



US Department  
of Transportation  
**National Highway  
Traffic Safety  
Administration**

# The Drunk Driver and Jail Options for Expanding Residential Facilities

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Volume 3

104873

# The Drunk Driver and Jail

## Options for Expanding Residential Facilities

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### Volume 3

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U.S. Department of Justice  
National Institute of Justice

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U.S. Department of Transportation  
**National Highway Traffic Safety  
Administration**

# Contents

	<i>Page</i>
ACKNOWLEDGMENTS .....	v
EXECUTIVE SUMMARY .....	vii
GLOSSARY OF TERMS .....	xi
SECTION 1—INTRODUCTION .....	1
Secure Facilities .....	2
Security Requirements .....	4
What This Volume Covers .....	5
SECTION 2—COST OF CONVENTIONAL CONSTRUCTION .....	7
“New Generation” Jails .....	7
Recent Designs for New Jails .....	12
Advantages and Disadvantages of Constructing New Jail Facilities .....	13
SECTION 3—MODULAR PREFABRICATED UNITS .....	15
Cost of Modular Construction .....	15
Advantages and Disadvantages of Modular Construction .....	15
SECTION 4—CONSTRUCTING NON-SECURE WORK RELEASE CENTERS .....	19
Community Work Release Facilities .....	19
Examples of Newly Constructed Work Release Centers .....	19
Options for Construction of Work Release Centers .....	21
Advantages and Disadvantages of Constructing New Work Release Facilities .....	22
SECTION 5—CONVERTING EXISTING FACILITIES .....	25
A Minimum-Cost Facility .....	25
A Moderate-Cost Facility .....	25
Survey of Converted Facilities .....	26
Advantages and Disadvantages of Converting Existing Facilities .....	29
SECTION 6—CONTRACTING FOR WORK RELEASE FACILITIES .....	31
Advantages and Disadvantages of Contract Facilities .....	32
SECTION 7—COMPARISON OF CONSTRUCTION COSTS .....	37
REFERENCES .....	41

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# Executive Summary

Despite growing public and legislative support for jailing drunk drivers, not all agree that this sanction is appropriate for the drunk driving offense (DWI). Some people see other solutions to the traffic safety problem—better educated drivers, better roads, better cars; some believe drunk driving is primarily a health problem and should be the province of health, not correctional, agencies; and some believe that our most restrictive correctional facilities—prisons and jails—are a scarce and expensive commodity that should be used only for offenders who cannot be safely confined or safely supervised in less restrictive (and less costly) programs.

Nevertheless, in July 1984 the U.S. Congress passed a law—Public Law 98-363—that encourages the States to pass their own laws mandating specific sentences for drunk driving: 48 hours in jail or 100 hours of community service for first offenders, and 10 days in jail for the second drunk driving offense. The 1983 Presidential Commission on Drunk Driving and the Department of Transportation also recommend mandatory sentences of 48 hours in jail or 100 hours of community service for the drunk driving offense. (The Presidential Commission recommends this sentence for the *first* DWI offense; Section 408 of the Highway Traffic Safety Act recommends it for the *second* DWI offense.) Sixteen States now have legislation requiring jail or alternative sanctions for the first-offense drunk driver, and 41 States have laws requiring jail sentences (from two days to six months) or other sanctions for those found guilty of DWI a second time.

This series of publications was developed by the American Correctional Association under contract with the National Highway Traffic Safety Administration in an attempt to help commu-

nities manage the influx of drunk drivers into the correctional system in a safe, equitable, and cost-effective manner. The subject of these manuals is two-fold: (1) the specialized needs of DWI offenders, and (2) the special opportunities for maximizing the effectiveness and minimizing the costs of their correctional programs.

## THE JAIL PROBLEM

Putting criminals in jail is only one of many correctional options. Moreover, increasing the size of local jails or building new ones is likely to be one of the most expensive and difficult of the options available for managing drunk drivers. The Department of Justice estimates that it costs \$43,000 per bed to build a new jail. But building costs are only the tip of the iceberg. Operating expenses and salaries account for 90% of the total cost of a typical jail. In 1983 it cost an average of \$9,500 a year to maintain an inmate in jail (although regional costs ran as high as \$17,000 per year). Add to these costs the problems already faced by many jails—overcrowding, lack of personnel, lack of needed programs and services such as suicide screening—and it is easy to understand why jailing the 1.9 million DWIs arrested each year will impose enormous new demands on correctional programs and services and the limited funds available to them.

In addition, most professionals in the criminal justice field, including the American Correctional Association, advocate for *all* offenders “the development and use of the least restrictive sanctions, punishments, programs, and facilities consistent with public safety and social order” (ACA National Correctional Policy on Use of Appropriate Sanctions and Controls, January 1984).

The spectrum of correctional options ranges from fines and unsupervised probation, on the one end, to incarceration in secure facilities (jails and prisons) on the other. In comparison with other criminals, most drunk drivers are classified as low-risk, non-violent offenders who have no prior criminal history. For these types of offenders, correctional options other than secure incarceration can often be used to restrict their freedom of movement and monitor their activities. As these manuals point out, however, the public at large is often unaware of these options.

## CHOICE OF SANCTIONS

Ideally, the choice of sanctions for drunk drivers should take into account the sanction's effectiveness for reducing alcohol-related traffic accidents and preventing repetition of the offense (recidivism) by those who have already been punished. Based on evidence to date, it would seem that a combination of sanctions is usually more effective for combatting the drunk driving problem in a way that has positive long-term effects. The following overview highlights some of the sanctions discussed in these manuals.

Little is known about the effectiveness of jail sentences as a deterrent to drunk driving. For one thing, the jail sanction rarely has been applied swiftly or consistently to drunk drivers. As a result, researchers have not been able to carry out comprehensive or long-term studies of this sanction's effectiveness for controlling the DWI offense. The most positive study available was conducted in Hennepin County, Minnesota, and released in 1984 (Falkowski). The study showed a 20% decline in the number of nighttime crashes after imposition of a mandatory two-day sen-

tence for first-offense DWIs. The extent to which this decline was due to changed behavior on the part of the drunk drivers or to more careful driving by the public in general is not known.

We do know that from one-third to one-half of first-offense drunk drivers and almost all of those arrested two or more times for drunk driving have a health problem—problem drinking. Short-term alcohol education programs for social drinkers and long-term (one year) treatment programs for problem drinkers have proved effective in reducing recidivism. National standards for good correctional practice recognize that offenders with drug and alcohol abuse problems require specialized treatment. In addition, experience shows that, along with driver's license actions, the treatment sanction is the one most feared and disliked by drunk drivers.

There is general agreement that drunk driving offenders should pay fines and fees to cover as much of the costs of their correctional and alcohol treatment programs as possible. Many feel that DWIs should also make restitution to the community, either directly to victims or through payments to general victim compensation funds. (Interestingly, most drunk drivers are not arrested as a result of a traffic accident and therefore have no victim.)

Interest in community service, both as an adjunct and as an alternative to incarcerating certain offenders, is rapidly increasing. Use of this non-residential sanctioning option is supported by Federal recommendations on drunk driving, and more than 20 States have established unpaid work on behalf of the community as an alternative to short-term jail sentences for drunk drivers. Properly administered, community service programs offer the benefits of reducing correctional costs and

jail overcrowding while providing useful services to communities and a more constructive penalty for non-violent offenders.

Unlike many other criminals, most convicted drunk drivers are employed. Many corrections professionals believe that the most appropriate correctional placement for low-risk, non-violent drunk drivers is in work release centers or non-residential correctional programs (for example, intensive probation supervision) because these programs provide supervision but also allow offenders to continue earning incomes and therefore help reduce the tax burden of their correctional programs.

One sanction that has proved highly effective in reducing alcohol-related traffic accidents is license suspension or revocation. Studies show that even though some drivers continue to drive after their license has been suspended or revoked, they drive fewer miles and more carefully than they did before. While license actions are and should remain the responsibility of the State's motor vehicle department, it is important that communities include this sanction in their programs to combat drunk driving and that they allocate sufficient resources to law enforcement to raise the likelihood that the driver who drives with a suspended or revoked license is detected.

#### **ACTION STEPS FOR COMMUNITIES**

The variety of correctional options available—and their theoretical and tested effectiveness—point to the need for communities to take a comprehensive approach to controlling drunk driving. The correctional system cannot do it alone. Dealing successfully with the drunk driver problem requires a com-

munity-wide commitment of concern and resources before, during, and after the imposition of correctional sanctions:

Adequate law enforcement measures to improve the likelihood of apprehending drunk drivers and those driving with suspended or revoked driver's licenses. (Without special law enforcement efforts, arrests are made for only 1 out of every 1,000 to 2,000 drunk drivers on the highways.)

Adequate procedures and resources for the courts *and* corrections to ensure that all sanctions are imposed swiftly and consistently.

More precise traffic safety data collection to accurately determine increases and declines in alcohol-related traffic accidents.

Adequate monies and talent to monitor and evaluate the effectiveness of any measures imposed to control drunk driving, including their effect on recidivism.

Finally, experience has shown that sustained public information campaigns to keep public consciousness about safe driving practices at a high level and to publicize new sanctioning policies is crucial to the success of any program to combat drunk driving.

#### **SERIES OVERVIEW**

Volume I of this series (*The Drunk Driver and the Jail Problem*) focuses on developing a coherent policy for drunk drivers. It reviews the drunk driving problem and the problems faced by many of the Nation's 3,000 jails and local lockups in dealing with the influx of DWI offenders. After describing various approaches to controlling drunk driving and reviewing the evidence for the effectiveness of jail sentences, the volume concludes with a list of specific considerations that should guide the

development and operation of all correctional programs for DW'Is.

Volume II (*Alternatives to Jail*) discusses the use of objective classification systems to identify a drunk driver's drinking status, risk to the community, and correctional program needs. It then examines what is known about five non-residential sanctions that can be used as alternatives or adjuncts to a jail sentence: community service; intensive probation supervision; alcohol education and treatment; restitution; and driver's license actions.

Volume III (*Options for Expanding Residential Facilities*) examines four ways to increase available bed space (number of beds)—conventional construction, modular construction, renovation, and contracting out correctional programs—and compares the advantages and disadvantages of each approach.

Volume IV (*Step by Step to a Comprehensive DWI Program*) describes how to go about determining a community's correctional needs (who should be involved, what information must be gathered) and discusses how to put the findings into effect (building community support, how to obtain funding).

Volume V (*Resource Materials*) contains copies of documents and forms in use in correctional programs around the country. They are not official models but, rather, examples of "working documents" that might prove useful to communities as they develop their own procedures and forms. Included are examples of forms for classification and suicide risk screening; work release agreements and contracts; community service forms and waivers of liability; and overviews of alcohol education and treatment programs. Also included are examples of State laws on offender fees and information on jail accreditation. The volume also contains a list of the State Offices of Highway Safety and the current criteria for receiving funding under Section 402 of the Highway Safety Act.

It is important for readers to keep in mind that, while the focus of these manuals is the drunk driver, it is not intended that DWIs be placed in facilities or programs separate from other groups of offenders with similar needs and characteristics. Judges and correctional administrators need flexibility in making appropriate assignments. Many existing facilities and programs are

appropriate for drunk drivers. Similarly, facilities and programs developed principally in response to the increased arrest rates and tougher sanctions for drunk drivers can and should be used for other types of low-risk, non-violent offenders, especially those with alcohol problems.

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# Glossary of Terms

**ACA** The American Correctional Association. A national organization of corrections professionals.

**ACCIDENT** Any event involving a moving vehicle on a public highway that causes injury or property damage. Some experts prefer the word "crash" because it does not imply that the event was accidental or "uncaused"—"A crash is no accident."

**BAC** Blood alcohol concentration. Driving with 0.10% BAC is an offense in all States. Actual driving impairment occurs at lower (0.05%) BAC levels.

## **COMMUNITY-BASED FACILITIES**

Correctional facilities operated publicly or privately (under contract) to hold persons to permit the offender limited opportunities for work, schooling, or other community contacts. Such facilities are used for a variety of purposes, including specialized intervention or assistance (for example, drug or alcohol treatment), graduated release from prison—usually prior to parole—or as a sanction in lieu of prison or jail confinement.

**CRIME** The commission of an act that is forbidden by public law and that makes the offender punishable by that law. Crimes are classified into two categories: misdemeanors and felonies. A misdemeanor is commonly defined as an offense that is punishable by less than one year in confinement. A felony is a "major offense" that is punishable by one or more years in confinement. Although there is general agreement on the severity of offenses (murder, for example, is always considered a "major offense" and thus a felony), each State retains the authority to decide which crimes it considers misdemeanors and which it considers felonies.

**DRUNK DRIVER** Any driver operating a vehicle at an illegal blood alcohol concentration. The term does not imply that the driver obviously appears to be "intoxicated." Drivers who appear quite sober can still be over the legal BAC limit.

**DWI** As used in this manual, DWI is a generic term for all alcohol driving offenses. The terms "driving while intoxicated," "driving while under the influence," and "operating a motor vehicle under the influence" are among those used by the States to describe the major alcohol-related driving offense—usually defined as operating a vehicle with a blood alcohol concentration of 0.10%. Some States have lesser offenses, usually described as "driving while impaired," which defined blood alcohol concentration levels as low as 0.05%.

**INCARCERATION** The confinement of a convicted criminal in a Federal or State prison or a local jail to serve a court-imposed sentence. In many States, offenders sentenced to less than one year are held in a jail; those sentenced to longer terms are committed to the State prison.

**JAIL** A secure local detention facility for holding individuals awaiting trial or sentencing. Increasingly, jails are also used as places of confinement for offenders sentenced to short terms (generally less than one year).

**LOCKUP** A holding facility for individuals who have been arrested and who are awaiting arraignment or transfer. Generally limited by law to holding an individual for only a few hours.

**NHTSA** National Highway Traffic Safety Administration. An agency of the U.S. Department of Transportation.

**NIC** National Institute of Corrections. An agency of the U.S. Department of Justice that provides assistance primarily to the States and local communities.

**NON-VIOLENT OFFENDER** An individual who has no record of violent behavior or aggression toward others; a person whose criminal record and conduct is such that he or she is not considered to be prone to violent acts. "Violent crime" refers to crime such as homicide, rape, assault, and robbery.

**PONI** "Planning of New Institutions." A program sponsored by the National Institute of Corrections to assist local jurisdictions planning new detention facilities.

**PRISON** A State or Federally operated detention facility, generally for offenders sentenced to one or more years of confinement.

*Maximum security prisons* are typically surrounded by a double fence or wall (usually 18-25 feet high) with corrections officers in observation towers. Such facilities usually have large interior cell blocks for inmate housing areas. About 41% of the maximum security prisons were built before 1925.

*Medium security prisons* typically have double fences topped with barbed wire surrounding the facility. Housing architecture is quite varied, consisting of outside cell blocks in units of 150 cells or less, dormitories, and cubicles. More than 87% of the medium security prisons were built after 1925.

*Minimum security prisons* typically do not have armed posts and may or may not have fences to enclose the institution. To a large degree, housing consists of open dormitories. More than 60% of the minimum security prisons were built after 1950.

# Section 1

## Introduction

How do you rank the severity of drunk driving compared to other crimes? How bad does your community feel this offense is compared to other offenses? Recently, researchers at the University of Pennsylvania conducted a national survey of the opinions of Americans about the relative seriousness of crimes. Figure 1-1 presents a sample of some of the results based on a scale of 1 to 100. In this survey, killing a person through reckless driving (including drunk driving) was rated 19.5—between smuggling heroin and robbing a bank. But what of most DWIs? Those who are arrested when not involved in accidents—when no one was injured and no property damage occurred—where would you place them on this scale?

That question is important when we consider jailing DWIs. If a jail is overcrowded and its population is limited by court orders, as in many big cities (Cook County, Illinois, for example), then some of the offenders listed in Figure 1-1 will have to be released early (or not sentenced to jail in the first place) to make room for DWIs. Which ones would you and your community prefer to see on the street? Muggers? Pickpockets? Procurers?

The mix of offenders in most local jails also raises subtler but equally difficult questions: Should drunk drivers be incarcerated with rapists, armed robbers, drug dealers? If not, how can they be separated in overcrowded jails where recreation areas and even halls must sometimes be converted into dormitories to hold the overflow?

The basic alternative to overcrowded jails and premature release of dangerous criminals is to increase available jail space. Unfortunately, jails are expensive. A Department of Justice survey (1983a) indicates new jails cost \$43,000 per bed. Moreover, few citizens want a

Figure 1-1— Citizens' Rankings of Crime Severity

SEVERITY SCALE (1-100)	CRIME
72.1	Planting a bomb in a public building. The bomb explodes and 20 people are killed.
52.8	A man forcibly rapes a woman. As a result of physical injuries, she dies.
43.2	Robbing a victim at gunpoint. The victim struggles and is shot to death.
33.8	Running a narcotics ring.
26.3	An armed person skyjacks an airplane and demands to be flown to another country.
19.5	Smuggling heroin into the country.
<b>19.5</b>	<b>Killing a victim by recklessly driving an automobile.</b>
15.5	Breaking into a bank at night and stealing \$100,000.
14.1	A doctor cheats on claims he made to a Federal health insurance plan for patient services.
10.3	Operating a store that knowingly sells stolen property.
10.0	A government official intentionally hinders the investigation of a criminal offense.
7.3	Threatening a victim with a weapon unless the victim gives money. The victim gives \$10 and is not harmed.
7.2	Signing someone else's name to a check and cashing it.
6.4	Getting customers for a prostitute.
4.5	Cheating on Federal income tax returns.
4.4	Picking a victim's pocket of \$100.
2.1	A woman engages in prostitution.
1.9	Making an obscene phone call.
0.8	Being drunk in public.

Source: U.S. Department of Justice, 1983a.

jail in their neighborhood. Obtaining voter approval for bond issues to build new jails is difficult—fully one-third of bond referendums fail (Kerle and Ford, 1982).

Building jails also takes time. Aside from the time required to pass a bond referendum or obtain funding in some way, plus the time required to obtain neighborhood approval for a new jail site, planning and building a new jail in itself requires considerable time. A recent study (Carter-Goble Associates, 1984) found that the planning time for the conventionally built jails they studied ran from 18 months to 5 years. Added to this was the construction time, which ran from 2 to 4½ years. If your community needs jail space for 100 DWIs, can it afford to wait up to a decade and to pay \$4.3 million to handle its drunk driving problem?

Luckily, there are alternatives to constructing new secure correctional facilities for DWIs and other non-violent offenders. Most drunk drivers need not be kept under lock and key. Buildings that do not require highly secure doors, walls, sally ports, and detection systems are considerably less expensive to build than the typical jail. In some cases, it is possible to renovate existing buildings or to contract for service without large upfront building costs. This volume describes the alternatives available to communities that find that they must increase their facilities for handling DWIs.

Thus, while the most immediate and obvious option for correcting overcrowded conditions in a jail is to increase its size or to build a new secure facility, this is likely to be the most expensive, most complicated, and most difficult of the options available for handling overcrowding produced by DWI offenders. It should be the last,

not first, choice because drunk drivers can often be housed in less expensive facilities.

### SECURE FACILITIES

Prisons and jails are expensive to build. Some "maximum security" prisons require elaborate equipment and staffing provi-

sions to ensure that offenders will not escape. At the end of the spectrum, some "community" facilities have no walls or bars and depend on supervision to ensure that the offender does not "escape." A description of the security designations commonly used in correctional systems is shown in Figure 1-2.

Figure 1-2— Security Designations in State Prison Systems

CONTROL SYSTEM	COMMUNITY	MINIMUM	MEDIUM	MAXIMUM
SECURE PERIMETER	No	No	Yes	Yes
TOWERS	None	None	None	Optional
EXTERNAL PATROL	None	Intermittent	Yes	Yes
DETECTION DEVICES	None	None	Yes	Yes
HOUSING UNITS	Single rms and/or multiple rooms	Single rms and/or multiple rooms	Single cells or rms and/or dormitories	Single inside cells, corridor cells

### DEFINITIONS:

**SECURE PERIMETER:** Walled or double-fenced perimeter or secure exterior facade. All entry and exit into and out of the facility is via sally ports.

**INSIDE ROOM:** A room or cell located in the interior of a facility and not adjacent to an outside wall; i.e., an inmate escaping from the room or cell is still confined within the building.

**OUTSIDE ROOM:** A room with a wall or window immediately adjacent to the outside of the building; i.e., an inmate escaping via the outside wall of the room has escaped from the building.

Source: U.S. Department of Justice, n.d. (Original table has been updated and edited.)

Because the vast majority of DWIs do not present an escape threat or a threat of violence to the community, the expense involved in providing secure jail facilities for these offenders is generally unwarranted. Of course, the small proportion of DWI offenders who have a history of violence and represent a threat to the public need to be placed under the appropriate level of security. Aside from these few, it should be possible to handle most drinking drivers in non-secure facilities.

### STAFFING IS 90% OF THE COST

Many communities fail to undertake new construction because of the high initial cost. As a result, many prisons and jails in the United States are old, outmoded, inefficient, and expensive to operate (see Volume I of this series). Yet construction costs represent only a small part of the facility's total expense considered over the probable lifetime of the building. Nederhoff (1984) has estimated, as shown in Figure 1-3, that when amortized over a 30-year period, the construction cost represents only 10 percent of the total annual cost of operating a jail.

The 1983 jail census conducted by the U.S. Department of Justice (1984) indicated that capital expenditures account for about 21% of total annual expenditures for jails nationwide. This high capital expenditure figure may result from the recent increase in jail construction. In some States (Kentucky, Massachusetts, South Carolina, and South Dakota), capital expenditures accounted for only 1% to 2% of total jail expenditures, while two States (Nevada and Wyoming) devoted 76% of their total jail dollars to capital expenditures. Annual expenditures from the 1983 survey for the United States as a

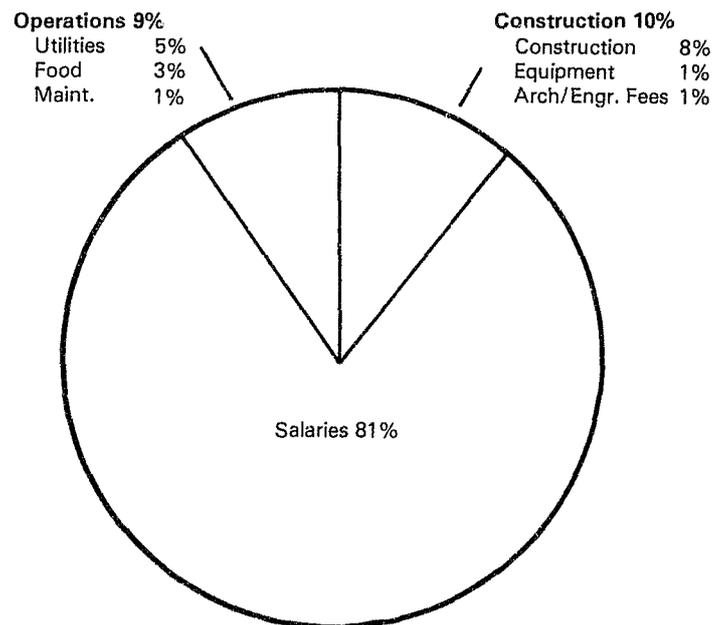
whole and four regional groupings of States are shown in Figure 1-4. Note that there are relatively large differences in the annual costs per inmate from region to region.

Personnel costs are the major expense of operating a jail. Security staff must be on duty 24 hours a day, 7 days a week. While the standard work week is five 8-hour shifts, the correctional work week involves seven 3-shift days, or a total of twenty-one 8-hour periods. This requires 4.5 persons for each position. When training, annual leave, sick leave, and other administrative time are considered,

filling one position 24 hours a day, 7 days a week, actually requires from 5.2 to 5.8 employees! This obviously places a major emphasis on the efficiency of the detention center design, as every extra 24-hour position will add five to six employees to the staff.

Because of this premium on efficiency, the building of new facilities may well be good economy for a community. If the current jail is outmoded and requires a significantly larger staff than would be needed for handling the same number of offenders in a more modern building, new construction may be warranted.

**Figure 1-3 30-Year Life Cycle Cost Analysis of typical Jail or Prison**



Annual operating costs 90%  
Construction costs 10%

Source: Nederhoff, 1984

Figure 1-4— Jail Expenditures by Region (1983 Jail Census)

	ANNUAL EXPENDITURES			OPERATING EXPENDITURES PER INMATE	
	TOTAL	OPERATING	CAPITAL	PER YEAR	PER DAY
United States *	\$2,711,357	\$2,129,749	\$581,609	\$ 9,360	\$ 25.64
6 Northeast States	715,130	624,601	90,529	16,657	45.64
12 North Central States	471,186	372,760	98,426	9,020	24.71
15 Southern States	903,190	660,616	242,574	7,185	19.68
12 Western States	621,850	471,771	150,079	8,310	22.77

\* Figures for Southern States include District of Columbia. Five States (Connecticut, Delaware, Hawaii, Rhode Island and Vermont) are not included because they have combined prison-jail systems.

Source: U.S. Department of Justice, 1984

### SECURITY REQUIREMENTS

Construction costs obviously vary with the level of security. Maximum security facilities require the largest investment. The 1982 survey of State prison costs by level of security shown in Figure 1-5 indicates that, on an average, maximum security facilities cost about twice as much as minimum security facilities.

The costs reported in this survey (as in most prison cost surveys) varied over a wide range. This is because the cost figures supplied by various jurisdictions do not always contain the same items. Some cost figures, for example, do not include the purchase of land if the site is already owned by the State. Others do not include the costs for preparing the site for long-term financing. Another source of variability is the variation in construction costs from region to region in the nation. Finally, the reported costs vary with the year of construction because construction

costs have been inflating. Also, some figures include the estimated costs of buildings not yet completed, while others include buildings constructed and completed a year or two earlier (DOJ, 1983a).

A separate survey of 34 newly constructed county jails that were designed to meet the constitutional requirements specified in court decisions yielded an average cost of \$43,000 per bed. In general, jails are less expensive to build than prisons because the offenders are incarcerated for shorter periods of time. Therefore, local

jails normally are not required by the courts to have as extensive recreational facilities or rehabilitation services as prisons (NIC, 1982).

In brief, the more secure the facility, the greater the cost. It is therefore essential that communities conduct a detailed study of supervision and custody needs of offenders being held in the local jail before initiating the construction of a new facility. In this way, the number of inmates requiring medium and maximum confinement can be estimated and over-

Figure 1-5— 1982 Survey of State Prison Costs

	SECURITY LEVEL		
	Minimum	Medium	Maximum
Range	\$ 5,000 – 57,000	\$ 12,000 – 80,000	\$ 19,000 – 100,000
Average	\$ 26,000	\$ 46,000	\$ 58,000

Source: Camp and Camp, 1982

building of secure facilities can be avoided. If a jurisdiction builds a single facility for its jailing needs, the facility must have a secure perimeter, although the interior will be designed for inmates requiring maximum, medium, and minimum levels of custody and supervision. Some larger jurisdictions considering new construction may find it more advantageous to build more than one facility to cover their jailing needs.

#### **WHAT THIS VOLUME COVERS**

This volume describes five alternatives for increasing a community's correctional facilities for confining DWIs:

1. Conventional construction of secure jail facilities
2. Modular construction of secure jail facilities
3. Construction of non-secure facilities
4. Conversion of existing facilities
5. Contracting for facilities

The advantages and disadvantages of each method of providing bed space are described and their construction costs are compared. However, because of the wide range in costs demonstrated in construction surveys, these figures are only a rough indication of the relative expenses involved in the construction alternatives described.

# Ventura County Criminal Justice Complex Ventura, California

**OWNER**  
COUNTY OF VENTURA

**ARCHITECT'S  
STATEMENT**

Planned as the final stage in the newly completed Ventura County Government Center, the facility was designed to blend with the adjacent halls of justice and administration.

The housing areas are organized into 48-person units, affording the ability to segregate the inmate population by classification. Operational efficiency and security are enhanced by decentralized services, so that each unit has its own medical, counseling, visiting, training, exercise, commissary and dining facilities.



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Los Angeles, Calif.

**DATA**

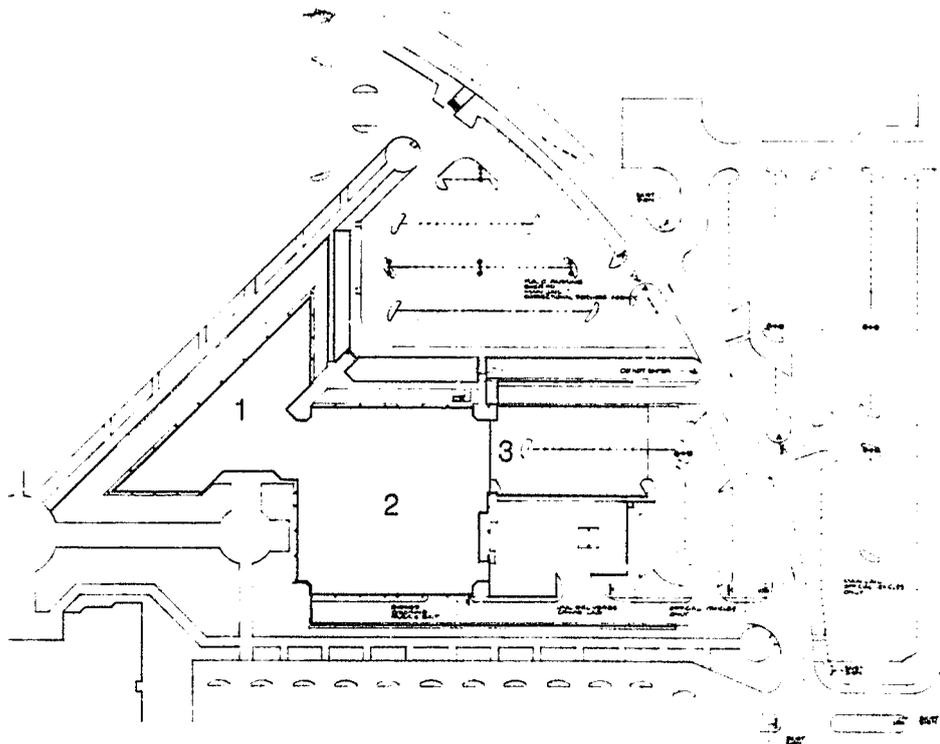
**Site Area**  
10 acres

**Area of Building**  
330,000 square feet

**Capacity**  
400 beds

**Cost of Construction**  
\$29,000,000

**Year Completed**  
1981



**SITE PLAN**  
PRETRIAL DETENTION FACILITY

1 SHERIFF'S ADMINISTRATION &  
CORRECTIONS SERVICES AGENCY  
2 DETENTION WING  
3 CRIME LAB

## Section 2

# Conventional Construction

A survey of the construction costs of 15 county jail facilities was recently completed for the Department of Justice by Carter-Goble Associates (1984). The results, shown in Figure 2-1, indicate considerable variability in the cost per square foot of the buildings studied. The costs varied from \$72 to nearly \$250 per square foot. The cost per inmate showed similar variability—from just over \$10,000 to just over \$70,000 per bed.

A number of factors influence jail construction costs. A 1982 survey of county law enforcement departments (National Sheriff's Association, n.d.) found large differences in the per-bed costs of building jails in different regions of the country (Figure 2-2). Whether the locality was built in a rural or suburban area was also a factor in the final construction costs.

It is therefore difficult to establish a reasonable or average cost for a new jail facility. While some variation is due to differences in regional building and land costs, a great deal is related to the construction concepts and the provisions for inmate recreation and services. As would be expected, buildings accommodating fewer inmates cost more per square foot than larger buildings. For the facilities listed in Figure 2-1, the average cost per square foot for buildings with less than 100 beds was \$137, as compared to \$105 for buildings housing more than 200 prisoners.

A notable feature of Figure 2-1 is the information on the time required to plan and build a new jail facility. This time has been divided into two units, the period for planning and design and the period from bids on the RFP (request for proposals) to occupancy. The shortest period from initial planning to occupancy of the facility was 18 months, while the longest period was just over 5 years. In general, smaller

facilities were planned and built in shorter periods of time: Buildings housing less than 100 were constructed in just over 2 years, on an average, while larger buildings (those with more than 200 beds) averaged 4½ years from planning through construction.

### “NEW GENERATION” JAILS

In addition to the level of security required in new jail construction another important cost consideration is the method of supervision to be used within the jail. In the past, correctional officers have been physically separated from inmates by barred or glassed-in enclosures so that even when inmates left their cells, they were still confined within an area separate from the officers' station. In addition, most jails were constructed so that the cells or rooms could not be monitored directly by staff. A typical design—linear wings radiating from a central officer's station—is shown at the top of Figure 2-3. This type of design has two disadvantages. First, it separates the units into an inmates' area, or “turf,” and an area for staff. Second, it does not permit constant monitoring of the cell areas, thereby increasing the risk of violence, suicide, and vandalism.

An improved design used in many prisons and jails constructed more recently is the “podular/remote surveillance” design shown in the second portion of Figure 2-3. In this design the prisoners can be monitored visually by security personnel who are stationed behind glass and barred enclosures.

A still more recent design solution is the podular/direct supervision approach shown in the lower portion of Figure 2-3. This approach, also known as the “New Generation” jail concept, has been adopted by the Federal Bureau of

Prisons and many local jurisdictions. It is described in detail in the *Design Guide for Secure Adult Facilities* published by the American Correctional Association (1983a).

Direct supervision is based on the belief that correctional management is improved when staff can interact directly with the inmates under their supervision. The podular design of the housing unit allows the staff assigned to the unit to visually monitor all inmate rooms and living spaces as they move around the unit. Rather than being separated from inmates (whether by bars or security glass), staff operate in an open, office-type atmosphere, sharing the same multi-purpose space as the inmates and accessible to them at any time.

The “New Generation” jail approach carefully classifies offenders into groups of no more than 40 to 50. Each group is supervised by one correctional officer. Inmates are housed individually in rooms rather than cells. Frequently, the pod contains office space for other staff who work with the inmates—case workers, counselors, and education and mental health specialists. Security is provided by controlling access to and from each pod.

Discipline is maintained by close contact between staff and inmates. The officers enforce a strict set of rules that, if broken, result in the inmate's removal from the housing unit and placement in a secure cell with loss of privileges. The system has been shown to reduce violence because staff can detect and defuse potential conflicts among inmates or groups of inmates before they escalate. This close supervision also results in less vandalism to prison property. As a result, it is possible to use commercial building materials and fixtures rather than the more expensive, secure fixtures

Figure 2-1

## Analysis of Recently Constructed or Bid Facilities—Conventional Construction

Facility/Location	Addition/New Construction	Year Occupied	Type Of Construction	Security Level	No. Of Beds	Total Sq. Ft.	Sq. Ft./Bed	Types Of Spaces	Total Cost	Cost/ Sq. Ft.	Cost/Bed	Months		No. Correctional Officers	Contact Person	Architect
												Bids To Occupancy	Planning Design			
Wyoming Co. Jail Tunkhannock, PA	New	1984 (est.)	Conc.	Max	50	14,850	297	A, S, P	\$ 1,700,000 (est.)	\$114.48	\$34,000	16	6	Unknown	S. Brewer 717/836-2820	Kimball & Assoc.
Morris Co. Det. Ctr. — Morristown, NJ	Add	1984 (est.)	Conc.	Max	40	7,100	178	S	\$ 1,770,000	\$249.30	\$44,250	20	12	6- 6- 2 14	Col. Witt 201/285-6201	RBA Group
Boulder Co. Just. Ctr. Boulder, CO	Add	1984 (est.)	Conc.	Med	60	27,600	460	A, S, P	\$ 3,387,600 (est.)	\$122.74	\$56,460	24	10	3- 3- 2 8	S. Leach 303/441-3670	HDR
Pitkin Co. Det. Ctr. Aspen, CO	New	1984	Conc.	Med	25	17,600	704	A, S, P	\$ 1,650,000	\$ 93.75	\$66,000	15	11	1- 1- 1 3	P. Katsamples 303/441-3670	Caudill- Gustafson
Santa Cruz Det. Fac. Santa Cruz, CA	New	1981	Conc.	Max	92	35,000	380	A, S, P	\$ 5,500,000	\$157.14	\$59,783	24	24	5- 4 9	A. Stevens 408/425-2101	Kaplin/ McLaughlin
Madera Co. Cor. Ctr. Madera, CA	Add	1984 (est.)	Conc.	Max	112	11,620	104	P	\$ 1,249,000	\$107.48	\$11,152	10	8	8- 8- 7 23	Lt. Hansel 209/675-7802	Fred Devine & Assoc.
Blair Co. Jail Altoona, PA	Add	1983 1984	Conc.	Med	141	29,400	209	P	\$ 3,000,000	\$102.04	\$21,277	24	12	4- 4- 2 10	R. Cunningham 814/695-9731	Kimball & Assoc.
Pinellas Co. Jail Clearwater, FL	Add	1983	Conc.	Max	196	47,000	240	P	\$ 4,000,000	\$ 85.00	\$20,408	16	8	6- 6- 2 14	Lt. Fitzgibbons 813/535-6415	Watson & Co.
Gloucester Co. Jail Woodbury, NJ	New	1984	Conc.	Max	105	57,000	543	A, S, P	\$ 7,435,000	\$130.44	\$70,810	27	20	20-14-14 48	Lt. Firman 609/845-1600	Gruzen & Partners
Yolo Co. Det. Ctr. Woodland, Calif	New	1985 (est.)	Conc.	Med	144	78,062	542	A, S, P	\$ 9,993,840 (est.)	\$128.02	\$69,402	14	12	5- 5- 3 13	Cmdr. Ramel 916/666-8249	HDR
Larimer Co. Det. Ctr. Ft. Collins, CO	New	1983	Conc.	Med	152	64,000	421	A, S, P	\$ 7,000,000	\$109.38	\$46,053	18	30	8- 8- 6 22	Cpt. Minish 303/221-7000	Edwards & Daniels
Shasta Co. Det. Ctr. Shasta, CA	New	1984	Conc.	Max	245	101,000	412	A, S, P	\$17,500,000	\$173.27	\$71,429	36	24	10- 8- 8 26	Cpt. Olsom 916/246-5535	HDR
Middlesex Co. Cor. Ctr. New Brunswick, NJ	New	1984	Conc.	Med	380	143,531	378	A, S, P	\$20,000,000	\$139.34	\$52,632	24	36	30-30- 8 68	Dep. Pellkane 201/745-3400	Grad Partnership
Adams Co. Det. Ctr. Brighton, CO	New	1985 (est.)	Conc.	Med	480	158,000	415	A, S, P	\$13,204,313	\$ 83.80	\$27,584	20	7	18-18-10 46	Sher. Johnson 303/659-6400	Justice Systems, Inc.
Volusia Co. Cor. Ctr. Daytona Beach, FL	New	1986 (est.)	Conc.	Max	601	243,297	405	A, S, P	\$17,599,000	\$ 72.34	\$29,283	27	37	18-15-11 44	904/736-2700	Prindle Assoc.

Source: Compiled by Carter-Goble Associates, Inc., December 1983

- <sup>1</sup>The Pitkin County facility included a 2,500 square foot storage room and seven-bay vehicle parking area that are not detention related.  
<sup>2</sup>The Yolo County facility is designed to provide an additional 136 beds without expanding the support and program services area.  
<sup>3</sup>The Adams County facility required extensive foundation and site work which is not included in the reported cost.

typically used in jail construction to minimize vandalism (Horn, 1984). Figure 2-4 contrasts the cost of secure furnishings with normal commercial fixtures and indicates the significant savings that can result.

In addition to reducing construction costs and violence, the "New Generation" jail concept is intended to provide a more stimulating and challenging work environment for correctional staff. It requires active supervision and management of inmates rather than simply a passive, watching role. Naturally, a major initial concern with this approach is that it will increase attacks by violent prisoners on both staff and other inmates. For this reason, local jails have been slow to adopt the direct supervision concept. However, this supervision

approach has been applied in Federal Prison System metropolitan correctional centers since 1974. Experience in these centers in Chicago, San Diego, New York, and Tucson, along with the experience of such local jurisdictions as the Contra Costa County Detention Facility in Martinez, California, has indicated that direct supervision is successful in minimizing violence, escapes, and vandalism. According to the National Institute of Corrections (1983b), correctional administrators have been pleased with the manageability of the facilities, and staff have felt secure.

Increasingly, localities are considering the potential advantages of using the New Generation concept in the design of their jails. Figure 2-5 summarizes a comparison made by Harper and

Buzinec Architects (1983) in a study for the Dade County Stockade, Florida. The architects compared the estimated construction costs for a 1,000-bed jail built according to a traditional jail design with the costs of a similar jail built according to the New Generation concept. Although the initial construction costs for the New Generation facility were greater, the annual operating expenses were only two-thirds those of the traditionally constructed jail. The 20-year combined construction and operating expenses produced a savings of more than 20 percent in the total estimated cost of operating the facility. As indicated in Figure 2-5, the \$12 million additional construction cost of the New Generation facility would be recouped in six years.

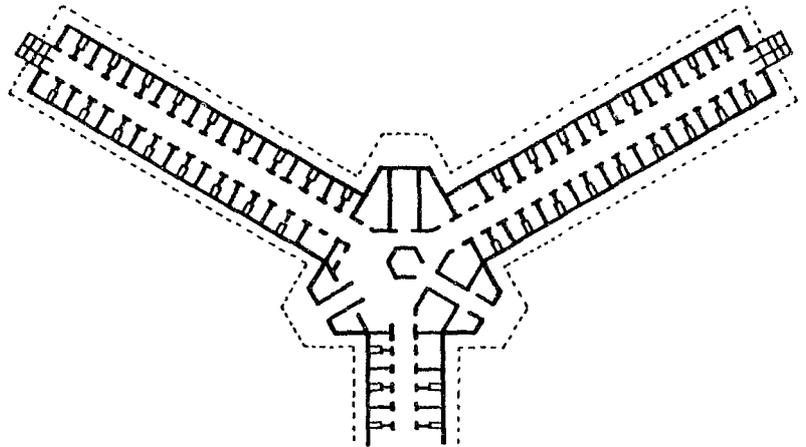
Figure 2-2— Average Cost Per Bed for New Jail Construction by Region and Location

<u>REGION</u>	<u>SUBURBAN</u>	<u>RURAL</u>
Northeast	\$ 78,200	\$ 48,000
North Central	71,400	55,100
Southern	38,100	36,600
Western	37,800	70,300

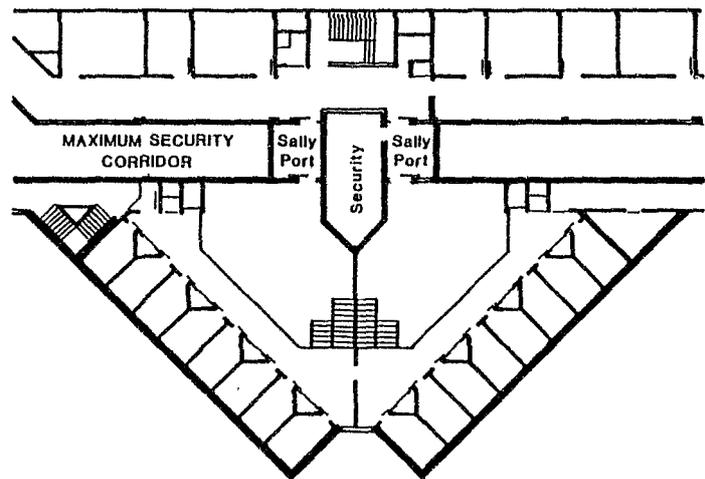
Source: National Sheriffs' Association, n.d.

Figure 2-3 Three Secure Housing Unit Designs

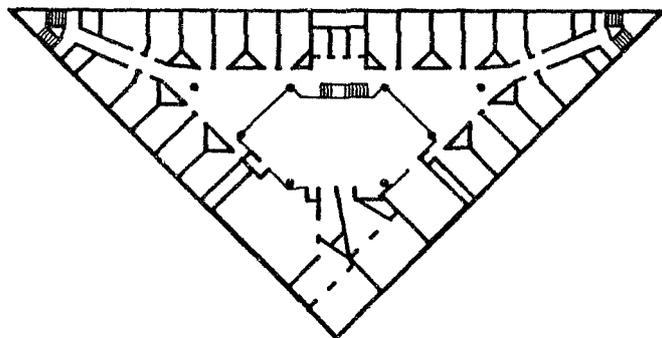
**LINEAR/INTERMITTENT SURVEILLANCE**



**PODULAR/REMOTE SURVEILLANCE**



**PODULAR/DIRECT SUPERVISION**



Source: National Institute of Corrections, 1983b.

Figure 2-4— Costs of Secure vs. Commercial Furnishings and Fixtures

<u>Item</u>	<u>Traditional Jail Security Materials</u>	<u>New Generation Jail Commercial Materials</u>
Lavatory and bowl	\$ 1,675	\$ 700
Table	975	320
Chair	140	40
Door	2,300	900
Lock	400	110
Light	434	120
Hinge	78	14
Bed	<u>589</u>	<u>165</u>
TOTAL	\$ 6,591	\$ 2,369

Source: Horn, 1984

Figure 2-5— 20-Year Combined Estimated Construction and Operating Expenditures for Dade County Stockade Expansion (1,000-Bed Capacity)

	<u>Traditional Jail</u>	<u>New Generation Jail</u>
Initial Construction Cost	\$ 25,000,000	\$ 37,000,000
Annual Principal & Interest	2,935,937	4,352,941
Annual Operating Expense	9,313,056	6,238,901

Total Expenditure to Year

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

Source: Harper and Buzinec, 1983

## RECENT DESIGNS FOR NEW JAILS

Each year, the American Institute of Architects (AIA) and the American Correctional Association (ACA) sponsor an exhibit of designs for criminal justice

### *Ventura County Criminal Justice Complex* Ventura, California

400 beds, cost \$29 million,  
\$72,500 per bed — see page 8

### *Hennepin County Work/Release Center* Plymouth, Minnesota

125 beds, cost \$2.1 million,  
\$66,029 per bed — see page 30

### *Fairfax County Detention Center* Fairfax, Virginia

300 beds, estimated cost  
\$13.5 million,  
\$45,000 per bed — see page 38

### *Lewis County Jail* Chehalis, Washington

68 beds, estimated cost  
\$4.5 million,  
\$66,029 per bed — see page 44

### *Clark County Law Enforcement Center* Vancouver, Washington

290 beds, estimated cost  
\$12.7 million,  
\$43,724 per bed — see page 47

### *West Calgary Detention Center* Calgary, Alberta, Canada

340 beds, estimated cost  
\$32.1 million (Canadian),  
\$94,412 per bed  
(Canadian) — see page 48

facilities. Several of the award-winning designs from the 1983 exhibit (AIA, 1983) are reproduced in this volume. These designs provide a rough indication of the cost of building new local jail facilities. The costs per bed for the buildings illustrated in this volume are summarized below. The reader should keep in mind that the buildings are not completely comparable, since some contain court or police facilities in addition to jail space.

The ACA/AIA exhibition examines the current state of the art in justice facilities design. Among the comments made by the Awards Committee for the 1983 exhibit were the following (AIA, 1983, "Introduction"):

- "Obvious attention has been paid to meeting court-imposed and voluntary contemporary correctional standards—it was enlightening to see many designs reflecting the humanizing elements promoted by these standards."
- "Particular skill and sensitivity were shown in the renovation and addition projects, with emphasis given to maintaining and improving upon the original architectural quality."
- "The jury was concerned to see some correctional facilities using little or no natural light—as was demonstrated in many of the designs presented, the use of natural light through the windows and skylights results in a more normalized atmosphere, without sacrificing security."
- "There is a continuing use of linear or double-loaded cell areas, as opposed to more open, functional, housing unit configurations that facilitate better security supervision within a less constructed living environment."

- "We note an overuse of high-security fixtures and equipment where they are not required or desirable—high-security fixtures are expensive to install and maintain, and are often inhuman in scale and material."
- "Physical barriers between staff and inmates, such as control stations in living units, produce a dehumanized environment with insufficient staff interaction with and supervision of inmates."
- "In some detention facilities, staff are placed in control stations with more security and isolation than the inmates they are to supervise."
- "Even with the many recent examples of fires in correctional facilities, some designs were hazardous and not in compliance with NFPA standards."
- "Increased awareness and application of the life-cycle cost analyses of materials is needed with respect to maintenance and energy use."

A listing of the facilities shown in this exhibit since 1974 is available on written request from the Committee on Architecture for Justice, the American Institute of Architects, 1735 New York Ave., NW, Washington, DC, 20006.

## ADVANTAGES AND DISADVANTAGES OF CONSTRUCTING NEW JAIL FACILITIES

Because of the low escape risk they present to society, most DWIs do not require secure facilities. However, in many communities DWIs cannot be treated separately from the general offender population. A community may find important reasons for modernizing and expanding its secure correctional

facilities as part of an overall solution to the DWI problem. Among the advantages of constructing new facilities are the following:

1. Facility costs represent only 10 percent of the total expense of operating a jail over a 30-year period. Therefore, if new facilities will lower operating costs, particularly personnel costs, then substantial savings may be realized over the long run.
2. Violence and vandalism represent significant expense and morale problems to local jails. A design that reduces violence in a jail could show significant savings on law suit settlements as well as produce more humane conditions for inmates and better working conditions for staff.
3. Jail escapes represent a significant threat to the public and are a major public relations problem for jails. Redesign that reduces the risk of escape will increase public support for the correctional system.

While these are significant benefits, new construction also has several disadvantages:

1. New construction requires a large initial investment. It may be politically difficult to get governmental appropriations for this purpose. Despite the public's concern for law enforcement, about a third of the bond

issue referendums for jail construction have failed (Kerle and Ford, 1982).

2. If the primary factor causing crowding in the current jail facility is mandatory jailing of DWIs, construction of additional secure facilities is probably not the most appropriate approach to solving the problem. Less expensive, non-secure work release centers can be used to increase a community's capacity for housing and supervising DWI offenders.
3. Traditional construction of new secure facilities is a complex process that takes considerable time. If time is a major factor, consideration should be given to modular construction.
4. Operating costs of secure facilities are normally higher than those of non-secure buildings. Non-secure facilities require fewer staff, and maintenance and furnishing costs are less because vandalism and violence are not generally significant problems.
5. The building of new secure facilities generally runs the risk of producing major public resistance unless the buildings are placed on a site already occupied by a jail. Even here, increasing the size of the jail may result in neighborhood opposition. While the construction

of non-secure facilities can also provoke neighborhood opposition, it is generally easier to obtain public support for non-secure facilities than for new secure facilities.

Overall, the building of new, traditionally constructed jails is a major undertaking. A new jail involves significant technical issues that require substantial planning. More importantly, it may involve significant political issues within the local government and with the public at large: new facilities directly affect both the number and type of correctional jobs, and they involve a significant upfront expense that must be collected through special appropriations or bond issues. Finally, finding a new building site will be difficult because neighborhoods are extremely sensitive to the location of such a facility.

If overcrowding is principally due to the sentencing of individuals who are not classified as escape or violence risks, alternatives to secure facilities should be considered. Moreover, any community considering the development of new secure facilities will want to proceed through a very deliberate planning process. The process should assure the participation of all concerned professional organizations and governmental officials as well as the public. Communities taking on this formidable task can receive considerable assistance from the National Institute for Corrections' *Planning of New Institutions* (PONI) program.

# Section 3

## Modular Prefabricated Units

Prefabricated or premanufactured construction has become an important part of the commercial and residential housing industry. This technology has also been applied to correctional facilities. Several companies have developed special prefabricated jail components that make use of vandal-and escape-proof materials and designs. These units can be purchased for assembly within an existing secure perimeter or used in building new jails. Manufacturers of prefabricated modules suggest that this approach offers at least three advantages:

1. Speed of construction.
2. Flexibility (the units can be moved from site to site or rearranged within a site).
3. Lower cost.

### COST OF MODULAR CONSTRUCTION

The Department of Justice recently funded a study (Carter-Goble, Inc., 1984) of the relative costs and construction times of new facilities that used prefabricated modules. The results for the 16 facilities reviewed in that study are summarized in Figure 3-1. As with the survey of conventionally constructed jail facilities reported in Figure 2-1, the reported cost per square foot and cost per bed in modular construction varies widely. This is due in part to the types of materials used. For example, according to the study, a reinforced steel premanufactured unit costs approximately \$200 a square foot as compared to \$100 a square foot for wood-framed construction. This difference re-emphasizes the need to carefully determine the actual security requirements of the inmates who will be housed in the facility. Where offenders with a relatively low escape risk and

low risk of violence are to be housed, wood-frame construction may be acceptable.

In comparing Figures 2-1 and 3-1, it is clear that planning and building with premanufactured modules requires considerably less time than conventional construction. The researchers note that premanufactured facilities save slightly more than 14 months in construction time.

The study's findings on the comparative cost of premanufactured and traditionally constructed facilities were somewhat surprising. Jails constructed with premanufactured components tended to be somewhat smaller, providing fewer square feet per inmate than traditionally constructed facilities. In order to make a valid comparison, it was necessary to scale up the size of the premanufactured facilities to that of the conventional facilities or, alternatively, to scale down the conventional facilities to the size of the premanufactured facilities. This is done in Figure 3-2. On the left, the per-bed costs of the premanufactured facilities have been scaled up to indicate what it would cost to provide the amount of space per inmate contained in the conventionally built facilities. On the right, the opposite has been done; the conventional facility costs have been scaled down to the same square footage as the premanufactured jails. The comparison given the "all sizes" line indicates that, on the basis of bed space, the cost of using premanufactured modular facilities is approximately 25% greater than the cost of traditional construction.

The study could not provide data on the relative durability of premanufactured and traditional construction because most modular construction has not been in place for a sufficient time period. The researchers also did not

determine the dollar value of the flexibility inherent in modular construction for moving units from one place to another. Overall, the study concluded that the principal advantage of the premanufactured units was the rapidity with which they could be put in place. It also concluded that premanufactured facilities did not result in construction cost savings.

### ADVANTAGES AND DISADVANTAGES OF MODULAR CONSTRUCTION

Modular construction of jail facilities has a number of theoretical advantages. However, the technique is so new that it has not yet been possible to validate the extent to which these advantages are realized. At this point, the principal advantages appear to be the following:

1. Modular, prefabricated units permit more rapid construction. On the average, they reduce the time between initiation of planning and beginning of operations by more than a year over the time required for conventional construction.
2. While modular units do not appear to provide substantial cost savings over traditional construction, they may permit a lower initial investment because some firms offer units under a lease/purchase option that reduces the initial procurement cost.
3. Modular units may provide increased flexibility because they are designed to make movement from one site to another easier. However, the extent to which this is possible has not been determined.

Figure 3-1

## Analysis of Selected Premanufactured Detention Facilities

Facility/Location	Addition/New Construction	Year Occupied	Type Of Construction	Security Level	No. Of Beds	Total Sq. Ft.	Sq. Ft./Bed	Types of Spaces	Total Cost	Cost/Sq. Ft.	Cost/Bed	Months		No. Correctional Officers	Contact Person
												Planning Design	Bids To Occupancy		
Garfield County Jail Glenwood Springs, CO	Add	1983	Steel	Med	20	1,540	77	None	\$ 390,000	\$253.25	\$19,500	9	3	1- 1- 1	Ed Jones 303/945-9158
Eagle County Temp. Fac. Eagle, CO	New	1983	Steel	Max	20	3,080	154	None	\$ 563,000	\$182.79	\$28,150	4	5	3- 3- 2	Ron Estes 303/328-7311
Monroe County Jail Stroudsburg, PA	Add	1983	Steel	Med	24	2,824	118	None	\$ 379,850	\$134.51	\$15,827	3	7	1- 1- 1	Bryan Hill 717/421-1455
Bucks County Prison Doylestown, PA	Add	1982	Wood	Max	28	1,968	70	None	\$ 109,400	\$ 55.59	\$ 3,907	8	6	1- 1- 1	A. Walkenstein 215/348-9056
Bucks County Prison (Women's Unit) Doylestown, PA	Add	1982	Wood	Max	18	1,232	68	None	\$ 179,300	\$145.54	\$ 9,961	n/a	6	2- 2- 2	A. Walkenstein 215/348-9056
Placer County Jail Add. Auburn, CA	Add	1981	Steel	Max	32	3,330	104	None	\$ 300,000	\$ 90.09	\$ 9,375	12	6	part-time	Lt. Newman 916/823-4561
Santa Rita Jail (Women's Unit) Alameda Co., CA	Add	1979	Steel	Max	32	2,970	93	None	\$ 300,000	\$101.01	\$ 9,375	6	11	1- 1- 1	Cpt. Santucci 415/828-5400
Bergen County Jail Bergen Co., NJ	Add	1982	Wood	Med	48	5,760	120	MP	\$ 304,650	\$ 52.89	\$ 6,347	n/a	n/a	n/a	Ken Harms 609/292-2350
Essex County Jail Essex Co., NJ	Add	1982	Wood	Med	48	5,760	120	MP	\$ 309,700	\$ 53.77	\$ 6,452	n/a	n/a	n/a	Ken Harms 609/292-2350
Prince George's Co. Min. Fac. Upper Marlboro, MD	Add	1982	Wood	Min	70	5,600	80	V	\$ 690,000	\$123.21	\$ 9,857	4	2	2- 2- 2	William Frazier 301/952-3628
Washoe Co. Det. Ctr. Reno, NV	New	1981	Steel	Max	96	12,023	125	A, V	\$ 2,200,000	\$182.98	\$22,917	1	6	3- 3- 3	Lt. Westlake 702/785-4678
Calif. Conservation Ctr. Sunsanville, CA	New	1982	Wood	Min	104	15,840	152	K, A, V, H	\$ 1,175,000	\$ 74.18	\$11,298	11	10	4- 5- 4	Norm Smith 916/322-1311
Women's Det. Facility Philadelphia, PA	New	1983	Wood	Med	112	22,350	200	A, P, S	\$ 2,200,000	\$ 98.43	\$19,643	9	12	10-10- 8	Ed Lyons 215/335-8077
Elmwood Jail Facility Santa Clara Co., CA	New	1981	Steel	Max	144	12,445	86	C, M, V	\$ 2,500,000	\$200.88	\$17,361	3	12	3- 3- 3	Lt. Hart 408/299-3322
Pompano Detention Ctr. Broward Co., FL	Add	1982	Steel	Max	296	28,000	95	M, S	\$ 7,015,735	\$250.56	\$23,701	3	10	8- 8- 8	Lt. Bauknecht 305/971-1150
Southern State Cor. Fac. Phase I Leeburg, NJ	New	1983	Wood, Steel	Med	448	101,000	225	A, P, S	\$12,500,000	\$123.76	\$27,900	11	7	N/A	Kenneth Harms 609/292-2350

Communities considering the purchase of modular structures should also take into account the potential disadvantages of this building method:

1. Modular structures may provide less freedom in design than traditional construction. If this, in turn, results in higher personnel costs, a considerable penalty could be paid for use of prefabricated construction.
2. Although it has yet to be determined, premanufactured

construction may not be as durable as traditional construction. Durability, of course, may be highly dependent on the materials used.

3. Modular buildings appear to cost more per square foot.

As noted, the construction of new secure facilities is a highly technical process that requires the assistance of experts in the design and operation of correctional facilities. This is true whether traditional or modular con-

struction techniques are used. The use of modular facilities should be one of the approaches considered whenever new secure facilities are to be built. As experience with modular design increases and the design of the modules improves, it is likely that their use in jail architecture will also grow. At the moment, the principal advantage of modular construction appears to be the ability to rapidly put into place new secure facilities in response to immediate overcrowding problems.

**Figure 3-2— Cost Analysis for Equivalent Space, Premanufactured and Conventional Facilities**

<u>Facility Size (Beds)</u>	<u>Cost Per Bed - Conv. Constr.*</u>	<u>Comparable Space Cost - Premfg.</u>	<u>Cost Per Bed - Premfg.*</u>	<u>Comparable Space Cost - Conv. Constr.</u>
< 100	\$ 52,463	\$ 50,914	\$13,133	\$ 14,495
100-200	38,443	39,821	16,319	16,002
> 200	40,059	57,275	26,229	18,349
ALL SIZES	\$ 40,744	\$ 50,481	\$ 20,825	\$16,246

\* Current weighted average.

Source: Carter-Goble Associates, Inc., 1983

# Section 4

## Constructing Non-Secure Work Release Centers

Offenders who do not present a risk to the community can be housed less expensively in non-secure facilities. The use of non-secure facilities permits savings in several ways: It reduces construction and maintenance costs; and it reduces the size of the staff needed to supervise and provide institutional services because offenders can leave the facility to do useful work or attend treatment and education programs. Thus the construction of new non-secure facilities is an important option for communities considering the expansion of their correctional facilities, particularly if their current overcrowding is produced principally by drunk drivers.

### COMMUNITY WORK RELEASE FACILITIES

Non-secure residences have been used in correctional programs for many years. Most of them served as "halfway" houses for individuals being returned to their communities at the end of a prison sentence. Allowing prisoners to serve the last three to six months of their sentences in a non-secure residence near their homes gave them a head start on finding jobs and reintegrating themselves into their community while still receiving support and guidance from the correctional system.

A study of Federal prisoners returned to the community through such pre-release centers (Beck, 1981) indicated that work release facilities are successful in improving the employment opportunities for offenders during their first 12 months after release. Prisoners returned to the community through a work release center earned significantly more and were employed a larger percent of the time than those who were returned to the community directly from Federal prisons. This was due in part to factors

that entered into their selection for transfer to work release centers—the individuals who were given this opportunity tended to be better risks than those who were held in prison to the end of their sentence.

While the study concluded that work release centers improve employment opportunities, it also indicated that the Federal programs did not appear to have an impact on criminal behavior. The study found approximately the same amount of recidivism among the offenders returning to the community through work release centers as among those released directly from Federal prison. There was some evidence, however, that the opportunity to return to the community through a work release center was most advantageous to the highest risk offenders.

More recently, the community corrections concept has grown to include non-secure residential facilities that receive offenders directly from the courts, usually for short (under one year) sentences. Because the residents are allowed to leave the center during the day but must return at night for treatment and education programs, these centers are particularly appropriate for most DWI offenders—especially those sentenced to longer (30-90 day) terms.

### EXAMPLES OF NEWLY CONSTRUCTED WORK RELEASE CENTERS

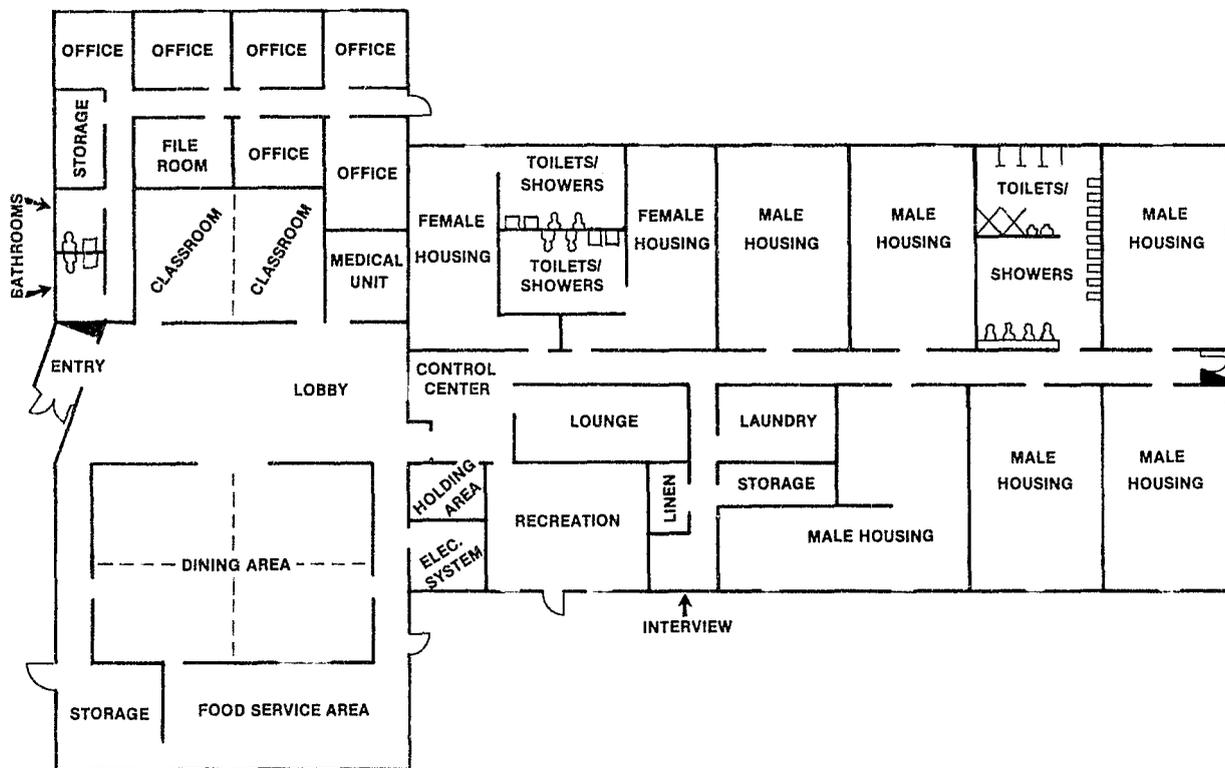
Many, if not most, community residential facilities are converted buildings that previously served as apartments or hospitals, for example (see Section 5). However, a number of new non-secure facilities are being planned or have recently been constructed. Of particular interest to those concerned with drunk driving offenders is the program under

way in Prince George's County, Maryland, to build a new work release center specifically for DWIs (Carter-Goble, 1983). Although this facility had not yet opened at the time this manual was prepared, most of the initial planning had been completed (Figure 4-1). The final cost of the facility is estimated to be about \$9,000 per bed.

The Prince George's work release center will be unique in several respects. It is expected to house only DWI offenders. It is designed to provide detention and treatment for multiple offenders serving sentences of up to 21 days and an additional one year on probation. The facility is to be built on the same grounds as the new county jail and will use a number of the jail's facilities to help reduce operating costs. When the new county jail is completed, DWI offenders will be processed through the jail admission system and housed briefly in the jail before being transferred to the work release facility.

The DWI unit is intended to provide the focus for a comprehensive treatment and educational program for drunk drivers. This program will be initiated during the period of stay in the work release facility. However, the key feature of this rehabilitation effort will be the aftercare that will continue for up to a year following release. To permit the management of offenders during this period, the courts will be asked to sentence multiple-offense DWIs to one year of incarceration with, in most cases, all but a few days suspended and the remainder served on active probation. Each offender's needs will be assessed during his or her period of incarceration and a comprehensive individualized treatment program developed. Following release, active probation supervision will be used to ensure that the offender completes the program.

**Figure 4-1 Prince George's County DWI Facility, Upper Marlboro, Maryland**



Another important feature of the Prince George's County DWI program is the provision for minimizing the costs of this program to the taxpayer. Offender payments are to be assessed based on the services provided and the ability to pay. Since DWIs serving longer terms will be on work release, there should be no interference with employment.

The initial estimate of operating costs for FY1986 for the Prince George's County facility are shown in Figure 4-2. Approximately 60% of these costs are for salaries. The corrections staff includes a facility director, typist, 3½ work release counselors, five correction officers, and a cook. The Health Department staff includes a director, program assistant, part-time typist, and hourly employed teachers and counselors. Until the new county detention center is completed on the new site, meals will be prepared in the DWI facility at an estimated cost of \$3.00 a day per inmate.

Assuming that the 60 beds in the DWI facility are fully occupied 365 days a year, there will be 21,900 mandays in which to recover the \$600,000 annual operating cost. This comes to \$27.40 per inmate per day or about \$192 per week. If the total cost is to be recovered from offenders, it is

necessary to make some allowance for (1) indigents who cannot pay, (2) vacant beds, and (3) failure to collect offender fees. The Prince George's Corrections Department has tentatively set aside 6 beds for indigents and assumed a 90% occupancy/collection rate with the result that collections can be made on only 81% of the available bed space. Therefore, to fully support the \$600,000 operational cost of the facility, it will be necessary to place a 19% surcharge on the daily rate charged the offenders. This will bring the per diem rate to

\$33.82 and the weekly rate to nearly \$237. Since it is expected that DWI offenders will be sentenced to from 1 to 3 weeks at the facility, the cost per inmate will vary from \$237 to \$611.

One well-known example of a non-secure residential facility is the Montgomery County Pre-Release Center in Rockville, Maryland. This center was one of 32 selected as "exemplary projects" by the National Institute of Law Enforcement and Criminal Justice (Rosenblum and Whitcomb, 1978). It was also selected as a "National Re-

**Figure 4-2— Estimated Annual Operating Budget Prince George's County 60-Bed DWI Facility**

Department of Corrections Personnel Costs (11½ full-time equivalents)	\$ 252,686
Health Department Personnel Costs	106,998
Health Department Yearly Supplies & Equipment	5,128
Resident Consumption (food, linen, cleaning supplies)	74,700
Office Supplies	14,000
Transportation	13,000
Staff Training	2,000
Building Utilities	40,600
Building Maintenance	25,249
Reserve for Contingencies	60,000
<b>TOTAL YEARLY OPERATING BUDGET</b>	<b>\$ 594,361</b>

Source: Director, Prince George's County Department of Corrections, 5310 Douglas Street, Upper Marlboro, MD 20772

source Center for County Corrections Programs” by the National Institute of Corrections.

The facility began originally as a pre-release center in rented quarters. Later, sentenced offenders whose terms were less than one year were accepted directly from the courts. The new center is a modern facility constructed in 1978 at a cost of approximately \$20,000 per bed. As shown in Figure 4-3, this cost was significantly lower than the cost for similar facilities in the same geographical area—and almost 30% less than the per-bed cost for expanding the Montgomery County jail.

Like many modern work release centers, the cost per day in the Montgomery County Pre-Release Center is higher than in the average jail. In 1983, the daily cost for maintaining an offender was \$42. However, because the center collects a maintenance fee from its residents, the total collected in 1983 amounted to about 23% of the gross budget. Thus, the actual cost to the county taxpayer was only \$33 a day per offender.\* This compares with the average costs of \$27 per day for housing an inmate in a local jail in Maryland (DOJ, 1984) and \$26 per day for the United States as a whole (see Figure 1-4).

Part of this cost difference is due to the relatively high cost of living in the Montgomery County, Maryland, area. The majority of the cost difference, however, is probably due to the extensive services provided to the inmates. These include psychological diagnosis; problem assessment and individualized program planning; vocational counseling and employment services; vocation training; academic education; treatment

for alcohol and drug abuse; mental health and family counseling; life skills training; assistance with financial management; assistance in locating housing; referral to community service agencies; assistance in developing a leisure-time program; and coordination with the probation department prior to discharge. Providing this large set of services makes the daily cost of this type of facility higher than that of community centers that rely on community volunteer agencies for treatment, education, and counseling services.

Another modern work release facility—and one more recently built (1983)—is the Hennepin County Work/

Study Release Residence located in Plymouth, Minnesota (AIA, 1983). This facility, illustrated on page XXX, cost \$71.08 per square foot, or just under \$17,000 (\$16,918) per bed. It demonstrates that such buildings can be constructed relatively inexpensively despite the increase in construction costs since the building of the Montgomery County, Maryland, facility.

#### OPTIONS FOR CONSTRUCTION OF WORK RELEASE CENTERS

Work release facilities can be developed in at least three different ways: Existing buildings can be renovated;

Figure 4-3— Construction Costs of Montgomery County Work Release Center vs. Similar Facilities

<u>Type of Facility</u>	<u>Cost Per Bed</u>
Regional Institution for Children & Adolescents (RICA-II) (located in Montgomery Co., Route 28)	\$ 132,000
Mental Institution (recently built in Texas)	99,436
General Hospital (national average)	92,567
State Maximum Security Reception Center (Baltimore) (for Maryland correctional system)	55,000
Noyes Juvenile Correctional Center (located in Montgomery Co. off Route 28)	36,000
State Correctional Facility for Men (combination of minimum, medium and maximum security, total 890 beds)	29,213
Montgomery County Jail (renovation and expansion of existing facility)	28,308
<b>New Montgomery County Work Release Center</b>	<b>20,030</b>

Source: Unpublished data, available from Director, Montgomery County Pre-Release Center, 11651 Nebel Street, Rockville, MD 20852

\*Budget data available from Director, Montgomery County Pre-Release Center, 11651 Nebel Street, Rockville, MD 20852.

conventional construction can be used; or premanufactured modules can be incorporated in the design. All three methods can be investigated. This was the procedure followed by the officials responsible for planning the Prince George's County, Maryland, work release center for DWIs.

The county requested estimates of the cost to construct the 14,000-square-foot center by each of the three methods (Carter-Goble Associates, 1983). The estimates were based on locating the facility on the same site as the new county's jail and included normal site preparation. The estimates were:

*Renovation*—\$210,000-\$554,000

*Premanufactured Modules*—  
\$350,000-\$475,000

*Conventional Construction*—  
\$620,000-\$830,000

Selecting from within these ranges, the researchers estimated that the use of conventional construction would run roughly \$50 a square foot for a total cost of \$692,000 for a 60-bed facility, or \$11,533 per bed. This cost is considerably under the Montgomery County and Hennepin County centers. However, it did not include land acquisition costs and the construction costs for services that will be provided in full or in part by the new main jail.

#### **ADVANTAGES AND DISADVANTAGES OF CONSTRUCTING NEW WORK RELEASE FACILITIES**

Where the classification of offenders permits their use, the construction of non-secure work release centers offers a

number of advantages for communities seeking to expand their correctional facilities:

1. A non-secure work release facility is generally much less expensive to construct than a jail.
2. Because security is of minimum importance, the building can be optimally designed for its purposes and can provide better study and recreation space for offenders and better office space for counselors and other staff than is normally possible in a secure facility.
3. Because the facility looks like other office and residential buildings and because the individuals assigned to it offer little risk of escape or violence, it is generally easier to get neighborhood acceptance for the site and construction of a work release center.

Against these advantages, constructing a new work release center presents several limitations in comparison with other approaches to developing non-secure correctional housing:

1. New construction involves a significant upfront investment that may require a difficult-to-obtain bond issue or appropriation. Use of a lease-purchase plan with modular construction might be one way of dealing with this problem.
2. Because work release centers do not require expensive security provisions, it is feasible to renovate existing structures for

this purpose. In many cases, existing apartment buildings and motels can be utilized as work release centers with little or no conversion cost. Thus, renovation of existing structures may be less expensive than new construction. (See Section 5, "Converting Existing Facilities.")

3. Because new construction will require appropriations for construction and perhaps a bond issue, the public resistance to such construction may be greater than if an existing building is renovated.

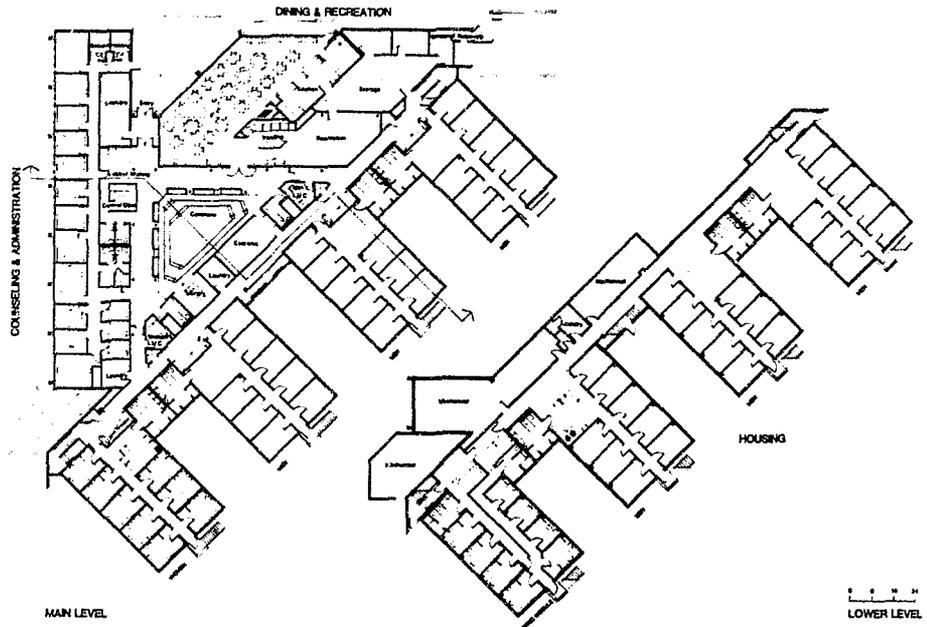
Generally, work release facilities offer an attractive alternative to the construction of secure jails. Whether this option is available to a community depends on a careful assessment of the offenders that the correctional system will be required to handle. Where a non-secure facility is appropriate, it may be desirable to use alternative approaches to new construction, particularly if the total number of offenders that will be assigned to these services is not fully known. Because work release buildings are similar to normal residential units, the use of conversion or contract services may represent a less expensive, and less politically difficult, solution to an overcrowding problem. Regardless of the solution chosen, the offenders assigned to a work release center, because they are employed or can obtain employment, can make payments to help offset the cost of room and board.

# Hennepin County Work/Study Release Center Plymouth, Minnesota

**OWNER**  
**HENNEPIN COUNTY**

**ARCHITECT'S  
STATEMENT**

This work/study release residence for men and women contains three major components—housing/administration/counseling, dining and recreation—clustered about a central commons, which serves as the focus of activity and control. Housing is on two levels with floor openings to aid supervision. Double bedrooms are organized in clusters of 16 residents each, sharing a small television lounge and toilet/shower facility. Central facilities include a library alcove, an exercise room, vending machines, a game room and quiet recreation space.



**Architect**  
George Klein + Co.,  
Architects, Inc.  
Deephaven, Minn.

**DATA**

**Site Area**  
8.5 acres

**Area of Building**  
29,750 square feet

**Capacity**  
125 beds

**Cost of Construction**  
\$2,114,757

**Year Completed**  
1983



## Section 5

# Converting Existing Facilities

### A MINIMUM-COST FACILITY

In 1983, when Sheriff C.W. Kidd assumed his duties as head of the Mecklenburg, North Carolina, Sheriff's Department, he found the county jail overcrowded.\* The sheriff was particularly interested in the offenders serving sentences for non-payment of child support. Because they were in jail, they could not work, so they could not take action to demonstrate their willingness to begin conforming to the law. To provide extra space and to establish a work release program, the sheriff located an abandoned school and persuaded the county to lease the property to the sheriff's department for one dollar a year.

The school property was readily available because large portions of the school grounds were taken up with a freeway right-of-way. Public opposition to the location was minimal. The building was part concrete and part wood. The concrete portion was refurbished, with inmates and corrections officers doing much of the work. While the original budget for renovation was \$100,000, the refurbishing was accomplished at a total cost of about \$30,000. The satellite jail, shown in Figure 5-1, was opened on September 1, 1983.

Staffing was kept to a minimum. Only one full-time sheriff's deputy was initially assigned to manage the satellite jail. The rest of the 24 hours was covered by part-time personnel. Inmates were responsible for their own medical care, and the sheriff's deputy who

managed the 70-bed facility doubled as an occasional counselor to assist them in getting work. Later, when the facility was enlarged to 100 beds and became co-ed (24 females, 76 males) full-time staff was increased to include a security officer and a typist.

Staffing requirements were established to assure one male and one female officer on duty at all times, with two or three extra officers during the hours the inmates were passing in or out of work release assignments. Food costs were held to a minimum (\$2.10 per inmate per day) by bringing in meals from the main jail. Overall, the average cost per inmate at the satellite jail during the last half of 1984 was \$10.14 per day.

Offenders assigned to the jail annex were required to find and hold a job or work at the annex and, if able, to pay maintenance of \$11.00 a day. The sheriff's department was also reimbursed at the rate of \$11.00 a day for State prisoners assigned to the annex. (The annex accepted State prisoners with terms from 30 days to six months.) In addition, Federal prisoners were housed at a rate of \$25.00 a day. Because the cost per inmate per day came to only \$10.00, the county realized a profit. In fact, the sheriff's department expects to realize a profit of more than \$100,000 in 1985!

Initially, judges were reluctant to sentence offenders to the Mecklenburg satellite jail. This reticence was finally overcome when the sheriff invited the local judges to a dinner at the refurbished facility and made a presentation on the advantages of the work release program to both the county and the inmates. This experience points to the importance of including sentencing judges in the planning of new facilities. In 1984, the satellite jail operated at better than 90% capacity and 52% of the

inmates were DWIs.

The Mecklenburg County jail annex is a good example of developing a facility at minimum cost. It demonstrates that, in certain areas of the country at least, it is possible to run such operations on a no-worse-than-break-even basis or to even make a profit. The Mecklenburg satellite jail houses DWI, child support, and other misdemeanor offenders along with non-violent Federal and State prisoners. The facility is inexpensive to operate because it minimizes services that are typically a part of a work release center. There are no counselors, medical staff, or drug and alcohol abuse treatment specialists. The jail annex depends entirely on community resources for these services—services that are provided free or paid for by the offenders.

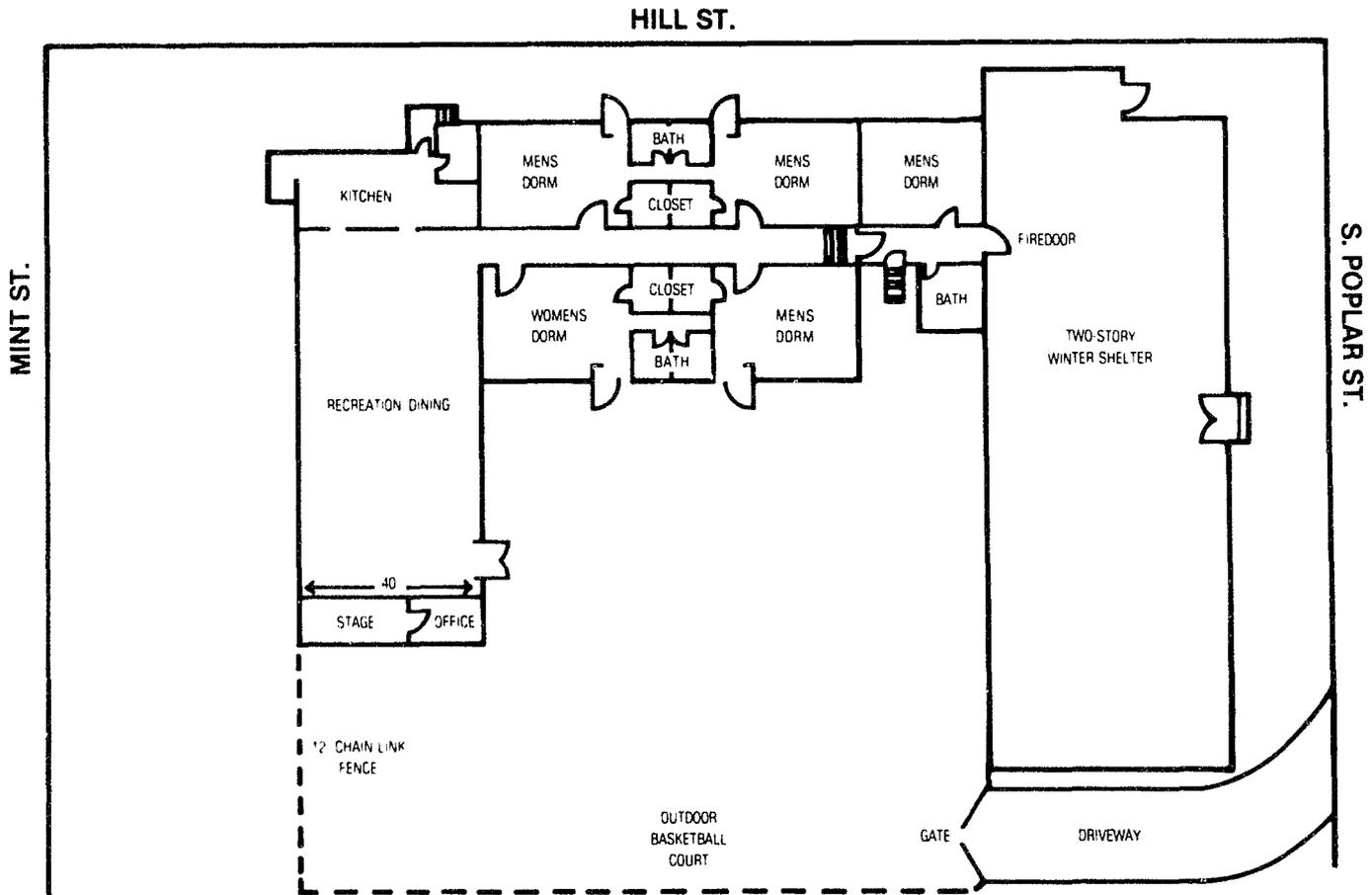
The Mecklenburg County satellite jail contrasts with the Montgomery County Pre-Release Center (Rosenblum and Whitcomb, 1978) described in the last section. Each provides essentially the same program—work release opportunity for short-term inmates and inmates returning to the community from Federal and State institutions. But the Montgomery County work release center consists of a new, specially designed building with a substantial counseling staff and a rich support program for the residents. At the other end of the continuum, the Mecklenburg County satellite jail is located in an old, minimally refurbished building and operates with minimum staff. Most communities considering the development of a work release center will develop facilities and programs falling somewhere between these two examples.

### A MODERATE-COST FACILITY

Another example of low-cost conversion of private facilities is the El Paso

\*This discussion of the Mecklenburg County jail annex is taken from a presentation by Sheriff Kidd at the Conference on Jail Handling of Drunk Driving and Non-Support Offenders, June 28-29, 1984, in Columbia, SC (Kidd, 1984). Additional information can be obtained from Sheriff Kidd or his deputy, Jim Kirk, by calling (704) 336-3672.

Figure 5-1 Mecklenburg County Jail Annex (100 Beds)



\*Not drawn to scale

Source: C.W. Kidd, Sheriff, Mecklenburg County, Charlotte, NC

County Work Release Program (Division of Community Corrections, 1981). Developed to provide an alternative to housing non-violent offenders in the county jail, this program involved the conversion of a motel on the periphery of Colorado Springs. The original layout of the motel and the layout of the renovated facility, which is designed to accommodate 86 beds, are shown in Figure 5-2. The motel's swimming pool was filled in at the time of conversion and the area between the two wings is

now used as a recreational area. The total cost of the renovation was \$27,067 (Figure 5-3).

Because the county was able to lease the motel property, the capital outlay to the county was only the cost of refurbishment. Had the total property been purchased, the total value was estimated to be \$356,846. The county therefore acquired 86 beds at a total cost of \$4,149 per bed, which is very low in relation to the cost of new secure construction.

### SURVEY OF CONVERTED FACILITIES

In October 1983, the American Correctional Association conducted a national survey to determine the types of converted facilities currently in use as non-secure or minimum security work release centers. The 67 responses received covered every State except Massachusetts, Wisconsin, Louisiana, Nevada, and Hawaii. Figure 5-4 lists some of the types of public and private buildings that had been converted.



Figure 5-3— El Paso County Work Release Center Refurbishing Costs

A. COMMERCIAL KITCHEN

<u>Item</u>	<u>Cost Range</u>	<u>Expenditure</u>
Triple Basin Sink	\$ 400 - 680	\$ 680
Range and Grill	850 - 1,430	1,000
Fryer	475 - 900	475
Food Preparation Table	170 - 220	220
Steam Table	190 - 240	240
Refrigerator	900 - 1,550	1,250
Fire Suppression Hood (cost/labor)	1,800 - 6,000	3,000
Fire Safety Equipment (cost/labor)	1,000 - 1,400	1,200
Miscellaneous Kitchen Utensils/ Equip.		1,000
Renovation Cost Estimate		6,000
Subtotal		\$15,065

B. BEDS AND LINEN

Beds (86 @ \$40 each)		\$ 3,440
Mattresses (86 @ \$45 each)		3,870
Sheets (172 @ \$3.50 each)		602
Pillows (86 @ \$4 each)		344
Pillow cases (86 @ \$13.95 per dozen)		112
Blankets (15 @ \$5.30 each)		80
Towels (172 @ \$20.50 per dozen)		308
Wash Cloths (86 @ \$3.20 per dozen)		26
Subtotal		\$ 8,786

C. FURNITURE

Foot Lockers (86 @ \$20 each)		\$1,720
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D. PHONES

12 phones and console		\$ 500
Wiring installation		600
Conduit installation		400
Subtotal	\$1,500	2,700

TOTAL CAPITAL OUTLAY

From this small survey, it is clear that most types of public and private buildings have been successfully converted to detention use. However, the problems—and cost—encountered in converting any given property will obviously vary from case to case depending on local conditions.

The El Paso County motel conversion and the Mecklenburg County school conversion illustrate two of the types of buildings that are readily convertible to non-secure residential facilities. With the maturing of the baby boom generation, many school properties have become available for other uses. Most of these properties, however, were built within residential neighborhoods. Unfortunately, therefore, their conversion to correctional facilities is likely to meet resistance from the residents.

A similar problem can arise with apartment conversions. Sometimes, though, apartments and motel buildings have been built in business or industrial areas successfully removed from local neighborhoods so that citizen opposition is not a major problem. Because most drunk drivers and other non-violent offenders do not require secure confinement, the use of conventionally built apartments, hospitals, military barracks, or schools (many of which already contain the basic required bathroom and kitchen facilities) present a good opportunity for low-cost conversion. If conversion of the original properties does not require major renovations, much of the refurbishing can be done by the inmates themselves.

Many smaller communities seeking a readily available, relatively low-cost solution to jail overcrowding may find the conversion of existing buildings an effective solution. Considerable care must be taken in deciding to go this route, however. The actual cost of

Source: Division of Community Corrections, El Paso County, 1981

Figure 5-4— Types of Buildings Used as Non-Secure and Minimum Security Work Release Centers

No. of jurisdictions reporting: 67

<u>TYPE OF FACILITY</u>	<u># REPORTED</u>
<u>Converted Public Facilities</u>	
Military bases	12
Boys training center	1
Police lockup	1
Job Corps centers	9
U.S. Post Office	1
Health Department building	1
<u>Converted Private Facilities</u>	
Churches	5
Hospitals	20
Hotels/motels	10
Sorority house	1
Dairy plant	1
Schools	5
Residences	4
Farm/ranch	1
Warehouse	1
<u>Prefabricated Buildings</u>	20
<u>Contract Facilities</u>	14

Source of data: American Correctional Association, October 1983

renovating can be much higher than the estimate produced by initial cursory inspection. Agencies should ensure that the building is carefully inspected by a competent engineering firm and that the estimate obtained relates this assessment to the correctional programs and operating procedures envisioned for the facility.

#### **ADVANTAGES AND DISADVANTAGES OF CONVERTING EXISTING FACILITIES**

From the preceding discussion, it is clear that converting existing facilities

can offer a number of advantages:

1. Depending on the extent of the refurbishment required, total procurement costs can be substantially lower than new construction.
2. Services of inmates can be used to reduce costs.
3. Initial outlays may be considerably less because existing structures can frequently be leased rather than purchased.
4. Unless the site of the proposed center is in a sensitive neighborhood, the refurbishing of existing facilities may attract less comment and opposition than the construction of a new building.

In weighing these advantages, several limitations need to be considered:

1. There may be considerable neighborhood opposition to the conversion of schools or other buildings in residential areas.
2. Existing buildings, while relatively inexpensive to convert, may nevertheless be difficult to operate efficiently as correctional facilities. Because personnel costs are a major expense, inefficiencies that increase the number of staff required to operate the program are not likely to be cost-efficient in the long run.
3. Conversion of older buildings may ultimately result in increased maintenance and utility costs when compared to new construction. Adequate provisions to meet applicable health and fire safety codes may also add considerable expense.

# Fairfax County Detention Center Fairfax, Virginia

OWNER  
FAIRFAX COUNTY SHERIFF'S  
DEPARTMENT

## ARCHITECT'S STATEMENT

This addition to a suburban detention facility will increase present capacity by 300 beds. The new functional organization will increase security at minimum cost. A secure passageway, connecting the detention and judicial centers, and a centralized visiting area will allow better control of inmate movement. In the addition, new visiting, programs, medical and exercise space will be provided for the adult detainees. On a separate floor, facilities will be provided for 100 pre-release residents, including housing, offices, program space and a separate entrance to identify this special population. The addition was designed to facilitate future expansion.



Architect  
Henningson, Durham &  
Richardson Inc.  
Alexandria, Va.

## DATA

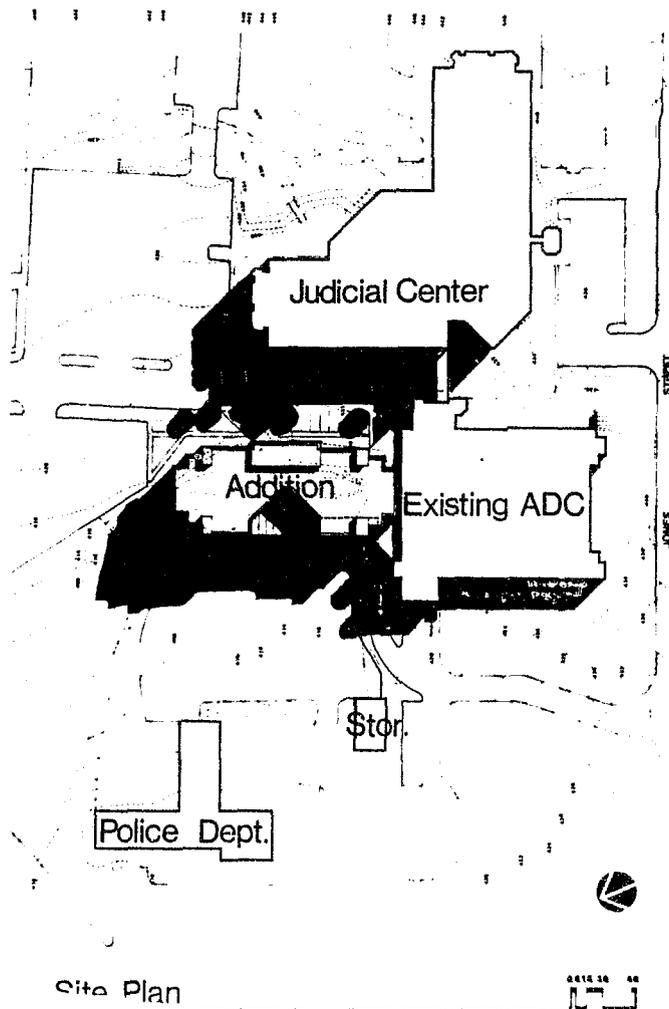
Site Area  
153,500 square feet

Area of Building  
121,000 square feet

Capacity  
300 beds

Cost of Construction  
\$13,500,000 (estimated)

Year Completed  
1985 (projected)



## Section 6

# Contracting for Work Release Facilities

Where some people see problems, others see opportunities. With many counties and states financially strapped and facing court orders to expand overcrowded jails, three companies have devised a plan to build jails and lease them to counties and states. The money would be raised through bond issues secured by the lease payments. The team—Merrill Lynch Capital Markets, Turner Construction Co., and Hellmuth, Obata & Kassabaum Inc., an architectural firm—hasn't signed any lease agreements yet but has high hopes for California. To work, a real estate expert says, the bonds would have to yield between 10% and 12%.

—*Wall Street Journal*, 2/1/84

Since the early 1900s, many inmates with drug, alcohol and other health problems have been treated in residential and outpatient status by private agencies. Recently, a trend has been developing to contract with private facilities to manage sentenced offenders when they are placed on work release status (Kassebaum et al., 1978). Because State and local governments have placed limits on hiring and are attempting to reduce their employment rolls, sheriff's offices and corrections departments frequently find it impossible to hire additional personnel to manage the increased flow of inmates into local jails. This presents a particular problem in law enforcement for the sheriff's department and the community. If sheriff's deputies must be diverted from active patrols to the supervision of offenders, then law enforcement is likely to be significantly affected.

An attractive method of avoiding this problem is to contract for the supervision of non-violent offenders by private

non-profit or for-profit firms. These firms are often in a better position than the local government to seek out existing private facilities that can be used to house these offenders. Some private contractors are also able to offer local governments a complete program based on a fee for each offender assigned to them. Their contracts are written on a fee-per-client basis, which avoids the problem of a large initial outlay for construction or renovation. Although the private contractor must, of course, recover through such fees the expense of leasing or purchasing property, the government payment is spaced out over a number of years.

Contracting for work release and other supervision services can be particularly helpful in planning and budgeting because the charge for each offender is well defined. If offenders are required to pay a maintenance fee, this fee can be directly applied to the contract charge. Because the cost to the community is clear, it should be easier to present and obtain approval for correctional budgets from city councils or county boards.

Programs obtained under contract should not be substantially different from those that would be provided by the sheriff's department or local correctional officials using their own staff. One of the most complete and detailed contracts for work release programs is the one developed by the Federal prison system. The Bureau of Prisons (1983) entered into a contract with Hope Village, Washington, D.C., to provide a work release program for individuals directly sentenced by the court to serve at Hope Village for one year or less. The project was developed by the Bureau to provide a distinctly punitive program but one that would have the advantage of keeping offenders em-

ployed and in contact with the local community during their period of incarceration. The program was to serve as an alternative to the typical prison camp to which these Federal inmates would normally be sentenced.

To ensure that the program serves as a significant punishment, the federal contract (Bureau of Prisons, 1982) calls for the City of Hope to exercise close supervision. The offenders are to remain within the building (an apartment in southeast Washington) unless at work or attending religious services or other official business. To leave the premises, they have to sign out and indicate their destination and the exact time of their return. Spot checks of the sign-out logs and with employers are required by the contract.

Inmates are required to have a full-time job and also to perform eight hours of community service each week. No furloughs or passes are permitted except in emergency situations. Each inmate is expected to pay a fee toward maintenance. The minimum fee is \$3.00 per day and can be as much as the \$34.43 per-day cost of the program to the Federal Government; the exact amount is based on the individual's salary. In addition, the inmate is required to make payments on any restitution or fines imposed by the judge at the time of his sentencing.

The \$34.43 cost per day for the program does not represent a large savings over other Federal prison alternatives. Estimates by the Bureau of Justice Statistics indicate that it costs \$13,000 a year or approximately \$35.00 a day, to maintain an inmate in a Federal facility. On the other hand, the Hope Village program avoids the problems involved in the construction and management of secure facilities. In addition, because the inmates in the

program are employed, they make a contribution to their maintenance. An evaluation of the program indicated that the average contribution was \$5.49 per day, or approximately 16% of the program's total cost.

In addition to this reduction in Federal costs, the community receives the benefit of eight hours of community service per week per inmate as well as the benefits of the taxes on the inmates' incomes. Because the inmates are employed, they are also able to make restitution payments and pay fines that the government might otherwise not be able to collect. Thus, the work release program offers considerable advantages to the community even though the daily costs are approximately the same as housing an inmate in a secure Federal institution.

An example of a contract facility at the local level is the Pioneer Cooperative Affiliation (PCA), which has been providing alcoholism treatment programs for more than 17 years. The organization developed and presented to King County (Seattle), Washington, an alternative program for a one-day jail sentence. Although the State of Washington has a mandatory two-day jail sentence for first-offender DWIs, one day's credit is normally given for detention incident to arrest and arraignment.

The program involves a charge to the county of \$19 per offender for the imprisonment portion of the 24-hour program. In addition, each offender is charged \$25 to cover the cost of alcohol assessment and education. The building used by the Pioneer Cooperative is a courtyard-type unit that houses 16 clients. The building had previously served as a Federal work release center and had already received community acceptance and proper zoning prior to housing the

DWI program.

The cost per day of this contract facility is fairly high, \$44 as compared to \$35 in a Federal prison and \$26 in the average county jail. A portion of this cost is due to the high level of counseling and diagnostic services provided. When these services are paid by the offender, the resulting cost to the community of \$19 is commensurate with the expense of maintaining an individual in an average county jail.

A survey supported by the LEAA (Kassebaum et al., 1978) of 119 organizations providing contract custodial and treatment services in five metropolitan areas found an average daily cost per offender for that time (10 years ago) of \$24.06 in residential facilities and \$13.56 in non-residential programs. An important factor in the cost was the capacity utilization. Most of the programs were operating below capacity; at full capacity, the "cost per bed" in the residential facilities would have averaged \$16.20. As shown in Figure 6-1, the capital outlays of these organizations were small when amortized as part of the daily cost.

#### **ADVANTAGES AND DISADVANTAGES OF CONTRACT FACILITIES**

The use of contract work release facilities offers a number of potential advantages to the local community:

1. There are generally no significant start-up expenses.
2. Because the private firm is responsible for providing the facility, the neighborhood acceptance for a work release program is avoided.
3. There is generally no need for an increase in county personnel.

4. Operating costs are clearly defined on a per-client basis.
5. The local government generally has greater flexibility in planning because it is not burdened with a facility that must be staffed and funded no matter how the flow of clients may change.
6. It is generally easier for correctional officials to obtain budget support and for government officials to appropriate funds on a pay-as-you-go, per-client basis than to come up with the large initial outlay required for procuring facilities.
7. Private contractors usually can accomplish program changes more quickly than a governmental agency.

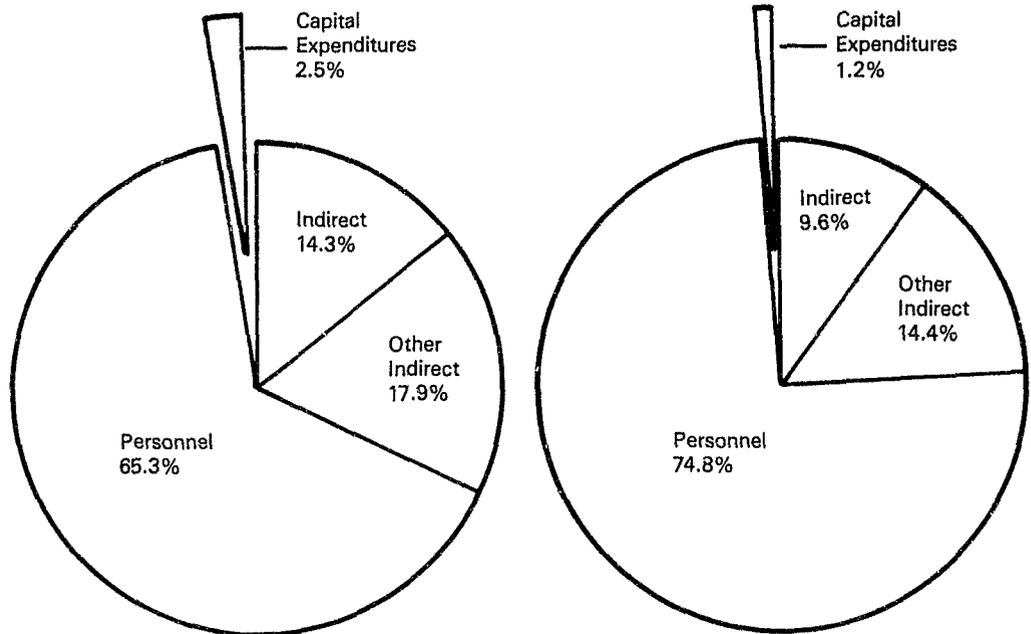
While contracting for work release programs has a number of attractions for local communities, there are some limitations in the extent to which this procedure can be used:

1. The use of contract facilities generally does not result in a significantly lower cost per offender. Private firms must meet expenses, including their investment in facilities. Therefore, the charges are likely to be at least as high as those for housing offenders in a similar government facility.
2. To date, private companies have only assumed supervision of low-risk offenders, generally in non-secure facilities. Whether contracting for the management of offenders requiring medium and high security will be successful has yet to be determined.

**Figure 6-1 Average Budget Shares for Contract Facilities in Five Metropolitan Areas**

Residential facilities:  
number surveyed - 23  
average total costs - \$156,143

Non-residential facilities:  
number surveyed - 46  
average total costs - \$194,882



Source of data: Kassebaum et al., *Contracting for Correctional Services in the Community*, Vol. 2, 1978.

3. While contracting for work release programs reduces the need for government personnel to manage the program, it does create the need for contract specialists who can write requests for proposals and monitor contracts once they have been awarded. Because local corrections officials remain ultimately responsible for ensuring that the contract facilities meet minimum

constitutional requirements, careful evaluation of contract programs is essential.

Overall, contracting for work release programs appears to be an effective way to rapidly obtain additional capability for managing low-risk offenders when the local jail becomes overcrowded. Contract facilities may be particularly adaptable to meeting the DWI incarceration problem: DWIs generally do not require secure facilities and, being

employed, can make substantial payments toward their maintenance. In many communities, it should be possible to contract for short-term, weekend, or 30- to-60 day work release programs in which the offenders make payments equal to the contractual cost of the program. Additional discussion on the use of offender payments is contained in Volume IV of this series.

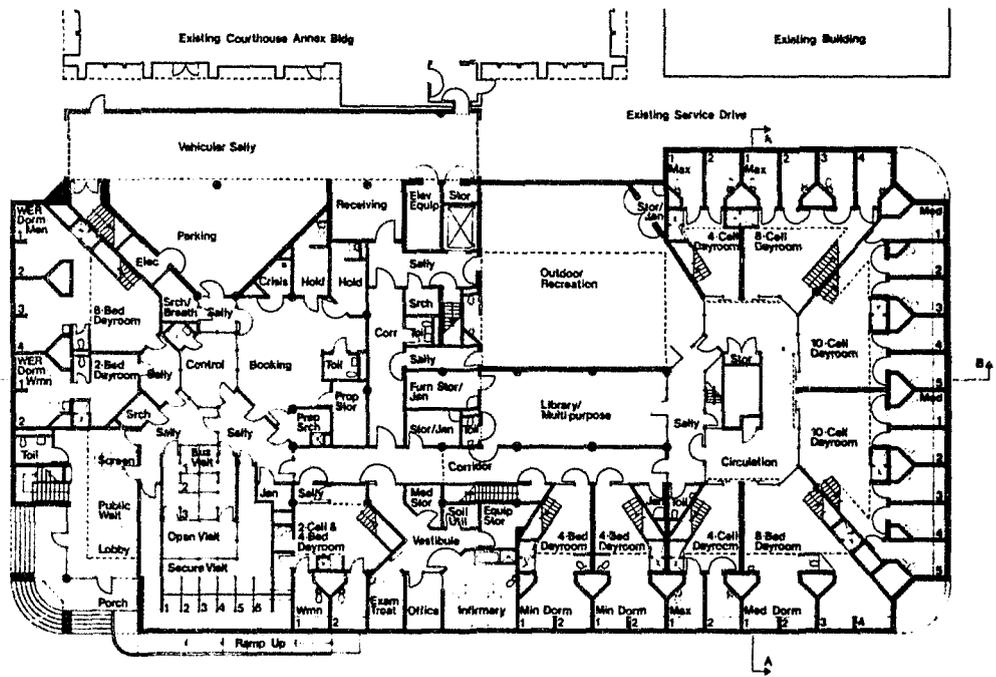
# Lewis County Jail Chehalis, Washington

## Lower Level Plan

**OWNER**  
LEWIS COUNTY

**ARCHITECT'S STATEMENT**

Classification and staffing efficiency in this 68-bed jail are achieved by arranging small housing pods around a staff station. The control room supports booking activities while maintaining the security of intake, public and circulation areas. Recessed, sloping windows prevent interaction between inmates and the public in this grade-level jail. The maintenance gallery on the roof houses duct work and utilities, and provides secure access into utility shafts, restricting contact between inmates and maintenance personnel.

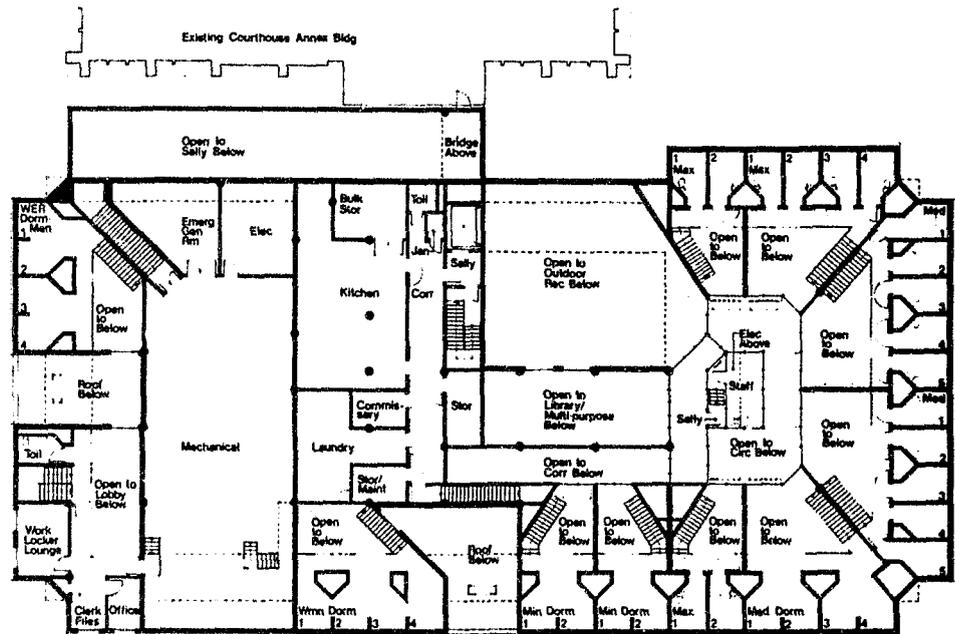


**Architect**  
The NBBJ Group  
Seattle, Wash.

## Upper Level Plan

**DATA**

- Site Area**  
30,392 square feet
- Area of Building**  
28,391 square feet
- Capacity**  
68 beds
- Cost of Construction**  
\$4,490,000 (estimated)
- Year Completed**  
1984 (projected)



# Section 7

## Comparison of Construction Costs

Figure 7-1 provides summary estimates of initial construction costs for the expansion options described in this volume. Because of the differences in cost from region to region and the wide variation in what is included in the estimates, it is difficult to provide definitive figures. Rather, the material in Figure 7-1 should be used to indicate the relative cost of the various approaches to expanding facilities for handling offenders. In any given community, the cost could vary significantly from the values shown. Nevertheless, the relationships between the various approaches are probably applicable to most communities.

The cost figures for prison construction at the top of Figure 7-1 are of limited significance to handling overcrowding at the community level due to the jailing of DWIs. These figures are presented primarily for comparison with the options for local construction.

The most expensive option for expanding local facilities is the construction of new jails. Based on the Carter-Goble study (1984), it appears that the difference in construction costs between using conventional and prefabricated facilities is about 25% in favor of conventional construction. Other considerations such as time of construction and efficiency of design and durability should control the ultimate decision regarding the construction method applied. Another factor that enters into the decision is the initial cost; some manufacturers of prefabricated modules have developed lease purchase plans that can lower the initial cost to the community. Overall, however, there are no shortcuts to good planning. Experience indicates that initial construction cost accounts for only 10% of total cost over a 30-year period. Therefore, the most efficient buildings will pay off in the long run.

New work release centers are significantly less expensive to build than secure facilities. In this case, modular construction may hold some cost advantage over conventional construction in certain areas because less expensive materials can be used in non-secure facilities. Conversion of existing structures may be the least costly approach where land costs are not excessive; the estimate in Figure 7-1 is based on fairly minimal changes to buildings such as motels that are already well-suited for residential use. Non-residential buildings such as warehouses or old office buildings would obviously require considerably more expense to adapt to residential use.

Not presented in Figure 7-1 are the facility costs of contracts for correc-

tional services. Because contracts usually involve rehabilitated structures, the costs should be about the same as those shown under "existing facilities." However, frequently there is no up-front cost to the local government because the private contractor purchases or leases the facility and adds the cost of this initial investment to the per-day charge to the locality. Depending on interest charges and other factors, the community may ultimately pay more for facilities procured under such a contract arrangement. Nevertheless, the ability to spread the initial expense over the life of the contract may pay in the end by making it possible to avoid the political problems involved in passing a bond issue to underwrite construction costs.

Figure 7-1— Comparative Costs of Different Construction Methods

Type	Date	Cost Per Bed (thousands of dollars)	
		Range	Average
1. New secure facility— Standard construction			
State Prisons			
High security*	1982	\$19-100	\$58
Medium security*	1982	12- 80	46
Low security*	1982	5- 57	26
Local Jails*	1983	11- 71	41
2. New secure facility— Modular construction**	1983	3- 28	21
3. New non-secure work release			
Conventional construction**	1983	10- 14	12
Modular construction**	1983	6- 8	7
4. Existing facilities—			
Renovation**	1983	3- 9	5

\*U.S. Department of Justice, Bureau of Justice Statistics, 1982

\*\*Carter-Goble Associates, Inc., 1983

# Clark County Law Enforcement Center Vancouver, Washington

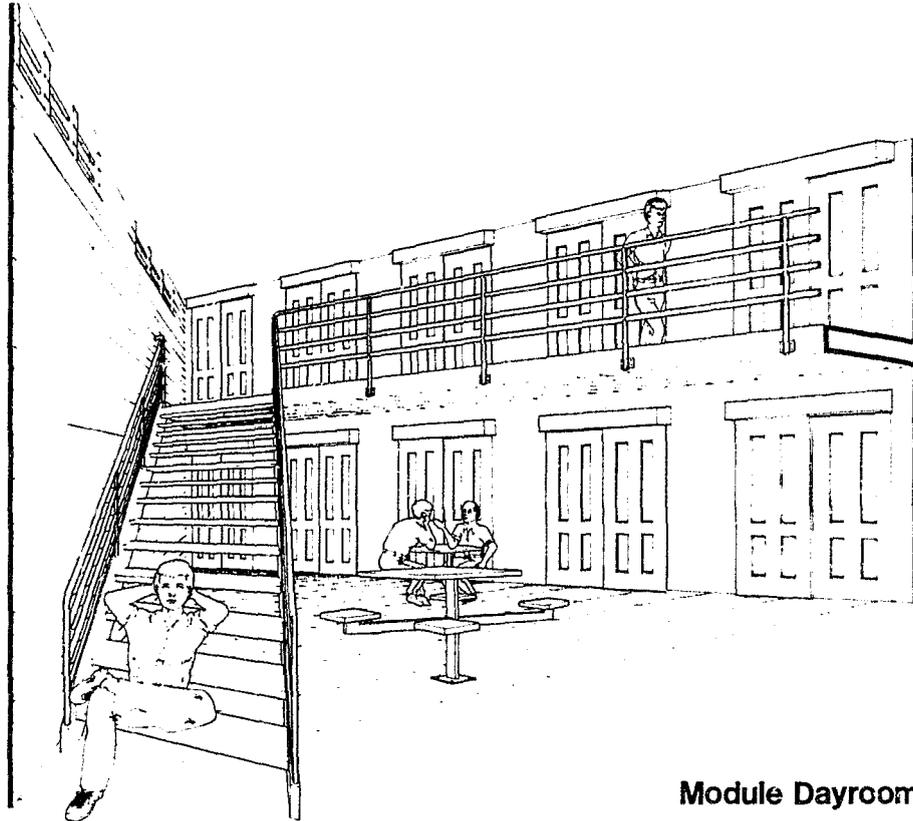
**OWNER**  
CLARK COUNTY SHERIFF'S  
DEPARTMENT

## **ARCHITECT'S STATEMENT**

Located in an urban area adjacent to an existing courthouse and jail complex, this multi-security-classification, lowrise jail, houses juveniles and adults of both sexes. The upper two levels contain 290 beds accommodating sentenced, presentenced and work-release inmates, and include the spaces necessary for adequate medical, counseling, education, visiting, exercise, administration, food service and intake facilities. The lower level contains the space required for the sheriff's law enforcement offices and allows for future expansion.

**Architect**  
Henningson, Durham &  
Richardson Inc.  
Seattle, Wash.

**Associate Architect**  
Nelson, Walla & Dolle & Co.,  
P.S.  
Vancouver, Wash.



**Module Dayroom**

## **DATA**

**Site Area**  
87,000 square feet

**Area of Building**  
125,000 square feet

**Capacity**  
290 beds

**Cost of Construction**  
\$12,680,000 (estimated)

**Year Completed**  
1983 (projected)



# West Calgary Detention Center

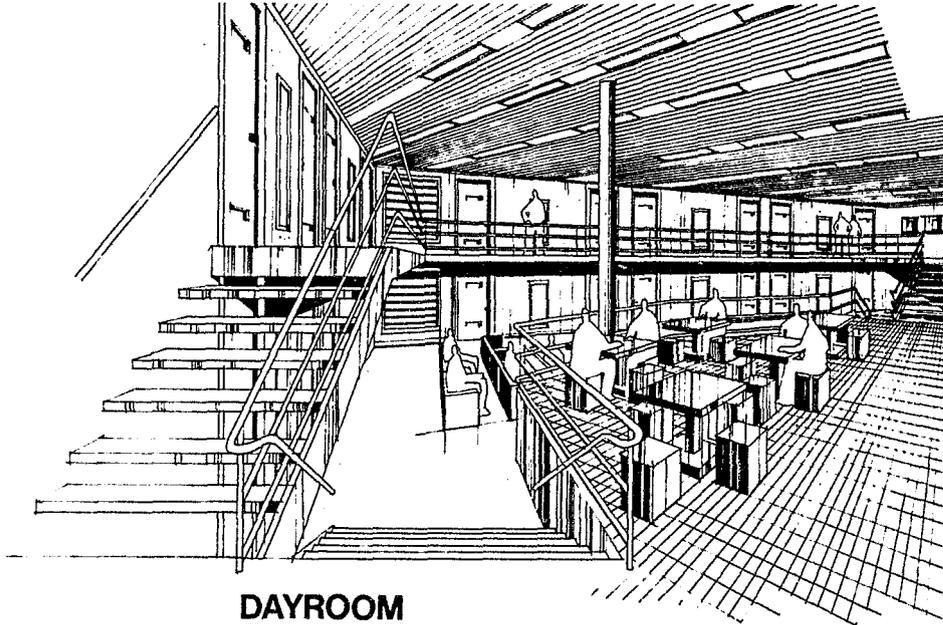
## Calgary, Alberta, Canada

**OWNER**  
ALBERTA PUBLIC WORKS,  
SUPPLY AND SERVICES

### ARCHITECT'S STATEMENT

This 340-man pre-sentencing detention facility is subdivided into units of 10 or 20 individual cells grouped in pods of four units each. Central support facilities are sized for a population of 580, allowing for future expansion with minimal disruption. Building operation and servicing is on a separate level, independent of inmate areas.

Great care was taken to provide maximum security while maintaining a pleasant and dignified environment for inmates, staff and visiting public.



**DAYROOM**

**Architect**  
Clark James Coupland  
Calgary, Alberta, Canada

### DATA

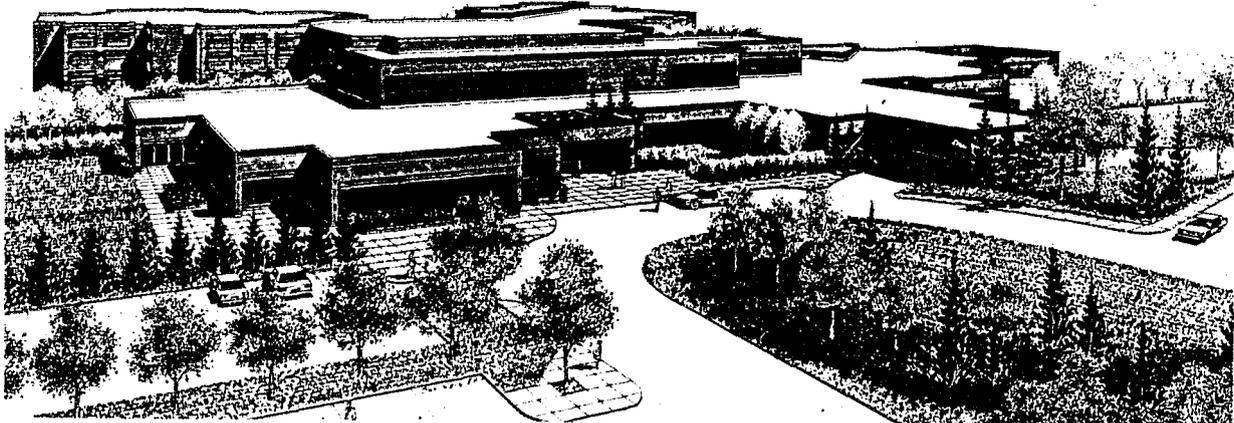
**Site Area**  
40 acres

**Area of Building**  
228,967 square feet

**Capacity**  
340 beds

**Cost of Construction**  
\$32,100,000 (Canadian,  
estimated)

**Year Completed**  
1986 (projected)



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