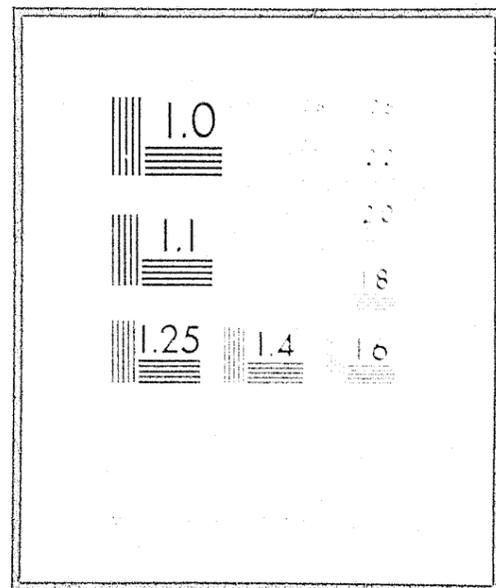


NCJRS

This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U.S. Department of Justice.

U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

2 1 77

J a s e p t e m b e r 1 9 7 7

CONVERSION TO SELECTIVE HOUSING IN THE CLARKE, WARREN, AND FREDERICK COUNTY JAILS;

A FEASIBILITY STUDY AND EVALUATION PROPOSAL

VIRGINIA DEPARTMENT OF CORRECTIONS

DIVISION OF ADMINISTRATION

BUREAU OF RESEARCH, REPORTING, & EVALUATION

AUGUST, 1976

REPORT no. 7621

36666 v. 2
9999

CONTENTS

1. Introduction	1
2. Theoretical Framework	10
3. Methodology	25
4. Results and Discussion	45
5. Conclusion	65

ACKNOWLEDGEMENTS

The principal researcher of the Feasibility Section of this report was Lin Corbin, Research Analyst. The principal evaluator was Jeffrey Schaffer, Evaluation Specialist. Any questions concerning the data contained in this report should be directed to the Bureau of Research, Reporting and Evaluation.

Thomas R. Foster, Director
Bureau of Research, Reporting
and Evaluation

TABLE OF CONTENTS

I.	Introduction	
II.	Feasibility of Converting to Selective Housing in Clarke, Warren, and Frederick County Jails.	
	A. Statement of the Problem	1
	B. Existing Facilities	4
	C. Statistics and Characteristics of the Target Population	5
	D. Alternative Solutions	13
	E. Study Recommendation	16
	F. Recommendations for Conversion	18
	G. Justification	19
	H. Selected Impacts of Implementing the Conversion Approach	21
	1. Transportation	21
	2. Personnel	21
	3. Temporary Housing	24
	4. Reimbursement	24
	5. Contractual Agreements	24
III.	Evaluation Proposal for Converting to Selective Housing in Clarke, Warren, and Frederick County Jails.	
	A. Purpose	27
	B. Evaluation Model	28
	C. Analytical Approach	29
	D. Descriptive Component	30
	E. Timetable	31
IV.	Tables Included:	
	Table I Commitments to Jails by Jail, by Race and Sex	10
	Table II Commitments by Locality Committed from by Locality, by Race, Sex, and Adult/Juvenile	10
	Table III Actual Population in Jails by Tried/-Awaiting Trial on the Last Day of July, September, November, January, March, and May, FY 76, by Jail, Male, Female, and Juvenile	11

Table IV	Adult Male Population in Clarke, Warren, and Frederick County Jails on 7/31/75, 9/30/75, 11/30/75, 1/31/76, 3/31/76, 5/30/76, by Tried/-Awaiting Trial, and Offense Category	12
Table V-A	Current Staff/Capacity Ratios: Clarke, Warren, and Fredrick County Jails	22
Table V-B	Recommended Staff/Capacity Ratios: Clarke, Warren, and Frederick County Jails	23
Table VI	Prisoner Maintenance Cost and Related Statistics for the Clarke, Warren, and Frederick County Jails, Fiscal Year 1974-1975.	25

INTRODUCTION

As in many other localities, the jails in Clarke, Warren, and Frederick Counties are experiencing severe overcrowding problems. Compounded by classification and housing regulations and the fact that these three counties comprise the only area of the state that is more than fifty miles from a juvenile detention center, this problem requires immediate remedies. There are, however, no funds readily available for new construction or additional personnel.

Within these constraints, the Bureau of Research, Reporting and Evaluation was asked to conduct a feasibility study to determine the best immediate solution to the problem. After reviewing potential alternatives, the goal of the study became ". . . to determine the feasibility of maximizing the use of existing jail facilities in Warren, Clarke, and Frederick Counties through selective housing in order to provide basic inmate needs, appropriate security for the facilities and the community, and to facilitate compliance with certain Virginia statutes and regulations and certain standards established by the Board of Corrections, specifically:

- A. Juveniles shall be housed separately from adults within the institution.
- B. Pre-trial detainees shall be housed separately from inmates who have been sentenced, whenever possible.
- C. Males shall be housed separately from females."

As such, the Feasibility Section of this study includes a review of existing facilities and the target population, an assessment of alternatives, study recommendations, and implications of implementing these recommendations.

In addition, the Bureau was asked to propose a method for evaluating the success or failure of the recommended system once implemented.

The Evaluation Section includes an evaluation model amenable to the proposed plan, an analytical approach and descriptive component, and a suggested timetable for the evaluation.

Feasibility of Converting to Selective Housing in
the Clarke, Warren, and Frederick County Jails.

"The Virginia State Board of Corrections is charged with responsibility for (1) establishing minimum standards for the local penal institutions in Virginia, and (2) promulgating rules and regulations to govern their operation."

- Foreward;
Rules and Regulations for the
Administration of Local Jails
and Lockups.

Guided by statutes of the Code of Virginia and recommendations of the National Clearinghouse on Criminal Justice Architecture, the Virginia Board of Corrections has included standards for prisoner housing in its Rules and Regulations for the Administration of Local Jails and Lockups. Among these are:

- A. Juveniles shall be housed separately from adults within the institution.
- B. Pre-trial detainees shall be housed separately from inmates who have been sentenced, whenever possible.
- C. Males shall be housed separately from females.

There are several others but these are mentioned specifically as they are the ones receiving the highest priority, particularly in the case of A and C above, which are mandatory. As such, they pose the greatest problems to local jail administrators - problems insofar as most of Virginia's jails were not designed to allow for the physical separation of such types of inmates within the same jail.

Compounding this situation is the serious overcrowding that exists on the local jail level.

The local criminal justice planners and state agencies are fully aware of the nature of the dilemma as evidenced by the fol-

lowing:

¹" . . . local jails may not be near their total capacities but cannot receive additional prisoners. This is due to juveniles and females taking up whole cell blocks since they are required by law to be separated by sight and sound from adult (male) prisoners. One cell block each must be devoted to male juveniles, female juveniles, and adult females when they are confined to a local jail."

and:

²"Juveniles and women incarcerated in the system helped to create the overcrowded conditions. In a number of jails it is necessary to tie up a complete cell block in order to house one or two female inmates or juveniles, some for extended periods. Often these cell blocks were those built to house six or seven inmates."

One of the areas hardest hit by these implications of the law is the northernmost sector of Planning District #7, specifically Clarke, Warren, and Frederick Counties. The reason for the particular concern is that these three counties comprise the only area of the state that is further than fifty miles from a state operated juvenile detention center. As such, juvenile detentions pose housing problems in this area more so than in most other areas of the state. Again, citing the Planning District #7 1977 Criminal Justice Plan:

"A lack of detention and treatment facilities in the district leads at times to the practice of detaining juveniles in local jails. . . . When youths are required to be detained, the

¹1977 Criminal Justice Plan, Lord Fairfax Planning District Commission.

²Reporting of the Advisory Task Force to Study Local Jails for the Virginia State Crime Commission.

distance to existing juvenile detention homes in other areas prohibits their use in preference to local jails."

The nature and extent of the problem can better be seen by an understanding of existing facilities and characteristics of the inmate population.

EXISTING FACILITIES

The smallest of the three jails, the Clarke County facility, is located in the County Courthouse complex in Berryville, Virginia. The jail has a rated capacity of nine and a bed capacity of twelve. Specifically, there is one cell block of three cells and one of four cells on the first floor, and a block of five cells on the second floor. According to the Compensation Board, the jail staff currently includes one part-time matron and four full-time jailers.

The Warren County jail is also part of the County Courthouse complex, located in Front Royal, Virginia. The jail has a rated capacity of 32, with four cell blocks of four cells on the first floor and an identical floor-plan on the second floor, including a sick room on each level and a television room on the second floor. Personnel include one dispatcher-matron, one secretary-matron, and five jailers.

The Frederick County-Winchester City jail, located in Winchester, has a rated capacity of twenty, with 24 cells. Utilizing double-bunking, the jail has a bed capacity of 48. There are two cell blocks of four cells each on both levels, yielding 16 cells, and also two sets of two isolated cells on each level. There is a black-topped, fenced area for outdoor recreation adjoining the jail in the rear. Personnel include one dispatcher-matron, one clerk-matron and one cook-matron, and ten jailers.

STATISTICS AND CHARACTERISTICS OF TARGET POPULATION

For Planning District #7 as a whole, the crime rate increased by 44% between 1974 and 1975. This large increase is due, in part, to a greatly expanded reporting system (such as increased participation in the Uniform Crime Report). According to the 1977 Criminal Justice Plan for the district, the increase can be broken down as follows:

³"Person, or violent crimes, which are the offenses of murder and non-negligent manslaughter, forcible rape, robbery and aggravated assault had a crime rate increase between 1973 and 1975 of 1.2 to 1.8 per 1,000 people, or 50 percent. The crime rate increase . . . was the same as the 50 percent increase in the volume of crime. The violent crime rate per 1,000 people increased from 1.2 in 1973 to 2.0 in 1974. The 50 percent increase from 1973 to 1975 was less than the 67 percent rise between 1973 and 1974."

"Property crimes, consisting of burglaries, breaking or enterings, larcenies, thefts, and auto thefts increased from 15.0 per 1,000 in 1973 to 25.1 in 1974 and 37.2 in 1975. This is a 146 percent increase over the three years as shown."

"Of the District crimes cleared, 193, or 18 percent, involved

³1977 Criminal Justice Plan, Lord Fairfax Planning District Commission.

juveniles."

As further evidence of the problems of the three counties being considered specifically, the 1977 plan points out that, based on populations, the highest crime rates in 1975 were in the City of Winchester, the Towns of Front Royal and Luray (Front Royal is in Warren County), and Warren, Clarke, and Frederick Counties.

How these crime statistics affect the local jail population can be seen in Table I, "Commitments to Jails, By Jail, By Race and Sex" comparing FY 1975 figures to FY 1976. The Clarke and Warren Jail commitments show fairly consistent increases; of the Frederick County commitments, only the non-white male categories showed an increase, the other categories declined in number from FY 1975 to FY 1976.

More significant, however, is Table II, which shows commitments by locality committed from. This is important for two reasons. First, it allows a breakout of those commitments which are the responsibility of the city of Winchester (these are included in Table I within the Frederick County Jail commitments). And secondly, it breaks out juveniles from the adult population. From this, one can calculate the average number of commitments per month from all three counties and the City of Winchester for each category.

As race is not important for the purpose of this report, the table has been collapsed to show average number of commitments per month by Adult/Juvenile, and Sex.

As such, the average number of commitments per month are:

	<u>ADULTS</u>		<u>JUVENILES</u>	
	Male	Female	Male	Female
FY 1974	204.33	10.42	9.50	.8
FY 1975	216.16	8.67	10.16	2.5

In addition to average number of commitments per month, it was felt that some idea of the actual population on any given day would benefit the study. A sample was done of actual populations in the jails at various points throughout FY 1976 (July, 1975 through June, 1976). Table III shows the results of the sample.

The populations were analyzed on the last day of alternating months throughout the year. In addition to Male, Female, and Juvenile, the population was separated into Tried and Awaiting Trial categories, in order to ascertain the impact of the regulation that pre-trial detainees be separated from inmates who have been sentenced, whenever possible.

The tried population on the six days sampled ranged from a low of 26 to a high of 46; the population awaiting trial ranged from 22 to 37.

The six-day sample also suggests interesting disparities among the number of women, juveniles, and males, as does the commitment data when broken out by average number of commitments per month. More specifically, in both instances the number of women and juveniles is considerably lower than the number of males.

Because of this, it was decided to break-out the male inmate population further. Table IV shows the results. Using the same six sample days, the male inmate population was broken down by Jail, by Tried and Awaiting Trial, and by Type of Offense.

As would be expected, the range of the Tried and Awaiting Trial male population closely resembles that of the general inmate population, since males are the majority category. On those

days sampled, the tried population ranged from 26 to 45, while the population Awaiting Trial ranged from 20 to 32.

COMMITMENTS TO JAILS
BY JAIL, BY RACE AND SEX

TABLE I

		WHITE			NON-WHITE			TOTAL
		MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	
Clarke	FY 1975	309	10	319	60	2	62	381
	FY 1976	351	9	360	77	2	79	439
Frederick	FY 1975	1430	83	1513	117	5	122	1635
	FY 1976	1360	74	1434	144	5	149	1583
Warren	FY 1975	569	31	600	69	11	80	680
	FY 1976	712	39	751	92	5	97	848

COMMITMENTS BY LOCALITY COMMITTED FROM
BY LOCALITY, BY RACE, SEX AND ADULT/JUVENILE

TABLE II

		WHITE				NON-WHITE				TOTAL
		ADULTS		JUVENILES		ADULTS		JUVENILES		
		MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	
Clarke	FY 1975	299	11	13	1	63	3	0	0	390
	FY 1976	332	7	19	1	70	2	6	0	437
Frederick	FY 1975	627	30	32	4	38	0	1	0	732
	FY 1976	474	27	30	15	29	1	1	0	577
Warren	FY 1975	540	30	36	1	65	11	6	0	689
	FY 1976	696	29	20	11	87	4	7	1	855
Winchester	FY 1975	745	37	26	4	75	3	0	0	890
	FY 1976	808	30	39	2	98	4	0	0	981
TOTAL	FY 1975	2211	108	107	10	241	17	7	0	2701
	FY 1976	2310	93	108	29	284	11	14	1	2850

TABLE III

ACTUAL POPULATION IN JAILS BY TRIED/AWAITING TRIAL ON THE LAST DAY OF
JULY, SEPTEMBER, NOVEMBER, JANUARY, MARCH, AND MAY, FY 76, BY JAIL, MALE, FEMALE AND JUVENILE

JAIL	TRIED						AWAITING TRIAL					
	7/31	1975 9/30	11/30	1/31	1976 3/31	5/31	7/31	1975 9/30	11/30	1/31	1976 3/31	5/31
<u>Clarke</u>												
MALES	4	3	3	4	2	7	3	3	3	4	7	1
FEMALES	0	0	0	0	0	0	0	0	0	0	0	0
JUVENILES	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL:	4	3	3	4	2	7	3	3	3	4	7	1
<u>FREDERICK</u>												
MALES	32	26	14	32	32	29	15	17	9	20	12	13
FEMALES	0	0	0	0	0	0	1	1	0	0	0	0
JUVENILES	0	0	0	1	0	0	0	1	0	0	3	0
TOTAL:	32	26	14	33	32	29	16	19	9	20	15	13
<u>WARREN</u>												
MALES	3	5	9	9	11	9	14	11	8	7	13	15
FEMALES	1	0	0	0	0	0	1	0	0	1	0	1
JUVENILES	0	1	0	0	0	1	0	1	2	3	2	1
TOTAL:	4	6	9	9	11	10	15	12	10	11	15	17
TOTAL:	40	35	26	46	45	45	34	34	22	35	37	31

TABLE IV

ADULT MALE POPULATION IN CLARKE, WARREN, AND FREDERICK COUNTY JAILS
 On 7/31/75, 9/30/75, 11/30/75, 1/31/76, 3/31/76, 5/30/76, By
 TRIED/AWAITING TRIAL, AND OFFENSE CATEGORY

	FELONS											
	TRIED						AWAITING TRIAL					
	7/31	1975 9/30	11/30	1/31	1976 3/31	5/31	7/31	1975 9/30	11/30	1/31	1976 3/31	5/31
CLARKE	3	2	2	2	1	7	3	3	2	2	6	1
WARREN	2	3	6	7	9	9	12	9	6	7	11	14
FREDERICK	12	11	2	15	19	17	7	10	8	19	12	11
<u>TOTAL:</u>	17	16	10	24	29	33	22	22	16	28	29	26
	MISDEMEANANTS											
CLARKE	1	1	0	2	1	0	0	0	0	2	1	0
WARREN	1	2	3	2	2	0	2	2	2	0	2	1
FREDERICK	8	10	9	12	13	12	6	6	1	1	0	2
<u>TOTAL:</u>	10	13	12	16	16	12	8	8	3	3	3	3
	ORDINANCE OFFENDERS											
CLARKE	0	0	1	0	0	0	0	0	1	0	0	0
WARREN	0	0	0	0	0	0	0	0	0	0	0	0
FREDERICK	12	5	3	5	0	0	2	1	0	0	0	0
<u>TOTAL:</u>	12	5	4	5	0	0	2	1	1	0	0	0
<u>TOTAL:</u>	39	34	26	45	45	45	32	31	20	31	32	29

ALTERNATIVE SOLUTIONS

There are many solutions offered to resolve the problem of jail overcrowding in this and in other areas of the state.

Obviously one solution is for the Department of Corrections to pick up out of the jails all "state" prisoners, that is, those serving sentence for state misdemeanors or felonies and charged to the Department of Corrections for the cost of prisoner maintenance. This is certainly a highly desired goal by both the localities and the Department, as these prisoners represent problems not only concerning simple overcrowding, but also the compounded problems of security and legal requirements for housing. But severe overcrowding in state institutions makes this a moot point as an immediate solution to this problem.

Another solution offered is to build new, larger jails or to build regional jails to service a given area. There has been much discussion over the advantages and disadvantages of regionalization of the jail system.

Until a decision is reached on the long-term plan for Virginia's jails, either to regionalize or continue the system as is, construction based on one direction or the other is at a standstill. In addition, prevailing economic conditions restrict new jail construction. It becomes clear that new construction cannot be counted on to solve the overcrowded conditions in Virginia's jails within the near future.

In the Clarke, Warren, and Frederick County area, juvenile detention is a particular problem. Consultants in the Division of Youth Services, Virginia Department of Corrections, offered several solutions to the lack of access to a detention center.

One suggestion was to convert an existing jail facility into a regional juvenile facility. This was the least costly of the recommendations. Unfortunately, this would not allow enough jail space to house the remaining adult inmates from the three counties concerned. This suggestion might be more feasible if the other two counties in the Planning District, Page and Shenandoah, were brought into consideration. However, given the three counties specified for this study, this recommendation would not allow adequate housing for all of the population.

The second recommendation was to build a regional juvenile facility for the area. While certainly needed in the state-wide scheme of juvenile detention facilities, the cost of new construction, as in the case of adult facilities discussed above, is prohibitive at this time. The approximate cost of a less secure residential facility would be \$75,000 divided between the locality and the Department of Corrections. This was recommended also in the Criminal Justice Plan for the District in both the 1976 and 1977 Plans, and the locality determined it to be too costly an undertaking.

Another recommendation was to maximize the use of emergency shelter care, whereby certain families in the area are paid by Title 20 funds to house certain juveniles classified as requiring less secure detention. However, this is an answer to only

a very small minority of those juveniles requiring housing according to Mr. Douglas Tucker, Director of the Court Service Unit, 26th Judicial District, and is currently being used as often as possible.

The final recommendation from the Division of Youth Services was to establish a transportation network that would serve to transport juveniles arrested in Clarke, Warren, and Frederick Counties to existing detention facilities, return them for court, and retrun sentenced juveniles to the detention facility. There is currently one Transportation Officer, funded by Title 20 funds, for the Division of Youth Services region that encompasses Clarke, Warren, and Frederick Counties, but that officer is being utilized elsewhere in the region.

The above four recommendations dealt solely with the juvenile detention problem.

STUDY RECOMMENDATION

The final solution to the overall situation is to convert to specialized housing in existing facilities. This means that one jail will be designated for each group that requires separation by "sight and sound", guaranteeing that legal mandates and optimum housing conditions are met. This would require minimal expenditures in excess of current costs to operate the jails and minor personnel changes.

MISSION:

In meeting the needs of the inmates of the Clarke, Warren, and Frederick County jails, a plan of action is necessary which incorporates immediate alternatives that satisfy classification statutes and regulations as well as utilize existing budgeted funds in providing these additional conditions.

GOAL:

To determine the feasibility of maximizing the use of existing jail facilities in Warren, Clarke, and Frederick Counties through selective housing in order to provide basic inmate needs, appropriate security for the facilities and the community, and to facilitate compliance with certain Virginia statutes and regulations and certain standards established by the Board of Corrections, specifically:

- A. Juveniles shall be housed separately from adults within the institution.

- B. Pre-trial detainees shall be housed separately from inmates who have been sentenced, whenever possible.
- C. Males shall be housed separately from females.

OBJECTIVES:

1. To determine the most effective method of selective housing possible, given the nature of the existing facilities and target population characteristics.
2. To accomplish the goal of this effort utilizing re-allocations of existing funds.

RECOMMENDATIONS FOR CONVERSION

Given the population characteristics and the physical layout of the three jails, the following is suggested as the best utilization of space to accomplish the classification deemed necessary:

- A. All women and all juveniles will be transferred, upon arrest and completion of intake processing, to the Clarke County Jail, and returned there to serve local sentences or await transfer to a state institution.
- B. All adult male pre-trial detainees will be transferred, upon arrest and completion of intake processing, to the Warren County Jail.
- C. All tried adult males, following sentencing, will be housed in the Frederick County Jail, either to serve local sentences or await transfer to a state institution.

JUSTIFICATION

A. The Clarke County jail is comprised of three cell blocks, one each having three, four and five cells, and separated by sight and sound from each other (the five-cell block is on the second level, the three and four-cell blocks, on the first). From Table II it can be seen that total commitments for FY 75 included 104 adult females, 122 male juveniles, and 30 female juveniles. Converted to average commitments per month, it yields 8.67 adult females, 10.17 male juveniles, and 1.5 female juveniles.

On the six days sampled for Table III, the largest adult female population confined in all three jails was two; juveniles, male and female combined, did not exceed five on any given sampled day. Allowing for increased numbers on weekends as juveniles are often sentenced to weekend sentences, it is suggested that, as conditions permit:

1. The four-cell block be reserved for adult females;
2. The three-cell block, for juvenile females;
3. And the five-cell block, for juvenile males.

B. The Warren County Jail is comprised of eight four-cell blocks. Of the six days sampled, as seen in Table IV, the population awaiting trial did not exceed 32, although it did reach that count twice. The turnover among this population is

fairly regular, however, as the status depends on the rapidity with which the courts can handle cases. One would expect, therefore, that the population in the facility will fluctuate more than will Clarke and Frederick jail populations.

C. The tried population of adult males will be housed in the Frederick County facility, which has a bed capacity of 44. Again, on the six days sampled, this population reached 45 on two occasions. Turnover will be a big factor here as a tried population will turn over much more slowly than with a population awaiting trial. It can be expected, however, that, in order to judge the success or failure of this conversion approach, the Department of Corrections must keep a close watch on the population awaiting transfer out of the Frederick County Jail and into the state system. When this situation reaches critical levels in the Frederick County facility, the Department must make a special effort to pick up some state prisoners to relieve the problem.

SELECTED IMPACTS OF
IMPLEMENTING THE CONVERSION APPROACH

1. TRANSPORTATION

It is reasonable to assume that the arresting county jail will bear the responsibility for transporting the prisoner to the designated jail upon arrest. The three counties should determine, with the assistance of the Chief of the Community Facilities Section of the Community Services Group, Department of Corrections, arrangements for the following:

1. Responsibility for inmate transportation from jail to court, and either back to that jail, or to Frederick County Jail to serve sentence;
2. Responsibility, especially for juveniles, for those serving weekend sentences, to get from locality of residence (or of local jail) to locality designated for serving sentence. For example, if a juvenile from Warren County is given a weekend sentence, whose responsibility is it to get him/her from Warren to the Clarke County Jail and back--the juvenile, Warren County authorities, or Clarke County authorities.

2. PERSONNEL

There are certain personnel changes required by conversion to this system. Table I reflects the current personnel situation.

TABLE V-A

STAFF/CAPACITY RATIOS

Clarke, Warren, and Frederick County Jails

	<u>Clarke County</u>	<u>Warren County</u>	<u>Frederick County</u>
Bed Capacity	9	32	44
Number of Jailers	4	5	10
Number of Matrons	1 (Part-Time)	2	3
Ratios: Jailers/Capacity	1: 2.2	1: 6.4	1: 4.4
Matrons/Capacity	1:18.0	1:16.0	1:14.0

With the recommended conversion, Clarke County will require full-time, permanent matrons, in addition to jailers. Of the four jailers currently employed in the Clarke County facility, there should be one on duty in the jail during each shift, as well as one matron per shift.

To achieve this, the one remaining jailer position will have to be reallocated to a matron position, the part-time matron position retained, and one matron each from Warren and Frederick Counties' Jails will have to be reallocated to Clarke County. This would still leave sufficient matrons in Warren and Frederick to handle any women arrested in those localities (one in Warren, two in Frederick).

TABLE V-B

This table shows the ratio of staff to capacity based on the

revised staffing recommended above.

RECOMMENDED STAFF/CAPACITY RATIOS

	<u>Clarke County</u>	<u>Warren County</u>	<u>Frederick County</u>
Bed Capacity	9	32	44
Number of Jailers	3	5	10
Number of Matrons	3 Full-Time 1 Part-Time	1	2
Ratios: Jailers/Capacity	1:3.0	1: 6.4	1: 4.4
Matrons/Capacity	1:2.5	1:32.0	1:14.0

The great variation between the matron/capacity relationship in Clarke County as opposed to Warren and Frederick Counties is, of course, due to the fact that under this system women would be housed solely in Clarke County. The matrons remaining in the other two facilities will be maintained for two reasons: they serve dual functions (eg. dispatcher-matrons); and in order to handle women arrested and awaiting transfer.

The jailers are recommended on all shifts in the Clarke County facility because of the older juvenile males which will be housed there.

Not a change in personnel, but certainly an effect on existing personnel, is the possibility that this system may increase slightly the amount of time spent on the road transporting inmates.

3. TEMPORARY HOUSING

Some allowances will have to be made for women, juveniles, and male in the jails of arresting counties until they can be transported to the designated facility.

Frederick County has two separated isolation cells on the first level which would serve this purpose, and the Warren County facility has two sick rooms and a television room which could be utilized if necessary. The Clarke County Jail is the only one which does not have a separate cell that is readily assessable. Some shifting of inmates might be necessitated at times, if adult males arrested could not be transported readily.

4. REIMBURSEMENT

Inmate maintenance costs will be borne by the arresting county. A schedule of reimbursement will be necessary.

Table VI shows maintenance costs for each of the three facilities for fiscal 1975. The average cost per inmate per day was highest in Clarke County at \$4.57; Frederick County and Warren County were very close in costs, with \$3.33 and \$3.05, respectively. Because women and juveniles will be housed in Clarke County, this should not noticeably increase the maintenance costs incurred by each locality.

5. CONTRACTUAL AGREEMENTS

The localities or the courts may wish to stipulate some of the above provisions in a contractual agreement, to be signed by each county sheriff and/or administrator or judge.

TABLE VI

PRISONER MAINTENANCE COSTS AND RELATED STATISTICS
FOR THE CLARKE, WARREN, AND FREDERICK COUNTY JAILS
Fiscal Year 1974 - 1975

	<u>Clarke</u>	<u>Frederick</u>	<u>Warren</u>
Rated Capacity	9	20	32
Bed Space	12	48	32
Total Annual Expenditures	\$16,293.85	\$50,001.21	\$24,518.86
Total Annual Prisoner Days	3,568	15,031	8,035
Average Number of Prisoners Per Day	9.8	41.2	22.0
Average Daily Cost to Operate Facility	44.64	136.99	67.17
Average Cost Per Inmate Per Day	4.57	3.33	3.05
Per Diem:	↓	↓	↓
Food	3.66	1.69	1.90
Other	.91	1.64	1.15
Total	4.57	3.33	3.05
Prisoner Days:			
State	3,298	10,686	6,842
Other	270	4,345	1,193
Total	3,568	15,031	8,035

	<u>Clarke</u>	<u>Frederick</u>	<u>Warren</u>
Cost of Medical Supplies Per Year	\$274.31	\$3,256.64	746.69
Cost of Medical Services Per Year	\$156.00	\$4,792.82	\$1,674.06
Physician/Paramedics Fees & Salaries Per Year	0	\$3,000.00	\$1,650.00

Evaluation Proposal for Converting to Selective
Housing in the Clarke, Warren, and Frederick
County Jails.

PURPOSE

The Bureau of Research, Reporting and Evaluation was assigned the two-fold task of developing a feasibility study for selective housing at the Clarke, Warren, and Frederick County Jails and to evaluate the system.

This proposal will outline recommended evaluative procedures in order to determine whether or not the goals and objectives of the selective housing plan have been achieved.

The Evaluation Unit within the Bureau of Research, Reporting and Evaluation has recently designed a Short Term Evaluation Model and is currently experimenting with a Data Collection format. In the opinion of this evaluator, the selective housing project particularly lends itself to the short term evaluation model.

Recommendation 1: That the Short Term Evaluation Model designed by the Bureau of Research, Reporting and Evaluation be used to evaluate this program.

EVALUATION MODEL

Short term evaluations are designed to be limited, decision and problem oriented assessments of programs that give the administrator information to determine whether programs are functioning properly or are in need of assistance. Data are collected systematically, highlighted in the evaluation report, and presented in a consistent format to facilitate further analysis if needed. Short term evaluations will provide useful and rapid assessments of correctional programs.

Short term evaluation objectives are designed to be of use to decision makers facing the following problems:

1. whether to continue, modify, or terminate a particular program; and
2. whether additional assistance should be provided to a particular program, and if so, what type of assistance.

ANALYTICAL APPROACH

The short term evaluation methodology is largely built around ten analytical criteria. However, descriptive data are also considered, since such characteristics as the age of a program will affect the interpretation of the analytical criteria.

The evaluator's subjective assessment, including impressions and observations made on site, also assist in the interpretation of more quantitative data.

Ten analytical criteria, five quantitative and five qualitative, were selected as the major program performance measures. The quantitative measures are:

1. program cost;
2. ratio of actual to planned budget;
3. staff-client rate;
4. staff turnover rate;
5. achievement of objectives - efficiency.

The qualitative criteria included are:

1. achievement of objectives - effectiveness;
2. level of services provided to clients;
3. scope of record keeping systems;
4. quality of records;
5. validity of reported data.

Recommendation 2: All criteria must be specifically defined and capable of independent verification in order to facilitate the evaluation.

In this particular program, emphasis must be placed upon an analysis of the five quantitative criteria since the ability of the program to operate, rather than goal attainment, will determine continuation of the selective housing program.

DESCRIPTIVE COMPONENT

Descriptive information about the program should be summarized under four categories:

1. background (e.g., program name, location, director, number of facilities, capacity and date of first client servicing.);
2. funding (e.g., Federal funds, State funds, total funds and amount spent.);
3. clients (e.g., number currently in program, client characteristics and client loads.);
4. staff (e.g., authorized and filled positions and person-years of effort.)

A subjective assessment should be included in this study.

The evaluator's impressions and observations are presented for the following areas of interest: facility, director, staff, inputs, outputs, services, financial procedures and records, client records, validity of reported data, effects on other programs, adequacy of resources, utilization of resources, assistance needs and recommendations. Comments will be brief and focus on providing a concise assessment and identifying specific problems.

TIMETABLE

The selective housing project must have sufficient time before it is evaluated in order for the staff to obtain acceptable levels of operational proficiency and to smooth out the initial "bugs." However, a program unable to meet its goals and objectives should not be permitted to operate into the far, distant future. A six month period, from the implementation date, should be sufficient time before the short term evaluation.

Recommendation 3: That, after six months has elapsed, beginning from the date of initial operation, the selective housing program be evaluated.

The Bureau of Research, Reporting and Evaluation will lend any assistance concerning the Short Term Evaluation Model and will advise in the use of its Data Collection format.