

MICROFILM

# COMPARATIVE COSTS OF STATE AND LOCAL FACILITIES

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CORRECTIONAL ECONOMICS CENTER  
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AMERICAN BAR ASSOCIATION



COMMISSION ON CORRECTIONAL FACILITIES & SERVICES



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COMPARATIVE COST ANALYSIS  
of  
CONSOLIDATED CORRECTIONAL PROGRAMS  
in  
MIDDLESEX COUNTY, MASSACHUSETTS

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- Part I:* Current Operating Costs for the  
Billerica House of Corrections
- Part II:* Future Operating Costs for the  
Billerica House of Corrections

Submitted by the CORRECTIONAL ECONOMICS CENTER  
pursuant to a contract with the Commonwealth of  
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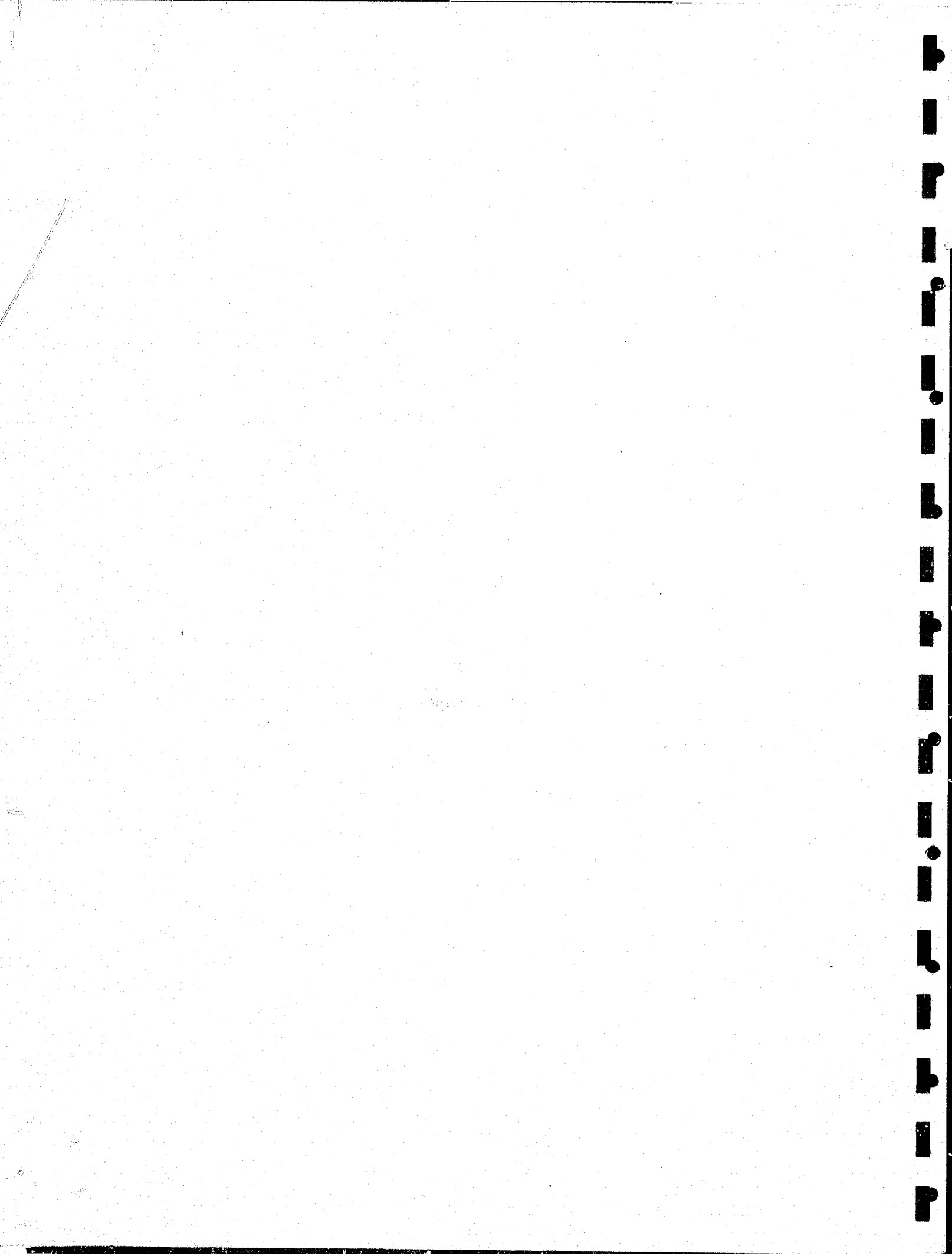
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### *Related Documents*

- B-1      Project Chronology
- B-2      Work Plan
- B-3      Correctional Economics Center Organizational Capabilities
- B-4      Progress Report, September 5, 1975

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## EXECUTIVE SUMMARY

This study compares the costs of a county-operated House of Corrections to the costs of an institution run by the Massachusetts Department of Corrections. The numerical estimates for both the county and the State represent a more complete accounting of true costs than had heretofore been available.

Total county costs -- \$2.7 million -- exceed the published, approved budget by 28% primarily due to the inclusion of jail-funded staff actually working at BHC, federally-funded programs, staff fringe benefits, and general and administrative overhead. These costs appear in other accounts and are not ordinarily associated with BHC operations.

The State would pay approximately \$2.1 million annually to operate Billerica as a medium-security, community corrections facility with a lower population (150).

The average daily per capita costs appear to be higher under State (\$38.33) than county operation (\$32.69). Nevertheless, direct personnel services remain approximately the same at \$22 per inmate day.

The tax burden to the county (or opportunities foregone) would be altered with state assumption:

- DOC costs are spread throughout the State's population; whereas, the entire \$2.7 million burden is borne by

Middlesex County.

- Much of the County revenue now used to support BHC (taxes and federal revenue sharing funds) would be available for other purposes.

This study estimates the magnitude of the costs and describes benefit considerations relevant to decisions by both county and State officials. Such considerations go beyond simple cost-benefit analysis to the distribution of costs and benefits. The county resident as taxpayer may gain, while the county resident as employee may not. The purpose of this report is not recommendation, but illumination. Each party needs to assess priorities, foregone alternatives and relative costs and benefits. Only then can informed decision-making take place.



## INTRODUCTION

Fragmentation is probably the most notable managerial feature of correctional operations throughout the United States. While departments of corrections at the state level had responsibility for over 180,000 offenders on December 31, 1973,<sup>1/</sup> almost the same number<sup>2/</sup> were held at the local level in city or county jails. Many offenders are under probation supervision by the judicial or executive branches of state, county or local governments. This scattering of responsibility and its negative consequences have been well documented and condemned for years by study commissions, criminal justice professionals, elected officials, and others. For example, the National Advisory Commission on Criminal Justice Standards and Goals made extensive recommendations on the need for a unified approach to the administration of correctional facilities and programs, comprehensive planning and better coordination between programs.<sup>3/</sup> Yet, attempts to better integrate the delivery of correctional services have been undertaken only recently.

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<sup>1/</sup> U. S. Department of Justice, "Prisoners in State and Federal Institutions", Law Enforcement Assistance Administration, p. 12.

<sup>2/</sup> U. S. Department of Justice, Law Enforcement Assistance Administration, Local Jails.

<sup>3/</sup> National Advisory Commission on Criminal Justice Standards and Goals, Corrections Report.

Some states now have standards for operation of city and county facilities developed cooperatively with local officials; local work release or half-way house programs increasingly are being used by releasees from state institutions; city-county or regional facilities are seen more frequently as a way of sharing the cost burden of incarceration; and, a few jurisdictions (such as Connecticut, Rhode Island and Delaware) have assumed complete program and financial responsibility for local jails.

There may be many administrative and programmatic reasons why these or other forms of interjurisdictional cooperation are considered desirable, but elected officials must ultimately be concerned with the effect of any change on local taxes and expenditures. It was this need which led to the contract between the Correctional Economics Center and the Massachusetts Department of Corrections.

Middlesex County, Massachusetts, was contemplating divestiture of its House of Corrections at Billerica at the same time that the Massachusetts Department of Corrections was exploring alternatives for its offender population. Before more formal talks and arrangements could take place, however, it became obvious that cost information relevant to each jurisdiction would have to be collected and analyzed. The overall focus of this study by the Economics Center was to determine the relative costs and benefits if the House changed

auspices and the distribution of these costs and benefits. From the local perspective, this required knowledge of the current operating cost of the House of Corrections, including costs not heretofore explicit in budget statements. The value of land, foregone tax revenues on the land, buildings, and equipment are costs associated with operation which never appear in a formal budget and infrequently in accounting statements. All costs, however, form the base from which a local jurisdiction can assess its relative position under alternative policy options, in this case, maintaining the institution or transferring it.

From the State's perspective, information was needed on total current operating costs, what its costs would be for a particular population, and an estimate of the appropriate staffing patterns. The value of the House of Corrections, land and equipment are relevant to the State in evaluating this acquisition against other alternatives, such as building a new institution.

### Study Objectives

The objectives of this study were to:

- calculate the full cost of operating the Billerica House of Corrections (BHC) under county auspices;

- estimate the full cost of BHC if it were operated by the State Department of Corrections under one or more organizational arrangements;
- describe the potential benefits and costs associated with the transfer of BHC from county to state auspices.

Data and information used to accomplish the first objective and presented in Part I of the report were collected from a variety of sources: formal budget documents, staffing charts, county treasurer's office, estimates by BHC officials and personal interviews. This information was then standardized (e.g., the 1974 budget was for 18 rather than 12 months) and compiled to derive a full cost estimate for operating the House of Corrections. There were several budgeting practices which complicated this final step:

- fringe benefits (\$169,000) were not included in the BHC budget;
- some staff funded from the jail portion of the budget actually worked in BHC;
- some staff (e.g., sheriff, food supervisor, etc.) performed functions for both the Jail and BHC;
- LEAA and revenue sharing funds represented a large portion of total costs;
- capital improvements and equipment purchases were reported as a single year cost, rather than being depreciated;

- farm products are bartered for other goods and, thereby, reduce reported operating costs;
- no value is assigned to the extensive land holdings, even though public ownership reduces local tax revenues.

Each of these items is important to an accurate estimation of either the "opportunity cost" <sup>4/</sup> or even the full operating cost borne by Middlesex County.

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<sup>4/</sup> "Opportunity cost" is an economic concept which equates the cost of an activity with the value of what was foregone by undertaking it, for example, the tax revenues foregone by county ownership of land.

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## PART I: CURRENT OPERATING COSTS

### Cost Definitions and Budget Categories

The following section is an accounting of the operating costs of BHC. Knowledge of these costs would be appropriate in any economic study of alternatives but bears particular relevance for Middlesex County now: The Cambridge Jail will soon be a distinct, removed operating entity and a large, common pool of personnel and equipment will no longer exist, and, for the County to assess its benefits from a change of auspices, it must know what the total averted costs would be.

The accounting extends beyond the costs found in the approved budget both in magnitude and scope; therefore, the following definitions were used:

- Operating costs -- a non-technical term encompassing the staff, supplies, materials, utilities, etc., and capital (e.g., depreciation) cost of items used in the day-to-day operation;
- Personnel -- salaries or other payments to staff, inmates, or outside contractors for personal services;
- Fringe benefits -- medical, retirement and clothing contributions or payments required as a result of employing staff;

- Supplies, food, utilities and maintenance -- non-personnel payments arising from the fact the facility is open and houses an inmate population;
- Administrative overhead costs -- the imputed cost of central office services associated with financing (e.g., payroll, fringe benefits) and overseeing an institution. These costs do not appear in the budget for BHC but are nevertheless incurred as long as the county operates the facility;
- Capital costs -- either a net increase in capital stock (plant, equipment or land) or an imputed charge for the capital "used" annually to operate a facility. An addition to physical plant (fence, shed, boiler, stove, etc.) is not "used up" all at once, but wears out over time. Therefore, it is necessary to derive a figure which represents the cost of using capital over time before these costs can be included in the operating costs of an institution. To exclude all capital costs will understate operating costs for any period less than the life of the items; inclusion of a lump-sum, one-time expenditure will result in overstatement;



- Other costs -- opportunities foregone by opting for one alternative rather than another. Quite legitimately, all costs are opportunity costs since choosing A means foregoing B. Middlesex County, by operating BHC, foregoes the opportunity to do anything else with that revenue. Another opportunity cost arises from the tax-free status of publicly held land: foregone tax revenues.

The BHC budget is structured around objects-of-expenditure, (e.g., food, lumber, personnel, etc.) and, therefore, differs somewhat from the above definitions. For example, automotive repair parts (a capital maintenance cost) are included in the same budget category as gasoline and food. In other cases, additions to capital (e.g., security lights) appear with replacement capital (e.g., renew light fixtures in cells). Both classification methods have utility, provided they do not distort the particular cost estimates being made. (See Table 14 for a description of how average daily cost is affected by these varying definitions.) The BHC budget is divided into seven categories:

- personal services;
- contractual services;
- supplies and materials;
- current charges and obligations;
- equipment;
- structures and improvements.

This classification, while useful, is less than ideal for estimating total costs, separating capital and non-capital costs, and comparing costs to a state-operated facility. The approach here will:

- restructure BHC costs into categories more appropriate for this analysis;
- include costs which are borne by Middlesex County but which do not appear in the approved budget.

The overview of this restructuring appears in Table 11, supported by Tables 1-10 as background and summaries. The second step will involve adding the costs of LEAA-financed programs.

#### Non-Capital Costs: Personal Services

Costs for personal services comprise 75-80 percent of non-capital costs and include all personnel rendering services. This category is larger than the reported budget item for several reasons:

- some staff funded by the Jail work at the BHC;
- some positions service both the Jail and BHC;
- fringe benefits are not reflected in the budget;
- additional personal services appear in other budget categories.

Personal services for the BHC consist of the following items and include all costs, whether the service is provided full time,

part-time, by contract, and regardless of who funds it:

- approved BHC personnel;
- Jail staff working at the HOC;
- Fringe benefits;
- inmate pay, temporary help, and overtime;
- professional services for direct inmate services.

Approved BHC personnel appear in Table 1 and include individuals, such as the Sheriff, who divide their time between BHC and the Jail. An even division (50%-50%) was suggested by Billerica staff, and, although actual workload sampling would have been preferable, this division is employed here. The cost of this item is estimated at \$1,415,435 for Fiscal Year 1976 (hereafter, FY 76).

Jail staff working at the BHC includes personnel who are funded by the Jail but who in fact are assigned to and work at the House of Corrections. Table 2 displays this cost item by job classification and number of persons. For FY 76, this cost equals \$121,209.

Fringe benefits include medical insurance, retirement contributions and other items such as uniform cleaning or clothing allowance. Insurance and retirement costs appear neither in the approved budget nor in any other general county budget entry. Therefore, these constitute a hidden cost to Middlesex

TABLE 1

## BHC NON-CAPITAL COSTS -- DIRECT PERSONNEL SERVICES

#	Title	Time	FY 1974	FY 197	FY 1976
1	Sheriff .....	1/2	\$ 9,935	\$ 10,551	\$ 10,701
1	Master and Keeper (Bens) .....	1/2	7,505	7,972	8,080
1	Deputy Master .....		15,367	16,320	16,947
1	Food Administrator .....	1/2	7,684	8,160	8,473
1	Chief Engineer .....		15,031	15,961	16,495
1	Assistant Deputy Master 18-3 .....		13,385	14,214	14,797
1	Assistant Deputy Master 18-6 .....		15,031	15,961	16,544
1	Chief ID Officer .....		14,693	15,603	15,608
1	Farm Superintendent .....		14,693	15,603	15,603
1	Training Officer .....	1/2	6,898	7,329	7,329
1	Manager .....		13,796	14,659	14,659
3	Prison Chefs .....		41,387	43,976	43,976
1	W/R Officer .....		13,796	14,659	14,659
1	Parole Officer .....		13,312	14,144	14,659
1	Furlough Administrator .....		13,796	14,659	14,659
5	Shift Supervisors .....		66,076	70,205	70,591
1	Hospital Steward .....		12,841	13,650	13,650
30	Senior Correctional Officers .....		377,905	401,676	416,400
34	Correctional Officers .....		368,534	391,570	398,380
3	Female Correctional Officers/LPN .....		30,867	32,791	33,844
6	Shift Engineers .....		61,802	65,629	66,438
3	Steam Firemen .....		24,812	26,356	26,654
1	Plumber .....		7,173	7,618	7,805
1	Mechanical Handyman .....		7,699	8,180	8,297
1	Chaplain - Catholic .....		5,709	6,063	6,063
1	Chaplain - Protestant .....		4,069	4,321	4,321
1	Chaplain - Rabbi .....		1,878	1,995	1,995
1	Dentist .....		3,445	3,659	3,659
1	Physician .....		11,911	13,067	13,067
2	Organist .....		2,550	-0-	2,812
1	Administrative Assistant Sheriff .....	1/2	8,722	9,266	9,266
1	Chief Transportation Officer .....		8,722	9,266	9,266
1	Hospital Administrative Assistant .....	1/2	6,692	7,107	7,398
1	Chief Security Officer .....	1/2	7,790	8,272	8,272
1	Kitchen Steward .....	1/2	6,898	7,330	7,329
1	Prison Chef .....	1/2	6,898	7,330	7,329
1	Hospital Steward .....	1/2	6,421	6,825	6,825
1	Pharmacist .....	1/2	5,126	5,444	5,444
3	Steam Firemen .....		28,158	29,931	30,500
1	Head Clerk .....		8,271	8,785	8,812
1	Printing Clerk .....		7,173	7,618	7,829
Direct Personnel Cost Sub-Total .....			\$ 1,304,451	\$1,383,725	\$ 1,415,435
Inmates .....			16,745	29,796	35,000
Temporary Help .....			39,294	39,062	61,370
Overtime .....			16,745	68,001	50,057
Direct Personal Cost TOTAL .....			\$ 1,377,235	\$1,520,584	4 1,561,862

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TABLE 2

## BHC NON-CAPITAL COSTS -- JAIL STAFF

2 Senior Correctional Officers	\$ 13,573
	13,650
9 Correctional Officers	10,719
	11,246
	10,649
6 @ \$10,228	<u>61,370</u>
TOTAL	\$ 121,209

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SOURCE: Andrew Skalkeas -- Notes, August, 1975.

County and cost savings if the state assumed operation. The County pays 75% of each employee's medical coverage and, effective January, 1975, pays a retirement match of 7% of annual salary. Since medical insurance rates only vary depending on marital status, high, low and average costs are calculated in Table 3, which displays an estimate of the possible range of fringe benefits. An average is used for later cost estimates and for FY 76 equals \$169,085. Uniform and clothing allowances are a fringe benefit and were included in prior budgets, but no budget entry appears for FY 76 due to a switchover from cleaning allowances to uniform purchase allowances. Consequently, the fringe benefit estimates should be regarded as an understatement.

Inmate pay, temporary help and overtime are self-explanatory and appear in Table 1. Fiscal year 1976 costs are estimated at \$146,427.

Professional services include medical, dental, legal and other items of direct service to the inmate population. Although they appear in the BHC budget under contractual services (see Tables 5 and 11), they appropriately are included in this category as additional personal services. This item is estimated to cost \$20,000 in FY 76.





TABLE 3

## BHC NON-CAPITAL COSTS -- FRINGE BENEFITS

Categories		100% Married	100% Single	Average
1. Medical Insurance:				
a. Full Time Employees	* 103	x \$764 = \$78,692	x \$303 = \$31,209	
b. Half Time Employees	11	x $\frac{764}{2}$ = 4,202	x $\frac{303}{2}$ = 1,667	
c. Jail Employees - Full Time at HOC	11	x 764 = $\frac{8,404}{\$91,298}$	x 303 = $\frac{3,333}{\$36,209}$	\$63,754

## 2. Retirement (based on FY 1976 salaries)

a. HOC employees	\$1,383,513.69
b. Jail employees working @ HOC	$\frac{121,209.40}{\$1,504,723.09}$
	x 7% = \$105,331.00

	High	Low	Average
Total Fringe Benefits, FY 1976	\$196,629.00	\$141,540.00	\$169,085.00

\* Excludes Chaplains, physicians, dentists & organist.

SOURCE: Ms. Dorothy Noyes  
Middlesex County Commissioners Office  
August, 1975.

Total personal services, summarized in Table 4, are estimated to be approximately \$1.9 million in FY 76 or 29 percent larger than the line item entry (\$1.4 million) in the approved BHC budget. If the Jail and all staff funded by its budget moved tomorrow, Billerica would lose approximately \$235,000 (16%) in personnel services. The remaining differences between the approved and adjusted budget are accounted for by fringe benefits (12%) and contracted medical, dental and legal services (1%).

Non-Capital Costs: Contractual Services

The House of Corrections includes several items in this budget category which more appropriately are classified elsewhere. Table 11 displays the amounts reallocated to personal services and operating capital. What appropriately remain in this budget category are services provided by contract, such as utilities (telephone, light, power), transportation and advertising. The adjusted total (\$37,275) appears to be understated, however:

- telephone service -- based on the old 50/50 sharing, BHC has \$11,000 for FY 76 or 5% less than FY 75; and,
- light and power -- FY 76 allocation (\$16,275) is 19% less than FY 75 based on the 50/50 cost sharing with the Jail.

TABLE 4  
BHC NON-CAPITAL COSTS  
*Personal Services Summary*

<u>ITEM</u>	<u>AMOUNT</u>
Approved HOC personnel (from Table 1) . . . . .	\$ 1,415,435
Jail Staff (from Table 2) . . . . .	121,209
Fringe Benefits (from Table 3) . . . . .	169,085
Inmates, Temporary Help, Overtime (from Table 1) . . . . .	146,427
Professional Services (from Table 5) . . . . .	<u>20,000</u>
TOTAL Estimated BHC Personal Costs . . . .	\$ 1,872 ,156

TABLE 5

## BHC NON-CAPITAL COSTS -- CONTRACTURAL SERVICES

ITEM	FY 1974 *	FY 1975 *	FY 1976	
Telephone .....	\$ 10,586	\$ 11,584	\$ 11,000	*
Light/Power .....	15,031	20,172	16,275	*
Medical/Dental .....	14,266	22,784	10,000	
Legal .....	3,556	6,281	5,000	
Other Professional Services .....	-0-	-0-	5,000	
Building Maintenance .....	2,511	6,535	5,000	*
Equipment Maintenance .....	6,968	3,289	12,450	**
Travel and Tolls .....	71	235	[ 5,000 ]	
Transportation .....	1,057	781		
Advertising and Posting .....	700	1,127	[ 5,000 ]	
Freight .....	377	218		
Elevator and Extermination .....	355	407		
Other Printing .....	-0-	169		
Officer's Clothing (cleaning) allowed @ \$85/man .....	677	-0-***	-0-***	
TOTAL Contractural Services Costs .....	\$ 56,155	\$ 73,582	\$ 74,725	

\* Based on 50% sharing House/Jail.

\*\* BHC share of 50% of items not occurring in Jail Budget (items other than #274,275,279).

\*\*\* No figures available.

SOURCE(S): Andrew Skalkeas -- Notes, August, 1975.  
Middlesex County Corrections Budget, FY 1976.

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#### Non-Capital Costs: Supplies and Materials

Automotive equipment repairs, farm equipment repairs, other repairs, shingles, paint, etc., are items more relevantly associated with upkeep of capital stock and were reclassified in the operating capital category. (See Tables 6 and 11.) The sum of the items which remain (food, heating, household, medical and clerical supplies) is \$344,809 for FY 76. At least one item here appears to be under-budgeted: heating oil, which rose 34% in cost from FY 74 to FY 75, has been allocated 25% less in FY 76 than FY 75.

#### Non-Capital Costs: Current Charges and Obligations

Table 7 displays this rather straightforward category. None of the items listed belong in any other non-capital or capital cost category, so the total (\$36,235) remains as appropriated for FY 76.

#### Non-Capital Costs: Summary

Table 11 displays the FY 76 non-capital costs for BHC, utilizing the reclassification and adjustments discussed above. The approximately \$2.3 million interestingly exceeds the total capital and non-capital costs reported in the approved budget by \$159,017 or nearly 8%. This difference will become larger when the costs outlined in the next section are included.

TABLE 6

BHC NON-CAPITAL COSTS -- SUPPLIES AND MATERIALS a/

ITEM	FY 1974 *	FY 1975 *	FY 1976
Auto .....	\$ 9,748	\$ 9,476	\$ 20,000 <u>a/</u>
Building Maintenance .....	8,168	9,919	20,000 <u>a/</u>
Food .....	116,791	130,437	200,000
Heating .....	42,957	57,659	42,500 *
Household .....	14,244	23,490	30,000
Medical .....	5,492	5,139	4,000
Clerical Office Supplies .....	4,111	4,654	6,000
Police .....	826	541	2,375 <u>a/</u>
Farm and Grounds .....	3,724	4,958	150
Educational and Recreational .....	379	478	[ 50,000 <u>a/</u> ]
Repair Parts .....	3,699	2,935	
Small Tools and Implements .....	501	651	
Wearing Apparel .....	9,884	14,582	
TOTAL Supplies & Materials .....	<u>\$220,514</u>	<u>\$264,919</u>	<u>\$375,025</u>

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\* Based on 50% sharing House/Jail.

SOURCE: Andrew Skalkeas -- Notes, August, 1975.  
Middlesex County Corrections Budget, FY 1976.

a/ Includes certain items of expenditure subsequently classified as "operating capital costs" in Table 11.  
For example, automotive, farm equipment and other non-automotive parts, shingles, paint, lumber,  
electrical switches, etc. (See Table 9 , Estimated Costs of Capital Equipment Maintenance.)

TABLE 7

BHC NON-CAPITAL COSTS  
Current Charges and Obligations

ITEM	FY 1974 *	FY 1975 *	FY 1976
Books, Subscriptions and Dues .....	\$ 343	\$ 724	\$ 2,500
Insurance and Fidelity .....	6,118	9,136	27,795
Rental .....	1,309	1,090	3,440
L. E. A. A. ....	13,066	7,593	-0-
Water .....	1,344	1,371	2,500 *
Judgements .....	-0-	41	-0-
	<hr/>	<hr/>	<hr/>
Current Charges & Obligations TOTAL .....	\$ 22,180	\$ 19,955	\$ 36,235

\* Based on 50% sharing House/Jail.

• SOURCE: Andrew Skalkeas -- Notes, August, 1975.  
Middlesex County Corrections Budget, FY 1976.



### Capital Cost Description

Capital costs fall into several categories, depending upon whether they are operating capital costs, new capital costs or whether the expenditure is for plant, equipment or some other area. Operating capital costs refer to the ongoing costs of using an existing capital stock; new capital costs are additions to that stock. These are really one-time expenditures which should not be included as a line item in operating costs, since this would tend to overstate annual operating costs for a given year. The use of the capital stock, however, does involve an operating cost, one which is difficult to calculate, given the vagaries of public sector accounting. To the extent that the physical plant itself and the associated land are regarded as "free", capital costs will be grossly understated. While there are various methods of calculating an appropriate yearly figure for capital costs, the important issue is that such a procedure tends to more realistically equalize capital costs over time and produce a clearer picture of operating costs during a particular period.

Ideally, the budget should display operating cost figures for equipment, plant and land. Imputed or actual rental costs, when they exist, can (with some adjustments) suffice for all three categories. An annual depreciation allowance for capital is another

useful approach. None of these figures are available here, however, so repairs and maintenance of plant and equipment will be used as a proxy for annual operating capital costs. They do represent capital usage but reflect more a maintenance of capital stock than a steady or annual allowance for the value of capital actually used to produce a particular output.

### Operating Capital Costs

Once again, budget categories were examined for components clearly assignable as operating capital costs. Such costs, whether for plant, equipment or other consistently appeared under contractual services and supplies and materials. Table 10 summarizes capital costs and the changes made appear in Table 11.

Plant -- Under Contractual Services (Table 5), certain building maintenance items, roofing and masonry repairs and door and window repairs, totalling \$2,500, are clearly costs of maintaining physical plant. Twenty thousand dollars of building supplies (plumbing, hardware, paint and switches) can be similarly reallocated (from supplies and materials - Table 6) to operating capital costs.

Equipment -- Operating capital costs in FY 76 for equipment is estimated to be \$22,366. This includes \$12,450 from Contractual Services for equipment maintenance (repair and servicing of auto, laundry, kitchen, medical, dental and hospital equipment, repairs to machinery, motors, refrigerators and oil burners). The Supplies and Materials costs appear specifically in Table 9 and include automotive, fire-fighting and farm equipment parts at \$9,916.

Other -- This category includes items of expenditure not directly assignable to plant or equipment but nevertheless an operating capital cost. For FY 76, only one item (road repairs - Supplies and Materials) appears to be relevant and constitutes the total cost of \$300 for this category.

#### Operating Capital Costs: Summary

The costs for this category appear in Tables 10 and 11. The FY 76 total is estimated to be slightly in excess of \$45,000 -- \$45,166. It should be remembered, however, that this figure is an understatement since no capital cost or "rental" charges were available for buildings and land, i.e., the cost of "commanding" this capital and keeping it from other use.

TABLE 9

ESTIMATED COSTS OF CAPITAL EQUIPMENT MAINTENANCE  
Supplies & Materials Category

<u>ITEM</u>	<u>REQUESTED</u>	PERCENT <sup>a/</sup> <u>APPROVED</u>	<u>ESTIMATED BUDGET</u>
Automotive Parts .....	\$ 4,525	66 %	\$ 2,975
Firefighting Equipment .....	350	100	350
Non-Automotive Parts .....	10,175	52	5,291
Farm Equipment Parts .....	2,500	52	1,300
TOTALS ...	\$ 17,550		\$ 9,916

<sup>a/</sup> The proportion of requested budget subcategory totals (e.g., miscellaneous supplies, firefighting supplies, automotive supplies, etc.) approved was used to estimate the actual FY 76 budget, recognizing that new expenditure priorities may, in fact, eliminate a line item completely when the total request is reduced.

### New Capital Costs

As with operating capital costs, new capital may be divided into plant and equipment acquisitions.

Plant -- Two additions totalling almost \$17,000 to plant are planned for FY 76. The first is a new water main (\$2,500) which appears in Contractual Services (Table 5) under BHC accounting. The second is a regular budget category, Structures and Improvements, and essentially consists of kitchen and dormitory renovation, repairs to the water tank, and permanent athletic improvements. The total (\$14,350) was allocated to BHC.

Equipment -- All new equipment purchases for FY 76 (\$44,006) appear as a distinct budget category. The components, displayed in Table 8, include auto, electrical, kitchen, household and various other equipment purchases.

Table 10 displays the total capital costs, operating and new, and is estimated for FY 76 at \$106,022, of which \$45,166 is operating capital and \$60,856 is new capital.

### Summary of Billerica Costs

The total of non-capital and capital costs for FY 76 are estimated at almost \$2.4 million (Table 12). It should be remembered that in several cases, the analytical procedure reduced reported costs, because they were clearly assignable, in part, to



TABLE 8  
BHC CAPITAL COSTS -- PLANT AND EQUIPMENT

ITEM	FY 1974 *	FY 1975 *	FY 1976 *
<u>Equipment:</u>			
Auto .....	-0-	12,528	6,750
Electrical/Mechanical:			
Electrical Equipment .....	-0-	1,696	6,666
Garage .....	1,222	397	-0-
Engineering .....	389	-0-	500
Firefighting .....	-0-	1,145	-0-
Household:			
Kitchen .....	6,386	-0-	19,558
Mattresses .....	-0-	560	1,687
Medical, Dental, Hospital .....	135	478	112
Office Equipment .....	-0-	-0-	1,070
Public Works:			
Sewage Treatment Plant .....	2,373	603	4,425
Misc. Equipment:			
Athletic .....	26	330	[ 3,237 ]
Security .....	-0-	2,848	
Personnel .....	138	100	
Elevator .....	-0-	3,894	-0-
 TOTAL Equipment .....	 \$ 10,669	 \$ 24,579	 \$ 44,006
 <u>Plant:</u>			
Structures and Improvements .....	5,357	-0-	14,350
 TOTAL Plant and Equipment .....	 \$ 16,028	 \$ 25,581	 \$ 58,357

\* Based on 50% sharing House/Jail, except Structures and Improvements for FY 76.

SOURCE(S): Andrew Skalkeas -- Notes, August, 1975.  
Middlesex County Corrections Budget, FY 1976.

TABLE 10  
CAPITAL COSTS

<u>OPERATING CAPITAL COSTS</u>	<u>AMOUNT</u>
Plant Maintenance:	
• contractual services <u>a/</u> .....	\$ 2,500
• supplies and materials <u>b/</u> .....	20,000
Equipment Maintenance:	
• contractual services <u>c/</u> .....	12,450
• supplies and materials <u>d/</u> .....	9,916
Other Capital Maintenance:	
• contractual services .....	-0-
• supplies and materials (roads) .....	300
Sub-Total, Operating Capital .....	\$ 45,166

NEW CAPITAL COSTS

Plant:	
• contractual services (water main) <u>a/</u> .	2,500
• structures and improvements <u>e/</u> .....	14,350
• equipment <u>f/</u> .....	44,006
Sub-Total, New Capital .....	60,856
Total Estimated Capital Costs .....	\$ 106,022

- a/ Fifty percent of the cost (\$5,000) for a water main was allocated to BHC under "New Capital"; fifty percent of the remainder was considered "Operating Capital Cost".
- b/ Total approved budget allocated to BHC, since the Jail budget also included this category.
- c/ Actual budget (\$15,200) reduced to eliminate items requested both by BHC and the Jail.
- d/ Table 9 , Estimated Costs of Capital Equipment Maintenance.
- e/ Fifty percent of the FY 76 approved budget (\$28,700) allocated to BHC. Source: Andrew Skalkeas -- Notes, August, 1975 and Middlesex County Corrections Budget, FY 1976.
- f/ Table 8, BHC Capital Equipment Costs.





TABLE 11

ESTIMATED CAPITAL AND NON-CAPITAL COSTS  
Adjusted BHC Budget  
Fiscal Year 1976

Estimated HOC Costs <u>b/</u>	NON-CAPITAL COSTS					CAPITAL COSTS <u>a/</u>						TOTALS
	Personal Services	Contractural Services	Supplies & Materials	Current Charges	Sub- Total	Operating Capital			New Capital		Sub- Total	
						Plant	Equipment	Other	Plant	Equipment		
Personal Servs.: • adjusted bgt. • Jail staff • fringe • inmates, temp, overtime	\$ 1,415,435 121,209 169,085 146,427	\$   	\$   	\$   	\$  1,852,156	\$   	\$   	\$   	\$   	\$   	\$   	\$  1,852,156
Contract Servs.: \$ 74,725	20,000	37,275			57,275	2,500	12,450		2,500		17,450	74,725
Supplies/Materials: \$375,025			344,809		344,809	20,000	9,916	300			30,216	375,025
Current Charges: \$ 36,235				36,235	36,235							36,235
Equipment: \$ 44,006										44,006	44,006	44,006
Structures/Im- provements: \$ 14,350									14,350		14,350	14,350
TOTALS	\$ 1,872,156	\$ 37,275	\$ 344,809	\$ 36,235	\$ 2,290,475	\$ 22,500	\$ 22,366	\$ 300	\$ 16,850	\$ 44,006	\$106,022	\$ 2,396,497

<sup>a/</sup> See Table 10, Capital Costs for derivation of "operating" and "new" capital estimates.

<sup>b/</sup> See Tables 1 thru 8 for explanations of how the approved HOC budget was adjusted to account for costs shared with the Jail.

the Jail. For example, utilities charges appear only in BHC budgets, but the Jail obviously uses these services. In other instances, such as personal services, Billerica's budget understates the actual costs. The net result is that the official budget is 12% less than the adjusted budget described above. Yet, there are still other operating costs which need to be included to derive a total estimate.

#### Other Non-Capital Costs

Administrative overhead and federally-funded programs are presented separately from other BHC costs to highlight their uniqueness. The first involves services provided to Billerica by other county agencies but not charged for. The second subsidizes almost the total costs of inmate rehabilitation programs. They are displayed in the average daily cost estimates in Table 13.

#### Federally-funded Costs

Programs (as distinct from custodial and security functions) at the House of Corrections are largely financed by federal Law Enforcement Assistance Administration funds allocated to the county through the State.<sup>5/</sup> Work release, education and training programs, counseling

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<sup>5/</sup> See Appendix A-6 for a program description.

TABLE 12

## BHC COST SUMMARY, FISCAL YEAR 1976

<u>ITEM</u>	<u>AMOUNT</u>
<u>NON-CAPITAL COSTS</u>	
Personal Services .....	\$ 1,872,156
Contractual Services .....	37,275
Supplies and Materials .....	344,809
Current Charges .....	36,235
Sub-Total, NON-CAPITAL .....	\$ 2,290,475
<u>CAPITAL COSTS</u>	
Operating/Plant .....	\$ 22,500
Operating/Equipment .....	22,366
Operating/Other .....	300
New/Plant .....	16,850
New/Equipment .....	44,006
Sub-Total, CAPITAL .....	106,022
Total Estimated BHC Budget, FY 1976 .....	\$ 2,396,497

and special services (such as drug addiction treatment) constitute the bulk of these activities. The grant money is allocated on an experimental basis to institute programs and determine those most successful in meeting the needs of the institution's clientele. As such, it is of a demonstration nature; once programs have been established, they are to be continued by the county without a subsidy.

The County has already begun absorbing LEAA personnel and approximately 14 of the 48 people comprising "human services personnel" are either on the BHC or Jail payroll. Their salaries and fringe benefits are included above in the calculations for the current operating costs of the HOC. As the grant is reduced and the county assumes more and more of the financial responsibility for human services, operating costs will rise.

Approximately 83 percent <sup>6/</sup> of the LEAA-funded programs are for the House of Corrections and ten percent of the monthly operating costs (\$30,000) are borne by the State or County; therefore, the estimated allocation to BHC is \$22,410, of which approximately 90 percent is for personnel. During the last six months of FY 76, however, the federal subsidy to Billerica will drop markedly to \$15,756 and the direct cost to the county will increase fivefold to \$6,889.

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<sup>6/</sup> Source: John O'Brien, BHC, October 9, 1975.

The estimated FY 76 total federal funding for BHC is \$228,997; ninety percent (\$206,000) is staff support; adding 11.2 percent or \$23,082 for fringe benefits results in a total of slightly more than \$252,000. This adds approximately \$3 to the average daily per capita costs of Billerica.

#### Administrative Costs

There are several ways to estimate the value of services provided to Billerica by various county offices. Ideally, a workload analysis of the Commissioners' staff, Treasurer's Office and similar administrative agencies would be used to determine the proportion of their costs allocatable to BHC. A less accurate (but acceptable) approach is to assume that an agency's budget relative to some total as an indicator of the workload associated with overseeing its operation, issuing paychecks, auditing books, etc. There are obvious cases where direct proportionality is inaccurate; for example, an agency with a large budget for grants may have relatively few financial transactions compared to one responsible for welfare payments.

Billerica expenditures in FY 76 are estimated at \$2.4 million or 8 percent of total county expenditures (\$30 million). <sup>7/</sup> Limiting

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<sup>7/</sup> Source: Notes from Lenore James, Middlesex County Advisory Board, October 9, 1975.

administrative costs to the Commissioners', and Treasurer's costs (\$595,651), the BHC share is approximately \$48,000 or 58 cents per inmate day.

### Cost Summary

The narrative and tables demonstrate that there are several methods of computing costs, with different financing implications. Additionally, the average daily per capita operating costs (ADC) will be affected by what items in fact are included in operating costs as well as their magnitude. Table 13 displays several possible budget figures for BHC, FY 76. This table differs from Table 12 in that it includes costs for Federally-funded programs and administrative overhead costs. This budget appears as the last column in Table 13 and is the most realistic representation of Middlesex County's true costs (and potential savings). The estimated BHC budget is the closest approximation to what BHC will really cost Middlesex County during FY 76. This total, \$2.7 million, is 28% higher than the approved budget of \$2.1 million. Even with the exclusion of new capital acquisitions, the direct operating costs exceed appropriations by 23%. It should be further noted that since proper capital usage or cost figures were impossible to

TABLE 13

COMPARISON OF APPROVED, ADJUSTED AND  
ESTIMATED BHC BUDGETS, FY 76

<u>Budget Category</u>	<u>Approved</u>	<u>Adjusted</u>	<u>Estimated</u>
Personal Services .....	\$ 1,447,686	\$ 1,852,156	Non-Capital \$ 1,872,156
Contractual Services .....	110,650	74,725	37,275
Supplies and Materials .....	417,675	375,020	344,809
Current Charges and Obligations .....	38,735	36,235	36,235
Equipment			Capital
Equipment .....	88,012	44,006	66,372
Structures and Improvements .....	28,700	14,350	39,350
Land & Non-Structural Improvements to Land	-0-	-0-	300
TOTAL .....	\$ 2,131,458	\$ 2,396,492	\$ 2,396,497
Overhead .....	-0-	-0-	48,000
Federally-Funded costs .....	-0-	-0-	252,000
TOTAL .....			\$ 2,696,497

(Figures may not add due to rounding.)



determine from the available information, that even these distinctly larger cost figures are an understatement.

#### Average Daily Costs

Table 14 uses the budgets displayed in Table 13 to derive some average daily per capita operating costs. These figures also demonstrate the wide cost disparity between the estimated BHC budget and the smaller approved budget. Simply using the BHC approved budget yields an average daily cost (ADC) of \$25.84 per person. This figure rises to \$27.89 when fringe benefits are included (#2, Table 14), and to \$29.05 using the adjusted budget (#3, Table 14). When Federally-funded programs and administrative overhead are added in, the average daily cost is \$32.69 (#4, Table 14), or 27% higher than when the BHC approved budget is used as a basis. The last figure, \$31.95 represents an operating per capita cost (new capital acquisitions are excluded since they are used up over time), and, as stated earlier, is an understatement, but far more realistic than BHC figures.

#### Plant, Equipment and Land Valuation

Knowledge of the capital value (buildings, equipment and land) at BHC is appropriate for at least three reasons:

TABLE 14

## COMPARISON OF AVERAGE DAILY PER CAPITA COSTS

<u>BASIS</u>	<u>TOTAL COST</u>	<u>ADC*</u>
1. Approved BHC Budget .....	\$ 2,131,458	\$ 25.84
2. Approved BHC Budget plus fringe benefits ....	2,300,543	27.89
3. Adjusted BHC Budget .....	2,396,492	29.05
4. Estimated BHC Budget .....	2,696,497	32.69
5. Estimated BHC Budget excluding new capital ..	2,635,641	31.95

\* ADC or Average Daily Per Capita Cost is derived by dividing the total cost by 365 and then again by the average daily inmate population, which is estimated at 226 per day for FY 76.

- 1) Their annual cost should be included in ADC computations to derive an accurate operating cost;
  - 2) Some figure must be presented to the state if a "purchase price" or other remuneration is to be negotiated; and,
  - 3) There currently exists a non-taxable asset which costs the county tax dollars and raises each tax payer's burden.
- Several sources were used to derive current values. The differing values and their sources are displayed in Table 15.

#### Plant

Two estimates were derived for the value of plant, or structures. They are displayed in Table 15, and Appendix A-2, along with the average to yield high, low and average estimates for building valuation. The average value is approximately \$9,020,098. Insurance company estimates, however, (see Table 15) may more accurately reflect the market replacement value.

#### Equipment

The 1973 Equipment Inventory prepared by Mr. Andrew Skalkeas (Appendix A-1) was one source used for this category. It is not clear whether this represents all the equipment in the buildings

at that time and of course excludes equipment acquired since 1973. The total inventory valuation is estimated at \$169,009. Another estimate, from Mr. A. Gerardin, of \$279,499 was also available. These estimates and their average, \$224,229, appear in Table 15. A more desirable estimate would have included a depreciation allowance for the equipment and have been inclusive of all equipment at BHC.

#### Land

BHC land totals 368 acres<sup>8/</sup>, of which 178 acres are currently in use. An additional 190 acres are controlled by BHC but not involved in its operation. In order to estimate the current value of BHC's total land as well as the land which presumably would revert to the county for other use in the event of a change of auspices, some current valuation figures were obtained.<sup>9/</sup> The land at BHC is designated "rural residential" and could be divided into 50,000 square foot lots. Street lots were estimated at \$7,500 each, back lots at \$3,500 each. A convenience figure of \$5,000 per acre takes into account the distribution of lots and represents the market price of the land.

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<sup>8/</sup> County Engineer's Office.

<sup>9/</sup> Walter Arakelian, Billerica Realtor.

TABLE 15  
PLANT, EQUIPMENT AND LAND VALUATION

a/ LAND

368 acres @ \$5,000/acre b/ = \$1,840,000

house-178 = \$890,000  
free-190 = 950,000

BUILDING

c/ \$8,164,462 (low)  
d/ 9,875,733 (high)  
9,020,098 (average)

EQUIPMENT

e/ \$169,009 (low)  
c/ 279,449 (high)  
224,229 (average)

TOTAL VALUATION

HIGH	LOW	AVERAGE
\$1,840,000	\$ 1,840,000	\$ 1,840,000
9,875,733	8,164,462	9,020,098
279,449	169,009	224,229
<u>\$11,995,182.</u>	<u>\$10,173,471</u>	<u>\$11,084,327</u>

- a/ Philip Lynch, County Engineer, August 11, 1975.  
b/ Walter Arakelian, Billerica Realtor, September 16, 1975.  
c/ A. Gerardin, Commissioners' Officer Manager, August, 1975.  
d/ Insurance Company estimate derived from 60% valuation.  
e/ Andrew Skalkeas, Inventory List, May, 1973.

## PART II: FUTURE OPERATING COSTS

### Overview of DOC Options

Based on information made available through the Massachusetts Department of Corrections, it is possible to describe, in general terms, the kind of usage of the BHC envisioned by the DOC.

The BHC is not planned as an additional DOC institution except in the sense that it will serve as a relief for current overcrowding. It eventually could become a regional facility, however, serving the needs of the northern region for diagnostic classification. The population, at all times, would be medium-security, which is about how the HOC would currently be classified. Emphasis would be placed on "community corrections", that is, the use of BHC as a reentry institution. The population would be reduced to about 150, down from the current Average Daily Population of 226 and would eventually consist of mostly misdemeanants.

Recognizing its responsibility to Middlesex County, State takeover would be accompanied by enabling legislation which would permit the State to assume immediate supervision of the current population. Those persons who ordinarily would not fall under state supervision (i.e., serving sentences of 6 months or less), would gradually be

phased out into the community either by attrition or, more immediately, through community corrections. Approximately 60% or 136 of the 226 persons now housed at BHC fall into this category; therefore, at the outset, very few state commitments would come to BHC.

The DOC has made available some staffing patterns, both for custody and programs and classification, which reflect the medium security, diagnostic and community corrections emphasis discussed earlier. These will be displayed and further developed in the following section on costs.

### Costs

Part I contains relevant cost definitions and categories which will not be repeated here. The approach follows that of Part I, that is, estimation of costs for the DOC by following the basic classification of non-capital and capital costs with their sub-categories. Since the information provided by the DOC was less complete than that received from Middlesex County, the cost estimations herein will of necessity also be less complete. Staffing patterns are complete for custody and program, but lacking in many other cost areas. While it may be assumed that certain operating costs (e.g., telephone, electricity) might remain the same, DOC purchasing policies would be expected to affect other costs. In

addition, many supplies and equipment purchases may not be necessary under DOC auspices, depending on inventories. In fact, the plan to use BHC as an overflow institution rather than a new facility suggests that some supplies and materials might be available.

Where appropriate, then, BHC costs will be used as a proxy for state expenditures and other omissions and additions explained. Where state information is available and appropriate, it will be utilized. With the exception of personnel, ordinarily DOC daily average daily costs were used to estimate the comparable cost of BHC. Without knowing all the components of a particular budget category, comparisons are difficult, since great disparities exist between DOC and BHC for some cost categories. Since the latest available DOC cost data were FY 75 actual expenditures, they may be understated for FY 76 comparisons.

In all cases, the reassignment of costs in the analysis of Part I will be the standard for calculating and categorizing DOC costs; the approach and category components are displayed in Table 18.

### Non-Capital Costs

Again, these include the areas discussed in Part I: Personal Services, Contractual Services, Supplies and Materials, and Current Charges and Obligations.



### Personal Services

The following components will be considered:

- Direct custodial personnel;
- Fringe benefits, Custodial;
- Professional services;
- Program personnel;
- Fringe benefits, Program personnel.

Direct Custodial Personnel -- Table 16 displays two staffing patterns for a medium-security population of 150 persons. (The shift coverage appears as Appendix A-7.) The two patterns are essentially the same, with some variation in supervision staff. The average, \$1,030,258 will be used as the cost estimate for this category and for calculation of fringes.

Fringe Benefits -- The overall state rate for fringe benefits is 15.1%. This includes medical coverage and retirement contributions similar to those available to Middlesex County. However, it also includes Workmen's Compensation allowances explicitly. Such benefits are also available to county employees but no figures were available. Therefore, BHC fringe benefits in Part I are understated relative to DOC fringe benefits. The application of this overall rate to

TABLE 16

DOC STAFFING PATTERNS  
Direct Personnel Services

Option I: Staffing Pattern Breakdown

1	Superintendent	\$	20,576
1.5	Deputy Superintendent		27,058
1.5	Asst. Deputy Superintendent		21,972
3	Supervising Correction Officer		37,120
18	Senior Correction Officer		195,998
1.5	Correction Officer-Chief		17,355
39	Correction Officer		398,907
1	Institution Steward		13,813
1	Hospital Administrator		13,049
1	Institution Chief Power Plant Engineer, Grade D		13,049
1	Manager		11,570
1.5	Hospital Steward		16,333
9	Correction Maintenance Workers, II		86,603
1.5	Steam Fireman		12,690
1.5	Plumber		11,428
1	Principal Clerk		7,618
3	Senior Clerk and Typist		19,975
5	Correction Officer sick leave coverage		51,142
5	Correction Officer vacation leave coverage		51,142
97		\$	1,027,398

Option II: Staffing Pattern Breakdown

1	Superintendent	\$	20,576
1	Deputy Superintendent		18,038
2	Asst. Deputy Superintendent		29,296
3	Supervising Correction Officer		37,120
18	Senior Correction Officer		195,998
2	Correction Officer-Chief		23,140
39	Correction Officer		398,907
1	Institution Steward		13,813
1	State Hospital Steward		16,263
1	Institution Chief Power Plant Engineer, Grade D		13,049
1	Manager		11,570
1.5	State Hospital Administrative Assistant		18,560
9	Correction Maintenance Workers, II		86,603
1.5	Steam Fireman		12,690
1	Plumber		7,618
1	Principal Clerk		7,618
3	Senior Clerk and Typist		19,975
5	Correction Officer sick leave coverage		51,142
5	Correction Officer vacation leave coverage		51,142
97		\$	1,034,118

the salaries yields a total of \$155,569 for FY 76.

Professional Services -- The DOC provides, by contract, professional services to its population. These include, as with BHC, medical, dental, legal and other services. Since the cost of this service may be expected to vary depending on the provider, DOC costs were used here. Total professional services costs: \$16,425.

Program Personnel -- BHC is envisioned by the DOC as a regional reception, diagnostic and classification center. Table 17 displays the staffing patterns for a Reception and Diagnostic Center and more general ongoing program components such as counseling, treatment, work release, education and training. This was referred to by the DOC as a "generous" staffing pattern. The cost for FY 76 is estimated at \$340,273 plus \$50,000 for purchase of services. Total direct cost: \$390,243.

Program: Fringe Benefits -- When the fringe benefit rate of 15.1% is applied to program personnel costs, an additional cost of \$51,381 appears.

TABLE 17  
PROGRAM STAFFING

I. Reception and Diagnosis

1 Director of Classification (G-17)	\$ 12,373
4 Classification Social Workers (G-12)	35,870
2 Psychiatric Social Workers (G-13)	19,245
1 Staff Psychiatrist (G-16)	11,570
3 Clerks (G-9)	<u>22,854</u>
Sub-Total, Reception & Diagnosis .....	\$ 101,912

II. General Program Staff

A. Case Management Unit:	
1 Head Correctional Social Wkr. (G-14)	10,228
4 Correctional Social Workers (G-12)	35,870
B. Counseling Unit	
1 Head Psychiatric Social Wkr. (G-15)	10,889
2 Psychiatric Social Workers (G-13)	19,245
C. Reception	
1 Reception Officer (G-13)	9,623
D. Treatment	
1 Director (G-20)	14,648
E. Work/Release	
1 Work Release Officer (G-16)	11,570
F. Education	
1 School Principal (G-16)	11,570
2 Teachers (G-13)	19,245
1 Education Release Officer (G-16)	11,570
G. Vocational	
1 Vocational Coordinator (G-18)	13,050
2 Vocational Instructors (G-16)	23,140
1 Guidance Counselor (G-13)	9,623
H. Other	
5 Clerks (G-9)	<u>38,090</u>

Sub-Total, Program Staff ..... 238,361

TOTAL Staff Costs ..... \$ 340,273

Fringe Benefits @ 15.1 percent .....	51,381
Purchase of Services .....	<u>50,000</u>

TOTAL, Personal Services Costs ... \$ 441,654

Table 18 displays BHC costs under DOC auspices. Personal services total approximately \$1.6 million of approximately 77% of the estimated DOC costs.

### Contractual Services

Utilities, in this case telephone, light and power, remain essentially the same regardless of inmate population. Additionally, these two services would continue to be provided locally. For telephone, light and power, then, BHC estimated costs were used: \$27,275.

Travel, Advertising and Printing constitute the other relevant entries under contractual services. It is more reasonable to assume the DOC would provide these services to BHC as an extension of its provision to its other institutions. Estimated Cost: \$4,928.

The total costs for contractual services: \$32,203.

### Supplies and Materials

Again, employing the analytic procedure described in the introduction to costs and applied in the preceding section, a combination of DOC and BHC costs was estimated. Food costs are those of the DOC since it is logical to assume they will use their own purchasing and procuring facilities. Estimated cost: \$120,450. The same assumption holds for Household Supplies: \$22,995 and Inmate Clothing: \$211,130.

The last cost item, heat, is represented by the BHC cost for the same reasons applies to utilities listed under contractual services. This item is estimated to cost \$42,500. Total cost: \$211,130.

No figures were available for office and clerical supplies.

### Current Charges and Obligations

The two major items in this budget category are Rentals and Water. Rentals of office equipment, machinery and other items is a function of what a department maintains as ordinary inventory; therefore, the DOC cost of \$1,095 was used. Water, since it is supplied locally and will not vary greatly with changes in population, was estimated to cost \$2,500, the BHC cost. Total cost: \$3,595. One substantial item under this budget category for BHC is Insurance and Fidelity. There was no DOC information available for comparison.

### Capital Costs

The distinction developed between Operating Capital Cost and New Capital Costs in Part I holds for this section as well.

### Operating Capital Costs

While the costs of upkeep, repair and maintenance of course will vary with the particular physical plant and its capital equipment, it cannot be assumed to maintain its capital in exactly the same fashion

as BHC. Additionally, the costs of even similar maintenance, repairs, etc., may vary. Accordingly, the DOC average cost for maintenance and repairs (operating capital costs) is used here: \$25,733.

#### New Capital Costs

It is not possible to determine a priori whether DOC equipment purchases would parallel those planned by BHC. DOC's own average costs for equipment purchase are not relevant either, since they are peculiar to a particular institution's needs.

Estimates for new capital expenditures on plant are available, however. Should the DOC assume operation of BHC, new perimeter security fences and surveillance devices would be installed. The estimated cost is between \$100,000 and \$150,000. The average, \$125,000 will be used here.

#### DOC Costs: Summary

Recognizing the data deficiencies both in terms of content and comparability, it is nevertheless possible to arrive at an estimate for costs at BHC under DOC auspices. This information is displayed in Table 18, and totals \$1,890,834 in non-capital costs and \$2,041,567 when capital is included.

### Other Non-Capital Costs

Administrative Overhead -- Utilizing the method employed in Part I of using BHC's share of the county budget as a proxy for its usage of central office services, a similar figure can be calculated for BHC under DOC auspices. The cost of BHC is estimated at \$1,564,948. This is approximately 5.5% of the total DOC budget of \$36 million. Applying this to \$1,564,948 for DOC General and Administrative costs yields an annual administrative overhead cost for BHC of \$86,072. This raises the total estimated costs to \$2,127,639.

### Average Daily Costs

The relevant average daily costs appear in Table 18 as well and total \$38.33 when all non-capital and capital costs are considered and \$36.04 when new capital is excluded. This figure seems in line with what DOC estimates as their ADC statewide. However, since some cost components are proxies or simply missing, this figure may be an understatement and in fact demonstrates that operating a smaller facility may be no less expensive than any other facility.



TABLE 18

## BHC COSTS UNDER DOC AUSPICES

Personal Services

• Direct personnel: custodial	\$ 1,030,258	
• Fringe benefits: custodial	155,569	
• Professional services	16,425	
• Program personnel	238,361	
• Program personnel fringe benefits	35,992	
• Purchase of services	50,000	
• R & D personnel (200)	101,912	
• R & D fringe benefits	15,389	\$ 1,643,906

Contractual Services

• Telephone, light, power	27,275	
• Travel, Advertising, Printing	4,928	32,203

Supplies and Materials

• Food	120,450	
• Household Supplies	13,140	
• Medical	22,995	
• Inmate Clothing	12,045	
• Heat	42,500	211,130

Current Charges and Obligations

• Rentals	1,095	
• Water	2,500	3,595

Operating K Cost

	25,733	25,733
--	--------	--------

New K Cost

• Perimeter security		
• Surveillance devices	125,000	125,000

Total, Non-Capital Costs .....	\$ 1,890,834
Total, Capital Costs .....	150,733
Total, Direct Costs .....	2,041,567
Administrative Overhead .....	86,072

TOTAL, Estimated DOC Costs ..... \$ 2,127,639

\* ADC \$38.33

\* ADC (exclusive of new capital) \$36.04

\* The average daily costs reflects the usage of the Reception and Diagnostic Center by a population of 200. All other costs are based on an average daily population of 150.

### Conclusion

The preceding analysis and the more realistic cost accounting for BHC and DOC demonstrate that Middlesex County's financial burden is considerably higher than had been previously supposed. It is not the purpose of this analysis to recommend a course of action for the County or the Department of Corrections. Rather, the cost estimates speak for themselves for each party involved. For Middlesex County, the major consideration must be whether what they are foregoing by choosing to expend \$2.7 million on BHC to house 226 inmates is worth the maintenance of county auspices and control. The major portion of this money (excluding Federally-funded programs) would be available to the county for other purposes should the DOC assume operation. The county might wish to examine areas which it feels its present provision of services is less than optimum and balance that against higher local assessments or divestiture of BHC. While DOC operation would involve costs which are reflected in state tax changes, the burden would be distributed throughout the state and impact far less on the typical citizen of Middlesex County than is now the case. Even though most of BHC's costs are met with revenue-sharing money, these funds would now be generally available to the county for other purposes.

For DOC, the issue is whether its present situation is such that acquiring BHC is warranted. If overcrowding is critical, it is obvious that assuming an in-place operation has considerable

merit in immediately increasing institutional flexibility. The time lag and the high costs of new construction are problems currently confronting many states in their consideration of new or replacement facilities. Even if BHC were "purchased" by the state, it may well be that the cost would be less (particularly when inflation is taken into account) <sup>or</sup> then new construction; additionally, BHC is immediately available.

The costs of BHC under DOC auspices are relevant to both the State and County since the State needs information on the additional costs incurred by adding a new institutional operation. The County, should it purchase space for its inmates from the state, would need some estimate of its daily costs. This information is displayed comparatively in Table 19. The full cost to the DOC of an additional, BHC operation for 150 persons is \$2,127,639 or an average daily cost of \$38.33. The DOC, then, would be adding \$2.1 million to its current corrections budget, which is now in the neighborhood of \$36 million. DOC average daily costs appear to be considerably higher (16%) than those currently estimated for BHC. This difference prevails when new capital costs are excluded. Personal services exclusive of counseling, vocational, educational and other programs remain approximately the same on a daily basis. The higher DOC costs

TABLE 19  
COMPARISON OF BHC AND DOC COSTS

<u>Basis</u>	<u>BHC Total Cost</u>	<u>DOC Total Cost</u>	<u>BHC ADC</u>	<u>DOC ADC</u>
1. Total Estimated Costs . . . . .	\$ 2,696,497	\$ 2,127,639	\$ 32.69	\$ 38.33
2. Total Estimated Costs Less New Capital . . . . .	2,590,775	2,002,639	31.41	36.04
3. Estimated Personal Services Excluding Program Costs . . . . .	1,872,156	1,202,252	22.70	21.96
4. Total Personal Services . . . . .	2,124,156	1,643,906	25.75	29.50

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for these other services, however, would result in a 15% increase in costs (\$25.75 to \$29.50) for all personal services (#4, Table 19).

The preceding outlines some general cost-benefit considerations. The distribution of costs and benefits, however, is a more complex issue. A priori, the most that can be done is to identify the potential costs and benefits and indicate their general direction, rather than their specific magnitude. Some examples of the type of benefits that might be expected to occur from a change of auspices include the following (the potential party to which the benefits accrue follows in parentheses).

- Land sale to private party (County)
- Buildings, land and equipment sale to State (County)
- Future tax revenue from privately-owned land (Billerica and Middlesex County)
- Reallocation of revenue-sharing monies (Middlesex County)
- Reduction in length of inmate stay, assuming DOC emphasizes community corrections (offender; state; county)
- Increase in State dispositional options (Department of Corrections)
- Economies from larger, more centralized purchasing (State)
- Better (or more complete) jail staffing and operation (County; offender).

Similarly, the same approach may be taken for costs. The major identifiable costs at this point include planning and transition costs (which would accrue to the State) and the costs associated with the reduction in BHC operations due to a lower inmate population. Table 20 displays the reduction in expenditures for some basic staff functions. Assuming County-BHC employees become State-BHC employees, there would exist this overall reduction in addition to salary changes as the State applied its own staff ranking and salaries. Employment obviously would be reduced; it is not possible (at this time) to assess the salary position of those remaining.

There are obviously other considerations, costs and benefits. The preceding represent the major and most obvious which should be factors in Middlesex County's and the DOC's decision.

TABLE 20  
COST CHANGES -- DIRECT PERSONNEL SERVICES

<u>Functional Area</u>	<u>Cost-BHC</u>	<u>Cost-DOC</u>	<u>Change</u>
A. Executive Direction, Administration .	\$ 114,964	\$ 108,769	- \$ 6,195
B. Custody . . . . .	943,095	632,025	- 311,070
C. Health Services . . . . .	50,043	29,382	- 20,661
D. Food Services . . . . .	82,710	31,168	- 51,542
E. Maintenance . . . . .	156,189	123,770	- 32,419
F. Inmate Services (W/R, Parole) . . . .	43,977	N/A	N/A
G. Religious Services . . . . .	15,191	N/A	N/A
H. Other (Overtime) . . . . .	155,693	102,284	- 53,409

---

SOURCE: Tables 1 and 16.



# P R I N T

APPENDIX A-1  
Equipment Inventory \*

Farm Equipment	\$ 31,251
Canning Equipment	14,400
Kitchen Equipment	39,793
Hospital Equipment	3,820
Engineering Department	4,755
Household Equipment	25,408
Laundry Equipment	4,525
Sewing Equipment	1,705
Office Equipment	9,124
Printing Equipment	925
Institutional Equipment	17,769
Waste Water Treatment Plant	5,812
Maintenance Department Equipment	3,415
Photography Equipment	330
Library - Visual Aids	1,122
Athletic and Gym Equipment	3,619
Garage Equipment	<u>1,235</u>
TOTAL Equipment . . . . .	\$ 169,008

\* This is a summary of the complete inventory which appeared as Appendix A-1 in the Preliminary Report, September 26, 1975.

# APPENDIX A-2

## Estimated Value of Equipment and Structures

<u>Locations</u> <u>Locations</u>	<u>Year</u> <u>Continued</u>	<u>Square</u> <u>Footage</u>	<u>Building Estimates</u>		<u>Equipment</u>
			<u>County</u> <sup>1/</sup>	<u>Insurance Co.</u> <sup>2/</sup>	
Main Building	1930-31	90,000	\$7,078,680	\$8,400,000	\$ 162,922
Dormitory	1935	12,500	552,137	655,200	67,416
Sheriff's House & Office Quarters	1935	7,600	132,701	196,840	10,112
Engineer's & Master House	1930-31	9,321	121,349	180,000	5,618
Farm House with Garage	1935	7,004	72,809	108,000	5,618
Pump House	1935	374	3,371	4,000	7,303
Barn & Wood Shed	--	7,799	16,180	24,000	5,618
Stock Barn	--	--	64,719	96,000	2,247
Two Silos	--	--	6,336	9,400	--
Shed	--	--	3,371	5,000	--
Hay Barn	--	--	34,382	51,000	3,371
Cattle Barn	--	--	8,090	12,000	--
Two Root Cellars	--	--	10,337	15,333	--
Lumber Shed	--	--	2,697	3,200	1,685
Shavings Shed	--	--	1,348	2,000	--
Water Treatment & Filter House	--	307	3,371	5,000	6,742
Water Tank	--	--	47,191	56,000	--
Garbage Steriliza- tion Building	--	--	--	1,000	--
Three Green Houses	1935	<u>3,325</u>	<u>5,393</u>	<u>6,400</u>	<u>843</u>
TOTALS .....		138,230	\$8,164,462	\$9,830,373	\$ 279,495

1/ SOURCE: Insurance Services Office, Middlesex County, John L. Danehy,  
Chairman of the Board of County Commissioners.

2/ (To be supplied.)

APPENDIX A-3

Document List

DOCUMENTS

SOURCE

Proposed Budget and Appropriations: Sheriff,  
HOC, Jail (1975 76)

Middlesex County Commissioners  
Office

Job Assignments: Jail  
Job Assignments: HOC

Andrew Skalkeas  
"

Corrections' Share of County Budget

Middlesex County Budget Office

County Employees' Salary Schedule

Middlesex County

Typical Day's Staffing - HOC

HOC Office

Organizational Chart: HOC/Jail

Lenore James & Deborah Budesh

Supplies Costs, FY 1973 and FY 1974  
Operating Costs, FY 1973 and FY 1974  
1973 Equipment Inventory

Andrew Skalkeas  
"  
"

Inmate Statistics, 1973-74  
Population, 1972-75  
Admissions, Transfers  
Profile, 1972-1974

John O'Brian  
Sheriff's Office

Middlesex County Receipts/Expenditures  
FY 1975

Joe Peters, Middlesex County  
Treasurers Office

Equipment Inventory

Andrew Skalkeas

CORRECTIONAL  
ECONOMICS  
CENTER

Preliminary Staffing Analysis - Aug. 21, 1975

AMERICAN BAR ASSOCIATION

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ABA COMMISSION ON  
CORRECTIONAL FACILITIES  
AND SERVICESRobert McKay, Chairman  
New York, New York

Daniel L. Skoler, Staff Director

Aug. 21, 1975

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George Hall  
Washington, D.C.

Thomas P. Sellers, III  
Director of Planning  
Massachusetts Department of Corrections  
100 Cambridge St.  
Boston, Mass.

Dear Thomas and Joan:

Herewith the typical day's staffing at the House of Corrections-Billerica, with the job title of the person filling each post. I took the extra(considerable) time to give you a preview of the total cost package.

These charts are compiled from several data sources, as noted; the raw data was collected by Lenore James and Deborah Budesh of the Middlesex County Advisory Board. The Daily Duty Roster for the House of Correction formed the basis for coverage of the various posts. I then used payroll figures and job rosters to plug in the position of the person covering and the attendant salary. "Assigned, not on duty" is included because all these persons are, of course, carried on the payroll. The result is the annual manloading for the House of Corrections: 130 persons and the total costs. This does not include higher administrative personnel, such as Sheriff Buckley, Ralph Bens, etc. The Fringe Benefits represent an average but should be close. The House of Correction personnel are part of the total county allocation and thus not separable by individual. As you can see, fringes raise the manloading costs considerably. There is also a life insurance policy with value of \$2,000 included in the medical coverage.

Another point of interest, which will be addressed more fully later, is the number of persons on the Jail payroll. In several cases, it was not noted that they were, in fact, House assigned.

In the interests of time, I'm sending fairly rough copies of the job descriptions. They should suffice for your purposes for the present.

The information has been compiled and structured to give you the maximum assistance in determining how the Department of Corrections would manload such an institution. We will use that information to make the appropriate cost comparisons. We also need from you additional service and program costs, e.g., food, clothing, medical, counseling etc., for the more thorough costs comparison for the final report.

## STAFF

Billy L. Wayson, Director  
Gail S. Monkman  
Assistant Director  
Yvonne Mitchell  
Administrative Assistant

## OPERATING ORGANIZATIONS

Annual Conference of State Criminal  
Justice Planning Administrators  
Association of State  
Correctional Administrators  
National Association of State  
Budget Officers  
Council of State Governments

## STANDARDS AND GOALS

Virginia Wright, Research Director  
Ann Watkins, Research Associate  
John Thalheimer, Research Associate  
Barbara Bland, Admin. Assistant

2...

We are still awaiting further information from our research assistants, including more job descriptions, information on work-release, land value, and a floor plan of the institution.

We are still looking to Sept. 15, for presentation of the report and in the interests of meeting that date, should have all the relevant assembled by the end of August.

Pleasant reading!! Look forward to hearing from you.

Best,

A handwritten signature in cursive script, appearing to read "Gail".

Gail S. Monkman  
Assistant Director

Number of persons		Salaries	Medical	Retirement	TOTAL
2400-0800	21	\$214,266.88	\$10,983.60	\$12,854.00	\$238,104.48
0800-1600	82	1,035,862.82	50,036.40	62,142.00	1,148,041.22
1600-2400	27	320,714.56	16,475.40	19,241.00	356,430.96
TOTAL	130	1,570,844.26	77,495.40	94,237.00	1,742,576.66





APPENDIX A-5

Preliminary Staffing Analysis - Aug. 21, 1975

24-Hour Staffing, House of Corrections Billerica

A. 2400-0800

Post	Number of Persons	Title of Person Assuming	Salary	***Medical:	****Retirement	Total
Supervisor	1	Senior Correctional Officer, JG 15	13,389.22	610.20	803.00	14,802.42
Office	1	Correctional Officer, JG-14	11,516.78	610.20	691.00	12,817.98
1st Tier	1	Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
2nd Tier	1	Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
Work Release I	1	* Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
Work Release II	1	Senior Correctional Officer, JG 15	13,389.22	610.20	803.00	14,802.42
Hospital	1	* Hospital Steward	13,650.00	610.20	819.00	15,079.20
Dormitory	2	1 Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
		**1 Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
Engineer	1	Steam Fireman, JG 11	8,785.40	610.20	527.00	9,922.60
#2 Patrol	1	Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
Utility	1	** Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
<b>TOTAL</b>	<b>12</b>		<b>\$141,348.08</b>	<b>7,322.40</b>	<b>8,480.00</b>	<b>157,150.48</b>
<u>Days Off</u>	<u>3</u>	1 Senior Correctional Officer, JG 15	13,389.22	610.20	803.00	14,802.42
		*1 Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
		**1 Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98

## EXHIBIT I (cont'd)

## A. 2400-0800 (continued)

Post	Number of Persons	Title of Person Assuming	Salary	***Medical	****Retirement	Total
<u>Sick leave</u>	1	Shift Supervisor, JG 16	14,041.04	610.20	842.00	15,493.24
Vacation	2	1 Correctional Officer, JG 14 1 Shift Engineer, JG 13	11,516.78 10,938.20	610.20 610.20	691.00 656.00	12,817.98 12,204.40
Total assigned, not on duty	9		\$ 72,918.80	3,661.20	4,374.00	80,954.00
GRAND TOTAL	21		\$214,266.88	10,983.60	12,854.00	238,104.48

Total on Jail payroll	3		\$ 36,683.56	1,830.60	2,201.00	40,715.16
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\* Jail payroll

\*\* Assumption

\*\*\* County share: 75%

\*\*\*\* Employees prior to 1/75 pay 5%  
 Employees after 1/75 pay 7%  
 County match displayed here as  
 an average of 6%

SOURCES: Staffing: Daily Duty Report  
 House of Correction Billerica

Salaries: Andrew Skalkeas  
 FY 1975, Figures based on  
 average for category.

Benefits: Dorothy Noyes  
 Middlesex County  
 Treasurer's Office

## EXHIBIT I (cont'd)

E. 0800 - 1600

Post	Number of Persons	Title of Person Assuming	Salary	Medical	Retirement	Total
Assistant Deputy Master	1	Assistant Deputy Master	15,087.80	610.20	905.00	16,603.00
Supervisor	1	Shift Supervisor, JG 16	14,041.04	610.20	842.00	15,493.24
Office	1	Steam Fireman, JG 11	8,785.40	610.20	527.00	9,922.60
Records	1	Senior Correctional Officer, JG 15	13,389.22	610.20	803.00	14,802.42
Finance	1	Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
Record Room	1	Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
Assignments	1	Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
Hospital	3	1 Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
		*1 Hospital Administrator	14,214.20	610.20	853.00	15,677.40
		*1 Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98

WING SECTION

Supervisor	1	1 Senior Correctional Officer, JG 15	13,389.22	610.20	803.00	14,802.42
1st Tier	2	1 Senior Correctional Officer, JG 15	13,389.22	610.20	803.00	14,802.42
		1 Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98



**CONTINUED**

**1 OF 2**

## B. 0800 - 1600 (continued)

Post	Number of Persons	Title of Person Assuming	Salary	Medical	Retirement	Total
2nd Tier	2	1 Senior Correctional Officer, JG 15	13,389.22	610.20	803.00	14,802.42
		1 Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
Work/Release	1	Senior Correctional Officer, JG 16	13,650.00	610.20	819.00	15,079.20
Day Room	1	* Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
Yard	1	Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
Utility	1	Correctional Officer, JG 14	11,516.78	610.00	691.00	12,817.78

KITCHEN

Steward	1	Food Administrator, JG 19	16,320.20	610.20	979.00	17,909.40
Chef	2	2 Senior Correctional Officer, JG 15	26,778.44	1,220.40	1,607.00	29,605.84
Baker	1	Chef	14,658.80	610.20	879.00	16,148.00
Butcher	1	Senior Correctional Officer, JG 15	13,389.22	610.20	803.00	14,802.42

TRAINING SERVICE  
DEPARTMENT

Training Sec.	3	1 Senior Correctional Officer, JG 15	13,389.22	610.20	803.00	14,802.42
		1 Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
		1 W/R Supervisor, JG 16	14,658.80	610.20	879.00	16,148.00

## EXHIBIT I (cont'd)

B. 0800 - 1600 (continued)

<u>Post</u>	<u>Number of Persons</u>	<u>Title of Person Assuming</u>	<u>Salary</u>	<u>Medical</u>	<u>Retirement</u>	<u>Total</u>
<u>SUPPLY ROOM</u>						
Supervision	1	Manager, JG 16	14,658.80	610.20	879.00	16,148.00
<u>ENGINEERING</u>						
Chief	1	Chief Engineer, JG 18	15,961.40	610.20	958.00	17,529.60
Engineers	2	2 Shift Engineers, JG 13	21,876.40	1,220.40	1,313.00	24,409.80
<u>MAINTENANCE</u>						
Supervisors	1	Farm Supervisor, JG 17	15,602.60	610.20	936.00	17,148.80
Officers	5	1 Senior Correctional Officer, JG 15	13,389.22	610.20	803.00	14,802.42
		2 Correctional Officers, JG 14	23,033.56	1,220.40	1,382.00	25,635.96
		**2 Correctional Officers, JG 14	23,033.56	1,220.40	1,382.00	25,635.96
Elects.	2	1 Senior Correctional Officer, JG 15	13,389.22	610.20	803.00	14,802.42
		1 Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
<u>FARM</u>						
Officers	3	1 Senior Correctional Officer, JG 15	13,389.22	610.20	803.00	14,802.42
		1 Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
		1 Shift Engineer, JG 13	10,938.20	610.20	656.00	12,204.40

## EXHIBIT I (cont'd)

B. 0800 - 1600 (continued)

Post	Number of Persons	Title of Person Assuming	Salary	Medical	Retirement	Total
<u>STAFF TRAINING PROGRAM</u>						
Supervisor	1	Shift Supervisor, JG 16	14,041.04	610.20	842.00	15,493.24
<u>GARAGE</u>						
Officer	2	1 Senior Correctional Officer, JG 15	13,389.22	610.20	803.00	14,802.42
		* 1 Senior Correctional Officer, JG 15	13,389.22	610.20	803.00	14,802.42
<u>DORMITORY</u>						
Officer	1	* Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
<u>SECURITY</u>						
Supervisor	1	Senior Correctional Officer, JG 15	13,389.22	610.20	803.00	14,802.42
	6	3 Senior Correctional Officer, JG 15	40,167.66	1,830.60	2,409.00	44,407.26
		*2 Correctional Officer, JG 14	23,033.56	1,220.40	1,382.00	25,635.96
		1 Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
<u>UTILITY</u>						
Officer	3	1 Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
		*1 Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
		**1 Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
TOTAL	56		708,514.14	34,171.20	42,503.00	785,188.34



## EXHIBIT I (cont'd)

B. 0800 - 1600 (continued)

<u>Post</u>	<u>Number of Persons</u>	<u>Title of Person Assuming</u>	<u>Salary</u>	<u>Medical</u>	<u>Retirement</u>	<u>Total</u>
<u>DAYS OFF</u>	10	4 Senior Correctional Officer, JG 15	53,556.88	2,440.80	3,213.00	59,210.68
		2 Correctional Officer, JG 14	23,033.56	1,220.40	1,382.00	25,635.96
		*1 Steam Fireman	8,785.40	610.20	527.00	9,922.60
		*1 Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
		**2 Correctional Officer, JG 14	23,033.56	1,220.40	1,382.00	25,635.96
<u>SICK LEAVE</u>	7	2 Senior Correctional Officers, JG 15	26,778.44	1,220.40	1,607.00	29,605.84
		3 Correctional Officer, JG 14	34,550.34	1,830.60	2,073.00	38,453.94
		1 Hospital Steward, JG 15	13,650.00	610.20	819.00	15,079.20
		1 Identifying Officer, JG 17	15,602.60	610.20	936.00	17,148.80
<u>VACATION</u>	9	3 Senior Correctional Officer, JG 15	40,167.66	1,830.60	2,410.00	44,408.26
		3 Correctional Officer, JG 14	34,550.34	1,830.60	2,073.00	38,453.94
		1 Shift Supervisor, JG 16	14,041.04	610.20	842.00	15,493.24
		1 Chef, JG 16	14,041.04	610.20	842.00	15,493.24
		1 Parole Supervisor, JG 16	14,041.04	610.20	842.00	15,493.24
Total assigned, not on duty	26		327,348.68	15,865.20	19,639.00	362,852.88
<u>GRAND TOTAL</u>	82		1,035,862.82	50,036.40	62,142.00	1,148,041.22
Total on Jail payroll	10		131,665.08	6,102.00	7,899.00	145,666.08

## EXHIBIT I (cont'd)

C. 1600 - 2400

Post	Number of Persons	Title of Person Assuming	Salary	Medical	Retirement	Total
Deputy Master	1	Deputy Master, JG 19	16,320.20	610.20	979.00	17,909.40
Office	1	Plumber, JG 9	7,618.00	610.20	457.00	8,685.20
1st Tier	2	1 Shift Supervisor, JG 16	14,041.04	610.20	842.00	15,493.24
		1 Senior Correctional Officer, JG 15	13,389.22	610.20	803.00	14,802.42
2nd Tier	2	1 Senior Correctional Officer, JG 15	13,389.22	610.20	803.00	14,802.42
		1 Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
Work/Release I	1	Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
Work/Release II	1	* Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
Day Room	1	* Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
Yard	1	* Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
Hospital	1	Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
Dormitories	2	1 Senior Correctional Officer, JG 15	13,389.22	610.20	803.00	14,802.42
		1 Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
Engineers	2	2 Shift Engineers, JG 13	21,876.40	1,220.40	1,313.00	24,409.80
#1 Patrol	1	* Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
#2 Patrol	1	Correctional Officer, JG 14	11,516.78	610.20	691.00	12,817.98
<b>TOTAL</b>	<b>17</b>		<b>203,674.32</b>	<b>10,373.40</b>	<b>12,219.00</b>	<b>226,266.72</b>

## EXHIBIT I (cont'd)

C. 1600 - 2400 (continued)

<u>Post</u>	<u>Number of Persons</u>	<u>Title of Person Assuming</u>	<u>Salary</u>	<u>Medical</u>	<u>Retirement</u>	<u>Total</u>
<u>DAYS OFF</u>	7	3 Correctional Officer, JG 14	34,550.34	1,830.60	2,073.00	38,453.94
		*2 Correctional Officer, JG 14	23,033.56	1,220.40	1,382.00	25,635.96
		**2 Correctional Officer, JG 14	23,033.56	1,220.40	1,382.00	25,635.96
<u>SICK LEAVE</u>	1	Senior Correctional Officer, JG 15	13,389.22	610.20	803.00	14,802.42
<u>VACATION</u>	2	2 Correctional Officers, JG 14	23,033.56	1,220.40	1,382.00	25,635.96
Total assigned, not on duty	10		117,040.24	6,102.00	7,022.00	130,164.24
 <u>GRAND TOTAL</u>	 27		 320,714.56	 16,475.40	 19,241.00	 356,430.96
  Total on Jail payroll	  6		  69,100.68	  3,661.20	  4,146.00	  76,907.88

OPTION I - 24 Hr. Staffing Pattern

APPENDIX A-5

Preliminary DOC Staffing Patterns

12M-to-8AM Shift

Post	# of Persons	Title	Grade	Annual Salary at Step 1
Supervisor	1	Senior Correction Officer	15	\$ 10,888.80
Office	1	Correction Officer	14	10,228.40
1st Tier	1	Correction Officer	14	10,228.40
2nd Tier	1	Correction Officer	14	10,228.40
# 2 Patrol	1	Correction Officer	14	10,228.40
Utility	1	Correction Officer	14	10,228.40
Dormitory	2	Correction Officer	14	20,456.80
Hospital	1	Hospital Steward	15	10,888.80
Engineer	1	Steam Fireman	11	8,460.40
Maintenance	2	Correction Maintenance Workers II	13	9,622.60
Total	20			

Breakdown:

1.5	Senior Corrections Officers	\$ 16,333.20
10.5	Correction Officers	107,398.20
1.5	Hospital Steward	16,333.20
3	Correction Maintenance Workers, II	25,381.20
1.5	Steam Fireman	12,690.60
1	Correction Officer sick coverage	10,228.40
1	Correction Officer vacation coverage	10,228.40
		<u>\$ 198,593.20</u>

OPTION L - 24 Hr. Staffing Pattern8AM to 4PM

Post	# of Persons	Title	Grade	Annual Salary at Step 1
Master	1	Superintendent	27	\$ 20,576.40
Asst. Dep. Master	1	Asst. Deputy Superintendent	20	14,648.40
Supervisor	1	Supervising Correction Officer	17	12,373.40
Office	1	Steam Fireman	11	8,460.40
Hospital	2	Hospital Administrator	18	13,049.40
		Correction Officer	14	10,228.40
Records	1	Senior Clerk and Typist	06	6,658.60
Finance	1	Senior Clerk and Typist	06	6,658.60
Record Room	1	Senior Clerk and Typist	06	6,658.60
Assignments	1	Principal Clerk	09	7,618.00
<u>Wing Section</u>				
Supervisor	1	Senior Correction Officer	15	10,888.80
1st Tier	2	Senior Correction Officer	15	10,888.80
		Correction Officer	14	10,228.40
2nd Tier	2	Senior Correction Officer	15	10,888.80
		Correction Officer	14	10,228.40
Work Release	1	Correction Officer	14	10,228.40
Day Room	1	Correction Officer	14	10,228.40
Yard	1	Correction Officer	14	10,228.40
Utility	1	Correction Officer	14	10,228.40
<u>Kitchen</u>				
Steward	1	Institution Steward	19	13,813.80
Chef	2	Senior Correction Officer	15	10,888.80
Baker	1	Correction Officer-Chef	16	11,570.00
Butcher	1	Senior Correction Officer	15	10,888.80
<u>Supply</u>				
Supervision	1	Manager	16	11,570.00
<u>Engineering</u>				
Chief	1	Institution Chief Power Plant Engineer, Grade D	18	13,049.40
Engineers	2	Correction Maintenance Workers, II	13	9,622.60
Elects.	2	Senior Correction Officer	15	10,888.80

8am to 4pm Shift (cont.)

Post	# of Persons	Title	Grade	Annual Salary at Step 1
<u>Garage</u> Office	1	Correction Officer	14	\$ 10,228.40
<u>Security</u> Supervisor	3	Senior Correction Officer	15	10,888.80
		Correction Officer	14	10,228.40
		Correction Officer	14	10,228.40
<u>Utility</u>	1	Correction Officer	14	10,228.40
Total	51			

Breakdown:

1	Superintendent	\$ 20,576.40
1.5	Asst. Deputy Superintendent	21,972.60
1	Hospital Administrator	13,049.40
1	Institution Steward	13,813.80
1	Manager	11,570.00
1	Institution Chief Power Plant Engineer	13,049.40
1.5	Supervising Correction Officer	18,560.10
12.5	Senior Correction Officer	136,110.00
1.5	Correction Officer - Chef	17,355.00
16	Correction Officer	163,654.40
3	Correction Maintenance Worker II	28,867.80
1	Principal Clerk	7,618.00
3	Senior Clerk and Typist	19,975.80
3	Correction Officer sick coverage	30,685.20
3	Correction Officer vacation coverage	30,685.20
		<u>547,543.00</u>

OPTION I - 24 Hr. Staffing Pattern

4PM to 12M Shift

Post	# of Persons	Title and Grade		Annual Salary at Step 1
Deputy Master	1	Deputy Superintendent	24	\$ 18,038.80
Office	1	Plumber	09	7,618.80
1st Tier	2	Supervising Correction Officer	17	12,373.40
		Senior Correction Officer	15	10,888.80
2nd Tier	2	Senior Correction Officer	15	10,888.80
		Correction Officer	14	10,228.40
Day Room	1	Correction Officer	14	10,228.40
Yard	1	Correction Officer	14	10,228.40
Hospital	1	Correction Officer	14	10,228.40
Dormitory	2	Senior Correction Officer	15	10,888.80
		Correction Officer	14	10,228.40
#1 Patrol	1	Correction Officer	14	10,228.40
#2 Patrol	1	Correction Officer	14	10,228.40
Utility		Correction Officer	14	10,228.40
Engineers	<u>2</u>	Correction Maintenance Workers II	13	19,245.20

Total 26

Breakdown:

1.5	Deputy Superintendent	\$ 27,058.20
1.5	Supervising Correction Officer	18,560.10
4.5	Senior Correction Officer	48,999.60
12.0	Correction Officers	122,740.80
1.5	Plumber	11,428.20
3	Correction Maintenance Workers II	28,867.80
1	Correction Officer to cover sick leave	10,228.40
1	Correction Officer to cover vacation	10,228.40
		<u>\$ 278,111.5</u>

OPTION II - 24 Hrs. Staffing Pattern

12M to 8am Shift

Post	# of Persons	Title	Grade	Annual Salary at Step 1
Asst Dep. Master	1	Asst. Deputy Superintendent	20	\$ 14,648.40
Supervisor	1	Senior Correction Officer	15	10,888.80
Office	1	Correction Officer	14	10,228.40
1st Tier	1	Correction Officer	14	10,228.40
2nd Tier	1	Correction Officer	14	10,228.40
#2 Patrol	1	Correction Officer	14	10,228.40
Utility	1	Correction Officer	14	10,228.40
Dormitory	2	Correction Officer	14	10,228.40
Hospital	1	State Hospital Administrative Assistant	17	12,373.40
Engineer	1	Steam Fireman	11	8,460.40
Maintenance	2	Correction Maintenance Workers, II	13	9,622.60
	<u>21</u>			
Total				

Breakdown:

1	Asst. Deputy Superintendent	\$ 14,648.40
1.5	Senior Correction Officer	16,33.20
10.5	Correction Officer	107,398.20
1.5	State Hospital Admin. Asst.	18,560.10
3	Correction Maintenance Workers, II	25,381.20
1.5	Steam Fireman	12,690.60
1	Correction Officer sick coverage	10,228.40
1	Correction Officer vacation coverage	10,228.40
		<u>\$ 215,468.50</u>



OPTION II - 24 Hr. Staffing Pattern

8am to 4pm Shift

Post	# of Persons	Title	Grade	Annual Salary Step 1
Master	1	Superintendent	27	\$ 20,576.40
Deputy Master	1	Deputy Superintendent	24	18,038.80
Supervisor	1	Supervising Correction Officer	17	12,373.40
Office.	1	Steam Fireman	11	8,460.40
Hospital	2	State Hospital Steward	22	16,263.00
		Correction Officer	14	10,228.40
Records	1	Senior Clerk and Typist	06	6,658.60
Finance	1	Senior Clerk and Typist	06	6,658.60
Record Room	1	Senior Clerk and Typist	06	6,658.60
Assignments	1	Principal Clerk	09	7,618.00
<u>Wing Section</u>				
Supervisor	1	Senior Correction Officer	15	10,888.80
1st Tier	2	Senior Correction Officer	15	10,888.80
		Correction Officer	14	10,228.40
2nd Tier	2	Senior Correction Officer	15	10,888.80
		Correction Officer	14	10,228.40
Work Release	1	Correction Officer	14	10,228.40
Day Room	1	Correction Officer	14	10,228.40
Yard	1	Correction Officer	14	10,228.40
Utility	1	Correction Officer	14	10,228.40
<u>Kitchen</u>				
Steward	1	Institution Steward	19	13,813.80
Chef	2	Senior Correction Officer	15	10,888.80
Baker	1	Correction Officer-Chef	16	11,570.00
Butcher	1	Senior correction Officer	15	10,888.80
<u>Supply</u>				
Supervision	1	Manager	16	11,570.00
<u>Engineering</u>				
Chief	1	Institution Chief Power Plant Engineer, Grade D	18	13,049.40
Engineers	2	Correction Maintenance Workers, II	13	9,622.60
Elects.	2	Senior Correction Officer	15	10,888.80
<u>Garage</u>				
Office	1	Correction Officer	14	10,228.40

8am to 4pm (cont.)

Post	# of Persons	Title	Grade	Annual Sal. Step 1
<u>Security</u>				
Supervisor	3	Senior Correction Officer	15	\$ 10,888.80
		Correction Officer	14	10,228.40
		Correction Officer	14	10,228.40
<u>Utility</u>	<u>1</u>	Correction Officer	14	10,228.40
Total	50			

Breakdown:

1	Superintendent	\$ 20,576.40
1	Deputy Superintendent	18,038.80
1	State Hospital Steward	16,263.00
1	Institution Steward	13,813.80
1	Manager	11,570.00
1	Inst. Chief P.P. Engr., Gr. D1	13,049.40
1.5	Supv. Corr. Officer	18,560.10
12.5	Senior Corr. Officer	136,110.00
1	Correction Officer-Chief	11,570.00
16	Correction Officer	163,654.40
3	Correction Maintenance Worker II	28,867.80
1	Principal Clerk	7,618.00
3	Senior Clerk and Typsit	19,975.80
3	Correction Officer sick leave coverage	30,685.20
3	Correction Officer vaca- tion coverage	30,685.20
		<u>\$ 541,037.90</u>

Option II - 24 Hr. Staffing Pattern

4pm to 12M Shift

Post	# of Persons	Title	Grade	Annual Salary Step 1
Asst. Dep. Master	1	Asst. Deputy Superintendent	20	\$ 14,648.40
Officer	1	Plumber	09	7,618.00
1st Tier	2	Supervising Correction Officer	17	12,373.40
		Senior Correction Officer	15	10,888.80
2nd Tier	2	Senior Correction Officer	15	10,888.80
		Correction Officer	14	10,228.40
Day Room	1	Correction Officer	14	10,228.40
Yard	1	Correction Officer	14	10,228.40
Hospital	1	Correction Officer	14	10,228.40
Dormitory	2	Senior Correction Officer	15	10,888.80
		Correction Officer	14	10,228.40
#1 Patrol	1	Correction Officer	14	10,228.40
#2 Patrol	1	Correction Officer	14	10,228.40
Utility	1	Correction Officer	14	10,228.40
Engineers	2	Correction Maintenance workers, II	13	9,622.60
Kithchen	1	Correction Officer-Chef	16	11,570.00
Total	26			

Breakdown:

1	Assistant Deputy Superintendent	\$ 14,648.40
1.5	Supervising Correction Officer	18,560.10
4.5	Senior Correction Officer	48,999.60
12.0	Correction Officer	122,740.80
1	Plumber	7,618.00
3	Correction Maintenance Workers, II	28,867.80
1	Correction Officer-Chef	11,570.00
1	Correction Officer sick leave coverage	10,228.40
1	Correction Officer vacation leave coverage	10,228.40
		<u>\$ 273,461.50</u>

## APPENDIX A-6

### Description of LEAA-Funded Programs

Law Enforcement Assistance Act grants are made under auspices of the Justice Department. They are allotted and monitored by the Governor's Committee on Criminal Justice and the State Planning Board. The basic purpose of these grants is to experiment with and to institute programs which if successful will be taken over by the agency accepting the grant. Grant money is available for test and demonstration projects, research and measurement of needs for the implementation of programs to answer these needs. When the programs are established as useful it is expected that they will be continued without grant money.

The basic aim of the grants at Middlesex County House of Correction and Jail is to supply counselling and legal services and educational services for the population. This has been achieved in these ways:

1. A complete classification system has been established;
2. A counselling service has been established with an in-service training component for correctional officers;
3. Legal services are provided by two (2) staff attorneys;
4. A school has been established for remedial reading and math as well as instruction in preparation for the G.E.D. certificate which is equivalent to a high school diploma and instruction for a high school continuance program. Vocational training in automotive mechanics and automotive body work is also provided.

5. A county parole system was established;
6. An addictive treatment program was established with Treatment Release as its basic approach;
7. An educational release program was established to provide diversified schooling without overhead expenses;
8. A furlough program was instituted;
9. A work release program was established;
10. A volunteer program with a community relations element was established;
11. The counselling service was extended to include ninety (90) days after care and assistance in housing, job procurement, etc.

These programs are gradually being taken over by county personnel.

This will make the programs permanent.

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## APPENDIX B-1

### Project Chronology

May 15: CEC meeting with Billerica Task Force in Cambridge.  
Work Plan submitted to Massachusetts Department of Corrections. (DOC)

July 10: Contract Approved by DOC.

July 17-18: CEC meeting with staff of Middlesex County Advisory Board and DOC to present list of data needed for study.

August 14-15: CEC meeting with Advisory Board and DOC staff.

August 21: Estimates of Billerica staffing costs forwarded to DOC.

September 5: Progress Report submitted, including list of data yet to be collected by DOC.

September 26: Presentation to the Billerica Task Force of Part I, House of Corrections Costs.

October 30: Final report submitted to Lenore James, Deborah Buresh and, Thomas Sellers for preliminary review and comments.

November 4: Final Report submitted to Massachusetts Department of Corrections and Middlesex County Advisory Board.

## APPENDIX B-2

### Work Plan

The following is a work plan pursuant to the engagement of the Correctional Economics Center (CEC) by the Commonwealth of Massachusetts, Department of Corrections.

The purpose of this study is to assess the feasibility and cost implications of <sup>the</sup> state-operated Billerica House of Corrections (BHC) and a Middlesex County-operated jail with comparisons to the present system wherein both facilities are county-operated. The principal issues to be examined include:

- o current operating and other related costs under the present system;
- o comparison with an alternative system incorporating state operation of the Billerica House of Corrections; and,
- o an examination of the relevant cost and benefit concepts associated with evaluating and selecting alternatives.

#### I: Planning

Preliminary planning will outline what aspects are to be measured and determine the data elements necessary for the analysis as well as expected time for collection. A schedule of activities and contacts will be arranged between the Department of Corrections, the Correctional Economics Center and the Middlesex County Advisory Board staff. In con-



junction with representative(s) of the Massachusetts Department of Corrections and the Middlesex County Advisory Board staff, the CEC will identify how the proposed alternative would actually operate (e.g., type of population, staffing levels, rehabilitation or other programs offered, possible impact on other state-operated facilities, etc.). Existing public documents, records or other readily available information will be used as the basis for estimating the cost of operating BHC by the state. Similar data sources will be used to estimate the present operating costs of the jail and BHC under county auspices.

## II: Data Collection

The Correctional Economics Center will supervise the collection of the relevant data elements by staff of the Middlesex County Advisory Board (Ms. Deborah Buresh and Ms. Lenore James) and the designated representative(s) of the Massachusetts Department of Corrections. It is expected that budget data will be made available and that, where necessary, individuals responsible for and knowledgeable of the budget will be available as well. If data gaps present themselves, the Correctional Economics Center will determine, with the Department of Corrections, the method and procedure for meeting this problem.

### III: Data Analysis

The analysis will be performed by the Correctional Economics Center and be an ongoing element of this project. It will address the cost and benefit issue outlined at the beginning of this statement. It is expected that the latter time period of the project will be devoted solely to this analysis with input from the Department of Corrections.

### IV: Final Report

The Correctional Economics Center will prepare and issue to the Department of Corrections a Final Report on or before September 15, 1975. This report will include a detailed, written specification of one or more alternative organizational arrangements for operating the Bellerica House of Corrections; a description of the possible benefits and/or costs, and an estimate of the dollar costs of these alternatives; a set of conclusions or recommendations suggested by the analysis; and, a description of the process used in performing the analysis.

Correctional Economics Center  
Organizational Capabilities

For the past 18-months, the Correctional Economics Center (as a project of the American Bar Association Commission on Correctional Facilities and Services), has remained the only organization within the United States singularly and completely involved in the application of economic analysis to the criminal justice system. Through careful selection of technical assistance projects and intensive studies, the Center has demonstrated the depth and breadth of its approach. A major focus has been on effective evaluation of alternatives within the criminal justice system, particularly corrections.<sup>1/</sup> These include analyses of: community corrections proposals,<sup>2/</sup> alternatives to detention for both adults and juveniles,<sup>3/</sup> and alternatives to prison incarceration for women. The Center has rendered extensive on-site technical assistance in these and other areas, often at the request of state agencies and has prepared the only manual for conducting cost-benefit analysis specifically designed for the criminal justice system. The Correctional Economics

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<sup>1/</sup> "Cost-Benefit Analysis - Three Applications to Corrections", Correctional Economics Center, 1974.

<sup>2/</sup> Gail S. Monkman, "Cost Analysis of Community Correctional Centers - A Case Study: Indiana", Correctional Economics Center, January, 1975. The Center has also recently completed a similar analysis of community corrections for the State of Maryland.

<sup>3/</sup> The Center currently is performing a cost-benefit analysis of a juvenile diversion program in Florida.

Center is also directing a large-scale project on the cost and economic implications of the Corrections Report (National Advisory Commission on Criminal Justice Standards and Goals).

The Economics Center is directed by Billy L. Wayson who, in addition to graduate work in economics, has nine years of experience in a variety of positions (management and manpower analyst, planner, agency budget officer, and special assistant to a chief executive). The assistant director is Ph.D. candidate in economics with over one year of applied work in the corrections field. Other resources include three full-time and two part-time economists as well as consultants who have demonstrated a capability to prepare economic studies which are relevant to correctional decision-makers. The Center has an advisory board whose members have expertise in the law, courts, public finance and budgeting, system analysis, correctional management and economics.

CORRECTIONAL  
ECONOMICS  
CENTER

PROGRESS REPORT -- September 5, 1975



## AMERICAN BAR ASSOCIATION

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## STAFF

Billy L. Wayson, Director

Gail S. Monkman  
Assistant DirectorYvonne Mitchell  
Administrative Assistant

## OPERATING ORGANIZATIONS

National Conference of State Criminal  
Justice Planning AdministratorsAssociation of State  
Correctional AdministratorsNational Association of State  
Budget Officers

Council of State Governments

## STANDARDS AND GOALS

Virginia Wright, Research Director

Ann Watkins, Research Associate

Thalheimer, Research Associate

Barbara Bland, Admin. Assistant

Sept. 5, 1975

Thomas P. Sellers, III  
Director of Planning  
Massachusetts Department of Corrections  
100 Cambridge Street  
Boston, Massachusetts

Dear Tom:

The following is an update of our progress on the study of the feasibility of State takeover of the House of Corrections at Billerica. To date, we have received substantial data from Ms. Lenore James and Ms. Deborah Buresh of the Middlesex County Advisory Board. Data received include:

- job descriptions
- salaries
- equipment inventory
- county revenue sources
- staff assignments
- inmate profiles
- tax assessments
- organization of staff between Jail and HOC

This data has permitted estimation of House of Corrections personnel costs (exclusive of LEAA personnel, to be supplied), fringe benefits, and staffing configurations. Some additional overlapping with the Jail budget has been identified as well with its attendant cost implications for the House. Currently being collected and studied are other House operating costs and the current value of the land, buildings, and equipment; current sources of revenue for operating the House; and the distributional impact, state and local, of state takeover. A copy of the staffing configuration, job descriptions, and total correctional personnel costs was sent to you on Aug. 21, 1975, for your assistance in obtaining comparable state data for a similar operation. Also mentioned were still-pending data needs from Middlesex County and from the Department of Corrections. Additional data required from the county include:

- current land values
- clarification of building and equipment valuation (several sources yield different values)
- revenue (Federal, local) and tax information

2...

Data needed from the Department of Corrections include:

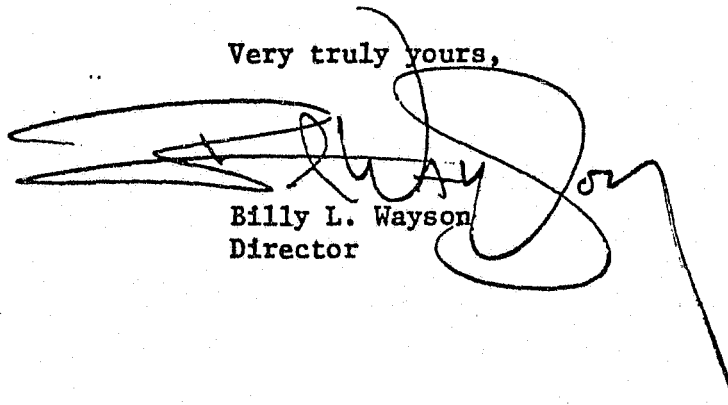
- personnel costs, including fringes, for a comparable operation by the Department of Corrections
- other operating costs relevant to Billerica, (e.g., utilities, food, transportation, supplies, etc.)
- staffing configurations for a comparable operation
- alternative staffing for other correctional populations
- service and program staffing (e.g., education, training, counseling, etc.) and the costs
- capital (structural) changes and costs
- potential changes in inmate population due to state jurisdiction
- state revenue sources, total expenditures for corrections, and percentage of state budget allocated to corrections

This information will be necessary to fulfill the objectives set forth in the work plan: estimating county operating costs for BHC, the costs of alternative BHC missions, (such as a secure institution, a transitional minimum security institution, or a community corrections center, as discussed at our Aug. 15 meeting), examining the relevant benefit and cost issues, and discussing the distributional issues (such as to whom the benefits and costs really accrue).

While we now have a reasonably good estimate of the cost to Middlesex for operating the House of Corrections, the additional dimensions (alternative organizational arrangements under Department of Corrections auspices and the impact on county revenues/expenditures) are important to decisions at both the State and county levels.

With your concurrence, we would like to change the final report date from September 15, 1975 to September 30, 1975, so these additional data can be adequately evaluated and incorporated once received. This is consistent with the overall contract period of 5 months, and would still permit sufficient time for our presentation of the report to the Department of Corrections and the Middlesex County Task Force.

Very truly yours,



Billy L. Wayson  
Director



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**END**