	<u>Good</u>	<u>Inadequate</u>	<u>Not Available</u>
Visiting				
Attorney		x		
Family		x		
Recreation				
Indoor				
Outdoor				x
Library Services		x		x
Education		x		
Vocational Training		x		

JO DAVIESS COUNTY JAIL (continued)

Work Assignments Available

Inmates are assigned to work details within and outside the facility. Certain inmates are participants in a CETA program, whereby they receive payment for services. Other inmates receive good time for work completed.

Use of Volunteers

No volunteers currently visit the facility.

Daily Operating Cost Per Inmate: \$31.00

Estimated using 1980 Budget and ADP at time of site visit.

Major Problems

\* Request for federal funding has been made to permit remodeling and repair of locking system within the jail.

Future Plans

\* There are no detailed plans for correctional system changes at this time.

# EVALUATION SUMMARY

facility		location Galena, Illinois				
Jo Daviess, County		operating capacity 23				
standard topic	source	compliance factor				
		0	25	50	75	100
1.	Geographically accessible	ACA				
2.	Exterior appearance	ABA				
3.	Public accommodations	APHA				
4.	Perimeter security	ACA				
5.	Pedestrian/vehicular sally ports	ACA				
6.	No staff living quarter	ABA				
7.	Administrative space	ACA				
8.	Arsenal location	ACA				
9.	Control center	ACA				
10.	Audio communications center	ACA				
11.	Emergency alarm system	ACA				
12.	Audio/visual surveillance	ACA				
13.	Intake and waiting	ABA				
14.	Reception and release area	ACA				
15.	Violent cell	ACA				
16.	Inmate property	ACA				
17.	Officer posts	ACA				
18.	Offender separation	ACA				
19.	Separation of females	ACA				
20.	Separation of juveniles	ACA				
21.	Separation of juveniles	ICJS				
22.	Special purpose cells	ACA				
23.	Dayspaces, locations	ACA				
24.	Dayspaces, size	ACA				
25.	Dayspaces, size	APHA				
26.	Dayspaces, size	ICJS				
27.	Bathing facilities	ACA				
28.	Minimum housing activities	ACA				
29.	Single occupancy only	ACA				
30.	Cell occupancy	ACA				
31.	Cell minimum	ACA				



## Capital Development

### JO DAVIESS COUNTY JAIL

Opened in 1977, the Jo Daviess County jail is a new facility which houses a detention area and the Sheriff's administrative offices. Other than regular on-going maintenance, this facility requires no capital expenditures at this time. It might be added that this is an extremely well-maintained and clean building.

### KANE COUNTY

The Kane County jail, opened in 1975, has an operating capacity of 104, and had a population of 102 at the time of the site visit for this project. The product of a very thorough planning and architectural program, the jail has many features reflective of a desire to comply with national correctional standards and meet county correctional goals. The National Clearinghouse for Criminal Justice Planning and Architecture in its review of the original plans for the facility states:

"In their present state of development, we consider them (the facility plans) to provide demonstration to other jurisdictions of comparable circumstances of a contemporary approach to detention and correctional facility needs. In this respect, this project well serves as a model ... of (exemplary) approaches which relate to (current) needs."<sup>3</sup>

The facility is located approximately ten miles from the Kane County courthouse and an average of ten inmates per day are transported to court. The facility houses both the jail and the Sheriff's administrative offices, including all Sheriff's Department functional areas.

The inmate population in Kane County, as described by the jail exit survey conducted in 1980 is similar in its make-up to other county correctional populations, with the additional factor of being a "collar" county to Cook County impacting on demographic statistics:

Inmates from Kane County	82%
Male	95%
Ethnic minorities	27%
Under 30 years of age	74%
Employed full-time at intake	67%
High school education or more	30%

<sup>3</sup> Letter to Kane County from Frederic D. Moyer, then Director of the NCCJPA, May 16, 1972.

One statistic that clearly reflects Kane County's proximity to Cook County is presence of a high percentage of ethnic minority inmates present in the jail population. This percentage is higher than the actual representation of minorities within the county population. This type of influence on the jail population must be responded to when designing and implementing jail programs.

The exit survey also collected information of the criminal history of those inmates surveyed. This information is useful in determining security requirements and staffing needs for the facility. The following information summarizes the findings of the survey:

Inmates charged with a violent felony	35%
Inmates charged with a non-violent offense	65%
Inmates having an escape/FTA history	10%
Serious jail misconduct	-
No prior misdemeanors	57%
No prior felonies	67%

Again, based on the urban influence of Cook County, the percentage of inmates charged with a violent felony is somewhat higher than the other counties in the Study, and the percentage of inmates with no prior misdemeanors or felonies is lower than those counties.

Another area of concern addressed by the survey is program needs. The following data relates to various program areas that require attention:

Inmates with alcohol problem	34%
Inmates with drug problem	Unknown
Suicide risk	-
Mental health problems	4%
Medical problems	4%

The most striking statistic here is the high percentage of inmates reporting a problem with alcohol. This sub-population requires that the county, as it already has begun to do, provide a substantially high level of substance abuse programming. Such programming may result in a lowering of the recidivism rates among this group.

A major concern of the jail exit survey was the assessment of the current pretrial release practices of the county, particularly the use of release on recognizance. The application of a relatively stringent standardized release scale to the releasee survey population in Kane County indicates that the county is currently operating a very effective release program, keeping pretrial length of stay at a minimum for those inmates eligible for release.

The physical plant of the Kane County jail includes provision of space and equipment for the following programs:

- \* Classrooms
- \* Vocational shop
- \* Audio-visual room
- \* Assembly room
- \* Library
- \* Exterior recreation
- \* Visiting area

In addition to the provision of space, the administration provides the staff support necessary to insure that all program areas are constructively utilized. In addition to correctional staff, Kane County uses the resources of community volunteers to provide increased program potential.

The administration of the jail is aware of and responsive to the need for a sufficient number of staff to complement the exemplary design of the facility. The following staff are currently assigned to jail operation:

Administrative	2
Custody	25
Food Service	3
Program	5 (P/T)
Maintenance	4
Clerical	3

Along with appropriate staff levels, the jail also provides budgetary allocations for salaries commensurate with correctional responsibilities. In particular, the average custody officer salary is \$17,500. This salary level allows the administration to obtain and maintain a well-qualified and well-trained staff, in contrast to other counties which suffer constant turnover of jail custody staff due to non-competitive salary levels offered.

The estimated per diem per-inmate operating cost for the Kane County jail is \$30. This is an important figure, since unlike many other per diem costs within Illinois jails, this is the estimate of per diem cost to operate a standards-compliant jail. While it is not substantially higher than the average per diem costs found in the Study, it can serve as a guide for assessing potential changes in per diem costs as jails achieve standards compliance.

Recommendations

The only appropriate recommendation for Kane County is that it continue to address its correctional needs - architectural and programmatic - in the same positive and progressive manner as has been the tradition in recent years. The jail administration has a well-developed set of goals and objectives which guide planning for current and future correctional needs.

Kane County was at the time of the site visit operating close to its capacity. In light of Kane County's effective pretrial release practices, little more can be done to reduce inmate population. The original design of the Kane County jail provided for eventual expansion of the facility. It is, perhaps, time for Kane County to activate those expansion plans.

As with Cook County, Kane County should be viewed as a "model" facility in many areas and the various programmatic resources of the jail made available for review by other Illinois counties. Further, where counties located within a reasonable distance can actually participate, regional staff training and program sharing should be encouraged, using Kane County as the logical operational base.

KANE COUNTY JAIL

Opened: 1975

Operating Capacity: 104

Inmate Count @ site visit: 102

The jail was constructed in 1975 and has a design concept reflective of a well-planned and goal-oriented correctional system. The facility is ten miles from the county court facilities. On the average ten inmates per day are transported to court.

Total Jail Staff

Administrative	2
Medical	-
Custody	25
Food Service	3
Program	5 (P/T)
Maintenance	4
Clerical	3

Average Annual Salaries

Administrative	\$25,000
Medical	-
Custody	17,500
Food Service	10,000
Program	-
Maintenance	10,000
Clerical	9,000

<u>Jail Programs</u>	<u>Excellent</u>	<u>Good</u>	<u>Inadequate</u>	<u>Not Available</u>
Visiting				
Attorney	x			
Family	x			
Recreation				
Indoor	x			
Outdoor	x			
Library Services	x			
Education	x			
Vocational Training	x			

KANE COUNTY JAIL (continued)

Work Assignments Available

Average of seven inmates - janitorial, vehicle maintenance, laundry, food service.

Use of Volunteers

The county makes use of a variety of volunteer services and individuals to supplement funded jail programs. Those volunteer programs include: AA counseling, religious counseling, and art instruction.

Daily Operating Cost Per Inmate: \$30.00

Estimated based on 1980 Operating Budget and ADP at time of site visit.

Major Problems

\* Unlike counties with outdated and poorly planned facilities, Kane County's facility is exemplary in design concept and functional space utilization. No major problems exist with this facility, and it meets or exceeds most applicable correctional standards.

Future Plans

\* The current goal of the correctional administration is to monitor and evaluate changes in incarceration trends, and inmate needs. Based on analysis of this data, future system and facility improvements will be developed.

# EVALUATION SUMMARY

facility		location Geneva, Illinois				
Kane County		operating capacity 104				
standard topic	source	compliance factor				
		0	25	50	75	100
1.	Geographically accessible	ACA				
2.	Exterior appearance	ABA				
3.	Public accommodations	APHA				
4.	Perimeter security	ACA				
5.	Pedestrian/vehicular sally ports	ACA				
6.	No staff living quarter	ABA				
7.	Administrative space	ACA				
8.	Arsenal location	ACA				
9.	Control center	ACA				
10.	Audio communications center	ACA				
11.	Emergency alarm system	ACA				
12.	Audio/visual surveillance	ACA				
13.	Intake and waiting	ABA				
14.	Reception and release area	ACA				
15.	Violent cell	ACA				
16.	Inmate property	ACA				
17.	Officer posts	ACA				
18.	Offender separation	ACA				
19.	Separation of females	ACA				
20.	Separation of juveniles	ACA				
21.	Separation of juveniles	ICJS				
22.	Special purpose cells	ACA				
23.	Dayspaces, locations	ACA				
24.	Dayspaces, size	ACA				
25.	Dayspaces, size	APHA				
26.	Dayspaces, size	ICJS				
27.	Bathing facilities	ACA				
28.	Minimum housing activities	ACA				
29.	Single occupancy only	ACA				
30.	Cell occupancy	ACA				
31.	Cell minimum	ACA				



# EVALUATION SUMMARY

facility Kane County		location Geneva, Illinois						
		operating capacity 104						
standard topic	source	compliance factor						
		0	.25	.5	.75	1.0		
32.	Fixtures and hardware	ABA						
33.	Multiple-occupancy cells	ACA						
34.	Dormitory living units	ACA						
35.	Cell space	ICJS						
36.	Cell occupancy	ICJS						
37.	Cell equipment	ICJS						
38.	Ventilation	ICJS						
39.	Kitchen	ACA						
40.	Food storage	ACA						
41.	Laundry	ACA						
42.	Linen and clothing excesses	ACA						
43.	Storage rooms	ACA						
44.	Medical space	ACA						
45.	Medical equipment	AMA						
46.	Medical cell	ACA						
47.	Personal hygiene	ACA						
48.	Inmate commissary	ACA						
49.	Hair care services	ACA						
50.	Barbering space	APHA						
51.	Program space	ACA						
52.	Inmate programs	ACA						
53.	Library services	ACA						
54.	Library space	ALA						
55.	Telephone access	ACA						
56.	Exercise areas	ICJS						
57.	Exercise areas	ACA						
58.	Equal program access	ACA						
59.	Fire resistance	APHA						
60.	Smoke detection	ACA						
61.	Emergency exits	ACA						
62.	Usable exits							

# EVALUATION SUMMARY

facility Kane County		location Geneva, Illinois						
		operating capacity 104						
standard topic	source	compliance factor						
		0	.25	.5	.75	1.0		
63.	Exit distances	ACA						
64.	Cleanliness	APHA						
65.	Janitor closets	ACA						
66.	Floor drains	ACA						
67.	Maintenance	ACA						
68.	Mechanical rooms	ACA						
69.	Emergency power	ACA						
70.	Waste disposal	ACA						

## Capital Development

### KANE COUNTY JAIL

Opened in 1975, this county jail has received national recognition as a facility which embodies "advanced practice" design and program concepts. In 1981 this facility remains a noted example as a county correctional center. Other than normal maintenance, there are not now any pressing capital development needs at this facility. However, this facility was planned for expansion by the addition of new housing modules. Since Kane County is operating close to its capacity level, planning for expansion should begin to be considered.

### KANKAKEE COUNTY

The Kankakee County jail is located within the business district of the city of Kankakee. All Sheriff's Department functions are housed within the facility. Constructed in 1972, the jail is substantially in compliance with all national and IDOC correctional facility standards. The jail is one block from the courthouse, making transportation of inmates to and from court a fairly time-efficient task. On the average, 12 inmates are involved in some type of court activity every working day.

One problem area that becomes immediately apparent upon touring the facility is the inadequacy or inappropriate use of certain space within the facility. Initially designed to function solely as a correctional center, the jail area now houses other Sheriff's Department functions, including detectives, records, juvenile officer, crime lab and storage of evidence. This non-correctional use of space within the security perimeter of the jail is necessitated by the absence of appropriate space in other areas of the building.

This use of non-correctional personnel in a secure area of the jail, and especially the storage of weapons (evidence) could result in a hostage situation at some point, unnecessarily endangering those persons doing non-correctional work. This issue will be discussed further in the Recommendation Section of this narrative.

The jail exit survey conducted in Kankakee County resulted in a compilation and analysis of statistical data about the current jail population. The following demographic data was obtained from that survey:

Inmates from Kankakee County	70%
Male	95%
Under 30 years of age	66%
Employed full-time at intake	44%
High school education or more	42%

The exit survey also collected information on the criminal history of those inmates surveyed. This information is useful in determining security requirements for the facility and also staffing needs. The following information summarizes the findings of the survey:

Inmates charged with a violent felony	6%
Inmates charged with a non-violent offense	94%
Inmates having an escape/FTA history	49%
Serious jail misconduct	8%
No prior misdemeanors	N/A
No prior felonies	N/A

The above information presents a conflict in data, if it is to be used for the determination of custody level or eligibility for pretrial release. While 94% of all inmates surveyed were charged with a non-violent offense, a rather high percent of all inmates had a history of failure to appear or escape based on this data. Thus, although they may be relatively minor offenders, many are escape or FTA risks based on past behavior. The additional information pertaining to prior record would have been useful in discussing facility/staff requirements, but was not available from the survey results.

Another area of correctional programming addressed by the survey was inmate needs. The following data relates to the various problem areas that dictate programmatic response:

Inmates with alcohol problem	6%
Inmates with drug problem	4%
Suicide risk	25%
Mental health problems	6%
Medical problems	2%

The results of the survey reflect a very low level of problems among the inmate population in the above categories. Based on the findings, the need for program development in these areas is limited; efforts should thus first be focused on other areas, such as vocational and educational programming. Medical services must, due both to needs and standards, be well defined and available, no matter how few inmates might request such services.

The major concern of the survey was to assess the current pretrial release practices of the county, particularly the use of release on recognizance. In Kankakee County, it was found that 0% of all pretrial person-days were spent in the jail by persons passing the most stringent ROR scale applied to the population through the survey. This finding indicates that the county is doing an excellent job of defining release criteria, and avoiding the use of jail bed-space by persons eligible for pretrial release.

Despite the limitations imposed by physical plant deficiencies, the Kankakee County jail operates several programs for the inmate population. Visiting is provided two days per week, and two religious services are also conducted each week. The jail currently has a GED program in operation which provides educational services to an average of 18 to 20 inmates per week. Counseling services are made available to inmates upon request through programs in the surrounding community. One of the current drawbacks to program expansion is limitation of physical space. As discussed earlier, the utilization of space within the jail for non-correctional functions makes it difficult for jail program staff to provide anything more than minimal programming levels.

Another program area frequently a problem for county jails is indoor and outdoor recreation. This is true in Kankakee County, where facilities for such recreational programming have not been included in the facility design. While such recreational programs and facilities are required by Illinois and national correctional standards, the county cannot, at this time, provide these services to the inmate population.

The Kankakee County jail is operated by a total staff of 30, including:

Administrative	2
Custody	21
Medical	1
Food Preparation	3
Maintenance	3

This current staffing component is adequate to perform all necessary functions. However, the administration is considering the addition of three correctional officer (FTE's) to augment the current custody staff. This increase in security staff would

certainly be beneficial, especially in light of the security issues presented by the presence of non-correctional staff within the jail perimeter.

The yearly operating budget for the jail is currently presented as a component of the total Sheriff's Department Budget, not as a separate item. An approximate figure for operation of the jail only would be in the range of \$400,000 annually,<sup>4</sup> putting the per inmate per day cost at \$17. This figure is somewhat lower than the average per diem cost around the State, and may be partially accounted for by the relatively low custody officer salary levels.

#### Recommendations

There are several areas where the jail could benefit from architectural and/or programmatic changes.

- \* Removal of non-correctional functions from within security perimeter.
- \* Addition of space and staff for various rehabilitative programs.
- \* Addition of new security officer positions to improve overall security and safety of facility.

The removal of non-correctional functions would necessitate the availability of other space, either within the existing facility or at some other site. While the scope of this project does not allow for the selection of the most cost-effective location for such space, it would most appropriately be proximate or adjacent to the existing jail/Sheriff's Department facility.

Once such new space has been identified, the removal of non-correctional functions would then free up space within the jail for the addition of jail program space. Thus, the solution of the first problem (non-correctional space usage) would result in a solution to the second problem (expansion of programs).

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<sup>4</sup> Actual Jail Operations Cost Analysis not completed by county.

The final suggested improvement, addition of security staff, has already been assessed as a need by jail administrative staff. Actual numbers of FTE positions should be derived from the ADP at time of those additions, and the desired levels of jail programs beyond the minimum prescribed by the standards.

KANKAKEE COUNTY JAIL

Opened: 1972

Operating Capacity: 109

Inmate Count @ site visit: 68

	<u>Male</u>	<u>Female</u>	<u>Juvenile</u>	<u>Total</u>
Pretrial	46	1	5	52
Post-trial	15	1	-	16
TOTAL	61	2	5	68

The jail is centrally located in the community, in the central business district. It is one block from the courthouse. All other Sheriff's Department functions are also housed in this facility. The average daily number of inmates transported to court is 12.

Total Jail Staff

Administrative	2
Custody	21
Medical	1
Food Preparation	3
Maintenance	3

Average Annual Salaries

Administrative	\$14,000
Custody	9,800
Medical	(hourly)
Food Preparation	6,000
Maintenance	7,500

<u>Jail Programs</u>	<u>Excellent</u>	<u>Good</u>	<u>Inadequate</u>	<u>Not Available</u>
Visiting				
Attorney			x	
Family			x	
Recreation				
Indoor				x
Outdoor				x
Library Services			x	
Education		x		
Vocational Training			x	

KANKAKEE COUNTY JAIL (continued)

Work Assignments Available

General janitorial/work assignments are regularly assigned to all inmates on a rotating basis. No remuneration funds.

Use of Volunteers

College and other volunteers are utilized for religious services and counseling programs.

Daily Operating Cost Per Inmate: \$17.00

Estimated using 1980 Budget and ADP at time of site visit.

Major Problems

- \* The original design concept for the facility stressed correctional services. However, current usage is for all Sheriff's Department functions. Several non-correctional personnel work within the perimeter security of the jail, presenting potential safety and security issues.
- \* Inmate program space (educational, vocational, counseling, etc.) is limited since most available office space is utilized for other service department functions.

Future Plans

- \* Since the correctional officer staffing component is somewhat insufficient (total of three 24-hour posts) plans are to add four correctional officers (FTE's) in the near future.

# EVALUATION SUMMARY

facility		location Kankakee, Illinois				
Kankakee County		operating capacity 109				
standard topic	source	compliance factor				
		0	.25	.5	.75	1.0
1.	Geographically accessible	ACA				
2.	Exterior appearance	ABA				
3.	Public accommodations	APHA				
4.	Perimeter security	ACA				
5.	Pedestrian/vehicular sally ports	ACA				
6.	No staff living quarter	ABA				
7.	Administrative space	ACA				
8.	Arsenal location	ACA				
9.	Control center	ACA				
10.	Audio communications center	ACA				
11.	Emergency alarm system	ACA				
12.	Audio/visual surveillance	ACA				
13.	Intake and waiting	ABA				
14.	Reception and release area	ACA				
15.	Violent cell	ACA				
16.	Inmate property	ACA				
17.	Officer posts	ACA				
18.	Offender separation	ACA				
19.	Separation of females	ACA				
20.	Separation of juveniles	ACA				
21.	Separation of juveniles	ICJS				
22.	Special purpose cells	ACA				
23.	Dayspaces, locations	ACA				
24.	Dayspaces, size	ACA				
25.	Dayspaces, size	APHA				
26.	Dayspaces, size	ICJS				
27.	Bathing facilities	ACA				
28.	Minimum housing activities	ACA				
29.	Single occupancy only	ACA				
30.	Cell occupancy	ACA				
31.	Cell minimum	ACA				

# EVALUATION SUMMARY

facility		location Kankakee, Illinois				
Kankakee County		operating capacity 109				
standard topic	source	compliance factor				
		0	.25	.5	.75	1.0
32.	Fixtures and hardware	ABA				
33.	Multiple-occupancy cells	ACA				
34.	Dormitory living units	ACA				
35.	Cell space	ICJS				
36.	Cell occupancy	ICJS				
37.	Cell equipment	ICJS				
38.	Ventilation	ICJS				
39.	Kitchen	ACA				
40.	Food storage	ACA				
41.	Laundry	ACA				
42.	Linen and clothing excesses	ACA				
43.	Storage rooms	ACA				
44.	Medical space	ACA				
45.	Medical equipment	AMA				
46.	Medical cell	ACA				
47.	Personal hygiene	ACA				
48.	Inmate commissary	ACA				
49.	Hair care services	ACA				
50.	Barbering space	APHA				
51.	Program space	ACA				
52.	Inmate programs	ACA				
53.	Library services	ACA				
54.	Library space	ALA				
55.	Telephone access	ACA				
56.	Exercise areas	ICJS				
57.	Exercise areas	ACA				
58.	Equal program access	ACA				
59.	Fire resistance	APHA				
60.	Smoke detection	ACA				
61.	Emergency exits	ACA				
62.	Usable exits					

# EVALUATION SUMMARY

facility <b>Kankakee County</b>		location <b>Kankakee, Illinois</b>					
		operating capacity <b>109</b>					
standard topic		source	compliance factor				
			0	25	5	75	1.0
63.	Exit distances	ACA					
64.	Cleanliness	APHA					
65.	Janitor closets	ACA					
66.	Floor drains	ACA					
67.	Maintenance	ACA					
68.	Mechanical rooms	ACA					
69.	Emergency power	ACA					
70.	Waste disposal	ACA					

## Capital Development

### KANKAKEE COUNTY JAIL

Although this facility is relatively new, being opened in 1972, it has developed two difficulties which are notable, not only as space deficiencies, but also as potential security risks. Since the original building design stressed correctional services there was a deficiency in the provision of space for the Sheriff's administration and program space for the inmates; consequently, departmental functions are housed, and non-correctional personnel are working within the security perimeter. In order to alleviate this situation, a space study should be done of the jail to determine: administrative space requirements, program space requirements and bound security perimeter. Without a complete space analysis of the building, it is difficult to estimate cost requirements, however, at \$85 per square foot for administrative and program space, a 4000 square foot addition would cost \$340,000.

Based on the objective nature of these cost estimates, they should be used only as preliminary figures, to show the variation of capital cost requirements across counties, and the potential scope of capital cost investment required to achieve full standards compliance. Actual building cost will vary from county to county, not only because of the scope of work, but also because of variations in local materials costs, site conditions, labor, efficiency of design and other such factors. A detailed feasibility, architectural, and population projection study should be done to define the exact scope of work required. In no case should these preliminary estimates be construed as actual renovation or construction costs for Kankakee County. Actual costs will vary considerably due to the factors cited above.

KNOX COUNTY

The Knox County jail is a relatively new facility, opened in 1977. It has an operating capacity of 46, and the population at the time of site visit for this project was 24. The jail is housed within the Knox County Public Safety Building, which includes facilities for police, Sheriff, fire and civil defense functions. The building is situated conveniently in the downtown area of the city, and is one-half block distance from the county courthouse.

The jail, having been designed with the benefit of published national and State standards, meets or exceeds the majority of those standards. Areas where design deficiencies exist are primarily in the program area, including general program space, library, and indoor/outdoor recreation. Certain rooms within the security perimeter of the jail could be used for expanding program potential, but due to design problems, these rooms are located in areas out of staff visibility, and would necessitate increased staffing levels, if utilized.

The jail exit survey conducted in Knox County in 1980 resulted in a compilation of statistical information about the current jail population. The following demographic data are from that survey:

Inmates from Knox County	82%
Male	89%
Under 30 years of age	68%
Employed full-time at intake	34%
High school education or more	46%

The exit survey also collected information on the criminal history of those inmates surveyed. This information is useful in determining security requirements and staffing needs for the facility. The following information summarizes the findings of the survey:



Inmates charged with a violent felony	19%
Inmates charged with non-violent offense	81%
Inmates having an escape/FTA history	9%
Serious jail misconduct	3%
No prior misdemeanors	32%
No prior felonies	78%

The data on criminal history and current offense indicates that Knox County has a high degree of flexibility in the security provisions for the inmate population. Of the inmates surveyed, 81% were charged with a non-violent current offense and 78% had criminal histories indicating no prior felony conviction. This data is consistent with the rural/urban composition of the county and the general expectation that inmates of the county jail will be predominantly property offenders.

Another area of concern addressed by the survey was program needs. The following data relates to various inmate problem areas that may require attention:

Inmates with alcohol problem	17%
Inmates with drug problem	4%
Suicide risk	5%
Mental health problems	7%
Medical problems	3%

The survey results are rather similar to other counties with like circumstances, indicating a need for programs in all of the identified areas at a fairly low level, and showing the presence of a high percentage of inmates with alcohol problems. This high incidence of alcohol problems in the inmate population is common to most Illinois jails, and must be responded to accordingly by provision of programs within the facility or on an out-patient basis as a community program.

A major concern of the survey was assessing the current pretrial release practices of the county, particularly the use of release on recognizance. In Knox County, the application of a standardized ROR scale in the survey indicates that the county is attempting to release qualified pretrial inmates in an efficient manner. Some bed-space savings might occur if changes in the existing pretrial release system were implemented.

As mentioned earlier, inmate programs at the jail are limited by space and the absence of qualified staff. The jail budget does not include any funding for correctional program staff, and currently no community volunteers are utilized on a regularly scheduled basis. Programs such as recreation, education, vocational training and library services are all substandard.

There are currently 12 full-time correctional officers assigned to the Knox County jail. These officers make an average of \$12,000 per year. A total of 12 correctional officers translates roughly (considering time off, vacations, etc.) to a minimal staff coverage on any one shift during the 24-hour day. In addition to this low staffing level creating security and control problems, it further limits provision of any inmate programs beyond basic services (i.e., visiting).

While it was not possible to complete a jail operating cost analysis at Knox County during this project, a rough estimate of the jail's yearly operating budget is \$248,000. Based on current ADP, this places the per inmate per diem costs of jail operation at \$28. This cost is close to the average per diem operating cost assessments of the other jails selected for this project.

#### Recommendations

Knox County has undertaken preliminary study of three areas of jail improvement.

1. Addition of two FTE jail custody staff positions.
2. Installation of central air conditioning in the jail.
3. The addition of four to six new cells in the existing facility.

These plans are at various stages of progress toward implementation, and are all worthy of serious effort by county officials, since they have been identified as practical needs by jail staff through their experience with running the jail. The addition of new custody staff positions should receive priority consideration, since these additional positions would allow the jail staff to make more effective use of already existing space, based on the added potential for staff to observe inmate activity.

KNOX COUNTY JAIL

Opened: 1977

Operating Capacity: 46

Inmate Count @ site visit: 24

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Pretrial	8	1	9
Post-trial	15	-	15
TOTAL	23	1	24

The jail is located within the Knox County Public Safety Building. All police, fire, Sheriff, and civil defense functions are housed in this facility. The jail is one-half block distance from the courthouse, and an average of five inmates are transported daily to court.

Total Jail Staff

Administrative	2
Correctional Officer	12
Food Preparation	1

Average Annual Salaries

Administrative	\$15,000
Correctional Officer	14,000
Food Preparation	10,800

<u>Jail Programs</u>	<u>Excellent</u>	<u>Good</u>	<u>Inadequate</u>	<u>Not Available</u>
Visiting				
Attorney		x		
Family		x		
Recreation				
Indoor				
Outdoor				x
Library Services				x
Education			x	
Vocational Training			x	

KNOX COUNTY JAIL (continued)

Work Assignments Available

An indefinite number of sentenced inmates are assigned various tasks within the facility. No funds are available for remuneration.

Use of Volunteers

There are no regular volunteers currently providing services to inmates, however use of various community programs (i.e., AA, Mental Health) are utilized on an as needed basis.

Daily Operating Cost Per Inmate: \$28.00

Estimated using 1980 Budget and assuming full occupancy.

Major Problems

- \* While the physical plant is relatively new, the design does not provide sufficient space for programs, and other services.
- \* Staffing levels are not sufficient to meet all security and program needs. Certain inmate services are not provided due to this staffing deficiency.

Future Plans

- \* Current plans are for the addition of four to six cell space, and the installation of central air conditioning.
- \* It is estimated that two additional security FTE's would improve security in the jail considerably. Plans for such a staff increase are being considered.

# EVALUATION SUMMARY

facility		location Galesburg, Illinois					
Knox County		operating capacity 46					
standard topic		source	compliance factor				
			0	25	5	.75	1.0
1.	Geographically accessible	ACA					
2.	Exterior appearance	ABA					
3.	Public accommodations	APHA					
4.	Perimeter security	ACA					
5.	Pedestrian/vehicular sally ports	ACA					
6.	No staff living quarter	ABA					
7.	Administrative space	ACA					
8.	Arsenal location	ACA					
9.	Control center	ACA					
10.	Audio communications center	ACA					
11.	Emergency alarm system	ACA					
12.	Audio/visual surveillance	ACA					
13.	Intake and waiting	ABA					
14.	Reception and release area	ACA					
15.	Violent cell	ACA					
16.	Inmate property	ACA					
17.	Officer posts	ACA					
18.	Offender separation	ACA					
19.	Separation of females	ACA					
20.	Separation of juveniles	ACA					
21.	Separation of juveniles	ICJS					
22.	Special purpose cells	ACA					
23.	Dayspaces, locations	ACA					
24.	Dayspaces, size	ACA					
25.	Dayspaces, size	APHA					
26.	Dayspaces, size	ICJS					
27.	Bathing facilities	ACA					
28.	Minimum housing activities	ACA					
29.	Single occupancy only	ACA					
30.	Cell occupancy	ACA					
31.	Cell minimum	ACA					

# EVALUATION SUMMARY

facility		location Galesburg, Illinois					
Knox County		operating capacity 46					
standard topic		source	compliance factor				
			0	25	5	.75	1.0
32.	Fixtures and hardware	ABA					
33.	Multiple-occupancy cells	ACA					
34.	Dormitory living units	ACA					
35.	Cell space	ICJS					
36.	Cell occupancy	ICJS					
37.	Cell equipment	ICJS					
38.	Ventilation	ICJS					
39.	Kitchen	ACA					
40.	Food storage	ACA					
41.	Laundry	ACA					
42.	Linen and clothing excesses	ACA					
43.	Storage rooms	ACA					
44.	Medical space	ACA					
45.	Medical equipment	AMA					
46.	Medical cell	ACA					
47.	Personal hygiene	ACA					
48.	Inmate commissary	ACA					
49.	Hair care services	ACA					
50.	Barbering space	APHA					
51.	Program space	ACA					
52.	Inmate programs	ACA					
53.	Library services	ACA					
54.	Library space	ALA					
55.	Telephone access	ACA					
56.	Exercise areas	ICJS					
57.	Exercise areas	ACA					
58.	Equal program access	ACA					
59.	Fire resistance	APHA					
60.	Smoke detection	ACA					
61.	Emergency exits	ACA					
62.	Usable exits						

# EVALUATION SUMMARY

facility		location <b>Galesburg, Illinois</b>					
Knox County		operating capacity <b>46</b>					
standard topic		source	compliance factor				
			0	.25	.5	.75	1.0
63.	Exit distances	ACA					
64.	Cleanliness	APHA					
65.	Janitor closets	ACA					
66.	Floor drains	ACA					
67.	Maintenance	ACA					
68.	Mechanical rooms	ACA					
69.	Emergency power	ACA					
70.	Waste disposal	ACA					

## Capital Development

### KNOX COUNTY JAIL

Opened in 1977, Knox County jail is part of a new County/City Law Enforcement complex. Although the detention areas of the jail are standard-compliant and adequate, there is an overall lack of inmate program space as indicated in the Evaluation Summary. Also, there are considerations for providing central air conditioning, four to six new cells and a recreation area. While the cost will be determined by the specific scope of the work undertaken, an allowance should be made for approximately \$300,000.

Based on the objective nature of these cost estimates, they should be used only as preliminary figures, to show the variation of capital cost requirements across counties, and the potential scope of capital cost investment required to achieve full standards compliance. Actual building cost will vary from county to county, not only because of the scope of work, but also because of variations in local materials costs, site conditions, labor, efficiency of design and other such factors. A detailed feasibility, architectural, and population projection study should be done to define the exact scope of work required. In no case should these preliminary estimates be construed as actual renovation or construction costs for Knox County. Actual costs will vary considerably due to the factors cited above.

LIVINGSTON COUNTY

The Livingston County jail, constructed in 1854, is a historically significant structure, reflecting pre-civil war jail design concepts. It is, however, totally impractical as a facility to provide modern correctional services to the county's inmate population. The jail has only one component - a 36-bed housing unit. There is no provision of space for any other function within the facility. Dispatch for county vehicles and visiting occur in a vestibule area at the entrance to the jail. Food preparation is conducted in the kitchen of the Sheriff's home which is adjacent to the jail.

It must be observed that the Sheriff's Department makes excellent use of the existing facility, even with its inherent deficiencies. While no actual correctional officer positions are identified in the Sheriff's Department operating budget, deputies operate the jail under the direction of a jail administrator designated by the Sheriff. The jail is kept relatively clean, and inmates receive basic food, medical and other services in an appropriate manner. The primary problem with correctional services at the jail stem from design deficiencies due to its age, not from lack of proper administration.

The jail exit survey conducted in Livingston County resulted in a compilation of statistical information about the current jail population. The following demographic data are from that survey:

Inmates from Livingston County	65%
Male	85%
Under 30 years of age	79%
Employed full-time at intake	48%
High school education or more	60%

Similar to most Illinois counties, Livingston County has an inmate population made up predominantly by county residents, male, and under 30 years of age. The percentage of those inmates reporting employment at intake and a high school education is relatively high, indicating a strong potential for these inmates to achieve self-support upon release.

The exit survey also collected information on the criminal history of those inmates surveyed. This information is useful in determining security requirements and staffing needs for the facility. The following information summarizes the findings of the survey:

Inmates charged with a violent felony	21%
Inmates charged with a non-violent offense	79%
Inmates having an escape/FTA history	23%
Serious jail misconduct	2%
No prior misdemeanors	4%
No prior felonies	61%

These statistics on offense history are again similar to other Illinois jails with the demographic characteristics of Livingston County. The majority of inmates have a criminal history of few prior felonies, and have been charged with a non-violent current offense. One concern is the fairly high number of inmates indicating an escape or FTA history (23%). Further investigation of this data will have implications for both security and release provisions in the jail.

Another area of concern addressed by the survey was program needs. The following data relates to various inmate problem areas that require programmatic response:

Inmates with alcohol problem	8%
Inmates with drug problem	4%
Suicide risk	-
Mental health problems	27%
Medical problems	4%

It appears from this information that the inmate population does not present major program needs to the administration. Nonetheless, basic provision for substance abuse, medical and mental health needs must be made available to those inmates requiring such treatment.

The pretrial release programs provided by the county (ROR and bond) appear to function appropriately and serve to reduce the average length of pretrial stay by

inmates approved for community release. While there is no formal ROR program existent in the jail, the court does utilize this release method in selected cases. Bond is the most frequently used means of pretrial release.

The jail provides a surprisingly high number of inmate programs despite the constraints of available jail space. Programs include job counseling, mental health services, and vocational training. Those programs limited the most by inadequate space are visiting, recreation, and library services.

The staffing of the jail is achieved through use of Sheriff's Department staff on an as needed basis (i.e., maintenance, food preparation) and custody is handled by deputies who alternate between the jail and road patrol. At such time as a new correctional facility is constructed for the county, consideration must then be given to the development of a full-time correctional staff component to effectively operate that facility.

As would be expected, the operating costs for the jail are relatively low, based on sharing of staff between jail and other Sheriff's Department duties, and the size of the current facility. The per diem per inmate cost is one of the lowest in the State at \$11. It must be noted that this per diem cost is achieved only because the county has not made any substantial improvement in correctional programming over several years. A fully standards-compliant jail in Livingston County would most likely have a per diem operating cost closer to the State average.

#### Recommendations

The most significant recommendation which can be made for Livingston County is that a long range plan for corrections be undertaken which would include the construction of a new jail facility. The present structure is substantially non-compliant with national and State correctional standards and does not lend itself to cost-effective renovation or remodeling. As jail standards continue to be enforced by State agencies and the federal courts, Livingston County's facility can only come under increased pressure due to its lack of space for correctional programs and the substandard nature of that space which does exist.

Long-range planning for county correctional needs should also include an analysis of the number and type of staff which will be required to operate such a facility. Essential to such a staffing analysis will be the development of job descriptions and suggested pay scales commensurate with duties to be performed.

LIVINGSTON COUNTY JAIL

Opened: 1854

Operating Capacity: 36

Inmate Count @ site visit: 29 (Adults)

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Pretrial	11	-	11
Post-trial	18	-	18
TOTAL	29	-	29

The Sheriff's home is adjacent to the jail. The facility is three blocks from the courthouse. Three inmates are transported to court daily.

Total Jail Staff

Administrative	3
Correctional Officers*	6 (F/T)
Correctional Employees	6 (P/T)
Food Preparation	1

Average Annual Salaries

Administrative	\$18,000
Correctional Officer	14,000
Food Preparation	9,000

<u>Jail Programs</u>	<u>Excellent</u>	<u>Good</u>	<u>Inadequate</u>	<u>Not Available**</u>
Visiting				
Attorney		x		
Family			x	
Recreation				
Indoor				x
Outdoor				x
Library Services			x	
Education		x		
Vocational Training		x		

\*Correctional and road deputy responsibilities are shared.

\*\*Due to facility design limitations.

LIVINGSTON COUNTY JAIL (continued)

Work Assignments Available

Trusty status is given to various inmates for assorted facility duties, on a volunteer basis.

Use of Volunteers

Approximately 20 religious volunteers (various denominations) offer services and counseling throughout the week.

Daily Operating Cost Per Inmate: \$11.00

Estimated using 1980 Budget and assumption of full occupancy.

Current Major Problems

- \* Existing facility (constructed 1854) is in non-compliance with most State and national standards.
- \* Staff assignments to jail operations are limited by operating budget and by facility design problems.
- \* Programs for inmates are substantially limited due to staff limitations and facility design.

Future Plans

- \* Current plans include the renovation of the basement area to a trusty housing unit.

# EVALUATION SUMMARY

facility		location Pontiac, Illinois				
Livingston County		operating capacity 36				
standard topic	source	compliance factor				
		0	.25	.5	.75	1.0
1. Geographically accessible	ACA					
2. Exterior appearance	ABA					
3. Public accommodations	APHA					
4. Perimeter security	ACA					
5. Pedestrian/vehicular sally ports	ACA					
6. No staff living quarter	ABA					
7. Administrative space	ACA					
8. Arsenal location	ACA					
9. Control center	ACA					
10. Audio communications center	ACA					
11. Emergency alarm system	ACA					
12. Audio/visual surveillance	ACA					
13. Intake and waiting	ABA					
14. Reception and release area	ACA					
15. Violent cell	ACA					
16. Inmate property	ACA					
17. Officer posts	ACA					
18. Offender separation	ACA					
19. Separation of females	ACA					
20. Separation of juveniles	ACA					
21. Separation of juveniles	ICJS					
22. Special purpose cells	ACA					
23. Dayspaces, locations	ACA					
24. Dayspaces, size	ACA					
25. Dayspaces, size	APHA					
26. Dayspaces, size	ICJS					
27. Bathing facilities	ACA					
28. Minimum housing activities	ACA					
29. Single occupancy only	ACA					
30. Cell occupancy	ACA					
31. Cell minimum	ACA					





MACON COUNTY

The Macon County jail was opened in 1938; it occupies the sixth floor of the Macon County Building, which also houses county offices, courtrooms, and the Sheriff's Department. The total capacity of the jail is 107, including isolation cells: nine bunks are available in the women's section, and the rest are for adult males. Most of the cells house more than one prisoner, and sometimes as many as four, even though the cells are only 8-feet by 8-feet (in the adult male sections). There is a juvenile detention unit, which can house up to four, located on the fifth floor: it was converted more than a decade ago from its original use as the Sheriff's living quarters. There is no room for expansion of either the adult or juvenile detention areas within the existing County Building. In order to accommodate increased numbers of inmates, an area originally designed for visiting has been converted to a trusty cell which houses four inmates; another visiting area is now used from mattress and pillow storage. When the inmate count exceeds available bunk capacity, mattresses are placed on "bullpen" floors for the "overflow" inmates.

On the day of the consultants' site visit, the inmate count was lower than during recent months; this was attributed to recent policy changes by the courts and prosecutor's office which have resulted in fewer pretrial inmates being held for shorter time periods. The Macon County jail still functions primarily as a pretrial detention facility, as evidenced by the observed inmate count:

	<u>Adult</u>			<u>Juvenile</u>			<u>TOTAL</u>
	<u>Male</u>	<u>Female</u>	<u>Total</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>	
Pretrial	45	7	52	2	0	2	54
Jail Sentenced	2	0	2	0	0	0	2
Sentenced/ Awaiting Transfer	8	0	8	0	0	0	8
Work Release	2	1	3	0	0	0	3
<b>TOTAL</b>	<b>57</b>	<b>8</b>	<b>65</b>	<b>2</b>	<b>0</b>	<b>2</b>	<b>67</b>

A primary reason that Macon County shows a higher proportion of pretrial inmates than most other counties in this Study is the Macon County judiciary's long-standing practice of committing misdemeanants to State facilities rather than to the county jail. Judges in any jurisdiction are less likely to sentence misdemeanants to jail time if the available facility is overcrowded and unable to offer them productive

activities during their confinement: conditions in the Macon County jail certainly fit this description.

On October 13, 1981, there were 38 Macon County inmates with sentences of two years or less who were housed in Illinois Department of Corrections (IDOC) facilities; nine of these inmates had sentences of less than one year. Of the 20 counties in this study, only Cook County had more State-housed inmates with sentences of two years or less than Macon County. It is becoming increasingly apparent the IDOC, which faces its own overcrowding dilemma, may not be able to continue offering counties housing for their misdemeanants with less than one year sentences. In fact, inmates with short sentences (of up to two or even three years) are also increasingly likely candidates for housing at the county rather than the State level, since these are less serious offenders who present low or no risk to the community, and who can be most easily integrated with counties' misdemeanor inmate populations (this would require legislative authorization, of course).

The standards compliance deficiencies of the Macon County jail which are documented in this Report are problematic even for a predominantly pretrial population with relatively short lengths of stay. If more sentenced inmates were to be confined in this facility, the internal security of the jail could be seriously compromised. Enforced idleness, although not recommended for any inmate, can be tolerable for a few days, but inmates facing weeks or months of such confinement are much more likely to present disciplinary problems for jail staff. Thus, if in the future Macon County must take full responsibility for housing its short-sentenced inmates, the present jail facility will be totally inadequate for such a population.

A profile of the present Macon County jail inmate population was obtained during October of 1980: data on all 217 releasees from the jail during that month was compiled.<sup>5</sup> Seventy percent of the releasees were white, and the rest were black. Over 80% were under 30 years of age. Only 43% were employed full-time at intake, while 44% were unemployed, which reflects the generally high level of unemployment in the county. Over half had at least a high school education. The largest proportion (29%) were charged with a property offense as their single most serious charge, 24% were traffic offenders, and 22% were charged with violent felonies.

<sup>5</sup> Illinois Counties Inmate Profile. Illinois Commission to Study County Problems, 1980.

Nearly half of the surveyed inmates obtained release through a cash bond. Another 9% posted a cash bond directly to the court. Twenty percent were reported to have been released on recognizance. Fully 62% of all releasees stayed in the jail 48 hours or less, while 72% of pretrial releasees stayed less than 48 hours. Approximately half of the releasees were evaluated as eligible for ROR using relatively stringent criteria,\* which is a much larger proportion than were actually released on recognizance. Based on length of stay and ROR eligibility data obtained from this survey, it was estimated that Macon County could reduce its average daily inmate population by 17 if a formal ROR program using these criteria enabled eligible inmates to obtain release in an average of eight hours after booking. Even if additional criteria were used to restrict the number eligible (i.e., no history of escape or failure to appear, and no prior felonies), the county could still reduce its ADP by nine, according to this survey data. Given that the inmate population has in fact decreased since this survey was done, it seems likely that some of the decrease can be traced to changes in release practices which affect this group of inmates.

The Macon County jail has little or no space in which to provide recreation or other program activities for inmates. Each cell block has a "bullpen" area outside of the cells, which consists of a long narrow walkway in front of the cell row; this is the only area which is available for indoor recreation. These "bullpens" do not permit inmates to engage in active forms of recreation, and there is no outdoor exercise area. This was cited as one of the main complaints of Macon County prisoners in an October 25, 1981 article in the Decatur newspaper.

Library service is limited to books donated periodically by individuals or agencies. There are no education or vocational training opportunities; there are no areas within the jail which could be used as classrooms. There are no private rooms which can be used for counseling: when a counselor from the local mental health center is called to interview an inmate, he or she must use either the Lieutenant's office (displacing all of the administrative staff and the nurse) or the non-private trustees' area. Attorneys face the same problems in consulting with their jail clients. Public visiting is limited to two non-contact telephone booths (since much of the original visiting area has been converted to other uses); this results in severe limitations on visiting time for inmates.

\*i.e., they have documented community ties and are not charged with a violent offense.

In addition, it has been pointed out that the jail's location in the County Building renders weekend visiting (required by Illinois jail standards) nearly impossible (since the building is closed on weekends).

Volunteer involvement is limited to the use of "auxiliary deputies", who are required to have ten hours of experience working in the jail before they begin assisting regular Sheriff's deputies with transporting sentenced inmates to the IDOC. The jail does not provide appropriate space for volunteers to conduct program activities; the sole exception is a group called Christian Businessmen, who provide supportive ministry services for interested inmates at least two evenings per week.

Work releasees are housed with other sentenced misdemeanants, which can cause serious security and contraband problems. It is likely that this lack of separation deters judges from utilizing sentences to work release; relatively few Macon County inmates are on work release status, in contrast to Peoria County, which houses up to 30 work releasees in a separate leased facility. Only four trustees can be utilized for work assignments, since there is only space to house up to four inmates separately; because this space is multiple occupancy, no women can participate in work assignments, which are one of the few out-of-cell activities available to sentenced inmates.

Medical care is provided by a nurse, who must conduct examinations in the Lieutenant's office, which is equipped with the necessary basic equipment. This space also houses inmate records, and is located in the jail's control center; all of these functions require much more space than is available. Although sick call is held every day, and a doctor is on call as needed, there is no room available for observation or treatment of ill inmates. Delivery of medical care is hampered by lack of appropriate, private space solely dedicated to this purpose.

The jail is administered by one lieutenant, and has a custody staff of two sergeants, nine correctional officers and 11 deputies. The juvenile unit is staffed by four juvenile attendants. Average annual salaries range from \$8,220 for juvenile attendants to \$10,285 for correctional officers. Deputies' average salary is \$15,777. These salaries are significantly lower than those of jail staff in comparable positions in other nearby counties. Current unemployment levels in Macon County may render recruitment for jail positions less problematic than it would otherwise be, but the salary

differential between correctional officers and deputies does not encourage long-term stability of correctional officer staff. Staff training is on-the-job; deputies receive orientation training.

Based on the 1980 Macon County jail budget and current inmate population levels, the operating cost per inmate per day is estimated to be \$21. This is within the average range for Illinois counties; the majority of these costs are for staffing the jail.

#### Recommendations

Given that renovation of the existing Macon County jail to achieve compliance with jail standards would not cost-effectively meet the county's detention needs (since the capacity of the jail would be dramatically reduced in order to provide appropriate program, visiting and recreation space), the county will be faced with a need to construct a replacement facility. Given this, it is recommended that serious consideration be given to developing a joint city/county law enforcement facility, as other Illinois counties have done in recent years (e.g., Vermilion County/Danville, Winnebago County/Rockford and Knox County/Galesburg). Such a facility would accommodate the Sheriff's Department, the city police, and a consolidated lock-up jail.

Other options which should be thoroughly explored involve collaboration with surrounding counties and/or the State to ensure that any new construction in Macon County accommodates long-range regional detention needs (if a regional approach is deemed desirable). At least four contiguous counties (DeWitt, Piatt, Moultrie and Shelby) have jails rated as "fair" or "poor" by the Capital Development Board. This may render them more receptive to the potential for housing at least their sentenced inmates in a regional jail located in Macon County; of course, since these jails all house under ten inmates on an average day, they would not place extensive demands on such a facility.

As discussed previously, Macon County also presently houses many short-sentenced inmates in State facilities (38 with two years or less on October 13, 1981). These inmates represent another potential group of residents for a new facility in Macon County. However, if this policy is to be enacted, there must be careful planning to ensure that the facility is designed to accommodate inmates with relatively longer stays and greater programming needs than pretrial detainees.

Several options for housing work releasees should be explored, including: (1) lease of an existing building in the community; and, (2) providing minimum security segregated work release housing in the new facility.

Finally, if the Sheriff's Department and jail leave the County Building, the appropriate location of the juvenile detention unit then also becomes an issue. It may not be desirable to provide space for juveniles in a new law enforcement facility, although that is one option. Such questions cannot be resolved in the context of this Report, but should be the subject of further careful study.

MACON COUNTY JAIL

Opened: 1938

Operating Capacity: 102 (not including isolation)

Inmate Count @ site visit: 67

	<u>Adult</u>		<u>Juvenile</u>		<u>TOTAL</u>
	<u>Male</u>	<u>Female</u>	<u>Male</u>	<u>Female</u>	
Pretrial	45	7	2		54
Jail Sentenced	2				2
Sentenced/ Awaiting Transfer	8				8
Work Release	2	1			3
<b>TOTAL</b>	<b>57</b>	<b>8</b>	<b>2</b>		<b>67</b>

The building is shared with the courts, Sheriff's Department, juvenile detention and other county offices. Each day five to six inmates are transported to courtrooms (primarily for arraignments).

Total Jail Staff

Administrative 1 (Lt.)  
 Custody:  
   Sergeants 2  
   Correctional Officers 9  
   Deputies 11  
   Juvenile Attendants 4  
 Medical 1 (RN)  
 Food Preparation 3  
 Maintenance/Janitorial provided by the county.

Average Annual Salaries

Correctional Officers \$10,285  
 Sheriff's Deputies 15,777  
 Juvenile Attendants 8,220

MACON COUNTY JAIL (continued)

<u>Jail Programs</u>	<u>Excellent</u>	<u>Good</u>	<u>Inadequate</u>	<u>Not Available</u>
Visiting				
Attorney			x	
Family			x	
Recreation				
Indoor			x	
Outdoor				x
Library Services				x
Education				x
Vocational Training				x

Use of Volunteers

Auxiliary deputies used to assist in transporting inmates to State facilities.

Work Assignments Available

Four.

Daily Operating Cost Per Inmate: \$21.00

Based on 1980 Budget and ADP at time of site visit.

Current Major Problems

- \* Facility is non-compliant with most current correctional standards.
- \* There is no space for inmate program activities.
- \* Staff salaries are relatively low, and there were three deputy positions vacant at the time of the site visit.

Future Plans

- \* Renovate and/or replace jail facility.
- \* Adding a few more CCTV monitors.
- \* Explore possibilities for cooperative funding relationships between city, State and other counties.

# EVALUATION SUMMARY

facility		location			
		Decatur, Illinois			
Macon County		operating capacity			
		107			
standard topic	source	compliance factor			
		0	25	50	75
1. Geographically accessible	ACA				
2. Exterior appearance	ABA				
3. Public accommodations	APHA				
4. Perimeter security	ACA				
5. Pedestrian/vehicular sally ports	ACA				
6. No staff living quarter	ABA				
7. Administrative space	ACA				
8. Arsenal location	ACA				
9. Control center	ACA				
10. Audio communications center	ACA				
11. Emergency alarm system	ACA				
12. Audio/visual surveillance	ACA				
13. Intake and waiting	ABA				
14. Reception and release area	ACA				
15. Violent cell	ACA				
16. Inmate property	ACA				
17. Officer posts	ACA				
18. Offender separation	ACA				
19. Separation of females	ACA				
20. Separation of juveniles	ACA				
21. Separation of juveniles	ICJS				
22. Special purpose cells	ACA				
23. Dayspaces, locations	ACA				
24. Dayspaces, size	ACA				
25. Dayspaces, size	APHA				
26. Dayspaces, size	ICJS				
27. Bathing facilities	ACA				
28. Minimum housing activities	ACA				
29. Single occupancy only	ACA				
30. Cell occupancy	ACA				
31. Cell minimum	ACA				



## Capital Development

### MACON COUNTY JAIL

Opened in 1938, the Macon County jail is an example of a jail type which was popular during the turn of the century. Specifically, this is a steel hardware type facility which is located on the top floor of the courthouse and accessible by elevator from the first floor. During its time, this was a very workable jail concept, however, with the development of many new detention standards, the growth of Sheriff's administrative responsibilities, the growth of inmate populations, the lack of public accommodations and accessibility and the inability for expansion have all contributed to the obsolescence of the facility.

In considering a new jail facility for Macon County, it should be housed in a completely new building along with the Sheriff's administration. The jail size will be mostly determined by the inmate capacity, and a detailed study should be done to determine an accurate inmate capacity for actual construction. For the purposes of this Study, the current inmate ADP was utilized, with the addition of a 20% peaking factor for seasonal variations and holidays. This produces a capacity requirement of 80 cells. Using this figure, and a per cell cost of \$50,000 a new jail would cost \$4 million.

Based on the objective nature of these cost estimates, they should be used only as preliminary figures, to show the variation of capital cost requirements across counties, and the potential scope of capital cost investment required to achieve full standards compliance. Actual building cost will vary from county to county, not only because of the scope of work, but also because of variations in local materials costs, site conditions, labor, efficiency of design and other such factors. A detailed feasibility, architectural, and population projection study should be done to define the exact scope of work required. In no case should these preliminary estimates be construed as actual renovation or construction costs for Macon County. Actual costs will vary considerably due to the factors cited above.

### MADISON COUNTY

The Madison County jail was built in 1980 and has a capacity of 114; the facility also houses all other Sheriff's Department functions. At the time of site visit to Edwardsville, the jail population was 71.

Having been constructed using IDOC guidelines and current applicable correctional standards on the national level, the jail complies with the majority of those standards. Further, the jail provides programming for inmates consistent with the needs of that population.

An inmate exit survey was conducted in Madison County to obtain a profile of the inmates who are housed in that facility. The following demographic information was obtained through that survey:

Inmates from Madison County	91%
Male	88%
Under 30 years of age	64%
Employed full-time at intake	28%
High school education or more	N/A

As with the majority of counties surveyed for this project, the majority of the inmate population in the jail are county residents, male, and under 30 years of age. The percentage of inmates indicating employment at the time of arrest in Madison County is somewhat lower than that of many other counties, possibly due to scarce employment opportunities in the county.

The exit survey also collected information on the criminal history of those inmates surveyed, which can be helpful in determining security requirements and staffing needs for the facility. The findings of the survey are summarized as follows:



Inmates charged with a violent felony	19%
Inmates charged with a non-violent offense	81%
Inmates having an escape/FTA history	20%
Serious jail misconduct	-
No prior misdemeanors	67%
No prior felonies	N/A

The majority of inmates in the jail are charged with a property (non-violent) offense. However, a fairly significant percentage have a past history of either escape or failure to appear, which suggests that caution be exercised when jail staff classify new inmates and determine the ROR eligibility of pretrial detainees. While previous criminal history regarding felonies is not available, a substantial majority show a record of no prior misdemeanors.

The following profile data outlines several inmate problem areas that may require some type of programmatic response:

Inmates with alcohol problem	2%
Inmates with drug problem	2%
Suicide risk	4%
Mental health problems	5%
Medical problems	-

A low percentage of Madison County inmates are reported to have a problem in each of these identified areas. While this certainly reduces the level of programmatic response required by the county, it should still be the goal of the county to make programs for inmates who do require such services available.

A major concern of the survey was the assessment of the current pretrial release practices of the county. By applying a standardized ROR scale to the survey population, it is possible to ascertain if any significant reduction in the ADP could be obtained by implementing such a formalized ROR system. When applying this scale to Madison County, it was found that no pretrial person-days were spent by persons successfully passing the scale. This indicates that Madison County is most likely screening pretrial inmates carefully, and effecting speedy release of eligible inmates.

The programs provided for inmates in the jail are somewhat inconsistent, due to the lack of staff to operate and supervise those programs (in particular, active recreation). Volunteers (3) are currently utilized to provide recreational and craft programs to inmates. At present there are no educational or vocational programs being conducted. Library services, however, are available. Visiting is scheduled four days per week for three-hour periods.

A prior county budgetary decision reduced the staffing level at the jail by 11 positions; the administration feels these positions (primarily custody) are essential if needed programs are to be implemented. The present salary (midpoint) for custody officers is \$18,300.

The current per day per inmate operating cost for the Madison County jail is \$25. This is well within the range of operating cost estimates of other counties with similarly standards-compliant facilities. Further information regarding the county's operating budget was not available at the time of this study.

#### Recommendations

The jail facility at Madison County is substantially compliant with the majority of applicable national and State standards. Two areas of the physical plant are, however, problematic at this time. Those areas are cell space and outdoor recreation. The Department of Corrections has notified the county in writing that the practice of double celling (two men to a single cell unit) is not permitted by State standards. This situation is currently occurring in Madison County due to the high average daily population.

The existing facility also does not have an outside recreation yard, and this type of exercise area is required by State standards. The Department of Corrections has also begun working with the county to correct this situation.

The problem of double celling could possibly be alleviated through aggressive pretrial release programs designed to lower the pretrial length of stay for county inmates. Madison County can make use of the information collected through the jail exit survey conducted for this project to further assess this potential. Creation of

outdoor recreation space can be achieved through the use of existing land and should not incur a major capital investment, thus no specific estimates for capital development are suggested at this time.

Another area where improvement is clearly needed is in staff acquisition. The budgetary cut that removed 11 FTE positions from the jail has had an adverse impact on the quality of correctional programming and security within the facility. It is recommended that, as is economically feasible, these positions be reinstated in the jail operating budget.

MADISON COUNTY JAIL

Opened: 1980

Operating Capacity: 114

Inmate Count @ site visit: 71

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Pretrial	53	3	56
Post-trial	14	1	15
TOTAL	67	4	71

The jail is located in downtown Edwardsville one and one-half blocks from the courthouse. The jail building also houses Sheriff's Department, administrative offices and patrol division. An average of nine inmates are transported to court daily.

Total Jail Staff

Administrative	2
Medical	1 (F/T) 2 (P/T)
Custody	-
Program	3 (volunteers)
Food Preparation	2
Maintenance	1

Average Annual Salaries

Administrative	\$21,400
Medical	N/A
Custody	18,300
Program	-
Food Preparation	-
Maintenance	N/A

<u>Jail Programs</u>	<u>Excellent</u>	<u>Good</u>	<u>Inadequate</u>	<u>Not Available</u>
Visiting				
Attorney				
Family		x		
Recreation			x	
Indoor			x*	
Outdoor			x*	
Library Services		x		
Education				
Vocational Training				x
				x

\*Facilities for recreation (indoor/outdoor) exist, but are not available to entire inmate population, due to staffing deficiency.

MADISON COUNTY JAIL (continued)

Work Assignments Available

Work assignments are available for inmates on trusty status only. There is no pay for these assignments.

Use of Volunteers

At present, three volunteers provide services to inmates. The primary focus of the volunteer program is recreation and crafts.

Daily Operating Cost Per Inmate: \$25.00

Based on 1980 Budget and ADP at time of site visit.

Major Problems

\* Several custody positions were lost in a budget cut implemented recently. This cut in custody staff has created safety and security problems in the jail.

Future Plans

\* It is a goal of the correctional administration to replace, if possible, the custody FTE's that were previously deleted from the operating budget for the jail.

# EVALUATION SUMMARY

facility		location					
Madison County		Edwardsville, Illinois					
standard topic		source	operating capacity 114				
			0	25	5	75	100
1.	Geographically accessible	ACA					
2.	Exterior appearance	ABA					
3.	Public accommodations	APHA					
4.	Perimeter security	ACA					
5.	Pedestrian/vehicular sally ports	ACA					
6.	No staff living quarter	ABA					
7.	Administrative space	ACA					
8.	Arsenal location	ACA					
9.	Control center	ACA					
10.	Audio communications center	ACA					
11.	Emergency alarm system	ACA					
12.	Audio/visual surveillance	ACA					
13.	Intake and waiting	ABA					
14.	Reception and release area	ACA					
15.	Violent cell	ACA					
16.	Inmate property	ACA					
17.	Officer posts	ACA					
18.	Offender separation	ACA					
19.	Separation of females	ACA					
20.	Separation of juveniles	ACA					
21.	Separation of juveniles	ICJS					
22.	Special purpose cells	ACA					
23.	Dayspaces, locations	ACA					
24.	Dayspaces, size	ACA					
25.	Dayspaces, size	APHA					
26.	Dayspaces, size	ICJS					
27.	Bathing facilities	ACA					
28.	Minimum housing activities	ACA					
29.	Single occupancy only	ACA					
30.	Cell occupancy	ACA					
31.	Cell minimum	ACA					



## Capital Development

### MADISON COUNTY JAIL

Opened in 1980, the Madison County jail is a totally new facility. This jail was modeled after St. Clair County and although the administrative area is not the same, the detention area concepts are almost identical. Because of the recent construction of this building, no capital improvements are required.

### MARION COUNTY

The Marion County jail is an example of a county correctional facility constructed relatively recently (1966) and yet lacking in design quality sufficient to meet national correctional standards. The jail lacks dedicated space for intake services, reception, recreation and medical services. It also does not comply with national square footage standards for cell space and day space. The operating capacity of the jail is 39 and the population at the time of site visit for this project was 11.

An inmate survey was conducted in Marion County in 1980 to obtain a profile of the inmate population housed at the jail. The following demographic data is a result of that survey:

Inmates from Marion County	100%
Male	90%
Under 30 years of age	82%
Employed full-time at intake	38%
High school education or more	29%

This data indicates that the majority of inmates housed in the Marion County jail are from the county, male, under 30 years of age, and do not have a strong educational or employment background.

The exit survey also collected information on the criminal history of those inmates surveyed, which can aid in determining security requirements and staffing needs for the facility. Findings of the survey include:

Inmates charged with a violent felony	48%
Inmates charged with a non-violent offense	52%
Inmates having an escape/FTA history	7%
Serious jail misconduct	-
No prior misdemeanors	32%
No prior felonies	70%

Compared to other counties with similar demographic and geographic situations, Marion County appears to have a higher percentage of inmates charged with a violent felony offense. This greater percentage of violent crime charges serves to (a) reduce the potential for increased pretrial release programming, and (b) increase the need for secure housing and appropriate security staff levels.

Another area of concern addressed by the survey was program needs. The following data highlights inmate problem areas that require programmatic response:

Inmates with alcohol problem	4%
Inmates with drug problem	N/A
Suicide risk	7%
Mental health problems	17%
Medical problems	7%

Of all the problem areas, the one that appears to present the most immediate concern for the county is mental health. Although a typical problem in most county jails, Marion County seems to have a somewhat larger proportion of inmates who require mental health services.

A major concern of the survey was the assessment of current pretrial release practices in the county, particularly the use of release on recognizance. Through the survey, a standardized ROR scale was applied to the inmates surveyed. In Marion County, the results of the survey indicated that the county is already taking a very positive approach to releasing qualified pretrial detainees as quickly as possible. If the objective release scale were to be applied to the inmates surveyed, there would be no significant savings of bed-space through use of this formalized system of pretrial release.

There is a wide variation in the quality of programs at the Marion County jail. Attorney and family visiting are excellent, and indoor/outdoor recreation are good, but educational and vocational services are inadequate. This variation in program quality stems from both physical plant deficiencies and staffing level inadequacies. The county does not enlist the support of community volunteers at present; however, local religious groups do provide regular church services on weekends.

Staffing levels at the jail are minimal, based on the low ADP. Currently, a total of seven custody staff provide security and control at the jail. In addition to these staff positions, there is also a jail administrator, a part-time medical staff person, three food service workers and one clerical worker.

The jail administration estimates that the per diem per inmate cost at the jail is \$74. This is an extremely high per diem cost compared to the other jails surveyed. Those other jails indicated costs ranging from \$11 to \$30 per day, with Champaign and Cook Counties reporting the highest at \$35 per day. This \$74 figure reported by Marion County is apparently a very rough estimate, and should be more accurately calculated at some point in the future (using, for example, the Jail Operation Cost Analysis provided as Appendix D).

#### Recommendations

Marion County should develop a thorough correctional system plan which would accurately assess present and future correctional facility and programmatic needs. Careful consideration should be given to inter-county, and county/State relationships prior to Marion County committing any substantial amount of funds to improve conditions at the current jail. Exploration of those county and State relationships, as discussed in the first part of this Report, could result in the identification of potential cost-savings to the county through collaborative approaches to meeting its detention needs.

MARION COUNTY JAIL

Opened: 1966

Operating Capacity: 39

Inmate Count @ site visit: 11

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Pretrial	7	-	7
Post-trial	4	-	4
TOTAL	11		11

The jail facility serves only a correctional function. Other Sheriff's Department activities occur in separate locations. The jail is located one-half block from the courthouse. The average number of inmates transported to court daily is relatively low.

Total Jail Staff

Administrative	1
Medical	1 (P/T)
Custody	7
Food Preparation	3
Clerical	1

<u>Jail Programs</u>	<u>Excellent</u>	<u>Good</u>	<u>Inadequate</u>	<u>Not Available</u>
Visiting				
Attorney	x			
Family	x			
Recreation				
Indoor		x		
Outdoor		x		
Library Services		x		
Education			x	
Vocational Training			x	

MARION COUNTY JAIL (continued)

Work Assignments Available

Inmates with low security classification receive kitchen or janitorial work assignments, when available.

Use of Volunteers

No volunteers from the community are currently involved in jail programming.

Daily Operating Cost Per Inmate: \$74.00

Based on 1980 Budget and ADP at time of site visit.

Major Problems

\* The most prominent area of need is the physical plant. The total type and amount of space provided by the facility is not adequate to meet current and/or future correctional needs.

Future Plans

\* Several improvements to correctional facilities and program areas are in a preliminary discussion phase.

# EVALUATION SUMMARY

facility		location Salem, Illinois					
Marion County		operating capacity 39					
standard topic		source	compliance factor				
			0	.25	.5	.75	1.0
1.	Geographically accessible	ACA					
2.	Exterior appearance	ABA					
3.	Public accommodations	APHA					
4.	Perimeter security	ACA					
5.	Pedestrian/vehicular sally ports	ACA					
6.	No staff living quarter	ABA					
7.	Administrative space	ACA					
8.	Arsenal location	ACA					
9.	Control center	ACA					
10.	Audio communications center	ACA					
11.	Emergency alarm system	ACA					
12.	Audio/visual surveillance	ACA					
13.	Intake and waiting	ABA					
14.	Reception and release area	ACA					
15.	Violent cell	ACA					
16.	Inmate property	ACA					
17.	Officer posts	ACA					
18.	Offender separation	ACA					
19.	Separation of females	ACA					
20.	Separation of juveniles	ACA					
21.	Separation of juveniles	ICJS					
22.	Special purpose cells	ACA					
23.	Dayspaces, locations	ACA					
24.	Dayspaces, size	ACA					
25.	Dayspaces, size	APHA					
26.	Dayspaces, size	ICJS					
27.	Bathing facilities	ACA					
28.	Minimum housing activities	ACA					
29.	Single occupancy only	ACA					
30.	Cell occupancy	ACA					
31.	Cell minimum	ACA					



**CONTINUED**

**2 OF 4**

# EVALUATION SUMMARY

facility		location					
Marion County		Salem, Illinois					
standard topic		source	operating capacity				
			39				
			compliance factor				
			0	.25	.5	.75	1.0
32.	Fixtures and hardware	ABA					
33.	Multiple-occupancy cells	ACA					
34.	Dormitory living units	ACA					
35.	Cell space	ICJS					
36.	Cell occupancy	ICJS					
37.	Cell equipment	ICJS					
38.	Ventilation	ICJS					
39.	Kitchen	ACA					
40.	Food storage	ACA					
41.	Laundry	ACA					
42.	Linen and clothing excesses	ACA					
43.	Storage rooms	ACA					
44.	Medical space	ACA					
45.	Medical equipment	AMA					
46.	Medical cell	ACA					
47.	Personal hygiene	ACA					
48.	Inmate commissary	ACA					
49.	Hair care services	ACA					
50.	Barbering space	APHA					
51.	Program space	ACA					
52.	Inmate programs	ACA					
53.	Library services	ACA					
54.	Library space	ALA					
55.	Telephone access	ACA					
56.	Exercise areas	ICJS					
57.	Exercise areas	ACA					
58.	Equal program access	ACA					
59.	Fire resistance	APHA					
60.	Smoke detection	ACA					
61.	Emergency exits	ACA					
62.	Usable exits						

# EVALUATION SUMMARY

facility		location					
Marion County		Salem, Illinois					
standard topic		source	compliance factor				
			0	.25	.5	.75	1.0
63.	Exit distances	ACA					
64.	Cleanliness	APHA					
65.	Janitor closets	ACA					
66.	Floor drains	ACA					
67.	Maintenance	ACA					
68.	Mechanical rooms	ACA					
69.	Emergency power	ACA					
70.	Waste disposal	ACA					

## Capital Development

### MARION COUNTY JAIL

Opened in 1966, this is a relatively new facility, however, the passage of time has shown the physical plant to be deficient in three major areas: the administration office area size, the overall building maintenance, and lack of program space. The administration office area is absolutely minimal, providing only four offices, all of which are used for several functions. The entire detention portion of the facility requires mechanical and electrical maintenance as well as painting and some general upgrading. There is no program space for inmates and the addition of a large multi-purpose room would be quite beneficial. A modest study should be undertaken of the needs of the Sheriff's Department as well as for upgrading of the building, however, a minimal allowance should be considered of 3,000 square feet at \$85 per square foot; or \$255,000.

Based on the objective nature of these cost estimates, they should be used only as preliminary figures, to show the variation of capital cost requirements across counties, and the potential scope of capital cost investment required to achieve full standards compliance. Actual building cost will vary from county to county, not only because of the scope of work, but also because of variations in local materials costs, site conditions, labor, efficiency of design and other such factors. A detailed feasibility, architectural, and population projection study should be done to define the exact scope of work required. In no case should these preliminary estimates be construed as actual renovation or construction costs for Marion County. Actual costs will vary considerably due to the factors cited above.

McLEAN COUNTY

The McLean County jail is an example of a well-planned facility constructed after the development of national correctional standards. Built in 1977, it has a housing capacity of 82. The population at the time of the site visit for this project was 76. The jail is but one part of the building, which functions as a criminal justice center for the county.

The facility has the necessary space to allow for all recommended correctional functions. Along with this space, the jail operating budget also has a sufficient staff component to operate the jail effectively.

McLean County has in particular an exemplary inmate programs component, including:

- \* Educational services
- \* Indoor/outdoor recreation
- \* Art instruction
- \* Alcohol counseling
- \* Religious services
- \* Counseling

Another innovative program at the jail is the Jail Review Board, a group of concerned McLean County citizens who serve as an advisory board to review jail issues, identify problem areas and help enlist community support for correctional projects. In all, a total of 35 citizen volunteers work with the jail administration to administer the various programs offered.

The county jail is well administered, and serves as an example of the complementary relationship between intelligent facility design and appropriate staffing levels. In McLean County, these two assets combine to create a county correctional facility which not only meets applicable standards but also the unique needs of the county.

An inmate survey was conducted in McLean County to assess the nature and type of inmate typically housed in the facility. This survey resulted in a statistical compilation of information, including the following demographic data:

Inmates from McLean County	70%
Male	81%
Under 30 years of age	80%
Employed full-time at intake	36%
High school education or more	37%

This information indicates that the typical McLean County inmate is a resident of the county, male, under 30 years of age, and more often than not lacking strong educational or work credentials.

The exit survey also collected information on the criminal history of those inmates surveyed. This information is useful in determining security requirements and staffing needs for the facility. The following information summarizes the findings of the survey:

Inmates charged with a violent felony	9%
Inmates charged with a non-violent offense	81%
Inmates having an escape/FTA history	12%
Serious jail misconduct	4%
No prior misdemeanors	63%
No prior felonies	83%

The "profile" which emerges from this data describes a typical McLean County inmate as having been charged with a non-violent or property crime, and further, having a prior criminal record including few prior misdemeanors and few, if any, prior felonies.

Another area addressed by the survey was program needs. The following data relates to those inmate problem areas that require a programmatic response:

Inmates with alcohol problem	10%
Inmates with drug problem	5%
Suicide risk	5%
Mental health problems	5%
Medical problems	7%

While no problem area surveyed indicates a very large inmate population in need of services, the presence of even a small number of inmates with these various service need problems dictates that the county has the appropriate staff and facility resources available.

A major concern of the survey was to assess the current pretrial release practices of the county. By applying a standardized ROR scale to assess each inmate's eligibility for pretrial release, it was possible to evaluate if any bed-space savings could be achieved through the implementation of such a formalized ROR program.

In McLean County, it was found that of the total person-days spent pretrial in the jail (277), only 10% of those days were spent by inmates passing the standardized ROR scale. This finding indicates that McLean County is processing its pretrial detainees in an efficient manner and minimizing the length of stay for those inmates qualifying for community release.

The staffing levels at the jail are sufficient to insure that all safety and security concerns are addressed. In addition to full-time administrative and custody staff, other professional staff (i.e., medical, psychiatric, nursing) are engaged on an hourly or as needed basis. Current plans by the administration call for the addition of six new custody officer positions within the next two years. Salaries for correctional officers are comparable to those salaries paid Sheriff's deputies, and allow the county to maintain a qualified and well-trained correctional officer staff.

The annual operating budget for the jail is estimated to be \$575,000. Using current ADP figures, the county further estimates that the per inmate per diem cost at the jail is \$30. It is interesting to note that this figure is very close to the per diem costs at Kane County and that the two facilities are quite similar in their standards compliance level and commitment to appropriate jail staffing levels. This comparison leads to the observation that the \$30 per diem cost may well be a reasonable estimate of the prototypical costs which will be incurred by counties achieving the same quality level of correctional programming as these two counties.

Recommendations

The facility design at McLean County allows for the addition of two 36-bed housing units to the existing physical plant if this additional space is required. McLean County should continue to carefully monitor inmate ADP trends, arrest and incarceration rates, changes in sentencing practices, and also county population growth levels. Continuous study of these factors will allow the county to plan accurately for future correctional space needs, and to authorize the construction of additional space in a timely manner if the need is perceived.

McLEAN COUNTY JAIL

Opened: 1977

Operating Capacity: 82

Inmate Count @ site visit: 76

	<u>Male</u>	<u>Female</u>	<u>Juvenile</u>	<u>Total</u>
Pretrial	24	4	-	28
Post-trial	46	-	2	48
TOTAL	70	4	2	76

The jail is located within the McLean County Law and Justice Center. All county criminal justice system services are housed in this center. A range of 10 to 45 inmates may be transported to courtrooms daily. McLean County houses federal inmates at a \$25 per diem rate.

Total Jail Staff

Administrative	2
Custody	19
Medical:	
Psychiatrist	1 (Hr)
Assistant Psychiatrist	1 (P/T)
RN	3 (Hr)
Program	1
Food Preparation	3
Maintenance	1
Clerical	1 (F/T) 1 (P/T)

Average Annual Salaries

Administrative	\$20,000
Correctional Officer	14,500
Program	13,000
Food Preparation	9,000
Maintenance	12,000
Clerical	7,000

McLEAN COUNTY JAIL (continued)

<u>Jail Programs</u>	<u>Excellent</u>	<u>Good</u>	<u>Inadequate</u>	<u>Not Available</u>
Visiting				
Attorney		x		
Family		x		
Recreation				
Indoor		x		
Outdoor		x		
Library Services		x		
Education	x			
Vocational Training			x	

Work Assignments Available

Seven janitorial assignments are available within the jail. These are offered to minimum security, sentenced inmates.

Use of Volunteers

A total of 35 citizen volunteers work directly with staff and inmates of the jail to provide:

- \* AA counseling
- \* Art instruction
- \* Ministerial services
- \* Jail Review Board

This aggressive involvement of the community is commendable, and made possible by administrative philosophy and facility design.

Daily Operating Cost Per Inmate: \$30.00

Estimated using 1980 Budget and ADP on day of site visit.

McLEAN COUNTY JAIL (continued)

Major Problems

- \* The physical plant does not present any major problems since it is well-designed and recently constructed.
- \* Staffing levels, particularly in the custody designation, are perceived to be lower<sup>6</sup> than is optimal for operation of the current jail program.

Future Plans

- \* Addition of six FTE correctional officer positions is anticipated within a one or two year period.
- \* Facility design allows for addition of two 36-bed housing units (as needed) but such expansion is not currently warranted or authorized.

<sup>6</sup> Annual Report. McLean County Jail Division, 1980, p. 1.

# EVALUATION SUMMARY

facility		location					
McLean County		Bloomington, Illinois					
standard topic		source	compliance factor				
			0	.25	.5	.75	1.0
1.	Geographically accessible	ACA					
2.	Exterior appearance	ABA					
3.	Public accommodations	APHA					
4.	Perimeter security	ACA					
5.	Pedestrian/vehicular sally ports	ACA					
6.	No staff living quarter	ABA					
7.	Administrative space	ACA					
8.	Arsenal location	ACA					
9.	Control center	ACA					
10.	Audio communications center	ACA					
11.	Emergency alarm system	ACA					
12.	Audio/visual surveillance	ACA					
13.	Intake and waiting	ABA					
14.	Reception and release area	ACA					
15.	Violent cell	ACA					
16.	Inmate property	ACA					
17.	Officer posts	ACA					
18.	Offender separation	ACA					
19.	Separation of females	ACA					
20.	Separation of juveniles	ACA					
21.	Separation of juveniles	ICJS					
22.	Special purpose cells	ACA					
23.	Dayspaces, locations	ACA					
24.	Dayspaces, size	ACA					
25.	Dayspaces, size	APHA					
26.	Dayspaces, size	ICJS					
27.	Bathing facilities	ACA					
28.	Minimum housing activities	ACA					
29.	Single occupancy only	ACA					
30.	Cell occupancy	ACA					
31.	Cell minimum	ACA					

# EVALUATION SUMMARY

facility		location					
McLean County		Bloomington, Illinois					
standard topic		source	compliance factor				
			0	.25	.5	.75	1.0
32.	Fixtures and hardware	ABA					
33.	Multiple-occupancy cells	ACA					
34.	Dormitory living units	ACA					
35.	Cell space	ICJS					
36.	Cell occupancy	ICJS					
37.	Cell equipment	ICJS					
38.	Ventilation	ICJS					
39.	Kitchen	ACA					
40.	Food storage	ACA					
41.	Laundry	ACA					
42.	Linen and clothing excesses	ACA					
43.	Storage rooms	ACA					
44.	Medical space	ACA					
45.	Medical equipment	AMA					
46.	Medical cell	ACA					
47.	Personal hygiene	ACA					
48.	Inmate commissary	ACA					
49.	Hair care services	ACA					
50.	Barbering space	APHA					
51.	Program space	ACA					
52.	Inmate programs	ACA					
53.	Library services	ACA					
54.	Library space	ALA					
55.	Telephone access	ACA					
56.	Exercise areas	ICJS					
57.	Exercise areas	ACA					
58.	Equal program access	ACA					
59.	Fire resistance	APHA					
60.	Smoke detection	ACA					
61.	Emergency exits	ACA					
62.	Usable exits	ACA					





PEORIA COUNTY

The Peoria County jail facility, opened in 1915, is among the oldest jails in the State. Of the urbanized counties included in this Study (those with populations of 80,000 or more), Peoria County's jail is by far the oldest. Many of the standards compliance deficiencies noted in this Report can be traced directly to the outmoded design and deteriorated condition of this facility.

The jail was originally designed to house 206 inmates, in 102 double-occupancy cells and 2 single-occupancy cells. A modular unit, installed recently behind the jail, houses 40 inmates in double-occupancy rooms. Thus, the total operating capacity is 244. However, jail staff attempt to avoid double-celling inmates in the 102 original cells, so the effective capacity is less than 244. In addition, the county also operates a 30-bed work release center in a separate leased building; this program operates continuously at or near its maximum capacity. On the day of the consultant's site visit, the inmate count at the jail was:

	<u>Male</u>	<u>Female</u>	<u>Total</u>	<u>Percent</u>
Pretrial	83	17	100	70%
Jail Sentenced	<u>39</u>	<u>3</u>	<u>42</u>	<u>30%</u>
TOTAL	122	20	142	100%

Although the facility provides for separate housing of male and female inmates, it does not permit total segregation of other types of inmates from each other (e.g., pretrial from sentenced, felons from misdemeanants, or those requiring disciplinary or protective custody). Thus, even if there were a comprehensive system for classifying inmates according to their security and program needs, the facility would not accommodate its implementation.

Data obtained from the Peoria County Sheriff's Department indicate trends in admissions, average length of stay and average daily inmate population of the jail for the past four years.

<u>Year</u>	<u>Total Bookings</u>	<u>Percent Felonies</u>	<u>Average Stay(in days)</u>	<u>Average Daily Count</u>
1978	6588	17%	3.3	60
1979	6805	15%	6.4	119
1980	7407	16%	7.9	160
1981 (Jan. - June)	3644	17%	6.9	138

Prior to making any observations regarding inmate length of stay or average daily population based on the above data, it is first important to note the following facts: (1) in June of 1978, the population of the facility of the Peoria County jail was limited to 85 by court order; (2) a second court order of August 15, 1979 further reduced the maximum allowable population to 40; and (3) the jail was not reopened to full capacity until June of 1980. These court decisions had an obvious impact on the average daily count figures in the above Table for the years 1978 and 1979. Thus, while growth of the population has shown a steady increase in the past five years, it would not be fair to document a percentage growth rate based on these numbers alone. If bookings during the latter half of 1981 match those during the first six months, then annual bookings will have increased about 10% from 1978. The average length of stay has more than doubled during this period, which is apparently the primary source of the equally dramatic rise in the average daily inmate population. These increases have put additional pressure on the already overburdened facility.

Data obtained from the exit survey conducted for this Study (n=87) provide a partial profile of Peoria County jail admissions. Nearly 60% of the releasees were white, with nearly all of the rest being black. Over 60% were under 30 years of age, while 41% were under 26. Over half were employed full-time when admitted to the jail; 23% were unemployed.

Nine percent were charged with violent felonies (crimes against persons) as their most serious current offense. Using the ROR eligibility criteria developed and validated in New York, a minimum of 35% of surveyed releasees could be considered eligible, while only 18% of this group were actually released on their own recognizance (this "pass" rate is likely to be underestimated, due to missing data on some variables which are part of the ROR scale). Fully 76% of releasees were released through posting a cash bond; it is likely that many who would be eligible for ROR choose to immediately post a cash bond rather than awaiting for a ROR evaluation (ROR interviews are conducted each morning, whereas bail can be posted almost immediately for many offenses).

Although the short average length of stay and high proportion of pretrial inmates precludes utilizing some types of program opportunities, the Peoria County jail does not provide any of the programs required by most local jail standards. This deficit can for the most part be attributed to lack of appropriate space in the facility, particularly for indoor and outdoor recreation. There is no secure space for outdoor recreation (what was available was used for the new modular housing unit), and no indoor space appropriate for active recreation (e.g., gymnasium, weight or exercise rooms). Availability of recreation/exercise opportunities is considered essential to the security and operation of a jail, since it provides the predominantly youthful inmate population with socially acceptable physical outlets for their energies; therefore, Peoria County's lack of recreation space represents a potentially serious security problem.

Library services are available, but even providing books to inmates is problematic in this facility, since books reportedly can be used to jam the old cell-locking mechanisms. There are no classrooms or other appropriate spaces in which to conduct education or vocational training programs for appropriate and interested inmates.

Counseling is provided on an as needed basis by staff of the local mental health center, but there are no private rooms designated for use by counselors. Similarly, there are no private attorney's visiting rooms, which is a serious deficiency. Public visiting space is also quite limited; seven secure visiting booths are provided on the main floor, which requires that inmates on each floor of the jail be permitted only two days of visits per week. Inmates do have access to a telephone in their cell area for 12 hours every day, through the Illinois Bell Inmate Phone System (which permits only collect calls to be made).

Volunteer involvement with inmates is quite limited, due to security considerations; the facility is not designed to accommodate movement of inmates or volunteers, nor does it provide appropriately secure space for group or individual activities. The forbidding appearance of the jail, coupled with its deteriorated condition, probably also deters potential volunteers from active involvement with the jail.

Provision of housing for Peoria County work releasees on a separate site is a laudable approach, particularly in light of the design and condition of the jail facility.

Many potential security and contraband problems are forestalled through this separation of work releasees from other jail inmates. However, within the jail, there are few opportunities for sentenced inmates to engage in productive work. Only 17 trusty work assignments are available to sentenced inmates (on a voluntary basis), which can only effectively employ about 40% of the average daily sentenced inmate population. Thus, the majority of sentenced inmates and all female sentenced inmates serve out their sentences in enforced idleness.

A recent renovation has provided the Peoria County jail with a well-equipped and relatively spacious medical area which complies with all applicable standards. The county employs a full-time physician's assistant who provides all primary health care for inmates. This approach has been highly recommended by many standard-setting groups, since it ensures that exemplary medical care can be cost-effectively provided for a jail facility with a moderate to substantial average daily inmate population.

The Peoria County jail is staffed by 43 custody staff, including 35 jail officers, five jail corporals, and four jail sergeants. One chief deputy administers the jail for the Sheriff's Department. Average annual salaries of custody staff range from \$14,000 for officers to \$18,000 for sergeants. Sheriff's Department deputies' average annual salaries are somewhat above those of the sergeants (although maximum possible salaries are higher for sergeants). No positions were open at the time of this Study and no major problems with staff turnover are currently being experienced; this may in part be due to the generally high level of unemployment in Peoria County. Staff training is primarily on-the-job, although approximately 25% of the custody staff have completed the five-week Illinois Department of Corrections jail staff training curriculum, and 50% are currently taking an Illinois Sheriffs Association correspondence course for security officer training.

Based on the 1980 jail budget, it is estimated that it costs \$25 per inmate per day to operate the Peoria County jail. Fully, 75% of the budgetary cost of the jail is devoted to employee wages (which is consistent with the experience of other jurisdictions). This underscores the importance of efficient use of staff, which is at present constricted by the design and condition of the existing jail. The facility presents many obstacles to efficient staffing, and does not provide adequately for the personal security of either inmates or staff.

### Recommendations

The existing Peoria County jail does not comply with either Illinois or national jail standards with regard to many essential factors, both architectural and programmatic. Most of the program deficiencies can be attributed in large part to facility inadequacies: lack of space, inappropriate configuration of spaces, and the generally deteriorated condition of the building and its mechanical systems.

The existing facility, although well-located in proximity to the courthouse, does not lend itself to cost-effective renovation. Thus, Peoria County is faced with the need to replace this facility with new construction. As the May 1980 report of the Illinois Capital Development Board indicates, Peoria County is a prime candidate for locating a regional jail which could serve not only Peoria County's jail needs, but also those of several surrounding counties (e.g., Marshall, Putnam and Stark, all of which are evaluated as having "poor" jails by the Capital Development Board, and Woodford and Tazewell, rated as having "fair" jails). Before any new construction occurs in Peoria County, it would, therefore, be beneficial for these counties to assess the extent to which a cooperative arrangement with Peoria County could resolve their detention problems. In addition, if State laws were revised to permit the housing of short-sentenced inmates (e.g., two years or less) in county facilities, a new facility in Peoria County could be designed to accommodate the estimated average daily count of 30 inmates from Peoria County who fall into this category and are now housed in State facilities (if other contiguous counties also participated in this, the number of such inmates would of course increase somewhat).

Peoria County now faces the pressing problem of a critically inadequate jail facility which it is under court order to replace even though available fiscal resources are severely constrained. The county also has the opportunity to explore means of collaborating with other counties and with the State to develop a mutually beneficial resolution of the jail facility needs of the region. As the Capital Development Board points out, most new jail construction has occurred since 1970 in Illinois, but almost all was initiated on a county-by-county basis. Given the potential fiscal and programmatic benefits of regional jails, Peoria County presents itself as a primary candidate for the locating of such a facility. A concerted study of this option should, therefore, be undertaken by interested counties in collaboration with the State of Illinois.

PEORIA COUNTY JAIL

Opened: 1915

Operating Capacity: 244

Inmate Count @ site visit: 142 (Adults)

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Pretrial	83	17	100
Jail Sentenced	39	3	42
TOTAL	122	20	142

The jail opened in 1915 as the county's only detention center. The county also operates a 30-bed work release center at a separate site. The facility was originally built with 102 double-occupancy cells, and a new modular unit containing 40 double-occupancy cells has been added. About 17 inmates per day are transported to the courthouse across the street.

Total Jail Staff

Administrative	5
Custody	43
Medical	1
Food Preparation	3
Maintenance	4

Average Annual Salaries

Jail Officers	\$14,082
Jail Corporals	16,009
Jail Sergeants	18,314
Deputies	18,358

<u>Jail Programs</u>	<u>Excellent</u>	<u>Good</u>	<u>Inadequate</u>	<u>Not Available</u>
Visiting				
Attorney			x	
Family			x	
Recreation				
Indoor			x	
Outdoor				x
Library Services		x		
Education				x
Vocational Training				x

PEORIA COUNTY JAIL (continued)

Work Assignments Available

Seventeen trusties.

Use of Volunteers

Volunteers limited to one church-oriented group (FHL).

Daily Operating Cost Per Inmate: \$25.47

Based on 1980 Jail Budget.

Major Problems

- \* Facility does not meet current correctional standards.
- \* No space to implement programs for inmates.

Future Plans

- \* Replace jail with standards-compliant facility.

# EVALUATION SUMMARY

facility		location Peoria, Illinois				
Peoria County		operating capacity 244				
standard topic	source	compliance factor				
		0	.25	.5	.75	1.0
1.	Geographically accessible	ACA				
2.	Exterior appearance	ABA				
3.	Public accommodations	APHA				
4.	Perimeter security	ACA				
5.	Pedestrian/vehicular sally ports	ACA				
6.	No staff living quarter	ABA				
7.	Administrative space	ACA				
8.	Arsenal location	ACA				
9.	Control center	ACA				
10.	Audio communications center	ACA				
11.	Emergency alarm system	ACA				
12.	Audio/visual surveillance	ACA				
13.	Intake and waiting	ABA				
14.	Reception and release area	ACA				
15.	Violent cell	ACA				
16.	Inmate property	ACA				
17.	Officer posts	ACA				
18.	Offender separation	ACA				
19.	Separation of females	ACA				
20.	Separation of juveniles	ACA				
21.	Separation of juveniles	ICJS				
22.	Special purpose cells	ACA				
23.	Dayspaces, locations	ACA				
24.	Dayspaces, size	ACA				
25.	Dayspaces, size	APHA				
26.	Dayspaces, size	ICJS				
27.	Bathing facilities	ACA				
28.	Minimum housing activities	ACA				
29.	Single occupancy only	ACA				
30.	Cell occupancy	ACA				
31.	Cell minimum	ACA				

# EVALUATION SUMMARY

facility		location Peoria, Illinois				
Peoria County		operating capacity 244				
standard topic	source	compliance factor				
		0	.25	.5	.75	1.0
32.	Fixtures and hardware	ABA				
33.	Multiple-occupancy cells	ACA				
34.	Dormitory living units	ACA				
35.	Cell space	ICJS				
36.	Cell occupancy	ICJS				
37.	Cell equipment	ICJS				
38.	Ventilation	ICJS				
39.	Kitchen	ACA				
40.	Food storage	ACA				
41.	Laundry	ACA				
42.	Linen and clothing excesses	ACA				
43.	Storage rooms	ACA				
44.	Medical space	ACA				
45.	Medical equipment	AMA				
46.	Medical cell	ACA				
47.	Personal hygiene	ACA				
48.	Inmate commissary	ACA				
49.	Hair care services	ACA				
50.	Barbering space	APHA				
51.	Program space	ACA				
52.	Inmate programs	ACA				
53.	Library services	ACA				
54.	Library space	ALA				
55.	Telephone access	ACA				
56.	Exercise areas	ICJS				
57.	Exercise areas	ACA				
58.	Equal program access	ACA				
59.	Fire resistance	APHA				
60.	Smoke detection	ACA				
61.	Emergency exits	ACA				
62.	Usable exits					



PIKE COUNTY

The Pike County jail was opened in 1870. The original facility still stands and is used for all jail functions in the county. The building is located in the center of town, and has as part of it the Sheriff's residence. The courthouse is situated across the street from the jail.

Pike County's correctional problems can be traced to both its facility and its lack of staff. The building currently in use does not comply with most State and national standards and does not provide an appropriate environment for detention of either pre- or post-trial inmates. Secondly, there are no full-time correctional staff. The jail is currently operated by the Sheriff's deputies, who fill multiple roles when on duty. During the day, the jail is supervised by the dispatcher, who also fulfills the duties of the receptionist and clerk for the Sheriff's office.

The county has a relatively low average income level, and this is reflected in the salaries paid to the Sheriff's office staff. The average salary for deputies is \$7,900. This salary level, while quite low in comparison to other counties surveyed, is nonetheless comparable to other intra-county wages. The Sheriff estimates that the total jail budget is in the area of \$71,000 per year. With an ADP of 11, this puts the per diem per inmate cost of operating the jail at \$18.

Due to the design limitations of the jail and its staffing inadequacies, inmate programs beyond the basic services such as visiting are substantially absent. It would be virtually impossible to improve the quality of programs in the jail if the current facility is maintained, since there is no space for such programs. For these same reasons, no volunteers are currently utilized to provide services or counseling to inmates.

No specific information on the nature and type of inmates housed at the jail was obtained. Since the Sheriff's Department staff is so small, the implementation of a jail inmate survey was not viewed as feasible. The inmate population is quite low, with a population of 11 at the time of site visit for this project (the current facility has a capacity of 14). Of the 11 inmates held, all were male, and six were post-trial status.



Recommendations

The county is caught in the commonplace bind of having a great deal of correctional system needs and having limited financial resources with which to meet those needs. Certainly other Illinois counties suffer from this same dilemma, but in Pike County the situation is quite pronounced.

The very simplistic recommendation of building a new jail and funding a jail staff, while certainly justifiable, is not realistic. Pike County must find unique methods by which its correctional needs can be met—methods that will not put unrealistic demands on the county's total operating budget.

As have been discussed in this Study, alternatives to single-county correctional facilities may be a path which Pike County could take to resolve its facility needs. Such alternatives could include participation in a multi-county facility, a cooperative agreement to construct a facility which would also house State prisoners, or downgrading to lock-up status and housing long-term inmates in another county.

In 1972, plans for a new Pike County jail were developed up to the schematic phase. These plans were presented to the county board but no action has been taken, to date. This inaction is typical of many county situations—understanding the need but being without sufficient resources to act. Thus, seeking cost-effective alternatives such as inter-county and/or county/State facility options could aid the county dramatically in improving the current correctional system.

It is recommended that the county, using the information developed for this Study as a base, proceed with a serious investigation of the correctional system alternatives discussed above. This investigation should have the support of all appropriate county officials and have as its primary goal the achievement of the county's correctional goals through the most viable and cost-effective option available.

PIKE COUNTY JAIL

Opened: 1870

Operating Capacity: 14

Inmate Count @ site visit: 11

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Pretrial	5	-	5
Post-trial	6	-	6
TOTAL	11	-	11

Building design includes Sheriff's residence. Distance from the courthouse is one-fourth block. Three inmates are transported to court daily. Pike County contracts with Adams County to hold any juveniles for \$30 per diem.

Total Jail Staff

There are no staff positions assigned to full-time jail responsibilities. One staff member fulfills a multi-purpose role as dispatcher, receptionist, clerk, and correctional officer.

Average Annual Salaries

Correctional Officer · \$7,900

<u>Jail Programs</u>	<u>Excellent</u>	<u>Good</u>	<u>Inadequate</u>	<u>Not Available*</u>
Visiting				
Attorney			x	
Family			x	
Recreation				
Indoor				x
Outdoor				x
Library Services			x	
Education			x	
Vocational Training			x	

\*Due to facility design limitations.

PIKE COUNTY JAIL (continued)

Work Assignments Available

Due to the design limitations of the existing facility, no inmate work assignments are possible. The inmates do volunteer for various chores within the facility.

Use of Volunteers

Due to the design limitations in existing facility, use of community volunteers is not feasible.

Daily Operating Cost Per Inmate: \$18.00

Estimated using 1980 Budget and ADP at time of site visit.

Major Problems

- \* Existing facility is extremely small and old, and is for the most part non-compliant with existing standards.
- \* The current jail operating budget does not include any full-time correctional officer positions, resulting in serious safety and security issues.

Future Plans

- \* Plan for new jail was developed (up to schematics) in 1972, but no funding action has been taken.
- \* Addition of a full-time correctional officer is anticipated shortly.

# EVALUATION SUMMARY

facility		location	compliance factor				
Pike County		Pittsfield, Illinois	operating capacity 14				
standard topic	source	compliance factor					
		0	.25	.5	.75	1.0	
1. Geographically accessible	ACA						
2. Exterior appearance	ABA						
3. Public accommodations	APHA						
4. Perimeter security	ACA						
5. Pedestrian/vehicular sally ports	ACA						
6. No staff living quarter	ABA						
7. Administrative space	ACA						
8. Arsenal location	ACA						
9. Control center	ACA						
10. Audio communications center	ACA						
11. Emergency alarm system	ACA						
12. Audio/visual surveillance	ACA						
13. Intake and waiting	ABA						
14. Reception and release area	ACA						
15. Violent cell	ACA						
16. Inmate property	ACA						
17. Officer posts	ACA						
18. Offender separation	ACA						
19. Separation of females	ACA						
20. Separation of juveniles	ACA						
21. Separation of juveniles	ICJS						
22. Special purpose cells	ACA						
23. Dayspaces, locations	ACA						
24. Dayspaces, size	ACA						
25. Dayspaces, size	APHA						
26. Dayspaces, size	ICJS						
27. Bathing facilities	ACA						
28. Minimum housing activities	ACA						
29. Single occupancy only	ACA						
30. Cell occupancy	ACA						
31. Cell minimum	ACA						

# EVALUATION SUMMARY

facility		location					
Pike County		Pittsfield, Illinois					
standard topic		source	operating capacity 14				
			compliance factor				
			0	.25	.5	.75	1.0
32.	Fixtures and hardware	ABA					
33.	Multiple-occupancy cells	ACA					
34.	Dormitory living units	ACA					
35.	Cell space	ICJS					
36.	Cell occupancy	ICJS					
37.	Cell equipment	ICJS					
38.	Ventilation	ICJS					
39.	Kitchen	ACA					
40.	Food storage	ACA					
41.	Laundry	ACA					
42.	Linen and clothing excesses	ACA					
43.	Storage rooms	ACA					
44.	Medical space	ACA					
45.	Medical equipment	AMA					
46.	Medical cell	ACA					
47.	Personal hygiene	ACA					
48.	Inmate commissary	ACA					
49.	Hair care services	ACA					
50.	Barbering space	APHA					
51.	Program space	ACA					
52.	Inmate programs	ACA					
53.	Library services	ACA					
54.	Library space	ALA					
55.	Telephone access	ACA					
56.	Exercise areas	ICJS					
57.	Exercise areas	ACA					
58.	Equal program access	ACA					
59.	Fire resistance	APHA					
60.	Smoke detection	ACA					
61.	Emergency exits	ACA					
62.	Usable exits						

# EVALUATION SUMMARY

facility		location					
Pike County		Pittsfield, Illinois					
standard topic		source	operating capacity 14				
			compliance factor				
			0	.25	.5	.75	1.0
63.	Exit distances	ACA					
64.	Cleanliness	APHA					
65.	Janitor closets	ACA					
66.	Floor drains	ACA					
67.	Maintenance	ACA					
68.	Mechanical rooms	ACA					
69.	Emergency power	ACA					
70.	Waste disposal	ACA					

## Capital Development

### PIKE COUNTY JAIL

Opened in 1870, the Pike County jail is a very small 14-inmate facility which is outdated and non-compliant with the majority of current detention standards. A new facility should be constructed in this county which meets the administrative need of the Sheriff's Department and provides cell space for about 16 inmates, including segregation capabilities for males and females. Using a figure of 16 cells at \$50,000 each, a new facility could cost approximately \$800,000.

Based on the objective nature of these cost estimates, they should be used only as preliminary figures, to show the variation of capital cost requirements across counties, and the potential scope of capital cost investment required to achieve full standards compliance. Actual building cost will vary from county to county, not only because of the scope of work, but also because of variations in local materials costs, site conditions, labor, efficiency of design and other such factors. A detailed feasibility, architectural, and population projection study should be done to define the exact scope of work required. In no case should these preliminary estimates be construed as actual renovation or construction costs for Pike County. Actual costs will vary considerably due to the factors cited above.

### ROCK ISLAND COUNTY

The Rock Island County jail was built in 1920 and has an operating capacity of 117. At the time of the site visit for this project the inmate count was 68, the majority of which was pretrial status. The jail is located directly across the street from the courthouse making court transport relatively simple. Approximately 15 to 20 inmates are transported to and from court daily.

As with all jails constructed in the 1920's, the facility does not meet recently developed correctional facility standards, either at the State or national level. Equally as important, the design of the jail prohibits the corrections administration from improving jail programming in any substantial manner.

At present, almost all inmate programs are evaluated as being inadequate. This includes facilities and provisions for attorney and inmate family visiting, library services, educational and vocational services. Indoor and outdoor recreational programs are completely unavailable due to facility design deficiencies.

The jail is staffed by one administrator, 21 custody officers, two program staff, two part-time medical staff, two food preparation staff and two maintenance workers. The custody officers salaries average \$12,000 per year. Based on staff salaries and other operating costs, it is estimated that Rock Island County's per diem per inmate cost is \$25.

One area of strong inmate programming is the use of community volunteers. The county enlists the support of individual volunteers to provide such services as GED classes, AA counseling, drug abuse counseling and general inmate visitation. Often under-utilized or overlooked as a resource by jail administrators, the effective use of community volunteers can be a relatively cost-free manner in which to provide increased programming opportunities to inmates.

Recommendations

As with many other counties in Illinois, Rock Island County is faced with the problem of high correctional system need versus low budgetary resources. Thus, actions taken by the county to improve its correctional facility and system must not be taken in haste, but should be well-planned and determined to be the most cost-effective for the county.

It is the recommendation of this Report that the county undertake first of all a comprehensive planning study to systematically assess the capital and operating expenses required to bring the correctional system in the county up to an appropriate level of standards compliance and also to a level of programming that meets the current and future needs of the county. One of the major components of this study should be an evaluation of the various options by which Rock Island County could share resources with both other counties and the State. Such shared resources would have as their goal to reduce the overall capital and operating costs to Rock Island County, through economic participation of those counties (or the State) receiving benefit from such shared correctional programming.

The correctional needs of Rock Island County are further intensified by the federal court order against the county dealing with jail conditions. While such an order can be disruptive to ongoing operations, it can also hopefully serve to motivate county officials and residents to take the necessary steps to improve the jail facility.

ROCK ISLAND COUNTY JAIL

Opened: 1920

Operating Capacity: 117

Inmate Count @ site visit: 68

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Pretrial	67	-	67
Post-trial	1	-	1
TOTAL	68	-	68

The jail is located directly across the street from the courthouse. Constructed in 1920, it also houses the identification section of the Sheriff's Department. Fifteen to 20 inmates are transported daily to court from the jail.

Total Jail Staff

Administrative	1
Medical	2 (P/T)
Custody	21
Program	2
Food Preparation	2
Maintenance	2

<u>Jail Programs</u>	<u>Excellent</u>	<u>Good</u>	<u>Inadequate</u>	<u>Not Available</u>
Visiting				
Attorney				
Family			x	
Recreation			x	
Indoor				
Outdoor				x
Library Services				x
Education			x	
Vocational Training			x	

ROCK ISLAND COUNTY JAIL (continued)

Work Assignments Available

Inmates can obtain work assignments in the following areas: laundry, janitorial, cook's helper. There is no pay for this work, and only inmates with trusty status are eligible.

Use of Volunteers

Rock Island County makes good use of community resources through volunteer services. Currently volunteer programs include: GED classes, AA counseling, drug abuse counseling, and general jail visitation.

Daily Operating Cost Per Inmate: \$25.00

Based on 1980 Budget and ADP at time of site visit.

Major Problems

\* The overriding problem area of the jail is facility design. The jail was constructed in 1920 and does not meet current and/or future county correctional system needs. It also fails to meet a substantial number of national and State standards.

Future Plans

\* At present, specific plans for correctional system and/or facility improvements are not solidified.

# EVALUATION SUMMARY

facility		location	compliance factor				
Rock Island County		Rock Island, Illinois	operating capacity 117				
standard topic	source	0	25	5	75	10	
1. Geographically accessible	ACA						
2. Exterior appearance	ABA						
3. Public accommodations	APHA						
4. Perimeter security	ACA						
5. Pedestrian/vehicular sally ports	ACA						
6. No staff living quarter	ABA						
7. Administrative space	ACA						
8. Arsenal location	ACA						
9. Control center	ACA						
10. Audio communications center	ACA						
11. Emergency alarm system	ACA						
12. Audio/visual surveillance	ACA						
13. Intake and waiting	ABA						
14. Reception and release area	ACA						
15. Violent cell	ACA						
16. Inmate property	ACA						
17. Officer posts	ACA						
18. Offender separation	ACA						
19. Separation of females	ACA						
20. Separation of juveniles	ACA						
21. Separation of juveniles	ICJS						
22. Special purpose cells	ACA						
23. Dayspaces, locations	ACA						
24. Dayspaces, size	ACA						
25. Dayspaces, size	APHA						
26. Dayspaces, size	ICJS						
27. Bathing facilities	ACA						
28. Minimum housing activities	ACA						
29. Single occupancy only	ACA						
30. Cell occupancy	ACA						
31. Cell minimum	ACA						



## Capital Development

### ROCK ISLAND COUNTY JAIL

Opened in 1920, the Rock Island County jail remains virtually unchanged in 61 years of use. The original building provided minimal program, service and storage space so that as space needs have increased over the years, every available room and corridor have been utilized for more than one or even two functions. In addition to the general lack of space, almost all of the building hardware and the detention equipment is worn out. The Evaluation Summary indicates this facility is substantially inadequate relative to current jail standards in areas that would require substantial construction in order to correct.

A high priority should be given to constructing a new Rock Island County jail. The jail size will not only be determined by the inclusion of the Sheriff's administrative functions, but also by the inmate capacity. A detailed study should be conducted to determine an accurate inmate capacity for actual construction. However, for the purposes of this Study, the current level of usage was utilized in order to give a general project cost estimate. A count of 68 inmates was used as the base, and a 20% peaking factor for seasonal variations and holidays were combined to arrive at a capacity figure of 82 inmates. Using this figure and a per cell cost of \$50,000, the cost of a new jail would be \$4.1 million.

Based on the objective nature of these cost estimates, they should be used only as preliminary figures, to show the variation of capital cost requirements across counties, and the potential scope of capital cost investment required to achieve full standards compliance. Actual building cost will vary from county to county, not only because of the scope of work, but also because of variations in local materials costs, site conditions, labor, efficiency of design and other such factors. A detailed feasibility, architectural, and population projection study should be done to define the exact scope of work required. In no case should these preliminary estimates be construed as actual renovation or construction costs for Rock Island County. Actual costs will vary considerably due to the factors cited above.

### SANGAMON COUNTY

The Sangamon County jail is located on the fifth floor of the County Building, which was opened in 1963. The jail has an operating capacity of 118, including four double-occupancy cells for women, a 6-bed dorm for (male) trustees, a 16-bed dorm for male work releasees and weekend sentences, and multiple occupancy cells (most for four inmates) in five "blocks" for the remaining 88 males. Juveniles have not been housed in the jail since 1979. There is little or no room for expansion of the jail within the County Building.

On the day of the consultants' site visit, the inmate count was as follows:

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Pretrial	71	4	75
Jail Sentenced	16	-	16
Work Release	9	1	10
TOTAL	<u>96</u>	<u>5</u>	<u>101</u>
Weekenders	15	1	16

A high percentage of the inmate population are pretrial detainees. Since June of 1981, when the Springfield city jail was closed, the county jail has assumed responsibility for all arrestees who had previously been held temporarily by the city. This has resulted in an increase in the monthly number of bookings of approximately 50% from 1980 levels (e.g., from 433 in June, 1980 to 670 in June, 1981). This has not necessarily been accompanied by a similar increase in the average daily inmate population, but it obviously has placed increased demands on the facility's already overburdened booking and holding areas. Jail inmate profile information is not available.

On October 13, 1981, there were nine Sangamon County inmates sentenced to less than two years being housed in IDOC facilities. This is a relatively small number of such inmates in comparison to neighboring Macon County (which had 38 inmates in that status). One major difference between the counties which may help to explain this disparity is the manner in which work releasees are housed.



Sangamon County provides separate housing (from the general inmate population) for work releasees, which is apparently heavily used for both work release and weekend sentences. While this area is far from ideal, since it is within the security perimeter of the jail and is often overcrowded on weekends, it is much more acceptable than Macon County's practice of housing work releasees with other sentenced misdemeanants (which limits the extent to which judges use the work release and weekend sentence options).

The Sangamon County jail provides almost no space for inmate recreation; only the day rooms, which do not meet minimum square footage requirements, are available for indoor recreation. There is no provision for outdoor recreation, and therefore, with the indoor space limitations, inmates have no opportunities for active exercise.

There is one small "multi-purpose" room which serves a variety of functions; it is used for attorney visiting, counseling (infrequently), and visiting ministers. There is no space which is appropriate for educational or vocational training, and no ongoing programs of this sort. Library services are provided once a week through a book cart from the local public library; there is no dedicated space for a library in the jail. Public visiting space is limited, but inmates can receive non-contact visits two days per week. Unlimited access to telephones is provided in the cell areas at least three days per week.

Work assignments are available for six trustees, who are housed separately. All of these inmates are volunteers selected from the sentenced inmate population; this represents the only relief from idleness and confinement to the cell areas which is available on a daily basis.

Medical care is provided by a nurse, who conducts sick call three days per week. Both this nurse and a doctor are on call. The space available for medical services is limited to one small room, which is reasonably well-equipped.

The Sangamon County jail has recently experienced problems with staff turnover, probably attributable at least in part to salary levels of jail positions. The average annual salary for correctional officers is \$10,397, while deputies receive \$16,598. The jail is staffed with 12 correctional officer positions, not all of which were filled at the time of the consultants' site visit. A recent (May, 1981) National Institute of Corrections technical assistance report suggests that the jail staff should be increased

by six; this increase, while probably desirable, will likely not be feasible given that the jail is finding it difficult to fill even currently available positions. Sangamon County has utilized the IDOC basic training for correctional officers, but finds that its content is more directed toward State prisons rather than local jails; thus, not all of the county's jail staff has participated in this training. Most staff training occurs on the job.

Based on the 1981 Sangamon County Jail Budget, it is estimated that the jail's operating cost per inmate per day is approximately \$22. The majority of these costs are for staffing, as with other correctional facilities (both local and State).

#### Recommendations

The Sangamon County jail does not comply with either State or national jail standards, and cannot be renovated to meet these standards without reducing its inmate capacity to less than what is currently required. Therefore, given that expansion of the jail within the County Building is not feasible, the county must consider constructing a new jail facility.

The new facility options open to the county are similar to those available to Macon County.

1. A county jail replacement.
2. A law enforcement facility (housing city police and Sheriff's Department along with the jail).
3. A regional jail facility adequate to house sentenced inmates from surrounding counties and/or inmates with short sentences (from the region) who are not housed by the State. This facility could also accommodate city and county law enforcement functions.

The cost-efficiency of each of these alternatives should be thoroughly studied by Sangamon County. If the regional option is to be analyzed, contiguous counties such as Menard, Cass and Morgan should be consulted, along with IDOC, in order to assess the extent to which they might utilize such a facility.

Since the secure and standards-compliant operation of a jail depends to a considerable extent on the availability of qualified staff, Sangamon County must also resolve its staff recruitment problems. This is likely to entail substantial upgrading of correctional officer salaries. Most recognized standards suggest that the salaries of jail officers and road deputies with the same experience and seniority levels should be equivalent; while this may not be immediately achievable, some effort should be made to recognize (through salary increases and other means) the fact that jail positions require skills and professional competence equivalent to that demanded by other Sheriff's deputy positions, albeit of a different sort.

SANGAMON COUNTY JAIL

Opened: 1963

Operating Capacity: 118

Inmate Count @ site visit: 117 (Adults)

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Pretrial	71	4	75
Jail Sentenced	16	-	16
Work Release	9	1	10
TOTAL	96	5	101
Weekenders	15	1	16

The jail is shared with courts, Sheriff's Department and other county offices. An average of 17 inmates are transported daily to court.

Total Jail Staff

Administrative	4
Custody	5
Correctional Officers	12
Medical	2
Maintenance	1

Average Annual Salaries

Deputies	\$16,598
Correctional Officers	10,397

<u>Jail Programs</u>	<u>Excellent</u>	<u>Good</u>	<u>Inadequate</u>	<u>Not Available</u>
Visiting				
Attorney			x	
Family			x	
Recreation				
Indoor			x	
Outdoor				
Library Services			x	x
Education				x
Vocational Training				x

SANGAMON COUNTY JAIL (continued)

Work Assignments Available

Laundry and kitchen.

Use of Volunteers

Only Ministry of Criminal Justice volunteers used on regular basis.

Daily Operating Cost Per Inmate: Estimated \$22.50

Estimated using 1980 inmate ADP and 1981 Jail Budget.

Major Problems

- \* Facility does not meet current correctional standards.
- \* City jail's recent closing has dramatically increased volume of admissions and daily population of county jail.
- \* Staff turnover in jail; low salaries.

Future Plans

- \* Renovate and/or replace facility.
- \* Merit system for correctional officers.

# EVALUATION SUMMARY

facility		location					
Sangamon County		Springfield, Illinois					
standard topic		source	operating capacity 118				
			compliance factor				
			0	25	50	75	100
1.	Geographically accessible	ACA					
2.	Exterior appearance	ABA					
3.	Public accommodations	APHA					
4.	Perimeter security	ACA					
5.	Pedestrian/vehicular safety ports	ACA					
6.	No staff living quarter	ABA					
7.	Administrative space	ACA					
8.	Arsenal location	ACA					
9.	Control center	ACA					
10.	Audio communications center	ACA					
11.	Emergency alarm system	ACA					
12.	Audio/visual surveillance	ACA					
13.	Intake and waiting	ABA					
14.	Reception and release area	ACA					
15.	Violent cell	ACA					
16.	Inmate property	ACA					
17.	Officer posts	ACA					
18.	Offender separation	ACA					
19.	Separation of females	ACA					
20.	Separation of juveniles	ACA					
21.	Separation of juveniles	ICJS					
22.	Special purpose cells	ACA					
23.	Dayspaces, locations	ACA					
24.	Dayspaces, size	ACA					
25.	Dayspaces, size	APHA					
26.	Dayspaces, size	ICJS					
27.	Bathing facilities	ACA					
28.	Minimum housing activities	ACA					
29.	Single occupancy only	ACA					
30.	Cell occupancy	ACA					
31.	Cell minimum	ACA					



## Capital Development

### SANGAMON COUNTY JAIL

Opened in 1963, the Sangamon County jail is typical of the early 1900's jail design concepts. Specifically, this design is an all steel hardware type jail located on the top floor of the county courthouse and accessible by elevator from the lobby. Unfortunately, time has proven this concept to have several inherent difficulties for which there are few or no solutions. Perhaps the biggest problems are that this type of jail does not comply with many of the most basic of contemporary jail standards and because the jail is "locked in" to the top floors of an existing building, there is no room for expansion or renovation. Serious consideration should be given to the planning of a new county jail for Sangamon County.

The size of a new jail will not only be determined by the inclusion of the Sheriff's administrative functions but also by the inmate capacity. A detailed study should be done to determine an accurate inmate capacity and building program for actual construction. For the purposes of this project, the current inmate ADP was used in order to provide a general project cost estimate. The inmate count at the time of site visit was 117, and to this figure a peaking factor of 20% is added for seasonal variations, yielding a bed-space need of 140. Using this figure of 140 cells at a cost of \$50,000 each, a new jail would cost approximately \$7 million.

Based on the objective nature of these cost estimates, they should be used only as preliminary figures, to show the variation of capital cost requirements across counties, and the potential scope of capital cost investment required to achieve full standards compliance. Actual building cost will vary from county to county, not only because of the scope of work, but also because of variations in local materials costs, site conditions, labor, efficiency of design and other such factors. A detailed feasibility, architectural, and population projection study should be done to define the exact scope of work required. In no case should these preliminary estimates be construed as actual renovation or construction costs for Sangamon County. Actual costs will vary considerably due to the factors cited above.

### ST. CLAIR COUNTY

The St. Clair County jail is a relatively new facility, constructed in 1971. While not a complete law enforcement center for the county, the building does house several other criminal justice functions, including offices of the coroner, jury commission, Sheriff's administration and juvenile detention. The courthouse is a distance of one mile from the jail and an average of 15 inmates are transported to and from court daily.

Based on the quality of the jail's design and philosophy of the correctional administration, the inmate programs run in the jail are quite good, including visiting, indoor/outdoor recreation, and library services. The two program areas where deficiencies exist are vocational training and education.

On two recent site visits to the jail, one problem seems to outweigh others as critical. This problem was staff salaries and benefits. It was observed at the time of those visits that the staff was unable to participate in the planning activities of the Study which required their time (i.e., operating cost analysis, jail exit survey) since staffing levels were not sufficient to allow such flexibility of staff time.

It was also mentioned to the consultants that staff dissatisfaction with the overall salary and benefit package was undermining morale at the jail. One particularly sensitive issue was the higher status and salary levels afforded to regular deputies of the Sheriff's Department over custody officers. While this problem is in the process of being resolved, it is pointed out here as a prime example of the need for counties to offer status and salary commensurate with duties. Only such acknowledgement of the skills and effort required by custody officers will enable counties to hire and maintain qualified staff.

The inmate population of the jail (which has an operating capacity of 238) was at the time of site visit 207. This population was all male and predominantly pretrial status. The jail utilizes up to 20 inmates out of the general population to work in the kitchen and laundry areas. These inmates are assigned trusty status.

St. Clair County has developed, as part of its correctional administrative policy, a Manual of Rules, Regulations and Procedures for the jail. The administration and staff

are to be congratulated for this effort to standardize jail administrative practices and upgrade staff accountability. While it might be assumed that such a manual should be a prerequisite of any jail administration, many counties either fail to develop such a manual or produce a document lacking in sufficient detail to actually guide staff actions.

Recommendations

Since the physical plant of the jail is recently constructed and substantially standards-compliant, there are no specific facility improvement recommendations to be made. The county should, of course, monitor changing facility condition and programmatic needs, and institute changes in the facility as required.

The one area where improvement is currently needed is inmate programs. With a population of over 200, the jail should not be without educational or vocational programs. While there may still exist a shortage of program staff to create and operate such programs, the jail could seek volunteer help. Other facilities have successfully utilized volunteers to implement such programs, and once operational, the programs require minimal staff supervision.

ST. CLAIR COUNTY JAIL

Opened: 1971

Operating Capacity: 238

Inmate Count @ site visit: 207

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Pretrial	185	-	185
Post-trial	22	-	22
TOTAL	207	-	207

The jail is situated approximately six blocks from the central business district, and approximately one mile from the court. Housed within the facility are the additional functions of coroner, jury commission, Sheriff's administration and juvenile detention. An average of 15 inmates are transported to court per day.

Total Jail Staff

Administrative	6
Medical:	
Doctor	1 (P/T)
RN	2 (F/T)
LPN	1 (P/T)
Custody	36
Program	1 (P/T)
Food Preparation	1 (P/T)
Maintenance	3

<u>Jail Programs</u>	<u>Excellent</u>	<u>Good</u>	<u>Inadequate</u>	<u>Not Available</u>
Visiting				
Attorney		x		
Family		x		
Recreation				
Indoor		x		
Outdoor		x		
Library Services		x		
Education				
Vocational Training				x

ST. CLAIR COUNTY JAIL (continued)

Work Assignments Available

A total of 20 trusty status inmates are utilized in the kitchen and laundry areas of the facility. No pay is provided.

Use of Volunteers

At present, no community volunteers are assigned to work or working within the jail.

Daily Operating Cost Per Inmate: Not available.

Major Problems

- \* The physical plant is relatively new, and as such does not present any major design problems for jail operation.
- \* Staffing levels for custody staff are perceived to be low for safe and secure facility operation (by present custody staff).

Future Plans

- \* A major issue at this time is custody staff. Correctional personnel view an addition of three full-time correctional officers as needed at this time.

# EVALUATION SUMMARY

facility		location					
St. Clair County		Belleville, Illinois					
standard topic		source	operating capacity 238				
			compliance factor				
			0	25	50	75	100
1.	Geographically accessible	ACA					
2.	Exterior appearance	ABA					
3.	Public accommodations	APHA					
4.	Perimeter security	ACA					
5.	Pedestrian/vehicular sally ports	ACA					
6.	No staff living quarter	ABA					
7.	Administrative space	ACA					
8.	Arsenal location	ACA					
9.	Control center	ACA					
10.	Audio communications center	ACA					
11.	Emergency alarm system	ACA					
12.	Audio/visual surveillance	ACA					
13.	Intake and waiting	ABA					
14.	Reception and release area	ACA					
15.	Violent cell	ACA					
16.	Inmate property	ACA					
17.	Officer posts	ACA					
18.	Offender separation	ACA					
19.	Separation of females	ACA					
20.	Separation of juveniles	ACA					
21.	Separation of juveniles	ICJS					
22.	Special purpose cells	ACA					
23.	Dayspaces, locations	ACA					
24.	Dayspaces, size	ACA					
25.	Dayspaces, size	APHA					
26.	Dayspaces, size	ICJS					
27.	Bathing facilities	ACA					
28.	Minimum housing activities	ACA					
29.	Single occupancy only	ACA					
30.	Cell occupancy	ACA					
31.	Cell minimum	ACA					





## Capital Development

### ST. CLAIR COUNTY JAIL

Opened in 1971, the St. Clair County jail is relatively new and as such does not present any major problems with the physical plant. There are no major capital needs at this facility.

### VERMILION COUNTY

The Vermilion County jail is part of the Danville/Vermilion County Public Safety Building, which was opened in 1976. Nearly half of the building (in terms of square footage) is occupied by the jail. Other functions housed in the facility include the city police, the Sheriff's Department, and civil defense. It is one block from the courthouse, to which about five or six inmates must be transported daily.

The jail was designed to house 115 inmates in single-occupancy cells, organized in clusters of from seven to 15 cells around a day room area.

In general, the jail complies with most current correctional standards, particularly in terms of the variety of program spaces which it provides.

In some respects, however, it does not comply with national jail standards. In particular, in several of the cell areas, many of the cells are interior, receiving only indirect natural lighting from windows in the day room; the maximum security cell areas were deliberately designed with the traditional exterior guard's corridor separating the cells from the outside wall. Such cell design is unacceptable under applicable national correctional facility standards.

The jail occupies the third and fourth floors of the multi-story building, with intake holding and booking occurring on the first floor. Because many of the essential program areas (e.g., outdoor recreation, gymnasium/assembly room, library, classrooms) are only one of the two jail floors, inmates must be escorted to these areas by security staff in order to participate in programs. Due to lack of sufficient numbers of staff, the program areas that are technically available actually cannot be fully utilized, since inmates cannot always be escorted to and supervised in their use of these spaces.

At the time of the consultant's site visit, the Vermilion County jail was housing 53 inmates, plus nine on weekend sentence status. Of the 53, thirty were awaiting trial, seven were work releasees, and six were sentenced and awaiting transfer to State facilities. There was one adult female, and four juvenile males, with the rest of the inmates being adult males. Thus, 50% of the available cells were occupied; several cell clusters were observed to be vacant. This is in some ways an enviable situation, since

the jail staff apparently have no problem separating different types of inmates from each other, thus minimizing internal management problems. However, this also illustrates the need for careful and comprehensive forecasts of expected inmate population levels, to avoid unnecessary construction. Vermilion County at present has sufficient space to enable it to readily accommodate Champaign County's "overflow" inmates as needed.

The jail exit survey provides some insight into the characteristics of Vermilion County inmates. However, because the survey was completed using inmate files rather than on every releasee over a given time period, the sample of 87 inmates is likely to be more representative of inmates who stayed longer (see also Length Of Stay Table in Section 3 for confirmation of this). With this in mind, it is still instructive to note some profile characteristics of the surveyed inmates. Only 72% were male, a smaller proportion than observed in other counties. Over 65% were white and over three-fourths were 30 years old or less. Employment data was not available for a substantial majority of inmates; of those for whom their employment status at intake was noted, only 22% were reported to be employed full-time.

Fully 18% were charged with a violent felony; although this is a substantially larger percentage than in other counties, this again is probably due to the method used to complete the survey (which sampled more long-term inmates who are more likely to be serious offenders). Only 5% of the inmates had a history of failure to appear or escape. Over 90% of the inmates were felt to require minimum security confinement upon their release; the same proportion were actually housed in designated minimum security areas, which underscores the capability of the facility to provide appropriate inmate segregation. Fully 17% of inmates were reported to be intoxicated at intake; the facility provides an "alcoholic unit" in the booking/intake area, which is obviously well-utilized. Approximately 10% of the sample were evaluated as having mental health problems, and the same proportion were reported to be suicide risks; this may indicate a higher than average level for need for counseling or mental health services.

Nearly 14% of the total person-days spent by this sample of inmates were spent by the 16% who were evaluated as eligible for ROR using the Vera scale (which assesses individuals' likelihood of appearing for trial if released). Even excluding those who were charged with violent felonies, 13% of person-days were spent by those who were eligible

for ROR. This indicates that some bed-space savings could be achieved through implementing a formal pretrial ROR program.

The Vermilion County jail provides ample space for essential program activities. Some of the specialized areas include:

1. three outdoor exercise courts\*
2. an assembly room/gymnasium\*
3. two classrooms\*
4. an infirmary\*
5. a library
6. a commissary
7. a chaplain's office
8. barber and cosmetology rooms\*
9. two private interview rooms
10. a matron's office and lock room\*
11. a multi-purpose room\*

In addition, each cell area has a day room, in which inmates dine and engage in passive recreation. However, at the time of the site visit for this Study, many of these program areas (noted by asterisks on the list) were reported to be totally unused or, at best, under-utilized, primarily due to inmate escort and supervision problems (which can, in turn, be attributed to a lack of staff coupled with the multi-story configuration of the jail).

Since the site visit, education programs have been initiated through the public school system, which is a positive step. There are a limited number of trusty work assignments available in the kitchen, but the majority of Vermilion County inmates still would seem to spend a substantial proportion of their time in their housing units. Even active recreation, which is one of the most essential programs for jail inmates, is available only in the outdoor areas (which cannot be used during inclement weather), and is more accessible to the male medium and maximum security adult inmates, who are housed on the same floor as the outdoor exercise courts (fourth). The indoor assembly room/gymnasium is reportedly rarely, if ever, used due to staff shortages.

Volunteers provide library and religious services. The jail is staffed with one superintendent, 21 correctional officers, one commissary officer, and a half-time work release officer. There are no more (and usually fewer) than eight officers on duty during a shift; these officers must staff two control centers (one on each floor) as well as supervising the occupied housing units, providing escort to and supervision for inmates using program areas, and transporting inmates to court. There is clearly a need for additional staff, but recruiting them is rendered somewhat difficult by the comparatively low salaries of correctional officers in contrast to deputies (although the former recently received an across-the-board raise).

Based on the jail operating cost analysis completed by Vermilion County for this study, the per diem cost is estimated to be \$30. Of this, nearly 66% is personnel costs. This also takes into account the fact that the Vermilion County jail receives nearly 10% of the total cost of its operations in revenue from work releasees' room and board payments; per diems charged to other counties, the State and federal government for housing their inmates; and reimbursement for transporting State prisoners to IDOC facilities. This per diem cost approaches that of other standards-compliant facilities, although the proportion attributable to staff costs is somewhat lower than other counties which retain more officers at higher salaries.

Recommendations

The primary need which the Vermilion County jail has is for more staff. Equalization of correctional officer and Sheriff's deputy pay scales would also be highly desirable as a long-range goal. Only with sufficient numbers of well-trained correctional officers can full use be made of the exemplary program space provided in this facility.

Because the jail is far from overcrowded, and does not seem likely to be filled by Vermilion County inmates in the foreseeable future, it would seem desirable that the county explore with contiguous counties the potential for developing more formalized arrangements for housing some of those counties' inmates. The pro rata funding strategy discussed in the first half of this Report could potentially be used to develop the Vermilion County facility into a regional center, if further study confirms that this would be both feasible and desirable. This could encourage the expansion of staff and program opportunities which is currently the county's more pressing need.

VERMILION COUNTY JAIL

Opened: 1976

Operating Capacity: 115

Inmate Count @ site visit: 53

	<u>Adult</u>		<u>Juvenile</u>		<u>TOTAL</u>
	<u>Male</u>	<u>Female</u>	<u>Male</u>	<u>Female</u>	
Pretrial	27		3		30
Jail Sentenced	8	1*	1		10
Sentenced/ Awaiting Transfer	6				6
Work Release	7				7
<b>TOTAL</b>	<b>48</b>	<b>1</b>	<b>4</b>		<b>53</b>
Weekenders	9*				9*

\*Housed for Champaign County.

The jail is in the Public Safety Building shared by Danville City Police and Sheriff's Departments. The courthouse is one block away, and five to six inmates are transported there daily.

Total Jail Staff

Administrative	1
Correctional Officers	21
Laundry	1
Food Preparation	3
Medical (MD on call)	1
Maintenance/custodial provided by Building Commission	

Average Annual Salaries (after one year)

Correctional Officers	\$13,056
Deputies	15,360

VERMILION COUNTY JAIL (continued)

<u>Jail Programs</u>	<u>Excellent</u>	<u>Good</u>	<u>Inadequate</u>	<u>Not Available</u>
Visiting				
Attorney	x			
Family	x			
Recreation				
Indoor			x	
Outdoor		x		
Library Services				
Education	x*			x
Vocational Training				

\* After December 1, 1981.

Use of Volunteers

Volunteers used for library and religious services.

Work Assignments Available

Two to three, in kitchen.

Daily Operating Cost Per Inmate: \$30.00

Major Problems

- \* Need for additional correctional officers, so that new facility can be optimally utilized (recreation and other program spaces not used due to inmate escort and supervision needs).
- \* Some problems with heating/cooling of facility. No electricity in cell blocks.
- \* Lack of funds for GED program (prior to December 1, 1981).
- \* Salary levels of correctional officers low (5% raise scheduled for December 1981).

Future Plans

- \* Acquire additional staff.

# EVALUATION SUMMARY

<u>facility</u>		<u>location</u>				
Vermilion County		Danville, Illinois				
		<u>operating capacity</u> 115				
<u>standard topic</u>	<u>source</u>	<u>compliance factor</u>				
		0	25	50	75	100
1. Geographically accessible	ACA					
2. Exterior appearance	ABA					
3. Public accommodations	APHA					
4. Perimeter security	ACA					
5. Pedestrian/vehicular sally ports	ACA					
6. No staff living quarters	ABA					
7. Administrative space	ACA					
8. Arsenal location	ACA					
9. Control center	ACA					
10. Audio communications center	ACA					
11. Emergency alarm system	ACA					
12. Audio/visual surveillance	ACA					
13. Intake and waiting	ABA					
14. Reception and release area	ACA					
15. Violent cell	ACA					
16. Inmate property	ACA					
17. Officer posts	ACA					
18. Offender separation	ACA					
19. Separation of females	ACA					
20. Separation of juveniles	ACA					
21. Separation of juveniles	ICJS					
22. Special purpose cells	ACA					
23. Dayspaces, locations	ACA					
24. Dayspaces, size	ACA					
25. Dayspaces, size	APHA					
26. Dayspaces, size	ICJS					
27. Bathing facilities	ACA					
28. Minimum housing activities	ACA					
29. Single occupancy only	ACA					
30. Cell occupancy	ACA					
31. Cell minimum	ACA					

# EVALUATION SUMMARY

facility		location					
		Danville, Illinois					
standard topic		source	operating capacity 115				
			compliance factor				
			0	.25	.5	.75	1.0
32.	Fixtures and hardware	ABA					
33.	Multiple-occupancy cells	ACA			X		
34.	Dormitory living units	ACA					
35.	Cell space	ICJS					
36.	Cell occupancy	ICJS					
37.	Cell equipment	ICJS					
38.	Ventilation	ICJS					
39.	Kitchen	ACA					
40.	Food storage	ACA					
41.	Laundry	ACA					
42.	Linen and clothing excesses	ACA					
43.	Storage rooms	ACA					
44.	Medical space	ACA					
45.	Medical equipment	AMA					
46.	Medical cell	ACA					
47.	Personal hygiene	ACA					
48.	Inmate commissary	ACA					
49.	Hair care services	ACA					
50.	Barbering space	APHA					
51.	Program space	ACA					
52.	Inmate programs	ACA					
53.	Library services	ACA					
54.	Library space	ALA					
55.	Telephone access	ACA					
56.	Exercise areas	ICJS					
57.	Exercise areas	ACA					
58.	Equal program access	ACA					
59.	Fire resistance	APHA					
60.	Smoke detection	ACA					
61.	Emergency exits	ACA					
62.	Usable exits						

# EVALUATION SUMMARY

facility		location					
		Danville, Illinois					
standard topic		source	operating capacity 115				
			compliance factor				
			0	.25	.5	.75	1.0
63.	Exit distances	ACA					
64.	Cleanliness	APHA					
65.	Janitor closets	ACA					
66.	Floor drains	ACA					
67.	Maintenance	ACA					
68.	Mechanical rooms	ACA					
69.	Emergency power	ACA					
70.	Waste disposal	ACA					

## Capital Development

### VERMILION COUNTY JAIL

Opened in 1976, the Vermilion County jail is relatively new and as such does not present any major problems with the physical plant. There are no major capital needs at this facility.

### WINNEBAGO COUNTY

The Winnebago County jail is a 180-bed facility, constructed in 1977 as part of the Rockford/Winnebago County Public Safety Building. This facility houses all city and county public safety agencies, and the county courthouse is adjacent to the building. At the time of the site visit for this project, the population of the jail was 130.

The inmate population was surveyed during this project through use of a jail exit survey. This survey collected information on all inmates released from the jail over a fixed period of time, and allowed for an analysis of the type of inmate typically housed in the facility. The following demographic information is a result of that survey:

Inmates from Winnebago County	97%
Male	87%
Under 30 years of age	75%
Employed full-time at intake	48%
High school education or more	51%

Compared to other Illinois counties, Winnebago County appears to have the same ratio of inmates who are county residents, male and under 30 years of age. One variation from other counties is the relatively higher representation of inmates having a high school education and having been employed at intake. These two data items would seem to point out a high potential for Winnebago County inmates to obtain gainful employment upon release from the jail.

The jail survey also collected information on the criminal history of those inmates surveyed. This information is useful in determining security requirements and staffing needs for the facility. The following information summarizes the findings of the survey:

Inmates charged with a violent felony	11%
Inmates charged with a non-violent offense	89%
Inmates having an escape/FTA history	20%
Serious jail misconduct	-
No prior misdemeanors	44%
No prior felonies	79%

The two most striking statistics concerning criminal history are the high percentages of inmates with a non-violent current offense and a criminal history of no prior felonies. This information indicates that the county has a certain amount of flexibility in determining the community release potential and/or housing security level of inmates at the jail.

Another area of concern addressed by the survey was program needs. The following data relates to various inmate problem areas which necessitate a programmatic response:

Inmates with alcohol problem	3%
Inmates with drug problem	3%
Suicide risk	-
Mental health problems	-
Medical problems	-

In several other counties, the percentage of inmates requiring services in any one of the above areas reached the 10% level or more. Winnebago County does not appear to have such high need levels, and even reports no problems with mental or physical health. This very low program need level could well be attributed to the fact that the jail has a well-designed and staffed intake and screening process, whereupon problematic inmates are either transferred to appropriate facilities or offered treatment services at the jail.

A major concern of the survey was the assessment of pretrial release practices of the county, particularly the use of release on recognizance. By applying a standardized releasability scale to each inmate in the survey, it was possible to make observations on how efficient the facility was processing pretrial inmates who qualify for community release. In Winnebago County, a total of 233 person-days were spent by pretrial status inmates. Of those person-days, 39 were spent by inmates who passed the standardized release scale. This equaled 17% of all pretrial person-days. Based on these findings, the county could potentially release pretrial inmates in a shorter period of time.

The inmate programs provided at the jail are the basic services of family and attorney visiting, indoor recreation, and library services. Outdoor recreation, educational and vocational services are unavailable at present due to lack of either

physical space or staff to operate those programs. Winnebago County does not, at the present time, utilize the services of community volunteers to augment jail program staff.

The jail currently operates with a correctional staff consisting of two administrators, one RN, 33 custody officers, one librarian, two food preparation staff, three maintenance workers and one clerical person. The administration feels that the current level of custody officers is not sufficient to run the facility properly, and the addition of 13 FTE custody positions is anticipated in 1982.

The operating budget for the Winnebago County jail for 1981 is \$1,871,827. Fifty-four percent of this budget is for personnel services while the remaining 46% is taken up by other traditional operating costs including food, utilities and building depreciation. Using an average daily population of 147, the per inmate per day cost for the facility is \$35. This is very close to the per diem rates for other counties with standards-compliant facilities.

#### Recommendations

Winnebago County is currently taking steps to enlist architectural and planning consulting services to assess the specific needs of the county's correctional system through the next 20 years. Included in this project will be an architectural assessment of the current facility. This facility, while recently constructed, still evidences certain design problems which should be corrected.

In light of this planned correctional study, it is not necessary for this Report to make any specific recommendations to the county. Once a correctional system plan is developed, the county will have a clear understanding of the present and future needs of the system and the jail, and also a knowledge of the projected capital and operating costs required to effect the recommended changes.

A major concern of the county at this time is jail overcrowding, since the ADP is currently very close to actual operating capacity. A total system planning effort has been recommended by the jail sub-committee to address this issue. This study should concentrate on all aspects of the justice system and how each component is impacting on jail ADP.

WINNEBAGO COUNTY JAIL

Opened: 1977

Operating Capacity: 180

Inmate Count @ site visit: 130

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Pretrial	(126)	(4)	(130)*
Post-trial	-	-	-
TOTAL	126	4	130

\*Pre- and post-trial status information not available.

The jail is located within a multi-purpose facility housing the following county and city functions: police and Sheriff's administration, civil defense and emergency services, fire department, coroner, dispatch, and State crime laboratory. The courts are located in the building adjacent to the jail. An average of 24 inmates are transported to court daily.

Total Jail Staff

Administrative	2
Medical	1 (RN)
Custody	33
Program	1 (Librarian)
Food Preparation	2
Maintenance	3
Clerical	1

Average Annual Salaries

Administrative	\$33,000
Custody	12,000
Clerical	9,000

Jail Programs      Excellent      Good      Inadequate      Not Available

Visiting				
Attorney		x		
Family		x		
Recreation				
Indoor		x		
Outdoor				x
Library Services		x		
Education				x
Vocational Training				x

WINNEBAGO COUNTY JAIL (continued)

Work Assignments Available

Inmates having a low security classification can obtain work assignments in the kitchen or laundry, or to general janitorial duties. No salary established, but privileges can be obtained through work completed.

Use of Volunteers

At present, no volunteer staff are utilized in the jail.

Daily Operating Cost Per Inmate: \$35.00

Estimate based on available 1980 Budget information and ADP at time of site visit.

Major Problems

\* Even though recently constructed, the physical plant does not meet the existing needs of the county correctional system, nor does it comply with all applicable standards.

\* The county has determined a need for additional jail staff, primarily custody officers, based on the expanding job descriptions and responsibilities of those positions.

Future Plans

\* Winnebago County is currently seeking the assistance of planning/architectural firms to determine the most cost-effective changes it should make to improve the facility and the overall corrections system.

\* Thirteen additional FTE's for correctional officer positions are requested in the 1982 Budget for jail operations.



WINNEBAGO COUNTY JAIL (continued)

Future Plans (continued)

\* A 56-bed work release program unit is currently under renovation to allow expansion of work release assignments.

# EVALUATION SUMMARY

facility		location					
Winnebago County		Rockford, Illinois					
standard topic		source	operating capacity 180				
			compliance factor				
			0	25	50	75	100
1.	Geographically accessible	ACA					
2.	Exterior appearance	ABA					
3.	Public accommodations	APHA					
4.	Perimeter security	ACA					
5.	Pedestrian/vehicular rally ports	ACA					
6.	No staff living quarter	ABA					
7.	Administrative space	ACA					
8.	Arsenal location	ACA					
9.	Control center	ACA					
10.	Audio communications center	ACA					
11.	Emergency alarm system	ACA					
12.	Audio/visual surveillance	ACA					
13.	Intake and waiting	ABA					
14.	Reception and release area	ACA					
15.	Violent cell	ACA					
16.	Inmate property	ACA					
17.	Officer posts	ACA					
18.	Offender separation	ACA					
19.	Separation of females	ACA					
20.	Separation of juveniles	ACA					
21.	Separation of juveniles	ICJS					
22.	Special purpose cells	ACA					
23.	Dayspaces, locations	ACA					
24.	Dayspaces, size	ACA					
25.	Dayspaces, size	APHA					
26.	Dayspaces, size	ICJS					
27.	Bathing facilities	ACA					
28.	Minimum housing activities	ACA					
29.	Single occupancy only	ACA					
30.	Cell occupancy	ACA					
31.	Cell minimum	ACA					



## Capital Development

### WINNEBAGO COUNTY JAIL

*Opened in 1977, the Winnebago County jail is a new building and as such does not present any major standards compliance problems regarding the existing facility. As Winnebago County continues to plan for the future needs of the correctional system, certain capital expenditures may be identified, but those costs will be primarily related to local needs rather than compliance with standards.*

### County Population Projections

*As individual counties in Illinois begin to undertake comprehensive studies of their correctional system needs—both present and future—a major component of those studies will be the prediction of likely inmate population levels that the correctional system should anticipate in the coming years.*

*All too often, such prediction of inmate levels is left to individuals unfamiliar with the techniques of projecting inmate populations, or is a result of straight line projecting from current levels. Neither of these methods is particularly reliable and can result in a great deal of error in determining the actual number of bed-spaces required in a planned correctional facility. Obviously such error translates directly to inappropriate capital expenditure (either for too much or too little) which is certainly not acceptable to counties with already overburdened budgets.*

*It is the recommendation of this Study that any county planning for either renovation or new construction of its correctional facility, enlist the services of a trained corrections population projection specialist to develop both county population estimates and inmate population estimates. These projections will serve as a basis for size of the facility and, therefore, must be as accurate as possible. Whether these projection services are available within the county, or must be achieved through use of consultants, they are nonetheless essential for intelligent correctional planning.*

*The critical element in projection of inmate population levels is the assessment of the size of the "at-risk" population in the county to be studied. The term "at-risk" is used to describe that group of the overall county population that is within the age group most likely to come in contact with the criminal justice system. This age group is loosely defined as 15 to 34 years of age. While the exact range may differ among counties, it is essential to scrutinize the growth of this subgroup if inmate projections are to be valid. Simple projections using incarceration ratios taken from the total county population are not representative of the "at-risk" group and are thus in danger of either under- or overstating inmate population growth.*

<b>facility</b>	location
	operating capacity
<b>key plan</b>	

**standard**

5121 The facility is geographically accessible to criminal justice agencies (law enforcement, prosecutor, courts), community agencies, and inmates' lawyers, families and friends. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

<b>compliance factor</b>	.25	.50	.75	1.00
<b>net deficiency</b>				

**APPENDIX B**

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5.2 Appearance.  
The exterior appearance of a secure facility should resemble residential buildings in the surrounding area.

American Bar Association

<b>compliance factor</b>	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

Facilities for the public should include an adequate waiting room, toilet facilities, a sanitary drinking fountain and a public telephone booth.

Standards for Health Services in Correctional Institutions  
American Public Health Association, p. 71

<b>compliance factor</b>	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5238 The facility has perimeter security which prevents access by the general public without appropriate authorization. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

	.25	.50	.75	1.00
<b>compliance factor</b>				
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5237 There are pedestrian and vehicular sally ports between the inmate areas and access to the street. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

	.25	.50	.75	1.00
<b>compliance factor</b>				
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5.7 No permanent staff living quarters.  
Secure corrections facilities should not be the sole residence of staff.

American Bar Association

<b>compliance factor</b>	.25	.50	.75	1.00
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5111 In large facilities, space is provided for administrative, professional and clerical staff, including conference rooms, employee lounge, storage room for records, public lobby and toilet facilities. (Detention—Essential, Holding—Not Applicable)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

<b>compliance factor</b>	.25	.50	.75	1.00
<b>net deficiency</b>				



<b>facility</b>	location
	operating capacity
key plan	

**standard**

5117 Where the facility maintains an arsenal, it is located within the administrative area but outside the security perimeter of the inmate housing and activity areas; provision is made for the secure storage, care and issuance of weapons, chemical agents and other related security equipment. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

<b>compliance factor</b>	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>net deficiency</b>				



**CONTINUED**

**3 OF 4**

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5205 The facility maintains a control center to ensure order and security. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

<b>compliance factor</b>	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**net deficiency**

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5209 The facility has an audio communication system between the control center and the inmate living areas. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

	.25	.50	.75	1.00
<b>compliance factor</b>				
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5210 The facility has a comprehensive emergency alarm system that is linked to the control center; signal devices are located throughout the facility. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

	.25	.50	.75	1.00
<b>compliance factor</b>				
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5244 Where audio or visual electronic surveillance is used, it is located primarily in hallways, elevators, corridors, or at points on the security perimeter, such as entrances and exits. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

compliance factor	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
net deficiency				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5098 The reception and release area is located inside the security perimeter but outside inmate living quarters. It has the following components:

- Sally port;
- Weapons lockers, located outside the security area and equipped with individual compartments, each with an individual lock and key;
- Temporary holding rooms which have sufficient fixed benches to seat all inmates at its rated capacity, and which have available toilets, wash basins and drinking fountains;
- Booking area;
- Medical examination room;
- Shower facilities;
- Secure vault or room for the storage of inmates' personal property;
- Telephone facilities; and
- Interview room. (Detention—Essential, Holding—Essential)

AMERICAN CORRECTIONAL ASSOCIATION

compliance factor	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
net deficiency				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

6.8 Entrance spaces and waiting rooms.  
 Entrance spaces and waiting rooms in a secure detention facility should reflect a concern for normalization, the presumption of innocence, and the fact that appearance before an intake officer may not necessarily result in detention.

American Bar Association

<b>compliance factor</b>	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5099 The facility has at least one special purpose cell or room to provide for the temporary detention of persons under the influence of alcohol or narcotics or for persons who are uncontrollably violent or self-destructive. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

<b>compliance factor</b>	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5100 Space is provided for the secure storage of large items of inmates' personal property. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

<b>compliance factor</b>	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5241 Correctional officer posts are located immediately adjacent to inmate living areas to permit officers to hear and respond promptly to calls for help. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

<b>compliance factor</b>	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

## standard

5337 The facility provides for the separate management of the following categories of inmates:

- Unsentenced females;
- Sentenced females;
- Unsentenced males;
- Sentenced males;
- Other classes of detainees, e.g., witnesses, civil prisoners;
- Community custody inmates, e.g., work releasees, weekenders, trustees;
- Inmates with special problems, e.g., alcoholics, narcotics addicts, mentally disturbed persons, physically handicapped persons, persons with communicable diseases;
- Inmates requiring disciplinary detention;
- Inmates requiring administrative segregation; and
- Juveniles. (Detention—Essential, Holding—Not Applicable)

## comment

AMERICAN CORRECTIONAL ASSOCIATION

<b>compliance factor</b>	.25	.50	.75	1.00
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

## standard

5339 Female inmates are provided living quarters separate from male inmates, although these may be in the same structure. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

## comment

<b>compliance factor</b>	.25	.50	.75	1.00
<b>net deficiency</b>				



<b>facility</b>	location
	operating capacity
key plan	

**standard**

5338 Juveniles in custody are provided living quarters separate from adult inmates, although these may be in the same structure. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

compliance factor	.25	.50	.75	1.00
net deficiency				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

MINIMUM STANDARDS:

27-1 MINORS UNDER 16: Minors under 16 may be detained temporarily in a room, not a cell, in a county jail when the place of confinement is a separate floor or section which ensures complete and effective isolation from any contact with adult prisoners.

- A. The designated section shall be clearly indicated above each entrance.
- B. Male and female youth shall not be housed within auditory and/or visual range of each other.
- C. Rooms shall be single occupancy.

27-2 MINORS UNDER 17: Minors under 17 may be confined in cells or rooms in a jail or place ordinarily used for confinement of prisoners at a county jail, but these cells or rooms for the minors must be separate and distinct from the cells or rooms in which adults are confined. This does not preclude the very brief use of entrances, corridors, elevators, and booking areas prior to actual confinement.

- A. Separate and distinct shall mean no visual and/or auditory contact.
- B. Minors under 17 years of age may be confined in an area designated for minors under 16.

**source** ILLINOIS COUNTY JAIL STANDARDS

compliance factor	.25	.50	.75	1.00
net deficiency				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5125 Special purpose cells or rooms have:  
 Maximum rated capacity of one inmate;  
 70 square feet of floor space;  
 Stationary bed; and  
 Combination security toilet and wash basin. (Detention—Essential, Holding—Essential) AMERICAN CORRECTIONAL ASSOCIATION

**comment**

compliance factor	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

net deficiency

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5108 There is a separate day room for each cell block or detention room cluster.  
 (Detention—Essential, Holding—Not Applicable)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

compliance factor	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

net deficiency

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5126 There is a day room, which accommodates 8 to 16 inmates, for each cell block or detention room cluster; the room has a minimum of 35 square feet of floor space per inmate and is separate and distinct from the sleeping area, but immediately adjacent to and accessible from it. (Detention—Essential, Holding—Important)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

compliance factor	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
net deficiency				

<b>facility</b>	location
	operating capacity
key plan	

**standard** Indoor areas shall include day rooms providing a minimum of 30 square feet per inmate having access to the day room and preferably 35 square feet. The recreation areas shall have ready access to showers, toilet and lavatory facilities, and sanitary drinking fountains, ~~or~~

Standards for Health Services in Correctional Institutions  
American Public Health Association, p. 70

compliance factor	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
net deficiency				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

DAY ROOM: A day room area containing no less than 35 square feet per detainee must be provided in conjunction with each cell block or detention room cluster.

A. Each day room shall be equipped with securely anchored metal tables as well as chairs or benches. Seating shall be provided for each detainee.

**source** ILLINOIS COUNTY JAIL STANDARDS

**comment**

	.25	.50	.75	1.00
<b>compliance factor</b>				
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5149 There are sufficient facilities in the housing areas to permit inmates to bathe upon admission to the facility and at least three times a week thereafter. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

	.25	.50	.75	1.00
<b>compliance factor</b>				
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5097 All housing and activity areas provide for, at a minimum:  
 Lighting of at least 30 footcandles in all housing and all activity areas;  
 Circulation of at least 10 cubic feet per minute of fresh or purified air for each person occupying the facility;  
 Toilets, showers and wash basins accessible to inmates in all housing and all activity areas;  
 Wash basins, with hot and cold running water, and drinking fountains available to inmates in all housing and all activity areas; and  
 A heating system and all equipment required to ensure healthful and comfortable living and working conditions for inmates and staff.

**comment**

AMERICAN CORRECTIONAL ASSOCIATION

<b>compliance factor</b>	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**net deficiency**

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5122 All cells and detention rooms are designed for single-occupancy only. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

<b>compliance factor</b>	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**net deficiency**

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5102 All cells and detention rooms designed for single occupancy house only one inmate. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

	.25	.50	.75	1.00
<b>compliance factor</b>				
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5123 All cells and detention rooms have, at a minimum:

- 70 square feet of floor space, with no less than 7 feet between walls and no less than 8 feet between the floor and ceiling;
- Toilet facilities;
- Wash basin with hot and cold running water;
- Lighting of at least 30 footcandles, which is both occupant and centrally controlled;
- Circulation of at least 10 cubic feet per minute of fresh or purified air;
- Acoustics that ensure noise levels that do not interfere with normal human activities;
- Bunk, desk, shelf, storage space, and chair or stool; and
- Natural light. (Detention—Essential, Holding—Essential)

**comment** AMERICAN CORRECTIONAL ASSOCIATION

	.25	.50	.75	1.00
<b>compliance factor</b>				
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard**  
 6.17 Fixtures.  
 Built-in fixtures such as doors, locks, and windows should be domestic in character and encourage normalization.  
 American Bar Association

compliance factor	.25	.50	.75	1.00
net deficiency				

<b>facility</b>	location
	operating capacity
key plan	

**standard**  
 5106 Multiple-occupancy cells are designed to house no more than 16 inmates, with a minimum of 50 square feet of floor space per inmate in the sleeping area. (Detention—Essential, Holding—Not Applicable)  
 source AMERICAN CORRECTIONAL ASSOCIATION

**comment**

compliance factor	.25	.50	.75	1.00
net deficiency				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5107 Dormitory living units are designed for a capacity of no more than 50 inmates, with a minimum of 50 square feet of floor space per inmate in the sleeping area. (Detention—Essential, Holding—Not Applicable)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

<b>compliance factor</b>	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

8-1 CELL AND DETENTION ROOM SPACE:

A. At least 50 square feet of floor space shall be provided in each cell.

B. At least 64 square feet of floor space shall be provided for each detention room.

**source** ILLINOIS COUNTY JAIL STANDARDS

**comment**

<b>compliance factor</b>	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>net deficiency</b>				



<b>facility</b>	<b>location</b>			
	<b>operating capacity</b>			
<b>key plan</b>				

<b>standard</b>	CELL OCCUPANCY: The following measures shall be observed to ensure reasonable security, sanitation, and personal comfort:			
	<p>A. All existing cells and detention rooms shall be designated for single occupancy. Multiple occupancy shall not be used until all cells or detention rooms are in use; however, each detainee housed in multiple occupancy cells/detention rooms shall be provided at least 50 square feet of floor space.</p> <p>B. New jail design or planned expansion of existing facilities shall specify cells and/or detention rooms be single occupancy. Trustees and work releasees may be housed in dormitories.</p>			
<b>source</b>	ILLINOIS COUNTY JAIL STANDARDS			

<b>comment</b>				
<b>compliance factor</b>	.25	.50	.75	1.00
<b>net deficiency</b>				

<b>facility</b>	<b>location</b>			
	<b>operating capacity</b>			
<b>key plan</b>				

<b>standard</b>	CELL OR DETENTION ROOM EQUIPMENT: Each cell or room shall be equipped with:			
	<p>A. A rigidly constructed metal bed, with solid or perforated metal bottom, securely anchored to the floor and/or wall.</p> <p>B. A washbasin with piped hot and cold water.</p> <p>1. A supply of disposable drinking cups shall be provided if the washbasin is not drinking fountain equipped.</p> <p>C. A prison type toilet.</p> <p>D. Illumination sufficient to assure a comfortable reading level. (30 footcandles, three feet above the floor.)</p> <p>1. Light fixtures shall be tamper proof.</p>			
<b>source</b>	ILLINOIS COUNTY JAIL STANDARDS			

<b>comment</b>				
<b>compliance factor</b>	.25	.50	.75	1.00
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

VENTILATION: Detention areas shall be comfortably heated and cooled according to the season with a system designed to eliminate disagreeable odors and to routinely provide temperatures within the normal comfort zone.

source ILLINOIS COUNTY JAIL STANDARDS

**comment**

	.25	.50	.75	1.00
compliance factor				
net deficiency				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5112 Where the facility provides food service, the kitchen has at least 200 square feet of floor space. (Detention—Essential, Holding—Essential)

source AMERICAN CORRECTIONAL ASSOCIATION

**comment**

	.25	.50	.75	1.00
compliance factor				
net deficiency				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5199 The facility has sanitary, temperature-controlled storage facilities for the storage of all foods. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

<b>compliance factor</b>	.25	.50	.75	1.00
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5147 Laundry services are sufficient to permit regular exchange of all inmate clothing, bedding, linen and towels. (Detention—Essential, Holding—Not Applicable)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

<b>compliance factor</b>	.25	.50	.75	1.00
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5148 The store of clothing, linen and bedding exceeds that required for the facility's maximum inmate population. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

	.25	.50	.75	1.00
<b>compliance factor</b>				
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5101 There are storage rooms for clothing, bedding and facility supplies. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

	.25	.50	.75	1.00
<b>compliance factor</b>				
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5161 If medical services are delivered in the facility, adequate space, equipment, supplies and materials, as determined by the responsible physician, are provided for the performance of primary health care delivery. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

<b>compliance factor</b>	.25	.50	.75	1.00
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

If health services are delivered in the facility, adequate staff, space, equipment, supplies and materials as determined by the health authority are provided for the performance of health care delivery.

**Discussion:** The type of space and equipment for the examination/treatment room will depend upon the level of health care provided in the facility and the capabilities and desires of health providers. In all facilities, space should be provided where the inmate can be examined and treated in private.

Basic equipment generally includes:

- Scale;
- Examining table;
- Goose neck light;
- Wash basin; and
- Transportation equipment, (e.g., wheelchair and litter).

If female inmates receive medical services in the facility, appropriate equipment should be available for pelvic examinations.

**source** AMERICAN MEDICAL ASSOCIATION STANDARDS

**comment**

<b>compliance factor</b>	.25	.50	.75	1.00
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5109 The facility has at least one single-occupancy cell or room for inmates who must be under constant medical supervision. (Detention—Essential, Holding—Not Applicable)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

<b>compliance factor</b>	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**net deficiency**

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5151 The facility provides articles necessary for maintaining personal hygiene. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

<b>compliance factor</b>	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**net deficiency**

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5365 There is an inmate commissary or canteen where inmates can purchase an approved list of items not furnished by the facility; in small jails, provision is made for the purchase of these items from a nearby store. (Detention—Essential, Holding—Not Applicable)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

compliance factor	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

net deficiency

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5150 There are hair care services available to inmates. (Detention—Essential, Holding—Not Applicable)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

compliance factor	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

net deficiency

<b>facility</b>	location
	operating capacity
key plan	

**standard** Barbering shall be done in a separate location, designed and equipped for that purpose, which is maintained in a clean and sanitary condition. Construction, light, heat, plumbing, hot and cold water, ventilation, space, fixtures and toilet facilities shall be given bactericidal and fungicidal treatment after each.

American Public Health Association

<b>compliance factor</b>	.25	.50	.75	1.00
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5118 Space is provided for conducting programs for inmates. (Detention—Essential, Holding—Not Applicable)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

<b>compliance factor</b>	.25	.50	.75	1.00
<b>net deficiency</b>				



<b>facility</b>	location
	operating capacity
key plan	

**standard**

5358 The plan for inmate programs includes provision for academic education courses. (Detention—Important, Holding—Not Applicable)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

<b>compliance factor</b>	.25	.50	.75	1.00
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5359 Library services are available to all inmates. (Detention—Essential, Holding—Desirable)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

<b>compliance factor</b>	.25	.50	.75	1.00
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

2.5 *The institution library should be functional in design and inviting in appearance to youth.*

American Library Association and American Correctional Association

<b>compliance factor</b>	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard** 1) All construction and finishes shall be fire-resistart and fabrics and drapes fire-retardant treated.

2) Chutes, shafts, stairs, kitchens, boiler rooms, incinerator rooms, paint and carpenter shops shall have fire-resistant enclosures.

3) Passageways, doors and stairs shall be of proper width, marked, kept clear, enclosed, and compartmented as required.

Flammable liquids require proper storage. 4) Automatic sprinklers are required in chutes, soiled linen areas, trash and storage rooms and automatic extinguishers in kitchen hoods, shops and storage areas.

**source** American Public Health Association

**comment**

<b>compliance factor</b>	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5130 The facility has an automatic fire alarm and heat and smoke detection system that is approved by the state fire marshal and tested on a regular basis. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

compliance factor	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
net deficiency				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5110 Designated exits in the facility permit prompt evacuation of inmates and staff members in an emergency. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

compliance factor	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
net deficiency				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5140 The facility has exits which are distinctly marked, continuously illuminated, and kept clear and in usable condition. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

<b>compliance factor</b>	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5139 The facility has travel distance to exits within the limits specified by the *Life Safety Code*, as follows:

Area	Nonsprinklered	Sprinklered
Cell Block/Dormitory	100 feet	150 feet
Work Area	100 feet	150 feet
High Hazard Areas	75 feet	75 feet
Dining, Recreation Areas	150 feet	200 feet
Infirmery/Hospital	100 feet	150 feet
Office Areas	200 feet	300 feet

(Detention—Essential, Holding—Essential)

AMERICAN CORRECTIONAL ASSOCIATION

<b>compliance factor</b>	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard** All floors, walls, ceilings, light fixtures, equipment, and interior and exterior spaces shall be kept clean and in good repair. Cleaning equipment, supplies, labeling and facilities including service sinks and floor drains, and storage spaces shall be adequate for the tasks.

American Public Health Association

compliance factor	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
net deficiency				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5113 Space is provided for janitor closets, which are equipped with a sink and cleaning implements. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

compliance factor	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
net deficiency				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5127 The facility is constructed with floor drains in all living and activity areas, and is equipped with emergency water shut-off valves. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

compliance factor	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

net deficiency

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5115 The facility has a written plan for preventive maintenance that is reviewed and updated annually. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

compliance factor	.25	.50	.75	1.00
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

net deficiency

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5114 Space is provided for all mechanical equipment. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

<b>compliance factor</b>	.25	.50	.75	1.00
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5231 The facility has equipment necessary to maintain essential lights, power and communications in an emergency. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

<b>compliance factor</b>	.25	.50	.75	1.00
<b>net deficiency</b>				

<b>facility</b>	location
	operating capacity
key plan	

**standard**

5134 The facility provides for waste disposal. (Detention—Essential, Holding—Essential)

**source** AMERICAN CORRECTIONAL ASSOCIATION

**comment**

<b>compliance factor</b>	.25	.50	.75	1.00

**net deficiency**



# Jail Releasee Survey

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Moyer Associates Incorporated  
Justice System Planning and Architecture  
One E Wacker Dr  
Chicago, Illinois 60601

<p><b>1</b> Facility: No entry required. Facility code will be entered at time of processing.</p> <p><b>2</b> Identifier: Enter number, name or any similar designation for each individual.</p> <p><b>3</b> State: Enter code for subject's state of residence (see accompanying list).</p> <p><b>4</b> County of Residence: Enter code for subject's County of residence (see accompanying list). If subject is not a resident of Michigan, place an "X" in the column.</p> <p><b>5</b> Sex: Enter appropriate code for each subject.</p> <p><b>6</b> Ethnic: Enter only one code for each subject.</p> <p><b>7</b> Ever Married: Code "yes" if individual at time of commission of the instant offense was or ever had been legally married. Documented common law relationships of at least seven years duration should be counted as equivalent to legal marriage.</p> <p><b>8</b> Date of Birth: Enter month (01 through 12) and year (e.g., 51 not 1951) of subject's birth.</p> <p><b>9</b> Residence at Intake: Enter number of years and/or months (01 through 12) subject had lived in residence at intake. If subject had no permanent residence, enter "0000".</p> <p><b>10</b> Phone in Residence: Enter appropriate code for each subject. If subject had no permanent residence, record code "9" (no residence).</p> <p><b>11</b> Resided with Parents and/or Spouse at Intake: Enter appropriate code for each subject.</p> <p><b>12</b> Employment at Intake: Enter appropriate code for each subject. Use "not in labor force" for those not actively seeking work. e.g., students, homemakers or the physically ill or disabled.</p> <p><b>13</b> School Status at Intake: Enter appropriate code for each subject. "School" includes vocational training programs.</p> <p><b>14</b> Level of Education Attained: Write in the level completed by subject at intake. Grade 12 includes GED certificate holders. Grade 14 is two years of college, grade 16 is four years of college, and 17 and above is graduate or professional school.</p>	<p><b>15</b> Special Status at Intake: Was the individual at time of admission to your facility: (Enter appropriate code) (1) Being held for federal authority (2) A state prisoner or on parole (3) Being held for city authorities (4) On probation (5) Not applicable</p> <p><b>16</b> Friend or Relative Expected at Arraignment: Enter appropriate code for each subject. Code "yes" only if subject expected (or expects) a friend or relative to be at his or her arraignment (excluding complainant and attorney)</p> <p><b>17</b> Current Offense: Enter the code for the offense with which the subject is (was) charged using codes from the accompanying list. If subject is (was) charged with more than one offense, enter only the single most serious offense.</p> <p><b>18</b> Serious Jail Misconduct: Code "yes" only if, during incarceration for instant offense, the subject (a) has been guilty of major misconduct, that is, homicide, assault, intimidating or threatening behavior, sexual assault, fighting (not self-defense), inciting to riot or strike, rioting or striking, possession of dangerous contraband, or escape and attempt to escape; and/or (b) was placed in administrative segregation for disciplinary reasons.</p> <p><b>19</b> Custody Level Classification: Enter the code for the last custody level in which subject was classified prior to release from the facility.</p> <p><b>20</b> Prior Record: --Number of prior misdemeanor convictions: Write in total number of prior misdemeanor convictions, including those resulting in probation and those resulting in incarceration; e.g., write in "14" for 14 prior misdemeanor convictions. Exclude all traffic violations excepting driving while intoxicated. If subject has no prior misdemeanor convictions, write in "00". --Number of prior felony convictions: Write in total number of prior felony convictions, including those resulting either in probation or incarceration. If subject has no prior felony convictions, write in "00".</p> <p><b>22</b> Drug Use: --Drug abuse problem: Code "yes" only if subject at time of instant offense was addicted to or a chronic user of any non-prescribed controlled substance other than marijuana or alcohol. --Alcohol abuse problem: Code "yes" only if subject at time instant offense was addicted to or a chronic user of alcohol.</p>	<p><b>23</b> Mental Health Problem: Code "yes" only if subject, in your opinion, has apparent mental health needs warranting a referral to a mental health agency.</p> <p><b>24</b> Date of Intake: Write in the hour (to the nearest hour, using 01 through 12 for 1 a.m. to 12 noon, and 13 through 24 for 1 p.m. to 12 midnight), month (01 through 12), day and year on which the subject was booked into this facility for current confinement. For example, 5 p.m., June 15, 1978 would be coded as 17 06 15 78.</p> <p><b>25</b> Date of Adjudication: Enter the month (01 through 12), day and year on which a court decision regarding guilt or innocence was reached. If adjudication has not occurred, place an "X" across the column.</p> <p><b>26</b> Date of Release: Write in the hour (as described above for date of intake) month, day and year on which the subject was released from this facility.</p> <p><b>27</b> Means of Release: Enter only one code for each subject.  Code (01) Charges dismissed: Use this code for subjects on whom charges were dismissed. (02) Cash bond: Use this code for subjects who posted a surety bond through a private bonding agent. (03) Cash bond to court: Use this code for subjects who posted a surety bond directly with the court. (04) Release on own recognizance: Use this code for subjects released without bond on their promise to appear in court (ROR). (05) Conditional release: Use this code for subjects released, but only on certain conditions, e.g., not to leave the country. (06) Supervised ROR: Use this code for subjects released on their own recognizance who are supervised by a third party (professional or non-professional) to ensure their appearance in court. (07) Diversion program: Use this code for subjects whose prosecution, adjudication, or sentencing is deferred or suspended to enable them to avoid further processing in the criminal justice system through either "good behavior" or participation in a program. (08) Acquitted or found not guilty: Use this code if subjects are acquitted at the time of adjudication.</p>	<p>(09) Placed on probation: Use this code for subjects convicted of an offense and placed on probation for the remainder of their sentence.</p> <p>(10) Placed on parole: Use this code for subjects convicted of an offense and placed on parole for the remainder of their sentence.</p> <p>(11) Paid fine: Use this code for subjects released after payment or partial payment of fine.</p> <p>(12) Completed sentence: Use this code for subjects released at the termination of their sentence to incarceration.</p> <p>(13) Transfer to other state facility: Use this code for subjects transferred to other state correctional facilities.</p> <p>(14) Transfer to federal or military authority: Use this code for federal or military subjects released to federal military authorities and/or facilities.</p> <p>(15) Transfer to drug or alcohol treatment facility: Use this code for subjects transferred to a drug or alcohol detoxification and/or treatment facility, or similar facility.</p> <p>(16) Other Specify: Use this and subsequent codes (16, 17, 18, etc.) for subjects who leave the jail through any other means (e.g., transfer to medical/psychiatric facility). Attach a note explaining all such added categories.</p>
			<p><b>28</b> Legal Status at Release: Enter appropriate code for each subject: (01) prearraignment (02) released at arraignment (03) post arraignment awaiting trial (04) released by court (fined, acquitted, etc.) (05) awaiting appeal (06) awaiting sentence (07) serving sentence (08) completed sentence (09) Other-Specify: Use this and subsequent codes (10, 11, 12, etc.) for subjects having any other legal status at release. Attach a note explaining all such added categories.</p> <p><b>29</b> Date Filled Out: Enter the month, day and year on which the information for each subject was recorded.</p>

## JAIL OPERATIONS COST ANALYSIS

### PURPOSE

*The purpose of this Appendix is to provide a tool to assist local jail administrators to effectively estimate jail operations costs. Many small and medium size jails lack the staff to maintain the complete records necessary for exact cost determination. Use of this Appendix will enable the administrator to make reasonable estimates of operating costs while utilizing accepted accounting procedures.*

*With accurate and complete estimates of current operating expenses, more reliable projections of future operating costs under a variety of policy options can be generated. The process of calculating current costs can aid in identifying means of streamlining jail procedures, which can in turn help keep future operating costs to a minimum.*

*Other useful outcomes of this analysis can include an accurate determination of the amount which the jail should reasonably charge other jurisdictions for temporary housing of their inmates. Likewise, requests for budget increases may be substantiated using the results of this analysis and projections of future needs. The feasibility of various policy and program options may be more realistically assessed using the results of a comprehensive cost analysis of current practices. Use of this tool can familiarize jail administrators with the types of records necessary for accurate cost determinations, and thus enable ongoing cost computation. When integrated with program monitoring and system evaluation, this cost analysis technique can be the foundation of cost-effectiveness analyses, which in turn can provide the basis for continuous system improvement.*

### PROCEDURE

The procedures presented in this Appendix are methods of cost estimation. The development of these methods was based on certain assumptions believed to be typical of most county jails. These procedures are also based on accounting techniques commonly used in industry but not typically employed in governmental accounting.

#### Assumptions

Because many small and medium size jurisdictions lack comprehensive record-keeping systems, it was felt that many areas of cost were not being adequately accounted for in typical county budgets or operations cost statements. Such record systems make it impossible to directly fix all cost elements to the appropriate agency or activity. The formulas outlined in this Appendix are designed to partially overcome difficulties presented by the absence of records. It must be emphasized, however, that these formulas are not adequate substitutes for complete record systems. Estimation formulas are, at best, stopgap measures by which administrators can arrive at reasonably accurate estimates of total costs. For precise cost determination it is necessary to establish minimum record-keeping systems.

#### Methods

The methods outlined in this Appendix attempt to segregate the law enforcement and confinement responsibilities of police and Sheriff's Departments. Many of the cost categories of these departments result from both jail and police activities. These formulas attempt to separate the portion of each cost category chargeable to the jail operation. The goal of this Appendix is to help administrators arrive at an estimation of the actual cost borne by the taxpayer for support of the jail operation.

To arrive at a reasonable estimate of jail costs, it is necessary to consider each element of departmental expense and determine the portion of that expense to be charged to the jail. The more obvious cost categories included are employee salaries and the cost of prisoners' meals. For a more accurate estimate, however, it is necessary to consider such cost elements as utilities, buildings, and equipment. The following pages outline, in some detail, each cost element to be included. Formulas are

presented by which estimates of each cost category can be developed. Each formula is designed to be as accurate as possible without requiring the use of comprehensive record systems and accounting methods. In these formulas, figures such as maintenance and depreciation allowances, salaries, fringe benefit percentages and other actual costs are given only as illustrations; they should be replaced with the actual figures applicable to a given jurisdiction.

### COST ELEMENTS - DESCRIPTION AND COMPUTATION METHODS

For analysis purposes jail costs are divided into two categories: personal services and operating costs. The individual cost elements of both categories will be discussed in the following paragraphs.

#### PERSONAL SERVICES

All costs attributable to personnel are included in this section. The specific items to be dealt with are salaries, fringe benefits, training, travel, uniforms, and personal equipment costs. If complete records are not available, formulas have been developed by which each cost element may be estimated.

#### OPERATING COSTS

Costs generated through the daily operation of the jail are included in this section. The specific items to be dealt with are food, personal items, programs, medical care, utilities, vehicles, maintenance, administrative costs, and depreciation costs. If complete records are available, the exact cost of each element should be calculated. If complete records are not available, formulas have been developed by which each cost element may be estimated.

PERSONAL SERVICES

Salaries Cost 1

As portions of personnel time are spent overseeing jail operations, these salary costs should be allocated to the jail. The salaries cost of all personnel associated with the jail operation should be included. These costs should be charged to the jail based on the percentage of time spent by the individual on jail matters.

Formula: Total Salaries X Estimated Percent Time Devoted to Jail = Salaries Cost to Jail Operations

Example:

Item	Annual Salary	X	Estimated Percent Time to Jail Operations	=	Jail Cost
Sheriff	\$20,000		5		\$ 1,000
Chief Deputy	\$15,000		10		1,500
Chief Jail					
Administrator	\$12,000		100		12,000
Deputy A	\$10,000		100		10,000
Deputy B	\$10,000		10		1,000
<b>TOTAL Cost to Jail</b>			<b>225</b>		<b>\$ 25,500*</b>

Percent of Officer Time Devoted to Jail = 45%

Computed as follows:

$$\frac{\text{Total \% to Jail} = 225}{\text{Number Personnel} = 5} = 45\%$$

\*Place this figure in Item 1 on page 334.

Fringe Benefits 2

Fringe benefits paid by the county should be charged to the jail operation in the same manner as salaries. The portion of fringe benefits chargeable to jail operation should be based on the percentage of personnel time devoted to jail operation.

Formula: Total Annual Salaries X Percent to Fringe Benefits (13%) = Cost to Jail for Fringe Benefits

Example:

Total Annual Employee Salaries Chargeable to Jail	X	Percent of Salary Allowance for Fringe Benefits	=	Cost of Fringe Benefits Chargeable to Jail
\$25,500*		13%**		\$3,315***

\*This figure from page 318.

\*\*Seven percent of salary for retirement and 5.85% of salary for FICA.

\*\*\*Place this figure in Item 2 on page 334.

Staff Training 3

Any cost to the county for staff training programs should be charged to the jail based on the percentage of staff time devoted to jail matters.

Formula: Program Cost to County X Percent Staff Time Devoted to Jail = Training Cost Chargeable to Jail

Example:

<u>List Program Name</u>	<u>Total Program Cost</u>	X	<u>Percent Officer Time Devoted To Jail *</u>	=	<u>Cost to Jail**</u>
Bureau of Prisons: Correspondence Course	\$100		45		\$45
County Sheriffs Academy	\$100		45		\$45
TOTAL Training Cost Chargeable to Jail Operations					\$90

\*This figure from page 318.

\*\*Place this figure in Item 3 on page 334.

Staff Travel Costs 4

Travel costs devoted to jail business should be charged to the jail. The cost of staff travel should be charged to the jail based on the percentage of staff time devoted to jail matters.

Formula: Annual Staff Travel Per Diem X Average Percent of Time Devoted to Jail Operations = Travel Costs to Jail

Example:

<u>List</u>	<u>Amount</u>	X	<u>Avg. Percent to Jail *</u>	=	<u>Travel Costs to Jail</u>
Officer Per Diem	\$1,000		45		\$450
TOTAL Annual Costs to Jail					\$450**

\*This figure from page 318.

\*\*Place this figure in Item 4 on page 334.

Officers' Uniforms & Personal Equipment Costs 5

If uniforms and personal equipment are provided officers by county, a portion of this cost should be allocated to jail operations. These costs should be based on the percentage of officer time devoted to jail functions. This category could include such items as weapons, leather goods, and county uniforms.

Formula: Total Annual Cost X Percent of Officer Time to Jail = Uniform Cost to Jail Operations

Example:

List

Total Annual Cost	\$1,000
Percent of Officer Time Devoted to Jail	X 45*
Uniform Costs Chargeable to Jail	<u>\$ 450**</u>

\*This figure from page 318.

\*\*Place this figure in Item 5 on page 334.

OPERATING COSTS

Food 6

Food expenditures made by the county for inmate meals should be charged to the jail operation. If meals are provided on a contract basis, the amount charged to the county should be included. If prisoners are held for outside agencies, the actual cost of the meals to the county should be charged rather than the amount billed to the outside agency. The amount charged to the jail should be the amount actually borne by the taxpayers of that jurisdiction.

Formula: Total Cost to Jail for Prisoner Meals

Example: Annual Cost to County for Prisoners Food = \$4,000\*

\*Place this figure in Item 6 on page 334.

Inmate Personal Items 7

The cost of personal items provided for inmate comfort and welfare should be charged to the jail operation. Included in these costs should be inmate uniforms, laundry, and personal toilet articles. If complete records of expenditures are not available, the figure developed in the following formula is considered a fair cost, per inmate, for these items.

Formula: Annual Cost Per Inmate X Estimated Average Daily Inmate Population =  
Cost of Inmate Personal Items

Example:	Annual Cost Per Inmate	\$ 50
	Estimated Average Daily Inmate Population	<u>X 10</u>
	Annual Cost of Personal Items	\$500*

\*Place this figure in Item 7 on page 334.

Inmate Rehabilitation & Welfare Programs Cost 8

Any charges to the county resulting from jail rehabilitation programs should be charged to the jail operation. Costs billed to the county for salaries of program personnel and program supplies should be included.

Formula: Annual Charge to County for Each Program = Total Programs Cost  
Chargeable to Jail

Example:

<u>Program Name</u>	<u>Program Cost</u>	+	<u>Supplies Cost</u>	=	<u>Total Program Cost to County</u>
College Extension	\$200		\$100		\$300
Religious Service	200		100		<u>\$300</u>
TOTAL Programs Cost Chargeable to Jail					\$600*

\*Place this figure in Item 8 on page 334.

MEDICAL AND DENTAL 9

The costs to the county of any medical and dental services made available to the inmates should be charged to the jail. Physicians, dentists and nurses fees should be charged as should any drugs and medical supplies maintained for inmate use.

Formula: Total Annual Fees\* + Drug and Medical Supplies = Total Medical Cost

Example:

<u>Item</u>	
Annual Doctors Fees	\$200
Cost of Supplies	<u>\$200</u>
TOTAL Medical Costs	\$400**

\*Include only medical personnel not carried as regular staff of the jail.

\*\*Place this figure in item 9 on page 334.

UTILITIES 10

The jail operation should be charged with a fair share of county utility costs. If the jail is housed within the courthouse and separate accounts are not maintained, the formula outlined below may be used to arrive at this figure. If the jail is separate from the courthouse, it is assumed that separate utility bills will be available. If this is not the situation, the formula may still be used based on the comparative floor space of jail and courthouse.

Formula: Percent of Courthouse Space Devoted to Jail X Annual Utilities Charge + Telephone Costs = Total Utilities Cost to Jail

Example: Item: Assuming Jail within Courthouse

Jail Floor Space = 1,000	
Courthouse Floor Space = 10,000	
Percent Floor Space for Jail = 10% (1,000/10,000 = 10%)	
Annual Utilities Charge to County	\$10,000
Percent Floor Space to Jail	X 10%
Utilities Charge to Jail	<u>\$ 1,000*</u>
Telephone Charges to Jail	200
TOTAL Utilities & Telephone Charge to Jail	<u>\$ 1,200**</u>

\*If courthouse has air conditioning and jail does not, reduce jail utilities by 40%.

\*\*Place this figure in Item 10 on page 334.



Vehicles 11

A portion of the annual depreciation and maintenance costs of department vehicles should be charged to the jail operation. This charge should be based on the percentage of vehicle use devoted to jail functions.

Formula: Annual Mileage of All Agency Vehicles X 15¢ per mile for Cost of Maintenance and Depreciation X Percent Employee Time Devoted to Jail Operations = Vehicle Cost Chargeable to Jail

Example:

<u>Item</u>	
Total Annual Mileage*	100,000
Maintenance & Depreciation Allowance**	X .15¢
Maintenance & Depreciation Cost	\$15,000
Percent Employee Time to Jail Operations***	X 45
Vehicle Cost Chargeable to Jail	<u>\$ 6,750****</u>

\*Total Annual Mileage for all department vehicles.

\*\*Per mile allowance to cover operation and depreciation cost of vehicles. Estimated at 10¢ for operation and 5¢ for depreciation.

\*\*\*This figure computed in Item 1.

\*\*\*\*Place this figure in Item 11 on page 334.

Maintenance 12

County maintenance costs resulting from jail upkeep should be allocated to jail operations. This cost can be estimated based on the percentage of courthouse floor space devoted to the jail. An additional cost factor may be included to cover the possibility of deliberate destruction of facilities.

Formula: Annual Maintenance Charge to Building Housing Jail X Percent Floor Space to Jail = Cost to County for Jail Maintenance

Example:

<u>Item</u>	
Annual Maintenance Charge to County for Jail Building	\$ 5,000
Percent Floor Space to Jail*	X 10%
Cost to County for Jail Maintenance	\$ 500
Add 10% for Additional Maintenance for Jail**	50
TOTAL Maintenance Charged to Jail Operations***	<u>\$ 550</u>

\*This figure computed in Item 10.

\*\*To cover deliberate destruction of facilities. This figure may be increased or decreased if more accurate estimates are available.

\*\*\*Place this figure in Item 12 on page 334.

Administrative Equipment Costs 13

A fair share of office equipment costs should be charged to the jail operation. If complete records are not available the figure may be arrived at by use of the formula outlined below. These figures are considered typical costs for the most common items of office equipment. A 10% depreciation rate and a 10-year life is considered reasonable for office equipment. If supportive records are available the exact cost of the various equipment items should be used.

Formula:  $\text{Equipment Allowance Per Office} \times \text{Depreciation Rate} \times \text{Percent Employee Time Devoted to Jail Operations} = \text{Administrative Cost to Jail}$

Example:

Equipment Allowance per Office*	\$ 700
Depreciation Rate	X 10%
Annual Administrative Cost per Office	70
Percent Employee Time to Jail Operations**	X 45%
TOTAL Costs to Jail per Office	31.50
TOTAL Offices Maintained***	X 2
TOTAL Annual Administrative Costs to Jail	<u>\$ 63.00****</u>

*Desk	\$180
Chair	50
Filing cabinet	70
Typewriter	200
Adding Machine	200
Administrative Allowance Per Office	\$700

\*\*This figure computed in Item 1.

\*\*\*Total number of offices maintained in jail of police or Sheriff's Department.

\*\*\*\*Place this figure in Item 13 on page 334.

Administrative Office Costs 14

The costs generated by administrative operations should be charged to the jail operation. This cost element should include such items as office supplies and postage. It is possible to base this figure on an estimated administrative cost per inmate. An alternate approach would be to allocate a portion of the total county administrative supply cost to the jail. Both methods are outlined below.

Method 1

Formula:  $\text{Total Annual Inmate Admissions} \times \text{Administrative Cost Per Inmate} = \text{Administrative Office Costs of Jail}$

Example: Total Annual Inmate Admissions	1,000
Administrative Cost per Inmate*	X \$1
TOTAL Administrative Office Costs to Jail***	<u>\$ 1,000</u>

Method 2

Formula:  $\text{Annual Administrative Supply Costs to Courthouse or Sheriff's Department} \times \text{Percent of Floor Space to Jail} = \text{Administrative Supply Costs to Jail}$

Example: Annual Administrative Supply Cost to Courthouse	\$10,000
Percent of Floor Space to Jail**	X 10%
TOTAL Administrative Supply Costs to Jail***	<u>\$ 1,000</u>

\*Estimated cost for processing one inmate.

\*\*This figure computed in Item 10.

\*\*\*Place either figure in Item 14 on page 334.

Depreciation Building and Equipment 15

The annual depreciation costs of buildings and fixed assets should be determined and charged to the jail in appropriate amounts. This cost area can include depreciation on items such as buildings, security equipment, kitchen equipment, and laundry equipment. An annual depreciation rate of 3% and asset life of 33 years is considered appropriate for permanent buildings. Other fixed assets should be depreciated at an annual rate of 10% with an asset life of 10 years. No depreciation charges should be made if the asset is in use beyond its depreciable life. No depreciation charges should be made to using agencies that reside within the county jurisdiction. In all probability these agencies have already paid a fair share of building costs through the payment of county taxes. Agencies outside the county jurisdiction, however, should probably be required to bear a fair share of building costs.

Formula:  $\text{Building or Equipment Cost} \times \text{Depreciation Rate} \times \text{Percent Chargeable to Jail} = \text{Depreciation Cost to Jail}$

Example:

<u>Item</u>	<u>Cost</u>	X	<u>Deprec. Rate*</u>	=	<u>Deprec. Charge</u>	X	<u>Percent Chargeable to Jail**</u>	=	<u>Annual Cost to Jail</u>
Building	\$200,000		3%		\$6,000		10%		\$600
Security TV	\$ 1,000		10%		100		100%		<u>\$100</u>
Annual Depreciation Cost to Jail									<u>\$700</u>

\*No depreciation charge beyond asset life.

\*\*Based on comparative floor space (buildings).

\*\*\*Place this figure in Item 15 on page 334.

Jail Revenue 16

Any revenue generated by jail programs should be deducted from the total cost of operation. This figure should include any income generated or any savings to the county resulting from inmate employment. If inmates in work release programs are charged for room and board, this amount should be deducted from total operations costs. Likewise any payments to the county for housing prisoners from other jurisdictions should be deducted from total operations costs.

Example: Revenue Item

Annual Inmate Salaries for County Work	\$ 2,500
Annual Room & Board Charged to Inmates on Work Release	<u>\$ 2,500</u>
TOTAL Annual Revenue from Jail Operations	<u>\$ 5,000*</u>

\*Place this figure in Item 16 on page 334. This amount should be deducted from the total cost of jail operations.

**COST OF OPERATIONS SUMMARY**

Example:

*Personal Services*

1 Salaries	\$25,500	
2 Fringe Benefits	3,315	
3 Training Costs	90	
4 Travel Costs	450	
5 Uniform Costs & Equipment Costs	<u>450</u>	
 TOTAL Personal Services		 \$29,805

*Operating Costs*

6 Food	\$ 4,000	
7 Inmate Personal Items	500	
8 Programs	600	
9 Medical and Dental	400	
10 Utilities	1,200	
11 Vehicles	6,750	
12 Maintenance	550	
13 Administrative Equipment Costs	63	
14 Administrative Office Costs	1,000	
15 Depreciation - Building and Fixed Assets	<u>700</u>	
 TOTAL Operation Costs		 \$15,763
16 Revenue (Deduct)		<u>(5,000)</u>

**TOTAL ANNUAL COST OF OPERATIONS** \$40,568

Total Annual Cost of Operations ÷ 365 = Average Daily Cost of Operation  
 (\$40,568 ÷ 365 = \$109.77)

Average Daily Cost of Operation ÷ Average Daily Inmate Population = Average Daily  
 Cost Per Inmate (\$109.77 ÷ 10 = \$10.98)

CONCLUSION

The procedures outlined in this Appendix are intended as a guide for local officials in the computation of operating costs. It is not intended that these procedures should be all-inclusive, nor will each cost category be applicable to every jurisdiction. It remains for each jail administrator to determine the cost elements which apply to his or her operation. Additions or deletions may be made to the cost analysis based on the situation in each local jurisdiction.

After a review of outlined procedures, the jail administrator may determine that a more accurate picture of operating costs that can be obtained through use of estimation formulas is needed. In this situation, it will be necessary to establish a record-keeping system devoted solely to jail-related costs. The lack of clerical personnel may prohibit the institution of any elaborate record-keeping system. It may be possible, even in small departments, for the county treasurer or jail secretary to maintain a continuous ledger for recording any jail-related expenditure. These expenditures could be recorded as the expense is incurred. The costs could then be entered under appropriate category headings and totaled on a monthly or annual basis. This type of ledger would provide the administrator a ready summary of all jail-related costs and expenditures.

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